

# OFFICE OF CHILDREN'S SERVICES

ADMINISTERING THE CHILDREN'S SERVICES ACT



## UTILIZATION OF RESIDENTIAL CARE UNDER THE CSA

*Annual Report to the Governor and General Assembly, December 15, 2022  
In accordance with the Appropriation Act Chapter 2 Item 284 (B)(2)(d)*

*Item 284 B.2.d. Each locality shall submit to the Office of Children's Services information on utilization of residential facilities for treatment of children and length of stay in such facilities. By December 15 of each year, the Office of Children's Services shall report to the Governor and Chairmen of the House Appropriations and Senate Finance and Appropriations Committees on utilization rates and average lengths of stays statewide and for each locality.*

The Children's Services Act (CSA, §2.2-2648 et seq) was enacted in 1993 to create a collaborative system of services and funding for at-risk youth and families.

The CSA establishes local multidisciplinary teams responsible to work with families to plan services according to each child's unique strengths and needs and to administer the community's CSA activities.

The Office of Children's Services (OCS) is the administrative entity responsible for ensuring effective and efficient implementation of the CSA across the Commonwealth.

Guiding principles for OCS include:

- Child and family directed care,
- Equitable access to quality services,
- Responsible and effective use of public funds,
- Support for effective, evidence-based practices, and
- Collaborative partnerships across state, local, public, and private stakeholders.

Aside from acute hospitalization, residential (or congregate) care is the most intensive setting to meet the treatment requirements of children and youth with high levels of need due to psychiatric, emotional, and behavioral problems. Historically, there has been concern about the high utilization of such settings. Models such as the System of Care, which is the foundation of the Children's Services Act, establish a preference for treating youth in the context of their families and communities. Over the years, several strategies have been implemented to decrease the number of children and youth placed in residential care settings. These strategies included implementing the *Children's Services System Transformation* initiative, a tiered, incentive match rate system in CSA designed to encourage serving children and youth in community-based settings. In FY2022, the steady downward trend in the number of children served in residential care continued (an overall decrease of 22% from FY2019). Over that same time period, the total CSA cost of these services decreased by 5.0%, the number of youth in psychiatric residential treatment placements (PRTF) decreased by 25%, and Group home (GH) placements decreased by 12%. It is likely that at least some of these decreases are related to restricted admissions due to the COVID-19 pandemic, as well as staffing shortages in the residential facilities. Placements for the most challenging youth continue to be a concern for CSA and its partner agencies (VDSS, DBHDS, DMAS), and concern over the need for more costly out-of-state placements (often not eligible for Medicaid reimbursement) has been an issue of considerable attention. Out-of-state residential placement costs have been approximately 8.9 million per year over the past four fiscal years.

Funding of residential placements is accomplished through several sources, Medicaid, CSA, and title IV-E for eligible children in foster care served in group home placements. The data in this report reflects only CSA expenditures.



Office of Children's Services  
Empowering communities to serve youth

### Total CSA Expenditures for Residential Care (FY2019 - FY2022)

	FY2019	FY2020	FY2021	FY2022
Temporary Care Facility	494,708	503,252	122,124	162,389
Group Home	14,549,379	16,472,475	15,115,258	16,830,272
Residential Treatment Facility	57,418,781	59,409,876	55,631,447	51,854,325
<b>TOTALS</b>	<b>\$ 72,462,868</b>	<b>\$ 76,385,603</b>	<b>\$ 70,868,830</b>	<b>\$ 68,846,986</b>

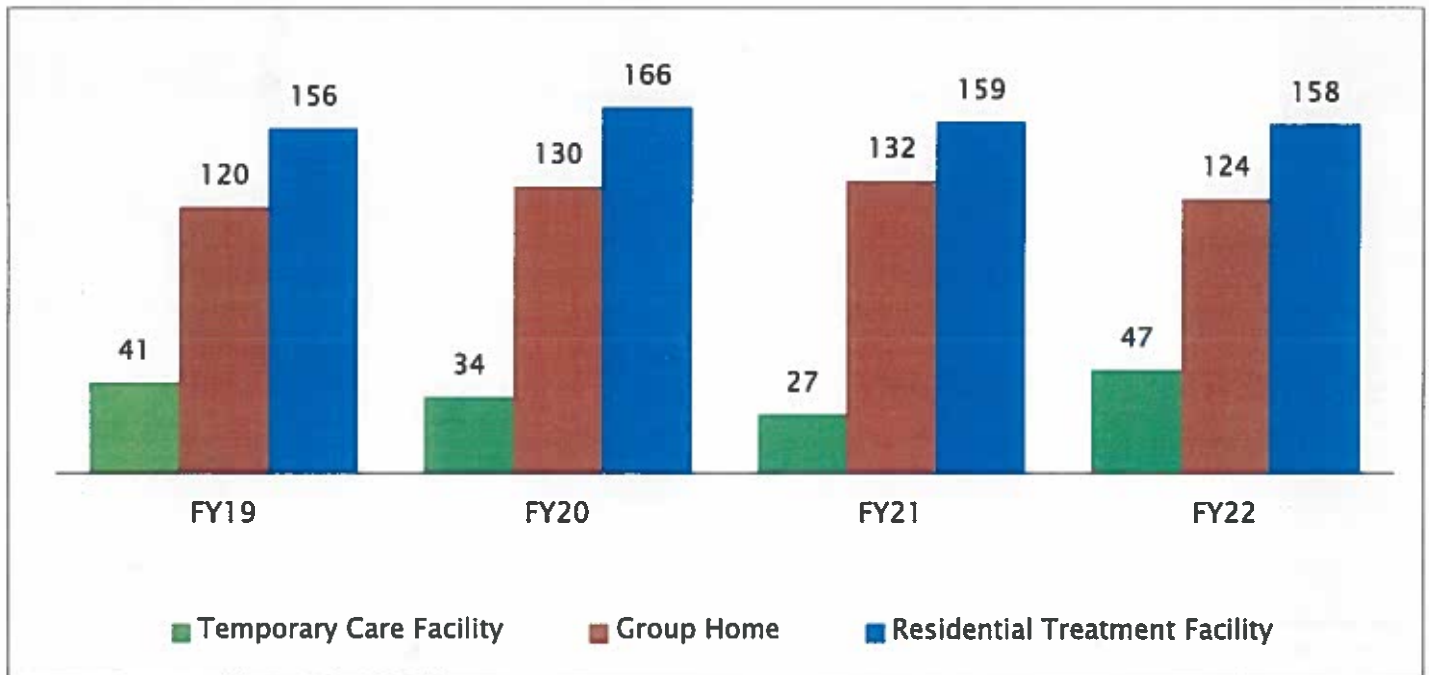
*Note: Amounts do not include Title IV-E and Medicaid expenditures.*

### Number of Youth Served through CSA in Residential Care (FY2019 - FY2022)

	FY2019	FY2020	FY2021	FY2022
Temporary Care Facility	56	49	21	19
Group Home	726	716	622	642
Residential Treatment Facility	2,037	1,901	1,764	1,523
<b>Unduplicated Total</b>	<b>2,424</b>	<b>2,323</b>	<b>2,103</b>	<b>1,884</b>

*The total reflects the unduplicated number of youth across all residential settings excluding special education placements.*

### Average Length of Stay (Days) per Youth in Residential Care (FY2019 - FY2022)



*Note: Reflects the average number of days per youth within the fiscal year.*

## Utilization of Residential Care through the CSA by Locality, FY2020 - FY2022

FIPS	Locality	UNDUPLICATED YOUTH COUNT/CUMULATIVE DAYS - ACROSS ALL RESIDENTIAL PLACEMENT TYPES											
		FY2020				FY2021				FY2022			
		Youth	Days	Avg. LOS	Expenditure	Youth	Days	Avg. LOS	Expenditure	Youth	Days	Avg. LOS	Expenditure
001	Accomack	5	550	92	\$88,143	4	715	143	\$86,950	3	635	159	\$107,861
003	Albemarle	34	5,982	166	\$1,158,381	29	5,437	103	\$1,495,618	27	5,795	121	\$1,809,723
005	Alleghany	9	1,244	96	\$245,165	5	841	84	\$207,766	6	986	141	\$139,151
007	Amelia	6	916	131	\$163,215	2	608	203	\$66,312	5	775	111	\$170,218
009	Amherst	13	2,089	161	\$246,770	11	1,346	104	\$199,617	15	1,797	100	\$225,059
011	Appomattox	15	3,059	191	\$377,744	14	2,360	112	\$332,822	8	1,379	106	\$194,499
013	Arlington	23	3,892	144	\$787,521	30	3,803	109	\$1,061,274	25	4,008	138	\$1,272,667
015	Augusta	16	2,957	185	\$379,078	16	2,373	140	\$352,730	17	2,895	126	\$521,619
017	Bath	2	175	88	\$32,135	2	183	92	\$28,483	0	0	0	\$0
019	Bedford County	53	10,350	178	\$1,668,670	40	8,395	135	\$1,688,614	35	6,570	129	\$1,463,069
021	Bland	1	199	199	\$37,430	2	205	103	\$21,924	2	175	88	\$16,965
023	Botetourt	8	1,425	158	\$228,315	6	879	126	\$119,542	5	819	137	\$156,494
025	Brunswick	6	1,183	197	\$191,026	4	1,024	256	\$215,025	4	633	158	\$128,561
027	Buchanan	18	2,669	111	\$576,734	11	2,021	135	\$314,263	14	1,218	72	\$293,895
029	Buckingham	3	427	107	\$79,417	4	585	98	\$64,786	7	588	84	\$180,005
031	Campbell	29	5,194	173	\$935,348	25	5,007	152	\$976,628	27	5,037	133	\$1,102,689
033	Caroline	7	1,198	171	\$175,223	7	1,026	114	\$105,133	9	1,531	128	\$207,660
035	Carroll	43	8,445	159	\$1,503,073	38	7,353	147	\$1,389,035	33	6,928	157	\$1,280,157
036	Charles City	2	343	172	\$54,319	3	745	248	\$55,932	2	146	49	\$33,102
037	Charlotte	7	868	109	\$229,680	4	1,005	201	\$148,537	3	995	249	\$149,304
041	Chesterfield	66	10,476	156	\$1,726,247	71	12,212	112	\$2,316,993	60	10,495	130	\$2,225,431
043	Clarke	6	746	124	\$120,280	3	488	163	\$71,254	1	130	130	\$19,717
045	Craig	3	559	140	\$75,471	2	470	118	\$95,300	1	184	184	\$39,560
047	Culpeper	16	3,514	207	\$532,069	20	3,823	127	\$624,635	11	1,651	97	\$421,668
049	Cumberland	5	839	168	\$156,646	4	324	81	\$35,972	4	838	168	\$159,811
051	Dickenson	6	1,264	158	\$190,902	9	1,162	89	\$248,103	16	2,429	101	\$641,030
053	Dinwiddie	12	2,426	202	\$449,144	12	2,641	165	\$450,299	10	2,395	150	\$496,329
057	Essex	8	1,060	118	\$125,155	8	1,527	109	\$242,128	4	683	137	\$97,627
061	Fauquier	26	5,117	197	\$938,688	37	3,753	82	\$589,423	20	3,656	108	\$713,707
063	Floyd	9	2,271	206	\$398,642	8	1,195	92	\$272,867	7	1,034	115	\$185,785
065	Fluvanna	14	2,900	132	\$639,062	9	1,977	124	\$380,949	7	776	86	\$178,082
067	Franklin County	46	7,500	144	\$1,278,156	37	7,860	187	\$1,273,824	42	7,634	112	\$1,567,341
069	Frederick	23	4,970	191	\$1,108,677	19	4,289	119	\$1,004,129	22	4,736	139	\$1,049,171
071	Giles	8	1,627	181	\$448,212	5	726	104	\$123,210	6	1,095	137	\$176,628
073	Gloucester	2	297	149	\$32,369	5	817	136	\$153,984	2	150	50	\$60,698
075	Goochland	3	420	105	\$54,784	4	239	60	\$46,591	7	775	97	\$127,445
077	Grayson	9	1,492	136	\$216,390	6	1,072	153	\$178,430	8	1,370	152	\$166,755
079	Greene	10	1,267	115	\$218,161	13	1,812	79	\$442,080	12	2,074	130	\$315,795
083	Halifax	24	4,735	182	\$908,825	12	2,832	157	\$703,620	11	2,591	185	\$545,135
085	Hanover	35	5,781	152	\$953,445	42	8,447	132	\$1,235,015	37	7,141	128	\$965,273
087	Henrico	84	14,881	160	\$1,951,693	82	14,877	131	\$2,331,084	64	10,080	112	\$2,214,893
089	Henry	18	3,756	209	\$737,171	24	4,631	132	\$904,094	24	4,493	155	\$793,073
091	Highland	0	0	0	\$0	0	0	0	\$0	0	0	0	\$0
093	Isle of Wight	4	45	11	\$6,145	4	654	131	\$95,848	6	915	102	\$97,451
095	James City	16	2,968	165	\$501,220	19	2,201	96	\$279,931	11	1,646	87	\$334,208
097	King & Queen	1	70	70	\$19,095	0	0	0	\$0	0	0	0	\$0
099	King George	10	2,210	158	\$600,470	11	2,186	95	\$638,608	9	1,725	133	\$340,853
101	King William	2	709	355	\$111,797	4	510	128	\$88,883	2	506	253	\$70,290
103	Lancaster	6	1,294	185	\$310,069	3	686	137	\$88,654	3	588	147	\$69,895
105	Lee	9	1,313	94	\$157,604	4	364	46	\$129,087	5	942	118	\$399,980
107	Loudoun	52	9,710	177	\$2,884,324	41	7,568	138	\$1,955,085	34	5,072	108	\$1,689,791
109	Louisa	17	3,392	188	\$607,139	22	3,810	95	\$743,307	22	4,919	117	\$975,682
111	Lunenburg	8	1,291	117	\$196,591	6	1,473	210	\$286,220	7	1,003	143	\$184,139



## Utilization of Residential Care through the CSA by Locality, FY2020 - FY2022

FIPS	Locality	UNDUPLICATED YOUTH COUNT/CUMULATIVE DAYS - ACROSS ALL RESIDENTIAL PLACEMENT TYPES											
		FY2020				FY2021				FY2022			
		Youth	Days	Avg. LOS	Expenditure	Youth	Days	Avg. LOS	Expenditure	Youth	Days	Avg. LOS	Expenditure
113	Madison	4	963	193	\$182,672	5	1,072	153	\$161,980	4	953	238	\$130,843
115	Mathews	2	360	180	\$86,705	1	215	215	\$24,375	0	0	0	\$0
117	Mecklenburg	19	4,728	158	\$789,672	16	3,171	117	\$529,109	9	1,371	137	\$241,015
119	Middlesex	0	0	0	\$0	0	0	0	\$0	0	0	0	\$0
121	Montgomery	19	2,923	139	\$569,161	22	2,839	92	\$450,114	13	2,145	113	\$520,420
125	Nelson	9	1,369	137	\$258,290	6	1,156	165	\$123,583	9	1,188	108	\$216,404
127	New Kent	3	194	39	\$78,128	3	529	132	\$91,424	6	1,161	166	\$198,697
131	Northampton	2	373	187	\$52,680	2	404	81	\$111,059	2	307	102	\$71,568
133	Northumberland	0	0	0	\$0	3	305	76	\$45,549	3	362	121	\$81,050
135	Nottoway	8	2,310	289	\$457,946	4	1,107	185	\$162,554	4	801	200	\$133,950
137	Orange	14	2,735	195	\$509,863	13	2,478	138	\$397,083	21	3,012	116	\$492,188
139	Page	14	2,633	114	\$616,500	13	1,386	58	\$445,666	9	1,872	156	\$349,152
141	Patrick	3	732	244	\$93,121	4	833	208	\$80,716	5	1,000	111	\$251,487
143	Pittsylvania	26	4,409	130	\$662,286	35	5,101	100	\$1,122,207	30	5,882	128	\$1,268,680
145	Powhatan	10	2,086	209	\$268,604	6	1,620	180	\$190,500	5	1,034	148	\$204,695
147	Prince Edward	6	1,008	144	\$286,698	3	641	160	\$162,878	4	691	138	\$179,305
149	Prince George	11	2,081	173	\$259,811	15	2,601	137	\$355,904	5	735	123	\$159,282
153	Prince William	102	17,968	128	\$4,453,863	83	14,976	113	\$3,549,038	65	10,510	108	\$2,398,424
155	Pulaski	24	4,032	161	\$962,584	18	2,532	94	\$681,581	15	1,914	96	\$445,391
157	Rappahannock	10	2,295	209	\$532,325	6	1,375	125	\$382,076	9	1,105	92	\$330,946
159	Richmond County	0	0	0	\$0	0	0	0	\$0	0	0	0	\$0
161	Roanoke County	38	6,614	144	\$1,109,996	33	6,007	118	\$1,226,158	42	8,117	148	\$1,674,959
163	Rockbridge	18	2,312	122	\$330,247	14	2,191	100	\$525,604	8	1,118	102	\$183,368
165	Rockingham	57	11,853	177	\$1,752,472	43	9,539	126	\$1,415,085	46	9,359	130	\$2,081,958
167	Russell	11	1,606	146	\$244,428	5	1,636	234	\$207,158	12	1,059	76	\$191,567
169	Scott	4	190	48	\$42,606	4	472	67	\$128,360	5	272	54	\$50,618
171	Shenandoah	35	6,719	168	\$1,823,075	31	6,027	131	\$1,417,036	21	4,408	130	\$1,311,138
173	Smyth	21	3,801	181	\$512,430	21	3,640	140	\$460,515	23	3,645	140	\$565,816
175	Southampton	3	799	266	\$88,420	4	615	154	\$65,829	2	402	134	\$34,607
177	Spotsylvania	35	6,159	176	\$1,068,465	33	6,475	114	\$1,156,211	36	6,328	105	\$1,357,466
179	Stafford	24	3,477	120	\$759,879	22	3,744	117	\$742,092	18	3,757	150	\$651,933
181	Surry	1	364	364	\$63,636	1	203	102	\$31,981	1	366	366	\$51,518
183	Sussex	3	275	55	\$50,734	6	776	97	\$117,175	4	248	62	\$25,756
185	Tazewell	19	3,508	146	\$639,498	24	4,318	111	\$852,406	25	4,662	126	\$1,116,837
187	Warren	8	1,424	142	\$206,646	9	1,745	134	\$296,641	9	1,279	98	\$196,878
191	Washington	19	3,586	171	\$474,723	26	4,076	127	\$617,296	16	2,821	134	\$393,696
193	Westmoreland	10	1,496	136	\$336,875	7	1,081	120	\$200,578	4	1,243	178	\$275,795
195	Wise	13	1,465	81	\$317,354	8	823	82	\$118,762	6	726	121	\$88,339
197	Wythe	10	1,938	194	\$260,569	14	2,302	128	\$439,720	15	2,800	108	\$619,922
199	York	10	2,327	194	\$551,496	9	1,817	151	\$470,683	10	2,480	155	\$808,826
510	Alexandria	14	1,513	108	\$398,788	16	2,048	89	\$412,550	15	1,584	83	\$256,123
520	Bristol	21	5,127	197	\$639,273	17	3,267	182	\$452,389	11	2,446	188	\$433,828
530	Buena Vista	14	2,751	145	\$445,158	9	1,233	123	\$138,393	7	1,614	161	\$281,455
540	Charlottesville	18	2,475	118	\$674,826	19	2,241	68	\$628,749	10	1,709	95	\$263,084
550	Chesapeake	11	1,200	86	\$202,473	8	1,747	125	\$367,641	9	1,032	115	\$206,265
570	Colonial Heights	5	1,161	232	\$144,966	5	771	129	\$237,946	6	1,219	174	\$389,150
580	Covington	9	2,171	121	\$463,532	14	1,543	73	\$312,968	7	1,231	123	\$166,237
590	Danville	45	6,499	114	\$1,241,498	30	3,802	95	\$780,252	24	2,108	64	\$639,482
620	Franklin City	4	597	149	\$73,372	3	821	117	\$125,994	5	690	86	\$188,890
630	Fredericksburg	11	1,304	109	\$268,080	15	2,184	95	\$441,011	11	1,666	111	\$336,008
640	Galax	10	1,088	109	\$186,268	6	529	53	\$74,989	7	1,015	113	\$226,813
650	Hampton	0	0	0	\$0	0	0	0	\$0	0	0	0	\$0

## Utilization of Residential Care through the CSA by Locality, FY2020 - FY2022

FIPS	Locality	UNDUPLICATED YOUTH COUNT/CUMULATIVE DAYS - ACROSS ALL RESIDENTIAL PLACEMENT TYPES											
		FY2020				FY2021				FY2022			
		Youth	Days	Avg-LOS	Expenditure	Youth	Days	Avg-LOS	Expenditure	Youth	Days	Avg-LOS	Expenditure
660	Harrisonburg	25	4,941	176	\$870,985	22	3,146	87	\$720,246	14	2,686	128	\$456,189
670	Hopewell	2	209	105	\$14,093	5	624	125	\$87,260	2	133	67	\$16,380
678	Lexington	0	0	0	\$0	1	27	14	\$11,091	1	92	46	\$40,915
680	Lynchburg	75	9,163	109	\$1,215,333	49	7,132	119	\$947,187	44	4,847	91	\$733,181
683	Manassas City	7	1,443	160	\$182,970	7	925	103	\$172,003	8	2,072	207	\$390,037
685	Manassas Park	2	319	160	\$53,188	1	92	92	\$19,320	2	236	79	\$35,179
690	Martinsville	6	784	131	\$139,275	3	300	75	\$106,090	4	862	108	\$202,591
700	Newport News	16	2,374	140	\$436,263	17	2,457	129	\$407,799	16	1,870	117	\$251,398
710	Norfolk	76	10,53	130	\$2,125,369	57	10,301	110	\$1,859,411	60	9,559	104	\$1,811,418
720	Norton	0	0	0	\$0	1	45	45	\$8,756	1	5	5	\$900
730	Petersburg	16	2,118	132	\$251,643	15	2,463	145	\$394,979	8	880	98	\$173,893
735	Poquoson	1	366	366	\$31,471	0	0	0	\$0	1	304	304	\$71,198
740	Portsmouth	6	990	141	\$154,741	10	1,454	121	\$206,147	9	2,006	201	\$276,828
750	Radford	5	770	154	\$132,503	5	915	153	\$150,675	3	315	79	\$30,432
760	Richmond City	88	17,15	191	\$3,010,785	75	13,272	112	\$2,936,499	60	10,173	112	\$2,475,467
770	Roanoke City	47	9,005	170	\$1,381,595	49	9,513	124	\$1,845,667	54	8,610	108	\$2,001,034
775	Salem	11	2,091	161	\$319,950	14	2,281	114	\$425,981	12	2,121	133	\$380,413
790	Staunton	16	3,116	183	\$644,166	14	3,271	218	\$464,409	13	3,227	202	\$422,713
800	Suffolk	14	2,530	158	\$333,226	14	2,085	110	\$402,449	16	1,855	88	\$310,424
810	Virginia Beach	98	16,71	167	\$3,242,450	87	16,590	102	\$3,672,114	76	15,063	102	\$3,283,059
820	Waynesboro	12	2,525	168	\$446,344	10	1,817	151	\$325,445	11	1,173	78	\$213,610
830	Williamsburg	1	209	209	\$76,122	3	472	118	\$129,620	3	662	221	\$149,306
840	Winchester	23	4,845	179	\$1,085,730	20	3,615	98	\$669,376	14	2,506	96	\$546,599
1200	Greensville/ Emporia	3	388	129	\$54,303	2	211	106	\$26,080	3	406	135	\$74,069
1300	Fairfax/Falls Church	128	16,28	107	\$5,878,377	105	13,553	92	\$4,738,603	94	13,940	117	\$5,547,404

# OFFICE OF CHILDREN'S SERVICES

ADMINISTERING THE CHILDREN'S SERVICES ACT



## IMPACT OF TIERED MATCH RATES FOR CSA

*Annual Report to the Governor and General Assembly, December 1, 2022  
In accordance with the Appropriation Act Chapter 2 Item 284 (C)(3)(c)*

The Children's Services Act (CSA, §2.2-2648 et seq) was enacted in 1993 to create a collaborative system of services and funding for at-risk youth and families.

The CSA establishes local multidisciplinary teams responsible to work with families to plan services according to each child's unique strengths and needs and to administer the community's CSA activities.

The Office of Children's Services (OCS) is the administrative entity responsible for ensuring effective and efficient implementation of the CSA across the Commonwealth.

Guiding principles for OCS include:

- Child and family directed care,
- Equitable access to quality services,
- Responsible and effective use of public funds,
- Support for effective, evidence-based practices, and
- Collaborative partnerships across state, local, public, and private stakeholders.

*Item 284.3.a. Notwithstanding the provisions of C.2. of this Item, beginning July 1, 2008, the local match rate for community-based services for each locality shall be reduced by 50 percent.*

*b. Localities shall review their caseloads for those individuals who can be served appropriately by community-based services and transition those cases to the community for services. Beginning July 1, 2009, the local match rate for non-Medicaid residential services for each locality shall be 25 percent above the fiscal year 2007 base. Beginning July 1, 2011, the local match rate for Medicaid residential services for each locality shall be 25 percent above the fiscal year 2007 base.*

*c. By December 1 of each year, The State Executive Council (SEC) shall provide an update to the Governor and the Chairmen of the House Appropriations and Senate Finance and Appropriations Committees on the outcomes of this initiative.*

As established in the Appropriation Act, funding for services to children and families through the Children's Services Act (CSA) is a shared responsibility of state and local government. Effective July 1, 2008, the Appropriation Act implemented a three-tiered, incentive-based local match rate model to encourage reduced utilization of residential care and, conversely, increase the proportion of children served in their homes and communities, and support investments in community-based services. This policy-driven match rate model promotes the delivery of services consistent with the statutory purposes of the CSA (see § 2.2-5200, Code of Virginia) to:

- preserve and strengthen families;
- design and provide services that are responsive to the unique and diverse strengths and needs of troubled youth and families; and
- provide appropriate services in the least restrictive environment, while protecting the welfare of children and maintaining the safety of the public.

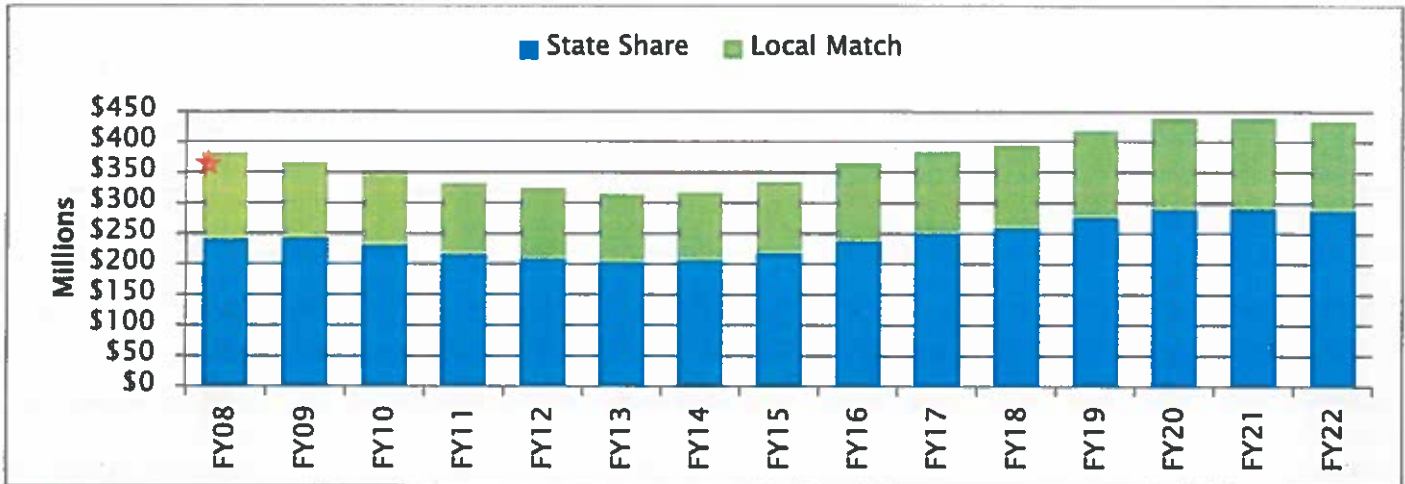
Before 2008, CSA utilized a single base match rate unique to each locality. These local base match rates were established in the early years of the CSA (1993–1998) utilizing a formula that reflected the amounts contributed by localities in previous years and growth in the rate based on the locality's ability to pay. Under the tiered (incentive) model, the local match rate for residential services is 25% above its base match rate, and for community-based services, 50% below its base match rate. Designated services (foster care and special education) remain at the base match rate. Local base match rates range from 16.98% to 53.09% with the average local base match rate of 32.99%.



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## Total Net Expenditures for the Children's Services Act



★ Implementation of the tiered, "incentive" match rate model

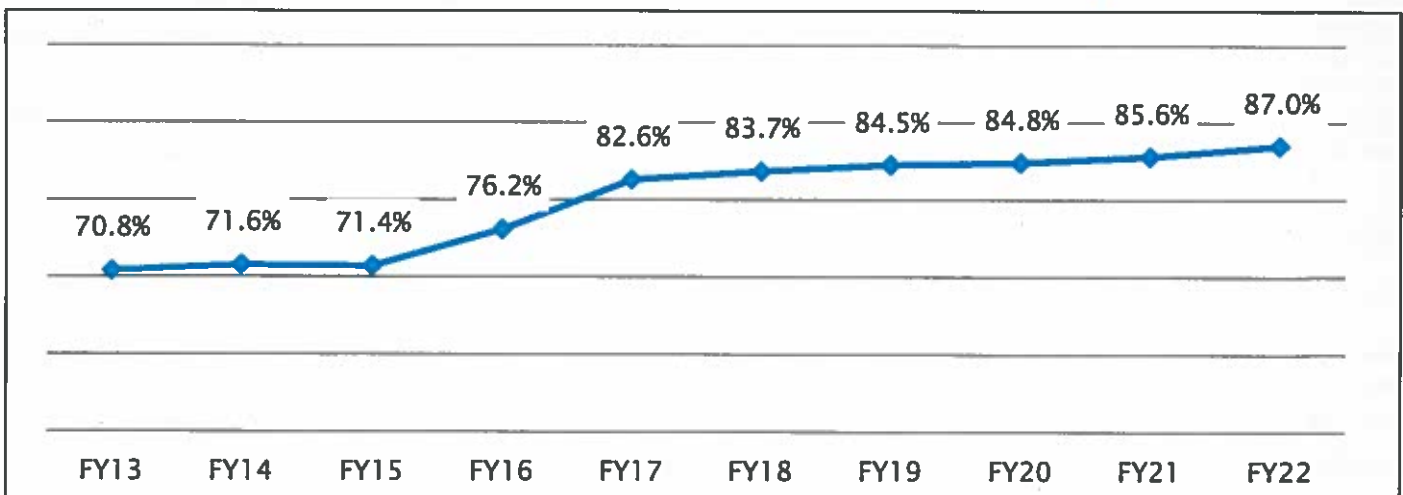
## Effective (Actual) Match Rates (Statewide Average)

	FY13	FY14	FY15	FY16	FY17	FY18	FY19	FY20	FY21	FY22
Effective Local Match Rate	35.3%	34.9%	34.9%	34.8%	34.4%	34.3%	34.0%	34.0%	33.8%	33.6%
Effective State Match Rate	64.7%	65.1%	65.1%	65.2%	65.6%	65.7%	66.0%	66.0%	66.2%	66.4%

The effective match rate reflects the impact of the mix of services at the various tiered match rates on the overall match rate for all funded services.

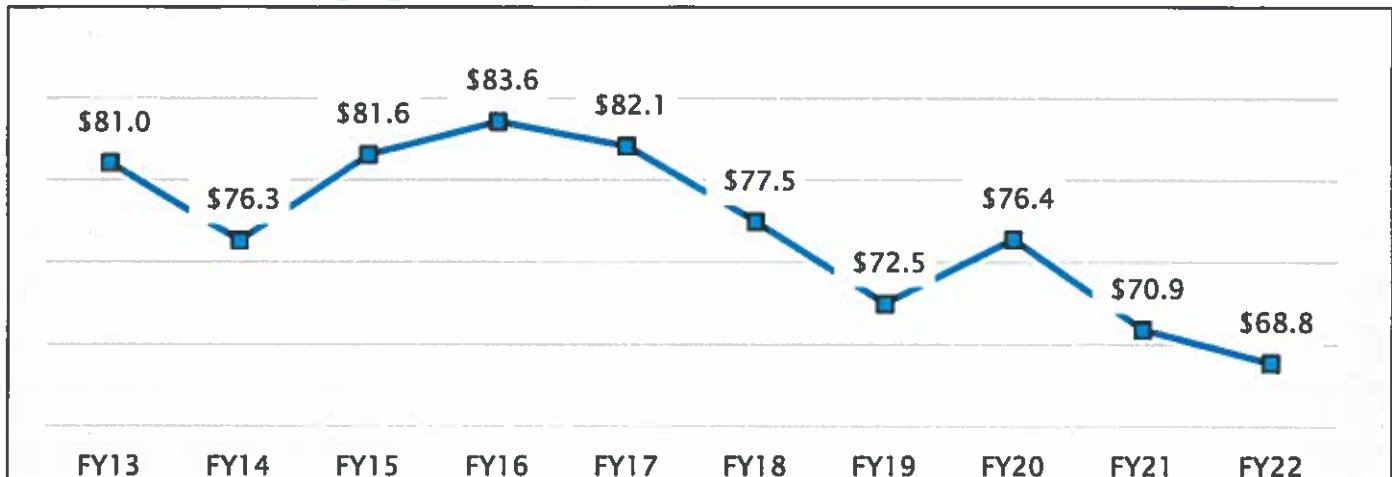
## Impact of the Tiered (Incentive) Match Rate Model

Percent of Youth Served Only in Community-Based Settings (FY2013 - FY2022)



The chart above reflects the percentage of youth in the total CSA census for the year served only within their family and communities (i.e., have not required a congregate-care placement). The chart below shows expenditures for residential placements.

## CSA Congregate Care Expenditures (Millions) (FY2013 – FY2022)



### Discussion

The intent of the tiered match rate model was two-fold. The first was to employ fiscal incentives to discourage the placement of children into restrictive, residential (congregate care) treatment settings when it was possible to safely utilize alternative, non-residential services that would adequately address the needs of the child, family, and community. The chart *Impact of the Tiered (Incentive) Match Rate Model (FY2013 – FY 2022)* illustrates that this goal has been increasingly realized. Over the period shown, there has been a 16.2 percent increase in the children served through the Children's Services Act who did not experience any congregate care placements during the reporting year. Residential placements are typically among the more costly services funded through the CSA (second to private day special education placements). The tiered match rate system's associated goal was to control CSA expenditures that, at the time (FY2008), had grown to their highest historical point. In the years immediately following the tiered match rates' implementation, overall CSA expenditures did fall significantly. CSA is unable to attribute this decrease solely to the match rate model, as this period coincided with a significant economic recession. In FY2015, this trend reversed with overall CSA annual expenditures rising, as shown in the chart *Total Net Expenditures for the Children's Services Act*. However, in contrast to the general expenditure trend, beginning with FY2017 and continuing through FY2022, CSA residential expenditures declined at a noticeable rate, despite a temporary uptick in FY2020.

While the effective (actual) state (vs. local) match rate is higher than the base rate, the match rate ratio has been virtually unchanged for the past several years. The effective local match has not declined further due to the significant rise in costs (and overall share of total CSA expenditures) associated with private special education day placements. Such educational placements are not subject to an incentive or disincentive through the tiered match rate model, creating less variability in the effective state vs. local match rates. Using fiscal incentives to impact special education placements is not permissible under the federal Individuals with Disabilities Education Act (IDEA).



Within its limits, the tiered match rate model appears to have achieved its goal of increasing the utilization of community-based versus congregate care services with an associated overall decrease in costs for services potentially impacted by the model.

In 2022, the Governor's Safe and Sound Task Force was formed to address children in foster care who were displaced from appropriate foster homes or alternative settings. Consistent with a desire to improve outcomes by minimizing the number of children in congregate care settings, Phase 2 of the work of the Task Force (beginning in FY2023) has identified a reduction in the percentage of children in foster care who are in congregate settings. This will be addressed through both an increase in the availability of non-congregate foster care placements, as well as a reduction in the length of time children in foster care remain in congregate placements. It is anticipated that success in this endeavor will result in a higher proportion of CSA-served children served only in community-based settings and perhaps a further reduction in the effective local match rates in future years.

# OFFICE OF CHILDREN'S SERVICES

ADMINISTERING THE CHILDREN'S SERVICES ACT



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- Support for effective, evidence-based practices, and
- Collaborative partnerships across state, local, public, and private stakeholders.



## Regional and Statewide Training Regarding the Children's Services Act (CSA)

Annual Report to the General Assembly, December 1, 2022

In accordance with the Appropriation Act Chapter 2 Item 284 (B)(6)

*Item 284.B.6. A report on all regional and statewide training sessions conducted during the fiscal year, including (i) a description of each program and trainers, (ii) the dates of the training and the number of attendees for each program, (iii) a summary of evaluations of these programs by attendees, and (iv) the funds expended, shall be made to the Chairmen of the House Appropriations and Senate Finance and Appropriations Committees and to the members of the State Executive Council by December 1 of each year.*

The mission of the Office of Children's Services (OCS) is to facilitate a collaborative system of services and funding that is child-centered, family-focused, and community-based when addressing the strengths and needs of youth and their families in the Commonwealth of Virginia. To support this mission, OCS annually develops and implements a robust training plan that includes proposed training topics, audiences, venues and formats.. In light of the ongoing and resolving COVID-19 pandemic, the implementation of the FY2022 training plan saw the return to some level of in-person training events, while many events remained on virtual delivery platforms. The use of virtual training approaches has proven to be effective in OCS' ability to reach larger numbers of participants spread across geographic regions. Training implementation in future years will likely include a combination of in-person and virtual events. The most recent CSA conference held in November 2022) was an in-person event.

In accordance with the FY2022 training plan, approved by the State Executive Council for Children's Services, the following activities were implemented:

- Thirty-seven (37) local, regional, or statewide training sessions were provided to 1,980 (non-unique) participants. Training topics, dates, and participant attendance numbers are summarized on pages 2 through 4 of this report.
- Twenty (20) online training courses were offered through the Virginia Learning Center and the Praed Foundation CANS (Child and Adolescent Needs and Strengths) training site, with a total enrollment of 8,579 (non-unique) participants. Three (3) new courses were introduced in FY2022.
- The annual CSA Conference was attended by over 500 individuals. This was the second consecutive virtual annual conference. Evaluations indicated advantages of virtual delivery (e.g., lower cost of attendance allowing greater participation, reduction in the need for travel) along with disadvantages (e.g., lack of traditional in-person networking opportunities and fewer breakout sessions).
- The online "OCS Help Desk" was maintained with approximately 700 individual requests answered.

### Funds Expended for Regional and Statewide Training\*

Annual CSA Conference and CSA Coordinator Pre-Conference	\$ 31,636
New CSA Coordinator Academy	\$ 6,465
On-line CANS Training/Certification	\$ 27,000
E-learning Course Development	\$ 11,085
Go-to-Meeting/Go-To-Webinar Subscription/Zoom Government	\$ 2,000
<b>TOTAL*</b>	<b>\$ 78,186</b>

*\*Funds include those allocated explicitly in the Appropriation Act (\$50,000) as well as additional funds from the CSA administrative budget.*

## Training for CSA Local, Regional, and Stakeholder Constituent Groups Fiscal Year 2022

*(Participant evaluations of select training sessions are available for review at the Office of Children's Services)*

Live (Virtual) Courses			
TOPIC (Trainer)	PARTICIPANT GROUP	DATE(S)	NUMBER OF PARTICIPANTS
High Fidelity Wraparound Refresher (Anna Antell)	HFW Practitioners	7/12/2021	30
High Fidelity Wraparound Refresher (Anna Antell)	HFW Practitioners	7/16/2021	32
High Fidelity Wraparound Refresher (Anna Antell)	HFW Practitioners	7/19/2021	28
High Fidelity Wraparound Refresher (Anna Antell)	HFW Practitioners	7/20/2021	30
Overview of Utilization Review (Anna Antell)	State CSA Utilization Management Group	7/22/2021	20
CANS and Service Planning (Anna Antell and Carol Wilson)	Middle Peninsula/Northern Neck CSA	7/27/2021	43
High Fidelity Wraparound Refresher (Anna Antell)	HFW Practitioners	7/28/2021	26
High Fidelity Wraparound Refresher (Anna Antell)	HFW Practitioners	7/29/2021	25
CANS and Service Planning (Anna Antell and Carol Wilson)	Stafford CSA	8/19/2021	77
HFW Family Support Partner Training (Anna Antell)	HFW Family Support Partners	8/24; 8/26; 8/30; 9/2/2021	30
CSA Coordinators Pre-Conference (Sherida Davis-Bryan)	All CSA Coordinators	10/22/2021	82
Annual CSA Conference (virtual)	All CSA Stakeholders	10/28 - 10/29/2021	520
CANS and Service Planning (Anna Antell and Carol Wilson)	Historic Triangle Area CSAs	11/4/2021	29
Navigating the Changing Landscape of the CSA (Scott Reiner)	Virginia Association of Counties Annual Conference	11/15/2021	30
High Fidelity Wraparound: Introduction (Virtual) (Anna Antell)	ICC Providers	11/29; 12/2; 12/7; 12/9; 12/13; 12/15/2021	32
CSA Update (Scott Reiner)	VCOPPA Annual Critical Issues Symposium	12/8/2021	38
CANS and Service Planning (Anna Antell and Carol Wilson)	Frederick County Area CSA Stakeholders	1/10/2022	28
HFW Supervisor Training (Anna Antell)	HFW Supervisors	3/1; 3/3/2022	31
CSA as an Aid in Maintaining Educational Stability (Scott Reiner)	VDOE/VDSS Joint Conference on Homeless Youth	3/1/2022	25
CANS and CANVaS (Carol Wilson)	VDSS Regional Consultants and Home Office	3/16/2022	43
CANS and Service Planning (Anna Antell and Carol Wilson)	Newport News CSA	3/18/2022	100



### Live (Virtual) Courses

TOPIC (Trainer)	PARTICIPANT GROUP	DATE(S)	NUMBER OF PARTICIPANTS
CANS and Service Planning (Anna Antell and Carol Wilson)	Franklin County CSA	3/23/2022	27
Overview of High Fidelity Wraparound (Anna Antell)	Prince William County CSA	3/24/2022	10
Overview of High Fidelity Wraparound (Anna Antell)	Suffolk CSA	4/19/2022	26
CPMT/FAPT Roles and Responsibilities (Mary Bell, Carol Wilson)	Loudoun County CSA	4/20/2022	12
HFW Family Support Partner Training (Anna Antell)	HFW Family Support Partners	4/20; 4/22; 4/27; 4/29/2022	30
CANS and Service Planning (Anna Antell and Carol Wilson)	CSA Stakeholders (Statewide)	5/6/2022	121
New CSA Coordinator Academy	Newly Hired Local CSA Coordinators	5/10 - 5/12/2022	20
Strategic Planning (Anna Antell and Carrie Thompson)	Cumberland CPMT	5/16/2022	9
State Agency Panel Discussion (Scott Reiner)	J&DR Judges Conference	5/17/2022	141
Funding for Children's Services (Scott Reiner)	J&DR Judges Conference	5/17/2022	141
Strategic Planning (Anna Antell)	Bedford CSA Teams	5/23/2022	21
High Fidelity Wraparound: Introduction (Virtual) (Anna Antell)	ICC Providers	6/7; 6/9; 6/14; 6/16; 6/21; 6/29/2022	21
CANS and Service Planning (Anna Antell and Carol Wilson)	Louisa County CSA Stakeholders	6/13/2022	10
CSA Programmatic Resources (Scott Reiner)	J & DR Judges Pre-Bench Training	6/14/2022	12
Cross-Sector Collaboration to Make an Impact (Scott Reiner)	CMS Innovation Model (Integrated Care for Kids) Summit	6/22/2022	43
CSA Overview (Carol Wilson and Mary Bell)	DMAS Foster Care Service Utilization Action Group	6/27/2022	37
<b>Total</b>			<b>1,980</b>

### On-Line Courses

TOPIC (Trainer)	PARTICIPANT GROUP	DATE(S)	NUMBER OF PARTICIPANTS
CSA for New LDSS Staff – Module 1	New LDSS Staff and Other Interested Parties	Continuous	639
CSA for New LDSS Staff – Module 2	New LDSS Staff and Other Interested Parties	Continuous	624
CSA for New LDSS Staff – Module 3	New LDSS Staff and Other Interested Parties	Continuous	568
CSA for New LDSS Staff – Module 4	New LDSS Staff and Other Interested Parties	Continuous	588
CSA for New LDSS Staff – Module 5	New LDSS Staff and Other Interested Parties	Continuous	560
CSA for FAPT Members	Local FAPT Members	Continuous	104
Special Education Wraparound Funding Under the CSA	All CSA Stakeholders	Continuous	38
CSA Continuous Quality Improvement	All CSA Stakeholders	Continuous	81
Can CSA Pay? (Standalone Course)	All CSA Stakeholders	Continuous	99
CPMT Training – Module 1 (The Big Picture)	CPMT Members and Other Interested Parties	Continuous	75
CPMT Training – Module 2 (CPMT/FAPT Roles and Responsibilities)	CPMT Members and Other Interested Parties	Continuous	98
CPMT Training – Module 3 (Funding and Eligibility)	CPMT Members and Other Interested Parties	Continuous	45
CPMT Training – Module 4 (Can CSA Pay?)	CPMT Members and Other Interested Parties	Continuous	48
CPMT Training – Module 5 (Utilization Review)	CPMT Members and Other Interested Parties	Continuous	42
CPMT Training – Module 6 (Audit)	CPMT Members and Other Interested Parties	Continuous	47
CSA Fiscal Overview	CSA Finance Staff and Other Interested Parties	Continuous	50
CSA for FAPT/CPMT Parental Representatives	All CSA Stakeholders	Continuous	45
CSA IT Security Training	All CSA Stakeholders	Continuous	301
CSA Parental Agreements	All CSA Stakeholders	Continuous	36
CANS Certification/Recertification Training	All Local CSA Case Managers	Continuous	4,492
<b>Total</b>			<b>8,579</b>

# OFFICE OF CHILDREN'S SERVICES

ADMINISTERING THE CHILDREN'S SERVICES ACT



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## PRIVATE SPECIAL EDUCATION SERVICES UNDER THE CSA

Annual Report to the General Assembly, December 1, 2022

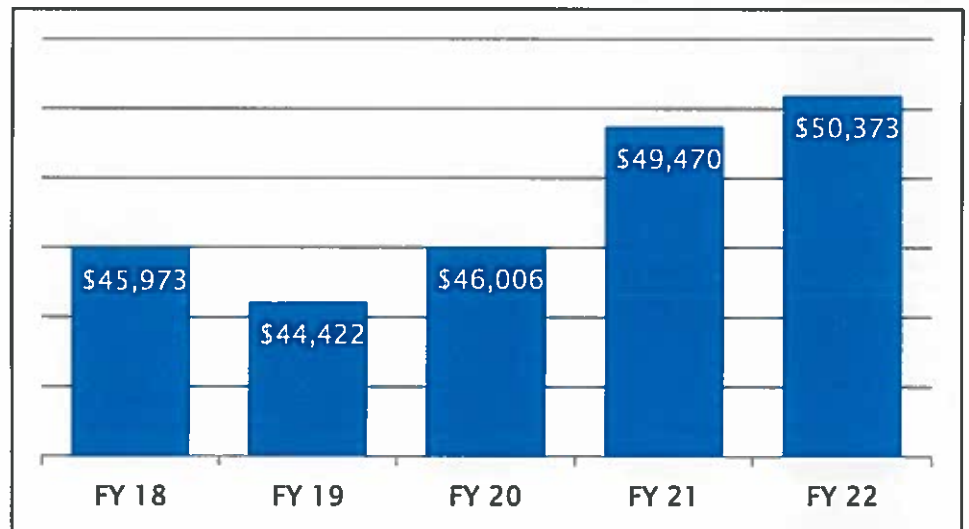
In accordance with the Appropriation Act Chapter 2, Item 284 (K)(2)

*Item 284.K.2. The Office of Children's Services shall report on funding for special education day treatment and residential services, including but not limited to the number of children served annually, average cost of care, type of service provided, length of stay, referral source, and ultimate disposition.*

Children and youth with educational disabilities placed due to the student's Individualized Education Programs (IEP) in approved private school educational programs are a component of the population served by the Children's Services Act (CSA). These children are eligible for CSA funded services as specified in the *Code of Virginia*, §§2.2-5211 and 2.2-5212. Services may be provided in either a private day school or private residential school, in accordance with the student's IEP.

### Average Annual CSA Expenditure Per Child (FY2018 - 2022)

#### Private Day Special Education Services



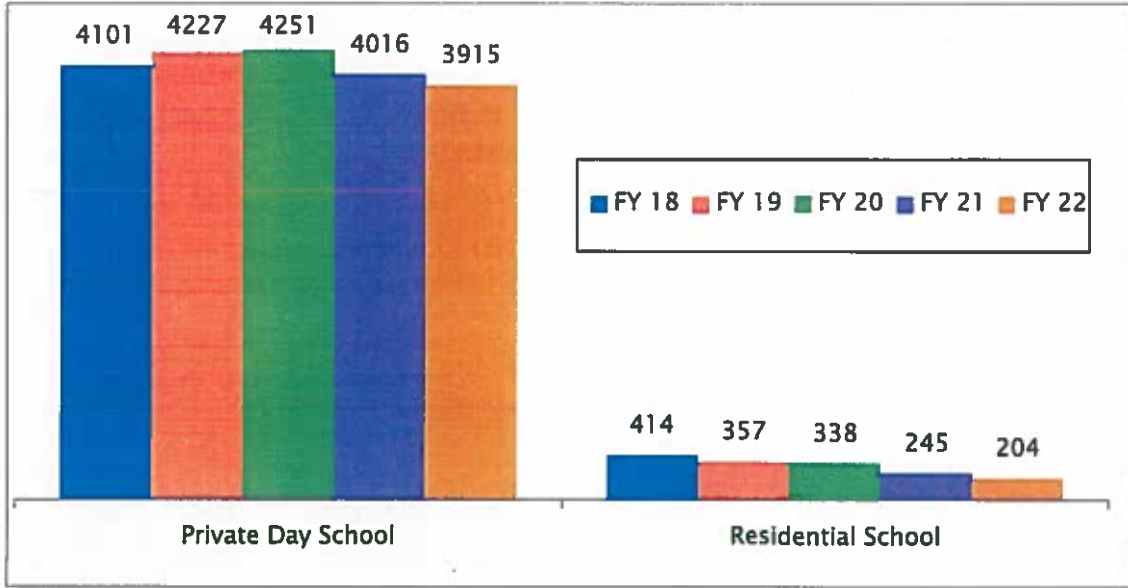
### Net CSA Expenditures by Placement Type

#### Special Education Services

	FY2019	FY2020	FY2021
Private Day School	\$193,404,469	\$197,281,992	\$195,078,016
Private Residential School	\$12,004,699	\$9,255,269	\$9,437,088
<b>Total</b>	<b>\$205,409,168</b>	<b>\$206,537,261</b>	<b>\$204,515,104</b>

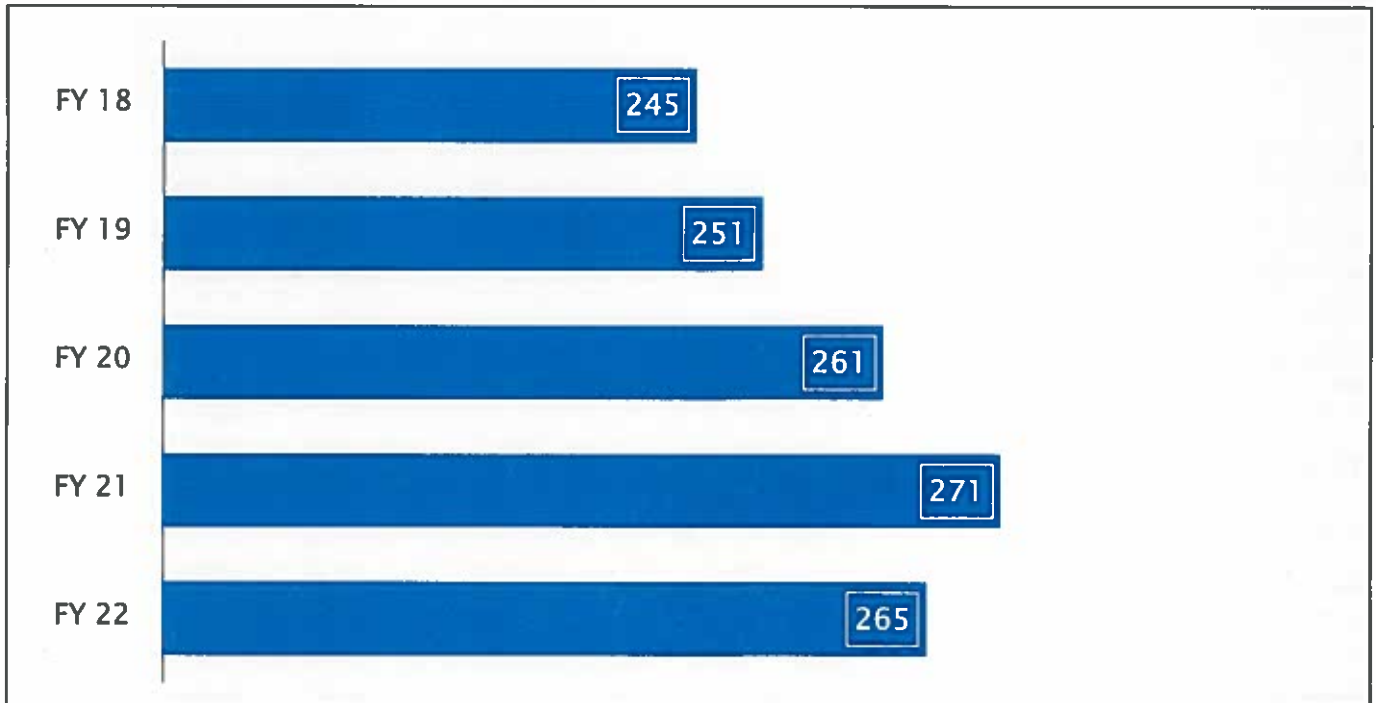


Number of Youth Served by Placement Type  
Special Education Services (FY2018 – 2022)

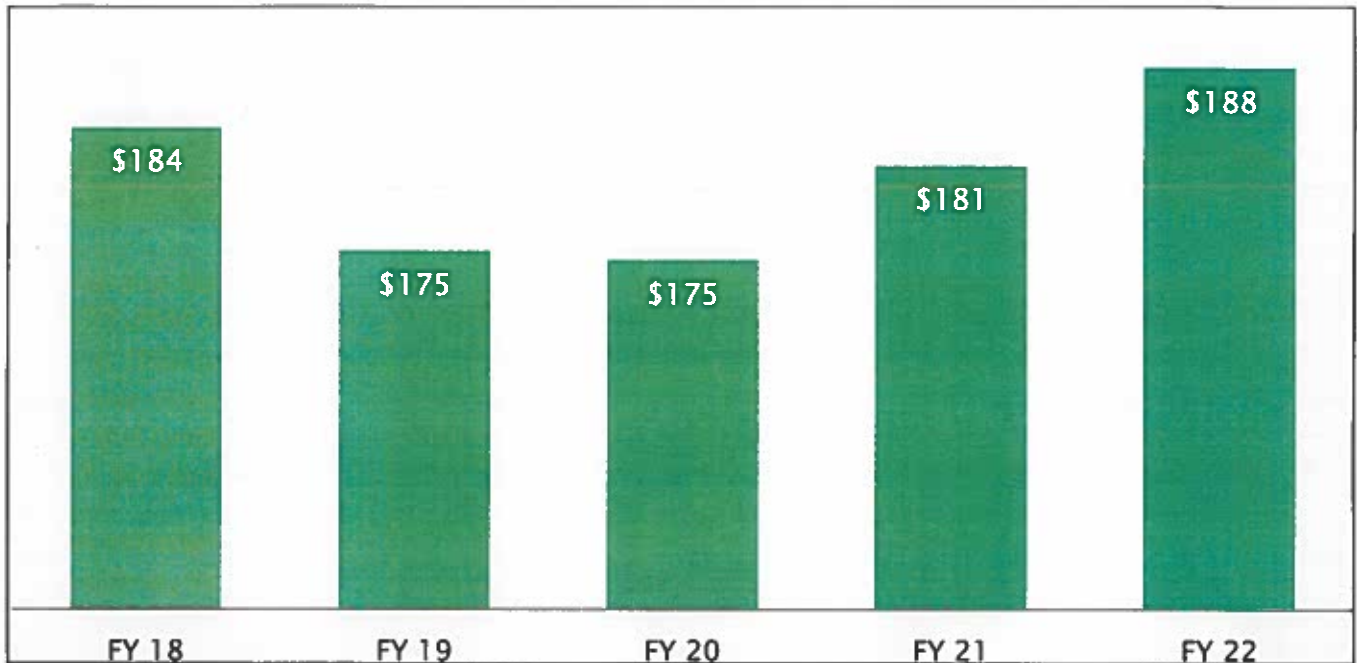


*FY2022 unduplicated count of youth who received services resulting from an Individualized Education Program (IEP) requiring private school placement = 4,060*

Average Length of Stay (Number of Days per Year) for Private Day Placements (FY2018 – 2022)



## Average Daily Cost per Child for Private Day Placements (FY2018 – 2022)



### Discussion

The historical growth in private special education placements, especially private day schools, has received extensive attention over the years. Children's Services Act (CSA) expenditures for private day special education placements account for the largest proportion of overall CSA growth since 2015. The number of students served in such placements required by their Individualized Education Programs (IEP), rose 24% (3,416 to 4,251 between FY2015 and FY2020). There has been a 7.1% (336 students) decrease since FY2020, most likely due to the impact of the COVID-19 pandemic. The pandemic continues to complicate understanding around utilization and expenditure patterns in FY2022. While the number of youth served has decreased, per-student daily tuition expenditures showed modest growth (3.9% from FY2021 to FY2022).

In November 2020, the Joint Legislative Audit and Review Committee (JLARC) released its report on the CSA, with a specific focus on private day special education. JLARC made numerous recommendations, including:

- Transfer administration of funding for special education private programs, required by a student's IEP, to the Virginia Department of Education.
- Allow CSA funds to pay for special education services and supports delivered in the public school setting to prevent children from being placed in more restrictive settings or transitioning back to public school from more restrictive settings.
- Providers of private day special education programs should be required to report annually on their costs and revenues to provide transparency in the expenditure of public dollars.
- The Department of Education should annually collect and publish performance data on private day schools similar to or the same data collected and published for public schools.

- The Board of Education should develop and promulgate new regulations on seclusion and restraint in private day schools that mirror those for public schools.

The 2021 Session of the General Assembly took action on several of these recommendations by approving both SB1313 and HB2117. Through an enactment clause in those bills, a workgroup was charged with making recommendations around the JLARC findings. The final workgroup report is due to the General Assembly November, 1 2022. Additionally, the legislation added CSA funding for specified transitional services to assist with the successful return of students from private day to public school settings. These new services were made available to localities on July 1, 2021. In FY2022, 35 students received funding (\$433,254) under this new transitional funding eligibility.

The Office of Children's Services is finalizing a uniform rate-setting and fiscal impact study and developing a process for implementing these rates for private day special education programs as directed by the General Assembly. These rates will be effective FY2024.



# OFFICE OF CHILDREN'S SERVICES

ADMINISTERING THE CHILDREN'S SERVICES ACT



## TREATMENT FOSTER CARE SERVICES UNDER THE CSA

Annual Report to the General Assembly, December 1, 2022  
In accordance with the Appropriation Act, Chapter 2, Item 284 (K)(1)

*K.1. The Office of Children's Services (OCS) shall report on funding for therapeutic foster care services including but not limited to the number of children served annually, average cost of care, type of service provided, length of stay, referral source, and ultimate disposition. In addition, the OCS shall provide guidance and training to assist localities in negotiating contracts with therapeutic foster care providers.*

The Children's Services Act (CSA, §2.2-2648 et seq.) was enacted in 1993 to create a collaborative system of services and funding for at-risk youth and families.

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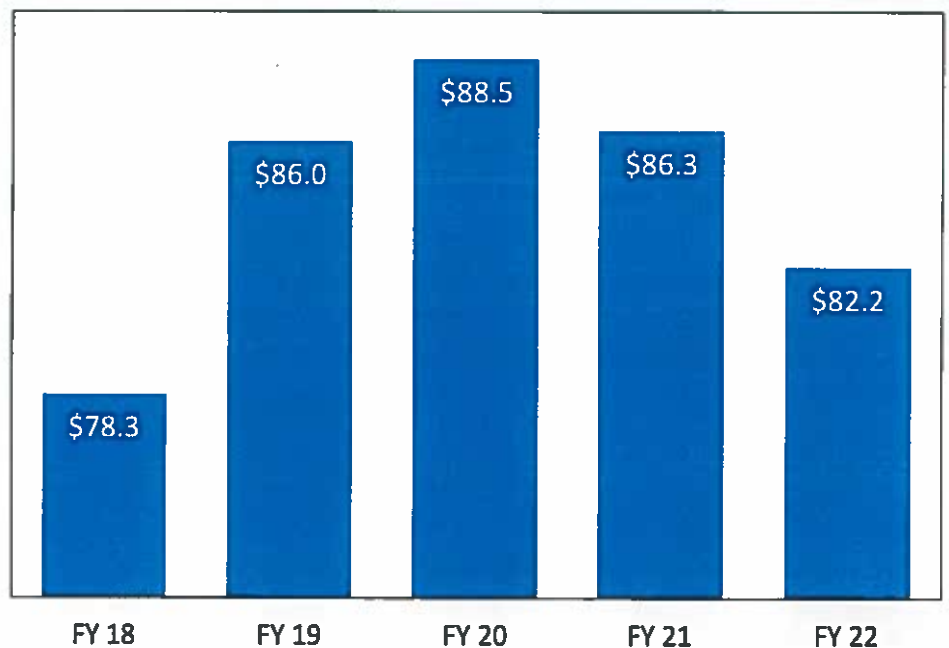
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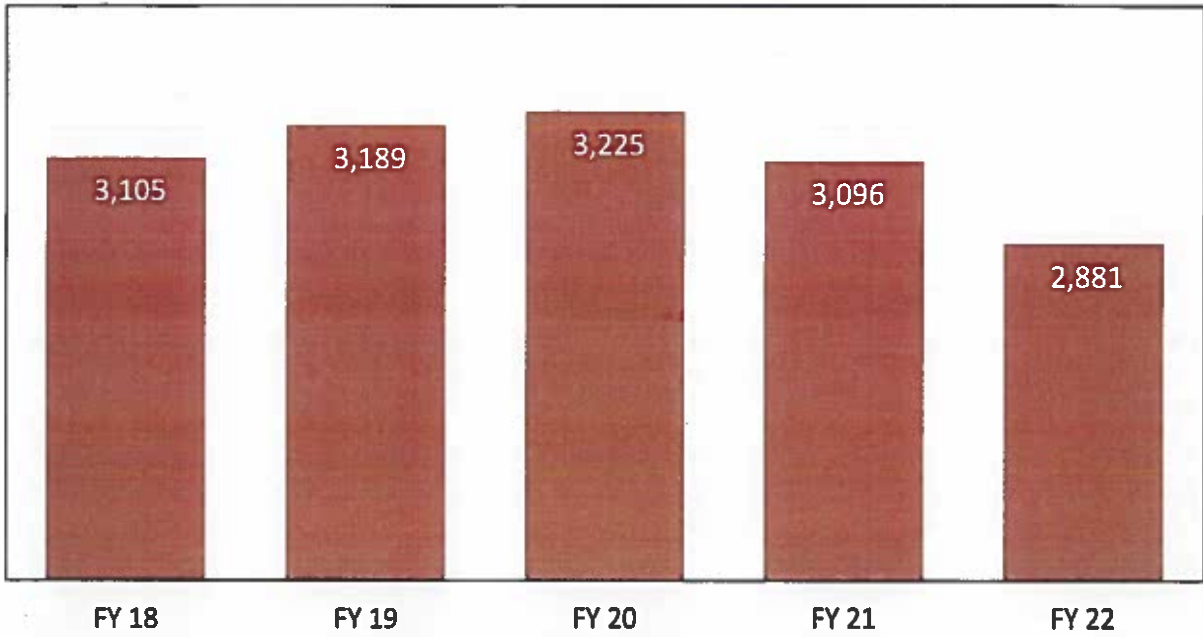
Treatment foster care (TFC) is a community-based program that addresses a child's placement and service needs while the child is in the custody of a local department of social services. Foster parents trained, supervised, and supported by a private agency (licensed child-placing agency, or LCPA) provide TFC. TFC is family-based, goal-directed, and results-oriented, emphasizing permanency planning for the child in care. Total TFC costs may be offset partially by federal/state title IV-E revenues to cover maintenance costs (room and board) for eligible children in foster care. Title IV-E revenues and payments are handled through the Department of Social Services.

Total CSA Expenditures (Millions)  
Treatment Foster Care (FY2018 - FY2022)

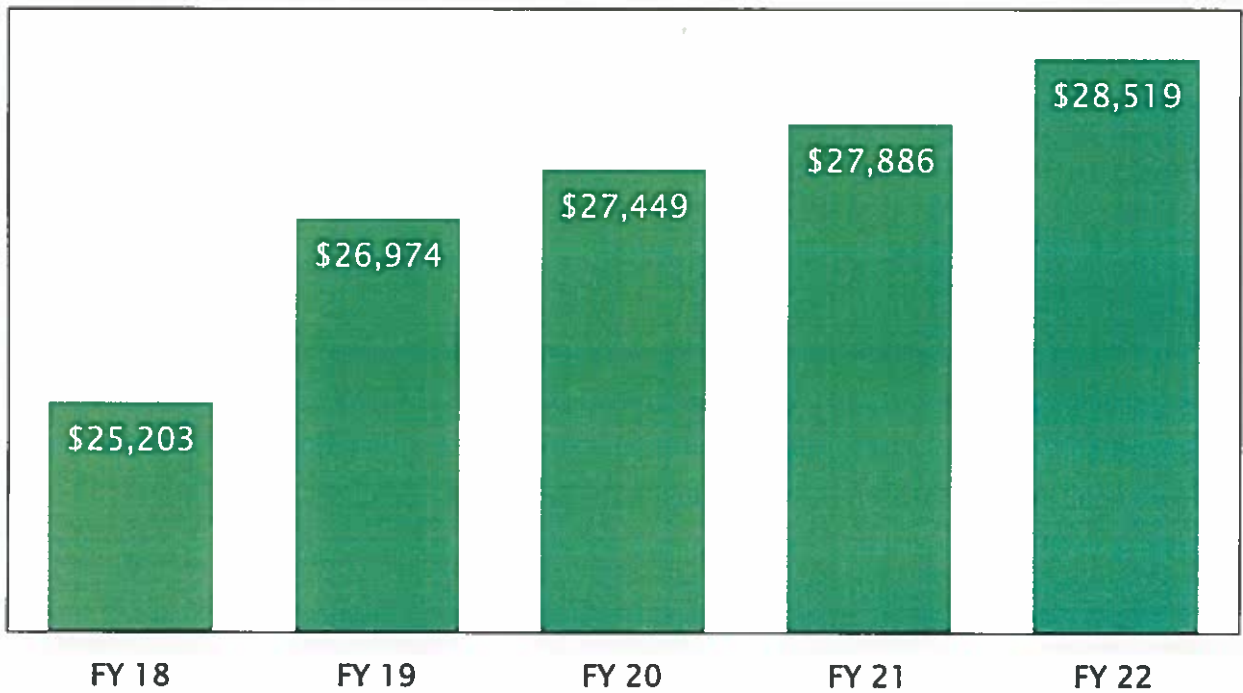


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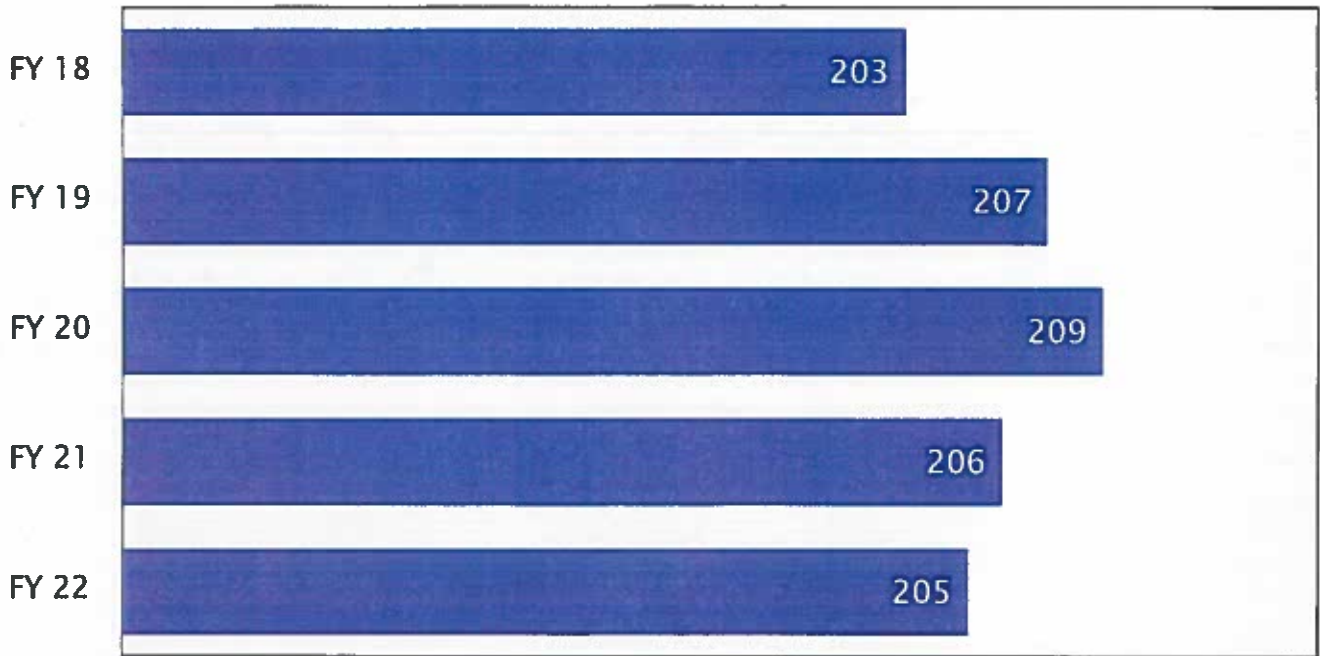
**Number of Youth Served  
Treatment Foster Care (FY2018 - FY2022)**



**Average Annual CSA Expenditure per Child - (Includes Foster Care Maintenance Costs)  
Treatment Foster Care (FY2018 - FY2022)**



Average Length of Stay (Number of Days/Year)  
Treatment Foster Care (FY2018 – FY2022)



**Discussion**

In FY2022, utilization of treatment foster care (TFC) continued a decrease seen over the past two years (11% since FY2020). TFC remains a primary resource for foster care placements in Virginia. This reflects ongoing challenges in local departments of social services' ability to establish "agency foster homes" (foster families recruited and supported by the local department) and the needs of children in foster care for higher levels of support than typically provided in agency foster homes. Approximately 53% of children in foster care are placed in a TFC arrangement through a licensed child-placing agency (LCPA). LCPAs are private agencies that, among other services, provide for foster home placements through referrals from the local departments of social services. In FY2022, a TFC placement (exclusive of monthly maintenance and enhanced maintenance payments) averaged \$109 per day or approximately \$22,400 per year. While foster care maintenance costs may be supported by CSA pool funds or the federal title IV-E program, TFC-specific costs (CSA Service Name = "Private Foster Care, Support, Supervision, and Administration") are paid exclusively from the CSA state pool and local matching funds.