

# 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, 2022*

*In accordance with the Appropriation Act Chapter 2 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 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. In FY2022, the steady downward trend in the number of children served in residential care continued (an overall decrease of 22% from FY2019). Over that same time period, the total CSA cost of these services decreased by 5.0%, the number of youth in psychiatric residential treatment placements (PRTF) decreased by 25%, and Group home (GH) placements decreased by 12%. It is likely that at least some of these decreases are related to restricted admissions due to the COVID-19 pandemic, as well as staffing shortages in the residential facilities. 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. Out-of-state residential placement costs have been approximately 8.9 million per year over the past four fiscal years.

Funding of residential placements is accomplished through several sources, Medicaid, CSA, and title IV-E for eligible children in foster care served in 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 Care (FY2019 - FY2022)

	FY2019	FY2020	FY2021	FY2022
Temporary Care Facility	494,708	503,252	122,124	162,389
Group Home	14,549,379	16,472,475	15,115,258	16,830,272
Residential Treatment Facility	57,418,781	59,409,876	55,631,447	51,854,325
<b>TOTALS</b>	<b>\$ 72,462,868</b>	<b>\$ 76,385,603</b>	<b>\$ 70,868,830</b>	<b>\$ 68,846,986</b>

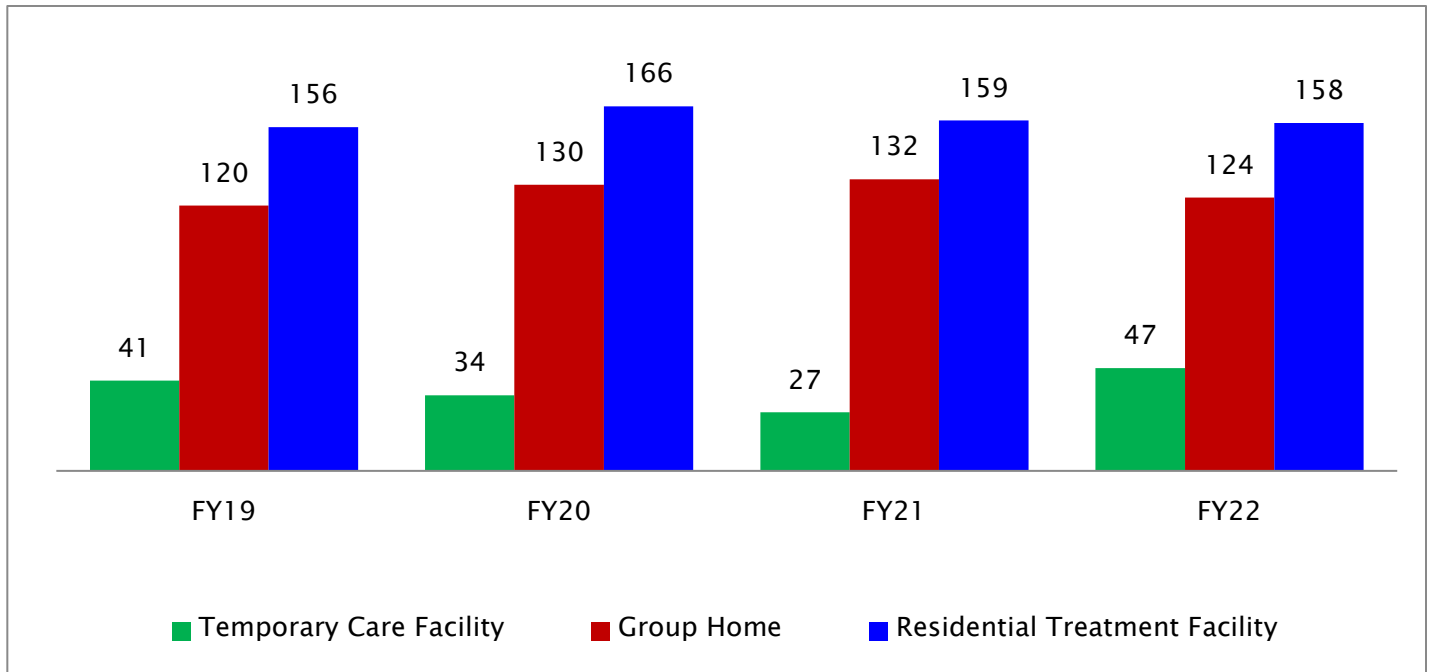
*Note: Amounts do not include Title IV-E and Medicaid expenditures.*

### Number of Youth Served through CSA in Residential Care (FY2019 - FY2022)

	FY2019	FY2020	FY2021	FY2022
Temporary Care Facility	56	49	21	19
Group Home	726	716	622	642
Residential Treatment Facility	2,037	1,901	1,764	1,523
<b>Unduplicated Total</b>	<b>2,424</b>	<b>2,323</b>	<b>2,103</b>	<b>1,884</b>

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

### Average Length of Stay (Days) per Youth in Residential Care (FY2019 - FY2022)



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

## Utilization of Residential Care through the CSA by Locality, FY2020 - FY2022

FIPS	Locality	UNDUPLICATED YOUTH COUNT/CUMULATIVE DAYS - ACROSS ALL RESIDENTIAL PLACEMENT TYPES											
		FY2020				FY2021				FY2022			
		Youth	Days	Avg. LOS	Expenditure	Youth	Days	Avg. LOS	Expenditure	Youth	Days	Avg. LOS	Expenditure
001	Accomack	5	550	92	\$88,143	4	715	143	\$86,950	3	635	159	\$107,861
003	Albemarle	34	5,982	166	\$1,158,381	29	5,437	103	\$1,495,618	27	5,795	121	\$1,809,723
005	Alleghany	9	1,244	96	\$245,165	5	841	84	\$207,766	6	986	141	\$139,151
007	Amelia	6	916	131	\$163,215	2	608	203	\$66,312	5	775	111	\$170,218
009	Amherst	13	2,089	161	\$246,770	11	1,346	104	\$199,617	15	1,797	100	\$225,059
011	Appomattox	15	3,059	191	\$377,744	14	2,360	112	\$332,822	8	1,379	106	\$194,499
013	Arlington	23	3,892	144	\$787,521	30	3,803	109	\$1,061,274	25	4,008	138	\$1,272,667
015	Augusta	16	2,957	185	\$379,078	16	2,373	140	\$352,730	17	2,895	126	\$521,619
017	Bath	2	175	88	\$32,135	2	183	92	\$28,483	0	0	0	\$0
019	Bedford County	53	10,350	178	\$1,668,670	40	8,395	135	\$1,688,614	35	6,570	129	\$1,463,069
021	Bland	1	199	199	\$37,430	2	205	103	\$21,924	2	175	88	\$16,965
023	Botetourt	8	1,425	158	\$228,315	6	879	126	\$119,542	5	819	137	\$156,494
025	Brunswick	6	1,183	197	\$191,026	4	1,024	256	\$215,025	4	633	158	\$128,561
027	Buchanan	18	2,669	111	\$576,734	11	2,021	135	\$314,263	14	1,218	72	\$293,895
029	Buckingham	3	427	107	\$79,417	4	585	98	\$64,786	7	588	84	\$180,005
031	Campbell	29	5,194	173	\$935,348	25	5,007	152	\$976,628	27	5,037	133	\$1,102,689
033	Caroline	7	1,198	171	\$175,223	7	1,026	114	\$105,133	9	1,531	128	\$207,660
035	Carroll	43	8,445	159	\$1,503,073	38	7,353	147	\$1,389,035	33	6,928	157	\$1,280,157
036	Charles City	2	343	172	\$54,319	3	745	248	\$55,932	2	146	49	\$33,102
037	Charlotte	7	868	109	\$229,680	4	1,005	201	\$148,537	3	995	249	\$149,304
041	Chesterfield	66	10,476	156	\$1,726,247	71	12,212	112	\$2,316,993	60	10,495	130	\$2,225,431
043	Clarke	6	746	124	\$120,280	3	488	163	\$71,254	1	130	130	\$19,717
045	Craig	3	559	140	\$75,471	2	470	118	\$95,300	1	184	184	\$39,560
047	Culpeper	16	3,514	207	\$532,069	20	3,823	127	\$624,635	11	1,651	97	\$421,668
049	Cumberland	5	839	168	\$156,646	4	324	81	\$35,972	4	838	168	\$159,811
051	Dickenson	6	1,264	158	\$190,902	9	1,162	89	\$248,103	16	2,429	101	\$641,030
053	Dinwiddie	12	2,426	202	\$449,144	12	2,641	165	\$450,299	10	2,395	150	\$496,329
057	Essex	8	1,060	118	\$125,155	8	1,527	109	\$242,128	4	683	137	\$97,627
061	Fauquier	26	5,117	197	\$938,688	37	3,753	82	\$589,423	20	3,656	108	\$713,707
063	Floyd	9	2,271	206	\$398,642	8	1,195	92	\$272,867	7	1,034	115	\$185,785
065	Fluvanna	14	2,900	132	\$639,062	9	1,977	124	\$380,949	7	776	86	\$178,082
067	Franklin County	46	7,500	144	\$1,278,156	37	7,860	187	\$1,273,824	42	7,634	112	\$1,567,341
069	Frederick	23	4,970	191	\$1,108,677	19	4,289	119	\$1,004,129	22	4,736	139	\$1,049,171
071	Giles	8	1,627	181	\$448,212	5	726	104	\$123,210	6	1,095	137	\$176,628
073	Gloucester	2	297	149	\$32,369	5	817	136	\$153,984	2	150	50	\$60,698
075	Goochland	3	420	105	\$54,784	4	239	60	\$46,591	7	775	97	\$127,445
077	Grayson	9	1,492	136	\$216,390	6	1,072	153	\$178,430	8	1,370	152	\$166,755
079	Greene	10	1,267	115	\$218,161	13	1,812	79	\$442,080	12	2,074	130	\$315,795
083	Halifax	24	4,735	182	\$908,825	12	2,832	157	\$703,620	11	2,591	185	\$545,135
085	Hanover	35	5,781	152	\$953,445	42	8,447	132	\$1,235,015	37	7,141	128	\$965,273
087	Henrico	84	14,881	160	\$1,951,693	82	14,877	131	\$2,331,084	64	10,080	112	\$2,214,893
089	Henry	18	3,756	209	\$737,171	24	4,631	132	\$904,094	24	4,493	155	\$793,073
091	Highland	0	0	0	\$0	0	0	0	\$0	0	0	0	\$0
093	Isle of Wight	4	45	11	\$6,145	4	654	131	\$95,848	6	915	102	\$97,451
095	James City	16	2,968	165	\$501,220	19	2,201	96	\$279,931	11	1,646	87	\$334,208
097	King & Queen	1	70	70	\$19,095	0	0	0	\$0	0	0	0	\$0
099	King George	10	2,210	158	\$600,470	11	2,186	95	\$638,608	9	1,725	133	\$340,853
101	King William	2	709	355	\$111,797	4	510	128	\$88,883	2	506	253	\$70,290
103	Lancaster	6	1,294	185	\$310,069	3	686	137	\$88,654	3	588	147	\$69,895
105	Lee	9	1,313	94	\$157,604	4	364	46	\$129,087	5	942	118	\$399,980
107	Loudoun	52	9,710	177	\$2,884,324	41	7,568	138	\$1,955,085	34	5,072	108	\$1,689,791
109	Louisa	17	3,392	188	\$607,139	22	3,810	95	\$743,307	22	4,919	117	\$975,682
111	Lunenburg	8	1,291	117	\$196,591	6	1,473	210	\$286,220	7	1,003	143	\$184,139

## Utilization of Residential Care through the CSA by Locality, FY2020 - FY2022

FIPS	Locality	UNDUPLICATED YOUTH COUNT/CUMULATIVE DAYS - ACROSS ALL RESIDENTIAL PLACEMENT TYPES											
		FY2020				FY2021				FY2022			
		Youth	Days	Avg. LOS	Expenditure	Youth	Days	Avg. LOS	Expenditure	Youth	Days	Avg. LOS	Expenditure
113	Madison	4	963	193	\$182,672	5	1,072	153	\$161,980	4	953	238	\$130,843
115	Mathews	2	360	180	\$86,705	1	215	215	\$24,375	0	0	0	\$0
117	Mecklenburg	19	4,728	158	\$789,672	16	3,171	117	\$529,109	9	1,371	137	\$241,015
119	Middlesex	0	0	0	\$0	0	0	0	\$0	0	0	0	\$0
121	Montgomery	19	2,923	139	\$569,161	22	2,839	92	\$450,114	13	2,145	113	\$520,420
125	Nelson	9	1,369	137	\$258,290	6	1,156	165	\$123,583	9	1,188	108	\$216,404
127	New Kent	3	194	39	\$78,128	3	529	132	\$91,424	6	1,161	166	\$198,697
131	Northampton	2	373	187	\$52,680	2	404	81	\$111,059	2	307	102	\$71,568
133	Northumberland	0	0	0	\$0	3	305	76	\$45,549	3	362	121	\$81,050
135	Nottoway	8	2,310	289	\$457,946	4	1,107	185	\$162,554	4	801	200	\$133,950
137	Orange	14	2,735	195	\$509,863	13	2,478	138	\$397,083	21	3,012	116	\$492,188
139	Page	14	2,633	114	\$616,500	13	1,386	58	\$445,666	9	1,872	156	\$349,152
141	Patrick	3	732	244	\$93,121	4	833	208	\$80,716	5	1,000	111	\$251,487
143	Pittsylvania	26	4,409	130	\$662,286	35	5,101	100	\$1,122,207	30	5,882	128	\$1,268,680
145	Powhatan	10	2,086	209	\$268,604	6	1,620	180	\$190,500	5	1,034	148	\$204,695
147	Prince Edward	6	1,008	144	\$286,698	3	641	160	\$162,878	4	691	138	\$179,305
149	Prince George	11	2,081	173	\$259,811	15	2,601	137	\$355,904	5	735	123	\$159,282
153	Prince William	102	17,968	128	\$4,453,863	83	14,976	113	\$3,549,038	65	10,510	108	\$2,398,424
155	Pulaski	24	4,032	161	\$962,584	18	2,532	94	\$681,581	15	1,914	96	\$445,391
157	Rappahannock	10	2,295	209	\$532,325	6	1,375	125	\$382,076	9	1,105	92	\$330,946
159	Richmond County	0	0	0	\$0	0	0	0	\$0	0	0	0	\$0
161	Roanoke County	38	6,614	144	\$1,109,996	33	6,007	118	\$1,226,158	42	8,117	148	\$1,674,959
163	Rockbridge	18	2,312	122	\$330,247	14	2,191	100	\$525,604	8	1,118	102	\$183,368
165	Rockingham	57	11,853	177	\$1,752,472	43	9,539	126	\$1,415,085	46	9,359	130	\$2,081,958
167	Russell	11	1,606	146	\$244,428	5	1,636	234	\$207,158	12	1,059	76	\$191,567
169	Scott	4	190	48	\$42,606	4	472	67	\$128,360	5	272	54	\$50,618
171	Shenandoah	35	6,719	168	\$1,823,075	31	6,027	131	\$1,417,036	21	4,408	130	\$1,311,138
173	Smyth	21	3,801	181	\$512,430	21	3,640	140	\$460,515	23	3,645	140	\$565,816
175	Southampton	3	799	266	\$88,420	4	615	154	\$65,829	2	402	134	\$34,607
177	Spotsylvania	35	6,159	176	\$1,068,465	33	6,475	114	\$1,156,211	36	6,328	105	\$1,357,466
179	Stafford	24	3,477	120	\$759,879	22	3,744	117	\$742,092	18	3,757	150	\$651,933
181	Surry	1	364	364	\$63,636	1	203	102	\$31,981	1	366	366	\$51,518
183	Sussex	3	275	55	\$50,734	6	776	97	\$117,175	4	248	62	\$25,756
185	Tazewell	19	3,508	146	\$639,498	24	4,318	111	\$852,406	25	4,662	126	\$1,116,837
187	Warren	8	1,424	142	\$206,646	9	1,745	134	\$296,641	9	1,279	98	\$196,878
191	Washington	19	3,586	171	\$474,723	26	4,076	127	\$617,296	16	2,821	134	\$393,696
193	Westmoreland	10	1,496	136	\$336,875	7	1,081	120	\$200,578	4	1,243	178	\$275,795
195	Wise	13	1,465	81	\$317,354	8	823	82	\$118,762	6	726	121	\$88,339
197	Wythe	10	1,938	194	\$260,569	14	2,302	128	\$439,720	15	2,800	108	\$619,922
199	York	10	2,327	194	\$551,496	9	1,817	151	\$470,683	10	2,480	155	\$808,826
510	Alexandria	14	1,513	108	\$398,788	16	2,048	89	\$412,550	15	1,584	83	\$256,123
520	Bristol	21	5,127	197	\$639,273	17	3,267	182	\$452,389	11	2,446	188	\$433,828
530	Buena Vista	14	2,751	145	\$445,158	9	1,233	123	\$138,393	7	1,614	161	\$281,455
540	Charlottesville	18	2,475	118	\$674,826	19	2,241	68	\$628,749	10	1,709	95	\$263,084
550	Chesapeake	11	1,200	86	\$202,473	8	1,747	125	\$367,641	9	1,032	115	\$206,265
570	Colonial Heights	5	1,161	232	\$144,966	5	771	129	\$237,946	6	1,219	174	\$389,150
580	Covington	9	2,171	121	\$463,532	14	1,543	73	\$312,968	7	1,231	123	\$166,237
590	Danville	45	6,499	114	\$1,241,498	30	3,802	95	\$780,252	24	2,108	64	\$639,482
620	Franklin City	4	597	149	\$73,372	3	821	117	\$125,994	5	690	86	\$188,890
630	Fredericksburg	11	1,304	109	\$268,080	15	2,184	95	\$441,011	11	1,666	111	\$336,008
640	Galax	10	1,088	109	\$186,268	6	529	53	\$74,989	7	1,015	113	\$226,813
650	Hampton	0	0	0	\$0	0	0	0	\$0	0	0	0	\$0

## Utilization of Residential Care through the CSA by Locality, FY2020 - FY2022

FIPS	Locality	UNDUPLICATED YOUTH COUNT/CUMULATIVE DAYS - ACROSS ALL RESIDENTIAL PLACEMENT TYPES											
		FY2020				FY2021				FY2022			
		Youth	Days	Avg. LOS	Expenditure	Youth	Days	Avg. LOS	Expenditure	Youth	Days	Avg. LOS	Expenditure
660	Harrisonburg	25	4,941	176	\$870,985	22	3,146	87	\$720,246	14	2,686	128	\$456,189
670	Hopewell	2	209	105	\$14,093	5	624	125	\$87,260	2	133	67	\$16,380
678	Lexington	0	0	0	\$0	1	27	14	\$11,091	1	92	46	\$40,915
680	Lynchburg	75	9,163	109	\$1,215,333	49	7,132	119	\$947,187	44	4,847	91	\$733,181
683	Manassas City	7	1,443	160	\$182,970	7	925	103	\$172,003	8	2,072	207	\$390,037
685	Manassas Park	2	319	160	\$53,188	1	92	92	\$19,320	2	236	79	\$35,179
690	Martinsville	6	784	131	\$139,275	3	300	75	\$106,090	4	862	108	\$202,591
700	Newport News	16	2,374	140	\$436,263	17	2,457	129	\$407,799	16	1,870	117	\$251,398
710	Norfolk	76	10,53	130	\$2,125,369	57	10,301	110	\$1,859,411	60	9,559	104	\$1,811,418
720	Norton	0	0	0	\$0	1	45	45	\$8,756	1	5	5	\$900
730	Petersburg	16	2,118	132	\$251,643	15	2,463	145	\$394,979	8	880	98	\$173,893
735	Poquoson	1	366	366	\$31,471	0	0	0	\$0	1	304	304	\$71,198
740	Portsmouth	6	990	141	\$154,741	10	1,454	121	\$206,147	9	2,006	201	\$276,828
750	Radford	5	770	154	\$132,503	5	915	153	\$150,675	3	315	79	\$30,432
760	Richmond City	88	17,15	191	\$3,010,785	75	13,272	112	\$2,936,499	60	10,173	112	\$2,475,467
770	Roanoke City	47	9,005	170	\$1,381,595	49	9,513	124	\$1,845,667	54	8,610	108	\$2,001,034
775	Salem	11	2,091	161	\$319,950	14	2,281	114	\$425,981	12	2,121	133	\$380,413
790	Staunton	16	3,116	183	\$644,166	14	3,271	218	\$464,409	13	3,227	202	\$422,713
800	Suffolk	14	2,530	158	\$333,226	14	2,085	110	\$402,449	16	1,855	88	\$310,424
810	Virginia Beach	98	16,71	167	\$3,242,450	87	16,590	102	\$3,672,114	76	15,063	102	\$3,283,059
820	Waynesboro	12	2,525	168	\$446,344	10	1,817	151	\$325,445	11	1,173	78	\$213,610
830	Williamsburg	1	209	209	\$76,122	3	472	118	\$129,620	3	662	221	\$149,306
840	Winchester	23	4,845	179	\$1,085,730	20	3,615	98	\$669,376	14	2,506	96	\$546,599
1200	Greensville/ Emporia	3	388	129	\$54,303	2	211	106	\$26,080	3	406	135	\$74,069
1300	Fairfax/Falls Church	128	16,28	107	\$5,878,377	105	13,553	92	\$4,738,603	94	13,940	117	\$5,547,404