

THE COUNCIL OF THE CITY OF NEW YORK

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Report of the Finance Division on the
Fiscal 2020 Preliminary Plan, Fiscal 2020-2029 Ten-Year Capital Strategy, Fiscal 2020
Preliminary Capital Budget, Fiscal 2020 Preliminary Capital Commitment Plan, and the
Fiscal 2019 Preliminary Mayor's Management Report for the

Administration for Children's Services

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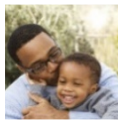
Administration for Children’s Services Overview

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, child care, and early education services. Its portfolio will no longer contain EarlyLearn early education services as of July 1, 2019, as the program will be transferred to the Department of Education (DOE).



Mission

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

The services provided by the Administration for Children’s Services can be divided into three key areas: child welfare, juvenile justice, and child care and early education services.

ACS’ Divisions of Child Protection, Preventive Services, Family Court Legal Services, and Family Permanency Services all play a part in ensuring the well-being 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 2018, 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.

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.

ACS’ Division of Child and Family Well-Being, created in September 2017, coordinates and funds programs and vouchers for close to 100,000 children eligible for subsidized child care. The Division also promotes child well-being, family stability, and quality integrated services through a growing network of Family Enrichment Centers. To better align with the transfer of EarlyLearn, including

federally-funded Head Start programs, to DOE starting on July 1, 2019, the Division of Early Care and Education has been disbanded.

This report provides a review of the Administration for Children’s Services Fiscal 2020 Preliminary Budget. The first section highlights the agency’s proposed \$2.67 billion Fiscal 2020 expense budget, including initiatives funded by the Council and the impact of State and federal budget actions.

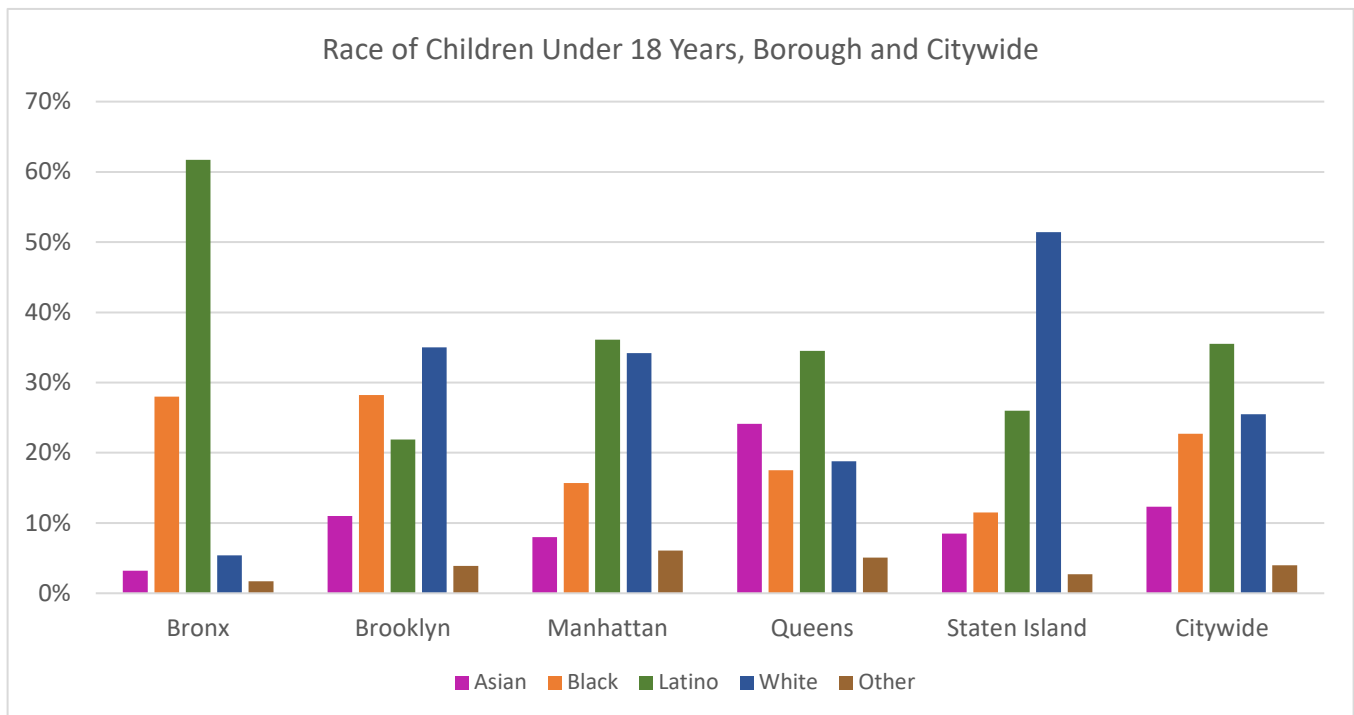
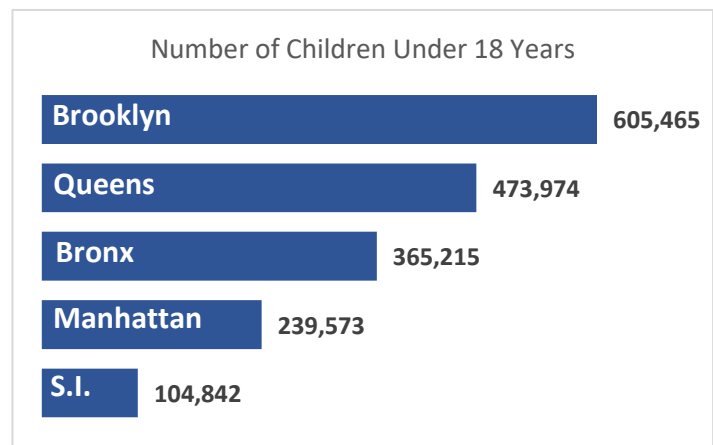
The report then presents ACS’ budget by program area, discusses initiatives included in the November 2018 and Preliminary Financial Plans and reviews relevant sections of the Preliminary Mayor’s Management Report for Fiscal 2019.

Finally, this report reviews the proposed capital budget, Preliminary Ten-Year Capital Strategy and Preliminary Capital Commitment Plan for ACS with a discussion of significant changes proposed to the \$386.1 million Capital Plan for Fiscal 2019-2023. Appendices are included to highlight the budget actions in the November and Preliminary Plans, the Contract Budget, and provide other relevant data.

Children’s Demographics

New York City has a large and diverse population of children under 18 years old. Among the City’s 1.8 million children, almost 1.1 million children live in the boroughs of Brooklyn and Queens. Manhattan’s proportion of children is lower than its overall share of the population.

With respect to race, three out of every four children in the City are non-white (see table in appendix and graph below). Citywide, 12 percent of children are Asian; 23 percent are Black; 36 percent are Latino; 26 percent are white; and four percent are another race or multiracial. The ethnicities that constitute a majority in any borough



are the Bronx, where 62 percent of children are Latino, and Staten Island, where 51 percent of children are white.

Historical Spending Changes

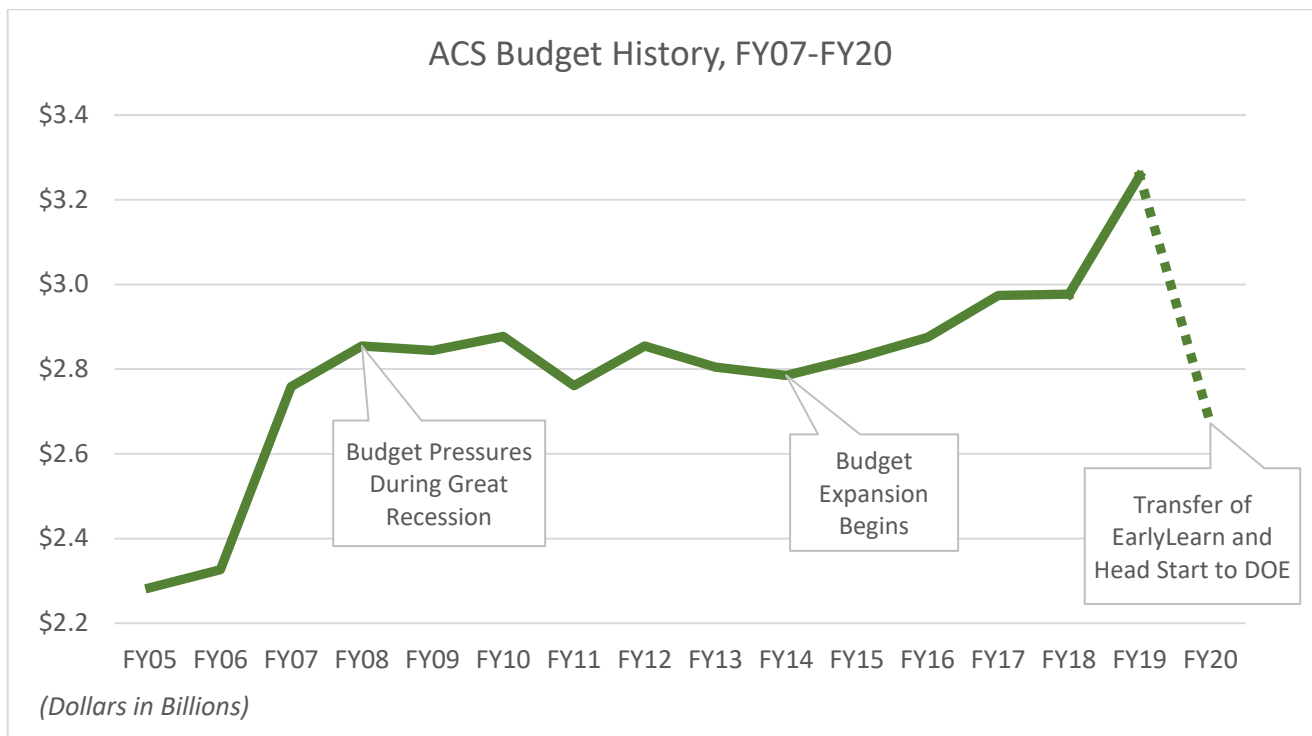
As the graph below shows, ACS’ spending has grown year-over-year since Fiscal 2014, and its current Fiscal 2019 Budget is the highest in the agency’s history. ACS’ budget is set to dramatically decline in Fiscal 2020 due to the transfer of all early education programs to DOE.

Between Fiscal 2014 and Fiscal 2019, ACS’ budget grew by 17 percent. Spending on Personal Services (PS) increased by 32 percent, outpacing the increase in spending on Other Than Personal Services (OTPS), which rose 15 percent over the same period. The PS increase is driven by a growth in the total number of positions agencywide, particularly in protective services and general administration, as well as increased overtime spending. The growth of OTPS is explained in large part by the increase in wages for 3,000 unionized day care teachers and non-classroom workers that began in Fiscal 2017.

Spending on child welfare services, which includes core ACS responsibilities like investigating child abuse and placing children into foster care, has increased by approximately \$150 million since Fiscal 2017, in direct response to a series of tragic child fatalities in 2016.

In addition, ACS has also expanded funding for preventive services, which provide a variety of interventions to improve family functioning and keep children safely at home. The State Child Welfare Services funding stream has provided substantial resources to the City to fund these efforts.

Due to the passage of Raise the Age legislation in 2017, which raised the age of criminal responsibility from 16 years old to 18 years old, ACS has increased its budget for juvenile justice services. The first phase of Raise the Age began on October 1, 2018, and the second and final phase will commence on October 1, 2019. Although ACS currently jointly operates one juvenile justice facility, Horizon, with the Department of Correction (DOC), the agency will absorb all responsibility within two years.

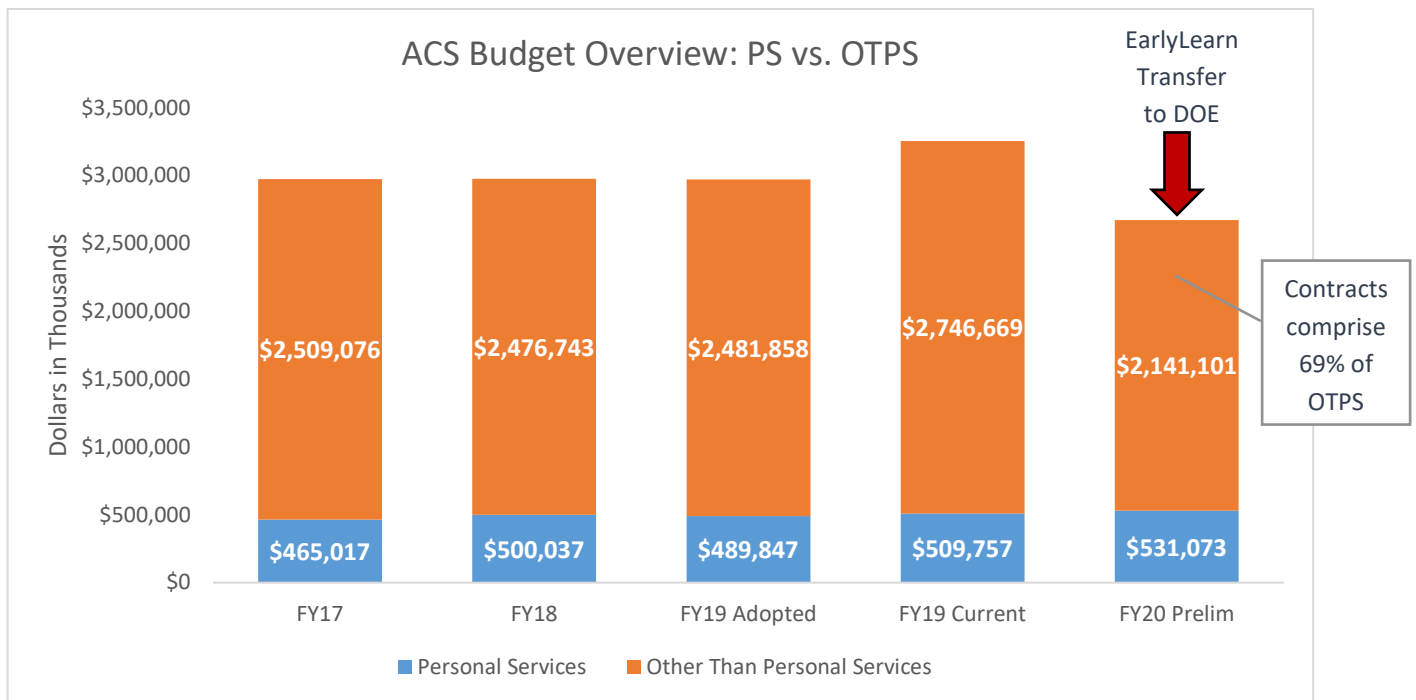


Fiscal 2020 Preliminary Budget Highlights

The City’s Fiscal 2020 Preliminary Budget totals \$92.2 billion, \$3.1 billion more than the Fiscal 2019 Adopted Budget, and \$972 million more than the current Fiscal 2019 Budget. The Fiscal 2020 Preliminary Budget includes \$67.9 billion in City tax-levy funding and \$24.3 billion in non-City funds.

ACS’ budget totals \$2.67 billion, or 2.9 percent of the City’s budget; it includes \$531.1 million for personal services (PS) to support 7,350 full-time employees and 55 full-time equivalent positions, and \$2.14 billion for Other than Personal Services (OTPS). At \$1.48 billion, ACS’ total of 571 contracts comprise 69 percent of the agency’s OTPS spending.

ACS’ Fiscal 2020 Preliminary Budget is \$299.5 million less than the Fiscal 2019 Adopted Budget of \$2.97 billion. The net decrease in ACS’ budget is primarily the result of the transfer of \$362.2 million in child care services and Head Start funding to DOE, offset by \$56.8 million in additional spending: \$25.5 million for general administration, \$20.1 million for protective services, and \$11.2 million for foster care services. For more information on the transfer of early childhood education to DOE in Fiscal 2020, please refer to pages 18 to 23 of this report.



When compared to the Fiscal 2019 Adopted Budget, PS in the Fiscal 2020 Preliminary Budget increases by \$41.2 million, primarily reflecting a growth in the number of staff associated with juvenile justice reforms, administration and protective services, as well as increases of over \$15 million for unionized and managerial salary increases across the agency.

The \$340.8 million decrease in OTPS when comparing the Fiscal 2019 Adopted Budget to the Fiscal 2020 Preliminary Budget is driven by the substantial reduction in child care and Head Start OTPS spending, which decreases by \$258.2 million and \$99.7 million, respectively. The preventive homemaking services program area decreases by \$6.1 million, due to the absence of intra-city funding from the City’s Human Resources Administration (HRA) that is not reflected in the Preliminary Budget. However there are OTPS increases of \$11.2 million for foster care services, \$3.6 million for non-secure detention, and \$2.3 million for placements.

ACS' Fiscal 2020 Preliminary Budget has one reduction included in the Citywide Savings Program, the application of prior-year revenue of \$27.8 million from the federal government, which is used to offset City costs. After the expiration of a federal IV-E waiver in September 2018, ACS reviewed expenses from the past two years and claimed federal funds for children in foster boarding homes. ACS had not previously claimed federal reimbursement for these children because they were not federal Title IV-E eligible. However, the \$27.8 million represents a one-time adjustment and is not baselined. The Office of Management and Budget (OMB) marks the savings as an "other adjustment."

In addition to the Citywide Savings Program, the agency will have a Program to Eliminate the Gap (PEG) target for the upcoming fiscal year. The Administration re-introduced the PEG program as a cost savings measure for the City with a total target of \$750 million. Of the \$750 million PEG program, \$544.6 million will come from City agency budget reductions. ACS' PEG target is \$68 million or 7.6 percent of the agency's overall budget (City tax-levy funds only) and will be reflected in the Fiscal 2020 Executive Budget.

Budget Issues

For a third consecutive year, ACS' Preliminary Budget does not introduce any new needs. However, with the transfer of EarlyLearn and Head Start programs to DOE, ACS continues on its path of transformation into a more focused child welfare agency. ACS will maintain responsibility for funding and administration of approximately 67,000 child care vouchers.

ACS will continue to have critical operations in child protection, foster care and adoption, preventive services, and juvenile justice. Budgetary issues related to the adequate provision of these services include staff retention, investments in training, salaries, and upcoming Request for Proposals (RFPs) for preventive services and foster care services. There are also a number of budget threats posed at the State level. For more information, please refer to pages 12 and 13 of this report.

The following are key budget issues for ACS.

- **EarlyLearn Transition.** In 2017, the Administration announced the planned transfer of the birth-to-five child care system, including EarlyLearn, from ACS to DOE. After a yearlong delay in Fiscal 2019, child care contracts are set to transfer to DOE on July 1, 2019. The contracts will be extended for another year and DOE has issued RFPs to establish a new consolidated early care and pre-school system with contracts to begin in Fiscal 2021. The transition includes over \$600 million in staff, services and contracts.
 - **Pay Parity.** Persistent pay disparities between DOE pre-K teachers and similarly educated teachers employed in community-based EarlyLearn centers (excluding Head Start) are not addressed in the Fiscal 2020 Preliminary Plan. Additional funding would be required to reset wage rates. For more information, please refer to page 20 of this report.
- **Preventive Services Waitlist.** The Fiscal 2018 Budget baselined \$24.1 million to improve preventive services. ACS added conference facilitators, helped reduce the preventive waitlist through additional office staffing, expanded the Workforce Institute, increased Children's Center supports, and provided for borough-based coaching for Child Protective Specialist (CPS) managers and supervisors to assist with appropriate preventive service referrals. 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 has reported that the additional

funding has helped close the referral waitlist, but it should be monitored to ensure new staff are sufficient to accommodate any possible increases in ACS preventive service needs.

- **RFP.** Preventive service contracts will expire in June 2020. ACS has engaged hundreds of organizations and individuals across the City and beyond, convened focus groups, and reviewed literature to begin visioning for its new preventive services concept paper, which was released in January 2019. After incorporating provider feedback, the RFP will be issued.
- **Raise the Age Implementation.** ACS' jurisdiction grew with the passage of Raise the Age legislation in April 2017. Raise the Age increased the age of criminal responsibility to 18 in New York State in two phases. The Fiscal 2019 Executive Budget added significant resources, including \$113.4 million in Fiscal 2019, \$145.8 million in Fiscal 2020 and similar amounts in the outyears. The City has made substantial commitments as it does not meet the eligibility criteria for nearly all State Raise the Age funding. The absorption of a larger population of older youth has also placed greater demands on ACS' capital program, which has resulted in planned facilities commitments totaling \$179 million, but a persistently low commitment rate, which shrunk to only eight percent in Fiscal 2018. There is also an impact on the rest of the juvenile justice system, including Close to Home, when children exit detention and require placement services, or are ordered to engage in alternatives to detention. ACS is currently operating one facility, Horizon, jointly with the Department of Correction (DOC). There remain a number questions about the ability of ACS to implement the second phase of Raise the Age and move away from the use of correction officers. The impact of ongoing Raise the Age implementation is discussed on pages 42 to 46 of this report.

Financial Plan Summary

ACS Financial Summary						
<i>Dollars in Thousands</i>						
	2017	2018	2019	Preliminary Plan		*Difference
	Actual	Actual	Adopted	2019	2020	2019 - 2020
Budget by Program Area						
Adoption Services	\$255,496	\$240,459	\$273,542	\$273,542	\$273,542	\$0
Alternatives To Detention	6,974	6,099	1,040	1,168	1,041	1
Child Care Services	919,215	900,122	797,597	960,658	536,650	(260,947)
Child Welfare Support	60,159	69,718	53,899	53,899	53,899	0
Dept. of Ed. Residential Care	102,000	93,958	96,201	96,201	96,201	0
Foster Care Services	513,582	511,397	557,790	552,615	568,984	11,194
Foster Care Support	38,174	40,120	51,700	51,700	51,700	0
General Administration	159,732	161,524	150,065	156,203	175,600	25,535
Head Start	173,910	157,571	103,207	200,341	1,949	(101,258)
Juvenile Justice Support	12,699	12,767	12,521	12,568	12,188	(333)
Non-Secure Detention	14,312	10,253	16,176	20,156	19,747	3,571
Placements	128,460	105,763	121,884	151,965	124,171	2,287
Preventive Homemaking Services	22,947	26,713	26,713	26,713	20,639	(6,074)
Preventive Services	248,063	290,215	331,260	328,409	331,094	(166)
Protective Services	291,747	322,370	305,444	331,956	325,499	20,055
Secure Detention	26,621	27,732	72,665	38,333	79,273	6,608
Spending						
Personal Services	\$465,017	\$500,037	\$489,847	\$509,757	\$531,073	\$41,226
Other Than Personal Services	2,509,076	2,476,743	2,481,858	2,746,669	2,141,101	(340,756)
TOTAL	\$2,974,093	\$2,976,780	\$2,971,705	\$3,256,426	\$2,672,175	(\$299,530)
Funding						
City Funds	\$808,397	\$1,028,868	\$1,015,135	\$1,089,804	\$895,976	(\$119,159)
Other Categorical	321	81	0	0	0	0
State	823,670	693,599	728,185	745,057	742,651	14,466
Federal - Community Development	2,963	2,963	1,728	2,963	0	(1,728)
Federal - Other	1,266,556	1,183,587	1,175,754	1,335,905	1,033,205	(142,549)
Intra City	72,185	67,681	50,902	82,696	343	(50,559)
TOTAL	\$2,974,093	\$2,976,780	\$2,971,705	\$3,256,426	\$2,672,175	(\$299,530)
Budgeted Headcount						
Full-Time Positions	6,343	7,155	7,016	7,168	7,350	334
Full-Time Equivalent Positions	19	61	59	55	55	(4)
TOTAL	6,362	7,216	7,075	7,223	7,405	330

*The difference of Fiscal 2019 Adopted Budget compared to Fiscal 2020 Preliminary Budget.

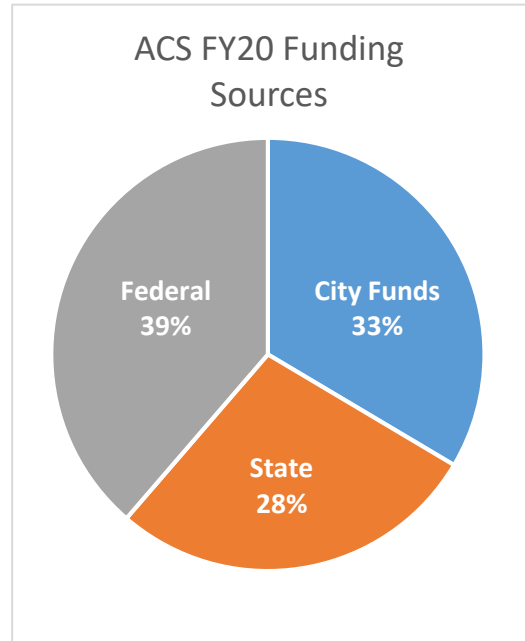
The Administration for Children's Services' Fiscal 2020 Preliminary Budget of \$2.67 billion is \$299.5 million less than the Fiscal 2019 Adopted Budget of \$2.97 billion. As stated previously, the overall decrease in ACS' budget, including a \$119.2 million decrease in City funding and a \$144.3 million decrease in federal funding, is largely due to the transfer of EarlyLearn services to DOE, which will commence in Fiscal 2020 after a seven-month delay (from January 2019 to July 2019).

ACS' Fiscal 2020 Preliminary Plan has no new needs. In Fiscal 2020, other adjustments decrease the budget by \$9.2 million, the net result of a \$14 million baselined transfer to the Department of Youth and Community Development (DYCD) for afterschool programs for low-income children, and a \$4.9 million increase for raises for managers, non-unionized and unionized staff. In Fiscal 2021 and in the outyears, the transfer of afterschool programs to DYCD and increasing wage adjustments will lead to a net decrease of \$8.6 million in ACS' budget.

As previously stated, ACS has a PEG target of \$68 million for Fiscal 2020, or 7.6 percent of the agency's City tax-levy funding. As a share of any given agency's City funds, ACS' PEG is the second-largest in

the City, behind only DOE. Despite receiving fifteen times as much in City funds as ACS, DOE’s PEG is less than twice as large as ACS’, which makes ACS’ PEG target concerning. In addition, ACS faces several State budget risks as outlined on pages 12 and 13, which further exacerbates budgetary pressures on the agency’s budget for the coming fiscal year.

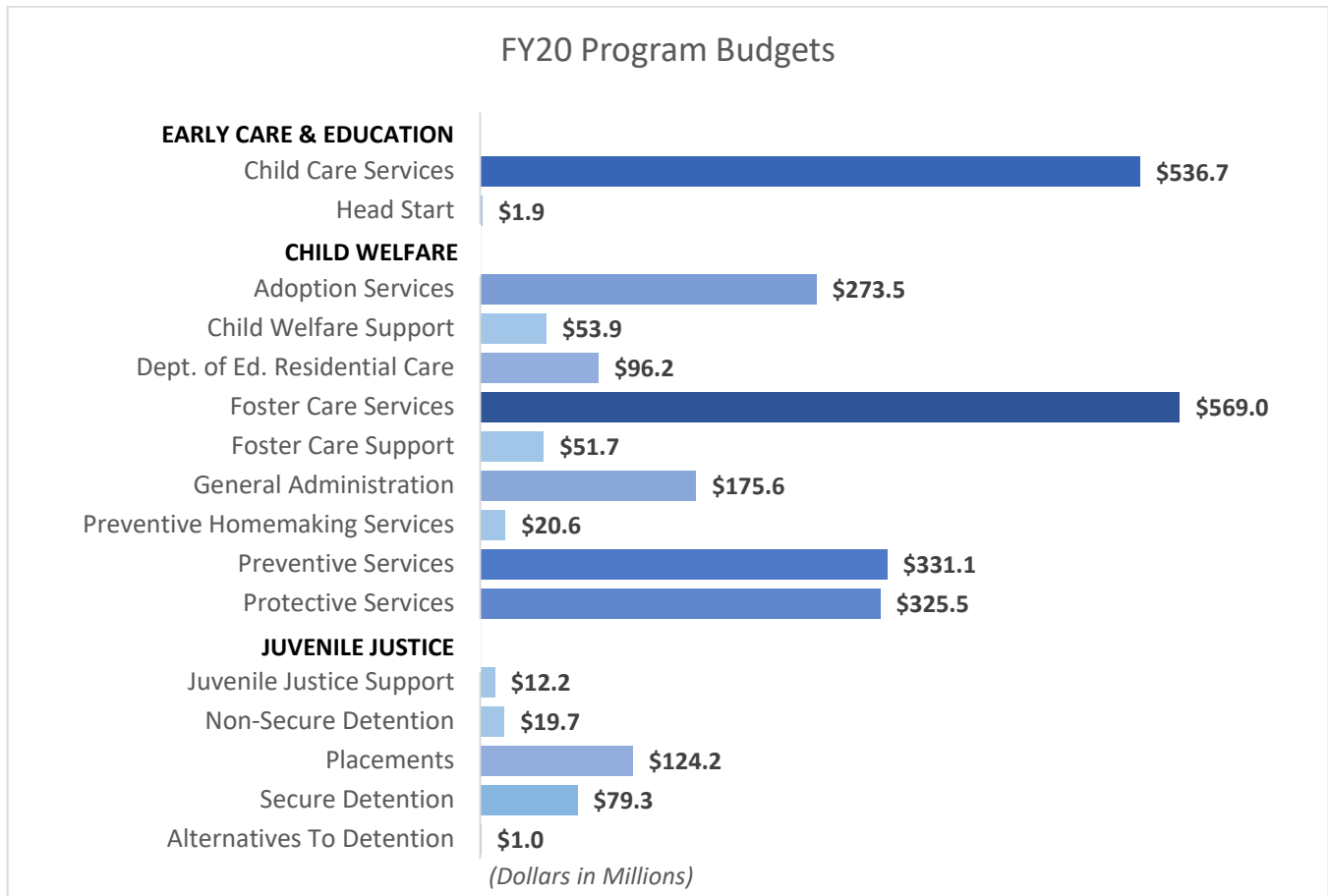
As shown in ACS’ Financial Summary, 39 percent or \$1.03 billion of the agency’s Fiscal 2020 Preliminary Budget comes from federal revenue, with State sources contributing 28 percent or \$742.7 million, and City funds contributing 33 percent or \$896 million. Federal revenues decreased by \$144.3 million, overwhelmingly driven by the reduction of the Head Start grant and the Child Care and Development Block Grant. However, there is a \$7.2 million increase in federal Foster Care Title IV-E funding. State funding increased by \$13.6 million due to an increase in State Child Welfare Services. Last year, the State increased its baselined Foster Care Block grant funding.



The City has paid for increases in the budget associated with additional headcount, increased wages, and larger contracts for child welfare services. 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. However when comparing Fiscal 2014 and Fiscal 2020, City funding for ACS increased by two percent, and State funding increased by 16 percent, but federal funding decreased by 18 percent (see table to the right). As previously discussed, the decrease in federal funds and the dramatically slower growth in City funds is associated with the transfer of EarlyLearn child care services to DOE. There is therefore a significant shift in the mix of funding sources and size of the total budget.

Percent Change in Funding between FY 2014 and the Given Fiscal Year, by Source		
	FY 2018	FY 2020
City	+19%	+2%
State	+21%	+16%
Federal	+3%	(19%)

The number of budgeted full-time positions increases by 334, while full-time equivalent positions (FTE) decreases by four. The headcount growth is driven by additional staff related to Raise the Age implementation and juvenile justice, general administration and protective services.



The chart above shows the ACS Fiscal 2020 Preliminary Budget by program area, grouped by the type of service provided. The Program Areas section of this report is organized similarly.

The largest individual program area is foster care services, at \$569 million, followed by child care services at \$536.7 million. This funding supports the voucher system that ACS will continue to administer after the transfer of EarlyLearn programs to DOE.

The next two largest program budgets are preventive services, at \$331.1 million, and protective services, at \$325.5 million. Adoption services is the fifth largest area, at \$273.5 million.

Juvenile justice programs, administered by ACS’ Division of Youth and Family Justice (DYFJ), total \$236.4 million, an increase of \$40.7 million when compared to the Fiscal 2019 Preliminary Budget. Not displayed in the Financial Plan Summary, but described on pages 46-53, are recent increases in ACS’ capital budget for juvenile justice facilities. Horizon, the specialized juvenile detention facility, has had to be prepared for the influx of 16- and 17-year-old justice-involved youth into ACS custody.

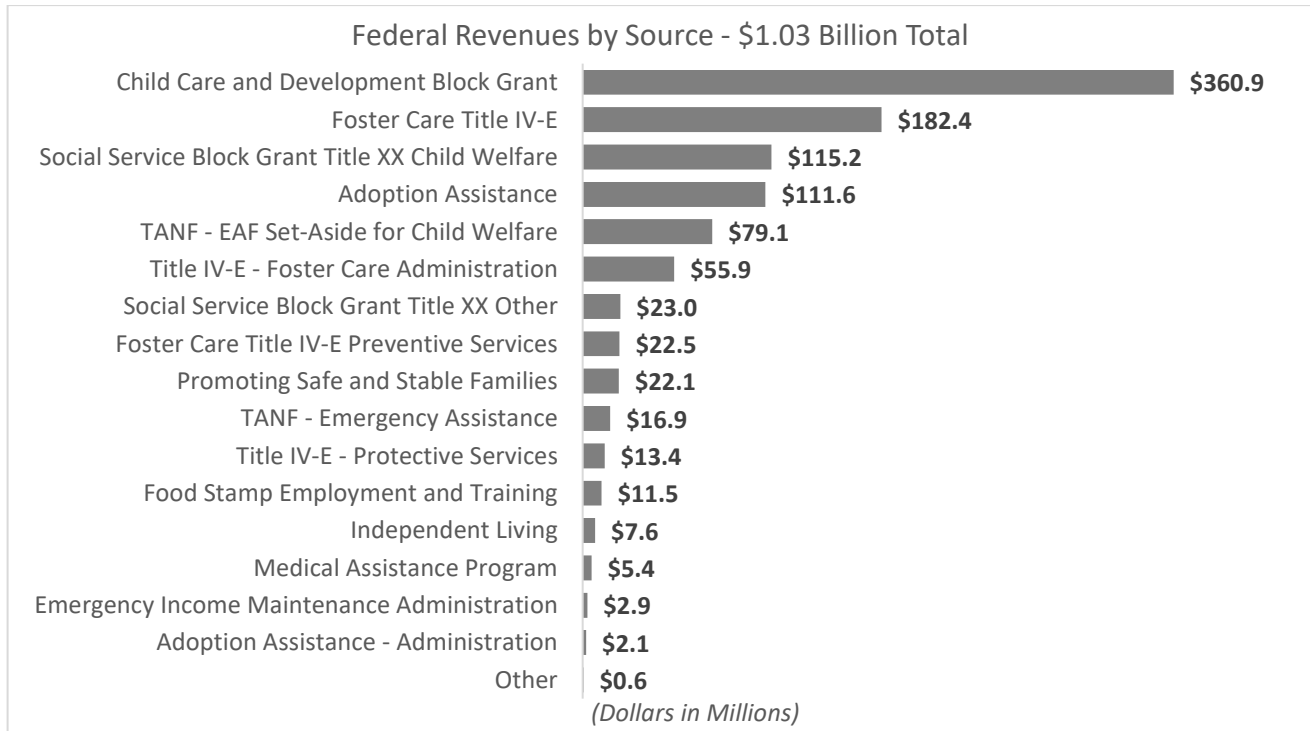
As previously discussed, and demonstrated in the sharp declines in spending on the Child Care Services and Head Start program areas, the majority of child care components of ACS’ budget are transferred to DOE. Starting in Fiscal 2020, DOE will absorb responsibility for managing the largest municipal child care system in the country. The program, EarlyLearn, offers child care and early education services to eligible children ages six weeks to four years old through contracted private, non-profit organizations that operate child care programs throughout the City. However, child care vouchers will continue to be administered by ACS. 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.

Revenue

ACS’ main sources of revenue are federal and State grants. Revenues from the federal government total \$1.03 billion, or 39 percent, of ACS’ Fiscal 2020 Preliminary Budget, while State revenues comprise \$742.6 million, or 28 percent, of ACS’ total.

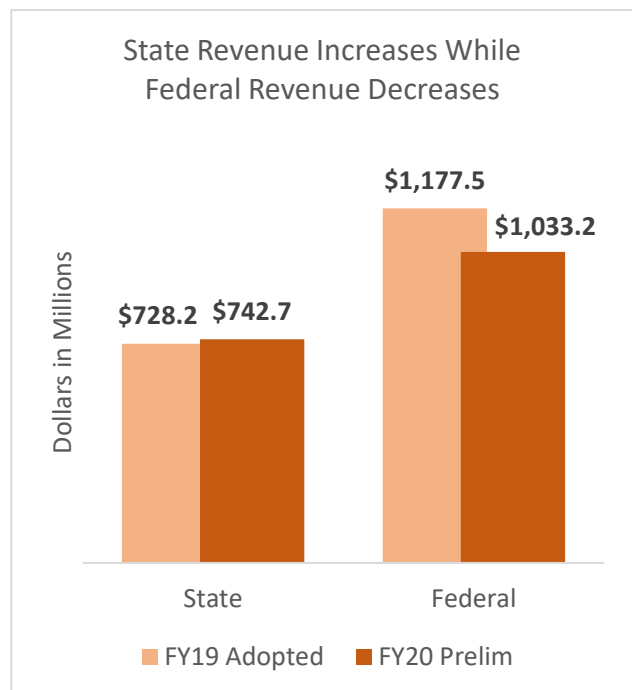
Federal Revenue

As shown below, the main sources of federal revenue for the agency are from Child Care and Development Block Grant (\$360.9 million), Foster Care Title IV-E (\$182.4 million), Title XX Social Services Block Grant (\$115.2 million), and Adoption Assistance (\$111.6 million).



As indicated by the chart to the right, ACS’ federal revenue decreases by \$144.3 million when comparing the Fiscal 2020 Preliminary Budget to the Fiscal 2019 Adopted Budget. This decrease is primarily the result of a \$72.9 million decrease in the Child Care Development Block Grant, and the complete removal of the \$76.8 million Head Start Grant and \$1.7 million in Community Development Block Grants. This revenue will transfer with EarlyLearn to DOE. This funding had been added back in ACS’ budget in Fiscal 2019, in recognition of the seven-month delay in the transfer of services to DOE.

There is an increase for Foster Care Title IV-E funding of \$7.2 million. Foster Care Title IV-E funding is reflected in ACS’ budget as federal reimbursements for services that prevent children



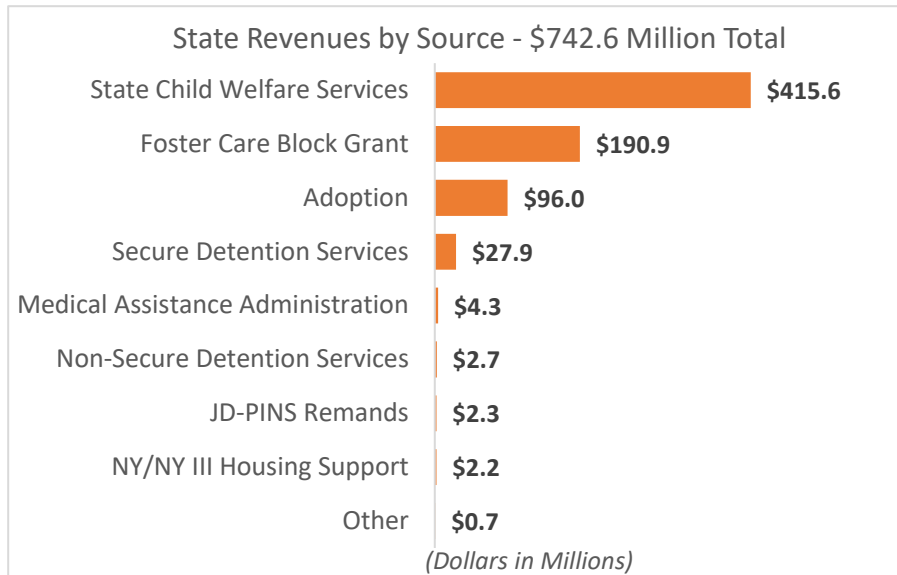
from entering foster care. In New York, the federal share of the uncapped funding stream is 50 percent. This funding offsets the State and local costs of providing foster care services. Until September 2018, ACS had a Title IV-E waiver that allowed the agency to expand services in order to improve child and family outcomes. The City has increased the use of Title IV-E funds towards preventing children from entering foster care versus the traditional application towards foster care maintenance costs and services. As previously discussed, ACS reviewed expenses from the past two years and claimed federal funds for children in foster boarding homes who were not Title IV-E eligible. As a result, there was a \$27.8 million one-time increase in federal funds in Fiscal 2019.

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 federal Family First Prevention Services Act of 2018 (FFPSA) 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. The State Office of Children and Family Services (OCFS) chose to take a two-year postponement on implementation of FFPSA, to 2021.

State Revenue

State funding accounts for \$742.6 million, or 28 percent, of ACS’ Fiscal 2020 Budget. State revenue increases by \$2.2 million when comparing the agency’s Fiscal 2020 Preliminary Budget to its Fiscal 2019 Adopted Budget, as a result of another year-over-year increase in reimbursements from the State Child Welfare Services grant. For Fiscal 2020, the increase is \$13.6 million, bringing the total grant to



\$415.6 million. 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. The amounts are unchanged from Fiscal 2019.

The State Secure Detention Services grant, totaling \$27.9 million, pre-dates Raise the Age, but as of the release of the 2020 State Executive Budget, it may provide some of the only State support for Raise the Age implementation for the City next year. As discussed in the immediately following section, there is a \$13 million State funding threat to Persons In Need of Supervision (PINS) prevention services. This is separate from the State grant of \$2.3 million for Juvenile Delinquency (JD)-PINS

Remands, which occurs when Family Court determines that a child must be held in detention (“remanded”) while awaiting their fact-finding hearing (a judge-led equivalent of a criminal trial for the youth, held without a jury).

2019-2020 State Executive Budget Highlights

The Fiscal 2019-2020 State Executive Budget includes a number of proposals that, if passed, would have an impact on ACS’ budget and provision of services. The three most serious questions are:

- (1) Proposed changes to eligibility for preventive services for youth who are adjudicated to be a Person In Need of Supervision (PINS);
- (2) City access to Raise the Age funding; and
- (3) The possibility of the restoration of prior-year State cuts.

Last year, the City had to backfill \$30.5 million to replace State funding for Close to Home that was eliminated. The State funding changes proposed in the Executive Budget are not reflected in ACS’ Fiscal 2020 Preliminary Budget, and the State Assembly and Senate have since proposed budget bills that would have different impacts on ACS, if approved.

Key issues are outlined below.

- **Persons in Need of Supervision (PINS) Reform.** The Executive Budget proposes statutory language that would eliminate the court’s ability to place a PINS youth (except for those who meet the definition of a sexually exploited youth) in foster care. As a result, this would have the budgetary impact of eliminating State support for preventive diversion services that are provided to PINS before foster care is necessitated. Around 5,000 families use PINS diversion annually at an estimated cost of \$13 million.

The \$13 million gap is created by the elimination of State support through the 62 percent State-38 percent City preventive services funding stream for PINS diversion services. If PINS reform were introduced, the City would no longer be able to draw down State funding for preventive diversion services, and there would be policy uncertainty regarding where to place PINS youth who otherwise would have been placed in foster care. It is worth noting that the Assembly One-House Budget rejects the Governor’s proposals and restores PINS diversion funding.
- **Raise the Age Funding Gap.** The Executive Budget proposes to provide \$200 million Statewide for Raise the Age implementation, an increase of \$100 million over Fiscal 2019. However, there is no new funding allocated to the City. The City remains unable to access nearly all State money, which requires counties to be under the two percent property tax cap or demonstrate financial hardship in order to access State Raise the Age funds. In Fiscal 2020, a total of \$145.8 million is budgeted across all City agencies for Raise the Age implementation; of this, \$131.3 million is City tax-levy funding. The Assembly One-House Budget allows the City to access greater Raise the Age funding, however it is unclear what the impact will be until the State budget is adopted.
- **Restoration of Prior-Year State Cuts.** The State has reduced its support for several ACS programs over the past several years. Notably, last year, the State budget eliminated the appropriation of up to \$41.4 million for the City’s Close to Home initiative. The State had

helped finance Close to Home since Fiscal 2013.¹ The actual amount that the City had to backfill in the Fiscal 2019 Executive Budget was \$30.5 million, a total based on the number of juveniles the City served for Close to Home rather than the total cost of implementing the program. However, the total number of young people in Close to Home is expected to at least double with the implementation of Raise the Age.

There are additional prior-year State cuts that should be restored by the State. These include the Foster Care Block Grant, which was reduced by \$62 million in Fiscal 2018. ACS backfilled lost State funding with City dollars. The funding helps pay for the care of youth in foster care, including payments to contracted foster care agencies for boarding and clothing, special payments for additional child-specific expenses, and KinGAP reimbursement to kin families who take on guardianship of foster children. For the City, there is no year-on-year change, however the restoration of \$62 million would greatly assist ACS meeting its PEG target of \$68 million.

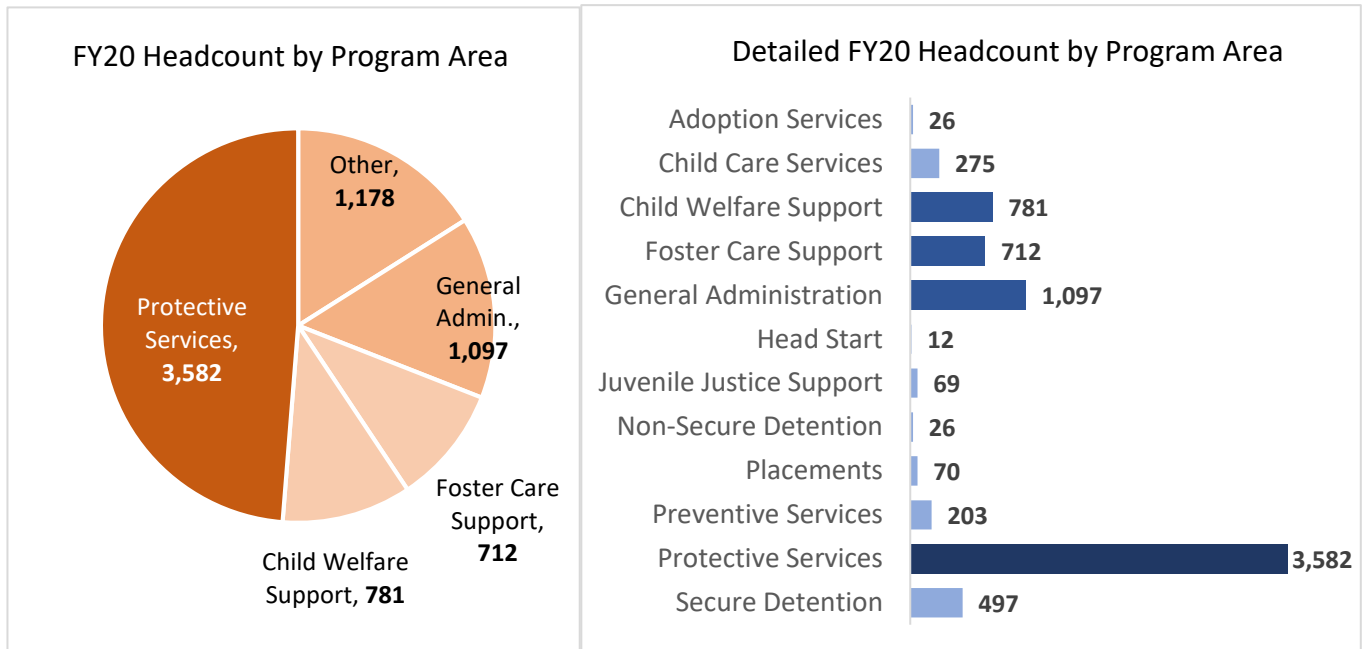
Finally, as a result of State budget negotiations it is possible the State could restore the Child Welfare Services Grant, which finances preventive services, to a 65 percent State, 35 percent City share from the current 62 percent State, 38 percent City split. Since 2008, the State has cost-shifted to localities, resulting in a \$20 million reduction in State revenue for ACS.

Additional State Budget Issues:

- **Temporary Assistance to Needy Families (TANF).** The Executive Budget would create a 10 percent local share on the City for the Family Assistance program. This revenue would be used to fund the Child Care Block Grant (CCBG) in lieu of general fund dollars. TANF is a federal program, administered by States, which assists families with children by providing cash benefits for food, housing, and childcare expenses. The loss of TANF funding to the City would be \$125 million, primarily affecting the Human Resources Administration (HRA). The displacement from the loss of TANF funding could impact available CCBG funding for child care vouchers, unless additional resources are added by the State or City.

¹ Close to Home is a juvenile justice program that 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.

Headcount



ACS’ Fiscal 2020 Preliminary Budget provides for 7,350 full-time positions and 55 full-time equivalent positions across sixteen program areas. As the pie chart above shows, the protective services program area has the largest headcount with 3,582 budgeted full-time positions, which comprise 49 percent of ACS’ entire full-time staff. This represents a two percent decrease in the share of positions in protective services since Fiscal 2019. The next three largest areas by headcount are: General Administration (1,097 positions), Child Welfare Support (781), and Foster Care Support (712).

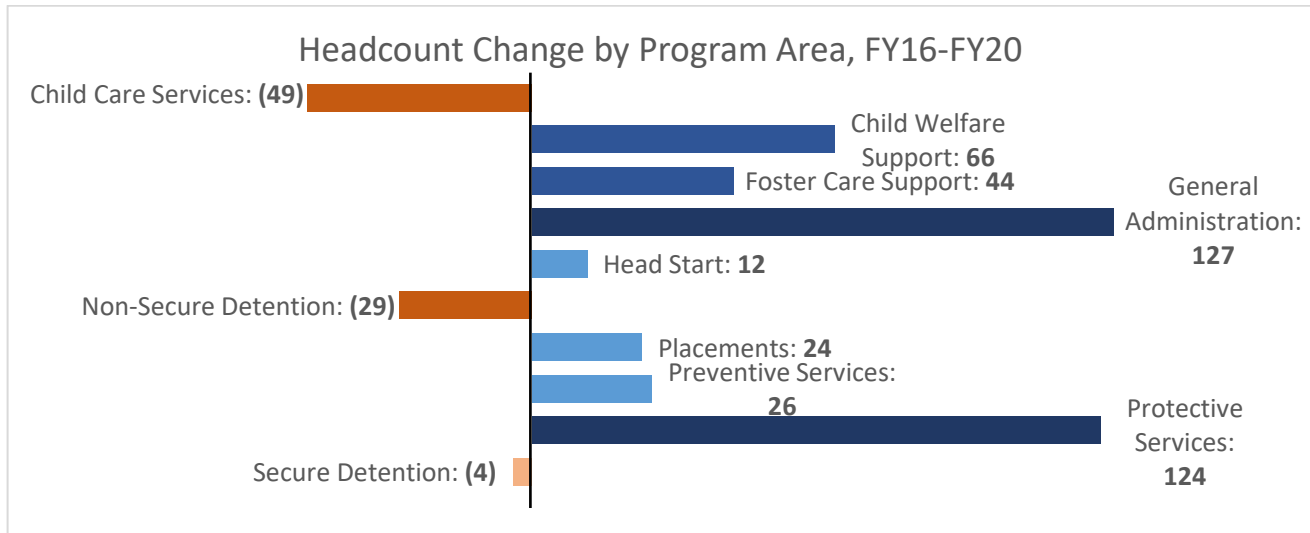
As the detailed headcount by program area chart above shows, the next largest program areas by headcount are: Secure Detention (497), Child Care Services (275), Preventive Services (203), Placements (70), Juvenile Justice Support (69), Adoption Service (26), Non-Secure Detention (26), and Head Start (12).

General Administration grows by 307 positions between the Fiscal 2019 Adopted Budget and the Fiscal 2020 Preliminary Budget, going from 790 positions to 1,097. It is known that Raise the Age implementation is a major contributor to ACS’ total headcount increase, however Secure Detention does not increase in the Fiscal 2020 Preliminary Budget beyond the 497 positions it had at Fiscal 2019 Budget Adoption. ACS is yet to confirm if the large increase in General Administration positions represents a hold on assigning such positions to the non-secure, secure, placement, General Administration, or another program area.

ACS is still in the process of hiring additional Youth Development Specialists (YDS) and other titles associated with Raise the Age implementation. Alongside its assessment of the needs of the new cohort of 17-year-olds who will enter ACS custody beginning October 1, 2019, succeeding budgets should show transfers of positions out of General Administration and into the relevant juvenile justice program area. In either event, ACS should ensure that its budgeted headcount is appropriately designated to the correct program area.

The chart below shows headcount change by program area from Fiscal 2016 to Fiscal 2020. The program areas with the greatest decrease are Child Care Services (49 positions removed) and Non-

Secure Detention (29 positions removed). The program areas with the greatest increase are General Administration (127 positions added) and Protective Services (124 positions added).



Vacancy Rate. When comparing the February 2019 Headcount Actuals and the Fiscal 2019 Current Budget, ACS has an actual headcount of 6,960 against a budgeted headcount of 7,168. This represents a three percent staff vacancy rate, or about 208 vacant positions. The citywide vacancy rate is around two percent. By comparison, last year ACS reported a seven percent vacancy rate and 50 unfilled positions. This shows that although ACS has more vacancies, it is also increasing its headcount to meet a budgeted increase of around 1,300 positions, or 23 percent, over the past five years.

In the Fiscal 2019 Preliminary Budget, when the transfer from ACS to DOE was first made, ACS had a large decrease of 183 positions 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 were assigned to DOE as part of the transfer. The current Fiscal 2019 Budget restores the 71 positions in Child Care Services, 32 in Head Start, and an unknown number in General Administration. However, the reduction associated with the transfer to DOE does not make much of an impact on ACS’ overall headcount growth of around 1,300.

Overtime Spending. ACS has increased its overtime (OT) spending by 107 percent over the past four fiscal years, from \$29.5 million in Fiscal 2015 to \$60.9 million in Fiscal 2018. The table below shows OT trends over this period, including the budgeted OT as of the Adopted Budget, the year-end budgeted amount, and the actual amount. The column furthest to the right shows the average number of vacancies. The percent of overspend has increased from 70 percent above the Adopted OT Budget in Fiscal 2015 to 254 percent in Fiscal 2018.

Increasing OT Spending at ACS					
FY	Adopted OT Budget	Year-End OT Budget	Actual OT Spending	Percent Above Adopted OT*	Ave. Vacancies
2015	\$17,368,039	\$17,368,039	\$29,464,058	70%	669
2016	\$17,368,039	\$17,338,039	\$33,670,011	94%	1,185
2017	\$17,468,039	\$17,468,039	\$48,953,219	180%	945
2018	\$17,212,039	\$17,212,039	\$60,924,491	254%	683

(In Actual Dollars)

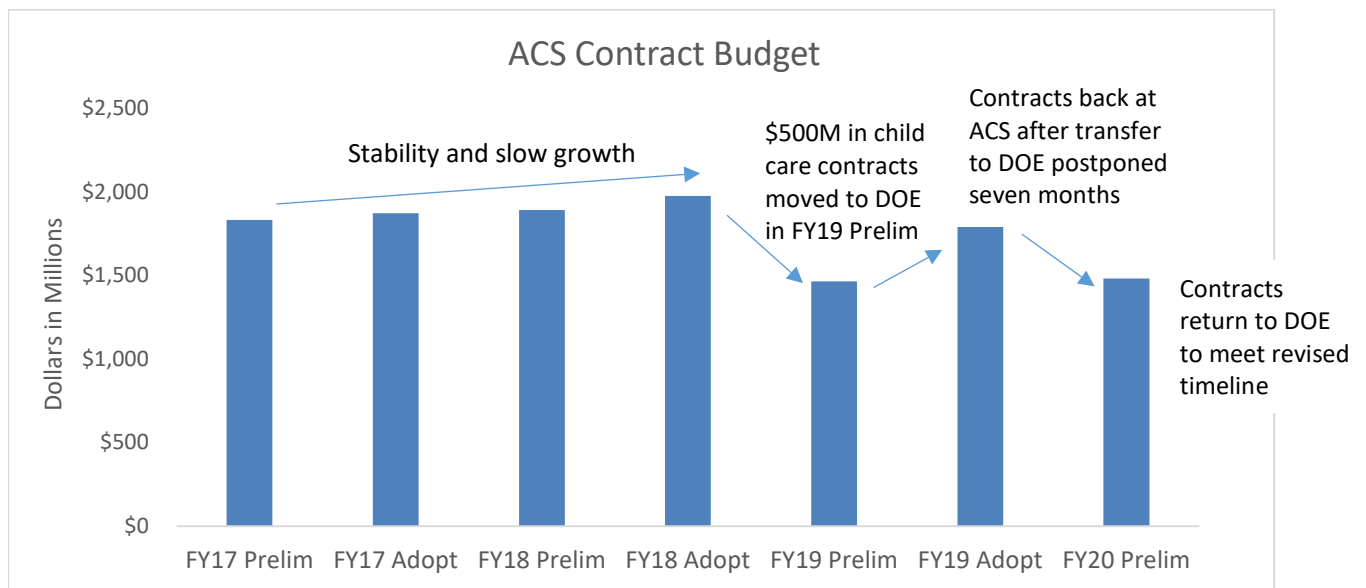
*The percent change from Adopted OT Budget to Actual OT Spending for each year.

The high number of vacancies and the substantial growth in OT suggest that ACS need additional full-time staff in order to meet its child protection mission. To that end, ACS has informed Council that it intends to hire 600 Child Protective Specialists (CPS) in Fiscal 2020, presumably to help reduce OT spending. Currently, ACS have over 1,900 CPS. It should be noted that vacancies fluctuate throughout the course of a year, and that ACS is able to hire in advance of attrition for these vacancies.

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 2020 Preliminary Contract Budget totals \$15.9 billion for procurement expenditures across all agencies. Recent changes to ACS’ contract budget are shown in the graph below.

The Administration for Children’s Services provides a range of services through contracted providers, including child care, foster care, non-secure detention, and preventive services. These not-for-profit



delegate agencies are under contract with ACS and must renew their services at the end of every contract period. The agency’s Fiscal 2020 Preliminary Contract Budget totals \$1.48 billion, or 69 percent of ACS’ OTPS budget, and includes 571 contracts. This represents a decrease of \$308.9 million when compared to the Fiscal 2019 Adopted Budget, which totaled \$1.79 billion, and included 573 contracts. ACS’ contract budget as a share of its overall OTPS budget is consistent year-over-year, although the total amount is approximately \$500 million smaller due to the transfer of EarlyLearn services.

Decreases in Contracted Spending Associated with EarlyLearn				
Category	Fiscal 2019 Adopted	Number of Contracts	Fiscal 2020 Preliminary	Number of Contracts
Day Care of Children	\$720,686	12	\$508,667	12
Head Start	96,247	1	0	0
Related to EarlyLearn	816,933	13	508,667	12
Other	974,513	560	973,913	559

The table on the previous page shows that the total amount of contract spending associated with EarlyLearn was \$816.9 million in Fiscal 2019, and will decrease to \$508.7 million in Fiscal 2020, a reduction of \$308.3 million. Head Start contracting is entirely removed from ACS’ budget. Other major components of ACS’ contract budget are foster care agency contracts, which total \$473.9 million in Fiscal 2020. This is a slight increase of \$2.8 million since Fiscal 2019.

Juvenile Justice contracts are currently listed within the General Contracting category, which in Fiscal 2019 totals \$100 million. Given the size and significance of the juvenile justice programs, and to improve budget transparency, the contract budget should include a budget code specifically for juvenile justice contracts.

Funding for child welfare services, whereby ACS partners with contracted providers to deliver preventive service programs for families, totals \$356.5 million. 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 56 includes a detailed description of ACS’ Fiscal 2020 Preliminary Contract Budget by category.

Council Initiatives

The Fiscal 2019 Adopted Budget included \$7.4 million for City Council initiatives that support child development and wellbeing and improve access to child care services. These funds include \$5.4 million for discretionary child care, \$600,000 for the ACS-managed portion of the Supportive Alternatives to Violent Encounters (SAVE) initiative, and \$500,000 for Wrap-Around Support for Transitional-Aged Foster Youth, which was launched as part of the Young Women’s Initiative (YWI) in Fiscal 2017.

The Council has supported child care programs since Fiscal 2013 in order to expand the reach of the City’s subsidized day care system beyond those programs with EarlyLearn contracts, and to maintain longstanding community child care centers that would have been lost to budget cuts in the prior City Administration. In Fiscal 2019, the Administration agreed to add \$4.5 million for child care providers previously supported by the Council, bringing the total allocation to \$9.9 million.

For Fiscal 2019, the Council negotiated with the Administration to fund, for one year, three YWI initiatives previously funded by the Council. This includes the ACS Youth Health initiative, which was funded at \$500,000.

Also as of Fiscal 2019, ACS no longer manages any part of the \$35.8 million Crisis Management System (which includes Cure Violence, a community-based approach to reducing gun violence). In previous fiscal years, ACS managed \$450,000 of the portfolio, related to work with youth. The Council continues to fund the Crisis Management System with a \$2.6 million allocation.

Fiscal 2019 Council Changes at Adoption	
<i>Dollars in Thousands</i>	
Council Initiatives	
Discretionary Child Care	\$5,355
Supportive Alternatives to Violent Encounters (SAVE)	600
Wrap-Around Support for Transitional-Aged Foster Youth	1,100
Subtotal	\$7,055
Local Initiatives	\$365
Subtotal	\$365
TOTAL	\$7,420

Alongside the \$7.1 million for Citywide initiatives, the New York City Council allocated \$365,000 to support early education, parenting programs, and other supportive and enrichment services for children’s wellbeing across the City through Local discretionary initiatives. A full description of Council initiatives may be found in Schedule C of the Fiscal 2019 Budget.

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.

Units of Appropriation. 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.

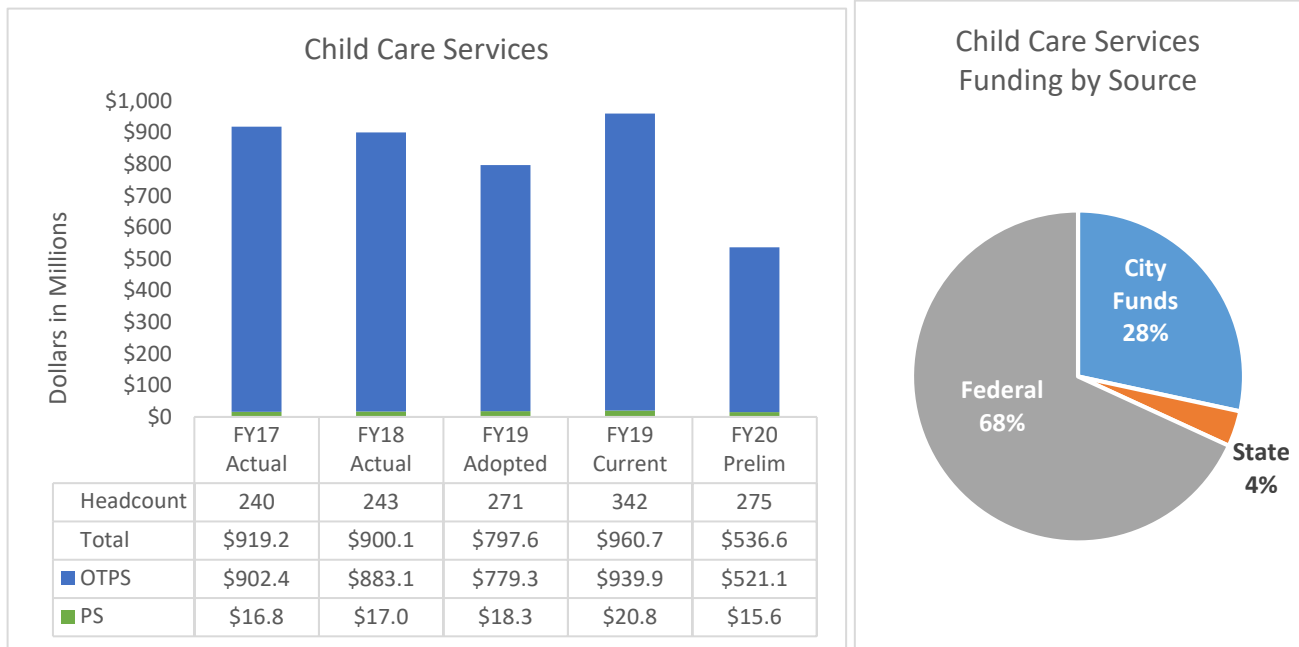
Given the size and diversity of ACS, its Expense Budget should be restructured to align unique U/As with individual program areas, in addition to the budget codes that group and form the program areas. In the following section, each program area is discussed individually within three general programmatic groups: Early Care and Education, Child Welfare, and Juvenile Justice.

Early Care and Education Program Areas

ACS is in its final year overseeing the largest municipal child care system in the country. ACS provides early education services 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 2020 totals \$536.6 million, a decrease of \$260.9 million when compared to the Fiscal 2019 Adopted Budget. The decrease is related to the movement of all remaining EarlyLearn services to the Department of Education (DOE). Other Than Personal Service (OTPS) spending decreases to \$258.2 million, which includes the removal of \$213.9 million in day care contracts and \$44.4 million in other charges related to child care services. Also as part of the transition, PS spending decreases by \$2.8 million, to \$15.6 million, as 71 positions are removed from the headcount. This restores the cut to headcount that first appeared in the January 2018 Financial Plan.

Delayed EarlyLearn Transfer. As originally planned, the EarlyLearn transfer would run from July 2018 to February 2019. However, seven additional months were granted for the transition, meaning that contracts are shifting to DOE beginning in Fiscal 2020, with rebid awards to commence in Fiscal 2021. Along with providing additional time for the City to elaborate its detailed plan for the transition, the delay allowed the Administration to better align with the federal rebidding for Head Start contracts.

ACS and DOE have collaborated since late 2017 on the transition, with various committees established to deliberate on matters such as finance, human resources, and policy. DOE has engaged in an extensive outreach effort designed to avoid the mistakes of the last EarlyLearn RFP at ACS in 2012.

A major budget concern is whether the Financial Plan contains sufficient resources for the child care system that DOE has planned. For instance, newly bid contracts are likely to cost more than they currently do, while there are likely to be additional costs associated with integrating EarlyLearn into DOE, such as consolidating enrollment or monitoring systems.

From a budget standpoint, the transition is occurring on two tracks: staff and contracting. The staff track relates to migrating unionized day care teacher contracts to DOE, as well as other day care workers such as administrators, cooks, and janitors. For day care teachers, there is an agreement in place through 2020 that includes increases to health insurance reimbursements, pension contributions and professional development funds.

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, and it remains uncertain

what role DOE or the School Construction Authority (SCA) will have in managing leases from Fiscal 2020 onwards. There are 70 City-leased sites with EarlyLearn programs, 20 of which receive Head Start funds. SCA and DCAS have different operations and process methodologies, and disruption would generate concerns from community-based providers (CBOs), some of which have little or no prior experience with SVA.

Pay Parity. As outlined in the Fiscal 2019 Preliminary Budget Response, the Council has serious concerns about pay parity between early childhood teachers. It should also be noted that the question of pay parity applies beyond teachers to day care support staff, which includes administrators, cooks, and janitors.

Teachers employed by CBOs have a starting salary around \$42,000, while teachers employed by DOE, who are represented by the UFT, have a starting salary around \$59,000. Certification requirements are the same regardless of the setting. CBO providers have long maintained that the lack of pay parity has made it a struggle to recruit and retain teachers, who often may start at a CBO, receive training, and then move to DOE.

The pay gap can be as much as 60 percent, which is particularly striking given that teachers in community settings are often women of color, while the majority of DOE teachers are white.² The expansion of free pre-K has deepened the City's reliance on CBOs, who serve about 60 percent of the total 70,000 universal pre-K students. There were only 20,000 4-year-olds enrolled in free pre-K in 2014.

Contracts are currently moving to DOE as is, without additional pay parity measures. District Council 1707 day care workers announced in March 2019, after numerous teacher protests across the country, the possibility that its 7,500 members in community-based organizations could walk out in protest over pay inequity. Their key demand is for a pay boost that would bring DC 1707 members' paychecks in line with UFT public school teachers'. Discussions are ongoing between the Council, unions, City Hall, and other key partners about how to address a serious staffing and equity question in education. The DOE, in its RFPs for child care services, has indicated that the Department does not plan to fund salary enhancements for staff in its CBO programs. DOE recommends a starting salary of \$44,000 for non-unionized teachers with a BA, and adds that salaries for unionized lead teachers are governed by the applicable collective bargaining agreement.³

Vouchers. While EarlyLearn transitions, voucher-based child care will remain administered and managed by ACS. Child care voucher enrollment averaged 66,682 in Fiscal 2018. Family child care vouchers had a value of \$7,740 (a reduction of over \$500 since Fiscal 2017), while center-based child care vouchers had a value of \$8,646, and legally exempt (informal child care) vouchers had a value of \$4,327. Based on Fiscal 2018 cost-per-child data, the cost of the voucher system is approximately \$500 million.

The Fiscal 2019 Budget baselined \$14.8 million for Special Child Care Funding (SCCF) vouchers, bringing to total baselined amount to \$27.4 million. Altogether, the baselined SCCF funding supports 3,489 child care vouchers in Fiscal 2019, of which ACS has enrolled 3,451, or 99 percent of its anticipated enrollment. SCCF vouchers are 100 percent City tax-levy funded; to qualify, parents must

² C. Viega, "Some New York City pre-K teachers mull a strike as de Blasio weighs presidential run," Chalkbeat, March 13, 2019, Available at: <https://www.chalkbeat.org/posts/ny/2019/03/13/some-new-york-city-pre-k-teachers-mull-a-strike-as-de-blasio-weighs-presidential-run/>.

³ DOE Birth-to-Five Services Request for Proposals, March 2019, pp.44-45.

meet several eligibility requirements, including having a total family income of less than or equal to 200 percent of the State Income Standard, as well as having the child’s parent(s) and/or guardian(s) employed at least 20 hours per week in education or training.

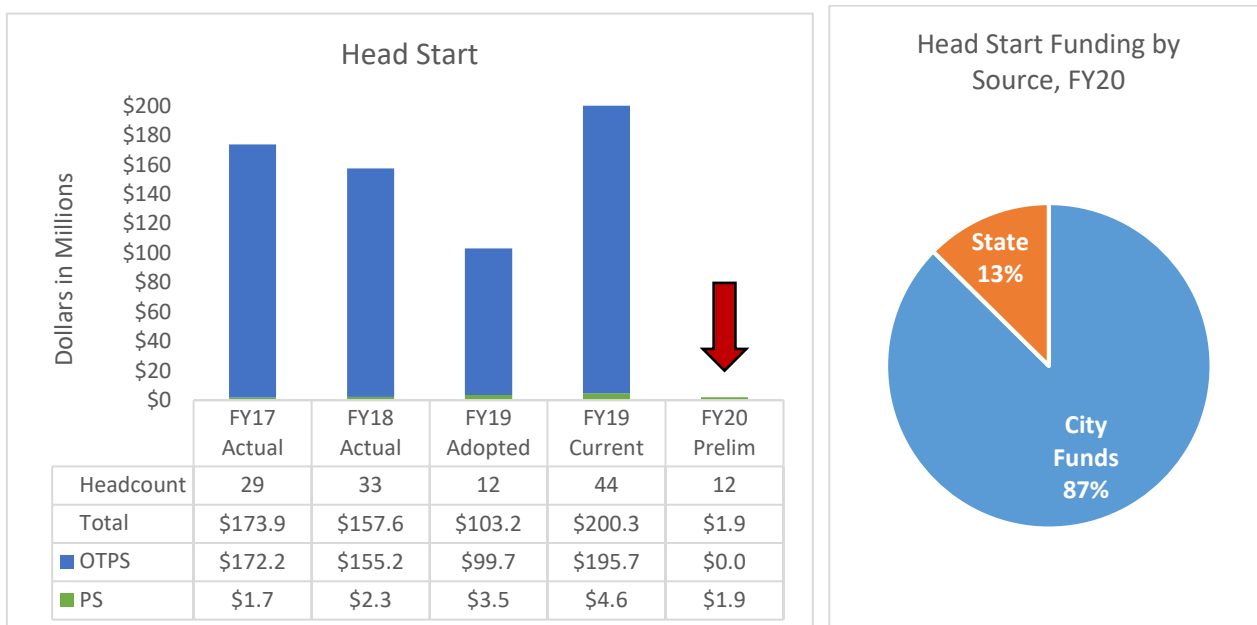
ACS keeps a single, unified waitlist for all child care vouchers, regardless of what type of voucher a family may eventually utilize. There are approximately 30,000 children on the entire waitlist, which is not directly reflective of the scope of need. To add their name to the waitlist, families provide basic information. Only when a child care voucher becomes available does the family complete the necessary eligibility information, such as job or training details. ACS determines eligibility based on need and issues a voucher. ACS moves in chronological order, without preference being given based on the care setting or length of time. Cash assistance vouchers for eligible families are mandated and must be provided, a process that includes HRA.

The administration of voucher-based child care, as well as overhead and other associated costs, is reflected in the \$536.7 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. This proportion is stable year-over-year, despite the transition. 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 tax-levy, as well as privately raised monies including contributions from the day care providers themselves.

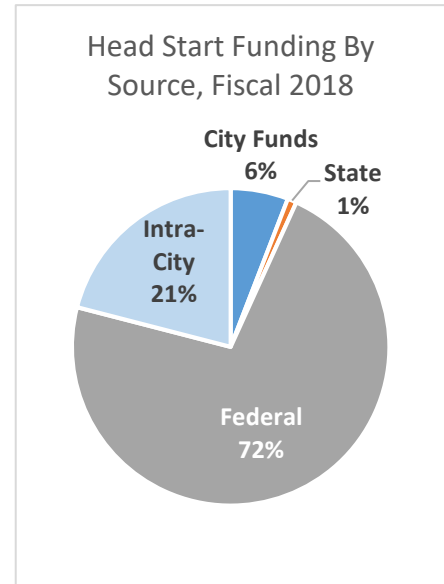
Head Start

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 2020 totals \$1.9 million, a decrease of \$101.3 million when compared to the Fiscal 2019 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 transition on their new date in July 2019, five months later than originally planned.

Personal Services (PS) spending decreases to \$1.9 million as a result of the reduction of 32 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.



EarlyLearn Performance Measures

Performance Indicators	Actual			Target		4-Month Actual	
	FY16	FY17	FY18	FY19	FY20	FY18	FY19
Average EarlyLearn contract enrollment	30,671	30,117	29,656	31,300	31,300	28,076	26,648
EarlyLearn - Average center-based enrollment	23,396	22,663	22,110	23,800	23,800	20,699	19,471
EarlyLearn - Average family child care enrollment	7,275	7,454	7,545	7,500	7,500	7,377	7,177
Average EarlyLearn Utilization (%)	83.4%	81.9%	80.7%	85.0%	85.0%	76.4%	72.5%
Average EarlyLearn Utilization - Center-based (%)	83.1%	80.5%	78.5%	85.0%	85.0%	73.5%	69.2%
Average EarlyLearn Utilization - Family child care (%)	84.6%	86.7%	87.7%	85.0%	85.0%	85.8%	83.5%

EarlyLearn contract enrollment has struggled to achieve its targets. Average EarlyLearn contract enrollment during the first four months of Fiscal 2019 declined by five percent from 28,076 to 26,648. This decrease was the result of declines in both average center-based enrollment, from 20,699 to 19,471, and average home-based family child care enrollment, from 7,377 to 7,177. Center-based childcare utilization declined from 74 to 69 percent and family child care utilization decreased from 86 to 84 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. As discussed on page 20, the pay gap between identically-qualified teachers at CBOs versus DOE can be as much as 60 percent. Recruitment and retention issues should be made a greater priority for the Administration as it continues to develop its overall plan for the transfer of early childhood education services.

Child Care Vouchers Performance Measures

Performance Indicators	Actual			Target		4-Month Actual	
	FY16	FY17	FY18	FY19	FY20	FY18	FY19
Average child care voucher enrollment	67,527	66,968	66,682	*	*	66,282	66,801
Average mandated children voucher enrollment	54,761	53,723	50,937	*	*	52,211	47,999
Average other eligible children voucher enrollment	12,659	13,245	15,745	*	*	14,071	18,802
Average center-based child care voucher enrollment	27,132	27,864	28,380	*	*	28,121	26,765
Average family child care voucher enrollment	24,119	24,786	26,469	*	*	25,455	29,883
Average informal (home-based) child care voucher enrollment	15,976	14,318	11,872	*	*	12,706	10,154
Fiscal year spending per child - Center-based child care vouchers	\$9,280	\$9,149	\$8,646	*	*	NA	NA
Fiscal year spending per child - Family child care vouchers	\$7,659	\$8,322	\$7,740	*	*	NA	NA
Fiscal year spending per child - Legally exempt (informal child care) vouchers	\$4,140	\$4,234	\$4,327	*	*	NA	NA

Average child care voucher enrollment increased from 66,282 during the first four months of Fiscal 2018 to 66,801 in the same period in Fiscal 2019. Unlike EarlyLearn enrollment, voucher enrollment has remained consistent over the past three years. This was the net impact from an increase in family child care voucher enrollment, but a decrease in center-based child care voucher enrollment and informal (home-based) child care voucher enrollment.

Abuse in Child Care Performance Measures

Performance Indicators	Actual			Target		4-Month Actual	
	FY16	FY17	FY18	FY19	FY20	FY18	FY19
Abuse and/or neglect reports for children in child care	584	621	726	*	*	248	248
Investigations for children in care that found credible evidence of abuse or neglect (%)	15.1%	16.4%	14.1%	*	*	14.2%	16.9%

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 by directly-employed ACS staff.

One of the main rationales for the transfer of EarlyLearn programs to the DOE was to tighten ACS' agency focus on child welfare services.⁴ The Fiscal 2020 Budget begins to demonstrate this renewed

⁴ Child welfare services includes: Adoption Services, Child Welfare Support, Department of Education Residential Care, Foster Care Services, Foster Care Support, General Administration, Preventive Homemaking Services, Preventive Services, and Protective Services.

emphasis. These services total \$1.9 billion, an increase of about \$60 million over the past calendar year. The funding supports nearly 60,000 State Central Register consolidated child abuse and neglect investigations, of which around two-in-five are substantiated after an investigation. Over 9,600 families enter child welfare preventive services annually, greater than the 8,700 children currently in foster care.

According to a 2017 Casey Family Foundation strategic review of ACS' protective and preventive services, ACS is viewed nationally as a leader for its attention to the critical and difficult challenge of child protection. However, the report indicated several areas highlighted for attention in terms of systems, process and reporting improvement, including creating a safety culture for reporting challenging or unclear cases.

Furthermore, renewed attention has been brought to the racial and class disproportionality of ACS' child welfare investigations. There is a statistically significant correlation between poverty and child welfare investigations. Even when child abuse allegations are unfounded, the names of the accused can remain on the New York state registry until the youngest child in the case turns 28 years old, sometimes leading to disqualification from work as home health aides, day care workers, etc. This is far longer than in most other states, and has provoked meaningful debate about the process and ongoing impact of child welfare investigations.⁵

Recent federal actions on immigration and deportation have also led to reports of reduced interest from immigrant parents in participating in preventive services, which are known to correspond to a decrease in future contact with the child welfare and/or juvenile justice system. Complete program area charts are shown in Appendix E starting on page 58.

Child Welfare 20/21. A majority of ACS' foster care and prevention service contracts are scheduled to expire in June 2020. In preparation and planning for the future of child welfare contracts, ACS created the Child Welfare 20/21 Project. A cross-divisional project between the Division of Prevention Services and the Division of Family Permanency, ACS conducted analyses of its existing programs in 2018 in order to review all aspects of service delivery to identify successes and areas for improvement.

In addition to the research ACS is completing, a Provider Advisory Committee added the experiences and needs of providers, youth, and families. A communication booklet contains the Child Welfare 20/21 project's overview, information sharing strategy, provider engagement survey outcomes, and provider agency listening tour outcomes.⁶

Preventive service contracts that expire in June 2020 will be rebid before foster care contracts. ACS released a preventive service concept paper in January 2019, for which the public comment period ends on March 25, 2019.⁷

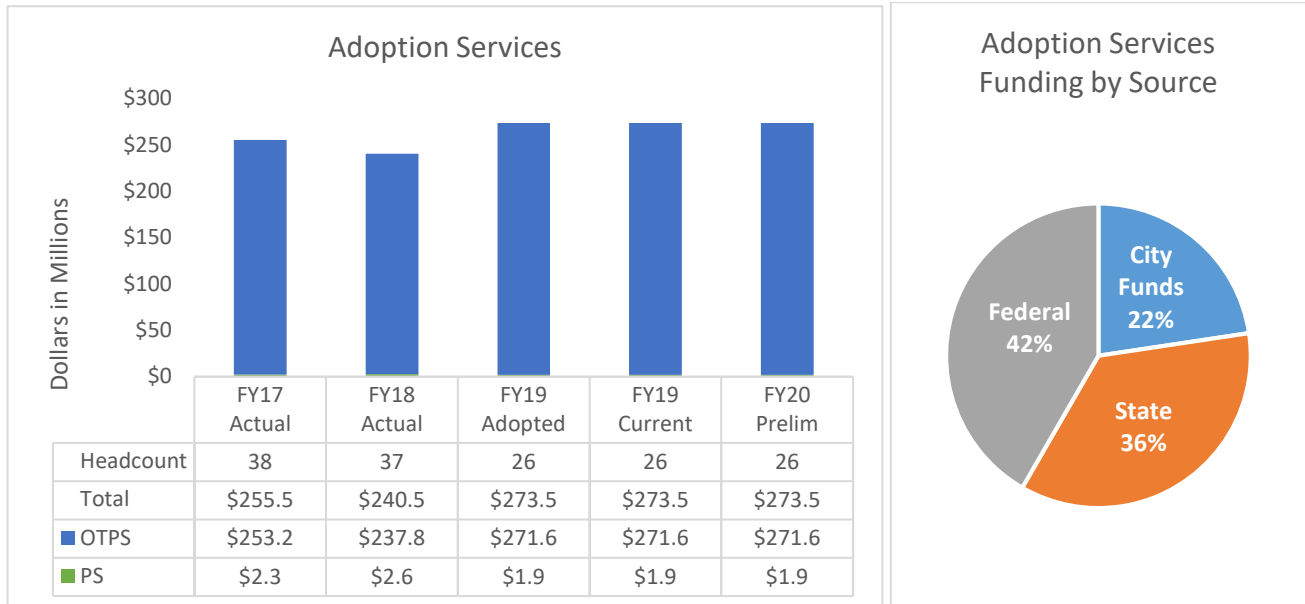
⁵ N. Stewart, "The Child Abuse Charge Was Dismissed. But It Can Still Cost You a Job," The New York Times, Feb. 25, 2019, Available at: <https://www.nytimes.com/2019/02/25/nyregion/ny-child-abuse-database.html>.

⁶ ACS Child Welfare 20/21 Communications Booklet, 2018, Available at: <https://www1.nyc.gov/assets/acs/pdf/about/2018/ProjectCommunicationBooklet.pdf>.

⁷ ACS Prevention Services Concept Paper, 2019, Available at: <https://www1.nyc.gov/assets/acs/pdf/RFP/2019/PreventionConceptPaper.pdf>.

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.



The proposed budget for adoption services for Fiscal 2020 totals \$273.5 million. There is \$1.9 million in the PS budget to support 26 full-time positions, and \$271.6 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 2019, 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 and \$97.7 million, respectively. Of federal revenues, \$111.6 million comes from Adoption Assistance; of State revenue, \$96 million comes from the State Adoption grant.

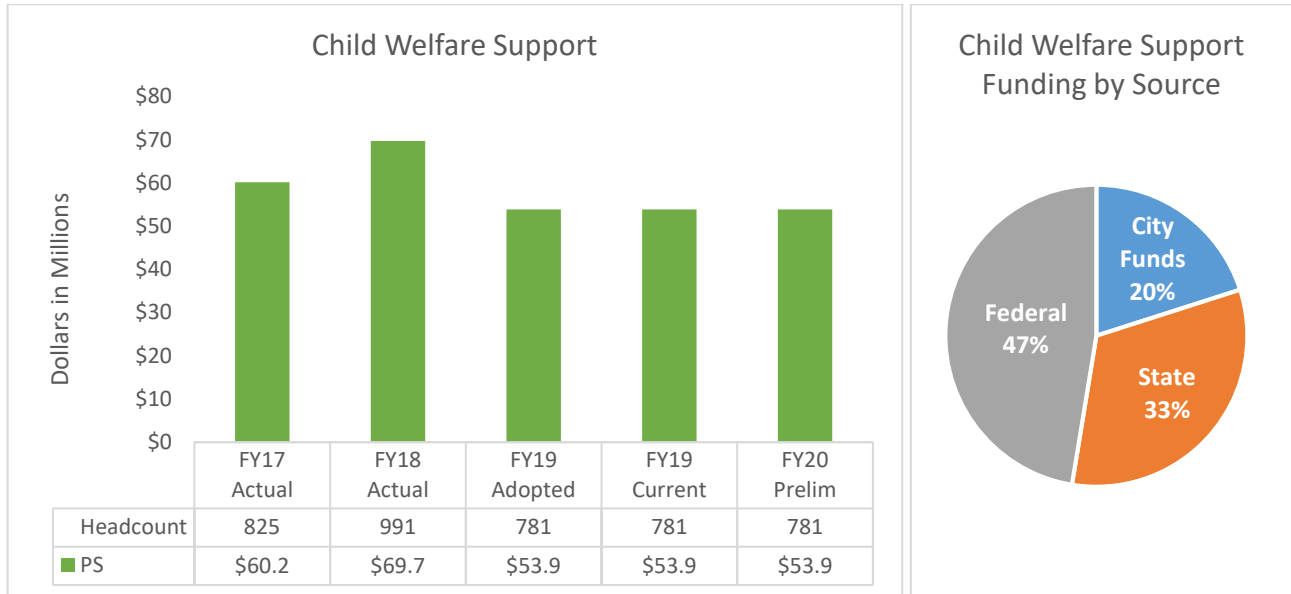
Adoption Performance Measures

Performance Indicators	Actual			Target		4-Month Actual	
	FY16	FY17	FY18	FY19	FY20	FY18	FY19
Children adopted	1,061	899	901	*	*	208	164
Children eligible for adoption (average)	1,053	904	708	*	*	848	627
Kinship Guardianship Assistance discharges	343	384	306	*	*	137	139

The number of children who achieved permanency through Kinship Guardianship Assistance (KinGap) was stable over the first four months of Fiscal 2019 when compared to the first four months of Fiscal 2018, rising slightly to 139 from 137. However the number of adoptions continued its downward trend since Fiscal 2016, and fell 21 percent from 208 to 164, while the average number of children in care who are eligible for adoption declined 26 percent from 848 to 627, and the number of children reunified with their families fell seven percent from 789 to 735. 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 two percent. The foster care program areas, on page 27 to 30, have additional detail about these services.

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.

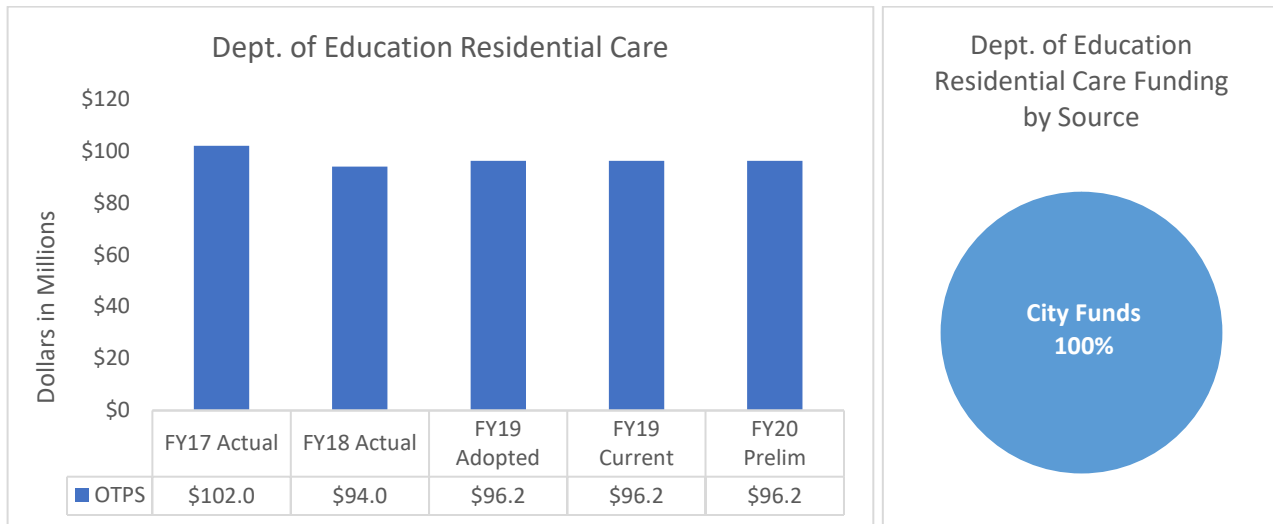


The proposed budget for child welfare support for Fiscal 2020 totals \$53.9 million, entirely allocated in the PS budget to support 781 full-time positions. To enhance transparency within this program area, ACS should provide additional details about the job titles of the PS headcount assigned to child welfare support.

Compared to Fiscal 2019, there is neither a change in PS spending nor the introduction of OTPS spending, which remains zero. Funding sources are also stable. As in Fiscal 2019, 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 Child Welfare 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

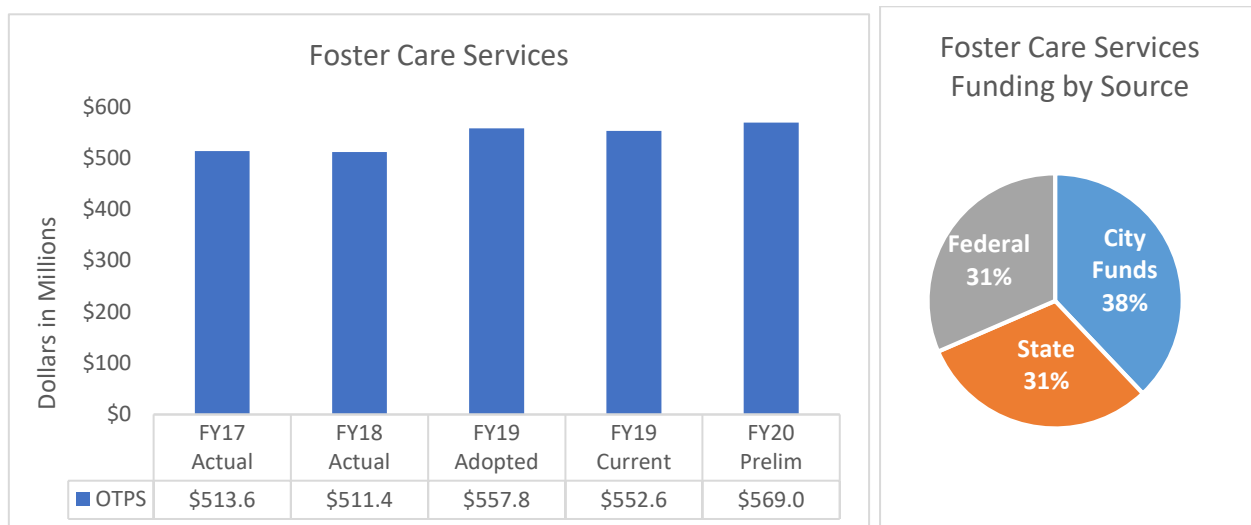
The DOE’s Residential Care program area provides funding for room and board for non-foster care children placed into residential schools by the Committee for Special Education at the DOE. The costs of providing educational services and supports are paid for by the DOE.



The proposed budget for DOE Residential Care for Fiscal 2020 remains unchanged from the Fiscal 2019 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. ACS should consider adding a performance indicator on the number of students served annually in DOE residential care and the approximate cost per child.

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 8,300 children in foster care as of January 2019, and a Fiscal 2019 program area budget of \$569 million, foster care services spending is approximately equal to \$68,500 per child per year. However, this figure does not include all possible funding streams or costs that support children in foster care. In light of its renewed focus on child welfare services, of which foster care is a key component, ACS should review spending to ensure adequate care and supports for the City’s foster youth.



The Fiscal 2020 Preliminary Budget for foster care services totals \$569 million, an increase of \$11.2 million when compared to the Fiscal 2019 Adopted Budget. The City has generally increased resources to this program area over the past several years, and in doing so has incurred additional reimbursements from federal and State revenue. In Fiscal 2018, wage adjustments and wage floor costs grew the Foster Care OTPS program by \$10 million.

In Fiscal 2020, the City funds \$215.8 million, while federal and State sources contribute \$179.2 million and \$173.9 million, respectively. There is no PS spending or headcount associated with the foster care services program area. ACS has reported that to strengthen reunifications and reduce reentry to care, ACS is providing \$6 million annually in additional funding to foster care agencies to intensify services and supports for families and children before and during the transition home.

Foster Care Task Force. In March 2018, ACS published the recommendations of its Interagency Foster Care Task Force, created following the enactment of Local Law 144 of 2016. The Task Force generated 16 recommendations that build upon the ACS' Foster Care Strategic Blueprint. The recommendations were clustered in five areas: Permanency; Education; Health and Mental Health; Housing; and Employment and Post-Secondary Education. Fiscal 2020 represents the second fiscal year where ACS has not added new needs related to implementation of the Foster Care Task Force's recommendations.

However, ACS has announced progress on several of the initiatives outlined in the recommendations, albeit without adding new funding. In March 2018, ACS launched its first initiative, which involved setting an enhanced target for the proportion of children in foster care placed with kin (that is, relatives or family friends) from the current level of 31 percent to 46 percent by end of Fiscal 2020. The second initiative aimed to increase the number of youth in foster care connected to Department of Youth and Community Development (DYCD) academic and social enrichment programs and improve educational well-being outcomes.

As part of the Fiscal 2019 Budget adoption deal, the Administration agreed that ACS would self-fund a total of \$7.8 million for three initiatives recommended by the Foster Care Task Force: \$3.3 million for Kinship Navigators to continue to increase adoption and Kinship Guardianship; \$2.8 million to improve Family Visiting with parents; and \$1.7 million for Workforce Employment to support foster care agencies in preparing youth for the workforce.

However, the Administration has failed to implement the agreed programs. As of January 2019, two of the programs had pilots underway: \$366,000 for a Kinship Navigator/Specialist pilot with two foster care agencies (Children's Village and Little Flower Children and Family Services of New York) and 10 kinship specialist positions at ACS in the Division of Child Protection (DCP); and \$469,000 for a Family Visiting pilot with two agencies (Children's Aid, Good Shepherd) to improve the quantity and quality of visits and family time.

The kinship navigator staff have the dedicated function of finding and engaging kin caregivers for children entering foster care. Kinship Specialists support child protection staff by finding a kin caregiver to place a child with when the youth can no longer safely remain in a home. ACS has engaged kinship care organization A Second Chance to provide training to these staff. The funding is designed to support each agency in implementing strategies to increase the proportion of children placed with kin. ACS, in partnership with national experts Public Catalyst and Action Research, is continuing to provide intensive technical assistance on kinship placement to foster care agencies through ACS' Home Away from Home initiative.

Given the extensive work of the Foster Care Task Force, the Council is concerned that no additional new needs are reflected in ACS' Fiscal 2020 Preliminary Budget to support the Task Force's recommendations.

Foster Care Performance Measures

Performance Indicators	Actual			Target		4-Month Actual	
	FY16	FY17	FY18	FY19	FY20	FY18	FY19
All children entering foster care (preliminary)	3,657	4,088	4,003	*	*	1,506	1,309
Children placed in foster care in their community	36.3%	36.6%	36.2%	36.0%	36.0%	34.1%	26.9%
Children in foster care (average)	9,906	8,921	8,732	↓	↓	8,845	8,420
– Children in foster kinship homes	3,230	2,761	2,883	*	*	2,805	3,131
– Children in nonrelative foster boarding homes	5,829	5,337	5,027	*	*	5,224	4,505
– Children in residential care	847	823	821	*	*	817	785
Children discharged to permanency within a year of placement (%)	32.0%	31.8%	29.9%	35.0%	35.0%	NA	NA
Children in care 12-23 months discharged to permanency (%)	24.4%	24.9%	24.4%	27.0%	27.0%	NA	NA
Children in care 24 or more months discharged to permanency (%)	24.9%	24.8%	25.8%	27.0%	27.0%	NA	NA
Children who re-enter foster care within a year of discharge to family (%) (preliminary)	7.8%	6.2%	9.1%	6.0%	6.0%	8.4%	10.5%
School Attendance Rate - Children in Foster Care (%)	82.5%	82.2%	81.4%	*	*	83.4%	83.2%
Children maltreated during family foster care placement per 100,000 care days	5.2	6.7	7.5	5	5	4.9	10.4
Siblings placed simultaneously in the same foster home (%) (preliminary)	91.4%	93.0%	94.1%	*	*	93.0%	92.2%
Children entering foster care who are placed with relatives (%) (preliminary)	27.4%	30.1%	34.1%	30.0%	30.0%	33.8%	42.3%
Children returned to parents (reunifications)	2,676	2,289	2,480	*	*	789	735

When comparing the first four months of Fiscal 2019 to the same period in Fiscal 2018, the total number of children entering foster care stabilized after a period of upward growth, actually declining 13 percent from 1,506 to 1,309. However the number of children in foster care moved downward, in the direction of its target, from 8,845 to 8,420. The decrease in foster care admissions mirrors the decrease in the total foster care population, and corresponds to a slight decrease of three percent in the number of State Central Register investigations.

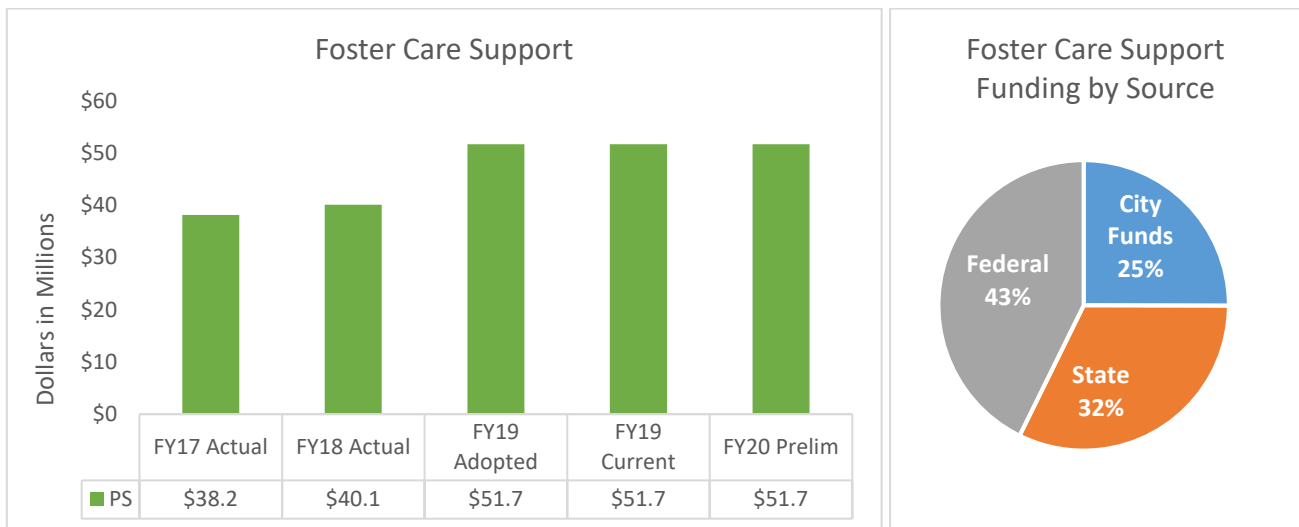
Notably, the number of children in family foster care, per 100,000 care days, for whom a child protective investigation found some credible evidence that maltreatment by the foster parents may have occurred increased to 10.4 during the first four months of Fiscal 2019 from 4.9 during the same period 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. This is especially relevant as the foster care system comes up for rebidding in a forthcoming RFP. ACS reports that during first four months of Fiscal 2019, over 98 percent of active foster homes had no investigations that found some credible evidence of abuse or neglect. To the maximum extent

possible to protect the privacy and safety of children, ACS should report the actual number of investigations with credible evidence.

Finally, over the same period as above, the percent of children entering foster care who were placed with relatives built on previous increases, rising an additional eight percentage points from 34 percent to 42 percent. By comparison, the percentage of children entering foster care who were placed with relatives in Fiscal 2016 was only 27 percent. The percent of siblings placed in the same foster home stayed level at around 92 percent. From this, it appears that ACS’ efforts to implement strategies to increase the safe use of kinship placements when appropriate have been effective.

Foster Care Support

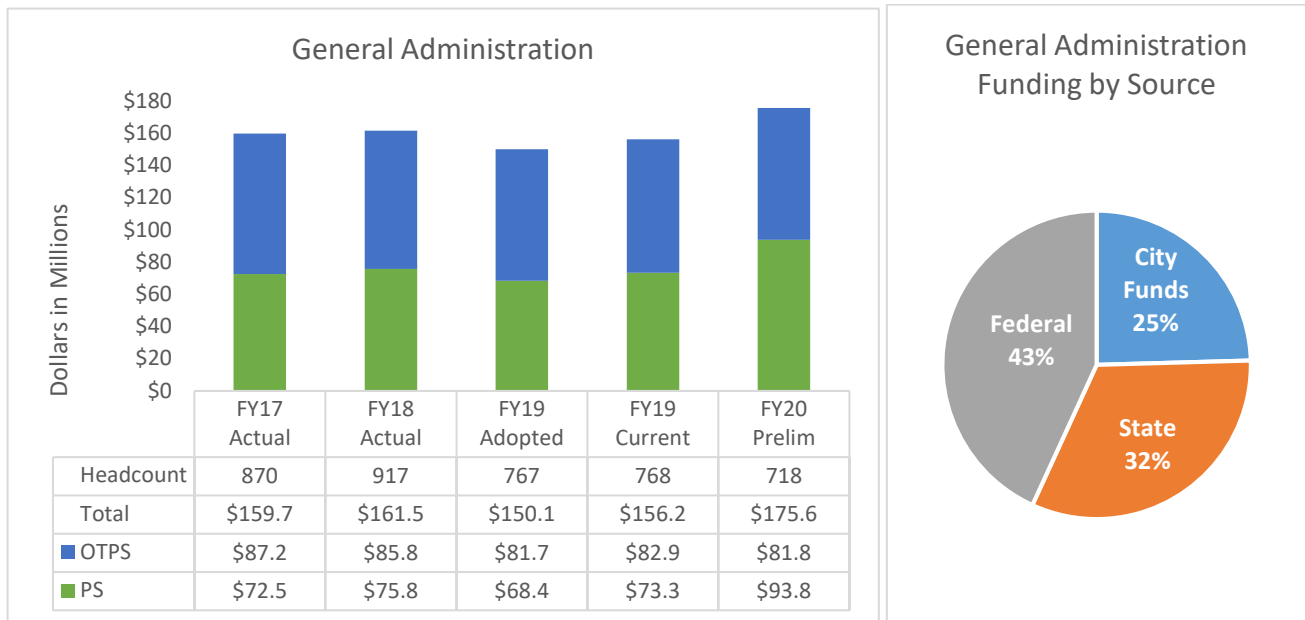
Funds for foster care support provide services related to foster care, including pre-placement, child evaluation, contract agency assistance, and foster-parent recruitment.



Funding for foster care support in the Fiscal 2020 Preliminary Budget remained the same when compared to the Fiscal 2019 Adopted Budget. The number of positions also remained constant, at 712. The split between City, federal and State funding was also constant, at 25 percent, 43 percent, and 32 percent, respectively. ACS should provide a headcount breakout with greater detail for this program area.

General Administration

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



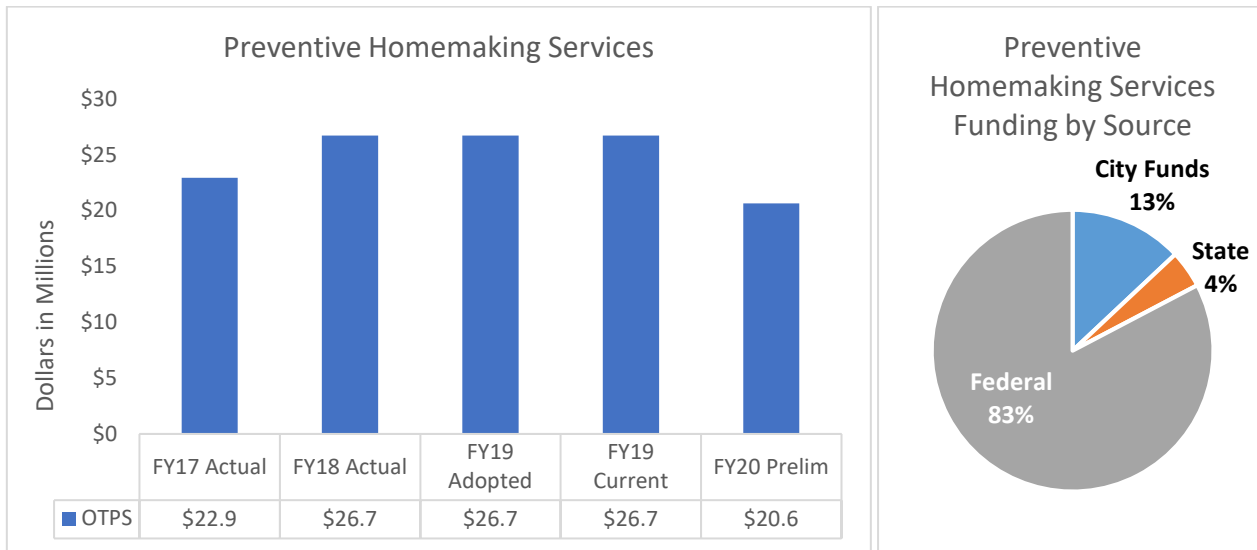
The Fiscal 2020 Preliminary Budget increases the budget of the general administration program area by \$25.5 million to \$175.6 million. The increase is driven by the \$25.4 million increase in full-time salaried positions, which increase by 307 positions when compared to the Fiscal 2019 Adopted Budget, going from 790 positions to 1,097. It is known that Raise the Age implementation is a major contributor to ACS’ total headcount increase, however Secure Detention does not increase in the Fiscal 2020 Preliminary Budget beyond the 497 positions it had at Fiscal 2019 Budget Adoption. ACS is yet to confirm if the large increase in General Administration positions represents a hold on assigning such positions to the non-secure, secure, placement, General Administration, or another program area. ACS is assessing the needs of the new cohort of 17-year-olds who will enter ACS custody beginning October 1, 2019, and forthcoming plans should show transfers of positions out of General Administration and into the relevant juvenile justice program area.

ACS funds General Administration with \$75.8 million in federal funds, representing 43 percent of the total, while City funds total \$43.1 million (or 25 percent), and State funds total \$56.7 million (or 32 percent).

Cyber Security. ACS increased its budget by \$327,000 in Fiscal 2019 and \$533,000 in Fiscal 2020 and in the outyears to improve its firewalls and cyber security. The funding rolls out cyber protections through the purchase of software licenses. There is no increase in PS or headcount as a result. In addition, ACS claims State funding through the open child welfare preventive grant, and federal funding through Title IV-E.

Preventive Homemaking Services

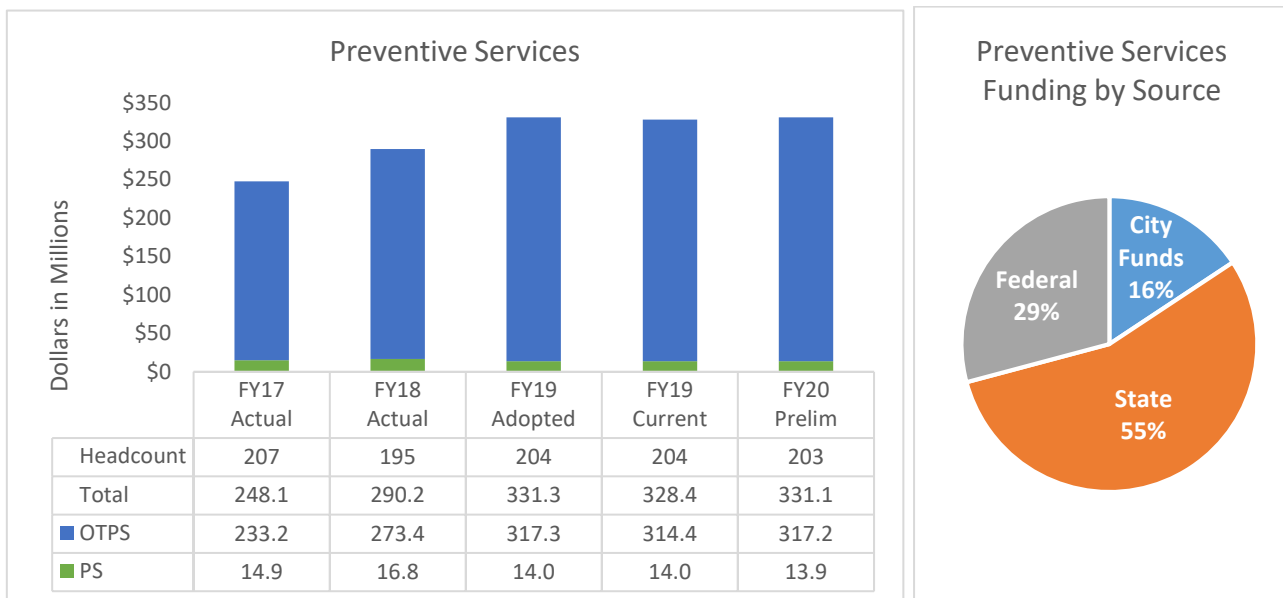
The Preventive Homemaking Services program area funds childcare and household management services for families who require assistance in providing a safe, nurturing environment for their children. Through training and support, homecare service providers help families to manage their households independently.



The Fiscal 2020 Preliminary Budget for preventive homemaking services totals \$20.6 million, a decrease of \$6.1 million when compared to the Fiscal 2019 Adopted Budget. ACS has historically closed this gap when intra-City transfers from the Human Resources Administration (HRA) are reflected. HRA’s contributions raise the total value of contractual social services that provide homemaking services. This program area is largely federally funded, with 83 percent of funds coming from the federal government.

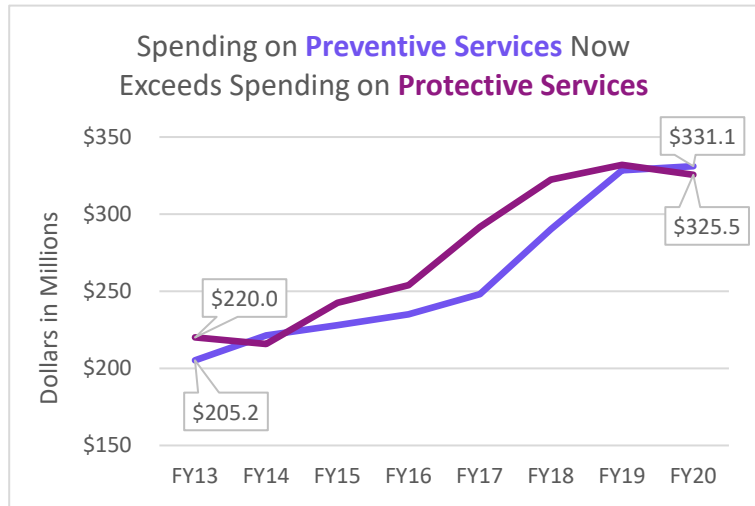
Preventive Services

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. ACS oversees the Family Assessment Program (FAP), a preventive service that aims to strengthen families, reduce conflict, and connect families to services that provide ongoing support in the community. FAP services are completely voluntary, however, families seeking access to Family Court through the PINS system must participate in FAP before a PINS petition can be filed. This is the revenue stream threatened by the State (for more please refer to pages 12 and 13).



Funding for preventive services decreases by \$166,000, for a total of \$331.1 million. This represents a slowdown in the growth over the past period in preventive services. However, as the graph below shows, spending in Fiscal 2020 on preventive services, at \$331.1 million, exceeds spending on protective services, at \$325.5 million.

Successful Preventive Services Model Budget. Beginning in Fiscal 2018, over \$50 million in additional funding was added for training, preventative service expansion, eliminating the waitlist, and model contracting. First, \$24.1 million in new needs was baselined in the Fiscal 2018 Executive Budget for training, preventive referrals and the Children’s Center. Later, the Fiscal 2018 Adopted Budget included \$26.3 million for model budgeting for preventive services providers, to ensure payments aligned with the costs of delivering quality services.



The model budget enhancements included the following: funding to reduce the supervisor to case planner ratio to 1:4 across all programs; funding to hire case or parent aides at a salary of up to \$36,000; funding to hire one designated quality assurance staff person at a salary of up to \$58,000; and funding for salary increases.

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 waitlist but it should be monitored to ensure new staff are sufficient to accommodate any anticipated increases in ACS preventive service needs. As ACS works to improve its preventive service delivery, the continued existence of the uncapped 62 percent State reimbursement for preventive services is a welcome development.

Child Welfare 20/21 and Preventive Services RFP. There remain ongoing challenges in preventive services. In particular, there is 40 percent caseworker turnover, suggesting that ACS has work to do to develop an experienced workforce and curb a steep rate of attrition. In addition, providers have raised concerns about: the amount of compliance documentation required; metrics that do not correspond with the family’s story of development; a shortage of licensed social/clinical workers; too little time available to spend to each child; and delays in accessing child care and housing subsidies, which correspond to failure to successfully complete preventive services.

ACS is in the middle of a year-long process to rebid for preventive services. As mentioned previously, preventive service contracts are scheduled to expire in June 2020. In preparation and planning for the future of child welfare contracts, ACS created the Child Welfare 20/21 Project to analyze existing programs and solicit feedback from providers and the community.

Preventive service contracts that expire in June 2020 will be rebid before foster care contracts. Currently the preventive service concept paper is out for comment, through March 25, 2019. The total funding available for the contracts to be awarded from the RFP is approximately \$227 million.

Payment structures include cost-based factors for Family Support and Therapeutic and Treatment contracts, as well as Clinical Enhancement contracts.

Division of Child and Family Well-Being and Family Enrichment Centers (FECs). ACS' Division of Child and Family Well-Being, established in created in September 2017, is meant to create a system of primary prevention services. ACS has explained that its new Division takes a public health view toward building protective factors. A key part of the Division's expansion is the creation of Family Enrichment Centers (FECs). There have been three pilot FECs citywide, which provide community-driven, comprehensive services to support families without directly engaging or involving the child welfare system. The three innovative FECs are: O.U.R. Place, opened in Hunts Point and managed by Graham Windham; Circle of Dreams, opened in Highbridge and managed by Bridge Builders; and the C.R.I.B., opened in East New York and managed by Good Shepherd Services. Some parents have called for ACS to add parent advocates at FECs to ensure that parents' voices are heard and respected in the process of seeking assistance.

Preventive Service Performance Measures

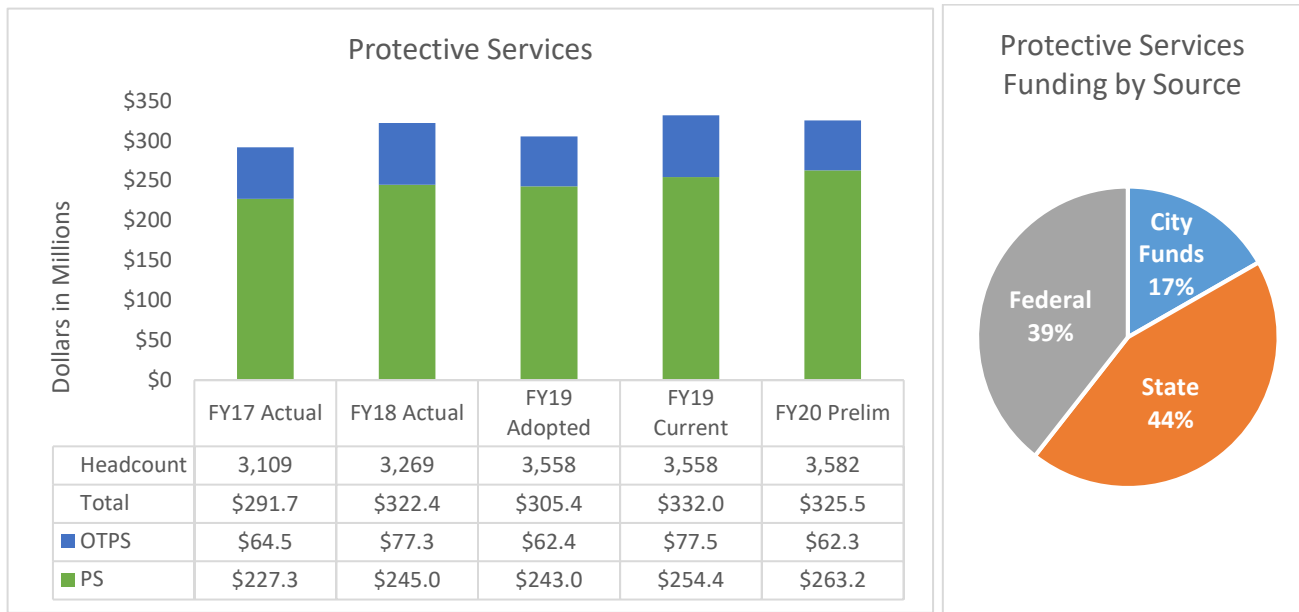
Performance Indicators	Actual			Target		4-Month Actual	
	FY16	FY17	FY18	FY19	FY20	FY18	FY19
Families entering child welfare prevention services	10,540	9,240	9,608	11,000	11,000	3,351	3,307
Families entering child welfare specialized teen prevention services	1,463	1,136	1,175	*	*	400	417
Children receiving child welfare prevention services (daily average)	23,986	23,870	24,481	*	*	23,811	24,724
Children who received child welfare prevention services during the year (annual total)	46,207	43,157	43,874	*	*	NA	NA

During the first four months of Fiscal 2019, the daily average number of children receiving child welfare preventive services increased by four percent, from 23,811 to 24,724, compared to the same period in Fiscal 2018. However the number of families entering child welfare prevention services decreased by one percent over the same period, from 3,351 to 3,307 families. 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 annual total of children who received child welfare prevention services increased in Fiscal 2018 to a new high of 43,874. The number of families entering specialized teen preventive services remains around 1,200 a year, or 400 per quarter.

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.

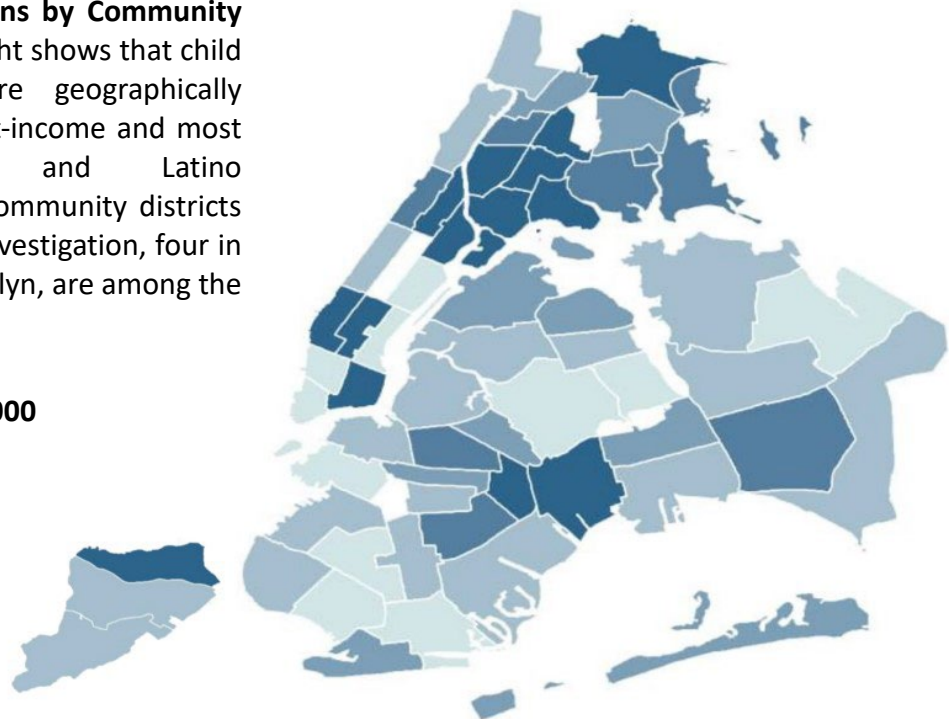
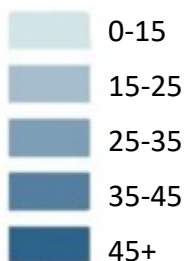


The Fiscal 2020 Budget for Protective Services totals \$325.5 million, an increase of \$20.1 million when compared to the Fiscal 2019 Adopted Budget of \$305.4 million. The increase results from \$20.2 million added for full-time salaries, including 24 additional headcount. Headcount in the protective services program area is now 3,582, representing 49 percent – nearly half – of ACS’ entire workforce. OTS decreases by \$130,000 as a result of a decrease in contractual social services.

Over the past three fiscal years, the PS budget has grown as a result of wage increases for child protective service (CPS) staff. In light of a number of high profile child fatalities in late 2016, including Zymere Perkins and Jaden Jordan, ACS increased child protection resources 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.

Child Welfare Investigations by Community District. The map to the right shows that child welfare investigations are geographically concentrated in the lowest-income and most predominately Black and Latino neighborhoods. The five community districts with the highest rates of investigation, four in the Bronx and one in Brooklyn, are among the City’s seven poorest.

Investigations per 1,000



CPS Caseloads. Caseloads have declined from an average of 13.2 to 10.6 between November 2017 and January 2019, which places ACS below the national standard of 12 cases per caseworker. The table to the right shows average child protection caseload by borough and citywide. The decrease in caseloads suggests that funding associated with salary adjustments and additional headcount has made an impact. All boroughs except the Bronx saw declines in their CPS caseloads over this period. The Bronx has struggled with high caseloads in the past period, which is linked to the high number of investigations conducted in that borough relative to total population. Advocates have raised concerns over higher turnover rates of supervisors who are not eligible for overtime and in some circumstances may make less money than their subordinates. This is an area in need of increased investment by the Administration to ensure that caseloads and compensation are equitable across all five boroughs.

Borough	CPS Caseload (As of January 2019)
Bronx	12.3
Brooklyn	9.7
Manhattan	11.7
Queens	9.8
Staten Island	11.4
Citywide	10.6

Emergency Removal. ACS may, at any point in a child welfare investigation, determine that a child is not safe in a family’s home. If determined, ACS is required to conduct an emergency removal if Family Court is not in session during the time at which the removal is required. ACS says that whenever possible, ACS makes efforts to keep families together, by working with families to find services to help keep children safe and well.

After an emergency removal, ACS arranges for parents to attend an Initial Child Safety Conference (ICSC) to discuss what should be done to keep the child safe. At the conference, parents have the right to bring family members and other supports. Parents are also offered the services of a Parent Advocate, however some parents have expressed discomfort that the parent advocate is related to the child welfare system and not independent of ACS.

The table below of Article 10 filings includes neglect and abuse cases brought by ACS against parents accused of neglecting or abusing their children. Article 10 filings have increased 35 percent since calendar year (CY) 2014, although they declined between CY 2017 and CY 2018.

	CY 2014	CY 2015	CY 2016	CY 2017	CY 2018
Children with Article 10 Filings	9,900	9,958	10,973	15,975	13,319

Family Court and Court-Ordered Supervision. If a CPS worker and his or her supervisor determine that no safety interventions can be put in place to eliminate the imminent danger to a child, ACS makes an application to Family Court for an order to remove the child and place the child into foster care. If CPS determines that it is safe for the child to remain at home while the family receives services, ACS asks for those services to be provided under the supervision of the Family Court, a process known as court-ordered supervision. The family must comply with these services in order for the child to remain at home.

Advocates have noted increasing pressure on Family Court due to a growth in the use of orders of supervision. ACS should share greater detail on how the agency determines whether to request court-ordered supervision, so that an assessment of the total number of families under surveillance may be made. ACS lawyers may also have difficulty meeting the demands of increased caseloads. Advocates have raised that the backlog of Family Court cases have meant that not all cases are heard in the statutory period they are meant to be.

Protective Service Performance Measures

Performance Indicators	Actual			Target		4-Month Actual	
	FY16	FY17	FY18	FY19	FY20	FY18	FY19
Number of State Central Register consolidated investigations	55,337	59,329	59,166	*	*	17,173	16,647
Abuse and/or neglect reports responded to within 24 hours of receipt from the State Central Register (%)	98.6%	98.2%	97.5%	100.0%	100.0%	98.4%	98.1%
Investigations that found credible evidence of abuse or neglect (%)	36.1%	40.0%	38.6%	*	*	39.9%	38.8%
Children in complete investigations with repeat investigations within a year (%)	23.8%	23.9%	25.5%	*	*	25.3%	25.7%
Children in investigations that found credible evidence of abuse or neglect with repeat investigations that also found credible evidence within a year (%)(preliminary)	16.8%	18.1%	18.3%	14.0%	14.0%	18.7%	17.6%
Average child protective specialist caseload	10.6	12.4	12.5	12	12	10.9	10.1

During the first four months of Fiscal 2019, the number of suspected child abuse and/or neglect investigations fell by three percent from 17,173 to 16,647. In Fiscal 2018, there were a total of 59,166 investigations, similar to the amount in Fiscal 2017 but higher than in previous fiscal years.

Following a four percent increase in the percent of investigations that were substantiated (meaning that child protective caseworkers identified some credible evidence of alleged child maltreatment) in Fiscal 2017, credible evidence has stabilized in Fiscal 2018 and in the first four months of Fiscal 2019 at around 39 percent. This means approximately two out of every five investigations finds credible evidence of abuse or neglect.

The percent of children in complete investigations with repeat investigations within a year was about the same as in Fiscal 2018, around 25 percent. The percent of children with repeat substantiated investigations fell one percentage point from 19 percent during the first four months of Fiscal 2017 to 18 percent during the same period in Fiscal 2018.

The average child protective caseload declined from 12.4 in Fiscal 2017 to 12.5 in Fiscal 2018, with a further downward trajectory to 10.1 cases per caseworker during the first four months of Fiscal 2019. Please see CPS Caseloads section on page 36 for further information.

Juvenile Justice Program Areas

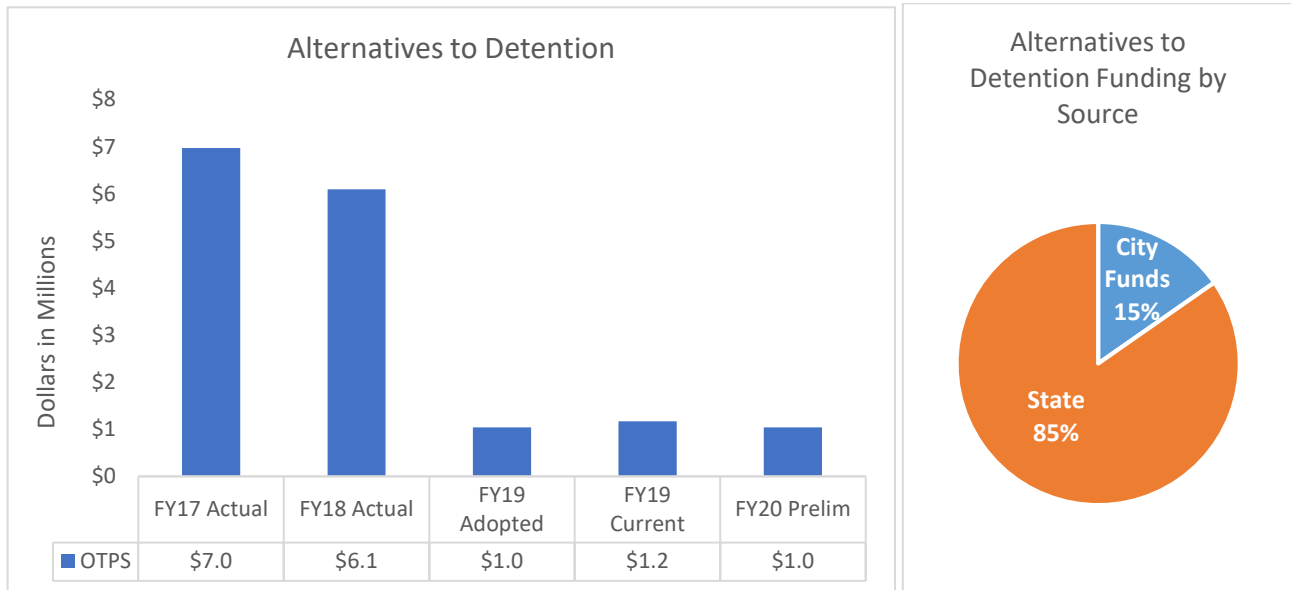
In 2010, the Department of Juvenile Justice merged into ACS with the goal of servicing overlapping youth populations more efficiently. ACS's Division of Youth and Family Justice (DYFJ) manages and provides services to justice-involved youth and their families throughout the juvenile justice system. The New York City Council Committee on Juvenile Justice has oversight over ACS' DYFJ, including its budget. There are five program areas related to juvenile justice.

In Fiscal 2018, there were 1,754 admissions to detention, and the average daily population was approximately 85 children. The average daily cost per youth per day in detention was \$1,688. In Fiscal 2019, the City added \$30.5 million to backfill the loss of State funding for the Close to Home program, which has helped place justice-involved youth in residential settings closer to their neighborhoods

rather than upstate institutional settings. Also in Fiscal 2019, ACS added \$51.3 million for the first phase of Raise the Age implementation, part of a \$113.3 million citywide initiative.

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. ATD programs make it possible for young people with pending court cases to avoid detention while their cases are resolved.



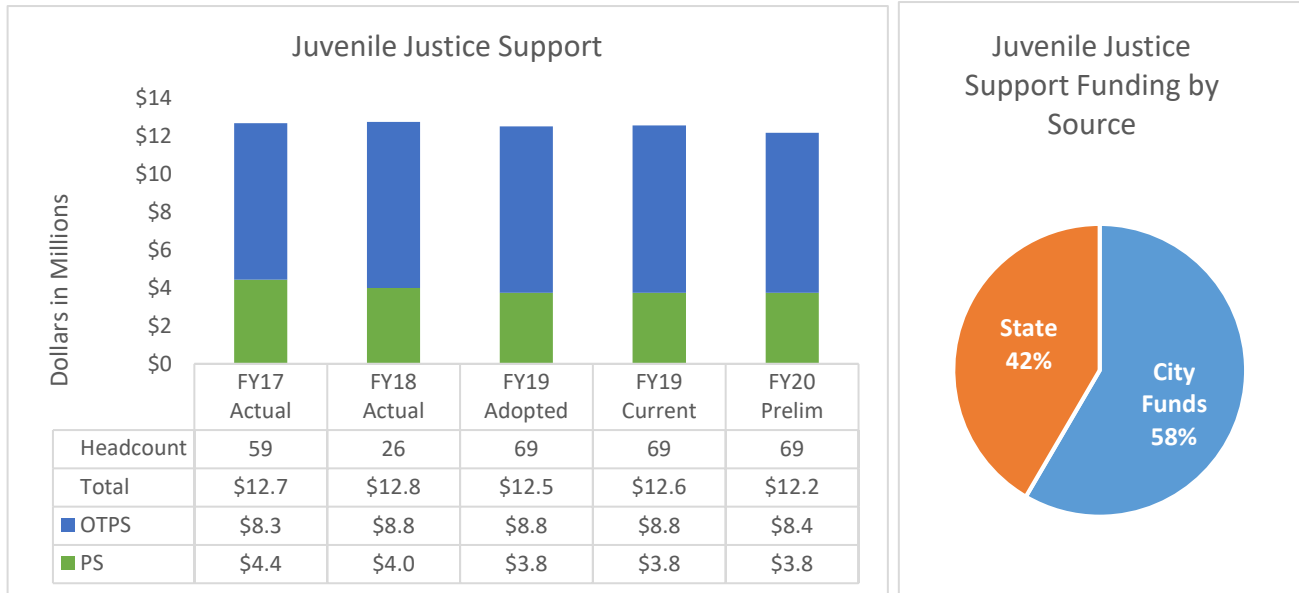
The Fiscal 2020 Preliminary Budget includes only \$1 million for alternatives to detention, all of which is OTPS spending. This is identical to the Fiscal 2019 Adopted Budget. Alternatives to detention services are primarily funded with State secure detention services dollars, which remain unchanged between Fiscal 2019 and Fiscal 2020. The total State revenue share is \$882,000 in Fiscal 2020. The Fiscal 2018 actuals are larger, at \$6.1 million, due to recognition of State support during the course of Fiscal 2018. ACS should clarify if similar support is anticipated in Fiscal 2020.

ACS manages two ATD programs, which are not available citywide.

- **Queens Engagement Strategies for Teens (QUEST)** provides ATD services for youth with juvenile delinquency cases in Queens Family Court. The youth receive case management, counseling, mental health, academic assistance, and other community-based services as needed. Temporary respite services are available when youth and the caregiver need a break from each other and need help resolving their conflicts.
- **Way Home** is a home-based treatment program designed to work with families that are unwilling or unable to provide a home to the youth while a juvenile delinquency case is pending. Families are able to strengthen their skills and reduce conflicts through family team conferencing, intensive therapy and, where appropriate, 21-day respite services. Way Home is available for youth who have juvenile delinquency cases in Queens or Brooklyn Family Court.

Juvenile Justice Support

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



The Fiscal 2020 Preliminary Budget for juvenile justice support is \$12.2 million. There is \$3.8 million in PS to support 69 positions, the same as last year. There is approximately \$8.4 million in OTPS, a reduction of \$334,000 when compared to the Fiscal 2019 Adopted Budget, of which \$8 million is earmarked for contractual services. Juvenile Justice Support receives \$7.1 million in City funding, which it uses to leverage an additional \$5.1 million in State funding for secure and non-secure detention services. Small fluctuations in OTPS represent minor deviations from the baseline level of spending, which has ranged between \$12 million and \$12.8 million for the past five years.

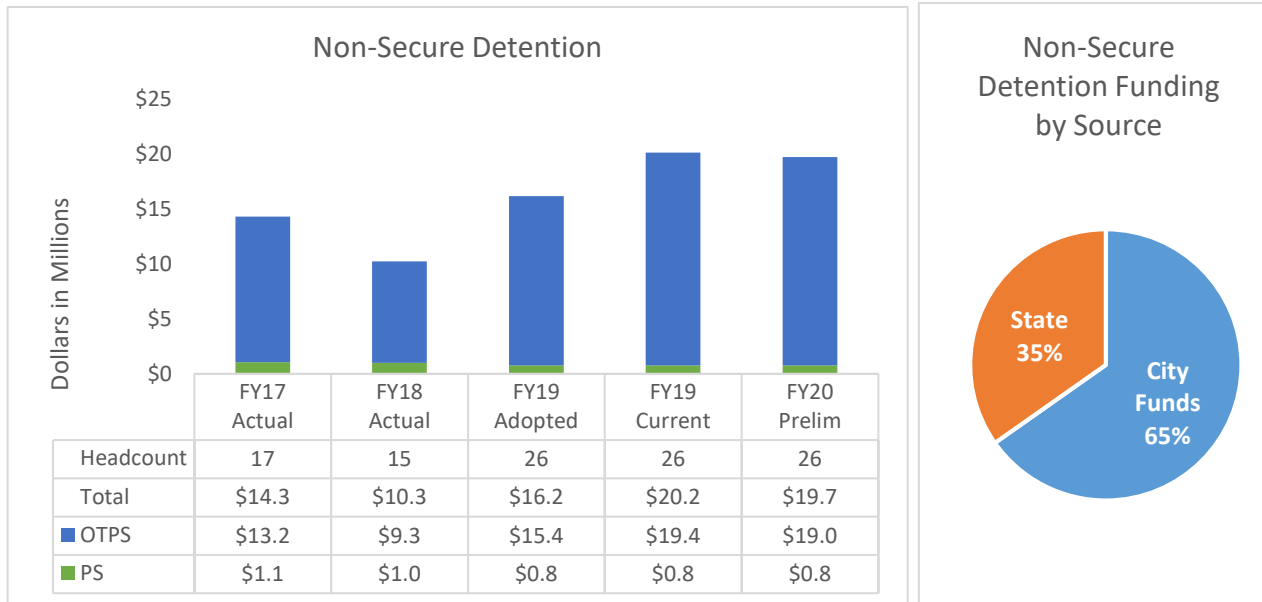
As the age of criminal responsibility is raised to 18 on October 1, 2019, ACS will likely see an increase in the number of cases in the juvenile justice system. Additional youth may be sentenced to secure and non-secure detention programs, however there are no additional resources in this program area to meet the needs of Raise the Age implementation.

Non-Secure Detention

Non-secure detention funding is designated for the 15 non-secure residential facilities that are operated throughout the City by organizations that serve alleged juvenile delinquents whose cases are pending in Family Court. 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.

Young people receive appropriate services based on their individualized needs. ACS continues to implement its Risk/Needs/Responsivity framework to address youths’ needs in a timely and comprehensive manner. The Risk/Needs/Responsivity framework is based on three principles: 1) matching the level of treatment to the offender’s risk to re-offend, with greater services to high-risk children; 2) targeting needs linked to crime (e.g. poverty or lack of education) in the design and delivery of treatment; and 3) providing behavioral treatment that is tailored to the child’s background, abilities, and strengths.

Education success is a priority – youth are enrolled in Department of Education (DOE) District 79/Passages Academy. In the 2016-2017 school year, 177 Close to Home youth were enrolled, with a 91 percent pass rate for an average of 9.3 credits. Almost half passed their New York State Regents Exams. Parent and family engagement is also a priority, with 81 percent, or 222 youth, who left Close to Home in 2016 exiting to their parent or another family member.



The Fiscal 2020 Preliminary Budget for non-secure detention services totals \$19.8 million, which is \$3.6 million greater than the Fiscal 2019 Adopted Budget level of \$16.2 million. The budget increased by \$5.9 million between Fiscal 2018 and Fiscal 2019, in preparation of Raise the Age. There are 26 positions within the \$760,000 PS budget, which remains unchanged from Fiscal 2019. The OTPS budget drives the entirety of the \$3.6 million budget growth, with all of the additional spending going towards increased contractual services payments.

As previously discussed in the section on State cuts on pages 12 to 13, the Fiscal 2019 State Budget removed the full appropriation of \$41.4 million to the City for Close to Home funding. The City added \$30.5 million to backfill the loss of State funding that was actually used by ACS for the existing population of youth. There is no change in State funding between Fiscal 2019 and Fiscal 2020, as it remains at \$6.8 million, with a City contribution of \$12.8 million. Additional funding for Close to Home is included in other juvenile justice programs areas not exclusively associated with non-secure detention.

As ACS testified to the Council in September 2018, the total program cost of Close to Home is approximately \$75 million (not inclusive of additional costs associated with Raise the Age).⁸ However the program budgets do not align directly with Close to Home. To increase transparency, ACS should provide the Council with a complete crosswalk aligning Close to Home budget codes to appropriate program areas.

⁸ New York City Council Committee on Juvenile Justice, Oversight Hearing: “Update on NYC’s Implementation of Raising the Age of Criminal Responsibility,” September 20, 2018.

Non-Secure Detention (Close to Home) Performance Measures

Performance Indicators	Actual			Target		4-Month Actual	
	FY16	FY17	FY18	FY19	FY20	FY18	FY19
Admissions to Close to Home placement	238	227	136	*	*	61	37
Number in Close to Home placement	151	156	139	↓	↓	143	114
Youth on staff assault with injury rate, Close to home placement	0.07	0.13	0.06	0.05	0.05	0.08	0.12
Youth on youth assault with injury rate, Close to home placement	0.1	0.13	0.13	0.09	0.09	0.14	0.16
Absent without consent (AWOC) rate, Close to Home placement	0.3	0.3	0.2	0.4	0.4	0.3	0.2
Number of releases from Close to Home placement to aftercare	201	194	151	*	*	27	31

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 2019 declined 39 percent from 86 to 60 youth. This is a further decrease on the reduction from 86 youth in the first four months of Fiscal 2017. The average number of youth in Close to Home placement also fell, from 143 to 114 youth when comparing the first four months of the current and last fiscal year. The decrease in the Close to Home census is partially explained by a greater number of releases to aftercare, increasing to 31 from 27 over the same period.

The absent without consent (AWOC) measure – formerly called “absent without leave” or AWOL – for youth in Close to Home placement declined slightly, at 0.3 per 100 care days during July through October of Fiscal 2018 to 0.2 in Fiscal 2019. These numbers are low and suggest that ACS has made improvements in managing children under its care since a few high-profile incidents of youth leaving Close to Home without permission earlier in the decade.

There continue to be measurable increases in the rate of both youth on staff assault with injury, and youth on youth assault with injury, per 100 care days. However it must be noted that there are relatively few youth in Close to Home, so small increases in the rate reflect a handful of additional incidents. The rate of youth on youth assaults with injury rose from 0.14 to 0.16, while the rate of youth on staff assaults with injury rose from 0.08 to 0.12. ACS' youth counselors receive specialized training on how 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. A combination of additional training or counselors may be required in ACS' budget to address the rising rate of assault.

Placements

The New York State OCFS provides residential services for adjudicated juvenile delinquents and offenders. The Fiscal 2020 Preliminary Budget for OCFS residential placements includes funding for City youth placed in State facilities and totals \$124.2 million, an increase of \$2.3 million when compared to the Fiscal 2019 Adopted Budget of \$121.9 million. This increase is driven by \$2.3 million in additional contractual services charges, which OCFS charges back to the City for placements outside of the 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. In total, City funds comprise 90 percent of the total funding, at \$111.1 million, with federal revenue supporting \$8.8 million and the State \$4.3 million.



Secure Detention

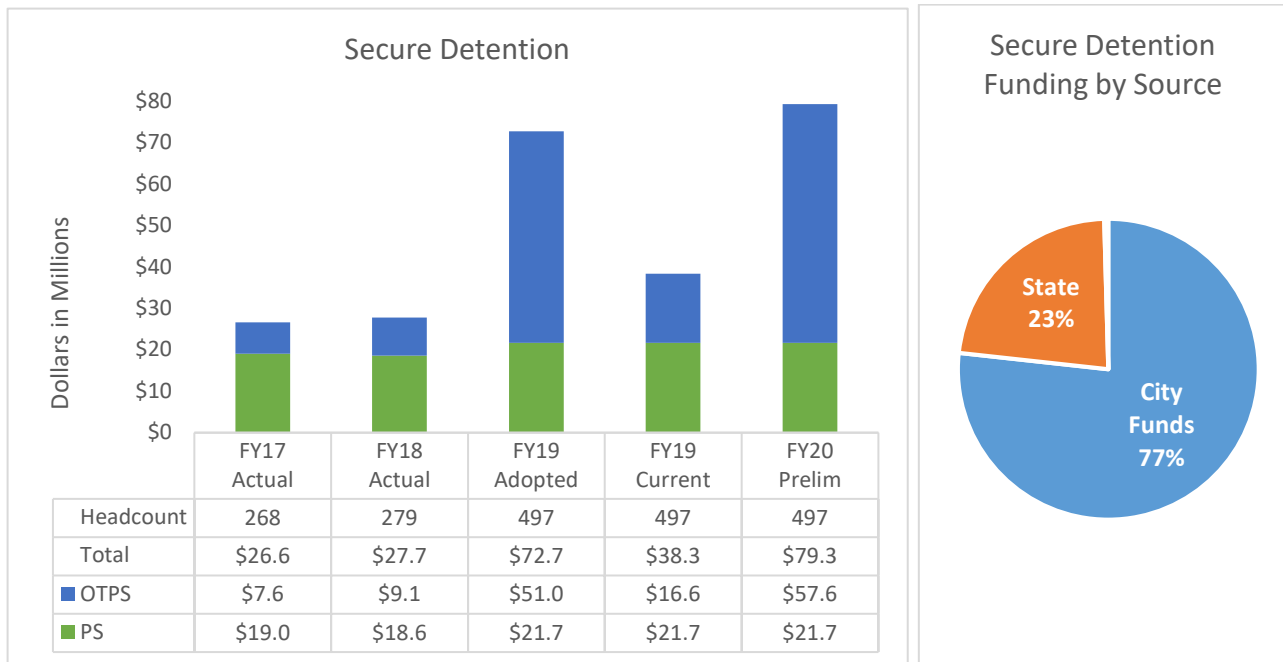
Secure detention is typically reserved for youth who pose the highest risk or have been accused of committing serious offenses, and have the most restrictive security features. Youth are alleged or adjudicated juvenile delinquents and juvenile offenders. Juvenile delinquents have their cases heard in Family Court and juvenile offenders have their cases heard in the Youth Part of Supreme Court.

DYFJ manages two secure detention facilities, which must abide by the same set of State regulations: 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 house alleged juvenile delinquents and offenders whose cases are pending resolution in Family or Criminal Court.

Specialized Secure Detention – Crossroads. Specialized secure detention is designed for housing youth designated as adolescent offenders. Adolescent offenders are 16-year-olds (beginning October 1, 2018) or 17-year-olds (beginning October 1, 2019) charged with a felony offense in the Youth Part of Supreme Court. Part of Crossroads Juvenile Center currently operates as a specialized secure detention facility for all adolescent offenders.

Specialized Juvenile Detention – Horizon. Specialized juvenile detention is designed for housing pre-Raise the Age youth. Pre-Raise the Age youth are housed in the juvenile system, but fall under the old law and are prosecuted in the adult criminal system. Horizon is a unique specialized facility because State law required all 16 and 17 year olds on Rikers as of October 1, 2018 to move to Horizon. ACS, in conjunction with the Department of Correction (DOC), administers the facility.

Services. All youth are assigned a case manager for counseling and family and legal engagement. DYFJ utilizes the NYC Model, adapted from the Missouri Youth Services Institute (MYSI) model, which is a therapeutic approach to youth development and justice. The NYC Model features small group interactions, positive youth development, cognitive behavioral therapy and integrated treatment.



The Fiscal 2020 Preliminary Budget for secure detention increases by \$6.6 million when compared to the Fiscal 2019 Adopted Budget. OTPS spending drives the increases, which include \$2.6 million for contractual services, \$1.7 million in other services and charges, and \$2.2 million for supplies and materials. Headcount and PS costs are identical to those included in the Fiscal 2019 Adopted Budget.

The OCFS-mandated staffing ratio for secure detention is one juvenile counselor for every eight youth (1:8). For Specialized Secure Detention, the ratio is 1:6. These staffing ratios are the same during overnight shifts. Each unit is required to have a unit supervisor responsible for supervision of direct care staff, with unit supervisors required to be present in sufficient numbers to safely and adequately supervise the direct care staff, and provide relief coverage when necessary on the units. ACS should confirm it meets these ratios at all times.

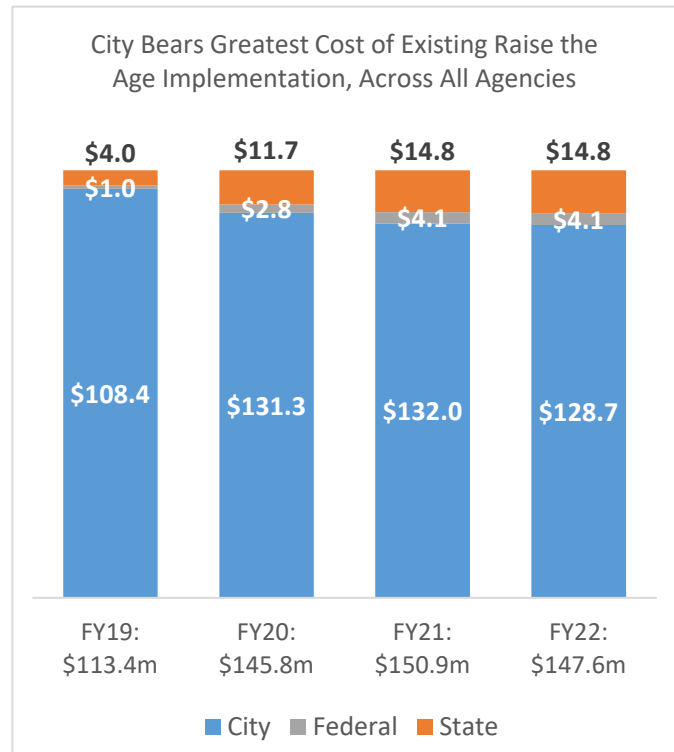
Improving Recidivism Rates. The recidivism rate, along with overall rates of admission to juvenile detention or placement, has declined substantially over the past several years. Previous investments were heavily in facilities, at a high cost of \$280,000 per youth per year, with poor outcomes.⁹ Today the investments are much greater in programming and services with better outcomes for youth. From 2008 to 2017:

- Juvenile arrests decreased by 70 percent, from 13,564 to 4,080;
- Admissions to juvenile detention decreased 64 percent, from nearly 6,000 to 2,126;
- Youth in placement decreased by 80 percent (from 2009 to 2017); and
- Close to Home placements decreased by 40 percent (from 2017 to 2018).

⁹ ACS Testimony to the New York City Council Committee on Juvenile Justice, Oversight Hearing: “Evaluating Programs that Aim to Reduce Recidivism Among Justice-Involved Youth,” January 16, 2019.

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 was raised to 17 on October 1, 2018, and will be raised again to 18, effective October 1, 2019. In New York City, all 16 and 17 year olds on Rikers were moved to Horizon on October 1, 2018. The Department of Correction (DOC) jointly operates Horizon with ACS, and has primary responsibility for security and escort services. Horizon also houses newly arrested 17-year-olds.

To meet the requirements of Raise the Age, the City has added significant resources, including \$113.4 million in Fiscal 2019, \$145.8 million in Fiscal 2020 and similar amounts in the outyears (see chart to right). The City has been forced to provide funding because it does not meet the eligibility criteria for nearly all State Raise the Age funding.



When comparing ACS’ data on the number of secure detention staff as of December 2018 (see table below) against the number of budgeted positions for Fiscal 2020, there are approximately 90 vacancies.

ACS, in conjunction with agency partner DOC, was able to meet the October 2018 deadline for moving youth off Rikers. DOC provided 330 correction officers and supervisors, which represented a combination of volunteers and staff with at least two years’ experience. However there were a number of high-profile violent assaults in the facility soon after the transition.¹⁰ DOC and ACS worked to stabilize the situation, including through short-term permission from the State to use OC spray (commonly referred to as pepper spray). ACS should provide a full cost accounting for each of the two facilities, inclusive of DOC costs.

At Horizon alone there are 60 programs for youth in a typical week. Programs overall include therapy, mentoring, skills coaching (e.g. interviewing), and Cure Violence. Evidence-based therapies include Multi-Systemic Therapy (MST), targeted for chronic and violent juvenile offenders, and Functional Family Therapy (FFT), which has been found to reduce recidivism between 25 and 60 percent more effectively than other programs. Raise the Age has driven investments in specialized programs for older youth,

ACS Staff as of December 2018	
Horizon	
Operations	46
Program Counselors	13
Case Managers	7
Crossroads	
Youth Development Specialist (YDS)	253
Non-YDS	71
YDS Supervisors	12

¹⁰ J. Jorgensen, G. Rayman and T. Tracy, “Roughly 20 Correction Officers Injured in Massive Fight at Bronx Juvenile Facility,” NY Daily News, Oct. 3, 2018, Available at: <https://www.nydailynews.com/new-york/nyc-crime/ny-metro-massive-fight-horizon-20181003-story.html>

including: MST-Psychiatry; MST-PSB (Problematic Sexual Behaviors); and MST-EA (Emerging Adults, those without family resources).

At Crossroads, in fall 2018, there averaged 16.6 hours per week of Department of Youth and Community Development (DYFJ)-School's Out New York City (SONYC) Center for Community Alternatives afterschool programs. ACS provided additional vocational, music, religious, and therapeutic programming.

In 2018, ACS did not receive approval to develop the Ella McQueen facility as an intake and reception center for all justice-involved youth requiring detention. More information on the capital changes as a result of Raise the Age may be found from page 46 in the Capital Program section below.

Secure Detention Performance Measures

Performance Indicators	Actual			Target		4-Month Actual	
	FY16	FY17	FY18	FY19	FY20	FY18	FY19
Total admissions to detention	2,528	2,126	1,754	↓	↓	615	463
Youth admitted to detention with previous admission(s) to detention (%)	61.0%	64.0%	58.5%	*	*	NA	NA
Average daily population (ADP), detention	156.6	119.4	84.9	↓	↓	97.5	61.1
Secure detention - ADP	91.7	69.9	49.6	*	*	58.3	36.9
Non-secure detention - ADP	64.9	49.6	35.3	*	*	39.2	24.2
Average length of stay, detention (days)	21	24	19	↓	↓	20	20
Youth on youth assaults and altercations with injury rate (per 100 total ADP), detention	0.39	0.38	0.32	0.35	0.35	0.29	0.38
Youth on staff assault w/injury rate (per 100 total ADP), detention	0.08	0.11	0.07	0.15	0.15	0.04	0.26
Average daily cost per youth per day, detention (\$)	\$1,431	\$1,684	\$1,688	*	*	NA	NA
Weapon recovery rate (average per 100 total ADP), detention	0.07	0.06	0.07	↓	↓	0.11	0.03
Illegal substance/prescription or OTC medication recovery rate (average per 100 total ADP), detention	0.07	0.06	0.07	↓	↓	0.08	0.03
In-care youth who were referred for mental health services, detention (%)	50%	59%	40%	*	*	43%	28%

ACS collects a range of performance indicators related to its secure detention program. The average daily population in juvenile detention declined 37 percent, from 98 in the first four months of Fiscal 2018 to 61 during the same period in Fiscal 2019. This reduction was driven by a 25 percent decrease in admissions from 615 to 463, while the average length of stay remained stable at 20 days.

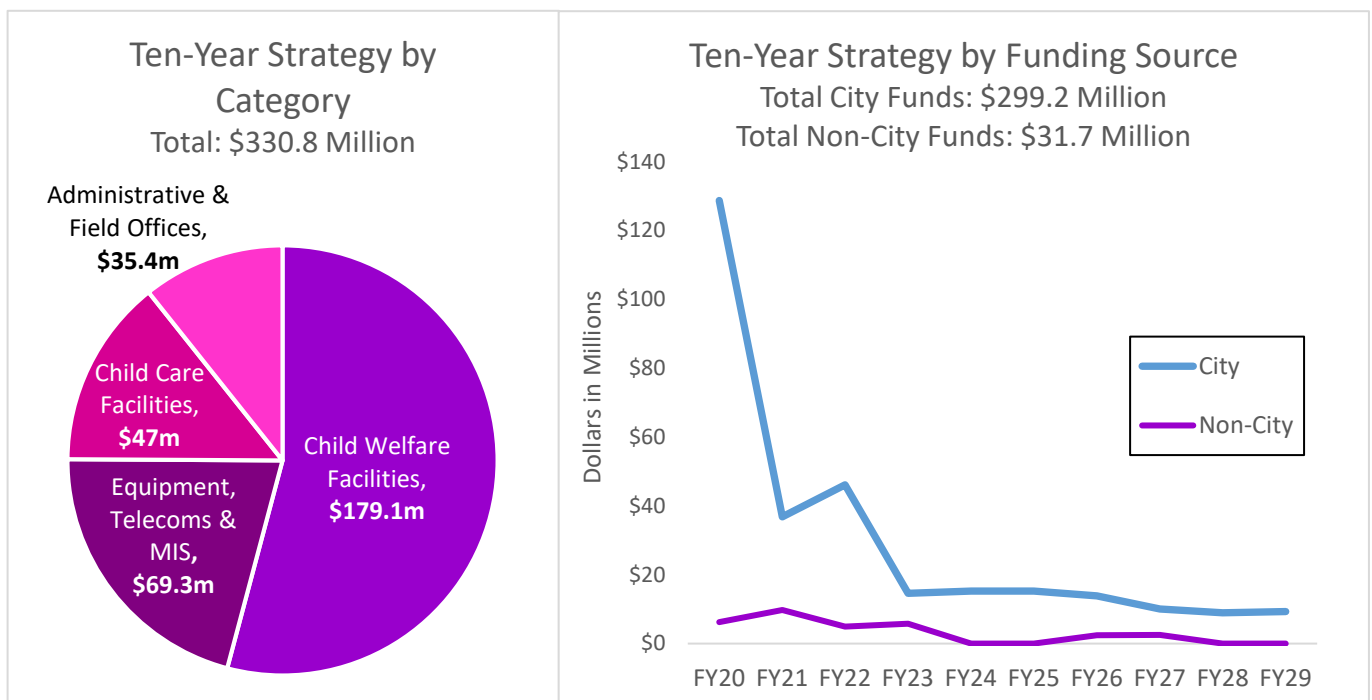
Secure detention averaged only 37 youth in custody in the first four months of Fiscal 2019, with the other 24 held in non-secure detention facilities (i.e., neither Horizon nor Crossroads). ACS indicates in its Monthly Indicator Flash Report that, as of October 2018, youth in the Horizon Juvenile Facility are not included in ACS detention statistics. DOC statistics published for October to December 2018 show an average daily population of 80 youth aged 16 and 17. ACS should return to including the Horizon population in its performance indicators, given that the facility is jointly operated between ACS and DOC.

The rate of youth on youth assaults and altercations with injury in detention increased during the first four months of Fiscal 2019 from 0.29 to 0.38 per 100 average daily population. The rate of youth on staff assaults with injuries also rose even more substantially, from 0.04 to 0.26 per 100 average daily population.

Fewer youth have been referred for mental health services, decreasing from 43 percent in the first four months of Fiscal 2018 to 28 percent in the first four months of Fiscal 2019. In Fiscal 2018, ACS instituted large increases in scheduled searches, which led to an increase in the weapon recovery rate, to 0.11 per 100 average daily population. As of the first four months of Fiscal 2019, the rate was lower, at 0.03. The illegal substance/prescription or over-the-counter medication recovery rate was also 0.03.

Capital Plan Overview

On February 7, 2019, the Administration released the Preliminary Ten-Year Capital Strategy for Fiscal Years 2020-2029 (the Ten-Year Strategy), the Capital Commitment Plan for Fiscal 2019-2023 (the Commitment Plan) and the Fiscal 2020 Preliminary Capital Budget (the Capital Budget). This section will provide an overview of the Preliminary Ten-Year Strategy, Commitment Plan and Capital Budget for ACS.

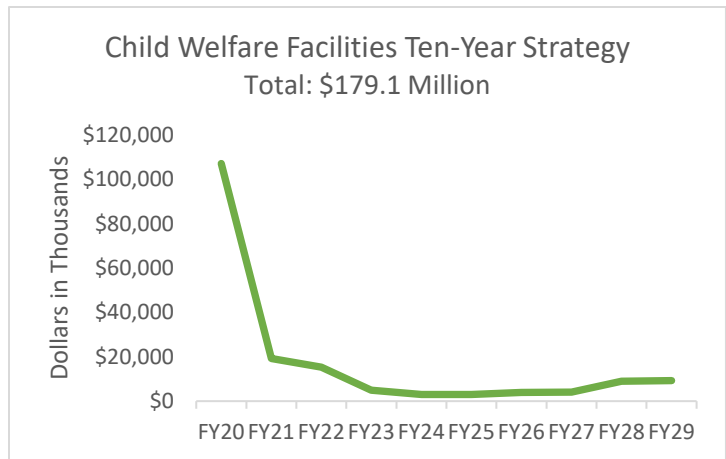


The City’s Ten-Year Strategy totals \$104.1 billion, which is \$14.5 billion larger than the \$89.6 billion Fiscal 2018-2028 Ten-Year Strategy. ACS’ Ten-Year Capital Strategy totals \$330.8 million, or less than one percent of the City’s total Strategy. ACS’ Ten-Year Strategy is broken down into four categories of projects, as shown in the pie chart above.

The Capital Strategy is not realistic as it frontloads spending and accounts for very little additional spending in the final seven years of the Ten-Year Strategy, which begin in Fiscal 2023. It does not appear that the Strategy adequately budgets for growth in the number of program sites, including the innovative Family Enrichment Centers (FECs), which are required to achieve ACS’ stated mission of providing holistic services to families in need. ACS should revisit its strategy to plan more accurately for capital costs over the period of the strategy.

Construction and Renovations

The Preliminary Ten-Year Capital Strategy provides \$179.1 million for the renovation of child welfare facilities, including juvenile detention facilities. Funds are also provided to ensure that the agency’s fire and safety infrastructure meet State regulatory standards. The Strategy is highly frontloaded in Fiscal 2020, representing over \$107 million of the total. Realistically, the low planned commitments suggest ACS intends to roll unspent appropriations into the outyears.



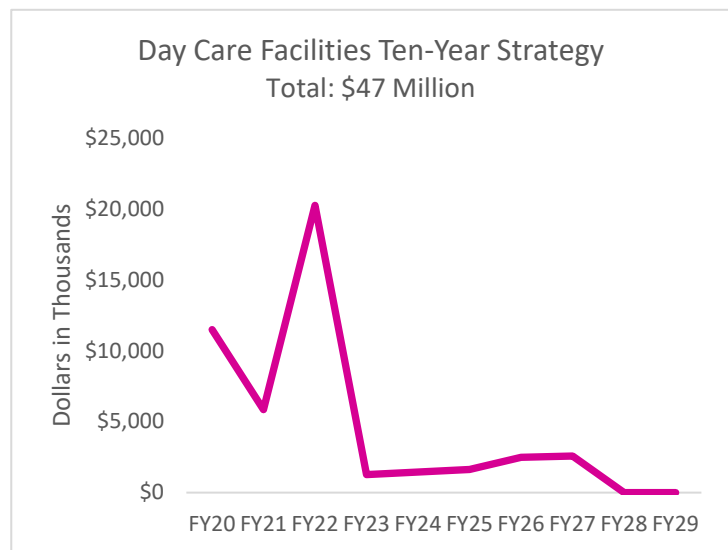
City funds comprise the vast majority of the total (\$169.7 million), while federal revenues total \$2.8 million and State revenues total \$6.6 million.

- **Horizon Yard.** The Horizon outdoor basketball court and outdoor yard are currently under construction and ACS informed the Council in February that the facilities would be operational by the end of March. Presently, youth at Horizon are provided with recreation in the outdoor courtyard and in the indoor gym. ACS is working with the Department of Design and Construction (DDC) to safely increase access to outdoor space for youth at Horizon.

Day Care Facilities

The Preliminary Ten-Year Capital Strategy provides \$47 million for the construction and renovation of day care centers throughout the City. The only funding source for day care facilities is the City.

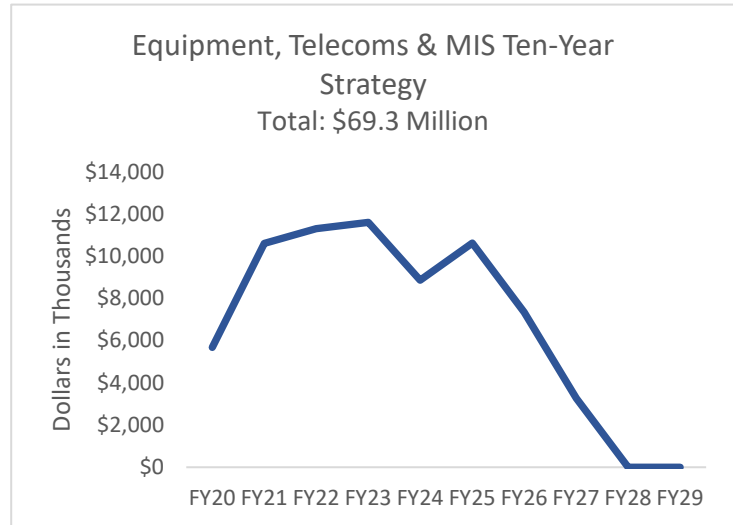
The funding is frontloaded, with \$17.3 million in Fiscal 2020 and Fiscal 2021, and a spike of \$20.3 million in Fiscal 2022. It is reasonable to frontload facilities reconstruction for facilities to align with the transition of EarlyLearn into DOE. However it is not clear why the Strategy includes \$9.7 million in spending after Fiscal 2022, when day care facilities will have moved to DOE. ACS should amend its planned budget in the Fiscal 2020 Executive Capital Budget to correspond with the EarlyLearn transition.



Equipment, Telecommunications and MIS

The funding for Equipment, Telecommunications and MIS (Management Information System¹¹) is the least frontloaded of the four capital Strategy areas. These systems are essential infrastructure to meet ACS’ significant reporting demands associated with child welfare and the responsibility for serving juveniles remanded to ACS custody by the courts.

Approximately \$43.7 million of the total amount of \$69.3 million is projected in the first five years of the Strategy, with the remaining \$25.6 million placed in or after Fiscal 2025. Although City funding exists throughout the first eight years of the Strategy, State and federal revenues stop in Fiscal 2023. The State revenue estimate is \$9.7 million while the federal revenue estimate is \$4 million. City funds total the remaining \$55.7 million throughout the life of the Strategy.

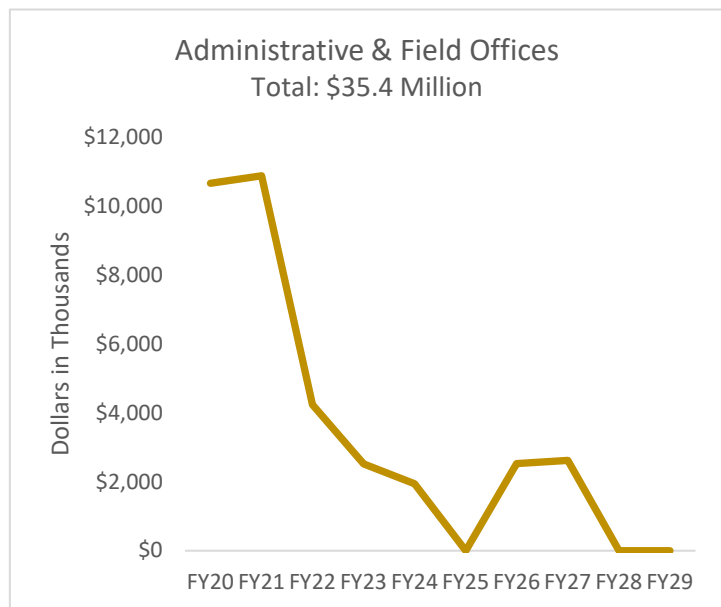


Administrative and Field Offices

ACS’ Strategy includes \$35.4 million for Administrative and Field Offices, both central office and in the boroughs. OMB also refers to these offices as Social Service Buildings.

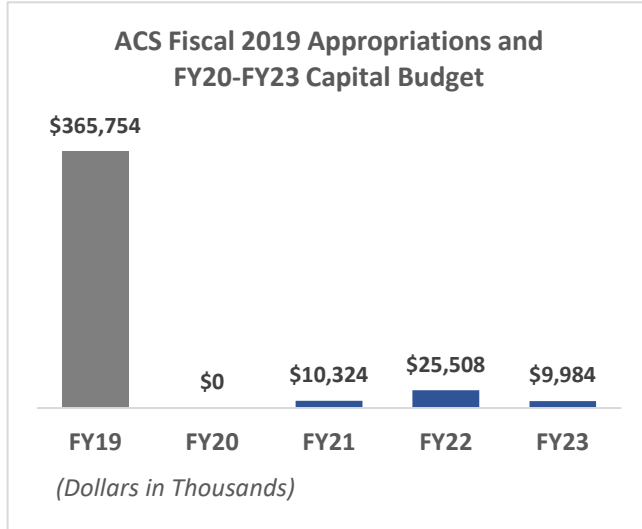
As is the case in other areas, funding is highly frontloaded, with \$21.6 million of the total amount planned in the first two years, Fiscal 2020 and Fiscal 2021. Although \$4.3 million is budgeted for Fiscal 2022, there is less than \$10 million budgeted for every remaining year in the Strategy.

In summary, the Executive Strategy should reflect a shift in funding to DOE for child care facilities, and should project a clearer estimate of spending and needs across the next decade.



¹¹ A management information system (MIS) is a computerized database of financial information organized and programmed in such a way that it produces regular reports on operations for every level of management for the organization or company.

Fiscal 2019 Preliminary Capital Budget for Fiscal 2020-2023

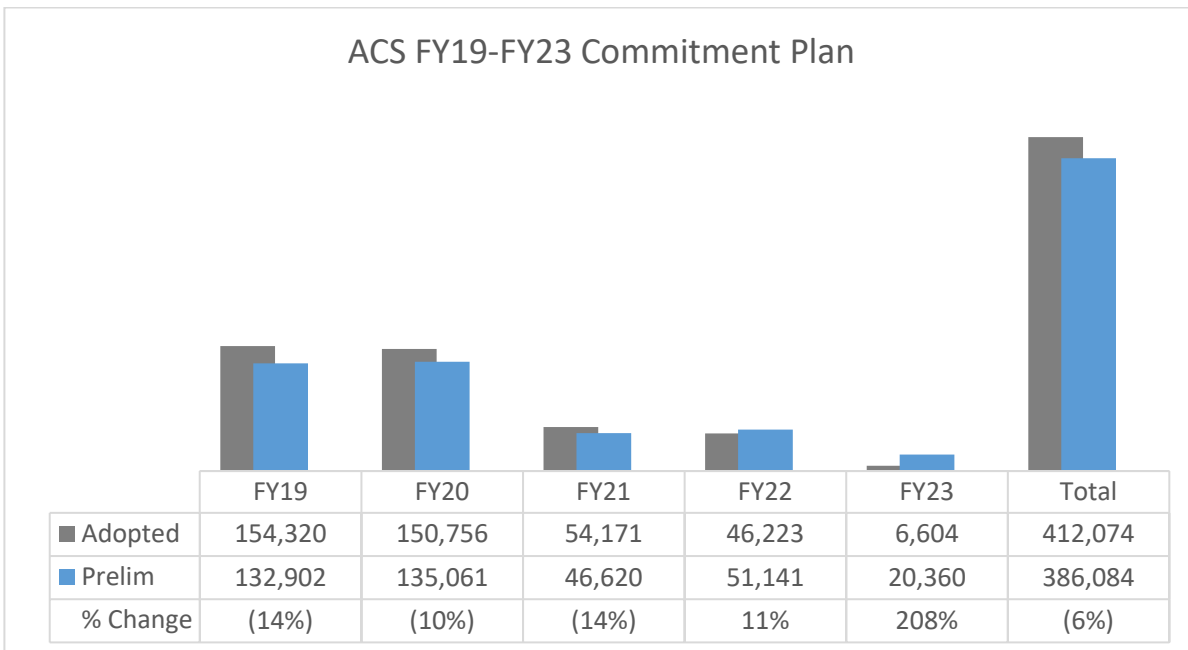


The Capital Budget provides the estimated need for new appropriations for Fiscal 2020 along with projections for the subsequent three-year capital program.¹² As shown in the chart on the left, the Administration for Children Services’ Fiscal 2019 Preliminary Capital Budget includes \$45.8 million in Fiscal 2020-2023, with no new appropriations requested for Fiscal 2020. This represents less than one percent of the City’s total \$52.8 billion Capital Budget for 2020-2023. Appropriations for Fiscal 2019 total \$365.8 million. This includes \$348.6 million in reauthorized prior appropriations and \$17.2 million in authorized Fiscal 2019 appropriations.¹³ The Capital Budget

suggests that ACS will roll substantial, yet currently indeterminate, appropriations into Fiscal 2020.

Fiscal 2019 Preliminary Capital Commitment Plan for Fiscal 2019-2023

The City’s Capital Commitment Plan details the Administration’s plan to spend capital appropriations. The Commitment Plan provides project-level funding detail as well as an estimate of expenditure dates and project schedules. ACS’ Preliminary Commitment Plan includes \$386.1 million in Fiscal 2019-2023. This represents less than half of one percent of the City’s total \$83.8 billion Preliminary Commitment Plan.



As shown above, ACS’ Preliminary Capital Plan for Fiscal 2019-2023 has decreased by \$26 million to a total of \$386.1 million, demonstrating a six percent decrease when compared to ACS’ Adopted

¹² Appropriations represent the legal authority to spend capital dollars and are what the Council votes on at budget adoption.

¹³ See succeeding footnote regarding the calculation of Fiscal 2019 capital appropriations.

Commitment Plan of \$412.1 million. The decrease is largely due to a total of \$22.7 million in reductions associated with data systems and information technology, specifically reductions of: \$4.9 million for data center consolidation in conjunction with the Department of Information Technology & Telecommunications (DoITT); \$4.6 million for the Child Care & Head Start Electronic Case Management System; \$3.7 million for the Juvenile Access Support System; \$3.5 million for the ACS integrated data warehouse; \$2.4 million for PAMS (Provider Agency Measurement System); \$2 million for the case assignment system; and \$1.6 million for Adoption Subsidy/KinGAP Program Project case management system.

In addition to these IT projects, there is a noteworthy reduction in the facilities improvement category of \$1.9 million for renovation projects for field offices.

There is no change in the total amount of funding in the Adolescent Facility project line, which remains at \$170 million over the Capital Plan, although \$4.6 million is rolled from Fiscal 2021 into Fiscal 2022, reflecting a more realistic budgeting estimate of when appropriations will be utilized. There are additional facilities renovations project lines, managed by the Department of Design and Construction (DDC), which total \$64.5 million, bringing the total budgeted amount on juvenile justice facilities to over \$234.5 million.

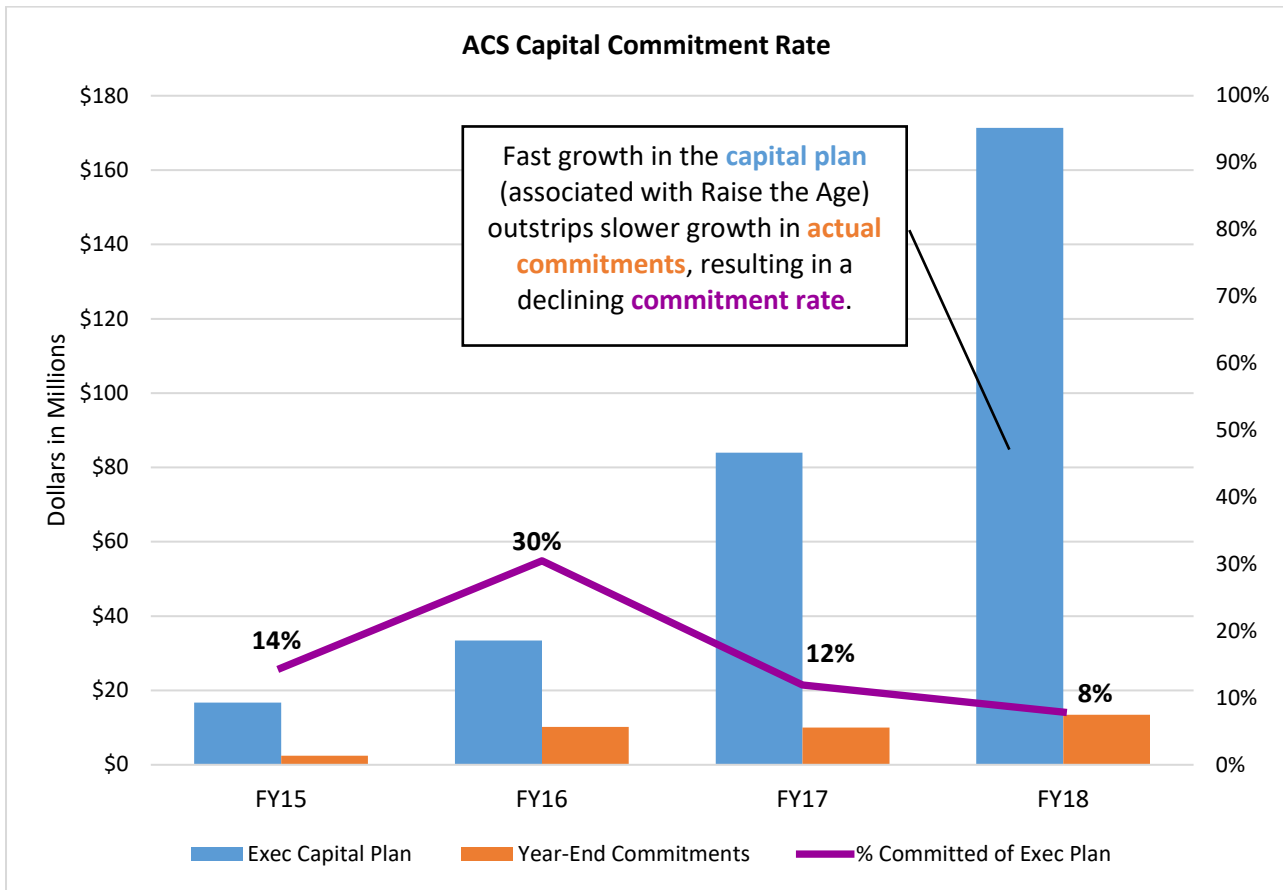
The total appropriations for ACS in Fiscal 2019 are \$365.8 million against planned commitments totaling \$132.9 million.¹⁴ This excess balance of \$232.9 million in appropriations gives the Administration considerable flexibility within the capital plan.

ACS' Commitment Plan shows 34 percent of all commitments in the first year. This is an improvement in budgeting practice when compared to its Fiscal 2018 Preliminary Capital Plan, which budgeted 78 percent of all commitments in the first year. Given ACS' performance history, ACS has begun to revise its commitment targets and roll significant planned commitments into the second fiscal year of the Plan, in particular, as well as into the outyears. However, it is still likely that ACS will end the year with unmet commitment targets and the need to roll planned commitments into Fiscal 2020 and in the outyears.

The chart below displays ACS' capital commitment plan as of the Fiscal 2015-2018 Executive Plan and the actual commitments in the corresponding fiscal year. The chart shows also shows the capital commitment rate: the percentage of the capital plan committed per fiscal year.¹⁵

¹⁴ Appropriations for Fiscal 2019 are calculated by summing the available appropriations listed in the commitment plan with actual commitments to-date. Because commitments to-date excludes inter-fund agreements (IFA), this figure may be slightly lower than the total appropriations for Fiscal 2019. In addition, a very small portion of the difference between appropriations and planned commitments are necessary to fund IFA, which are excluded from this planned commitments figure.

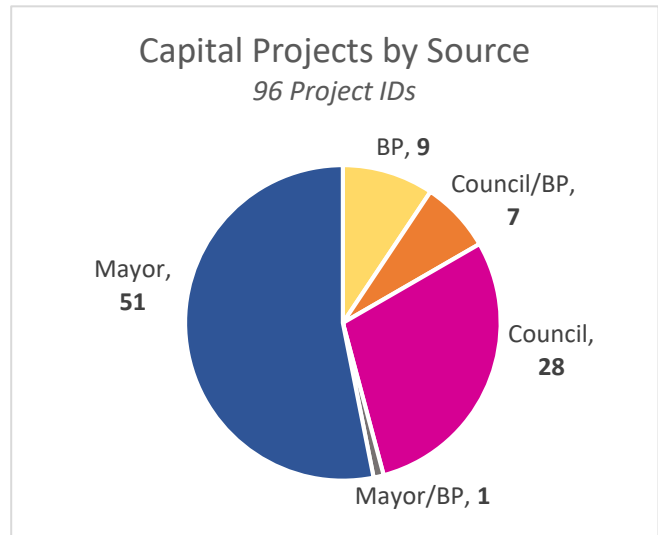
¹⁵ Note planned commitments are higher than the agency's "target commitments." Target commitments are a management tool used by OMB; they are "the actual aggregate levels that the managing agencies are expected to commit and against which their performance will be measured at the end of the fiscal year," and are not broken out between City and non-City funds.



There are three key trends in ACS’ Capital Budget, as seen in the graph above. First, as indicated with the blue bar representing the Executive Capital Plan, ACS has increased its total planned commitments, mostly as a result of growing investments in juvenile justice facilities associated with Raise the Age. Second, as shown in the orange bar of year-end commitments, ACS has increased its actual commitments, from a low of \$2.4 million in Fiscal 2015 to \$13.5 million in Fiscal 2018. Third, as shown in the purple line, ACS’ commitment rate has fallen because the faster growth in the capital plan has outstripped ACS’ slower growth in actual year-end commitments. ACS should clarify if the very high level of total planned commitments is still necessary to implement the remaining requirements of Raise the Age.

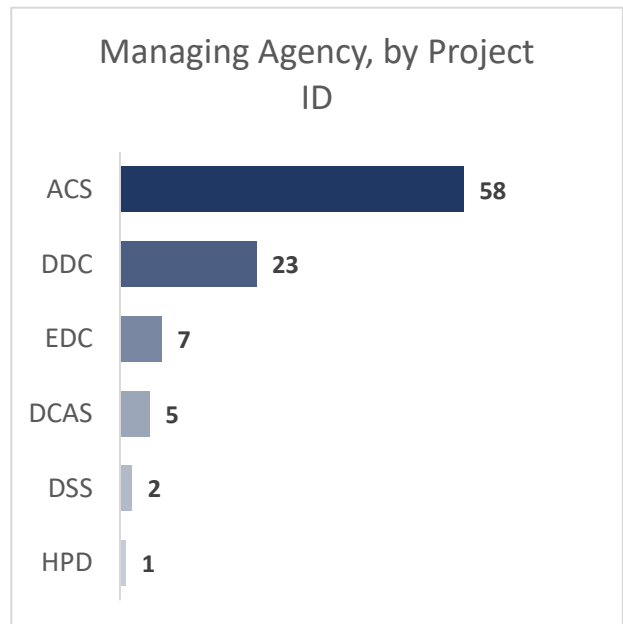
ACS’ Capital Commitment rate has generally declined since Fiscal 2015, although there was a notable increase in Fiscal 2016, when year-end commitments increased more quickly than did the budgeted capital plan. In Fiscal 2015, the Executive Capital Plan of \$16.7 million was greater than the year-end commitments of \$2.4 million, reflected in a commitment rate of only 14 percent. In Fiscal 2016, the commitment rate more than doubled to 30 percent, as the agency increased its year-end commitments to \$10.2 million while it increased its planned commitments to \$33.5 million. In Fiscal 2017, the commitment rate declined to 12 percent as actual dollar commitments dipped to \$10 million. In Fiscal 2018, the commitment rate fell further to eight percent, with actual dollar commitments rising to \$13.5 million. As previously discussed, the additional amounts in the Capital Plan for juvenile justice facilities and renovations has negatively impacted ACS’ commitment rate, despite increasing year-end commitments.

The Administration for Children’s Services Commitment Plan includes 35 budget lines and 96 project IDs. The Administration supports a majority of capital projects as measured by project ID. The Administration supports 51 projects, while the City Council and the Borough Presidents support 28 and nine, respectively. Some projects receive support from multiple sources: seven projects are supported by both the Council and Borough Presidents; and one project is supported from both the Borough Presidents and the Administration.



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. To enhance accountability and oversight, ACS should consistently ensure that active projects have their own line.

As shown in the bar chart above, which indicates managing agency for capital projects by project ID, ACS manages the largest share of projects, about 60 percent (58 projects), with the Department of Design and Construction (DDC) at 24 percent (23 projects). 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 other agencies involved in managing ACS capital projects are: Economic Development Corporation (EDC), with seven percent, which focuses on non-City projects; Department of Citywide Administrative Services (DCAS), with five percent; Department of Social Services (DSS), with two percent; and Housing Preservation and Development (HPD), with one percent.



Fiscal 2019 Preliminary Capital Commitment Plan Highlights

ACS’ capital budget has shifted since the advent of Raise the Age and the transfer of EarlyLearn, with a greater focus on investments in child welfare facilities associated with juvenile justice. Previously, ACS’ capital budget focused on telecommunications and equipment purchases and improvements, as well as the repair and maintenance of child care facilities. The agency relies on significant capital resources to make necessary technology improvements in order to track and manage a complex child welfare system that has a variety of City, State, and federal regulations. In addition, 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 was that no youth under 18 could be held at Rikers after 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. There is no change in the total amount of funding in the Adolescent Facility project line, which remains at \$170 million over the Capital Plan, although \$4.6 million is rolled from Fiscal 2021 into Fiscal 2022, reflecting a more realistic budgeting estimate of when appropriations will be utilized. Of the \$170 million, \$13.6 million is budgeted for design, through June 2019, with \$19.9 million for construction by that date. In Fiscal 2020, \$104.6 million is budgeted for construction, with the remaining amount of \$31.9 budgeted in the outyears.

There are additional facilities renovations project lines, managed by the Department of Design and Construction (DDC), which total \$64.5 million, bringing the total budgeted amount on juvenile justice facilities to over \$234.5 million. ACS reports that its inception-to-date expenditures for the acquisition and construction for youth and family justice facilities totals \$65.7 million, up from \$55 million in February 2018. ACS was able to prepare the facilities for the arrival of Raise the Age youth on schedule, by October 1, 2018, although there remains ongoing components of work such as the outdoor recreation yard at Horizon. For more on Raise the Age, please refer to pages 42 to 46 of this report.

- **Workforce Institute Construction and Outfitting.** The Plan maintains \$24.4 million in funding over the Plan for the ongoing construction and outfitting project related to the ACS Workforce Institute. The Preliminary Plan rolled a total of \$8.6 million into Fiscal 2021 from Fiscal 2019 and Fiscal 2020. The project aims to improve the Workforce Institute's physical plant and enhance capacity, thereby improving training for ACS' diverse workforce. The work is occurring on two sites: Union Hall in Queens and 125th Street in Manhattan. Construction is slated to begin soon at 125th Street, and ACS is working with the landlord to approve architecture designs. Construction at Union Hall will begin by June, with the certificate to proceed (CP) having been recently approved. Construction at 125th Street will last around six months, while construction at Union Hall is a large project that will take more than a year. Training and services will be added at a later date in order to meet ACS' needs.
- **Child Care Purchases and Renovations.** ACS has a total of \$26.5 million budgeted in the Plan for the renovation of city-leased child care sites. 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. OMB should consider adjusting its child care budget given the transfer of responsibility for EarlyLearn sites to DOE.
- **Council Discretionary Projects.** The Plan includes planned commitments totaling \$16.8 million for 35 Council-funded capital projects (of which 28 receive only Council discretionary capital funding, and seven receive both Council and Borough President funding). There are no changes to Council-funded capital projects when comparing the Fiscal 2019 Adopted Capital Plan and the Fiscal 2019 Preliminary Capital Plan. The following are the largest projects:
 - \$4.4 million for the acquisition of property and construction of a child care center at Cypress Hills Child Care;
 - \$1.7 million for renovations at ECDO Day Care Center in Harlem;

- \$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;
- \$842,000 for furniture and equipment at Inwood House; and
- \$842,000 for renovation of the residence building at the Guild for Exceptional Children (GFEC).

Appendices

A. Budget Actions in the November and the Preliminary Plans

<i>Dollars in Thousands</i>	Fiscal 2019			Fiscal 2020		
	City	Non-City	Total	City	Non-City	Total
ACS Budget as of the Adopted 2019 Budget	\$1,015,136	\$1,956,569	\$2,971,705	\$901,890	\$1,764,292	\$2,666,182
New Needs						
None						
Subtotal, New Needs	\$0	\$0	\$0	\$0	\$0	\$0
Other Adjustments						
Afterschool Services	\$0	\$0	\$0	(\$14,000)	\$0	(\$14,000)
Agencywide Vacancy Reductions	0	0	0	(2,764)	(3,978)	(6,742)
Child Welfare Organizing Project, Inc.	5	0	5	0	0	0
City Service Corps (ACS)	(252)	0	(252)	0	0	0
Crisis Management System (CMS) Transfer	(180)	0	(180)	(180)	0	(180)
DC 37 Collective Bargaining	5,543	7,697	13,240	9,499	13,189	22,688
DOITT CyberSecurity	0	327	327	0	533	533
Early Care and Education Restructuring	96,161	112,904	209,066	0	0	0
FY19 COPS Funding	0	1,783	1,783	0	0	0
FY19 P-Code Mod	0	3,194	3,194	0	0	0
FY19 State Doris Grant	0	70	70	0	0	0
FY19ACSCWE1 and 2	0	3,829	3,829	0	0	0
FY19HSPY5 BAL	0	19,398	19,398	0	0	0
FY19RESPITE LW	0	128	128	0	0	0
Head Start Realignment	(2,000)	0	(2,000)	0	0	0
Lease Adjustment	1,143	0	1,143	0	0	0
Lease Auditing	(79)	(113)	(192)	0	0	0
Local Initiatives	200	0	200	0	0	0
Managers, OJ Titles, and Other Collective Bargaining Agreements	896	1,266	2,162	1,531	2,162	3,694
NFP Transfer	1,016	0	1,016	0	0	0
NYC Service	50	0	50	0	0	0
Prior-Year Revenue	(27,776)	27,776	0	0	0	0
Transfer of funding from ACS to MOCJ for Child Advocacy Centers	(160)	0	(160)	0	0	0
Universal Pre-Kindergarten IC	0	31,775	31,775	0	0	0
Women in Rikers	100	0	100	0	0	0
Workwell NYC Funds	0	20	20	0	0	0
Subtotal, Other Adjustments	\$74,669	\$210,053	\$284,721	(\$5,914)	\$11,907	\$5,993
TOTAL, All Changes	\$74,669	\$210,053	\$284,721	(\$5,914)	\$11,907	\$5,993
ACS Budget as of the Preliminary 2020 Budget	\$1,089,804	\$2,166,622	\$3,256,426	\$895,976	\$1,776,199	\$2,672,175

B. ACS Contract Budget

ACS Fiscal 2020 Preliminary Contract Budget				
<i>Dollars in Thousands</i>				
Category	Fiscal 2019 Adopted	Number of Contracts	Fiscal 2020 Preliminary	Number of Contracts
Child Welfare Services	\$360,796	341	\$356,515	341
Childrens Charitable Institution	471,068	70	473,856	70
Cleaning Services	1,664	12	1,883	12
Contractual Services - General	102,050	63	106,607	63
Data Processing Equipment Maintenance	1,593	3	1,588	3
Day Care of Children	720,686	12	508,667	12
Head Start	96,247	1	0	0
Homemaking Services	27,275	9	21,201	9
Maintenance and Operation of Infrastructure	10	1	10	1
Maintenance and Repairs - General	2,863	17	3,837	17
Office Equipment Maintenance	6	1	6	1
Printing Contracts	210	3	210	3
Prof. Services - Accounting Services	169	1	0	0
Prof. Services - Computer Services	3,048	20	3,048	20
Prof. Services - Legal Services	131	4	131	4
Prof. Services - Other	228	2	314	2
Security Services	2,747	7	3,568	7
Telecommunications Maintenance	111	2	168	2
Temporary Services	508	2	935	2
Training Program for City Employees	34	2	34	2
TOTAL	\$1,791,446	573	\$1,482,580	571

C. Federal and State Revenue

Federal Revenue Sources	2019	Preliminary Plan		*Difference
	Adopted	2019	2020	2019 - 2020
Administration for Child, Youth, Family Abuse and Neglect Act	\$114	\$114	\$114	\$0
Adoption Assistance	111,630	111,630	111,630	0
Adoption Assistance - Administration	2,092	2,092	2,092	0
Child and Adult Care Food Program	100	100	100	0
Child Care and Development Block Grant	433,819	485,902	360,902	(72,917)
Child Support Administration	62	62	62	0
Community Development Block grants	1,728	2,963	0	(1,728)
Emergency Income Maintenance Administration	2,856	2,856	2,856	0
Emergency Planning for Juvenile Justice	19	19	0	(19)
Enhance Safety of Children Affected by Substance Abuse	62	62	0	(62)
Enhanced Family Conferencing I	130	130	0	(130)
Food Stamp Employment and Training	11,500	11,500	11,500	0
Foster Care Title IV-E	175,174	205,539	182,418	7,244
Foster Care Title IV-E Preventive Services	22,516	22,516	22,516	0
Head Start Grant	76,780	151,021	0	(76,780)
Independent Living	7,591	7,591	7,591	0
Medical Assistance Program	5,404	5,404	5,404	0
Promoting Safe and Stable Families	22,072	22,072	22,072	0
School Lunch - Prisons	344	344	344	0
Social Service Block Grant Title XX Child Welfare	115,242	115,242	115,242	0
Social Service Block Grant Title XX Other	23,050	23,050	23,050	0
TANF - Emergency Assistance	16,867	16,867	16,867	0
TANF - EAF Set-Aside for Child Welfare	79,085	79,085	79,085	0
TANF - 100% Federal	0	3,379	0	0
Title IV-E - Protective Services	13,427	13,427	13,427	0
Title IV-E - Foster Care Administration	55,820	55,903	55,933	114
TOTAL	\$1,177,482	\$1,338,868	\$1,033,205	(\$144,278)

*The difference of Fiscal 2019 Adopted Budget compared to Fiscal 2020 Preliminary Budget.

State Revenue Sources	2019	Preliminary Plan		*Difference
	Adopted	2019	2020	2019 - 2020
<i>Dollars in Thousands</i>				
Adoption	\$95,963	\$95,963	\$95,963	\$0
Child Care Facilitated Enrollment	0	450	0	0
Child Support Administration	16	16	16	0
Foster Care Block Grant	190,940	190,940	190,940	0
JD-PINS Remands	2,301	2,301	2,301	0
Local Government Records Management	0	70	0	0
Medicaid-Health & Medical Care	227	227	227	0
Medical Assistance Administration	4,349	4,349	4,349	0
Non-Secure Detention Services	2,652	2,652	2,652	0
NY/NY III Housing Support	2,166	2,166	2,166	0
Safe Harbour for Exploited Children	440	440	440	0
Safety Net	60	60	60	0
Secure Detention Services	27,040	27,543	27,902	862
State Capital Reimbursement	0	0	0	0
State Child Welfare Services	402,030	417,880	415,635	13,604
TOTAL	\$728,185	\$745,057	\$742,651	\$14,466

*The difference of Fiscal 2019 Adopted Budget compared to Fiscal 2020 Preliminary Budget.

D. Children’s Demographics

Race of Children Under 18 Years, Borough and Citywide

	Asian	Black	Latino	White	Other
Bronx	3%	28%	62%	5%	2%
Brooklyn	11%	28%	22%	35%	4%
Manhattan	8%	16%	36%	34%	6%
Queens	24%	18%	35%	19%	5%
Staten Island	9%	12%	26%	51%	3%
Citywide	12%	23%	36%	26%	4%

Source: U.S. Census 2013-2017 American Community Survey Public Use Microdata 5-Year Sample, New York City and Boroughs

E. Program Areas

Adoption Services						
<i>Dollars in Thousands</i>						
	2017	2018	2019	Preliminary Plan		*Difference
	Actual	Actual	Adopted	2019	2020	2019 - 2020
Spending						
Personal Services						
Additional Gross Pay	\$84	\$143	\$251	\$251	\$251	\$0
Full-Time Salaried - Civilian	2,132	2,245	1,456	1,456	1,456	0
Overtime - Civilian	88	248	183	183	183	0
Unsalaries	0	0	37	37	37	0
Subtotal	\$2,304	\$2,637	\$1,927	\$1,927	\$1,927	\$0
Other Than Personal Services						
Contractual Services - Social Services	\$5,602	\$20	\$1,173	\$1,173	\$1,173	\$0
Other Services & Charges	0	0	22	22	22	0
Social Services	247,590	237,802	270,420	270,420	270,420	0
Subtotal	\$253,192	\$237,822	\$271,615	\$271,615	\$271,615	\$0
TOTAL	\$255,496	\$240,459	\$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	\$255,496	\$240,459	\$273,542	\$273,542	\$273,542	\$0
Budgeted Headcount						
Full-Time Positions - Civilian	38	37	26	26	26	(11)
TOTAL	38	37	26	26	26	(11)

*The difference of Fiscal 2019 Adopted Budget compared to Fiscal 2020 Preliminary Budget.

Alternatives to Detention						
<i>Dollars in Thousands</i>						
	2017	2018	2019	Preliminary Plan		*Difference
	Actual	Actual	Adopted	2019	2020	2019-2020
Spending						
Other Than Personal Services						
Contractual Services	\$1,490	\$844	\$1,040	\$961	\$1,041	\$0
Contractual Services - Social Services	1,000	752	0	207	0	0
Other Services & Charges	4,145	4,231	0	0	0	0
Social Services	339	271	0	0	0	0
TOTAL	\$6,974	\$6,099	\$1,040	\$1,168	\$1,041	\$0
Funding						
City Funds			\$158	\$158	\$159	\$0
State			882	1,010	882	0
TOTAL	\$6,974	\$6,099	\$1,040	\$1,168	\$1,041	\$0

*The difference of Fiscal 2019 Adopted Budget compared to Fiscal 2020 Preliminary Budget.

Child Care Services						
<i>Dollars in Thousands</i>						
	2017	2018	2019	Preliminary Plan		*Difference
	Actual	Actual	Adopted	2019	2020	2019 - 2020
Spending						
Personal Services						
Additional Gross Pay	\$769	\$674	\$678	\$678	\$678	\$0
Amounts to be Scheduled	0	0	11	11	11	0
Fringe Benefits	0	0	0	0	0	0
Full-Time Salaried - Civilian	15,327	15,033	17,229	19,706	14,503	(2,726)
Overtime - Civilian	668	1,284	391	391	391	0
Unsalariated	9	28	11	13	14	3
Subtotal	\$16,773	\$17,020	\$18,320	\$20,798	\$15,597	(\$2,723)
Other Than Personal Services						
Contractual Services	\$5,036	\$4,863	\$1,986	\$3,464	\$150	(\$1,836)
Contractual Services - Social Services	832,198	803,799	720,686	859,162	508,667	(212,019)
Fixed & Misc. Charges			3,255	4,206	400	(2,855)
Other Services & Charges	50,294	59,503	38,384	57,961	10,892	(27,492)
Social Services	14,862	14,885	14,936	14,944	943	(13,992)
Supplies & Materials	52	52	30	122		(30)
Subtotal	\$902,441	\$883,102	\$779,278	\$939,859	\$521,053	(\$258,225)
TOTAL	\$919,215	\$900,122	\$797,597	\$960,658	\$536,650	(\$260,947)
Funding						
City Funds			\$311,586	\$395,735	\$152,295	(\$159,292)
Federal - Community Development			1,728	2,963	0	(1,728)
Federal - Other			438,593	496,008	365,682	(72,910)
Intra City			22,697	38,909	0	(22,697)
State			22,993	27,042	18,673	(4,320)
TOTAL	\$919,215	\$900,122	\$797,597	\$960,658	\$536,650	(\$260,947)
Budgeted Headcount						
Full-Time Positions - Civilian	240	243	271	342	275	4
TOTAL	240	243	271	342	275	4

*The difference of Fiscal 2019 Adopted Budget compared to Fiscal 2020 Preliminary Budget.

Child Welfare Support						
<i>Dollars in Thousands</i>						
	2017 Actual	2018 Actual	2019 Adopted	Preliminary Plan		*Difference
				2019	2020	2019 - 2020
Spending						
Personal Services						
Additional Gross Pay	\$2,466	\$3,014	\$1,406	\$1,406	\$1,406	\$0
Additional Gross Pay - Labor Reserve	0	47	0	0	0	0
Full-Time Salaried - Civilian	57,149	64,834	51,171	51,171	51,171	0
Overtime - Civilian	323	1,605	1,088	1,088	1,088	0
Unsalaries	221	217	233	233	233	0
TOTAL	\$60,159	\$69,718	\$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	\$60,159	\$69,718	\$53,899	\$53,899	\$53,899	\$0
Budgeted Headcount						
Full-Time Positions - Civilian	825	991	781	781	781	0
TOTAL	825	991	781	781	781	0

*The difference of Fiscal 2019 Adopted Budget compared to Fiscal 2020 Preliminary Budget.

Department of Education Residential Care						
<i>Dollars in Thousands</i>						
	2017 Actual	2018 Actual	2019 Adopted	Preliminary Plan		*Difference
				2019	2020	2019 - 2020
Spending						
Other Than Personal Services						
Social Services	\$102,000	\$93,958	\$96,201	\$96,201	\$96,201	\$0
TOTAL	\$102,000	\$93,958	\$96,201	\$96,201	\$96,201	\$0
Funding						
City Funds			\$96,201	\$96,201	\$96,201	\$0
TOTAL	\$102,000	\$93,958	\$96,201	\$96,201	\$96,201	\$0

*The difference of Fiscal 2019 Adopted Budget compared to Fiscal 2020 Preliminary Budget.

Foster Care Services						
<i>Dollars in Thousands</i>						
	2017 Actual	2018 Actual	2019 Adopted	Preliminary Plan		*Difference
				2019	2020	2019 - 2020
Spending						
Other Than Personal Services						
Contractual Services - Social Services	\$457,009	\$453,477	\$481,119	\$483,652	\$483,632	\$2,513
Other Services & Charges	1,836	3,499	17,758	9,899	26,438	8,680
Social Services	54,737	54,421	58,914	59,064	58,914	0
TOTAL	\$513,582	\$511,397	\$557,790	\$552,615	\$568,984	\$11,194
Funding						
City Funds			\$208,254	\$175,264	\$215,814	\$7,560
Federal - Other			177,543	204,254	179,232	1,689
State			171,993	173,097	173,938	1,945
TOTAL	\$513,582	\$511,397	\$557,790	\$552,615	\$568,984	\$11,194

*The difference of Fiscal 2019 Adopted Budget compared to Fiscal 2020 Preliminary Budget.

Foster Care Support						
<i>Dollars in Thousands</i>						
	2017	2018	2019	Preliminary Plan		*Difference
	Actual	Actual	Adopted	2019	2020	2019 - 2020
Spending						
Personal Services						
Additional Gross Pay	\$1,403	\$1,558	\$2,184	\$2,184	\$2,184	\$0
Additional Gross Pay - Labor Reserve	1	1	0	0	0	0
Fringe Benefits	0	0	0	0	0	0
Full-Time Salaried - Civilian	33,380	33,706	46,426	46,426	46,426	0
Overtime - Civilian	2,908	4,611	878	878	878	0
P.S. Other	27	38	0	0	0	0
Unsalaries	456	206	2,211	2,211	2,211	0
TOTAL	\$38,174	\$40,120	\$51,700	\$51,700	\$51,700	\$0
Funding						
City Funds			\$12,946	\$12,946	\$12,946	\$0
Federal - Other			22,087	22,087	22,087	0
State			16,667	16,667	16,667	0
TOTAL	\$38,174	\$40,120	\$51,700	\$51,700	\$51,700	\$0
Budgeted Headcount						
Full-Time Positions - Civilian	535	494	712	712	712	0
TOTAL	535	494	712	712	712	0

*The difference of Fiscal 2019 Adopted Budget compared to Fiscal 2020 Preliminary Budget.

General Administration						
<i>Dollars in Thousands</i>						
	2017	2018	2019	Preliminary Plan		*Difference
	Actual	Actual	Adopted	2019	2020	2019 - 2020
Spending						
Personal Services						
Additional Gross Pay	\$2,504	\$2,795	\$1,889	\$1,889	\$1,889	\$0
Additional Gross Pay - Labor Reserve	6	21	0	0	0	0
Amounts to be Scheduled	0	0	30	30	30	0
Fringe Benefits	93	102	0	85	0	0
Full-Time Salaried - Civilian	64,198	66,439	64,810	69,645	90,178	25,368
Other Salaried	0	5	0	0	0	0
Overtime - Civilian	4,965	6,102	1,425	1,425	1,425	0
P.S. Other	(75)	(50)	0	0	0	0
Unsalaries	829	347	238	238	238	0
Subtotal	\$72,520	\$75,761	\$68,391	\$73,312	\$93,759	\$25,368
Other Than Personal Services						
Contractual Services	\$12,172	\$15,119	\$10,735	\$12,311	\$11,143	\$408
Contractual Services - Professional Services	2,034	2,753	3,283	1,633	3,283	0
Contractual Services - Social Services	8,271		0		0	0
Fixed & Misc. Charges	503	163	81	83	81	0
Other Services & Charges	59,504	64,904	64,314	66,134	64,073	(241)
Property & Equipment	2,750	705	824	654	824	0
Supplies & Materials	1,977	2,119	2,436	2,076	2,436	0
Subtotal	\$87,211	\$85,763	\$81,674	\$82,891	\$81,840	\$166
TOTAL	\$159,732	\$161,524	\$150,065	\$156,203	\$175,600	\$25,535
Funding						
City Funds			\$25,389	\$28,637	\$43,113	\$17,724
Federal - Other			73,564	74,018	75,792	2,228
Intra City			0	20	0	0
State			51,112	53,528	56,694	5,582
TOTAL	\$159,732	\$161,524	\$150,065	\$156,203	\$175,600	\$25,535
Budgeted Headcount						
Full-Time Positions - Civilian	917	921	790	839	1,097	307
TOTAL	917	921	790	839	1,097	307

*The difference of Fiscal 2019 Adopted Budget compared to Fiscal 2020 Preliminary Budget.

Head Start						
<i>Dollars in Thousands</i>						
	2017	2018	2019	Preliminary Plan		*Difference
	Actual	Actual	Adopted	2019	2020	2019 - 2020
Spending						
Personal Services						
Additional Gross Pay	\$37	\$46	\$0	\$0	\$0	\$0
Full-Time Salaried - Civilian	1,652	2,236	3,491	4,593	1,949	(1,542)
Overtime - Civilian	53	63	0	0	0	0
Unsalariated	0	2	0	0	0	0
Subtotal	\$1,742	\$2,347	\$3,491	\$4,593	\$1,949	(\$1,542)
Other Than Personal Services						
Contractual Services	\$3,523	\$1,945	\$0	\$2,574	\$0	0
Contractual Services - Professional Services	310	440	169	906	0	(169)
Contractual Services - Social Services	160,175	145,721	96,247	186,263	0	(96,247)
Other Services & Charges	7,672	6,888	2729	4567	0	(2,729)
Supplies & Materials	488	230	571	1,437	0	(571)
Subtotal	\$172,168	\$155,224	\$99,716	\$195,748	\$0	(\$99,716)
TOTAL	\$173,910	\$157,571	\$103,207	\$200,341	\$1,949	(\$101,259)
Funding						
City Funds			\$3,575	\$12,070	\$1,703	(\$1,872)
Federal - Other			76,780	149,271	0	(76,780)
Intra City			21,788	37,351	0	(21,788)
State			1,064	1,649	245	(819)
TOTAL	\$173,910	\$157,571	\$103,207	\$200,341	\$1,949	(\$101,259)
Budgeted Headcount						
Full-Time Positions - Civilian	29	33	12	44	12	0
TOTAL	29	33	12	44	12	0

Juvenile Justice Support						
<i>Dollars in Thousands</i>						
	2017	2018	2019	Preliminary Plan		*Difference
	Actual	Actual	Adopted	2019	2020	2019 - 2020
Spending						
Personal Services						
Additional Gross Pay	\$336	\$317	\$0	\$0	\$0	\$0
Fringe Benefits	6	5	0	0	0	0
Fringe Benefits - SWB	0	3	0	0	0	0
Full-Time Salaried - Civilian	2,868	2,492	3,182	3,182	3,182	0
Overtime - Civilian	1,228	1,179	568	568	568	0
Subtotal	\$4,437	\$3,997	\$3,750	\$3,750	\$3,750	\$0
Other Than Personal Services						
Contractual Services	\$5,584	\$6,215	\$7,816	\$7,843	\$7,983	\$166
Fixed & Misc. Charges	322	449	0	500	0	0
Other Services & Charges	2,134	1,829	661	161	161	(500)
Property & Equipment	72	95	39	80	39	0
Supplies & Materials	150	182	255	234	255	0
Subtotal	\$8,262	\$8,770	\$8,771	\$8,818	\$8,438	(\$334)
TOTAL	\$12,699	\$12,767	\$12,521	\$12,568	\$12,188	(\$334)
Funding						
City Funds			\$7,454	\$7,500	\$7,120	(\$334)
State			5,068	5,068	5,068	0
TOTAL	\$12,699	\$12,767	\$12,521	\$12,568	\$12,188	(\$334)
Budgeted Headcount						
Full-Time Positions - Civilian	59	26	69	69	69	0
TOTAL	59	26	69	69	69	0

*The difference of Fiscal 2019 Adopted Budget compared to Fiscal 2020 Preliminary Budget.

Non-Secure Detention						
<i>Dollars in Thousands</i>						
	2017	2018	2019	Preliminary Plan		*Difference
	Actual	Actual	Adopted	2019	2020	2019 - 2020
Spending						
Personal Services						
Additional Gross Pay	\$19	\$13	\$0	\$0	\$0	\$0
Full-Time Salaried - Civilian	949	862	533	533	533	0
Overtime - Civilian	101	124	228	228	228	0
Subtotal	\$1,069	\$999	\$760	\$760	\$760	\$0
Other Than Personal Services						
Contractual Services	\$12,927	\$9,204	\$15,329	\$19,345	\$18,899	\$3,570
Contractual Services - Professional Services	1	1	1	1	1	0
Other Services & Charges	260				0	0
Supplies & Materials	55	49	85	49	85	0
Subtotal	\$13,243	\$9,254	\$15,416	\$19,396	\$18,986	\$3,570
TOTAL	\$14,312	\$10,253	\$16,176	\$20,156	\$19,747	\$3,570
Funding						
City Funds			\$9,313	\$13,292	\$12,883	\$3,570
State			6,864	6,864	6,864	0
TOTAL	\$14,312	\$10,253	\$16,176	\$20,156	\$19,747	\$3,570
Budgeted Headcount						
Full-Time Positions - Civilian	17	15	26	26	26	0
TOTAL	17	15	26	26	26	0

*The difference of Fiscal 2019 Adopted Budget compared to Fiscal 2020 Preliminary Budget.

Placements (Previously OCFS Residential Placements)						
<i>Dollars in Thousands</i>						
	2017	2018	2019	Preliminary Plan		*Difference
	Actual	Actual	Adopted	2019	2020	2019 - 2020
Spending						
Personal Services						
Additional Gross Pay	\$75	\$201	\$0	\$0	\$0	\$0
Full-Time Salaried - Civilian	6,439	6,585	8,882	8,882	8,882	0
Overtime - Civilian	88	179	50	50	50	0
Unsalaries	0	8	0	0	0	0
Subtotal	\$6,602	\$6,972	\$8,932	\$8,932	\$8,932	\$0
Other Than Personal Services						
Contractual Services	\$74,381	\$72,696	\$73,204	\$100,563	\$75,491	\$2,287
Contractual Services -						
Professional Services	0	176	0	650	0	0
Fixed & Misc. Charges	138	0	0	0	0	0
Other Services & Charges	5,415	1,549	3,371	4,805	3,371	0
Payments to OCFS	40,768	23,000	36,361	36,361	36,361	0
Property & Equipment	100	80		637	0	0
Social Services	1,056	1,288	17	17	17	0
Supplies & Materials		0	0	0	0	0
Subtotal	\$121,858	\$98,790	\$112,952	\$143,034	\$115,239	\$2,287
TOTAL	\$128,460	\$105,763	\$121,884	\$151,965	\$124,171	\$2,287
Funding						
City Funds			\$108,852	\$138,934	\$111,158	\$2,306
Federal - Other			\$8,759	\$8,759	\$8,740	(19)
State			4,273	4,273	4,273	0
TOTAL	\$128,460	\$105,763	\$121,884	\$151,965	\$124,171	\$2,287
Budgeted Headcount						
Full-Time Positions - Civilian	99	90	70	70	70	0
TOTAL	99	90	70	70	70	0

*The difference of Fiscal 2019 Adopted Budget compared to Fiscal 2020 Preliminary Budget.

Preventive Homemaking Services						
<i>Dollars in Thousands</i>						
	2017	2018	2019	Preliminary Plan		*Difference
	Actual	Actual	Adopted	2019	2020	2019 - 2020
Spending						
Other Than Personal Services						
Contractual Services - Social						
Services	\$22,947	\$26,713	\$26,713	\$26,713	\$20,639	(\$6,074)
TOTAL	\$22,947	\$26,713	\$26,713	\$26,713	\$20,639	(\$6,074)
Funding						
City Funds			\$2,684	\$2,684	\$2,684	\$0
Federal - Other			17,066	17,066	17,066	0
Intra City			6,074	6,074	0	(6,074)
State			888	888	888	0
TOTAL	\$22,947	\$26,713	\$26,713	\$26,713	\$20,639	(\$6,074)

*The difference of Fiscal 2019 Adopted Budget compared to Fiscal 2020 Preliminary Budget.

Preventive Services						
<i>Dollars in Thousands</i>						
	2017	2018	2019	Preliminary Plan		*Difference
	Actual	Actual	Adopted	2019	2020	2019 - 2020
Spending						
Personal Services						
Additional Gross Pay	\$252	\$331	\$568	\$568	\$568	\$0
Full-Time Salaried - Civilian	14,466	15,919	13,278	13,278	13,216	(62)
Overtime - Civilian	183	586	140	140	140	0
Unsalariated	0	4	0	0	0	0
Subtotal	\$14,901	\$16,839	\$13,986	\$13,986	\$13,924	(\$62)
Other Than Personal Services						
Contractual Services	\$118	\$153	\$153	\$153	\$153	\$0
Contractual Services - Social Services	207,983	245,994	292,359	283,436	288,482	(3,877)
Fixed & Misc. Charges	110	72		77	0	0
Fixed & Misc. Charges - Section 8	3,100	3,100	3,300	3,300	3,300	0
Other Services & Charges	2,732	3,059	1127	3927	1127	0
Social Services	19,118	20,997	20334	23530	24107	3,773
Subtotal	\$233,162	\$273,376	\$317,274	\$314,423	\$317,170	(\$104)
TOTAL	\$248,063	\$290,215	\$331,260	\$328,409	\$331,094	(\$166)
Funding						
City Funds			\$52,323	\$51,161	\$51,912	(\$411)
Federal - Other			96,479	96,479	96,417	(62)
Intra City			343	343	343	0
State			182,115	180,426	182,422	308
TOTAL	\$248,063	\$290,215	\$331,260	\$328,409	\$331,094	(\$166)
Budgeted Headcount						
Full-Time Positions - Civilian	207	195	204	204	203	(1)
TOTAL	207	195	204	204	203	(1)

**The difference of Fiscal 2019 Adopted Budget compared to Fiscal 2020 Preliminary Budget.*

Protective Services						
<i>Dollars in Thousands</i>						
	2017	2018	2019	Preliminary Plan		*Difference
	Actual	Actual	Adopted	2019	2020	2019 - 2020
Spending						
Personal Services						
Additional Gross Pay	\$9,864	\$10,792	\$8,787	\$8,787	\$8,787	\$0
Additional Gross Pay - Labor Reserve	1	0	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	183,574	193,311	223,953	235,350	244,117	20,165
Overtime - Civilian	33,779	40,865	9,821	9,821	9,821	0
Unsalaries	78	55	417	429	437	20
Subtotal	\$227,297	\$245,025	\$243,006	\$254,415	\$263,191	\$20,185
Other Than Personal Services						
Contractual Services - Social Services	\$47,750	\$53,075	\$57,776	\$59,462	\$57,646	(\$130)
Fixed & Misc. Charges	909	16,508	0	13,375	0	0
Other Services & Charges	10,246	1,458	0	41	0	0
Social Services	5,546	6,305	4,662	4,662	4,662	0
Subtotal	\$64,451	\$77,346	\$62,438	\$77,540	\$62,308	(\$130)
TOTAL	\$291,747	\$322,370	\$305,444	\$331,956	\$325,499	\$20,055
Funding						
City Funds			\$46,173	\$59,327	\$54,449	\$8,276
Federal - Other			125,012	128,091	128,317	3,305
State			134,259	144,538	142,733	8,474
TOTAL	\$291,747	\$322,370	\$305,444	\$331,956	\$325,499	\$20,055
Budgeted Headcount						
Full-Time Positions - Civilian	3,109	3,269	3,558	3,558	3,582	24
TOTAL	3,109	3,269	3,558	3,558	3,582	24

*The difference of Fiscal 2019 Adopted Budget compared to Fiscal 2020 Preliminary Budget.

Secure Detention						
<i>Dollars in Thousands</i>						
	2017	2018	2019	Preliminary Plan		*Difference
	Actual	Actual	Adopted	2019	2020	2019 - 2020
Spending						
Personal Services						
Additional Gross Pay	\$1,205	\$1,289	\$3	\$3	\$3	\$0
Fringe Benefits	61	66	0	0	0	0
Full-Time Salaried - Civilian	13,047	12,950	19,242	19,242	19,242	0
Overtime - Civilian	4,723	4,299	2,441	2,441	2,441	0
Subtotal	\$19,037	\$18,604	\$21,686	\$21,686	\$21,686	\$0
Other Than Personal Services						
Contractual Services	\$3,608	\$4,307	\$1,533	\$4,894	\$3,987	\$2,454
Contractual Services - Professional Services	173	204	123	178	209	86
Fixed & Misc. Charges	910	423	335	544	412	77
Other Services & Charges	799	1,936	48,007	7,569	49,751	1,744
Payments to OCFS	0	5	0	0	0	0
Property & Equipment	70	63	85	166	145	60
Supplies & Materials	2,026	2,190	897	3,297	3,082	2,186
Subtotal	\$7,584	\$9,128	\$50,980	\$16,647	\$57,587	\$6,607
TOTAL	\$26,621	\$27,732	\$72,665	\$38,333	\$79,273	\$6,607
Funding						
City Funds			\$57,521	\$23,188	\$60,832	3,311
Federal - Other			344	344	344	0
State			14,800	14,800	18,097	3,296
TOTAL	\$26,621	\$27,732	\$72,665	\$38,333	\$79,273	\$6,607
Budgeted Headcount						
Full-Time Positions - Civilian	268	279	497	497	497	0
TOTAL	268	279	497	497	497	0

**The difference of Fiscal 2019 Adopted Budget compared to Fiscal 2020 Preliminary Budget.*

F: Additional Performance Indicators

Performance Indicators	Actual			Target		4-Month Actual	
	FY16	FY17	FY18	FY19	FY20	FY18	FY19
EarlyLearn - Fiscal year spending per child based on average enrollment in Contract Family Child Care	\$8,715	\$9,072	\$8,826	*	*	NA	NA
EarlyLearn - Budget per slot in contract family child care	\$9,522	\$9,537	\$10,191	*	*	NA	NA
EarlyLearn - Fiscal Year Spending per Child based on Average Enrollment in Contract Centers	\$16,754	\$19,755	\$19,261	*	*	NA	NA
Total days all children spent in foster care	4,379,682	4,062,642	3,923,854	*	*	1,362,720	1,259,521
Number of moves in foster care per 1,000 care days	1.4	1.6	1.7	1.4	1.4	1.7	1.8
Discharges from Close to Home placement (dispositional order complete)	227	182	173	*	*	62	45
Number of releases to Close to Home aftercare	201	194	151	*	*	27	31
Number in Close to Home aftercare (average)	121	97	69	*	*	76	56
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)	0.03	0.08	0.04	0.05	0.05	0.02	0
Weapon recovery rate (average per 100 total ADP), detention	0.07	0.06	0.07	0.15	0.15	0.11	0.03
Illegal substance/prescription or OTC medication recovery rate (average per 100 total ADP), detention	0.07	0.06	0.07	0.15	0.15	0.08	0.03
Child abuse and/or neglect allegation rate (internal) (average per 100 total ADP), detention	0.11	0.14	0.15	0.1	0.1	0.13	0.15
Child abuse/neglect allegations cases (internal) reported as substantiated, detention	17	18	7	*	*	4	1
In-care youth who were referred for mental health services, detention (%)	50%	59%	40%	*	*	43%	28%
General health care cost per youth per day, detention (\$)	\$121	\$163	\$241	*	*	NA	NA