

THE COUNCIL OF THE CITY OF NEW YORK

Hon. Corey Johnson
Speaker of the Council

Hon. Stephen Levin
Chair, Committee on General Welfare



Report of the Finance Division on the
Fiscal 2022 Preliminary Plan for the
Administration for Children's Services
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Finance Division

Daniel Kroop, Senior Financial Analyst
Dohini Sompura, Unit Head

Latonia McKinney, Director
Regina Poreda Ryan, Deputy Director

Paul Scimone, Deputy Director
Nathan Toth, Deputy Director

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Administration for Children’s Services Overview

The Administration for Children’s Services (ACS, or the agency) protects and promotes the safety and well-being of New York City’s children and families by providing child welfare, juvenile justice, child care, and voucher-based early education services.¹

In child welfare, ACS contracts with non-profit organizations to support and stabilize families at risk of a crisis through prevention services and with foster care agencies for children not able to remain safely at home. Each year, the agency’s Division of Child Protection conducts over 45,000 investigations of suspected child abuse or neglect.

In juvenile justice, ACS manages and funds services including detention and Close to Home placement, intensive community-based alternatives for youth, and support services for families.

In the Division of Child and Family Well-Being, created in September 2017, ACS issues child care vouchers for more than 64,000 children eligible for subsidized child care and promotes a two-generation approach to child and family well-being, family stability and equity through public education campaigns, Family Enrichment Centers, and community partnerships.

ACS Composition and Service Highlights



7,249 full-time staff



\$2.65 billion proposed FY22 budget



571 contracts



\$264.5 million FY21-25 Capital Commitment Plan



46,403 child welfare investigations in FY20



7,797 children in foster care in FY21

ACS’ budget consists of 11 units of appropriation, \$534.4 million for Personal Services (PS), and \$2.11 billion for Other Than Personal Services (OTPS). The Budget Function Analysis report, prepared by the Office of Management and Budget (OMB) presents another view of the ACS budget where it is divided into the 16 program areas displayed below.² The blue color code indicates program areas associated with child welfare; green with child care voucher administration; orange with juvenile justice; and gray with general administration.

1	Adoption Services	4	Head Start
Funding for services to provide safe and stable permanent homes for children who cannot return to their birth parents. Includes coordination of the adoption process and subsidies that provide for the child’s care in an adoptive home.		Funding for Head Start, a federally funded, family-centered child development program for low-income children aged 3- 5 that promotes educational and social development. ³	
2	Alternatives to Detention	5	Juvenile Justice Support
Funding for 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.		Funding for programs that provide support to all areas of juvenile justice, including health and transportation services.	
3	Child Care Services	6	Non-Secure Detention
Funding for child care programs in centers, family day care homes and informal settings targeted to low-income working families and Public Assistance recipients who are employed or engaged in work activities.		Funding for non-secure group homes that are operated by the agency and not-for-profit organizations and serve alleged juvenile delinquents whose cases are pending in Family Court.	

¹ As of Fiscal 2020, ACS’ portfolio no longer contains the EarlyLearn contracted education network, which was transferred to the Department of Education (DOE).

² OMB January 2021 Financial Plan Budget Function Analysis, pp. 40, available at: <https://www1.nyc.gov/assets/omb/downloads/pdf/jan21-bfa.pdf>.

³ The Fiscal 2022 Preliminary Plan removes all funding for the Head Start program area from Fiscal 2022 onwards.

7	Child Welfare Support	12	Placements
Funding for programs that provide support to all areas of child welfare, including protective, preventive, and fostercare services.		Funding to provide residential placement services to adjudicated juvenile delinquents and offenders.	
8	Dept. of Education Residential Care	13	Preventive Homemaking Services
Funding for payment of room and board for non-foster care children placed by the Committee for Special Education into residential facilities.		Funding for preventive services focusing on household and child rearing skills to help families manage independently.	
9	Foster Care Services	14	Preventive Services
Funding for placements in foster boarding homes, congregate settings or specialized residential care facilities on a temporary basis until child's permanency is achieved. Foster care providers receive subsidies for program administration and the care and maintenance of children, which includes the costs of food, clothing, shelter, etc.		Funding for services to prevent foster care placement and reduce the time that children spend in foster care in order to expedite family reunifications.	
10	Foster Care Support	14	Protective Services
Funding for services related to foster care, including pre-placement, child evaluation, contract agency assistance and foster-parent recruitment.		Funding for investigation of allegations of child abuse and neglect and the monitoring of children and families until it is determined whether children may remain safely in their homes or must be placed in foster care.	
11	General Administration	16	Secure Detention
Funding for central administration that serves the agency across program areas, including juvenile justice and child welfare.		Funding for City-operated secure detention facilities that serve alleged juvenile delinquents and juvenile offenders whose cases are pending in Family or Criminal Court.	

This report presents a review of ACS' Fiscal 2022 Preliminary Budget. The section below presents an overview of the agency's \$2.65 billion Fiscal 2022 budget and how it has changed during the course of Fiscal 2021, followed by a review of the significant budget actions introduced in the Fiscal 2022 Preliminary Financial Plan (the Plan or the Preliminary Plan), and the proposals in the Fiscal 2022 State Executive Budget. Major issues related to the agency's budget are then discussed. Analysis and highlights of ACS' Preliminary Capital Budget, the Fiscal 2021–2025 Preliminary Capital Commitment Plan and Fiscal 2022-2031 Ten Year Capital Strategy (TYCS) follow discussion of the expense budget.

Fiscal 2022 Preliminary Budget: Expense

There are approximately 1.8 million children living in New York, representing about 21 percent of the City's total population. ACS' Fiscal 2022 Preliminary Budget is \$2.65 billion, which represents close to three percent of the City's \$92.3 billion budget. The table below shows ACS's Preliminary Budget by program area, type of spending, funding, and headcount as well in Fiscal 2019-2021.

The Preliminary Fiscal 2022 Budget is nearly identical in size to the Fiscal 2021 Adopted Budget, only \$12.2 million lower. Due to in-year additions of State and federal revenues, ACS' current Fiscal 2021 budget is \$18.8 million greater than it was at Fiscal 2021 Budget Adoption. These changes represent less than one-half of one percent of ACS' overall budget.

The modest overall changes in ACS' budget suggests there is not yet a clear budgetary strategy from the agency to address COVID-19's long term impact for the agency's workforce, the population it serves, and its priorities in the post-pandemic world. Concerns with child welfare services are discussed in the "Budget and Performance Analysis" section on page 12.

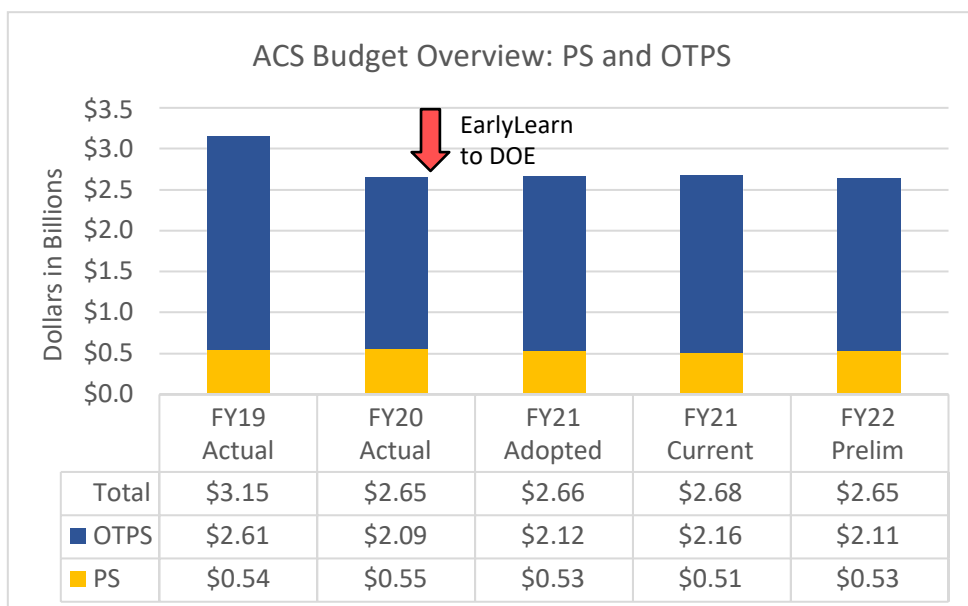
ACS Financial Summary						
<i>Dollars in Thousands</i>						
	2019	2020	2021	Preliminary Plan		*Difference
	Actual	Actual	Adopted	2021	2022	2021 - 2022
Budget by Program Area						
Adoption Services	\$228,516	\$221,242	\$273,518	\$273,518	\$273,518	\$0
Alternatives To Detention	6,523	6,265	1,419	1,967	1,041	(378)
Child Care Services	911,057	541,262	502,434	494,211	498,957	(3,477)
Child Welfare Support	85,503	85,990	54,017	54,017	54,078	60
Dept. of Ed. Residential Care	91,288	94,363	96,201	96,201	96,201	0
Foster Care Services	524,640	557,948	580,523	582,484	578,069	(2,454)
Foster Care Support	39,429	41,745	51,700	51,700	51,700	0
General Administration	177,074	177,487	193,400	220,573	194,077	677
Head Start	196,717	358	1,949	4,297	0	(1,949)
Juvenile Justice Support	10,618	8,746	12,021	12,021	12,021	0
Non-Secure Detention	20,454	19,217	18,413	18,413	18,359	(54)
Placements	116,072	122,109	153,847	133,473	153,473	(374)
Preventive Homemaking Services	29,726	25,644	20,639	26,689	23,652	3,014
Preventive Services	325,204	346,838	335,814	337,217	327,397	(8,417)
Protective Services	339,037	338,939	316,740	322,675	317,057	317
Secure Detention	47,378	58,207	45,827	47,757	46,636	809
Spending						
Personal Services	\$542,513	\$552,940	\$534,109	\$514,536	\$534,370	\$261
Other Than Personal Services	2,606,725	2,093,420	2,124,353	2,162,678	2,111,867	(12,486)
TOTAL	\$3,149,238	\$2,646,360	\$2,658,462	\$2,677,214	\$2,646,237	(\$12,226)
Funding						
City Funds	\$1,062,610	\$948,271	\$869,413	\$823,916	\$851,770	(\$17,642)
Other Categorical	142	140	0	0	0	0
State	735,498	834,212	741,609	769,798	719,825	(21,784)
Federal – Community Devt.	2,963	0	0	0	0	0
Federal – Other	1,279,136	858,922	1,047,098	1,080,121	1,074,298	27,201
Intra City	68,888	4,817	343	3,380	343	0
TOTAL	\$3,149,238	\$2,646,360	\$2,658,462	\$2,677,214	\$2,646,237	(\$12,226)
Budgeted Headcount						
Full-Time Positions	7,138	7,039	7,324	6,941	7,249	(75)
Full-Time Equivalent Positions	10	20	60	38	38	(22)
TOTAL	7,148	7,059	7,384	6,979	7,287	(97)

**The difference of Fiscal 2021 Adopted Budget compared to Fiscal 2022 Preliminary Budget.*

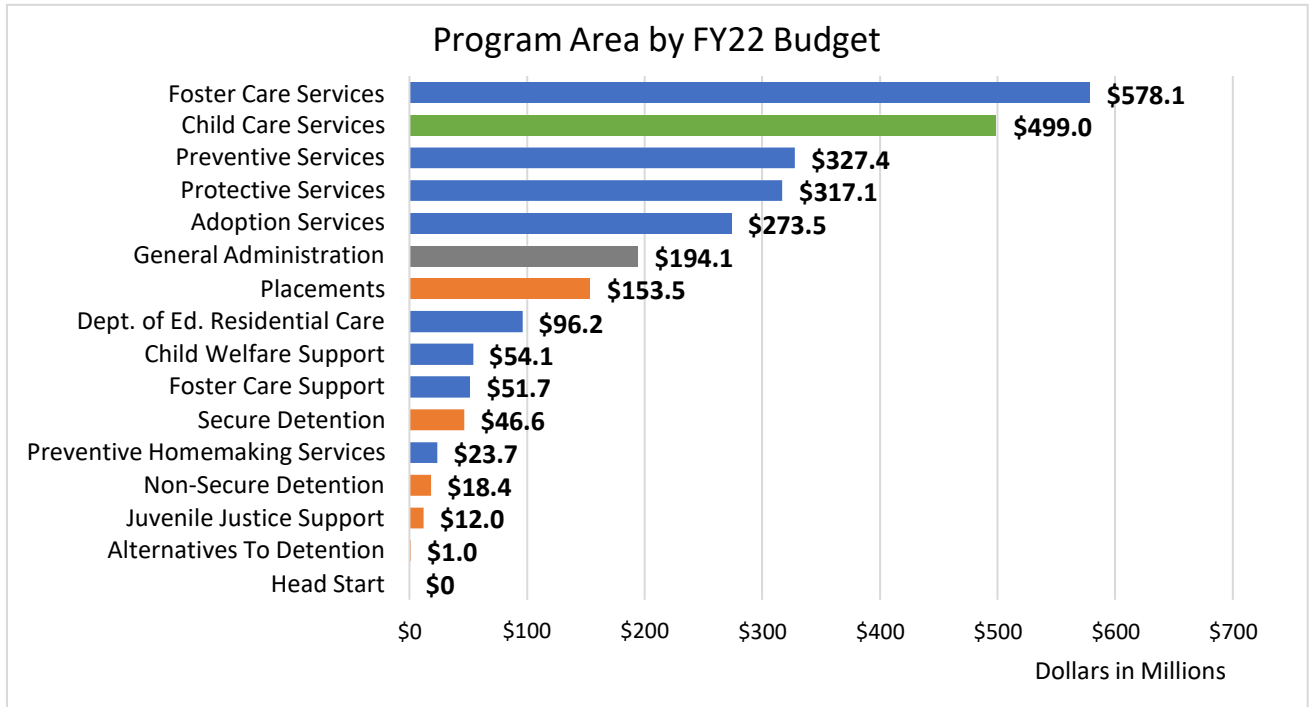
ACS’ budget overview is illustrated in the following chart. The Fiscal 2022 budget includes \$534.4 million for Personal Services (PS), which supports 7,249 full-time employees and 38 full-time equivalent positions, and \$2.11 billion for Other Than Personal Services (OTPS), of which \$1.52 billion, or 72 percent, supports contracted services.

Of ACS’ sixteen program areas in Fiscal 2022, funding for Foster Care Services comprises the largest share, 22 percent

or \$578.1 million, mainly in non-profit foster care contracts. Child Care Services comprises \$499



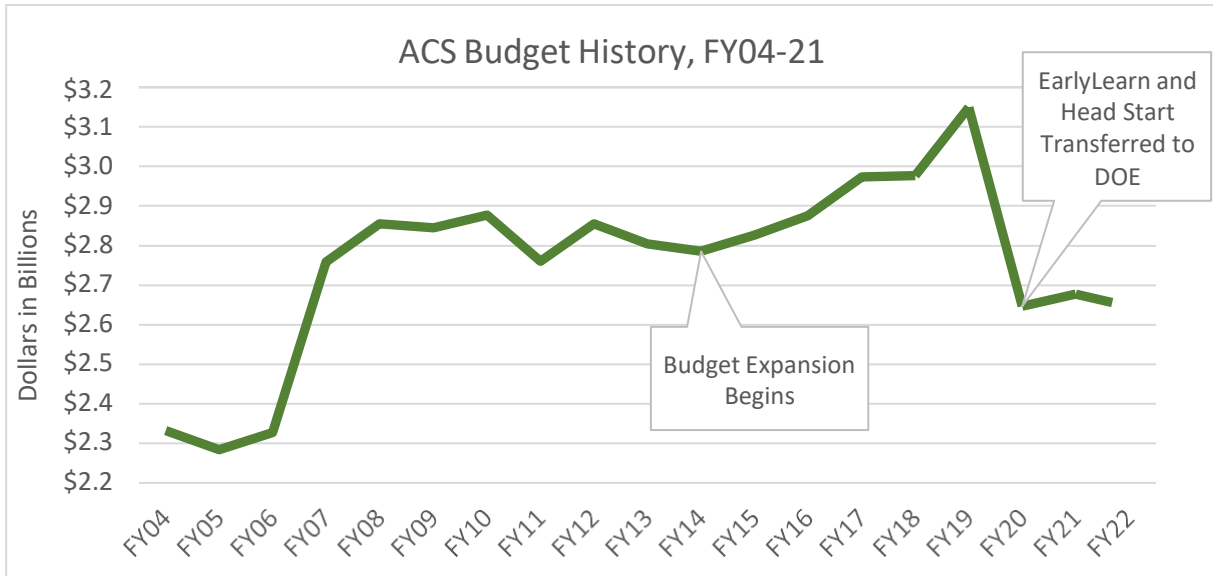
million, about 19 percent, for child care vouchers and program administration. Preventive services and protective services are the next largest areas, at approximately 12 percent each. The other twelve program areas account for the remaining third of ACS’s total budget. The Plan completely removes the budget for the Head Start program area. Juvenile justice program areas (in orange below) total approximately \$231.5 million, with Placements (including Close to Home) the largest juvenile justice program area at \$153.5 million. Secure Detention is \$46.6 million.



The program area with the biggest increase between its Fiscal 2021 and 2022 budgets is Preventive Homemaking Services, with an increase of \$3 million, associated with federal revenues to increase the wages of homemaking service contracted staff. No other program area increases by more than \$1 million.

The program area with the biggest decrease between its Fiscal 2021 and 2022 budgets is Preventive Services, with a decrease of \$8.4 million, driven by a technical adjustment to align the Beacon transfer budget from the Department of Youth and Community Development (DYCD) to ACS. Child care services totals \$499 million for vouchers, or \$3.5 million lower. ACS had an average child care voucher enrollment of 53,448 over the first four months of Fiscal 2021. Foster Care Services decreases by \$2.5 million due to the absence of one-time Council priorities. These three program areas drive the net \$12.2 million budget reduction.

As seen in the following chart, ACS’ budget grew from \$2.79 billion in Fiscal 2014 at the start of the current Administration to a high of \$3.15 billion in Fiscal 2019 before EarlyLearn and Head Start were moved to the DOE, decreasing the budget to \$2.65 billion in Fiscal 2020 – identical to its Preliminary Fiscal 2022 Budget.



Fiscal 2022 Preliminary Budget Changes

The Fiscal 2022 Preliminary Budget contains no new needs, however there is a savings program of \$18.4 million in Fiscal 2021 driven by overtime savings and the hiring and attrition management plan, as well as savings of \$9 million in Fiscal 2022 due to a one-time fringe benefits savings. The budget also introduces modest other adjustments that net to \$7.9 million in Fiscal in 2021 and \$3.4 million in Fiscal 2022.⁴

ACS is currently subject to the attrition plan of 1 new hire for every 3 separations, while taking efforts to minimize front-line service impact. The attrition plan cuts spending by \$5.5 million and lowers budgeted headcount by 308 positions in Fiscal 2021. This hiring control plan will remain in place over the course of the Financial Plan but outyears savings targets and headcount reductions have not yet been allocated to individual agency budgets. Other savings in Fiscal 2021 are the \$13 million overtime reduction, and \$30 million in regularly reflected prior-year revenue.

The Fiscal 2022 expense budget does not include \$2.7 million for Fair Futures for foster youth (nor the \$9.3 million of prior-year State revenue applied to the program in Fiscal 2021 that cannot be tapped again in Fiscal 2022). The budget also lacks \$4 million for low-income childcare vouchers and \$2 million for Council discretionary programs that were funded in the Fiscal 2021 Adopted Budget.

⁴ In Fiscal 2022, there is a net-zero \$9 million swap of Fringe Benefits Reimbursement from the Savings Program to Other Adjustments, and is not included in the increase of \$3.4 million for other adjustments.

ACS Fiscal 2022 Preliminary Plan Budget Actions					
<i>Dollars in Thousands</i>	Fiscal 2021	Fiscal 2022	Fiscal 2023	Fiscal 2024	Fiscal 2025
Total as of Nov. 2020 Plan	\$2,687,722	\$2,642,834	\$2,643,159	\$2,643,127	\$2,643,127
New Needs					
None	\$0	\$0	\$0	\$0	\$0
<i>New Needs Subtotal</i>	<i>\$0</i>	<i>\$0</i>	<i>\$0</i>	<i>\$0</i>	<i>\$0</i>
Other Adjustments					
ACS Beacon Transfer	\$372	\$692	\$692	\$692	\$692
Citywide Wireless Services	(\$373)	\$0	\$0	\$0	\$0
Federal FY21 DOJ CESF Grant	\$3,793	\$0	\$0	\$0	\$0
Fringe Benefits Reimbursement Adjustment	\$0	\$9,000	\$0	\$0	\$0
Homemaking Wage Adjustment	\$2,712	\$2,712	\$2,712	\$2,712	\$2,712
Office Supplies Spending	(\$108)	\$0	\$0	\$0	\$0
Printing Reduction	(\$638)	\$0	\$0	\$0	\$0
Revenue Mod	\$75	\$0	\$0	\$0	\$0
Workforce Institute Mod	\$2,094	\$0	\$0	\$0	\$0
<i>Other Adjustments Subtotal</i>	<i>\$7,927</i>	<i>\$12,404</i>	<i>\$3,404</i>	<i>\$3,404</i>	<i>\$3,404</i>
Savings Program					
Fringe Benefits Reimbursement - PEG Credit	\$0	(\$9,000)	\$0	\$0	\$0
Hiring and Attrition Management	(\$5,454)	\$0	\$0	\$0	\$0
Overtime Reduction	(\$12,980)	\$0	\$0	\$0	\$0
Prior Year Revenue	\$0	\$0	\$0	\$0	\$0
<i>Savings Program Subtotal</i>	<i>(\$18,434)</i>	<i>(\$9,000)</i>	<i>\$0</i>	<i>\$0</i>	<i>\$0</i>
Total as of FY22 Prelim	\$2,677,215	\$2,646,238	\$2,646,563	\$2,646,532	\$2,646,532
<i>Net Change</i>	<i>(\$10,507)</i>	<i>\$3,404</i>	<i>\$3,404</i>	<i>\$3,404</i>	<i>\$3,404</i>
<i>Net Percent Change</i>	<i>(0.39%)</i>	<i>0.13%</i>	<i>0.13%</i>	<i>0.13%</i>	<i>0.13%</i>

Preliminary Plan Adjustments. ACS' Fiscal 2022 Preliminary Plan includes the following adjustments.

- **ACS Beacon Transfers.** The budget baselined \$692,000 in Fiscal 2022 and in the outyears for the operation of contracted Beacon prevention programs, which are a core component of the preventive services continuum. The City-tax levy funding supports 12 of the 13 Beacon prevention contracts formerly at the Department of Youth and Community Development (DYCD). There is also a pro-rated amount of \$372,000 in Fiscal 2021.
- **Homemaking Wage Adjustment.** The budget reflects \$2.7 million in additional federal funding in Fiscal 2021 and in the baseline for homemaking contracts. New three-year homemaking contracts started on January 1, 2021, with total annual funding of \$29.7 million. Federal funding pays a share of the costs, and the technical adjustment shifts funding for the wage adjustment from a holding code into the contracts. Homemaking contracts transitioned from rate-based to line-item budgets in Fiscal 2020, which allowed providers to submit expenses up to their approved budget. The effective rate for the new contracts is \$25 per hour.
- **Department of Justice (DOJ) Coronavirus Emergency Supplemental Funding (CESF).** The federal DOJ CESF Program provides funding to assist with preventing, preparing for, and

responding to COVID-19. ACS applied for the grant and won an award of \$3.8 million in Fiscal 2021 only for use at the Crossroads and Horizon detention centers for nursing, online tutoring, technology, cleaning, and PPE.

- **Workforce Institute.** The budget reflects \$1.7 million in State funding and \$444,000 in federal funding for a total of \$2.7 million in additional Fiscal 2021 revenue for the operation and programming of trainings at ACS' Workforce Institute.
- **Minor Savings Labeled as Adjustments.** The budget includes minor savings labeled as adjustments in Fiscal 2021 only, which are not part of the PEG Program. This includes printing underspending due to telework of \$628,000; citywide wireless service savings of \$373,000; and office supplies savings of \$108,000. ACS should seek deeper savings in its administration budget in future plans given the ongoing impact of increased telecommuting.

Savings Program. ACS' Fiscal 2022 Preliminary Plan includes the following savings (PEGs), which totals \$18.4 million in Fiscal 2021 and \$9 million in Fiscal 2022. There are no baselined PEGs.

- **Hiring and Attrition Management.** The budget takes \$5.4 million in savings for hiring and attrition management associated with the reduction of 308 full-time positions in Fiscal 2021 only, bringing the current budget headcount to 6,941. The budget still expects the number of full-time positions to increase to 7,249 in Fiscal 2022 and in the outyears. Please see the Headcount section for further detail on page 10.
- **Overtime Reduction.** The budget takes \$13 million in savings associated with overtime reductions in Fiscal 2021 only, of which \$5 million is City tax-levy, \$6.3 million is State funding, and \$1.7 million is federal funding. ACS continues to monitor overtime spending trends and implement internal measures to drive down overtime use. Overtime expenses have continued to decline during COVID-19, in part due to smaller case loads and fewer child welfare investigations during the pandemic.
- **Prior Year Revenue.** In Fiscal 2021 only, \$30 million in State Child Welfare Services prior year revenue is swapped for an equal amount of City tax-levy, generating one of ACS' key regularly occurring savings.
- **Fringe Benefit Reimbursement.** The budget reflects a \$9 million City-tax levy savings credit for ACS in Fiscal 2022 only. This PEG credit is offset with \$9 million added as another adjustment to reflect the higher federally negotiated fringe rate. ACS receives the savings credit with OMB, while federal revenues for fringe expenses appear in the City's miscellaneous budget.

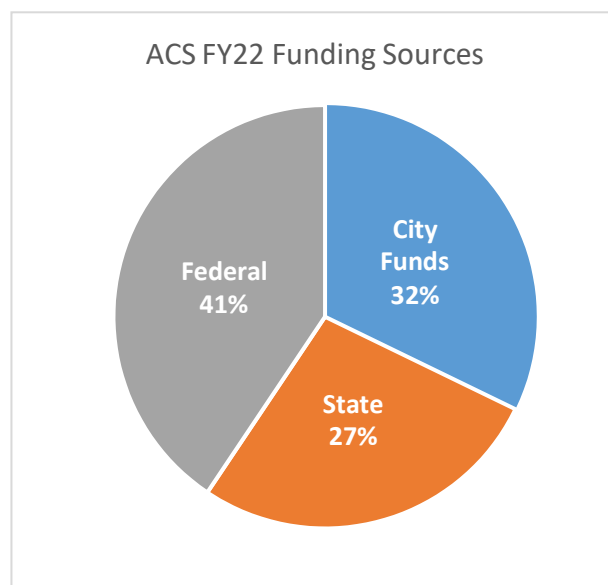
A complete list of budget actions in the November 2020 and Preliminary Plan may be found in Appendix A.

Agency Funding

ACS' Fiscal 2022 Preliminary Budget relies on a similar mix of revenue sources as in previous plans. As shown in the following chart, approximately 32 percent of the budget is City tax-levy funding (\$851.8 million), with federal sources comprising 41 percent (\$1.07 billion), and State revenues totaling 27 percent (\$719.8 million).

ACS' reliance on State and federal revenues makes it susceptible to cost-shifts from governmental partners. As described below, the State Fiscal 2022 Executive Budget proposes annualized cost-shifts to ACS estimated at \$38 million.

COVID-19 Emergency Federal Funding. ACS' Fiscal 2020 budget included \$703,000 in COVID-19 related emergency spending for supplies, materials, technology, and contractual services.⁵ In Fiscal 2021, ACS has spent \$4.1 million to date, with \$691,000 on cleaning services, \$1.6 million on child welfare services with federal Department of Justice Coronavirus Emergency Supplemental Funding (DOJ CESF), and \$1.6 million on other contracted services.⁶ The total current modified budget amount for Fiscal 2021 is \$6.8 million.



The approximately \$900 billion December 2020 federal stimulus bill, the Consolidated Appropriations Act, 2021, may generate an as-yet-unknown amount of funding to ACS, including for child care vouchers, as suggested by the \$469 million in additional Community Development Block Grants (CCBG) revenues accounted for in the State Fiscal 2022 Executive Budget.

The \$1.9 trillion federal stimulus bill, the American Rescue Plan, includes \$1.8 billion to New York State through the Child Care Stabilization Fund and CCBG.⁷ These funds are designed to ensure that the child care sector will continue to assist working families, and to support child care providers in meeting their increased operation costs during the pandemic. The total scale of support to ACS is not yet confirmed, nor is it reflected in the Preliminary Plan.

The American Rescue Plan also includes a significant expansion of two effective federal anti-poverty tools, specifically the Child Tax Credit (CTC) and the Earned Income Tax Credit. The Plan would make the CTC fully refundable and increase the credit amount from \$2,000 to \$3,000 per child age 6 to 17 (and \$3,600 per child below the age of 6), at an estimated cost of \$7.03 billion.

⁵ Total listed reflects COVID-19 expenditures reported as obligations (defined as the sum of planned expenditures, cash expenses, and accrued expenses).

⁶ Fiscal 2021 spending represents total obligations; see previous footnote for definition. Funds awarded under the DOJ CESF Program must be spent on preventing, preparing for, and responding to the coronavirus.

Allowable projects and purchases include, but are not limited to, overtime, equipment (including law enforcement and medical personal protective equipment), hiring, supplies (such as gloves, masks, sanitizer), training, travel expenses (particularly related to the distribution of resources to the most impacted areas), and addressing the medical needs of inmates in state, local, and tribal prisons, jails, and detention centers. For more information, see Department of Justice, available at <https://bja.ojp.gov/program/cesf/overview>.

⁷ "Here's the breakdown of how \$100B will be spent to help N.Y. recover from the pandemic." SILive.com, March 7, 2021. Available at: <https://www.silive.com/coronavirus/2021/03/heres-the-breakdown-of-how-100b-will-be-spent-to-help-ny-recover-from-the-pandemic.html>.

The \$7.03 billion CTC payments effectively serve as a cash transfer from the federal government to New York families. An estimated 3.56 million children across New York will benefit from this expanded tax credit, and some estimates suggest funding could lift 680,000 children in the state above or closer to the poverty line, which could reduce the child poverty rate by up to 50 percent.⁸

State Fiscal 2022 Executive Budget. A total of \$4.5 billion is proposed for the State Office for Children and Family Services (OCFS) in the State Fiscal 2022 Executive Budget, which is a \$416 million increase compared to the State Fiscal 2021 budget.⁹ The funding increase is driven by \$469 million in additional federal child care funding from the December 2021 federal stimulus, although there is no proportional increase in child care vouchers at ACS, instead supplementing General Fund shortfalls elsewhere.

The aforementioned federal CCBG funding from the American Rescue Plan is not accounted for in the State Fiscal 2022 Executive Budget, but may appear in the State Fiscal 2022 Adopted Budget. The State Executive Budget suggests the application of federal revenues may result in the reversal of some or all of the proposed cuts detailed below. Notably, the \$12.5 billion in the American Rescue Plan is beneath the \$15 billion the Governor has stated New York State needs in order to avoid cuts.

The State Fiscal 2022 budget proposes to pass \$38.5 million in annualized cost-shifts to ACS beginning in Fiscal 2022, despite the increased need for services and support for New York City’s children and families at a time when localities are also fiscally struggling.

The State budget would reduce the reimbursement rate for open-ended child welfare funding by five percent, by capping reimbursements at 95 percent of the current rate. City receipts for State grants would be cut by \$25.8 million for Child Welfare Services,¹⁰ \$4 million for Adoption Subsidy, and \$2 million for Detention Services. In addition, the Foster Care Block Grant would be cut by three percent, a potential \$5.7 million reduction in Fiscal 2022 and in the outyears.

State FY22 Executive Budget Issues	
Revenue Source	Cost-Shift to City
Child Welfare Services	\$25.8M
Adoption Subsidy	\$4M
Detention Services	\$2M
Foster Care Block Grant	\$5.7M
COPS/STSJP Cut*	\$0.9M
Total	\$38.5M
<i>*Impacts City’s Nurse Family Partnership and juvenile justice detention diversion programs</i>	

The State budget also proposes to combine and cut funding by 20 percent for the Community Optional Preventive Services Program (COPS) and Supervision and Treatment Services for Juveniles Program (STSJP). In the City, COPS funding supports the Nurse-Family Partnership, while STSJP funding supports juvenile justice detention diversion programs. The Department of Probation and Department for Mental Health and Hygiene would see a combined reduction of \$945,000 annually in their budgets if the cost-shifts were to proceed.

The State Fiscal 2022 Executive Budget adds \$38.5 million in cost-shifts to ACS on top of approximately \$200 million in costs shifts since Fiscal 2019, driven by City-mandated spending on Raise the Age, Close to Home, and cuts to Temporary Assistance to Needy Families (TANF). Appendix D contains a funding breakdown of State and federal revenues by program area when comparing Fiscal

⁸ Ibid.

⁹ The Office of Children and Family Services (OCFS) serves New York’s public by promoting the safety, permanency and well-being of children, families and communities. OCFS sets and enforces policies, builds partnerships, and funds and provides social services across New York State.

¹⁰ Supports preventive services, protective services, independent living and adoption administration; budget proposes to reduce actual State share from 62 to 59 percent, with the City providing the remainder.

2021 and 2022, however this does not include proposed reductions included in the State Fiscal 2022 Executive Budget.

Headcount

ACS’ Fiscal 2022 Preliminary Budget removes 75 budgeted full-time positions and 22 full-time equivalent positions, for a total reduction of 97. The proposed budget has 7,249 full-time positions and 38 full-time equivalent positions in Fiscal 2022.

The Fiscal 2021 current budget removes 308 full-time positions as a result of \$5.5 million in savings from hiring and attrition management. The total savings is broken out into \$1.3 million in City tax-levy, \$2.1 million in State funding, and \$2 million in federal funding.

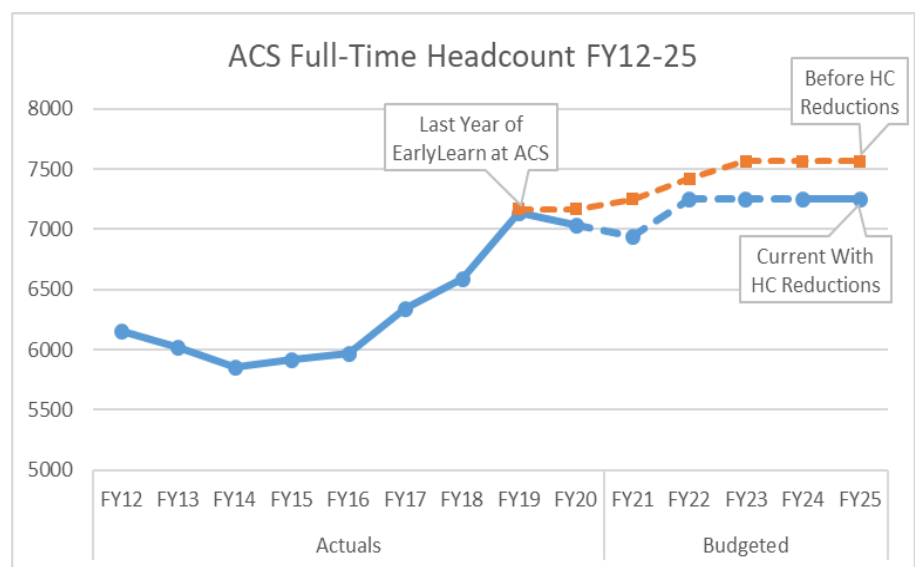
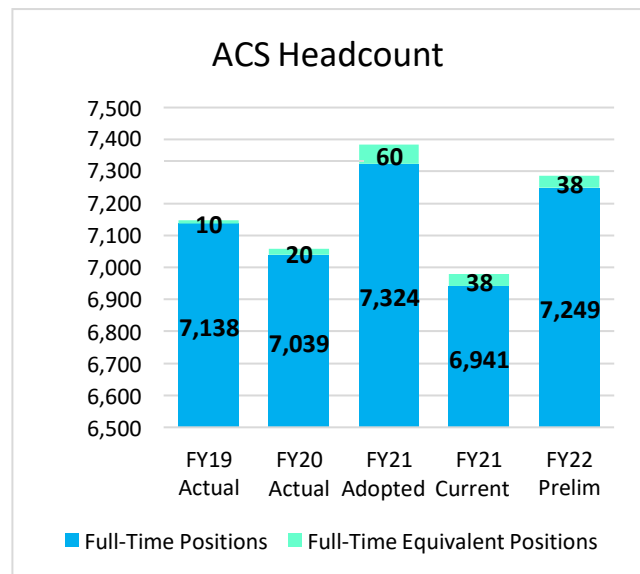
The savings will be achieved through the hiring and attrition management plan, which currently is 1 new hire for every 3 separations. OMB will work with ACS to minimize service impact and to ensure continuation of essential operations, which includes Child Protective Specialists and Youth Development Specialists.

The hiring control plan will remain in place over the course of the Financial Plan but outyears savings targets and headcount reductions have not been allocated to individual agency budgets yet. Future plans are likely to show lower headcount in Fiscal 2022 and in the outyears, decreasing from approximately 7,250 full-time positions to potentially closer to the 7,000 actual positions in Fiscal 2021.

The adjacent chart shows full-time headcount actuals from Fiscal 2012 through 2020, and the proposed budgeted headcount from Fiscal 2021 through Fiscal 2025.

The blue line in the chart shows the current headcount trajectory. The orange line shows the higher trend as of Fiscal 2019, prior to the beginning of sustained headcount reductions in

ACS’ budget in Fiscal 2020 due to the transition of EarlyLearn and Head Start to the DOE, and the Administration launching a citywide vacancy and attrition reduction policy. ACS now expects 315 fewer positions in Fiscal 2025 than it did three years ago.¹¹



¹¹ When comparing the Fiscal 2022 Preliminary Budget and the Fiscal 2019 Preliminary Budget expectations about the budgeted headcount in Fiscal 2025.

Contract Budget

ACS' contract budget, a subset of the OTPS budget, includes any technical, consultant, or personnel service provided to the City by means of a contract. Several core ACS functions, including preventive services, foster care and Close to Home are carried out by not-for-profit delegate agencies under contract with ACS. Protective services and secure detention are directly provided by ACS staff, while ACS administers vouchers which families use at licensed child care programs.

ACS' Fiscal 2022 Preliminary Contract Budget totals \$1.52 billion, which is \$3 million greater than the Fiscal 2021 Adopted Budget. Increased reimbursement rates for homemaking services contracts account for \$2.4 million of the net increase. There are 571 total contracts in Fiscal 2022, which is only two fewer than in the Fiscal 2021 adopted budget, reflecting little change. See Appendix B for details of ACS' Fiscal 2022 Contract Budget.

New preventive services contracts, which began citywide on July 1, 2020 for a three-year term, started Fiscal 2021 on uncertain footing, with referrals, in-home visits and community supports impacted by the COVID-19 pandemic.

The chart to the right shows data regarding the new current contract amounts for a range of prevention service models under the new contracts.¹²

Preventive service intake fell 22 percent in the first four months of

Prevention Service Model	FY21-23 Total Contract Amount	Number of Contracts
Brief Strategic Family Therapy	\$20,263,390	5
Child-Parent Psychotherapy	\$29,488,735	5
Family Support	\$252,294,839	58
Family Treatment/ Rehabilitation	\$148,995,739	18
Functional Family Therapy	\$20,263,390	5
Functional Family Therapy Adaptations	\$95,510,744	12
Trauma Systems Therapy	\$20,263,390	5
Multisystemic Therapy – Child Abuse and Neglect	\$9,228,498	1
Multisystemic Therapy – Prevention	\$27,720,000	7
Special Medical	\$26,661,185	3
TOTAL	\$650,714,310	119

2021 compared to the same period in 2020, and while this is a natural outcome of the challenges associated with COVID-19 in the short term, service utilization and actual contracted spending should be closely monitored along with the budget.¹³

Providers' Indirect Cost Rates (ICR). The November 2019 Financial Plan baselined \$9.2 million for ACS' Indirect Cost Rate (ICR) initiative and a total of \$53.8 million across 12 agencies Citywide. The ICR was intended to fund indirect costs of providing contracted human services (e.g. costs of technology, administration, maintenance, insurance, etc.) Documented indirect rates were originally agreed to be paid retroactively through Fiscal 2020. However, the Fiscal 2021 Budget cut \$20 million from the ICR including \$3.4 million at ACS.

On August 11, 2021, the Administration informed providers that the cut to the Fiscal 2020 ICR funds would cut 40 percent of the ICR rate increase retroactively.¹⁴ This cut was made after most providers had already closed their Fiscal 2020 budgets. Furthermore, providers were told that policies for higher rates for Fiscal 2021 and beyond would be determined in the future.

¹² NYC Checkbook, Prevention Service Contracts, Prevention Services-Child Welfare Services, Prime Contract Start Date 7/1/2020 through Prime Contract End Date 6/30/2023.

¹³ ACS acronym finder for specific therapeutic service types. Jan 2, 2020, available at: <https://www1.nyc.gov/assets/acs/pdf/PressReleases/2020/RFP Awards.pdf>.

¹⁴ Testimony of United Neighborhood Houses before the New York City Council Committee on Contracts, November 25, 2020.

Human services providers are seeking full funding for approved indirect rates submitted to MOCS in Fiscal 2021 and in the outyears. Advocates have suggested the Citywide need for ICR is closer to \$90 million than the \$54 million added initially. Additionally, advocates are seeking for new Requests for Proposals (RFPs) to accept approved indirect rates rather than placeholder rates.

An additional contracting issue is the continued high cost of Close to Home placements. Please see the following section for further discussion of these issues.

Budget and Performance Analysis: Fiscal 2021 Preliminary Mayor's Management Report

The Fiscal 2021 Preliminary Mayor's Management (PMMR) report showed important changes in the mix of services delivered by ACS when comparing the first four months of Fiscal 2021 to the same period in Fiscal 2020.¹⁵ The following section reviews PMMR performance indicators and provides additional information on core program areas.

Child Welfare Investigations. The number of child welfare investigations declined 20 percent, from 15,893 in the first four months of Fiscal 2020 to 12,707 in the same period in Fiscal 2021. ACS states that the decline resulted from the COVID-19 pandemic and decreases in reports of suspected child abuse and neglect from mandated reporters, such as schools, child care programs, and health care and social service providers. Due to decreased investigations, the average Child Protective Specialist (CPS) caseload also declined from 7.5 to 5.0 cases per caseworker. ACS has not shifted resources from the Protective Services program area in the budget. COVID-19 has caused a reduction in the number of reports of suspected abuse, so CPS case loads have gotten smaller as a result. The PMMR states that ACS has improved CPS retention with better training, supervision, and technology resources.

In a positive development, the percentage of children in investigations that found some credible evidence of abuse or neglect and that also had credible repeat investigations within a year declined from 16.1 to 15.2 percent. ACS states that this reflects the impact of intensive quality assurance oversight and coaching that strengthens investigative practice on high-risk cases and supports the provision of appropriate services for families and children.¹⁶

ACS has strengthened collaboration with other mandated reporters, such as the Department of Homeless Services, Department of Education, and Health+Hospitals to help ensure child safety during COVID-19. In April 2020, ACS helped author, and DOE released, updated guidance for reporting educational neglect to its pedagogical staff who have spent much of the past year in remote or blended learning. ACS has also invested in public relations campaigns on coping through COVID-19 for teens and children, as well as PSAs to New Yorkers about the importance of State Central Registry (SCR) reporting.

Activity across the child welfare system dropped significantly in the spring and summer and began to pick up in the fall, but remained lower than recent historical trends. Findings from a study published in the journal *Child Abuse and Neglect* states 250,000 cases of child abuse or neglect may have gone unreported nationwide during the COVID-19 pandemic over part of 2020.¹⁷ Furthermore, online portal services that receive reports directly from child maltreatment victims have reported a 31 increase in the number of received reports. Similarly, many hospitals have reported a sharp rise

¹⁵ Preliminary Fiscal 2021 Mayor's Management Report, available at: <https://www1.nyc.gov/assets/operations/downloads/pdf/pmmr2021/acs.pdf>, pp. 161-168.

¹⁶ Ibid.

¹⁷ "Reporting of Child Maltreatment During the SARS-CoV-2 Pandemic in New York City from March to May 2020." Rapoport E. et al. *Child Abuse and Neglect*, 2020. Available at: <https://www.sciencedirect.com/science/article/pii/S0145213420303744?via%3Dihub>.

in child admission due to severe injuries from family violence. These findings indicate that the reduced number of child abuse reports observed in the study is due to under-reporting, and not due to an actual reduction in child abuse incidence.¹⁸

The Protective Services budget of \$317.1 million decreases slightly by a net \$317,000. However, ACS' attrition policy results in the removal of 52 positions and \$22.7 million from a related holding code in the Fiscal 2021 budget. It is not yet clear what the overall impact will be in terms of generating savings, or how ACS will apply OMB's directive to protect front-line and safety personnel from the attrition policy.

Overall, the protective services budget seems to be in a holding position and reflects neither an anticipation of a likely rush of cases as schools re-open, nor a significant reduction in the headcount or budget supporting ACS' sprawling child welfare investigation infrastructure.

Preventive Services. The number of children and families entering child welfare prevention services decreased by 22 percent from 3,286 in the first four months of Fiscal 2020 to 2,571 in the same period in Fiscal 2021, again due to the impact of COVID-19 and hesitation among families allowing preventive service providers into their homes.

ACS admits the "extensive restructuring" of the contracted preventive service contractors, with new programs beginning at the start of Fiscal 2021, also decreased utilization.¹⁹ Only 7,699 families entered preventive services in all of Fiscal 2020, well below ACS' target of 10,000 families. The new preventive services contracts began citywide on July 1, 2020 for a three-year term, with the option of amendments or renewals.

Given the challenging start to Fiscal 2021 for the new preventive services contracts, more effort is needed to expand access to preventive services during the ongoing pandemic, including by making new connections with schools, clinics and other community-based organizations. The re-opening of schools, the resumption of more in-person social services and meetings, and more regular operation of the Family Court should assist with preventive service referrals in Fiscal 2022. ACS should track and report its preventive service utilization throughout the year to ensure progress is being made as the City begins to reopen.

Foster Care. The number of children entering foster care fell 23 percent from 1,106 in the first four months of Fiscal 2020 to 853 in the same period in Fiscal 2021, another consequence of fewer child welfare investigations during COVID-19. ACS managed to place more children in kinship (i.e. family relative based) foster care placements, with the total proportion of children in kinship care increasing from 39 percent to 42 percent. However, due to the pandemic's negative impact on the available foster parent pool, fewer children were placed in foster homes in their communities, dropping over 10 percent, from 32.2 percent in the first four months of Fiscal 2020 to 21.7 percent during the same period in Fiscal 2021.

ACS reduced the average number of children in congregate, residential care by seven percent during the first four months of Fiscal 2021, dropping to 671 from 722 in the same period in Fiscal 2020. Only eight percent of the children in care are in congregate settings. The Budget Issues section beginning on page 17 has more information regarding foster care.

¹⁸ Ibid, via "250,000 Cases of Child Abuse or Neglect May Have Gone Unreported in U.S. COVID Pandemic," Dr. Sanchari Sinha Dutta, Ph.D., Medical and Life Sciences News, November 12, 2020. Available at: <https://www.news-medical.net/news/20201112/250000-cases-of-child-abuse-or-neglect-may-have-gone-unreported-in-US-COVID-pandemic.aspx>.

¹⁹ PMMR, ibid at 15.

Family Court Limited Operation. During the COVID-19 pandemic, Family Court operations have been limited and largely virtual, resulting in many fewer hearings held on child permanency matters. As a result, discharges from foster care declined during the first four months of Fiscal 2021. Reunifications fell 28 percent from 720 in Fiscal 2020 to 519 in Fiscal 2021, while adoption declined 69 percent from 129 to 40 and KinGAP fell 34 percent from 103 to 68.

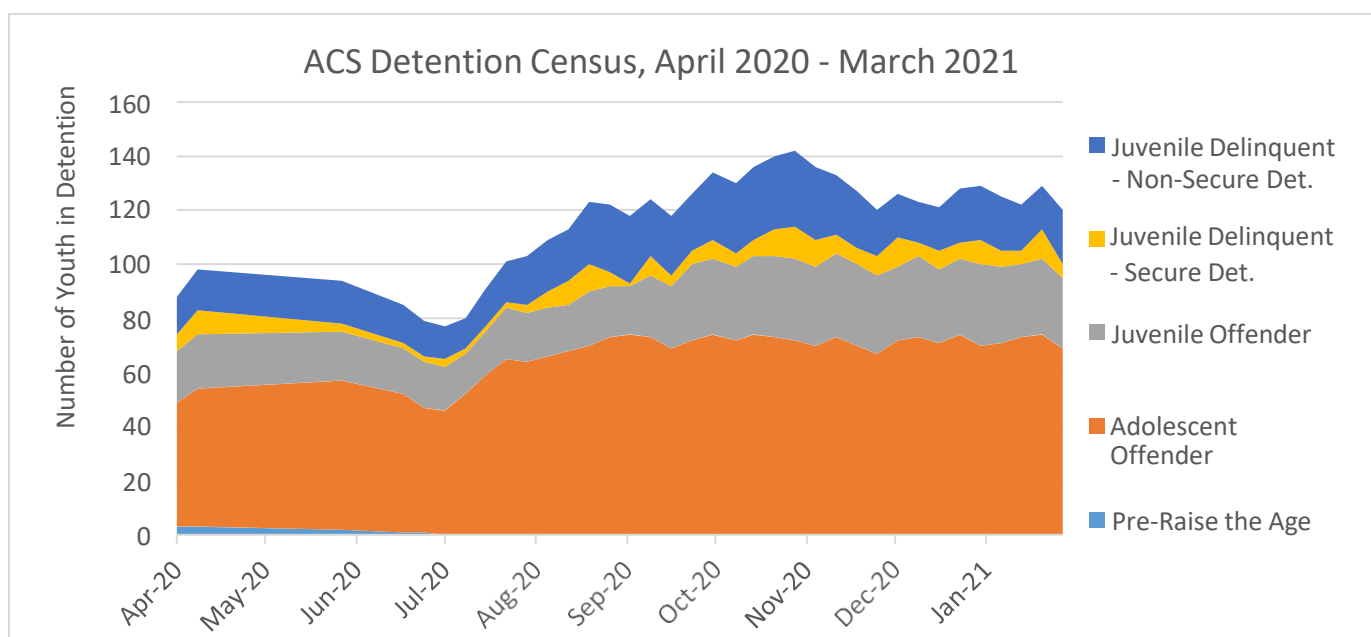
ACS reports taking “aggressive steps” to move permanency forward for children and families, including proactive case reviews for children with goals of reunification to determine when cases can progress to increased family time or discharge. The Committee has previously raised concerns with the limited virtual operation of Family Court and the backlog of cases and impact on child permanency metrics. ACS should prepare cases for action as soon as possible in virtual or in-person court, and advocate to speedily reopen Family Court to full operation.

Child Care Vouchers. Voucher enrollment decreased 17 percent from 64,333 to 53,448 when comparing the first four months of Fiscal 2020 and 2021, respectively. HRA cash assistance voucher users drove the decrease, falling 26 percent to 30,587 in early Fiscal 2021, while other eligible children used 22,900 vouchers, similar to previous years. The decrease in mandated cash assistance voucher users has made available additional federal CCBG funding for low-income vouchers, which is described in detail in the Budget Issues section on page 17.

The number of reports of suspected abuse or neglect for children in child care programs decreased 75 percent from 204 during the first four months of Fiscal 2020 to 52 during the same period in Fiscal 2021, another impact of COVID-19 closures. Only 9.6 percent of investigations of children in child care found credible evidence of abuse or neglect in the first four months of Fiscal 2021, down half from 18.6 percent in the same period of Fiscal 2020.

Juvenile Detention. Admissions to juvenile detention decreased 47 percent in the first four months of Fiscal 2021 compared to the same period in Fiscal 2020, falling to 333 from 624. While the average daily population also decreased (by 31 percent to 105 youth in the first four months of Fiscal 2021), due to a decline in admissions associated with COVID-19, there was a 65 percent increase in the length of stay, which rose from 23 to 38 days. ACS cites delays in court adjudication due to COVID-19 as the cause of the longer stays.

More recent data, shown on the next page, indicates that the average daily population has grown, from 105 in the first four months of Fiscal 2021 to 120 as of March 9, 2021. The graph below shows ACS's detention census as reported weekly to the City Council during the COVID-19 pandemic. Adolescent Offenders, who are 16- and 17-year old youth charged with the most serious offenses, comprise 58 percent of those detained as of March 9, 2021. The census has risen by 56 percent since its low point on July 28, 2020, when there were only 77 youth in detention after a series of releases from detention were completed by the courts. These releases were approved in light of health concerns over COVID-19 spreading in facilities. ACS does not have the authority to release youth from detention on its own.

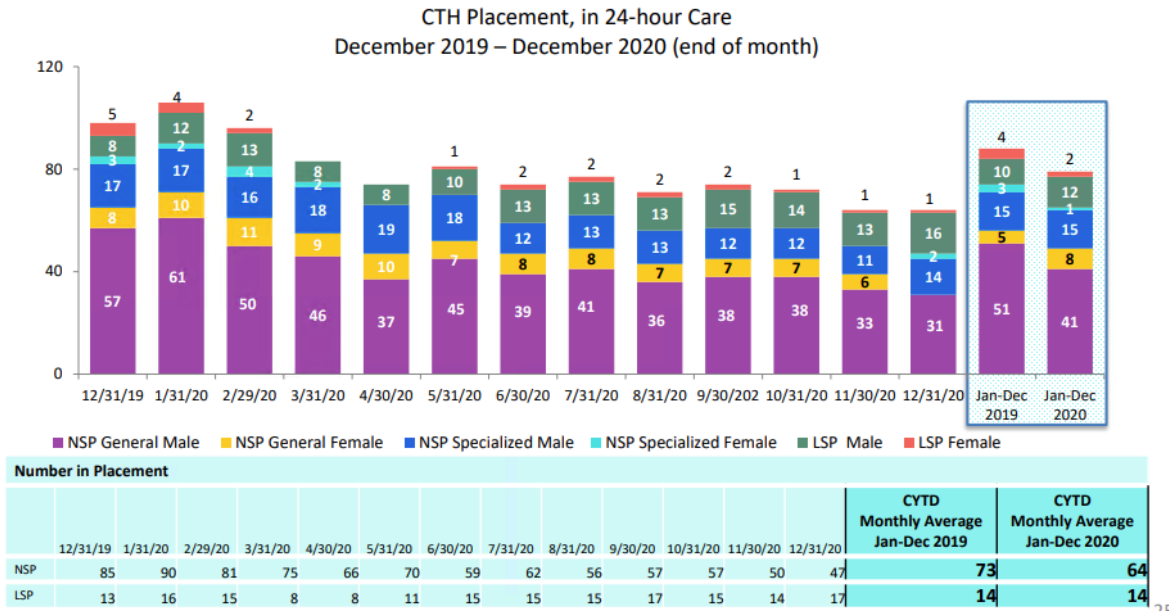


Violence in Facilities. Assaults and altercations in the juvenile justice facilities resulting in injury decreased in Fiscal 2021 for both youth-on-staff and youth-on-youth cases. ACS cites refined behavior management techniques, training and systems for this positive trend, despite serving a “substantially older youth population” following the full implementation of Raise the Age. During the first four months of Fiscal 2021, the percent of youth who received general mental health screening or services while in detention rose from 65 percent to 77 percent. When comparing Fiscal 2020 to Fiscal 2019, the average daily cost per youth per day in juvenile detention rose to \$2,064 from \$1,651.

Close to Home. Similar to trends in juvenile detention, placements into Close to Home also decreased during the first four months of the year, from 44 youth in Fiscal 2020 to 17 in Fiscal 2021. Family Court makes most of these placements, and as has been previously discussed, was seriously impacted by limited remote Family Court operation due to COVID-19. Aftercare placements and releases to aftercare also declined. The number of youth absent without consent (AWOC) and youth-on-youth assaults and altercations decreased, although the number of youth-on-staff assaults with injury was stable.

The Council has regularly identified the \$153.5 million Placements program area, which contains the approximately \$113 million budget for Close to Home, as poised for reconfiguration and savings. ACS has stated that intakes into Close to Home have indeed been lower than originally expected when Raise the Age planning began three years ago, however, it has also shared that the older youth entering the juvenile justice system have much higher needs and require longer stays than previously. The following image from ACS illustrates the monthly census in Close to Home placements between December 2019 and 2020, as well as the averages for 2020 and 2019. There averaged 78 total, 64 in non-secure placement (NSP) and 16 in limited-secure placement (LSP).²⁰ The aftercare census totaled 32 in 2020, meaning the average cost per person in Close to Home or on aftercare was approximately \$2,800 per day.

²⁰ ACS Flash Monthly Indicator Report, January 2021, available at: <https://www1.nyc.gov/assets/acs/pdf/data-analysis/flashReports/2021/01.pdf>.



The Fiscal 2021 budget reduced City tax-levy spending on Close to Home by \$4.5 million, reflecting the closure of two programs without youth: a non-secure detention site in Brooklyn that was never operationalized, and a site in Elmhurst, Queens, that had not been in use since May 2019. With the system-wide census below contracted capacity, ACS should continue to look for deeper savings in the Placements program budget. Savings could be used to make greater investment in preventive services, diversion programs and recovery from the COVID-19 pandemic.

Fiscal 2021 City Council Priorities

The Fiscal 2021 budget includes nearly \$2 million for City Council initiatives that support transitional-aged foster youth, train community and school-based organizations on how to reduce domestic violence, and generally support child development and well-being through local initiatives.

As shown in the adjacent table, the total funding breaks down as follows: \$600,000 for the ACS-managed portion of the Supportive Alternatives to Violent Encounters (SAVE) initiative; and \$1.04 million for Wrap- Around Support for Transitional-Aged

Fiscal 2021 Council Initiatives	
<i>Dollars in Thousands</i>	
Council Initiatives	
Supportive Alternatives to Violent Encounters (SAVE)	\$600
Wrap-Around Support for Transitional-Aged Foster Youth	1,039
Subtotal	\$1,639
Discretionary	\$332
Subtotal	\$332
TOTAL	\$1,971
*Family Advocacy and Guardianship Support initiative received \$1 million in Fiscal 2021, funded at MOCJ.	

Foster Youth, which was launched as part of the Young Women’s Initiative in Fiscal 2017; and \$332,000 for local initiatives. There is also \$1 million for the Family Advocacy and Guardianship Support initiative, funded by the Mayor’s Office of Criminal Justice (MOCJ), not by ACS.²¹ The Fiscal

²¹ For detailed information on Council initiatives, please refer to Fiscal 2021 Schedule C, available at:

2022 Preliminary Budget does not include funding for any of these initiatives.

One-Time Programmatic Funding. The Fiscal 2021 budget also includes one-time City tax-levy funding of \$2.7 for Fair Futures and \$4 million for additional low-income child care vouchers. Like Council initiatives, these one-time restorations are also excluded from the Fiscal 2022 Preliminary Budget.

Fair Futures. First funded in Fiscal 2020, Fair Futures is a first-in-the-nation, long-term, comprehensive support system for foster youth. In the first year, a total of \$10 million in City tax-levy funding was added on a one-time basis for long-term coaching and robust academic, career development, and independent living supports for foster youth.

All 3,193 children in foster care aged 11-21 were offered Fair Futures services through their foster care agency when services launched on December 1, 2019. Providers used funding to hire a range of appropriate staff to support youth in care and finding family permanency, such as housing and mental health specialists, life coaches, and academic tutors. Funding per child was approximately \$3,100.

In Fiscal 2021, as previously discussed, City tax-levy funding for Fair Futures decreased to \$2.7 million, however total one-year funding increased to \$12 million due to the application of \$9.3 million in prior-year State revenue to the program. However, this revenue cannot be tapped again in Fiscal 2022, meaning \$12 million is required in City tax-levy funding to continue service provision unless additional revenue sources are identified.

Advocates have requested a baselined investment of \$20 million beginning in Fiscal 2022 to continue and expand Fair Futures. To date, all Fair Futures funding has been one-time only. Advocates and foster youth have reported that Fair Futures coaches make youth more engaged in school, agency programs, and employment. Some coaches have begun working with youth older than 21 despite not receiving reimbursements, because they did not want services to end abruptly as youth aged, particularly during COVID-19.

Budget Issues

Low-Income Child Care Vouchers. Special Child Care Funding (SCCF) vouchers are 100 percent City tax-levy funded child care vouchers for low-income families and the Council has strongly advocated for their inclusion in recent budgets.²² The Preliminary Fiscal 2022 budget of \$27.4 million for SCCF vouchers has a gap of \$4 million compared to \$31.4 million in Fiscal 2021. Funding stood at \$47.2 million in Fiscal 2020.

Due to supplementation of Child Care Development Block Grant (CCBG) revenues from lower than expected cash assistance voucher uptake and federal coronavirus response legislation in Fiscal 2021, the one-third decrease in City one-time funding for low-income SCCF vouchers only resulted in the loss of 1,000 vouchers. In Fiscal 2021, there are a total of approximately 5,500 child care vouchers, down from 6,500 in Fiscal 2020. Of the 5,500 vouchers, SCCF is projected to support about 1,502 children in Fiscal 2021 while CCBG is expected to support 3,998 children.

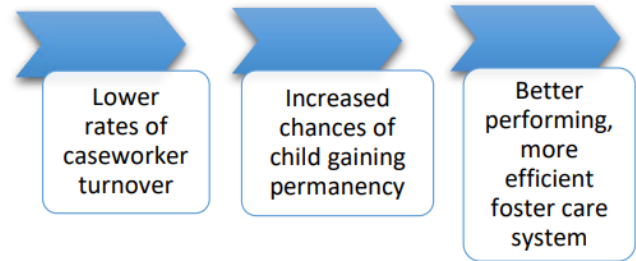
In Fiscal 2022, it is estimated that approximately \$4 million in funding may be needed to restore the 5,500 vouchers. The actual amount may increase or decrease depending on how the State and City allocate forthcoming federal stimulus dollars, which includes funding for child care. Should CCBG funding for vouchers discontinue, for instance due to increased pressure to apply CCBG to cash

<https://council.nyc.gov/budget/wp-content/uploads/sites/54/2020/06/Fiscal-2021-Schedule-C-Cover-REPORT-Final.pdf>.

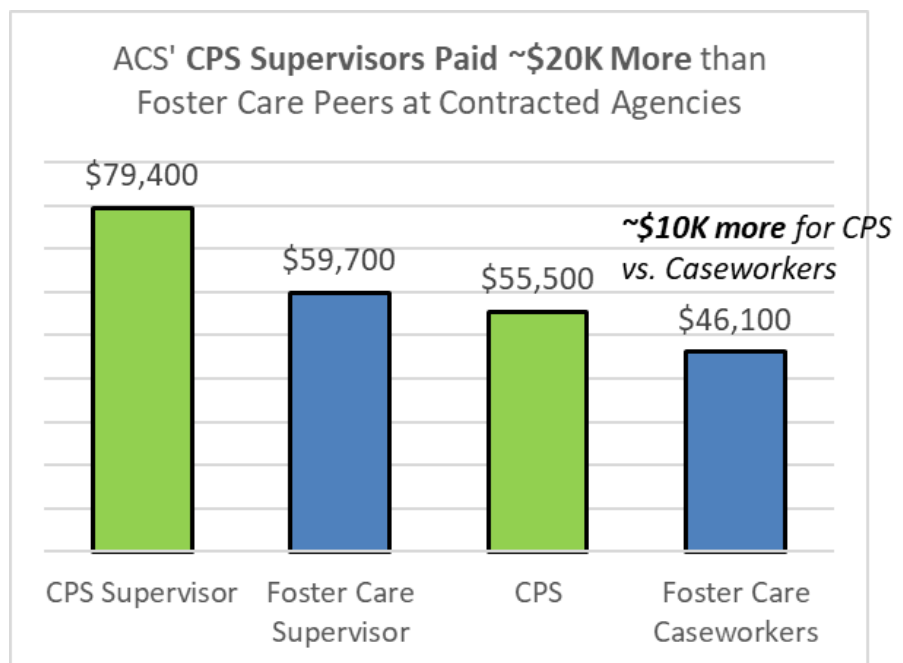
²² To qualify, parents must meet several eligibility requirements, including having a total family income of less than or equal to 200 percent of the State Income Standard, as well as having the child's parent(s) and/or guardian(s) employed or enrolled in education or training at least 20 hours per week.

assistance clients, the City may need to invest more than \$4 million in SCCF vouchers to maintain the supply of 5,500 vouchers.

Foster Care Case Planner Pay Parity. ACS’ contracted foster care agencies are key to meeting its mission. Contracts with foster care agencies represent over 90 percent of ACS’ total spending on foster care. Providers struggle with low rates of pay for approximately 1,200 agency case workers and supervisors. Pay parity between foster care caseworkers and ACS Child Protective Specialists (CPS) would be likely to assist with retention. Over time, if higher compensation for caseworkers helped lower the foster care census by 20 percent or more, and ACS realized the savings in contracts and programs, pay parity for caseworkers could be revenue neutral.²³



Case planners play a critical role in engaging the child, parents, and foster family in regular contact and working towards an appropriate permanency arrangement. Yet the low salaries create a revolving door of turnover. Family foster care caseworkers had a 56 percent annual turnover in 2018, while residential care caseworkers had a 39.5 percent turnover. In total, the combined turnover rate was very high, at 48.2 percent.²⁴ In general, whenever a case transfers



Data from COFCCA Workforce Compensation Report (2018) and ACS Position Schedule (2020)

between case planners, often as the result of resignation, permanency for the children of the case is delayed by six months.²⁵ In addition, educational, medical and mental health needs are delayed, knowledge about the case is lost, and barriers to parental reunification increase, as does the time needed to achieve reunification.²⁶ In its planned rebidding of the foster care system with contracts beginning in Fiscal 2023, ACS should address high case planner turnover and persistent pay disparities with CPS.

COVID-19 Hazard Pay. After receiving approval from OMB, ACS provided emergency pay to front-line contracted staff in residential care facilities and other settings that were deemed essential. However

²³ COFCCA Workforce Compensation Report 2018 (NYC Data Only) and OMB Fiscal 2020 Adopted Budget – ACS Position Schedule. This data does not include the City civilian fringe rate of 48.1 percent, which is 20 percent greater than the fringe of 28 percent at certain contracted agencies. When those numbers are included, the City’s average package totals approximately \$82,000, while agencies are at \$58,500 – a difference of \$23,500.

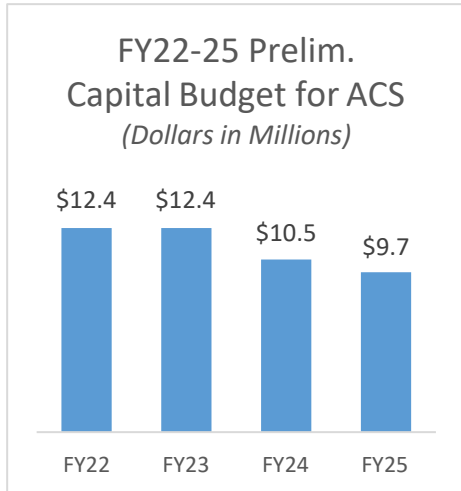
²⁴ *Ibid* at 23, COFCCA Workforce Report 2018.

²⁵ Child Welfare League of America, “Child Welfare Workforce,” 2010.

²⁶ Wade Lijewski, Ph.D., *Assessing Elements of Employee Retention in Child Welfare*, “The Impact of Employee Turnover on Quality of Care for Children.”

the emergency pay lasted only approximately four months between March and July 2020. Providers have shared that this funding was essential in shoring up long-standing staffing challenges at the facilities. Providers report the withdrawal of emergency pay has created a noticeable difference in staffing from July to the present.

Fiscal 2022 Preliminary Budget: Capital



The Administration for Children’s Services’ Fiscal 2022 Preliminary Capital Budget includes \$45.1 million in Fiscal 2022-2025. New appropriations of \$12.4 million are proposed in each of Fiscal 2022 and 2023, plus \$10.5 million in Fiscal 2024 and \$9.7 million in Fiscal 2025.

ACS’ Fiscal 2022 Preliminary Capital Budget is an estimate of the additional appropriations needed, in addition to the projected excess appropriations for Fiscal 2021, to fully fund the Department’s capital projects planned for next year. As of November 30, 2020, ACS had \$62.2 million in available appropriations for Fiscal 2021.

The ACS Preliminary Capital Budget includes approximately \$18 million for acquisition, construction, reconstruction and improvements at sites and facilities used by ACS, with \$12.3 million in Fiscal 2022. The budget includes approximately \$26.9 million for the purchase of automotive, computer, telecommunications and other equipment with a minimum value of \$50,000 and a life expectancy of at least five years. Approximately \$19 million is budgeted across Fiscal 2024 and 2025, however, with only \$67,000 in federal funding appearing in Fiscal 2022. The budget suggests ACS is generally focused on completing its major capital projects described below.



Preliminary Capital Commitment Plan for Fiscal 2021-2025

ACS’ Preliminary Commitment Plan includes \$264.5 million in Fiscal 2021-2025. This represents less than one percent of the City’s total \$84.1 billion Preliminary Commitment Plan. The Agency is responsible for approximately 71 facilities including the ACS Children’s Center, secure and non-secure detention facilities, and a network of program field offices and administrative sites.

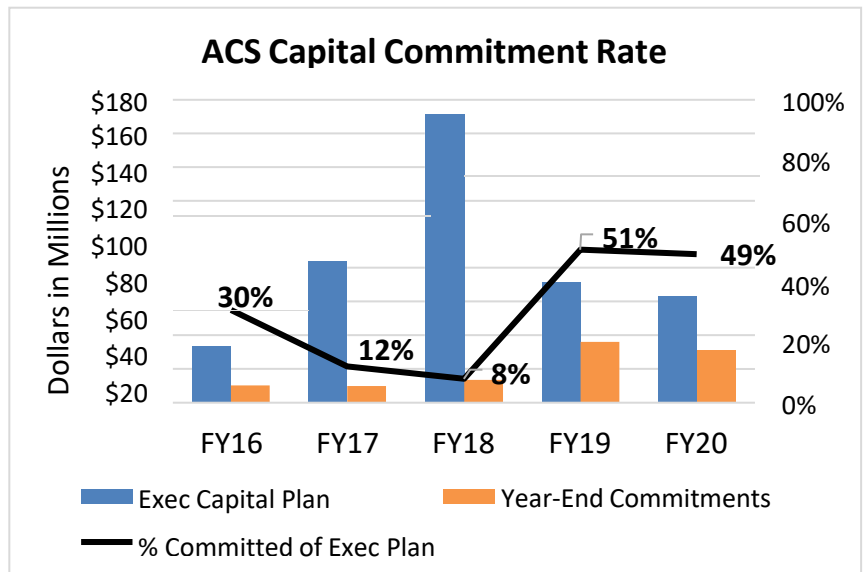
The capital program also supports regular investments in telecommunications, computer technology, and data management systems. As seen in the chart adjacent, the Preliminary Capital Plan for ACS for Fiscal 2021-2025 is unchanged at a total of \$264.5 million when compared to ACS’ Adopted Fiscal 2021 Commitment Plan.

The Capital Plan does shift planned commitments, mainly a delay of \$16.4 million for the juvenile

justice facilities from Fiscal 2022 to the outyears. Additionally, ACS adds \$3.7 million in Fiscal 2022 for new IT projects, such as a facility maintenance management system, electronic health records systems, and the data management software Tableau.

In Fiscal 2022, \$51 million was rolled out of the capital plan and into Fiscal 2025-2029 associated with the delay of Phase 2 construction at Horizon and Crossroads juvenile detention facilities. Phase 2 projects are non-structural, programmatic changes intended to improve the livability of the facilities. Major movement occurred in the Fiscal 2021 Adopted Capital Commitment Plan to realign project timelines in light of COVID-19, particularly for the juvenile detention facilities as described below. ACS’ Commitment Plan has reduced in size from over \$400 million in Fiscal 2019-2023 as detention facilities projects were completed.

The capital commitment rate in the adjacent chart reflects the ratio of actual to planned commitments. ACS’ 49 percent commitment rate in Fiscal 2020 includes the quarter of the year impacted by COVID-19. The Fiscal 2020 amount represents \$30.8 million in commitments against an Executive Capital Commitment Plan of \$63.2 million.



The Fiscal 2020 commitment rate compares well by historical benchmarks, although it is slightly beneath the high of 51 percent achieved in Fiscal 2019. ACS should be recognized for improving its commitment rate from a low of eight percent in Fiscal 2018. The commitment rate has improved as the agency has completed major projects at the Horizon and Crossroads detention centers.

ACS is unlikely to have as high of a capital commitment rate in Fiscal 2021 as Fiscal 2020. Work on most City capital projects was discontinued shortly after the Governor’s PAUSE Order in March 2020. After the lifting of PAUSE restrictions in New York City in June 2020, the City began to restart active construction projects and carefully resumed other projects, but the City did not allow most projects to restart until recently.

ACS’ Plan includes 37 budget lines and 102 project IDs. As a reminder, other City agencies often manage projects for ACS, notably DDC for construction at the juvenile justice facilities, and EDC for certain non-City capital projects.

Fiscal 2021 Discretionary Capital Projects. There were no discretionary capital projects added to ACS’ budget in Fiscal 2021.

Fiscal 2021-2025 Preliminary Capital Commitment Plan Major Projects:

Major capital projects included in the Preliminary Capital Commitment Plan for Fiscal 2021- 2025 are outlined below.

Secure Juvenile Detention Facilities. The Plan includes \$118.1 million for capital construction and renovation projects related to the two secure juvenile detention facilities: Horizon in the Mott Haven neighborhood of the Bronx, and Crossroads in the Brownsville neighborhood of Brooklyn. The Plan

includes \$30.4 million in Fiscal 2021, \$39 million in Fiscal 2022, \$26.7 million in Fiscal 2023, and \$22.1 million in Fiscal 2024. In the Adopted Plan, a total of \$104.7 million was rolled into Fiscal 2025-2029. In Fiscal 2020, commitments totaled \$11.9 million, down from \$35.2 million in Fiscal 2019. DDC is the managing agency for the project, not ACS.

Phase 1 construction, including building systems and safety upgrades, was completed in Fiscal 2020. These elements included essential safety and security upgrades in line with minimum standards for Raise the Age implementation, as well as the outdoor basketball court and grassfield areas currently in use at Horizon.

Phase 2, which includes renovations and additions to facilities for programming, remain in the design phase, and were rolled out through five additional years in the Adopted Plan. In Fiscal 2020, ACS reported that substantial Phase 2 construction would be completed in Fiscal 2022, although substantial funding was reflected through Fiscal 2024. ACS should clarify if the pace of construction in the Preliminary Plan can be sped up.

Children's Center. The Children's Center, located at 492 1st Avenue in Manhattan, has \$14.8 million in the Plan, with \$5.3 million in Fiscal 2021, \$5.1 million in Fiscal 2022, and \$4.4 million in Fiscal 2023. DDC is the managing agency for this project.

The biggest planned improvement is the conversion of the existing auditorium into a gymnasium which could be used for exercise classes, performances, and movement activity. The new space is designed to enhance services for the increasing number of children who require longer stays at the pre-placement Children's Center before finding an appropriate foster home placement. Often these are older youth or those with special needs.

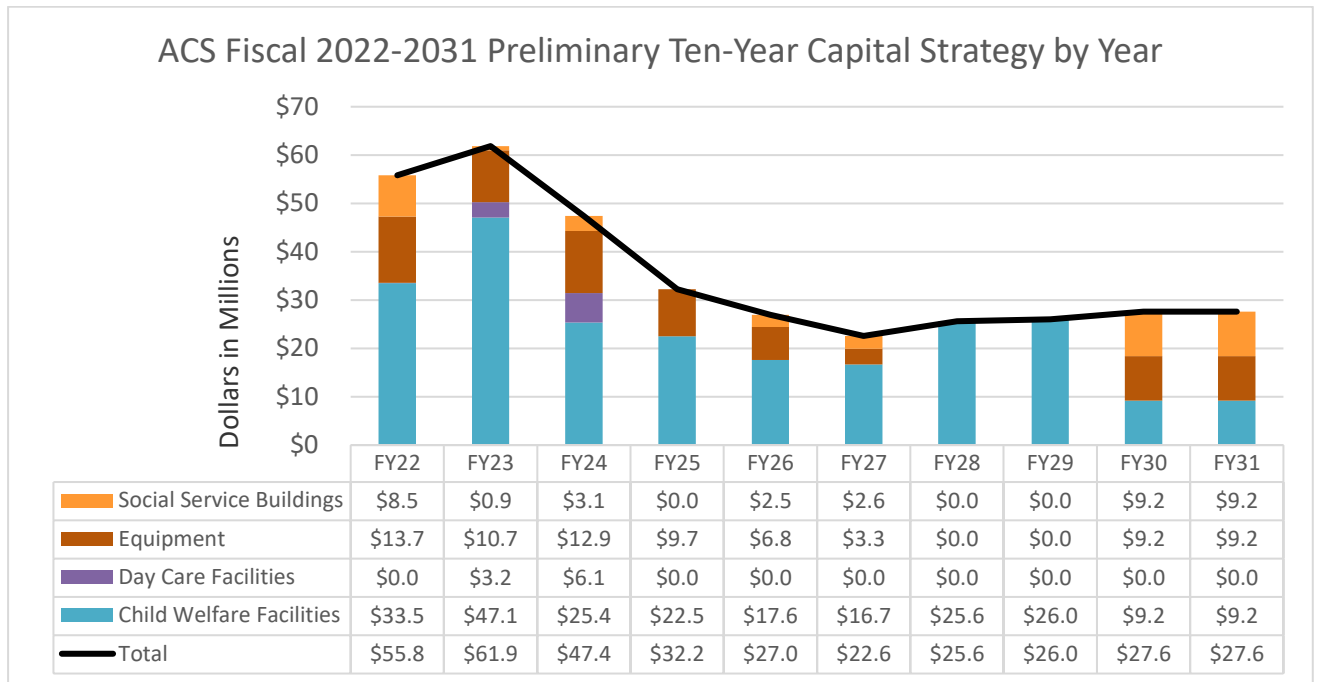
In addition, there will be renovations to improve the layout of the floor space and provide additional security, privacy and well-being in the high needs unit. Prior to COVID-19, DDC was completing the scope verification and ACS did not yet have a targeted completion year.

Council Projects. There are 17 Council budget lines and 37 project IDs totaling \$16.7 million in the Capital Plan. The Plan rolled \$753,000 for Greater Ridgewood Youth Council Community Center from Fiscal 2022 to 2023. The Adopted Plan rescinded a vehicle purchase of \$41,000 for New York Road Runners and added a vehicle purchase of \$31,000 for The Children's Village.

Preliminary Ten-Year Capital Strategy Fiscal 2022-2031

The City's Ten-Year Strategy totals \$118.8 billion, which is \$1.9 billion larger than the \$116.9 billion Fiscal 2020-2029 Ten-Year Strategy. ACS' Ten-Year Capital Strategy totals \$353.6 million, or less than one percent of the City's total Strategy. The Strategy generally front-loads funding in the first five years and leaves fewer commitments in Fiscal 2027-2031.

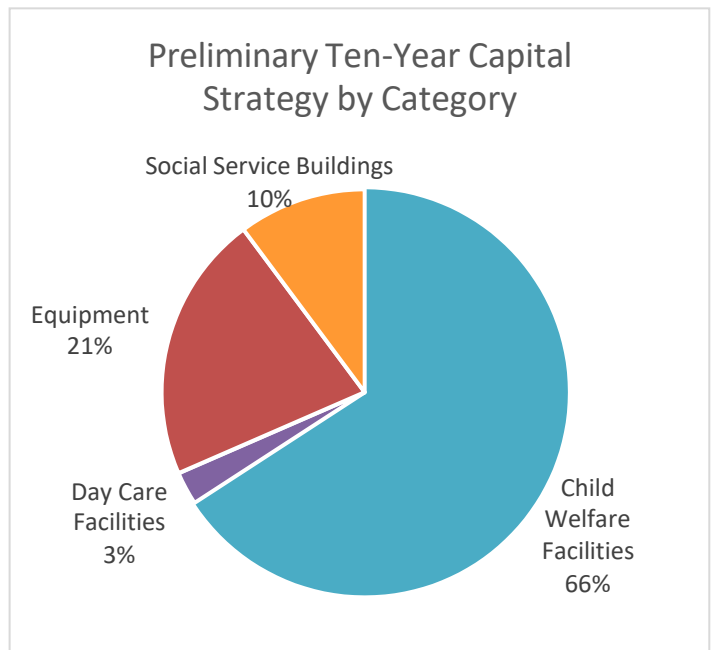
ACS is responsible for approximately 71 facilities including the ACS Children's Center, secure and non-secure detention facilities, and a network of program field offices and administrative sites. Major projects include the renovation of field offices, upgrading the agency computer network and data management systems, and renovations for juvenile justice detention facilities.



ACS’s Ten-Year Strategy is distributed into four categories:

- Social Services Buildings, central and fieldoffices for administration;
- Equipment, including information technology and telecommunications;
- Day Care Facilities, for the construction and renovations of day care centers throughout the City; and
- Child Welfare Facilities, including juveniledetention facilities.

As the two nearby charts indicate, child welfare facilities, driven by the cost of juvenile detentionfacilities, comprise two-thirds of the Preliminary Ten-Year Capital Strategy. The Strategy rises to a high of \$47.1 million in child welfare facilities spending in Fiscal 2023 before decreasing to the \$16-26 million range through Fiscal 2029.



Day care facilities have a total of \$9.3 million in the Strategy, clustered in Fiscal 2023 and 2024. ACS should clarify if this funding will remain in ACS or is intended to move out to the DOE, particularly given the complete removal of the Head Count expense budget in Fiscal 2022.

Equipment and IT spending is the next largest category, with 21 percent of the total. Noticeably, the Strategy seems to have placeholder amounts divided between the three categories of equipment, social service buildings, and child welfare facilities in the last two years of the Strategy, all at \$9.2 million, which suggests ACS has not fully envisioned a decadein advance for its Capital Strategy. ACS should continue to revise its Strategy as it plans for the post-COVID legacy in child welfare.

Appendices

A. Budget Actions in the November and Preliminary Plans

<i>Dollars in Thousands</i>	Fiscal 2021			Fiscal 2022		
	City	Non-City	Total	City	Non-City	Total
ACS Fiscal 2021 Adopted Budget	\$869,413	\$1,789,049	\$2,658,462	\$860,795	\$1,781,389	\$2,642,184
New Needs						
None	\$0	\$0	\$0	\$0	\$0	\$0
Subtotal, New Needs	\$0	\$0	\$0	\$0	\$0	\$0
Other Adjustments						
ACS Beacon Transfer	\$372	\$0	\$372	\$692	\$0	\$692
ACS Homemaking Extension	0	3,037	3,037	0	0	0
City Service Corps (ACS)	(40)	0	(40)	0	0	0
Citywide Discretionary Training Freeze	(77)	(121)	(198)	0	0	0
Citywide Wireless Services	(144)	(229)	(373)	(278)	(435)	(713)
FAR Flec Fund Federal Grant	0	16	16	0	0	0
Fringe Benefits Reimbursement	0	0	0	9,000	0	9,000
FROM REV TO 1100/600	0	75	75	0	0	0
FY21 Children's Center	0	1,835	1,835	0	0	0
FY21 Workforce Institute Mod	0	2,094	2,094	0	0	0
FY21 OHR FUND	0	397	397	0	0	0
FY21 CESF DOJ GRANT	0	3,793	3,793	0	0	0
FY21 DCJS GRANT	0	150	150	0	0	0
Homemaking Wage Adjustment	0	2,712	2,712	0	2,712	2,712
IT Contract Savings	(19)	(30)	(49)	0	0	0
Managerial and OJ Furloughs	(466)	(689)	(1,156)	0	0	0
NFP COPS Transfer (w/ACS)	861	0	861	0	0	0
Nurse Family Partnership	0	1,511	1,511	0	0	0
OCFS Placement and OTPS Facility Services Mods	0	3,023	3,023	0	0	0
OCFS Placements Reestimate	0	18,349	18,349	0	0	0
Office Supplies Spending	(42)	(66)	(108)	0	0	0
Preventive Claiming Mod	0	1,718	1,718	0	1,718	1,718
Printing Reduction	(246)	(392)	(638)	0	0	0
TANF/FFFS State Cut	(9,301)	9,301	0	(9,301)	9,301	0
Vehicle Purchase Freeze	(75)	(118)	(193)	(137)	(218)	(355)
Subtotal, Other Adjustments	(\$9,177)	\$46,363	\$37,186	(\$24)	\$13,078	\$13,054
Savings Program						
Fringe Benefits Reimbursement	\$0	\$0	\$0	(\$9,000)	\$0	(\$9,000)
Hiring and Attrition Management	(1,320)	(4,134)	(5,454)	0	0	0
Overtime Reduction	(5,000)	(7,980)	(12,980)	0	0	0
Prior Year Revenue	(30,000)	30,000	0	0	0	0
Subtotal, Savings Program	(\$36,320)	\$17,886	(\$18,434)	(\$9,000)	\$0	(\$9,000)
TOTAL, All Changes	(\$45,497)	\$64,249	\$18,752	(\$9,024)	\$13,078	\$4,054
ACS Fiscal 2022 Preliminary Budget	\$823,916	\$1,853,299	\$2,677,215	\$851,771	\$1,794,467	\$2,646,238

B. ACS Contract Budget

ACS Fiscal 2022 Preliminary Contract Budget				
<i>Dollars in Thousands</i>				
Category	Fiscal 2021 Adopted	Number of Contracts	Fiscal 2022 Preliminary	Number of Contracts
Child Welfare Services	\$361,306	341	\$364,617	341
Children's Charitable Institutions	481,003	71	481,325	70
Cleaning Services	1,883	12	1,883	12
Contractual Services - General	137,208	63	137,364	62
Data Processing Equipment Maintenance	1,502	3	1,480	3
Day Care Of Children	492,772	12	488,925	12
Head Start	0	0	0	0
Homemaking Services	21,201	9	23,652	9
Maintenance and Operation of Infrastructure	10	1	10	1
Maintenance and Repairs - General	7,725	17	7,725	17
Office Equipment Maintenance	6	1	6	1
Printing Services	210	3	210	3
Prof. Services - Computer Services	4,424	21	3,546	21
Prof. Services - Legal Services	131	4	131	4
Prof. Services - Other	314	2	314	2
Security Services	5,655	7	7,186	7
Telecommunications Maintenance	122	2	113	2
Temporary Services	935	2	935	2
Training Program for City Employees	34	2	34	2
TOTAL	\$1,516,442	573	\$1,519,456	571

C. State and Federal Funding

Federal Revenue Sources <i>Dollars in Thousands</i>	2021 Adopted	Preliminary Plan		*Difference 2021 - 2022
		2021	2022	
Admin. for Child, Youth, Family Abuse and Neglect Act	\$114	\$114	\$114	\$0
Adoption Assistance	111,627	111,627	111,627	0
Adoption Assistance - Administration	2,092	2,092	2,092	0
Child and Adult Care Food Program	100	100	100	0
Child Care and Development Block Grant	361,087	361,087	361,087	0
Child Support Administration	62	62	62	0
Coronavirus Emergency Supplement	0	3,793	0	0
Emergency Income Maintenance Administration	2,856	2,856	2,856	0
Family Assessment Response (FAR)	0	16	0	0
Food Stamp Employment and Training	11,500	11,500	11,500	0
Foster Care Title IV-E	193,656	195,709	193,693	37
Foster Care Title IV-E Preventive Services	22,516	22,516	22,516	0
Independent Living	7,591	7,591	7,591	0
Medical Assistance Program	5,404	5,404	5,404	0
Promoting Safe and Stable Families	22,072	22,072	22,072	0
School Lunch - Prisons	354	354	354	0
Social Service Block Grant Title XX Child Welfare	115,242	134,546	134,546	19,304
Social Service Block Grant Title XX Other	23,050	23,050	23,050	0
TANF - Emergency Assistance	15,930	18,642	18,642	2,712
TANF - EAF Set-Aside for Child Welfare	79,085	84,257	84,257	5,172
Title IV-E - Protective Services	13,427	13,427	13,427	0
Title IV-E - Foster Care Administration	59,335	59,308	59,311	(24)
TOTAL	\$1,047,098	\$1,080,121	\$1,074,298	\$27,201

**The difference of Fiscal 2021 Adopted Budget compared to Fiscal 2022 Preliminary Budget.*

State Revenue Sources <i>Dollars in Thousands</i>	2021 Adopted	Preliminary Plan		*Difference 2021 - 2022
		2021	2022	
Adoption	\$95,951	\$95,951	\$95,951	\$0
Child Support Administration	16	16	16	0
Foster Care Block Grant	190,940	190,940	190,940	0
JD-PINS Remands	2,301	2,301	2,301	0
Local Government Records Management	0	75	0	0
Medicaid-Health & Medical Care	227	227	227	0
Medical Assistance Administration	4,349	4,349	4,349	0
Non-Secure Detention Services	2,669	2,669	2,669	0
NY/NY III Housing Support	2,166	2,166	2,166	0
Safe Harbor for Exploited Children	440	440	440	0
Safety Net	60	60	60	0
Secure Detention Services	28,095	28,095	28,097	2
State Capital Reimbursement	0	0	0	0
State Child Welfare Services	414,395	442,358	392,608	(21,786)
Supervision & Treatment Services	0	150	0	0
TOTAL	\$741,609	\$769,798	\$719,825	(\$21,784)

**The difference of Fiscal 2021 Adopted Budget compared to Fiscal 2022 Preliminary Budget.*

D. Program Areas

Adoption Services

Adoption Services <i>Dollars in Thousands</i>						
	FY19 Actual	FY20 Actual	FY21 Adopted	Preliminary Plan		*Difference FY21-FY22
				FY21	FY22	
Spending						
Personal Services						
Additional Gross Pay	\$100	\$104	\$55	\$55	\$55	\$0
Full-Time Salaried - Civilian	2,618	2,882	1,845	1,845	1,845	0
Overtime - Civilian	155	96	26	26	26	0
Subtotal	\$2,873	\$3,082	\$1,927	\$1,927	\$1,927	\$0
Other Than Personal Services						
Contractual Services - Social Services	\$426	\$0	\$1,173	\$1,173	\$1,173	\$0
Other Services & Charges	22	0	22	22	22	0
Social Services	225,194	218,160	270,396	270,396	270,396	0
Subtotal	\$225,643	\$218,160	\$271,591	\$271,591	\$271,591	\$0
TOTAL	\$228,516	\$221,242	\$273,518	\$273,518	\$273,518	\$0
Funding						
City Funds			\$61,880	\$61,880	\$61,880	\$0
Federal - Other			113,967	113,967	113,967	0
State			97,670	97,670	97,670	0
TOTAL			\$273,518	\$273,518	\$273,518	\$0
Budgeted Headcount						
Full-Time Positions - Civilian	43	44	26	26	26	0
TOTAL	43	44	26	26	26	0

**The difference of Fiscal 2021 Adopted Budget compared to Fiscal 2022 Preliminary Budget.*

Alternatives to Detention

Alternatives to Detention <i>Dollars in Thousands</i>						
	FY19 Actual	FY20 Actual	FY21 Adopted	Preliminary Plan		*Difference FY21-FY22
				FY21	FY22	
Spending						
Other Than Personal Services						
Contractual Services	\$690	\$373	\$1,041	\$1,041	\$1,041	\$0
Contractual Services - Social Services	\$767	\$776	\$378	\$776	\$0	(\$378)
Fixed & Misc. Charges	0	0	0	150	0	\$0
Other Services & Charges	4,795	4,818	0	0	0	\$0
Social Services	271	298	0	0	0	\$0
TOTAL	\$6,523	\$6,265	\$1,419	\$1,967	\$1,041	(\$378)
Funding						
City Funds			\$537	\$935	\$159	(\$378)
State			882	1,032	882	\$0
TOTAL			\$1,419	\$1,967	\$1,041	(\$378)

**The difference of Fiscal 2021 Adopted Budget compared to Fiscal 2022 Preliminary Budget.*

Child Care Services

Child Care Services						
<i>Dollars in Thousands</i>						
	FY19 Actual	FY20 Actual	FY21 Adopted	Preliminary Plan		*Difference FY21-FY22
				FY21	FY22	
Spending						
Personal Services						
Additional Gross Pay	\$610	\$543	\$678	\$678	\$678	\$0
Amounts to be Scheduled	0	0	11	11	11	0
Fringe Benefits	0	0	0	0	0	0
Full-Time Salaried - Civilian	15,548	10,226	13,029	13,081	13,549	520
Overtime - Civilian	470	242	391	391	391	0
Unsalaries	52	49	15	13	15	0
Subtotal	\$16,681	\$11,060	\$14,123	\$14,174	\$14,643	\$520
Other Than Personal Services						
Contractual Services	\$2,680	\$194	\$150	\$150	\$0	(\$150)
Contractual Services – Social Services	814,724	523,580	492,772	483,005	488,925	(3,847)
Fixed & Misc. Charges	1,353	-	400	400	400	0
Other Services & Charges	60,715	6,149	(5,980)	(3,858)	(5,356)	624
Social Services	14,829	279	969	341	344	(624)
Supplies & Materials	75	-	0	0	0	0
Subtotal	\$894,376	\$530,202	\$488,311	\$480,038	\$484,314	(\$3,997)
TOTAL	\$911,057	\$541,262	\$502,434	\$494,211	\$498,957	(\$3,477)
Funding						
City Funds			\$117,873	\$110,289	\$114,685	(\$3,188)
Federal - Other			365,878	365,874	365,879	1
State			18,683	18,047	18,394	(290)
TOTAL			\$502,434	\$494,211	\$498,957	(\$3,477)
Budgeted Headcount						
Full-Time Positions - Civilian	232	134	225	188	213	(12)
TOTAL	232	134	225	188	213	(12)

**The difference of Fiscal 2021 Adopted Budget compared to Fiscal 2022 Preliminary Budget.*

Child Welfare Support

Child Welfare Support <i>Dollars in Thousands</i>						
	FY19	FY20	FY21	Preliminary Plan		*Difference
	Actual	Actual	Adopted	FY21	FY22	FY21-FY22
Spending						
Personal Services						
Additional Gross Pay	\$3,047	\$2,756	\$1,406	\$1,406	\$1,406	\$0
Additional Gross Pay - Labor Reserve	76	79	0	0	0	0
Full-Time Salaried - Civilian	77,850	80,418	51,290	51,290	51,350	60
Overtime - Civilian	4,287	2,492	1,088	1,088	1,088	0
Unsalariated	243	246	233	233	233	0
TOTAL	\$85,503	\$85,989	\$54,017	\$54,017	\$54,078	\$60
Funding						
City Funds			\$10,862	\$10,862	\$10,886	\$23
Federal - Other			25,574	25,574	25,583	9
State			17,581	17,581	17,609	28
TOTAL			\$54,017	\$54,017	\$54,078	\$60
Budgeted Headcount						
Full-Time Positions - Civilian	971	986	781	781	781	0
TOTAL	971	986	781	781	781	0

**The difference of Fiscal 2021 Adopted Budget compared to Fiscal 2022 Preliminary Budget.*

Department of Education Residential Care

Department of Education Residential Care <i>Dollars in Thousands</i>						
	FY19	FY20	FY21	Preliminary Plan		*Difference
	Actual	Actual	Adopted	FY21	FY22	FY21-FY22
Spending						
Other Than Personal Services						
Social Services	\$91,288	\$94,363	\$96,201	\$96,201	\$96,201	\$0
TOTAL	\$91,288	\$94,363	\$96,201	\$96,201	\$96,201	\$0
Funding						
City Funds			\$96,201	\$96,201	\$96,201	\$0
TOTAL	\$93,958	\$91,288	\$96,201	\$96,201	\$96,201	\$0

**The difference of Fiscal 2021 Adopted Budget compared to Fiscal 2022 Preliminary Budget.*

Foster Care Services

Foster Care Services <i>Dollars in Thousands</i>						
	FY19	FY20	FY21	Preliminary Plan		*Difference
	Actual	Actual	Adopted	FY21	FY22	FY21-FY22
Spending						
Other Than Personal Services						
Contractual Services -						
Social Services	\$466,037	\$499,416	\$490,726	\$486,906	\$491,001	\$275
Fixed & Misc. Charges	\$0	\$500	\$0	\$0	\$0	
Other Services & Charges	4,009	3,083	30,884	27,637	28,055	(2,830)
Social Services	54,594	54,950	58,914	67,941	59,014	100
TOTAL	\$524,640	\$557,948	\$580,523	\$582,484	\$578,069	(\$2,454)
Funding						
City Funds			\$221,959	\$194,113	\$221,081	(\$878)
Federal - Other			190,256	191,094	190,256	0
State			168,308	197,277	166,732	(1,576)
TOTAL			\$580,523	\$582,484	\$578,069	(\$2,454)

**The difference of Fiscal 2021 Adopted Budget compared to Fiscal 2022 Preliminary Budget.*

Foster Care Support

Foster Care Support <i>Dollars in Thousands</i>						
	FY19	FY20	FY21	Preliminary Plan		*Difference
	Actual	Actual	Adopted	FY21	FY22	FY21-FY22
Spending						
Personal Services						
Additional Gross Pay	\$1,583	\$1,688	\$2,184	\$2,184	\$2,184	\$0
Additional Gross Pay - Labor Reserve	1	0	0	0	0	0
Fringe Benefits	0	0	0	0	0	0
Full-Time Salaried - Civilian	33,020	35,842	46,426	46,426	46,426	0
Overtime - Civilian	4,686	4,094	878	878	878	0
P.S. Other	39	60	0	0	0	0
Unsalaries	101	61	2,211	2,211	2,211	0
TOTAL	\$39,429	\$41,745	\$51,700	\$51,700	\$51,700	\$0
Funding						
City Funds			\$12,946	\$12,946	\$12,946	\$0
Federal - Other			22,087	22,087	22,087	0
State			16,667	16,667	16,667	0
TOTAL			\$51,700	\$51,700	\$51,700	\$0
Budgeted Headcount						
Full-Time Positions - Civilian	497	542	712	712	712	0
TOTAL	497	542	712	712	712	0

**The difference of Fiscal 2021 Adopted Budget compared to Fiscal 2022 Preliminary Budget.*

General Administration

General Administration						
<i>Dollars in Thousands</i>						
	FY19 Actual	FY20 Actual	FY21 Adopted	Preliminary Plan		*Difference
				FY21	FY22	FY21-FY22
Spending						
Personal Services						
Additional Gross Pay	\$2,972	\$2,736	\$1,889	\$1,889	\$1,889	\$0
Additional Gross Pay - Labor						
Reserve	51	44	0	0	0	0
Amounts to be Scheduled	0	0	30	30	30	0
Fringe Benefits	197	185	0	60	0	0
Full-Time Salaried - Civilian	71,717	72,955	103,257	81,068	84,660	(18,597)
Overtime - Civilian	6,735	3,932	1,209	21,369	21,369	20,160
P.S. Other	(53)	(71)	0	0	0	0
Unsalaries	252	574	271	271	274	3
Subtotal	\$81,872	\$80,357	\$106,656	\$104,687	\$108,222	\$1,566
Other Than Personal Services						
Contractual Services	\$14,043	\$17,907	\$11,046	\$28,549	\$10,873	(\$173)
Contractual Services - Professional Services	1,347	2,467	3,049	3,659	3,049	0
Contractual Services - Social Services	0	0	0	1,849	0	0
Fixed & Misc. Charges	168	142	81	81	81	0
Other Services & Charges	77,127	72,321	69,492	76,026	68,778	(714)
Property & Equipment	415	311	640	2,519	639	(1)
Supplies & Materials	2,102	3,983	2,436	3,203	2,436	0
Subtotal	\$95,202	\$97,131	\$86,744	\$115,886	\$85,856	(\$888)
TOTAL	\$177,074	\$177,487	\$193,400	\$220,573	\$194,077	\$677
Funding						
City Funds			\$50,082	\$60,357	\$48,732	(\$1,350)
Federal - Other			80,548	91,095	85,712	5,164
State			62,770	69,122	59,633	(3,137)
TOTAL			\$193,400	\$220,573	\$194,077	\$677
Budgeted Headcount						
Full-Time Positions - Civilian	957	920	1,121	950	1,122	1
TOTAL	957	920	1,121	950	1,122	1

**The difference of Fiscal 2021 Adopted Budget compared to Fiscal 2022 Preliminary Budget.*

Head Start

Head Start						
<i>Dollars in Thousands</i>						
	FY19	FY20	FY21	Preliminary Plan		*Difference
	Actual	Actual	Adopted	FY21	FY22	FY21-FY22
Spending						
Personal Services						
Additional Gross Pay	\$52	\$4	\$0	\$0	\$0	\$0
Full-Time Salaried - Civilian	2,200	213	1,949	0	0	(1,949)
Overtime - Civilian	73	7	0	0	0	0
Unsalaries	3	0	0	0	0	0
Subtotal	\$2,328	\$225	\$1,949	\$0	\$0	(\$1,949)
Other Than Personal Services						
Contractual Services	\$1,863	\$4	\$0	\$0	\$0	0
Contractual Services - Professional Services	870	0	0	0	0	0
Contractual Services - Social Services	181,410	118	0	4,297	0	0
Other Services & Charges	9,922	-	0	0	0	0
Supplies & Materials	325	11	0	0	0	0
Subtotal	\$194,390	\$134	\$0	\$4,297	\$0	\$0
TOTAL	\$196,717	\$358	\$1,949	\$4,297	\$0	(\$1,949)
Funding						
City Funds			\$1,703	\$4,297	\$0	(\$1,703)
State			245	0	0	(245)
TOTAL			\$1,949	\$4,297	\$0	(\$1,949)
Budgeted Headcount						
Full-Time Positions - Civilian	31	1	12	0	0	(12)
TOTAL	31	1	12	0	0	(12)

**The difference of Fiscal 2021 Adopted Budget compared to Fiscal 2022 Preliminary Budget.*

Juvenile Justice Support

Juvenile Justice Support						
<i>Dollars in Thousands</i>						
	FY19	FY20	FY21	Preliminary Plan		*Difference
	Actual	Actual	Adopted	FY21	FY22	FY21-FY22
Spending						
Personal Services						
Additional Gross Pay	\$125	\$183	\$0	\$0	\$0	\$0
Fringe Benefits	2	2	0	0	0	0
Full-Time Salaried - Civilian	1,293	1,908	3,182	3,182	3,182	0
Overtime - Civilian	414	403	568	568	568	0
Subtotal	\$1,833	\$2,497	\$3,750	\$3,750	\$3,750	\$0
Other Than Personal Services						
Contractual Services	\$5,958	\$4,159	\$7,816	\$7,816	\$7,816	\$0
Fixed & Misc. Charges	500	0	0	0	0	0
Other Services & Charges	2,030	1,956	161	163	163	2
Property & Equipment	80	0	39	39	39	0
Supplies & Materials	217	133	255	253	253	(2)
Subtotal	\$8,785	\$6,249	\$8,271	\$8,271	\$8,271	\$0
TOTAL	\$10,618	\$8,746	\$12,021	\$12,021	\$12,021	\$0
Funding						
City Funds			\$6,954	\$6,954	\$6,954	\$0
State			5,068	5,068	5,068	0
TOTAL			\$12,021	\$12,021	\$12,021	\$0
Budgeted Headcount						
Full-Time Positions - Civilian	16	57	69	69	69	0
TOTAL	16	57	69	69	69	0

**The difference of Fiscal 2021 Adopted Budget compared to Fiscal 2022 Preliminary Budget.*

Non-Secure Detention

Non-Secure Detention						
<i>Dollars in Thousands</i>						
	FY19 Actual	FY20 Actual	FY21 Adopted	Preliminary Plan		*Difference FY21-FY22
				FY21	FY22	
Spending						
Personal Services						
Additional Gross Pay	\$15	\$15	\$0	\$0	\$0	\$0
Full-Time Salaried -						
Civilian	837	693	533	533	533	0
Overtime - Civilian	207	158	228	228	228	0
Subtotal	\$1,059	\$867	\$760	\$760	\$760	\$0
Other Than Personal Services						
Contractual Services	\$19,263	\$18,296	\$17,566	\$17,588	\$17,512	(\$54)
Contractual Services - Professional Services	0	0	1	1	1	0
Other Services & Charges	115	-	3	3	3	0
Supplies & Materials	17	54	83	61	83	0
Subtotal	\$19,395	\$18,350	\$17,653	\$17,653	\$17,599	(\$54)
TOTAL	\$20,454	\$19,217	\$18,413	\$18,413	\$18,359	(\$54)
Funding						
City Funds			\$11,549	\$11,549	\$11,496	(\$54)
State			6,864	6,864	6,864	0
TOTAL			\$18,413	\$18,413	\$18,359	(\$54)
Budgeted Headcount						
Full-Time Positions -						
Civilian	11	12	26	26	26	0
TOTAL	11	12	26	26	26	0

**The difference of Fiscal 2021 Adopted Budget compared to Fiscal 2022 Preliminary Budget.*

Placements

Placements <i>Dollars in Thousands</i>						
	FY19 Actual	FY20 Actual	FY21 Adopted	Preliminary Plan		*Difference FY21-FY22
				FY21	FY22	
Spending						
Personal Services						
Additional Gross Pay	\$105	\$99	\$0	\$0	\$0	\$0
Full-Time Salaried - Civilian	8,488	9,576	8,882	8,882	8,882	0
Overtime - Civilian	275	138	50	50	50	0
Unsalaries	18	0	0	0	0	0
Subtotal	\$8,886	\$9,813	\$8,932	\$8,932	\$8,932	\$0
Other Than Personal Services						
Contractual Services	\$81,053	\$90,552	\$107,557	\$103,237	\$108,061	\$504
Contractual Services - Professional Services	4,342	2,554	1,609	1,609	732	(878)
Fixed & Misc. Charges	0	2,957	0	2,957	0	0
Other Services & Charges	5,171	700	4,371	4,371	4,371	0
Payments to OCFS	14,720	14,134	31,361	12,349	31,361	0
Property & Equipment	588	-	-	-	0	0
Social Services	1,312	1,399	17	17	17	0
Supplies & Materials	-	0	0	0	0	0
Subtotal	\$107,186	\$112,297	\$144,915	\$124,541	\$144,541	(\$374)
TOTAL	\$116,072	\$122,109	\$153,847	\$133,473	\$153,473	(\$374)
Funding						
City Funds			\$140,834	\$120,460	\$140,460	(\$374)
Federal - Other			\$8,740	\$8,740	\$8,740	0
State			4,273	4,273	4,273	0
TOTAL			\$153,847	\$133,473	\$153,473	(\$374)
Budgeted Headcount						
Full-Time Positions - Civilian	146	93	70	70	70	0
TOTAL	146	93	70	70	70	0

**The difference of Fiscal 2021 Adopted Budget compared to Fiscal 2022 Preliminary Budget.*

Preventive Homemaking Services

Preventive Homemaking Services <i>Dollars in Thousands</i>						
	FY19 Actual	FY20 Actual	FY21 Adopted	Preliminary Plan		*Difference FY21-FY22
				FY21	FY22	
Spending						
Other Than Personal Services						
Contractual Services - Social Services	\$29,726	\$25,644	\$20,639	\$26,689	\$23,652	\$3,014
TOTAL	\$29,726	\$25,644	\$20,639	\$26,689	\$23,652	\$3,014
Funding						
City Funds			\$3,621	\$3,923	\$3,923	\$301
Federal - Other			16,129	18,841	18,841	2,712
Intra City			0	3,037	0	0
State			888	888	888	0
TOTAL			\$20,639	\$26,689	\$23,652	\$3,014

**The difference of Fiscal 2021 Adopted Budget compared to Fiscal 2022 Preliminary Budget.*

Preventive Services

Preventive Services						
<i>Dollars in Thousands</i>						
	FY19	FY20	FY21	Preliminary Plan		*Difference
	Actual	Actual	Adopted	FY21	FY22	FY21-FY22
Spending						
Personal Services						
Additional Gross Pay	\$253	\$331	\$568	\$568	\$568	\$0
Fringe Benefits	0	1	0	0	0	0
Full-Time Salaried - Civilian	16,664	20,544	13,216	13,216	13,216	0
Overtime - Civilian	187	199	140	140	140	0
Unsalaries	9	0	0	0	0	0
Subtotal	\$17,112	\$21,074	\$13,924	\$13,924	\$13,924	\$0
Other Than Personal Services						
Contractual Services	\$72	\$152	\$153	\$153	\$153	\$0
Contractual Services - Social Services	280,726	295,376	293,203	297,837	295,997	2,794
Fixed & Misc. Charges	77	77	0	0	0	0
Fixed & Misc. Charges - Section 8	3,300	3,286	3,300	3,300	3,300	0
Other Services & Charges	3,004	4,239	1,127	4,376	2,005	878
Social Services	20,913	22,632	24,107	17,627	12,018	(12,089)
Subtotal	\$308,092	\$325,764	\$321,890	\$323,294	\$313,473	(\$8,417)
TOTAL	\$325,204	\$346,838	\$335,814	\$337,217	\$327,397	(\$8,417)
Funding						
City Funds			\$54,077	\$43,340	\$42,948	(\$11,130)
Federal - Other			\$96,417	\$115,721	\$115,721	19,304
Intra City			\$343	\$343	\$343	0
State			184,977	177,813	168,386	(16,591)
TOTAL			\$335,814	\$337,217	\$327,397	(\$8,417)
Budgeted Headcount						
Full-Time Positions - Civilian	224	335	203	203	203	0
TOTAL	224	335	203	203	203	0

**The difference of Fiscal 2021 Adopted Budget compared to Fiscal 2022 Preliminary Budget.*

Protective Services

Protective Services						
<i>Dollars in Thousands</i>						
	FY19 Actual	FY20 Actual	FY21 Adopted	Preliminary Plan		*Difference FY21-FY22
				FY21	FY22	
Spending						
Personal Services						
Additional Gross Pay	\$10,034	\$10,562	\$8,787	\$8,787	\$8,787	\$0
Amounts to be Scheduled	\$0	0	28	28	28	0
Fringe Benefits	\$1	1	1	1	1	0
Full-Time Salaried - Civilian	\$206,199	220,774	247,505	221,997	224,781	(22,725)
Overtime - Civilian	37,762	21,093	(2,079)	7,728	20,708	22,788
Unsalaries	63	243	444	439	444	0
Subtotal	\$254,058	\$252,673	\$254,686	\$238,980	\$254,749	\$63
Other Than Personal Services						
Contractual Services - Social Services	\$58,910	\$62,577	\$57,393	\$66,890	\$57,771	\$378
Fixed & Misc. Charges	17,850	14,980	0	12,267	0	0
Other Services & Charges	2,756	3,073	0	0	0	0
Social Services	5,462	5,636	4,662	4,537	4,537	(125)
Subtotal	\$84,979	\$86,266	\$62,055	\$83,694	\$62,308	\$253
TOTAL	\$339,037	\$338,939	\$316,740	\$322,675	\$317,057	\$317
Funding						
City Funds			\$51,011	\$56,557	\$51,290	\$279
Federal - Other			127,147	\$126,772	\$127,157	11
State			138,582	139,345	138,609	27
TOTAL			\$316,740	\$322,675	\$317,057	\$317
Budgeted Headcount						
Full-Time Positions - Civilian	3,345	3,332	3,582	3,419	3,530	(52)
TOTAL	3,345	3,332	3,582	3,419	3,530	(52)

**The difference of Fiscal 2021 Adopted Budget compared to Fiscal 2022 Preliminary Budget.*

Secure Detention

Secure Detention						
<i>Dollars in Thousands</i>						
	FY19	FY20	FY21	Preliminary Plan		*Difference
	Actual	Actual	Adopted	FY21	FY22	FY21-FY22
Spending						
Personal Services						
Additional Gross Pay	\$1,588	\$1,880	\$3	\$3	\$3	\$0
Additional Gross Pay - Labor Reserve	0	0	0	0	0	0
Fringe Benefits	87	144	0	0	0	0
Full-Time Salaried - Civilian	24,154	34,949	19,242	19,242	19,242	0
Overtime - Civilian	5,049	6,586	2,441	2,441	2,441	0
Subtotal	\$30,878	\$43,559	\$21,686	\$21,686	\$21,686	\$0
Other Than Personal Services						
Contractual Services	\$8,761	\$7,745	\$9,961	\$10,001	\$11,489	\$1,528
Contractual Services - Professional Services	238	204	209	159	209	0
Fixed & Misc. Charges	298	526	932	855	932	0
Other Services & Charges	3,893	2,058	9,821	9,936	9,099	(722)
Payments to OCFS	0	121	0	250	0	0
Property & Equipment	33	0	145	81	145	0
Supplies & Materials	3,278	3,994	3,072	4,790	3,075	3
Subtotal	\$16,500	\$14,648	\$24,141	\$26,072	\$24,950	\$809
TOTAL	\$47,378	\$58,207	\$45,827	\$47,757	\$46,636	\$809
Funding						
City Funds			\$27,322	\$29,252	\$28,131	809
Federal - Other			354	354	354	0
State			18,151	18,151	18,151	0
TOTAL			\$45,827	\$47,757	\$46,636	\$809
Budgeted Headcount						
Full-Time Positions - Civilian	665	583	497	497	497	0
TOTAL	665	583	497	497	497	0

*The difference of Fiscal 2021 Adopted Budget compared to Fiscal 2022 Preliminary Budget.