

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, 2025

In accordance with the Appropriation Act, Chapter 725, 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), 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 within the context of their families and communities, rather than in congregate care.

In FY2025, the unduplicated number of children served in residential care increased for the fourth consecutive year (+1.4% from FY2024 and a cumulative 15.9% from FY2022), following a relatively long period of decline (an overall decrease of 34.8% from FY2015 to FY2022). In FY2025, the CSA-funded cost of these services increased by 9.5% (compared to FY2024) after several years of steady decline, which ended in FY2023. FY2025 data indicate that the number of youth in psychiatric residential treatment placements (PRTF) increased by 4.0% while group home (TGH and CRF) placements decreased by 2.5%. Placements for the most challenging youth continue to be a concern for CSA and its partner agencies (Virginia Departments of Social Services, Behavioral Health and Developmental Services, and Medical Assistance Services). The need for costly out-of-state placements and sponsored residential 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 (FY2022 – FY2025)

	FY2022	FY2023	FY2024	FY2025
Temporary Care Facility	162,389	534,853	861,877	781,280
Group Home	16,830,272	19,276,939	25,832,824	29,042,395
Residential Treatment Facility	51,854,325	58,109,360	70,312,324	76,369,049
TOTALS	\$ 68,846,986	\$ 77,921,152	\$ 97,007,025	\$ 106,192,724

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

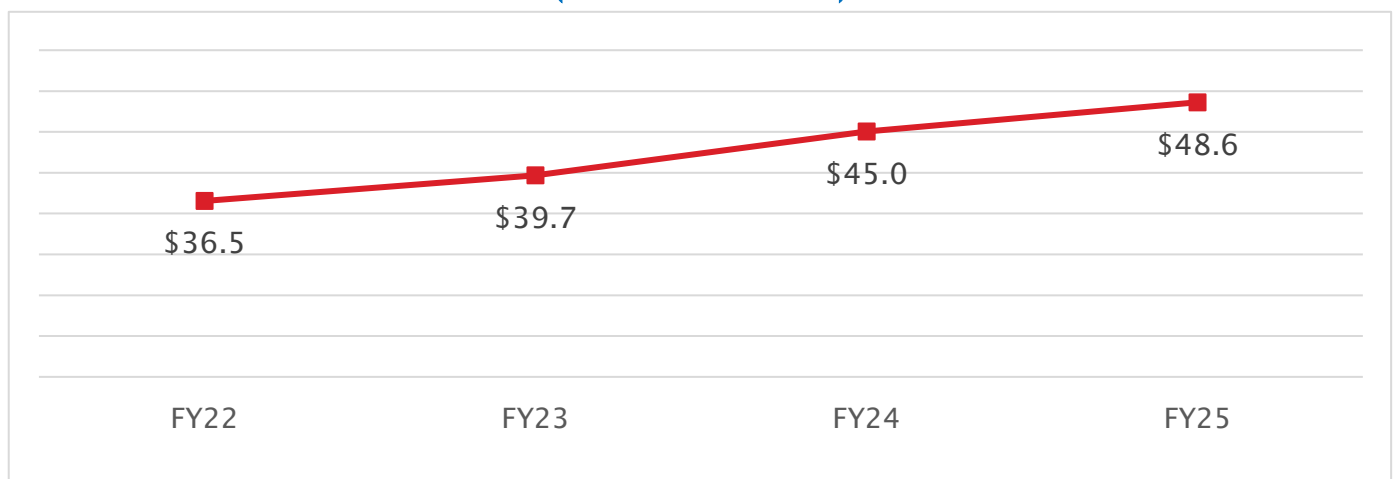
Number of Youth Served through CSA in Residential Placements (FY2022 – FY2025)

	FY2022	FY2023	FY2024	FY2025
Temporary Care Facility	19	21	25	37
Group Home	642	678	750	732
Residential Treatment Facility	1,523	1,548	1,695	1,763
Unduplicated Total	1,884	1,963	2,154	2,184

The total reflects the number of unduplicated youth across all residential settings.

Youth served in congregate care placements increased from 2,154 to 2,184 (+1.4%). This represents a slow reversal of a years-long downward trend (through FY2022), but the total number is lower than that found before the COVID-19 pandemic (2,323 youth in FY2020).

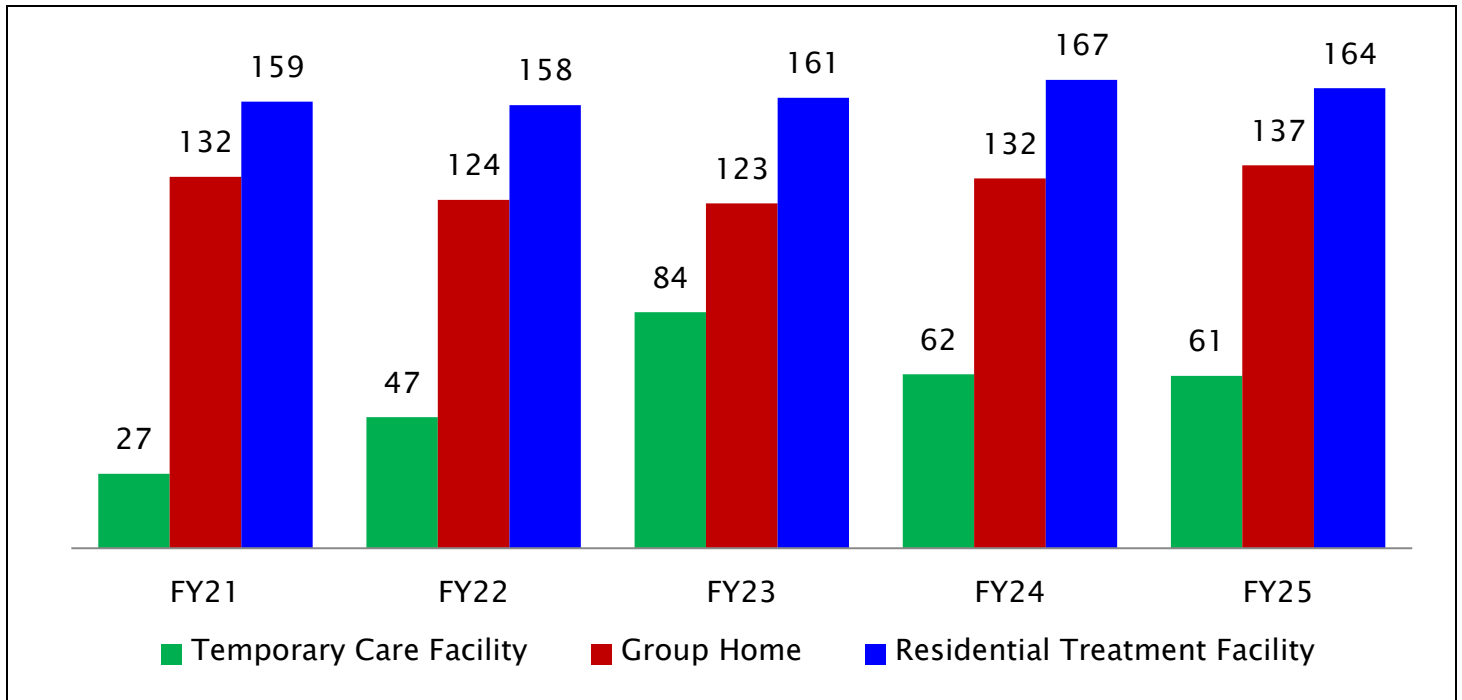
**Figure 1: Average Residential Expenditures Per Child (\$ thousands)
(FY2022 – FY2025)**



The average per-child increase in residential expenditures rose significantly from \$45,036 to \$48,623 (+8.0%), likely due to several factors. These include per diem rate increases charged by providers and a major “shift” in average annual cost (from \$35,974 in FY2024 to \$41,189 in FY2025, or +14.5%) for children in

foster care placed in group homes. In April 2023, the Virginia Department of Social Services suspended the Qualified Residential Treatment Program (QRTP) under the federal Family First Prevention Services Act (FFPSA). As a result, federal Title IV-E funds were no longer available to support these placements (impacting 626 youth in FY2025 and accounting for \$3.7 million in increased costs between FY2024 and FY2025).

Average Length of Stay (Days) per Youth in Residential Care Settings (FY2021 – FY2025)



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

Utilization of Residential Care through the CSA by Locality, FY2023- FY2025

FIPS	Locality	UNDUPLICATED YOUTH COUNT/LOS/EXPENDITURES ACROSS ALL RESIDENTIAL PLACEMENT TYPES								
		FY2023			FY2024			FY2025		
		Youth	Avg LOS	Expenditures (\$)	Youth	Avg LOS	Expenditures (\$)	Youth	Avg LOS	Expenditures (\$)
001	Accomack	8	177	\$359,308	10	246	\$519,091	4	320	\$329,881
003	Albemarle	28	211	\$2,146,447	25	199	\$2,681,113	29	204	\$2,353,761
005	Alleghany	4	172	\$69,982	3	155	\$100,876	8	89	\$286,050
007	Amelia	6	127	\$205,397	5	246	\$273,726	4	172	\$138,676
009	Amherst	11	96	\$144,067	8	118	\$127,073	13	111	\$176,067
011	Appomattox	11	144	\$231,850	11	131	\$329,257	10	173	\$402,093
013	Arlington	38	127	\$1,813,646	56	118	\$2,616,192	54	142	\$2,652,389
015	Augusta	29	209	\$1,028,944	32	214	\$1,252,175	31	189	\$1,217,420
017	Bath	3	26	\$36,947	4	157	\$250,692	2	19	\$28,388
019	Bedford County	34	183	\$1,328,899	42	207	\$1,595,627	48	206	\$2,022,163
021	Bland	4	254	\$172,661	5	149	\$225,661	2	170	\$101,119
023	Botetourt	4	214	\$157,725	6	125	\$107,622	7	184	\$352,581
025	Brunswick	5	194	\$217,371	5	209	\$209,005	5	207	\$158,057
027	Buchanan	6	163	\$169,252	17	150	\$471,823	20	141	\$703,160
029	Buckingham	8	197	\$419,730	10	253	\$647,685	7	225	\$564,640
031	Campbell	16	204	\$615,890	23	193	\$904,345	26	164	\$1,050,451
033	Caroline	7	192	\$229,512	6	172	\$216,691	9	192	\$402,535
035	Carroll	31	209	\$1,259,097	28	169	\$1,046,266	20	218	\$922,122
036	Charles City	0	0	\$0	0	0	\$0	0	0	\$0
037	Charlotte	4	175	\$130,698	2	280	\$84,976	3	190	\$97,934
041	Chesterfield	66	160	\$2,175,519	58	195	\$2,561,630	47	185	\$1,761,341
043	Clarke	2	343	\$88,317	3	163	\$72,329	4	251	\$242,524
045	Craig	1	181	\$23,247	3	162	\$77,073	3	253	\$153,845
047	Culpeper	11	150	\$482,366	11	159	\$525,805	16	194	\$981,432
049	Cumberland	4	204	\$83,142	2	148	\$25,646	1	31	\$2,640
051	Dickenson	13	181	\$629,825	12	98	\$466,473	11	171	\$857,881
053	Dinwiddie	11	155	\$400,056	10	81	\$199,980	7	133	\$140,696
057	Essex	7	126	\$151,548	6	204	\$392,219	2	274	\$118,347
061	Fauquier	18	210	\$750,110	21	185	\$890,551	18	205	\$1,026,833
063	Floyd	9	228	\$559,394	7	224	\$335,009	5	205	\$303,057
065	Fluvanna	3	67	\$49,216	5	106	\$126,193	13	163	\$547,468
067	Franklin County	39	181	\$1,284,726	43	203	\$1,701,380	52	213	\$2,154,845
069	Frederick	21	162	\$823,448	16	173	\$737,355	27	153	\$950,609
071	Giles	7	203	\$291,900	8	238	\$554,825	12	153	\$627,434
073	Gloucester	4	177	\$150,016	5	192	\$246,972	6	193	\$185,789
075	Goochland	8	188	\$220,021	8	146	\$411,301	7	226	\$492,866
077	Grayson	6	161	\$161,049	8	141	\$222,577	9	209	\$511,887
079	Greene	12	157	\$347,327	16	160	\$300,293	15	117	\$379,969
083	Halifax	14	145	\$510,396	9	251	\$570,213	9	213	\$647,043
085	Hanover	34	217	\$1,341,453	36	156	\$1,041,707	30	202	\$1,307,399

Utilization of Residential Care through the CSA by Locality, FY2023- FY2025

FIPS	Locality	UNDUPLICATED YOUTH COUNT/LOS/EXPENDITURES ACROSS ALL RESIDENTIAL PLACEMENT TYPES								
		FY2023			FY2024			FY2025		
		Youth	Avg LOS	Expenditures (\$)	Youth	Avg LOS	Expenditures (\$)	Youth	Avg LOS	Expenditures (\$)
087	Henrico	49	176	\$1,602,872	63	173	\$2,152,772	59	172	\$2,652,709
089	Henry	28	189	\$1,196,485	35	220	\$1,674,077	29	174	\$1,352,675
091	Highland	0	0	\$0	0	0	\$0	0	0	\$0
093	Isle of Wight	4	165	\$106,582	3	29	\$15,580	4	134	\$176,349
095	James City	11	162	\$358,213	5	48	\$97,010	2	163	\$124,954
097	King & Queen	0	0	\$0	0	0	\$0	1	264	\$111,936
099	King George	11	111	\$231,362	14	192	\$503,240	12	178	\$563,459
101	King William	2	95	\$38,410	3	192	\$182,114	2	70	\$23,094
103	Lancaster	2	157	\$35,882	2	61	\$51,508	6	158	\$172,865
105	Lee	14	165	\$839,127	14	202	\$1,163,410	14	199	\$1,220,144
107	Loudoun	32	206	\$2,023,336	36	183	\$2,103,544	33	211	\$3,131,080
109	Louisa	22	213	\$1,128,832	25	186	\$1,026,788	24	203	\$1,054,021
111	Lunenburg	10	217	\$401,020	10	194	\$434,472	6	271	\$373,801
113	Madison	2	154	\$33,281	5	143	\$170,052	9	192	\$788,576
115	Mathews	0	0	\$0	0	0	\$0	1	259	\$30,144
117	Mecklenburg	10	148	\$268,071	15	153	\$442,566	17	203	\$813,019
119	Middlesex	1	148	\$13,094	1	41	\$3,680	1	164	\$15,540
121	Montgomery	11	121	\$214,684	13	173	\$309,989	18	133	\$544,503
125	Nelson	7	162	\$248,210	7	162	\$293,041	16	125	\$552,529
127	New Kent	6	174	\$157,011	3	92	\$81,802	2	259	\$151,004
131	Northampton	1	341	\$68,605	1	157	\$27,548	2	176	\$69,812
133	Northumberland	3	68	\$52,471	4	182	\$148,296	6	167	\$130,149
135	Nottoway	3	142	\$70,314	2	196	\$61,395	3	148	\$28,064
137	Orange	23	211	\$707,718	24	194	\$839,819	18	232	\$1,181,592
139	Page	17	188	\$1,059,441	17	166	\$659,783	12	207	\$699,691
141	Patrick	12	169	\$639,407	15	274	\$1,241,551	12	227	\$548,610
143	Pittsylvania	25	166	\$895,965	27	190	\$1,496,207	29	221	\$1,771,041
145	Powhatan	5	72	\$38,206	6	187	\$139,808	4	335	\$199,525
147	Prince Edward	3	235	\$141,181	2	231	\$197,987	8	144	\$197,384
149	Prince George	3	127	\$88,815	5	172	\$182,491	3	132	\$85,473
153	Prince William	59	170	\$2,473,910	71	179	\$3,101,926	84	172	\$3,962,017
155	Pulaski	15	147	\$444,014	19	173	\$791,801	13	88	\$298,031
157	Rappahannock	5	241	\$744,728	3	289	\$253,019	3	239	\$339,301
159	Richmond County	0	0	\$0	0	0	\$0	1	359	\$351,533
161	Roanoke County	33	145	\$944,929	37	200	\$1,998,369	35	190	\$1,719,191
163	Rockbridge	15	162	\$461,925	18	240	\$1,231,279	22	193	\$1,123,248
165	Rockingham	49	170	\$1,895,017	62	178	\$2,676,672	61	225	\$3,693,069
167	Russell	10	166	\$501,679	15	149	\$684,533	18	150	\$695,429
169	Scott	5	109	\$89,123	6	174	\$144,602	7	120	\$151,745
171	Shenandoah	24	155	\$991,222	19	210	\$1,045,370	30	191	\$1,502,750

Utilization of Residential Care through the CSA by Locality, FY2023- FY2025

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		FY2023			FY2024			FY2025		
		Youth	Avg LOS	Expenditures (\$)	Youth	Avg LOS	Expenditures (\$)	Youth	Avg LOS	Expenditures (\$)
173	Smyth	21	226	\$958,986	25	208	\$920,323	25	199	\$1,171,897
175	Southampton	1	53	\$4,055	1	305	\$60,391	5	98	\$123,780
177	Spotsylvania	34	143	\$876,599	33	180	\$1,369,087	35	208	\$2,345,117
179	Stafford	16	157	\$434,920	15	196	\$704,666	13	121	\$407,488
181	Surry	1	334	\$47,958	0	0	\$0	0	0	\$0
183	Sussex	4	150	\$78,970	3	259	\$129,448	4	186	\$175,460
185	Tazewell	25	193	\$1,000,826	17	202	\$936,663	18	160	\$896,021
187	Warren	9	202	\$397,236	13	158	\$552,844	17	161	\$877,366
191	Washington	26	153	\$878,123	34	205	\$1,350,509	29	201	\$1,383,809
193	Westmoreland	6	123	\$250,782	5	121	\$211,592	5	271	\$321,613
195	Wise	4	89	\$41,321	10	87	\$158,646	13	193	\$576,084
197	Wythe	14	187	\$432,948	11	183	\$454,206	15	139	\$668,167
199	York	14	214	\$831,853	15	260	\$952,200	14	162	\$513,414
510	Alexandria	18	153	\$498,896	29	142	\$1,442,712	16	122	\$691,430
520	Bristol	12	214	\$624,010	12	201	\$654,437	13	148	\$658,379
530	Buena Vista	9	267	\$418,481	6	212	\$400,874	4	122	\$127,443
540	Charlottesville	8	152	\$205,547	10	169	\$384,218	16	217	\$1,366,881
550	Chesapeake	13	153	\$420,739	21	184	\$818,273	33	108	\$871,722
570	Colonial Heights	5	148	\$141,458	2	277	\$58,024	7	194	\$333,425
580	Covington	4	155	\$82,609	4	107	\$81,515	6	163	\$372,981
590	Danville	27	201	\$2,395,766	25	190	\$2,317,356	29	146	\$1,667,510
620	Franklin City	7	155	\$208,716	6	148	\$125,732	8	195	\$336,728
630	Fredericksburg	14	122	\$365,467	17	213	\$1,296,823	22	197	\$939,040
640	Galax	12	155	\$426,319	11	202	\$437,754	6	204	\$348,451
650	Hampton	1	320	\$234,095	2	33	\$34,245	0	0	\$0
660	Harrisonburg	26	157	\$1,039,683	30	161	\$1,281,478	31	142	\$1,242,518
670	Hopewell	8	199	\$271,701	14	210	\$551,958	18	206	\$999,942
678	Lexington	0	0	\$0	2	226	\$59,515	3	151	\$62,196
680	Lynchburg	52	162	\$1,335,803	51	163	\$1,436,512	52	159	\$1,741,280
683	Manassas City	7	237	\$292,353	4	190	\$181,089	5	145	\$157,773
685	Manassas Park	5	131	\$122,928	3	140	\$151,096	1	256	\$220,890
690	Martinsville	10	167	\$362,333	8	201	\$335,128	6	122	\$254,510
700	Newport News	15	180	\$422,368	27	154	\$760,962	27	211	\$1,049,640
710	Norfolk	65	121	\$1,391,108	68	125	\$1,563,872	60	142	\$1,936,051
720	Norton	0	0	\$0	0	0	\$0	2	86	\$111,473
730	Petersburg	12	146	\$527,031	6	245	\$568,033	11	152	\$610,609
735	Poquoson	2	215	\$104,052	2	97	\$47,125	0	0	\$0
740	Portsmouth	13	171	\$469,752	17	185	\$572,359	15	156	\$527,113
750	Radford	9	97	\$231,649	12	104	\$460,147	9	203	\$463,362
760	Richmond City	64	169	\$2,863,355	78	180	\$3,947,007	66	201	\$3,056,733
770	Roanoke City	39	181	\$1,527,983	48	185	\$2,020,520	51	229	\$3,279,358

Utilization of Residential Care through the CSA by Locality, FY2023- FY2025

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		FY2023			FY2024			FY2025		
		Youth	Avg LOS	Expenditures (\$)	Youth	Avg LOS	Expenditures (\$)	Youth	Avg LOS	Expenditures (\$)
775	Salem	15	168	\$409,060	16	215	\$679,617	16	187	\$653,690
790	Staunton	8	195	\$237,716	10	222	\$592,003	8	130	\$193,096
800	Suffolk	12	159	\$448,555	15	148	\$555,402	25	156	\$898,420
810	Virginia Beach	67	188	\$3,626,612	69	183	\$3,172,852	67	193	\$3,271,915
820	Waynesboro	12	179	\$424,537	16	146	\$421,631	12	208	\$498,536
830	Williamsburg	4	224	\$178,416	1	31	\$773	2	227	\$127,419
840	Winchester	15	153	\$551,413	8	176	\$350,098	13	167	\$545,979
1200	Greensville/Emporia	4	180	\$127,342	3	157	\$57,450	3	191	\$73,139
1300	Fairfax/Falls Church	115	128	\$6,530,656	127	154	\$8,640,333	105	176	\$7,089,424
	Totals	1,963	169	\$77,921,152	2,154	177	\$97,007,025	2,184	181	\$106,192,723