

# THE COUNCIL OF THE CITY OF NEW YORK

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Hon. Stephen Levin  
Chair, Committee on General Welfare

Hon. Rory Lancman  
Chair, Committee on the Justice System



Report of the Finance Division on the  
Fiscal 2021 Preliminary Financial Plan, Fiscal 2021 Preliminary Capital Budget, Fiscal 2021  
Preliminary Capital Commitment Plan, and the Fiscal 2020 Preliminary Mayor's  
Management Report for the

## **Administration for Children's Services**

March 23, 2020

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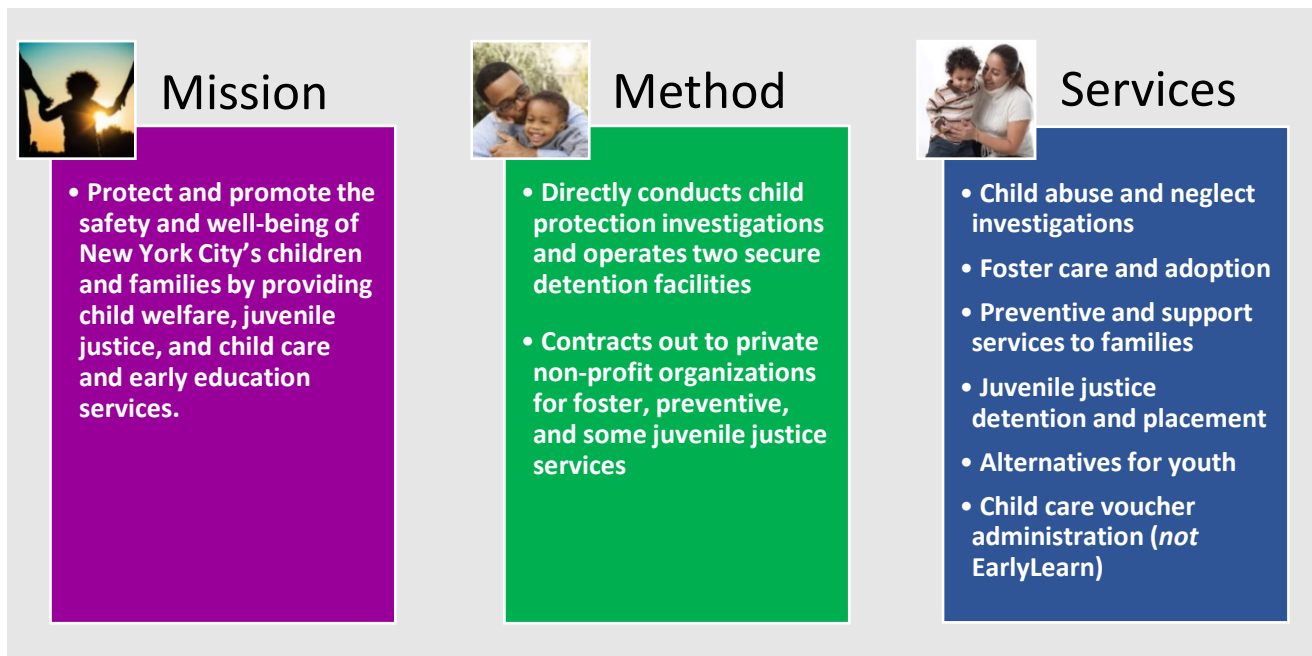
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## Administration for Children's Services Overview

The Administration for Children's Services (ACS, or the agency) protects and promotes the safety and well-being of New York City's children and families by providing child welfare, juvenile justice, and voucher-based early education services. As of Fiscal 2020, its portfolio no longer contains the EarlyLearn contracted education network, which was transferred to the Department of Education (DOE). ACS' Fiscal 2021 Preliminary Budget totals \$2.69 billion, of which \$537.5 million funds Personal Services (PS) supporting 7,424 full-time employees, and \$2.15 billion funds Other than Personal Services (OTPS).



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

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 66,000 investigations of suspected child abuse or neglect in Fiscal 2019, an increase of almost 6,000 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, Criminal and Supreme 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.

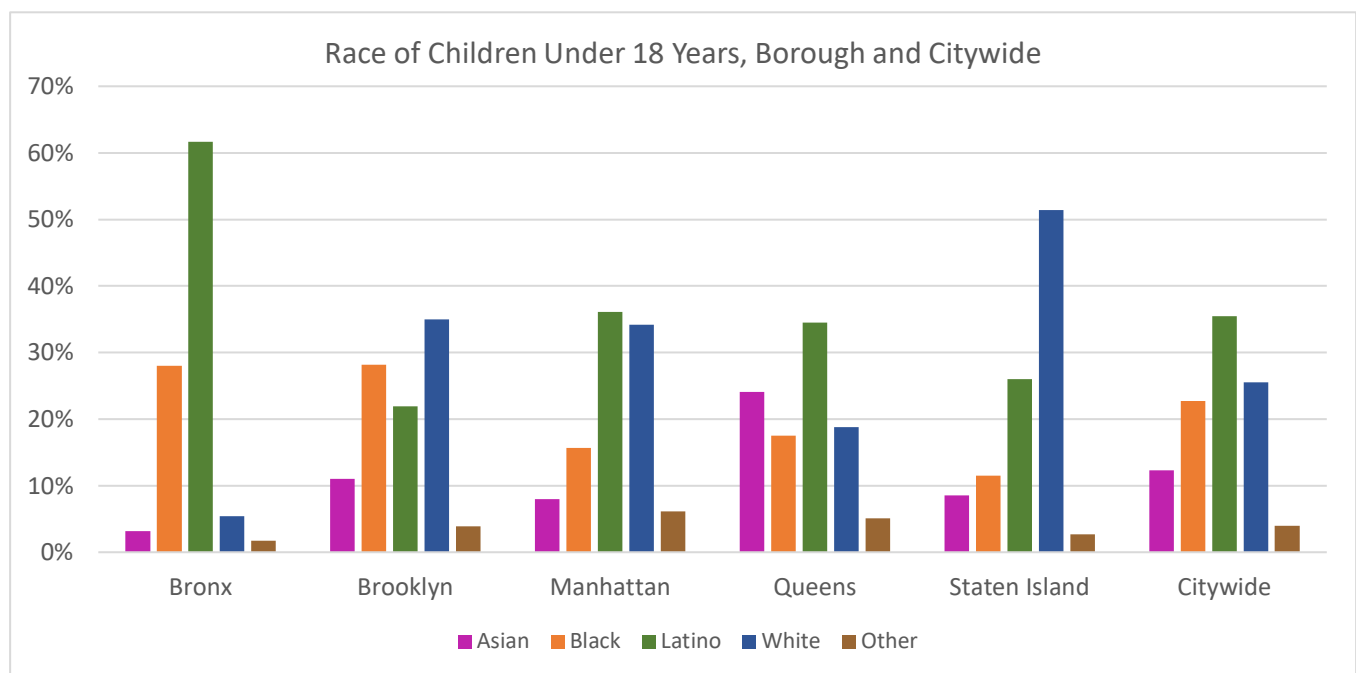
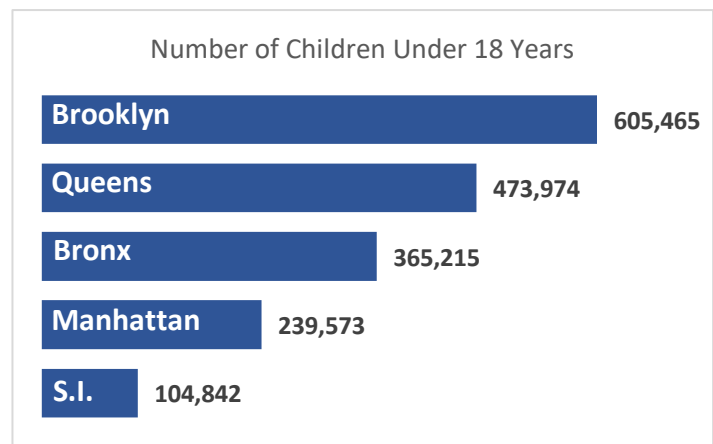
ACS' Division of Child and Family Well-Being, created in September 2017, coordinates and funds vouchers for 66,000 children eligible for subsidized child care, along with promoting child well-being, family stability, and quality integrated services through a growing network of Family Enrichment Centers. To better align with the Fiscal 2020 transfer to DOE of EarlyLearn, including federally-funded Head Start programs, the Division of Early Care and Education was disbanded in Fiscal 2019.

This report provides a review of the Administration for Children's Services Fiscal 2021 Preliminary Budget. The first section highlights the agency's proposed \$2.69 billion Fiscal 2021 expense budget, including the impact of State and federal budget actions and initiatives funded by the Council. The report then presents ACS' budget by program area, discusses initiatives included in the November 2019 and Preliminary Financial Plans and reviews relevant sections of the Preliminary Mayor's Management Report for Fiscal 2020. Finally, this report reviews the proposed capital budget and Preliminary Capital Commitment Plan for ACS with a discussion of significant changes proposed to the \$381.4 million Capital Plan for Fiscal 2020-2024. 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 not white (see table in appendix and graph below).<sup>1</sup> Citywide, 12



<sup>1</sup> Source: U.S. Census 2013-2017 American Community Survey Public Use Microdata 5-Year Sample, NYC and Boroughs.

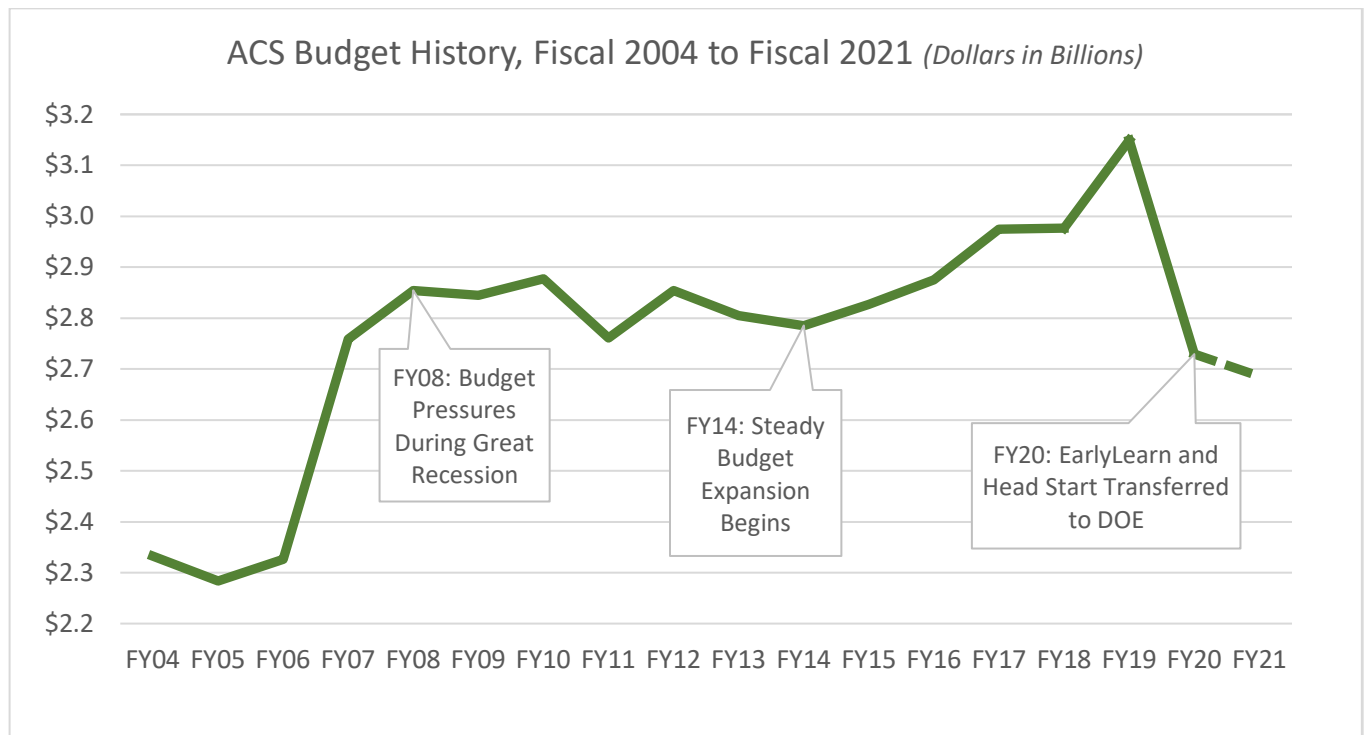
percent of children are Asian; 23 percent are Black; 36 percent are Latino; 26 percent are white; and four percent are another race or multiracial. The ethnicities that constitute a majority in any borough are the Bronx, where 62 percent of children are Latino, and Staten Island, where 51 percent of children are white.

### Historical Spending Changes

As the graph below shows, ACS' spending has grown year-over-year since Fiscal 2014 through fiscal 2019. Between Fiscal 2014 and Fiscal 2019, ACS' budget grew by 17 percent. Over the same period, spending on Personal Services (PS) increased by 32 percent, outpacing the increase in spending on Other Than Personal Services (OTPS), which rose 15 percent. The PS increase was driven by a growth in the total number of positions agency-wide, 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 contracted services associated with larger juvenile justice placements and preventive service programs. The State Child Welfare Services funding stream has provided substantial additional resources to the City to fund preventive services. In Fiscal 2020 ACS' budget decreased by \$558 million as all early childhood education programs shifted to the Department of Education (DOE).

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.

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 began 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.

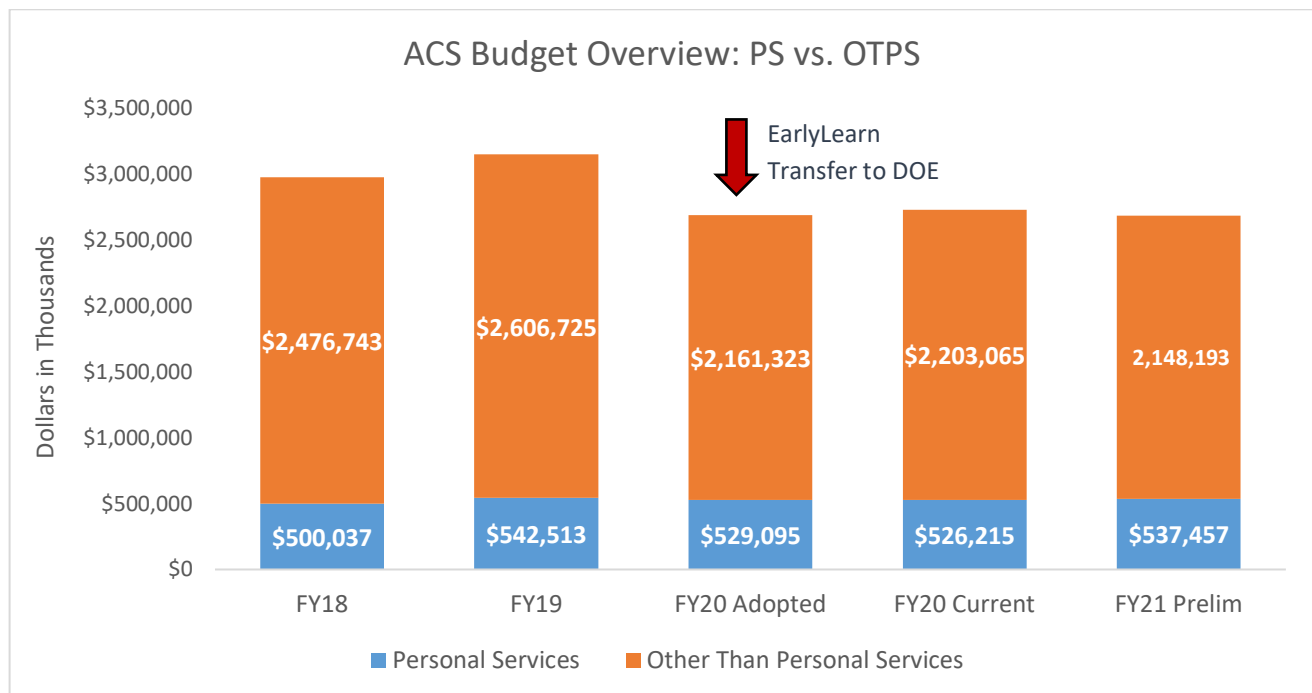


## Fiscal 2021 Preliminary Budget Highlights

The City's Fiscal 2021 Preliminary Budget totals \$95.3 billion, \$2.5 billion more than the Fiscal 2020 Adopted Budget, and \$100 million less than the current Fiscal 2020 budget. The Fiscal 2021 Preliminary Budget includes \$70.8 billion in City tax-levy funding and \$24.5 billion in non-City funds.

ACS' budget totals \$2.69 billion, or 2.8 percent of the City's budget; it includes \$537.5 million for Personal Services (PS) to support 7,424 full-time employees and 59 full-time equivalent positions, and \$2.15 billion for Other than Personal Services (OTPS). At \$1.53 billion, ACS' total of 573 contracts comprise 71 percent of the agency's OTPS spending.

ACS' Fiscal 2021 Preliminary Budget is \$4.8 million less than the Fiscal 2020 Adopted Budget of \$2.69 billion. In a budget the size of ACS', the Fiscal 2021 Preliminary Budget only includes modest changes and there are no new needs.



The net change results from cumulative changes since Adoption and previously scheduled changes, of which the most noteworthy are the November 2019 Plan's new need to enhance the indirect cost rate paid to health and human services providers, totaling \$9.2 million for ACS, the transfer to DOE of \$1.5 million in remaining EarlyLearn funding, and a baselined overtime reduction of \$6.9 million in the Fiscal 2021 Preliminary Budget. As previously discussed, child care contracts have been managed by DOE since Fiscal 2020.<sup>2</sup>

The Fiscal 2020 current budget increases by \$38.9 million above the Fiscal 2020 Adopted Budget to reflect greater OTPS spending of \$41.7 million, and a reduction in PS spending of \$2.9 million. The increase in the budget for placements (including Close to Home) is a key driver of OTPS growth, at \$24.9 million, while other program areas such as foster care services and protective services see greater State and federal revenues reflected.

<sup>2</sup> DOE is rebidding the entire EarlyLearn program, and the new center-based birth-to-five system will launch on July 1, 2021, with new contracts and services. The contracts were delayed by one year after concerns regarding the RFP. However the start date for new Family Child Care Network contracts and services remains scheduled for July 1, 2020.

When compared to the Fiscal 2020 Adopted Budget, PS in the Fiscal 2021 Preliminary Budget increases by \$8.4 million, primarily reflecting ongoing growth in the number of staff associated with juvenile justice reforms (Raise the Age) and child protective services.

The Fiscal 2021 Preliminary Budget decreases OTPS spending by \$13.1 million when compared to the Fiscal 2020 Adopted Budget. The decrease includes the following reductions: \$19.8 million less for child care contracted services, the absence of the one-time Fiscal 2020 funding of \$10 million for the Fair Futures foster care initiative, and \$33.6 million less for secure detention contracted services and charges. However, \$39.2 million was realigned to increase the budget for residential placement services to adjudicated juvenile delinquents and offenders, leading to the net \$13.1 million reduction.

ACS' Fiscal 2021 Preliminary Budget has two savings initiatives: recognition of \$20 million of State revenue earned in a prior fiscal year and used to offset City costs, and an overtime reduction initiative, totaling \$2 million in Fiscal 2020 and growing to \$6.9 million in Fiscal 2021 and in the outyears. Due to ACS' mix of State and federal funding, the overtime reduction only reduces City tax-levy funds by \$768,000 in Fiscal 2020 and \$2.7 million in Fiscal 2021 and in the outyears. Although the Fiscal 2020 Budget re-introduced a Program to Eliminate the Gap (PEG) program, there is currently no PEG target for the upcoming fiscal year.

### Budget Issues

For a fourth consecutive year, ACS' Preliminary Budget does not introduce any new needs. However, with the programmatically complete transfer of EarlyLearn and Head Start programs to DOE, ACS continues on its path of transformation into a more focused child welfare agency. ACS maintains its responsibility for distributing 66,000 child care vouchers.

ACS continues to manage 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 turnover and retention, investments in training, salaries, and recent and upcoming Request for Proposals (RFPs) for preventive services and foster care services. There is also a key State budget reduction threat of \$21 million over two years. For more information, please refer to page 12 of this report.

The following are key budget issues for ACS.

- **Foster Care Case Planner Pay Parity and RFP.** Similar to pay disparities among other public sector fields such as early childhood education and legal services, there are substantial pay disparities between ACS' contracted foster care case planners and the in-house child protective specialists at ACS. Turnover is nearly 50 percent across family foster care and residential foster care case planners.<sup>3</sup> A body of literature shows that increases in the number of a child's case planners is correlated to increased lengths of stay in foster care. Alongside other key issues such as foster parent recruitment, fully supportive staffing structures and reimbursements, and the uncertainty of the Fair Futures initiative, the upcoming Foster Care RFP should address foster care case planner pay parity.
- **Preventive Services.** Following the addition of over \$50 million in the Fiscal 2018 budget for preventive services model budgeting and wait list elimination efforts, ACS re-bid contracts in 2019-2020, with new awards announced in January 2020. The new contracts increased the

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<sup>3</sup> Council of Family and Child Caring Agencies (COFCCA) 2018 Workforce Compensation Report (NYC Data Only). Family foster care caseworkers had a 56 percent annual turnover in 2018, while residential care caseworkers had a 39.5 percent turnover. In total, the combined turnover rate was 48.2 percent.



number of evidence-based preventive slots but reduced the number of community-based organizations offering preventive services. ACS should ensure the upcoming foster care RFP learns the lessons of the preventive RFP.

Additionally, ACS' overall primary preventive strategy to reduce child abuse and neglect before cases are referred to the State Central Register (SCR) should be closely examined. The effectiveness, reach, and expansion plan for programs such as the three Family Enrichment Centers (FECs) and ten contracts for Community Partnership Programs (CPPs) should be examined to help reduce cases of child abuse and neglect.

- **Child Welfare Investigations.** ACS has added over 300 full-time staff and \$17 million to its Protective Services program area since Fiscal 2018, in order to reduce caseloads and improve the quality and effectiveness of its child welfare investigations. As arguably the most mission-critical element of ACS' services portfolio, the Council is not only interested in the protocols, oversight, and budgetary decisions affecting child welfare investigations, but also recent changes resulting in greater court-ordered supervision and the disproportionate racial impact of child welfare investigations, and how to work to eliminate disparities.
- **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 second of which took place in October 2019. The Fiscal 2019 budget added significant resources, including \$113 million in Fiscal 2019, \$146 million in Fiscal 2020 and \$151 million in Fiscal 2021. 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. 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), with DOC expected to exit in September 2020 with the 18<sup>th</sup> birthday of the last Rikers youth. The impact of ongoing Raise the Age implementation is discussed from page 49 onward of this report.

## Financial Plan Summary

<b>ACS Financial Summary</b>						
<i>Dollars in Thousands</i>						
	<b>2018</b>	<b>2019</b>	<b>2020</b>	<b>Preliminary Plan</b>		<b>*Difference</b>
	<b>Actual</b>	<b>Actual</b>	<b>Adopted</b>	<b>2020</b>	<b>2021</b>	<b>2020 - 2021</b>
<b>Budget by Program Area</b>						
Adoption Services	\$240,459	\$228,516	\$273,542	\$273,542	\$273,542	\$0
Alternatives To Detention	6,099	6,523	1,041	8,285	1,419	378
Child Care Services	900,122	911,057	549,616	537,415	528,393	(21,223)
Child Welfare Support	69,718	85,503	53,899	53,955	54,017	119
Dept. of Ed. Residential Care	93,958	91,288	96,201	96,201	96,201	0
Foster Care Services	511,397	524,640	584,263	596,037	579,487	(4,776)
Foster Care Support	40,120	39,429	51,700	51,700	51,700	0
General Administration	161,524	177,074	170,519	184,199	187,246	16,727
Head Start	157,571	196,717	1,949	12,106	1,949	0
Juvenile Justice Support	12,767	10,618	12,188	12,188	12,021	(166)
Non-Secure Detention	10,253	20,454	19,747	19,135	18,413	(1,334)
Placements	105,763	116,072	119,171	144,100	158,347	39,176
Preventive Homemaking Svcs.	26,713	29,726	20,639	26,713	20,639	0
Preventive Services	290,215	325,204	331,734	333,159	335,254	3,520
Protective Services	322,370	339,037	325,017	339,291	321,380	(3,638)
Secure Detention	27,732	47,378	79,193	41,255	45,641	(33,552)
<b>Spending</b>						
Personal Services	\$500,037	\$542,513	\$529,095	\$526,215	\$537,457	\$8,362
Other Than Personal Services	2,476,743	2,606,725	2,161,323	2,203,065	2,148,193	(13,130)
<b>TOTAL</b>	<b>\$2,976,780</b>	<b>\$3,149,238</b>	<b>\$2,690,418</b>	<b>\$2,729,280</b>	<b>\$2,685,650</b>	<b>(\$4,768)</b>
<b>Funding</b>						
City Funds	\$1,028,868	\$1,062,610	\$913,514	\$904,315	\$902,883	(\$10,631)
Other Categorical	81	142	0	0	0	0
State	693,599	735,498	743,053	779,877	747,235	4,182
Federal – Community Develop't	2,963	2,963	0	0	0	0
Federal – Other	1,183,587	1,279,136	1,033,508	1,038,671	1,035,188	1,679
Intra City	67,681	68,888	343	6,417	343	0
<b>TOTAL</b>	<b>\$2,976,780</b>	<b>\$3,149,238</b>	<b>\$2,690,418</b>	<b>\$2,729,280</b>	<b>\$2,685,650</b>	<b>(\$4,768)</b>
<b>Budgeted Headcount</b>						
Full-Time Positions	6,593	7,138	7,217	7,167	7,424	207
Full-Time Equivalent Positions	61	10	55	59	59	4
<b>TOTAL</b>	<b>6,654</b>	<b>7,148</b>	<b>7,272</b>	<b>7,226</b>	<b>7,483</b>	<b>211</b>

*\*The difference of Fiscal 2020 Adopted Budget compared to Fiscal 2021 Preliminary Budget.*

The Administration for Children's Services' Fiscal 2021 Preliminary Budget is \$4.8 million less than the Fiscal 2020 Adopted Budget of \$2.69 billion, representing no major changes in the appropriation of resources for the agency and including no new needs. The significant headcount growth planned for Fiscal 2021 relates to Raise the Age and was previously budgeted. The biggest drivers of the net change are the November 2019 indirect cost rate new need, totaling \$9.2 million, and a baselined overtime reduction of \$6.9 million. The decrease between Fiscal 2019 and 2020 reflects the transfer of half a billion dollars in early childhood education programs into DOE, alongside rising spending in other ACS programs.

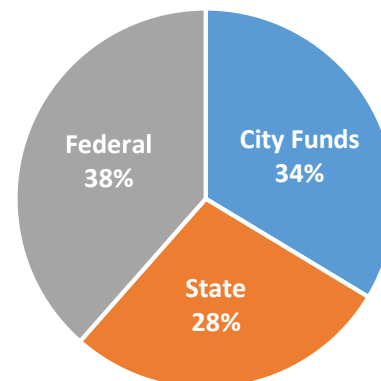
Other adjustments in the Fiscal 2021 Preliminary Financial Plan increase the Fiscal 2020 current budget by \$17.4 million, driven by increased funding for ACS' car service of \$5.3 million and the recognition and rollover of State OCFS Supervision and Treatment Services for Juveniles Program (STSJP) revenue totaling \$6.5 million. Other adjustments in the Preliminary Financial Plan decrease the Fiscal 2021 budget by \$2.7 million due to a reduction for the Silver Stars program that recruits back formerly retired ACS staff.

Despite not currently having a mandatory savings target, ACS has acted more aggressively than in the past to curb increases in overtime spending. The Fiscal 2021 Preliminary Plan aims to reduce overtime spending, which surpassed \$60 million in both Fiscal 2018 and Fiscal 2019, by reducing the overtime budget by \$6.9 million in Fiscal 2021 and in the outyears. Of the \$6.9 million in savings, \$2.65 million is City tax-levy savings, \$3.2 million is reduced State revenues, and \$1.1 million is reduced federal revenues. The Citywide Savings Program in the Fiscal 2021 Preliminary Budget also includes \$20.8 million in savings in Fiscal 2020 only, of which \$20 million is associated with prior-year revenue from the State and the rest is associated with a smaller reduction in the overtime budget.

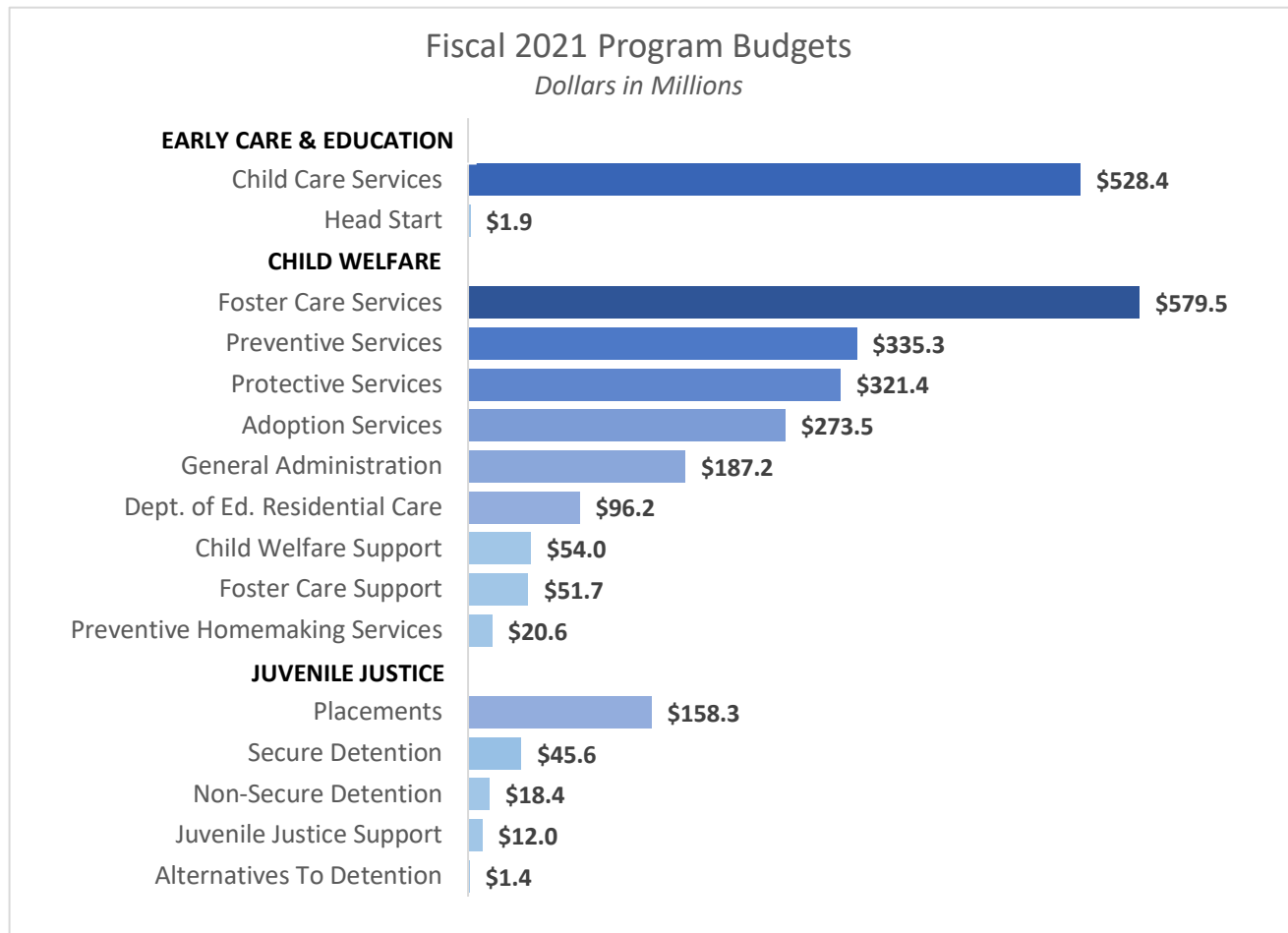
The number of budgeted full-time positions increases by 207, while full-time equivalent positions (FTE) increases by four. A majority of the headcount growth is associated with additional staff related to Raise the Age implementation, such as Youth Development Specialists to work in the secure facilities and Family Court Legal Services (FCLS) attorneys to deal with an increased juvenile justice caseload. There has also been some growth in Child Protective Specialists (CPS).

As shown in ACS' Financial Summary, 38 percent or \$1.04 billion of the agency's Fiscal 2021 Preliminary Budget comes from federal revenue, with State sources contributing 28 percent or \$747.2 million, and City funds contributing 34 percent or \$902.9 million. Federal and State revenues are remarkably stable when compared against the Fiscal 2020 Adopted Budget, with the major changes limited to an increase of \$1.9 million in federal Foster Care Title IV-E funding, and an increase of \$4 million in State child welfare services funding (the un-capped 62 percent State-38 percent City funding stream used for a variety of services designed to reduce entry into foster care).

ACS FY21 Funding Sources



The City has largely borne the cost of increases in the budget associated with additional headcount for child welfare and Raise the Age implementation, collective bargaining salary increases (driven by the large number of unionized DCP staff), and larger contracts for child welfare services. The State has continued to withdraw support for key programs at ACS, including those it funds elsewhere in the State, such as Raise the Age implementation.



The chart above shows the ACS Fiscal 2021 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 \$579.5 million, followed by child care services at \$528.4 million. This funding supports child care vouchers available to certain families on cash assistance, with open child welfare cases, and who are low-income, as well as the administration of the voucher.

The next two largest program budgets are preventive services, at \$335.3 million, and protective services, at \$321.4 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 \$235.8 million, an increase of \$4.5 million, or two percent, from the Fiscal 2020 Adopted Budget. Not displayed in the Financial Plan Summary, but described on pages 54 to 58, are recent increases in ACS' capital budget for juvenile justice facilities. Horizon and Crossroads, the secure detention facilities, have received over \$250 million for capital improvements to serve the influx of 16- and 17-year-old justice-involved youth into ACS custody.

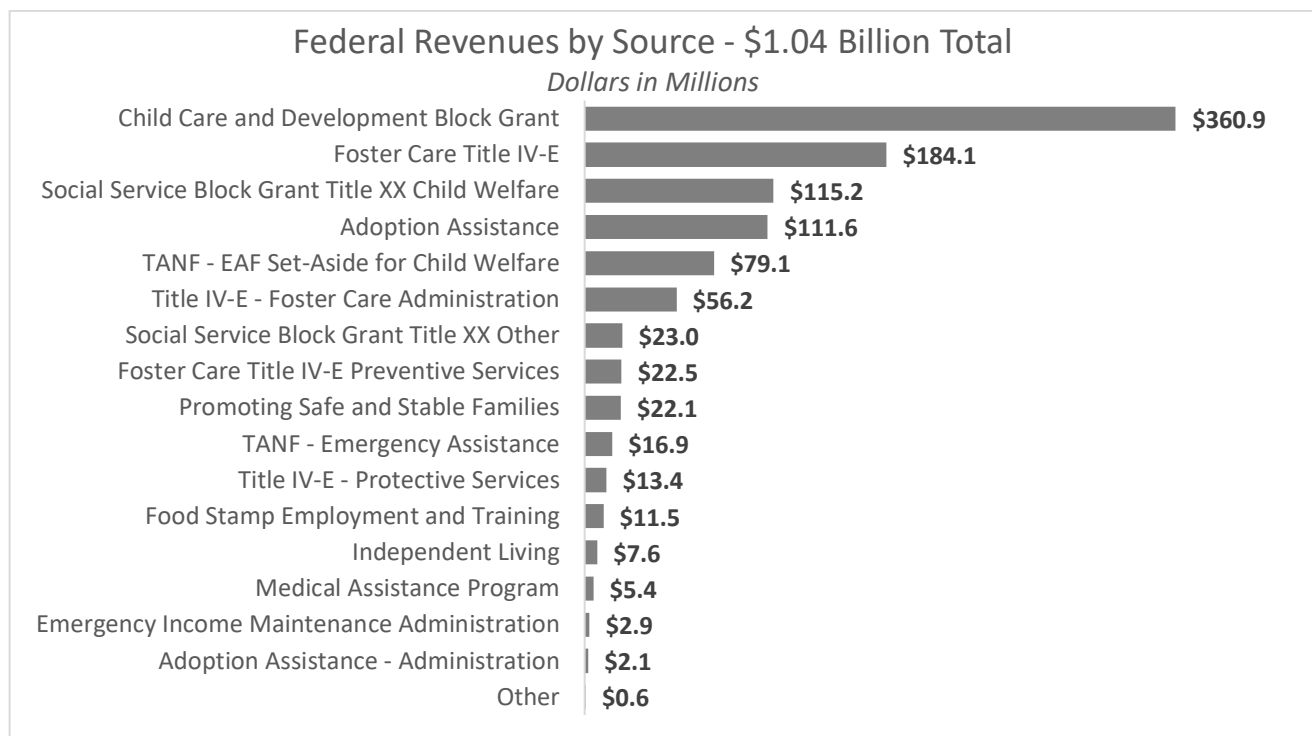
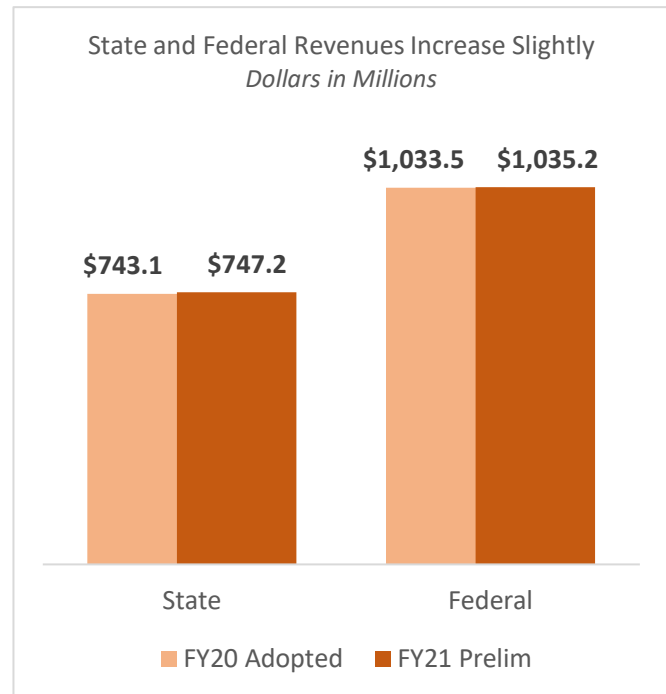
## Revenue

ACS' main sources of revenue are federal and State grants. Revenues from the federal government total \$1.04 billion, or 38 percent, of ACS' Fiscal 2021 Preliminary Budget, while State revenues comprise \$747.2 million, or 28 percent, of ACS' total.

As shown in the graph to the right, State and federal revenues increased slightly between the Fiscal 2020 Adopted Budget and the Fiscal 2021 Preliminary Budget. State revenues increased by \$4.2 million, while federal revenues increased by a more modest \$1.7 million.

### 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 (\$182.1 million), Title XX Social Services Block Grant (\$115.2 million), and Adoption Assistance (\$111.6 million).



ACS' federal revenues have generally been stable between Fiscal 2020 and 2021. The most notable change concerns an increase for Foster Care Title IV-E funding totaling \$1.9 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.

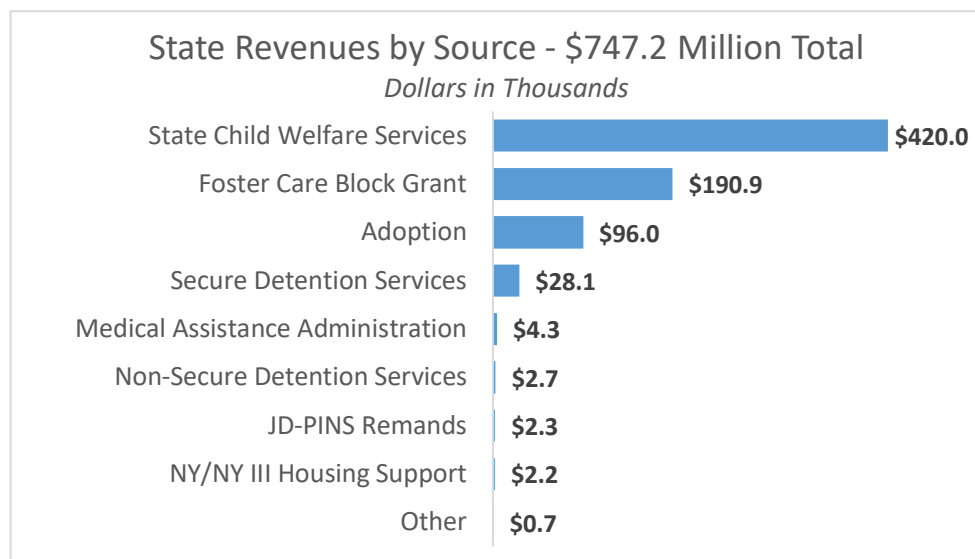
Through the use of a Title IV-E waiver, the City has increased the use of federal funds towards preventing children from entering foster care versus the traditional application towards foster care maintenance costs and services. ACS calls its waiver initiative "Strong Families NYC," which promotes family permanency and the well-being of children through systems improvements and evidence-based therapeutic services. It includes comprehensive trauma screening, reduced foster care caseloads and reduced supervisory ratios, attachment and bio-behavioral catch-up training for parents and children, and greater collaboration between foster care case planners and mental health clinicians.

With the passage of the federal Family First Prevention Services Act of 2018 (FFPSA) 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. Similar to the types of services ACS has provided through its waiver program, FFPSA allows states additional flexibility 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 law also limits Title IV-E reimbursement for congregate care placements, such as group homes, after two weeks.

The federal FFPSA included \$500 million in one-time funds to distribute among the states; New York State received \$25 million. A federal fund was also established to assist localities transitioning off the Title IV-E waiver, of which New York City is the only locality in the State. Funding for the transition off the waiver includes \$50 million in Fiscal 2021 and \$40 million in Fiscal 2022. After an approved two-year delay in implementation, State Office of Children and Family Services (OCFS), ACS, and other localities' child welfare agencies are preparing for the implementation of FFPSA in September 2021 (Fiscal 2022).

### State Revenue

State funding accounts for \$747.2 million, or 28 percent, of ACS' Fiscal 2021 budget. State revenue increases by \$4.2 million when comparing the agency's Fiscal 2021 Preliminary Budget to its Fiscal 2020 Adopted Budget, as a result of another year-over-year increase in reimbursements from the State Child Welfare



Services grant. For Fiscal 2021, the increase is \$4 million, bringing the total grant to a total of \$420 million. Previous years have seen bigger increases in the Preliminary budget; for example, the Fiscal 2020 Preliminary Budget reflected an increase in State Child Welfare Services revenues of \$13.6 million. This grant is far and away 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 over the past two fiscal years.

The State's Secure Detention Services grant, totaling \$28.1 million, pre-dates Raise the Age, and provides some of the only State support associated with Raise the Age implementation. The State also continues to provide a grant of \$2.3 million for JD-PINS (Juvenile Delinquent-Person In Need of Supervision) remands, which occur 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).

### 2020-2021 State Executive Budget Highlights

After several years of budget reductions for child welfare services at the State level, the Fiscal 2021 State Executive Budget includes fewer proposals that, if passed, would negatively impact ACS' budget and services. The major budget threat relates to a loss in child welfare funding due to new State limits on TANF.

#### **Cost-Shift for Temporary Assistance for Needy Families-Flexible Fund for Family Services (TANF-FFFS).**

The Fiscal 2021 State Executive Budget proposes to limit the services the City is able to claim under TANF-FFFS. If passed, the measure would cost-shift \$21 million from the State to the City over Fiscal 2020 and 2021. Although children's services would not see a decline in revenue, the mandate to use more allegedly "flexible" TANF-FFFS on child welfare services would require the City to spend an estimated \$7.1 million in Fiscal 2020 and \$14.2 million in Fiscal 2021 and in the outyears for services previously paid for with FFFS.

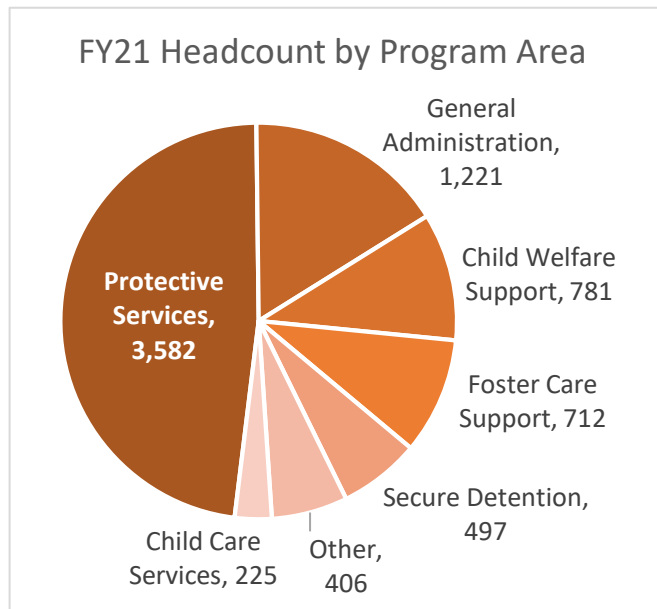
**Expansion of the Empire State Child Tax Credit.** The 2021 State Executive Budget expands an existing child tax credit for families earning \$50,000 or less to include children younger than four years old. Currently, only children between the ages of 4-16 are eligible. The total estimated cost to the State is \$157 million, which would provide an annual average benefit of nearly \$400 to almost 400,000 families.

**Foster Care Restrictions (Article VII Legislation).** As previously discussed, the State is preparing to implement the federal Families First Preventive Services Act (FFPSA) in September 2021. New legal language proposed with the budget would go further than federal requirements and mandate moving children within 30 days if an assessor finds that a Qualified Residential Treatment Program (Q RTP) is not an appropriate care setting. This would also negatively impact youth placed in Close to Home juvenile justice treatment settings. Furthermore, the 30-day limit could require additional moves for children in care.

**No Raise the Age Funding.** The Executive State Budget proposes \$250 million Statewide for Raise the Age implementation, an increase of \$150 million over the past two fiscal years. However, there is no 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 2021, a total of \$150.9 million is budgeted across all City agencies for Raise the Age implementation; of this, \$132 million is City tax-levy funding.



## Headcount



ACS' Fiscal 2021 Preliminary Budget provides for 7,424 full-time positions and 59 full-time equivalent (FTE) positions across sixteen program areas. As the pie chart shows, the protective services program area has the largest headcount with 3,582 budgeted full-time positions, which comprise 48 percent of ACS' entire full-time staff, stable since Fiscal 2019. The next three largest areas by headcount are: General Administration (1,221 positions), Child Welfare Support (781), and Foster Care Support (712).

The next largest program areas by headcount are: Secure Detention (497), Child Care Services (225), Preventive Services (203), Placements (70), Juvenile Justice Support (69), Adoption

Service (26), Non-Secure Detention (26), and Head Start (12). ACS reports that it is working with OMB to remove the final 12 positions associated with the Head Start program area.

General Administration grows by 229 positions between the Fiscal 2020 Adopted Budget and the Fiscal 2021 Preliminary Budget, increasing from 992 to 1,221 positions. ACS has confirmed that the additional positions currently in the General Administration program area will be moved to the appropriate program area (such as secure detention) as they align the budget to spending during the fiscal year. Moving forward, ACS is working to realign the budget to increase transparency on the program areas associated with headcount adjustments.

Raise the Age implementation is the majority contributor to ACS' recent headcount increase, with 367 new Youth Development Specialists (YDS) and 214 other Raise the Age-related positions since Fiscal 2019. Secure Detention does not increase in the Fiscal 2021 Preliminary Budget beyond the 497 positions it has had budgeted since Fiscal 2019. Despite the addition of significant new headcount due to Raise the Age over the past year, these staff were budgeted in previous financial plans, and ACS has used the Fiscal 2021 Preliminary Budget more to align spending between program areas than add additional resources.

**Decreasing Vacancy Rate and Growing Headcount.** When comparing the January 2020 headcount actuals and the Fiscal 2020 budget, ACS has a full-time active headcount of 7,186 and a budgeted full-time headcount of 7,167, meaning ACS is currently 19 positions over its budgeted headcount. The January 2019 full-time active headcount was 6,835, indicating that ACS has added 351 active full-time personnel in one year. In January 2019, ACS' vacancy rate was three percent, indicating the speed with which the agency has hired new staff, particularly YDS in the intervening year to exceed budgeted headcount.. The Fiscal 2021 Preliminary Budget addresses the under-budgeting of headcount, by increasing budgeted headcount to 7,424 full-time positions.

ACS has increased its full-time budgeted headcount by 1,567 positions, or 27 percent, between Fiscal 2014 and the Fiscal 2021 Preliminary Budget, growing from 5,857 to 7,424. As previously discussed, the increase is driven by Raise the Age implementation and increased CPS to conduct child welfare



investigations. It is notable to consider this growth has happened alongside the transfer of a nearly \$600 million program, early childhood education, to DOE. The November 2019 Plan removed another 50 positions from ACS and transferred them to DOE, for a baselined savings of \$1.5 million in Fiscal 2020 and in the outyears. Those staff are responsible for determining eligibility for EarlyLearn, which requires families to be eligible under Child Care Block Grant (CCBG) rules in order to receive services. The staff had been pending transfer until the State approved the City's plan to move EarlyLearn eligibility determinations to DOE. Twelve positions remain in the Head Start program area, which ACS is working with OMB to remove and realign into DOE's budget, however the rest of the EarlyLearn positions have been moved out of ACS. ACS continues to determine eligibility for vouchers.

**Overtime Spending.** Between Fiscal 2015 and 2019, ACS doubled its overtime (OT) spending, from \$29.5 million in Fiscal 2015 to \$60 million in Fiscal 2019. The table below shows OT trends over this period, including the budgeted OT as of the Adopted Budget, the actual amount, the percent above the Adopted Budget, and the average number of vacancies.<sup>4</sup> The percent of overspend increased from 70 percent above the Adopted OT Budget in Fiscal 2015 to 249 percent in Fiscal 2019.

<b>OT Spending Stabilizing As Vacancies Decline</b>				
<i>In Actual Dollars</i>				
<b>FY</b>	<b>Adopted OT Budget</b>	<b>Actual OT Spending</b>	<b>Percent Above Adopted OT*</b>	<b>Avg. Vacancies</b>
<b>2015</b>	\$17,368,039	\$29,464,058	70%	669
<b>2016</b>	\$17,368,039	\$33,670,011	94%	1,185
<b>2017</b>	\$17,468,039	\$48,953,219	180%	945
<b>2018</b>	\$17,212,039	\$60,924,491	254%	683
<b>2019</b>	\$17,212,039	\$60,043,400	249%	30

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

In Fiscal 2019, ACS slightly decreased its actual OT spending from the previous year. ACS has begun more aggressive OT reduction measures in light of increased scrutiny of the high vacancies and high OT spending. ACS attributes improved retention and recruitment to the dramatic reduction in the number of vacancies, and is working to reduce OT spending. The Fiscal 2021 Preliminary Budget includes \$6.9 million in baselined OT savings, and ACS has instituted targets across its divisions, tracked centrally in Human Resources, to reduce OT spending. ACS continues to evaluate OT spending; so far in Fiscal 2020 the agency reduced OT in the Department of Child Protection (DCP) by 24 percent in the first half of Fiscal 2020 when compared against the same period in Fiscal 2019.<sup>5</sup> ACS should continue to monitor its OT spending, and improve its budget estimate by the Fiscal 2021 Adopted Budget.

## 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. The Contract Budget is a subset of the OTPS portion of the City's

<sup>4</sup> Vacancies fluctuate throughout the course of the year and are best treated as an approximation. The decline in average vacancies from nearly 1,200 in Fiscal 2016 to 30 in Fiscal 2019 is the key trend.

<sup>5</sup> Data provided in interview with ACS Finance Staff, March 9, 2020.

Expense Budget, and is prepared twice per year. The City's Fiscal 2021 Preliminary Contract Budget totals \$16.9 billion for procurement expenditures across all agencies.

ACS provides a range of services through contracted providers, including foster care services, Close to Home, and preventive services. 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 2021 Preliminary Contract Budget totals \$1.53 billion, or 71 percent of ACS' OTPS budget, and includes 573 contracts. This represents an increase of \$14.1 million when compared to the Fiscal 2020 Adopted Contract Budget, which totaled \$1.52 billion, and included 571 contracts. ACS' contract budget, both in real numbers and as a share of its overall OTPS budget, is consistent year-over-year.

Major components of ACS' contract budget are foster care agency contracts, which total \$486.3 million in Fiscal 2021. The decrease of \$12.7 million from the Fiscal 2020 Adopted Budget is largely due to the absence of the \$10 million Fair Futures initiative in the Fiscal 2021 Preliminary Budget. The Foster Care system is set to be re-bid in spring 2020, following a concept paper in winter 2019.

Juvenile Justice contracts are currently listed within the General Contracting category, which in Fiscal 2021 totals \$141.7 million. Given the size and significance of the juvenile justice programs, and to improve budget transparency, the contract budget should include a category class specifically for juvenile justice contracts.

Funding for child welfare services, whereby ACS partners with contracted providers to deliver preventive service programs for families, totals \$360.7 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 61 includes a detailed description of ACS' Fiscal 2021 Preliminary Contract Budget by category.

## Council Initiatives

The Fiscal 2020 budget includes \$2.2 million for City Council initiatives that support transitional-aged foster youth, train community and school-based organizations on how to reduce domestic violence, and generally support child development and well-being through local initiatives. As shown in the table to the right, the total funding breaks down as follows: \$600,000 for the ACS-managed portion of the Supportive Alternatives to Violent Encounters (SAVE) initiative; \$1.2 million for Wrap-Around Support for Transitional-Aged Foster Youth, which was launched as part of the Young Women's Initiative (YWI) in Fiscal 2017; and \$349,000 for local initiatives. The Wrap-Around Support for Transitional-Aged Foster Youth initiative increased by \$130,000 in Fiscal 2020, alongside other non-discretionary foster care investments, such as one-time funding in Fiscal 2020 of \$10 million for Fair Futures and \$2.8 million to expand foster care taskforce initiatives.

<b>Fiscal 2020 Council Initiatives</b>	
<i>Dollars in Thousands</i>	
<b>Council Initiatives</b>	
Supportive Alternatives to Violent Encounters (SAVE)	\$600
Wrap-Around Support for Transitional-Aged Foster Youth	1,230
<b>Subtotal</b>	<b>\$1,830</b>
<b>Local Initiatives</b>	
<b>Subtotal</b>	<b>\$349</b>
<b>TOTAL</b>	<b>\$2,179</b>

In Fiscal 2020, the Council launched a new \$1.5 million Family Advocacy and Guardianship Support initiative that supports legal services for families involved in the child welfare system. The initiative, however, is funded through the Mayor's Office of Criminal Justice (MOCJ). The initiative aims to address child separation, to support legal guardians, and reduce racial disparities in the child welfare system. Funding of \$1.3 million supports legal services to low-income communities who are impacted

by the child welfare system, and parents who are on the Statewide Register of Child Abuse and Maltreatment Database. Funding of \$200,000 supports civil legal assistance to low-income kin caregivers who require legal support to maintain family cohesion and/or obtain public services.

The Fiscal 2020 Adopted Budget also includes \$500,000 for the ACS Youth Health initiative, which had initially been Council funded in Fiscal 2018. A full description of Council initiatives impacting children, including all those managed by the Department of Youth and Community Development (DYCD) and DOE, may be found in Schedule C of the Fiscal 2020 budget, available on the Council's website.

## Program Areas

ACS' budget is divided into 16 distinct program areas that can be broadly grouped by early care and education programs, child care services, and juvenile justice and detention placements.

**Units of Appropriation.** ACS' budget includes eleven Units of Appropriation (U/As) that range from \$2 million to over \$1 billion. Prior to Fiscal 2021, Juvenile Justice, Non-Secure Detention, and OCFS Residential program areas fell between two large OTPS U/As, 007 and 008. Meanwhile, Preventive Services, Adoption Services, Foster Care Support, and Foster Care Services program areas shared a total of two large U/As: 001, which is PS, and 006, which is OTPS.

Given the size and diversity of ACS, the Council called in Fiscal 2020 for its expense budget to be restructured to align unique U/As with individual program areas, in addition to the budget codes that group and form the program areas. As a result of the Council's negotiations with the Administration, ACS has added three Units of Appropriation (U/As) beginning with the Fiscal 2021 Preliminary Budget:

- OCFS Residential Payments – OTPS, U/A 011. For direct payments to OCFS-operated facilities for youth placed upstate. There is no PS pair as there are no expenses in that category
- Adoption Services – PS, U/A 009. For ACS staff who support adoption services.
- Adoption Services – OTPS, U/A 010. Includes payments to parents who adopt, adoption recruitment contracts, and related contracts, supplies, equipment and other expenses.

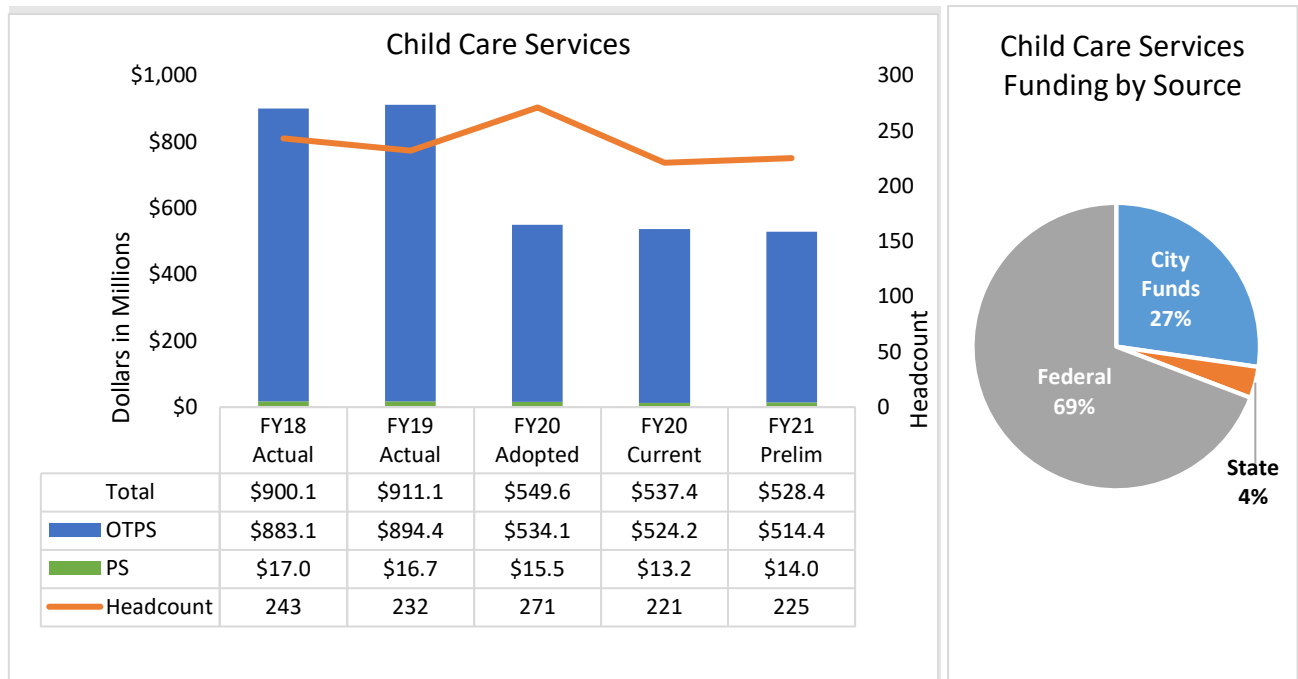
In the following section, each program area is discussed individually within three general programmatic groups: Early Care and Education, Child Welfare, and Juvenile Justice. Following information on the budget and operations of each program area, performance metrics from the Fiscal 2020 Preliminary Mayor's Management Report (PMMR) are presented. For complete program area charts, please review Appendix E, beginning on page 63.

### Early Care and Education Program Areas

As introduced previously, in Fiscal 2020, ACS transferred its oversight of the largest municipal child care system in the country, including EarlyLearn and Head Start, to DOE. What remains is a voucher-based child care system still over \$500 million in scale.

## Child Care Services

Child care vouchers can be applied to a variety of settings for children as young as six weeks old, including center-based<sup>6</sup>, family child care<sup>7</sup>, and informal home-based care<sup>8</sup>.



The proposed budget for child care services for Fiscal 2021 totals \$528.4 million, a decrease of \$21.2 million when compared to the Fiscal 2020 Adopted Budget. The decrease results from the absence of one-time OTPS funding of \$19.8 million added at Fiscal 2020 Budget Adoption, to increase the number of Special Child Care Funding (SCCF) vouchers by 2,891 to a total of 6,362, and a PS reduction in full-time headcount and salaries.

Special Child Care Funding (SCCF) vouchers are 100 percent City tax-levy funded; to qualify, parents must 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 or enrolled in education or training at least 20 hours per week. The Council has strongly advocated for the addition of these additional City-funded low-income child care vouchers.

OTPS spending decreases to \$514.4 million, which includes the removal of \$19.8 million in one-time Fiscal 2020 SCCF voucher funding. PS spending decreases by \$1.5 million, to \$14 million, as 46 further

<sup>6</sup> The following five (5) definitions of child care programs are taken from the First Report of Local Law 183 of 2018. Center-based programs: (1) Licensed Group Child Care Program – Licensed group child care not in a personal residence. Must comply with Article 47 of the NYC Health Code. This includes contracted EarlyLearn programs (Head Start and Child Care-funded), as well as private programs; (2) Legally-Exempt Group Program – Unlicensed group child care, not in a personal residence. Must comply with Article 43 of the NYC Health Code if children 3-5 years of age are cared for.

<sup>7</sup> Family or group family child care programs: (3) Registered Family Child Care Provider – A provider who cares for three to six children at a time in a registered residence. The maximum allowable number of children will depend on whether there are infants and how many infants are in care; and (4) Group Family Day Care – A provider who cares for seven to twelve children at a time in a registered residence. The maximum allowable number of children will depend on whether there are infants and how many infants are in care. A provider must use an assistant when more than six children are present.

<sup>8</sup> Informal Child Care Provider (5) – A licensed exempted caregiver, such as a family, friend, or neighbor, who cares for one to two children at a time in a place of residence, such as the parent's or caregiver's home.

positions are removed from the headcount. The 225 remaining positions assist with the recertification of low-income voucher recipients and administration of the voucher program.

**Vouchers.** ACS vouchers include both those mandated for eligible families receiving cash assistance (coordinated with HRA), and non-mandated vouchers, including low-income SCCF vouchers and those given to families with child welfare involvement, such as an open protective or preventive service case. The table below breaks out the current data on all ACS vouchers.

<b>ACS Voucher Data</b> <i>(as of February 10, 2020)</i>		
<b>Mandated Vouchers</b>	<b>39,666</b>	<b>Cash Assistance Families</b>
<b>Non-Mandated Vouchers</b>	<b>26,244</b>	<b>Low Income Families</b>
<b>SCCF</b> (Special Child Care Funding: City Tax-Levy)	6,362	Baselined: <b>3,471</b> <i>Target is to issue 3,489 annually</i>
		Fiscal 2020 One-Time Funding: <b>2,891</b> <i>Initial target 2,600; revised to 3,090</i>
<b>Priority Codes 1 &amp; 2</b> (Child Welfare Involved)	15,591	Protective (PR 1): <b>10,703</b>
		Preventive (PR 2): <b>4,888</b>
<b>Priority Code 5</b> (Employment)	4,269	"Priority 5" Vouchers: <b>3,616</b>
		CWE Vouchers (+FS-90): <b>653</b>
<b>Priority Code 4</b> (Domestic Violence) <b>Other (Priority Codes 3, 6, 9)</b>	22	
<b>Citywide Total</b>	<b>65,910</b>	<b>All Vouchers</b>
<i>Source: ACS Data provided to Council Finance, March 3, 2020.</i>		

Voucher-based child care is administered and managed by ACS, with State OCFS oversight. Child care voucher enrollment averaged 65,607 in Fiscal 2019 and was 65,910 as of February 10, 2020 (see table below). In Fiscal 2019, family child care vouchers had a value of \$7,823, a small increase of \$80 since Fiscal 2018. Center-based child care vouchers had a value of \$8,726, also a small increase year-over-year, although both voucher rates had been higher in Fiscal 2017. On the contrary, legally exempt vouchers (also referred to as informal child care) have increased in value since Fiscal 2017, ticking upward to \$4,329 in Fiscal 2019.

In Fiscal 2020, SCCF funding totaling \$47.2 million supports 6,362 child care vouchers, up from 3,489 in Fiscal 2019. This total exceeds the approximately 6,100 CCDBG (Child Care Development Block Grant) Priority 5 vouchers estimated to have been in circulation when ACS stopped issuing new Priority 5 vouchers in 2013. SCCF vouchers were instituted precisely to increase child care access for low-income voucher recipients who may have previously relied on a Priority 5 voucher.

The Fiscal 2020 budget added \$19.8 million in one-time funding for SCCF vouchers, which was estimated to provide approximately 2,600 new vouchers for low-income working families with children. The target was upwardly revised to ACS to 3,090 primarily due to the timing of children coming off the wait list for less than a full year. As of February 2020, 2,891 vouchers were supported using Fiscal 2020 one-time funding. The Fiscal 2019 budget baselined \$14.8 million for SCCF vouchers, bringing to total baselined amount to \$27.4 million and the one-time amount to \$19.8 million, for a Fiscal 2020 total SCCF budget of \$47.2 million.

ACS keeps a single, unified waitlist for all child care vouchers, regardless of the care setting the family may eventually choose. 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 the relevant criteria and issues a voucher if appropriate. Unless the voucher is mandated, ACS moves in chronological order, without preference being given based on the care setting or length of time on the wait list.

With respect to funding, federal sources comprise 69 percent, City funding 27 percent and State funding only four percent. This proportion is stable year-over-year, indicating the scale of the SCCF program in light of the overall program, which bundles numerous distinct funding streams. In Fiscal 2021, funding includes \$354.2 million in federal Child Care and Development Block Grant (CCDBG), \$11.5 million in federal Food Stamp Employment and Training funding, \$18.6 million in State Child Welfare Services funding, and \$144.1 million in City tax-levy funding.

### Child Care Vouchers Performance Measures

Performance Indicators	Actual			Target		4-Month Actual	
	FY17	FY18	FY19	FY20	FY21	FY19	FY20
Average child care voucher enrollment	66,968	66,682	65,607	*	*	66,801	64,333
Average mandated children voucher enrollment	53,723	50,937	45,569	*	*	47,999	41,434
Average other eligible children voucher enrollment	13,245	15,745	20,038	*	*	18,802	22,899
Average center-based child care voucher enrollment	27,864	28,932	29,576	*	*	29,883	30,063
Average family child care voucher enrollment	24,786	25,916	26,607	*	*	26,765	26,119
Average informal (home-based) child care voucher enrollment	14,318	11,834	9,424	*	*	10,154	8,151
Fiscal year spending per child - Center-based child care vouchers	\$9,149	\$8,646	\$8,726	*	*	NA	NA
Fiscal year spending per child - Family child care vouchers	\$8,322	\$7,740	\$7,823	*	*	NA	NA
Fiscal year spending per child - Legally exempt (informal child care) vouchers	\$4,234	\$4,327	\$4,379	*	*	NA	NA

Average child care voucher enrollment decreased from 66,801 during the first four months of Fiscal 2019 to 64,333 in the same period in Fiscal 2020. Nevertheless, voucher enrollment has remained fairly consistent over the past three years. The overall decrease in voucher enrollment results from a larger decrease in mandated enrollment than the increase in non-mandated vouchers, like SCCF. Center-based child care continues to grow more popular, rising from 29,883 average enrollment during the first four months of Fiscal 2019 to 30,063 over the same period in Fiscal 2020. Informal (home-based) child care voucher enrollment has declined over the past three years as center-based and family child care options have grown more popular.

### Abuse in Child Care Performance Measures

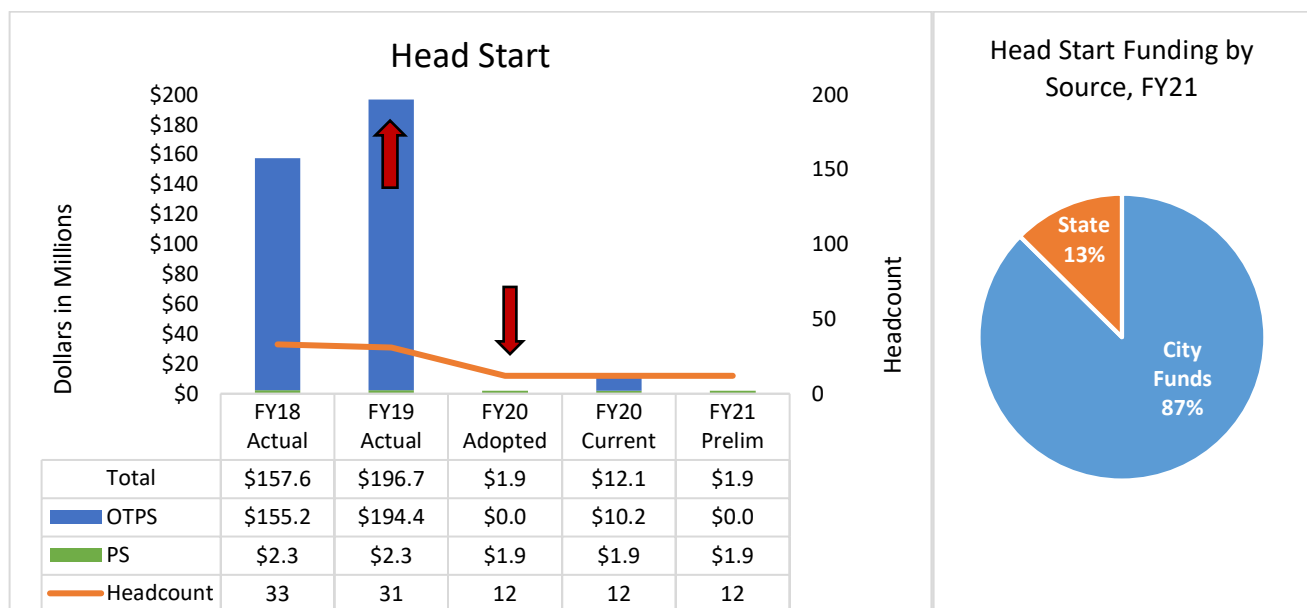
Performance Indicators	Actual			Target		4-Month Actual	
	FY17	FY18	FY19	FY20	FY21	FY19	FY20
Abuse and/or neglect reports for children in child care	621	726	709	*	*	248	204
Investigations for children in care that found credible evidence of abuse or neglect (%)	16.4%	14.1%	16.4%	*	*	16.9%	19.1%

Abuse and/or neglect reports for children in child care decreased to 204 from 248 in the first four months of Fiscal 2020 when compared to the same period in Fiscal 2019. ACS should provide a break out of whether the cases called in to the State Central Registry (SCR) are related to concerns of abuse, neglect, or both.

The substantiation rate of credible evidence of abuse or neglect in care has generally held steady around 16 percent for the past three years, however the fourth-month actuals for Fiscal 2020 show a tick upward to 19 percent. ACS should continue to monitor the investigations and assess why investigations with credible evidence have become more common. It is the case that reports may reasonably increase at the start of the school year, however the rates are still two points above the four-month actual over the same period in Fiscal 2019. It is also possible that fewer inaccurate SCR reports would lead to an increase in substantiated investigations. ACS continues to educate child care providers about their obligations as mandated reporters to the SCR for reporting possible abuse and/or neglect.

### Head Start

Prior to Fiscal 2020, ACS' Head Start program was one of ACS' oldest programs, and a nearly \$200 million, federally-funded, family-centered child development program for low-income children ages three to five. Now, DOE is responsible for Head Start centers throughout New York City.



The proposed budget for Head Start for Fiscal 2021 totals \$1.9 million, unchanged from the Fiscal 2020 Adopted Budget. ACS has been working to transfer all PS and OTPS spending from the agency in accordance with a realignment of revenues and spending to actual program operation. OTPS spending, including the entire Head Start grant from the federal government and the portion of the Universal Pre-K budget that supports Head Start, was transitioned from ACS to DOE in Fiscal 2020, as DOE is now the City's Head Start grantee. ACS is working with OMB to realign the remaining \$1.9 million in PS spending, supporting 12 positions, in a forthcoming Financial Plan.

### 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 provided by directly-employed ACS staff.



In Fiscal 2021, child welfare services total \$1.92 billion, an increase of over \$22 million from the Fiscal 2020 budget. The funding supports over 56,000 State Central Register (SCR) consolidated child abuse and neglect investigations, of which nearly two-in-five are substantiated after an investigation. In Fiscal 2019, nearly 10,000 families entered child welfare preventive services, while there were approximately 8,300 children in foster care. The foster care census has continued to decline during the first four months of Fiscal 2020, to an average of 7,951. During the first four months of Fiscal 2020 ACS enrolled 3,286 families in preventive services.

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. In general, New York, California, and Michigan are at the forefront of ongoing work to improve supports to foster youth in education and employment, measure outcomes, and develop consequences for provider agencies.<sup>9</sup>

Despite recent improvements, ACS continues to have room to improve with respect to its child welfare process and systems. Key issues include improving foster parent recruitment and addressing high-needs foster children at the ACS-operated Children's Center in Manhattan, all while continuing to improve internal safety culture, accountability, evidence-based models, and racial equity in the agency's preventive, investigatory, and legal case practice.

The presence of racial or other biases can cause a serious impact on the impartiality of a child welfare investigation and its outcome. Eliminating negative racial bias from ACS systems and staff might help the agency more effectively target limited resources and mitigate the negative social and economic impacts for those subject to investigations. For example, 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, or other careers. The 28-year rule is much longer than in most other states, and has provoked meaningful debate about the process and ongoing impact of child welfare investigations, correctly informed by the reality that poverty, race, and child welfare investigations are highly correlated.<sup>10</sup> Efforts at SCR reform at the State level were vetoed by the Governor<sup>11</sup>, but may be included as part of the Fiscal 2020-2021 State Adopted Budget.

### Key Issues:

- **Preventive Services and Foster Care RFPs.** ACS' key preventive service and foster care contracts are being re-bid in Fiscal 2020 and 2021. In preparation and planning for the future of child welfare contracts, ACS created the Child Welfare 20/21 Project in 2018. A cross-divisional project between the Division of Prevention Services and the Division of Family Permanency, ACS conducted analyses of its existing programs in order to review all aspects of

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<sup>9</sup> Jennifer Pokempner, Senior Attorney at the Juvenile Law Center in Philadelphia, Conference Presentation, "Advocating on Multiple Fronts: Prioritizing Educational Success in the Child Welfare System and Building Community Investments in Improving Outcomes," November 19, 2019.

<sup>10</sup> 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>.

<sup>11</sup> New York State Senate, Senate Bill S6427A, Available at <https://www.nysenate.gov/legislation/bills/2019/s6427/amendment/a>, accessed March 10, 2020.



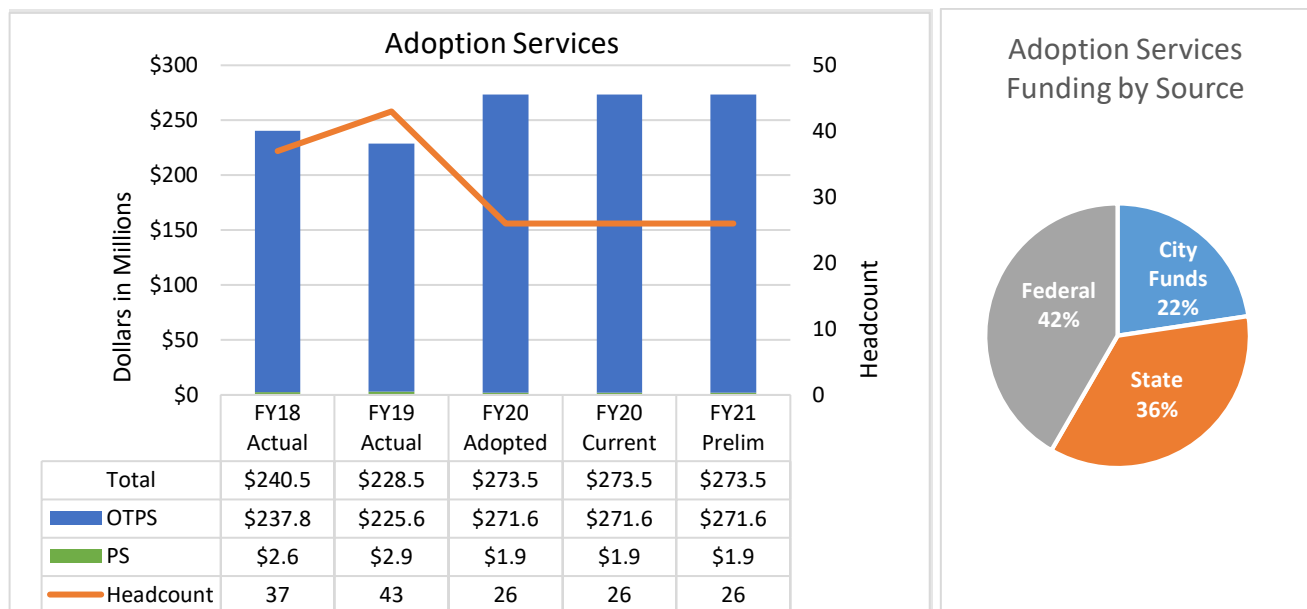
service delivery to identify successes and areas for improvement. It also convened a Provider Advisory Committee.<sup>12</sup>

ACS released a preventive service concept paper in January 2019 and RFP winners were chosen in January 2020 for contracts to begin in Fiscal 2021. ACS released a concept paper for foster care in late 2019, and is preparing to release its RFP for foster care in the coming months. These major RFPs are likely to shape two of ACS' largest contracted service networks for the next three to ten years.

- Protective Services and Child Welfare Investigations.** ACS has added over 300 full-time staff and \$17 million to its Protective Services program area since Fiscal 2018, in order to reduce caseloads and improve the quality and effectiveness of its child welfare investigations. Although emergency removals seem to have topped out in Fiscal 2018, there remain a high number of filings in Family Court and a large share, some 27 percent in Fiscal 2019, of emergency removals are not approved at initial hearings in Family Court. These data lend support to concerns that ACS continues to struggle with the challenge of how to keep children safe while working to minimize the social burden of child welfare investigations.

### 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 final 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 2021 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, of which \$270.4 million is for subsidized adoption. There is no change in either PS or OTPS spending compared to Fiscal 2020, nor is there a change in the mix of funding sources. The City funds \$61.9 million, while federal and

<sup>12</sup> ACS Child Welfare 20/21 Communications Booklet, 2018, Available at: <https://www1.nyc.gov/assets/acs/pdf/about/2018/ProjectCommunicationBooklet.pdf>.

State sources contribute \$114 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.

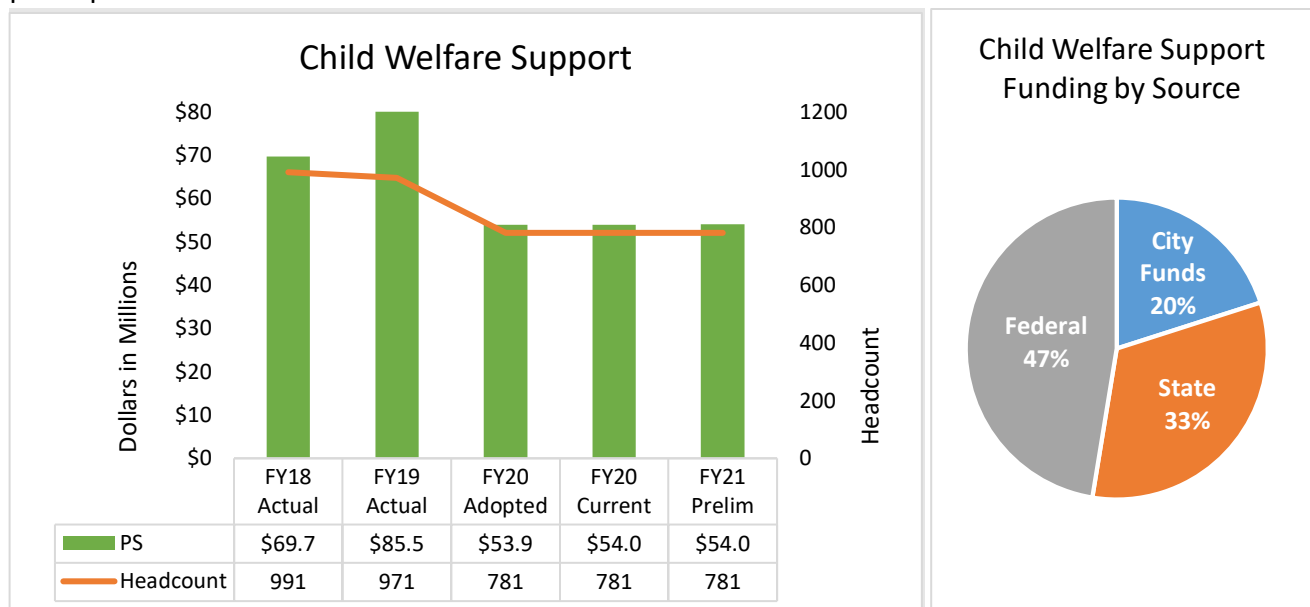
### Adoption Performance Measures

Performance Indicators	Actual			Target		4-Month Actual	
	FY17	FY18	FY19	FY20	FY21	FY19	FY20
Children adopted	899	900	748	*	*	166	128
Children eligible for adoption (average)	1,277	1,096	973	*	*	1,000	854
Kinship Guardianship Assistance discharges	384	305	379	*	*	139	97

The declining number of youth in foster care has led to reductions in the number of children eligible for adoption and Kinship Guardianship Assistance (KinGap) discharges to permanency. Between the first four months of Fiscal 2019 and 2020, the average number of children in care who are eligible for adoption declined 15 percent, from 1,000 to 854. The number of children who achieved permanency through KinGap also declined, from 139 to 97 over the same period. The number of adoptions continued its downward trend since Fiscal 2016, and fell 23 percent from 166 to 128 when comparing the first four months of Fiscal 2019 and 2020. The foster care program areas, on pages 24 to 32, have additional detail about these services. To ensure the performance indicators are understood correctly by the public, ACS should consider adding percentages that reflect how the decrease in adoption is a result of a declining number of children in foster care, which is a welcome trend.

### Child Welfare Support

Child welfare support funding finances personnel who provide support to all areas of child welfare, including protective, preventive, and foster care services. It is preferable for ACS to allocate relevant staff into this program area rather than "General Administration" when the titles conform to work supporting, analyzing, monitoring, and liaising with child welfare related staff and contracted non-profit providers.



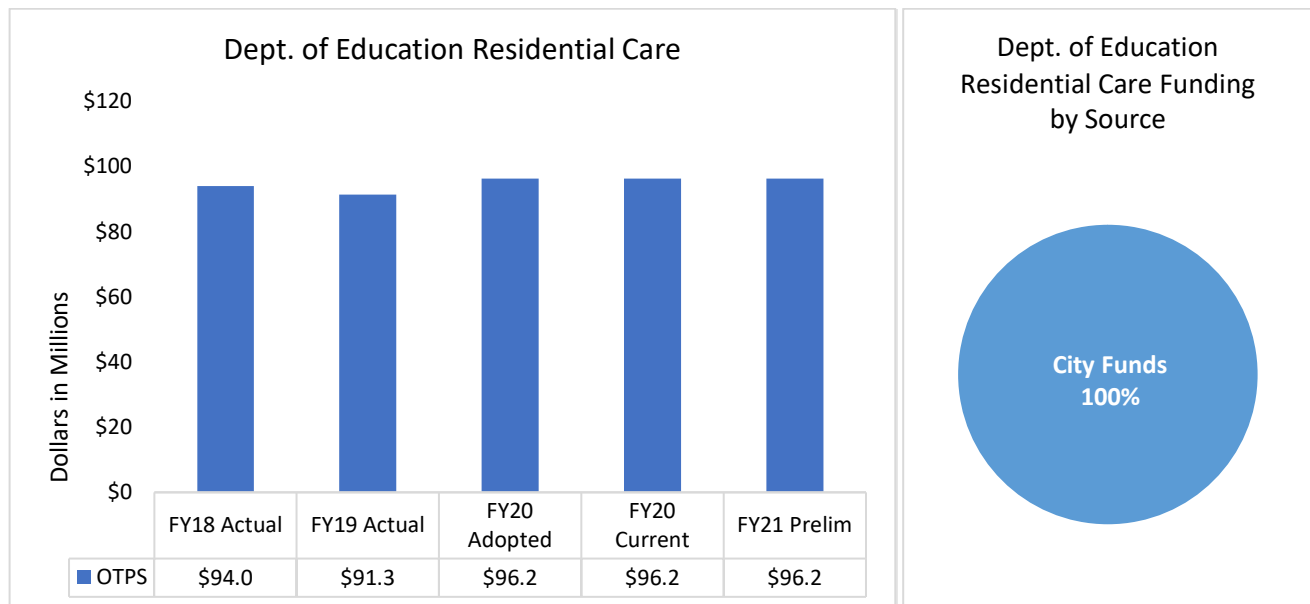
The proposed budget for child welfare support for Fiscal 2021 totals \$54 million, entirely allocated in the PS budget to support 781 full-time positions. Since Fiscal 2018, ACS has added 103 Family Court Legal Services attorneys in the program area. Previously ACS had struggled with young, inexperienced attorneys, and experienced a high turnover rate. As these attorneys play a critical role in the agency's child welfare and juvenile justice missions, ACS worked with law schools to improve recruitment, as

well as with OMB on hiring classes (cohorts) of attorneys, making pre-offers while they were still in law school, and anticipating turnover to replenish staff. Retention measures are not reflected in the Fiscal 2021 Preliminary Budget but should be expected in future plans.

Compared to Fiscal 2020, 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 2020, the City funds \$10.9 million, while federal and State sources contribute \$25.6 and \$17.6 million, respectively. Major federal revenue sources are Social Services Block Grant Title XX Child Welfare at \$8.5 million, Title IV-E at \$7.8 million, and TANF-EAF Set Aside for Child Welfare and at \$7.2 million. Major State revenue sources are State Child Welfare Services at \$13.7 million (a slight increase from the Fiscal 2020 Adopted Budget) and Foster Care Block Grant at \$3.7 million.

### Department of Education (DOE) Residential Care

The DOE 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.

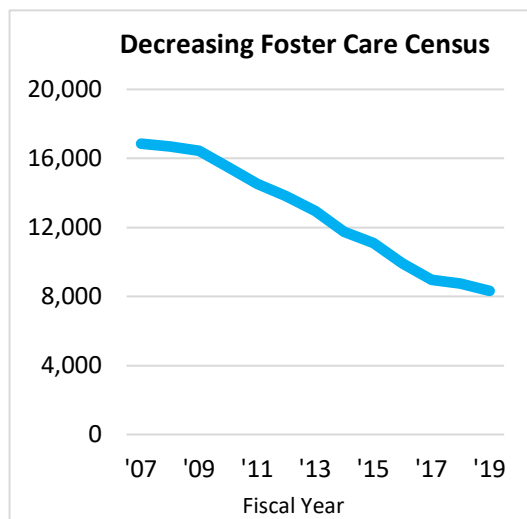
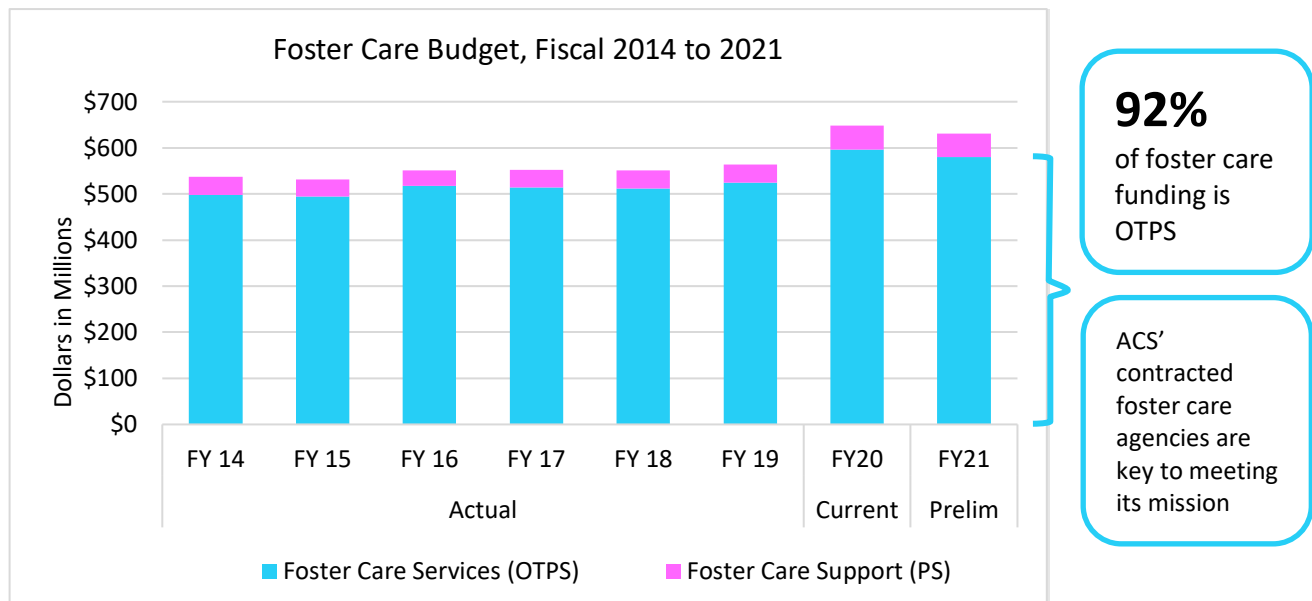


The proposed budget for DOE Residential Care for Fiscal 2021 remains unchanged from the Fiscal 2020 Adopted Budget of \$96.2 million. There is no PS budget and zero positions. The entire \$96.2 million is OTPS social services payments to place children into residential schools by the Committee for Special 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. Contracted foster care agencies receive payments that cover per diem care and additional support for foster care children, along with a range of related 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) where appropriate. The OTPS-only Foster Care Services program area and the PS-only Foster Care Support program area combine to present a more accurate picture of ACS' total spending

on foster care services and administration. ACS has implemented a range of nationally-recognized strategies to decrease its foster care population from 50,000 children in 1992 to under 8,000 today.



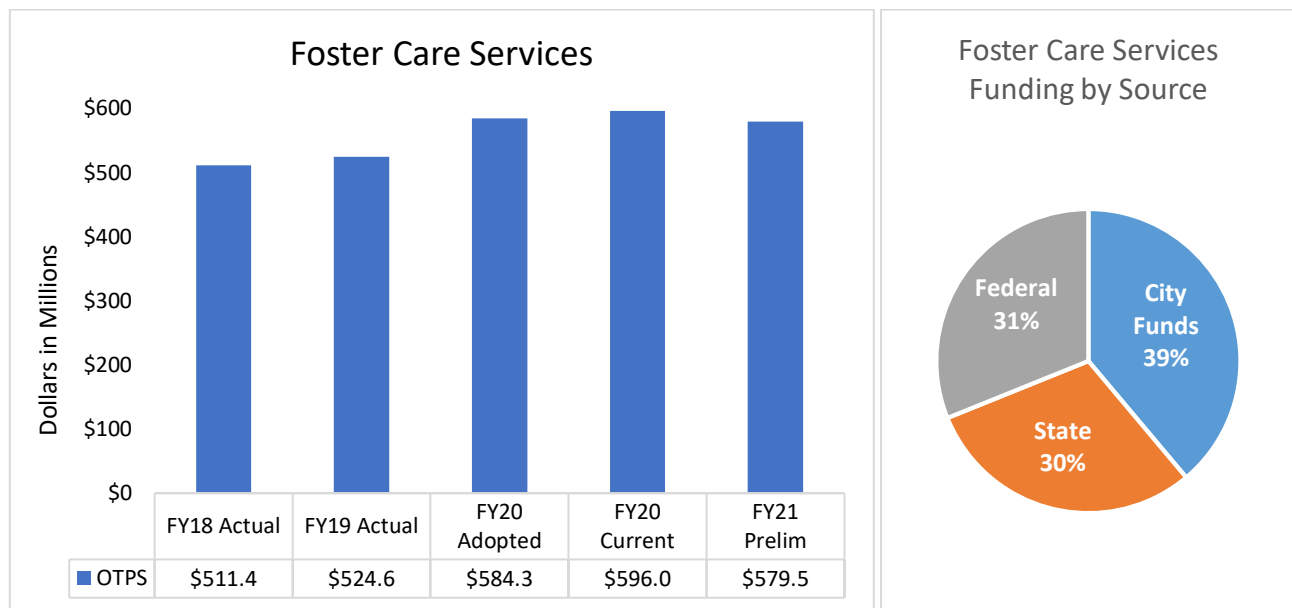
With 7,709 children in foster care as of December 2019<sup>13</sup>, and a Fiscal 2020 current program area budget of \$596 million, foster care services spending is approximately \$77,300 per child per year. This represents an increase from approximately \$68,500 per child per year in Fiscal 2019, in part due to the inclusion of the \$10 million Fair Futures initiative in Fiscal 2020 only. However, this figure does not include every possible funding stream or cost that supports children in foster care, some of which may appear in ACS-wide administrative or support costs. ACS should provide its own estimate of the cost per child in foster care.

In light of its renewed focus on child welfare services, of which foster care is a key component, ACS continues to monitor spending to ensure adequate care and supports for the City's foster youth. ACS reports that it conducts needs analyses regularly, and allocations are forecasted based on previous spending and changes in the foster care census. Additionally, ACS must abide by State and federal funding requirements.

In Fiscal 2019, ACS had to adjust its total number of therapeutic foster care slots, in order to accommodate a greater number of children with higher, more specialized needs. As of February 2020, total therapeutic foster care capacity was 1,337 slots, including the 144 reallocated family foster care slots. Of the 1,337 slots, 1,042 are utilized, for a utilization rate of 78 percent.<sup>14</sup>

<sup>13</sup> The last available month for which ACS Flash Data is available as of publication in March, 2020. Please see February 2020 flash indicator report by ACS, Available at: <https://www1.nyc.gov/assets/acs/pdf/data-analysis/flashReports/2020/02.pdf>, Accessed March 10, 2020.

<sup>14</sup> Data provided in interview with ACS Finance Staff, March 5, 2020.



The Fiscal 2021 Preliminary Budget for foster care services totals \$579.5 million, a decrease of \$4.8 million, or less than one percent, when compared to the Fiscal 2020 Adopted Budget. The decrease is net result of the absence of \$10 million in one-time Fiscal 2020 Fair Futures funding and a moderate increase of approximately \$7.5 million in both Fiscal 2020 and 2021 for other planned services and charges.

Recent changes in this program area include \$6 million in baselined funding in Fiscal 2019 to strengthen reunifications and reduce re-entry to foster care, through additional funding to foster care agencies to intensify services and supports for families and children before and during the transition home, as well as \$10 million in baselined funding in Fiscal 2018 for wage adjustments and to increase foster care agency wage floors. The City has increased resources to this program area from \$500 million in Fiscal 2014, and in doing so has received additional reimbursements from federal and State revenue. However, the continued decrease in the foster care census may, depending on the scope of the upcoming foster care RFP, stabilize or even reduce spending in the program area in the outyears.

In Fiscal 2021, the City funds \$225.3 million, while federal and State sources contribute \$180.3 million and \$173.9 million, respectively. There is no PS spending or headcount associated with the foster care services program area.

**Foster Care Task Force Recommendations.** 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. The Task Force will issues its final report to the Mayor and City Council on March 31, 2020.

ACS has made progress on several of the initiatives outlined in the recommendations. 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 2020 Adopted Budget, the Administration added \$2.8 million on a one-time basis to fund recommendations from the Foster Care Taskforce. ACS allocated \$1.65 million towards expanding the kinship pilot, where dedicated kinship navigation staff help find and engage kin caregivers for children entering foster care. The kinship pilot doubled from two to four agencies at a total cost of \$796,000. In addition, ACS allocated \$800,000 towards the purchase of Binti software, which computerizes and streamlines the arduous foster parent certification process from a paper-based process. Software will be made available to all contracted agencies. ACS was able to procure the software through a negotiated acquisition and aims to complete the transaction by the close of Fiscal 2020.

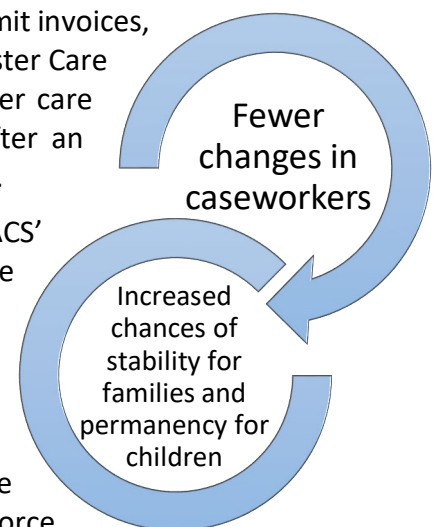
The \$2.8 million one-time allocation also expanded family visiting pilots, designed to improve the quantity and quality of visits and family time, which began in Fiscal 2019. In Fiscal 2020, the number of family visiting pilots doubled from two to four providers, and the budget increased to \$1.15 million. Children's Aid and Good Shepherd started the pilot in Fiscal 2019, and Sheltering Arms and Mercy First were added in Fiscal 2020. Providers are receiving a total of \$900,000 to implement strategies to improve family time practice, such as visit coaching, case aides to accompany case planners on visits outside of the agency's offices, identifying family-appropriate offsite visiting spaces, and supplies such as toys and books to encourage positive interactions during family visiting. Of the \$1.15 million, \$250,000 is reserved for technical assistance through the evidence-based North Carolina Family Assessment Scale for Reunification.

**Fair Futures.** Fair Futures, first funded in the Fiscal 2020 Adopted Budget, is a first-in-the-nation, long-term, comprehensive support system for foster youth. A total of \$10 million in City tax-levy funding was added on a one-time basis for long-term coaching and robust academic, career development, and independent living supports for foster youth. All 3,193 children in foster care aged 11-21 were offered Fair Futures services through their foster care agency when services launched on December 1, 2019. Providers may use the funding to hire a range of appropriate staff to support youth in care and finding family permanency, such as housing or mental health specialists, life coaches, and academic tutors.

Funding per child was approximately \$3,100, and ACS intends to fully spend the allocation. Some expenses may be eligible for a State or federal funding match, however ACS will only be able to generate estimates of claimable expenses once programs begin to submit invoices, anticipated in the coming months. Given the extensive work of the Foster Care Task Force and the importance of Fair Futures as an innovative foster care initiatives, the Council would urge ACS to baseline these efforts after an appropriate program review to ensure they are operating as expected.

**Foster Care Case Planner Pay Parity.** A major unaddressed issue in ACS' foster care concept paper is the lack of strategy to address high case planner (case worker) turnover and persistent pay disparities with ACS Child Protective Specialists.

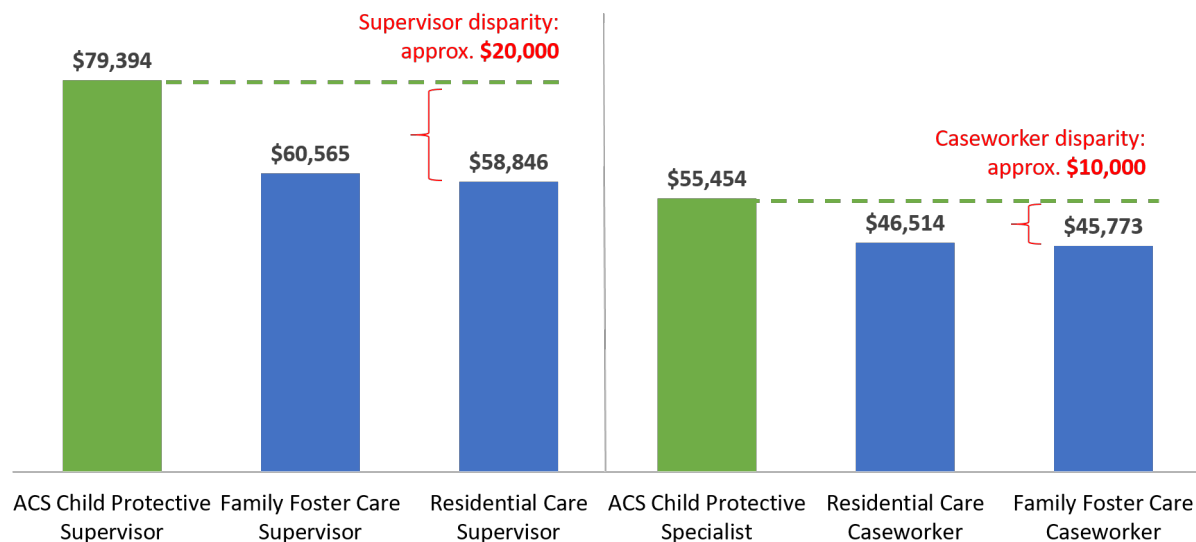
As previously discussed, case planners play a critical role in engaging the child, parents, and foster family in regular contact and working towards an appropriate permanency arrangement. According to the Council of Family and Child Caring Agencies (COFCCA) 2018 Workforce Compensation Report (NYC Data Only), family foster care caseworkers had a 56 percent annual turnover in 2018, while residential care caseworkers had a 39.5 percent turnover. In total, the



combined turnover rate was 48.2 percent. Meanwhile at ACS, in Fiscal 2018, CPS turnover was 25 percent in the first year, about half of the contracted case planner rate. Interestingly, ACS' investments in retention have correlated with the reduction, as in Fiscal 2016, 38 percent of CPS left in the first year, and 46 percent by the second year.

The Council Finance Division has estimated, using the COFCCA data, approximately 1,148 caseworkers and caseworker supervisors across the 26 current foster care agencies. As shown in the figure below, caseworkers in foster care agencies receive a starting salary approximately \$10,000 lower than ACS Child Protective Specialists (CPS), who are similarly credentialed to foster care caseworkers and are drawn from similar backgrounds.<sup>15</sup> The cost of the \$10,000 wage parity adjustment for approximately 920 caseworkers, and a \$20,000 wage parity adjustment for approximately 220 supervisors is preliminarily estimated at \$13.6 million annually. When adding the estimated differential fringe cost of 14 percent for employer Social Security and similar graduated contributions, the total cost rises to a preliminary estimate of \$15.5 million.

## Salary Disparities: Contracted Agencies vs. ACS Peers



**Note:** Fringe rates are excluded. The inclusion of fringe differentials would increase the disparities.

**Sources:** COFCCA Workforce Compensation Report 2018 (NYC Data Only) and OMB Fiscal 2020 Adopted Budget – ACS Position Schedule

**Prepared By:** NYCC Finance

The increase in base pay may be revenue-neutral if it decreases turnover costs (borne to the agency and impacting ACS' service delivery) and the cost of extended time in foster care for children (directly borne by ACS). As previously stated, foster care spending is approximately \$77,300 per child per year in Fiscal 2020.

In general, whenever a case transfers between case planners, often as the result of resignation, permanency for the children of the case is delayed by six months.<sup>16</sup> In addition, educational, medical,

<sup>15</sup> This data does not include the City civilian fringe rate of 48 percent, which is 20 percent greater than the fringe of 28 percent at certain contracted agencies. When those numbers are included, the City's average package totals approximately \$82,000, while agencies are at \$58,500 – a difference of \$23,500.

<sup>16</sup> Child Welfare League of America, "Child Welfare Workforce," 2010.



and mental health needs are delayed, or knowledge about them is lost, and barriers to parental reunification increase, as does the time needed to achieve reunification.<sup>17</sup>

Based on the direct cost to the agency of hiring and training (estimated at approximately 70 percent of average annual salary<sup>18</sup>), the indirect cost to the City of high turnover among caseworkers and extended lengths of stay for children in foster care, the Council's Finance Division has preliminarily estimated that foster care caseworker pay parity with CPS would be revenue neutral if it reduced caseworker turnover by approximately 20 percent.

ACS should work with Council Finance to examine a complete data set and generate an estimate of the costs and savings associated with foster care case planner pay parity. Critically, the upcoming RFP should fund salary minimums to achieve parity in the new contracts, and include sample budgets reflecting how contracts would fund case planner salary increases.

**Foster Parent Recruitment.** After a six-year decline in foster parent recruitment, over Fiscal 2019 and 2020 ACS has increased the number of new foster homes by almost 50 percent, while simultaneously increasing the proportion of children placed in kinship homes from 31 percent to 39 percent.<sup>19</sup> Key strategies under the umbrella of the "Home Away From Home" initiative include: hiring 10 dedicated "kinship specialists" to assist child protective specialists (CPS) seeking kinship resources; utilizing existing foster parents to help recruit additional foster homes; asking experienced foster parents to support other foster parents, critical to improving foster parent retention; and developing more foster placements for teens, who often face the harshest consequences from the shortage of family foster care and are more likely to be placed in congregate care.

Foster care recruitment funding is built into the general contracts ACS holds with 26 foster care agencies. The rate and contract stipulates that the agencies complete recruitment efforts. In Fiscal 2020, \$3.6 million is allocated in ACS' budget for targeted recruitment, including money for the Home Away From Home initiative.

Improved foster parent recruitment aligns with the intention of the Family First Prevention Services Act (FFPSA), which seeks to decrease the national foster care census with a focus on evidence-based prevention services, decreased congregate care, and greater kin placements.

**Federal Family First Transition Act Funding.** The Family First Transition Act includes three provisions to help state and local jurisdictions implement the Family First Prevention Services Act (FFPSA). Although the Fiscal 2021 Preliminary Budget does not reflect this important funding, ACS anticipates receiving approximately \$50 million in Fiscal 2021 and \$40 million in Fiscal 2022, in order to continue its "Strong Families NYC" program, which among other objectives reduces foster care caseloads. ACS will be able to claim about 90 percent of its current waiver allocation in the first year and 75 percent in the second year. October 2020 is the anticipated date for receipt of the first claim, in line with the federal fiscal year.

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<sup>17</sup> Wade Lijewski, Ph.D., *Assessing Elements of Employee Retention in Child Welfare*, "The Impact of Employee Turnover on Quality of Care for Children."

<sup>18</sup> Conservative estimate of 70 percent is based on the American Public Human Services Association 2005 Workforce Planning Report; turnover costs can run up to 200 percent of annual salary according to Michelle I. Graef and Erik L. Hill, "Costing Child Protective Services Staff Turnover," *Welfare* 79 (5) (2000): 517-533.

<sup>19</sup> Commissioner David Hansell, "NYC's 'Home Away from Home' as a Roadmap to Recruit Foster Parents Across the Country," October 28, 2019, Available at <https://chronicleofsocialchange.org/fostercarecapacity-org/nycs-home-away-from-home-as-a-roadmap-to-recruit-foster-parents-across-the-country/38248>, Accessed March 10, 2020.



**Foster Care Performance Measures**

Performance Indicators	Actual			Target		4-Month Actual	
	FY17	FY18	FY19	FY20	FY21	FY19	FY20
All children entering foster care (preliminary)	4,088	4,198	3,787	*	*	1,345	1,052
Children placed in foster care in their community	36.6%	36.2%	28.7%	36.0%	36.0%	26.6%	31.6%
Children in foster care (average)	8,921	8,732	8,341	↓	↓	8,420	7,951
– Children in foster kinship homes	2,761	2,883	3,177	*	*	3,131	3,134
– Children in nonrelative foster boarding homes	5,337	5,027	4,400	*	*	4,505	4,096
– Children in residential care	823	821	764	*	*	785	722
Children who re-enter foster care within a year of discharge to family (%)(preliminary)	6.2%	9.1%	9.8%	6.0%	6.0%	10.5%	6.7%
School Attendance Rate - Children in Foster Care (%)	82.2%	81.4%	81.9%	*	*	83.2%	83.4%
Total days all children spent in foster care	4,062,642	3,923,854	3,686,234	*	*	1,258,956	1,198,656
Number of moves in foster care per 1,000 care days	1.6	1.7	1.7	1.4	1.4	1.8	1.7
Children maltreated during family foster care placement per 100,000 care days	6.7	7.5	9.7	5	5	10.2	9.5
Siblings placed simultaneously in the same foster home (%)(preliminary)	93.0%	94.1%	93.8%	*	*	92.2%	91.8%
Children entering foster care who are placed with relatives (%)(preliminary)	30.1%	34.1%	40.8%	44.0%	44.0%	42.5%	35.2%
Children discharged to permanency within a year of placement (%)	31.8%	29.9%	32.5%	35.0%	35.0%	NA	NA

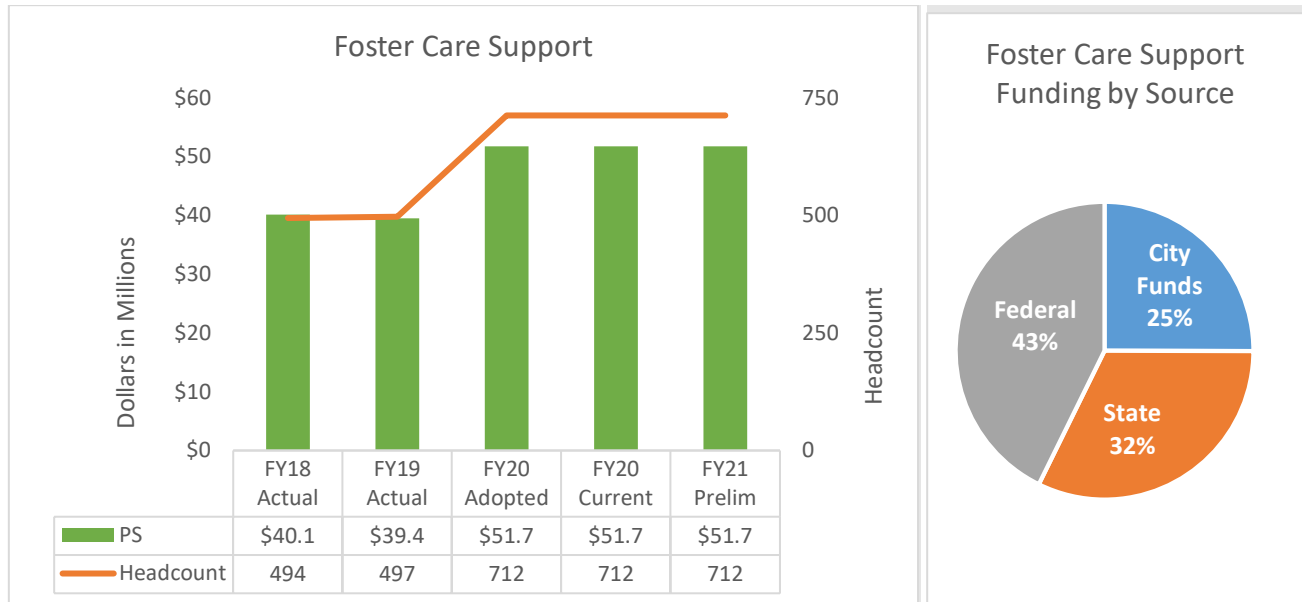
When comparing the first four months of Fiscal 2020 to the same period in Fiscal 2019, the total number of children entering foster care continued to decline, a total of 22 percent from 1,345 to 1,052. The number of children in foster care also decreased, in line with its target direction, by six percent, or from 8,420 to 7,951.

A key measure, 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, decreased from 10.2 to 9.5 during the first four months of Fiscal 2020. The Fiscal 2019 rate was higher than in previous years, and ACS has been working to further reduce maltreatment in foster care through assistance, monitoring and support of both foster care providers and foster and adoptive parents. When ACS identifies concerns with safety performance by one of its foster care provider agencies, ACS mandates a safety improvement plan. The failure of an agency to improve leads directly to heightened monitoring or corrective action status. This feedback is important background that should be taken into account when scoring RFP applications during the re-bid of the foster care system this year.

ACS continues to have more than 90 percent of foster children and youth in family-based, rather than congregate placements. The proportion of all children in foster care who are living in kinship care increased from 37 in Fiscal 2019 to 39 percent in Fiscal 2020. By comparison, the percentage of children entering foster care who were placed with relatives in Fiscal 2016 was only 27 percent. The average number of children in congregate residential care dropped by eight percent from 785 in the first four months of Fiscal 2019 to 722 in Fiscal 2020 and comprised nine percent of the children in care. 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

Foster care support includes services related to foster care, such as pre-placement, child evaluation, contract agency assistance, and foster-parent recruitment. This program area should be viewed as the PS pair to the OTPS Foster Care Services program area described in the section above, which also contains analysis of the key issues facing ACS' foster care system.



Funding for foster care support in the Fiscal 2021 Preliminary Budget remained the same when compared to the Fiscal 2020 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.

**Children's Center.** The Nicholas Scoppetta Children's Center (Children's Center) opened in 2001 at First Avenue and 28th Street in Manhattan, and is an ACS-operated temporary residence licensed by OCFS for a capacity of 100 (as of June 2019) for children coming into foster care until a permanent placement is found.<sup>20</sup> ACS aims to provide an immediate safe and trauma-informed setting for children in need, while working to place children in the appropriate foster home or other setting as quickly as possible.

In Fiscal 2020, ACS states that the Children's Center has a PS budget of \$24.6 million and 419 positions, and an OTPS budget of \$16.4 million, for a total of \$41 million.<sup>21</sup> The headcount includes 220 child care staff, congregate care specialists, case planners, and engagement and visitation specialists who supervise and help meet the daily needs of children. There are five senior leaders at a cost of approximately \$500,000; 77 placement staff at a cost of \$5 million who process new admissions and re-admissions into the foster care system, as well as Quality Assurance staff to support timely tracking in child welfare software to hasten placements; 47 staff at a cost of \$3.7 million who conduct social work, supportive counseling, and trauma-informed programming (life skills, recreation, etc.); 36 staff at a cost of \$2.2 million associated with intake functions, orienting children to the facility, and

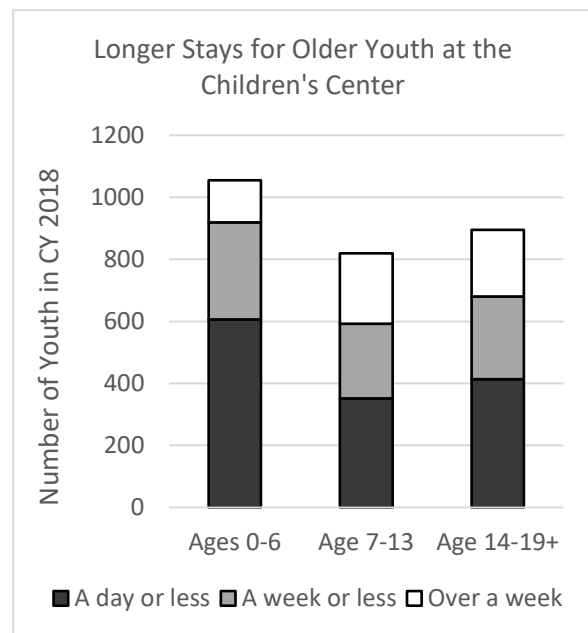
<sup>20</sup> New York City Administration for Children's Services, "ACS Divisions," available at <https://www1.nyc.gov/site/acs/about/acs-divisions.page>, accessed March 11, 2020.

<sup>21</sup> Communication from ACS to Chair Stephen Levin, October 25, 2019.

supervising court-ordered visits with parents; 32 peace officers at a cost of \$1.5 million who provide security; and two training staff who improve the quality of services, at a cost of \$127,000.

A scathing January 2019 New York County Family Court decision, *Matter of Kenneth R. (Harold S.-Alicia R.)*, underlined issues at the Children's Center with the ability of youth to receive proper services, including proper care and physical and occupational therapy.<sup>22</sup> In March 2019, ACS ordered a number of immediate steps in response, including new high-level leadership at the Children's Center with expertise in youth programming, safety, security, and clinical experience in residential care. ACS also added peace officers to the floors where children sleep, renovated the entry screening area to allow for easier identification and removal of contraband, expanded safe crisis management de-escalation training to include ACS Police, added security cameras, increased collaboration with NYPD, and expanded programming to keep children engaged.

As shown in the chart to the right, there is a portion of older youth who tend to remain at the Children's Center for longer than average. ACS reports that most children are placed within 72 hours. ACS has added case planners to the Children's Center to focus on finding kin or other foster care placements, instituted a Family Finder pilot with three of ACS's foster care providers, created 144 new therapeutic foster care slots (discussed in the Foster Care Services section), added more residential care capacity and collaborated closely with the Department of Health and Mental Hygiene (DOHMH) on referring youth to DOHMH's Intensive Mobile Treatment (IMT) and Forensic Assertive Community Treatment (FACT) programs, which are interventions for high needs youth 18 and older who have serious mental health issues and/or justice-involved histories.

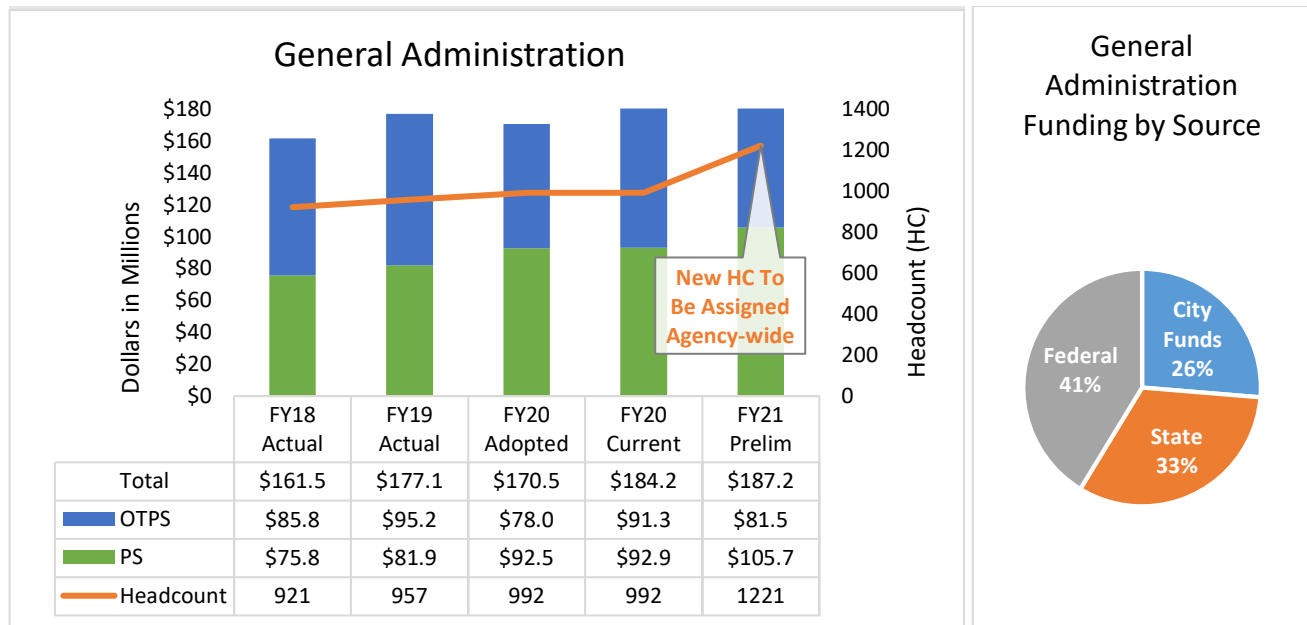


In addition to the Children's Center, ACS contracts out four Youth Reception Centers (YRCs), at a cost of \$8.4 million in Fiscal 2020. This funding is stable into Fiscal 2021. One YRC serves children ages 0-12, and the other three serve children ages 14 and older who are awaiting foster homes. The number of YRCs focused on older youth underscores the challenges in finding appropriate foster home placements for older youth in the foster care system.

<sup>22</sup> *Matter of Kenneth R. (Harold S.-Alicia R.)* 2019 NY Slip Op 29042 Decided on January 28, 2019 Family Court, New York County Olshansky, J. Published by New York State Law Reporting Bureau pursuant to Judiciary Law § 431. Available at: <https://law.justia.com/cases/new-york/other-courts/2019/2019-ny-slip-op-29042.html>.

## General Administration

General Administration funding supports all of ACS' administrative functions, including ACS' budget and contract offices.



The Fiscal 2021 Preliminary Budget increases the budget of the General Administration program area by \$16.7 million to \$187.2 million. The increase is driven by a PS increase of \$13.2 million for 229 additional full-time salaried positions, which increase from 992 in the Fiscal 2020 Adopted Budget to 1,221 in Fiscal 2021, alongside an OTPS increase of \$3.5 million associated with other services and charges.

The increase in General Administration is associated with Raise the Age implementation and additional protective services staff. The budget, however, places funding in hold codes before it is allocated out to appropriate program areas. Currently, OMB and ACS work to align the budget as spending changes during the year. To improve transparency and promote accurate budgeting, ACS should expedite its plan to assign codes with funding to appropriate U/As. The Council has continually urged greater transparency in the City's nearly \$100 billion budget.

Specific to the General Administration increase of \$16.7 million for Fiscal 2021, the funding in General Administration will be re-assigned during the year to meet agency-wide needs, a majority of which is associated with Raise the Age implementation. The substantial increase in hiring since Fiscal 2018 includes 367 Youth Development Specialists (YDS), to staff the secure detention facilities, as well as 214 other RTA positions such as operations, program counselors, and case managers. Over the same period, the agency also added 103 Family Court Legal Services attorneys, eventually assigned to the Child Welfare Support program area, 66 child welfare staff, including CPS assigned to the Protective Services program area, 42 non-Raise the Age related juvenile justice staff, and 32 administrators. ACS states that there has been a decline in the number of back office administrators.<sup>23</sup>

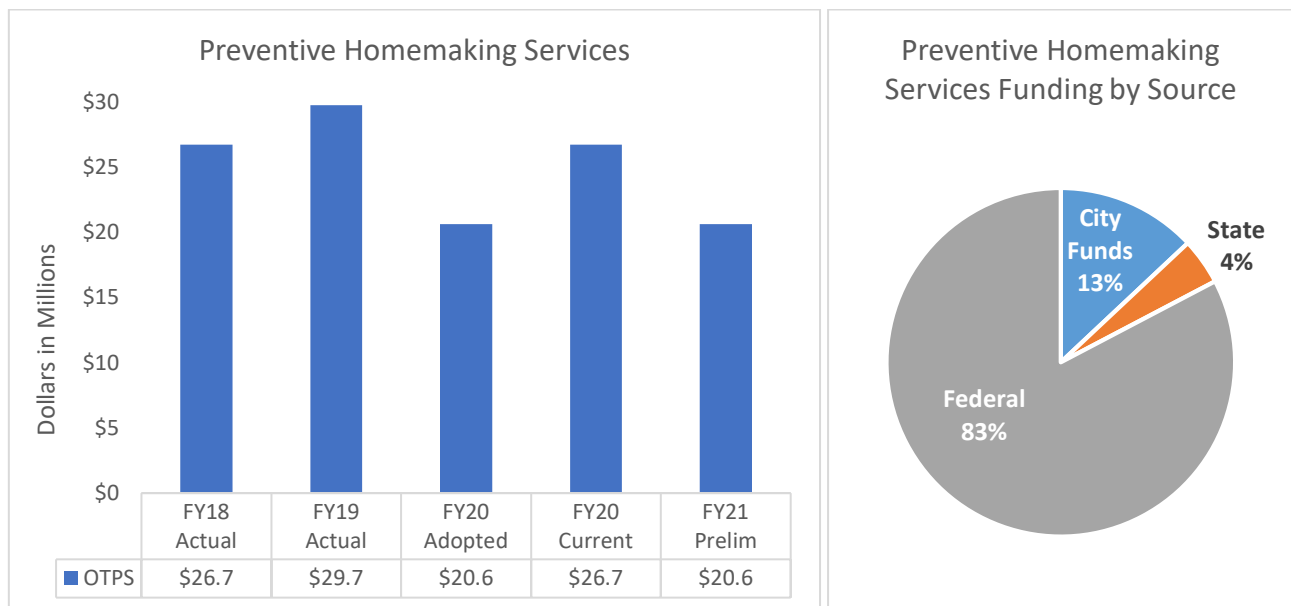
ACS funds General Administration with \$77.3 million in federal funds, representing 41 percent of the total, while City funds total \$49.3 million (or 26 percent), and State funds total \$60.9 million (or 33

<sup>23</sup> Interview with ACS Finance Staff, March 5, 2020. Back office refers to administration and support personnel who are not client-facing. Back-office functions include IT, compliance, accounting, clearances, etc.

percent). The biggest federal grants in Fiscal 2021 are the TANF-EAGF Set Aside for Child Welfare, at \$27.3 million, and the Title XX Child Welfare Social Service Block Grant, at \$16.5 million. The biggest State grant is the State Child Welfare Services grant, at \$45 million. It is again worth noting that these funds are essentially held in the General Administration program area until ACS moves them out to appropriate program areas as it aligns its budget against actual spending during the year.

### Preventive Homemaking Services

The Preventive Homemaking Services program area funds child care 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.

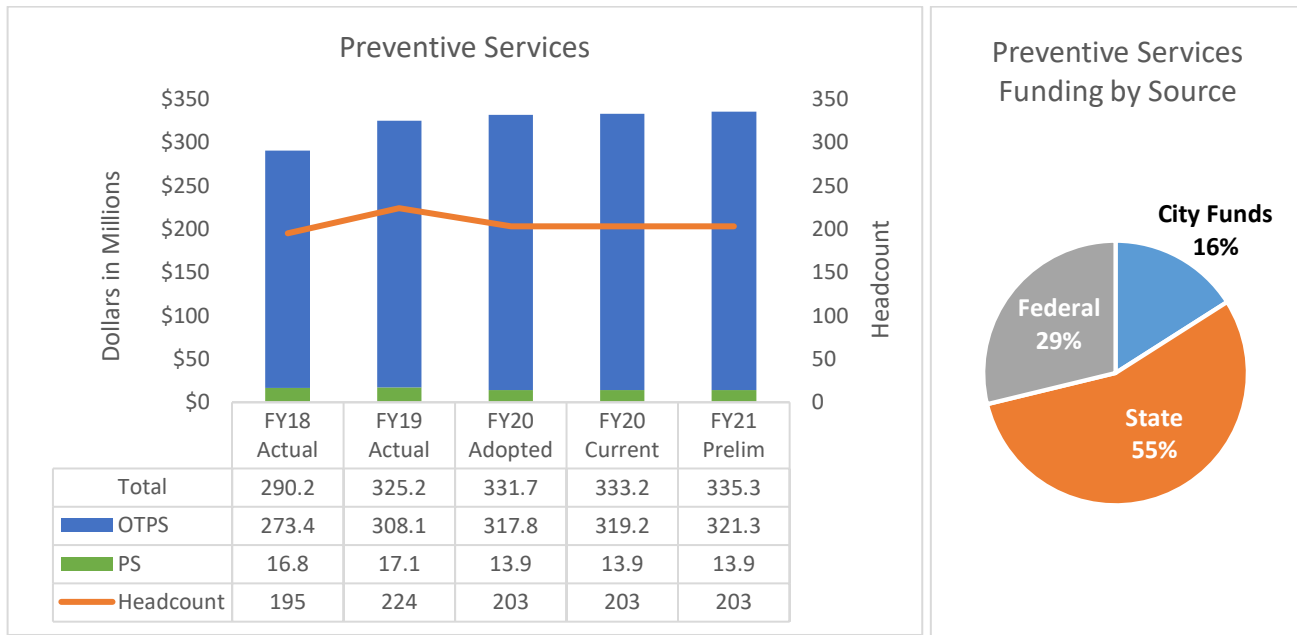


The Fiscal 2021 Preliminary Budget for preventive homemaking services totals \$20.6 million, identical to the Fiscal 2020 Adopted Budget. During the course of the fiscal year, ACS recognizes intra-City transfers from the Human Resources Administration (HRA) that raise the total value of contractual social services that provide homemaking services. This is why the Fiscal 2020 current budget increases by \$6.1 million to \$26.7 million. This program area is largely federally funded, with 83 percent of funds coming from the federal government.

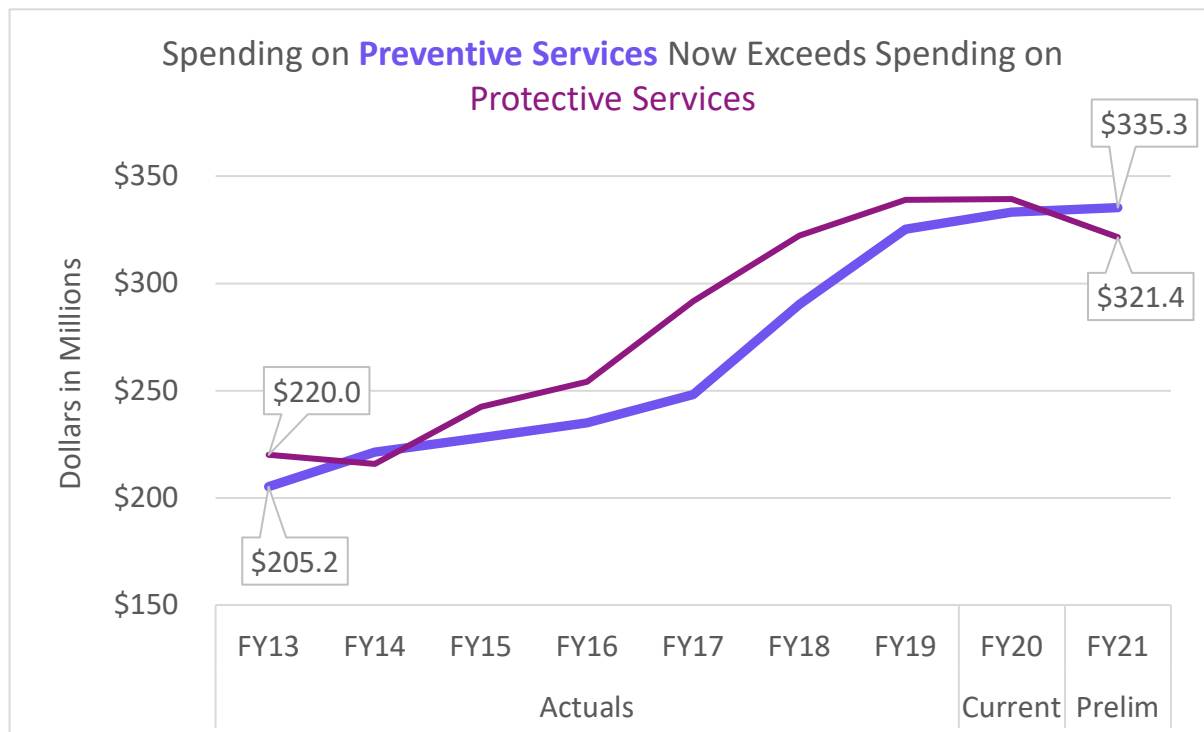
### Preventive Services

Preventive services aim to avert the need for foster care placement and expedite the discharge of children from foster care towards family reunification. Prevention services are designed to help support families in their communities, promote family stability, and keep children safely at home. On any given day, ACS prevention programs serve over 24,000 children in more than 10,000 families across New York City, through a network of community-based, non-profit organizations.

Preventive services have been supported by New York State's relatively-generous cost-sharing Child Welfare Services grant, which is credited with improving preventive service offerings and reducing admissions to foster care. The State pays 62 percent while the City pays 38 percent.



Funding for preventive services increases by \$3.5 million in the Fiscal 2021 Preliminary Budget, to a total of \$335.3 million, to support additional contractual services, as the number of families and cost of services rises. Although this one percent growth represents a tapering of growth, as the graph below shows, spending in Fiscal 2021 on preventive services, at \$335.3 million, exceeds spending on protective services, at \$321.4 million.



ACS offers a broad range of preventive service programs targeted to the specific needs of families and children. The table on the next page indicates the cost per slot under the current contracts and the new RFP, set to begin in Fiscal 2021. Overall, the cost per slot has increased, with the exception of the MST-CAN (Multi-systemic Therapy Child Abuse and Neglect) program.

Preventive Service Cost Per Slot			
Model	FY20 Cost Per Slot*	FY21 Cost Per Slot (New RFP)	Change (\$)
Family Support (formerly General Prevention)	\$14,107	\$15,000	\$893
Brief Strategic Family Therapy	17,371	23,643	6,272
		21,931	4,561
Child Parent Psychotherapy	17,636	20,664	3,028
		23,643	6,007
Functional Family Therapy	16,628	23,643	7,015
		21,931	5,304
Family Treatment/Rehabilitation	20,761	21,467	706
FFT Adaptations	18,239	18,320	81
MST-Prevention	32,880	33,000	120
Trauma Systems Therapy	17,190	23,643	6,453
		21,931	4,742
MST-CAN	63,385	60,000	(3,385)
Special Medical	17,116	22,583	5,467
*Current cost per slot is based on the average cost per slot as of December 2019. Calculations do not include the cost of enhanced court-ordered supervision slots. <sup>24</sup>			

ACS also 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. Since ACS did not have a new contract in place prior to the expiration of existing FAP contracts, ACS used the negotiated acquisition process to extend contract terms to ensure continuity of services through Fiscal 2021.<sup>25</sup> The total one-year contract value of the thirteen FAP contracts is \$12.4 million.

**Successful Preventive Services Model Budget.** The Fiscal 2018 budget added over \$50 million for training, preventative service expansion, eliminating the waitlist, and model contracting, in a substantial increase in program area spending. 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. ACS data currently show no waitlist for preventive services, but the implementation of the re-bid service portfolio in Fiscal 2021 will require ongoing monitoring to ensure staffing patterns across the contracted agencies (which will change as a result of the RFP) are sufficient to accommodate families' preventive service needs.

**Preventive Services.** ACS awarded new preventive services contracts in January 2020 with a start date of July 2020. The total funding available for the contracts is approximately \$227 million per year, across a three-year contract with a maximum value of \$663 million over the term. ACS maintains the option to renew the contracts for two additional three-year terms. Payment structures include cost-

<sup>24</sup> Data Provided by ACS to Council Finance, March 3, 2020. For further information on program types, please see ACS' Press Release announcing new services, available at:

<https://www1.nyc.gov/assets/acs/pdf/PressReleases/2020/RFPAwards.pdf>, pp. 8-9.

<sup>25</sup> Pursuant to Section 3-04(b)(2)(iii) of the Procurement Policy Board Rules.

based factors for Family Support and Therapeutic and Treatment contracts, as well as Clinical Enhancement contracts.

The new contracts limit providers to 96 slots per general preventive zone. Unfortunately, the zones, which combine parts of boroughs in new ways for preventive services, were not included in the concept paper. Instead, most preventive contracts currently serve a specific number of families by Community District. In the RFP, ACS transposed the zones it uses for child welfare investigations conducted by CPS, or Child Protective Specialists, and restricted the number of slots available per provider. One concern is that these catchment areas are large, diverse and not all contiguous, which is concerning for services that involve the provider making repeated home visits and forming a relationship with the family. Services should continue to be monitored. In the foster care RFP, ACS should be more transparent about how it intends to award slots and divide catchment areas.

Despite the successful model budgeting process, there remain ongoing challenges in preventive services. Caseworker turnover is around 40 percent, 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.

**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. The Division of Child and Family Well-Being uses a two-generation, place-based, equity- and family-focused approach. ACS has explained that the relatively 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 FECs have a total contract value of \$1.5 million annually, including evaluation. Contracts, previously set to expire in May 2020, will be extended for another year to May 2021, followed by an RFP. The three FECs are currently: 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.

The programmatic "offerings" at FECs take place in home-like community spaces, and ACS reports that there is no sign-in or record-keeping process mandated for offering participants. ACS reports roughly 200-270 individual participants monthly per FEC. There have been over 1,000 offerings, including therapeutic arts for gang-affiliated persons, men's group, workshops for police and community members on mental health, and family movie nights.

ACS is currently assessing future FEC funding needs, and has begun to rely on contractors feedback thru qualitative evaluations. ACS is considering increases to the operating budget per FEC from \$450,000 to \$550,000 in the outyears, however this is not currently reflected in the Fiscal 2021 Preliminary Budget.



**Community Partnership Programs.** Alongside the FECs, ACS' Community Partnership Programs (CPPs) represent a major primary preventive offering. CPPs involve community members in generating planning and resource coalitions to implement strategic responses to children and family needs, using a two-generation approach. CPPs are currently in the second year of a three-year contract term. ACS holds ten provider contracts in 11 communities, with a total contract value of \$3.8 million. Each CPP budget is approximately \$350,000, with an additional \$75,000 for program evaluation.

Primary prevention strategies include influencing city policies and programs on child well-being, and community organizing to train residents as community ambassadors who hold leadership within CPPs and connect families to resources. Strategies are informed by community-level indicators. The first year of the CPPs included the goals of strategic planning and recruitment of parents and families. The partnerships have 40-50 active members, on average, and the second year will work to implement priority goals. In March-June 2020, an independent consultant will conduct program evaluations.

**Day Program.** ACS supplies cribs, beds, and other child-rearing necessities for open, active child welfare cases, including preventive service cases. The opaquely named program allows families to access supplies, including with same-day delivery if the need is paramount. The Day Program has a \$7.5 million baselined budget, and ACS increased the total amount to \$10.2 million in the November 2019 Plan by identifying accruals in other parts of the agency. This program may serve an important purpose in avoiding, in particular, neglect cases reported to the SCR, and ACS should address whether this program area could be more expansive in ensuring low-income parents have the resources they need to support their families.

**New Family Home Visits Initiative.** The New Family Home Visits initiative, announced by the Administration in February 2020, intends to launch this spring in Brooklyn, reach all Brooklyn families with their first baby by 2021, and ramp up to a \$43 million program by 2024 to provide services and support to first-time parents and babies. Although this is a preventive program, it is not reflected in ACS' budget as it is undertaken by DOHMH. The program is not currently in DOHMH's budget and therefore presents a budget risk (an additional commitment above currently budgeted amounts in Fiscal 2021 and in the outyears). ACS has confirmed it can refer families to the program once it is operational.

### Preventive Service Performance Measures

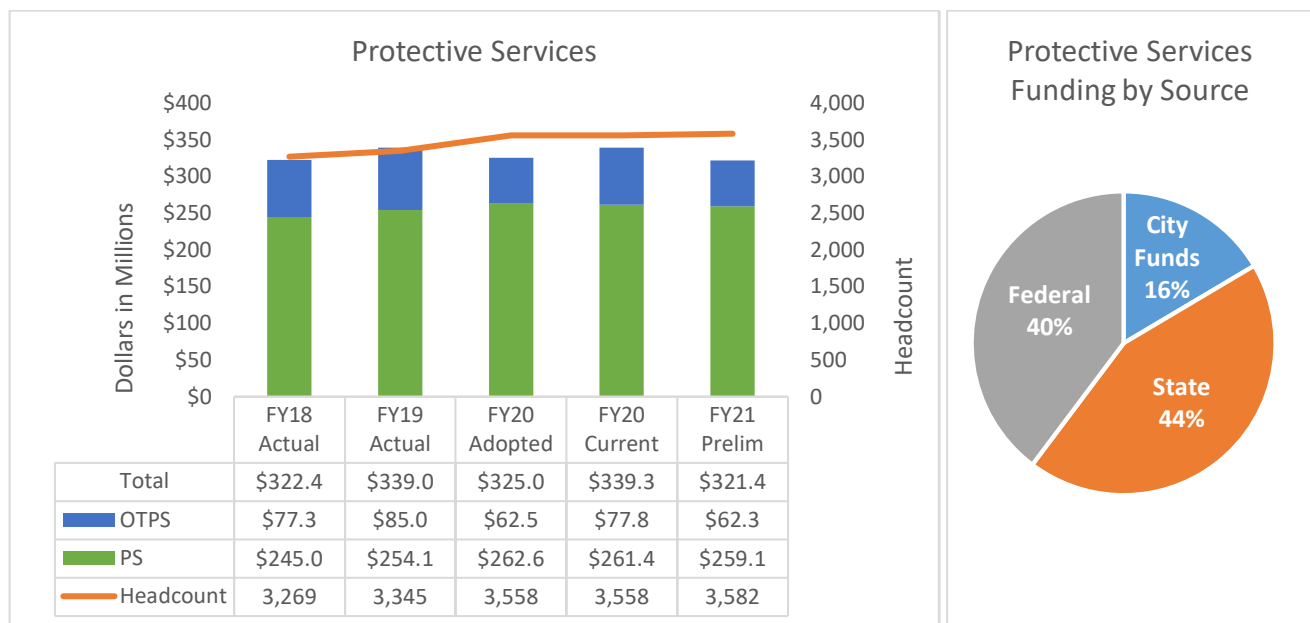
Performance Indicators	Actual			Target		4-Month Actual	
	FY17	FY18	FY19	FY20	FY21	FY19	FY20
Families entering child welfare prevention services	9,240	9,608	9,965	10,000	10,000	3,307	3,286
Families entering child welfare specialized teen prevention services	1,136	1,175	1,099	*	*	417	378
Children receiving child welfare prevention services (daily average)	23,870	24,481	25,296	*	*	24,724	25,256
Children who received child welfare prevention services during the year (annual total)	43,157	43,874	45,468	*	*	NA	NA

During the first four months of Fiscal 2020, the daily average number of children receiving child welfare prevention services increased by two percent from 24,724 in Fiscal 2019 to 25,256 in Fiscal 2020, but there was a ten percent decline in the number of families entering specialized teen child welfare prevention services from 417 to 378 during this period. The annual total of children who received child welfare prevention services increased in Fiscal 2019 to a new high of 45,468. ACS is nearing its target of 10,000 families entering preventive services annually.

ACS has procured new prevention services contracts that will begin in Fiscal 2021, which the agency asserts will broadly expand availability of evidence-based programs, including those that specialize in serving families with teens, to all communities. ACS has seen the number of families entering child welfare specialized teen prevention services decline over the past four fiscal years. ACS preventive service providers have also received model budget funding for investments in staff training, professional development and salaries.

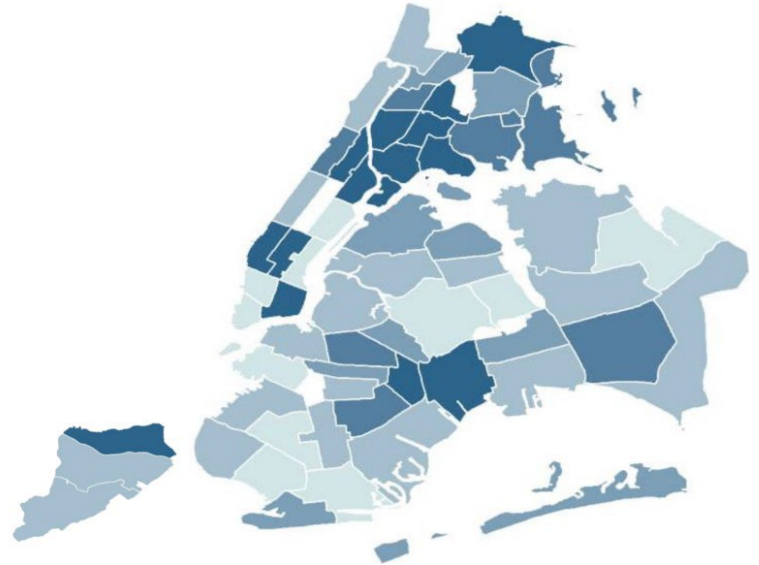
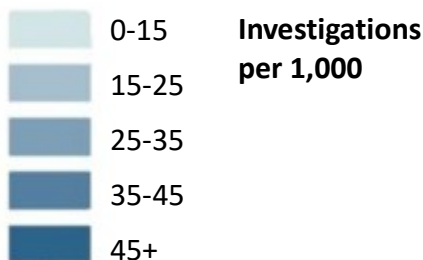
### Protective Services

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 2021 budget for Protective Services totals \$321.4 million, a decrease of \$3.7 million when compared to the Fiscal 2020 Adopted Budget of \$325 million. The decrease results from a reduction of \$6.9 million in overtime (see overtime section on page 14) and an increase in full-time staff by \$3.4 million, including 24 additional headcount. We may see additional headcount move into this program area from the General Administration program area in the course of Fiscal 2021 (see General Administration program area discussion on page 33). Budgeted headcount in the protective services program area is 3,582, representing 48 percent, or nearly half, of ACS' entire directly-employed workforce in Fiscal 2021. OTPS decreases by \$158,000 as a result of a decrease in contractual social services.

**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.



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.

**CPS Caseloads.** Caseloads have declined from an average of 13.2 to 9.0 between November 2017 and December 2019, which places ACS well below the nationally recommended maximum of 12 cases per caseworker. The table to the right shows average child protection caseload by borough and citywide. The column to the far right shows impressive percentage declines in case load throughout the City. The decrease in caseloads suggests that funding associated with salary adjustments and additional headcount has made an impact.

<b>Child Protective Specialist (CPS) Caseloads Are Down</b>			
<b>Borough</b>	<b>2018 Q4 Avg.</b>	<b>2019 Q4 Avg.</b>	<b>% Change</b>
<b>Citywide</b>	<b>11.2</b>	<b>9.0</b>	<b>(20%)</b>
Bronx	12.6	9.6	(24%)
Brooklyn	10.4	9.2	(12%)
Manhattan	12.1	8.4	(31%)
Queens	10.4	8.6	(17%)
Staten Island	12.2	9.2	(25%)
<b>CPS Citywide With Avg. Caseloads &gt; 15</b>	<b>187</b>	<b>48</b>	<b>(74%)</b>
<b>Budgeted CPS Headcount</b>	<b>1,270</b>	<b>1,335</b>	<b>5%</b>
<b>Actual CPS Headcount</b>	<b>1,404</b>	<b>1,537</b>	<b>9%</b>

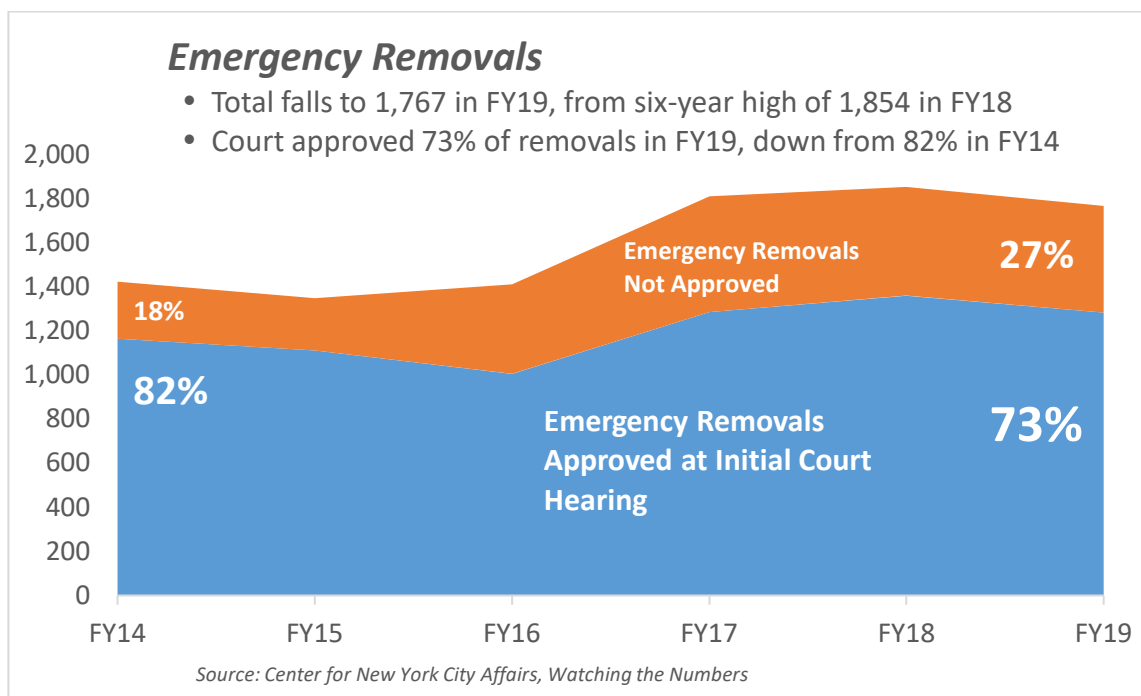
Notably, the Bronx, which has historically struggled with high caseloads, and had the highest borough-wide CPS caseload average in the fourth quarter of Calendar Year 2018, now has a caseload of 9.6. Although still the highest of all boroughs, it is now well below the nationally recommended maximum of 12.

As previously discussed, ACS plans to reduce its overtime spending by \$6.9 million in Fiscal 2021, from over \$60 million in Fiscal 2019. While this is a positive development, ACS should clarify how its

visitation case practice is prepared to meet parents when they are most likely to be home, such as after-work/dinner hours, in line with individualized family dynamics. Staggered schedules for CPS and certain OT spending could be justifiable in DCP.

**Emergency Removals.** 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.



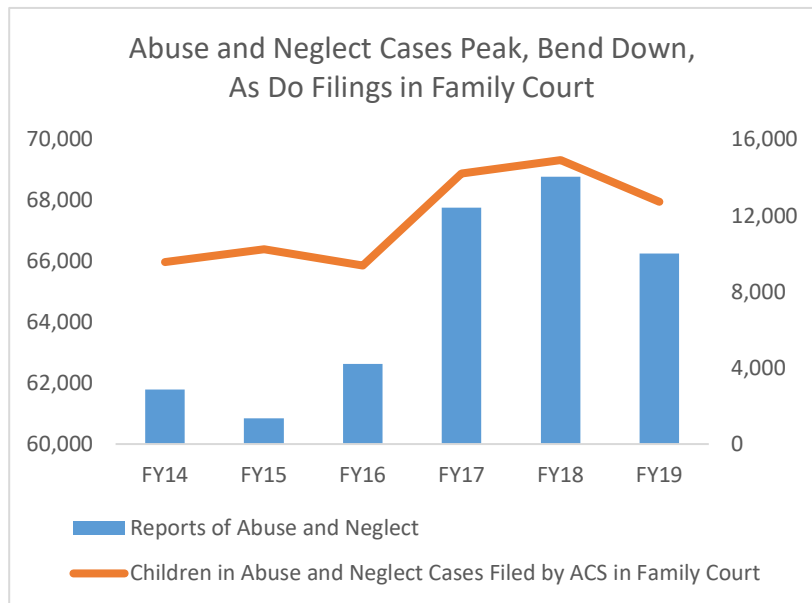
**Family Court and Court-Ordered Supervision.** If a CPS worker and his or her supervisor determine that no safety interventions can be put in place to eliminate the imminent danger to a child, ACS makes an application to Family Court for an order to remove the child and place the child into foster care. 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.

As the data to the right shows, reports of abuse and neglect peaked in Fiscal 2018 and have come down in Fiscal 2019, to 66,248 from 68,766.<sup>26</sup> Cases filed by ACS in Family Court have mirrored the overall trends in reports of abuse and neglect, dipping from 14,913 in Fiscal 2018 to 12,723 in Fiscal 2019.

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, based on advocates' reports that the backlog of Family Court cases have meant that not all cases are heard in the statutory period they are meant to be.

As discussed in the Council Initiatives section on page 15, In an effort to address child separation, to support legal guardians, and reduce racial disparities in the child welfare system, the City Council expanded its legal services initiatives in Fiscal 2020 with a new Family Advocacy and Guardianship Support Initiative, funded at \$1.5 million with contracts administered by the Mayor's Office of Criminal Justice (MOCJ).



### Protective Service Performance Measures

Performance Indicators	Actual			Target		4-Month Actual	
	FY17	FY18	FY19	FY20	FY21	FY19	FY20
Number of State Central Register consolidated investigations	59,329	59,166	56,284	*	*	16,647	15,957
Abuse and/or neglect reports responded to within 24 hours of receipt from the State Central Register (%)	98.2%	97.5%	97.8%	100.0%	100.0%	98.1%	98.3%
Investigations that found credible evidence of abuse or neglect (%)	40.0%	38.0%	37.7%	*	*	38.3%	37.4%
Children in complete investigations with repeat investigations within a year (%)	23.9%	25.5%	25.3%	*	*	25.7%	25.1%
Children in investigations that found credible evidence of abuse or neglect with repeat investigations that also found credible evidence within a year (%) (preliminary)	18.5%	18.5%	17.9%	14.0%	14.0%	17.9%	16.1%
Average child protective specialist caseload	12.4	12.5	10.5	12	12	10.1	7.5

During the first four months of Fiscal 2020, the number of suspected child abuse and/or neglect investigations fell by four percent from the same period in Fiscal 2019, from 16,647 to 15,957. This continues a trend between Fiscal 2018 and 2019, when investigations fell by three percent in the first third of the year. In Fiscal 2019, there were a total of 56,284 investigations, down from 59,166 in Fiscal 2018.

<sup>26</sup> The Center for New York City Affairs at the New School, "Watching the Numbers," December 2019.

The percentage of investigations that found credible evidence of abuse or neglect has stabilized around 38 percent in Fiscal 2018 and 2019 after a jump up to 40 percent in Fiscal 2017. 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 has been stable for several years at around 25 percent. The preliminary number of children with repeat substantiated investigations fell one percentage point from 17.9 percent during the first four months of Fiscal 2019 to 16.1 percent during the same period in Fiscal 2020, which is a positive development.

The average child protective caseload during the first four months of the fiscal year declined to 7.5 cases per caseworker, well below 10.1 cases during the same period in Fiscal 2019. The caseload was 12.5 in Fiscal 2018. ACS continues hiring in advance of attrition so that there is minimal wait time to fill vacancies in investigative units. ACS has also added technological resources and improved training to increase staff retention.

### Juvenile Justice Program Areas

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. There are five program areas related to juvenile justice: Alternatives to Detention, Juvenile Justice Support, Non-Secure Detention, Placements, and Secure Detention. Together, their Fiscal 2021 budget is approximately \$234 million.

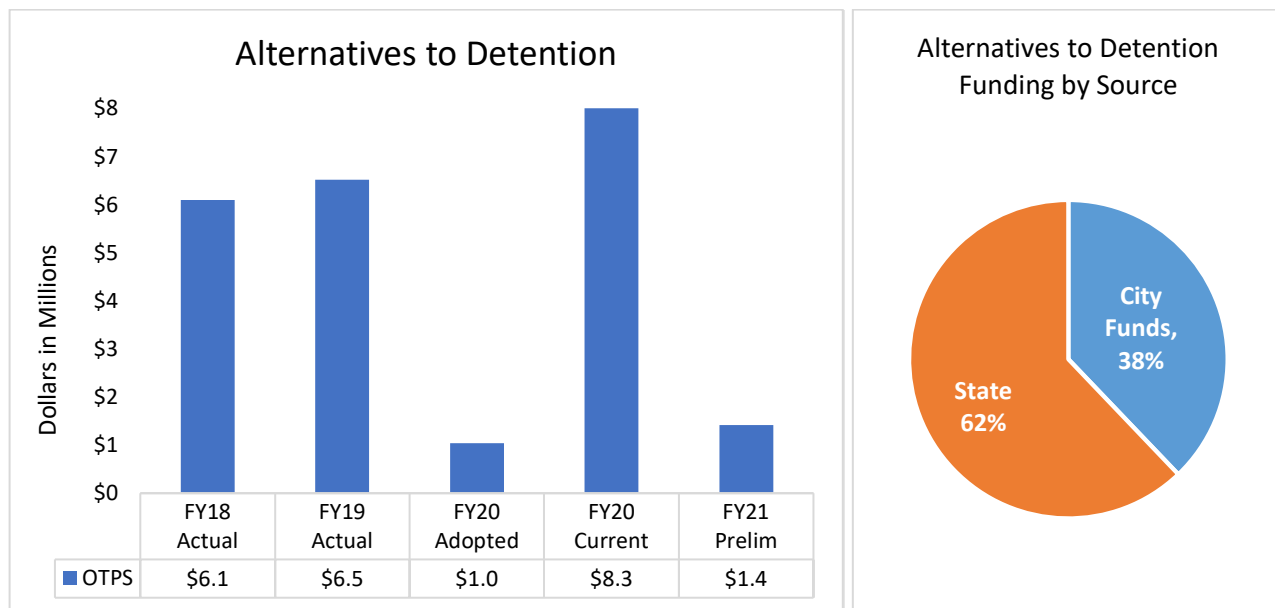
In Fiscal 2019, there were 1,449 admissions to both secure and non-secure detention, and the average daily population was around 71 children. The average daily cost per youth per day in detention was \$1,651, according to the PMMR. Two major investments in juvenile justice occurred in Fiscal 2019, with \$30.5 million added in City tax-levy funding to backfill the loss of State funding for the Close to Home program, which places justice-involved youth in residential settings closer to their neighborhoods rather than upstate institutional settings; and \$51.3 million for the first phase of Raise the Age implementation, part of a \$113.3 million citywide initiative that rises to \$150.9 million in Fiscal 2021.

The following descriptions of the types of youth currently in the juvenile justice system is helpful towards understanding the range of services provided by ACS and its contracted agency providers.

<b>Juvenile Delinquents</b>	<b>Juvenile Offenders</b>	<b>Adolescent Offenders</b>	<b>Pre-RTA Youth</b>
<b>Age:</b> Under 17	<b>Age:</b> 13-15	<b>Age:</b> 16-17	<b>Age:</b> 16-17
<b>Charge:</b> Misdemeanors (all ages) and most felonies (through age 15)	<b>Charge:</b> Certain serious felonies	<b>Charge:</b> Felonies	<b>Charge:</b> Misdemeanor or felony prior to RTA implementation

### 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 2021 Preliminary Budget includes \$1.4 million for alternatives to detention, all of which is OTPS spending on two programs. This is an increase of \$378,000 from the Fiscal 2020 Adopted Budget. Alternatives to detention services are primarily funded with State secure detention services dollars, which remain unchanged between Fiscal 2020 and Fiscal 2021. The total State revenue share is \$882,000 in Fiscal 2021. The Fiscal 2020 current budget is larger, at \$8.3 million, due to the shifting of \$3.4 million in additional City funds from holding codes and \$4.9 million in State support recognized during the fiscal year. ACS should clarify if similar support is anticipated in Fiscal 2021. ACS manages the following two ATD programs, listed on its website.

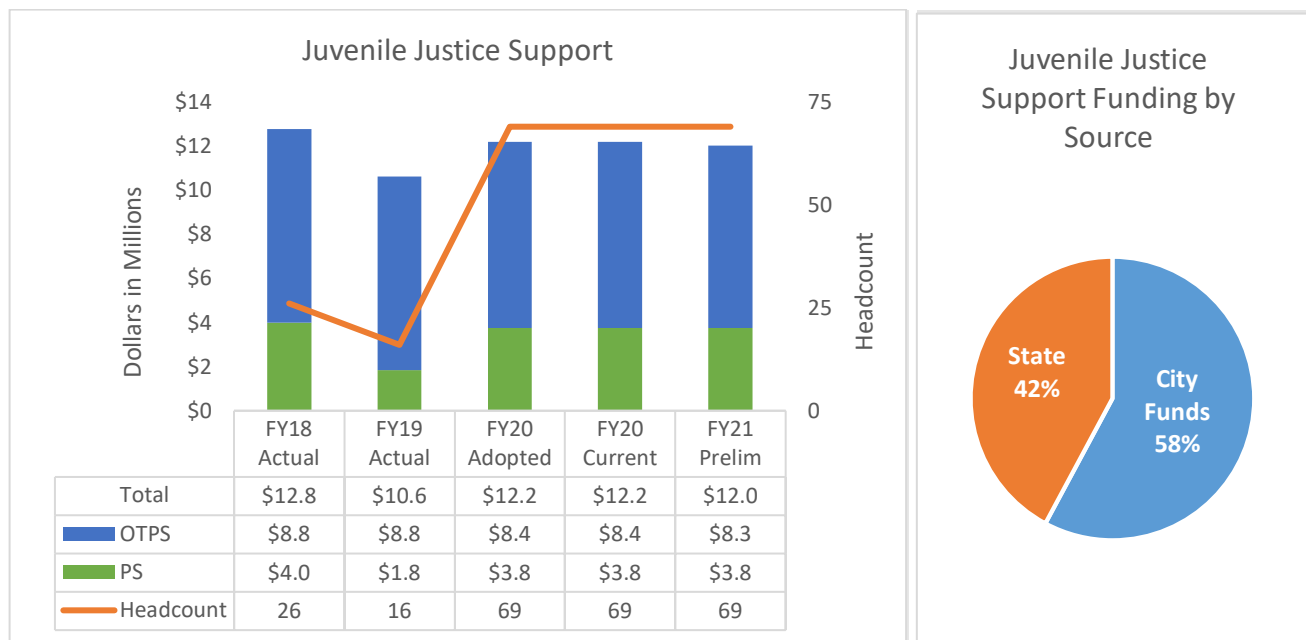
- **Queens Engagement Strategies for Teens (QUEST)** provides ATD services for youth with juvenile delinquency cases in Queens Family Court. The youth receive case management, counseling, mental health, academic assistance, and other community-based services as needed. Temporary respite services are available when the youth and caregiver(s) need time away and 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.

ACS should clarify how its ATD programs fit within ongoing Raise the Age implementation and how youth in the Bronx, Manhattan, and Staten Island receive ATD programming when it is deemed appropriate.

### 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 2021 Preliminary Budget for juvenile justice support is \$12 million, a slight decrease of \$166,000 when compared to the Fiscal 2020 Adopted Budget. There is \$3.8 million in PS to support 69 positions, the same as last year, but a notable increase from only 16 staff in Fiscal 2019. The new total reflects a more accurate alignment following the two phases of Raise the Age implementation.

OTPS decreases by \$166,000 to \$8.4 million in Fiscal 2021, of which \$7.8 million is allocated towards contractual 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 six years. Juvenile Justice Support receives \$7 million in City funding, and receives \$5.1 million in State funding for secure and non-secure detention services.

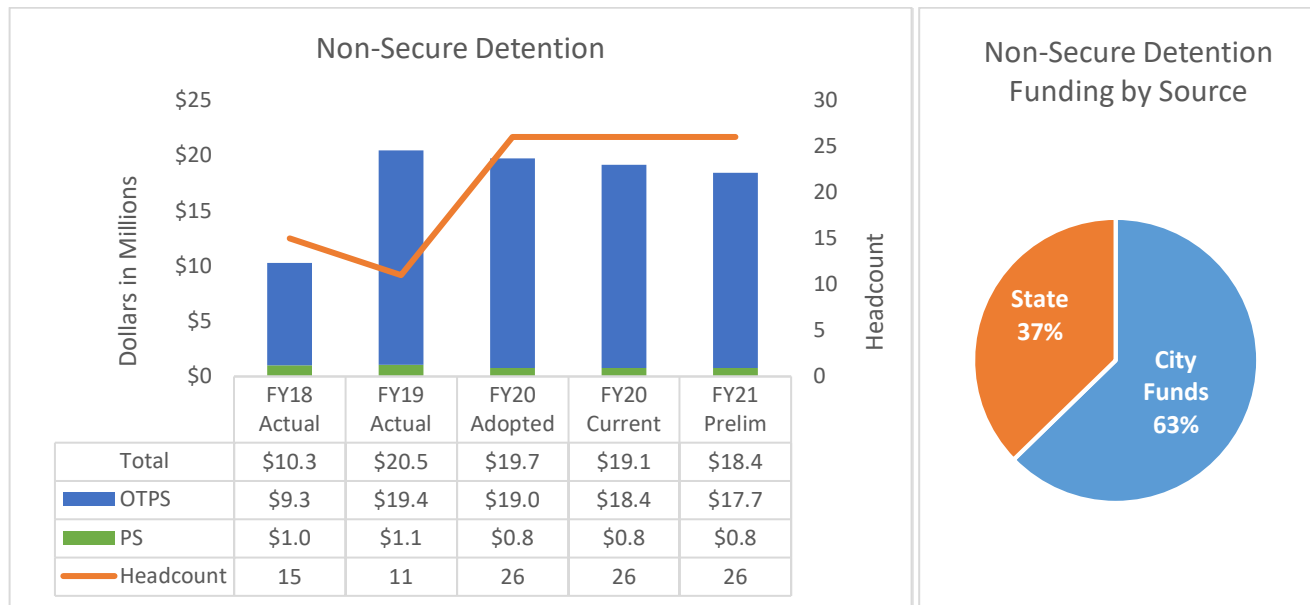
### Non-Secure Detention

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. This is separate from the Placements program area, related to residential placement services to adjudicated juvenile delinquents and offenders. 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 prioritized, with youth enrolled in Department of Education's (DOE) Passages Academy. In the 2016-2017 school year, the last year for which data was made available, 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. ACS should provide updated data for the 2018-2019 school year to the Committee.



The Fiscal 2021 Preliminary Budget for non-secure detention services totals \$18.4 million, which is \$1.3 million less than the Fiscal 2020 Adopted Budget level of \$19.7 million. The budget increased by \$5.9 million between Fiscal 2018 and Fiscal 2019, in preparation of Raise the Age. There continue to be 26 positions within the \$760,000 PS budget, which remains unchanged over the past two fiscal years. The OTPS budget drives the decrease of \$1.3 million, with all of the reduction taken from contractual services payments.

There is no change in State funding between Fiscal 2020 and Fiscal 2021, as it remains at \$6.9 million, with a City contribution of \$11.6 million, a decrease of \$1.3 million from Fiscal 2020. State funding is generally recognized during the fiscal year, as is the case in Fiscal 2020, with the State share increasing to \$11.9 million and City share decreasing to \$7.3 million of a total \$19.1 million program area budget.

## Placements

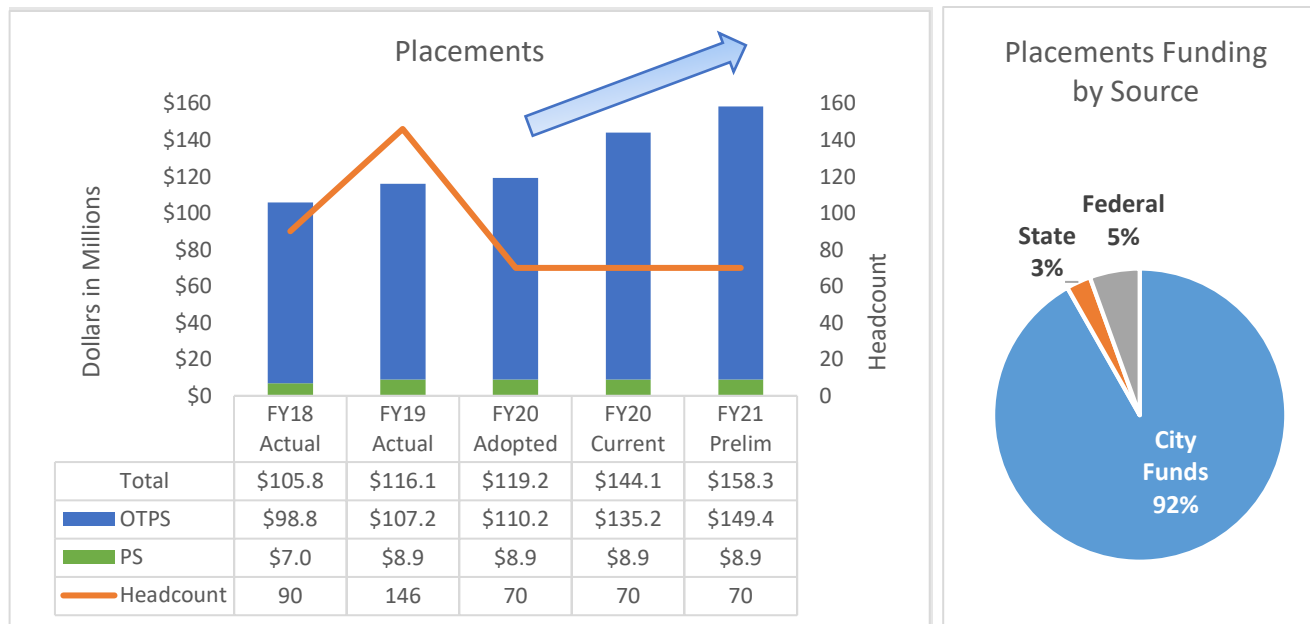
The Placements program area includes New York City's signature juvenile justice program, Close to Home, which allows young people found to need a period of out-of-home placement by the Family Court to be placed in residential programs closer to their families and communities. In addition, the program area includes New York State OCFS residential services for adjudicated juvenile delinquents and offenders who are not able to be placed in the City. In Fiscal 2021, Close to Home contracts and related charges total approximately \$113 million, while OCFS residential placements total \$31 million.

As previously discussed, the Fiscal 2021 budget introduces, at the Council's urging, a new U/A for OCFS Residential Payments (U/A 011), for direct payments to OCFS-operated facilities for youth placed upstate. There is no PS pair as there are no expenses in that category.

The Fiscal 2021 Preliminary Budget for placements includes totals \$158.3 million, a substantial increase of \$39.2 million when compared to the Fiscal 2020 Adopted Budget of \$119.2 million. This increase is driven by \$36.6 million in additional contractual services charges, while PS is identical across Fiscal 2020 and 2021, at \$8.9 million. The increase reflects a technical adjustment in the Fiscal 2021 Preliminary Financial Plan that transferred funds from holding codes in the Secure Detention

program area to Placements, where community-based alternative placement contracts as well as non-secure placements and limited-secure placement contracts are accurately budgeted.

In total for Fiscal 2021, City funds comprise 92 percent of the total funding, at \$145.3 million, with federal revenues supporting \$8.8 million and the State \$4.3 million. As previously discussed, the City had to backfill the withdrawal of all State funding for Close to Home in Fiscal 2019 and in the outyears, at an annual cost of \$30.5 million.



The substantial growth in the Placements budget is a result of Raise the Age (RTA). The Fiscal 2020 Adopted Budget did not reflect increases necessary to implement RTA, and the Fiscal 2021 Preliminary Budget transferred over \$36.6 million from holding codes to Placements. ACS has budgeted in response to trends in the decision by Family Court to place youth, which was unknown in advance of the implementation of RTA.

ACS' current Close to Home capacity is 301 beds, including seven providers with 29 sites, although only around 84 were occupied in the first four quarters of Fiscal 2020. The City continues to assess the capacity needs for Close to Home based on RTA implementation, which it believes would increase the Close to Home census. ACS anticipates an upcoming Close to Home RFP in 2021, before which point both model budgeting – to standardize and fully-fund needed services, staffing and supports – and savings from the right-sizing of the number of beds should be considered.

There was a \$5 million baselined savings in the Fiscal 2020 budget related to payments to OCFS for the placement of youth upstate, decreasing from \$36.4 million in Fiscal 2019 to \$31.4 million in Fiscal 2020. Although the Fiscal 2020 current budget for OCFS placements is \$17.1 million, ACS restores the full baselined amount in Fiscal 2021, despite the OCFS census falling. This is likely to generate a surplus in Fiscal 2021 which ACS would reallocate to address shortfalls in other agency programs, such as Home Away From Home (see page 29).

**Close to Home Performance Measures**

Performance Indicators	Actual			Target		4-Month Actual	
	FY17	FY18	FY19	FY20	FY21	FY19	FY20
Admissions to Close to Home placement	227	136	82	*	*	38	44
Number in Close to Home placement	156	139	97	↓	↓	114	84
Number in Close to Home aftercare (average)	97	69	54	*	*	56	48
Absent without consent (AWOC) rate, Close to Home placement	0.3	0.2	0.2	0.4	0.4	0.2	0.3
Discharges from Close to Home placement (dispositional order complete)	182	173	115	*	*	45	28
Releases from Close to Home placement to aftercare	194	151	122	*	*	31	30
Youth on staff assault with injury rate, Close to Home placement	0.13	0.06	0.09	0.05	0.05	0.12	0.08
Youth on youth assault with injury rate, Close to Home placement	0.13	0.13	0.13	0.09	0.09	0.16	0.12

Driven by the implementation of Raise the Age in October 2018, the number of young people entering Close to Home placement rose 16 percent from 38 during the first four months of Fiscal 2019 to 44 in Fiscal 2020. The average number of youth in Close to Home placement fell 26 percent from 114 to 84 and the average number in aftercare declined 14 percent from 56 to 48. Releases to Close to Home aftercare declined slightly, from 31 to 30.

The Close to Home absent without consent (AWOC) rate – formerly called “absent without leave” or AWOL rate – rose from 0.20 per 100 care days to 0.30 when comparing the first four month of Fiscal 2019 and Fiscal 2020. Any increase in AWOC is concerning, given dangerous high-profile incidents of youth leaving Close to Home without permission when the program was launched in the 2010s. The PMMR reports that ACS has implemented heightened monitoring of Close to Home service providers and increased targeted training programs.

Youth-on-youth assaults and altercations with injury and youth-on-staff assaults with injury both declined during the first four months of Fiscal 2019, which is a positive trend. Youth-on-youth assaults and altercations with injury declined from 0.16 to 0.12 per 100 average daily population and youth-on-staff assaults with injury declined from 0.12 to 0.08. Contracted agency staff's 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.

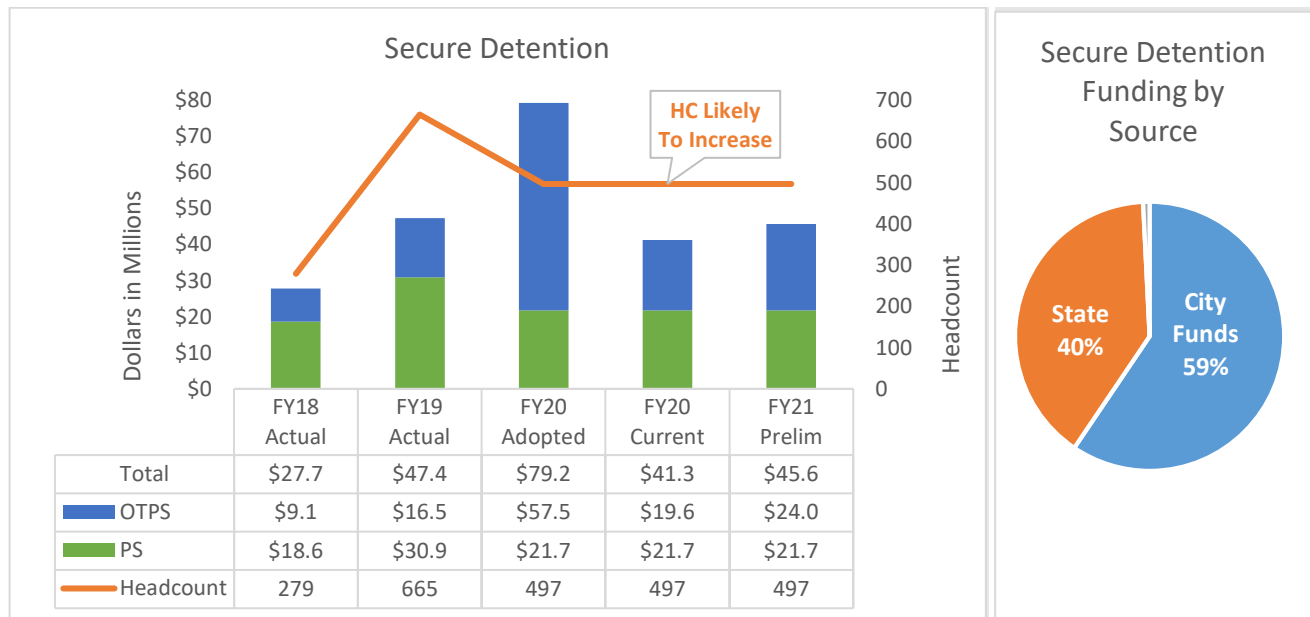
**Secure Detention**

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 placed in secure detention 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 operates two secure detention facilities: Crossroads in the Brownsville neighborhood of Brooklyn, and Horizon in the Mott Haven neighborhood of the Bronx. Secure detention funds support the City-operated secure detention facilities that house alleged juvenile delinquents and offenders whose cases are pending resolution in Family or Supreme Court.

Overall rates of admission to juvenile detention or placement have declined substantially over the past several years. Juvenile arrests decreased by 70 percent, from 13,564 to 4,080, between 2008 to

2017, while admissions to detention decreased 76 percent, from nearly 6,000 to 1,449 between 2008 and 2019.

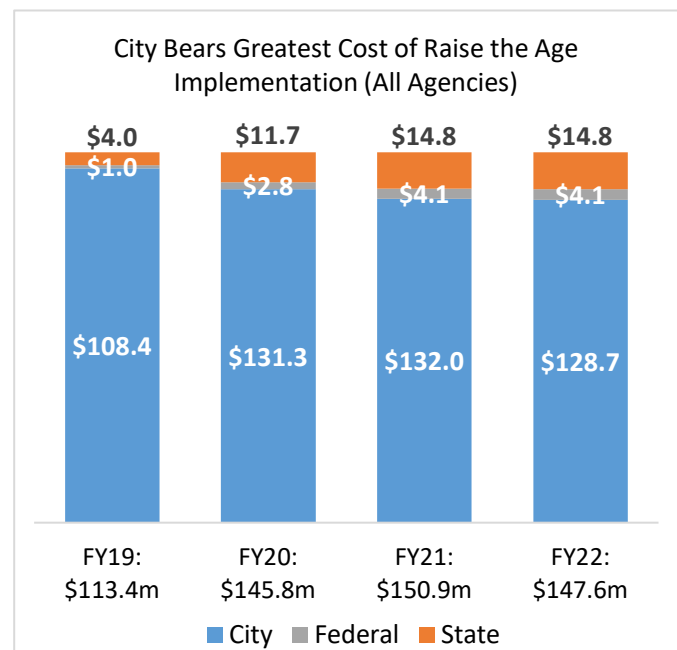


The Fiscal 2021 Preliminary Budget for secure detention decreases by \$33.6 million when compared to the Fiscal 2020 Adopted Budget. PS funding is stable, although the large influx of additional positions into the General Administration program area is likely to largely realign into the Secure Detention program area in upcoming plans. As of February 2020, ACS' headcount actuals stated 432 positions at Crossroads and 295 positions at Horizon.

The decrease in Fiscal 2021 funding is fully associated with a reduction in OTPS. As described in the previous Placements section, the seemingly large decrease actually reflects a realignment from holding codes in the Secure Detention program area to appropriate budgeting in the Placements program area. ACS should continue to improve its budgeting transparency, and not, as it did in the Fiscal 2020 Adopted Budget, over-allocate into holding codes.

**Raise the Age (RTA).** 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 was raised again to 18 on October 1, 2019. In New York City, 93 youth aged 16 and 17 on Rikers Island 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 for the pre-Raise the Age youth.

To meet the requirements of Raise the Age, the City added significant resources in the Fiscal 2019 budget (see chart to right), which includes \$150.9 million citywide in Fiscal 2021. The City



has been forced to provide funding because it does not meet the eligibility criteria for nearly all State Raise the Age funding. There have not been major adjustments to ACS' secure detention RTA budget since the original allocations in the Fiscal 2019 budget.

**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. Total capacity is 106, like Horizon. As of March 9, there were 65 youth at Crossroads.

**Specialized Juvenile Detention – Horizon.** Specialized juvenile detention is designed for housing pre-Raise the Age youth. Pre-RTA 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 Island as of October 1, 2018 to move to Horizon. Horizon also admitted the population of all newly arrested and detained 17-year-olds from October 1, 2018 to September 30, 2019, before the full RTA law applied to them.

ACS, in conjunction with the Department of Correction (DOC), operates Horizon. ACS assumed full operational control of Horizon in December 2019, however the ongoing State requirement for joint operation of Horizon means DOC officers will remain present through as late as September 2020, when the last pre-RTA youth will turn 18 years old. Total capacity is 106, like Crossroads. As of March 9, there were only 24 youth at Horizon.

**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. ACS, the Department of Probation (DOP), and Family Court worked together to implement a Crossover Youth Practice Model (CYPM) citywide in 2016, which better coordinates services and supports for all parties (e.g., City agencies, contracted service agencies, youth and family) impacted when a child is involved in both the child welfare and juvenile justice systems.

**Staffing Ratios.** 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, and how it is working with DOC staff to transition them back into the DOC adult detention facilities in September 2020.

**Violence in Secure Detention.** There were a number of high-profile violent assaults in Horizon soon after the initial RTA transition in October 2018, and DOC received short-term permission from the State to use OC spray (commonly referred to as pepper spray).<sup>27</sup>

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<sup>27</sup> 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>

The situation has largely stabilized with many fewer cases of violence. PMMR data from October through December 2019 show that the combined number of youth-on-youth assaults (altercations) at Horizon and Crossroads averaged 44 each month of the quarter.<sup>28</sup> ACS distinguishes between Injury A and Injury B to define youth-on-youth events requiring medical treatment, with Injury A referring to those requiring clinical treatment beyond what could be provided by a layperson with over-the-counter products, and Injury B referring to those injuries treatable by a layperson with over-the-counter products. The categorization is made by medical staff. In the October to December 2019 period, five percent were Injury A, averaging about one Injury A incident per facility each month. The remaining 33 percent were Injury B, while approximately 62 percent had no injury at all.

**Census and Transferring Youth.** System-wide, ACS projected in February 2020 that the most recent projection for secure detention is that the average daily census of detained youth would be around 150-160 youth each month. As the pre-RTA youth age out of Horizon, populations at both facilities will be equalized, with ACS anticipating a daily average of about 70-80 youth per facility.

ACS' monthly flash indicators show the monthly average daily population, but it should consider posting a daily or at least weekly detention census, to the maximum extent allowable while preserving children's safety.

On October 1, 2019, the second phase of RTA went into effect, meaning that all newly arrested 17-year-olds are now treated as juveniles. These 17-year-olds, as well as younger youth who are arrested and detained, have all been sent to Crossroads. As a result, the population at Horizon has declined while the population at Crossroads has increased. In anticipation of this imbalance, ACS sought approval from the State to license certain halls at Horizon as a specialized secure detention facility, so that 16- and 17-year-old Adolescent Offenders from Crossroads could be housed there. The State granted certification on January 9, 2020, for up to 38 youth from Crossroads to be housed at Horizon.

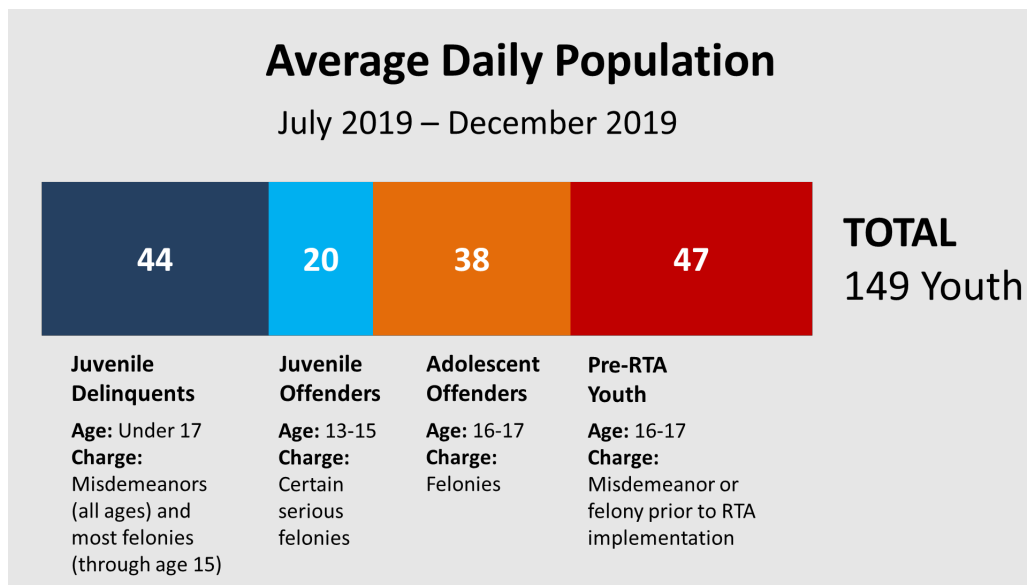
ACS moved the cohorts in small numbers to ensure proper safety and staffing. As required by the State, ACS has robust plans to ensure that Crossroads youth do not interact with pre-RTA (including "gap year" youth) or DOC staff. ACS notifies parents and lawyers when a youth is transferred.

**Population by Charge.** A Term and Condition of the Fiscal 2020 budget requires ACS and DOC to provide certain information on the secure detention facilities, including the Average Daily Population across the facilities, broken out by type of charge. ACS expects the 47 pre-RTA youth to be completely removed from ACS' facilities by September 2020.

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<sup>28</sup> Data on violence, transferring youth, and mental health access is from ACS' letter to Council Member Rory Lancman, February 20, 2020.





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

Crossroads also has received additional vocational, music, religious, and therapeutic programming. An average of approximately 17 hours per week of Department of Youth and Community Development (DYFJ)-School's Out New York City (SONYC) Center for Community Alternatives afterschool programs is provided. Youth also participate in the Summer Youth Employment Program (SYEP), including jobs such as kitchen assistant, painter, custodian and grounds keeper. Both SONYC and SYEP are in DYFJ's, not ACS', budget.

**Mental Health.** All youth in detention receive a mental health screening for acute psychiatric needs within one hour of their admission, and an individualized treatment plan. DYFJ partners with CHS, Bellevue/NYU Medical Center, and START Treatment and Recovery Centers to provide mental and behavioral health services to youth in detention, including psychiatric and psychological services, mental health screening, and individual and group treatment. Contracted juvenile justice health services (not only mental health) totals \$7.9 million in the Preliminary Fiscal 2021 Budget, approximately the same as in Fiscal 2020.

Youth on medication have a standard check-up of once every two weeks for routine follow-up. If a change to medication is made, including starting a new medication, the youth is seen within one week.

TARGET is ACS' trauma-focused psychotherapy group setting that occurs twice a week, plus one leadership group per week. TARGET is manualized, meaning it is performed according to specific guidelines for administration, which maximizes the probability of therapy being conducted consistently across settings, therapists, and youth. TARGET teaches skills for processing and managing trauma-related reactions to stressful situations and has been shown to be effective with the juvenile

justice population. Finally, ACS provides crisis management programming, aims to prevent violence and mend damage occurred within groups impacted by violent or traumatic incidents.

With the implementation of RTA, new space limitations and restrictions on the mixing of youth of different ages and charges impacted the ability of young people to make their mental health appointments. To address this, ACS created mental health spaces on each of the secure detention living units. Services are provided both in the living units and in the mental health suite.

More information on the capital changes as a result of Raise the Age may be found from page 54 in the Capital Program section that follows.

### Secure Detention Performance Measures

Performance Indicators	Actual			Target		4-Month Actual	
	FY17	FY18	FY19	FY20	FY21	FY19	FY20
Total admissions to detention	2,126	1,754	1,449	↓	↓	463	624
Youth admitted to detention with previous admission(s) to detention (%)	64.0%	58.5%	58.7%	*	*	NA	NA
Average daily population (ADP), detention	119.8	84.9	70.8	↓	↓	61.5	152.2
Secure detention - ADP	70.3	49.6	45.3	*	*	37.4	119.4
Non-secure detention - ADP	49.5	35.4	25.5	*	*	24.1	32.8
Average length of stay, detention (days)	24	19	17	↓	↓	20	23
Escapes from secure detention	0	0	0	0	0	0	0
Youth on youth assaults and altercations with injury rate (per 100 total ADP), detention	0.38	0.32	0.29	0.35	0.35	0.38	0.42
Youth on staff assault w/injury rate (per 100 total ADP), detention	0.11	0.07	0.3	0.15	0.15	0.26	0.35
Weapon recovery rate (average per 100 total ADP), detention	0.06	0.07	0.09	↓	↓	0.03	0.18
Illegal substance/prescription or OTC medication recovery rate (average per 100 total ADP), detention	0.06	0.06	0.09	↓	↓	0.03	0.06
Average daily cost per youth per day, detention (\$)	\$1,684	\$1,688	\$1,651	*	*	NA	NA
Youth who received mental health screening or services while in detention (%)	NA	76.2%	73.8%	↑	↑	73.3%	65.0%
Residents seen within 24 hours of sick call report (%)	100%	100%	100%	100%	100%	NA	100%
General health care cost per youth per day, detention (\$)	\$163	\$241	\$171	*	*	NA	NA
Youth who received mental health screening or services while in detention (%)	NA	76.2%	73.8%	↑	↑	73.3%	65.0%

ACS collects a wide range of performance indicators related to its secure detention program. With the implementation of RTA, the longstanding trend in population reduction was reversed during the first four months of Fiscal 2020, when the average daily population in detention rose 147 percent to 152.2 from 61.5 in Fiscal 2019. This increase was driven by a 35 percent increase in admissions from 463 to 624 and a 15 percent increase in length of stay from 20 to 23 days.

Over the same period, the youth-on-youth assault and altercation with injury rate per 100 average daily population rose from 0.38 in Fiscal 2019 to 0.42 in Fiscal 2020. As the previous data showed, most of these injuries were minor and did not require outside medical attention. The youth-on-staff assault with injury rate increased from 0.26 per 100 average daily population to 0.35. ACS continues to refine its behavior management systems, work with community providers such as violence interrupters, and work with oversight agencies to explore additional ways of reducing incidents.

An increase in the number of staff has allowed for searches of youth and detention facilities to occur with greater frequency and efficacy contributing to an increase in the contraband seizure rate in

detention per 100 average daily population during the first four months of the fiscal year. The weapon recovery rate increased from 0.03 to 0.18.<sup>29</sup>

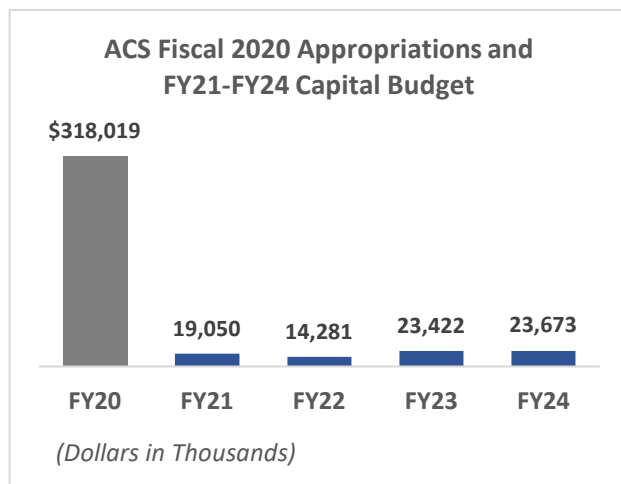
In the first four months of Fiscal 2020, the non-secure detention abscond rate rose to 0.17 per 100 average daily population from zero in Fiscal 2019. In real numbers, there were seven absconds, all of which took place in July and August. Staff were re-trained on safety precautions and ACS reported in the PMMR that there were no further absconds through the date of publication of the PMMR.

During the first four months of Fiscal 2020 the percent of youth who received general mental health screening or services while in detention declined eight points from 73 percent to 65 percent. ACS explains that because half of the youth admitted to detention are released within a day, mental health teams are not always able to make contact with the youth, in addition to space complications resolved in the "Mental Health" section above.

## Capital Plan Overview

The following section provides an overview of the Preliminary Capital Budget and Commitment Plan for ACS, examining to what extent ACS' capital projects meet its infrastructure goals, where improvements need to be made, and the overall feasibility of ACS' capital program.

### Preliminary Capital Budget for Fiscal 2021-2024



The Capital Budget provides the estimated need for new appropriations for Fiscal 2021 along with projections for the subsequent three-year capital program. As shown in the chart on the left, the Administration for Children Services' Fiscal 2021 Preliminary Capital Budget includes \$80.4 million in Fiscal 2021-2024, with \$19.1 million in Fiscal 2021, \$14.3 million in Fiscal 2022, \$23.4 million in Fiscal 2023, and \$23.7 million in Fiscal 2024. This represents less than one percent of the City's total \$53.9 billion Capital Budget for 2021-2024. Appropriations for Fiscal 2020 total \$318 million. This includes \$316.2 million in reauthorized prior

appropriations and \$1.8 million in new Fiscal 2020 appropriations.<sup>30</sup> The Capital Budget suggests that ACS will roll substantial, yet currently indeterminate, appropriations into Fiscal 2021.

Additional appropriations proposed in the Preliminary Capital Budget across Fiscal 2021-2024 include: \$54.8 million for improvements of non-DYFJ structures and facilities, \$16.5 million for the acquisition and construction of facilities for DYFJ, \$9.1 million for equipment, and \$37,000 for Forestdale, Inc., a not-for-profit contracted agency provider.

<sup>29</sup> These weapons, as defined by policy, can be items as seemingly innocuous as sharpened pieces of plastic from a deodorant container.

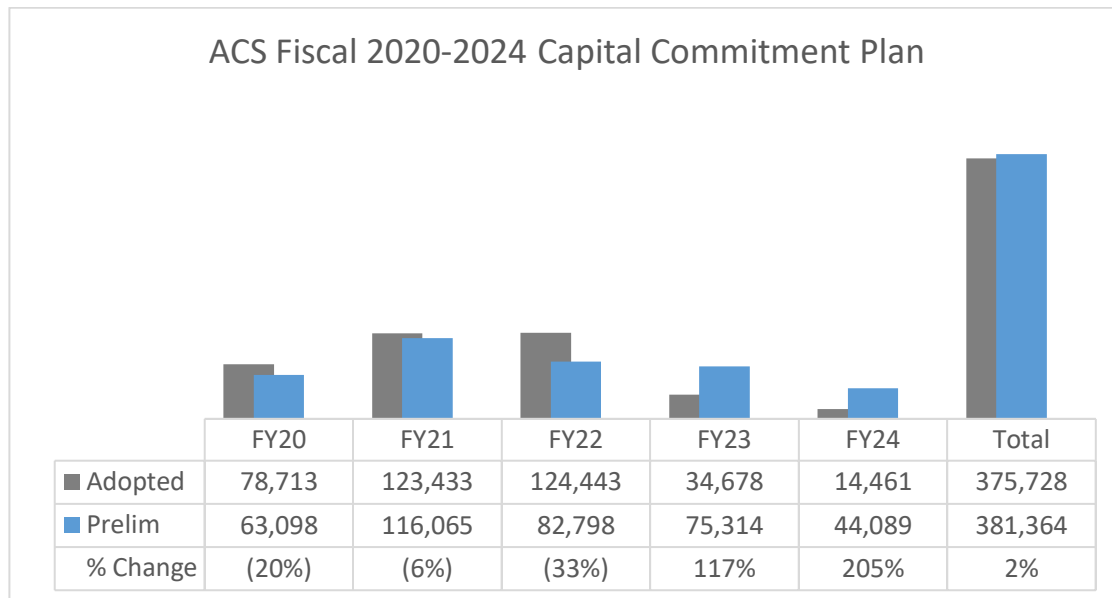
<sup>30</sup> Appropriations for Fiscal 2019 are calculated by summing the available appropriations listed in the commitment plan with actual commitments to-date. Because commitments to-date excludes inter-fund agreements (IFA), this figure may be slightly lower than the total appropriations for Fiscal 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.

## Preliminary Capital Commitment Plan for Fiscal 2020-2024

ACS' Preliminary Commitment Plan includes \$381.4 million in Fiscal 2020-2024. This represents less than one percent of the City's total \$85.5 billion Preliminary Commitment Plan. The Capital Commitment is significantly higher than the Capital Budget because it includes Fiscal 2020. ACS's planned commitments are significantly below its current year appropriations. OMB should reassess ACS's capital budget needs and align appropriations more closely with planned commitments.

As shown in the table below, ACS' Preliminary Capital Plan for Fiscal 2020-2024 has increased by \$5.6 million to a total of \$381.4 million, demonstrating a two percent increase when compared to ACS' Adopted Commitment Plan of \$375.7 million. The Plan has reduced in size from over \$400 million in Fiscal 2019-2023 as spending has drawn down on the budget for the major RTA detention facilities projects. All of the proposed increase is scheduled in the outyears of the Preliminary Plan.

The total appropriations for ACS in Fiscal 2020 are \$318 million against planned commitments totaling \$63.1 million (see blue Preliminary Fiscal 2020 bar below).<sup>31</sup> This excess balance of \$254.9 million in appropriations gives the Administration considerable flexibility within the capital plan.



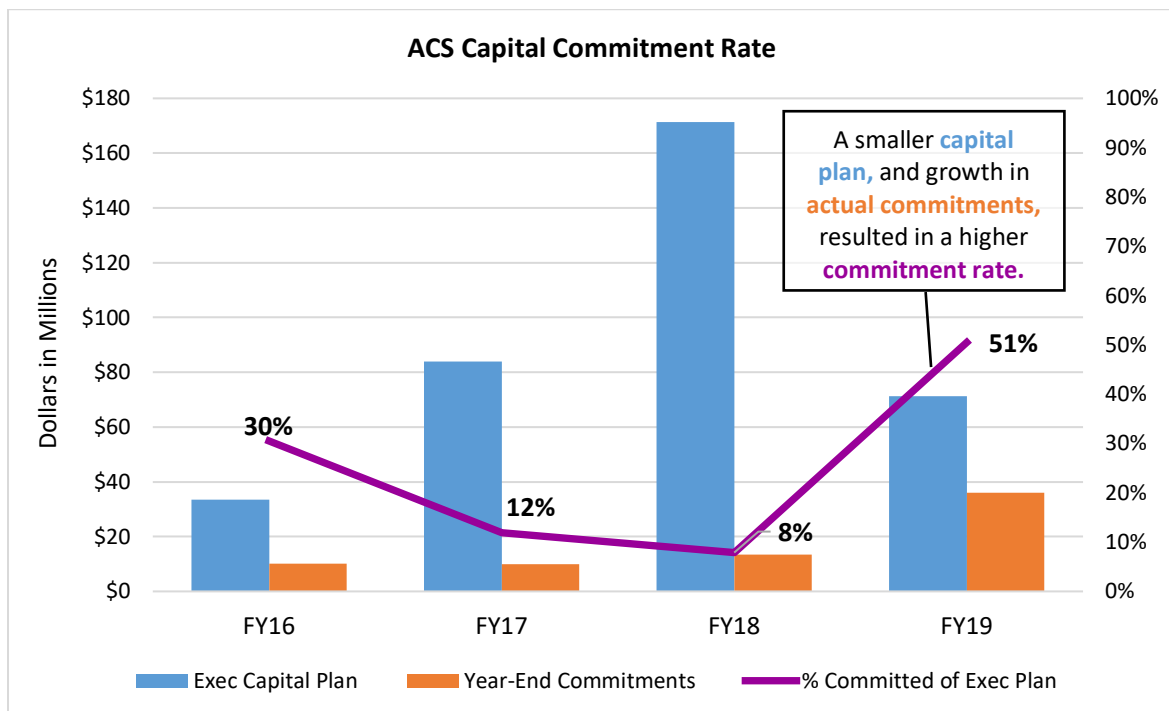
The increase is driven by a net increase of \$7.9 million for the consolidation of four Brooklyn Division of Child Protection (DCP) offices into one at 12 MetroTech Center and a reduction of \$2.3 million for network WAN/LAN information technology projects. In general, the Preliminary Capital Commitment Plan makes very few changes.

There is no change in the total amount of funding in the Adolescent Facility project line, which remains at \$173.7 million over the Capital Plan, although \$70.4 million is rolled from Fiscal 2021 and 2022 into Fiscal 2023 and 2024, reflecting a more realistic budgeting estimate of when appropriations will be utilized. These projects are managed by the Department of Design and Construction (DDC). There are also several other juvenile justice facility renovation project lines, which total \$39.7 million, bringing the total budgeted amount on juvenile justice facilities to over \$213.5 million, reflecting a decrease of \$21 million from the Fiscal 2020 Adopted Capital Commitment Plan of \$234.5 million.

<sup>31</sup> *Ibid.*

ACS' Commitment Plan shows 17 percent of all commitments in the first year, which is half the proportion of last year's Plan and dramatically less than the 78 percent front-loaded in the first year of the Fiscal 2018-2022 Plan. ACS and OMB have correctly begun to revise its commitment targets and roll significant planned commitments into later years of the Plan. However, it is still the case that ACS will end the year with unmet commitment targets and the need to roll planned commitments into Fiscal 2021 and in the outyears. OMB should revise further ACS' planned commitments to better match the actual pace of capital projects.

The chart below displays ACS' capital commitment plan as of the Fiscal 2016-2019 Executive Plan and the actual commitments in the corresponding fiscal year. The chart also shows the capital commitment rate: the percentage of the capital plan committed per fiscal year.<sup>32</sup>



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 increased its total planned commitments in the ramp up for Raise the Age (RTA), but as progress proceeded and key construction elements were finished, the Plan reduced in size in Fiscal 2019. Second, as shown in the orange bar of year-end commitments, ACS has steadily increased its actual commitments, from a low of \$10.2 million in Fiscal 2016 to \$36 million in Fiscal 2019. Third, as shown in the purple line, ACS' commitment rate fell between Fiscal 2016 and 2018 as the faster growth in the capital plan outstripped ACS' slower growth in actual year-end commitments, but increased in Fiscal 2019 with the rise in year-end commitments.

<sup>32</sup> 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.

The Administration for Children's Services Commitment Plan includes 36 budget lines and 108 project IDs. The Administration supports a majority of capital projects as measured by project ID. The Administration supports 55 projects, while the City Council and the Borough Presidents support 36 and 17, respectively.

The agency funds multiple different projects within 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 to the right, which indicates managing agency for capital projects by project ID, ACS manages the largest share of projects, 58 projects, with the Department of Design and Construction managing 22 projects. DDC is managing the construction process at both Crossroads and Horizon, although the project line ID for the \$173 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 eight projects, which focuses on non-City projects, including a number of Council-funded projects; Department of Citywide Administrative Services (DCAS), with seven projects; Department of Social Services (DSS), with two projects; and Housing Preservation and Development (HPD) and Health+Hospitals (H+H), with one project each.

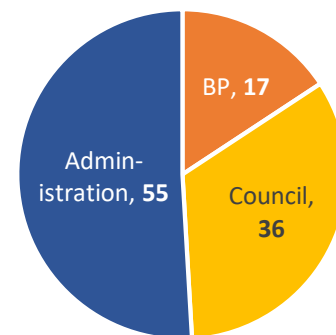
#### Fiscal 2021 Preliminary Capital Commitment Plan Highlights

ACS' capital budget has shifted since the advent of Raise the Age and the transfer of EarlyLearn and Head Start to DOE, with a greater focus on juvenile justice related projects. 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 and compliance checks. 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.

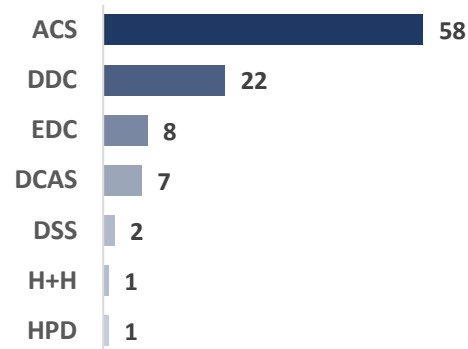
- **Juvenile Justice Facilities and Raise the Age.** A key component for New York City's implementation of Raise the Age was that no youth under 18 could be held at Rikers Island after October 1, 2018. ACS' largest capital projects revolve around the renovation of Crossroads Juvenile Center, located in Brooklyn, and Horizon Juvenile Center, located in the Bronx, to

Capital Projects by Source

108 Project IDs



Managing Agency, by Project ID



maximize the existing facilities' operational capacity, and enhance space for programming, recreation and education. DDC manages the projects.

There is no change in the total amount of funding for juvenile justice facilities, at \$213.5 million, reflecting a decrease of \$21 million from the Fiscal 2020 Adopted Capital Commitment Plan of \$234.5 million.

As of November 2019, ACS spent or pre-encumbered<sup>33</sup> nearly \$142 million on the secure detention capital projects. Broken out by facility, the totals are \$78.5 million at Horizon and \$63.2 million at Crossroads. Phase 1 construction, including building systems upgrades, is completed, and included critical health and safety at facilities to serve older youth, such as wall hardening, upgrading the admission space, HVAC systems, roof replacement, door and lock upgrades, and other infrastructure features. These were changes mandated by OCFS and/or the State Department of Corrections and Community Supervision (DOCCS).

Phase 2, which includes renovations and additions to facilities for programming (e.g. educational, recreational, health and mental health) will continue through at least Fiscal 2022. In addition to the outdoor basketball court and grass field areas, which have been in use at Horizon, ACS and DDC are working to design a new outdoor recreation area at Horizon to replace the current Department of Correction (DOC) trailers scheduled to be removed in September when DOC exits Horizon.

- **Children's Center.** The Children's Center has \$14.8 million in the Plan, with \$1.6 million in Fiscal 2020, \$3.7 million in Fiscal 2021, \$5.2 million in Fiscal 2022, and \$4.4 million in Fiscal 2023. DDC is the managing agency for this project. The biggest planned improvement is the conversion of the existing auditorium into a gymnasium, which can be used for exercise classes, performances, and movement activity. The new space is designed to enhance services for the increasing number of children who require longer stays at the pre-placement Children's Center before finding an appropriate foster home placement. Often these are older youth or those with higher service needs. In addition, there will be renovations to improve the layout of the floor space and provide additional security, privacy and well-being in the high needs unit.

DDC is currently completing scope verification, to be followed by the development of a cost estimate and a project schedule, by summer 2020. Per DDC, the forecast completion date is mid-2023. The Fiscal 2021 Preliminary Plan rolled \$229,000 formerly in a separate project line for a Children's Center's generator into the main project line.

- **Workforce Institute.** The ACS Workforce Institute, spread across two sites in Queens and Manhattan, has \$24.4 million in the Plan, with \$11.5 million in Fiscal 2020, \$4.7 million in Fiscal 2021, and \$8.2 million in Fiscal 2022. The Fiscal 2021 Preliminary Plan shows no change from the Fiscal 2020 Adopted Plan. DCAS is the managing agency for this project.

The Workforce Institute has been a key ACS project for several years. The Manhattan site, located on 125<sup>th</sup> Street in Harlem, is on track to be completed this spring. The landlord's contractors are completing the renovations and outfitting, which includes the ordering of furniture and equipment totaling approximately \$106,000.

At the second site, Union Hall in Queens, renovations work began this past summer on essential building improvements, such as asbestos abatement, plumbing, dry walling, and electrical work.

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<sup>33</sup> Pre-encumbrances include requests to reserve funds for planned expenditures.



The hall will provide training and simulations for protective, preventive, and foster care staff, including ACS staff and those at contracted agencies. The simulation stations include a courtroom and family apartment. ACS reports that they intend to achieve a key milestone with the completion of the second floor of Union Hall, also this spring.

- **Brooklyn Division of Child Protection (DCP) Office Consolidation.** The Fiscal 2021 Preliminary Plan increases funding by \$7.9 million for the consolidation of four Brooklyn DCP offices into one at 12 MetroTech Center. ACS will close two field offices as a result of the new DCP office, and relinquish the sites to DCAS. The two offices are located at 185 Marcy Avenue and 404 Pine Street, both in Brooklyn. Four remaining sites throughout Brooklyn will remain open. DCAS has awarded the project to an architecture firm and the project is currently in the design phase.
- **Child Care Renovations.** Although the expense budget related to child care services was transferred to DOE in Fiscal 2020, ACS's capital plan still includes \$31.9 million in renovations for City-leased child care sites and other day care renovations. ACS reports that it anticipates transferring the capital funding to DOE as part of the Fiscal 2021 Executive Budget.
- **Council Projects.** There are 17 Council budget lines and 36 project IDs totaling \$16.7 million in ACS' Fiscal 2021 Preliminary Capital Plan, identical to the Fiscal 2020 Adopted Capital Plan. The Fiscal 2020 Adopted Capital Plan rescinded \$1.2 million from Northside Center for Child Development's project for the Audrey Johnson Computer Lab in Inwood House, and added \$1.1 million to outfit Northside's new behavioral and mental health clinic at 1495 Park Avenue in Manhattan and \$680,000 to outfit a special needs school with technology and equipment.

## Appendices

### A. Budget Actions in the November and the Preliminary Plans

<i>Dollars in Thousands</i>	Fiscal 2020			Fiscal 2021		
	City	Non-City	Total	City	Non-City	Total
<b>ACS Budget as of the Adopted 2020 Budget</b>	<b>\$913,514</b>	<b>\$1,776,904</b>	<b>\$2,690,418</b>	<b>\$897,893</b>	<b>\$1,787,474</b>	<b>\$2,685,367</b>
<b>New Needs</b>						
Indirect Cost Rate	\$9,163	\$0	\$9,163	\$9,163	\$0	\$9,163
<b>Subtotal, New Needs</b>	<b>\$9,163</b>	<b>\$0</b>	<b>\$9,163</b>	<b>\$9,163</b>	<b>\$0</b>	<b>\$9,163</b>
<b>Other Adjustments</b>						
ACS Maintenance	\$0	\$2,542	\$2,542	\$0	\$0	\$0
Car Service Needs	0	5,323	5,323	0	0	0
CORE-CHILDREN CENTER MAIN	0	651	651	0	0	0
CSBA Collective Bargaining	577	910	1,487	636	1,002	1,638
CSBA Collective Bargaining (IC)	5	0	5	5	0	5
Day Program	0	1,675	1,675	0	0	0
EarlyLearn Adjustment	(1,514)	0	(1,514)	(1,514)	0	(1,514)
FY19 GSS Res Care New Need	0	720	720	0	0	0
FY20 Children's Center NN	0	1,031	1,031	0	0	0
FY20 IT Baseline Enhancement	0	2,518	2,518	0	0	0
FY20 Safe Medication NN	0	129	129	0	0	0
FY20 STSJP Rollover	0	797	797	0	0	0
FY20 Youth Advocates Program	0	500	500	0	0	0
FY20_DORIS/SARAH GRANT	0	75	75	0	0	0
FY20 STSJP Revenue	0	3,213	3,213	0	0	0
HealthFitness	0	32	32	0	64	64
Homemaking IC with ACS (HRA)	0	6,074	6,074	0	0	0
ISS across ACS initiative	0	267	267	0	0	0
L237, L246, L237 non-LL56 Collective Bargaining (inc. IC)	177	77	254	353	130	483
Lease Adjustment	46	395	442	0	0	0
Messenger Services	0	143	143	0	0	0
NFP COPS Transfer	861	0	861	0	0	0
NYSID-CLEANING SERVICES	0	190	190	0	0	0
NYSNA Collective Bargaining	22	35	56	46	73	119
PCD Social Security	0	858	858	0	0	0
Security Equipment	0	128	128	0	0	0
Security - Allied	0	1,331	1,331	0	0	0
Silver Stars	(174)	(278)	(452)	(1,024)	(1,642)	(2,666)
STSJP Transfer	2,458	0	2,458	0	0	0
Technical Adjustment to modify City Service Corps funds from ACS	(67)	0	(67)	(13)	0	(13)
Young Men's Initiative	40	0	40	40	0	40
<b>Subtotal, Other Adjustments</b>	<b>\$2,433</b>	<b>\$29,334</b>	<b>\$31,767</b>	<b>(\$1,470)</b>	<b>(\$373)</b>	<b>(\$1,843)</b>
<b>Savings Program</b>						
Agency Phone Plan Review	(\$27)	(\$42)	(\$69)	(\$54)	(\$84)	(\$138)
Overtime Reduction	(768)	(1,232)	(2,000)	(2,650)	(4,250)	(6,900)
Prior Year Revenue	(20,000)	20,000	0	0	0	0
<b>Subtotal, Savings Program</b>	<b>(\$20,795)</b>	<b>\$18,726</b>	<b>(\$2,069)</b>	<b>(\$2,703)</b>	<b>(\$4,335)</b>	<b>(\$7,038)</b>
<b>TOTAL, All Changes</b>	<b>(\$9,199)</b>	<b>\$48,060</b>	<b>\$38,861</b>	<b>\$4,990</b>	<b>(\$4,708)</b>	<b>\$282</b>
<b>ACS Budget as of the Preliminary 2021 Budget</b>	<b>\$904,315</b>	<b>\$1,824,965</b>	<b>\$2,729,280</b>	<b>\$902,883</b>	<b>\$1,782,767</b>	<b>\$2,685,650</b>

**B. ACS Contract Budget**

<b>ACS Fiscal 2021 Preliminary Contract Budget</b> <i>Dollars in Thousands</i>				
<b>Category</b>	<b>Fiscal 2020 Adopted</b>	<b>Number of Contracts</b>	<b>Fiscal 2021 Preliminary</b>	<b>Number of Contracts</b>
Child Welfare Services	\$357,658	341	\$360,668	341
Children's Charitable Institutions	488,786	70	476,864	71
Cleaning Services	1,883	12	1,883	12
Contractual Services - General	106,607	63	141,708	63
Data Processing Equipment Maintenance	1,588	3	1,588	3
Day Care Of Children	528,425	12	508,772	12
Homemaking Services	21,201	9	21,201	9
Maintenance and Operation of Infrastructure	10	1	10	1
Maintenance and Repairs - General	3,837	17	7,733	17
Office Equipment Maintenance	6	1	6	1
Printing Services	210	3	210	3
Prof. Services - Computer Services	3,048	20	4,658	21
Prof. Services - Legal Services	131	4	131	4
Prof. Services - Other	314	2	314	2
Security Services	3,568	7	5,655	7
Telecommunications Maintenance	168	2	122	2
Temporary Services	935	2	935	2
Training Program for City Employees	34	2	34	2
<b>TOTAL</b>	<b>\$1,518,411</b>	<b>571</b>	<b>\$1,532,494</b>	<b>573</b>

## C. Federal and State Revenue

<b>Federal Revenue Sources</b> <i>Dollars in Thousands</i>	<b>2020 Adopted</b>	<b>Preliminary Plan</b>		<b>*Difference 2020 - 2021</b>
		<b>2020</b>	<b>2021</b>	
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	360,902	360,902	360,902	0
Child Support Administration	62	62	62	0
Emergency Income Maintenance Administration	2,856	2,856	2,856	0
Enhanced Family Conferencing I	155	155	0	(155)
Food Stamp Employment and Training	11,500	11,500	11,500	0
Foster Care Title IV-E	182,246	187,166	184,125	1,879
Foster Care Title IV-E Preventive Services	22,516	22,516	22,516	0
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	349	354	10
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
Title IV-E - Protective Services	13,427	13,427	13,427	0
Title IV-E - Foster Care Administration	56,255	56,493	56,200	(55)
<b>TOTAL</b>	<b>\$1,033,508</b>	<b>\$1,038,671</b>	<b>\$1,035,188</b>	<b>\$1,679</b>

\*The difference of Fiscal 2020 Adopted Budget compared to Fiscal 2021 Preliminary Budget.

<b>State Revenue Sources</b> <i>Dollars in Thousands</i>	<b>2020 Adopted</b>	<b>Preliminary Plan</b>		<b>*Difference 2020 - 2021</b>
		<b>2020</b>	<b>2021</b>	
Adoption	\$95,963	\$95,963	\$95,963	\$0
Child Support Administration	16	16	16	0
FAMILY + CHILDREN SERVICES	0	500	0	0
Foster Care Block Grant	190,940	190,940	190,940	0
JD-PINS Remands	2,301	2,301	2,301	0
JUVENILE OFFENDERS DETENTION	0	10,000	0	0
Local Government Records Management	0	75	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	2,661	2,669	16
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	27,902	37,921	28,074	171
State Capital Reimbursement	0	0	0	0
State Child Welfare Services	416,036	428,248	420,031	3,995
Supervision & Treatment Services	0	4,010	0	0
<b>TOTAL</b>	<b>\$743,053</b>	<b>\$779,877</b>	<b>\$747,235</b>	<b>\$4,182</b>

\*The difference of Fiscal 2020 Adopted Budget compared to Fiscal 2021 Preliminary Budget.

## D. Children's Demographics

### Race of Children Under 18 Years, Borough and Citywide

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

<b>Adoption Services</b>						
<i>Dollars in Thousands</i>						
	<b>FY18 Actual</b>	<b>FY19 Actual</b>	<b>FY20 Adopted</b>	<b>Preliminary Plan</b>		<b>*Difference FY20-FY21</b>
				<b>FY20</b>	<b>FY21</b>	
<b>Spending</b>						
<b>Personal Services</b>						
Additional Gross Pay	\$143	\$100	\$251	\$251	\$55	(\$196)
Full-Time Salaried - Civilian	2,245	2,618	1,456	1,456	1,845	389
Overtime - Civilian	248	155	183	183	26	(157)
Unsalaries	0	0	37	37	0	(37)
<b>Subtotal</b>	<b>\$2,637</b>	<b>\$2,873</b>	<b>\$1,927</b>	<b>\$1,927</b>	<b>\$1,927</b>	<b>\$0</b>
<b>Other Than Personal Services</b>						
Contractual Services - Social Services	\$20	\$426	\$1,173	\$1,173	\$1,173	\$0
Other Services & Charges	0	22	22	22	22	0
Social Services	237,802	225,194	270,420	270,420	270,420	0
<b>Subtotal</b>	<b>\$237,822</b>	<b>\$225,643</b>	<b>\$271,615</b>	<b>\$271,615</b>	<b>\$271,615</b>	<b>\$0</b>
<b>TOTAL</b>	<b>\$240,459</b>	<b>\$228,516</b>	<b>\$273,542</b>	<b>\$273,542</b>	<b>\$273,542</b>	<b>\$0</b>
<b>Funding</b>						
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
<b>TOTAL</b>	<b>\$240,459</b>	<b>\$228,516</b>	<b>\$273,542</b>	<b>\$273,542</b>	<b>\$273,542</b>	<b>\$0</b>
<b>Budgeted Headcount</b>						
Full-Time Positions - Civilian	37	43	26	26	26	0
<b>TOTAL</b>	<b>37</b>	<b>43</b>	<b>26</b>	<b>26</b>	<b>26</b>	<b>0</b>

\*The difference of Fiscal 2020 Adopted Budget compared to Fiscal 2021 Preliminary Budget.

<b>Alternatives to Detention</b>						
<i>Dollars in Thousands</i>						
	<b>FY18</b>	<b>FY19</b>	<b>FY20</b>	<b>Preliminary Plan</b>		<b>*Difference</b>
	<b>Actual</b>	<b>Actual</b>	<b>Adopted</b>	<b>FY20</b>	<b>FY21</b>	<b>FY20-FY21</b>
<b>Spending</b>						
<b>Other Than Personal Services</b>						
Contractual Services	\$844	\$690	\$1,041	\$1,041	\$1,041	\$0
Contractual Services - Social Services	752	767	0	776	378	\$378
Other Services & Charges	4,231	4,795	0	6,467	0	\$0
Social Services	271	271	0	0	0	\$0
<b>TOTAL</b>	<b>\$6,099</b>	<b>\$6,523</b>	<b>\$1,041</b>	<b>\$8,285</b>	<b>\$1,419</b>	<b>\$378</b>
<b>Funding</b>						
City Funds			\$159	\$3,393	\$537	\$378
State			882	4,892	882	\$0
<b>TOTAL</b>	<b>\$6,099</b>	<b>\$6,523</b>	<b>\$1,041</b>	<b>\$8,285</b>	<b>\$1,419</b>	<b>\$378</b>

\*The difference of Fiscal 2020 Adopted Budget compared to Fiscal 2021 Preliminary Budget.

<b>Child Care Services</b>						
<i>Dollars in Thousands</i>						
	<b>FY18</b>	<b>FY19</b>	<b>FY20</b>	<b>Preliminary Plan</b>		<b>*Difference</b>
	<b>Actual</b>	<b>Actual</b>	<b>Adopted</b>	<b>FY20</b>	<b>FY21</b>	<b>FY20-FY21</b>
<b>Spending</b>						
<b>Personal Services</b>						
Additional Gross Pay	\$674	\$610	\$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	15,033	15,548	14,401	12,152	12,912	(1,490)
Overtime - Civilian	1,284	470	391	391	391	0
Unsalaries	28	52	14	14	15	0
<b>Subtotal</b>	<b>\$17,020</b>	<b>\$16,681</b>	<b>\$15,495</b>	<b>\$13,246</b>	<b>\$14,006</b>	<b>(\$1,489)</b>
<b>Other Than Personal Services</b>						
Contractual Services	\$4,863	\$2,680	\$150	\$358	\$150	\$0
Contractual Services - Social Svcs	803,799	814,724	528,425	510,251	508,772	(19,653)
Fixed & Misc. Charges	0	1,353	400	400	400	0
Other Services & Charges	59,503	60,715	4,199	12,199	4,096	(104)
Social Services	14,885	14,829	946	960	969	23
Supplies & Materials	52	75	0	0	0	0
<b>Subtotal</b>	<b>\$883,102</b>	<b>\$894,376</b>	<b>\$534,120</b>	<b>\$524,168</b>	<b>\$514,386</b>	<b>(\$19,734)</b>
<b>TOTAL</b>	<b>\$900,122</b>	<b>\$911,057</b>	<b>\$549,616</b>	<b>\$537,415</b>	<b>\$528,393</b>	<b>(\$21,223)</b>
<b>Funding</b>						
City Funds			\$165,320	\$153,102	\$144,086	(\$21,235)
Federal - Other			365,665	365,680	365,673	8
State			18,630	18,633	18,634	3
<b>TOTAL</b>	<b>\$900,122</b>	<b>\$911,057</b>	<b>\$549,616</b>	<b>\$537,415</b>	<b>\$528,393</b>	<b>(\$21,223)</b>
<b>Budgeted Headcount</b>						
Full-Time Positions - Civilian	243	232	271	221	225	(46)
<b>TOTAL</b>	<b>243</b>	<b>232</b>	<b>271</b>	<b>221</b>	<b>225</b>	<b>(46)</b>

\*The difference of Fiscal 2020 Adopted Budget compared to Fiscal 2021 Preliminary Budget.

<b>Child Welfare Support</b>						
<i>Dollars in Thousands</i>						
	<b>FY18</b>	<b>FY19</b>	<b>FY20</b>	<b>Preliminary Plan</b>		<b>*Difference</b>
	<b>Actual</b>	<b>Actual</b>	<b>Adopted</b>	<b>FY20</b>	<b>FY21</b>	<b>FY20-FY21</b>
<b>Spending</b>						
<b>Personal Services</b>						
Additional Gross Pay	\$3,014	\$3,047	\$1,406	\$1,406	\$1,406	\$0
Additional Gross Pay - Labor Reserve	47	76	0	0	0	0
Full-Time Salaried - Civilian	64,834	77,850	51,171	51,228	51,290	119
Overtime - Civilian	1,605	4,287	1,088	1,088	1,088	0
Unsalariated	217	243	233	233	233	0
<b>TOTAL</b>	<b>\$69,718</b>	<b>\$85,503</b>	<b>\$53,899</b>	<b>\$53,955</b>	<b>\$54,017</b>	<b>\$119</b>
<b>Funding</b>						
City Funds			\$10,817	\$10,839	\$10,862	\$46
Federal - Other			25,555	25,564	25,574	18
State			17,526	17,552	17,581	55
<b>TOTAL</b>	<b>\$69,718</b>	<b>\$85,503</b>	<b>\$53,899</b>	<b>\$53,955</b>	<b>\$54,017</b>	<b>\$119</b>
<b>Budgeted Headcount</b>						
Full-Time Positions - Civilian	991	971	781	781	781	0
<b>TOTAL</b>	<b>991</b>	<b>971</b>	<b>781</b>	<b>781</b>	<b>781</b>	<b>0</b>

\*The difference of Fiscal 2020 Adopted Budget compared to Fiscal 2021 Preliminary Budget.

<b>Department of Education Residential Care</b>						
<i>Dollars in Thousands</i>						
	<b>FY18</b>	<b>FY19</b>	<b>FY20</b>	<b>Preliminary Plan</b>		<b>*Difference</b>
	<b>Actual</b>	<b>Actual</b>	<b>Adopted</b>	<b>FY20</b>	<b>FY21</b>	<b>FY20-FY21</b>
<b>Spending</b>						
<b>Other Than Personal Services</b>						
Social Services	\$93,958	\$91,288	\$96,201	\$96,201	\$96,201	\$0
<b>TOTAL</b>	<b>\$93,958</b>	<b>\$91,288</b>	<b>\$96,201</b>	<b>\$96,201</b>	<b>\$96,201</b>	<b>\$0</b>
<b>Funding</b>						
City Funds			\$96,201	\$96,201	\$96,201	\$0
<b>TOTAL</b>	<b>\$93,958</b>	<b>\$91,288</b>	<b>\$96,201</b>	<b>\$96,201</b>	<b>\$96,201</b>	<b>\$0</b>

\*The difference of Fiscal 2020 Adopted Budget compared to Fiscal 2021 Preliminary Budget.



<b>Foster Care Services</b>						
<i>Dollars in Thousands</i>						
	<b>FY18</b>	<b>FY19</b>	<b>FY20</b>	<b>Preliminary Plan</b>		<b>*Difference</b>
	<b>Actual</b>	<b>Actual</b>	<b>Adopted</b>	<b>FY20</b>	<b>FY21</b>	<b>FY20-FY21</b>
<b>Spending</b>						
<b>Other Than Personal Services</b>						
Contractual Services - Social Services	\$453,477	\$466,037	\$498,911	\$497,278	\$486,259	(\$12,652)
Fixed & Misc. Charges	\$0	\$0	\$0	\$500	\$0	
Other Services & Charges	3,499	4,009	26,438	34,121	34,314	7,876
Social Services	54,421	54,594	58,914	64,139	58,914	0
<b>TOTAL</b>	<b>\$511,397</b>	<b>\$524,640</b>	<b>\$584,263</b>	<b>\$596,037</b>	<b>\$579,487</b>	<b>(\$4,776)</b>
<b>Funding</b>						
City Funds			\$231,093	\$240,790	\$225,278	(\$5,815)
Federal - Other			179,232	180,165	180,271	1,040
State			173,938	175,082	173,938	0
<b>TOTAL</b>	<b>\$511,397</b>	<b>\$524,640</b>	<b>\$584,263</b>	<b>\$596,037</b>	<b>\$579,487</b>	<b>(\$4,776)</b>

*\*The difference of Fiscal 2020 Adopted Budget compared to Fiscal 2021 Preliminary Budget.*

<b>Foster Care Support</b>						
<i>Dollars in Thousands</i>						
	<b>FY18</b>	<b>FY19</b>	<b>FY20</b>	<b>Preliminary Plan</b>		<b>*Difference</b>
	<b>Actual</b>	<b>Actual</b>	<b>Adopted</b>	<b>FY20</b>	<b>FY21</b>	<b>FY20-FY21</b>
<b>Spending</b>						
<b>Personal Services</b>						
Additional Gross Pay	\$1,558	\$1,583	\$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	33,706	33,020	46,426	46,426	46,426	0
Overtime - Civilian	4,611	4,686	878	878	878	0
P.S. Other	38	39	0	0	0	0
Unsalaries	206	101	2,211	2,211	2,211	0
<b>TOTAL</b>	<b>\$40,120</b>	<b>\$39,429</b>	<b>\$51,700</b>	<b>\$51,700</b>	<b>\$51,700</b>	<b>\$0</b>
<b>Funding</b>						
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
<b>TOTAL</b>	<b>\$40,120</b>	<b>\$39,429</b>	<b>\$51,700</b>	<b>\$51,700</b>	<b>\$51,700</b>	<b>\$0</b>
<b>Budgeted Headcount</b>						
Full-Time Positions - Civilian	494	497	712	712	712	0
<b>TOTAL</b>	<b>494</b>	<b>497</b>	<b>712</b>	<b>712</b>	<b>712</b>	<b>0</b>

*\*The difference of Fiscal 2020 Adopted Budget compared to Fiscal 2021 Preliminary Budget.*

<b>General Administration</b>						
<i>Dollars in Thousands</i>						
	<b>FY18</b>	<b>FY19</b>	<b>FY20</b>	<b>Preliminary Plan</b>		<b>*Difference</b>
	<b>Actual</b>	<b>Actual</b>	<b>Adopted</b>	<b>FY20</b>	<b>FY21</b>	<b>FY20-FY21</b>
<b>Spending</b>						
<b>Personal Services</b>						
Additional Gross Pay	\$2,795	\$2,972	\$1,889	\$1,889	\$1,889	\$0
Additional Gross Pay - Labor Reserve	21	51	0	0	0	0
Amounts to be Scheduled	0	0	30	30	30	0
Fringe Benefits	102	197	0	85	0	0
Full-Time Salaried - Civilian	66,439	71,717	89,148	89,490	102,359	13,211
Other Salaried	5	0	0	0	0	0
Overtime - Civilian	6,102	6,735	1,209	1,209	1,209	0
P.S. Other	(50)	(53)	0	0	0	0
Unsalaries	347	252	242	242	244	1
<b>Subtotal</b>	<b>\$75,761</b>	<b>\$81,872</b>	<b>\$92,518</b>	<b>\$92,945</b>	<b>\$105,731</b>	<b>\$13,212</b>
<b>Other Than Personal Services</b>						
Contractual Services	\$15,119	\$14,043	\$11,143	\$23,023	\$11,132	(\$10)
Contractual Services - Professional						
Services	2,753	1,347	3,283	1,989	3,283	0
Fixed & Misc. Charges	163	168	81	81	81	0
Other Services & Charges	64,904	77,127	60,283	62,642	63,784	3,501
Property & Equipment	705	415	774	996	798	24
Supplies & Materials	2,119	2,102	2,436	2,523	2,436	0
<b>Subtotal</b>	<b>\$85,763</b>	<b>\$95,202</b>	<b>\$78,001</b>	<b>\$91,254</b>	<b>\$81,515</b>	<b>\$3,514</b>
<b>TOTAL</b>	<b>\$161,524</b>	<b>\$177,074</b>	<b>\$170,519</b>	<b>\$184,199</b>	<b>\$187,246</b>	<b>\$16,727</b>
<b>Funding</b>						
City Funds			\$37,047	\$42,517	\$49,256	\$12,210
Federal - Other			76,067	78,300	77,301	1,234
State			57,405	63,383	60,689	3,283
<b>TOTAL</b>	<b>\$161,524</b>	<b>\$177,074</b>	<b>\$170,519</b>	<b>\$184,199</b>	<b>\$187,246</b>	<b>\$16,727</b>
<b>Budgeted Headcount</b>						
Full-Time Positions - Civilian	921	957	992	992	1,221	229
<b>TOTAL</b>	<b>921</b>	<b>957</b>	<b>992</b>	<b>992</b>	<b>1,221</b>	<b>229</b>

\*The difference of Fiscal 2020 Adopted Budget compared to Fiscal 2021 Preliminary Budget.

<b>Head Start</b>						
<i>Dollars in Thousands</i>						
	<b>FY18</b>	<b>FY19</b>	<b>FY20</b>	<b>Preliminary Plan</b>		<b>*Difference</b>
	<b>Actual</b>	<b>Actual</b>	<b>Adopted</b>	<b>FY20</b>	<b>FY21</b>	<b>FY20-FY21</b>
<b>Spending</b>						
<b>Personal Services</b>						
Additional Gross Pay	\$46	\$52	\$0	\$0	\$0	\$0
Full-Time Salaried - Civilian	2,236	2,200	1,949	1,949	1,949	0
Overtime - Civilian	63	73	0	0	0	0
Unsalaries	2	3	0	0	0	0
<b>Subtotal</b>	<b>\$2,347</b>	<b>\$2,328</b>	<b>\$1,949</b>	<b>\$1,949</b>	<b>\$1,949</b>	<b>\$0</b>
<b>Other Than Personal Services</b>						
Contractual Services	\$1,945	\$1,863	\$0	\$0	\$0	\$0
Contractual Services - Professional Services	440	870	0	0	0	0
Contractual Services - Social Services	145,721	181,410	0	10,157	0	0
Other Services & Charges	6,888	9,922	0	0	0	0
Supplies & Materials	230	325	0	0	0	0
<b>Subtotal</b>	<b>\$155,224</b>	<b>\$194,390</b>	<b>\$0</b>	<b>\$10,157</b>	<b>\$0</b>	<b>\$0</b>
<b>TOTAL</b>	<b>\$157,571</b>	<b>\$196,717</b>	<b>\$1,949</b>	<b>\$12,106</b>	<b>\$1,949</b>	<b>\$0</b>
<b>Funding</b>						
City Funds			\$1,703	\$11,861	\$1,703	\$0
State			245	245	245	0
<b>TOTAL</b>	<b>\$157,571</b>	<b>\$196,717</b>	<b>\$1,949</b>	<b>\$12,106</b>	<b>\$1,949</b>	<b>\$0</b>
<b>Budgeted Headcount</b>						
Full-Time Positions - Civilian	33	31	12	12	12	0
<b>TOTAL</b>	<b>33</b>	<b>31</b>	<b>12</b>	<b>12</b>	<b>12</b>	<b>0</b>

\*The difference of Fiscal 2020 Adopted Budget compared to Fiscal 2021 Preliminary Budget.

<b>Juvenile Justice Support</b>						
<i>Dollars in Thousands</i>						
	<b>FY18</b>	<b>FY19</b>	<b>FY20</b>	<b>Preliminary Plan</b>		<b>*Difference</b>
	<b>Actual</b>	<b>Actual</b>	<b>Adopted</b>	<b>FY20</b>	<b>FY21</b>	<b>FY20-FY21</b>
<b>Spending</b>						
<b>Personal Services</b>						
Additional Gross Pay	\$317	\$125	\$0	\$0	\$0	\$0
Fringe Benefits	5	2	0	0	0	0
Fringe Benefits - SWB	3	0	0	0	0	0
Full-Time Salaried - Civilian	2,492	1,293	3,182	3,182	3,182	0
Overtime - Civilian	1,179	414	568	568	568	0
<b>Subtotal</b>	<b>\$3,997</b>	<b>\$1,833</b>	<b>\$3,750</b>	<b>\$3,750</b>	<b>\$3,750</b>	<b>\$0</b>
<b>Other Than Personal Services</b>						
Contractual Services	\$6,215	\$5,958	\$7,983	\$7,983	\$7,816	(\$166)
Fixed & Misc. Charges	449	500	0	0	0	0
Other Services & Charges	1,829	2,030	161	161	161	0
Property & Equipment	95	80	39	38	39	0
Supplies & Materials	182	217	255	256	255	0
<b>Subtotal</b>	<b>\$8,770</b>	<b>\$8,785</b>	<b>\$8,438</b>	<b>\$8,438</b>	<b>\$8,271</b>	<b>(\$166)</b>
<b>TOTAL</b>	<b>\$12,767</b>	<b>\$10,618</b>	<b>\$12,188</b>	<b>\$12,188</b>	<b>\$12,021</b>	<b>(\$166)</b>
<b>Funding</b>						
City Funds			\$7,120	\$7,120	\$6,954	(\$166)
State			5,068	5,068	5,068	0
<b>TOTAL</b>	<b>\$12,767</b>	<b>\$10,618</b>	<b>\$12,188</b>	<b>\$12,188</b>	<b>\$12,021</b>	<b>(\$166)</b>
<b>Budgeted Headcount</b>						
Full-Time Positions - Civilian	26	16	69	69	69	0
<b>TOTAL</b>	<b>26</b>	<b>16</b>	<b>69</b>	<b>69</b>	<b>69</b>	<b>0</b>

\*The difference of Fiscal 2020 Adopted Budget compared to Fiscal 2021 Preliminary Budget.

<b>Non-Secure Detention</b>						
<i>Dollars in Thousands</i>						
	<b>FY18</b>	<b>FY19</b>	<b>FY20</b>	<b>Preliminary Plan</b>		<b>*Difference</b>
	<b>Actual</b>	<b>Actual</b>	<b>Adopted</b>	<b>FY20</b>	<b>FY21</b>	<b>FY20-FY21</b>
<b>Spending</b>						
<b>Personal Services</b>						
Additional Gross Pay	\$13	\$15	\$0	\$0	\$0	\$0
Full-Time Salaried - Civilian	862	837	533	533	533	0
Overtime - Civilian	124	207	228	228	228	0
<b>Subtotal</b>	<b>\$999</b>	<b>\$1,059</b>	<b>\$760</b>	<b>\$760</b>	<b>\$760</b>	<b>\$0</b>
<b>Other Than Personal Services</b>						
Contractual Services	\$9,204	\$19,263	\$18,899	\$18,282	\$17,566	(\$1,334)
Contractual Services - Professional Services	1	0	1	1	1	0
Other Services & Charges	-	115	-	-	0	0
Supplies & Materials	49	17	85	91	85	0
<b>Subtotal</b>	<b>\$9,254</b>	<b>\$19,395</b>	<b>\$18,986</b>	<b>\$18,375</b>	<b>\$17,653</b>	<b>(\$1,334)</b>
<b>TOTAL</b>	<b>\$10,253</b>	<b>\$20,454</b>	<b>\$19,747</b>	<b>\$19,135</b>	<b>\$18,413</b>	<b>(\$1,334)</b>
<b>Funding</b>						
City Funds			\$12,883	\$7,271	\$11,549	(\$1,334)
Federal - Other			\$0	\$0	\$0	
State			6,864	11,864	6,864	0
<b>TOTAL</b>	<b>\$10,253</b>	<b>\$20,454</b>	<b>\$19,747</b>	<b>\$19,135</b>	<b>\$18,413</b>	<b>(\$1,334)</b>
<b>Budgeted Headcount</b>						
Full-Time Positions - Civilian	15	11	26	26	26	0
<b>TOTAL</b>	<b>15</b>	<b>11</b>	<b>26</b>	<b>26</b>	<b>26</b>	<b>0</b>

*\*The difference of Fiscal 2020 Adopted Budget compared to Fiscal 2021 Preliminary Budget.*

<b>Placements</b>						
<i>Dollars in Thousands</i>						
	<b>FY18</b>	<b>FY19</b>	<b>FY20</b>	<b>Preliminary Plan</b>		<b>*Difference</b>
	<b>Actual</b>	<b>Actual</b>	<b>Adopted</b>	<b>FY20</b>	<b>FY21</b>	<b>FY20-FY21</b>
<b>Spending</b>						
<b>Personal Services</b>						
Additional Gross Pay	\$201	\$105	\$0	\$0	\$0	\$0
Full-Time Salaried - Civilian	6,585	8,488	8,882	8,882	8,882	0
Overtime - Civilian	179	275	50	50	50	0
Unsalaries	8	18	0	0	0	0
<b>Subtotal</b>	<b>\$6,972</b>	<b>\$8,886</b>	<b>\$8,932</b>	<b>\$8,932</b>	<b>\$8,932</b>	<b>\$0</b>
<b>Other Than Personal Services</b>						
Contractual Services	\$72,696	\$81,053	\$75,491	\$106,221	\$112,057	\$36,566
Contractual Services - Professional Services	176	4,342	0	4,110	1,609	1,609
Fixed & Misc. Charges	0	0	0	2,957	0	0
Other Services & Charges	1,549	5,171	3,371	4,071	4,371	1,000
Payments to OCFS	23,000	14,720	31,361	17,134	31,361	0
Property & Equipment	80	588	-	658	0	0
Social Services	1,288	1,312	17	17	17	0
Supplies & Materials	-	0	0	0	0	0
<b>Subtotal</b>	<b>\$98,790</b>	<b>\$107,186</b>	<b>\$110,239</b>	<b>\$135,168</b>	<b>\$149,415</b>	<b>\$39,176</b>
<b>TOTAL</b>	<b>\$105,763</b>	<b>\$116,072</b>	<b>\$119,171</b>	<b>\$144,100</b>	<b>\$158,347</b>	<b>\$39,176</b>
<b>Funding</b>						
City Funds			\$106,158	\$121,086	\$145,334	\$39,176
Federal - Other			\$8,740	\$8,740	\$8,740	0
State			4,273	14,273	4,273	0
<b>TOTAL</b>	<b>\$105,763</b>	<b>\$116,072</b>	<b>\$119,171</b>	<b>\$144,100</b>	<b>\$158,347</b>	<b>\$39,176</b>
<b>Budgeted Headcount</b>						
Full-Time Positions - Civilian	90	146	70	70	70	0
<b>TOTAL</b>	<b>90</b>	<b>146</b>	<b>70</b>	<b>70</b>	<b>70</b>	<b>0</b>

*\*The difference of Fiscal 2020 Adopted Budget compared to Fiscal 2021 Preliminary Budget.*

<b>Preventive Homemaking Services</b>						
<i>Dollars in Thousands</i>						
	<b>FY18</b>	<b>FY19</b>	<b>FY20</b>	<b>Preliminary Plan</b>		<b>*Difference</b>
	<b>Actual</b>	<b>Actual</b>	<b>Adopted</b>	<b>FY20</b>	<b>FY21</b>	<b>FY20-FY21</b>
<b>Spending</b>						
<b>Other Than Personal Services</b>						
Contractual Services - Social Services	\$26,713	\$29,726	\$20,639	\$26,713	\$20,639	\$0
<b>TOTAL</b>	<b>\$26,713</b>	<b>\$29,726</b>	<b>\$20,639</b>	<b>\$26,713</b>	<b>\$20,639</b>	<b>\$0</b>
<b>Funding</b>						
City Funds			\$2,684	\$2,684	\$2,684	\$0
Federal - Other			17,066	17,066	17,066	0
Intra City			0	6,074	0	0
State			888	888	888	0
<b>TOTAL</b>	<b>\$26,713</b>	<b>\$29,726</b>	<b>\$20,639</b>	<b>\$26,713</b>	<b>\$20,639</b>	<b>\$0</b>

\*The difference of Fiscal 2020 Adopted Budget compared to Fiscal 2021 Preliminary Budget.

<b>Preventive Services</b>						
<i>Dollars in Thousands</i>						
	<b>FY18</b>	<b>FY19</b>	<b>FY20</b>	<b>Preliminary Plan</b>		<b>*Difference</b>
	<b>Actual</b>	<b>Actual</b>	<b>Adopted</b>	<b>FY20</b>	<b>FY21</b>	<b>FY20-FY21</b>
<b>Spending</b>						
<b>Personal Services</b>						
Additional Gross Pay	\$331	\$253	\$568	\$568	\$568	\$0
Fringe Benefits	0	0	0	0	0	0
Full-Time Salaried - Civilian	15,919	16,664	13,216	13,216	13,216	0
Overtime - Civilian	586	187	140	140	140	0
Unsalaries	4	9	0	0	0	0
<b>Subtotal</b>	<b>\$16,839</b>	<b>\$17,112</b>	<b>\$13,924</b>	<b>\$13,924</b>	<b>\$13,924</b>	<b>\$0</b>
<b>Other Than Personal Services</b>						
Contractual Services	\$153	\$72	\$153	\$153	\$153	\$0
Contractual Services - Social Services	245,994	280,726	289,122	290,471	292,643	3,520
Fixed & Misc. Charges	72	77	-	77	0	0
Fixed & Misc. Charges - Section 8	3,100	3,300	3,300	3,300	3,300	0
Other Services & Charges	3,059	3,004	1,127	1,127	1,127	0
Social Services	20,997	20,913	24,107	24,107	24,107	0
<b>Subtotal</b>	<b>\$273,376</b>	<b>\$308,092</b>	<b>\$317,810</b>	<b>\$319,235</b>	<b>\$321,330</b>	<b>\$3,520</b>
<b>TOTAL</b>	<b>\$290,215</b>	<b>\$325,204</b>	<b>\$331,734</b>	<b>\$333,159</b>	<b>\$335,254</b>	<b>\$3,520</b>
<b>Funding</b>						
City Funds			\$52,552	\$53,977	\$53,517	\$966
Federal - Other			\$96,417	\$96,417	\$96,417	0
Intra City			\$343	\$343	\$343	0
State			182,422	182,422	184,977	2,555
<b>TOTAL</b>	<b>\$290,215</b>	<b>\$325,204</b>	<b>\$331,734</b>	<b>\$333,159</b>	<b>\$335,254</b>	<b>\$3,520</b>
<b>Budgeted Headcount</b>						
Full-Time Positions - Civilian	195	224	203	203	203	0
<b>TOTAL</b>	<b>195</b>	<b>224</b>	<b>203</b>	<b>203</b>	<b>203</b>	<b>0</b>

\*The difference of Fiscal 2020 Adopted Budget compared to Fiscal 2021 Preliminary Budget.

<b>Protective Services</b>						
<i>Dollars in Thousands</i>						
	<b>FY18</b>	<b>FY19</b>	<b>FY20</b>	<b>Preliminary Plan</b>		<b>*Difference</b>
	<b>Actual</b>	<b>Actual</b>	<b>Adopted</b>	<b>FY20</b>	<b>FY21</b>	<b>FY20-FY21</b>
<b>Spending</b>						
<b>Personal Services</b>						
Additional Gross Pay	\$10,792	\$10,034	\$8,787	\$8,787	\$8,787	\$0
Amounts to be Scheduled	\$0	0	28	28	28	0
Fringe Benefits	\$1	1	1	1	1	0
Full-Time Salaried - Civilian	\$193,311	206,199	243,481	244,367	246,898	3,417
Overtime - Civilian	40,865	37,762	9,821	7,821	2,921	(6,900)
Unsalaries	55	63	437	437	440	3
<b>Subtotal</b>	<b>\$245,025</b>	<b>\$254,058</b>	<b>\$262,555</b>	<b>\$261,441</b>	<b>\$259,075</b>	<b>(\$3,480)</b>
<b>Other Than Personal Services</b>						
Contractual Services - Social Services	\$53,075	\$58,910	\$57,801	\$60,821	\$57,643	(\$158)
Fixed & Misc. Charges	\$16,508	\$17,850	\$0	\$12,367	\$0	0
Other Services & Charges	1,458	2,756	0	0	0	0
Social Services	6,305	5,462	4,662	4,662	4,662	0
<b>Subtotal</b>	<b>\$77,346</b>	<b>\$84,979</b>	<b>\$62,463</b>	<b>\$77,850</b>	<b>\$62,305</b>	<b>(\$158)</b>
<b>TOTAL</b>	<b>\$322,370</b>	<b>\$339,037</b>	<b>\$325,017</b>	<b>\$339,291</b>	<b>\$321,380</b>	<b>(\$3,638)</b>
<b>Funding</b>						
City Funds			54,189	\$60,857	\$52,949	(\$1,240)
Federal - Other			128,363	\$130,330	\$127,733	(630)
State			142,466	148,104	140,698	(1,768)
<b>TOTAL</b>	<b>\$322,370</b>	<b>\$339,037</b>	<b>\$325,017</b>	<b>\$339,291</b>	<b>\$321,380</b>	<b>(\$3,638)</b>
<b>Budgeted Headcount</b>						
Full-Time Positions - Civilian	3,269	3,345	3,558	3,558	3,582	24
<b>TOTAL</b>	<b>3,269</b>	<b>3,345</b>	<b>3,558</b>	<b>3,558</b>	<b>3,582</b>	<b>24</b>

*\*The difference of Fiscal 2020 Adopted Budget compared to Fiscal 2021 Preliminary Budget.*

<b>Secure Detention</b>						
<i>Dollars in Thousands</i>						
	<b>FY18</b>	<b>FY19</b>	<b>FY20</b>	<b>Preliminary Plan</b>		<b>*Difference</b>
	<b>Actual</b>	<b>Actual</b>	<b>Adopted</b>	<b>FY20</b>	<b>FY21</b>	<b>FY20-FY21</b>
<b>Spending</b>						
<b>Personal Services</b>						
Additional Gross Pay	\$1,289	\$1,588	\$3	\$3	\$3	\$0
Fringe Benefits	66	87	0	0	0	0
Full-Time Salaried - Civilian	12,950	24,154	19,242	19,242	19,242	0
Overtime - Civilian	4,299	5,049	2,441	2,441	2,441	0
<b>Subtotal</b>	<b>\$18,604</b>	<b>\$30,878</b>	<b>\$21,686</b>	<b>\$21,686</b>	<b>\$21,686</b>	<b>\$0</b>
<b>Other Than Personal Services</b>						
Contractual Services	\$4,307	\$8,761	\$3,987	\$8,863	\$9,969	\$5,982
Contractual Services - Professional Services	204	238	209	245	209	0
Fixed & Misc. Charges	423	298	332	608	932	600
Other Services & Charges	1,936	3,893	49,752	5,750	9,617	(40,134)
Payments to OCFS	5	0	0	120	0	0
Property & Equipment	63	33	145	142	145	0
Supplies & Materials	2,190	3,278	3,082	3,841	3,082	0
<b>Subtotal</b>	<b>\$9,128</b>	<b>\$16,500</b>	<b>\$57,508</b>	<b>\$19,569</b>	<b>\$23,956</b>	<b>(\$33,552)</b>
<b>TOTAL</b>	<b>\$27,732</b>	<b>\$47,378</b>	<b>\$79,193</b>	<b>\$41,255</b>	<b>\$45,641</b>	<b>(\$33,552)</b>
<b>Funding</b>						
City Funds			\$60,752	\$17,782	\$27,136	(33,616)
Federal - Other			344	349	354	10
State			18,097	23,124	18,151	54
<b>TOTAL</b>	<b>\$27,732</b>	<b>\$47,378</b>	<b>\$79,193</b>	<b>\$41,255</b>	<b>\$45,641</b>	<b>(\$33,552)</b>
<b>Budgeted Headcount</b>						
Full-Time Positions - Civilian	279	665	497	497	497	0
<b>TOTAL</b>	<b>279</b>	<b>665</b>	<b>497</b>	<b>497</b>	<b>497</b>	<b>0</b>

*\*The difference of Fiscal 2020 Adopted Budget compared to Fiscal 2021 Preliminary Budget.*



## F. Additional Performance Indicators

Performance Indicators	Actual			Target		4-Month Actual	
	FY17	FY18	FY19	FY20	FY21	FY19	FY20
Total days all children spent in foster care	4,062,642	3,923,854	3,686,234	*	*	1,258,956	1,198,656
Number of moves in foster care per 1,000 care days	1.6	1.7	1.7	1.4	1.4	1.8	1.7
Discharges from Close to Home placement (dispositional order complete)	182	173	115	*	*	45	28
Number of releases to Close to Home aftercare	194	151	122	*	*	31	30
Number in Close to Home aftercare (average)	97	69	54	*	*	56	48
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)	0.08	0.04	0.02	0.05	0.05	0	0.17
Weapon recovery rate (average per 100 total ADP), detention	0.06	0.07	0.09	↓	↓	0.03	0.18
Illegal substance/prescription or OTC medication recovery rate (average per 100 total ADP), detention	0.06	0.06	0.09	↓	↓	0.03	0.06
Child abuse and/or neglect allegation cases with credible evidence of abuse and/or neglect, rate (average per 100 total ADP), detention	NA	0	0	↓	↓	0	0
Residents seen within 24 hours of sick call report (%)	100%	100%	100%	100%	100%	NA	100%
General health care cost per youth per day, detention (\$)	\$163	\$241	\$171	*	*	NA	NA
Youth admitted to detention with previous admission(s) to detention (%)	64.0%	58.5%	58.7%	*	*	NA	NA
Collisions involving City vehicles	30	33	16	*	*	7	11
Workplace injuries reported	214	215	288	*	*	93	11
Completed requests for interpretation	94,860	135,252	113,959	*	*	NA	NA
Letters responded to in 14 days (%)	88.4%	80.9%	75.0%	*	*	71.0%	NA
E-mails responded to in 14 days (%)	97.3%	82.8%	80.4%	*	*	76.5%	NA