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Report on the Fiscal 2016 Preliminary Budget and the
Fiscal 2015 Preliminary Mayor's Management Report

Administration for Children's Services

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Table of Contents

Administration for Children's Services Overview	1
Fiscal 2016 Preliminary Budget Highlights	1
Financial Summary	3
Council Initiatives.....	4
Contract Budget	5
Fiscal 2015-2016 State Executive Budget Highlights	6
Program Areas.....	7
Early Care and Education.....	7
Child Care Services.....	7
Head Start.....	8
Child Protection and Family Permanency and Support Services	10
Protective Services.....	10
Preventive Services.....	12
Preventive Homemaking Services	13
Foster Care Services	14
Foster Care Support.....	16
Adoption Services.....	17
Department of Education (DOE) Residential Care	18
Child Welfare Support	18
General Administration.....	19
Juvenile Justice	19
Alternatives to Detention	20
Juvenile Justice Support	20
Non-Secure Detention.....	21
Office of Children and Family Services (OCFS) Residential Placements	23
Capital Budget Summary.....	26
Preliminary Capital Plan Highlights	26
2016-2025 Preliminary Ten-Year Capital Strategy	27
Appendix A: Budget Actions in the November and the Preliminary Plans.....	29
Appendix B: ACS Reconciliation of Program Areas to Units of Appropriation	30

Administration for Children's Services Overview

The Administration for Children's Services (ACS) is responsible for protecting and strengthening the City's children, youth and families through quality child welfare, juvenile justice, and early child care and education services. The Division of Early Care and Education provides quality child development services for children from birth to school-age for low-income working families and for children whose parents are entering the work force from public assistance. These services are purchased from private non-profit agencies or informal private providers.

The Youth and Family Justice Division is charged with protecting public safety by detaining and providing short-term assistance to delinquent youth and their families while their cases are being processed by the courts, developing alternatives to incarceration for youth fifteen years and under who have been found delinquent, and for helping families whose youth have severe behavioral and obedience issues by utilizing evidence-based programs that engage the entire family.

The Child Protection Division, Division of Family Support Services, Family Court Legal Services, and Family Permanency Services all play a part in ensuring the wellbeing of and protecting the City's children from abuse or neglect within their families, foster care, or adoptive settings. The direct services for children and families are provided largely through contracts with private providers of preventive, 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 2016. The first section presents highlights from the Fiscal 2016 expense budget for the City, the Fiscal 2015-2016 State Executive Budget, and City Council Initiatives. Following highlights, the report outlines ACS' budget by program area and provides analysis of significant program areas. Further, it provides information on actions included in the November and Preliminary Financial Plans and reviews relevant sections of the Preliminary Mayor's Management Report for Fiscal 2015. Finally, the report provides a review of the proposed Capital Budget for ACS with a discussion of significant changes proposed to the Capital Plan.

Fiscal 2016 Preliminary Budget Highlights

ACS Expense Budget						
	2013	2014	2015	Preliminary		*Difference
<i>Dollars in Thousands</i>	Actual	Actual	Adopted	2015	2016	2015 - 2016
Personal Services	\$390,329	\$386,933	\$410,658	\$442,791	\$480,992	\$70,334
Other Than Personal Services	2,414,692	2,398,520	2,497,076	2,508,859	2,469,937	(27,139)
ACS Total	\$2,805,021	\$2,785,453	\$2,907,734	\$2,951,650	\$2,950,929	\$43,195

**The difference of Fiscal 2015 Adopted Budget compared to Fiscal 2016 Preliminary Budget.*

The City Preliminary Fiscal 2016 Budget is \$77.7 billion, \$2.7 billion more than the Fiscal 2015 Adopted Budget of \$75 billion. City funds, City tax and non-tax revenue, total \$57 billion, up \$2.1 billion from \$54.8 billion in the Adopted Budget. For the Administration for Children's Services, the Fiscal 2016 Preliminary Budget is \$2.95 billion, including City and Non-City funds. This represents 3.8 percent of the City's total Budget.

The Administration for Children's Services' Fiscal 2016 Preliminary Budget is approximately \$43.2 million more than the Fiscal 2015 Adopted Budget of \$2.9 billion. This is due largely to a \$54 million increase in funding for protective services. Additionally, the Preliminary Budget includes \$27.6 million in new needs, funding entirely for Child Welfare Reforms. Unlike previous years, the Preliminary Budget for Fiscal 2016 does not include any Programs to Eliminate the Gap (PEGs) for ACS.

The key actions affecting the agency's proposed budget include:

- **Child Welfare Reforms.** In order to fortify ACS' provision of protective and preventive services, the Fiscal 2016 Preliminary Budget added \$27.7 million for Fiscal 2016 and \$25 million in the outyears. Notably, these funds allow ACS to provide preventive services to more families (approximately 200 more), strengthen staff through training and coaching, and add 83 positions.
- **Operation Safe.** Originally introduced in the Fiscal 2015 Executive Budget in response to the death of a four-year-old, ACS-involved child in 2014, \$25.3 million dollars is included in the budget for Fiscal 2016 and in the outyears in order to improve and strengthen the child protective services. This funding provides for 362 new positions, including child protective specialists, supervisors, and an internal monitor who is charged with overseeing the implementation of the reform plan.
- **Collective Bargaining.** As a result of recent labor contract settlements, the Financial Plan includes additional funding of \$19.7 million for collective bargaining adjustments for ACS staff, most notably \$17.4 million for DC 37 members.

Financial Summary

ACS Financial Summary						
	2013	2014	2015	Preliminary		*Difference
<i>Dollars in Thousands</i>	Actual	Actual	Adopted	2015	2016	2015 - 2016
Budget by Program Area						
Adoption Services	\$297,762	\$299,982	\$320,604	\$320,604	\$320,604	\$0
Alternatives To Detention	4,170	4,732	1,030	6,699	1,030	0
Child Care Services	861,255	852,635	871,148	923,742	858,842	(12,306)
Child Welfare Support	43,724	42,882	46,986	46,986	49,291	2,305
Dept. of Ed. Residential Care	95,991	99,733	96,201	96,201	96,201	0
Foster Care Services	529,442	497,701	511,062	511,062	510,944	(118)
Foster Care Support	37,845	39,269	43,532	43,532	48,528	4,996
General Administration	130,741	132,910	132,956	138,296	144,570	11,614
Head Start	199,700	183,662	218,567	171,439	204,161	(14,406)
Juvenile Justice Support	11,227	11,627	12,127	12,128	12,127	0
Non-Secure Detention	17,911	17,354	17,933	17,247	17,933	0
OCFS Residential Placements	107,839	120,460	147,182	145,362	147,182	0
Preventive Homemaking Services	15,486	15,500	18,486	18,486	18,486	0
Preventive Services	205,157	221,399	216,266	215,432	213,362	(2,904)
Protective Services	219,980	215,765	225,422	253,933	279,516	54,094
Secure Detention	26,791	29,843	28,232	30,501	28,152	(80)
TOTAL	\$2,805,021	\$2,785,453	\$2,907,734	\$2,951,650	\$2,950,929	\$43,195
Funding						
City Funds	\$822,186	\$861,826	\$894,771	\$910,672	\$906,999	\$12,228
Other Categorical	62	44	0	0	0	0
State	653,719	629,194	657,761	675,409	687,563	29,802
Federal – CD	3,044	2,963	2,963	2,963	2,963	0
Federal – Other	1,277,398	1,249,737	1,261,880	1,272,246	1,277,452	15,572
Intra City	48,612	41,689	90,359	90,359	75,953	(14,406)
TOTAL	\$2,805,021	\$2,785,453	\$2,907,734	\$2,951,650	\$2,950,929	\$43,195
Positions						
Full-Time Positions	6,018	5,857	6,564	6,647	7,009	445
TOTAL	6,018	5,857	6,564	6,647	7,009	445

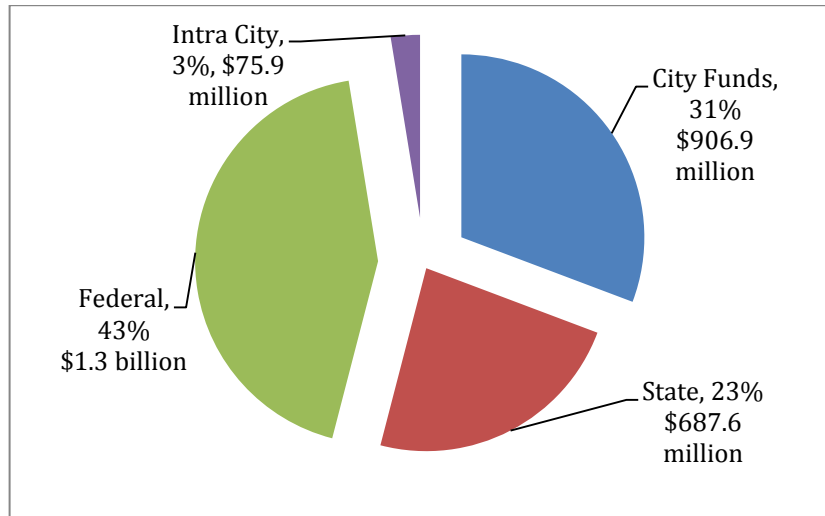
*The difference of Fiscal 2015 Adopted Budget compared to Fiscal 2016 Preliminary Budget.

The Administration for Children's Services derives the majority of its funding from Federal sources. Approximately \$1.28 billion, or 43 percent, of ACS' \$2.95 billion budget is supported by the Community Development Block Grant (CDBG) and other Federal Revenues. The City is ACS' second largest funding source (31 percent) followed by New York State and Intra City agreements. The ACS' Fiscal 2016 Preliminary Budget includes \$906.9 million in City tax-levy funds. This reflects an increase of \$12.3 million, or 1.4 percent, from the Fiscal 2015 Adopted Budget of \$894.7 million. The remainder of the budget includes \$2 billion in Non-City funds.

There is a \$14.4 million dollar decrease in Intra City funds; much of this decrease can be attributed to a decrease in Universal Pre-K (UPK) funds. UPK funds declined in Fiscal 2016 because the Fiscal 2015 budget included considerable, one-time start-up costs for the new full-

day UPK program. Large increases in Federal and State funds corresponded with the addition of funds for protective services. There are no changes reported for other categorical funding or Federal Community Development funds. Additionally, the boost in ACS' headcount planned for Fiscal 2016 is associated with Operation Safe and the new Child Welfare Reforms.

ACS Funding Sources



Council Initiatives

The Fiscal 2015 Adopted Budget includes \$18 million in City Council provided funds for initiatives that support child care, welfare, and wellbeing. These funds include \$5.02 million for discretionary child care, \$1.5 million for the Early Childhood Literacy Initiative, \$10 million for Priority 5 Vouchers, and \$1.5 million in technical assistance for child care providers. The funds for technical assistance for child care providers are direct to the City University of New York's NY Early Childhood Professional Development Institute (CUNY PDI).

FY 2015 Council Changes at Adoption	
<i>Dollars in Thousands</i>	
Council Initiatives – Children's Services	
Discretionary Child Care	\$5,023
Early Childhood Literacy Initiative	1,500
Priority 5 Vouchers	10,000
Technical Assistance for Child Care Providers (CUNY PDI)	1,500
TOTAL	\$18,023

Beginning in Fiscal 2014, \$62.5 million originally allocated by the City Council for child care programs were baselined. The Fiscal 2015 discretionary child care allocation provides support for child care programs that do not otherwise have a child care contract with ACS or to support programming that is supplemental to a provider's child care contract. ACS issued a Request for Proposals (RFP) in December 2014 for its Early Learn program. The RFP should result in \$70.2 million worth of child care programming beginning on July 1, 2015. These programs will extend or replace the day care contracts initially supported through a Council initiative.

The \$1.5 million directed to the Early Childhood Literacy Initiative supports a coalition of not-for-profit organizations created to address the City's widening achievement gap through literacy development. Funding for Priority 5 Vouchers offered an enhancement supporting child care vouchers for low-income families with school-aged children. Lastly, with the \$1.5 million, CUNY PDI provides technical assistance for both baselined and non-baselined child care providers.

Contract Budget

ACS Fiscal 2016 Preliminary Contract Budget						
Category	Fiscal 2015 Adopted	Number of Contracts	Fiscal 2016 Preliminary	Number of Contracts	Difference 2015-2016	Difference in Contracts
Contractual Services General	\$101,110,632	62	\$104,025,720	62	\$2,915,088	0
Telecommunications Maintenance	640,623	2	640,623	2	0	0
Maintenance & Repair of Motor Vehicle Equipment	60,000	1	60,000	1	0	0
Maintenance & Repair, General	3,799,427	17	3,799,427	17	0	0
Office Equipment Maintenance	6,309	1	6,309	1	0	0
Data Processing Equipment	2,095,134	3	2,095,134	3	0	0
Printing Contracts	210,247	3	210,247	3	0	0
Security Services	2,041,714	7	2,041,714	7	0	0
Temporary Services	881,354	2	881,354	2	0	0
Cleaning Services	1,506,230	12	1,506,230	12	0	0
Children's Charitable Institutions	452,676,102	70	450,558,602	70	(2,117,500)	0
Child Welfare Services	211,744,403	341	218,024,234	341	6,279,831	0
Homemaking Services	18,485,761	9	18,485,761	9	0	0
Day Care of Children	779,695,916	723	768,397,563	681	(11,298,353)	(42)
Head Start	217,188,983	89	203,182,819	89	(14,006,164)	0
Training Programs for City Employees	33,769	2	33,769	2	0	0
Maintenance & Operation of Infrastructure	100,000	1	100,000	1	0	0
Payments to Delegate Agencies	10,000	1	10,000	1	0	0
Professional Services -- Accounting and Auditing	29,000	1	29,000	1	0	0
Professional Services -- Legal Services	243,840	4	243,840	4	0	0
Professional Services -- Computer Services	3,928,158	20	3,738,438	20	(189,720)	0
Professional Services -- Direct Educational Services	10,000	1	10,000	1	0	0
Professional Services -- Other	364,813	2	364,813	2	0	0
Total	\$1,796,862,415	1,374	\$1,778,445,597	1,332	(\$18,416,818)	(42)

The City's Contract Budget totals \$17 billion in Fiscal 2016, an increase of \$100 million or 3.5 percent when compared to the Fiscal 2015 Adopted Budget of \$16.9 billion. For the Administration for Children's Services, the contract budget for Fiscal 2016 is approximately \$1.8 billion, the majority of which fund day care and child care through community based providers.

The Contract Budget comprises approximately 60 percent of ACS' total budget. ACS provides a range of services, such as child care, foster care, and preventive care, through the use of contracted providers. Operation Safe partly contributed to the \$6.3 million increase in contracts for child welfare services. An \$11.3 million decrease in contract funding for day care resulted mainly from the one-time funding for start-up costs for UPK providers in Fiscal 2015.

Fiscal 2015-2016 State Executive Budget Highlights

The Fiscal 2015-2016 New York State Executive Budget includes two additions that can be expected to affect the New York City Administration for Children's Services' Budget: \$25 million for the implementation of raising the age of juvenile jurisdiction, and a \$9 million increase in the Foster Care Block Grant to contribute towards salary increases.

- **Raise the Age:** The State Budget calls for the initial implementation of the recommendations from the Commission on Youth, Public Safety and Justice to raise the age of juvenile jurisdiction from age 16 to age 18. The budget would provide \$25 million to support the planning, creation and expansion of services for 16 and 17 year old youth involved in the criminal justice system and to place newly sentenced 16 and 17 year old youth in OCFS facilities. Full implementation costs are projected at \$375 million in 2020-21, but the impact of the change on the ACS' budget is unknown.
- **Foster Care Block Grant Increase.** The State Executive Budget provides continued funding to support a two percent salary increase for foster and adoptive parents and direct care and direct care support workers as of January 1, 2015. A \$9 million increase to the Foster Care Block Grant will finance approximately 50 percent of the cost of the salary increase, with local social services district ("LSSDs") providing the remainder. ACS would benefit from the additional funds, but also have to fund the remaining cost.

Program Areas

ACS' budget is comprised of four units of appropriation for personal services (PS) and four for other than personal services (OTPS). The Budget by program area presented in this report categorizes ACS' budget into fifteen distinct program areas that are aligned with ACS' services and responsibilities. The program budget more clearly demonstrates how ACS' budget resources are used to deliver services. Appendix B on page 29 demonstrates the unit of appropriation for each program area.

Early Care and Education

The New York City Administration for Children's Services 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 which can be used to purchase child care from providers.

Child Care Services

Child care services are provided to low-income working families and Public Assistance recipients who are employed or engaged in work activities. The responsibility of providing child care services for Public Assistance recipients was transferred from the Human Resources Administration to ACS in 2007.

Child Care Services						
	2013	2014	2015	Preliminary		*Difference
<i>Dollars in Thousands</i>	Actual	Actual	Adopted	2015	2016	2015 - 2016
Spending						
Personal Services	\$16,420	\$15,770	\$18,896	\$19,555	\$19,616	\$720
Other Than Personal Services	844,835	836,864	852,252	904,187	839,226	(13,026)
TOTAL	\$861,255	\$852,634	\$871,148	\$923,742	\$858,842	(\$12,306)
Funding						
City			\$321,365	\$321,663	\$303,916	(\$17,449)
State			29,615	29,892	29,920	305
Federal - Community Development			2,963	2,963	2,963	0
Federal - Other			516,440	521,331	521,277	4,837
Intra City			765	47,893	765	0
TOTAL	\$861,255	\$852,634	\$871,148	\$923,742	\$858,842	(\$12,307)
Positions						
Full-Time Positions	270	268	324	324	324	0
TOTAL	270	268	324	324	324	0

**The difference of Fiscal 2015 Adopted Budget compared to Fiscal 2016 Preliminary Budget.*

The Fiscal 2016 proposed budget for child care services of \$858.8 million is approximately \$12.3 million less than the Fiscal 2015 Adopted Budget of \$871.1 million. The decline in funding can be attributed to a decrease in City funds, specifically the absence of \$17.7 million in

Council funding, including child care vouchers and discretionary child care. This decline was offset by the addition of \$4.8 million in baselined funding for the Federal Child Care Block Grant.

Funding for child care services comprises approximately 29 percent of ACS' total budget. Of the \$858.8 million child care services budget, over half is federally derived. The largest single source of funding for this program area comes from the Federal Child Care and Development Block Grant which totals at \$482.9 million, followed by \$303.9 million in City funds.

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 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 more than 250 Head Start Center in neighborhoods throughout New York City.

Head Start						
	2013	2014	2015	Preliminary		*Difference
<i>Dollars in Thousands</i>	Actual	Actual	Adopted	2015	2016	2015 - 2016
Spending						
Personal Services	\$33	\$303	\$0	\$0	\$0	\$0
Other Than Personal Services	199,667	183,359	218,567	171,439	204,161	(14,406)
TOTAL	\$199,700	\$183,662	\$218,567	\$171,439	\$204,161	(\$14,406)
Funding						
Federal - Other			\$129,313	\$129,313	\$129,313	(\$0)
Intra City			89,254	42,126	74,848	(14,406)
TOTAL	\$199,700	\$183,662	\$218,567	\$171,439	\$204,161	(\$14,406)

**The difference of Fiscal 2015 Adopted Budget compared to Fiscal 2016 Preliminary Budget.*

The Fiscal 2016 Preliminary Budget for Head Start demonstrates a substantially decreased budget of \$204.2 million, a \$14.4 million decrease from the Fiscal 2015 Adopted Budget amount of \$218.6 million. The budget for Head Start includes funding for Universal Pre-K (UPK); a \$14.4 million reduction in UPK funds contributes to the significant decrease from the Adopted Budget. The 2016 Preliminary Plan total is significantly greater than the 2015 Preliminary Plan as it includes nearly \$33 million more in funds from the Federal head Start Grant.

The Council anticipates increased budgetary needs for Head Start; the results of a December 2014 Administration for Children and Families, Office of Head Start Audit report of NYC Head Start programs revealed startling results. Additional funds may be required by Head Start centers in order to correct and respond to health and safety concerns; considering that New York City is a super-grantee for Head Start, the financial needs could be significant. A Council hearing regarding the results and the response to the audit has been planned for April 2015.

Early Care and Education Performance Measures

Performance Indicators	Actual			Target		4-Month Actual	
	FY12	FY13	FY14	FY15	FY16	FY14	FY15
EARLYLEARN							
*Average EarlyLearn contract enrollment	45,310	30,096	30,422	36,759	41,644	29,182	28,281
*EarlyLearn - Average center-based enrollment	N/A	25,548	24,068	28,159	32,044	23,359	21,672
*EarlyLearn - Average family child care enrollment	N/A	4,549	6,354	8,600	8,600	5,823	6,609
*Average EarlyLearn Utilization (%)	N/A	71.4%	82.1%	100.0%	100.0%	78.5%	76.9%
*Average EarlyLearn Utilization - Center-based (%)	N/A	76.2%	84.6%	100.0%	100.0%	81.7%	77.0%
*Average EarlyLearn Utilization - Family child care (%)	N/A	52.9%	73.9%	100.0%	100.0%	67.7%	76.9%
EarlyLearn – Fiscal year spending per child based on av. Enrollment in Contract Family Child Care Centers	N/A	\$9,084	\$8,629	*	*	N/A	N/A
EarlyLearn – Budget per slot in contract family child care	N/A	\$9,329	\$9,340	*	*	N/A	N/A
EarlyLearn – Fiscal Year Spending per child based on average enrollment in Contract Centers	N/A	\$14,568	\$14,302	*	*	N/A	N/A
CHILD CARE VOUCHERS							
Average child care voucher enrollment	69,020	71,756	67,541	*	*	69,604	66,086
*Average mandated children voucher enrollment	N/A	56,649	54,852	*	*	56,183	54,534
*Average other eligible children voucher enrollment	N/A	15,107	12,689	*	*	13,422	11,553
*Average center-based child care voucher enrollment	N/A	27,552	26,401	*	*	26,790	26,648
*Average family child care voucher enrollment	N/A	21,503	21,507	*	*	21,873	21,431
*Average informal (home-based) child care voucher enrollment	N/A	22,700	19,633	*	*	20,941	18,007
Fiscal year spending per child – Center-based child care vouchers	N/A	\$8,478	\$8,524	*	*	N/A	N/A
Fiscal year spending per child – Family child care vouchers	N/A	\$7,385	\$7,500	*	*	N/A	N/A
Fiscal year spending per child – Legally exempt vouchers	N/A	\$4,169	\$4,144	*	*	N/A	N/A
ABUSE IN CHILD CARE							
Abuse and/or neglect reports for children in child care	322	357	414	*	*	142	168
Abuse and/or neglect reports for children in child care that are substantiated (%)	24.8%	23.5%	21.8%	*	*	21.1%	31.6%

Source: Preliminary Mayor's Management Report

Beginning October 1, 2012 ACS converted its contracted early care and education system to a new model, EarlyLearn NYC. Due to the Federal Head Start Grant re-competition at the beginning of Fiscal 2014, 17 EarlyLearn providers received independent Head Start grants and ten providers left the EarlyLearn system, thus reducing overall capacity of the ACS child care system.

Even with a reduction in capacity in Fiscal 2014, the Preliminary Mayor's Management Report (PMMR) shows that the average EarlyLearn contract enrolment continues to decline. From Fiscal 2014 to Fiscal 2015, enrollment dropped by an additional 3.1 percent. With this, the average EarlyLearn utilization fell from 78.5 percent to 76.9 percent, which ACS attributes to the redistribution of Head Start-funded seats from ACS to direct Head Start grants in July 2014, providers voluntarily relinquishing EarlyLearn contracts, and reductions in seats due to providers being licensed to serve fewer children than had been initially rewarded. While

center-based utilization has dropped 4.7 percent to 77 percent, family child care utilization increased 9.2 percent to 76.9 percent.

Enrollment for all voucher types decreased in the first four months of Fiscal 2015 over the same period last year, from 69,604 to 66,086 children. Notably, mandated voucher enrollment faced a 1,649 decrease to an enrollment of 54,534 children, and voucher enrollment of other eligible children decreased to 11,553 children. The majority of vouchers are being used to pay for center-based child care, although family child care vouchers and informal, home-based child care vouchers both have significant enrollment numbers.

Unfortunately, not only have the reports of abuse and neglect for children in child care increased, the percent of these reports that have been substantiated has increased as well. In the first four months of Fiscal 2015 reports of abuse and neglect increased to 168 from the Fiscal 2014 figure of 142. The percent of reports of abuse and neglect that have been substantiated increased 10.5 percentage points to 31.6 percent.

Child Protection and Family Permanency and Support Services

Protective Services

The Administration for Children's Services' protective services involves 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 includes the delivery of rehabilitative services to children, parents, and other family members in order to prevent further abuse.

Protective Services						
	2013	2014	2015	Preliminary		*Difference
<i>Dollars in Thousands</i>	Actual	Actual	Adopted	2015	2016	2015 - 2016
Spending						
Personal Services	\$187,735	\$183,315	\$193,913	\$221,156	\$246,740	52,827
Other Than Personal Services	32,245	32,449	31,509	32,776	32,776	1,267
TOTAL	\$219,980	\$215,765	\$225,422	\$253,933	\$279,516	\$54,094
Funding						
City			\$37,707	\$49,943	\$61,643	\$23,936
State			76,280	88,624	98,246	21,966
Federal - Other			111,434	115,366	119,627	8,193
TOTAL	\$219,980	\$215,765	\$225,422	\$253,933	\$279,516	\$54,094
Positions						
Full-Time Positions	2,940	2,771	3,234	3,317	3,458	224
TOTAL	2,940	2,771	3,234	3,317	3,458	224

**The difference of Fiscal 2015 Adopted Budget compared to Fiscal 2016 Preliminary Budget.*

The Fiscal 2016 Preliminary Budget includes a \$54 million increase for protective services from the Fiscal 2015 Adopted Budget amount of \$225.4 million, due to a large introduction of City and State funds. Almost all of the increase is associated with the introduction to the budget of \$25.3 million for Operation Safe and \$27.7 million for Child Welfare Reform. The increased 224 head count comes from Operation Safe and the Child Welfare Reform. These added positions reflect ACS' desire to reduce the Family Services Unit caseload.

Operation Safe added 201 positions; approximately 115 Child Protective Specialists (CPS) will be added in addition to Supervisors, Deputy Directors, Clerical Workers, Managers, and five Protective Liaisons (one for each borough). The added funds for Child Welfare Reform add eight new positions for frontline supervision and coaching, thirteen staff CPS staff members at the PATH Homeless Shelter Intake, and three risk assessment staff. Aside from staff, the Child Welfare Reform funding provides for new risk assessment models, funding for the Safe Sleep Campaign, and staff coaching and training.

Performance Measures

Performance Indicators	Actual			Target		4-Month Actual	
	FY12	FY13	FY14	FY15	FY16	FY14	FY15
*Number of State Central Register consolidated investigations	57,453	54,039	55,529	*	*	15,931	16,300
*Abuse and/or neglect reports responded to within 24 hours of receipt from the State Central Register (%)	92.1%	92.9%	92.3%	100.0%	100.0%	93.4%	91.1%
Substantiation rate	39.6%	39.8%	39.5%	*	*	39.1%	39.0%
Children in complete investigations with repeat investigations within a year (%)	23.8%	23.9%	23.5%	*	*	23.5%	23.0%
*Children in substantiated investigations with repeat substantiated investigations within a year (%) (preliminary)	16.2%	16.0%	16.1%	14.0%	14.0%	15.5%	15.7%
*Average child protective specialist caseload	8.7	8.2	9.8	12.0	12.0	7.6	9.3

Source: Preliminary Mayor's Management Report

The Preliminary Mayor's Management Report indicates that the first four months of Fiscal 2015 experienced an increase of investigations of child abuse and/or neglect over the same period last year. The number of investigations increased to 16,300 from 15,931. This is coupled with a 2.3 percent decrease in the percent of reports of abuse and/or neglect that are responded to within 24 hours of receipt from the State Central Register; the Fiscal 2015 four month figure is 91.1 percent while the Fiscal 2014 figure was 93.4 percent. ACS has stated that it plans to identify barriers to compliance and develop a plan of action to improve the 24 hour response figure.

Slight changes were reported for the substantiation rate, the percent of children with repeat investigations within a year, and the percent of children with substantiated investigations within a year. The percent of reports of abuse and/or neglect that are substantiated decreased 0.1 percent to 39 percent in the first four months of Fiscal 2015. The percent of children in complete investigations with repeat investigations within a year decreased to 23 percent, and the percent of children in substantiated investigations with repeat substantiated investigations within a year increased to 15.7 percent.

Additionally, the average child protective specialist caseload increased from 7.6 in Fiscal 2014 to 9.3, still below the ACS' target of 12. An increase in caseload would be expected as the investigations of child abuse and/or neglect have increased. Given the fact that the budget for Protective Services substantially increased in the Fiscal 2016 Preliminary Budget and provides for additional Child Protective Specialists, this figure should decrease.

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 and reunite them with their families.

Preventive Services						
	2013	2014	2015	Preliminary		*Difference
<i>Dollars in Thousands</i>	Actual	Actual	Adopted	2015	2016	2015 - 2016
Spending						
Personal Services	\$11,396	\$10,885	\$10,923	\$10,923	\$12,111	\$1,188
Other Than Personal Services	193,761	210,513	205,342	204,508	201,251	(4,091)
TOTAL	\$205,157	\$221,399	\$216,266	\$215,432	\$213,362	(\$2,904)
Funding						
City			\$45,076	\$43,897	\$43,789	(\$1,287)
State			80,834	81,179	79,015	(1,819)
Federal - Other			90,015	90,015	90,218	203
Other Categorical			0	0	0	0
Intra City			340	340	340	0
TOTAL	\$205,157	\$221,399	\$216,266	\$215,432	\$213,362	(\$2,904)
Positions						
Full-Time Positions - Civilian	166	158	161	161	177	16
TOTAL	166	158	161	161	177	16

**The difference of Fiscal 2015 Adopted Budget compared to Fiscal 2016 Preliminary Budget.*

The proposed budget for preventive services for Fiscal 2016 reflects a decrease of \$2.9 million, primarily from City and State monies. Generally, preventive services is funded mostly with State and Federal revenue, with \$57.9 million originating from the Federal Title XX Social Services Block Grant Program for Child Welfare and \$13.4 million from the same grant for other purposes.

Despite the overall decrease in funding for preventive services, the Preliminary Budget for Fiscal 2016 includes 16 additional full-time positions. The 16 positions are all Child and Family Specialists; these specialists will perform preventive case monitoring in ACS' Family Services Unit. The funding decrease can be attributed to several funding streams that have not yet been added, specifically for Safe Harbor and the Nurse-Family Partnership.

Preventive Homemaking Services

Preventive homemaking services offer childcare and household management services to 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.

Preventive Homemaking Services						
	2013	2014	2015	Preliminary		*Difference
<i>Dollars in Thousands</i>	Actual	Actual	Adopted	2015	2016	2015 - 2016
Spending						
Contractual Services	\$15,486	\$15,500	\$18,486	\$18,486	\$18,486	\$0
TOTAL	\$15,486	\$15,500	\$18,486	\$18,486	\$18,486	\$0
Funding						
Federal - Other			\$18,486	\$18,486	\$18,486	\$0
TOTAL	\$15,486	\$15,500	\$18,486	\$18,486	\$18,486	\$0

**The difference of Fiscal 2015 Adopted Budget compared to Fiscal 2016 Preliminary Budget.*

The Preliminary Budget for Fiscal 2016 for preventive homemaking services remains unchanged from the Fiscal 2015 Adopted Budget. Funding for these services originates entirely from Federal funding, specifically the Temporary Assistance for Needy Families (TANF) program. ACS contracts with private agencies to provide preventive homemaking services.

Performance Measures

Performance Indicators	Actual			Target		4-Month Actual	
	FY12	FY13	FY14	FY15	FY16	FY14	FY15
*Families entering purchased preventive services	10,124	10,510	11,759	12,000	12,000	3,447	4,031
Children receiving contract preventive services (daily average)	23,496	25,413	24,933	*	*	23,612	24,881

Source: Preliminary Mayor's Management Report

In the first four months of Fiscal 2015, the number of families entering purchased preventive services (preventive services provided by ACS through contracted providers) and the number of children receiving contract preventives services have both significantly increased. The number of families entering preventive services increased 17 percent to 4,031. A 5.4 percent increase in the daily average of children receiving preventive services occurred from Fiscal 2014 to Fiscal 2015, raising the daily average to 24,881 children.

Foster Care Services

In cases where children are removed from their homes due to abuse or neglect, 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 are given for per diem care and maintenance for foster care children along with other miscellaneous costs. Funding covers such costs as food, clothing, shelter, daily supervision, school supplies, personal incidentals, liability insurance, and travel arrangements, e.g. visits to a child's home.

Foster Care Services						
	2013	2014	2015	Preliminary		*Difference
<i>Dollars in Thousands</i>	Actual	Actual	Adopted	2015	2016	2015 - 2016
Spending						
Other Than Personal Services	\$529,442	\$497,701	\$511,062	\$511,062	\$510,944	(\$118)
TOTAL	\$529,442	\$497,701	\$511,062	\$511,062	\$510,944	(\$118)
Funding						
City			\$154,909	\$154,909	\$154,791	(\$118)
State			208,806	208,806	208,806	0
Federal - Other			147,347	147,347	147,347	0
TOTAL	\$529,442	\$497,701	\$511,062	\$511,062	\$510,944	(\$118)

**The difference of Fiscal 2015 Adopted Budget compared to Fiscal 2016 Preliminary Budget.*

The Fiscal 2016 Preliminary Budget for foster care services of \$510.9 million shows an \$118,000 decrease from the Fiscal 2015 Adopted Budget total of \$511.1 million. This slight change is attributed to omission of one-year, Council funded local initiatives from the Fiscal 2015 budget.

Foster care services are funded through City, State, and Federal funds, with a City contribution of \$154.8 million. Federal funds consist of \$124.2 million in Title IV-E Foster Care funds, \$16 million in Title IV-E funding for Foster Care Administration, and other smaller sources. New York State funds originate from \$187.9 million in the State Foster Care Block Grant and other monies totaling nearly \$21 million.

Performance Measures

Performance Indicators	Actual			Target		4-Month Actual	
	FY12	FY13	FY14	FY15	FY16	FY14	FY15
All children entering foster care (preliminary)	5,698	4,779	4,501	*	*	1,515	1,343
*Children placed in foster care in their community	33.5%	33.4%	33.3%	33.0%	33.0%	32.9%	33.2%
*Children in foster care (average)	13,820	12,958	11,728	*	*	11,952	11,125
- Children in foster kinship homes	4,843	4,461	3,928	*	*	4,028	3,736
- Children in nonrelative foster boarding homes	7,896	7,398	6,896	*	*	7,015	6,470
- Children in residential care	1,081	1,099	923	*	*	948	920
*Children who re-enter foster care within a year of discharge to family (%) (preliminary)	10.4%	10.2%	10.8%	10.0%	10.0%	10.4%	10.2%
Children placed in foster care in their borough	57.9%	60.7%	61.6%	*	*	60.5%	61.1%
School Attendance Rate - Children in Foster Care (%)	N/A	N/A	82.1%	*	*	83.6%	84.4%
Children in foster care who had one or fewer transfers from one facility to another (%)	57.8%	57.6%	57.6%	*	*	57.3%	57.0%
Abuse and/or neglect reports for children in foster care	1,902	2,165	1,987	*	*	628	636
Abuse and/or neglect reports for children in foster care that are substantiated (%)	31.0%	31.5%	28.0%	*	*	29.0%	29.7%

Source: Preliminary Mayor's Management Report

Entering Foster Care

As indicated in the Preliminary Mayor's Management Report, the number of children entering foster care is continuing to decline. During the first four months of Fiscal 2015, 1,343 children entered foster care; this represents an 11.4 percent decrease from the Fiscal 2014 figure of 1,515 children.

Foster Care Re-Entry

The percent of children who re-enter foster care within a year of being discharged to their family continues to remain fairly constant. 10.2 percent of children re-entered foster care during the first four months of Fiscal 2015, representing a 0.2 percent decrease from the Fiscal 2014 figure. For Fiscal Years 2012, 2013, and 2014, the percent of children re-entering foster care averaged 10.46 percent.

Decline in Foster Care

Much like the trend regarding the number of children entering foster care, the average number of children in foster care has decreased. In the first four months of Fiscal 2014, there were 11,952 children in foster care, while this figure for Fiscal 2015 was 11,125 children. The number of children in foster kinship homes significantly decreased from 4,028 to 3,736 in the first four months of Fiscal 2015.

Of all children placed in foster care, the Administration for Children's Services aims to place at least 33 percent in their communities. ACS met and even slightly exceeded its goal in the first four months of Fiscal 2015, with 33.2 percent of children in foster care being placed in their community. Additionally, 61.1 percent of children are placed in foster care in their home borough.

Abuse in Foster Care

Although the number of abuse or neglect reports of children in foster care increased to 636 in the first four months of Fiscal 2015 from 628 in Fiscal 2014, the percent of reports of abuse or neglect of children in foster care that are substantiated has remained almost the same. The percent of reports of abuse and neglect for children in foster care increased faintly in the first four months of Fiscal 2015 to 29.7 percent from 29 percent in Fiscal 2014.

School Attendance of Children in Foster Care

From 83.6 percent in the first four months of Fiscal 2014, the school attendance rate of children in foster care has increased to 84.4 percent in Fiscal 2015. The NYC Department of Education reports that citywide, 80 percent of students have a 90 percent or better attendance rate for the same time period. The PMMR does not indicate whether ACS requires foster care providers to ensure school attendance among children in foster care; the lack of such a requirement would minimize the school attendance rate.

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.

Foster Care Support						
	2013	2014	2015	Preliminary		*Difference
<i>Dollars in Thousands</i>	Actual	Actual	Adopted	2015	2016	2015 - 2016
Spending						
Personal Services	\$37,845	\$39,269	\$43,532	\$43,532	\$48,528	\$4,996
TOTAL	\$37,845	\$39,269	\$43,532	\$43,532	\$48,528	\$4,996
Funding						
City			\$9,645	\$9,645	\$11,666	\$2,021
State			13,206	13,206	15,328	2,122
Federal - Other			20,681	20,681	21,534	853
TOTAL	\$37,845	\$39,269	\$43,532	\$43,532	\$48,528	\$4,996
Positions						
Full-Time Positions - Civilian	541	562	597	597	668	71
TOTAL	541	562	597	597	668	71

**The difference of Fiscal 2015 Adopted Budget compared to Fiscal 2016 Preliminary Budget.*

The Fiscal 2016 Preliminary Budget introduced a \$4.9 million increase for foster care support; this increase can be attributed to increases in City, State, and Federal Funds for Operation Safe. This growth provides for 71 new full-time positions, including 56 Child and Family Specialists. The new staff will help to monitor children in foster care; these specialists will perform case and compliance monitoring for high risk cases from trial discharge to final discharge.

Federal funds for foster care support are provided through TANF funds designated for child welfare (\$5.8 million), the Title XX Social Services Block Grant for child welfare (\$5.1 million), Title IV-E funds for foster care administration (\$4.1 million), and other smaller sources. New York State funding is delivered almost entirely through State Preventive Services funds (\$12.2 million).

Adoption Services

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

Adoption Services						
	2013	2014	2015	Preliminary		*Difference
<i>Dollars in Thousands</i>	Actual	Actual	Adopted	2015	2016	2015 - 2016
Spending						
Personal Services	\$2,264	\$1,843	\$1,927	\$1,927	\$1,927	\$0
Other Than Personal Services	295,498	298,140	318,677	318,677	318,677	(0)
TOTAL	\$297,762	\$299,982	\$320,604	\$320,604	\$320,604	(\$0)
Funding						
City			\$70,061	\$70,061	\$70,061	\$0
State			114,597	114,597	114,597	(0)
Federal - Other			135,946	135,946	135,946	(0)
TOTAL	\$297,762	\$299,982	\$320,604	\$320,604	\$320,604	(\$0)
Positions						
Full-Time Positions - Civilian	37	31	26	26	26	0
TOTAL	37	31	26	26	26	0

**The difference of Fiscal 2015 Adopted Budget compared to Fiscal 2016 Preliminary Budget.*

The proposed budget for Fiscal 2016 remains unaltered from the Fiscal 2015 Adopted Budget. State and Federal funding comprise the majority of funding for adoption services. \$133.7 million of the \$135.9 million in Federal funding comes from Adoption Assistance resources, while \$112.9 million of the \$114.6 million provided by New York State originates from state Adoption funds.

Performance Measures

Performance Indicators	Actual			Target		4-Month Actual	
	FY12	FY13	FY14	FY15	FY16	FY14	FY15
Median length of stay in foster care before child is adopted (months)	53.2	54.1	55.1	50.0	50.0	N/A	N/A
Children adopted	1,295	1,310	1,101	*	*	339	266
Children eligible for adoption (average)	1,675	1,446	1,248	*	*	1,278	1,334
*Children eligible for adoption who are adopted (%)	77.3%	90.6%	88.2%	90.0%	90.0%	N/A	N/A
Average time to complete adoption (years)	3.1	3.1	2.9	3.0	3.0	3.0	2.9
Kinship Guardianship Assistance Discharges	N/A	119	251	*	*	90	94

Source: Preliminary Mayor's Management Report

The Preliminary Mayor's Management Report notes that although the number of children who are eligible for adoption is increasing, from 1,278 to 1,334 children, the first four months of Fiscal 2015 has experienced a 21.5 percent decrease in the number of children who are adopted. There have only been 266 children adopted in the first four months of Fiscal 2015,

while the average for Fiscal 2014 was 339 children. Despite a minute decrease, the average time to complete adoption has remained fairly stable.

Department of Education (DOE) Residential Care

DOE's Residential Care funding provides room and board for non-foster care children placed by the Committee for Special Education into residential facilities.

DOE Residential Care						
	2013	2014	2015	Preliminary		*Difference
<i>Dollars in Thousands</i>	Actual	Actual	Adopted	2015	2016	2015 - 2016
Spending						
Other Than Personal Services	\$95,991	\$99,733	\$96,201	\$96,201	\$96,201	\$0
TOTAL	\$95,991	\$99,733	\$96,201	\$96,201	\$96,201	\$0
Funding						
City			\$78,477	\$78,477	\$78,477	\$0
State			17,724	17,724	17,724	(0)
TOTAL	\$95,991	\$99,733	\$96,201	\$96,201	\$96,201	\$0

**The difference of Fiscal 2015 Adopted Budget compared to Fiscal 2016 Preliminary Budget.*

The proposed budget for DOE residential care remains unchanged from the Fiscal 2015 Adopted Budget of \$96.2 million. Approximately \$78.5 million of the \$96.2 million provided for DOE residential care is provided by the City. The remainder of the funds, \$17.7 million, is delivered through New York State Special Education Services resources.

Child Welfare Support

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

Child Welfare Support						
	2013	2014	2015	Preliminary		*Difference
<i>Dollars in Thousands</i>	Actual	Actual	Adopted	2015	2016	2015 - 2016
Spending						
Personal Services	\$43,724	\$42,882	\$46,986	\$46,986	\$49,291	\$2,305
TOTAL	\$43,724	\$42,882	\$46,986	\$46,986	\$49,291	\$2,305
Funding						
City			\$10,419	\$10,419	\$11,351	\$932
State			14,606	14,606	15,586	980
Federal - Other			21,961	21,961	22,355	394
TOTAL	\$43,724	\$42,882	\$46,986	\$46,986	\$49,291	\$2,306
Positions						
Full-Time Positions - Civilian	632	634	680	680	715	35
TOTAL	632	634	680	680	715	35

**The difference of Fiscal 2015 Adopted Budget compared to Fiscal 2016 Preliminary Budget.*

The Fiscal 2016 Preliminary Budget for child welfare support is \$49.3 million, a \$2.3 million increase from the Fiscal 2015 Adopted Budget of \$46.9 million. The increase reflects the introduction of funds from Operation Safe in Fiscal 2016. The increased funds provide for 35 new full-time positions, including 25 Family Court Attorneys.

In addition to City monies, \$22.4 million in Federal dollars and \$15.6 million in State resources fund child welfare support. New York State Preventive Services funds account for \$11.7 million of State funding and the remainder comes from smaller sources, including the Foster Care Block Grant (\$3.7 million). Federal funding is provided through the Title XX Social Services Block Grant (approximately \$6 million), TANF (\$7.2 million), and other sources.

General Administration

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

General Administration						
	2013	2014	2015	Preliminary		*Difference
<i>Dollars in Thousands</i>	Actual	Actual	Adopted	2015	2016	2015 - 2016
Spending						
Personal Services	\$60,270	\$59,816	\$59,431	\$63,661	\$67,729	\$8,298
Other Than Personal Services	70,471	73,095	73,526	74,636	76,841	3,315
TOTAL	\$130,741	\$132,911	\$132,956	\$138,297	\$144,570	\$11,614
Funding						
City			\$26,797	\$29,418	\$31,070	\$4,273
State			43,523	44,698	49,771	6,248
Federal - Other			62,637	64,180	63,729	1,092
TOTAL	\$130,741	\$132,911	\$132,956	\$138,296	\$144,570	\$11,614
Positions						
Full-Time Positions - Civilian	875	873	917	917	970	53
TOTAL	875	873	917	917	970	53

**The difference of Fiscal 2015 Adopted Budget compared to Fiscal 2016 Preliminary Budget.*

The proposed budget for general administration for Fiscal 2016 is \$144.6 million, an \$11.6 million increase from the Fiscal 2015 Adopted Budget of \$132.9 million. The increase can be attributed to approximately \$3.6 million for collective bargaining, \$3.4 million for Operation Safe, \$3.5 million in ACS Division of Youth and Family Justice program areas, and other minor adjustments. The head count increase is associated with a head count realignment and the agency-wide head count increase of 445 positions associated with Operation Safe and Child Welfare Reform.

Juvenile Justice

In 2010, the Department of Juvenile Justice merged into the Administration for Children's Services, with the goal of serving overlapping youth populations more efficiently. ACS' Division of Youth and family Justice (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.

Alternatives to Detention						
	2013	2014	2015	Preliminary		*Difference
<i>Dollars in Thousands</i>	Actual	Actual	Adopted	2015	2016	2015 - 2016
Spending						
Other Than Personal Services	\$4,170	\$4,732	\$1,030	\$6,699	\$1,030	\$0
TOTAL	\$4,170	\$4,732	\$1,030	\$6,699	\$1,030	\$0
Funding						
City			\$148	\$2,308	\$148	\$0
State			882	4,390	882	0
Federal - Other			0	0	0	0
TOTAL	\$4,170	\$4,732	\$1,030	\$6,698	\$1,030	\$0

**The difference of Fiscal 2015 Adopted Budget compared to Fiscal 2016 Preliminary Budget.*

The Fiscal 2016 proposed budget for Alternatives to Detention remains unchanged from its Fiscal 2015 Adopted Budget of \$1.03 million. The State primarily funds Alternatives to Detention services and the City contributes \$148,000 as well. New York State funds for Alternatives to Detention come from Secure Detention Services dollars (\$882,000).

Juvenile Justice Support

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

Juvenile Justice Support						
	2013	2014	2015	Preliminary		*Difference
<i>Dollars in Thousands</i>	Actual	Actual	Adopted	2015	2016	2015 - 2016
Spending						
Personal Services	\$4,613	\$4,779	\$3,750	\$3,750	\$3,750	\$0
Other Than Personal Services	6,614	6,848	8,377	8,378	8,377	0
TOTAL	\$11,227	\$11,627	\$12,127	\$12,128	\$12,127	\$0
Funding						
City			\$7,093	\$7,094	\$7,093	\$0
State			5,034	5,034	5,034	(0)
TOTAL	\$11,227	\$11,627	\$12,127	\$12,128	\$12,127	\$0
Positions						
Full-Time Positions - Civilian	73	70	69	69	59	(10)
TOTAL	73	70	69	69	59	(10)

**The difference of Fiscal 2015 Adopted Budget compared to Fiscal 2016 Preliminary Budget.*

The Fiscal 2016 Preliminary Budget for juvenile justice support remains unchanged from its Fiscal 2015 Adopted Budget of \$12.1 million, but does include a decreased head count of ten full-time positions. The decrease of ten positions reflects interim shifts made for ACS head

count realignment, as described in the general administration section; the ten positions now appear in the general administration program area. New York City provides \$7 million for juvenile justice support and New York State contributes \$22,000 in Non-Secure Detention Services funds and \$4.8 million in Secure Detention Services dollars.

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 oversees non-secure detention facilities; these facilities provide less restrictive, structured residential care. New York State mandates that non-secure facilities hold a maximum of twelve juveniles at a time.

Non-Secure Detention						
	2013	2014	2015	Preliminary		*Difference
<i>Dollars in Thousands</i>	Actual	Actual	Adopted	2015	2016	2015 - 2016
Spending						
Personal Services	\$2,327	\$2,521	\$2,400	\$2,400	\$2,400	\$0
Other Than Personal Services	15,585	14,833	15,533	14,847	15,533	(0)
TOTAL	\$17,911	\$17,354	\$17,933	\$17,247	\$17,933	(\$0)
Funding						
City			\$10,256	\$9,570	\$10,256	(\$0)
State			7,677	7,677	7,677	0
TOTAL	\$17,911	\$17,354	\$17,933	\$17,247	\$17,933	\$0
Positions						
Full-Time Positions - Civilian	47	43	55	55	55	0
TOTAL	47	43	55	55	55	0

**The difference of Fiscal 2015 Adopted Budget compared to Fiscal 2016 Preliminary Budget.*

The proposed budget for Fiscal 2016 for non-secure detention remains unchanged from its Fiscal 2015 Adopted Budget of \$17.9 million. \$10.3 million of the total \$17.9 million is provided by the City and most of the \$7.7 million contributed by New York State is derived from Secure Detention Services funds (\$6.7 million).

Secure Detention

ACS' Division of Youth and Family Justice manages two secure detention facilities, Horizon and Crossroads. 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.

Secure Detention						
	2013	2014	2015	Preliminary		*Difference
<i>Dollars in Thousands</i>	Actual	Actual	Adopted	2015	2016	2015 - 2016
Spending						
Personal Services	\$21,425	\$20,595	\$21,600	\$21,600	\$21,600	\$0
Other Than Personal Services	5,366	9,248	6,632	8,901	6,552	(80)
TOTAL	\$26,791	\$29,843	\$28,232	\$30,501	\$28,152	(\$80)
Funding						
City			\$13,035	\$15,305	\$12,955	(\$80)
State			14,508	14,508	14,508	(0)
Federal - Other			689	689	689	0
TOTAL	\$26,791	\$29,843	\$28,232	\$30,502	\$28,152	(\$80)
Positions						
Full-Time Positions - Civilian	364	359	501	501	501	0
TOTAL	364	359	501	501	501	0

**The difference of Fiscal 2015 Adopted Budget compared to Fiscal 2016 Preliminary Budget.*

The secure detention Preliminary Budget for Fiscal 2016 is \$80,000 less than the Fiscal 2015 Adopted Budget of \$28.2 million. This decline is due to a one-time increase made to the Fiscal 2015 Budget for maintenance. The City contributes nearly \$13 million to the budget for secure detention and New York State funds the remaining \$14.5 million; New York State Secure Detention Services dollars provide \$13 million and Non-Secure Detention Services monies add \$1.4 million to the total.

Office of Children and Family Services (OCFS) Residential Placements

The New York State Office of Children and Family Services (OCFS) provides residential services for adjudicated juvenile delinquents and offenders. The proposed budget for OCFS Residential Placements for Fiscal 2016 includes funding for City youth placed in State Facilities.

Office of Children and Family Services (OCFS) Residential Placements						
	2013	2014	2015	Preliminary		*Difference
<i>Dollars in Thousands</i>	Actual	Actual	Adopted	2015	2016	2015 - 2016
Spending						
Personal Services	\$2,276	\$4,955	\$7,300	\$7,300	\$7,300	\$0
Other Than Personal Services	105,562	115,505	139,882	138,062	139,882	(0)
TOTAL	\$107,839	\$120,460	\$147,182	\$145,362	\$147,182	\$0
Funding						
City			\$109,783	\$107,963	\$109,783	(\$0)
State			30,468	30,468	30,468	0
Federal - Other			6,931	6,931	6,931	0
TOTAL	\$107,839	\$120,460	\$147,182	\$145,362	\$147,182	\$0
Positions						
Full-Time Positions - Civilian	69	84	0	0	46	46
TOTAL	69	84	0	0	46	46

**The difference of Fiscal 2015 Adopted Budget compared to Fiscal 2016 Preliminary Budget.*

The Fiscal 2016 Preliminary Budget for OCFS Residential Placements remains unchanged from its Fiscal 2015 Adopted Budget of approximately \$147.2 million. Although the overall budget for placements did not increase, the number of full-time positions increased by 46. These 46 positions now appear due to the ACS head count realignment.

City, Federal, and State money all contribute to the \$147.2 million dollar placements budget, with the City providing the majority of funds (\$109.8 million). New York State Juvenile Offenders Detention funds comprise the entire State contribution of \$30.5 million. Federal support comes from Title IV-E Foster Care funds (nearly \$6 million) and Title IV-E Foster Care Administration dollars (\$946,000).

Juvenile Justice Performance Measures

Performance Indicators	Actual			Target		4-Month Actual	
	FY12	FY13	FY14	FY15	FY16	FY14	FY15
DETENTION							
*Total admissions to detention	4,416	3,419	3,126	*	*	1,068	958
*Average daily population (ADP), detention	326.5	266.0	234.1	*	*	254.5	181.2
Secure detention - ADP	188.4	150.1	130.2	*	*	148.9	98.9
Non-secure detention - ADP	188.4	115.9	103.5	*	*	105.6	81.8
*Average length of stay, detention (days)	27	29	29	*	*	29	24
*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)	0.02	0.05	0.08	0.02	0.02	0.06	0.01
*Youth on youth assaults and altercations with injury rate (per 100 total ADP), detention	0.44	0.34	0.35	0.35	0.35	0.37	0.32
*Youth on staff assault w/injury rate (per 100 total ADP), detention	0.04	0.06	0.05	0.03	0.03	0.07	0.08
*Weapon recovery rate (average per 100 total ADP), detention	0.10	0.09	0.05	*	*	0.04	0.07
*Illegal substance/prescription or OTC medication recovery rate (average per 100 total ADP), detention	0.08	0.08	0.10	*	*	0.05	0.05
*Child abuse and/or neglect allegation rate (internal) (average per 100 total ADP), detention	0.09	0.11	0.12	0.09	0.09	0.09	0.11
Child abuse/neglect allegations cases (internal) reported as substantiated, detention	5.0	17.0	8.0	*	*	6.0	0.0
*In-care youth who were referred for mental health services, detention (%)	43%	51%	48%	*	*	38%	57%
*In-care youth who were referred for and received mental health services, detention (%)	55%	58%	58%	*	*	56%	62%
*Youth admitted to detention with previous admission(s) to detention (%)	59.5%	60.5%	60.9%	*	*	NA	NA
*Average daily cost per youth per day, detention (\$)	\$634	\$729	\$773	*	*	NA	NA
*General health care cost per youth per day, detention	\$52	\$60	\$62	*	*	NA	NA
PLACEMENTS							
Admissions to non-secure placement	N/A	N/A	348	*	*	114	88
*Number in non-secure placement	N/A	N/A	195	*	*	188	190
Youth on youth assault and altercation rate, non-secure placement	N/A	N/A	0.6	0.5	0.5	0.6	0.7
Youth on staff assault rate, non-secure placement	N/A	N/A	0.2	0.1	0.1	0.1	0.2
AWOL rate, non-secure placement	N/A	N/A	0.7	0.7	0.7	0.8	0.5
Discharges from non-secure placement (dispositional order complete)	N/A	N/A	222.0	*	*	85.0	111.0
*Residents seen within 24 hours of sick call report (%)	100%	100%	100%	100%	100%	100%	100%
Number of releases to Close to Home aftercare	N/A	N/A	274	*	*	74	87
*Number in Close to Home aftercare (average)	N/A	N/A	92.8	*	*	92.0	121.5

Source: Preliminary Mayor's Management Report

Detention

Since Fiscal 2009, the average daily population of juveniles in detention has continuously decreased. From the first four months of Fiscal 2014 to the first four months of Fiscal 2015, the average daily population has decreased to 181.2 juveniles, and the total admissions to detention lowered to 958. The average length of stay in detention decreased from 29 days to 24 days.

The rate of youth-on-youth assault and altercations with injury in detention decreased from 0.37 per 100 average daily population (ADP) to 0.32 in Fiscal 2015. The youth on staff assault with injury rate increased during this period from 0.07 to 0.08 per 100 ADP. ACS expects the rate of assault on staff with injury to decrease as the result of staff redeployment in teams.

During the first four months of 2015, the weapon recovery rate increased and the Illegal substance/prescription or over-the-counter OTC medication recovery rate remained the same. The increased weapon recovery rate of 0.07 per 100 ADP can be attributed to increased focused searches. Although the child abuse and/or neglect rate increased from 0.09 to 0.11 per 100 ADP, the number of cases that have been substantiated for Fiscal 2015 is 0.

Both the percent of in-care youth who were referred for mental health services and those who were referred and receiving mental health services rose significantly. The percent of youth referred increased to 57 percent from 38 percent, and the percent that were referred and receiving mental health services increased to 62 percent from 56 percent.

Placements

The number of admissions to non-secure placement also declined during the first four months of Fiscal 2015. The number of admissions declined 22.8 percent from 114 to 88, and the number of juveniles in non-secure placement increased slightly for a total of 190.

The youth on youth assault rate in non-secure placement increased slightly to 0.7 from 0.6, as did the youth on staff assault rate (from 0.1 to 0.2). From the first four months of Fiscal 2014 to the first four months of Fiscal 2015, the AWOL rate has decreased to 0.5 and the number of discharges from non-secure placement increased to 111.

A similar trend was found for the number of youth released to Close to Home aftercare in their communities and the number of youth in aftercare. 87 young people were released to Close to Home Aftercare and the average number of youth in aftercare jumped to 121.5.

Capital Budget Summary

The Fiscal 2016 Preliminary Capital Commitment Plan includes \$102.7 million in Fiscal 2015-2018 for the Administration for Children's Services, including City and Non-City funds. The agency's Preliminary Commitment Plan for Fiscal 2015-2018 is four percent less than the \$107.1 million scheduled in the Adopted Capital Commitment Plan, a decrease of \$4.4 million.

ACS Fiscal 2015-2018 Capital Commitment Plan					
<i>Dollars in Thousands</i>	FY15	FY16	FY17	FY18	Total
Adopted	\$64,772	\$12,375	\$13,621	\$16,325	\$107,093
Preliminary Plan	\$33,134	\$24,207	\$25,816	\$19,524	\$102,681
Change	(\$31,638)	\$11,832	\$12,195	\$3,199	(\$4,412)
Percentage Change	-49%	96%	90%	20%	-4%

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 2014, the Administration for Children's Services committed \$10.2 million, approximately 15.4 percent of its annual capital plan. Therefore, it is assumed that a significant portion of the agency's Fiscal 2015 Capital Plan will be rolled into Fiscal 2016, thus increasing the size of the Fiscal 2016-2019 Capital Plan. Since adoption last June, the citywide total Capital Commitment Plan for Fiscal 2015 has decreased from \$17.81 billion in the September Capital Commitment Plan to \$17.3 billion in the Preliminary Capital Commitment Plan, an increase of \$500 million or 2.8 percent.

Preliminary Capital Plan Highlights

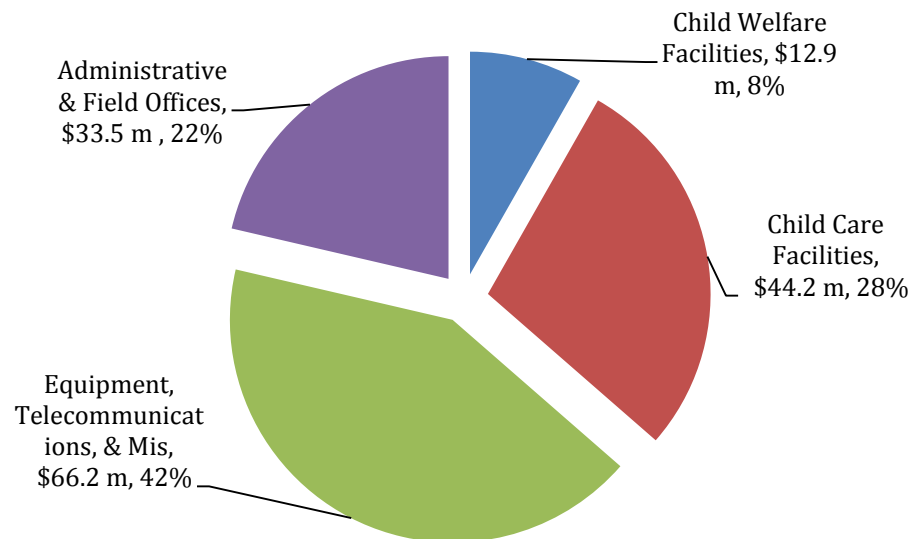
Highlights in the Preliminary Capital Plan for the Administration for Children's Services for Fiscal 2015-2018 include:

- **Child Care Facilities Improvements.** ACS' Preliminary Capital Plan provides \$11.4 million for renovations and improvements of day care centers throughout the City, representing a \$611,000 increase from the Adopted Plan.
- **Telecommunications and Technology.** \$3.6 million was introduced for Voice Over IP (VOIP) as was \$400,000 for the Geographic Information System (GIS) and \$2.4 million for Provider Agency Measure System (PAMS) improvements.
- **Council Funded Projects.** The Fiscal 2015-2018 plan contains \$607,000 in Council funds for facility enhancements for child care and day care centers, including center renovations, improved computer equipment, and playground construction. An additional \$13,000 is provided for capital improvements for a child advocacy center.
- **Juvenile Justice.** Library renovations for the Crossroads Juvenile Center total \$170,000 in the Preliminary Capital Plan. Although \$820,000 in City funds was designated in Fiscal 2016 for facility renovations at the center, ACS is trying to secure State and Federal funds as well. ACS is currently working with the NYC Department of Design and Construction to plan renovations to general infrastructure for the Horizons center; the project previously had approximately \$11 million and received an additional \$2 million. ACS also added \$1.2 million to purchase 21 secure passenger vans for a total of \$1.6 million.

2016-2025 Preliminary Ten-Year Capital Strategy

ACS' capital program primarily aims to repair and improve facilities used in the provision of agency services and field and central ACS office facilities. Specifically, ACS aims to renovate and maintain child care facilities and make upgrades to children's service facilities that serve vulnerable families and children. The administration also intends to make much needed renovations to juvenile detention and placement facilities. The final major component of ACS' capital program goals entails upgrading telecommunications, computer technology, and data management systems. The Preliminary Capital Plan reflects all of these priorities.

ACS Ten-Year Capital Strategy by Project Type



Preliminary Ten-Year Strategy

The City's Ten-Year Capital Strategy 2016-2025 totals \$156.8 million in all funds. For the Administration for Children's Services, the Preliminary Ten-Year Capital Strategy provides \$66.2 million in Fiscal 2016-2025 for information technology and telecommunications, \$44.2 million for the construction and renovation of daycare centers, \$33.5 million for the construction and renovation of central and field offices, and \$12.9 million for the renovation of child welfare facilities. The ACS' capital funding is divided into four categories of needs as illustrated by the chart below:

FY 2016-2025 Preliminary Ten-year Capital Strategy											
Dollars in Thousands											
	FY 2016	FY 2017	FY 2018	FY 2019	FY 2020	FY 2021	FY 2022	FY 2023	FY 2024	FY 2025	Total
Child Welfare Facilities	\$2,775	\$3,329	\$829	-	-	-	-	-	\$3,000	\$3,000	\$12,933
Day Care Facilities	1,200	1,200	6,704	6,000	4,663	3,229	4,940	5,039	5,279	5,931	\$44,185
Equipment	23,317	22,664	8,933	1,787	1,402	1,418	1,434	1,478	1,950	1,795	\$66,178
Social Service Buildings	2,054	2,646	7,111	8,721	2,000	3,228	3,293	4,468	-	-	\$33,521
Total	\$29,346	\$29,839	\$23,57	\$16,508	\$8,065	\$7,875	\$9,667	\$10,985	\$10,229	\$10,726	\$156,817

The Ten-Year Preliminary Capital Strategy for ACS does not include planned commitments in the current fiscal year, which total \$33.2 million. In Fiscal 2014, the agency only committed 15.4 percent of its capital plan. Therefore, it is likely that a portion of current year capital funding will be rolled into the Ten-Year Capital Plan.

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

<i>Dollars in Thousands</i>	FY 2015			FY 2016		
	City	Non-City	Total	City	Non-City	Total
ACS Budget as of the Adopted 2015 Budget	\$894,771	\$2,012,962	\$2,907,733	\$886,416	\$2,013,602	\$2,900,018
New Needs						
Child Welfare Reforms	5,517	8,314	13,831	11,034	16,628	27,662
Subtotal New Needs	\$5,517	\$8,314	\$13,831	\$11,034	\$16,628	\$27,662
Other Adjustments						
Baseline add. CACFP	0	4,715	4,715	0	4,715	4,715
Collective Bargaining	7,355	10,034	17,389	8,246	11,472	19,718
Funds to increase Sandy HS	0	961	961	0	0	0
FY15 New Respite	0	310	310	0	0	0
FY15 Nurse Family Partnership	0	2,250	2,250	0	0	0
FY15 Parent Advocates	0	(2,068)	(2,068)	0	(2,068)	(2,068)
FY15 Safe Harbor Funding	0	436	436	0	0	0
HURRICANE SANDY HS DR ROLLOVER	0	142	142	0	0	0
NYCHA MOD for 1814	0	(419)	(419)	0	(419)	(419)
PS Adjustment	1,048	0	1,048	1,304	0	1,304
TRFY15DORISFUND	0	75	75	0	0	0
ZogSports – private donation	0	0	0	0	0	0
FY15 PDI LOAD REV.	0	65	65	0	0	0
FY15 STSJP Revenue	0	3,198	3,198	0	0	0
Supervision and Treatment Services for Juveniles Program	1,960	0	1,960	0	0	0
YMI Reallocation: Cultural Sensitivity Plus Training	20	0	20	0	0	0
Subtotal Other Adjustments	\$10,383	\$19,699	\$30,082	\$9,550	\$13,700	\$23,250
Total All Changes	\$15,900	\$28,013	\$43,913	\$20,584	\$30,328	\$50,912
ACS Budget as of the Preliminary 2016 Budget	\$910,671	\$2,040,975	\$2,951,646	\$907,000	\$2,043,930	\$2,950,930

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

	Personal Services				Other Than Personal Services				Grand Total
	001	002	003	004	005	006	007	008	
<i>Dollars in Thousands</i>									
Adoption Services	\$1,927	\$0	\$0	\$0	\$0	\$318,677	\$0	\$0	\$32,604
Alternatives to Detention	0	0	0	0	0	0	0	1,030	\$1,030
Child Care Services	0	0	19,616	839,226	0	0	0	0	\$858,842
Child Welfare Support	33,990	0	0	0	15,301	0	0	0	\$49,291
Dept. of Ed. Residential Care	0	0	0	0	0	96,201	0	0	\$96,201
Foster Care Services	0	0	00	0	0	510,944	0	0	\$510,944
Foster Care Support	48,528	0	0	0	0	0	0	0	\$48,528
General Administration	0	76,466	0	0	61,819	0	5,910	375	\$144,570
Head Start	0	0	0	204,161	0	0	0	0	\$204,161
Juvenile Justice Support	0	0	0	0	0	0	3,750	8,377	\$12,127
Non-Secure Detention	0	0	0	0	0	0	2,400	15,533	\$17,933
Placements	0	0	0	0	0	0	7,300	139,882	\$147,182
Preventive Homemaking Services	0	0	0	0	0	18,486	0	0	\$18,486
Preventive Services	12,111	0	0	0	0	201,251	0	0	\$213,362
Protective Services	246,740	0	0	0	0	32,776	0	0	\$279,516
Secure Detention	0	0	0	0	0	0	21,600	6,552	\$28,152
Grand Total	\$343,296	\$76,466	\$19,616	\$1,043,387	\$77,120	\$1,178,336	\$40,960	\$171,749	\$2,950,929