



# COMMONWEALTH of VIRGINIA

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Item 295 K of the 2025 Appropriation Act directs the Department of Behavioral Health and Developmental Services (DBHDS) in collaboration with the Department of Medical Assistance Services (DMAS) to provide an annual report on the expenditures for and number of recipients of Developmental Disability (DD) waivers slots. In addition, the report shall include the number of slots that were reallocated and the number of emergency and reserve slots assigned during the fiscal year. Finally, the report shall include the number of new DD waivers slots allocated to each Community Services Board (CSB) during the fiscal year and of that total the number of individuals who are currently accessing DD waivers services. The language states:

*K. The Department of Behavioral Health and Developmental Services in collaboration with the Department of Medical Assistance Services shall provide a detailed report for each fiscal year on the budget, expenditures and number of recipients for each specific intellectual disability (ID) and developmental disability (DD) service provided through the Medicaid program or other programs in the Department of Behavioral Health and Developmental Services. This report shall also include the overall budget and expenditures for the ID, DD and Day Support waivers separately. The Department of Medical Assistance Services shall provide the necessary information to the Department of Behavioral Health and Developmental Services within 90 days of the end of each fiscal year. This information shall be published on DBHDS' website by December 1 of each year.*

*2. As part of the annual report, DBHDS shall report the number of waiver slots, by waiver, that became available for reallocation during the previous fiscal year. In addition, the department shall report on the allocation of emergency waiver slots and reserve slots, which shall include how many slots were allocated in the year and for which waiver. The information on reserve slots shall indicate for which waiver the reserve slot was used and the waiver from which the individual moved that was granted the slot. Furthermore, the report shall show the allocations by each Community Services Board from new waiver slots, emergency slots and reserve slots for the previous fiscal year.*

*3. As part of the annual report, DBHDS shall report the number of new slots for the previous fiscal year that were allocated by Community Services Boards and of those how many individuals are accessing waiver services. This information shall be published on the Department of Behavioral Health and Developmental Services' website by December 1 of each year.*

In accordance with this item, please find enclosed the report for Item 295 K for Fiscal Year 2025.



Virginia Department of Behavioral Health  
and Developmental Services

# **Developmental Disabilities Waivers Annual Expenditures and Slots Status Report (Item 295 K, 2025 Appropriations Act)**

**December 1, 2025**

***DBHDS Vision: A Life of Possibilities for All Virginians***

# **Item 295 K: DD Waivers Annual Expenditures and Slots Status Report**

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## Executive Summary

In 2024 the General Assembly supported the Governor’s initiative to drastically increase the number of Developmental Disabilities (DD) Waivers slots over the course of the biennium. The 1,720 new Community Living (CL) and Family and Individual Supports (FIS) waiver slots funded for each of the two years was the largest infusion of new slots since waivers specifically for persons with developmental disabilities were initiated. The intent was to eliminate the Priority 1 portion of the waiting list, which stood at about 3,440 at the end of calendar year 2023. While thousands of former waiting list individuals have now received much needed services with more to be added over the course of State Fiscal Year (FY) 2026, more people have come forward and been added to the waiting list in the meantime.

For the first time, the legislation required that the slots be distributed to individuals in a quarterly fashion. This required quarterly meetings of DBHDS staff and Waiver Slot Assignment Committee (WSAC) members but was beneficial in avoiding WSAC meetings that continued for weeks at a time for Community Services Boards that normally receive the largest number of slots in order to assign hundreds of slots all at once.

All 1,720 new slots were assigned by the end of the fiscal year and a majority of individuals in receipt of a new slot have begun to receive services. This report provides details on the allocation of the new slots across the CSBs, the number of individuals receiving at least one waiver service, and the costs associated with all individuals occupying any DD waiver by service. In addition, data is presented regarding the number of reallocated, emergency, and reserve slots assigned.

## Introduction

As of the end of FY 2025, there were 19,759 slots funded in the Commonwealth across the three Developmental Disabilities waivers. Of these, 1,720 were newly funded by the 2025 General Assembly. One hundred percent of the newly funded FY 2025 slots have been assigned to individuals formerly on the waiting list.

### **Expenditures for All DD Waivers Slots and Number of Participants in FY 2025**

Tables 1 – 3 provide FY 2025 expenditure totals per waiver per type of DD waiver service. In addition, they show the number of individuals in each waiver who received each type of service. Because individuals typically receive more than one service, the total number of individuals exceeds the number of individuals assigned a slot in each of the three DD waivers.

It should be noted that for a service like Services Facilitation, which has multiple component billing codes for distinct activities, the total number of individuals represented may be inflated because the data reflects the number of people for whom each billing code was billed. Similarly, the two nursing services (Skilled Nursing and Private Duty Nursing) have distinct codes for

services rendered by Registered Nurses and Licensed Practical Nurses. While most people are authorized for one type of nurse, some people may receive services from both types of nurses.

In FY 2025 the average individual cost of a Community Living waiver was \$138,860. The average cost of a Family and Individual Supports waiver was \$62,813. The average cost of a Building Independence waiver was \$25,144.

Table 1: Total FY 2025 Community Living Waiver Expenditures per Service and Number of Individuals in Receipt of Each Service		
CL Waiver Service	FY 2025 Expenditures per Service	Number of Individuals Who Received the Service
Assistive Technology	\$ 250,920	231
Benefits Planning	\$ 14,811	30
Center-Based Crisis Support	\$ 2,242,135	70
Community-Based Crisis Support	\$ 95,117	100
Community Coaching	\$ 12,057,808	422
Community Engagement	\$ 54,448,076	3088
Community Guide	\$ 105,320	27
Agency-Directed Companion	\$ 1,047,593	56
Consumer-Directed Companion	\$ 6,784,510	333
Crisis Supports	\$ 767,623	23
Electronic Home-based Supports	\$ 276,980	85
Employment & Community Transportation	\$ 1,260,836	865
Environmental Modifications	\$ 140,959	35
Group Day	\$ 124,842,850	5807
Group Home Residential	\$ 767,564,127	5801
Group Supported Employment	\$ 3,559,039	253
Individual Supported Employment	\$ 6,368,155	518
In-home Supports	\$ 91,499,241	1110
Peer Mentor	\$ 2,145	4
Agency-Directed Personal Assistance	\$ 23,113,982	375
Consumer-Directed Personal Assistance	\$ 99,780,650	1963
Personal Emergency Response System	\$ 168	9
Private Duty Nursing	\$ 6,076,847	247
Agency-Directed Respite	\$ 1,320,386	252
Consumer-Directed Respite	\$ 5,236,253	1049

Services Facilitation	\$ 2,128,383	5785
Shared Living	\$ 0	0
Skilled Nursing	\$ 2,642,698	219
Sponsored Residential	\$ 319,574,865	2862
Supported Living Residential	\$ 21,510,449	249
Therapeutic Consultation – Psychologist/Psychiatrist	\$ 1,567,272	162
Therapeutic Consultation – Other Professionals	\$ 3,613,411	1241
Therapeutic Consultation – Behavior Consultation or Rehab Engineers	\$ 25,111,215	2636
Transition Services	\$ 0	0
Workplace Assistance	\$ 959,443	62
<b>TOTAL</b>	<b>\$ 1,585,964,267</b>	<b>35,969</b>

Table 2: Total FY 2025 Family and Individuals Supports Waiver Expenditures per Service and Number of Individuals in Receipt of Each Service		
FIS Waiver Service	FY 2025 Expenditures per Service	Number of Individuals Who Received the Service
Assistive Technology	\$ 295,739	213
Benefits Planning	\$ 26,107	40
Center-Based Crisis Support	\$ 321,729	16
Community-Based Crisis Support	\$ 21,145	21
Community Coaching	\$ 1,532,081	73
Community Engagement	\$ 9,579,159	774
Community Guide	\$ 79,002	40
Agency-Directed Companion	\$ 542,504	22
Consumer-Directed Companion	\$ 8,477,562	429
Crisis Supports	\$ 12,114	1
Electronic Home-based Supports	\$ 578,391	178
Employment & Community Transportation	\$ 44,4013	448
Environmental Modifications	\$ 260,322	68
Group Day	\$ 18,331,353	1318
Group Supported Employment	\$ 1,274,705	98
Individual Supported Employment	\$ 2,509,124	353
Individual & Family/Caregiver Training	\$ 2,325	1
In-home Supports	\$ 105,958,300	1601
Peer Mentor	\$ 6,241	10
Agency-Directed Personal Assistance	\$ 36,119,257	665
Consumer-Directed Personal Assistance	\$ 126,529,760	3061
Personal Emergency Response System	\$ 500	13
Private Duty Nursing	\$ 28,633,108	212
Agency-Directed Respite	\$ 2,318,174	448
Consumer-Directed Respite	\$ 9,322,129	1957
Services Facilitation	\$ 3,591,046	9,534
Shared Living	\$ 45,372	2
Skilled Nursing	\$ 209,693	20
Supported Living Residential	\$ 11,908,162	159

Therapeutic Consultation – Psychologist/Psychiatrist	\$ 288,102	54
Therapeutic Consultation – Other Professionals	\$ 1,408,815	749
Therapeutic Consultation – Behavior Consultation/Rehab Engineer	\$ 9,398,624	1060
Transition Services	\$ 0	0
Workplace Assistance	\$ 231,331	21
<b>TOTAL</b>	<b>\$ 380,255,989</b>	<b>23,659</b>

Table 3: Total FY 2025 Building Independence Waiver Expenditures per Service and Number of Individuals in Receipt of Each Service		
BI Waiver Service	FY 2025 Expenditures per Service	Number of Individuals Who Received the Service
Assistive Technology	\$ 22,163	15
Benefits Planning	\$ 5,206	7
Center-Based Crisis Support	\$ 0	0
Community-Based Crisis Support	\$ 0	0
Community Coaching	\$ 76,903	3
Community Engagement	\$ 581,069	60
Community Guide	\$ 13,260	4
Crisis Supports	\$ 0	0
Electronic Home-based Supports	\$ 80,061	19
Employment & Community Transportation	\$ 26,707	23
Environmental Modifications	\$ 0	0
Group Day	\$ 1,177,897	82
Group Supported Employment	\$ 170,687	12
Individual Supported Employment	\$ 586,272	48
Independent Living	\$ 4,400,622	170
Peer Mentor	\$ 1,771	3
Personal Emergency Response System	\$ 0	0
Shared Living	\$ 24,057	1
Transition Services	\$ 0	0
<b>TOTAL</b>	<b>\$ 7,166,675</b>	<b>447</b>



## Reallocation of Previously Funded DD Waivers Slots

The following table shows the number of DD waivers slots by waiver that were reallocated to another person during FY 25. These slots were previously held by individuals who died, moved out of state, declined future services, or failed to start services in the time frame required by state regulations. Reassigning these slots to other individuals on the waiting list in a timely manner enables additional individuals to receive much needed services through one of the DD waivers.

Table 4: Number of Individuals Receiving a Reallocated DD Waiver Slot by Waiver			
CL Waiver	FIS Waiver	BI Waiver	Total
214	473	28	716

## Assignment of Emergency Slots

DBHDS maintains a pool of Developmental Disability (DD) waiver slots that may be assigned to individuals deemed in an emergency status due to meeting one or more of the following criteria:

1. Child Protective Services has substantiated abuse/neglect against the primary caregiver and has removed the individual from the home; or
2. Adult Protective Services has found that the individual needs and accepts protective services; or
3. Abuse/neglect has not been founded, but corroborating information from other sources (agencies) indicates that there is an inherent risk present and there are no other caregivers available to provide support services to the individual; or
4. Death of primary caregiver or lack of alternative caregiver coupled with the individual's inability to care for himself and endangerment to self or others without supports; or
5. An individual who transitioned from one of the DD Waivers to the Medicaid Works program chooses to resume DD Waiver services.

Requests for emergency slots are forwarded by the CSB to DBHDS to determine if the individual's situation meets the above criteria. Once the pool of emergency slots reaches a minimum of three slots, the next nonemergency waiver slot that becomes available at the CSB in receipt of an emergency slot shall be reallocated to the DBHDS emergency slot pool to ensure emergency slots remain to be assigned to future emergencies within the Commonwealth's fiscal year.

In FY 2025, 76 requests for emergency slots were approved; however, before being assigned, two of the slot requests (one for a CL waiver and one for a FIS waiver) were withdrawn. One CSB found they were able to utilize a previously allocated vacant slot and the individual in need at the other CSB determined that a Commonwealth Coordinated Care Plus waiver slot would best meet their needs. The final total of emergency slots assigned in the fiscal year was 74.

The assignment of emergency slots in FY 2025 is summarized in Table 5.

Table 5: Number of Individuals Assigned an Emergency DD Waiver Slot by CSB by Waiver				
CSB	CL Slots	FIS Slots	BI Slots	Total
Chesapeake	3			3
Chesterfield	1	3		4
Colonial	1			1
Danville-Pittsylvania	1			1
Encompass		1		1
Fairfax-Falls Church	4	2	7	13
Hanover		2		2
Harrisonburg-Rockingham	1			1
Highlands	1			1
Henrico	5			5
Horizon		1		1
Loudoun		1		1
Norfolk	4	1		5
Northwestern	3	1		4
Planning District 19	6			6
Prince William	2	5		7
Rappahannock Area	4	3		7
Virginia Beach	7	1		8
Western Tidewater	2	1		3
<b>TOTAL</b>	<b>45</b>	<b>22</b>	<b>7</b>	<b>74</b>

### Assignment of Reserve Slots

Reserve slots may be used for transitioning an individual who, due to documented changes in their support needs or a preference for supports found in a waiver with a less comprehensive array of supports, requires or requests a move from the DD waiver in which they are presently enrolled into another of the DD waivers to access necessary services.

The DD waivers' regulations include a requirement that CSBs make vacated "turn-over" slots available to individuals from that CSB who are waiting for a reserve slot in that waiver. The slot of the individual moving into the awaited reserve slot is then assigned by the usual means (WSAC) to a person on the waiting list. This greatly facilitates movement between the waivers when needed, which is a significant boon to individuals and their families in response to changing needs. If there are insufficient reserve slots in a given waiver to accommodate individuals whose needs qualify them to move from their current waiver, the names of those individuals meeting the criteria are kept on a chronological list until a slot in that waiver becomes available.

During FY 25, 184 reserve slots were assigned. Of this number, 16 of the CL waiver reserve slots were drawn by DBHDS from vacant slot reserves.

The assignment of reserve slots in FY 2025 is summarized in Table 6.

Table 6: Number of Individuals Assigned a Reserve Slot by CSB by Waiver-to-Waiver Movement					
CSB	BI to FIS Slots	BI to CL Slots	FIS to CL Slots	CL to BI Slots	Total
Alexandria			1		1
Alleghany Highlands			2		2
Arlington	2	1	1		4
Blue Ridge	1		11		12
Chesapeake	1		3		4
Chesterfield	2	1	8	1	12
Colonial					0
Crossroads			1		1
Cumberland Mountain			1		1
Danville-Pittsylvania	2		2		4
Dickenson			1		1
Eastern Shore			1		1
Encompass		1	4		5
Fairfax-Falls Church	2		20		22
Goochland-Powhatan					0
Hampton-Newport News	3		1		4
Hanover			5		5
Harrisonburg-Rockingham		1	1		2
Henrico	2		8		10

Highlands			2		2
Horizon			4		4
Loudoun	2		9		11
Middle Peninsula- Northern Neck			1		1
Mount Rogers			3		3
New River Valley			1		1
Norfolk	6		3		9
Northwestern		1	8		9
Piedmont		2	3		5
Planning District One	1				1
Planning District 19			2		2
Portsmouth	2		3		5
Prince William	2		5		7
Rappahannock Area	1		6		7
Region Ten		1	2		3
Richmond			6		6
Rockbridge Area					0
Southside			1		1
Valley	1		1		2
Virginia Beach	2	1	2		5
Western Tidewater	1		8		9
<b>TOTAL</b>	<b>33</b>	<b>9</b>	<b>141</b>	<b>1</b>	<b>184</b>

### **Allocation of FY 2025 New DD Waiver Slots by Community Services Board**

The 2024 General Assembly approved funding for 3,440 new DD waivers slots for the biennium. This was divided into 1,720 new slots for each fiscal year of the biennium to be distributed across each fiscal year's quarters. In FY 25, 1,548 new FIS waiver and 172 new CL waiver slots were funded for allocation to the CSBs.

Each CSB's total allocation of slots for each waiver was divided by four and that number was made available for assignment to individuals via the WSACs each quarter. Where the total number of slots a given CSB was allocated was less than four, the number of slots available for assignment was front-loaded to the earliest quarters of the fiscal year. For example, if a CSB was allocated two CL waiver slots for the fiscal year, one slot was made available for assignment each of the first two quarters of the year.

Per Virginia's Centers for Medicare and Medicaid Services waiver applications and state regulations, newly funded DD waivers slots are allocated according to the following objective factors and criteria:

1. The region's population

2. The percentage of Medicaid eligible individuals in the CSB's catchment area, and
3. Each CSB's percentage of individuals on the "Priority One" portion of the statewide waiting list.

The allocation of new FY 2025 DD waivers slots across the 40 CSBs is depicted in Table 6. All funded slots were allocated to the 40 CSBs by the end of the fiscal year.

Table 6: FY 2025 Funded Slots Allocated to Each CSB by Waiver			
CSB	FIS Slots	CL Slots	Total
Alexandria	23	3	28
Alleghany Highlands	4	1	5
Arlington	34	4	38
Blue Ridge	49	5	54
Chesapeake	38	4	42
Chesterfield	84	9	93
Colonial	25	3	28
Crossroads	16	2	18
Cumberland Mountain	13	1	14
Danville-Pittsylvania	19	2	21
Dickenson	2	1	3
District 19	29	3	32
Eastern Shore	7	1	8
Encompass	34	4	38
Fairfax-Falls Church	263	29	292
Goochland-Powhatan	9	1	10
Hampton-Newport News	49	5	54
Hanover County	25	3	28
Harrisonburg-Rockingham	24	3	27
Henrico	63	7	70
Highlands	11	1	12
Horizon	41	4	45
Loudoun	87	10	97
Middle Peninsula-Northern Neck	23	3	26

Mount Rogers	19	2	21
New River Valley	32	4	36
Norfolk	40	4	44
Northwestern	44	5	49
Piedmont	23	2	25
Planning District One	13	1	14
Portsmouth	15	2	17
Prince William	94	10	104
Rappahannock Area	87	10	97
Region Ten	44	5	49
Richmond	35	4	39
Rockbridge	6	1	7
Southside	12	1	13
Valley	22	2	24
Virginia Beach	65	7	72
Western Tidewater	25	3	28
<b>TOTAL</b>	<b>1,548</b>	<b>172</b>	<b>1,720</b>

### **Individuals Assigned a New FY 2025 DD Waiver Slot by CSB Who Are Accessing Waiver Services**

Because the FY 2025 DD waivers slots were allocated to the CSBs in a quarterly fashion as described in the section above, those individuals assigned slots in the latter quarters of the year are less likely to have begun to receive waiver services by the end of the fiscal year than those assigned in the first quarters. Contributing factors to a significant time delay between slot assignment and service authorization are the following regulatory required steps:

- Individual formal acceptance of the slot offered
- Confirmation/updating of functional and financial eligibility
- Confirmation of updated physical exam
- Individual/family selection of service providers
- Service providers' intake processes for new individuals
- Development of the Individual Support Plan
- Service Authorization process

Table 7 shows the number of unique individuals who received a FY 2025 DD waiver slot who were authorized for at least one DD waiver service as of the date that this data was drawn

(shortly after the end of FY 2025 on 8/11/2025). At that time, 61 percent of the individuals assigned one of the new slots had been authorized to begin at least one waiver service.

<b>Table 7: Number of Individuals Assigned a FY 2025 Slot Who Are Authorized for at Least One Waiver Services by CSB by Waiver</b>			
<b>CSB</b>	<b>CL Slots</b>	<b>FIS Slots</b>	<b>Total</b>
Alexandria	3	11	14
Alleghany Highlands	1	4	5
Arlington	3	27	30
Blue Ridge	4	23	27
Chesapeake	3	19	22
Chesterfield	8	48	56
Colonial	3	18	21
Crossroads	2	3	5
Cumberland Mountain	1	7	8
Danville-Pittsylvania	2	16	18
Dickenson	1	2	3
District 19	2	13	15
Eastern Shore	1	5	6
Encompass	4	31	35
Fairfax-Falls Church	17	123	140
Goochland-Powhatan	1	4	5
Hampton-Newport News	4	27	31
Hanover County	3	11	14
Harrisonburg-Rockingham	3	19	22
Henrico	3	34	37
Highlands	1	9	10
Horizon	3	28	31
Loudoun	9	56	65
Middle Peninsula-Northern Neck	3	16	19
Mount Rogers	2	15	17
New River Valley	4	20	24

Norfolk	3	28	31
Northwestern	5	30	35
Piedmont	1	14	15
Planning District One	1	11	12
Portsmouth	1	11	12
Prince William	9	66	75
Rappahannock Area	10	40	50
Region Ten	5	32	37
Richmond	3	9	12
Rockbridge	1	3	4
Southside	1	8	9
Valley	2	17	19
Virginia Beach	6	36	42
Western Tidewater	3	16	19
<b>TOTAL</b>	<b>142</b>	<b>910</b>	<b>1052</b>

## Conclusion

Through the efforts of the Governor and General Assembly, Virginia is seeing the largest ever infusion of new DD waivers slots across the 2025-2026 biennium. All slots funded for FY 2025 were allocated to the CSBs according to the approved criteria. Further, all 1,720 FY 25 slots were assigned to individuals formerly on the Priority 1 waiting list. Most of those individuals have begun to receive much needed services. The combination of newly funded slots, reallocated slots, emergency slots and reserve slots assigned, has resulted in 2,694 people now able to receive needed DD waiver services which were formerly unavailable to them.