



LIBERAL ARTS AND HUMAN SCIENCES
CENTER FOR GERONTOLOGY
VIRGINIA TECH™

Virginia Public Guardianship and Conservatorship Program Needs and Trends

**REPORT
CENTER FOR GERONTOLOGY
VIRGINIA TECH
BLACKSBURG, VIRGINIA**

June 26, 2024

STUDY PURPOSE

Pursuant to § 51.5-150 B 9 from the Code of Virginia, the Department shall enter into a contract with an appropriate research entity with expertise in gerontology, disabilities, and public administration to conduct an evaluation of local public guardian and conservator programs from funds specifically appropriated and allocated for this purpose, and the evaluator shall provide a report with recommendations to the Department and to the Public Guardian and Conservator Advisory Board established pursuant to § 51.5-149.1. Trends identified in the report, including the need for public guardians shall be presented to the General Assembly. The Department shall request such a report from an appropriate research entity every four years, provided the General Assembly appropriates funds for that purpose.

Executive Summary

Background

The Virginia Public Guardian and Conservator Program (“Program”) operates within the Department of Aging and Rehabilitative Services (DARS) and provides public guardianship and sometimes conservatorship services to adult residents of Virginia adjudicated by a Virginia circuit court to be indigent, incapacitated, and without any other proper and suitable person willing and able to serve as a guardian, as a conservator, or both. The population of vulnerable adults is expected to increase in Virginia in the coming years as is a concomitant need for public guardian slots. This study identified the need for public guardian slots by assessing demographic trends, a survey of the Working Interdisciplinary Network of Guardianship Stakeholders, census data, and data provided from DARS to the Virginia Tech Research Team (the VT Team).

Methods

1. The VT team contacted and surveyed 13 organizational representatives involved in the Working Interdisciplinary Network of Guardianship Stakeholders (WINGS) in Virginia with relationships with the Program in order to gather their perspectives on future needs for public guardian slots.
2. The VT Team used U.S. Census data from 2020-2022 to determine population change over two years for each of Virginia’s counties to inform potential increases in the need for additional public guardian slots and to determine the percent of people living in poverty. In addition, the VT Team used data from the most recently available American Community Survey (2021) combined with U.S. Census data from 2022 to determine the percent of Virginia adults with at least one of the following conditions: cognitive, emotional, and functional impairments.
3. DARs provided the VT Team with 2023 unrestricted slots and ID/DD waitlist data collected from the Program. Additionally, DARS provided data from the Department of Behavior Health and Human Sciences (DBHDS).
4. The VT Team reported and interpreted the findings from the information it collected as well as the information provided by DARS.

Results and Conclusion

The combined data sources reveal that each Public Guardian and Conservator Program (PGP) region has a projected future need for additional public guardian slots. WINGS information indicates a rising need for slots. Population increases in densely inhabited areas such as Virginia’s Golden Crescent and areas experiencing population declines of younger adults and high poverty rates, such as in the Western Region of the state, also indicate a need for additional slots for the PGP, reflecting a growing population of older adults, a subset of whom will require a public guardian. Also, waitlist data confirm this need across special populations (i.e., MI/DD, ID/DD, MH) as well as unspecified adult populations.

The VT Team recommends funding an additional 110 slots to be distributed across the PGP regions.

Table of Contents

PURPOSE	5
BACKGROUND	5
METHODS.....	6
RESULTS.....	6
RESPONSES BY PUBLIC GUARDIAN STAKEHOLDERS FROM VIRGINIA WINGS	6
POPULATION DATA SUMMARY	7
2023 UNRESTRICTED SLOT AND ID/DD WAITLIST DATA	8
LIMITATIONS.....	10
DISCUSSION AND CONCLUSIONS.....	10
REFERENCES	12
APPENDIX. STATISTICS BY REGION	13

Purpose

In 2022, the Virginia Department for Aging and Rehabilitative Services (DARS), entered into an agreement with the Virginia Polytechnic Institute and State University Center for Gerontology to perform the following task:

Public Guardianship and Conservatorship Program Unmet Needs and Trends: Identify unmet needs through demographic analysis and estimates trends related to guardianship, conservatorship, and surrogate decision-making pursuant to § 51.5-150(B)(9) of the Code of Virginia (<https://law.lis.virginia.gov/vacode/title51.5/chapter14/section51.5-150/>).

Background

The Virginia Public Guardian and Conservator Program (“Program”) operates within the Virginia Department for Aging and Rehabilitative Services (DARS) pursuant to Virginia Code §51.5-149 *et seq.* The Program provides public guardianship and sometimes conservatorship services to adult residents of Virginia adjudicated by a Virginia circuit court to be indigent, incapacitated, and without any other proper and suitable person willing and able to serve as a guardian, as a conservator, or both, as applicable (Virginia Code § 64.2-2010).

For ease of reference, throughout the remainder of this report, the terms “public guardian” and “public guardianship” will be used to describe the work of the Program.

DARS administers the Program through contracts (“PGP Contracts”) with 12 legal entities (“PGP Providers”)¹ who agree to operate a local public guardian and conservator program (a “Local PGP”) in accordance with Virginia law, the entity’s contract with DARS, and court orders establishing the guardianships. The number of individuals each PGP Provider can serve through the Program is specified in the PGP Contract.

PGP Providers are legal entities appointed by circuit courts to serve as public guardians. They maintain 24-hour-a-day, 365-days-a-year coverage for individuals served. Once appointed, the Program usually serves for the life of the person for whom it has been appointed. Public guardianship services are provided at no charge to the individuals served.

The Program has experienced substantial growth in recent years. Funding increases enabled the Program to grow from 706 client slots in state fiscal year 2016 to 1,349 client slots in state fiscal year 2022, for a 91.0% increase in the number of Program slots, or on average, 107 additional slots per year.

¹ The 12 PGP Providers are Alleghany Highlands Community Services Board, Appalachian Agency for Senior Citizens, The Arc of Northern Virginia, Bridges Senior Care Solutions, Catholic Charities of Eastern Virginia, Commonwealth Catholic Charities, District Three Governmental Cooperative, Family Service of Roanoke Valley, Jewish Family Services (Richmond), Jewish Family Service of Tidewater, Mountain Empire Older Citizens, and Senior Connections-Capital Area Agency on Aging.

Methods

The VT Research Team (the VT Team) used several methods to assess current and future needs for public guardian slots in Virginia:

1. The VT Team contacted and surveyed 13 organizational representatives involved in the Working Interdisciplinary Network of Guardianship Stakeholders (WINGS) in Virginia with relationships with the Program in order to identify their perspectives on future needs for public guardian slots.
2. Using U.S. Census data from 2020-2022, the VT Team determined the change in population over two years for each of Virginia's counties to inform potential increases in need for additional public guardian slots. Population data are based on the U.S. Census and are dated 2022 rather than 2023 because updated 2023 estimates are provided throughout 2024 for both population estimate data and American Community Survey data.

<https://www.census.gov/newsroom/press-releases/2024/population-estimates-age-sex.html>

In addition, the VT Team used U.S. Census data from 2022 to determine the percent of people living in poverty in each county because indigency is a criterion for public guardianship in Virginia. Poverty data are based on the U.S. Census Bureau's Small Area Income and Poverty Estimates (SAIPE). These county level poverty estimates combine data from administrative records, postcensal population estimates, and the decennial census with direct estimates from the American Community Survey in order to provide consistent and reliable single-year estimates. The following site was used to retrieve poverty data:

<https://www.census.gov/quickfacts>.

The VT Team also used data from the most recently available American Community Survey (2021) combined with U.S. Census data from 2022 in order to calculate by region the percent of Virginia adults with at least one of the following conditions: cognitive, emotional, and functional impairments to inform the number of adults who likely meet these criteria for a public guardian. The following site was used to retrieve data on independent living disability.

<https://rtc.ruralinstitute.umd.edu/geography/DataLookupTool.asp#step1>.

3. DARS provided the VT Team with 2023 unrestricted slots and ID/DD waitlist data collected from the Program. Additionally, DARS provided data from the Department of Behavior Health and Human Sciences (DBHDS).
4. The VT Team reported and interpreted the findings from the information it collected as well as information provided by DARS.

Results

Responses by Public Guardian Stakeholders from Virginia WINGS

In early August 2023, the VT Team sent an email survey to 13 different stakeholder members from Virginia WINGS in order to identify their perspectives regarding future needs for public guardian slots. Follow up messages were made by email as well as by telephone through the end

of September 2023. These entities were The Arc of Northern Virginia, DARS Adult Protective Services, Department of Behavioral Health and Disability Services, the Department of Corrections, Department of Medical Assistance Services, the disAbility Law Center of Virginia, LeadingAge Virginia, the Virginia State Long-Term Care Ombudsman, the Virginia Chapter of the National Academy of Elder Law Attorneys, the Virginia Association of Community Services Boards, the Virginia Health Care Association, the Virginia Hospital & Health Care Association, and the Virginia Poverty Law Center.

To boost the response rate, representatives from the organizations were contacted by the VT Team at least three times by email and telephone and were offered the option of completing the survey by email or by telephone. After repeated attempts, representatives from only five of the organizations responded either in an email response or by telephone.

Although stakeholders understood the need for public guardian slots, few were able to estimate how many would have a need in the next year. Those who responded provided a wide range of responses. For example, The Arc of Northern Virginia projected that over the next five years, there would be a need for 100 additional public guardian slots.² A representative from the Virginia Elder Lawyers Association estimated that at least 60 new public guardian slots per year are needed to address vulnerable adult population growth. Two other stakeholder responses had zeroes in all categories because they did not have data to provide.

Population Data Summary

Table 1 (below) presents summative population figures for each region. Tables in the Appendix provide both context and numbers for cities and counties in each region. Census data on percent of population change for each county was used to calculate the *Weighted Total Change in Population in the Prior 2 Years*. Based on the percent change, the VT Team reports a population increase or decrease within regions.

Table 1. Population Data Summary by Region

Regions in Virginia	U.S. Census Data, 2020-2022			American Community Survey 2021
	Total Population in 2022	Weighted Total Change in Population in Prior 2 Years	Percent of Persons in Poverty	Percent of Adults (ages 18 yrs +) with Emotional, Cognitive, and/or Functional Impairments
Central	1,447,559	28,922	12.90%	6.70%
Eastern	1,920,575	4,137	13.70%	6.60%
Northern	3,547,058	27,778	8.80%	4.90%
Piedmont	1,184,232	964	6.70%	14.20%
Western	565,800	-4,225	18.30%	9.80%

² Note: While The Arc of Northern Virginia is an advocacy and service organization for individuals with intellectual and developmental disabilities, it is also a contracted PGP Provider. A negative number reflects a decrease in population.

2023 Unrestricted Slot and ID/DD Waitlist Data

Table 2 (below), information compiled, computed, and provided to the VT Team by DARS, shows the number of individuals referred for an unrestricted slot that the Local PGP could not serve as of 12/31/23 (the most recent waitlist data available from DARS). The adjusted count was derived by subtracting the Local PGP’s open slots from the number of individuals on the unrestricted waitlist. The fact that a Local PGP has both openings and a waitlist reflects that there are often delays in moving waitlisted individuals into open slots (e.g., staffing fluctuations, difficulty obtaining requested documents, and the schedule of the Local PGP Multidisciplinary Meeting Panel. A negative number indicates that the Local PGP has more openings than individuals on its waitlist. Counts are relatively consistent across the reporting year.

Table 2. Individuals Referred for an Unrestricted Slot Who Could Not Be Served as of 12/31/23

Local Public Guardian Program	Count
Alleghany Highlands Community Services Board	-5
Appalachian Agency for Senior Citizens	5
The Arc of Northern Virginia	0
Bridges Senior Care Solutions	6
Catholic Charities of Eastern Virginia	-11
Commonwealth Catholic Charities	-2
District Three Governmental Cooperative	-19
Family Service of Roanoke Valley	-10
Jewish Family Services [Richmond]	-3
Jewish Family Service of Tidewater*	102
Mountain Empire Older Citizens	-4
Senior Connections – Capital Area Agency on Aging	-1
TOTAL	58

* Everyone on the JFS Tidewater waitlist is currently a client in their private guardianship program.

Table 3 (below), compiled, computed, and provided to the VT Team by DARS, shows unserved individuals waiting for a DARS-MI/ID slot with the two programs that contract for these slots. Calculations for these programs are the same as those reflected in Table 2 above.

Table 3. Individuals Referred for a DARS-MI/ID Slot Who Could Not Be Served as of 12/31/23

Local Public Guardian Program	Count
Commonwealth Catholic Charities	17
Senior Connections - Capital Area Agency on Aging	-3
TOTAL	14

A negative number indicates that the Local PGP has more openings than individuals on its waitlist. Refer to the Table 2 explanation above.

Table 4 (below), compiled by DBHDS for DARS and provided to the VT Team by DARS, shows the Department of Behavioral Health and Human Developmental Services Intellectual Disability/Developmental Disability (DBHDS-ID/DD) waitlist numbers by Community Services Board Behavioral and Health Authority CSB/BHA (“CSB”). The CSB is the referring party for these clients, and the waitlist is maintained by DBHDS. The table does not reflect all CSBs but rather those with individuals on the ID/DD waitlist as of 12/31/23. Not all of the individuals reflected in the counts will turn out to need or to qualify for a public guardian because support coordinators may neglect to notify DBHDS of changes in a client’s status.

Table 4. DBHDS-ID/DD Waitlist as of 12/31/23

Community Services Board	Count
Alleghany Highlands	1
Blue Ridge BH	12
Chesterfield	15
Colonial	1
Crossroads	1
Dickenson County	1
District 19	16
Encompass (RRCBSB)	2
Fairfax Falls Church	8
Hampton Newport News	3
Hanover County	2
Henrico	6
Highlands	2
Horizon Behavioral Health	11
Harrisonburg-Rockingham	6
Loudoun	1
MPNN	4
Mt. Rogers	8
New River Valley	4
Norfolk	1
Northwestern	10
Piedmont CSB	5
Portsmouth	1
Prince William	3
Rappahannock Area	2
Richmond Behavioral Health	11
Region Ten	2
Valley	2
TOTAL	140

Summary of Tables

Multiple data sources informed the overall data-based estimate of the number of slots needed in the upcoming year. Specifically, integration of data from Tables 1-4 and the average annual increase of 107 client slots over six years inform this estimate by the VT Team.

Across these tables, the VT Team estimates the number of additional slots needed for the upcoming year to be 110³.

Limitations

An exact source for archiving relevant data or calculating the number of persons who experienced an unmet need for public guardian slots did not exist at the inception of the Program nor does it exist currently. Thus, this report provides estimates of need for additional slots. The VT Team combined data from a survey to WINGS members, the U.S. Census, and relevant state data to provide information relevant to this study.

- Estimates of the numbers provided by stakeholders of WINGS varied widely, with most unable to provide reliable information regarding the need for public guardian slots.
- The Census data are provided to elucidate population trends in regions throughout Virginia and includes population growth or decline. Census data inform recent growth in the population of adults in poverty or who have one or more of the following conditions: emotional, cognitive, physical, and/or functional disability⁴.
- The number provided by Jewish Family Services refers to their private guardianship program and therefore is not included in the calculation of the number of public guardianship slots needed.
- Some people in need of a public guardian may go unrecognized by all entities mentioned.

Discussion and Conclusions

Individuals served by the Program have complex needs. Although the data are limited, taken together, the various data sources reflect a need for additional public guardian slots.

Survey of Guardianship Stakeholders on Need for Public Guardian Slots

Although the Virginia Tech Team sent surveys to 13 different stakeholder members from the statewide WINGS, only five responded to the survey, even after the Virginia Tech Team made repeated attempts to boost the response rate, by email and by telephone. The responses were too few and inconsistent to inform accurate estimates of future need for public guardian slots. The stakeholders' responses do not reflect a disinterest in the Program. Rather, many respondents expressed their genuine interest and desire to assist. However, they emphasized that they did not have reliable information needed for them to project need. It is to their credit that they did not

³ This estimate does not take into account Jewish Family Services clients currently being served by private guardians.

⁴ **NOTE:** The presence of any of these conditions in no way implies that a person needs a public guardian. Rather the need for a public guardian is determined by Virginia circuit court to be indigent, incapacitated, and without any other proper and suitable person willing and able to serve as a guardian, as a conservator.

attempt to do so without some basis for providing information. Related to public guardianship in Virginia, WINGS stakeholder organizations are focused on changes in law, policy, and procedures.

Population Data and the Need for Public Guardian Slots

Census Data used by the VT Team do not show a direct need for slots but rather inform trends in population growth that, in turn, may influence future needs for slots. Census data show the population of each city and county for the five regions that the Program covers as well as the percent change in population in the prior two years.

Population increases in densely inhabited areas such as Virginia's Golden Crescent (McCance, 2023) suggest that there will likely be a need for additional slots. Alternately, particularly in rural areas, population declines represent the out-migration of younger adults leaving the area for employment opportunities (de Braw, 2019). This situation, in turn, may lead to fewer individuals available to care for those who are indigent and who may have a combination of "emotional, cognitive, and/or functional disability, which could impact their need for public guardian slots.

Census data point to demographic population/growth and the rates of disability/poverty across the Commonwealth. Importantly, census population level data inform changes in the number of vulnerable adults who may need additional PGP slots.

Waitlists and Referrals

Discussed above, waitlist data show the number of individuals that a Local PGP was unable to serve at a point in time (12/31/23--the most recent waitlist data available). Positive and negative values reflect the dynamism of the list and delays in moving waitlisted individuals into open slots. DARS confirmed that the counts are relatively consistent across the reporting year.

The waitlist data show that 110 new PGP slots are needed annually for at least the next two years, after which the VT Team recommends that new estimates should be calculated. The estimate of 110 slots is aligned and validated by the DARS-provided average yearly increase of 107 slots and census data showing an increase in the population of vulnerable adults. The need for slots is out pacing past annual increases.

Conclusion

The combined data sources reveal that each PGP region has a projected a future need for additional public guardian slots. The WINGS information that the VT Team acquired provided additional insights into the estimate for the number of future slots needed. Population increases in densely inhabited areas such as Virginia's Golden Crescent and areas experiencing population declines and high poverty rates, such as in the Western Region of the state, also indicate a need for additional slots for the PGP, reflecting a growing population of vulnerable adults, a subset of whom will require a public guardian. Waitlist data also confirm this need across special populations (i.e., MI/DD, ID/DD, MH) as well as unspecified adult populations.

The VT Team recommends funding an additional 110 slots per year to be distributed across the PGP regions.

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Appendix. Statistics by Region

The population change estimate is from the 2022 U.S. Census and is based on the percent change in population from the prior two years (2020). Criteria for public guardianship include a person being incapacitated, indigent, and lacking a suitable person to serve as their guardian. URL:

<https://www.census.gov/quickfacts>.

Table 1. Central Region

Central Region	Population Data in 2022			Population Characteristics Relevant to Need for Guardianship*	
	Local Department of Service Services (LDSS)	Total Population in 2022	Percent Population Change in Prior 2 Years	Total Change in Population in Prior 2 Years	Percent of Population in Poverty
Chesterfield	378,408	3.8%	14,380	7.4%	4.9%
Henrico	333,862	-0.1%	-334	7.0%	5.2%
Richmond City	229,395	1.2%	2,753	19.8%	6.1%
Hanover	112,938	2.7%	3,049	6.7%	5.4%
Petersburg	33,394	-0.2%	-67	22.8%	10.7%
Caroline	31,957	3.5%	1,118	10.9%	5.2%
Powhatan	31,489	3.8%	1,197	6.0%	4.4%
Fluvanna	28,159	3.3%	929	7.7%	5.3%
Goochland	26,109	5.6%	1,462	6.3%	3.4%
New Kent	24,986	8.9%	2,224	4.9%	4.4%
Hopewell City	22,962	-0.3%	-69	20.8%	8.4%
Prince Edward	21,927	0.4%	88	18.7%	7.0%
Westmoreland	18,712	1.3%	243	15.1%	6.4%
King William	18,492	3.8%	703	7.1%	5.9%
Buckingham	16,982	0.9%	153	16.8%	8.1%
Nottoway	15,559	-0.5%	-78	21.0%	8.4%
Amelia	13,455	1.5%	202	9.9%	7.4%
Northumberland	12,302	3.9%	480	13.1%	7.5%
Lunenburg	12,031	0.8%	96	18.7%	10.6%

Central Region	Population Data in 2022			Population Characteristics Relevant to Need for Guardianship*	
Local Department of Service Services (LDSS)	Total Population in 2022	Percent Population Change in Prior 2 Years	Total Change in Population in Prior 2 Years	Percent of Population in Poverty	Percent of Adults (ages 18 yrs +) with Emotional, Cognitive, and/or Functional Disability
Lancaster	10,750	-1.5%	-161	12.0%	7.6%
Essex	10,598	0.3%	32	11.5%	9.2%
Richmond County	9,080	1.80%	163.44	16.30%	8.0%
Cumberland	9,746	0.7%	68	14.8%	4.8%
King and Queen	6,718	1.8%	121	14.20%	3.8%
Charles City/County	6,605	-2.40%	-159	11.80%	8.9%

Table 2. Eastern Region

Eastern Region	Population Data in 2022			Population Characteristics Relevant to Need for Guardianship*	
Local Department of Service Services (LDSS)	Total Population in 2022	Percent Population Change in Prior 2 Years	Total Change in Population in Prior 2 Years	Percent of population in Poverty	Percent of Adults (ages 18 yrs +) with Emotional, Cognitive, and/or Functional Disability
Virginia Beach	455,618	-0.8%	-3645	9.4%	4.8%
Chesapeake	252,488	1.2%	3030	8.3%	5.3%
Norfolk	232,995	-2.1%	-4893	16.9%	6.1%
Newport News	184,306	-1.0%	-1843	15.8%	5.4%
Hampton	138,037	0.6%	828	12.4%	7.5%
Suffolk	98,537	4.5%	4434	10.6%	5.5%
Portsmouth	97,029	-0.9%	-873	17.6%	8.2%
James City	81,199	3.8%	3086	7.0%	4.9%
York/Poquoson					
York	71,341	1.8%	1284	5.1%	4.6%
Poquoson	12,582	1.0%	126	5.4%	4.6%
Prince George	43,134	0.3%	129	10.4%	6.0%
Isle Of Wight	40,151	4.0%	1606	8.2%	6.0%
Gloucester	39,493	2.0%	790	8.4%	8.7%
Accomack	33,191	-0.7%	-232	16.2%	6.0%
Dinwiddie	28,161	0.8%	225	11.9%	8.8%
Southampton	17,932	-0.4%	-72	14.1%	6.7%
Brunswick	15,921	0.4%	64	21.3%	6.8%
Williamsburg	15,909	3.2%	509	19.3%	2.2%
Northampton	11,900	-3.1%	-369	17.6%	7.1%
Greenville/ Emporia					
Greenville	11,226	-1.4%	-157	24.4%	8.3%
Emporia	5,481	4.9%	269	21.1%	6.3%

Eastern Region	Population Data in 2022			Population Characteristics Relevant to Need for Guardianship*	
Local Department of Service Services (LDSS)	Total Population in 2022	Percent Population Change in Prior 2 Years	Total Change in Population in Prior 2 Years	Percent of population in Poverty	Percent of Adults (ages 18 yrs +) with Emotional, Cognitive, and/or Functional Disability
Mathews	8,490	-0.5%	-42	9.1%	8.1%
Franklin City	8,247	0.8%	66	19.6%	10.5%

Table 3. Northern Region

Northern Region	Population Data in 2022			Population Characteristics Relevant to Need for Guardianship*	
Local Department of Service Services (LDSS)	Total Population in 2022	Percent Population Change in Prior 2 Years	Total Change in Population in Prior 2 Years	Percent of population in Poverty	Percent of Adults (ages 18 yrs +) with Emotional, Cognitive, and/or Functional Disability
Fairfax County LDSS					
Fairfax	1,138,331	-1.0%	-11,383	7.1%	3.4%
Fairfax City	24,835	2.8%	695	7.4%	3.6%
Falls Church	14,586	-0.5%	-73	2.5%	2.3%
Harrisonburg-Rockingham LDSS					
Harrisonburg	51,158	-1.3%	-665	25.0%	4.6%
Rockingham	85,397	2.0%	1,708	8.3%	5.9%
Prince William	486,943	1.0%	4,869	6.4%	3.5%
Loudoun	432,085	2.6%	11,234	3.6%	2.8%
Arlington	234,000	-1.9%	-4,446	7.9%	2.3%
Stafford	163,380	4.1%	6,699	5.4%	3.9%
Alexandria	155,525	-2.5%	-3,888	9.9%	2.8%
Spotsylvania	146,688	4.7%	6,894	7.2%	4.9%
Frederick	95,051	4.0%	3,802	7.5%	5.4%
Fauquier	74,664	2.3%	1,717	6.5%	3.7%
Culpeper	54,381	3.5%	1,903	8.9%	6.0%
Shenandoah	44,968	1.8%	809	9.8%	7.3%
Manassas	42,642	-0.3%	-128	8.6%	3.3%
Warren	41,440	1.8%	746	9.2%	5.9%
Louisa	40,116	6.7%	2,688	10.0%	7.3%
Orange	37,991	5.0%	1,900	8.9%	6.7%
Fredericksburg	28,757	2.8%	805	14.2%	4.6%
Winchester	27,936	-0.7%	-196	12.5%	6.7%

Northern Region	Population Data in 2022			Population Characteristics Relevant to Need for Guardianship*	
Local Department of Service Services (LDSS)	Total Population in 2022	Percent Population Change in Prior 2 Years	Total Change in Population in Prior 2 Years	Percent of population in Poverty	Percent of Adults (ages 18 yrs +) with Emotional, Cognitive, and/or Functional Disability
Page	23,750	0.2%	48	13.4%	11.1%
Greene	21,107	2.7%	570	7.8%	6.3%
Manassas Park	16,703	-3.0%	-501	7.3%	2.8%
Clarke	15,266	3.2%	489	7.2%	6.9%
Madison	14,000	1.1%	154	9.4%	5.5%
Rappahannock	7,502	2.1%	158	9.1%	5.2%

Table 4. Piedmont Region

Piedmont Region	Population Data in 2022			Population Characteristics Relevant to Need for Guardianship*	
Local Department of Service Services (LDSS)	Total Population in 2022	Percent Population Change in Prior 2 Years	Total Change in Population in Prior 2 Years	Percent of population in Poverty	Percent of Adults (ages 18 yrs +) with Emotional, Cognitive, and/or Functional Disability
Shenandoah Valley					
Staunton	25,904	0.6%	155	7.2%	12.0%
Augusta	78,064	0.7%	546	5.2%	8.5%
Waynesboro	22,808	2.8%	639	7.1%	12.3%
Albemarle	114,534	1.9%	2176	4.8%	7.0%
Roanoke County/Salem					
Roanoke County	96,914	0.0%	0	5.8%	8.1%
Salem	25,523	0.7%	179	4.9%	10.5%
Roanoke City	97,847	-2.2%	-2153	5.5%	17.9%
Bedford County	80,848	1.7%	1374	5.7%	8.8%
Lynchburg	79,287	0.4%	317	6.3%	17.8%
Henry-Martinsville					
Henry	49,906	-2.0%	-998	11.5%	17.0%
Martinsville	13,725	1.8%	247	11.4%	19.9%
Pittsylvania	59,952	-0.9%	-540	8.3%	13.1%
Campbell	55,141	-1.0%	-551	7.2%	10.9%
Franklin County	55,074	1.1%	606	5.9%	11.2%
Charlottesville	45,373	-2.5%	-1134	4.4%	21.6%
Danville	42,229	-0.9%	-380	8.0%	24.2%
Rockbridge-Buena Vista					
Rockbridge	22,593	-0.3%	-68	4.7%	10.2%
Buena Vista	6,591	-0.8%	-53	6.6%	21.4%

Piedmont Region	Population Data in 2022			Population Characteristics Relevant to Need for Guardianship*	
Local Department of Service Services (LDSS)	Total Population in 2022	Percent Population Change in Prior 2 Years	Total Change in Population in Prior 2 Years	Percent of population in Poverty	Percent of Adults (ages 18 yrs +) with Emotional, Cognitive, and/or Functional Disability
Botetourt	34,135	1.6%	546	4.4%	7.0%
Halifax- South Boston					
Halifax	33,644	-1.1%	-370	10.1%	16.0%
South Boston	-	-		-	22.9%
Amherst	31,589	0.9%	284	6.8%	12.4%
Mecklenburg	30,508	0.6%	183	9.6%	15.7%
Allegany-Covington					
Allegany	14,835	-2.5%	-371	7.7%;	13.3%
Covington	5,679	-1.1%	-62	5.6%	17.4%
Appomattox	16,748	3.3%	553	6.2%	11.5%
Nelson	14,652	-0.8%	-117	4.4%	12.4%
Charlotte	11,475	-0.5%	-57	10.8%	16.9%
Craig	4,847	-1.0%	-48	4.0%	11.5%
Bath	4,049	-3.7%	-150	8.0%	11.1%
Highland	2,301	3.0%	69	5.4%	13.1%

Table 5. Western Region

Western Region	Population Data in 2022			Population Characteristics Relevant to Need for Guardianship*	
	Local Department of Service Services (LDSS)	Total Population in 2022	Percent Population Change in Prior 2 Years	Total Change in Population in Prior 2 Years	Percent of population in Poverty
Montgomery	98,915	-0.8%	-791	23.1%	4.3%
Washington	53,958	0.0%	0	13.3%	11.2%
Tazewell	39,821	-1.5%	-597	19.6%	9.0%
Wise	35,421	-1.9%	-673	19.2%	9.6%
Pulaski	33,706	-0.3%	-101	13.5%	8.4%
Smyth	29,449	-1.2%	-353	17.5%	11.1%
Carroll	29,147	0.0%	0	14.6%	8.9%
Wythe	28,111	-0.6%	-169	16.9%	9.0%
Russell	25,448	-1.3%	-331	18.4%	14.5%
Lee	21,982	-0.9%	-198	25.1%	12.7%
Scott	21,476	-0.4%	-86	19.6%	13.2%
Buchanan	19,352	-4.9%	-948	23.9%	20.6%
Patrick	17,643	0.2%	35	14.3%	8.5%
Bristol	16,975	-1.4%	-238	18.4%	8.7%
Radford	16,738	4.2%	703	25.6%	3.9%
Giles	16,453	-0.2%	-33	11.8%	5.4%
Floyd	15,619	0.9%	141	12.1%	4.4%
Grayson	15,343	0.1%	15	17.6%	9.3%
Dickenson	13,725	-2.9%	-398	22.0%	19.0%
Galax	6,730	0.1%	7	21.0%	7.2%
Bland	6,179	-2.0%	-124	14.4%	7.0%
Norton	3,609	-2.4%	-87	20.4%	8.9%