

# 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, 2024*

*In accordance with the Appropriation Act Chapter 2 Item 268 (B)(2)(d)*

*Item 268.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 psychiatric hospitalization, residential (or congregate) care is typically the most intensive setting utilized to meet the treatment needs of children and youth with highly challenging clinical presentations due to psychiatric, emotional, and behavioral problems. The major categories of residential placement are psychiatric residential treatment facilities (PRTFs), group homes (therapeutic group homes (TGH) licensed by the Department of Behavioral Health and Developmental Services and children's residential facilities (CRF) licensed by the Department of Social Services, and temporary care facilities, such as emergency shelters. Historically, there has been concern about the high utilization of such settings. Models such as the System of Care, the foundation of the Children's Services Act (CSA), establish a preference for treating youth in the context of their families and communities.

In FY2024, the unduplicated number of children served in residential care increased for the second consecutive year (+9.7% from FY2023 and a cumulative 14.3% from FY2022) after a relatively long downward trend (an overall decrease of 34.8% from FY2015 to FY2022). The total CSA-funded cost of these services increased by 25% after several years of steady decline ending in FY2023. FY2024 data indicate the number of youth in psychiatric residential treatment placements (PRTF) increased by 9.5% and group home (TGH and CRF) placements increased by 10.6%. Some of these increases are likely related to continued lessened restrictions on admissions due to the end of the COVID-19 pandemic. 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.

Medicaid and CSA are the primary funding sources for PRTF and 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 Placements (FY2021 – FY2024)

	FY2021	FY2022	FY2023	FY2024
Temporary Care Facility	122,124	162,389	534,853	861,877
Group Home	15,115,258	16,830,272	19,276,939	25,832,824
Residential Treatment Facility	55,631,447	51,854,325	58,109,360	70,312,324
<b>TOTALS</b>	<b>\$ 70,868,830</b>	<b>\$ 68,846,986</b>	<b>\$ 77,921,152</b>	<b>\$ 97,007,025</b>

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

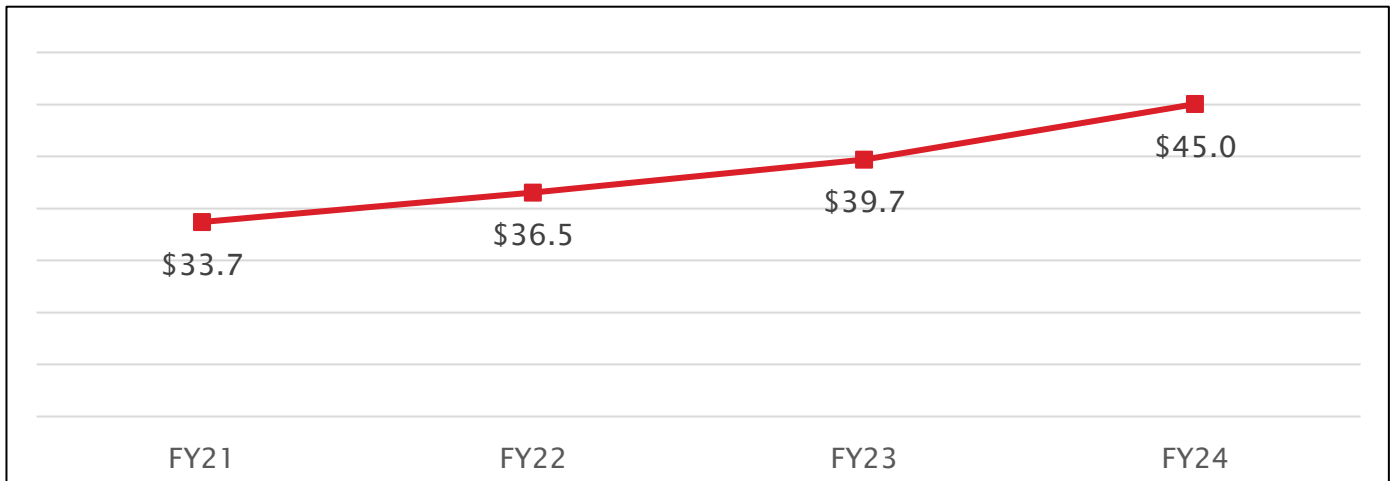
## Number of Youth Served through CSA in Residential Placements (FY2021 – FY2024)

	FY2021	FY2022	FY2023	FY2024
Temporary Care Facility	21	19	21	25
Group Home	622	642	678	750
Residential Treatment Facility	1,764	1,523	1,548	1,695
<b>Unduplicated Total</b>	<b>2,103</b>	<b>1,884</b>	<b>1,963</b>	<b>2,154</b>

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

Youth served in congregate care placements increased from 1,963 to 2,154 (+9.7%). This represents a reversal of a years-long downward trend, but the total number is lower than that found before the COVID-19 pandemic (2,323 youth in FY2020).

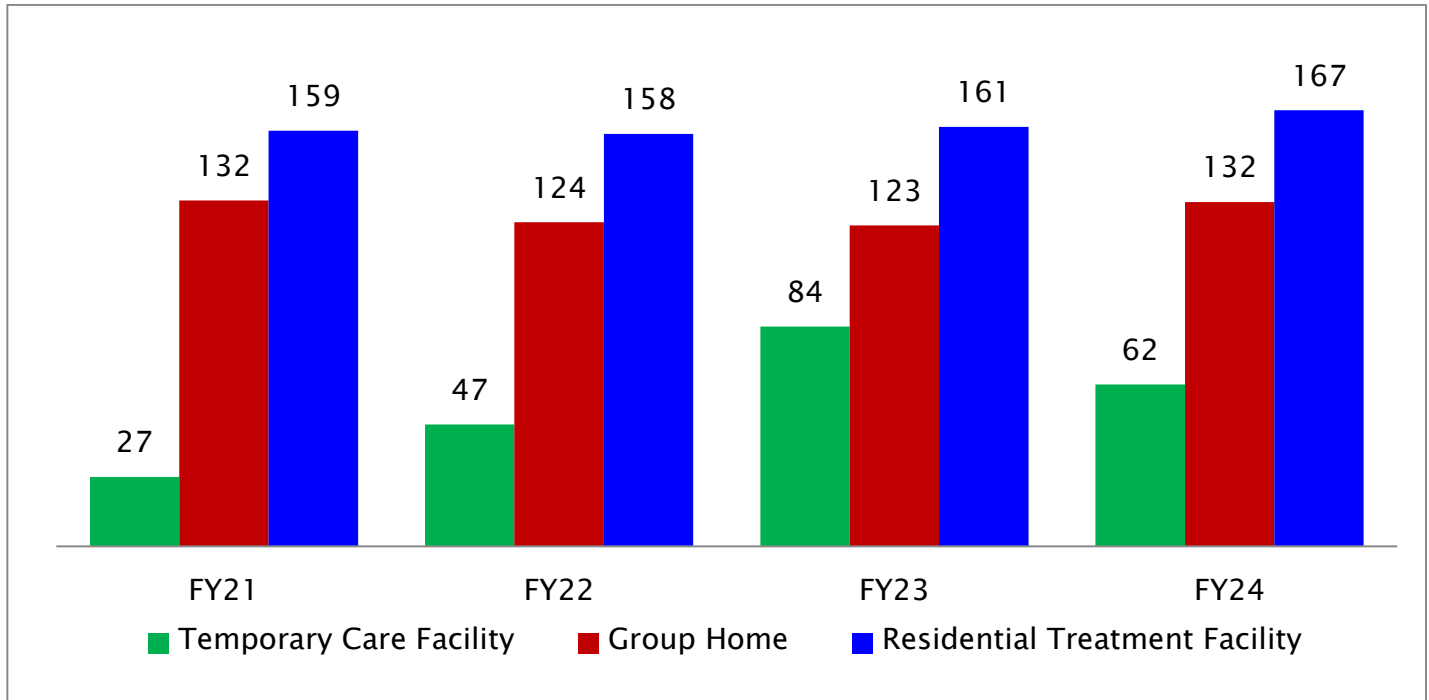
**Figure 1: Average Residential Expenditures Per Child (\$ thousands)  
(FY2021 – FY2024)**



The average per-child increase in residential expenditures rose significantly from \$39,695 to \$45,036 (+13%), likely due to several factors. These include per diem rate increases charged by providers and a major “shift” in average annual cost (from \$32,354 to \$39,974 or +23%) for children in foster care placed in group homes as a result of the Virginia Department of Social Services suspension, in April 2023, of the Qualified

Residential Treatment Program (QRTP) under the federal Family First Prevention Services Act (FFPSA). The suspension of the QRTP program made federal Title IV-E funds to support the cost for children in foster care unavailable after the first 14 days of placement. Finally, the length of stay in residential treatment settings (+8 days across all placements) accounts for some of the higher average costs per youth seen in FY2024.

### Average Length of Stay (Days) per Youth in Residential Care Settings (FY2021 - FY2024)



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

## Utilization of Residential Care through the CSA by Locality, FY2022- FY2024

FIPS	Locality	UNDUPLICATED YOUTH COUNT/LOS/EXPENDITURES ACROSS ALL RESIDENTIAL PLACEMENT TYPES								
		FY2022			FY2023			FY2024		
		Youth	Avg LOS	Expenditures (\$)	Youth	Avg LOS	Expenditures (\$)	Youth	Avg LOS	Expenditures (\$)
001	Accomack	3	212	107,861	8	177	359,308	10	246	519,091
003	Albemarle	27	214	1,809,723	28	211	2,146,447	25	199	2,681,113
005	Alleghany	6	164	139,151	4	172	69,982	3	155	100,876
007	Amelia	5	155	170,218	6	127	205,397	5	246	273,726
009	Amherst	15	120	225,059	11	96	144,067	8	118	127,073
011	Appomattox	8	172	194,499	11	144	231,850	11	131	329,257
013	Arlington	25	160	1,272,667	38	127	1,813,646	56	118	2,616,192
015	Augusta	17	170	521,619	29	209	1,028,944	32	214	1,252,175
017	Bath	0	0	0	3	26	36,947	4	157	250,692
019	Bedford County	35	188	1,463,069	34	183	1,328,899	42	207	1,595,627
021	Bland	2	88	16,965	4	254	172,661	5	149	225,661
023	Botetourt	5	164	156,494	4	214	157,725	6	125	107,622
025	Brunswick	4	158	128,561	5	194	217,371	5	209	209,005
027	Buchanan	14	87	293,895	6	163	169,252	17	150	471,823
029	Buckingham	7	84	180,005	8	197	419,730	10	253	647,685
031	Campbell	27	187	1,102,689	16	204	615,890	23	193	904,345
033	Caroline	9	170	207,660	7	192	229,512	6	172	216,691
035	Carroll	33	210	1,280,157	31	209	1,259,097	28	169	1,046,266
036	Charles City	2	73	33,102	0	0	0	0	0	0
037	Charlotte	3	332	149,304	4	175	130,698	2	280	84,976
041	Chesterfield	60	175	2,225,431	66	160	2,175,519	58	195	2,561,630
043	Clarke	1	130	19,717	2	343	88,317	3	163	72,329
045	Craig	1	184	39,560	1	181	23,247	3	162	77,073
047	Culpeper	11	150	421,668	11	150	482,366	11	159	525,805
049	Cumberland	4	209	159,811	4	204	83,142	2	148	25,646
051	Dickenson	16	152	641,030	13	181	629,825	12	98	466,473
053	Dinwiddie	10	239	496,329	11	155	400,056	10	81	199,980
057	Essex	4	171	97,627	7	126	151,548	6	204	392,219
061	Fauquier	20	183	713,707	18	210	750,110	21	185	890,551
063	Floyd	7	148	185,785	9	228	559,394	7	224	335,009
065	Fluvanna	7	110	178,082	3	67	49,216	5	106	126,193
067	Franklin County	42	181	1,567,341	39	181	1,284,726	43	203	1,701,380
069	Frederick	22	215	1,049,171	21	162	823,448	16	173	737,355
071	Giles	6	182	176,628	7	203	291,900	8	238	554,825
073	Gloucester	2	75	60,698	4	177	150,016	5	192	246,972
075	Goochland	7	111	127,445	8	188	220,021	8	146	411,301
077	Grayson	8	171	166,755	6	161	161,049	8	141	222,577
079	Greene	12	173	315,795	12	157	347,327	16	160	300,293
083	Halifax	11	236	545,135	14	145	510,396	9	251	570,213
085	Hanover	37	193	965,273	34	217	1,341,453	36	156	1,041,707

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FIPS	Locality	UNDUPLICATED YOUTH COUNT/LOS/EXPENDITURES ACROSS ALL RESIDENTIAL PLACEMENT TYPES								
		FY2022			FY2023			FY2024		
		Youth	Avg LOS	Expenditures (\$)	Youth	Avg LOS	Expenditures (\$)	Youth	Avg LOS	Expenditures (\$)
087	Henrico	64	157	2,214,893	49	176	1,602,872	63	173	2,152,772
089	Henry	24	187	793,073	28	189	1,196,485	35	220	1,674,077
091	Highland	0	0	0	0	0	0	0	0	0
093	Isle of Wight	6	153	97,451	4	165	106,582	3	29	15,580
095	James City	11	150	334,208	11	162	358,213	5	48	\$97,010
097	King & Queen	0	0	0	0	0	0	0	0	0
099	King George	9	192	340,853	11	111	231,362	14	192	503,240
101	King William	2	253	70,290	2	95	38,410	3	192	182,114
103	Lancaster	3	196	69,895	2	157	35,882	2	61	51,508
105	Lee	5	188	399,980	14	165	839,127	14	202	1,163,410
107	Loudoun	34	149	1,689,791	32	206	2,023,336	36	183	2,103,544
109	Louisa	22	224	975,682	22	213	1,128,832	25	186	1,026,788
111	Lunenburg	7	143	184,139	10	217	401,020	10	194	434,472
113	Madison	4	238	130,843	2	154	33,281	5	143	170,052
115	Mathews	0	0	0	0	0	0	0	0	0
117	Mecklenburg	9	152	241,015	10	148	268,071	15	153	442,566
119	Middlesex	0	0	0	1	148	13,094	1	41	3,680
121	Montgomery	13	165	520,420	11	121	214,684	13	173	309,989
125	Nelson	9	132	216,404	7	162	248,210	7	162	293,041
127	New Kent	6	194	198,697	6	174	157,011	3	92	81,802
131	Northampton	2	154	71,568	1	341	68,605	1	157	27,548
133	Northumberland	3	121	81,050	3	68	52,471	4	182	148,296
135	Nottoway	4	200	133,950	3	142	70,314	2	196	61,395
137	Orange	21	143	492,188	23	211	707,718	24	194	839,819
139	Page	9	208	349,152	17	188	1,059,441	17	166	659,783
141	Patrick	5	200	251,487	12	169	639,407	15	274	1,241,551
143	Pittsylvania	30	196	1,268,680	25	166	895,965	27	190	1,496,207
145	Powhatan	5	207	204,695	5	72	38,206	6	187	139,808
147	Prince Edward	4	173	179,305	3	235	141,181	2	231	197,987
149	Prince George	5	147	159,282	3	127	88,815	5	172	182,491
153	Prince William	65	162	2,398,424	59	170	2,473,910	71	179	3,101,926
155	Pulaski	15	127	445,391	15	147	444,014	19	173	791,801
157	Rappahannock	9	123	330,946	5	241	744,728	3	289	253,019
159	Richmond County	0	0	0	0	0	0	0	0	0
161	Roanoke County	42	193	1,674,959	33	145	944,929	37	200	1,998,369
163	Rockbridge	8	140	183,368	15	162	461,925	18	240	1,231,279
165	Rockingham	46	203	2,081,958	49	170	1,895,017	62	178	2,676,672
167	Russell	12	88	191,567	10	166	501,679	15	149	684,533
169	Scott	5	54	50,618	5	109	89,123	6	174	144,602
171	Shenandoah	21	210	1,311,138	24	155	991,222	19	210	1,045,370

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		Youth	Avg LOS	Expenditures (\$)	Youth	Avg LOS	Expenditures (\$)	Youth	Avg LOS	Expenditures (\$)
173	Smyth	23	158	565,816	21	226	958,986	25	208	920,323
175	Southampton	2	201	34,607	1	53	4,055	1	305	60,391
177	Spotsylvania	36	176	1,357,466	34	143	876,599	33	180	1,369,087
179	Stafford	18	209	651,933	16	157	434,920	15	196	704,666
181	Surry	1	365	51,518	1	334	47,958	0	0	0
183	Sussex	4	62	25,756	4	150	78,970	3	259	129,448
185	Tazewell	25	186	1,116,837	25	193	1,000,826	17	202	936,663
187	Warren	9	142	196,878	9	202	397,236	13	158	552,844
191	Washington	16	176	393,696	26	153	878,123	34	205	1,350,509
193	Westmoreland	4	310	275,795	6	123	250,782	5	121	211,592
195	Wise	6	121	88,339	4	89	41,321	10	87	158,646
197	Wythe	15	187	619,922	14	187	432,948	11	183	454,206
199	York	10	248	808,826	14	214	831,853	15	260	952,200
510	Alexandria	15	106	256,123	18	153	498,896	29	142	1,442,712
520	Bristol	11	222	433,828	12	214	624,010	12	201	654,437
530	Buena Vista	7	231	281,455	9	267	418,481	6	212	400,874
540	Charlottesville	10	171	263,084	8	152	205,547	10	169	384,218
550	Chesapeake	9	115	206,265	13	153	420,739	21	184	818,273
570	Colonial Heights	6	203	389,150	5	148	141,458	2	277	58,024
580	Covington	7	176	166,237	4	155	82,609	4	107	81,515
590	Danville	24	88	639,482	27	201	2,395,766	25	190	2,317,356
620	Franklin City	5	138	188,890	7	155	208,716	6	148	125,732
630	Fredericksburg	11	151	336,008	14	122	365,467	17	213	1,296,823
640	Galax	7	145	226,813	12	155	426,319	11	202	437,754
650	Hampton	0	0	0	1	320	234,095	2	33	34,245
660	Harrisonburg	14	192	456,189	26	157	1,039,683	30	161	1,281,478
670	Hopewell	2	67	16,380	8	199	271,701	14	210	551,958
678	Lexington	1	92	40,915	0	0	0	2	226	59,515
680	Lynchburg	44	110	733,181	52	162	1,335,803	51	163	1,436,512
683	Manassas City	8	259	390,037	7	237	292,353	4	190	181,089
685	Manassas Park	2	118	35,179	5	131	122,928	3	140	151,096
690	Martinsville	4	215	202,591	10	167	362,333	8	201	335,128
700	Newport News	16	117	251,398	15	180	422,368	27	154	760,962
710	Norfolk	60	159	1,811,418	65	121	1,391,108	68	125	1,563,872
720	Norton	1	5	900	0	0	0	0	0	0
730	Petersburg	8	110	173,893	12	146	527,031	6	245	568,033
735	Poquoson	1	304	71,198	2	215	104,052	2	97	47,125
740	Portsmouth	9	223	276,828	13	171	469,752	17	185	572,359
750	Radford	3	105	30,432	9	97	231,649	12	104	460,147
760	Richmond City	60	169	2,475,467	64	169	2,863,355	78	180	3,947,007
770	Roanoke City	54	159	2,001,034	39	181	1,527,983	48	185	2,020,520

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		FY2022			FY2023			FY2024		
		Youth	Avg LOS	Expenditures (\$)	Youth	Avg LOS	Expenditures (\$)	Youth	Avg LOS	Expenditures (\$)
775	Salem	12	177	380,413	15	168	409,060	16	215	679,617
790	Staunton	13	248	422,713	8	195	237,716	10	222	592,003
800	Suffolk	16	116	310,424	12	159	448,555	15	148	555,402
810	Virginia Beach	76	198	3,283,059	67	188	3,626,612	69	183	3,172,852
820	Waynesboro	11	107	213,610	12	179	424,537	16	146	421,631
830	Williamsburg	3	221	149,306	4	224	178,416	1	31	773
840	Winchester	14	179	546,599	15	153	551,413	8	176	350,098
1200	Greensville/Emporia	3	135	74,069	4	180	127,342	3	157	57,450
1300	Fairfax/Falls Church	94	148	5,547,404	115	128	6,530,656	127	154	8,640,333
	<b>Totals</b>	<b>1,884</b>	<b>170</b>	<b>68,846,986</b>	<b>1,963</b>	<b>169</b>	<b>77,921,152</b>	<b>2,154</b>	<b>177</b>	<b>97,007,025</b>