

Close to Home Annual Report 2018

Released in 2021

EXECUTIVE SUMMARY

In 2012, New York State and New York City launched Close to Home (CTH), an initiative to transform the youth justice system by bringing adjudicated New York City youth from isolated, upstate facilities to smaller, home-like facilities within their own communities. Since then, adjudicated youth from NYC have been placed in Non-Secure (NSP) and Limited Secure (LSP) residential facilities near their families, where they receive therapeutic programming that focus on positive youth development, comprehensive treatment planning, educational continuity, and aftercare support.

Six years after its inception, Close to Home and subsequent reinvestments in diversion programs and community-based alternatives have made New York City safer while continuing to shrink the youth justice system. Since 2011, the year before CTH took effect, youth arrests in New York City have decreased by 72 percent, from 12,066 to 3,430 in 2018, highlighted by a 46 percent reduction in annual felony arrests. Juvenile admissions to detention during this period decreased by 66 percent, from 4,766 in 2011 to 1,595 in 2018. Placement admissions for adjudicated New York City youth during this period have fallen 80 percent, from 540 youth placed in isolated institutions far from their families in 2011 to 110 youth placed in smaller, community-based group homes in 2018.

On October 1, 2018, a new law known as “Raise the Age” took effect in New York State. The first stage of this law required that 16-year-olds historically adjudicated as adults be treated as minors in the youth justice system for the first time. As a result, 2018 marked the first year that ACS worked with this older population of youth within both its detention continuum and CTH. Contrary to commonly held assumptions about the volume of older youth entering the justice system, New York City saw year over year decreases in both arrests and juvenile admissions. Juvenile arrests decreased by 16 percent, from 4,099 in 2017 to 3,430 in 2018, with felony arrests decreasing by 19 percent, from 2,702 in 2017 to 2,176 in 2018. Admissions to detention decreased by 11 percent, from 1,948 in 2017 to 1,595 in 2018. The most

striking decrease was in Close to Home, where admissions decreased by 43 percent, from 193 youth placed in 2017 to 110 in 2018.

2018 was also the first year of the implementation of Local Law 174, passed by the New York City Council in 2017. This law required ACS, among other agencies, to complete gender, racial, sexual orientation, and income assessments of its services and programs, and an action plan to address disparities identified in the assessment. ACS believes that to fully achieve the goal of shrinking the system while reducing public safety risks, no group should be disproportionately represented or receive disparate outcomes in CTH. The ACS Division of Youth and Family Justice (DYFJ), in conjunction with the ACS Office of Equity Strategies, has taken steps to tackle these disparities.

In 2018, ACS continued to provide supportive services that prevent, intervene, and treat delinquent behaviors in a manner that is responsive to the needs of youth and families. With the goal of preventing youth recidivism, CTH overhauled aftercare services, redesigning NSP Aftercare so that all youth in CTH receive services in the community from the same Provider Agencies that provided their residential placement to ensure continuity of care and services for youth.

Furthermore, ACS has contributed to the decline in youth arrests by deepening a system-wide commitment to the Risk, Needs, and Responsivity (RNR) Framework. Within this framework, ACS has fully embraced programs, interventions, and strategies tailored to each youth's individual development and learning capacity. Using the Youth Level of Service Inventory (YSLI) and subsequent investments in Cure Violence providers, CTH has connected youth to services that reduce long-term risk of violence. By anchoring CTH to the principles of Positive Youth Development, ACS has provided youth with programs that focus on resiliency, leadership skills development, and academic and professional growth.

Notable achievements for youth in both Non-Secure Placement (NSP) and Limited Secure Placement (LSP) in 2018 include:

- **A 47% decrease in NSP admissions:**
From calendar year 2017 to 2018, there was a 47% drop in Non-Secure Placement (NSP) youth admissions
- **A 6% decrease in LSP admissions:**
From calendar year 2017 to 2018, there was a 6% drop in Limited-Secure Placement (LSP) youth admissions
- **A 32% decrease in NSP AWOC Incident Rate:**
From calendar years 2017 to 2018, there was a 32% drop in the already historically low AWOC incident rate for NSP
- **A 45% decrease in LSP Mechanical Restraints**
From calendar years 2017 to 2018, there was a 45% drop in the use of mechanical restraints in LSP
- **A 6% increase in oversight and monitoring:**
ACS continued to expand oversight and monitoring activities, increasing the total number of site inspections from a total of 505 in 2017 to a total of 533 in 2018.
- **An increase in the NSP youth released to their parents:**
82% of NSP youth were released to their parents or family other than parents, up from 73% in 2017.
- **A 68% decrease in youth admitted to Close to Home with a previous placement:**
6% of all youth admitted to Close to Home in 2018 had a previous placement – a 5 percent decrease from 2017.
- **An increase in the number of NSP youth passing classes in Greenburg-11 schools:**
G-11 NSP youth passed classes at a rate of 92% during the 2018-2019 school year – an increase in 25% percentage points from the previous year.
- **An increase in the number of NSP youth passing classes in District 75 schools:**
D-75 youth passed classes at a rate of 95% during the 2018-2019 school year – an increase in 7% percentage points from the previous year.
- **A substantial number of NSP youth passing Regents exams:**
NSP youth passed the New York State Regents exam at a rate of 55%. Additionally, 45% of the G-11 NSP youth with a disability who took a Regents exam passed at the Local Level (a score of 65 or higher).
- **An outstanding Course Pass rate for Level 1 Math NSP Middle School Students:**
The course pass rate for NSP Middle School students was 82%.
- **A 100% participation rate in Aftercare:**
Among the 192 Close to Home youth who transitioned out of placement in 2018, 100% were released to an Aftercare resource
- **A 17% decrease in Aftercare Revocations**
From calendar years 2017 to 2018, there was a 17% drop in revocations from aftercare.

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DEFINITIONS

Absent Without Consent (AWOC) – Youth leaves supervision within the facility or off-ground location for a period of time, that is outside the specified or agreed upon terms.

Youth on Youth Assault and Altercations (YOY) – Any intent, by two or more reciprocal aggressors, to cause physical injury to another youth, which results in injury and medical treatment to any participant.

Youth on Staff Assaults (YOS) – Any intent, by two or more reciprocal aggressors, to cause physical injury to a staff, which results in injury and medical treatment to any participant.

Physical Restraints – The use of staff to hold a youth in order to contain acute physical behavior.

Hospital Runs – An event that results in an unscheduled visit to a staff member having to leave a facility to seek medical attention should be called in to MCCU

Contraband – The possession of which is prohibited under any law applicable to the general public or those articles, which are readily capable of being used to cause injury including, but not limited to, firearms, cartridges, knives, razor blades, explosives, or sharpened objects; Illegal drugs. Prescription medications that are not lawfully issued to the bearer. Other unauthorized items described in ACS Policies.

Substantiated Vulnerable Persons' Central Register (VPCR) Reports – Reports of abuse or neglect determined to have a preponderance amount of evidence to support allegation.

INTRODUCTION

Overview

The New York City Administration for Children's Services (ACS) protects and promotes the safety and well-being of New York City's children and families by providing child welfare, youth justice, and early care and education services.

The Division of Youth and Family Justice (DYFJ) is the youth justice division of ACS and is responsible for services and programs across the youth justice continuum. DYFJ serves young people and families in the community, in pre-trial detention, and in Close to Home. In this continuum, we strive to provide supportive services that prevent, intervene, and treat delinquent behaviors in a manner that is responsive to the needs of youth and families. Our goal is to build stronger and safer communities so that young people do not enter or return to the City's youth justice system.

This report serves to inform the public of key indicators of the Close to Home Initiative and to satisfy annual reporting requirements to the New York State Office of Children and Family Services (OCFS) and the New York State Legislature.

What is Close to Home?

Close to Home (CTH) allows young people who are found to have committed a delinquent act by the New York City Family Court to receive placement services in a program in, or close to, the communities where they live. CTH placement is a combination of time in a residential program and time in the community with services and supervision, known as Aftercare.

The Administration for Children's Services (ACS) Division of Youth and Family Justice (DYFJ) is responsible for CTH implementation and oversight. DYFJ contracts with nonprofit Provider Agencies ("Providers") to operate two types of residential placement facilities:

1. Non-Secure Placement (NSP)
2. Limited-Secure Placement (LSP)

Close to Home Residential Placement

Close to Home facilities are small, supportive neighborhood-based group homes where youth, who have been adjudicated in Family Court, learn new skills designed to address their unique needs and risk factors. In calendar year (CY) 2018, DYFJ partnered with seven Providers to serve youth in 25 NSP residences and five LSP residences.

Non-Secure Placement (NSP)

In CY 2018, seven Provider Agencies operated 25 Close to Home NSP residential placements located in New York City and Dobbs Ferry (Westchester County). Each Provider offers structured residential care in a supervised and home-like environment with capacity ranging from six to 13 beds. In addition, NSP residences are further distinguished by program type, gender served, and program model. See Tables 1 and 2 for a breakdown of NSP Provider Agencies by type.

Table 1. CY 2018 NSP Provider Agencies – General Programs

Provider Agency	Site	Borough	Gender	Program Model	Capacity
Good Shepherd Services	Barbara Blum	Brooklyn	M	Missouri Approach/ Sanctuary	12
Good Shepherd Services	Rose House	Brooklyn	F/LGBTQ	Missouri Approach/ Sanctuary	12
Rising Ground ¹	Manida	Bronx	M	Missouri Approach	12
Rising Ground	Scholars	Brooklyn	M	Missouri Approach	13
Martin De Porres Group Homes	Elmhurst	Queens	M	Lasallian Culture of Care	6
Martin De Porres Group Homes	Ozone Park	Queens	M	Lasallian Culture of Care	6
Martin De Porres Group Homes	Queens Village	Queens	M	Lasallian Culture of Care	6
SCO Family of Services	128th Street	Queens	M	Missouri Approach	6
SCO Family of Services	189th Street	Queens	M	Missouri Approach	6
SCO Family of Services	Beach 38th Street	Queens	M	Missouri Approach	6
SCO Family of Services	Sunset Park	Brooklyn	F	Missouri Approach	6
Sheltering Arms Children and Family Services	162nd Street	Bronx	F	Integrated Treatment Model ²	12
Sheltering Arms Children and Family Services	Marolla Place	Bronx	M	Integrated Treatment Model	12
Sheltering Arms Children and Family Services	White Plains Road	Bronx	M	Integrated Treatment Model	12
Sheltering Arms Children and Family Services	Astoria 1 & 2	Queens	M	Integrated Treatment Model	13
St. John's Residence for Boys	Rockaway Park	Queens	M	Missouri Approach	12
St. John's Residence for Boys	Bayside	Queens	M	Missouri Approach	12

¹ Formerly Leake & Watts Services

² Sheltering Arms Children and Family Services transitioned to ITM from the Missouri Approach in July 2018.

Table 2. CY 2018 Non-Secure Placement Provider Agencies – Specialized Programs

Provider Agency	Site	Borough	Gender	Program Model	Program Type	Capacity
SCO Family of Services	Cottage 1	Bronx	M	Missouri Approach	Specialized – Developmental Disabilities	6
SCO Family of Services	Cottage 2	Bronx	M	Missouri Approach	Specialized – Developmental Disabilities	6
The Children's Village	Smith	Dobbs Ferry	M	Integrated Treatment Model	Specialized – Fire Setting Behavior	9
The Children's Village	Van Horn	Dobbs Ferry	M	Integrated Treatment Model	Specialized – Problematic Sexual Behaviors	6
The Children's Village	Kendall	Dobbs Ferry	M	Integrated Treatment Model	Specialized – Problematic Sexual Behaviors	9
The Children's Village	Promise North	Staten Island	F	Integrated Treatment Model	Specialized – Serious Emotional Disturbance	10
The Children's Village	Promise South	Staten Island	F	Integrated Treatment Model	Specialized – Serious Emotional Disturbance	10
The Children's Village	Collins	Dobbs Ferry	M	Integrated Treatment Model	Specialized – Substance Abuse and Addiction	9

Limited Secure Placement (LSP)

Limited-Secure Placement (LSP) facilities are designed for young people who require more restrictive supervision. In CY 2018, three Provider Agencies operated five Close to Home LSP residential placements, also located in New York City and Dobbs Ferry (Westchester County). The residences ranged in capacity (six bed minimum to 20 bed maximum) and are distinguished by program type (general versus specialized) and program model. LSP residences also maintain a lower youth-to-staff ratio than NSP residences and operate with additional security features throughout the facility (e.g., 24/7 control rooms, sally

port entrances, and interior door hardware with electronic locking mechanism). Youth placed in LSP attend school and participate in most programming and services on-site. See Table 3 for LSP Provider Agencies by type.

Table 3. CY 2018 Limited-Secure Placement Provider Agencies

Provider Agency	Site	Borough	Sex	Program Model	Program Type	Capacity
The Children's Village	Fanshaw	Dobbs Ferry	M	Integrated Treatment Model	Specialized	6
The Children's Village	Crest	Dobbs Ferry	M	Integrated Treatment Model	Specialized	6
Sheltering Arms Children and Family Services	South Ozone Park	Queens	M	Integrated Treatment Model	Specialized	18
Rising Ground	Ryer Avenue	Bronx	F	Person-Centered, Relational Organizational Milieu aimed at Increasing Self-Efficacy	General / Specialized	16
Rising Ground	Carroll Street	Brooklyn	M	Missouri Approach	General	20

Aftercare

Aftercare is the transition period that follows the residential stay, during which youth continue to receive support and supervision in the community. While Aftercare begins when youth are released from a residential facility, Aftercare release planning begins at intake. ACS works with Provider Agencies to outline treatment goals, identify service needs, address barriers to release, and ensure that necessary service referrals and linkages are in place prior to release.

In November 2018, ACS redesigned NSP Aftercare so that all youth in Close to Home receive services in the community from the same Provider Agency for the duration of their time in placement. Previously, NSP youth received Aftercare from a set of different Provider Agencies contracted specifically for Aftercare services. LSP youth have always and continue to be released to Aftercare under

the supervision of their residential placement provider. While all Providers have the responsibility of meeting with and providing services to youth when they are back in the community, Children's Village, Rising Ground, SCO Family of Services, and Sheltering Arms are among Providers that also offer evidence-based family therapy models.

Table 4. CY 2018 Aftercare Provider Agencies

Provider Agency	Program Model
Children's Village	Multi-Systemic Therapy / Provider-Specific
Good Shepherd Services	Provider-Specific
Martin De Porres Group Homes	Provider-Specific
Rising Ground	Functional Family Therapy / Credible Messenger / Provider-Specific
SCO Family of Services	Multi-Systemic Therapy / Provider-Specific
Sheltering Arms Children and Family Services	Multi-Systemic Therapy / Provider-Specific
St. John's Residence for Boys	Provider-Specific

Risk-Needs-Responsivity Framework

In CY 2018, ACS further deepened system-wide commitment to the Risk, Needs, and Responsivity (RNR) framework for Close to Home. The primary principles of the RNR framework are:

- Risk – Program intensity is matched to the level of risk posed by the individual;
- Needs – Interventions target dynamic or changeable criminogenic risk factors; and
- Responsivity – Strategic service delivery adapted to individual development level and learning capacity

This framework utilizes the Youth Level of Service Inventory (YLSI), a validated Risk Assessment Instrument used to identify criminogenic risk factors among young offenders, as the foundation for case management, service planning, and service delivery for all youth. The YLSI assesses criminogenic risk as either Low, Moderate, or High in the following eight domains:

- Number of Prior and Current Offenses and Adjudications
- Family Circumstances
- Education/Employment
- Peer Relations
- Substance Abuse
- Leisure/Recreation
- Personality/Behavior
- Attitudes/Orientation

The objective of each assessment is to tailor services and inform the intensity or level of supervision each youth will receive throughout placement and, most critically, upon release to Aftercare. In CY 2018, ACS incorporated initial YLSI assessments and subsequent reassessments into service plans for every youth in Close to Home. In total, 313 YLSI assessments were conducted.

With thoughtful development and planning, the Risk-Needs-Responsivity framework has been designed to account for individual youth strengths as motivation in treatment and to foster positive long-lasting service linkages. Quality assurance mechanisms and ongoing training and technical assistance are in place to support and sustain a framework of care that empowers youth to play a central role in their behavior change process.

Positive Youth Development

In CY 2018, ACS continued to grow the profile of Close to Home programming aligned with positive youth development. These programs offer youth an opportunity to engage in services that promote prosocial skills, vocational and academic engagement, creative and performing arts, and positive adult and peer mentoring while introducing residential placement providers to new resources for ongoing engagement.

Mentoring and Vocational Services

During the reporting period, ACS and CTH Provider Agencies collaborated with community-based partners to enroll youth in programs promoting career exploration, financial literacy, and social growth. These programs include:

- Paid internships through the New York City Department of Youth and Community Development's Summer Youth Employment Program (SYEP), including seven specialized SYEP internships with local businesses recruited by ACS;
- The Young Adult Work Opportunities for Rewarding Careers (YA WORC) program, an evidence informed model for career exploration delivered in partnership with the Columbia School of Social Work's Workplace Center. 96 youth participants engaged in a Career Club, developed their own education and career plans, and were placed in summer internships;
- Paid internships through the Science, Technology, Engineering, Architecture/Art, and Mathematics (STEAM) Academy program, developed by the New York City Department of Design and Construction (DDC) to establish a diverse and inclusive pipeline for NYC youth into the architecture, construction, and engineering industries;³
- C-Tech programming to develop hands-on training for industry-recognized certifications in telecom and network cabling, with 16 youth participants;
- Professionalism and etiquette workshops in partnership with the #beautyFULL movement's "Each One Teach One" program;⁴
- 30-hours of life and leadership skills development and team building activities through the ACS Leadership Intensive Training (LIT) program, co-facilitated by youth Peer Advocates and staff from the DYFJ Office of Family Engagement and Youth Advocacy; and

3 <https://www1.nyc.gov/site/ddc/steam/steam.page>

4 <https://upliftingyou.org/home-2>

Participation in the ACS Youth Leadership Council (YLC) to engage youth in the decision making and policy review process, develop communication skills, and discuss issues facing the community. With guidance from DYFJ's Office of Family Engagement and Youth Advocacy, youth who completed the LIT program and participated in the YLC developed and facilitated Youth Development trainings for CTH staff.

Creative and Performing Arts

Close to Home youth participated in an array of creative and performing arts programs in CY 2018, all with the objective of providing youth with consistent outlets for self-expression, building a community that stretches beyond the walls of the residential facilities, and developing resiliency and leadership skills. These programs include:

- Creative writing workshops through The Kite, culminating in an exciting showcase of each youth's work and community spoken word performances;
- Carnegie Hall Musical Connections, a collaboration with the Weill Music Institute that offers workshops, musical training, and public performances to celebrate youth achievements. Participants earn elective course credit toward high school graduation while inspiring creativity and encouraging personal and artistic growth; and
- Music Beyond Measure, which uses group-centered programming and a co-creative environment to help Close to Home youth develop healthy coping mechanisms to aid in their treatment and trauma recovery process.⁵

Cure Violence

Cure Violence is an anti-violence public health model focused on preventing violence, changing behavior and turning attention to positive life choices through neighborhood-based services. Cure Violence providers are members of the greater New York City Crisis Management System, a network that deploys teams of credible messengers to mediate street-level conflicts and connect high-risk youth to services that can reduce long-term risk of violence.

5 <https://musicbeyondmeasure.org/index.html>

Over the years, the ACS Cure Violence provider network has evolved into a robust support system for youth and families. Cure Violence staff have become integral to the fabric of Close to Home, participating in critical service plan meetings, coordinating with residential and aftercare providers, and providing linkages to neighborhood-based pro-social activities. In addition to street-level conflict resolution, Close to Home youth have engaged in the following programming:

- Fitness and health;
- Mentorship;
- Entrepreneurship;
- Leadership Development;
- Job Readiness and Internships;
- Mediation and Counseling;
- Gang Prevention;
- Crisis Management and Intervention; and
- Academic Enrichment

In 2018, Close to Home youth engaged in Cure Violence programming in multiple ways. The majority of Close to Home youth participated in a total of 76 school or residence-based group workshops facilitated by Cure Violence staff. Additionally, YLSI data was used to identify and refer 25 individual youth for intensive, one-to-one mentoring and counseling. See Table 5 below for a breakdown of ACS Cure Violence services provided in 2018.

Table 5. ACS Cure Violence Providers

Provider	Youth Served (Intensive One-to-One)	Total Workshops
Life Camp	14	30
GMACC	6	14
True 2 Life	0	25
S.O.S ⁶	4	0
GOSO/Save	1	7
Total	25	76

6 Save Our Streets was added to the ACS Cure Violence provider network in September 2018

EDUCATIONAL CONTINUITY

Overview and School Year

Young people in Close to Home attend the below school districts:⁷

- NYC Department of Education District 79 – Passages Academy
- NYC Department of Education District 75
- Greenburgh Eleven Union Free School District

The 2018-2019 school year data for these districts include the Fall semester of 2018 and the Spring semester of 2019. Because data is captured on the school calendar, it should be noted that the following data also reflects young people who were not admitted during Calendar Year 2018.

District 79 / Passages Academy

Passages Academy (henceforth, Passages) is part of NYC DOE's District 79, the alternative school and programs district, that is responsible for educating youth in detention or placement settings. Delivered at the Belmont school in Brooklyn, the Bronx Hope school in the Bronx for NSP and at residential facilities for LSP youth, the Passages curriculum focuses on building core area credits for graduation using a framework of academic and social emotional learning.

A young person is enrolled in Passages upon placement and participates in an orientation that evaluates the services they will need while in Close to Home. After orientation, youth are assigned to a class program that matches their needs and are enrolled in English, Math, Social Studies, Science, Art, and Physical Education. Passages staff prepare young people for middle school and Regents exams, in addition to a successful transition to a community school to continue their education.

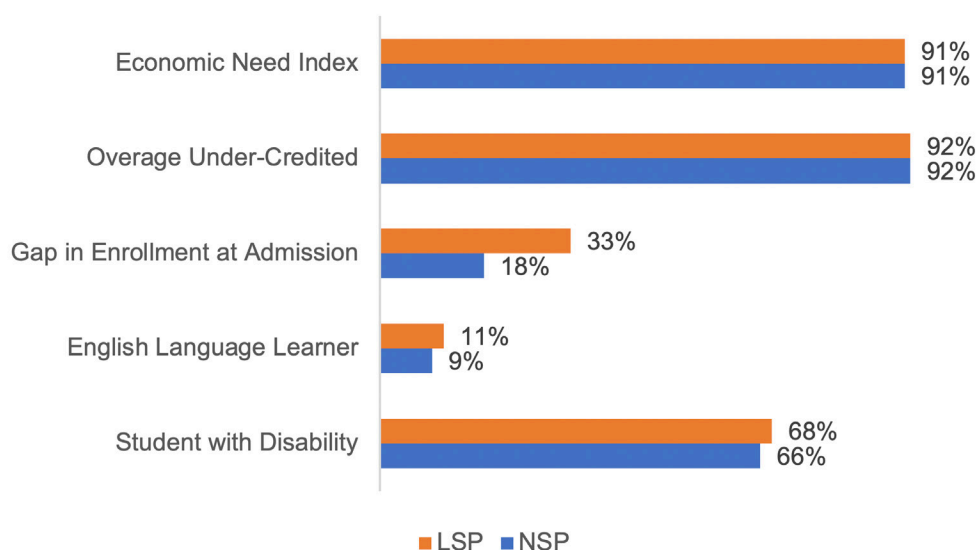
⁷ Prior to returning to the community, many CTH youth attend community schools as part of reintegration. Some youth are able to attend community schools earlier in their residential placement. For example, Martin De Porres allow youth to attend community schools as part of their Lasallian Culture of Care program model.

Staff work with youth with disabilities by developing a Specialized Education Program (SEP), providing them with licensed special education teachers, small classroom settings, and counseling, if mandated through their SEP. Staff also work with youth who are learning English as a New Language (ENL) by keeping them in classes with the other youth and assigning them an ESL certified teacher, who collaborates with their other teachers to ensure all needs are met. To ensure a swift transition into a school in the community upon release, Passages employs a Transition Specialist to visit schools with them, aid with their applications, and serve as support for six months after release from a Close to Home facility.

Passages Enrollment

During the 2018-19 School Year, 125 NSP youth enrolled in Passages. On average, there were 63 students enrolled in classes each school day. The median length of enrollment in instructional days was 109 days or about three and a half months. For LSP, there were 43 youth enrolled during the school year with an average daily enrollment of 24 young people. The median length of enrollment for LSP youth was 93 days or three months.

Figure 4. SY 18-19 Passages Students by Demographics and Special Needs



Non-Secure Placement Academics

Of the 125 NSP youth in Passages in SY 18-19, 88 percent were in High School. The average attendance rate for NSP students was 86 percent.

Table 6. SY18-19 NSP High School Credit Accumulation

9.3 credits	Average credits earned during their time of enrollment
93%	Average course passing rate
91%	Students earning 5 or more credits
50%	Students earning 10 or more credits

Table 7. Regents Exam Access and Performance

77	Number of Regents taken
42	Number of Regents passed
55%	Regents pass rate

Figure 5. NSP Middle School Youth by NYS Assessment Program Test Results

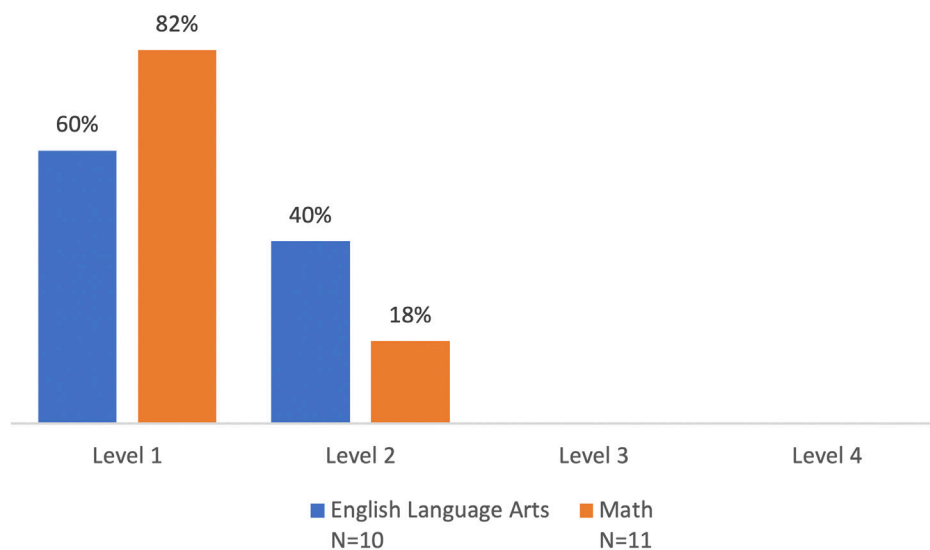


Table 8. SY18-19 NSP Education Transitions

Among NSP students with both prior- and post-program attendance data:	
32%	Average youth attendance rate before coming to Close to Home
46%	Average youth attendance rate after Close to Home
17%	Percentage of youth who have finished their Close to Home placement and have a post-attendance rate of at least 70%

Among NSP students with only post-program attendance data:	
56%	Average youth attendance rate after Close to Home
29%	Percentage of youth who have finished their Close to Home placement who have a post-attendance rate of at least 70%

Limited Secure Placement Academics

Of the 43 LSP youth in Passages in SY 18-19, 86 percent were in High School. The average attendance rate for LSP students was 75 percent.

Table 9. SY18-19 LSP High School Credit Accumulation

8.6 credits	Average credits earned during their time of enrollment
85%	Average course passing rate
91%	Students earning 5 or more credits
36%	Students earning 10 or more credits

Table 10. Regents Exam Access and Performance

22	Number of Regents taken
2	Number of Regents passed
9%	Regents pass rate

Table 11. SY18-19 LSP Education Transitions

Among LSP students with both prior- and post-program attendance data (N=6):	
30%	Average youth attendance rate before coming to Close to Home
24%	Average youth attendance rate after Close to Home
17%	Percentage of youth who have finished their Close to Home placement who have a post-attendance rate of at least 70%

Among LSP students with only post-program attendance data (N=9):	
26%	Average youth attendance rate after Close to Home
11%	Percentage of youth who have finished their Close to Home placement who have a post-attendance rate of at least 70%

District 75 / St. John's Residence for Boys

As part of the NYC Department of Education, District 75 (D-75) provides citywide educational, vocational, and behavioral support programs for students who have cognitive, behavioral, emotional, or other disability challenges. D-75 programs exist in inclusive programs, special classes in specialized schools, agencies, hospitals, and homes. Young people in Close to Home who are admitted into St. John's Residence for Boys NSP sites are enrolled in D-75.

During the 18-19 School Year, 15 NSP youth enrolled in D-75. Of these youth, 87 percent were starting at the high school level. More than half (67 percent) had Individualized Education Plans (IEP) and were students with a disability.

Table 12. SY18-19 D-75 NSP School Youth Outcomes

92%	Average attendance rate
11.5	Average credits earned during their time of enrollment
95%	Average course passing rate
94%	Average course passing rate for students with a disability
33%	Students with a disability who took one or more Regents passing one or more regents at the local level (score of 55 or higher)

Greenburgh Eleven

The Greenburgh Eleven Union Free School District (G-11) is a New York State public school district located in Dobbs Ferry, New York, operating on the grounds of The Children's Village servicing young people with emotional, behavioral, and/or learning problems in grades K-12. The District, in coordination with the residential placement sites on The Children Village campus, provides structured learning, a New York State Education Department Common Core aligned curriculum, and an intensive focus on literacy. G-11 currently serves all NSP youth at The Children's Village Dobbs Ferry sites.

For SY 18-19, 19 NSP youth were enrolled in the G-11 school district, all starting at the high school level. Eighty-four percent of the students were students with a disability and had an IEP.

Table 13. SY18-19 G-11 NSP School Youth Outcomes

96%	Average attendance rate
4.9	Average credits earned during their time of enrollment
92%	Average course passing rate
90%	Average course passing rate for students with a disability
27%	Among the 11 enrolled students with a disability who took one or more Regents exams, 3 students passed one or more Regents at the Local level (a score of 55 or higher).
45%	Among the 11 enrolled students with a disability who took one or more Regents exams, 5 students passed at the Regents level (a score of 65 or higher).

CY 2018 CTH ADMISSIONS



Non-Secure Placement

Figure 5. CY 2018 NSP Admissions by Race and Ethnicity

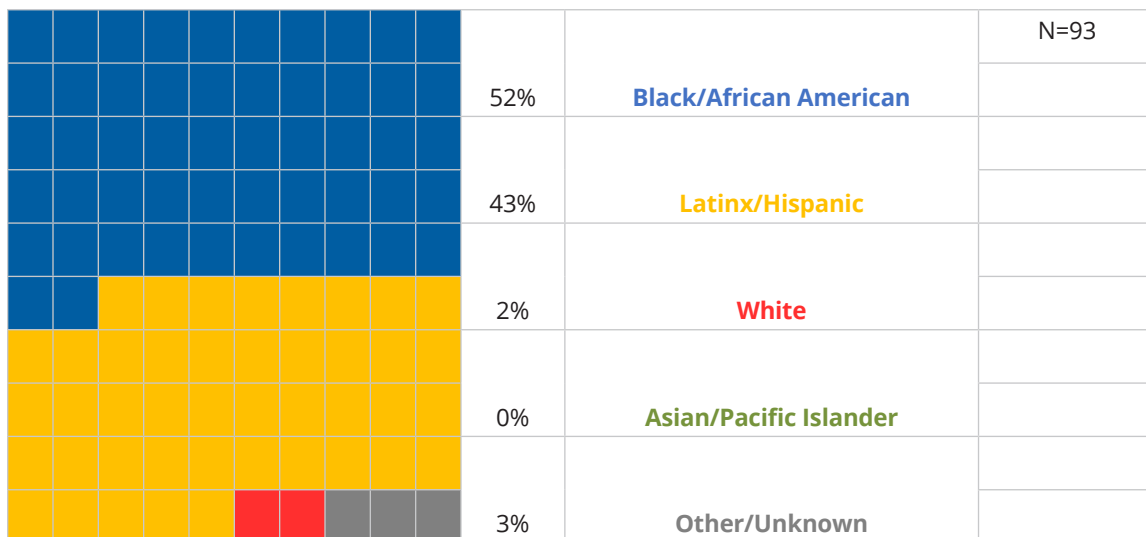
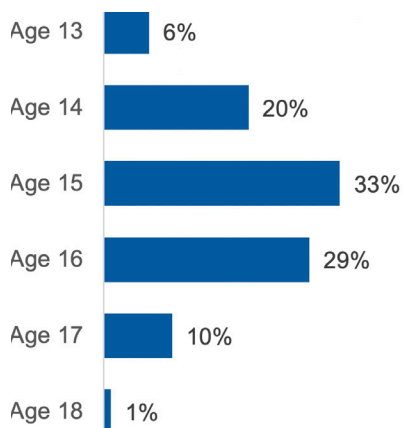


Table 14. CY 2018 NSP Admissions by Gender

CY 2018 CTH Admissions by Gender	N	%
Female	9	10%
Male	84	90%
Total	93	100%

Figure 6. CY 2018 NSP Admissions by Age at Admission



Limited-Secure Placement

Figure 7. CY 2018 LSP Admissions by Race and Ethnicity

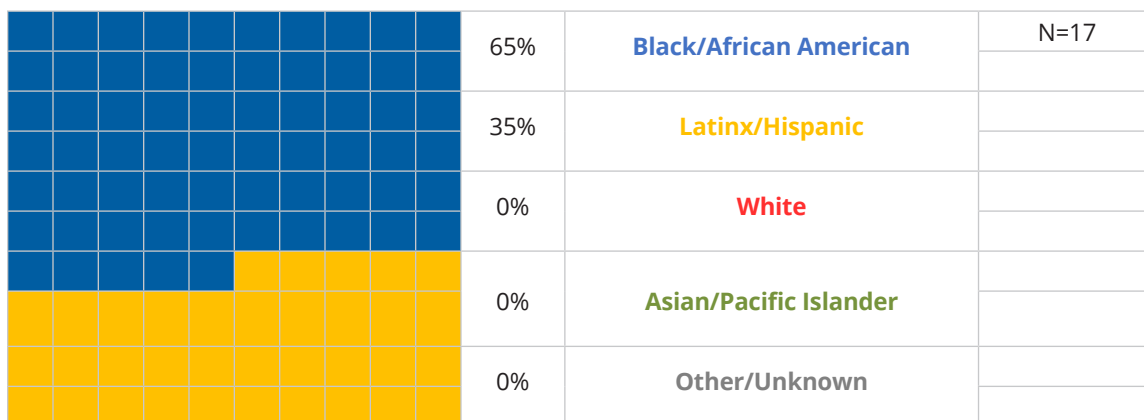


Table 15. CY 2018 LSP Admissions by Gender

LSP Gender	N	%
Female	8	47%
Male	9	53%
Total	17	100%

Figure 8. CY 2018 LSP Admissions by Age at Admissions

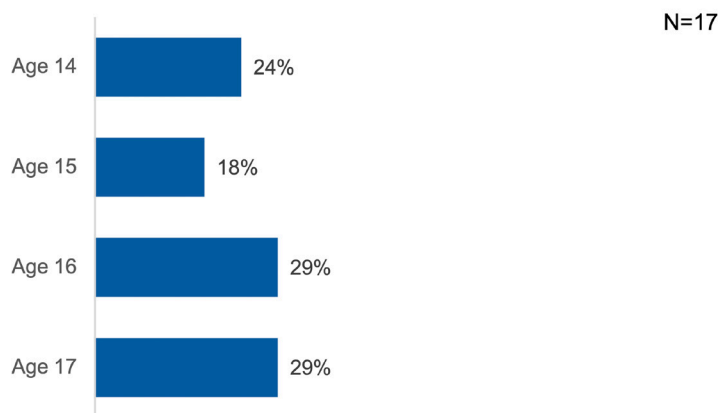


Table 16. CY NSP From Foster Care

NSP Gender	2018
Number of Placements	93
Number in Foster Care	16
Placement from Foster Care	17%

Table 17. CY LSP From Foster Care

LSP Gender	2018
Number of Placements	17
Number in Foster Care	7
Placement from Foster Care	41%

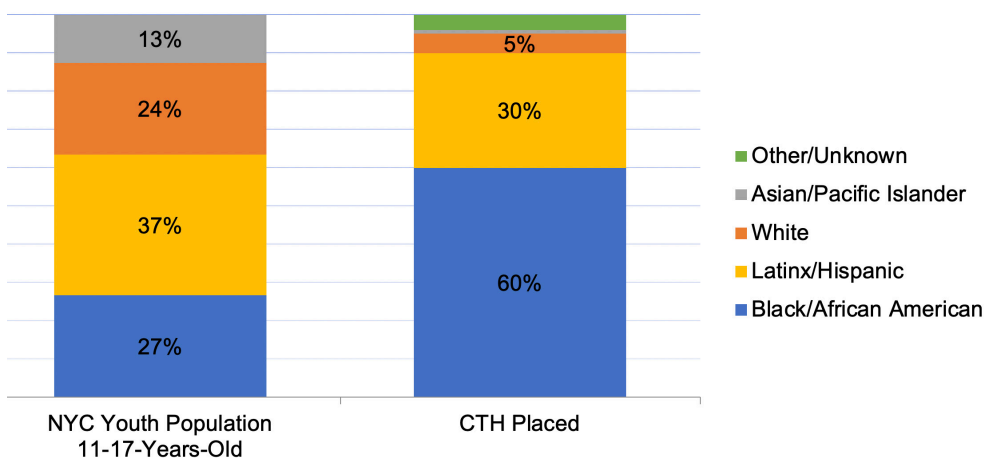
Seventeen (17) percent of youth who entered CTH NSP were in foster care at the time they were placed and 41% of youth who entered LSP were in foster care at the time they were placed. ACS uses the Crossover Youth Practice Model (CYPM) and every youth placed into CTH is screened for crossover involvement with the child welfare system so that permanency planning continues in collaboration with the foster care agency from day one.

Racial and Ethnic Disparity

Racial disproportionality and disparity are serious problems that affect children and families of color in the child welfare, youth justice, education, mental-health, and healthcare systems. Disproportionality exists when a certain racial / ethnic group is over or under represented at a system point when compared to the overall population. For example, if Black / African American youth represent 25% of the city's youth population, but make up 50% of all child welfare cases, there is disproportionality.

Disparity focuses on unequal outcomes based on a specific characteristic such as race and ethnicity. Research has shown that Black and Latinx/Hispanic students are suspended from school at higher rates and are punished more severely for similar behaviors than their white peers.⁸ The disparities that we see today did not come about by accident; they exist because of historical and systemic racism in our city, state, and country. For this report, ACS looked closely at Close to Home demographic data to identify disproportionality and disparity in NYC's youth justice placement system.

Figure 9. NYC Youth Population vs CTH Placed Youth in CY 2018 by Race and Ethnicity



8 https://www1.nyc.gov/assets/ymi/downloads/pdf/Disparity_Report.pdf

As Figure 8 above shows, Black/African American and Latinx/Hispanic youth make up 64% of the New York City youth population, but 90% of Close to Home admissions. When analyzing demographic data, Black or African American youth are disproportionately admitted into Close to Home. At only 27% of the city's youth population, Black/African American youth make up 60% of Close to Home admissions. While decisions regarding CTH disposition / placement are not made by ACS, the agency acknowledges a responsibility to investigate how we may be contributing to current disparities and ways to work with other City agencies to reduce disparity in the youth justice system.

Equity Goal

ACS has developed and continues to refine an Equity Action Plan, a plan that identifies and addresses the disparities that exist in the youth justice system under ACS control. As part of these efforts, ACS is committed to the following goal:

“Youth and families who touch the youth justice system should be treated fairly, safely, and with respect. ACS envisions a system that prevents and reduces involvement in the youth and criminal justice systems. No group should be disproportionately represented or receive disparate outcomes in CTH.”

In the coming years, DYFJ will engage in a more focused analysis of disparities that may exist in our Close to Home system and a deeper look at whether or not young people of different backgrounds are treated any differently when they are in placement. DYFJ participates on an agency-wide Equity Action Plan Implementation team that is led by the ACS Office of Equity Strategies. The Office of Equity Strategies is committed to promoting equity and reducing disparities based on race, ethnicity, sovereignty, gender, gender identity and expression, sexual orientation and socioeconomics. This Office was established in 2017 to build upon and broaden the advocacy efforts undertaken by the agency, with an immediate focus on implementing legislation signed by Mayor de Blasio to strengthen justice and equity in New York City.

Geography

Close to Home youth come from all over New York City and live in communities where opportunities for education, recreation, and access to health and mental health services differ significantly. See Figures 10 and 11 below for NSP and LSP admissions by home borough.

Figure 10. CY 2018 NSP Admissions by Home Borough

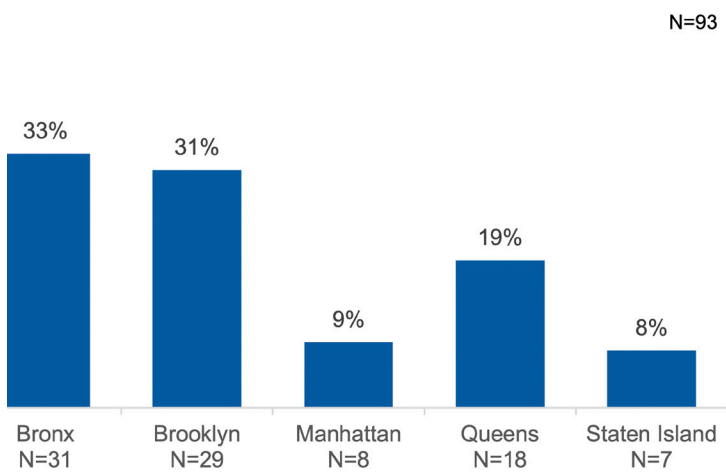
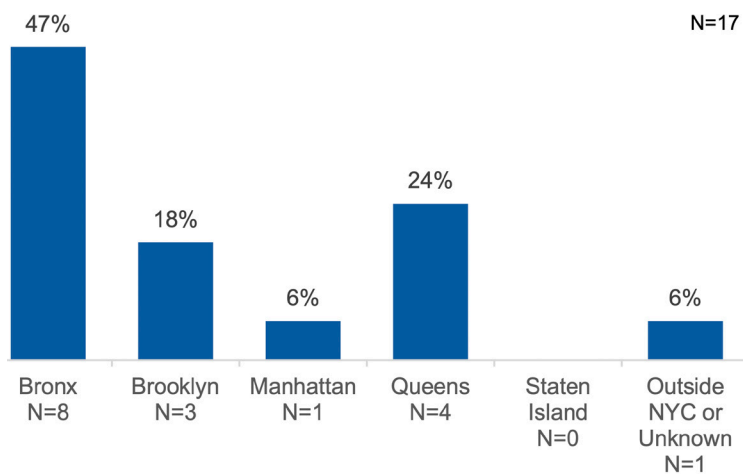


Figure 11. CY 2018 LSP Admissions by Home Borough



About one-third (32 percent) of all Close to Home youth come from the 5 community districts listed in Table 16 below. To contextualize the neighborhoods that CTH youth come from, we used the American Human Development Index (AHDl), which measures the health, education, and income indicators of individual communities.

Table 18. CY 2018 CTH Admissions Top Community Districts

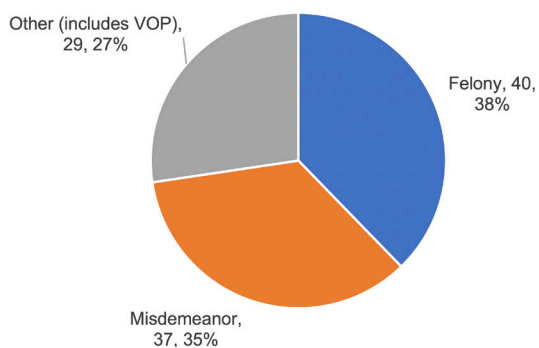
Borough	Top Community District in Borough	Number of CY 2018 Admissions	Percent of Borough Admissions
Bronx	Williamsbridge/Baychester	11	28%
Brooklyn	East New York/Starrett City	9	28%
Manhattan	East Harlem	3	33%
Queens	Jackson Heights	6	27%
Staten Island	Saint George/Stapleton	6	86%

System Involvement

Of the 110 Close to Home admissions in CY 2018, 6 percent (or N=7) of young people (NSP and LSP combined) had a previous CTH placement. In CY 2017, this number was 11 percent of admissions.

Out of the 106 youth with available information on adjudication charge type,⁹ 38 percent came to CTH on a felony, 35 percent on a misdemeanor, and 28 percent on other¹⁰ charges, including violation of probation (VOP).

Figure 12. CY 2018 Close to Home Admissions by Charge Type

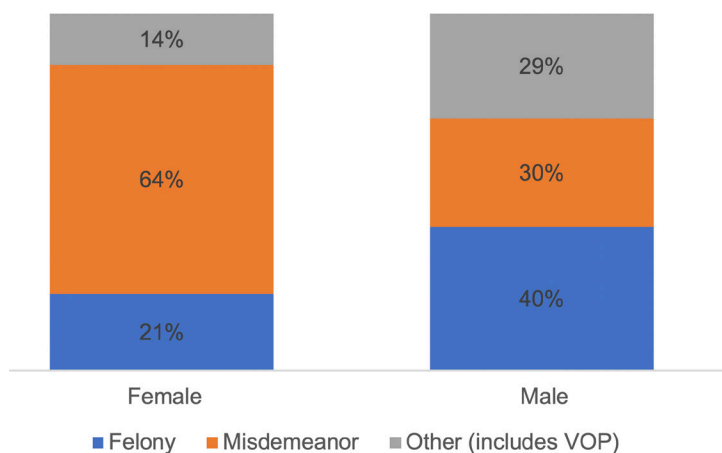


⁹ Four youth were excluded due to missing adjudication charge type data

¹⁰ Other includes probation violations and any combination of misdemeanor/felony/probation violation charges

When broken out by gender, youth who identify as female came to Close to Home on misdemeanors more often than youth who identify as male. Male youth are coming to Close to Home more often on felony level charges and are nearly even split between misdemeanor charges and combination charges (including probation violations).

Figure 13. CY 2018 Close to Home Admissions by Gender and Adjudication Charge Type



CLOSE TO HOME MOVEMENT

Transfers and Modifications

In some circumstances, Close to Home staff and Provider Agencies may determine that a young person in residential placement requires either a different residential setting of the same security level (transfer) or a more restrictive level of residential care (modification). Transfers and modifications are only considered when all efforts to prevent such action have been exhausted. This includes using interventions established during FTC meetings to address recurring problematic behaviors. See Table 18 below for the number of transfers and modifications in CY 2018.

Table 19. Transfers and Modifications CY 2016-2018

Movement Type	CY 2016	CY 2017	CY 2018
NSP to NSP Transfers	66	75	39
LSP to LSP Transfers	11	5	5
NSP to LSP Transfers	5	3	3
NSP to LSP Modifications	6	14	11
LSP to OCFS Modifications	0	0	0

CLOSE TO HOME AFTERCARE IN 2018

Release planning begins immediately upon admission into placement, and ACS is committed to appropriately matching youth and families to Aftercare services upon release. In line with the philosophy of applying the least restrictive environment to meet a young person's rehabilitative needs, Close to Home aims to release all youth to supervised Aftercare as soon as possible with consideration to public safety, individual progress in residential care, enrollment in a community-based school, and the development of a comprehensive Aftercare service plan. In July 2018, Close to Home implemented the Continuity of Care model. In this continuous model of service delivery, permanency planning remains the responsibility of the residential and case planning staff in placement. Maintaining these relationships with adults who both support and know the youth is critical as youth transition to the community and while they remain in the community on aftercare. ACS uses a wraparound/flexible funding approach to secure the necessary resources to ensure youth are able to build on the successes they had achieved in placement using tools and supports they trust and find familiar.

In CY 2018, there were 192 releases to Aftercare.

- 157 were released from NSP
- 35 were released from LSP

Supervision Resource at Release

Upon implementation of the Continuity of Care model, the primary supervision responsibilities shifted from Placement and Permanency Specialists (PPS) to Provider Agencies. Of the 157 NSP youth released to Aftercare in CY 2018, 33 percent (52) were released to Placement and Permanency Specialist (PPS) with supervision. While PPS maintained primary supervision of these youth, they were also paired with community-based organizations and local supports in the neighborhoods to which youth return. After July 2018, all NSP and LSP youth remained with the same Provider Agency from residential placement to Aftercare. The Provider Agencies that worked with the most youth on Aftercare in 2018 were Children's Village, Rising Ground, and SCO Family of Services. See Table 20 below for a full breakdown of Aftercare Provider resources for youth released in 2018.

Table 20. CY 2018 NSP Aftercare Releases by Aftercare Provider Resource

NSP Aftercare Resource	N	%
ACS - Citywide (PPS)	52	33%
Children's Village	25	16%
Rising Ground (formerly Leake and Watts)	25	16%
SCO Family of Services	24	15%
Sheltering Arms Children and Family Services	8	5%
St John's Residence for Boys	7	4%
AIM - Citywide	5	3%
BH - Citywide	3	2%
Good Shepherd Services	3	2%
Martin De Porres Group Home	2	1%
Jewish Board Family and Children Services	1	1%
Jewish Child Care Association	1	1%
Little Flower Children and Family Services of NY	1	1%
Total	157	100%

Table 21. CY 2018 LSP Aftercare Releases by Aftercare Provider or Resource

Aftercare Resource	N	%
Children's Village	9	26%
Rising Ground (formerly Leake and Watts)	9	26%
Sheltering Arms Children and Family Services	17	49%
Total	35	100%

Length of Stay

Research shows that young people who stay longer in residential out-of-home placements do not necessarily do better than youth with shorter stays. Studies across the country have found that extended treatment time may not be correlated with lower recidivism, or with re-arrest or reconviction of young people.¹¹ To gain a sense of how long young people stay in Close to Home, ACS reviewed length of stay (from admission to Aftercare release, final discharge, or transfer to a non-Close to Home facility) among all releases. The data below indicate the median length of stay (LOS) for youth in NSP and LSP placement.

Table 22. CY 2018 NSP and LSP Youth by Median LOS

Category	Median LOS (in days)
Median LOS for all youth	298 days
Median LOS for NSP youth	294 days
Median LOS for LSP youth	299 days

Permanency and Discharge Resources

The permanency or discharge resource, the individual(s) to whom a Close to Home youth is released to when exiting residential placement, is an important metric that ACS monitors. This case processing point is central to measures of successful release, and year over year improvements in reunification and permanency are due in part to ACS' ongoing commitment to family engagement. Compared to the previous year, CY 2018 saw more NSP youth returning to their parents (75 percent) and fewer youth going into foster care (13 percent). There were also more young people who returned to family other than parents and permanent resources other than family members compared to 2017.

11 <https://www.pewtrusts.org/en/research-and-analysis/issue-briefs/2015/04/reexamining-juvenile-incarceration>

Figure 14. CY 2018 NSP Releases by Receiving Resources

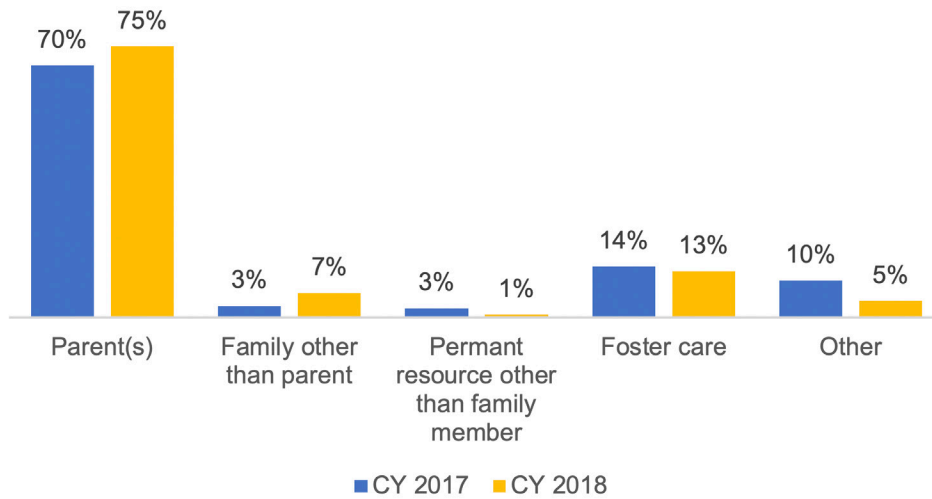
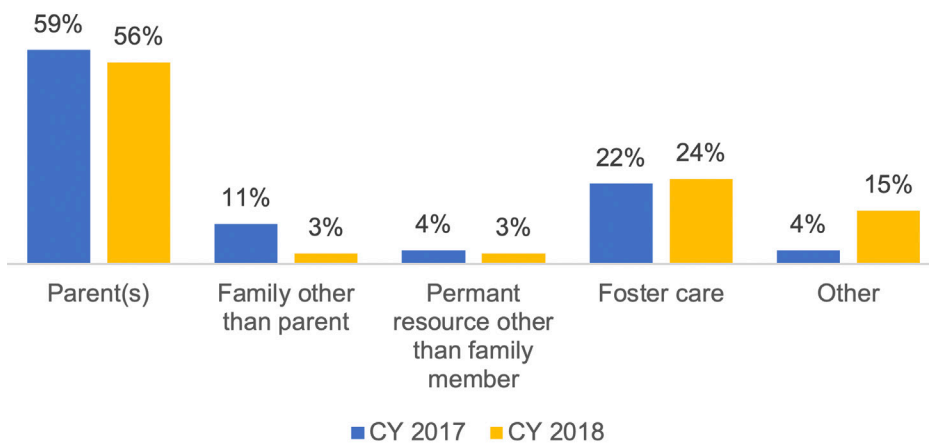


Figure 15. CY 2018 LSP Releases by Receiving Resource



Revocations

Prior to release, young people sign a “conditions of release” document which articulates ACS’s expectations for youth to remain in the community, including services or prosocial activities that the youth must participate in. If youth violate one or more conditions of release, they may be revoked, or sent back, to residential placement. Revocation is only considered after interventions of increasing intensity are exhausted while on Aftercare. A total of 40 youth were revoked from Aftercare to residential placement in CY 2018.

INCIDENT TRENDS

Incident reporting in Close to Home is necessary to identify service needs, discover gaps in training, and develop technical assistance resource deployment strategies. A better understanding of where and how often incidents occur allows ACS staff to assist Provider Agencies with reducing incidents. In CY 2018, the incident trends analyzed include:

- Youth Absent Without Consent (AWOC)
- Youth on Youth Assault and Altercations
- Youth on Staff Assaults
- Physical Restraints
- Hospital Runs
- Contraband
- Substantiated VPCR Reports

In addition to reporting the raw number of the above incident categories, ACS is also reporting the incidence rates for AWOC incidents, assaults, and physical restraints. The incidence rate is a public health measure of the probability of occurrence of a given event or condition in a population within a specified period of time. Close to Home incidence rates are calculated by dividing the number of incidents (of a particular category) that occur in a given year by the total number of care days in a given year, multiplied by 100 as follows:

Numbers of Incidents	X 100
Care Days	

See the tables below for NSP and LSP year-to-year comparison data, and Appendix A for AWOC Incidents by De-Identified Provider and Site.

Table 23. NSP Safety Incidents CY 2016-2018

Incident Category	2016		2017		2018		% Change (2017-18)	
	#	Rate	#	Rate	#	Rate	#	Rate
AWOC Incidents	136	0.27	128	0.25	64	0.17	-50%	-32%
Total Assaults and Altercations	280	-	366	-	264	-	-28%	-
Youth on Youth	186	0.37	268	0.52	196	0.49	-27%	-6%
Youth on Staff	94	0.19	98	0.19	68	0.18	-31%	-5%
Restraints	405	0.81	562	1.1	338	0.86	-40%	-22%
Hospital Runs	237	-	222	-	131	-	-41%	-
Contraband	152	-	175	-	129	-	-26%	-

Table 24. LSP Safety Incidents CY 2016-2018

Incident Category	2016		2017		2018		% Change (2017-18)	
	#	Rate	#	Rate	#	Rate	#	Rate
AWOC Incidents	3	0.14	4	0.06	7	0.10	75%	67%
Total Assaults and Altercations	65	-	96	-	88	-	-8%	
Youth on Youth	24	0.75	44	0.86	40	0.53	-9%	-38%
Youth on Staff	41	1.22	52	1.05	48	0.67	-8%	-36%
Restraints	149	5.05	200	4.00	227	3.10	14%	-23%
Mechanical Restraints	10	0.34	9	0.22	9	0.12	0%	-45%
Hospital Runs	14	-	37	-	29	-	-22%	
Contraband	38	-	46	-	17		-63%	

Substantiated VPCR Reports

All Close to Home facilities fall under the jurisdiction of the New York State Justice Center for the Protection of People with Special Needs (Justice Center). The Justice Center investigates allegations of abuse and neglect within CTH facilities, often in collaboration with OCFS, ACS, and CTH Provider Agencies.

Initial allegations of abuse or neglect are reported to the Justice Center’s Vulnerable Persons Central Registry (VPCR) by staff from CTH Provider Agencies, ACS, other “mandated reporters,” and any individual who witnesses or suspects the abuse or neglect of a youth in CTH. If the allegation does not meet the criteria of abuse or neglect, the Justice Center may direct another entity – namely OCFS or the CTH Provider Agency – to investigate the circumstances of the allegation and take various measures to mitigate similar incidents from occurring in the future. If the allegation meets the criteria of abuse and neglect, the Justice Center will commence an investigation. When the Justice Center determines that an instance of abuse and neglect occurred, the report is “substantiated.” See Table 25 for the total number of reports and substantiated allegations in CTH from CY 2016 through 2018.

Table 25. CTH Child Abuse and Neglect Allegations and Substantiations by CY 2016-2017

Year	Allegations Reported (NSP/LSP)	Total Substantiated	% Substantiated (of Total Reports)
2016	1099	76	6.92%
2017	824	76	9.22%
2018	308	40	12.99%

SITE VISITS AND MONITORING

The DYFJ Office of Planning, Policy, and Performance (OPPP) Quality Assurance team is responsible for oversight of Close to Home programs. Collaboration between individually assigned monitors and CTH providers is essential to improving practice, preventing critical incidents, celebrating successes, and discovering, troubleshooting, and resolving programmatic or system-wide trends. The primary mechanisms OPPP utilizes to achieve these goals are:

- Monthly/Regular conference calls attended by an interdisciplinary team comprised of government oversight staff, provider agency staff, and other CTH stakeholders;
- Case practice evaluations, to closely and routinely hold ACS and CTH providers accountable for case work practice standards;

- Comprehensive site inspections conducted on a routine basis; and
- Unscheduled site inspections conducted during the overnight shift

During a comprehensive site inspection, the assigned OPPP monitor will conduct a series of activities including but not limited to:

- Reviews of all required logbooks and paper files for compliance to policy and documentation standards;
- Walkthroughs to track and/or identify facility conditions impacting the physical plant, safety and security, and the program milieu;
- On-site video reviews to observe programming and required overnight bed check standards.

Overnight site inspections are unscheduled and unannounced. During an unscheduled site inspection, the OPPP monitor will focus on safety and security by conducting activities that include but are not limited to:

- Walkthroughs to determine if all physical locations, offices, common areas and vehicles are secured as required;
- Observation of staff alertness and position to ensure accountability to overnight standards and adequate supervision of youth;
- Physical bed checks to verify each youth's presence in the facility;
- Assessment of on-duty CTH provider staff knowledge of various hardwired security systems such as the fire panel, door access, control rooms, and CCTV Systems.

As a result of continued investment and growth, OPPP increased the number of site inspections for the third year in a row, from a total of 505 in CY 2017 to a total of 533 in CY 2018. This total included 125 unannounced overnight site inspections and 408 daytime site inspections. See Table 26 below for a four-year overview of OPPP's continued monitoring expansion.

Table 26. OPPP Site Inspections by Year and Type

Inspection Type	CY 2015	CY 2016	CY 2017	CY 2018	4 Year % Change
Comprehensive	81	256	395	408	+ 403 %
Overnight	-	92	110	125	-
Total	81	348	505	533	+558%

Heightened Monitoring and Technical Assistance

When routine monitoring does not sufficiently address programmatic concerns, a program or CTH provider agency can be placed on a formal monitoring status. Formal monitoring status generally occurs as a result of continued negative trends in multiple or individual practice domains or following an act or incident that seriously jeopardizes youth and facility safety. Formal monitoring status involves an increased level of support, additional meetings with relevant CTH stakeholders, targeted technical assistance in relevant practice domains, and an increase in both types of site inspections.

OPPP utilizes two formal monitoring status levels: Heightened Monitoring Status (HMS) and Corrective Action Status (CAS). See Table 24 below for the nature and outcome of each instance of a program or provider being placed on HMS or CAS in 2018.

Table 27. OPPP HMS/CAS by Site

Program	Status	Reason for Status	Start Date	End Date	Outcome
AA	CAS	AWOC	05/31/2018	10/23/2018	Satisfied deliverables by conducting AWOC drills and improved youth supervision.
AB	HMS	AWOC	04/19/2018	10/22/2018	Satisfied deliverables by conducting AWOC drills, increased fence height and improved youth supervision.
AC	CAS	Group AWOC	10/31/2018 (CAS) 3/26/2019 (HMS)	5/7/2019	Observed improvements in youth supervision, safety security, staff oversight, training, positioning & no AWOCs
AD	HMS	AWOC	04/18/2018 (HMS)	7/26/2018	Returned to regular monitoring due to improvements in youth and staff supervision and program operations
AD	CAS HMS	AWOC	12/26/2018 (CAS) 4/9/2019 (HMS)	5/17/2019	No AWOCs
BB	HMS CAS	AWOCs, Incident Reporting	06/11/2018 (HMS) 07/23/2018 (CAS) 5/2/2019 (HMS)	8/20/2019	CAS: Observed improvements in programming, clinical services, safety & security & AWOCs HMS: Improved Incident Reporting
BD	HMS	AWOCs from same youth in same week	01/31/2018	04/27/2018	Returned to regular monitoring due to improvements in staff supervision and oversight and no reported AWOC incidents.
CB	HMS	Group AWOC	06/26/2018	10/04/2018	Returned to regular monitoring due to improvement in youth supervision and zero AWOC incidents in 3 months.
CD	HMS	AWOC	05/02/2018	08/21/2018	Satisfied deliverables such as improvement in youth risk assessment and enhanced staffing ratios during transitions.

COMMUNITY ENGAGEMENT

A cornerstone of the Close to Home initiative is Community Advisory Boards (CAB). CABs create and facilitate relationships between CTH programs and community members from the surrounding neighborhoods, while cultivating linkages to enhance the CTH experience for youth and staff.

In CY 2018, 71 percent of CTH providers held at least four CAB meetings, while the remaining 29% conducted three CAB meetings. In a change from previous years, each CTH provider held borough-based meetings for their programs or shared CAB meetings across at least two sites. Although the combined CAB meetings lessened the workload on provider staff tasked with facilitating these meetings, 86 percent of providers reported challenges identifying consistent participants or recruiting new members. CAB involvement was also identified by 100 percent of providers as a helpful communication tool between facilities and the surrounding neighborhood following incidents involving youth. Regular NYPD Neighborhood Coordination Officer (NCO) participation was reported by only 57 percent of CTH providers, while 100 percent indicated that NYPD participation is beneficial.

As will be reported on in more detail in our 2019 CTH Annual Report, in early 2019 the ACS Office of External Affairs surveyed Close to Home Provider Agencies on CAB meetings, existing relationship with the police and other community entities, and the general makeup of each CAB. In addition, providers were asked if changes to the structure of CABs might improve and add value to the experience. The results of these surveys coalesced around common themes, and ACS has built upon this information to begin reimagining system-wide community engagement strategies.

In addition to increasing DYFJ presence at CAB meetings, the ACS Office of External Affairs has invested in infrastructure to allow for increased engagement to support the CTH initiative, both at CAB meetings and at varying events across the City.

*Appendix A – CY 2018 De-Identified Close to Home Programs by AWOC Incidents
Greater than 24 Hours*

Program		CY 2018 AWOC incidents >= 24 Hrs
AA		1
AB		2
AC		2
AD		5
AE		0
AF		1
BA		8
BB		1
BC		4
BD		2
BE		2
CA		2
CB		8
DA		3
DB		3
DC		4
EA		3
EB		1
EC		0
FA		1
FB		0
FC		3
FD		1
FE		1
FF		4
GA		3
GB		2
H		3