Review of the Proposed 2016 Monroe County Budget

December 2015

TheChildren'sAgenda

Smart Choices. Bold Voices.

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EXECUTIVE SUMMARY

The Children's Agenda offers this review of the proposed 2016 County budget and its impact on children and youth as a contribution to the local dialogue about how to best use limited resources to create a thriving community for families and children.

2016 is an important year for Monroe County's children and youth. 2015 brought remarkable progress in aligning community leadership and resources in pursuit of systemic change that we hope will reverse the persistent and troubling negative trends around child poverty, school success and children's health. **We commend the County for being involved in these initiatives and we urge County leaders to take advantage of current community initiatives to marshal public policies and funding around evidence-based strategies that will strengthen families and improve children's well-being.**

The State of Children in Monroe County

At the heart of these new initiatives is a concern that the future of our community is at risk. ROC the Future's annual 2015 State of Our Children Report Card reported some real improvements in school attendance and college financial aid application rates among Rochester City School District students, but other indicators continue to be troubling:

- Competency rates for New York State Math exams are 15% countywide and 1%-9% among Rochester students. The percentage of students showing competency in English in grades 3 – 8 averages 30% countywide and 4-7% in Rochester.
- 23% of children in Monroe County are living in poverty, including 53% of children in Rochester, continuing an upward trend over the past 5 years.
- Monroe County serves only 22% of children eligible for child care assistance, and the need for subsidies in Monroe County is growing fastest in suburbs.
- 70% of surveyed Monroe County high schools students experienced at least one Adverse Childhood Event (ACE) in their life. Research indicates that one or more ACE increases the risk for medical, mental, and social problems as an adult.

Recommendations

With these indicators in mind, we analyzed the Proposed 2016 Monroe County Budget and recommend the following policy and funding changes to improve child outcomes.

Child Welfare/Preventive Services: *In response to the rise in local child abuse and neglect reports and the number of children in foster care, we recommend:*

1. Enacting a County policy so that vacant Child Protective Service (CPS) caseworker positions are filled automatically until caseloads drop to levels recommended by the New York State Office of Children and Family Services (OCFS) and national child welfare organizations. In the meantime, immediately increase the number of Department of Human Services (DHS) CPS caseworkers.
2. Ensuring adequate funding for contracted preventive services, to maintain and expand evidence-based strategies for at-risk children and families.

3. Increasing the number of CPS-involved families referred to the Family Assessment Response (FAR) program and increase funding for wraparound services to increase family success and avoid out-of-home placements.
4. Restoring funding to Preventive/Protective day care so that children of families in crisis can access safe, quality, consistent child care as needed.
5. Urging New York State leaders to lift the current moratorium on Community Optional Preventive Services (COPS) in the 2016-17 budget and increase its allocation to expand access to preventive programs that demonstrate positive research-based outcomes.
6. Collaborating with the Medicaid Redesign maternal and child health project and the Rochester-Monroe Anti-Poverty Initiative to scale up evidence-based home visiting programs (Nurse Family Partnership, Building Healthy Children, and Parents as Teachers) to meet our community's need.

Child care: *In response to the continued decrease of children served by child care subsidies and expected cuts coming as a result of new federal regulations, we recommend:*

7. Re-convening the Day Care Advisory Council, including County staff, providers, parents, local researchers and advocates to consult regularly with County staff on the child care subsidy program. Issues that should receive priority consideration include overall program functioning, parent copayment levels, and a graduated transition off of child care assistance as family income increases.

Early Intervention and Preschool Special Education: *In response to a lack of qualified providers and significant billing issues, we recommend:*

8. Strengthen the staffing infrastructure in the Early Intervention and Preschool Special Education programs in the Dept. of Health to provide more oversight of the billing and reimbursement process, especially for Early Intervention, with a goal of enhancing service provider recruitment and retention.

Juvenile Justice: *In response to the likely enactment of the NY State Raise the Age legislation, we recommend:*

9. Convening stakeholders to plan for appropriate services and ensure adequate resources are available to serve local youth ages 16 and 17 involved in the criminal justice system.

Commendations

We commend Monroe County leadership for:

- **Innovative provision of the Family Assessment Response model of services for families in the Child Protective Services system:** We commend the County for embracing the Family Assessment Response (FAR) as an alternative to traditional CPS investigations for low-risk families, and for conducting an evaluation of the program.

- **Supporting Provider Quality in Child Care and Early Education:** We commend Monroe County for continuing to offer accredited child care providers a higher payment.

Important Findings in the Proposed 2016 Budget

Child Welfare/Preventive Services

1. **Reports of child maltreatment have increased 20% since 2008.** Reports of child maltreatment have been trending upward since 2008 and are projected to increase again in 2016. The County projects that there will be 8,925 reports of child abuse and neglect in 2016—1,260 more than in 2014, an increase of 16%. The Monroe County Federation of Social Workers IUE-CWA Local 81381 announced in July that CPS reports in May 2015 were up 13% compared to May 2014, and a comparison of June 2014 with June 2015 revealed an even larger 27% rise in the number of reports. While some of the increase can be attributed to a change from the local to the New York State child abuse hotline which took effect in May 2015, these substantial increases indicate a more troubling cause.

2. **County staffing levels for Child Protective Investigative Staff are not meeting National and New York State Standards.** There is inadequate staff capacity in the Department of Human Services' Child Protective Services (CPS) to provide appropriate investigations and services for families where there is a risk of child maltreatment or abuse. Despite a recommended national standard of 12 families per worker, the New York State Office of Child and Family Services (NYS OCFS) reported that 35% of Monroe County workers had 16 or more investigations on their caseload on the last day of each month for January 2015 – June 2015. It is important to note that this time period does not fully reflect the substantial increase in reports that began in May 2015.

   In addition to more reports, there are vacant positions in CPS. Monroe County's 2015 update to its Child and Family Services Plan states "DHS continues to have significant vacancies in caseworkers in CPSI, . . . The mean monthly caseload per workers increased from 13.4 in 2013 to 16.5 in 2014." Leaving these important positions unfilled creates tremendous stress on the current workers.

3. **Services for families at risk of abuse and neglect are flat-funded, despite increasing need.** The increase in reports of child maltreatment and an uptick in foster care placements indicate a need for more and better preventive services, yet funding for Protective/Preventive services remains level (after adjusting for a shift of $2.4 M to Probation).

Child care

4. **The number of children receiving child care subsidies has decreased 53% since 2001.** Child care subsidy local funding is maintained at the mandated County contribution ($4.2M); 276 fewer children will be served in 2016, representing a 4% decrease from 2015 and a 53% decline since 2001. Preventive/Protective child care is cut $120,000; this program allows the County to assist families in crisis, often identified through a Child Protective Services report, by providing funds to enroll children in care. A positive change is that eligibility for the Income Eligible child care subsidy program has been raised from 165% of the federal poverty level to 200%, though the County states that it will continue to prioritize families earning less than 165%.

Juvenile Justice/Adolescent Care

5. **More troubled youth are detained.** Monroe County reported at the November Human Services Committee that there has been an increase in the number of youth subject to a "Persons in Need of Supervision" or PINS petition who experience detention in non-secure beds. The 2016 JD/PINS Care allocation is increased 56% in the proposed 2016 budget, from $5.9 M to $9.1 M, because of these costly detentions.

6. **Inadequate planning for change in juvenile justice policy**. The proposed Raise the Age initiative – which will allow New York's 16- and 17-year-old youth involved in the criminal justice system to serve their sentences in juvenile facilities - is very likely to pass both houses and be signed into law by Gov. Cuomo, but Monroe County has proposed no adjustments in funding or policy to prepare for this change.

Local Initiatives

There are three major local efforts underway in the Greater Rochester area, all of which include a goal of improving outcomes for children, youth, and families. These initiatives provide County leadership a chance to work collectively to pursue systemic change by creating additional partnerships and alignment among public and private entities serving children:

- **The Rochester-Monroe Anti-Poverty Initiative (RMAPI)** is dedicated to ensuring that "every child and family has the opportunity to live in a stable environment where the promise of economic mobility is a reality," with a specific goal of reducing poverty in Rochester by 50% in 15 years. A Summer 2015 process that brought together community members and leaders identified 33 recommendations of what must change to reach the initiative's anti-poverty goals. Three areas were selected for early implementation: Early Childhood Support, Adult Mentoring/Navigating, and Systems Design (Designing a comprehensive, integrated system of social supports).

- **ROC the Future (RtF)** is a collaborative community-wide initiative. Conveners include Monroe County, the City of Rochester, the Rochester Area Community Foundation, Monroe Community College, the United Way, the Rochester City School District and other leading organizations, and The Children's Agenda serves as the backbone entity. RtF's mission is to promote alignment and focus community resources to improve the academic achievement of children in the City of Rochester. ROC the Future presents an annual Report Card to report in the status of children on a variety of community indicators along the cradle to career educational continuum.

- **The Medicaid Redesign process known as Delivery System Reform Incentive Payment (DSRIP)** was initiated by Governor Cuomo in 2014 and is aimed at expanding preventive services to avoid costly hospitalizations. The region which includes Monroe County successfully applied to fund an expansion of Nurse Family Partnership by an additional 100 families and 4 nurses in Monroe County and serve an additional 175 families in 7 additional counties in 2016.

Summary

We urge County leaders to act on our recommendations to improve outcomes for children and families, as we all strive to ensure a thriving Monroe County.

Acknowledgements

We are grateful to The Children's Agenda Board for their support and guidance In particular, we thank TCA's Policy Committee under whose direction this analysis and report was conducted: Jane G. Lynch, Chair; Albert Blankley, Jacque Cady, Ed Doherty, Dr. Andrew Doniger, Lois Giess, Bryan Hetherington, Diane Larter, Caroline Merenda, Don Pryor, R. Danforth Ross, Kristin Small.

For More Information

We encourage you to read the full analysis and report, available online at our website: www.thechildrensagenda.org Questions can be directed to Brigit Hurley, Policy Analyst at bhurley@thechildrensagenda.org.

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ANALYSIS OF THE PROPOSED 2016 MONROE COUNTY BUDGET

Introduction

The Children's Agenda's analysis of the proposed 2016 Monroe County budget is our 13th-annual such review. Our report looks at sections of the budget where expenditures affect the health and well-being of children in Monroe County and identifies those areas in which County resources are serving children well and those in which additional resources, financial or otherwise, are needed.

Budget numbers are taken from electronic versions of the Monroe County budget available on the County's website (http://www2.monroecounty.gov/files/finance/2016Budget-Proposed.pdf).

In this analysis, we use the framework adopted by ROC the Future to identify where County resources are being used effectively and where there are opportunities for change that will benefit children and youth. ROC the Future's 4 overarching goals are: Every Child is School Ready, Every Child is Supported, Every Child is Successful, and Every Child is College and Career Ready.

We pay special attention to opportunities for preventive approaches that minimize poor outcomes for children and save taxpayer dollars by avoiding costly remediation and/or out-of-home placement in foster care, residential behavioral and mental health facilities, detention or jail. Specifically, we focus on how the proposed 2016 County expenditures support the following goals:

Every Child is School Ready

- Home visitation programs,
- Child care subsidies, and
- Special Children's Services (Early Intervention and Preschool Special Education)

Every Child is Supported

- Child Welfare/Preventive services, child abuse and maltreatment, foster care, and
- Juvenile Justice/Adolescent Care.

General findings – 2016 Proposed Budget

The following chart details the Operating and Grant Budget totals:

MONROE COUNTY BUDGET ($M)	Adopted 2015	Proposed 2016	Change 2015→16	% change 2015→16
Operating Budget	$1,004.2	$999.2	-$5.0	-0.5%
Grant Budget	$177.7	$174.8	-$2.9	-1.6%

The proposed 2016 Budget:

1) Has an Operating Budget that is 5% lower than the 2015 Operating Budget.
2) Shrinks the two-year structural deficit by more than 6%, or $3.1 million.
3) Has a $47.7 million projected two-year deficit that is significantly lower than the $109 million two-year deficit in 2010.
4) Holds non-mandated spending to an increase of only $133,963, or 0.2%

To address the $22 M resource gap for 2016 the County relies on:

- revenue resulting from the casino exclusivity compact between the Seneca Nation and NY State,
- new revenue from the local Medical Marijuana manufacturing facility and dispensary,
- sale of property tax liens,
- personnel reductions,
- mandate cost controls, and
- departmental efficiencies

Every Child is School Ready

Providing a young child with everything she needs to thrive cognitively, emotionally, and physically is an investment that pays off with healthy children and lower demand for special education and other costly interventions later in life.

Home visitation programs

Key Findings

- Monroe County plans to provide an additional 240 home visits through Nurse-Family Partnership.
- Nurse-Family Partnership will expand its reach due to the efforts of The Children's Agenda, the United Way, and the Rochester-Monroe Anti-Poverty Initiative (RMAPI), and also as a result of New York's Medicaid redesign initiative, Delivery System Reform Incentive Payment (DSRIP), which is funding expansion in Monroe or creation of Nurse-Family Partnership in several Western New York counties. The NFP total enrollment number (see below) incudes just the Monroe County NFP so it does not reflect this DSRIP expansion.

Nurse Family Partnership

The Nurse Family Partnership Program is an evidence-based home visitation program that has been proven to dramatically improve child and family outcomes, including reduced incidents of child abuse and neglect.

The Children's Agenda is continuing to pursue additional expansion of NFP and other evidence-based home visitation programs (Building Healthy Children, Parents As Teachers) in Monroe County by partnering with leadership from RMAPI and the United Way, both of whom have adopted this as their own priority, to ensure scale and continued growth and fidelity in implementation.

Nurse Family Partnership	**2014 Actual**	**2015 Est.**	**2016 Proposed**
NFP home visits	3,700	3,760	4,000
NFP new clients	163	165	165
NFP total enrolled clients	409	415	415
% of NFP mothers who initiate breastfeeding at birth	82%	85%	86%

Building Healthy Children

The Building Healthy Children (BHC) Home Visitation Program receives funding from Purchase of Services through State Community Optional Preventive Services (COPS) funding. Building Healthy Children is a collaboration between the University of Rochester/Mt Hope Family Center and Monroe County to offer home visitation to the families of the University of Rochester Strong Pediatrics Practice with "clients who were under 21 years of age before giving birth to their first child and have no more than 2 children under age 3; TANF eligible and no indicated CPS reports." Until 2013, the Society for the Protection and Care of Children was a partner in service delivery; those services are now provided by Mt. Hope Family Center and Monroe County DHS.

BHC began as an initiative funded by the United Way of Greater Rochester and Monroe County as a Community Optional Preventive Services Program in 2007. In October 2008, a grant for 5 years of additional federal funding of ~$600,000 per year from the Administration for Children and Families (ACF) was received to enhance and evaluate the BHC program. BHC received 1.2 Million of COPS funding in 2012, in addition to ACF funding, and served 288 families. The federal ACF funding expired in 2013.

We were not able to obtain the amount of the proposed 2016 appropriation for BHC.

Child care subsidies

The value of investing in quality care for children in early years is well-documented. Children who spend their first few years of life in a supportive, enriched environment are proven to have a better chance at becoming healthy, self-sufficient adults. In August 2015, the American Heart Association announced that it will begin advocating for increased funding for high-quality early childhood care and learning because "There may be an opportunity to prevent adults' chronic illnesses by doing a better job of taking care of preschool kids." Tax dollars devoted to expanding access to this good start in life are wise investments.

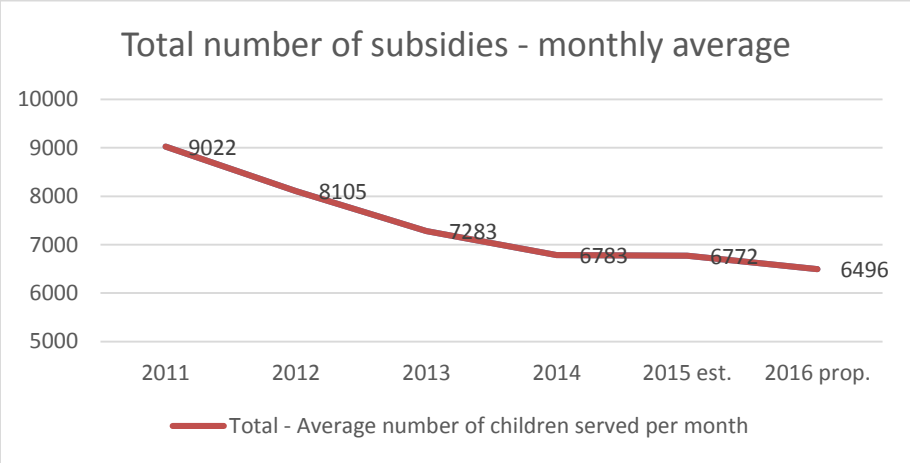
Problems accessing child care also impact parents' ability to work and provide for their families. The Rochester Monroe Anti-Poverty Initiative identified "Insufficient community capacity for childcare and transportation" as one of the top 7 major barriers to family self-sufficiency.

Key Findings

- If the proposed 2016 budget is finalized with no changes to the child care subsidy program, Monroe County will have lost 7,454 child care subsidy slots since 2001 (13,950→ 6496). 276 fewer children will be served in 2016compared to 2015;
- The Net County Support proposed for 2016 is the lowest since 2007. Child care subsidy local funding is maintained at the mandated County contribution ($4.2M);
- The Facilitated Enrollment child care subsidy program will rollover $1.65 M of unspent funds from 2015 to 2016.
- Eligibility for the Income Eligible child care subsidy program has been raised from 165% of the federal poverty level to 200%, though the County states that it will continue to prioritize families earning less than 165%.
- Changes in federal child care regulations will require New York State to spend approximately $90 M in 2016-17 to implement more rigorous health and safety requirements. This could lead to a reduction in State funding for subsidies, potentially forcing the County to cut 600 subsidies over the next 18 months.

- Preventive/Protective child care is cut $120,000, reducing the County's ability to adequately care for children whose families are in crisis or whose parents or caregivers are temporarily unable to care for them.

Day care is primarily funded through the New York State Child Care Block Grant (NYSCCBG). The NYSCCBG allocation reimburses 75% of the cost of Family Assistance day care and 100% of Transitional and Low Income day care up to the level of the block grant allocation amount. Protective/Preventive day care is not included in the NYSCCBG funding mechanism but continues to be funded through a combination of federal Title XX funds, other state revenue sources and local funding.



In Monroe County's child care subsidy program, day care is purchased from all types of legal child care providers for children between the ages of 6 weeks and 14 years. The funds in this section provide child care assistance to:

- Family Assistance recipients so they can work or participate in required employment activities;
- families that are making the transition from public assistance to self-sufficiency; and
- low income working parents with incomes below 200% of the federal poverty level.

Protective/Preventive day care assistance is provided when it is needed as part of a child services plan for children who have been abused or maltreated or whose caretaker is seriously ill in order to allow a child to remain at home rather than entering foster care.

Day Care Subsidies ($M)	Amended Budget 2015	Grant Budget 2016	Operating Budget 2016	Budget 2016	% change 2015→2016
Total appropriation	$42.31	$34.1	$8.07	$42.17	-5%
Facilitated Enrollment*	$1.95	0	0	0	--
Federal/State aid	$36.62	$34.1	$2.52	$36.62	--
Net County Support	$5.68	0	$5.55	$5.55	-2.4%

* Facilitated enrollment is a fully State-funded program targeted at families who earn up to 275% of the federal poverty level. The funding for this program was increased in the 2015-16 NYS budget and will be reported in the 2017 Proposed County Budget.

Day Care Subsidies	2011 actual	2012 actual	2013 actual	2014 Actual	2015 Est.	2016 Est.	% change 2015→2016
Avg # of kids served monthly in child care centers	3,164 (35%)	2,842 (35%)	2,559 (35%)	2,403 (35%)	2,375 (35%)	2,287 (35%)	-4 %
Avg # of kids served monthly by registered providers (home)	3,341 (37%)	3,155 (39%)	2,961 (41%)	2,770 (41%)	2,785 (41%)	2,592 (40%)	-7%
Avg # of kids served monthly by legally exempt providers	2,517 (28%)	2,108 (26%)	1,763 (24%)	1,610 (24%)	1,612 (24%)	1,617 (25%)	+.3%
TOTAL	9,022	8,105	7,283	6,783	6,772	6,496	-4%

Special Children's Services (Early Intervention and Preschool Special Education)

Special Children's Services are early intervention services delivered to children 0-5 years old who show learning delays and/or disabilities. When a learning delay or disability is identified for a child, it is important to get them services as quickly as possible. Through early intervention, the functional abilities of infants, toddlers, and pre-school children are maximized and the need for more costly services later in childhood is reduced.

Key Findings

- In 2015 the Early Intervention program served approximately 1,700 children birth to age three, a 2% increase over the number served in 2014.
- The Preschool Special Education program increased 5% over 2014, serving approximately 3,300 children ages three to five.
- The Greater Rochester Health Foundation just awarded $600,000 to the Children's Institute to increase the number of 3 year olds who receive developmental and health screenings and subsequent needed services.

There are two programs within Special Children's Services, distinguished by the ages of children served: Early Intervention Services (EI) serve children 0-3 years and are under the authority of the State Department of Health. The County Department of Health (DOH) determines eligibility and services are provided by center-based child care providers or consultants who deliver the services either in the child's home or in child care.

Education for Children with Disabilities (ECD) services are mandated programs for children 3-5 years old under the authority of the Department of Education. For these services, it is the Department of Education that sets the eligibility criteria.

Every Child is Supported

Child Welfare – Child abuse and maltreatment, Preventive services

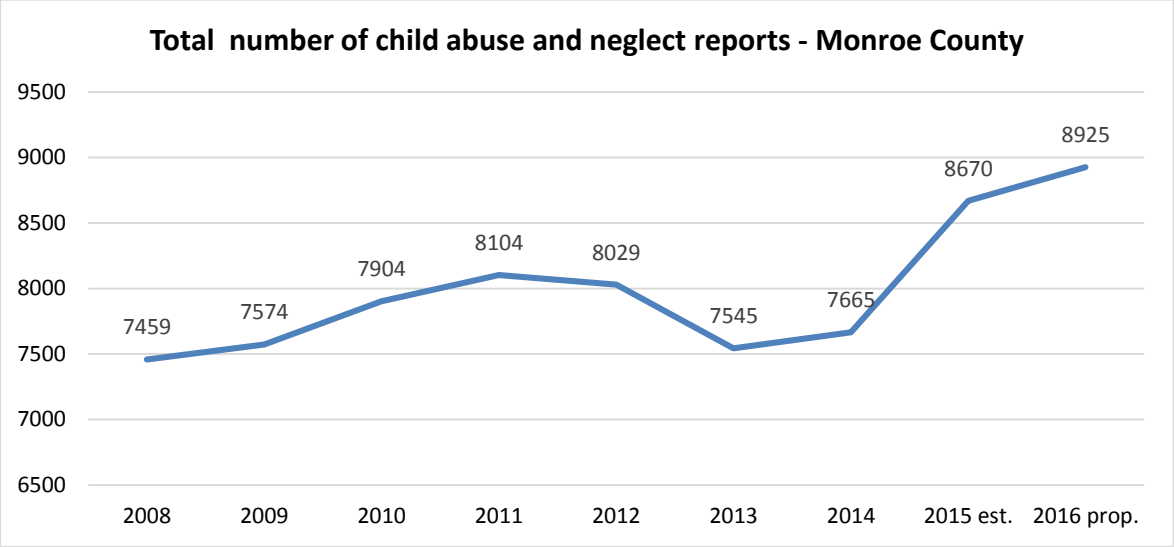
Key Findings

- **Reports of child maltreatment have increased 20% since 2008.** Reports of child maltreatment have been trending upward since 2008 and are projected to increase again in 2016. The County projects that there will be 8,925 reports of child abuse and neglect in 2016—1,260 more than in 2014, an increase of 16%. The Monroe County Federation of Social Workers IUE-CWA Local 81381 announced in July that CPS reports in May 2015 were up 13 percent compared to May 2014, and a comparison of June 2014 with June 2015 revealed an even larger 27% rise in the number of reports. While some of the increase can be attributed to a change from the local to the New York State child abuse hotline which took effect in May 2015, these substantial increases indicate a more troubling cause.

- **County staffing levels for Child Protective Investigative Staff are not meeting National and New York State Standards.** There is inadequate staff capacity in the Department of Human Services' Child Protective Services (CPS) to provide appropriate investigations and treatment for families where there is a risk of child maltreatment or abuse. Despite a recommended national standard of 12 families per worker, the New York State Office of Child and Family Services (NYS OCFS) reported that 35% of Monroe County workers had 16 or more investigations on their caseload on the last day of each month for January 2015 – June 2015. It is important to note that this time period does not fully reflect the substantial increase in reports that began in May 2015.

  In addition to more reports, there are vacant positions in CPS. Monroe County's 2015 update to its Child and Family Services Plan states "DHS continues to have significant vacancies in caseworkers in CPSI, . . . The mean monthly caseload per workers increased from 13.4 in 2013 to 16.5 in 2014." Leaving these important positions unfilled creates tremendous stress on the current workers.

Child abuse and maltreatment trends	2008 actual	2009 actual	2010 actual	2011 actual	2012 actual	2013 actual	2014 actual	2015 est	2016 est	% change 2015→16
Reports, Physical abuse	62	86	79	92	73	77	49	70	75	+7%
Reports, Maltreatment	6,921	6,986	7,366	7,543	7,391	7,012	7,155	8,100	8,300	+3%
Reports, Sexual abuse	476	502	459	469	565	456	461	500	550	+10%
TOTAL	7,459	7,574	7,904	8,104	8,029	7,545	7,665	8,670	8,925	+ 3%



Family Assessment Response: We commend the County for embracing the Family Assessment Response (FAR) as an alternative to traditional CPS investigations for low-risk families, and for conducting an evaluation of the program. FAR recognizes that a one-size-fits-all approach is not effective for every report of abuse or neglect made to the State Central Register (SCR). Under FAR, reports that do not involve risk of injury to the child and do not involve sexual or physical abuse work are handled by a specially trained CPS worker who engages with the family to identify needs and resources that are available to bring the family to a point of stability. New York State enacted FAR enabling legislation in 2007, and made it permanent in 2011. A 2015 OCFS evaluation of FAR implementation statewide found that:

- In Monroe County and throughout the state, families who participated in FAR instead of a traditional CPS investigation had lower rates of being subject to another CPS report within 12 months.
- In Monroe County and throughout the state, fewer FAR children were placed in foster care within 12 months.
- FAR does not necessitate a longer length of service than traditional investigations.
- FAR is underutilized in Monroe County and statewide.

Purchase of Services/Child Preventive & Protective

The Department of Human Services purchases services from local agencies to prevent and protect children from child neglect and abuse and to provide intensive services for troubled adolescents (PINS and delinquents) and their families, with the goal of avoiding costly foster care placements.

Key Findings

- **Services for families at risk of abuse and neglect are flat, despite increasing need.** The increase in reports of child maltreatment and an uptick in foster care placements indicate a need for more and better preventive services, yet funding for Protective/Preventive services remains level (after adjusting for a shift of $2.4 M to Probation).

- A decrease of $2.4M in the Child Preventive/Protective Services appropriation does not reflect a decrease in or change to services provided; due to changes in New York State policies, this funding is shifted to the Division of Probation budget.

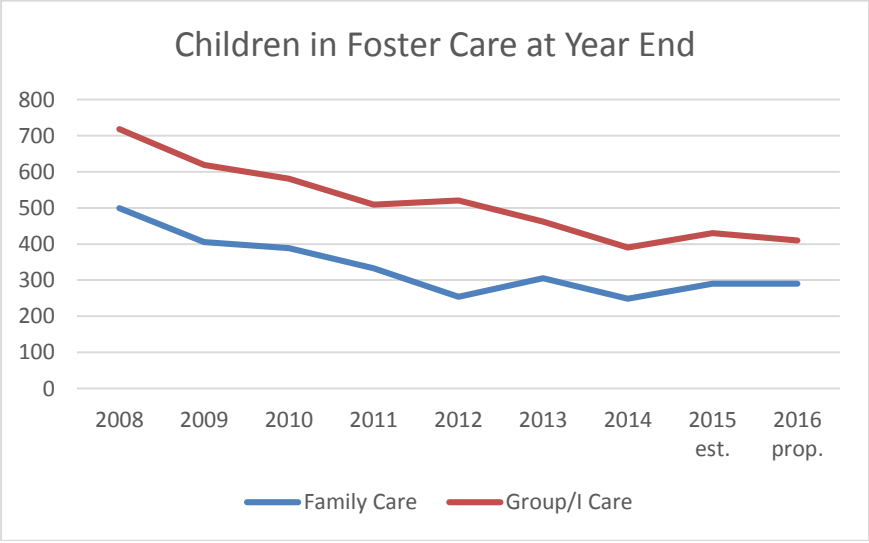
POS ($M)	2007 Actual	2008 Actual	2009 Actual	2010 Actual	2011 Actual	2012 Actual	2013 Actual	2014 Actual	2015 Amend	2016 Prop*	% Change 2016 Prop
Total Appro-priation	$23.5	$27.32	$19.9	$20.37	$21.02	$14.6	$17.3	$20.3	$18.4	$16.1	-13%
Net County Support	$2.31	$2.71	$2.32	$2.84	$3.1	$3.17	$3.4	$4.3	$3.7	$3.02	-18%

* In 2016, $2.3 M in Purchase of Service funding is shifted to Probation; this does not represent a cut in services.

- Some of these dollars are used to purchase services that *prevent* child abuse and neglect – so that the children involved in such services do not become victims of child abuse or neglect.
- Most of these dollars are used to purchase services that *protect* children from further child abuse and neglect once there has been an investigation confirming child maltreatment in the family. With that investigation, children and families are provided services to protect the child and improve family functioning, if possible.
- Another portion of these purchased services is used for intensive services to reduce high cost residential placements by providing a variety of intensive community based treatment programs for troubled adolescents and their families.

We requested but did not receive a list of the agencies and programs funded through the Purchase of Services program in 2015 and 2016.

From 2008 - 2014 Monroe County successfully reduced foster care placements, but the trend in 2014 and 2015 is a slight increase in the number of children living in foster care. This is a concern because foster care is expensive, and more placements may demonstrate a failure to provide adequate preventive services to children and youth.



Adolescent Care and Juvenile Justice

Adolescent care includes the costs of the care, housing and instruction/training of children involved in the following programs: Persons in Need of Services (PINS) and Juvenile Delinquent (JD) Care, New York State Juvenile Justice Facilities and Non-Secure Detention.

Key Findings

- **More troubled youth are detained.** Monroe County reported at the November Human Services Committee that there has been an increase in the number of youth subject to a "Persons in Need of Supervision" or PINS petition who experience detention in non-secure beds. The 2016 JD/PINS Care allocation is increased 56% in the proposed 2016 budget, from $5.9 M to $9.1 M, we assume in part because of these costly detentions.

- **Inadequate planning for change in juvenile justice policy**. The proposed Raise the Age initiative – which will allow New York's 16- and 17-year-old youth involved in the criminal justice system to serve their sentences in juvenile facilities - is very likely to pass both houses and be signed into law by Gov. Cuomo, but Monroe County has proposed no adjustments in funding or policy to prepare for this change.

- New York State recently enacted a policy capping the local portion of the cost of facility placements, resulting in a reduction in Net County Support for Adolescent Care.

($M) **Adolescent Care**	2015 Amended	2016 Proposed	% change 2015→2016
Total appropriation	$ 14.9	$15.7	+ 5%
Net County Support	$ 7.7	$5.4	-30%

Raise the Age: New York is one of only 2 states in the nation that treats 16-and 17-year-olds as adults in the criminal justice system despite much evidence of the policy's ineffectiveness, including recent research on brain development and 3 U.S. Supreme Court decisions. A "Raise the Age" campaign, active throughout the state, would place New York in line with other states by raising the age of criminal responsibility. Raise the Age legislation is supported by the Governor and came close to passing in the 2015 State Legislature. It is expected to be re-introduced in the 2016 legislative session.

While there is ample evidence that this would be a positive step both in terms of the youths' life outcomes and public safety, there is also a valid concern that it would place undue pressure on already overburdened Family Court and juvenile justice systems. This welcome change in policy should be accompanied with State funding to counties so that appropriate services can be provided and youth avoid return stays.

PINS: There has been a marked increase in detention of Monroe County youth designated as PINS, or "Persons in Need of Supervision", which refers to children under the age of 18 who do not attend school, or behave in a way that is dangerous or out of control, or often disobey their parents, guardians or other authorities. This is a concern because of the cost but more so because of the potentially serious impact it has on the youth.

Office of Probation – Community Corrections

The Office of Probation is the community's primary alternative to incarceration, detention or placement for adults and youth. The Alternatives to Incarceration (ATI) programs are designed to provide enhanced, safe options in lieu of costly jail detainment. All Probation efforts have the underlying objective of identifying services and programs that encourage the offender to become a law-abiding citizen.

As Monroe County strives to reduce its use of detention and out of home placements, the Office of Probation takes responsibility for many youth who are now receiving services while living at home or in the community. These services are a vital part of Monroe County's efforts to secure public safety and to assist youth in building a life without criminal involvement.

In 2016 Net County Support increases $2.39M because the cost of Probation-related preventive programming shifts from the Dept. of Human Services to the Office of Probation due to a change in New York State reimbursement policy.

Probation ($M)	2013	2014	2015 est.	2016 prop.	% change 2015→2016
Total appropriation	$18.91	$18.68	$18.55	$17.87	- 4%
Net County Support	$13.9	$11.37	$11.12	$13.51	+22%

Departmental budget analysis - Department of Human Service (DHS)

The Department of Human Services (DHS) is the County's primary institution serving children and families, now constituting approximately 40% of the County's total budget since the addition of Medicaid in 2013, due to the end of the "Medicaid Swap" (http://www.monroecounty.gov/?q=node/3779////communications). It relies on three major sources of funds to support Child Welfare, Youth, Adult, and Child Care services - federal, state, and local government. The total DHS Budget is decreasing $17.8 M (3%) from 2015.

Some of the decreases in funding reflected in the table below will be reversed once grants that are fully expected to arrive during 2016 are received. Other decreases reflect a planned cut in funding.

DHS Appropriations by Division ($M)	Amended Budget 2015	Grant Budget 2016	Operating Budget 2016	Total proposed 2016	Change to total approp. 15→16	2016 prop. Net County Support	% change Net County Support 15→16
Central Administration	$4.53	0	$4.37	$4.37	-4%	$1.27	+5%
Child and Family Services	$31.64	0	$31.39	$31.39	-.8%	$5.48	-7%
Financial Assistance	$46.65	0	$43.72	$43.72	-6%	$13.3	+78%
Operations	$2.19	0	$2.41	$2.41	+10%	$.804	+9%
Staff Devpt.	$.803	0	$ .719	$ .719	-11%	$.115	-19%
Children's Center	$4.69	0	$4.77	$4.77	+2%	$2.43	+.8%
Welfare Mgmt. System	$1.23	0	1.31	$1.31	+7%	$.321	+24%
Safety Net Assistance	$60.29	$15.98	$40.73	$56.72	-6%	$34.6	-5%
Family Assistance	$58.53	$53.14	$2.5	$55.64	-5%	$0	--
Medicaid	$179.68	$1.54	$174.9	$176.49	-2%	$174.9	-1%
Day Care	$44.26	$34.1	$8.07	$42.17	-5%	$5.55	-2%
Adolescent Care	$14.92		$15.67	$15.67	+5%	$5.35	-30%
Child welfare	$31.61	0	$28.7	$28.7	-9%	$5.99	+61%
Purchase of Services	$18.37	0	$16.1	$16.1	-12%	$3.02	-19%
Home Energy Asstce Program	$1.82	$	$1.52	$1.52	-17%	0	0
Grants Division	$136,000	$	0	$	-	0	0
Office for the Aging	$8.67	$7.46	$1.05	$8.5	-2%	$.45	-.8%
Youth Bureau	$1.18	$.85	$.52	$1.37	+16%	$.42	+10%
Office of Mental Health	$44.88	$42.49	$4.32	$46.81	+4%	$3.29	+21%

Safety Net and Family Assistance

Family Assistance/TANF and Safety Net provide financial assistance to individuals and families who are not working, working families with insufficient wages, and children cared for by relatives. Both programs are intended to meet the sustenance needs of the poor. Any adult who is receiving assistance must be working, looking for work, or in an approved educational or training program in order to receive benefits. Exceptions are made for mothers of children under 3 months of age and individuals who are unemployable because of mental or physical illness, substance abuse, or other circumstances.

Beginning in 2009, New York instituted the first increase to the basic public assistance grant in nearly two decades. Three 10 percent annual increases were added to the basic grant amount. The final increase was originally slated to take place in 2011, but the governor postponed it. In 2012, the state implemented the delayed final increase in two separate steps, one in July and the other in October. For a family of 3, the grant amount went up $30/month (to $321) in the first step; by the third and final step, the basic grant amount rose to $388/month for a family of 3.

Safety Net

Safety Net Assistance is available to individuals who are not eligible for Family Assistance or Supplemental Security Income. Safety Net Assistance recipients are limited to two years for cash assistance. After two years, non-cash assistance can be provided. Although most Safety Net recipients are adults without children, Family Assistance participants who exceed the five year limit can receive non-cash benefits under this program.

The average Safety Net caseload, which has been declining since 2013, is estimated at 7,557 in 2015. The County projects that it will fall to 7,325 in 2016, a drop of 232 cases (3%).

Safety Net ($M)	Amended Budget 2014	Amended Budget 2015	Grant Budget 2016	Operating Budget 2016	Budget 2016	% change 2015→2016
Total appropriation	$59.3	$60.3	$ 16	$40.7	$56.7	-30%
Net County Support	$36.6	$36.5	0	$34.6	$34.6	0

Family Assistance

The Family Assistance average caseload is projected to reach an estimated 6,297 in 2015 and 6,294 in 2016.

Family Assistance ($M)	2014 Amended	2015 Estimated	2016 Proposed	% change 2015→2016
Total appropriation	$57.4	$58.5	$55.6	-5%

Rochester-Monroe County Youth Bureau and Runaway/Homeless youth

Youth Bureau

The Rochester-Monroe County Youth Bureau funds youth development programs, risk prevention programs, juvenile justice diversion programs, homeless youth services, annual asset building recognition, positive youth development, recreational services and intergenerational events.

We commend the RMCTB for its plan in 2016 to evaluate the effectiveness of the programs it funds, and redefine priorities given reduced funding levels.

The Rochester-Monroe County Youth Bureau (RMCYB) receives and distributes dollars for:

Safe Harbor Initiative
The RMCYB partners with the Center for Youth Services to provide services under New York's Safe Harbor Law, passed in 2008. The purpose of Safe Harbor is to protect sexually exploited children from being charged with a juvenile delinquent (JD) offense; it defines children who are involved in these crimes as victims, not perpetrators. Once identified, youth are provided services that address their specific social and emotional needs and prevent their return to exploitation.

Youth Contracts
Appropriations fund town, city and county contracts for recreational and positive youth development services.

Special Delinquency Prevention
Appropriations within this section fund contracts with non-profit agencies for projects meeting delinquency prevention and risk reduction criteria as defined by NYS OCFS.

Positive Youth Development
Using state and federal funds, these projects support youth-adult partnerships and youth community involvement.

Youth Bureau	2009	2010	2011	2012	2013 Amend.	2014 Actual	2015 Amended	2016 Proposed	% Change 15-16
Total Appro-priation	$2.5M	$2.5M	$2.1M	$1.5M	$1.5M	$1.4M	$1.2M	$1.4M	+17%
Net County Support	$416,922	$404,952	$483,637	$512,273	$379,116	$365,578	$380,367	$417,667	+10%

Runaway and Homeless Youth

Runaway/Homeless Youth (RHY) funds provide for the coordination, planning and monitoring of a continuum of community-based services targeted toward youth, in accordance with the RHY Act. The County contracts with non-profit agencies to provide 24-hour crisis counseling, shelter, case management, transitional housing and support services.

The Youth Emergency Housing Project serves older homeless youth, assisting them to achieve independent living sites and permanent housing.

After years of decline, funding for Runaway and Youth services increases in 2016.

Runaway/ Homeless Youth	**2009 Actual**	**2010 Actual**	**2011 Actual**	**2012 Actual**	**2013 Actual**	**2014 Actual**	**2015 Amended**	**2016 Proposed**	**% Change 15-16**
Total Appro-priation	$411,352	$395,307	$306,158	$285,573	$240,688	$219,958	$213,355	$247,301	+16%
Agency contracts	$337,943	$305,960	$292,305	$270,567	$148,108	$173,622	$173,622	$228,566	+ 32%
State aid	$310,014	$269,355	$208,369	$172,577	$165,672	$155,496	$154,580	$191,686	+24%

APPENDIX A: CHILD CARE TRENDS

Number of children served - child care, 2011 - 2016

Child care subsidies	2011 actual	2012 actual	2013 actual	2014 Actual	2015 Est.	2016 Est.	% change 2015→2016
Avg # of kids served monthly in child care centers	3,164 (35%)	2,842 (35%)	2,559 (35%)	2,403 (35%)	2,375 (35%)	2,287 (35%)	-4 %
Avg # of kids served monthly by registered providers (home)	3,341 (37%)	3,155 (39%)	2,961 (41%)	2,770 (41%)	2,785 (41%)	2,592 (40%)	-7%
Avg # of kids served monthly by legally exempt providers	2,517 (28%)	2,108 (26%)	1,763 (24%)	1,610 (24%)	1,612 (24%)	1,617 (25%)	+.3%
TOTAL	9,022	8,105	7,283	6,783	6,772	6,496	-4%

Day care appropriations

Child care subsidies ($M)	Amended Budget 2015	Grant Budget 2016	Operating Budget 2016	Budget 2016	% change 2015→2016
Total appropriation	$42.31	$34.1	$8.07	$42.17	-5%
Facilitated Enrollment*	$1.95	0	0	0	-100%*
Federal/State aid	$36.62	$34.1	$2.52	$36.62	--
Net County Support	$5.68	0	$5.55	$5.55	-2.4%

*Facilitated enrollment is a fully State-funded program targeted at families who earn up to 275% of the federal poverty level. The funding for this program was increased in the 2015-16 NYS budget and will be reported in the 2017 Proposed County Budget.

APPENDIX B **Child welfare trends**	2008 actual	2009 actual	2010 actual	2011 actual	2012 actual	2013 actual	2014 actual	2015 est	2016 prop	% change 2015→16
Reports, Physical abuse	62	86	79	92	73	77	49	70	75	+7%
Reports, Maltreatment	6,921	6,986	7,366	7,543	7,391	7,012	7,155	8,100	8,300	+3%
Reports, Sexual abuse	476	502	459	469	565	456	461	500	550	+10%
Family Care, Children in Care at Year End	499	405	389	333	254	305	249	290	290	--
Group/I Care, at year end	219	214	192	176	267	157	141	140	120	-14%
Avg length of time in care when discharged (months)	1.9 yrs	1.9 yrs	1.6 yrs	1.9 yrs	1.7 yrs	1.1 yrs	15	14	14	--
Avg length of time in care at year end	2.39	2.43	2.48	2.24	1.95	1.1	13	16	16	--
New placemnts: family	261	199	244	207	174	228	200	232	230	- 1 %
New placements: Group/I Care	213	201	147	135	176	124	134	190	170	-11%
Services to prevent foster care: families	1,950	1,719	1,619	1,527	1,516	1,524	1,548	1,600	1,600	--
Services to prevent foster care: children	4,301	3,530	3,327	2,977	3,028	2,951	2,980	3,200	3,200	--
New PINS filed per year	287	238	219	227	255	330	336	370	350	- 5%
New PINS Placements	61	97	75	59	83	80	77	77	77	--
New JD Placements with DHS		23	25	31	42	20	17	12	12	--
New JD Placements with OCFS		85	51	51	40	41	33	23	23	--
Total JD placements		108	76	82	82	61	50	112	112	--

APPENDIX C: BUDGET CHANGES BY DEPARTMENT, Actual 2013→ Proposed 2016

($M)	2013 actual	2014 actual	2015 amended	2016 proposed	% change 15→16	Net County Cost 2016
Aviation	$19.7	$20.3	$20.2	$19.7	-3%	0
Board of Elections	$5.4	$6.8	$6.0	$7.8	+30%	0
Communications	$.26	$.27	$.26	$.26	--	$.22
County Clerk	$6.6	$7.2	$7.1	$7.3	+3%	($3.9)
County Executive	$.57	$.48	$.48	$.48	--	$.46
County Legislature	$1.9	$2.1	$2.1	$2.1	--	$2.1
Cultural/Educational	$39.5	$39.2	$40.8	41.5	+2%	$11
District Attorney	$13.7	$14.5	$14.5	14.8*	+2%	$13.8
Environmental Serv.	$92.6	$104.3	$99.9	100.7	+1%	$1
Finance	$5.7	$6.9	$7.4	7.3	-1%	$3.5
Finance- Unallocated	$52.0	$10.5	$9.6	9.3	-3%	($163.7)
Human Resources	$2.1	$2.1	$2.1	2.3	+10%	$2.05
Human Services	$529.9	$553.5	$556.08	538.3*	-3%	$257.3
Information Services	$.46	$0	$.18	.29	+61%	0
Law	$7.41	$2.4	$2.4	2.5	+4%	$2.3
Monroe Community Hospital	$74.0	$71.0	$81.2	81.4	+.3%	0
Parks	$14.2	$13	$14.7	15.1*	+3%	$8.4
Planning & Devpt.	$1.9	$2.17	$2.16	2.14	-1%	$.84
Public Defender	$8.3	$9.7	$8.2	8.1*	-1%	$7.61
Public Health	$66.0	$69.6	$63.6	62.2*	-2%	$28.6
Public Safety	$79.5	$75.2	$77.8	77.2*	-1%	$58.8
Sheriff	$132.5	$138.4	$139.9	140.6*	+1%	$122.5
Transportation	$38.8	$31.6	$31.1	32.2	+4%	$13.8
Veterans Services	$.51	$.51	$.53	.55	+4%	$.5
Total Net County Cost (= County Tax Levy)						**$367.2**

* = includes grants