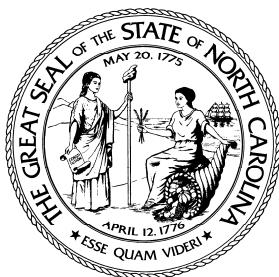


*North Carolina
Sentencing and Policy Advisory Commission*

**Effectiveness of
Programs Funded by Juvenile
Crime Prevention Councils**

Prepared By
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*Submitted Pursuant to G.S. § 164-49
May 1, 2011*

N.C. Sentencing and Policy Advisory Commission

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North Carolina
Sentencing and Policy Advisory Commission

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Juvenile Crime Prevention Councils**

Pursuant to G.S. § 164-49



**Submitted to the
North Carolina General Assembly
May 1, 2011**

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CHAPTER ONE

STUDY DIRECTIVE AND METHODOLOGY

Introduction

The Juvenile Justice Reform Act of 1998 specified that only effective Juvenile Crime Prevention Council (JCPC) programs should receive state funding.¹ In the 2007 Session of the General Assembly, the North Carolina Sentencing and Policy Advisory Commission was mandated to conduct a study to determine the feasibility of measuring the effectiveness of JCPC programs (G.S. § 164-49). The JCPC Feasibility Study, which was submitted to the General Assembly on May 1, 2009, recommended an exploratory study to evaluate the relationship between JCPC participants' characteristics and program participation and subsequent juvenile and adult justice system contacts.

As a result of the feasibility study, the Sentencing Commission was directed during the 2009 Session of the General Assembly to prepare biennial reports on the effectiveness of programs receiving JCPC funds (G.S. § 164-48):

SECTION 15.17J. The Judicial Department, through the North Carolina Sentencing and Policy Commission, shall conduct biennial studies on the effectiveness of programs receiving Juvenile Crime Prevention Council grant funding in North Carolina. Each study shall be based upon a sample of juveniles admitted to programs funded with JCPC grants and document subsequent involvement in both the juvenile justice system and criminal justice system for at least two years following the sample admittance. All State agencies shall provide data as requested by the Commission.

The Sentencing and Policy Advisory Commission shall report the results of the first effectiveness study to the Chairs of the Senate and House of Representatives Appropriations Committees and the Chairs of the Senate and House of Representatives Appropriations Subcommittees on Justice and Public Safety by May 1, 2011, and future reports shall be made by May 1 of each odd-numbered year.

This study, based on Fiscal Year 2006/07 admissions to JCPC programs, is the first biennial report prepared by the Sentencing Commission in compliance with the above-cited legislative directive.

History of Community-Based Programming Prior to JCPC

Prior to 1975, community-based programming for youth involved in the juvenile justice system or those who were presenting school- or home-based problems was limited and was not organized in any systematic way. In 1975, the General Assembly passed legislation establishing a framework for community-based programs referred to as "Community-Based Alternatives (CBA)." Administration for CBA was housed under the Department of Health and Human

¹ G.S. § 143B-550(a)(1).

Services in its Division of Youth Services (DYS), which also provided oversight for the confinement facilities for court-involved youth (*i.e.*, training schools and detention centers). This marked the first major effort at the state level to bring about a more structured approach to establishing and maintaining programs in local communities for court-involved juveniles or youth who were “at risk” by their behavior to become involved in the juvenile justice system. CBA also marked the beginning of a new approach with the state and counties partnering in their efforts to create resources specific to the particular needs of a county. The process for CBA funding involved the county submission of funding proposals for programs in their respective locales to the state-level CBA office. Funding for approved proposals was disbursed to counties, which then provided oversight of their respective CBA programs through local advisory councils known as Youth Services Advisory Councils. These Councils, composed of community leaders and representatives from youth-related and law enforcement agencies, had the primary responsibilities of planning and overseeing CBA-funded programs. CBA operated in this manner, with few changes, for over 25 years.

The Establishment and Development of JCPCs

The Juvenile Justice Reform Act of 1998 brought about the next change in community programming, which culminated in the system that currently exists. As a result of this legislation, the two entities housing the majority of services for delinquent and undisciplined juveniles in the state, the aforementioned DYS and the Juvenile Services Division within the Administrative Office of the Courts, were combined to create a single cabinet level agency, the Office of Juvenile Justice and Delinquency Prevention (which, in 2000, became the Department of Juvenile Justice and Delinquency Prevention – DJJDP). Through this consolidation of services, the Department was authorized to coordinate and administer all services associated with the juvenile justice system, including community-based programming. With DJJDP assuming more of a leadership and oversight role than had previously existed under DYS, operations for programming became more centralized.

Community-based programming was redefined and expanded statutorily by the reform. The previous legislative intent of community programming directed that program services be targeted at court-involved juveniles (*i.e.*, delinquent and undisciplined youth), and especially those who were in jeopardy of being committed to training school. With the enactment of the new juvenile laws, the intent of the General Assembly for community-based services went beyond the previous mandate of targeting court-involved youth by adding juveniles who are at risk for delinquency. This intent, reflected in G.S. 143B-543, states the following:

It is the intent of the General Assembly to prevent juveniles who are at risk from becoming delinquent. The primary intent of this Part is to develop community-based alternatives to youth development centers and to provide community-based delinquency, substance abuse, and gang prevention strategies and programs. Additionally, it is the intent of the General Assembly to provide noninstitutional dispositional alternatives that will protect the community and the juveniles.

The new laws retained local advisory councils but changed the name to Juvenile Crime Prevention Councils. Statutory adjustments gave the councils a more structured process for member appointments and extended their powers and duties. Each JCPC is capped at 26

members, all of whom are to be appointed by the local board of county commissioners. The membership composition of the JCPC is legislatively mandated, and specifies representatives from local government entities (*e.g.*, schools, social services), courts, law enforcement, faith community, business community, nonprofit agency, and private adult and youth citizens.

In general, the statutorily defined primary powers and duties of JCPCs are tri-fold. First, each council must go through an annual planning process in order to produce a plan of action for the expenditure of JCPC funds.² Second, it is the responsibility of each county council to ensure that appropriate intermediate dispositional sanctions are available and that funding is prioritized for adjudicated youth receiving Level 1 and Level 2 dispositions. Additionally, these dispositional options must meet minimum standards adopted by DJJDP.³ Third, JCPCs are charged with fulfilling other specified duties on an ongoing basis.⁴

The position of area consultant, which existed in the former community programming system, was retained within the DJJDP to serve as a liaison between the Department and JCPCs by providing monitoring of funded programs and technical assistance to local councils.

The JCPC Process: Planning, Funding, Monitoring

Planning and Funding

There are 99 JCPCs representing all 100 counties. On an annual basis, each council is responsible for determining, planning and developing services that are needed within its local community to address and prevent juvenile delinquency. This process ultimately results in the programs to be funded in the county for that year. All counties receive a legislative allotment which consists of the same across-the-board base allotment coupled with an allotment that is proportionate to the population of youth aged 10-17 in the county. The DJJDP administers the funding for JCPC programs. Additionally, counties must provide a local cash and/or in-kind match of 10%, 20%, or 30% related to the poverty level of the county. In general, councils begin the annual planning process by studying data related to the risk and needs of juveniles in their counties. For this task, a JCPC relies on information from the risk and needs assessments completed on all juveniles who have received a complaint in the local juvenile court.⁵ Based on this information, a JCPC can identify and prioritize the resources needed to serve juveniles in their respective locality who are court-involved and who are at risk to become involved in the juvenile justice system. In order to identify any gaps in programming, the services that are needed are compared to ones that are currently in operation in the particular county.

Once this annual plan has been developed, requests for proposals for programs to address the defined needs are solicited. The council reviews all incoming proposals, approving those that

² G.S. § 143B-549 (a).

³ G.S. § 143B-549 (b).

⁴ G.S. § 143B-549 (c).

⁵ Beginning in 2006, the risk and needs assessments were incorporated into the intake component of the juvenile justice process for use in making the intake decision of whether or not a juvenile's case would be diverted from or referred to juvenile court. Prior to this date, the assessments were completed only on juveniles whose complaint was filed as a petition and scheduled for a court hearing. The assessments were not implemented early enough in 2006 to be included in the 2011 JCPC effectiveness study, however.

are qualified and meet the resource needs that have been ascertained. Upon selecting programs to receive funding in view of the county's predetermined allotment, the funding recommendations and the plan for the upcoming year are subsequently submitted for approval to the board of county commissioners. Finally, the JCPC plan and the certification that the recommended programs have met DJJDP standards are forwarded to the DJJDP for approval.

Monitoring and Evaluation

Once a JCPC receives confirmation from DJJDP of its funding and funded programs have begun operating, a council commences its process of monitoring and evaluating the performance of programs, as well as the management of funds over the course of the year. As noted in DJJDP policies, the monitoring and evaluation is a shared responsibility between the JCPCs and the Department, with each entity having its own set procedures for this purpose. Each JCPC appoints a monitoring committee that is charged with making on-site, annual visits to each funded program to review program compliance with the current program agreement. The monitoring committee reports its findings back to the council, and this information is used in making recommendations for continued funding for programs.

DJJDP plays a role in monitoring the JCPC programs and in providing technical assistance and training to local councils through the work of the area consultants. Currently, there are ten area consultants who are assigned to various counties in the Eastern, Central, Piedmont, and Western regions of the state. DJJDP policy states that area consultants are responsible for monitoring the compliance with provisions of the contractual agreement between the program and the Department for both newly funded and existing JCPC programs. For new programs, area consultants provide orientation training, review program implementation, offer technical assistance through on-site visit(s), and review compliance with program standards of operation within the program's first year of JCPC funding. For existing programs, area consultants continue to offer technical support and to review program compliance with the standards set by DJJDP. Area consultants make on-site visits to existing programs at least every three years at which time a lengthy monitoring review report is completed. At any time that an area consultant determines that a program has violated standards set by DJJDP, the Department has policies that dictate corrective actions to be used in addressing said violations.

Description of the JCPC Population and Programs

As previously noted, the language in the statutes governing JCPCs defines the population of juveniles to be served by JCPC programs. The majority of JCPC participants fall into one of two categories. The first category, which constitutes the larger portion of juveniles served by JCPC programs, are youth who are involved in the juvenile justice system at some level. This group includes juveniles who have received a delinquent or undisciplined complaint⁶ that resulted in either a diversion from court or a decision to refer the case for a juvenile court hearing. The second category consists of youth who are displaying behaviors that place them "at-risk" for involvement in the juvenile justice system.

⁶ Delinquent complaints include criminal actions or infractions under State law or under an ordinance of local government, including violation of motor vehicle laws. For purposes of this report, juveniles with undisciplined complaints are not included in the sample.

Youths who are referred to JCPC programs are typically between the ages of 6 and 17, but programs can serve youth over 17 and as young as 5. Priority for JCPC services is given to juveniles who are involved in the juvenile justice system. The majority of referrals originate from juvenile court and school personnel, but referral sources can also include parents and law enforcement. Juveniles can be referred to and participate in more than one community-based program.

During FY 2009/10, nearly 600 JCPC programs were funded in counties across the state. Listed below are the six broad categories under which each program-based service is categorized. All funded JCPC program services must meet DJJDP minimum standards for their design, implementation, and operation. (*See Appendix A* for a more detailed description of individual program services.)

Residential Services: Programs where services are delivered in a residential setting.

- Group Home Care
- Temporary Shelter Care
- Runaway Shelter Care
- Specialized Foster Care
- Temporary Foster Care

Clinical Treatment: Programs that offer professional help to a juvenile and/or the juvenile's family to solve problems through goal directed planning. Treatment may include individual, group, family counseling or a combination. It may have a particular focus such as sex offender treatment or substance abuse treatment. Services may be community- or home-based.

- Counseling
- Crisis Counseling
- Sex Offender Treatment
- Psycho-Educational Supportive Counseling
- Home-Based Family Counseling

Evaluation or Assessment: Programs that offer one or more particular evaluation or assessment services to provide diagnosis and treatment intervention recommendations for youth. Psychological assessments can assist court counselors and judges in recommending the most appropriate consequences and treatment for court-involved youth.

- Psychological Assessment

Restorative Services: Programs that offer immediate and short-term involvement with juveniles to focus on negative and/or offending behaviors with the aim of resolution of the presenting problem and extinction of the behavior.

- Mediation/Conflict Resolution
- Restitution/Community Service
- Teen Court

Structured Activities: Programs that offer skill-building activities in a non-residential setting. Programs may offer these skills to juveniles and/or their parents for the purpose of enhancing personal enrichment, skills or abilities in a particular area.

- Mentoring
- Interpersonal Skill Building
- Parent/Family Skill Building
- Experiential Skill Building
- Tutoring/Academic Enhancement
- Vocational Development
- Life Skills Training
- Guided Growth
- Prevention Services
- Re-Entry Services

Community Day Programs: A multi-component, community-based, non-residential program structure that provides closely supervised intervention and prevention services for delinquent, undisciplined, intake diverted, and at-risk youth.

- Juvenile Structured Day Programs

During FY 2009/10, 29,625 juveniles participated in at least one JCPC program. The largest number of youth participated in programs having the components of restorative services and structured activities.⁷

Approaches to Evaluating Program Performance

According to G.S. § 143B-550(a)(1), the DJJDP is to “fund programs that it determines to be effective in preventing delinquency and recidivism.” To this end, the Department contracted with Dr. James Howell and Dr. Mark Lipsey to develop a research tool to evaluate the effectiveness of JCPC programs. In 2002, their work resulted in the Standardized Program Evaluation Protocol (SPEP). SPEP was designed to evaluate a JCPC program against similar programs that have been found to be effective in reducing recidivism. JCPC program providers completed the SPEP instrument and produced a score that rated the effectiveness of their programs in terms of the factors associated with recidivism. SPEP could not be used with all types of JCPC programs, however.

In 2008, the General Assembly directed the Sentencing Commission to explore the feasibility of an additional approach for determining program effectiveness. While SPEP evaluated programs against best practices, the Sentencing Commission proposed assessing program effectiveness by examining future juvenile and adult recidivism of JCPC participants.

⁷ Based on information extracted from the DJJDP’s *Juvenile Crime Prevention Council Report*, October 1, 2010.

Research Design and Methodology

This section describes the sample selected, the outcomes measured, and the data sources used in the study. Additional information on the research design and methodology is available in Appendix B.

Sample Selection

The overall study sample included all 18,807 youth admitted to at least one JCPC program from July 1, 2006 through June 30, 2007 (FY 2006/07), with some youth admitted to more than one JCPC program. Juveniles who participated in JCPC programs fell into two major categories: (1) youth involved in or at risk of becoming involved in delinquent behavior and (2) delinquent youth who have had formal contact with the juvenile justice system through a diversion from court, court referral, or other court action.⁸ During FY 2006/07, JCPC programs had a total of 23,899 admissions, representing 18,807 sample participants in 565 programs.⁹ For participants with multiple admissions, the earliest admission during FY 2006/07 was selected for the study.¹⁰

Study Period and Measures

The primary outcome measure in the study was recidivism.¹¹ JCPC participants were followed for three years after JCPC admission to obtain recidivism information. Data on juvenile and adult recidivism was collected for this entire follow-up period.¹² The examination of recidivism was not limited to juvenile delinquency, but also included adult criminal behavior because many of the JCPC participants turned 16 during the follow-up period (or were at least 16 years of age at program admission).¹³ In addition, the JCPC programs serve youth who are over 16, and thus would have adult recidivism only. The primary recidivism measures were complaints (for juveniles) and arrests (for adults). To examine recidivism further, data were collected on juvenile adjudications, detentions, commitments to DJJDP for YDC placement, and adult convictions subsequent to JCPC admission.

Independent variables were examined to determine whether any individual characteristics were related to recidivism. Appendix C lists these variables. In addition to these factors, the

⁸ Court-involved participants with an undisciplined complaint were excluded.

⁹ The original number of participants was reduced from 18,831 to 18,807 due to missing information.

¹⁰ The report uses the term “admissions” to refer to the youth who are included in the study only. Each youth has one admission in the study. The admission included for a youth is either the only JCPC admission or the earliest admission during the year (for those with multiple admissions). Appendix B contains additional information about the process of selecting the sample admission.

¹¹ JCPC programs serve at-risk youth who, by definition, have not had formal contact with the juvenile justice system. A subsequent delinquency complaint, therefore, would be a first instance of contact with the juvenile justice system, and not a recidivist complaint. To simplify terminology in this document, however, all juvenile justice and adult criminal justice system contacts after JCPC admission are referred to as “recidivism.”

¹² JCPC programs address areas such as educational achievement, employment, mental health, substance abuse, and family relationships. While outcomes in these areas are clearly important, their examination was outside the scope and resources of this study.

¹³ Note that in North Carolina adult criminal jurisdiction starts when a youth reaches age 16.

analysis included examination of recidivism rates for each of the program categories. Recidivism rates were also calculated for the individual program types that included at least 50 participants.

Data Sources

Three administrative record systems provided data for this project. It is important to point out that these systems do not exist primarily for the purpose of conducting research, and, as such, all have strengths and present challenges. Appendix B discusses the major issues encountered in using these data systems for the study.

JCPC Participation. Data on JCPC participation came from the JCPC Client Tracking System (CTS). The CTS is a computerized database maintained by each program. It contains information about participants, program participation, and program characteristics. Appendix C displays the data items available in this system.

Prior Record and Recidivism. The North Carolina Juvenile Online Information Network (NC-JOIN), the DJJDP's management information system, includes information on all juveniles with a complaint received in a juvenile court counseling office. This database provided information on prior and subsequent complaints (and other juvenile court actions) for members of the JCPC sample who had a match in NC-JOIN.

The North Carolina Department of Justice's (DOJ) automated criminal history database includes information on fingerprinted adult arrests and convictions and provided information on subsequent criminal justice system involvement for members of the JCPC sample who had a match in this system.¹⁴

Analysis and Report Outline

Chapter Two describes the characteristics of the programs in the study as well as the sample of clients and their participation in the JCPC programs.

Chapter Three examines juvenile and adult recidivism for the JCPC participants. It presents information on recidivism in relation to personal characteristics of the participants, program participation, and characteristics of the programs themselves.

Finally, Chapter Four presents the study's conclusions and makes recommendations for future examination of JCPC program effectiveness.

¹⁴ The matching process was key to the quality of recidivism data. It also presented the most significant challenges, due to the lack of unique person identifiers across any two of these three data systems. (e.g., the CTS has no identifier in common with NC-JOIN; NC-JOIN has no identifier in common with DOJ). Moreover, the CTS has no unique person identifier within a single program or across JCPC programs. Therefore, not all youth with a record could be matched. Appendix B contains additional information on the matching process and results.

CHAPTER TWO

STATISTICAL PROFILE OF JCPC PROGRAMS AND PARTICIPANTS

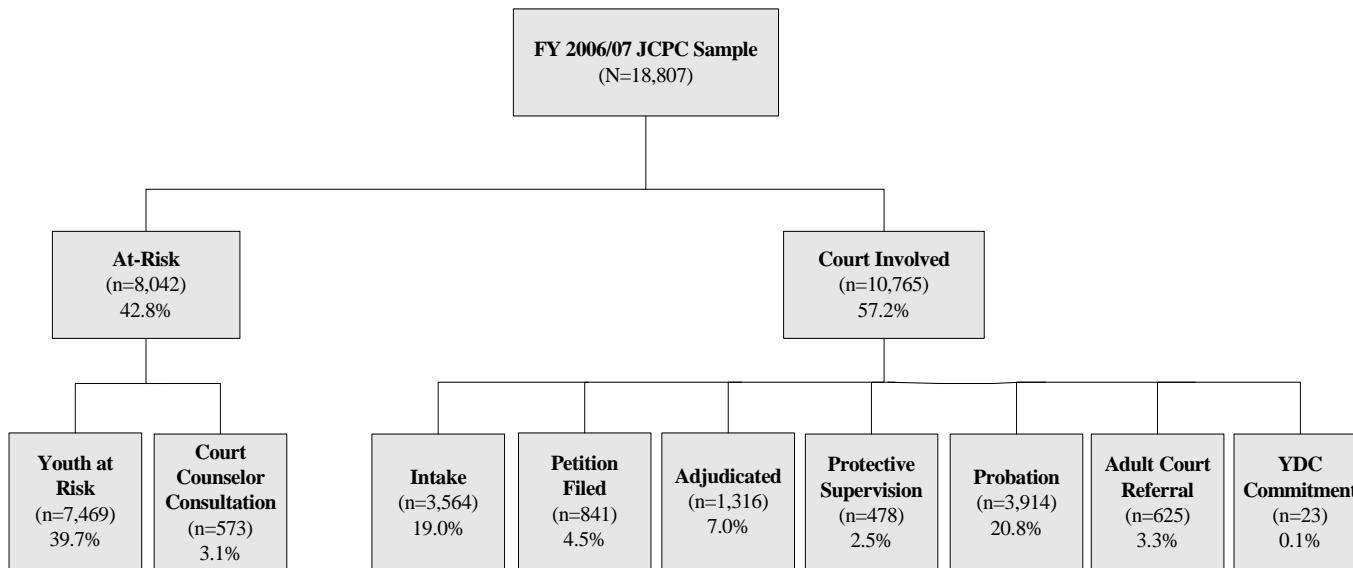
Characteristics of FY 2006/07 Programs and Program Admissions

The analysis in this chapter used a participant-based sample, reflecting the earliest JCPC admission of 18,807 juveniles during FY 2006/07. Most of the tables in the report pertaining to JCPC participants present information for the sample as a whole, and by the participant's legal status as at-risk or court-involved. Of the 18,807 participants, 8,042 (42.8%) were identified as at-risk and 10,765 (57.2%) were identified as court-involved. As discussed in Chapter One, the study included the first JCPC program admission that occurred during FY 2006/07. Seventy-eight percent of participants had only one admission during the year. In addition, the majority of participants (86.1%) reported having no prior JCPC admissions at all (83.2% for court-involved and 90.1% for at-risk).

Figure 2.1 divides each admission category into subgroups based on the participant's legal status. Definitions of each legal status appear below the figure. By definition, at-risk youth have had no formal contact with the juvenile justice system, but 3.0% of youth have had informal contact with a juvenile court counselor. Turning to the court-involved participants, 20.8% of youth were on juvenile probation at the time of JCPC program referral, followed closely by youth referred at juvenile court intake (19.0%). A little over 3% of JCPC participants were referred by the adult court system, most of them in the teen court program.

JCPC programs are organized into six major categories, most of which have subcategories of program types within. Table 2.1 presents information on the major categories and specific types of the 565 JCPC programs studied and the number of participants admitted to each. The numbers in the shaded rows are subtotals for each major program category. Percentages in shaded rows are the proportion of total programs or admissions represented by the program category. For example, there were 103 clinical programs in the study, comprising 18.2% of the total 565 programs; 63.1% of these clinical programs were counseling programs. The restorative program category comprised 30.8% or 174 of the 565 programs serving the sample youth, followed by structured activity programs (24.9%). The least common category was the community day program (5.0% or 28 programs). Restorative programs had the largest proportion of admissions with 45.4%, while residential programs had the smallest proportion of admissions (4.5%). Overall, restitution programs were the most common program type (102 programs) and admitted the most participants (4,666).

Figure 2.1
Legal Status of JCPC Program Participants
FY 2006/07 JCPC Admissions



SOURCE: NC Sentencing and Policy Advisory Commission, FY 2006/07 JCPC Sample

At-Risk

Youth At-Risk: Youth who exhibit problematic behavior within the home, school, and/or community, which indicate a strong likelihood of court involvement.

Court Counselor Consultation: Parents or other interested parties of an at-risk youth who informally consult with a juvenile court counselor regarding possible courses of action to pursue in response to the youth's negative behavior. A consultation stops short of the formal action of bringing a delinquent or undisciplined complaint against a juvenile.

Court Involved

Intake: The formal process of a juvenile court counselor screening and evaluating a complaint alleging that a juvenile is delinquent or undisciplined in order to determine whether the complaint should be closed without further action or diverted from court to a community-based resource.

Petition Filed: The determination by a juvenile court counselor during the intake process that a complaint should be filed as a petition and scheduled for a court hearing.

Adjudicated: The finding by a judge during a court hearing that the allegation in a delinquent petition has been proved beyond a reasonable doubt. In a case involving an undisciplined petition, the allegation must be proved by clear and convincing evidence.

Protective Supervision: The status of a juvenile who has been adjudicated undisciplined and is under the supervision of a juvenile court counselor.

Probation: The status of a juvenile who has been adjudicated delinquent is subject to specified conditions under the supervision of a juvenile court counselor, and may be returned to the court for violation of those conditions during the term of probation. (Includes supervision after release from YDC.)

Adult Court Referral: Youth under the jurisdiction of either District Court or Superior Court who are referred to a JCPC program.

YDC Commitment: The most restrictive dispositional alternative available. Commitment to a YDC, a secure residential facility authorized to provide long-term treatment, education, and rehabilitative services for delinquent juveniles, is available to the court for any juvenile who is at least 10 years old and subject to a Level 3 (YDC commitment) disposition.

Table 2.1
JCPC Programs and Participants
FY 2006/07 JCPC Admissions

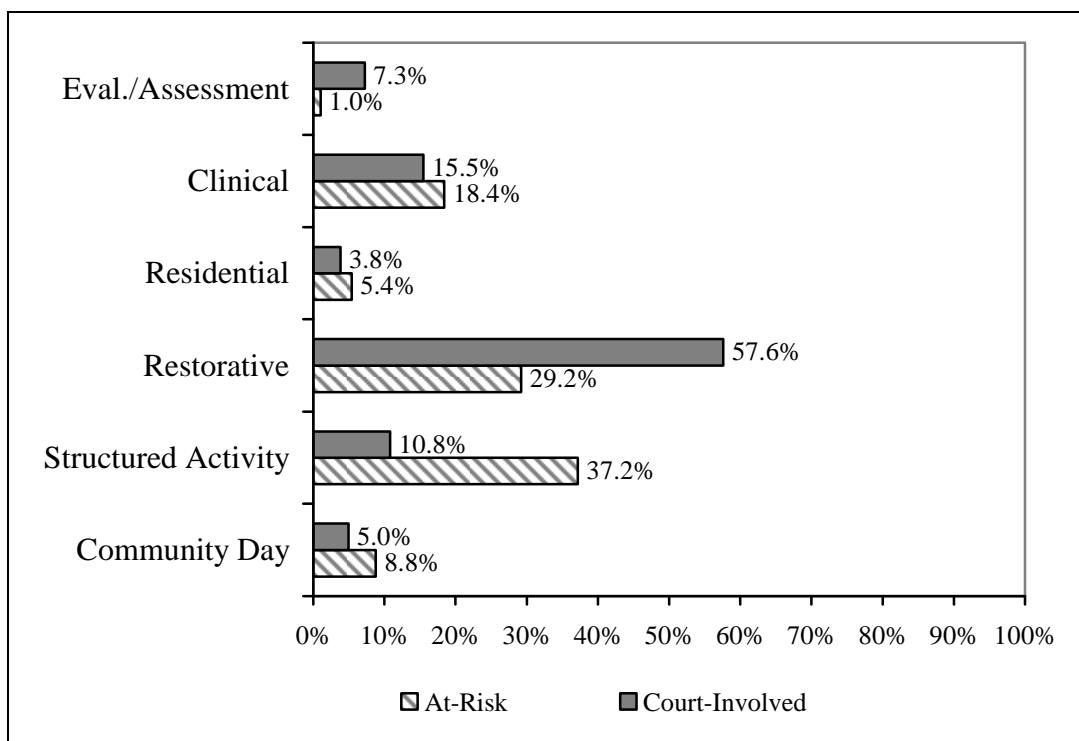
Program Type	Programs		Participants Admitted	
Evaluation/Assessment	58	10.3	863	4.6
Psychological Assessments	58	100.0	863	100.0
Clinical	103	18.2	3,155	16.8
Counseling	65	63.1	2,581	81.8
Crisis Counseling	1	1.0	5	0.2
Home Based Family Counseling	28	27.2	331	10.5
Psychoeducation/Supportive Counseling	2	1.9	209	6.6
Sexual Offender Treatment	7	6.8	29	0.9
Residential	61	10.8	845	4.5
Group Home Care	14	22.9	100	11.8
Runaway Shelter Care	2	3.3	197	23.3
Specialized Foster Care	2	3.3	10	1.2
Temporary Foster Care	2	3.3	20	2.4
Temporary Shelter Care	41	67.2	518	61.3
Restorative	174	30.8	8,552	45.4
Mediation/Conflict Resolution	30	17.3	1,323	15.4
Restitution	102	58.6	4,666	54.6
Teen Court	42	24.1	2,563	30.0
Structured Activity	141	24.9	4,153	22.1
Experiential Skill Building	1	0.7	12	0.3
Guided Growth Program	12	8.5	403	9.7
Interpersonal Skill Building	57	40.4	1,813	43.7
Life Skills Training	1	0.7	3	0.1
Mentoring	9	7.1	264	6.4
Parent/Family Skill Building	37	25.5	810	19.5
Prevention Services	4	2.9	267	6.4
Tutoring/Academic Enhancement	18	12.8	558	13.4
Vocational Development	2	1.4	23	0.5
Community Day Program	28	5.0	1,239	6.6
Juvenile Structured Day	28	100.0	1,239	100.0
TOTAL	565	100.0	18,807	100.0

SOURCE: NC Sentencing and Policy Advisory Commission, FY 2006/07 JCPC Sample

Figure 2.2 contains program assignment categories for participants by legal status. Restorative services accounted for 57.6% of all program admissions for court-involved youth, followed by clinical services (15.5%). Structured activity programs accounted for another 10.8% of admissions, while the other program categories had less than 10% each.

At-risk youth were most likely to participate in structured activity programs (37.2%). Just under 30% were in restorative programs. They participated in clinical programs at a similar rate to court-involved youth (18.4% and 15.6%, respectively). The remainder of the program categories accounted for less than 10% each of admissions of at-risk youth.

Figure 2.2
Program Assignment by Legal Status of JCPC Participants
FY 2006/07 JCPC Admissions



SOURCE: NC Sentencing and Policy Advisory Commission, FY 2006/07 JCPC Sample

Personal Characteristics of Participants

Table 2.2 contains information describing the demographic characteristics of the FY 2006/07 sample of participants by legal status. Overall, 65.7% of the participants were male – 70.8% of the court-involved participants compared to 58.9% of the at-risk participants. Almost 49% of the participants were black, 41.1% were white (who were not identified as Hispanic), 5.1% were Hispanic (of any race), and 5.3% were identified as other. The breakdown of race/ethnicity was very similar for the at-risk and court-involved groups.

Table 2.2
Demographic Profile of JCPC Participants by Legal Status
FY 2006/07 JCPC Admissions

Demographic Profile	At-Risk		Court-Involved		Total	
	n	%	n	%	N	%
Sex						
Male	4,733	58.9	7,625	70.8	12,358	65.7
Female	3,309	41.1	3,140	29.2	6,449	34.3
Race/Ethnicity						
Black	4,061	50.5	5,068	47.1	9,129	48.5
White ^a	3,156	39.2	4,566	42.4	7,722	41.1
Hispanic	405	5.1	547	5.1	952	5.1
Other	420	5.2	584	5.4	1,004	5.3
Age at Admission						
10 and Younger	1,427	17.7	165	1.5	1,592	8.5
11-13	2,885	35.8	2,407	22.4	5,292	28.1
14	1,277	15.9	2,496	23.2	3,773	20.1
15	1,255	15.6	3,403	31.6	4,658	24.8
16 and Older	1,198	15.0	2,294	21.3	3,492	18.6
Living Arrangements ^b						
Both Parents	1,919	25.4	2,183	20.4	4,102	22.5
Parent & Stepparent	879	11.6	1,201	11.2	2,080	11.4
Single Parent	3,696	48.9	5,605	52.4	9,301	50.9
Other Relative/Friends	657	8.7	1,006	9.4	1,663	9.1
Out of Home Placement	334	4.4	649	6.1	983	5.4
Other	78	1.0	52	0.5	130	0.7
School Status						
Enrolled	7,748	96.3	10,115	94.0	17,863	95.0
Dropped Out	59	0.7	145	1.3	204	1.1
Expelled or Long-Term Suspension	214	2.7	479	4.5	693	3.7
Graduated	21	0.3	26	0.2	47	0.2

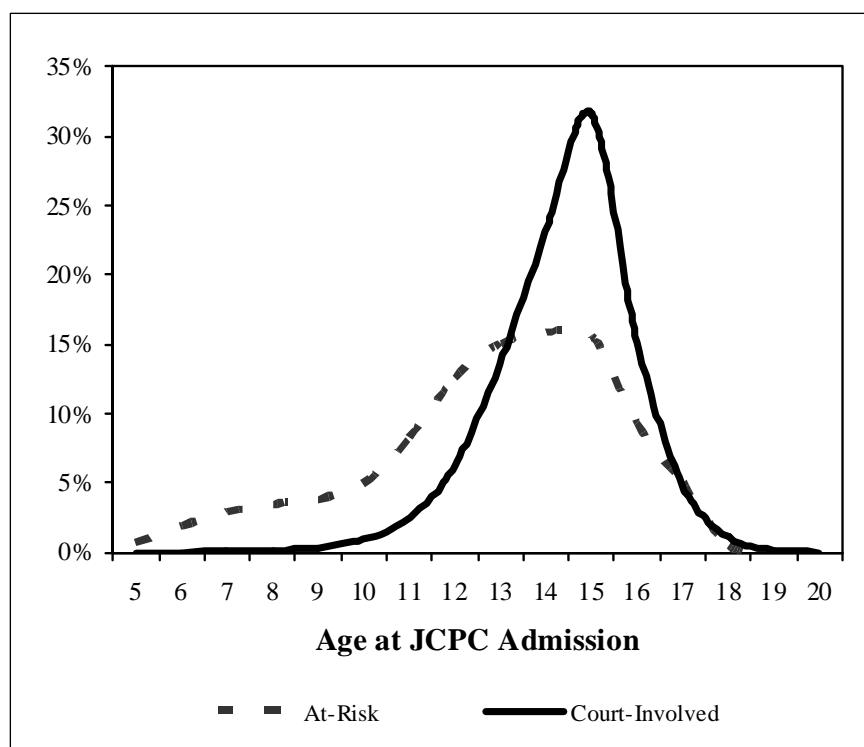
^aThis category consists of participants who were white, but were not identified as Hispanic.

^bThere were 548 cases with missing information for living arrangements.

SOURCE: NC Sentencing and Policy Advisory Commission, FY 2006/07 JCPC Sample

Figure 2.3 presents the age of JCPC admissions by legal status. The average age at JCPC admission for all participants was 13.7 years, with a range of 5 to 20 years.¹⁵ At-risk youth were younger at admission than court-involved youth (12.9 years compared to 14.4 years). Almost 60% of the admissions for court-involved youth were concentrated within the 14-15 age range. On the other hand, admissions of at-risk youth were more evenly distributed, with about 60% falling within the 12-15 age range.

Figure 2.3
Age Distribution of JCPC Participants by Legal Status
FY 2006/07 JCPC Admissions



SOURCE: NC Sentencing and Policy Advisory Commission, FY 2006/07 JCPC Sample

As shown in Table 2.2, 50.9% of the participants lived with a single parent, but a slightly larger percentage of court-involved youth (52.4%) lived with a single parent than did at-risk youth (48.9%). About 22% of participants lived with both parents.

¹⁵ Although JCPC programs primarily serve youth aged 6-17, some programs serve youth outside that age range.

Almost all JCPC program participants (95.0%) were enrolled in a school or were being home-schooled at the time of admission to the JCPC program.¹⁶ A very small percentage had been either expelled or were on long-term suspension (3.7%) or had dropped out (1.1%) at the time of admission. A slightly higher percentage of court-involved youth experienced these events. Overall, few differences existed between at-risk and court-involved youth on school status.

Table 2.3 breaks down the six program categories by age group and legal status. The shaded cells in the table show the most common age group in each program category, by legal status. For example, 42.5% of all clinical program participants were 14-15 years old, as were 26.1% of at-risk participants, and 57.1% of court-involved participants.

The largest proportion of participants across all program categories was in the 14-15 year-old age group. This pattern was also observed for court-involved youth. The pattern differed somewhat for at-risk youth, however. The 14-15 year-old age group accounted for the largest proportion of at-risk participants in evaluation/assessment (61.5%), residential (42.0%), and restorative (43.7%) program categories. The largest proportion of at-risk youth in all other program categories, however, was 13 and younger.

Referral Reason and Referral Source

Referral Reason

Sixty-four percent of the sample was referred to a JCPC program for problem behavior indicative of delinquent or criminal activity (see Table 2.4). Undisciplined behavior accounted for 20.8% of referrals; personal, family, and academic issues and/or needs accounted for 6.8% of referrals, while behavior or situations identified as “other” comprised 8.4% of referrals. A greater proportion of referrals of court-involved youth than at-risk youth were based on problem behavior (86.5% compared to 34.0%). Similarly, referrals based on situations that do not rise to the level of possible delinquent activity were more common among at-risk youth than court-involved youth (32.1% compared to 12.2%), as were personal/family/academic issues and/or needs (14.9% compared to 0.8%).¹⁷

¹⁶ If the JCPC admission occurred during the summer months, JCPC program staff recorded the participant’s school status at the end of the previous school year.

¹⁷ The referral reason choices in the CTS are more relevant to court-involved youth than to at-risk youth, as evidenced by the observation that 34% of the original responses for at-risk youth were “other,” compared to 1% for court-involved participants. Examination of the narrative responses entered for “other” reasons yielded more detailed information, resulting in assignment of some responses to existing categories and the addition of the category of personal/family/academic issues and/or need for service. In some cases, these referrals may have resulted from a problematic situation or behavior (*e.g.*, recent divorce of parents, poor academic performance). In other cases, the referral may reflect a recognition that the youth might benefit from the services offered by a particular program (*e.g.*, interpersonal skill building).

Table 2.3
Program Category by Age at Admission and Legal Status of JCPC Participants
FY 2006/07 JCPC Admissions

Legal Status and Age Group	Evaluation/ Assessment	Clinical	Residential	Restorative	Structured Activity	Community Day Program	Total
	%	%	%	%	%	%	N
All Participants							
13 and younger	21.8	37.8	24.4	28.1	57.3	41.2	6,884
14-15	62.3	42.5	47.7	50.5	30.8	44.3	8,431
16 and older	15.9	19.6	27.9	21.4	11.9	14.5	3,492
Total	100.0	99.9	100.0	100.0	100.0	100.0	18,807
At-Risk							
13 and younger	26.5	54.8	26.6	41.2	69.1	47.1	4,312
14-15	61.5	26.1	42.0	43.7	20.8	37.6	2,532
16 and older	12.1	19.2	31.4	15.2	10.1	15.3	1,198
Total	100.1	100.1	100.0	100.1	100.0	99.9	8,042
Court-Involved							
13 and younger	21.3	22.9	22.1	23.2	27.1	33.5	2,572
14-15	62.4	57.1	53.6	53.1	56.4	53.2	5,899
16 and older	16.3	20.0	24.3	23.7	16.5	13.3	2,294
Total	100.0	100.0	100.0	100.0	100.0	100.0	10,765

Note: Total percentages may not add to 100.0 due to rounding.

SOURCE: NC Sentencing and Policy Advisory Commission, FY 2006/07 JCPC Sample

Table 2.4
Reason for Referral by Legal Status of JCPC Participants
FY 2006/07 JCPC Admissions

Referral Reason	At-Risk		Court-Involved		Total	
	n	%	n	%	N	%
Problem Behavior						
Person	494	6.1	3,762	35.0	4,256	22.6
Property	1,219	15.2	3,503	32.5	4,722	25.1
Victimless	1,020	12.7	2,044	19.0	3,064	16.3
Subtotal	2,733	34.0	9,309	86.5	12,042	64.0
Undisciplined Behavior						
Runaway	84	1.0	134	1.2	218	1.2
Truancy	363	4.5	299	2.8	662	3.5
Ungovernable	1,836	22.8	849	7.9	2,685	14.3
Neglected, Abused, Dependent	305	3.8	33	0.3	338	1.8
Subtotal	2,588	32.1	1,315	12.2	3,903	20.8
Personal/Family/Academic Issues and/or Need for Service	1,195	14.9	86	0.8	1,281	6.8
Other	1,526	19.0	55	0.5	1,581	8.4
TOTAL	8,042	100.0	10,765	100.0	18,807	100.0

SOURCE: NC Sentencing and Policy Advisory Commission, FY 2006/07 JCPC Sample

Referral Source

Just over half of all participants were referred to a JCPC program by the DJJDP (53.3%). The second most common source was the school system, which referred 22.6% of youth (see Table 2.5). The leading referral source for at-risk youth was the school (49.9%) while, as expected, the leading referral source for court-involved youth was the DJJDP (88.2%). Almost all of the DJJDP referrals for court-involved youth came from the juvenile court, but a few came from a detention center or YDC.

Table 2.5
Referral Source by Legal Status of JCPC Participants
FY 2006/07 JCPC Admissions

Referral Source	At-Risk		Court-Involved		Total	
	n	%	n	%	N	%
DJJDP	529	6.6	9,491	88.2	10,020	53.3
DHHS^a	636	7.9	112	1.0	748	4.0
School	4,016	49.9	225	2.1	4,241	22.6
Law Enforcement	660	8.2	355	3.3	1,015	5.4
Parent/Guardian	1,339	16.7	95	0.9	1,434	7.6
Self/Other	862	10.7	487	4.5	1,349	7.2
TOTAL	8,042	42.8	10,765	57.2	18,807	100.0

^a The DHHS source primarily consists of referrals from the Division of Social Services (DSS) and mental health agencies.

SOURCE: NC Sentencing and Policy Advisory Commission, FY 2006/07 JCPC Sample

Problems in the Year Before JCPC Program Admission

The CTS obtains information for all participants on problems in school and incidents of running away in the year before entering the JCPC program (*see* Table 2.6). About half experienced school problems and 8.2% were involved in incidents of running away. Court-involved participants were more likely than at-risk participants to have experienced these problems. Just over 36% of at-risk youth had problems in school in the year prior to JCPC admission, compared to 60.3% of court-involved youth. Similarly, a higher percentage of court-involved youth had runaway episodes (11.0%) compared to at-risk youth (4.3%).

Table 2.6
Problems in the Year Before Admission by Legal Status of JCPC Participants
FY 2006/07 JCPC Admissions

Problem Areas	At-Risk		Court-involved		Total	
	n	%	n	%	N	%
School	2,486	36.3	5,855	60.3	8,341	50.3
Runaway	292	4.3	1,090	11.0	1,382	8.2

SOURCE: NC Sentencing and Policy Advisory Commission, FY 2006/07 JCPC Sample

Program Participation

Of the 18,807 juveniles in the sample, 863 participants who were in psychological evaluation/assessment programs only were excluded from the analysis of program participation. Evaluation/assessments typically include no more than a few contacts with the participant and are not intended to provide preventive or treatment services. Rather, they provide information to the juvenile court for purposes of court processing, as well as recommendations for appropriate placements and services.¹⁸

Days of Service

Table 2.7 presents data on the days of service received in each general program category. Days of service is a count of the number of days for which the program had face-to-face contact with the participant. It does not correspond to the number of days from admission to termination, unless the program had contact with the participant seven days a week.

The average, range, median, and 90th percentile provide information about the variation in days of service across the two subgroups and program categories. The range shows the lowest and highest number of days of service. The median is the midpoint (50th percentile) of the number of days of service; half of the participants had fewer days of service and half had more. The 90th percentile shows the number of days of service below which 90% of participants fell. For example, the median days of service for at-risk youth in clinical programs shows that half received 6 days or fewer. The range shows that participants had up to 203 days of service, but the 90th percentile measure shows that 90% of these youth had 25 or fewer days of service.

Across all JCPC programs, both at-risk and court-involved participants had an average of about 17 days and a median of 8 days of service. Residential programs served clients for an average of 38 days and restorative programs an average of 11.9 days. Court-involved youth had more service days on average in all program categories, except structured activities, in which at-risk youth spent slightly more days.

Because specific JCPC programs vary greatly in type and length, it is not possible to use the data presented in Table 2.7 to draw conclusions regarding optimal or required days of participation. Residential programs, for example, can be short-term (such as runaway shelter care with an average of 11 and median of 5 days of service) or long-term (such as group home care with an average of 102 and median of 74 days of service). Counseling programs also had wide diversity in days of service, based on the specific type of program.

¹⁸ Other program types (*e.g.*, temporary shelters) usually may not provide prevention or treatment services, but some of these programs may do so. Given this variation across programs, they were included in the analysis.

Table 2.7
Days of Service by Program Category and Legal Status of JCPC Participants
FY 2006/07 JCPC Admissions

Program Category	At-Risk					Court-involved					Total				
	Days of Service					Days of Service					Days of Service				
	n	Avg	Range	Median (50 th Percentile)	90 th Percentile	n	Avg	Range	Median (50 th Percentile)	90 th Percentile	N	Avg	Range	Median (50 th Percentile)	90 th Percentile
Clinical	1,481	10.5	1-203	6	25	1,674	22.3	1-427	11	52	3,155	16.8	1-427	8	39
Residential	433	24.9	1-335	8	63	412	51.8	1-320	32	138	845	38.0	1-335	15	93
Restorative	2,350	8.7	1-291	5	17	6,202	13.1	1-369	7	28	8,552	11.9	1-369	7	25
Structured Activity	2,990	26.2	1-270	15	60	1,163	25.1	1-265	14	60	4,153	25.9	1-270	15	60
Community Day	705	22.0	1-308	8	60	534	36.0	1-237	21	80	1,239	27.9	1-308	10	75

Note: Of the 18,807 participants, 863 were excluded from this table because they only participated in evaluation/assessment programs (n=17,944).

SOURCE: NC Sentencing and Policy Advisory Commission, FY 2006/07 JCPC Sample

Progress and Problems During Program Participation

The CTS contains information on progress made during the program, referrals to other services beyond those offered by the program, and problems that could have occurred during program participation. It includes four areas: juvenile court, home, school, and positive parental involvement. Program staff record whether the youth had problems in each of these areas at referral, and if so, the extent of progress made in addressing them during program participation. Table 2.8 presents information on the number and percentage of participants who had problems in these areas at referral. All court-involved participants had problems at referral in at least one of the four areas; CTS records indicated that 31.3% (2,518) of at-risk participants had no problems in any of the areas.¹⁹

Table 2.8
JCPC Participants with Problems at Referral by Legal Status
FY 2006/07 JCPC Admissions

Problems at Referral	At-Risk		Court-Involved	
	n	%	n	%
Juvenile Court^a	1,359	17.9	9,720	100.0
Home^a	3,283	43.2	4,929	50.7
School^a	3,789	49.9	5,457	56.1
Positive Parental Involvement^b	2,794	40.6	4,227	47.7

^a There were 628 cases with missing information on this item.

^b There were 2,204 cases with missing information on this item.

SOURCE: NC Sentencing and Policy Advisory Commission, FY 2006/07 JCPC Sample

Table 2.9 shows information for progress with juvenile court contacts while in the program for the 11,079 participants who had problems in this area at referral. Overall, 85.6% of JCPC participants had no new juvenile court problems while in the program, based on CTS records. Percentages for at-risk and court-involved participants were 82.1%, and 86.1%, respectively. When problems did develop among at-risk youth, they were most likely to be undisciplined or delinquency complaints. Seven percent of at-risk youth had an undisciplined petition and 8.7% had a delinquency petition, compared to 2.0% and 5.4% of court-involved youth, respectively. Note that CTS program staff recorded this information; it was not obtained

¹⁹ The DJJDP's *Guide to Completing Client Tracking Information Fields* (August 11, 2008 edition) points out that the lack of problems in all areas at referral may raise questions regarding the appropriateness of admitting youth to the program. In addition, providing JCPC services to at-risk youth who do not appear to need those services may affect observed recidivism outcomes. For example, if a youth who does not need services designed to prevent delinquent behavior has no future contact with the juvenile justice system, then it is possible that his or her JCPC program participation was irrelevant to that outcome. In other words, the youth was, in fact, not "at-risk" for future delinquency and that is why there was no "recidivism."

from NC-JOIN. In addition, this information is relevant for JCPC participants in the juvenile population only. Table 2.2, above, shows that 18.6% of participants were 16 years of age and older at JCPC admission. Because these youth were in the adult criminal justice system, they could not have had a complaint for either undisciplined or delinquent behavior.²⁰

Table 2.9
Juvenile Court Contacts During Program Participation by Legal Status of JCPC Participants
FY 2006/07 JCPC Admissions

Juvenile Court Contacts	At-Risk		Court-Involved		Total	
	n	%	n	%	N	%
No New Problems	1,116	82.1	8,370	86.1	9,486	85.6
Motion(s) for Violation of Court Order	30	2.2	629	6.5	659	6.0
New Undisciplined Complaint(s)	95	7.0	192	2.0	287	2.6
New Delinquency Complaint(s)	118	8.7	529	5.4	647	5.8
TOTAL	1,359	100.0	9,720	100.0	11,079	100.0

Note: There were 628 cases with missing information on juvenile court progress.

SOURCE: NC Sentencing and Policy Advisory Commission, FY 2006/07 JCPC Sample

Table 2.10 describes school and home progress. It shows that problems in both areas tended to decline while in the JCPC program. About two-thirds of both at-risk and court-involved youth made progress in reducing or eliminating school-related problems. School problems remained unchanged for about 29% of youth. They intensified for 2.9% of at-risk and for 4.4% of court-involved youth. Just over 60% of both groups made progress in addressing home-related problems. These problems remained unchanged for about 34% of youth, and intensified for 3.3% of at-risk and 5.3% of court-involved participants.

²⁰ The CTS does not contain a category for “not applicable,” which would have been the appropriate entry for participants 16 and older.

Table 2.10
School and Home Progress During Program Participation by Legal Status of JCPC Participants
FY 2006/07 JCPC Admissions

Progress Measures	School						Home					
	At-Risk		Court-Involved		Total		At-Risk		Court-Involved		Total	
	n	%	n	%	n	%	n	%	n	%	n	%
Problems Reduced or Eliminated	2,648	69.9	3,548	65.0	6,196	67.0	2,046	62.3	2,980	60.5	5,026	61.2
Problems Unchanged	1,033	27.3	1,670	30.6	2,703	29.2	1,130	34.4	1,689	34.3	2,819	34.3
Problems Intensified	108	2.9	239	4.4	347	3.8	107	3.3	260	5.3	367	4.5

Note: There were 628 cases with missing information.

SOURCE: NC Sentencing and Policy Advisory Commission, FY 2006/07 JCPC Sample

Placement and School Status at Termination

Table 2.11 shows that 88.8% of participants were living at home upon JCPC program termination.²¹ This figure is slightly higher than the 84.8% of participants who lived at home at admission. At termination, 4.5% of at-risk youth were living out of the home; this figure is almost identical to the percentage with out-of-home placements at admission (4.4%). On the other hand, 9.2% of court-involved youth were in such placements at termination, compared to 6.1% at admission. Approximately 95% of both at-risk and court-involved JCPC participants were enrolled in school at termination as well as at admission.

Table 2.11
Placement and School Status at Program Termination by Legal Status of JCPC Participants
FY 2006/07 JCPC Admissions

Placement and School Status	At-Risk		Court-involved		Total	
	n	%	n	%	N	%
Termination Placement						
Home	6,788	91.7	9,016	86.7	15,804	88.8
Relatives/Friends	234	3.2	347	3.3	581	3.3
Out of Home Placement	330	4.5	961	9.2	1,291	7.3
Other	49	0.7	76	0.7	125	0.7
Total	7,401	100.1	10,400	99.9	17,801	100.1
School Status						
Enrolled	7,305	96.2	9,161	94.2	16,466	95.1
Dropped out	111	1.5	240	2.5	351	2.0
Expelled/Long-Term Suspension	143	1.9	283	2.9	426	2.5
Graduated	37	0.5	37	0.4	74	0.4
Total	7,596	100.1	9,721	100.0	17,317	100.0

Note: There were 1,006 missing cases for termination placement and 1,463 missing cases for school status.

SOURCE: NC Sentencing and Policy Advisory Commission, FY 2006/07 JCPC Sample

²¹ This item describes the youth's living situation when they left the program. It does not imply that the JCPC program made or recommended the placement.

Summary

- The JCPC participant sample consisted of 18,807 youth admitted to JCPC programs during FY 2006/07 – 42.5% were identified as at-risk and 57.2% as court-involved.
- The 18,807 youth in the sample participated in 565 JCPC programs, including evaluation/assessment, residential, restorative, structured activity, and community day programs. Restorative programs were the most common program type and had the largest number of participants.
- Programs served youth from age 5 through 20. The average age at admission was 13.7 years. On average, at-risk youth were younger at admission than court-involved youth. Sixty-six percent of participants were male and about half were black. Almost all were enrolled in school and lived at home. About half lived with a single parent.
- Problem behavior was the primary reason (64%) for all referrals to a JCPC program, but more so for court-involved youth than at-risk youth (86.5% and 34.0%, respectively). Close to a third of at-risk participants were referred to programs as a result of undisciplined behavior. School problems and running away in the year prior to admissions were also considerably more common among court-involved youth.
- Over half of the entire sample was referred to JCPC programs by the DJJDP; another 22.6% were referred by the schools. Half of the at-risk youth were referred to JCPC programs by the school and 88.2% of court-involved participants were referred by the DJJDP.
- The average days of service for JCPC participants across programs was 18 days (median of 8 days), with court-involved youth having more service days on average than at-risk youth.
- The majority of youth admitted to JCPC programs with school and home problems made progress in these areas during their program participation. Over 85% of youth experienced no new juvenile court contact during their program stay.

CHAPTER THREE

RECIDIVISM OF JCPC PARTICIPANTS

This chapter presents a descriptive analysis of recidivism for JCPC program participants. It describes juvenile and adult recidivism in relation to personal characteristics of participants, their program participation, and the characteristics of the programs themselves. As discussed in Chapter One, all participants admitted to JCPC programs in FY 2006/07 are included in the study, for a total sample size of 18,807. The examination of recidivism, however, excluded members of the full study sample aged 6-15 who could not be matched with the NC-JOIN system.

In general, it is reasonable to conclude that the lack of a delinquency complaint record in NC-JOIN for a given individual indicates that the individual, in fact, had no delinquent complaints. This conclusion is not valid for court-involved youth, however. All 8,470 court-involved JCPC participants aged 6-15 have an NC-JOIN record, but information present in the CTS was sufficient to match only 86% (7,307) of them with the NC-JOIN system. The juvenile and adult recidivism analysis excluded the 1,163 court-involved participants who could not be matched with NC-JOIN. They were excluded from the analysis of adult recidivism because the lack of an NC-JOIN record makes it impossible to calculate their overall recidivism rate. In sum, the recidivism analysis included 17,644 participants, or 94% of the JCPC sample.²²

Outcome Measures

The primary measures of recidivism were juvenile delinquency complaints and adult fingerprinted arrests. Other measures of juvenile recidivism included adjudications of delinquency, detention admissions, and Youth Development Center (YDC) commitments.²³ Criminal court convictions were an additional measure of adult recidivism. Program completion was addressed as an interim measure of a successful JCPC outcome.

Specifically, the analysis of juvenile recidivism included all complaints filed with the juvenile court for alleged delinquent behavior. The analysis of adult recidivism included arrests for which individuals were fingerprinted.²⁴ The analysis of juvenile and adult recidivism excluded all infractions and most traffic offenses (offenses under N.C.G.S. Chapter 20), except for several serious traffic offenses such as death by motor vehicle. To be included in the analysis,

²² To ascertain whether an individual had a valid match in NC-JOIN, DJJDP staff examined all types of records in the system. All participants who could be matched with NC-JOIN were included in the analysis, regardless of the type of NC-JOIN record located. If an individual who matched to a non-delinquency record had no delinquency complaint records, it was reasonable to conclude that the individual actually had no delinquency complaints. Such individuals were included in the recidivism analysis. The inability to match the 1,163 court-involved participants aged 6-15 with their NC-JOIN record(s) most likely indicates a problem with the identifying data in the CTS. It does not indicate that the participant had no delinquency complaints. Appendix B contains additional information on the matching process and results.

²³ Youth are committed to the DJJDP for placement in a YDC facility or in a community setting. The report uses the term “YDC commitment” to refer to this type of placement.

²⁴ Law enforcement agencies are required to fingerprint individuals arrested for felonies (N.C.G.S. 15A-502). Agencies also typically fingerprint individuals arrested for Class A1 and Class 1 misdemeanors, but not for Class 2 and Class 3 misdemeanors.

a recidivist complaint or arrest had to occur during the follow-up period (*i.e.*, within three years after JCPC admission), but the offense that led to the recidivist complaint or arrest could have occurred before JCPC admission.

“Overall recidivism” is a composite measure presented along with the number and proportion of complaints and arrests. This measure signifies the occurrence of at least one recidivist event – juvenile complaint, adult arrest, or both. As with the analyses discussed in Chapter Two, the recidivism analysis presents most results for the sample as a whole and separately by legal status (at-risk or court-involved).

Statistical Analysis

Statistical analysis of recidivism was limited to examination of the relationship between two factors (variables), such as program completion and recidivism. As discussed in Chapter One, recidivism was the primary outcome measure in this study. Independent variables, including demographic characteristics, program category and type, and prior complaints, were examined to determine whether they were related to the dependent variable (recidivism).

Studies typically note the statistical significance of a relationship between the dependent variable and independent variable. It is standard practice to use measures of association to describe the statistical and/or substantive meaning of a significant relationship between two factors. When a relationship is significant, measures of association describe the strength and direction of that relationship. The existence of an association, even if it is strong, does not indicate a causal relationship between the independent and dependent variables, however. The establishment of a causal relationship, at minimum, requires multivariate analysis.²⁵

The sample size greatly affects whether the relationship between two variables is statistically significant. In this study, the sample size was large enough that all relationships between recidivism and any other factor were statistically significant, but all measures of association were weak. This general observation indicates that the relationship between recidivism and any of the individual independent variables measured in this study is negligible. The study did not pursue multivariate analysis techniques because too few variables with sufficient data existed to support such an analysis. As such, inferences about program effectiveness should not be drawn from any of the analyses presented here.

Follow-up Period

The study followed all participants for three years after admission to the JCPC program to determine whether they had subsequent contact with the juvenile justice or criminal justice systems. Given that the age of adult jurisdiction in North Carolina is 16 years and that JCPC programs in the study served individuals from age 5 through 20, a large proportion of program participants reached the age of adult criminal responsibility either before entering the program or during the follow-up period.

²⁵ Appendix B includes additional information about tests of significance and measures of association.

During the three-year follow-up period, the amount of time spent after JCPC admission but before reaching age 16 is the time under juvenile system jurisdiction. As such, this is the only period during which the individual is eligible to receive a delinquency complaint or have other juvenile court involvement. Similarly, the amount of time spent during the follow-up period after turning 16 is the time under adult system jurisdiction and is the only period in which an adult arrest or conviction can occur.²⁶

Just over half of the participants (58%) spent at least a portion of the follow-up period in both the juvenile and adult systems. Twenty-three percent spent the entire time in the juvenile follow-up period. Almost 20% spent the entire time in the adult follow-up period, because they were 16 or older when admitted to the JCPC program.

Figure 3.1 illustrates the time spent under juvenile and adult jurisdiction. Overall, youth spent about half of their follow-up period under juvenile court jurisdiction and about half under adult jurisdiction (48% and 52%, respectively). At-risk youth spent 62% (about 22 months) of the follow-up period under the juvenile jurisdiction, whereas court-involved youth spent an average of 36% (13 months) of their follow-up period under juvenile jurisdiction. This difference exists because at-risk youth tended to be younger at JCPC admission than court-involved youth.

Juvenile and Adult Recidivism

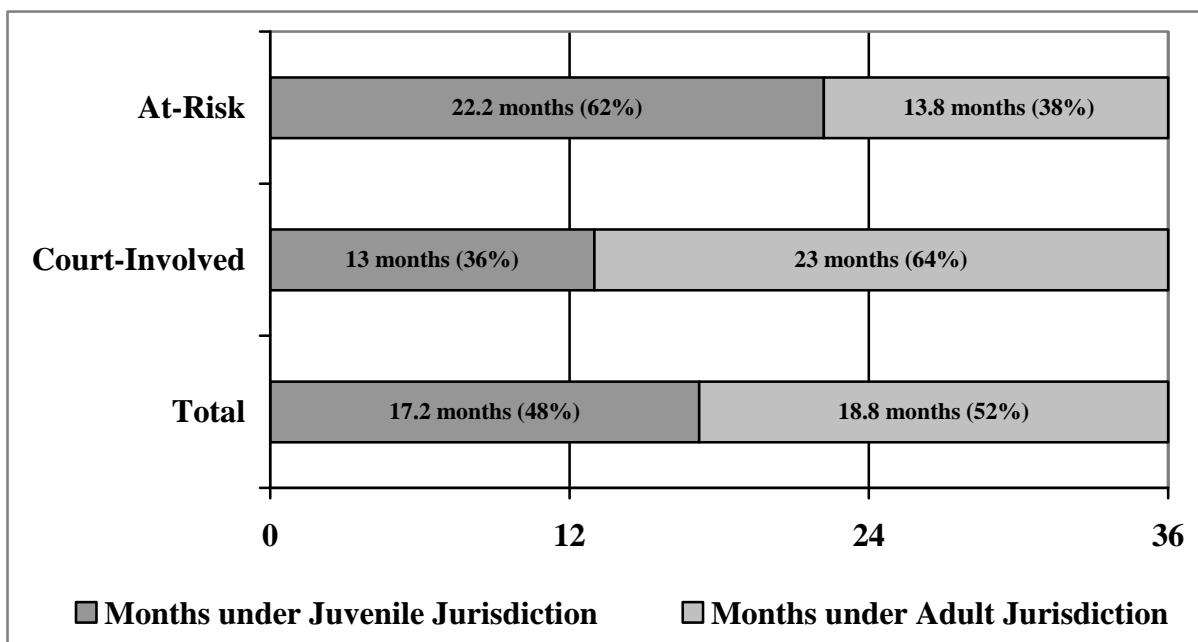
Recidivism Rates

Just over one-third of all JCPC participants had a recidivist event during the follow-up period.²⁷ In general, a larger proportion of court-involved youth than at-risk youth had a recidivist event (44.5% and 22.5%, respectively). Table 3.1 shows that 29.4% of JCPC participants had a recidivist complaint and 20.5% had a recidivist arrest. Among at-risk participants, 20.0% had a recidivist complaint compared to 38.2% of court-involved youth. Among participants who had time at risk in the adult system, 12.8% of at-risk youth and 24.9% of court-involved participants were arrested during the follow-up period.

²⁶ Typically, these time periods are referred to as “time at risk” (and are referred to this way in other Sentencing Commission recidivism reports). Given that “at-risk” has a different meaning for JCPC participants, this report uses the terms presented here to avoid confusion. In addition, although all participants were followed for three years, some may have been incarcerated during part or all of that time. Periods of incarceration are often excluded from calculation of recidivism rates, but it was not possible to do so in this study. Incarceration may have been in detention facilities, YDCs, jails (either awaiting trial or upon conviction), or prison. Data was available for detention facilities and YDCs, but not for jails and prison.

²⁷ Tables and discussions referring only to juvenile recidivism or only to adult recidivism, state so specifically. Otherwise, the terms “recidivism” or “overall recidivism” refer to having a subsequent delinquent complaint (juvenile recidivism), an arrest (adult recidivism), or both. JCPC participants with one or more subsequent complaints and/or arrests are referred to as “recidivists.” As stated in Chapter One, the term recidivism is used to refer to subsequent juvenile or criminal justice system contacts by at-risk JCPC participants, even though they, by definition, had not yet had contact with the justice system at JCPC admission.

Figure 3.1
**Average Number of Follow-up Months for JCPC Participants under
Juvenile and Adult Jurisdiction
FY 2006/07 JCPC Admissions**



SOURCE: NC Sentencing and Policy Advisory Commission, FY 2006/07 JCPC Sample

Table 3.1
**Recidivism of JCPC Participants by Legal Status
FY 2006/07 JCPC Admissions**

Legal Status	N	Juvenile Complaint		Adult Arrest		Overall Recidivism	
		n	%	n	%	n	%
At-Risk	8,042	1,365	20.0	633	12.8	1,809	22.5
Court-Involved	9,602	2,794	38.2	2,170	24.9	4,271	44.5
TOTAL	17,644	4,159	29.4	2,803	20.5	6,080	34.5

SOURCE: NC Sentencing and Policy Advisory Commission, FY 2006/07 JCPC Sample

As shown in Table 3.2, recidivism varied by age at JCPC admission, sex, and race/ethnicity. JCPC participants who were 14 years old at admission had the highest recidivism rate (45.8%), regardless of legal status (*see* Table 3.2). Court-involved 14-year olds had the highest recidivism rate for court-involved youth (54.0%), followed closely by those aged 11-13

(53.2%). Similarly, at-risk 14-year-olds had the highest recidivism rate for at-risk youth (32.0%), followed closely by 15-year-olds (28.1%).

Males were roughly twice as likely as females to have recidivism (41.1% compared to 22.0%). Both at-risk and court-involved males had much higher recidivism rates than females, although the difference was greater for at-risk youth. White youth were somewhat less likely to have recidivism than youth in minority racial or ethnic groups (29.3% and 38.1%, respectively).²⁸ This difference was more pronounced for court-involved participants than for at-risk participants.

Table 3.2
Recidivism of JCPC Participants by Personal Characteristics and Legal Status
FY 2006/07 JCPC Admissions

Personal Characteristics	N	Percentage with Recidivism		
		At-Risk	Court-Involved	Total
Age at Admission				
10 & younger	1,548	6.2	36.4	8.6
11-13	4,933	25.9	53.2	37.3
14	3,443	32.0	54.0	45.8
15	4,228	28.1	43.5	38.9
16 and older	3,492	17.6	29.5	25.4
Sex				
Male	11,550	27.9	50.2	41.1
Female	6,094	14.8	30.5	22.0
Race/Ethnicity				
White, Non-Hispanic	7,327	19.7	36.6	29.3
Other	10,317	24.3	50.6	38.1
TOTAL	17,644	22.5	44.5	34.5

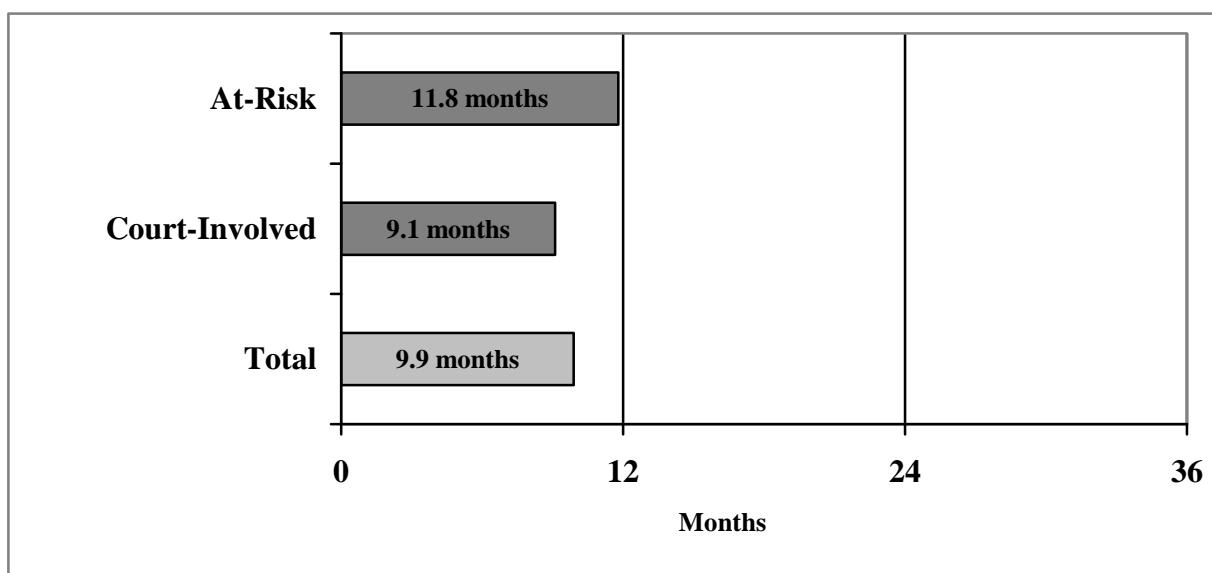
SOURCE: NC Sentencing and Policy Advisory Commission, FY 2006/07 JCPC Sample

²⁸ Due to the small number of participants in several racial/ethnic groups, this characteristic was collapsed into two categories. “White” refers to white youths who were not identified in the CTS as Hispanic. If they were identified as Hispanic, they were included in the category of “other.” This category includes Asian, Hispanic (of any race), Black, Multiracial, Native American, Other, and Unknown.

Time to First Recidivist Event

For JCPC participants who had recidivism (n=6,080), the first recidivist event occurred an average of 9.9 months after JCPC admission. The period was somewhat shorter for court-involved participants (9.1 months) and longer for at-risk participants (11.8 months) (*see* Figure 3.2).²⁹ Table 3.3 shows that the median time of occurrence of the first recidivist event was 6.7 months, approximately two months earlier than the average. Other analyses showed that for a majority of participants, the first recidivist event was a delinquency complaint (75.5% for at-risk youth and 65.4% for court-involved youth).

Figure 3.2
Average Time to First Recidivist Event for JCPC Participants
FY 2006/07 JCPC Admissions



SOURCE: NC Sentencing and Policy Advisory Commission, FY 2006/07 JCPC Sample

²⁹ Calculations of time to recidivism are weighted by time spent under juvenile jurisdiction and by time spent under adult jurisdiction for each participant.

Table 3.3
Average Time to First Recidivist Event for JCPC Participants by Legal Status
FY 2006/07 JCPC Admissions

Legal Status	N	Months to First Complaint		Months to First Adult Arrest		Months to First Recidivism Event	
		Average	Median	Average	Median	Average	Median
At-Risk	1,809	13.1	10.7	14.9	13.0	11.8	8.7
Court-Involved	4,271	9.3	6.5	13.0	11.3	9.1	6.2
TOTAL	6,080	9.9	6.7	13.4	11.7	9.9	6.7

SOURCE: NC Sentencing and Policy Advisory Commission, FY 2006/07 JCPC Sample

Event history (or “survival”) analysis provides additional information about the timing of recidivism. Figure 3.3 presents estimates of the timing of the first recidivist event by showing the percentage of participants who have not yet had their first recidivist event at each time point. The horizontal axis shows the number of months that have elapsed. The vertical axis shows the percentage of participants who have not had their first recidivist event (*i.e.*, the percentage “surviving”) at each month of the follow-up period. At the beginning of the graph, both groups are at 100%, indicating that no one has had recidivism at the beginning of the follow-up period (*i.e.*, 100% are “surviving” on the date of JCPC admission). As the graph extends to the right, the lines go downward, showing that, over time, a smaller and smaller percentage “survived” (*i.e.*, did not have recidivism). At the end of three years, the lines stop at the levels corresponding to the percentage who had not recidivated throughout the follow-up period (those who “survived” for the entire follow-up period) – 55.5% of court-involved youth and 77.5% of at-risk youth.³⁰

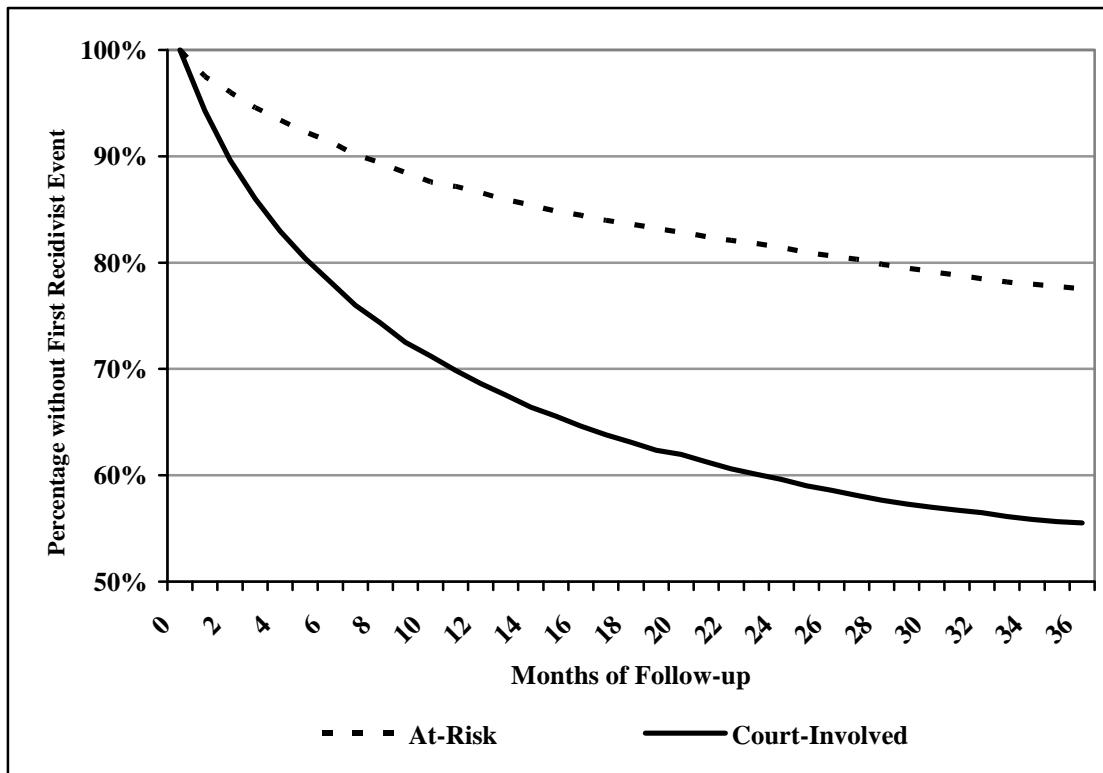
Studies frequently show that recidivism is most likely to occur in the first year of a follow-up period. This was true for court-involved youth. Figure 3.3 shows that the lines begin to diverge very soon after JCPC admission, such that by six months into the follow-up period, 22% of court-involved youth have had their first recidivist event compared to 8% of at-risk youth. At 12 months, 30% of court-involved youth have had their first recidivist event compared to 13% of at-risk youth. Court-involved youth experienced their sharpest decline in survival rates between months 1 and 6, indicating that the first recidivist event was most likely to occur during this interval. Survival rates for at-risk participants, on the other hand, remained relatively constant throughout the follow-up period. This observation indicates that they were not more likely to have their first recidivist event during any particular part of the follow-up period compared to any other.

Other statistical analyses indicated that court-involved youth had a higher probability of recidivism throughout most of the follow-up period than did at-risk youth. Beginning near the end of the second follow-up year (in about month 22), however, the probability of having the

³⁰ The percentage of youth without recidivism is calculated as 100% minus the percentage with recidivism shown in Table 3.1 (100 minus 44.5% for court-involved youth and 100 minus 22.5% for at-risk youth).

first recidivist event became similar for both groups and remained so for the rest of the follow-up period.³¹

Figure 3.3
Survival Distribution of Time to First Recidivist Event
FY 2006/07 JCPC Admissions



SOURCE: NC Sentencing and Policy Advisory Commission, FY 2006/07 JCPC Sample

Number of Recidivist Events among Youth with Recidivism

Of the 14,039 recidivist events recorded during the follow-up period, at-risk youth accounted for 3,719 and court-involved youth accounted for 10,320. Table 3.4 presents the number of recidivist events for JCPC participants who had a recidivist event during follow-up ($n=6,080$). JCPC participants with at least one complaint had an average of 2.3 complaints.³² Court-involved youth averaged 2.0 and at-risk averaged 1.4. The median number was one complaint for both groups. Among participants with at least one adult arrest, the average number of arrests was similar to the average number of complaints, 2.0 overall and for court-involved

³¹ This analysis was based on estimates of the hazard function. See Appendix B for further details.

³² In calculating total number of recidivist events, only one subsequent complaint and only one adult arrest were counted per day if multiple complaints or arrests occurred on the same day. The average and median number of complaints reflect the average and median for those who had a complaint, weighted by time spent in the juvenile follow-up period. Likewise, the average and median number of arrests reflect the average and median for those who had an arrest, weighted by time spent in the adult follow-up period.

Table 3.4
Number of Complaints and Arrests of JCPC Participants by Legal Status
FY 2006/07 JCPC Admissions

Legal Status	Subsequent Complaints			Adult Arrests			Overall Recidivism		
	# with complaint	Average # of complaints	Median # of complaints	# with arrests	Average # of complaints	Median # of arrests	# with complaint and/or arrest	Average # of complaints and/or arrests	Median # of complaints and/or arrests
At-Risk	1,365	1.4	1.0	633	1.7	1.0	1,809	2.1	1.0
Court-Involved	2,794	2.0	1.0	2,170	2.0	1.0	4,271	2.4	2.0
TOTAL	4,159	2.3	2.0	2,803	2.0	1.0	6,080	2.3	2.0

SOURCE: NC Sentencing and Policy Advisory Commission, FY 2006/07 JCPC Sample

youth and 1.7 for at-risk youth. Again, both groups and the overall sample had a median of one arrest.

In terms of overall recidivism, participants averaged 2.3 recidivist events during the three-year follow-up period. Court-involved youth had an average of 2.4 events, while at-risk youth had an average of 2.1 events.

Recidivist Offenses

Table 3.5 examines the first recidivism offense and the most serious recidivism offense for JCPC participants who recidivated during follow-up. In about two-thirds of cases, the first recidivist offense was a misdemeanor. A larger proportion of at-risk youth (73.8%) had a misdemeanor as their first recidivist offense than did court-involved youth (64.7%). The most serious recidivist offense was a misdemeanor in about half (50.9%) of the cases. A misdemeanor was more likely to be the most serious offense for at-risk youth (62.3%) than for court-involved youth (46.1%).

Table 3.5
First Recidivist Offense and Most Serious Recidivist Offense for JCPC Participants
by Legal Status
FY 2006/07 JCPC Admissions

Legal Status	N	First Recidivism Offense		Most Serious Recidivism Offense	
		Misdemeanor n=4,097	Felony n=1,983	Misdemeanor n=3,095	Felony n=2,985
At-Risk	1,809	73.8	26.2	62.3	37.7
Court-Involved	4,271	64.7	35.3	46.1	53.9
TOTAL	6,080	67.4	32.6	50.9	49.1

SOURCE: NC Sentencing and Policy Advisory Commission, FY 2006/07 JCPC Sample

Juvenile Adjudications and Adult Convictions

Overall, 21.8% of the youth had an adjudication or conviction during the follow-up period (*see Table 3.6*). Twenty percent of the sample under juvenile court jurisdiction had an adjudication of delinquency. Just under 11% of at-risk youth (10.7%) had an adjudication compared to 29.4% of court-involved youth. The table also shows that 9.0% of the sample under adult jurisdiction had a conviction (11.5% of court-involved youth and 4.7% of at-risk youth, respectively).

Table 3.6
**Number and Percentage of JCPC Participants with Subsequent Juvenile Adjudication or
 Adult Conviction by Legal Status**
FY 2006/07 JCPC Admissions

Legal Status	Juvenile Adjudication		Adult Conviction		Adjudication or Conviction	
	n	%	n	%	n	%
At-Risk	730	10.7	232	4.7	923	11.5
Court-Involved	2,149	29.4	1,002	11.5	2,927	30.5
TOTAL	2,879	20.3	1,234	9.0	3,850	21.8

SOURCE: NC Sentencing and Policy Advisory Commission, FY 2006/07 JCPC Sample

Detention Admissions and YDC Commitments

Table 3.7 provides information on juvenile detention admissions and YDC commitments for the 14,153 JCPC participants under juvenile court jurisdiction during follow-up. Overall, 16.3% had a detention admission. Court-involved participants were more likely than at-risk participants to have a detention admission (25.1% and 6.9%, respectively). YDC commitments occurred for 2.3% of the JCPC participants. Again, court-involved youth were more likely to have a YDC commitment than at-risk youth (3.9% compared to 0.5%).³³

Transfers to Superior Court

Sixteen JCPC participants were transferred to Superior Court on the basis of a juvenile complaint. Four complaints were for first degree murder, eight were for robbery with a dangerous weapon, and one each were for assault with a deadly weapon inflicting serious injury, for assault with a deadly weapon with intent to kill inflicting serious injury, second degree burglary, and second degree sexual offense.

³³ The percentage of participants with a YDC commitment is a percentage of the full sample with follow-up time in the juvenile justice system. This population base was used because adjudications were not associated with a specific complaint and YDC commitments were not associated with a specific adjudication. That is, the first recidivist adjudication may have occurred before the first recidivist complaint, or the first recidivist YDC commitment may have occurred before the first recidivist adjudication, or a youth could have had a recidivist YDC commitment in the absence of a recidivist adjudication. At least one of these situations occurred in 1.7% of cases.

Table 3.7
Number and Percentage of JCPC Participants with Subsequent Juvenile Detention Admission or YDC Commitment by Legal Status
FY 2006/07 JCPC Admissions

Legal Status	Total Number	Juvenile Detention Admission		YDC Commitment	
	N	n	%	n	%
At-Risk	6,839	474	6.9	35	0.5
Court-Involved	7,314	1,835	25.1	288	3.9
TOTAL	14,153	2,309	16.3	323	2.3

SOURCE: NC Sentencing and Policy Advisory Commission, FY 2006/07 JCPC Sample

Adult Recidivism among Juvenile Recidivists

Criminological research frequently finds that past behavior is the best predictor of future behavior. Specifically, juvenile confinement has often been associated with adult criminality. With these findings in mind, it is possible that youth with juvenile recidivism may have a higher rate of adult criminality. To examine this proposition, the occurrence of an adult arrest was analyzed in terms of whether the youth had a recidivist complaint or a period of juvenile confinement.³⁴ The analysis was limited to the 10,157 JCPC participants who had follow-up time under both juvenile and adult jurisdiction. On average, participants had 17.3 months of follow-up time under adult jurisdiction and 18.7 months of under juvenile jurisdiction. At-risk youth generally spent about four months longer under juvenile jurisdiction than adult jurisdiction, compared to less than one month longer for court-involved youth. This observation is due to the fact that court-involved youth were older at admission, on average, than at-risk youth.

The following tables explore the relationship between indicators of juvenile recidivism and adult arrests for the 10,157 JCPC participants who divided their three-year follow-up period between the juvenile and adult systems. Participants with a recidivist complaint were more likely to have an adult arrest than those with no recidivist complaint – 32.8% and 19.3%, respectively – a finding that held true for both the at-risk and court-involved groups (*see Table 3.8*).

Similarly, participants committed to a detention center or YDC – whether originally in at-risk or court-involved status – were more likely to have an adult arrest compared to those not committed (*see Table 3.9*).

³⁴ Detention admissions and YDC commitments were combined into a single category of juvenile confinement because the number of JCPC participants committed to a YDC was too small to analyze separately.

Table 3.8
**Percentage of JCPC Participants with Adult Arrests by Juvenile Recidivism
and Legal Status**
FY 2006/07 JCPC Admissions

Legal Status	Percentage with Adult Arrests					
	Participants with Complaint		Participants without Complaint		Total	
	n	%	n	%	n	%
At-Risk	189	26.0	234	11.4	423	14.4
Court-Involved	693	35.0	808	23.7	1,501	27.2
TOTAL	882	32.8	1,042	19.3	1,924	23.0

SOURCE: NC Sentencing and Policy Advisory Commission, FY 2006/07 JCPC Sample

Table 3.9
**Percentage of JCPC Participants with Adult Arrests by Juvenile Confinement
and Legal Status**
FY 2006/07 JCPC Admissions

Legal Status	Percentage with Adult Arrests					
	Participants with Juvenile Confinement		Participants without Juvenile Confinement		Total	
	n	%	n	%	n	%
At-Risk	89	30.7	334	13.1	423	14.4
Court-Involved	523	38.6	978	24.0	1,501	27.2
TOTAL	612	37.5	1,312	20.0	1,924	23.0

SOURCE: NC Sentencing and Policy Advisory Commission, FY 2006/07 JCPC Sample

Program Participation Outcomes

Program Completion

A key component in any study of program effectiveness is examination of whether participants completed the program. Participants in psychological evaluation/assessment

programs were excluded from this analysis.³⁵ JCPC programs use two categories of program completion: (1) successful completion, which means the youth had a high level of participation and completed most of his/her goals; and (2) satisfactory completion, which means that the youth had an acceptable level of participation and met some of his/her goals. The analysis defined both of these categories as indicators of program completion. All other reasons for termination from the program indicate that the participant did not complete the program. Some of the reasons that a participant did not complete the program reflect negative behavior by the youth (*e.g.*, dropped out, runaway), while others reflect an administrative or other neutral reason for termination (*e.g.*, family relocated, program cancelled). Overall, approximately 78% of all participants completed the program, with completion rates almost identical by legal status (*see* Table 3.10). As many as 9% of participants were terminated because of neutral or administrative reasons.³⁶

Table 3.10
Reason for Termination by Legal Status
FY 2006/07 JCPC Admissions

Termination Reason	At-Risk		Court-Involved		Total	
	n	%	n	%	N	%
Total Completion	5,936	78.6	7,599	78.1	13,535	78.3
Successful completion	4,956	65.7	6,457	66.4	11,413	66.0
Satisfactory completion	980	13.0	1,142	11.7	2,122	12.3
Total Non-Completion	1,613	21.3	2,132	21.9	3,745	21.7
Unsuccessful completion	349	4.6	641	6.6	990	5.7
Did not participate/ withdrew/dropped out/ runaway	641	8.5	523	5.4	1,164	6.7
Removed by court	49	0.7	304	3.1	353	2.0
Removed by parents/ family relocated	282	3.7	301	3.1	583	3.4
Other non-punitive/ administrative reason	177	2.3	213	2.2	390	2.3
Other reason	115	1.5	150	1.5	265	1.5

Note: There were 664 cases with missing termination reason. Percentages may not add to totals due to rounding.

SOURCE: NC Sentencing and Policy Advisory Commission, FY 2006/07 JCPC Sample

Table 3.11 shows that variation existed in completion rates by program category and participant's legal status. In general, participants in restorative programs had the highest rate of

³⁵ Chapter Two discusses the rationale for their exclusion.

³⁶ Examination of narrative responses to "other reason" allowed for the creation of categories of reasons for termination that do not appear as specific response choices in the CTS.

completion (85.0%) while participants in clinical programs had the lowest rate (59.3%). At-risk youth had higher completion rates than court-involved youth in residential, structured activity, and community day programs, while court-involved youth had higher completion rates in clinical programs. Completion rates for restorative programs were very similar between the two groups.

Table 3.11
Program Completion by JCPC Program Category and Legal Status
FY 2006/07 JCPC Admissions

Program Category	Percentage Completed					
	At-Risk		Court-Involved		Total	
	n	%	n	%	N	%
Clinical	776	56.3	983	61.9	1,759	59.3
Residential	333	77.4	281	68.5	614	73.1
Restorative	1,976	84.3	5,230	85.3	7,206	85.0
Structured Activity	2,243	83.2	734	66.7	2,977	78.4
Community Day Program	608	87.0	371	73.8	979	81.5
Total	5,936	78.6	7,599	78.1	13,535	78.3

Note: There were 664 missing cases for program completion.

SOURCE: NC Sentencing and Policy Advisory Commission, FY 2006/07 JCPC Sample

Recidivism by Program Characteristics

Recidivism rates were individual program types (described in Chapter One) with more than 50 sample participants (see Table 3.12). Overall, guided growth programs had the lowest recidivism rate (16.2%) and psychoeducation/supportive counseling programs had the highest rate (51.5%). For at-risk youth, prevention services had the lowest recidivism rate (6.8%) and juvenile structured day programs had the highest rate (38.0%). For court-involved participants, teen court had the lowest recidivism rate (26.4%) and prevention services had the highest rate (65.7%). For all but one program type, court-involved participants had much higher recidivism rates than at-risk participants. The exception was the teen court program, in which recidivism rates for at-risk youth were slightly higher than for court-involved youth (28.1% and 26.4%, respectively).

Table 3.12
Recidivism of JCPC Participants by Program Type
FY 2006/07 JCPC Admissions

Program Type	Total Number in Program Type	Number and Percentage with Recidivism					
		At-Risk		Court-Involved		Total	
		n	n	%	n	%	n
Evaluation/Assessment							
Psychological Assessments	737	27	32.5	346	52.9	373	50.6
Clinical							
Counseling	2,437	308	23.3	506	45.3	814	33.4
Home Based Family Counseling	291	15	21.7	116	52.3	131	45.0
Psychoeducation/ Supportive Counseling	204	30	36.1	75	62.0	105	51.5
Residential							
Group Home Care	92	17	32.7	16	40.0	33	35.9
Runaway Shelter Care	194	53	36.8	20	40.0	73	37.6
Temporary Shelter Care	478	73	31.6	140	56.7	213	44.6
Restorative							
Mediation/Conflict Resolution	1,261	149	18.8	186	39.6	335	26.6
Restitution	4,272	54	25.4	1803	44.4	1,857	43.5
Teen Court	2,499	378	28.1	304	26.4	682	27.3
Structured Activity							
Guided Growth Program	382	41	12.2	21	46.7	62	16.2
Interpersonal Skill Building	1,743	209	16.6	230	47.3	439	25.2
Mentoring	258	27	13.1	22	42.3	49	19.0
Parent/Family Skill Building	777	67	13.7	129	44.6	196	25.2
Prevention Services	257	13	6.8	44	65.7	57	22.2
Tutoring/Academic Enhancement	553	72	14.8	35	52.2	107	19.4
Community Day Program							
Juvenile Structured Day	1,121	268	38.0	255	61.3	523	46.7
TOTAL^a	17,556	1,801	22.5	4,248	44.5	6,049	34.5

^a The totals reflect the results for program types in this table only. They do not reflect the totals for all program types in the study.

SOURCE: NC Sentencing and Policy Advisory Commission, FY 2006/07 JCPC Sample

It is crucial to point out that the examination of recidivism rates by program type alone provides no information about program effectiveness. The recidivism rate of a program is closely

related to the type of services provided by the specific program and the risk and need level of the participants. The available data could not support an analysis of these characteristics, though.³⁷

Program Completion and Recidivism

Among the 17,022 participants with information on program completion, 34.7% had subsequent juvenile or criminal justice system contact (*see Table 3.13*). Those who completed their JCPC program were less likely to recidivate than those who did not complete (31.8% compared to 45.5%). For both at-risk and court-involved youth, the recidivism rate for completers was considerably lower than for noncompleters.

Table 3.13
Recidivism of JCPC Participants by Program Completion
FY 2006/07 JCPC Admissions

Legal Status	Total	Number and Percentage with Recidivism			
		Completers		Noncompleters	
		N	n	%	n
At-Risk	7,626	1,221	20.4	519	31.8
Court-Involved	9,396	3,060	41.1	1,108	57.0
TOTAL	17,022	4,281	31.8	1,627	45.5

Note: There were 622 cases with missing information on program completion.

SOURCE: NC Sentencing and Policy Advisory Commission, FY 2006/07 JCPC Sample

Program Duration and Intensity

Research often finds that duration and intensity of program participation can be as important in producing desired outcomes as a formal designation of program completion. Duration is the time from admission to the last date of contact with the program.³⁸ A typical measure of intensity is the frequency of contacts over some specific period, such as number of contacts per week, or the frequency of contacts required throughout the required program length. Duration is simply the total time that the individual participated in program activities.

³⁷ Measures in the CTS pertaining to program services were problematic and could not be used. Risk and needs assessment data was available for court-involved youth only. At-risk youth do not receive a standard, state-wide risk and needs assessment.

³⁸ The termination date is often used as the last date of contact. This measure is only valid if the participant is terminated on (or very close to) the last date of contact.

Information was not available from the DJJDP on the optimum or required number, frequency, and duration of contacts for specific types of programs. Information was available in the CTS regarding program duration, specifically termination date, but this data was problematic and could not be used in the analysis.³⁹ Therefore, the only item available in the CTS to address any of these areas is a count of the total number of days on which the participant had face-to-face contact with the program. This item provides a very general indicator of program intensity, but provides no information on program duration.

Given the wide variation in program content, data on the number of days on which the program made face-to-face contact should be viewed with caution. Table 3.14 shows that overall, those without recidivism had an average of 2.5 fewer face-to-face program contacts than those with recidivism (19.1, compared to 16.6). Participants had a median eight contacts, regardless of whether they recidivated. At-risk youth both with and without recidivism had virtually the same average number of contacts (17.7 and 17.2, respectively). The median number of contacts was identical, as well. Court-involved youth without recidivism had an average of about four more contacts than those with recidivism (19.8 and 15.9, respectively). Those without recidivism had a median of one more contact than those with recidivism (8.0 compared to 7.0). The range of contacts was quite large, (up to 427 days for court-involved youth with recidivism), but the 90th percentile measure shows that 90% of participants had far fewer contacts than the range would indicate. For example, 90% of participants with recidivism had 48 contacts or fewer, whereas 90% of participants without recidivism had 37 contacts or fewer.

Summary

The following section summarizes the major findings in Chapter Three.

General Recidivism Characteristics

- Overall, sample youth tended to be under juvenile jurisdiction for the first half of the three-year follow-up period and under adult jurisdiction for the second half.
- Recidivism was defined as a juvenile complaint, adult arrest, or both, within the three years subsequent to admission to a JCPC program. Just about 30% of the participants had a juvenile complaint, 20.5% had an adult arrest and 5% had both.
- Overall, 34.5% of the JCPC participants had a recidivist event – 22.5% of at-risk participants compared to 44.5% of court-involved participants.
- Participants who were 14 years old at admission had the highest recidivism rate (45.8%), regardless of legal status.
- Males were twice as likely as females to recidivate (41.1% compared to 22.0%). White/Nonhispanic youth were less likely to recidivate than youth in other racial/ethnic groups (29.2% compared to 38.1%).

³⁹ While termination date was missing in only 3% of cases, further examination of the data showed that many of the values appeared to be implausible.

Table 3.14
Recidivism of JCPC Participants by Average Days of Service in JCPC Program
FY 2006/07 JCPC Admissions

Legal Status	Total	Participants with Recidivism				Participants without Recidivism			
		N	Days of Service			Days of Service			
			Average	Median	Range	90 th percentile	Average	Median	Range
At-Risk	8,042		17.7	8.0	1-322	43	17.2	8.0	1-335
Court-Involved	9,602		19.8	9.0	1-427	49	15.9	8.0	1-385
TOTAL	17,644		19.1	8.0	1-427	48	16.6	8.0	1-385

SOURCE: NC Sentencing and Policy Advisory Commission, FY 2006/07 JCPC Sample

- In general, 49.0% of participants with a complaint in the year before JCPC admission recidivated compared to 23.5% of those without a complaint.
- Just over 20% of participants had an adjudication of juvenile delinquency; 10.7% of at-risk youth were adjudicated compared to 29.4% of court-involved youth.
- Approximately 16% of JCPC participants under juvenile court jurisdiction had a detention admission. Court-involved participants were more likely than at-risk participants to have an admission (25.1% and 6.9%, respectively).
- A very small proportion of participants (2.3%) had a YDC commitment, 0.5% of at-risk youth, compared to 3.9% of court-involved youth.
- Participants with a subsequent juvenile complaint or commitment (to a detention Center or YDC) were more likely to have an adult arrest than those without such juvenile involvement.

Characteristics of Recidivist Events

- For participants who had recidivism, the first event occurred an average of 9.9 months after admission – 9.1 months after admission for court-involved youth and 11.8 months for at-risk youth.
- Of the 14,039 recidivist events recorded during the three-year follow-up, at-risk youth accounted for 3,719 events and court-involved youth accounted for 10,320 events. Recidivist youth were charged with an average of 2.3 events.
- In about two thirds of cases, the first recidivist offense was a misdemeanor.
- In just over half of the cases, a misdemeanor was the most serious recidivist offense. A misdemeanor was more likely to be the most serious offense for at-risk youth than for court-involved youth.

Recidivism and Program Participation Characteristics

- Evaluation/assessment programs had the highest overall recidivism rate of 51%, followed by community day programs (47%).
- Exclusive of evaluation/assessment programs, community day programs had the highest recidivism rate among both at-risk (38%) and court-involved youth (61%).
- Those who completed their JCPC program had lower recidivism rates than those who did not complete (31.8% compared to 45.5%). This relationship existed for both at-risk and court-involved youth. Recidivist youth, on average, received fewer program service days than non-recidivist youth.

CHAPTER FOUR

SUMMARY AND CONCLUSIONS

This exploratory study represents the first biennial report on the effectiveness of programs receiving JCPC funds (Session Law 2009-451, Section 15.17J). A major purpose of the study was to analyze data, explore the degree to which existing data could address JCPC program effectiveness, and present results of the examination of recidivism outcomes for JCPC program participants.

Exploring Effectiveness

An effective program is one that produces the desired results, or accomplishes its purpose(s). The major purposes of JCPC programs are to prevent delinquency among at-risk youth and reduce delinquency among those already involved in delinquent behavior.⁴⁰

The effectiveness of a program can only be assessed in comparison to some other alternative or standard. For example, an assessment may seek to determine whether JCPC program participation is more effective in preventing delinquency among at-risk youth than no program participation. An assessment may also examine whether JCPC programs are more effective in reducing recidivism among court-involved youth than other options, such as probation alone or YDC commitment. Addressing such questions requires obtaining information from a comparison (or control) group which did not receive JCPC services. Using the second example above, a comparison group allows the study to examine whether the recidivism rates in a similarly-situated sample of court-involved youth who did not participate in JCPC programs differed from the recidivism rates of court-involved youth who participated in JCPC programs. Without a comparison group, it is not possible to draw conclusions about whether recidivism among JCPC participants is even partially due to program participation or whether it is due to other factors.⁴¹

Information for a comparison group was not available, limiting this exploratory study to a descriptive analysis of JCPC program outcomes. Because it is unknown whether the outcomes observed were related to program participation, no conclusions can be drawn regarding program effectiveness.

Summary of Findings

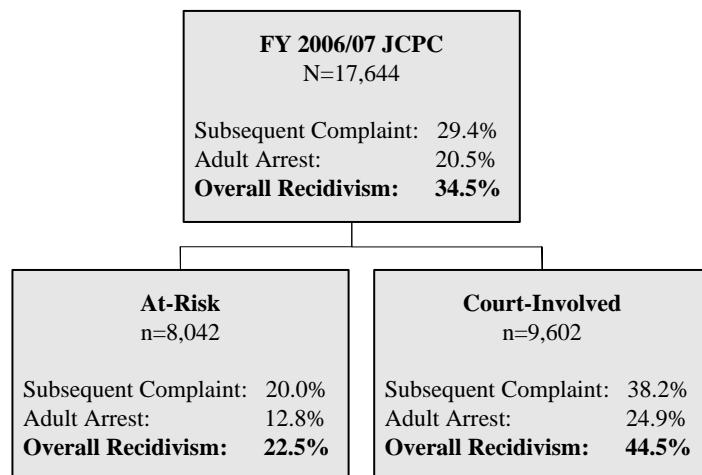
The JCPC participant sample consisted of 18,807 youth, of whom 57.2% were at-risk and 42.8% were court-involved. They were admitted to 565 JCPC programs during FY 2006/07. The sample was followed for three years after JCPC admission to ascertain whether the participants had subsequent juvenile or criminal justice system involvement. The primary measure of recidivism was a new juvenile complaint, adult arrest, or both. The recidivism analysis included 17,644 individuals.

⁴⁰ <http://www.ncdjjdp.org/jcpc/jcpes.html>.

⁴¹ It is also common to examine program effectiveness in terms of some standard, such as cost. For example, community-based programs may be deemed effective if they serve youth similar to those in YDCs but at a lower cost, and have a similar (or lower) a recidivism rate than the recidivism rate for juveniles in YDCs.

Overall, 34.5% of JCPC program participants had subsequent contact with either the juvenile or adult justice system within three years after program admission. Youth who were court-involved at admission had higher rates of recidivism than those who were at-risk (*see* Figure 4.1). This observation suggests that youth who have not come to the attention of the juvenile justice system comprise a distinctly different group from those who have juvenile justice system involvement.

Figure 4.1
Three-Year Recidivism Rates for JCPC Participants Admitted in FY 2006/07
by Legal Status
FY 2006/07 JCPC Admissions



SOURCE: NC Sentencing and Policy Advisory Commission, FY 2006/07 JCPC Sample

The average age at JCPC admission for all participants was 13.7 years, with a range of 5 to 20 years. At-risk youth were younger at admission than court-involved youth by about 1.5 years. JCPC participants who were 14 years old at admission had the highest recidivism rate (45.8%), regardless of legal status. About two-thirds of the participants were male, with the proportion of males with subsequent justice system contact about twice as high as that of females (41.1% compared to 22.0%). Just over 41% of JCPC participants were white/non-Hispanic, while the remainder were members of a racial or ethnic minority. Members of racial/ethnic minority groups had higher recidivism rates than white/non-Hispanic youth (38.1% compared to 29.3%).

Just over 78% of participants completed their assigned program; the rates were almost identical for at-risk and court-involved youth. Participants who completed their assigned program had a lower recidivism rate than those who did not complete (31.8% compared to 45.5%).

The three-year recidivism rate for court-involved JCPC participants was quite similar to the rate for the FY 2006/07 juvenile recidivism sample.⁴² Most of the court-involved juveniles in JCPC programs were also in the juvenile recidivism sample, however, so the recidivism rate comparison has little meaning.⁴³ Reflecting the discussion of program effectiveness, above, a more appropriate comparison would be between court-involved JCPC participants and the segment of the juvenile court population who did not receive JCPC services. This information was not available, however.

In addition to examining recidivism for the full sample, recidivism was also examined for the six JCPC program categories. Figure 4.2 shows that recidivism rates varied across the program categories, but at-risk youth consistently had lower recidivism rates than court-involved youth. Appendix D presents summary information on participant characteristics, program completion, and recidivism separately for each program type that had at least 50 participants in the study. The last page of Appendix D presents an overview of program completion and recidivism for these programs.

Suitability of Existing Data for Studying Program Effectiveness

One purpose of this exploratory study was to provide additional information about whether the available sources contained sufficient data to examine the effectiveness of JCPC programs.⁴⁴

As the Sentencing Commission's *Report on the Juvenile Crime Prevention Council Feasibility Study* (May 2009) indicated, the ability to match program participants with the DJJDP's NC-JOIN and DOJ's criminal history databases is crucial to a successful study. Key to a successful matching process is the existence of a unique person identification (ID) number. The CTS does not have a unique ID number. NC-JOIN and DOJ have a unique ID number, but they are not common between the two systems. All court-involved JCPC participants aged 6-15 have a record in NC-JOIN and should have been able to match into that system. Only 71.9% were able to be matched exactly. An additional 14.4% were able to be matched using a process that examined "near" matches on personal identifiers between the CTS and NC-JOIN, for a combined 86.3% match. To the extent that this process produced invalid matches, the recidivism analysis may be inaccurate.⁴⁵

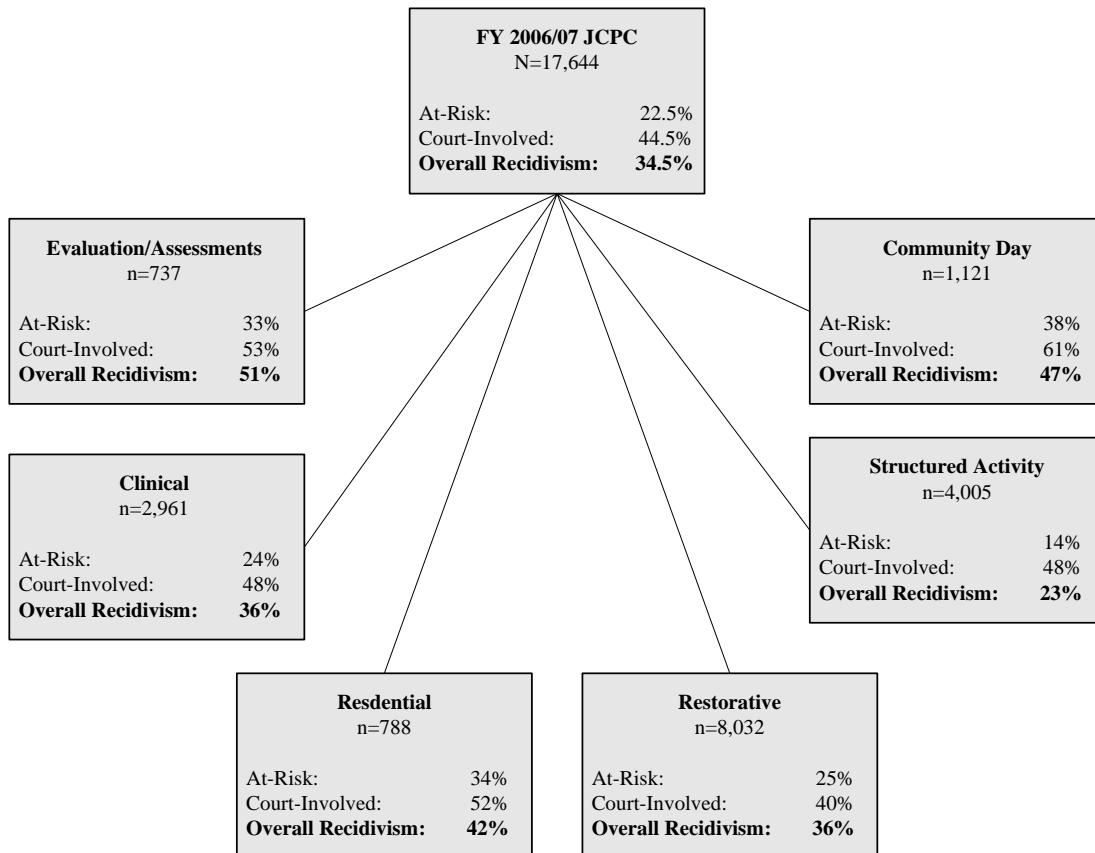
⁴² *Juvenile Recidivism Study: 2006/07 Juvenile Sample*, North Carolina Sentencing and Policy Advisory Commission, May 2011.

⁴³ If this comparison is made, then to a large degree, JCPC participants literally are being compared to themselves. Similarly, comparing the recidivism rate for at-risk participants to the recidivism of the juvenile recidivism sample means that, to a large degree, at-risk participants are being compared to court-involved JCPC participants.

⁴⁴ It should be noted that these data sources are not designed to be the basis of research nor are they designed to link to information systems in other agencies. Appendix B provides a more detailed discussion of data characteristics.

⁴⁵ All at-risk youth and those court-involved youth over the age of 15 were not necessarily expected to have a matching record in NC-JOIN, so failure to locate a match was not considered a data problem. The lack of a match in the DOJ system was assumed to indicate that the participant had no adult recidivism. In addition, the level of inaccuracy in the basic identifying information in the CTS that was used to identify an individual in the program led to less confidence in other types of information in the CTS.

Figure 4.2
Recidivism Rates for JCPC Program Categories by Legal Status
FY 2006/07 JCPC Admissions



SOURCE: NC Sentencing and Policy Advisory Commission, FY 2006/07 JCPC Sample

Two important related elements in addressing the suitability of existing data for studying program effectiveness concern program participation. First, coupled with information on the number of contacts, information on duration allows for examination of the length and intensity of program participation. The length and intensity (frequency) of program participation are often important predictors of program outcomes, such as recidivism. In a large number of cases, data were missing or problematic for program termination date, however, making it impossible to examine these important factors. The other element is the existence of data on referral to ancillary services. This information is necessary to obtain a full picture of program participation. The response categories for this item in the CTS rendered it not useful for the study.

Finally, the existence of information on the assessment of risk and needs is crucial to an examination of program effectiveness. The CTS does not contain this information, but it exists in NC-JOIN for participants who have had juvenile justice system contact. According to DJJD

policy, JCPCs are required to “[d]evelop strategies to intervene and appropriately respond to and treat the needs of juveniles at risk of delinquency through appropriate risk assessment instruments.”⁴⁶ If a single standard risk assessment instrument is used, then its results could be included in the CTS.⁴⁷

Conclusions

The Sentencing Commission approached this exploratory study of effectiveness by examining outcomes for youth admitted to the JCPC programs. The report provides more information regarding outcomes for JCPC participants than has heretofore existed. The research design and the primary data source, the JCPC CTS, did not provide information to lead to confidence that the outcomes observed were related to program participation, however. The DJJDP is in the process of expanding the capabilities of the CTS.⁴⁸ The Sentencing Commission and the DJJDP should work together to develop a process to ensure that key elements are present in the JCPC CTS, to the extent possible. Improvements will not be evident until the 2017 report, though.⁴⁹ Until then, reports will consist of descriptive analyses of recidivism after JCPC admission.

⁴⁶ http://www.ncdjjdp.org/resources/policy_manual/jcpc_policies/JCPC-0003.pdf

⁴⁷ This policy implies that risk assessments (but perhaps not needs assessments) exist in JCPC participant records. It is not clear whether risk assessment instruments are standard across programs and/or counties or whether court-involved youth receive the program’s assessment in addition to the assessment prepared by the court counselor, however.

⁴⁸ NC ALLIES (A Local Link to Improve Effective Services) is a new comprehensive on-line management information system for JCPCs that is being implemented beginning with the FY 2011/12 fiscal year. It will be used to manage funds allocated to JCPCs and programs and to track youth served by these programs. NC ALLIES will replace the existing CTS. In addition, the DJJDP is expanding the use of the Standardized Program Evaluation Protocol (SPEP) tool to interface with NC ALLIES.

⁴⁹ The 2017 report pertains to JCPC admissions during FY 2012/13. The previous report, to be produced in 2015, covers FY 2010/11, so most of these data have already been entered into the CTS.

APPENDIX A: JCPC SERVICE COMPONENTS

Source: NC Department of Juvenile Justice and Delinquency Prevention

JCPC SERVICE COMPONENTS

COMPONENTS PROVIDING RESIDENTIAL SERVICES:

- Group Home Care: Twenty-four hour care for a residential placement lasting six to eight months. The placement is therapeutic and may have a structured family-like environment for youth. Includes intervention with client's family during and after placement and targets a reduction in offending behavior and recidivism.
- Temporary Shelter Care: Group home care and shelter (up to 90 days) for juveniles who need to be temporarily removed from their homes during a family crisis.
- Runaway Shelter Care: Shelter care for juveniles who have runaway from home, are homeless or otherwise need short term care (10 days or less) while arrangements are made for their return home.
- Specialized Foster Care: Care for youth with serious behavioral or emotional problems through foster parents whose special training is designed to help them understand and provide needed support for children who are placed in their care.
- Temporary Foster Care: Short-term (up to 90 days) emergency foster care for diverted or adjudicated juveniles who need to be temporarily removed from their homes during a family crisis. Foster parents have been specially trained to understand and support the youth placed in their care.

COMPONENTS PROVIDING CLINICAL TREATMENT:

- Counseling: Professional, clinical treatment with a licensed counselor or therapist. Counseling may be one-on-one (individual), family counseling, or group counseling. The focus of counseling is to resolve any of a range of problems including but limited to interpersonal relationships, problem behavior or substance abuse.
- Crisis Counseling: Short-term assistance to juveniles in immediate danger of physical or emotional injury by a helping professional either face-to-face or by phone.
- Sex Offender Treatment: Outpatient assessment and/or therapeutic services to juvenile offenders targeting inappropriate sexual conduct and offender behavior with a clear focus on rehabilitation and accountability of the offender. Practiced primarily in groups, the treatment has a family group component or focus, has designated follow-up procedures and is generally legally mandated.
- Psycho-Educational Supportive Counseling: Provides education to help a juvenile better understand his current circumstances and brief interventions to encourage and support him to make more positive decisions.
- Home Based Family Counseling: Short term, intensive services focusing on family interactions/dynamics and their link to delinquent behavior. Involves the entire family and is typically conducted in the home. May also include the availability of a trained individual to respond by phone or in person to crises. The goal is to prevent delinquent and undisciplined behavior by enhancing family functioning and self-sufficiency.
- Intensive Home Visiting: Regular contact with court involved youth in their homes to review supervision conditions of juveniles and to provide guidance to parents regarding parenting skills and structure. This category is no longer used. Components of this type have been replaced by Home Based Family Counseling components or Parent/Family Skillbuilding components.

COMPONENTS PROVIDING ONLY EVALUATION OR ASSESSMENT:

- Psychological Assessment: Psychological evaluation or assessments to help court counselors and judges recommend the most appropriate consequences and treatment for court involved youth.

RESTORATIVE COMPONENTS:

- Mediation/Conflict Resolution: Provides a process for a juvenile and a victim to resolve a problem or a dispute outside of the formal court process. Mediators do not counsel or give advice but facilitate communication among parties as the parties work to reach their own decisions regarding resolution of their conflict. These components offer immediate and short-term involvement with youth to focus resolving negative and/or offending behaviors.
- Restitution/Community Service: Provides supervised worksites in which juveniles are held accountable for their actions that have affected the community and/or victim(s). Through supervised, assigned work, a juvenile earns credit towards payment of monetary compensation for victims (if required) and performs work for the benefit of the community as a consequence of his offense. Juveniles are supervised by adult staff or trained adult volunteers.
- Teen Court: Provides a diversion from juvenile court where trained adults and youth volunteers act as officials of the court to hear complaints. Recommended sanctions include but are not limited to community service and restitution (if applicable) for youth who have admitted committing minor delinquency and undisciplined complaints. Professional adult staff provides supervision of the court proceedings and any subsequent community service and/or restitution.

STRUCTURED ACTIVITIES COMPONENTS:

- Mentoring: Matches adult volunteers with delinquent or at-risk youth on a one-on-one basis. The mentor is an individual providing support, friendship, advice, and/or assistance to the juvenile. After recruitment, screening and training, the mentor spends time with the juvenile on a regular basis and engages in activities such as sports, movies, helping with homework, etc...
- Interpersonal Skill Building: Assists juveniles in developing the social skills required for an individual to interact in a positive way with others. The basis skill model begins with an individual's goals, progresses to how these goals should be translated into appropriate and effective social behaviors, and concludes with the impact of the behavior on the social environment. Typical training techniques are instruction, modeling of behavior, practice and rehearsal, feedback, and reinforcement. May also include training in a set of techniques, such as conflict resolution or decision making, that focus on how to effectively deal with specific types of problems or issues that an individual may confront in interacting with others.
- Parent/Family Skill Building: Assists parents/guardians with psychological, behavioral, emotional, or interpersonal issues faced by a parent(s) of a juvenile engaging in problem

behaviors or delinquent acts. This component provides parenting skills development, including communication and discipline techniques. May include sessions for parents only and/or sessions for parents and family members.

- Experiential Skill Building: Assists juveniles in developing needed skills through the use of outdoor adventures and physical activities or challenges to instruct, demonstrate, and allow the practice of effective interpersonal, problem solving, communication and similar skills to achieve the goals of increasing self-esteem, building interpersonal skills, and building pro-social behavior.
- Tutoring/Academic Enhancement: Assists juveniles in understanding and completing schoolwork and/or classes. May assist juveniles and parents with study skills and structure for studying and completing academic assignments. May also provide trips designed to be an enrichment of or supplemental experience beyond the basic educational curriculum.
- Vocational Development: The overall emphasis focuses on preparing the juvenile to enter the work force by providing actual employment, job placement, non-paid work service (non-restitution based), job training or career counseling. These programs provide training to juveniles in a specific vocation, career exploration or career counseling, and/or job readiness.
- Life Skills Training: Provides opportunities for juveniles to develop the necessary skills to effectively manage every day living. This may include a wide range of issues such as general problem solving, social/moral reasoning, balancing responsibilities, how to deal with housing issues, time, and money management.
- Guided Growth: Interventions focus on interpersonal skill building, experiential skill building, vocational development, or life skills training. Components of this category are being reclassified to a more specific type.
- Prevention Services: Interventions provide a primary focus on preventing youth from becoming juvenile delinquents by providing counseling, interpersonal skill building, experiential skill building, vocational development, or life skills training. Components of this category are being reclassified to a more specific type.
- Re-Entry Services: Interventions to help juveniles returning to the community from residential placements cope with transition to their new setting. Components that provide this type of intervention are now classified under as counseling or one of the skill building services.

COMMUNITY DAY PROGRAMS:

- Juvenile Structured Day: Provides a highly structured and supervised setting for juveniles who are short term or long-term suspended from school or are exhibiting behavior that might otherwise result in placement in detention. Typically, these components serve youth who are court involved and referrals are made from juvenile court counselors. These components may operate on a full or partial day schedule. Interventions include Individual and/or Family Counseling, Substance Abuse Education/Treatment, Restitution/Community Service, Tutoring, Alternative Education, Vocational Development and Structured Activities.

APPENDIX B

Additional Methodological Information

This appendix provides further details about the study methodology, discusses issues encountered in conducting data collection and analysis, and augments some of the analysis results presented in the text. It is not a full explication of the study methodology. Rather, its purpose is to elaborate on certain areas and issues. The following discussion provides additional details regarding sample selection and the selection of outcome measures. Next, it covers issues of data characteristics and quality, including the process of matching CTS records with the NC-JOIN and DOJ systems. The discussion then provides information on the statistical analysis. Finally, this appendix describes the results of additional statistical analyses.

Sample Selection

The study includes two samples: a sample of programs and a sample of program participants. Selection of the final sample of participants was a multi-stage process. It was first necessary to exclude individual admission records with missing information on the key analysis variable “legal status.” This item must be present because the participant’s legal status at admission provides information on whether the youth is in the at-risk group or the court-involved group.

Next, for the participants with multiple program admissions, it was necessary to determine which admission to select for the final sample. In most cases, the study included the earliest admission during FY 2006/07. This general procedure required two adjustments for some participants with multiple admissions. First, if the earliest admission during FY 2006/07 was to an assessment/evaluation program, the sample included the second admission. The rationale for this selection process is that assessments/evaluations are typically interim assignments that lead to additional referrals of longer duration and with greater potential to bring about positive change in the participant. If all admissions were for psychological assessments, then the study included the earliest assessment admission. The second adjustment applied to participants who had multiple admissions and for whom the two earliest admissions occurred on the same date. If a participant had two admissions on the same date, and one was for an assessment, then the other admission was selected. If neither admission was for an assessment, the admission with the most days of service received was selected. Likewise, if a participant had more than two admissions on the same date, then the admissions for assessments were deleted and the admission with the most days of service was selected. (While it is theoretically possible for a participant to have had two admissions on the same day with the same number of days of service, this situation did not occur during FY 2006/07.) If participants with missing information on legal status on the first admission had subsequent admissions, those admissions were eligible for inclusion in the sample. This process yielded a sample of 18,831 participants, with one admission record per participant. After deletion of 24 participant records without valid information on legal status (for any admission during FY 2006/07), the final sample consisted of 18,807 JCPC program participants.

The study design included all JCPC programs that admitted at least one participant during FY 2006/07, for a total of 572 programs. After deleting observations to arrive at the participant sample, this final sample contained 565 programs. Exclusion of these seven programs was not based on characteristics of the programs themselves, but was based merely on the fact that deletion of participant admission records caused seven programs no longer to be represented in the sample.

Outcome Measures

Program Completion

Program completion is an interim outcome measure. The CTS uses three categories of program termination – successful completion, satisfactory completion, and unsuccessful completion. The analysis combined the two completion categories into a single category. Unsuccessful completion is a designation assigned by the program, and indicates that the participant did not meet any goals or enough goals to complete the program.

The CTS also includes several other types of program termination categories. The category “did not participate” indicates that the youth did not take part in any activities (or in enough of the activities to be deemed to have participated). The CTS does not have a category for youth who simply stopped coming to the program (dropped out). It does include the category “runaway,” but preliminary analysis showed that it primarily (but not exclusively) denoted absconding from a residential program, rather than dropping out of a nonresidential program. Inspection and recoding of narrative responses to the “Other” category revealed that quite a few participants dropped out of the program.

Several categories of program termination indicate that failure to complete the program was not necessarily related to the participant’s behavior (“family relocation” is one such category). Narrative responses to the “Other” category included several neutral termination reasons not captured in the existing CTS categories. Some of these reasons pertain to administrative factors, such as resignation of the participant’s counselor, discontinuation of the program, referral to a different program, and termination of a school-based program at the end of the academic year. Another relatively frequent narrative response indicated that the parent(s) removed the youth from the program for an unspecified reason. In some cases, it was not possible to determine whether the reason was neutral or whether it was due to noncompliance with program requirements. Some existing categories were ambiguous in this regard as well (e.g., “removed by court”).

It is debatable whether the analysis of recidivism should treat neutral or administrative terminations as equivalent to a failure to complete the program due to dropping out, unsuccessful participation, or some other reason that signals lack of compliance with program requirements. Regardless of the reason, such participants did not complete all of the program requirements, and failure to complete the program for any reason may affect recidivism. Preliminary analysis examined days of service for those who completed (successful or satisfactory completion), those who did not complete the program due to failure to comply (unsuccessful completion, did not participate, dropout/runaway), and those who did not complete due to neutral termination reasons. The average time spent in the programs was similar for those terminated for failure to comply and those terminated for neutral reasons; the patterns were almost identical for at-risk

and court-involved youth. The reason for failure to complete did not appear to be related to the days of service received, so the analyses presented here combined the two non-completion categories into one. The recidivism analysis, therefore, used a dichotomous measure of completion (completed, did not complete). More robust measures of program termination are necessary to examine this potentially important area further.

Juvenile and Adult Recidivism

The primary recidivism outcome measures are the filing of a delinquency complaint and/or having an adult arrest. The system contact had to occur after JCPC admission, but the offense upon which the contact was based may have occurred before JCPC admission. Among participants with a delinquency complaint as the first recidivist event, the subject offense occurred before JCPC admission in about 10% of cases. The frequency with which subject offenses occurred before JCPC admission when the first recidivist was an adult is unknown, because the offense date is missing in approximately 20% of arrest records located. (It is not possible to determine whether the offense date was missing because it was unknown or because it was simply not entered into the system.)

Data Characteristics and Quality

This study analyzed existing data, so the Sentencing Commission staff could not decide what information to collect and how to collect it. Moreover, the data came from administrative management information systems (MIS). Such systems do not exist to provide research data, and as such, are rarely ideal for this purpose. Regardless, accurate and complete data are crucial both to the agency maintaining an MIS and to any research conducted. Challenges associated with data characteristics and quality existed in working with all three record systems used in the study, the CTS, NC-JOIN and the DOJ computerized criminal history system. Accuracy and completeness of participant and program participation information in the CTS and the process of matching data between record systems for the recidivism analysis were the two most important areas in which issues arose.

JCPC Client Tracking System

This section discusses five characteristics of the CTS that, to varying degrees, presented challenges in conducting the study or required exclusion from the analysis. These issues are elaborated here because one of the tasks of the study was to examine further the suitability of extant data for studying JCPC program effectiveness.

Personal identifiers: When JCPC program staff members enter information about each participant into the CTS, the software automatically generates an identification (ID) number based on the youth's name and date of birth. If either of these items is incorrect, it is often not possible to determine whether the youth has a record in NC-JOIN or DOJ. Based on the results of the matching process with NC-JOIN (discussed below), the CTS contained quite a few records with nicknames, incomplete names, and instances where the first and last names were reversed. Some instances of incomplete names were due to data transmission problems.

In addition, if a youth has more than one JCPC program admission and the name and/or date of birth was incorrect in one instance, it will appear in the CTS that this youth is actually

two different individuals. Likewise, two or more participants can have the same ID number, especially across programs and if the youth has a relatively common name. Even so, several hundred records existed in which two or more of them had identical ID numbers. It was not possible to determine whether, for example, two or three duplicate ID numbers pertained to the same person or whether the records pertained to different individuals. While inaccurate data entry exists in any system, problems arose partly because the CTS client ID number simply is not unique to the individual either within or across programs.

Because this number is not unique to the individual, sex and race/ethnicity were added to the ID number to create an identifier for this study that is as descriptive of a single individual as the CTS data items allow. This “study ID” number primarily was used to select the JCPC admission to be included in the sample (when participants appeared to have more than one admission, especially to different programs). Even so, there are still an unknown number of participant records in which two different study ID numbers may actually pertain to one person.⁵⁰ Overall, the data management process discovered about 700 records with problematic identifiers, but the actual number of records with such problems is probably higher.

It would be possible to link the unique person ID number to the NC-JOIN number for court-involved youth using an index. This index could allow court counselors who refer youth to JCPC programs to provide the program with an ID number that is linked to the NC-JOIN number (and, hence, unique to the individual), but that is not the actual NC-JOIN number. Only the DJJDP would have the ability to link the youth with their NC-JOIN record, to eliminate any security or privacy concerns that may exist regarding divulging the NC-JOIN number. Doing so would enable a 100% match with the NC-JOIN system for court-involved youth. It would also be possible to have a unique person ID number in the CTS for all participants, but doing so would require significant modifications to deployment and management of the CTS. Additional resources would be required for implementation of a unique person identifier and creation of the index to link with NC-JOIN.

Ancillary service referrals: The CTS contains items documenting 15 types of ancillary service or program referrals that may occur during JCPC participation, such as referrals to recreation programs, job placement, or tutoring. (Appendix C contains a reproduction of the CTS data entry screen showing all ancillary service items.) Information on ancillary services is important to determining the types of programming the participant may have received in addition to participation in the JCPC in which they were currently enrolled. Participants who received several services may have different outcomes from those who did not.

This information could not be used in the analysis, however, primarily because of a response category for these items in the CTS. The problematic response category is “no participation/unknown.” This single response category is actually two responses that denote very different situations: knowing that a youth did not participate in an ancillary service (no participation) is not the same as not knowing whether the youth received a referral or participated (unknown). Combining these different concepts into a single response category makes the information entered ambiguous and not useful for analysis.

⁵⁰ A few such situations came to light in matching JCPC participants with NC-JOIN and DOJ, when on NC-JOIN or DOJ ID number matched with more than one JCPC study ID number.

Race: This item required subjective interpretation of one of the categories. The measure of race in the CTS combines race and ethnicity. Although most people may view race and ethnicity as the same thing, researchers generally do not. Although viewpoints vary, researchers generally understand race as a primarily physical characteristic that has social, rather than biological, significance. They typically view ethnicity as a cultural characteristic that is not necessarily related to a person's physical characteristic of "race." Specifically, the CTS includes "Hispanic" as a category of "race." Doing so is ambiguous, because Hispanic (or Latino) persons can be of any race. It is also unclear whether the youth identified his or her own race or whether the JCPC staff member entering this information inferred this information.

Given the categorization in the CTS, the study assumed that participants who were identified as Hispanic could be of any race. In the analysis, such participants were designated as racial/ethnic minorities. While this categorization is incorrect, it did not cause a problem in the analysis, because NC-JOIN uses a similar categorization, as does the DOJ.⁵¹

Prior involvement in the juvenile justice system: The CTS contains an item that pertains to juvenile complaints received in the year before JCPC admission. The CTS does not allow entry of this information for at-risk participants, although a search of NC-JOIN records found that some of these youth did have prior delinquency complaints during the year before JCPC admission.

The analysis excluded this item because of the difference in the conceptualization of "prior" between the CTS and the study. Its exclusion was not due to issues of data quality. A juvenile court complaint in the year before admission is likely to be the reason that a substantial proportion of court-involved youth received a JCPC program referral. The study defines that complaint as the "current" complaint. In other words, the current complaint is the complaint that led to the youth's referral to the JCPC program. A youth would not have a current complaint, if he or she were referred to JCPC for another reason. For the study, complaints that occurred before the current complaint are "prior" complaints. The CTS defines both types of complaints as "prior" complaints, though, because they occurred before JCPC admission. It was not possible to determine from the CTS or NC-JOIN which, if any, complaint was the current complaint and which was a prior complaint. While the CTS categorization is appropriate for JCPC purposes, it was important for the study to be able to distinguish the current complaint (if any) from prior complaints. The inability to do so required its exclusion from the study.

Information available for analysis: The CTS is not designed to contain some information essential to examination of program effectiveness. Probably the most important type of unavailable information is an assessment of risk of future delinquency or criminality and need for services for both at-risk and court-involved participants. A risk/need assessment informs the program about whether the youth needs the services of the program to which they have been referred. It also provides information about whether the youth's risk level makes him or her

⁵¹ Distinctions regarding race and ethnicity have been the subject of study and debate among research methodologists and other scientists for many years. The U.S. Bureau of the Census discusses several pertinent issues leading to the use of separate items to describe race and ethnicity (<http://www.census.gov/population/www/documentation/twps0018/twps0018.html>).

inappropriate for the program. Research often finds measures of risk and need to be strong predictors of individual program outcomes (such as program completion, recidivism, success in school, and employment). It is important that a risk/need assessment occur close to the date of JCPC referral.

Court counselors conduct a risk/need assessment for youth with a delinquency complaint, and this information was available for analysis. Since at-risk youth have no prior juvenile court contact, they do not receive this risk/need assessment. Based on DJJDP's policy documents, it appears that assessments of at-risk youth vary by program type.⁵² Such variation is undoubtedly appropriate, but this practice means that no standard assessment information exists for at-risk youth. Given that risk/need measures were unavailable for at-risk youth, it was not methodologically appropriate to include the results of DJJDP's risk/need assessment for court-involved youth only.

Matching CTS, NC-JOIN, and DOJ Records

As discussed previously, the ability to match all JCPC participants who have recidivism into NC-JOIN and/or DOJ was essential to the study.

To accomplish the match, the study matched: (1) CTS to NC-JOIN records, and (2) combined CTS and NC-JOIN information to DOJ records. Matching procedures used personal characteristics (name, date of birth, sex, and race/ethnicity) because there was no unique ID number common to any two of the three record systems, except for the Social Security Number (SSN). While the SSN was usually present in NC-JOIN, only about one-third of CTS records included it. The study, therefore, used the SSN only to examine possible invalid matches in NC-JOIN and DOJ.

The DJJDP first used an automated process to locate NC-JOIN records that yielded an exact match to CTS information. To improve the result, the DJJDP then used a combined automated and manual process to examine "near" matches using slight variations on name spellings and/or date of birth.

Table B.1 presents the results of a test the validity of the match. It shows the number and percentage of court-involved and at-risk JCPC participants aged 6-15 who could be matched with an NC-JOIN record. Youth in this age group are under juvenile court jurisdiction and all court-involved youth have an NC-JOIN record.⁵³ A less than 100% match for court-involved youth aged 6-15 indicates problems with the information contained in the CTS and/or NC-JOIN. Greater confidence exists in the accuracy of personal information in NC-JOIN, because court personnel verify much of this information but JCPC program staff typically may not.

It was possible to locate a matching record in NC-JOIN for 86.3% of court-involved youth aged 6-15. An exact match was located in NC-JOIN for 71.9% of this group. An additional 14.4% matched using the "near match" process described above. This observation suggests that

⁵² <http://www.juvjus.state.nc.us/jcpc/policy.html>.

⁵³ This test excluded court-involved youth aged 16 and older because they would only have an NC-JOIN record if they had prior contact with the juvenile justice system. The lack of a match, therefore, does not necessarily indicate data problems.

the CTS may have had incorrect information on name, date of birth, sex, and/or race/ethnicity for as many as 30% of the court-involved JCPC participants aged 6-15.

Table B.1
Results of CTS/NC-JOIN Matching Process for JCPC Participants
Aged 6 through 15

Results of CTS/ NC-JOIN Match	Court-Involved Youth (n=8,470)		At-Risk Youth (n=6,789)	
	n	%	n	%
Exact Match	6,089	71.9	1,719	25.3
Near Match	1,218	14.4	544	8.0
Total with Match	7,307	86.3	2,263	33.3
Total without Match	1,163	13.7	4,526	66.7

SOURCE: NC Sentencing and Policy Advisory Commission, FY 2006/07 JCPC Sample

Table B.1 also shows the results of the matching process for at-risk youth. At JCPC admission, at-risk youth had not yet had a delinquency complaint, so only few would be likely to have a record in NC-JOIN. Ideally, they also would have no court contact after JCPC program admission. It was not possible to know with certainty whether the lack of an NC-JOIN record indicated no subsequent court contact or whether the identifying information in CTS was insufficient to locate an existing NC-JOIN record. The analysis assumed that at-risk youth without a match had no juvenile recidivist events.

Assuming that the accuracy of identifying information in the CTS did not differ between at-risk and court-involved youth, it is logical to conclude that more at-risk youth had NC-JOIN records than implied by the number of records located. If this conclusion is accurate, a larger proportion of the at-risk youth had subsequent juvenile justice system contacts than were included in the analysis.

A match rate for the total sample is not calculated because the outcome of the matching process has different meanings for court-involved and at-risk youths and for participants who were younger than 6 and older than 16 at admission. Failure to match with NC-JOIN for court-involved youth aged 6-15 indicates a data problem. Failure to find a match for all other groups does not indicate a data problem.

Matching CTS and DOJ: When the participant's information was a "near match" between NC-JOIN and CTS, data from both record systems were submitted to the DOJ in an effort to increase the likelihood of finding a match (if one existed). The DOJ used only a computerized search, and did not manually examine the records for "near" matches. If the identifying information did not produce a literal match, the DOJ system used the Soundex algorithm to locate arrest records for individuals whose names were phonetically similar to the name from the CTS. The DOJ search process also selected records of arrests made using an alias that they identified as being the same person that was the subject of the search. Some types of juvenile processes include the taking of fingerprints. The DOJ maintains these fingerprint records. NC-JOIN also contains records of these events. The analysis used the NC-JOIN record for these cases and excluded the DOJ record to avoid double counting of recidivist events.

Failure to find a matching record in the DOJ database indicates nothing about the quality of identifying information in either the CTS or DOJ system. The analysis assumed that the lack of a match meant that the individual did not have future adult criminal behavior of the types captured in the DOJ system. There is no reason to expect that court-involved participants aged 6-15 who could not be matched with NC-JOIN and who had follow-up time under adult jurisdiction would differ in their propensity for recidivism from those for whom a match could be found. Those without a match, however, had a substantially lower arrest rate than other participants in this age range who had match (7.3% compared to 20.1%). This observation supports the conclusion that their identifying information in CTS was either incomplete or inaccurate. (This percentage does not correspond to the overall adult recidivist arrest rate because it only includes JCPC participants who were aged 6-15 at admission. The overall rate includes these individuals as well as those who were 16 and older at admission.)

Data Analysis

Chapter One identified the dependent variable in the analysis as recidivism. A variable is a factor or characteristic used in data analysis. The variable 'sex', for example, is a characteristic of participants. The variable 'program type' is a characteristic of programs. Independent variables are listed in Appendix C. Independent variables are characteristics or factors that may affect (or be statistically associated with) the dependent variable. In other words, the dependent variable is the event or factor that a study seeks to explain; independent variables are factors believed to help explain it. For example, program completion (independent variable) may affect recidivism (dependent variable). In other words, knowing whether a participant completed a program will help explain whether he or she recidivated.

Statistical Analysis of Associations among Variables

The typical analysis of data in a study of this nature begins with univariate (uni = one) descriptions of patterns in a single variable (such as the breakdown of reasons for program termination). Then it would use bivariate (bi = two) analysis techniques to understand the relationship between independent and dependent variables, such as the relationship between program completion and recidivism. The relationship between two variables is a "bivariate" association. If bivariate associations are significant, then the analysis would employ multivariate (multi = many) techniques that include examination of additional variables to discover more complex relationships. Multivariate analysis, for example, may examine how the combination of program completion, days of service, and legal status affect recidivism.

This study began with univariate analysis and then moved to bivariate analysis. The basic question asked about a relationship between two variables is whether that relationship is statistically significant. Most of the variables in this study were dichotomous, meaning that they have two categories only. One example is the variable ‘legal status’, which has two categories, at-risk and court-involved. The χ^2 (Greek letter “chi,” chi-square) test is the most commonly used statistical test of significance for dichotomous variables, which account for all but a few of the variables in this study. A few variables in the study were continuous, meaning that their values did not fall into distinct categories and may appear as fractions. The variables ‘age’ and ‘days of service’ are examples. For these variables, the difference of means test was used. The significance level of this analysis was assessed using the F-test. Both the F-test and the χ^2 test have the same interpretation of statistical significance.

Statistical significance indicates only that any relationship between two variables was not likely to have occurred by chance. The nature of the tests used here (F and χ^2) are such that in large samples, all relationships between two variables may be statistically significant.⁵⁴ In statistical analysis, the JCPC sample is considered to be a very large sample.

Once statistical significance is established, measures of association are calculated to reveal the strength and direction of the significant relationship. The measure used here to assess the strength of an association of a significant χ^2 test is the ϕ (Greek letter “phi”) coefficient; for the F-test, it is Pearson’s r correlation. Both measures range from -1 to +1. A value of zero indicates no relationship (correlation) between the two variables. A value of ± 1 indicates a perfect relationship.⁵⁵ A ϕ or r value of $\pm .30$ and below is considered a weak association and is not of substantive importance. A value of $\pm .50$ to $\pm .70$ is considered a moderately strong association and may have substantive importance. A value of above $\pm .70$ is considered a strong association and is likely to be of substantive importance.⁵⁶ As expected in a sample of the size of the JCPC sample, all of the relationships between recidivism and any of the independent variables were statistically significant. All bivariate measures of association (ϕ or r) between recidivism and any independent variable were much smaller than $\pm .30$. In fact, very few were larger than $\pm .10$. This result indicates that none of the independent variables examined in this report should be interpreted as having a substantively or statistically meaningful relationship to the dependent variable, recidivism. Although the report discusses recidivism in terms of differences between values of independent variables, this information is descriptive only and not intended to imply significance. In other words, inferences about program effectiveness should not be drawn from the analyses presented in this report.

Additional Recidivism Analyses

Analysis of Time to Recidivism

Chapter Three includes a brief discussion of survival analysis and presents the survival distribution of recidivism by legal status (Figure 3.3). Additional analysis calculated the hazard,

⁵⁴ The JCPC study used the standard $p < .05$ level of significance. Using this level, a significant relationship means that there is less than a 5% chance that the relationship occurred by chance.

⁵⁵ A +1 indicates a perfect positive relationship; a -1 indicates a perfect negative relationship.

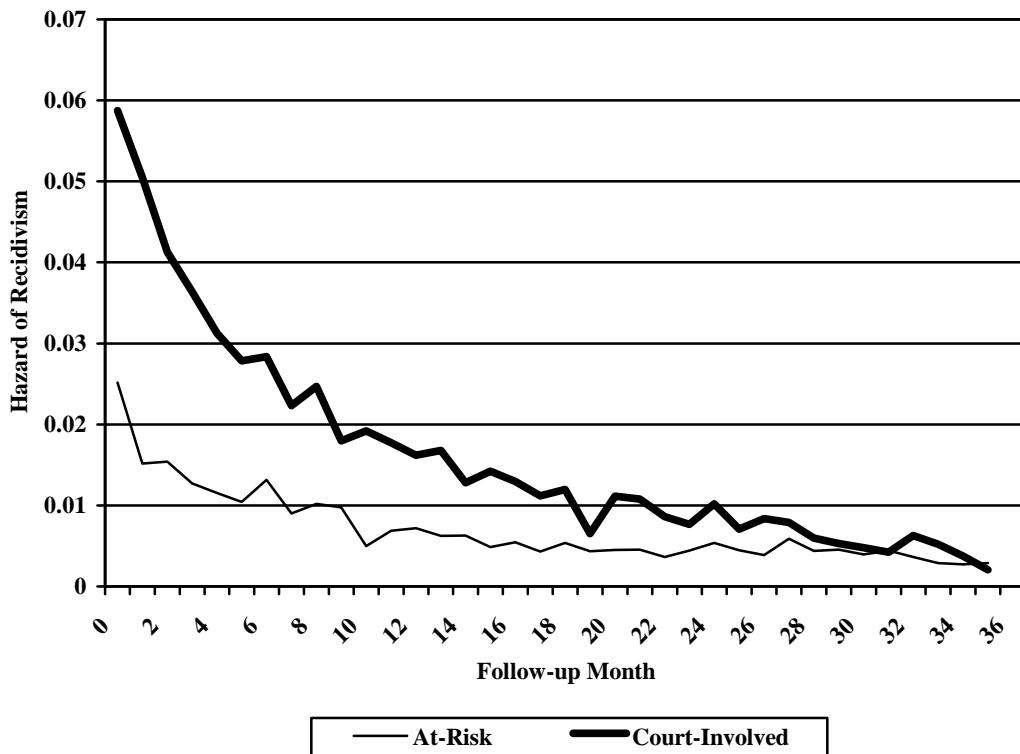
⁵⁶ Sheskin, David J. 1997. *Handbook of Parametric and Nonparametric Statistical Procedures*. Boca Raton, FL: CRC Press.

which is the estimated likelihood of having the first recidivist event during each month in the follow-up period (provided the event has not yet occurred).⁵⁷

Figure B.1 shows the hazard rates for at-risk and court-involved youth. The likelihood of recidivism is highest soon after JCPC admission for both at-risk and court-involved participants. (It is possible that some of these earliest justice system contacts pertained to offenses that occurred before JCPC admission.) Recidivism is most likely to occur before the end of the tenth month after JCPC admission for at-risk youth and the nineteenth month after JCPC admission for court-involved youth. After that point, the likelihood of recidivism levels off and is relatively constant, indicating that participants are no more likely to recidivate during one month than during any other month.

⁵⁷ Allison, Paul D. 1995. *Survival Analysis Using the SAS® System: A Practical Guide*. Cary, NC: SAS Institute.

Figure B.1
Hazard of Recidivism for JCPC Participants, by Legal Status



SOURCE: NC Sentencing and Policy Advisory Commission, FY 2006/07 JCPC Sample

Process of Juvenile Recidivism

This section presents additional information on the process of recidivism that was described in Chapter Three. The process of juvenile recidivism begins with a complaint, which is possibly followed by an adjudication, which is possibly followed by a YDC commitment. The process of adult recidivism begins with an arrest, which is possibly followed by a conviction.

The analysis of juvenile recidivism did not link a specific complaint with a specific adjudication (if one existed) or link a specific adjudication with a specific YDC commitment (if one existed). Likewise, the analysis of adult recidivism did not link an arrest with a specific conviction (if one existed). Therefore, the actual process of recidivism through the juvenile and adult system cannot be tracked.

For all but 245 youth with juvenile recidivism, the first recidivist complaint came before the first recidivist adjudication or first recidivist YDC commitment. In addition, if the youth had a YDC commitment, it came after the first complaint and the first adjudication. Given the large

sample size and the small number of exceptions to the process of recidivism, it is possible to describe with a reasonable degree of accuracy the proportion of youth with a complaint who later had at least one adjudication and the proportion of adjudicated youth who later had a YDC commitment. (No youth in the sample had more than one recidivist YDC commitment.) It is also possible to describe the proportion of youth with an adult recidivist arrest who later had a conviction.

Tables B.3 and B.4 incorporate frequencies from Tables 3.1, 3.6, and 3.7 to describe the process of juvenile and adult recidivism. Table B.3 shows that of the 1,365 at-risk youth with a recidivist juvenile complaint as their first recidivism event, 53.5% (730) later had at least one recidivist adjudication. Of the 730 youth with an adjudication, 4.8% (35) later had a YDC commitment. Court-involved youth with a complaint were more likely to have an adjudication than at-risk youth (76.9% compared to 53.5%). They were also more likely to have a YDC commitment than at-risk youth (13.4% compared to 4.8%).

Table B.4 shows that of the 633 at-risk youth with an adult recidivist arrest, 36.7% (232) later had at least one conviction. Similar to the process of juvenile recidivism, court-involved youth were more likely to have a later conviction than at-risk youth (46.2% compared to 36.7%).

Table B.3
Process of Juvenile Recidivism

Legal Status	Total with Time in Juvenile Jurisdiction	Juvenile Recidivism Process				
		Number with a Complaint	Number with an Adjudication	% of Youth with a Complaint who had an Adjudication	Number with YDC Commitment	% of Youth with an Adjudication who had a YDC Commitment
At-Risk	8,042	1,365	730	53.5	35	4.8
Court-Involved	9,602	2,794	2,149	76.9	288	13.4
Total	17,644	4,159	2,879	69.2	323	11.2

SOURCE: NC Sentencing and Policy Advisory Commission, FY 2006/07 JCPC Sample

Table B.4
Process of Adult Recidivism

Legal Status	Total with Time in Adult Juris- diction	Adult Recidivism Process		
		Number with an Arrest	Number with a Conviction	% of Youth with an Arrest who had a Conviction
At-Risk	4,941	633	232	36.7
Court-Involved	8,707	2,170	1,002	46.2
Total	13,648	2,803	1,234	44.0

SOURCE: NC Sentencing and Policy Advisory Commission, FY 2006/07 JCPC Sample

APPENDIX C

Data Items in the JCPC Client Tracking System (CTS)

The following items were available for analysis:

Information at admission

- Age
- Race/ethnicity
- Sex
- Referral source
- Legal status
- School status
- Referral reason
- Number of previous JCPC referrals
- Living arrangements at admission
- Number of court complaints in prior year
- Number of out of school suspensions/expulsions in prior year
- Number of secure custody admissions in prior year
- Number of runaways in prior year

Progress during program

- Court complaints
- Out of school suspensions/expulsions
- Secure Custodies
- Runaways
- School progress
- Positive parental involvement with juvenile
- Progress with home situation
- Progress with juvenile court

Program termination information

- Reason for termination from JCPC program
- Number of face-to-face days of service
- Living arrangements at termination

The items documenting ancillary program and service referrals during JCPC participation were excluded due to the high degree of missing information on these items required. (Appendix B contains additional details regarding their deletion.)

Screen Reproductions from the JCPC Client Tracking System

Admission Screen (fictitious participant)

Add for: [REDACTED] Program: JUVENILE MEDIATION

Admission | Termination |

First Name	Middle Name	Last Name	(Jr., III, etc.)	SSN	
[REDACTED]	[REDACTED]	[REDACTED]	[REDACTED]	[REDACTED]	
Date of Birth	Zipcode	Race	Sex	Program ID	Admission Date
01/01/1999	27612	[REDACTED]	[REDACTED]	492173	01/01/2007
Referral Source	Referral Date	Legal Status	School Status		
[REDACTED]	12/15/2006	[REDACTED]	[REDACTED]	[REDACTED]	[REDACTED]
Referral Reason	Type of Court Complaint	Disp. Level/Divert	* Previous Admissions		
[REDACTED]	[REDACTED]	[REDACTED]	[REDACTED]		
Other Referral Reason	Substance Abuse				
Living Arrangements	Other Living Arrangements				
PRIOR YEAR NUMBERS (0 - 7 = actual number, 8 = 8 or more, 9 = unknown)					
Court Complaints	Out of School Suspensions / Expulsions	Secure Custodies	Runaways		
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>		
FLAGS	STAY				
Delete	Data Sheet	Add Record	Cancel		

Termination Screen (fictitious participant)

Update for: [] ; Program: JUVENILE MEDIATION

Admission Termination

Termination Date **Termination Reason** **Other Termination Reason**
[] [] []

Face to Face Days **Living Arrangements** **Other Termination Placement**
[] [] []

CLIENT PROGRESS DURING PROGRAM

Court Complaints	<input type="checkbox"/>	With School	Positive Parental Involvement w/Juvenile
Out of School Suspensions / Expulsions	<input type="checkbox"/>	[]	[]
Secure Custodies	<input type="checkbox"/>	With Home Situation	With Juvenile Court
Runaways	<input type="checkbox"/>	[]	[]

Participation: 1 - Program Referral; 2 - Court Ordered; 3 - Program Provided; 7 - Other; (8 - Historical '1'); 9 - No Participation/Unknown

Health Care	Mental Health	Social Services	Recreation	Career Counseling	Job Placement	Mentoring Services
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Exception, Child-Serv	Alter, Educ Prog	Substance Abuse Serv.	Parent/Family Training/Counsel.	Civic Involvement	Extracurricular Activities	Interpersonal Skills
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Tutoring	Other	Other Participation Description			School Status	
<input type="checkbox"/>	<input type="checkbox"/>	[]			[]	

Delete **Data Sheet** **Update** **Cancel**

APPENDIX D

JCPC PROGRAM SUMMARY

Counseling
FY 2006/07 JCPC Admissions

65 programs

2,264 total participants

Participant Characteristics	At-Risk n=1,218	Court-Involved n=1,046	Total N=2,264
DEMOGRAPHIC CHARACTERISTICS			
Sex	%	%	%
Male	62.0	64.8	63.3
Female	38.0	35.2	36.7
Race/Ethnicity			
White, Non-Hispanic	47.5	52.1	49.6
Other	52.5	47.9	50.4
Age Group			
13 and younger	57.0	24.0	41.7
14-15	25.9	54.6	39.2
16 and older	17.1	21.4	19.1
PROGRAM COMPLETION			
	%	%	%
Completed	54.6	60.8	57.5
Days of Service (average/median)			
Completers	12.0/6.0	25.3/12.0	18.5/9.0
Non-completers	7.2/3.0	12.5/4.5	9.5/4.0
RECIDIVISM			
	%	%	%
Subsequent Complaint/Adult Arrest			
Completers	18.4	39.0	28.4
Non-completers	29.8	53.9	40.1
Felony as Most Serious Recidivism offense*			
Completers	31.2	47.6	42.2
Non-completers	44.9	54.3	50.3
Months to First Recidivism Offense (average/median) *			
Completers	13.6/11.6	8.5/5.6	10.2/7.4
Non-completers	11.1/7.4	7.3/4.0	9.0/5.0

* Among participants with recidivism.

SOURCE: NC Sentencing and Policy Advisory Commission, FY 2006/07 JCPC Sample

Group Home Care
FY 2006/07 JCPC Admissions

14 programs

88 total participants

Participant Characteristics	At-Risk n=49	Court-Involved n=39	Total N=88
DEMOGRAPHIC CHARACTERISTICS			
Sex	%	%	%
Male	49.0	35.9	43.2
Female	51.0	64.1	56.8
Race/Ethnicity			
White, Non-Hispanic	51.0	43.6	47.7
Other	49.0	56.4	52.3
Age Group			
13 and younger	14.3	20.5	17.0
14-15	65.3	46.2	56.8
16 and older	20.4	33.3	26.1
PROGRAM COMPLETION			
Completed	65.3	56.4	61.4
Days of Service (average/median)			
Completers	77.0/27.5	166.2/174.5	113.4/84.5
Non-completers	52.6/29.0	91.9/59.0	72.3/42.5
RECIDIVISM			
Subsequent Complaint/Adult Arrest			
Completers	34.4	36.4	35.2
Non-completers	35.3	47.1	41.2
Felony as Most Serious Recidivism offense*			
Completers	36.4	25.0	31.6
Non-completers	66.7	62.5	64.3
Months to First Recidivism Offense (average/median) *			
Completers	11.0/11.4	14.9/11.8	12.7/11.4
Non-completers	6.2/2.1	9.5/6.7	8.1/6.3

* Among participants with recidivism.

SOURCE: NC Sentencing and Policy Advisory Commission, FY 2006/07 JCPC Sample

Guided Growth Program
FY 2006/07 JCPC Admissions

12 programs

244 total participants

Participant Characteristics	At-Risk n=211	Court-Involved n=33	Total N=244
DEMOGRAPHIC CHARACTERISTICS			
Sex	%	%	%
Male	69.7	66.7	69.3
Female	30.3	33.3	30.7
Race/Ethnicity			
White, Non-Hispanic	12.8	33.3	15.6
Other	87.2	66.7	84.4
Age Group			
13 and younger	76.8	36.4	71.3
14-15	14.2	42.4	18.0
16 and older	9.0	21.2	10.7
PROGRAM COMPLETION			
Completed	%	%	%
Completed	87.2	63.6	84.0
Days of Service (average/median)			
Completers	31.0/31.0	35.1/39.0	31.5/31.0
Non-completers	13.9/14.0	20.4/10.0	15.9/13.0
RECIDIVISM			
Subsequent Complaint/Adult Arrest	%	%	%
Completers	15.2	57.1	19.5
Non-completers	11.1	58.3	25.6
Felony as Most Serious Recidivism offense*			
Completers	28.6	41.7	32.5
Non-completers	33.3	28.6	30.0
Months to First Recidivism Offense (average/median) *			
Completers	14.2/14.8	10.5/6.1	13.1/11.1
Non-completers	16.0/20.7	8.8/5.5	11.0/7.1

* Among participants with recidivism.

SOURCE: NC Sentencing and Policy Advisory Commission, FY 2006/07 JCPC Sample

Home Based Family Counseling
FY 2006/07 JCPC Admissions

28 programs

282 total participants

Participant Characteristics	At-Risk n=69	Court-Involved n=213	Total N=282
DEMOGRAPHIC CHARACTERISTICS			
Sex	%	%	%
Male	56.5	72.3	68.4
Female	43.5	27.7	31.6
Race/Ethnicity			
White, Non-Hispanic	31.9	39.0	37.2
Other	68.1	61.0	62.8
Age Group			
13 and younger	50.7	19.2	27.0
14-15	33.3	59.6	53.2
16 and older	15.9	21.1	19.9
PROGRAM COMPLETION			
Completed	69.6	61.5	63.5
Days of Service (average/median)			
Completers	24.7/20.5	33.2/29.0	30.9/26.0
Non-completers	11.8/7.0	19.0/12.5	17.5/11.0
RECIDIVISM			
	%	%	%
Subsequent Complaint/Adult Arrest			
Completers	20.8	47.3	40.2
Non-completers	23.8	58.5	51.5
Felony as Most Serious Recidivism offense*			
Completers	30.0	58.1	54.2
Non-completers	20.0	58.3	54.7
Months to First Recidivism Offense (average/median) *			
Completers	15.6/15.0	9.3/5.0	10.2/5.3
Non-completers	11.4/11.1	9.3/4.4	9.5/4.8

* Among participants with recidivism.

SOURCE: NC Sentencing and Policy Advisory Commission, FY 2006/07 JCPC Sample

Interpersonal Skill Building
FY 2006/07 JCPC Admissions

57 programs

1,683 total participants

Participant Characteristics	At-Risk n=1,211	Court-Involved n=472	Total N=1,683
DEMOGRAPHIC CHARACTERISTICS			
Sex	%	%	%
Male	63.6	73.1	66.3
Female	36.4	26.9	33.7
Race/Ethnicity			
White, Non-Hispanic	35.4	40.5	36.8
Other	64.6	59.5	63.2
Age Group			
13 and younger	64.7	25.6	53.8
14-15	24.6	56.4	33.5
16 and older	10.7	18.0	12.7
PROGRAM COMPLETION			
Completed	%	%	%
Completed	85.3	65.0	79.6
Days of Service (average/median)			
Completers	28.4/15.0	32.1/21.0	29.2/16.0
Non-completers	18.2/7.0	25.1/14.0	21.5/9.0
RECIDIVISM			
Subsequent Complaint/Adult Arrest	%	%	%
Completers	14.4	41.7	20.7
Non-completers	24.7	55.8	39.7
Felony as Most Serious Recidivism offense*			
Completers	38.9	47.7	43.0
Non-completers	36.4	66.3	56.6
Months to First Recidivism Offense (average/median) *			
Completers	13.2/10.8	9.7/6.4	11.6/8.2
Non-completers	11.8/10.1	6.6/3.5	8.2/5.0

* Among participants with recidivism.

SOURCE: NC Sentencing and Policy Advisory Commission, FY 2006/07 JCPC Sample

Juvenile Structured Day
FY 2006/07 JCPC Admissions

28 programs

1,102 total participants

Participant Characteristics	At-Risk n=699	Court-Involved n=403	Total N=1,102
DEMOGRAPHIC CHARACTERISTICS			
Sex	%	%	%
Male	72.1	75.9	73.5
Female	27.9	24.1	26.5
Race/Ethnicity			
White, Non-Hispanic	23.0	38.5	28.7
Other	77.0	61.5	71.3
Age Group			
13 and younger	47.2	26.6	39.7
14-15	37.8	56.3	44.6
16 and older	15.0	17.1	15.8
PROGRAM COMPLETION			
	%	%	%
Completed	87.0	71.2	81.2
Days of Service (average/median)			
Completers	20.0/7.0	37.4/21.0	25.6/10.0
Non-completers	35.9/25.0	31.3/18.0	33.3/20.0
RECIDIVISM			
	%	%	%
Subsequent Complaint/Adult Arrest			
Completers	37.0	57.1	43.5
Non-completers	46.2	69.8	59.4
Felony as Most Serious Recidivism offense*			
Completers	46.7	49.4	47.8
Non-completers	50.0	65.4	60.2
Months to First Recidivism Offense (average/median) *			
Completers	9.8/6.4	8.8/5.7	9.4/6.0
Non-completers	5.2/3.1	7.7/3.7	6.9/3.5

* Among participants with recidivism.

SOURCE: NC Sentencing and Policy Advisory Commission, FY 2006/07 JCPC Sample

Mediation/Conflict Resolution
FY 2006/07 JCPC Admissions

30 programs

1,258 total participants

Participant Characteristics	At-Risk n=788	Court-Involved n=470	Total N=1,258
DEMOGRAPHIC CHARACTERISTICS			
Sex	%	%	%
Male	49.5	62.8	54.5
Female	50.5	37.2	45.5
Race/Ethnicity			
White, Non-Hispanic	64.3	47.2	57.9
Other	35.7	52.8	42.1
Age Group			
13 and younger	52.9	26.6	43.1
14-15	32.5	57.4	41.8
16 and older	14.6	16.0	15.1
PROGRAM COMPLETION			
	%	%	%
Completed	83.9	88.1	85.5
Days of Service (average/median)			
Completers	7.3/2.0	7.0/4.0	7.2/3.0
Non-completers	12.7/4.0	9.8/5.0	11.8/4.0
RECIDIVISM			
	%	%	%
Subsequent Complaint/Adult Arrest			
Completers	16.3	36.5	24.1
Non-completers	31.5	62.5	41.0
Felony as Most Serious Recidivism offense*			
Completers	27.8	52.3	42.1
Non-completers	20.0	48.6	33.3
Months to First Recidivism Offense (average/median) *			
Completers	13.6/10.7	10.0/8.1	11.5/8.9
Non-completers	9.5/4.8	6.5/3.6	8.1/3.9

* Among participants with recidivism.

SOURCE: NC Sentencing and Policy Advisory Commission, FY 2006/07 JCPC Sample

Mentoring
FY 2006/07 JCPC Admissions

9 programs

180 total participants

Participant Characteristics	At-Risk n=144	Court-Involved n=36	Total N=180
DEMOGRAPHIC CHARACTERISTICS			
Sex	%	%	%
Male	62.5	75.0	65.0
Female	37.5	25.0	35.0
Race/Ethnicity			
White, Non-Hispanic	62.5	63.9	62.8
Other	37.5	36.1	37.2
Age Group			
13 and younger	46.5	25.0	42.2
14-15	23.6	58.3	30.6
16 and older	29.9	16.7	27.2
PROGRAM COMPLETION			
	%	%	%
Completed	76.4	50.0	71.1
Days of Service (average/median)			
Completers	39.8/28.0	36.5/30.5	39.3/28.0
Non-completers	17.2/15.0	22.4/15.0	19.0/15.0
RECIDIVISM			
	%	%	%
Subsequent Complaint/Adult Arrest			
Completers	11.8	16.7	12.5
Non-completers	23.5	61.1	36.5
Felony as Most Serious Recidivism offense*			
Completers	30.8	66.7	37.5
Non-completers	37.5	72.7	57.9
Months to First Recidivism Offense (average/median) *			
Completers	20.2/27.1	7.2/3.2	17.8/16.7
Non-completers	15.3/14.0	11.3/11.8	13.0/11.8

* Among participants with recidivism.

SOURCE: NC Sentencing and Policy Advisory Commission, FY 2006/07 JCPC Sample

Parent/Family Skill Building
FY 2006/07 JCPC Admissions

37 programs

765 total participants

Participant Characteristics	At-Risk n=478	Court-Involved n=287	Total N=765
DEMOGRAPHIC CHARACTERISTICS			
Sex	%	%	%
Male	49.0	56.1	51.6
Female	51.0	43.9	48.4
Race/Ethnicity			
White, Non-Hispanic	29.7	45.6	35.7
Other	70.3	54.4	64.3
Age Group			
13 and younger	65.9	24.0	50.2
14-15	24.3	57.1	36.6
16 and older	9.8	18.8	13.2
PROGRAM COMPLETION			
	%	%	%
Completed	82.4	66.6	76.5
Days of Service (average/median)			
Completers	12.2/8.0	21.2/14.0	15.2/10.0
Non-completers	6.3/3.0	12.4/5.0	9.5/4.0
RECIDIVISM			
	%	%	%
Subsequent Complaint/Adult Arrest			
Completers	10.7	41.9	20.9
Non-completers	28.6	50.0	40.0
Felony as Most Serious Recidivism offense*			
Completers	42.9	41.3	41.8
Non-completers	29.2	37.5	34.7
Months to First Recidivism Offense (average/median) *			
Completers	13.2/9.6	9.4/7.8	10.7/8.3
Non-completers	14.7/12.5	9.9/6.5	11.5/7.4

* Among participants with recidivism.

SOURCE: NC Sentencing and Policy Advisory Commission, FY 2006/07 JCPC Sample

Prevention Services
FY 2006/07 JCPC Admissions

4 programs

218 total participants

Participant Characteristics	At-Risk n=151	Court-Involved n=67	Total N=218
DEMOGRAPHIC CHARACTERISTICS			
Sex	%	%	%
Male	41.1	79.1	52.8
Female	58.9	20.9	47.2
Race/Ethnicity			
White, Non-Hispanic	30.5	37.3	32.6
Other	69.5	62.7	67.4
Age Group			
13 and younger	84.1	16.4	63.3
14-15	14.6	64.2	29.8
16 and older	1.3	19.4	6.9
PROGRAM COMPLETION			
	%	%	%
Completed	92.1	73.1	86.2
Days of Service (average/median)			
Completers	19.3/19.0	9.2/2.0	16.6/17.0
Non-completers	6.1/5.5	18.6/1.0	13.6/2.0
RECIDIVISM			
	%	%	%
Subsequent Complaint/Adult Arrest			
Completers	5.0	61.2	19.7
Non-completers	0.0	77.8	46.7
Felony as Most Serious Recidivism offense*			
Completers	42.9	73.3	67.6
Non-completers	0.0	85.7	85.7
Months to First Recidivism Offense (average/median) *			
Completers	18.1/21.0	8.7/5.7	10.5/6.9
Non-completers	0.0/0.0	8.9/4.6	8.9/4.6

* Among participants with recidivism.

SOURCE: NC Sentencing and Policy Advisory Commission, FY 2006/07 JCPC Sample

Psychoeducation/Supportive Counseling
FY 2006/07 JCPC Admissions

2 programs

204 total participants

Participant Characteristics	At-Risk n=83	Court-Involved n=121	Total N=204
DEMOGRAPHIC CHARACTERISTICS			
Sex	%	%	%
Male	65.1	68.6	67.2
Female	34.9	31.4	32.8
Race/Ethnicity			
White, Non-Hispanic	77.1	72.7	74.5
Other	22.9	27.3	25.5
Age Group			
13 and younger	9.6	11.6	10.8
14-15	33.7	60.3	49.5
16 and older	56.6	28.1	39.7
PROGRAM COMPLETION			
	%	%	%
Completed	72.3	66.9	69.1
Days of Service (average/median)			
Completers	8.3/6.0	18.3/12.0	14.0/8.0
Non-completers	13.9/4.0	19.9/7.0	17.7/5.0
RECIDIVISM			
	%	%	%
Subsequent Complaint/Adult Arrest			
Completers	33.3	61.7	49.7
Non-completers	43.5	62.5	55.6
Felony as Most Serious Recidivism offense*			
Completers	55.0	46.0	48.6
Non-completers	60.0	84.0	77.1
Months to First Recidivism Offense (average/median) *			
Completers	10.0/8.1	7.8/5.0	8.4/5.7
Non-completers	12.2/9.9	10.0/6.9	10.6/7.1

* Among participants with recidivism.

SOURCE: NC Sentencing and Policy Advisory Commission, FY 2006/07 JCPC Sample

Psychological Assessment
FY 2006/07 JCPC Admissions

58 programs

729 total participants

Participant Characteristics	At-Risk n=77	Court-Involved n=652	Total N=729
DEMOGRAPHIC CHARACTERISTICS			
Sex	%	%	%
Male	55.8	73.3	71.5
Female	44.2	26.7	28.5
Race/Ethnicity			
White, Non-Hispanic	31.2	37.4	36.8
Other	68.8	62.6	63.2
Age Group			
13 and younger	27.3	20.4	21.1
14-15	59.7	60.1	60.1
16 and older	13.0	19.5	18.8
PROGRAM COMPLETION			
	%	%	%
Completed	77.9	96.5	94.5
Days of Service (average/median)			
Completers	3.0/1.0	2.5/1.0	2.5/1.0
Non-completers	2.8/1.0	5.8/1.0	4.5/1.0
RECIDIVISM			
	%	%	%
Subsequent Complaint/Adult Arrest			
Completers	26.7	52.5	50.2
Non-completers	35.3	65.2	52.5
Felony as Most Serious Recidivism offense*			
Completers	50.0	61.8	61.3
Non-completers	33.3	60.0	52.4
Months to First Recidivism Offense (average/median) *			
Completers	11.2/8.2	8.8/4.8	8.9/5.1
Non-completers	10.6/7.0	8.4/2.2	9.0/5.2

* Among participants with recidivism.

SOURCE: NC Sentencing and Policy Advisory Commission, FY 2006/07 JCPC Sample

Restitution
FY 2006/07 JCPC Admissions

102 programs

4,225 total participants

Participant Characteristics	At-Risk n=212	Court-Involved n=4,013	Total N=4,225
DEMOGRAPHIC CHARACTERISTICS			
Sex	%	%	%
Male	60.4	77.3	76.5
Female	39.6	22.7	23.5
Race/Ethnicity			
White, Non-Hispanic	41.5	42.8	42.8
Other	58.5	57.2	57.2
Age Group			
13 and younger	41.5	25.1	25.9
14-15	44.8	58.0	57.3
16 and older	13.7	16.9	16.7
PROGRAM COMPLETION			
Completed	%	%	%
Completed	95.3	85.6	86.1
Days of Service (average/median)			
Completers	8.8/3.0	15.8/8.0	15.4/8.0
Non-completers	12.4/2.0	10.7/4.0	10.7/4.0
RECIDIVISM			
Subsequent Complaint/Adult Arrest	%	%	%
Completers	24.8	41.8	40.9
Non-completers	40.0	59.5	59.2
Felony as Most Serious Recidivism offense*			
Completers	38.0	52.3	51.8
Non-completers	25.0	65.1	64.7
Months to First Recidivism Offense (average/median) *			
Completers	13.1/9.9	9.5/6.7	9.6/6.9
Non-completers	13.6/14.9	7.9/5.0	8.0/5.0

* Among participants with recidivism.

SOURCE: NC Sentencing and Policy Advisory Commission, FY 2006/07 JCPC Sample

Runaway Shelter Care
FY 2006/07 JCPC Admissions

2 programs

194 total participants

Participant Characteristics	At-Risk n=144	Court-Involved n=50	Total N=194
DEMOGRAPHIC CHARACTERISTICS			
Sex	%	%	%
Male	44.4	36.0	42.3
Female	55.6	64.0	57.7
Race/Ethnicity			
White, Non-Hispanic	43.1	58.0	46.9
Other	56.9	42.0	53.1
Age Group			
13 and younger	29.9	16.0	26.3
14-15	35.4	34.0	35.1
16 and older	34.7	50.0	38.7
PROGRAM COMPLETION			
Completed	%	%	%
Completed	87.5	82.0	86.1
Days of Service (average/median)			
Completers	9.4/5.0	18.8/7.0	11.7/5.0
Non-completers	9.7/5.5	7.8/5.0	9.1/5.0
RECIDIVISM			
Subsequent Complaint/Adult Arrest	%	%	%
Completers	35.7	36.6	35.9
Non-completers	44.4	55.6	48.2
Felony as Most Serious Recidivism offense*			
Completers	22.2	33.3	25.0
Non-completers	62.5	60.0	61.5
Months to First Recidivism Offense (average/median) *			
Completers	9.6/8.0	11.5/7.7	10.1/7.8
Non-completers	12.4/6.4	10.1/4.4	11.5/5.9

* Among participants with recidivism.

SOURCE: NC Sentencing and Policy Advisory Commission, FY 2006/07 JCPC Sample

Teen Court
FY 2006/07 JCPC Admissions

42 programs

2,481 total participants

Participant Characteristics	At-Risk n=1,345	Court-Involved n=1,136	Total N=2,481
DEMOGRAPHIC CHARACTERISTICS			
Sex	%	%	%
Male	61.4	59.7	60.6
Female	38.6	40.3	39.4
Race/Ethnicity			
White, Non-Hispanic	44.8	40.3	42.7
Other	55.2	59.7	57.3
Age Group			
13 and younger	34.1	12.1	24.0
14-15	50.1	26.6	39.3
16 and older	15.8	61.3	36.6
PROGRAM COMPLETION			
	%	%	%
Completed	82.8	83.3	83.0
Days of Service (average/median)			
Completers	9.5/7.0	10.2/8.0	9.8/7.0
Non-completers	6.4/3.5	6.5/4.0	6.4/4.0
RECIDIVISM			
	%	%	%
Subsequent Complaint/Adult Arrest			
Completers	24.8	23.4	24.1
Non-completers	44.0	42.1	43.1
Felony as Most Serious Recidivism offense*			
Completers	36.2	45.7	40.4
Non-completers	34.3	53.8	42.9
Months to First Recidivism Offense (average/median) *			
Completers	12.9/9.5	13.6/11.5	13.2/10.9
Non-completers	6.9/4.4	8.9/5.1	7.8/4.7

* Among participants with recidivism.

SOURCE: NC Sentencing and Policy Advisory Commission, FY 2006/07 JCPC Sample

Temporary Shelter Care
FY 2006/07 JCPC Admissions

41 programs

477 total participants

Participant Characteristics	At-Risk n=231	Court-Involved n=246	Total N=477
DEMOGRAPHIC CHARACTERISTICS			
Sex	%	%	%
Male	41.6	65.9	54.1
Female	58.4	34.1	45.9
Race/Ethnicity			
White, Non-Hispanic	42.4	47.2	44.9
Other	57.6	52.8	55.1
Age Group			
13 and younger	26.8	19.5	23.1
14-15	41.6	57.3	49.7
16 and older	31.6	23.2	27.3
PROGRAM COMPLETION			
	%	%	%
Completed	73.2	69.5	71.3
Days of Service (average/median)			
Completers	27.4/12.0	49.7/39.0	38.6/26.5
Non-completers	17.1/11.0	32.6/21.0	25.6/14.0
RECIDIVISM			
	%	%	%
Subsequent Complaint/Adult Arrest			
Completers	27.8	53.8	40.9
Non-completers	41.9	64.0	54.0
Felony as Most Serious Recidivism offense*			
Completers	40.4	47.8	45.3
Non-completers	23.1	35.4	31.1
Months to First Recidivism Offense (average/median) *			
Completers	11.5/7.4	8.1/5.7	9.2/6.1
Non-completers	10.5/6.1	7.9/3.4	8.8/4.5

* Among participants with recidivism.

SOURCE: NC Sentencing and Policy Advisory Commission, FY 2006/07 JCPC Sample

Tutoring /Academic Enhancement
FY 2006/07 JCPC Admissions

18 programs

543 total participants

Participant Characteristics	At-Risk n=476	Court-Involved n=67	Total N=543
DEMOGRAPHIC CHARACTERISTICS			
Sex	%	%	%
Male	54.2	68.7	56.0
Female	45.8	31.3	44.0
Race/Ethnicity			
White, Non-Hispanic	14.5	20.9	15.3
Other	85.5	79.1	84.7
Age Group			
13 and younger	80.0	31.3	74.0
14-15	13.4	52.2	18.2
16 and older	6.5	16.4	7.7
PROGRAM COMPLETION			
Completed	%	%	%
Completed	76.7	70.1	75.9
Days of Service (average/median)			
Completers	43.0/34.0	60.0/54.0	44.9/36.0
Non-completers	32.4/20.0	29.3/22.5	31.9/20.0
RECIDIVISM			
Subsequent Complaint/Adult Arrest	%	%	%
Completers	13.7	42.6	17.0
Non-completers	18.9	75.0	27.5
Felony as Most Serious Recidivism offense*			
Completers	24.0	55.0	32.9
Non-completers	47.6	53.3	50.0
Months to First Recidivism Offense (average/median) *			
Completers	14.6/13.3	9.1/6.5	13.0/9.4
Non-completers	11.4/10.3	7.2/4.2	9.6/7.0

* Among participants with recidivism.

SOURCE: NC Sentencing and Policy Advisory Commission, FY 2006/07 JCPC Sample

Summary Information for JCPC Programs

Program Type	Total Number in Program Type	Program Completion		Recidivism			
				Complaint/ Arrest		Adjudication/ Conviction	
		At-Risk	Court-Involved	At-Risk	Court-Involved	At-Risk	Court-Involved
	n	%	%	%	%	%	%
Evaluation/Assessment							
Psychological Assessments	729	77.9	96.5	28.6	52.9	16.9	40.8
Clinical							
Counseling	2,264	54.6	60.8	23.6	44.8	12.6	33.0
Home Based Family Counseling	282	69.6	61.5	21.7	51.6	13.0	38.5
Psychoeducation/ Supportive Counseling	204	72.3	66.9	36.1	62.0	20.5	31.4
Residential							
Group Home Care	88	65.3	56.4	34.7	41.0	14.3	28.2
Runaway Shelter Care	194	87.5	82.0	36.8	40.0	12.5	34.0
Temporary Shelter Care	477	73.2	69.5	31.6	56.9	17.3	44.7
Restorative							
Mediation/Conflict Resolution	1,258	83.9	88.1	18.8	39.6	8.3	27.5
Restitution	4,225	95.3	85.6	25.5	44.4	10.9	29.0
Teen Court	2,481	82.8	83.3	28.1	26.5	12.2	13.5
Structured Activity							
Guided Growth Program	244	87.2	63.6	14.7	57.6	7.1	45.5
Interpersonal Skill Building	1,683	85.3	65.0	15.9	46.6	9.0	34.8
Mentoring	180	76.4	50.0	14.6	38.9	9.0	30.6
Parent/Family Skill Building	765	82.4	66.6	13.8	44.6	5.2	26.5
Prevention Services	218	92.1	73.1	4.6	65.7	2.0	71.6
Tutoring/Academic Enhancement	543	76.7	70.2	14.9	52.2	6.9	35.8
Community Day Program							
Juvenile Structured Day	1,102	87.0	71.2	38.2	60.8	24.3	45.9

Note: N= 16,937; excludes admissions in which program completion status is missing. Table includes only programs with at least 50 admissions.

SOURCE: NC Sentencing and Policy Advisory Commission, FY 2006/07 JCPC Sample