



Virginia's Homeless Programs 2006-07 Program Year

**A Report to the
House Appropriations
and
Senate Finance Committees**



**Department of Housing and
Community Development**

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Executive Summary

Homelessness directly affects thousands of Virginians annually. According to the annual 2007 point-in-time count conducted by localities statewide, at least 9,644 individuals were homeless during a 24-hour snapshot in January 2007. Four to five times that number may actually experience homelessness at some point during the year, according to national homeless studies. Many of these persons have special needs based on situations ranging from physical or mental disabilities to chronic substance abuse. Of the total homeless population, many are also victims of other circumstances such as job loss or domestic violence. The Commonwealth of Virginia utilizes a variety of approaches to serve the needs of a diverse homeless population.

The Virginia Department of Housing and Community Development (DHCD) directly addresses the problems associated with homelessness by administering several programs that provide financial support to local governments and nonprofit providers of housing and supportive services to the homeless. These programs range from preventative in nature to homeless intervention and include:

- Child Care for Homeless Children Program (CCHCP)
- Child Services Coordinator Grant (CSCG)
- Emergency Home Repair Program (EHR)
- Emergency Shelter Grant (ESG)
- Homeless Intervention Program (HIP)
- HOME Investment Partnership Program (HOME)
- Housing Opportunities for Persons with AIDS (HOPWA)
- State Shelter Grant (SSG)
- Weatherization and Low-Income Home Energy Assistance Program (LIHEAP)

The following summarizes funding and number of persons served during the 2006-07 program year:

- **CCHCP**
 - DHCD received a \$300,000 block grant for the CCHCP program
 - 556 children received child care through the program at \$512 cost per child
- **CSCG**
 - Funding included \$500,000 in state general funds and \$576,250 in Temporary Assistance to Needy Families (TANF) program funds
 - 3,701 homeless children in 50 emergency and transitional housing facilities assisted
- **EHR**
 - \$352,725 was appropriated from Virginia General Assembly
 - Home repairs completed for 678 low-income households
- **ESG and SSG**
 - ESG is a HUD allocation of \$1,571,410

- SSG is a state-funded program with \$3,226,705 in TANF funds and \$2,559,187 in State general funds
- ESG and SSG programs together assisted 5,477 shelter beds
- **HIP**
 - Funding included \$4.5 million in State general funds and \$821,467 TANF funds
 - \$4.2 million in direct financial assistance was provided to 1,797 households (4,757 individuals)
- **HOME**
 - Allocation of \$14.5 million available for producing and preserving affordable housing
 - DHCD produced 1,114 units of affordable housing
- **HOPWA**
 - DHCD administers about \$600,000 of funds annually
 - Primarily short-term rent, mortgage, and utilities assistance was provided to 249 individuals and their families
- **LIHEAP**
 - \$4.4 million from the Department of Energy and \$5.7 million from Department of Social Services is combined for the program
 - DHCD assisted 2,280 low-income households with weatherization assistance

Additionally, DHCD participates in the Virginia Inter-Agency Council on Homelessness, which serves to represent Virginia at the Policy Academy on Chronic Homelessness. The Academy seeks to implement a plan to end chronic homelessness in 10 years.

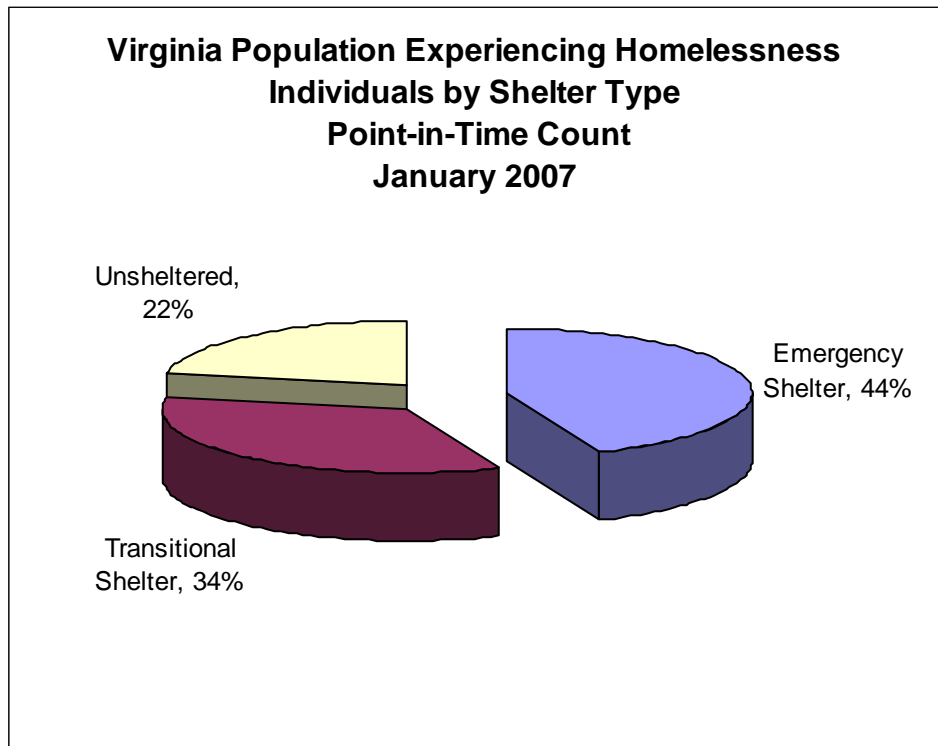
This report serves as a means to report overall conditions and progress made related to the administration of the State's homelessness programs in compliance with Budget Item 103 D.

The Department shall report to the Chairmen of the Senate Finance, the House Appropriations Committees, and the Director, Department of Planning and Budget by November 4 of each year on the state's homeless programs, including, but not limited to, the number of (i) emergency shelter beds, (ii) transitional housing units, (iii) single room occupancy dwellings, and (iv) homeless intervention programs supported by state funding on a locality and statewide basis. The report shall also include the number of Virginians served by these programs, the costs of the programs, and the financial and in-kind support provided by localities and nonprofit groups in these programs. In preparing the report, the Department shall consult with localities and community-based groups.

Conditions

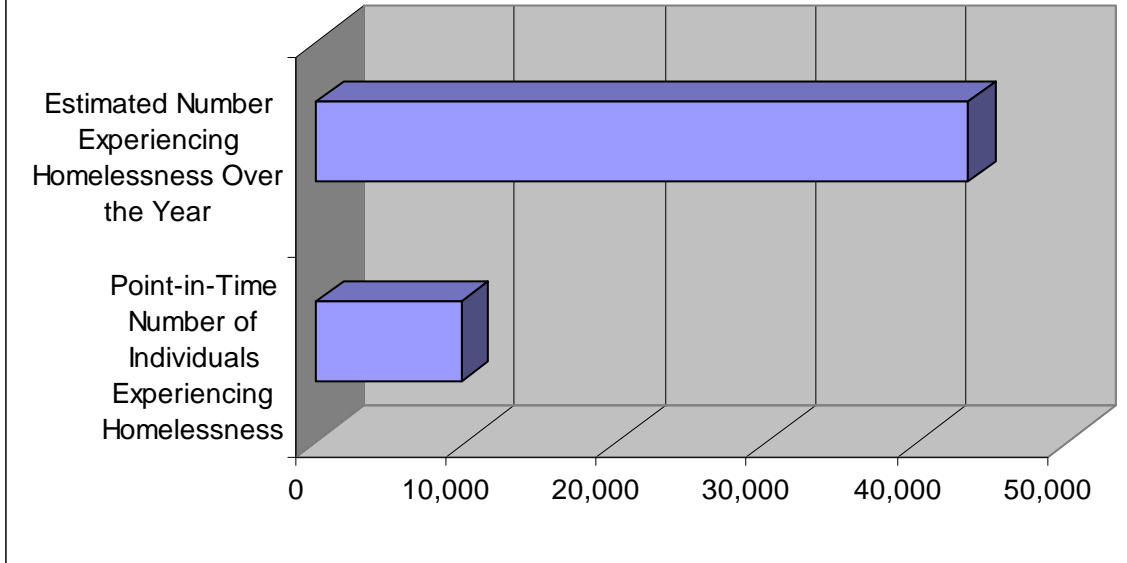
Every year each jurisdiction across the state participates in an annual point-in-time count of sheltered and unsheltered persons experiencing homelessness. Sheltered persons are any individuals (including children and unaccompanied youth) sleeping in emergency shelters, transitional housing, or using a hotel/apartment voucher.

The January 2007 point-in-time count identified 9,644 individuals as experiencing homelessness. About 44 percent of these individuals were in emergency shelters, 34 percent were in transitional shelter programs, and 22 percent were unsheltered.



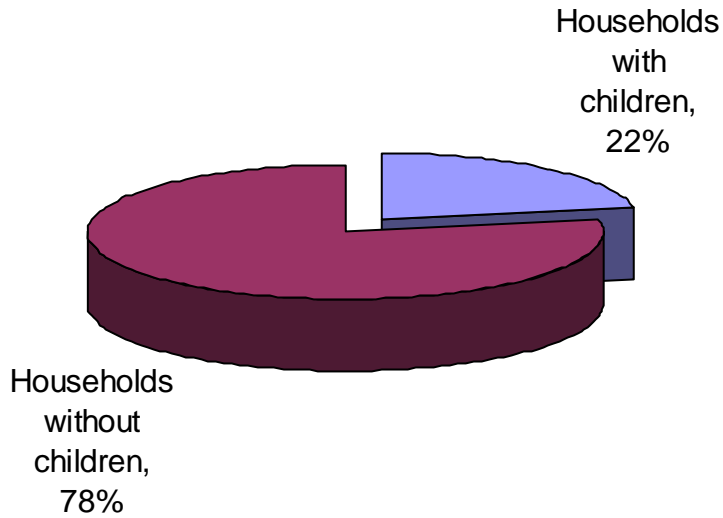
The number of individuals experiencing homelessness over an entire year is typically four to five times that of the point-in-time count. In this case, an estimated 38,000 to 48,000 individuals in Virginia experienced homelessness throughout the year.

**Virginia Population Experiencing Homelessness
Point-in-Time Count, January 2007
as Compared to Annual Estimates**

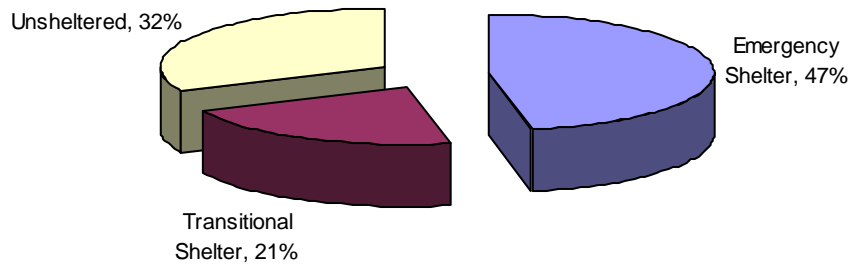


Twenty-two percent of households experiencing homelessness during the point-in-time count included households with children. Forty-three percent of these households with children were in emergency shelters.

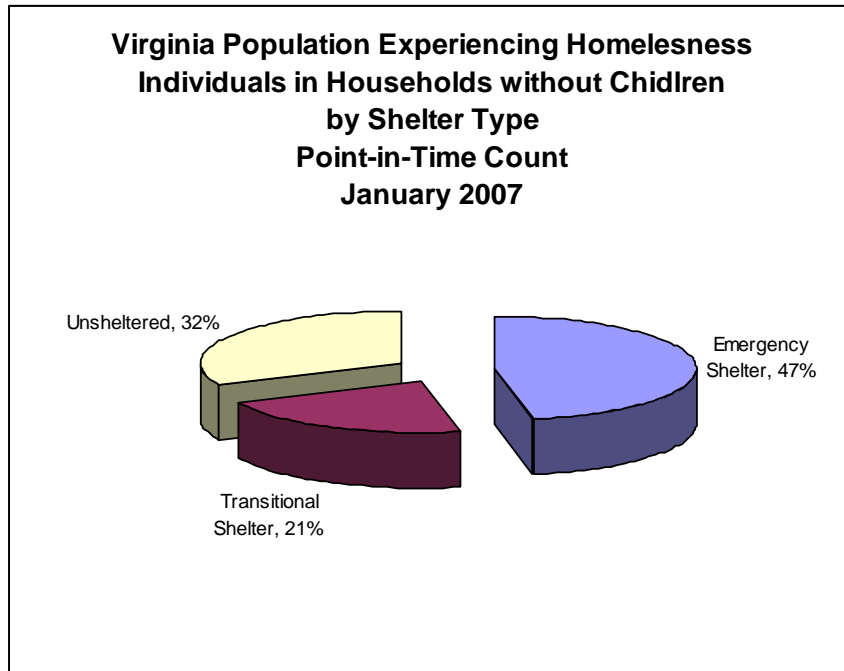
**Virginia Population Experiencing Homelessness
Households with Children
Point-in-Time Count
January 2007**



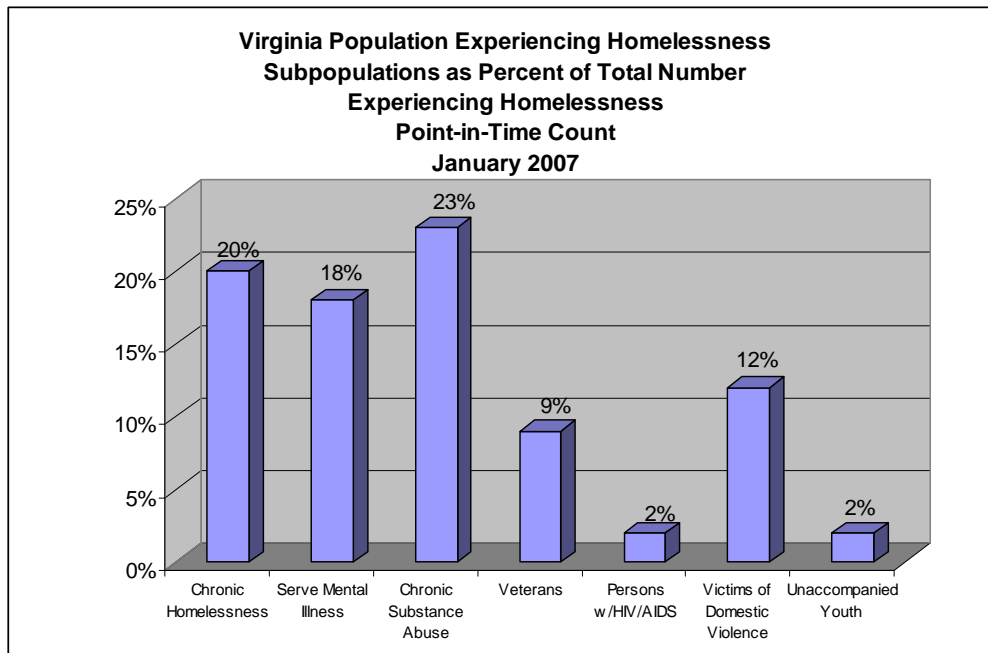
**Virginia Population Experiencing Homelessness
Individuals in Households without Children
by Shelter Type
Point-in-Time Count
January 2007**



Nearly half of all individuals not in families (households without dependent children) were in emergency shelters, and almost a third were unsheltered.

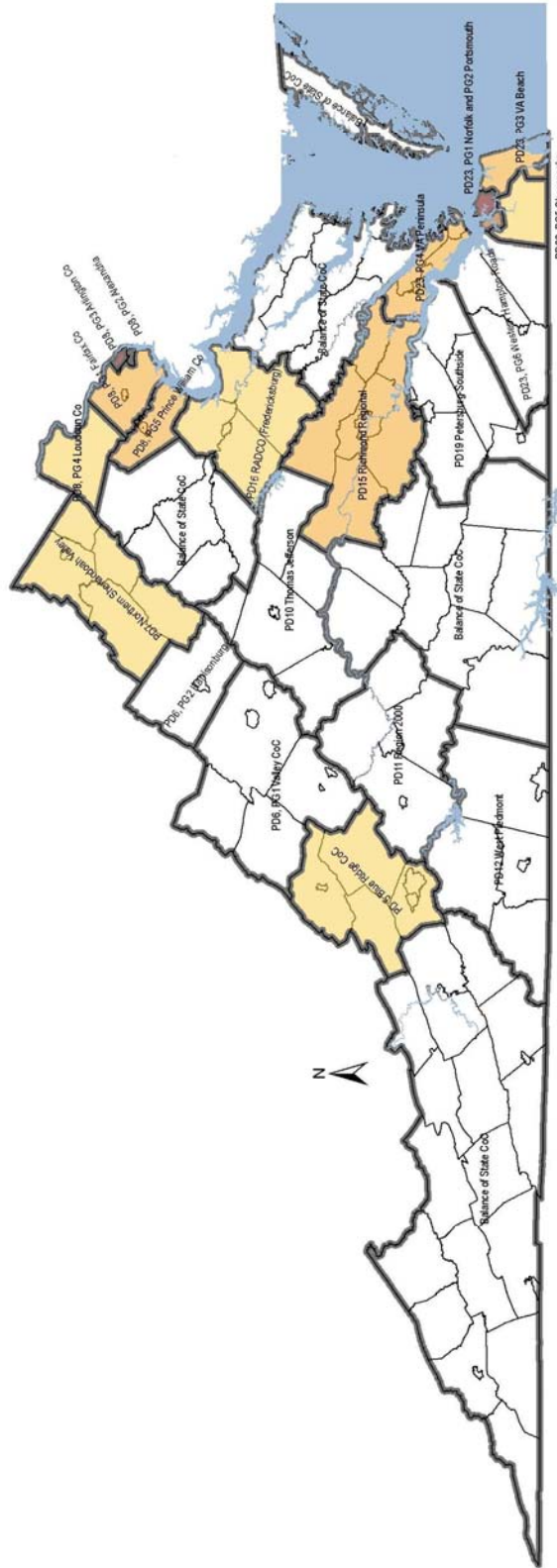


Based on data reported from the 2007 point-in-time count, about 20 percent of the 9,644 individuals were experiencing chronic homelessness. This is based on the HUD (Housing and Urban Development) definition of chronic homelessness as an unaccompanied disabled individual who has been continuously homeless for over one year. Notably, nine percent of the homeless population in Virginia is reportedly veterans, and another 12 percent are victims of domestic violence.



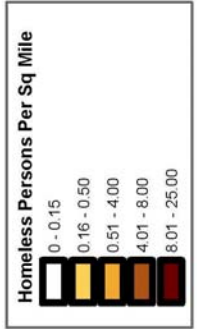
Homeless Population Per Square Mile

Based on 2007 Continuum of Care Point-In-Time Count



Ten Continua in State with Highest Proportions of Homeless Persons Per Square Mile

PD8, PG2 Alexandria City	24.35 Persons/Square Mile
PD8, PG3 Arlington County	17.70 Persons/Square Mile
PD23, PG1 Norfolk	8.60 Persons/Square Mile
PD23, PG2 Portsmouth	5.22 Persons/Square Mile
PD8, PG1 Fairfax County	3.84 Persons/Square Mile
PD23, PG4 Virginia Peninsula	1.85 Persons/Square Mile
PD8, PG5 Prince William County	1.70 Persons/Square Mile
PD23, PG3 Virginia Beach	1.57 Persons/Square Mile
PD15 Richmond Regional	0.53 Persons/Square Mile
PD16 RADCO (Fredericksburg)	0.39 Persons/Square Mile



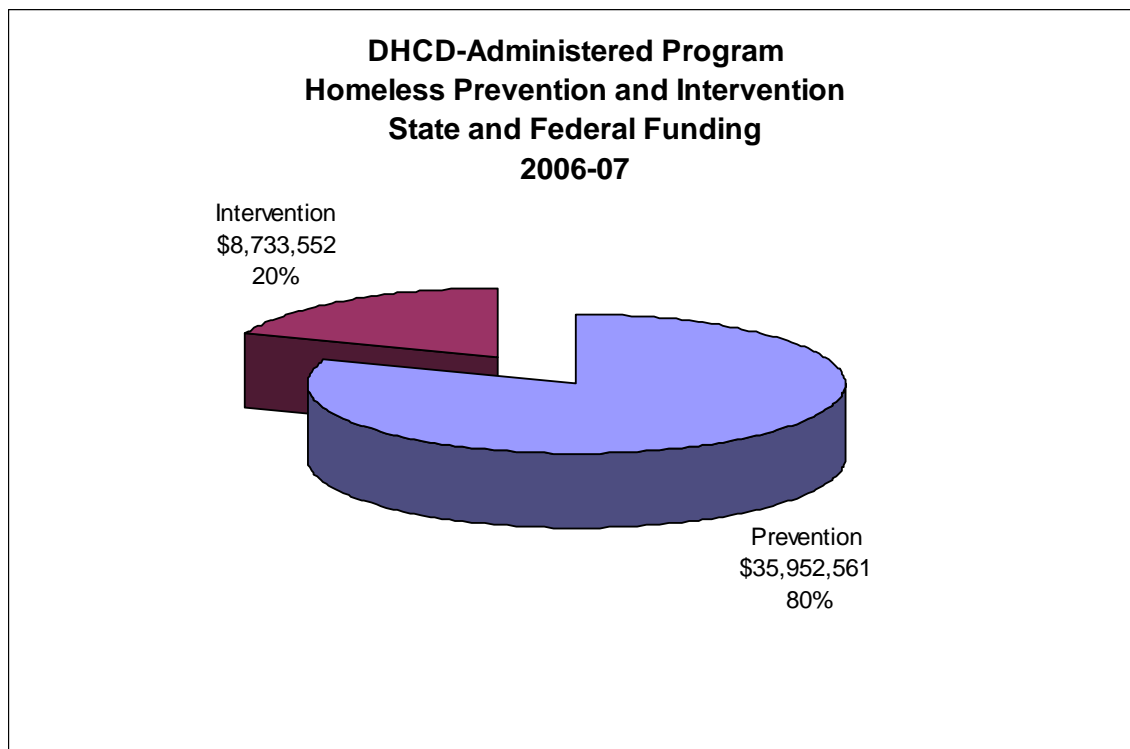
** Map is based on PIT counts conducted by each CoC on January 25, 2007. Methodologies of data gathering may vary and may cause irregularities in data.

Programs

DHCD administers over \$44 million in housing- and homelessness-related programs, which are either preventive measures or programs that intervene in the case that individuals become homeless.

Preventive measures are programs that focus on the production and preservation of affordable housing and housing for special needs populations and programs that provide direct assistance to households in immediate danger of becoming homeless (experiencing a housing crisis). DHCD administers almost \$36 million in programs that prevent homelessness by providing or preserving affordable housing and by providing financial assistance to low-income households to prevent a housing crisis.

Despite preventive measures, some Virginians inevitably fall into homelessness. DHCD administers \$8.7 million of homelessness intervention programs (e.g., shelter programs) that are designed to meet the immediate shelter and longer-term needs to assist these individuals into permanent and stable housing situations.



DHCD-Administered Homelessness Prevention and Intervention Program 2006-2007 Program Year		
Program	Source	2006-2007 Allocation
<i>Prevention Activities</i>		
Homeless Intervention Program (HIP)	State TANF	\$4,500,000 (State) \$821,467 (TANF)
HOME Investment Partnership	Federal -HUD	\$14,519,314
Indoor Plumbing Program	State	\$5,000,000
Housing Opportunities for Persons with Aids	Federal -HUD	\$618,000
Weatherization and Low-income Home Energy Assistance	DOE DSS	\$4,416,209 (DOE) \$5,724,846 (DSS)
Emergency Home Repairs	State	\$352,725
<i>Intervention Activities</i>		
State Shelter Grant (SSG)	State TANF	\$2,559,187 (State) \$3,226,705 (TANF)
Emergency Shelter Grant (ESG)	Federal -HUD	\$1,571,410
Child Care Services Coordinator Grant (CCSCG)	State TANF	\$500,000 (State) \$576,250 (TANF)
Child Care for the Homeless Children Program (CCHCP)	DSS	\$300,000

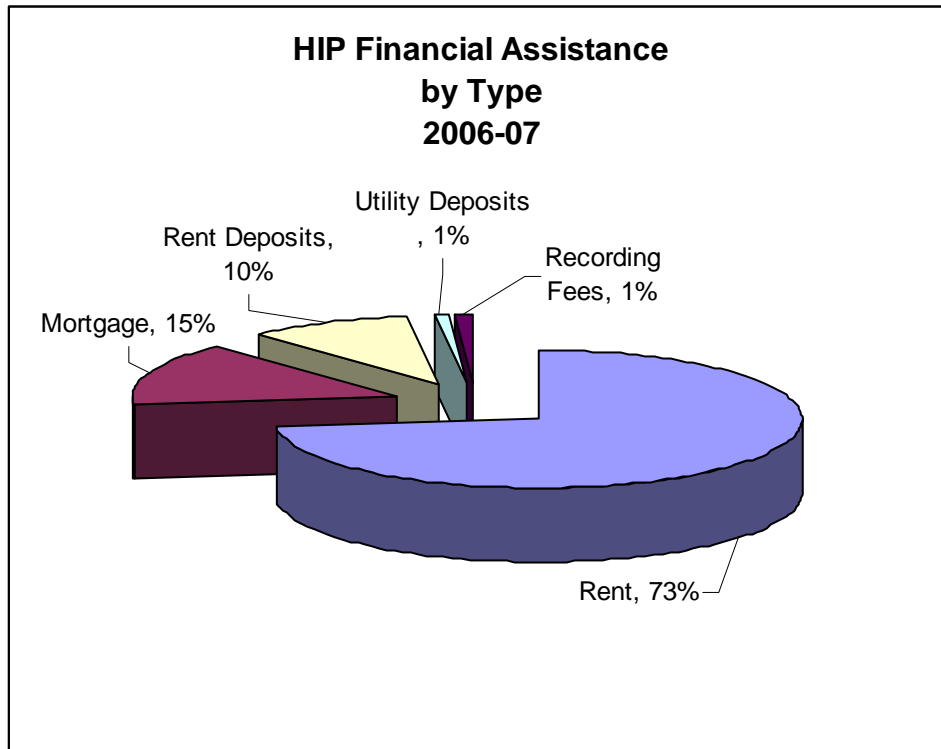
Homeless Intervention Program (HIP)

The purpose of the HIP program is to prevent homelessness through providing short-term rental or deposit assistance, housing counseling, and financial management skills to low income individuals and families who are experiencing a financial crisis.

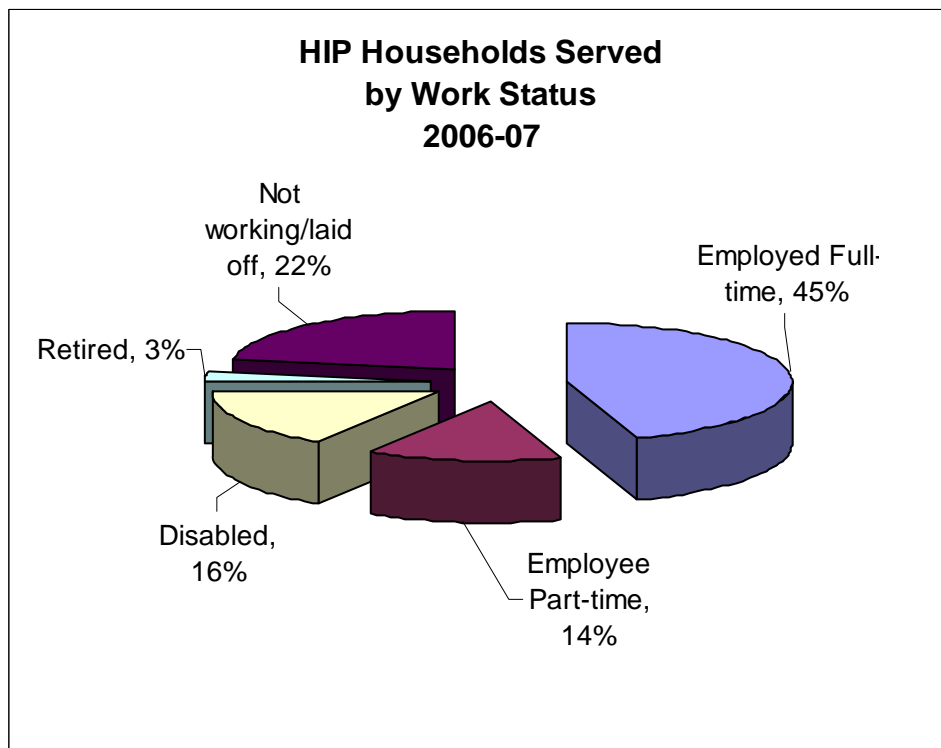
Through this program, \$4.5 million in State general funds and an additional \$821,467 in TANF funds are distributed by DHCD to 26 grantees (local governments or non-profits) to ensure that HIP assistance and services are available to citizens in every jurisdiction in Virginia.

During the 2006-07 program year, the HIP program provided approximately \$4.2 million in direct financial assistance to 1,797 households (4,757 individuals). Half of these individuals are children under the age of 18. Almost a third (29 percent) of the households served were TANF eligible households.

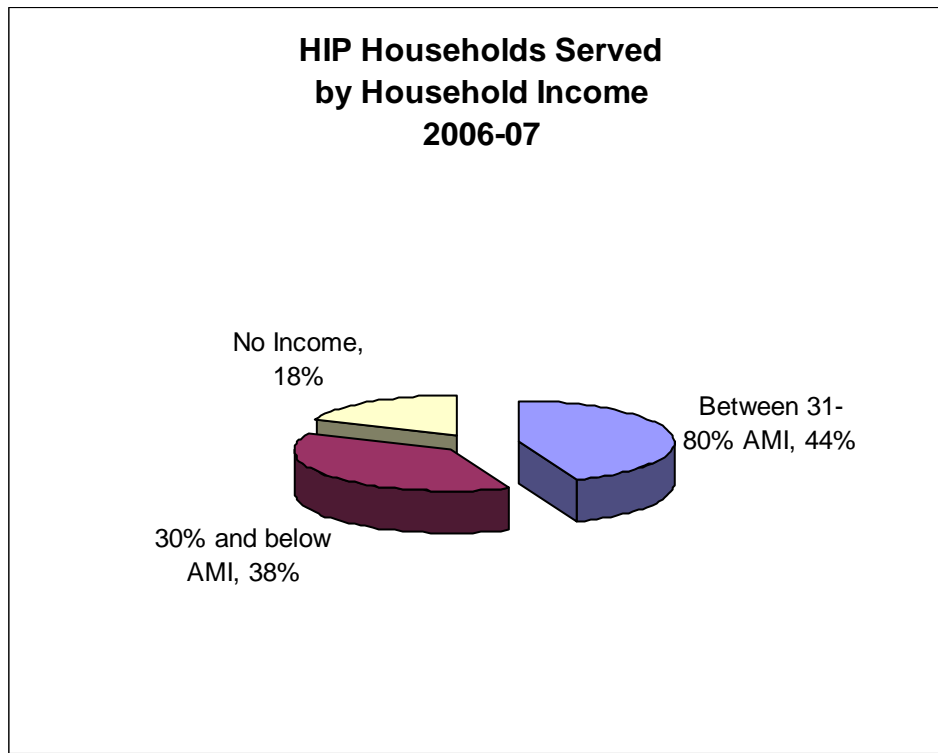
Most (73 percent) of the direct financial assistance was in the form of rent assistance to eligible households in crisis.



More than half (59 percent) of the households assisted had a head of household with an employment status of either full or part time. Forty-five percent worked full-time, 16 percent were disabled, and another three percent were retired.

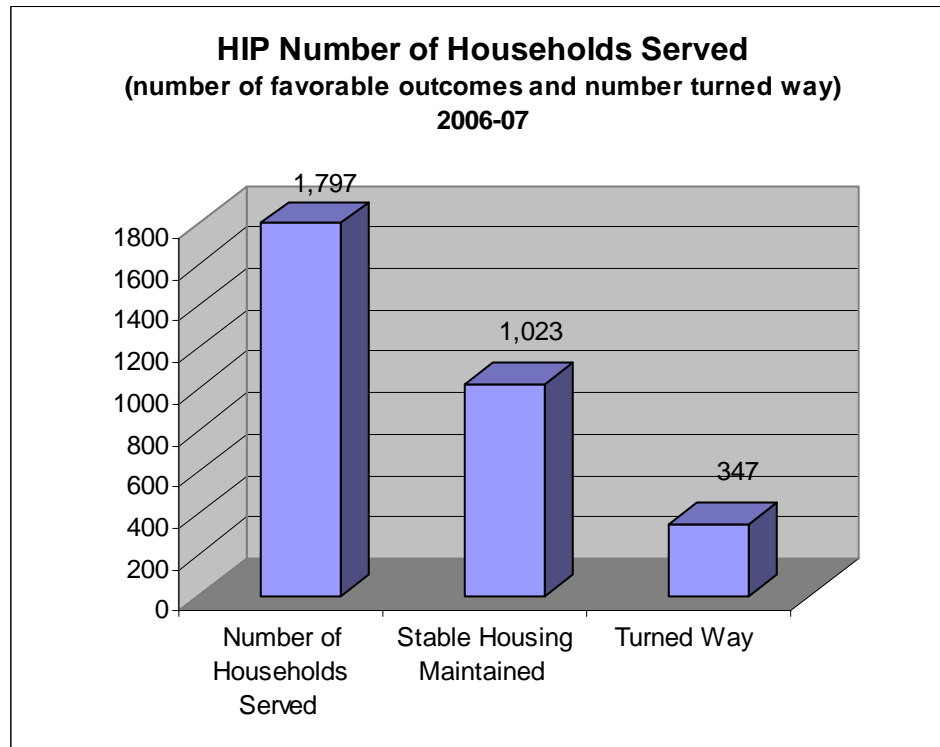


Forty-four percent of the households served had household incomes between 31 percent and 80 percent area median income (AMI). Almost a fifth of the households served had no household income.



Most (60 percent) of the households assisted were tenant (renter) households. A tenth of those assisted were homeowners and the remaining were households living in non-permanent housing (e.g., shelter).

On average, households served received about \$2,300 in financial assistance and all assisted households received housing and financial counseling. Program results show that 60 percent of the households served exited the program able to maintain their housing. Throughout the year, 347 households were denied services due to lack of funding.



HOME Investment Partnership

The HOME program is a federal HUD program administered by DHCD. The primary focus of the HOME program is to produce and preserve affordable housing, and as such this program plays an important role in homeless prevention for Virginia. Through this program (with a 2006-07 allocation of about \$14.5 million), DHCD produced 1,114 units of affordable housing. This includes:

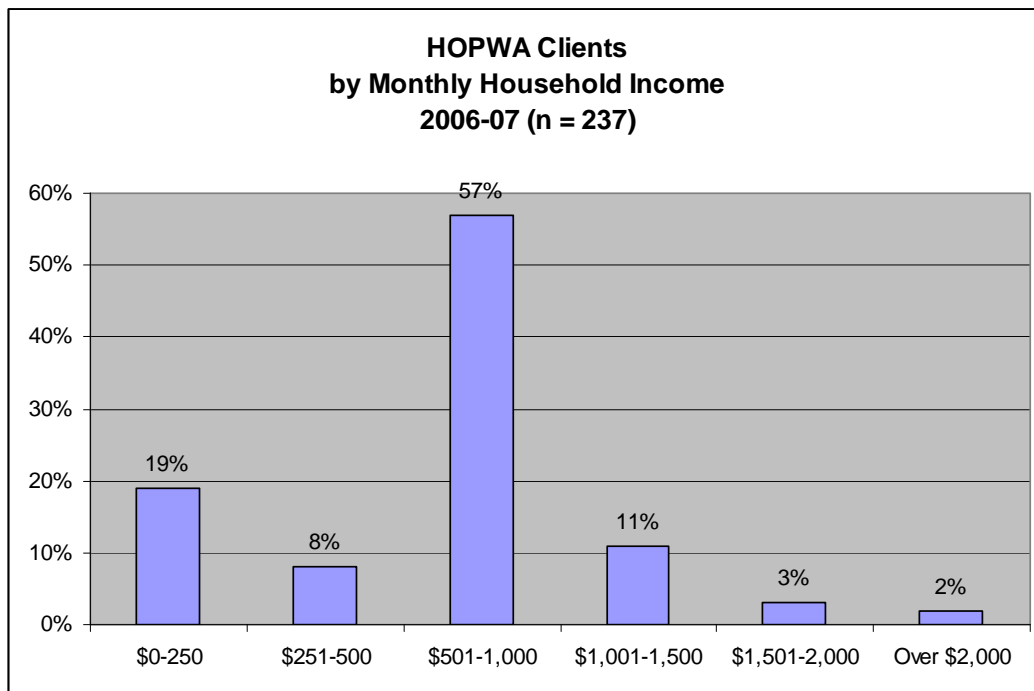
- 657 affordable rental units (at or below 60 percent AMI)
- 15 homebuyer units (at or below 60 percent AMI)
- 92 homeowner-occupied rehab units (at or below 80 percent AMI)
- 350 homeownership assistance units (at or below 60 percent AMI)

All units receiving assistance through the HOME program must remain affordable for a specified affordability period.

The HOME Investment Program is leveraged with \$5,000,000 in State funds to provide for the 92 homeowner rehab units included in these outcomes. These are units that are assisted through the *Indoor Plumbing Program* which seeks to preserve affordable and decent housing through providing home rehabilitation for low-income homeowner households that are living in units that lack complete indoor plumbing.

Housing Opportunities for Persons with Aids (HOPWA)

The HOPWA program, a federal HUD program, provides primarily housing assistance to individuals and their families with HIV/AIDS that are experiencing unstable housing situations. Through project sponsors across the state, DHCD administers about \$600,000 annually, primarily in the form of short-term rent, mortgage, and utilities (STMUR) assistance. Through this program, DHCD assisted 249 individuals with HIV/AIDS and their families during the 2006-07 program year. Most of these individuals were male (60 percent) and between the ages of 31-50 years old (77 percent). Individuals assisted through this program tended to earn between \$501-1,000 a month.



Weatherization and Low-Income Home Energy Assistance Program

The Weatherization and Low-Income Home Energy Assistance Programs (LIHEAP) combine \$4.4 million from the Department of Energy and another \$5.7 million in LIHEAP funding from the Department of Social Services to provide energy assistance to low-income Virginians.

LIHEAP provides funding to assist in the payment of heating bills and to provide emergency heating assistance in cases where the heating system is inoperable, unsafe, or where utility cut-off is imminent. LIHEAP also prevents or alleviates cooling emergencies during periods of extreme heat.

The Weatherization Assistance program provides funds to reduce the heating and cooling costs for low-income families and to ensure their health and safety.

Assistance services are available for low-income households, particularly for the elderly, individuals with disabilities, and families with children.

The program provides direct installation of energy-saving measures such as:

- Sealing air-leaks with insulation, caulking, and weather-stripping;
- Repairing leaky duct systems;
- Repairing and/or replacing inefficient or unsafe heating systems; and
- Installing carbon monoxide and smoke detectors.

The Weatherization Assistance Program is funded by the [U.S. Department of Energy](#) through grants to the Virginia Department of Housing and Community Development (DHCD) and from funds from the Virginia Department of Social Services' Low-Income Home Energy Assistance Program (LIHEAP) Weatherization Component.

DHCD makes this assistance available throughout the entire state through local non-profit housing organizations.

Through the Weatherization Assistance Program and LIHEAP, DHCD assisted 2,280 households during the 2006-07 program year.

Emergency Home Repair Program

DHCD facilitates efforts among local private sector and public entities to implement the Emergency Home Repair Program. This program is funded in amount of \$352,725 for the 2006-07 program year through an appropriation from the Virginia General Assembly.

The program makes funds available for emergency repairs and accessibility improvements. These funds are administered locally by eligible organizations such as units of local government and nonprofit organizations which specify the service area and population to be assisted under the Emergency Home Repair Program.

The goal of the program is to be a resource to improve housing occupied by low-income persons by completing limited repairs and removing imminent health and safety hazards and/or barriers to habitability in their homes.

During the 2006-07 program year, the Emergency Home Repair Program improved 678 housing units occupied by low-income households.

State Shelter Grant and Emergency Shelter Grant

The State Shelter Grant (SSG) is a state-funded program. In 2006-07 program year, \$3,226,705 in Temporary Assistance to Needy Families (TANF) funds were allocated to supplement the \$2,559,187 in general funds available to support this program. The federal Emergency Shelter Grant (ESG) is awarded by formula to the Commonwealth by HUD through the B. McKinney Homeless Assistance Act. Virginia received \$1,571,410 of ESG funding in 2006-07. Providers of emergency shelter and transitional housing receive grants through the SSG and ESG programs.

The State Shelter Grant (SSG) program helps homeless families and individuals by providing state funding to emergency shelters and transitional housing facilities. The primary use of SSG funds is to provide for the rehabilitation, repair, and improvements needed to bring homeless facilities into compliance with state and local health and building codes. After these primary objectives have been achieved, funds can be used to defray operating costs such as salary support, administration, maintenance, rent, utilities, insurance, supplies, and furnishings. SSG funds may also be used to support the delivery of essential human services addressing employment, substance abuse, education, or health needs. These services cannot duplicate or displace existing services.

The Department of Social Services has made additional funds from the Temporary Assistance to Needy Families Program (TANF) program available to SSG grantees for the purpose of addressing TANF objectives.

Similarly, the federal Emergency Shelter Grant (ESG) program helps the homeless by providing shelter and services at emergency shelters and transitional housing facilities. Grant recipients may use funds to meet the costs of operations and limited staff costs. Local governments receiving funds may use five percent for administrative expenses.

In 2006-07 DHCD allocated both SSG and ESG grant funds based on the number of beds available to serve the homeless. Seasonal facilities (winter shelters) received DHCD-administered funding based on the average daily bed count prorated by the number of months the shelter was in operation. ESG awards for day shelters were based on 50 percent of the average daily attendance by persons for whom the provider has documented homelessness.

Many grantees receive both SSG and ESG funding for each bed in their facility. However, grantees in the federal Emergency Shelter Grant (ESG) FFY 2006 entitlement cities of Norfolk, Portsmouth, Richmond, Roanoke, and Virginia Beach, and the entitlement counties of Arlington, Fairfax, and Prince William are not eligible for state-administered ESG funding. The U. S. Department of Housing and Urban Development provides funds directly to entitlement localities. The entitlement localities then make them available to emergency shelter and transitional housing providers within their jurisdictions.

Note that the method for distributing these funds in 2007-08 included more performance-based factors (utilization rates and levels of services) in the formula calculation for funding.

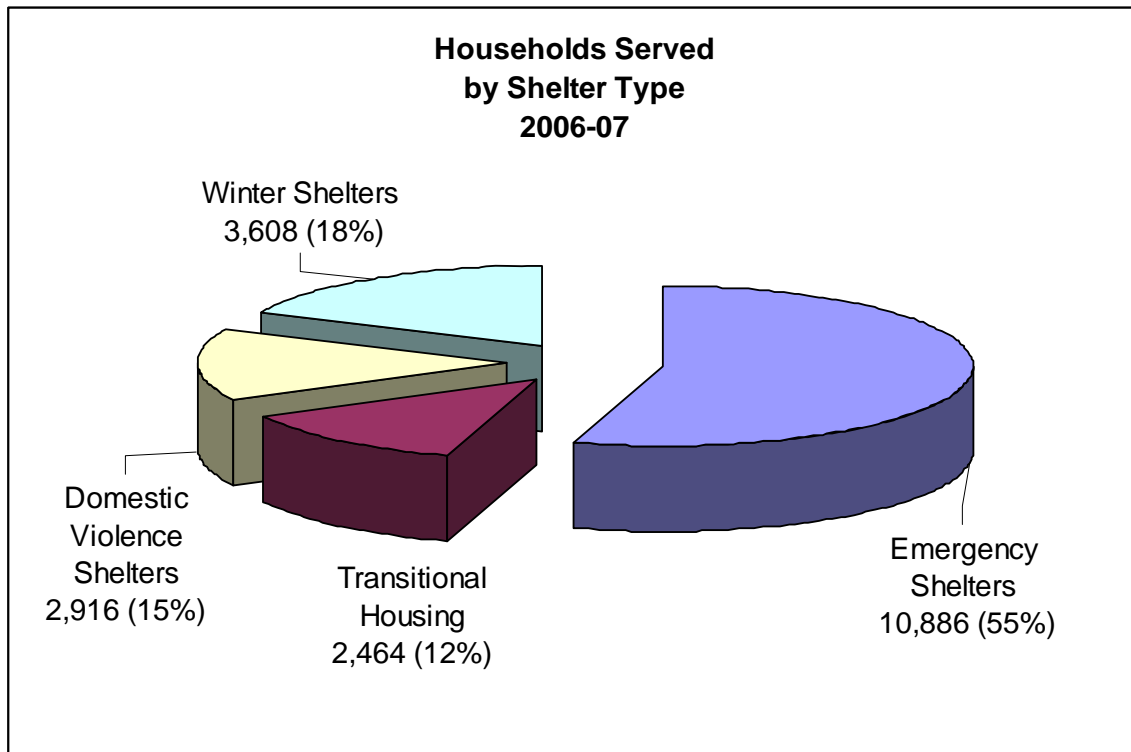
Shelter providers receiving SSG and ESG funds served 28,151 persons through emergency, transitional, and winter shelters during 2006-07 program year. The table and charts below provide additional details on the count and percentage distribution served by the primary types of shelters as well as by the number who could not be served.

Beds Funded

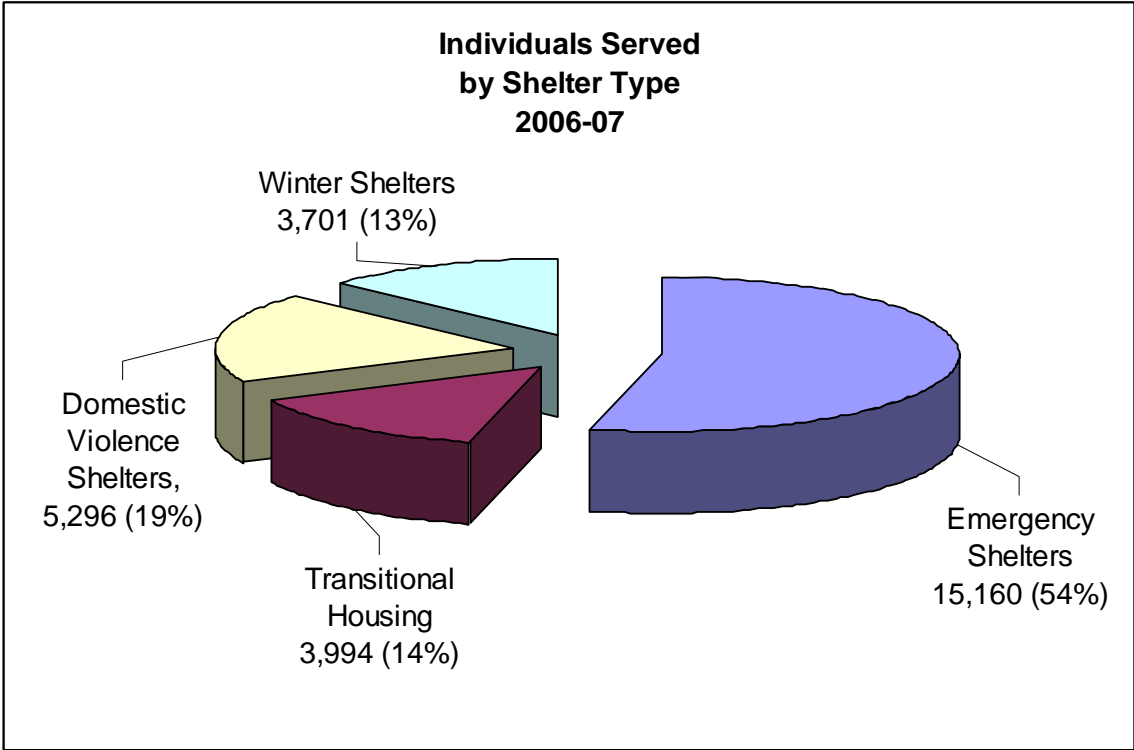
The number of beds fluctuates from year to year. In the 2006-07 program year, SSG and/or ESG funded a total of 5,477 beds. Of these, 2,184 were emergency shelter beds, 2,258 were transitional housing beds, and 724 were domestic violence emergency shelter beds. SSG provided funding for 5,477 beds, and ESG provided for 2,997 beds.

Number Served

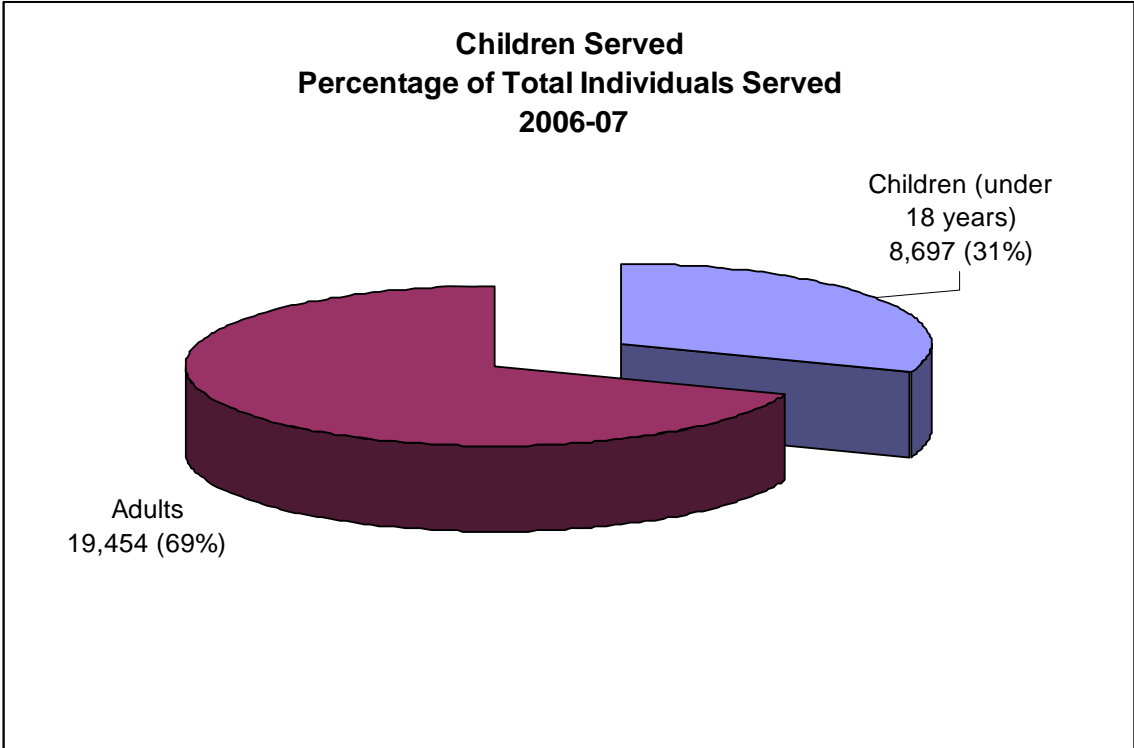
Based on data gathered from shelter providers, 55 percent, or almost 11,000 of the households served, were served in emergency shelters.



A smaller percentage of individuals were served in winter shelters as compared to percentage of households served in winter shelters. Conversely, more individuals are served in domestic violence shelters as compared to households served in domestic violence shelters due to usage trends. These trends are that winter shelters are more likely utilized by unaccompanied adults and that domestic violence shelters tend to be utilized by women with children.

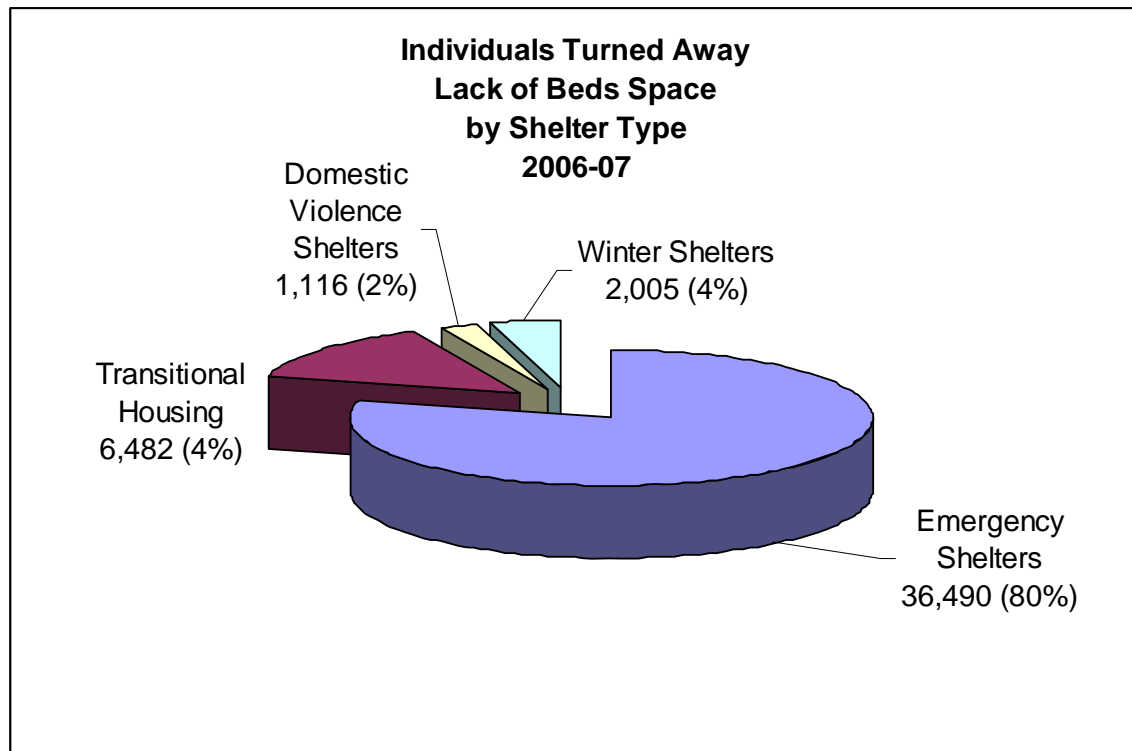


Nearly a third of the individuals served are children under the age of 18. Almost 19 percent (3,603) are four years old or younger.



Turnaways

Most (80 percent) turnaways (for lack of bed space) were for emergency shelter beds. A total of 46,093 individuals were turned away for lack of bed space.



DHCD surveyed project sponsors, requesting the total budget, financial support from local governments, value of volunteer hours (using the allowable ESG rate of \$10.00 per hour), value of donated goods and services, services that would be provided if there were adequate funds, and a reasonable estimate of the amount of funds needed. All but one of the 119 project sponsors provided information.

Overall, the State Shelter Grant, including \$3,226,705 in Temporary Assistance to Needy Families (TANF) funds, accounted for 11 percent of the total budget for emergency shelter and transitional housing facilities. Without the TANF funds, the SSG accounted for five percent. The Federal Emergency Shelter Grant (ESG) component accounted for 2.4 percent of the total shelter costs.

Both SSG and ESG require a dollar-for-dollar match, which may take the form of cash, volunteer hours, or in-kind services. Project sponsors reported 557,460 volunteer hours with a value of \$5,574,600 and donated goods and services valued at \$7,285,510. Although their contribution to the total operating budget is recognized, it should be understood that these two sources of support are not audited and are not known at the time operating budgets are being developed. Volunteers and donations enhance shelter programs, but they are not a source of cash for their operation.

Providers of emergency shelter and transitional housing who responded to the survey estimated that over \$17 million in additional funding was needed to provide additional, expanded and/or enhanced supportive services to meet fully the needs of the homeless populations served.

The total cost of providing each bed of emergency, transitional, and domestic violence shelter for the year was \$11,323. The state provided \$1,075 per bed (5,255 beds) in combined SSG and TANF funding during the year. State-administered ESG provided \$492 per bed (2,890 beds) during the year. Other funding sources (excluding volunteer hours and other in-kind support), or about \$17 million, make up about 26 percent of the total costs to provide these shelter services for the 2006-07 program year.

Child Services Coordinator Grant

The Child Services Coordinator Grant (CSCG) program contributes salary support for an in-house coordinator to address the special health care, mental health, and educational needs of homeless children residing in emergency shelters and transitional housing facilities. Nonprofit organizations and local governments that receive State Shelter Grant funds are eligible recipients of CSCG funds. However, emergency shelter applicants must document a minimum average monthly census of at least five homeless children who have remained in the facility an average of eight consecutive days in the last fiscal year. Transitional housing facilities must serve at least 20 children per month to be eligible for CSCG funding.

The CSCG program addresses the needs of homeless children by:

- Insuring that professional child service resources are available to homeless families with children through linkages in the community.
- Improving service delivery to homeless children through increased information-sharing, collaborative planning, and analysis/referral to existing resources.
- Emphasizing parental choice and participation in the coordination of services for children.

Child service coordinators assisted 3,701 homeless children in 50 emergency shelter and transitional housing facilities.

The 2006-07 funding included an appropriation of \$500,000 in state general funds and \$576,250 in TANF program funds allocated by DHCD.

- 2,713 children received health assessments by medical professionals, including follow-up treatments, immunizations, and inoculations.
- 1,976 children received mental health screenings, including assessments with professionals as needed.

- 2,709 children received educational services delivery, including transportation.

NOTE: Selected outcome numbers may represent duplication, because a homeless child may need a variety of services and assistance. Also, some children may have entered the shelter in one fiscal year and received the service in a subsequent year.

Child Care for Homeless Children Program

The Child Care for Homeless Children Program (CCHCP) receives funding through the federal Child Care and Development Block Grant, which the Department of Social Services (DSS) administers. DHCD has an interagency contract with DSS to provide for the payment of child care services for homeless children residing in emergency shelters and transitional housing facilities that receive State Shelter Grant funding. Homeless families in shelter facilities may receive assistance for the cost of child care while working or participating in an educational or job training program.

- In 2006-07 program year, DSS provided DHCD with \$300,000 (\$285,000 for services and \$15,000 to cover administrative costs) from its block grant to support the Child Care for Homeless Children Program.
- 556 children received child care during the year at a per child cost of approximately \$512.
- Seventy-one percent (71%) of households receiving child care assistance had at least one parent employed at the time they exited the shelter.

Virginia Inter-Agency Council on Homelessness

In July 2003, Governor Warner directed agencies serving Virginia's homeless population to represent Virginia at a Policy Academy on Chronic Homelessness. The academy is part of a national initiative to implement a plan to end chronic homelessness in 10 years. The Governor subsequently approved the action plan, "*Virginia: A Common Wealth to End Homelessness*," which was then submitted for comment to the United States Interagency Council on Homelessness in January 2004. A copy of the updated plan, as well as other resource material, can be found at www.endhomelessnessva.org.

The Policy Academy evolved into the Policy Committee of the existing Virginia Inter-Agency Council on Homelessness (VIACH). Its mission is to implement the established action plan; its vision is of an integrated, community-based system of individualized opportunities, services, and housing ending homelessness in Virginia. The plan incorporates the following priorities:

1. Affordable continuum of suitable and appropriate housing options
2. Accessible supportive services
3. Prevention initiatives that reduce homelessness
4. Sufficient financial resources for meeting housing and other needs

5. An understanding of chronic homelessness at all levels
6. Identification card available to all who need them

Virginia: A Common Wealth to End Homelessness represents the most comprehensive initiative to-date in combating chronic homelessness and ensuring coordinated services for Virginia's homeless or those at risk of becoming homeless.

VIACH members include policy-level representatives from governmental, non-profit organizations, and associations that can influence the plan's success. State agencies include the Virginia Departments of Housing and Community Development, Medical Assistance Services, Corrections, Health (Vital Records), Rehabilitative Services, Division of Motor Vehicles, Social Services, Juvenile Justice Services, Employment, Veterans' Services, and Mental Health, Mental Retardation, and Substance Abuse Services. Other representatives include a previously homeless individual, the Virginia Coalition for the Homeless, Virginia Municipal League, Virginia Supportive Housing, Virginia Sheriff's Association, Virginia Interfaith Center for Public Policy, Virginia Hospital and Healthcare Association, Virginia Housing Development Authority, and Homeward, a local Continuum of Care.

VIACH successes in 2006 included:

- The Balance of State Continuum of Care received an award of \$900,000 in federal funds for permanent supportive and transitional housing projects for the homeless as well as a Homeless Management Information System in FY 2006.
- Increased coverage of several Continua of Care to ensure that all jurisdictions in the Commonwealth are covered and thereby eligible to apply for federal funding through the Continuum of Care application.
- Submission of 2006 Balance of State Continuum of Care application that could increase federal funds available to housing for the homeless by an additional \$700,000.
- Collaboration with the State's Prisoner Reentry Policy Academy in a successful summit on meeting the housing needs of ex-offenders in metropolitan areas.
- Progress toward addressing and removing the barriers unique to this population in meeting the identification and residency requirements for valid state-issued identification documents.

Conclusion

The Virginia Department of Housing and Community Development administered over \$44 million during the 2006-07 program year towards prevention and intervention of homelessness. Reportedly, 9,644 individuals were homeless during the 2007 point-in-time count, but upwards of four to five times that number may in fact experience homelessness throughout the year.

DHCD-funded programs improve lives of thousands of Virginia's neediest families through a variety of assistance ranging from homeowner weatherization assistance to child services to emergency homeless shelter facilities. Such programs serve not only to address individual circumstances of homelessness, but on a much larger scale they serve to improve quality of life for all Virginians.