

*North Carolina*  
*Sentencing and Policy Advisory Commission*

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



Submitted Pursuant to N.C. Gen. Stat. § 164-49 (2014)

May 1, 2015  
Revised

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## North Carolina Sentencing and Policy Advisory Commission

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## LIST OF ACRONYMS

<b>CBA</b>	Community-Based Alternatives
<b>CCH</b>	Computerized Criminal History
<b>CTS</b>	Client Tracking System
<b>DACJJ</b>	Division of Adult Correction and Juvenile Justice
<b>DJJDP</b>	Department of Juvenile Justice and Delinquency Prevention
<b>DPS</b>	Department of Public Safety
<b>DYS</b>	Division of Youth Services
<b>FY</b>	Fiscal Year
<b>G.S.</b>	General Statute
<b>JCPC</b>	Juvenile Crime Prevention Councils
<b>NCALLIES</b>	A Local Link to Improve Effective Services
<b>NC-JOIN</b>	North Carolina Juvenile Online Information Network
<b>SBI</b>	State Bureau of Investigation
<b>SPEP</b>	Standardized Program Evaluation Protocol

## 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.<sup>1</sup> 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, 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. § 164-49):

**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.

The first report was delivered to the General Assembly on May 1, 2011. The current study, using the Fiscal Year 2010/11 juvenile recidivism sample to select admissions to JCPC programs,<sup>2</sup> is the third biennial report prepared by the Sentencing Commission in compliance with the above-cited legislative directive.

#### History of Community-Based Programming Prior to JCPC Programs

Before 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 systematically. 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 Services in its Division of Youth Services

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<sup>1</sup> G.S. § 143B-1104(a)(1).

<sup>2</sup> The FY 2010/11 Juvenile Recidivism report can be found at:

<http://www.nccourts.org/Courts/CRS/Councils/spac/Publication/Recidivism/JuvenileRec.asp>

(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.

### **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 DJJDP was authorized to coordinate and administer all services associated with the juvenile justice system, including community-based programming. With the DJJDP assuming more of a leadership and oversight role than had previously existed under the DYS, operations for programming became more centralized. With the 2012 reorganization of the Department of Public Safety (DPS), the responsibilities of the DJJDP were assumed by the DPS’s Division of Adult Correction and Juvenile Justice (DACJJ).

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-845, 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, as well as 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.<sup>3</sup> 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.<sup>4</sup> Additionally, these dispositional options must meet minimum standards adopted by the DACJJ.<sup>5</sup> Third, JCPCs are charged with fulfilling other specified duties on an ongoing basis.<sup>6</sup>

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

### **The JCPC Process: Planning, Funding, and Monitoring**

#### Planning and Funding

Each of North Carolina's 100 counties has a JCPC. 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 allocation that consists of the same across-the-board base allocation coupled with an allocation that is proportionate to the population of youth aged 10-17 in the county. The DACJJ administers the funding for JCPC programs. Additionally, counties must provide a local cash and/or in-kind match of 10%, 20%, or 30%, depending on 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. Based on this information, a JCPC can identify and prioritize the resources needed to serve juveniles in their county who are court-involved and those who are at risk to become involved in the juvenile justice system. To identify any gaps in programming, the JCPC compared services that are needed 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 are qualified and meet the identified resource needs. Upon selecting programs to receive funding in view of the county's predetermined allocation, 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 the DACJJ standards are forwarded to the DACJJ for approval.

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<sup>3</sup> G.S. § 143B-851 (a).

<sup>4</sup> See Appendix A for detailed information about the Juvenile Disposition Chart and Dispositional Options.

<sup>5</sup> G.S. § 143B-851 (b).

<sup>6</sup> G.S. § 143B-851 (c).

## Monitoring and Evaluation

Once a JCPC receives confirmation from the DACJJ of its funding and funded programs have begun operating, a council commences its process of monitoring and evaluating the performance of programs and managing funds over the course of the year. As noted in the DACJJ policies, the monitoring and evaluation is a shared responsibility between the JCPCs and the Division, with each program type 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.

The DACJJ plays a role in monitoring the JCPC programs and in providing technical assistance and training to local councils through the work of the specialists/area consultants. Currently, there are 12 specialists/area consultants who are assigned to various counties in the Eastern, Central, Piedmont, and Western regions of the state. The DACJJ policy states that specialists/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, specialists/area consultants provide orientation training, review program implementation, offer technical assistance through on-site visit(s), and review compliance with program-specific standards of operation within the program's first year of JCPC funding. For existing programs, specialists/area consultants continue to offer technical support and to review program compliance with the standards set by the DACJJ. Specialists/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 a specialist/area consultant determines that a program has violated standards set by the DACJJ, the Division 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 complaint<sup>7</sup> 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.

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 at a time.

During FY 2013/14, over 500 JCPC programs were funded in counties across the state. Listed below are the six broad groups into which each program-based service is categorized. All funded JCPC program

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<sup>7</sup> Delinquent complaints include criminal actions or infractions under State law or under an ordinance of local government, including violation of motor vehicle laws.

services must meet DACJJ minimum standards for their design, implementation, and operation. (See Appendix B 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, and 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
- Sex Offender Treatment
- Psycho-Educational Supportive Counseling<sup>8</sup>
- 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.

- Clinical Assessments or Psychological Evaluations

Restorative: 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 Skills Development
- Life Skills Training<sup>9</sup>

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<sup>8</sup> Psycho-Educational Supportive Counseling is no longer a JCPC program component, but existed when data were collected for the current study (July 1, 2007 through June 30, 2014).

<sup>9</sup> *Ibid.*

- Guided Growth<sup>10</sup>
- Prevention Services<sup>11</sup>

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

- Juvenile Structured Day

During FY 2013/14, there were 25,463 admissions of at-risk and court-involved juveniles to JCPC programs. The largest numbers of admissions were to programs having the components of restorative services and structured activities.<sup>12</sup>

### **Research Design and Methodology**

The sample for the Sentencing Commission’s first two studies on the effectiveness of the JCPC programs was based on juveniles admitted to a JCPC program whose information was entered into the automated system used to track JCPC participants and programs, the Client Tracking System (CTS). As noted in the previous JCPC effectiveness reports, there are several problems with the CTS data that affect the suitability of using the existing data for studying program effectiveness. The lack of unique person identifiers for JCPC participants, especially for at-risk youth, compromises the ability to match them into the juvenile data records and the adult arrest data records. Significant challenges are presented when matching JCPC participants within single JCPC programs, across JCPC programs, and into North Carolina Juvenile Online Information Network (NC-JOIN) – which affect the identification of an individual as a JCPC participant, as well as the linkage to recidivism records. As a result, it is not possible to distinguish a “non-match” due to inadequate identifiers from a “non-match” due to no further delinquent or criminal activity, thus impacting the primary outcome measure of the study – recidivism. The overall result would underestimate the recidivism of the sample, especially for the at-risk juveniles. In addition, a valid measure of risk of reoffending and the identification of the needs of the juvenile were not administered to JCPC admissions and key program participation data (*i.e.*, length of stay and intensity) were not reliable due to missing or problematic data – all of which are critical for examining program effectiveness.

The JCPC data should be improved and more complete for future studies. The DACJJ revised CTS and implemented a new automated system, A Local Link to Improve Effective Services (NCALLIES) by FY 2011/12, which incorporated new procedures to facilitate the assignment of person identification numbers and created more quality assurance mechanisms within the system. Beginning July 1, 2014, JCPC programs are required to administer a modified version of the risk instrument for at-risk youth or obtain the most recent risk scores from the DACJJ for court-involved youth.<sup>13</sup>

In order to address the issues mentioned above, the current study matched the FY 2010/11 juvenile recidivism sample into the CTS and NCALLIES to identify juveniles admitted to a JCPC program during the

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<sup>10</sup> *Ibid.*

<sup>11</sup> *Ibid.*

<sup>12</sup> Based on information extracted from the DPS’s Juvenile Crime Prevention Council Report, February 1, 2015, which can be found at: [https://www.ncdps.gov/div/JJ/DPS\\_JCPC\\_Special\\_Provisions\\_%20Report\\_2015\\_2\\_1.pdf](https://www.ncdps.gov/div/JJ/DPS_JCPC_Special_Provisions_%20Report_2015_2_1.pdf).

<sup>13</sup> See Appendix C for a copy of the North Carolina Assessment of Juvenile Risk of Future Offending and the North Carolina Assessment of Juvenile Needs instruments, which are also administered by the DACJJ staff to all juveniles during the intake process.

three-year follow-up. The juvenile recidivism sample is, by definition, comprised of only court-involved youth, although juveniles could have been considered at-risk youth in relation to any prior or subsequent JCPC admissions. However, by using the juvenile recidivism sample as the starting point, a unique person-based identifier is obtained and, although challenges still exist with the identification of juveniles as JCPC participants, the ability to match the juveniles into the data systems used for recidivism is not compromised. Also, important information, which was otherwise not available for JCPC admissions during the study timeframe, is obtained – the most important of these being risk and needs assessments. With this approach, juveniles without a JCPC admission are used as a comparison group, allowing for comparison between groups in terms of background information, prior complaint history, and risk and needs assessments.

An important factor to consider with this approach is that both JCPC admissions and the primary measures of recidivism (*i.e.*, subsequent delinquent complaints and/or adult arrests) are reported during the three-year follow-up period. With both recidivism and subsequent JCPC admissions tracked from the point at which the juvenile entered the sample, the timing of recidivism (specifically, subsequent complaints in the juvenile justice system) and subsequent JCPC admissions is critical. It is important to establish which occurred first. Due to the possible temporal ordering between JCPC admissions and subsequent complaints, adult arrest is used as the primary measure of recidivism, with subsequent complaints only reported for contextual information.<sup>14</sup>

### **Sample Selection**

The study sample included all 15,942 juveniles identified in the DACJJ's automated database who had their delinquent complaint either adjudicated, dismissed, diverted, or closed without further action between July 1, 2010 and June 30, 2011 (*i.e.*, FY 2010/11 juvenile recidivism sample). If a juvenile had more than one sample event during the sample period, his/her case was grouped based on the earliest of these events. If a juvenile had two or more court events on the same day, the most serious of these events was counted as the prompt for inclusion in the sample. Of the FY 2010/11 juvenile recidivism sample, 7,386 juveniles were admitted to at least one JCPC program during the three-year follow-up. Juveniles not admitted to a JCPC program during the follow-up were used as the comparison group (n=8,556).

### **Recidivism Measures**

Juvenile delinquent complaints and adult arrests are used in this report to profile the further involvement of juveniles with the juvenile and criminal justice systems during the three-year follow-up. By definition, the subsample of juveniles in a JCPC program were admitted to that JCPC following the sample event (*i.e.*, adjudication, dismissal, diversion, or closed case); however, it is important to note that the majority of JCPC juveniles, with any subsequent juvenile complaint during the follow-up, incurred the subsequent complaints *prior* to their first JCPC admission. This temporal sequence would invalidate drawing any conclusions regarding the effect of JCPC program participation on further juvenile misconduct. As a result, while subsequent complaints are discussed for contextual information, the primary measure of recidivism was defined only as an adult arrest that occurred within the three-year follow-up. For those juveniles with a JCPC admission, the adult arrest occurred *subsequent* to their JCPC admission.

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<sup>14</sup> See Chapter Three for a more detailed discussion of the temporal relationship between subsequent juvenile complaints and JCPC admissions during the follow-up period.

## Data Sources

Information for this report was collected from the DPS:

- NC-JOIN, the DACJJ's management information system, contains data on all juveniles brought to court with delinquent and undisciplined complaints received in a juvenile court counselor office; their demographic and social history information; sample offense and disposition; and prior and subsequent involvement in the juvenile justice system.<sup>15</sup>
- CTS and NCALLIES, the DACJJ's former and current management information systems, respectively, for JCPC data, include information about JCPC participants and program admissions.
- State Bureau of Investigation's (SBI) automated database, the Computerized Criminal History (CCH) system, includes information on fingerprinted adult arrests for the sample subjects.<sup>16</sup>

## Analysis and Report Outline

Chapter Two describes the characteristics of juveniles with and without a JCPC admission during the three-year follow-up as well as JCPC program participation.

Chapter Three examines adult recidivism outcomes for juveniles with and without a JCPC admission. It presents information on recidivism in relation to sample characteristics and general program categories.

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

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<sup>15</sup> The DACJJ's NC-JOIN data that were used to determine the most serious delinquent activity alleged in the complaint (*i.e.*, sample offense), prior delinquent complaints/adjudications, and subsequent complaints/adjudications include all felonies and misdemeanors. Data on infractions, local ordinances, and most G.S. Chapter 20 (*i.e.*, traffic) offenses were excluded from the analysis; only the more serious traffic offenses (*e.g.*, misdemeanor death by vehicle) were included.

<sup>16</sup> The SBI's CCH data were used to determine recidivist arrests and convictions in North Carolina. Recidivist arrests were defined as fingerprinted arrests that occurred after a juvenile in the sample turned 16 years old. Although North Carolina's local law enforcement jurisdictions are required to fingerprint all felonies and only the more serious misdemeanors, most misdemeanor arrests have been consistently fingerprinted across the state. This report includes Class A1 through Class 3 misdemeanor arrests and convictions. Similar to the data extracted from the DACJJ's NC-JOIN, CCH data on infractions, local ordinances, and most G.S. Chapter 20 (*i.e.*, traffic) offenses were excluded from the analysis; only the more serious traffic offenses (*e.g.*, misdemeanor death by vehicle) were included.

## CHAPTER TWO

### STATISTICAL PROFILE BY SUBSEQUENT JCPC STATUS AND JCPC PROGRAMS

This chapter profiles a cohort of juveniles processed through North Carolina's juvenile justice system from July 1, 2010 through June 30, 2011. The chapter describes the sample selection process and provides a statistical profile comparing juveniles with a JCPC admission and those without a JCPC admission during the three-year follow-up.

#### Sample Selection

The sample included juveniles identified as having at least one delinquent complaint and assigned to one of four groups based on the first decision that was made regarding their case in FY 2010/11: adjudicated, dismissed, diverted, or closed without further action.<sup>17</sup> A statistical profile of the juvenile sample as a whole and for these specific groups is provided in the Sentencing Commission's 2015 juvenile recidivism report.<sup>18</sup> For the JCPC report, comparisons are made between juveniles admitted to a JCPC during the three-year follow-up period and those who were not admitted to a JCPC during the three-year follow-up period, which is referred to as subsequent JCPC status in the report.

Juveniles in the FY 2010/11 juvenile recidivism sample were matched into the DACJJ's automated JCPC systems (CTS and NCALLIES) to determine whether they had a JCPC admission during the three-year follow-up period. The juvenile recidivism sample is, by definition, comprised of only court-involved youth, although juveniles could have been considered at-risk youth in relation to any prior or subsequent JCPC admissions. In most cases, the JCPC admission selected for analysis was the first JCPC admission during the follow-up. This general procedure required two adjustments for some participants with multiple JCPC admissions. First, if the earliest admission was to an evaluation/assessment program, the sample included the second admission.<sup>19</sup> Second, if a participant had two admissions on the same date, and one was for an assessment, then the non-assessment admission was selected.<sup>20</sup>

Overall, there were 7,386 (46%) juveniles in the sample with a subsequent JCPC admission and 8,556 (54%) juveniles in the sample with no subsequent JCPC admission during the three-year follow-up period. Figure 2.1 shows the distribution of juveniles by subsequent JCPC status and level of involvement in the juvenile justice system. Sixty-six percent of the adjudicated juveniles and 59% of the diverted juveniles were subsequently admitted to a JCPC program compared to only 24% and 19%, respectively, of the juveniles with dismissed or closed cases. Among juveniles with a subsequent JCPC admission, the average number of months to their first JCPC admission was 5.3 with a median of 1.6

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<sup>17</sup> For the purposes of this report, the term "delinquent complaint" refers to the most serious delinquent activity alleged in the complaint for the adjudicated, dismissed, diverted, or closed groups. Infractions, local ordinances, and most G.S. Chapter 20 (*i.e.*, traffic) offenses were excluded from the analysis; only the more serious traffic offenses (*e.g.*, misdemeanor death by vehicle) were included. In addition, the term "sample offense" also refers to a juvenile's delinquent complaint.

<sup>18</sup> See the Sentencing Commission's report titled *Juvenile Recidivism Study: FY 2010/11 Juvenile Sample* available at: <http://www.nccourts.org/Courts/CRS/Councils/spac/Publication/Recidivism/JuvenileRec.asp>

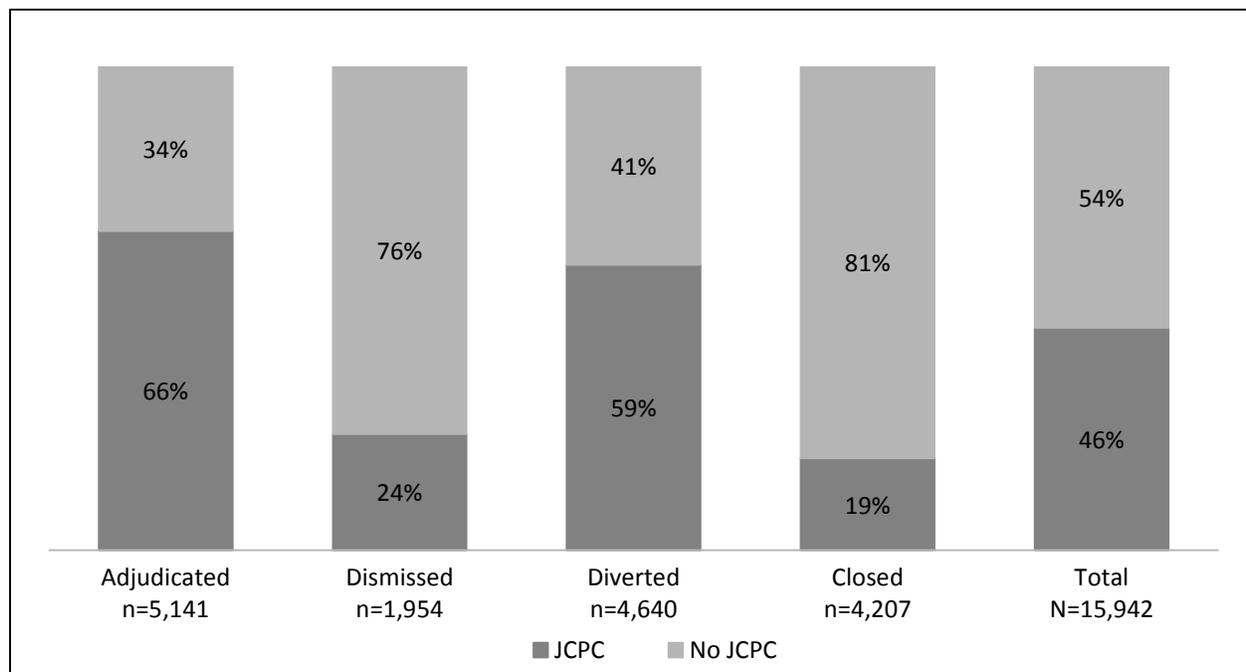
<sup>19</sup> The rationale for this selection process was that assessments/evaluations are typically interim assignments that lead to additional referrals of longer duration and with greater potential to bring about positive change in the participant. If all admissions were for psychological assessments, then the study included the earliest admission.

<sup>20</sup> If neither admission was for an assessment, the admission with the most days of service 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.

months. However, juveniles in the adjudicated and diverted groups were admitted to a JCPC program sooner (with an average of 3.6 and 3.9 months respectively) than those in the dismissed and closed groups (with an average of 11.5 and 13.1 months respectively).<sup>21</sup>

Due to the small number of juveniles with a subsequent JCPC admission in the dismissed (n=469) and closed (n=792) groups, they will be combined (n=1,261) for comparison purposes for the remainder of the report.

**Figure 2.1**  
**Subsequent JCPC Status by Level of Involvement**



SOURCE: NC Sentencing and Policy Advisory Commission, FY 2010/11 Juvenile Recidivism Sample

### Sample Profile

Table 2.1 contains information describing the personal characteristics of juveniles by subsequent JCPC status. Juveniles with a JCPC admission during the follow-up were more likely to be male compared to juveniles without a JCPC admission (75.1% and 68.9% respectively). Few racial differences existed between the two groups; however, a greater percentage of juveniles aged 12-13 at the time of their sample event had an admission to a JCPC program during the follow-up (29.3% and 21.7% respectively). A higher percentage of juveniles with no JCPC admission were in the youngest age category and in the oldest age category – 5.1% were 6-9 years of age and 9.8% were 16 years or older.

<sup>21</sup> The start date of the three-year follow-up is the starting point for calculating the time to the first JCPC admission. Although data are unavailable to make the linkage that the subsequent JCPC admission is an outcome of the sample delinquent complaint, it is possible that the sample complaint resulted in a referral to a JCPC program.

**Table 2.1**  
**Personal Characteristics of Juveniles by Subsequent JCPC Status**

Personal Characteristics	Subsequent JCPC Status		Total	
	JCPC n=7,386 %	No JCPC n=8,556 %	n	%
<b>Gender</b>				
Male	75.1	68.9	11,439	71.8
Female	24.9	31.1	4,503	28.2
<b>Race/Ethnicity<sup>a</sup></b>				
Black	48.7	48.5	7,743	48.6
White	40.0	38.7	6,266	39.3
Hispanic	7.6	8.6	1,297	8.1
Other	3.7	4.3	636	4.0
<b>Age at Sample Event</b>				
6-9 years	1.4	5.1	540	3.4
10-11 years	6.4	7.9	1,148	7.2
12-13 years	29.3	21.7	4,020	25.2
14-15 years	58.2	55.5	9,046	56.7
16+ years	4.7	9.8	1,188	7.5

<sup>a</sup> Due to low percentages, American Indian, Asian, and multi-racial juveniles were combined with other/unknown into one category.

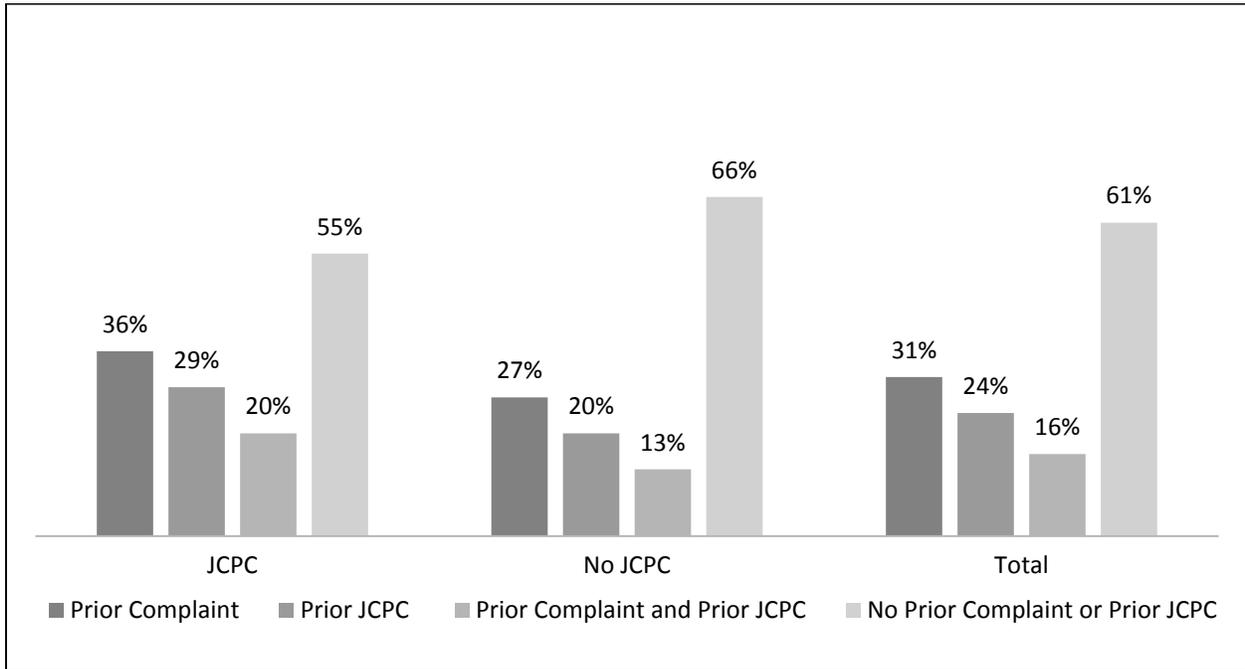
SOURCE: NC Sentencing and Policy Advisory Commission, FY 2010/11 Juvenile Recidivism Sample

As shown in Figure 2.2, juveniles with a subsequent JCPC admission were more likely than those without to have a prior complaint<sup>22</sup> (36% and 27% respectively) and a prior JCPC admission (29% and 20% respectively). Juveniles without a subsequent JCPC admission were more likely to have no prior complaint or prior JCPC admission than juveniles with a subsequent JCPC admission (66% and 55% respectively).

Differences in sample offense type and offense classification are examined in Table 2.2. Juveniles with a subsequent JCPC admission were more likely to have a felony as their sample offense compared to juveniles without a subsequent JCPC admission (14.9% and 9.2% respectively). In line with this finding, 19.8% of juveniles with a subsequent JCPC admission had a serious offense (Class F through I felony or Class A1 misdemeanor) compared to 14.1% of juveniles without a subsequent JCPC admission.

<sup>22</sup> For the purposes of this report, the term “prior complaint” refers to the most serious delinquent activity alleged in the complaint for the adjudicated, dismissed, diverted, or closed groups. Infractions, local ordinances, and most G.S. Chapter 20 (i.e., traffic) offenses were excluded from the analysis; only the more serious traffic offenses (e.g., misdemeanor death by vehicle) were included.

**Figure 2.2**  
**Prior Juvenile Justice Contacts by Subsequent JCPC Status**



SOURCE: NC Sentencing and Policy Advisory Commission, FY 2010/11 Juvenile Recidivism Sample

**Table 2.2**  
**Most Serious Sample Offense by Subsequent JCPC Status**

Subsequent JCPC Status	N	Offense Type		Offense Classification		
		% Felony	% Misdemeanor	% Violent	% Serious	% Minor
JPCP	7,386	14.9	85.1	1.7	19.8	78.5
No JPCP	8,556	9.2	90.8	1.6	14.1	84.3
<b>Total</b>	<b>15,942</b>	<b>11.9</b>	<b>88.1</b>	<b>1.6</b>	<b>16.8</b>	<b>81.6</b>

SOURCE: NC Sentencing and Policy Advisory Commission, FY 2010/11 Juvenile Recidivism Sample

During the intake process, the DACJJ staff administers risk and needs assessments to all juveniles to assess the risk of future delinquency and to determine the individual needs of the juvenile.<sup>23</sup> Overall, the

<sup>23</sup> See Appendix C for a copy of the North Carolina Assessment of Juvenile Risk of Future Offending and the North Carolina Assessment of Juvenile Needs instruments and for information on the number and percentage of juveniles with a risk and needs assessment for the sample. For this report, risk and needs assessments were analyzed if the assessment was completed within a year of the date the sample complaint was received. Eighty-six percent of the juveniles with a risk and needs assessment had their assessment completed within 30 days. See Table C.1 in Appendix C for a complete breakdown of the number of juveniles with and without a subsequent JCPC admission who also had a completed risk and needs assessment at sample entry. Of the juveniles with a subsequent JCPC admission, 94.5% had both risk and needs assessments completed, while 85.6% of juveniles without a subsequent JCPC admission had both assessments completed. See Table C.2 in Appendix C for a breakdown of risk level and needs level by subsequent JCPC status and level of involvement.

majority of juveniles with and without a JCPC admission were categorized as low risk (71.1% and 79.4% respectively) and low needs (63.4% and 77.1% respectively). (See Table 2.3.) However, juveniles with a subsequent JCPC admission had a lower proportion of low risk and low needs juveniles. Correspondingly, juveniles with a subsequent JCPC admission had a higher proportion of medium risk juveniles. Both groups were similar with respect to the proportion of high risk and high needs juveniles.

**Table 2.3  
Risk and Needs Levels by Subsequent JCPC Status**

Subsequent JCPC Status	N	% Risk Level		
		Low	Medium	High
JCPC	6,984	71.1	24.1	4.8
No JCPC	7,327	79.4	15.5	5.1
<b>Total</b>	<b>14,311</b>	<b>75.4</b>	<b>19.7</b>	<b>4.9</b>

Subsequent JCPC Status	N	% Needs Level		
		Low	Medium	High
JCPC	6,984	63.4	33.2	3.4
No JCPC	7,327	77.1	20.3	2.6
<b>Total</b>	<b>14,311</b>	<b>70.4</b>	<b>26.6</b>	<b>3.0</b>

Note: There were 1,631 juveniles with a missing risk and/or needs assessment excluded from this table, 402 with a subsequent JCPC admission and 1,229 without a subsequent JCPC admission.

SOURCE: NC Sentencing and Policy Advisory Commission, FY 2010/11 Juvenile Recidivism Sample

Due to the small number of juveniles with high risk and high needs, medium and high levels were combined for further analyses. As shown in Table 2.4, 28.9% of juveniles with a subsequent JCPC admission were assessed as medium/high risk and 36.6% as medium/high needs, while 20.6% of those without were assessed as medium/high risk and 22.9% as medium/high needs. Table 2.4 also provides the distribution of juveniles for each combination of risk and needs level using the medium/high levels and includes a comparison by subsequent JCPC status.<sup>24</sup> Overall, sixty-four percent of the juveniles were assessed as both low risk and low needs, while only 18.6% of juveniles were assessed as medium/high risk and medium/high needs (as highlighted in the shaded diagonal cells in Table 2.4). However, juveniles with a subsequent JCPC admission were less likely to be assessed as low risk and low needs than those without (56.8% and 71.6% respectively); they were more likely to be assessed as medium/high risk and needs than those without (22.3% and 15.0% respectively).

<sup>24</sup> See Table C.3 in Appendix C for a more detailed version of Table 2.4 which includes the counts of juveniles in each cell.

**Table 2.4  
Risk/Needs Levels by Subsequent JCPC Status**

Risk Level	Need Level		Percent by Risk Level		
	Low	Medium/High			
Low	64.3%		11.0%		
	JCPC:	56.8%	JCPC:	14.3%	
	No JCPC:	71.6%	No JCPC:	7.8%	
		75.3%		JCPC:	71.1%
				No JCPC:	79.4%
Medium/High	6.1%		18.6%		
	JCPC:	6.6%	JCPC:	22.3%	
	No JCPC:	5.6%	No JCPC:	15.0%	
		24.7%		JCPC:	28.9%
				No JCPC:	20.6%
Percent by Needs Level	70.4%		29.6%		
	JCPC:	63.4%	JCPC:	36.6%	
	No JCPC:	77.1%	No JCPC:	22.9%	
		100.0%		JCPC:	48.8%
				No JCPC:	51.2%

Note: There were 1,631 juveniles with a missing risk and/or needs assessment excluded from this table, 402 with a subsequent JCPC admission and 1,229 without a subsequent JCPC admission. Medium and high risk and needs levels were combined due to the small number of juveniles with high risk and high needs.

SOURCE: NC Sentencing and Policy Advisory Commission, FY 2010/11 Juvenile Recidivism Sample

Combining certain risk and needs indicators, juveniles with a subsequent JCPC admission were more likely than those without to have: serious problems at school (46.3% and 37.2% respectively); substance abuse problems (30.5% and 22.9% respectively); gang affiliation (6.2% and 4.7% respectively); and negative peer relationships (66.0% and 49.6% respectively).

A summary profile of the sample shows that juveniles with a subsequent JCPC admission were more likely than those without a subsequent JCPC admission to be adjudicated, have a prior complaint and/or a prior JCPC admission, have a felony as their sample offense, and be assessed as medium or high risk and needs.

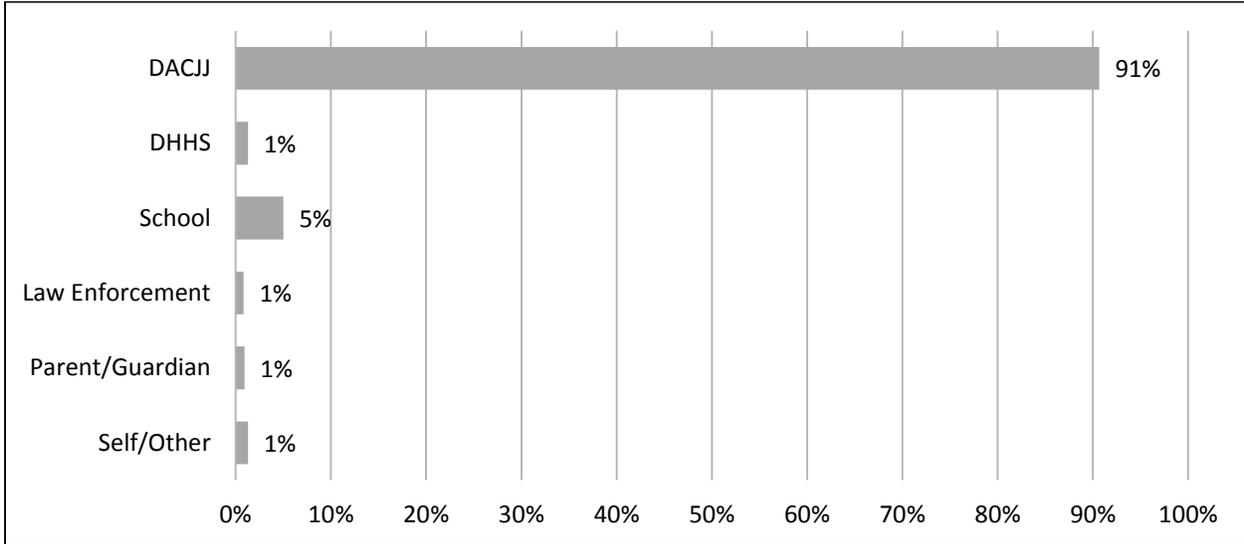
**Characteristics of JCPC Programs and Admissions**

This section provides program-related information for juveniles with a subsequent JCPC admission, including information about referral source, program category, and successful completion.

The majority of juveniles with a subsequent JCPC admission were referred to the JCPC program by the DACJJ (91%), which is expected since all of the juveniles were court-involved.<sup>25</sup> Referral sources other than the DACJJ only accounted for 9% of the remaining referral sources with schools accounting for the largest percentage (5%). (See Figure 2.3.)

<sup>25</sup> In prior versions of this report, the DACJJ was the leading referral source for the court-involved juveniles (86%) while the school was the most common referral source for at-risk juveniles (58%). See the Sentencing Commission's last report titled *Effectiveness of Programs Funded by Juvenile Crime Prevention Councils* (2013) for more comparisons of court-involved juveniles ([http://www.nccourts.org/Courts/CRS/Councils/spac/Documents/JCPC\\_Final\\_Report\\_2013.pdf](http://www.nccourts.org/Courts/CRS/Councils/spac/Documents/JCPC_Final_Report_2013.pdf)).

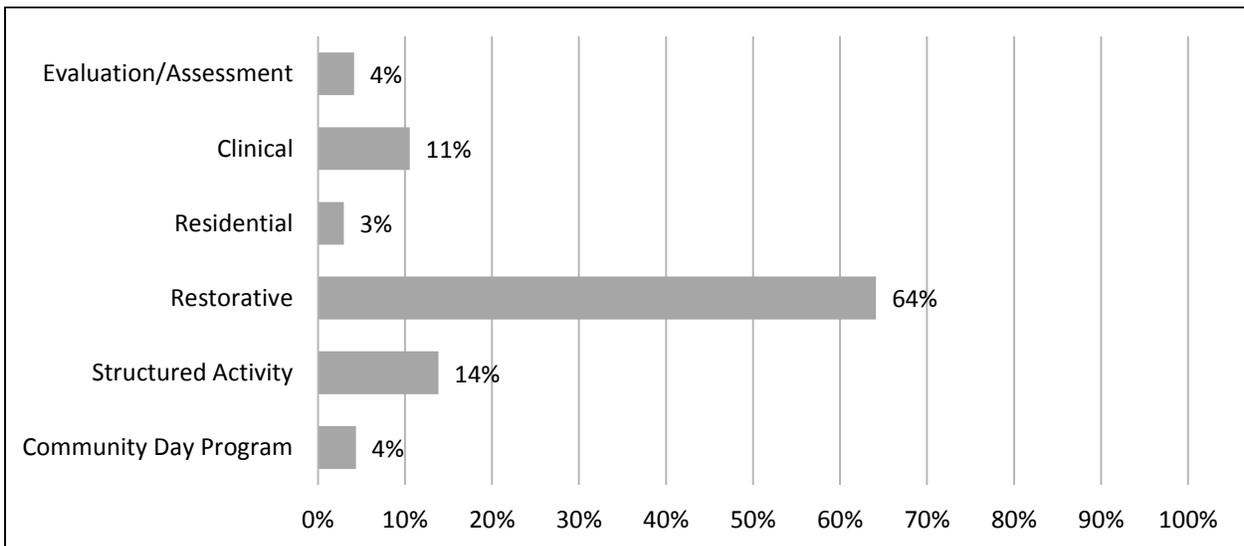
**Figure 2.3**  
**JCPC Program Referral Source**



SOURCE: NC Sentencing and Policy Advisory Commission, FY 2010/11 Juvenile Recidivism Sample

There are six major JCPC program categories, most of which include subcategories of program types (as described in Chapter One and Appendix B). As shown in Figure 2.4, the majority of juveniles with a subsequent JCPC admission were admitted to a restorative program (64%), followed by a structured activity program (14%), and a clinical program (11%). Residential programs had the fewest juvenile admissions (3%). Nearly 51% of the juveniles had a single program admission during the follow-up, while 27.2% had two admissions, and 18.0% had three or four admissions. The remaining 4.3% of juveniles had five or more subsequent JCPC admissions during the follow-up.

**Figure 2.4**  
**JCPC Program Category**



SOURCE: NC Sentencing and Policy Advisory Commission, FY 2010/11 Juvenile Recidivism Sample

The decision to refer a juvenile to a specific JCPC program, while contingent on local program availability, is partially informed by his/her risk and needs assessments. Table 2.5 shows the distribution of risk and needs levels by JCPC program category. Residential and community day programs, the two most restrictive JCPC program categories, had the highest percentage of medium/high risk (45.3% and 44.6% respectively) and medium/high needs (56.7% and 51.3% respectively) juveniles. Restorative programs had the highest percentage of low risk and low needs juveniles (74.4% and 67.7% respectively).

**Table 2.5**  
**Risk and Needs Levels by JCPC Program Category**

JCPC Program Category	N	Risk Level		Needs Level	
		% Low	% Medium/High	% Low	% Medium/High
<b>Evaluation/Assessment</b>	290	71.4	28.6	63.8	36.2
<b>Clinical</b>	743	67.0	33.0	57.2	42.8
<b>Residential</b>	203	54.7	45.3	43.3	56.7
<b>Restorative</b>	4,501	74.4	25.6	67.7	32.3
<b>Structured Activity</b>	951	67.0	33.0	56.9	43.1
<b>Community Day Program</b>	296	55.4	44.6	48.7	51.3
<b>Total</b>	<b>6,984</b>	<b>71.1</b>	<b>28.9</b>	<b>63.4</b>	<b>36.6</b>

Note: There were 402 juveniles with a missing risk and/or needs assessment excluded from this table. Medium and high risk and needs levels were combined due to the small number of juveniles with high risk and high needs.

SOURCE: NC Sentencing and Policy Advisory Commission, FY 2010/11 Juvenile Recidivism Sample

In order to determine program effectiveness, JCPC programs use two categories to describe program completion: (1) successful completion, meaning the juvenile had a high level of participation and completed most of his/her goals; and (2) satisfactory completion, meaning the juvenile had an acceptable level of participation and met some of his/her goals. This analysis defined both of these categories as indicators of program completion. Reasons a participant did not complete the program can either reflect negative behavior by the juvenile (*e.g.*, failure to comply with program rules) or an administrative or other neutral reason for termination (*e.g.*, removed by parents).

Table 2.6 displays the distribution of completion rates by program category and reveals that some program categories had higher total completion rates than others. Overall, 81.0% of juveniles with a subsequent JCPC admission completed their program.<sup>26</sup> Evaluation/assessment programs had the highest rate of total completion (97.0%) followed by restorative programs (84.8%). Clinical and residential JCPC programs had the lowest rates of total completion (64.9% and 70.6% respectively). As shown in Table 2.7, total completion rates varied by risk and needs levels. Juveniles assessed as low risk or low needs had higher total completion rates (84.0% each) than those assessed as medium/high risk or medium/high needs (73.5% and 75.7% respectively), generally regardless of the JCPC program category.

<sup>26</sup> This completion percentage is similar to that of the court-involved juveniles in last version of this report (79.9%).

**Table 2.6**  
**JCPC Program Completion by JCPC Program Category**

JCPC Program Category	N	% Successful Completion	% Satisfactory Completion	% Total Completion
Evaluation/Assessment	298	86.6	10.4	97.0
Clinical	572	37.8	27.1	64.9
Residential	211	48.3	22.3	70.6
Restorative	4,002	75.7	9.1	84.8
Structured Activity	880	51.8	20.7	72.5
Community Day Program	277	59.6	17.3	76.9
<b>Total</b>	<b>6,240</b>	<b>67.7</b>	<b>13.3</b>	<b>81.0</b>

Note: There were 1,146 juveniles with a missing termination reason excluded from this table.

SOURCE: NC Sentencing and Policy Advisory Commission, FY 2010/11 Juvenile Recidivism Sample

**Table 2.7**  
**Total Program Completion by Risk and Needs Levels and JCPC Program Category**

JCPC Program Category	% Total Program Completion					
	Risk Level		Needs Level		Total	
	Low	Medium/High	Low	Medium/High	n	%
Evaluation/Assessment	98.0	93.8	97.8	95.1	283	96.8
Clinical	69.5	55.0	66.9	62.1	541	64.9
Residential	75.5	63.6	75.6	65.7	194	70.1
Restorative	86.9	78.4	87.4	79.2	3,796	84.7
Structured Activity	76.0	65.8	75.4	68.9	816	72.7
Community Day Program	81.7	71.4	77.2	77.2	254	77.2
<b>Total</b>	<b>84.0</b>	<b>73.5</b>	<b>84.0</b>	<b>75.7</b>	<b>5,884</b>	<b>81.0</b>

Note: There were 1,502 juveniles with a missing termination reason or with a missing risk and/or needs assessment excluded from this table.

SOURCE: NC Sentencing and Policy Advisory Commission, FY 2010/11 Juvenile Recidivism Sample

## Chapter Summary

The following bulleted items highlight key findings in Chapter Two:

- Of the 15,942 juveniles comprising the FY 2010/11 sample, 46% (n=7,386) had a subsequent JCPC admission during the three-year follow-up while 54% (n=8,556) did not have a subsequent JCPC admission. In terms of level of involvement in the juvenile justice system, the majority of juveniles with a subsequent JCPC admission were in the adjudicated and diverted groups.
- Comparing personal characteristics, juveniles with a JCPC admission were more likely to be male compared to juveniles without a JCPC admission (75.1% and 68.9% respectively). Few racial differences existed between the two groups; however, a greater percentage of juveniles aged 12-13 at the time of their sample event had an admission to a JCPC program during the follow-up (29.3% and 21.7% respectively).
- Juveniles with a subsequent JCPC admission were more likely to have prior contact with the juvenile justice system than those without a subsequent JCPC admission. Juveniles with a subsequent JCPC admission were more likely than those without to have a prior complaint (36% and 27% respectively) and a prior JCPC admission (29% and 20% respectively). Juveniles without a subsequent JCPC admission were more likely to have no prior complaint or prior JCPC admission than juveniles with a subsequent JCPC admission (66% and 55% respectively).
- For the most serious sample offense (*i.e.*, delinquent complaint), juveniles with a subsequent JCPC admission were more likely to have a felony as their sample offense type (14.9%) and to have a serious offense classification (19.8%) than those without a subsequent JCPC admission (9.2% and 14.1% respectively).
- Based on risk and needs assessments, the majority of juveniles with and without a JCPC admission were categorized as low risk (71.1% and 79.4% respectively) and low needs (63.4% and 77.1% respectively). However, juveniles with a subsequent JCPC admission had a lower proportion assessed as low risk and low needs. Those with a subsequent JCPC admission had a higher proportion of medium risk juveniles, while both groups were similar with respect to the proportion of high risk and high needs juveniles.
- In examining the distribution of juveniles within each combination of risk and needs level, the majority (64.3%) were assessed as both low risk and low needs; only 18.6% were assessed as medium/high risk and medium/high needs. However, juveniles with a subsequent JCPC admission were less likely to be assessed as low risk and low needs than those without (56.8% and 71.6% respectively); they were more likely to be assessed as medium/high risk and needs than those without (22.3% and 15.0% respectively).
- An analysis of the six major JCPC program categories found juveniles with a subsequent JCPC admission were most likely to be referred to a program by the DACJJ (91%) and most likely to be admitted to a restorative JCPC program (64%). Juveniles with the highest risk and needs were admitted to residential and community day JCPC programs. Eighty-one percent of juveniles with a subsequent JCPC admission completed their program either successfully or satisfactorily. Evaluation/assessment programs had the highest total completion rate (97.0%) while clinical (64.9%) and residential programs (70.6%) had the lowest rates of total completion. Low risk or

low needs juveniles had higher rates of total completion than medium/high risk or needs juveniles.

The next chapter provides the recidivism results for the FY 2010/11 juvenile sample with a continued focus on the comparison between juveniles by subsequent JCPC status.

## CHAPTER THREE

### RECIDIVISM AND SUBSEQUENT JCPC STATUS

Juveniles in the FY 2010/11 sample with and without a subsequent JCPC admission were tracked in the juvenile justice and/or adult criminal justice system to determine whether they reoffended during the three-year follow-up. The follow-up period was calculated individually by using the date a decision (*e.g.*, diversion, adjudication) was reached in the juvenile’s case as the starting point.

#### Follow-Up Period and Time at Risk

Given that the age of adult jurisdiction in North Carolina is 16 years, a large number of juveniles in the FY 2010/11 sample reached the age of criminal responsibility during the three-year follow-up. Most juveniles (72.9%) spent at least a portion of the follow-up under both juvenile and adult jurisdictions (*see* Table 3.1). Juveniles with a subsequent JCPC admission, having a greater portion aged 12-15 years, spent more time under both juvenile and adult systems (77.4%) compared to those without a subsequent JCPC admission (68.9%). For the juvenile recidivism analysis, juveniles must have been under juvenile jurisdiction. For the adult recidivism analysis, juveniles must have been under adult jurisdiction.<sup>27</sup>

**Table 3.1**  
**Legal Jurisdiction by Subsequent JCPC Status**  
**Three-Year Follow-Up**

Subsequent JCPC Status	N	% of Sample in Juvenile Justice and/or Criminal Justice Systems		
		Juvenile Jurisdiction Only	Both Juvenile and Adult Jurisdictions	Adult Jurisdiction Only
JCPC	7,386	17.9	77.4	4.7
No JCPC	8,556	21.3	68.9	9.8
<b>Total</b>	<b>15,942</b>	<b>19.7</b>	<b>72.9</b>	<b>7.4</b>

SOURCE: NC Sentencing and Policy Advisory Commission, FY 2010/11 Juvenile Recidivism Sample

A fixed follow-up period was used in an attempt to obtain the same “window of opportunity” for each juvenile to reoffend. However, in actuality, the window of opportunity was not necessarily similar for each sample subject – some may have been admitted to a detention center or committed to a Youth Development Center in the juvenile justice system, while others may have been incarcerated in local jails or in prison in the adult criminal justice system.

#### Subsequent Juvenile Complaints and Adult Recidivism

For the Sentencing Commission’s previous JCPC effectiveness studies, the primary measures for recidivism were subsequent juvenile delinquent complaints and/or adult arrests during a fixed follow-up

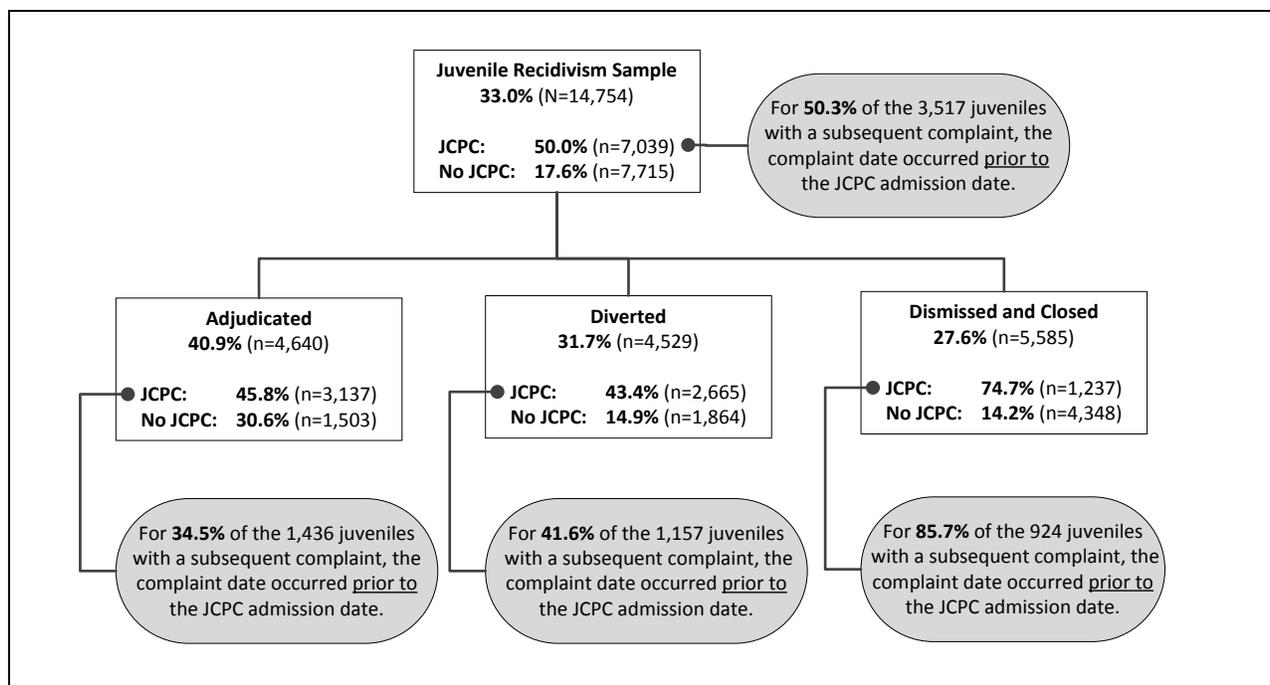
<sup>27</sup> See Table C.1 in Appendix C for exclusions by subsequent JCPC status and level of involvement.

period. This combined definition of recidivism served as an outcome measure for the involvement of at-risk and court-referred juveniles in JCPC programs, starting with admission to a program.

The sample selection process for the current report, based entirely on court-involved juveniles, required a more careful examination of the timing of the primary recidivism measures. With both recidivism and subsequent JCPC admissions tracked from the point at which the juvenile entered the sample with a delinquent complaint, the relative timing of recidivism (specifically, subsequent complaints in the juvenile justice system) and subsequent JCPC admissions became critical. For the complaint to be considered juvenile recidivism, subsequent complaints had to occur after the start date of the three-year follow-up period, with the juvenile committing the alleged offense before age 16.<sup>28</sup> However, for that same subsequent complaint to count as a recidivism outcome measure to evaluate JCPC programs, it had to occur also *following*, and not *prior to*, the juvenile's subsequent JCPC admission.

Figure 3.1 examines the timing of the first subsequent JCPC admission<sup>29</sup> compared to the timing of the first subsequent complaint during the three-year follow-up. Overall, 50.0% of the juveniles with a

**Figure 3.1**  
**Subsequent Complaint Rates and the Timing of Subsequent JCPC Admission**  
**Three-Year Follow-Up**



Note: Juveniles had to be under juvenile jurisdiction during the three-year follow-up to be included in this figure; consequently, 1,188 juveniles who were under adult jurisdiction for the entire follow-up were excluded.

SOURCE: NC Sentencing and Policy Advisory Commission, FY 2010/11 Juvenile Recidivism Sample

<sup>28</sup> The DACJJ's NC-JOIN data, which were used to determine subsequent complaints, include all felonies and misdemeanors. Data on infractions, local ordinances, and most G.S. Chapter 20 (*i.e.*, traffic) offenses were excluded from the analysis; only the more serious traffic offenses (*e.g.*, misdemeanor death by vehicle) were included.

<sup>29</sup> See Chapter Two for a description of the selection process for subsequent JCPC admissions.

subsequent JCPC admission also had a subsequent complaint compared to 17.6% of the juveniles without a subsequent JCPC admission. For half (50.3%) of the JCPC admissions with a subsequent complaint, the date of the first subsequent complaint occurred *prior to* the date of the first JCPC admission – rendering subsequent complaints as a recidivism measure unusable.<sup>30</sup> Because of the temporal ordering between JCPC admissions and subsequent complaints, adult arrest is used as the sole outcome measure of recidivism to evaluate JCPC participation, with subsequent complaints only reported for contextual information.

### Recidivism Outcomes

Fingerprinted arrests were used as the outcome measure for recidivism for juveniles by subsequent JCPC status.<sup>31</sup> In order to be counted as recidivism, adult arrests had to occur within the three-year follow-up and the date of arrest had to occur after the juvenile turned 16 years old.<sup>32</sup>

Of the juveniles with a subsequent JCPC admission, 25.8% had an adult arrest<sup>33</sup> compared to 20.2% of those without a JCPC admission (see Table 3.2). Juveniles with a subsequent JCPC admission had more total arrests (n=3,108) than juveniles without (n=3,034), but their average time to the first arrest was longer than for juveniles without a program admission (20.9 months and 17.9 months respectively).

**Table 3.2**  
**Adult Arrests by Subsequent JCPC Status**  
**Three-Year Follow-Up**

Subsequent JCPC Status	N	% Adult Arrest	Avg. # of Months to 1 <sup>st</sup> Arrest	# of Juveniles with Any Arrest	# of Arrests	Avg. # of Arrests
JCPC	6,067	25.8	20.9	1,565	3,108	2.0
No JCPC	6,732	20.2	17.9	1,361	3,034	2.2
<b>Total</b>	<b>12,799</b>	<b>22.9</b>	<b>19.5</b>	<b>2,926</b>	<b>6,142</b>	<b>2.1</b>

Note: Juveniles had to be under adult jurisdiction during the three-year follow-up to be included in this table; consequently, 3,143 juveniles who were under juvenile jurisdiction for the entire follow-up were excluded.

SOURCE: NC Sentencing and Policy Advisory Commission, FY 2010/11 Juvenile Recidivism Sample

<sup>30</sup> Although data are unavailable to make the linkage that the subsequent JCPC admission is an outcome of the subsequent complaint, it is possible that the subsequent complaint resulted in a referral to a JCPC program.

<sup>31</sup> The SBI's CCH data were used to determine recidivist arrests in North Carolina. Although North Carolina's local law enforcement jurisdictions are required to fingerprint all felonies and only the more serious misdemeanors, most misdemeanor arrests have been consistently fingerprinted across the state. This report includes Class A1 through Class 3 misdemeanor arrests and convictions. Similar to the data analyzed from the DACJJ's NC-JOIN, CCH data on infractions, local ordinances, and most G.S. Chapter 20 (*i.e.*, traffic) offenses were excluded from the analysis; only the more serious traffic offenses (*e.g.*, misdemeanor death by vehicle) were included.

<sup>32</sup> Although the adult arrest had to occur within the three-year follow-up, the date that the alleged offense occurred could have been prior to the follow-up period.

<sup>33</sup> For 5.4% of the 1,565 juveniles with an adult arrest, the arrest date occurred *prior to* the JCPC admission date.

For juveniles who spent time in both the juvenile justice system and adult criminal justice system, Table 3.3 examines the linkage between the presence or absence of subsequent complaints with adult arrests during the three-year follow-up. When examining adult arrest rates for juveniles with a subsequent complaint, few differences were found by subsequent JCPC status – juveniles with and without a subsequent JCPC admission had similar arrest rates (29.3% and 30.8% respectively), with those with a subsequent JCPC admission having slightly lower rates. However, of those without subsequent complaints, juveniles with a subsequent JCPC admission had higher adult arrest rates (21.2% compared to 15.7%). Overall, juveniles with subsequent complaints were more likely to have adult arrests than those without subsequent complaints (29.7% and 17.8% respectively).

**Table 3.3**  
**Subsequent Complaints and Adult Arrests by Subsequent JCPC Status**  
**Three-Year Follow-Up**

Subsequent JCPC Status	Adult Arrest Rates by:				Adult Arrests	
	Subsequent Complaint		No Subsequent Complaint			
	n	%	n	%	N	%
JCPC	2,710	29.3	3,010	21.2	5,720	25.0
No JCPC	1,002	30.8	4,889	15.7	5,891	18.3
<b>Total</b>	<b>3,712</b>	<b>29.7</b>	<b>7,899</b>	<b>17.8</b>	<b>11,611</b>	<b>21.6</b>

Note: Juveniles had to be under both juvenile and adult jurisdictions during the three-year follow-up to be included in this table; consequently, 3,143 juveniles who were only under juvenile jurisdiction and 1,188 juveniles who were only under adult jurisdiction for the entire follow-up were excluded.

SOURCE: NC Sentencing and Policy Advisory Commission, FY 2010/11 Juvenile Recidivism Sample

#### Level of Involvement and Adult Arrests

As described in Chapter Two, sample juveniles were originally placed into four groups (*i.e.*, adjudicated, dismissed, diverted, closed), or levels of involvement, based on the first decision that was made regarding their case in FY 2010/11; however, juveniles in the dismissed and closed groups were combined for this report due to the small numbers with a subsequent JCPC admission. Table 3.4 provides adult arrest rates for juveniles by subsequent JCPC status for the three groups. Adjudicated juveniles with a subsequent JCPC admission had slightly lower adult arrest rates (28.8%) than juveniles without (30.9%). For diverted and dismissed/closed groups, juveniles without a subsequent JCPC admission had lower arrest rates. It should be noted that juveniles with a subsequent JCPC admission in the diverted and dismissed/closed groups had a higher percentage assessed as medium/high risk (11.4% and 26.3% respectively) than juveniles without a subsequent JCPC admission (7.6% for the diverted group and 13.4% for the dismissed/closed group).<sup>34</sup> Therefore, it is not surprising that the juveniles with a subsequent JCPC admission recidivated more frequently than juveniles without a subsequent JCPC admission.

<sup>34</sup> See Table C.2 in Appendix C for the distribution of risk and needs assessments by level of involvement.

**Table 3.4**  
**Adult Arrests by Level of Involvement and Subsequent JCPC Status**  
**Three-Year Follow-Up**

Subsequent JCPC Status	N	Adult Arrest Rates by Level of Involvement			Adult Arrests N=12,799 %
		Adjudicated n=4,513 %	Diverted n=3,489 %	Dismissed and Closed n=4,797 %	
JCPC	6,067	28.8	19.1	31.3	25.8
No JCPC	6,732	30.9	13.7	18.2	20.2
<b>Total</b>	<b>12,799</b>	<b>29.5</b>	<b>17.0</b>	<b>20.9</b>	<b>22.9</b>

Note: Juveniles had to be under adult jurisdiction during the three-year follow-up to be included in this table; consequently, 3,143 juveniles who were under juvenile jurisdiction for the entire follow-up were excluded.

SOURCE: NC Sentencing and Policy Advisory Commission, FY 2010/11 Juvenile Recidivism Sample

#### Sample Profile and Adult Arrests

Table 3.5 examines adult arrests by personal characteristics and delinquency history for juveniles by subsequent JCPC status. (See Tables 2.1 and 2.2 in Chapter Two for the distribution of the sample profile.) Regardless of gender, race, or age at the time of their sample event, juveniles with a subsequent JCPC admission had higher adult arrest rates than juveniles without a subsequent JCPC admission. Juveniles with prior involvement in the juvenile justice system, whether a prior complaint or JCPC admission, had uniformly higher rates of adult arrest independent of their subsequent JCPC status.

#### Risk/Needs Levels and Adult Arrests

Based on risk and needs assessments administered to the juvenile recidivism sample, the majority of juveniles were assessed as low risk and as low needs, with few juveniles assessed as high risk or high need.<sup>35</sup> Overall, low risk juveniles had the lowest arrest rates compared to their counterparts assessed as either medium or high risk (see Table 3.6). However, juveniles assessed as low risk with a subsequent JCPC admission had higher arrest rates (20.4%) than low risk juveniles without a subsequent JCPC admission (14.8%). Admission to a JCPC program made little difference in the arrest rates of juveniles who were assessed as medium risk. However, those assessed as high risk with a subsequent JCPC admission had lower arrest rates (45.1%) than juveniles without (50.8%). Similar findings can be seen when examining the arrest rates by needs level.

As mentioned in Chapter Two, the three levels of risk and needs were combined to create two levels for each for a comparative analysis.<sup>36</sup> While Table 3.6 examined arrest rates separately by risk level and

<sup>35</sup> See Chapter Two for a more detailed description of the risk and needs assessments and Appendix C for a copy of the risk and needs assessment tools.

<sup>36</sup> As mentioned in Chapter Two, medium and high risk and needs levels were combined due to the small number of juveniles with high risk and high needs. Juveniles with a subsequent JCPC admission had a higher distribution of juveniles assessed as

needs level, Table 3.7 provides arrest rates for juveniles for each combination of risk and needs levels using the combined medium/high level. Overall, juveniles who were low risk and low needs had the lowest arrest rates at 16.5%; however, within that group, juveniles with a subsequent JCPC admission had higher arrest rates at 19.6% compared to those without at 14.1%. Overall, juveniles assessed as medium/high risk and medium/high needs had the highest arrest rates at 39.1%, while juveniles with a subsequent JCPC admission had lower arrest rates (37.7%) than juveniles without (41.1%).

**Table 3.5  
Adult Arrests by Sample Profile and Subsequent JCPC Status  
Three-Year Follow-Up**

Sample Profile	Adult Arrest Rates by Subsequent JCPC Status		Adult Arrests	
	JCPC n=6,067 %	No JCPC n=6,732 %	N	%
<b>Gender</b>				
Male	29.0	23.4	8,977	26.2
Female	16.7	13.8	3,822	15.0
<b>Race/Ethnicity</b>				
Black	31.8	25.4	6,126	28.4
White	19.9	15.5	5,130	17.6
Hispanic	22.9	13.2	1,028	17.5
Other	18.6	19.7	515	19.2
<b>Age at Sample Event</b>				
12-13 Years	11.4	5.2	2,565	8.6
14-15 Years	29.6	21.4	9,046	25.3
16+ Years	38.3	33.9	1,188	35.2
<b>Delinquency History</b>				
Prior Complaint	34.6	35.9	4,474	35.2
Prior JCPC Admission	33.1	33.9	3,526	33.4
<b>Total</b>	<b>25.8</b>	<b>20.2</b>	<b>12,799</b>	<b>22.9</b>

Note: Juveniles had to be under adult jurisdiction during the three-year follow-up to be included in this table; consequently, 3,143 juveniles who were under juvenile jurisdiction for the entire follow-up were excluded. Due to low percentages, American Indian, Asian, and multi-racial juveniles were combined with other/unknown into one category.

SOURCE: NC Sentencing and Policy Advisory Commission, FY 2010/11 Juvenile Recidivism Sample

medium/high risk (28.9%) and medium/high needs (36.6%) than juveniles without (20.6% assessed as medium/high risk and 22.9% assessed as medium/high needs). See Table 2.4 in Chapter Two for further details about the percentages.

**Table 3.6**  
**Adult Arrests by Risk Level, Needs Level, and Subsequent JCPC Status**  
**Three-Year Follow-Up**

Subsequent JCPC Status	N	Adult Arrest Rates by Risk Level		
		Low %	Medium %	High %
JCPC	5,763	20.4	34.8	45.1
No JCPC	5,787	14.8	34.3	50.8
<b>Total</b>	<b>11,550</b>	<b>17.5</b>	<b>34.6</b>	<b>48.2</b>

Subsequent JCPC Status	N	Adult Arrest Rates by Needs Level		
		Low %	Medium %	High %
JCPC	5,763	21.1	31.8	38.6
No JCPC	5,787	15.6	34.1	40.5
<b>Total</b>	<b>11,550</b>	<b>18.0</b>	<b>32.7</b>	<b>39.4</b>

Note: Juveniles had to be under adult jurisdiction during the three-year follow-up to be included in this table; consequently, 3,143 juveniles who were under juvenile jurisdiction for the entire follow-up were excluded. In addition, there were 1,249 juveniles with missing risk and/or needs assessments excluded from this table.  
 SOURCE: NC Sentencing and Policy Advisory Commission, FY 2010/11 Juvenile Recidivism Sample

**Table 3.7**  
**Adult Arrests by Risk/Needs Levels and Subsequent JCPC Status**  
**Three-Year Follow-Up**

Risk Level	Needs Level		Rates by Risk Level
	Low	Medium/High	
<b>Low</b>	16.5%	22.6%	17.5%
	JCPC: 19.6%	JCPC: 23.5%	JCPC: 20.4%
	No JCPC: 14.1%	No JCPC: 20.9%	No JCPC: 14.8%
<b>Medium/High</b>	32.1%	39.1%	37.5%
	JCPC: 32.6%	JCPC: 37.7%	JCPC: 36.6%
	No JCPC: 31.6%	No JCPC: 41.1%	No JCPC: 38.6%
<b>Rates by Needs Level</b>	18.0%	33.4%	23.0%
	JCPC: 21.1%	JCPC: 32.5%	JCPC: 25.5%
	No JCPC: 15.6%	No JCPC: 34.9%	No JCPC: 20.6%

Note: Juveniles had to be under adult jurisdiction during the three-year follow-up to be included in this table; consequently, 3,143 juveniles who were under juvenile jurisdiction for the entire follow-up were excluded. In addition, there were 1,249 juveniles with missing risk and/or needs assessments excluded from this table.  
 SOURCE: NC Sentencing and Policy Advisory Commission, FY 2010/11 Juvenile Recidivism Sample

## JCPC Program Categories and Adult Arrests

This section presents a descriptive analysis of adult arrests for juveniles who had a subsequent JCPC admission and aged into the adult criminal justice system (n=6,067) by the six major program categories funded by JCPCs.<sup>37</sup> Table 3.8 provides arrest rates for the JCPC program categories overall and by level of involvement. Overall, restorative programs, which had the most admissions (64%) of the six categories, had the lowest arrest rates at 23.6% compared to the other JCPC program categories. Community day and residential programs, the most restrictive and controlling for the participants, had the highest arrest rates (33.0% and 32.6% respectively). A variety of results were found when examining arrest rates for JCPC program categories by level of involvement. Restorative programs had the lowest arrest rates for the three groups. Each of the adjudicated, diverted, and dismissed/closed groups had a different JCPC program category that had the highest arrest rates. Another approach is to examine the range of the arrest rates by level of involvement. Diverted juveniles had the shortest range in arrest rates between the six program categories (from 18.0% to 23.2%), while the adjudicated group had a slightly wider range (from 27.0% to 33.3%). The dismissed/closed group had the widest range of arrest rates (from 27.8% to 44.2%).

**Table 3.8**  
**Adult Arrests by JCPC Program Category and Level of Involvement**  
**Three-Year Follow-Up**

	Adult Arrest Rates by Level of Involvement			Adult Arrests	
	Adjudicated n=2,970	Diverted n=2,121	Dismissed and Closed n=976		
JCPC Program Category	%	%	%	N	%
Evaluation/Assessment	29.0	19.2	44.2	237	27.9
Clinical	31.2	23.2	32.2	656	29.0
Residential	33.3	18.2	40.8	193	32.6
Restorative	27.0	18.0	27.8	3,921	23.6
Structured Activity	32.8	23.0	29.6	787	29.5
Community Day Program	30.8	22.9	42.7	273	33.0
<b>JCPC</b>	<b>28.8</b>	<b>19.1</b>	<b>31.3</b>	<b>6,067</b>	<b>25.8</b>
<b>No JCPC</b>	n=1,543 <b>30.9</b>	n=1,368 <b>13.7</b>	n=3,821 <b>18.2</b>	<b>6,732</b>	<b>20.2</b>

Note: Juveniles had to be under adult jurisdiction during the three-year follow-up to be included in this table; consequently, 3,143 juveniles who were under juvenile jurisdiction for the entire follow-up were excluded.

SOURCE: NC Sentencing and Policy Advisory Commission, FY 2010/11 Juvenile Recidivism Sample

<sup>37</sup> See Chapter One and Appendix B for more information about the six broad JCPC categories and the specific programs that comprise the six categories.

Arrest rates by JCPC program categories were also examined based on risk and needs levels for the juvenile recidivism sample. As expected, juveniles assessed as low risk or low needs had lower arrest rates than juveniles assessed as medium/high risk or medium/low needs for all six JCPC program categories (see Table 3.9). Juveniles assessed as low risk who participated in the community day program category had the highest arrest rates (29.4%) and those who participated in the restorative category had the lowest arrest rates (19.2%). Juveniles assessed as medium/high risk who participated in the clinical and structured activity program categories had the highest arrest rates (40.7% and 40.6% respectively) and those who participated in restorative programs had the lowest arrest rates (34.5%). Similar findings were presented for juveniles assessed as low needs and medium/high needs. One important caveat to these results is that juveniles without a JCPC admission during follow-up and who were assessed as medium/high risk or medium/high needs had higher arrest rates overall than the juveniles with a subsequent JCPC admission.

**Table 3.9**  
**Adult Arrests by Risk and Needs Levels and JCPC Program Category**  
**Three-Year Follow-Up**

	Adult Arrest Rates by:				Adult Arrests	
	Risk Level		Needs Level			
	Low	Medium/High	Low	Medium/High	N	%
<b>JCPC Program Category</b>	%	%	%	%		
Evaluation/Assessment	22.4	39.2	22.6	36.0	226	27.9
Clinical	21.6	40.7	24.1	33.8	628	28.5
Residential	27.7	36.1	28.8	33.7	177	31.6
Restorative	19.2	34.5	19.6	30.7	3,739	23.4
Structured Activity	22.0	40.6	22.3	35.9	740	28.9
Community Day Program	29.4	36.8	31.5	34.1	253	32.8
<b>JCPC</b>	<b>20.4</b>	<b>36.6</b>	<b>21.1</b>	<b>32.5</b>	<b>5,763</b>	<b>25.5</b>
<b>No JCPC</b>	<b>14.8</b>	<b>38.6</b>	<b>15.6</b>	<b>34.9</b>	<b>5,787</b>	<b>20.6</b>

Note: Juveniles had to be under adult jurisdiction during the three-year follow-up to be included in this table; consequently, 3,143 juveniles who were under juvenile jurisdiction for the entire follow-up were excluded. In addition, there were 1,249 juveniles with missing risk and/or needs assessments excluded from this table.

SOURCE: NC Sentencing and Policy Advisory Commission, FY 2010/11 Juvenile Recidivism Sample

Table 3.10 examines the arrest rates by program completion and non-completion for the six JCPC program categories. Overall, juveniles who completed the JCPC program had fewer arrests than non-completers (23.1% and 35.7% respectively). This finding held true for all six JCPC program categories. For the completers, the lowest arrest rates were found for juveniles in the clinical and restorative program categories (21.3% each) and the highest arrest rates for juveniles in the residential (31.0%) and community day (28.4%) program categories. For the non-completers, the lowest arrest rates were found

for juveniles in the structured activity (33.7%) program category and the highest arrest rates for the community day program (46.3%) and residential (39.3%) categories, excluding the evaluation/assessment category's arrest rates due to the low number (n=6) of juveniles.

**Table 3.10**  
**Adult Arrests by JCPC Program Category and Program Completion**  
**Three-Year Follow-Up**

JCPC Program Category	Adult Arrest Rates by Completion Status <sup>a</sup>				Adult Arrests <sup>b</sup>	
	Completion		Non-Completion			
	n	%	n	%	N	%
<b>Evaluation/Assessment</b>	226	27.4	6	50.0	237	27.9
<b>Clinical</b>	314	21.3	156	38.5	656	29.0
<b>Residential</b>	129	31.0	56	39.3	193	32.6
<b>Restorative</b>	2,802	21.3	509	34.0	3,921	23.6
<b>Structured Activity</b>	478	28.2	193	33.7	787	29.5
<b>Community Day Program</b>	176	28.4	54	46.3	273	33.0
<b>Total</b>	<b>4,125</b>	<b>23.1</b>	<b>974</b>	<b>35.7</b>	<b>6,067</b>	<b>25.8</b>

<sup>a</sup> There were 1,241 juveniles with a subsequent JCPC admission who were missing completion status. In addition, juveniles had to be under adult jurisdiction during the three-year follow-up to be included in the analysis; consequently, 1,133 juveniles who were under juvenile jurisdiction for the entire follow-up were excluded.

<sup>b</sup> Juveniles had to be under adult jurisdiction during the three-year follow-up to be included in the analysis; consequently, 1,319 juveniles who were under juvenile jurisdiction for the entire follow-up were excluded.

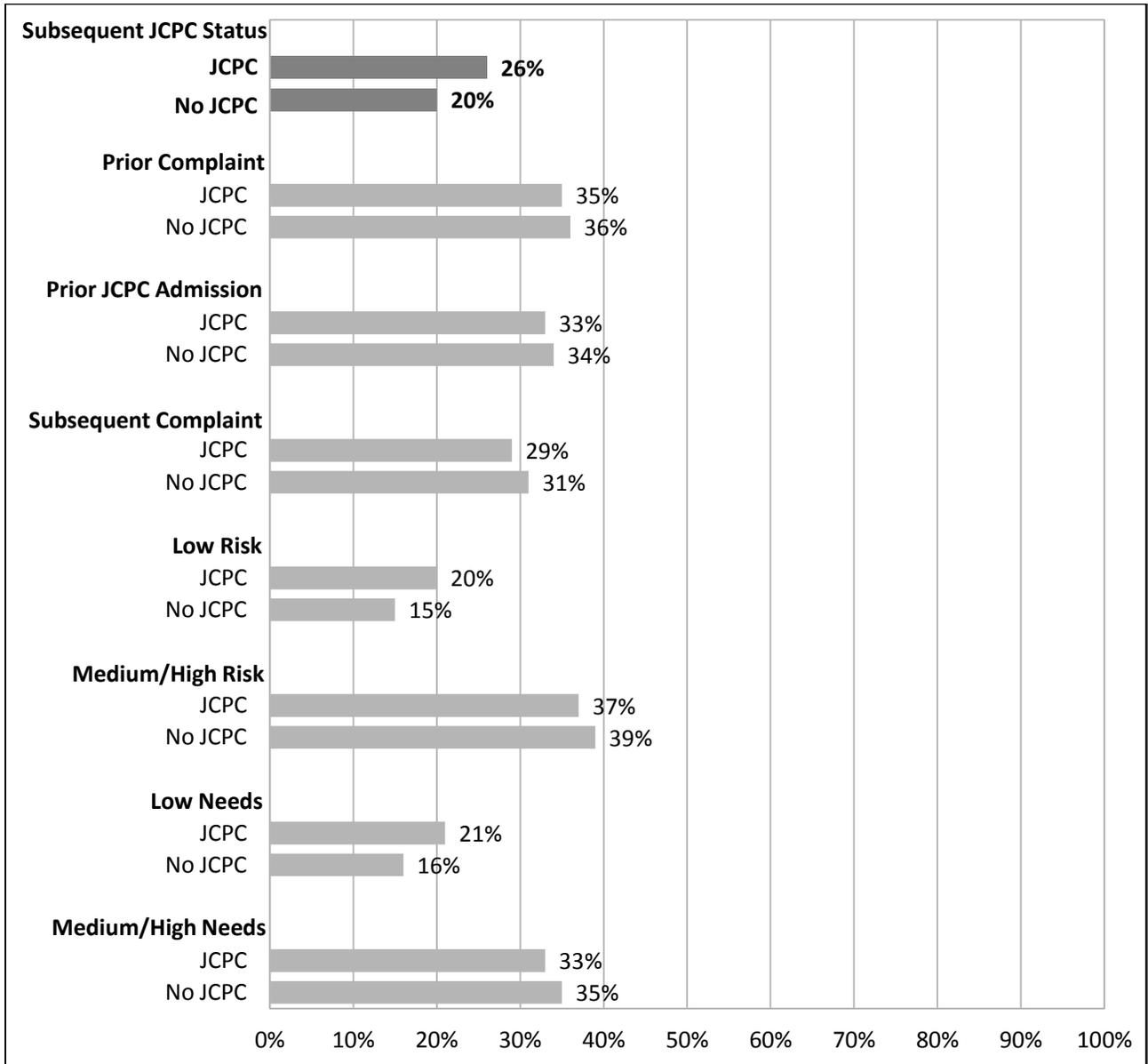
SOURCE: NC Sentencing and Policy Advisory Commission, FY 2010/11 Juvenile Recidivism Sample

### Chapter Summary

The following list presents a summary of the major findings in Chapter Three (see also Figure 3.2):

- Comparative recidivism rates were reported for the entire juvenile sample by subsequent JCPC status. Due to the temporal ordering of subsequent JCPC admission and subsequent complaints, adult arrests during a three-year follow-up were used as the sole outcome measure of recidivism, with subsequent complaints reported only for contextual information.
- Juveniles with a subsequent JCPC admission had higher rates of adult arrests (25.8%) than those without a subsequent JCPC admission (20.2%). The average time to arrest was longer by three months for those with a subsequent JCPC admission.

**Figure 3.2  
Adult Arrests by Subsequent JCPC Status  
Three-Year Follow-Up**



Note: Juveniles had to be under adult jurisdiction during the three-year follow-up to be included in this figure; consequently, 3,143 juveniles who were under juvenile jurisdiction for the entire follow-up were excluded.

SOURCE: NC Sentencing and Policy Advisory Commission, FY 2010/11 Juvenile Recidivism Sample

- In analyzing the linkage between the presence or absence of subsequent complaints with adult arrests, juveniles with a subsequent complaint – regardless of their subsequent JCPC status – had similar arrest rates. However, for juveniles without a subsequent complaint, those with a subsequent JCPC admission had higher arrest rates than those without (21.2% compared to 15.7%).

- When examining adult arrest rates by level of involvement, adjudicated juveniles admitted to a JCPC had slightly lower rates, while juveniles in the diverted and dismissed/closed groups admitted to a JCPC had higher rates, than counterparts without a subsequent JCPC admission.
- Regardless of the personal characteristics examined, juveniles with a subsequent JCPC admission had higher arrest rates than juveniles without a subsequent JCPC admission. Juveniles with prior complaints or prior JCPC admissions, however, had uniformly higher arrest rates independent of their subsequent JCPC status.
- The majority of juveniles were assessed as low risk and low needs. Overall, low risk juveniles had lower arrest rates than medium or high risk juveniles. Juveniles assessed as low risk with a subsequent JCPC admission had higher arrest rates (20.4%) compared to their counterparts without a subsequent JCPC admission (14.8%). Those assessed as high risk with a subsequent JCPC admission had lower arrest rates than those without (45.1% compared to 50.8%), with little difference found for medium risk juveniles by subsequent JCPC status. Findings were similar when examining arrest rates by needs level.
- Arrest rates for juveniles within each combination of risk and needs levels were also examined. This analysis revealed higher rearrest rates for juveniles who had a subsequent JCPC admission and were assessed as low risk and low needs (19.6%) compared to their counterparts without a subsequent JCPC admission (14.1%). Of those assessed as medium/high risk and medium/high needs, juveniles with a subsequent JCPC admission had lower arrest rates (37.7%) than those without (41.1%).
- An analysis of the six major JCPC program categories and adult arrest rates found that restorative programs had the lowest arrest rates (23.6%), while community day and residential programs had the highest arrest rates (33.0% and 32.6% respectively). For all program categories, juveniles assessed as low risk or low needs had lower recidivism rates than those assessed as medium/high risk or medium/high needs. Juveniles who completed the JCPC program generally had substantially lower arrest rates compared to those who did not complete the program.

The next chapter offers a summary of the study's main findings and makes recommendations for future studies of JCPC program effectiveness.

## CHAPTER FOUR

### SUMMARY AND CONCLUSIONS

During the 2009 Session, the North Carolina General Assembly directed the Sentencing Commission to prepare biennial reports on the effectiveness of programs receiving JCPC funds (G.S. § 164-49). Its major purpose was to analyze and present results of the examination of recidivism outcomes for JCPC program participants. This marks the third biennial report submitted to the legislature on May 1, 2015, and is the first report to use the juvenile recidivism sample as the starting point for identifying subsequent JCPC program admission.

#### Summary of Findings

The study sample included all 15,942 juveniles identified in the DACJJ's automated database who had their delinquent complaint either adjudicated, dismissed, diverted, or closed without further action during FY 2010/11 (*i.e.*, juvenile recidivism sample). Juveniles were matched into the DACJJ's automated JCPC systems (CTS and NCALLIES) to determine whether they had a JCPC admission during the three-year follow-up. Forty-six percent (or n=7,386) of juveniles were admitted to at least one JCPC program; juveniles not admitted to a JCPC program were used as the comparison group (54% or n=8,556). The juvenile recidivism sample is, by definition, comprised of only court-involved youth, although juveniles could have been considered at-risk youth in relation to any prior or subsequent JCPC admissions. In terms of level of involvement in the juvenile justice system, the majority of juveniles with a subsequent JCPC admission were in the adjudicated and diverted groups.

Juveniles with a JCPC admission were more likely to be male (75%) compared to juveniles without a JCPC admission (69%). Few racial differences existed between the two groups; however, a greater percentage of juveniles aged 12-13 had an admission to a JCPC program (*see* Table 4.1). Juveniles with a subsequent JCPC admission were more likely than those without to have a prior complaint and a prior JCPC admission. For the most serious sample offense (*i.e.*, delinquent complaint), juveniles with a subsequent JCPC admission were more likely to have a felony (15%) and with an offense classification of serious. Based on risk and needs assessments, the majority of juveniles with and without a JCPC admission were categorized as low risk and low needs; however, juveniles with a subsequent JCPC admission were less likely to be assessed as low risk (71%) and low needs (63%) than those without (79% assessed as low risk and 77% as low needs). After combining medium and high levels due to low numbers, juveniles with a subsequent JCPC admission were more likely to be assessed as medium/high risk (29%) and medium/high needs (37%) than those without (21% assessed as medium/high risk and 23% as medium/high needs).

Due to the temporal ordering of subsequent JCPC admission and subsequent complaints, adult arrests during a three-year follow-up were used as the sole outcome measure of recidivism. Juveniles with a subsequent JCPC admission had a higher rate of adult arrests (26%) than those without a subsequent JCPC admission (20%). The average time to arrest was longer by three months for those with a subsequent JCPC admission. Regardless of the personal characteristics examined, juveniles with a subsequent JCPC admission had higher arrest rates than those without. Juveniles with prior complaints or prior JCPC admissions, however, had uniformly higher arrest rates independent of their subsequent

JCPC status. Juveniles assessed as low risk with a subsequent JCPC admission had higher arrest rates (20%) compared to their counterparts without a subsequent JCPC admission (15%). Those assessed as medium/high risk with a subsequent JCPC admission had lower arrest rates (37%) than those without (39%). Findings were similar when examining arrest rates by needs level.

**Table 4.1**  
**Summary Profile of Juveniles with and without a Subsequent JCPC Admission**

JCPC	No JCPC
<input type="checkbox"/> 26% had an adult arrest	<input type="checkbox"/> 20% had an adult arrest
<input type="checkbox"/> 29% aged 12-13 years	<input type="checkbox"/> 22% aged 12-13 years
<input type="checkbox"/> 46% adjudicated	<input type="checkbox"/> 20% adjudicated
<input type="checkbox"/> 36% had a prior complaint	<input type="checkbox"/> 27% had a prior complaint
<input type="checkbox"/> 29% had a prior JCPC admission	<input type="checkbox"/> 20% had a prior JCPC admission
<input type="checkbox"/> 15% had a felony sample offense	<input type="checkbox"/> 9% had a felony sample offense
<input type="checkbox"/> 29% assessed as medium/high risk	<input type="checkbox"/> 21% assessed as medium/high risk
<input type="checkbox"/> 37% assessed as medium/high needs	<input type="checkbox"/> 23% assessed as medium/high needs
<input type="checkbox"/> 50% had a subsequent complaint	<input type="checkbox"/> 18% had a subsequent complaint

SOURCE: NC Sentencing and Policy Advisory Commission, FY 2010/11 Juvenile Recidivism Sample

An analysis of the six major JCPC program categories found juveniles with a subsequent JCPC admission were most likely to be referred to a program by DACJJ (91%) and most likely to be admitted to a restorative JCPC program (64%). Juveniles with the highest risk and needs were admitted to residential and community day JCPC programs. Eighty-one percent of juveniles with a subsequent JCPC admission completed their program either successfully or satisfactorily. Evaluation/assessment programs had the highest total completion rate (97%) while clinical and residential programs had the lowest rates of total completion (65% and 71% respectively). Low risk or low needs juveniles had higher rates of total completion than medium/high risk or needs juveniles. An analysis of the adult arrest rates indicated that restorative programs had the lowest arrest rates (24%), while community day and residential programs had the highest arrest rates (33% each). For all program categories, juveniles assessed as low risk or low needs had lower recidivism rates than those assessed as medium/high risk or medium/high needs. Juveniles who completed the JCPC program generally had substantially lower arrest rates compared to those who did not complete the program. (See Table 4.2.)

**Table 4.2**  
**Summary Findings for the Six JCPC Program Categories**

	<b>N</b>	<b>Juveniles Assessed as Medium/High Risk</b>	<b>JCPC Program Completion</b>	<b>Three-Year Follow-Up Adult Arrests by Medium/High Risk</b>	
<b>JCPC Program Category</b>		<b>%</b>	<b>%</b>	<b>%</b>	<b>%</b>
Evaluation/Assessment	305	28.6	97.0	27.9	39.2
Clinical	780	33.0	64.9	29.0	40.7
Residential	220	45.3	70.6	32.6	36.1
Restorative	4,737	25.6	84.8	23.6	34.5
Structured Activity	1,022	33.0	72.5	29.5	40.6
Community Day Program	322	44.6	76.9	33.0	36.8
<b>JCPC</b>	<b>7,386</b>	<b>28.9</b>	<b>81.0</b>	<b>25.8</b>	<b>36.6</b>
<b>No JCPC</b>	<b>8,556</b>	<b>20.6</b>	<b>n/a</b>	<b>20.2</b>	<b>38.6</b>

Note: Juveniles missing values for risk assessments and JCPC program completion were excluded. Juveniles had to be under adult jurisdiction during the three-year follow-up to be included in the analysis.

SOURCE: NC Sentencing and Policy Advisory Commission, FY 2010/11 Juvenile Recidivism Sample

### **Conclusions and Policy Implications**

The findings of this study, though limited in the scope of available information, highlight the need for a contextual analysis of the totality of known factors about its youthful subjects, rather than an emphasis on the relationship between individual factors. Beyond basic personal characteristics, information for each juvenile presents a time sequence of delinquent events and the systemic responses to them. The data indicate a progression of at-risk and delinquent behaviors resulting in prior admissions to a JCPC program and filing of prior delinquent complaints. The shared point of comparison for all sample participants is their risk and needs assessment at their current entry into the juvenile justice system. The seriousness of their current offense and the disposition of the current complaint (*i.e.*, closed, diverted, dismissed, or adjudicated) are also important factors for consideration. The three-year follow-up period details any further involvement sample juveniles incurred with subsequent admissions to JCPC programs, subsequent delinquent complaints, and adult arrests.

In this context, subsequent JCPC admissions are a response to the juveniles' prior at-risk and delinquent involvement, as well as their risk of reoffending and assessment of needs. Based on the findings, those admitted to a JCPC during follow-up had more prior contacts, more serious sample offenses, and higher levels of risk and needs. Juveniles admitted to a JCPC also had higher adult arrest rates – the primary outcome measure of recidivism in the study – than juveniles with no subsequent JCPC admission.

These results raise better-informed questions, but point to further work both on the part of the DACJJ and the Sentencing Commission, in search for answers about the sample's profile of juvenile justice involvement, including but not singling out JCPC participation, and their adult criminal justice involvement.

Recommendations based on the report's findings encompass several areas. Risk and needs assessments – available for the first time for this study and emerging as a crucial variable in predicting future behavior – should be re-validated (including empirically determined risk and needs levels), and administered to all JCPC referrals (*i.e.*, to both at-risk and court-involved juveniles). A comprehensive profile of juvenile risk and needs factors is an essential component in identifying the proper treatment programs, and determining whether the programs are targeting the appropriate juveniles for services, as well as whether appropriate services are being provided.

The next challenge is using this information not only to match juveniles with a proven evidence-based program, but also examine what is available, accessible, and affordable. Another important program variable is the degree to which the program effectively delivers the service as modeled (*i.e.*, the fidelity of the program). An important consideration for certain groups of juveniles, especially those with low risk and needs, is the “first do no harm” principle of weighing the benefit of some intervention versus none.

As noted in the Commission's prior reports, further improvements in data collection are recommended to better evaluate the relationship between JCPC participation and future recidivism. The data should include a sufficient set of identifiers, and more detailed information regarding program participation (*e.g.*, length, intensity). More complete JCPC information should be available in the future with the implementation of the DACJJ's NCALLIES.

The DACJJ has also created an assessment tool to evaluate the effectiveness of individual JCPC programs – the Standardized Program Evaluation Protocol (SPEP).<sup>38</sup> While the current study provides information about the risk profile and recidivism of court-involved juveniles for the six broad categories of JCPC programs, SPEP will provide a measure of the service effectiveness of the programs within the six categories.

Ultimately, the data available still leave unanswered the question as to the effectiveness of JCPC programs. A more complete profile of the juveniles involved; a more comprehensive understanding of the variety of JCPC programs, and an exploration of the match between the two should help in answering questions about what works and for whom.

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<sup>38</sup> The DACJJ contracted with Dr. Mark Lipsey and Dr. James Howell to create a tool (SPEP) to evaluate the effectiveness of community programs. See the DACJJ's website at <https://www.ncdps.gov/Index2.cfm?a=000003,002476,002483,002482,002504> for additional information about SPEP.

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## **APPENDIX A**

### Juvenile Disposition Chart and Dispositional Options

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### Juvenile Disposition Chart

Offense Classification	Delinquency History Level		
	Low 0-1 point	Medium 2-3 points	High 4 or more points
<b>Violent</b> Class A-E felonies	Level 2 or 3	Level 3	Level 3
<b>Serious</b> Class F-I felonies Class A1 misdemeanors	Level 1 or 2	Level 2	Level 2 or 3
<b>Minor</b> Class 1-3 misdemeanors	Level 1	Level 1 or 2	Level 2

#### Offense Classification (G.S. 7B-2508)

Violent – Adjudication of a Class A through E felony offense.

Serious – Adjudication of a Class F through I felony offense or a Class A1 misdemeanor.

Minor – Adjudication of a Class 1, 2, or 3 misdemeanor.

#### Delinquency History Levels (G.S. 7B-2507(c))

##### Points

For each prior adjudication of a Class A through E felony offense, 4 points.

For each prior adjudication of a Class F through I felony offense or a Class A1 misdemeanor offense, 2 points.

For each prior adjudication of a Class 1, 2, or 3 misdemeanor, 1 point.

If the juvenile was on probation at the time of the offense, 2 points.

##### Levels

Low – No more than 1 point.

Medium – At least 2, but not more than 3 points.

High – At least 4 points.

### Dispositional Options

<b>Level 1 Community</b>	<b>Level 2 Intermediate</b>	<b>Level 3 Commitment</b>
<ul style="list-style-type: none"> <li>• intensive substance abuse treatment program</li> <li>• excuse from school attendance</li> <li>• residential treatment program</li> <li>• in-home supervision</li> <li>• community-based program</li> <li>• custody</li> <li>• restitution up to \$500</li> <li>• nonresidential treatment program</li> <li>• not associate with specified persons</li> <li>• community service up to 100 hours</li> <li>• victim-offender reconciliation</li> <li>• probation</li> <li>• no driver's license</li> <li>• intermittent confinement up to 5 days</li> <li>• fine</li> <li>• not be in specified places</li> <li>• curfew</li> <li>• wilderness program</li> <li>• supervised day program</li> </ul>	<ul style="list-style-type: none"> <li>• intensive substance abuse treatment program</li> <li>• residential treatment program</li> <li>• intensive nonresidential treatment program</li> <li>• wilderness program</li> <li>• group home placement</li> <li>• intensive probation</li> <li>• supervised day program</li> <li>• regimented training program</li> <li>• house arrest with/without electronic monitoring</li> <li>• suspension of more severe disposition w/conditions</li> <li>• intermittent confinement up to 14 days</li> <li>• multipurpose group home</li> <li>• restitution over \$500</li> <li>• community service up to 200 hours</li> </ul>	<ul style="list-style-type: none"> <li>• 6 month minimum confinement</li> <li>• minimum 90 day post-release supervision</li> </ul>

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## **APPENDIX B**

### JCPC Program Component Types

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## JCPC PROGRAM COMPONENT TYPES<sup>39</sup>

### Residential Services Components:

- 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 run away from home, are homeless, or otherwise need short term care (15 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.

### Clinical Treatment Components:

- Counseling: Professional, clinical treatment with a licensed counselor or therapist. Counseling services may be individual, family, group or substance abuse counseling. The focus of counseling is to resolve any of a range of problems including but limited to interpersonal relationships, problem behavior, or substance use or abuse.
- Sex Offender Treatment: Outpatient assessment and/or therapeutic services to juvenile offenders targeting inappropriate sexual conduct and offending behavior with a clear focus on rehabilitation and accountability of the offender. Practiced primarily in groups, the treatment is family focused, has designated follow-up procedures, and is generally legally mandated.
- 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.

### Evaluation or Assessment Components:

- Clinical Assessments or Psychological Evaluations: Clinical Evaluations and Assessments, including Psychological Evaluations performed to help court counselors and judges recommend the most appropriate consequences and treatment for court involved youth.

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<sup>39</sup> As found in the North Carolina Department of Public Safety's, *Juvenile Crime Prevention Council Report*, Raleigh, NC: North Carolina Department of Public Safety and the Division of Adult Correction and Juvenile Justice, February 1, 2015 ([https://www.ncdps.gov/div/JJ/DPS\\_JCPC\\_Special\\_Provisions\\_%20Report\\_2015\\_2\\_1.pdf](https://www.ncdps.gov/div/JJ/DPS_JCPC_Special_Provisions_%20Report_2015_2_1.pdf)).

### **Restorative Components:**

- Mediation/Conflict Resolution: Services offering a private process of negotiation conducted by a neutral, third party person, a mediator. These programs offer immediate and short-term involvement with youth to focus on resolving negative and/or offending behaviors. Mediation is a consensual decision-making process by parties who work towards a mutual understanding to resolve a problem or dispute. Mediators do not counsel or give advice but facilitate communication among parties as they work to reach their own decisions regarding resolution of their conflict.
- Restitution/Community Service: Services that provide 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: Services that provide diversion from juvenile court where trained adult 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: Services that provide opportunities for matching of adult volunteers with delinquent or at-risk youth on a one-on-one basis. After recruitment, screening and training, the mentor spends time with the juvenile on a regular basis and engages in activities such as sports, movies, and helping with homework. The mentor provides support, friendship, advice, and/or assistance to the juvenile.
- Interpersonal Skill Building: Curriculum-based programming that assists juveniles with developing the social skills required for an individual to interact in a positive way with others. The basic 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: Services that focus on psychological, behavioral, emotional, or interpersonal issues faced by a parent(s) or guardian (s) of a juvenile engaging in problem behaviors or delinquent acts. This service 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: Services that provide activities to juveniles as a basis to develop skills. Activities may be highly related to the acquisition of the skill (*i.e.* Independent living skills training taught through life skills practice such as balancing a checkbook, laundry) or activities may include adventure, physical or challenging activities aimed to instruct, demonstrate, and allow the practice of effective interpersonal, problem-solving, and/or communication skills in an effort to build pro-social interpersonal skills and behaviors.

- Tutoring/Academic Enhancement: Services that assist juveniles with 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 Skills Development: Services that focus on preparing the juvenile to enter the work force through actual employment opportunities, 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.

**Community Day Programs:**

- Juvenile Structured Day: Services that provides a highly structured and supervised setting for juveniles who are short-term or long-term suspended from school or are exhibiting behaviors 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.

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## **APPENDIX C**

### Risk and Needs

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## Risk Assessment

### NORTH CAROLINA ASSESSMENT OF JUVENILE RISK OF FUTURE OFFENDING

Juvenile Name (F, M, L)		DOB:
SS#:	County of Residence:	
Juvenile Race: <input type="checkbox"/> White <input type="checkbox"/> Black <input type="checkbox"/> Native American <input type="checkbox"/> Latino <input type="checkbox"/> Asian <input type="checkbox"/> Multi-racial <input type="checkbox"/> Other		
Juvenile Gender: <input type="checkbox"/> Male <input type="checkbox"/> Female		
Date Assessment Completed:		Completed by:

**Instructions:** Complete each assessment item R1 to R9 using the best available information. Check the numeric score associated with each item response and enter it on the line to the right of the item. Total the item scores to determine the level of risk and check the appropriate risk level in R10. Identify the most serious current offense in R11. Assessment items R1-R5 are historical in nature and should be answered based on the juvenile's lifetime. Items R6 and R7 should be evaluated over the 12 months prior to the assessment. R8-R9 should be evaluated as of the time of the assessment. Use the Comments section at the end as needed for additional information or clarification.

- |            |   | Score                      |
|------------|---|----------------------------|
| <b>R1.</b> | <b>Age when first delinquent offense alleged in a complaint:</b> Check appropriate score and enter the actual age   |                            |
|            | a. Age 12 or over or no delinquent complaint  | 0 <input type="checkbox"/> |
|            | b. Under age 12   | 2 <input type="checkbox"/> |
|            | Actual age: _____   |                            |
| <b>R2.</b> | <b>Number of undisciplined or delinquent referrals to Intake</b> (Referrals are instances of complaints coming through the Intake process. A referral may include multiple complaints; for example, breaking or entering and larceny, or multiple larcenies or other offenses that occur at one time.)  |                            |
|            | a. Current referral only  | 0 <input type="checkbox"/> |
|            | b. 1 Prior referral   | 1 <input type="checkbox"/> |
|            | c. 2-3 Prior referrals  | 2 <input type="checkbox"/> |
|            | d. 4+ Prior referrals   | 3 <input type="checkbox"/> |
| <b>R3.</b> | <b>Most serious prior adjudication(s).</b> Enter the actual number of prior adjudications for each class of offense shown in b through e then check the score for <u>only</u> the <b>most serious</b> offense for which there has been a prior adjudication. <b>The maximum possible score for this item is 4.</b>  |                            |
|            | a. No Prior Adjudications   | 0 <input type="checkbox"/> |
|            | b. Prior Undisciplined # of adjudications:  | 1 <input type="checkbox"/> |
|            | c. Prior Class 1-3 misdemeanors # of adjudications:   | 2 <input type="checkbox"/> |
|            | d. Prior Class F-I felonies or A1 misdemeanors # of adjudications:  | 3 <input type="checkbox"/> |
|            | e. Prior Class A-E felonies # of adjudications:   | 4 <input type="checkbox"/> |
| <b>R4.</b> | <b>Prior Assaults:</b> "Assault" is defined as any assaultive behavior, whether physical or sexual, with or without a weapon as evidenced by a prior delinquent complaint. Record the number of complaints for each assault category shown. Then check the score for the assault category with the highest numerical score. <b>The maximum possible score for this item is 5.</b> |                            |
|            | a. No assaults  | 0 <input type="checkbox"/> |
|            | b. Involvement in an affray # of complaints:  | 1 <input type="checkbox"/> |
|            | c. Yes, without a weapon # of complaints:   | 2 <input type="checkbox"/> |
|            | d. Yes, without a weapon, inflicting serious injury # of complaints:  | 3 <input type="checkbox"/> |
|            | e. Yes, with a weapon # of complaints:  | 4 <input type="checkbox"/> |
|            | f. Yes, with a weapon inflicting serious injury # of complaints:  | 5 <input type="checkbox"/> |
| <b>R5.</b> | <b>Runaways (from home or placement):</b> "Runaway" is defined as absconding from home or any placement and not voluntarily returning within twenty-four (24) hours as evidenced by a complaint, motion for review, or from reliable information. Check appropriate score.  |                            |
|            | a. No   | 0 <input type="checkbox"/> |
|            | b. Yes  | 2 <input type="checkbox"/> |
|            | Actual number of runaway incidents: _____   |                            |
| <b>R6.</b> | <b>Known use of alcohol or illegal drugs during past 12 months:</b> Do not include tobacco in scoring this item. Check appropriate score.   |                            |
|            | a. No known substance use   | 0 <input type="checkbox"/> |
|            | b. Some substance use, need for further assessment  | 1 <input type="checkbox"/> |
|            | c. Substance abuse, assessment and/or treatment needed  | 3 <input type="checkbox"/> |

- R7. School behavior problems during the prior 12 months:** Check appropriate score.
- a. No problems (Enrolled, attending regularly) 0
  - b. Minor problems (attending with problems handled by teacher/school personnel, or 1-3 unexcused absences/truancy) 1
  - c. Moderate problems (4 to 10 unexcused absences /truancy, or 1 or more in-school suspensions or 1 short-term suspension – up to 10 days) 2
  - d. Serious problems (more than 1 short-term suspension, or 1 or more long-term suspension, or more than 10 unexcused absences or expelled/dropped out.) 3
- R8. Peer relationships:** Check appropriate score. Put check in the line following appropriate information
- a. Peers usually provide good support and influence 0
  - b. Youth is rejected by pro-social peers , or youth sometimes associates with others who have been involved in delinquent/criminal activity but is not primary peer group  1
  - c. Youth regularly associates with others who are involved in delinquent/criminal activity 3
  - d. Youth is a gang member  or associates with a gang  5
- R9. Parental supervision:** (Score the current responsible parental authority) Check appropriate score.
- a. Parent, guardian or custodian willing and able to supervise 0
  - b. Parent, guardian or custodian willing but unable to supervise 2
  - c. Parent, guardian or custodian unwilling to supervise 3

<b>R10.</b>	<b>TOTAL RISK SCORE</b>	<b>0</b>
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Check Risk Level:     Low risk (0-7)     Medium Risk (8-14)     High Risk (15+)

**R11.** Completed before or after adjudication: (check) before  after   
 Most serious offense alleged /adjudicated in current complaint/petition:

Statute number: \_\_\_\_\_

Class offense:  A-E Felony     F-I Felony, A1 Misdemeanor     Class 1-3 Misdemeanor  
 Undisciplined

Note: Risk level is to be considered along with the current offense.

**COMMENTS:**

## Needs Assessment

### NORTH CAROLINA ASSESSMENT OF JUVENILE NEEDS

Juvenile Name (F, M, L)		DOB:
SS#:	County of Residence:	
Juvenile Race: <input type="checkbox"/> White <input type="checkbox"/> Black <input type="checkbox"/> Native American <input type="checkbox"/> Latino <input type="checkbox"/> Asian <input type="checkbox"/> Multi-racial <input type="checkbox"/> Other		
Juvenile Gender: <input type="checkbox"/> Male <input type="checkbox"/> Female		
Date Assessment Completed:	Completed by:	

**Instructions:** Complete each needs assessment item using the best available information. Check the score associated with the most appropriate item choice and enter the number on the line to the left of the item. Items that are of a current nature should be considered as of the time of the assessment unless a time period for consideration is noted. Assessment items that are historical in nature (Y6 and F5) should be answered based on the juvenile or family member's lifetime. Total the points for all items to determine the total need score and then check the appropriate needs level (low, medium or high). Complete the information source checklist. Finally, identify at least three priority needs for constructing a case plan and appropriate service interventions. Give additional information as needed in the Comments section.

#### YOUTH NEEDS

##### Score

##### Y1. Peer Relationships

- \_\_\_\_\_ 0  a. Peers usually provide good support and influence.  
 2  b. Youth is rejected by pro-social peers.  
 3  c. Youth sometimes associates with others who have been involved in delinquent/criminal activity but this is not a primary peer group.  
 4  d. Youth regularly associates with others who are involved in delinquent/criminal activity.  
 5  e. Youth is a gang member  or associates with a gang .
- Name of gang \_\_\_\_\_

##### Y2. School Behavior/Adjustment

- \_\_\_\_\_ 0  a. No problems. Youth is attending regularly , graduated , or has GED .
- 1  b. Minor problems. Work effort , or disciplinary problems  that were handled by classroom teacher/school personnel or 1-3 unexcused absences/truancy .
- 3  c. Moderate problems. Youth has 4 to 10 unexcused absences , or received 1 or more in-school suspensions , or 1 short-term suspension (i.e. less than 10 days) .
- 4  d. Serious problems. Youth has dropped out of school , or been expelled , or received more than one short-term suspension , or one long-term suspension (10 days or more) , or has more than 10 unexcused absences .

##### Y3. General Academic Functioning

- \_\_\_\_\_ 0  a. Generally functioning above or at grade level , or is placed in appropriate Exceptional Children's program .
- 3  b. Generally functioning below grade level. Needs an educational evaluation , or has identified Exceptional Children's needs that are unserved .

Check Assessed Exceptional Children's needs: Autism , Behaviorally Emotionally Disabled , Deaf/Blind , Gifted/Talented , Hearing Impaired , Mentally Disabled , Multi-handicapped , Orthopedically Impaired , Other Health Impaired , Pregnant Student , Specific Learning Disabled , Speech/Language Impaired , Traumatic Brain Injury , Visually Impaired

##### Y4. Substance Abuse within past 12 months. Do not consider tobacco in this item.

- \_\_\_\_\_ 0  a. No known substance use.  
 1  b. Some substance use, need for further assessment.  
 3  c. Substance abuse, assessment and/or treatment needed.
- Check all that apply: Denial  Refusal of treatment   
 Unmet need for treatment  Prior treatment failures  Currently in treatment

Describe substance abuse noted above by type: (check all that apply, leave blank if none)

- Cocaine  Amphetamines  Opiates  Inhalants   
 Alcohol  Cannabinoids  Other

**Y5. Juvenile Parent Status**

- 0  a. Juvenile is not a parent.  
1  b. Juvenile is a parent, but does *not* have custody of child.  
2  c. Juvenile is a parent  or an expectant parent  but has adequate childcare support.  
4  d. Juvenile is a parent  or an expectant parent  but inadequate childcare support.  
Number of children \_\_\_\_\_

**Y6. History of Victimization by Caregiver Or Others**

- 0  a. No history or evidence of physical, sexual, or emotional abuse or neglect or other criminal victimization.  
2  b. Victimization with appropriate support. History or evidence of physical, sexual, or emotional abuse or neglect or other criminal victimization with appropriate response to protect against subsequent victimization.  
3  c. Victimization without support. One or more incidents of victimization; failure to protect against subsequent victimization.  
Check all that apply to the youth: physical abuse , sexual abuse , emotional abuse , neglect , criminal victimization , other \_\_\_\_\_

**Y7. Sexual Behavior During Past 12 Months**

- 0  a. No apparent problem.  
2  b. Behavior that needs further assessment such as use of pornography , obscene phone calls , voyeurism , uses sexually explicit language or gestures  or other \_\_\_\_\_.  
3  c. Engages in sexual practices that are potentially dangerous to self or others .  
4  d. Youth's sexual adjustment/behavior results in victimization of others . May use sexual expression/behavior to attain power and control over others .

**Y8. Mental Health**

- 0  a. No need for mental health care indicated.  
1  b. Has mental health needs that are being addressed.  
3  c. Behavior indicates a need for additional mental health assessment  or treatment .
- Check all behaviors that apply:
- |  |  |                                  |                                    |
|--|--|----------------------------------|------------------------------------|
| Withdrawn <input type="checkbox"/>             | Self mutilation <input type="checkbox"/> | Sad <input type="checkbox"/>     | Runs away <input type="checkbox"/> |
| Confused <input type="checkbox"/>              | Hallucinations <input type="checkbox"/>  | Anxious <input type="checkbox"/> | Fights <input type="checkbox"/>    |
| Sleep problems <input type="checkbox"/>        | Eating problems <input type="checkbox"/> | Angry <input type="checkbox"/>   | Restless <input type="checkbox"/>  |
| Risk-taking/impulsive <input type="checkbox"/> | Other _____                              |                                  |                                    |
- Diagnosis (from MH professional) \_\_\_\_\_

**Y9. Basic Physical Needs/Independent Living**

- 0  a. Youth is living with parents, guardian or custodian. Basic needs for food, shelter and protection are met.  
1  b. Youth is in temporary residential care or shelter  or living independently with basic needs for food, shelter and protection being met .2  c. Youth is living with parents, guardian or custodian. Basic needs are not being met. Food needs not met , shelter needs not met , protection needs not met .3  d. Youth is living independently. Basic needs are not being met. Food needs not met , shelter needs not met , protection needs not met .

**Y10. Health & Hygiene (exclude Mental Health Conditions)**

- 0  a. No apparent problem.  
1  b. Youth has medical , dental , health/ hygiene education  needs which do not impair functioning. Youth uses tobacco products .2  c. Youth has physical handicap  or chronic illness  that limits functioning and the condition is being treated.  
3  d. Youth has physical handicap  or chronic illness  that limits functioning and the condition is not being treated. Youth does not comply with prescribed medication  or has an unmet need for prescribed medication .

Juvenile Name (F, M, L)	DOB:
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**FAMILY NEEDS:** Answer the following questions about the juvenile's primary family. The primary family is the juvenile's natural family or the family unit that the juvenile is living with on a permanent basis. If the juvenile is placed away from home, the questions should be answered about the "family" to which the juvenile will be returning. Make any needed clarifying comments in the comment section.

**F1. Conflict in the Home Within Past 12 Months**

- 0  a. The home environment is relatively supportive; there are no problems that require outside intervention.
- 2  b. Marital or domestic discord resulting in emotional or physical conflict (without serious injury) with spouse, partner, and/or child(ren) . Family members avoid contact with each other .
- 4  c. Domestic violence resulting in injury or the involvement of law enforcement and/or domestic violence programs . Restraining orders/criminal complaints  substantiated abuse .

Check if there is a history of domestic discord  or domestic violence .

**F2. Supervision Skills**

- 0  a. Adequate skills. Parent makes rules for youth and generally enforces them; parent attempts to keep track of the child's activities and uses discipline when needed; youth respects parent for the most part.
- 2  b. Marginal skills. Parent may make rules, but has difficulty enforcing them  or youth often engages in inappropriate activities without parent's knowledge  or parent does not react with necessary sanctions when rules are broken  or parents say they are having difficulty controlling the juvenile .
- 4  c. Inadequate. Parent supports juvenile's delinquency/independence or excuses it  or parent refuses responsibility for youth  or abandons youth .

**F3. Disabilities of Parent, Guardian or Custodian**

- 0  a. Parent, guardian or custodian has no known disabilities that interfere with parenting.
- 2  b. Parent, guardian or custodian's ability to provide for youth is impaired by serious mental health disorder  or a serious health problem  or other disability .

**F4. Substance Abuse Within the Past 3 Years By Household Members (Do not include juvenile.)**

- 0  a. No evidence of alcohol or drug abuse.
- 3  b. One or more household members abuse alcohol or drugs.
- Indicate all that apply: Parent is abuser  Sibling is abuser   
 Other household member is abuser  Unmet need for treatment  Denial   
 Refusal of treatment  Prior treatment failures  Job loss   
 DWI  Other conflict with the law  Abusive/destructive behavior
- Describe substance use/abuse noted above by type (check all that apply, leave blank if none)
- Cocaine  Amphetamines  Opiates   
 Alcohol  Cannabinoids  Other \_\_\_\_\_

**F5. Family Criminality**

- 0  a. No family member (including siblings) has been convicted/adjudicated for criminal acts.
- 1  b. Parents, guardian or custodian and/or siblings have record of convictions/adjudications.  
 Parent, guardian or custodian conviction  Sibling conviction/adjudication
- 3  Parent, guardian or custodian and/or siblings are currently incarcerated, or are on probation or parole (give relationship and status) \_\_\_\_\_ or are known gang members .

<b>0</b>	<b>Total Needs Score</b>
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- Check Needs Level:**  Low (0-12)  Medium (13-22)  High (23+)
- Sources of information: Check all that apply
- Juvenile  Mother  Father  Other Caregiver   
 Sibling  Other relative  School  Victim   
 Neighbor  Law Enforcement  DSS  Mental Health   
 Others \_\_\_\_\_

**ASSESSMENT OF NEEDS COMMENTS:**

**ASSESSMENT OF JUVENILE RISK OF FUTURE OFFENDING and  
ASSESSMENT OF JUVENILE NEEDS**

**SUMMARY AND RECOMMENDATION**

<b>Juvenile Name (F, M, L)</b>	
<b>SS#:</b>	<b>DOB:</b>
<b>Date of Assessment and Recommendation</b>	

**Total Risk Score** \_\_\_\_\_ **Low Risk (0-7)**      **Medium Risk (8-14)**      **High Risk (15+)**  
**Total Needs Score** \_\_\_\_\_ **Low Needs (0-12)**      **Medium Needs (13-22)**      **High Needs (23+)**

After completing each Needs Assessment item, review the findings and determine the youth's priority needs i.e., those behaviors which must be addressed by service interventions to deter future delinquent behavior. Then enter the priority needs in the boxes below (enter the priority needs item reference; i.e., Y1, Y2 or F3, etc.) and briefly describe the service intervention recommended. The Needs Assessment plus the Risk Assessment provide the basic information for constructing the case plan.

<b>Priority Needs</b>	<b>Services Recommended</b>
1.	
2.	
3.	
Other:	

**Comments:**

**Table C.1**

**Number of Juveniles by Subsequent JCPC Status, Level of Involvement, Jurisdiction, and Completed Risk/Needs Assessments**

Subsequent JCPC Status and Level of Involvement	N	# with Risk/Needs Assessments	Juvenile Justice Jurisdiction		Criminal Justice Jurisdiction	
			N	# with Risk/Needs Assessments	N	# with Risk/Needs Assessments
<b>JCPC</b>	<b>7,386</b>	<b>6,984</b>	<b>7,039</b>	<b>6,657</b>	<b>6,067</b>	<b>5,763</b>
Adjudicated	3,401	3,321	3,137	3,067	2,970	2,898
Diverted	2,724	2,599	2,665	2,546	2,121	2,032
Dismissed and Closed	1,261	1,064	1,237	1,044	976	833
<b>No JCPC</b>	<b>8,556</b>	<b>7,327</b>	<b>7,715</b>	<b>6,654</b>	<b>6,732</b>	<b>5,787</b>
Adjudicated	1,740	1,643	1,503	1,422	1,543	1,458
Diverted	1,916	1,786	1,864	1,741	1,368	1,282
Dismissed and Closed	4,900	3,898	4,348	3,491	3,821	3,047
<b>Total</b>	<b>15,942</b>	<b>14,311</b>	<b>14,754</b>	<b>13,311</b>	<b>12,799</b>	<b>11,550</b>
Adjudicated	5,141	4,964	4,640	4,489	4,513	4,356
Diverted	4,640	4,385	4,529	4,287	3,489	3,314
Dismissed and Closed	6,161	4,962	5,585	4,535	4,797	3,880

SOURCE: NC Sentencing and Policy Advisory Commission, FY 2010/11 Juvenile Recidivism Sample

**Table C.2**  
**Risk Level and Needs Level by Level of Involvement and Subsequent JCPC Status**

Level of Involvement	N	Risk Level					
		Low Risk			Medium/High Risk		
		JCPC %	No JCPC %	n	JCPC %	No JCPC %	n
<b>Adjudicated</b>	4,964	56.6	48.0	2,669	43.4	52.0	2,295
<b>Diverted</b>	4,385	88.6	92.4	3,954	11.4	7.6	431
<b>Dismissed and Closed</b>	4,962	73.7	86.6	4,161	26.3	13.4	801
<b>Total</b>	<b>14,311</b>	<b>71.1</b>	<b>79.4</b>	<b>10,784</b>	<b>28.9</b>	<b>20.6</b>	<b>3,527</b>
Level of Involvement	N	Needs Level					
		Low Needs			Medium/High Needs		
		JCPC %	No JCPC %	n	JCPC %	No JCPC %	n
<b>Adjudicated</b>	4,964	47.2	45.4	2,315	52.8	54.6	2,649
<b>Diverted</b>	4,385	79.9	86.6	3,624	20.1	13.4	761
<b>Dismissed and Closed</b>	4,962	73.6	86.2	4,142	26.4	13.8	820
<b>Total</b>	<b>14,311</b>	<b>63.4</b>	<b>77.1</b>	<b>10,081</b>	<b>36.6</b>	<b>22.9</b>	<b>4,230</b>

Note: There were 1,631 juveniles with a missing risk and/or needs assessment excluded from this table, 402 with a subsequent JCPC admission and 1,229 without a subsequent JCPC admission.

SOURCE: NC Sentencing and Policy Advisory Commission, FY 2010/11 Juvenile Recidivism Sample

**Table C.3  
Risk/Needs Levels by Subsequent JCPC Status**

Risk Level	Need Level		Percent (Number) by Risk Level
	Low	Medium/High	
<b>Low</b>	64.3% (9,210)	11.0% (1,574)	75.3% (10,784)
	JCPC: 56.8% (3,967)	JCPC: 14.3% (1,001)	JCPC: 71.1% (4,968)
	No JCPC: 71.6% (5,243)	No JCPC: 7.8% (573)	No JCPC: 79.4% (5,816)
<b>Medium/High</b>	6.1% (871)	18.6% (2,656)	24.7% (3,527)
	JCPC: 6.6% (462)	JCPC: 22.3% (1,554)	JCPC: 28.9% (2,016)
	No JCPC: 5.6% (409)	No JCPC: 15.0% (1,102)	No JCPC: 20.6% (1,511)
<b>Percent (Number) by Needs Level</b>	70.4% (10,081)	29.6% (4,230)	100.0% (14,311)
	JCPC: 63.4% (4,429)	JCPC: 36.6% (2,555)	JCPC: 48.8% (6,984)
	No JCPC: 77.1% (5,652)	No JCPC: 22.9% (1,675)	No JCPC: 51.2% (7,327)

Note: There were 1,631 juveniles with a missing risk and/or needs assessment excluded from this table, 402 with a subsequent JCPC admission and 1,229 without a subsequent JCPC admission.

SOURCE: NC Sentencing and Policy Advisory Commission, FY 2010/11 Juvenile Recidivism Sample