## OCS
Office of Children's Services
Empowering communities to serve youth

# Results of the FY2023

# CSA "Time to Service" Survey

## January 2024

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### Background of the CSA "Time to Service" Survey

The 2020 report on the Children's Services Act by the Joint Legislative Audit and Review Commission (JLARC) recommended:

"The Office of Children's Services (OCS) should require local Children's Services Act (CSA) programs to measure, collect, and report timeliness data to OCS at least annually, and OCS should use this data to identify local CSA programs with relatively long start times for services, provide assistance to these programs, and notify Community Policy and Management Teams of their low performance relative to other CSA programs."

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## Methodology

- OCS, in collaboration with an advisory group of local CSA Coordinators, developed a data collection tool for this study.

- The data collection tool and instructions were distributed to local CSA programs on **February 2, 2023.**

- Localities were asked to collect information for two months, starting with the first referral received after the beginning of February. Data collection closed on **June 30, 2023,** or after two months of data collection, whichever happened first.

- 71 CSA localities (out of 130 possible) reported data on referrals received during the collection period, **a response rate of 55%**.

## Limitations

As the initial data collection for the "time to service" referral information, many lessons were learned and limitations noted:

- The findings are not generalizable to the entire state. The response rate of 55% meant that just over one-half of the local CSA programs did not submit data.
    - This analysis is a summary of responding localities, and it is possible that the circumstances of non-responding localities differ from what is aggregated for this report (i.e., notably shorter or longer time to service).

- The impact of local policies and practices (e.g., referral, case review and scheduling practices, use of non-sum sufficient funds) likely accounts for some of the variations seen in the results of the study.

## Limitations, continued

- Depending on local policy, the process steps for referrals are not always "linear," meaning the steps occurred in a different order than what is presented in this analysis. Some referrals report for service start dates prior to the receipt of the referral, while others report service start dates prior to FAPT.
  - Referrals occurring after service start were not included in the analysis.

- Depending on local policy, some referrals do not require Family Assessment and Planning Team (FAPT) action. For example, several localities do not require FAPT for special education (SPED) referrals. Omitting the measured time from receipt of the referral to FAPT review was most prevalent for SPED referrals, however, if services began after the receipt of the referral, the overall time to service was still included in the findings for this analysis.

## Limitations, continued

- The data collection tool was free-form, allowing respondents to decide how to enter information.
  - Inconsistent entries across programs impacted the overall quality of responses and the ability to summarize the findings.
  - Submission of incomplete responses led to some referrals being excluded from the final analysis due to missing information.

- Future iterations of the study will limit the scope of response formats and require date entries at key process points for each referral reported.
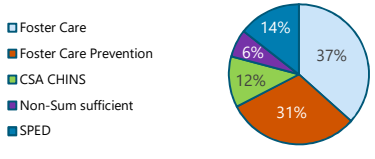
# Referral Groupings

| Group | Primary Mandate Type/Description |
|---|---|
| Foster Care (FC) | FC Abuse/Neglect – DSS Non-Custodial Agreement (parent retains custody of youth) |
| | FC Abuse/Neglect – DSS Entrustment/Custody |
| | FC CHINS – Entrustment / Custody |
| | FC – Court ordered for truancy |
| | FC – Court ordered for delinquent behavior |
| | Kinship Guardianship |
| Foster Care Prevention | FC Abuse/Neglect – Prevention (child has not been removed from home) |
| | FC CHINS – Prevention (child has not been removed from home) |

| Group | Primary Mandate Type/Description |
|---|---|
| CHINS – CSA | CSA Parental Agreement (parent retains custody of youth) |
| Non-Mandated | Non-Sum-sufficient (Residential and Non-Residential) |
| Special Education | Special Education Services (Private Day/ Residential Tuition and Related Services) |
| | Wrap-Around Services for Students with Disabilities (SPED Wrap) |

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# Percentage of Referrals by Mandate Type Grouping

**Percentage of Referrals by Group: Full Analysis**
**(includes those that started services and reported needed dates)**

- ☐ Foster Care
- ☐ Foster Care Prevention
- ☐ CSA CHINS
- ☐ Non-Sum sufficient
- ☐ SPED



14% / 5% / 10% / 34% / 37%

*Percentage of Referrals by Group: FAPT Analysis*
*(includes those that reported needed dates)*

- ☐ Foster Care
- ☐ Foster Care Prevention
- ☐ CSA CHINS
- ☐ Non-Sum sufficient
- ☐ SPED

14% / 6% / 12% / 31% / 37%

*Percentage of Referrals by Group: All Submitted*

15% / 6% / 12% / 30% / 37%

- ☐ Foster Care
- ☐ Foster Care Prevention
- ☐ CSA CHINS
- ☐ Non-Sum sufficient
- ☐ SPED

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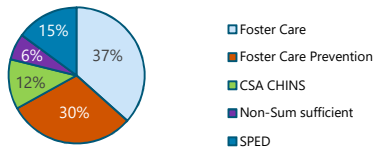
## Referral Source and Method of Receipt

| Where Did Referral Come From? | Count | % of Total (n=718) |
|---|---|---|
| DSS | 302 | 42% |
| Schools | 119 | 17% |
| CSB/Behavioral Health (including case managers when specific agency not provided) | 83 | 11% |
| Courts (DJJ, CSU, etc.) | 45 | 6% |
| Parent or Provider | 19 | 3% |
| Could Not be Determined (i.e., blank, individual names) | 150 | 21% |

| How was Referral Received? | Count | % of Total |
|---|---|---|
| Writing (online submission, email, mail-in) | 484 | 67% |
| Verbally (in-person, phone call) | 62 | 9% |
| Court Order | 10 | 1% |
| Could Not be Determined (method not provided) | 162 | 23% |

## Time to FAPT: Percentage of Referrals by Time Category

- Twenty-five percent (25%) of referrals reached FAPT in zero days.

- Two-thirds (67%) of referrals reached FAPT in less than a week.

- Referrals that took four weeks or more to reach FAPT represented 4% of the total.

**Percentage of Referrals by Time to FAPT**

- 4 weeks or more: 4%
- 2 to less than 4 weeks: 10%
- 0 days: 18%
- 1 to less than 2 weeks: 22%
- Less than 7 days: 46%

*n = 648 referrals*

*Note: Referrals excluded from this chart did not have FAPT dates (67 referrals) or had FAPT dates that fell before the referral date (3 referrals)*
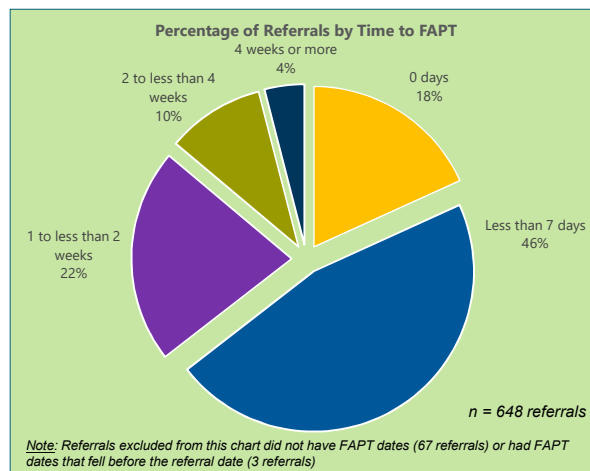
## Referral Outcomes

- Most referrals to FAPT resulted in CSA-funded services (79%)

- A majority (60%) of referrals had adequate data to measure the time from referral to service authorization/ payment.

- Approximately 12% of referrals contained services that started prior to receipt of a referral (negative days to service) and were not included in the analysis.

- Seven percent (7%) of the referrals received reported authorized services but did not include dates.

Services Not Authorized 21%

Other 79%

Services Authorized - Used in Report 60%

Services Authorized - Negative Days to Service 12%

Services Authorized - Dates Unavailable 7%
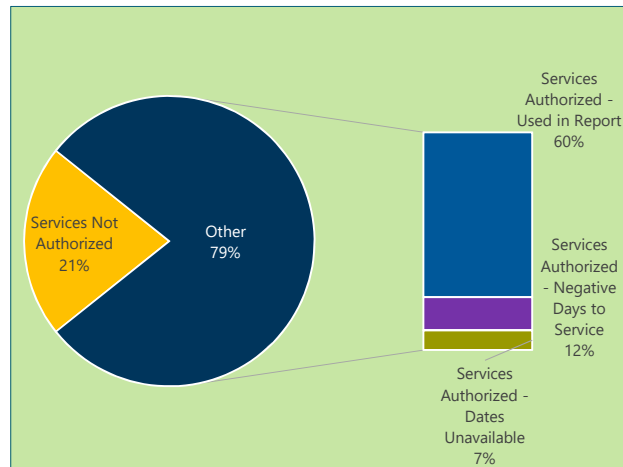
*n = 718 referrals*

## Average Days to Service by Step in Referral Process

- The average number of days between referral receipt and service initiation (service start or purchase order creation) was just under two weeks (13 days).

- Locality averages for the full period ranged from zero days to 55 days.

- 57% of reporting localities had an average time to service that was 13 days or less.

- The process of the referral reaching the FAPT tended to be faster (six days on average) than the period of time from FAPT to CPMT authorization or from CPMT authorization to service start (eight days on average, respectively).

- FAPT to CPMT authorization had the largest range of locality averages, from zero to 68 days.

**Average Days by Referral Process Step**

Average Duration (days) of Process Stage

| Full Period | Referral to FAPT | FAPT to CPMT Authorization | Authorization to Services Start/PO |
|---|---|---|---|
| 13 | 6 | 8 | 8 |

Referral Stage

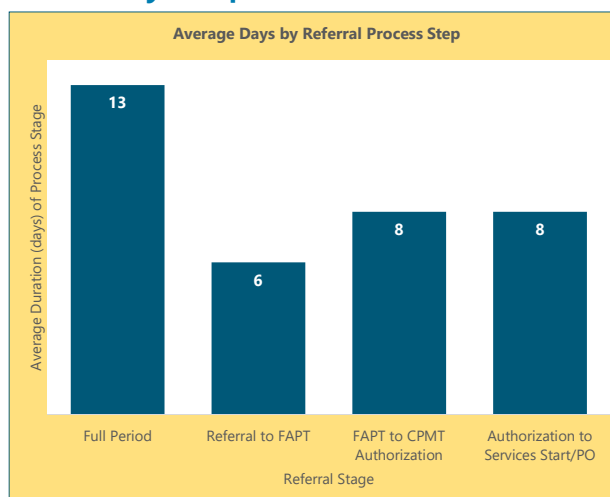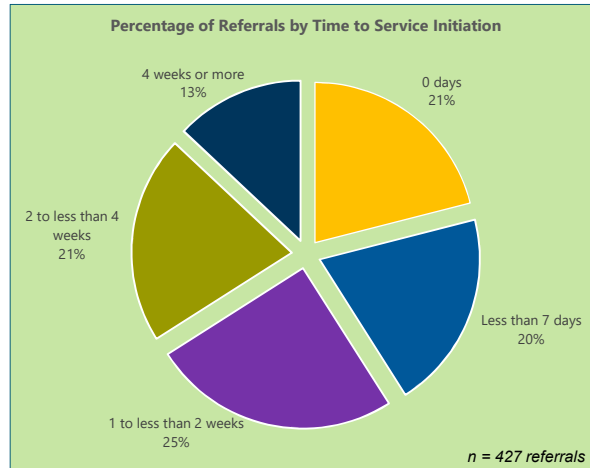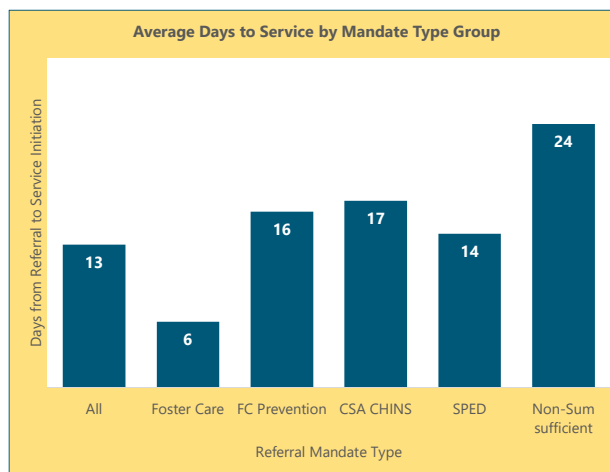**Time to Service: Percentage of Referrals by Time Category**

- Forty-one percent (41%) of referrals reached CSA-funded services in under a week: 21% in zero days and 20% in one to six days.

- Most referrals were received and processed for services in less than two weeks (66%).

- Referrals that took four weeks or more to reach services represented 13% of the total.

**Percentage of Referrals by Time to Service Initiation**

- 4 weeks or more 13%
- 0 days 21%
- Less than 7 days 20%
- 1 to less than 2 weeks 25%
- 2 to less than 4 weeks 21%

*n = 427 referrals*

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**Average Days to Service by Referral Mandate Type**

- The average number of days between referral receipt and service initiation (service start or purchase order creation) was just under two weeks (13 days).

- Locality averages for the full period ranged from zero days to 55 days.

- 57% of reporting localities had an average time to service that was 13 days or less.

- Referrals for youth in the "non-sum-sufficient (non-mandated)" group took the longest.

**Average Days to Service by Mandate Type Group**

Days from Referral to Service Initiation

| All | Foster Care | FC Prevention | CSA CHINS | SPED | Non-Sum sufficient |
|-----|-------------|---------------|-----------|------|--------------------|
| 13 | 6 | 16 | 17 | 14 | 24 |

Referral Mandate Type

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# Referral Time to Service by Mandate Type

- A majority (68%) of Foster Care referrals reached CSA-funded services in under seven days.

- Non-mandated referrals were more likely (43%) than other mandate types to take four weeks or more to reach services.

- Referrals for Foster Care Prevention and CSA CHINS most frequently reached services in one to less than two weeks (33% for Foster Care Prevention, 43% for CSA CHINS).
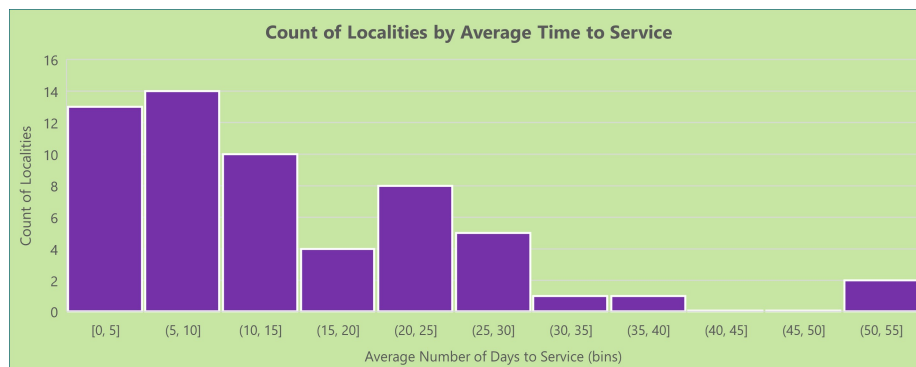
- SPED referrals were most likely to reach services in less than seven days (47%).

**Proportion of Referrals by Time to Service, by Mandate Grouping**

| Mandate | Less than 7 days | 1 to less than 2 weeks | 2 to less than 4 weeks | 4 weeks or more |
|---|---|---|---|---|
| Foster Care | 68% | 15% | 13% | 4% |
| FC Prevention | 22% | 33% | 30% | 15% |
| CSA CHINS | 14% | 43% | 23% | 20% |
| Non-Sum sufficient | 22% | 4% | 30% | 43% |
| SPED | 47% | 29% | 14% | 10% |

■ Less than 7 days  ■ 1 to less than 2 weeks  ■ 2 to less than 4 weeks  ■ 4 weeks or more

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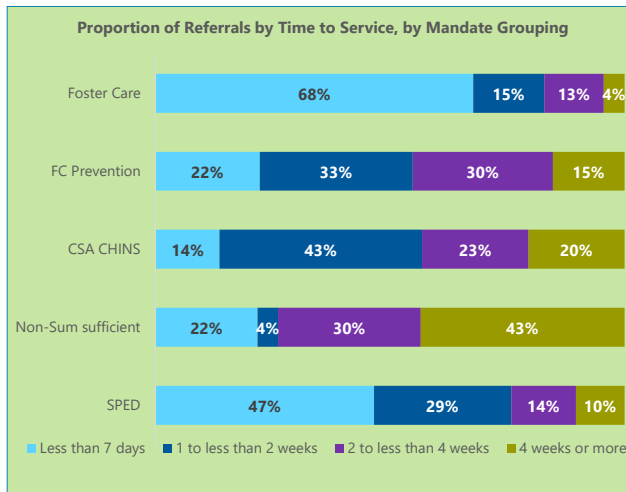
# Time to Service:  Locality Averages

- Among reporting localities, the most common average for referral time to service was less than 10 days (27 localities).

- A majority of localities had an average time to service of 30 days or less; only four localities had an average time to service that exceeded 30 days.

**Count of Localities by Average Time to Service**

*Count of Localities (y-axis) vs Average Number of Days to Service (bins) (x-axis)*

| Bin | Count |
|---|---|
| [0, 5] | 13 |
| (5, 10] | 14 |
| (10, 15] | 10 |
| (15, 20] | 4 |
| (20, 25] | 8 |
| (25, 30] | 5 |
| (30, 35] | 1 |
| (35, 40] | 1 |
| (40, 45] | 0 |
| (45, 50] | 0 |
| (50, 55] | 2 |

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## Conclusions

- On average, the statewide duration from receipt of referral to service initiation was 13 days. Fifty-seven percent (57%) of localities had a "time to service" duration that was equal to or less than 13 days.

- Most referrals reported were for Foster Care services (37%), followed by Foster Care Prevention (34%).

- The referral's mandate type influenced the average days to service: Foster Care referrals took the least amount of time (six days) while Non-sum sufficient referrals had the longest average time (24 days).

- For all referrals, the time from referral to FAPT took the least amount of time in the process (six days, on average). The average amount of time from FAPT to CPMT authorization was the same as the amount of time between CPMT authorization and service initiation (eight days).

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## Locality Participation
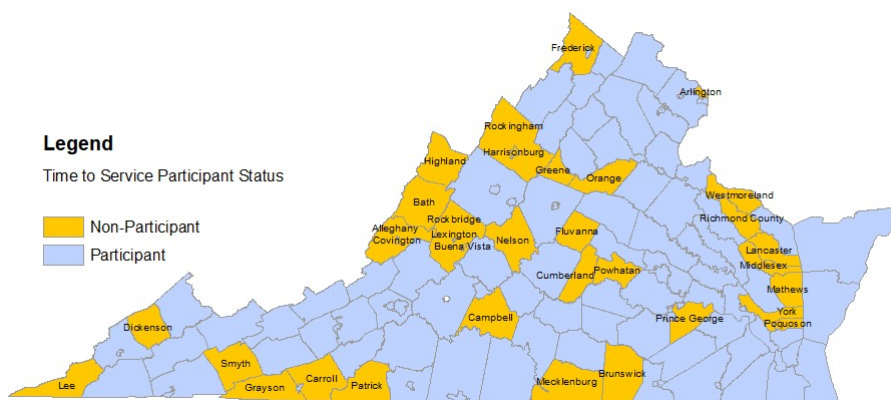


**Legend**

Time to Service Participant Status

- Non-Participant
- Participant

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## Locality-Specific Results

| Locality | Cases Submitted (Referrals after Jan 2023) | # to Service in <1 Day | % to Service in <1 Day | Referral to FAPT Days | FAPT to CPMT Days | CPMT to Service Days |
|---|---|---|---|---|---|---|
| Accomack/Northampton | 2 | 0 | | 7 | 14 | 1 |
| Albemarle | 16 | 7 | 44% | 5 | 0 | 0 |
| Alexandria | 10 | 10 | 100% | 9 | | |
| Amherst | 7 | 7 | 100% | 8 | | |
| Appomattox | 10 | 5 | 50% | 8 | 14 | 0 |
| Augusta | 15 | 12 | 80% | 8 | 18 | |
| Bedford | 29 | 14 | 48% | 7 | 16 | 12 |
| Botetourt | 3 | 3 | 100% | 8 | | |
| Bristol | 7 | 6 | 86% | 2 | 20 | |
| Buckingham | 6 | 1 | 17% | 4 | 11 | 41 |
| Caroline | 10 | 9 | 90% | 0 | 12 | |
| Charlotte | 5 | 2 | 40% | 13 | 8 | 4 |
| Charlottesville | 11 | 6 | 55% | 1 | 0 | 5 |
| Chesapeake | 9 | 9 | 100% | 13 | | |
| Chesterfield | 22 | 12 | 55% | 5 | 17 | |
| Colonial Heights | 6 | 6 | 100% | 8 | | |
| Craig | 3 | 3 | 100% | 0 | | |
| Danville | 29 | 7 | 24% | 6 | 6 | 8 |

## Locality-Specific Results

| Locality | Cases Submitted (Referrals after Jan 2023) | # to Service in <1 Day | % to Service in <1 Day | Referral to FAPT Days | FAPT to CPMT Days | CPMT to Service Days |
|---|---|---|---|---|---|---|
| Dinwiddie | 4 | 1 | 25% | 4 | 11 | |
| Essex | 6 | 3 | 50% | 5 | 11 | 0 |
| Fauquier | 9 | 0 | | 4 | 3 | 3 |
| Franklin City | 1 | 0 | | 1 | 20 | 0 |
| Franklin County | 13 | 7 | 54% | 3 | 0 | 3 |
| Galax | 8 | 8 | 100% | 3 | | |
| Giles | 9 | 3 | 33% | 5 | 1 | 0 |
| Gloucester | 2 | 1 | 50% | 11 | 20 | |
| Greensville/Emporia | 4 | 0 | | 16 | 2 | 4 |
| Halifax | 4 | 0 | | 0 | 9 | 5 |
| Hampton | 28 | 5 | 18% | 3 | 0 | 4 |
| Hanover | 5 | 5 | 100% | 18 | | |
| Henrico | 21 | 9 | 43% | 15 | 5 | 10 |
| Henry | 9 | 8 | 89% | 5 | 15 | 8 |
| Isle of Wight | 1 | 0 | | 1 | 19 | 19 |
| James City | 7 | 2 | 29% | 14 | 9 | 37 |
| King & Queen | 3 | 2 | 67% | 6 | 7 | 7 |
| King William | 4 | 1 | 25% | 0 | 16 | 16 |

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# Locality-Specific Results

| Locality | Cases Submitted (Referrals after Jan 2023) | # to Service in <1 Day | % to Service in <1 Day | Referral to FAPT Days | FAPT to CPMT Days | CPMT to Service Days |
|---|---|---|---|---|---|---|
| Loudoun | 7 | 1 | 14% | 23 | | |
| Louisa | 7 | 7 | 100% | 4 | | |
| Madison | 7 | 7 | 100% | 1 | | |
| Martinsville | 6 | 4 | 67% | 7 | 9 | 2 |
| Montgomery | 10 | 9 | 90% | 2 | 14 | 14 |
| New Kent | 3 | 3 | 100% | 1 | | |
| Newport News | 11 | 7 | 64% | 14 | 7 | 7 |
| Norfolk | 15 | 3 | 20% | 7 | 24 | 17 |
| Northumberland | 2 | 0 | | 0 | 1 | 1 |
| Norton | 1 | 0 | | 1 | 18 | 18 |
| Portsmouth | 3 | 2 | 67% | 8 | 15 | |
| Prince Edward | 3 | 2 | 67% | 5 | 3 | 4 |
| Prince William | 36 | 9 | 25% | 2 | 1 | 5 |
| Pulaski | 11 | 4 | 36% | 1 | 3 | 2 |
| Radford | 6 | 2 | 33% | 4 | 10 | 10 |
| Roanoke City | 12 | 6 | 50% | 19 | 2 | 2 |
| Russell | 9 | 7 | 78% | 0 | 21 | 21 |
| Scott | 5 | 4 | 80% | 2 | 4 | 4 |

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# Locality-Specific Results

| Locality | Cases Submitted (Referrals after Jan 2023) | # to Service in <1 Day | % to Service in <1 Day | Referral to FAPT Days | FAPT to CPMT Days | CPMT to Service Days |
|---|---|---|---|---|---|---|
| Shenandoah | 14 | 3 | 21% | 5 | 30 | 30 |
| Spotsylvania | 31 | 20 | 65% | 4 | 10 | 8 |
| Stafford | 7 | 4 | 57% | 11 | 68 | |
| Staunton | 10 | 9 | 90% | 1 | 20 | 10 |
| Suffolk | 2 | 1 | 50% | 17 | 12 | 12 |
| Surry | 1 | 0 | | 7 | 13 | 13 |
| Sussex | 1 | 1 | 100% | 15 | | |
| Tazewell | 5 | 2 | 40% | 6 | 21 | 21 |
| Virginia Beach | 68 | 33 | 49% | 7 | 3 | 3 |
| Warren | 22 | 17 | 77% | 19 | 12 | 13 |
| Washington | 17 | 12 | 71% | 3 | 12 | |
| Waynesboro | 13 | 9 | 69% | 4 | | 0 |
| Winchester | 21 | 7 | 33% | 6 | 16 | 14 |
| Wise | 9 | 9 | 100% | 1 | 9 | 9 |
| Wythe | 5 | 3 | 60% | 0 | 24 | 2 |