COMMONWEALTH of VIRGINIA

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Item 295 K of the 2026 Special Session I 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. 1 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 the Department of Behavioral Health and Developmental Services' website by December 1 of each year.*
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> *2. As part of the annual report, the Department of Behavioral Health and Developmental Services 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, the Department of Behavioral Health and Developmental Services 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 2026.

Developmental Disabilities Waivers Annual Expenditures and Slots Status Report

(Item 295 K, 2026 Special Session I Appropriations Act)

December 1, 2026

DBHDS Vision: A Life of Possibilities for All Virginians

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Developmental Disabilities 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 2025-2026 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 One portion of the waiting list, which totaled approximately 3,440 at the end of calendar year 2023. While thousands of individuals formerly on the waiting list have now received much needed services in FY 2025 and 2026, more people have been identified as eligible and been added to the waiting list during this time. The Priority One waiting list total was 2,632 as of September 21, 2026, indicating an ongoing need for funding of additional new slots for the DD waivers.

The slots were legislatively mandated to be distributed to individuals in a quarterly fashion. This required quarterly meetings of DBHDS staff and Waiver Slot Assignment Committee (WSAC) members. This transition was challenging but ultimately beneficial in enhancing efficiency. The change to quarterly distribution shortened WSAC meetings that could previously require weeks of meeting time for Community Services Boards (CSBs) that historically received the largest number of slots to assign hundreds of slots all at once.

All 1,720 new FY 2026 slots were assigned by the end of the fiscal year and a significant majority of individuals in receipt of a new slot have begun to receive services. This report provides details on the allocation of the FY 2026 slots across the CSBs, the number of individuals assigned an FY 2026 DD waiver slot receiving at least one waiver service, and the costs associated with all individuals (regardless of year of slot assignment) occupying any DD waiver by service. In addition, data is presented regarding the number of reallocated, emergency, and reserve slots assigned in FY 2026.

Introduction

As of the end of FY 2026, there were 21,479 slots funded in the Commonwealth across the three Developmental Disabilities waivers. Of these, 1,720 were newly funded in FY 2026. One hundred percent of the newly funded FY 2026 slots were allocated to CSBs and the same percentage have been assigned to individuals formerly on the waiting list. As of September 8, 2026, 77 percent of these individuals have been authorized to receive at least one waiver service.

Additional data on slots initially funded in previous years that have been vacated by their original assignee which were reassigned to new individuals on the statewide waiting list, totaling 635 in FY 2026, is also analyzed. As well as the assignment of reserve and emergency slots totaling 60 and 226 respectively. The turnover of such existing slots totaled 861 in FY 2026 falling far short of supporting the 2,632 individuals who remain on the Priority One waitlist as of September 21, 2026. The Priority One population represents a significant ongoing population need for funding additional slots for DD waivers and associated resources for expanding provider capacity.

Expenditures for All DD Waivers Slots and Number of Participants in FY 2026

Tables 1 – 3 provide FY 2026 expenditure totals as of September 23, 2026 per waiver per type of DD waiver service for all funded slots regardless of year of initiation. 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.

In FY 2026 the average individual cost of a Community Living waiver was $143,388.00. The average cost of a Family and Individual Supports waiver was $64,178.00. The average cost of a Building Independence waiver was $26,824.00.

Table 1. Total FY 2026 Community Living Waiver Expenditures by Service and Number of Individuals in Receipt of Each Service

CL Waiver Service	FY 2026 Expenditure per Service	Number of Individuals Who Received the Service
Agency-Directed Companion	$762,068	44
Agency-Directed Personal Assistance	$23,507,191	388
Agency Directed Respite	$1,232,304	218
Assistive Technology	$173,046	197
Benefits Planning	$13,219	26

Consumer Directed Personal Assistance	$89,200,677	1,848
Consumer Directed Companion	$5,443,076	273
Consumer Directed Respite	$4,457,474	947
Center-Based Crisis Supports / Non-Professional	$184,971	38
Center-Based Crisis Supports / Professional	$1,344,803	69
Community Coaching	$19,266,481	596
Community Engagement	$72,893,614	3,672
Community Guide	$74,043	45
Community-Based Crisis Supports	$38,614	56
Crisis Support Services / Non-Professional	$265,252	22
Crisis Support Services / Professional	$333,761	23
Electronic Home-Based Supports	$654,421	105
Employment & Community Transportation / Public Transit	$157,569	238
Employment & Community Transportation / Individual Trips	$850,675	514
Environmental Modifications	$139,087	35
Group Day Support	$135,246,592	5,985
Group Home Residential / 4 or fewer person homes	$657,823,485	4,828
Group Home Residential / 5 person homes	$74,819,625	736
Group Home Residential / 6 person homes	$56,254,192	532
Group Home Residential / 7 person homes	$15,018,489	159
Group Home Residential / 8 person homes	$8,935,331	89
Group Home Residential / 9 person homes	$957,680	9
Group Home Residential / 10 person homes	$395,066	5
Group Home Residential / 12 person homes	$1,612,228	21

Group Supported Employment / 2 or fewer people per staff	$1,011,052	65
Group Supported Employment / more than 2, up to 4 people per staff	$1,143,511	95
Group Supported Employment / more than 4 people per staff	$1,217,044	106
In-Home Support Services / supporting 1 person	$95,435,886	1,079
In-Home Support Services / supporting 2 persons	$400,804	11
Individual Supported Employment	$6,533,235	533
Peer Mentoring	$1,287	2
Personal Emergency Response System (PERS) Monitoring	$105	20
Private Duty Nursing / LPN	$78,925,695	416
Private Duty Nursing / RN	$5,946,318	144
Service Facilitation / Employee Management Training	$23,459	110
Services Facilitation / Initial Comprehensive Visit	$22,311	67
Services Facilitation / Management Training	$440,572	1,356
Services Facilitation / Reassessment Visit	$513,479	1,894
Services Facilitation / Routine Visit	$1,017,387	1,935
Skilled Nursing / LPN	$2,271,093	131
Skilled Nursing / RN	$1,171,726	120
Sponsored Residential	$350,439,439	3,097
Supported Living Residential	$28,834,589	304
Therapeutic Consultation / Other Professionals	$4,036,690	1,356
Therapeutic Consultation / Psychologist/Psychiatrist	$419,127	64
Therapeutic Consultation / Therapist/Behavior Analysts/Rehab Engineers	$34,022,123	3,011

Workplace Assistance Services	$997,899	59
Grand Total	**$1,786,879,866**	**12,456**

Table 2. Total FY 2026 Family and Individual Supports Waiver Expenditures by Service and Number of Individuals in Receipt of Each Service

FIS Waiver Service	FY 2026 Expenditure per Service	Number of Individuals Who Received the Service
Agency-Directed Companion	$333,555	17
Agency-Directed Personal Assistance	$48,960,524	913
Agency-Directed Respite	$2,911,438	555
Assistive Technology	$183,367	163
Benefits Planning	$24,480	44
Consumer Directed Companion	$8,106,433	383
Consumer Directed Personal Assistance	$146,859,692	3,732
Consumer Directed Respite	$10,623,363	2,274
Center-Based Crisis Supports / Non-professional	$40,302	12
Center-Based Crisis Supports / Professional	$242,952	15
Community Coaching	$2,511,233	127
Community Engagement	$16,899,445	1,206
Community Guide	$179,754	68
Community-Based Crisis Supports	$11,647	11
Crisis Support Services / Non-professional	$3,914	2
Crisis Support Services / Professional	$6,062	2
Electronic Home-Based Supports	$1,559,329	256
Employment & Community Transportation / Para Transit	$107,273	170
Employment & Community Transportation / Individual Trip	$364,700	379
Environmental Modifications	$225,747	58

Group Day Support	$26,584,356	1,752
Group Supported Employment / 2 or fewer people per staff	$166,612	7
Group Supported Employment / more than 2, up to 4 people per staff	$589,634	48
Group Supported Employment / more than 4 people per staff	$744,074	62
In-Home Support Services / supporting 1 person	$143,953,566	2,076
In-Home Support Services / supporting 2 persons	$33,433	8
Individual and Family Caregiver Training	$11,067	9
Individual Supported Employment	$3,544,448	429
Peer Mentoring	$5,822	8
Personal Emergency Response System (PERS) / monitoring	$694	23
Private Duty Nursing / LPN	$28,685,735	163
Private Duty Nursing / RN	$8,370,126	99
Services Facilitation / Employee Management Training	$106,365	488
Services Facilitation / Initial Comprehensive Visit	$139,765	417
Services Facilitation / Management Training	$1,132,601	3,035
Services Facilitation / Reassessment Visit	$1,017,288	3,727
Services Facilitation / Routine Visit	$1,955,113	3,930
Shared Living	$28,819	1
Skilled Nursing / LPN	$224,841	14
Skilled Nursing / RN	$165,715	13
Supported Living Residential	$20,851,416	265
Therapeutic Consultation / Other Professionals	$2,023,953	1,003
Therapeutic Consultation / Psychologist/Psychiatrist	$161,263	25

Therapeutic Consultation / Therapist/Behavior Analysts/Rehab Engineers	$15,868,572	1,530
Workplace Assistance Services	$339,887	24
Grand Total	**$496,860,372**	**7,753**

Table 3. Total FY 2026 Building Independence Waiver Expenditures by Service and Number of Individuals in Receipt of Each Service

BI Waiver Service	FY 2026 Expenditure per Service	Number of Individuals Who Received the Service
Benefits Planning	$3,191	7
Community Coaching	$108,526	3
Community Engagement	$652,273	60
Community Guide	$29,421	12
Electronic Home-Based Supports	$102,661	18
Employment & Community Transportation / Paratransit	$6,231	10
Employment & Community Transportation / Individual Trip	$13,034	3
Group Day Support	$1,012,398	67
Group Supported Employment / 2 or fewer people per staff	$19,526	2
Group Supported Employment / more than 2, up to 4 people per staff	$39,643	4
Group Supported Employment / More than 4 people per staff	$73,618	5
Independent Living Supports / Full Month	$4,324,497	158
Independent Living Supports / Partial Month	$99,022	16
Individual Supported Employment	$535,472	52
Peer Mentoring	$1,218	1
Shared Living	$13,854	1
Grand Total	**$7,035,440**	**261**

Reallocation of Previously Funded DD Waivers Slots

The following table shows the number of DD waiver slots by waiver that were reallocated to another person during FY 2026. 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 in FY 2026

CL Waiver	FIS Waiver	BI Waiver	Total
204	617	14	635

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 the primary caregiver or lack of an alternative caregiver coupled with the individual's inability to care for themself 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 eligibility based on the criteria listed above. Once the pool of emergency slots reaches a minimum of three slots, the next non-emergency 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 fiscal year.

In FY 2026, 62 requests for emergency slots were approved. One of the approved emergency slot requests for a CL waiver was withdrawn prior to assignment as the CSB had a slot become available, enabling the individual to receive a slot through the regular WSAC process. Another approved request for an emergency CL waiver was rescinded when the individual/family changed their mind. Therefore, the final total of emergency slots assigned in the fiscal year was 60. This number represents 14 fewer emergency slots assigned in FY 2026 than FY 2025. It is posited that the large number of newly funded slots across the biennium may have contributed to the reducing the need for emergency slot requests in the past fiscal year. The assignment of emergency slots in FY 2026 is summarized in Table 5.

Table 5. Number of Individuals Assigned an Emergency DD Waiver Slot by CSB by Waiver in FY 2026

Arlington		1		1
Blue Ridge Behavioral Health	6	1		7
Chesterfield		2		2
Colonial	2			2
Danville-Pittsylvania	2	2		4
Fairfax-Falls Church	9	1		10
Greater Reach (PD19)	5			5
Henrico	8			8
Norfolk	5	6		11
Northwestern	2			2
Planning District 1	1			1
Prince William	3			3
Portsmouth	1			1
Rappahannock Area	1			1
Valley		1		1
Western Tidewater	1			1
TOTAL	46	14	0	**60**

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 regulations governing DD waivers include a requirement that CSBs make vacated "turnover" 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 process efficiently facilitates movement between the waivers when needed, which is a significant support 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 2026, 226 reserve slots were assigned. Of this number, 36 of the CL waiver reserve slots were drawn by DBHDS from vacant slot reserves. The FY 2026 total of reserve slots assigned was significantly greater than the FY 2025 total of 184. This is a positive outcome in that more individuals who are in a DD waiver that no longer meets their needs have been able to transition to a waiver that better meets those needs. The assignment of reserve slots in FY 2026 is summarized in Table 6.

Table 6. Number of Individuals Assigned a Reserve Slot by CSB by Waiver-to-Waiver Movement in FY 2026

CSB	BI to FIS Slots	BI to CL Slots	FIS to CL Slots	Total
Alexandria		1		1
Alleghany Highlands				
Arlington	1	1	1	3
Blue Ridge		1	5	6
Chesapeake	1		7	8
Chesterfield	4		13	17
Colonial			2	2
Crossroads			1	1
Cumberland Mountain			4	4
Danville-Pittsylvania	3		3	6
Dickenson				
Eastern Shore			1	1
Encompass	2		1	3
Fairfax-Falls Church	5		21	26
Goochland-Powhatan				
Greater Reach (D19)			8	8
Hampton-Newport News			5	5

Hanover			8	8
Harrisonburg-Rockingham			4	4
Henrico			12	12
Highlands			2	2
Horizon	3	1	8	12
Loudoun			3	3
Middle Peninsula-Northern Neck			1	1
Mount Rogers			3	3
New River Valley			3	3
Norfolk	5	1	9	15
Northwestern	1		12	13
Piedmont			6	6
Planning District One				
Portsmouth			2	2
Prince William	1		11	12
Rappahannock Area			8	8
Region Ten			7	7
Richmond			8	
Rockbridge Area				
Southside			3	3
Valley			2	2
Virginia Beach	1		6	7
Western Tidewater			4	4
TOTAL	27	5	194	**226**

Allocation and Assignment of FY 2026 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 divided an distributed quarterly. In FY 2026, 1,548 new FIS 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.

All funded slots were allocated to the 40 CSBs by the end of the fiscal year.

Because the FY 2026 DD waivers slots were allocated to the CSBs in a quarterly fashion, 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 steps required by regulation:

- 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

The allocation of new FY 2026 DD waivers slots across the 40 CSBs is depicted in Table 7. In addition, Table 7 shows the number of unique individuals who received a FY 2026 DD waiver slot who were authorized for at least one DD waiver service as September 8, 2026. This is depicted both as a statewide total and by type of waiver per CSB. At the point in time that the data was pulled, 77 percent of the individuals assigned one of the new slots had been authorized to begin at least one waiver service in FY 2026. This is a significant achievement when compared to the 61 percent of individuals assigned a new slot in FY 2025 who were authorized for a waiver service at approximately the same timeframe last year. Three of the smaller CSBs (Dickenson, Eastern Shore and Highlands) have achieved individuals’ service authorization for 100 percent of their allocated FY 2026 slots.

Table 7. FY 2026 Waiver Slot Allocation and Service Authorization by CSB

CSB	Total		CL		FIS	
	# Slots Allocated	# with Services	# Slots Allocated	# with Services	# Slots Allocated	# with Services
Statewide:	**1,720**	**1,331**	**172**	**150**	**1,548**	**1,181**
Alexandria	25	19	2	2	23	17
Alleghany	5	4	1	1	4	3
Arlington	38	30	4	3	34	27
Blue Ridge	48	33	5	5	43	28
Chesapeake	41	34	4	4	37	30
Chesterfield	96	71	9	9	87	62
Colonial	28	21	3	3	25	18
Crossroads	17	10	2	2	15	8
Cumberland	14	11	1	1	13	10
Danville	22	19	2	2	20	17
Dickenson	4	4	1	1	3	3
Eastern Shore	8	8	1	1	7	7
Encompass	36	30	4	3	32	27
Fairfax	304	232	30	20	274	212
Goochland	9	6	1	1	8	5
Greater Reach (D 19)	30	18	3	3	27	15
Hampton	54	47	5	5	49	42
Hanover	27	18	3	2	24	16
Harrisonburg	29	24	3	3	26	21

Henrico	62	52	6	6	56	46
Highland	12	12	1	1	11	11
Horizon	42	35	4	4	38	31
Loudoun	99	86	10	9	89	77
Middle Peninsula / Northern Neck	23	21	2	2	21	19
Mt Rodgers	19	13	2	2	17	11
New River	33	26	3	3	30	23
Norfolk	48	40	5	5	43	35
Northwestern	49	36	5	4	44	32
Piedmont	26	19	3	3	23	16
Planning Dist.1	16	11	2	1	14	10
Portsmouth	17	16	2	2	15	14
Prince William	111	79	11	9	100	70
Rapp Area	101	69	10	7	91	62
Region 10	45	35	4	4	41	31
Richmond	40	28	4	3	36	25
Rockbridge	7	3	1	1	6	2
Southside	13	9	1	1	12	8
Virginia Beach	71	58	7	7	64	51
Valley	23	20	2	2	21	18
Western Tidewater	28	24	3	3	25	21

Conclusion

Virginia has seen the largest ever infusion of new DD waivers slots across the 2025-2026 biennium. All slots funded for FY 2025 and FY 2026 were successfully allocated to the CSBs according to the approved criteria. Further, all 3,440 newly funded slots were assigned to individuals formerly on the Priority One 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 resulted in 5,333 (2,694 in FY 2025 and 2,641 in FY 2026) new individuals receiving much needed supports which were formerly unavailable to them.

However, it should be noted that while the "turnover" of existing slots as individuals relinquish their DD waiver slot enables some new persons to access services through the reassignment and reserve slot processes, such slots only totaled 861 in FY 2026. The current Priority One waiting list total of 2,632 outstrips existing slot availability by 66 percent, demonstrating a continued need for funding of additional slots for the DD waivers.