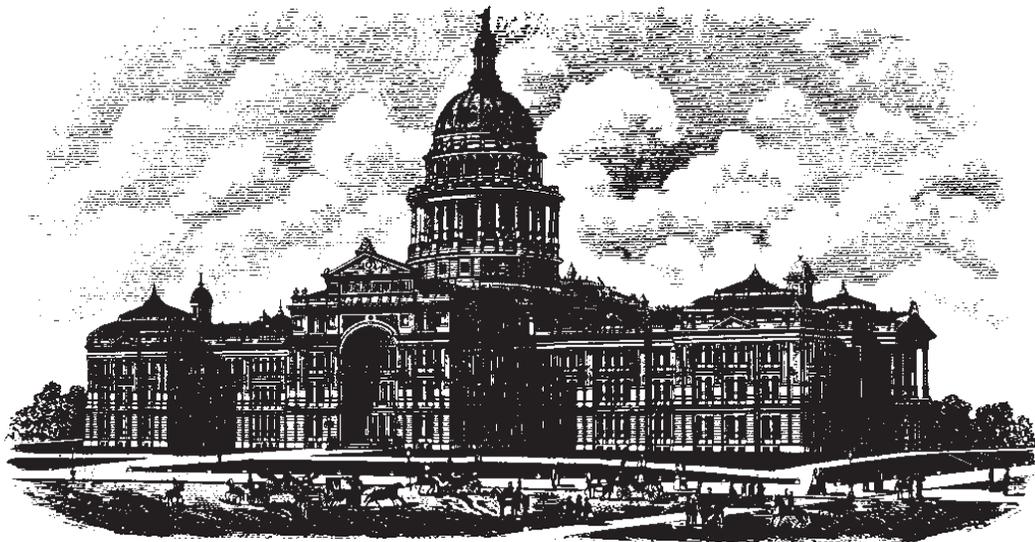


# Sunset Advisory Commission



TEXAS STATE CAPITOL BUILDING

*E.E. Davis architect*

## Children's Trust Fund of Texas Council



Staff Report

1998

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In 1977, the Texas Legislature created the Sunset Advisory Commission to identify and eliminate waste, duplication, and inefficiency in government agencies. The 10-member Commission is a legislative body that reviews the policies and programs of more than 150 government agencies every 12 years. The Commission questions the need for each agency, looks for potential duplication of other public services or programs, and considers new and innovative changes to improve each agency's operations and activities. The Commission seeks public input through hearings on every agency under Sunset review and recommends actions on each agency to the full Legislature. In most cases, agencies under Sunset review are automatically abolished unless legislation is enacted to continue them.

**CHILDREN'S TRUST FUND OF  
TEXAS COUNCIL**

**SUNSET STAFF REPORT**

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# **EXECUTIVE SUMMARY**

# Executive Summary

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Texas Health and Human Service agencies spend more than \$140 million annually on prevention services to children and their families to address problems such as child abuse, juvenile delinquency, and school dropouts. Examples of prevention services provided include parent education classes, services to at-risk youth, and community grants for the development of juvenile delinquency prevention programs. The focus of this report is on the child abuse and neglect prevention programs delivered by the State to provide services before abuse has occurred to both the general population and to targeted groups.

The Children's Trust Fund (CTF) is an important component of the State's prevention services continuum. CTF was created in 1985 specifically to fund programs designed to prevent the occurrence of child abuse and neglect. This responsibility is met through grants to community-based organizations, development of local child abuse and neglect prevention councils (Family PRIDE Councils), coordination of statewide public awareness campaigns, and distribution of public education materials.

CTF grants must be used to provide primary or secondary prevention programs. Primary and secondary prevention programs are designed to prevent child abuse and neglect from occurring in the first place. Primary prevention efforts include parent education, life skills education programs for children, and public awareness campaigns in the media. Secondary prevention efforts are aimed at populations that are at risk for abuse and neglect. Secondary prevention programs include support programs for teen parents, programs for infants or children with developmental problems, and programs for families with identifiable risk.

To carry out its responsibilities, CTF had seven employees and a budget of \$3.1 million in fiscal year 1997. CTF is governed by a nine-member Council appointed by the Governor.

Sunset staff reviewed the Council's activities as a component of the State's health and human services system. The review focused on CTF's role in the State's current service delivery structure for child abuse and neglect prevention services. Specifically, the review focused on whether the current approach allows the State to reduce incidences of child abuse by meeting the demand for prevention services. The review also examined the merits of creating a single point of accountability for prevention services in the State and the extent of duplication and fragmentation in the current system. In addition, the review examined the effectiveness of the Family PRIDE Councils in fulfilling their mission to identify local child abuse and neglect prevention needs, distribute grant dollars, coordinate with existing local child abuse prevention efforts, and support current child abuse prevention efforts. The review led to two recommendations designed to enhance the State's ability to prevent child abuse.

**1. Increase the prevention of child abuse by expanding CTF services through a transfer of its functions to the Community Initiatives Program Division of PRS.**

The Legislature's recognition of the importance of child abuse and neglect prevention, combined with the growing need for prevention services, requires that Texas take advantage of all opportunities to expand prevention services statewide. Providing access to child abuse and neglect prevention programs to as many individuals as possible is critical to decrease the incidence of abuse and neglect statewide. While the Children's Trust Fund provides access to training, research, and public awareness programs statewide, the agency does not have the staff or resources to support local child abuse and neglect prevention programs statewide.

CTF developed the Family PRIDE program to fund direct service prevention programs, such as parent education classes, in counties identified as at risk for child abuse and neglect. CTF estimates that offering its Family PRIDE funded programs statewide will take 12 years. CTF's lack of resources also limits the agency's ability to develop alternative funding sources and provide technical assistance to communities to develop and expand prevention efforts. A variety of organizational options exist to provide CTF with the support needed to expand prevention services to families statewide to stop more child abuse from occurring. In examining all the options, Sunset staff identified the Department of Protective and Regulatory Services (PRS) as the provider of a majority of the State's prevention services.

***Recommendation:*** Abolish the Children's Trust Fund as an independent agency and transfer its functions, including responsibility for the Fund, to the Community Initiatives Division at the Department of Protective and Regulatory Services. This recommendation would also continue the Children's

Trust Fund as a separate account in the State Treasury and require the PRS Board to expend these funds only on primary and secondary child abuse and neglect prevention programs. The PRS Board would assume the grant and policymaking duties of the CTF Council, with the assistance of a prevention services advisory committee. The review found that both CTF and the Community Initiatives Division of PRS provide child abuse prevention programs to the State while maintaining duplicative administrative functions including the contracting and monitoring of service providers. While coordination exists at the state level through CTF's TEAM Texas initiative, community activities remain largely independent. This recommendation addresses the need to expand coordinated child abuse prevention services statewide and to have a single point of accountability for the delivery of those services.

**2. Allow communities the option to use existing child abuse prevention networks to improve local efforts.**

CTF created Family PRIDE Councils to foster communication between CTF and local communities to direct grant dollars to the most needed areas of the community. However, building a new network of community participation has proven challenging. Family PRIDE Councils, particularly in urban areas, compete with a variety of organizations for membership and resources. Confusion over the expectations of some Family PRIDE Council members has also hindered the Councils' ability to coordinate child abuse and neglect prevention efforts at the local level. Communication between state agencies and the communities they serve is essential to ensure that community needs are being met. However, in many communities, a variety of organizations already exist, such as Child Welfare Boards, that could be used to serve this purpose.

***Recommendation:*** CTF, or its successor agency, should allow newly designated and existing CTF-funded communities the option of combining the Family PRIDE Councils with the local Child Welfare Boards, or another entity that functions as a community leader on child abuse and neglect prevention.

## **Fiscal Impact Summary**

The recommendations of this report are intended to more rapidly expand the statewide availability of CTF programs and improve the coordination and effectiveness of all the State's child abuse and neglect prevention efforts. Merging the CTF program activities into the Community Initiatives Program Development division at PRS will not have a significant fiscal impact. While this recommendation provides the mechanism to enable the State to expand CTF's Family PRIDE Initiative statewide, the Legislature would need to appropriate additional Trust Fund dollars to fund a statewide program. The recommendation to use existing local organizations could lead to a better use of local resources, both in dollars and in volunteer hours, although an amount cannot be estimated.



## **APPROACH AND RESULTS**

# Approach and Results

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## Approach

The Legislature scheduled most of the State's health and human service agencies for Sunset review in 1999. This provides the Sunset Commission the opportunity to study how the State has organized this area of government. Reviewing 13 health and human service (HHS) agencies together allows the Commission to assess issues that cross traditional agency boundaries — types of services provided, types of clients served, and funding sources used. Once these reviews are completed, the information gathered can be used to determine whether the Legislature should consider any restructuring of the agencies in the HHS area.

Health and human services have been under constant legislative scrutiny, with particular emphasis on efficient, coordinated, service delivery by these agencies. Multiple programs serving similar populations has contributed to a sense of duplication, fragmentation, and a lack of accountability across the HHS service delivery system. In addition, the increasing cost to the State to provide services has caused examination of the way in which health and human services are delivered. Whether those services are long-term care services or criminal justice, the Legislature has been increasingly interested in providing services to children in the hopes that providing these services on the front end will decrease the need for additional services later in life.

Texas Health and Human Service agencies spend more than \$140 million annually on prevention services to children and their families to address problems such as child abuse, juvenile delinquency, and school dropouts. From Child Protective Services at the Department of Protective and Regulatory Services to the Texas Youth Commission, the costs of child abuse and neglect to society are evident. In response, the Legislature has looked to a variety of prevention programs to prevent problems such as child abuse and neglect from occurring and to prevent further trouble in situations where abuse has already occurred. Over the last decade, prevention efforts aimed at children and families both before and after abuse has occurred have continued to expand through the increasing number of prevention programs housed at the Department of Protective and Regulatory Services, the Juvenile Probation Commission, the Department of Health, and the Texas Education Agency.

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Multiple programs serving similar populations has contributed to a sense of duplication, fragmentation, and a lack of accountability across the HHS service delivery system.

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CTF was created to develop and fund programs to prevent child abuse and neglect.

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The Children's Trust Fund (CTF) is an important component of the State's efforts to reduce the incidences of child abuse and neglect. CTF was created to develop and fund programs to prevent child abuse and neglect from occurring in the first place for all children in Texas. To that end, CTF provides grants to communities to fund parent and child education programs, funds public awareness campaigns and mobilizes communities to address the problem of child abuse and neglect.

Sunset staff reviewed CTF's activities as a component of the State's health and human services system. The Sunset review focused on whether CTF's functions are necessary and whether the functions duplicated similar activities in other agencies. The review also examined the performance of CTF services. The review found an agency that takes seriously its fundamental mission to prevent child abuse and neglect. However, the review also found an agency hampered by small staff size and limited resources, which hinder the agency's ability to fully accomplish its stated mission.

## **Review Activities**

In conducting the review, Sunset staff:

- worked extensively with CTF staff;
- attended CTF Board meetings;
- attended a meeting of CTF's interagency coordinating group, TEAM Texas;
- met upon request, in person or via telephone, with CTF Board members;
- attended Children's Policy Team meetings, an interagency committee created to coordinate services to children and their families;
- surveyed interest and advocacy groups about their concerns with the delivery of child abuse prevention services;
- visited CTF-funded program sites in Austin, San Antonio, Athens, Tyler, and Laredo;
- interviewed, via telephone, CTF grantees in McAllen, Lampassas, and Amarillo;
- met, in person or via telephone, with Family PRIDE Council members in Austin, Starr County, Athens, Nacagdoches, San Saba, El Paso, and Laredo;
- Met with Department of Protective and Regulatory Services, Community Initiatives Program Division staff;
- Conducted telephone interviews with Child Welfare Board members in Austin, Houston, Arlington, Nacagdoches, Starr County, El Paso, and Amarillo;

- conducted telephone interviews with the Trust Funds in California, Illinois, Ohio, Pennsylvania, New Jersey, New York, North Carolina, Georgia, Oregon, and Virginia;
- met with the University of Texas, Center for Social Work Research staff about the Center's ongoing evaluation of the Family PRIDE Council concept; and
- attended the agency's joint budget hearing conducted by staff of the Legislative Budget Board and the Governor's Budget Office.

## Results

The Sunset review of CTF began by addressing the fundamental question of whether the functions performed by the agency continue to be needed. Texas has one of the fastest growing populations in the country. Of the five most populous states, Texas has the largest proportion of its population under age 18 (5.3 million children or 29 percent of the population). The growing number of children means that the risk of child abuse and neglect will continue to be an issue. Texas has a responsibility to protect its most vulnerable citizens, therefore the State should play a continuing role in preventing child abuse and neglect from occurring.

CTF administers federal grant dollars, provides grants to communities to fund child abuse prevention programs, conducts public awareness campaigns on topics such as Shaken Baby Syndrome, and mobilizes communities to address the problem of child abuse and neglect. Sunset staff concluded that the functions performed by the Council serve an important role in the continuum of child abuse prevention issues. Once staff decided to recommend continuation of the functions of CTF, the review focused on how the State could best operate its programs to reduce the incidence of child abuse and neglect. Staff concluded that expansion of child abuse and neglect prevention programs, greater administrative efficiency, and increased coordination between other child abuse prevention programs could be more readily achieved by integrating existing child abuse prevention programs.

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Expansion of child abuse and neglect prevention programs could be more readily achieved by integrating existing programs.

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*Improve the State's ability to provide effective child abuse and neglect prevention programs statewide* — The Sunset review focused on whether the current child abuse prevention service delivery system results in the most effective statewide delivery of services in Texas. CTF child abuse and neglect prevention programs funded through the Family PRIDE initiative are currently available in 60 of the 254 counties in Texas. While child abuse and neglect is a larger problem in some counties, every county in Texas is facing the problem of child abuse and neglect. The Census Bureau estimates that the Texas population will increase by 37 percent between 1995 and 2020. As the number of children in the state increases, the need for abuse prevention programs will also grow. The small

staff size and limited funding has hindered CTF's ability to fund Family PRIDE child abuse prevention programs statewide. The agency currently estimates that it will not be able to support statewide direct service prevention programs until 2010.

A variety of organizational options exist to provide CTF with the support needed to reduce child abuse and neglect by expanding prevention services. In examining all the options, Sunset staff identified the Department of Protective and Regulatory Services (PRS) as the provider of many of the State's prevention services. PRS currently spends approximately \$9 million dollars to provide services aimed at preventing the occurrence of child abuse and neglect. The Department spends an additional \$36.2 million to provide services aimed at preventing or reducing juvenile delinquency problems in the community. In 1997, PRS created the Community Initiatives Program Development (CIPD) Division to consolidate the Department's prevention programs. PRS currently has extensive contracting, media, legal, and other administrative resources to assist in developing and operating a statewide array of prevention programs.

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The State's current organization of prevention services hampers the most effective use of prevention dollars.

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The State does not currently have a single point of accountability for the delivery of child abuse and neglect prevention services. While some coordination occurs at the state level through CTF's TEAM Texas, an interagency working group, the planning and service delivery functions of each agency have remained largely independent. This split prevents the State from centrally planning for the most effective use of State prevention dollars, ensuring that prevention programs do not overlap, and allowing communities to have a single state agency to access money and technical assistance for their prevention efforts. The staff concluded that consolidating services is in the best interest of the State. Two options were most apparent — place all the programs at CTF or with the Community Initiatives Division at PRS. To do so at CTF would require a major shift of staff, resources, and administrative capability. The staff chose the second option. **Issue 1** would improve the State's ability to expand child abuse prevention programs statewide and create a single point of accountability by consolidating the Council's functions within the Community Initiatives Program Development Division of PRS.

*Expand community options for directing child abuse and neglect prevention efforts at the local level* — In 1994, CTF began creating Family PRIDE Councils in communities across the State. This effort targeted high risk communities to increase community involvement in child abuse prevention efforts. Family PRIDE Councils review local grant applications and make funding recommendations to the CTF Council. The Councils were also intended to function as the coordinator of community efforts to address child abuse and neglect prevention issues.

Establishing a new statewide local community presence is a long and difficult process requiring the investment of large amounts of staff time and dollars to provide development and technical support to each community. This fact has led to a number of problems in the implementation of the Family PRIDE concept. For example, some Family PRIDE Councils have had difficulty fully meeting their role as the community leader for prevention efforts. Once the initial task of awarding CTF grants to local organizations has been accomplished, several Councils have struggled to identify their mission and role in the community. Certain Council members interviewed by Sunset staff are unsure as to ongoing expectations and how to meet those expectations.

In addition, Family PRIDE Councils are competing with a variety of organizations for membership and resources as demonstrated by problems retaining members experienced by some Family PRIDE Councils. Many organizations, particularly in urban areas, are involved in addressing the needs of children and their families. In some communities, Child Welfare Boards (CWB) are identified as the community leader on child abuse prevention issues.

While CWBs were originally created to meet the needs of children in foster care that could not be met by the State, some CWBs have expanded their scope to include child abuse prevention activities. In other communities, organizations such as United Way and Stop Child Abuse Now play an active role in addressing the problem of child abuse. Many of these organizations already have the infrastructure and community visibility required to coordinate community resources to address problems such as child abuse. The review found many instances where local communities could benefit from combining these efforts. **Issue 2** would give communities the option of selecting an existing organization to carry out CTF functions.

## Recommendations

1. Increase prevention of child abuse by expanding CTF services through a transfer of its functions to the Community Initiatives Program Division of PRS.
2. The Children's Trust Fund, or its successor agency, should allow newly designated and existing CTF-funded communities the option of combining the Family PRIDE Councils with the local Child Welfare Boards, or another entity that functions as a community leader on child abuse and neglect prevention.

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Local communities should be able to choose how they provide prevention services.

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## **Fiscal Impact**

Merging the CTF program activities into the Community Initiatives Division at PRS will not have a significant fiscal impact. The recommendation is intended to allow more rapid statewide expansion of the availability of CTF programs and improve the coordination and effectiveness of all of the State's child abuse and neglect prevention efforts. The Legislature would need to appropriate additional Trust Fund dollars to expand program services. The dollars and staff currently needed to administer the CTF grants would be available to PRS to oversee the program activities of CTF.

# ISSUES

# Issue 1

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## Increase Prevention of Child Abuse and Neglect by Expanding CTF Services Through Transfer of its Functions to the Community Initiatives Program Division of PRS.



### Background

Texas health and human service agencies spend more than \$140 million annually on a wide variety of prevention services to children and their families to address problems such as child abuse, juvenile delinquency, and school dropouts.<sup>1</sup> Examples of types of prevention services include parent education classes, services to at-risk youth, and community grants for the development of juvenile delinquency prevention. This review focuses on the child abuse and neglect prevention programs the State provides to children and parents before abuse has occurred.

The State also provides child abuse intervention and treatment after abuse, including services to keep abuse from reoccurring. The two agencies responsible for the majority of child abuse and neglect prevention programs in Texas, the Children's Trust Fund Council of Texas (CTF) and the Department of Protective and Regulatory Services (PRS), spent over \$12 million in fiscal year 1997 on child abuse and neglect prevention programs.

The Children's Trust Fund was created in 1985 and has accrued more than \$22 million. In fiscal year 1997, CTF spent \$2.2 million to fund programs designed to prevent the occurrence of child abuse and neglect. CTF has public awareness programs such as Shaken Baby Syndrome, Texas Child Abuse Prevention in Youth Sports and Start Smart that are available statewide. The agency also funds demonstration projects across the State. The largest of CTF's programs, representing 65 percent of the agency's expenditures, is the Family PRIDE Initiative which grants prevention dollars to local programs to provide direct child abuse and neglect prevention services. CTF Family PRIDE programs currently serve 60 counties across Texas based on demographic risk factors. The agency plans to have reached all 254 counties by the year 2010.

CTF-funded organizations must provide primary or secondary prevention programs. Primary prevention programs are available to the community at large or to families to prevent child abuse and neglect before it ever occurs. Examples of primary prevention efforts include parent education and prenatal

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Two agencies provide the majority of child abuse and neglect prevention services in Texas.

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education and/or support classes, life skills education programs for children, and public awareness campaigns. Secondary prevention efforts are focused on populations that are at risk for abuse and neglect and are more problem-focused than primary prevention. Examples of secondary prevention programs include support programs for adolescent parents, infants or children with developmental problems, and programs for families with identifiable risks.

CTF is supported by a blend of state and federal funds. State dollars are generated through the collection of \$12.50 from marriage license fees from all 254 counties totaling \$3.6 million in fiscal year 1997. In 1997, CTF received approximately \$1.5 million in federal grant dollars. Federal funds are primarily received through grants from the federal Office on Child Abuse and Neglect. Since 1995, Governor George Bush has designated CTF as the lead agency for federal child abuse prevention funding. The federal grant awarded in 1997 was the Community-Based Family Resource and Support Grant, which expanded abuse prevention to include the provision of community-based child abuse prevention activities and family resource services.

PRS provides a majority of the remaining child abuse and neglect prevention services to families. In 1997, PRS created the Community Initiatives Program Development Division (CIPD) to consolidate the Department's prevention programs. Some of the primary and secondary prevention services offered by PRS include intensive home visitation, parent education on how to help their children transition into the school system, and grants to communities to provide family support and parent education programs. PRS also provides services to children who are already in the Child Protective Services system through a variety of community volunteer programs to prevent abuse from reoccurring.

In addition to PRS and CTF, a number of other state agencies are involved in prevention efforts directly related to the central mission of their respective agencies. The Texas Education Agency provides some programs to school aged children focused on preventing children from dropping out of school. The Department of Health administers the "Take Time for Kids" Campaign and selected child abuse and neglect prevention as the topic for the 1997 campaign. In addition, the Children's Trust Fund convened in 1992 the first inter-agency team representing 20 state agencies to facilitate collaboration and coordination of state child abuse prevention initiatives.

The Sunset staff reviewed the State's current service delivery structure for child abuse and neglect prevention services. Specifically, the review focused on whether the current system allows the State to meet its need for prevention services. The review also examined whether a single point of accountability

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The review focused on whether the current system allows the State to meet the need for prevention services.

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exists for prevention services in the State and the extent of duplication and fragmentation in the system.

## Findings

### ▼ **Statewide need for programs to prevent child abuse and neglect continues to grow.**

- ▶ As the number of children in the state increases, the need for abuse prevention programs will also grow. Of the five most populous states in the nation, Texas has the largest proportion of its population under age 18 (5.3 million children or 29 percent of the population).<sup>2</sup> The Census Bureau estimates that the Texas population will increase by 37 percent between 1995 and 2020.
- ▶ Over 1.5 million children in Texas are living in poverty—a risk indicator of abuse and neglect. The number of Texas children living in poverty has risen sharply since 1989 and many more live near the poverty line. Only four states had higher child poverty rates than Texas in 1993.<sup>3</sup>
- ▶ In 1994, one in 10 births in Texas was to a single teen, creating serious risks for both mother and child. Of all births to teens aged 13-19, two-thirds are to unmarried teens.<sup>4</sup> Adolescent mothers often do not have the resources or parenting skills necessary to raise a small child which increases the potential for abuse and neglect.
- ▶ The costs of child abuse and neglect are staggering. The average cost of an open Child Protective Services case is over \$16,000 per child, per year. PRS is estimated to spend a total of \$47 million to pay for foster care in fiscal year 1998.<sup>5</sup>
- ▶ Children who have been abused are more likely to become involved in the juvenile justice system. The number of violent crimes committed by juveniles in Texas has almost tripled from 1985 to 1994. Of the approximately 85,000 juveniles referred to juvenile probation departments in 1996, an estimated 16 percent were reported to have exhibited symptoms of sexual abuse, 20 percent had been physically abused and 31 percent showed signs of emotional abuse.<sup>6</sup> The local costs to the county for keeping a child in juvenile detention averages over \$22,000 annually. The State spends approximately \$8,500 annually per child in juvenile detention.<sup>7</sup> For children in the

#### **Moments for a Texas Child**

- Every 3 minutes a child was reported abused or neglected.
- Every 10 minutes a baby was born to a teenage mother.
- Every 23 minutes a baby was born at low birthweight.
- Every 4 hours a baby died during the first year of life.
- Every 19 hours a child or youth was killed by a gun.

Source: Children's Defense Fund, "The State of America's Children Yearbook 1998."

Texas Youth Commission system, the average annual cost per child is \$30,000.<sup>8</sup>

▼ **Many counties that contribute to the Children's Trust Fund cannot receive Family PRIDE child abuse prevention grants from CTF.**

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Many of the 194 counties not currently eligible for Family PRIDE prevention dollars are also faced with a large number of children in high risk situations.

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- ▶ While the number of children at risk varies from county to county, abuse prevention programs are clearly needed in every county in Texas. Only 60 of the 254 counties in Texas are eligible to receive Family PRIDE grants. Many of the 194 counties not currently eligible for Family PRIDE prevention program dollars are also faced with a large number of children in high risk situations.<sup>9</sup> In an effort to stretch limited resources, CTF uses a variety of demographic indicators to identify counties with the greatest need for prevention programs. This still leaves a gap in some high risk areas. While CTF's public awareness campaigns, research and trainings are available statewide, the direct service programs available through the Family PRIDE funded programs are not.

For example, Harris County does not currently receive Family PRIDE grants, however, in 1996 the county had the largest number of confirmed investigations of child abuse and neglect with 5,169 cases.<sup>10</sup> It has also seen a sharp increase in the number of children arrested for violent crimes and the percent of births to single teens.<sup>11</sup> In rural east Texas, Rusk County, since 1985, has experienced a 93.8 percent increase in the infant mortality rate; and an increase in the percentage of low birthweight babies, the number of children born to single teens, and the juvenile violent crime rate.<sup>12</sup> While both counties have received CTF funding in the past, neither county currently receives Family PRIDE grant dollars. However, Harris County is receiving funding for a Shaken Baby Syndrome public awareness campaign and will receive funding for a demonstration project in fiscal year 1999.

- ▶ Every county contributes to the Children's Trust Fund through the collection of \$12.50 from every marriage license fee, regardless of whether the county is selected to receive CTF prevention dollars. For example, Harris County contributes over \$450,000 to the fund each year and has not yet been selected as a Family PRIDE site. CTF indicates that limited resources are the primary reason for not funding prevention programs statewide. However, these limited resources have

resulted in 194 counties subsidizing prevention efforts in the 60 counties currently eligible for CTF grants, despite statistics that demonstrate that child abuse and neglect is a problem statewide.

▼ **CTF estimates that it will not be able to support Family PRIDE prevention services statewide until 2010.**

- ▶ CTF currently serves only 60 out of 254 counties across Texas through its Family PRIDE initiative and estimates it will not be able to expand services to all 254 counties until the year 2010.<sup>13</sup> CTF’s statutory mission is to prevent child abuse and neglect in Texas by leading the way in setting policy, offering resources for community prevention programs, and providing information and education on child abuse and neglect. Programs in counties are selected to apply for CTF grants according to demographic information identifying children in that county as high-risk for experiencing abuse and/or neglect. The small size of the agency and limited funding affects the number of counties that can receive CTF funds. The textbox, *CTF: Impact of Current Resource Levels*, summarizes issues CTF identified in its strategic plan that result from limited resources.
- ▶ The agency has stated that it will be unable to keep up with demands in the areas of training, planning, management, and human resources as the program grows.<sup>14</sup> Considerable staff time is spent fulfilling the administrative requirements of an independent state agency such as the completion of strategic plans and legislative appropriations requests. Time spent on these administrative tasks impacts the amount of time staff has for program development or for actively seeking additional federal, state, and private funding sources.
- ▶ CTF staff is unable to provide full technical assistance and training to communities to develop and maintain programs to prevent child abuse and neglect while continuing to meet the demands of running a state agency. The lack of resources prevents the agency from addressing problems such as the lack of full membership on some Family PRIDE Councils and the inability of several programs to find future funding. For

**CTF: Impact of Current Resource Levels**

- Loss of opportunities to address the magnitude of the child abuse and neglect problem and inform the general public about prevention.
- Inability to conduct the level of research to ensure guidance of optimum program development throughout Texas.
- Difficulty in performing record keeping, reporting, and other managerial requirements in a climate with less staff.
- Inability to apply for and/or implement new federally-funded programs.

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In an effort to address community needs for technical assistance, CTF is transferring the regional coordinator responsibilities to the Texas Agricultural Extension Service.

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example, one of the two programs funded by CTF in Travis County has had difficulty finding additional sources of support and could be forced to reduce the amount of parent education available to the public in the future as their CTF grant runs out.

- D In an effort to address community needs for technical assistance, CTF contracted with seven regional coordinators to develop and sustain local Family PRIDE Councils. During the 1997 Legislative Session, the Legislature questioned whether the contracts with the regional coordinators exceeded the agency's FTE cap. In response, CTF is transferring the regional coordinator responsibilities to the Texas Agricultural Extension Service. CTF signed an annual contract with the Extension Service in October of 1997 for approximately \$71,000 to provide technical support to two of CTF's seven regions.

CTF has contracted with the Extension Service to help communities create Family PRIDE councils, identify individuals with an interest in abuse and neglect issues to serve on those committees, and assist the community in coordinating child abuse and neglect prevention efforts.

- D Federal program requirements may further limit expansion of CTF programs throughout the State and even negatively impact some state programs. CTF has received federal funding since 1987 and was recently designated the lead agency for the new federal Community-Based Family Resource and Support Grant from the Office of Child Abuse and Neglect.

The new grant requires CTF to use the federal funds to develop a coordinated service delivery system. CTF has selected seven sites in which a new service delivery system will be developed. The result is that while some communities will have access to more dollars than under the previous system; other communities will receive less funding, potentially resulting in the discontinuation of some programs. For example, CTF has funded current Shaken Baby Syndrome programs for \$15,000 for the first two years and \$7,500 for the third, and final year of funding. CTF has stated that the changes in federal grant requirements may prevent the agency from continuing to fund the Shaken Baby Syndrome program that had been available to any county in Texas.<sup>15</sup> CTF plans to try to identify additional state and corporate sources to continue funding at some level.

▼ **Several options exist to expand CTF prevention programs, create a single point of accountability, and reduce duplication and fragmentation of services.**

A variety of organizational options exist to address the agency’s limitations and achieve the goal of providing the highest quality prevention services possible. The following chart *Organizational Options Considered for the Children's Trust Fund* presents a brief outline of the options considered by Sunset staff as well as a summary of the advantages and disadvantages related to each option.

**Organizational Options Considered for the Children's Trust Fund**

| Organizational Option   | Advantages   | Disadvantages  |
|---|--|--|
| <p><b>Remain an independent state agency</b></p> <p>CTF would maintain responsibility for all administrative and program functions.</p>   | <p>Ensure the continued role of communities in approving local programs to receive grants. Ensure that CTF dollars are only spent on primary and secondary child abuse and neglect programs. Allow the CTF Council and staff to determine the future direction of primary and secondary programs funded through CTF.</p>   | <p>Current resource levels would continue to hinder the agency’s ability to provide child abuse and neglect prevention programs statewide. Child abuse and neglect programs would continue to be planned and operated separately from other agencies’ prevention programs.</p>   |
| <p><b>Consolidation with the Community Initiatives Division of PRS</b></p> <p>CTF programs would be administered by Community Initiatives Division. CTF would continue to provide grants to communities for primary and secondary prevention programs.</p>  | <p>Would create a single point of accountability for many of Texas’ prevention efforts. Would give CTF access to administrative support to expand program. Would create consistent contract &amp; monitoring requirements for local providers. PRS would have greater access to CTF expertise when developing Community Initiatives Division policies &amp; procedures.</p>                    | <p>Consolidation could lead to increased bureaucracy and could discourage community involvement in prevention programs. Some advocates see a conflict between prevention and intervention, and that PRS’s practices could damage CTF prevention programs. Some advocates are also concerned about CTF dollars being spent on other programs within PRS.</p>  |
| <p><b>Become a non-profit organization</b></p> <p>CTF could be allowed to retain the corpus of the Trust Fund but likely would no longer receive fees collected by the counties for each marriage license. Private and corporate fund-raising would be required to maintain/increase prevention programs statewide.</p> | <p>The agency could be freed from the administrative requirements of a state agency. Staff would have more time to raise funds and seek corporate considered by Sunset staff as well as a summary of the advantages and disadvantages related to each option and other federal support. Staff time and resources could be increased, allowing greater flexibility for conducting business.</p> | <p>The loss of state revenue combined with the time required for development of private funding sources could result in a decrease in the availability of prevention programs. The State would lose control of money in the Trust Fund that was generated through a state fee. The legality of turning trust fund dollars over to a private entity could also be a barrier to the creation of a non-profit organization.</p> |

### Organizational Options Considered for the Children's Trust Fund (cont.)

| Organizational Option   | Advantages   | Disadvantages   |
|---|--|---|
| <p><b>Consolidation with another state agency</b></p> <p>CTF could be administratively attached to a state agency other than the Community Initiatives Program Division of PRS. Other agencies that have prevention programs include the Department of Health, Early Childhood Intervention, and the Texas Education Agency.</p>  | <p>Could give CTF access to administrative support to expand program. Would create consistent contract &amp; monitoring requirements for local providers receiving funding from both agencies.</p> <p>CTF has suggested a comprehensive review be conducted to determine the best possible agency.</p> | <p>The CTF focus could be lost in an agency whose mission does not directly involve child abuse and neglect prevention issues. The Legislature has been placing child abuse and neglect prevention programs in the Community Initiatives Division of PRS.</p>   |
| <p><b>Transfer of other prevention programs to CTF</b></p> <p>The role and mission of CTF would be expanded to include a variety of prevention programs from other state agencies. CTF has mentioned Communities In Schools, the Texas Work and Family Clearinghouse, and other programs within the PRS' Community Initiatives Division division as programs that could be considered for transfer.</p>                             | <p>Transfer of other child-focused prevention programs would consolidate prevention programs in one agency and create a single point of accountability.</p>  | <p>Would require the transfer of a large amount of resources and infrastructure to support the additional program responsibilities.</p>   |
| <p><b>Place CTF under the Health and Human Services Commission (HHSC) umbrella and require HHSC to evaluate the appropriate organizational placement for the agency</b></p> <p>CTF would be subject to the same coordination, planning and co-location requirements of all other health and human service agencies. HHSC, in its oversight role, would study and recommend the most effective organizational structure for CTF.</p> | <p>Would allow additional time for further discussion and evaluation of the pros and cons of moving CTF.</p>   | <p>Would prevent the Legislature from considering organizational placement along with all of the other HHS agencies currently being reviewed. HHSC may not be continued or may have functions changed through the Sunset process. A two-year review by HHSC would place an undue burden on the agency and prevent CTF from effectively fulfilling its mission. Would also delay action for another two years or longer.</p> |

▼ **The Legislature has placed the majority of the State's prevention efforts in PRS.**

- ▶ During the 1995 and 1997 sessions, the Legislature increased prevention efforts through the creation or expansion of programs at the Department of Protective and Regulatory Services. Some of these efforts overlap with CTF duties. In fiscal year 1998, PRS is projected to spend more than \$34 million on a wide variety of child abuse and neglect and juvenile delinquency prevention programs across Texas. PRS created a Community Initiatives for Program Development Division in 1997 to consolidate all of the Department's community-based programs to prevent child abuse, neglect, and delinquency. In 1997, the Legislature also appropriated \$3.5 million for two new primary prevention programs administered by this division.
- ▶ The Community Initiatives Division contains programs aimed at preventing children from entering the children's protective and/or juvenile justice system. Several of the programs are aimed at preventing abuse or juvenile delinquency from occurring in the first place while other programs seek to prevent abuse and/or juvenile delinquency problems from reoccurring. Primary and secondary prevention programs for both child abuse and juvenile justice prevention funded by PRS are explained in the chart, *PRS Primary and Secondary Prevention Programs*.
- ▶ In 1997, in an effort to clarify each agency's role in preventing child abuse and neglect, CTF and PRS signed a memorandum of agreement (MOA) outlining the mission of each agency, collaborative initiatives, and the definitions of primary, secondary, and tertiary prevention. The MOA also details the goals of the Family PRIDE Councils, Child Welfare Boards and the State Child Fatality Review Team. Despite the MOA, full coordination has continued to be limited. For example, the MOA states that Family PRIDE Councils and Child Welfare Boards are encouraged to coordinate services. However, interviews with local Family PRIDE Councils and Child Welfare Boards indicated that collaboration is sporadic. This situation is described in more detail in Issue 2 of this report.

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In fiscal year 1998, PRS is projected to spend more than \$34 million on a wide variety of prevention programs across Texas.

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### PRS Primary and Secondary Prevention Programs

| Program Name   | Target Population/Program Focus  | Approximate Budget/Number Served   |
|--|--|--|
| <b>Child Abuse and Neglect Prevention Programs:</b>                |  |  |
| Family Outreach  | Targets at-risk families. Focuses on parenting skills and parental support.  | \$1 million to provide a casework manager as staff support to each center.<br>31 Family Outreach Centers serve nine TDPRS Regions.<br>\$15,000 per year to contract with Family Outreach of America which sets standards and provides some oversight to each of the Family Outreach centers. |
| Healthy Families   | Targets parents and children beginning prenatally or at birth to ages 3-5. Focuses on parenting skills and healthy childhood development.  | \$3.1 million budget fiscal years 1998 and 1999.<br>Currently serves eight communities; PRS is developing five new sites by the end of 1998 and will develop five additional sites by the end of 1999.   |
| Home Instruction Program for Preschool Youngsters                  | Targets parents of children ages 3-5. Focuses on training parents to prepare their children for success in school.   | \$400,000 budget for fiscal year 1998.<br>Currently serves four communities; contracts pending to begin new programs.  |
|  | Targets families, children, and youth. Focuses on alleviating family stress and developing parenting skills.   | \$4.7 million budget.<br>Serves 10,000 families a year through grants to 16 communities in Texas.  |
| <b>Juvenile Delinquency Prevention Programs:</b>                   |  |  |
| Texas Families: Together and Safe Services to At-Risk Youth (STAR) | Targets non-adjudicated youth ages 7-16 in at-risk situations and their families. Helps youths and families resolve problems leading to delinquent behavior and supports youths remaining at home. | \$22 million budget for fiscal year 1999.<br>Serves more than 25,000 youth and their families each year in 234 counties. STAR will be available in 252 counties as of September 1, 1998. The remaining two counties will be added in fiscal year 1999.                                       |
| Community Youth Development Program (CYD)                          | Develops juvenile delinquency prevention approaches in zip-code areas with high incidence of juvenile crime. Supports families and enhances the positive development of youth.                     | \$14.2 million budget for fiscal years 1998 and 1999.<br>Serves 13 communities in 13 counties.   |
| Gang Activity Prevention   | Targets at-risk elementary school children in the Goose Creek Consolidated ISD. Provides after school programs such as tutoring and anger management classes.                                      | \$200,000 budget for fiscal year 1997. Grant is awarded to a community based on responses to a Request for Proposal.   |

- D A variety of prevention programs such as education and support services related to parenting skills, nutritional education and outreach services (including home visits) exist in other health and human service agencies. Sunset staff will examine potential advantages of centralizing these prevention efforts in its HHS cross-issue work to be completed in the fall of 1998.

▼ **Operating the Children's Trust Fund through the Community Initiatives Division at PRS would offer several advantages.**

Streamlining multiple contract and monitoring requirements would improve the local delivery of prevention services.

- ▶ Eleven community programs statewide receive funding from both CTF and PRS for prevention or intervention services. As both agencies expand their programs, further administrative overlap is likely. Providers of both Community Initiatives and CTF prevention services have stated in interviews with Sunset staff that the differing administrative requirements of each agency limit the program's ability to provide needed services to the community. Many providers are small non-profit agencies without the resources to support the administrative burdens of meeting multiple state agency contract requirements.

PRS has the resources to provide the technical assistance and administrative support needed to make prevention services available statewide.

- ▶ Each of the 11 PRS regions has a Community Initiatives Specialist who is responsible for developing and implementing regional projects for Child Protective Services, Adult Protective Services, and Child Care Licensing. The Department is exploring the possibility of expanding the role of the Community Initiatives Specialist to include supporting its Community Initiatives Division programs. For example, the Community Initiatives Specialist in Amarillo has been supervising the Community Initiatives Division Family Outreach staff to target at-risk families and provide parent skills and support. In addition, PRS operates the Community Partners program, a public/private initiative to develop local boards to support Child Protective Services staff meet the needs of their clients that cannot be met through state resources. Currently Community Partner Boards are active in all major cities in Texas.
- ▶ PRS currently has a regional liaison for all 54 contracts for the Services to At-Risk Youth (STAR) program across the State. The liaison is a staff member of the regional PRS office who is available to the STAR contractors in that region for technical support and problem resolution. Most regions also have liaisons for the Community Youth Development Program. PRS is developing this regional liaison role for all of the Community

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PRS has Community  
Initiatives Specialists  
throughout the  
state.

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PRs has the resources to undertake activities currently beyond the ability of CTF, such as monitoring a large number of contracts statewide.

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Initiatives Division programs to ensure that staff at the regional level is responsive to the needs of every Community Initiatives Division contractor.

- As a large state agency, PRS has the resources to undertake activities currently beyond the ability of CTF, such as monitoring a large number of contracts statewide. While CTF is attempting to address its limited coverage through a contract with the Texas Agricultural Extension Services for two of the seven Family PRIDE regions, PRS already has the system in place to provide prevention services statewide.

The STAR program is an example of the Department's ability to expand services. The STAR program began in 1983 and was originally available in 12 counties. Between 1983 and 1995, the number of programs increased slightly each biennium. During the 1997 Legislative Session, PRS was provided an additional \$40 million to expand services to every county by 1999. The Department is currently contracting, or has contracts pending, for STAR services in 234 counties.

- PRS also has the resources to provide large amounts of information statewide through its media office, which routinely handles a high volume of requests for information. To date in fiscal year 1998, PRS has produced over 600,000 pieces of information with an estimated audience of 1.3 million.<sup>16</sup> For example, the Department is in the process of up-grading the reporting mechanism used by the STAR program to make data reporting and monitoring easier for both the provider and the state. If successful, the report structure can be replicated and used by other PRS programs.
- PRS, as a large state agency, has the ability to handle a wide variety of the administrative responsibilities CTF has had difficulty carrying out.<sup>17</sup> PRS manages tasks such as record keeping, training, planning, and human resources for over 6,525 employees in 11 regions.
- The Community Initiatives Division is able to obtain federal dollars for programs through the agency's staff dedicated to monitoring federal grant application requests. In 1998, PRS has applied for five federal grants totaling \$1.2 million. PRS currently has four federally funded special programs underway for a total of \$800,000. Since continuation of funding is an issue for most community programs, PRS is also working to increase technical support to communities to assist them in

locating and applying for grants. In 1999, the Department is projected to apply for four additional federal grants.

- D In many instances, PRS has continued funding for programs that began as CTF grants, such as the Healthy Families program. As CTF funds decreased, the program turned to PRS as a source of additional dollars. The Home Instruction Program for Preschool Youngsters (HIPPY) program was also originally funded through Children's Trust Fund and Education Title I funds. When those funds expired, PRS and the Texas Workforce Commission were able to continue to support and expand the number and size of HIPPY programs. Each of these initiatives provides services similar to those provided by CTF and its grantees.

PRS contract monitoring staff have the resources to monitor large numbers of programs.

- D PRS has a statewide monitoring system already in place to oversee its Community Initiatives programs. PRS programs are monitored by 19 staff located in Austin and regional offices across the State. Monitoring an increasing number of grants has stretched the capacity of the Trust Fund's current resources. Currently, CTF uses risk criteria to determine when a program requires an on-site monitoring visit. In an effort to meet the increasing need for monitoring, CTF is developing training to have their all-volunteer Family PRIDE Councils conduct the quarterly fiscal monitoring of their programs.<sup>18</sup> However, Family PRIDE Councils may not be qualified or equipped to handle the responsibility of monitoring state dollars. The problem will become more acute as CTF expands grants to more counties in Texas.

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Monitoring an increasing number of grants has stretched the capacity of CTF's current resources.

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▼ **The PRS Community Initiatives program could benefit from CTF strengths in several areas.**

- D PRS would have greater access to CTF expertise when determining policies and procedures for all Community Initiatives Division prevention programs. In the 13 years CTF has been in existence, the agency has developed a high level of expertise in abuse and neglect prevention. Currently, that information is largely limited to the primary and secondary prevention efforts funded by CTF. As PRS prevention dollars have increased, the number of PRS-funded prevention

programs has also increased. With this expanding role in prevention, the PRS Community Initiatives Division has had to develop new policies and procedures to manage those programs. As these policies and procedures continue to evolve, the Council's expertise could help PRS avoid some of the problems CTF may have experienced during the development of its prevention network.

- ▶ CTF has worked hard to increase the role of the community in identifying community needs and developing programs to fill those needs. CTF has also included sectors of the community not traditionally involved in abuse prevention issues such as the business and media sectors. PRS has, at times, been criticized for not being fully responsive to community needs and could use CTF concepts to increase its responsiveness.
- ▶ Numerous CTF grantees cited the clarity of the CTF contractor handbook as an asset in ensuring the program meets performance goals. Conversely, PRS Community Initiatives grantees stated that contract requirements have been confusing. CTF contractor policies could provide PRS with a good framework to use in developing a new contractor handbook for all Community Initiatives grantees.

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The 1991 TPR report stated that the creation of CTF as an independent agency was in conflict with the goal of promoting a continuum of care and creating a more comprehensive and efficient state government.

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▼ **The need to integrate comparable health and human services has been identified.**

- ▶ The Texas Performance Review recommended in 1991 that the Children's Trust Fund be included in a Family Services agency with a focus on prevention efforts.<sup>19</sup> TPR stated that the creation of CTF as an independent agency was in conflict with the goal of promoting a continuum of care and creating a more comprehensive and efficient state government. Focus on developing a coherent continuum of care has been an issue in other health and human service delivery systems as well. Long-term care issues have consistently focused on developing a continuum of care that makes care more accessible and responsive to clients' needs.
- ▶ The Health and Human Services Commission has recently expressed its support for the improvement of PRS's role in preventing child abuse and neglect. HHSC viewed PRS' request to improve its prevention efforts as consistent with the overall direction of the health and human services system envisioned by HHSC.<sup>20</sup>

- ▶ The Criminal Justice Policy Council released a report in August 1998 addressing the need for a cohesive delivery system of prevention services to children to break the cycle of criminality. The report identifies the prevention of child abuse and neglect as one of the most important factors in preventing future criminal behavior. As stated in the report, the main objective of PRS is to reduce youth risk factors to break the cycle of crime.<sup>21</sup> The creation of the Community Initiatives Division and the existence of an infrastructure in place at PRS that could deliver prevention programs more efficiently were cited as reasons to examine the consolidation of additional prevention programs at PRS.

▼ **Other states have maximized limited child abuse prevention resources by operating their trust funds within larger agencies.**

- ▶ A review of the 10 most populous states revealed that the Children's Trust Fund of Texas is the only children's trust fund that exists as a free-standing state agency. Compared to the other nine states, Texas has the largest dedicated trust fund, expends the largest amount of funding for programs, and has the most staff. Trust funds in eight of these states are housed within a state human or social services or education agency, and the ninth trust fund relies on that state's human services department for administrative services. In some instances, the trust fund is located in a department created to deal specifically with child abuse prevention issues. For example, in Ohio the trust fund is located in the Department of Human Services' Bureau of Prevention.
- ▶ Out of the ten most populous states, children's trust funds housed within other state agencies typically have only one or two full-time employees for trust fund activities, since administrative functions are provided by the larger agencies. In some instances, the trust fund is not given the ability to hire staff; as a result, employee salaries are not paid for by trust fund dollars, but by the state agency in which the trust fund is located.
- ▶ Almost all of these states have a board or council specifically designed to oversee trust fund operations. The exceptions are California and North Carolina, which do not have separate policymaking or advisory boards. The CTF Council of New York is advisory only, with no power to make administrative or

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A review of the 10 most populous states revealed that the Children's Trust Fund of Texas is the only Trust Fund that exists as a free-standing state agency.

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funding decisions. Conversely, the CTF Council in Illinois is responsible for coordinating all abuse and neglect efforts in the state, not just children's trust fund initiatives. In addition to public members appointed by the Governor, most CTF councils in these states include Legislators and/or the directors of the state's human service and/or health agency on the Board as well.

## Conclusion

The high costs to the State to address situations where abuse has already occurred is well documented. The Legislature's recognition of the importance of abuse prevention combined with the growing need for prevention services requires that Texas take advantage of all opportunities to expand prevention services. The Children's Trust Fund indicates that it will not have the staff or resources to address child abuse and neglect prevention statewide through their Family PRIDE Initiative until 2010. Even with additional funding, CTF lacks the infrastructure to quickly and efficiently expand necessary prevention services statewide without duplicating PRS' existing structure. In addition, CTF's lack of resources limits the agency's ability to develop alternative funding sources and provide technical assistance to communities to develop and expand prevention efforts.

## Recommendation

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### Change in Statute

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- **Abolish the Children's Trust Fund as an independent agency and transfer its functions, including responsibility for the Fund, to the Community Initiatives Division at the Department of Protective and Regulatory Services.**
- **Continue the Children's Trust Fund as a separate account in the State Treasury and require the PRS Board to expend these funds only on primary and secondary child abuse and neglect prevention programs.**

CTF indicates that 12 more years will pass before its Family PRIDE programs can be expanded to cover the entire state. The children of Texas should not have to wait that long. As Texas puts increasing amounts of money into prevention programs for children, youth and their parents, operating the programs independently no longer makes fiscal and policy sense. The State should, instead, centrally plan for the most effective use of state prevention

dollars, ensure that prevention programs do not overlap, and allow communities to have a single state agency to access money and technical assistance for prevention efforts. PRS, with its Community Initiatives Division, is clearly the entity best equipped to take on this challenge.

Community Initiatives' staff throughout the state already work with communities on prevention efforts. PRS' statewide contract monitoring program can handle the expansion of the State's child abuse and neglect prevention efforts through the Trust Fund and other programs. PRS can also draw on its extensive media, legal, and other administrative resources to assist in developing and operating a statewide array of Trust Fund and other prevention programs.

Although PRS has the network and staff to deliver a variety of prevention programs, the Department may need to strengthen its relationship with local communities. CTF has developed a good system of ensuring community participation in addressing abuse prevention needs, however, the Council does not have the capacity to provide services at the level needed by the state. The combination of CTF within the Community Initiatives Division of PRS brings together the strengths of both agencies while addressing some of the weaknesses in each.

Consolidation would allow CTF programs to be included under the HHSC umbrella and result in improved planning with other health and human services agencies. If the Legislature accepts this recommendation, the Governor needs to designate PRS as the lead agency for all federal child abuse prevention grants. In addition the Sunset date for CTF should be abolished and its functions reviewed as part of the PRS Sunset review.

■ **Abolish the Children's Trust Fund nine-member Council and transfer its grant and rule-making function to the PRS Board.**

Direct the PRS Board to appoint an advisory council on child abuse and neglect prevention, to assist them with CTF functions as well as existing prevention efforts at PRS.

The PRS Board would assume the formal duties of the Council for adopting rules and making final grant decisions as well as the fiduciary responsibilities of managing the trust fund. However, the recommendation does provide the creation of a prevention programs advisory council. This council would work with communities, PRS staff, providers, and interest groups to develop and expand CTF and other prevention programs.

The advisory council would be composed of nine members, appointed by the PRS Board, with experience and interest in programs to prevent child abuse and neglect. The council must be representative of the differing geographic areas of Texas. Establishment of this advisory council would allow a single entity to oversee and plan for the majority of the

State's child abuse and neglect and other youth prevention efforts. The Council should also assume existing CTF Council activities such as approval of prevention curricula, review of proposals submitted to CTF, and recommendations for funding.

- **Require PRS to ensure use of community organizations to identify community needs and assist in making funding and policy decisions related to CTF grant dollars.**

Community input into funding decisions is essential to ensure that the state is helping the community fill unmet needs. To ensure that communities continue to be active participants in addressing the problem of child abuse and neglect, PRS must maintain some form of community participation based upon the Family PRIDE concept initiated by CTF. As discussed in Issue 2 of this report, the community should be given the option to determine the organization needed to carry out local CTF functions. The community could choose to add the CTF functions to the duties of an existing local community organization or create a new one.

## **Management Action**

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**PRS should enhance its community initiatives efforts by:**

- **Developing a guide to contracting procedures using the CTF contractor handbook as an example to clarify policies and procedures.**
- **Evaluating the use of the Community Initiatives Specialists, along with other options, to provide more technical assistance to communities to assist in obtaining additional funding.**
- **Adding evaluation of program effectiveness to its monitoring visits and considering use of CTF research and evaluation models to ensure that programs are effective.**

The Community Initiatives Division has begun to address issues such as clarifying contracting policies and increasing the technical support available to use the knowledge gained by CTF to develop policies and procedures that are user-friendly. In addition, PRS monitoring visits are centered on ensuring fiscal accountability. While fiscal concerns should remain the focus of PRS monitoring, conducting an overview of the Program would provide PRS with better information on the program's impact on the community and assist the Department in its overall evaluation of the effectiveness of prevention programs.

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## **Fiscal Impact**

Merging the CTF program activities into the Community Initiatives Division at PRS will not have a significant fiscal impact. Instead, the recommendation is intended to more rapidly expand the statewide availability of CTF programs and improve the coordination and effectiveness of all of the State's child abuse and neglect prevention efforts.

The dollars and staff currently needed to administer the CTF grants would be appropriated by the Legislature to PRS to oversee the program activities of CTF. CTF staff would continue to be funded through the Trust Fund. Should the Legislature decide to expand CTF grants statewide, additional funds from the Trust would be needed. While streamlining prevention programs may result in some administrative savings, staff cannot estimate the amount at this time. Any savings achieved through administrative streamlining could be used to expand services to additional areas of the State.

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- <sup>1</sup> LBB Internal Working Document, September 9, 1997.
- <sup>2</sup> Center on Budget and Policy Priorities, *The Poverty Despite Work Handbook*, April 1997.
- <sup>3</sup> Center for Public Policy Priorities, "Texas Kids Count, The State of Texas Children: Fact Book 3," 1998.
- <sup>4</sup> Ibid
- <sup>5</sup> PRS, "Output and Efficiency Measures Report, Third Quarter, Fiscal Year 1998," July 8, 1998.
- <sup>6</sup> Texas Juvenile Probation Commission, "TJPC Annual Resource Surveys," 1997.
- <sup>7</sup> Texas Juvenile Probation Commission, Research and Planning Division, July 8, 1998.
- <sup>8</sup> Center for Public Policy Priorities, "Texas Kids Count, The State of Texas Children: Fact Book 3," 1998.
- <sup>9</sup> Interview with Judy Briscoe, Texas Youth Commission, July 8, 1998.
- <sup>10</sup> PRS, "PRS Legislative Data Book, Fiscal Year 1996," p161.
- <sup>11</sup> Center for Public Policy Priorities, "Texas Kids Count, The State of Texas Children: Fact Book 3," 1998.
- <sup>12</sup> Ibid
- <sup>13</sup> Children's Trust Fund, "Community-Based Solutions for Preventing Child Abuse & Neglect in Texas; Agency Strategic Plan 1999-2003," June 15, 1998, pg 20.
- <sup>14</sup> Children's Trust Fund, "Community-Based Solutions for Preventing Child Abuse & Neglect in Texas; Agency Strategic Plan 1999-2003" June 15, 1998.
- <sup>15</sup> Interview with Sarah Winker, Children's Trust Fund, June 9, 1998.
- <sup>16</sup> Memorandum from PRS, Public Information Division, to Sunset Advisory Commission staff, July 15, 1998.
- <sup>17</sup> Children's Trust Fund, "Community-Based Solutions for Preventing Child Abuse & Neglect in Texas; Agency Strategic Plan 1999-2003" June 15, 1998.
- <sup>18</sup> Interview with Children's Trust Fund Staff, June 9, 1998.
- <sup>19</sup> Texas Performance Review, "Breaking the Mold", July 1991.
- <sup>20</sup> Letter from the Health and Human Services Commission to the Legislative Budget Board, April 30, 1998.
- <sup>21</sup> Criminal Justice Policy Council, "A Statewide Strategy for Reducing Youth Risk Factors Related to Criminality", August 1998, pg 17.

## Issue 2

### Allow Communities the Option to Use Existing Child Abuse Prevention Networks to Improve Local Efforts.



#### Background

In 1994, the Children's Trust Fund (CTF) began creating Family PRIDE Councils in communities across the State in an effort to increase community involvement in abuse prevention efforts and target high risk communities. CTF implemented the Family PRIDE system based on research that included consultation with other states using a similar structure. Family PRIDE Councils review local grant applications and make funding recommendations to the CTF Council. Family PRIDE Councils were also intended to function as the community leader on issues of child abuse and neglect prevention, including the coordination of community efforts to address these issues.

Family PRIDE sites are chosen based on service need indicators such as child poverty, infant mortality, births to teens, juvenile crime, school dropouts, and incidence of child abuse and neglect. Child population, geographic location, and current availability of services are also considered. Currently, 50 Family PRIDE Councils have been created serving 60 counties. CTF hopes to have Family PRIDE Councils covering all 254 counties by the year 2010.

Family PRIDE Council members serve on a voluntary basis and represent community members with an interest in child abuse prevention efforts. Each Family PRIDE Council has 11 mandatory members and up to four additional at-large members, for a maximum of 15 Council members (see *Family PRIDE Council Membership* text box). Members of the Councils may not be employees of health and human service state agencies; however, these representatives may serve in an advisory capacity. To qualify, each member must reside or own a business in the area to be served. CTF signs Memorandums of Agreement with each of the Family PRIDE Councils to establish a formal cooperative relationship between the Council and CTF, and provides the Councils with guidelines for by-laws and organizational procedures.

#### Family PRIDE Council Membership

##### *Mandatory Members*

- Three parents (one with a child age birth to four and one with a child with special needs)
- Two business representatives
- One member from each of the following agencies or groups — Health (preferably a pediatrician), Education, Faith Community, Law Enforcement, Media, Parent, and City or County Official.

##### *Suggested Optional Members*

- Child Care Providers
- Local Funding Sources
- Civic Organizations/Associations
- Individuals with experience with issues impacting the elderly and children
- Community leaders
- Other child advocates

CTF requires Family PRIDE Councils to carry out the following:

- Assist in identifying child abuse and neglect prevention program needs for the community and publicize the availability of funds,
- Present priorities to the community and announce distribution of CTF requests for proposals,
- Review community proposals in response to a CTF request for proposal and make recommendations to CTF for funding,
- Make recommendations concerning local program renewal,
- Collaborate with CTF-funded programs to enhance services to children and families in the community,
- Participate in advocacy efforts for children and families in the community,
- Develop Family PRIDE prevention strategies with assistance from CTF, and
- Meet not less than four times annually at the call of the chair.

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CTF does not plan to select any new Family PRIDE sites in 1999.

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To assist communities in developing Family PRIDE Councils, CTF originally contracted with seven Family PRIDE regional coordinators to cover communities within the seven CTF regions. Family PRIDE regional coordinators are expected to identify community leaders to participate on Family PRIDE Councils, and attend the meeting of each Council on at least a quarterly basis. In addition, the regional coordinators provide reimbursement of up to \$1,000 per year to the Family PRIDE Councils for expenses such as postage, mileage, telephone charges, and training for Council members. CTF is currently in the process of transferring the regional coordinator positions to the Texas Agricultural Extension Service (TAEX). CTF currently has a contract with TAEX for approximately \$71,000 to provide technical assistance to two CTF regions in fiscal year 1998. The transition was expected to be completed by September 1, 1998. To assist this change and to provide additional training to existing programs, CTF will not select any new Family PRIDE sites in 1999.

The Sunset review focused on the effectiveness of the Family PRIDE Councils in fulfilling their mission to identify local child abuse and neglect prevention needs, recommend programs to receive grant dollars, coordinate with existing local child abuse prevention efforts, and support current community child abuse prevention efforts. Staff also examined how the Council concept was integrated into existing prevention efforts at the local level.

## Findings

### ▼ **Several Family PRIDE Councils have had difficulty fully meeting their role as the community leader for prevention efforts.**

- ▶ The Family PRIDE Councils' role as the community leader/planner for prevention efforts has not materialized in some CTF-funded communities. Sunset staff interviews with community leaders across the State identified a variety of organizations as leaders of local efforts to address community prevention needs. Multiple community initiatives, as well as the relatively new presence of the Family PRIDE Councils, have made it difficult for the Councils to fulfill their original mandate to function as the community coordinator of child abuse prevention initiatives.

For example, in Travis County, no one organization was identified as the community leader of child abuse prevention initiatives. Instead, a number of groups such as the Austin Perinatal Group, the Austin Prevention Coalition, the Travis County Child Welfare Board, and the Family PRIDE Council are all attempting to address child abuse prevention issues.

In some communities with both a Family PRIDE Council and a Child Welfare Board, the Child Welfare Board (CWB) was identified as the community leader on abuse prevention issues. For example, in Starr county, the CWB works with the Coalition for Valley Families to identify and meet community needs. In other communities the Family PRIDE Council was described as active regarding child abuse prevention initiatives but other organizations were identified as the community leader of abuse prevention efforts.

- ▶ One of the Family PRIDE Council's most important tasks is to inform the community of the availability of CTF grant dollars. The low profile of some Family PRIDE Councils has made it difficult to fully inform the community of the availability of prevention grant funds. Recently, the San Saba Family PRIDE Council, which represents a three county area, released a request for proposal to fund abuse prevention programs. Only one program submitted a grant proposal, placing the Family PRIDE Council in the position of funding the program or losing the grant dollars to another area of the State.<sup>1</sup>

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Multiple community initiatives, as well as the relatively new presence of the Family PRIDE Councils, have made it difficult for some Councils to fulfill their original mandate.

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Building the Family PRIDE Council network has been slow and time consuming.

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- Several Family PRIDE Councils have struggled to identify their mission and role in the community. Once the initial task of reviewing and awarding grants has been completed, Family PRIDE Councils are at times unsure as to ongoing expectations. Field visits conducted by Sunset staff indicated that the focus of Family PRIDE council activities is on the first year process of soliciting, reviewing, and selecting programs to receive CTF dollars. Once the dollars are distributed, a number of council members indicated that they were unclear of the continuing role they were to play in the community.<sup>2</sup>
- Recruitment of new members can be a problem for some Family PRIDE Councils. Council members represent a wide variety of interests within the community. Each of these individuals is supposed to be chosen due to a demonstrated interest in child abuse prevention issues and the ability to assist the Council and local programs in accessing local community resources. In most cases, members are identified by the Family PRIDE regional coordinator assigned to develop and provide technical assistance to Family PRIDE Councils. In at least one instance, the regional coordinator had limited knowledge of the community hindering his/her ability to identify appropriate individuals.<sup>3</sup> In addition, problems recruiting new members has also resulted in the selection of individuals to some Family PRIDE Councils who are not experienced at developing additional funding sources, hindering the Council's ability to develop community support once CTF dollars are exhausted.<sup>4</sup>

▼ **Some Family PRIDE Councils do not take full advantage of existing community child abuse prevention efforts.**

- Establishing a new statewide local community presence is a long and difficult process requiring the investment of large amounts of staff time and dollars to provide development and technical support to each community. Due to the limited resources of CTF, building the Family PRIDE Council network has been slow and time-consuming. Since 1995, CTF has developed 50 Family PRIDE Councils serving 60 counties. CTF does not plan to serve the entire state through its Family PRIDE programs until 2010. In addition, CTF continues to work on developing new ways to meet the technical assistance needs of existing Family PRIDE sites within current resource limitations.

- One of the main functions of the Family PRIDE Councils is to coordinate child abuse and neglect prevention activities at the community level. Sunset staff interviews with some Family PRIDE Council members suggest that collaboration at the local level is not occurring. At the state level, CTF is involved in several interagency collaborations dealing with child abuse issues, including TEAM Texas. However, these collaboration efforts do not always percolate down to communities.

At the local level, Family PRIDE Councils are supposed to monitor, analyze, and mobilize child abuse prevention efforts. However, some Family PRIDE Councils do not regularly collaborate with local Child Welfare Boards or other children's organizations and, as a result, are not taking advantage of the opportunity to pool local expertise and resources.

For example, both the Department of Protective and Regulatory Services (PRS) and CTF, through a memorandum of understanding, have identified the need for collaboration between Family PRIDE Councils and Child Welfare Boards. However, interviews with local Family PRIDE Councils and Child Welfare Boards indicate that collaboration is sporadic and, in many cases, limited to select activities such as, the development and distribution of Child Abuse Prevention Kits. In those communities where significant collaboration does occur, it is driven by the initiative of individual members of the local CWB and Family PRIDE Council.

For example, in Nacogdoches County, the Family PRIDE Council and Child Welfare Board have successfully collaborated on several child abuse prevention projects out of a desire to avoid duplication of efforts, not due to a specific directive from the State.<sup>5</sup> In other areas, such as Starr County, despite sharing four members, the Child Welfare Board and the Family PRIDE Council are not well coordinated, resulting in little collaboration and some duplication of effort.<sup>6</sup>

- The Family PRIDE Councils' grant proposal review process does not necessarily include identifying other providers of similar programs. For example, parenting classes represent the majority of the CTF-funded programs. Seventeen of the 22 model curricula CTF requires providers to use are parenting class models. In many communities, parenting classes are available through a wide variety of organizations.

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Some Family PRIDE  
Councils do not  
regularly collaborate  
with local  
organizations to pool  
local expertise and  
resources.

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In Travis County, at least 15 different organizations offer parenting classes to the general public.<sup>7</sup> Of the two programs funded by CTF in Travis County, one is a parent education provider, resulting in half of CTF's limited funds for Travis County being spent to duplicate existing prevention efforts.

In the San Saba area, the one grant proposal submitted from a three county area was to support a parent education class. Some members of the Family PRIDE Council expressed concern over the duplication of existing programs, however, the Council chose to fund the program rather than lose the money to another community. Conversely, the Nacogdoches Family PRIDE Council has used coordination and collaboration with the local Child Welfare Board to focus its prevention efforts in areas not already addressed by the CWB.<sup>8</sup>

The large number of parenting programs also increases competition for limited resources. As a result, the parenting program funded by CTF in Travis County has had difficulty meeting CTF's local match requirement for grants and finding funding to sustain the program once CTF seed money has been exhausted. Strengthening the coordination between Family PRIDE Councils and other local organizations involved in child abuse issues would better inform the CTF grant review process at the local level and help ensure that CTF funds are spent to fill gaps in communities' current prevention efforts.

▼ **Child Welfare Boards are local bodies created statewide to address child abuse and neglect issues.**

- ▶ Child Welfare boards (CWB) have been in existence since the early 1930s and are currently active in 211 counties across Texas. CWBs were originally developed as a way for the county to provide for the support of needy children. The statutory duties of CWBs are outlined in the *Primary Duties of Child Welfare Boards* textbox. CWBs have traditionally provided resources to meet additional needs such as clothing and travel that are beyond the scope of Child Protective Services. Members of the CWB are appointed by the County Commissioners Court.

**Primary Duties of Child Welfare Boards**

- Members are appointed by the County Commissioners Court to:
  - ▶ provide coordinated state and local public welfare services for children and their families; and
  - ▶ coordinate the use of federal, state, and local funds for these services
- The board must have between seven and 15 members.
- The qualifications of its members are determined by the Court.

- ▶ Child abuse prevention has recently become more of a focus of some CWBs. In Tarrant County, the CWB has been very active in abuse prevention by providing parenting classes to teen parents and counseling to at-risk youth through the school system. This is in addition to the more traditional CWB activities such as funding to facilitate family reunification. In Harris County, the CWB receives \$50,000 per year in funding from the county to support activities such as the publication of a parenting newsletter and a Community Youth Services program targeted at children at-risk of dropping out of school.
- ▶ Sunset staff interviews identified several communities where membership on the local CWB and Family PRIDE Council were similar, particularly in rural areas. This dual membership indicates that many individuals are interested in addressing the range of child abuse issues from prevention through intervention.

▼ **Other states have used existing statewide networks to coordinate Trust Fund activities at the local level.**

- ▶ Sunset staff reviewed the Children's Trust Funds of the 10 most populous states. As in Texas, the Trust Funds in other states have realized the need for community involvement in identifying community needs and prioritizing funding for the Trust Fund. Instead of implementing new community-level funding/needs assessment systems, several states have used existing statewide boards or organizations to carry out CTF operations at the local level.
- ▶ In Ohio, the Children's Trust Fund coordinates with the Child Abuse Local Advisory Boards to announce the availability of funds, review proposals, and make recommendations to the CTF Council regarding funding.
- ▶ The Local Area Networks in Illinois, established through federal family support/family preservation funds, make funding recommendations to the state level regarding CTF grants as well as other state prevention dollars.
- ▶ Georgia has a statewide, multidisciplinary network of local planning councils that address all health and human service needs of children and families identified by the community, including abuse prevention. The Georgia CTF plans to use this existing structure to make funding decisions at the community level.

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Several states have used existing statewide boards or organizations to carry out CTF operations at the local level.

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- The CTF of North Carolina works with Prevent Child Abuse North Carolina—the state arm of a national child abuse prevention organization—to determine which programs at the local level are eligible for CTF funding.

▼ **Measuring effectiveness of CTF community efforts needs strengthening.**

- CTF does not consistently evaluate how Family PRIDE Councils have enabled communities to address problems of child abuse and neglect. One of a Family PRIDE Council's most important missions is to organize community resources to address child abuse and neglect problems in the community. Determining how well Family PRIDE Councils have been able to fulfill this function is one of the best measures of success of the Family PRIDE Council concept.

Although CTF monitors PRIDE Councils, the review focuses overall on meeting outputs such as quarterly reports submitted and plans developed for child abuse prevention activities. No outcome measures exist to make an assessment of the impact the Family PRIDE Council presence has had on the community. CTF does have a contract with the University of Texas School of Social Work to conduct an evaluation of the Family PRIDE Councils in the seven sites selected to receive the new federal grant dollars. However, a system-wide evaluation does not currently exist.

## Conclusion

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Communities themselves should decide how to organize local prevention efforts.

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State agencies have begun to understand the importance of better communication with the communities they serve to identify needs and improve service delivery. CTF created Family PRIDE Councils to facilitate communication between CTF and local communities to direct CTF grant dollars to the most needed areas of the community. However, building a new network of community participation has proven challenging. Family PRIDE Councils, particularly in urban areas, compete with a variety of organizations for membership and resources. Some Family PRIDE Council members indicate confusion over the continuing role of the Council once funds have been dispersed. Communication between communities and state agencies is essential to ensure that public funds are being appropriately used to meet community needs. The communities themselves should decide on the local group best suited to facilitate this communication.

## Recommendation

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### Management Action

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- **CTF, or its successor agency, should allow CTF-funded communities the option of combining the Family PRIDE Councils with the local Child Welfare Boards, or another entity that functions as a community leader on child abuse and neglect prevention.**

Consolidation of the Family PRIDE Councils with other local organizations, such as the local Child Welfare Boards, can be an important step towards reinvigorating community efforts to address the problem of child abuse and neglect. The organization selected by a community must agree to fulfill all functions currently being carried out by the Family PRIDE Councils in addition to any of the organization's existing duties.

If a community chooses the Child Welfare Board, the members should continue to be selected by the County Commissioner's Court. The Court should look to select members that represent the different sectors of the community as is currently required for Family PRIDE Council members. Regardless of the entity chosen to carry out the functions of the Family PRIDE Council, every effort should be made to ensure that all sectors of the community are represented. CTF or its successor should provide flexibility in their rules to ensure that a CWB or other community organization could be chosen to carry out CTF grant activities.

Consolidation will enable the community to stretch limited resources and increase the visibility of abuse prevention efforts. Consolidation with a Child Welfare Board may also increase the likelihood that county dollars could be accessed and used as local match for the CTF grant since a CWB is an official extension of the county.

- **CTF, or its successor, should develop performance measures for the organization selected to carry out CTF's community role, to determine the impact of its activities.**

Measuring the impact of the local organization carrying out CTF duties will provide valuable feedback to the agency on the problems and successes each community has had developing coordinated local participation on child abuse prevention efforts. The agency can use this information to make changes to the local structures and improve their ability to provide effective leadership to the community on child abuse and neglect prevention.

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## Fiscal Impact

This recommendation should lead to a better use of local resources, both in dollars and in volunteer hours, although an amount cannot be estimated. With better coordination of child abuse prevention efforts, dollars could be pooled and/or additional funding sources accessed to increase the impact of the communities' efforts to prevent child abuse.

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<sup>1</sup> Sunset interview with Family PRIDE Council member, San Saba County, July 14, 1998.

<sup>2</sup> Sunset interviews with Family PRIDE Council members in Austin, Athens, San Saba County, and Starr County.

<sup>3</sup> Sunset interview with Travis County Family PRIDE Council member, July 8, 1998.

<sup>4</sup> Sunset interviews with Family PRIDE Council members in Austin and Athens, TX, June 1998.

<sup>5</sup> Sunset interview Nacogdoches County Child Welfare Board Chair, July 31, 1998. Sunset interview with Nacogdoches County Family PRIDE Council Chair, August 3, 1998.

<sup>6</sup> Sunset interview with Starr County Family PRIDE Council member and Starr County Child Welfare Board Chair, July 31, 1998.

<sup>7</sup> Austin-Travis County Mental Health Mental Retardation Center, Community Resource Guide for Austin and Travis County, 1995. Youth Services Directory, City of Austin Health and Human Services. Available: Accessed July 21, 1998.

<sup>8</sup> Sunset interview with Nacogdoches County Family PRIDE Council Chair, August 3, 1998.

# **BACKGROUND**

# Background

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## AGENCY HISTORY

The 69th Legislature created the Children's Trust Fund (CTF) in 1985 in response to concern about the growing rate of child abuse and neglect. CTF is responsible for financing efforts aimed at preventing child abuse and neglect in Texas. This responsibility is met through grants to community-based organizations, development of local child abuse and neglect prevention Councils (Family PRIDE), coordination of statewide public awareness campaigns, and distribution of public education materials. The agency is primarily funded through a \$12.50 fee on issuance of marriage licenses, which is deposited in a dedicated Trust Fund.

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CTF is responsible for financing efforts aimed at preventing child abuse and neglect in Texas.

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Population growth in the 1980s, along with increases in economic and social problems facing many families in Texas, contributed to an 11 percent increase in the number of child abuse and neglect reports in fiscal year 1985. At the time of CTF's creation, the number of reports investigated by Child Protective Services was 68,515, up from 61,576 in the previous year.<sup>1</sup> The problem has continued to grow, with the number of child abuse reports escalating to more than 112,000 in fiscal year 1997.<sup>2</sup>

To address this problem, the Legislature established the Trust Fund as a dedicated funding source for community-based child abuse prevention programs. Originally, the Trust Fund was governed by the nine-member Council on Child Abuse and Neglect Prevention and located within the Texas Department of Human Services (DHS). The Council had the authority to recommend expenditure of funds from the trust, with final approval from the DHS Board.

Legislation in 1987 changed the name to the Children's Trust Fund of Texas Council. In 1991, the Legislature made CTF an independent state agency and severed the administrative relationship with DHS, giving the Council sole authority for approval of grant proposals. The textbox, *Summary of Key CTF Legislation*, outlines significant changes in the CTF statutes.

| <b>Summary of Key CTF Legislation</b>  |   |
|--|---|
| <b>Bill Number</b>                     | <b>Summary of Key Provisions/Intent</b>   |
| <b>70th Legislative Session (1987)</b> |   |
| HB 806                                 | Increased the Council member terms to six years, specified that funds from a nongovernmental source are exempt from the statutory cap on administrative expenditures set for governmental funds and allowed the Council to transfer funds from the trust fund to operating fund and vice versa at any time. |
| <b>72nd Legislative Session (1991)</b> |   |
| HB 961                                 | Established CTF as a separate state agency, making staff directly responsible to the Council instead of DHS.  |
| <b>74th Legislative Session (1995)</b> |   |
| HB 3050                                | Rededicated the marriage license fees to the Children's Trust Fund  |
| HB 982                                 | Provided the mechanism to cap the Trust Fund and allow all fees collected each year to go directly to community-based child abuse programs (subject to decisions by the House Committee on Appropriations), and expand the development of local councils to direct community-based projects.                |
| SB 1485                                | Authorized CTF to serve as a member of the State Fatality Review Team Committee, participate with PRS in selecting members, promote education to the public regarding the incidence and causes of child deaths, and identify specific steps the public could undertake to prevent child deaths.             |
| <b>75th Legislative Session (1997)</b> |   |
| HB 1914                                | Required funding of early parenting skills programs and required the preparation of a report on the extent to which training on child abuse and neglect is provided in Texas.   |
| SB 645                                 | Provided authority for money in the trust fund to be invested and accounted for separately from other funds in the Treasury with the CTF Council directing the investment of funds consistent with the Comptroller's authority.   |

## POLICYMAKING BODY

CTF is governed by a nine-member Council appointed by the Governor with the advice and consent of the Senate. The textbox, *CTF Council 1998*, provides a list of current Council members. The primary role and responsibility of the Council is to establish policy for agency operations, set funding priorities, hire the Executive Director, and provide administrative direction to staff. The Council may appoint subcommittees and advisory committees as needed, although none are presently in place.

The only requirement for appointment to the Council is that members must have demonstrated concern for child abuse and neglect. Council members

serve staggered six-year terms, with the terms of three members expiring every odd-numbered year. A person who has served a full six-year term is not eligible for reappointment to another consecutive six-year term. The Council is required by statute to meet twice each year and at the call of the presiding officer, who is designated by the Governor from among the members. The Council met two times in fiscal year 1997.

|   |
|---|
| <p><b>Children's Trust Fund Council<br/>1998</b></p> <p>Anne C. Crews, Dallas (Chair)<br/>                 Patricia Aguayo, El Paso<br/>                 J. Randolph Burton, Spring<br/>                 Thelma Sanders Clardy, DeSoto<br/>                 Kathleen R. Ehlinger, Raymondville<br/>                 Ann D. Loudon, Fort Worth<br/>                 Sylvia Martinez-Flores, Lubbock<br/>                 Juan Parra, MD, MPH, San Antonio<br/>                 Sederick E. Susberry, Houston</p> |
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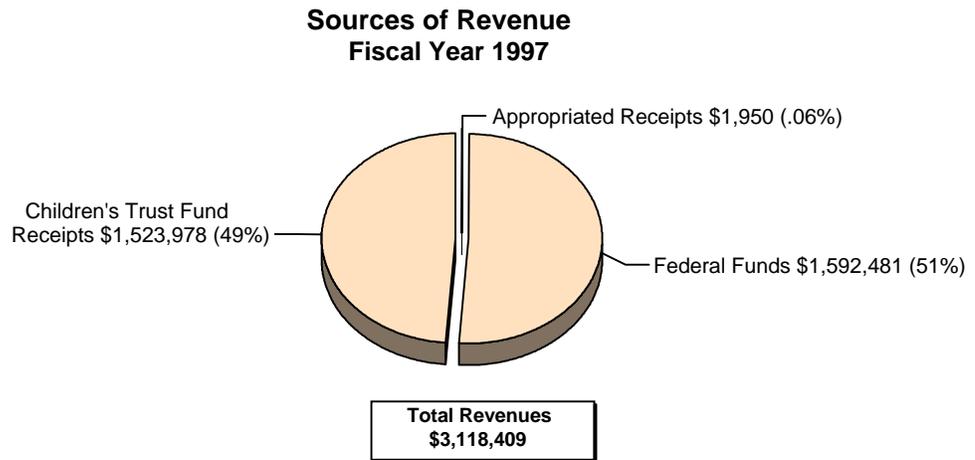
**FUNDING**

**Revenues**

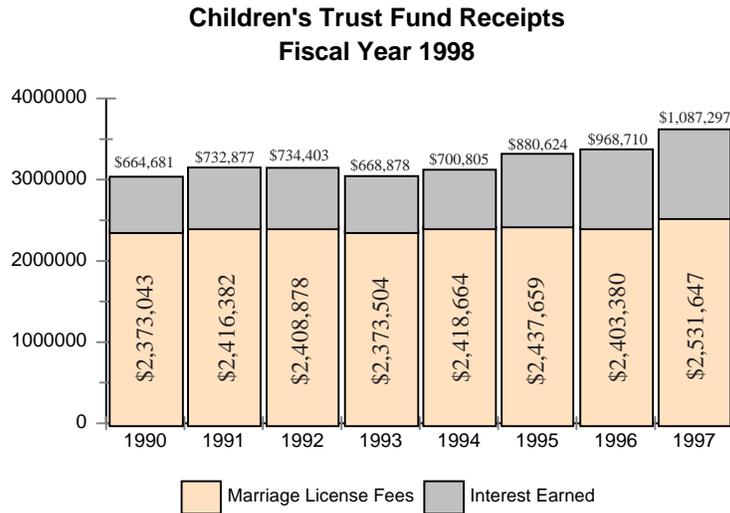
In fiscal year 1997, CTF received a total of \$3,118,409 in revenue. CTF is funded by both state and federal funds. The graph, *Sources of Revenue - Fiscal Year 1997*, displays information on state and federal funds received.

State funding is generated through the collection of \$12.50 from each marriage license fee in Texas. The income from each county is deposited into the Trust Fund in the State Treasury. The Trust Fund has earned an average of 5.3 percent in interest annually from 1995 through 1997.<sup>3</sup> The Legislature determines

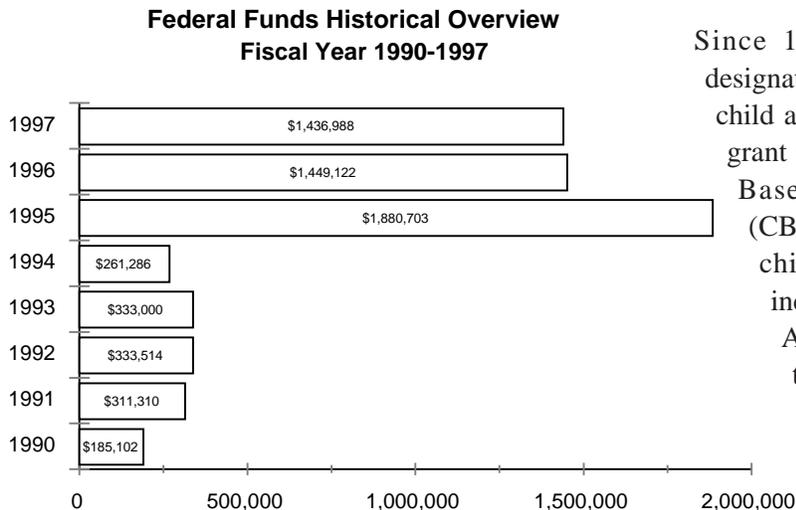
the amount of collected fees available for expenditure by CTF during the biennium. The transfer of funds from the Trust Fund to the Operating Fund occurs on a monthly basis to maximize interest earned on the Trust Fund. In an additional effort to maximize interest on the Trust Fund, SB 645 from the 75th Legislative Session allowed the Comptroller to invest funds from the Trust Fund separately from other state dollars. In fiscal year 1997, \$3,618,944 were deposited in the Trust Fund from marriage license fees and interest.



The graph, *Children's Trust Fund Receipts*, illustrates the income generated for the Trust Fund since 1990. The Trust Fund has accrued more than \$22 million since its inception.



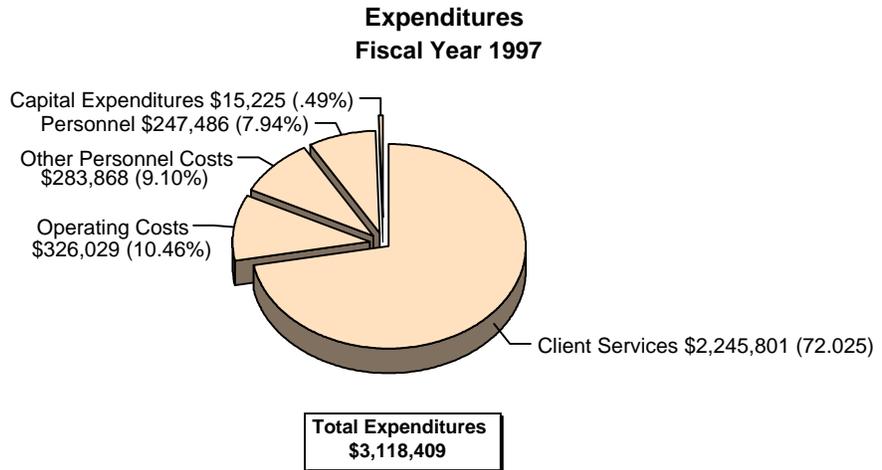
Federal funds represent CTF's second major funding source. CTF has received federal funding since 1987. In 1995, the formula for the award amount changed, resulting in an increase in federal dollars available to Texas (see *Federal Funds Historical Overview* chart). CTF typically has from two to five years to expend federal grants. Because of this spending flexibility, CTF may have more federal funds available as revenue in a given year than the amount of the federal grant award for that year. This explains the difference in the fiscal year 1997 federal funding amounts in the two charts, *Sources of Revenue- Fiscal Year 1997* and *Federal Funds Historical Overview*.



Since 1995, Governor George Bush has designated CTF as the lead agency for federal child abuse prevention funding. The federal grant awarded in 1997 was the Community-Based Family Resource and Support (CBFRS) grant, which expanded beyond child abuse and neglect prevention to include respite care and homeless issues. Although the grant did not require states to fund these issues, CTF released a Request for Proposal (RFP) for fiscal year 1999 for child abuse prevention initiatives in respite care programs.

## Expenditures

The Children's Trust Fund has a single strategy in the General Appropriations Act. CTF expends state and federal dollars to distribute grants to communities for child abuse and neglect prevention programs. CTF spent \$3,118,409 in fiscal year 1997. Of this amount, \$872,608 was used for operating expenses, including salaries, professional services, and indirect costs. CTF expended the balance, \$2,245,801, in grants to community child abuse and neglect prevention programs. The graph, *Expenditures — Fiscal Year 1997*, shows a breakdown of the agency's expenditures on administrative and direct program costs.



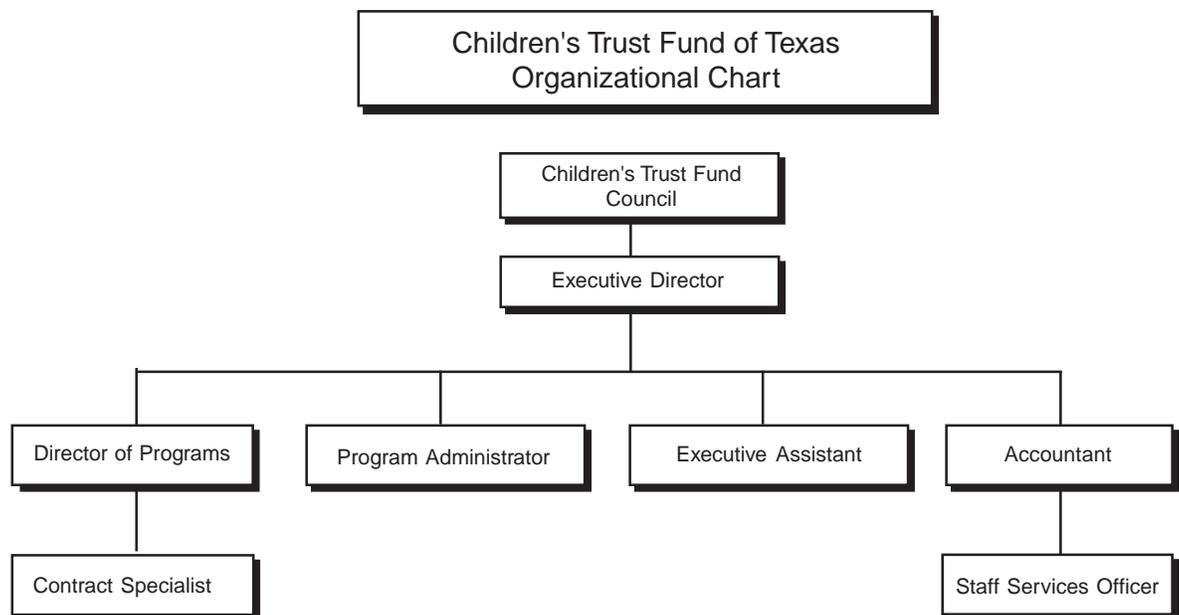
## Hub Expenditures

The Legislature has encouraged agencies to make purchases with Historically Underutilized Businesses (HUBs). The Legislature also requires the Sunset Commission, in its reviews, to consider agencies' compliance with laws and rules pertaining to HUB use. The chart, *Purchases from HUBs — Fiscal Year 1997*, shows CTF's HUB participation by type of contract and compares these purchases with the statewide goal for each spending category. The chart shows that CTF exceeded state HUB purchasing goals for commodities, but fell short of state goals in the purchases of other services.

| Purchases from HUBs<br>Fiscal Year 1997 |                  |                    |               |                |
|---|------------------|--------------------|---------------|----------------|
| Category                                | Total \$ Spent   | Total HUB \$ Spent | Percent       | Statewide Goal |
| Heavy Construction                      | N/A              | N/A                | N/A           | 11.9%          |
| Building Construction                   | N/A              | N/A                | N/A           | 26.1%          |
| Special Trade                           | N/A              | N/A                | N/A           | N/A            |
| Professional Services                   | N/A              | N/A                | N/A           | N/A            |
| Other Services                          | \$409,742        | \$47,390           | 11.6%         | 33%            |
| Commodities                             | \$100,633        | \$75,397           | 75%           | 12.6%          |
| <b>TOTAL</b>                            | <b>\$510,375</b> | <b>\$122,787</b>   | <b>14.07%</b> |                |

## ORGANIZATION

CTF is budgeted for seven full-time equivalent employees, with all seven positions filled in fiscal year 1997. The CTF staff is located in Austin and maintains no field offices. The organizational structure of the agency is illustrated in the chart, *Children's Trust Fund Organizational Chart*. The agency is organized to administer the grant program and promote public education and awareness about the prevention of child abuse. The Executive Director works closely with the Children's Trust Fund of Texas Council, coordinates activities with the Legislature, and oversees all agency functions and staff. The Director of Programs oversees program and public education activities, provides oversight for research and evaluation, directs the Request for Proposal (RFP) process, and coordinates interagency activities. This position also supervises the Contract Specialist, who is responsible for program management, including monitoring quarterly reports and reviewing curricula. The Program Administrator manages the Family PRIDE statewide initiative. The Accountant oversees all financial areas, and supervises the Staff Services Officer, who performs functions pertaining to purchasing, voucher processing, and personnel. The Executive Assistant performs receptionist duties, handles requests for information and materials, and provides administrative and clerical assistance to the Executive Director.



The chart, *Children's Trust Fund Equal Opportunity Statistics as of June 1, 1998*, shows a comparison of the agency's workforce composition to the minority Civilian Labor Force. CTF met or exceeded the Civilian Labor Force levels of employment in six instances, with CTF's female workforce most reflective of the Civilian Labor Force.

| Children's Trust Fund<br>Equal Employment Opportunity Statistics<br>Fiscal Year 1997 |                 |                                |                      |          |                      |        |                      |
|--|-----------------|--------------------------------|----------------------|----------|----------------------|--------|----------------------|
| Job Category   | Total Positions | Minority Workforce Percentages |                      |          |                      |        |                      |
|  |                 | Black                          |                      | Hispanic |                      | Female |                      |
|  |                 | Agency                         | Civilian Labor Force | Agency   | Civilian Labor Force | Agency | Civilian Labor Force |
| Officials/Administration   | 1               | 0%                             | 5%                   | 0%       | 8%                   | 100%   | 26%                  |
| Professional   | 5               | 20%                            | 7%                   | 20%      | 7%                   | 60%    | 44%                  |
| Technical  | NA              | NA                             | NA                   | NA       | NA                   | NA     | NA                   |
| Protective Services  | NA              | NA                             | NA                   | NA       | NA                   | NA     | NA                   |
| Para-Professionals   | NA              | NA                             | NA                   | NA       | NA                   | NA     | NA                   |
| Administrative Support   | 1               | 0%                             | 16%                  | 100%     | 17%                  | 100%   | 84%                  |
| Skilled Craft  | NA              | NA                             | NA                   | NA       | NA                   | NA     | NA                   |
| Service/Maintenance  | NA              | NA                             | NA                   | NA       | NA                   | NA     | NA                   |

## AGENCY OPERATIONS

The mission of the Children's Trust Fund Council of Texas is to prevent child abuse and neglect in Texas. To this end, CTF awards grants to providers of primary and secondary prevention programs, and monitors those programs in the areas of service outcomes and grant compliance. The agency also funds public awareness initiatives and provides financial and technical support to local Family PRIDE councils. See the *CTF Strategic Plan* textbox for an outline of the agency's goals and objectives.

The Council is statutorily required to develop a state plan for expending funds for child abuse and prevention programs, develop criteria and policies for grant determinations, ensure fair distribution of grants between rural and urban areas of the state, monitor the expenditure of funds, and submit an annual report to the Governor and the Legislature no later than December 1 of each year.

**Children's Trust Fund  
Strategic Plan**

Goal A: To promote and provide opportunities so that Texas children can grow to responsible and productive adulthood, free of threats to their dignity, physical safety, and emotional well-being.

Objective: By 2001, reduce the incidence and effects of child abuse and neglect.

Strategy: Provide community grants, technical assistance, and public awareness on the prevention of child abuse and neglect.

Outcome measure: Percent of agency funds expended on direct prevention services.

### Examples of Children's Trust Fund Prevention Efforts

#### Primary prevention

includes, but is not limited to, parenting and prenatal educational and/or support classes, educational programs in schools, and public awareness activities.

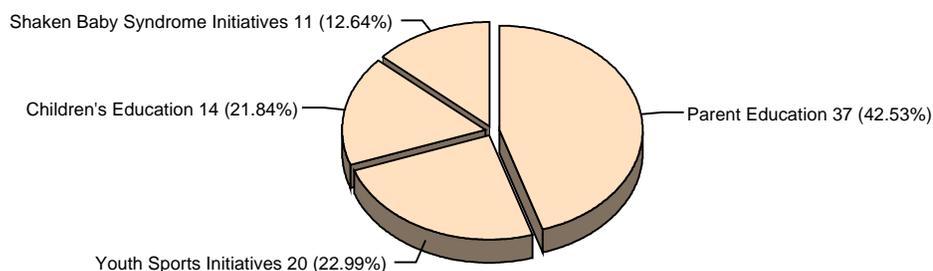
#### Secondary prevention

programs include, but are not limited to, support programs for adolescent parents, parents of infants or children with developmental disabilities, and programs for families with identified risk factors.

## PREVENTION GRANTS

Since 1985, CTF has used both state and federal funds to provide grant money to child abuse prevention programs across Texas. CTF awards grants to organizations seeking to provide primary or secondary prevention programs to the community. Primary prevention consists of services and resources, available to the community at large or to families, to prevent abuse and neglect before it occurs. Secondary prevention consists of taking measures after certain warning signals have appeared to keep child abuse and neglect from occurring. For an example of prevention programs, see the *Examples of CTF Prevention Efforts* textbox. Secondary prevention targets a pre-defined group of "at-risk" individuals and is more problem-focused than primary prevention. Treatment programs, which offer services to parents and/or children after abuse and neglect has occurred, are not included in CTF's mandate and do not receive grant money. CTF awards grants for direct service programs as well as public awareness initiatives about issues such as Shaken Baby Syndrome and the abuse of children participating in sports. (For more information on these initiatives, see the *Public Awareness* section of the background.) The chart, *Types of Prevention Programs-Fiscal Year 1998*, illustrates the kinds of programs that CTF funds. For a detailed list of CTF program sites, see Appendix A.

**Types of Prevention Programs  
Fiscal Year 1998**



## GRANT AWARD PROCESS

CTF community-based grants supply seed money to child abuse and neglect prevention programs that provide direct services. Because CTF funding is not designed to support programs indefinitely, grants are generally awarded to eligible programs for a maximum of three years. During this three-year cycle, programs must reapply for funding each year. CTF disburses the grant award to programs through monthly cost reimbursement for eligible

expenses, instead of a one-time payment. In fiscal year 1997, CTF awarded \$2,245,801 in grants to 64 programs throughout the 60 counties identified as eligible for CTF funds. The average cost per program in fiscal year 1997 was approximately \$35,000.

The maximum grant awards decrease each year — \$50,000 for the first year, \$40,000 for the second year, and \$25,000 for the third year. CTF requires that programs receiving funding must maintain a local match equal to at least 10 percent of the CTF contract amount for the first year, 20 percent the second year, and 50 percent the third year. The purpose of this funding strategy is to assure that programs will be fully supported by their communities once CTF grant support ends. To further ensure a program's financial stability, CTF only funds agencies that have been in operation for at least two years.

Initially, any agency across the state was eligible to apply for CTF grants. The grant application included a section identifying the local need for prevention programs, but no strategic planning was done to target high risk areas of the state. A panel of experts at the CTF state office reviewed and scored grant applications before passing them on to the CTF Council for final funding decisions.

In 1994, CTF changed the program eligibility determination process for CTF grants. CTF uses a variety of indicators to identify communities at high risk for incidents of abuse and neglect. Once a community is identified as high risk, a Family PRIDE Council is created to coordinate prevention efforts within the community and programs within that community are eligible to receive CTF grants. Currently, 50 Family PRIDE Councils are operating and providing services in 60 counties. CTF plans to serve all 254 counties by the year 2010. (For a more detailed discussion of Family PRIDE Councils, please see the *Family PRIDE Council* section of the background.)

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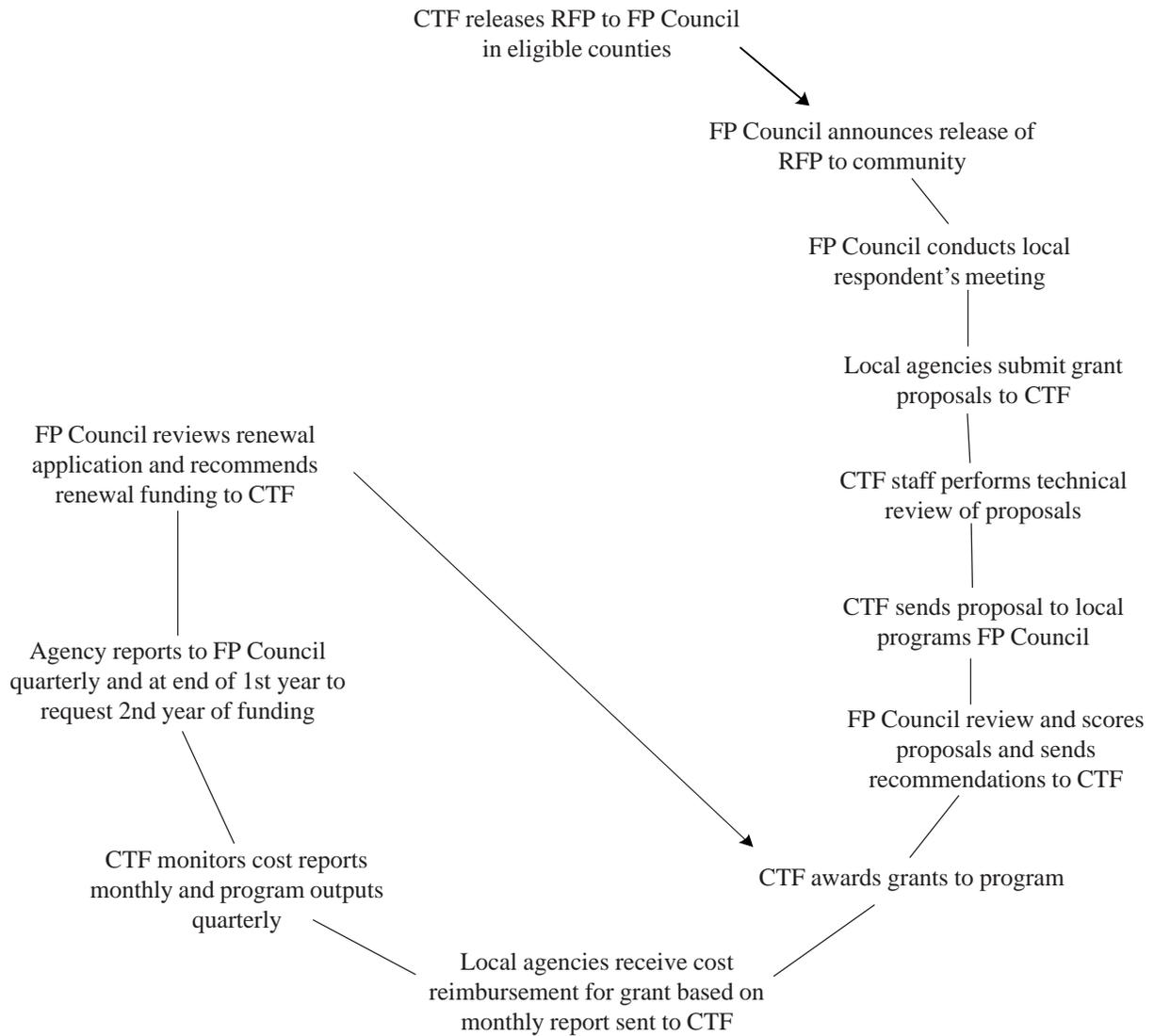
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The release of a Request for Proposal (RFP) announces the availability of grant money to provide primary or secondary prevention programs. Any group located in the target areas, except a state agency, may respond to the RFP. For more detail, please refer to the *Grant Award Process* flow chart. The CTF Council makes the final funding decisions, but generally follows the recommendations submitted by the Family PRIDE Councils.<sup>4</sup> CTF funds at least one program in each Family PRIDE Council area targeted by the RFP. Funding of more than one program in a community is determined by the CTF Council, and depends on the availability of funds and the quality of the grant proposals submitted from each of the eligible communities. Family PRIDE sites serving more than one county are given priority for funding of additional programs.

### Grant Award Process



CTF funds a blend of demonstration projects and established curriculum programs. Programs seeking to receive CTF grants for prevention programs can choose from among 17 parent education programs and five children's education programs. Approved curriculums have a history of successful prevention efforts. CTF also funds demonstration projects that provide a new service designed to meet specific local needs. Programs that wish to apply for CTF grants to provide services using an approved curriculum must go through their local Family PRIDE Council. Demonstration projects do

not require the participation of the Family PRIDE Councils and instead are directly approved by the CTF Council. Examples of the types of entities receiving CTF funding include school districts, hospitals, medical centers, mental health agencies, cities and counties, and Boys & Girls Clubs.

### **Grant Monitoring**

Programs funded by CTF must submit a quarterly report to the CTF state office on five major areas outlined in the *Quarterly Reporting Requirements* textbox. If a program does not submit its quarterly report by the due date specified in the contract without providing notice of delay, CTF considers the program to be non-compliant and may suspend the contract until the program sends a letter to the CTF Executive Director explaining the circumstances of the delay. In fiscal year 1997, CTF did not suspend any program contracts.

CTF staff members visit each program at least once during the three-year funding cycle. In addition, CTF staff conduct desk reviews of quarterly performance reports using risk criteria to determine when a program site visit is needed to address problem areas. CTF staff typically make a site visit if telephone consultations do not correct the risk criteria violations, if significant problems arise with billable costs or program participation, or at the request of the program. To date in fiscal year 1998, CTF staff have conducted 14 site visits, seven of which were for monitoring or technical assistance. CTF staff develop Service Improvement Plans for programs that are chronically in non-compliance. In fiscal year 1997, two programs required Service Improvement Plans. If problems persist despite the Service Improvement Plan and a site visit, CTF staff refer the issues to the CTF Council, which makes final decisions regarding grant terminations. The CTF Council has never terminated a program grant due to compliance problems.<sup>5</sup>

Programs also submit monthly cost reports to receive reimbursement from CTF for direct program costs. The Contract Specialist and the Accountant conduct desk reviews of monthly cost reports to check for billing inconsistencies. If allowable costs are incorrect, the program has to modify and resubmit the cost report. For other problems, such as incorrect reporting of local match dollars or in-kind donations, CTF sends the program a corrected copy of the report for future reference.<sup>6</sup>

#### **Quarterly Reporting Requirements**

*Level of Participation*-the number of adults and children who received direct services.

*Definition of Completion*-the number of classes in a cycle a participant must attend to complete the program.

*Level of Completion*-the number of adults and children that successfully completed the program.

*Deviations*-explains any differences between the targeted number of participants and the actual number of participants.

*Narrative*-describes the activities which occurred during the quarter, as well as any successes and/or difficulties encountered.

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CTF information on child abuse and neglect prevention is available, free of charge, to any individual or program.

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### **Public Awareness**

Recent community-based public awareness campaigns have included information on Shaken Baby Syndrome, Texas Child Abuse Prevention in Youth Sports (TEXCAP, which instructs youth sports administrators and coaches on the prevention of child abuse), and Start Smart (which offers parent education classes in conjunction with teaching parents ways to safely involve children in sports). The funding process for public awareness campaigns differs from the Family PRIDE grant award process. For fiscal year 1997, CTF released a statewide RFP for Shaken Baby Syndrome (SBS) program grants. Current SBS programs received \$15,000 for the first two years and \$7,500 for the third, and final, year of funding. Funding decisions for these grants were made solely by the CTF Council, although programs in Family PRIDE communities went through their Family PRIDE Councils for grant renewals. CTF provides regional trainings on TEXCAP, and provides resources for local communities to develop their own initiatives. CTF trains interested child advocates on Start Smart so that interested Family PRIDE communities can implement the program.

CTF publishes a wide variety of materials presenting information on child abuse and neglect prevention issues. This information is available, free of charge, to any individual or program that requests the information, though CTF does limit the amount of materials distributed without charge to each individual or group. In coordination with the Department of Protective and Regulatory Services (PRS) and Prevent Child Abuse Texas, CTF publishes a Child Abuse Prevention Kit for statewide dissemination during April, Child Abuse Prevention Month.

CTF also created TEAM Texas (formerly known as the WINGS Team) as an interagency effort to address child abuse and neglect issues. TEAM Texas (Together Everyone Achieves More) was created in November 1992. The group's purpose is to support children and families by fostering cooperation and collaboration among state agencies and to avoid duplication of services. Currently, representatives from 18 state agencies have supported TEAM Texas by pooling resources or funding.

#### **State Child Fatality Review Team Committee**

The 74th Legislature established the State Fatality Review Team Committee that is charged with:

- Developing an understanding of the causes and incidence of child deaths in Texas, and
- Identifying policies and procedures to reduce the number of preventable child deaths.

CTF is also jointly responsible for the State Child Fatality Review Team Committee along with PRS and the Department of Health. The goals of the Committee are outlined in the *State Child Fatality Review Team Committee* textbox. The State Committee collates information collected from local review teams and identifies barriers to effective child death investigations. The Committee also provides assistance to local teams, helps formulate standard investigation protocols for use by local authorities, and encourages the formation of local teams. The role of CTF on this committee is to

participate with PRS in selecting members, promote education of the public regarding incidences and causes of child deaths, and identify specific steps the public can undertake to prevent child deaths. Legislation also mandates that CTF must pay for half of the State Committee's public members' expenses for travel to State Committee meetings. In addition to representatives from CTF, the Department of Health and PRS, members include a criminal prosecutor, a police chief, a pediatrician, a child educator, and a child mental health provider, among others. The State Committee meets quarterly.

**Family PRIDE Councils**

In 1994, CTF began developing Family PRIDE Councils in communities across the state in an effort to increase community involvement in child abuse prevention efforts and target high risk communities. The Family PRIDE Council philosophy is presented in the *Family PRIDE Philosophy for Community-Based Programs* textbox. Family PRIDE Councils are designed to serve as the coordinating body for activities associated with CTF-funded initiatives in their community. Responsibilities of the Family PRIDE Council include reviewing local grant applications and making recommendations to the CTF staff and CTF Council regarding funding decisions, and promoting the awareness of child abuse and neglect prevention in their communities. The duties of the Family PRIDE Councils are outlined in the *Family PRIDE Council Responsibilities* textbox.

- Family PRIDE Council Responsibilities**
- Assist in identifying child abuse and neglect prevention program needs for the community and publicize the availability of funds.
  - Present priorities to the community and announce distribution of CTF Requests for Proposals.
  - Review community proposals in response to a CTF Request for Proposal and make recommendations to CTF for funding.
  - Make recommendations to CTF concerning local program renewal.
  - Collaborate with CTF-funded programs to enhance services to children and families in the community.
  - Participate in advocacy efforts for children and families in the community.
  - Develop Family PRIDE prevention strategies with assistance from CTF.
  - Meet not less than four times annually at the call of the chairperson.
  - Conduct annual site visits of CTF-funded programs.
  - Submit meeting minutes and quarterly reports to the Regional Coordinator.

**Family PRIDE Philosophy for Community-Based Programs in Texas**

Family PRIDE is a set of guiding principles that provides a framework for a community philosophy of responsibility to families.

**Principles** - There are basic and common principles that must be upheld by families, communities, and government in Texas.

**Responsibility** - Every parent, citizen, and elected official and government employee shares responsibility for protecting the safety and well-being of children.

**Integrity** - Projects and activities are formulated to protect and enhance the integrity of Texas families and children.

**Discipline** - Appropriate discipline begins in the family and builds collectively to create a society of mutual respect.

**Education** - Education is the way that children, families, communities, and government can achieve a sense of pride, caring, and dignity.

Family PRIDE Program  
Guidelines, 1995

CTF has divided the state into seven regions, based on the seven travel and tourism regions of the Texas Parks and Wildlife Department and Texas Department of Commerce. CTF uses these regions to identify and group Family PRIDE sites for planning purposes. Family PRIDE sites are chosen based on service needs indicators such as child poverty, infant mortality, births to teens, juvenile crime, school dropouts, and incidence of child abuse and neglect. Child population, geographic location, and current availability of services are also considered. CTF plans to have Family PRIDE Councils covering all 254 counties by the year 2010. For a detailed map of Family PRIDE sites, see Appendix B.

### **Family PRIDE Council Members**

#### **Mandatory Members:**

Three parents (one with a child age birth to four and one with a child with special needs), two business representatives, and one member for each of the following sectors: Health (preferably a pediatrician), Education, Faith Community, Law Enforcement, Media, and City or County Official.

#### **Suggested Optional Members:**

Child Care Provider, Local Funding Source, Civic Organization/Association, individuals with experience with issues impacting the elderly and children, community leaders, and other child advocates.

Family PRIDE Council members serve on a voluntary basis and are community members with an interest in child abuse and neglect prevention efforts. Each Family PRIDE Council has 11 mandatory members and up to four additional at-large members, for a maximum of 15 council members as outlined in the *Family PRIDE Council Members* textbox. Employees of health and human service state agencies may not be members of the Councils; however, these representatives may serve in an advisory capacity. To qualify, each member must reside or own a business in the area to be served. The members of the Council are representative of the community's geographical area, gender, and ethnicity. Each local Family PRIDE Council must meet quarterly. CTF signs Memorandums of Agreement with each of the Family PRIDE Councils to establish a formal cooperative relationship between the Council and CTF, and provides the Councils with guidelines for by-laws and organizational procedures.

To assist communities in developing Family PRIDE Councils, CTF currently contracts with regional Family PRIDE Coordinators for three of the seven CTF regions. These Regional Coordinators are expected to identify community leaders to participate on Family PRIDE Councils, and attend the meeting of each Family PRIDE Council in their region on at least a quarterly basis. In addition, the Regional Coordinators provide reimbursement of up to \$1,000 per year to the Family PRIDE Councils for expenses such as postage, mileage, telephone charges, and training for Council members. CTF reimburses the Regional Coordinators for these expenses.

CTF is currently transitioning the Regional Coordinator positions by contracting with the Texas Agricultural Extension Service (TAEX) to take over the task of developing and providing technical assistance to Family PRIDE Councils. TAEX is currently responsible for coordinating Family PRIDE Councils in two of the seven CTF regions. The transition of all seven regions to TAEX is expected to be completed by the end of fiscal year 1998. CTF will not select any new Family PRIDE sites in 1999 in order to facilitate this transition and to provide additional training to existing Councils.

CTF staff provide technical support to the Family PRIDE Councils and the Regional Coordinators on issues such as strategies to mobilize the community, and recruiting and retaining council members. In addition to monitoring programs providing services through CTF grants, CTF also oversees Family PRIDE Councils. The CTF Community Development manager schedules site visits according to risk criteria that include factors such as Family PRIDE Council concerns regarding CTF-funded programs, no planned advocacy effort, misuse of operating budget, problems maintaining adequate membership, and councils without a Regional Coordinator.

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<sup>1</sup> Texas Department of Human Services, Annual Reports, Fiscal Years 1981-1985.

<sup>2</sup> CTF, Texas Committee to Prevent Child Abuse, and Texas Department of Protective and Regulatory Services, Child Abuse Prevention Kit, 1998.

<sup>3</sup> Office of the Comptroller.

<sup>4</sup> Interview with CTF staff, June 8, 1998.

<sup>5</sup> Interview with CTF staff, July 8 & 9, 1998.

<sup>6</sup> Interview with CTF staff, July 7, 1998.



# **APPENDICES**

## Appendix A

### Children's Trust Fund Family PRIDE Programs (FY 1998)

#### Region 1 - Panhandle Plains

| County                   | City          | Program Provider                               | Program Name  |
|--------------------------|---------------|--|---|
| <b>1st Year Programs</b> |               |  |   |
| Coleman                  | Coleman       | Central Texas Opportunities, Inc.              | Parenting Opportunity Program                                     |
| Hale                     | Plainview     | Methodist Hospital Plainview                   | Bright Futures for Little Angels                                  |
| Hale                     | Plainview     | Wee Care Child Center                          | Practical Parent Education  |
| Wichita                  | Electra       | Electra Independent School District            | HELP Family Outreach Collaboration                                |
| Wichita                  | Wichita Falls | Child Care, Inc.                               | FAMILY TEAM   |
| <b>2nd Year Programs</b> |               |  |   |
| Crosby                   | Ralls         | Ralls Independent School District              | G.I.F.T.  |
| Deaf Smith               | Hereford      | Deaf Smith Home Care                           | Project ASAP  |
| Deaf Smith               | Hereford      | Hereford Independent School District           | The Successful Family   |
| Lubbock                  | Lubbock       | Buckner Children and Family Services           | ABC's For Parents   |
| Lubbock                  | Lubbock       | Trinity Christian Counseling Center            | Helping Hands   |
| <b>3rd Year Programs</b> |               |  |   |
| Potter                   | Amarillo      | Family Support Services                        | Practical Parenting in the Workplace and Non-Traditional Settings |
| Potter                   | Amarillo      | Maverick Boys and Girls Club of Amarillo, Inc. | Reach   |
| Scurry                   | Snyder        | Snyder Independent School District             | The Safe Child Program  |

#### Region 2 - Prairies & Lakes

| County                   | City        | Program Provider                               | Program Name   |
|--------------------------|-------------|--|--|
| <b>1st Year Programs</b> |             |  |  |
| Gonzales                 | Gonzales    | Gonzales County Hospital District              | Extended PRIDE                                       |
| Lamar                    | Paris       | Family Haven Crisis and Resource Center, Inc.  | The PRIDE of Lamar County                            |
| Lamar                    | Paris       | Child Abuse Prevention Project                 | Nine Months PLUS                                     |
| Lamar                    | Paris       | CHANCE, Inc.                                   | CHANCE Family PRIDE Program                          |
| <b>2nd Year Programs</b> |             |  |  |
| Dallas                   | Dallas      | Dallas Children's Advocacy Center              | East Dallas Community Connection                     |
| Red River                | Clarksville | Red River County Special Education Cooperative | Red River County PRIDE                               |
| <b>3rd Year Program</b>  |             |  |  |
| Bell                     | Temple      | Family Outreach of East Bell County            | Children's Trust Fund Parent-Child Education Program |

**Region 3 - Piney Woods**

| County                   | City         | Program Provider  | Program Name   |
|--------------------------|--------------|---|--|
| <b>1st Year Programs</b> |              |   |  |
| Cass                     | Linden       | Cass County   | Building Healthy Families                                |
| Henderson                | Athens       | Dogs Against Drugs, Inc. DBA:<br>Positive Alternatives Programs | Challenge Program  |
| Nacogdoches              | Nacogdoches  | Boys and Girls Club of Deep East Texas, Inc.                    | Nacogdoches Cares  |
| Nacogdoches              | Nacogdoches  | Nacogdoches Community Coalition                                 | Family Affair  |
| <b>2nd Year Programs</b> |              |   |  |
| Cherokee                 | Jacksonville | Golden Harvest Church and Academy Center                        | Hearts Holding Hands                                     |
| Gregg                    | Longview     | Women's Center of East Texas                                    | VIP Challenge  |
| Trinity                  | Trinity      | Trinity Independent School District                             | Students Undertaking Real Parenting &<br>Survival Skills |

**Region 4 - Gulf Coast**

| County                   | City           | Program Provider   | Program Name   |
|--------------------------|----------------|--|--|
| <b>1st Year Programs</b> |                |  |  |
| Cameron                  | Brownsville    | One Border Foundation  | Mano A Mano  |
| Wharton                  | Wharton        | Wharton Independent School District                            | Parent Works   |
| <b>2nd Year Programs</b> |                |  |  |
| Nueces                   | Corpus Christi | Driscoll Children's Hospital                                   | Healthy Families Corpus Christi                            |
| Willacy                  | Lyford         | Lyford Consolidated Independent School<br>District Cooperative | Willacy County Family PRIDE                                |
| <b>3rd Year Programs</b> |                |  |  |
| Matagorda                | Van Vleck      | Van Vleck Independent School District                          | Parents in Partnership                                     |
| Jefferson                | Port Authur    | Port Arthur Independent School District                        | Nurturing Program for Teenage<br>Parents and their Parents |
| Jefferson                | Port Authur    | Port Arthur YMCA   | Parenting by Heart   |

**Region 5 - South Texas Plains**

| County                   | City       | Program Provider                             | Program Name           |
|--------------------------|------------|--|------------------------|
| <b>1st Year Programs</b> |            |  |                        |
| Bee                      | Beeville   | Beeville Independent School District         | Tyler L.I.F.T. Program |
| Brooks                   | Falfurrias | Brooks County Independent School<br>District | Reach Program          |
| Starr                    | McAllen    | Avance - Rio Grande Valley                   | Avance                 |
| <b>2nd Year Programs</b> |            |  |                        |
| Jim Wells                | Alice      | YMCA of the Coastal Bend                     | Primary Prevention     |

**Region 5 - South Texas Plains (cont.)**

| County                   | City   | Program Provider                          | Program Name                                |
|--------------------------|--------|---|---|
| <b>3rd Year Programs</b> |        |   |   |
| Webb                     | Laredo | Communities in Schools                    | Challenge                                   |
| Webb                     | Laredo | Gulf Coast Council, Boy Scouts of America | Youth Protection Program                    |
| Webb                     | Laredo | Mi Laredo: Goals for the '90s             | Family Development Home Instruction Program |

**Region 6 - Hill Country**

| County                   | City      | Program Provider                                | Program Name                                  |
|--------------------------|-----------|---|---|
| <b>1st Year Program</b>  |           |   |   |
| Kerr                     | Kerrville | K'STAR  | Enhanced Horizons                             |
| <b>2nd Year Programs</b> |           |   |   |
| Lampasas                 | San Saba  | Hill Country CAA - RSVP                         | EPIC  |
| Travis                   | Austin    | Austin Rape Crisis Center                       | KidSAFE Program                               |
| Travis                   | Austin    | Communities in Schools - Central Texas, Inc.    | Practical Parent Education Program            |
| <b>3rd Year Programs</b> |           |   |   |
| Uvalde                   | Uvalde    | Community Council of Southwest Texas, Inc.      | Prevention of Child Abuse and Neglect Program |
| Uvalde                   | Uvalde    | Uvalde Consolidated Independent School District | New Hope Family PRIDE Program                 |

**Region 7 - Big Bend Country**

| County                          | City     | Program Provider                           | Program Name                      |
|---------------------------------|----------|--|-----------------------------------|
| <b>2nd Year Program</b>         |          |  |                                   |
| Ward                            | Monahans | Ward Memorial Hospital                     | Family SEARCH                     |
| <b>3rd Year Programs</b>        |          |  |                                   |
| Brewster, Jeff Davis & Presidio | Alpine   | Family Crisis Center of the Big Bend, Inc. | Adventures in Parenting           |
| Ector                           | Odessa   | Medical Center Hospital                    | First Steps                       |
| El Paso                         | El Paso  | Child Crisis Center                        | Family PRIDE - Sweeten Kids Lives |

**Demonstration Projects**

| <b>County Served</b> | <b>Provider Location</b> | <b>Program Provider</b>                         | <b>Program Name</b>               |
|----------------------|--------------------------|---|-----------------------------------|
| Bell                 | Waco                     | Tejas Council of Camp Fire                      | Families Master Volunteer Program |
| Bexar                | San Antonio              | San Antonio Metropolitan Health District        | Healthy Steps for Young Children  |
| Cass                 | Longview                 | East Texas Area Council of Camp Fire            | Parents and Providers as Partners |
| Denton               | Denton                   | City of Denton, Community Development Office    | Denton Family Resource Center     |
| Ector                | Midland                  | Petro-Plains Council of Camp Fire               | Parents and Providers as Partners |
| El Paso              | El Paso                  | Child Crisis Center                             | El Paso Family Resource Center    |
| Potter/Randall       | Amarillo                 | Healthcare Professional Associates              | Healthy Steps for Young Children  |
| Smith                | Tyler                    | East Texas Children's Council for Mental Health | Cradle Rockers                    |
| Tarrant              | Fort Worth               | APPI, Inc.                                      | Project H.O.P.E.                  |
| Travis               | Austin                   | Texas CASA, Inc.                                | The Heartbeat Newsletter          |
| Travis               | Austin                   | Partners with Children and Families             | Texas Tots Newsletter             |

## 1998 Shaken Baby Syndrome Awareness Campaign Programs

### Region 1 - Panhandle Plains

| City          | Program Provider                          | Name                                    |
|---------------|---|---|
| Wichita Falls | Child Advocates                           | Janet Booher, Community Recruiter       |
| Amarillo      | Family Support Services                   | Charmaine Keller, Director of Education |
| San Angelo    | Giant Steps for Children, Inc.            | Rachel Barry, Executive Director        |
| Brownwood     | Parenting Coalition of Brown County, Inc. | Cathie Lehman, SBS Campaign Supervisor  |
| Snyder        | Scurry Community Services*                | LuAnn Grice                             |

### Region 2 - Prairies & Lakes

| City          | Program Provider   | Name  |
|---------------|--|---|
| Belton        | Central Texas Youth Services Bureau, Inc.                  | Keith Wallace, Executive Director               |
| Paris         | Child Abuse Prevention Project                             | Sharon Eubanks, Executive Director              |
| Grand Prairie | Children First, Inc. dba,<br>Children First Counseling     | Maxine Nobbman, Education Coordinator           |
| Dallas        | Dallas Children's Advocacy Center*                         | Sandra Cobb, Program Coordinator                |
| Dallas        | Education and Social Services at<br>Townview Magnet School | Carey Martin, Child Related Cluster Coordinator |
| Lockhart      | Lockhart ISD   | Joan Schlaht, Assistant Director                |
| Dallas        | Dallas County Hospital District                            | Leslie Malone, SIDS Program Manager             |
| Waco          | Tejas Council of Camp Fire Boys & Girls, Inc.              | Pat McKee, Executive Director                   |

### Region 3 - Piney Woods

| City       | Program Provider | Name                                   |
|------------|------------------|--|
| Huntsville | Huntsville ISD   | Linda Bone, Teen Parenting Coordinator |

### Region 4 - Gulf Coast

| City    | Program Provider                     | Name                          |
|---------|--------------------------------------|-------------------------------|
| Houston | Rusk School Health Promotion Project | Odilia Mendez, Child Advocate |

### Region 5 - South Texas Plains

| City        | Program Provider | Name                                   |
|-------------|------------------|--|
| San Antonio | Any Baby Can     | Marian Sokol, State Executive Director |

\* First CTF funded Shaken Baby Syndrome

**Region 6 - Hill Country**

| <b>City</b> | <b>Program Provider</b>                      | <b>Name</b>  |
|-------------|--|--|
| Austin      | Austin Travis County Health & Human Services | Rick Schwertfeger, Supervisor, Chronic Disease & Injury Prevention |
| Uvalde      | Community Council of Southwest Texas, Inc.   | Cindy Rodriqueaz, Director of Elderly Services                     |
| Georgetown  | Williamson County & Cities Health District   | Margie Tripp, Public Health Supervisor                             |

**Region 7 - Big Bend Country**

| <b>City</b>   | <b>Program Provider</b> | <b>Name</b>                           |
|---------------|-------------------------|---------------------------------------|
| El Paso       | Child Crisis Center*    | Deborah Benedict, Program Coordinator |
| Fort Stockton | Fort Stockton ISD       | Faye Johnson, Principal, Butz School  |

\* First CTF funded Shaken Baby Syndrome

**START SMART Program****Region 1 - Panhandle Plains**

| City    | Program Provider           | Name          |
|---------|----------------------------|---------------|
| Lubbock | Y.W.C.A.                   | Betty Wheeler |
| Snyder  | Snyder Boys and Girls Club | Jack McGloawn |

**Region 2 - Prairies & Lakes**

| City   | Program Provider                   | Name            |
|--------|------------------------------------|-----------------|
| Paris  | City of Paris Parks and Recreation | Terry Townsend  |
| Dallas | Harry Stone Recreation Center      | MaryJo Sykes    |
| Temple | Lutheran School                    | Yolanda Medrano |

**Region 3 - Piney Woods**

| City        | Program Provider                     | Name          |
|-------------|--------------------------------------|---------------|
| Lubbock     | Y.W.C.A. of Lubbock                  | Betty Wheeler |
| Longview    | Longview Drug Task Force             | Pat Terrell   |
| Trinity     | D.W. Memorial Baptist Church         | Kent Barlow   |
| Nacogdoches | Boys & Girls Club of Deep East Texas | Michael Rice  |

**Region 4 - Gulf Coast**

| City        | Program Provider                 | Name                 |
|-------------|----------------------------------|----------------------|
| Bay City    | Bay City Community Center        | Cheryl Shufflebarger |
| Robstown    | Robstown Senior Community Center | JoAnn Patillo        |
| Port Arthur | Port Arthur YMCA                 | Becky Lamb           |

**Region 5 - South Texas Plains**

| City           | Program Provider                | Name           |
|----------------|---------------------------------|----------------|
| Laredo         | K Jarver Recreation Center      | A. J. Lucero   |
| Corpus Christi | Boys and Girls Club of Capehart | Dan Thomas     |
| Alice          | Boys and Girls Club of Alice    | Rick DelBosque |

**Region 6 - Hill Country**

| City     | Program Provider                     | Name            |
|----------|--------------------------------------|-----------------|
| Del Rio  | Del Rio Pard Facility                | Rafael Castillo |
| Austin   | Widen Elementary School              | Shirley Kelly   |
| Lampasas | City of Lampasas Recreation Facility | Sonja Morris    |

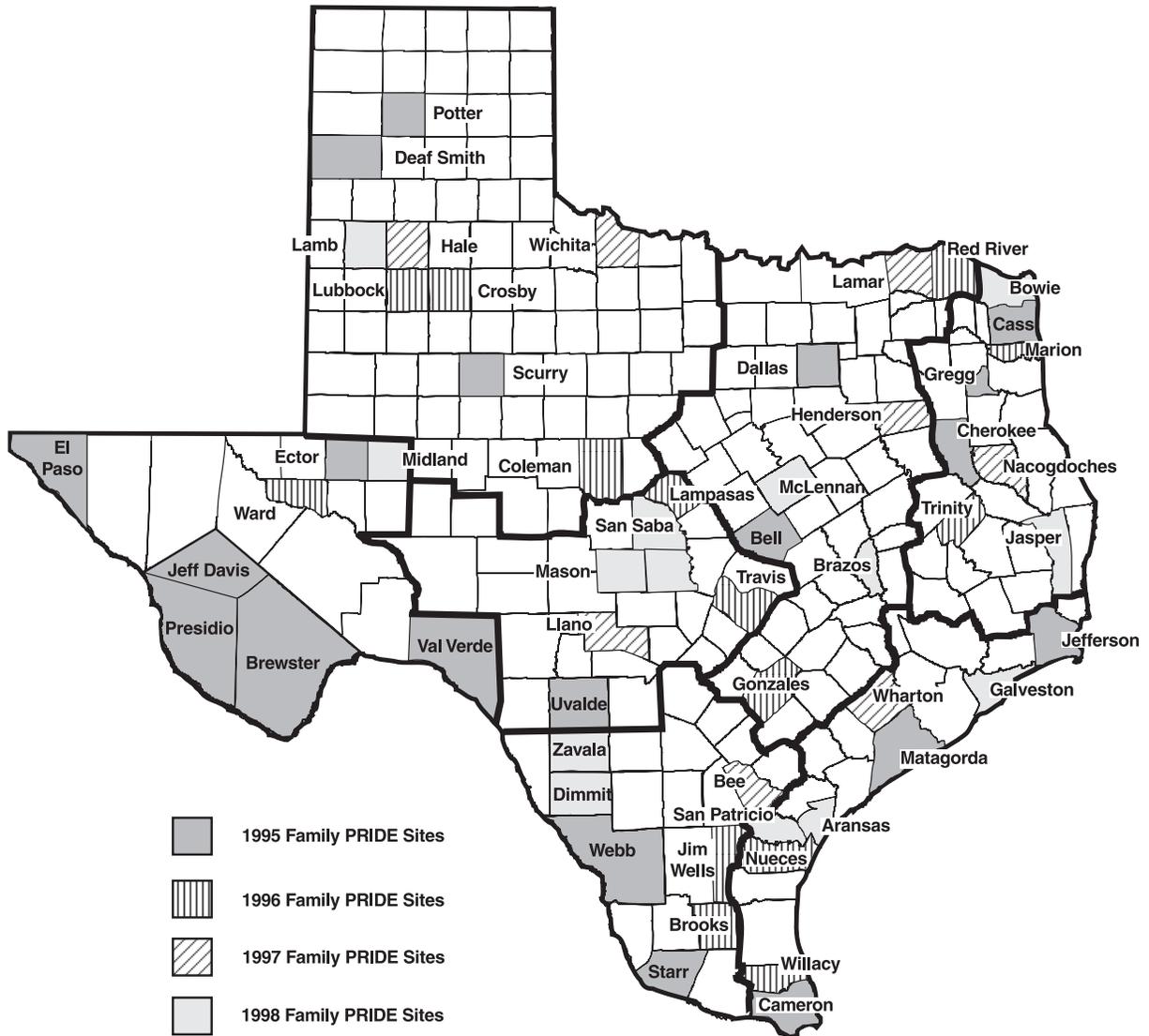
**Region 7 - Big Bend Country**

| City     | Program Provider      | Name           |
|----------|-----------------------|----------------|
| Monahans | Dan D. Morriss        | Andrea Morriss |
| El Paso  | Northeast Family YMCA | Earle Meyers   |



## Appendix B

### Children's Trust Fund 1995 - 1998 Family PRIDE Sites





**CHILDREN'S TRUST FUND OF  
TEXAS COUNCIL**

**Report prepared by:**

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