



Office of Children's Services
Empowering communities to serve youth

Results of the FY2025 CSA Service Gap Survey

Overview

- Background of the Service Gap Survey
- Statewide Service Gaps
- Barriers
- Conclusions
- Regional Service Gaps

Background of the CSA Service Gap Survey

- One primary responsibility of the Community Policy and Management Team (CPMT) is to coordinate long-range, community-wide planning to develop resources and services needed by children and families in the community (§2.2-5206.4).
- Additionally, §2.2-5211.1.2 states that the CPMT shall report annually to the Office of Children's Services (OCS) on gaps in services needed to keep children in the local community and any barriers to the development of those services.
- The current report marks the 17th year that OCS has collected data on service gaps, barriers to filling these gaps, and local efforts to overcome these barriers.

Methodology

- CPMT Chairs and CSA Coordinators received an OCS Administrative Memo with a link to an automated Survey Monkey survey on **March 4, 2025**
- The survey closed on **May 30, 2025**
- One submission was permitted per locality (some localities filed jointly under one CPMT)
- 103 CSA localities responded out of 126 possible, a **response rate of 82%** (*rates were 81% in FY2023 and 83% in FY2021*)
- VDSS geographic regions were utilized to group localities

Service Groupings

Residential Services

- ☐ Short-term Diagnostic (A&D)
- ☐ Group Home
- ☐ Residential Treatment
- ☐ Sponsored Residential Home Services

Foster Care Services

- ☐ Family Foster Care Homes
- ☐ Therapeutic Foster Care Homes
- ☐ Independent Living Services

Educational Services

- ☐ Private Day School
- ☐ Residential School
- ☐ School-based Mental Health Services

Crisis Services

- ☐ Crisis Intervention/Stabilization
- ☐ Acute Psychiatric Hospitalization

Community-Based Behavioral Health Services

- ☐ Applied Behavior Analysis
- ☐ Assessment
- ☐ Case Management
- ☐ Family Therapy
- ☐ Group Therapy
- ☐ Individual Therapy
- ☐ Intensive Care Coordination (ICC)
- ☐ Intensive In-Home
- ☐ Medication Management
- ☐ Therapeutic Day Treatment
- ☐ Trauma Focused/Informed Services

Evidence-based Behavioral Health Services

- ☐ Brief Strategic Therapy
- ☐ Cognitive Behavioral Therapy
- ☐ Family Check-Up
- ☐ Functional Family Therapy
- ☐ Home Builders
- ☐ Motivational Interviewing
- ☐ Multisystemic Therapy
- ☐ Parent-Child Interaction Therapy

Individual/Family Support Services

- ☐ Child Mentoring
- ☐ Family Partnership Facilitation
- ☐ Family Support Partner
- ☐ Parent Coaching
- ☐ Respite
- ☐ Transportation

Populations and Age Groups

Populations

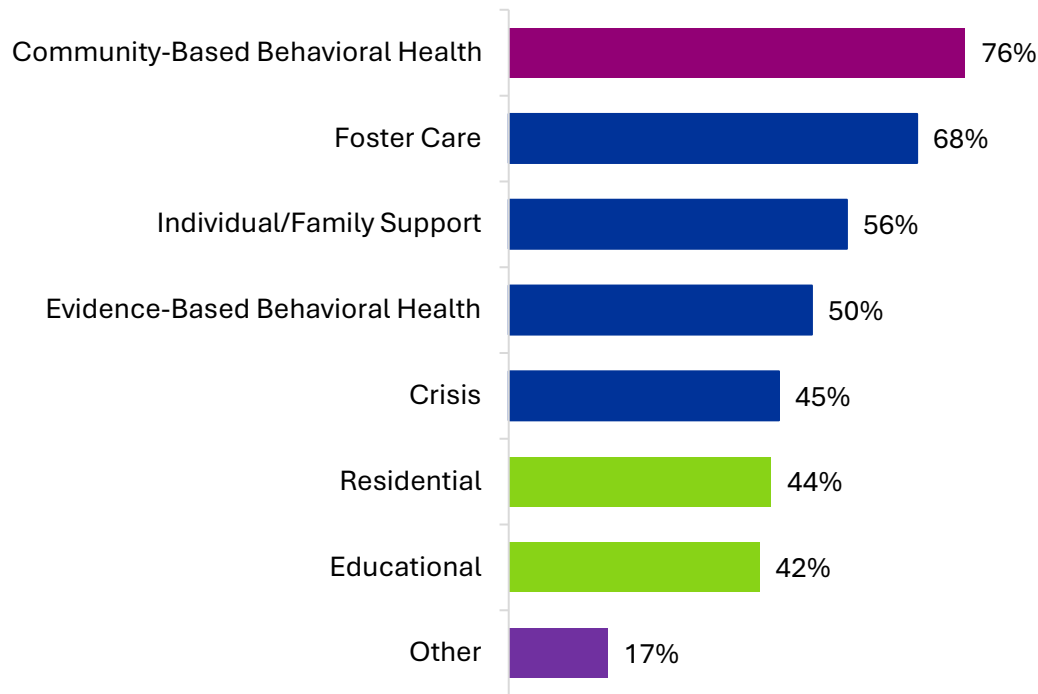
- ☐ Autism
- ☐ Intellectual Disability/Developmental Disability
- ☐ Potentially Disrupting or Disrupted Foster Care Placements
- ☐ Potentially Disrupting or Disrupted Adoptions
- ☐ Sex Offending/Sexually Reactive Behaviors
- ☐ Youth with Multiple Mental Health Diagnoses
- ☐ Youth involved with the Juvenile Justice System
- ☐ Substance Abuse
- ☐ Other:

Age Groups

- ☐ Pre-School Age (0-5)
- ☐ Elementary School Age (6-10)
- ☐ Middle School Age (11-13)
- ☐ High School Age (14-18)
- ☐ Transition Age (19-21)

Reported Gaps: Most Prevalent Types of Service

Percentage of Responding Localities with Gap, Grouped by Type of Service (FY2025)



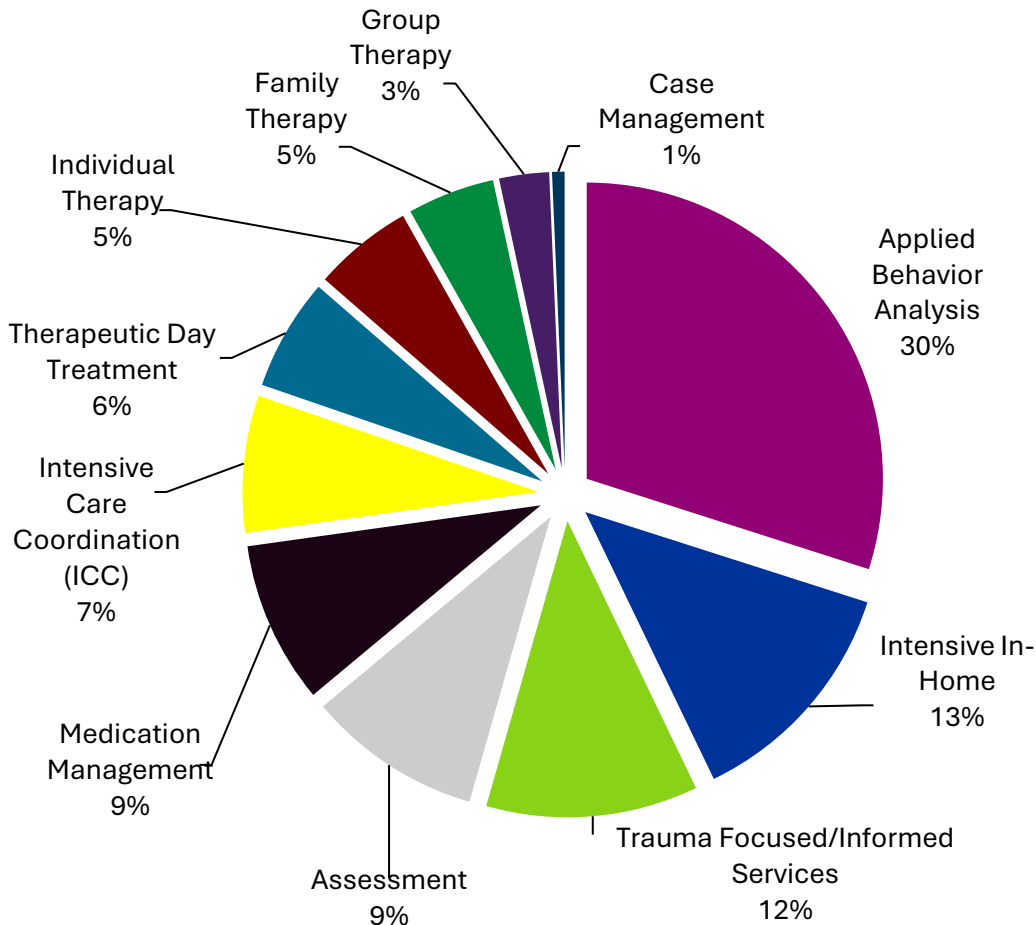
	Order of Prevalence		
Service Group	FY2021	FY2023	FY2025
Community-Based Behavioral Health	1	1	1
Crisis	4	2	5
Foster Care	2	3	2
Residential	7	4	6
Evidence-Based Behavioral Health	5	5	4
Educational	6	6	7
Individual / Family Support	3	7	3
Other	7	8	8

Note: If a locality selected at least one critical service gap within the service type groups displayed above, they were counted for this measure. The number of responding localities represents the count of localities that submitted survey responses; bar chart values represent the percentage of responding localities with a critical gap identified for that service type.

Number of Responding Localities: 103

Statewide: Gaps for Top-Reported Service Type

Community-Based Behavioral Health Services
(Responses for Service Type, FY2025)



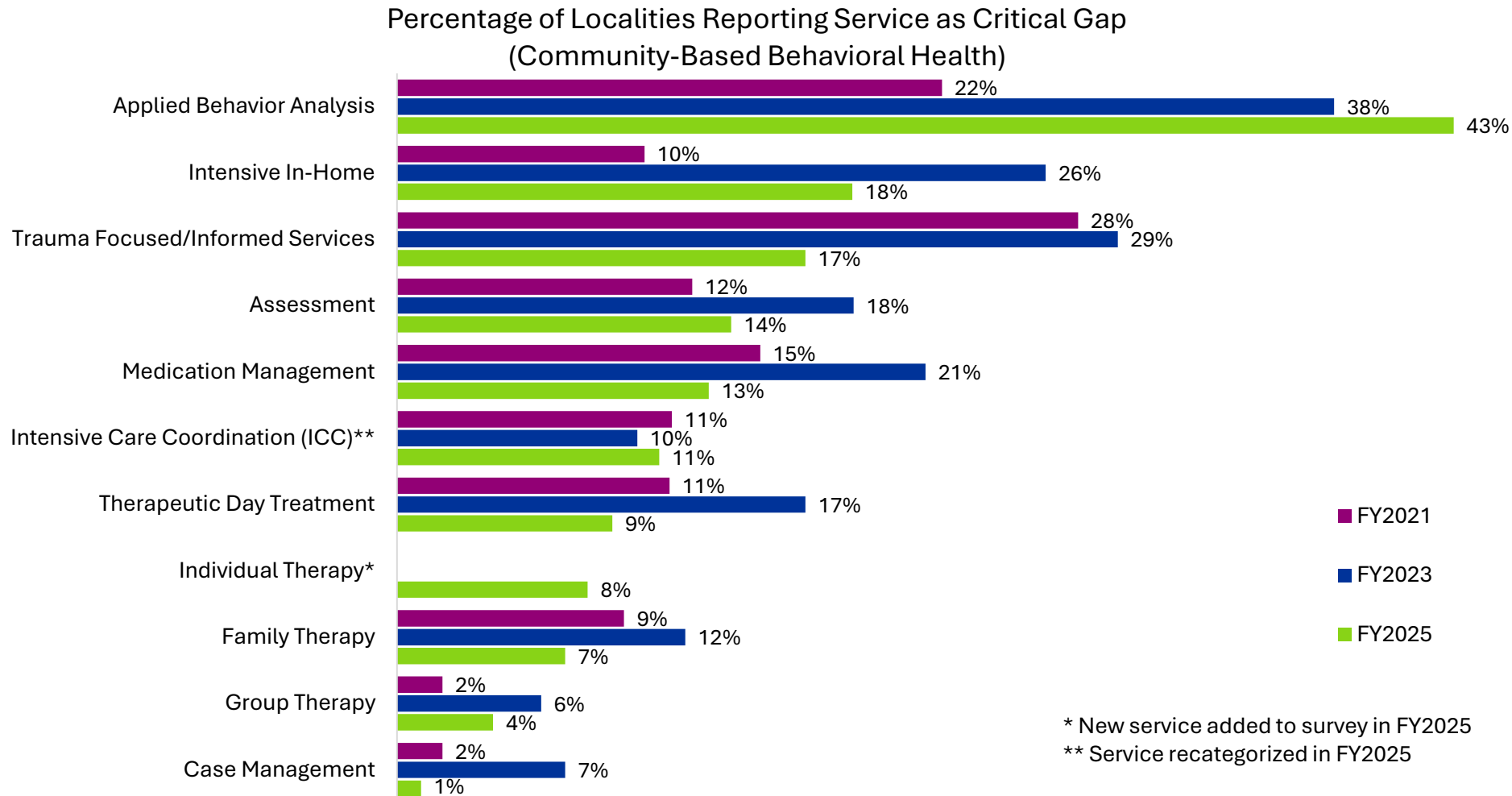
Community-Based Behavioral Health	FY2021	FY2023	FY2025
Applied Behavior Analysis	20%	22%	30%
Intensive In-Home	9%	15%	13%
Trauma Focused/Informed Services	25%	17%	12%
Assessment	11%	11%	9%
Medication Management	13%	12%	9%
Intensive Care Coordination (ICC)**	9%	5%	7%
Therapeutic Day Treatment	10%	9%	6%
Individual Therapy*	*	*	5%
Family Therapy	8%	7%	5%
Group Therapy	2%	3%	3%
Case Management	2%	4%	1%

*Individual Therapy added as a critical gap selection in FY2025

** ICC moved from Family Support to Community-Based category in FY2025. Historical percentages recalculated above using Community-Based response counts

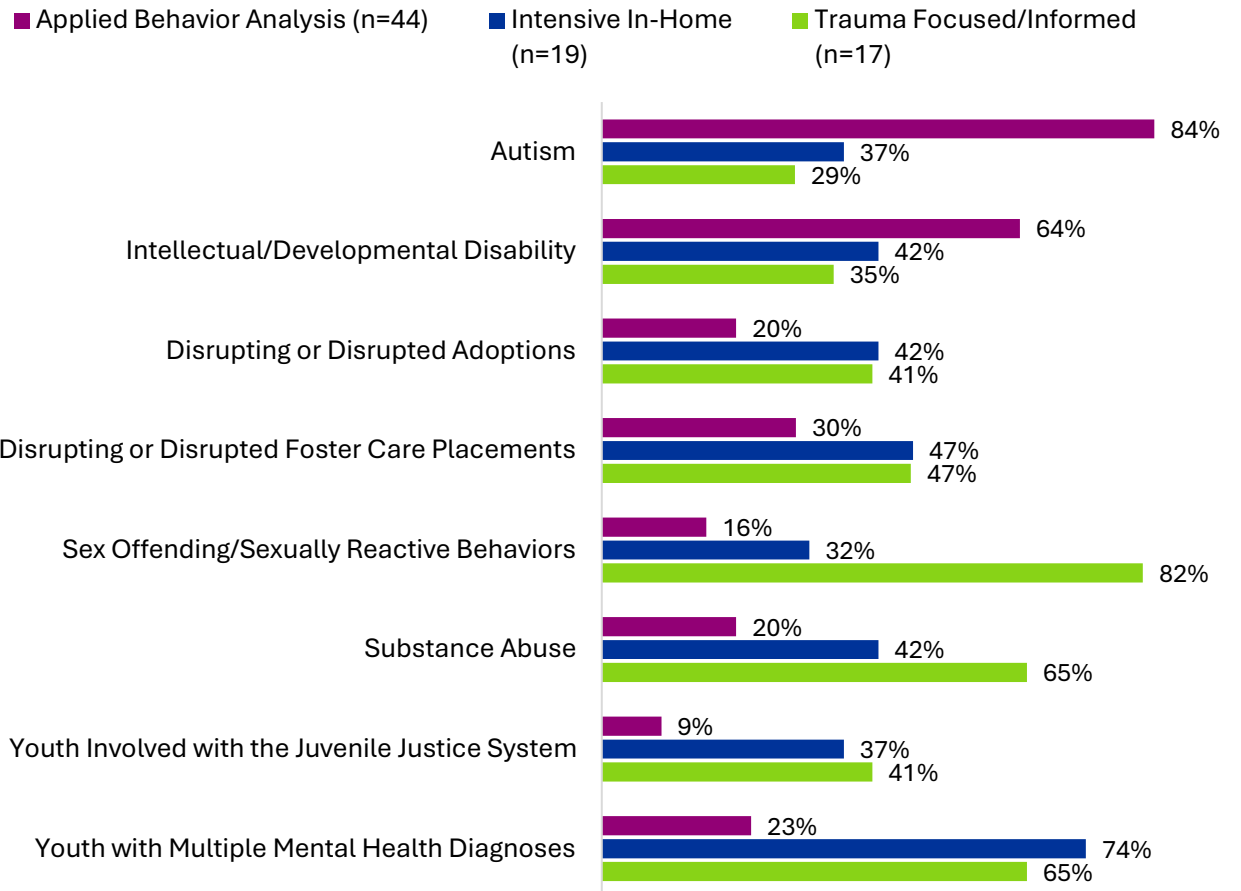
Number of Responses: 120 (FY2021); 178 (FY2023); 147 (FY2025)

Statewide: Percentage of Localities with Gap (Community-Based Behavioral Health)



Populations with Gaps in Community-Based Behavioral Health Services: Statewide

Lack of Access for Populations in Localities Reporting Top Service Gaps (Community-Based BH, FY2025)



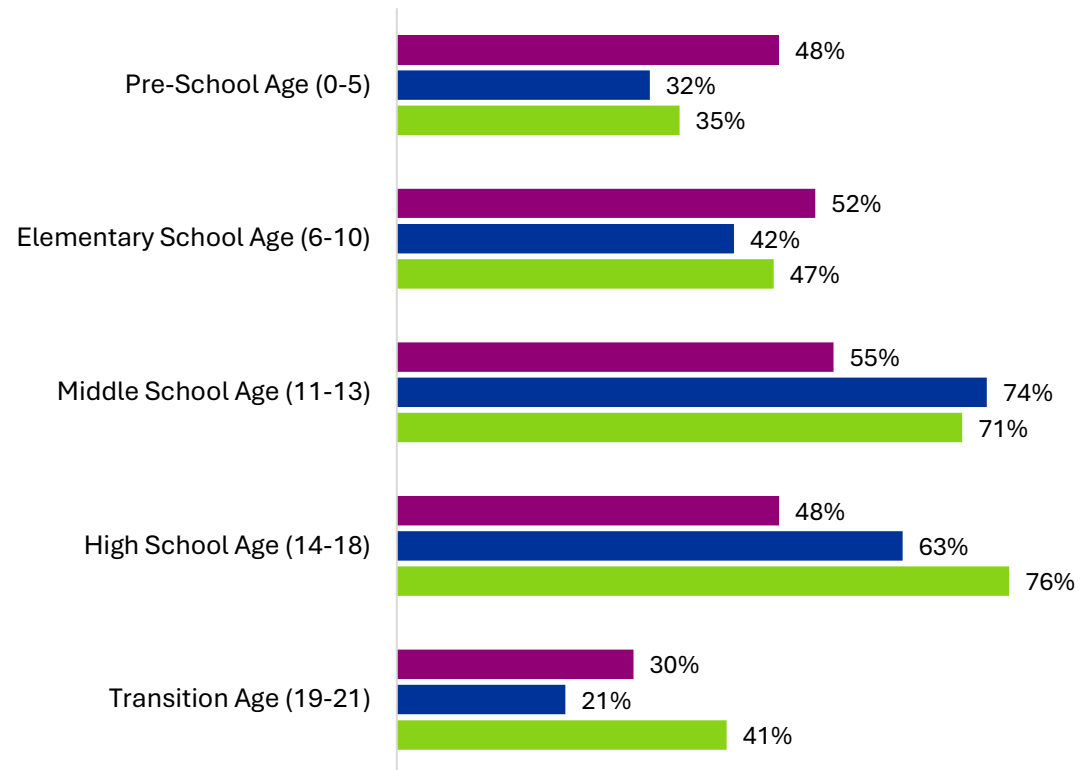
Top Three Populations with Gaps in Service Type	Percent of Responding Localities (n=78)
Autism	69%
Intellectual/Developmental Disability	56%
Youth with Multiple Mental Health Diagnoses	55%

Age Groups with Gaps in Community-Based Behavioral Health Services: Statewide

Lack of Access for Age Groups in Localities Reporting
Top Service Gaps (Community-Based BH, FY2025)

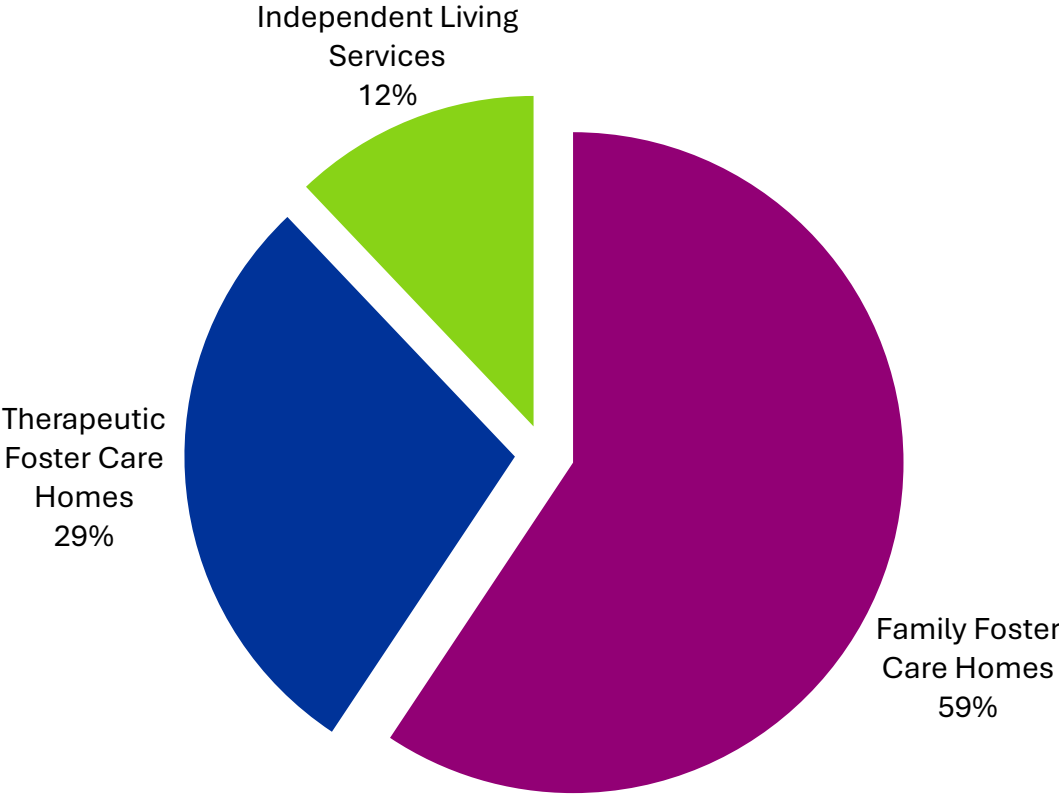
■ Applied Behavior Analysis (n=44) ■ Intensive In-Home (n=19) ■ Trauma Focused/Informed (n=17)

Top Three Age Groups with Gaps in Service Type	Percent of Responding Localities (n=78)
Middle School (11-13)	65%
High School (14-18)	64%
Elementary School (6-10)	53%



Statewide: Gaps for 2nd Top-Reported Service Type

Foster Care Services
(Responses for Service Type, FY2025)

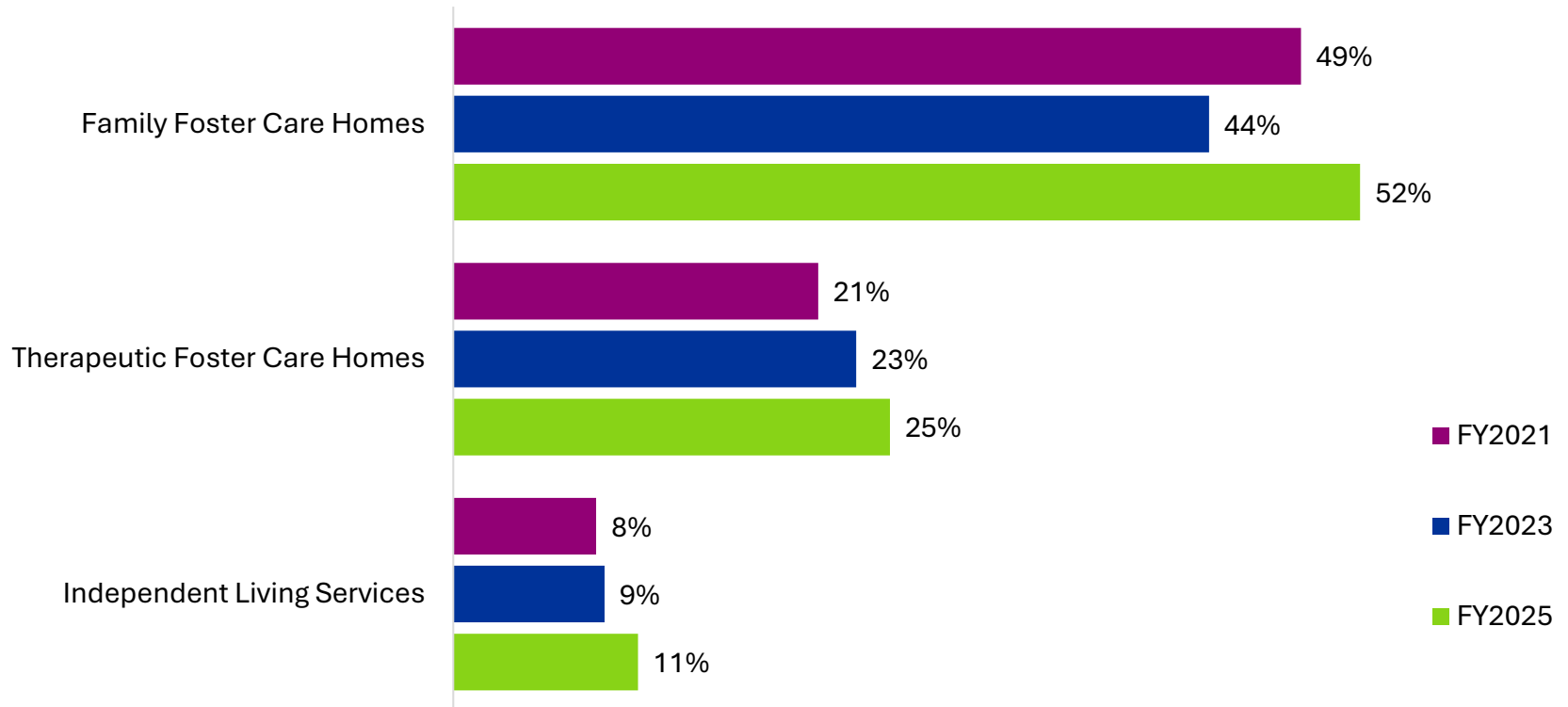


Foster Care Services	FY2021	FY2023	FY2025
Family Foster Care Homes	62%	58%	59%
Therapeutic Foster Care Homes	27%	31%	29%
Independent Living Services	11%	11%	12%

Number of Responses: 85 (FY2021); 78 (FY2023); 91 (FY2025)

Statewide: Percentage of Localities with Gap (Foster Care)

Percentage of Localities Reporting Service as Critical Gap
(Foster Care)

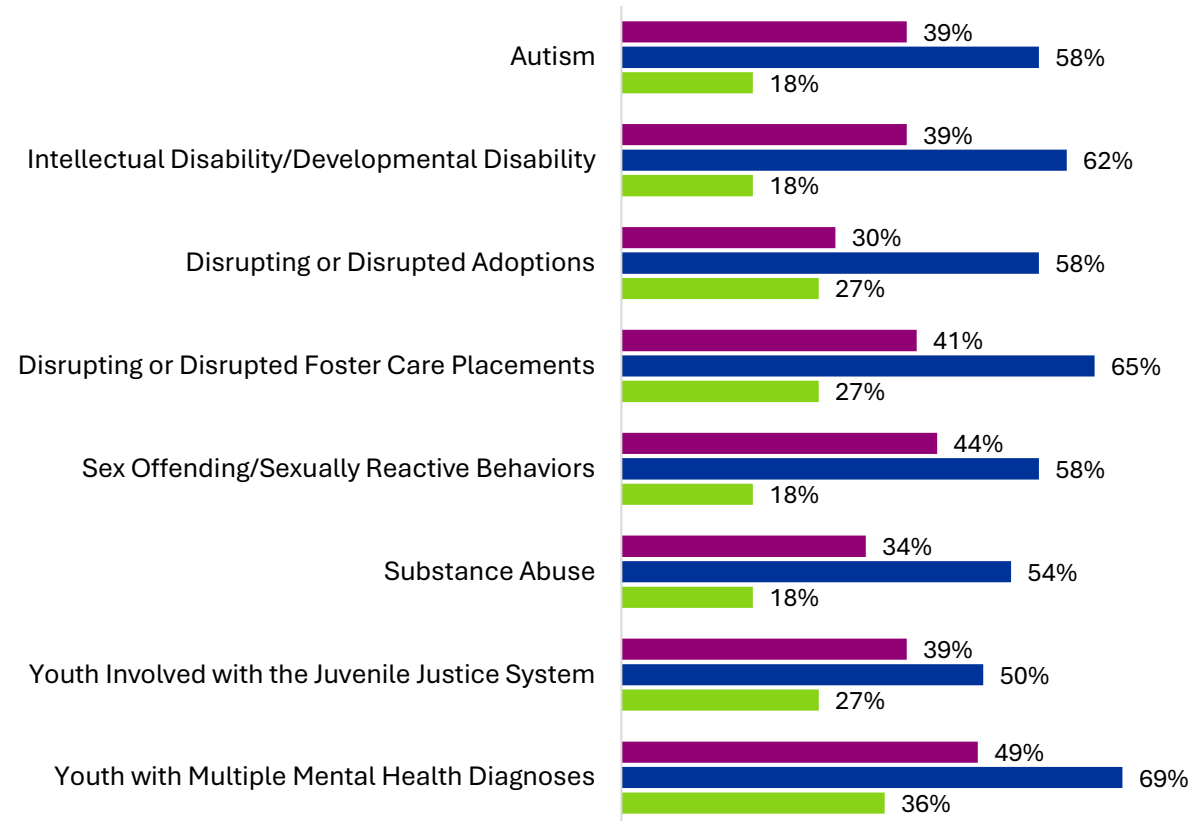


Populations with Gaps in Foster Care Services: Statewide

Lack of Access for Populations in Localities Reporting Foster Care Service Gaps

■ Family Foster Care Homes (n=54) ■ Therapeutic Foster Care Homes (n=26) ■ Independent Living (n=11)

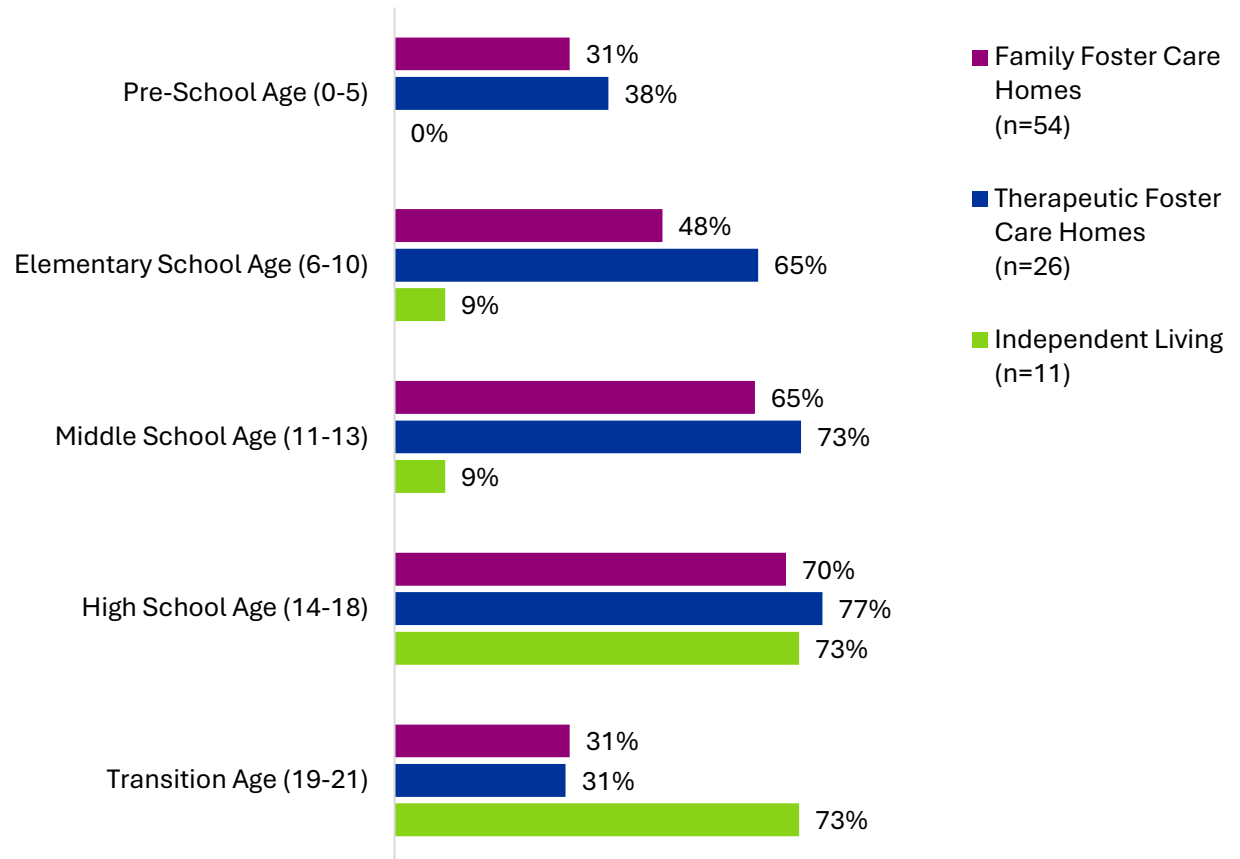
Top Three Populations with Gaps in Service Type	Percent of Responding Localities (n=70)
Youth with Multiple Mental Health Diagnoses	64%
Potentially Disrupting or Disrupted Foster Care Placements	57%
Sex Offending/Sexually Reactive Behaviors	53%



Age Groups with Gaps in Foster Care Services: Statewide

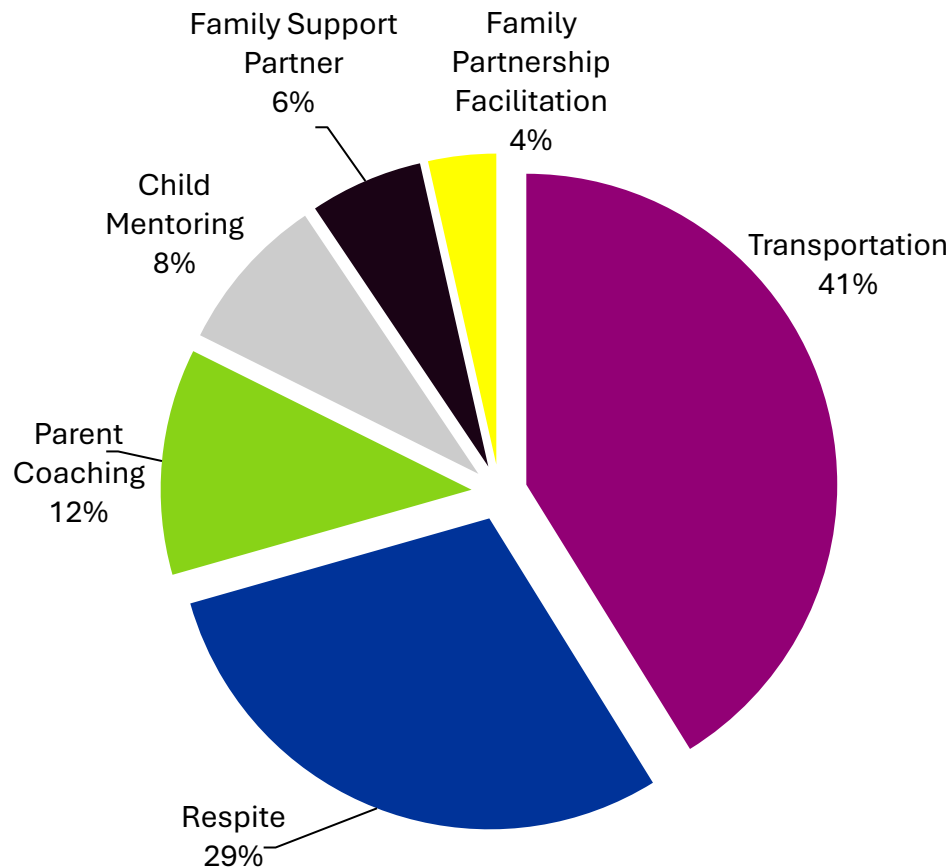
Lack of Access for Populations in Localities Reporting Foster Care Service Gaps

Top Three Age Groups with Gaps in Service Type	Percent of Responding Localities (n=70)
High School (14-18)	71%
Middle School (11-13)	64%
Elementary School (6-10)	51%



Statewide: Gaps for 3rd Top-Reported Service Type

Individual/Family Support Services
(Responses for Service Type, FY2025)

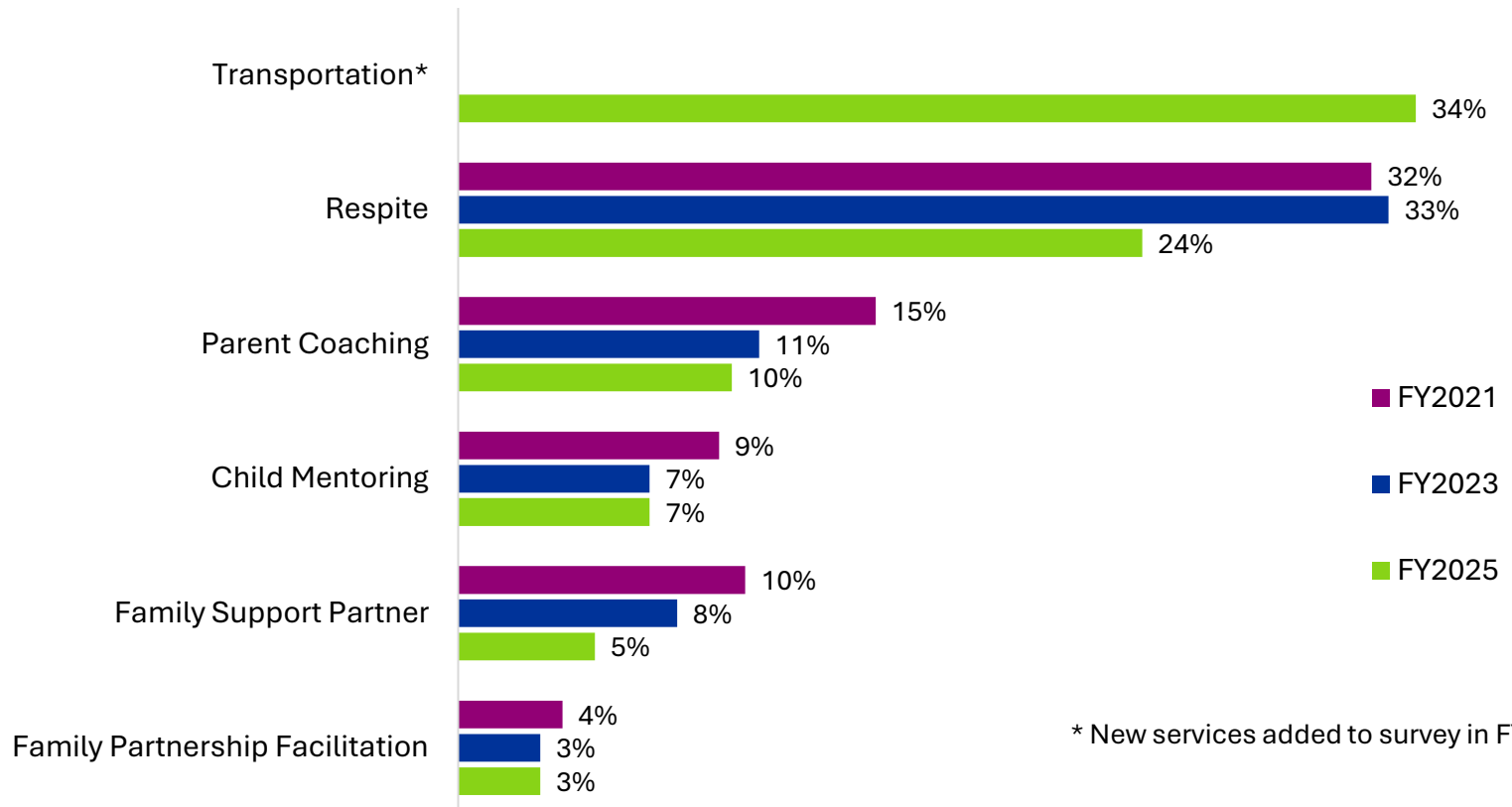


Individual/Family Support Services	FY2021	FY2023	FY2025
Transportation*	*	*	41%
Respite	43%	47%	29%
Parent Coaching	19%	15%	12%
Child Mentoring	11%	10%	8%
Family Support Partner	12%	11%	6%
Family Partnership Facilitation	3%	4%	4%

Note: Transportation added to survey for FY2025. Number of Responses: 81 (FY2021); 73 (FY2023); 85 (FY2025)

Statewide: Percentage of Localities with Gap (Individual/Family Support Services)

Percentage of Localities Reporting Service as Critical Gap
(Individual/Family Support Services)



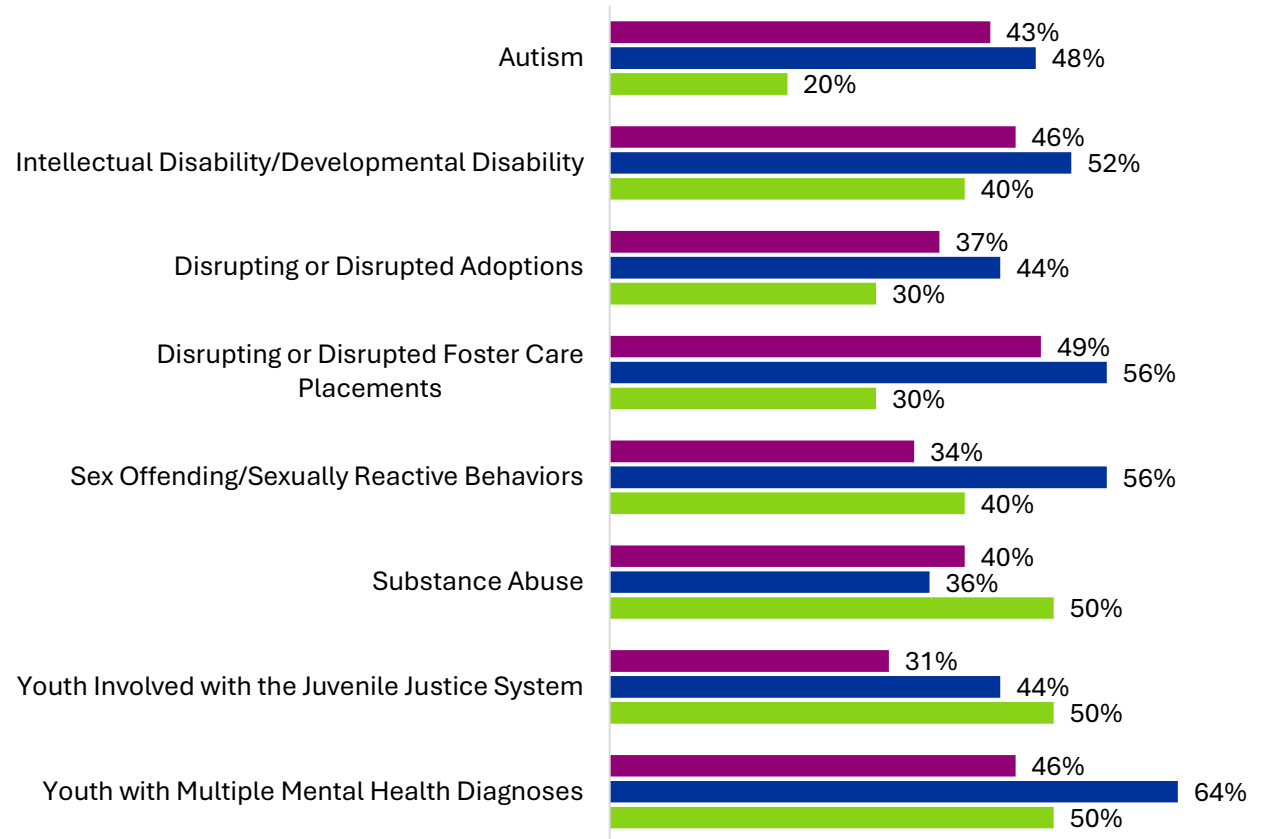
* New services added to survey in FY2025

Populations with Gaps in Individual/Family Support Services: Statewide

Lack of Access for Populations in Localities Reporting Individual/Family Support Service Gaps

■ Transportation (n=35) ■ Respite (n=25) ■ Parent Coaching (n=10)

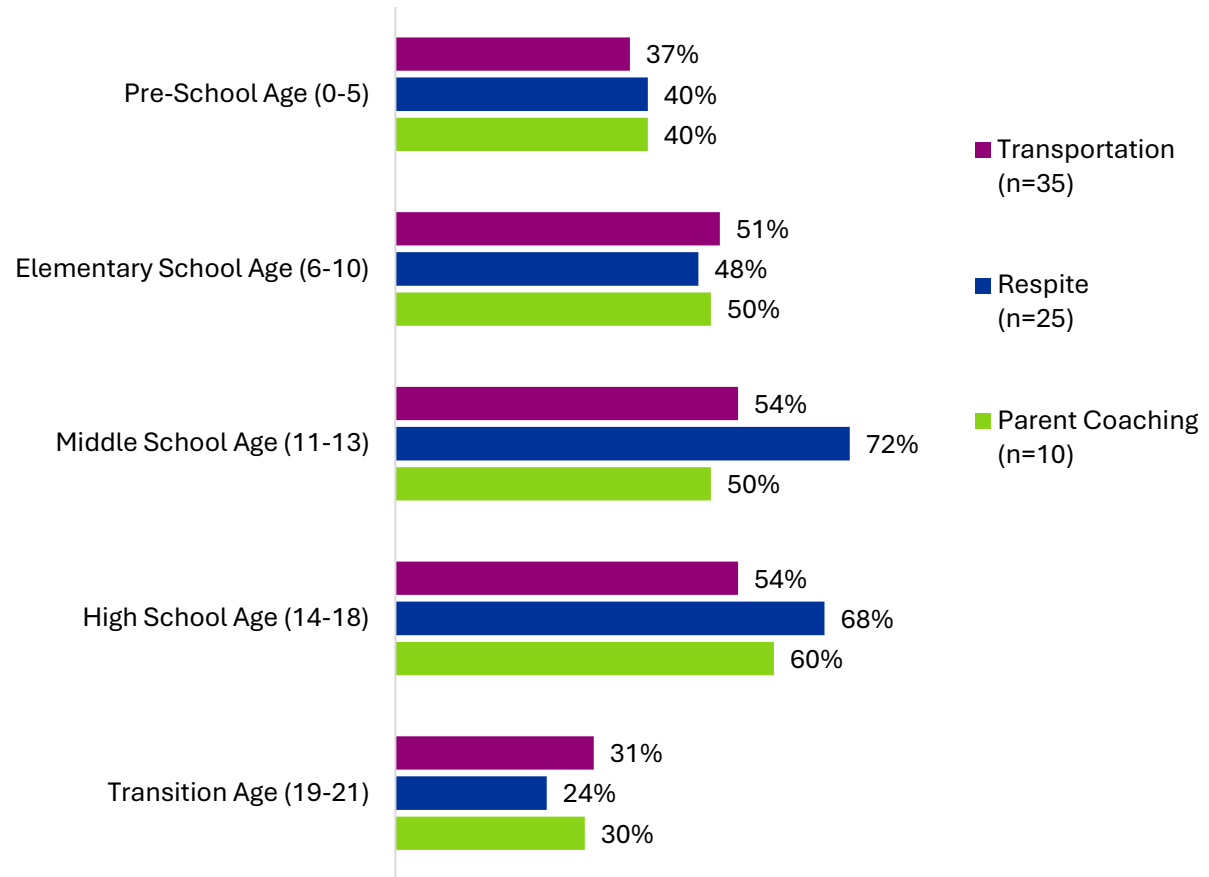
Top Three Populations with Gaps in Service Type	Percent of Responding Localities (n=58)
Youth with Multiple Mental Health Diagnoses	48%
Potentially Disrupting or Disrupted Foster Care Placements	47%
Intellectual Disability/Developmental Disability	45%



Age Groups with Gaps in Individual/Family Support Services: Statewide

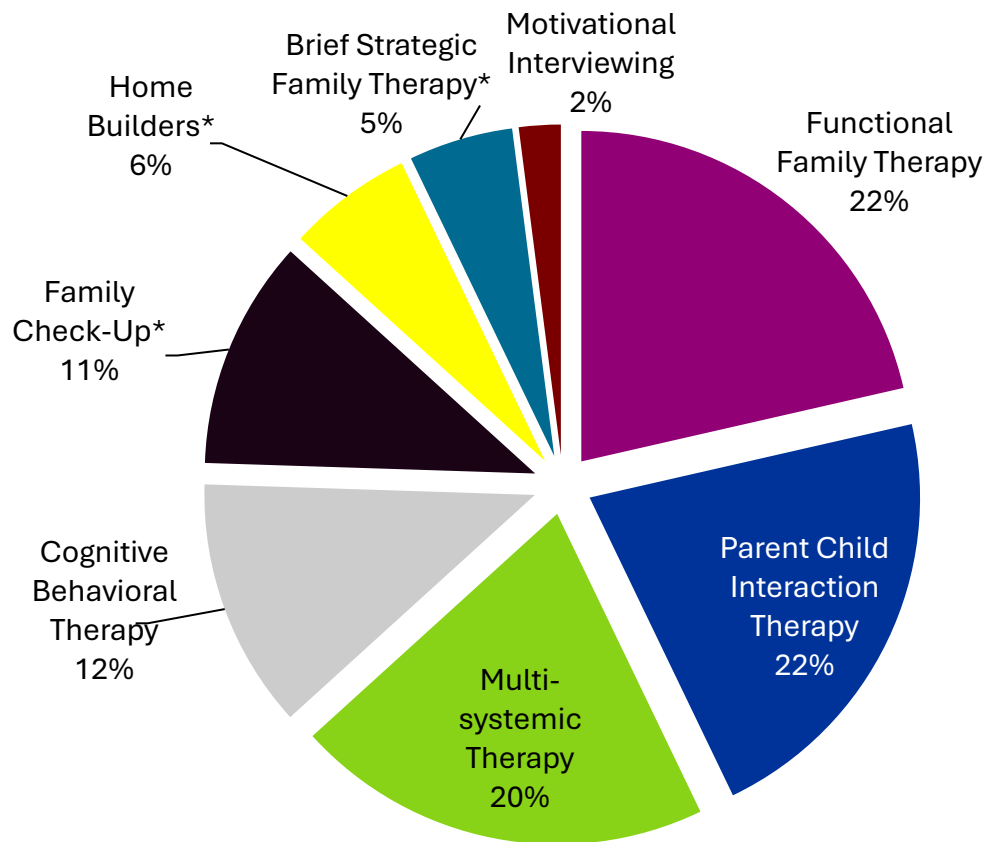
Lack of Access for Populations in Localities Reporting Individual/Family Support Service Gaps

Top Three Age Groups with Gaps in Service Type	Percent of Responding Localities (n=58)
Middle School (11-13)	57%
High School (14-18)	57%
Elementary School (6-10)	47%



Statewide: Service Gaps for 4th Top-Reported Service Type

Evidence-Based Behavioral Health
(Responses for Service Type, FY2025)

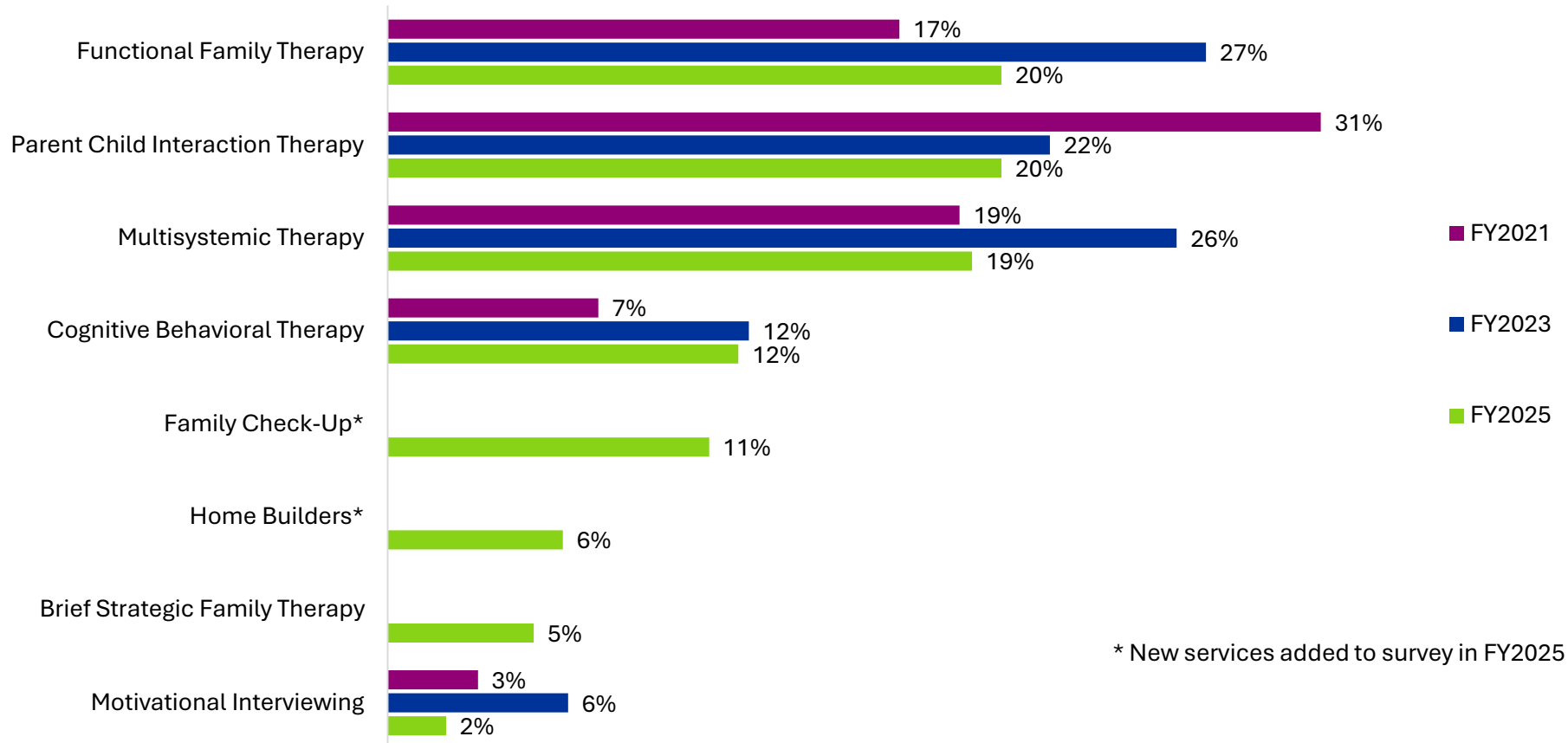


Evidence-Based Behavioral Health	FY2021	FY2023	FY2025
Functional Family Therapy	22%	29%	21%
Parent Child Interaction Therapy	40%	24%	21%
Multisystemic Therapy	25%	28%	20%
Cognitive Behavioral Therapy	10%	13%	12%
Family Check-Up*	*	*	11%
Home Builders*	*	*	6%
Brief Strategic Family Therapy*	*	*	5%
Motivational Interviewing	3%	6%	2%

*Additional services added to choose as critical gaps in FY2025
Number of Responses: 83 (FY2021); 96 (FY2023); 98 (FY2025)

Statewide: Percentage of Localities with Gap (Evidence-Based Behavioral Health)

Percentage of Localities Reporting Service as Critical Gap
(Evidence-Based Behavioral Health)

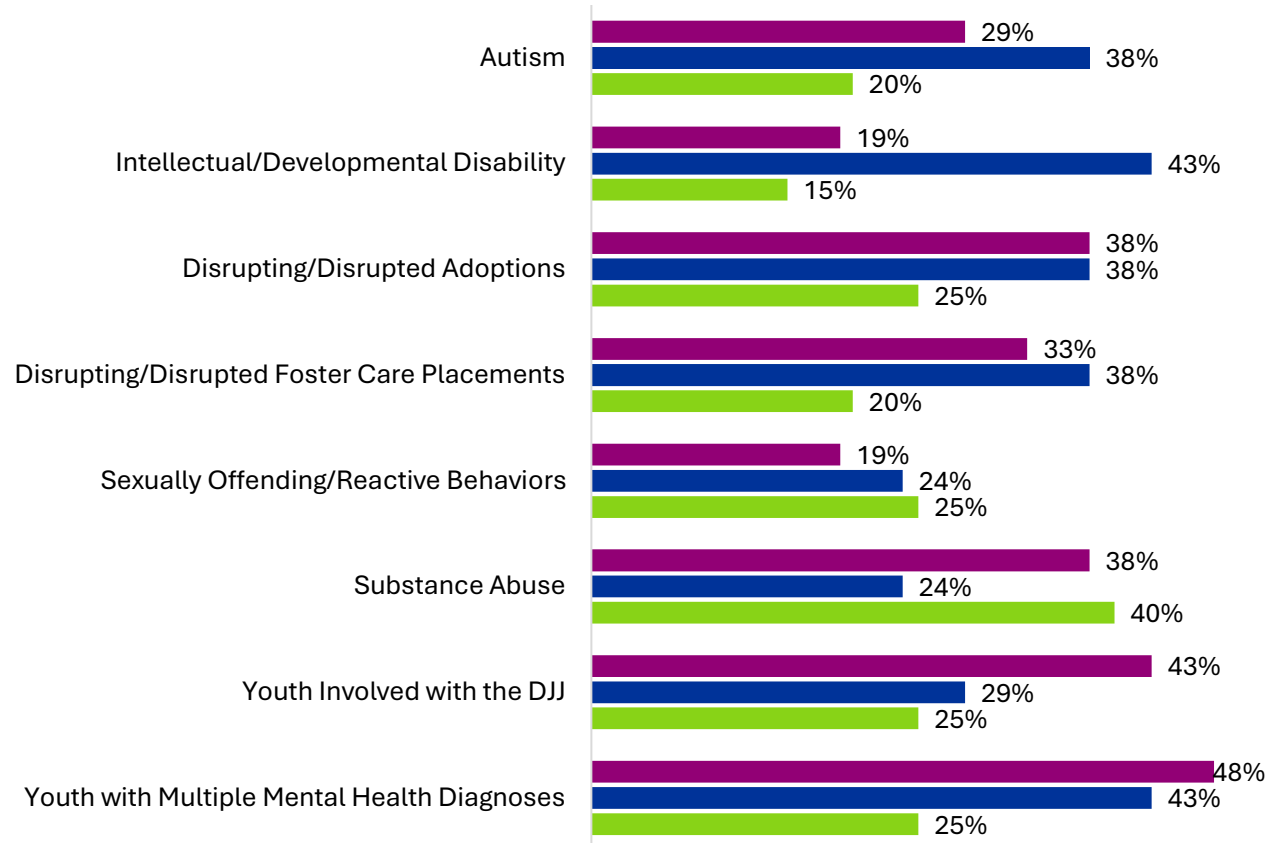


Populations with Gaps in Evidence-Based Behavioral Health Services: Statewide

Lack of Access for Populations in Localities Reporting
Top Service Gaps (Evidence-Based Behavioral Health)

■ Functional Family Therapy (n=21) ■ Parent Child Interaction Therapy (n=21) ■ Multisystemic Therapy (n=20)

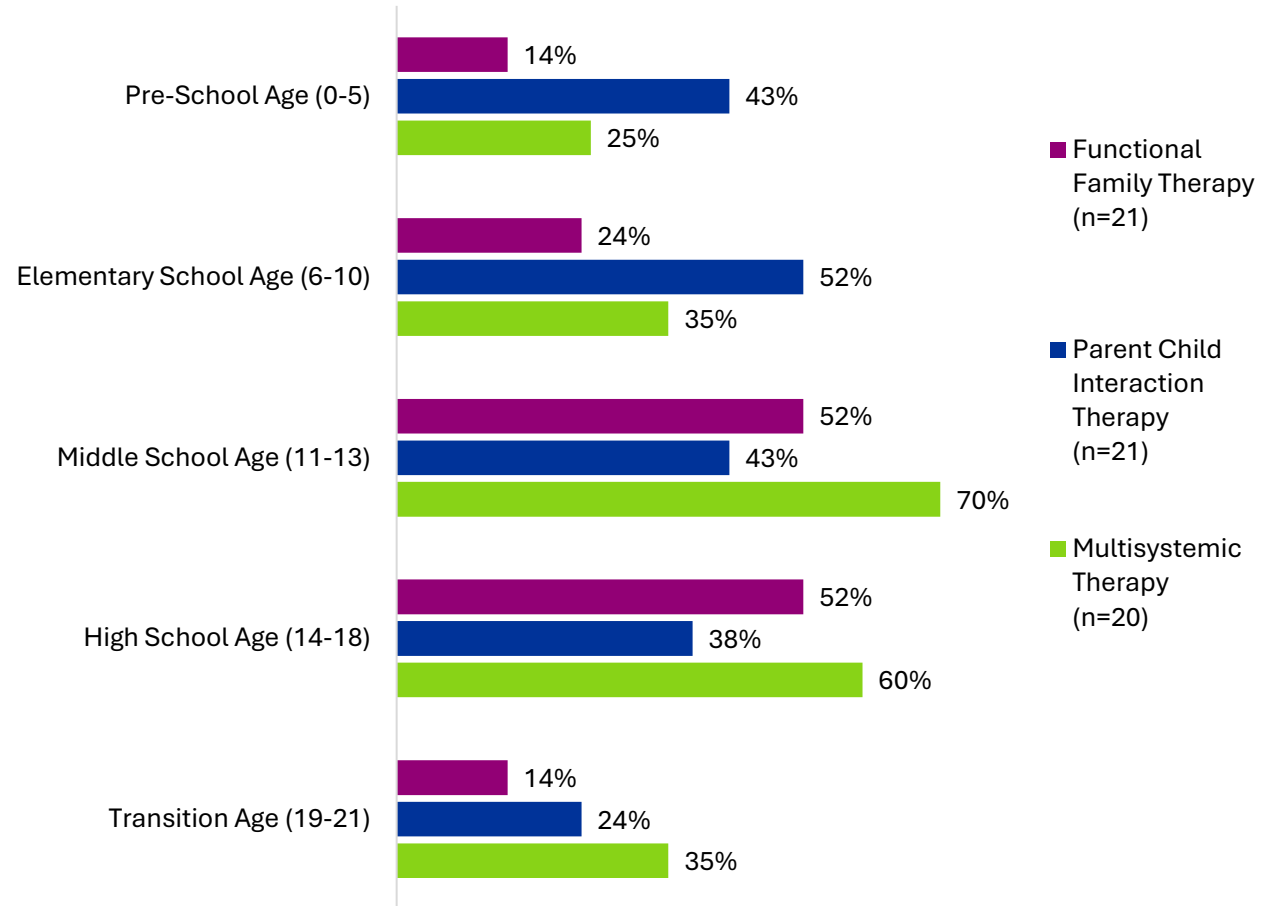
Top Three Populations with Gaps in Service Type	Percent of Responding Localities (n=52)
Youth with Multiple Mental Health Diagnoses	52%
Youth Involved with the Juvenile Justice System	37%
Substance Abuse	35%



Age Groups with Gaps in Evidence-Based Behavioral Health Services: Statewide

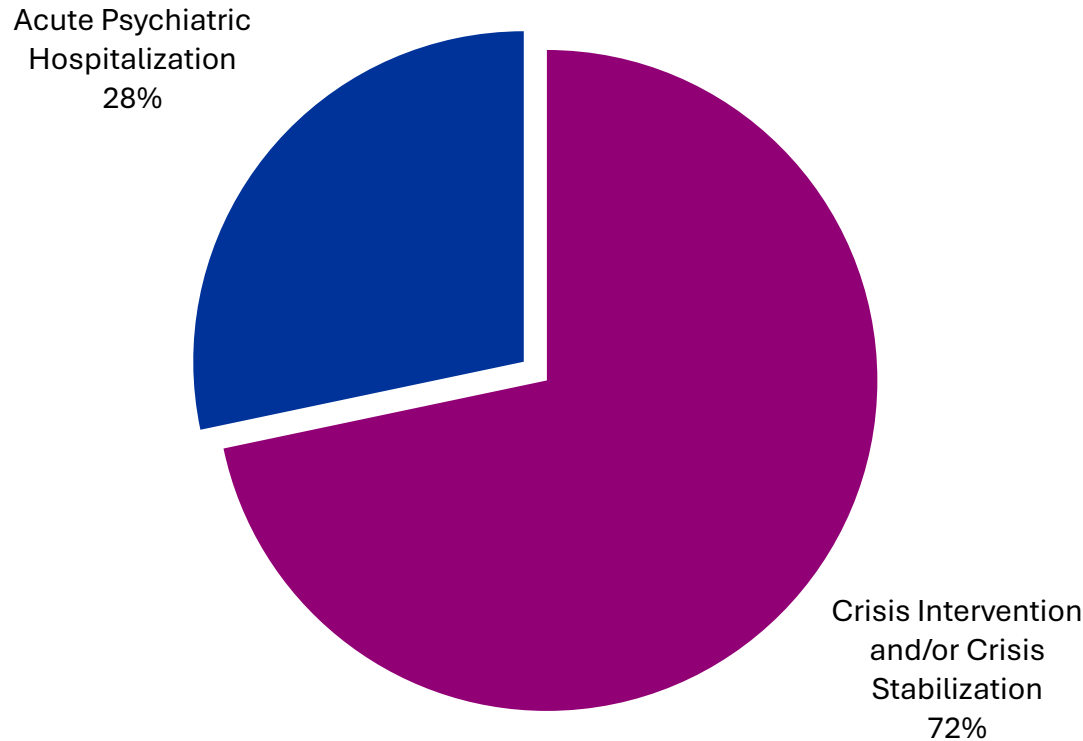
Lack of Access for Populations in Localities Reporting Top Service Gaps (Evidence-Based Behavioral Health)

Top Three Age Groups with Gaps in Service Type	Percent of Responding Localities (n=52)
Middle School (11-13)	60%
High School (14-18)	60%
Elementary School (6-10)	48%



Statewide: Gaps for 5th Top-Reported Service Type

Crisis Services
(Responses for Service Type, FY2025)

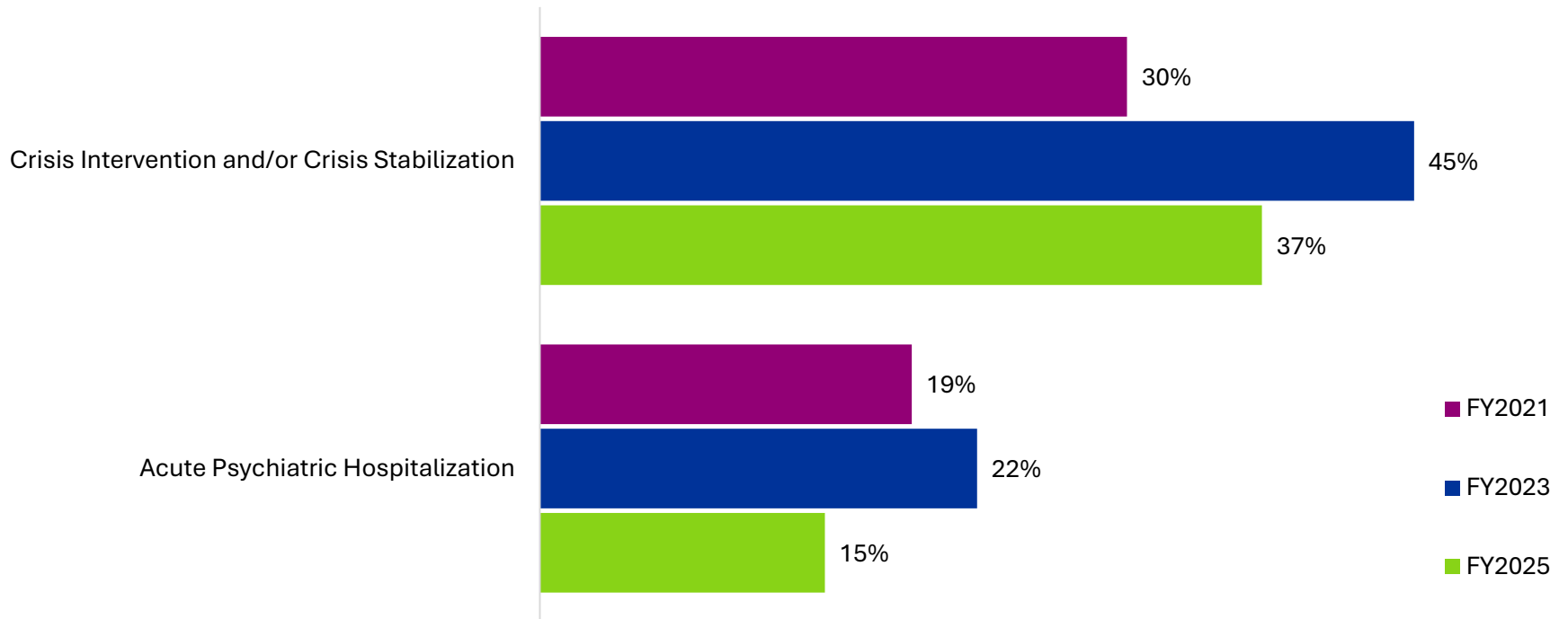


Crisis Services	FY2021	FY2023	FY2025
Crisis Intervention and/or Crisis Stabilization	62%	67%	72%
Acute Psychiatric Hospitalization	38%	33%	28%

Number of Responses: 52 (FY2021); 69 (FY2023), 53 (FY2025)

Statewide: Percentage of Localities with Gap (Crisis)

Percentage of Localities Reporting Service as Critical Gap
(Crisis)

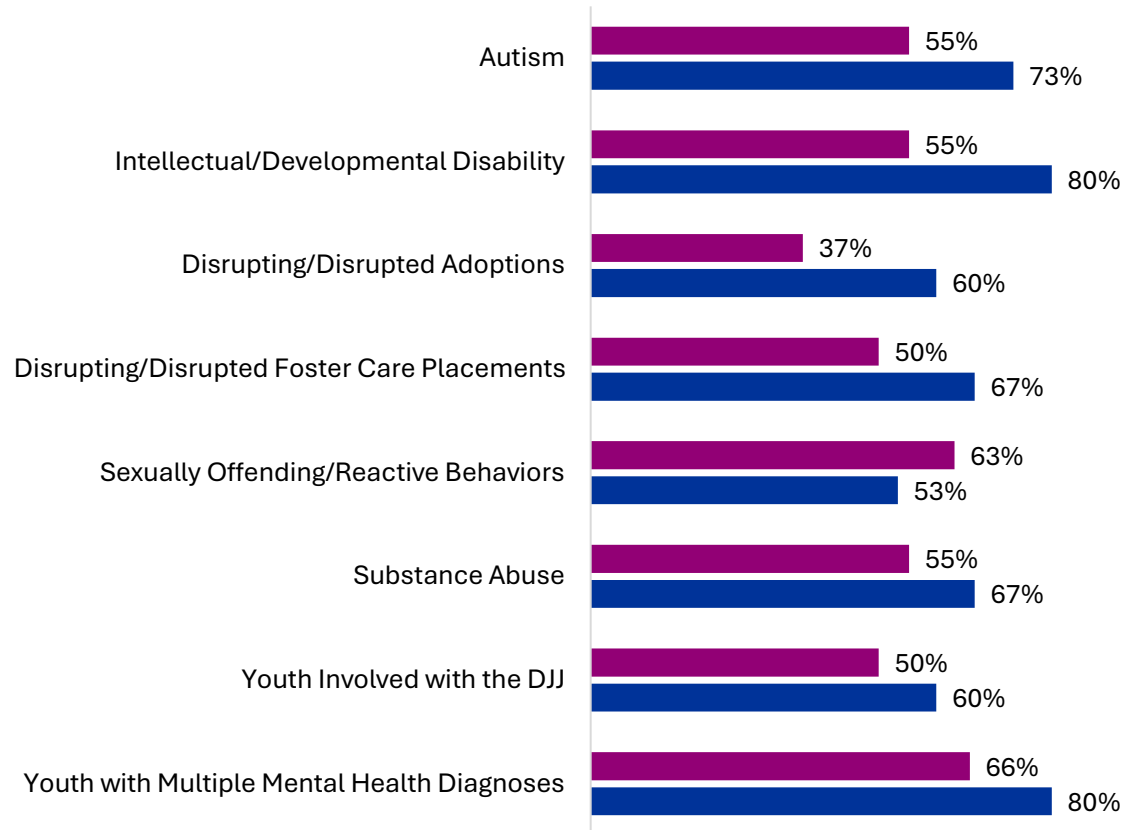


Populations with Gaps in Crisis Services: Statewide

Lack of Access for Populations in Localities Reporting Crisis Service Gaps (FY2025)

■ Crisis Intervention and/or Stabilization (n=38) ■ Acute Psychiatric Hospitalization (n=15)

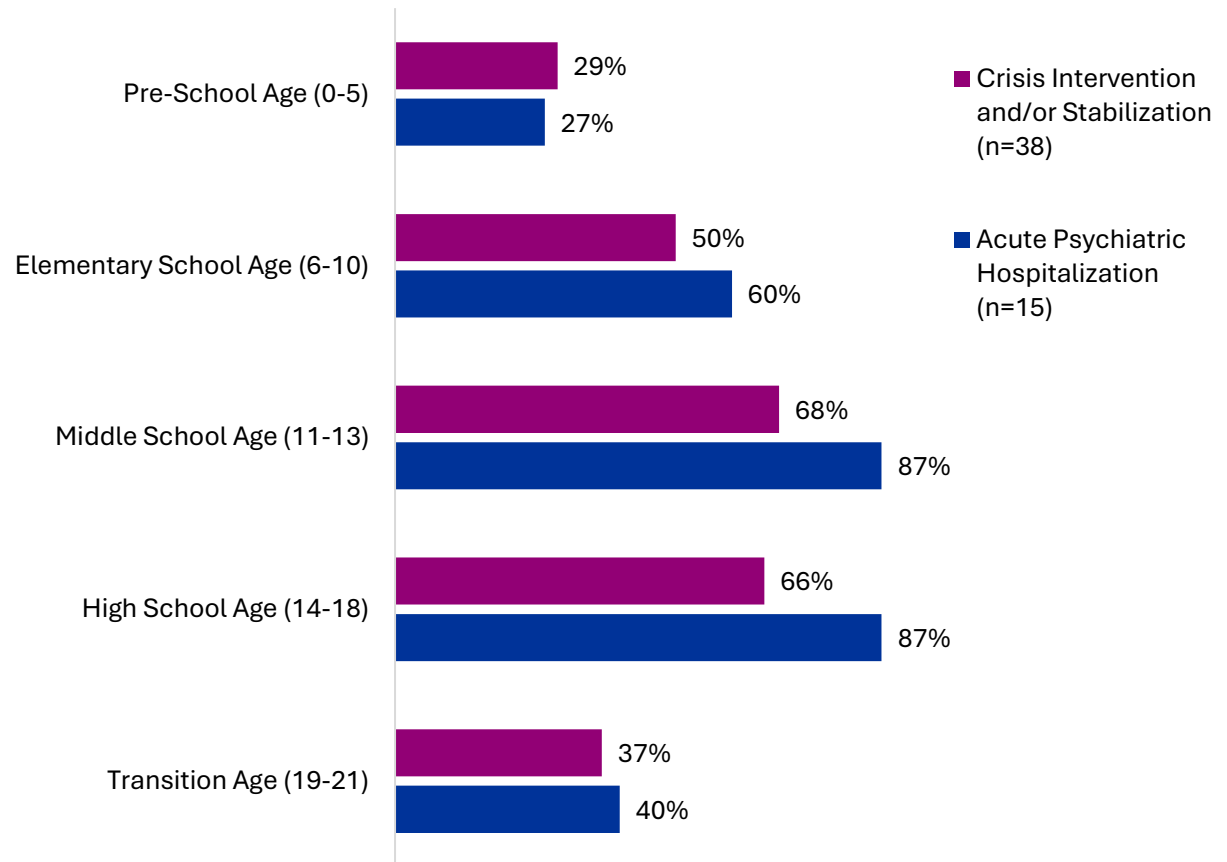
Top Three Populations with Gaps in Service Type	Percent of Responding Localities (n=46)
Youth with Multiple Mental Health Diagnoses	67%
Sex Offending/Sexually Reactive Behaviors	61%
Autism	59%
Intellectual Disability/Developmental Disability	59%



Age Groups with Gaps in Crisis Services: Statewide

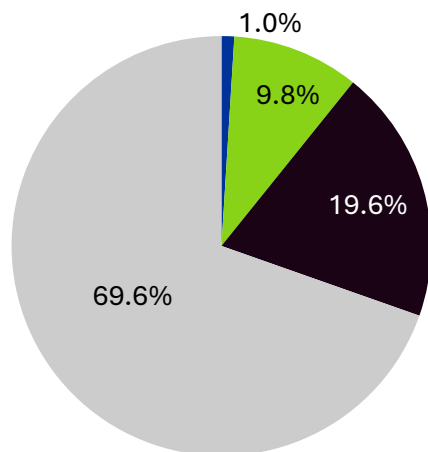
Lack of Access for Populations in Localities Reporting Crisis Service Gaps

Top Three Age Groups with Gaps in Service Type	Percent of Responding Localities (n=46)
Middle School (11-13)	72%
High School (14-18)	70%
Elementary School (6-10)	50%



Impact of Barrier on the Ability to Develop Services: "Provider Availability"

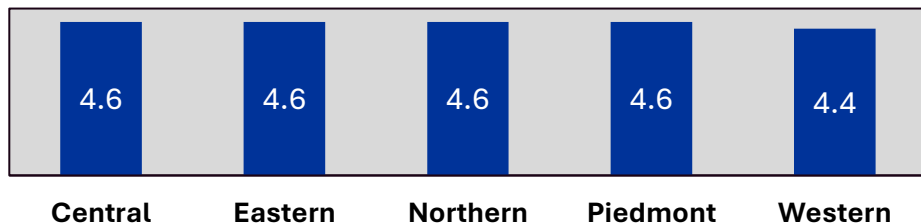
Indicate the level of impact Provider Availability had on your community's ability to develop the services that you have identified:



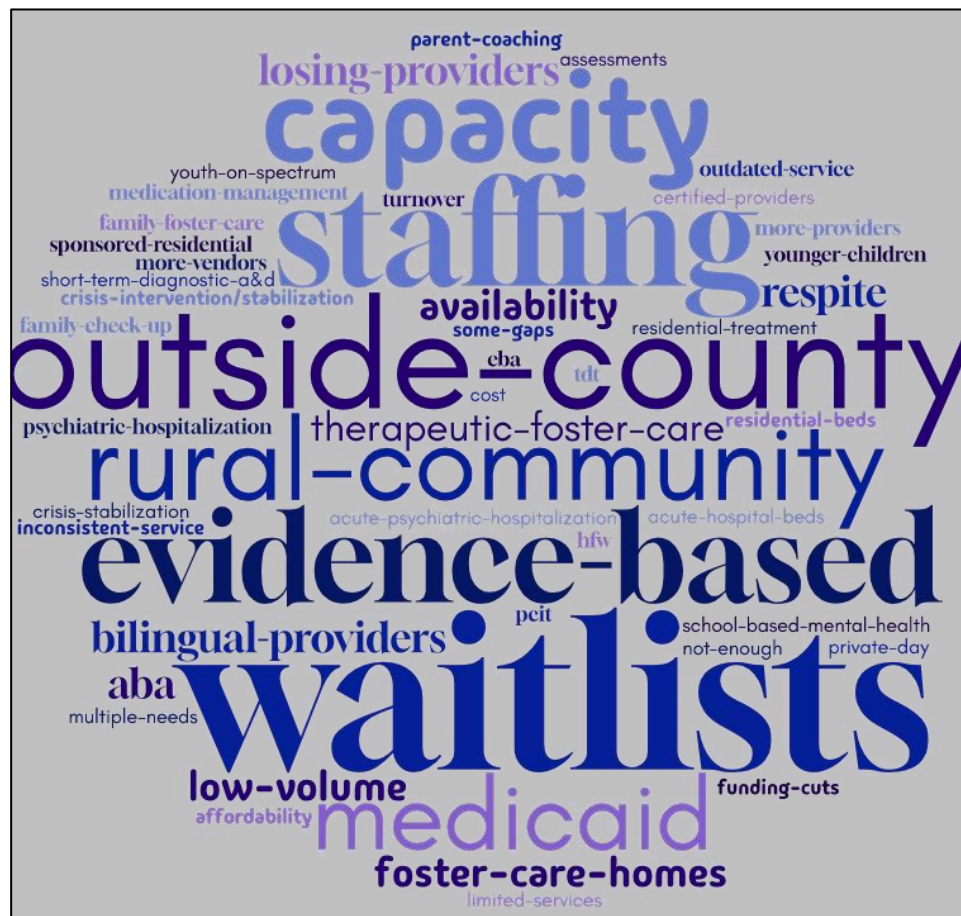
Statewide
Average:
4.6

1 - "Not At All" 2 3 4 5 - "A Great Deal"

Average Ratings, by Region

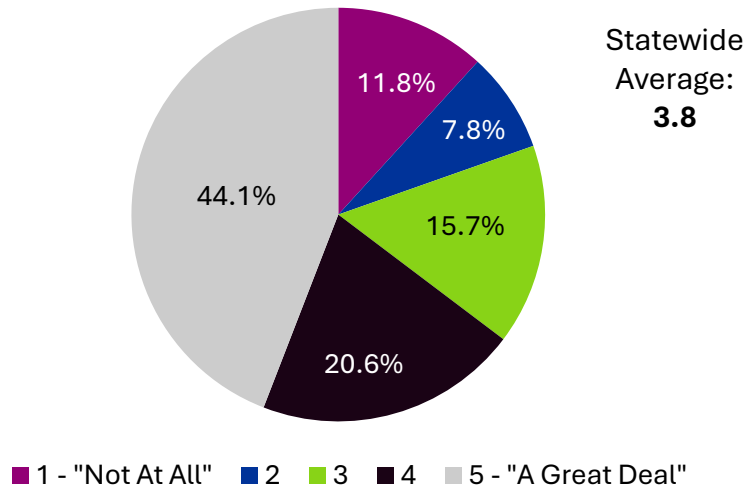


Survey Comments About Barrier:

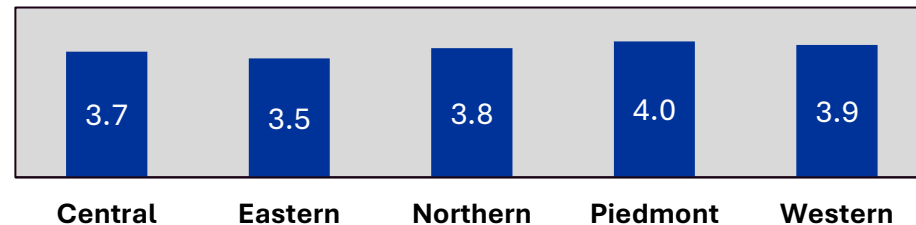


Impact of Barrier on the Ability to Develop Services: "Lack of Transportation"

Indicate the level of impact the Lack of Transportation had on your community's ability to develop the services that you have identified:



Average Ratings, by Region

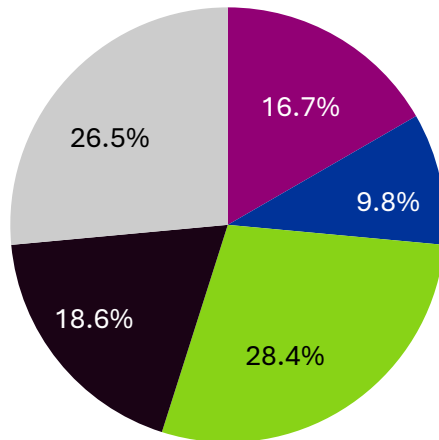


Survey Comments About Barrier:



Impact of Barrier on the Ability to Develop Services: "Lack of Funding"

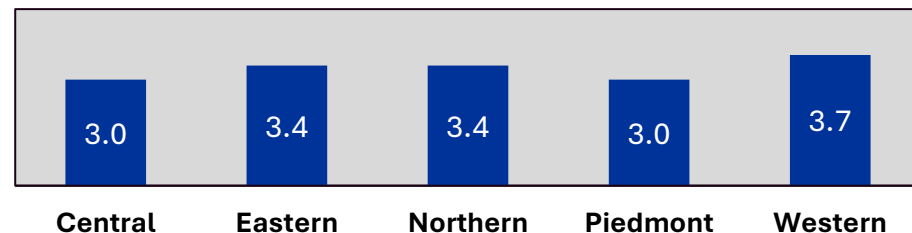
Indicate the level of impact the Lack of Funding had on your community's ability to develop the services that you have identified:



1 - "Not At All" 2 3 4 5 - "A Great Deal"

Statewide
Average:
3.3

Average Ratings, by Region

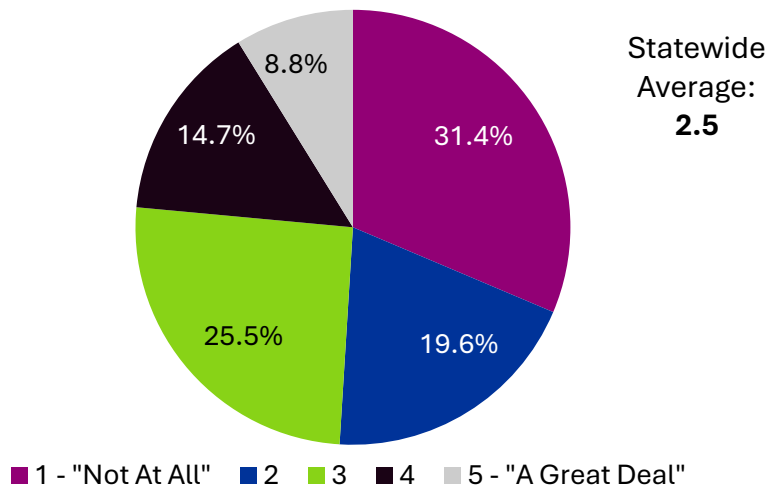


Survey Comments About Barrier:

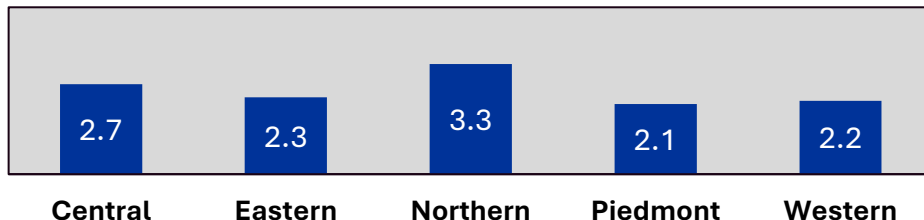


Impact of Barrier on the Ability to Develop Services: "Need For Collaboration and Consensus"

Indicate the level of impact the Need For Collaboration and Consensus had on your community's ability to develop the services that you have identified:



Average Ratings, by Region

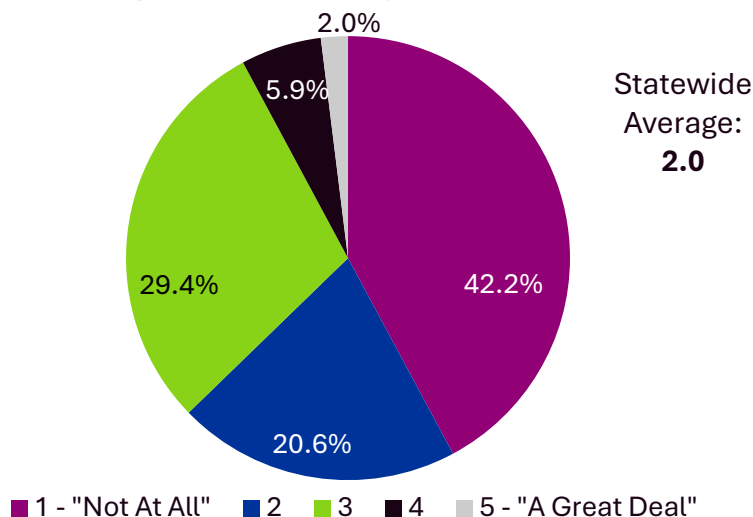


Survey Comments About Barrier:

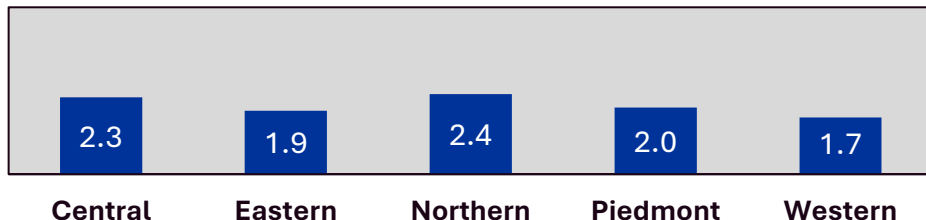


Impact of Barrier on the Ability to Develop Services: “Need for More Information and Data”

Indicate the level of impact the Need for More Information and Data had on your community's ability to develop the services that you have identified:



Average Ratings, by Region

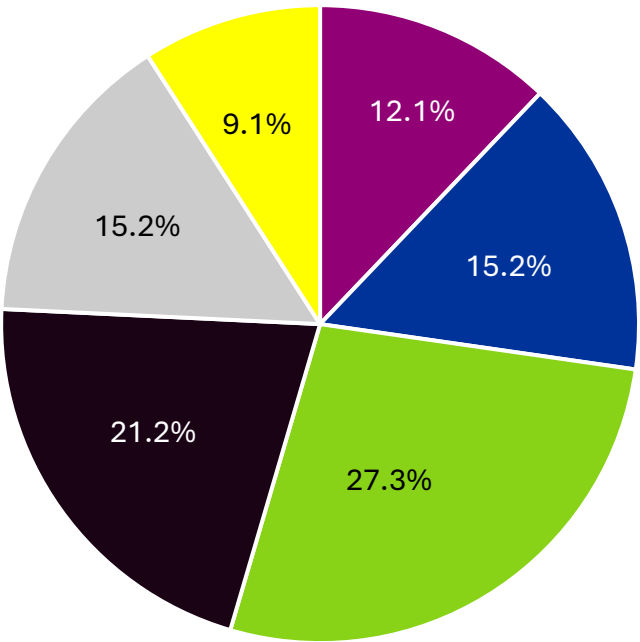


Survey Comments About Barrier:

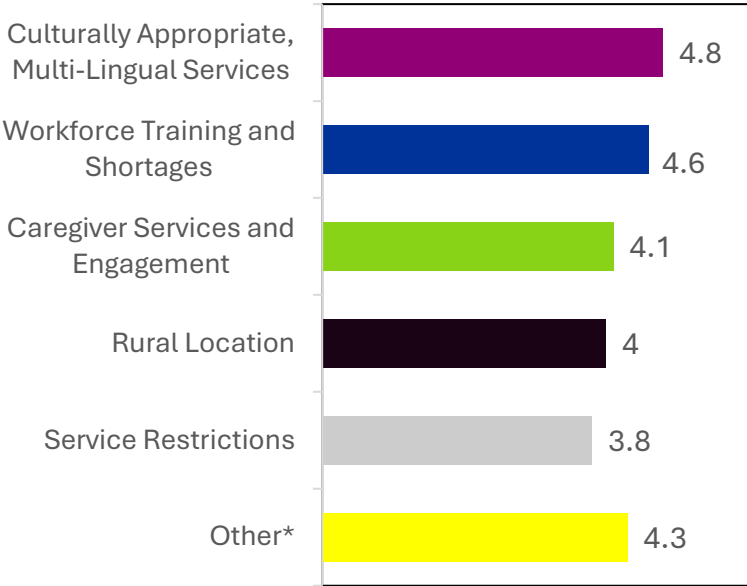
more-data-helpful
needs-to-be-updated
tracking-ur-case-data
vendor-analysis
currently-well-informed
not-main-cause-of-gaps
diversity-tracking
more-locality-driven-data
more-kinship-families-data
no-means-to-implement-plans
prtf-denials-and-acceptance-data
completed-strategic-plan-workshop
better-visibility-on-available-services
foster-care-cost-analysis-tfc-vs-family-foster-homes
finishing-2025-community-needs-assessment-report
more-behavioral-school-system-data
more-data-informed-decision-making
incorrect-data
no-providers
a-lot-of-data
waitlists
beneficial
opportunities-to-expand-use
fidelity-analysis
informing-stakeholders
want-real-time-analysis
service-access-needed
dashboard-is-helpful
inconsistent-meetings
needs-to-be-clearer
no-detail-gathered
not-enough-funds

Impact of Barrier on the Ability to Develop Services: “Other Barriers”

Prevalence Among “Other Barriers” Responses



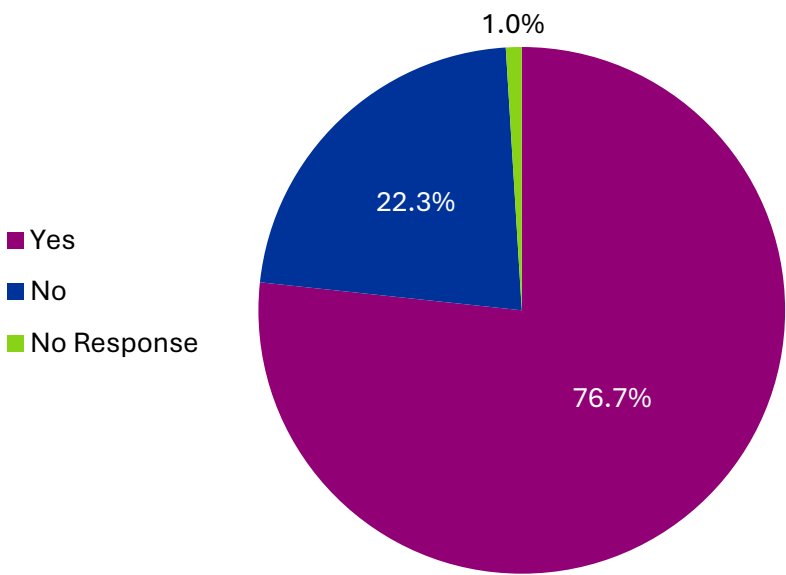
Average rating of impact the Other Barriers had on developing needed services:



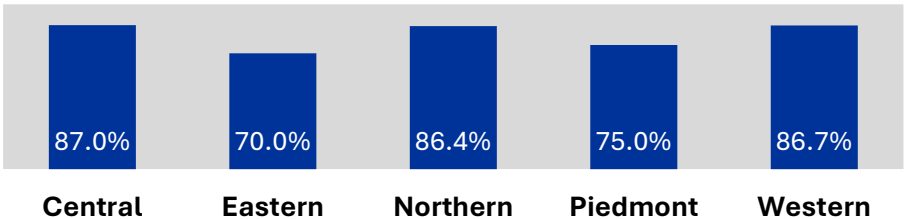
1=“Not at all” 5=“A great deal”

Note: 33 “Other Barriers” were offered by 28 localities
 * Other responses not categorized included undocumented youth, a needed central case management system, and underequipped providers for the needs of youth served

Has your locality initiated actions over the past year to address the perceived service barriers?



Percentage of Localities that Responded "Yes"



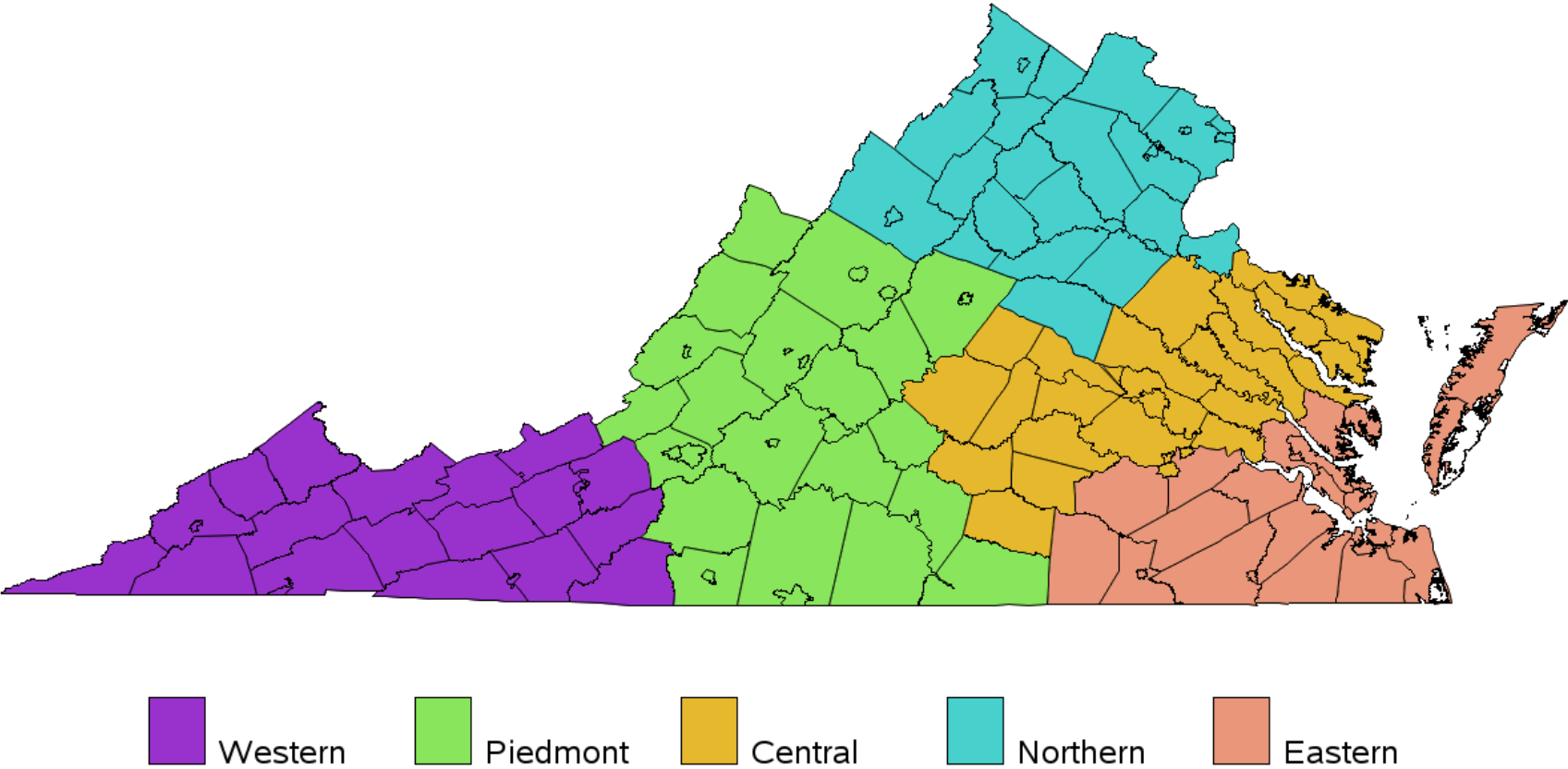
Conclusions

- Community-Based Behavioral Services were the most prevalent gap statewide, and in three out of five regions.
- Family Foster Care Homes were selected as the overall top service gap this year and for FY2021. It was the second most frequently selected service gap for FY2023.
- Family Foster Care Homes were the first or second most selected service gap for all regions. Crisis Intervention/Stabilization and Applied Behavior Analysis were in the top three most selected gaps for three of the five regions.
- Youth with Multiple Mental Health Diagnoses was the top population affected by at least one service gap statewide (identified by 80 localities, or 78%), and in four out of five regions (second most selected in the fifth region). This population was also the top one identified in the FY2021 survey.
- Autism was the second most frequently selected population statewide (73% of respondents) and was in the top three of populations selected by all five regions.

Conclusions (continued)

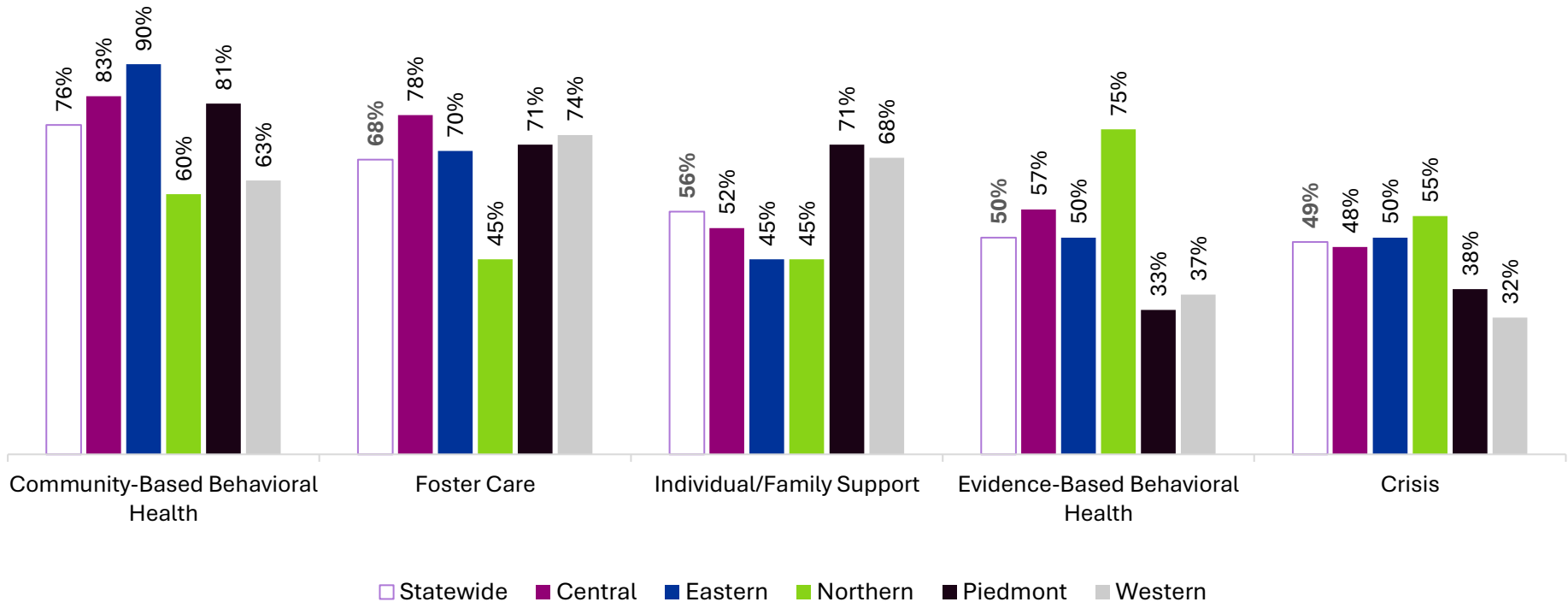
- High School Age children (14 – 18) were the age group selected most often statewide for the last three full surveys (FY2021, FY2023 and FY2025). It was the most frequently selected for Central and Eastern regions, and the second most frequently selected for Northern, Piedmont and Western regions (who selected Middle School Age most frequently).
- Barriers that impacted localities' ability to develop services were ranked in the same order of effect this year as the rankings in the FY2023 survey: Provider Availability, Lack of Transportation, Lack of Funding, Need for Collaboration and Consensus, and Need More information and Data (rated highest to lowest).
- Seventy-seven percent of localities initiated actions over the past year to address these perceived barriers, slightly lower than the 81% value in FY2023. Most actions involved outreach to and engagement of providers and community partners.

Regional Boundaries



Top Five Service Types (Statewide), by Region

Percentage of Localities with Gaps, by Service Type & Region

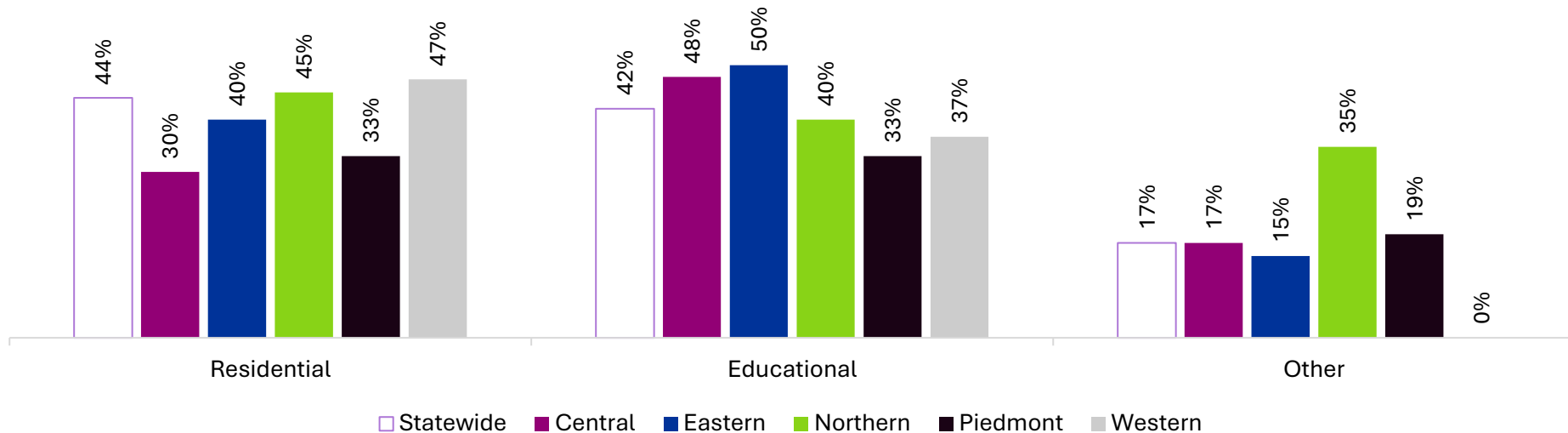


Note: If a locality selected at least one critical service gap within the service type groups displayed above, they were counted for this measure. The number of responding localities represents the count of localities that submitted survey responses; bar chart values represent the percentage of responding localities with a critical gap identified for that service type.

Number of Responding Localities: 103 (Statewide); 23 (Central); 20 (Eastern); 20 (Northern); 21 (Piedmont); 19 (Western)

Remaining Service Types (Statewide), by Region

Percentage of Responding Localities with Identified Gaps, by Service Type & Region



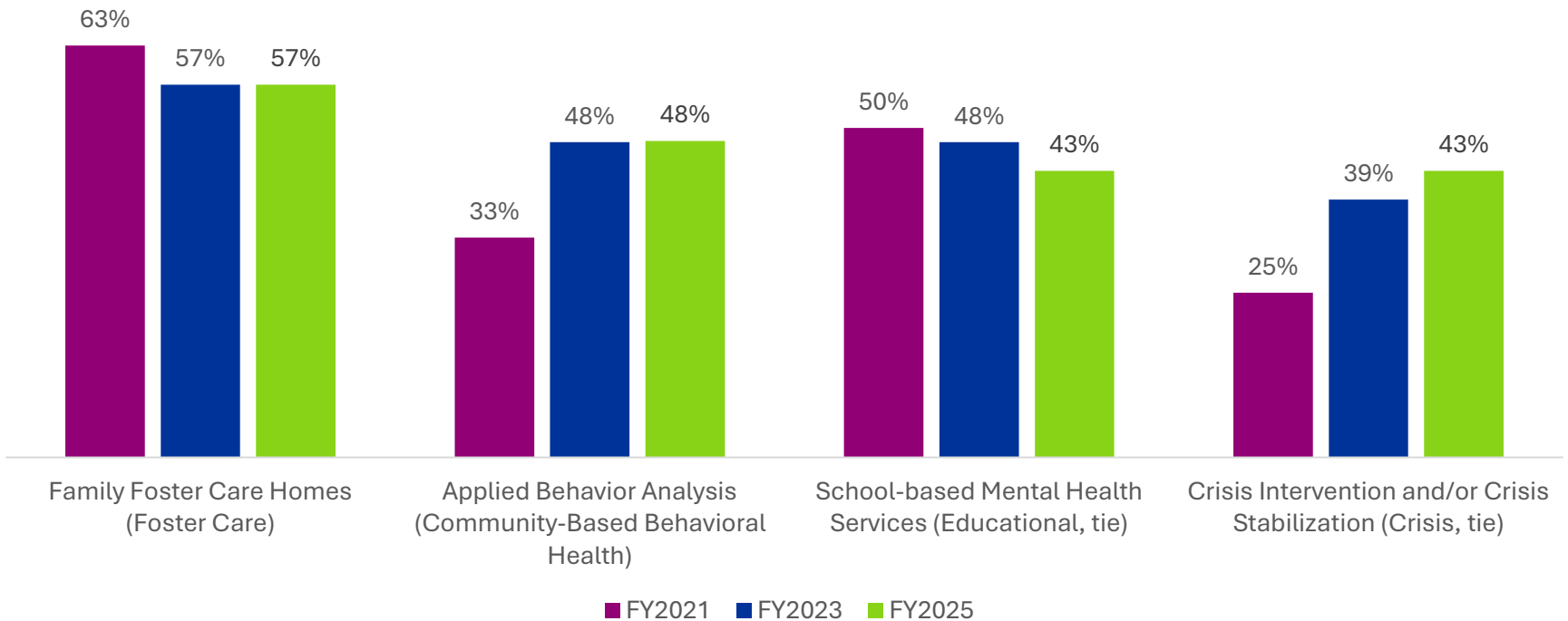
Note: If a locality selected at least one critical service gap within the service type groups displayed above, they were counted for this measure. The number of responding localities represents the count of localities that submitted survey responses; bar chart values represent the percentage of responding localities with a critical gap identified for that service type.

Number of Responding Localities: 103 (Statewide); 23 (Central); 20 (Eastern); 20 (Northern); 21 (Piedmont); 19 (Western)

Reported Gaps: Top Three Service Gaps for Central Region

How prevalent have the top gaps been in past surveys?

Reporting Trends for Top Three Service Gaps in FY2025
(Central Region)

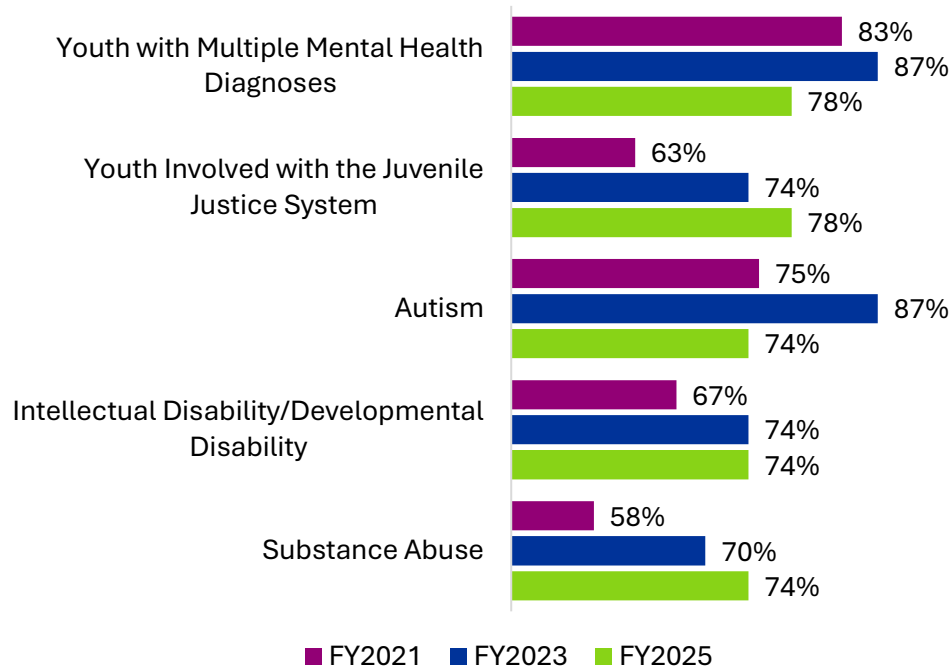


Number of Responding Localities: 24 (FY2021); 23 (FY2023), 23 (FY2025)

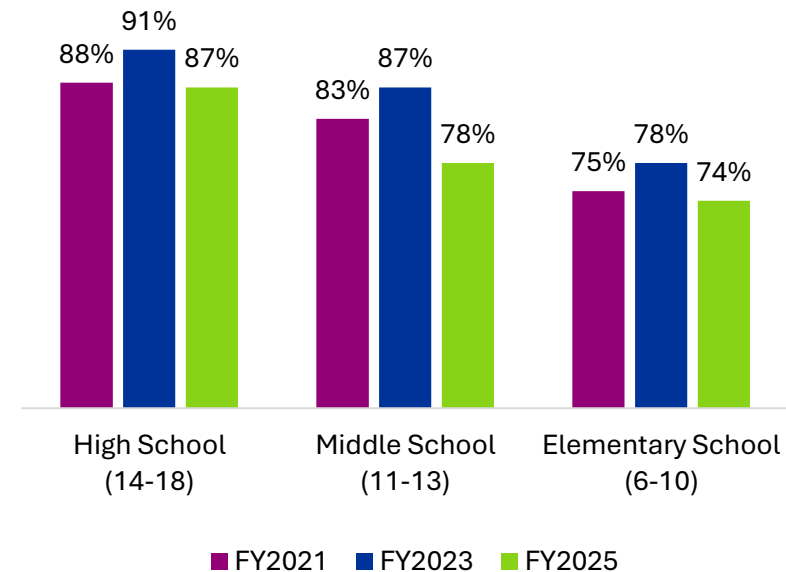
Reported Gaps: Top Three Populations for Central Region

Which populations were identified most frequently for selected service gaps?

Trends for Top Characteristics in FY2025
(Central Region)



Trends for Top Age Groups in FY2025
(Central Region)

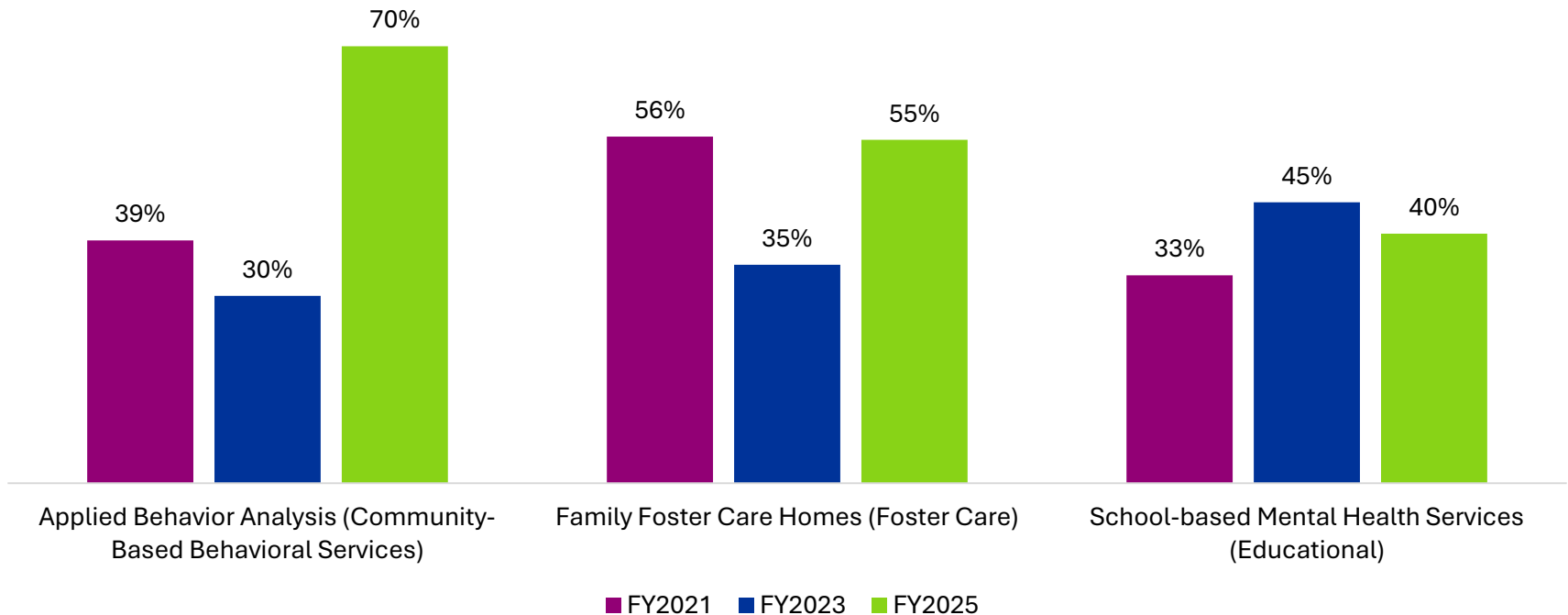


Number of Responding Localities: 24 (FY2021); 23 (FY2023); 23 (FY2025)

Reported Gaps: Top Three Service Gaps for Eastern Region

How prevalent have the top gaps been in past surveys?

Reporting Trends for Top Three Service Gaps in FY2025
(Eastern Region)



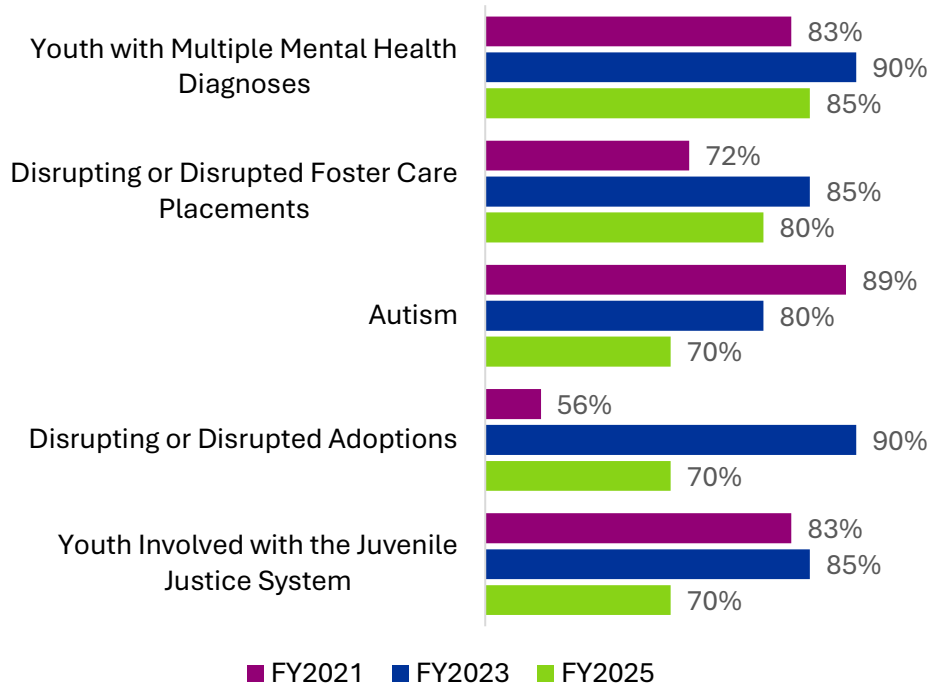
Number of Responding Localities: 18 (FY2021); 20 (FY2023); 20 (FY2025)

Interpretation: Which characteristics and age groups were most frequently identified as affected by the localities' selected service gaps in FY2025? How frequently were those groups identified in past gap surveys?

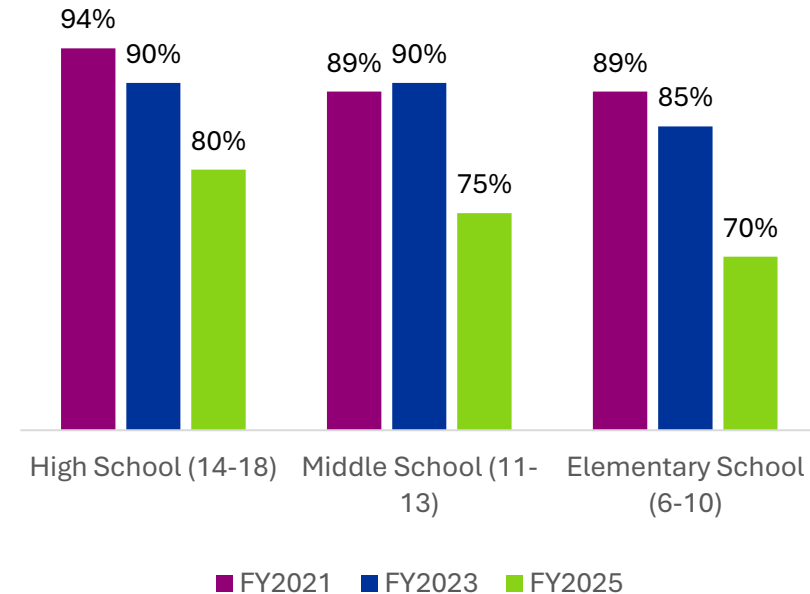
Reported Gaps: Top Three Populations for Eastern Region

Which populations were identified most frequently for selected service gaps?

Trends for Top Characteristics in FY2025
(Eastern Region)



Trends for Top Age Groups in FY2025
(Eastern Region)

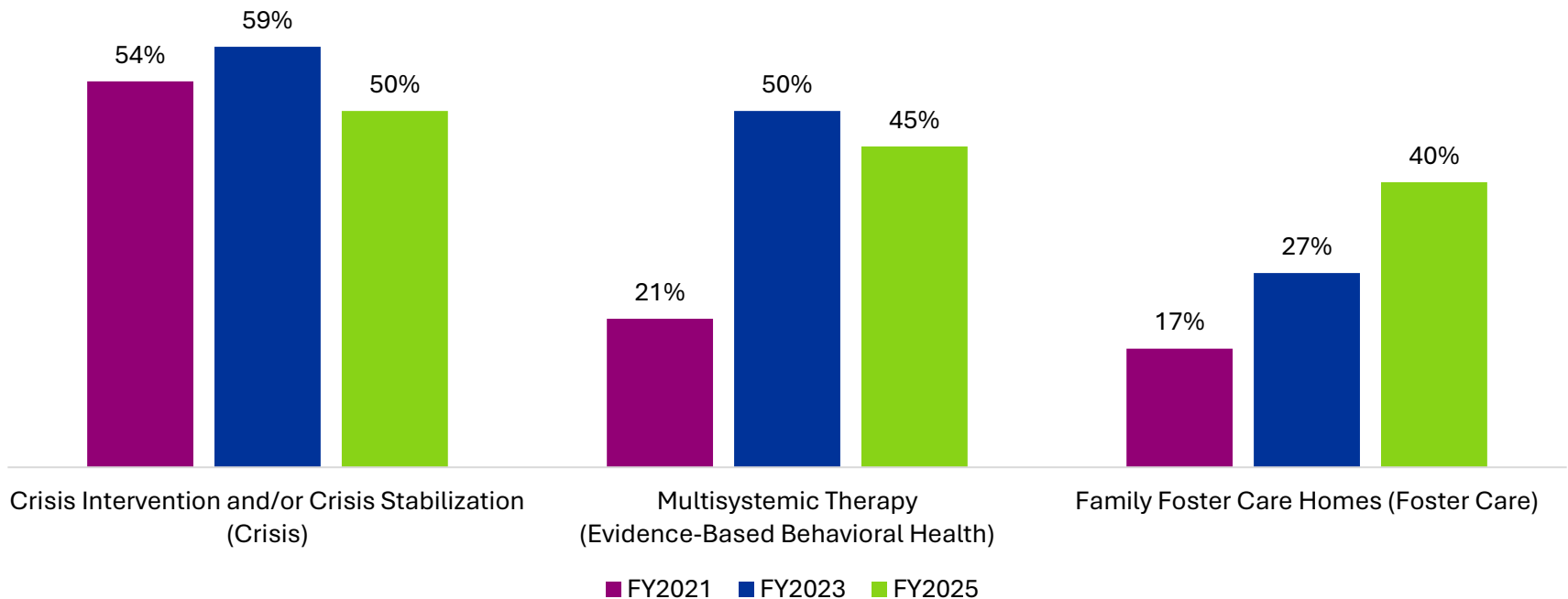


Number of Responding Localities: 18 (FY2021); 20 (FY2023); 20 (FY2025)

Reported Gaps: Top Three Service Gaps for Northern Region

How prevalent have the top gaps been in past surveys?

Reporting Trends for Top Three Service Gaps in FY2025
(Northern Region)



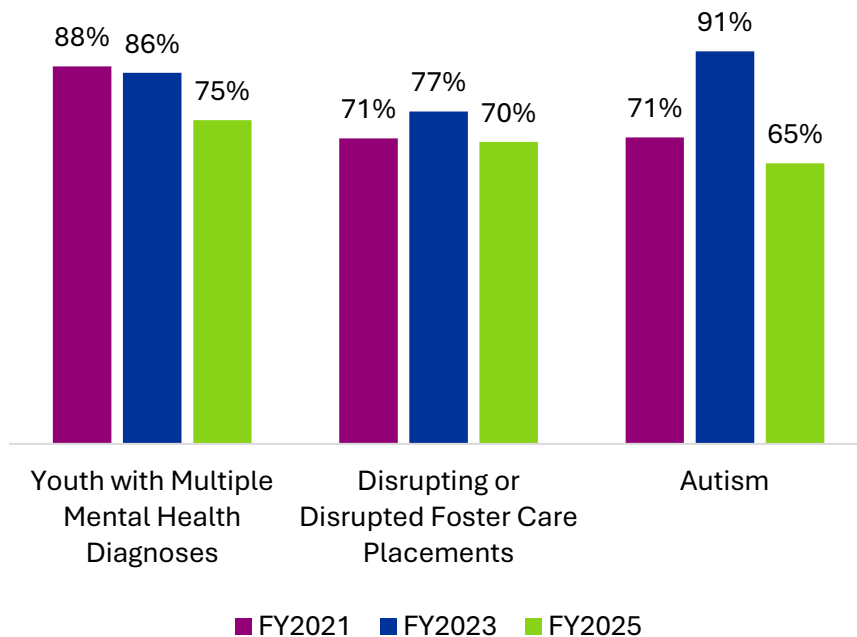
Number of Responding Localities: 24 (FY2021); 22 (FY2023); 20 (FY2025)

Interpretation: Which characteristics and age groups were most frequently identified as affected by the localities' selected service gaps in FY2025? How frequently were those groups identified in past gap surveys?

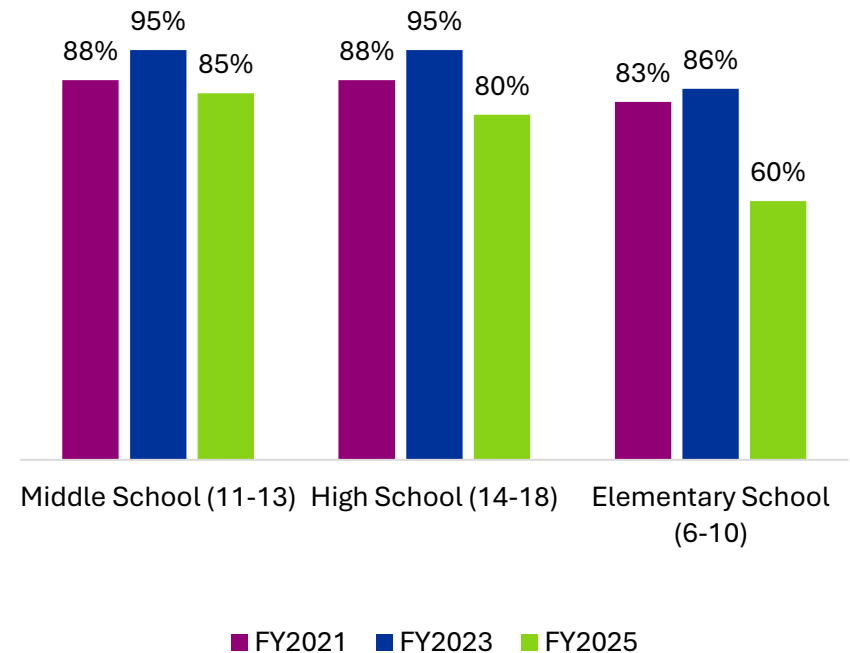
Reported Gaps: Top Three Populations for Northern Region

Which populations were identified most frequently for selected service gaps?

Trends for Top Characteristics in FY2025
(Northern Region)



Trends for Top Age Groups in FY2025
(Northern Region)

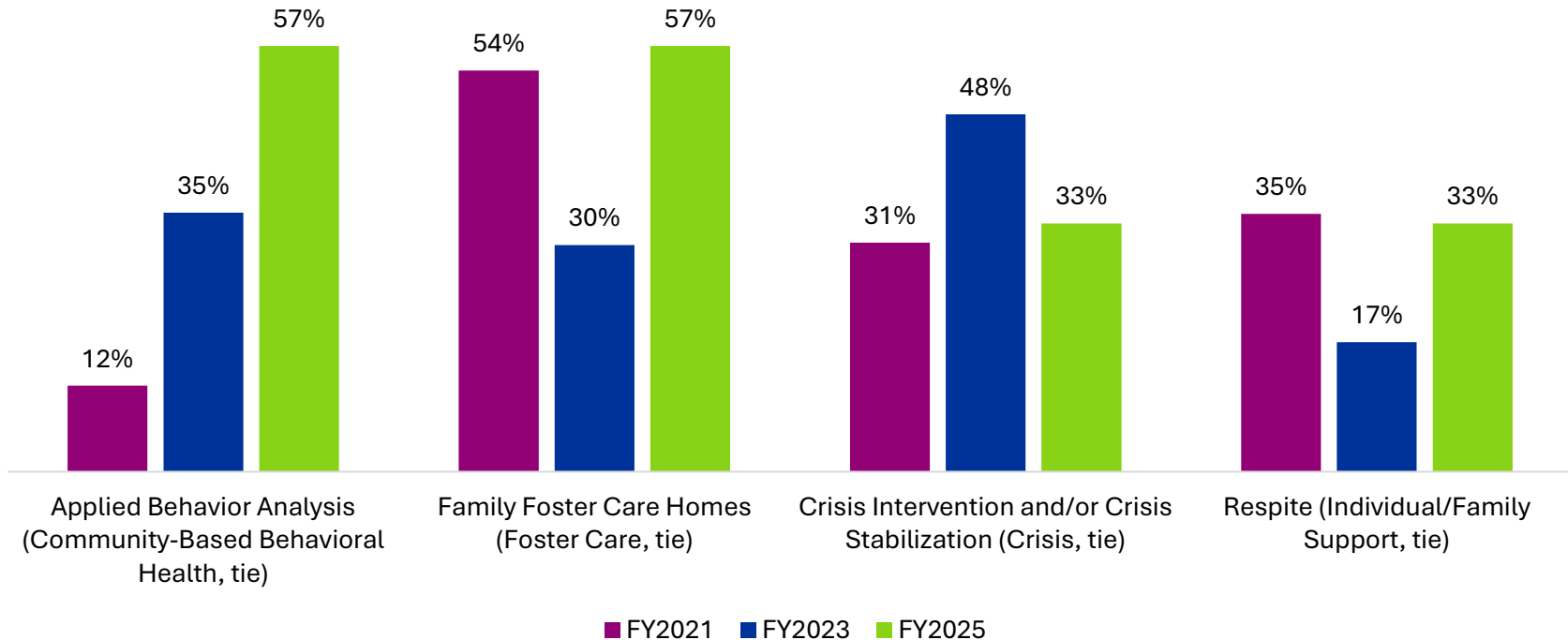


Number of Responding Localities: 24 (FY2021); 22 (FY2023); 20 (FY2025)

Reported Gaps: Top Three Service Gaps for Piedmont Region

How prevalent have the top gaps been in past surveys?

Reporting Trends for Top Three Service Gaps in FY2025
(Piedmont Region)



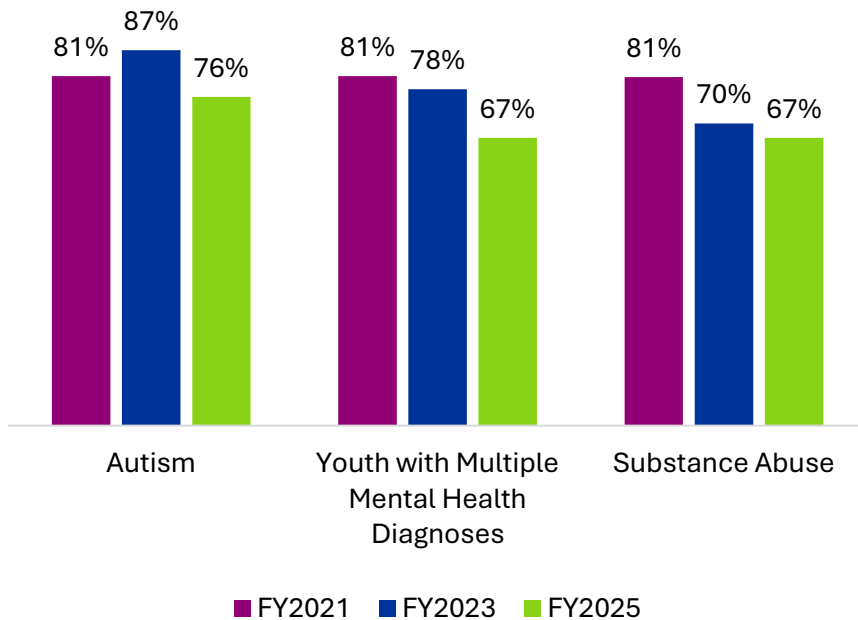
Number of Responding Localities: 26 (FY2021); 23 (FY2023); 21 (FY2025)

Interpretation: Which characteristics and age groups were most frequently identified as affected by the localities' selected service gaps in FY2025? How frequently were those groups identified in past gap surveys?

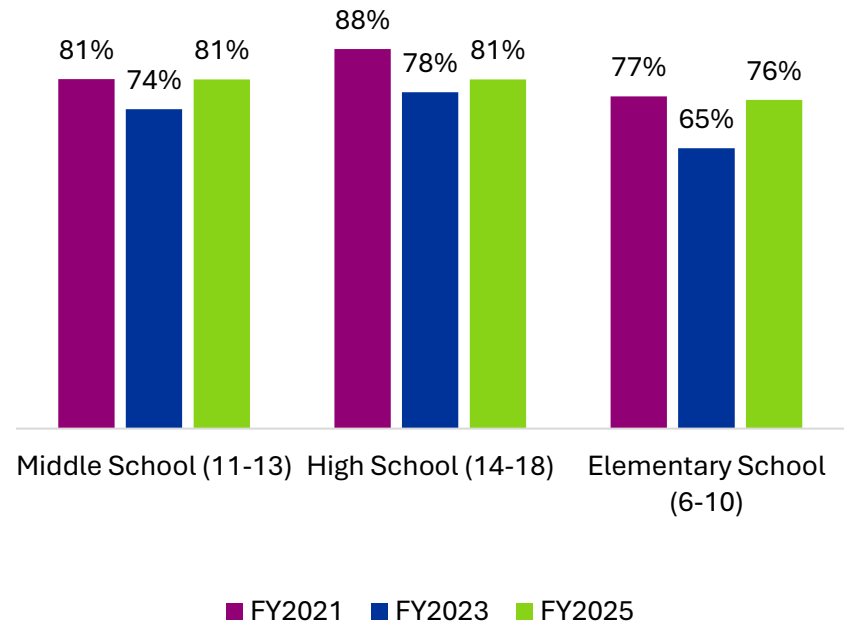
Reported Gaps: Top Three Populations for Piedmont Region

Which populations were identified most frequently for selected service gaps?

Trends for Top Characteristics in FY2025
(Piedmont Region)



Trends for Top Age Groups in FY2025
(Piedmont Region)

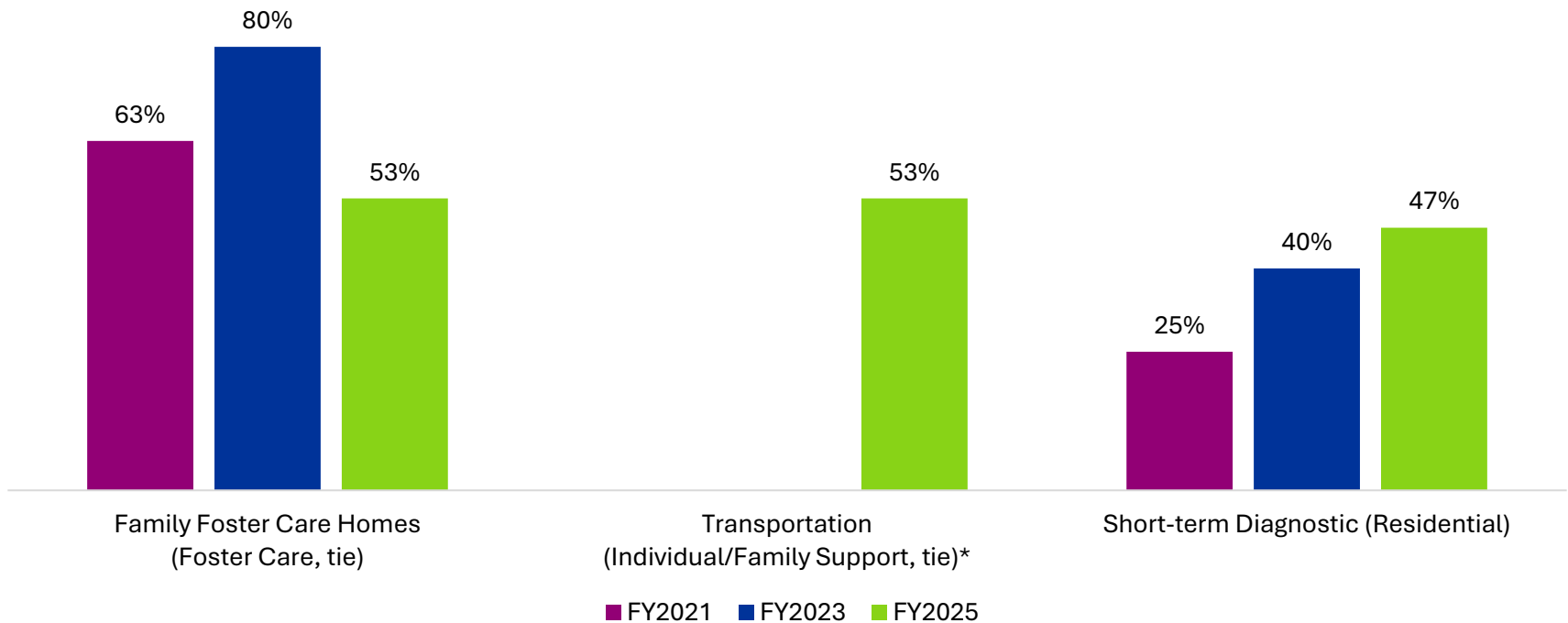


Number of Responding Localities: 26 (FY2021); 23 (FY2023); 21 (FY2025)

Reported Gaps: Top Three Service Gaps for Western Region

How prevalent have the top gaps been in past surveys?

Comparing FY2023 Top Service Gaps to Historical Survey Results
(Western Region)



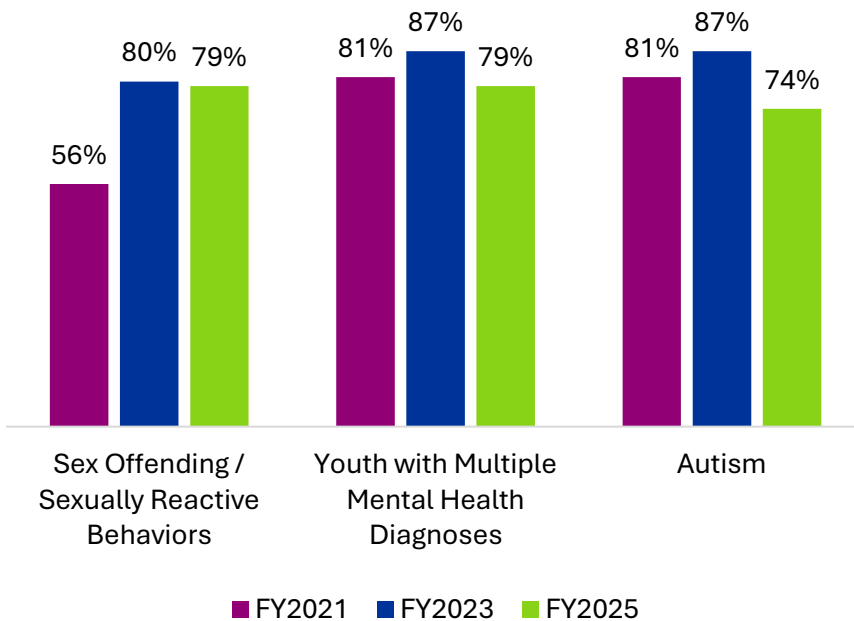
* Transportation added as service gap option in FY2025 survey

Number of Responding Localities: 16 (FY2021); 15 (FY2023); 19 (FY2025)

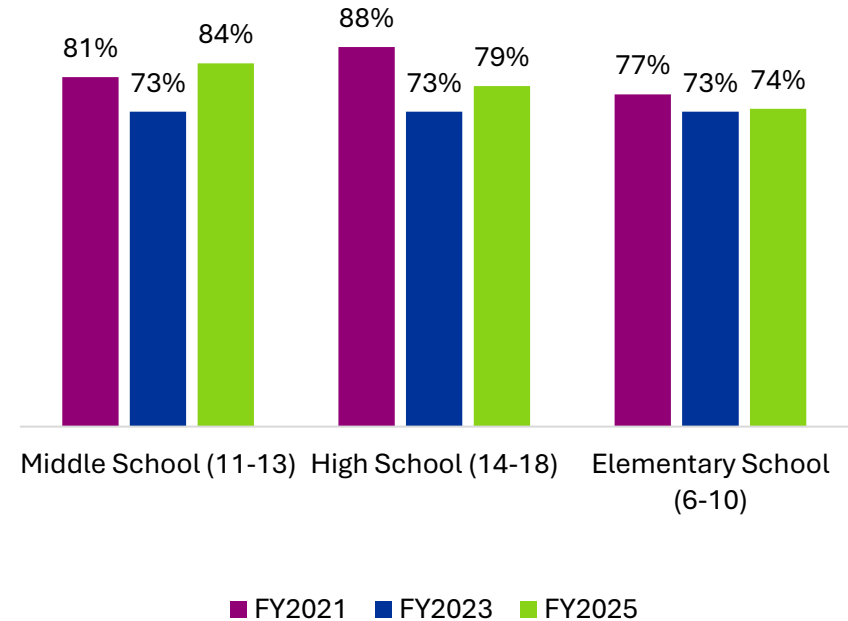
Reported Gaps: Top Three Populations for Western Region

Which populations were identified most frequently for selected service gaps?

Trends for Top Characteristics in FY2025
(Western Region)



Trends for Top Age Groups in FY2025
(Western Region)



Number of Responding Localities: 16 (FY2021); 15 (FY2023); 19 (FY2025)