



Texas Family Violence Program Statewide Report

As Required by

**Senate Bill 1, 87th Legislature, Regular
Session, 2021 (Article II, Health and Human
Services Commission, Rider 82(b)) and
Human Resources Code, Section 51.006**

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Executive Summary

The 2022 Texas Family Violence Program Statewide Report is submitted in compliance with the 2022-23 General Appropriations Act, [Senate Bill 1, 87th Legislature, Regular Session, 2021](#) (Article II, Health and Human Services Commission [HHSC], Rider 82(b)) and Texas Human Resources Code, [Section 51.006](#).

Rider 82(b) requires HHSC to submit a report detailing the expenditures of funds appropriated for family violence services, the number of persons for whom a service was provided, the number of shelter and non-shelter services provided, the average cost per person receiving services, and analysis of the effectiveness of the contracts awarded for family violence services. Section 51.006 requires HHSC to publish a report each even-numbered year that summarizes data received from family violence providers under contract with the agency for the Family Violence Program (FVP).

To meet the complex needs of survivors, FVP awards grants to a network of family violence service providers. These providers offer emergency shelters and services to survivors and their dependents, educate the public, and provide training and prevention support to other agencies. The 2020-2021 General Appropriations Act, House Bill 1, 86th Legislature, Regular Session, 2019, appropriated \$65,308,584 for FVP for the biennium to administer emergency shelters and supportive services for survivors of family violence.

In fiscal years 2020 and 2021, FVP contracted with 70 24-hour shelter facilities, eight nonresidential centers, and 13 special nonresidential projects (SNRP) to provide family violence services. Furthermore, in fiscal years 2020 and 2021, using exceptional item funding from 2020-21 appropriations, 25 FVP grantees were able to support enhanced services, which included economic stability services, legal assistance, and mental health services. These enhanced services provided critical assistance to survivors, better enabling them to live a life free from family violence.

This report provides information on fiscal years 2020 and 2021 program expenditures and client service data and highlights the successes HHSC-funded grantees had in providing family violence services to positively impact the health and well-being of family violence survivors and their dependents.

1. Introduction

In accordance with Rider 82(b) and Texas Human Resources Code §51.006, this report summarizes the data and reports contracted family violence providers submit to HHSC and analyzes the effectiveness of the FVP contracts. This report also includes information on the expenditure of funds for fiscal years 2020 and 2021, as well as the number of persons for whom a service was provided, the number of shelter and non-shelter services provided, the average cost per person receiving services, and other information relating to the provision of family violence services.

The report is due no later than November 1, 2022, to the governor, lieutenant governor, the speaker of the House of Representatives, the Legislative Budget Board, the Senate Finance Committee, the House Appropriations Committee, and the standing committees of the Senate and House of Representatives having primary jurisdiction over HHSC.

2. Background

Texas Human Resources Code, Chapter 51, is intended to promote the development of, and access to, locally based and locally supported nonprofit services for victims of family violence throughout the state. Texas Human Resources Code §51.002(2) defines family violence as “an act by a member of a family or household against another member of the family or household that:

1. is intended to result in physical harm, bodily injury, or assault or that is a threat that reasonably places the member in fear of imminent physical harm, bodily injury, or assault, but does not include defensive measures to protect oneself; or
2. is intended to inflict emotional harm, including an act of emotional abuse.”

HHSC administers FVP, which promotes self-sufficiency, safety, and long-term independence for people who have experienced family violence or teen dating violence. Escaping family violence is a complicated and often dangerous process that can involve a multitude of support services, such as safety planning, counseling, and resource provisioning. The diverse population of Texas means that service providers must be adaptive and engage survivors through innovative service models and outreach efforts to best serve family violence survivors from different backgrounds.

To meet the complex needs of survivors, FVP awards grants to a network of family violence service providers. These providers offer emergency shelters and services to survivors and their dependents, educate the public about family violence and resources, and provide training and prevention support to other agencies. Funding provided by HHSC enables FVP grantees to offer a wide array of emergency supports and prevention services to help people escape the cycle of family violence. Since the program’s inception in 1981, FVP has grown from an original partnership with six local shelters, to a service network in the 2020-21 biennium of 70 24-hour shelter facilities, eight nonresidential centers, 13 SNRPs, and 25 enhanced service grants to provide family violence services.

Residential shelter and support services include access to 24-hour residential shelters, 24-hour hotlines, emergency medical services, intervention services, emergency transportation, legal advocacy, educational arrangements, information about employment and job training services, community education, referrals to

community services, and coordinated services with law enforcement. Nonresidential providers offer the same support services as shelter providers, but do not offer residential shelter.

SNRP contracts offer specialized services to underserved survivors of family violence, as identified in the Texas State Plan. SNRP grantees also provide child advocacy education and prevention activities in schools, community education, job training, legal advocacy, parenting services, transitional assistance, and outreach to traditionally under-served populations and geographic areas.

Enhanced Service contracts for the 2020-2021 biennium offered expanded family violence services that addressed economic supports, legal representation, and expansion of mental health services for survivors of family violence and their children. These three areas of support address critical needs that, if not addressed, would otherwise prevent survivors from regaining self-sufficiency.

Also required by Texas Human Resources Code §51.003, HHSC contracts statewide for training and technical assistance to family violence providers. During fiscal years 2020 and 2021, HHSC contracted with the Texas Council on Family Violence (TCFV) for these services. Under its contract with HHSC, TCFV responded to over 1,165 technical assistance requests in fiscal year 2020 and 812 in fiscal year 2021. HHSC collaborates with TCFV on key program initiatives, including program enhancement services, education and outreach, and statewide stakeholder workgroups that help improve services to survivors of family violence.

HHSC is required by Human Resources Code §51.0021 to “develop and maintain a plan for delivering family violence services in this state.” In fiscal year 2019 TCFV, the Office of the Governor, and HHSC published the 2019 Texas state plan on family violence, entitled *Creating a Safer Texas: Access to Safety, Justice, and Opportunity*. This plan provides a detailed statewide inventory of available family violence services and identifies gaps in service availability and emerging issues with a focus on the self-identified needs of survivors. The plan directed FVP priorities and services in fiscal years 2020 and 2021.

3. COVID-19 Impact

In March 2020, the coronavirus pandemic began to have a major impact on survivors across Texas. For those experiencing family violence, COVID-19 caused additional economic devastation and disconnected many from community resources and support systems. Stay-at-home mandates forced survivors to remain at home with their abusers, dramatically reducing the number of people seeking services from family violence providers. Additionally, school closures forced single-parent survivors to give up their jobs or reduce their hours to stay home with their children.

The pandemic also significantly impacted FVP providers statewide. They experienced higher operating costs due to rising prices and the need to buy additional cleaning supplies for offices and communal living spaces, as well as technology costs to provide virtual services and for staff to work remotely. Family violence providers also faced staffing shortages in fiscal years 2020 and 2021 due to either resignations or COVID-19 illness and exposure.

Through the federal Family Violence Prevention and Services Act (FVPSA), Texas received \$3,014,784 in Coronavirus Aid, Relief, and Economic Security (CARES) Act funding, which provided critical assistance from March 2020 to September 2021 for family violence providers and survivors across Texas. Many FVP providers utilized the funding to directly aid survivors who lost wages or jobs due to COVID-19. In these cases, CARES Act funding was used to pay for basic assistance to help survivors remain financially secure and independent. Many providers also utilized CARES Act funding to respond to the pandemic by offering hazard pay to direct service staff and to address technology resource needs. Despite the significant impact that COVID-19 had within fiscal years 2020 and 2021, FVP providers remained open and available to render services and support to survivors 24-hours-a-day.

4. Family Violence Expenditure Information

In fiscal years 2020 and 2021, FVP received funding from the federal FVPSA grant, Social Services Block Grant (SSBG), Temporary Assistance for Needy Families (TANF) to Title XX Transfer Funds, state general revenue, and federal CARES Act supplemental funding due to the coronavirus pandemic. Outlined below are FVP expenditures for fiscal years 2020 and 2021, as well as the cost per client for each year.

Table 1. FVP Annual Expenditures for Fiscal Year 2020

Method of Finance	Expenditures
FVPSA	\$6,164,327.52
SSBG	\$987,656.49
TANF to Title XX	\$11,026,581.00
General Revenue	\$11,566,956.32
CARES Act	\$1,240,309.45
Total	\$30,985,830.78

Table 2. FVP Annual Expenditures for Fiscal Year 2021

Method of Finance	Expenditures
FVPSA	\$6,583,977.02
SSBG	\$1,053,023.02
TANF to Title XX	\$11,005,088.12
General Revenue	\$15,526,289.73
CARES Act	\$1,686,658.55
Total	\$35,855,036.45

Pursuant to 2020-2021 General Appropriations Act, House Bill 1, 86th Legislature, Regular Session, 2019, (Article II, HHSC, Rider 100), FVP has unexpended balance authority to carry forward unspent funds from fiscal year 2020 to 2021. This accounts for the increase in expenditures in fiscal year 2021. Moreover, due to the decrease in clients served during the pandemic, FVP lapsed \$1,482,501 in funds for the biennium, including \$87,816 in unexpended supplemental CARES Act funds.

Table 3. Average Cost per Client for Fiscal Years 2020 and 2021

Fiscal Year	Clients Served	Cost/Client
2020	64,627	\$479.46
2021	62,795	\$570.99

The average cost per client increased significantly from fiscal year 2020 to 2021. The pandemic reduced client service requests, limited staff capacity, and increased operating costs. However, the increased cost per client in fiscal year 2021 is associated with providers safely maintaining services during the pandemic, including personal protective equipment and more hotel stays for survivors due to social distancing and quarantine requirements. The increased cost also includes necessary technology upgrades to support virtual services and is the result of the increase in supplemental funding that FVP received.

5. Contract Effectiveness

FVP provides program and fiscal oversight of funds throughout the contracting lifecycle. This is accomplished through contract development; review and approval of budgets and operating plans; monthly and quarterly expenditure reviews; technical assistance; monitoring for programmatic, administrative, and fiscal compliance; and contract close-outs. Contract managers complete comprehensive monitoring reviews of FVP contracts and grant agreements. Due to the pandemic, monitoring in fiscal years 2020 and 2021 was completed remotely via desk reviews. FVP successfully monitored 61 shelter, nonresidential, and special nonresidential project contracts during the 2020-21 biennium.

FVP grantees deliver vital services to family violence survivors and their dependents. Approximately 92 percent of FVP clients surveyed in fiscal year 2020 reported increased knowledge of community resources and 94 percent reported increased safety planning knowledge after receiving services. These responses were approximately 93 percent and 95 percent, respectively, in fiscal year 2021. Table 7 provides details regarding the results of the surveys.

HHSC funding for these programs is only a portion of the total resources leveraged to meet survivor needs. To maximize total funds allocated to FVP providers, Human Resources Code §51.003 requires that HHSC only support 50 percent of each center's total funding after six years. Local funding also comes from communities, gifts from individuals, corporate grants, city and county governments, private foundations, and other federal resources. Although family violence programs operate on various funding sources, they rely on HHSC funding to help ensure the continuity of critical emergency services to meet the needs of survivors across the state.

Tables 4-7 provide information on client statistics, shelter and non-shelter services, shelter request statistics, and client surveys from fiscal years 2020 and 2021.

Table 4. Texas Family Violence Client Statistics

Clients Served	Fiscal Year 2020	Fiscal Year 2021
Adults	43,447	43,563
Children	21,180	19,232
Total	64,627	62,795

Table 5. Shelter and Non-Shelter Services

Service Type	Fiscal Year 2020	Fiscal Year 2021
Shelter Services	956,196	859,205
Non-Shelter Services	544,454	600,356
Total	1,500,650	1,459,561

Table 6. Shelter Request Statistics

Shelter Numbers and Denied Shelter Requests	Fiscal Year 2020	Fiscal Year 2021
Unduplicated Shelter Clients	20,178	18,606
Hotline Calls - Shelter Requests Denied Due to Lack of Space	15,637	12,069
Total Shelter Requests	35,815	30,675
Percentage of Shelter Requests Denied Due to Lack of Space¹	44%	39%

Table 7. Client Survey Responses

Survey Question	2020 Positive Response Rate	2021 Positive Response Rate
Because of the services I received, I feel I know more about community resources.	92.2%	92.5%
Because of the services I received, I feel I know more ways to plan for my safety.	93.9%	94.9%

Because of the critical services FVP providers offered in fiscal year 2020 and 2021, nearly all of the survivors served better understood how to keep themselves safe and what local resources were available to them.

¹ Percentage is based on the total number of hotline call requests for shelter that were denied due to lack of space and the unduplicated number of clients who received shelter. Combined, these numbers represent the total potential clients in need of shelter.

6. Survivor and Provider Accomplishments

Survivor Accomplishments

HHSC funding has a significant impact on the lives of survivors of family violence and their dependents. Through annual grant reporting, contracted family violence providers share client success stories with FVP. Family violence is a complex issue, and family violence providers understand that leaving an abuser or abusive environment and asking for help is not easy. To assist clients in becoming independent and self-sufficient, providers offer comprehensive services that are survivor-centered and trauma-informed.

Fiscal year 2020 presented exceptional challenges for both family violence survivors and family violence service providers. The COVID-19 pandemic had a devastating impact on family violence survivors, the extent of which is not yet fully known. As stay-at-home orders went into place and people lost their jobs, many victims were forced to spend even more time with their abusers. Multiple HHSC family violence providers reported that while the overall request for services decreased at the onset of COVID-19, the lethality of the calls they received increased. According to TCFV's latest Honoring Texas Victims report, there were more intimate partner related deaths in the state in 2020 than other years on record, and family violence incidents increased 10 percent from 2019 to 2020. Providers also reported an increase in the severity of physical, emotional, and psychological abuse to victims during the pandemic.

In one instance, the local family violence provider aided a mother and her two children after her partner's abuse escalated once he lost his job, became depressed, and turned to alcohol. After a particularly life-threatening and physically violent attack, local law enforcement got involved and referred her to the family violence provider. The woman and her children were immediately placed in a safe hotel due to her exposure to COVID-19. The provider helped her with safety planning assistance, legal advocacy, information, referrals, and case management. Ultimately, she was able to reconnect with family members in another city to help her and her children escape the abusive relationship.

Fiscal year 2021, much like 2020, continued to present intense challenges for both survivors and family violence service providers. In addition to the ongoing COVID-19 pandemic, Texas also suffered the compounding hardship from Winter Storm Uri

in February 2021. Through the coordination and collaboration efforts among the FVP shelter network, one mother and her 10-year-old daughter were able to flee from her dangerously abusive boyfriend and find shelter. This mother called over 30 shelters, but each shelter was full due to Winter Storm Uri. When the mother called one final hotline, that shelter was also full; however, they were able to lodge some victims in local motels. The provider was able to get this mother and daughter into a motel until space became available for them at their shelter. They initially received shelter, food, clothing, and counseling services. Through case management, staff found an apartment that was within the mother's budget, and the provider assisted her with the rental application and helped to cover the first month's rent and furnishings.

As a result, the family was able to begin a new life within the community. While the survivor is the brave one who took the steps to seek help and meet her goals, she could not have made this progress without the support of the family violence service provider, the critical funding they receive through HHSC, and the collaborative relationship among FVP shelters.

FVP funds have a direct positive impact on the lives of survivors and their families. Through these services, survivors learn to break the cycle of violence and abuse and regain self-sufficiency, stability, and long-term independence.

Provider Accomplishments

Collectively, FVP-funded staff across Texas train and supervise other staff on trauma-informed and survivor-centered practices and work directly with clients to ensure necessary resources are available to anyone who may need help. To break the cycle of violence before it begins, many FVP providers work with local schools to provide dating violence education on school campuses, and several have programs that offer youth conflict resolution skill-building, emotional understanding, and therapeutic counseling. While COVID-19 greatly impacted prevention and outreach initiatives in fiscal years 2020 and 2021, FVP providers found new and innovative ways to reach audiences and the general public.

When school closures in March 2020 abruptly ended in-person sessions, prevention teams across the state moved quickly to continue reaching at-risk youth. One provider responded by proactively calling youth and parents to offer telephone counseling to participants and to let parents know that emergency shelter and other crisis services were still available. They also shared health care, food, and basic needs resources with families in both English and Spanish. The provider's

prevention team met with school and community partners to establish communication systems and protocols to continue important collaborative projects remotely. They developed and provided online training for teachers and other service providers who were concerned about youth living in violent homes and/or struggling with mental health issues, which were likely exacerbated by social isolation.

Despite the challenges and large-group restrictions that the coronavirus pandemic imposed, FVP grantees still provided over 2,100 primary prevention sessions for approximately 29,000 adults and over 39,000 youth statewide in fiscal year 2020. They also conducted more than 10,000 community education sessions to over 228,000 Texans. Instead of reaching community members through health fairs and other in-person events, many providers focused their outreach efforts on social media platforms such as Facebook, Instagram, TikTok, and YouTube. They also contacted local news media and radio stations to let their communities know that their services were still open and available to survivors throughout the pandemic and stay-at-home orders.

In fiscal years 2020 and 2021, FVP providers quickly adapted to the changing environment and situations. They worked to optimize virtual platforms to enable survivors to access services remotely. With the additional CARES Act supplemental funding, FVP grantees were able to purchase laptops for staff to provide services from socially distanced work environments and paid for staff cell phone coverage to be able to safely offer services over the phone from home, even when having to quarantine.

Throughout fiscal years 2020 and 2021, services remained available in person to survivors needing that form of service delivery; however, family violence service providers also greatly expanded their capacity to serve their communities through other means. HHSC FVP grantees reported that 15.1 percent of all family violence services were provided remotely in fiscal year 2020 and 27.7 percent in fiscal year 2021, compared to only 2.7 percent in fiscal year 2019. While some survivors prefer to receive in-person services, many appreciated the ability to get help remotely throughout the pandemic so that they did not have to travel or put themselves at risk. Additionally, survivors have expressed their preference for receiving remote services because they do not have to spend time driving, on public transport, or take as much time off work to get assistance. Now that FVP providers have the technology and experience in providing virtual services, it is likely this trend will continue beyond the pandemic.

Local family violence providers are uniquely poised to understand and meet the needs of survivors within their communities. Through prevention work in schools, community outreach efforts, and adapting to meet survivor needs during the public health emergency, HHSC-funded family violence providers continue to help survivors break the cycle of abuse and educate the public on the dynamics of family violence and healthy relationship boundaries. Their work has been critical throughout the pandemic in ensuring survivors in Texas feel safe and supported, and to help them regain independence and self-sufficiency.

Conclusion

For the past four decades, FVP has provided critical support to victims in Texas by working to reduce and prevent family violence. HHSC provides vital funding and support for shelters and nonresidential family violence providers across the state. Without HHSC-funded providers, survivors would have limited options and reduced access to family violence services throughout the state.

Despite the challenges that the coronavirus pandemic has imposed, HHSC and family violence service providers statewide remain committed to helping survivors achieve self-sufficiency and live a life free from violence. Some counties lack core emergency services, and in some densely populated urban areas, the need exceeds service availability. FVP is dedicated to ongoing collaboration with program stakeholders and community partnerships to balance program expansion and service enhancement. The program strives to support enhanced and culturally specific services to underserved populations.

FVP is also committed to building stronger relationships with FVP service providers through increased communication efforts and provision of technical assistance. The program will continue to improve service quality by enhancing the contract monitoring process, evaluating outcome measures, and analyzing data to identify service gaps and trends. Additionally, the program will explore strategies to promote positive outcomes and ensure effective use of funding. With a focus on the future, FVP will continue to employ and promote best practices for serving families who have experienced family violence and will seek opportunities for continuous improvement.

List of Acronyms

Acronym	Full Name
CARES	Coronavirus Aid, Relief, and Economic Security
FVP	Family Violence Program
FVPSA	Family Violence Prevention and Services Act
HHSC	Health and Human Services Commission
SNRP	Special Nonresidential Project
SSBG	Social Services Block Grant
TANF	Temporary Assistance for Needy Families
TCFV	Texas Council on Family Violence