

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, 2024

In accordance with the Appropriation Act Chapter 2 Item 268 (B)(2)(d)

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



Office of Children's Services
Empowering communities to serve youth

Item 268.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.

Aside from acute psychiatric hospitalization, residential (or congregate) care is typically the most intensive setting utilized to meet the treatment needs of children and youth with highly challenging clinical presentations due to psychiatric, emotional, and behavioral problems. The major categories of residential placement are psychiatric residential treatment facilities (PRTFs), group homes (therapeutic group homes (TGH) licensed by the Department of Behavioral Health and Developmental Services and children's residential facilities (CRF) licensed by the Department of Social Services, and temporary care facilities, such as emergency shelters. Historically, there has been concern about the high utilization of such settings. Models such as the System of Care, the foundation of the Children's Services Act (CSA), establish a preference for treating youth in the context of their families and communities.

In FY2024, the unduplicated number of children served in residential care increased for the second consecutive year (+9.7% from FY2023 and a cumulative 14.3% from FY2022) after a relatively long downward trend (an overall decrease of 34.8% from FY2015 to FY2022). The total CSA-funded cost of these services increased by 25% after several years of steady decline ending in FY2023. FY2024 data indicate the number of youth in psychiatric residential treatment placements (PRTF) increased by 9.5% and group home (TGH and CRF) placements increased by 10.6%. Some of these increases are likely related to continued lessened restrictions on admissions due to the end of the COVID-19 pandemic. 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.

Medicaid and CSA are the primary funding sources for PRTF and group home placements. The data in this report reflects only CSA expenditures.

Total CSA Expenditures for Residential Placements (FY2021 – FY2024)

	FY2021	FY2022	FY2023	FY2024
Temporary Care Facility	122,124	162,389	534,853	861,877
Group Home	15,115,258	16,830,272	19,276,939	25,832,824
Residential Treatment Facility	55,631,447	51,854,325	58,109,360	70,312,324
TOTALS	\$ 70,868,830	\$ 68,846,986	\$ 77,921,152	\$ 97,007,025

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

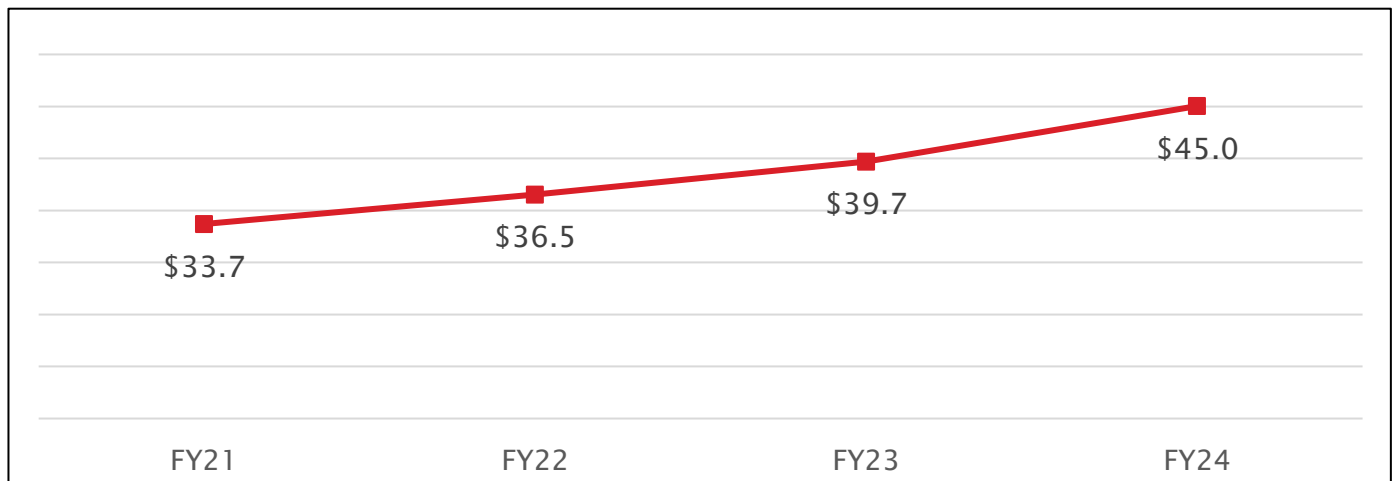
Number of Youth Served through CSA in Residential Placements (FY2021 – FY2024)

	FY2021	FY2022	FY2023	FY2024
Temporary Care Facility	21	19	21	25
Group Home	622	642	678	750
Residential Treatment Facility	1,764	1,523	1,548	1,695
Unduplicated Total	2,103	1,884	1,963	2,154

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

Youth served in congregate care placements increased from 1,963 to 2,154 (+9.7%). This represents a reversal of a years-long downward trend, but the total number is lower than that found before the COVID-19 pandemic (2,323 youth in FY2020).

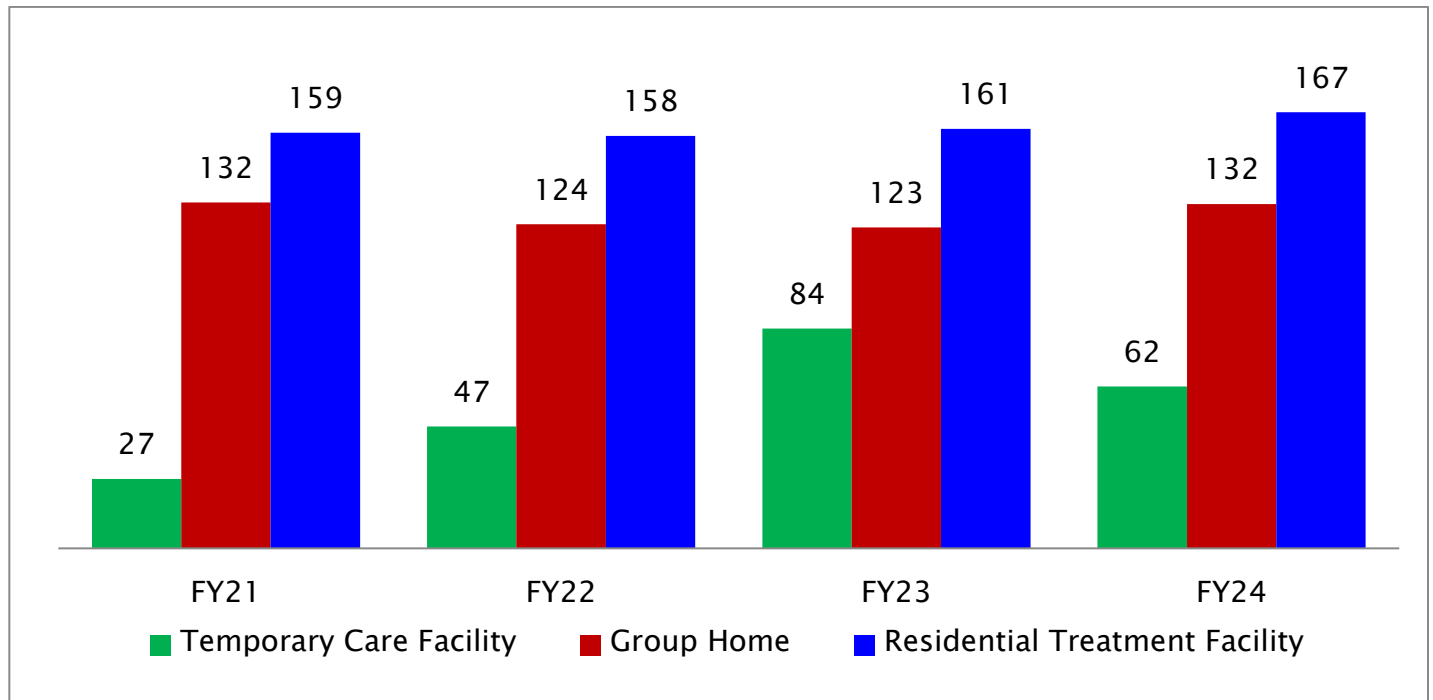
**Figure 1: Average Residential Expenditures Per Child (\$ thousands)
(FY2021 – FY2024)**



The average per-child increase in residential expenditures rose significantly from \$39,695 to \$45,036 (+13%), likely due to several factors. These include per diem rate increases charged by providers and a major “shift” in average annual cost (from \$32,354 to \$39,974 or +23%) for children in foster care placed in group homes as a result of the Virginia Department of Social Services suspension, in April 2023, of the Qualified

Residential Treatment Program (QRTP) under the federal Family First Prevention Services Act (FFPSA). The suspension of the QRTP program made federal Title IV-E funds to support the cost for children in foster care unavailable after the first 14 days of placement. Finally, the length of stay in residential treatment settings (+8 days across all placements) accounts for some of the higher average costs per youth seen in FY2024.

Average Length of Stay (Days) per Youth in Residential Care Settings (FY2021 – FY2024)



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

Utilization of Residential Care through the CSA by Locality, FY2022- FY2024

FIPS	Locality	UNDUPLICATED YOUTH COUNT/LOS/EXPENDITURES ACROSS ALL RESIDENTIAL PLACEMENT TYPES								
		FY2022			FY2023			FY2024		
		Youth	Avg LOS	Expenditures (\$)	Youth	Avg LOS	Expenditures (\$)	Youth	Avg LOS	Expenditures (\$)
001	Accomack	3	212	107,861	8	177	359,308	10	246	519,091
003	Albemarle	27	214	1,809,723	28	211	2,146,447	25	199	2,681,113
005	Alleghany	6	164	139,151	4	172	69,982	3	155	100,876
007	Amelia	5	155	170,218	6	127	205,397	5	246	273,726
009	Amherst	15	120	225,059	11	96	144,067	8	118	127,073
011	Appomattox	8	172	194,499	11	144	231,850	11	131	329,257
013	Arlington	25	160	1,272,667	38	127	1,813,646	56	118	2,616,192
015	Augusta	17	170	521,619	29	209	1,028,944	32	214	1,252,175
017	Bath	0	0	0	3	26	36,947	4	157	250,692
019	Bedford County	35	188	1,463,069	34	183	1,328,899	42	207	1,595,627
021	Bland	2	88	16,965	4	254	172,661	5	149	225,661
023	Botetourt	5	164	156,494	4	214	157,725	6	125	107,622
025	Brunswick	4	158	128,561	5	194	217,371	5	209	209,005
027	Buchanan	14	87	293,895	6	163	169,252	17	150	471,823
029	Buckingham	7	84	180,005	8	197	419,730	10	253	647,685
031	Campbell	27	187	1,102,689	16	204	615,890	23	193	904,345
033	Caroline	9	170	207,660	7	192	229,512	6	172	216,691
035	Carroll	33	210	1,280,157	31	209	1,259,097	28	169	1,046,266
036	Charles City	2	73	33,102	0	0	0	0	0	0
037	Charlotte	3	332	149,304	4	175	130,698	2	280	84,976
041	Chesterfield	60	175	2,225,431	66	160	2,175,519	58	195	2,561,630
043	Clarke	1	130	19,717	2	343	88,317	3	163	72,329
045	Craig	1	184	39,560	1	181	23,247	3	162	77,073
047	Culpeper	11	150	421,668	11	150	482,366	11	159	525,805
049	Cumberland	4	209	159,811	4	204	83,142	2	148	25,646
051	Dickenson	16	152	641,030	13	181	629,825	12	98	466,473
053	Dinwiddie	10	239	496,329	11	155	400,056	10	81	199,980
057	Essex	4	171	97,627	7	126	151,548	6	204	392,219
061	Fauquier	20	183	713,707	18	210	750,110	21	185	890,551
063	Floyd	7	148	185,785	9	228	559,394	7	224	335,009
065	Fluvanna	7	110	178,082	3	67	49,216	5	106	126,193
067	Franklin County	42	181	1,567,341	39	181	1,284,726	43	203	1,701,380
069	Frederick	22	215	1,049,171	21	162	823,448	16	173	737,355
071	Giles	6	182	176,628	7	203	291,900	8	238	554,825
073	Gloucester	2	75	60,698	4	177	150,016	5	192	246,972
075	Goochland	7	111	127,445	8	188	220,021	8	146	411,301
077	Grayson	8	171	166,755	6	161	161,049	8	141	222,577
079	Greene	12	173	315,795	12	157	347,327	16	160	300,293
083	Halifax	11	236	545,135	14	145	510,396	9	251	570,213
085	Hanover	37	193	965,273	34	217	1,341,453	36	156	1,041,707

Utilization of Residential Care through the CSA by Locality, FY2022- FY2024

FIPS	Locality	UNDUPLICATED YOUTH COUNT/LOS/EXPENDITURES ACROSS ALL RESIDENTIAL PLACEMENT TYPES								
		FY2022			FY2023			FY2024		
		Youth	Avg LOS	Expenditures (\$)	Youth	Avg LOS	Expenditures (\$)	Youth	Avg LOS	Expenditures (\$)
087	Henrico	64	157	2,214,893	49	176	1,602,872	63	173	2,152,772
089	Henry	24	187	793,073	28	189	1,196,485	35	220	1,674,077
091	Highland	0	0	0	0	0	0	0	0	0
093	Isle of Wight	6	153	97,451	4	165	106,582	3	29	15,580
095	James City	11	150	334,208	11	162	358,213	5	48	\$97,010
097	King & Queen	0	0	0	0	0	0	0	0	0
099	King George	9	192	340,853	11	111	231,362	14	192	503,240
101	King William	2	253	70,290	2	95	38,410	3	192	182,114
103	Lancaster	3	196	69,895	2	157	35,882	2	61	51,508
105	Lee	5	188	399,980	14	165	839,127	14	202	1,163,410
107	Loudoun	34	149	1,689,791	32	206	2,023,336	36	183	2,103,544
109	Louisa	22	224	975,682	22	213	1,128,832	25	186	1,026,788
111	Lunenburg	7	143	184,139	10	217	401,020	10	194	434,472
113	Madison	4	238	130,843	2	154	33,281	5	143	170,052
115	Mathews	0	0	0	0	0	0	0	0	0
117	Mecklenburg	9	152	241,015	10	148	268,071	15	153	442,566
119	Middlesex	0	0	0	1	148	13,094	1	41	3,680
121	Montgomery	13	165	520,420	11	121	214,684	13	173	309,989
125	Nelson	9	132	216,404	7	162	248,210	7	162	293,041
127	New Kent	6	194	198,697	6	174	157,011	3	92	81,802
131	Northampton	2	154	71,568	1	341	68,605	1	157	27,548
133	Northumberland	3	121	81,050	3	68	52,471	4	182	148,296
135	Nottoway	4	200	133,950	3	142	70,314	2	196	61,395
137	Orange	21	143	492,188	23	211	707,718	24	194	839,819
139	Page	9	208	349,152	17	188	1,059,441	17	166	659,783
141	Patrick	5	200	251,487	12	169	639,407	15	274	1,241,551
143	Pittsylvania	30	196	1,268,680	25	166	895,965	27	190	1,496,207
145	Powhatan	5	207	204,695	5	72	38,206	6	187	139,808
147	Prince Edward	4	173	179,305	3	235	141,181	2	231	197,987
149	Prince George	5	147	159,282	3	127	88,815	5	172	182,491
153	Prince William	65	162	2,398,424	59	170	2,473,910	71	179	3,101,926
155	Pulaski	15	127	445,391	15	147	444,014	19	173	791,801
157	Rappahannock	9	123	330,946	5	241	744,728	3	289	253,019
159	Richmond County	0	0	0	0	0	0	0	0	0
161	Roanoke County	42	193	1,674,959	33	145	944,929	37	200	1,998,369
163	Rockbridge	8	140	183,368	15	162	461,925	18	240	1,231,279
165	Rockingham	46	203	2,081,958	49	170	1,895,017	62	178	2,676,672
167	Russell	12	88	191,567	10	166	501,679	15	149	684,533
169	Scott	5	54	50,618	5	109	89,123	6	174	144,602
171	Shenandoah	21	210	1,311,138	24	155	991,222	19	210	1,045,370

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		FY2022			FY2023			FY2024		
		Youth	Avg LOS	Expenditures (\$)	Youth	Avg LOS	Expenditures (\$)	Youth	Avg LOS	Expenditures (\$)
173	Smyth	23	158	565,816	21	226	958,986	25	208	920,323
175	Southampton	2	201	34,607	1	53	4,055	1	305	60,391
177	Spotsylvania	36	176	1,357,466	34	143	876,599	33	180	1,369,087
179	Stafford	18	209	651,933	16	157	434,920	15	196	704,666
181	Surry	1	365	51,518	1	334	47,958	0	0	0
183	Sussex	4	62	25,756	4	150	78,970	3	259	129,448
185	Tazewell	25	186	1,116,837	25	193	1,000,826	17	202	936,663
187	Warren	9	142	196,878	9	202	397,236	13	158	552,844
191	Washington	16	176	393,696	26	153	878,123	34	205	1,350,509
193	Westmoreland	4	310	275,795	6	123	250,782	5	121	211,592
195	Wise	6	121	88,339	4	89	41,321	10	87	158,646
197	Wythe	15	187	619,922	14	187	432,948	11	183	454,206
199	York	10	248	808,826	14	214	831,853	15	260	952,200
510	Alexandria	15	106	256,123	18	153	498,896	29	142	1,442,712
520	Bristol	11	222	433,828	12	214	624,010	12	201	654,437
530	Buena Vista	7	231	281,455	9	267	418,481	6	212	400,874
540	Charlottesville	10	171	263,084	8	152	205,547	10	169	384,218
550	Chesapeake	9	115	206,265	13	153	420,739	21	184	818,273
570	Colonial Heights	6	203	389,150	5	148	141,458	2	277	58,024
580	Covington	7	176	166,237	4	155	82,609	4	107	81,515
590	Danville	24	88	639,482	27	201	2,395,766	25	190	2,317,356
620	Franklin City	5	138	188,890	7	155	208,716	6	148	125,732
630	Fredericksburg	11	151	336,008	14	122	365,467	17	213	1,296,823
640	Galax	7	145	226,813	12	155	426,319	11	202	437,754
650	Hampton	0	0	0	1	320	234,095	2	33	34,245
660	Harrisonburg	14	192	456,189	26	157	1,039,683	30	161	1,281,478
670	Hopewell	2	67	16,380	8	199	271,701	14	210	551,958
678	Lexington	1	92	40,915	0	0	0	2	226	59,515
680	Lynchburg	44	110	733,181	52	162	1,335,803	51	163	1,436,512
683	Manassas City	8	259	390,037	7	237	292,353	4	190	181,089
685	Manassas Park	2	118	35,179	5	131	122,928	3	140	151,096
690	Martinsville	4	215	202,591	10	167	362,333	8	201	335,128
700	Newport News	16	117	251,398	15	180	422,368	27	154	760,962
710	Norfolk	60	159	1,811,418	65	121	1,391,108	68	125	1,563,872
720	Norton	1	5	900	0	0	0	0	0	0
730	Petersburg	8	110	173,893	12	146	527,031	6	245	568,033
735	Poquoson	1	304	71,198	2	215	104,052	2	97	47,125
740	Portsmouth	9	223	276,828	13	171	469,752	17	185	572,359
750	Radford	3	105	30,432	9	97	231,649	12	104	460,147
760	Richmond City	60	169	2,475,467	64	169	2,863,355	78	180	3,947,007
770	Roanoke City	54	159	2,001,034	39	181	1,527,983	48	185	2,020,520

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		Youth	Avg LOS	Expenditures (\$)	Youth	Avg LOS	Expenditures (\$)	Youth	Avg LOS	Expenditures (\$)
775	Salem	12	177	380,413	15	168	409,060	16	215	679,617
790	Staunton	13	248	422,713	8	195	237,716	10	222	592,003
800	Suffolk	16	116	310,424	12	159	448,555	15	148	555,402
810	Virginia Beach	76	198	3,283,059	67	188	3,626,612	69	183	3,172,852
820	Waynesboro	11	107	213,610	12	179	424,537	16	146	421,631
830	Williamsburg	3	221	149,306	4	224	178,416	1	31	773
840	Winchester	14	179	546,599	15	153	551,413	8	176	350,098
1200	Greensville/Emporia	3	135	74,069	4	180	127,342	3	157	57,450
1300	Fairfax/Falls Church	94	148	5,547,404	115	128	6,530,656	127	154	8,640,333
	Totals	1,884	170	68,846,986	1,963	169	77,921,152	2,154	177	97,007,025

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ADMINISTERING THE CHILDREN'S SERVICES ACT



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PRIVATE SPECIAL EDUCATION SERVICES UNDER THE CSA

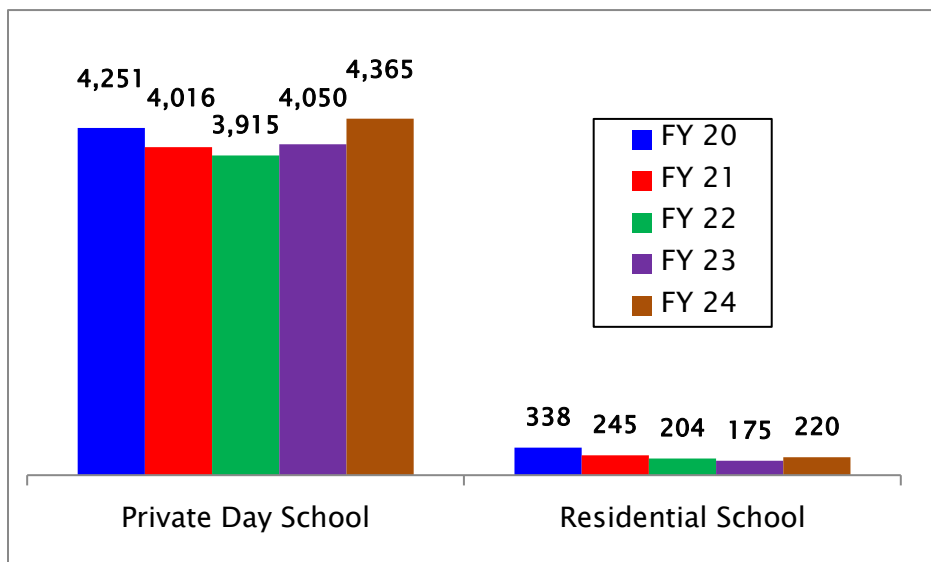
Annual Report to the General Assembly, December 1, 2024

In accordance with the Appropriation Act Chapter 2, Item 268 (K)(2)

Item 268K.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 in approved private school educational programs based on the student's Individualized Education Program (IEP) are a significant component of the Children's Services Act (CSA) population. These children are eligible for CSA-funded services as specified in the *Code of Virginia*, §§ 2.2-5211 and 2.2-5212. Services are provided in a private day school or private residential school, per the student's IEP.

**Figure 1: Number of Youth Served by Placement Type
Special Education Services (FY2020 – 2024)**



FY2024 unduplicated count of youth who received services resulting from an Individualized Education Program (IEP) requiring a private school placement = 4,505

**Figure 2: Net CSA Expenditures by Placement Type
Special Education Services**

	FY2022	FY2023	FY2024
Private Day School	\$195,078,016	\$214,034,041	\$240,291,578
Private Residential School	\$9,437,088	\$8,744,410	\$9,777,794
Total	\$204,515,104	\$222,778,451	\$250,069,372

**Figure 3: Average Annual CSA Expenditure Per Child
Private Day Special Education Services (FY2020 – 2024)**

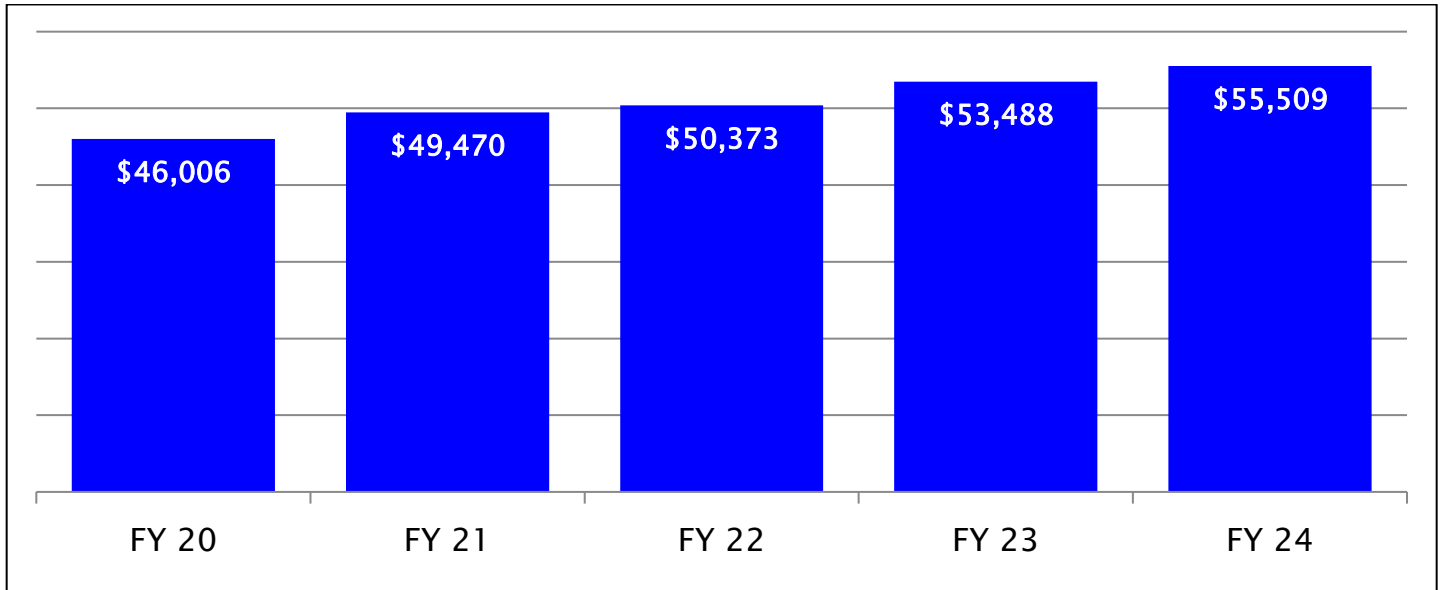
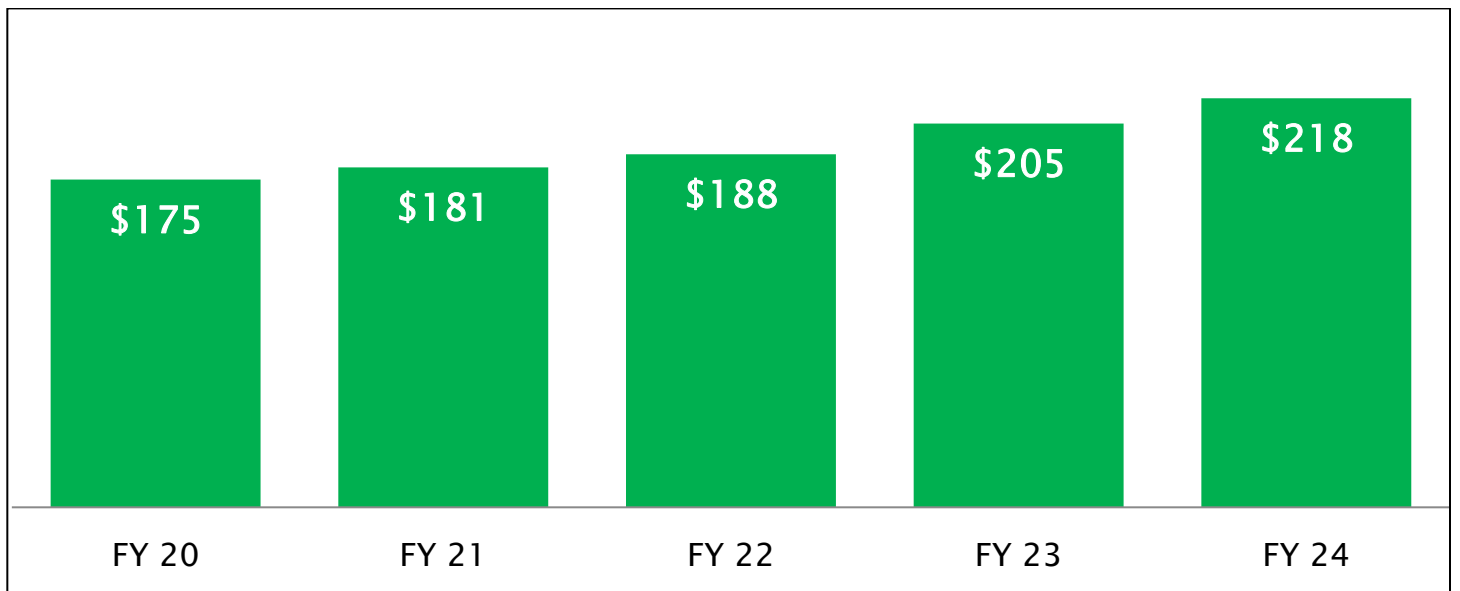
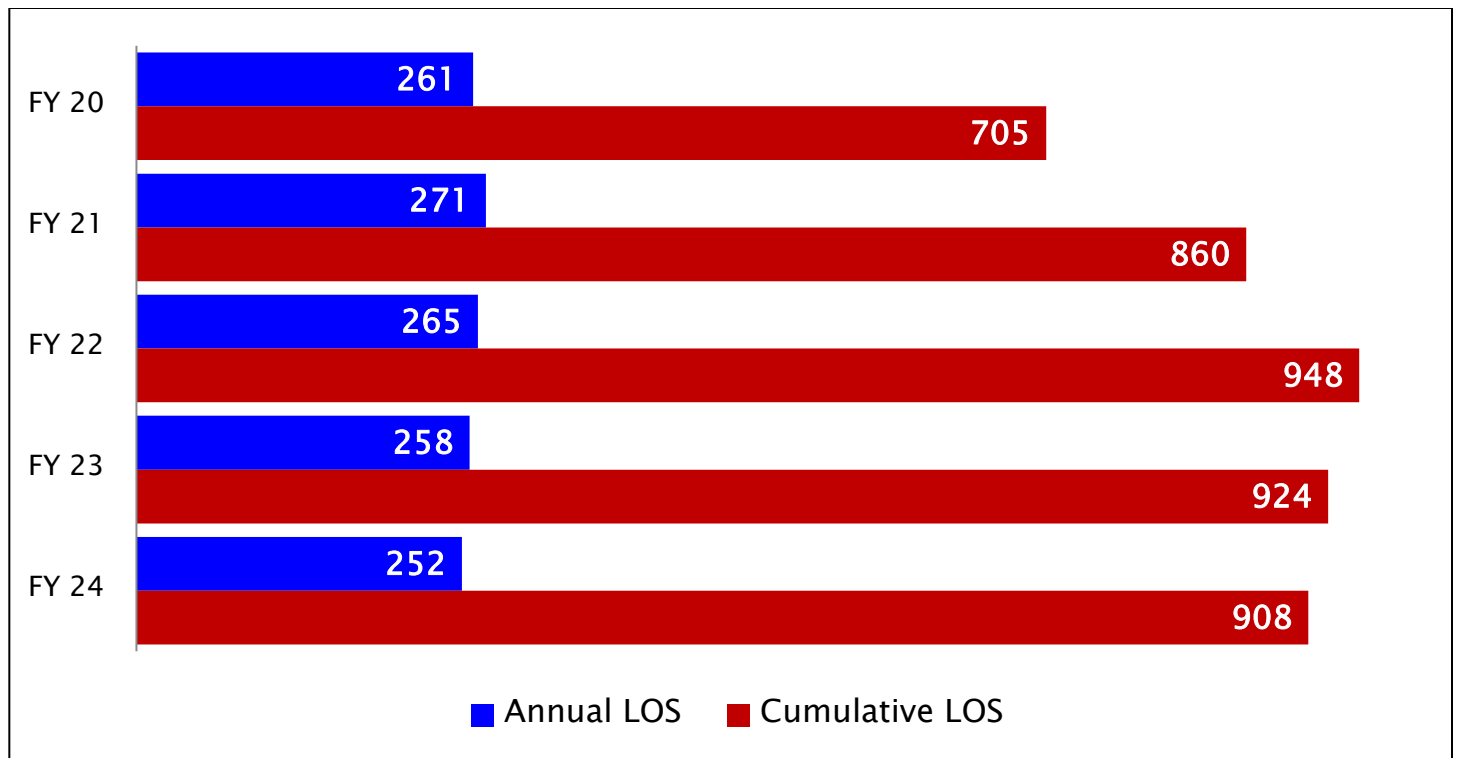


Figure 4: Average Daily Cost per Child for Private Day Placements (FY2020 – 2024)



**Figure 5: Average Annual and Cumulative Length of Stay (Number of Days per Year)
Private Day Placements (FY2020 – 2024)**



Discussion

The growth in private special education placements, especially private day schools, has received extensive attention in recent years. CSA expenditures for private day special education placements account for the most significant proportion of overall CSA growth since 2015. In FY2024, private day special education placements accounted for 44% of net CSA expenditures, including state general and local matching funds. The number of students served in such placements as required by their IEP rose 24% (3,416 to 4,251 between FY2015 and FY2020) and after a temporary decline over the years of the COVID-19 pandemic has, in FY2024, risen to its highest level ever (4,365 students), an increase of 7.7% from FY2023 (See Figure 1). This accounted for 23% of the children served through the CSA. As the number of students served has increased, per-student daily tuition expenditures also evidence significant growth (6.3% from FY2023 to FY2024) (see Figure 4). The length of stay (number of days served in the current fiscal year) has remained generally stable, averaging 261 days. The cumulative length of stay across multiple years has risen over the past five years (see Figure 5) and now averages between three and four years per student.

The 2021 Session of the General Assembly added specific CSA eligibility for students with disabilities receiving transitional services to assist with their successful return from private day to public school settings. Funding for these services was made available to localities on July 1, 2021. In FY2024, 24 localities (vs. 25 in FY2023) accessed this transitional funding, supporting 57 students (a 12% increase from FY2023) with net expenditures of \$1.4 million (an increase of 68% from FY2023). The Office of Children's Services is reviewing its data to

determine the outcomes of these transitional services, specifically how many students remained in public school and did not return to the private day setting.

The Virginia Department of Education submits to the General Assembly an “Annual Report on the Outcome Data Measuring Student Progress for Students with Disabilities Enrolled in Special Education Private Day Schools.” The most recent iteration of that report is RD94 (2024) and can be found at:

<https://rga.lis.virginia.gov/Published/2024/RD94/PDF>.

The 2023 session of the General Assembly rescinded its directive that the Office of Children's Services (OCS) implement a rate-setting model for private day special education programs. Consequently, rates are established through negotiation between the providers and localities as called for by §2.2-5214 of the *Code of Virginia*. The General Assembly also directed OCS to transfer funds previously designated to assist with implementing a rate-setting model to the Virginia Department of Education for "conducting a review of private day placement decisions in those localities with higher than average placements and make recommendations to the local education agency."

Specifically, the Appropriation Act (Item 269.B.) states: *“Out of this appropriation, \$100,000 the second year from the general fund shall be provided to the Office of Children's Services (OCS) to contract with the Virginia Department of Education's Office of Special Education to conduct a review of private day placement decisions in those localities with higher than average placements and make recommendations to the local education agency. OCS shall, on its website by October 1 of each year, (i) show the number of students in private day placements by locality; (ii) calculate the ratio of children in private day placements to the number of students in the local education agency (LEA); and (iii) identify the LEAs that exceed the statewide average of private day placements compared to the LEA's enrollment.”*

In October 2023, OCS and the Department of Education entered into a Memorandum of Agreement (MOA) to complete the requirements detailed in the Appropriation Act. The required data was posted on the OCS website in early 2024

(www.csa.virginia.gov/content/doc/Utilization_of_Private_Day_Special_Education_Placements_2022-2023_School_Year.pdf). The appropriation was included in the FY2025–2026 biennial budget and the MOA between OCS and VDOE was renewed in June 2024. The 2023–2024 school year data will be available after January 1, 2025.

OFFICE OF CHILDREN'S SERVICES

ADMINISTERING THE CHILDREN'S SERVICES ACT



The Children's Services Act (CSA, §2.2-5200 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:

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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, 2024

In accordance with the Appropriation Act Chapter 2 Item 268 (B)(6)

Item 268.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. OCS annually develops and implements a robust training plan to support this mission, including proposed training topics, audiences, venues, and formats. The FY2024 training plan saw a continued return to higher numbers of in-person training events and the continued use of virtual delivery platforms and asynchronous e-learning offerings. Virtual training approaches have proven effective in OCS's ability to reach larger numbers of participants across geographic regions. In May 2024, the Office of Children's Services released a new educational video for families, providing information about the CSA and how to access services. The most recent CSA conference was held in October 2023 in Roanoke.

In accordance with the FY2024 training plan, approved by the State Executive Council for Children's Services, the following activities were implemented:

- Forty-eight (48) local, regional, or statewide training sessions were provided to 2,629 (non-unique) participants. This report summarizes training topics, dates, and participant attendance numbers on pages 2 through 5.
- Twenty-one (21) 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 7,026 (non-unique) participants.
- Over 625 individuals attended the 12th annual CSA Conference. Three pre-conference sessions were held for different CSA audiences. The keynote speaker, Dr. Karen Mapp from the Harvard University Graduate School of Education, assisted participants in conceptualizing and implementing improved partnerships between schools, community agencies, and the children and families they serve.
- The online "OCS Help Desk" was maintained, and approximately 870 individual requests were answered.

Funds Expended for Regional and Statewide Training

Annual CSA Conference and Pre-Conference Sessions	\$ 56,711
New CSA Coordinator Academy	\$ 17,228
Online CANS Training/Certification	\$ 27,000
Family Video Development	\$ 24,867
Go-to-Meeting/Go-To-Webinar Subscription/Zoom Government	\$ 2,000
TOTAL	\$127,806

Training for CSA Local, Regional, and Stakeholder Constituent Groups Fiscal Year 2024

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

In-person and "Live" Virtual Courses			
TOPIC (Trainer)	PARTICIPANT GROUP	DATE(S)	NUMBER OF PARTICIPANTS
FAPT and CPMT Roles and Responsibilities (Mary Bell and Courtney Sexton)	Lunenburg County FAPT and CPMT	7/6/2023	12
Overview of Virginia's CSA (Scott Reiner)	Pitt County, NC Community Stakeholders	7/11/2023	25
HFW Wraparound Refresher Training (Anna Antell)	Experienced High Fidelity Wraparound practitioners	7/19; 7/27; 8/1; 8/9/2023	135
CSA and the System of Care (Mary Bell and Courtney Sexton)	Portsmouth CSA Stakeholders	8/14/2023	20
High Fidelity Wraparound: Introduction (Virtual) (Anna Antell)	ICC Providers	8/15; 8/17; 8/22; 8/24; 8/29; 8/31/23	41
Webinar: Using the Pentana Automated Audit Quality Improvement Plan Tracker (Stephanie Bacote)	All Interested Local CSA Stakeholders	8/17; 8/24/2023	88
Using Data to Drive Improvement (Scott Reiner)	CMMS Cross Model Summit	9/7/2023	170
CSA Eligible Services (Carol Wilson)	Albemarle	9/7/2023	23
CSA Funded Special Education Transition Services (Kristi Schabo)	Virginia Association of Local Human Services Officials	9/26/2023	62
Navigating CSA Data for CQI (Carrie Thompson)	Newport News CSA Teams	9/29/2023	20
Systems of Care (Anna Antell)	Winchester Community Stakeholders	10/13/2023	176
CSA Preconference: Family Engagement	CSA Coordinators	10/16/2023	625
CSA Preconference: Using the CSA Data Dashboard (Carrie Thompson)	CPMT Members	10/16/2023	
CSA Preconference: CANS and Service Planning (Anna Antell and Carol Wilson)	FAPT Members	10/16/2023	
12th Annual CSA Conference	All CSA Stakeholders	10/17 – 10/18/2023	
CANS and Service Planning (Anna Antell and Carol Wilson)	Dinwiddie County CSA Teams	10/25/2023	16
FAPT and CPMT Roles and Responsibilities (Mary Bell and Courtney Sexton)	Alleghany/Covington County FAPT and CPMT	10/26/2023	16
CANS (Carol Wilson)	New River Valley CSA Programs	11/6/2023	15
HFW Family Support Partner Training (Anna Antell)	HFW Family Support Partners	11/6; 11/8; 11/13; 11/15/2023	34
Strategic Planning (Anna Antell and Carrie Thompson)	Franklin City CSA Stakeholders	11/14/2023	7
CANVaS Administrative Training (Carol Wilson)	CANVaS Super Users	11/17/2023	84

In-person and "Live" Virtual Courses			
TOPIC (Trainer)	PARTICIPANT GROUP	DATE(S)	NUMBER OF PARTICIPANTS
Overview of Virginia's CSA (Scott Reiner)	Virginia CLE Guardian ad Litem Qualifying Course	11/28/2023	43
CANS and Service Planning (Anna Antell and Carol Wilson)	Arlington County CSA Teams	12/7/2023	67
CQI and Strategic Planning (Anna Antell and Carrie Thompson)	Franklin County CSA Stakeholders	12/8/2023	9
CANS and Service Planning (Anna Antell and Carol Wilson)	Sussex County CSA Teams	1/11/2024	20
FAPT and CMPT Roles and Responsibilities (Mary Bell and Courtney Sexton)	Halifax County CSA Stakeholders	1/23/2024	13
Using CSA Data (Carrie Thompson)	Spotsylvania County CSA Stakeholders	1/25/2024	10
Using CSA Data (Carrie Thompson)	Prince George County CSA Stakeholders	2/7/2024	10
FAPT and CMPT Roles and Responsibilities (Mary Bell and Courtney Sexton)	Craig County CSA Stakeholders	2/13/2024	15
Using CSA Data (Carrie Thompson)	Henrico County CSA Stakeholders	2/29/2024	15
Using CSA Data (Carrie Thompson)	Shenandoah County CSA Stakeholders	3/6/2024	10
FAPT and CMPT Roles and Responsibilities (Mary Bell and Courtney Sexton)	Shenandoah County CSA Stakeholders	3/12/2024	14
Using CSA Data (Carrie Thompson)	Henry/Martinsville CSA Teams	3/20/2024	30
High-Fidelity Wraparound Supervisor Training (Anna Antell)	ICC Supervisors	3/20 – 3/21/2024	17
CANS and Service Planning (Anna Antell and Carol Wilson)	Chesterfield County CSA Teams	4/10/2024	37
Overview of High-Fidelity Wraparound (Anna Antell)	Middle Peninsula-Northern Neck CSB	4/16/2024	22
Using CSA Data (Carrie Thompson)	Floyd County CSA Teams	4/24/2024	10
Family Engagement (Mary Bell and Anna Antell)	Sussex County CSA Teams	4/26/2024	15
Effective Court – CSA Relationships (Scott Reiner and Judge Logan)	Juvenile and Domestic Relations Court Judges (CIP)	4/30/2024	120
New CSA Coordinator Academy	Newly Hired CSA Coordinators	5/7 – 5/9/2024	22
CSA and CHINS (Kristi Schabo)	Shepherd Youth Law and Education Conference (U of R)	5/10/2024	416
FAPT and CPMT Roles and Responsibilities (Mary Bell and Courtney Sexton)	Suffolk/Isle of Wight CSA Teams	5/16/2024	16
CSA Overview (Scott Reiner)	OAG HHR Staff Attorneys	5/31/2025	7
New J & DR Judge Pre-Bench (Scott Reiner)	Newly Elected J & DR Judges	6/25/2024	14
HFW Overview Training (Anna Antell)	Virginia Beach CPMT	6/24/2024	14

In-person and "Live" Virtual Courses			
TOPIC (Trainer)	PARTICIPANT GROUP	DATE(S)	NUMBER OF PARTICIPANTS
HFW Overview Training (Anna Antell)	Tidewater Area Stakeholders	6/25/2024	5
HFW Refresher Training – Norfolk (Anna Antell)	Experienced HFW Facilitators	6/25/2024	12
HFW Overview Training (Anna Antell)	Richmond Area Stakeholders	6/26/2024	9
HFW Refresher Training – Richmond (Anna Antell)	Experienced HFW Facilitators	6/26/2024	23
Education Stability for Children of Youth in Foster Care (Kristi Schabo)	DSS and DOE School Liaisons	6/26 – 6/27/2024	45
FAPT and CMPT Roles and Responsibilities (Mary Bell and Courtney Sexton)	Wise and Scott County, City of Norton CSA Teams	6/28/2024	52
Total			2,681

Online (Asynchronous) Courses			
TOPIC	PARTICIPANT GROUP	DATE(S)	NUMBER OF PARTICIPANTS
CSA for New LDSS Staff – Module 1	New LDSS Staff and Other Interested Parties	ongoing	427
CSA for New LDSS Staff – Module 2	New LDSS Staff and Other Interested Parties	ongoing	416
CSA for New LDSS Staff – Module 3	New LDSS Staff and Other Interested Parties	ongoing	412
CSA for New LDSS Staff – Module 4	New LDSS Staff and Other Interested Parties	ongoing	401
CSA for New LDSS Staff – Module 5	New LDSS Staff and Other Interested Parties	ongoing	386
CSA for Non-DSS Case Managers	New Case Managers from non-DSS Agencies	ongoing	8
CSA for FAPT Members	Local FAPT Members	ongoing	66
Special Education Wraparound Funding Under the CSA	All CSA Stakeholders	ongoing	43
CSA Continuous Quality Improvement	All CSA Stakeholders	ongoing	57
Can CSA Pay? (Standalone Course)	All CSA Stakeholders	ongoing	70
CPMT Training – Module 1 (The Big Picture)	CPMT Members and Other Interested Parties	ongoing	70
CPMT Training – Module 2 (CPMT/FAPT Roles and Responsibilities)	CPMT Members and Other Interested Parties	ongoing	95
CPMT Training – Module 3 (Funding and Eligibility)	CPMT Members and Other Interested Parties	ongoing	63
CPMT Training – Module 4 (Can CSA Pay?)	CPMT Members and Other Interested Parties	ongoing	60

Online (Asynchronous) Courses			
TOPIC	PARTICIPANT GROUP	DATE(S)	NUMBER OF PARTICIPANTS
CPMT Training – Module 5 (Utilization Review)	CPMT Members and Other Interested Parties	ongoing	60
CPMT Training – Module 6 (Audit)	CPMT Members and Other Interested Parties	ongoing	43
CSA Fiscal Overview	CSA Finance Staff and Other Interested Parties	ongoing	71
CSA for FAPT/CPMT Parental Representatives	All CSA Stakeholders	ongoing	34
CSA IT Security Training	All CSA Stakeholders	ongoing	101
CSA Parental Agreements	All CSA Stakeholders	ongoing	59
CANS Certification/Recertification Training	All Local CSA Case Managers	ongoing	4,066
Total			7,008

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, 2024

In accordance with the Appropriation Act Chapter 2 Item 268 (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.

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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,
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Office of Children's Services
Empowering communities to serve youth

Item 268.C. 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%.

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% above the fiscal year 2007 base. Beginning July 1, 2011, the local match rate for Medicaid residential services for each locality shall be 25% above the fiscal year 2007 base.

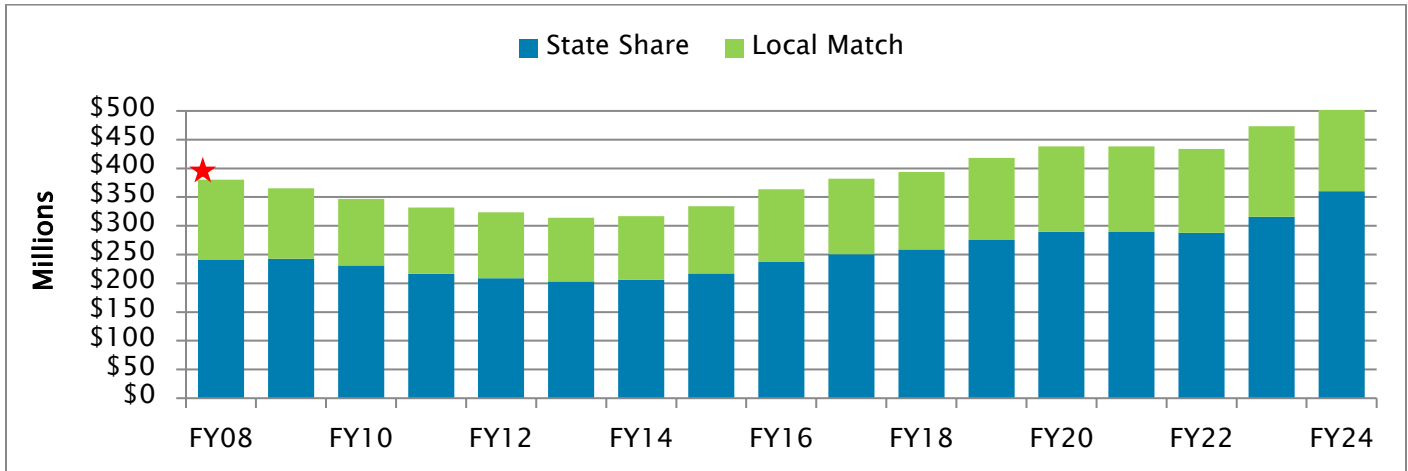
c. By December 1 of each year, The State Executive Council (SEC) shall provide an update to the Governor and the Chairmen of the House Appropriations and Senate Finance and Appropriations Committees on the outcomes of this initiative.

As established in Section 2.2-5211.C. of the *Code of Virginia* and the Appropriation Act, funding 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 residential care utilization, 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.A., *Code of Virginia*) to:

- preserve 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 children's welfare and maintaining the public's safety.

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 reflecting the amount contributed by the locality in previous years and the locality's "ability to pay." Under the three-tiered (incentive) model, the local match rate for residential services is 25% above its base match rate, and for community-based services, it is 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%.

Total Net Expenditures for the Children's Services Act



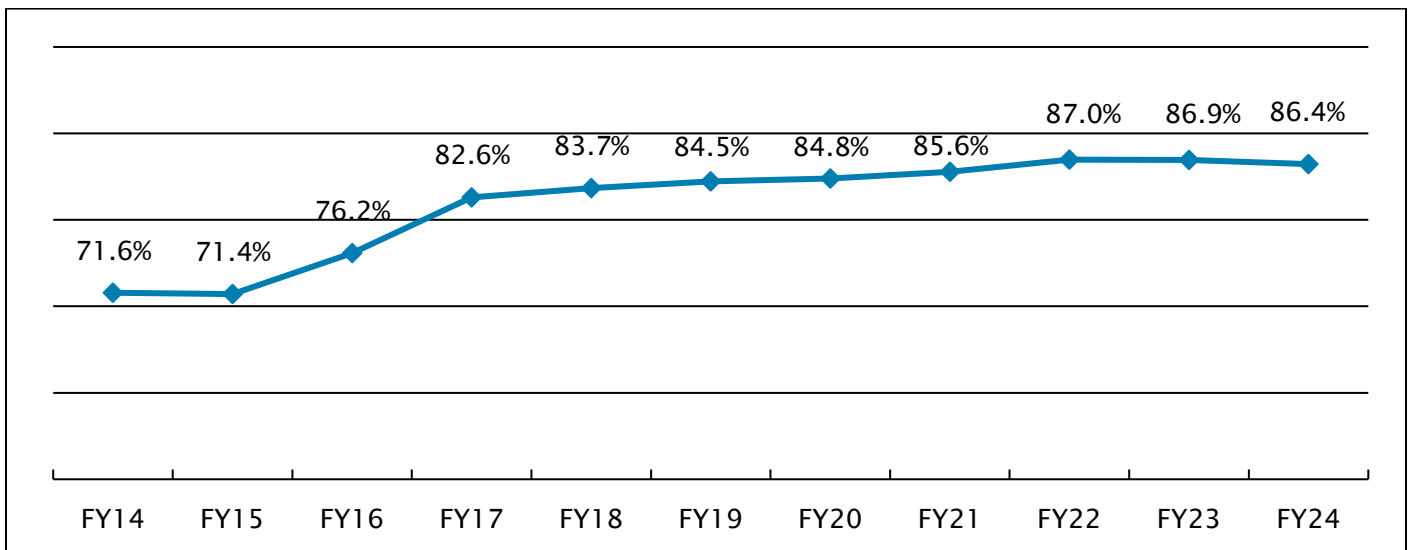
★ Implementation of the three-tiered, "incentive" match rate model

Effective (Actual) Match Rates (Statewide Average)

	FY14	FY15	FY16	FY17	FY18	FY19	FY20	FY21	FY22	FY23	FY24
Effective Local Match Rate	34.9%	34.9%	34.8%	34.4%	34.3%	34.0%	34.0%	33.7%	33.5%	33.3%	33.6%
Effective State Match Rate	65.1%	65.1%	65.2%	65.6%	65.7%	66.0%	66.0%	66.3%	66.5%	66.7%	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.

Percent of Youth Served Only in Community-Based Settings Impact of the Three-Tiered (Incentive) Match Rate Model (FY2014 - FY2024)

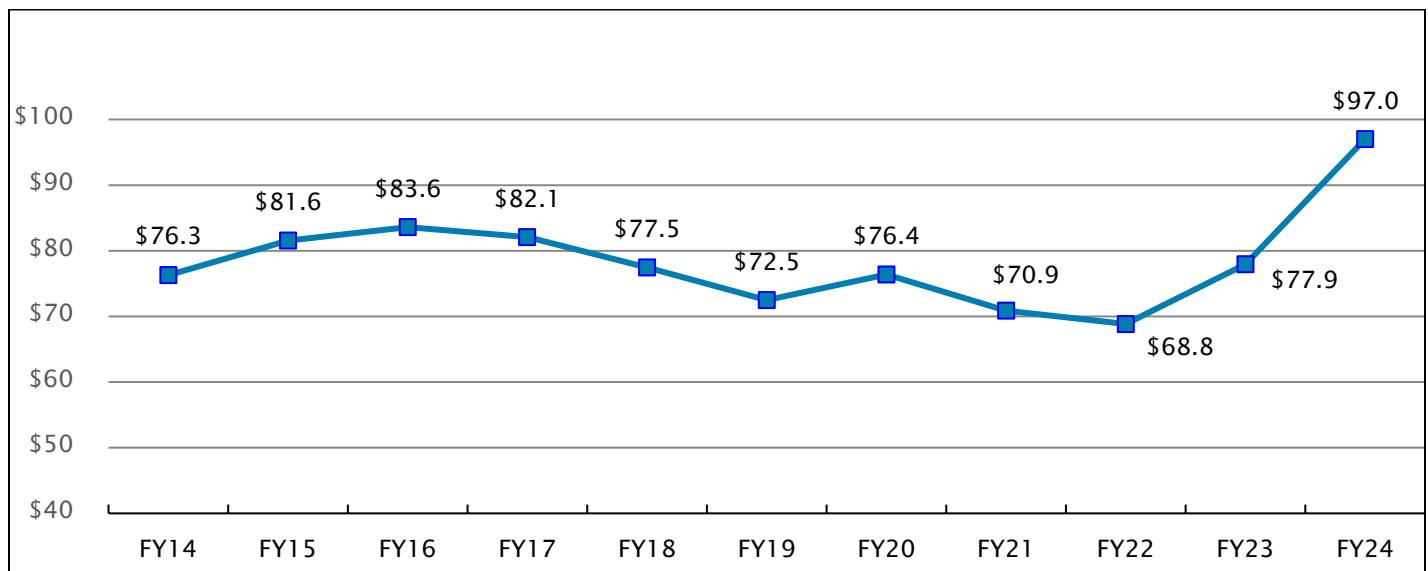


The chart above reflects the percentage of youth in the yearly CSA census served only within their family and/or community (i.e., who have not required a congregate-care placement)

The chart below represents expenditures for residential placements. Several factors have contributed to a significant rise in residential costs including:

- The increase in youth served in congregate care placements was from 1,963 to 2,154 (+9.7%). This represents a reversal of a years-long downward trend, but the total number is a return to a level commensurate with or slightly lower than that found before the COVID-19 pandemic.
- The overall average cost per placement rose significantly from \$39,695 to \$45,036 (+13%). This is a result of several factors, including an increase in the length of stay in placement from 169 to 177 days (+5%) and a major “shift” in average annual cost (from \$32,354 to \$39,767 or +23%) for children in foster care placed in group homes as a result of the Virginia Department of Social Services suspension, in April 2023, of the Qualified Residential Treatment Program (QRTP) under the federal Family First Prevention Services Act (FFPSA). The suspension of the QRTP program made federal Title IV-E funds to support the cost for children in foster care unavailable after the first 14 days of placement.

CSA Congregate Care Expenditures (Millions) (FY2014 – FY2024)



Discussion

The intent of the three-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, *Percentage of Youth Served Only in Community-Based Settings*, illustrates that this goal has been increasingly realized. Over the period shown, there has been a significant increase in the children served through the Children's Services Act who did not experience any congregate care placements during the reporting year (from 71.6% to 86.4%). Residential placements are typically among the more costly services funded through the CSA (second to private day special education placements). The associated goal of the three-tiered match rate system was to control CSA expenditures that, at the time (FY2008), had grown to their highest historical point. In the years following the tiered match rate

implementation, overall CSA expenditures fell significantly. Attributing this decrease solely to the match rate model is not definitive, 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*. Beginning with FY2017 and continuing through FY2022, CSA residential expenditures declined noticeably despite a temporary uptick in FY2020.

While the effective (actual) state (vs. local) match rate is higher than the base rate, the state-to-local match rate ratio (the effective match rate) has been virtually unchanged for 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 three-tiered match rate model, creating less variability in the practical 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 three-tiered match rate model has 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.

OFFICE OF CHILDREN'S SERVICES

ADMINISTERING THE CHILDREN'S SERVICES ACT



THERAPEUTIC FOSTER CARE SERVICES UNDER THE CSA

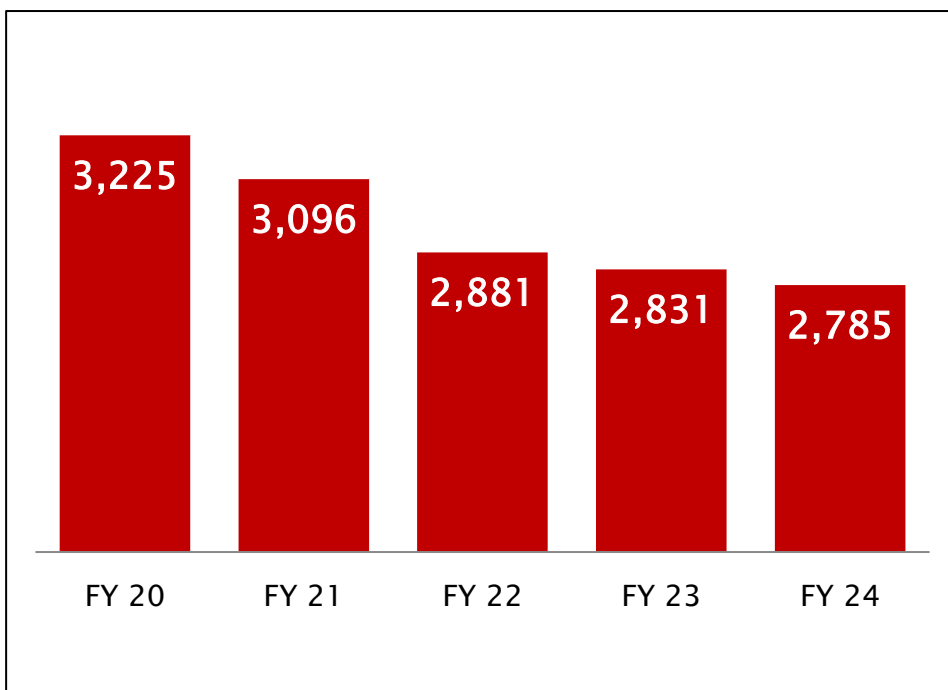
Annual Report to the General Assembly, December 1, 2024

In accordance with the Appropriation Act, Chapter 2, Item 268 (K)(1)

Item 268. 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.

Therapeutic foster care (TFC)¹ is a community-based program that addresses placement and service needs of children in the custody of a local department of social services (LDSS). 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 children in care. An LDSS makes all referrals for TFC. Total TFC costs may be offset partially by federal/state Title IV-E revenues to cover maintenance costs (room and board) for eligible children. Title IV-E revenues and payments are handled through the LDSS and the state Department of Social Services.

Therapeutic Foster Care Number of Youth Served (FY2020 – FY2024)



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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Guiding principles for OCS include:

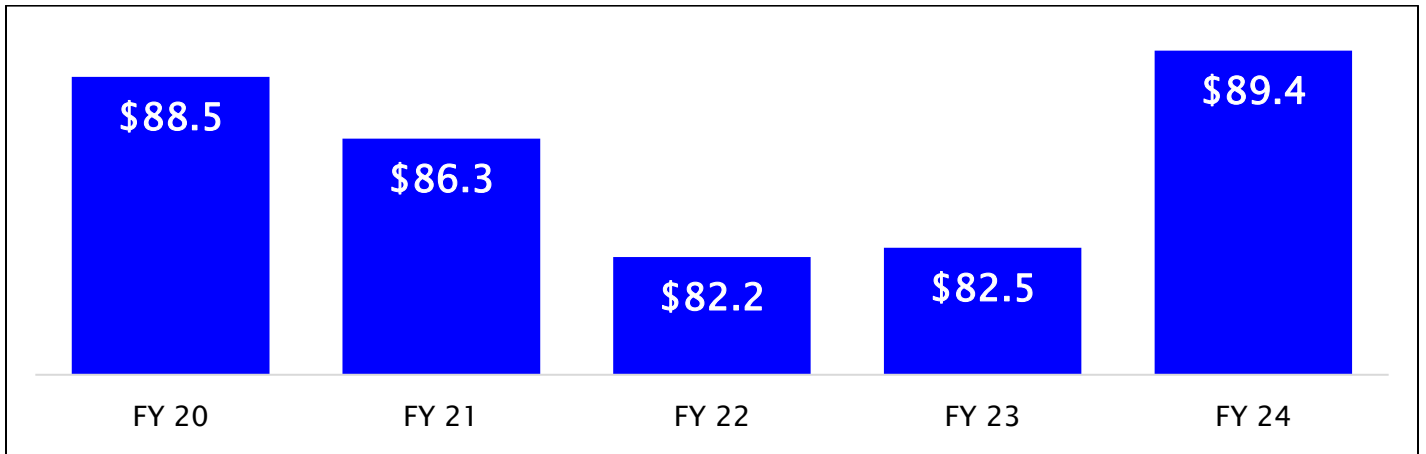
- Child and family directed care,
- Equitable access to quality services,
- Responsible and effective use of public funds,
- Support for effective, evidence-based practices, and
- Collaborative partnerships across state, local, public, and private stakeholders.



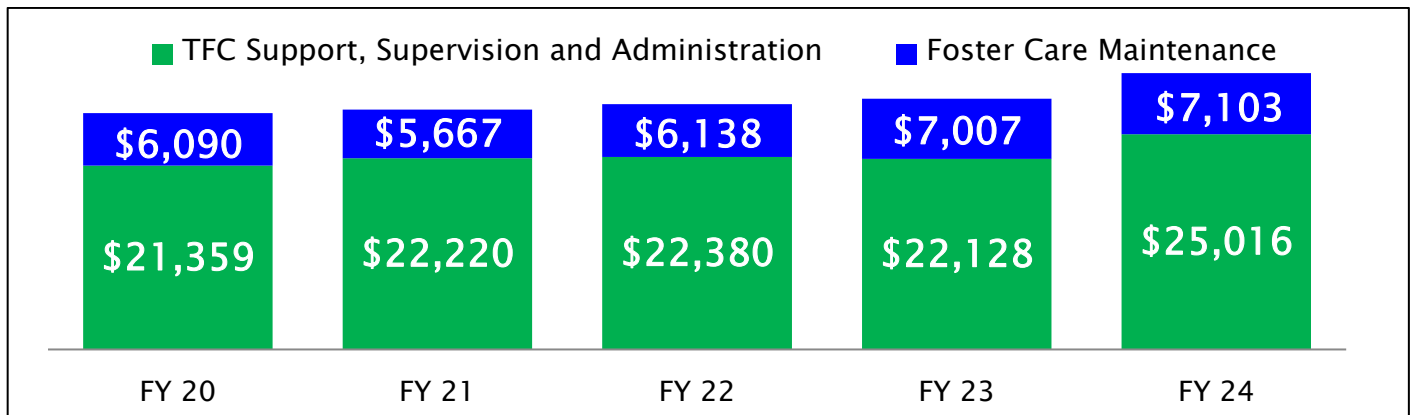
Office of Children's Services
Empowering communities to serve youth

¹ The term "therapeutic" foster care is often used interchangeably with "treatment" foster care.

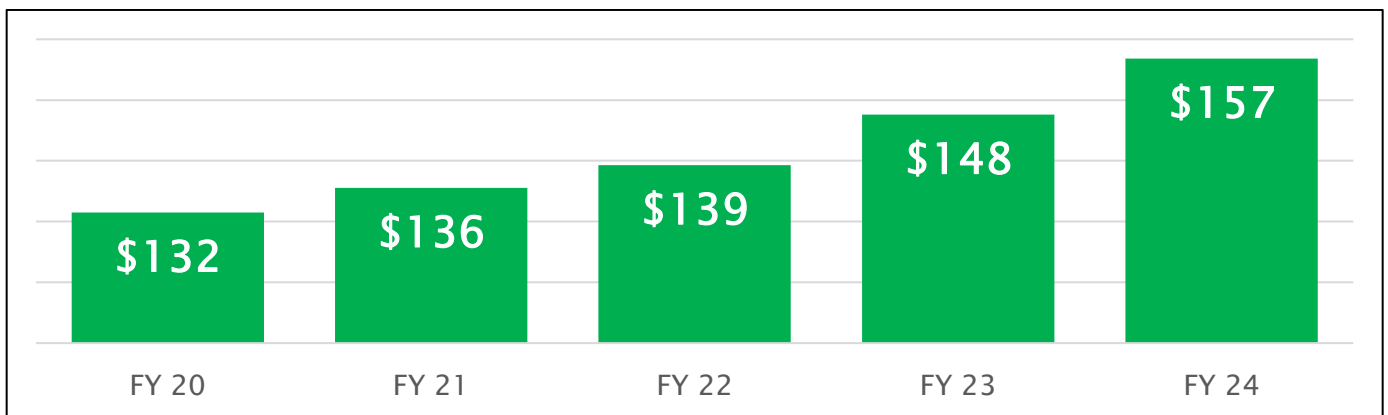
Therapeutic Foster Care
Total CSA Expenditures (Millions)
(FY2020 – FY2023)



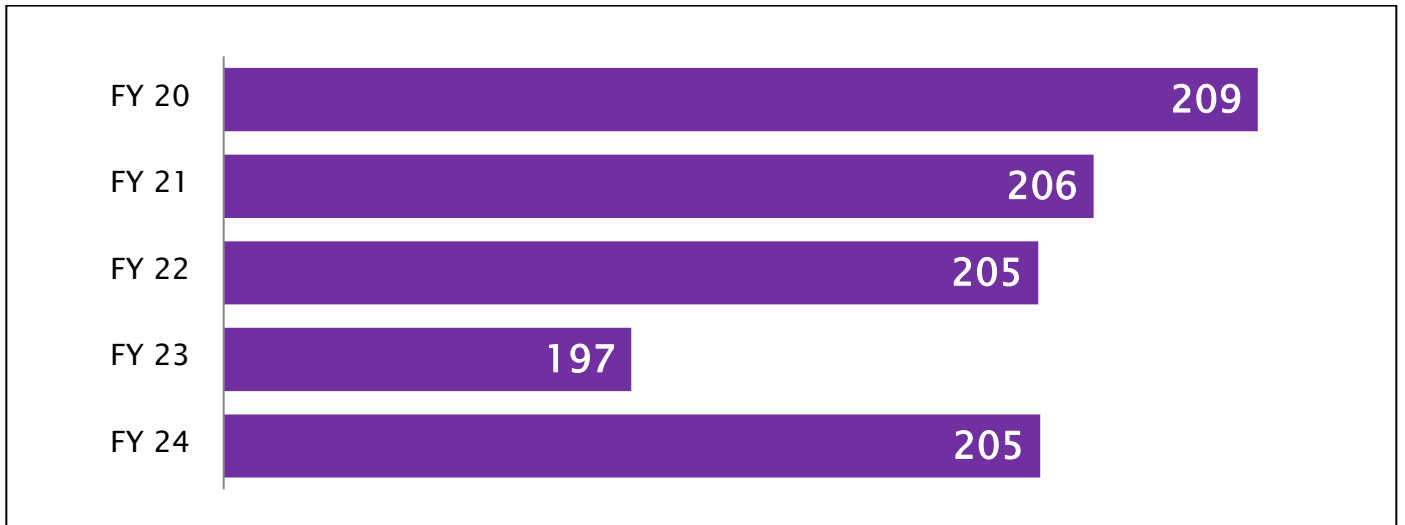
Therapeutic Foster Care
Average Annual CSA Expenditure per Child
(FY2020 – FY2024)



Therapeutic Foster Care
Average Per Diem Expenditure per Child
(FY2020 – FY2024)



Therapeutic Foster Care
Average Length of Stay (Number of Days/Year)
(FY2020 – FY2024)



Discussion

TFC remains a primary resource to local departments of social services (LDSS) for foster care placements in Virginia. Licensed Child Placing Agencies (LCPAs) are private agencies that, among other services, provide foster home placements. In FY2024, approximately 41% of children in foster care were served through an LCPA TFC program and TFC utilization mainly remained stable (-1.6%). The number of youth served has decreased over the past five years (-14% since 2020). This utilization level reflects ongoing challenges in LDSS's ability to establish "agency foster homes" (foster families recruited and supported by the local department) and the needs of children in foster care and their foster families for higher support than typically provided in agency foster homes. The new Parental Child Safety Placement Program (effective July 1, 2024) is anticipated to reduce the number of children entering local department of social services custody by providing an emphasis and support to relatives who may be willing to take short-term custody of children with their entering the formal foster care system.

While the foster care maintenance costs (e.g., room and board and daily supervision) are 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.

In FY2024, a TFC placement (excluding monthly maintenance and enhanced maintenance payments) averaged \$123 daily. As children remained in a TFC setting for an average of 205 days during FY2024, the cost during the year was approximately \$25,000 (\$123/day for 205 days). With an overall length of stay crossing multiple fiscal years (from entry to discharge) of 484 days, this results in a total average cost of \$59,532. The increasing overall cost for TFC placements is due to increased maintenance costs (tied to statutorily required rated increases), length of stay, and per diem provider costs.