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Report of the Finance Division on the
Fiscal 2018 Preliminary Budget and the
Fiscal 2017 Preliminary Mayor's Management Report for the
Administration for Children's Services

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Administration for Children's Services Overview

The Administration for Children's Services (ACS or the agency) is responsible for the protection and wellness of the City's children, youth, and families through the provision of quality child welfare, juvenile justice, and early child care and education services.

The Division of Early Care and Education provides child care and education services for children from six weeks to school-age to eligible families and children. Specifically, the Division oversees the administration of child care services purchased from private non-profit agencies and informal providers. Along with the provision of child care vouchers, the Division offers child care services to close to 100,000 children.

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

The agency's Divisions of Child Protection, Preventive Services, Family Court Legal Services, and Family Permanency Services all play a part in ensuring the wellbeing and protection of the City's children from abuse or neglect. ACS completes more than 55,000 investigations of suspected child abuse or neglect each year. Direct services for children and families are provided largely through contracts with private providers of preventive services, foster care, and adoption services, while child protection investigations and case work is handled by ACS employees.

This report provides a review of the Administration for Children's Services Preliminary Budget for Fiscal 2018. In the first section, the highlights of the agency's proposed \$3.03 billion Fiscal 2018 expense budget are presented, including initiatives funded by the Council and the impact of State budget actions.

The report then presents the agency's budget by program area and provides analysis of significant program areas, discusses initiatives included in the November and Preliminary Financial Plans and reviews relevant sections of the Preliminary Mayor's Management Report for Fiscal 2017. This is followed by a review of the proposed capital budget for ACS with a discussion of significant changes proposed to the \$315.4 million Capital Plan for Fiscal 2017-2021 and the Department's Ten-Year Capital Strategy for Fiscal 2018-2027. Finally, the appendices are included to highlight the Budget Actions in the November and Preliminary Plans and the Contract Budget.

Fiscal 2018 Preliminary Budget Highlights

The City's Preliminary Fiscal 2018 Budget is \$84.7 billion, \$2.6 billion more than the Fiscal 2017 Adopted Budget of \$82.1 billion. The Fiscal 2018 Preliminary Budget includes \$61.6 billion in City tax-levy funding and \$23.1 billion in non-City funds.

The Administration for Children's Services (ACS) Fiscal 2018 Preliminary Budget totals \$3.03 billion (including City and non-City funds); this represents approximately 3.5 percent of the City's total Budget. ACS' Fiscal 2018 Preliminary Budget is \$55.6 million more than the Fiscal 2017 Adopted Budget of \$2.97 billion.

Table 1: ACS Expense Budget						
	2015	2016	2017	Preliminary Plan		*Difference
<i>Dollars in Thousands</i>	Actual	Actual	Adopted	2017	2018	2017 - 2018
Personal Services	\$422,046	\$419,908	\$454,007	\$451,222	\$491,050	\$37,043
Other Than Personal Services	2,404,648	2,455,212	2,523,925	2,579,644	2,542,502	18,577
TOTAL	\$2,826,694	\$2,875,120	\$2,977,932	\$3,030,866	\$3,033,552	\$55,620

*The difference of Fiscal 2017 Adopted Budget compared to Fiscal 2018 Preliminary Budget.

When compared to the Fiscal 2017 Adopted Budget, personal services (PS) in the Fiscal 2018 Preliminary Budget increases by \$37 million. Of the \$37 million increase in PS spending, \$26 million is for protective services. Other Than Personal Services (OTPS) spending increases by \$18.6 million when comparing the Fiscal 2018 Preliminary Budget to the Fiscal 2017 Adopted Budget. The majority of this increase can be attributed to contractual services for preventive services.

ACS' Fiscal 2018 Preliminary Budget does not include any new need spending, but does include \$119.6 million in savings for Fiscal 2017 and \$13.2 million in Fiscal 2018. Through the Citywide Savings Program, the Office of Management and Budget (OMB) asked all agencies to identify efficiencies, alternative funding sources, and programmatic changes that would yield budgetary savings without reducing service levels. The Citywide Savings Program presented in the Preliminary Plan would reduce City spending by \$514.6 million in Fiscal 2017 and \$580.6 million in Fiscal 2018.

Savings initiatives for ACS include:

- **Realignment of Head Start Grant.** The Fiscal 2018 Preliminary Budget cuts \$3.3 million in City-tax levy (CTL) spending for Fiscal 2018 and in the outyears for the Head Start program. By more accurately claiming reimbursements for administrative costs related to the program, ACS will increase the Head Start grant revenue by the same amount.
- **Improved Reimbursements for Non-Secure Placement.** Recent changes in ACS' administrative cost allocation allowed the agency to recalibrate its PS spending for non-secure placements and thereby increase State and federal reimbursements for this program. Previously, PS spending for non-secure placements was 100 percent City funded, now ACS is able to leverage more State and federal funding for PS costs, and decrease City funding for PS to approximately 41 percent. In Fiscal 2017 and in the outyears, ACS will save \$4.3 million in CTL through improved reimbursements for non-secure placements.
- **Close to Home Surplus.** As the number of juveniles in detention facilities continues to decrease, ACS is able to reduce spending in this program area. For Fiscal 2018 and in the

outyears, funding for ACS' Close to Home program will decrease by \$5.6 million in CTL. Services provided at detention facilities will not be impacted by this decrease in funding.

- **Prior Year Revenue.** ACS' Fiscal 2018 Preliminary Budget reflects a one-time savings of \$115.2 million in Fiscal 2017 due to prior year revenue without an associated receivable that the agency was able to bill to the State or federal government. ACS is now able to bill for these receivables and City funds have been replaced by State and federal revenue, resulting in a net zero impact.

Financial Plan Summary

Table 2: ACS Financial Summary						
<i>Dollars in Thousands</i>						
	2015 Actual	2016 Actual	2017 Adopted	Preliminary Plan		*Difference
				2017	2018	2017 - 2018
Spending						
Personal Services	\$422,046	\$419,908	\$454,007	\$451,222	\$491,050	\$37,043
Other Than Personal Services	2,404,648	2,455,212	2,523,925	2,579,644	2,542,502	18,577
TOTAL	\$2,826,694	\$2,875,120	\$2,977,932	\$3,030,866	\$3,033,552	\$55,620
Personal Services						
Child Care Services	\$885,528	\$902,654	\$942,428	\$962,244	\$938,806	(\$3,622)
Head Start	170,120	163,745	173,225	175,535	173,225	0
Adoption Services	264,173	254,415	279,946	273,542	273,542	(6,404)
Child Welfare Support	49,898	53,178	53,026	53,031	53,899	873
Dept. of Ed. Residential Care	100,599	106,687	96,201	96,201	96,201	0
Foster Care Services	494,060	517,870	526,453	530,449	529,873	3,420
Foster Care Support	37,546	33,206	49,608	49,608	50,278	670
Preventive Homemaking Services	17,510	23,000	18,486	20,639	20,639	2,153
Preventive Services	228,051	234,944	247,777	256,437	271,049	23,272
Protective Services	242,371	253,992	263,748	270,063	297,937	34,189
General Administration	136,458	145,503	136,547	145,592	143,654	7,107
Alternatives To Detention	5,680	7,557	1,280	8,455	1,068	(212)
Juvenile Justice Support	10,650	12,101	12,416	12,141	12,021	(395)
Non-Secure Detention	16,095	16,236	16,511	15,554	16,176	(335)
OCFS Residential Placements	139,762	123,341	132,248	132,304	128,582	(3,666)
Secure Detention	28,193	26,691	28,033	29,071	26,603	(1,430)
TOTAL	\$2,826,694	\$2,875,120	\$2,977,932	\$3,030,866	\$3,033,552	\$55,620
Funding						
City Funds	\$930,146	\$924,121	\$908,221	\$776,321	\$899,287	(\$8,934)
Other Categorical	0	0	0	0	0	0
State	594,155	631,323	710,244	858,665	775,968	65,724
Federal - Community Development	2,963	2,963	2,963	2,963	2,963	0
Federal - Other	1,218,095	1,240,742	1,279,902	1,316,315	1,278,731	(1,171)
Intra City	81,335	75,971	76,602	76,602	76,602	0
TOTAL	\$2,826,694	\$2,875,120	\$2,977,932	\$3,030,866	\$3,033,552	\$55,620
Budgeted Headcount						
Full-Time Positions	5,921	5,972	7,115	7,116	7,112	(3)
Full-Time Equivalent Positions	51	28	66	62	62	(4)
TOTAL	5,972	6,000	7,181	7,178	7,174	(7)

*The difference of Fiscal 2017 Adopted Budget compared to Fiscal 2018 Preliminary Budget.

As indicated by ACS' Financial Plan Summary, the majority of the Administration for Children's Services Fiscal 2018 Preliminary Budget is derived from federal funding. Approximately \$1.3 billion, or 42 percent of agency's budget are from federal revenue sources, \$899.3 million, or 30 percent from City funds, and \$776 million, or 26 percent are from State funds.

State funding is scheduled to increase by \$65.7 million overall when comparing the Fiscal 2018 Preliminary Budget to the Fiscal 2017 Adopted Budget. Of this \$65.7 million, \$59.7 million is from the State Child Welfare Services grant. City funding decreases by \$8.9 million; this is the net impact of \$13.2 million in savings from the Citywide Savings Program, and increases for child care services and general administration. The \$1.1 million decrease in federal funding is the net impact of a \$6 million increase for Foster Care Title IV-E funding and a decrease in federal Child Adult Care Food Program funding of \$8.5 million.

The largest areas of spending by the agency are child care services, foster care services, protective services, adoption services, and preventive services. As previously mentioned, spending for protective and preventive services increases in Fiscal 2018 when compared to the Fiscal 2017 Adopted Budget. The agency's overall headcount decreases by seven positions, four of which are for full-time staff at secure detention facilities. It is important to note that the agency's vacancy rate for budgeted positions in Fiscal 2017 is substantial. As of January 2017, ACS' actual headcount totals 6,191 positions, a difference of 990 positions compared to the Fiscal 2017 budgeted headcount of 7,181. The agency anticipates hiring for these vacant position in Fiscal 2018, which accounts for the large increase in PS spending for protective services when comparing the Fiscal 2018 Preliminary Budget to the Fiscal 2017 Adopted Budget for this program area.

ACS' Fiscal 2018 Preliminary Budget includes no new needs. This is especially concerning given the number of high profile child deaths in recent months, and recommendations as a result of investigations into these deaths. It is anticipated that ACS' Fiscal 2018 Executive Budget will include significant new need spending.

Of the \$55.6 million increase in spending for Fiscal 2018 when compared to the Fiscal 2017 Adopted Budget, \$11.6 million are due to other adjustments in the November and Preliminary Financial Plans. The largest other adjustment for the agency is a \$19.7 million increase in Fiscal 2018 and \$12 million in Fiscal 2017 to fund the City's collective bargaining agreement (CBA) with DC 1707, Local 205, and the Day Care Council of New York.

The CBA impacts approximately 3,000 workers. Salaries for teachers grow from \$36,000 to \$44,000 and teachers with a Master's degree will earn \$50,000, up from \$39,000 by 2020. For non-classroom workers, wages are increased by 10 percent or to \$15 per hour. The CBA agreement also includes health care benefits for full-time and part-time workers. Workers may choose from three health benefits, MetroPlus Goldcare I, MetroPlus Goldcare II, and Emblem Health. MetroPlus Goldcare I provides in network coverage at only New York City's Health + Hospitals, while MetroPlus Goldcare II provides full MetroPlus coverage, including providers outside of the NYC Health + Hospitals system. Emblem Health coverage is only available to employees residing outside of New York City that meet eligibility requirements. CBA funding for Fiscal 2019 grows to \$21.3 million.

Additional significant other adjustments for Fiscal 2018 are \$6.7 million in baseline State funding from the Foster Care Block Grant and a baseline decrease of \$8.5 million for the Child Adult Care Food Program, which impacts ACS' child care services program area.

Council Initiatives

The Fiscal 2017 Adopted Budget includes \$17.5 million for City Council initiatives that support child development and wellbeing, as well as provide greater access to child care services. These funds include \$9.8 million for discretionary child care, \$2.8 million for the City's First Readers

Initiative, \$3 million for Priority 5 child care vouchers, and \$500,000 for a new Youth Health Initiative.

Table 3: Fiscal 2017 Council Changes at Adoption	
<i>Dollars in Thousands</i>	
Council Initiatives	
Child Care Vouchers	\$3,000
City's First Readers	2,792
Crisis Management System	450
Discretionary Child Care	9,859
Supportive Alternatives to Violent Encounters (SAVE)	600
Youth Health Initiative	500
Subtotal	\$17,201
Local Initiatives	\$297
TOTAL	\$17,498

- Priority 5 Vouchers Child Care Vouchers.** Through a \$3 million allocation, the Council enhanced baseline funding for Priority 5 child care vouchers for low-income families with school-aged children. The Council successfully negotiated with the Administration to provide an additional \$1.4 million for child care vouchers, for a total of \$4.4 million for Fiscal 2017.
- City's First Readers.** With the Department of Youth and Community Development (DYCD) operating as the contracting agency, the Council allocated \$2.7 million to support the City's First Readers Initiative, a citywide partnership to expand access to early literacy support for thousands of families with children from birth to five years old. Each of the initiative's partners uses a different, specialized approach to reach more than 55,000 parents and children. Partner organizations include the New York, Brooklyn, and Queens Borough public libraries, as well as non-profit and medical professionals for the promotion and study of early literacy. In its second year receiving Council funding, the City's First Readers Initiative has expanded to include a twelfth partner, the Committee for Hispanic Children and Families, and an evaluation of partner practices.
- Crisis Management System.** The Council allocated \$450,000 to ACS to build upon its existing work to bring violence interruption and cure violence programming to Close to Home non-secure placement sites. The initiative aims to reduce the risk of youth engaging in violent behavior and change community norms to stop the spread of violence. Violence interrupters work to prevent shootings and violence by mediating potentially lethal conflict. The program's credible messengers utilize their own experiences to promote an anti-violence message and outreach workers involve community leaders to address and improve community norms regarding violence. The \$450,000 was allocated evenly to five groups: Life Camp, Inc., Good Shepherd Services, Inc., Getting Out and Staying Out, Inc., Central Family Life Center, and Gangstas Making Astronomical Community Changes, Inc.
- Discretionary Child Care.** The \$9.85 million allocation allows the Council to support 12 child care programs that either do not have not an Early Learn contract with ACS or have an Early Learn contract that does not sufficiently fund their program. The funding sustained both center-based child care and home-based child care through family child care networks.

- **Supportive Alternatives to Violent Encounters (SAVE).** This initiative supports community-based organizations that provide prevention, legal representation, counseling, advocacy, referrals, programming, training and domestic violence related services. ACS' portion of the SAVE initiative funds CONNECT, which uses its Council funding to support two of the organization's programs: Community Empowerment Program (CEP) and Legal Advocacy Program. Most of the funding goes towards CEP, which utilizes community organizing, education, and capacity building to assist the development of community-based responses to intimate and gender-based violence.
- **Youth Health Initiative.** The Youth Health Initiative (YHI) is part of the Council's larger \$5 million Young Women's Initiative, launched in Fiscal 2017. YHI provides youth in foster care, juvenile detention, and other City facilities access to inclusive health care and health education. Health education will include sexual health literacy. Funding will also provide supports for culturally relevant sexual and reproductive health care, including competency for lesbian, gay, bisexual, queer (LGBQ) and transgender and gender nonconforming (TGNC) populations. To better understand the needs of the target populations, ACS conducted a survey of foster care and juvenile justice facilities to assess what type of health related information already being disseminated to youth. By the end of the fiscal year, ACS will create a trauma-informed curriculum targeted towards foster care youth and youth in the juvenile justice system. The agency has met with Mount Sinai as well as the Department of Health and Mental Hygiene (DOHMH) to understand the trauma-informed care models they are using, and how those models can be applied to the curriculum ACS is developing.

Contract Budget

The City's Contract Budget, as proposed, totals \$14.4 billion in Fiscal 2018, a decrease of \$604.9 million, or four percent when compared to the Fiscal 2017 Adopted Budget of \$14.99 billion.

The Administration for Children's Services provides a range of services, including child care, foster care, and preventive services through contracted providers. The agency's Fiscal 2018 contracts budget totals \$1.89 billion, an increase of \$18.6 million when compared to the Fiscal 2017 Adopted Budget.

Table 4: ACS Fiscal 2018 Preliminary Contract Budget*Dollars in Thousands*

Category	Fiscal 2017 Adopted	Number of Contracts	Fiscal 2018 Preliminary	Number of Contracts
Child Welfare Services	\$266,123	342	\$294,657	341
Children's Charitable Institutions	457,682	70	459,671	70
Cleaning Services	1,506	12	1,664	12
Contractual Services - General	110,329	62	103,253	63
Data Processing Equipment Maintenance	2,095	3	1,690	3
Day Care Of Children	838,305	681	836,217	681
Head Start	165,685	89	162,686	89
Homemaking Services	18,486	9	21,201	9
Maintenance and Operation of Infrastructure	10	1	10	1
Maintenance and Repairs - General	3,734	17	3,000	17
Office Equipment Maintenance	6	1	6	1
Printing Services	210	3	210	3
Prof. Services - Accounting Services	289	1	289	1
Prof. Services - Computer Services	3,738	20	3,198	20
Prof. Services - Legal Services	171	4	131	4
Prof. Services - Other	352	2	228	2
Security Services	2,740	7	2,747	7
Telecommunications Maintenance	563	2	111	2
Temporary Services	835	2	508	2
Training Program for City Employees	34	2	34	2
TOTAL	\$1,872,895	1,330	\$1,891,511	1,330

ACS' Fiscal 2018 contract budget primarily funds child care services, with 44 percent budgeted in the "Day Care of Children" contract category, totaling just over \$836.2 million for 681 contracts. Funding for "Children's Charitable Institutions" and "Child Welfare Services" totals \$459.6 million and \$294.6 million, respectively, comprising 40 percent of the total contract budget. In addition to providing direct services to children and their families, ACS' contract budget supports other services, including maintenance, security, and professional services.

Revenue

ACS' main sources of revenue are from federal and State sources. In Fiscal 2018 federal revenues totals \$1.28 billion, a decrease of \$1.1 million when compared to the Fiscal 2017 Adopted Budget. Approximately 42 percent of ACS' Fiscal 2018 Preliminary Budget is derived from federal revenue sources. The main sources of federal revenue for the agency are from Foster Care Title IV, Head Start Grant, Child Care and Development Block Grant, Adoption Assistance, and Title XX Social Services Block Grant.

Federal Revenue

Table 5: ACS Federal Revenue Budget Overview				
<i>Dollars in Thousands</i>				
Federal Revenue Sources	2017 Adopted	Preliminary Plan		*Difference 2017 - 2018
		2017	2018	
Community Development Block Grant	\$2,963	\$2,963	\$2,963	\$0
ADM FOR CHILD,YTH,FAM ABUSE & NEGLCT ACT	114	114	114	0
ADOPTION ASSISTANCE	116,594	113,906	113,906	(2,688)
ADOPTION ASSISTANCE - ADMINISTRATION	2,111	2,092	2,092	(19)
CHILD ADULT CARE FOOD PROGRAM	8,616	100	100	(8,516)
CHILD CARE & DEVEL.BLOCK GRANT	489,702	512,839	489,702	0
CHILD SUPPORT ADMINISTRATION	62	62	62	0
COMALERT GER/LIKE SKILLS EMPOW	0	251	34	34
EMERGENCY INCOME MAINTANCE ADM	2,856	2,856	2,856	0
Emergency Planning for Juvenile Justice	0	56	75	75
Enhance Safety of Children Affected by S	62	62	62	0
ENHANCED FAMILY CONFERENCING I	163	163	0	(163)
FOOD STAMP EMPLOY.& TRAINING	11,500	12,111	11,500	0
FOSTER CARE TITLE IV-E	158,588	166,552	168,244	9,656
FOSTER CARE TITLE IV-E PREVENTIVE SVCS	22,516	22,516	22,516	0
HEAD START GRANT	129,313	131,623	129,313	0
HHS Programs for Disaster Relief Appropriation	0	8,909	0	0
INDEPENDENT LIVING	7,591	7,591	7,591	0
MEDICAL ASSISTANCE PROGRAM	5,267	5,404	5,404	137
PROMOTING SAFE AND STABLE FAMILIES	22,072	22,819	22,072	0
School Lunch- Prisons	688	688	344	(344)
SOC SERV BLK GRANT TITLXX CHILD WELFARE	115,242	115,242	115,242	0
SOC SERV 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	78,394	78,394	79,085	691
TEMP.ASST NEEDY FAMILY 100%FED	0	3,548	0	0
TITLE IV-E - PROTECTIVE SERVICES	13,427	13,427	13,427	0
TITLE IV-E - FOSTER CARE ADMINISTRATION	55,108	55,074	55,074	(34)
TOTAL	\$1,282,865	\$1,319,278	\$1,281,694	(\$1,170)

**The difference of Fiscal 2017 Adopted Budget compared to Fiscal 2018 Preliminary Budget.*

As indicated by the table above, ACS' federal revenue reflects a minimal decrease of \$1.1 million when comparing the Fiscal 2018 Preliminary Budget to the Fiscal 2017 Adopted Budget. This decrease is primarily the result of the net impact of a \$9.6 million increase for Foster Care Title IV-E funding, and a decrease of \$8.5 million from the Child Adult Care Food Program. Foster Care Title IV-E funding for New York City are federal reimbursements for services preventing children from entering foster care. In New York, the federal share is 50 percent, and this funding offsets the State and local costs of providing foster care services. The federal Child Adult Care Food Program is a nutrition education and meal reimbursement program that provides nutritious and safely prepared meals and snacks to children in day care settings, including Head Start programs. This decrease impacts the child care services program area, for more information, please refer to page 12 of this report.

State Revenue

Table 6: ACS State Revenue Budget Overview
Dollars in Thousands

State Revenue Sources	2017 Adopted	Preliminary Plan		*Difference 2017 - 2018
		2017	2018	
ADOPTION	\$98,227	\$95,963	\$95,963	(\$2,264)
CHILD SUPPORT ADMINISTRATION	16	16	16	0
FOSTER CARE BLOCK GRANT	228,173	234,940	234,940	6,767
JD-PINS REMANDS	2,301	2,301	2,301	0
JUVENILE OFFENDERS DETENTION	30,468	30,468	30,468	0
Local Government Records Management	0	75	0	0
MEDICAID-HEALTH & MEDICAL CARE	205	227	227	22
MEDICAL ASSISTANCE ADMINISTRAT	4,234	4,349	4,349	115
Non-Secure Detention Services	2,652	5,120	2,652	0
NY/NY III HOUSING SUPPORT	0	2,166	2,166	2,166
Safe Harbour for Exploited Children	0	448	440	440
Safety Net	60	60	60	0
Secure Detention Services	28,342	50,044	27,040	(1,302)
SPECIAL EDUCATION SERVICES	17,724	17,724	17,724	0
STATE CAPITAL REIMBURSEMENT	0	0	0	0
STATE CHILD WELFARE SERVICES	297,841	410,934	357,622	59,781
SUPERVISION & TREATMENT SERVIC	0	3,830	0	0
TOTAL	\$710,244	\$858,665	\$775,968	\$65,724

**The difference of Fiscal 2017 Adopted Budget compared to Fiscal 2018 Preliminary Budget.*

As previously mentioned, State funding accounts for 26 percent of ACS' Fiscal 2018 Budget. State revenue increases by \$65.7 million when comparing the agency's Fiscal 2018 Preliminary as a result of \$59.8 million in increased reimbursements from the Child Welfare Services grant. The increase in reimbursements from this State grant is reflected in the protective services and preventive services program areas.

2017-2018 State Executive Budget Highlights

The Fiscal 2017-2018 State Executive Budget includes five proposals that are expected to have an impact on ACS' budget and provision of services. The most significant proposal is increasing the City's share of the Foster Care Block Grant, which has the anticipated impact of \$21.3 million for the City.

- Balance the Foster Care Block Grant.** The Foster Care Block Grant (FCBG) currently provides State reimbursement for local social service districts' costs for children in foster care. The State share has increased from 46 percent to 54 percent since 2011, and is projected to reach 57 percent by Fiscal 2018. At the same time, the local share has decreased from 39 percent to 33 percent since 2011. The State's proposal would balance State and local shares at an estimated 50 percent, net of federal funding. The State anticipates the City paying an additional \$21.3 million if the State and local shares for FCGB were to be 50 percent each.
- Raise the Age of Juvenile Jurisdiction.** The Fiscal 2018 Executive Budget advances legislation to raise the age of juvenile jurisdiction to age 17 on January 1, 2019 and to age 18 on January 1, 2020. Additional reform measures include comprehensive diversion, probation, and programming services for 16 and 17-year-old youth who will be involved in the juvenile justice system. These reforms would give juveniles the best chance at turning their lives

around while ensuring public safety. ACS in previous years has committed to fully cover the costs incurred by implementing the Raise the Age initiative if the State legislation is passed.

- **Reauthorize the Child Welfare Financing Structure.** The Budget extends for five years the current child welfare financing structure, which has helped to incentivize reductions in the foster care population by providing an open-ended 62 percent State reimbursement for child protective and preventive services, and a fixed block grant for more expensive foster care placements. In addition, this proposal maintains the 62 percent open-ended State share for adoption administration and independent living.
- **Maintain Child Care Funding.** The federal Child Care Block Grant Development Act of 2014 enacted new requirements related to health and safety and subsidy eligibility that imposed unfunded mandates on New York. The estimated new annual costs that are well greater than the \$300 million level of total federal support for New York's child care programs. The Governor's proposal includes \$806 million to maintain current levels of child care subsidies. The State will work aggressively to secure additional funding or sensible regulatory relief from this unprecedented, unfunded Federal mandate.
- **Post-Adopt, Post-Guardianship, and Other Permanency Services for Children in Foster Care.** The State Executive Budget adds \$2 million for a total of \$7 million, for post-adoption, post-guardianship and other post-permanency services for children who were in foster care.

Program Areas

ACS' mandate is to protect and promote the safety and well-being of New York City's children and families by providing early care and education, child welfare, and juvenile justice services. The agency's budget is categorized into sixteen distinct program areas that are aligned with ACS' services and responsibilities.

Early Care and Education Program Areas

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

Child Care Services

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

Table 7: Child Care Services						
<i>Dollars in Thousands</i>						
	2015	2016	2017	Preliminary Plan		*Difference
	Actual	Actual	Adopted	2017	2018	2017 - 2018
Spending						
Personal Services						
Additional Gross Pay	\$1,071	\$903	\$678	\$678	\$678	\$0
Additional Gross Pay - Labor Reserve	226	37	0	0	0	0
Amounts to be Scheduled	0	0	9	9	11	2
Full-Time Salaried - Civilian	15,486	15,680	18,479	17,762	20,710	2,231
Overtime - Civilian	173	167	391	391	391	0
Unsalaries	92	11	11	11	11	0
Subtotal	\$17,048	\$16,798	\$19,568	\$18,852	\$21,801	\$2,233
Other Than Personal Services						
Contractual Services	\$0	\$20	\$5,081	\$5,081	\$3,901	(\$1,180)
Contractual Services - Social Services	811,978	827,911	838,304	857,499	836,217	(2,087)
Fixed & Misc. Charges	1,800	511	3,960	2,861	4,347	387
Other Services & Charges	39,436	42,532	60,342	62,974	57,559	(2,783)
Social Services	15,211	14,831	15,120	14,926	14,930	(190)
Supplies & Materials	55	52	52	51	51	(1)
Subtotal	\$868,480	\$885,857	\$922,859	\$943,392	\$917,005	(\$5,854)
TOTAL	\$885,528	\$902,654	\$942,428	\$962,244	\$938,806	(\$3,622)
Funding						
City Funds			\$350,185	\$351,220	\$353,029	\$2,844
Federal - Community Development			2,963	2,963	2,963	0
Federal - Other			521,271	540,051	513,946	(7,325)
Intra City			38,909	38,909	38,909	0
State			29,100	29,101	29,960	860
TOTAL	\$885,528	\$902,654	\$942,428	\$962,244	\$938,806	(\$3,622)
Budgeted Headcount						
Full-Time Positions - Civilian	266	257	346	346	346	0
TOTAL	266	257	346	346	346	0

*The difference of Fiscal 2017 Adopted Budget compared to Fiscal 2018 Preliminary Budget.

The proposed budget for child care services for Fiscal 2018 totals \$938.8 million, a decrease of \$3.6 million when compared to the Fiscal 2017 Adopted Budget. This decrease is the net impact of several budget actions. First, ACS' Fiscal 2018 Budget includes a baseline reduction of \$7.8 million from the Child Adult Care Program (CACFP) federal grant, which is allocated through the State. The State will now directly distribute funding to three providers, instead of using ACS as an intermediary to designate funding. The three managing providers for the CACFP grant, which provides nutritious meals and snacks to infants and children as a regular part of their day care, are the Child Care Network, Women's Housing and Economic Development Corporation (WHEDco), and Treemont Monterey Day Care. Second, the absence of one-time Council funding totaling \$14.7 million for discretionary child care. Third, the \$3 million in savings due to the realignment of AN Head Start grant, and lastly, the CBA agreement totaling \$19.7 million. Lastly, \$2.2 million in PS funding that was reduced in Fiscal 2017, but included in the Fiscal 2018 Preliminary Budget.

Head Start

The Head Start program is a federally funded, family-centered child development program for low-income children ages three to five, which promotes intellectual, social, emotional and physical growth in order to develop each child's potential for successful living. Head Start offers

educational programs for children and a wide variety of opportunities and support services for their families. Started in 1965, Head Start is one of ACS' oldest programs. The agency sponsors Head Start centers in neighborhoods throughout all of New York City.

Table 8: Head Start						
<i>Dollars in Thousands</i>						
	2015 Actual	2016 Actual	2017 Adopted	Preliminary Plan		*Difference
				2017	2018	2017 - 2018
Spending						
Personal Services						
Additional Gross Pay	\$30	\$10	\$0	\$0	\$0	\$0
Additional Gross Pay - Labor Reserve	5	0	0	0	0	0
Full-Time Salaried - Civilian	225	432	4,593	4,593	4,593	0
Overtime - Civilian	8	58	0	0	0	0
Subtotal	\$268	\$500	\$4,593	\$4,593	\$4,593	\$0
Other Than Personal Services						
Contractual Services	\$6,854	\$3,092	\$0	\$3,728	\$0	\$0
Contractual Services - Professional Services	0	0	289	689	289	0
Contractual Services - Social Services	155,777	152,591	165,686	165,323	162,686	(3,000)
Fixed & Misc. Charges	3	3	0	0	0	0
Other Services & Charges	6,744	7,204	1,679	801	4,679	3,000
Supplies & Materials	472	354	978	400	978	0
Subtotal	\$169,851	\$163,244	\$168,632	\$170,942	\$168,632	\$0
TOTAL	\$170,120	\$145,503	\$173,225	\$175,535	\$173,225	\$0
Funding						
City Funds			\$4,245	\$4,245	\$4,245	\$0
Federal - Other			129,980	132,290	129,980	0
Intra City			37,351	37,351	37,351	0
State			1,649	1,649	1,649	0
TOTAL	\$170,120	\$145,503	\$173,225	\$175,535	\$173,225	\$0
Budgeted Headcount						
Full-Time Positions - Civilian	3	12	59	59	59	0
TOTAL	3	12	59	59	59	0

*The difference of Fiscal 2017 Adopted Budget compared to Fiscal 2018 Preliminary Budget.

Funding for Head Start remains unchanged when comparing the Fiscal 2018 Preliminary Budget to the Fiscal 2017 Adopted Budget.

Early Learn Performance Measures

As indicated by the following table, the average number of children being served by EarlyLearn contractors during the first four months of Fiscal 2017 declined by 1.3 percent from 28,629 in the first four months of Fiscal 2016 to 28,260. This decrease is a result of a three percent decline in average center-based enrollment from 21,730 to 21,080 when comparing the same time period as contract enrollment.

The decrease in center-based program is largely attributed to the continuous challenge of hiring high-quality certified teachers to teach at ACS EarlyLearn centers. This has been an issue for ACS for several years now, as the Department of Education's (DOE) Universal Pre-Kindergarten (UPK) teachers earn more than EarlyLearn teachers, and both teachers provide similar instruction to young children.

The average home-based family child care enrollment in the City increase by 4.1 percent when comparing the first four months of Fiscal 2017 to the same time period in Fiscal 2016, which indicates a need for quality infant and toddler care across the City. Center-based child care

utilization declined from 77 percent to 75 percent, while family care utilization increased from 80 percent to 84 percent.

Table 9: ACS Early Care and Education Performance Indicators	Actual			Target		4-Month Actual	
	FY14	FY15	FY16	FY17	FY18	FY16	FY17
Average EarlyLearn contract enrollment	30,422	30,079	30,671	31,000	31,300	28,629	28,260
EarlyLearn - Average center-based enrollment	24,068	23,077	23,396	23,600	23,800	21,730	21,080
EarlyLearn - Average family child care enrollment	6,354	7,002	7,275	7,400	7,500	6,899	7,180
Average EarlyLearn Utilization (%)	82%	82%	83%	85%	85%	78%	77%
Average EarlyLearn Utilization - Center-based (%)	85%	82%	83%	85%	85%	77%	75%
Average EarlyLearn Utilization - Family child care (%)	74%	81%	85%	85%	85%	80%	84%
EarlyLearn - Fiscal year spending per child based on average enrollment in Contract Family Child Care	\$8,629	\$8,577	\$8,715	*	*	NA	NA
EarlyLearn - Budget per slot in contract family child care	\$9,340	\$9,347	\$9,522	*	*	NA	NA
EarlyLearn - Fiscal Year Spending per Child based on Average Enrollment in Contract Centers	14,302	15,598	16,754	*	*	NA	NA

Source: Fiscal 2017 Preliminary Mayor's Management Report

Child Care Vouchers Performance Measures

When comparing the first four months of Fiscal 2017 to the same time period in Fiscal 2016, child care voucher enrollment declined by less than one percent, from 68,195 to 67,648. The decline in voucher enrollment is a result of the 1.3 percent decrease in mandated voucher enrollment from 55,537 to 54,809, coupled with an increase in voucher enrollment for other eligible children by four percent from 12,335 to 12,839. Use of vouchers for informal child care declined by eight percent during the first four months of Fiscal 2017 when compared to the first four months of Fiscal 2016 from 16,558 to 15,200, while center-based voucher enrollment increased by less than one percent from 27,464 to 27,724. Family child care voucher enrollment rose six percent from 23,272 to 24,722 during this same time period. The increase in voucher enrollment for more formal forms of child care, and the decrease in informal settings is most likely attributed to parents' increased knowledge of the importance of quality early care and education available in formal settings.

Table 10: ACS Child Care Vouchers Performance Indicators	Actual			Target		4-Month Actual	
	FY14	FY15	FY16	FY17	FY18	FY16	FY17
Average child care voucher enrollment	67,541	66,801	67,527	*	*	68,195	67,648
Average mandated children voucher enrollment	54,852	55,000	54,761	*	*	55,537	54,809
Average other eligible children voucher enrollment	12,689	11,801	12,659	*	*	12,335	12,839
Average center-based child care voucher enrollment	26,401	27,052	27,132	*	*	27,464	27,724
Average family child care voucher enrollment	21,507	22,177	24,119	*	*	23,272	24,722
Average informal (home-based) child care voucher enrollment	19,633	17,572	15,976	*	*	16,558	15,200
Fiscal year spending per child - Center-based child care vouchers	\$8,524	\$8,936	\$9,280	*	*	NA	NA
Fiscal year spending per child - Family child care vouchers	\$7,500	\$7,575	\$7,659	*	*	NA	NA
Fiscal year spending per child - Legally exempt (informal child care) vouchers	\$4,144	\$4,119	\$4,140	*	*	NA	NA

Source: Fiscal 2017 Preliminary Mayor's Management Report

Abuse in Child Care Performance Measures

As shown in the following table, the number of substantiated reports of abuse and/or neglect for children in child care during the first four months of Fiscal 2017 totaled an increase of 23 cases when compared to the same time period in Fiscal 2016. The number of substantiated claims of

abuse and/or neglect for children in child care decreased by five percent when comparing the first four months of Fiscal 2017 to the first four months of Fiscal 2016.

Table 11: ACS Abuse in Child Care Performance Indicators	Actual			Target		4-Month Actual	
	FY14	FY15	FY16	FY17	FY18	FY16	FY17
Abuse and/or neglect reports for children in child care	413	492	584	*	*	191	214
Abuse and/or neglect reports for children in child care that are substantiated (%)	22%	28%	15%	*	*	21%	16%

Source: Fiscal 2017 Preliminary Mayor's Management Report

Child Welfare Program Areas

ACS' child welfare programs primarily provides support and stabilizes 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.

Adoption Services

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

Table 12: Adoption Services						
Dollars in Thousands						
	2015 Actual	2016 Actual	2017 Adopted	Preliminary Plan		*Difference
				2017	2018	2017 - 2018
Spending						
Personal Services						
Additional Gross Pay	\$166	\$90	\$251	\$251	\$251	\$0
Additional Gross Pay - Labor Reserve	32	2	0	0	0	0
Full-Time Salaried - Civilian	2,047	2,020	1,456	1,456	1,456	0
Overtime - Civilian	7	18	183	183	183	0
Unsalaries	0	3	37	37	37	0
Subtotal	\$2,252	\$2,133	\$1,927	\$1,927	\$1,927	\$0
Other Than Personal Services						
Contractual Services - Social Services	\$1,173	\$0	\$1,173	\$1,173	\$1,173	\$0
Other Services & Charges	22	0	22	22	22	0
Social Services	260,726	252,282	276,824	270,420	270,420	(6,404)
Subtotal	\$261,921	\$252,282	\$278,019	\$271,615	\$271,615	(\$6,404)
TOTAL	\$264,173	\$254,415	\$279,946	\$273,542	\$273,542	(\$6,404)
Funding						
City Funds			\$61,112	\$59,706	\$59,706	(\$1,406)
Federal - Other			118,860	116,154	116,154	(2,706)
State			99,974	97,682	97,682	(2,292)
TOTAL	\$264,173	\$254,415	\$279,946	\$273,542	\$273,542	(\$6,404)
Budgeted Headcount						
Full-Time Positions - Civilian	34	33	26	26	26	0
TOTAL	34	33	26	26	26	0

*The difference of Fiscal 2017 Adopted Budget compared to Fiscal 2018 Preliminary Budget.

The proposed budget for adoption services for Fiscal 2018 totals \$273.5 million, a decrease of \$6.4 million when compared to the Fiscal 2017 Adopted Budget. This decrease is a result of a baselined \$6.4 million transfer from other services and charges to protective services program area to fund transportation and medical services.

Adoption Performance Measures

The number of children who achieved permanency through adoption and Kinship Guardian Assistance (KinGap) marginally increased in the first four months of Fiscal 2017 when compared to the first four months of Fiscal 2016. During this same time period, the number of adoptions rose from 254 to 266, an increase of almost five percent. ACS attributes the increases in these indicators to the implementation of a number of strategies to identify and improve processes that affect time to permanency.

Table 13: ACS Adoption Performance Indicators	Actual			Target		4-Month Actual	
	FY14	FY15	FY16	FY17	FY18	FY16	FY17
Median length of stay in foster care before child is adopted (months)	55.1	53.3	50.5	50	50	NA	NA
Children adopted	1,101	1,004	1,052	*	*	254	266
Children eligible for adoption (average)	1,248	1,092	1,053	*	*	989	945
Kinship Guardianship Assistance discharges	251	275	343	*	*	88	97

Source: Fiscal 2017 Preliminary Mayor's Management Report

Child Welfare Support

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

Table 14: Child Welfare Support						
Dollars in Thousands						
	2015 Actual	2016 Actual	2017 Adopted	Preliminary Plan		*Difference
				2017	2018	2017 - 2018
Spending						
Personal Services						
Additional Gross Pay	\$3,798	\$2,697	\$1,406	\$1,406	\$1,406	\$0
Additional Gross Pay - Labor Reserve	603	90	0	0	0	0
Full-Time Salaried - Civilian	45,390	50,232	50,299	50,303	51,171	872
Overtime - Civilian	87	104	1,088	1,088	1,088	0
Unsalaries	20	55	233	233	233	0
TOTAL	\$49,898	\$53,178	\$53,026	\$53,031	\$53,899	\$873
Funding						
City Funds			\$12,872	\$12,873	\$13,224	\$352
Federal - Other			22,996	22,997	23,149	153
State			17,158	17,160	17,526	368
TOTAL	\$49,898	\$53,178	\$53,026	\$53,031	\$53,899	\$873
Budgeted Headcount						
Full-Time Positions - Civilian	699	765	781	781	781	0
TOTAL	699	765	781	781	781	0

*The difference of Fiscal 2017 Adopted Budget compared to Fiscal 2018 Preliminary Budget.

Funding for child welfare support increased by approximately \$873,000 when comparing the Fiscal 2018 Preliminary Budget to the Fiscal 2017 Adopted Budget. This increase is tied to full-time salaried spending where one-time funding decreases in Fiscal 2017 due to hiring lags are restored in Fiscal 2018. ACS anticipates it will be able fill all vacancies in this program area for Fiscal 2018 to reflect the budgeted headcount of 781 positions.

Department of Education (DOE) Residential Care

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

Table 15: Department of Education Residential Care						
<i>Dollars in Thousands</i>						
	2015 Actual	2016 Actual	2017 Adopted	Preliminary Plan		*Difference
				2017	2018	2017 - 2018
Spending						
Other Than Personal Services						
Social Services	\$100,559	\$106,687	\$96,201	\$96,201	\$96,201	\$0
TOTAL	\$100,559	\$106,687	\$96,201	\$96,201	\$96,201	\$0
Funding						
City Funds			\$78,477	\$78,477	\$78,477	\$0
State			17,724	17,724	17,724	0
TOTAL	\$100,559	\$106,687	\$96,201	\$96,201	\$96,201	\$0

*The difference of Fiscal 2017 Adopted Budget compared to Fiscal 2018 Preliminary Budget.

The Fiscal 2018 Preliminary Budget for DOE Residential Care remains unchanged from the Fiscal 2017 Adopted Budget of \$96.2 million. Approximately \$78.5 million of the \$96.2 million provided for DOE Residential Care are City funds. The remainder of the funds, \$17.7 million, is New York State special education services dollars.

Foster Care Services

Funding in the Foster Care Services program area supports ACS contracts with private foster care agencies that place children either with a foster family or in a congregate care facility. Contract Foster Care (CFC) payments to service providers cover per diem care and maintenance for foster care children, along with other miscellaneous costs. Funding also covers costs such as food, clothing, shelter, daily supervision, school supplies, personal incidentals, liability insurance, and travel arrangements, e.g. visits to a child's home.

Table 16: Foster Care Services						
<i>Dollars in Thousands</i>						
	2015 Actual	2016 Actual	2017 Adopted	Preliminary Plan		*Difference
				2017	2018	2017 - 2018
Spending						
Other Than Personal Services						
Contractual Services - Social						
Services	\$441,968	\$464,653	\$467,546	\$468,717	\$469,447	\$1,901
Other Services & Charges	33	174	8,679	2,191	1,512	(7,167)
Social Services	52,059	53,042	50,227	59,540	58,914	8,687
TOTAL	\$494,060	\$517,870	\$526,453	\$530,449	\$529,873	\$3,420
Funding						
City Funds			\$155,725	\$74,535	\$154,363	(\$1,362)
Federal - Other			167,375	286,799	208,012	40,637
State			203,353	169,114	167,498	(35,855)
TOTAL	\$494,060	\$517,870	\$526,453	\$530,449	\$529,873	\$3,420

*The difference of Fiscal 2017 Adopted Budget compared to Fiscal 2018 Preliminary Budget.

The Fiscal 2018 Preliminary Budget for foster care services totals \$529.8 million, an increase of \$3.4 million when compared to the Fiscal 2017 Adopted Budget. This increase is the net impact of \$1.9 million for the City University of New York (CUNY) re-housing initiative, which provides

year-round housing for 40 foster youth who are in college, a decrease of \$7.1 million for other services and charges due to the shifting of cost of living adjustment (COLA) funds out of this program area into the preventive and protective program areas, and an increase of \$8.6 million for social services primarily as a result of the \$6.7 million in additional baseline funding from the State Foster Care Block Grant.

Foster Care Performance Indicators

The number of children entering foster care and the total number of children in foster care both declined, which is a continuation of an eight-year trend. During the first four months of Fiscal 2017, the number of children entering foster care decreased by four percent from 1,304 during the first four months of Fiscal 2016 to 1,254. The number of children in foster care declined by 14 percent, from 10,408 to 8,958 when comparing the first four months of Fiscal 2017 to the same time period in Fiscal 2016. In addition, the number of total days all children spent in foster care declined from 1,529,491 to 1,371,743, or 10 percent during this same time period.

One of ACS' core goals is to provide children who cannot remain safely at home with safe and stable foster care environment. One measure of this goal is the number of children in family foster care, per 100,000 care days, for whom a child protective investigation finds credible evidence that abuse or neglect have taken place in the foster home. The rate of maltreatment in care increased from 5.7 percent per 100,00 care days during the first four months of Fiscal 2016 to 6.1 percent per 100,000 care days during the same time period in Fiscal 2017. According the ACS, this increase may reflect a heightened level of scrutiny in addressing possible abuse or neglect in foster care following the implementation of a new ACS Child Safety Alert protocol beginning in 2016. This new protocol includes intensive monitoring, training and technical assistance to foster care providers, as well as developing new methods for foster and adoptive parent recruitment, retention, and support.

Table 17: ACS Foster Care Performance Indicators	Actual			Target		4-Month Actual	
	FY14	FY15	FY16	FY17	FY18	FY16	FY17
All children entering foster care (preliminary)	4,501	4,233	3,695	*	*	1,304	1,254
Children placed in foster care in their community	33%	37%	36%	37%	37%	37%	47%
Children in residential care	923	929	859	*	*	898	829
Children discharged to permanency within a year of placement (%)	33%	31%	32%	35%	35%	NA	NA
Children in care 12-23 months discharged to permanency (%)	22%	20%	24%	27%	27%	NA	NA
Children in care 24 or more months discharged to permanency (%)	23%	23%	25%	27%	27%	NA	NA
Children who re-enter foster care within a year of discharge to family (%) (preliminary)	9%	9%	8%	7%	7%	9%	7%
School Attendance Rate - Children in Foster Care (%)	82%	83%	83%	*	*	85%	84%
Total days all children spent in foster care	4,976,399	4,710,116	4,379,682	*	*	1,529,491	1,371,743
Number of moves in foster care per 1,000 care days	1.4	1.5	1.4	1.4	1.4	1.5	1.5
Children maltreated during family foster care placement per 100,000 care days	3.1	4	5.2	4.2	4.2	5.7	6.1
Siblings placed simultaneously in the same foster home (%) (preliminary)	88%	89%	91%	*	*	89%	91%
Children entering foster care who are placed with relatives (%) (preliminary)	26%	28%	26%	30%	30%	27%	27%
Median length of stay for children entering foster care for the first time who are returned to parent (months)	7.5	6.6	7.7	6	6	NA	NA
Children returned to parents (reunifications)	2,940	2,506	2,507	*	*	845	671
Children returned to parent(s) within 12 months (%) (preliminary)	58%	60%	59%	60%	60%	61%	55%

Source: Fiscal 2017 Preliminary Mayor's Management Report

Foster Care Support

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

Table 18: Foster Care Support						
<i>Dollars in Thousands</i>						
	2015	2016	2017	Preliminary Plan		*Difference
	Actual	Actual	Adopted	2017	2018	2017 - 2018
Spending						
Personal Services						
Additional Gross Pay	\$3,217	\$1,393	\$2,185	\$2,185	\$2,185	\$0
Additional Gross Pay - Labor Reserve	562	18	0	0	0	0
Full-Time Salaried - Civilian	31,145	29,050	44,334	44,334	45,004	670
Overtime - Civilian	916	1,253	878	878	878	0
P.S. Other	30	28	0	0	0	0
Unsalariated	1,676	1,464	2,211	2,211	2,211	0
TOTAL	\$37,546	\$33,206	\$49,608	\$49,608	\$50,278	\$670
Funding						
City Funds			\$12,102	\$12,102	\$12,372	\$270
Federal - Other			21,722	21,722	21,839	117
State			15,784	15,784	16,067	283
TOTAL	\$37,546	\$33,206	\$49,608	\$49,608	\$50,278	\$670
Budgeted Headcount						
Full-Time Positions - Civilian	453	470	712	712	712	0
TOTAL	453	470	712	712	712	0

*The difference of Fiscal 2017 Adopted Budget compared to Fiscal 2018 Preliminary Budget.

Funding for foster care support in the Fiscal 2018 Preliminary Budget increased by a minimal \$670,000 when compared to the Fiscal 2017 Adopted Budget. This increase is for full-time salaried personal services costs.

Preventive Homemaking Services

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

Table 19: Preventive Homemaking Services						
<i>Dollars in Thousands</i>						
	2015	2016	2017	Preliminary Plan		*Difference
	Actual	Actual	Adopted	2017	2018	2017 - 2018
Spending						
Other Than Personal Services						
Contractual Services - Social Services	\$17,510	\$23,000	\$18,486	\$20,639	\$20,639	\$2,153
TOTAL	\$17,510	\$23,000	\$18,486	\$20,639	\$20,639	\$2,153
Funding						
City Funds			\$1,619	\$2,684	\$2,684	\$1,065
Federal - Other			16,867	17,066	17,066	199
State			0	888	888	888
TOTAL	\$17,510	\$23,000	\$18,486	\$20,639	\$20,639	\$2,153

*The difference of Fiscal 2017 Adopted Budget compared to Fiscal 2018 Preliminary Budget.

The Fiscal 2018 Preliminary Budget for preventive homemaking services totals \$20.6 million, an increase of \$2.1 million when compared to the Fiscal 2017 Adopted Budget. This increase is

associated with COLA for preventive homemaking contractual services to raise wages to a minimum \$15 per hour.

Preventive Services

Preventive services are administered by ACS as to avert the need for foster care placement and to expedite the discharge of children from foster care to reunite them with their families.

Table 20: Preventive Services

Dollars in Thousands

	2015 Actual	2016 Actual	2017 Adopted	Preliminary Plan		*Difference 2017 - 2018
				2017	2018	
Spending						
Personal Services						
Additional Gross Pay	\$720	\$312	\$567	\$567	\$567	\$0
Additional Gross Pay - Labor Reserve	153	8	0	0	0	0
Full-Time Salaried - Civilian	11,506	12,780	11,835	11,977	12,204	0
Overtime - Civilian	84	35	140	140	140	0
Unsalaries	26	0	0	0	0	0
Subtotal	\$12,490	\$13,135	\$12,542	\$12,684	\$12,911	\$0
Other Than Personal Services						
Contractual Services	\$79	\$145	\$0	\$258	\$440	\$440
Contractual Services - Social Services	189,099	198,045	212,931	216,103	233,223	20,292
Fixed & Misc. Charges - Section 8	3,300	1,221	3,300	3,300	3,300	0
Other Services & Charges	840	2,265	840	3573	840	0
Social Services	22,243	20,133	18163	20519	20335	0
Subtotal	\$215,561	\$221,809	\$235,234	\$243,753	\$258,138	(\$3,666)
TOTAL	\$228,051	\$234,944	\$247,776	\$256,437	\$271,049	\$23,273
Funding						
City Funds			\$26,365	\$24,965	\$30,668	\$4,303
Federal - Other			94,278	94,614	94,678	400
Intra City			343	\$343	343	0
State			126,790	136,516	145,360	18,570
TOTAL	\$228,051	\$234,944	\$247,776	\$256,437	\$271,049	\$23,273
Budgeted Headcount						
Full-Time Positions - Civilian	169	176	187	187	187	0
TOTAL	169	176	187	187	187	0

*The difference of Fiscal 2017 Adopted Budget compared to Fiscal 2018 Preliminary Budget.

Funding for preventive services increases by \$23.3 million in Fiscal 2018, for a total of \$271 million. Of the \$23.3 million increase, \$17.6 million is the result of increased State revenue from the Child Welfare Services grant that ACS is able to claim for the creation of additional preventive slots as part of its Child Welfare Reforms introduced in Fiscal 2016. These reforms increased the number of preventive slots by 200. The remaining increase in funding is due to \$3 million in CTL for COLA wage adjustments, which were previously in a holding code in the foster care services program area, and \$2 million in State funding for NY/NY III supportive housing for foster care youth.

Preventive Services Performance Indicators

During the first four months of Fiscal 2016 and Fiscal 2017, the number of families entering child welfare preventive services remained relatively unchanged. The number of families entering specialized teen preventive services during this same time period declined from 488 to 412, or approximately 16 percent. To increase enrollment in specialized teen programs, ACS is restructuring the service referral process to better match families with services. Additionally,

the ACS Workforce Institute is providing ongoing training in motivational interviewing to preventive services staff to increase family engagement in services at the time of referral. This ongoing training is coupled with ACS senior leaders meeting regularly with preventive provider agencies to discuss strategies to improve engagement with families.

Table 21: ACS Preventive Services Performance Indicators	Actual			Target		4-Month Actual	
	FY14	FY15	FY16	FY17	FY18	FY16	FY17
Families entering child welfare preventive services	10,293	11,015	10,540	11,000	11,500	3,327	3,322
Families entering specialized teen preventive services	1,572	1,570	1,463	*	*	488	412
Children receiving contract preventive services (daily average)	23,725	24,889	23,545	*	*	23,690	22,776
Children who received contract preventive services during the year (annual total)	44,456	47,001	46,207	*	*	NA	NA

Source: Fiscal 2017 Preliminary Mayor's Management Report

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.

Table 22: Protective Services						
Dollars in Thousands						
	2015 Actual	2016 Actual	2017 Adopted	Preliminary Plan		*Difference
				2017	2018	2017 - 2018
Spending						
Personal Services						
Additional Gross Pay	\$13,366	\$9,687	\$8,787	\$8,787	\$8,787	\$0
Additional Gross Pay - Labor Reserve	2,826	19	0	0	0	0
Amounts to be Scheduled	0	0	25	25	28	3
Fringe Benefits	0	0	1	1	1	0
Full-Time Salaried - Civilian	171,006	171,129	197,288	194,971	223,174	25,886
Full-Time Salaried - Uniformed	0	1	0	0	0	0
Overtime - Civilian	19,858	21,893	9,821	9,821	9,820	(1)
Unsalaries	304	177	405	405	417	12
Subtotal	\$207,360	\$202,906	\$216,327	\$214,010	\$242,227	\$25,900
Other Than Personal Services						
Contractual Services - Social Services	\$29,425	\$39,272	\$42,155	\$41,527	\$51,048	\$8,893
Other Services & Charges	382	6,553	0	9,964	0	0
Social Services	5,295	5,261	5,266	4,562	4,662	(604)
Subtotal	\$35,102	\$51,086	\$47,421	\$56,053	\$55,710	\$8,289
TOTAL	\$242,462	\$253,992	\$263,748	\$270,063	\$297,937	\$34,189
Funding						
City Funds			\$55,618	\$31,800	\$45,104	(\$10,514)
Federal - Other			115,744	121,011	121,782	6,038
State			92,386	117,252	131,051	38,665
TOTAL	\$242,462	\$253,992	\$263,748	\$270,063	\$297,937	\$34,189
Budgeted Headcount						
Full-Time Positions - Civilian	2,961	2,913	3,572	3,572	3,572	0
TOTAL	2,961	2,913	3,572	3,572	3,572	0

*The difference of Fiscal 2017 Adopted Budget compared to Fiscal 2018 Preliminary Budget.

The Fiscal 2018 Budget for Protective Services totals \$297.9 million, an increase of \$34 million when compared to the Fiscal 2017 Adopted Budget of \$263.7 million. Of the \$34 million increase,

\$26 million are PS funds that were reduced in Fiscal 2017 due to lags in hiring, but still reflected in the agency's Fiscal 2018 Budget. The remaining \$8 million in additional funding includes \$3 million for the expansion of clinical consultations, \$1.2 million baselined for medical services and \$1.6 million baselined for transportation services, which were previously funded in the adoption services program area, and \$2 million for ACS' Workforce Institute Reform Plan. Through partnership with the CUNY School of Professional Studies, the ACS Workforce Institute will offer professional learning initiatives that move beyond the classroom to enhance skill development for new and seasoned ACS and provider agency staff as part of its Workforce Institute Reform Plan.

As previously mentioned, ACS' Fiscal 2018 Preliminary Budget lacks any new investments. This is especially troubling given the number of high profile deaths of children, including Zymere Perkins, over the last six months. ACS' protective services requires additional resources to ensure all allegations of child abuse are investigated thoroughly, this includes reducing case load ratio of case workers and increasing salaries for case workers and supervisors to combat high attrition rates for these positions.

Protective Services Performance Measures

The number of investigations of child abuse/neglect during the first four months of Fiscal 2017 compared to the first four months of Fiscal 2016 increased from 15,778 to 16,170, or 2.5 percent. During this same time period, the percent of investigations that were indicated, meaning a child protective caseworker identified some credible evidence of alleged abuse or maltreatment, increased by five percent. The percent of children with repeat substantiated investigations declined from 15 to 14 percent, which is ACS' target for this indicator.

Corresponding with the increase in investigations, the average child protective caseload rose from 8.5 to 9.9. While this ratio remains below the nationally recommended standard of 12 cases, protective service providers contend that the case ratio of 10 is high based on the workload required per case.

ACS' Fiscal 2018 Preliminary Budget does not address the case load ratio and the need for additional resources to bring the case ratio down for protective services workers, including increasing the base salaries for case workers to address the high attrition rate for these positions.

Table 23: ACS Protective Services Performance Indicators	Actual			Target		4-Month Actual	
	FY14	FY15	FY16	FY17	FY18	FY16	FY17
Number of State Central Register consolidated investigations	55,529	54,926	55,337	*	*	15,778	16,179
Abuse and/or neglect reports responded to within 24 hours of receipt from the State Central Register (%)	99%	99%	99%	100%	100%	99%	99%
Substantiation rate	40%	39%	36%	*	*	37%	42%
Children in complete investigations with repeat investigations within a year (%)	24%	24%	24%	*	*	24%	24%
Children in substantiated investigations with repeat substantiated investigations within a year (%) (preliminary)	16%	16%	15%	14%	14%	15%	14%
Average child protective specialist caseload	9.8	10.5	10.6	12	12	8.5	9.9

Source: Fiscal 2017 Preliminary Mayor's Management Report

General Administration

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

Table 24: General Administration						
<i>Dollars in Thousands</i>						
	2015	2016	2017	Preliminary Plan		*Difference
	Actual	Actual	Adopted	2017	2018	2017 - 2018
Spending						
Personal Services						
Additional Gross Pay	\$3,502	\$3,380	\$1,889	\$1,889	\$1,889	\$0
Additional Gross Pay - Labor Reserve	654	249	0	0	0	0
Amounts to be Scheduled	0	0	27	27	30	3
Fringe Benefits	88	62	0	0	0	0
Full-Time Salaried - Civilian	54,320	57,182	57,386	57,489	64,501	7,115
Overtime - Civilian	3,243	3,803	1,680	1,680	1,680	0
P.S. Other	(140)	(71)	0	0	0	0
Unsalaries	621	462	238	238	238	0
Subtotal	\$62,288	\$65,067	\$61,220	\$61,323	\$68,338	\$7,118
Other Than Personal Services						
Contractual Services	\$10,190	\$10,501	\$12,148	\$11,494	\$11,043	(\$1,105)
Contractual Services - Professional Services	3,434	3,403	4,013	1,464	3,433	(580)
Contractual Services - Social Services	349	3,792	0	8,909	0	0
Fixed & Misc. Charges	25	105	81	160	160	79
Other Services & Charges	55,863	56,503	55,687	57,619	57,301	1614
Property & Equipment	1,980	4,169	938	2,383	938	0
Supplies & Materials	2,238	1,962	2,460	2,239	2,439	(21)
Subtotal	\$74,079	\$80,435	\$75,327	\$84,268	\$75,314	(\$13)
TOTAL	\$136,367	\$145,503	\$136,547	\$145,592	\$143,654	\$7,107
Funding						
City Funds			\$26,881	\$26,947	\$31,036	\$4,155
Federal - Other			62,585	71,495	63,446	861
State			47,081	47,151	49,172	2,091
TOTAL	\$136,367	\$145,503	\$136,547	\$145,592	\$143,654	\$7,107
Budgeted Headcount						
Full-Time Positions - Civilian	830	870	766	767	767	1
TOTAL	830	870	766	767	767	1

*The difference of Fiscal 2017 Adopted Budget compared to Fiscal 2018 Preliminary Budget.

The Fiscal 2018 Preliminary Budget added over \$7 million to the general administration program area. This decrease is a result of one-time PS savings in Fiscal 2017 due to vacant positions.

Juvenile Justice Program Areas

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

Alternatives to Detention

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

Table 25: Alternatives to Detention						
<i>Dollars in Thousands</i>						
	2015 Actual	2016 Actual	2017 Adopted	Preliminary Plan		*Difference 2017 - 2018
				2017	2018	
Spending						
Other Than Personal Services						
Contractual Services	\$754	\$1,552	\$1,030	\$1,409	\$1,068	\$38
Contractual Services - Social Services	500	1,000	0	1,000	0	0
Other Services & Charges	4,186	3,938	250	5,425	0	(250)
Social Services	240	1,067	0	621	0	0
TOTAL	\$5,680	\$7,557	\$1,280	\$8,455	\$1,068	(\$212)
Funding						
City Funds			\$398	\$2,873	\$152	(\$246)
Federal - Other			0	251	34	34
State			882	5,332	882	0
TOTAL	\$5,680	\$7,557	\$1,280	\$8,455	\$1,068	(\$212)

**The difference of Fiscal 2017 Adopted Budget compared to Fiscal 2018 Preliminary Budget.*

Funding for alternatives to detention decreased by \$212,000 in Fiscal 2018 when compared to the Fiscal 2017 Adopted Budget. This decrease is the net impact of a minimal \$38,000 increase for contractual services and a \$250,000 decrease in other services and charges. Alternatives to detention services are primarily funded through State secure detention services dollars, which remain unchanged. Overall funding for Fiscal 2017 in the Preliminary Plan is substantially higher due to funding for the Supervision and Treatment Services for Juveniles Program (STSJP) received from the New York State OCFS through the New York City Department of Probation and additional funding may be anticipated following the passage of the New York State Executive Budget.

Juvenile Justice Support

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

Table 26: Juvenile Justice Support
Dollars in Thousands

	2015 Actual	2016 Actual	2017 Adopted	Preliminary Plan		*Difference
				2017	2018	2017 - 2018
Spending						
Personal Services						
Additional Gross Pay	\$418	\$383	\$0	\$0	\$0	\$0
Additional Gross Pay - Labor Reserve	70	0	0	0	0	0
Fringe Benefits	7	6	0	0	0	0
Full-Time Salaried - Civilian	3,065	3,037	3,182	3,182	3,182	0
Overtime - Civilian	1,203	1,264	568	568	568	0
Subtotal	\$4,764	\$4,690	\$3,750	\$3,750	\$3,750	\$0
Other Than Personal Services						
Contractual Services	\$4,837	\$5,530	\$7,816	\$6,975	\$7,816	\$0
Other Services & Charges	899	1,593	667	1,123	161	(506)
Property & Equipment	1	1	1	39	39	38
Social Services	16	0	0	0	0	0
Social Services - Medicaid	48	0	0	0	0	0
Supplies & Materials	86	287	182	255	255	73
Subtotal	\$5,886	\$7,411	\$8,666	\$8,391	\$8,271	(\$395)
TOTAL	\$10,650	\$12,101	\$12,416	\$12,141	\$12,021	(\$395)
Funding						
City Funds			\$7,382	\$7,074	\$6,954	(\$428)
State			5,034	5,068	5,068	34
TOTAL	\$10,650	\$12,101	\$12,416	\$12,141	\$12,021	(\$395)
Budgeted Headcount						
Full-Time Positions - Civilian	68	65	69	69	69	0
TOTAL	3	65	69	69	69	0

*The difference of Fiscal 2017 Adopted Budget compared to Fiscal 2018 Preliminary Budget.

Funding for juvenile justice support unchanged in the Fiscal 2018 Preliminary Budget when compared to the Fiscal 2017 Adopted Budget. Juvenile justice support's \$12 million budget provides for 69 full-time positions, as well as \$8.2 million in OTPS costs, primarily contractual services. Juvenile justice support is mainly supported through City funding, but leverages 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. ACS' Division of Youth and Family Justice (DYFJ) oversees non-secure detention facilities, which provide less restrictive, structured residential care. New York State mandates that non-secure facilities hold no more than 12 juveniles at a time.

Table 27: Non-Secure Detention						
<i>Dollars in Thousands</i>						
	2015	2016	2017	Preliminary Plan		*Difference
	Actual	Actual	Adopted	2017	2018	2017 - 2018
Spending						
Personal Services						
Additional Gross Pay	\$191	\$94	\$0	\$0	\$0	\$0
Additional Gross Pay - Labor Reserve	42	2	2	0	0	(2)
Full-Time Salaried - Civilian	1,987	1,594	532	532	532	0
Overtime - Civilian	346	530	228	228	228	0
Subtotal	\$2,566	\$2,220	\$760	\$760	\$760	(\$2)
Other Than Personal Services						
Contractual Services	\$13,443	\$13,818	\$15,666	\$14,697	\$15,329	(\$337)
Contractual Services - Professional Services	3	13	1	1	1	0
Property & Equipment	3	1	0	0	0	0
Supplies & Materials	79	184	84	96	86	2
Subtotal	\$13,528	\$14,016	\$15,751	\$14,794	\$15,416	(\$335)
TOTAL	\$16,095	\$16,236	\$16,511	\$15,554	\$16,176	(\$335)
Funding						
City Funds			\$9,504	\$8,834	\$9,313	(\$191)
State			7,008	6,720	6,864	(144)
TOTAL	\$16,095	\$16,236	\$16,511	\$15,554	\$16,176	(\$335)
Budgeted Headcount						
Full-Time Positions - Civilian	34	19	26	26	26	0
TOTAL	34	19	26	26	26	0

*The difference of Fiscal 2017 Adopted Budget compared to Fiscal 2018 Preliminary Budget.

The proposed budget for Fiscal 2018 for non-secure detention services decreases by \$335,000 when compared to the Fiscal 2017 Adopted Budget. This minimal decrease is attributed to a decline in funding for non-secure detention contracts.

Juvenile Justice Placement Performance Measures

As a result of the opening of Limited Secure placement facilities in December 2015, the number of youth entering Close to Home placements during the first four months of Fiscal 2017 compared to the first four months of Fiscal 2016 increased from 86 to 77, or 11.7 percent. However, the number youths in Close to Home placement during this same time period remains relatively unchanged.

During this same time period, the youth on youth assault with injury rate decreased. This improvement can be attributed to more effective implementation of core program models in security protocol. Conversely, the rate of youth on staff assaults with injury increased during this time period from .06 to .13. ACS attributes this increase to the specialized needs of youth placed in Close to Home, a setting in which staff must intervene to prevent further escalation of conflicts.

The absence without leave (AWOL) rate for youth in Close to Home placement remains unchanged in the first four months of Fiscal 2017 when compared to the first four months of Fiscal 2016.

Table 28: ACS Juvenile Justice Placement Performance Indicators	Actual			Target		4-Month Actual	
	FY14	FY15	FY16	FY17	FY18	FY16	FY17
Admissions to Close to Home placement	348	258	238	*	*	77	86
Number in Close to Home placement	195	176	151	*	*	147	148
Youth on youth assault with injury rate, Close to home placement	0.14	0.12	0.1	0.09	0.09	0.13	0.09
Youth on staff assault with injury rate, Close to home placement	0.05	0.05	0.07	0.05	0.05	0.06	0.13
AWOL rate, Close to Home placement	0.7	0.4	0.3	0.4	0.4	0.4	0.4
Discharges from Close to Home placement (dispositional order complete)	222	260	227	*	*	78	74

Source: Fiscal 2017 Preliminary Mayor's Management Report

Office of Children and Family Services Residential Placements

The New York State OCFS provides residential services for adjudicated juvenile delinquents and offenders. The proposed budget for OCFS residential placements for Fiscal 2017 includes funding for City youth placed in New York State facilities.

Table 29: OCFS Residential Placements						
Dollars in Thousands						
	2015 Actual	2016 Actual	2017 Adopted	Preliminary Plan		*Difference 2017 - 2018
				2017	2018	
Spending						
Personal Services						
Additional Gross Pay	\$129	\$99	\$0	\$0	\$0	\$0
Additional Gross Pay - Labor Reserve	67	10	0	0	0	0
Full-Time Salaried - Civilian	4,816	5,511	8,840	8,840	8,840	0
Overtime - Civilian	40	67	50	50	50	0
Unsalaries	7	33	0	0	0	0
Subtotal	\$5,059	\$5,720	\$8,890	\$8,890	\$8,890	\$0
Other Than Personal Services						
Contractual Services	\$79,836	\$75,897	\$77,628	\$75,483	\$72,103	(\$5,525)
Other Services & Charges	1,700	2,793	4,949	7,050	4,569	(380)
Payments to OCFS	51,062	37,459	40,768	40,768	43,002	2,234
Property & Equipment	0	0	0	100	0	0
Social Services	2,098	1,467	13	13	17	4
Supplies & Materials	6	5	0	0	0	0
Subtotal	\$134,702	\$117,621	\$123,358	\$123,414	\$119,691	(\$3,666)
TOTAL	\$139,761	\$123,341	\$132,248	\$132,304	\$128,582	(\$3,666)
Funding						
City Funds			\$92,902	\$66,839	\$85,026	(\$7,876)
Federal - Other			7,533	8,861	8,815	1,282
State			31,813	56,604	34,740	2,927
TOTAL	\$139,761	\$123,341	\$132,248	\$132,304	\$128,582	(\$3,666)
Budgeted Headcount						
Full-Time Positions - Civilian	80	87	70	70	70	0
TOTAL	80	87	70	70	70	0

*The difference of Fiscal 2017 Adopted Budget compared to Fiscal 2018 Preliminary Budget.

The Fiscal 2018 Preliminary Budget for OCFS family residential placements totals \$128.5 million, a decrease of \$3.6 million when compared to the Fiscal 2017 Adopted Budget. This decrease is the net impact of a \$5.5 million reduction in contractual services, and a \$2.2 million increase in payments to OCFS. The decrease in contractual services is tied to Close to Home savings previously discussed in this report. Of the \$59.7 million increase in State Child Welfare Services grant funding, previously mentioned in this report, \$2.9 million is allocated to this program area.

Secure Detention

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

Table 30: Secure Detention

Dollars in Thousands

	2015 Actual	2016 Actual	2017 Adopted	Preliminary Plan		*Difference 2017 - 2018
				2017	2018	
Spending						
Personal Services						
Additional Gross Pay	\$1,515	\$1,476	\$3	\$3	\$3	\$0
Additional Gross Pay - Labor Reserve	350	37	0	0	0	0
Fringe Benefits	52	70	0	0	0	0
Full-Time Salaried - Civilian	14,482	14,055	19,351	19,351	19,231	(120)
Overtime - Civilian	4,106	4,705	2,442	2,441	2,441	(1)
Unsalaries	0	9	0	0	0	0
Subtotal	\$20,505	\$20,352	\$21,796	\$21,795	\$21,675	(\$121)
Other Than Personal Services						
Contractual Services	\$4,791	\$2,919	\$2,694	\$3,222	\$1,533	(\$1,161)
Contractual Services - Professional Services	87	223	248	229	123	(125)
Fixed & Misc. Charges	8	402	0	845	335	335
Other Services & Charges	1,052	826	1,127	1,119	1,955	828
Property & Equipment	114	40	50	131	85	35
Supplies & Materials	1,636	1,929	2,118	1,730	897	(1,221)
Subtotal	\$7,688	\$6,339	\$6,237	\$7,276	\$4,928	(\$1,309)
TOTAL	\$28,193	\$26,691	\$28,033	\$29,071	\$26,603	(\$1,430)
Funding						
City Funds			12,836	\$11,146	\$12,935	\$99
Federal - Other			689	689	344	(345)
State			14,508	17,237	13,323	(1,185)
TOTAL	\$28,193	\$26,691	\$28,033	\$29,071	\$26,603	(\$1,430)
Budgeted Headcount						
Full-Time Positions - Civilian	324	305	501	501	497	(4)
TOTAL	324	305	501	501	497	(4)

*The difference of Fiscal 2017 Adopted Budget compared to Fiscal 2018 Preliminary Budget.

The Fiscal 2018 Preliminary Budget for secure detention decreases by \$1.43 million when compared to the Fiscal 2017 Adopted Budget. This is a result of a decrease in contractual services and supplies and materials associated with contractual services. There is a headcount decrease of four positions resulting in a PS decrease of \$120,000.

Juvenile Justice Detention Performance Measures

The youth on staff assaults with injury rate increased when comparing first four months of Fiscal 2017 to the same time period in Fiscal 2016. To address these increases, ACS is continuing its efforts to procure on-site intervention programs such as Cure Violence at both secure detention sites and is increasing and improving rewards for positive behavior. The agency is also hiring additional frontline staff to fill its vacancies and improving its training to those staff with an emphasis on developing skills required to work with the high risk population of detained youth.

Table 31: ACS Juvenile Justice Detention Performance Indicators	Actual			Target		4-Month Actual	
	FY14	FY15	FY16	FY17	FY18	FY16	FY17
Total admissions to detention	3,126	2,755	2,528	*	*	884	735
Youth admitted to detention with previous admission(s) to detention (%)	61%	63%	56%	*	*	NA	NA
Average daily population (ADP), detention	234.1	169.9	156.6	*	*	157.9	129.2
Secure detention - ADP	130.2	94.7	91.7	*	*	92.6	73.8
Non-secure detention - ADP	103.5	74.4	64.9	*	*	65.3	55.4
Average length of stay, detention (days)	29	23	21	*	*	20	28
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	0.05	0.03	0.03	0.03	0.02	0.15
Youth on youth assaults and altercations with injury rate (per 100 total ADP), detention	0.35	0.3	0.39	0.35	0.35	0.38	0.4
Youth on staff assault w/injury rate (per 100 total ADP), detention	0.05	0.05	0.08	0.05	0.05	0.07	0.09
Weapon recovery rate (average per 100 total ADP), detention	0.04	0.08	0.07	*	*	0.03	0.06
Illegal substance/prescription or OTC medication recovery rate (average per 100 total ADP), detention	0.07	0.09	0.07	*	*	0.05	0.06
Child abuse and/or neglect allegation rate (internal) (average per 100 total ADP), detention	0.1	0.15	0.11	0.09	0.09	0.13	0.11
Child abuse/neglect allegations cases (internal) reported as substantiated, detention	22	27	17	*	*	7	3
In-care youth who were referred for mental health services, detention (%)	48%	61%	50%	*	*	43%	39%
General health care cost per youth per day, detention (\$)	\$62	\$80	\$121	*	*	NA	NA
Average daily cost per youth per day, detention (\$)	\$773	\$1,065	\$1,431	*	*	NA	NA

Source: Fiscal 2017 Preliminary Mayor's Management Report

Other Juvenile Justice Performance Measures

In-care youth who received mental health services during the first four months of Fiscal 2017 remains relatively unchanged when compared to the first four months of Fiscal 2016. During this time period, the number of releases to Close to Home increased from 67 to 73, while the number of youth in Close to Home aftercare on average decreased from 138 to 122.

Table 32: ACS Other Juvenile Justice Performance Indicators	Actual			Target		4-Month Actual	
	FY14	FY15	FY16	FY17	FY18	FY16	FY17
In-Care Youth who received mental health services (%)	57%	50%	46%	*	*	45%	44%
Residents seen within 24 hours of sick call report (%)	100%	100%	100%	100%	100%	100%	100%
Number of releases to Close to Home aftercare	274	283	201	*	*	67	73
Number in Close to Home aftercare (average)	93	122	121	*	*	138	122

Source: Fiscal 2017 Preliminary Mayor's Management Report

Capital Program

Capital Budget Summary

The Fiscal 2018 Preliminary Capital Commitment Plan includes \$315.4 million in Fiscal 2017-2020 for the Administration for Children's Services (including City and Non-City funds). This represents approximately less than one percent of the City's total \$64 billion Preliminary Plan for Fiscal 2017-2020. The agency's Preliminary Commitment Plan for Fiscal 2017-2020 is one percent more than the \$312.2 million scheduled in the September Commitment Plan, an increase of \$3.1 million. In addition, the Preliminary Ten-Year Capital Strategy for the Department totals \$261.7 million over ten years (2018-2027) – an increase of \$104.9 million when compared to the Fiscal 2016 Preliminary Ten-Year Capital Strategy.

The majority of the capital projects span multiple fiscal years and it is therefore common practice for an agency to roll unspent capital funds into future fiscal years. In Fiscal 2016, the Administration for Children's Services committed \$29.3 million, or 22 percent of its annual capital plan. Therefore, it is assumed that a significant portion of the agency's Fiscal 2017 Capital Plan will be rolled into Fiscal 2018, thus increasing the size of the Fiscal 2018-2021 Capital Plan. Since adoption last June, the citywide total Capital Commitment Plan for Fiscal 2017 has increased from \$19.2 billion in the September Capital Commitment Plan to \$20 billion in the Preliminary Capital Commitment Plan, an increase of \$785 million or 4.1 percent.

Table 33: ACS 2017-2020 Capital Commitment Plan: Adopted and Preliminary Budget

Dollars in Thousands

	FY17	FY18	FY19	FY20	Total
Adopted Capital Plan	\$117,196	\$102,848	\$78,393	\$13,800	\$312,237
Preliminary Capital Plan	\$120,331	\$102,848	\$78,393	\$13,800	\$315,372
Change					
Level	\$3,135	\$0	\$0	\$0	\$3,135
Percentage Change	3%	0%	0%	0%	1%

Preliminary Budget Highlights

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

One of ACS' single largest capital projects is the consolidation of the Horizon Juvenile Detention Center in the Bronx and Crossroads Juvenile Detention Center in Brooklyn. These sites would be consolidated into one large Horizon facility that will allow the Department of Correction(DOC) to transition adolescents under the age of 18 off of Riker's Island. The Department of Design and Construction (DDC) will oversee the consolidation and a feasibility study will be conducted by ACS, DOC, and DDC on how the adolescent population will be moved off of Riker's Island. The timeline for this project is six years totaling over \$140 million.

Some major capital projects in ACS' budget include:

- \$23.3 million for the improvements to ACS facilities citywide, including renovations for leased child care sites;
- \$32.8 million for equipment for ACS facilities, including but not limited to, equipment and furniture, WiFi access, and data center consolidation; and
- \$52.5 million for construction and renovations at youth and family justice facilities.

Preliminary Ten-Year Capital Strategy

The City's Ten-Year Capital Strategy for Fiscal 2018-2027 totals \$89.6 billion in all funds. ACS is responsible for 470 facilities, including the ACS Children's Center, child care centers, secure and non-secure detention facilities, and a network of program field offices and administrative sites. ACS' Capital Program goals are:

- ✓ Renovate and maintain child care facilities;
- ✓ Renovate juvenile detention and placement facilities;
- ✓ Upgrade children's service facilities to serve vulnerable families and children;
- ✓ Upgrade telecommunications, computer technology, and data management systems; and
- ✓ Upgrade field and central office facilities.

ACS Ten-Year Capital Strategy by Category

Table 34: Fiscal 2018-2027 Preliminary Ten-Year Capital Strategy											
<i>Dollars in Thousands</i>	2018	2019	2020	2021	2022	2023	2024	2025	2026	2027	Total
Child Welfare Facilities	\$59,385	\$54,677	\$0	\$0	\$0	\$0	\$5,076	\$5,333	\$1,528	\$1,611	\$127,610
Day Care Facilities	28,420	8,968	3,589	3,089	3,089	3,089	3,521	3,955	2,491	2,576	62,787
Equipment	12,159	10,425	6,236	5,239	2,984	869	1,318	1,142	1,800	1,800	43,972
Social Service Buildings	2,884	4,323	3,975	3,228	3,293	4,468	0	0	2,529	2,620	27,320
Total	\$102,848	\$78,393	\$13,800	\$11,556	\$9,366	\$8,426	\$9,915	\$10,430	\$8,348	\$8,607	\$261,689

For ACS, the Preliminary Ten-Year Capital Strategy provides \$261.7 million, including:

- \$127.6 million for the renovations of child welfare facilities, including juvenile justice facilities;
- \$62.8 million for the construction and renovation of child care facilities across the City;
- \$44 million for equipment, telecommunications, and Management Information Systems (MIS); and
- \$27.3 million for the construction and renovation of central administrative and field offices.

Appendix A: Budget Actions in the November and the Preliminary Plans

<i>Dollars in Thousands</i>	FY 2017			FY 2018		
	City	Non-City	Total	City	Non-City	Total
ACS Budget as of the Adopted 2017 Budget	\$908,221	\$2,069,709	\$2,977,930	\$919,348	\$2,102,627	\$3,021,975
Other Adjustments						
Child Care Vouchers	\$3,000	\$0	\$3,000	\$0	\$0	\$0
City Council Enhancements	60	0	60	0	0	0
Collective Bargaining	15	15	30	15	15	30
CONNECT	600	0	600	0	0	0
Crisis Management System	250	0	250	0	0	0
Discretionary Child Care Restoration	9,355	0	9,355	0	0	0
Hiring Plan Adjustment	(8,325)	(11,209)	(19,534)	0	0	0
Voucher Realignment	1,400	0	1,400	0	0	0
Youth Health Initiative	500	0	500	0	0	0
Baseline Mod	0	(1,475)	(1,475)	0	0	0
Revenue Realignment	(28,332)	28,332	0	(28,332)	28,332	0
Funding EHST Code	0	8,909	8,909	0	0	0
FY2017STSJP Revenue	0	3,209	3,209	0	0	0
Baseline of FCBG Funds	0	6,767	6,767	0	6,767	6,767
Collective Bargaining -DC1707	12,077	0	12,077	19,684	0	19,684
FY17CACFPTD2	0	(8,516)	(8,516)	0	(8,516)	(8,516)
FY2017CCBGREV2	0	10,502	10,502	0	0	0
Close to Home Surplus	0	0	0	(5,600)	0	(5,600)
Prior Year Revenue	(115,252)	115,252	(0)	0	0	0
To allocate HS Cola Funds	0	2,060	2,060	0	0	0
Improved Reimbursement for Non-secure Placement	(4,360)	4,360	0	(4,360)	4,360	0
Increase Funding for NYNYIII	0	2,166	2,166			0
Realignment of Head Start Grant	0	0	0	(3,337)	(354)	(3,691)
Miscellaneous Other Adjustments	4,206	13,273	17,479	1,888	1,841	3,729
Subtotal, Other Adjustments	(\$124,807)	\$173,644	\$48,837	(\$20,043)	\$32,444	12,402
TOTAL, All Changes	(\$124,807)	\$173,644	\$48,837	(\$20,043)	\$32,444	\$12,402
ACS Budget as of the Preliminary 2018 Budget	\$776,321	\$2,254,545	\$3,030,866	\$899,287	\$2,134,264	\$3,033,551

Appendix B: ACS Reconciliation of Program Areas to Units of Appropriation

<i>Dollars in Thousands</i>	Personal Services				Other Than Personal Services				Grand Total
	001	002	003	004	005	006	007	008	
Adoption Services	\$1,927	\$0	\$0	\$0	\$0	\$271,615	\$0	\$0	\$273,542
Alternatives To Detention								1,068	1,068
Child Care Services			21,801	917,005					938,806
Child Welfare Support	37,091				16,807				53,898
Dept. of Ed. Residential Care						96,201			96,201
Foster Care Services						529,873			529,873
Foster Care Support	50,278								50,278
General Administration		74,955			61,091		7,247	360	143,653
Head Start			4,593	168,632					173,225
Juvenile Justice Support							3,750	8,271	12,021
Non-Secure Detention							760	15,416	16,176
OCFS Residential Placements							8,890	119,691	128,581
Preventive Homemaking Services						20,638			20,638
Preventive Services	12,911					258,137			271,048
Protective Services	242,227					55,710			297,937
Secure Detention							21,674	4,928	26,602
Grand Total	\$344,434	\$74,955	\$26,394	\$1,085,637	\$77,898	\$1,232,174	\$42,321	\$149,734	\$303,352