

**TABLE OF CONTENTS** 

- I. Key Functions, Powers, and Duties .....
- II. History and Major Events .....
- III. Policymaking Structure .....
- IV. Funding .....
- V. Organization .....
- VI. Guide to Agency Programs .....
- VII. Agency Performance Evaluation .....
- VIII. 76th Legislative Session Chart .....
- IX. Policy Issues .....
- X. Comments .....

## Texas Interagency Council for The Homeless Self-Evaluation Report

### I. **Key Functions, Powers, and Duties**

Please provide the following information about the overall operations of the agency. More detailed information about individual programs will be requested in a later section.

<b>A. Provide an overview of the agency's mission, key functions, powers, and duties. Specify which duties are statutory.</b>
---

The 71<sup>st</sup> Legislature created the Interagency Council for Services for the Homeless as a subcommittee to the Health and Human Services Council. Its purpose is to assemble representatives from all state agencies that serve the homeless, thereby improving coordination of services and resources statewide. The Council functions in an advisory capacity. The council members' agencies also collaborate on specific projects to serve Texas' homeless population. HB 2473 created the Council. SB465 further defined the Council's duties. The statutory duties are as follows:

- survey current resources for services for the homeless in the state
- initiate an evaluation of the current and future needs for the services
- assist in coordinating and providing statewide services for all homeless persons in the state
- increase the flow of information among separate providers and appropriation authorities
- develop guidelines to monitor the provision of services for the homeless and the methods of service delivery

The Interagency Council for Services to the Homeless was also charged with reporting to the 72<sup>nd</sup> Legislature with recommendations for improvements to the present system of providing services for the homeless. This report was submitted February 1991.

In addition, the Council is to submit an annual progress report to the governing bodies of the agencies represented on the council. The Council has chosen to submit monthly progress reports in the form of the monthly minutes of Council meetings.

The Interagency Council for Services to the Homeless was also charged with reporting to the 72<sup>nd</sup> Legislature with recommendations for improvements to the present system of providing services for the homeless. This report was submitted February 1991.

HB 2473 also states that the Texas Department of Community affairs shall establish a transitional housing pilot program in four areas of the state if funds are available. The program is to address the needs of homeless persons for:

- Interim housing
- Health services
- Literacy training
- Job training
- Family counseling
- Credit counseling

- Other services that will stop and prevent homelessness

The Council must meet at least four times each year.

The Council elects a Chair annually.

**B. Does the agency's enabling law correctly reflect the agency's mission, key functions, powers, and duties?**

The enabling law defines the mission and functions of the Council.

**C. Please explain why these functions are needed. Are any of these functions required by federal law?**

The number of persons who are homeless or at-risk of becoming homeless in Texas is greater than the resources available to house them. A collaborative planning group such as the Council allows the state to stretch available resources to serve more people. The agencies involved in the Council bring their own local contacts to the table in the form of branch offices, contractors and grantees. Combined, the Council provides a multi-faceted picture of needs for homeless services and the resources to respond to those needs.

Currently, an additional benefit is that the Council functions without a budget of its own. The Texas Department of Housing and Community Affairs supplies clerical support.

Stewart B. McKinney Homeless Assistance Act provides services for persons who are homeless or at-risk of becoming homeless. The Texas Department of Housing and community Affairs administers the funds from the Stewart B. McKinney Act.

**D. In general, how do other states carry out similar functions?**

There are numerous states with similar councils whose task is to help coordinate homeless services.

**E. Describe any major agency functions that are outsourced.**

Not applicable.

**F. Discuss anticipated changes in federal law and outstanding court cases as they impact the agency's key functions.**

Not applicable.

**G. Please fill in the following chart, listing citations for all state and federal statutes that grant authority to or otherwise significantly impact the agency.** Do not include general state statutes that apply to all agencies, such as the Open Records Act, the Open Meetings Act, or the Administrative Procedure and Texas Register Act. Provide the same information for Attorney General opinions from FY 1995 - 1999, or earlier significant Attorney General opinions, that affect the agency's operations.

(Agency Name) Exhibit 1: Statutes/Attorney General Opinions	
Statutes	
Citation/Title	Authority/Impact on Agency (e.g., "provides authority to license and regulate nursing home administrators")
HB 2473	Mandates the creation of the Council.
SB 465	Relates to the composition, powers, duties and change of the name to the Interagency Council for Services to the Homeless.
Chapter 2307	Names Texas Department of Housing and Community Affairs as the entity that provides clerical and advisory staff to the Council.
Attorney General Opinions	
Attorney General Opinion No.	Impact on Agency
<b>Not Applicable.</b>	

**H. Please fill in the following chart:**

(Agency Name) Exhibit 2: Agency Contacts			
	Name	Address	Telephone Number Fax Number

			E-mail Address
<b>Chairman of Texas Interagency Council for the Homeless</b>	Robert Martindale	San Antonio Metropolitan Ministry 301 S. Frio, Suite 260 San Antonio, Texas 78207-4424	210/220-1240  <a href="mailto:ram@samm.org">ram@samm.org</a>
<b>Agency's Sunset Liaison</b>	E.E. Fariss	TDHCA P.O. Box 13941 Austin, Texas 78704	512/475-3897 FAX 512/475-3539 <a href="mailto:Efariss@tdhca.state.tx.us">Efariss@tdhca.state.tx.us</a>

## II. History and Major Events

**Provide a timeline discussion of the agency's history, briefly describing the key events in the development of the agency, including:**

- the date the agency was established;
- the original purpose and responsibilities of the agency;
- major changes in responsibilities or statutory authority;
- agency/policymaking body name and composition changes;
- the impact of state/federal legislation, mandates, and funding;
- the impact of significant state/federal litigation that specifically affects the agency's operations; and
- key organizational events and areas of change and impact on the agency's organization (e.g., a major reorganization of the agency's divisions or program areas).

See History and Major Events Examples or [click here to link directly to the examples](#).

The 71<sup>st</sup> Legislature created the Interagency Council for Services for the Homeless as a subcommittee to the Health and Human Services Council. Its purpose is to assemble representatives from all state agencies that serve the homeless, thereby improving coordination of services and resources statewide. The Council functions in an advisory capacity. The council members' agencies also collaborate on specific projects to serve Texas' homeless population. HB 2473 created the Council. SB465 further defined the Council's duties. The statutory duties are as follows:

- survey current resources for services for the homeless in the state
- initiate an evaluation of the current and future needs for the services
- assist in coordinating and providing statewide services for all homeless persons in the state
- increase the flow of information among separate providers and appropriation authorities

- develop guidelines to monitor the provision of services for the homeless and the methods of service delivery

The Interagency Council for Services to the Homeless was also charged with reporting to the 72<sup>nd</sup> Legislature with recommendations for improvements to the present system of providing services for the homeless. This report was submitted February 1991.

In addition, the Council is to submit an annual progress report to the governing bodies of the agencies represented on the council. The Council has chosen to submit monthly progress reports in the form of the monthly minutes of Council meetings.

The Interagency Council for Services to the Homeless was also charged with reporting to the 72<sup>nd</sup> Legislature with recommendations for improvements to the present system of providing services for the homeless. This report was submitted February 1991.

HB 2473 also states that the Texas Department of Community affairs shall establish a transitional housing pilot program in four areas of the state if funds are available. The program is to address the needs of homeless persons for:

- Interim housing
- Health services
- Literacy training
- Job training
- Family counseling
- Credit counseling
- Other services that will stop and prevent homelessness

The Council must meet at least four times each year.

The Council elects a Chair annually.

### III. Policymaking Structure

**A. Please complete the following chart:**

(Agency Name) Exhibit 3: Policymaking Body				
Member Name	Term/ Appointment Dates/ Appointed by ____ (e.g., Governor, Lt. Governor, Speaker)	Qualification (e.g., public member, industry representative)	Address	Telephone Number Fax Number E-mail Address

Not applicable.				
-----------------	--	--	--	--

**B. How is the chair of the policymaking body appointed?**

There is no policy-making body. The Council elects a chair every year.

**C. Describe the primary role and responsibilities of the policymaking body.**

The council is not a policy-making body and has no policy-making body.

**D. List any special circumstances or unique features about the policymaking body or its responsibilities.**

Not applicable.

**E. In general, how often does the policymaking body meet? How many times did it meet in FY 1998? in FY 1999?**

The Council meets quarterly but it is not a policy-making body and has no policy-making body.

**F. What type of training do the agency's policymaking body members receive?**

Not applicable.

**G. Does the agency have policies that describe the respective roles of the policymaking body and agency staff in running the agency? If so, please describe these policies.**

Not applicable.

**H. If the policymaking body uses subcommittees or advisory committees to carry out its duties, please fill in the following chart. See Exhibit 4 Example or [click here to link directly to the example.](#)**

(Agency Name)			
Exhibit 4: Subcommittees and Advisory Committees			
Name of Subcommittee or Advisory Committee	Size/Composition/How members are appointed	Purpose/Duties	Legal Basis for Committee
Not applicable.			

**I. How does the policymaking body obtain input from the public regarding issues under the jurisdiction of the agency? How is this input incorporated into the operations of the agency?**

Not applicable. The Council is not a policy-making body. The Council occasionally holds public hearings in various parts of the state to gather information useful to its members in administering programs.

**IV. Funding**

**A. Describe the agency’s process for determining budgetary needs and priorities.**

Not applicable. No budget.

**PLEASE FILL IN EACH OF THE CHARTS BELOW, USING EXACT DOLLAR AMOUNTS.**

**B. Show the agency’s sources of revenue. Please include all local, state, and federal sources. See Exhibit 5 Example or [click here to link directly to the example](#).**

(Agency Name) Exhibit 5: Sources of Revenue — Fiscal Year 1998 (Actual)	
Source	Amount
Does not apply. No budget.	
<b>TOTAL</b>	

**C. If you receive funds from multiple federal programs, show the types of federal funding sources. See Exhibit 6 Example or [click here to link directly to the example](#).**

Not applicable.

(Agency Name) Exhibit 6: Federal Funds — Fiscal Year 1998 (Actual)				
Type of Fund	State/Federal Match Ratio	State Share	Federal Share	Total Funding



None				
<b>TOTAL</b>				

**D. Show the agency’s expenditures by strategy. See Exhibit 7 Example or [click here to link directly to the example.](#)**

No budget. No expenditures.

(Agency Name) Exhibit 7: Expenditures by Strategy — Fiscal Year 1998 (Actual)	
Goal/Strategy	Amount
None.	
<b>GRAND TOTAL:</b>	

**E. Show the agency’s expenditures and FTEs by program. See Exhibit 8 Example or [click here to link directly to the example.](#)**

(Agency Name) Exhibit 8: Expenditures and FTEs by Program — Fiscal Year 1998 (Actual)					
Program	Budgeted FTEs, FY 1998	Actual FTEs as of August 31, 1998	Federal Funds Expended	State Funds Expended	Total Actual Expenditures
None.					
<b>TOTAL</b>					

**F. If applicable, please provide information on fees collected by the agency. See Exhibit 9 Example or [click here to link directly to the example.](#)**

(Agency Name) Exhibit 9: Fee Revenue and Statutory Fee Levels — Fiscal Year 1998				
Description/ Program/ Statutory Citation	Current Fee/ Statutory maximum	Number of persons or entities paying fee	Fee Revenu e	Where Fee Revenue is Deposited (e.g., General Revenue Fund)
None.				

G. Please fill in the following chart. See Exhibit 10 Example or [click here to link directly to the example.](#)

(Agency Name) Exhibit 10: Purchases from HUBs				
FISCAL YEAR 1996				
Category	Total \$ Spent	Total HUB \$ Spent	Percent	Statewide Goal
Heavy Construction				11.9%
Building Construction				26.1%
Special Trade				57.2%
Professional Services				20.0%
Other Services				33.0%
Commodities				12.6%
<b>TOTAL</b>	0	0	0	
FISCAL YEAR 1997				
Category	Total \$ Spent	Total HUB \$ Spent	Percent	Statewide Goal
Heavy Construction				11.9%
Building Construction				26.1%
Special Trade				57.2%
Professional Services				20.0%
Other Services				33.0%
Commodities				12.6%
<b>TOTAL</b>	0	0	0	
FISCAL YEAR 1998				
Category	Total \$ Spent	Total HUB \$ Spent	Percent	Statewide Goal
Heavy Construction				11.9%
Building Construction				26.1%

Special Trade				57.2%
Professional Services				20.0%
Other Services				33.0%
Commodities				12.6%
<b>TOTAL</b>	0	0	0	

**H. Does the agency have a HUB policy? How does the agency address performance shortfalls related to the policy?**

The Council has no budget and so makes no purchases.

**V. Organization**

**A. Please fill in the chart below. If applicable, list field or regional offices. See Exhibit 11 Example or [click here to link directly to the example.](#)**

(Agency Name) Exhibit 11: FTEs by Location — Fiscal Year 1998			
Headquarters, Region, or Field Office	Location	Number of Budgeted FTEs, FY 1998	Number of Actual FTEs as of August 31, 1998
TDHCA headquarters		0	0
<b>TOTAL</b>		0	0

**B. What was the agency’s FTE cap for FY 1998?**

Not applicable.

**C. How many temporary or contract employees did the agency have as of August 31, 1998?**

None.

D. Please fill in the chart below. See Exhibit 12 Example or [click here to link directly to the example](#).

(Agency Name)							
Exhibit 12: Equal Employment Opportunity Statistics							
FISCAL YEAR 1996							
Job Category	Total Positions	Minority Workforce Percentages					
		Black		Hispanic		Female	
		Agency	Civilian Labor Force %	Agency	Civilian Labor Force %	Agency	Civilian Labor Force %
Officials/Administration			5%		8%		26%
Professional			7%		7%		44%
Technical			13%		14%		41%
Protective Services			13%		18%		15%
Para-Professionals			25%		30%		55%
Administrative Support			16%		17%		84%
Skilled Craft			11%		20%		8%
Service/Maintenance			19%		32%		27%
(Agency Name)							
Exhibit 12: Equal Employment Opportunity Statistics (cont.)							
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			5%		8%		26%
Professional			7%		7%		44%
Technical			13%		14%		41%
Protective Services			13%		18%		15%
Para-Professionals			25%		30%		55%
Administrative Support			16%		17%		84%
Skilled Craft			11%		20%		8%
Service/Maintenance			19%		32%		27%
FISCAL YEAR 1998							

Job Category	Total Positions	Minority Workforce Percentages					
		Black		Hispanic		Female	
		Agency	Civilian Labor Force %	Agency	Civilian Labor Force %	Agency	Civilian Labor Force %
Officials/Administration			5%		8%		26%
Professional			7%		7%		44%
Technical			13%		14%		41%
Protective Services			13%		18%		15%
Para-Professionals			25%		30%		55%
Administrative Support			16%		17%		84%
Skilled Craft			11%		20%		8%
Service/Maintenance			19%		32%		27%

Not applicable.

**E. Does the agency have an equal employment opportunity policy? How does the agency address performance shortfalls related to the policy?**

## VI. Guide to Agency Programs

Please complete this section for each agency program (or each agency function, activity, or service). Copy and paste the question boxes as many times as needed to discuss each program. Please contact Sunset staff with any questions about applying this section to the agency.

**A. Please complete the following chart.**

**No programs. Does not apply.**

(Agency Name) Exhibit 13: Program Information — Fiscal Year 1998	
Name of Program	
Location/Division	
Contact Name	
Number of Budgeted FTEs, FY 1998	
Number of Actual FTEs as of August 31, 1998	

**B. What are the key services and functions of this program? Describe the major program activities involved in providing all services or functions.**

**Not Applicable**

**C. When and for what purpose was the program created? Describe any statutory or other requirements for this program.**

**Not Applicable**

**D. Describe any important history not included in the general agency history section, including a discussion of how the services or functions have changed from the original intent. Will there be a time when the mission will be accomplished and the program will no longer be needed?**

**Not Applicable**

**E. Describe who this program serves. How many people or entities are served? List any qualifications or eligibility requirements for receiving services or benefits.**

**Not applicable.**

**F. Describe how the program is administered. Include flowcharts, timelines, or other illustrations as necessary. List any field or regional services.**

**Not applicable.**

**G. If the program works with local units of government, (e.g., Councils of Governments, Soil and Water Conservation Districts), please include a brief, general description of these entities and their relationship to the agency. Briefly discuss any memorandums of understanding (MOUs), interagency agreements, or interagency contracts.**

**Not applicable.**

**H. Identify all funding sources and amounts for the program, including federal grants and pass-through monies. Describe any funding formulas or funding conventions. For state funding sources, please specify (e.g., general revenue, appropriations rider, budget strategy, fees/dues).**

**Not applicable.**

**I. Are current and future funding resources appropriate to achieve program mission, goals, objectives, and performance targets? Explain.**

**Not applicable.**

**J. Identify any programs internal or external to the agency that provide identical or similar services or functions. Describe the similarities and differences.**

**Not applicable.**

**K. Discuss how the program is coordinating its activities to avoid duplication or conflict with the other programs listed in Question J and with the agency's customers.**

**Not applicable.**

**L. Please provide any additional information needed to gain a preliminary understanding of the program.**

**Not applicable.**

**M. Regulatory programs relate to the licensing, registration, certification, or permitting of a person, business, or other entity. If this is a regulatory program, please describe:**

- why the regulation is needed;
- the scope of, and procedures for, inspections or audits of regulated entities;
- follow-up activities conducted when non-compliance is identified;
- sanctions available to the agency to ensure compliance; and

procedures for handling consumer/public complaints against regulated entities.

**Not applicable.**

**N. Please fill in the following chart for each regulatory program. The chart headings may be changed if needed to better reflect the agency's practices.**

**Not applicable.**

(Agency Name) (Regulatory Program Name) <b>Exhibit 14: Complaints Against Regulated Entities – Fiscal Years 1997 and 1998</b>		
	FY 1997	FY 1998
Number of complaints received		
Number of complaints resolved		
Number of complaints dropped/found to be without merit		
Number of sanctions		
Number of complaints pending from prior years		
Average time period for resolution of a complaint		



Number of entities inspected or audited by the agency		
Total number of entities regulated by the agency		

## VII. Agency Performance Evaluation

### A. What are the agency's most significant accomplishments?

- (1) "Moving Beyond the Gray Zone" ( a report of recommendations regarding services for the homeless) presented to the 72<sup>nd</sup> Legislature.
- (2) Follow-up report provided to the 73<sup>rd</sup> Legislature.
- (3) Initiated the development of the Homeless Resource Center at the Texas Homeless Network.
- (4) Council member agencies (TDHCA, TDMHMR, Office of the Comptroller) provided initial funding and ongoing funding to continue support of the Homeless Resource Center.
- (5) South Texas Project, funded by TDHCA (HOME and ESGP) and TDMHMR (PATH) created the Valley Coalition for the Homeless and instituted a continuum of care including outreach, emergency shelter, enhanced services, case management, and subsidized housing.
- (6) Consolidated Homeless application project in Hidalgo and Nueces counties.
- (7) Consolidated Homeless application Technical Assistance workshops funded by TDHCA and Enterprise Foundation

### B. Describe the internal process used to evaluate agency performance, including how often performance is formally evaluated and how the resulting information is used by the policymaking body, management, the public, and customers.

Not applicable.

### C. What are the agency's biggest opportunities for improvement?

In the ten years of existence of the Council, only three or four agencies have played an active role in providing services to homeless persons and interacting with other council agencies to increase services for homeless persons. Obviously, homeless services would be improved with active participation of all agencies beyond simply attending meetings. In addition, the council could stimulate the development of more services for homeless persons in Texas if the Council was provided with a source of funding. For example, in the Council's enabling legislation Section 2307.006 describes a transitional housing pilot program that could be implemented if funds were available. However, the current membership exhibits a renewed interest in carrying out the purpose and objectives of the Council.

**D. How does the agency ensure its functions do not duplicate those of other entities?**

The Council is not an agency and all agencies with any responsibility for serving homeless persons are represented in the Council.

**E. Are there any other entities that could perform any of the agency's functions?**

No

**F. What process does the agency use to determine customer satisfaction and how does the agency use this information?**

Not applicable.

**G. Describe the agency's process for handling complaints against the agency, including the maintenance of complaint files and procedures for keeping parties informed about the process. If the agency has a division or office, such as an ombudsman, for tracking and resolving complaints from the public or other entities, please provide a description.**

Not applicable.

**H. Please fill in the following chart. The chart headings may be changed if needed to better reflect the agency's practices.**

Not applicable.

(Agency Name)		
Exhibit 15: Complaints Against the Agency – Fiscal Years 1997 and 1998		
	FY 1997	FY 1998
Number of complaints received		
Number of complaints resolved		
Number of complaints dropped/found to be without merit		
Number of complaints pending from prior years		

Average time period for resolution of a complaint		
---	--	--

**I. What process does the agency use to respond to requests under the Public Information (Open Records) Act?**

**Not applicable.**

**J. Please fill in the following chart:**

(Agency Name) <b>Exhibit 16: Contacts</b>		
<b>INTEREST GROUPS</b> (groups affected by agency actions or that represent others served by or affected by agency actions)		
<b>Group or Association Name/ Contact Person</b>	<b>Address</b>	<b>Telephone Number Fax Number E-mail Address</b>
<b>INTERAGENCY, STATE, OR NATIONAL ASSOCIATIONS</b> (that serve as an information clearinghouse or regularly interact with the agency)		
<b>Group or Association Name/ Contact Person</b>	<b>Address</b>	<b>Telephone Number Fax Number E-mail Address</b>
<b>LIAISONS AT OTHER STATE AGENCIES</b> (with which the agency maintains an ongoing relationship, e.g., the agency's assigned analyst at the Legislative Budget Board, or attorney at the Attorney General's office)		
<b>Agency Name/ Relationship/ Contact Person</b>	<b>Address</b>	<b>Telephone Number Fax Number E-mail Address</b>

**Not Applicable. See Membership List.**

**VIII. 76th Legislative Session Chart**

Fill in the chart below or attach information if it is already available in an agency-developed format. In addition to summarizing the key provisions, please provide the intent of the legislation. For example, if a bill establishes a new regulatory program, please explain why the new program is necessary (e.g., to address specific health and safety concerns, or to meet federal mandates). For bills that did not pass, please briefly explain the issues that resulted in failure of the bill to pass (e.g., opposition to a new fee, or high cost of implementation). See Exhibit 17 Example or [click here to link directly to the example](#).

(Agency Name)		
Exhibit 17: 76th Legislative Session Chart		
Legislation Enacted in the 76th Legislative Session		
Bill Number	Author	Summary of Key Provisions/Intent
None		
Legislation Not Passed in the 76th Legislative Session		
Bill Number	Author	Summary of Key Provisions/Intent/Reason the Bill did not Pass
None		

## IX. Policy Issues

The purpose of this section is to briefly describe any potential policy issues that would help the agency operate better and improve service delivery. This section is intended to give the Sunset Commission a basic understanding of the issues so staff can develop more information during our detailed research on the agency. Some questions to ask in preparing this section may include: (1) How can the agency do a better job in meeting the needs of clients or in achieving agency goals? (2) What barriers exist that limit the agency's ability to get the job done?

Emphasis should be given to major policy issues and issues appropriate for resolution through changes in state law. Issues related to funding or actions by other governmental entities (federal, local, quasi-governmental, etc.) may be included, but the Sunset Commission has no authority in the appropriations process or with other units of government. If these types of issues are included, the focus should be on solutions which can be enacted in state law. Focus should also be given to areas where the agency can improve its interaction with other state agencies.

The policy issues presented should not be limited to issues the agency supports, and inclusion of issues in this document will not be interpreted as an endorsement by the agency.

This section contains three components:

1. Brief Description of Issue. Often, the issue is best presented as a question, e.g., “Should the agency be required to . . . ?”
2. Discussion. Include enough background information to give context for the issue. Information helpful in building context includes:
  - What is the general scope of the issue?
  - What is the agency’s authority (statutory or other) related to the issue?
  - What is the current practice or situation related to the issue?
  - Any previous legislative action related to the issue?
3. Possible Solutions and Impact. Provide specific recommendations to solve the problem. Keep in mind each issue may have multiple and/or competing solutions. Feel free to include a more detailed discussion of each proposed solution. This section should also include the impact of the proposed solution, including:
  - Will the proposed change impact any entities or interest groups?
  - How will the performance of the agency be impacted by the proposed change?
  - What are the benefits of the recommended change?
  - What are the possible drawbacks of the recommended change?
  - What is the fiscal impact of the proposed change?

Please complete this section for each policy issue. Copy and paste boxes A through C as many times as needed to discuss each issue. See Policy Issue Example or [click here to link directly to the example](#).

#### **A. Brief Description of Issue**

The issue is that homelessness persists in Texas. In spite of public and private efforts to alleviate the situation, many Texans remain homeless or in danger of becoming homeless. The reasons for homelessness Much of the text in the following paragraphs is drawn from a draft Homeless Policy Statement created by the Texas Interagency Council for the Homeless.

#### **Reasons for Homelessness**

Homelessness deprives Texas and its communities of the rich contributions that citizens can make to the community. Research on the homeless population in Texas indicates that persons become homeless in Texas for a number of reasons including domestic violence, chronic disability, and sudden economic change such as unemployment. Affordable housing and home ownership is often out of reach in many areas in Texas.

#### **B. Discussion**

## Resources for Homelessness

Comprehensive programs that target the reasons for becoming homeless, rather than programs that only provide temporary relief, most effectively serve homeless persons in Texas. These programs should include alcohol and substance abuse treatment programs for homeless and low income individuals; programs for both victims and perpetrators of domestic violence; aggressive enforcement of child support and fair housing laws; programs which provide ample transitional and supportive housing; programs which provide assistance to homeless individuals seeking employment; physical and behavioral health services for Texans with disabilities; and a housing development environment which creates incentives for the creation of affordable housing.

## Addressing Homelessness in Texas

The State of Texas uses five major strategies to address the issue of homelessness:

- Development of affordable and accessible housing;
- Collaborative efforts among state agencies and at the local level to prevent and alleviate homelessness;
- Provision of effective prevention activities, including emergency assistance for working families;
- Provision of targeted and effective employment and support services to people who have become homeless; and
- Programs which seek to restore the ability of persons with disabilities to function and live rich and fulfilling lives.

## C. Possible Solutions and Impact

### Vision Statement

“ The State of Texas promotes individual responsibility and equal opportunity and for all citizens. Homelessness is not tolerated or ignored. Homelessness is addressed through effective prevention strategies. When homelessness occurs, people are assisted by their communities in a timely way, with housing, employment opportunities, services, and supports that meet their needs and provide permanent solutions to homelessness.

Texas supports its communities in addressing the needs of its homeless citizens. At the community level, local government, nonprofit organizations, business, faith-based organizations, and volunteers must all collaborate in the effort to address the needs of homeless families and individuals. Through coordinated resources and committed collaboration at the state and local level, families and individuals that are homeless can receive the support they need to again become independent and productive community citizens. The result of this team effort will be a Texas where everyone who

wants the opportunity to restore his or her life to one of self-sufficiency will have that opportunity. Working together with homeless individuals and families, Texas and its communities can provide the opportunities that allow them to attain the quality of life that must be available to all the citizens in the great state of Texas.

## **X. Comments**

Please provide any additional information needed to gain a preliminary understanding of the agency.

## ***ATTACHMENTS***

---

Please submit the following supplemental data or documents with the hard copy of the Self-Evaluation Report. Please label each attachment with its number (e.g., Attachment 1).

<b>Attachments Relating to Key Functions, Powers, and Duties</b>
--



1. A **copy** of the agency's enabling statute. If the enabling statute is too burdensome to attach, explain and list the citation of the statute.
2. A **copy** of each annual report published by the agency from FY 1995 - 1999.
3. A **copy** of each internal or external newsletter published by the agency from FY 1998 - 1999.
4. A **list** of publications and brochures describing the agency.
5. A **list** of studies that the agency is required to do by legislation or riders adopted in the 76th Legislative Session.

#### **Attachments Relating to Policymaking Structure**

6. Biographical information (e.g, education, employment, affiliations, honors) or resumes of all policymaking body members. See Attachment 6 Example or [click here to link directly to the example](#).
7. A **copy** of the agency's most recent rules, or an explanation that the rules are too burdensome to attach.

#### **Attachments Relating to Funding**

8. A **copy** of the agency's Legislative Appropriations Request for FY 2000-2001.
9. A **copy** of each annual financial report from FY 1996 - 1998.
10. A **copy** of each operating budget from FY 1996 - 1998.

#### **Attachments Relating to Organization**

11. An organizational chart of the agency that includes major divisions and programs, and that shows the number of FTEs in each division or program.
12. If applicable, a map to illustrate the regional boundaries, headquarters location, and field or regional office locations.

**Attachments Relating to Agency Performance Evaluation**

13. A **copy** of each quarterly performance report completed by the agency in FY 1997 - 1999.
14. A **copy** of any recent studies on the agency or any of its functions conducted by outside management consultants or academic institutions.
15. A **copy** of the agency's current internal audit plan.
16. A **list** of internal audit reports from FY 1995 - 1999 completed by or in progress at the agency.
17. A **list** of State Auditor reports from FY 1997 - 1999 that relate to the agency or any of its functions.
18. A **list** of legislative or interagency studies relating to the agency that are being performed during the current interim.
19. A **list** of studies from other states, the federal government, or national groups/associations that relate to or affect the agency or agencies with similar duties or functions.

## EXAMPLES

### History and Major Events Examples

#### Example 1

In 1849, the Texas Prison System receives its first inmate.

In 1913, the Texas probation system is established.

In 1927, the Prison Board, consisting of nine public members appointed by the Governor, is created to oversee Prison operations.

In 1936, the Board of Pardons and Paroles is established via constitutional amendment.

In 1957, the Division of Parole Supervision is created to provide education to inmates lacking a high school diploma.

In 1972, Texas prison inmate David Ruiz files a petition in U.S. district court which claims prison conditions are unconstitutional. The court later consolidates similar inmate claims into the class action lawsuit styled *Ruiz v. Estelle*.

In 1977, the Texas Adult Probation Commission is created to promulgate standards for and distribute grant funding to local probation departments.

In 1980, federal district judge William Wayne Justice rules in favor of the plaintiffs in the *Ruiz* litigation, saying that the totality of the conditions in Texas prisons constitutes cruel and unusual punishment. The Fifth Circuit later upholds Justice's findings, although it does vacate some specific remedial actions ordered by the district court.

In 1982, the prison system for the first time temporarily refuses to accept new admissions, citing court-ordered space restrictions.

In 1983, the Board of Pardons and Paroles is established as a statutory state agency with the responsibility of approving and revoking paroles, determining conditions of release, issuing warrants for parole violators and supervising the parolee population. The Governor is removed from the parole process. Also in 1983, the Prison Management Act, which provides additional good time credits to inmates when the prison population reaches 95 percent of capacity, is enacted.

In 1985, attorneys for the *Ruiz* plaintiffs and the State agree to settle issues relating to overcrowding. The operational capacity of existing prisons is reduced by more than 6,000 beds, and the State agrees to operate prisons at not greater than 95 percent of capacity.

In 1987, population pressures again result in the prison system refusing to accept new inmates.

From 1987 through 1989, the prison system copes with overcrowding by frequently refusing to accept new admissions, triggering the Prison Management Act, and adopting a scheduled admissions formula which limits the number of inmates admitted from Texas counties.

Also in 1987, voters approve a \$500 million general obligation bond package (over \$400 million of the bond proceeds will be devoted to prison construction). In subsequent elections during the next six years voters will approve another \$2.5 billion in general obligation bonds, and most of the proceeds will finance additional prison construction.

In 1987, SB 251, 70th Legislature, authorizes the Department of Corrections to contract with private vendors for the operation of 2,000 minimum-security prison beds. Today TDCJ contracts with private vendors for nearly 15,000 secure beds in prisons, state jails, and various types of parole facilities.

In 1988, Nueces County challenges the State's refusal to accept all paper-ready inmates in district court. Other counties join the *Nueces* litigation or file separate lawsuits. State district courts would later rule in favor of the county plaintiffs.

In 1989, HB 2335, 71st Legislature, is enacted, which consolidates three separate agencies overseeing the prison, parole, and probation systems into the Texas Department of Criminal Justice. The bill also launches a new community corrections initiative which doubles the amount of state funding provided to local community supervision departments. Local probation departments are renamed "Community Supervision and Corrections Departments."

In 1991, federal judge James DeAnda holds the State partially responsible for overcrowding at the Harris County Jail. The State will ultimately be required to spend millions of dollars to transfer inmates from the jail and to pay court-imposed fines. The State will eventually recover some of the fine money once overcrowding is relieved.

In 1991, HB 93, 2nd CS, 72nd Legislature, provides the basis for settling the *Nueces* litigation. The State will temporarily make payments to counties housing paper-ready inmates, and will accept paper-ready inmates within 45 days beginning September 1, 1995. The same legislation authorizes TDCJ to launch the nation's largest substance abuse treatment program for offenders.

In 1992, the State enters into a final judgment in *Ruiz* which immediately adds 2,300 beds to prison capacity and allows Texas prisons to operate at 100 percent of capacity.

In 1993, SB 1067, 73rd Legislature, rewrites the Texas Penal Code to create a new class of property and drug crimes known as state jail felonies, while SB 532 creates the State Jail Division within TDCJ. State jails will house state jail felons and Institutional Division inmates who are awaiting transfer to the prison system. The Board of Pardons and Paroles also regains limited administrative authority.

In 1993, SB 378 creates the Correctional Managed Health Care Advisory Committee which assumes responsibility for the medical care of prison inmates. The Committee will eventually assume responsibility for the delivery of psychiatric services as well.

In 1994, the Department of Criminal Justice launches a 15,000 bed emergency construction program to relieve county jail overcrowding, and provides county governments with \$25 million which is used to construct approximately 6,700 local beds.

In 1995, HB 1433, 74th Legislature, allows the Board of Pardons and Paroles to prevent the release of an inmate to mandatory supervision. The bill applies only to inmates whose offense is committed on or after September 1, 1996.

In 1995, the Department of Criminal Justice accepts paper-ready inmates within 45 days of sentencing, thus complying with state law and the *Nueces* settlement.

In 1996, the Attorney General files a motion to terminate the *Ruiz* Final Judgment. The federal district court has yet to rule on the AG's motion.

## **Example 2**

- 1856** Texas Legislature established the first institution for persons with mental illness, located in Austin and named “State Lunatic Asylum.”
- 1915** Texas Legislature established the “State Colony for the Feebleminded,” now Austin State School. It was Texas’ first institution established solely for persons with mental retardation.
- 1919** The Legislature created the State Board of Control by consolidating 21 state agencies. The Board of Control performed the purchasing for and management of the state’s five asylums and charitable institutions.
- 1925** The Legislature removes the words “lunatic” and “insane” from the names of the state hospitals.
- 1942** The Board of Control initiated a program to reduce the waiting list of 1,400 persons seeking admission to state hospitals, most of whom were in jail, by increasing the number of beds per room and setting up beds in hallways and porches.
- 1945** Texas public schools began special education classes that included many children with mental retardation.
- 1949** The Legislature established a nine-member Board of Texas State Hospitals and Special Schools. Gov. Shivers invites media to tour the hospitals and requests the U.S. Public Health Service to survey the hospitals. Surveyors declare Texas hospitals fall further below American Psychiatric Association standards than every other state.
- 1957** The Texas Mental Health Code and Commitment of the Criminally Insane became law. The code defined mental illness and set up procedures for voluntary and involuntary commitment.
- 1963** The Federal Mental Retardation Facilities and Community Mental Health Centers Construction Act of 1963 provided matching grants to Texas for construction of community TDMHMR centers.
- 1965** House Bill 3 created TDMHMR and assigned to it most of the duties formerly belonging to the Board for Texas State Hospitals and Special Schools. House Bill 3 also authorized the creation of local boards of trustees to organize and administer community TDMHMR centers and set up guidelines for funding the centers.
- 1968** The Regional Programs Division of TDMHMR was created to develop community programs, particularly in rural areas.
- 1973** TDMHMR became responsible for licensing private mental hospitals.
- 1974** *Jenkins v. Cowley* (now *R.A.J. v. Gilbert*) class action lawsuit was filed on behalf of patients in state hospitals, alleging that the hospitals failed to provide adequate treatment in the least restrictive environment and that the hospitals were inadequately staffed.
- The *Lelsz v. Kavanagh* class action lawsuit was filed against the state schools to protect the rights of persons with mental retardation in state facilities, especially in regards to right to treatment and quality of life.
- 1981** A settlement agreement was reached in the *R.A.J.* litigation and approved by the Court. The Court created an *R.A.J.* review panel to monitor compliance with settlement.
- 1983** A Resolution and Settlement was signed by Plaintiffs and Defendants and approved by the Court in the *Lelsz* lawsuit.
- 1985** Senate Bill 633 changed the relationship between the Department and community service providers from a grant-in-aid arrangement to a contractual relationship.
- 1988** The Office of Children’s Mental Health Services was established.
- 1991** TDMHMR enters into a second settlement agreement in the *Lelsz* federal class action lawsuit.
- 1992** A new settlement agreement in the *R.A.J.* litigation was approved by the Court. This agreement included the Quality Services Oversight (QSO) System as the method for measuring TDMHMR’s compliance.

1995 *Lelsz* lawsuit is dismissed.

The Legislature passes H.B. 2377 which requires TDMHMR to implement a pilot project to study the authority structure for service delivery at the local and regional levels to clearly delineate between the roles of authority and provider.

1997 *R.A.J.* lawsuit is dismissed.

The Legislature passes HB 1734 which requires the Commissioner to appoint a committee to develop a plan with recommendations on the optimal number of authorities, the scope of the responsibilities to be delegated to local authorities, and the criteria by which local authorities shall be selected.

[Click here to return to the History and Major Events section.](#)

**Exhibit 4 Example**

<b>Agency XYZ</b>			
<b>Exhibit 4: Subcommittees and Advisory Committees</b>			
<b>Name of Subcommittee or Advisory Committee</b>	<b>Size/Composition/How members are appointed</b>	<b>Purpose/Duties</b>	<b>Legal Basis for Committee</b>
Advisory Committee on Agriculture	Five members including one Texas Board of Criminal Justice member, one faculty member of Texas A&M University with expertise in agriculture, and three public members. The Board appoints the board member, the faculty member, and two of the citizen members. The third citizen member is appointed by the Agriculture Commissioner.	Assists in keeping the Texas Department of Criminal Justice Agricultural Department abreast of current events and issues relating to agriculture.	Section 497.111, Government Code
Volunteer Fire Fighter Advisory Council	Nine members, with six appointed from a list supplied by the State Firemen's and Fire Marshals' Association; members include six volunteer fire fighters and three instructors of volunteer fire fighters.	Develops rules related to standards and education of volunteer fire fighters and departments.	N/A

[Click here to return to Exhibit 4.](#)

**Exhibit 5 Example**

**Agency XYZ**

<b>Exhibit 5: Sources of Revenue — Fiscal Year 1998</b>	
<b>Source</b>	<b>Amount</b>
General Revenue	\$491,339
Interagency Contracts	\$136,876
Appropriated Receipts	\$62,952
Federal Funds	\$1,913,737
<b>TOTAL</b>	<b>\$2,604,904</b>

[Click here to return to Exhibit 5.](#)

<b>Exhibit 6 Example</b>
--------------------------

<b>Agency XYZ</b>				
<b>Exhibit 6: Federal Funds — Fiscal Year 1998</b>				
<b>Type of Fund</b>	<b>State/Federal Match Ratio</b>	<b>State Share</b>	<b>Federal Share</b>	<b>Total Funding</b>
Title IV-A	20/80	\$40,000	\$160,000	\$200,000
Welfare-to-Work Grant	50/50	\$25,000	\$25,000	\$50,000
TANF Block Grant	33.4/66.6	\$33,400	\$66,600	\$100,000
<b>TOTAL</b>		<b>\$98,400</b>	<b>\$251,600</b>	<b>\$350,000</b>

[Click here to return to Exhibit 6.](#)

<b>Exhibit 7 Example</b>
--------------------------

<b>Agency XYZ</b>	
<b>Exhibit 7: Expenditures by Strategy — Fiscal Year 1998</b>	
<b>Goal/Strategy</b>	<b>Amount</b>
<b>Goal A: Provide Prison Diversions</b>	<b>Goal A: Total \$194,678,859</b>

Basic Supervision	\$93,469,231
Diversion Programs	\$56,249,562
Community Corrections	\$44,960,066
<b>Goal B: Special Needs Offenders</b>	<b>Goal B: Total \$4,358,763</b>
Special Needs Projects (TCOMI)	\$4,358,763
<b>Goal C: Indirect Administration</b>	<b>Goal C: Total \$54,786,567</b>
Central Administration	\$31,659,843
Information Resources	\$19,784,830
Other Support Services	\$3,341,894
<b>GRAND TOTAL:</b>	<b>\$253,824,189</b>

[Click here to return to Exhibit 7.](#)

**Exhibit 8 Example**

Agency XYZ					
Exhibit 8: Actual Expenditures and FTEs by Program — Fiscal Year 1998					
Program	Budgeted FTEs, FY 1998	Actual FTEs as of August 31, 1998	Federal Funds Expended	State Funds Expended	Total Actual Expenditures
Fraud Investigation	50	50	\$0	\$10,000	\$10,000
Internal Audit	10	10	\$0	\$5,000	\$5,000
Information Resources	25	20	\$5,000	\$10,000	\$15,000
<b>TOTAL</b>	<b>85</b>	<b>80</b>	<b>\$5,000</b>	<b>\$25,000</b>	<b>\$30,000</b>

[Click here to return to Exhibit 8.](#)

**Exhibit 9 Example**

Agency XYZ				
Exhibit 9 - Fee Revenue and Statutory Fee Levels — Fiscal Year 1998				
Description Program Statutory Citation	Current Fee/ Statutory maximum	Number of persons or entities paying fee	Fee Revenue	Where Fee Revenue is Deposited (e.g., general revenue fund)



Nursing Home Certification Long-term Care Section 12.016, Human Resources Code	\$75/\$75	2,000	\$150,000	Long-term Care Revolving Fund
Adult Day Care Registration Adult Protective Services Section 12.250, Human Resources Code	\$30/\$45	400	\$1,000	General Revenue Fund

[Click here to return to Exhibit 9.](#)

### Exhibit 10 Example

Agency XYZ				
Exhibit 10: Purchases from HUBs				
FISCAL YEAR 1996				
Category	Total \$ Spent	Total HUB \$ Spent	Percent	Statewide Goal
Heavy Construction	N/A	N/A	N/A	11.9%
Building Construction	\$5,497,251	\$1,450,541	26.4%	26.1%
Special Trade	\$962,843	\$233,881	24.3%	57.2%
Professional Services	\$536,852	\$210,368	39.2%	20.0%
Other Services	\$15,612,650	\$2,522,972	16.2%	33.0%
Commodities	\$35,562,417	\$5,347,278	15.0%	12.6%
<b>TOTAL</b>	<b>\$58,172,013</b>	<b>\$9,765,040</b>	<b>16.8%</b>	

[Click here to return to Exhibit 10.](#)

### Exhibit 11 Example

Agency XYZ			
Exhibit 11: FTEs by Location — Fiscal Year 1998			
Headquarters, Region, or Field Office	Location	Number of Budgeted FTEs, FY 1998	Number of Actual FTEs as of August 31, 1998
Central Headquarters	Austin	374	347

*Self-Evaluation Report*

Region I	Lubbock	207	201
----------	---------	-----	-----

Region II	Arlington	328	316
Region III	Houston	270	259
<b>TOTAL</b>		<b>1179</b>	<b>1123</b>

[Click here to return to Exhibit 11.](#)

**Exhibit 12 Example**

Agency XYZ							
Exhibit 12: Equal Employment Opportunity Statistics							
FISCAL YEAR 1996							
Job Category	Total Positions	Minority Workforce Percentages					
		Black		Hispanic		Female	
		Agency	Civilian Labor Force %	Agency	Civilian Labor Force %	Agency	Civilian Labor Force %
Officials/ Administration	8	13%	5%	5%	8%	63%	26%
Professional	102	12%	7%	7%	7%	75%	44%
Technical	7	0%	13%	13%	14%	43%	41%
Protective Services	N/A	N/A	13%	N/A	18%	N/A	15%
Para-Professionals	14	7%	25%	14%	30%	79%	55%
Administrative Support	34	12%	16%	26%	17%	97%	84%
Skilled Craft	N/A	N/A	11%	N/A	20%	N/A	8%
Service/Maintenance	N/A	N/A	19%	N/A	32%	N/A	27%

[Click here to return to Exhibit 12.](#)

**Exhibit 17 Example**

Agency XYZ		
Exhibit 17: 76th Legislative Session Chart		
Legislation Enacted in the 76th Legislative Session		
Bill Number	Author	Summary of Key Provisions/Intent
HB 3	Smith	Establishes a corporation to contract with private insurance carriers to offer low-cost health

		coverage for children who are not otherwise covered. Primary impact on the agency is the ability to use non-Medicaid Children’s Services funds to purchase coverage if it is cost-effective and would allow the child to retain the same level of benefits if it is cost-effective.
SB 97	Jones	Reinstates stalking law that had been held unconstitutional. The purpose is to address those issues ruled unconstitutional by the Texas Court of Criminal Appeals.
Legislation Not Passed in the 76th Legislative Session		
Bill Number	Author	Summary of Key Provisions/Intent/Reason the Bill did not Pass
HB 99	Doe	Created a state-funded disaster management fund to provide assistance when there was no federal declaration of a disaster. Both this bill and its companion, SB 265, were left pending in committee in each house of origin.
SB 1298	Roe	Would have allowed the separate licensing boards for practitioners who oversee persons who perform radiological testing to develop their own standards for those persons. Controversy over technology issues and questions about the separate standards kept this bill from getting out of the Senate.

[Click here to return to Exhibit 17.](#)

**Policy Issue Example**

**A. Brief Description of Issue**

Should the agency be allowed to reorganize its divisions?

**B. Discussion**

The Legislature created the agency in 1989 by merging three criminal justice agencies that became separate divisions specified in statute to represent prisons, probation, and parole. Since 1989, the Legislature has also established divisions in statute for state jails, programs and services, and internal audits.

The circumstances under which the Legislature established the agency's divisions in statute have changed so that it now confronts the pressures of fully integrating its functions to meet its goals as a unified criminal justice agency. Establishing the agency's divisions in statute prevents it from organizing to meet its needs.

### **C. Recommendation(s) and Impact**

Recommendation 1: Remove statutory provisions mandating the establishment of divisions within the agency and grant the Executive Director, subject to Board approval, the authority to establish and reorganize divisions within the agency.

Impact: This recommendation would allow agency leadership to organize the agency's divisions and employ personnel for effective administration and performance of agency functions. Instead of relying on the Legislature for structural changes, this more responsive approach would allow the Board and Executive Director to make such changes, with accountability to the Legislature for results. On the other hand, this recommendation could combine functions of some divisions which the Legislature intended to keep separate.

Recommendation 2: Provide for the Judicial Advisory Council to advise the Board and the Executive Director regarding the potential impact of possible reorganization.

Impact: This recommendation would allow the Judicial Advisory Council, which represents the views of the State's criminal court judges and Community Supervision and Corrections departments, to provide input to the Board and the Executive Director regarding the potential effect of proposed agency organizational changes on these local entities. However, the Executive Director and Board could still make changes that adversely affect the local entities.

[Click here to return to the Policy Issues section.](#)

### **Attachment 6 Example**

Ms. Smith has a Bachelor of Science degree in Business Administration and Political Science from East Texas State University in Commerce, Texas. She began her career in telecommunications in 1966 while working for General Telephone Company in Texarkana, Texas. After serving in numerous positions in the customer service operations of the company she became Tariff Administrator in 1980. In 1984, she was appointed Revenue Development Manager for Texas. Since 1984 she has served as External Affairs Manager, State Director of Regulatory and Industry Affairs, and Regional Affairs Manager — Regulatory Affairs.

In 1989, Ms. Smith was appointed to the Commission by Governor Bill Clements and was reappointed to a second term in 1994 by Governor Ann Richards. She also served on the Advisory Committee on Dual Party Relay Service which established the foundation for the Relay Texas System which serves the hearing-impaired community in Texas today.

Ms. Smith chairs the Commission's Poison Control Implementation Committee and has overseen the establishment and implementation of the Texas Poison Control Network which serves the people of Texas with six poison control centers providing emergency and non-emergency poison and toxicological information to health care professionals.

[Click here to return to Attachment 6.](#)