

Greater Richmond Continuum of Care (GRCoC) Coordinated Entry System Evaluation: 2025

Endorsed by the GRCoC System Policy and Process Committee, 12/08/2025

Overview: Coordinated Entry is an approach to coordination and management of a homeless services system's resources that allows participants to make consistent decisions from available information to efficiently and effectively connect people to interventions that will rapidly end their homelessness. (Coordinated Entry: Core Elements, HUD). A Coordinated Entry System (CES) is the collection of programs, processes, policies, and coordination activities that both fulfill the federal requirements for Coordinated Entry but also allow communities to determine the best way to allocate limited resources to solve homelessness in their community.

Continuums of Care are required to review and evaluate their CES annually. In the GRCoC, this process is staffed by Homeward in its role as the designated Coordinated Entry System Coordinator and the GRCoC System Policy and Process (SPP) Committee.

Summary of Evaluation: The GRCoC CES meets or exceeds all federal requirements but would benefit from increased local, state, federal, and private sector investments in the resources most requested by regional residents experiencing homelessness. Suggestions for continued improvement and coordination include expanding subpopulation needs in the GRCoC's CES Policies and Procedures Manual and engaging with the soon-to-be-formed Lived Expertise Council to provide additional feedback for the 2026 CES Evaluation.

Evaluation Process: Using the HUD Coordinated Entry System¹ as a guide, this evaluation combines a process and compliance review with a review of GRCoC system-level data. Full data is included in the FY2024-25 Annual Report published by the GRCoC in October 2025. The Annual Report can be found here: <https://www.endhomelessnessrva.org/grcoc-releases-fy2025-annual-report>.

Components of the GRCoC Coordinated Entry System:

- Governance and Participation
 - System Policy and Process Committee
 - CES Coordinator
 - Participating Programs (CES Memorandum of Understanding)
 - Policies and Procedures
- Triage and Assessment
 - GRCoC Homeless Connection Line
 - Coordinated Street Outreach
 - EmpowerNet Hotline for survivors of sexual and domestic violence
- Prioritization for coordinated resources
- Referrals

¹ US Department of Housing and Urban Development:
<https://www.hudexchange.info/resource/5758/coordinated-entry-management-and-data-guide/>

- Case conferencing

Governance and Participation:

System Policy and Process Committee:

The Greater Richmond Continuum of Care System Policy and Process Committee uses provider input and expertise to review and update Coordinated Entry policies and processes and program standards as required by federal and state funding and based on need within Greater Richmond Continuum of Care. Relevant policies include access, assessment, prioritization, and referral to emergency shelter, rapid rehousing, and permanent supportive housing, as well as other relevant interventions and should meet the needs of clients from all jurisdictions in Greater Richmond Continuum of Care. Committee members will review drafted documents, provide feedback on documents, and make recommendations for actions. The committee is staffed by the Coordinated Entry System Coordinator. The SPP Committee provides recommendations to the Greater Richmond Continuum of Care board.

The System Policy and Process Committee is comprised of one voting member representative from each provider type (e.g., emergency shelter, outreach, permanent supportive housing, etc.) and one non-voting Coordinated Entry (referrals) staff member.

The following individuals comprise the System Policy and Process Committee: Kristin Riddick (Chair), Carson Cuppett (Outreach Representative), Emily Lehmann (Emergency Shelter Representative), Adrian Turner (Rapid Rehousing Representative), Eric Dugan (Youth Transitional Housing/Rapid Rehousing Representative), Robert Baez (Permanent Supportive Housing Representative), Shawntee Wynn (Domestic Violence Representative), Brooke Pendleton (Veteran Representative), and Choice East (Coordinated Entry System Representative).

Coordinated Entry System Coordinator:

Homeward is the Greater Richmond Continuum of Care designated Coordinated Entry System Coordinator. In this role Homeward manages day-to-day operation of coordinated entry including facilitating referrals, recordkeeping documentation, technology, and other infrastructure that supports the implementation of coordinated entry at the CoC or homeless response system level.

The designation of the Coordinated Entry System Coordinator is governed by a Memorandum of Understanding established/renewed between Homeward and the Greater Richmond Continuum of Care Board. The most recent MOU was approved by the GRCoC Board in September 2025 can be found here:

[https://www.endhomelessnessrva.org/policy#:~:text=Coordinated%20Entry%20System%20Coordinator%20MOU%20\(2025\).](https://www.endhomelessnessrva.org/policy#:~:text=Coordinated%20Entry%20System%20Coordinator%20MOU%20(2025).)

Participating Programs (with signed CES Memorandum of Understanding):

Homeless service providers demonstrate participation in the Greater Richmond Continuum of Care Coordinated Entry System by executing a Coordinated Entry System Memorandum of Understanding. The Coordinated Entry System Memorandum of Understanding is an annual Greater Richmond Continuum of Care document designed to outline roles and responsibilities of homeless service providers in the Greater Richmond Continuum of Care. Updated and approved by the System Policy and Process Committee, the Memorandum of Understanding defines service coordination, Homeless Management Information System use, and the System Policy and Process Committee voting and membership eligibility. When considering approval, the System Policy and Process Committee reviews if the provider meets relevant program standards, as well as demonstrates a commitment to complying with policies and coordinating services. Two staff members from each participating agency are required to attend a yearly Coordinated Entry System training before submitting the Memorandum of Understanding.

The following agencies have signed MOU's to participate in the GRCoC CES for 2025 – 2026:

The FY26 designated & approved CES MoU agencies are ACTS, CARITAS, Commonwealth Catholic Charities, Daily Planet Health Services, Hanover Safe Place, HomeAgain, Homeward, Housing Families First, Liberation Veteran Services, Richmond Behavioral Health Authority, The Salvation Army, the SPAN Center, St. Joseph's Villa Flagler, and SupportWorks Housing.

Coordinated Entry not only streamlines access to and ensures the fairness of the local homeless response system, but it is also a requirement in order to receive funding. The Greater Richmond Continuum of Care receives nearly \$11 million dollars annually in renewable federal and state funding for homeless services. Locally, each provider applying for funding through these annual coordinated grants must demonstrate that they participate in the Greater Richmond Continuum of Care Coordinated Entry System.

GRCoC Coordinated Entry Policies and Procedures:

The collective function of the Coordinated Entry System components is governed by the Greater Richmond Continuum of Care's Coordinated Entry System Policies and Procedures document. This document was developed in 2018 with significant revisions in 2022 and 2024. The Policies and Procedures document is a tool to guide services, processes, and housing interventions for the Greater Richmond Continuum of Care, and to ensure that the local Coordinated Entry System is in compliance with the U.S. Department of Housing and Urban Development (HUD) Coordinated Entry regulations. It is also meant to be used by providers and agency staff to ensure that services are consistent and streamlined across the Greater Richmond Continuum of Care. It may also serve as a guide for partner groups (funders, stakeholders, other communities) to illustrate the policies and functions of the Greater Richmond Continuum of Care Coordinated Entry System.

Other recent policies reviewed and endorsed by the SPP committee include written program standards for all program types including new program types funded through the HUD Youth Homelessness

Demonstration Program and an Emergency Transfer Plan. Locally developed policies include an application process for Community Connection Points. The CES Policies and Procedures document and other recent policies approved by the SPP Committee can be found here:

<https://www.endhomelessnessrva.org/policy>.

GRCoC Triage and Assessment (= Access as defined by HUD’s CES regulations):

The GRCoC Board has endorsed three designated “Access Points” and voted in December 2024 not to add new access points without a significant influx of additional resources to meet community needs. The designated access points are:

- GRCoC Homeless Connection Line
- Coordinated Street Outreach
- EmpowerNet Hotline for survivors of sexual and domestic violence

Please see pages 4, 5, 16, and 17 in the [GRCoC Annual Report FY2025](#) for a report on the number of households (individuals and families) served by the GRCoC Triage and Assessment programs.

Prioritization for coordinated resources:

The GRCoC does not have adequate resources or services to meet all needs of all households eligible for homeless assistance in the region. In order to maximize these limited resources to meet the needs of our most vulnerable neighbors, the GRCoC prioritizes households for referrals to homeless assistance programs. The SPP Committee reviews household, program, and system data as well as the inventory of homeless assistance resources available to develop community prioritization standards. Please see the attachment on the current GRCoC Prioritization policies.

Referrals to homeless assistance programs:

Homeward’s Coordinated Entry staff review data from the Triage and Assessment programs and applies the prioritization criteria in order to “match” the prioritized households to available resources. Please see page 21 of the [GRCoC Annual Report](#) for a graphic showing this process.

For the fiscal year 7/1/24 -6/30/25, the Coordinated Entry staff referred a total of 1,483 individuals for emergency shelter and permanent housing programs (including rapid re-housing and permanent supportive housing.) Of these 1,483 individuals,

- 1,161 were adults
- 322 were children under the age of 18
- 24 were parenting youth (aged 18 – 24)
- 63 were veterans
- 288 met the federal definition of chronically homeless (including a long history of homelessness and a disability)

Case conferencing:

Case conferencing is a structured process where service providers collaborate to assess and coordinate care for households being served through a program in the GRCoC covered by the Coordinated Entry System. As the CES Coordinator, Homeward manages and facilitates Case Conferencing for the GRCoC. In Fiscal Year 2024 – 2025, the GRCoC hosted 104 total case conferencing sessions including 42 with Medicaid Managed Care Organizations. Please see page 20 of the [GRCoC Annual Report](#) for more information.

Summary Compliance Review of Greater Richmond Continuum of Care CES:

Please see the attachment for a detailed review of the CES components according to the HUD CES Self-Assessment Checklist. Below is a summary of the key compliance issues of CES.

CES Fundamental	GRCoC Homeless Connection Line	Coordinated Street Outreach	EmpowerNet	System overall
Full Coverage	Yes	Yes	Yes	Additional resources would enable more support for people seeking homeless assistance.
Outreach	Yes	Yes	Yes	The GRCoC can continue to develop the coordination of services with unsheltered Households, especially with community based partners.
Emergency Services	Yes	Yes	Yes	N/A
Standardized Access and Assessment	Yes	Yes	Yes	Continue to expand resources and policies related to serving survivors in Coordinated Entry Policies and Procedures document.
Marketing	Yes	Yes	Yes	Increased trainings have begun to reduce stakeholder confusion about the role of the Coordinated Entry System and to clarify that more access does not provide additional resources.

Non-Discriminatory Access	Yes	Yes	Yes	Compliant and continue to offer system-wide training to support vulnerable populations.
Safety Planning	Yes	Yes	Yes	Compliant and continue to support the cross-training among CES participating agencies and community partners.

Summary of evaluation and suggestions for Improvement:

The GRCoC CES is compliant with all required federal regulations. There are opportunities to enhance and provide clarity in the CES Policies documents in some areas. Details on each component of the review are shared in the attached HUD’s Coordinated Entry Self-Assessment tool that can be found here.

The following are opportunities from the GRCoC CES Assessment that provide information on where improvements can be made:

Planning:

The GRCoC (GRCoC) is compliant with the requirement to consult with Emergency Solutions Grants (ESG) recipients in the development of written standards for Continuum of Care assistance. The System Planning and Process (SPP) Committee will support this collaboration by including ESG recipients in its scheduled biennial review of program standards. Additionally, the SPP Committee will update the program standards to provide clear guidance on determining the rent amount or percentage that each participant must pay while receiving Rapid Re-Housing assistance, promoting consistency, transparency, and HUD compliance.

Access:

The GRCoC meets the requirement to ensure effective communication with individuals with disabilities by providing appropriate auxiliary aids and services such as Braille, large print, and sign language interpreters. However, the SPP Committee will update the CES (CES) Policies and Procedures to explicitly include language outlining these communication supports, helping to formalize existing practices and improve consistency across access points.

Assessment:

The GRCoC currently upholds participant rights in the coordinated assessment process, allowing individuals to choose what information to share, refuse assessment questions, and decline housing or service options without retribution or loss of access to assistance. The SPP Committee will update the

CES Policies and Procedures to clearly articulate these rights and the conditions under which participants can maintain their place on prioritization lists when options are declined, ensuring transparency and participant protections.

Additionally, GRCoC complies with the requirement that assessments do not mandate disclosure of specific disabilities or diagnoses unless needed for eligibility determination or referrals. SPP will update the CES Policies and Procedures to explicitly include this language for clarity and consistency.

Prioritization:

The GRCoC uses a coordinated entry process that prioritizes homeless individuals based on clear, documented, and consistently applied criteria, aligned with CoC and ESG standards under 24 CFR 578(a)(9) and 24 CFR 576.4. However, GRCoC needs to make its prioritization criteria and policies publicly available to enhance transparency and community awareness.

Enhancement of services for targeted subpopulations:

The SPP committee would like to recommend that the GRCoC increase collaboration, service coordination, and where possible resources, to meet the needs of individuals who served in the military (veterans), persons fleeing or attempting to flee domestic violence, adults aged 60 or older, persons with disabilities and medical vulnerabilities, and households with minor children who are at risk of becoming homeless (targeted prevention.)