

# OFFICE OF CHILDREN'S SERVICES

ADMINISTERING THE CHILDREN'S SERVICES ACT



## REGIONAL AND STATEWIDE TRAINING REGARDING CSA

*Annual Report to the General Assembly, December 2020*

*In accordance with the 2020 Appropriation Act Chapter 1289, Item 292 (B)(6)*

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.

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- 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.



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. The FY2020 training plan included the intention to move the annual CSA Conference to the fall of 2021. It has previously been held in the Spring. Beginning in March 2020, the COVID-19 pandemic resulted in significant disruptions to the implementation of the training plan. Some scheduled "in-person" events were moved to alternate virtual formats, and others canceled or postponed until FY2021 in accordance with the Governor's executive orders.

In accordance with the FY2020 training plan, the following activities were implemented:

- Forty (40) regional and stakeholder training sessions were provided to 1,815 participants. Training topics, dates, and participant numbers are summarized on pages 2 through 4 of this report. An additional fourteen (14) scheduled events were canceled or postponed until FY2021 due to the COVID-19 pandemic.
- Seventeen (17) on-line training courses were offered through the Virginia Learning Center and the Praed Foundation CANS (Child and Adolescent Needs and Strengths) training site, with a total enrollment of 5,658 (non-unique) participants.
- On-site training or technical assistance was provided per requests of local and regional CSA stakeholders.
- On-line "OCS Help Desk" was maintained with 880 individual requests answered.

### Funds Expended for Regional and Statewide Training\*

On-line Training/Certification: Uniform Assessment Instrument	\$ 27,000
E-learning Course Development	\$ 14,600
Go-to-Meeting / Go-To-Webinar Subscription	\$ 1,200
<b>TOTAL*</b>	<b>\$ 42,800</b>

*\*Funds include those allocated explicitly in the Appropriation Act (as well as additional funds from the CSA administrative budget) and do not include OCS staff travel/training materials expenses.*

## Training for CSA Local, Regional, and Stakeholder Constituent Groups Fiscal Year 2020

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

TOPIC (Trainer)	PARTICIPANT GROUP	DATE(S)	NUMBER OF PARTICIPANTS
High Fidelity Wraparound Supervisor Training (Anna Antell)	ICC Supervisors	7/9/2019	31
High Fidelity Wraparound: Introduction (Days 1 - 2) Richmond, VA (Anna Antell)	ICC Providers	7/22-7/23/2019	28
High Fidelity Wraparound Overview (Anna Antell)	Norfolk Children's Services Providers	7/29/2019	74
High Fidelity Wraparound Refresher Training Norfolk (Anna Antell)	ICC Providers	7/30/2019	21
CSA Financial Procedures (Maris Adcock)	Lancaster County CPMT & Finance Staff	8/8/2019	8
CSA Continuous Quality Improvement (Zandra Relaford)	Prince William County CPMT	8/15/2019	15
High Fidelity Wraparound: Introduction (Days 3 - 4) Richmond, VA (Anna Antell)	ICC Providers	8/15-8/16/2019	27
Overview of the CSA and Relationship to DSS (Scott Reiner)	DSS State Board	8/21/2019	11
High Fidelity Wraparound Overview (Anna Antell)	Radford Child Serving Agencies	8/22/2019	30
High Fidelity Wraparound Refresher Training Richmond (Anna Antell)	ICC Providers	8/27/2019	22
Court Improvement Program - Regional Family First Training (Scott Reiner)	Hampton-Newport News Legal Community	9/5/2019	67
Court Improvement Program - Regional Family First Training (Scott Reiner)	Wytheville Legal Community	9/11/2019	78
Court Improvement Program - Regional Family First Training (Scott Reiner)	Lynchburg Legal Community	9/12/2019	68
Court Improvement Program - Regional Family First Training (Scott Reiner)	Stafford Legal Community	9/17/2019	75
High Fidelity Wraparound Refresher Training - NOVA (Anna Antell)	ICC Providers	9/18/2019	28
High Fidelity Wraparound Refresher Training - NOVA (Anna Antell)	ICC Providers	9/19/2019	21
Court Improvement Program - Regional Family First Training (Scott Reiner)	Richmond Legal Community	9/20/2019	107
High Fidelity Wraparound Refresher Training Staunton (Anna Antell)	ICC Providers	9/24/2019	18
CSA Continuous Quality Improvement (Zandra Relaford)	King William County CPMT	9/24/2019	13
Can CSA Pay? (Kristi Schabo)	Amelia County CPMT and FAPT	10/1/2019	16
CSA and Special Education (Kristi Schabo)	VA Council of Administrators of Special Education	10/4/2019	250

TOPIC (Trainer)	PARTICIPANT GROUP	DATE(S)	NUMBER OF PARTICIPANTS
High Fidelity Wraparound: Introduction (Days 1 - 2) Richmond, VA (Anna Antell)	ICC Providers	10/3-10/4/2019	21
High Fidelity Wraparound: Family Support Partners Richmond (Anna Antell)	ICC Family Support Partners	10/16- 10/18/2019	16
CSA Basics for Court Appointed Special Advocates (CASA) (Kristi Schabo)	Henrico and Chesterfield CASA	10/19/2019	13
CSA Continuous Quality Improvement (Zandra Relaford)	Dinwiddie County CPMT	10/23/2019	14
CSA Eligibility and Funding (Carol Wilson)	Richmond CSA Stakeholders	10/23/2019	15
High Fidelity Wraparound Refresher Training Williamsburg (Anna Antell)	ICC Providers	10/29/2019	31
Franklin County CSA Summit (Scott Reiner)	Franklin County CSA Stakeholders	11/1/2019	30
CANS, Service Planning and Utilization Review (Anna Antell and Carol Wilson)	Culpeper Area CSA Teams	11/7/2019	19
CSA Update (Scott Reiner)	VCOPPA Annual Critical Issues Symposium	11/7/2019	77
CSA Continuous Quality Improvement (Zandra Relaford)	York/James City/Poquoson/ Williamsburg CSA Teams	11/15/2019	12
High Fidelity Wraparound: Introduction (Days 3 - 4) Richmond, VA (Anna Antell)	ICC Providers	11/19- 11/20/2019	21
Application of High Fidelity Wraparound in the DSS Context (Anna Antell)	DSS Annual Adoption Conference	11/21/2019	18
Use of the CSA Model IFSP (Kristi Schabo)	Sussex FAPT and CPMT	12/12/2019	14
CSA Continuous Quality Improvement (Zandra Relaford)	Northumberland CSA Teams	1/9/2020	18
CSA Continuous Quality Improvement (Zandra Relaford)	Essex County CPMT	1/13/2020	7
CANS, Service Planning and Utilization Review (Anna Antell and Carol Wilson)	Staunton/Augusta/Waynesboro CPMT	1/28/2020	25
High Fidelity Wraparound Overview (Anna Antell)	Central Region DSS Directors	2/12/2020	25
CANS, Service Planning and Utilization Review (Anna Antell and Carol Wilson)	Lynchburg CSA Teams	3/6/2020	52
Evolutions in Virginia's System of Care (Scott Reiner)	Northern VA CSA Symposium (Fairfax)	3/11/2020	393
J&DR Pre-Bench Orientation	New J&DR Judges	6/16/2020	8
2020 New CSA Coordinator Academy (Virtual)	New CSA Coordinators	6/5; 6/12; 6/19/2020	26

### On-Line Courses

TOPIC (Trainer)	PARTICIPANT GROUP	DATE(S)	NUMBER OF PARTICIPANTS
CSA for New LDSS Staff – Module 1	New LDSS Staff and Other Interested Parties	Continuous	140
CSA for New LDSS Staff – Module 2	New LDSS Staff and Other Interested Parties	Continuous	123
CSA for New LDSS Staff – Module 3	New LDSS Staff and Other Interested Parties	Continuous	126
CSA for New LDSS Staff – Module 4	New LDSS Staff and Other Interested Parties	Continuous	109
CSA for New LDSS Staff – Module 5	New LDSS Staff and Other Interested Parties	Continuous	107
Special Education Wraparound Funding Under the CSA	All CSA Stakeholders	Continuous	30
CSA Continuous Quality Improvement	All CSA Stakeholders	Continuous	55
Can CSA Pay? (Standalone Course)	All CSA Stakeholders	Continuous	63
CPMT Training – Module 1 (The Big Picture)	CPMT Members and Other Interested Parties	Continuous	49
CPMT Training – Module 2 (CPMT/FAPT Roles and Responsibilities)	CPMT Members and Other Interested Parties	Continuous	94
CPMT Training – Module 3 (Funding and Eligibility)	CPMT Members and Other Interested Parties	Continuous	58
CPMT Training – Module 4 (Can CSA Pay?)	CPMT Members and Other Interested Parties	Continuous	59
CPMT Training – Module 5 (Utilization Review)	CPMT Members and Other Interested Parties	Continuous	70
CPMT Training – Module 6 (Audit)	CPMT Members and Other Interested Parties	Continuous	99
CSA Fiscal Overview	CSA Finance Staff and Other Interested Parties	Continuous	105
CANS Certification/Recertification Training	All Local CSA Case Managers	Continuous	4268
CSA Parental Agreements	All CSA Stakeholders	Continuous	103

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Office of Children's Services  
Empowering communities to serve youth

## IMPACT OF TIERED MATCH RATES FOR CSA

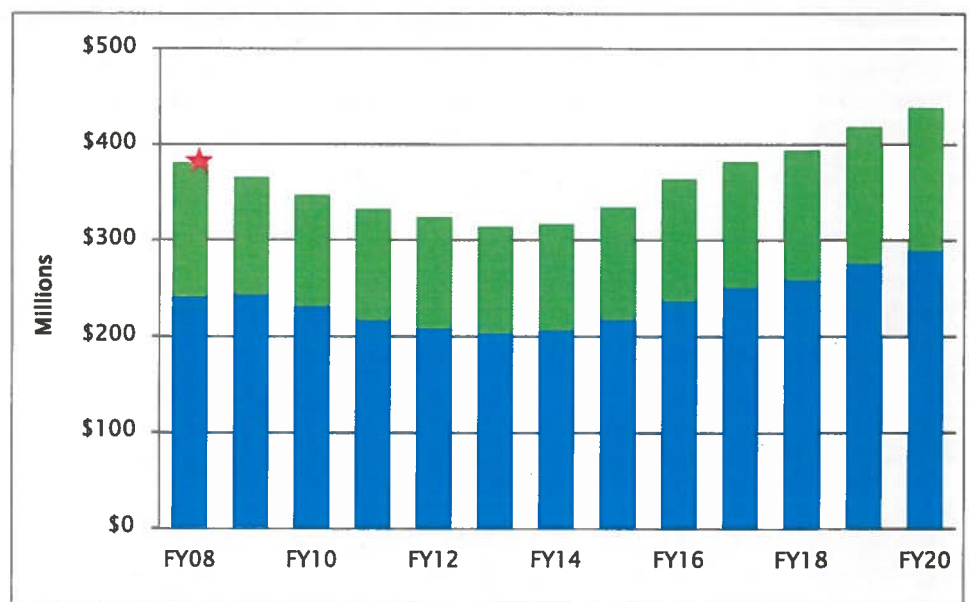
*Annual Report to the Governor and General Assembly, December 2020  
In accordance with the Appropriation Act Chapter 1289 Item 292 (C)(3)(c)*

As established through the Appropriation Act, funding for 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 three-tiered, "incentive-based" match rate system was implemented to encourage practice changes to reduce residential care utilization, increase children served in their homes, and encourage investment of funds in 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.

The CSA established unique, locality-specific base match rates (pre-2008). Under the tiered ("incentive") match rate model, 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. The local base match rates range from 16.98% to 53.09%. The average local base match rate is 32.99%.

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



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

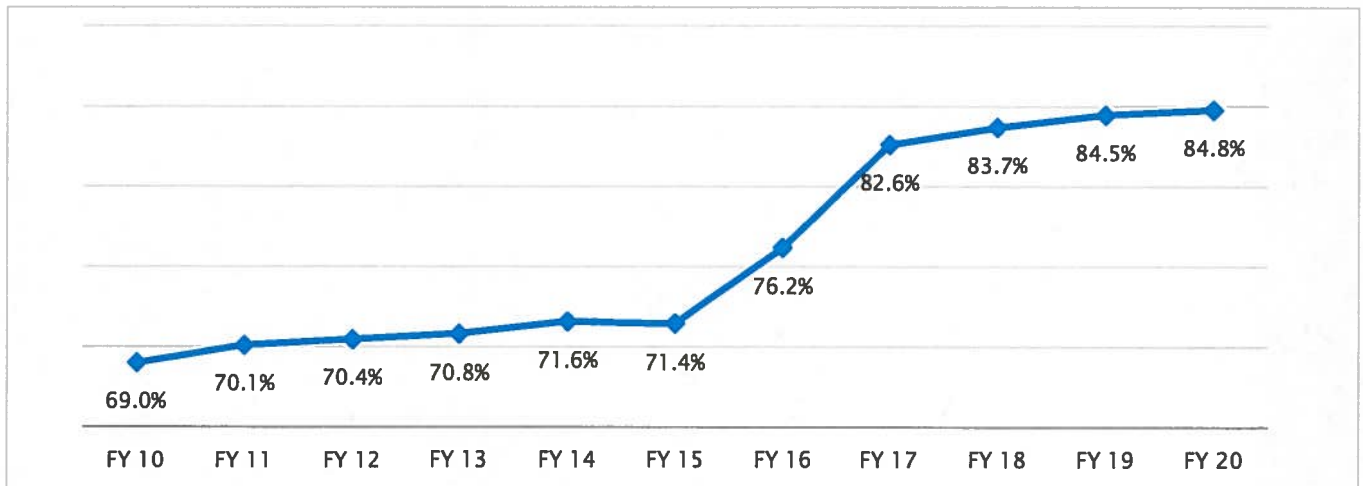
## Effective (Actual) Match Rates (Statewide Average)

	FY11	FY12	FY13	FY14	FY15	FY16	FY17	FY18	FY19	FY20
Effective Local Match Rate	34.8%	35.5%	35.3%	34.9%	34.9%	34.8%	34.4%	34.3%	34.0%	34.0%
Effective State Match Rate	65.2%	64.5%	64.7%	65.1%	65.1%	65.2%	65.6%	65.7%	66.0%	66.0%

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.

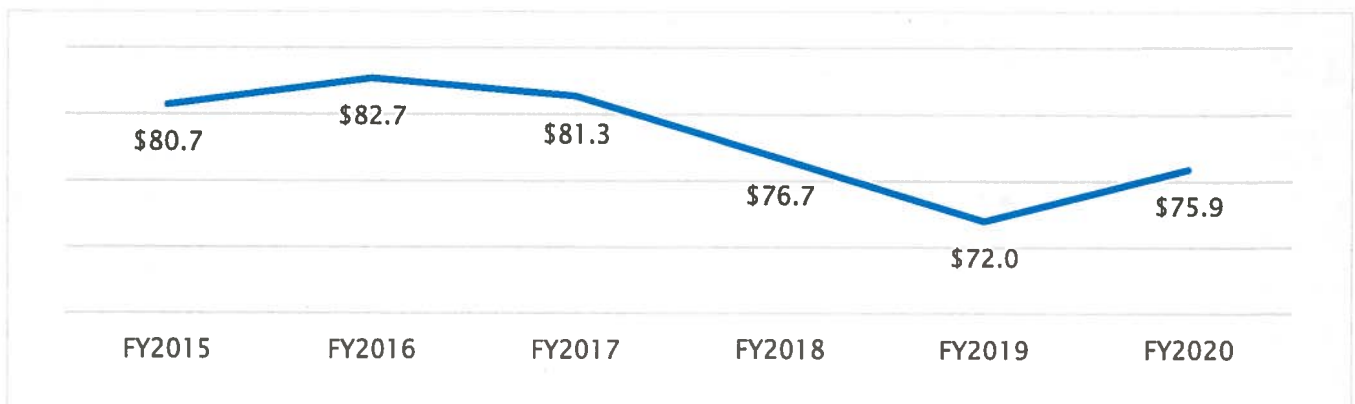
## Impact of the Tiered ("Incentive") Match Rate Model

Percent of Youth Served Only in Community-Based Settings (FY2010 - FY2020)



This chart reflects the percentage of youth in the total CSA census for the year served only within their family and communities (i.e., have not required a congregate-care or foster care placement).

## CSA Congregate-Care Expenditures (Millions) (FY2015 - FY2020)



## Discussion

The intention of the tiered match rate system was two-fold. First was to utilize fiscal incentives to discourage the placement of children into restrictive, residential (congregate care) treatment settings when it was possible to safely utilize alternative, non-residential services that would adequately address the needs of the child, family, and community. The chart *Impact of the Tiered ("Incentive") Match Rate Model (FY2010 – FY 2020)* illustrates that this goal has been increasingly realized. Over the period shown, there has been a 15.8 percent increase in the number of children served through the Children's Services Act who did not experience any congregate care placements during the reporting year. As residential placements are typically among the costlier of services funded through the CSA (second to private day special education placements), the tiered match rate system's associated goal was to control CSA expenditures that had grown to their highest historical point in FY2008. In the years immediately following the tiered match rates' implementation, overall CSA expenditures did fall significantly. It is impossible to attribute this decrease directly to the match rate model, as this period coincided with the significant economic recession. In FY2015, this trend reversed with overall CSA annual expenditures rising, as shown in the chart *Total Net Expenditures for the Children's Services Act*. However, in contrast to the overall expenditure trend, beginning with FY2017 and continuing through FY2019, CSA residential expenditures declined at a noticeable rate. In FY2020, congregate care expenditures rose again. Possible explanations of the changes in costs include increased length of stay and cost of individual placements, a larger number of more costly out-of-state placements that often are not eligible for Medicaid reimbursement. This rise in expenditures can be seen in the chart, *CSA Congregate Care Expenditures (FY2015 – FY 2020)*.

While the "effective" (actual) state (vs. local) match rate is higher than the base rate, the match rate distribution has been virtually unchanged for several years. The effective local match has not declined further due to the significant rise in costs (and overall share of total CSA expenditures) associated with private special education day placements. Such educational placements are not subject to an incentive or disincentive through the tiered match rate model, creating less variability in the effective state vs. local match rates. Any utilization of fiscal incentives to impact special education placements is not 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 congregate care services with an associated overall decrease in costs for services potentially impacted by the model.

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## UTILIZATION OF RESIDENTIAL CARE UNDER THE CSA

Annual Report to the Governor and General Assembly, December 2020  
In accordance with the Appropriation Act Chapter 1289 Item 292 (B)(2)(d)

Over the years, several strategies have been implemented to decrease children and youth placed in residential care settings. These strategies included implementing 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. In FY2020, the steady downward trend in the number of children served in residential care continued (overall decrease of 4% from FY2019), but the total CSA cost of these services increased by 5%. The number of youth in psychiatric residential treatment placements (PRTF) decreased by 7%, while those placements' costs increased by 4%. Group home (GH) placements decreased by 1%, while those placements' costs increased by 13%. Possible explanations of the changes in costs include increased lengths of stay (up 8% in GHs and 6% PRTFs) and increased cost of individual placements, perhaps due to a larger number of more costly out-of-state placements that are often not eligible for Medicaid reimbursement.

### Total CSA Expenditures for Residential Care (FY2017 - FY2020)

	FY2017	FY2018	FY2019	FY2020
Temporary Care Facility	768,855	788,814	494,708	503,252
Group Home	14,935,544	13,973,621	14,549,379	16,472,475
Residential Treatment Facility	66,375,550	62,705,107	57,418,781	59,409,876
<b>TOTALS</b>	<b>\$ 82,079,949</b>	<b>\$ 77,467,542</b>	<b>\$ 72,462,868</b>	<b>\$ 76,385,603</b>

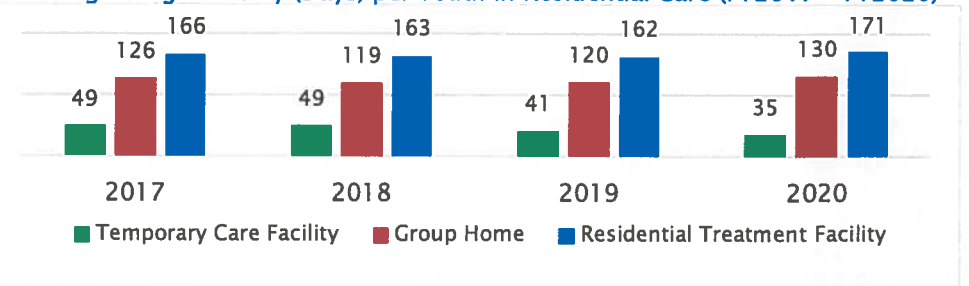
*Note: Amounts do not include Title IV-E and Medicaid expenditures.*

### Number of Youth Served through CSA in Residential Care (FY2017 - FY2020)

	FY2017	FY2018	FY2019	FY2020
Temporary Care Facility	81	93	56	49
Group Home	792	727	726	716
Residential Treatment Facility	2,348	2,176	2,037	1,901
<b>Unduplicated Total</b>	<b>2,739</b>	<b>2,568</b>	<b>2,424</b>	<b>2,323</b>

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

### Average Length of Stay (Days) per Youth in Residential Care (FY2017 - FY2020)



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



## Utilization of Residential Care through the CSA by Locality, FY2018 - FY2020

FIPS	Locality	UNDUPLICATED YOUTH COUNT/CUMULATIVE DAYS - ACROSS ALL RESIDENTIAL PLACEMENT TYPES											
		FY2018				FY2019				FY2020			
		Youth	Days	Avg. LOS	Expenditure	Youth	Days	Avg. LOS	Expenditure	Youth	Days	Avg. LOS	Expenditure
001	Accomack	12	2,242	125	\$309,929	10	1,656	104	\$260,557	5	550	92	\$88,143
003	Albemarle	32	6,147	112	\$1,416,408	34	6,397	112	\$1,355,233	34	5,982	166	\$1,158,381
005	Alleghany	10	1,545	86	\$268,411	7	1,343	134	\$143,168	9	1,244	96	\$245,165
007	Amelia	5	1,128	188	\$143,664	3	409	102	\$35,515	6	916	131	\$163,215
009	Amherst	14	2,253	150	\$285,781	14	2,401	133	\$294,569	13	2,089	161	\$246,770
011	Appomattox	15	3,192	133	\$590,532	14	2,469	123	\$412,306	15	3,059	191	\$377,744
013	Arlington	30	3,655	73	\$766,658	17	2,244	83	\$367,910	23	3,892	144	\$787,521
015	Augusta	25	3,746	99	\$461,479	20	3,422	137	\$440,984	16	2,957	185	\$379,078
017	Bath	1	16	16	\$2,220	1	44	44	\$4,750	2	175	88	\$32,135
019	Bedford County	50	7,907	104	\$1,223,439	52	9,887	116	\$1,509,755	53	10,350	178	\$1,668,670
021	Bland	3	819	164	\$157,707	1	31	31	\$11	1	199	199	\$37,430
023	Botetourt	6	832	104	\$126,787	10	1,078	63	\$170,982	8	1,425	158	\$228,315
025	Brunswick	7	1,321	165	\$172,753	6	1,456	243	\$234,272	6	1,183	197	\$191,026
027	Buchanan	14	1,937	102	\$330,368	10	1,629	102	\$349,798	18	2,669	111	\$576,734
029	Buckingham	7	1,958	178	\$297,233	4	830	119	\$191,637	3	427	107	\$79,417
031	Campbell	29	5,090	141	\$784,933	30	4,802	123	\$811,639	29	5,194	173	\$935,348
033	Caroline	7	1,745	159	\$185,639	7	1,599	160	\$195,905	7	1,198	171	\$175,223
035	Carroll	32	6,004	125	\$1,213,082	35	6,883	135	\$1,183,300	43	8,445	159	\$1,503,073
036	Charles City	2	524	262	\$59,535	2	705	353	\$153,660	2	343	172	\$54,319
037	Charlotte	12	1,561	104	\$361,021	5	1,180	236	\$283,458	7	868	109	\$229,680
041	Chesterfield	66	10,277	121	\$1,481,013	64	10,579	137	\$1,505,537	66	10,476	156	\$1,726,247
043	Clarke	5	887	127	\$182,471	3	168	56	\$46,105	6	746	124	\$120,280
045	Craig	3	566	113	\$109,337	3	228	33	\$37,820	3	559	140	\$75,471
047	Culpeper	23	4,832	115	\$919,711	16	2,723	101	\$487,905	16	3,514	207	\$532,069
049	Cumberland	5	904	181	\$128,788	5	1,432	239	\$243,724	5	839	168	\$156,646
051	Dickenson	12	2,185	129	\$415,337	16	1,701	95	\$292,271	6	1,264	158	\$190,902
053	Dinwiddie	15	2,008	91	\$297,573	13	1,896	82	\$374,165	12	2,426	202	\$449,144
057	Essex	11	1,842	102	\$311,024	6	1,707	155	\$227,585	8	1,060	118	\$125,155
061	Fauquier	23	4,500	141	\$921,671	30	4,834	121	\$898,794	26	5,117	197	\$938,688
063	Floyd	6	619	77	\$79,253	9	2,051	137	\$378,895	9	2,271	206	\$398,642
065	Fluvanna	20	3,488	92	\$915,406	14	2,188	81	\$506,952	14	2,900	132	\$639,062
067	Franklin County	46	6,749	114	\$1,196,663	49	8,300	108	\$1,433,444	46	7,500	144	\$1,278,156
069	Frederick	28	5,527	145	\$1,128,073	24	4,040	130	\$869,861	23	4,970	191	\$1,108,677
071	Giles	20	2,409	73	\$611,853	11	1,420	101	\$392,261	8	1,627	181	\$448,212
073	Gloucester	7	1,076	108	\$148,755	8	1,359	136	\$160,117	2	297	149	\$32,369
075	Goochland	9	1,782	127	\$305,690	10	2,021	126	\$282,569	3	420	105	\$54,784
077	Grayson	13	2,756	120	\$539,972	8	2,023	145	\$238,180	9	1,492	136	\$216,390
079	Greene	8	1,494	149	\$553,421	8	923	103	\$169,857	10	1,267	115	\$218,161
083	Halifax	16	3,839	175	\$525,550	24	4,926	137	\$912,953	24	4,735	182	\$908,825
085	Hanover	35	5,905	107	\$984,937	41	6,957	118	\$1,227,996	35	5,781	152	\$953,445
087	Henrico	61	12,022	140	\$1,623,551	58	10,585	128	\$1,514,082	84	14,881	160	\$1,951,693
089	Henry	15	2,198	110	\$342,139	27	3,229	87	\$556,692	18	3,756	209	\$737,171
091	Highland	0	0	0	\$0	0	0	0	\$0	0	0	0	\$0
093	Isle of Wight	5	300	60	\$55,653	2	371	124	\$64,692	4	45	11	\$6,145
095	James City	14	1,421	89	\$212,797	9	1,215	101	\$188,706	16	2,968	165	\$501,220
097	King & Queen	0	0	0	\$0	1	264	264	\$75,240	1	70	70	\$19,095
099	King George	10	1,405	94	\$223,781	16	2,956	109	\$466,862	10	2,210	158	\$600,470
101	King William	3	526	175	\$60,366	3	490	82	\$105,057	2	709	355	\$111,797
103	Lancaster	5	1,417	283	\$129,846	5	1,465	244	\$103,776	6	1,294	185	\$310,069
105	Lee	9	1,073	89	\$115,879	10	1,715	156	\$190,413	9	1,313	94	\$157,604
107	Loudoun	48	7,298	88	\$1,722,397	45	5,744	87	\$1,363,210	52	9,710	177	\$2,884,324
109	Louisa	23	2,935	92	\$599,672	22	3,931	103	\$652,349	17	3,392	188	\$607,139
111	Lunenburg	4	772	110	\$135,954	8	1,532	118	\$319,518	8	1,291	117	\$196,591

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		Youth	Days	Avg. LOS	Expenditure	Youth	Days	Avg. LOS	Expenditure	Youth	Days	Avg. LOS	Expenditure
113	Madison	12	1,939	102	\$437,296	7	1,297	130	\$285,203	4	963	193	\$182,672
115	Mathews	3	542	108	\$75,331	3	435	145	\$54,421	2	360	180	\$86,705
117	Mecklenburg	21	4,617	178	\$739,166	19	2,746	119	\$513,059	19	4,728	158	\$789,672
119	Middlesex	1	29	29	\$2,522	1	117	117	\$35,239	0	0	0	\$0
121	Montgomery	4	938	188	\$149,986	10	1,358	104	\$195,483	19	2,923	139	\$569,161
125	Nelson	5	531	76	\$71,487	7	1,023	114	\$168,950	9	1,369	137	\$258,290
127	New Kent	1	265	265	\$46,347	1	3	3	\$529	3	194	39	\$78,128
131	Northampton	6	1,241	138	\$193,752	3	847	169	\$127,348	2	373	187	\$52,680
133	Northumberland	8	653	65	\$101,250	4	406	102	\$58,030	0	0	0	\$0
135	Nottoway	14	2,931	209	\$329,198	12	2,673	167	\$438,135	8	2,310	289	\$457,946
137	Orange	27	4,163	99	\$678,748	14	2,069	83	\$372,105	14	2,735	195	\$509,863
139	Page	17	3,560	178	\$499,824	9	1,964	123	\$362,050	14	2,633	114	\$616,500
141	Patrick	6	1,012	127	\$172,982	5	507	101	\$64,457	3	732	244	\$93,121
143	Pittsylvania	34	6,166	114	\$1,127,901	30	5,139	117	\$1,046,580	26	4,409	130	\$662,286
145	Powhatan	8	1,785	162	\$365,815	9	1,583	122	\$228,826	10	2,086	209	\$268,604
147	Prince Edward	4	500	125	\$168,297	2	214	107	\$25,236	6	1,008	144	\$286,698
149	Prince George	4	625	104	\$104,510	9	1,913	174	\$229,290	11	2,081	173	\$259,811
153	Prince William	133	22,238	99	\$4,765,822	127	22,550	103	\$5,435,645	102	17,968	128	\$4,453,863
155	Pulaski	41	5,952	99	\$1,339,069	22	4,368	125	\$777,415	24	4,032	161	\$962,584
157	Rappahannock	11	2,098	123	\$332,648	16	2,861	102	\$496,096	10	2,295	209	\$532,325
159	Richmond County	1	343	172	\$39,393	1	25	13	\$2,936	0	0	0	\$0
161	Roanoke County	30	5,620	122	\$993,091	25	3,844	107	\$759,797	38	6,614	144	\$1,109,996
163	Rockbridge	17	2,786	116	\$518,835	21	2,831	94	\$415,717	18	2,312	122	\$330,247
165	Rockingham	55	9,938	121	\$1,916,876	54	10,988	126	\$1,735,807	57	11,853	177	\$1,752,472
167	Russell	16	2,434	122	\$289,821	17	2,600	137	\$414,725	11	1,606	146	\$244,428
169	Scott	7	676	85	\$90,785	8	379	42	\$71,998	4	190	48	\$42,606
171	Shenandoah	39	7,229	115	\$1,620,097	36	5,850	98	\$1,426,567	35	6,719	168	\$1,823,075
173	Smyth	18	2,488	124	\$324,214	20	3,465	133	\$474,682	21	3,801	181	\$512,430
175	Southampton	5	762	127	\$114,678	4	671	168	\$64,078	3	799	266	\$88,420
177	Spotsylvania	44	9,620	132	\$1,654,984	52	9,202	121	\$1,442,485	35	6,159	176	\$1,068,465
179	Stafford	30	5,937	135	\$1,246,936	23	4,865	162	\$985,820	24	3,477	120	\$759,879
181	Surry	1	213	213	\$25,160	1	365	365	\$49,486	1	364	364	\$63,636
183	Sussex	1	29	29	\$16,095	2	210	53	\$32,698	3	275	55	\$50,734
185	Tazewell	22	4,294	119	\$891,019	20	3,410	114	\$689,789	19	3,508	146	\$639,498
187	Warren	9	1,557	104	\$334,858	10	1,379	115	\$237,348	8	1,424	142	\$206,646
191	Washington	21	2,944	113	\$332,448	10	1,539	96	\$191,930	19	3,586	171	\$474,723
193	Westmoreland	5	699	140	\$124,009	7	910	114	\$189,852	10	1,496	136	\$336,875
195	Wise	13	1,099	85	\$196,408	17	1,507	69	\$268,166	13	1,465	81	\$317,354
197	Wythe	17	2,436	94	\$381,233	10	1,773	111	\$341,964	10	1,938	194	\$260,569
199	York	13	2,632	125	\$847,899	11	2,512	132	\$666,709	10	2,327	194	\$551,496
510	Alexandria	18	2,815	94	\$646,250	17	2,620	79	\$562,689	14	1,513	108	\$398,788
520	Bristol	27	4,397	137	\$521,236	24	5,244	181	\$683,099	21	5,127	197	\$639,273
530	Buena Vista	12	2,710	151	\$538,342	14	2,458	98	\$563,862	14	2,751	145	\$445,158
540	Charlottesville	25	3,312	69	\$885,871	18	3,052	113	\$585,864	18	2,475	118	\$674,826
550	Chesapeake	27	5,300	161	\$794,670	18	3,082	134	\$442,846	11	1,200	86	\$202,473
570	Colonial Heights	5	788	131	\$87,649	4	844	141	\$132,439	5	1,161	232	\$144,966
580	Covington	3	505	168	\$179,470	4	747	107	\$200,861	9	2,171	121	\$463,532
590	Danville	44	7,761	100	\$1,662,820	43	6,475	97	\$1,364,188	45	6,499	114	\$1,241,498
620	Franklin City	3	379	126	\$33,768	3	310	62	\$44,474	4	597	149	\$73,372
630	Fredericksburg	15	2,462	112	\$383,440	23	2,596	74	\$550,557	11	1,304	109	\$268,080
640	Galax	8	1,026	114	\$88,422	14	2,099	131	\$277,108	10	1,088	109	\$186,268
650	Hampton	0	0	0	\$0	0	0	0	\$0	0	0	0	\$0

## Utilization of Residential Care through the CSA by Locality, FY2018 - FY2020

FIPS	Locality	UNDUPLICATED YOUTH COUNT/CUMULATIVE DAYS - ACROSS ALL RESIDENTIAL PLACEMENT TYPES											
		FY2018				FY2019				FY2020			
		Youth	Days	Avg. LOS	Expenditure	Youth	Days	Avg. LOS	Expenditure	Youth	Days	Avg. LOS	Expenditure
660	Harrisonburg	28	4,459	114	\$764,844	23	4,853	135	\$760,820	25	4,941	176	\$870,985
670	Hopewell	6	1,296	216	\$161,081	5	850	170	\$79,490	2	209	105	\$14,093
678	Lexington	5	448	64	\$114,388	2	276	92	\$71,601	0	0	0	\$0
680	Lynchburg	71	11,338	116	\$1,801,149	75	9,698	101	\$1,396,732	75	9,163	109	\$1,215,333
683	Manassas City	13	1,707	107	\$257,686	10	1,433	96	\$217,832	7	1,443	160	\$182,970
685	Manassas Park	3	194	65	\$41,250	2	491	246	\$75,266	2	319	160	\$53,188
690	Martinsville	7	1,105	138	\$169,222	5	1,047	150	\$131,908	6	784	131	\$139,275
700	Newport News	18	2,442	116	\$336,355	10	1,726	144	\$295,034	16	2,374	140	\$436,263
710	Norfolk	50	7,189	92	\$1,295,260	64	10,237	96	\$1,830,139	76	10,534	130	\$2,125,369
720	Norton	1	41	41	\$3,240	2	77	39	\$10,745	0	0	0	\$0
730	Petersburg	19	4,665	203	\$589,119	17	4,142	197	\$624,330	16	2,118	132	\$251,643
735	Poquoson	3	914	305	\$151,796	2	330	165	\$104,305	1	366	366	\$31,471
740	Portsmouth	8	544	45	\$78,702	14	1,643	91	\$229,322	6	990	141	\$154,741
750	Radford	8	795	99	\$101,727	5	666	111	\$58,361	5	770	154	\$132,503
760	Richmond City	143	23,557	92	\$3,690,924	113	19,336	100	\$3,115,042	88	17,151	191	\$3,010,785
770	Roanoke City	51	7,816	113	\$1,197,779	48	8,977	142	\$1,191,225	47	9,005	170	\$1,381,595
775	Salem	8	1,207	121	\$198,863	9	1,607	146	\$227,460	11	2,091	161	\$319,950
790	Staunton	15	2,319	116	\$411,375	16	2,926	154	\$493,573	16	3,116	183	\$644,166
800	Suffolk	12	1,651	103	\$225,481	17	2,913	132	\$439,016	14	2,530	158	\$333,226
810	Virginia Beach	94	16,447	98	\$2,520,579	108	17,774	97	\$2,960,006	98	16,714	167	\$3,242,450
820	Waynesboro	16	2,574	117	\$441,585	17	2,905	145	\$371,904	12	2,525	168	\$446,344
830	Williamsburg	4	483	60	\$85,736	3	699	140	\$285,278	1	209	209	\$76,122
840	Winchester	26	4,568	104	\$898,561	21	3,728	93	\$952,005	23	4,845	179	\$1,085,730
1200	Greensville/Emporia	7	893	112	\$83,008	6	469	67	\$62,295	3	388	129	\$54,303
1300	Fairfax/Falls Church	160	20,553	85	\$6,228,992	139	16,152	80	\$5,007,542	128	16,285	107	\$5,878,377
<b>Totals</b>		<b>2,568</b>	<b>424,815</b>	<b>165</b>	<b>\$77,467,541</b>	<b>2,424</b>	<b>402,318</b>	<b>166</b>	<b>\$72,462,867</b>	<b>2,323</b>	<b>401,933</b>	<b>173</b>	<b>\$76,385,604</b>

# OFFICE OF CHILDREN'S SERVICES

ADMINISTERING THE CHILDREN'S SERVICES ACT



## PRIVATE SPECIAL EDUCATION SERVICES UNDER THE CSA

Annual Report to the General Assembly, December 2020

In accordance with the Appropriation Act Chapter 1289 Item 292 (K)(2)

Children and youth with educational disabilities placed due to the student's Individualized Education Programs (IEP) in approved private school educational programs are included in the CSA target population and are eligible for funding (Code of Virginia §2.2-5211; 2.2-5212).

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.

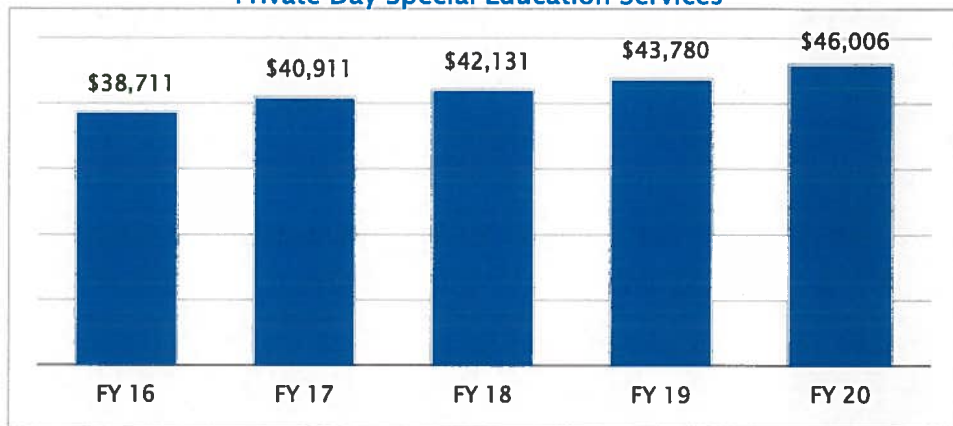
The CSA establishes local multidisciplinary teams responsible to work with families to plan services according to each child's unique strengths and needs and to administer the community's CSA activities.

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.

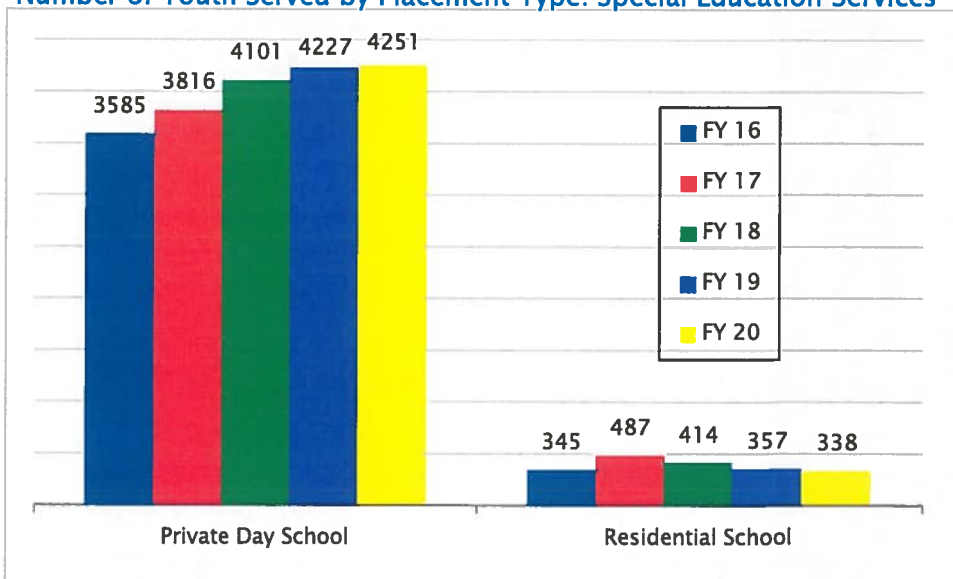
Average Annual CSA Expenditure Per Child  
Private Day Special Education Services



Net CSA Expenditures by Placement Type - Special Education Services

	FY2018	FY2019	FY2020
Private Day School	\$ 173,441,219	\$ 185,866,635	\$ 193,404,469
Private Residential School	\$ 15,290,636	\$ 11,720,397	\$ 12,004,699
Total	\$ 188,731,855	\$ 197,154,732	\$ 205,49,168

Number of Youth Served by Placement Type: Special Education Services



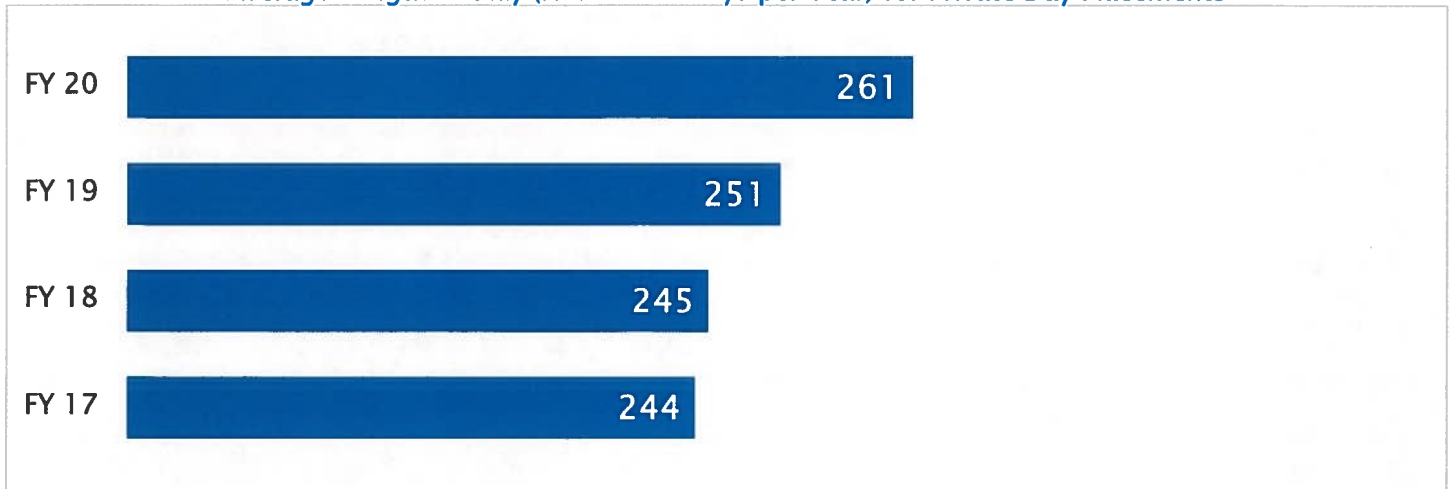
FY2020 unduplicated count of youth who received services resulting from an Individualized Education Program (IEP) requiring private school placement = 4,475



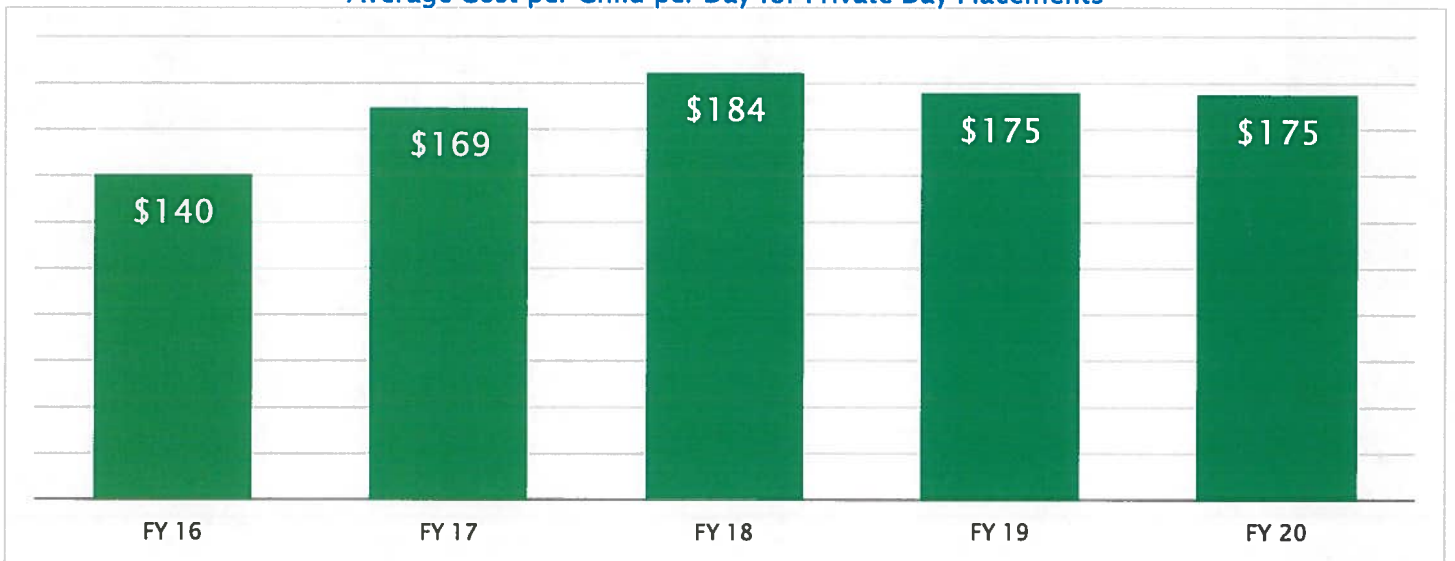
Office of Children's Services  
Empowering communities to serve youth

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

### Average Length of Stay (Number of Days per Year) for Private Day Placements



### Average Cost per Child per Day for Private Day Placements



### Discussion

The growth in private special education placements, especially private day schools, has received extensive attention over the past several years. Children's Services Act (CSA) expenditures for private special education day placements account for 72% of overall CSA growth (combined state and local expenditures) from FY2015 – FY2020. Over this period, the number of students served in these placements, required by their Individualized Education Programs (IEP), rose 24% from 3,416 to 4,251. In FY2020, growth in this one service area accounted for \$8.0 million in net CSA expenditure growth. In FY2020 (as compared to FY2019), the rate of growth slowed to 4.3% from 7.1% and the number of children placed in private day schools increased by 24, as compared to 126 from FY2018 to FY2019. The impact of the COVID-19 pandemic and the closure of the schools beginning in mid-March 2020, had some unquantified, yet meaningful impact on the FY2020 data.

The Joint Legislative Audit and Review Commission (JLARC) completed its study of the CSA, including a specific focus on the issues addressed in this report. The JLARC report, issued on November 16, 2020, included the following recommendations:

- Allow CSA funds to be used to pay for special education services and supports delivered in the public school setting, either to prevent children from being placed in more restrictive settings or to transition back to public school from more restrictive settings.
- Transfer administration of funding for special education private day programs, required by a student's IEP, to the Virginia Department of Education.
- Providers of private day special education programs should be required to annually report on their costs and revenues to provide transparency in the expenditure of public dollars.
- The Department of Education should annually collect and publish performance data on private day schools that is similar to or the same data collected and published for public schools.
- The Board of Education should develop and promulgate new regulations on the use of seclusion and restraint in private day schools that mirror those for public schools.

Action on these recommendations is now at discretion of the General Assembly.

# OFFICE OF CHILDREN'S SERVICES

ADMINISTERING THE CHILDREN'S SERVICES ACT



## TREATMENT FOSTER CARE SERVICES UNDER THE CSA

Annual Report to the General Assembly, December 2020

In accordance with the Appropriation Act, Chapter 1289, Item 292 (K)(1)

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:

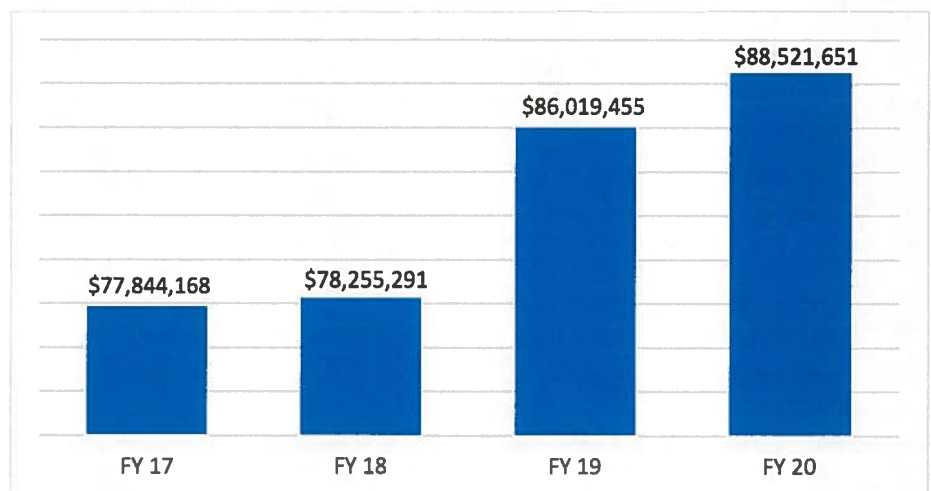
- Child and family directed care,
- Equitable access to quality services,
- Responsible and effective use of public funds,
- Support for effective, evidence-based practices, and
- Collaborative partnerships across state, local, public, and private stakeholders.



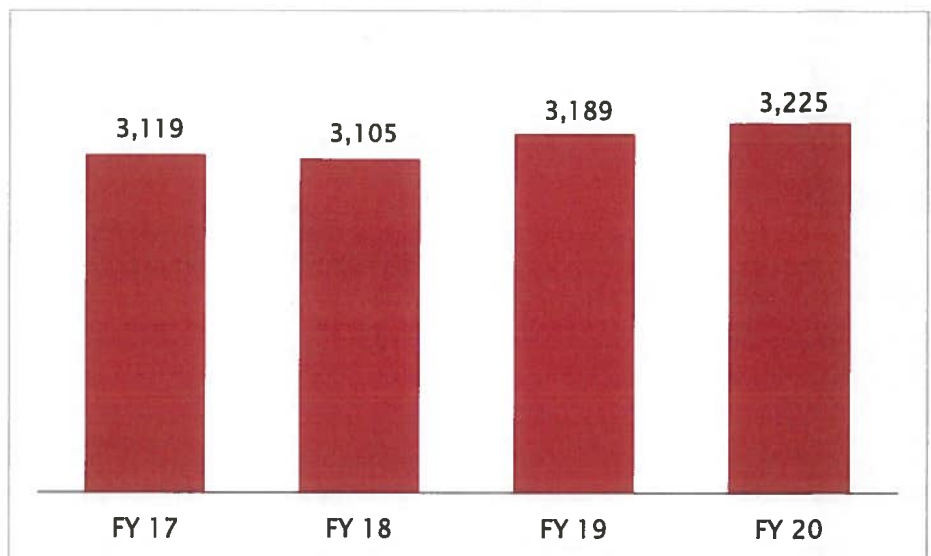
Office of Children's Services  
Empowering communities to serve youth

Treatment foster care (TFC) is a community-based program where services are designed to address children's special needs while in the custody of a local department of social services. TFC is provided by foster parents trained, supervised, and supported by a private agency (licensed child-placing agency or LCPA). TFC is family-based, goal-directed, results-oriented, and emphasizes permanency planning for the child in care. Total TFC costs may be partially offset by federal/state title IV-E revenues for eligible foster children. Title IV-E revenues and payments are handled through the Department of Social Services.

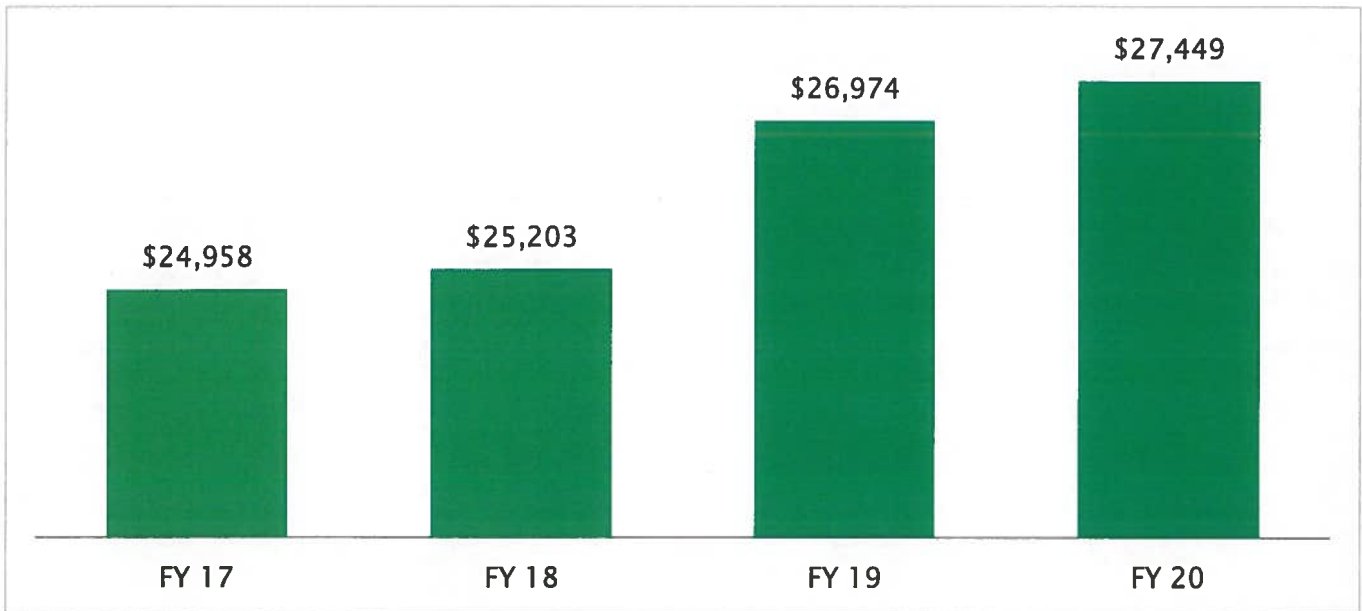
### Total CSA Expenditures - Treatment Foster Care (FY2017 - FY2020)



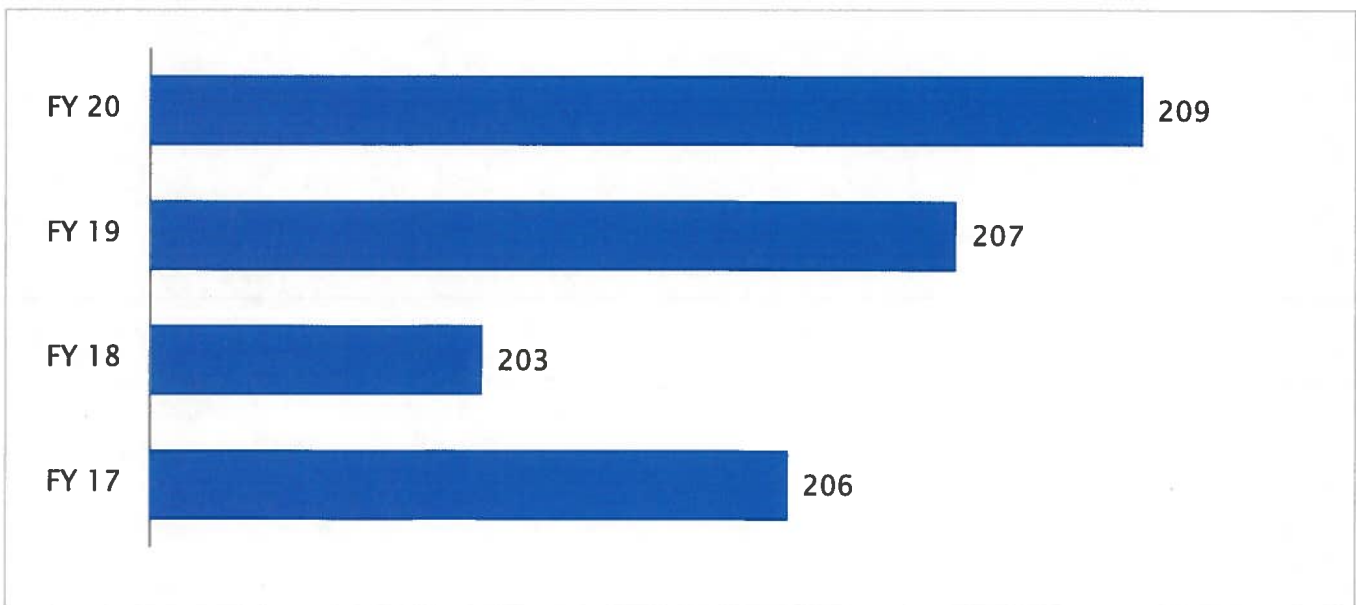
### Number of Youth Served - Treatment Foster Care (FY2017 - FY2020)



Average Annual CSA Expenditure per Child – Treatment Foster Care (FY2017 – FY2020)  
(Includes Foster Care Maintenance costs)



Average Length of Stay (Number of Days/Year) – Treatment Foster Care (FY2017 – FY2020)





## Discussion

In FY2020, utilization of treatment (also known as therapeutic) foster care (TFC) increased slightly, but was mostly stabilized after a noticeable increase in FY2019. TFC remains a primary source of foster care placements in Virginia, reflecting ongoing challenges in local DSS agencies' ability to establish "agency foster homes" (foster families recruited and supported by the local department). Approximately 60% of children in foster care are placed in a TFC arrangement through a licensed child-placing agency (LCPA). LCPAs are private agencies that, among other services, provide for foster home placements through referrals from the local DSS. In FY2020, a TFC placement (exclusive of monthly maintenance and enhanced maintenance payments) averages \$104 per day or approximately \$21,000 per year. While foster care maintenance costs may be supported by CSA pool funds or the federal title IV-E program, TFC-specific costs (CSA Service Name = "Private Foster Care, Support, Supervision, and Administration") are paid exclusively from CSA state pool and local matching funds.