SPECIAL ATTENTION OF:
HUD Regional and Field Office Directors of
Public and Indian Housing (PIH); Housing;
Community Planning and Development (CPD); Fair Housing and Equal Opportunity;
and Regional Counsel; CPD, PIH, and Housing Program Providers

FHEO Notice: **FHEO-2023-01**
Issued: January 20, 2023
Expires: Effective until Amended, Superseded, or Rescinded.

Subject: Notice to Public Regarding FHEO Enforcement Authority and Procedures: Violence Against Women Act 2022 (VAWA)

**I. Purpose of this Notice**

The Violence Against Women Act (VAWA) was reauthorized and amended on March 15, 2022. (See Pub. L. 117-103, Division W, 136 Stat. 49 (VAWA 2022)). VAWA provides, among other things, housing protections for survivors\(^1\) of domestic violence, dating violence, sexual assault, and/or stalking (VAWA violence/abuse). The 2022 reauthorization of VAWA includes new requirements that the U.S. Department of Housing and Urban Development (HUD or the “Department”) implement and enforce VAWA’s housing rights and ensure that program participants comply with those requirements. As set forth below, HUD is implementing those requirements by providing for the filing and processing of individual VAWA complaints with its Office of Fair Housing and Equal Opportunity (FHEO) and informing HUD’s covered housing providers of its authority to investigate potential violations of the applicable requirements in the housing provisions of VAWA.

This Notice announces that, as VAWA 2022 requires, FHEO will implement and enforce the housing provisions of VAWA consistent with, and in a manner that provides, the same rights and remedies as those provided for in the Fair Housing Act. See sections 602 (34 U.S.C. § 12494) and 603 (34 U.S.C. § 12495) of VAWA 2022. This means that, as of October 1, 2022, FHEO and the Office of General Counsel will enforce the housing protections of VAWA using the same processes that are used to enforce the Fair Housing Act. 42 U.S.C. §§ 3601 – 3619. This Notice describes in general how HUD’s current Fair Housing Act regulations will be used to process VAWA complaints. The fact that the Notice may not discuss a particular aspect of the process does not mean that it does not apply to VAWA complaints. Readers are advised to

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\(^{1}\) While VAWA, HUD’s regulations, HUD forms, and other HUD guidance generally use the term “victim,” this Notice substitutes the preferred term “survivor.” “Survivor” has the same meaning as “victim” for purposes of this Notice.
review the Fair Housing Act itself and HUD’s implementing regulations at 24 C.F.R. parts 103 and 180 for further information.

In addition, HUD will engage in rulemaking and issue regulations, as appropriate, to fully implement the compliance review mandate of VAWA 2022. In the interim, as part of its authority to ensure that VAWA’s rights are fully enforced consistent with, and in a manner that provides, the same rights and remedies provided by the Fair Housing Act, FHEO may investigate potential VAWA non-compliance, which it will do using the existing processes and approaches that it uses to review and secure compliance as discussed in more detail below.

Effective October 1, 2022, individuals who believe their VAWA rights have been violated may file complaints with FHEO, and FHEO will begin investigating such complaints using HUD’s existing Fair Housing Act complaint process.

II. Summary

On March 15, 2022, the President signed into law the Consolidated Appropriations Act of 2022 (Pub. L. 117-103, 136 Stat. 49), which included the Violence Against Women Act Reauthorization Act of 2022 (VAWA 2022). VAWA 2022 reauthorizes, amends, and strengthens the Violence Against Women Act of 1994, as amended (VAWA) (Pub. L. 103-322, tit. IV, sec. 40001-40703; 34 U.S.C. 12291 et seq.). Provisions of VAWA 2022 specific to housing are found in Title VI of Division W of the Consolidated Appropriations Act of 2022, which is entitled “Safe Homes for Victims.” Section 2 of VAWA 2022 provides revised definitions for the statute. These amendments took effect on October 1, 2022.²

² Most of VAWA’s housing provisions apply specifically to “covered housing programs.” HUD’s covered housing programs under 24 C.F.R. 5.2003 include:
  - Section 202 Supportive Housing for the Elderly;
  - Section 811 Supportive Housing for Persons with Disabilities;
  - Housing Opportunities for Persons With AIDS (HOPWA) program;
  - Homeless programs under title IV of the McKinney-Vento Homeless Assistance Act, including the Emergency Solutions Grants program, the Continuum of Care program, and the Rural Housing Stability Assistance program;
  - HOME Investment Partnerships (HOME) program;
  - Multifamily rental housing under section 221(d)(3)/(d)(5) of the National Housing Act with a below-market interest rate (BMIR);
  - Multifamily rental housing under section 236 of the National Housing Act;
  - HUD programs assisted under the United States Housing Act of 1937; specifically, public housing under section 6 of the 1937 Act, tenant-based and project-based rental assistance under section 8 of the 1937 Act, and the Section 8 Moderate Rehabilitation Single Room Occupancy; and
  - Housing Trust Fund.

VAWA also covers the Direct Loan program under Section 202; rural housing assistance provided under sections 514, 515, 516, 533, 538, and 542 of the Housing Act of 1949 (42 U.S.C. 1484, 1485, 1486, 1490m, 1490p–2, 1490r); Low Income Housing Tax Credit (LIHTC); the provision of assistance for housing under the Comprehensive

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HUD’s implementing regulations for VAWA’s protections, rights, and responsibilities are codified in 24 CFR part 5, subpart L, and related provisions in HUD’s program regulations (HUD’s VAWA regulations). As explained in HUD’s final rule issued in 2016 (81 FR 80724), HUD’s VAWA regulations that are currently in effect implement VAWA as amended through VAWA 2013.

The 2022 reauthorization of VAWA includes new implementation requirements. It requires HUD and the Attorney General of the United States to implement and enforce the housing provisions of VAWA consistent with, and in a manner that provides, the same rights and remedies as those provided for in the Fair Housing Act (42 U.S.C. 3601-19). Additionally, as described in Section V of this notice, VAWA 2022 requires HUD to establish a process by which to review compliance with the applicable requirements in the housing provisions of VAWA, and to promulgate regulations to govern that process.

Service Programs for Homeless Veterans program under subchapter II of chapter 20 of title 38, United States Code; the provision of assistance for housing and facilities under the grant program for homeless veterans with special needs under section 2061 of title 38, United States Code; the provision of assistance for permanent housing under the program for financial assistance for supportive services for very low-income veteran families in permanent housing under section 2044 of title 38, United States Code; the provision of transitional housing assistance for victims of domestic violence, dating violence, sexual assault, or stalking under the grant program under chapter 11 of subtitle B; and other Federal housing programs that provide affordable housing to low and moderate-income persons through restricted rents or rental assistance, or other affordable housing opportunities, which an Agency identifies as covered by VAWA through regulations, notices, or any other means. See 34 U.S.C. § 12491.

Additionally, landlords, homeowners, tenants, residents, occupants, guests of, or applicants for any housing (not limited to covered housing programs identified above), have the right under VAWA to seek law enforcement or emergency assistance on their own behalf or on behalf of someone else who needs assistance. See 34 U.S.C. § 12495.

In this notice, the Violence Against Women Act of 1994, as amended over the years, is referred to solely as VAWA unless it is necessary or appropriate to refer to a specific amendment of VAWA. The references to “VAWA” in this notice include the amendments in 2000, 2005, 2013, 2016, and 2022 unless explicitly noted otherwise. The full text of the new amending legislation, VAWA 2022, in pdf and plain text versions can be found, respectively, at https://www.govinfo.gov/content/pkg/BILLS-117hr2471enr/pdf/BILLS-117hr2471enr.pdf, and https://www.congress.gov/bill/117th-congress/house-bill/2471/text.
III. VAWA Complaint Processing

A. Overview of FHEO's VAWA Complaint and Investigation Process

HUD will accept complaints, investigate them, and enforce VAWA using its Fair Housing Act complaint processes, which are specified in its current fair housing regulations. See 42 U.S.C. §§ 3610; 3612; 24 C.F.R. Part 103 – Fair Housing Complaint Processing; 24 C.F.R. Part 180 – Consolidated HUD Hearing Procedures for Civil Rights Matters. VAWA complaints do not need to allege a violation of the Fair Housing Act for FHEO to accept and investigate the complaint.

Individuals who believe they have been injured by a VAWA violation or will be injured by such a violation that is about to occur may file a VAWA complaint using FHEO’s online complaint form at https://www.hud.gov/program_offices/fair_housing_equal_opp/online-complaint. FHEO will accept and begin investigating such complaints on October 1, 2022. As with Fair Housing Act complaints, FHEO will also accept VAWA complaints via mail, email, or telephone.4

A complainant may, not later than one year after an alleged VAWA violation has occurred or terminated, file a complaint with FHEO alleging such violation. If there is a violation that began prior to a year before the complaint is filed, but it continues into the one-year time period, HUD will accept the complaint. FHEO will investigate the complaint if it is timely and FHEO otherwise has jurisdiction. If a complaint is filed more than one year after the alleged violation occurred or terminated, FHEO may, but is not required to, investigate the allegations under the additional authority and procedures described in (IV), below.

Upon receipt of an inquiry about an alleged VAWA violation, FHEO will begin its intake process to determine whether the agency has jurisdiction to accept the complaint, and, if so, investigate the complaint. Throughout the investigation, FHEO will make efforts to help the parties reach an agreement to resolve the complaint. If the complaint cannot be resolved voluntarily, FHEO will determine whether reasonable cause exists to believe a violation has occurred or will occur. See 42 U.S.C. § 3610(g); 24 C.F.R. § 103.400. If the investigation shows reasonable cause to believe a violation has occurred or will occur, HUD’s Office of General Counsel will issue a charge of discrimination. See 42 U.S.C. 3610(g); 24 C.F.R. § 103.400. The case will then proceed either with HUD before a HUD administrative law judge or be referred to the Department of Justice.

4 1-800-669-9777 or TTY: 1-800-877-8339 (HUD’s nationwide telephone number for complaint submissions); and local FHEO Regional Office contact information can be found at https://www.hud.gov/program_offices/fair_housing_equal_opp/contact_fheo#c4. See instructions for how to file a complaint at https://www.hud.gov/program_offices/fair_housing_equal_opp/online-complaint#_How_To_File. VAWA complaints may use the current claim form even though there is no VAWA-specific question. HUD is working on updates to the form that will include VAWA.
B. VAWA Complaint Intake

When an individual alleges a VAWA violation, FHEO first will assess whether HUD has jurisdiction to accept the complaint for filing under VAWA and/or one of the other fair housing and civil rights laws that HUD enforces. See 42 U.S.C. § 3610; 24 C.F.R §§ 103.10-103.40. FHEO may interview the individual who wishes to file a complaint as part of its intake process. Where appropriate, FHEO will draft a formal complaint, have the individual review and sign the complaint, and notify the individual (i.e., the complainant) and the individual or entity that allegedly violated VAWA (i.e., the respondent) that a VAWA complaint has been filed. FHEO will further assess whether prompt action is needed to address concerns such as an impending eviction. See 42 U.S.C. § 3610(e); 24 C.F.R. § 103.500. The Secretary may authorize a civil action for appropriate temporary or preliminary relief pending final disposition of the complaint and refer the matter to the Department of Justice. Matters considered for Prompt Judicial Action are typically emergency situations requiring immediate action to prevent a threatened and irreparable injury. Preliminary injunctions and temporary restraining orders may be sought to stop or compel action by a respondent, e.g., stopping a discriminatory policy from going into effect or requiring a housing provider to transfer a complainant to a safe unit. As discussed below, FHEO may also initiate a compliance review in certain circumstances.

C. VAWA Complaint Investigation

If FHEO accepts the VAWA complaint, FHEO will assign one or more investigators to investigate the complaint’s allegations. See 42 U.S.C. § 3610; 24 C.F.R. § 103.200. FHEO will provide the respondent, the party against whom the complaint has been filed, notice and an opportunity to respond to the allegations. See 42 U.S.C. § 3610(a)(1)(B)(ii); 24 C.F.R. § 103.202; 24 C.F.R. § 103.203. FHEO will gather evidence through various means, which may include interviewing parties and witnesses, obtaining documents, and inspecting properties. See 42 U.S.C. § 3610; 24 C.F.R. § 103.215. If necessary, FHEO may issue subpoenas to obtain evidence. 42 U.S.C. 3611(a); 24 C.F.R. § 103.215(b).

D. Conciliation or Voluntary Compliance

At any time beginning with the filing of a complaint and concluding with the issuance of a charge or dismissal of the complaint, the parties can agree to a voluntary settlement containing terms that are satisfactory to them and HUD. See 42 U.S.C. § 3610(b); 24 C.F.R. § 103.300. Throughout the investigation, FHEO will attempt to reach a voluntary settlement by engaging in “conciliation,” a process intended to assist the parties in resolving the complaint through a just resolution, including assurances that the respondent will satisfactorily remedy any alleged violations of the rights of the complainant and take action to eliminate discriminatory housing practices, or to prevent their occurrence, in the future. See 42 U.S.C. § 3610(b)(1); 24 C.F.R. §§ 103.300 and 103.310. Such voluntary conciliation agreements can include monetary compensation, access to housing or services, and/or payment of attorney’s fees. Any resolution
must also provide for the public interest, such as training and notice requirements, policy changes, and/or civil penalties. See 42 U.S.C. § 3610(b)(2); 24 C.F.R. § 103.320.

Any agreement is voluntary; no party is required to accept an offer. If the parties agree, they sign an agreement, which FHEO must approve. FHEO will then close the investigation and monitor compliance with the agreement.

E. Determination

If a VAWA complaint investigation has been completed and conciliation has not resulted in a voluntary agreement among the parties and HUD, FHEO will determine whether or not reasonable cause exists to believe a VAWA violation occurred. 24 C.F.R. § 103.400(a)(2). If FHEO determines that there is reasonable cause to believe that a VAWA violation occurred, HUD’s Office of General Counsel will issue the Determination of Reasonable Cause and a Charge of Discrimination. See 42 U.S.C. § 3610(g); 24 C.F.R. § 103.400.

In some instances, the complaint and allegations may indicate a violation of the Fair Housing Act in addition to VAWA. If reasonable cause exists to believe a violation of the Fair Housing Act also occurred, the Charge of Discrimination will include the Fair Housing Act as an additional cause of action.\(^5\)

F. Enforcement

After a Charge of Discrimination is issued, any party may, within 20 days, choose to have the claims decided in a civil action in federal district court. If any party elects to have the case heard in federal court, the case will be referred to the Department of Justice. If no one elects, the case will be heard by a HUD Administrative Law Judge (ALJ). 42 U.S.C. § 3612; 24 C.F.R. § 180.410. Cases before HUD ALJs are handled by HUD’s Office of General Counsel. HUD attorneys represent the government and the interests of the complainant during the ALJ hearing at no cost to the complainant. When the government brings a legal action under VAWA, it does not charge any fees or costs to individuals who are alleging discrimination.

1. ALJ Hearing

If no party elects to have the case heard in federal district court before the 20-day Election Period expires, the HUD ALJ will promptly schedule a hearing for the case. The ALJ will hold the hearing within 120 days of the issuance of the Charge unless it is impracticable to do so. 42 U.S.C. § 3612(g)(1); 24 C.F.R. § 180.600.

\(^5\) If a complaint alleges a violation of certain other fair housing and civil rights laws, FHEO may also issue a Letter of Findings notifying the respondent of the results of FHEO’s investigation. This includes findings of fact, a description of appropriate remedies for each violation, and a notice that a copy of the final investigative report of the Department will be made available, upon request. See Section IV of this Notice for more information about other applicable fair housing and civil rights laws.
Prior to the hearing, HUD’s attorneys typically engage in settlement discussions with the complainants and respondents. The parties may ask an ALJ to act as a settlement judge to assist in settling the case. 24 C.F.R. 180.445. If the parties reach an agreement, the parties will sign and submit to the ALJ a document called an Initial Decision and Consent Order (IDCO). 24 C.F.R. 180.450. The IDCO may provide for any relief that may be provided for by order of the ALJ in a hearing. The ALJ must approve the IDCO, provided the settlement agreement is in the public interest. Id.

If the case does not settle, hearings are held in or near the locality where the VAWA violation allegedly occurred. During the ALJ hearing, the parties have the right to appear in person, to be represented by legal counsel, to present evidence, to cross-examine witnesses and to conduct discovery of evidence. At the conclusion of the hearing, the ALJ will issue a document called an “Initial Decision and Order,” which includes findings of fact and conclusions of law. 42 U.S.C. § 3612(g); 24 C.F.R. § 180.670. If the ALJ holds that a VAWA violation occurred, the ALJ may order any appropriate relief, including:

- Compensation for actual damages, including out-of-pocket expenses, physical injury and emotional distress damages and lost housing opportunities.
- Permanent injunctive relief, such as an order to comply with VAWA.
- Equitable relief, such as making housing available to the complainant or ordering a transfer.
- Payment of reasonable attorney’s fees if the complainant hired a private attorney.
- Payment of a civil penalty to vindicate the public interest.

Any party adversely affected by the ALJ’s Initial Decision and Order may file a motion with the Secretary of HUD asking that the Initial Decision and Order be modified, set aside, in whole or part, or remanded for further proceedings. 42 U.S.C. § 3612(h); 24 C.F.R. § 180.675. The Secretary has 30 days from the issuance of the Initial Decision and Order to serve the final decision on all parties. If the Secretary does not serve a final decision within this period, the Initial Decision and Order becomes the final decision. A final decision may be appealed to the appropriate federal court of appeals. 42 U.S.C. § 3612(j); 24 C.F.R. § 180.710.

2. Federal District Court

If any party elects to have the case heard in federal court, HUD will refer the case to the U.S. Department of Justice. 42 U.S.C. § 3612(a); 24 C.F.R. § 180.410(c). Under 42 U.S.C. 3612(o), once an election is made, the U.S. Department of Justice will commence and maintain a civil action on the complainant’s behalf in a U.S. District Court. Under 42 U.S.C. §§ 3612(o) and 3612(p), if the federal court finds that a violation occurred, the court may order relief, including the following:
• Compensation for actual damages, including among other things, out-of-pocket expenses, physical injury and emotional distress damages, and lost housing opportunities.
• Permanent or temporary injunctive relief, such as an order to comply with VAWA.
• Temporary restraining order.
• Equitable relief, such as making housing available to the complainant or ordering a transfer.
• Payment of reasonable attorney’s fees and costs if the complainant retained an attorney.
• Payment of punitive damages.

G. Determination of No Reasonable Cause and Dismissal

If, after an investigation, FHEO finds that there is no reasonable cause to believe that a violation of VAWA occurred, FHEO will dismiss the VAWA complaint with a Determination of No Reasonable Cause. See 42 U.S.C. 3610(g)(3); 24 C.F.R. § 103.400(a). FHEO will notify the parties of the dismissal, and the parties may request a copy of the Final Investigative Report.

IV. FHEO Investigation Into VAWA Non-Compliance

HUD, through FHEO, may investigate its grantees’ alleged or suspected non-compliance with VAWA, including as a complement to the investigation of filed complaints, as a part of implementing VAWA consistent with and in a manner to provide the same rights and remedies of the Fair Housing Act. Under the Fair Housing Act, while FHEO is obligated to investigate jurisdictional complaints, in its discretion it may initiate its own investigation to assess potential non-compliance. FHEO may exercise similar discretion to investigate alleged or suspected non-compliance with VAWA, either as an outgrowth of investigating a complaint or based on other relevant information. FHEO may also initiate an investigation to assess potential non-compliance with other civil rights laws, as described in Section V, to the extent the allegations involve those authorities.

V. Multijurisdictional Complaints

Some VAWA complaints may involve violations of multiple laws. VAWA complaints do not need to allege a violation of another fair housing and civil rights law under FHEO’s jurisdiction for FHEO to accept and investigate the complaint. FHEO may ask the complainant to submit an amended complaint including other laws and will investigate all allegations concurrently.

Other civil rights laws that may be implicated include the Fair Housing Act. HUD enforces the Fair Housing Act which prohibits discrimination in housing and housing-related

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6 See 24 CFR § 103.204
transactions because of race, color, national origin, religion, sex (including sexual orientation and gender identity), disability, and familial status (including children under 18 years of age, seeking legal custody of such children, the designee of a person with such custody, and pregnancy). 42 U.S.C. §§ 3601-19. For example, if a landlord denied an individual the opportunity to rent because the individual is a survivor of domestic violence, the landlord may violate VAWA if the housing is covered by VAWA and may also violate the Fair Housing Act’s prohibition against discrimination.

Housing providers that are covered by VAWA are also subject to other fair housing and civil rights laws, such as Title VI of the Civil Rights Act of 1964 (42 U.S.C. § 2000d et seq.) (Title VI), which prohibits discrimination because of race, color, and national origin under any program or activity receiving Federal financial assistance; Section 504 of the Rehabilitation Act (42 U.S.C. § 794) (Section 504), which prohibits discrimination because of disability under any program or activity receiving Federal financial assistance; Title II of the Americans with Disabilities Act, (42 U.S.C. §§ 12131-12134) (ADA) which prohibits discrimination on the basis of disability in all programs, services, and activities of public entities; the Age Discrimination Act of 1975 (42 U.S.C. §§ 6101-6107) (Age Discrimination Act), which prohibits discrimination on the basis of age under any program or activity receiving Federal financial assistance; Section 109 of the Housing and Community Development Act, (42 U.S.C. § 5309) (Section 109) which prohibits discrimination on the basis of race, color, national origin, religion, and sex within Community Development Block Grant (CDBG) programs or activities and directs that the prohibitions against discrimination on the basis of age under the Age Discrimination Act and disability under Section 504 apply to Section 109 covered entities; and Title IX of the Education Amendments Act of 1972 (20 U.S.C. § 1681 et seq.) (Title IX), which prohibits discrimination on the basis of sex (with certain exceptions) in any education program that receives Federal financial assistance. If a complaint implicates one of these statutes as well as VAWA, HUD, through FHEO, and/or other agencies, as appropriate, can investigate pursuant to all applicable authorities.

VI. VAWA Compliance Reviews

Section 602 of VAWA 2022 adds a new section 41412 to VAWA (34 U.S.C. 12492), which requires federal agencies to establish a process to review compliance with the applicable requirements in title IV of VAWA (34 U.S.C. chapter 121, subchapter III, Part L). The new section requires federal agencies, including HUD, to incorporate this process into their existing compliance review processes where possible, enumerates six specific items for examination in the compliance review process, provides that each agency “shall conduct the review . . . on a regular basis, as determined by the appropriate agency,” and requires that agencies ensure that they publicly disclose an agency-level assessment of the information collected during the compliance review process.
Six specific items enumerated by VAWA for review are: (1) compliance with requirements prohibiting the denial of assistance, tenancy, or occupancy rights on the basis of domestic violence, dating violence, sexual assault, or stalking; (2) compliance with confidentiality provisions set forth in section 41411(c)(4) of VAWA (34 U.S.C. 12491(c)(4)); (3) compliance with the notification requirements set forth in section 41411(d)(2) of VAWA (34 U.S.C. 12491(d)(2)); (4) compliance with the provisions for accepting documentation set forth in section 41411(c) of VAWA (34 U.S.C. 12491(c)); (5) compliance with emergency transfer requirements set forth in section 41411(e) of VAWA (34 U.S.C. 12491(e)); and (6) compliance with the prohibition on retaliation set forth in section 41414 of VAWA (34 U.S.C. 12494).

Section 602 also requires each appropriate agency to develop regulations in consultation with “appropriate stakeholders” to implement these changes related to compliance reviews. “Appropriate stakeholders” include, but are not limited to, “(A) individuals and organizations with expertise in the housing needs and experiences of survivors of domestic violence, dating violence, sexual assault and stalking; and (B) individuals and organizations with expertise in the administration or management of covered housing programs, including industry stakeholders and public housing agencies.” Section 41412 of VAWA (34 U.S.C. 12492) requires HUD to issue regulations no later than March 15, 2024, which is two years after the date of enactment of VAWA 2022. Accordingly, while HUD has the authority to conduct investigations into alleged or suspected non-compliance immediately, covered housing providers should be aware of this broader compliance review obligation that will be implemented by HUD through rulemaking. To the extent possible, HUD will identify existing compliance review procedures that already allow for such reviews, including those currently administered by FHEO.

VII. Where to File Complaints

If you believe that your rights under VAWA have been violated, please file a VAWA complaint at https://www.hud.gov/fairhousing/fileacomplaint%20.