

**AGENDA**  
**State Executive Council for the Children's Services Act**  
**December 14, 2017**

**Richmond/Henrico Rooms**  
**1604 Santa Rosa Road**  
**Richmond, VA 23229**

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- 9:30 a.m.      **Welcome and Chair Remarks – Dr. Bill Hazel**  
                    ➤ **Action Item** – Approval of September 2017 Minutes
- 9:50 a.m.      **Public Comment**
- 10:10 a.m.     **Executive Director's Report – Scott Reiner**
  - Status of General Assembly activity – Private Day Education
  - Reports for the General Assembly
  - Outcome Reports and Activities
    - Annual Performance Indicators Report
    - Juvenile and Criminal Justice Outcomes
- 10:35 a.m.     **FY2016 CSA Service Gap Survey – Howard Sanderson**
- 10:45 a.m.     **SLAT Report – Dr. Tamara Temoney**
- 10:50 a.m.     **Proposed SEC Policy on Response to Audit Findings – Scott Reiner**
  - Summary of Public Comment Received
    - **Action Item** – OCS Response to Audit Findings (SEC Policy 4.7)
      - Approval of Proposed Policy for January 1, 2018 implementation
- 11:15 a.m.     **SEC Biennial Report and Proposed FY2018 – 2020 Goals – Dr. Bill Hazel and Scott Reiner**
- 11:40 a.m.     **Member Updates**
- 12:00 Noon     **Adjournment**

**2018 Meeting Schedule\***

March 15, June 21, September 20, December 13

\*Meeting Schedule Subject to Change

\*\*Additional Meeting at the Annual CSA Conference, May 1 (tentative)

DRAFT

**STATE EXECUTIVE COUNCIL (SEC)  
FOR CHILDREN'S SERVICES**

**East Reading Room  
Patrick Henry Building  
1111 E. Broad Street  
Richmond, VA**

**Thursday, September 21, 2017**

**SEC Members Present:**

The Honorable William A. (Bill) Hazel, Jr., M.D., Secretary of Health and Human Resources (*Chair*)  
Jack Barber, Interim Commissioner, Virginia Department of Behavioral Health  
and Developmental Services  
The Honorable Richard "Dickie" Bell, Member, Virginia House of Delegates  
The Honorable Mary Biggs, Member, Montgomery County Board of Supervisors  
Sophia Booker, Service Recipient Representative  
Courtney Gaskins, Ph.D., Director of Program Services, Youth for Tomorrow  
Bob Hicks for Dr. Marissa Levine, Commissioner, Virginia Department of Health  
The Honorable Catherine Hudgins, Member, Fairfax County Board of Supervisors  
Sandra Karison for Karl Hade, Executive Secretary of the Supreme Court of Virginia  
The Honorable Sheila Olem, Council Member, Town of Herndon  
R. Morgan Quicke, County Administrator, Richmond County  
Margaret Schultze, Commissioner, Virginia Department of Social Services  
The Honorable Frank Somerville, Presiding Judge, 16<sup>th</sup> Judicial District, Juvenile and Domestic  
Relations District Court  
Jeanette Troyer, Parent Representative  
Angela Valentine for Andrew Block, Director of the Department of Juvenile Justice  
The Honorable Jennifer Wexton, Member, Senate of Virginia

**SEC Members Absent:**

Patricia Haymes, for Steven Staples, Ed.D., Superintendent of Public Instruction, Virginia Department  
of Education  
Cindi Jones, Director, Department of Medical Assistance Services  
Maurice Jones, City Manager, City of Charlottesville  
Elizabeth O'Shea, Parent Representative  
Greg Peters, President and CEO, UMFS  
Tamara Temoney, Ph.D., Chair, State and Local Advisory Team (SLAT)

**Other Staff Present:**

Scott Reiner, Executive Director, OCS  
Eric Reynolds, Assistant Attorney General, Office of the Attorney General  
Stephanie Bacote, Program Audit Manager, OCS  
Rendell Briggs, Program Auditor, OCS  
Marsha Mucha, Administrative Staff Assistant, OCS

### **Call to Order**

Secretary Hazel called the meeting to order at 9:50 a.m. and welcomed everyone. He noted that he had just been with the Governor at an event to celebrate reaching the Healthy Virginia goal of 35,000 additional children covered by the FAMIS programs.

### **Public Comment**

Public comment was made by Bill Elwood representing the Virginia Association of Independent Specialized Education Facilities (VAISEF) and the Virginia Coalition of Private Provider Associations (VCOPPA) on private special education concerns related to the 2017 Virginia General Assembly Study to Manage the Quality and Costs of Private Day Educational Placements Funded through the Children's Services Act.

Three public comments were made on proposed SEC Policy 4.7 – Response to Audit Findings:

- Katie Boyle representing the Virginia Association of Counties (VACo)
- Janet Areson representing the Virginia Municipal League (VML)
- Jessica Webb, representing Roanoke County and the Cities of Roanoke and Salem

### **Approval of Minutes**

The minutes of the June 15, 2017 meeting were approved without objection.

### **Executive Director's Report**

Mr. Reiner reported on the following items:

- At this point in time, FY2017 CSA expenditures are approximately 4.6 percent (\$15M) greater than FY2016, within the increase projected by the Department of Planning and Budget (DPB). The greatest increase in expenditures (\$14.6M) is seen in private day education.
- In accordance with the Appropriation Act, SEC members received in their meeting packet a required Deficit Provision Act Notification. The required form has been submitted to DPB.
- Staff members of Senate Finance and House Appropriations continue their work on the General Assembly assignment to examine the options and determine the actions necessary to better manage the quality and costs of private day educational programs currently funded through the CSA. Their report is due to the General Assembly by November 1.
- A work group convened to examine and recommend revisions to the service delivery and pricing model for independent living arrangements for youth over the age of 18 enrolled in the VDSS Fostering Futures Program has met three times. Recommendations from the work group are due in December and will be issued jointly from VDSS/CSA.
- The SEC's Outcomes Committee will be meeting in the next 30 days. A report is due in mid-November on the project with DJJ on CSA children/youth, under the age of 18, who exited the CSA system in 2015 and were subsequently arrested or rearrested within a one-year time period. OCS continues to work with the Virginia Longitudinal Data System (VLDS) on potential data projects, especially around educational outcomes.

### **SLAT Report**

Mr. Reiner reported that Dr. Temoney, the SLAT Chair, was not able to attend today's meeting. He reported that SLAT is currently engaged in information gathering as part of their work plan focusing on gaining a better understanding of congregate care, prevention of congregate care and discharge planning. SLAT recently disseminated a Family Engagement Survey to CSA Coordinators which is due back shortly.

### **Proposed SEC Policy on Response to Audit Findings**

Secretary Hazel reported that the proposed policy would not be ready for a vote today. Questions have been raised by the Attorney General's Office concerning the role of Medicaid as payer in relationship to aspects of the proposed policy.

Secretary Hazel asked that the SEC use the time today to discuss any outstanding issues concerning the proposed policy. He noted that the SEC's Finance and Audit Committee recommended development of a policy to provide direction to the OCS Executive Director in response to audit findings of non-compliance by local CSA programs. Adjustments to the proposed policy were made based on the public comments received during the recently concluded public comment period.

During discussion, Catherine Hudgins and Mary Biggs offered additional comments. Additional comments were also offered on behalf of the Prince William CPMT. Several questions raised during today's public comment period were addressed. The proposed policy would become effective for the second audit cycle (2017, 2018 and 2019). Mr. Reiner reminded everyone that localities have access to a two-step appeals process (informal and formal) if a locality is denied financial reimbursement for expenditures.

After further discussion, it was suggested that members of the SEC's Finance and Audit Committee along with OCS staff (perhaps with assistance from SLAT) address the remaining outstanding issues with VACo and VML. Amendments to the proposed policy will be posted for public comment prior to the December meeting. SEC members agreed to this plan without objection.

### **Member Updates**

Secretary Hazel provided members with an update on budget and legislative activities as relates to transition planning. He also provided an update on issues at the state and national level of interest to the Health and Human Resources Secretariat.

Secretary Hazel asked members to report on activities within their agencies and organizations. Members reported on initiatives, upcoming conferences and events. Members continue to work within their agencies, serve on workgroups and advocate through their associations for improvements to services and service delivery for the children, youth and families of Virginia.

### **Next Meeting and Adjournment**

There being no further business the meeting was adjourned at 12:00 p.m.



# Commonwealth of Virginia

## GENERAL ASSEMBLY

RICHMOND

November 1, 2017

The Honorable S. Chris Jones  
Chairman, House Appropriations Committee  
Virginia General Assembly  
P. O. Box 5059  
Suffolk, Virginia 23435-0059

The Honorable Thomas K. Norment, Jr.  
Co-Chair, Senate Finance Committee  
Virginia General Assembly  
P.O. Box 6205  
Williamsburg, Virginia 23188

The Honorable Emmett W. Hanger, Jr.  
Co-Chair, Senate Finance Committee  
Virginia General Assembly  
P.O. Box 2  
Mt. Solon, Virginia 22843-0002

Dear Chairmen,

As you know, the 2017 General Assembly adopted new budget language (Item 1, paragraph T.5., Chapter 836, 2017 Acts of Assembly), that established a workgroup of the staff of the House Appropriations and Senate Finance Committees to facilitate with various state agencies an examination of options and determination of necessary actions to manage the quality and costs of private day educational programs funded through the Children's Services Act (CSA).

The purpose of the workgroup was specifically directed to review the following options: (i) the transfer of the CSA funding pool for private day education to the Department of Education; (ii) identification and collection of data to assess private day placements; (iii) identification of resources for transition of students from private day placements to a less restrictive environment; (iv) assessment of the role of Local Education Agencies regarding placements and measuring outcomes of private day education programs; and, (v) an assessment of the Individual Education Plan (IEP) process with regards to private day placements.

As you may know, the workgroup has engaged with a variety of stakeholders over the last several months to learn and better understand the issues surrounding the placement of children into private day schools. The result of these activities to date has led to a number of research questions that staff propose to continue to explore after the 2018 Session. The complexity and magnitude of the issue will require additional time next year for the staff workgroup to develop meaningful

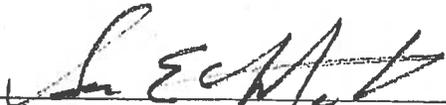
The Honorable S. Chris Jones  
The Honorable Thomas K. Norment, Jr.  
The Honorable Emmett W. Hanger, Jr.  
November 1, 2017  
Page Two

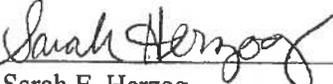
recommendations for the General Assembly to address issues of concern the workgroup identifies.

In the meantime, a meeting of the Joint Subcommittee for Health and Human Resources Oversight has been scheduled for Wednesday, November 29, 2017. At that meeting, the staff will present additional information on issues and activities completed to date. In addition, presentations from the other speakers on the Children's Services Act and from the Department of Education will provide the latest information relevant to the issue of private day placements. Invited testimony from a variety of stakeholders will also be included as part of the meeting.

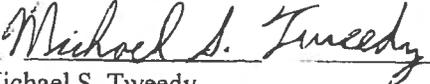
The budget language governing the workgroup directed it to prepare a report of any preliminary findings and recommendations to the Chairmen of the House Appropriations and Senate Finance Committees, by November 1, 2017. The workgroup will submit a concise report summarizing the workgroup's activities and recommendations shortly after the November 29 meeting to address the reporting requirement.

With Best Regards,

  
\_\_\_\_\_  
Susan E. Massart  
Legislative Fiscal Analyst  
House Appropriations Committee

  
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Sarah E. Herzog  
Legislative Fiscal Analyst  
Senate Finance Committee

  
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Susan L. Hogge  
Legislative Fiscal Analyst  
House Appropriations Committee

  
\_\_\_\_\_  
Michael S. Tweedy  
Legislative Fiscal Analyst  
Senate Finance Committee

cc: Robert Vaughn, Staff Director, House Appropriations Committee  
Laura Wilborn, Information Processing Specialist, Dept. of Legislative Automated Systems

# OFFICE OF CHILDREN'S SERVICES

ADMINISTERING THE CHILDREN'S SERVICES ACT



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.



Office of Children's Services  
Empowering communities to serve youth

## IMPACT OF THE "INCENTIVE" MATCH RATE FOR CSA

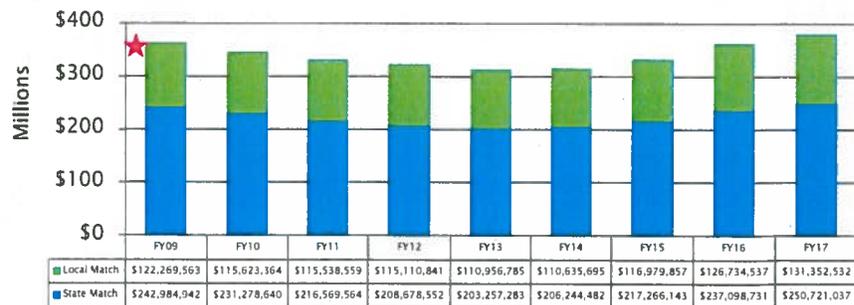
Annual Report to the Governor and General Assembly, December 2017  
In accordance with Appropriation Act Item 285 (C)(3)(c)

As established through the Appropriation Act, funding services to children and families under the Children's Services Act (CSA) is a shared responsibility of state and local government. Effective July 1, 2008, a tiered, "incentive-based" match rate system was implemented to encourage practice changes to reduce utilization of residential care, increase children served in their homes, and encourage investment of funds for the development of community based services. This policy-driven match rate model encourages 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.

Singular, locality-specific base match rates were established with the inception of the CSA. Under the tiered ("incentive") match rate system, 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.

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



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

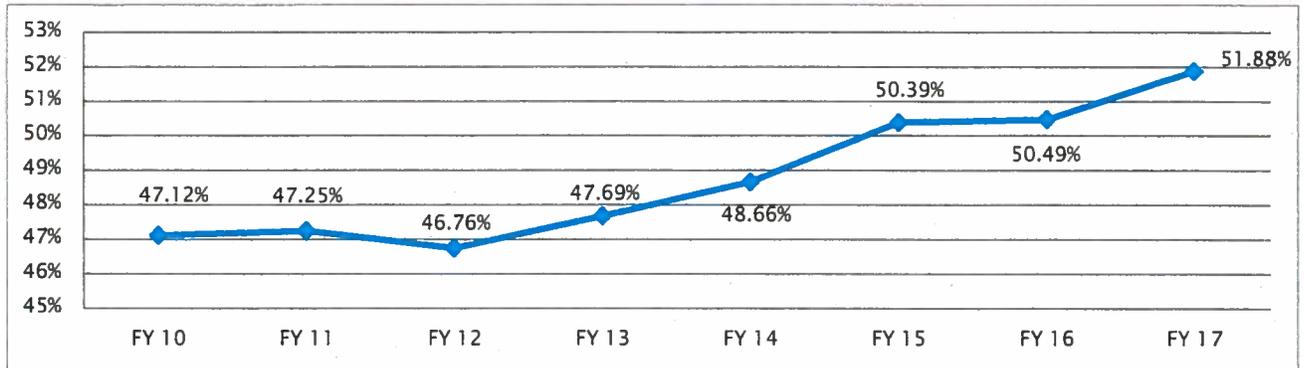
### Effective (Actual) Match Rates (Statewide Average)

	FY09	FY10	FY11	FY12	FY13	FY14	FY15	FY16	FY17
Effective Local Match Rate	33.5%	33.3%	34.8%	35.5%	35.3%	34.9%	34.9%	34.8%	34.4%
Effective State Match Rate	66.5%	66.7%	65.2%	64.5%	64.7%	65.1%	65.1%	65.2%	65.6%

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

## Impact of the Tiered ("Incentive") Match Rate Model on Services Provided to Youth and Families Under the CSA (FY2010 - FY 2017)

Percent of Youth Served in Community-Based Settings (Target = 50%)



This chart reflects youth who have been served only within their families and communities (i.e., have not required out-of-home placement, including foster care).

### Discussion

The intention of the tiered match rate system was two-fold. First was utilize fiscal incentives to discourage the placement of children into restrictive, residential treatment settings where it was possible to employ alternative, non-residential services that would adequately address the needs of the child, family, and community. As seen in the chart above, over the past eight years (FY2010 - FY2017), this goal has been increasingly realized with an almost five percent increase in the number of children served through the Children's Services Act in any year who did not experience any out of home placements. As residential placements are typically the costliest of services funded through the CSA, an associated goal of the tiered match rate system was to control CSA expenditures that had grown to their highest historical point in FY2008. In the six years following the implementation of the tiered match rates, CSA expenditures did fall significantly. Beginning in FY2015 and continuing through the current year that trend has reversed, with annual CSA costs once again rising. The source of the recent expenditure growth is not due to an increased utilization of residential services but rather to a significant rise in costs associated with private special education day placements. Such placements are not subject to an incentive or disincentive through the tiered match rate model. Any utilization of fiscal incentives to impact special education placements would not be permissible under the federal Individuals with Disabilities Education Act (IDEA).

The tiered match rate model appears, within the limits it operates under, to have achieved its goal of increasing the utilization of community-based versus residential services with an associated overall decrease in costs for services impacted by the model.

# OFFICE OF CHILDREN'S SERVICES

ADMINISTERING THE CHILDREN'S SERVICES ACT



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

## UTILIZATION OF RESIDENTIAL CARE UNDER THE CSA

Annual Report to the Governor and General Assembly, December 2017

In accordance with Appropriation Act Item 285(B)(2)(d)

Over the past decade, several strategies have been implemented to decrease placements of children and youth into residential care settings. These strategies included implementation of 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, and the transition by Medicaid to a managed care approach to these services.

### Total CSA Expenditures for Residential Care (FY2014 - FY2017)

	FY2014	FY2015	FY2016	FY2017
Temporary Care Facility	\$ 960,815	\$ 836,245	\$ 910,163	\$ 768,855
Group Home	\$ 17,823,470	\$ 18,294,654	\$ 17,173,408	\$ 14,935,544
Residential Treatment Facility	\$ 20,486,591	\$ 22,271,783	\$ 22,581,221	\$ 20,262,228
<b>TOTALS</b>	<b>\$ 39,270,876</b>	<b>\$ 41,402,683</b>	<b>\$ 40,664,792</b>	<b>\$ 35,966,627</b>

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

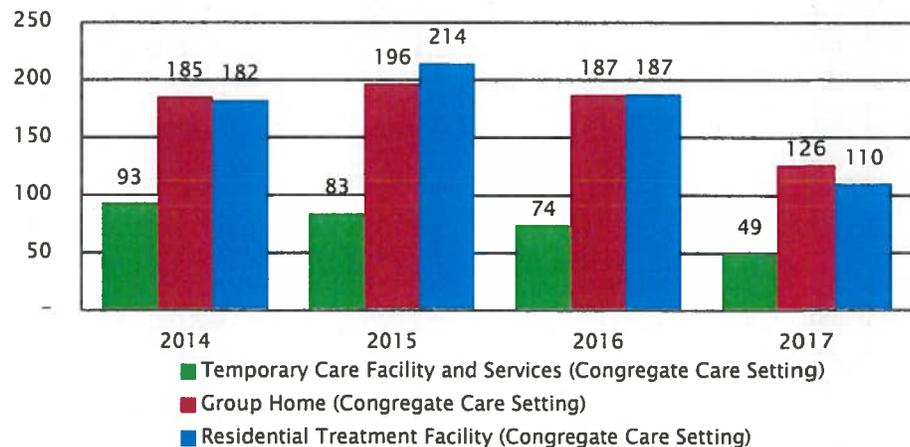
### Number of Youth Served through CSA in Residential Care (FY2014 - FY2017)

	FY2014	FY2015	FY2016	FY2017
Temporary Care Facility	162	178	160	81
Group Home	861	948	887	770
Residential Treatment Facility	1,171	1,197	1,192	1,057
<b>Unduplicated Total</b>	<b>1,932</b>	<b>2,020</b>	<b>1,986</b>	<b>1,751</b>

*Total reflects the unduplicated count of youth across all residential settings and excludes youth placed for purposes of special education.*

### Average Length of Stay (Number of Days) per Youth in Residential Care

(Beginning in FY2017, length of stay calculation is tied to actual days of service received from the locality in the CSA Local Expenditure and Data Reimbursement System (LEDRS) system, resulting in differences from prior years.)



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

Utilization of Residential Care by Locality (See following pages)

Utilization of Residential Care through the CSA by Locality, FY2015 - FY2017

FIPS	Locality	UNDUPLICATED YOUTH COUNT/CUMULATIVE DAYS-ACROSS ALL RESIDENTIAL PLACEMENT TYPES											
		FY2015				FY2016				FY2017			
		Youth	Days	Avg. LOS	Expenditure	Youth	Days	Avg. LOS	Expenditure	Youth	Days	Avg. LOS	Expenditure
001	Accomack	9	2,323	232	\$330,307	10	3,051	277	\$361,482	7	1,387	173	\$239,542
003	Albemarle	46	17,816	287	\$1,237,370	32	9,934	242	\$680,398	27	4,226	111	\$772,026
005	Alleghany	7	2,032	254	\$112,162	6	1,983	330	\$202,865	4	544	136	\$92,028
007	Amelia	2	541	270	\$19,004	3	526	175	\$38,602	0	0	0	\$0
009	Amherst	15	5,041	296	\$165,330	10	2,856	285	\$116,839	7	594	85	\$74,641
011	Appomattox	7	2,033	225	\$162,936	9	2,676	267	\$250,986	12	785	65	\$158,353
013	Arlington	58	16,073	217	\$1,190,134	43	12,511	219	\$1,251,617	33	3,139	80	\$794,624
015	Augusta	12	3,130	223	\$175,064	5	1,255	251	\$114,869	11	1,536	140	\$206,635
017	Bath	1	181	181	\$25,600	0	0	0	\$0	0	0	0	\$0
019	Bedford County	6	1,362	227	\$44,423	12	2,690	206	\$140,276	29	3,089	103	\$185,754
021	Bland	1	212	212	\$12,199	3	893	297	\$33,528	1	365	365	\$22,265
023	Botetourt	3	926	308	\$95,267	6	1,235	205	\$138,521	9	1,486	149	\$333,274
025	Brunswick	2	381	190	\$18,545	1	261	261	\$14,548	0	0	0	\$0
027	Buchanan	18	4,684	260	\$485,089	23	5,460	237	\$511,293	24	2,699	112	\$427,524
029	Buckingham	4	1,429	357	\$178,506	3	850	212	\$212,530	6	766	96	\$106,543
031	Campbell	13	2,631	202	\$480,812	14	3,074	219	\$470,186	14	1,425	102	\$261,229
033	Caroline	11	2,356	196	\$286,734	6	1,586	264	\$163,746	1	237	237	\$45,987
035	Carroll	4	680	170	\$63,550	14	1,895	135	\$144,430	14	1,458	104	\$100,741
036	Charles City	0	0	0	\$0	1	185	185	\$2,756	0	0	0	\$0
037	Charlotte	8	1,775	197	\$165,841	10	1,576	157	\$152,980	13	2,549	170	\$382,603
041	Chesterfield	31	2,561	82	\$576,393	43	4,926	111	\$955,358	45	4,001	87	\$727,853
043	Clarke	3	654	218	\$22,427	2	765	255	\$42,131	2	35	18	\$563
045	Craig	3	1,113	222	\$57,870	1	366	366	\$11,470	1	11	11	\$2,838
047	Culpeper	26	10,141	274	\$672,419	25	8,571	259	\$413,750	21	2,745	106	\$267,195
049	Cumberland	0	0	0	\$0	1	85	85	\$15,744	2	349	87	\$85,166
051	Dickenson	12	1,810	150	\$181,437	11	1,589	113	\$242,912	17	905	50	\$169,360
053	Dinwiddie	8	1,653	183	\$160,149	14	2,473	164	\$241,956	7	556	79	\$99,047
057	Essex	5	845	169	\$78,109	4	810	202	\$242,568	13	1,036	80	\$134,708
061	Fauquier	28	8,324	260	\$723,821	28	8,674	271	\$591,374	11	1,132	87	\$171,763
063	Floyd	3	1,063	265	\$19,757	4	1,100	275	\$75,102	5	448	75	\$126,491
065	Fluvanna	17	3,673	216	\$513,617	23	5,109	222	\$705,689	26	4,542	175	\$1,050,383
067	Franklin County	27	8,727	256	\$360,291	14	3,882	258	\$394,616	16	1,880	99	\$492,094
069	Frederick	18	4,640	220	\$528,095	21	4,954	225	\$300,722	18	2,725	130	\$479,242
071	Giles	6	2,124	303	\$102,794	11	1,514	137	\$303,190	9	967	107	\$146,208
073	Gloucester	2	251	125	\$22,816	1	52	52	\$11,829	1	184	184	\$30,380
075	Goochland	7	882	126	\$131,041	11	2,508	228	\$448,009	8	1,925	193	\$398,322
077	Grayson	5	2,278	325	\$148,210	4	1,104	276	\$101,101	6	935	134	\$167,868
079	Greene	3	614	153	\$78,106	7	2,153	269	\$108,443	3	655	164	\$97,258
083	Halifax	13	4,566	228	\$485,530	13	3,366	258	\$373,228	6	874	146	\$144,142
085	Hanover	22	6,533	217	\$439,731	14	3,319	184	\$305,296	10	1,393	116	\$256,305
087	Henrico	19	4,073	203	\$464,165	30	7,027	200	\$489,300	21	3,005	131	\$633,742
089	Henry	9	2,572	257	\$296,906	6	1,087	181	\$115,990	3	232	77	\$51,784
091	Highland	1	365	365	\$12,172	0	0	0	\$0	0	0	0	\$0
093	Isle of Wight	0	0	0	\$0	3	183	61	\$32,294	5	529	88	\$100,300
095	James City	7	1,234	176	\$59,487	1	327	327	\$6,541	0	0	0	\$0
097	King & Queen	1	343	343	\$1,317	0	0	0	\$0	0	0	0	\$0
099	King George	13	3,658	281	\$191,825	12	2,473	206	\$174,416	7	684	76	\$138,292
101	King William	2	483	241	\$95,137	2	367	183	\$38,989	0	0	0	\$0
103	Lancaster	12	5,110	365	\$442,365	10	2,931	266	\$253,044	7	2,257	251	\$265,299
105	Lee	7	1,493	186	\$310,724	4	1,018	254	\$39,015	5	156	31	\$23,135
107	Loudoun	18	1,766	80	\$341,482	44	7,402	139	\$813,337	29	3,050	90	\$612,411
109	Louisa	5	1,462	292	\$78,034	8	1,327	165	\$136,034	8	770	96	\$144,550
111	Lunenburg	8	2,547	283	\$129,448	6	2,149	358	\$104,736	2	113	57	\$16,434

## Utilization of Residential Care through the CSA by Locality, FY2015 - FY2017

FIPS	Locality	UNDUPLICATED YOUTH COUNT/CUMULATIVE DAYS-ACROSS ALL RESIDENTIAL PLACEMENT TYPES											
		FY2015				FY2016				FY2017			
		Youth	Days	Avg. LOS	Expenditure	Youth	Days	Avg. LOS	Expenditure	Youth	Days	Avg. LOS	Expenditure
113	Madison	18	6,890	237	\$591,423	26	9,978	262	\$988,058	25	4,367	156	\$918,196
115	Mathews	2	730	365	\$14,216	1	62	62	\$26,412	0	0	0	\$0
117	Mecklenburg	11	3,186	289	\$236,392	11	2,397	184	\$212,173	8	1,139	142	\$80,097
119	Middlesex	0	0	0	\$0	0	0	0	\$0	0	0	0	\$0
121	Montgomery	3	892	297	\$42,196	4	611	152	\$32,655	1	24	24	\$3,816
125	Nelson	4	348	87	\$13,763	6	1,012	168	\$61,923	2	139	46	\$11,565
127	New Kent	3	1,095	365	\$0	0	0	0	\$0	2	236	118	\$44,398
131	Northampton	2	477	238	\$77,838	3	737	245	\$40,557	1	92	92	\$15,023
133	Northumberland	1	254	127	\$2,171	3	542	180	\$34,621	3	211	70	\$1,784
135	Nottoway	7	2,260	282	\$226,947	6	1,783	297	\$110,311	6	945	118	\$201,537
137	Orange	11	1,972	179	\$378,095	16	2,429	151	\$397,034	20	2,662	111	\$571,159
139	Page	8	2,099	209	\$193,457	5	1,387	277	\$120,754	7	821	117	\$178,386
141	Patrick	0	0	0	\$0	3	306	102	\$56,610	4	1,160	290	\$210,381
143	Pittsylvania	8	1,231	153	\$81,379	12	2,098	174	\$295,504	21	2,654	111	\$503,374
145	Powhatan	10	3,260	271	\$165,044	6	1,129	188	\$68,293	3	754	251	\$49,934
147	Prince Edward	3	972	324	\$20,114	3	835	208	\$9,903	3	329	82	\$54,719
149	Prince George	2	386	193	\$56,997	2	609	304	\$58,279	1	365	365	\$56,130
153	Prince William	93	10,119	98	\$2,665,402	105	12,766	104	\$3,766,511	80	10,197	111	\$2,299,668
155	Pulaski	25	5,421	186	\$463,468	28	7,921	264	\$615,669	18	2,888	152	\$321,302
157	Rappahannock	12	3,311	275	\$190,044	11	3,436	245	\$191,825	3	299	100	\$60,610
159	Richmond County	2	391	195	\$12,878	1	366	366	\$51,598	0	0	0	\$0
161	Roanoke County	21	4,351	181	\$487,139	20	5,677	246	\$549,764	25	3,678	127	\$655,326
163	Rockbridge	7	1,389	198	\$178,146	7	2,090	298	\$177,236	9	1,590	145	\$347,071
165	Rockingham	37	9,415	247	\$977,292	29	8,434	290	\$806,598	24	4,235	169	\$626,536
167	Russell	19	3,761	197	\$116,722	29	5,330	183	\$482,645	21	3,179	145	\$405,336
169	Scott	6	1,241	206	\$119,360	7	979	139	\$127,968	11	954	87	\$139,458
171	Shenandoah	11	2,507	227	\$289,614	14	3,145	224	\$320,325	22	2,700	123	\$624,912
173	Smyth	6	884	126	\$133,415	10	1,746	158	\$123,590	4	889	222	\$141,521
175	Southampton	3	280	93	\$51,892	6	562	93	\$101,522	2	235	118	\$42,300
177	Spotsylvania	46	10,525	219	\$1,243,386	31	8,464	256	\$536,787	35	3,387	94	\$446,615
179	Stafford	12	2,759	212	\$273,056	12	2,655	221	\$332,203	19	1,694	89	\$310,018
181	Surry	2	395	197	\$922	0	0	0	\$0	0	0	0	\$0
183	Sussex	1	507	253	\$4,538	0	0	0	\$0	0	0	0	\$0
185	Tazewell	9	2,456	245	\$332,625	6	2,194	243	\$161,679	10	1,571	105	\$278,748
187	Warren	7	2,070	295	\$95,877	5	1,059	211	\$46,160	7	1,105	158	\$258,989
191	Washington	23	8,209	315	\$203,212	14	4,106	256	\$152,566	18	2,617	131	\$232,724
193	Westmoreland	9	4,440	341	\$224,742	3	931	310	\$77,851	4	676	135	\$101,434
195	Wise	13	3,969	283	\$391,222	14	3,332	238	\$134,940	10	830	75	\$124,935
197	Wythe	12	2,458	204	\$156,641	10	3,233	293	\$224,127	13	902	64	\$148,313
199	York	5	1,194	238	\$75,168	7	1,656	184	\$114,678	8	1,069	119	\$291,144
510	Alexandria	12	1,671	119	\$182,529	14	1,234	88	\$501,232	13	1,971	131	\$407,158
515	Bedford City	0	0	0	\$0	0	0	0	\$0	0	0	0	\$0
520	Bristol	47	16,846	306	\$194,328	19	6,567	312	\$253,798	26	3,888	144	\$241,832
530	Buena Vista	4	869	173	\$61,054	1	366	366	\$24,321	6	822	117	\$241,247
540	Charlottesville	35	6,012	150	\$723,438	31	4,045	118	\$428,017	19	1,895	86	\$431,011
550	Chesapeake	18	2,706	123	\$302,422	23	5,612	233	\$426,820	14	1,586	113	\$263,530
570	Colonial Heights	6	439	73	\$108,452	4	939	187	\$136,418	4	573	143	\$117,709
580	Covington	6	1,787	223	\$98,961	3	1,418	354	\$137,668	1	236	236	\$39,650
590	Danville	29	7,635	238	\$902,765	24	6,355	254	\$488,636	35	4,501	122	\$821,499
620	Franklin City	1	23	23	\$169	1	31	31	\$5,289	2	167	84	\$25,054
630	Fredericksburg	8	1,563	195	\$203,303	12	2,132	177	\$163,222	11	1,749	135	\$275,865
640	Galax	1	184	184	\$27,010	1	122	122	\$29,972	0	0	0	\$0
650	Hampton	0	0	0	\$0	0	0	0	\$0	0	0	0	\$0

Utilization of Residential Care through the CSA by Locality, FY2015 - FY2017

FIPS	Locality	UNDUPLICATED YOUTH COUNT/CUMULATIVE DAYS-ACROSS ALL RESIDENTIAL PLACEMENT TYPES											
		FY2015				FY2016				FY2017			
		Youth	Days	Avg. LOS	Expenditure	Youth	Days	Avg. LOS	Expenditure	Youth	Days	Avg. LOS	Expenditure
660	Harrisonburg	21	6,377	303	\$614,571	27	6,897	255	\$703,900	27	3,108	115	\$704,552
670	Hopewell	8	2,034	254	\$155,369	6	1,799	299	\$148,989	1	365	183	\$13,016
678	Lexington	0	0	0	\$0	1	102	102	\$13,571	3	270	90	\$76,076
680	Lynchburg	63	6,821	96	\$696,340	53	12,993	206	\$682,431	59	5,734	94	\$954,121
683	Manassas City	6	956	159	\$83,759	4	531	132	\$63,524	8	908	114	\$114,281
685	Manassas Park	2	465	232	\$44,685	0	0	0	\$0	0	0	0	\$0
690	Martinsville	1	293	293	\$6,128	1	115	115	\$21,024	2	184	92	\$87,633
700	Newport News	8	1,275	141	\$100,007	12	2,245	140	\$174,272	12	1,507	108	\$193,537
710	Norfolk	67	6,328	80	\$803,676	65	6,330	84	\$799,928	59	8,641	127	\$910,722
720	Norton	3	299	99	\$35,683	1	330	330	\$2,881	0	0	0	\$0
730	Petersburg	39	9,915	236	\$1,077,829	33	10,503	291	\$1,153,954	20	3,518	160	\$376,043
735	Poquoson	2	730	365	\$82,519	2	375	187	\$2,229	3	1,028	343	\$149,515
740	Portsmouth	5	702	140	\$58,788	7	1,307	186	\$149,874	7	1,346	192	\$180,875
750	Radford	10	2,486	226	\$346,660	14	3,559	222	\$283,594	6	804	134	\$134,911
760	Richmond City	146	37,015	213	\$2,541,711	146	15,892	92	\$2,269,918	146	14,738	88	\$2,383,971
770	Roanoke City	47	14,757	254	\$954,916	41	9,160	157	\$760,982	29	3,543	96	\$530,499
775	Salem	5	382	76	\$56,144	5	398	79	\$47,785	6	666	111	\$106,452
790	Staunton	7	2,210	245	\$171,620	8	2,308	288	\$106,514	10	1,549	155	\$218,716
800	Suffolk	9	1,220	101	\$265,840	9	1,151	104	\$145,473	5	513	86	\$74,273
810	Virginia Beach	125	38,454	254	\$3,005,590	111	35,113	252	\$2,512,836	88	10,083	102	\$1,130,244
820	Waynesboro	14	2,981	175	\$167,592	7	1,724	246	\$143,331	7	805	115	\$130,184
830	Williamsburg	2	119	59	\$23,664	1	9	9	\$1,056	0	0	0	\$0
840	Winchester	10	2,333	194	\$257,558	15	2,204	146	\$396,836	20	2,674	111	\$530,234
1200	Greensville/Emporia	2	592	296	\$24,900	1	332	332	\$28,021	3	311	104	\$17,345
1300	Fairfax/Falls Church	209	17,245	72	\$3,261,362	226	13,973	55	\$2,756,509	123	7,343	44	\$2,090,511
<b>Totals</b>		<b>1,932</b>	<b>387,506</b>	<b>201</b>	<b>\$39,270,876</b>	<b>2,020</b>	<b>456,992</b>	<b>226</b>	<b>\$41,402,683</b>	<b>1,751</b>	<b>211,998</b>	<b>121</b>	<b>\$35,966,627</b>

Note: Beginning in FY2017, length of stay data is derived from actual days of service received from the locality in the LEDRS system. This results in a modified calculation from prior years.

# 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:

- 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.



## REGIONAL AND STATEWIDE TRAINING REGARDING CSA

Annual Report to the General Assembly, December 2017  
In accordance with 2017 Appropriation Act Item 285 (B)(6)

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. In accordance with the 2017 training plan, the following activities were implemented:

- The 6<sup>th</sup> Annual Commonwealth of Virginia CSA Conference, "Celebrating Our Strengths" was provided for an audience of 588 participants. Individual conference training sessions are summarized on pages 5 through 7 of this report.

### Annual Conference Participant Summary:

118 out of 131 CSA local entities were represented as follows:

State agency participants	47
Local CSA Staff (Coordinators/UR Specialists/Other)	138
Public Agency Case Managers	40
Local Government Representatives	10
Family Assessment and Planning Team Members	116
Community Policy and Management Team Members	66
Private Providers (participants & sponsors)	96
Advocates, Parents and/or Child Organizations	3
Presenters	21

Note: Not all participants identified the category they represented

- Thirty-eight (38) regional and stakeholder training sessions were provided to 1448 participants. Training topics, dates, and participant numbers are summarized on pages 2 through 4 of this report.
- Eight (8) on-line training courses were made available through the Commonwealth of Virginia's Knowledge Center, with a total enrollment of 850 (non-unique) participants.
- Site-based technical assistance was provided per requests of local and regional CSA stakeholders.
- Online "OCS Help Desk" was maintained with over 800 individual requests answered.

## Funds Expended for Regional and Statewide Training

6 <sup>th</sup> Annual CSA Conference	\$ 35,000
On-line Training/Certification: Uniform Assessment Instrument	\$ 22,000
New CSA Coordinators Academy	\$ 4,416
<b>TOTAL*</b>	<b>\$ 61,416</b>

\*Total does not include costs for mileage, lodging, and training materials for training sessions conducted by the Office of Children's Services.

## Training for CSA Local, Regional, and Stakeholder Constituent Groups Fiscal Year 2017

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

TOPIC (Trainer)	PARTICIPANT GROUP	DATE(S)	NUMBER OF PARTICIPANTS
VDH District Health Directors Teleconference (Scott Reiner)	VDH District Health Directors and VDH Central Office Staff	7/20/2016	47
Webinar – CSA Local Expenditure, Data, and Reimbursement System (Preetha Agrawal)	CSA Coordinators, Report Preparers, and Fiscal Agents	7/22/2016	75
Webinar – CSA Local Expenditure, Data, and Reimbursement System (Preetha Agrawal)	CSA Coordinators, Report Preparers, and Fiscal Agents	7/27/2016	75
CSA and Fraud Risk/CSA Program Audits (Stephanie Bacote/Annette Larkin)	Lynchburg CSA Stakeholders	7/29/2016	40
HFW Facilitators, Days 1 and 2 (Anna Antell)	ICC/HFW Providers	8/16/2016– 8/17/2016	30
HFW Facilitators, Days 1 and 2 (Anna Antell)	ICC/HFW Providers	8/18/2016– 8/19/2016	30
HFW Community Presentation (Anna Antell)	Winchester ICC and CSA Stakeholders	9/8/2016	25
Virginia High Fidelity Wraparound Conference	ICC and CSA Stakeholders (Statewide)	9/19/2016	200
HFW Facilitators, Days 3 and 4 (Anna Antell)	ICC/HFW Providers	9/20/2016– 9/21/2016	30
HFW Facilitators, Days 3 and 4 (Anna Antell)	ICC/HFW Providers	9/22/2016– 9/23/2016	30
Virginia Municipal League (VML) Annual Conference (Scott Reiner)	VML Members	10/10/2016	20
Shenandoah Valley Regional Special Education Program (SVREP) Legislative Dinner (Scott Reiner)	SVREP Stakeholders	10/26/2016	60
Chesterfield Court Appointed Special Advocates (Kristi Schabo)	CASA Volunteers and Staff	11/1/2016	10
Virginia Coalition of Private Provider Organizations (VCOPPA) Annual Critical Issues Symposium (Scott Reiner)	VCOPPA Members	11/2/2016	80

TOPIC (Trainer)	PARTICIPANT GROUP	DATE(S)	NUMBER OF PARTICIPANTS
Virginia League of Social Services Executives (VLSSE) Conference (Stephanie Bacote)	Local Department of Social Services Directors and Leadership Staff	11/3/2016	32
HFW Facilitators, Days 1 and 2 (Anna Antell)	UMFS ICC Facilitators	11/14/2016– 11/15/2016	15
Regional CSA Local Expenditure, Data, and Reimbursement System Training (LEDRS) (Preetha Agrawal)	CSA Coordinators, Report Preparers, and Fiscal Agents (Galax)	11/16/2016	26
Regional CSA Local Expenditure, Data, and Reimbursement System Training (LEDRS) (Preetha Agrawal)	CSA Coordinators, Report Preparers, and Fiscal Agents (Roanoke)	11/17/2016	27
HFW Overview (Anna Antell)	Arlington CSA Stakeholders	11/17/2016	9
Regional CSA Local Expenditure, Data, and Reimbursement System Training (LEDRS) (Preetha Agrawal)	CSA Coordinators, Report Preparers, and Fiscal Agents (Richmond)	12/5/2016	60
Regional CSA Local Expenditure, Data, and Reimbursement System Training (LEDRS) (Preetha Agrawal)	CSA Coordinators, Report Preparers, and Fiscal Agents (Newport News)	12/6/2016	32
Regional CSA Local Expenditure, Data, and Reimbursement System Training (LEDRS) (Preetha Agrawal)	CSA Coordinators, Report Preparers, and Fiscal Agents (Warrenton)	12/12/2016	34
HFW Facilitators, Days 3 and 4 (Anna Antell)	UMFS ICC Facilitators	1/17/2017– 1/18/2017	15
Fostering Futures and Adoption Assistance (Carol Wilson)	State CSA Coordinators	1/27/2017	75
Blending and Braiding Funds (Scott Reiner)	Newport News CSA Retreat	2/24/2017	25
CSA for DOE Special Education Leaders (Scott Reiner)	VDOE Aspiring Special Education Leaders Program	3/9/2017	34
New CSA Coordinator Academy (All OCS Staff)	Newly Hired Local CSA Coordinators	3/21/2017– 3/23/2017	20
Working with Generations in the Workplace: CSA Coordinator Pre-Conference Session (Lisa Hansen)	Local CSA Coordinators	4/18/2017	95

TOPIC (Trainer)	PARTICIPANT GROUP	DATE(S)	NUMBER OF PARTICIPANTS
Chesterfield Court Appointed Special Advocates (Kristi Schabo)	CASA Volunteers and Staff	5/2/2017	11
CSA and FAPT (Scott Reiner and Eric Reynolds)	Juvenile and Domestic Relations Court Judges Conference	5/3/2017	50
Child Serving Agencies Panel (Anna Antell)	NAMI Family and Youth Leadership Summit	5/6/2017	80
HFW Facilitators, Days 1 and 2 (Anna Antell)	ICC/HFW Providers	5/8/2017-5/9/2017	44
HFW Supervisors Refresher (Ann Antell)	ICC/HFW Clinical Supervisors	5/12/2017	30
CSA Eligibility and FAPT Functioning	Hopewell FAPT Members	6/14/2017	5
High Fidelity Wraparound Overview	James River Community Collaborative (Lynchburg)	6/16/2017	6
HFW Facilitators, Days 3 and 4 (Anna Antell)	ICC/HFW Providers	6/19/2017-6/20/2017	44
HFW Family Support Partner Training (Anna Antell)	ICC Family Support Partners	6/27/2017-6/29/2017	22
On-Line: CSA for New LDSS Staff: Module 1	New LDSS Family Service Workers	Ongoing	166
On-Line: CSA for New LDSS Staff: Module 2	New LDSS Family Service Workers	Ongoing	187
On-Line: CSA for New LDSS Staff: Module 3	New LDSS Family Service Workers	Ongoing	152
On-Line: CSA for New LDSS Staff: Module 4	New LDSS Family Service Workers	Ongoing	136
On-Line: CSA for New LDSS Staff: Module 5	New LDSS Family Service Workers	Ongoing	135
On-Line: CSA Audit Training	All CSA Stakeholders	Ongoing	8
On-Line: CSA Utilization Management	All CSA Stakeholders	Ongoing	21
On-Line: Can CSA Pay?	All CSA Stakeholders	Ongoing	45

**6<sup>th</sup> Annual CSA Conference**  
**Breakout Sessions**  
**APRIL 19 – 20, 2017**

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

TOPIC	NUMBER OF PARTICIPANTS
Keynote Session: Trauma and Resiliency, Dr. Allison Jackson	583
Minimizing Physical Restraint and Seclusion Initiative: Safety You Can Count On	14
Changes to DMAS Delivery Systems: CCC+ ARTS – Integrating Complex Populations With Managed Care	76
Begin with the End in Mind: Needs of Families and Adoptees Post-18	51
Developing Cultural Humility	62
Promoting Safe and Stable Families	79
Parent and Family Peers: How They Can Help Build Family and Child Resiliency	71
Cultural Competency	36
Implementation of the Psychotropic Medication Monitoring: Best Practice Model for Child Welfare in Fairfax County	44
Building a Good Life through the New DD Waivers	49
CANS – It's Not Just for CSA! The DSS-Enhanced CANS	87
Behaviors Related to Brain Injury: "Who is This Person?"	26
Improving Child Safety and Reducing Child Fatalities by Utilizing Trauma-Informed Services	43
Managing Stress and Communication for a Happier Healthier You	81
Engaging Work Culture to Thrive Through Change	68
Program Improvement: How Audit Results can be used to Promote Best Practices and Meaningful Decisions to Improve Local Children's Services Act (CSA) Programs	56
Transition Planning for Youth Eligible for Fostering Futures	41
Stewards of Children	21
Local CSA Funding Options for IEP Required Private Special Education Services	49

TOPIC	NUMBER OF PARTICIPANTS
Strengthening Team Development and Rapport: The Body is Only as Good as Its Individual Parts	47
What Now? The Ins and Outs of Managing Job Stress and Work-Related Trauma	67
Resilience and Case Planning: Focusing on What is Strong, Not What is Wrong	80
Characteristics of Quality UR: Putting a Framework into Action	32
Three Branch Institute on Improving Child Safety	32
Who is Responsible for Services for Youth who are in Foster Care at the Time of Commitment to DJJ? Working Collaboratively to Resolve an Old Problem	39
Using Thomas Brothers for CSA Reporting	50
Wraparound: Advance Understanding Through the Life of Super Heroes	43
Parent Referrals: What's Working Well?	34
Changes to Residential Treatment and Therapeutic Group Home Programs and Independent Certification Process	100
Building Community Resources in Your Locality Through Natural Supports and the Open Table Movement	45
High School Outside the Norm: Northpoint Academy	24
Building and Sustaining Effective Local Teams to Ensure Educational Stability for Youth in Foster Care	24
ARC Reflections: A Trauma Informed Training for Foster Parents	32
Preparing Staff to Present at FAPT	53
Sex, Money, and My Crew: Screening, Treatment, and Safety Planning for At-Risk Youth Suspected or Involved in Sexual Exploitation	100
CSA Data, Financial Reports and Medicaid Reconciliation	64
Tiger Taming - Empowering Self- Regulation	63
The Good Lives Model, A New Paradigm	15
The Tipping Point - A Community's Call to Action in Minor Sex Trafficking Cases	53
DJJ's Building of a Statewide Continuum of Services for Youth and Families	40
How Rude?! Customer Service, Collaboration and You	33

TOPIC	NUMBER OF PARTICIPANTS
Strengthening Substance Abuse Treatment with a Trauma Informed Response	37
Our Most Vulnerable Clients: Safety Risks to Consider When Supporting Individuals with ASD and Related Developmental Disabilities	17
Cultural Change in Residential Placements: Unifying the Team Approach	9

*NOTE: Conference participants had the opportunity to participate in up to six breakout sessions in addition to the Keynote Session*

# OFFICE OF CHILDREN'S SERVICES

ADMINISTERING THE CHILDREN'S SERVICES ACT



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

## PRIVATE SPECIAL EDUCATION SERVICES UNDER THE CSA

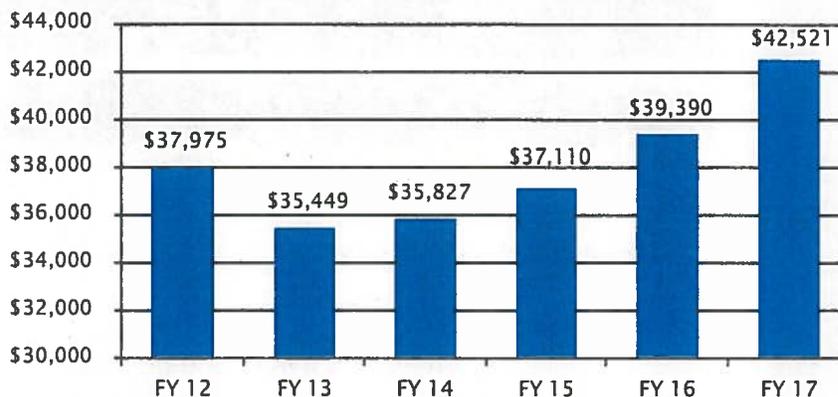
Annual Report to the General Assembly, December 2017

In accordance with Appropriation Act Item 285 (K) (2)

Children and youth with disabilities placed for purposes of special education in approved private school educational programs are included in the CSA target population and are eligible for funding (Code of Virginia §2.2-5211).

Note: The data source for this year's report is updated from prior years and there may be some variance accounted for by this change.

### Average Annual CSA Expenditure Per Child - Special Education Services

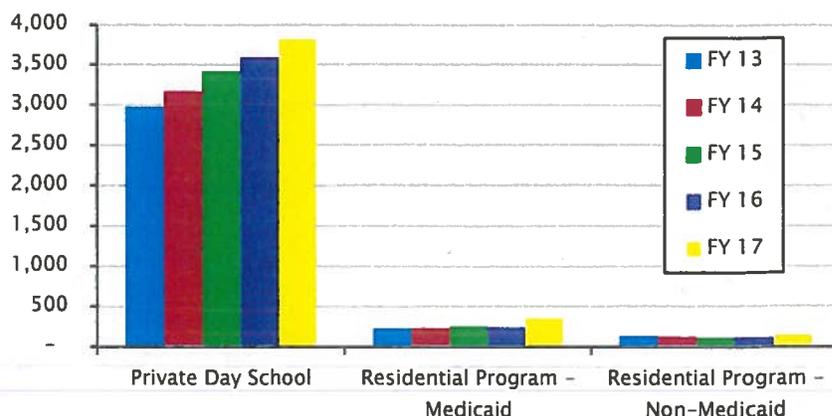


### Gross CSA Expenditures by Placement Type Special Education Services

	FY2015	FY2016	FY2017
Private Day School	\$ 124,290,761	\$ 138,931,168	\$ 156,792,360
Residential Program - Medicaid	\$ 8,079,405	\$ 8,402,814	\$ 10,210,966
Residential Program - Non-Medicaid	\$ 7,794,281	\$ 7,469,255	\$ 7,970,274
<b>Total</b>	<b>\$ 140,164,447</b>	<b>\$ 154,803,237</b>	<b>\$ 174,973,600</b>

### Number of Youth Served by Placement Type: Special Education Services

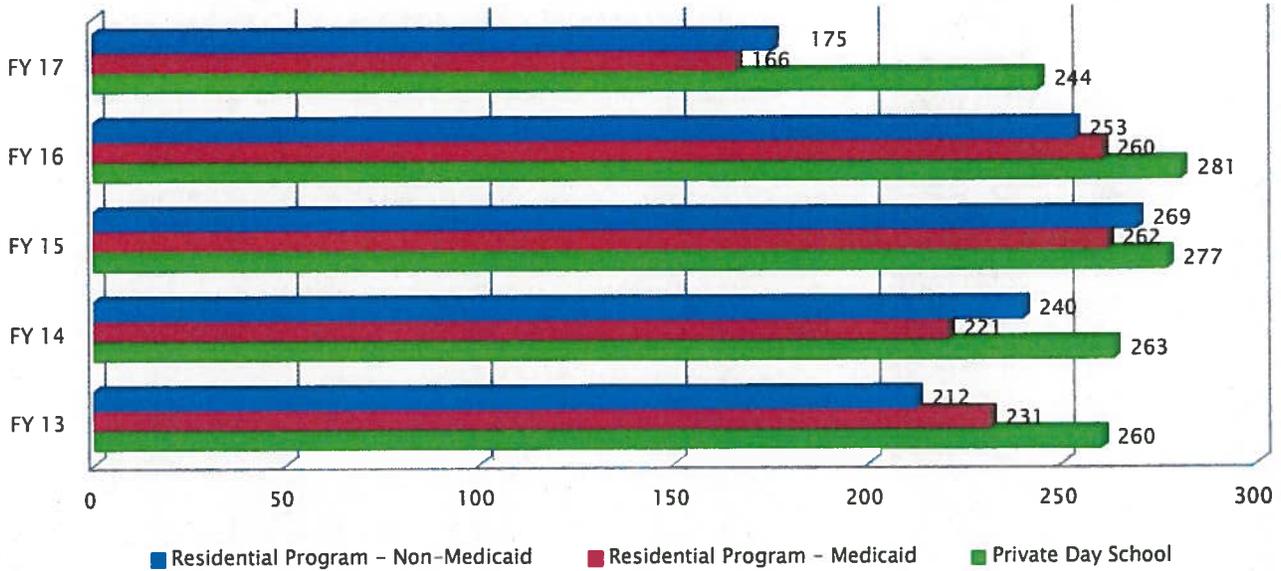
(FY2017 data are derived from the new CSA Local Expenditure and Data Reimbursement System (LEDRS) system, resulting in differences from prior years)



FY2017 unduplicated count of youth who received services in accordance with an Individualized Education Program (IEP) requiring private school placement = 4,115

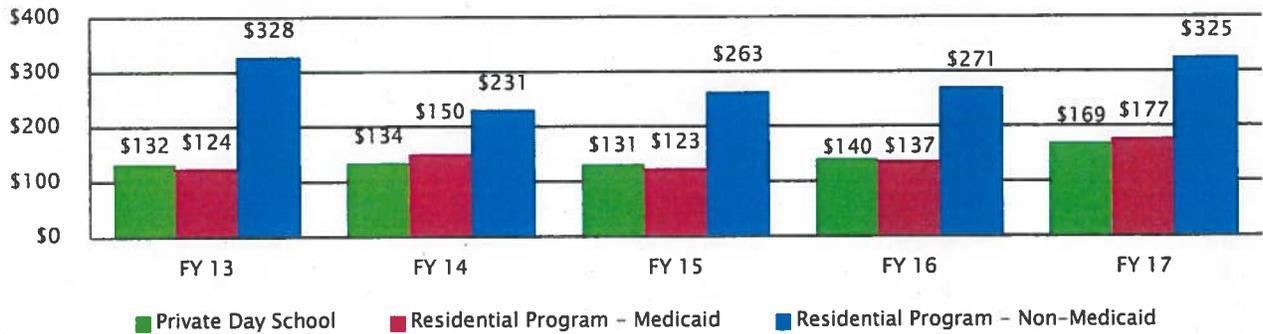
## Private Special Education Services Funded Under the Children's Services Act

**Average Length of Stay (Number of Days Per Year) by Placement Type**  
(FY2017 data are derived from the new LEDRS system, resulting in improved data accuracy)



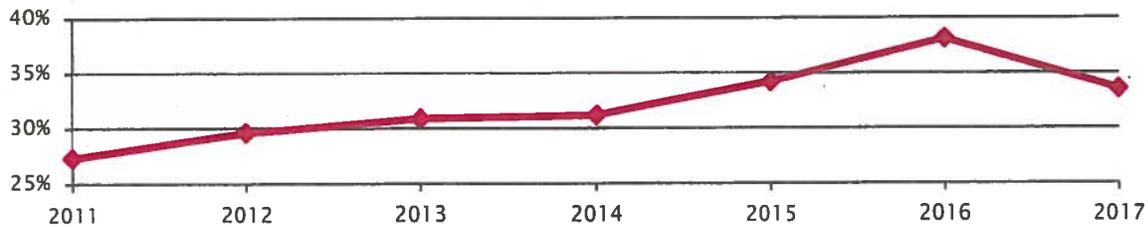
### Average Cost per Child per Day by Placement Type

(FY2017 data are derived from the new LEDRS system, resulting in differences from prior years)



*Note:* Costs reflect CSA expenditures only (i.e., does not include Medicaid expenditures for treatment services).

### Percentage of CSA Special Education Population Designated as Autistic (in the CSA Data Set/LEDRS)



## Discussion

The growth in private special education placements, especially private day schools, has been an issue of extensive recent attention. Children's Services Act (CSA) expenditures for private special education day placements increased by \$44.9 million dollars (combined state and local expenditures) in the period FY2014 – FY2017 accounting for 69% of overall CSA cost growth. Over this period, the number of students served in these placements, required by their Individualized Education Programs (IEP), rose by 28% from 2,974 to 3,816. In FY2017, growth in this one service area accounted for 96% of the \$18.1 million in CSA expenditure growth. Over the past several years, the Virginia Commission on Youth and the State Executive Council for Children's Services (SEC) studied and issued reports on various aspects of meeting the educational needs of students with disabilities. The SEC report (RD429, November 2016) provided a number of recommendations including:

- Restructuring the Children's Services Act and Virginia Department of Education funding of special education services, specifically private educational services.
- Defining and measuring outcomes for students in private special education settings.
- Increasing attention to the successful transition/reintegration of students with disabilities from private settings to public school settings.
- Supporting and enhancing the ability of public schools to serve students with disabilities in the least restrictive environment.

The input gathered by the SEC work group reflected the great complexity of the issues contributing to this situation, distinct perspectives of different constituencies, and the many challenges in arriving at possible solutions.

The 2017 General Assembly directed the staff of the House Appropriations and Senate Finance committees (Appropriation Act, Chapter 836, Item t, 5. (b – d)) to further study this issue and to make recommendations by November 1, 2017.

# OFFICE OF CHILDREN'S SERVICES

ADMINISTERING THE CHILDREN'S SERVICES ACT



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.



Office of Children's Services  
Empowering communities to serve youth

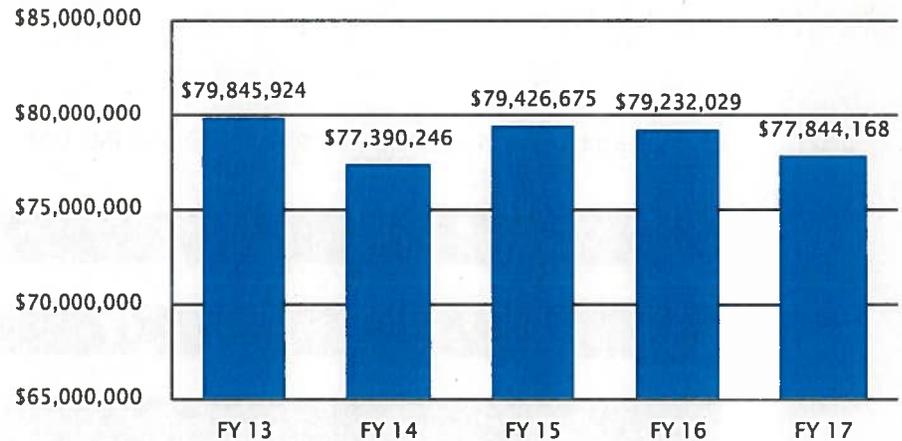
## TREATMENT FOSTER CARE SERVICES UNDER THE CSA

Annual Report to the General Assembly, December 2017

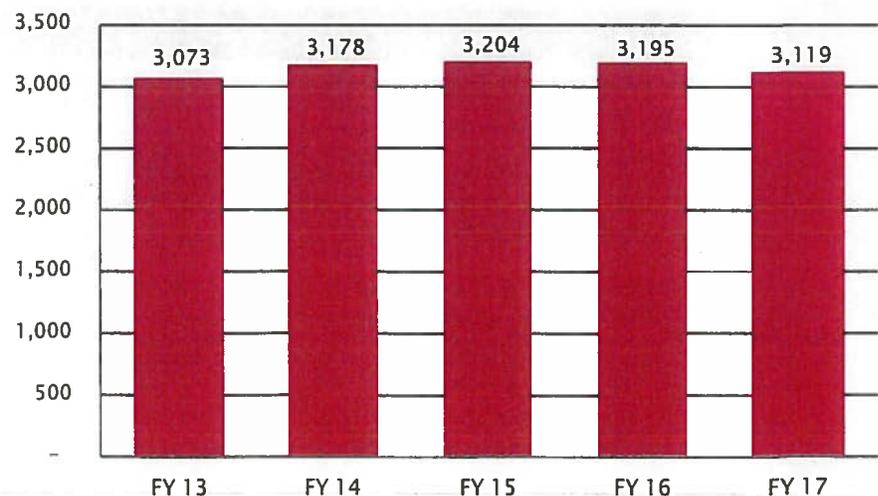
In accordance with Appropriation Act Item 285 (K)(1)

Treatment foster care (TFC) is a community-based program where services are designed to address the special needs of children in the custody of a local department of social services. TFC is provided by foster parents who are trained, supervised, and supported by a private agency (licensed child placing agency or LCPA). Treatment is primarily foster family based, is goal-directed and results-oriented, and emphasizes permanency planning for the child in care.

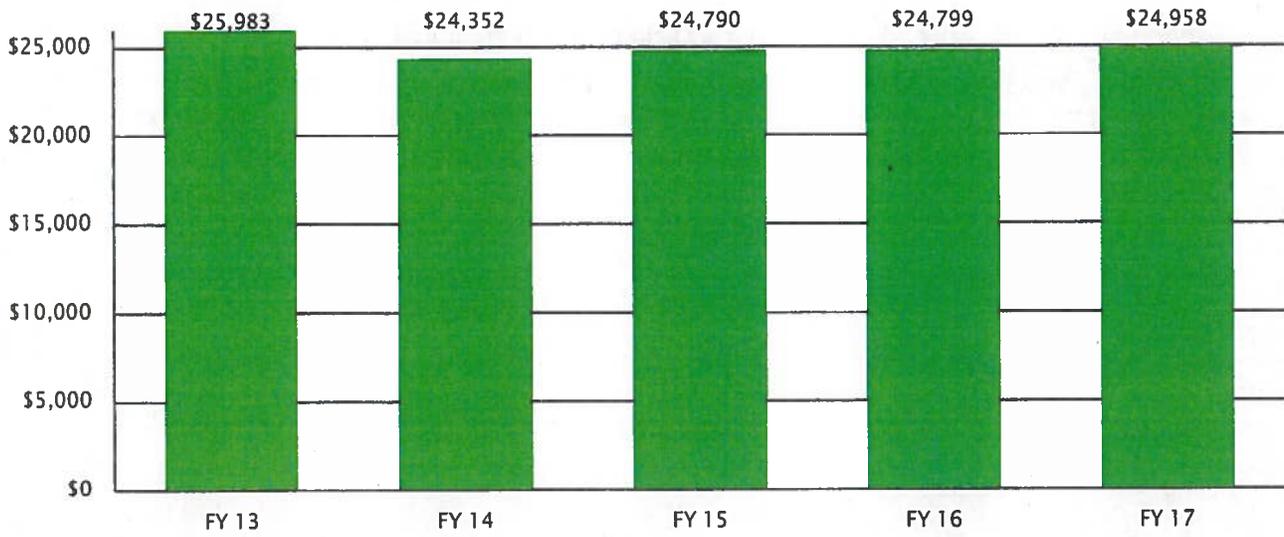
### Total CSA Expenditures - Treatment Foster Care (FY13 - FY17)



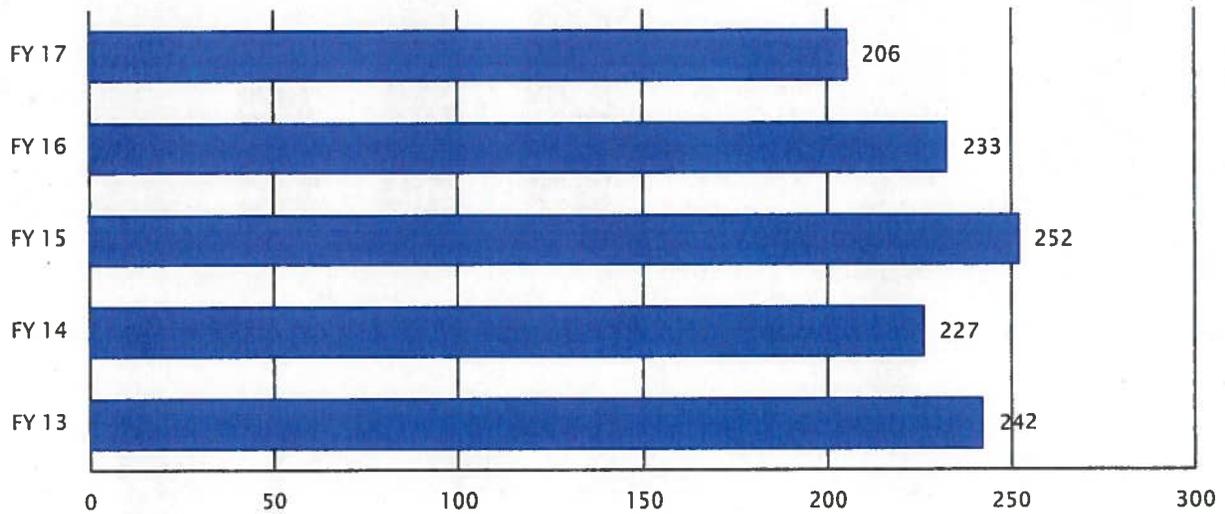
### Number of Youth Served - Treatment Foster Care (FY13 - FY17)



### Average Annual CSA Expenditure per Child - Treatment Foster Care



### Average Length of Stay (Number of Days) Per Child - Treatment Foster Care



Note: Beginning in FY2017, length of stay data is derived from actual days of service received from the locality. This results in a modified calculation from prior years.

# Children's Services Act

## Performance Measures / Outcome Indicators Report FY2016



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

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## Authority and Introduction

Virginia Code, §2.2-2648.D.17. requires that the State Executive Council for Children's Services shall:

*Oversee the development and implementation of a uniform set of performance measures for evaluating the Children's Services Act program, including, but not limited to, the number of youths served in their homes, schools and communities. Performance measures shall be based on information: (i) collected in the client-specific database referenced in subdivision 16, (ii) from the mandatory uniform assessment instrument referenced in subdivision 11, and (iii) from available and appropriate client outcome data that is not prohibited from being shared under federal law and is routinely collected by the state child-serving agencies that serve on the Council. If provided client-specific information, state child serving agencies shall report available and appropriate outcome data in clause (iii) to the Office of Children's Services. Outcome data submitted to the Office of Children's Services shall be used solely for the administration of the Children's Services Act program. Applicable client outcome data shall include, but not be limited to: (a) permanency outcomes by the Virginia Department of Social Services, (b) recidivism outcomes by the Virginia Department of Juvenile Justice, and (c) educational outcomes by the Virginia Department of Education. All client-specific information shall remain confidential and only non-identifying aggregate outcome information shall be made available to the public.*

Under the direction of the State Executive Council for Children's Services (SEC), the Office of Children's Services (OCS) has developed a set of performance/outcome measures to be used to evaluate the Children's Services Act (CSA) program. Six indicators have been identified:

- 1) The percent of youth who had a decrease in their score on the School Domain of the Child and Adolescent Needs and Strengths (CANS) (the mandatory CSA assessment instrument) from a baseline assessment<sup>1</sup> to the most recent re-assessment;<sup>1</sup>
  
- 2) The percent of youth who had a decrease in their score on the Child Behavioral and Emotional Needs Domain of the Child and Adolescent Needs and Strengths (CANS) (the mandatory CSA assessment instrument) from a baseline assessment to the most recent re-assessment;

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<sup>1</sup> This is a new performance measure for FY 2016.

- 3) The percent of youth receiving Intensive Care Coordination (ICC) services compared to all youth placed in residential settings;
- 4) The percent of youth receiving only Community-Based Services (CBS) of all youth receiving CSA funded services;
- 5) The percent of children in foster care who are in family-based placements; and
- 6) The percent of children who exit from foster care to a permanent living arrangement.

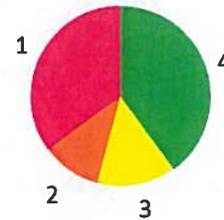
In addition to individually reporting on the actual performance on each measure, a comparative score is generated for each. For the first four measures, each locality is scored on a scale of 1 through 4 based on how much they varied from the state average. Localities more than one standard deviation above the state average receive a score of 4, those between the state average and one standard deviation above that average receive a score of 3, those between the state average and one standard deviation below that average receive a score of 2, and localities scoring greater than one standard deviation below the state average receive a score of 1 on that measure. For the last two measures, each locality is scored on a scale of 2 through 4 based on their proximity to targets established by the Virginia Department of Social Services. On these two indicators, localities score 4 when the target was met or exceeded, a score of 3 is assigned if the locality was below, but within five percent of the target, and a score of 2 is assigned if the performance was more than five percent below the target. For all six measures, 4 is the highest score. An overall composite measure of all six performance indicators has been constructed. That composite measure represents the average of all the comparative scores for which a valid result could be determined.

**Percent of Youth with a Decrease in the School Domain of the  
Child and Adolescent Needs and Strengths (CANS) Score**

The CANS is the mandatory uniform assessment instrument for all children receiving CSA funded services. It is administered at the time of service initiation and at periodic intervals throughout the duration of services. The re-assessment interval will vary depending on the type of service being provided (typically, children receiving more intensive services are re-assessed more frequently) and local practice. The School Domain of the CANS assessment tool has been established as a key indicator and scores would be expected to decrease (as needs decrease) if interventions are having desired impact.

**Decrease in CANS School Domain Score**

Score	Range (% of valid cases)	Number of Localities
1	Less than 45.3%	42
2	Between 45.3% and 49.9%	13
3	Between 49.9% and 54.4%	17
4	Greater than 54.4%	48



N = 120 localities; 3,907 youth; Mean = 49.9%; Standard Deviation = 4.6%<sup>2</sup>

**Note:** 10 of 130 localities were not rated due to not having any youth meeting the criteria for inclusion in the FY 2016 cohort (a baseline and a subsequent re-assessment by 6/30/17).

The CANS School Domain score is the average score of the three items that constitute the domain<sup>3</sup>, each ranked 0, 1, 2 or 3 with a lower score indicating the youth has less significant needs (or better functioning in those areas). All children with a baseline assessment in FY 2016 have been assigned to the FY 2016 cohort. Only youth who have had at least one subsequent re-assessment (as of June 30, 2017) have been included in this report (as additional youth in the FY 2016 cohort receive re-assessments, the number in the cohort will grow and the outcomes can be recalculated). The baseline assessment score was subtracted from the most recent assessment. For each locality, the percent of youth with a decreased average score on these items was calculated. The average time between assessments was 319 days. Statewide, this indicator showed that about 50 percent of the FY 2016 cohort had a decrease (or improvement) in their CANS School Domain score. Sixty-five localities (54%) scored at or above the mean and 55 localities (46%) scored below the mean on this measure.

<sup>2</sup> The standard deviation measures the average distance between the mean and the values in a set of data. A relatively low standard deviation indicates that most of the values are near the mean. A relatively high standard deviation reflects a data set of values that are more spread out.

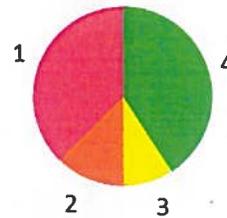
<sup>3</sup> The three items are: school behavior, school achievement and school attendance.

**Percent of Youth with a Decrease in Child Behavioral/Emotional Needs Domain of the Child and Adolescent Needs and Strengths (CANS) Score**

In addition to the School Domain, the Child Behavioral/Emotional Needs Domain of the CANS assessment tool has been established as a key indicator. In the same manner as the School Domain, scores in this domain would be expected to decrease (as needs decrease) if interventions are having desired impact.

**Decrease in CANS Child Behavioral/Emotional Needs Domain Score**

Score	Range (% of valid cases)	Number of Localities
1	Less than 43.9%	45
2	Between 43.9% and 48.5%	15
3	Between 48.5% and 53.0%	11
4	Greater than 53.0%	49



N = 120 localities; 3,907 youth; Mean = 48.5%; Standard Deviation = 4.6%

Note: 10 of 130 localities were not rated due to not having any youth meeting the criteria for inclusion in the FY 2016 cohort (a baseline and a subsequent re-assessment by 6/30/17).

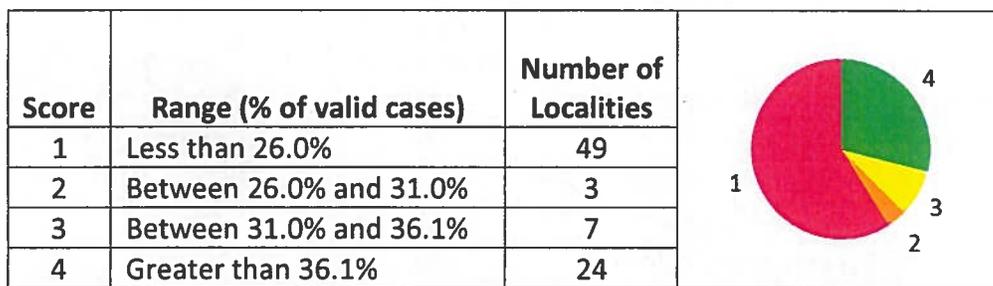
The CANS Child Behavioral/Emotional Needs Domain score is the average score of the 10 items that constitute the domain<sup>4</sup> each ranked 0, 1, 2 or 3 with a lower score indicating the youth has less significant needs (or better functioning in those areas). All children with a baseline assessment in FY 2016 have been assigned to the FY 2016 cohort. Only youth who have had at least one subsequent re-assessment (as of June 30, 2017) have been included in this report (as additional youth in the FY 2016 cohort receive re-assessments, the number in the cohort will grow and the outcomes can be recalculated). The baseline assessment score was subtracted from the most recent assessment. For each locality, the percent of youth with a decrease in this difference was calculated. The average time between assessments was 319 days. Statewide, this indicator showed that about 49 percent of the FY 2016 cohort had a decrease (or improvement) in their CANS Child Behavioral/Emotional Needs Domain score. Sixty localities (50%) scored at or above the mean and 60 localities (50%) scored below the mean on this measure.

<sup>4</sup> The ten items are: psychosis, impulsivity/hyperactivity, depression, anxiety, oppositional, conduct, adjustment to trauma, anger control, substance use and eating disturbance.

**Percent of Youth Receiving Intensive Care Coordination Services Against  
All Youth Placed in Residential Settings**

Intensive Care Coordination (ICC) is an evidence-informed service defined by the SEC as appropriate for children who are at risk of entering, or who are placed in residential care. The intent of ICC is to prevent the need for residential placement, to shorten the length of residential placements, strengthen discharge planning and community reintegration, and to improve outcomes for children at high-risk for negative outcomes. In 2014, the SEC identified a target for this indicator at 75 percent.

**Utilization of ICC**



N = 83 localities; Mean = 31.0%; Standard Deviation = 5.1%

Note: 47 of 130 localities were not rated due to low sample size. See footnote 5 below.

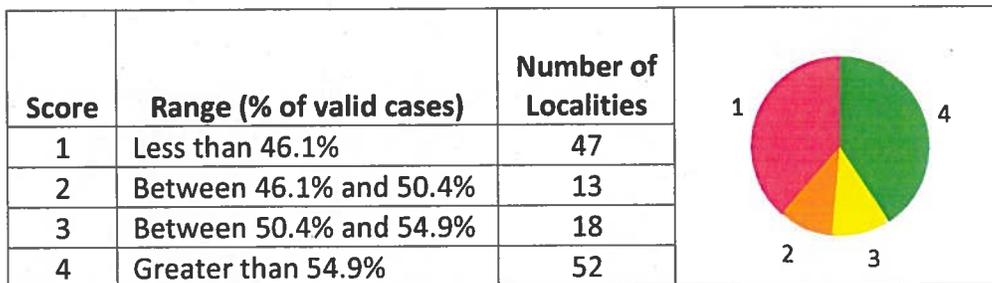
This performance measure weighs a locality’s utilization of ICC services relative to the number of youth placed in a residential care setting during the year. Statewide, the average was about 31 percent in FY 2016. Thirty-one localities met or exceeded the state average, while 52 localities were below the state average.<sup>5</sup> A majority of localities 49 (59%) received a score of one on this measure, indicating performance more than one standard deviation below the state average. Eighteen of the 83 localities (22%) met or exceeded the target of 75%.

<sup>5</sup> Localities with no youth receiving ICC and six or fewer youth place in residential care were excluded from the mean and standard deviation calculations and not ranked to avoid misrepresentation due to low sample size.

**Percent of Youth Receiving Only Community Based Services of  
All Youth Receiving CSA Funded Services**

The CSA has long-supported the principle of serving youth in their homes and home communities as a centerpiece of the system of care approach. This indicator assesses the extent to which this is realized. Youth who, in FY 2016, received only community based services through CSA (no residential or congregate care) are counted from the entire population served. The SEC has had a target of 50 percent for this indicator, and in FY 2016 this target was achieved for the second straight year.

**Community Based Services**



N = 130 localities; Mean = 50.5%; Standard Deviation = 4.4%

This performance measure considers the proportion of those receiving only Community Based Services to all CSA youth. Fifty-two localities (40%) scored greater than one standard deviation above the state average and 47 localities (36%) scored lower than one standard deviation below the average. The remaining 31 localities were within one standard deviation. A total of 75 of the 130 localities (58%) equaled or surpassed the established target of 50 percent.

## Outcomes Related to Foster Care<sup>6</sup>

A majority of children served through the CSA (67 percent) in FY 2016 were referred due to involvement in Virginia’s child welfare system through local departments of social services. The state Department of Social Services (VDSS) has established two outcome indicators for children in the foster care system. The CSA has adopted these two indicators in its performance measurement model.

### Percent of Children in Foster Care in Family-Based Placements

Best practices in child welfare suggest that children who are removed from their homes due to abuse, neglect or other reasons are best served in family-based foster care settings. These are family and family-like foster home settings with limited number of children as opposed to group homes or other larger congregate care settings. The VDSS has established a target that 85 percent of the children in foster care are placed in a family-based placement.

#### Children in Foster Care in Family-Based Placements

Score	Range (% of valid cases)	Number of Localities	
2	Less than 80.0%	59	
3	Between 80.0% and 84.9%	15	
4	Greater than or equal to 85.0%	52	3

N = 126; Mean = 82.0%; Target = 85.0%

Statewide performance on this indicator was 82 percent, or three percent below the VDSS established target, at the end of FY 2016. Localities received a score of 4 when the target was met or exceeded, a score of 3 if performance was below, but within 5 percent of the target, and a score of 2 if performance was more than 5 percent below the target. About 53 percent of localities (52) either met or exceeded or were within five percent of the target (15). Fifty-nine localities were more than five percent below the target.

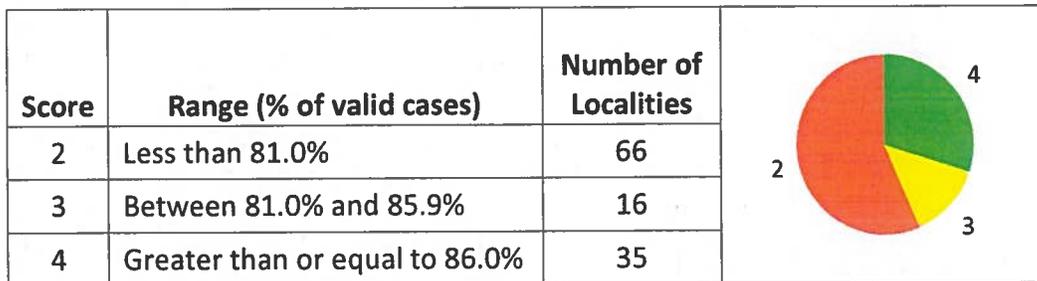
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<sup>6</sup> The Virginia Department of Social Services (VDSS) is comprised of 120 local agencies, with some covering multiple jurisdictions. The VDSS reports foster care outcomes at the agency level. In this report, each locality within a multiple jurisdiction agency was assigned the overall DSS jurisdictions’ percentage.

**Percent of Children Who Exit from Foster Care to a Permanent Living Arrangement**

Children who “exit” or “age out” of the foster care system (in Virginia that occurs when they attain their 18<sup>th</sup> birthday)<sup>7</sup> without establishing a permanent family connection (typically through adoption, reunification with their biological family or placement with a relative) are known to have considerably poorer life outcomes. Achieving permanency is a critical indicator of performance for the child welfare system. The VDSS has established a target that 86% of the children in foster care “exit” to a permanent living arrangement before “aging out” on their 18<sup>th</sup> birthday.

**Children Who Exit from Foster Care to a Permanent Living Arrangement**



N = 117; Mean = 77.3 Target = 86.0%

For FY 2016, the percent who exited to permanency statewide was about 77 percent, 9 percent below the target. Over one-half (66) of the jurisdictions were more than five percent below this target. About 30 percent (35) of localities exceeded the target.

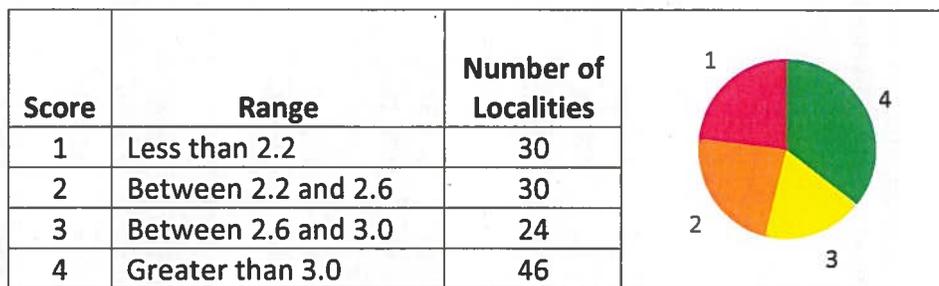
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<sup>7</sup> Beginning in FY2017, the Fostering Futures program provides that youth may remain in foster care until the age of 21. Future reports will make adjustments for this change in law.

### Composite Performance Measure

A composite measure for each locality was determined in order to provide a summary of a locality's overall scores on as many of the six performance indicators as possible. The composite performance measure score is calculated using the average of the six<sup>8</sup> individual scores. Localities are assigned a composite score based on which quartile the average of their five outcome measure scores falls: 1 is the lowest 25 percent of scores; 2 is the between 25 percent and the midpoint (50%), 3 is between the midpoint and 75 percent and 4 is the highest group between 75 and 100 percent. Sixty localities received scores of either one (30) or two (30) and 70 localities received a score of either three (24) or four (46).

### Composite Locality Scores



### Conclusion

Measuring the performance of the Children's Services Act is a critical aspect in determining if CSA is achieving its stated goals and objectives. This report provides an update to the first effort completed in FY2015 and expands the scope by adding an additional performance measure, the CANS School domain. These agreed upon performance benchmarks are treated with statistical analysis with the intent to provide information to CSA stakeholders and the State Executive Council about areas where there is a high level of performance as well as areas where needs for improvement can be identified.

In addition to the state level data summarized in this report, the Office of Children's Services has developed a web-based application allowing individual localities to view their performance on the six measures and compare their outcomes to both the state average as well as selected other localities. That application is available on the CSA website at [www.csa.virginia.gov](http://www.csa.virginia.gov). It is hoped that local CSA programs will utilize this application to identify and build upon areas of strength as well as developing strategies to improve performance where appropriate.

<sup>8</sup> In cases where a locality did not receive a score for all outcome measures, the average was taken of only those outcome measures for which they do have scores.

## Appendix

### Performance Measure by Population Density, Regions and Per Capita Income

	CANS School	CANS Behavior	ICC	CBS	Foster Care Family-Based	Foster Care Permanency	Composite Score
<b>Population Density (2016)<sup>1</sup></b>							
Small (Less than 63.8 people/sq. mile)	49.63%	43.49%	13.96%	49.12%	78.45%	80.67%	2.54
Medium (Between 63.8 and 375.2 people/sq. mile)	48.46%	51.54%	32.81%	53.81%	81.98%	79.00%	2.64
Large (Greater than 375.2 people/sq. mile)	50.63%	48.08%	33.56%	49.14%	82.92%	75.47%	2.68
<b>Regions<sup>2</sup></b>							
Central	53.54%	48.51%	26.71%	50.74%	70.53%	76.99%	2.71
Eastern	53.74%	49.83%	19.40%	42.08%	86.85%	76.87%	2.75
Northern	46.33%	49.27%	36.91%	56.53%	81.87%	78.73%	2.49
Piedmont	52.32%	48.54%	38.26%	53.57%	83.72%	75.21%	2.74
Western	46.37%	44.35%	20.10%	37.93%	84.19%	78.99%	2.36
<b>Per Capita Income (2015)<sup>3</sup></b>							
Small (Less than \$22,860)	47.20%	41.18%	18.75%	46.55%	81.49%	78.94%	2.40
Medium (Between \$22,860 and \$28,300)	52.80%	51.71%	29.73%	48.76%	81.39%	76.55%	2.79
Large (Greater than \$28,300)	48.89%	49.05%	36.04%	53.64%	82.83%	77.17%	2.66

<sup>1</sup> The county population density was calculated by dividing population by square miles of land. The area and estimated population data are from the US Census Bureau. The counties were grouped in to small, medium and large based on the lower, middle and upper thirds of the county density data.

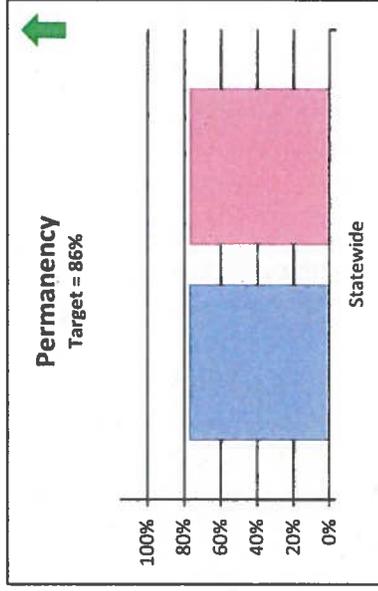
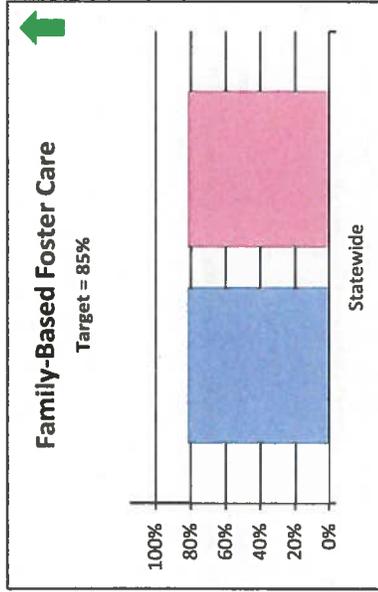
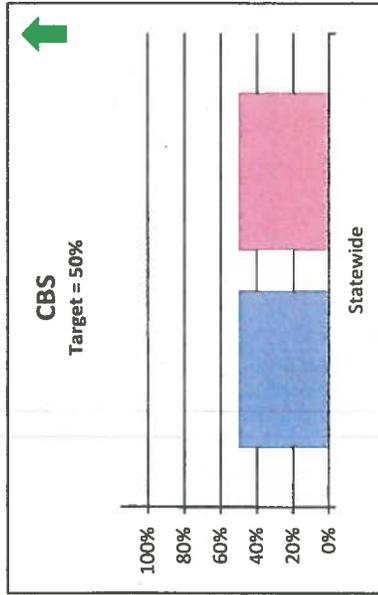
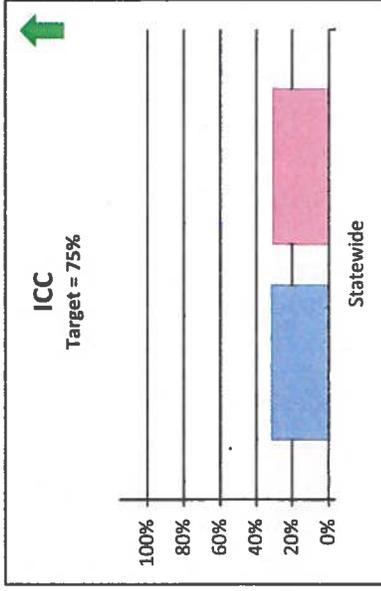
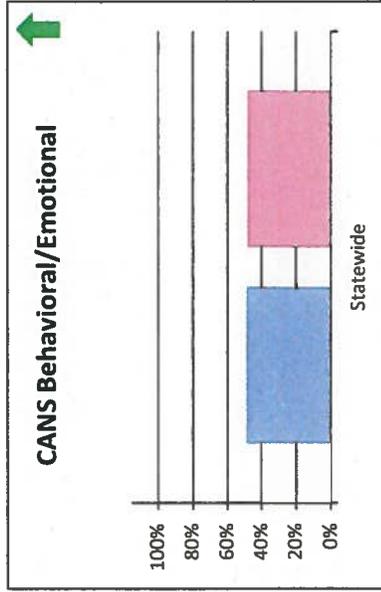
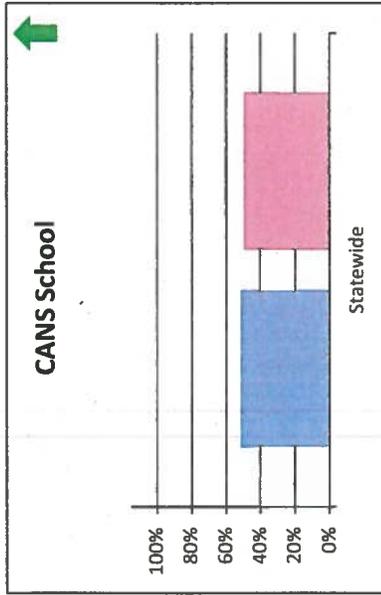
<sup>2</sup> The regions were defined as those utilized by the Virginia Department of Social Services.

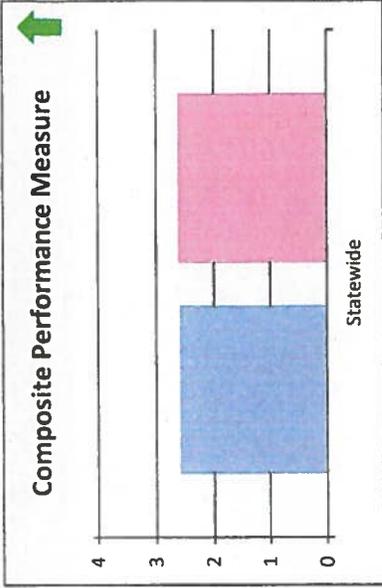
<sup>3</sup> per capita income data is estimated by the US Census Bureau via the American Community Survey. The average margin of error for counties in Virginia is 6.6%. To estimate the two combined geographic areas of Fairfax County/Fairfax City/Falls Church and Greensville/Emporia, the individual counties' per capita income was multiplied by 2015 county population estimates to obtain total county income. For the two combined geographic areas, the sum of individual total county incomes was divided by the sum of the individual county populations. The counties were grouped in to small, medium and large based on the lower, middle and upper thirds of the county per capita income.

# CSA Performance Measures - FY2015/FY2016

Locality	Percent of Youth with a Decrease in CANS Child School Domain <sup>1</sup>	Percent of Youth with a Decrease in CANS Child Behavior/Emotional Needs Domain <sup>1</sup>	Percent of Youth with a Decrease in CANS Child Residential <sup>2</sup> (Target = 75%)	Percent of Youth Receiving CBS Out of All CSA Youth (Target = 50%)	Percent of Foster Care Placements in Family-based (Target = 85%)	Percent of Children Who Exit from Foster Care to a Permanent Living Arrangement (Target = 86%)	Composite Performance Measure <sup>3</sup>
Statewide	51.8%	49.1%	31.9%	50.4%	82.0%	77.3%	2.60
	49.9%	48.5%	31.0%	50.5%	82.1%	77.6%	2.62

## Locality Performance Measures with Rankings





<sup>1</sup>Decreases in CANS scores are generally indicative of improved functioning. CANS performance measures are updated periodically with the youth's latest scores. Scores are expected to decrease as time passes and more services are provided. The average number of days between the youth's initial and latest scores is 474 days for FY 2015 and 319 days for FY 2016. As such, FY 2015 CANS scores are not directly comparable to FY 2016 CANS scores.

<sup>2</sup>For the percent of youth receiving ICC, the average is taken for non-zero values only.

<sup>3</sup>For each of the five outcome measures, localities are assigned a score relative to their proximity to either the statewide average or targets set by the Commonwealth. The composite outcome measure score is calculated using the average of the six outcome measure scores, with 4 being the highest possible score.

## Juvenile and Criminal Justice Outcomes of Youth Completing Services through the Children's Services Act

12-Month Follow Up of a Pilot Sample

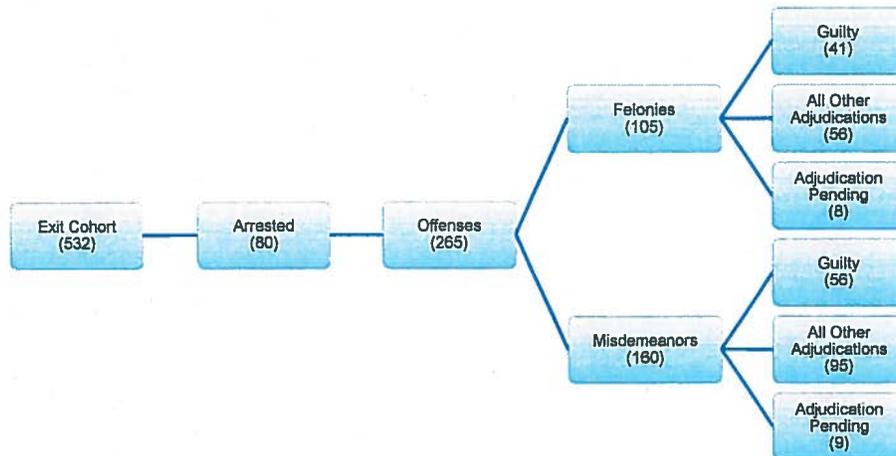
### Sample

- Youth ages 10 and over who completed CSA funded services in FY2015
  - No new services for at least six months after last date of service
- 532 youth matched to data provided under an MOU with DJJ
  - Included DJJ arrest and adjudication data and arrest data obtained from the Virginia State Police (for youth over the age of 18)
- Small differences in sample characteristics when compared to over CSA population

## Results

- 80 of 532 youth (15%) were arrested in the 12 months following the close of their CSA funded services
  - 265 offenses (105 felonies, 160 misdemeanors)
  - 37 youth (46% of those arrested) were charged with a felony
- Case outcomes available for 248 of the 265 offenses and for 75 of the 80 youth arrested
  - 39% guilty
  - 41% nolle prossed
  - 13% dismissed
  - 4% deferred
  - 3% not guilty

## Results



## Demographics of Arrested vs. Not Arrested

Demographics	Arrested		Not Arrested	
	Count	Percent	Count	Percent
<b>Race</b>				
African American	43	20.2	170	79.8
White	32	11.2	253	88.8
Other and unknown	5	14.7	29	85.3
<b>Gender</b>				
Female	23	10.6	193	89.4
Male	57	18.0	259	82.0
<b>Age</b>				
10 to 13	6	5.0	115	95.0
14 to 18	66	19.2	277	80.8
19 and over	8	11.8	60	88.2

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## Referral Source of Arrested vs. Not Arrested

Referral Source	Arrested		Not Arrested	
	Count	Percent	Count	Percent
Local Department of Social Services	39	15.2	217	84.8
Local School Division	26	15.1	146	84.9
Court Services Unit (DJJ)	21	24.1	66	75.9
Community Services Board	9	11.4	70	88.6
Family	0	0.0	6	100.0
Health Department	0	N/A	0	N/A
CSA Interagency Team Office	2	33.3	4	66.7
Other	1	12.5	7	87.5

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## Comparisons to Other Known DJJ Samples

Sample	% Arrested w/in 12 months
DJJ-referred CSA Exit Cohort	24.1
DJJ Probation Releases	33.0
DJJ No/Low Risk Probation Releases	19.3
DJJ Moderate Risk Probation Releases	37.6
DJJ High Risk Probation Releases	51.2
DJJ Successful Diversions	13.1
DJJ VJCCCA Program Releases	30.7

**Note:** The arrest rate for the non-DJJ referred youth in the CSA sample was 14.6%

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## Conclusions and Next Steps

- We can generate and match a CSA release sample with juvenile and criminal justice arrest records through the MOU with DJJ
  - A larger FY2016 sample is currently being generated
- Comparing DJJ referred youth to other known DJJ samples:
  - CSA sample shows lower arrest rates than DJJ probation releases (especially those at moderate-high risk of reoffending) and VJCCCA program releases
  - CSA sample shows higher arrest rates than DJJ successful diversions and no/low risk to reoffend probation releases
  - DJJ referrals to CSA have higher arrest rates than non-DJJ referrals

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**Juvenile and Criminal Justice Outcomes of Youth Completing  
Services through the Children's Services Act in FY2015**

**12-Month Follow Up of a Pilot Sample**

**Issued December 2017**



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

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## Introduction

There are many ways to assess how youth have benefitted from the services they receive through Virginia's Children's Services Act (CSA). One outcome indicator is involvement with the juvenile and/or criminal justice system, which can be determined by the arrest rate of youth whose involvement with the CSA has ended. This report documents a small scale pilot test of a methodology to measure this outcome.

## The SFY 2015 Exit Cohort

An exit cohort of CSA youth was drawn from the CSA database for State Fiscal Year (SFY) 2015. Only youth ages 10 and over, that received CSA services in SFY 2015 were selected for possible inclusion in the sample. The rationale for limiting the sample to those ages 10 and over is that arrests are very rare occurrences for those under this age. From this group, only those who had their CSA services completed in SFY 2015 and did not have any new services that began within six months after their last service termination date were selected to be in the exit cohort. The exit cohort was then matched by social security number with the CSA expenditure data file to obtain the names of the youth. A total of 532 youth comprise the SFY 2015 exit cohort.<sup>1</sup>

In accordance with a data sharing agreement (Memorandum of Understanding) between the Office of Children's Services (CSA) and the Virginia Department of Juvenile Justice (DJJ), the SFY 2015 exit cohort was delivered to DJJ, who matched these youth against the DJJ BADGE system which includes all juvenile intake (arrest) data. DJJ also delivered the data to the Virginia State Police (VSP) to ascertain if any youth over the age of 18 had been arrested within 12 months after they completed the CSA funded services.<sup>2</sup>

## Sample Characteristics

### Demographics

As shown in Table 1, the majority of the 532 youth in the SFY 2015 exit cohort were white (53.6%), male (59.4%) and between 14 and 18 years old (64.5%). When compared to the SFY 2015 CSA population (ages 10+), who did not meet the criteria for inclusion in the exit cohort (were still actively receiving services), the exit cohort has a slightly higher representation of African-Americans (40.0% in the exit cohort vs. 34.1% in the non-exit cohort population) and

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<sup>1</sup> Some localities use "dummy" social security numbers. The youth with these social security numbers could not be included in the matching task and, therefore, were not included in the exit cohort. This and other data integrity issues will need further attention in future studies in order to provide more complete CSA exit cohorts for matching.

<sup>2</sup> The data was submitted to the Virginia State Police in November 2016. This allowed a minimum of eleven months to pass from the date of the last possible CSA service termination date (12/31/2015) for youth in the SFY 2015 exit cohort.

slightly less representation of White youth (53.6% in the exit cohort vs. 57.6% in the non-exit cohort population). While these differences were statistically significant, they were negligible.<sup>3</sup>

Table 1 – Demographics of Exit Cohort

Demographics	Count	Percent
<b>Race</b>		
African American	213	40.0
White	285	53.6
Other and unknown	34	6.4
<b>Gender</b>		
Female	216	40.6
Male	316	59.4
<b>Age</b>		
10 to 13	121	22.7
14 to 18	343	64.5
19 and over	68	12.8

The average (mean) age of the exit cohort is 16.3 years.

### Referral Sources

The agencies that referred the youth in the SFY 2015 exit cohort to the CSA are presented in Table 2. There were a total of 614 unique referrals for the 532 youth in the exit cohort.<sup>4</sup> Youth were referred most often by a local Department of Social Services (41.7%), followed by local school divisions (28.0%), DJJ Court Services Units (14.2%) and Community Services Boards (12.9%), accounting for over 95 percent of the referrals. When compared to the CSA population (ages 10+) who did not meet the criteria for inclusion, the exit cohort has slightly higher representation of referrals from the Department of Juvenile Justice (14.2% in the exit cohort vs. 9.6% in the non-exit cohort population) and slightly lower representation of referrals from the Department of Social Services (41.7% in the exit cohort vs. 45.9% in the non-exit cohort population) and local schools (28.0 % in the exit cohort vs. 31.7% in the non-exit cohort population). While these differences were statistically significant, they were negligible.<sup>3</sup>

<sup>3</sup> To assess whether the composition of the exit cohort and their service history was the same or different from those who did not exit the CSA in SFY 2015, two statistical measures were employed. The first, the Pearson chi-square test of association, indicated that the value of all variables (race, gender, age, referral source, primary mandate type and service placement types) except gender were significantly different depending on if the youth was in the exit cohort or not. However, since the chi-squared statistic is partially related to sample size, a large sample could indicate statistically significant differences even when those differences are small. The second measure utilized, Cramer's V measure of association, weights the chi-square by the size of the sample to correct for these sample size effects. This measure indicated that associations among all variables and exit cohort membership were very weak. That is to say, that while the differences may be statically significant, they are not substantively different.

<sup>4</sup> Youth can be referred by different entities over their history with the CSA.

Table 2 – Referral Sources of Exit Cohort

Referral Source	Count	Percent
Local Department of Social Services	256	41.7
Local School Division	172	28.0
Court Services Unit (DJJ)	87	14.2
Community Services Board	79	12.9
Family	6	1.0
Health Department	0	0.0
CSA Interagency Team/Office	6	1.0
Other	8	1.3

### CSA Mandate Type

The CSA law mandates the provision of foster care and special education services to eligible youth. Children who are abused or neglected and children in need of services are eligible to receive services under the foster care mandate. Children with educational disabilities who require special education services in approved private schools and children who have needs arising from the educational disability that threatens the child’s ability to be maintained in the home, community or school (special education wraparound) fall under the special education mandate. Those children who do not meet the requirements for the mandated foster care or special education services are eligible to receive CSA services under certain circumstances, but services are not required by law (non-mandated). Table 3 shows the distribution of Primary Mandate Types (PMTs) for the exit cohort. The PMT represents the CSA eligibility category for the youth. There were 687 PMTs for the 532 youth in the SFY 2015 exit cohort.<sup>5</sup> Nearly 40 percent had a foster care abuse or neglect PMT (‘Foster Care Abuse/Neglect - Local DSS Entrustment/Custody’ (22.6%), ‘Foster Care Abuse/Neglect – Prevention’ (14.9%) or ‘Foster Care Abuse/Neglect - DSS Non-Custodial agreement’ (0.9%)). Over 20 percent had a foster care child in need of services PMT (‘Foster Care Child in Need of Services (CHINS) – Prevention’ (7.9%), ‘Foster Care CHINS - CSA Parental Agreement’ (9.8%) or ‘Foster Care CHINS - Entrustment/Custody’ (3.1%)). About 23 percent had a special education PMT (‘Special education services in an approved educational placement’ (19.4%) or ‘Wrap-Around Services for Students with Disabilities’ (3.5%)). When compared to the entire CSA population (ages 10+) who did not meet the criteria for inclusion in the exit cohort, the exit cohort has slightly higher representation of CHINS Parental Agreement (9.8% in the exit cohort vs. 5.6% in the non-exit cohort population) and Non-Mandated PMTs (16.6% in the exit cohort vs. 10.0% in the non-exit cohort population). While these differences were statistically significant, they were negligible.<sup>3</sup>

<sup>5</sup> Youth can have multiple PMTs over their history with the CSA and may concurrently receive services under more than one mandate type.

Table 3 – Primary Mandate Types of Exit Cohort

Primary Mandate Type	Count	Percent
Foster Care Abuse/Neglect - Prevention	102	14.9
Foster Care Abuse/Neglect - DSS Non-Custodial Agreement	6	0.9
Foster Care Abuse/Neglect - Local DSS Entrustment/Custody	155	22.6
Foster Care Child in Need of Services(CHINS) - Prevention	54	7.9
Foster Care CHINS - CSA Parental Agreement	67	9.8
Foster Care CHINS - Entrustment/Custody	21	3.1
Foster Care - Court Ordered for Truancy	3	0.4
Foster Care - Court Ordered for Delinquent Behaviors	8	1.2
Wrap-Around Services for Students with Disabilities	24	3.5
Special Education Services in an Approved Educational Placement	133	19.4
Non-mandated	114	16.6

Types of Services Received

CSA services are grouped into one of seventeen different Service Placement Types (SPTs), shown in Table 4. There were 1,341 SPTs for the 532 youth in the SFY 2015 exit cohort for an average of about 2.5 SPTs per youth. Over one-fourth of the youth had an SPT of Community Service (26.8%). About 22 percent had an SPT of either Special Education Private Day Placement (10.9%) or Congregate Educational Services (11.5%). Other notable SPTs include Therapeutic Foster Home (8.5%), Residential Treatment Facility (7.3%) and Group Home - Congregate Care Setting (6.0%).

Table 4 – Service Placement Types of Exit Cohort

Service Placement Type	Count	Percent
Community Service	359	26.8
Community Transition Services	32	2.4
Intensive Care Coordination	44	3.3
Intensive In-Home	52	3.9
Wraparound Services for Students with Disabilities (SPED)	37	2.8
Special Education Private Day Placement	146	10.9
Foster Care Basic Maintenance & Basic Activities Payments	149	11.1
Specialized Foster Home	31	2.3
Therapeutic Foster Home	114	8.5
Independent Living Stipend	16	1.2
Independent Living Arrangement	14	1.0
Psychiatric Hospital/Crisis Stabilization Unit	2	0.2
Temporary Care Facility and Services (Congregate Care Setting)	11	0.8
Group Home (Congregate Care Setting)	81	6.0
Residential Treatment Facility(Congregate Care Setting)	98	7.3
Congregate Ed. Services - for Medicaid Funded Placements	113	8.4
Congregate Ed. Services - for Non-Medicaid Funded Placements	42	3.1

There were no meaningful differences in the types of services received by youth in the exit cohort when compared to those received by the CSA population aged 10+, who did not meet the criteria for inclusion in the exit cohort.

### **Justice System Outcomes**

A total of 80 youth in the SFY 2015 exit cohort were matched with either the DJJ intake or the VSP arrest data, indicating an arrest within 12 months of the last date of CSA services. This represents 15.0% of the cohort. These youth were charged with 265 offenses -- 105 felonies (39.6%) and 160 misdemeanors (60.4%). Of the 80 youths with charges, 43 were charged with a misdemeanor as their most serious charge (53.8%), while 37 were charged with a felony as their most serious charge (46.3%).

At the time that the CSA records were matched, juvenile/criminal justice dispositions (case outcomes) had been reached for 248 of the 265 charges for 75 of the 80 youths. There were 97 guilty verdicts (39.1%) and 101 charges were nolle prossed (40.7%). The remaining 50 dispositions were: 32 dismissed (12.9%), 7 not guilty (2.8%) and 11 deferred (4.4%). Of the 75 youths with dispositions, 27 were found guilty of a misdemeanor as their most serious charge (36.0%) and 21 were found guilty of felony as their most serious charge (28.0%).<sup>6</sup> The remaining 27 were not found guilty of any of their charges (36.0%).<sup>7</sup>

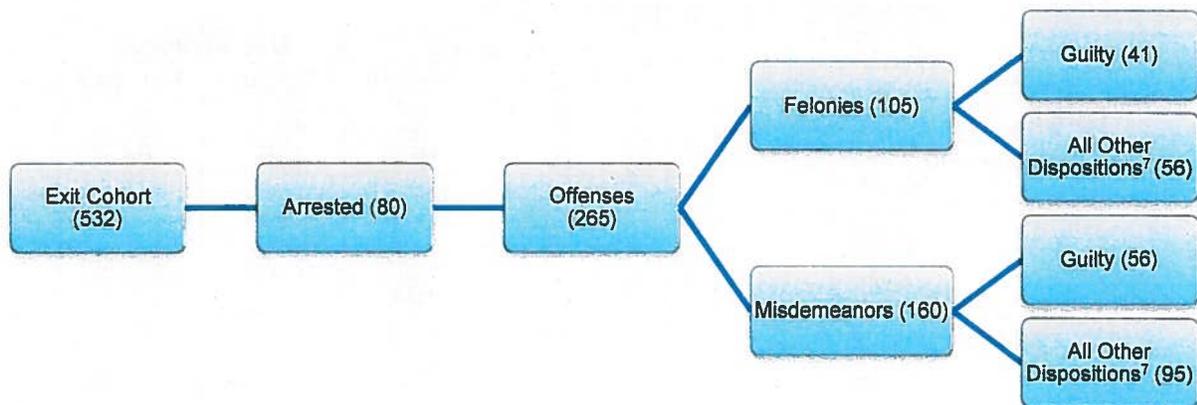


Table 5 shows demographic comparisons of those youth in the exit cohort who were arrested and those not arrested. A larger percentage of African-American youth were arrested (20.2%) than White youth (11.2%) and Other or unknown races (14.7%). Males were more likely than females to be arrested (18.0% versus 10.6%, respectively). Youth 14 to 18 years of age were arrested (19.2%) at nearly twice the rate as youth 19 years of age and over (11.8%) and four times the rate of youth 10 to 13 years of age (5.0%).

<sup>6</sup> Eight youth with guilty verdicts had their original felony charge reduced to a misdemeanor.

<sup>7</sup> Youths not found guilty of any of their charges had dispositions of not guilty, nolle prossed, dismissed or deferred.

Table 5 – Demographics of Arrested Versus Not Arrested

Demographics	Arrested		Not Arrested	
	Count	Percent	Count	Percent
<b>Race</b>				
African American	43	20.2	170	79.8
White	32	11.2	253	88.8
Other and unknown	5	14.7	29	85.3
<b>Gender</b>				
Female	23	10.6	193	89.4
Male	57	18.0	259	82.0
<b>Age</b>				
10 to 13	6	5.0	115	95.0
14 to 18	66	19.2	277	80.8
19 and over	8	11.8	60	88.2

Table 6 shows referral agency comparisons for the youth who were arrested and those who were not arrested. One-third of youth referred by Interagency Team/Offices (33.3%) and nearly one-quarter of youth referred by the Department of Juvenile Justice (24.1%) were arrested. All other referral sources resulted in arrests in fewer than 15.2% of their youth. None of the 6 youth referred by their families were arrested.

Table 6 – Referral Sources of Arrested Versus Not Arrested

Referral Source	Arrested		Not Arrested	
	Count	Percent	Count	Percent
Local Department of Social Services	39	15.2	217	84.8
Local School Division	26	15.1	146	84.9
Court Services Unit (DJJ)	21	24.1	66	75.9
Community Services Board	9	11.4	70	88.6
Family	0	0.0	6	100.0
Health Department	0	N/A	0	N/A
CSA Interagency Team/Office	2	33.3	4	66.7
Other	1	12.5	7	87.5

Table 7 compares the Primary Mandate Types of those youth who were arrested and those who were not arrested. Youth who had Foster Care Abuse/Neglect Prevention (11.8%), Foster Care Abuse/Neglect Local DSS Entrustment/Custody (12.9%), Foster Care Child in Need of Services (CHINS) – Prevention (11.1%) or Foster Care - Court Ordered for Truancy (0.0%) PMTs were the least likely to be arrested. Youth with Foster Care CHINS - CSA Parental Agreement (20.9%), Foster Care CHINS - Entrustment/Custody (23.8%), Foster Care - Court Ordered for Delinquent Behaviors (50%) or Non-mandated (20.2%) PMTs were the most likely to be arrested. About 17 percent of youth who had Foster Care Abuse/Neglect - DSS Non-Custodial Agreement (16.7%), Wrap-Around Services for Students with Disabilities (16.7%) or Special Education Services in an Approved Educational Placement (16.5%) PMTs were arrested.

Table 7 – Primary Mandate Types of Arrested Versus Not Arrested

Primary Mandate Type	Arrested		Not Arrested	
	Count	Percent	Count	Percent
Foster Care Abuse/Neglect - Prevention	12	11.8	90	88.2
Foster Care Abuse/Neglect - DSS Non-Custodial Agreement	1	16.7	5	83.3
Foster Care Abuse/Neglect - Local DSS Entrustment/Custody	20	12.9	135	87.1
Foster Care Child in Need of Services (CHINS) - Prevention	6	11.1	48	88.9
Foster Care CHINS - CSA Parental Agreement	14	20.9	53	79.1
Foster Care CHINS - Entrustment/Custody	5	23.8	16	76.2
Foster Care - Court Ordered for Truancy	0	0.0	3	100.0
Foster Care - Court Ordered for Delinquent Behaviors	4	50.0	4	50.0
Wrap-Around Services for Students with Disabilities	4	16.7	20	83.3
Special Education Services in an Approved Educational Placement	22	16.5	111	83.5
Non-mandated	23	20.2	91	79.8

Table 8 shows Service Placement Type comparisons for the youth who were arrested and those who were not arrested. Seven SPTs had arrest rates greater than 20 percent: Intensive In-Home (23.1%), Independent Living Stipend (25.0%), Independent Living Arrangement (35.7%), Psychiatric Hospital/Crisis Stabilization Unit (50.0%), Temporary Care Facility and Services - Congregate Care Setting (27.3%), Group Home - Congregate Care Setting (24.7%), Congregate Education Services - for Medicaid Funded Placements (21.2%). The remaining eleven SPTs had arrest rates between 13 and 19 percent.

Table 8 – Service Placement Types of Arrested Versus Not Arrested

Service Placement Type	Arrested		Not Arrested	
	Count	Percent	Count	Percent
Community Service	54	15.0	305	85.0
Community Transition Services	6	18.8	26	81.3
Intensive Care Coordination	7	15.9	37	84.1
Intensive In-Home	12	23.1	40	76.9
Services for SPED Children Educated in the Public School	5	13.5	32	86.5
Special Education Private Day Placement	24	16.4	122	83.6
Family Foster Care Basic Maintenance Payments Only	13	15.3	72	84.7
Foster Care Basic Maintenance & Basic Activities Payments	10	15.6	54	84.4
Specialized Foster Home	5	16.1	26	83.9
Therapeutic Foster Home	20	17.5	94	82.5
Independent Living Stipend	4	25.0	12	75.0
Independent Living Arrangement	5	35.7	9	64.3

Psychiatric Hospital/Crisis Stabilization Unit	1	50.0	1	50.0
Temporary Care Facility and Services (Congregate Care Setting)	3	27.3	8	72.7
Group Home (Congregate Care Setting)	20	24.7	61	75.3
Residential Treatment Facility(Congregate Care Setting)	17	17.3	81	82.7
Congregate Ed. Services - for Medicaid Funded Placements	24	21.2	89	78.8
Congregate Ed. Services - for Non-Medicaid Funded Placements	8	19.0	34	81.0

### Comparison to Other Known Arrest Samples

The arrest rate of DJJ referred youth in the CSA exit cohort (21.4%) compares favorably with the 12-month re-arrest rate of youth on probation through the Department of Juvenile Justice (33.0% for the 2015 DJJ probation release sample)<sup>8</sup>.

While the DJJ referred component of the CSA exit cohort may be expected to have an arrest rate comparable to other DJJ-involved youth, the arrest rate in the CSA exit cohort of DJJ referred youth was significantly less than the re-arrest rate of the DJJ probation sample. This may serve as a rough indicator that CSA involvement may be having some positive impact on behaviors leading to arrest in youth already involved in the justice system. Caution should be utilized in making any such definitive conclusions as the level of risk for reoffending among the CSA and non-CSA populations is not known.

DJJ also provides re-arrest rates for other populations of juvenile offenders who may be considered more comparable to the CSA exit group. These include low/no risk (for reoffending) youth as determined by the Youth Assessment and Screening Instrument (YASI)<sup>8</sup> (16.0% 12-month re-arrest rate for 2015 probation releases vs. 21.4% for the DJJ referred component of the CSA exit cohort). Re-arrests among youth receiving DJJ provided diversion services (in lieu of formal referral to court), typically seen as a lower risk group, was 13.1% (2015 sample)<sup>8</sup>. DJJ also serves youth through the Virginia Juvenile Community Crime Control Act (VJCCCA). Twelve-month re-arrest rates (2015 sample) for youth released from a VJCCCA program was 30.7%, almost fifty percent more than that of the CSA exit cohort of DJJ referred youth. The risk to reoffend classification of youth served through VJCCCA is not known.

### Conclusion

The FY 2015 exit cohort of CSA youth matched with arrest data provided by the Virginia Department of Juvenile Justice and the Virginia State Police showed some differences in demographics, referral sources, primary mandate types, and, to a lesser extent, service placement types.

Youth who had the highest arrest rates tended to be African-American, male and 14 to 18 years of age. They were referred by Interagency Team/Offices or the Department of Juvenile Justice.

<sup>8</sup> Source: DJJ Data Resource Guide, 2016

They had Primary Mandate Types of Foster Care CHINS - Entrustment/Custody or Foster Care - Court Ordered for Delinquent Behaviors and Service Placement Types of Independent Living Arrangement, Psychiatric Hospital/Crisis Stabilization Unit or Temporary Care Facility and Services (Congregate Care Setting).

In the coming fiscal years, the FY 2015 exit cohort will be re-matched with updated arrest data to obtain a more complete picture of the arrest rates of these CSA youth. In addition, new exit cohorts will be drawn and matched to arrest data in subsequent fiscal years to allow for measurement of the effects of policy changes and changes in the mixes of services provided.