

THE COUNCIL OF THE CITY OF NEW YORK

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Report of the Finance Division on the
Fiscal 2019 Preliminary Budget and the
Fiscal 2018 Preliminary Mayor's Management Report for the
Administration for Children's Services

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Administration for Children’s Services Overview

The Administration for Children’s Services (ACS, or the agency) protects and promotes the safety and well-being of New York City’s children and families by providing child welfare, juvenile justice, and early care and education services.



Mission

- Protect and promote the safety and well-being of New York City’s children and families by providing child welfare, juvenile justice, and early care and education services.



Method

- Directly manages child protection investigations and juvenile justice services
- Contracts out to private non-profit organizations for foster, preventive, and child care services



Services

- Foster care
- Preventive and support services to families
- Child abuse and neglect investigations
- Juvenile justice detention and placement
- Alternatives for youth
- Child care and early education programs and vouchers

The services provided by the Administration for Children’s Services can be divided into three key areas: Early Child Care and Education, Child Welfare, and Juvenile Justice.

The Division of Early Care and Education provides child care and education services for children from six weeks to school-age to eligible families and children. The Division oversees the administration of child care services purchased from private non-profit agencies and informal providers and acts as New York City’s federal Head Start supergrantee. Along with the provision of child care vouchers, the Division offers child care services to close to 100,000 children. With the exception of the child care vouchers, the Department of Education will assume these services in Fiscal 2019.

ACS’ Division of Youth and Family Justice (DYFJ) operates secure and non-secure detention services for justice-involved youth whose cases are pending in the Family or Criminal Courts. Additionally, DYFJ provides residential placement services for justice-involved youth through the Close to Home Initiative, which aims to keep youth in their communities and near their families. In order to prevent youth from detention, placement in a residential setting, or further involvement in the criminal justice system, DYFJ provides preventive and alternatives-to-placement services.

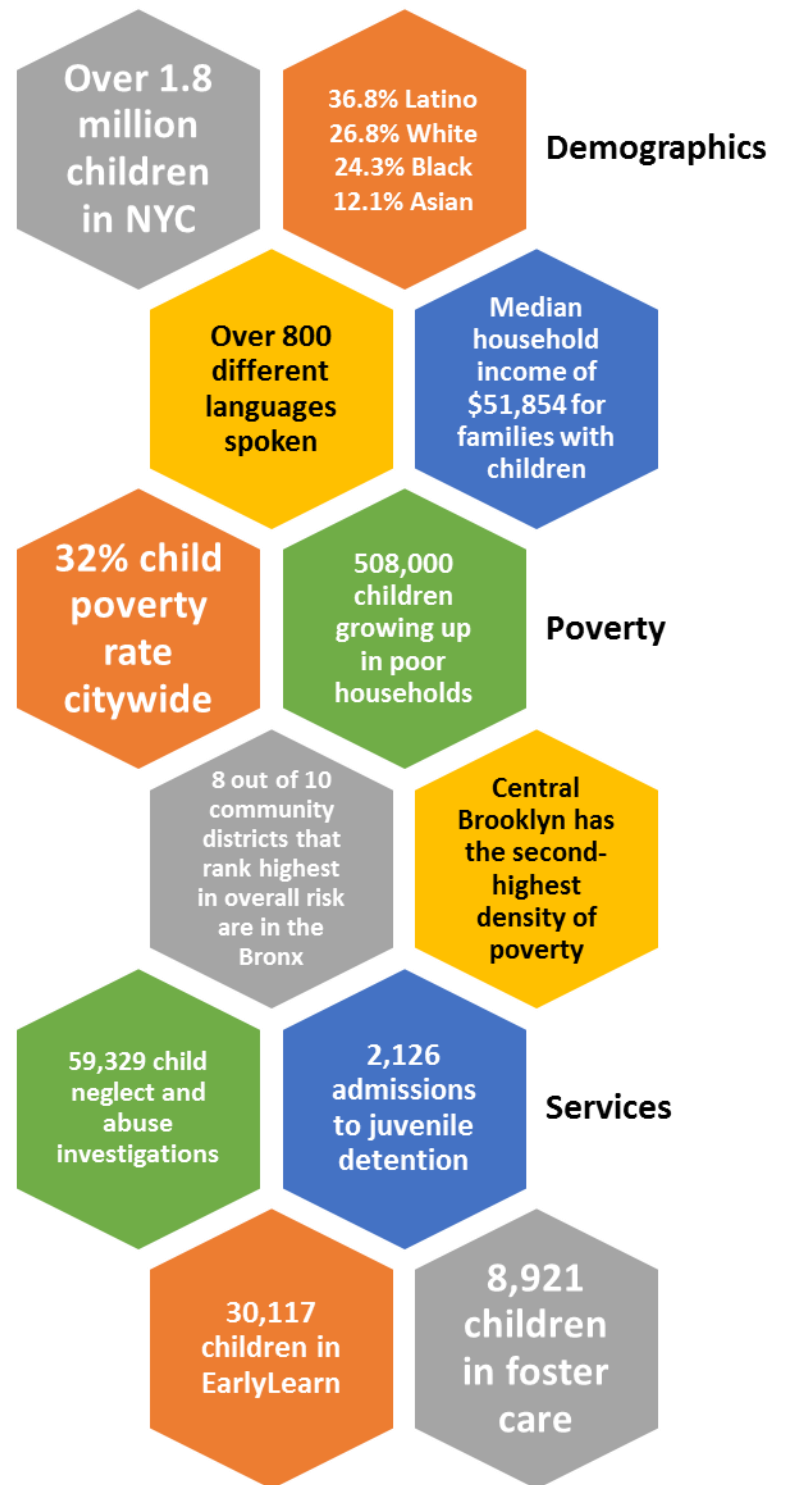
Finally, ACS’ Divisions of Child Protection, Preventive Services, Family Court Legal Services, and Family Permanency Services all play a part in ensuring the wellbeing and protection of the City’s children from abuse or neglect. ACS completed more than 59,000 investigations of suspected child abuse or neglect in Fiscal 2017, a number which has increased by almost 5,000 cases since Fiscal 2015. Direct services for children and families are provided largely through contracts with private providers of preventive services, foster care, and adoption services, while child protection investigations and case work is handled by ACS employees.

This report provides a review of the Administration for Children’s Services Fiscal 2019 Preliminary Budget. The first section highlights the agency’s proposed \$2.57 billion Fiscal 2019 expense budget, including initiatives funded by the Council and the impact of State and federal budget actions.

The report then presents ACS’ budget by program area, discusses initiatives included in the November and Preliminary Financial Plans and reviews relevant sections of the Preliminary Mayor’s Management Report for Fiscal 2018.

Finally, this report reviews the proposed capital budget for ACS with a discussion of significant changes proposed to the \$508.8 million Capital Plan for Fiscal 2018-2022. Appendices are included to highlight the Budget Actions in the November and Preliminary Plans and the Contract Budget.

Children's Demographics

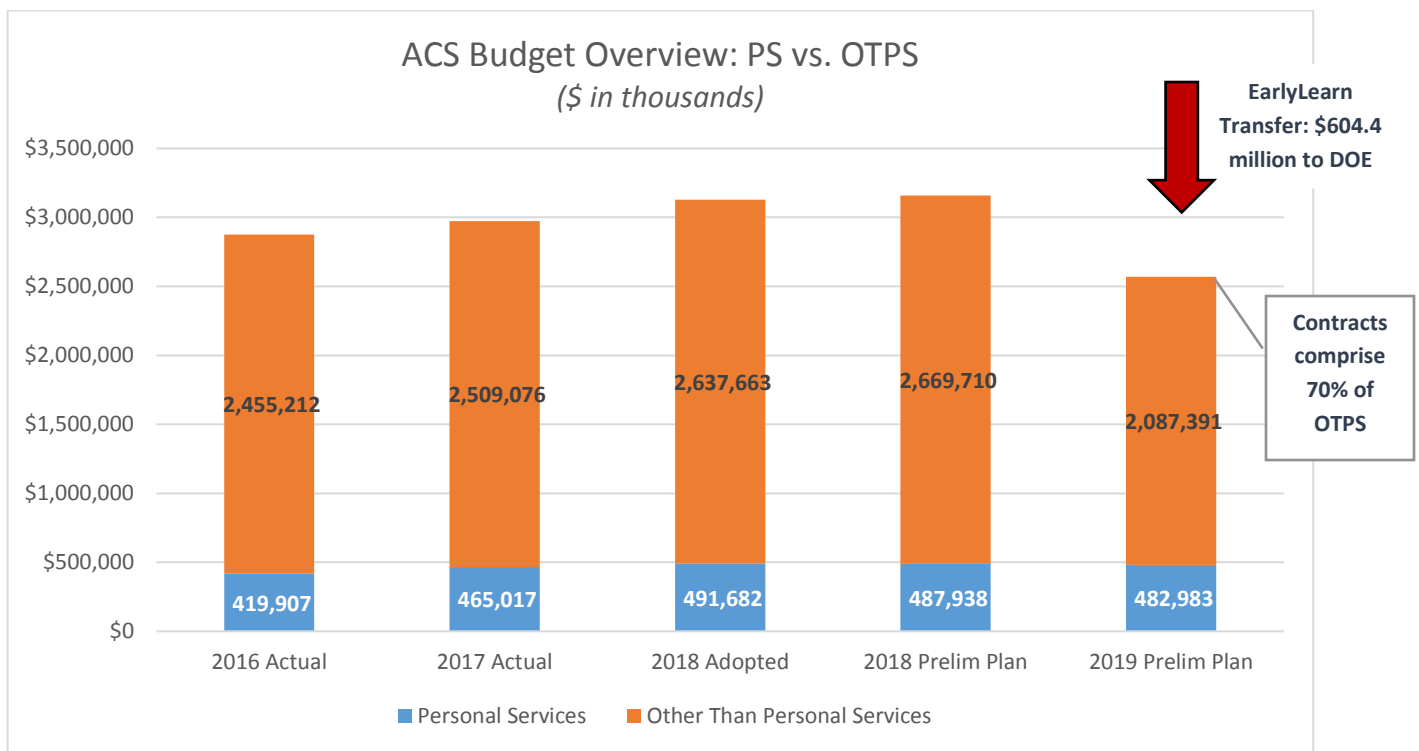


Demographics and Poverty Data from CCC “Keeping Track Online” Database; Services Data from 2019 PMMR

Fiscal 2019 Preliminary Budget Highlights

The City’s Fiscal 2019 Preliminary Budget is \$88.67 billion, \$1.23 billion more than the Fiscal 2018 Adopted Budget of \$87.44 billion. The Fiscal 2019 Preliminary Budget includes \$64.94 billion in City tax-levy funding and \$23.73 billion in non-City funds. ACS’ budget totals \$2.57 billion, or 2.9 percent of the City’s budget; it includes \$483 million for personal services (PS) to support 6,972 full-time employees and 60 full-time equivalent positions, and \$2.09 billion for Other than Personal Services (OTPS). At \$1.46 billion, contracts comprise 70 percent of ACS’ OTPS spending.

ACS’ Fiscal 2019 Preliminary Budget is \$559 million less than the Fiscal 2018 Adopted Budget of \$3.13 billion. The overall decrease in ACS’ budget is primarily due to the transfer of \$604.4 million in child care services and Head Start funding to the Department of Education (DOE). For more information on the transfer of early childhood education to DOE in Fiscal 2019, please refer to pages 15 to 20 of this report. ACS’ Fiscal 2019 Budget grows in several program areas, including: Preventive Services by \$18.0 million, Foster Care Services by \$15.3 million, and Placements by \$8.1 million.



When compared to the Fiscal 2018 Adopted Budget, personal services (PS) in the Fiscal 2019 Preliminary Budget decreases by \$8.7 million, primarily reflecting a reduction of approximately \$12 million in early child education staff as result of the forthcoming EarlyLearn transfer, and an increase of approximately \$3 million in union-related wage adjustments in foster care and protective services.

The \$550.3 million decrease in other than personal services (OTPS) when comparing the Fiscal 2018 Adopted Budget to the Fiscal 2019 Preliminary Budget is primarily associated with a substantial reduction in child care and Head Start contractual spending, which decreases by \$596 million, and increases of approximately \$36.5 million for foster care services and \$9.6 million in the Division of Youth and Family Justice (DYFJ). Foster care services increases due to wage adjustment funding, some of which has to be scheduled out to other codes, the addition of homemaking funds from the City’s Human Resources Administration (HRA), and indirect rate adjustments added at the end of Fiscal

2017. DYFJ increases are due to the withdrawal of a New York State Office of Children and Family Services (OCFS) waiver that had reduced budget costs in Fiscal 2018.

ACS' Fiscal 2019 Preliminary Budget has one initiative through the Citywide Savings Program, a federal fringe reimbursement re-estimate that will result in additional federal revenues that offset City costs. ACS estimates the net result of the fringe benefits reimbursement to be \$50.7 million in Fiscal 2018 and \$36.7 million in Fiscal 2019 and in the outyears.

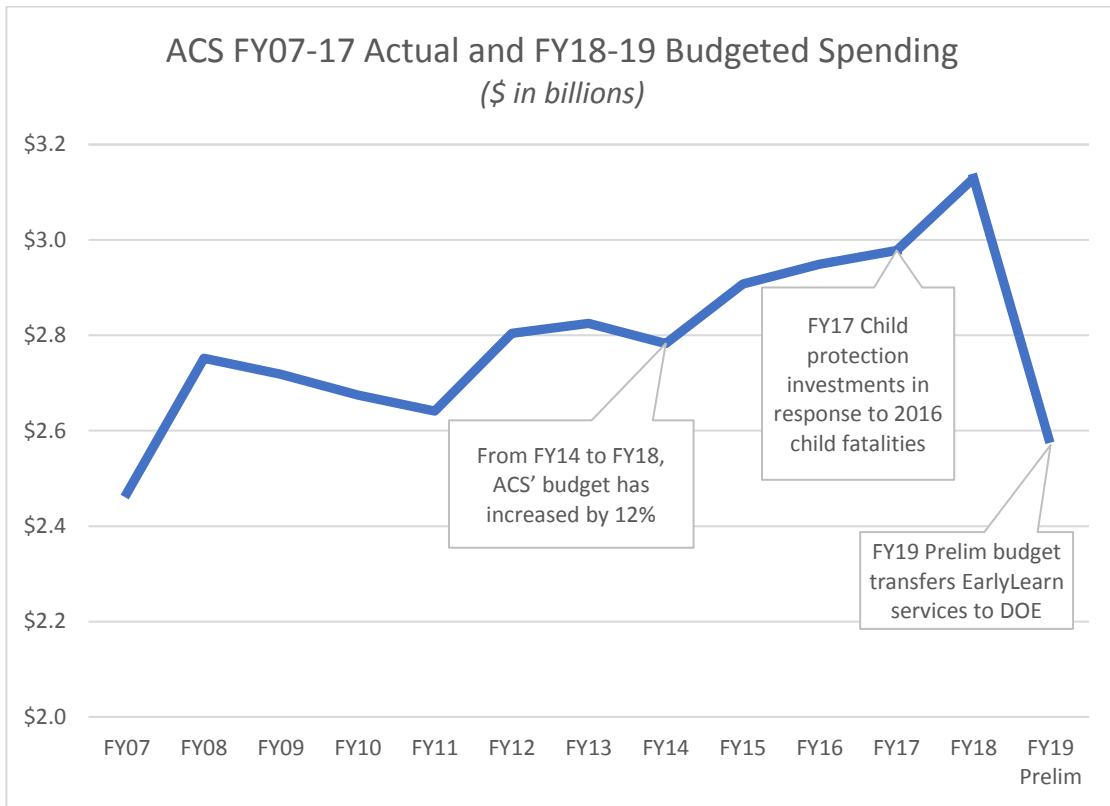
While no new needs are introduced in the Fiscal 2019 Preliminary Budget, the following are key budget issues.

- **EarlyLearn Transition from ACS to the Department of Education (DOE).** When fully implemented, the transition will include over \$600 million in staff, services and contracts. For more information, please refer to pages 15 to 20 of this report.
- **Child Welfare Threatened by Potential State Changes.** Child welfare services, including foster care, child protection and preventive services are threatened by significant proposed changes in the 2018-2019 State Executive Budget. For more information, please refer to pages 13 to 14 and pages 27 to 29 of this report.
- **Raise the Age Implementation.** Raise the Age legislation that raised the age of criminal responsibility to 18 in New York State will have substantial impacts on ACS' juvenile justice system from October 2018. Costs associated with implementation of Raise the Age, which the City currently estimates at \$200 million across ACS, the Department of Correction (DOC), the Department of Probation (DOP), the Law Department and other agencies, are discussed on pages 38 and 39 of this report.

Over the past four years, spending on Personal Services (PS) has increased by approximately 19 percent, outpacing the increase in spending on Other Than Personal Services (OTPS), which rose approximately 11 percent over the same period. The OTPS increase is partly explained by the increase in wages for 3,000 unionized day care teachers and non-classroom workers that began in Fiscal 2017.

As the graph below shows, ACS' spending has grown year-over-year since Fiscal 2014, and is now at the highest levels in the agency's history. Since Fiscal 2014, ACS' budget has grown by 12 percent. Child welfare services spending is now at \$1.84 billion, an increase of \$150 million since Fiscal 2017. Several budgetary increases were in direct response to a series of tragic child fatalities in 2016. State funding formulas allowed the City to share costs and fund enhanced efforts to stop abuse, neglect and child fatalities.

To expand access to preventive services and clinical consultations, ACS' budget included 91 full-time positions and \$18.6 million in Fiscal 2017, \$41.2 million in Fiscal 2018, and \$53 million in the Fiscal 2019 and in the outyears. In Fiscal 2018, funding for protective services increased by \$44.7 million: \$26.9 million in PS spending, including funding to hire more child protective specialists (CPS) and \$17.8 million in OTPS spending, for additional resources for ACS' Work Force Institute and Workforce Institute Reform Plan, and baselined funding for medical services and transportation services.



Financial Plan Summary

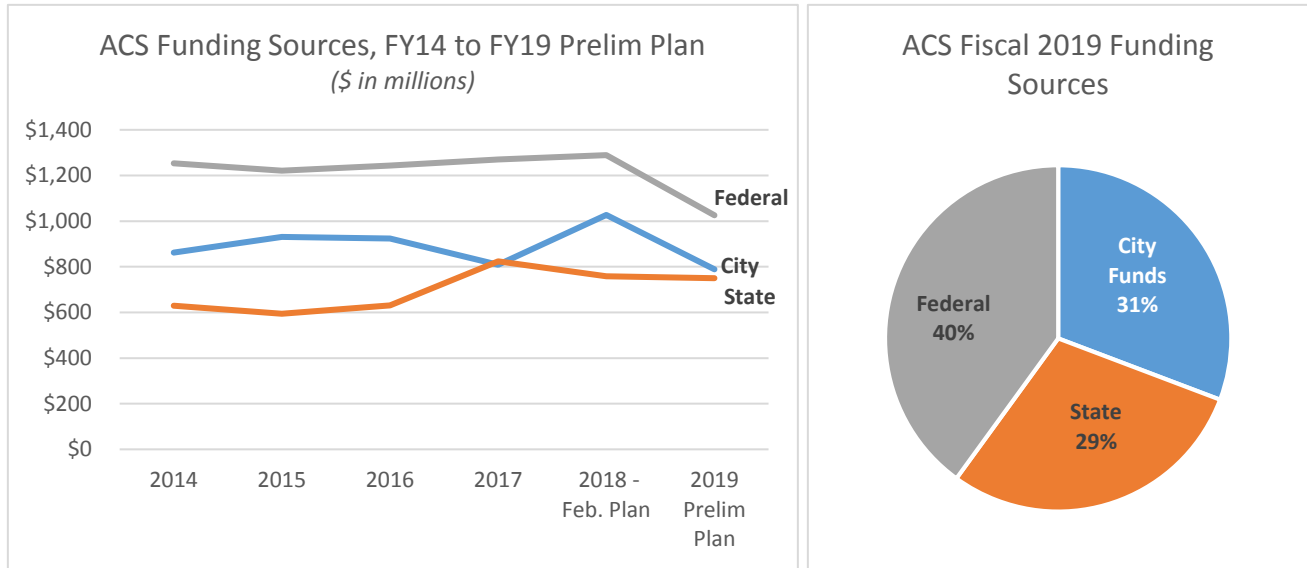
ACS Financial Summary						
<i>Dollars in Thousands</i>						
	2016	2017	2018	Preliminary Plan		*Difference
	Actual	Actual	Adopted	2018	2019	2018 - 2019
Budget by Program Area						
Adoption Services	\$254,415	\$255,496	\$273,542	\$273,542	\$273,542	\$0
Alternatives to Detention	7,557	6,974	1,515	8,513	1,041	(473)
Child Care Services	902,654	919,215	969,076	966,536	535,279	(433,797)
Child Welfare Support	53,178	60,159	53,899	53,899	53,899	0
Department of Education Residential Care	106,687	102,000	96,201	96,201	96,201	0
Foster Care Services	517,870	513,582	541,105	545,675	556,416	15,311
Foster Care Support	33,206	38,174	50,278	47,928	51,700	1,422
General Administration	145,503	159,732	145,069	148,343	141,892	(3,176)
Head Start	163,745	173,910	172,535	178,073	1,949	(170,586)
Juvenile Justice Support	12,101	12,699	12,521	12,487	12,021	(500)
Non-Secure Detention	16,236	14,312	16,176	15,976	16,176	0
Placements	123,341	128,460	128,582	128,859	136,684	8,103
Preventive Services	234,944	248,063	312,685	312,746	330,660	17,974
Preventive Homemaking Services	23,000	22,947	20,639	26,713	26,713	6,074
Protective Services	253,992	291,747	308,192	311,550	306,436	(1,756)
Secure Detention	26,691	26,621	27,331	30,606	29,765	2,434
TOTAL	\$2,875,120	\$2,974,093	\$3,129,345	\$3,157,648	\$2,570,374	(\$558,970)
Funding						
City Funds	\$924,121	\$808,397	\$1,023,441	\$1,026,980	\$788,748	(\$234,693)
Other Categorical	0	321	0	158	0	0
State	631,323	823,670	747,526	758,723	749,718	2,192
Federal - Community Development	2,963	2,963	2,963	2,963	0	(2,963)
Federal - Other	1,240,742	1,266,556	1,278,813	1,286,149	1,025,491	(253,322)
Intra City	75,971	72,185	76,602	82,676	6,417	(70,185)
TOTAL	\$2,875,120	\$2,974,093	\$3,129,345	\$3,157,648	\$2,570,374	(\$558,970)
Budgeted Headcount						
Full-Time Positions	5,972	6,343	7,155	7,157	6,972	(183)
Full-Time Equivalent Positions	28	19	61	60	60	(1)
TOTAL	6,000	6,362	7,216	7,217	7,032	(184)

The difference of Fiscal 2018 Adopted Budget compared to Fiscal 2019 Preliminary Budget.

The Administration for Children's Services' Fiscal 2019 Preliminary Budget of \$2.57 billion is \$559 million less than the Fiscal 2018 Adopted Budget of \$3.13 billion. As stated previously, the overall decrease in ACS' budget and substantial decreases of approximately one-quarter of a billion dollars in both federal and City funding is largely due to the transfer of EarlyLearn services to the Department of Education (DOE) commencing in Fiscal 2019. There is also growth in ACS' Fiscal 2019 Budget in several program areas, notably: Preventive Services increases by \$18.0 million, Foster Care Services by \$15.3 million, and Placements by \$8.1 million.

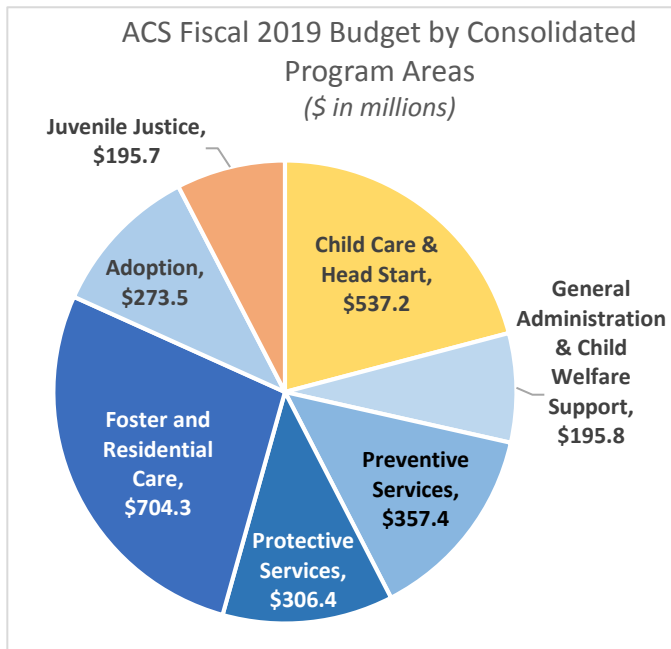
As shown in ACS' Financial Summary, 40 percent or \$1.03 billion of the agency's Fiscal 2019 Preliminary Budget comes from federal sources, with State sources contributing 31 percent or \$749.7 million, and City funds contributing 29 percent or \$788.8 million. Since 2011, ACS' budget has grown by 18 percent. The agency's budget has grown with the addition of headcount, increased wages, and larger contracts for child welfare services. The State also increased its baseline Foster Care Block grant funding.

Between Fiscal 2014 and Fiscal 2018, City funding for ACS increased by 19 percent, while State and federal funding increased by 21 percent and three percent, respectively.



Fiscal 2019 represents a significant shift in ACS’ budget due to the transition of early child education out of ACS’ portfolio and into DOE’s. There is a resultant shift in the mix of funding sources and total budget value.

The number of budgeted full-time positions decreases by 183, while full-time equivalent positions (FTE) decreases by one. Similar to the budgetary reduction, in Fiscal 2019, the decrease in headcount is largely due to the EarlyLearn transfer, including positions in the Child Care Services, Head Start, and General Administration program areas. In addition, fifteen positions associated with the Citywide Domestic Violence Task Force, which were funded for Fiscal 2018, are not reflected in the Fiscal 2019 Preliminary Budget.



The chart to the left shows the ACS Fiscal 2019 Preliminary Budget by consolidated program areas.¹

This consolidated program area chart shows that the largest overall program of ACS spans the continuum of child welfare, at a total of \$1.84 billion. One of the main rationales for the transfer of EarlyLearn programs to the DOE was to tighten ACS’ agency focus on child welfare services. Within the child welfare program, foster and residential care, at \$704.3 million, Preventive Services at \$357.4 million, and Protective Services at \$306.4 million, are the three largest program areas. There are nearly 60,000 State Central Register consolidated child abuse and neglect investigations every year, and around 40 percent are substantiated

after an investigation. Around 9,000 families enter child welfare preventive services annually, and a similar number of children are in foster care. More information about child welfare programs can be found on pages 20 to 29 of this report.

The Juvenile Justice program, administered by the Division of Youth and Family Justice (DYFJ), totals to \$195.7 million. The program includes alternatives to detention, non-secure detention, placements, secure detention, and juvenile justice support. In Fiscal 2017, there were 2,126 admissions to detention, and the average daily population was approximately 119 children. The average daily cost per youth per day in detention was \$1,684. There are serious State funding threats to DYFJ’s Close to Home program, which has helped place justice-involved youth in residential settings closer to their neighborhoods rather than institutional settings upstate. Juvenile justice also is preparing for important implementation elements related to State Raise the Age legislation, which includes the removal of all 16-year-olds from Rikers Island in October 2018 and all 17-year-olds in October 2019. These youth will be placed in ACS facilities, creating a range of budgetary and policy issues.

Finally, ACS’ child care system, consisting of the Child Care Services and Head Start program areas, comprises the largest municipal child care system in the country. Early education services are provided to eligible children ages six weeks to four years old through contracted private, non-profit organizations that operate child care programs throughout the City. As raised previously, the largest components of this system will be transferred to DOE in Fiscal 2019. However, certain important elements like child care vouchers will continue to be administered by ACS. These vouchers can be used to purchase child care from providers, and serve families with children ages six weeks to thirteen years old who meet certain eligibility requirements.

¹ Blue sections (clockwise from General Administration & Child Welfare Support through Adoption) represent the Child Welfare program areas; The orange section consolidates Juvenile Justice program areas; The yellow Child section consolidates child care services and Head Start program areas.

Revenue

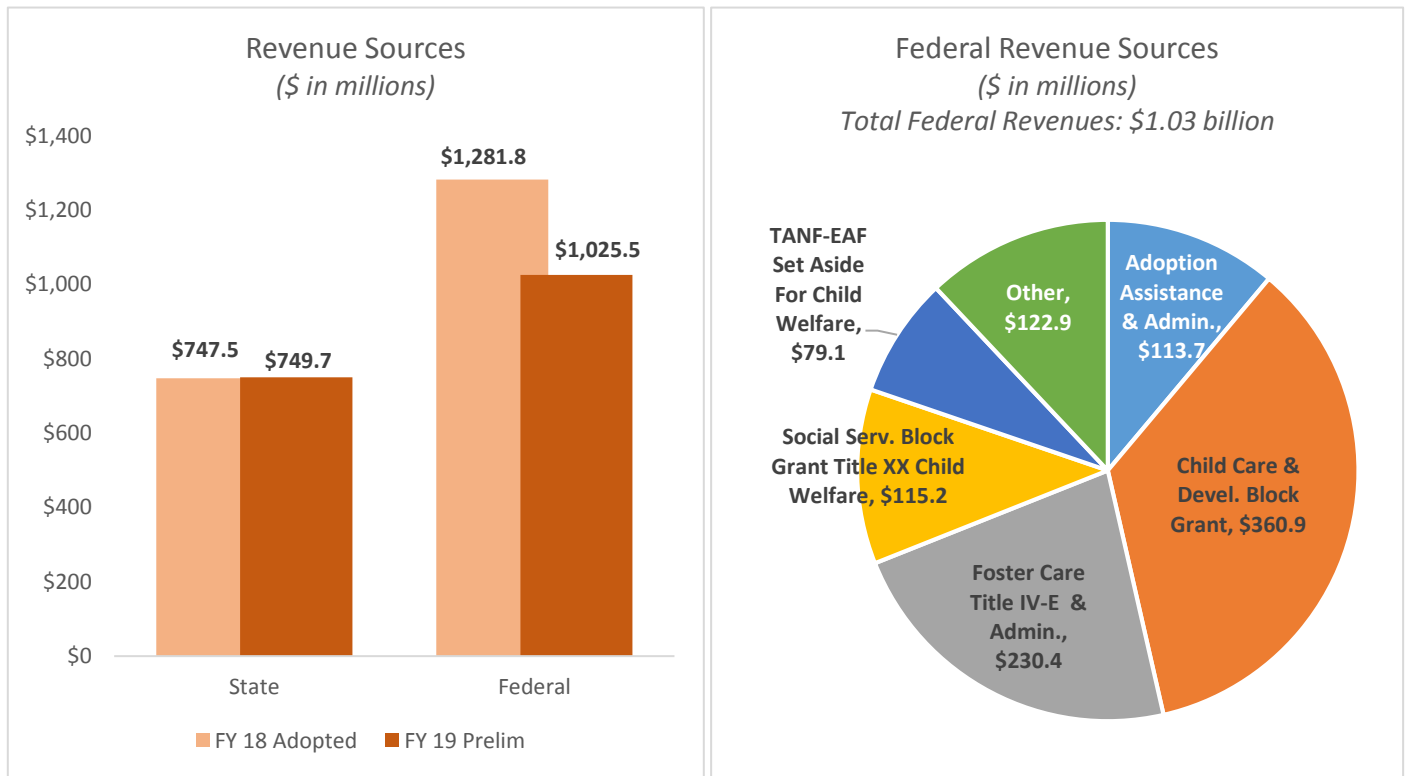
ACS’ main sources of revenue are from federal and State sources. Revenues from the federal government include \$1.03 billion, or 40 percent, of ACS’ Fiscal 2019 Preliminary Budget, while State revenues comprise \$749.7 million, or 31 percent, of ACS’ total.

Federal Revenue

The main sources of federal revenue for the agency are from Child Care and Development Block Grant, Foster Care Title IV, Adoption Assistance, and Title XX Social Services Block Grant.

As indicated by the lower left chart, ACS’ federal revenue reflects a substantial decrease of \$256.3 million when comparing the Fiscal 2019 Preliminary Budget to the Fiscal 2018 Adopted Budget. This decrease is primarily the result of a \$125 million decrease in the Child Care Development Block Grant, and the complete removal of the \$131.6 million Head Start Grant and \$2.9 million in Community Development Block Grants, in recognition of the transfer of EarlyLearn services out of ACS and to DOE commencing in Fiscal 2019.

There is an increase for Foster Care Title IV-E funding of \$3.7 million. Foster Care Title IV-E funding is reflected in ACS’ budget as federal reimbursements for services that prevent children from entering foster care. In New York, the federal share is 50 percent, and this funding offsets the State and local costs of providing foster care services. ACS modified its budget several times in Fiscal 2018, including by moving a City tax levy code to support enhanced federal Foster Care Title IV-E revenue.



With the passage of the Family First Prevention Services Act in February 2018, Congress made significant changes to the rules controlling how states can spend Foster Care Title IV-E revenues. Title IV-E, like Medicaid, is an entitlement program, which means that a federal match is guaranteed for all eligible cases. Title IV-E currently allows states to seek reimbursement for costs related to placing children in foster care and paying subsidies to adoptive parents. The Family First Act will allow states

additional flexibility, but no additional revenue, to fund support for parents, such as substance abuse treatment, mental health services and parenting skills, in instances where caseworkers decide that a child would have to enter foster care without those interventions. The bill would also halt any IV-E reimbursement for congregate care placements, such as group homes, at two weeks. OCFS says it has yet to make a decision on whether it will seek a two-year delay in complying with the congregate care provisions.

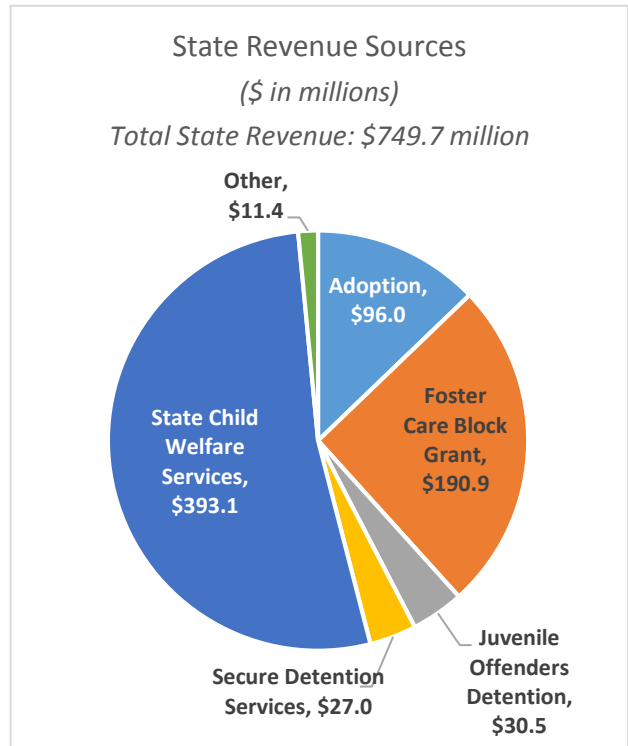
State Revenue

State funding accounts for \$749.7 million, or 31 percent, of ACS’ Fiscal 2019 Budget. State revenue increases by \$2.2 million when comparing the agency’s Fiscal 2019 Preliminary Budget to its Fiscal 2018 Adopted Budget, as a result of increased reimbursements from the State Child Welfare Services grant. This grant is the largest component of ACS’ State revenue, and the increase is reflected in the protective services and preventive services program areas.

The second and third largest components of State revenue are the \$190.9 million Foster Care Block Grant and the \$96 million Adoption grant.

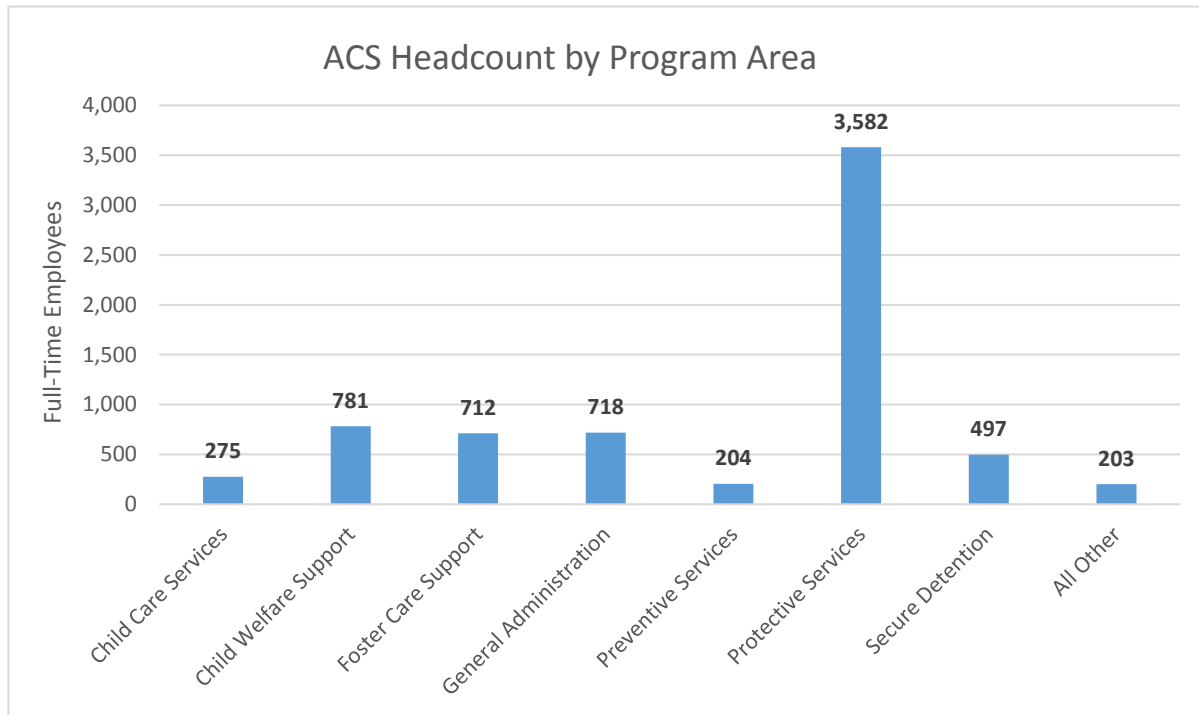
Headcount

ACS’ Fiscal 2019 Preliminary Budget provides for 6,972 full-time positions and 60 full-time equivalent positions across sixteen program areas. The Protective Services program area has the largest headcount with 3,582 budgeted full-time positions, which comprise 51 percent of ACS’ entire full-time staff. As of March 2018, ACS was operating with a seven percent staff vacancy rate, or about 50 vacant positions.



The large decrease of 183 full-time equivalent positions in the agency’s Fiscal 2019 headcount is attributed to the EarlyLearn transfer, including the reduction of 71 positions in Child Care Services, 47 in Head Start, and 49 in General Administration related to overhead services (IT, maintenance, etc.) that move across to DOE in the EarlyLearn transfer. There are also 16 positions removed from the Fiscal 2019 Preliminary Budget in Child Protection, and 15 positions from the Citywide Domestic Violence Task Force. The task force positions, funded in Fiscal 2018, assisted preventive agencies with making referrals to ACS. Staff could work with investigative consultants with access to a police database of relevance to survivors of domestic violence. The single year of funding at \$1 million is pending an evaluation and it is possible it could be restored in a later Fiscal 2019 Financial Plan.

The chart below shows ACS’ headcount by program area.



Contract Budget

The New York City Charter mandates the preparation of a Contract Budget to identify expenditures for contractual services, which are defined as any technical, consultant or personnel service provided to the City by means of a contract. In fact, the Contract Budget is a subset of the OTPS portion of the City’s Expense Budget. The Administration prepares a Contract Budget twice each fiscal year. The City’s Fiscal 2019 Preliminary Contract Budget totals \$15.6 billion for procurement expenditures across all agencies.

The Administration for Children’s Services provides a range of services through contracted providers, including child care, foster care, and preventive services. The agency’s Fiscal 2019 Preliminary Contract Budget totals \$1.46 billion, or 70 percent of ACS’ OTPS budget, a decrease of \$512.7 million when compared to the Fiscal 2018 Adopted Budget, which totaled \$1.98 billion.

ACS’ Fiscal 2018 Adopted Contract Budget primarily funded child care services, with 52 percent budgeted in the “Day Care of Children” or “Head Start” contract categories, with the former totaling \$863.7 million for 681 contracts and the later totaling \$164.5 million for 89 contracts. In the Fiscal 2019 Preliminary Contract Budget, Day Care of Children decreases by \$369.6 million and 669 contracts to a total of \$494.1 million and 12 contracts, while Head Start contracting is removed entirely. These changes, as explained previously, are a result of the transfer of EarlyLearn services to DOE beginning in Fiscal 2019. Juvenile Justice contracts are listed within the General Contracting category, which in Fiscal 2019 totals \$100 million.

Funding for “Children’s Charitable Institutions” and “Child Welfare Services” totals \$463.7 million and \$344.9 million, respectively, comprising 40 percent of the total contract budget.

In addition to providing direct services to children and their families, ACS’ contract budget supports other services, including maintenance, security, and professional services. Appendix B on page 40 includes a detailed description of DFTA’s Fiscal 2019 Preliminary Contract Budget by category.

Council Initiatives

The Fiscal 2018 Adopted Budget included \$11.9 million for City Council initiatives that support child development and wellbeing and also improve access to child care services. These funds include \$3 million for discretionary child care, \$600,000 for the ACS-managed portion of the \$1.95 million Supportive Alternatives to Violent Encounters (SAVE) initiative, \$450,000 for the ACS-managed portion of the \$11.3 million Crisis Management System initiative (which includes Cure Violence to reduce gun violence), and \$500,000 for each of two Young Women’s Initiatives – Youth Health as well as Wrap-Around Support for Transitional-Aged Foster Youth.

In addition to the \$11.9 million for Citywide initiatives, the New York City Council allocated \$282,000 to support early education, parenting programs, and other supportive and enrichment services for children’s wellbeing across the City through the Anti-Poverty and Local discretionary initiatives. A full description of Council initiatives may be found in Appendix F on page 52.

Fiscal 2018 Council Initiatives	
<i>Dollars in Thousands</i>	
Council Initiatives	
Discretionary Child Care	\$9,855
Supportive Alternatives to Violent Encounters (SAVE)	600
Crisis Management System - Youth Programs	450
ACS Youth Health Initiative	500
Wrap-Around Support for Transitional-Aged Foster Youth	500
Subtotal	\$11,905
Local Initiatives	\$282
TOTAL	\$12,187

2018-2019 State Executive Budget Highlights

The Fiscal 2018-2019 State Executive Budget includes a number of proposals that are expected to have an impact on ACS’ budget and provision of services. The two most detrimental proposals are the preventive services reimbursement cap that would cost the City over \$129 million in Fiscal 2019, and the elimination of Close to Home funding that would cost the City at least \$30.5 million in Fiscal 2019.

Key Issues

- Cap the Reimbursement Level for Preventive Services.** The State Executive Budget proposes a New York City-only cap on the State’s previously uncapped 62 percent reimbursement for preventive services, set at the State Fiscal Year 2018 level of \$320 million annually. This funding helps prevent child abuse, neglect and the need for foster care. The State cap of \$320 million is based on Fiscal 2016 claims for preventative services, and does not account for any increase in claims the City has projected in the outyears. The City’s Financial Plan anticipates \$449 million in State funding for preventative services beginning in Fiscal 2018, of which approximately \$31 million is tied to new needs funding in Fiscal 2018 and in the outyears for training, preventative referrals, and model contracting to bolster ACS preventative services after a series for child fatalities in 2016. It is estimated that the impact of the proposed cap would be \$65 million in Fiscal 2018 and over \$129 million beginning in Fiscal 2019 and in the outyears. ACS has made significant investments in preventative services in Fiscal 2018 and

anticipated \$449 million in State Child Welfare and State Fringe funding in Fiscal 2019 and in the outyears.

- **Elimination of Close to Home Funding for NYC.** The State Executive Budget proposes a cut to all funding, currently at a maximum available appropriation of \$41.4 million, for the City's Close to Home initiative. The City's loss of the \$41.4 million Close to Home appropriation, which the State has paid since 2013, would significantly affect the City's finances and the future of the program. Close to Home allows ACS to partner with non-profit youth services agencies to operate 31 small-group, non-secure placement residencies throughout the City, rather than placing justice-involved youth upstate, away from family. The proposed reduction in State Fiscal Year 2018-2019 is \$30.5 million. The full size of the appropriation is \$41.4 million, but the State has only provided the City \$30.5 million, which is based on the number of juveniles the City served for Close to Home rather than the total cost of implementing the program. Notably, the total number of young people in Close to Home is expected to at least double with the implementation of Raise the Age. The Fiscal 2018 impact is \$15.3 million, or half the value of the annual impact.

Additional State Budget Issues

- **Foster Care Funding.** The State Executive Budget fails to restore any of the \$62 million cut to foster care and/or \$19 million for special needs children cut in the State 2017-2018 Budget, of which \$64 million was cut from ACS. The proposal would continue to reduce the State's contribution to foster care services provided through ACS. For the City, there is no year-on-year change, however last year's \$64 million reduction created a gap in City funding for foster care services.
- **Funding for Child Advocacy Centers.** The State Executive Budget fails to restore \$2.2 million the Legislature added for child advocacy centers in State Fiscal Year 2017-2018. The City's Child Advocacy Centers, which are seeing greater numbers of children than ever, would be negatively impacted by the loss of funding. It is important to note that this funding is typically restored in the final State budget.

Budget Issues

- **EarlyLearn Transfer to DOE.** The transfer of EarlyLearn contracts for early childhood education from ACS to DOE, when fully implemented will include a transfer of over \$600 million of staff, services and contracts. The Fiscal 2019 Preliminary Budget takes initial steps in expressing how this transition will move forward from a budgetary aspect, but there is a lack of details on the actual process. There are likely to be more budget implications on the DOE side, as well as possible changes on top of the significant fiscal transfer already reflected in the Fiscal 2019 Preliminary Budget. The total scale of the transition, including the number of children, families, providers and staff involved, as well as the short timeline for the transition make the transition a critical area of concern. There are concerns that the federal government's delay in rebidding for Head Start contracts could have an impact on the timeline for the overall transfer.
- **Preventive Referral Wait List.** In Fiscal 2018, \$24.1 million was added in Fiscal 2018 and in the outyears to add conference facilitators, help reduce the preventive waitlist through additional office staffing, expand the Workforce Institute, increase children's center supports, and provide for borough-based coaching for CPS managers and supervisors. A backlog in

preventive referrals had led to delays in children and families receiving the targeted support services they needed in a timely manner. ACS reports that the additional funding has helped close the referral wait list but it should be monitored to ensure new staff are sufficient to accommodate any anticipated increases in ACS preventive service needs.

- **Raise the Age and Close to Home.** Raise the Age legislation that raised the age of criminal responsibility to 18 years old in New York State will have substantial impacts on ACS' juvenile justice system from October 2018. The City does not know how much money it will receive from the State for Raise the Age. The Fiscal 2019 State Executive Budget added \$100 million to implement Raise the Age across the whole state, however the City estimates local implementation will cost \$200 million. Furthermore, the possible cuts to \$41.4 million in Close to Home appropriations would place an additional financial burden on the City if they went forward.

Program Areas

The Administration for Children's Services is mandated to protect and promote the safety and well-being of New York City's children and families by providing child care and early education, child welfare, and juvenile justice services.

ACS' budget is divided into 16 distinct program areas in the Budget Function Analysis report (BFA) prepared by the Mayor's Office of Management and Budget (OMB). Each program area includes the approximate spending, revenue and headcount projections for ACS' main functions. The BFA is used to review ACS' budgets rather than ACS' actual Expense Budget because it is a more accurate, although imperfect, presentation of how ACS uses its resources. ACS' budget includes eight Units of Appropriation (U/As) that range from \$17.5 million to \$1.33 billion. Juvenile Justice, Non-Secure Detention, and OCFS Residential program areas fall between two large OTPS U/As, 007 and 008. Meanwhile, Preventive Services, Adoption Services, Foster Care Support, and Foster Care Services program areas share a total of two large U/As: 001, which is PS, and 006, which is OTPS.

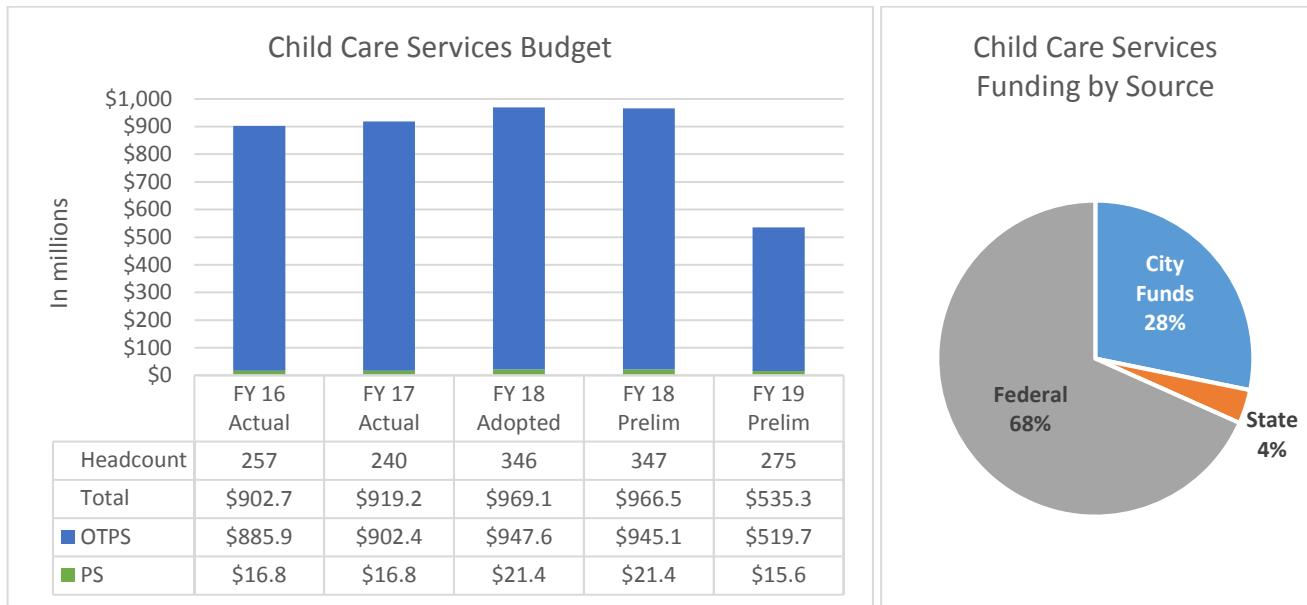
Given the size and diversity of ACS, its expense budget should be restructured to align unique U/As with individual program areas, in addition to the budget codes that group and form the program areas. In the following section, each program area is discussed individually.

Early Care and Education Program Areas

ACS oversees the largest municipal child care system in the country. Early education services are provided to eligible children ages six weeks to four years old through contracted private, non-profit organizations that operate child care programs throughout the City. Additionally, families with children ages six weeks to thirteen years old that meet eligibility requirements may be issued vouchers that can be used to purchase child care from providers. EarlyLearn is a single educational system that combines services in subsidized child care, Head Start, and Universal Pre-K for eligible children ages 6 weeks to 4 years old. There are two program areas related to early childhood education and childcare, Child Care Services and Head Start.

Child Care Services

Free and subsidized child care services are provided to eligible low-income working families and public assistance recipients who are employed or engaged in work activities. ACS' EarlyLearn child care programs are provided in two types of settings, center-based care and home-based care. Center-based care is available for children six-weeks through four years old, while home-based care is available for children from six weeks to three years old through family child care networks.

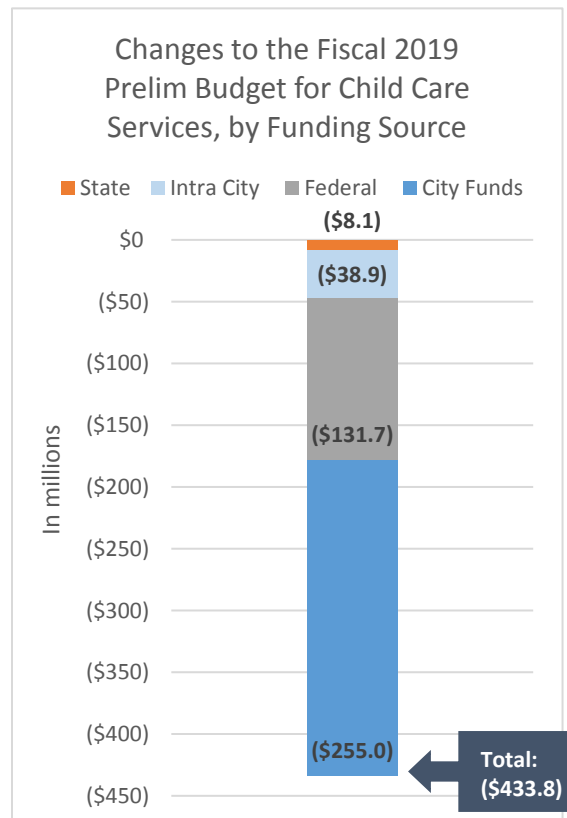


The proposed budget for child care services for Fiscal 2019 totals \$535.3 million, a decrease of \$433.8 million when compared to the Fiscal 2018 Adopted Budget. The decrease is related to changes in anticipation of the transfer of EarlyLearn services to the Department of Education (DOE). Other Than Personal Service (OTPS) spending decreases to \$519.7 million, which includes the removal of \$369.6 million and 669 day care contracts and \$50.4 million in other services related to child care services. Also as part of the transition, Personal Service (PS) spending decreases by \$5.9 million, to \$15.6 million, as 71 positions are removed from the headcount.

ACS has taken important initial steps to support the EarlyLearn transfer, which will run from July 2018 to February 2019. Since Fall 2017, ACS has held weekly meetings with DOE, and subcommittees have been set up between the agencies to deliberate on matters such as finance, human resources, and policy. In addition, ACS has worked with a private consultancy, Accenture, to advise on the transition process.

From a budget standpoint, the transition is occurring on two tracks: staff and contracting. The staff track relates to migrating unionized day care worker contracts to DOE. There is an agreement in place through 2020 that includes increases to health insurance reimbursements, pension contributions and professional development funds. The starting salary for staff with a bachelor’s degree was set at approximately \$44,000, while those with Master’s degrees started at \$50,000. Nevertheless, there is no pay parity between ACS day care workers and DOE teachers. Salaries are currently moving to DOE as is, without additional pay parity measures.

On the contract track, there are EarlyLearn contracts, trauma-informed care contracts, and leases and capital budget issues. DCAS is currently responsible



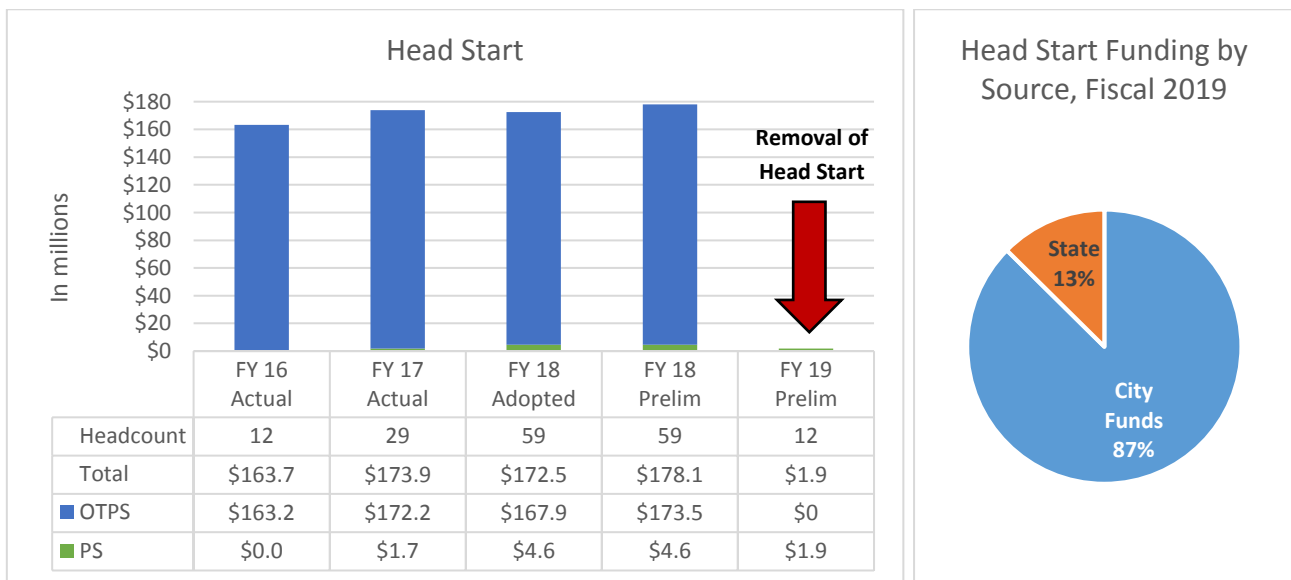
for EarlyLearn leases, but it is yet to be determined who will manage them going forward, DOE or the School Construction Authority (SCA).

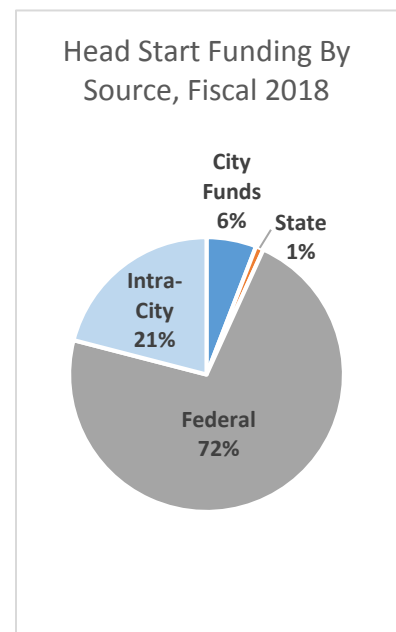
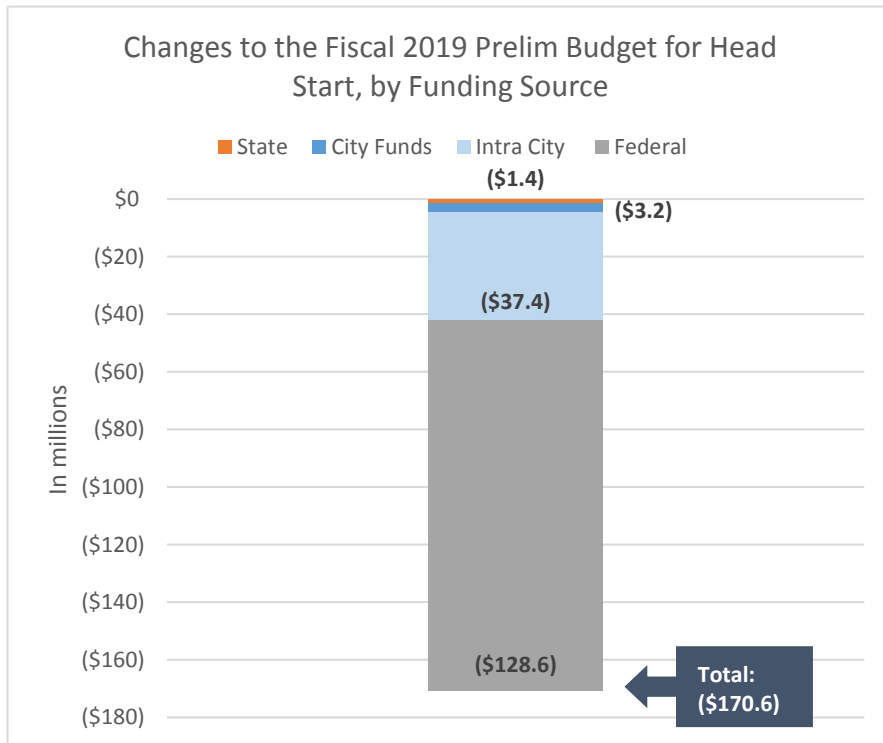
Importantly, voucher-based child care will remain within ACS. Child care voucher enrollment averaged 66,968 in Fiscal 2017. Family child care vouchers had a value of \$8,322, center-based child care vouchers had a value of \$9,149, and legally exempt (informal child care) vouchers had a value of \$4,234. At Fiscal 2018 Budget adoption, \$14.8 million was added for Special Child Care Funding (SCCF) vouchers. This funding will provide approximately 1,760 vouchers to children. All together, the administration of voucher-based child care as well as overhead and other associated costs is reflected in the \$535.5 million that remains in the child care services program budget after the EarlyLearn transition. Positions assist with the recertification of low-income vouchers and administration of the full voucher program.

With respect to funding, federal sources comprise 68 percent, City funding 28 percent and State funding only four percent. It should be noted that EarlyLearn bundles numerous distinct funding streams including Federal Head Start, Federal Community Development Block Grant, State Child Care Block Grant, State Universal Pre-K, City, as well as privately raised monies including contributions from the day care providers themselves.

Head Start

The Head Start program is a federally funded, family-centered child development program for low-income children ages three to five, which promotes intellectual, social, emotional and physical growth in order to develop each child’s potential for successful living. Head Start offers educational programs for children and a wide variety of opportunities and support services for their families. Started in 1965, Head Start is one of ACS’ oldest programs. The agency sponsors Head Start centers in neighborhoods throughout all of New York City.





The proposed budget for Head Start for Fiscal 2019 totals \$1.9 million, a decrease of \$170.6 million when compared to the Fiscal 2018 Adopted Budget. The steep decline in the budget for Head Start corresponds with the transfer of EarlyLearn services to DOE. All OTPS spending is removed from the agency, including the entire Head Start grant from the federal government and the portion of the Universal Pre-K budget that supports Head Start. Provider contracts will be transitioned by February 2019. Since ACS, unlike DOE, is a social service agency and can therefore apply for Head Start grants from the federal government, there will be further deliberations about how the contracts are reassigned.

Personal Service (PS) spending decreases to \$1.9 million as a result of the reduction of 47 positions, lowering headcount to 12 positions. Due to the composite nature of the EarlyLearn budget, ACS does clearly allocate headcount between EarlyLearn and vouchers and eligibility. With respect to both Head Start and child care services positions that are removed in the Fiscal 2019 Preliminary Budget, ACS has not yet clarified if these positions will be transitioned to DOE by Fiscal 2020.

EarlyLearn Performance Measures

Performance Indicators	Actual			Target		4-Month Actual	
	FY15	FY16	FY17	FY18	FY19	FY17	FY18
Average EarlyLearn contract enrollment	30,079	30,671	30,117	31,300	31,300	28,260	28,076
EarlyLearn - Average center-based enrollment	23,077	23,396	22,663	23,800	23,800	21,080	20,699
EarlyLearn - Average family child care enrollment	7,002	7,275	7,454	7,500	7,500	7,180	7,377
Average EarlyLearn Utilization (%)	81.8%	83.4%	81.9%	85%	85%	76.6%	76.4%
Average EarlyLearn Utilization - Center-based (%)	82.0%	83.1%	80.5%	85%	85%	74.9%	73.5%
Average EarlyLearn Utilization - Family child care (%)	81.4%	84.6%	86.7%	85%	85%	83.5%	85.8%

EarlyLearn contract enrollment from July through October of Fiscal 2018 was below the target of 31,300. Average EarlyLearn contract enrollment during the first four months of Fiscal 2018 declined

by less than one percent from 28,260 to 28,076. This decrease was the result of a two percent decline in average center-based enrollment from 21,080 to 20,699. At the same time average home-based family child care enrollment rose three percent, from 7,180 to 7,377. Center-based childcare utilization declined from 75 to 74 percent and family child care utilization increased from 84 to 86 percent.

Difficulty with teacher recruitment in light of ongoing pay parity issues between ACS and DOE may partially explain the challenge associated with filling all available EarlyLearn slots.

Child Care Vouchers Performance Measures

Performance Indicators	Actual			Target		4-Month Actual	
	FY15	FY16	FY17	FY18	FY19	FY17	FY18
Average child care voucher enrollment	66,801	67,527	66,968	*	*	67,648	66,282
Average mandated children voucher enrollment	55,000	54,761	53,723	*	*	54,809	52,211
Average other eligible children voucher enrollment	11,801	12,659	13,245	*	*	12,839	14,071
Average center-based child care voucher enrollment	27,052	27,132	27,864	*	*	27,724	28,121
Average family child care voucher enrollment	22,177	24,119	24,786	*	*	24,722	25,455
Average informal (home-based) child care voucher enrollment	17,572	15,976	14,318	*	*	15,200	12,706
Fiscal year spending per child - Center-based child care vouchers	\$8,936	\$9,280	\$9,149	*	*	N/A	N/A
Fiscal year spending per child - Family child care vouchers	\$7,575	\$7,659	\$8,322	*	*	N/A	N/A
Fiscal year spending per child - Legally exempt (informal child care) vouchers	\$4,119	\$4,140	\$4,234	*	*	N/A	N/A

Average child care voucher enrollment decreased from 67,648 during the first four months of Fiscal 2017 to 66,282 in the same period in Fiscal 2018. This was the net impact from an increase in family child care voucher enrollment as well as center-based child care voucher enrollment, but a decrease in informal (home-based) child care voucher enrollment.

Abuse in Child Care Performance Measures

Performance Indicators	Actual			Target		4-Month Actual	
	FY15	FY16	FY17	FY18	FY19	FY17	FY18
Abuse and/or neglect reports for children in child care	492	584	621	*	*	214	248
Abuse and/or neglect reports for children in child care that are substantiated (%)	27.6%	15.1%	16.4%	*	*	16.4%	14.2%

The number of reports of suspected abuse and/or neglect for children in child care during July through October rose 16 percent from 214 in Fiscal 2017 to 248 in Fiscal 2018. During this period, the substantiation rate for these reports declined from 16 percent to 14 percent. ACS continues to educate child care providers about their obligations as mandated reporters.

Child Welfare Program Areas

ACS' child welfare programs primarily provide support and stabilize families at risk of a crisis through preventive and protective services, as well as foster care services for children unable to safely remain in their homes. Child welfare program areas include adoption services, child welfare supports, the Department of Education's residential care programs, foster care services, foster care support, preventive homemaking services, preventive services, protective services, and general administration. Although Preventive Services are mostly contracted out, Protective Services are entirely done in-house by ACS staff.

The Casey Family Foundation released a strategic overview of ACS' protective and preventive services in 2017. Overall ACS was held up for its leadership and attention to the critical and difficult challenge of child protection, although there were several areas highlighted for attention in terms of systems, process and reporting improvement, including creating a safety culture for reporting challenging or unclear cases. ACS is implementing these and other recommendations.

Program areas with greater than \$1 million in changes between Fiscal 2019 Preliminary Budget and Fiscal 2018 Adopted Budget are presented with graphical snapshots, while those program areas with less than \$1 million in changes between the two budgets have changes presented in a table. Complete program area charts are shown in Appendix D starting on page 39.

Adoption Services

ACS is responsible for finding safe and permanent homes for children who cannot live with their birth parents. Adoption services staff recruit potential adoptive parents, evaluate their suitability, and coordinate the adoption process from initial planning to finalizing court proceedings. Subsidies are provided to adoptive families to assist with the costs of care for children with special needs or who may fit the criteria for being regarded legally as hard-to-place.

Adoption Services						
<i>Dollars in Thousands</i>						
	2016	2017	2018	Preliminary Plan		*Difference
	Actual	Actual	Adopted	2018	2019	2018 - 2019
Spending						
Personal Services	\$2,133	\$2,304	\$1,927	\$1,927	\$1,927	\$0
Other Than Personal Services	252,282	253,192	271,615	271,615	271,615	0
TOTAL	\$254,415	\$255,496	\$273,542	\$273,542	\$273,542	\$0
Funding						
City Funds			\$61,890	\$61,890	\$61,890	\$0
Federal - Other			113,971	113,971	113,971	0
State			97,682	97,682	97,682	0
TOTAL	\$254,415	\$255,496	\$273,542	\$273,542	\$273,542	\$0
Budgeted Headcount						
Full-Time Positions - Civilian	33	38	26	26	26	0
TOTAL	34	38	26	26	26	0

**The difference of Fiscal 2018 Adopted Budget compared to Fiscal 2019 Preliminary Budget.*

The proposed budget for adoption services for Fiscal 2019 totals \$273.5 million. There is \$1.9 million in the PS budget to support 26 full-time positions, and \$273.5 million in OTPS, almost entirely in contracts to adoption service provider agencies. There is no change in either PS or OTPS spending compared to Fiscal 2018, nor is there a change in the mix of funding sources. The City funds \$61.9 million, while federal and State sources contribute \$114.0 million and \$97.7 million, respectively.

Adoption Performance Measures

Performance Indicators	Actual			Target		4-Month Actual	
	FY15	FY16	FY17	FY18	FY19	FY17	FY18
Children adopted	1,004	1,052	899	*	*	266	206
Children eligible for adoption (average)	1,092	1,053	904	*	*	945	848
Kinship Guardianship Assistance discharges	275	343	381	*	*	114	133

The number of children who achieved permanency through Kinship Guardianship Assistance (KinGap) increased by 16 percent in the first four months of Fiscal 2018 when compared to the first four months of Fiscal 2017, rising from 114 to 133. However the number of adoptions fell 23 percent from 266 to

206, while the number of children in care who are eligible for adoption declined 10 percent from 945 to 848 and the number of children reunified with their families fell seven percent from 725 to 670. ACS has set permanency targets for all provider agencies and is providing additional funding for discharge support services to prevent re-entry into foster care, which rose slightly.

Child Welfare Support

Child welfare support funding finances programs that provide support to all areas of child welfare, including protective, preventive, and foster care services.

Child Welfare Support						
<i>Dollars in Thousands</i>						
	2016	2017	2018	Preliminary Plan		*Difference
	Actual	Actual	Adopted	2018	2019	2018 - 2019
Spending						
Other Than Personal Services	\$0	\$0	\$0	\$0	\$0	\$0
Personal Services	53,178	60,159	53,899	53,899	53,899	0
TOTAL	\$53,178	\$60,159	\$53,899	\$53,899	\$53,899	\$0
Funding						
City Funds			\$10,817	\$10,817	\$10,817	\$0
Federal - Other			25,555	25,555	25,555	0
State			17,526	17,526	17,526	0
TOTAL	\$53,178	\$60,159	\$53,899	\$53,899	\$53,899	\$0
Budgeted Headcount						
Full-Time Positions - Civilian	765	825	781	781	781	0
TOTAL	765	825	781	781	781	0

*The difference of Fiscal 2018 Adopted Budget compared to Fiscal 2019 Preliminary Budget.

The proposed budget for child welfare support for Fiscal 2019 totals \$53.9 million, entirely allocated in the PS budget to support 781 full-time positions. Compared to Fiscal 2018, there is no change in either PS spending or OTPS spending, which continues to be zero, nor is there a change in the mix of funding sources. The City funds \$10.8 million, while federal and State sources contribute \$25.6 and \$17.5 million, respectively. Major federal revenue sources are Social Services Block Grant Title XX at \$7.6 million, TANF-EAF Set Aside for Child Welfare at \$7.2 million, and Title IV-E at \$7.8 million. Major State revenue sources are State Child Welfare Services at \$13.6 million and Foster Care Block Grant at \$3.7 million.

Department of Education (DOE) Residential Care

The DOE's Residential Care program area provides funding for room and board for non-foster care children placed into residential schools by the Committee for Special Education at the DOE. The costs of providing educational services and supports are paid for by the DOE.

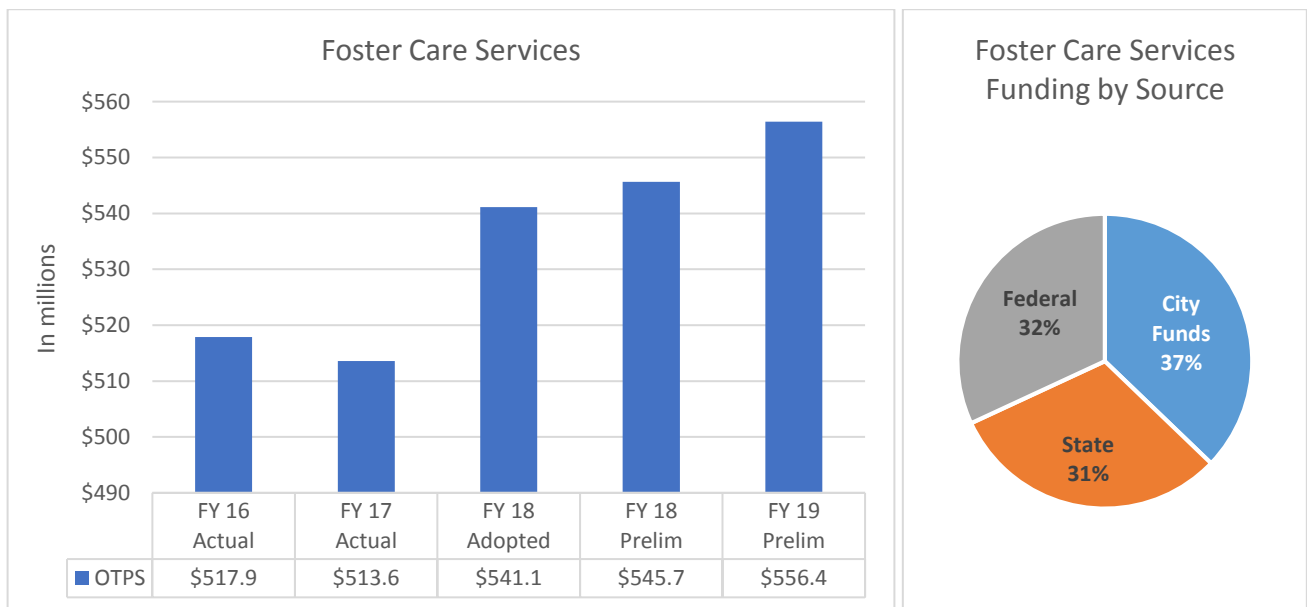
Department of Education Residential Care						
<i>Dollars in Thousands</i>						
	2016	2017	2018	Preliminary Plan		*Difference
	Actual	Actual	Adopted	2018	2019	2018 - 2019
Spending						
Other Than Personal Services	\$106,687	\$102,000	\$96,201	\$96,201	\$96,201	\$0
Personal Services	0	0	0	0	0	0
TOTAL	\$106,687	\$102,000	\$96,201	\$96,201	\$96,201	\$0
Funding						
City Funds			\$96,201	\$96,201	\$96,201	\$0
TOTAL	\$106,687	\$102,000	\$96,201	\$96,201	\$96,201	\$0

*The difference of Fiscal 2018 Adopted Budget compared to Fiscal 2019 Preliminary Budget.

The proposed budget for DOE Residential Care for Fiscal 2019 remains unchanged from the Fiscal 2018 Adopted Budget of \$96.2 million. There is no PS budget and no positions at ACS. The entire \$96.2 million is OTPS social services payments to place children into residential schools by the Committee for Special Education at the DOE. The program remains entirely City funded.

Foster Care Services

Funding in the Foster Care Services program area supports ACS contracts with private foster care agencies that place children either with a foster family or in a congregate care facility. Contract Foster Care (CFC) payments to service providers cover per diem care and additional support for foster care children, along with other miscellaneous costs. Funding also covers costs such as food, clothing, shelter, daily supervision, school supplies, personal incidentals, liability insurance, and travel arrangements, for example, visits to a child’s home. With approximately 8,900 children in foster care and a Fiscal 2018 program area budget of \$541.1 million, foster care services spending is approximately equal to \$61,000 per child per year. However, this figure does not include all possible funding streams or costs that support children in foster care.



The Fiscal 2019 Preliminary Budget for foster care services totals \$556.4 million, an increase of \$15.3 million when compared to the Fiscal 2018 Adopted Budget. The City funds \$206.9 million, while federal and State sources contribute \$177.5 million and \$172.0 million, respectively. There is no PS spending or headcount associated with the foster care services program area.

The increase in OTPS is the result of three budget actions. First, \$10 million in wage adjustments and wage floor costs, which OMB has currently placed in this program area, but will be re-appropriated to corresponding program areas. Second, the \$4 million for the Fostering College Success initiative, which was shifted into the program area. The initiative includes a range of supports and programs that support the continued progress in higher education of students currently or formerly in foster care at the City University of New York (CUNY). Finally, an increase of \$1.3 million through miscellaneous budget modifications.

Foster Care Performance Measures

Performance Indicators	Actual			Target		4-Month Actual	
	FY15	FY16	FY17	FY18	FY19	FY17	FY18
All children entering foster care (preliminary)	4,233	3,695	4,185	*	*	1,335	1,551
Children placed in foster care in their community	36.9%	36.3%	36.6%	38.0%	38.0%	39.2%	33.6%
Children in foster care (average)	11,098	9,906	8,921	↓	↓	8,924	8,845
– Children in foster kinship homes	3,636	3,230	2,761	*	*	2,804	2,805
– Children in nonrelative foster boarding homes	6,533	5,829	5,337	*	*	5,314	5,224
– Children in residential care	929	847	823	*	*	806	817
Children discharged to permanency within a year of placement (%)	30.9%	32.0%	34.2%	35.0%	35.0%	NA	NA
Children in care 12-23 months discharged to permanency (%)	20.1%	24.4%	24.6%	27.0%	27.0%	NA	NA
Children in care 24 or more months discharged to permanency (%)	23.2%	24.9%	24.3%	27.0%	27.0%	NA	NA
Children who re-enter foster care within a year of discharge to family (%) (preliminary)	9.1%	7.8%	6.2%	6.0%	6.0%	6.6%	8.4%
School Attendance Rate - Children in Foster Care (%)	82.5%	82.5%	82.2%	*	*	83.7%	83.4%
Children maltreated during family foster care placement per 100,000 care days	4	5.2	7.6	5	5	6.2	5.8
Siblings placed simultaneously in the same foster home (%) (preliminary)	88.9%	91.4%	93.0%	*	*	91.2%	93.1%
Children entering foster care who are placed with relatives (%) (preliminary)	29.5%	27.4%	30.1%	30.0%	30.0%	28.4%	32.2%
Children returned to parents (reunifications)	2,506	2,507	2,111	*	*	725	670

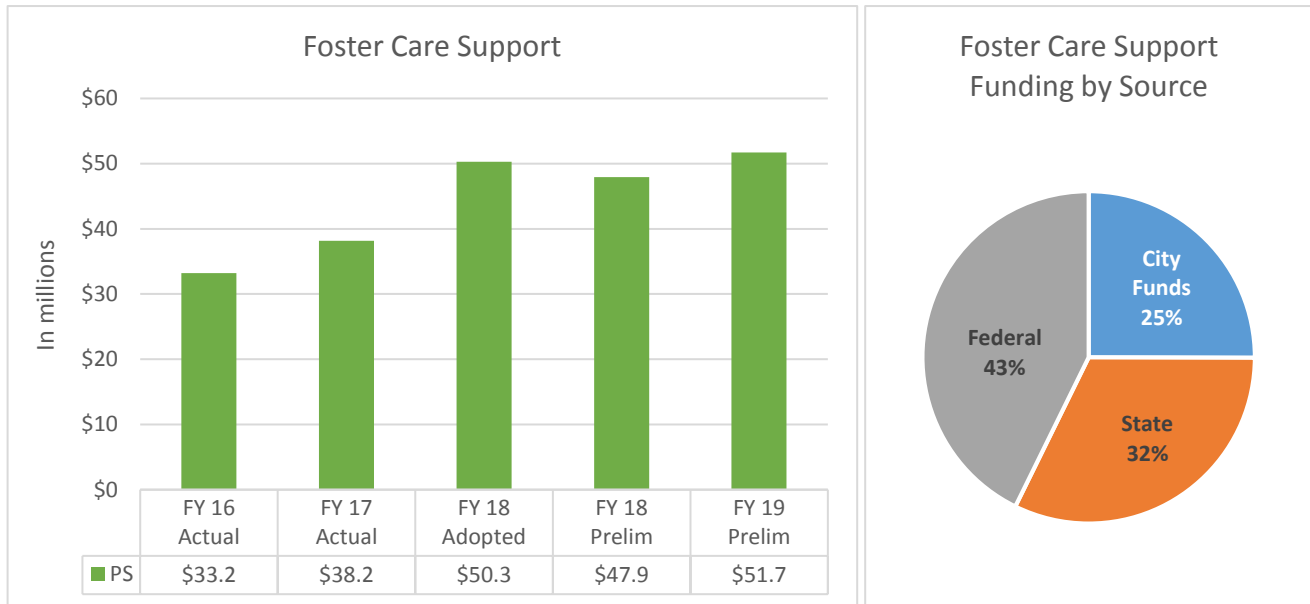
When comparing the first four months of Fiscal 2018 to the same period in Fiscal 2017, the total number of children entering foster care continued the upward trend that began in Fiscal 2017, rising by 16 percent from 1,335 to 1,551, yet the number of children in foster care declined slightly to 8,845 from 8,924. ACS states that the increase in foster care admissions is associated with the increased number of reports and investigations of suspected maltreatment.

The number of children in family foster care, per 100,000 care days, for whom a child protective investigation found some credible evidence that maltreatment by the foster parents may have occurred declined from 6.2 during the first four months of Fiscal 2017 to 5.8 during the same period in Fiscal 2018. ACS is working to further reduce maltreatment in foster care through assistance, monitoring and support of both foster care providers and foster and adoptive parents.

Finally, over the same period as above, the percent of children entering foster care who were placed with relatives increased four percentage points from 28 percent to 32 percent, and the percent of siblings placed in the same foster home rose two percentage points from 91 percent to 93 percent. ACS states that they are implementing strategies to increase the safe use of kinship placements when appropriate.

Foster Care Support

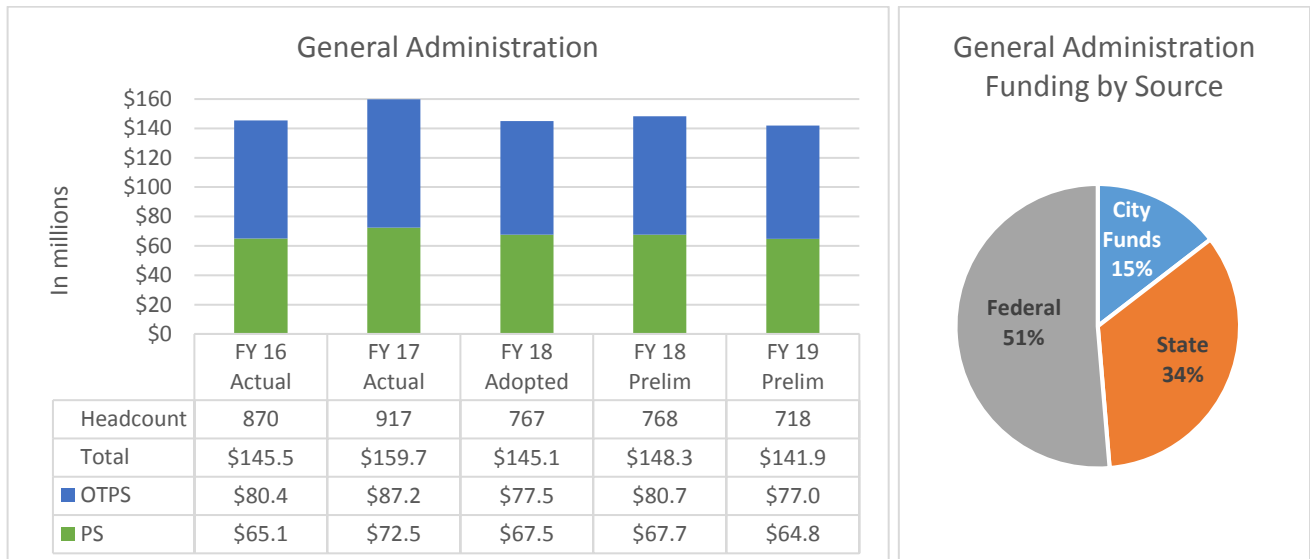
Funds for foster care support provide services related to foster care, including pre-placement, child evaluation, contract agency assistance, and foster-parent recruitment.



Funding for foster care support in the Fiscal 2019 Preliminary Budget increased by \$1.4 million when compared to the Fiscal 2018 Adopted Budget. This increase is related to headcount increases that expanded preventive services that support foster care.

General Administration

General administration funding supports all of ACS’ administrative functions, including ACS’ budget and contract offices.

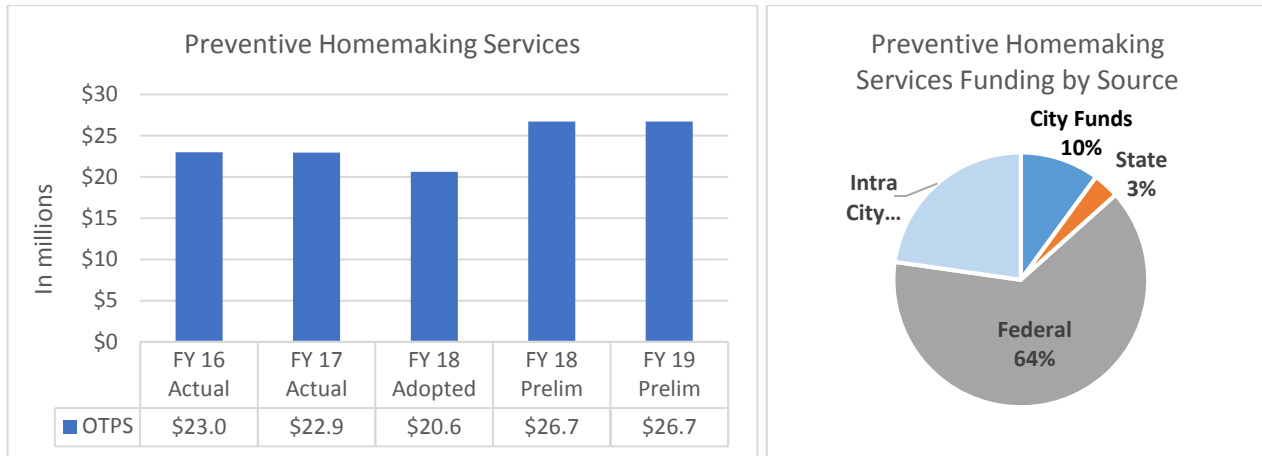


The Fiscal 2019 Preliminary Budget decreases the budget of the general administration program area by \$3.2 million. The decrease is the net result of several budgetary actions. The budget for full-time salaried positions decreases by \$2.7 million, which is associated with the EarlyLearn transfer but offset by a small hiring plan adjustment. The headcount is reduced by 49 positions, which represents facilities, finance, audit, IT and other support staff that are not related to the direct administration of

day care to children. There is also a modest reduction of \$485,000 in OTPS spending spread across property and equipment charges, supplies and contractual services.

Preventive Homemaking Services

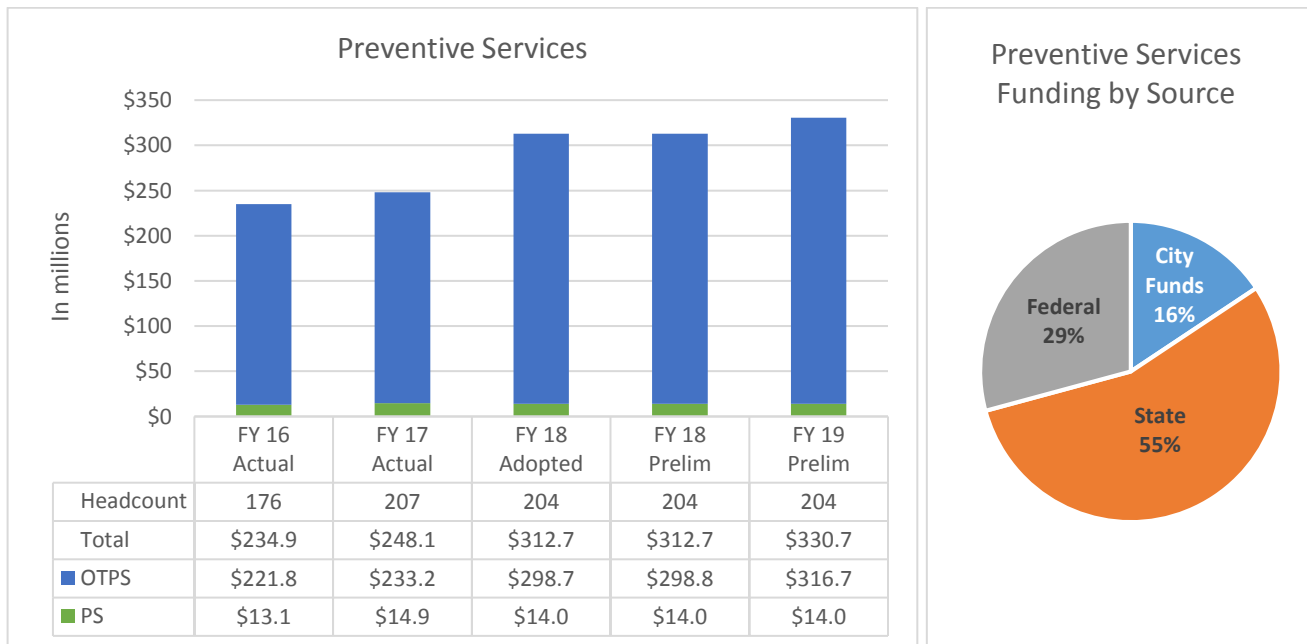
The Preventive Homemaking Services program area funds childcare and household management services for families who require assistance in providing a safe, nurturing environment for their children. Through training and support, homecare service providers help families to manage their households independently.



The Fiscal 2019 Preliminary Budget for preventive homemaking services totals \$26.7 million, an increase of \$6.1 million when compared to the Fiscal 2018 Adopted Budget. This increase is associated with Intra City transfers from the Human Resources Administration (HRA) which increase the total value of contractual social services to provide homemaking services.

Preventive Services

Preventive services, administered by ACS, aim to avert the need for foster care placement and expedite the discharge of children from foster care towards family reunification.



Funding for preventive services increases by \$18 million in Fiscal 2018, for a total of \$330.7 million. The increase reflects the \$8 million indirect rate modification to providers, and \$10 million in year-to-year growth in preventive services, which has led to an additional 200 preventive slots.

Possible State Reimbursement Changes. The State Executive Budget proposes a cap on the State's previously uncapped 62 percent reimbursement to New York City for preventive services, set at the State Fiscal Year 2018 level of \$320 million. This funding helps prevent child abuse, neglect and the need for foster care. The State cap of \$320 million is based on Fiscal 2016 claims for preventative services, and does not account for any increase in claims the City has projected in the outyears.

It is estimated that the impact of the proposed cap would be \$65 million in Fiscal 2018 and over \$129 million beginning in Fiscal 2019 and in the outyears. ACS has made significant investments in preventative services in Fiscal 2018 and anticipates \$449 million in State Child Welfare and State Fringe funding in Fiscal 2019 and in the outyears. The \$129 million impact is the difference between the \$449 million in uncapped State funding and the \$320 million proposed cap.

Preventive Service Performance Measures

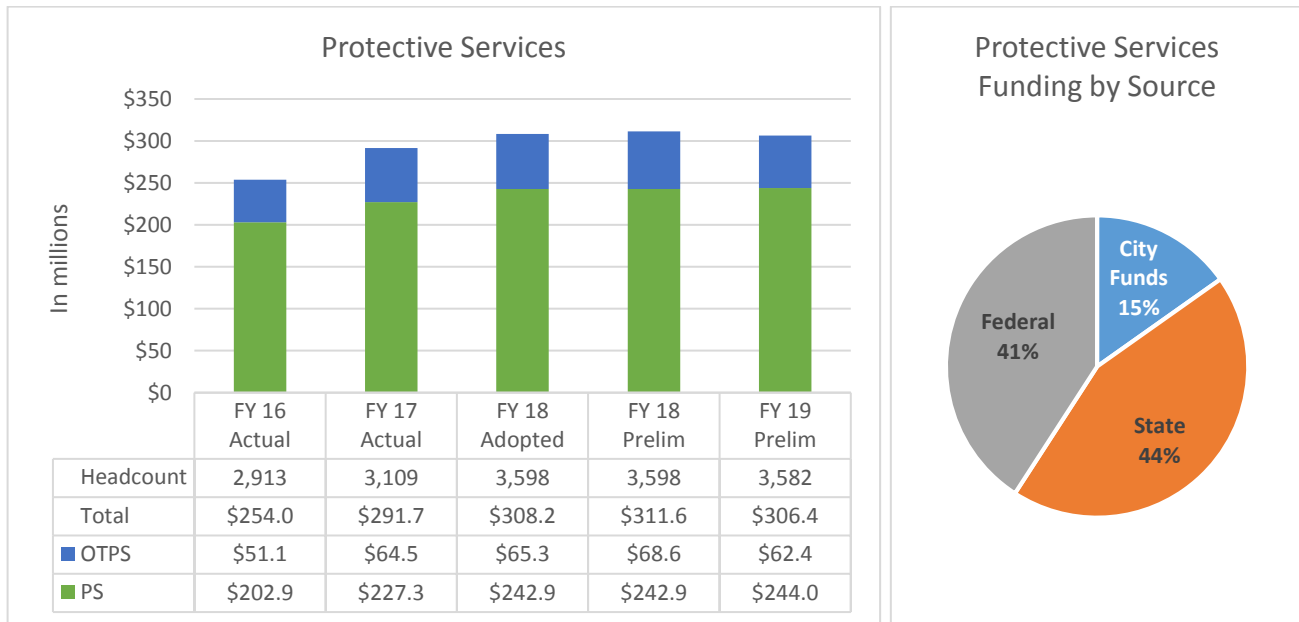
Performance Indicators	Actual			Target		4-Month Actual	
	FY15	FY16	FY17	FY18	FY19	FY17	FY18
Families entering child welfare preventive services	11,015	10,540	9,240	11,000	11,000	3,336	3,351
Families entering specialized teen preventive services	1,570	1,463	1,136	*	*	413	400
Children receiving contract preventive services (daily average)	24,889	23,545	23,383	*	*	22,776	23,805
Children who received contract preventive services during the year (annual total)	47,001	46,207	43,157	*	*	N/A	N/A

During the first four months of Fiscal 2018, the daily average number of children receiving child welfare preventive services rose five percent from 22,776 to 23,805, compared to the same period in Fiscal 2017. ACS has implemented a new, more targeted and timely referral process to ensure that families receive services and improve service utilization. ACS has also received funding for investments in staff training, professional development and salaries.

The number of families entering specialized teen preventive services declined, from 413 in the first four months of Fiscal 2017 to 400 in the first four months Fiscal 2018.

Protective Services

ACS' protective services involve the investigation of allegations and reports of child abuse, maltreatment, and neglect. In the unfortunate event that it is determined to be necessary, ACS removes children from their homes and places them into foster care or out-of-home placement until it is safe for them to return. Protective services also include the delivery of rehabilitative services to children, parents, and other family members in order to prevent further abuse.



The Fiscal 2019 Budget for Protective Services totals \$306.4 million, a decrease of \$1.8 million when compared to the Fiscal 2018 Adopted Budget of \$308.2 million. The net decrease is the result of a \$1.1 million increase in PS spending and a \$2.8 million decrease in OTPS. The PS growth is the result of wage increases for child protective service (CPS) staff. This was part of an overall plan adopted in stages beginning in Fiscal 2017, particularly in light of a number of high profile deaths of children, including Zymere Perkins, that increased child protection resources at ACS to ensure all allegations of child abuse are investigated thoroughly. The funding supported reducing the case load ratio of case workers and increasing salaries for case workers and supervisors to combat high attrition rates for these positions.

The OTPS decrease is not a reduction, but reflects the absence of one-time contractual social service spending that was added on a one-time basis in Fiscal 2018. The funding may be restored in the Fiscal 2019 budget.

Protective Service Performance Measures

Performance Indicators	Actual			Target		4-Month Actual	
	FY15	FY16	FY17	FY18	FY19	FY17	FY18
Number of State Central Register consolidated investigations	54,926	55,337	59,329	*	*	16,179	17,173
Abuse and/or neglect reports responded to within 24 hours of receipt from the State Central Register (%)	98.8%	98.6%	98.2%	100.0%	100.0%	98.9%	98.4%
Substantiation rate	38.7%	36.1%	40.4%	*	*	41.7%	40.2%
Children in complete investigations with repeat investigations within a year (%)	24.4%	23.8%	23.9%	*	*	23.6%	25.3%
Children in substantiated investigations with repeat substantiated investigations within a year (%) (preliminary)	17.2%	16.8%	18.1%	14.0%	14.0%	15.6%	18.8%
Average child protective specialist caseload	10.5	10.6	12.4	12	12	9.9	10.9

During the first four months of Fiscal 2018 the number of suspected child abuse and/or neglect investigations rose by six percent from 16,179 to 17,173. In Fiscal 2017, there were a total of 59,329 investigations.

Following a large increase in Fiscal 2017, the percent of investigations that were substantiated (meaning that child protective caseworkers identified some credible evidence of alleged child maltreatment) declined from 42 percent during the first four months of Fiscal 2017 to 40 percent during the same period in Fiscal 2018.

The percent of children in complete investigations with repeat investigations within a year rose two percentage points and the percent of children with repeat substantiated investigations rose three percentage points from 16 percent during the first four months of Fiscal 2017 to 19 percent during the same period in Fiscal 2018.

The average child protective caseload declined from 12.4 in Fiscal 2017, which was higher than the national standard of 12 cases per caseworker, to 10.9 cases per caseworker during the first four months of Fiscal 2018.

Juvenile Justice Program Areas

In 2010, the Department of Juvenile Justice merged into ACS with the goal of servicing overlapping youth populations more efficiently. DYFJ manages and provides services to justice-involved youth and their families throughout the juvenile justice system. ACS' budget includes five program areas related to juvenile justice.

Alternatives to Detention

Alternatives to detention funding supports community-based programs that provide families with children in the juvenile justice process with support services to strengthen the caretaker's ability to provide structure and guidance for youth who are at-risk of detention.

Alternatives to Detention						
<i>Dollars in Thousands</i>						
	2016	2017	2018	Preliminary Plan		*Difference
	Actual	Actual	Adopted	2018	2019	2018 - 2019
Spending						
Other Than Personal Services	\$7,557	\$6,974	\$1,515	\$8,513	\$1,041	(\$473)
Personal Services	0	0	0	0	0	0
TOTAL	\$7,557	\$6,974	\$1,515	\$8,513	\$1,041	(\$473)
Funding						
City Funds			\$599	\$3,068	\$159	(\$439)
Federal - Other			34	34	0	(34)
State			882	5,411	882	0
TOTAL	\$7,557	\$6,974	\$1,515	\$8,513	\$1,041	(\$473)

**The difference of Fiscal 2018 Adopted Budget compared to Fiscal 2019 Preliminary Budget.*

Funding for alternatives to detention in the Fiscal 2019 Preliminary Budget is \$1 million, all of which is OTPS spending. This is a decrease of \$473,000 when compared to the Fiscal 2018 Adopted Budget. Alternatives to detention services are primarily funded through State secure detention services dollars, which remain unchanged between Fiscal 2019 and Fiscal 2018. The Fiscal 2018 February Financial Plan is much larger, at \$8.5 million, due to recognition of State support during the course of Fiscal 2018.

Juvenile Justice Support

Juvenile justice support includes funding for programs that provide support to all areas of juvenile justice, including health and transportation services.

Juvenile Justice Support						
<i>Dollars in Thousands</i>						
	2016	2017	2018	Preliminary Plan		*Difference
	Actual	Actual	Adopted	2018	2019	2018 - 2019
Spending						
Other Than Personal Services	\$4,690	\$4,437	\$3,750	\$3,750	\$3,750	\$0
Personal Services	7,411	8,262	8,771	8,737	8,271	(500)
TOTAL	\$12,101	\$12,699	\$12,521	\$12,487	\$12,021	(\$500)
Funding						
City Funds			\$7,454	\$7,419	\$6,954	(\$500)
State			5,068	5,068	5,068	0
TOTAL	\$12,101	\$12,699	\$12,521	\$12,487	\$12,021	(\$500)
Budgeted Headcount						
Full-Time Positions - Civilian	65	59	69	69	69	0
TOTAL	65	59	69	69	69	0

**The difference of Fiscal 2018 Adopted Budget compared to Fiscal 2019 Preliminary Budget.*

Funding for juvenile justice support is \$12 million in the Fiscal 2019 Preliminary Budget, with approximately \$3.8 million in PS to support 69 positions and approximately \$8.3 million in OTPS. When compared to the Fiscal 2018 Adopted Budget, funding decreases by \$500,000. Juvenile Justice Support's \$12 million budget provides for 69 full-time positions, as well as \$8.2 million in OTPS costs, primarily contractual services. Juvenile Justice Support receives \$6.9 million in City funding, which it uses to leverage an additional \$5.1 million in State funding for secure and non-secure detention services. The small decrease in OTPS is associated with a reduction from Fiscal 2018 spending back to the current baseline.

Non-Secure Detention

Non-secure detention funding is designated for the 11 non-secure residential facilities that are operated throughout the City by organizations that serve alleged juvenile delinquents whose cases are pending in Family Court. ACS' Division of Youth and Family Justice (DYFJ) oversees non-secure detention facilities, which provide less restrictive, structured residential care. New York State mandates that non-secure facilities hold no more than 12 juveniles at a time.

Non-Secure Detention						
<i>Dollars in Thousands</i>						
	2016	2017	2018	Preliminary Plan		*Difference
	Actual	Actual	Adopted	2018	2019	2018 - 2019
Spending						
Other Than Personal Services	\$14,016	\$13,243	\$15,416	\$15,216	\$15,416	\$0
Personal Services	2,220	1,069	760	760	760	0
TOTAL	\$16,236	\$14,312	\$16,176	\$15,976	\$16,176	\$0
Funding						
City Funds			\$9,313	\$9,113	\$9,313	\$0
State			6,864	6,864	6,864	0
TOTAL	\$16,236	\$14,312	\$16,176	\$15,976	\$16,176	\$0
Budgeted Headcount						
Full-Time Positions - Civilian	19	17	26	26	26	0
TOTAL	19	17	26	26	26	0

**The difference of Fiscal 2018 Adopted Budget compared to Fiscal 2019 Preliminary Budget.*

The Fiscal 2019 Preliminary Budget for non-secure detention services is identical to that of the Fiscal 2018 Adopted Budget at \$16.2 million. There are 26 positions within the \$760,000 PS budget, and the OTPS budget is \$15.4 million.

There are serious questions about this program area in Fiscal 2019, however, due to the proposed Close to Home funding cuts in the State Executive Budget. Over \$6.8 million in revenue comes from the State, with a City contribution of \$9.3 million.

Close to Home Performance Measures

Performance Indicators	Actual			Target		4-Month Actual	
	FY15	FY16	FY17	FY18	FY19	FY17	FY18
Admissions to Close to Home placement	258	238	222	*	*	86	60
Number in Close to Home placement	176	151	156	↓	↓	148	143
Youth on youth assault with injury rate, Close to home placement	0.12	0.1	0.13	0.12	0.09	0.09	0.14
Youth on staff assault with injury rate, Close to home placement	0.05	0.07	0.13	0.07	0.05	0.13	0.08
AWOL rate, Close to Home placement	0.4	0.3	0.3	0.4	0.4	0.4	0.3
Non-secure detention - ADP	74.4	64.9	49.6	*	*	55.4	39.2

Consistent with the decline in admission to detention, the number of young people entering Close to Home placement during the first four months of Fiscal 2018 declined 30 percent from 86 to 60 youth. The average number of youth in Close to Home placement fell more modestly, from 148 to 143 youth.

The small decrease in the Close to Home census was driven by a 63 percent decline in releases to aftercare from 73 to 27 youth, as young people are spending more time in residential care while appropriate individualized need driven services are put in place. It is expected that implementation of the Risk/Needs/Responsivity framework will result in youth needs being addressed in a more timely manner and ultimately in decreased lengths of stay.

The absent without leave (AWOL) rate for youth in Close to Home placement fell 25 percent from 0.4 per 100 care days during July through October of Fiscal 2017 to 0.3 in Fiscal 2018. There was also a decline in the rate of youth on staff assault with injury per 100 care days during this period from 0.13 to 0.08. The rate of youth on youth assaults and altercations with injury rose from 0.09 to 0.14. ACS uses specially-trained youth counselors trained to de-escalate situations and engage with young people who have overwhelmingly dealt with primary or secondary trauma on their journey into the juvenile justice system.

Placements

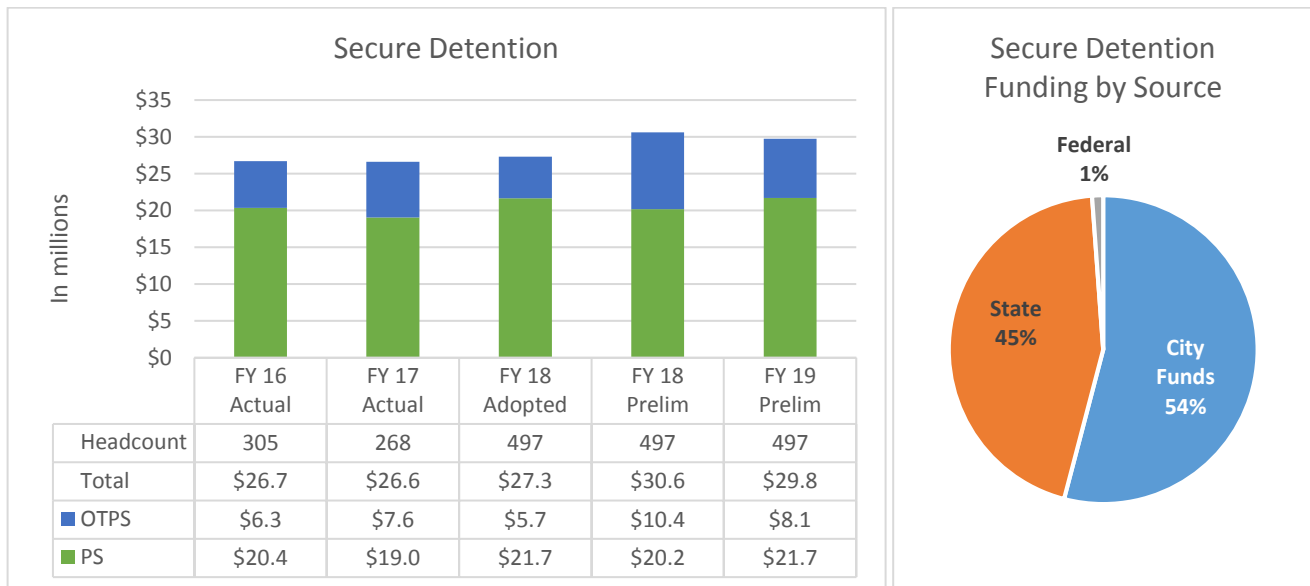
The New York State OCFS provides residential services for adjudicated juvenile delinquents and offenders. The Fiscal 2019 Preliminary Budget for OCFS residential placements includes funding for City youth placed in New York State facilities and totals \$136.7 million, an increase of \$8.1 million when compared to the Fiscal 2018 Adopted Budget of \$128.6 million. This increase is driven by a \$8.1 million "charge back" bill that OCFS sends to the City for placements outside of the five boroughs of New York City. The charge back bill was capped in Fiscal 2018 but increases with the withdrawal of a State waiver that reduced the City's share of costs. As there are no changes in PS spending, a graphical chart is omitted in lieu of the table below.

Placements (Previously OCFS Residential Placements)						
<i>Dollars in Thousands</i>						
	2016	2017	2018	Preliminary Plan		*Difference
	Actual	Actual	Adopted	2018	2019	2018 - 2019
Spending						
Other Than Personal Services	\$117,621	\$121,858	\$119,650	\$119,927	\$127,752	\$8,103
Personal Services	5,720	6,602	8,932	8,932	8,932	0
TOTAL	\$123,341	\$128,460	\$128,582	\$128,859	\$136,684	\$8,103
Funding						
City Funds			\$85,026	\$85,303	\$93,185	\$8,159
Federal-Other			8,815	8,815	8,759	(56)
State			34,740	34,740	34,740	0
TOTAL	\$123,341	\$128,460	\$128,582	\$128,859	\$136,684	\$8,103
Budgeted Headcount						
Full-Time Positions - Civilian	87	99	70	70	70	0
TOTAL	87	99	70	70	70	0

*The difference of Fiscal 2018 Adopted Budget compared to Fiscal 2019 Preliminary Budget.

Secure Detention

ACS’ Department of Youth and Family Justice manages two secure detention facilities: Crossroads in the Brownsville neighborhood of Brooklyn and Horizon in the Mott Haven neighborhood of the Bronx. Secure detention funds support the city-operated secure detention facilities that serve alleged juvenile delinquents and offenders whose cases are pending resolution in Family or Criminal Court.



The Fiscal 2019 Preliminary Budget for secure detention increases by \$2.4 million when compared to the Fiscal 2018 Adopted Budget. OTPS spending increases account for all but \$11,000 of the total increase, which is assigned to the PS budget. However, the additional money actually reflects wage adjustment funds that have been added to the budget but are currently being held in a holding code.

Most notably, the Fiscal 2019 Preliminary Budget includes no additional funds for the programming costs that will be associated with Raise the Age implementation.

Key Issues

- Raise the Age.** On April 10, 2017, the State passed “Raise the Age” legislation into law as part of the State Budget. As a result, the age of juvenile accountability will be raised to 17, effective October 1, 2018, and to 18, effective October 1, 2019. In New York City, justice-involved youth requiring detention will be placed in specialized, state-certified ACS facilities called SSDs (Specialized Secure Detention Facilities), instead of with the Department of Correction. There is no State funding in ACS’ budget for Raise the Age implementation as of the Fiscal 2019 Preliminary Budget. According to ACS, the City will need to show OCFS an operating deficit in order to recoup costs related to Raise the Age. ACS is evaluating existing funding streams and determining what gap may exist. The State Executive Budget proposed \$100 million for Raise the Age implementation statewide, however, the City has estimated the cost for New York City alone at \$200 million. There are already concerns that the City may be unable to meet the October deadline.
- Ella McQueen Facility.** ACS plans to partner with the State to develop an additional facility to act as an intake and reception center for all justice-involved youth requiring detention. The City has received approval from the State to convert the State Office for Children and Family Services (OCFS) reception center, Ella McQueen, for this function. This will have expense and capital implication for ACS’ budget that are not currently reflected in the Fiscal 2019 Preliminary Budget.

More information on the capital changes as a result of Raise the Age may be found on pages 38 to 39 in the Capital Program section below.

Juvenile Detention Performance Measures

Performance Indicators	Actual			Target		4-Month Actual	
	FY15	FY16	FY17	FY18	FY19	FY17	FY18
Total admissions to detention	2,755	2,528	2,126	↓	↓	735	615
Youth admitted to detention with previous admission(s) to detention (%)	63.3%	61%	64%	*	*	NA	NA
Average daily population (ADP), detention	169.9	156.6	119.4	↓	↓	129.2	97.5
Secure detention - ADP	94.7	91.7	69.9	*	*	73.8	58.3
Average length of stay, detention (days)	23	21	23	↓	↓	28	20
Youth on youth assaults and altercations with injury rate (per 100 total ADP), detention	0.3	0.39	0.38	0.35	0.35	0.4	0.29
Youth on staff assault w/injury rate (per 100 total ADP), detention	0.05	0.08	0.11	0.07	0.07	0.09	0.04
Average daily cost per youth per day, detention (\$)	\$1,065	\$1,431	\$1,684	*	*	NA	NA
In-Care Youth who received mental health services (%)	50%	46%	46%	*	*	45%	34%

ACS collects a range of performance indicators related to its secure detention program. The average daily population in juvenile detention declined an additional 24 percent from 129 in the first four months of Fiscal 2017 to 98 during the same period in Fiscal 2018. This reduction was driven by a 16 percent decrease in admissions from 735 to 615 and a 29 percent decrease in the average length of stay from 28 to 20 days.

The rate of youth on youth assaults and altercations with injury in detention decreased during the first four months of Fiscal 2018 from 0.40 to 0.29 per 100 average daily population. The rate of youth on staff assaults with injuries fell from 0.09 to 0.04 per 100 average daily population. There was also a decrease in the child abuse and/or neglect allegation rate from 0.13 per 100 average daily

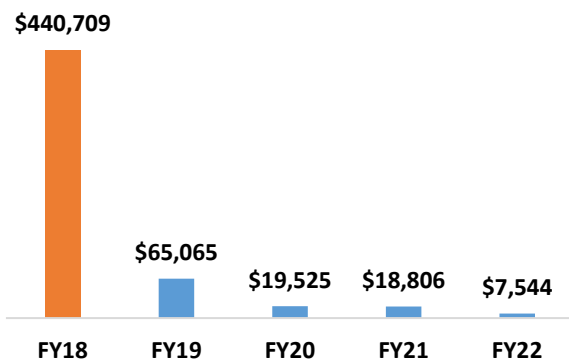
population in the first four months of Fiscal 2017 to 0.12 during the same period in Fiscal 2018. ACS believes that improvements in programming and decreases in idle-time have driven these improvements. Additionally, the abscond rate from non-secure detention fell substantially from 0.15 to 0.02 during this period. Re-training for staff on escort techniques was responsible for this improvement.

As a result of large increases in scheduled searches the weapon and illegal substance recovery rates in detention increased during the first four months of Fiscal 2018. The weapon recovery rate increased from 0.06 per 100 average daily population in Fiscal 2017 to 0.14 in Fiscal 2018 (representing an increase from nine to 17 weapon recoveries), and the illegal substance recovery rose from 0.06 to 0.09 per 100 average daily population (representing an increase from nine to 11 illegal substance recoveries). The number of in-care youth who received mental health services declined from 45 percent to 34 percent from the first four months of Fiscal 2017 to the same period in Fiscal 2018.

Capital Program

Fiscal 2019 Preliminary Capital Budget and Commitment Plan for Fiscal 2018-2022

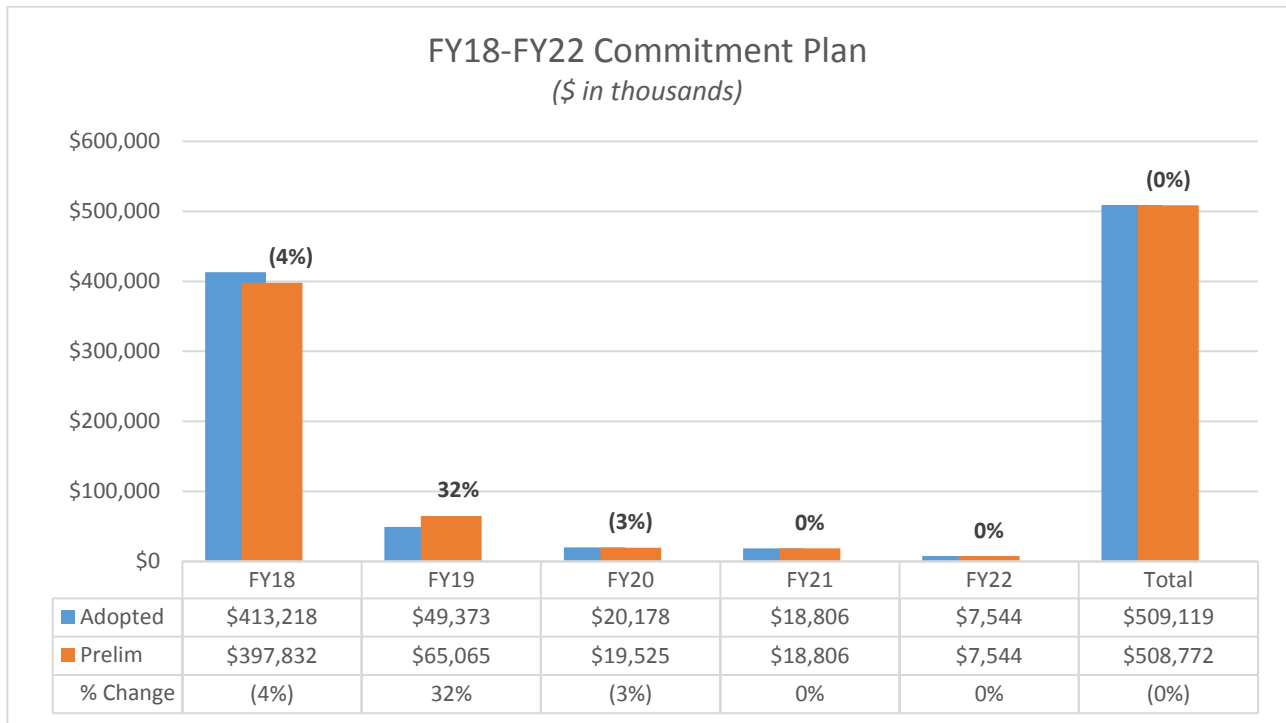
ACS Fiscal 2018 Available Appropriations and FY19-FY22 Capital Budget



The Administration for Children’s Services’ Fiscal 2019 Preliminary Capital Budget includes \$110.9 million in Fiscal 2019-2022, with \$65.1 million in FY19.² This represents less than one percent of the City’s total \$45.9 billion Capital Budget for 2019-2022. Available appropriations for Fiscal 2018 total \$440.7 million. This includes \$145.6 million in reauthorized prior appropriations and \$322.8 million in authorized appropriations, less actual commitments of \$27.7 million in the current fiscal year.

ACS’ Preliminary Commitment Plan includes \$508.8 million in Fiscal 2018-2022. This represents almost one percent of the City’s total \$79.6 billion Preliminary Commitment Plan. The Department’s Capital Budget is significantly less the Capital Commitment Plan because it does not include the current appropriations for Fiscal 2018, or the amount of funding that may be reappropriated or rolled into the Fiscal 2019 Executive and Adopted Budget. The following section will provide an overview of the Capital Budget and Commitment Plan for the Administration for Children’s Services.

² The Capital Budget provides the required appropriations for Fiscal 2019 and planned appropriations for the subsequent three-year capital program. Appropriations represent the legal authority to spend capital dollars and are what the Council votes on at budget adoption.



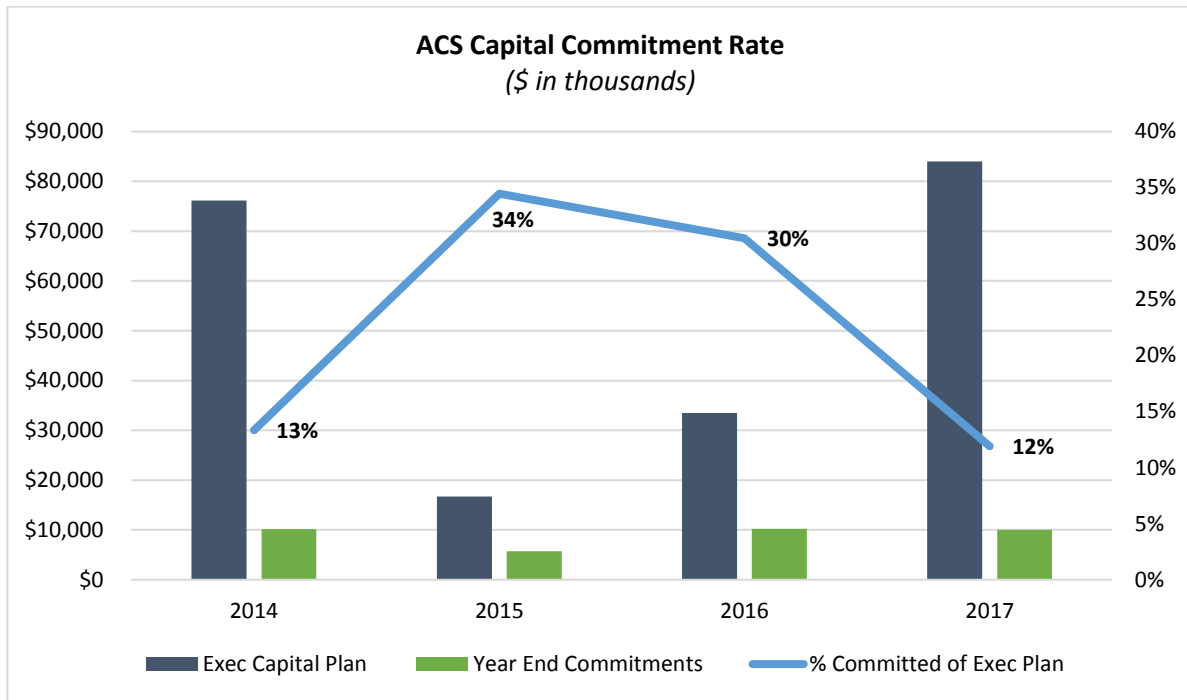
The Preliminary Capital Plan for ACS for Fiscal 2018-2022 is slightly less than the previous Adopted Capital Plan, which totaled \$509.1 million over five years, a difference of \$347,000. Because most capital projects span multiple fiscal years, it is common practice for an agency to roll unspent capital funds into future fiscal years. As the graph above indicates, ACS has rolled prior commitments into the outyears.

The total available appropriations for Fiscal 2018 are \$440.7 million against planned commitments totaling \$397.8 million. This excess balance of \$42.9 million in appropriations gives the Administration flexibility within the capital plan. However, as the commitment of appropriations are legally bound to their budget line descriptions this flexibility is more limited than it appears from this variance alone.

The Commitment Plan typically frontloads planned commitments for capital projects in the first year or two of the plan, and agencies rarely meet these targets. ACS’ Commitment Plan shows 78 percent of all commitments in the first year. Its history of commitments is shown below. Given this performance history, it is likely that ACS will end this year with unmet commitment targets and significant appropriations available to be rolled into Fiscal 2019 and in the outyears.

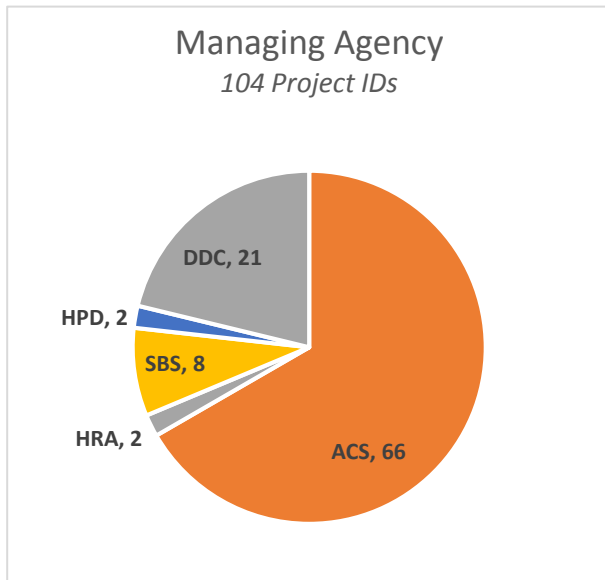
The chart below displays ACS’ capital commitment plan as of the Fiscal 2014-2017 Executive Budget and the actual commitments in the corresponding fiscal year. The chart also shows the capital commitment rate: the percentage of the capital plan committed per fiscal year.³

³ Note planned commitments are higher than the agency’s “target commitments.” Target commitments are a management tool used by OMB; they are “the actual aggregate levels that the managing agencies are expected to commit and against which their performance will be measured at the end of the fiscal year,” and are not broken out between City and non-City funds.



ACS’ Capital Commitment rate has varied greatly between Fiscal 2014 and Fiscal 2017. In Fiscal 2014, the Executive Capital Plan was much greater than the year end commitments, reflected in a commitment rate of only 13 percent. In Fiscal 2015, the commitment rate more than doubled to 34 percent, as the agency reduced its planned commitments and was able to get closer its goal. It should be noted, however, that the actual dollar amount of commitments declined over this period, from \$10.2 million in Fiscal 2014 to \$5.8 million in Fiscal 2015. In Fiscal 2016, the commitment rate declined to 30 percent as actual dollar commitments increased to \$10.2 million, then dropped to 12 percent in Fiscal 2017 with actual dollar commitments of \$10 million.

The Administration for Children’s Services Commitment Plan includes 33 budget lines and 104 project IDs. The Administration supports a majority of capital projects as measured by project ID. The Administration supports 55 projects, while the City Council and the Borough Presidents support 33 and 16, respectively. To enhance accountability and oversight, the agency tends to divide out different projects with the same budget line, for example separating citywide equipment purchases into individual acquisitions. However, often the same project title is mirrored across a number of budget lines, making it less clear at a glance what the intended deliverable of a capital project is. This is an area where greater consistency in ACS’ capital budget reporting methodology would lead to greater oversight and transparency.



ACS manages the largest share of projects, about two-thirds, with the Department of Design and Construction (DDC) at 20 percent. DDC is managing the construction process at both Crossroads and Horizon, although the project line ID for the \$170 million in renovations at Horizon is still categorized within ACS’ management purview. The smallest agencies involved in managing ACS capital projects are the Department of Small Business Services (SBS) with eight projects, Housing Preservation and Development (HPD) with two projects, and Human Resources Administration (HRA) with two projects.

2019 Preliminary Capital Commitment Plan Highlights

ACS’ capital budget primarily supports telecommunications and equipment purchases and improvements, as well as the repair and maintenance of child care facilities. Notably, some of ACS’ most costly projects make improvements and renovations to juvenile justice facilities and equipment, in preparation for the first critical steps of implementation of Raise the Age in October 2018. The agency is currently using significant capital resources to make necessary technology improvements. Improving and maintaining property enables ACS and its providers to deliver high-quality services to the children and families of New York City.

- Juvenile Justice Facilities and Raise the Age.** A key component for New York City’s implementation of Raise the Age is that no youth under 18 will be held at Rikers as of October 1, 2018. ACS’ largest capital projects revolve around the renovation of Crossroads Juvenile Center, located in Brooklyn, and Horizon Juvenile Center, located in the Bronx, to maximize the existing facilities’ operational capacity, and enhance space for programming, recreation and education. The City has already started \$55 million of planned renovations to the two facilities. There is \$300 million in the Plan for both facilities: \$170 million for the rehabilitation of Horizon and \$128.7 million for Crossroads. The Plan schedules commitments of an additional \$30.3 million for generic upgrades to security functions and facilities. In addition, ACS is working with the State to develop an additional facility to act as an intake and reception center for all justice-involved youth requiring detention at the Ella McQueen facility in the Bedford-Stuyvesant section of Brooklyn. Together, these capital investments aim to improve juvenile justice facilities and prepare New York City to meet the requirements of Raise the Age implementation. ACS has confirmed that the Department of Design and Construction (DDC) will provide further information on the rate of spending in Fiscal 2018, starting with the Fiscal 2019 Preliminary Budget. ACS expects to “Make Ready” the facilities by October 1, 2018, with outyears showing costs associated with additional programs. For more on Raise the Age, please refer to pages 33 and 34 of this report.
- Child Care Purchases and Renovations.** ACS paid \$263,000 for the purchase of 1157 Dumont Avenue in Brooklyn, and \$5.5 million for the purchase of 2505 Pitkin Avenue in Brooklyn. The reduction of a total of \$5.7 million for the renovation of city-leased child care sites over the total Plan period was connected to the purchases. ACS reports that the agency draws down

from its total capital commitments for the renovation of city-leased child care sites on an as-needed basis, contingent on when additional purchases or renovations can be made. The funding is being used to renovate nine long-term leased child care sites. ACS is not currently negotiating other child care site purchases.

- **Workforce Institute Construction and Outfitting.** The Plan maintains \$25.2 million in funding over Fiscal 2018 and Fiscal 2019 for the ongoing construction and outfitting project at the ACS Workforce Institute Union Hall. This project aims to improve the Workforce Institute's physical plant and enhance capacity, thereby improving training for ACS' diverse workforce. ACS reports that it is negotiating with Department for Citywide Administrative Services (DCAS) on a lease amendment, so the Fiscal 2019 Executive Plan may show a roll over into Fiscal 2020.
- **Council Discretionary Projects.** The Plan includes planned commitments totaling \$16.6 million for 33 Council-funded capital projects. This includes:
 - \$2.7 million for renovations to the Guild for Exceptional Children's main and residence building;
 - \$1 million for property acquisition for the expansion of services to formerly incarcerated women with children through Hour Children;
 - \$960,000 for the renovation of Milbank Pool through The Children's Aid Society;
 - \$203,000 for a public safety and medical dispatch vehicle to aid runners through New York Road Runners; and
 - \$42,000 for the initial outfitting of the Harlem building through The Children's Village.

Appendices

A. Budget Actions in the November and the Preliminary Plans

<i>Dollars in Thousands</i>	Fiscal 2018			Fiscal 2019		
	City	Non-City	Total	City	Non-City	Total
ACS Budget as of the Fiscal 2018 Adopted Budget	\$1,023,440	\$2,105,903	\$3,129,343	\$788,748	\$1,768,667	\$2,557,415
New Needs						
None						
Subtotal, New Needs	\$0	\$0	\$0	\$0	\$0	\$0
Other Adjustments						
Budget Modifications		\$1,630	\$1,630			\$0
City Service Corps (ACS)	(138)		(138)			
Crossroads Supplemental Funding		3,523	3,523			
CWE Child Care		3,829	3,829			
Foster Care College Stipend (Non-CUNY)		1,700	1,700	1,700	1,700	1,700
Grants		622	622	130	130	130
Homemaking Intra City Transfer from HRA		6,074	6,074	6,074	6,074	6,074
Indirect Rates Modification		2,528	2,528	5,055	5,055	5,055
Member Item Reallocation	465		465			
Nurse Family Partnership	872		872			
Supervision and Treatment Services for Juveniles Funding and Rollover	2,490	4,063	6,553			
Transfer of Cure Violence Funding	(150)		(150)			
Workforce Institute		796	796			
Subtotal, Other Adjustments	\$3,539	\$24,765	\$28,304	\$0	\$12,959	\$12,959
TOTAL, All Changes	\$3,539	\$24,765	\$28,304	\$0	\$12,959	\$12,959
ACS Budget as of the Fiscal 2019 Preliminary Budget	\$1,026,980	\$2,130,668	\$3,157,648	\$788,748	\$1,781,626	\$2,570,374

B. ACS Contract Budget

ACS Fiscal 2018 Preliminary Contract Budget				
<i>Dollars in Thousands</i>				
Category	Fiscal 2018 Adopted	Number of Contracts	Fiscal 2019 Preliminary	Number of Contracts
Child Welfare Services	\$344,902	342	\$359,921	341
Childrens Charitable Institution	463,747	70	469,968	70
Cleaning Services	1,664	12	1,664	12
Contractual Services - General	104,994	63	100,139	62
Data Processing Equipment Maintenance	1,689	3	1,593	3
Day Care of Children	863,738	681	494,093	12
Head Start	164,493	89	0	0
Homemaking Services	21,201	9	27,275	9
Maintenance and Operation of Infrastructure	10	1	10	1
Maintenance and Repairs - General	3,500	18	2,863	17
Office Equipment Maintenance	6	1	6	1
Printing Contracts	210	3	210	3
Prof. Services - Accounting Services	289	1	0	0
Prof. Services - Computer Services	3,198	20	3,198	20
Prof. Services - Legal Services	131	4	131	4
Prof. Services - Other	228	2	228	2
Security Services	2,747	7	2,747	7
Telecommunications Maintenance	111	2	111	2
Temporary Services	508	2	508	2
Training Program for City Employees	34	2	34	2
TOTAL	\$1,977,400	1332	\$1,464,699	570

C. Federal and State Revenue

ACS Federal Revenue Overview				
<i>Dollars in Thousands</i>				
Federal Revenue Sources	2018	Preliminary Plan		*Difference
	Adopted	2018	2019	2018 - 2019
Admin. For Child, Youth, Fam Abuse & Neglct Act	\$114	\$114	\$114	
Adoption Assistance	111,630	111,630	111,630	
Adoption Assistance - Administration	2,092	2,092	2,092	
Child And Adult Care Food Program	100	100	100	
Child Care & Development Block Grant	485,902	485,902	360,902	(125,000)
Child Support Administration	62	62	62	
ComALERT GER/LIKE Skills Empowerment	34	34	0	(34)
Community Development Block Grants	2,963	2,963	0	(2,963)
Emergency Income Maintance Adm	2,856	2,856	2,856	
Emergency Planning For Juvenile Justice	75	75	19	(56)
Enhance Safety Of Children	62	62	62	
Enhanced Family Conferencing	163	553	130	(32)
Food Stamp Employ. & Training	11,500	11,500	11,500	
Foster Care Title IV-E	171,943	175,510	175,645	3,702
Foster Care Title IV-E Preventive Svcs	22,516	22,516	22,516	
Head Start Grant	131,623	131,623	0	(131,623)
Independent Living	7,591	7,591	7,591	
Medical Assistance Program	5,404	5,404	5,404	
Promoting Safe And Stable Families	22,072	22,072	22,072	
School Lunch- Prisons	344	344	344	
Soc Serv Blk Grant Title XX Child Welfare	115,242	115,242	115,242	
Soc Serv Block Grant Title XX Other	23,050	23,050	23,050	
TANF- Emergency Assistance	16,867	16,867	16,867	
TANF-EAF Set Aside For Child Welfare	79,085	79,085	79,085	
Temp. Asst Needy Family 100% Fed	0	3,379	0	
Title IV-E - Protective Services	13,427	13,427	13,427	
Title IV-E - Foster Care Administration	55,060	55,060	54,782	(278)
TOTAL	\$1,281,776	\$1,289,112	\$1,025,491	(256,285)

**The difference of Fiscal 2018 Adopted Budget compared to Fiscal 2019 Preliminary Budget.*

ACS State Revenue Overview				
<i>Dollars in Thousands</i>				
State Revenue Sources	2018	Preliminary Plan		*Difference
	Adopted	2018	2019	2018 - 2019
Adoption	\$95,963	\$95,963	\$95,963	
Child Care Facilitated Enrollment	0	450	0	
Child Support Administration	16	16	16	
Foster Care Block Grant	190,940	190,940	190,940	
JD- PINS Remands	2,301	2,301	2,301	
Juvenile Offenders Detention	30,468	30,468	30,468	
Local Government Records Management	0	75	0	
Medicaid-health & Medical Care	227	227	227	
Medical Assistance Administrat	4,349	4,349	4,349	
Non-secure Detention Services	2,652	2,652	2,652	
NY/NY III Housing Support	2,166	2,166	2,166	
Safe Harbor for Exploited Children	440	440	440	
Safety Net	60	60	60	
Secure Detention Services	27,040	30,562	27,040	
State Capital Reimbursement	0	0	0	
State Child Welfare Services	390,904	393,991	393,096	2,192
Supervision & Treatment Services	0	4,063	0	
TOTAL	\$747,526	\$758,723	\$749,718	\$2,192

*The difference of Fiscal 2018 Adopted Budget compared to Fiscal 2019 Preliminary Budget.

D. Program Areas

Adoption Services

<i>Dollars in Thousands</i>	2016	2017	2018	Preliminary Plan		*Difference
	Actual	Actual	Adopted	2018	2019	2018 - 2019
Spending						
Personal Services						
Additional Gross Pay	\$90	\$84	\$251	\$251	\$251	\$0
Additional Gross Pay - Labor Reserve	2	0	0	0	0	0
Full-Time Salaried - Civilian	2,020	2,132	1,456	1,456	1,456	0
Overtime - Civilian	19	88	183	183	183	0
Unsalaries	3	0	37	37	37	0
Subtotal	\$2,133	\$2,304	\$1,927	\$1,927	\$1,927	\$0
Other Than Personal Services						
Contractual Services - Social Services	\$0	\$5,602	\$1,173	\$1,173	\$1,173	\$0
Other Services & Charges	0	0	22	22	22	0
Social Services	252,282	247,590	270,420	270,420	270,420	0
Subtotal	\$252,282	\$253,192	\$271,615	\$271,615	\$271,615	\$0
TOTAL	\$254,415	\$255,496	\$273,542	\$273,542	\$273,542	\$0
Funding						
City Funds			\$61,890	\$61,890	\$61,890	\$0
Federal - Other			113,971	113,971	113,971	0
State			97,682	97,682	97,682	0
TOTAL	\$254,415	\$255,496	\$273,542	\$273,542	\$273,542	\$0
Budgeted Headcount						
Full-Time Positions - Civilian	33	38	26	26	26	0
TOTAL	34	38	26	26	26	0

*The difference of Fiscal 2018 Adopted Budget compared to Fiscal 2019 Preliminary Budget.

Alternatives to Detention

<i>Dollars in Thousands</i>	2016	2017	2018	Preliminary Plan		*Difference
	Actual	Actual	Adopted	2018	2019	2018 - 2019
Spending						
Other Than Personal Services						
Contractual Services	\$1,552	\$1,490	\$1,065	\$937	\$1,041	(\$23)
Contractual Services - Social Services	1,000	1,000	0	752	0	0
Other Services & Charges	3,938	4,145	450	6,552	0	(450)
Social Services	1,067	339	0	271	0	0
TOTAL	\$7,557	\$6,974	\$1,515	\$8,513	\$1,041	(\$473)
Funding						
City Funds			\$599	\$3,068	\$159	(\$439)
Federal - Other			34	34	0	(34)
State			882	5,411	882	0
TOTAL	\$7,557	\$6,974	\$1,515	\$8,513	\$1,041	(\$473)

*The difference of Fiscal 2018 Adopted Budget compared to Fiscal 2019 Preliminary Budget.

Child Care Services

<i>Dollars in Thousands</i>	2016	2017	2018	Preliminary Plan		*Difference
	Actual	Actual	Adopted	2018	2019	2018 - 2019
Spending						
Personal Services						
Additional Gross Pay	\$903	\$769	\$678	\$678	\$678	\$0
Additional Gross Pay - Labor Reserve	37	0	0	0	0	0
Amounts to be Scheduled	0	0	11	11	11	0
Fringe Benefits	1	0	0	0	0	0
Full-Time Salaried - Civilian	15,679	15,327	20,347	20,317	14,462	(5,886)
Overtime - Civilian	167	668	391	391	391	0
Unsalaries	11	9	11	11	11	0
Subtotal	\$16,798	\$16,773	\$21,438	\$21,408	\$15,553	(\$5,886)
Other Than Personal Services						
Contractual Services	\$20	\$5,036	\$3,901	\$3,901	\$0	(\$3,901)
Contractual Services - Social Services	827,911	832,198	863,738	861,026	494,093	(369,645)
Fixed & Misc. Charges	511	-	4,347	3,482	400	(3,947)
Other Services & Charges	42,532	50,294	60,662	61,729	10,300	(50,362)
Social Services	14,831	14,862	14,938	14,938	14,933	(5)
Supplies & Materials	52	52	52	52	-	(52)
Subtotal	\$885,857	\$902,441	\$947,638	\$945,128	\$519,726	(\$427,912)
TOTAL	\$902,654	\$919,215	\$969,076	\$966,536	\$535,279	(\$433,797)
Funding						
City Funds			\$406,016	\$399,624	\$150,966	(\$255,050)
Federal - Community Development			2,963	2,963	0	(2,963)
Federal - Other			494,429	497,808	365,670	(128,759)
Intra City			38,909	38,909	0	(38,909)
Other Categorical			0	23	0	0
State			26,759	27,209	18,643	(8,116)
TOTAL	\$902,654	\$919,215	\$969,076	\$966,536	\$535,279	(\$433,797)
Budgeted Headcount						
Full-Time Positions - Civilian	257	240	346	347	275	(71)
TOTAL	257	240	346	347	275	(71)

*The difference of Fiscal 2018 Adopted Budget compared to Fiscal 2019 Preliminary Budget.

Child Welfare Support

<i>Dollars in Thousands</i>	2016	2017	2018	Preliminary Plan		*Difference
	Actual	Actual	Adopted	2018	2019	2018 - 2019
Spending						
Personal Services						
Additional Gross Pay	\$2,697	\$2,466	\$1,406	\$1,406	\$1,406	\$0
Additional Gross Pay - Labor Reserve	91	0	0	0	0	0
Full-Time Salaried - Civilian	50,232	57,149	51,171	51,171	51,171	0
Overtime - Civilian	104	323	1,088	1,088	1,088	0
Unsalariated	55	221	233	233	233	0
TOTAL	\$53,178	\$60,159	\$53,899	\$53,899	\$53,899	\$0
Funding						
City Funds			\$10,817	\$10,817	\$10,817	\$0
Federal - Other			25,555	25,555	25,555	0
State			17,526	17,526	17,526	0
TOTAL	\$53,178	\$60,159	\$53,899	\$53,899	\$53,899	\$0
Budgeted Headcount						
Full-Time Positions - Civilian	765	825	781	781	781	0
TOTAL	765	825	781	781	781	0

**The difference of Fiscal 2018 Adopted Budget compared to Fiscal 2019 Preliminary Budget.*

Department of Education Residential Care

<i>Dollars in Thousands</i>	2016	2017	2018	Preliminary Plan		*Difference
	Actual	Actual	Adopted	2018	2019	2018 - 2019
Spending						
Other Than Personal Services						
Social Services	\$106,687	\$102,000	\$96,201	\$96,201	\$96,201	\$0
TOTAL	\$106,687	\$102,000	\$96,201	\$96,201	\$96,201	\$0
Funding						
City Funds			\$96,201	\$96,201	\$96,201	\$0
TOTAL	\$106,687	\$102,000	\$96,201	\$96,201	\$96,201	\$0

**The difference of Fiscal 2018 Adopted Budget compared to Fiscal 2019 Preliminary Budget.*

Foster Care Services

<i>Dollars in Thousands</i>	2016	2017	2018	Preliminary Plan		*Difference
	Actual	Actual	Adopted	2018	2019	2018 - 2019
Spending						
Other Than Personal Services						
Contractual Services - Social Services	\$464,653	\$457,009	\$473,633	\$475,117	\$479,744	\$6,111
Other Services & Charges	174	1,836	8,558	11,560	17,758	9,200
Social Services	53,042	54,737	58,914	58,999	58,914	-
TOTAL	\$517,870	\$513,582	\$541,105	\$545,675	\$556,416	\$15,311
City Funds			\$199,808	\$199,884	\$206,880	\$7,072
Federal - Other			172,277	174,439	177,543	5,266
State			169,020	171,352	171,993	2,973
TOTAL	\$517,870	\$513,582	\$541,105	\$545,675	\$556,416	\$15,311

**The difference of Fiscal 2018 Adopted Budget compared to Fiscal 2019 Preliminary Budget.*

Foster Care Support

<i>Dollars in Thousands</i>	2016	2017	2018	Preliminary Plan		*Difference
	Actual	Actual	Adopted	2018	2019	2018 - 2019
Spending						
Personal Services						
Additional Gross Pay	\$1,393	\$1,403	\$2,184	\$2,184	\$2,184	\$0
Additional Gross Pay - Labor Reserve	18	1	0	0	0	0
Fringe Benefits	0	0	0	0	0	0
Full-Time Salaried - Civilian	29,050	33,380	45,004	42,654	46,426	1,422
Overtime - Civilian	1,253	2,908	878	878	878	0
P.S. Other	28	27	0	0	0	0
Unsalariated	1,464	456	2,211	2,211	2,211	0
TOTAL	\$33,206	\$38,174	\$50,278	\$47,928	\$51,700	\$1,422
Funding						
City Funds			\$12,372	\$11,785	\$12,946	\$574
Federal - Other			21,839	20,691	22,087	248
State			16,067	15,451	16,667	600
TOTAL	\$33,206	\$38,174	\$50,278	\$47,928	\$51,700	\$1,422
Budgeted Headcount						
Full-Time Positions - Civilian	470	535	712	712	712	0
TOTAL	470	535	712	712	712	0
<i>*The difference of Fiscal 2018 Adopted Budget compared to Fiscal 2019 Preliminary Budget.</i>						

General Administration

<i>Dollars in Thousands</i>	2016	2017	2018	Preliminary Plan		*Difference
	Actual	Actual	Adopted	2018	2019	2018 - 2019
Spending						
Personal Services						
Additional Gross Pay	\$3,380	\$2,504	\$1,889	\$1,889	\$1,889	\$0
Additional Gross Pay - Labor Reserve	249	6	0	0	0	0
Amounts to be Scheduled	0	0	30	30	30	0
Fringe Benefits	62	93	0	0	0	0
Full-Time Salaried - Civilian	57,182	64,198	63,955	64,090	61,264	(2,691)
Overtime - Civilian	3,803	4,965	1,425	1,425	1,425	0
P.S. Other	(71)	(75)	0	0	0	0
Unsalariated	462	829	238	238	238	0
Subtotal	\$65,067	\$72,520	\$67,536	\$67,671	\$64,845	(\$2,691)
Other Than Personal Services						
Contractual Services	\$10,501	\$12,172	\$11,043	\$14,291	\$10,809	(\$234)
Contractual Services - Professional Services	3,403	2,034	3,433	2,909	3,433	0
Contractual Services - Social Services	3,792	8,271	0	-	0	0
Fixed & Misc. Charges	105	503	161	81	81	(80)
Other Services & Charges	56,503	59,504	59,601	59,982	59,465	(136)
Property & Equipment	4,169	2,750	855	1,017	824	(31)
Supplies & Materials	1,962	1,977	2,439	2,392	2,436	(3)
Subtotal	\$80,435	\$87,211	\$77,533	\$80,672	\$77,048	(\$485)
TOTAL	\$145,503	\$159,732	\$145,069	\$148,343	\$141,892	(\$3,176)
Funding						
City Funds			\$21,437	\$22,265	\$20,649	(\$788)
Federal - Other			73,439	74,871	72,836	(604)
Other Categorical			0	135	0	0
State			50,192	51,072	48,408	(1,784)
TOTAL	\$145,503	\$159,732	\$145,069	\$148,343	\$141,892	(\$3,176)
Budgeted Headcount						
Full-Time Positions - Civilian	870	917	767	768	718	(49)
TOTAL	870	917	767	768	718	(49)
<i>*The difference of Fiscal 2018 Adopted Budget compared to Fiscal 2019 Preliminary Budget.</i>						

Head Start

<i>Dollars in Thousands</i>	2016	2017	2018	Preliminary Plan		*Difference
	Actual	Actual	Adopted	2018	2019	2018 - 2019
Spending						
Personal Services						
Additional Gross Pay	\$10	\$37	\$0	\$0	\$0	\$0
Full-Time Salaried - Civilian	432	1,652	4,593	4,593	1,949	(2,644)
Overtime - Civilian	58	53	0	0	0	0
Subtotal	\$500	\$1,742	\$4,593	\$4,593	\$1,949	(\$2,644)
Other Than Personal Services						
Contractual Services	\$3,092	\$3,523	\$1,088	\$3,024	\$0	(\$1,088)
Contractual Services - Professional Services	0	310	289	582	0	(289)
Contractual Services - Social Services	152,591	160,175	164,493	168,379	0	(164,493)
Fixed & Misc. Charges	3	-	0	0	0	0
Other Services & Charges	7,204	7,672	1,679	801	0	(1,679)
Supplies & Materials	354	488	394	694	0	(394)
Subtotal	\$163,244	\$172,168	\$167,942	\$173,481	\$0	(\$167,942)
TOTAL	\$163,745	\$173,910	\$172,535	\$178,073	\$1,949	(\$170,586)
Funding						
City Funds			\$4,912	\$10,451	\$1,703	(\$3,209)
Federal - Other			128,623	128,623	0	(128,623)
Intra City			37,351	37,351	0	(37,351)
State			1,649	1,649	245	(1,404)
TOTAL	\$163,745	\$173,910	\$172,535	\$178,073	\$1,949	(\$170,586)
Budgeted Headcount						
Full-Time Positions - Civilian	12	29	59	59	12	(47)
TOTAL	12	29	59	59	12	(47)

Juvenile Justice Support

<i>Dollars in Thousands</i>	2016	2017	2018	Preliminary Plan		*Difference
	Actual	Actual	Adopted	2018	2019	2018 - 2019
Spending						
Personal Services						
Additional Gross Pay	\$383	\$336	\$0	\$0	\$0	\$0
Fringe Benefits	6	6	0	0	0	0
Full-Time Salaried - Civilian	3,037	2,868	3,182	3,182	3,182	0
Overtime - Civilian	1,265	1,228	568	568	568	0
Subtotal	\$4,690	\$4,437	\$3,750	\$3,750	\$3,750	\$0
Other Than Personal Services						
Contractual Services	\$5,530	\$5,584	\$7,816	\$7,816	\$7,816	\$0
Fixed & Misc. Charges	0	322	0	450	0	0
Other Services & Charges	1,593	2,134	661	161	161	(500)
Property & Equipment	1	72	39	114	39	0
Supplies & Materials	287	150	255	196	255	0
Subtotal	\$7,411	\$8,262	\$8,771	\$8,737	\$8,271	(\$500)
TOTAL	\$12,101	\$12,699	\$12,521	\$12,487	\$12,021	(\$500)
Funding						
City Funds			\$7,454	\$7,419	\$6,954	(\$500)
State			5,068	5,068	5,068	0
TOTAL	\$12,101	\$12,699	\$12,521	\$12,487	\$12,021	(\$500)
Budgeted Headcount						
Full-Time Positions - Civilian	65	59	69	69	69	0
TOTAL	65	59	69	69	69	0
<i>*The difference of Fiscal 2018 Adopted Budget compared to Fiscal 2019 Preliminary Budget.</i>						

Non-Secure Detention

<i>Dollars in Thousands</i>	2016	2017	2018	Preliminary Plan		*Difference
	Actual	Actual	Adopted	2018	2019	2018 - 2019
Spending						
Personal Services						
Additional Gross Pay	\$94	\$19	\$0	\$0	\$0	\$0
Additional Gross Pay - Labor Reserve	2	0	0	0	0	0
Full-Time Salaried - Civilian	1,594	949	533	533	533	0
Overtime - Civilian	530	101	228	228	228	0
Subtotal	\$2,220	\$1,069	\$760	\$760	\$760	\$0
Other Than Personal Services						
Contractual Services	\$13,818	\$12,927	\$15,329	\$15,165	\$15,329	\$0
Contractual Services - Professional Services	13	1	1	1	1	0
Other Services & Charges	1	260	-	-	0	0
Supplies & Materials	184	55	85	50	85	0
Subtotal	\$14,016	\$13,243	\$15,416	\$15,216	\$15,416	\$0
TOTAL	\$16,236	\$14,312	\$16,176	\$15,976	\$16,176	\$0
Funding						
City Funds			\$9,313	\$9,113	\$9,313	\$0
State			6,864	6,864	6,864	0
TOTAL	\$16,236	\$14,312	\$16,176	\$15,976	\$16,176	\$0
Budgeted Headcount						
Full-Time Positions - Civilian	19	17	26	26	26	0
TOTAL	19	17	26	26	26	0

**The difference of Fiscal 2018 Adopted Budget compared to Fiscal 2019 Preliminary Budget.*

Placements

<i>Dollars in Thousands</i>	2016	2017	2018	Preliminary Plan		*Difference
	Actual	Actual	Adopted	2018	2019	2018 - 2019
Spending						
Personal Services						
Additional Gross Pay	\$99	\$75	\$0	\$0	\$0	\$0
Additional Gross Pay - Labor Reserve	10	0	0	0	0	0
Full-Time Salaried - Civilian	5,511	6,439	8,882	8,882	8,882	0
Overtime - Civilian	66	88	50	50	50	0
Unsalaries	33	0	0	0	0	0
Subtotal	\$5,720	\$6,602	\$8,932	\$8,932	\$8,932	\$0
Other Than Personal Services						
Contractual Services	\$75,897	\$74,381	\$73,260	\$72,757	\$73,204	(\$56)
Contractual Services - Professional Services	0	0	0	600	0	0
Fixed & Misc. Charges	0	138	0	0	0	0
Other Services & Charges	2,793	5,415	3,371	1,495	3,371	0
Payments to OCFS	37,458	40,768	43,002	43,002	51,161	8,159
Property & Equipment	-	100	-	80	0	0
Social Services	1,467	1,056	17	1,893	17	0
Supplies & Materials	6	0	0	100	0	0
Subtotal	\$117,621	\$121,858	\$119,650	\$119,927	\$127,752	\$8,103
TOTAL	\$123,341	\$128,460	\$128,582	\$128,859	\$136,684	\$8,103
Funding						
City Funds			\$85,026	\$85,303	\$93,185	\$8,159
Federal - Other			8,815	8,815	8,759	(56)
State			34,740	34,740	34,740	0
TOTAL	\$123,341	\$128,460	\$128,582	\$128,859	\$136,684	\$8,103
Budgeted Headcount						
Full-Time Positions - Civilian	87	99	70	70	70	0
TOTAL	87	99	70	70	70	0

*The difference of Fiscal 2018 Adopted Budget compared to Fiscal 2019 Preliminary Budget.

Preventive Homemaking Services

<i>Dollars in Thousands</i>	2016	2017	2018	Preliminary Plan		*Difference
	Actual	Actual	Adopted	2018	2019	2018 - 2019
Spending						
Other Than Personal Services						
Contractual Services - Social Services	\$23,000	\$22,947	\$20,639	\$26,713	\$26,713	\$6,074
TOTAL	\$23,000	\$22,947	\$20,639	\$26,713	\$26,713	\$6,074
Funding						
City Funds			\$2,684	\$2,684	\$2,684	\$0
Federal - Other			17,066	17,066	17,066	0
Intra City			0	6,074	6,074	6,074
State			888	888	888	0
TOTAL	\$23,000	\$22,947	\$20,639	\$26,713	\$26,713	\$6,074

*The difference of Fiscal 2018 Adopted Budget compared to Fiscal 2019 Preliminary Budget.

Preventive Services

<i>Dollars in Thousands</i>	2016	2017	2018	Preliminary Plan		*Difference
	Actual	Actual	Adopted	2018	2019	2018 - 2019
Spending						
Personal Services						
Additional Gross Pay	\$311	\$252	\$568	\$568	\$568	\$0
Additional Gross Pay - Labor Reserve	8	0	0	0	0	0
Full-Time Salaried - Civilian	12,780	14,466	13,278	13,278	13,278	0
Overtime - Civilian	35	183	140	140	140	0
Unsalariated	1	0	0	0	0	0
Subtotal	\$13,135	\$14,901	\$13,986	\$13,986	\$13,986	\$0
Other Than Personal Services						
Contractual Services	\$145	\$118	\$440	\$153	\$153	(\$287)
Contractual Services - Social Services	198,045	207,983	273,785	273,769	291,759	17,974
Fixed & Misc. Charges	-	110	-	77	0	0
Fixed & Misc. Charges - Section 8	1,221	3,100	3,300	3,300	3,300	0
Other Services & Charges	2,265	2,732	840	1127	1127	287
Social Services	20,132	19,118	20334	20334	20334	0
Subtotal	\$221,809	\$233,162	\$298,700	\$298,761	\$316,674	\$17,974
TOTAL	\$234,944	\$248,063	\$312,685	\$312,746	\$330,660	\$17,974
Funding						
City Funds			\$45,265	\$45,829	\$51,723	\$6,458
Federal - Other			96,479	96,479	96,479	0
Intra City			343	343	343	0
State			170,599	170,096	182,115	11,516
TOTAL	\$234,944	\$248,063	\$312,685	\$312,746	\$330,660	\$17,974
Budgeted Headcount						
Full-Time Positions - Civilian	176	207	204	204	204	0
TOTAL	176	207	204	204	204	0

*The difference of Fiscal 2018 Adopted Budget compared to Fiscal 2019 Preliminary Budget.

Protective Services

<i>Dollars in Thousands</i>	2016	2017	2018	Preliminary Plan		*Difference
	Actual	Actual	Adopted	2018	2019	2018 - 2019
Spending						
Personal Services						
Additional Gross Pay	\$9,687	\$9,864	\$8,787	\$8,787	\$8,787	\$0
Additional Gross Pay - Labor Reserve	19	1	0	0	0	0
Amounts to be Scheduled	0	0	28	28	28	0
Fringe Benefits	1	1	1	1	1	0
Full-Time Salaried - Civilian	171,128	183,574	223,855	223,855	224,945	1,089
Full-Time Salaried - Uniformed	1	0	0	0	0	0
Overtime - Civilian	21,893	33,779	9,821	9,821	9,821	0
Unsalaries	177	78	417	417	417	0
Subtotal	\$202,906	\$227,297	\$242,909	\$242,909	\$243,998	\$1,089
Other Than Personal Services						
Contractual Services - Social Services	\$39,272	\$47,750	\$60,621	\$45,652	\$57,776	(\$2,845)
Fixed & Misc. Charges	0	909	0	18,157	0	0
Other Services & Charges	6,553	10,246	0	10	0	0
Social Services	5,262	5,546	4,662	4,822	4,662	0
Subtotal	\$51,086	\$64,451	\$65,283	\$68,642	\$62,438	(\$2,845)
TOTAL	\$253,992	\$291,747	\$308,192	\$311,550	\$306,436	(\$1,756)
Funding						
City Funds			\$45,985	\$47,230	\$46,580	\$595
Federal - Other			125,939	127,450	125,180	(759)
State			136,268	136,870	134,675	(1,592)
TOTAL	\$253,992	\$291,747	\$308,192	\$311,550	\$306,436	(\$1,756)
Budgeted Headcount						
Full-Time Positions - Civilian	2,913	3,109	3,598	3,598	3,582	(16)
TOTAL	2,913	3,109	3,598	3,598	3,582	(16)

*The difference of Fiscal 2018 Adopted Budget compared to Fiscal 2019 Preliminary Budget.

Secure Detention

<i>Dollars in Thousands</i>	2016	2017	2018	Preliminary Plan		*Difference
	Actual	Actual	Adopted	2018	2019	2018 - 2019
Spending						
Personal Services						
Additional Gross Pay	\$1,475	\$1,205	\$3	\$3	\$3	\$0
Additional Gross Pay - Labor Reserve	37	0	0	0	0	0
Fringe Benefits	70	61	0	0	0	0
Full-Time Salaried - Civilian	14,054	13,047	19,231	17,732	19,242	11
Overtime - Civilian	4,705	4,723	2,441	2,441	2,441	0
Unsalaries	10	0	0	0	0	0
Subtotal	\$20,352	\$19,037	\$21,675	\$20,176	\$21,686	\$11
Other Than Personal Services						
Contractual Services	\$2,918	\$3,608	\$1,533	\$4,313	\$1,533	\$0
Contractual Services - Professional Services	223	173	123	219	123	0
Fixed & Misc. Charges	401	910	335	620	335	0
Other Services & Charges	826	799	2,684	3,299	5,107	2,423
Payments to OCFS	0	0	0	5	0	0
Property & Equipment	41	70	85	136	85	0
Supplies & Materials	1,929	2,026	897	1,838	897	0
Subtotal	\$6,339	\$7,584	\$5,656	\$10,430	\$8,079	\$2,423
TOTAL	\$26,691	\$26,621	\$27,331	\$30,606	\$29,765	\$2,434
Funding						
City Funds			13,663	\$13,416	\$16,098	\$2,434
Federal - Other			344	344	344	0
State			13,323	16,845	13,323	0
TOTAL	\$26,691	\$26,621	\$27,331	\$30,606	\$29,765	\$2,434
Budgeted Headcount						
Full-Time Positions - Civilian	305	268	497	497	497	0
TOTAL	305	268	497	497	497	0

*The difference of Fiscal 2018 Adopted Budget compared to Fiscal 2019 Preliminary Budget.

E. Additional Performance Indicators

Performance Indicators	Actual			Target		4-Month Actual	
	FY15	FY16	FY17	FY18	FY19	FY17	FY18
EarlyLearn - Fiscal year spending per child based on average enrollment in Contract Family Child Care	\$8,577	\$8,715	\$9,072	*	*	N/A	N/A
EarlyLearn - Budget per slot in contract family child care	\$9,347	\$9,522	\$9,537	*	*	N/A	N/A
EarlyLearn - Fiscal Year Spending per Child based on Average Enrollment in Contract Centers	\$15,598	\$16,754	\$19,755	*	*	N/A	N/A
Total days all children spent in foster care	4,710,116	4,379,682	4,062,642	*	*	1,369,898	1,365,117
Number of moves in foster care per 1,000 care days	1.5	1.4	1.6	1.4	1.4	1.5	1.7
Discharges from Close to Home placement (dispositional order complete)	260	227	182	*	*	74	62
Number of releases to Close to Home aftercare	283	201	194	*	*	73	27
Number in Close to Home aftercare (average)	122	121	97	*	*	122	89
Escapes from secure detention	0	0	0	0	0	0	0
Abscond rate in non-secure detention (average per 100 total ADP in non-secure)	0.05	0.03	0.08	0.05	0.05	0.15	0.02
Weapon recovery rate (average per 100 total ADP), detention	0.08	0.07	0.06	↓	↓	0.06	0.14
Illegal substance/prescription or OTC medication recovery rate (average per 100 total ADP), detention	0.09	0.07	0.07	↓	↓	0.06	0.09
Child abuse and/or neglect allegation rate (internal) (average per 100 total ADP), detention	0.15	0.11	0.14	0.1	0.1	0.13	0.12
Child abuse/neglect allegations cases (internal) reported as substantiated, detention	27	17	18	*	*	4	1
In-care youth who were referred for mental health services, detention (%)	61%	50%	59%	*	*	39%	43%
General health care cost per youth per day, detention (\$)	\$80	\$121	\$163	*	*	NA	NA

F. Council Discretionary Initiatives

- **Discretionary Child Care.** The Council allocated \$9.85 million in Fiscal 2018 to support 12 child care programs that either do not have not an Early Learn contract with ACS or have an Early Learn contract that does not sufficiently fund their program. The funding sustained both center-based child care and home-based child care through family child care networks.
- **Supportive Alternatives to Violent Encounters (SAVE).** This initiative supports community-based organizations that provide prevention, legal representation, counseling, advocacy, referrals, programming, training and domestic violence related services. ACS' \$600,000 portion of the SAVE initiative funds CONNECT, which uses its Council funding to support two of the organization's programs: Community Empowerment Program (CEP) and Legal Advocacy Program. Most of the funding goes towards CEP, which utilizes community organizing, education, and capacity building to assist the development of community-based responses to intimate and gender-based violence.
- **Crisis Management System.** The Council allocated \$450,000 in Fiscal 2018 to ACS to build upon its existing work to bring violence interruption and cure violence programming to Close to Home non-secure placement sites. The initiative aims to reduce the risk of youth engaging in violent behavior and change community norms to stop the spread of violence. Violence interrupters work to prevent shootings and violence by mediating potentially lethal conflict. The program's credible messengers utilize their own experiences to promote an anti-violence message and outreach workers involve community leaders to address and improve community norms regarding violence. The \$450,000 was allocated evenly to five groups: Life Camp, Inc., Good Shepherd Services, Inc., Getting Out and Staying Out, Inc., Central Family Life Center, and Gangstas Making Astronomical Community Changes, Inc.
- **Youth Health Initiative.** The Youth Health Initiative (YHI), the ACS portion of which was funded at \$500,000 in Fiscal 2018, was part of the Council's larger \$5 million Young Women's Initiative, launched in Fiscal 2017. YHI provides youth in foster care, juvenile detention, and other City facilities access to inclusive health care, sexual health literacy, and health education. Funding will also provide supports for culturally relevant sexual and reproductive health care, including competency for lesbian, gay, bisexual, queer (LGBQ) and transgender and gender nonconforming (TGNC) populations. ACS conducted a survey of foster care and juvenile justice facilities to assess what type of health related information was already being disseminated to youth and has generated a trauma-informed curriculum targeted towards foster care youth and youth in the juvenile justice system.
- **Wrap-Around Support for Transitional-Aged Foster Youth.** The Council allocated \$500,000 in Fiscal 2018 for support services for youth aging out of foster care in New York City, as well as a toolkit that will inform Community-Based Organizations and City agencies in assisting youth aging out of the foster care system.