

Texas Family Violence Program Statewide Report

**As Required by
House Bill 1, 88th Legislature, Regular
Session, 2023 (Article II, Health and
Human Services Commission, Rider
81(b)) and Human Resources Code,
Section 51.006**

**Texas Health and Human Services
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Executive Summary

The 2024 Texas Family Violence Program Statewide Report is submitted in compliance with the 2024-25 General Appropriations Act, [House Bill 1, 88th Legislature, Regular Session, 2023](#) (Article II, Health and Human Services Commission [HHSC], Rider 81(b)) and Texas Human Resources Code (HRC) [Section 51.006](#).

Rider 81(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 2022-23 General Appropriations Act, Senate Bill (S.B.) 1, 87th Legislature, Regular Session, 2021, appropriated \$78,308,584 for FVP for the biennium to administer emergency shelters and supportive services for survivors of family violence.

In fiscal years 2022 and 2023, FVP awarded grants to 71 shelter center grantees that operate 81 24-hour shelter facilities, eight nonresidential center grantees, and 18 special nonresidential project (SNRP) grantees to provide comprehensive family violence services. Four of these special nonresidential project providers are not shelter or nonresidential center grantees. Furthermore, in fiscal years 2022 and 2023, using exceptional item funding from 2022-23 appropriations, 38 FVP providers were able to support enhanced capacity and 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.

In addition to the core family violence funding appropriated by the Texas Legislature, several supplemental federal grants were awarded to HHSC for family violence providers in fiscal years 2022 and 2023, including American Rescue Plan

(ARP) grants as well as Pandemic Emergency Assistance Funds (PEAF) to support the complex needs of survivors and providers during the COVID-19 pandemic.

This report provides information on fiscal years 2022 and 2023 program expenditures and client service data and highlights the successes of HHSC-funded providers 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 the 2024-25 General Appropriations Act, [House Bill 1, 88th Legislature, Regular Session, 2023](#) (Article II, HHSC, Rider 81(b)) and Texas HRC Section 51.006, this report summarizes the data and reports family violence grantees submit to HHSC and analyzes the effectiveness of the FVP contracts. This report also includes information on the expenditure of funds for fiscal years 2022 and 2023, 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, 2024, 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 HRC 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 HRC Section 51.002(2) defines family violence as:

1. an act by a member of a family or household against another member of the family or household that:
 - A. is intended to result in physical harm, bodily injury, assault, or sexual assault or that is a threat that reasonably places the member in fear of imminent physical harm, bodily injury, assault, or sexual assault, but does not include defensive measures to protect oneself; or
 - B. is intended to inflict emotional harm, including an act of emotional abuse; or
2. dating violence.

HHSC administers FVP, which promotes self-sufficiency, safety, and long-term independence for people who have experienced family violence or 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 provides 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 support 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 2022-23 biennium of 71 shelter center grantees that operate 81 24-hour shelter facilities, eight nonresidential center grantees, 18 SNRP grantees, and 38 enhanced service grantees 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 grantees offer targeted services to underserved survivors of family violence, as identified in the Texas State Plan. FVP awarded grants to 13 organizations in fiscal year 2022 and 18 organizations in fiscal year 2023 to provide special projects. SNRP grantees provided specialized services such as child advocacy, education and prevention activities in schools, community education, legal advocacy, parenting services, therapy and mobile counseling services, and outreach to traditionally underserved populations and geographic areas.

For the 2022-23 biennium, 38 enhanced service grantees 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 supports address critical needs that, if not addressed, would prevent survivors from regaining self-sufficiency.

Also required by Texas HRC Section 51.003, HHSC contracts statewide for training and technical assistance to family violence providers. During fiscal years 2022 and 2023, HHSC contracted with the Texas Council on Family Violence (TCFV) for these services. Under its contract with HHSC, TCFV responded to more than 2,029 technical assistance requests in fiscal year 2022 and 1,709 in fiscal year 2023. HHSC collaborates with TCFV on key program initiatives such as the Texas State Plan, training and consultation, including program enhancement services, education and outreach, and statewide stakeholder workgroups that help improve services and support to survivors of family violence by FVP service providers and within communities.

HHSC is required by Texas HRC Section 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. TCFV continued to be involved in projects further researching the needs of specific survivor groups identified in the 2019 Texas State Plan, including research on the experiences of older survivors, on

the effects of exposure to family violence on children in 2021, and, on survivors' experiences with nonresidential services in 2023. This research directed FVP priorities in fiscal years 2022 and 2023.

3. Family Violence Expenditure Information

In fiscal years 2022 and 2023, FVP received funding from the federal Family Violence Prevention and Services Act (FVPSA) grant, Social Services Block Grant (SSBG), Temporary Assistance for Needy Families (TANF) to Title XX Transfer Funds, and state general revenue. FVP also received ARP Act Supplemental funds, ARP COVID-19 Mitigation funds, ARP sexual assault grant funds, and PEAFF through TANF due to the COVID-19 pandemic. Below are FVP expenditures for all funds for fiscal years 2022 and 2023, and the cost per client for each year.

Table 1. FVP Annual Expenditures for Fiscal Year 2022

Method of Finance	Expenditures
FVPSA	\$7,175,658.89
SSBG	\$1,055,289.00
TANF to Title XX	\$13,300,419.54
General Revenue	\$10,374,577.97
ARP Supplemental	\$1,336,881.98
ARP COVID Mitigation	\$1,899,023.52
ARP Sexual Assault	\$373,793.56
PEAF	\$6,258,677.50
Total	\$41,774,321.96

Table 2. FVP Annual Expenditures for Fiscal Year 2023

Method of Finance	Expenditures
FVPSA	\$8,205,217.13
SSBG	\$1,055,289.00
TANF to Title XX	\$18,158,655.51
General Revenue	\$14,428,169.12
ARP Supplemental	\$2,509,050.35
ARP COVID Mitigation	\$8,687,844.86
ARP Sexual Assault	\$2,108,309.02
PEAF	\$1,042,277.91
Total	\$56,194,812.90

Pursuant to the 2022-23 General Appropriations Act, Senate Bill 1, 87th Legislature, Regular Session, 2021, (Article II, HHSC, Rider 82), HHSC FVP has authority to carry forward unexpended and unobligated balances remaining at the end of the first fiscal year of the biennium to the second year of the biennium for the same purpose relating to the provision of family violence services. This accounts for the increase in expenditures in fiscal year 2023.

Table 3. Average Cost per Client for Fiscal Years 2022 and 2023

Fiscal Year	Clients Served	Cost/Client
2022	63,815	\$654.62
2023	65,683	\$855.55

The price per client increased significantly from fiscal year 2022 to 2023. This is due in part to the continued higher costs of operating stemming from the COVID-19 pandemic and the ensuing inflation. The cost per client has also risen because clients are receiving on average more shelter nights and services than they were in past fiscal years. See the Contract Effectiveness section below for more details.

4. Contract Effectiveness

HHSC FVP provides program and fiscal oversight of funds throughout the grantee 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. Using a risk assessment methodology, contract managers complete comprehensive monitoring reviews of select FVP contracts and grant agreements. FVP successfully monitored 69 out of 135 contracts for their shelter, nonresidential, enhanced services, and special nonresidential projects during the 2022-2023 biennium.

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, Texas HRC Section 51.003 requires that, after six years, HHSC only support 50 percent of each center's total funding. Providers therefore must obtain additional funding, which may include gifts from individuals, corporate grants, city and county government grants, private foundations, and other federal resources. Although family violence programs operate with various funding sources, HHSC FVP funding is crucial to ensure the continuity of critical emergency services to meet the needs of survivors across the state.

FVP grantees deliver vital services to family violence survivors and their dependents. Tables 4-7 provide information on client statistics, shelter and non-shelter services, shelter request statistics, and client surveys from fiscal years 2022 and 2023.

Table 4. Texas Family Violence Client Statistics

Clients Served	Fiscal Year 2022	Fiscal Year 2023
Adults¹	43,321	44,364
Children	20,494	21,319
Total	63,815	65,683

¹ Number of adults also includes clients who were reported as unknown or refused.

Table 5. Shelter and Non-Shelter Services

Service Type	Fiscal Year 2022	Fiscal Year 2023
Shelter Services	962,139	1,088,137
Non-Shelter Services	563,852	587,435
Total	1,525,991	1,675,572

The average number of services provided per client in the fiscal year was 24 services per client in fiscal year 2022, and 25.5 in fiscal year 2023.

Table 6. Shelter Nights and Shelter Request Statistics

Clients Sheltered and Denied Shelter Requests	Fiscal Year 2022	Fiscal Year 2023
Unduplicated Shelter Clients	21,454	22,237
Shelter Nights	695,997	743,124
Hotline Calls – Shelter Requests Denied Due to Lack of Space	21,239	32,041
Hotline Calls - All Shelter Requests	42,989	75,519
Percentage of Shelter Requests Denied Due to Lack of Space²	50%	59%

The data show a significant increase in all shelter requests in one year, leading to more survivors being denied shelter solely due to a lack of available beds at the shelter.

Clients in a shelter stayed an average of 32.5 nights in fiscal year 2022 and 33.5 nights in fiscal year 2023.

² 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.

Table 7. Client Survey Responses

Survey Question	Fiscal Year 2022 Positive Response Rate	Fiscal Year 2023 Positive Response Rate
Because of the services I received, I feel I know more about community resources.	93.3%	91.8%
Because of the services I received, I feel I know more ways to plan for my safety.	93.9%	93.4%

Because of the critical services FVP providers offered in fiscal years 2022 and 2023, nearly all survivors served better understood how to keep themselves safe and what local resources were available to them.

5. Impact of Pandemic Funding

As with the rest of the state, the COVID-19 pandemic continued to have a major impact on the FVP grantees years after the outbreak began. The congregate living environment of emergency shelters requires the FVP service providers to continue to be diligent with their sanitary practices and social distancing for COVID-19-positive residents. FVP grantees reported seeing fewer clients reaching out for services at the beginning of the pandemic due to the stay-at-home mandates, but requests for services increased as these mandates lifted. Grantees reported a steady increase in survivors reaching out for help in fiscal years 2022 and 2023, often with more severe safety concerns and complex needs. Further, FVP grantees continue to face staffing shortages and struggle to work within community settings with limited resources.

ARP and ARP COVID-19 Mitigation

In an attempt to address the challenges facing shelters stemming from the COVID-19 pandemic, the federal government awarded ARP supplemental funds through the Administration for Children and Families to FVPSA state grantees in fiscal year 2022. Additionally, in fiscal year 2022, HHSC FVP received ARP COVID-19 Testing, Vaccines, and Mobile Health Units (ARP COVID-19 Mitigation) Supplemental Funding, as well as an ARP Grant to Support Survivors of Sexual Assault. All three of these awards are to be expended by September 2025.

In fiscal years 2022 and 2023, grantees utilized ARP and ARP COVID-19 Mitigation funding to cover increased cleaning and sanitizing costs; hotel stays to accommodate social distancing guidelines; and to pay for increased food costs, both for shelter residents and for those residing in the community and in hotels. The funds also allowed providers to purchase necessities to shift their service provision beyond the traditional means. For instance, some providers bought laptops and technologies so that they could offer services virtually while a few others bought vehicles to increase their ability to meet survivors where they are in the community, increasing their connection and advocacy with survivors in rural communities.

In addition to using ARP funding to respond to and prevent the spread of COVID-19, the flexibility of the funds allowed service providers to help survivors respond to the challenges and increased financial burden that the pandemic imposed. In these cases, ARP helped cover survivors' basic needs such as housing and utility deposits,

rent, transportation assistance, food, and clothing. Additionally, ARP COVID-19 Mitigation has assisted some grantees in increasing survivors' access to health care through partnerships with medical providers and other community-based health care organizations.

Lastly, the funds have enabled FVP service providers to retain current staff and hire new positions. Many FVP grantees elected to use a portion of their ARP or ARP COVID-19 Mitigation funding for staff retention and wellness initiatives beyond salaries and bonuses.

PEAF Housing

The American Rescue Plan Act of 2021 also established PEAFF through the TANF program to be expended between September 2021 and September 2022. FVP grantees used these funds specifically to provide short-term housing assistance to survivors of family violence living with at least one dependent to support keeping families stably housed.

Sixty-nine FVP grantees accepted PEAFF funding and provided support to 4,943 families throughout the state. Grantees reported this support not only provided financial relief for expenses such as rent, home repairs, furnishings, relocation assistance, deposits, and utilities, but also had an emotional impact, offering a sense of security and hope to families. Survivor and Provider Accomplishments

6. Survivor Successes

Family violence centers offer a safe place for those fleeing violence, providing essential resources to address economic hardships and individuals' specific needs. They also deliver services that support physical, behavioral, and mental health. Recognizing the complexities of family violence and the challenges of leaving an abusive environment, family violence centers empower survivors with survivor-centered and trauma-informed services, helping them achieve independence and self-sufficiency. Each year, family violence grantees report on their center's progress, sharing survivor success stories with FVP.

One story illustrates how a family violence center helped an older woman regain her sense of safety and independence after suffering mental and physical abuse for decades. This survivor had been married for 48 years to her spouse, who mentally and physically abused her daily and made frequent threats to murder her throughout their marriage. She sought help from law enforcement one day after he threatened to take her to a remote location to murder her and kill himself. Fortunately, law enforcement was able to connect her to the local family violence center, which assisted her in obtaining a protective order, provided emotional support and safety planning, and offered financial assistance to secure legal representation as she contemplated divorce. After her husband was arrested, the survivor was able to return to her home. She later told her advocate that was the first time in years she was able to experience a sound night's sleep.

Another story explains how a family violence center helped a mother with two young children who had endured years of abuse from her boyfriend. Despite previous attempts to leave, she always returned due to promises of change. However, the client reached a breaking point and decided she could no longer tolerate the abuse. Upon her arrival at a family violence center, the client actively pursued employment. Despite facing numerous rejections, she persisted and continued her job search every day. Eventually, her determination paid off, and she received a job offer from a local business that offered growth opportunities and benefits for her and her children. The client's application for transitional housing was approved, and she moved into her own apartment. She continued to receive individual counseling and case management through the center after this transition to assist her with the necessary support to rebuild her life.

While the people in these stories are the brave ones who took the steps to seek help and meet their goals, the progress they have made is due in part to the safety, information, and resources that the family violence centers provided them.

7. Provider Impact

FVP funds enable grantees to maintain the delivery of critical services despite increasing numbers of survivors seeking help with the state's continued population growth. FVP funds cover the wages of crisis intervention specialists who answer hotline calls 24-hours-a-day, seven days a week; directors of residential and crisis services who oversee emergency shelter operations; advocates who assist survivors who are intersecting with the child welfare system; and legal advocates and staff attorneys who provide critical legal resources and assistance to survivors. All of these positions provide invaluable resources and services to survivors.

Even as the pandemic has subsided, survivors continue to receive help remotely, as it removed the need to travel far for services and reduced potential risks. HHSC FVP grantees reported that 21 percent of all family violence services were provided remotely in fiscal year 2022 and 18 percent in fiscal year 2023. Virtual services have declined somewhat since the 28 percent reported in fiscal year 2021; however, they remain significantly higher than the 2.7 percent provided in fiscal year 2019 before the pandemic.

Survivors with mental health needs are an underserved population due to the increasing demand for mental health care services in many areas of the state. Multiple FVP grantees provide mental health services and support to survivors. One rural center hired a full-time licensed master social worker/licensed chemical dependency counselor and reports that this has provided a huge benefit to their clients, as the counselor can provide ongoing and crisis counseling when needed. As a result, the center's ability to meet clients' mental and emotional health needs has drastically increased, and they have seen a rise in positive outcomes for their clients.

In some smaller communities and rural areas, grantees are the only resource available to provide survivors with a wide set of comprehensive, trauma-informed services. For example, one rural Texas program covers a 20,000 square mile service area comprised of five rural counties with unique demographics and needs. They are the only family violence provider in the region, and without their services, many survivors would not have the support or resources they need to be safe. The center maintains three offices with two shelters and supports travel and outreach to isolated rural communities so survivors can receive information and services.

One of the most critical services provided during the 2022-23 biennium was client assistance. With increased funds for enhanced services and ARP and PEAFF supplemental funding, FVP providers have helped thousands of survivors in Texas cover the costs of rent, deposits, utilities, child care, vehicle repairs, and more. Supporting the individual needs of survivors and their families to get and keep them housed, feed their children, and provide economic support has enabled both short- and long-term independence and self-sufficiency. Moreover, FVP providers prevented almost 5,000 families from experiencing homelessness with PEAFF housing funds.

FVP providers also educate and train community members to better understand the dynamics of family violence and how to support survivors. To stop violence before it starts, many FVP grantees deliver prevention education to equip young people with conflict resolution skills, emotional understanding, and promote healthy and nonviolent relationships. In fiscal year 2022, FVP-funded centers provided approximately 4,400 community education and awareness sessions to more than 444,000 adult and youth audience members across the state. In fiscal year 2023, these numbers jumped to approximately 5,330 community education and awareness sessions and to more than 633,800 adult and youth audience members.

Local family violence providers are uniquely poised to understand and meet the needs of survivors within their communities. Their work is critical in ensuring survivors in Texas feel safe and supported and to help them regain independence, self-sufficiency, and a life free from violence.

8. 88th Legislature Updates

Multiple bills enrolled in the 88th Legislature, Regular Session, 2023, impacted HHSC FVP. Below is information about the steps HHSC FVP took to implement the new statutes.

S.B. 1325 – Natalia Cox Act

S.B. 1325, named the “Natalia Cox Act,” requires HHSC to provide printable resources for law enforcement, campus peace officers, and health care providers to give to those experiencing dating violence, stalking, harassment, a terroristic threat, or family violence. The notice provides survivors with information about their rights and where they can quickly access support services, shelter, and protection.

HHSC FVP worked in collaboration with TCFV, the Texas Association Against Sexual Assault, the National Domestic Violence Hotline, the Texas Advocacy Project, SAFE Alliance, the Texas Department of Public Safety, campus law enforcement, and health care practitioners in creating the notice to ensure it is survivor-centered and provides the most crucial resources for victims in an easy-to-understand format.

The [“Notice to victims of family violence, dating violence, stalking, harassment or terroristic threat” \(PDF\)](#) was made available in December 2023, along with a new [webpage](#) with an extensive list of resources and information for victims. Both the notice and website are available in English and Spanish. As of September 2024, the notice had been downloaded more than 600 times since its publication from the new FVP webpage. FVP will continue to work with TCFV and stakeholders to provide outreach and awareness on the availability of the HHSC notice and new resources webpage.

S.B. 1841 – Updates to Family Violence Center Service Requirements

S.B. 1841 updated Chapter 51 of the Texas HRC, the guiding chapter for HHSC FVP. The bill added a requirement that both shelters and nonresidential centers must demonstrate using a voluntary and trauma-informed advocacy service model to be eligible to contract with HHSC FVP. It also updated the list of service requirements for contracted providers to better meet the needs of survivors. In light of these

changes, HHSC FVP is updating the Texas Administrative Code, Title 26, Chapter 356, to align with the statutory changes and is creating a training plan for FVP grantees to prepare them for the changes. FVP contracts executed in fiscal year 2026 will reflect the new requirements of S.B. 1841.

9. Conclusion

HHSC FVP has provided critical support to survivors of family violence in Texas for the past four decades and continues to work with the network of FVP service providers to promote self-sufficiency, safety, and long-term independence. Without HHSC-funded providers, survivors would have limited options and reduced access to family violence services throughout the state.

The COVID-19 pandemic and its lasting impacts have required FVP and its service providers to transform the way they provide services and meet the unique needs of survivors in Texas. To comply with the updates to Chapter 51 of the Texas HRC, FVP must review and update all processes from contracting, to monitoring, to data collection. FVP continues to work in collaboration with TCFV and agency stakeholders to ensure the statutory requirements are met. Further, 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. 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.

HHSC FVP extends a sincere thank you to the FVP service providers for their life-saving work and the survivors whom they serve. 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
ARP	American Rescue Plan
FVP	Family Violence Program
FVPSA	Family Violence Prevention and Services Act
HHSC	Health and Human Services Commission
HRC	Texas Human Resources Code
PEAF	Pandemic Emergency Assistance Funding
S.B.	Senate Bill
SNRP	Special Nonresidential Project
SSBG	Social Services Block Grant
TANF	Temporary Assistance for Needy Families
TCFV	Texas Council on Family Violence