



Office of Children's Services  
Empowering communities to serve youth

# CSA 101: CSA Basics-System of Care, Eligibility and Funding

*"Unlocking Our Potential"*

*Children's Services Act Conference*

*October 16-17, 2024*

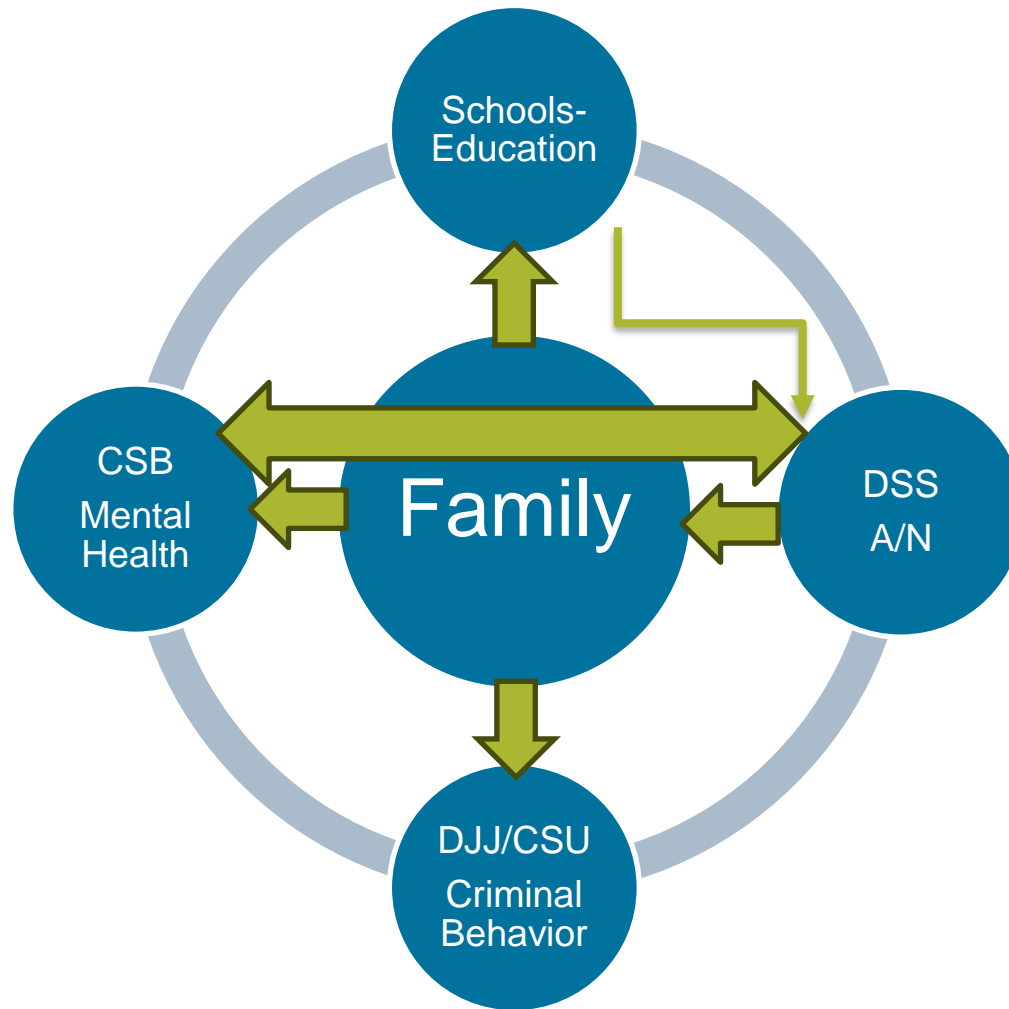
Presented by Carol Wilson  
Senior OCS Program Consultant

# Purpose of Training

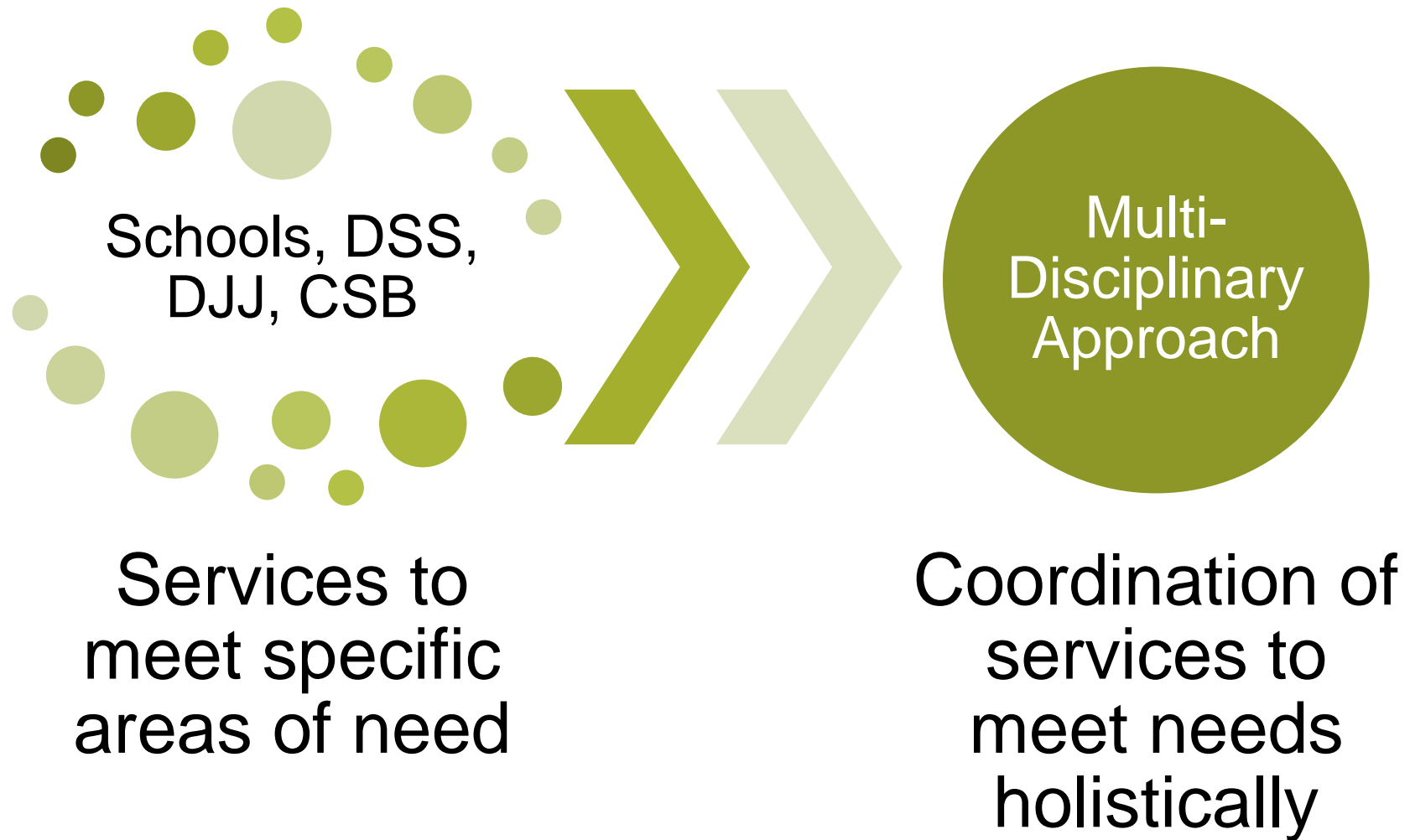
- Better understanding of the Children's Services Act (CSA)
  - Why do we have CSA?
    - It's not really about the money
    - What is it about?
- Who is eligible for CSA and why?
  - Basis of eligibility
  - Different populations
  - Mandated ("sum-sufficient") and non-mandated ("protected")



# Multiple Needs, Multiple Agencies



# Multiple Needs, Multiple Agencies



# System of Care (SOC) Model

System of Care model began in the 1980s as a way to provide community-based services to children with severe behavioral/emotional disorders instead of removal from the home and placement in residential programs



Promoted by Federal Substance Abuse and Mental Health Services Administration (SAMHSA)



Quickly recognized as applicable for other service systems

# Moving to System of Care Principles

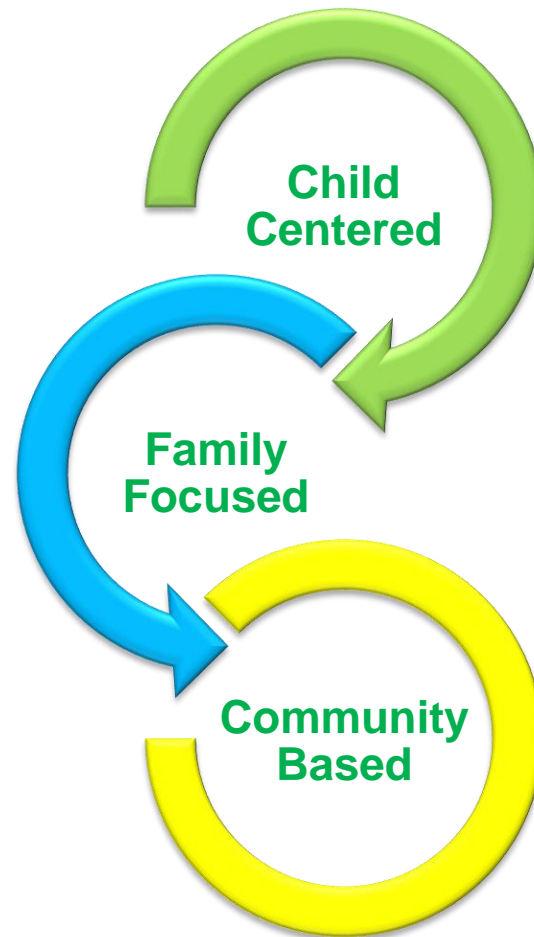
## From

- Fragmented service delivery-single agency approach
- Categorical funding streams/programs
- Child and family must fit "in" available services
- Children served out of home in restrictive placements
- Needs/deficits focus
- Families and youth as "problems"-noncompliance
- Funding tied to programs
- Professionalized

## To

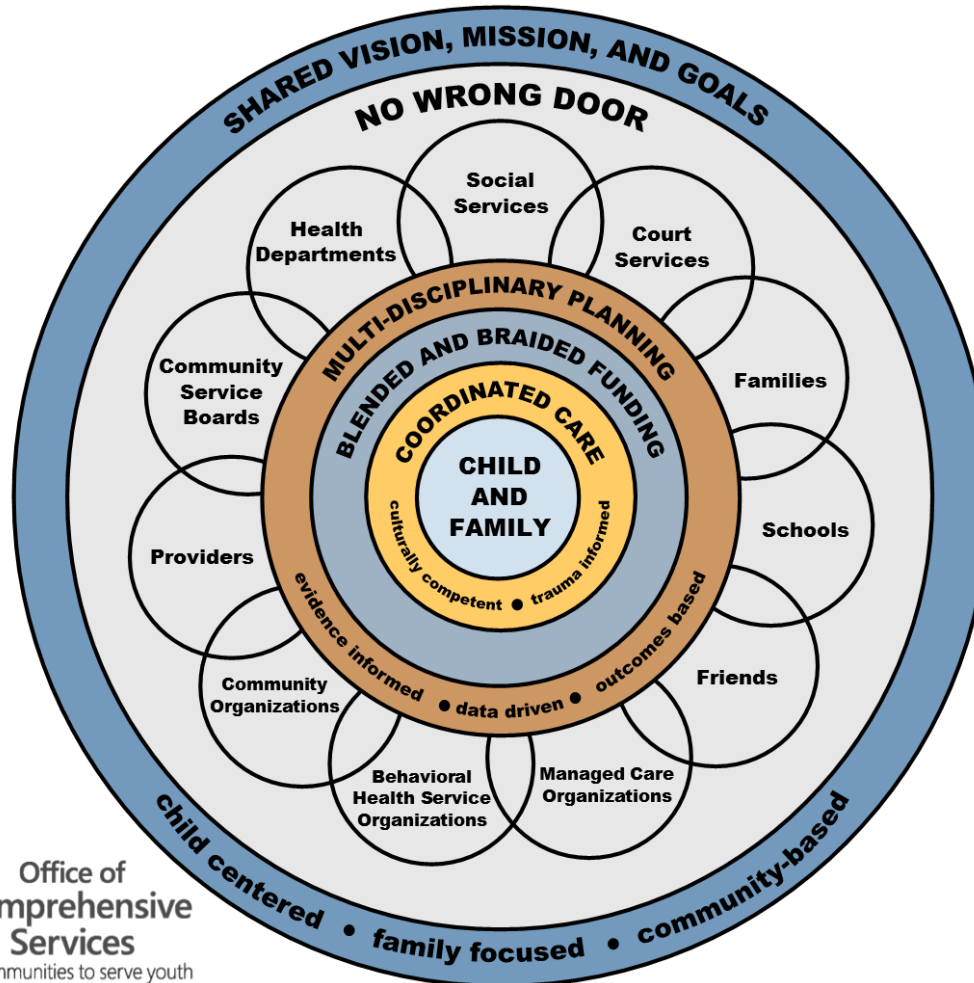
- Coordinated service delivery-multi-agency or multidisciplinary approach
- Braided or blended resources
- Individualized service planning/wraparound approach
- Children served in families
- Strengths based focus
- Families and youth as partners; family voice
- Funding tied to populations
- Use of informal and non-traditional supports

# Mission of CSA



# CSA is a System of Care

Virginia's Comprehensive System of Care





# The Beginning

Why did CSA come into existence?

- Department of Planning and Budget (DPB) 1990 study found:
  - **14,000** cases held by local Departments of Social Services (DSS), Court Services Units (CSU), Community Services Boards (CSB) and school divisions **but only**
  - **4,993** individual children and families
  - 22% annual cost increase in serving these children and families (emphasis on residential care)
- System of care model promoted by federal Substance Abuse and Mental Health Services Administration coming into its own

# Creating CSA

**1992**

Legislation was passed by the Virginia General Assembly creating the "Comprehensive Services Act for At-Risk Youth and their Families", enacted in 1992.

CSA was renamed the "Children's Services Act" in 2015. The name change did not affect the statute's purpose or intent.

**2015**

# Creating CSA

- Established a state supervised, locally administered and operated system of care for services to children and families
  - SOC model consistent with Virginia's model of local government administration
  - Created the structures and functions to operate the CSA system of care
    - Family Assessment and Planning Team (FAPT)
    - Community Policy and Management Team (CPMT)



# Creating CSA



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- Not the intent of CSA to establish a new program; rather it was to provide a structure to change the way agencies did business
- Targeted for “troubled and at-risk” youth and families whose needs could not be met by one agency
- Multi-agency involvement called for collaboration and holistic service planning

# Local Administration



- Local administration- both a blessing and a curse
  - Know own culture, needs and resources
  - Flexible funding-not tied to a “program” or agency
  - Local match
    - assures investment
    - fear of inadequate funding
    - may create frustration between those responsible for funding and those responsible for services
  - Local CSA/FAPT requirements

# Barriers/Problems



- Failure to:
  - adequately communicate with one another
  - convey commitment to finding the best resolution
  - Let go of “my money” and “my children/families” mentality
  - Clashing attitudes and philosophies
  
- Inconsistent implementation across the state adds to complexity

## It's Not Really About the Money...

- What is the “heart” of CSA? The underlying primary value?
- Multi-disciplinary approach to service planning and delivery is at the heart of CSA
- Funding sources are secondary decisions



# Foundation of CSA

- Interagency collaboration
  - Multi-disciplinary team approach is consistent throughout the Act





# Value of Collaboration

Can target resources more effectively



Have collective knowledge and experience



Have different perspectives on same issue



“The whole is greater than the sum of its parts.”

# Interagency Collaboration

- Interagency collaboration is a tool the "service system" uses to achieve the goal of transforming lives.



# Goal of Service System?

Do we (local agencies, FAPTs, CPMTs, providers) offer services?

Is that the goal of the human services system?

No



# Goal of "Services System"



- Products
  - Examples- (shoes, cars, toasters)

- **Services**

- Examples-(haircuts, car repair)



- Experiences

- Examples (hot air balloon rides, trip to Disney World)

– Is this what you do?





# Goal of Service System-Transformation

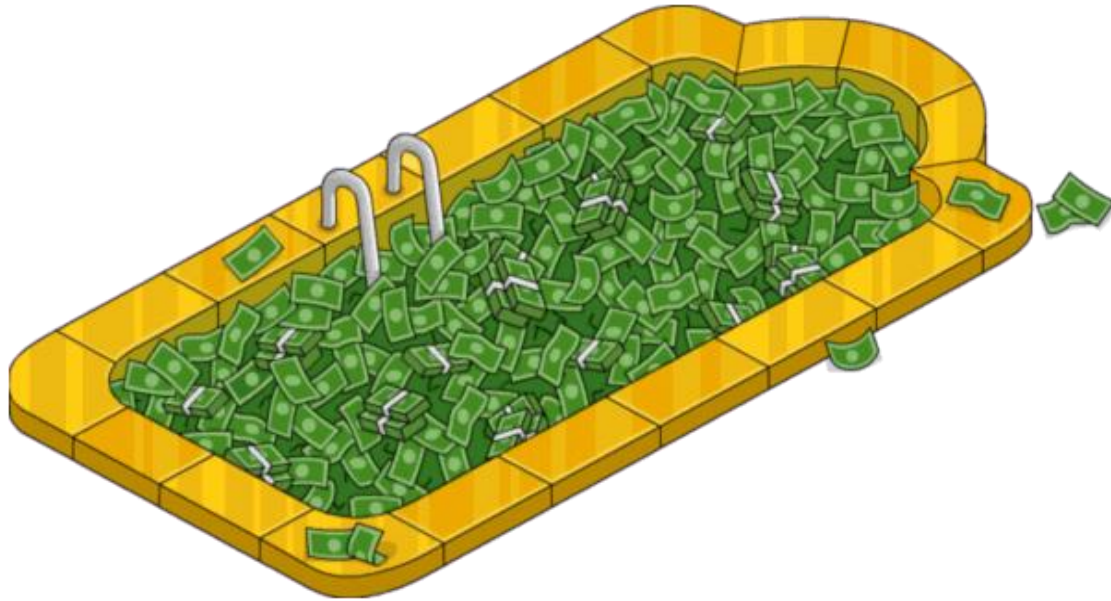


# Goal of Service System

A large, light green banner with a yellow border and wavy top and bottom edges, containing the word "TRANSFORMATION" in blue, uppercase, sans-serif font.

TRANSFORMATION

*Helping children and families identify and meet their needs and use their strengths to function more successfully and lead safer, happier, productive and more fulfilled lives*



# CSA Funding

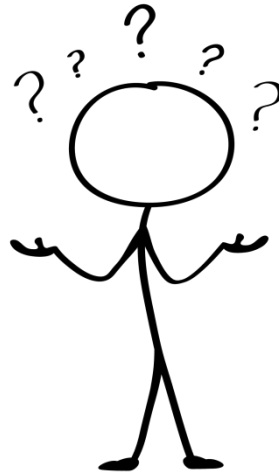


# State Funding Pool

- Blended funding
  - Seven existing funding streams with varying match rates were combined into one central "State Pool"
    - Department of Social Services (DSS)
    - Department of Education (DOE)
    - Department of Juvenile Justice (DJJ)
    - Behavioral Health and Developmental Services (DBHDS)



# Sources of State Pool Funding



**CHILD**

**DOE**

Private Tuition Assistance

**DOE**

Interagency Assistance Fund for Placements of SWD

**DSS**

State and Local Foster Care

**DSS**

Foster Care Block Grant (Services)

**DJJ**

286 Special Placement Funds

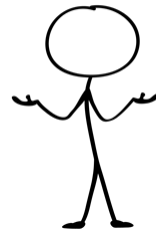
**DJJ**

239 Special Placement Funds

**DBHDS**

Bed Purchase Funds for Adolescents

# Sources of State Pool Funding



**CHILD**

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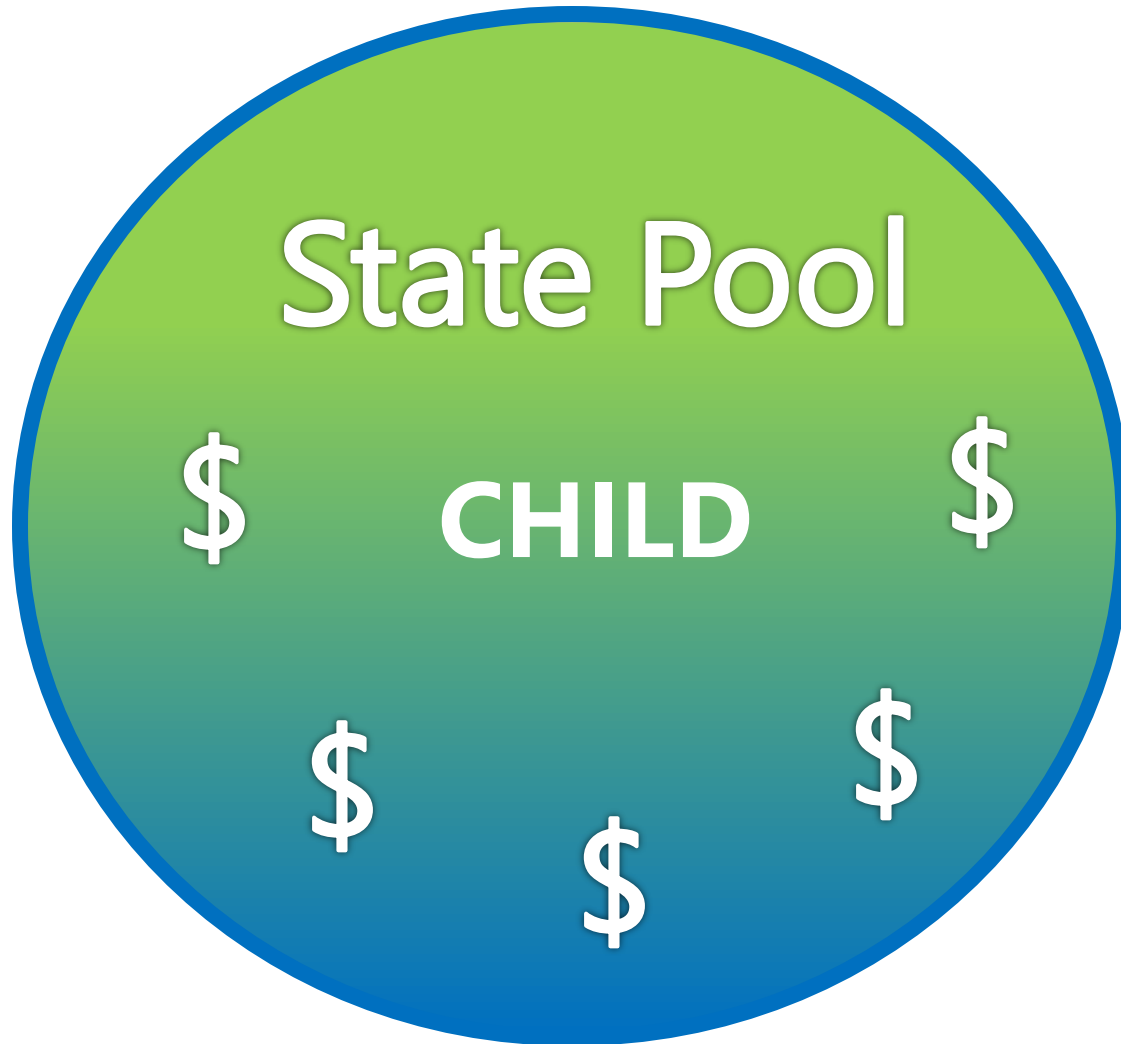
**DJJ**

239 Special Placement Funds

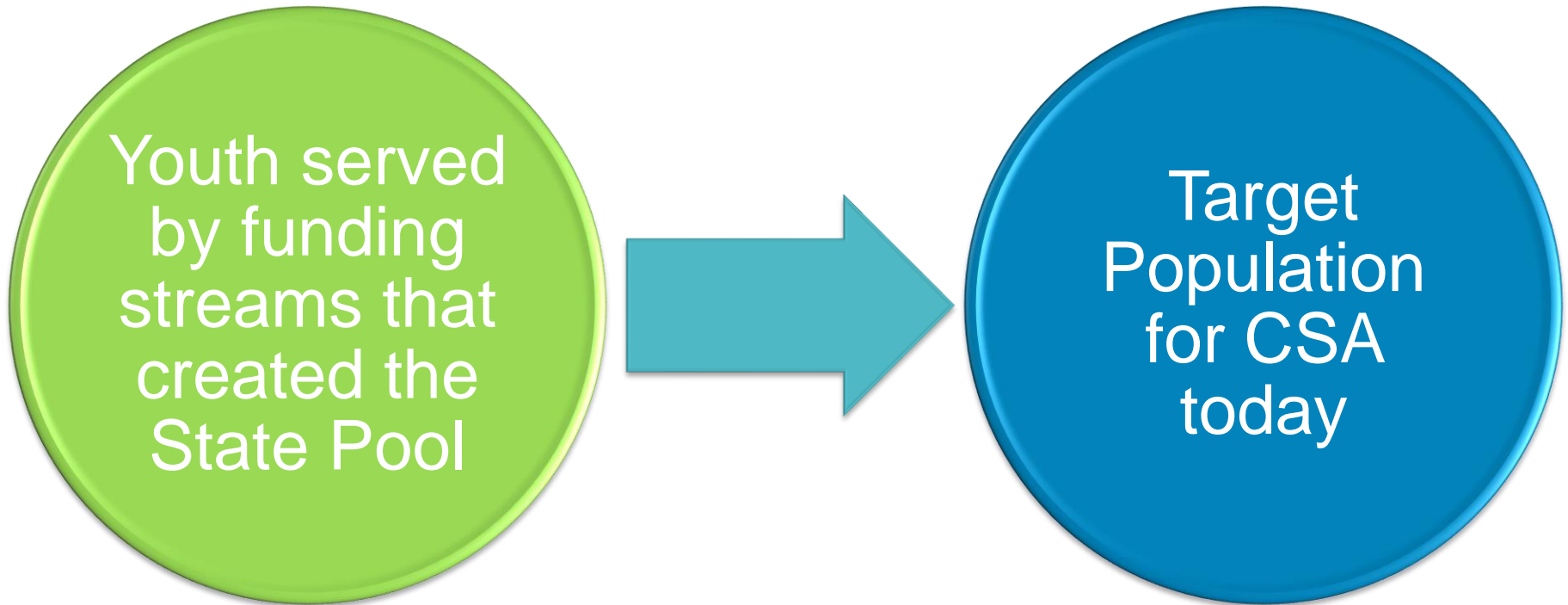
**DBHDS**

Bed Purchase Funds for Adolescents

# Sources of State Pool Funds



# Eligibility for CSA Funds



# CSA Eligibility



## COV §2.2-5212 defines eligibility for CSA

*"In order to be eligible for funding for services through the state pool of funds, a youth, or family with a child, shall meet one or more of the criteria specified in subdivisions 1 through 4 and shall be determined through the use of a uniform assessment instrument and process and by policies of the community policy and management team to have access to these funds.*

1. The child or youth has emotional or behavior problems that:
  - a. Have persisted over a significant period of time or, though only in evidence for a short period of time, are of such a critical nature that intervention is warranted;
  - b. Are significantly disabling and are present in several community settings, such as at home, in school or with peers; and
  - c. Require services or resources that are unavailable or inaccessible, or that are beyond the normal agency services or routine collaborative processes across agencies, or require coordinated interventions by at least two agencies.

# CSA Eligibility

## COV §2.2-5212 (con't.)

2. The child or youth has emotional or behavior problems, or both, and currently is in, or is at imminent risk of entering, purchased residential care. In addition, the child or youth requires services or resources that are beyond normal agency services or routine collaborative processes across agencies, and requires coordinated services by at least two agencies.
  
3. The child or youth requires placement for purposes of special education in approved private school educational programs or for transitional services as set forth in subdivision B 6 of § [2.2-5211](#).
  
4. The child or youth requires foster care services as defined in §63.2-905."



# Funding for CSA

## COV §2.2-5211

Identifies the CSA "Targeted Population" (1-6)

1. Children in private educational placements (private day and residential via IEP)
2. Foster children and youth with an IEP placed in private day
3. Children and youth for whom foster care services as defined in §63.2-905 are being provided
4. Children and youth placed by a J& DR court, in accordance with provisions of §16.1-286 (youth served by the Department of Juvenile Justice)
5. Children and youth committed to DJJ and placed in out of home care
6. Children and youth previously placed pursuant to subdivision 1 in approved private school educational programs for at least six months who will receive transitional services in a public school setting. State pool funds shall be allocated for no longer than 12 months for transitional services..."

But only 1, 2, 3 and 6 are identified as requiring that "sum-sufficient" funds must be appropriated by the state and local governments to meet relevant federal and state mandates

**MANDATED (Sum-Sufficient)**



# Funding for CSA

- Child or youth meets eligibility requirements by having emotional/behavioral needs as defined in §2.2-5212 1. and 2.
- Court ordered placements
- Children served by DJJ/CSB that do not meet CHINS criteria but meet eligibility requirements in §2.2-5212 1. and 2.
- Capped allocation for each locality

**NON-MANDATED (Protected)**

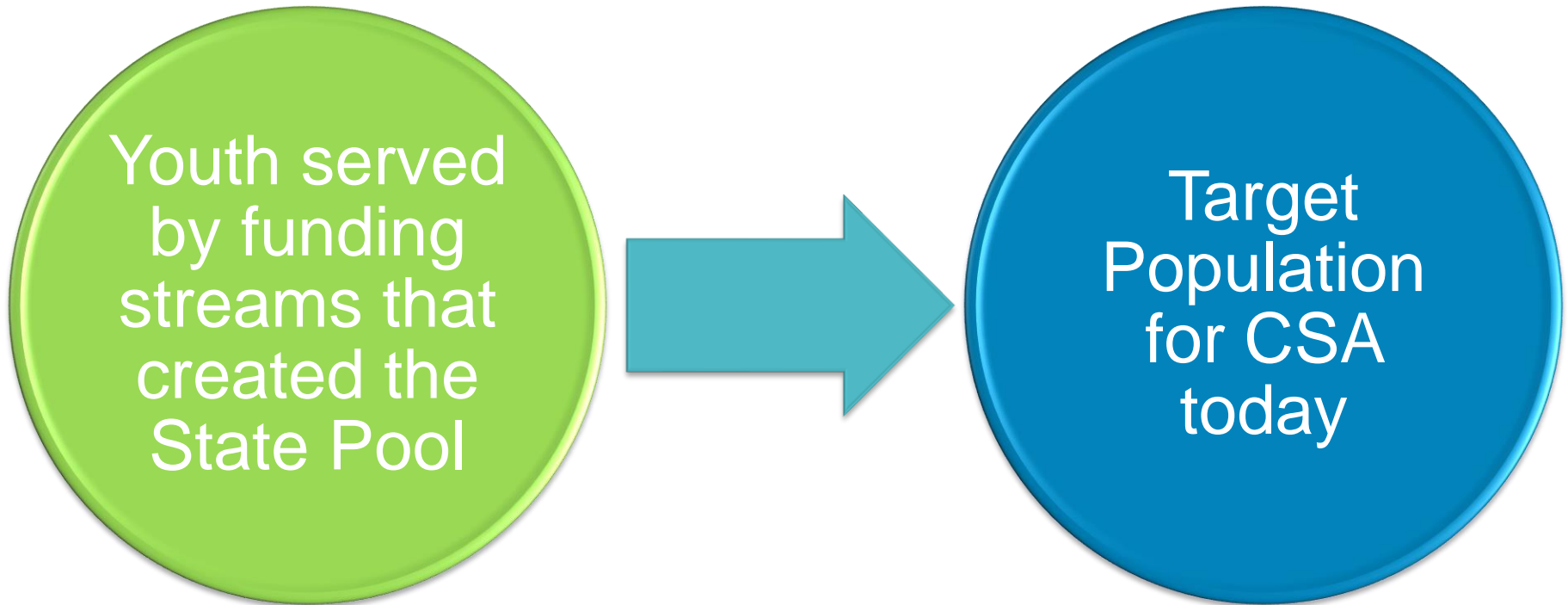
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# Eligibility for CSA

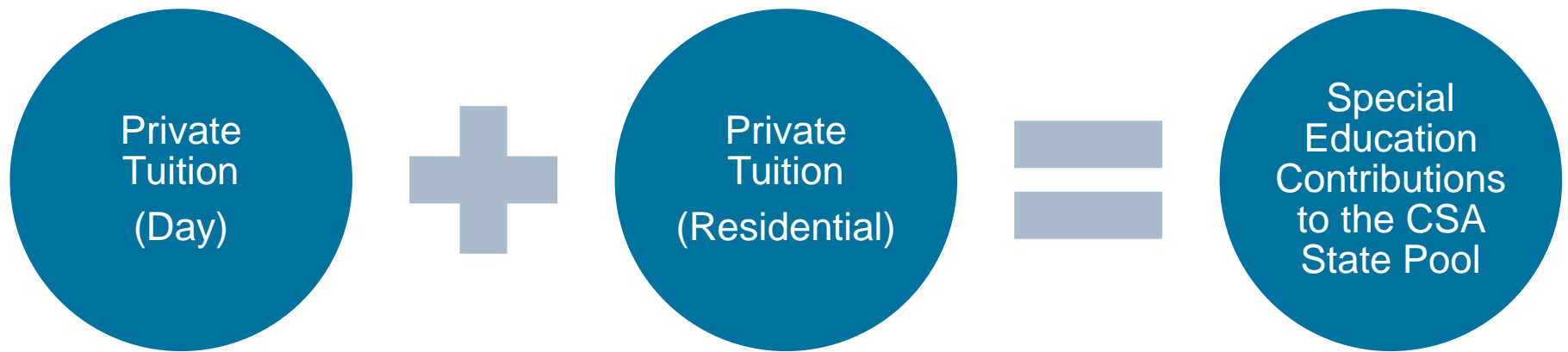
# "At-Risk Youth and their Families"



# Eligibility for CSA Funds



# CSA and Special Education



# IEP and FAPT



Federal law does not permit any entity other than the IEP team to make special education decisions for a student with disabilities

- CPMT must fund IEP-directed private special education and related services for CSA eligible youth (excluding transportation)
- Local policy guides approval process
- No co-pay on IEP services

Child must have Child and Adolescent Needs and Strengths (CANS) Assessments (minimum of Initial, Annual Reassessment and at Discharge)

Utilization Management and Utilization Review (UM/UR) completed by the IEP Team

School division is responsible for transportation



# Special Education Wraparound Services

- State Executive Council Policy created in January 2011 which allows for the provision of:

*"Non-residential services in the home and community for a student with a disability when the needs associated with his/her disability extend beyond the school setting and threaten the student's ability to be maintained in the home, community, or school setting."*

# Special Education Wrap Services

- Purpose is to keep a child in the least restrictive environment (home, school, community)
  - Services driven by IFSP (not IEP)
  - Child must be eligible for special education services
  - Money is capped at \$2.2 million – can request reallocation
  - Must be used for community based services (not in schools)
  - Can be used by children in private placements
  - Subject to parental co-pay





# Transitional Special Education Services

- 2021 Session of the General Assembly
  - Services to support youth in transitioning from private day to public school
  - Child must have been in IEP private day placement at least six months
  - 12-month time frame for provision of services
  - “Transitional services includes one-on-one aides, speech therapy, occupational therapy, behavioral health services, counseling, applied behavior analysis, specially designed instruction delivered directly to the student, or other services needed to facilitate such transition that are delivered directly to the student in their public school over the 12-month period” (COV §2.2-5211.F)

## "Foster Care Services" = CSA



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Children who are eligible for “foster care services” as defined in §63.2-905 are **eligible** for CSA. (§2.2-5212)



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Children who are eligible for “foster care services” as defined in §63.2-905 are “**mandated**” for CSA, meaning “sum-sufficient” funding for services must be appropriated by state and local governments. (§2.2-5211)

# CSA Eligibility – Foster Care Services

## COV §63.2-905

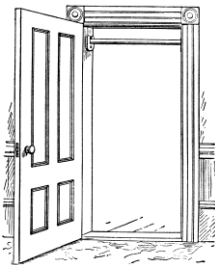
“Foster care services are the provision of a full range of casework, treatment and community services, including but not limited to independent living services, for a planned period of time to a **child who is abused or neglected as defined in § [63.2-100](#) or in need of services as defined in § [16.1-228](#) and his family** when the child (i) has been identified as needing services to prevent or eliminate the need for foster care placement, (ii) has been placed through an agreement between the local board or the public agency designated by the community policy and management team and the parents or guardians where legal custody remains with the parents or guardians, (iii) has been committed or entrusted to a local board or licensed child placing agency, or (iv) is living with a relative participating in the Federal Funded Kinship Guardianship Assistance program set forth in § [63.2-1305](#) and developed consistent with 42 U.S.C. § 673 or the State-Funded Kinship Guardianship Assistance Program set forth in § [63.2-1306](#)....”



# Two Doors to "Foster Care Services"

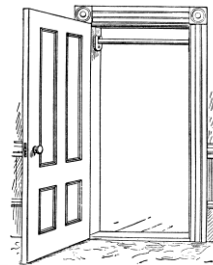
## Abuse/Neglect

- Eligible for "foster care services" including prevention of foster care placement
- No need to use FAPT "CHINS Checklist" to determine eligibility
- Local DSS determines



## Child in Need of Services

- Eligible for "foster care services", including prevention of foster care or out of home placement for treatment of behavioral/emotional needs
- Court determines or FAPT uses Eligibility Checklist to determine eligibility under the SEC Interagency Guidelines



# Four Types of Foster Care Services

## Foster Care Prevention (Community Based)

Placement through an agreement between a parent/guardian where the parent retains custody and the local board (DSS) or a public agency designated by the CPMT (Non-Custodial or CSA Parental Agreement)  
(Treatment)

### FOSTER CARE SERVICES

Commitment, Entrustment or Custody to the Local DSS

Federal Kinship Guardianship  
State Funded Kinship Subsidy

# CSA Parental Agreements

- Problem of custody relinquishment
- Non-Custodial Foster Care Agreements
- Issuance of an Opinion of the Attorney General (2006)
- Development of State Executive Council (SEC) Policy  
*(" Interagency Guidelines on Foster Care Services to Specific Children in Need of Services")*
  - Eligibility Checklist to determine if child meets criteria under the Guidelines
  - CSA Parental Agreement template

# CHINS and Eligibility

Children may be determined to be eligible for CSA through a child “in need of services” designation as defined in §16.1-228 in two different ways

- Disposition of the court
- FAPT completion of the “Eligibility Checklist” finding the child meets the statutory definition (1<sup>st</sup> criterion) and requires **services under the Interagency Guidelines**

If child meets the criteria for FAPT CHINS services under the Interagency Guidelines, then services may be provided

- In the community (foster care prevention)
- Through a CSA Parental Agreement (out of home placement for treatment of emotional/behavioral needs)

## DSS Non-Custodial Agreement

- LDSS is case manager
- Child is in foster care placement
- Court involvement is required
- Child may be eligible for IV-E
- Eligible for Medicaid

## CSA Parental Agreement

- Agency other than LDSS is case manager
- Child is receiving a "foster care service" and is not in foster care placement
- Court involvement is not required
- Child is not eligible for Title IV-E. May be eligible for Medicaid based on parents' income, or after 30 days, the child's income



# Pre-Federal Kinship Guardianship/State Funded Subsidy

Child is in the custody of the LDSS

Placed with relative/fictive kin who must go through the Kinship Foster Parent approval process

Allows some requirements to be waived for 6 months

CSA may begin paying maintenance when "soft" background checks are completed, and fingerprints are submitted within 72 hours

If child is IV-E, IV-E may pay when negative (no finding) results of background checks are received and LDSS issues a Certificate of Approval

If family is not fully approved at the end of 6 months, neither CSA nor IV-E may be accessed

# Kinship-Custody Transfer

## Federal KinGap

- Child is initially in foster care
- Caregiver is approved as foster parent
- Child is in home at least six months
- Return Home and Adoption ruled out
- Caregiver may receive basic and enhanced maintenance
- Maintenance paid by IV-E or CSA
- No "special services" payments

## State Funded Subsidy

- Child is initially in foster care
- Caregiver goes through foster parent approval process, but LDSS decides if placement is appropriate if caregiver is not approved
- In foster care at least 90 days
- Only basic maintenance may be paid
- Title IV-E may not be accessed; only CSA
- No "special services" payments

# KinGap and State Funded Subsidy Program

- Federal Kinship Guardianship and the State Funded Guardianship Subsidy begin as of custody transfer to the relative/fictive kin
- Child is in kinship foster care until that point

# Age Range for CSA Eligibility

## COV §2.2-5212

“Child” or “youth” means (i) a person younger than 18 years of age or (ii) any individual through 21 years of age who is otherwise eligible for mandated services of the participating state agencies, including special education and foster care services,”

- Eligibility ends at age 18 for:
  - Foster care prevention services
  - Non mandated services (“protected” funding)
  - CSA Parental Agreements

# Age Range for CSA Eligibility

- Eligibility for CSA ends at age 21 for
  - Youth receiving services through Fostering Futures, including independent living services
- Eligibility for CSA ends at age 22, or if the youth's 22<sup>nd</sup> birthday falls after September 30<sup>th</sup>, through the end of the school year for students with disabilities

# Who's eligible?



VIRGINIA DEPARTMENT OF  
SOCIAL SERVICES



# Thank you!

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