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Report on the Fiscal 2017 Executive Budget Report Administration for Children's Services May 12, 2016

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Executive Budget Summary

- **Expense Budget Overview.** The Administration for Children's Services (ACS or the agency) Fiscal 2017 Executive Budget totals \$2.98 billion, nearly \$33.1 million more than its Fiscal 2016 Adopted Budget of \$2.95 billion.
 - Approximately \$1.28 billion, or 43 percent, is federal funding; \$901.1 million or 30 percent is City tax-levy (CTL) funding; \$718.2 million, or 24 percent is State; and \$76.6 million, or nearly three percent is Intra-City funding.
 - ACS' total headcount for Fiscal 2017 is 7,181 positions, consisting of 7,115 full-time positions and 66 full-time equivalent positions, for a net decrease of 121 positions when compared to the Fiscal 2016 Adopted Budget.
- **Executive Budget Changes.** The Fiscal 2017 Executive Budget changes includes:
 - An addition of \$30.2 million in Fiscal 2017 for new needs, specifically:
 - \$18.6 million for child welfare supports,
 - \$10.2 million for foster care and adoption stipends, and
 - \$1.4 million for foster care college housing and support;
 - A net reduction of \$17 million in other adjustments; and
 - \$16.3 million in savings for Fiscal 2017.
- **Major Agency Issue.** The Fiscal 2017 Executive Budget does not include \$33.5 million in Fiscal 2017 and additional funding in the outyears to make the wages of approximately 800 Early Learn teachers and directors and more than 2,000 support staff comparable to the wages paid UPK contracted staff.
- **Capital Budget.** The Fiscal 2017 Executive Budget Capital Commitment Plan includes \$313.8 million in Fiscal 2016-2020 for the Administration for Children's Services. ACS' Executive Commitment Plan increase by \$171.6 million, representing a 121 percent increase. The largest project includes \$141.4 million for renovations and repairs for the Crossroads Juvenile Center.

ACS Overview

This report presents a review of the Administration for Children's Service's (ACS) Fiscal 2017 Executive Budget. The section below presents an overview of ACS' budget and how it has changed during the course of Fiscal 2016, followed by a review of the significant budget actions introduced in the Fiscal 2017 Executive Budget. Major issues related to the Department's budget are then discussed. Analysis and highlights of the Department's Capital Commitment Plan for the Fiscal 2017 Executive Budget follows the discussion of the expense budget. Appendix 1 reports the changes made to the Fiscal 2016 and Fiscal 2017 Budgets since the Adoption of the Fiscal 2016 Budget. For additional information on the Department's budget and its various programs, please refer to the Fiscal 2017 Preliminary Budget Report for the Administration for Children's Services at:

<http://council.nyc.gov/html/budget/2017/pre/068%20Administration%20for%20Children's%20Services.pdf>

ACS Financial Summary						
<i>Dollars in Thousands</i>	2014	2015	2016	Executive Plan		*Difference
	Actual	Actual	Adopted	2016	2017	2016 - 2017
Spending						
Personal Services	\$386,933	\$422,046	\$496,390	\$434,593	\$473,541	(\$22,848)
Other Than Personal Services	2,398,519	2,404,648	2,452,532	2,527,234	2,508,488	55,955
TOTAL	\$2,785,453	\$2,826,694	\$2,948,922	\$2,961,826	\$2,982,029	\$33,107
Budget by Program Area						
Adoption Services	\$299,982	\$264,173	\$283,383	\$281,235	\$279,946	(\$3,437)
Alternatives To Detention	4,732	5,680	1,030	8,832	1,030	0
Child Care Services	852,635	885,528	933,217	930,266	929,372	(3,845)
Child Welfare Support	42,882	49,898	50,667	50,667	53,026	2,359
Dept. of Ed. Residential Care	99,733	100,599	96,201	96,201	96,201	0
Foster Care Services	497,699	494,060	510,152	520,165	526,355	16,203
Foster Care Support	39,269	37,546	48,528	48,528	49,608	1,080
General Administration	132,910	136,367	147,119	158,414	141,154	(5,965)
Head Start	183,662	170,120	173,801	175,678	173,225	(576)
Juvenile Justice Support	11,627	10,650	11,986	11,236	11,916	(70)
Non-Secure Detention	17,354	16,095	17,933	17,987	16,511	(1,422)
Placements	120,460	139,762	124,896	125,766	132,248	7,351
Preventive Homemaking Services	15,500	17,510	24,569	24,569	18,486	(6,083)
Preventive Services	221,399	228,051	213,962	238,397	247,172	33,210
Protective Services	215,765	242,462	283,593	245,643	277,746	(5,847)
Secure Detention	29,843	28,193	27,885	28,244	28,033	148
TOTAL	\$2,785,453	\$2,826,694	\$2,948,922	\$2,961,826	\$2,982,029	\$33,107
Funding						
City Funds	\$861,826	\$930,146	\$916,337	\$889,945	\$901,128	(\$15,209)
Other Categorical	44	0	0	0	0	0
State	629,194	594,155	679,206	693,230	718,163	38,957
Federal - Community Development	2,963	2,963	2,963	2,963	2,963	0
Federal - Other	1,249,737	1,218,095	1,262,236	1,292,840	1,283,174	20,938
Intra City	41,689	81,335	88,180	82,848	76,602	(11,578)
TOTAL	\$2,785,453	\$2,826,694	\$2,948,922	\$2,961,826	\$2,982,029	\$33,107
Budgeted Headcount						
Full-Time Positions	5,857	5,921	7,226	7,227	7,115	(111)
Full-Time Equivalent Positions	66	51	76	64	66	(10)
TOTAL	5,923	5,972	7,302	7,291	7,181	(121)

*The difference of Fiscal 2016 Adopted Budget compared to Fiscal 2017 Executive Budget.

The City's Fiscal 2017 Executive Budget totals \$82.2 billion, \$3.7 billion more than the Fiscal 2016 Adopted Budget of \$78.5 billion. City funds (City tax-levy and non-tax revenues) total \$59.4 billion, when compared to the Fiscal 2016 Adopted Budget amount of \$56.9 billion. The Fiscal 2017 Executive Budget for ACS totals \$2.98 billion, nearly \$33.1 million more than its Fiscal 2016 Adopted Budget of \$2.95 billion. Other than personal services (OTPS) spending increased by nearly \$60 million, while spending on personal services (PS) decreased by \$22.8 million.

Since the Fiscal 2016 Adopted Budget, approximately \$38.4 million in new needs and approximately \$40.1 million in other adjustments has been made to ACS' Fiscal 2017 Budget. In the current Fiscal 2016 Budget, just over \$12.9 million has been added in other adjustments. (See Appendix 1 for a list of all changes since the Fiscal 2016 Adopted Budget.)

Below is a summary of key funding changes by program area and source when comparing DFTA's Fiscal 2017 Executive Budget to its Fiscal 2016 Adopted Budget.

- **Personal Services.** Since the Fiscal 2016 Adopted Budget, spending on personal services has decreased by \$22.8 million. The significant decrease is primarily caused by approximately \$15.5 million in savings from personal services underspending, as well as \$9.7 million in savings from an agency-wide vacancy reduction. The agency-wide reduction also eliminated 250 vacant full-time positions, contributing to the overall headcount reduction of 121 positions.
- **Non-City Funding.** For Fiscal 2017, ACS' State funding increased by \$38.9 million and federal funding increased by \$20.9 million. Notably, ACS has received additional federal Title IV-E Foster Care funding and State funding for preventive services.
- **Increase in Foster Care Services.** Funding for foster care services increased overall by \$16.2 million for Fiscal 2017, reflecting significant investments included in the Fiscal 2017 Executive Budget to better serve youth in foster care. Within the foster care services program area, federal Title IV-E foster care funding increased by over \$23 million since the Fiscal 2016 Adopted Budget. All three new needs introduced in the Fiscal 2017 Executive Budget contribute additional funding to the foster care services program area.
- **Increase in Preventive Services.** New York City has also made significant investments in preventive services since the Fiscal 2016 Adopted Budget as the preventive services program area reflects a \$33.2 million increase. The increase includes funding added for preventive services as part of the Child Welfare Supports action.

New in the Executive Budget

The following are major financial plan actions for Fiscal 2017 included in the Executive Plan:

- **Child Welfare Supports.** The Fiscal 2017 Executive Budget includes 91 full-time positions and \$18.6 million in Fiscal 2017, \$41.2 million in Fiscal 2018, and \$53 million in the outyears to expand access to preventive services. The initiative is comprised of the following primary components:
 - **Primary Prevention.** A total of \$1.5 million will allow ACS to provide preventive services to families before child maltreatment occurs. The agency will deliver services through three Family Success Centers in high needs neighborhoods to an estimated 3,000 families.
 - **Expand Preventive Services.** ACS will expand preventive services by an estimated 2,000 to 3,000 slots to families under court-ordered supervision at a cost of \$20.8 million.
 - **Clinical Consultation.** Approximately \$6.1 million will provide clinical consultations for preventive and foster care providers in order to will better inform agency work within these two service areas. Preventive and foster care providers will now have access to clinical consulting services that provide assessments and referrals to behavioral health, substance abuse, and other clinical services. These consulting services had been previously only available to child protection workers.
 - **Preventive Services for Trial Discharge.** ACS will provide preventive services to families where children are discharged from foster care on a trial basis. An estimated 580 families may participate at a cost of \$7.7 million. Services will be offered both three months prior to the trial discharge and three months after in

order to prevent re-entry into foster care to ensure successful family reunification.

- **Investigative Unit.** Building upon on its current 120 staff within its Investigative Unit, ACS will add 13 full-time positions to enhance its ability to find children who have run away from foster care and juvenile justice placements.
- **Foster Care and Adoption Stipends.** An additional \$10.2 million will enable ACS to provide discharge grants to youth who age out of foster care, increase stipends paid to foster and adoptive parents, and double special payments for foster youth.
 - **Discharge Grants.** ACS will now provide \$1,000 grants to youth aging out of foster care in order to provide them with some financial support upon beginning their independent lives at total cost of \$2.5 million.
 - **Stipends.** Stipends paid to approximately 28,000 foster and adoptive parents will increase by five percent in order to reflect the rising costs of providing care. The stipend rates vary due to the age of the child. Funding for increased stipends total \$5.8 million.
 - **Special Payments.** At a cost of \$1.9 million, ACS will increase special payments for youth in foster care from \$175 to \$350. Special payments cover school-related expenses (field trip costs, school club dues, graduation and prom expenses), activity fees (hobbies and recreational activities, such as music lessons and Little League), and camp fees (day camp and summer camp costs).
- **Foster Care College Housing and Support.** In order to ensure that foster youth enrolled in City University of New York schools have all the resources needed in order to attend and successfully complete their degree program, ACS' Fiscal 2017 Executive Budget includes \$1.4 million for Fiscal 2017, with additional funding in the outyears. At the full funding level of approximately \$2.7 million in Fiscal 2019, ACS will be able to serve an estimated 200 youth with this funding.
- **Citywide Savings Program.** The Citywide Savings Program allows agencies to voluntarily identify cost savings. In its Fiscal 2017 Executive Budget, ACS proposed savings of \$20 million in Fiscal 2016, \$16.3 million for Fiscal 2017, and \$10.4 million in Fiscal 2018 and in the outyears. ACS' savings plan includes:
 - **Juvenile Detention Consolidation.** ACS will claim savings of \$1.3 million in Fiscal 2017 by closing two non-secure detention facilities directly operated by the agency on Beach Avenue in the Bronx. The savings increase to \$2.3 million in Fiscal 2018 with the consolidation of the City's two juvenile detention facilities, Crossroads and Horizon. In the Fiscal 2017 Executive Budget Hearing for the Department of Correction (DOC), Commissioner Joseph Ponte testified that DOC has discussed with ACS the possibility of using one of the detention centers for adolescent inmates, although no plans for moving adolescent inmates off of Rikers Island have been released.
 - **Foster Care Re-estimate.** Due to a significant, six percent drop in the foster care population, ACS will save \$4.2 million in Fiscal 2017 and in the outyears. The \$4.2 million was reinvested to enhance child welfare supports.

- **Agencywide Vacancy Reduction.** Through an elimination of 250 long vacant full-time positions, ACS will save \$3.9 million in Fiscal 2017 and in the outyears. These vacancies were primarily administrative and clerical positions.
- **Personal Services Underspensing.** Due to significant agencywide vacancies, ACS will claim \$20 million in savings for Fiscal 2016 and \$6.9 million in Fiscal 2017. No additional savings are projected in the outyears as ACS expects to fill all agency vacancies.

ACS Budget Issues

Preliminary Budget Response

The Council's response to the Mayor's Fiscal 2017 Preliminary Budget included several recommendations for the Administration for Children's Services. The Fiscal 2017 Executive Budget added funding for the Council's foster care recommendations: provide discharge grants for youth aging out of foster care and add funding to support extracurricular activities for foster youth. The Executive Budget did not baseline the \$4.4 million that the Council put into ACS' Fiscal 2016 Budget to provide additional Priority 5 child care vouchers (also known as special child care funding vouchers) and failed to address the wage gap between EarlyLearn and Universal Pre-Kindergarten (UPK) providers.

- **Create Wage Parity Between Child Care Providers.** Throughout the City, the staff and teachers of child care centers with EarlyLearn contracts earn significantly less than teachers and staff at child care centers and pre-schools with Universal Pre-Kindergarten (UPK) contracts with the Department of Education. Qualified UPK teachers with a Bachelor's degree make approximately \$12,000 more than teachers employed by EarlyLearn centers (excluding Head Start). For teachers with a Master's degree, the difference is more than \$15,000. The Council called upon the Administration to add \$33.5 million in Fiscal 2017 and additional funding in the outyears to make the wages of approximately 800 Early Learn teachers and directors and more than 2,000 support staff comparable to the wages paid UPK contracted staff.

Preliminary Budget Highlights

ACS' Fiscal 2017 Budget also entails changes made in the Preliminary Budget. Below are some of the key highlights from the agency's Fiscal 2017 Preliminary Budget:

- **Close to Home Monitoring.** The Fiscal 2017 Preliminary Plan included a total of \$4 million in Fiscal 2016 and \$3.6 million in Fiscal 2017 and in the outyears, with 35 additional oversight staff, for improved monitoring of Close to Home youth and facilities. These resources were added in order to ensure the safety and security of Close to Home youth and surrounding communities.
- **Thrive NYC: Trauma Informed Care in Early Learn.** As a part of the citywide Mental Health Roadmap, \$4.1 million in Fiscal 2017 and \$3.4 million in Fiscal 2018 and in the outyears were added in order to allow ACS to address the high incidence of complex trauma for children up to five years old. This funding includes 22 positions, most of which are social workers.

ACS Capital Program

Capital Commitment Plan

The Fiscal 2017 Executive Budget Capital Commitment Plan includes \$313.8 million in Fiscal 2016-2020 for the Administration for Children's Services (including City and Non-City funds). ACS' Executive Commitment Plan for Fiscal 2016-2020 is 121 percent greater than the \$142.2 million scheduled in the Preliminary Commitment Plan, an increase of \$171.6 million. Of the \$171.6 million overall increase in ACS' Capital Commitment Plan, \$129 million was added to support facility renovations at Crossroads Juvenile Center as part of a larger plan to undertake significant renovations at both juvenile detention centers as the City explores options for consolidating the youth held in the Horizon and Crossroads juvenile detention centers.

The majority of capital projects span multiple fiscal years, and it is, therefore common practice for an agency to roll unspent capital funds into future fiscal years. In Fiscal 2015, ACS only committed \$5.7 million, or approximately 34 percent of its annual capital plan. Therefore, it is assumed that a significant portion of ACS' Fiscal 2016 Capital Plan will be rolled into Fiscal 2017, increasing the size of the Fiscal 2017-2020 Capital Plan as reflected in the chart below.

ACS 2016-2020 Capital Commitment Plan						
<i>Dollars in Thousands</i>						
	2016	2017	2018	2019	2020	Total
Preliminary Plan	\$37,713	\$40,807	\$27,473	\$25,180	\$11,018	\$142,191
Executive Plan	\$33,477	\$101,595	\$94,152	\$72,248	\$12,325	\$313,797
Change	(\$4,236)	\$60,788	\$66,679	\$47,068	\$1,307	\$171,606
Percentage Change	(11%)	149%	243%	187%	12%	121%

Source: OMB Fiscal 2017 Executive Capital Commitment Plan

Executive Budget Highlights

Although ACS' capital budget includes significant investments in technology and equipment, the agency's Fiscal 2016 to 2020 Capital Commitment Plan has recently added substantial funding for the renovation of both juvenile justice and child care facilities. Both improving and maintaining facilities are vital in order to ensure that ACS delivers high-quality services to the children and families it serves.

Some major capital projects in ACS' budget include:

- **Facility Renovations at Crossroads Juvenile Center.** ACS' capital budget includes \$141.4 million in Fiscal 2016 through Fiscal 2020 to make renovations and repairs the Crossroads Juvenile Center. Funding will support lighting, plumbing, and roofing enhancements, as well as provide for the reinforcement of bedroom walls, reconfiguration of bathrooms, and make psychiatric medical suite improvements.
- **Renovations for City-Leased Child Care Sites.** A newly added \$35.5 million will support renovations at 77 City-leased child care facilities for which ACS is currently re-negotiating leases.
- **Renovations at Horizon Juvenile Center.** Approximately \$13.1 million will fund the renovation of youth and family justice facilities, including HVAC system improvements at the Horizon Juvenile Center.

- **Purchase of Property at 595 Clinton Street.** ACS added \$6.4 million for Fiscal 2016 to purchase of a child care facility located at 595 Clinton Street.

Appendix 1: ACS Fiscal 2017 Budget Actions since Fiscal 2016 Adoption

<i>Dollars in Thousands</i>	FY 2016			FY 2017		
	City	Non-City	Total	City	Non-City	Total
ACS Budget as of the Adopted 2016 Budget	\$916,337	\$2,032,585	\$2,948,922	\$909,604	\$2,032,334	\$2,941,938
New Needs - Prelim. 2017						
Close to Home Monitoring	\$0	\$0	\$0	\$1,622	\$2,382	\$4,004
ThriveNYC: Trauma Informed Care in Early Learn	0	0	0	2,978	1,169	4,147
Subtotal, New Needs	\$0	\$0	\$0	\$4,600	\$3,551	\$8,151
Other Adjustments - Prelim. 2017						
City Service Corps	(\$53)	\$0	(\$53)	(\$14)	\$0	(\$14)
Collective Bargaining	776	1,054	1,830	949	1,287	2,235
DORIS Grant	0	70	70	0	0	0
FY 16 Safe Harbor	0	440	440	0	0	0
FY 16 COPS Funding	0	2,265	2,265	0	0	0
Member Item Reallocation	(23)	0	(23)	0	0	0
Mod for IV-E Waiver	0	17,732	17,732	0	17,732	17,732
Montefiore-ACS Family Rehab	0	62	62	0	62	62
To Roll Sandy Unused Funds	0	612	612	0	0	0
Child Care Vouchers	0	0	0	(1,300)	0	(1,300)
Funding Transfer	1,960	0	1,960	0	0	0
Improved Cost Allocation	(21,000)	21,000	0	(30,000)	30,000	0
Increase Funding for NYNYIII	0	2,166	2,166	0	0	0
Local Initiatives	250	0	250	0	0	0
Miscellaneous	0	20,035	20,035	0	0	0
Subtotal, Other Adjustments	(\$18,089)	\$65,436	\$47,346	(\$30,365)	\$49,081	\$18,715
TOTAL, All Changes Prelim. 2017	(\$18,089)	\$65,436	\$47,346	(\$25,765)	\$52,632	\$26,866
ACS Budget as of the Preliminary 2017 Budget	\$898,248	\$2,098,021	\$2,996,268	\$883,839	\$2,084,966	\$2,968,804
New Needs - Exec. 2017						
Child Welfare Supports	\$0	\$0	\$0	\$7,619	\$11,010	\$18,629
Foster Care and Adoption Stipends	0	0	0	6,199	3,993	10,193
Foster Care College Housing & Support	0	0	0	822	578	1,400
Subtotal, New Needs	\$0	\$0	\$0	\$14,640	\$15,582	\$30,222
Other Adjustments - Exec. 2017						
Agencywide Vacancy Reduction	\$0	\$0	\$0	(\$3,907)	(\$5,773)	(\$9,680)
Collective Bargaining	253	116	370	283	130	412
Foster Care Re-estimate	0	0	0	(4,183)	0	(4,183)
Funding Admin/DCP Code	0	(898)	(898)	0	(1,437)	(1,437)
FY 16 Parent Advocates	0	0	0	0	(1,550)	(1,550)
Heat, Light and Power	(387)	(572)	(959)	(330)	(765)	(1,095)
I/C ACS FY 16	0	(5,497)	(5,497)	0	0	0
Juvenile Detention Consolidation	0	0	0	(1,265)	(669)	(1,934)
Lease Adjustment	0	0	0	6,944	75	7,019
Personal Services Underspending	(20,000)	(24,754)	(44,754)	(6,908)	(8,551)	(15,459)
Universal Pre-K Spending Alignment	0	0	0	0	(5,497)	(5,497)
Wage Adjustment	12,103	3,954	16,057	12,103	3,954	16,057
Miscellaneous	(272)	1,509	1,237	(87)	437	350
Subtotal, Other Adjustments	(\$8,303)	(\$26,142)	(\$34,444)	\$2,650	(\$19,646)	(\$16,997)
TOTAL, All Changes - Exec. 2017	(\$8,303)	(\$26,142)	(\$34,444)	\$17,290	(\$4,064)	\$13,225
ACS Budget as of the Fiscal 2017 Executive Plan	\$889,945	\$2,071,881	\$2,961,826	\$901,128	\$2,080,902	\$2,982,029