

# OFFICE OF CHILDREN'S SERVICES

ADMINISTERING THE CHILDREN'S SERVICES ACT



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

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

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

Guiding principles for OCS include:

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



Office of Children's Services  
Empowering communities to serve youth

## UTILIZATION OF RESIDENTIAL CARE UNDER THE CSA

Annual Report to the Governor and General Assembly, December 2021  
In accordance with the Appropriation Act Chapter 552 Item 292 (B)(2)(d)

Residential (or congregate care) is the most intensive setting to meet the needs of children and youth with high levels of need due to psychiatric, emotional, and behavioral problems. Historically, there has been concern about the "overuse" 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 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. FY2020 continued, the steady downward trend in the number of children served in residential care continued (overall decrease of 18% from FY2018). The total CSA cost of these services increased by 8.5%. The number of youth in psychiatric residential treatment placements (PRTF) decreased by 19%. Group home (GH) placements decreased by 14%. 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) have been an issue of considerable attention.

### Total CSA Expenditures for Residential Care (FY2018 – FY2021)

	FY2018	FY2019	FY2020	FY2021
Temporary Care Facility	788,814	494,708	503,252	122,124
Group Home	13,973,621	14,549,379	16,472,475	15,115,258
Residential Treatment Facility	62,705,107	57,418,781	59,409,876	55,631,447
<b>TOTALS</b>	<b>\$ 77,467,542</b>	<b>\$ 72,462,868</b>	<b>\$ 76,385,603</b>	<b>\$70,868,830</b>

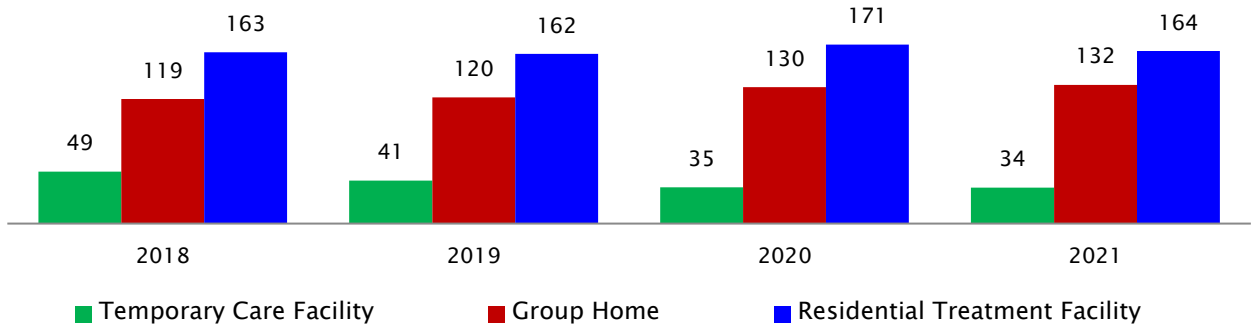
*Note: Amounts do not include Title IV-E and Medicaid expenditures.*

### Number of Youth Served through CSA in Residential Care (FY2018 – FY2021)

	FY2018	FY2019	FY2020	FY2021
Temporary Care Facility	93	56	49	21
Group Home	727	726	716	622
Residential Treatment Facility	2,176	2,037	1,901	1,764
<b>Unduplicated Total</b>	<b>2,568</b>	<b>2,424</b>	<b>2,323</b>	<b>2,103</b>

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

Average Length of Stay (Days) per Youth in Residential Care (FY2018 – FY2021)



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

## Utilization of Residential Care through the CSA by Locality, FY2019 - FY2021

FIPS	Locality	UNDUPLICATED YOUTH COUNT/CUMULATIVE DAYS - ACROSS ALL RESIDENTIAL PLACEMENT TYPES											
		FY2019				FY2020				FY2021			
		Youth	Days	Avg. LOS	Expenditure	Youth	Days	Avg. LOS	Expenditure	Youth	Days	Avg. LOS	Expenditure
001	Accomack	10	1,656	104	\$260,557	5	550	92	\$88,143	4	715	143	\$86,950
003	Albemarle	34	6,397	112	\$1,355,233	34	5,982	166	\$1,158,381	29	5,437	103	\$1,495,618
005	Alleghany	7	1,343	134	\$143,168	9	1,244	96	\$245,165	5	841	84	\$207,766
007	Amelia	3	409	102	\$35,515	6	916	131	\$163,215	2	608	203	\$66,312
009	Amherst	14	2,401	133	\$294,569	13	2,089	161	\$246,770	11	1,346	104	\$199,617
011	Appomattox	14	2,469	123	\$412,306	15	3,059	191	\$377,744	14	2,360	112	\$332,822
013	Arlington	17	2,244	83	\$367,910	23	3,892	144	\$787,521	30	3,803	109	\$1,061,274
015	Augusta	20	3,422	137	\$440,984	16	2,957	185	\$379,078	16	2,373	140	\$352,730
017	Bath	1	44	44	\$4,750	2	175	88	\$32,135	2	183	92	\$28,483
019	Bedford County	52	9,887	116	\$1,509,755	53	10,350	178	\$1,668,670	40	8,395	135	\$1,688,614
021	Bland	1	31	31	\$11	1	199	199	\$37,430	2	205	103	\$21,924
023	Botetourt	10	1,078	63	\$170,982	8	1,425	158	\$228,315	6	879	126	\$119,542
025	Brunswick	6	1,456	243	\$234,272	6	1,183	197	\$191,026	4	1,024	256	\$215,025
027	Buchanan	10	1,629	102	\$349,798	18	2,669	111	\$576,734	11	2,021	135	\$314,263
029	Buckingham	4	830	119	\$191,637	3	427	107	\$79,417	4	585	98	\$64,786
031	Campbell	30	4,802	123	\$811,639	29	5,194	173	\$935,348	25	5,007	152	\$976,628
033	Caroline	7	1,599	160	\$195,905	7	1,198	171	\$175,223	7	1,026	114	\$105,133
035	Carroll	35	6,883	135	\$1,183,300	43	8,445	159	\$1,503,073	38	7,353	147	\$1,389,035
036	Charles City	2	705	353	\$153,660	2	343	172	\$54,319	3	745	248	\$55,932
037	Charlottesville	5	1,180	236	\$283,458	7	868	109	\$229,680	4	1,005	201	\$148,537
041	Chesterfield	64	10,579	137	\$1,505,537	66	10,476	156	\$1,726,247	71	12,212	112	\$2,316,993
043	Clarke	3	168	56	\$46,105	6	746	124	\$120,280	3	488	163	\$71,254
045	Craig	3	228	33	\$37,820	3	559	140	\$75,471	2	470	118	\$95,300
047	Culpeper	16	2,723	101	\$487,905	16	3,514	207	\$532,069	20	3,823	127	\$624,635
049	Cumberland	5	1,432	239	\$243,724	5	839	168	\$156,646	4	324	81	\$35,972
051	Dickenson	16	1,701	95	\$292,271	6	1,264	158	\$190,902	9	1,162	89	\$248,103
053	Dinwiddie	13	1,896	82	\$374,165	12	2,426	202	\$449,144	12	2,641	165	\$450,299
057	Essex	6	1,707	155	\$227,585	8	1,060	118	\$125,155	8	1,527	109	\$242,128
061	Fauquier	30	4,834	121	\$898,794	26	5,117	197	\$938,688	37	3,753	82	\$589,423
063	Floyd	9	2,051	137	\$378,895	9	2,271	206	\$398,642	8	1,195	92	\$272,867
065	Fluvanna	14	2,188	81	\$506,952	14	2,900	132	\$639,062	9	1,977	124	\$380,949
067	Franklin County	49	8,300	108	\$1,433,444	46	7,500	144	\$1,278,156	37	7,860	187	\$1,273,824
069	Frederick	24	4,040	130	\$869,861	23	4,970	191	\$1,108,677	19	4,289	119	\$1,004,129
071	Giles	11	1,420	101	\$392,261	8	1,627	181	\$448,212	5	726	104	\$123,210
073	Gloucester	8	1,359	136	\$160,117	2	297	149	\$32,369	5	817	136	\$153,984
075	Goochland	10	2,021	126	\$282,569	3	420	105	\$54,784	4	239	60	\$46,591
077	Grayson	8	2,023	145	\$238,180	9	1,492	136	\$216,390	6	1,072	153	\$178,430
079	Greene	8	923	103	\$169,857	10	1,267	115	\$218,161	13	1,812	79	\$442,080
083	Halifax	24	4,926	137	\$912,953	24	4,735	182	\$908,825	12	2,832	157	\$703,620
085	Hanover	41	6,957	118	\$1,227,996	35	5,781	152	\$953,445	42	8,447	132	\$1,235,015
087	Henrico	58	10,585	128	\$1,514,082	84	14,881	160	\$1,951,693	82	14,877	131	\$2,331,084
089	Henry	27	3,229	87	\$556,692	18	3,756	209	\$737,171	24	4,631	132	\$904,094
091	Highland	0	0	0	\$0	0	0	0	\$0	0	0	0	\$0
093	Isle of Wight	2	371	124	\$64,692	4	45	11	\$6,145	4	654	131	\$95,848
095	James City	9	1,215	101	\$188,706	16	2,968	165	\$501,220	19	2,201	96	\$279,931
097	King & Queen	1	264	264	\$75,240	1	70	70	\$19,095	0	0	0	\$0
099	King George	16	2,956	109	\$466,862	10	2,210	158	\$600,470	11	2,186	95	\$638,608
101	King William	3	490	82	\$105,057	2	709	355	\$111,797	4	510	128	\$88,883
103	Lancaster	5	1,465	244	\$103,776	6	1,294	185	\$310,069	3	686	137	\$88,654
105	Lee	10	1,715	156	\$190,413	9	1,313	94	\$157,604	4	364	46	\$129,087
107	Loudoun	45	5,744	87	\$1,363,210	52	9,710	177	\$2,884,324	41	7,568	138	\$1,955,085
109	Louisa	22	3,931	103	\$652,349	17	3,392	188	\$607,139	22	3,810	95	\$743,307
111	Lunenburg	8	1,532	118	\$319,518	8	1,291	117	\$196,591	6	1,473	210	\$286,220

## Utilization of Residential Care through the CSA by Locality, FY2019 – FY2021

FIPS	Locality	UNDUPLICATED YOUTH COUNT/CUMULATIVE DAYS - ACROSS ALL RESIDENTIAL PLACEMENT TYPES											
		FY2019				FY2020				FY2021			
		Youth	Days	Avg. LOS	Expenditure	Youth	Days	Avg. LOS	Expenditure	Youth	Days	Avg. LOS	Expenditure
113	Madison	7	1,297	130	\$285,203	4	963	193	\$182,672	5	1,072	153	\$161,980
115	Mathews	3	435	145	\$54,421	2	360	180	\$86,705	1	215	215	\$24,375
117	Mecklenburg	19	2,746	119	\$513,059	19	4,728	158	\$789,672	16	3,171	117	\$529,109
119	Middlesex	1	117	117	\$35,239	0	0	0	\$0	0	0	0	\$0
121	Montgomery	10	1,358	104	\$195,483	19	2,923	139	\$569,161	22	2,839	92	\$450,114
125	Nelson	7	1,023	114	\$168,950	9	1,369	137	\$258,290	6	1,156	165	\$123,583
127	New Kent	1	3	3	\$529	3	194	39	\$78,128	3	529	132	\$91,424
131	Northampton	3	847	169	\$127,348	2	373	187	\$52,680	2	404	81	\$111,059
133	Northumberland	4	406	102	\$58,030	0	0	0	\$0	3	305	76	\$45,549
135	Nottoway	12	2,673	167	\$438,135	8	2,310	289	\$457,946	4	1,107	185	\$162,554
137	Orange	14	2,069	83	\$372,105	14	2,735	195	\$509,863	13	2,478	138	\$397,083
139	Page	9	1,964	123	\$362,050	14	2,633	114	\$616,500	13	1,386	58	\$445,666
141	Patrick	5	507	101	\$64,457	3	732	244	\$93,121	4	833	208	\$80,716
143	Pittsylvania	30	5,139	117	\$1,046,580	26	4,409	130	\$662,286	35	5,101	100	\$1,122,207
145	Powhatan	9	1,583	122	\$228,826	10	2,086	209	\$268,604	6	1,620	180	\$190,500
147	Prince Edward	2	214	107	\$25,236	6	1,008	144	\$286,698	3	641	160	\$162,878
149	Prince George	9	1,913	174	\$229,290	11	2,081	173	\$259,811	15	2,601	137	\$355,904
153	Prince William	127	22,550	103	\$5,435,645	102	17,968	128	\$4,453,863	83	14,976	113	\$3,549,038
155	Pulaski	22	4,368	125	\$777,415	24	4,032	161	\$962,584	18	2,532	94	\$681,581
157	Rappahannock	16	2,861	102	\$496,096	10	2,295	209	\$532,325	6	1,375	125	\$382,076
159	Richmond County	1	25	13	\$2,936	0	0	0	\$0	0	0	0	\$0
161	Roanoke County	25	3,844	107	\$759,797	38	6,614	144	\$1,109,996	33	6,007	118	\$1,226,158
163	Rockbridge	21	2,831	94	\$415,717	18	2,312	122	\$330,247	14	2,191	100	\$525,604
165	Rockingham	54	10,988	126	\$1,735,807	57	11,853	177	\$1,752,472	43	9,539	126	\$1,415,085
167	Russell	17	2,600	137	\$414,725	11	1,606	146	\$244,428	5	1,636	234	\$207,158
169	Scott	8	379	42	\$71,998	4	190	48	\$42,606	4	472	67	\$128,360
171	Shenandoah	36	5,850	98	\$1,426,567	35	6,719	168	\$1,823,075	31	6,027	131	\$1,417,036
173	Smyth	20	3,465	133	\$474,682	21	3,801	181	\$512,430	21	3,640	140	\$460,515
175	Southampton	4	671	168	\$64,078	3	799	266	\$88,420	4	615	154	\$65,829
177	Spotsylvania	52	9,202	121	\$1,442,485	35	6,159	176	\$1,068,465	33	6,475	114	\$1,156,211
179	Stafford	23	4,865	162	\$985,820	24	3,477	120	\$759,879	22	3,744	117	\$742,092
181	Surry	1	365	365	\$49,486	1	364	364	\$63,636	1	203	102	\$31,981
183	Sussex	2	210	53	\$32,698	3	275	55	\$50,734	6	776	97	\$117,175
185	Tazewell	20	3,410	114	\$689,789	19	3,508	146	\$639,498	24	4,318	111	\$852,406
187	Warren	10	1,379	115	\$237,348	8	1,424	142	\$206,646	9	1,745	134	\$296,641
191	Washington	10	1,539	96	\$191,930	19	3,586	171	\$474,723	26	4,076	127	\$617,296
193	Westmoreland	7	910	114	\$189,852	10	1,496	136	\$336,875	7	1,081	120	\$200,578
195	Wise	17	1,507	69	\$268,166	13	1,465	81	\$317,354	8	823	82	\$118,762
197	Wythe	10	1,773	111	\$341,964	10	1,938	194	\$260,569	14	2,302	128	\$439,720
199	York	11	2,512	132	\$666,709	10	2,327	194	\$551,496	9	1,817	151	\$470,683
510	Alexandria	17	2,620	79	\$562,689	14	1,513	108	\$398,788	16	2,048	89	\$412,550
520	Bristol	24	5,244	181	\$683,099	21	5,127	197	\$639,273	17	3,267	182	\$452,389
530	Buena Vista	14	2,458	98	\$563,862	14	2,751	145	\$445,158	9	1,233	123	\$138,393
540	Charlottesville	18	3,052	113	\$585,864	18	2,475	118	\$674,826	19	2,241	68	\$628,749
550	Chesapeake	18	3,082	134	\$442,846	11	1,200	86	\$202,473	8	1,747	125	\$367,641
570	Colonial Heights	4	844	141	\$132,439	5	1,161	232	\$144,966	5	771	129	\$237,946
580	Covington	4	747	107	\$200,861	9	2,171	121	\$463,532	14	1,543	73	\$312,968
590	Danville	43	6,475	97	\$1,364,188	45	6,499	114	\$1,241,498	30	3,802	95	\$780,252
620	Franklin City	3	310	62	\$44,474	4	597	149	\$73,372	3	821	117	\$125,994
630	Fredericksburg	23	2,596	74	\$550,557	11	1,304	109	\$268,080	15	2,184	95	\$441,011
640	Galax	14	2,099	131	\$277,108	10	1,088	109	\$186,268	6	529	53	\$74,989
650	Hampton	0	0	0	\$0	0	0	0	\$0	0	0	0	\$0

## Utilization of Residential Care through the CSA by Locality, FY2019 - FY2021

FIPS	Locality	UNDUPLICATED YOUTH COUNT/CUMULATIVE DAYS - ACROSS ALL RESIDENTIAL PLACEMENT TYPES											
		FY2019				FY2020				FY2021			
		Youth	Days	Avg. LOS	Expenditure	Youth	Days	Avg. LOS	Expenditure	Youth	Days	Avg. LOS	Expenditure
660	Harrisonburg	23	4,853	135	\$760,820	25	4,941	176	\$870,985	22	3,146	87	\$720,246
670	Hopewell	5	850	170	\$79,490	2	209	105	\$14,093	5	624	125	\$87,260
678	Lexington	2	276	92	\$71,601	0	0	0	\$0	1	27	14	\$11,091
680	Lynchburg	75	9,698	101	\$1,396,732	75	9,163	109	\$1,215,333	49	7,132	119	\$947,187
683	Manassas City	10	1,433	96	\$217,832	7	1,443	160	\$182,970	7	925	103	\$172,003
685	Manassas Park	2	491	246	\$75,266	2	319	160	\$53,188	1	92	92	\$19,320
690	Martinsville	5	1,047	150	\$131,908	6	784	131	\$139,275	3	300	75	\$106,090
700	Newport News	10	1,726	144	\$295,034	16	2,374	140	\$436,263	17	2,457	129	\$407,799
710	Norfolk	64	10,237	96	\$1,830,139	76	10,534	130	\$2,125,369	57	10,301	110	\$1,859,411
720	Norton	2	77	39	\$10,745	0	0	0	\$0	1	45	45	\$8,756
730	Petersburg	17	4,142	197	\$624,330	16	2,118	132	\$251,643	15	2,463	145	\$394,979
735	Poquoson	2	330	165	\$104,305	1	366	366	\$31,471	0	0	0	\$0
740	Portsmouth	14	1,643	91	\$229,322	6	990	141	\$154,741	10	1,454	121	\$206,147
750	Radford	5	666	111	\$58,361	5	770	154	\$132,503	5	915	153	\$150,675
760	Richmond City	113	19,336	100	\$3,115,042	88	17,151	191	\$3,010,785	75	13,272	112	\$2,936,499
770	Roanoke City	48	8,977	142	\$1,191,225	47	9,005	170	\$1,381,595	49	9,513	124	\$1,845,667
775	Salem	9	1,607	146	\$227,460	11	2,091	161	\$319,950	14	2,281	114	\$425,981
790	Staunton	16	2,926	154	\$493,573	16	3,116	183	\$644,166	14	3,271	218	\$464,409
800	Suffolk	17	2,913	132	\$439,016	14	2,530	158	\$333,226	14	2,085	110	\$402,449
810	Virginia Beach	108	17,774	97	\$2,960,006	98	16,714	167	\$3,242,450	87	16,590	102	\$3,672,114
820	Waynesboro	17	2,905	145	\$371,904	12	2,525	168	\$446,344	10	1,817	151	\$325,445
830	Williamsburg	3	699	140	\$285,278	1	209	209	\$76,122	3	472	118	\$129,620
840	Winchester	21	3,728	93	\$952,005	23	4,845	179	\$1,085,730	20	3,615	98	\$669,376
1200	Greensville/Emporia	6	469	67	\$62,295	3	388	129	\$54,303	2	211	106	\$26,080
1300	Fairfax/Falls Church	139	16,152	80	\$5,007,542	128	16,285	107	\$5,878,377	105	13,553	92	\$4,738,603
	<b>Totals</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>	<b>2,103</b>	<b>361,112</b>	<b>172</b>	<b>\$71,217,372</b>