

OFFICE OF CHILDREN'S SERVICES

ADMINISTERING THE CHILDREN'S SERVICES ACT



UTILIZATION OF RESIDENTIAL CARE UNDER THE CSA

Annual Report to the Governor and General Assembly, December 15, 2023

In accordance with the Appropriation Act Chapter 1 Item 284 (B)(2)(d)

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

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

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

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

Guiding principles for OCS include:

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

Aside from acute hospitalization, residential (or congregate) care is the most intensive setting to meet the treatment requirements of children and youth with high levels of need due to psychiatric, emotional, and behavioral problems. Historically, there has been concern about the high utilization of such settings. Models such as the System of Care, which is the foundation of the Children's Services Act, establish a preference for treating youth in the context of their families and communities. Over the years, several strategies have been implemented to decrease the number of children and youth placed in residential care settings. These strategies included the *Children's Services System Transformation* initiative and a three-tiered incentive match rate system in CSA to encourage serving children and youth in community-based settings. In FY2023, the number of children served in residential care increased slightly (4 percent) after a relatively long downward trend (an overall decrease of 22 percent from FY2015 to FY2022). The major categories of residential placement are psychiatric residential treatment facilities (PRTFs), group homes that include therapeutic group homes (TGH) licensed by the Department of Behavioral Health and Developmental Services and children's residential facilities (CRF) licensed by the Department of Social Services, and temporary care facilities such as emergency shelters. In FY2023, the total CSA-funded cost of these services increased by 13 percent after several years of steady declines. FY2023 data indicate the number of youth in psychiatric residential treatment placements (PRTF) increased slightly (+2 percent), and group home (TGH and CRF) placements increased by 6 percent. At least some of these increases are likely related to lessened restrictions on admissions due to the end of the COVID-19 pandemic. Placements for the most challenging youth continue to be a concern for CSA and its partner agencies (VDSS, DBHDS, DMAS) and concern over the need for more costly out-of-state placements (often not eligible for Medicaid reimbursement) has been an issue of considerable attention.

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



Office of Children's Services
Empowering communities to serve youth

Total CSA Expenditures for Residential Placements (FY2020 – FY2023)

	FY2020	FY2021	FY2022	FY2023
Temporary Care Facility	503,252	122,124	162,389	534,853
Group Home	16,472,475	15,115,258	16,830,272	19,276,939
Residential Treatment Facility	59,409,876	55,631,447	51,854,325	58,109,360
TOTALS	\$ 76,385,603	\$ 70,868,830	\$ 68,846,986	\$ 77,921,152

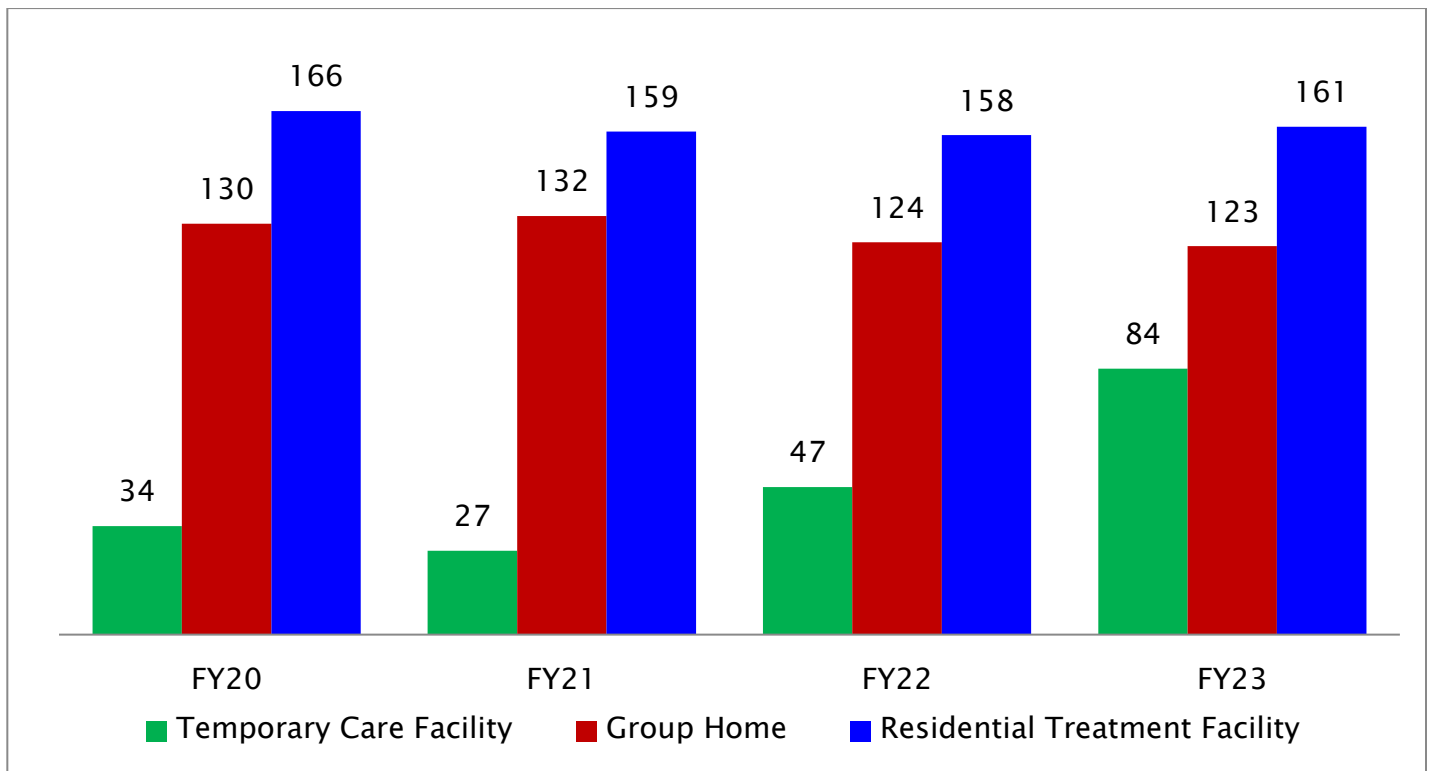
Note: Amounts do not include Title IV-E and Medicaid expenditures.

Number of Youth Served through CSA in Residential Placements (FY2020 – FY2023)

	FY2020	FY2021	FY2022	FY2023
Temporary Care Facility	49	21	19	21
Group Home	716	622	642	678
Residential Treatment Facility	1,901	1,764	1,523	1,548
Unduplicated Total	2,323	2,103	1,884	1,963

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

Average Length of Stay (Days) per Youth in Residential Care (FY2020 – FY2023)



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

Utilization of Residential Care through the CSA by Locality, FY2021- FY2023

FIPS	Locality	UNDUPLICATED YOUTH COUNT/LOS/EXPENDITURES ACROSS ALL RESIDENTIAL PLACEMENT TYPES								
		FY2021			FY2022			FY2023		
		Youth	Avg LOS	Expenditures (\$)	Youth	Avg LOS	Expenditures (\$)	Youth	Avg LOS	Expenditures (\$)
001	Accomack	4	179	86,950	3	212	107,861	8	177	359,308
003	Albemarle	29	187	1,495,618	27	214	1,809,723	28	211	2,146,447
005	Alleghany	5	168	207,766	6	164	139,151	4	172	69,982
007	Amelia	2	304	66,312	5	155	170,218	6	127	205,397
009	Amherst	11	122	199,617	15	120	225,059	11	96	144,067
011	Appomattox	14	169	332,822	8	172	194,499	11	144	231,850
013	Arlington	30	127	1,061,274	25	160	1,272,667	38	127	1,813,646
015	Augusta	16	148	352,730	17	170	521,619	29	209	1,028,944
017	Bath	2	92	28,483	0	0	0	3	26	36,947
019	Bedford County	40	210	1,688,614	35	188	1,463,069	34	183	1,328,899
021	Bland	2	103	21,924	2	88	16,965	4	254	172,661
023	Botetourt	6	147	119,542	5	164	156,494	4	214	157,725
025	Brunswick	4	256	215,025	4	158	128,561	5	194	217,371
027	Buchanan	11	184	314,263	14	87	293,895	6	163	169,252
029	Buckingham	4	146	64,786	7	84	180,005	8	197	419,730
031	Campbell	25	200	976,628	27	187	1,102,689	16	204	615,890
033	Caroline	7	147	105,133	9	170	207,660	7	192	229,512
035	Carroll	38	193	1,389,035	33	210	1,280,157	31	209	1,259,097
036	Charles City	3	248	55,932	2	73	33,102	0	0	0
037	Charlotte	4	251	148,537	3	332	149,304	4	175	130,698
041	Chesterfield	71	172	2,316,993	60	175	2,225,431	66	160	2,175,519
043	Clarke	3	163	71,254	1	130	19,717	2	343	88,317
045	Craig	2	235	95,300	1	184	39,560	1	181	23,247
047	Culpeper	20	191	624,635	11	150	421,668	11	150	482,366
049	Cumberland	4	81	35,972	4	209	159,811	4	204	83,142
051	Dickenson	9	129	248,103	16	152	641,030	13	181	629,825
053	Dinwiddie	12	220	450,299	10	239	496,329	11	155	400,056
057	Essex	8	191	242,128	4	171	97,627	7	126	151,548
061	Fauquier	37	101	589,423	20	183	713,707	18	210	750,110
063	Floyd	8	149	272,867	7	148	185,785	9	228	559,394
065	Fluvanna	9	220	380,949	7	110	178,082	3	67	49,216
067	Franklin County	37	212	1,273,824	42	181	1,567,341	39	181	1,284,726
069	Frederick	19	226	1,004,129	22	215	1,049,171	21	162	823,448
071	Giles	5	145	123,210	6	182	176,628	7	203	291,900
073	Gloucester	5	163	153,984	2	75	60,698	4	177	150,016
075	Goochland	4	59	46,591	7	111	127,445	8	188	220,021
077	Grayson	6	179	178,430	8	171	166,755	6	161	161,049
079	Greene	13	139	442,080	12	173	315,795	12	157	347,327
083	Halifax	12	236	703,620	11	236	545,135	14	145	510,396
085	Hanover	42	201	1,235,015	37	193	965,273	34	217	1,341,453

Utilization of Residential Care through the CSA by Locality, FY2021- FY2023

FIPS	Locality	UNDUPLICATED YOUTH COUNT/LOS/EXPENDITURES ACROSS ALL RESIDENTIAL PLACEMENT TYPES								
		FY2021			FY2022			FY2023		
		Youth	Avg LOS	Expenditures (\$)	Youth	Avg LOS	Expenditures (\$)	Youth	Avg LOS	Expenditures (\$)
087	Henrico	82	181	2,331,084	64	157	2,214,893	49	176	1,602,872
089	Henry	24	193	904,094	24	187	793,073	28	189	1,196,485
091	Highland	0	0	0	0	0	0	0	0	0
093	Isle of Wight	4	164	95,848	6	153	97,451	4	165	106,582
095	James City	19	116	279,931	11	150	334,208	11	162	358,213
097	King & Queen	0	0	0	0	0	0	0	0	0
099	King George	11	199	638,608	9	192	340,853	11	111	231,362
101	King William	4	128	88,883	2	253	70,290	2	95	38,410
103	Lancaster	3	229	88,654	3	196	69,895	2	157	35,882
105	Lee	4	91	129,087	5	188	399,980	14	165	839,127
107	Loudoun	41	185	1,955,085	34	149	1,689,791	32	206	2,023,336
109	Louisa	22	173	743,307	22	224	975,682	22	213	1,128,832
111	Lunenburg	6	245	286,220	7	143	184,139	10	217	401,020
113	Madison	5	214	161,980	4	238	130,843	2	154	33,281
115	Mathews	1	215	24,375	0	0	0	0	0	0
117	Mecklenburg	16	198	529,109	9	152	241,015	10	148	268,071
119	Middlesex	0	0	0	0	0	0	1	148	13,094
121	Montgomery	22	129	450,114	13	165	520,420	11	121	214,684
125	Nelson	6	193	123,583	9	132	216,404	7	162	248,210
127	New Kent	3	176	91,424	6	194	198,697	6	174	157,011
131	Northampton	2	202	111,059	2	154	71,568	1	341	68,605
133	Northumberland	3	102	45,549	3	121	81,050	3	68	52,471
135	Nottoway	4	277	162,554	4	200	133,950	3	142	70,314
137	Orange	13	190	397,083	21	143	492,188	23	211	707,718
139	Page	13	106	445,666	9	208	349,152	17	188	1,059,441
141	Patrick	4	208	80,716	5	200	251,487	12	169	639,407
143	Pittsylvania	35	146	1,122,207	30	196	1,268,680	25	166	895,965
145	Powhatan	6	270	190,500	5	207	204,695	5	72	38,206
147	Prince Edward	3	214	162,878	4	173	179,305	3	235	141,181
149	Prince George	15	173	355,904	5	147	159,282	3	127	88,815
153	Prince William	83	180	3,549,038	65	162	2,398,424	59	170	2,473,910
155	Pulaski	18	141	681,581	15	127	445,391	15	147	444,014
157	Rappahannock	6	229	382,076	9	123	330,946	5	241	744,728
159	Richmond County	0	0	0	0	0	0	0	0	0
161	Roanoke County	33	182	1,226,158	42	193	1,674,959	33	145	944,929
163	Rockbridge	14	156	525,604	8	140	183,368	15	162	461,925
165	Rockingham	43	222	1,415,085	46	203	2,081,958	49	170	1,895,017
167	Russell	5	327	207,158	12	88	191,567	10	166	501,679
169	Scott	4	118	128,360	5	54	50,618	5	109	89,123
171	Shenandoah	31	194	1,417,036	21	210	1,311,138	24	155	991,222

Utilization of Residential Care through the CSA by Locality, FY2021- FY2023

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173	Smyth	21	173	460,515	23	158	565,816	21	226	958,986
175	Southampton	4	154	65,829	2	201	34,607	1	53	4,055
177	Spotsylvania	33	196	1,156,211	36	176	1,357,466	34	143	876,599
179	Stafford	22	170	742,092	18	209	651,933	16	157	434,920
181	Surry	1	203	31,981	1	365	51,518	1	334	47,958
183	Sussex	6	129	117,175	4	62	25,756	4	150	78,970
185	Tazewell	24	180	852,406	25	186	1,116,837	25	193	1,000,826
187	Warren	9	194	296,641	9	142	196,878	9	202	397,236
191	Washington	26	157	617,296	16	176	393,696	26	153	878,123
193	Westmoreland	7	154	200,578	4	310	275,795	6	123	250,782
195	Wise	8	103	118,762	6	121	88,339	4	89	41,321
197	Wythe	14	164	439,720	15	187	619,922	14	187	432,948
199	York	9	202	470,683	10	248	808,826	14	214	831,853
510	Alexandria	16	128	412,550	15	106	256,123	18	153	498,896
520	Bristol	17	192	452,389	11	222	433,828	12	214	624,010
530	Buena Vista	9	137	138,393	7	231	281,455	9	267	418,481
540	Charlottesville	19	118	628,749	10	171	263,084	8	152	205,547
550	Chesapeake	8	218	367,641	9	115	206,265	13	153	420,739
570	Colonial Heights	5	154	237,946	6	203	389,150	5	148	141,458
580	Covington	14	110	312,968	7	176	166,237	4	155	82,609
590	Danville	30	127	780,252	24	88	639,482	27	201	2,395,766
620	Franklin City	3	273	125,994	5	138	188,890	7	155	208,716
630	Fredericksburg	15	146	441,011	11	151	336,008	14	122	365,467
640	Galax	6	88	74,989	7	145	226,813	12	155	426,319
650	Hampton	0	0	0	0	0	0	1	320	234,095
660	Harrisonburg	22	143	720,246	14	192	456,189	26	157	1,039,683
670	Hopewell	5	125	87,260	2	67	16,380	8	199	271,701
678	Lexington	1	27	11,091	1	92	40,915	0	0	0
680	Lynchburg	49	146	947,187	44	110	733,181	52	162	1,335,803
683	Manassas City	7	132	172,003	8	259	390,037	7	237	292,353
685	Manassas Park	1	92	19,320	2	118	35,179	5	131	122,928
690	Martinsville	3	100	106,090	4	215	202,591	10	167	362,333
700	Newport News	17	145	407,799	16	117	251,398	15	180	422,368
710	Norfolk	57	181	1,859,411	60	159	1,811,418	65	121	1,391,108
720	Norton	1	45	8,756	1	5	900	0	0	0
730	Petersburg	15	164	394,979	8	110	173,893	12	146	527,031
735	Poquoson	0	0	0	1	304	71,198	2	215	104,052
740	Portsmouth	10	145	206,147	9	223	276,828	13	171	469,752
750	Radford	5	183	150,675	3	105	30,432	9	97	231,649
760	Richmond City	75	177	2,936,499	60	169	2,475,467	64	169	2,863,355
770	Roanoke City	49	194	1,845,667	54	159	2,001,034	39	181	1,527,983

Utilization of Residential Care through the CSA by Locality, FY2021- FY2023

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		Youth	Avg LOS	Expenditures (\$)	Youth	Avg LOS	Expenditures (\$)	Youth	Avg LOS	Expenditures (\$)
775	Salem	14	163	425,981	12	177	380,413	15	168	409,060
790	Staunton	14	234	464,409	13	248	422,713	8	195	237,716
800	Suffolk	14	149	402,449	16	116	310,424	12	159	448,555
810	Virginia Beach	87	191	3,672,114	76	198	3,283,059	67	188	3,626,612
820	Waynesboro	10	182	325,445	11	107	213,610	12	179	424,537
830	Williamsburg	3	155	129,620	3	221	149,306	4	224	178,416
840	Winchester	20	181	669,376	14	179	546,599	15	153	551,413
1200	Greensville/Emporia	2	106	26,080	3	135	74,069	4	180	127,342
1300	Fairfax/Falls Church	105	129	4,738,603	94	148	5,547,404	115	128	6,530,656