

Housing Needs of Survivors of Domestic Violence, Dating Violence, and Stalking

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Administering Agencies: Department of Health and Human Services (HHS) Office of Family Violence Prevention and Services (OFVPS) for the “Family Violence Prevention and Services Act” (FVPSA), Housing and Urban Development (HUD), Department of Agriculture (USDA), the Department of the Treasury, and the Department of Justice (DOJ)/Office on Violence Against Women (OVW) for housing programs and protections under the “Violence Against Women Act” (VAWA) and the Office for Victims of Crime (OVC) for “Victims of Crime Act” (VOCA) funds.

Year Started: FVPSA, 1984; VAWA, 1994; VAWA Housing Protections (under HUD, USDA and Treasury Department), 2005; HUD Continuum of Care Domestic and Sexual Violence Bonus funds, 2018

Number of Persons/Households Served: More than one million survivors and their children are served each year

Populations Targeted: Victims of domestic violence, sexual assault, dating violence, human trafficking, and stalking (regardless of sex, gender identity, or sexual orientation)

Funding: VAWA Transitional Housing, \$100 million; FVPSA, \$500 million; HUD Domestic Violence and Sexual Assault Bonus Continuum of Care \$75 million; Ensuring Compliance and Implementation of VAWA and Training and Technical Assistance \$15 million

HISTORY

FVPSA, which created the first federal funding stream for domestic violence shelters and programs, passed in 1984 and is administered by HHS. VAWA passed in 1994 and was

reauthorized in 2000, 2005, and 2013. The 2018 Transportation, Housing, and Urban Development (THUD) appropriations bill created the first annual funding set aside for domestic and sexual violence survivors administered by HUD Special Needs Assistance Program (SNAPS) office. The 2023 THUD appropriations bill created the first HUD Community Compass grant funding stream for training and technical assistance implementation for VAWA. The funding created the first Director of Gender-based Violence Prevention and Equity in HUD’s Office of the Secretary. VAWA created the OVW transitional housing federal housing funding stream in 2005 and the first federal law to encourage coordinated community responses to address and prevent domestic and sexual violence. Various federal agencies are responsible for VAWA housing rights compliance; housing-related agencies are HUD, USDA, and the Treasury Department.

ISSUE SUMMARY

Domestic violence is consistently identified as significant factors in homelessness, especially for women, children, families, and particularly for LGBTQ+ and communities of color. Domestic violence is often life threatening; in the U.S. three women are killed each day by a former or current intimate partner. Survivors must often flee their homes to escape danger, yet do not have the means to secure affordable independent permanent housing. Complex relationships exist between housing insecurity, sexual assault, and power; homelessness and sexual violence often affect the most vulnerable members of society. When access to basic needs such as housing and safety are compromised, individuals can experience heightened risks of violence. Access to safe, affordable housing can be a critical protective factor from sexual violence. Advocates and survivors identify housing as a primary need of survivors and a critical component in survivors’ long-term safety and stability.

The impact of homelessness and domestic violence is compounded for women of color and LGBTQI communities, particularly Native American and African American women. Native American and Alaska Native Women face both a lack of housing and disproportionate rates of violence. Discriminatory nuisance ordinances disproportionately target and impact African American survivors of violence resulting in evictions and homelessness. Racial and gender disparities have been exacerbated as a result of the pandemic, the economy, racist, transphobic, and homophobic attacks, and on-going natural disasters. Studies such as the [National Transgender Discrimination Survey](#) and the [2015 U.S. Transgender Survey](#) have found that people who are transgender experience disproportionate rates of violence, particularly trans people of color.

Rates of domestic violence are increasing and the need for safe, affordable, trauma-informed housing has never been greater. Survivors face increased economic and health barriers as a result of the pandemic and widespread housing shortages and rental cost increases, making it challenging to flee abuse. Over the course of the pandemic, domestic violence shelters reduced the capacity of their communal buildings and shifted to using hotel/motel space, extended stay apartments, flexible funding and/or rental assistance to house survivors. Victim service providers have used and helped survivors access resources such as HUD Emergency Solutions Grants Program (ESG) “CARES Act,” HUD ESG and CoC and permanent Emergency Housing and Stability Vouchers, Treasury Department Emergency Rental Assistance, VOCA, FVPSA, VAWA Transitional Housing and state, local and private funding to provide housing and assistance to survivors. These critical funds are sunseting and victim service providers are experiencing a funding cliff to address housing and safety needs of survivors that continue to increase. Many survivors needed to leave their homes due to sexual violence and/or harassment by landlords, neighbors, or people in their home such as family and roommates. For most programs, providing any form of housing is not part of the services

offered, nor do they receive any funding that would support housing services.

Although safe housing can give survivors pathways to freedom, there are many barriers that prevent survivors from maintaining or obtaining safe and affordable housing. Many survivors have faced economic abuse as part of the violence, meaning that they have not had access to family finances, have been prohibited from working, and have had their credit scores destroyed by their abuser or have faced sexual harassment from a landlord. Survivors often face discrimination in accessing or maintaining housing based on the violent and criminal actions of perpetrators and systemic barriers endemic in housing markets such as racism, sexism, and family demographics. Additionally, survivors are limited in the locations and types of housing they can access because of their unique safety and confidentiality needs, and many housing/homelessness assistance programs have screening tools and barriers that inadvertently exclude victims of violence and their specific vulnerabilities. Finally, survivors face common economic barriers, such as unemployment, access to healthcare, lack of affordable housing, living-wage jobs, transportation, safety nets, and childcare options, with additional safety barriers as abusers sabotage their attempts to leave the relationship. As a result, many survivors face the impossible choice between staying with or returning to an abusive situation or becoming homeless because they cannot find or afford safe, long-term, permanent housing.

Domestic violence programs do their best to serve those in need of emergency, transitional housing, and permanent and supportive housing. Due to a lack of resources, however, every day, thousands of abused adults and children are turned away from emergency shelters and denied housing services because programs lack adequate resources and funding. The National Network to End Domestic Violence’s 17th [Annual Domestic Violence Counts Report](#) found that in just one 24-hour period in 2022, almost 12,692 nationwide requests for shelter and housing went unmet, an increase from 6,049 in 2021.

Affordable housing is scarce and the National Low Income Housing Coalitions' *Out of Reach 2023* report found that in no state, metropolitan area, or county can a fulltime minimum-wage worker afford a modest two bedroom rental home.

PROGRAM SUMMARIES

FVPSA shelters and services, the VAWA transitional housing program, and the HUD CoC Domestic and Sexual Violence set-aside are critical components in the effort to reduce homelessness and housing instability among victims of domestic and sexual violence. These essential programs respond to an array of victims' needs, from emergency shelter and transitional housing to permanent housing.

"FAMILY VIOLENCE PREVENTION AND SERVICES ACT"

FVPSA is administered by HHS OFVPS. FVPSA created the first and only dedicated federal funding stream for community-based domestic violence programs and shelters. Approximately 1,600 emergency domestic violence shelters and programs across the country rely on FVPSA to sustain lifesaving support to victims trying to escape violence through emergency shelter and housing programs. The American Rescue Plan included almost \$1 billion in supplemental FVPSA funds that can be used to meet COVID related costs for testing, vaccines, mobile health units, and support for domestic and sexual violence and culturally specific programs. FVPSA funds cover basic needs and provide rental assistance, hotel and motel rooms, and utilities for domestic violence survivors and their children and can be utilized to match funds for HUD Continuum of Care resources. The American Rescue Plan funds, now sunset, were primarily distributed through a state formula grant. In addition to shelter, FVPSA-funded programs provide counseling, legal assistance, crisis intervention, and services for children.

"VIOLENCE AGAINST WOMEN ACT"

VAWA includes many discretionary grant programs, including the Transitional Housing program administered by OVW. The program

distributes grants to more than 200 entities annually across the country on a competitive basis, including states, units of local government, Indian tribes, and other organizations such as domestic violence and sexual assault victim service providers or coalitions, other nonprofit and nongovernmental organizations, and community-based and culturally specific organizations. Transitional housing grants allow entities to offer direct financial assistance for housing and housing-related costs for six to 24 months, operate transitional housing programs, and provide supportive services including advocacy in securing permanent housing. With VAWA Transitional Housing funding, organizations can provide a critical bridge from crisis to stability. The vast majority of VAWA transitional housing participants exit the program to safe, permanent housing.

VAWA, originally passed in 1994 and reauthorized in 2000, 2005, 2013, and 2022 created the first federal law to encourage coordinated community responses to combat domestic and sexual violence. The 2005 VAWA reauthorization instituted landmark protections to ensure that victims can access the criminal justice system without facing discrimination or jeopardizing their current or future housing, strengthened confidentiality protections for victims accessing housing and homelessness services, and maintained the transitional housing grant program. The 2013 and 2022 VAWA reauthorizations built upon the strengths of these housing programs and protections with key improvements.

VAWA housing protections prohibit covered housing programs from denying housing or evicting a victim (of domestic violence, sexual assault, dating violence, or stalking) simply because they are victims or seeking law enforcement assistance; allow public housing agencies (PHAs) to prioritize victims for housing when their safety dictates with emergency transfers; clarify that Housing Choice Vouchers are portable for victims; and delineate an emergency transfer policy process for victims who face continued threats or violence or who

have been sexually assaulted on the premises. The VAWA 2022 expansion covers all federally subsidized housing programs and any new federally subsidized housing that will be created. The federally subsidized housing programs are: public housing, tenant- and project-based Section 8, McKinney-Vento homeless assistance programs, the HOME Investment Partnerships Program, the Section 221(d)(3) Below Market Interest Rate Program, the Section 236 program, the Housing Opportunities for Persons with AIDS Program, the Section 202 Supportive Housing for the Elderly Program, the Section 811 Supportive Housing for People with Disabilities Program, USDA Rural Development Housing Properties, and Low-Income Housing Tax Credit (LIHTC) properties.

VAWA was reauthorized in March of 2022 and builds on existing VAWA housing protections. The law addresses the needs of sexual assault survivors by amending the homelessness definition, enhances the emergency transfer process, covers the remaining federal housing programs, strengthens compliance, implementation, and training and technical assistance, prohibits retaliation against tenants and program participants exercising their VAWA rights, and protects the right to report crime. VAWA 2022 also established a HUD Director on Gender-based Violence Prevention and Equity at the Office of the Secretary. Advocates call on administering federal agencies to issue timely updates to guidance for all programs to fully implement the VAWA housing protections for survivors. New regulations, along with on-going training and technical assistance will help promote more consistent implementation of the protections. HUD and the other administering agencies should strongly enforce VAWA protections, ease the burden on victims to provide documentation, and reduce other barriers that arise when victims assert their rights or simply attempt to remain safe.

THE “HEARTH ACT” AND MCKINNEY-VENTO HOMELESS ASSISTANCE PROGRAMS

Domestic violence shelters and housing programs depend on HUD McKinney-Vento

funding to operate and provide safe housing and shelter for survivors. Dedicated funding to serve domestic violence survivors - the Domestic Violence/Sexual Assault (DV/SA) Bonus - coupled with targeted technical assistance, improvements to HUD’S Notice of Funding Availability (NOFA) and related guidance, have increased the capacity of the domestic violence field to provide trauma-informed, safe and confidential housing to domestic violence survivors. Since FY18, Congress has set aside at least \$50 million in the DV/SA Bonus to support projects serving victims of domestic violence, dating violence, and stalking via Rapid Rehousing (RRH), Joint Component (Transitional Housing and Rapid Rehousing) or Coordinated Entry Supportive Service Only projects. Since FY18 CoC NOFA awarded points to CoCs that demonstrated efforts to address the needs of persons fleeing domestic violence by including victim service providers on CoC boards, offering training on coordinated entry best practices for serving survivors of domestic violence, having safety planning protocols for coordinated entry, and determining the needs of domestic violence and homelessness victims based on data from victim service provider Comparable Databases. We continue to urge HUD to provide clear guidance on how to evaluate the efficacy of domestic and sexual violence survivor housing, to maintain language in the NOFO encouraging communities to address domestic violence, and to continue to issue guidance and messaging to encourage communities to meet the needs of domestic and sexual violence survivors.

EMERGENCY HOUSING VOUCHERS (EHVS)

As part of the “American Rescue Plan Act (ARP) of 2021,” Congress appropriated \$5 billion for Emergency Housing Vouchers (EHVs) intended to assist individuals and families who are homeless or facing housing instability, as well as individuals and families who are *fleeing or attempting to flee domestic violence, sexual assault, dating violence, stalking, or human trafficking*.

The EHVs are a form of permanent affordable housing tenant-based rental assistance similar to the Housing Choice Voucher program. Public

Housing Authorities (PHAs) are the entities that have been designated to receive and administer EHV at the local level. Collaboration is not only highly encouraged by HUD, but also mandated in several instances, particularly in regard to working with CoCs and victim service providers, including culturally specific victim service organizations. HUD requires that PHAs enter a Memorandum of Understanding (MOU) with their CoCs, VSPs, and culturally specific victim service organizations, and other service providers to establish a partnership for the administration of the EHV program. The primary role of CoCs, VSPs, and other service providers is to make direct referrals of EHV-eligible survivors to the PHAs to access this new housing resource.

The HUD EHV website is dedicated to EHV-related information and resources. The webpage contains HUD guidance and materials related to EHV, an EHV FAQ document, registration links for upcoming HUD EHV webinars, and recordings and materials from previously held HUD EHV webinars.

HOME FUNDS

In addition to EHV, ARP allocated \$5 billion to the HOME program to address homelessness, including addressing homelessness amongst those who are fleeing, or attempting to flee, domestic violence, dating violence, sexual assault, stalking, or human trafficking, as defined by the Secretary. Participating Jurisdictions should work with victim service providers to ensure funded projects target survivors and include them in the allocation plans.

STABILITY VOUCHERS

In 2022 HUD distributed \$43.4 million in Stability (or new incremental) Vouchers to assist households who are homeless, including those fleeing or attempting to flee domestic violence, dating violence, sexual assault and stalking, or human trafficking. The allocation should be approximately 4,000 new incremental vouchers. Eligible PHAs apply for the funds and must demonstrate a strategy to pair vouchers with services. PHAs are encouraged to partner with COC, priority given to CoCs who have an existing

referral partnership with VSPs.

TIPS FOR LOCAL SUCCESS

“VIOLENCE AGAINST WOMEN ACT”

Advocates can play a key role in promoting safe housing for victims of domestic and sexual violence by encouraging consistent implementation of VAWA housing protections in local jurisdictions. Housing advocates should work in partnership with domestic violence advocates to familiarize themselves with VAWA housing protections, improve advocacy for individuals, and improve covered housing programs’ policies and procedures. Domestic and sexual violence advocates can train PHA staff, hearing officers, field offices, Section 8 owners, resident groups, and other stakeholders of covered housing programs on VAWA implementation and the dynamics of domestic and sexual violence. PHAs should be encouraged to institute a preference for survivors when making admission decisions. Advocates must also get involved with their PHA’s planning process to ensure that survivors’ needs are addressed and that VAWA housing protections are adequately communicated to consumers.

“HEARTH ACT”

Implementation of the “HEARTH Act” and related funding decisions must reflect and respond to victims’ serious safety needs and their desperate need for housing. Performance measures, evaluation, confidentiality, data collection, and more have an impact on funding decisions and ultimately on victims’ access to safe housing. Implementation and funding decisions must support the unique role that domestic and sexual violence service providers play in meeting victims’ specific needs. Communities must ensure that they have “HEARTH Act” funded domestic and sexual violence housing and shelter available. Each community should ensure that survivor advocates are significantly involved in all homelessness resource planning.

Communities should use guidance from HUD and USICH to help support funding for domestic violence programs. HUD, OVW, Office for

Victims of Crime, and FVPSA OFVPS at HHS support the Domestic Violence and Housing Technical Assistance Consortium (DVHTAC) to better address the critical housing needs of victims of domestic violence and their children. The Consortium aims to foster increased collaboration among domestic violence and homeless service providers and provide national training, technical assistance, and resource development on domestic violence and housing. Communities are encouraged to contact the DVHTAC to address specific needs around implementation of HEARTH (see www.safehousingpartnerships.org).

FUNDING

Increasing funding for FVPSA and VAWA programs and the CoC DV/SA bonus is critical to ending domestic and sexual violence and homelessness. When adequately funded, these acts help to reduce the societal cost of domestic and sexual violence. In fact, by supporting critical services for victims, VAWA saved \$12.6 billion in net averted social costs in its first six years alone. Despite their lifesaving potential and efficacy, these programs are woefully underfunded; there is a serious gap caused by a lack of available resources. It is unacceptable that victims fleeing violence should be turned away from emergency shelters because the programs are full. Victims who must wait in emergency shelter for an available housing unit remain unstable, while other victims in crisis cannot access shelter.

FY23 funding levels include \$50 million for VAWA transitional housing and \$227.50 million for FVPSA, and \$52 million for the DV/SA Bonus set aside. In FY24, advocates should call on Congress to provide \$500 million for FVPSA, increases transitional housing VAWA funds, HUD CoC and Community Compass funds.

WHAT TO SAY TO LEGISLATORS

Advocates should tell members of Congress why eviction prevention, flexible funding and direct cash assistance, emergency shelter, transitional housing, housing set asides for culturally specific providers, and permanent housing are essential

for survivors of domestic violence. Housing providers should talk about the victims that programs serve and about the struggles that programs face in meeting survivors' unique needs for safety. Advocates should share the latest information about the pervasive scarcity of emergency and transitional housing, and of safe, affordable long-term housing in their communities.

For federal laws and programs to realize their full potential in meeting survivors' housing needs, program funding must be increased to its authorized level, new and existing VAWA housing protections must be fully implemented, and "HEARTH Act" funding and implementation must address survivors' needs.

Specifically, advocates should ask the House and Senate Appropriations Committees to increase investments in domestic violence shelter and housing programs including:

In the Commerce, Justice, Science Appropriations bill, \$100 million for VAWA Transitional Housing.

- In the Labor, Health and Human Services Appropriations bill, \$500 million for FVPSA/ domestic violence shelters, including cash assistance that can be utilized for housing and housing related expenses.
- In the Transportation, Housing, and Urban Development (THUD) bill, support \$75 million designated for domestic and sexual violence housing and encourage CoC and Emergency Solutions Grants funding processes to reflect the needs of victims of domestic violence and \$15 million to ensure compliance and implementation of VAWA, support for a fully staffed VAWA office, and provide related training and technical assistance.
- Continued incremental housing vouchers/ stability vouchers for PHAs to provide vouchers for use by survivors of domestic violence, or individuals and families who are homeless, or at risk of homelessness.

FOR MORE INFORMATION

National Network to End Domestic Violence, 202-543-5566, www.nnedv.org/census.

NNEDV Tools on Confidentiality, <https://www.techsafety.org/confidentiality>.

NNEDV Toolkit on Housing for Domestic Violence Survivors <https://nnedv.org/content/housing/>,
<https://nnedv.org/wp-content/uploads/2022/11/EHV-Roadmap-Serving-Survivors.pdf>.

DVHTAC: To learn more about expanding safe housing options for domestic and sexual violence survivors, please visit www.SafeHousingPartnerships.org, a website of the Domestic Violence and Housing Technical Assistance Consortium (DVHTAC).

NNEDV www.nnedv.org.

STTARS-Indigenous Safe Housing Center <https://www.niwrc.org/housing>.

Collaborative Solutions www.collaborative-solutions-net.

National Resource Center on Domestic Violence www.nrcdv.org.

National Resource Center on Domestic Violence www.VAWnet.org (search housing).

Safe Housing Alliance www.safehousingta.org.

National Housing Law Project VAWA protections www.nhlp.org/initiatives/protections-for-survivors-of-domestic-and-sexual-violence/.

The Corporation for Supportive Housing CSH, www.csh.org.