

STATUS REPORT I:
JUNE 1998

OUTCOME & PERFORMANCE

INDICATORS

NEW YORK CITY ADMINISTRATION FOR CHILDREN'S SERVICES

Rudolph W. Giuliani
Mayor

Nicholas Scoppetta
Commissioner

June 30, 1998

Dear Colleagues:

I am pleased to provide you with the first edition of the Administration for Children's Services' (ACS) *Outcome and Performance Indicators*, a focused analysis of trends and performance measurements for the New York City child and family service system. I believe this report will provide valuable information and insight into these complex and often misunderstood systems. It will provide information that will be useful to ACS staff, provider agencies, other public and non-profit service providers and professionals interested in the performance of these vital systems.

Those who have worked in children's services have long recognized that a lack of clear and usefully presented information represents a major limitation on what might be done to improve services to vulnerable children and their families. This limitation was recognized in ACS' reform plan, *Protecting the Children of New York*, which identified specific management indicators necessary to support effective management of this complex service system. We at ACS are committed to developing well designed and well-maintained information systems, and the publication of analyses and reports that can disseminate data to those who need it.

This report represents the first of what will be an annual publication on this topic. With each successive report, we intend to report on a greater scope of indicators. We believe that *Outcome and Performance Indicators* will make a useful contribution toward our goal of improving services to New York City's children and families.

Sincerely,

Nicholas Scoppetta

ACKNOWLEDGEMENTS

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Finally, we must extend a special thanks to Linda Gibbs, Deputy Commissioner for Management and Planning. Her enthusiastic support, clear direction and unyielding commitment to quality analysis have allowed this work to move forward at a truly remarkable pace.

**OUTCOME AND PERFORMANCE
INDICATORS**

STATUS REPORT: PHASE I

**THE ADMINISTRATION
FOR CHILDREN'S SERVICES**

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Executive Summary

The Administration for Children's Services released its Reform Plan, *Protecting the Children of New York*, in December 1996, defining its proposed strategies to reconstruct New York City's child welfare system. Integral to this Plan is a framework for the reorganization of the Agency to better serve the most vulnerable children in New York. The Plan's principal components emphasize coordinating and restructuring the child welfare aspects of ACS, including protective services, preventive services, and foster care. In addition, day care, Head Start, and child support enforcement programs are addressed as they reflect pivotal elements of the Agency's multi-faceted approach to serving New York City's vulnerable children and families.

The Reform Plan articulates a fundamental series of thirty-two outcome and performance indicators that will be tracked as ACS meets its goals. Systematic monitoring of these indicators will yield a reliable foundation from which to determine the areas where the Agency is making headway or otherwise needs improvement. This report represents Phase I of this monitoring process, to be followed by Phases II and III in December 1998 and December 1999, respectively. Fifteen outcome and performance indicators have been longitudinally measured and are discussed in detail throughout the text. Presented below is a brief summary of the findings.

Number of Children Killed by Their Caregivers

- The total number of indicated child fatalities in New York City has declined significantly over the past decade, from 74 in 1990 to 42 in 1996. Approximately four in ten of these children had been known to the child welfare system before the fatality occurred.
- The majority of fatalities have occurred in the South Bronx, Central Brooklyn and Northern Manhattan.

Number and Percent of Abuse and Neglect Reports That are Indicated

- The number of abuse and neglect reports received and investigated by ACS has held relatively constant at 50,000 each year over the past decade. Since 1993, however, the percentage of indicated reports has risen steadily citywide. Of the five boroughs, Manhattan has reported the highest percentage of indicated findings.
- In 1996, New York City experienced a lower rate of reported abuse and neglect and a lower indication rate than New York State or the Nation as a whole.

Number and Percentage of Children Separated From Their Siblings

- Between 1990 and 1996, fewer children have been separated from their siblings when placed in foster care, decreasing from just over 20,000 partially or fully separated children to just over 12,000. This decline is a result of fewer foster children in sibling groups, and an increasing share of sibling groups remaining intact.
- For each size group, the percentage of siblings placed together has increased gradually during the 1990s. Children in smaller sibling groups, however, are more likely to remain fully intact.

Number and Percentage of Children Discharged to Permanent Homes Before 3, 6, 9, 12 and 18 Months in Foster Care

- Considerable variability has occurred in foster care admissions and discharges during the past decade, particularly between 1986 and 1989. However, the median length of stay in foster care has dropped significantly, from 4.06 years for children admitted in 1987 to 2.34 years for children admitted in 1993.
- Distinctive discharge patterns have been revealed by the different types of foster care placement that include foster boarding homes, kinship foster homes and congregate care facilities. Children in kinship care, for example, have longer median lengths of stay and lower percentages discharged within the above time frames.
- Children in congregate care facilities are typically older and tend to “age out” of the foster care system. As such, congregate care admissions are discharged more quickly than kinship and foster boarding home admissions. Between 1985 and 1996, 60% to 75% of all congregate care admissions had been discharged in less than 18 months.

Number of Re-Entries into Foster Care

- The percentage of children who have re-entered the foster care system has varied considerably since 1985, principally due to the composition of the overall population. In the mid- 1980s, the population was largely comprised of older children living in congregate care settings. Approximately one quarter of children admitted during this period experienced re-entry.
- The opposite is true of kinship admissions: children in kinship care typically remain in their initial placement for longer periods and thus experience re-entry far less often. As a result of the escalation in kinship admissions in the late 1980s, the overall percentage of re-entries has declined significantly. Over the past decade, approximately one in eight children entering the foster care system has experienced a re-entry.

Number and Percentage of Children Allowed to Age out of the Foster Care System Without a Permanent Family

- In some instances older children who cannot be reunited with birth or adoptive families may plan for independent living and be discharged to their own responsibility. The percentage of children discharged to independent living has remained steady between 1990 and 1996, falling within the range of 4% to 5% each year.
- The majority of children discharged to their own responsibility in 1996 had a permanency planning goal of independent living (79%). The remaining 21% released to independent living had a goal of returning home (or to a relative), adoption or an alternative goal.

Percentage of Removals of Children from Families that are Receiving Preventive Services

- ACS provides preventive services, directly or through contract, to allow children who are at risk of placement to remain at home while caseworkers safeguard their well being and seek to preserve the family.
- Over the past eight years, the percentage of children placed in foster care while receiving contract preventive services has varied modestly, from a low of 0.5% in 1990 to a high of 2.2% in 1992. Similarly, the percentage of children receiving direct preventive services who were placed in foster care has varied between 0.8% in 1990 and 3.0% in 1994.

Number and Percentage of Parents Against Whom Orders of Support are Obtained

- Between 1990 and 1997 the number of new support orders obtained citywide has increased 80%. The number of new orders issued to parents on public assistance increased 61% during this eight-year period while the number of orders issued to parents not of public assistance status increased 133%.
- The total amount of money collected from all sources increased approximately 141% since 1990, from \$106 million to \$256 million. Money collected from public assistance recipients has almost doubled while collections from those not on public assistance have nearly tripled.

Tracking at the Highest Level of ACS Compliance with Critical State and Federal Requirements

- During the Spring of 1996, ACS initiated an intensive effort to bring its cases into compliance with State and Federal requirements. Management strategies have since been implemented in all divisions of the Agency, generating significant improvements in tracking home visits, preliminary reports of investigation, sequence determination reports, and certifications of foster care homes.
- The average level of compliance regarding legal petitions dropped considerably in 1997 following expanded State compliance tracking requirements. Since March 1997, however, the monthly compliance rate has gradually improved.

PART I: INTRODUCTION

FOREWORD

CHAPTER ONE

BACKGROUND

“First, last, and always, we must protect the children of New York.”

– Mayor Rudolph Giuliani

On November 22, 1995, six-year old Elisa Izquierdo was tragically killed at the hands of her mother. Within an eight-month period, Rayvon Evans and Nadine Lockwood also met the same senseless fate. These child fatalities stirred the public’s emotions, inciting outrage and sorrow. For many, the question remained, ‘How could this have happened?’ Mayor Giuliani also posed this question, specifically of the agency responsible for protecting the children of New York City against such atrocities, the Child Welfare Administration (CWA), a division of the Human Resources Administration. Mayor Giuliani called for a systematic reorganization of the Agency, effective immediately following the death of Elisa. On January 10, 1996, CWA was abolished and the Administration for Children’s Services (ACS) was created by Executive Order, representing the first freestanding agency in New York City’s history devoted to the protection and well being of children. This response symbolized an unequivocal intolerance to circumstances that render young children vulnerable to neglect, injury and, possibly death.

PLAN OF ACTION

In December 1996, ACS released a Reform Plan that outlined its proposed strategies to transform the City’s child welfare system. Integral to this Plan is a framework for the reorganization of the Agency, explicitly addressing the myriad obstacles that have been internally created and externally imposed upon ACS. The principal components of this Plan concentrate on coordinating and restructuring the child welfare aspects of ACS, including protective services, preventive services, and foster care.

THE METHOD

Under the direction of Commissioner Scoppetta, ACS has initiated a focused, integrated and relentless effort to secure the safety and well being of the children of New York City. The principal steps that are currently being employed to ensure ACS achieves its goals include the following:

1. Implementing a highly efficient management system to which ACS will hold itself accountable, coupled with a climate of cultural change;
2. Galvanizing the City, including residents and personnel from schools, day care facilities, and hospitals, to report every instance of abuse and neglect;
3. Fostering collaboration among public and private organizations concerned with the welfare of children to create a coordinated, child-focused system that will protect all the children of New York.

OUTCOME AND PERFORMANCE INDICATORS

In the final analysis, progress made by ACS will be determined by the results. Therefore, intrinsic to the Reform Plan are the outcome and performance indicators that have been imposed for the purpose of tracking progress toward the Agency's goals. These measures will be tracked at the citywide, borough-wide and, when feasible, community district levels.

Outcome measures will track progress against the goals established by the Mayor. *Performance measures* will track specific activities that have demonstrated the capacity to achieve the targeted results. ACS will produce a series of reports that comprehensively address each of the measures delineated in the Reform Plan. This document represents Phase I of this reporting process in which fifteen child protection indicators are longitudinally tracked. The indicators presented in Phase I include those which ACS is able to measure at the present time. Phases II and III will be produced in December 1998 and December 1999 respectively as ACS continues to enhance the availability and accessibility of data on outcomes and systems performance. Phase II indicators will largely require restructuring of existing data systems. The indicators that will be presented in Phase III require a significant degree of research and extensive interfacing with databases external to ACS.

DATA SOURCES

ACS collects data on New York City's child welfare system from a vast number of sources. The sources that were utilized to produce the Phase I report include the following:

- New York State, *State Central Register (SCR) Report, 1990-1997*.
- New York State Department of Social Services, *Monitoring and Analysis Profiles (MAP) with Selected Trend Data, 1990-1996*.
- New York State Department of Social Services, *Child Care Review Service (CCRS), 1990-1996*.
- New York State Department of Social Services, *CONNECTIONS Release 2, 1997*.
- New York State Department of Social Services, *Sanction Report, 1994-1997*.
- City of New York, *Mayor's Management Report (MMR), 1990-1997*.
- City of New York, Office of Child Support Enforcement (OCSE), *1990-1997*.
- Administration for Children's Services, *Office of Management, Development & Research (OMD&R) Internal Reports 1990-1996*.
- New York State Office of Temporary and Disability Assistance, *Local District and State Performance Measures, January 1998*.

Note: On August 20, 1997, Governor Pataki signed welfare reform legislation which abolished the New York State Department of Social Services and created a new agency in its place: The Department of Family Assistance. The Department of Family Assistance is comprised of two independent agencies: the Office of Temporary and Disability Assistance (OTDA) and the Office of Children and Family Services (OCFS). The Office of Children and Family Services has oversight responsibility for Child Protective Services, Preventive Services, and Foster Care. These programs are jointly funded by the Federal, State, and local governments.

Data Constraints

ACS is comprised of multiple divisions, which include more than 40 separate offices throughout New York City. Traditionally, children's cases have been treated virtually in isolation, with different divisions sequentially addressing different aspects of a case. Each time a new action is required, the case file is transferred from one division to another, oftentimes physically since many of the computer systems employed by the various offices are incompatible. This technical obstacle has compelled ACS to collect data from 26 unrelated computer systems. Consequently, information is not cross-referenced, is difficult to retrieve, and promotes the use of paper record keeping. Moreover, the various systems that have been employed to collect, tabulate, and produce data are largely inadequate. For example, they do not allow ACS to monitor important service utilization patterns, including the duration and frequency of services delivered, and enrollment and attendance patterns.

The incapacity of multiple service systems to coordinate and share data has posed serious problems, both for the recipients of services and for the agencies that seek to promote the well being of children. ACS is strongly committed to remedying these operational limitations. Evidence of this commitment includes a multi-year strategy employed by the Agency to render data more accessible and useful. This report represents an initial step in this process.

Technology

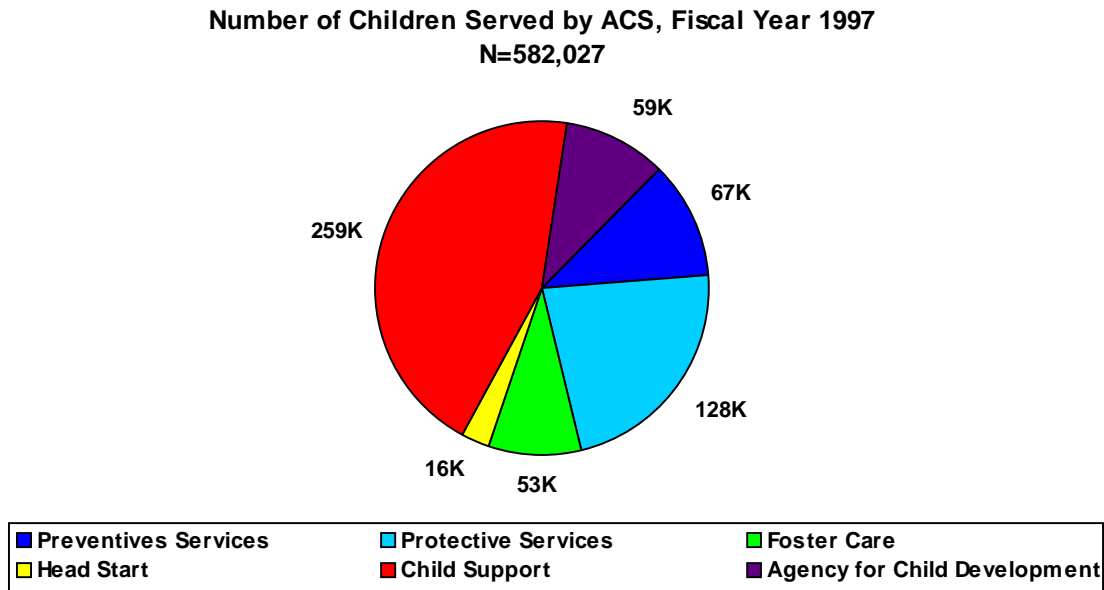
In an effort to streamline data collection and management operations, the New York State Office of Children and Family Services has undertaken a centralized, child welfare data reporting system called CONNECTIONS. This statewide project will eliminate the 26 independent systems now dispersed throughout ACS. The outcome will be a single, uniform system that will track all aspects of children's cases, and thereby foster collaboration between caseworkers from the various divisions of ACS. In addition, it will enable staff to gauge their progress toward stated goals, and will improve caseworkers overall efficiency and productivity. Implementation of the first phases of CONNECTIONS was initiated in July of 1997 and is presently underway. The anticipated completion date is January 1999.

In addition, ACS is promoting the creation of a "Datamart," a comprehensive communications network that fosters the inter-relationship of multiple, complex databases. This project will permit discrete data banks to share pertinent information, thereby supporting the most effective means of providing services to children and their families. Computer systems operated by ACS (CONNECTIONS) and the Board of Education exemplify the data banks to be targeted for inclusion.

OVERVIEW: CHILDREN SERVED BY ACS, FISCAL YEAR 1997

Protecting the children of New York City is a complex task, requiring an integrated and multi-disciplinary approach. To illustrate the magnitude of this endeavor, a snapshot view of services provided by ACS during a one-year period is provided. The categories presented in Figure 1.1 represent the six principal types of services provided by ACS.

Figure 1.1



An estimated 582,027 children were served by ACS during the 1997 Fiscal Year (July 1, 1996 - June 30, 1997). This figure is cumulative, therefore, it includes children whose cases remained open from Fiscal Year 1996 in addition to children who entered the child welfare system during Fiscal Year 1997. The discrete sections of the graph denote the aggregate number of children served by each division. This method of calculation, however, does not elucidate the degree of overlap that exists between service areas, and it fails to properly demonstrate the incidence of migration from one area to another.

Presented on pages 7 to 9 is a quantitative analysis of the movement that occurred within the Preventive Services, Protective Services and Foster Care divisions of ACS during the 1997 Fiscal Year. The data is presented categorically according to the number of children entering and exiting these divisions. The number of children entering is comprised of: 1) new cases; and 2) transfers “in” from other divisions. The number of children exiting is comprised of: 1) closed cases and discharges; and 2) transfers “out” to other divisions. Children whose cases remained open from the prior Fiscal Year (that is, active as of June 30, 1996) are excluded since the principal motive of this analysis is to demonstrate new migration.

Preventive Services

Number of Children Entering: FY 1997

	<u>SUBTOTAL</u>	<u>TOTAL</u>
<u>New Cases</u>		
ACS Direct Preventive Services		
• Teenage Services Act (TASA)	1,174	
Contract Preventive Services (PPRS)	<u>13,610</u>	
<i>Total: Children with New Cases</i>		14,784
<u>Transfers ("In")</u>		
From: Protective Services		
To: ACS Direct Preventive Services		
• Court Ordered Supervision	6,026	
• Family Preservation Program (FPP)	1,585	
• Foster Care/Preventive Housing Subsidy	<u>868</u>	
		8,479
From: Protective Services		
To: Contract Preventive Services (PPRS)	8,520	
<i>Total: Children Transferred "In"</i>		<u>16,999</u>
Total Number of Children Entering		31,783

Number of Children Exiting: FY 1997
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	<u>SUBTOTAL</u>	<u>TOTAL</u>
<u>Cases Closed</u>		
ACS Direct Preventive Services		
• Court Ordered Supervision	7,455	
• Family Preservation Program (FPP)	1,293	
• Foster Care/Preventive Housing Subsidy	1,085	
• Teenage Services Act (TASA)	<u>1,243</u>	
		11,076
Contract Preventive Services	<u>18,120</u>	
<i>Total: Children with Closed Cases</i>		29,196
<u>Transfers ("Out")</u>		
From: ACS Direct Preventive Services		
To: Foster Care	1,110	
From: Contract Preventive Services		
To: Foster Care	<u>2,588</u>	
<i>Total: Children Transferred "Out"</i>		<u>3,698</u>
Total Number of Children Exiting		32,894

Protective Services

Abuse and neglect reports are filed on a per family versus a per child basis, therefore, the number of children included in the reports is higher than the cumulative number of reports. Calculations are based upon an average 1.6 children per household.

Number of Children Entering: FY 1997		
	<u>SUBTOTAL</u>	<u>TOTAL</u>
<u>New Cases</u>		
ACS Protective Cases	80,719	
OCI Protective Cases ¹	2,435	
Court Ordered Investigations (COI) ²	<u>19,200</u>	
<i>Total: Children with New Cases</i>		102,354
<u>Transfers ("In")</u>		
From: ACS Direct Preventive Services	1,110	
From: Contract Preventive Services (PPRS)	<u>2,588</u>	
<i>Total: Children Transferred "In"</i>		<u>3,698</u>
Total Number of Children Entering		106,052

Number of Children Exiting: FY 1997		
	<u>SUBTOTAL</u>	<u>TOTAL</u>
<u>Cases Closed</u>		
Children with Cases Closed	<u>54,306</u> ³	
<i>Total: Children with Closed Cases</i>		54,306
<u>Transfers ("Out")</u>		
To: ACS Direct Preventive Services		
• Court Ordered Supervision	6,026	
• Foster Care/Preventive Housing Subsidy	868	
• Family Preservation Program (FPP)	<u>1,585</u>	
		8,479
To: Contract Preventive Services (PPRS)		8,520
To: Foster Care		11,453
<i>Total: Children Transferred "Out"</i>		<u>28,452</u>
Total Number of Children Exiting		82,758

Foster Care

¹ The Office of Confidential Investigation (OCI) is a division of ACS that is responsible for investigating reports of abuse and neglect of children in foster boarding homes, approved relative homes, and day care facilities.

² A COI constitutes an official order by the court to conduct an investigation of a family; many COIs pertain to custody cases.

³ The 54,306 children whose cases were closed fall into one of two possible categories:
 - No service was provided because the report was unfounded and consequently closed.
 - No service was provided although the report may have been indicated.

All children in Foster Care have been transferred “In” through the Division of Child Protection, either through an abuse/neglect petition, voluntary petition or another legal pathway. Such placement also may occur following their families’ receipt of preventive services, whether directly from ACS or from one of its contracted programs.

Number of Children Entering: FY 1997		
	<u>SUBTOTAL</u>	<u>TOTAL</u>
<u>Transfers (“In”)</u>		
From: Protective Services	7,755	
From: Preventive Services		
• Direct Preventive Services	1,110	
• Contract Preventive Services (PPRS)	<u>2,588</u>	
	<u>3,698</u>	
<i>Total: Children Transferred “In”</i>		11,453
Total Number of Children Entering		11,453

Number of Children Exiting: FY 1997		
	<u>SUBTOTAL</u>	<u>TOTAL</u>
<u>Cases Closed</u>		
<u>Discharges</u>		
• To parent, independent living, other	8,768	
• Adoption finalizations	4,009	
• Foster care new housing subsidies	<u>523</u>	
<i>Total: Children Discharged</i>		<u>13,300</u>
Total Number of Children Exiting		13,300

PART II: OUTCOME AND PERFORMANCE INDICATORS

STOPPING THE KILLING OF CHILDREN

CHAPTER TWO

Number of Children Killed by Their Caregivers

No event draws the public's attention to the child welfare system as compellingly as when a child is killed or seriously injured as a result of abuse or neglect. The Administration for Children's Services is continuously reviewing its performance in order to strengthen case practice, so that children can be protected more effectively and incidences of child fatalities can be reduced.

Method of Calculation: This indicator includes children whose families are known to ACS and whose deaths were reported to the New York State Central Register for Child Maltreatment (SCR). For purposes of comparison, children whose families were not previously known to ACS and whose deaths were reported to the SCR are also included. The former are referred to as Panel cases, while the latter are referred to as Nonpanel cases. Presented below is a brief description of the relevant terms.

Known (Panel Cases): To be known, the family of the deceased child must fall into one of four categories: 1) a responsible adult in the family had been the subject of an "indicated" child abuse or maltreatment allegation, reported to the SCR before the fatality occurred; 2) ACS was investigating an allegation against a responsible adult in the family when the fatality occurred; 3) a family with no member with an indicated allegation was receiving ACS services, such as foster care or preventive services; or 4) a family member had been the subject of an "unfounded" report, filed after February 1996.

Indicated: A fatality is considered indicated when the ACS investigation finds credible evidence that the death was due to abuse or neglect.

Unfounded: A fatality is considered unfounded when there is no credible evidence that the death resulted from abuse or neglect. In the past, the New York State Social Services Law required ACS to expunge from its records all references to reports to the SCR that were determined to be "unfounded" because there was no credible evidence that the alleged abuse or neglect occurred. In 1996, a change in the Law permits child welfare agencies to retain information about unfounded reports. Consequently, families with unfounded reports made since February of 1996 are now considered known to ACS and the Accountability Review Panel reviews the history of the case.

Data Source: ACS Accountability Review Panel. The Accountability Review Panel conducts investigations of fatalities concerning children in families known to ACS whose deaths were reported to the SCR. The Panel is comprised of experts outside of City government, representatives of the Family Courts and other City agencies, and high-level ACS managers. In its review, the Panel identifies systemic deficiencies and recommends corrective actions in ACS and in other service systems that work with children and families.

Protective diagnostic workers are responsible for evaluating the circumstances regarding all child fatalities, including Panel and Nonpanel cases. Additional oversight is provided by the Metropolitan Regional Office (MRO) of the New York State Department of Family Assistance (NYS DFA), and the Office of Confidential Investigation (OCI). The former reviews fatalities of all children in foster care, regardless of suspicion of abuse or neglect. The latter investigates abuse and neglect allegations concerning children in foster boarding homes, approved relative homes and day care facilities.

Not all deaths reported to the SCR result from maltreatment. In fact, some jurisdictions conduct fatality reviews on every child's death, not just those reported. Reports of maltreatment, including fatalities, are made to the SCR when there is a *suspicion* of abuse or neglect. Upon investigation it is determined in some instances the deaths resulted from natural causes or from accidents, and the caregivers are not responsible for the fatality.

Table 2.1

Number of Child Fatalities, Calendar Years 1990-1997¹
PANEL and NONPANEL CASES

	1990	1991	1992	1993	1994	1995	1996	1997
Total (Panel & Nonpanel)	117	103	90	93	74	70	60	74
Bronx	30	21	19	29	17	14	18	18
Brooklyn	41	41	36	27	32	23	16	28
Manhattan	15	15	15	13	9	7	10	8
Queens	19	15	12	17	11	17	14	11
Staten Island	4	5	2	2	2	2	1	4
OCI ²	8	6	6	5	3	7	1	5
Panel Cases	44	48	43	37	25	27	24	30
Percent of citywide total	38%	47%	48%	40%	34%	39%	40%	41%
Nonpanel Cases	73	55	47	56	49	43	36	44
Percent of citywide total	62%	53%	52%	60%	66%	61%	60%	59%

Table 2.2

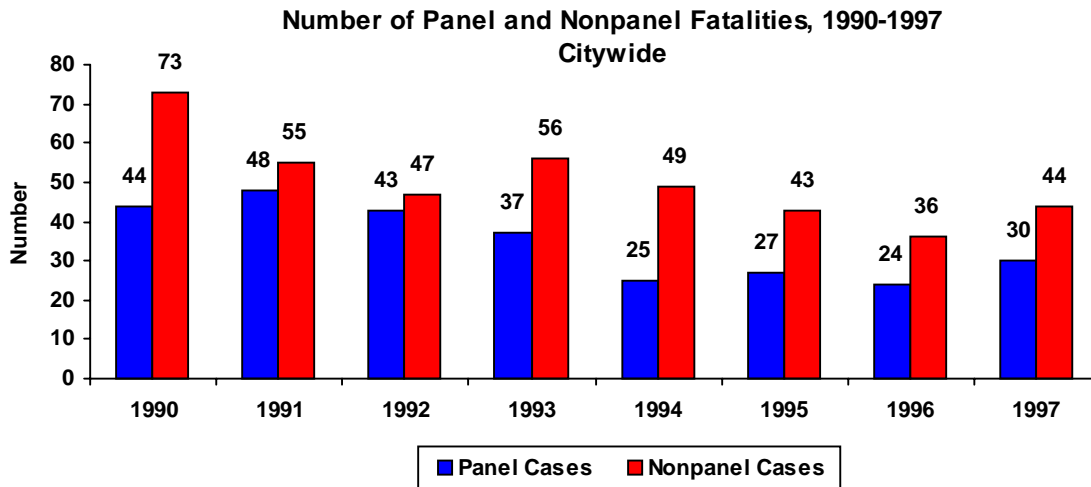
Number of Child Fatalities, Calendar Years 1990-1997¹
PANEL CASES

	1990	1991	1992	1993	1994	1995	1996	1997
Panel Cases								
Total	44 100%	48 100%	43 100%	37 100%	25 100%	27 100%	24 100%	30 100%
Indicated	33 75%	39 81%	25 58%	24 65%	19 76%	19 70%	18 75%	6 20%
Unfounded	11 25%	9 19%	18 42%	13 35%	6 24%	8 30%	6 25%	3 10%
Pending	21 70%
By Borough								
Total	44 100%	48 100%	43 100%	37 100%	25 100%	27 100%	24 100%	30 100%
Bronx	13 30%	12 25%	11 26%	13 35%	3 12%	7 26%	8 33%	10 34%
Brooklyn	12 27%	17 35%	17 40%	9 24%	12 48%	4 15%	5 21%	12 40%
Manhattan	7 16%	6 13%	8 19%	5 14%	4 16%	4 15%	4 17%	1 3%
Queens	3 7%	5 10%	1 2%	5 14%	2 8%	6 22%	5 21%	1 3%
Staten Isl.	3 7%	2 4%	0 0%	1 3%	1 4%	1 4%	1 4%	1 3%
OCI ²	6 14%	6 13%	6 14%	4 11%	3 12%	5 19%	1 4%	5 17%

Note 1: Children placed in congregate care and non-foster care institutions are not included in these tables. Fatalities that occur in these settings are investigated by the New York State Department of Social Services Institution Abuse Unit.

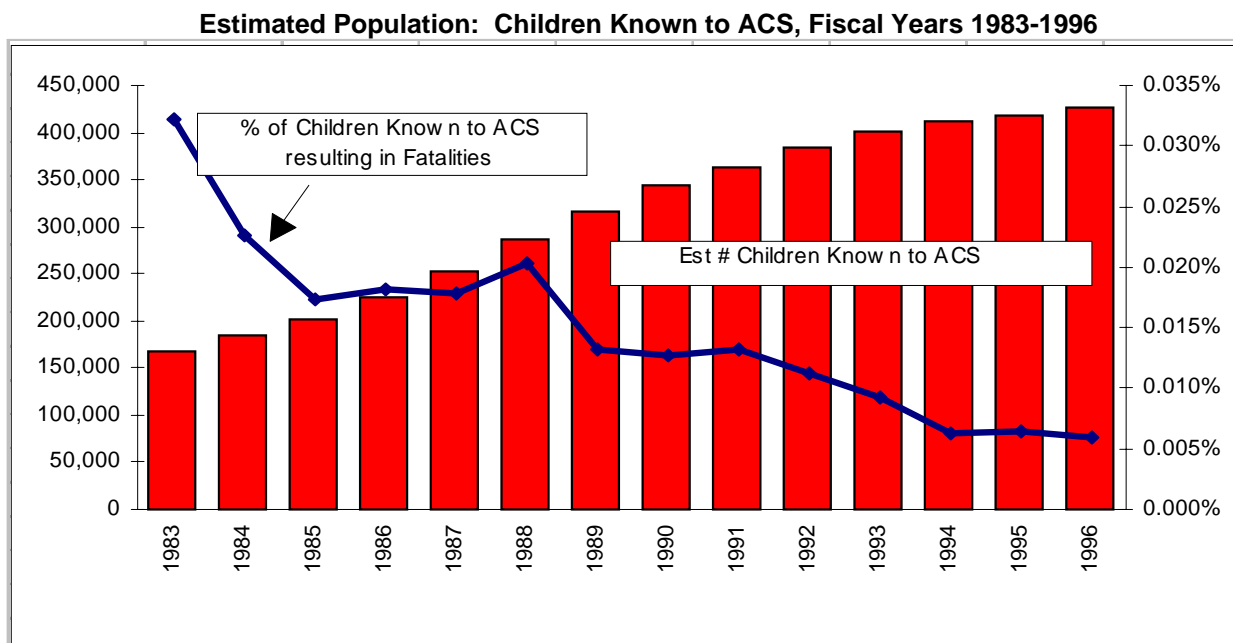
Note 2: The Office of Confidential Investigation (OCI) investigates abuse and neglect allegations throughout the five boroughs.

Figure 2.1



Analysis: As Table 2.2 and Figure 2.1 reveal, the deaths of 30 children in families known to ACS were reported to the SCR in 1997. The total number of children known to ACS who have died declined substantially over the past eight years. This decline is particularly striking considering the total number of children in reports of abuse and neglect whose families receive protective and preventive services has been increasing substantially. Figure 2.2 demonstrates the relationship between Panel fatalities and the cumulative number of children known to ACS. This population is computed by determining the total number of abuse and neglect reports that are investigated annually, and successively adding the number of new abuse/neglect reports to this figure for an eleven-year period. The eleven-year window is estimated on the assumption that the average age of children who enter the child welfare system is seven. From this age until maturity, age eighteen, exists an eleven-year period during which a child could potentially be known to ACS. Figure 2.2 illustrates the estimated population of children known to ACS from 1983 until 1996, which increased from approximately 160,000 to over 425,000.

Figure 2.2



As Figure 2.3 illustrates, the proportion of indicated Panel cases in relation to all Panel fatalities has fluctuated considerably since 1990. The indication rate peaked in 1991 at 81% (39 of 48 fatalities) and decreased sharply in 1992 to 58% (25 of 43 fatalities). Between 1993 and 1996, the percentage of Panel cases that were indicated has ranged between 65% and 76%. In 1997, 21 of 30 Panel cases were still pending determination.

Figure 2.3

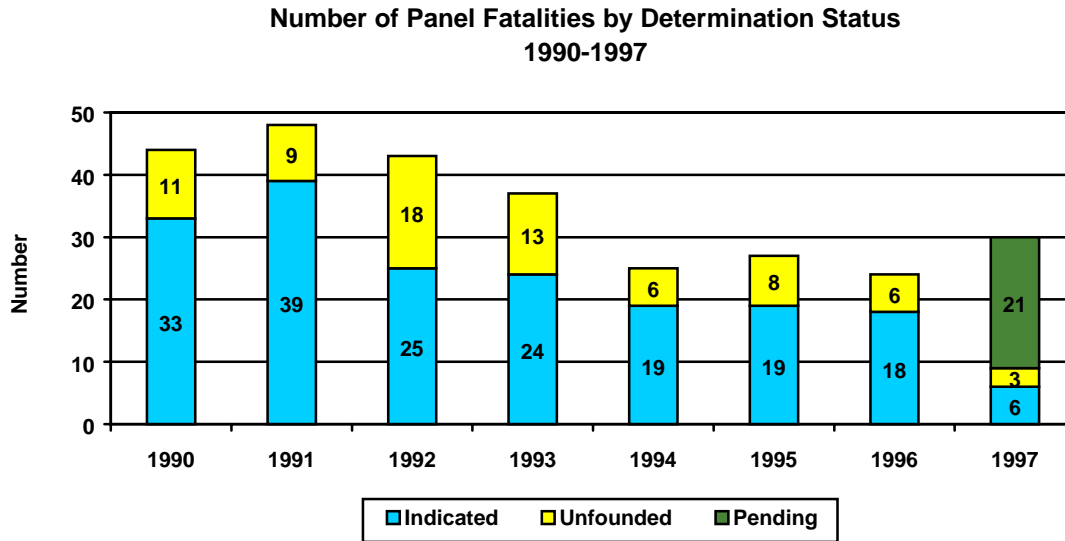
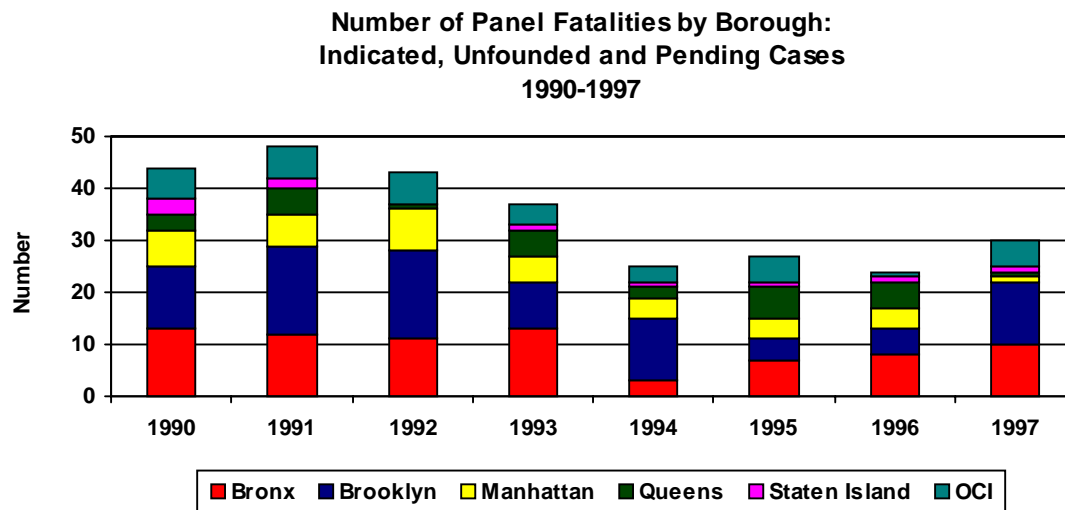


Figure 2.4 reveals that the majority of Panel fatalities during the 1990s occurred in Brooklyn and the Bronx. The number of fatalities in Brooklyn declined from a high of 17 in 1991 to a low of 4 in 1995, rising again in 1997 to 12. In the Bronx, the number of fatalities dropped from 13 in 1990 to 3 in 1994, and increased to 10 in 1997. The occurrence was lowest in Staten Island for each year, ranging from 3 in 1990 to zero in 1992. Pages 16-21 provide more detailed demographic information, illustrating the total number of indicated fatalities (Panel and Nonpanel) by community district. Each dot on the maps is representative of one fatality.

Figure 2.4



STOPPING THE ABUSE AND NEGLECT OF CHILDREN

CHAPTER THREE

Number and Percent of Abuse and Neglect Reports that are Indicated

Each year tens of thousands of abuse and neglect reports are investigated. On average, approximately one third of the reports investigated are considered indicated (for which credible evidence of abuse or neglect is found). Citywide, changes in the indication rate may reflect trends in public awareness and a heightened attention to the safety of children. At the borough level, changes in the indication rate may reflect differences in community characteristics or differences in local procedures for investigating reports. Generally, the total number of indicated abuse and neglect reports represents the best single indicator of trends concerning children and families needing ACS services.

Method of Calculation: This indicator measures the total number of abuse and neglect reports investigated between 1990 and 1997. Citywide and borough-wide indication rates are presented. In addition, indication rates reported by the Office of Confidential Investigation (OCI) are provided which concern reports received in all boroughs. Relevant terms are described below.

Total reports: Total number of abuse/neglect reports received and investigated annually. This figure is not cumulative, therefore, it excludes reports that were carried over from the previous Calendar Year.

Total children in reports: Number of children (age 0-18), alleged to be subjects of abuse or neglect reports. Each report covers a family, comprised of an estimated 1.6 children per household. The total number of children is therefore higher than the total number of reports.

Indicated reports: Reports that have credible evidence of abuse or neglect, determined upon investigation.

Unfounded reports: Reports that lack credible evidence of abuse or neglect, determined upon investigation.

Mandated reporters: Certain professionals and officials who are required by law to report to the State Central Register when they have reasonable cause to suspect that a child coming before them in their professional or official capacity is abused or maltreated. Mandated reporters include social service workers, physicians, public health officials, hospital personnel, mental health professionals, law enforcement officials, and school officials.

Prior to mid-1992 the indication rate was calculated on the basis of case determination. If there were several reports for a family and at least one report was indicated, then the case was indicated. During the 1992 Calendar Year, the method of calculating the indication rate was altered. From this point forward, the indication rate has been computed by dividing the number of indicated reports by the total number of reports received each year. Due to this change in the method of calculation, indication rates reported for 1990 and 1991 are not compatible with rates reported from 1993 to 1997. Therefore, the analysis will focus only on the period 1993 to 1997.

Data Source: 1/90-6/97 Calendar Year data is from the State Central Register (SCR); 7/97-12/97 Calendar Year data is from CONNECTIONS Release 2; New York State Office of Temporary and Disability Assistance, *Local District and State Performance Measures, January 1998 (Calendar Year data)*.

Table 3.1

**Number of Abuse and Neglect Reports and Percent Indicated
Citywide and Borough-Wide, 1990-1997**

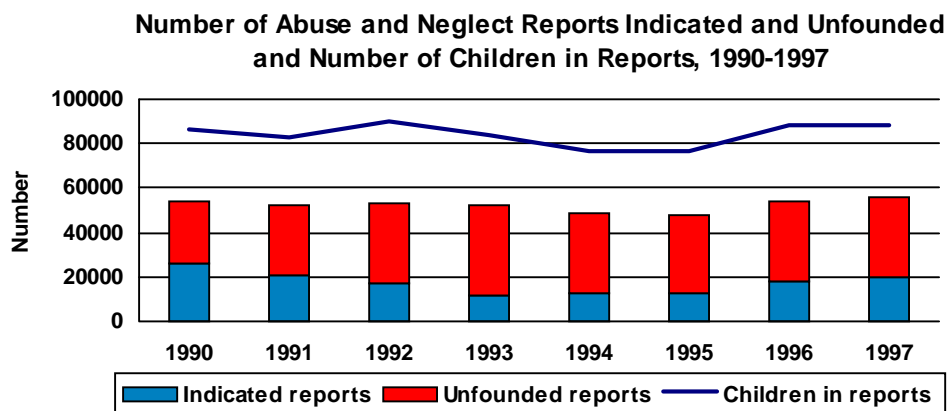
	1990	1991	1992	1993	1994	1995	1996	1997 ¹
Citywide								
Total children in reports	86,829	82,855	89,870	84,169	76,714	76,188	88,187	88,316
Total reports	54,247	52,349	52,791	52,326	48,367	48,019	53,810	56,131
Number of indicated reports	26,039	20,416	16,893	11,512	12,575	12,965	17,132	19,787
Number of unfounded reports	28,208	31,933	35,898	40,814	35,792	35,054	34,971	36,344
Percent of indicated reports	48.0% ²	39.0% ²	N.A.	22.0%	26.0%	27.0%	31.8%	35.3%
Bronx reports								
Total reports	12,721	12,964	12,834	13,286	12,126	12,250	13,661	14,077
Percent of reports indicated	48.5% ²	33.9% ²	N.A.	13.2%	22.9%	26.3%	33.0%	36.9%
Brooklyn reports								
Total reports	16,321	16,661	16,861	16,457	15,445	15,216	17,133	17,742
Percent of reports indicated	46.8% ²	33.3% ²	N.A.	21.4%	25.0%	26.8%	32.0%	34.7%
Manhattan reports								
Total reports	10,860	8,876	9,025	9,088	7,865	7,758	8,791	9,282
Percent of reports indicated	49.0% ²	34.8% ²	N.A.	34.4%	39.1%	40.3%	48.0%	50.5%
Queens reports								
Total reports	9,419	9,688	9,894	9,911	9,346	9,200	10,144	10,737
Percent of reports indicated	30.0% ²	20.2% ²	N.A.	21.9%	22.5%	21.0%	23.0%	25.5%
Staten Island reports								
Total reports	2,386	2,214	2,266	2,245	2,070	2,120	2,377	2,352
Percent of reports indicated	33.3% ²	19.5% ²	N.A.	15.0%	17.1%	22.1%	26.0%	31.8%
OCI reports								
Total reports	2,540	1,946	1,911	1,339	1,515	1,475	1,704	1,941
Percent of reports indicated	N.A.	N.A.	N.A.	12.1%	15.9%	14.4%	13.4%	14.7%

N.A. = Not Available

Note 1: Effective July 1, 1997, the State initiated the implementation of CONNECTIONS Release 2. The process of transferring reporting responsibilities has made it necessary to estimate the 1997 indication rate; it is estimated based on June 1997 data.

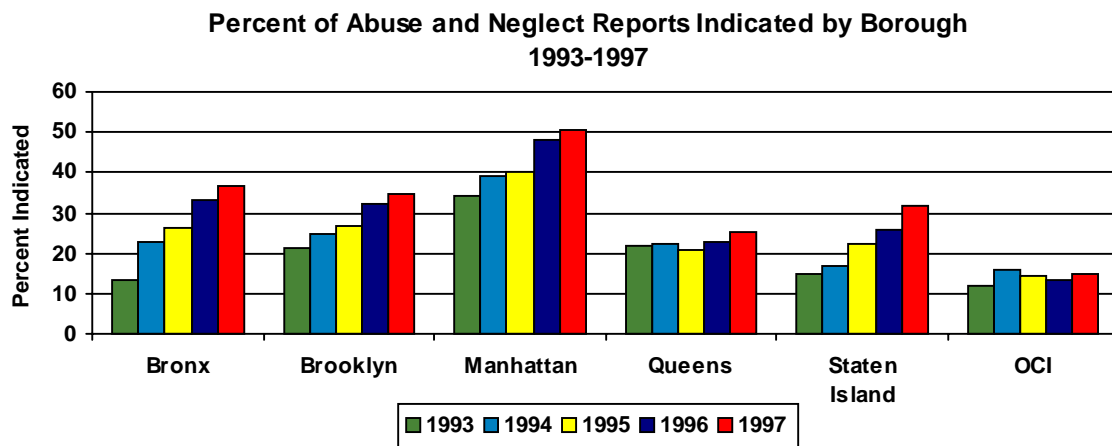
Note 2: Indication rates cannot be compared to rates presented from 1993 to 1997 due to incompatible calculation methods.

Figure 3.1



Analysis: The total number of abuse and neglect reports remained relatively constant during the 1990s. As Table 3.1 indicates, the widest margin occurred between 1995 and 1997, ranging from a low of 48,019 reports to a high of over 56,100 reports. In Calendar Year 1997, ACS caseworkers were responsible for investigating the safety of a total of 88,316 children, reflecting an increase of 12,128 children from 1995. As noted previously, increases in the number of reports, and correspondingly the total number of children, represent trends in public awareness and a heightened attention to child welfare issues. Since the death of Elisa Izquierdo in November 1995, ACS has taken active steps to realize its mission of securing the safety and well being of the children of New York. For instance, the Agency has instituted a training program to help mandated reporters detect cases of abuse and neglect. The increases disclosed since 1995, therefore, are likely the result of formal strategies employed by ACS to involve City residents to a greater extent.

Figure 3.2



As Figure 3.2 demonstrates, the indication rate throughout the five boroughs has risen steadily since 1993. The percentage of indicated reports has been consistently higher in Manhattan than in any other borough, ranging from a low of 34% in 1993 to a high of 51% in 1997. Queens and Staten Island have generally had the lowest percentage of indicated reports, reaching highs of 26% and 32%, respectively. OCI has invariably reported the lowest indication rate overall, falling within the range of 12% to 16%. Pages 26 through 28 present borough-specific information, including the community districts that hold the highest and lowest indication rates (Figure 3.3) and the highest and lowest number of indicated reports (Figure 3.4).

Historically, abuse and neglect allegations reported by mandated sources result in valid determinations approximately twice as often as allegations from non-mandated sources (see Appendix B, p. 70). Since 1984, the number of reports stemming from mandated sources has been steadily rising (see Appendix B, p. 69). For example, the percentage of mandated reports in relation to all abuse and neglect reports increased from 49.6% in 1984 to 67.7% in 1997. Furthermore, the overall percentage of reports that are indicated since 1993 has increased, from both mandated and non-mandated sources. This reflects a greater capacity among all reporters to discern manifestations of abuse or neglect. The increases in citywide and borough-wide indication rates, therefore, are likely a result of these distinct elements working in tandem.

Table 3.2

Abuse and Neglect Reports by Community District, 1996¹

Borough/ Community District	1996 Abuse/Neglect Reports	1996 A/N Indication Rates	A/N Reports per 1,000 Children
BRONX	13,661	33.0%	41
BKLYN	17,133	32.0%	28
MANHATTAN	8,791	48.0%	36
QUEENS	10,144	23.0%	25
STATEN ISLAND	2,377	26.0%	25
New York City Total	52,106	33.0%	31

BRONX

B1	<i>Mott Haven/Melrose</i>	1,193	39.0%	42
B2	<i>Hunts Point/Longwood</i>	869	36.9%	57
B3	<i>Morrisania/Crotona</i>	1,529	36.7%	75
B4	<i>Highbridge/Concourse</i>	2,259	37.3%	57
B5	<i>Fordham/Univ. Heights</i>	1,253	37.0%	30
B6	<i>Belmont/E. Tremont</i>	757	39.3%	34
B7	<i>Kingsbridge Hgths/Bedford Park</i>	1,704	27.8%	48
B8	<i>Riverdale/Fieldston</i>	283	28.1%	17
B9	<i>Parkchester/Soundview</i>	1,862	25.9%	41
B10	<i>Throgs Neck/Co-op City</i>	463	22.4%	27
B11	<i>Morris Park/Bronxdale</i>	512	27.0%	28
B12	<i>Williamsbridge/Baychester</i>	977	27.2%	32
TOTALS		13,661	33.0%	41

BROOKLYN

K1	<i>Greenpoint/Williamsburg</i>	881	32.2%	19
K2	<i>Fort Greene/Brooklyn Heights</i>	781	35.6%	40
K3	<i>Bedford Stuy.</i>	2,144	24.9%	51
K4	<i>Bushwick</i>	1,260	33.1%	35
K5	<i>E. New York/Starrett City</i>	1,880	36.8%	36
K6	<i>Park Slope/Carroll Gardens</i>	703	33.6%	34
K7	<i>Sunset Park</i>	676	30.7%	25
K8	<i>Crown Hts.</i>	973	34.4%	35
K9	<i>S. Crown Hts./Prospect</i>	758	36.6%	24
K10	<i>Bay Ridge/Dyker Heights</i>	411	34.7%	22
K11	<i>Bensonhurst</i>	489	31.0%	17
K12	<i>Borough Park</i>	570	35.6%	12
K13	<i>Coney Island</i>	836	39.0%	37
K14	<i>Flatbush/Midwood</i>	914	28.8%	20
K15	<i>Sheepshead Bay</i>	485	22.4%	17
K16	<i>Brownsville</i>	1,509	36.0%	51
K17	<i>E. Flatbush</i>	995	26.9%	23
K18	<i>Flatlands/Canarsie</i>	868	24.3%	25
TOTALS		17,133	32.0%	28

Note 1: OCI Reports are excluded from this table.

Table 3.2 (con't)

Abuse and Neglect Reports by Community District, 1996

Borough / Community District	1996 Abuse/Neglect Reports	1996 A/N Indication Rates	A/N Reports per 1,000 Children
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MANHATTAN

M1	<i>Financial District</i>	39	11.5%	13
M2	<i>G'wich Village/Soho</i>	108	27.0%	14
M3	<i>Lower E. Side/Chinatown</i>	1,087	44.8%	34
M4	<i>Clinton/Chelsea</i>	388	39.4%	46
M5	<i>Midtown</i>	69	54.3%	28
M6	<i>Stuyvesant Town/Turtle Bay</i>	140	44.9%	14
M7	<i>Upper W. Side</i>	550	43.6%	21
M8	<i>Upper E. Side</i>	215	44.0%	10
M9	<i>Morningside Hghts./Hamilton</i>	1,129	51.5%	49
M10	<i>Central Harlem</i>	2,031	52.4%	79
M11	<i>E. Harlem</i>	1,784	46.9%	57
M12	<i>Washington Hts./Inwood</i>	1,251	49.9%	24
TOTALS		8,791	48.0%	36

QUEENS

Q1	<i>Astoria</i>	969	20.9%	29
Q2	<i>Woodside/Sunnyside</i>	283	23.3%	17
Q3	<i>Jackson Hts.</i>	655	23.3%	25
Q4	<i>Elmhurst/Corona</i>	537	18.3%	18
Q5	<i>Ridgewood/Maspeth</i>	625	21.3%	21
Q6	<i>Rego Park/Forest Hills</i>	220	24.3%	15
Q7	<i>Flushing/Whitestone</i>	667	20.0%	16
Q8	<i>Hillcrest/Fresh Meadows</i>	437	21.6%	17
Q9	<i>Ozone Park/Woodhaven</i>	802	18.2%	33
Q10	<i>S. Ozone Park/Howard Beach</i>	707	19.8%	29
Q11	<i>Bayside/Little Neck</i>	224	19.8%	11
Q12	<i>Jamaica/Hollis</i>	1,991	27.6%	38
Q13	<i>Queens Village</i>	863	21.5%	21
Q14	<i>Rockaway/Broad Channel</i>	1,165	28.7%	43
TOTALS		10,144	23.0%	25

STATEN ISLAND

R1	<i>St. George/Stapleton</i>	1,495	28.9%	43
R2	<i>S. Beach/Willowbrook</i>	529	20.6%	20
R3	<i>Tottenville/Great Kills</i>	354	22.1%	11
TOTALS		2,377	26.0%	25

Figure 3.3

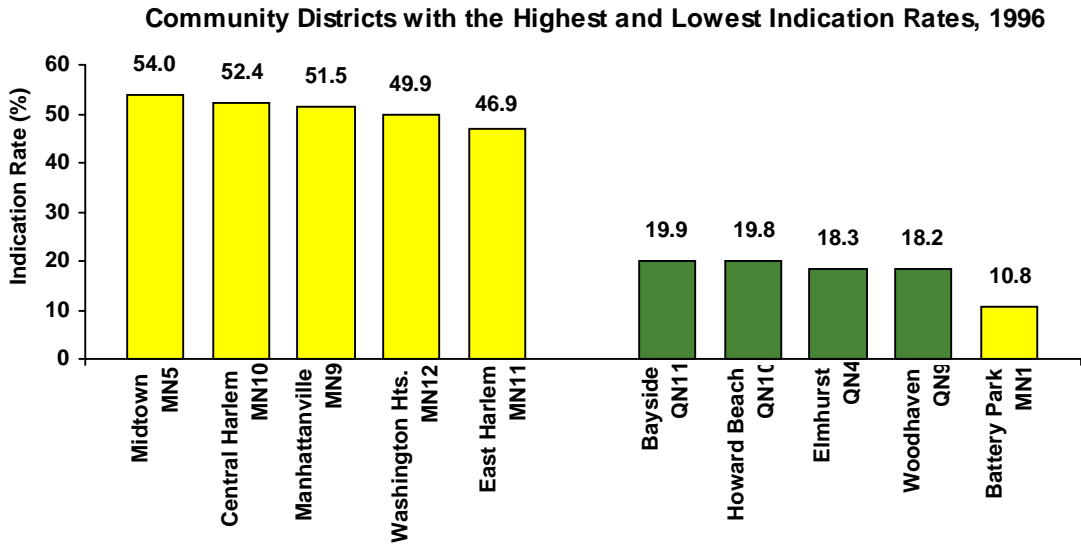
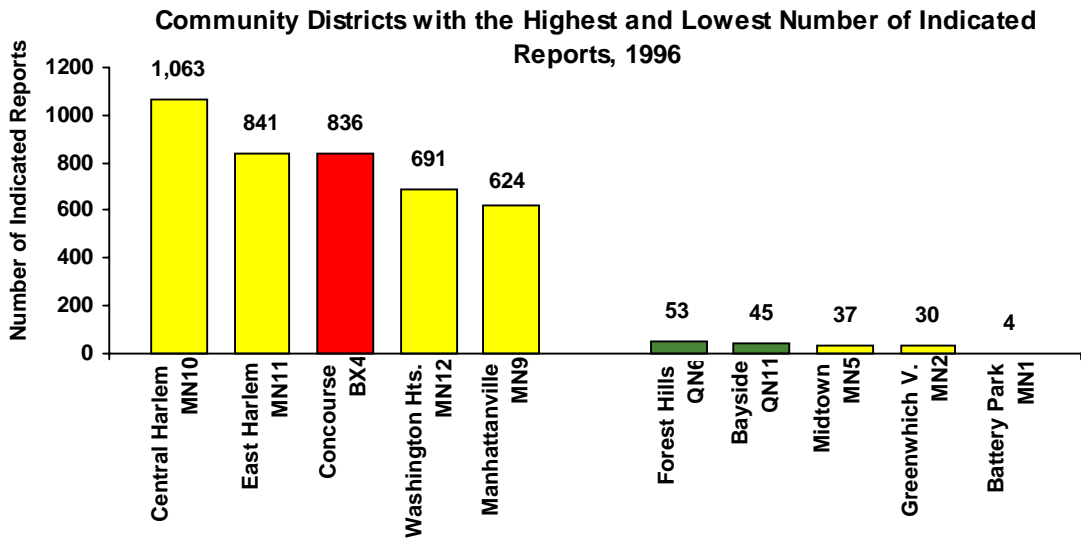
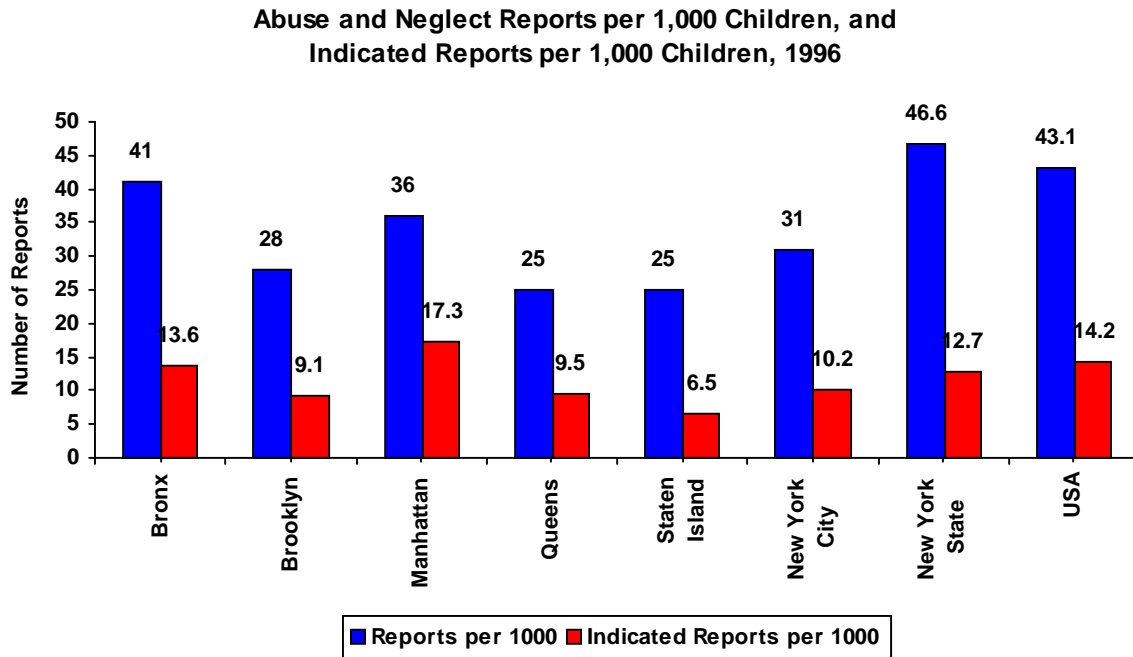


Figure 3.4



While the total number of reports and the percentage of reports that are indicated have been on the rise, New York City, overall, continues to experience a lower rate of repeated child abuse than New York State or the nation as a whole. Figure 3.5 illustrates the discrepancies among the five boroughs, New York City, New York State, and the nation. Of particular significance is the lesser number of abuse and neglect reports filed per 1,000 children in New York City versus the state and the nation (31 versus 46.6 and 43.1, respectively). This is also true of each of the five boroughs. The number of indicated reports per 1,000 children citywide is also less than those reported statewide and nationwide, although to a lesser degree (10.2 versus 12.7 and 14.2, respectively). This is not the case, however, concerning two of the five boroughs. The Bronx, for example, holds a higher rate than New York State (13.6), and Manhattan’s rate of 17.3 is higher than both the state and the nation’s rates.

Figure 3.5



**QUICKLY ACHIEVING A SAFE AND STABLE HOME
ENVIRONMENT FOR ALL CHILDREN IN FOSTER CARE**

CHAPTER FOUR

Number and Percentage of Children Separated from Their Siblings

Maintaining, establishing and encouraging family relationships are of primary importance to ACS Child Evaluation Specialists who determine foster care placements. The Agency has made increasing efforts to place siblings¹ together and to reunite children who have been separated. These efforts include hiring and training an additional 200 Child Evaluation Specialists to review and monitor foster care arrangements. The separation of sibling groups is considered appropriate under certain conditions. Such conditions include when placement together is likely to cause serious harm to the health, safety, or welfare of one or more of the siblings; one of the siblings has special needs or serious behavioral issues; or in cases of significant age variance. In some instances, a vacancy cannot be found in emergency placements for the entire sibling group. An automated tracking system is targeted for development to specifically document the reasons for sibling separation.

Method of Calculation: This indicator tracks the unification and separation of sibling groups placed in foster care. The numbers presented hereinafter represent individual children that comprise sibling groups. Applicable terms are defined below.

Intact: All of the siblings in a sibling group of the specified size are in the same facility.

Partly Separated: Some of the siblings in a sibling group of the specified size are in separate facilities.

Separated: All of the siblings in a sibling group of a specified size are in separate facilities.

Data Source: NYS OCFS Monitoring Analysis Profile, Calendar Year data. Data is based on Child Care Review Service (CCRS).

Table 4.1

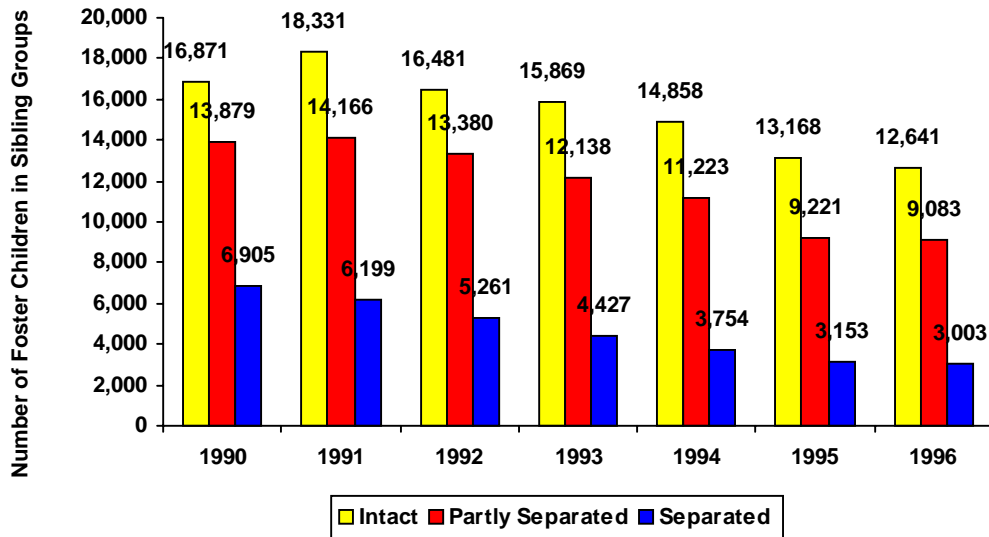
Percentage of Children Unified and Separated from their Siblings, 1990-1996

	1990	1991	1992	1993	1994	1995	1996
All children with siblings							
Intact	45%	47%	47%	49%	50%	52%	51%
Partly Separated	37%	37%	38%	37%	38%	36%	37%
Separated	18%	16%	15%	14%	12%	12%	12%
Total	100%	100%	100%	100%	100%	100%	100%
Two siblings							
Intact	64%	69%	68%	70%	71%	71%	72%
Separated	36%	31%	32%	30%	29%	29%	28%
Total	100%	100%	100%	100%	100%	100%	100%
Three siblings							
Intact	47%	50%	52%	54%	55%	57%	57%
Partly Separated	38%	36%	36%	36%	35%	34%	34%
Separated	15%	14%	12%	10%	10%	9%	9%
Total	100%	100%	100%	100%	100%	100%	100%
Four or more siblings							
Intact	26%	26%	27%	29%	30%	32%	31%
Partly Separated	68%	70%	70%	68%	68%	66%	67%
Separated	6%	4%	3%	3%	2%	2%	2%
Total	100%	100%	100%	100%	100%	100%	100%

Note 1: The term siblings refers to both full- and half-siblings.

Figure 4.1

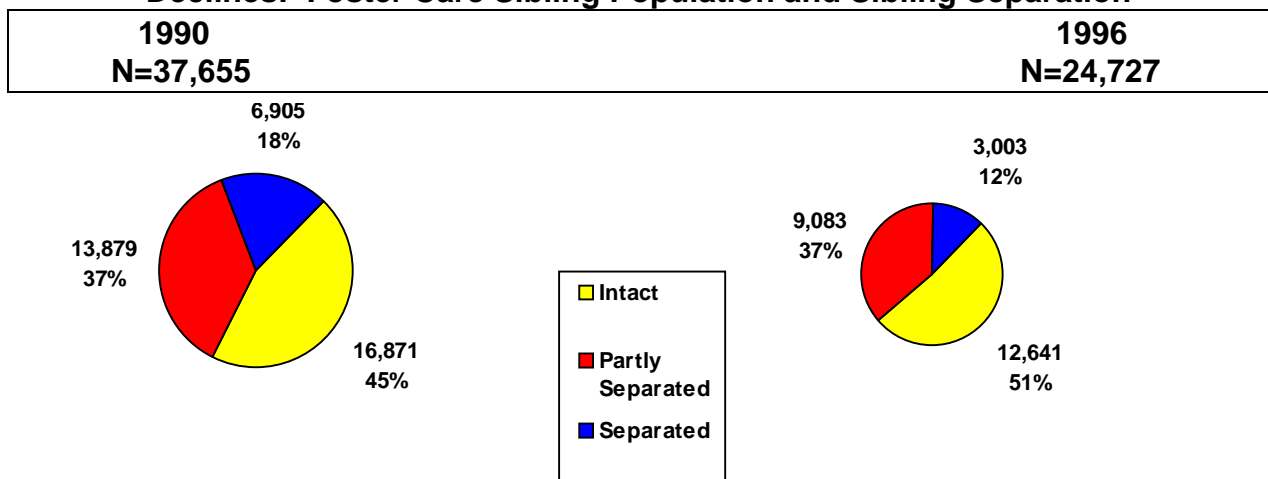
All Children with Siblings: Unified and Separated, 1990-1996



Analysis: Both Table 4.1 and Figure 4.1 demonstrate that fewer children have been separated from their siblings when placed in foster care, decreasing from 20,784 partially or fully separated in 1990 to 12,086 in 1996. This decline arises from two factors: 1) the number of children in foster care with siblings has declined 34.3%; and 2) the proportion of children in foster care placed with some or all of their siblings has risen from 82% to 88%. Figure 4.2 illustrates these distinct conditions which have manifested since 1990. The population of foster care children with siblings has declined by approximately 13,000 between 1990 and 1996; of this smaller population, a higher percentage has remained intact (51% versus 45%) while a lesser percentage has been separated (12% versus 18%).

Figure 4.2

Declines: Foster Care Sibling Population and Sibling Separation



These circumstances are true of every sibling group (including groups of two, three, and four or more siblings). Table 4.2 depicts the decline in the sibling foster care population across all size groups between 1990 and 1996; the two sibling population fell nearly 37%, three siblings more than 40%, and the four or more sibling population decreased nearly 28%.

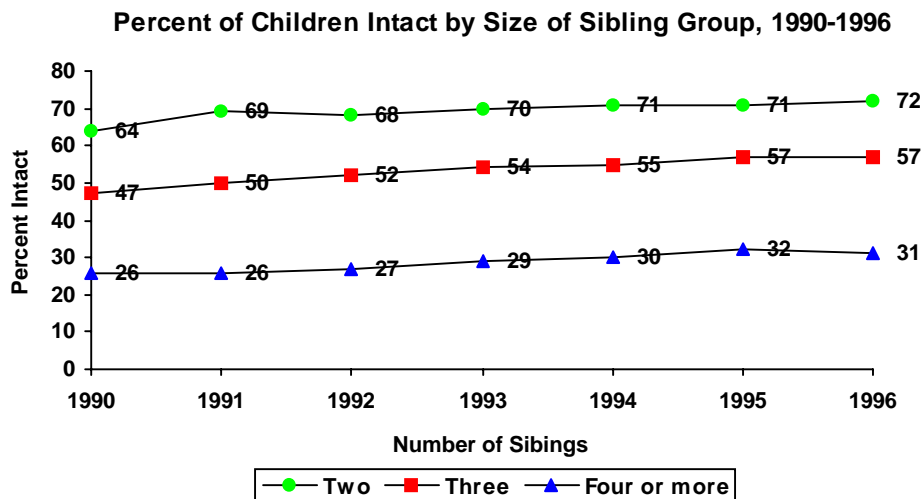
Table 4.2

Number of Children Unified and Separated from their Siblings, 1990-1996

	1990	1991	1992	1993	1994	1995	1996
Two siblings							
Intact	7,990	9,062	7,672	7,248	6,640	5,858	5,656
Separated	4,420	4,034	3,572	3,156	2,758	2,340	2,216
Total	12,410	13,096	11,244	10,404	9,398	8,198	7,872
Three siblings							
Intact	5,211	5,490	5,034	4,755	4,449	3,936	3,765
Partly Separated	4,152	3,930	3,561	3,171	2,823	2,331	2,238
Separated	1,641	1,491	1,197	909	795	591	579
Total	11,004	10,911	9,792	8,835	8,067	6,858	6,582
Four or more siblings							
Intact	3,670	3,779	3,775	3,866	3,769	3,374	3,220
Partly Separated	9,727	10,236	9,819	8,967	8,400	6,890	6,845
Separated	844	674	492	362	201	222	208
Total	14,241	14,689	14,086	13,195	12,370	10,486	10,273

As figure 4.3 demonstrates, children in smaller sibling groups are more likely to remain fully intact. In 1996, the majority of children with only one sibling were placed together in the same foster care setting (72%). Children with two siblings were placed together 57% of the time, and 31% of children with three or more siblings were placed with all of their siblings. For each size group, the percentage of siblings placed together has increased gradually during the 1990s.

Figure 4.3



Number and Percentage of Children Discharged to Permanent Homes Before 3, 6, 9, 12 and 18 Months in Foster Care

The central mission of the Foster Care division is finding and supporting safe, loving, permanent homes as quickly as possible for every child in need in New York. This division will continue to exert substantial effort to expedite the adoption process and thereby achieve rapid, permanent placement for children whose parents cannot provide a stable and nurturing environment.

Method of Calculation: This indicator tracks the total number of children entering foster care each year who were discharged before 3, 6, 9, 12 and 18 months. The cohort measured include new admissions (the children do not have a history of prior foster care placement). Because different types of placement have historically shown distinctive discharge patterns, this data is subsequently presented according to the children's most recent placement type (foster boarding home, kinship foster home, and congregate care). Relevant terms are presented below.

Total Number of Children: This section computes the number of children who entered foster care during a given year. Table 4.3 provides the number of children who entered all three placement types combined; Tables 4.4, 4.5, and 4.6 present this information categorically.

Cumulative Percentage: For each admission year, the increasing proportion of the cohort that was discharged by length of stay is presented. For example, Table 4.3 illustrates that 39% of the 8,655 children who entered foster boarding homes in 1985 were discharged in less than 3 months (3,375 children). The percentage provided in the column that immediately follows adds to the preceding column. Therefore, the 4,068 children who were discharged in less than 6 months in 1985 (47% of 8,655) includes the 3,375 children who were discharged within 3 months. This additive methodology is applied to each of the time periods presented in the tables.

Still in Care as of 1/98: This value represents the number of children, for each admission year, who had not been discharged by January 1998. To illustrate, Table 4.3 reveals that of the 8,655 children who entered foster care in 1985, 1% (87 children) were still in care in January 1998. Data entry lags for 1996 and 1997 may cause underreporting of discharges for those time periods.

Median Length of Stay: This value reflects, in years, the amount of time spent in foster care by precisely half of the given foster care population, based on admission cohorts.

Foster Boarding Homes (FBH): An FBH is a family-type home where the daily care of the foster child is provided by the certified or approved foster parent(s) who is/are supervised by a caseworker employed by an authorized agency. An FBH is considered to be the least restrictive level of care.

Kinship Foster Homes: Kinship care is a subsidized form of foster care which provides an alternative to adoption by allowing the kinship foster parent to be designated as the legal guardian of the child, without legally terminating the rights of the birth parent.

Congregate Care: This type of placement serves adolescents who are the most difficult to place as a result of their age and behavioral problems.

Data Source: Child Care Review Service, Calendar Years 1985-1997.

Table 4.3

**Percent of Children Discharged From FOSTER CARE
Before 3, 6, 9, 12 and 18 Months in Care by Year of Entry, 1985-1997**

Year	Total No. Children	Months Before Discharge					Still in Care as of 1/98 %	Median Length of Stay Years
		<3 cum. %	<6 cum. %	<9 cum. %	<12 cum. %	<18 cum. %		
1985	8,655	39%	47%	52%	56%	61%	1%	1.47
1986	9,239	33%	41%	44%	47%	51%	5%	2.49
1987	13,869	19%	23%	27%	29%	32%	10%	4.06
1988	16,335	16%	21%	24%	26%	30%	13%	3.97
1989	19,557	17%	23%	27%	29%	34%	13%	3.36
1990	14,275	22%	29%	33%	35%	40%	14%	2.75
1991	11,608	23%	29%	32%	36%	41%	17%	2.68
1992	9,855	23%	29%	33%	36%	42%	22%	2.53
1993	9,359	22%	29%	33%	37%	43%	29%	2.34
1994	8,526	23%	29%	33%	36%	42%	40%	N.A.
1995	7,266	23%	29%	33%	37%	43%	49%	N.A.
1996	9,717	23%	29%	33%	36% ¹	39% ¹	60%	N.A.
1997	8,859 ¹	23% ¹	N.A.	N.A.	N.A.	N.A.	72%	N.A.

N.A. = Not Available

Note 1: Data entry lags in CCRS may bias these figures downward.

Analysis: Table 4.3 depicts all foster care admissions between 1985 and 1997, including children placed in foster boarding homes, kinship foster homes, and congregate care facilities (see Appendix B, p. 82 for the active foster care population which includes the total number of children in all foster care facilities on the last day of the June reporting period). The data reveals considerable variability during the past decade, particularly between 1986 and 1989. For instance, the total number of children admitted to foster care in 1987 reflects a 50% increase over the 1986 population. The number of children admitted to care continued to climb, reaching a peak of 19,557 in 1989. These increases are largely attributable to the kinship population, which grew an astounding 385% between 1986 and 1987 (from a low of 885 to a high of 4,292). As Table 4.5 illustrates, a high of 7,185 was reached in 1989, and since that time the kinship admission population has steadily decreased, leveling off at approximately 1,100 in 1996. This admission decline is generally mirrored in Table 4.3. In contrast, foster boarding homes and congregate care facilities have maintained fairly stable cohort admissions since 1985 (displayed in Tables 4.4 and 4.6).

The surge of children admitted to kinship care during this time period elucidates the increase that occurred regarding median length of stay, rising from 2.49 years in 1986 to 4.06 years in 1987 (Table 4.3). Historically, children spend an exceedingly longer period of time in kinship care versus foster boarding and/or congregate care. Therefore, the significant increases attained by the kinship admission cohorts between 1987 and 1989 ultimately drove up the median for the entire foster care cohort. As Table 4.3 illustrates, the median declined 22% between 1989 and 1990 (from 3.36 years to 2.75 years), concurrent to a significant decrease in kinship admissions. Since that time, the median has steadily decreased, albeit marginally, reaching a low of 2.34 years in 1993.

Table 4.4

Percent of Children Discharged From FOSTER BOARDING HOMES

Year	Total No. Children	Months Before Discharge					Still in Care as of 1/98	Median Length of Stay
		<3	<6	<9	<12	<18		
		cum. %	cum. %	cum. %	cum. %	cum. %	%	Years
1985	5,511	34%	42%	47%	50%	54%	2%	2.01
1986	5,015	29%	36%	40%	42%	46%	5%	3.16
1987	6,180	21%	26%	29%	31%	34%	8%	3.95
1988	6,794	19%	23%	26%	28%	32%	11%	3.92
1989	8,526	20%	25%	29%	30%	35%	13%	3.52
1990	7,511	25%	31%	34%	36%	40%	14%	3.17
1991	6,378	26%	31%	34%	37%	41%	16%	3.00
1992	5,588	25%	31%	34%	37%	41%	23%	2.95
1993	5,580	23%	29%	33%	35%	40%	32%	2.99
1994	5,180	22%	28%	31%	33%	38%	43%	N.A.
1995	4,467	23%	28%	31%	33%	37%	56%	N.A.
1996	6,627	24%	29%	32%	34% ¹	37% ¹	63%	N.A.
1997	6,254 ¹	22% ¹	N.A.	N.A.	N.A.	N.A.	74%	N.A.

Table 4.5

Percent of Children Discharged From KINSHIP FOSTER HOMES

Year	Total No. Children	Months Before Discharge					Still in Care as of 1/98	Median Length of Stay
		<3	<6	<9	<12	<18		
		cum. %	cum. %	cum. %	cum. %	cum. %	%	Years
1985	84	0%	0%	0%	0%	0%	20%	7.01
1986	885	1%	1%	2%	2%	5%	22%	6.60
1987	4,292	1%	2%	4%	5%	8%	19%	6.24
1988	5,683	2%	4%	6%	8%	10%	21%	5.44
1989	7,185	5%	10%	13%	15%	19%	18%	4.29
1990	4,194	6%	13%	17%	19%	23%	22%	3.74
1991	3,085	6%	12%	14%	17%	21%	29%	3.87
1992	2,279	7%	11%	14%	16%	22%	36%	3.81
1993	1,850	6%	12%	14%	17%	23%	41%	N.A.
1994	1,384	3%	6%	9%	11%	15%	64%	N.A.
1995	941	2%	5%	8%	10%	17%	74%	N.A.
1996	1,075	4%	8%	9%	12% ¹	14% ¹	85%	N.A.
1997	618 ¹	4% ¹	N.A.	N.A.	N.A.	N.A.	90%	N.A.

Table 4.6

Percent of Children Discharged From CONGREGATE CARE

Year	Total No. Children	Months Before Discharge					Still in Care as of 1/98	Median Length of Stay
		<3	<6	<9	<12	<18		
		cum. %	cum. %	cum. %	cum. %	cum. %	%	Years
1985	3,060	49%	58%	63%	68%	75%	0%	0.89
1986	3,339	48%	58%	62%	66%	72%	1%	0.79
1987	3,397	38%	46%	51%	54%	60%	3%	1.07
1988	3,858	33%	41%	45%	49%	55%	5%	1.04
1989	3,846	34%	43%	48%	53%	59%	5%	0.97
1990	2,570	37%	48%	54%	60%	68%	3%	0.85
1991	2,145	36%	47%	52%	59%	68%	4%	0.86
1992	1,988	34%	44%	50%	58%	69%	5%	0.90
1993	1,929	36%	47%	53%	62%	72%	9%	0.78
1994	1,962	39%	48%	54%	61%	73%	13%	0.75
1995	1,858	34%	43%	50%	60%	72%	21%	0.86
1996	2,015	30%	40%	47%	56% ¹	61% ¹	39%	N.A.
1997	1,987 ¹	31% ¹	N.A.	N.A.	N.A.	N.A.	58%	N.A.

N.A. = Not Available

Note 1: Data entry lags in CCRS may bias these figures downward.

Table 4.4 illustrates that the percentage of children placed in foster boarding homes who were discharged within three months decreased from 34% in 1985 to 22% in 1997. Likewise, the percentage leaving care before 18 months has declined, from 54% in 1985 to 37% in 1996. As of January 1998, 2% of the 1985 FBH admission cohort remained in care. Not surprisingly, this figure has invariably increased over time, reaching 56% of the 1995 cohort when measured at the same point in time. Although the cumulative percentage of children discharged in less than 18 months has declined since 1985, the overall FBH admission cohort has experienced shorter periods in care. For instance, in 1987 half of the children admitted to FBH spent nearly four years in care; in 1993, the median length of stay was reduced to approximately three years.

Children in kinship foster care consistently experience longer lengths of stay in care than those served in FBH or congregate care settings. As Table 4.5 illustrates, the median length of stay in 1985 was 7.01 years. However, this figure declined by 46% over a seven-year period, down to 3.81 years in 1992. Overall, the percentage of children discharged across each time period increased between 1985 and 1990; thereafter, marginal declines occurred. For example, the percentage discharged within three months increased from 0% in 1985 to 7% in 1992, then declined to 4% in 1997. Similarly, children discharged before 18 months increased from 0% in 1985 to 23% in the early 1990s, then declined to 14% by 1996. Since the percentage of children discharged from kinship foster homes before 18 months is generally low, the proportion that remained in care as of January 1998 is expectedly quite high. For instance, Figure 4.6 reveals that in January 1998, 20% of the 1985 cohort was still in care. Consistent with the FBH population, this figure is naturally higher for later years than for earlier ones, so that 74% of children who entered care in 1995 were still in care in January 1998. Moreover, the total number of children admitted to kinship foster homes varied considerably between 1985 and 1997, ranging from a low of 84 in 1985 to a high of over 7,100 in 1989. These distinct elements working in tandem have slowed declines in the size of the in-care population.

Foster children in congregate care placements experience significantly shorter stays in care as revealed by Table 4.6. In 1985, almost half (49%) of children in congregate care were discharged in less than three months. By 1997, the percentage discharged within three months had decreased to 31%. As a result of consistently higher discharge rates, the percentages of children who remained in congregate care as of January 1998 are significantly lower than the respective FBH and kinship foster home percentages. To illustrate, for each congregate care population from 1985 until 1993, the percentages of children who were still in care when measured in January 1998 did not rise above 10%. As depicted in Table 4.6, congregate care admissions spend the shortest amount of time in care. In 1987, half of the admission cohort spent 1.07 years in care, representing the longest interval in a period of twelve years. The shortest length of stay was achieved in 1994 when the median was .75 years.

The wide disparity between the three types of foster care placement is largely attributable to the varying ages of children typically admitted to each type of care and their previous placement histories. For example, children placed in congregate care are generally older than children placed in the two alternative settings. In 1996, 94% of children admitted into congregate foster care were 11 years of age or older. Therefore, children in this type of setting are more likely to age out of the system as compared to children in either FBH or kinship foster homes. In contrast, the majority of children placed in FBH and kinship foster homes are under 11 years of age (83% and 81% respectively in 1996). While the percentages of children under the age of 11 are nearly equal for the FBH and the kinship foster populations, the latter generally remain in care for longer periods of time.

Figure 4.4

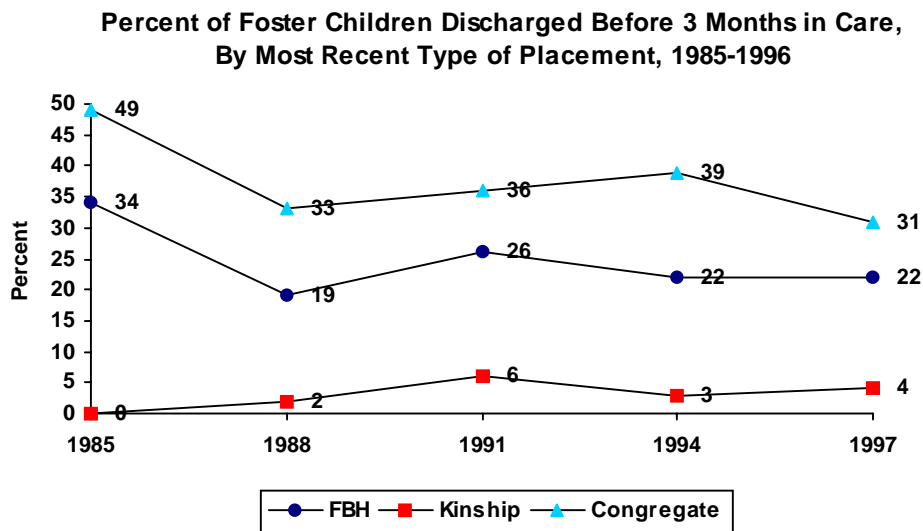


Figure 4.5

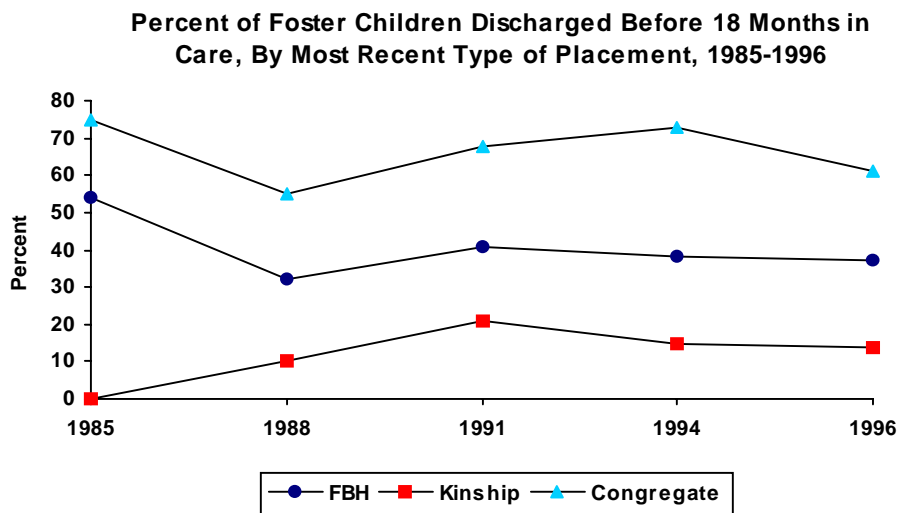
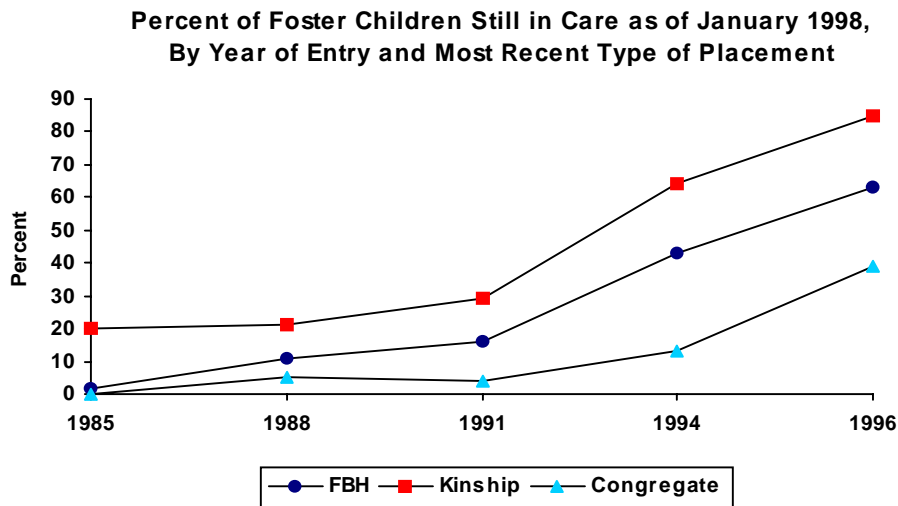


Figure 4.6



Number of Re-Entries into Foster Care

Minimizing the number of re-entries into foster care experienced by each child is consistent with the goals of maintaining stable placements, facilitating permanency for children, and reducing the trauma of separation from caretakers. This indicator measures the number of subsequent entries experienced by each child admitted to foster care for the first time, based on the year they entered care.

Method of Calculation: The total number of children who entered foster care for the first time between 1985 and 1997 is presented in Table 4.7 (First Admissions). These totals are comprised of children who have, to date, had no subsequent entries, one, two, and three or more subsequent entries. To illustrate, 8,689 children entered foster care in 1985 for the first time. Of this population, 72% (6,257) have not experienced a second entry to date, 21.1% (1,832) have re-entered once, 5.2% (449) have re-entered twice, and 1.7% (151) have re-entered three or more times. For each year, the percentage of all new foster care admissions that subsequently re-entered the system is provided.

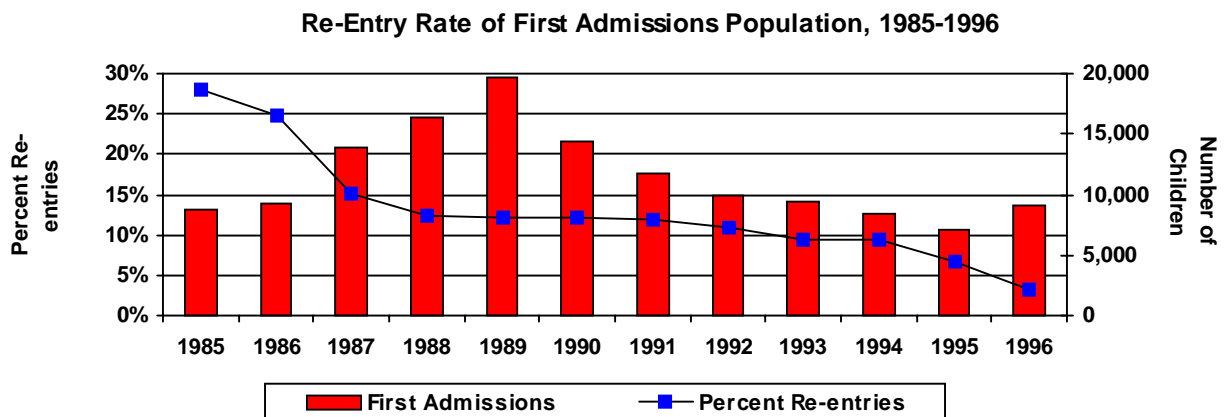
Data Source: Child Care Review Service, Calendar Years 1985-1996.

Table 4.7

Subsequent Entries of Foster Care Children by First Admissions, 1985-1996

Year	First Admissions	Single Entry		1 Subsequent Entry		2 Subsequent Entries		3+ Subsequent Entries		Percent Re-entries
	No.	No.	%	No.	%	No.	%	No.	%	
1985	8,689	6,257	72.0%	1,832	21.1%	449	5.2%	151	1.7%	28.0%
1986	9,263	6,953	75.1%	1,775	19.2%	407	4.4%	128	1.4%	24.9%
1987	13,926	11,830	84.9%	1,768	12.7%	284	2.0%	44	0.3%	15.1%
1988	16,389	14,365	87.7%	1,697	10.4%	273	1.7%	54	0.3%	12.3%
1989	19,657	17,260	87.8%	2,043	10.4%	295	1.5%	59	0.3%	12.2%
1990	14,319	12,574	87.8%	1,492	10.4%	212	1.5%	41	0.3%	12.2%
1991	11,654	10,278	88.2%	1,211	10.4%	142	1.2%	23	0.2%	11.8%
1992	9,881	8,806	89.1%	949	9.6%	105	1.1%	21	0.2%	10.9%
1993	9,372	8,492	90.6%	765	8.2%	97	1.0%	18	0.2%	9.4%
1994	8,504	7,712	90.7%	709	8.3%	72	0.8%	11	0.1%	9.3%
1995	7,149	6,670	93.3%	450	6.3%	23	0.3%	6	0.1%	6.7%
1996	9,078	8,799	96.9%	271	3.0%	7	0.1%	1	.01%	3.1%

Figure 4.7



Analysis: Table 4.7 reveals considerable variability over the past decade, both in the number of new admissions to foster care and the frequency with which children have re-entered the system. For example, the number of children admitted to foster care for the first time increased 60% between 1985 and 1987, climbing steadily until reaching an apex in 1989. Conversely, the proportion of children who re-entered foster care at some point in time declined nearly 13 percentage points in this two year period. These inverted circumstances are largely attributable to the composition of the foster care population. Prior to 1987, the total foster care population consisted largely of children placed in congregate care facilities. Congregate care admissions are generally older children (in 1996, 94% were 11 years of age or older). While these children spend the shortest amount of time in care, they typically experience multiple entries. This is reflected in the elevated 1985 and 1986 re-entry rates (28% and 24.9%, respectively).

Children who had been placed with relatives through the Family Court were officially admitted to the foster care system in the late 1980s. This circumstance, coupled with the advent of the crack-cocaine epidemic, caused a surge in the total foster care population. Kinship admissions are generally younger children (in 1996, 81% were under the age of 11) who consistently encounter the longest lengths of stay in care. As a result, these children experience fewer repeated entries than children in congregate care settings. The influx of kinship admissions beginning in 1987 has thus driven down the overall re-entry rate.

While the percentage of children who have experienced a re-entry into foster care has declined since 1987, it is important to bear in mind that subsequent entries are probable, particularly among children admitted to care in recent years. As time elapses, therefore, the re-entry rates of recent populations are likely to increase.

Number and Percentage of Children Allowed to Age Out of the Foster Care System without a Permanent Family

Ideally, all foster children should be discharged to a permanent family, either their birth families, relatives, or adoptive families. Older children who cannot be reunited with their families, have not been adopted, or do not wish to be adopted may plan for independent living and be discharged to their own responsibility. For foster children whose most recent permanency planning goal is discharge to independent living, aging out of the system is consistent with their goal.

Method of Calculation: This indicator measures the number of children released annually to independent living between 1990 and 1996, and the percent of all discharges that fall in this category. In addition, it tracks the percentage of children who age out of the system by their most recent permanency planning goal for Calendar Year 1996.

Date Source: Child Care Review Service, Calendar Years 1990-1996.

Table 4.8

Total Number of Children Discharged from Foster Care and Percent Discharged by Type, 1990-1996

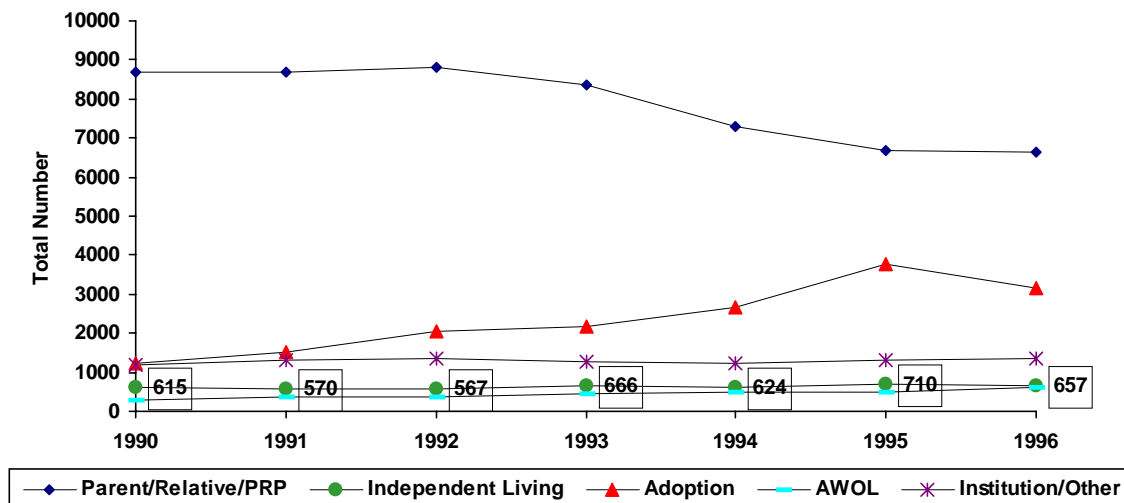
	1990	1991	1992	1993	1994	1995	1996
Total Number Discharged	11,994	12,475	13,176	12,898	12,335	12,992	12,447
Discharge Reason:							
Parent/Relative/PRP ¹	73%	69%	67%	65%	60%	51%	53%
Independent Living	5%	5%	4%	5%	5%	5%	5%
Adoption	10%	13%	16%	17%	21%	29%	25%
AWOL	2%	3%	2%	3%	4%	4%	5%
Institute/Other ²	10%	10%	11%	10%	10%	11%	12%

Note 1: PRP=Primary Resource Person

Note 2: Other includes, military, adult job training, moved out of the district, and penal/DFY facility.

Figure 4.8

Number of Children Discharged from Foster Care by Discharge Type 1990-1996



Analysis: A total of 12,447 children were discharged from foster care in 1996. Of these children, 657 (5%) were released to independent living, without a permanent family. As depicted by Figure 4.8 (p. 41), the percentage of foster care discharges in which a child was released to his or her own responsibility remained steady from 1990 to 1996, at 4% to 5% each year.

Table 4.9

Permanency Planning Goals of Children Discharged to Independent Living, 1996

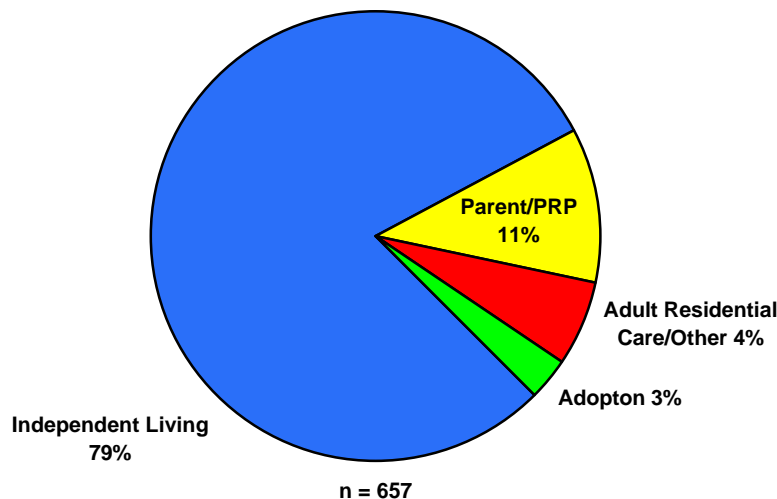
Permanency Planning Goal	Number	Percent
Total	657	100.0%
Parent/Relative/PRP	74	11.3%
Independent Living	521	79.3%
Adoption	20	3.0%
Adult Residential Care/Other ¹	42	6.4%

Note 1: Other includes a small number of children with an incorrectly recorded goal or for whom no goal was recorded.

As Figure 4.9 reveals, the majority of foster children released to independent living in 1996 had a permanency planning goal of independent living (79.3%). Approximately 11% of children released to independent living had a goal of return to a parent, relative or primary resource person, 3% had a permanency planning goal of adoption, and 6% had a goal of adult residential care or other goals.

Figure 4.9

Permanency Planning Goals of Children Released to Independent Living, 1996



Number and Percentage of Removals of Children from Families that are Receiving Preventive Services

When it has been determined that a child is not in imminent danger, the provision of preventive services permits ACS to help the family improve the circumstances which may lead to child abuse or maltreatment. Preventive services are provided to allow children to remain safely in their homes, reduce the time spent in foster care, and/or prevent re-entry into foster care. Any ambiguity regarding the safety of the child is resolved in favor of removing the child from harm's way.

Method of Calculation: This indicator measures the number of children from families receiving preventive services who were subsequently placed directly into foster care. The cumulative number of children in families receiving preventive services is provided, which includes all children whose cases were carried over from the previous Fiscal Year in addition to all children whose cases were opened during the current Fiscal Year. These figures assume an average of 2.5 children per family receiving services. Of this population, the total number of foster care placements is provided. In addition, this indicator measures the number of children referred to preventive services by ACS and by contract agencies. Relevant terms are provided below.

Contract Preventive Services (Purchased Preventive Services, PPRS): ACS provides preventive services through community-based preventive service agencies under contract. Contracted agencies take referrals from ACS caseworkers, from families who apply themselves, or from families referred by other sources. PPRS programs include:

- General Abuse/Neglect: General preventive services.
- Persons in Need of Supervision (PINS) Diversion: These programs serve families with children between 12 and 16 years of age whose parents came to Family Court to request a petition.
- Intensive (Family Rehabilitation Program): This program was created for families in which parental substance abuse is a presenting problem and who have at least one child in the home under six years of age.
- Beacons: Implemented in 1994, Beacons is a school-based program designed address the needs at-risk students. Referrals are made principally by the school system.

Direct Preventive Services: ACS provides preventive services directly through various channels, including:

- Court Ordered Supervision (COS). This constitutes an official order by the Court to provide services to a family who is at risk of abusing or maltreating their child.
- Family Preservation Program (FPP). FPP provides short-term crisis intervention and family preservation services, including parent training groups, substance abuse programs, and homemaking and housing subsidy programs. Services are provided in situations where removal would otherwise occur.
- Teenage Services Act (TASA). TASA represents a specialized direct preventive service program for pregnant adolescents.

Data Source: ACS, Office of Management, Development & Research, Fiscal Years 1990-1997.

Table 4.10

**Number of Children From Families Receiving Preventive Services Placed in Foster Care
1990-1997**

	1990	1991	1992	1993	1994	1995	1996	1997
Contract Services								
Children Served	36,855	37,215	38,910	41,210	42,243	44,645	44,358	47,280
Total Placements	191	732	852	627	703	926	941	948
Percent Placed	0.5%	2.0%	2.2%	1.5%	1.7%	2.1%	2.1%	2.0%
Bronx	N.A.	243	226	164	195	303	256	207
Brooklyn	N.A.	179	224	144	212	261	235	271
Manhattan	N.A.	227	268	260	198	200	304	362
Queens	N.A.	73	71	37	46	103	103	87
Staten Island	N.A.	10	63	22	52	59	43	21
Direct Services								
Children Served	35,003	34,005	30,075	29,305	25,878	22,668	20,480	16,533
Total Placements	289	218	513	802	781	660	533	444
Percent Placed	0.8%	0.6%	1.7%	2.7%	3.0%	2.9%	2.6%	2.7%

N.A. = Not Available

Analysis: Table 4.10 illustrates that 47,280 children received contract preventive services and 16,533 received direct preventive services from ACS in fiscal year 1997 (see Appendix B, p. 75 for the number of new cases opened and cumulative cases served). ACS direct preventive services are not strictly analogous to contract services; most such services are associated with child protection services or case management of on-going services. Among children receiving contracted preventive services in 1997, 2% were placed into foster care, while 2.7% of children receiving direct services were placed in care (Figure 4.10). The percent of children placed in foster care while receiving contracted preventive services has varied only slightly throughout most of the 1990s, with a low of 0.5% in 1990 and a high of 2.2% in 1992. Similarly, the percent of children receiving direct services who were placed in foster care has varied between 0.8% in 1990 and 3.0% in 1994.

Figure 4.10

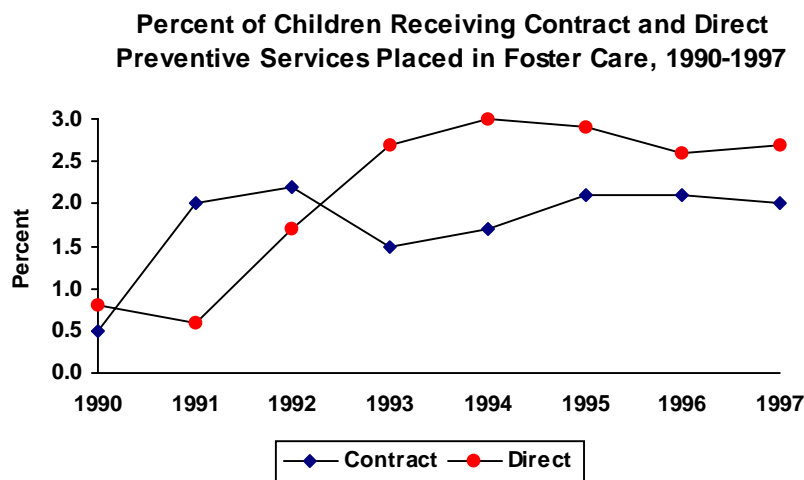
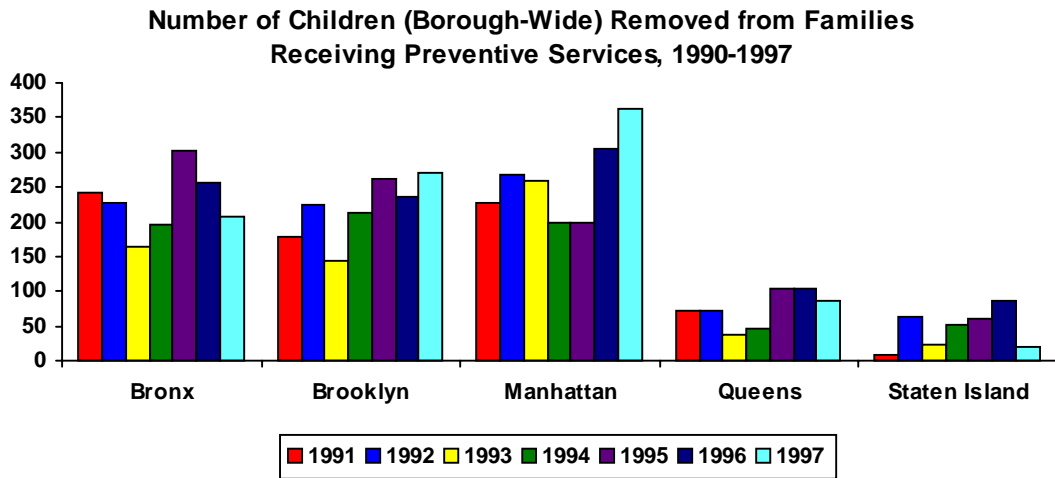


Figure 4.11



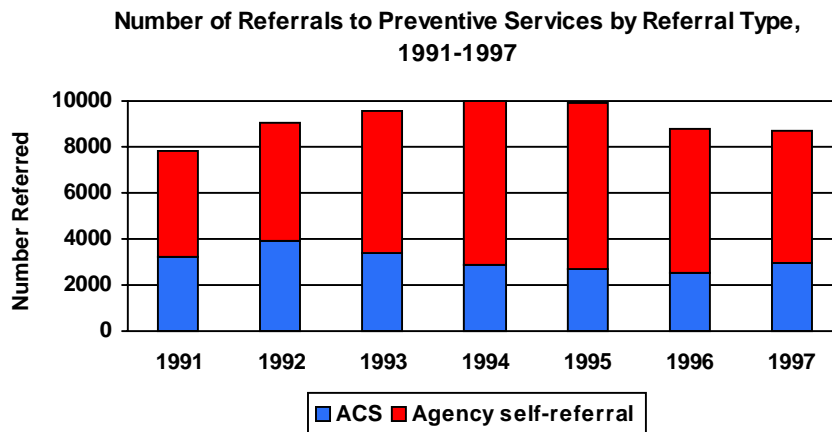
At the borough level, the number of children receiving contracted preventive services who have been placed in foster care has varied from year to year. As Figure 4.11 illustrates, Staten Island has experienced the lowest number of placements, ranging between 10 and 63 per year since 1991. In contrast, Manhattan has experienced the highest number of placements, reporting a low of 198 in 1994 and a high of 362 in 1997.

Table 4.11

Number of Families Referred to Purchased Preventive Services 1991-1997

	1991	1992	1993	1994	1995	1996	1997
Families Referred to PPRS	7,857	9,012	9,578	9,979	9,890	8,795	8,707
ACS Referrals	3,181	3,948	3,366	2,904	2,670	2,521	2,963
Self or Other Referrals	4,676	5,064	6,212	7,075	7,220	6,274	5,744
Percent ACS Referrals	40%	44%	35%	29%	27%	29%	34%

Figure 4.12



As Table 4.11 reveals, the number of families referred to contract preventive services (PPRS) has fluctuated since 1991 by approximately 2,100 families, from a high of 9,979 to a low of 7,857. Between 1990 and 1991, the number of referrals increased by nearly 14%; this figure continued to rise for three successive years. The total number of referrals subsequently declined in 1996 and again in 1997. ACS referred 2,963 families to contract preventive services in 1997, constituting approximately 34% of all preventive service referrals for the year (8,707). This reflects a 17.5% increase over the number of referrals made by ACS in 1996.

Table 4.12

**Contract Preventive Services (PPRS)
Average Number of Days Open by Program Type, 1993-1997**

Type	1993	1994	1995	1996	1997
General Abuse/Neglect	426	449	409	418	438
Persons in Need of Supervision (PINS) Diversion	418	387	397	396	395
Intensive	206	268	291	340	327
Beacons	N.A.	131	223	287	350
System Average	405	424	400	415	420

N.A. = Not Available

Table 4.12 illustrates the number of days, on average, a preventive services case remains open with ACS contracted agencies. As the data reveals, the system-wide average fluctuated marginally between 1993 and 1997, from a low of 400 to a high of 424. The widest margin appeared in the Beacons program, ranging from an average of 131 days in 1994 to 350 days in 1997. The 167% increase that occurred during this time period was attributable to the program's recent inception in 1994.

**ASSURING THAT ALL CHILDREN ENTITLED TO CHILD SUPPORT
PAYMENTS RECEIVE THOSE PAYMENTS ON TIME**

CHAPTER FIVE

Number and Percentage of Parents Against Whom Orders of Support are Obtained

Method of Calculation: This indicator measures the total number of new and active child support orders that were obtained between 1990 and 1997. This information is categorized by Public Assistance (PA) status; orders received for families receiving PA and for families not receiving PA. The total amount collected reflects money received from active support orders only. Relevant terms are defined below.

New Support Orders: Total number of support orders initiated during the current Fiscal Year.

Active Support Orders: Total number of support orders outstanding on the last day of the June reporting period.

Data Source: Office of Child Support Enforcement, Fiscal Years 1990-1997.

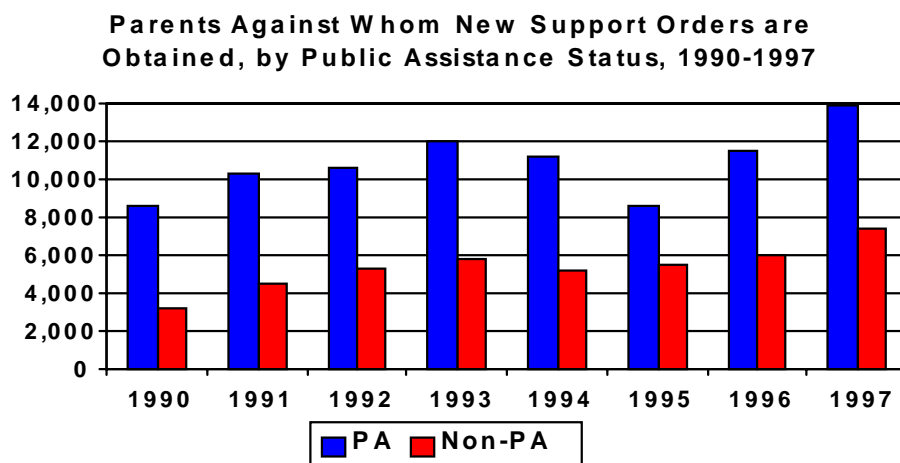
Table 5.1

Number of Parents Against Whom Orders of Support are Obtained, 1990-1997

	1990	1991	1992	1993	1994	1995	1996	1997
New Support Orders								
Total	11,822	14,847	15,842	17,771	16,489	14,042	17,572	21,315
Public Assistance	8,636	10,334	10,582	11,968	11,244	8,569	11,540	13,881
Non Public Assistance	3,186	4,513	5,260	5,803	5,245	5,473	6,032	7,434
Percent PA Orders	73%	70%	67%	67%	68%	61%	66%	65%
Active Support Orders								
Total	N.A.	N.A.	116,272	123,844	128,109	131,629	139,042	149,308
Public Assistance	54,372	59,145	63,922	67,899	69,416	65,930	65,227	65,327
Non-Public Assistance	N.A.	N.A.	52,350	55,945	58,693	65,699	73,815	83,981
Percent PA Orders	N.A.	N.A.	55%	55%	54%	50%	47%	44%
Collections (\$millions)								
Total	\$106.14	\$127.92	\$159.54	\$179.09	\$189.24	\$196.78	\$218.19	\$256.17
Public Assistance	\$54.20	\$65.73	\$81.98	\$90.85	\$93.58	\$88.79	\$91.18	\$100.75
Non-Public Assistance	\$51.94	\$62.19	\$77.56	\$88.25	\$95.65	\$108.00	\$127.01	\$155.42

N.A. = Not Available

Figure 5.1



Analysis: As Figure 5.1 illustrates, the number of child support orders obtained by families both receiving and not receiving Public Assistance has increased considerably since 1990. In 1997, 21,315 new child support orders were obtained compared to 11,822 in 1990. Sixty-five percent of new child support orders were for parents on Public Assistance. Since 1990, the number of new support orders issued per year has increased 80% (Table 5.2). The number of new orders to parents on public assistance increased 61% while the number of child support orders to parents not on Public Assistance increased 133%.

Table 5.2

**Percentage Increase in the Number of Orders of Support Obtained and Collections
1990-1997 and 1995-1997**

	% Increase 1990-1997	% Increase 1995-1997
New Support Orders		
Total	80%	52%
Public Assistance	61%	62%
Non Public Assistance	133%	36%
Active Support Orders		
Total	N.A.	13%
Public Assistance	20%	-1%
Non-Public Assistance	N.A.	28%
Collections (\$millions)		
Total	141%	30%
Public Assistance	86%	13%
Non-Public Assistance	199%	44%

N.A. = Not Available

PART III: INTERIM MEASURES

**TRACKING AT THE HIGHEST LEVEL OF ACS COMPLIANCE WITH
CRITICAL STATE AND FEDERAL REQUIREMENTS**

CHAPTER SIX

COMPLIANCE

ACS must comply with a host of conditions and regulations that have been established by the New York State Department of Social Services, the U.S. Department of Health and Human Services, and the various courts. The majority of these governing factors necessitate accomplishing tasks and achieving milestones within a specific timeframe. During the Spring of 1996, the newly-created Administration for Children's Services began an intensive effort to bring its cases into compliance with State and Federal requirements. The goal of this effort was to prepare for the implementation of the Statewide Services Payment System (SSPS) and CONNECTIONS, the state-wide computer system that automates child welfare functions. This endeavor has reached virtually every programmatic area of ACS and has included procedural improvements, management enhancements, training, and organizational restructuring. In every division, management strategies were implemented which stressed the importance of documentation, procedure, and regular accountability.

Much of the overall effort focused on creating or improving inadequate processes and creating new ones to ensure compliance. According to the Agency's ongoing analysis, the most commonly identified problem was not that tasks hadn't been completed, but that a lack of uniform processes prevented this work from being data entered into the State's computer systems, thus preventing Federal and State revenue reimbursement. By strengthening the management in the field offices, ACS has been able to ensure that all of these new processes will be followed to their completion.

The six indicators presented in this chapter measure ACS' capacity to meet critical Federal and State requirements.

Tracking all Home Visits

When ACS receives a report of abuse or neglect, caseworkers are required by City law to make a home visit to families within 48 hours.¹ The State of New York imposes an additional requirement that must be met prior to the City's requirement. This regulation specifically dictates that contact be made within 24 hours with a family who is the subject of an abuse or neglect report to ensure the safety of the children. This action represents the initial step of the caseworkers investigation.

ACS is in the process of implementing an automated tracking system to document the status of all 24 hour contacts and 48 hour home visits. At present, information on 48 hour home visits is only available for the Office of Confidential Investigations (OCI). This indicator tracks compliance with the City's regulation by OCI, which is responsible for investigating reports of abuse or neglect in foster boarding homes, approved relative homes, and day care settings.

Method of Calculation: The percentage of all home visits made within 48-hours of receiving a report of abuse or neglect is shown for each year.

Data Source: OCI self-reported data.

Table 6.1

	1990	1991	1992	1993	1994	1995	1996	1997
Percent of visits made within 48 hours	98.0%	99.3%	100.0%	98.7%	96.7%	97.5%	96.5%	96.9%

Analysis: Between 1990 and 1997, OCI made an average of 98% of home visits within 48 hours.

¹ This is a local requirement. See form CS-736A, the 60 Day Child Protective Services Recording Document.

Tracking Preliminary Reports of Investigations (PRIs) within Seven Days of the Initial Abuse and/or Neglect Report

ACS caseworkers investigating reports of abuse or neglect must submit an assessment of the safety of all children in a family within seven days of receiving the initial report. This indicator tracks the number of seven day assessments that were overdue in each time period.

Method of Calculation: The number of overdue assessments is measured for each time period at the citywide and borough levels.

Data Source: Data for January 1996 to June 1997 was obtained from the State Central Register. Data collected after July 1, 1997 is from CONNECTIONS.

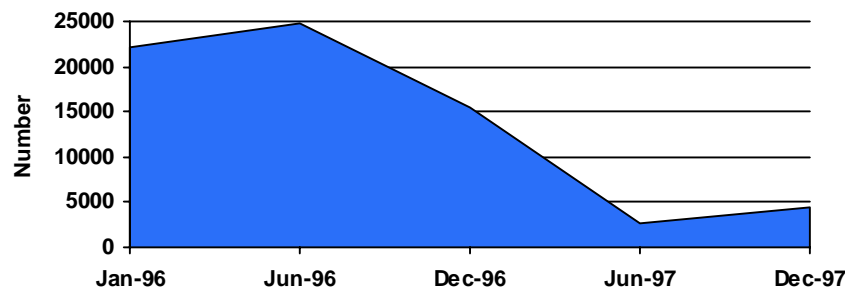
Table 6.2

**Number of Overdue Preliminary Reports of Investigation Citywide
January 1996-December 1997**

	Jan. 96	Jun. 96	Dec. 96	Jun. 97	Dec. 97
Citywide Total	22,073	24,871	15,491	2,615	4,376

Figure 6.1

**Number of Overdue Preliminary Reports of Investigation
Citywide, January 1996- December 1997**



Analysis: Citywide, ACS reduced the number of overdue reports from a peak of 24,871 in June 1996 to 2,615 in June 1997. The number of overdue reports increased to 4,376 in December 1997 following the implementation of CONNECTIONS Release 2. As Table 6.3 reveals, for the period from September through December 1997, increases in the number of overdue assessments occurred in all boroughs except Manhattan.

Table 6.3

Number of Overdue PRIs by Borough, September-December 1997

	Sept. 97	Oct. 97	Nov. 97	Dec. 97	% Change: Sept. 97-Dec. 97
Bronx	754	643	931	1,013	34% increase
Brooklyn	1,429	1,463	1,700	1,958	37% increase
Manhattan	682	541	443	260	62% decrease
Queens	542	673	883	1,056	95% increase
Staten Island	533	593	686	691	30% increase
OCI (all boroughs)	33	29	37	18	45% decrease

Tracking Sequence Determination Reports on Abuse/Neglect Investigations Within 60 Days

For each report of abuse or neglect investigated by ACS, a determination must be made within 60 days of the initial report on whether the case was indicated or unfounded. This indicator measures the number of Sequence Determination Reports (SDRs) that were overdue in each time period.

Method of Calculation: The number of overdue Sequence Determination Reports is provided for each time period at the citywide and borough levels.

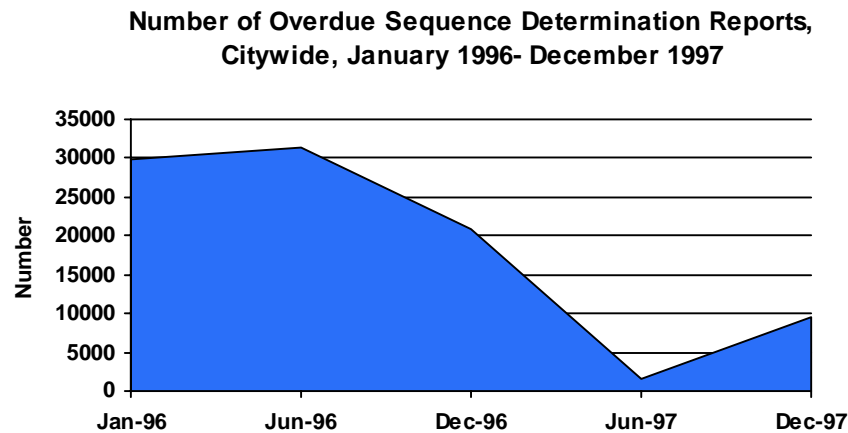
Data Source: Data for January 1996 to June 1997 was obtained from the State Central Register. Data for December 1997 is from CONNECTIONS.

Table 6.4

**Number of Overdue Sequence Determination Reports Citywide
January 1996-December 1997**

	Jan. 96	Jun. 96	Dec. 96	Jun. 97	Dec. 97
Citywide Total	29,786	31,411	20,967	1,665	9,467

Figure 6.2



Analysis: Citywide, the number of overdue SDRs declined from a peak of 31,411 in June 1996 to 1,665 in June 1997. This large decrease was due to substantial efforts on the part of ACS staff to identify and clean up overdue reports, coupled with the implementation of a policy to transfer cases to service offices immediately after abuse or neglect reports are determined to be “indicated.” The increase in the number of overdue reports in December 1997 was due to the implementation of CONNECTIONS Release 2 in July of that year. Further, the rise in overdue SDRs in late 1997 is a direct result of CONNECTIONS, reflecting issues of system design and casework practice.

Table 6.5

Number of Overdue SDRs by Borough, September-December 1997

	Sept. 97	Oct. 97	Nov. 97	Dec. 97	% Change: Sept. 97-Dec. 97
Bronx	1,640	1,405	1,734	2,036	24% increase
Brooklyn	2,500	2,876	3,381	3,911	56% increase
Manhattan	1,357	1,461	1,478	1,342	1% decrease
Queens	948	1,074	1,362	1,713	81% increase
Staten Island	219	241	321	346	58% increase
OCI	98	98	110	119	21% increase

Tracking Certifications of Foster Care Homes

All foster care facilities are re-certified annually and must have a current certification. This indicator depicts the number of facilities that are unauthorized, have expired certifications, or require re-certification for any other reason during each time period.

Method of Calculation: The number of facilities in need of re-certification during each time period is shown by type of facility (i.e., direct care or contract).

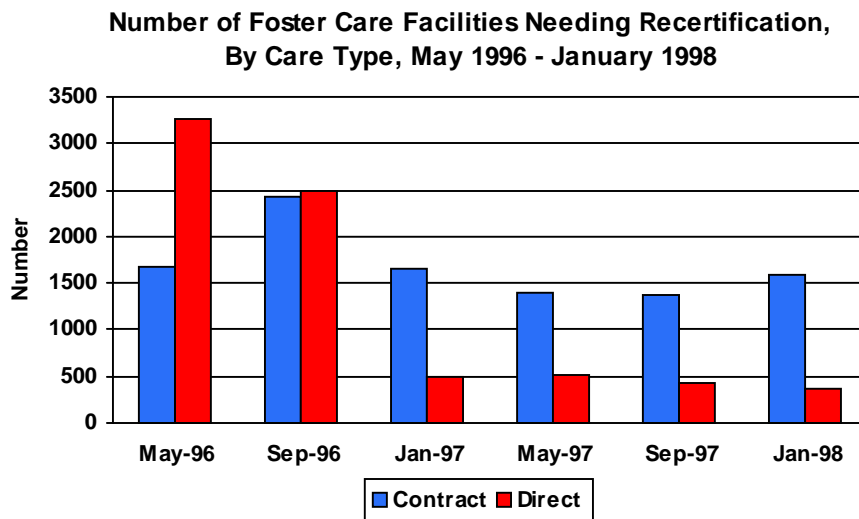
Data Source: New York State SSPS.

Table 6.6

Number of Foster Care Facilities Needing Recertification, May 1996 - January 1998						
	May-96	Sep-96	Jan-97	May-97	Sep-97	Jan-98
Direct Foster Care Facilities						
Number of facilities to be recertified	3,267	2,491	499	520	420	364
Children in these facilities	4,776	3,642	729	718	720	616
Contract Care Facilities						
Number of facilities to be recertified	1,669	2,433	1,646	1,395	1,379	1,581
Children in these facilities	2,565	3,740	2,530	2,272	1,972	2,629

Analysis: The number of direct foster care facilities, including foster homes, that were unauthorized, had expired certifications, or required re-certification for any other reason decreased 89% between May 1996 and January 1998. The number of contract agency facilities needing re-certification decreased 5% during the same time period.

Figure 6.3



Sanctionable Activities

Pursuant to Section 153-d of the Social Services Law, certain activities are subject to State sanctions in cases where specified deadlines are not met. When this occurs, State funds are withheld from the City's children's services programs. The amount withheld is computed by multiplying the total number of children with sanctioned activities times a fixed child sanction amount. This amount is determined by the State and is based upon an aggregated non-reimbursement rate. The activities for which ACS is responsible that are subject to 153-d state sanctions include: completion of Uniform Case Records (services plan assessments); filing appropriate and timely legal petitions; and Photolisting Registrations.

The New York State Department of Social Services (NYS-DSS) produces a monthly sanction report that measures the level of ACS compliance with imposed State requirements. Contained in each report is the total number of 153-d sanctionable events, displayed according to type of activity. It is important to note that NYS-DSS calculates compliance rates based upon an end of the month, point-in-time measurement system. This method does not take into account the lapse in time that often occurs between filing reports and entering this data into the computer system. In many cases, activities are indeed achieved in a timely manner, yet they are regarded as sanctionable events because they are not data entered by the end of the month. Although the State allows ACS a six-month period to enter preceding data, compliance rates are not revised to reflect these changes. As a result, the compliance rates presented in the sanction reports are significantly lower than actual compliance rates.

Tracking Uniform Case Records (UCRs)

As soon as a determination of abuse or neglect has been made, or within 30 days of a child's placement in foster care or receipt of other services, a Uniform Case Record (UCR) must be completed. The purpose of the UCR is to chronicle the goals and objectives that are established for each ACS case. The specific activities to be reported include: a Plan Amendment (reflecting the modifications of goal activity), a 30-Day Plan, a 90-Day Plan, and subsequent 6-Month Plans. The 30-Day and 90-Day Plans are required at one point-in-time for each ACS case, whereas the six-month plans are required twice yearly.

This indicator measures the average yearly compliance rates of six ACS divisions in meeting imposed State requirements. These include the Division of Child Protection (DCP), the Office of Contract Agency Case Management (OCACM), Adoption Case Management (ACM), Direct Care Adoption (DCA), Direct Foster Care Services (DFCS), and Purchased Preventive Services (PPR). In addition, this indicator measures the average number of items that are overdue on a monthly basis.

Method of Calculation: Average yearly compliance rates attained by the six ACS divisions are provided in Figures 6.4 and 6.5, the first reflecting the foster care population and the second reflecting the preventive care population. These rates are based upon the total number of children with a 153-d UCR sanction in relation to the total number of children served. Tables 6.7 and 6.8 provide yearly aggregated data on all six divisions, denoting: the average number of sanctionable items per month; the average number of children in foster care per month; and average citywide UCR compliance rates.

Data Source: New York State Department of Social Services, *Sanction Report, 1994-1997*

Figure 6.4

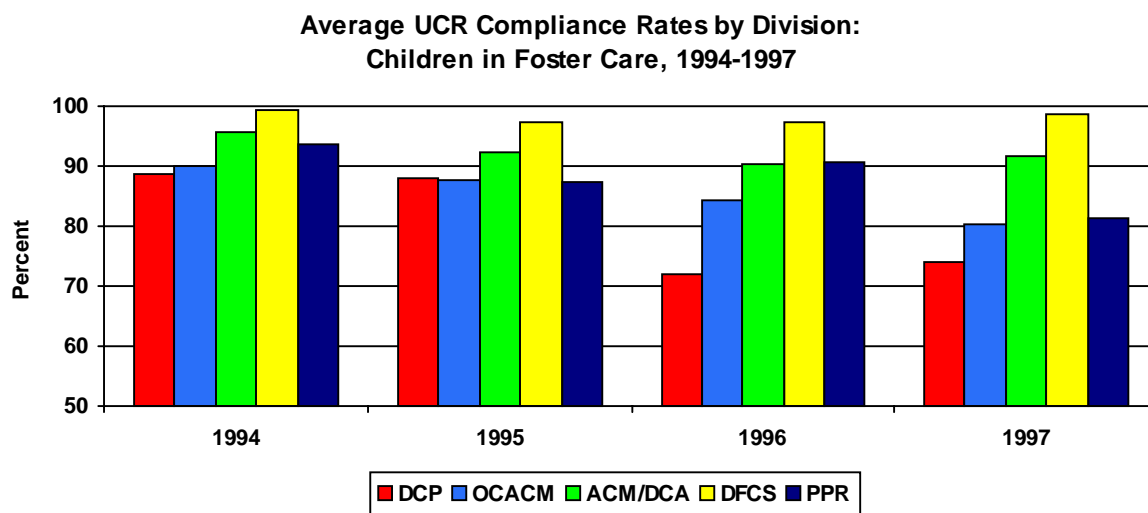


Table 6.7

Average Number of Sanctionable Items (per month) and Average UCR Compliance Rates for Children in Foster Care, 1994-1997

Year	No Plan Amendment	No 30-Day Plan	No 90-Day Plan	No 6-Mo. Plan	Total No. Unfiled Plans	Number of Children	Percent in Compliance
1994	40	49	225	3,112	3,425	46,975	92.8%
1995	39	48	182	3,754	4,023	43,672	90.8%
1996	45	41	471	5,327	5,884	40,535	85.6%
1997	42	58	444	5,204	5,748	40,286	85.8%

Analysis: Average UCR compliance rates fell citywide by an estimated 7.2% between 1994 and 1996 and increased marginally in 1997. As reflected in Table 6.7, the level of non-compliance is largely attributed to 6-Month Plans that were not data entered into the Child Care Review System (CCRS) and CONNECTIONS, and are thus considered unfiled. The compliance rates attained by DCFS have historically been the highest among the six divisions of ACS, ranging between 99% in 1994 and 97% in 1996, on average. DCP has generally experienced lower UCR compliance rates, ranging between 72% in 1996 and 89% in 1994, on average.

Figure 6.5

Average UCR Compliance Rates by Division: Children Receiving Preventive Services, 1994-1997

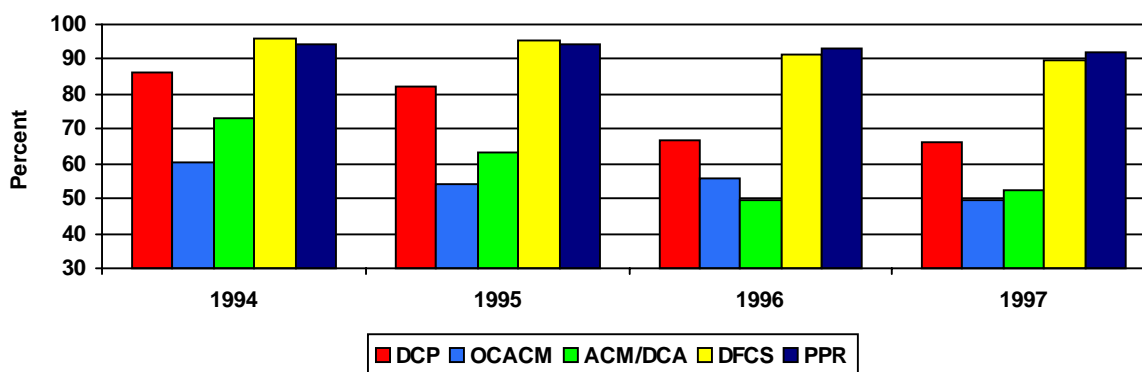


Table 6.8

Average Number of Sanctionable Items (per month) and Average UCR Compliance Rates for Children Receiving Preventive Services, 1994-1997

Year	No Plan Amendment	No 30-Day Plan	No 90-Day Plan	No 6-Mo. Plan	Total No. Unfiled Plans	Number of Children	Percent in Compliance
1994	69	260	544	2,547	3,420	29,075	88.2%
1995	94	423	546	2,965	4,028	28,743	86.0%
1996	93	417	986	4,292	5,788	28,061	79.4%
1997	103	484	1,415	4,759	6,761	29,931	77.4%

On average, the preventive caseload with 153-d sanctionable UCR items was nearly 12% in 1994 (3,420 plans serving 29,075 children). As Table 6.8 illustrates, this figure increased to 23% in 1997 when the compliance rate fell on average to 77.4%, reflecting an 11% increase over a three-year period. DFCS and PPR have attained the highest compliance rates overall. The OCACM division of ACS has consistently had the lowest compliance rates, ranging from 60% in 1994 to 50% in 1997, on average.

Tracking Photolisting Registrations

The State requires that ACS submit a photograph of all children who have been freed for adoption yet have not been placed in a pre-adoptive home. Through the activities of the Kellogg Project, ACS has developed the “ACS Family Album” as a mechanism for photolisting children in need of pre-adoptive homes.

This indicator measures the average yearly compliance rates of six ACS divisions in meeting imposed State requirements. These include the Division of Child Protection (DCP), the Office of Contract Agency Case Management (OCACM), Adoption Case Management (ACM), Direct Care Adoption (DCA), Direct Foster Care Services (DFCS), and Purchased Preventive Services (PPR). In addition, this indicator measures the average number of items that are overdue on a monthly basis.

Method of Calculation: Average yearly compliance rates attained by the six ACS divisions are provided in Figures 6.6. These rates are based upon the total number of children with a 153-d Photolisting sanction in relation to the total number of children served. Table 6.9 provides yearly aggregated data on all six divisions, denoting: the average number of sanctionable items per month; the average number of children in foster care per month; and average citywide Photolisting compliance rates.

Data Source: New York State Department of Social Services, *Sanction Report, 1994-1997*

Figure 6.6

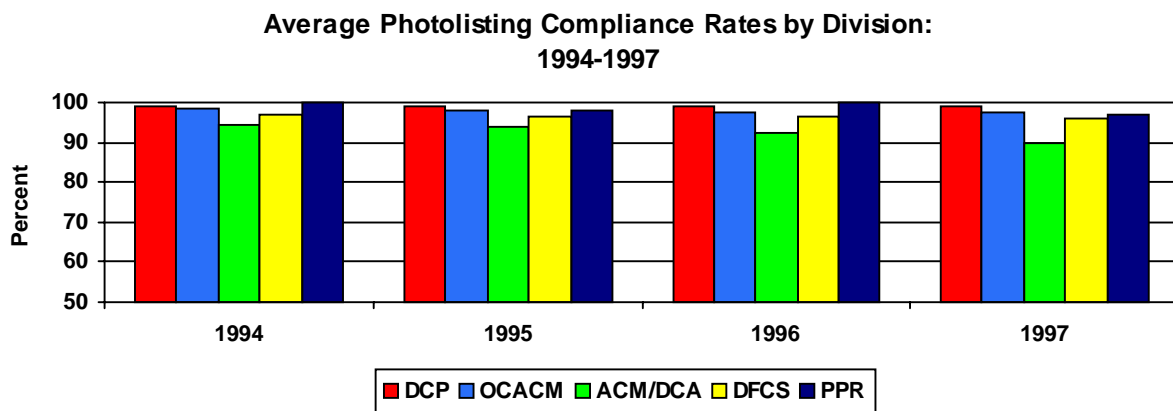


Table 6.9

**Average Number of Sanctionable Items (per month) and
Average Photolisting Compliance Rates, 1994-1997**

Year	Total No. of Items	Number of Children	Percent in Compliance
1994	1,047	46,975	97.8%
1995	1,122	43,672	97.4%
1996	1,333	40,535	96.7%
1997	1,644	40,286	95.9%

Table 6.9 reveals that, on average, the percentage of compliant children decreased marginally between 1994 and 1997. Overall, DCP and PPR have achieved the highest compliance rates during this time period, as reflected in Figure 6.6. The lowest compliance rates were attained by ACM/DCA, ranging between 89.7% and 94.6%, on average.

Legal Petitions

When a child is placed in foster care, either voluntarily by their caretaker(s), or involuntarily to ensure their safety and well-being, a series of legal petitions must be filed by ACS caseworkers to document the child's case activity. This indicator measures the annual level of compliance with imposed State requirements on behalf of five distinct divisions within ACS, including the Division of Child Protection (DCP), the Office of Contract Agency Case Management (OCACM), Adoption Case Management (ACM), Direct Care Adoption (DCA), and Direct Foster Care Services (DFCS). In addition, the average number of sanctionable events accrued monthly by all five divisions is measured.

Method of Calculation: Average yearly compliance rates attained by the five ACS divisions are provided in Figure 6.7. These rates are based upon the total number of legal sanctionable events that occur annually in relation to the total number of children served, calculated separately by division. Table 6.10 on the following page reflects the average number of legal sanctions processed per month among all five ACS divisions for failing to file legally mandated petitions. This number is also represented as a percentage of the monthly total. The categories presented in Table 6.10 are each comprised of one or more distinct petitions, explained in legal terms below.

Data Source: New York State Department of Social Services, *Sanction Report, 1994-1997*

Figure 6.7

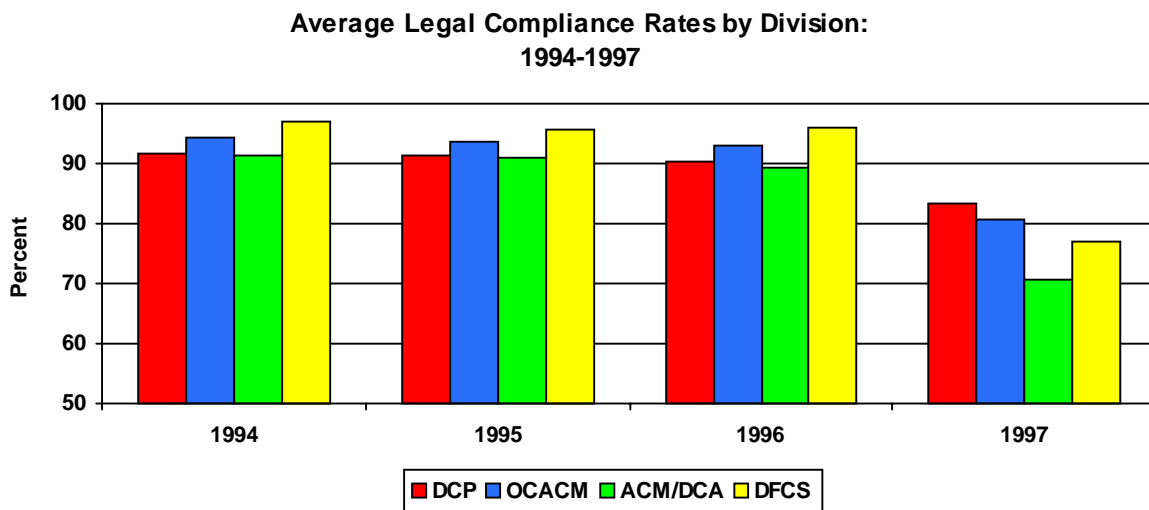


Table 6.10

**Average Number of Legal Sanctionable Items by Type of Petition (per month)
and Percent of Total¹**

1994-1997

Year	1		2		3		4		Average Monthly Total
	Tracking Placement Status (Voluntary/Involuntary)		Voluntary Placement: Request for Courts Approval and Review of Placement		Adoptions		Extensions		
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	
1994	436	15.7%	1,201	43.2%	1,143	41.1%	N.A.	N.A.	2,780
1995	524	17.8%	1,137	38.7%	1,279	43.5%	N.A.	N.A.	2,940
1996	639	20.7%	1,052	34.0%	1,400	45.3%	N.A.	N.A.	3,091
1997	579	6.5%	1,063	12.0%	3,307	37.3%	3,916	44.2%	8,865

N.A. = Not Applicable

Note 1: The categories presented above consist of the following legal petitions:

Tracking Placement Status: Remand Petition; Signed Voluntary Agreement.

Voluntary Placement (Request for Approval and Review): 358a Petition; 392 Initial Petition.

Adoptions: 392 Initial Petition after Freeing for Adoption; 392 Initial Petition after Placement in Adoptive Home; 1055a Initial Petition after Freeing for Adoption; 1055a Initial Petition After Placement in Adoptive Home; 1055a Subsequent Petition After Freeing for Adoption or Placement in Adoptive Home.

Extensions: 1055 Initial Petition; 1055 Subsequent Petition.

Analysis: The total number of sanctionable legal petitions increased dramatically between 1994 and 1997, principally due to two factors: an increase in sanctionable Adoption Petitions and the addition of Extension Petitions (1055 and 1055a) as sanctionable items in 1997 (which accounted for 44% of such items). This is on account of the fact that effective March 1, 1997, the State began tracking ACS' compliance with 1055 and 1055a legal petitions. In 1997, the number of 1055 and 1055a petitions combined accounted for 61.3% of the yearly total of sanctionable legal petitions.

ACS has made increasing efforts to improve compliance levels and reduce the overall number of legal sanctionable events. This is reflected in the amended compliance rates achieved throughout the 1997 calendar year. As of March 1997, the number of legal sanctionable events accrued monthly has gradually decreased. As a result, the compliance rate has risen an additional 6% over a nine-month period. ACS staff will continue to exert a collective effort to remove all legal sanctions to effect the organization's goal of full compliance.

**Appendix A:
Outcome and Performance Indicators
Reporting Timeline**

Outcome and Performance Indicators Reporting Timeline

Phase I – June 1998

Stopping the killing of children

- number of children killed by their caregivers who were previously known to ACS

Stopping the abuse and neglect of children

- number and percent of abuse and neglect reports that are indicated

Quickly achieving a safe and stable home environment for all children in foster care

- number and percentage of children separated from their siblings
- number and percentage of children discharged to permanent homes before 3, 6, 9, 12 and 18 months in foster care
- number of re-entries into foster care
- number and percentage of children allowed to age out of the foster care system without a permanent family
- number and percentage of removals of children from families that are receiving preventive services

Assuring that all children entitled to child support payments receive those payments on time

- number and percentage of parents against whom orders of support are obtained

Tracking at the highest level of ACS compliance with critical State and Federal requirements including:

- all home visits
- all legal petitions, including extensions of placements, terminations of parental rights, and adoptions
- all certifications of foster-care homes
- all PRIs (Preliminary Report of Investigation) within seven days of the initial report of abuse and/or neglect
- all SDRs (Sequence Determination Reports on abuse and neglect investigations) within sixty days of the initial report
- all UCRs (Uniform Case Records) at 30 and 90 days after the initial report, and every six months thereafter

Phase II – December 1998

Stopping the abuse and neglect of children

- number of repeated abuse and neglect complaints about the same children and/or the same families

Quickly achieving a safe and stable home environment for all children in foster care

- number and percentage of children moved from one foster care placement into another, and the number of such replacements for each child
- number and percentage of children placed in foster care in their own communities
- number and percentage of children placed in foster care who are forced to change schools

Successfully achieving full educational potential and proper medical and mental-health care for all children in foster care

- number and percentage of children with improved school attendance
- number and percentage of children at appropriate grade level

Assuring that all children entitled to child support payments receive those payments on time

- number of parents who fail to meet their financial obligations to their children

Assuring that every child served in New York City's Day Care and Head Start programs receive the best possible educational experience

- number and percentage of Day Care programs with educational components

Fulfilling all essential, basic resource needs of ACS, including:

- all core-competency training needs of ACS employees
- track, on a daily basis, the total number of employees within each department, grade and function

Phase III – December 1999

Successfully achieving full educational potential and proper medical and mental-health care for all children in foster care

- number and percentage of children who graduate from high school
- number and percentage of children who go on to higher education or skilled employment
- number and percentage of children who receive initial medical and mental health assessment by a primary-care physician
- number and percentage of children who receive all follow-up care specified by the primary-care physician

Assuring that every child served in New York City's Day Care and Head Start programs receive the best possible educational experience

- grade performance of children who went through the Head Start program

Fulfilling all essential, basic resource needs of ACS, including:

- availability and delivery of supplies and equipment

Appendix B:
Selected Child Welfare Trends in New York City

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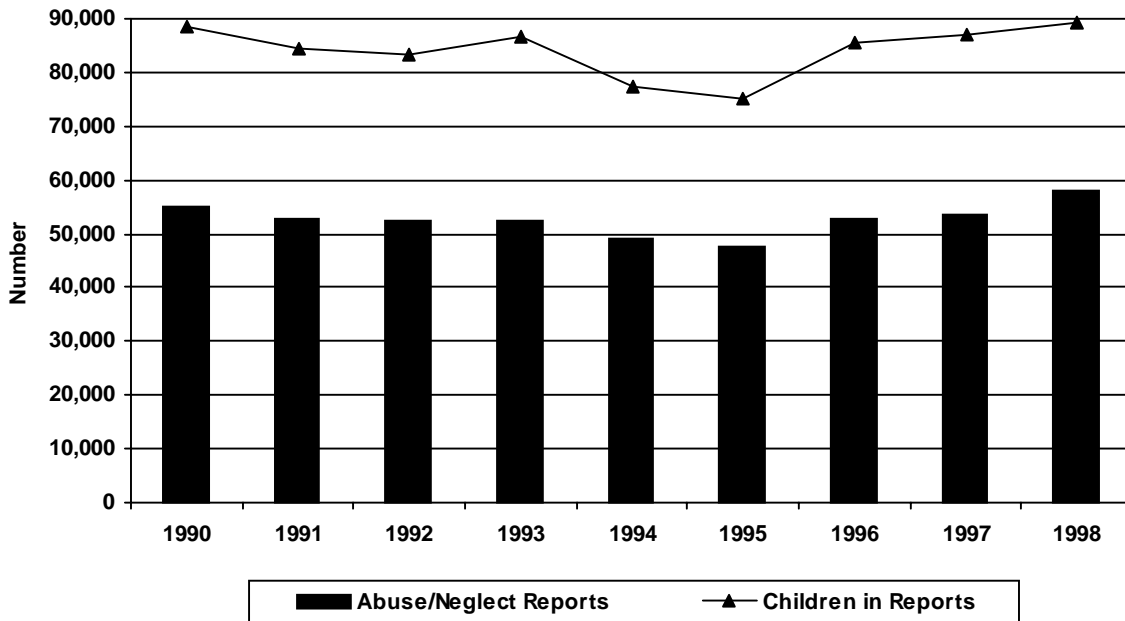
Abuse and Neglect Reports FY 1990-1998

Abuse/Neglect Reports: Total number of all reports recorded by the State Central Register (SCR), for the Fiscal Year received.

Children: Total of all children in reports.

	1990	1991	1992	1993	1994	1995	1996	1997	1998 ¹
Abuse/Neglect Reports	55,158	52,985	52,504	52,458	49,129	47,571	52,994	53,567	57,842
Children	88,334	84,540	83,295	86,651	77,238	75,017	85,432	86,852	89,719

Number of Abuse/Neglect Reports and Number of Children in Reports



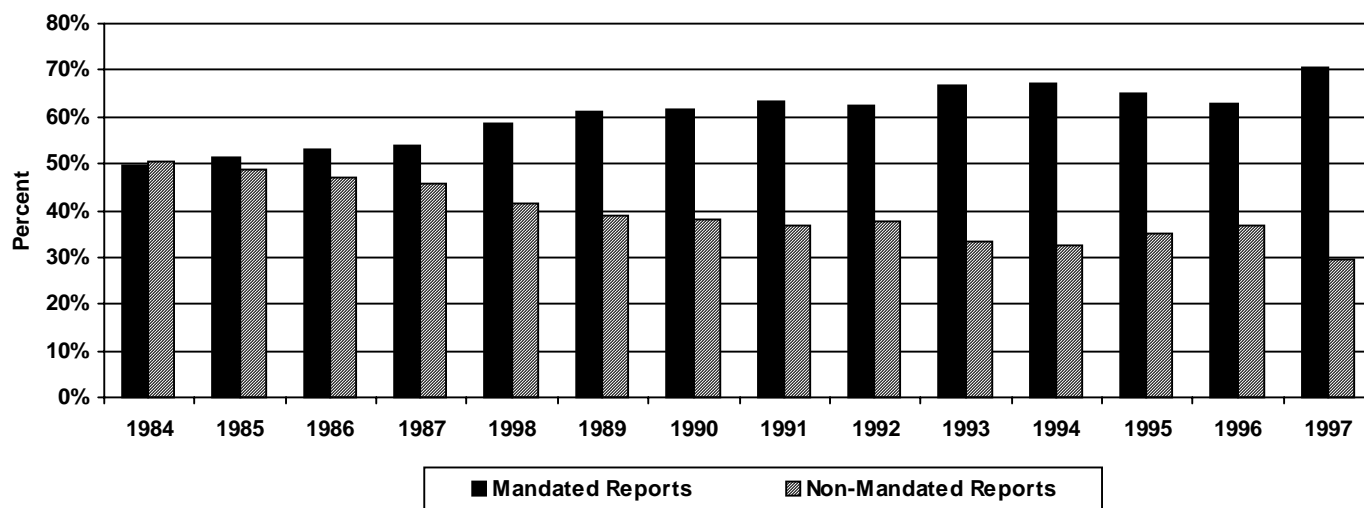
Data Source: SCR Monthly Reports

¹ FY 1998 figures are projected applying 10 months of actual FY data. The estimations are higher than the figures presented in the Mayor's Management Report which are recorded as 53,257 A/N Reports and 85,211 Children.

Number and Percent of Abuse/Neglect Reports by Reporting Source CY 1984-1997

	1984	1985	1986	1987	1988	1989	1990	1991	1992	1993	1994	1995	1996	1997
Total Mandated	17,206	19,232	23,821	26,618	34,171	35,422	31,970	33,139	32,699	33,927	31,521	30,202	32,858	39,572
Social Services	7.4%	8.0%	8.2%	8.3%	8.4%	10.0%	11.7%	11.7%	11.9%	12.0%	12.6%	11.5%	11.8%	11.7%
Phys./Medical Ex.	2.3%	3.0%	3.7%	3.6%	3.1%	2.4%	2.4%	2.7%	2.5%	2.0%	2.0%	1.7%	1.6%	1.3%
Public Health	0.7%	1.0%	0.6%	0.4%	0.4%	0.4%	0.5%	0.4%	0.5%	0.6%	0.6%	0.6%	0.6%	0.7%
Hospital Staff	15.7%	14.7%	13.6%	15.1%	16.3%	8.6% ¹	16.4%	16.5%	15.2%	15.6%	15.6%	14.2%	12.6%	10.8%
Mental Health	0.8%	1.1%	2.6%	2.0%	1.4%	9.3% ¹	1.4%	1.8%	1.8%	1.9%	1.8%	1.8%	1.8%	1.9%
Law Enforcement	12.8%	12.3%	12.5%	11.8%	11.7%	11.0%	10.2%	10.5%	10.7%	11.4%	12.2%	12.5%	12.4%	11.4%
School Staff	9.8%	11.0%	11.6%	12.9%	17.0%	19.5%	19.2%	19.7%	19.8%	23.1%	22.4%	22.5%	22.3%	32.7%
Total Non-Mandated	17,468	18,312	21,223	22,554	24,341	22,532	19,746	19,210	19,728	17,026	15,348	16,356	19,185	16,559
Neighbor	3.5%	3.5%	3.0%	3.1%	2.5%	2.3%	3.4%	5.2%	5.2%	4.8%	4.7%	5.3%	5.2%	4.4%
Other	21.3%	24.4%	20.8%	17.9%	14.5%	16.1%	17.4%	16.8%	13.7%	5.6%	5.7%	5.5%	5.9%	4.8%
Relative	15.0%	14.6%	15.3%	15.0%	13.4%	11.6%	9.4%	9.5%	9.8%	11.9%	11.4%	11.5%	10.8%	8.6%
Anonymous	10.5%	6.3%	8.1%	9.8%	11.2%	8.9%	8.0%	5.2%	9.0%	11.2%	10.9%	12.9%	15.0%	11.7%
ALL REPORTS	34,674	37,544	45,044	49,172	58,512	57,954	51,716	52,349	52,427	50,953	46,869	46,558	52,043	56,131

Percent Mandated and Non-Mandated Abuse/Neglect Reports



Data source: State Central Register (SCR) Monthly Reports

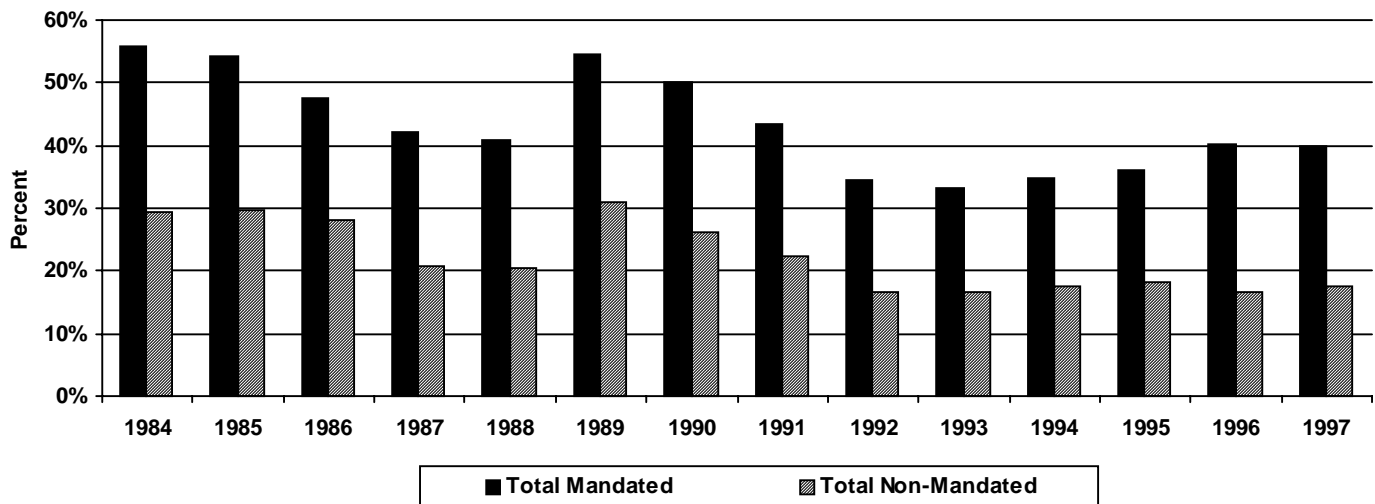
¹ Although officially posted by the State, it is likely that an error occurred in reporting these figures. This assumption is based upon figures reported for prior and later years.

Percent of Indicated Abuse/Neglect Cases by Reporting Source CY 1984-1997

Indicated Abuse/Neglect Reports: Percent of reports, determined upon investigation to have credible evidence of abuse or neglect.

	1984	1985	1986	1987	1988	1989	1990	1991	1992 ¹	1993	1994	1995	1996	1997
Mandated Reports														
Social Services	44.9%	42.9%	34.7%	26.0%	26.6%	42.3%	37.5%	35.0%	29.8%	31.6%	33.4%	33.6%	33.9%	36.7%
Physicians	56.1%	50.9%	55.3%	40.2%	36.0%	47.6%	46.1%	40.4%	30.7%	33.2%	29.2%	28.6%	34.6%	42.0%
Public Health	56.1%	50.9%	55.3%	40.2%	36.0%	47.6%	46.1%	40.4%	30.7%	33.2%	29.2%	28.6%	26.3%	39.4%
Hospital Staff	59.5%	61.2%	58.4%	62.0%	65.3%	71.9%	65.7%	57.2%	47.5%	46.9%	44.4%	47.3%	53.9%	52.5%
Mental Health	49.4%	45.2%	56.2%	42.1%	26.8%	69.1%	38.6%	26.2%	21.2%	24.2%	27.4%	29.5%	34.1%	30.8%
Law Enforcement	55.6%	53.1%	44.4%	35.0%	35.0%	52.2%	50.4%	45.9%	38.4%	38.0%	42.5%	44.0%	51.9%	52.7%
School Staff	58.3%	55.6%	41.7%	33.4%	27.2%	47.5%	45.3%	38.9%	28.9%	25.7%	27.5%	28.2%	31.1%	33.9%
Total Mandated	55.9%	54.2%	47.7%	42.0%	40.8%	54.5%	50.1%	43.5%	34.4%	33.2%	34.8%	36.0%	40.1%	40.0%
Non-Mandated Reports														
Neighbor	19.0%	19.3%	20.2%	13.1%	13.4%	23.3%	17.1%	12.9%	11.4%	12.4%	13.3%	14.3%	11.5%	14.0%
Other	34.2%	30.4%	28.3%	20.2%	19.2%	31.0%	28.3%	25.3%	18.5%	18.2%	19.8%	20.4%	20.5%	20.8%
Relative	36.0%	36.8%	35.0%	29.0%	30.3%	42.2%	36.5%	29.2%	22.7%	22.7%	22.6%	23.5%	23.6%	24.5%
Anonymous	15.8%	16.8%	17.6%	13.5%	12.8%	19.7%	14.6%	13.5%	10.9%	12.0%	13.5%	13.8%	12.4%	12.4%
Total Non-Mandated	29.4%	29.7%	28.2%	20.8%	20.5%	31.1%	26.3%	22.5%	16.7%	16.5%	17.6%	18.1%	16.7%	17.4%

Indicated Abuse/Neglect Reports: Mandated and Non-Mandated Reporting Sources



Data Source: State Central Register (SCR)

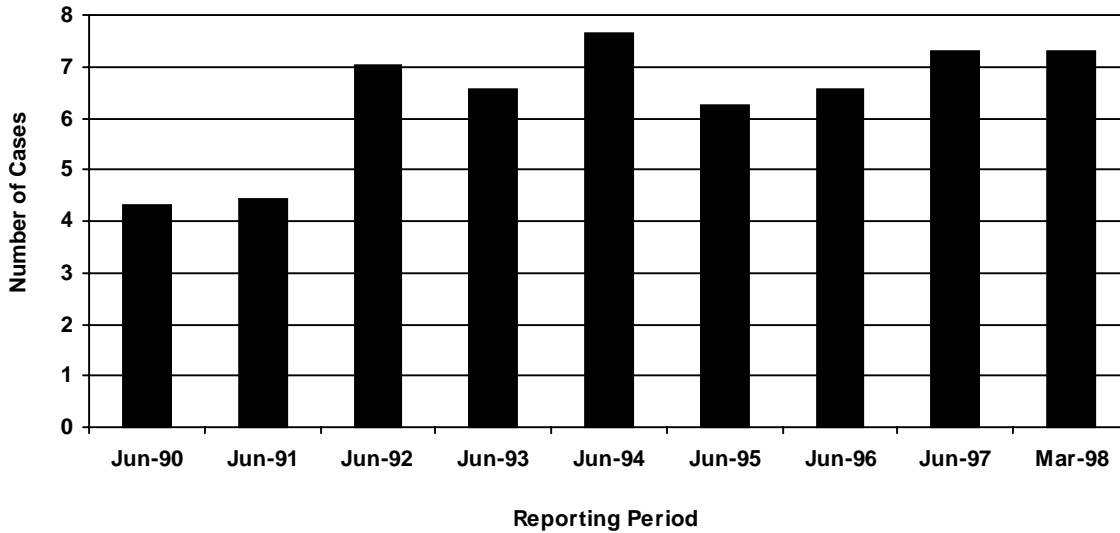
¹ The process of calculating the indication rate was altered during CY 1992, therefore, percentages reported prior to this time cannot be compared to percentages reported after 1992.

**New Cases per Protective/Diagnostic (P/D) Worker per Month
(Pending Rate)
FY 1990-1998**

New Cases: This figure represents the actual number of pendings (new cases) per available P/D worker during the June reporting period. March data is provided for FY 1998.

	<i>Jun-90</i>	<i>Jun-91</i>	<i>Jun-92</i>	<i>Jun-93</i>	<i>Jun-94</i>	<i>Jun-95</i>	<i>Jun-96</i>	<i>Jun-97</i>	<i>Mar-98¹</i>
New Cases per (P/D) Worker	4.3	4.4	7.0	6.6	7.6	6.3	6.6	7.3	7.3

New Cases per P/D Worker



Data Source: ACS Office of Management, Development & Research (OMD&R) Internal Report

Caseload Size:

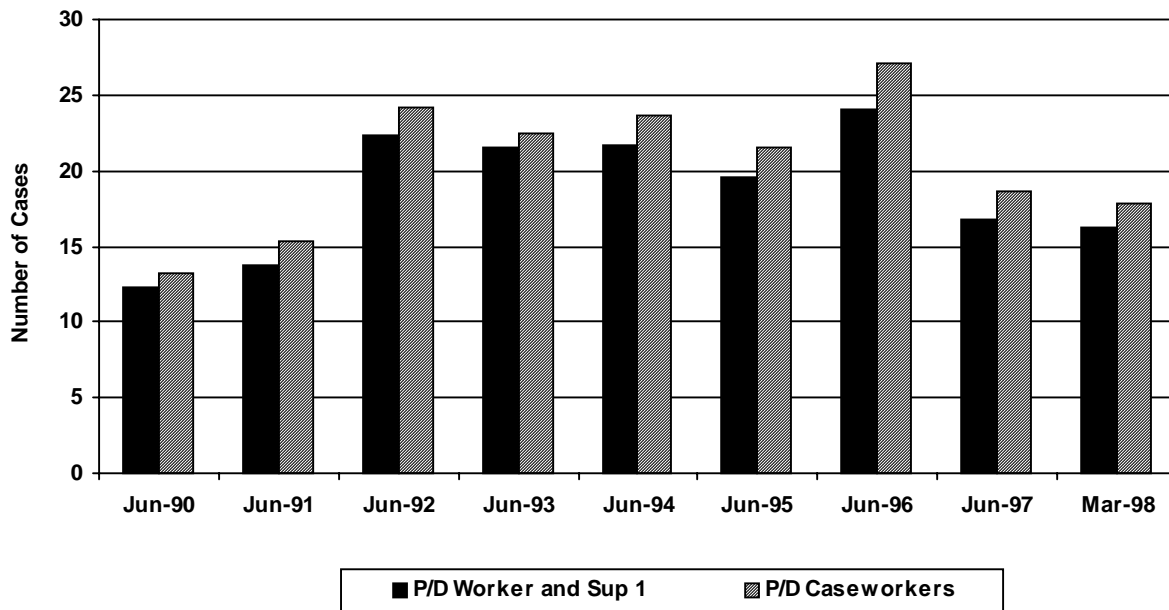
¹ The optimal pending rate is 5.0, which is the projection recorded in the Mayor's Management Report for FY 1998. Since 1992, however, the rate has been higher than 5.0, therefore, the rate presented for March is the Fiscal year-to-date average.

Protective/Diagnostic (P/D) Worker & Supervisor 1, and Protective/Diagnostic Caseworker FY 1990-1998

Caseload Size: This figure represents the actual number of cases that were carried by each P/D worker at a point in time during the June reporting period. The year-to-date average as of March is provided for Fiscal Year 1998.

	<i>Jun-90</i>	<i>Jun-91</i>	<i>Jun-92</i>	<i>Jun-93</i>	<i>Jun-94</i>	<i>Jun-95</i>	<i>Jun-96</i>	<i>Jun-97</i>	<i>Mar-98</i>
P/D Worker and Supervisor 1	12.3	13.8	22.3	21.5	21.7	19.6	24.1	16.8	16.2
P/D Caseworker	13.2	15.3	24.2	22.5	23.6	21.6	27.1	18.6	17.8

Number of Cases per P/D Worker and Supervisor 1, and P/D Caseworker

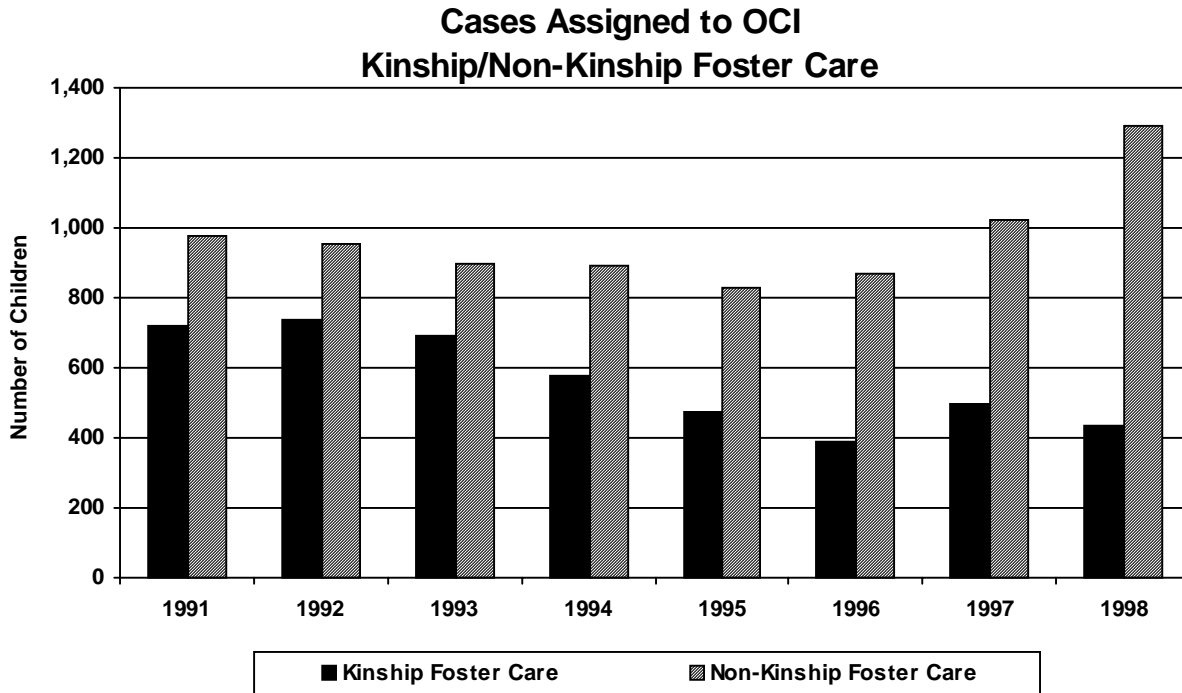


Data Source: ACS Office of Management, Development & Research (OMD&R) Internal Report

**Cases Assigned to the
Office of Confidential Investigation (OCI):
Kinship and Non-Kinship Foster Care
FY 1991-1998**

Office of Confidential Investigation (OCI): OCI investigates abuse/neglect reports of children in foster boarding homes, approved relative homes, and day care.

	1991	1992	1993	1994	1995	1996	1997	1998 ¹
Kinship Foster Care	721	735	693	580	476	388	499	436
Non-Kinship Foster Care	977	953	895	891	829	871	1,023	1,292
Total	1,698	1,688	1,588	1,471	1,305	1,259	1,522	1,728
Percent Indicated	27.3%	18.2%	17.1%	15.9%	13.6%	14.0%	14.7%	14.2%



Data Source: OCI Monthly Statistics

¹ FY 1998 figures are projected applying 9 months of actual FY data.

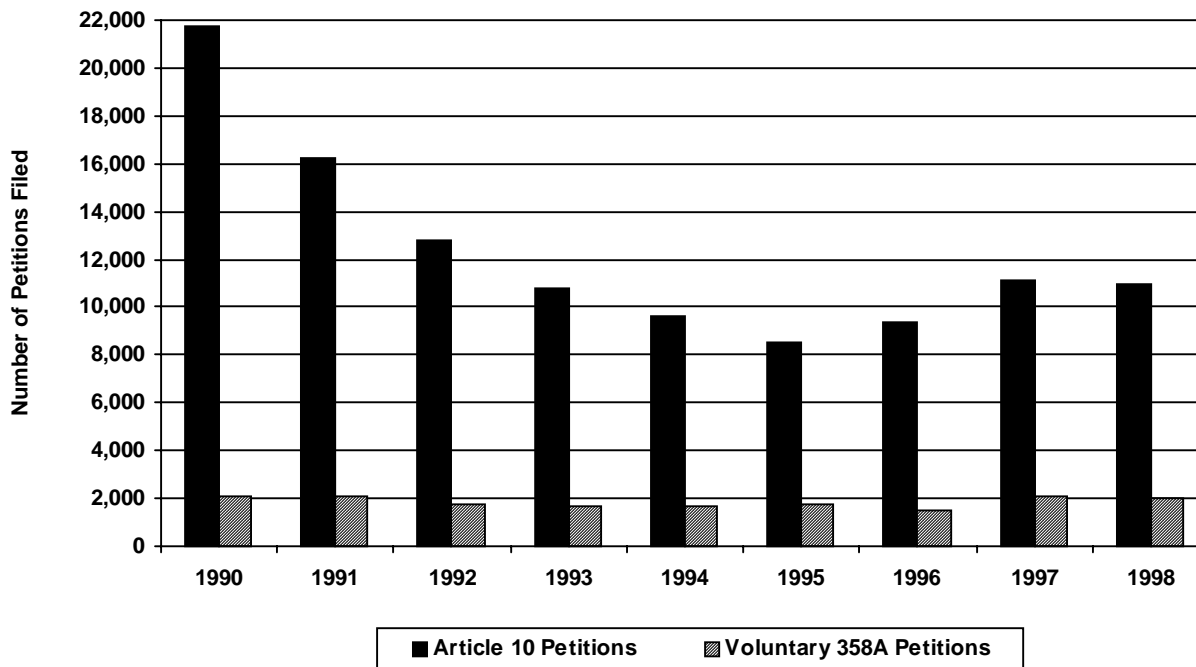
Article 10 Petitions and Voluntary 358A Petitions Filed Annually FY 1990-1998

Article 10 Petition: The document filed in Juvenile or Family Court at the beginning of an abuse or neglect case. The petition sets forth the allegations which, if true, form the basis for court intervention.

Voluntary 358A Petition: The document filed by a parent or guardian in Family Court that transfers the care and custody of a child to an authorized agency.

	1990	1991	1992	1993	1994	1995	1996	1997	1998 ¹
Article 10 Petitions Filed	21,719	16,200	12,837	10,798	9,646	8,554	9,381	11,154	11,000
Voluntary 358A Petitions Filed	2,069	2,093	1,744	1,682	1,692	1,764	1,508	2,122	2,028

Article 10 Petitions and Voluntary 358A Petitions Filed



Data Source: ACS Division of Legal Services: Article 10 Petition Report and 358A Petition Report

¹ FY 1998 figures are projected. The estimated number of Article 10 Petitions is presented in the Mayor's Management Report; the estimated number of Voluntary 358A Petitions is based upon 9 months of actual FY data.

Number of Families Receiving Preventive Services: Direct Preventive/Contract Preventive FY 1990-1998

Direct Preventive Services: Embody three types of services including Court Ordered Supervision (COS), Homemaking, and Housing Subsidy.

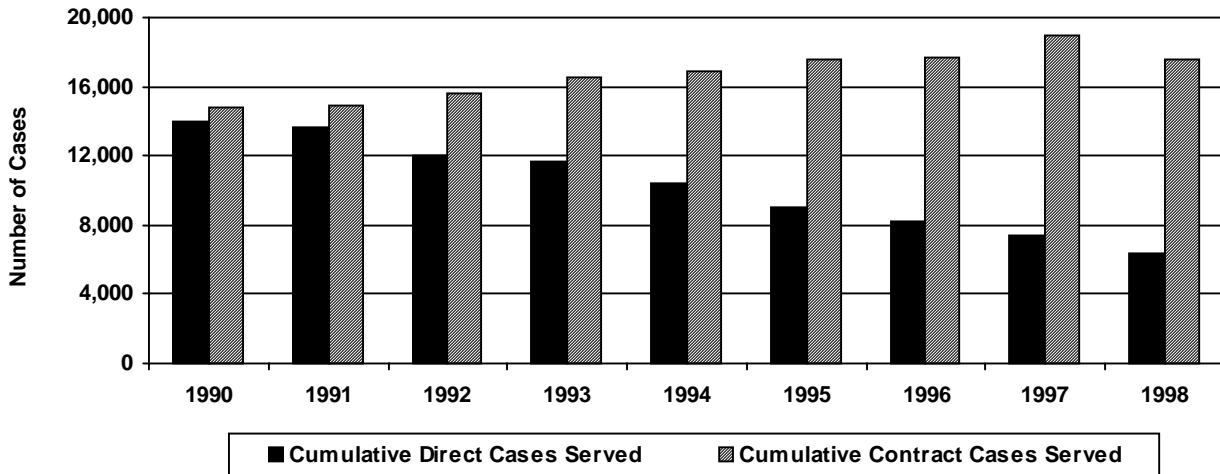
Contract Preventive Services: Preventive services provided by community-based agencies under contract with ACS.

New Cases: Total of new cases opened during the current Fiscal Year.

Cumulative Cases: Cases carried over from the previous Fiscal Year in addition to new cases opened during the current Fiscal Year. The number represents the total number of families served at some point in time during the current Fiscal Year.

	1990	1991	1992	1993	1994	1995	1996	1997	1998 ¹
ACS Direct Preventive Services									
New Direct Cases Opened	7,918	6,287	5,763	6,001	5,065	4,294	3,733	3,727	2,969
Cumulative Direct Cases Served	14,001	13,602	12,030	11,722	10,351	9,067	8,192	7,448	6,400
Contract Preventive Services									
New Contract Cases Opened	7,397	7,570	8,026	8,404	8,610	8,862	8,674	8,852	8,005
Cumulative Contract Cases Served	14,742	14,886	15,564	16,484	16,897	17,618	17,743	18,912	17,600
Total: Direct and Contract Services									
New Cases Opened	15,315	13,857	13,789	14,405	13,675	13,156	12,407	12,579	10,974
Cumulative Cases Served	28,743	28,488	27,594	28,206	27,248	26,685	25,935	26,360	24,000

Cumulative Number of Cases Served: ACS Direct and Contract Preventive



Data Source: Monthly Progress Report

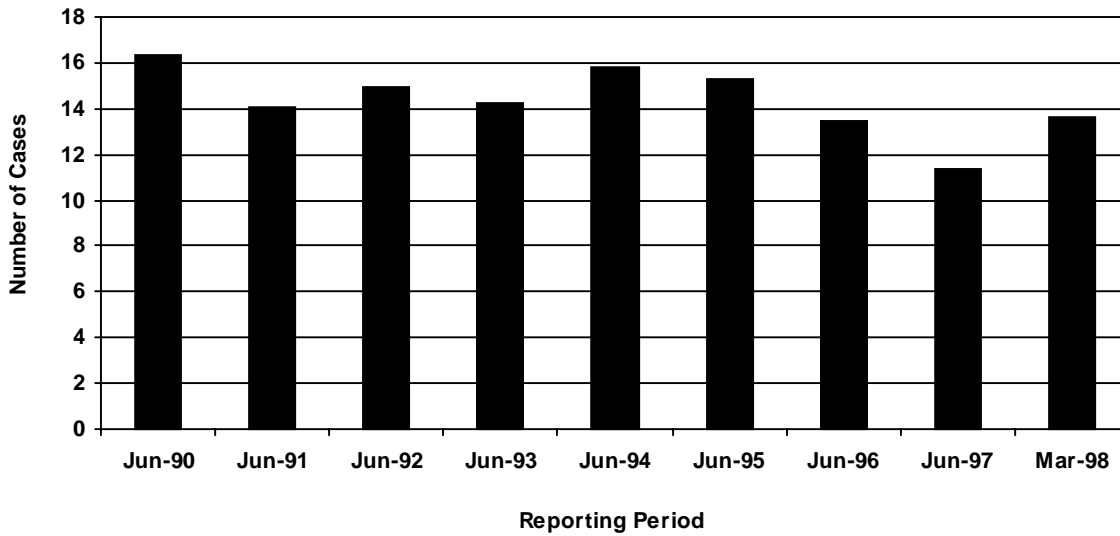
¹ FY 1998 figures are projected. The estimated number of cumulative cases (contract and direct) is presented in the Mayor's Management Report; the estimated number of new cases (contract and direct) is a derivative of the projected cumulative total.

Court Ordered Supervision (COS) Caseload Size FY 1990-1998

Caseload Size: This figure represents the actual number of cases per available COS caseworker and Supervisor 1 during the June reporting period. March data is provided for FY 1998.

	<i>Jun-90</i>	<i>Jun-91</i>	<i>Jun-92</i>	<i>Jun-93</i>	<i>Jun-94</i>	<i>Jun-95</i>	<i>Jun-96</i>	<i>Jun-97</i>	<i>Mar-98</i>
COS Caseload	16.3	14.1	14.9	14.2	15.8	15.3	13.5	11.4	13.6

COS Caseload



Data Source: ACS Office of Management, Research & Development (OMD&R)
Caseload Report

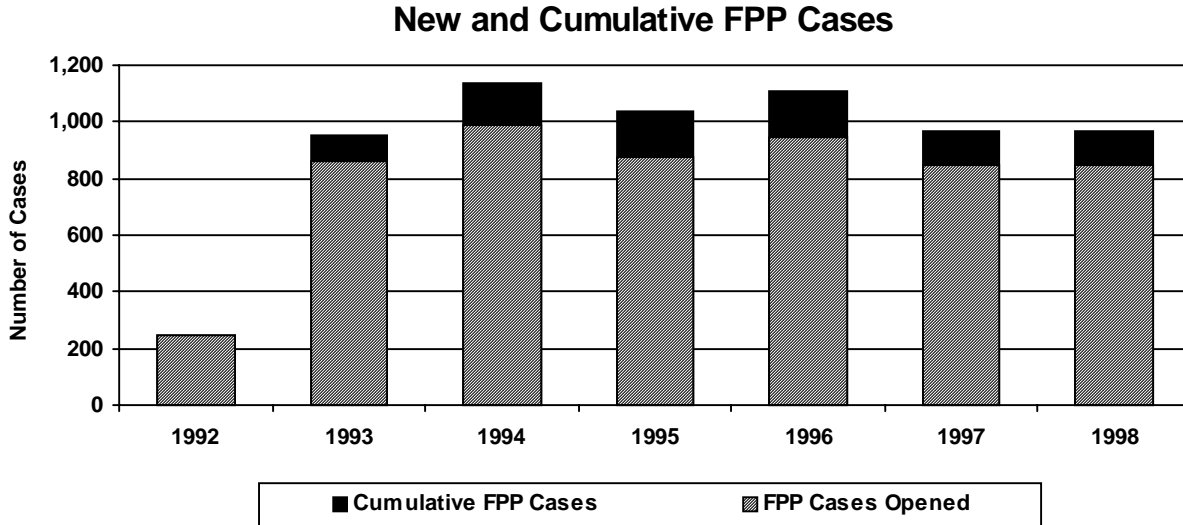
Family Preservation Program (FPP) FY 1992-1998

Family Preservation Program: FPP is a direct preventive service, yet is not included in the Direct Preventive Services count since it is an intensive, short-term program that is usually followed by Contracted Preventive Services. As such, FPP cases are counted separately.

Cases Opened: Total of new cases opened during the current Fiscal Year.

Cumulative Cases: Cases carried over from the previous Fiscal Year in addition to new cases opened during the current Fiscal Year. The number represents the total number of families served at some point in time during the current Fiscal Year.

	1992 ¹	1993	1994	1995	1996	1997	1998 ²
FPP Cases Opened	248	863	987	874	945	847	847
Cumulative FPP Cases	248	954	1135	1041	1108	966	966



Data Source: ACS Monthly Report

Teenage Services Act (TASA)

¹ The number of new FPP cases is identical to the number of cumulative FPP cases because the program began in 12/91.

² FY 1998 figures are projected, based upon 1997 data.

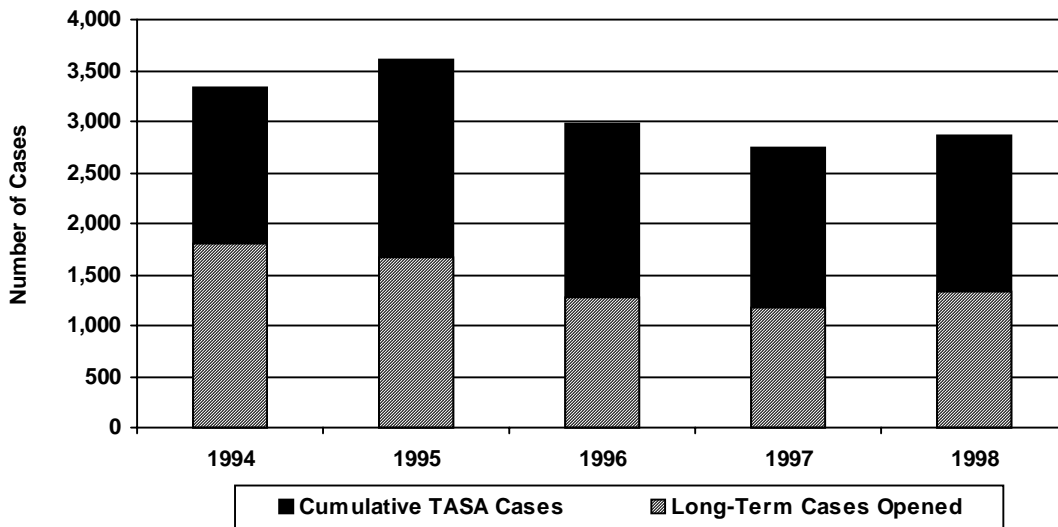
FY 1994-1998

Cases Opened: Total of new cases opened during the current Fiscal Year.

Cumulative Cases: Cases carried over from the previous Fiscal Year in addition to new cases opened during the current Fiscal Year. The number represents the total number of families served at some point in time during the current Fiscal Year.

	1994	1995	1996	1997	1998 ¹
Long-Term Cases Opened	1,807	1,673	1,281	1,174	1,324
Cumulative TASA Cases	3,331	3,616	2,979	2,754	2,859

Teenage Services Act (TASA) New and Cumulative Cases



Data Source: ACS TASA Monthly Report

¹ FY 1998 figures are projected. The estimated number of cumulative cases is presented in the Mayor's Management Report; the estimated number of cases opened is a derivative of the cumulative total.

Homemaking Cases FY 1996-1998

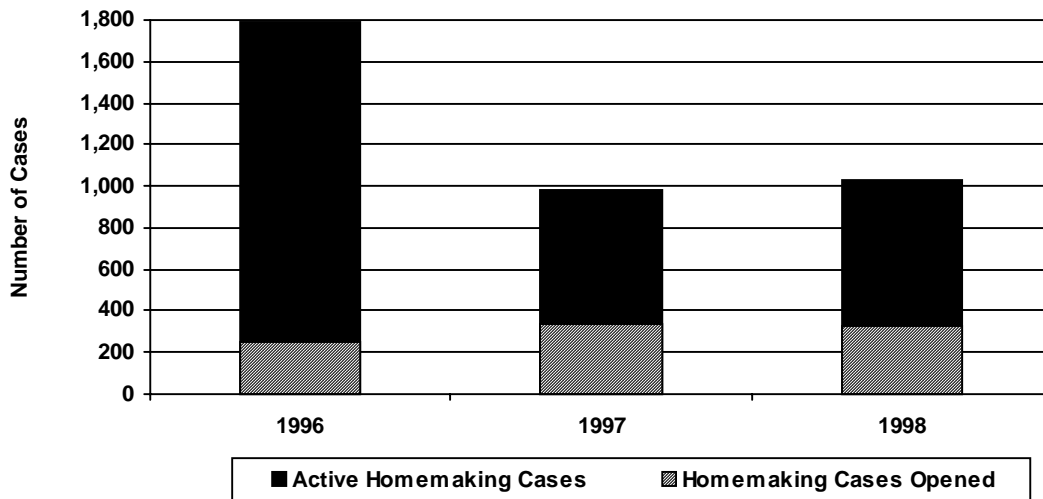
Homemaking: Includes the entire spectrum of families whose cases are either receiving homemaking services exclusively, or are receiving homemaking as a component of foster care or preventive services.

Cases Opened: Total of new cases opened during the current Fiscal Year.

Active Cases: The total number of cases open on the last day of the June reporting period. March data is provided for Fiscal Year 1998.

	<i>1996</i>	<i>1997</i>	<i>1998</i>
Homemaking Cases Opened	246	334	324 ¹
Active Homemaking Cases ²	1,794	986	1,026

New and Active Homemaking Cases



Data Source: ACS Division of Family Home Care Monthly Report

¹ FY 1998 figure is projected applying 10 months of actual FY data.

² The number of homemaking cases declined after 1996 as a result of the Block Grant budget cuts.

Number of Families Receiving Housing Subsidy Services: Preventive/Foster Care Cases FY 1994-1998

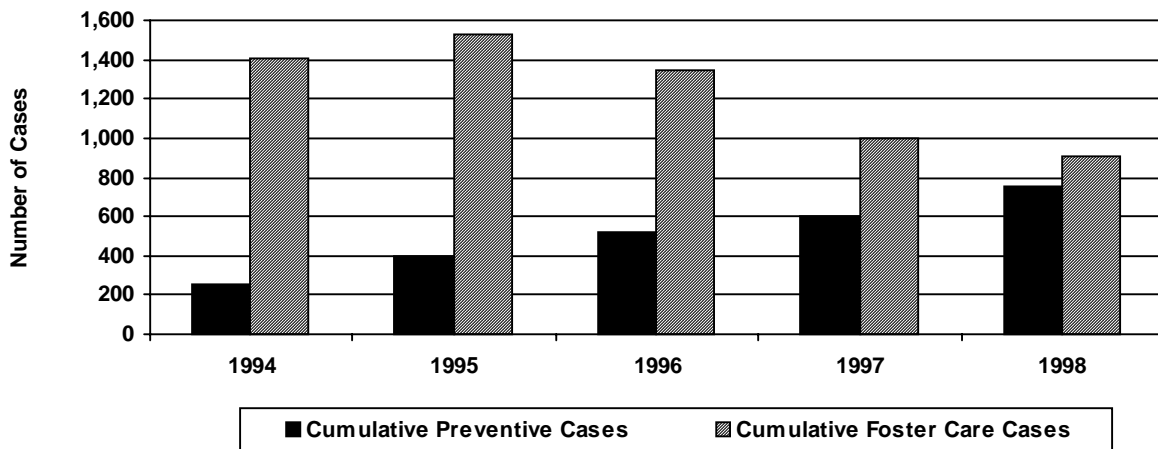
Housing Subsidy Services: Provided for preventive and foster care cases. The goal of the former is to prevent an at-risk family from requiring placement; the objective of the latter is to enable reunification of a foster care child with his family.

New Cases: Total of new cases opened during the current Fiscal Year.

Cumulative Cases: Cases carried over from the previous Fiscal Year in addition to new cases opened during the current Fiscal Year. The number represents the total number of families served at some point in time during the current Fiscal Year.

	1994	1995	1996	1997	1998 ¹
Preventive Cases					
New Preventive Cases Opened	189	154	169	138	219
Cumulative Preventive Cases Served	256	400	522	604	751
Foster Care Cases					
New Foster Care Cases Opened	443	429	289	209	276
Cumulative Foster Care Cases Served	1,411	1,528	1,346	1,003	906
Total: Preventive and Foster Care Cases					
New Cases Opened	632	583	458	352	495
Cumulative Cases Served	1,667	1,928	1,868	1,607	1,657

Cumulative Housing Subsidy Cases Preventive and Foster Care



Data Source: Housing Subsidy Monthly Progress Report

¹ FY 1998 figures are projected applying 9 months of actual FY data.

NYC Foster Care Population: Multi-Year Demographic Picture CY 1977-1997

Period Ending	Active Population	Level of Care				Sex		Ethnicity ¹				Age			Discharge Objective				Mean Yrs. in Care
		Instit.	Group	FFC ²	Kinship ³	Male	Fem	Black	Hisp	White	Other	0-5	6-11	12+	Return Home	Adopt	Indep. Living	Other	
		Percent				Percent		Percent				Percent			Percent				
12/97	41,198	4.8	6.0	56.6	32.6	51.2	48.8	70.9	23.6	3.1	1.9	32.5	35.3	32.2	50.9	38.0	10.1	1.0	4.2
12/96	41,669	5.2	5.2	53.4	36.2	51.2	48.8	71.7	22.9	3.2	2.3	32.9	35.5	31.6	47.1	42.1	10.0	0.8	4.4
12/95	41,969	5.2	5.0	49.2	40.6	51.4	48.6	72.8	21.9	3.1	2.2	34.2	35.0	30.8	44.7	44.6	10.2	0.5	4.4
12/94	45,554	4.9	5.1	47.8	42.2	51.4	48.6	73.1	21.3	3.2	2.4	37.2	33.3	29.5	46.8	43.4	9.3	0.5	4.1
12/93	47,509	4.9	5.1	47.4	42.6	51.2	48.8	73.2	20.8	3.4	2.7	40.7	31.6	27.7	51.1	40.0	8.3	0.6	3.7
12/92	48,061	4.7	4.9	47.0	43.4	51.3	48.7	73.1	20.4	3.5	3.0	43.8	30.0	26.2	56.8	34.2	7.6	1.4	3.2
12/91	49,163	4.6	5.4	45.6	44.4	51.6	48.4	72.6	20.3	3.7	3.4	45.8	29.6	24.6	64.8	26.1	6.9	1.7	2.8
12/90	45,772	4.7	5.8	47.9	41.6	51.6	48.4	72.1	20.3	3.9	3.7	47.1	29.5	23.4	71.9	19.1	7.1	1.9	2.4
12/89	39,460	5.7	6.8	51.1	36.4	51.8	48.2	70.5	21.3	4.3	9.1	47.8	29.4	22.8	73.3	14.5	9.0	3.2	2.0
12/88	29,319	7.6	8.9	57.6	25.9	52.1	47.9	68.7	21.8	5.1	4.3	45.8	29.6	24.6	63.4	14.8	13.1	8.7	2.0
12/87	19,768	12.2	13.1	74.7	N/A	53.5	46.5	65.0	22.6	7.1	5.3	40.4	27.9	31.7	58.5	17.3	13.3	10.9	2.3
12/86	17,166	14.1	15.1	70.8	N/A	55.5	44.5	61.2	23.2	9.0	6.6	31.6	26.3	42.1	44.6	20.7	17.5	17.1	3.0
12/85	16,618	15.0	14.8	70.2	N/A	55.4	44.6	61.0	22.0	10.1	6.9	29.2	25.0	45.8	35.5	18.1	21.7	24.7	3.1
12/84	16,230	15.1	14.8	70.1	N/A	55.9	44.1	60.6	21.6	10.9	6.9	27.4	23.7	48.9	36.1	22.6	26.4	14.9	3.6
12/83	16,960	15.6	14.8	69.6	N/A	56.9	43.1	61.4	20.7	12.1	5.8	25.1	22.7	52.2	35.0	25.1	27.4	12.5	4.0
12/82	18,391	15.1	14.0	70.9	N/A	56.2	43.8	60.8	20.4	13.0	5.8	24.1	23.1	52.8	33.6	27.2	26.0	13.2	4.3
12/81	19,201	16.2	13.2	70.6	N/A	56.6	43.4	60.6	20.8	13.5	5.1	23.3	24.1	52.6	35.5	26.2	24.1	14.2	4.5
12/80	20,003	17.3	12.8	69.9	N/A	57.3	42.7	60.4	20.5	14.6	4.5	21.7	24.8	53.5	35.8	26.0	22.4	15.8	4.7
12/79	21,121	20.9	13.0	66.1	N/A	57.6	42.4	57.4	22.4	15.6	4.6	19.3	24.7	56.0	37.9	24.1	22.8	15.2	4.9
12/78	22,472	22.5	12.9	64.6	N/A	57.5	42.5	55.1	23.9	16.4	4.6	18.9	26.1	55.0	35.6	24.5	22.2	17.7	5.0
12/77	23,557	24.9	12.9	62.2	N/A	57.8	42.2	52.9	24.8	17.8	4.5	18.0	27.7	54.3	N/A	N/A	N/A	N/A	5.1

Data Sources: ACS Office of Management, Development & Research (OMD&R) for Active Population and Level of Care from 12/84 to present. All other data pertaining to this period is from the New York State Child Care Review Service (CCRS) System. Figures for 1977 to 1983 were retrieved from the Child Welfare Information System.

¹ Children of unknown ethnicity have been distributed among the other ethnic groups.

² FFC = Family Foster Care

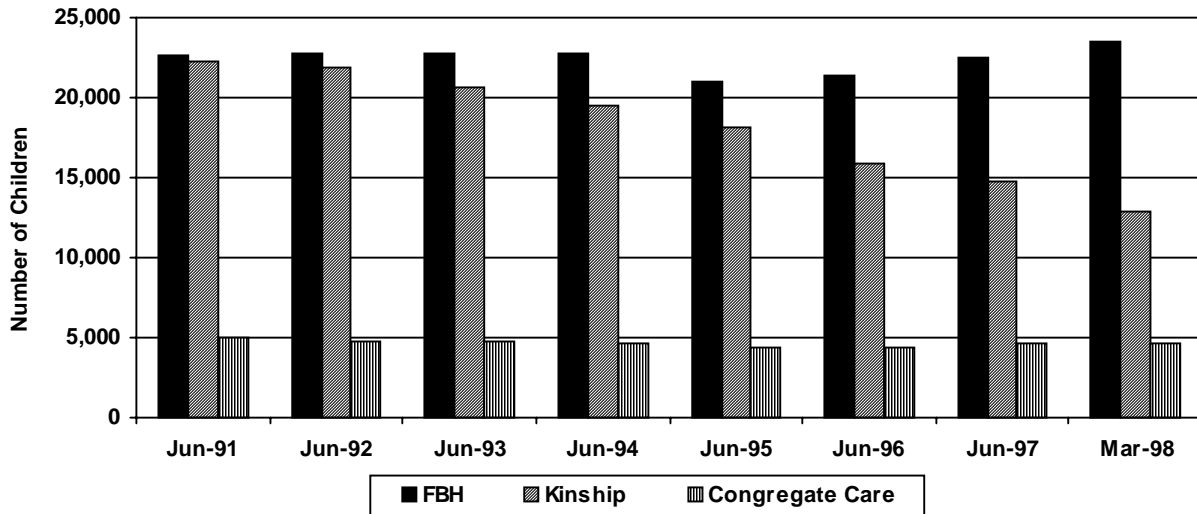
³ Kinship data collection began in 12/88.

Active Foster Care Population FY 1991-1998

Active Population: Total number of children in all foster care facilities operated by direct and contract foster care agencies on the last day of the June reporting period. March data is provided for Fiscal Year 1998.

	<i>Jun-91</i>	<i>Jun-92</i>	<i>Jun-93</i>	<i>Jun-94</i>	<i>Jun-95</i>	<i>Jun-96</i>	<i>Jun-97</i>	<i>Mar-98</i>
Total Active Foster Care Population	49,814	49,365	48,086	46,855	43,484	41,594	41,981	41,027
Children in Foster Boarding Homes	22,604	22,764	22,788	22,727	20,994	21,338	22,546	23,507
Children in Kinship Care	22,250	21,815	20,571	19,445	18,106	15,836	14,804	12,871
Children in Congregate Care	4,960	4,786	4,727	4,683	4,384	4,420	4,631	4,649

Active Foster Care Population by Placement Type



Data Source: ACS Office of Management, Development & Research (OMD&R) Child Census

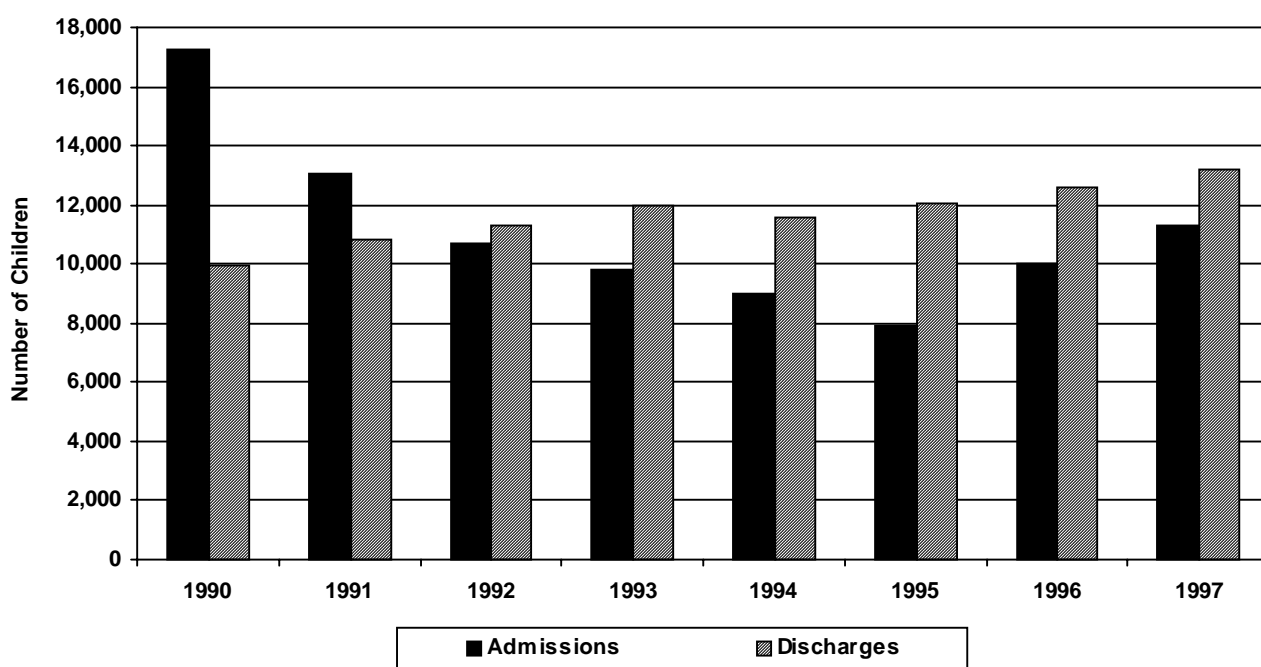
Foster Care: Admissions and Discharges FY 1990-1997

Admissions: Total number of children admitted into foster care cumulative for each Fiscal Year, read on a six month data lag (therefore, no data is provided for Fiscal Year 1998).

Discharges: Total number of children discharged from foster care cumulative for each Fiscal Year, read on a six month data lag (therefore, no data is provided for Fiscal Year 1998).

	1990	1991	1992	1993	1994	1995	1996	1997
Admissions	17,252	13,075	10,723	9,809	9,022	7,949	9,996	11,284
Discharges	9,932	10,809	11,326	11,961	11,592	12,057	12,614	13,194

Number of Foster Care Admissions and Discharges

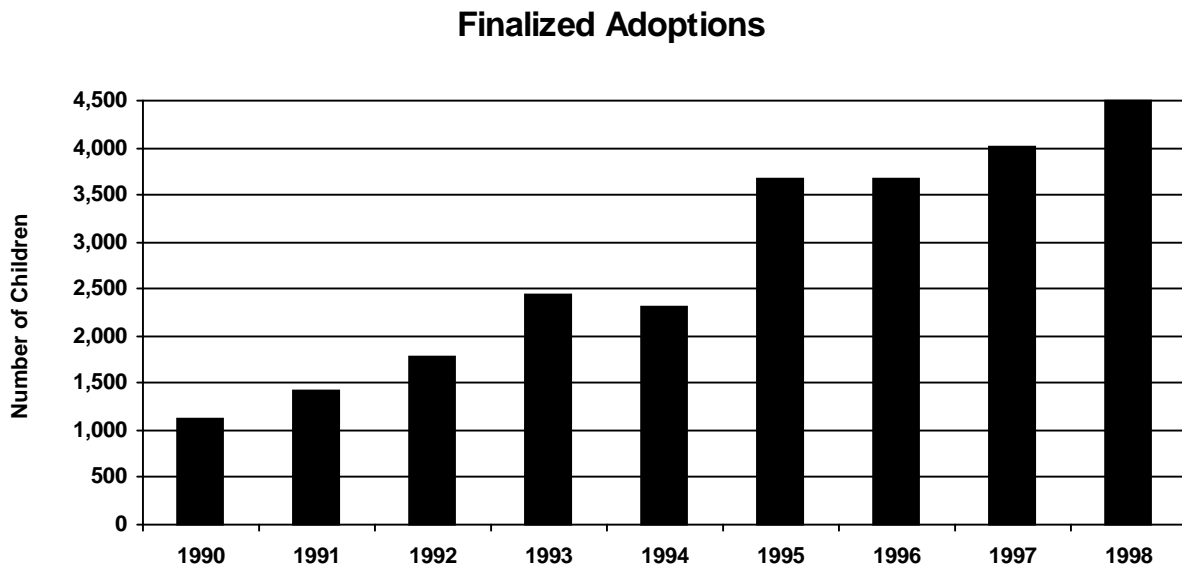


Data Source: Child Care Review Service

Finalized Adoptions FY 1990-1998

Finalized Adoptions: The total number of children whose adoptions were finalized through direct or contract agencies for the Fiscal Year being measured.

	1990	1991	1992	1993	1994	1995	1996	1997	1998 ¹
Finalized Adoptions	1,130	1,421	1,784	2,443	2,312	3,665	3,665	4,009	4,500



Data Source: ACS Adoption Case Management Monthly Report

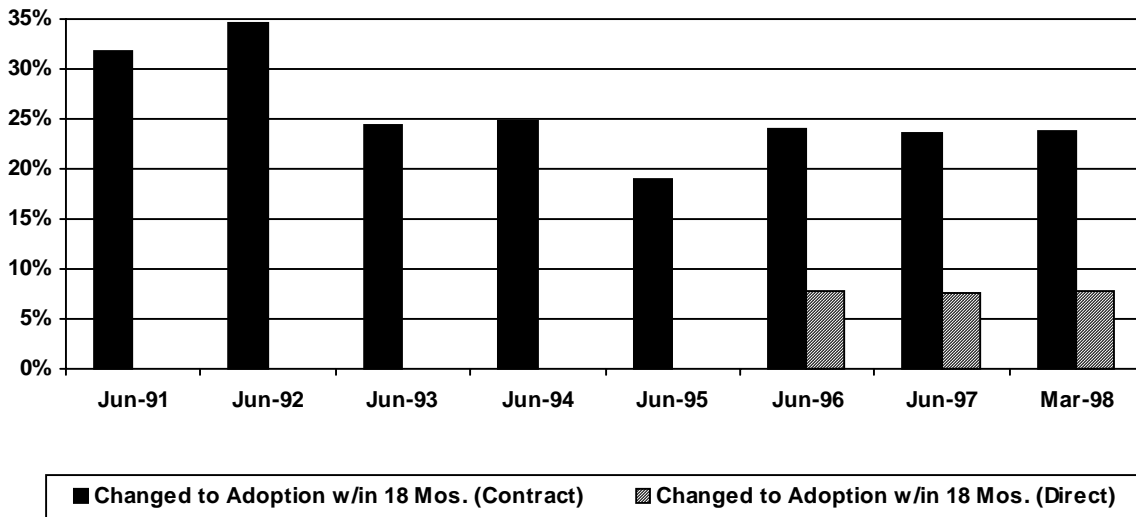
¹ FY 1998 figure is projected. The estimated data is presented in the Mayor's Management Report.

Percent of Children Whose Goal Changed to Adoption Within 18 Months FY 1991-1998

Percent of Children Whose Goal Changed: The figure represents the proportion of children, in contract and direct foster care facilities, whose original goal was changed to adoption within 18-months after entry into foster care. The June reporting period is measured with the exception of 1998 (March data is presented).

	<i>Jun-91</i>	<i>Jun-92</i>	<i>Jun-93</i>	<i>Jun-94</i>	<i>Jun-95</i>	<i>Jun-96</i>	<i>Jun-97</i>	<i>Mar-98</i>
Goal Changed to Adoption w/in 18 Mos. (Contract Foster Care)	31.9%	34.6%	24.5%	24.9%	19.0%	24.0%	23.7%	23.9%
Goal Changed to Adoption w/in 18 Mos. (Direct Foster Care) ¹	N/A	N/A	N/A	N/A	N/A	7.8%	7.7%	7.9%

Percent of Children Whose Goal Changed to Adoption Within 18 Months



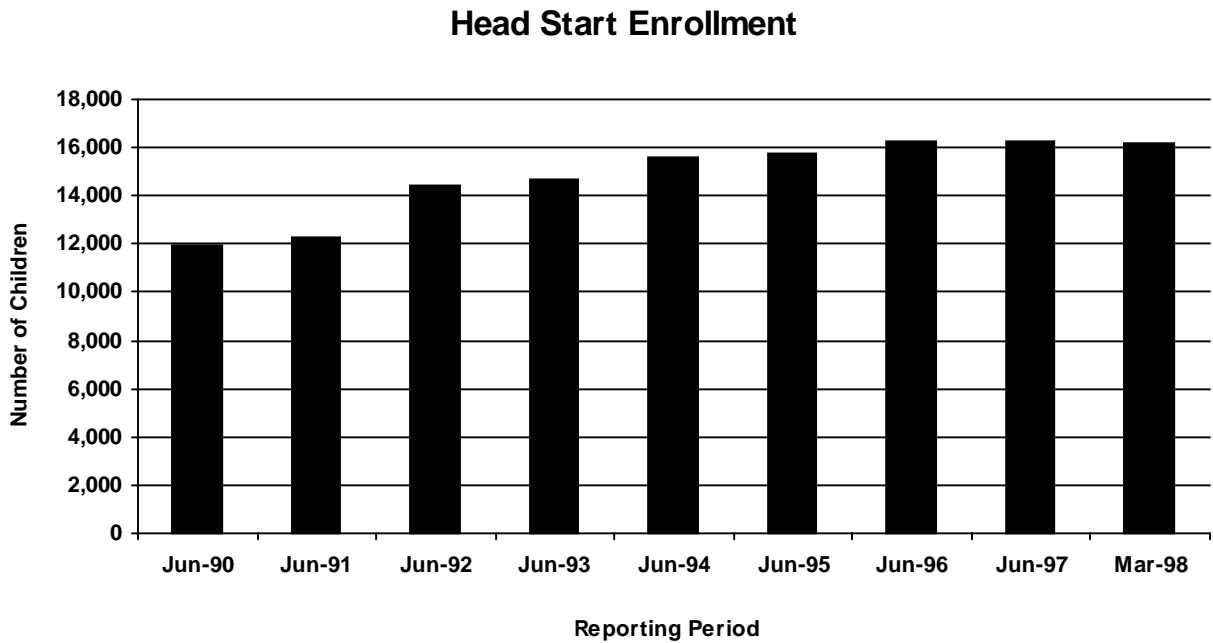
Data Source: Child Care Review Service (CCRS)

¹ Data was not collected until FY 1996.

Head Start Enrollment FY 1990-1998

Enrollment: The total number of children who received Head Start Services during the June reporting period. March data is provided for Fiscal Year 1998.

	<i>Jun-90</i>	<i>Jun-91</i>	<i>Jun-92</i>	<i>Jun-93</i>	<i>Jun-94</i>	<i>Jun-95</i>	<i>Jun-96</i>	<i>Jun-97</i>	<i>Mar-98</i>
Enrollment	11,931	12,241	14,402	14,666	15,614	15,793	16,219	16,239	16,156



Data Source: Head Start Monthly Enrollment and Attendance Report

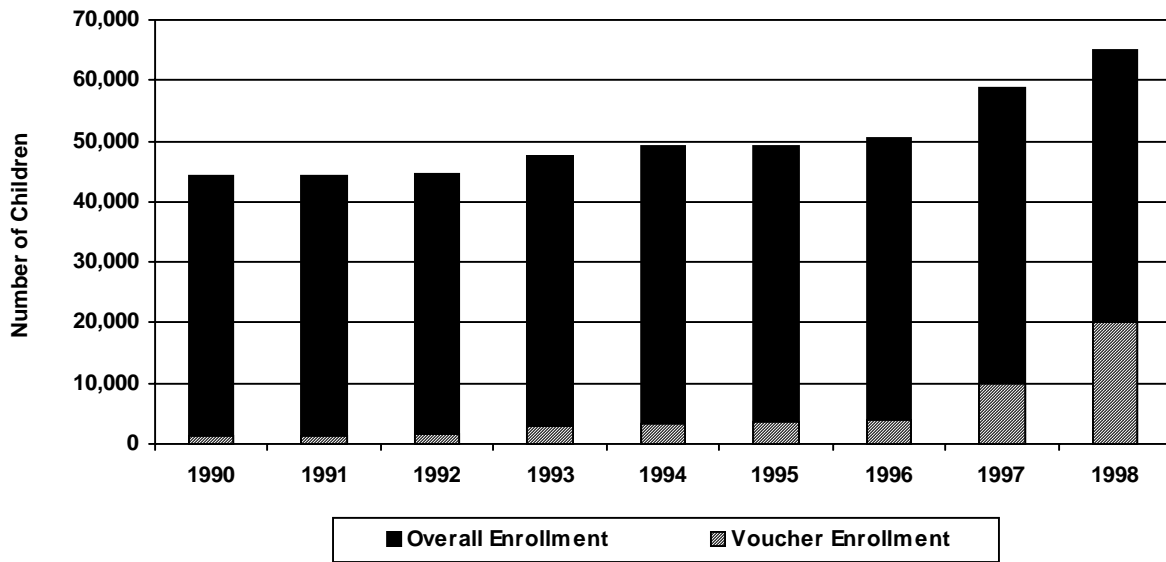
Children Enrolled in Agency for Child Development (ACD) Subsidized Day Care FY 1990-1998

Overall Enrollment: The total number of children who received ACD Day Care Services during the June reporting period. March data is provided for Fiscal Year 1998.

Voucher Enrollment: A subset of overall enrollment, the total number of children who received ACD Day Care Services with voucher payment.

	<i>Jun-90</i>	<i>Jun-91</i>	<i>Jun-92</i>	<i>Jun-93</i>	<i>Jun-94</i>	<i>Jun-95</i>	<i>Jun-96</i>	<i>Jun-97</i>	<i>Mar-98</i>
Overall Enrollment	44,306	44,350	44,673	47,448	49,073	49,240	50,507	58,927	65,099
Voucher Enrollment	1,314	1,342	1,532	3,103	3,329	3,601	3,920	9,861	20,128

ACD Enrollment



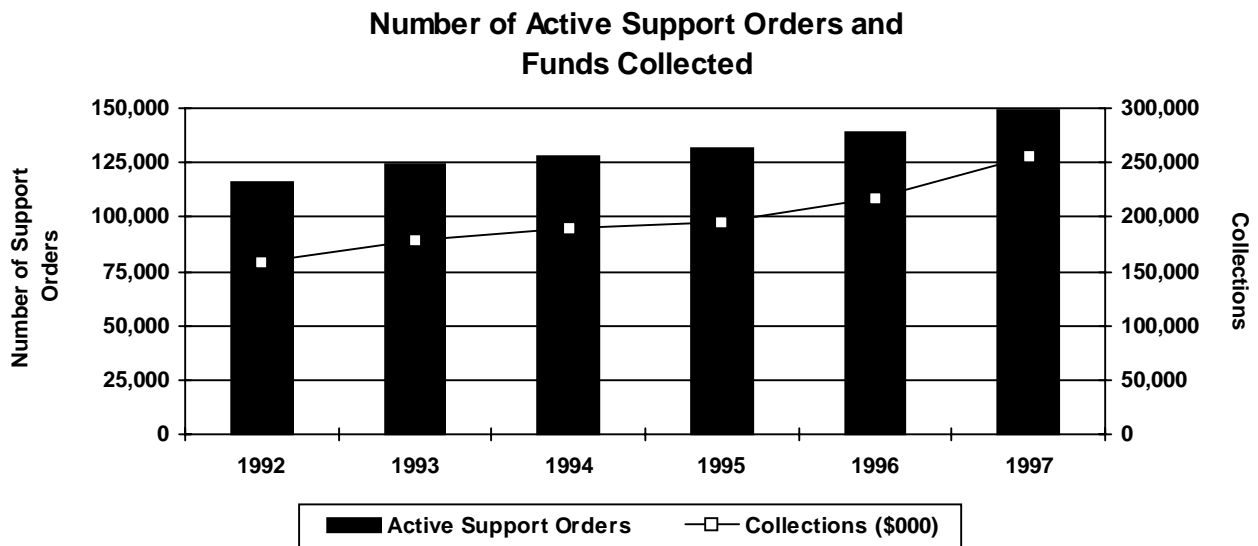
Data Source: Internal Agency for Child Development Report

Child Support Enforcement Active Support Orders and Collections FY 1992-1997

Active Support Orders: Total number of support orders outstanding on the last day of the June reporting period.

Collections (\$millions): Amount of funds received from active child support orders.

	1992	1993	1994	1995	1996	1997
Active Support Orders	116,272	123,844	128,109	131,629	139,042	149,308
Collections (\$millions)	\$159.54	\$179.09	\$189.24	\$196.78	\$218.19	\$256.17



Data Source: Office of Child Support Enforcement
