

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 (2016)

May 1, 2017

This page was intentionally left blank.

Effectiveness of Programs Funded by Juvenile Crime Prevention Councils



North Carolina Sentencing and Policy Advisory Commission

P.O. Box 2448
Raleigh, NC 27602
(919) 890-1470
www.ncspac.org

The Honorable W. Erwin Spainhour
Chairman

Michelle Hall
Executive Director

**NC SENTENCING AND POLICY ADVISORY COMMISSION
MEMBERSHIP**

Hon. W. Erwin Spainhour, Chairman
Superior Court Judge

Art Beeler
Lieutenant Governor's Appointee

Ilona Kusa
NC Victim Assistance Network

Hon. Charles E. Brown
NC District Court Judges' Association

Hon. Floyd McKissick
State Senator

Sheriff James E. Clemmons
NC Sheriffs' Association

Dr. Harvey Lee McMurray
Academic Member

Lisa Costner
NC Bar Association

Hon. Allen McNeill
State Representative

Hon. Warren Daniel
State Senator

Robert C. Montgomery
NC Attorney General's Office

Louise Davis
NC Community Sentencing Association

Luther Moore
NC Retail Merchants' Association

Hon. Richard A. Elmore
NC Court of Appeals

Hon. Fred G. Morrison, Jr.
Justice Fellowship

Hon. Robert C. Ervin
NC Conference of Superior Court Judges

Hon. Shirley B. Randleman
State Senator

Hon. John Faircloth
State Representative

Hon. June Ray
NC Association of Clerks of Superior Court

Christopher Fialko
NC Advocates for Justice

Billy J. Sanders
Commission Chairman's Appointee

Willis Fowler
NC Post-Release Supervision & Parole Commission

Hon. Thomas Thompson
NC Association of County Commissioners

David Guice
NC Department of Public Safety

(Vacant)
NC Association of Chiefs of Police

Hon. Darren Jackson
State Representative

(Vacant)
Private Citizen, Governor's Appointee

Hon. Maureen Krueger
NC Conference of District Attorneys

**NC SENTENCING AND POLICY ADVISORY COMMISSION
STAFF**

Michelle Hall

Executive Director

John Madler

Associate Director for Policy, Staff Attorney

Ginny Hevener

Associate Director for Research

Tamara Flinchum

Senior Research & Policy Associate

Rebecca Murdock

Senior Research & Policy Associate

Sara Perdue

Senior Research & Policy Associate

John King

Research & Policy Associate

Jennifer Wesoloski

Research & Policy Associate

Shelley Kirk

Administrative Secretary

TABLE OF CONTENTS

CHAPTER ONE: STUDY DIRECTIVE AND METHODOLOGY	1
Introduction.....	1
History of Community-Based Programming Prior to JCPC Programs.....	1
Establishment and Development of JCPCs	2
The JCPC Process: Planning, Funding, and Monitoring	3
Planning and Funding.....	3
Monitoring and Evaluation	3
Description of the JCPC Population and Programs	4
Residential Services	5
Clinical Treatment.....	5
Evaluation or Assessment	5
Restorative.....	5
Structured Activities.....	5
Community Day Programs	6
Methodology and Recidivism Measures	6
Sample Selection	6
<i>Figure 1.1: Court Status by Subsequent JCPC Status</i>	8
Data Sources.....	8
Report Enhancements	9
<i>Figure 1.2: Old Risk Level and New Risk Level by Risk Score</i>	9
<i>Table 1.1: Old Risk Level by New Risk Level</i>	10
Report Outline	10
CHAPTER TWO: STATISTICAL PROFILE BY SUBSEQUENT JCPC STATUS AND JCPC PROGRAMS	11
Sample Selection	11
Sample Profile.....	11
<i>Table 2.1: Personal Characteristics of Juveniles by Subsequent JCPC Status</i>	12
<i>Figure 2.1: Prior Juvenile Justice Contacts by Subsequent JCPC Status</i>	12
<i>Table 2.2: Most Serious Sample Offense by Subsequent JCPC Status</i>	13
<i>Figure 2.2: Risk Level and Needs Level by Subsequent JCPC Status</i>	14
<i>Table 2.3: Select Risk and Needs Indicators</i>	15
Characteristics of JCPC Programs and Admissions.....	16
<i>Figure 2.3: JCPC Program Category</i>	16
<i>Table 2.4: Risk and Needs Levels by JCPC Program Category</i>	17
<i>Table 2.5: JCPC Program Completion by JCPC Program Category</i>	17
<i>Table 2.6: Program Completion by Risk and Needs Levels and JCPC Program Category</i>	18
Summary.....	18
CHAPTER THREE: RECIDIVISM AND SUBSEQUENT JCPC STATUS	20
Three-Year Follow-Up Period and Time at Risk.....	20
<i>Figure 3.1: Legal Jurisdiction by Subsequent JCPC Status: Three-Year Follow-Up</i>	20
Adult Recidivism	20
Recidivism Outcomes (Adult Arrests): Three-Year Follow-Up	21
<i>Table 3.1: Adult Arrests by Subsequent JCPC Status: Three-Year Follow-Up</i>	21
Court Status and Adult Arrests.....	21

Personal Characteristics and Adult Arrests.....	21
<i>Figure 3.2: Adult Arrests by Court Status and Subsequent JCPC Status:</i>	
<i>Three-Year Follow-Up</i>	22
<i>Table 3.2: Adult Arrests by Personal Characteristics and Subsequent JCPC Status:</i>	
<i>Three-Year Follow-Up</i>	22
Prior Juvenile Justice Involvement and Adult Arrests.....	23
<i>Figure 3.3: Adult Arrests by Prior Juvenile Justice Involvement and Subsequent JCPC Status:</i>	
<i>Three-Year Follow-Up</i>	23
Most Serious Sample Offense and Adult Arrests.....	23
<i>Table 3.3: Adult Arrests by Most Serious Sample Offense and Subsequent JCPC Status: Three-</i>	
<i>Year Follow-Up</i>	24
Risk and Needs Levels and Adult Arrests.....	24
<i>Figure 3.4: Adult Arrests by Risk and Needs Levels and Subsequent JCPC Status:</i>	
<i>Three-Year Follow-Up</i>	25
JCPC Program Categories and Adult Arrests	26
<i>Table 3.4: Adult Arrests by JCPC Program Category and Court Status: Three-Year</i>	
<i>Follow-Up</i>	26
<i>Table 3.5: Adult Arrests by Risk Level and JCPC Program Category: Three-Year</i>	
<i>Follow-Up</i>	27
<i>Table 3.6: Adult Arrests by Needs Level and JCPC Program Category: Three-Year</i>	
<i>Follow-Up</i>	28
<i>Figure 3.5: Adult Arrests by JCPC Program Category and Program Completion:</i>	
<i>Three-Year Follow-Up</i>	28
JCPC Admission Sample and Overall Recidivism	29
<i>Figure 3.6: JCPC Admission Sample: Two-Year Follow-Up</i>	29
Sample Profile.....	29
<i>Figure 3.7: Personal Characteristics, JCPC Admission Sample: Two-Year</i>	
<i>Follow-Up</i>	30
<i>Figure 3.8: Risk Level Distribution by JCPC Admission, JCPC Admission Sample: Two-Year</i>	
<i>Follow-Up</i>	30
Overall Recidivism Rates.....	31
<i>Table 3.7: Recidivism Rates for Juvenile Complaints and Adult Arrests by JCPC Admission,</i>	
<i>JCPC Admission Sample: Two-Year Follow-Up</i>	31
<i>Figure 3.9: Recidivism Rates by Court Status and JCPC Admission, JCPC Admission Sample:</i>	
<i>Two-Year Follow-Up</i>	31
<i>Figure 3.10: Recidivism Rates by JCPC Admission and Risk Level, JCPC Admission Sample:</i>	
<i>Two-Year Follow-Up</i>	32
<i>Table 3.8: Recidivism Rates by Risk Level and JCPC Program Category, JCPC Admission</i>	
<i>Sample: Two-Year Follow-Up</i>	33
Summary.....	33
CHAPTER FOUR: CONCLUSIONS	35
Subsequent JCPC Admission and Recidivism (Adult Arrests)	35
<i>Table 4.1: Summary Profile of Juveniles with and without a Subsequent JCPC Admission:</i>	
<i>Three-Year Follow-Up</i>	35
JCPC Admission Sample and Overall Recidivism (Subsequent Complaints and/or Adult Arrests).....	36
Conclusions and Policy Implications.....	37

APPENDIX A: JUVENILE DISPOSITION CHART AND DISPOSITION ALTERNATIVES	39
APPENDIX B: JCPC PROGRAM COMPONENT TYPES.....	42
APPENDIX C: RISK AND NEEDS.....	46

LIST OF ACRONYMS

CBA	Community-Based Alternatives
CCH	Computerized Criminal History
DACJJ	Division of Adult Correction and Juvenile Justice
DHHS	Department of Health and Human Services
DJJDP	Department of Juvenile Justice and Delinquency Prevention
DPS	Department of Public Safety
DYS	Division of Youth Services
FY	Fiscal Year
G.S.	General Statute
JCPC	Juvenile Crime Prevention Councils
JJ	Juvenile Justice
NCALLIES	A Local Link to Improve Effective Services
NC-JOIN	North Carolina Juvenile Online Information Network
SBI	State Bureau of Investigation

CHAPTER ONE STUDY DIRECTIVE AND METHODOLOGY

Introduction

The Juvenile Justice Reform Act of 1998 specified that only effective Juvenile Crime Prevention Council (JCPC) programs should receive state funding.¹ In the 2007 Session of the North Carolina 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:

§ 164-49. Biennial report on effectiveness of JCPC grant recipients.

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 2013 juvenile recidivism sample to select admissions to JCPC programs,² is the fourth 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 (DHHS) in its Division of Youth Services (DYS), which also provided oversight for the confinement facilities for court-involved youth (i.e., training schools and detention centers). This marked the first major effort at the state level to bring

¹ N.C. Gen. Stat. (hereinafter G.S.) 143B-1104(a)(1).

² The FY 2013 Juvenile Recidivism report can be found at <http://www.nccourts.org/Courts/CRS/Councils/spac/Publication/Recidivism/JuvenileRec.asp>.

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, DJJDP was authorized to coordinate and administer all services associated with the juvenile justice system, including community-based programming. With DJJDP assuming more of a leadership and oversight role than had previously existed under the DYS, operations for programming became more centralized. With the 2012 reorganization of the Department of Public Safety (DPS), the responsibilities of DJJDP were assumed by 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 threefold. First, each council must go through an annual planning process in order to produce a plan of action for the expenditure of JCPC funds.³ 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.⁴ Additionally, these dispositional options must meet minimum standards adopted by DACJJ.⁵ Third, JCPCs are charged with fulfilling other specified duties on an ongoing basis.⁶

The position of specialist/area consultant, which existed in the former community programming system, was retained within DACJJ to serve as a liaison between 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. 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 compares services that are needed to ones that are currently in operation in the particular county.

Once this annual plan is 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 DACJJ standards are forwarded to DACJJ for approval.

Monitoring and Evaluation

Once a JCPC receives confirmation from DACJJ of its funding and funded programs have begun operating, a council commences its process of monitoring and evaluating the performance of programs

³ G.S. 143B-851 (a).

⁴ See Appendix A for detailed information about the Juvenile Disposition Chart and Dispositional Alternatives.

⁵ G.S. 143B-851 (b).

⁶ G.S. 143B-851 (c).

and managing funds over the course of the year. As noted in DACJJ policies, the monitoring and evaluation is a shared responsibility between the JCPCs and DACJJ, 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.

DACJJ plays a role in monitoring the JCPC programs and in providing technical assistance and training to local councils through the work of area consultants. Currently, there are 12 area consultants who are assigned to various counties in the Eastern, Central, Piedmont, and Western regions of the state. DACJJ policy states that area consultants are responsible for monitoring the compliance with provisions of the contractual agreement between the program and DACJJ for both newly funded and existing JCPC programs. For new programs, area consultants provide orientation training, review program implementation, offer technical assistance through on-site visit(s), and review compliance with program-specific standards of operation within the program's first year of JCPC funding. For existing programs, area consultants continue to offer technical support and to review program compliance with the standards set by DACJJ. Area consultants make on-site visits to existing programs at least every three years at which time a lengthy monitoring review report is completed. At any time that an area consultant determines that a program has violated provisions of the contract, DACJJ 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 complaint⁷ 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 2016, almost 600⁸ JCPC programs were funded in counties across the state. Listed below are the six broad groups into which each program-based service is categorized.⁹ All funded JCPC program services must meet DACJJ minimum standards for their design, implementation, and operation. (See Appendix B for a more detailed description of individual program services.)

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

⁸ See <https://www.ncdps.gov/Juvenile-Justice/Community-Programs> for more information.

⁹ Refer to DPS's *Juvenile Crime Prevention Council Report*, for additional information (<https://www.ncdps.gov/juvenile-crime-prevention-council-report-2017>).

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
- Home-Based Family Counseling
- Psycho-Educational Supportive Counseling¹⁰

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 Training¹¹
- Guided Growth¹²
- Prevention Services¹³

¹⁰ 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).

¹¹ Ibid.

¹² Ibid.

¹³ Ibid.

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 2016, there were 22,829 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.¹⁴

Methodology and Recidivism Measures

The current study involved matching the Sentencing Commission's FY 2013 juvenile recidivism sample into DACJJ's A Local Link to Improve Effective Services (NCALLIES) database to identify juveniles admitted to a JCPC program within three years following a decision on their first delinquent complaint in the sample 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. Using the juvenile recidivism sample as the starting point, a unique person-based identifier is obtained and, although challenges exist with the identification of sample 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 assessment data. This approach allows for comparison between court-involved juveniles with and without a subsequent JCPC admission in terms of personal characteristics, prior contact with the juvenile justice system, and risk and needs assessments.

With subsequent complaints, adult arrests, and subsequent JCPC admissions tracked from the point at which the juvenile entered the sample, the relative timing of recidivism and subsequent JCPC admissions is critical. It is important to establish which occurred first. A high percentage of subsequent complaints for juveniles that occurred during the three-year follow-up period also occurred *prior to* a juvenile's admission to a JCPC program. As a result, adult arrests are used as the primary measure of recidivism for most of the analyses in the report.¹⁵

Sample Selection

The study sample included all 14,120 juveniles identified in North Carolina Juvenile Online Information Network (NC-JOIN) who had at least one delinquent complaint brought to the attention of the juvenile justice system between July 1, 2012 and June 30, 2013 (i.e., FY 2013 juvenile recidivism sample). Based on the first decision that was made regarding their case in FY 2013, they were assigned to one of four levels of involvement – juveniles with complaints that were closed (n=3,031), diverted (n=4,789), dismissed (n=1,654), or adjudicated (n=4,646).¹⁶ (See Figure 1.1.) If more than one decision or event

¹⁴ Refer to DPS's *Juvenile Crime Prevention Council Report*, for additional information (<https://www.ncdps.gov/juvenile-crime-prevention-council-report-2017>).

¹⁵ All recidivist adult arrests examined for this study occurred *following* a juvenile's admission to a JCPC program.

¹⁶ Overall, the average number of days from the juvenile's delinquent complaint received to his/her sample event was 56, with a median of 26 days. Juveniles whose cases were dismissed had the longest average time between complaint received and sample event with 170 days and a median of 126 days, followed by those who were adjudicated with an average of 82 days and a median of 63 days. Juveniles whose cases were closed (with an average of 18 days and a median of 15 days) or diverted (with an average of 15 days and a median of 13 days) had the least amount of time from complaint received to sample event.

occurred on the same day, the juvenile was assigned to a group based on the most serious event, as determined by the level of involvement in the system from a closed case (least serious) to diversion, dismissal, and adjudication (most serious).

For the first time, these four groups were combined into two groups – no petition and petition – based on their court status. Of the FY 2013 sample, there were 7,820 juveniles whose cases did *not* have a petition filed for a court hearing by a court counselor (i.e., their cases were either closed or diverted¹⁷) and 6,300 juveniles whose cases did have a petition filed for a court hearing (i.e., their cases were either dismissed or adjudicated). A statistical profile of the juvenile sample is provided in the Sentencing Commission’s 2017 juvenile recidivism report.¹⁸

For the JCPC report, comparisons are made between juveniles admitted to a JCPC program during the three-year follow-up period (n=6,087, 43%) and those who were not admitted to a JCPC program during the three-year follow-up period (n=8,033, 57%), which is referred to as subsequent JCPC status in this report. 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.¹⁹ Second, if a participant had two admissions on the first admission date, and one was for an assessment, then the non-assessment admission was selected.²⁰

Thirty-seven percent of the juveniles with no petition were subsequently admitted to a JCPC program. Half of the juveniles who had a petition were subsequently admitted to a JCPC program. Among juveniles with a subsequent JCPC admission, the average number of months to their first JCPC admission was 5 with a median of 1 month. Juveniles with and without a petition averaged the same number of months to their first JCPC admission (5 months).²¹

When examining the “no JCPC” group, it is important to recognize that these juveniles may have received other services aside from JCPC programming. No JCPC means the juvenile was not admitted to a JCPC program during the follow-up period; however, these juveniles may have participated in other programs not examined in this report (e.g., through private insurance, through other state agencies, etc.). It is not known whether or what percentage of the no JCPC group did receive other programming. If juveniles in the no JCPC group did participate in other programs, the types and extent of that programming they may have received is unknown.

¹⁷ For juveniles with a delinquent complaint that was diverted, their inclusion in the no petition filed for court group refers to the initial placement on a diversion plan or contract.

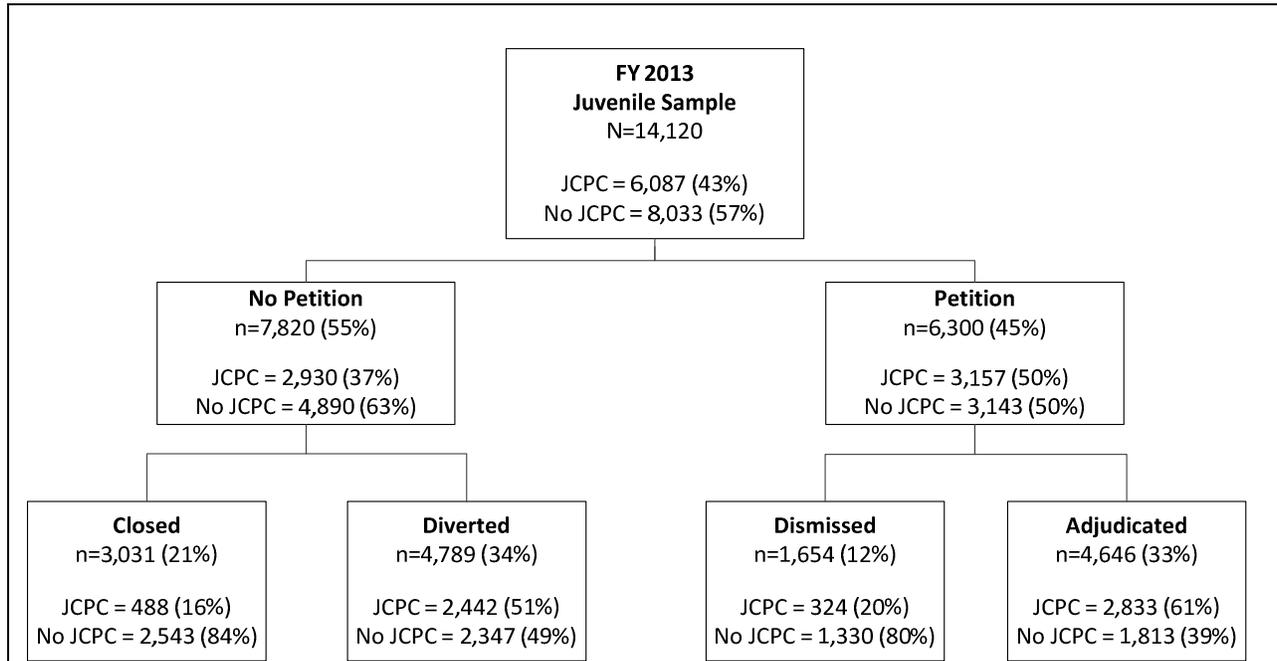
¹⁸ See the Sentencing Commission’s *Juvenile Recidivism Study: FY 2013 Juvenile Sample* at <http://www.nccourts.org/Courts/CRS/Councils/spac/Publication/Recidivism/JuvenileRec.asp>.

¹⁹ 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’s behavior. If all admissions were for psychological assessments, then the study included the earliest.

²⁰ If neither first admission was for an assessment, the admission with the greater number of days of service was selected. Likewise, if a participant had more than two admissions on the first admission date, the admissions for assessments were disregarded and the admission with the most days of service was selected.

²¹ 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 complaint, it is possible that the sample complaint resulted in a referral to a JCPC program.

**Figure 1.1
Court Status by Subsequent JCPC Status**



Definitions for the Juvenile Recidivism Sample Groups

All juveniles in the sample had at least one delinquent complaint. Their assignment to a group within the sample was based on the first decision that was made regarding the complaint in their case in FY 2013.

No Petition: Complaint was initially closed or diverted at intake by a court counselor and no petition was filed with the court.

- **Closed:** Complaint was closed at intake by a court counselor, with no further action required.
- **Diverted:** Complaint was diverted from court by a court counselor who developed a plan or contract for the juvenile to comply with certain conditions. Non-compliance with the plan or contract could later result in the filing of the complaint as a petition in juvenile court.

Petition: Complaint was filed as a petition with the allegations against the juvenile either dismissed or adjudicated by the court.

- **Dismissed:** Complaint was filed as a petition and dismissed by the court during the pre-adjudatory or adjudatory hearing.
- **Adjudicated:** Complaint was filed as a petition and the juvenile was adjudicated delinquent by the court. The adjudication may or may not have had a disposition entered in the time frame of the study.

SOURCE: NC Sentencing and Policy Advisory Commission, FY 2013 Juvenile Recidivism Sample

Data Sources

Information for this report was collected from DPS:

- NC-JOIN, 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.²²

²² 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, and subsequent delinquent complaints include all felonies and misdemeanors. Data on

- NCALLIES, DACJJ’s management information system for JCPC data, includes 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 arrests²³ for the sample.²⁴

Report Enhancements

A major enhancement was made to the data provided for this report. Based on findings from the Sentencing Commission’s 2015 juvenile recidivism studies^{25,26} and a subsequent recommendation from the Commission, DACJJ re-normed their juvenile risk assessment instrument to reflect five levels of risk, RL1 (lowest) to RL5 (highest) levels. The previous cut-offs for risk level – low (0 to 7 points), medium (8 to 14 points), and high (15 or more points) – over-represented juveniles as being low risk. The re-normed risk levels more accurately reflect the risk of recidivism for juveniles. Figure 1.2 provides an illustration of the old risk levels compared to the new risk levels by risk score.²⁷

Figure 1.2
Old Risk Level and New Risk Level by Risk Score

		Old Risk Levels															
		Low					Medium					High					
Score:		0	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15+
		RL1	RL2	RL3	RL3	RL3	RL3	RL3	RL3	RL4	RL4	RL4	RL4	RL4	RL4	RL4	RL5
		New Risk Levels															

SOURCE: NC Department of Public Safety, Division of Adult Correction and Juvenile Justice, Juvenile Justice Section

Although the new risk levels were not implemented until 2016, this report utilizes the new levels so that the findings from this report would be more informative for potential policy recommendations. For the FY 2013 juvenile recidivism sample, Table 1.1 shows the shift from the three levels of risk (old risk level) to the five levels of risk (new risk level). The shaded areas indicate the shift from a lower level of risk to a higher level of risk (i.e., low to RL2, RL3, or RL4; medium to RL5).

infractions, local ordinances, and most North Carolina General Statutes Chapter 20 (hereinafter Chapter 20) (i.e., traffic) offenses were excluded from the analysis; only the more serious traffic offenses (e.g., felony) were included.

²³ Although the adult arrests had to occur within the follow-up, the date that the alleged offense occurred could have been prior to the follow-up period.

²⁴ SBI’s CCH data were used to determine recidivist arrests 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. Similar to the data extracted from DACJJ’s NC-JOIN, CCH data on infractions, local ordinances, and most Chapter 20 (i.e., traffic) offenses were excluded from the analysis; only the more serious traffic offenses (e.g., felony) were included.

²⁵ See the Sentencing Commission’s May 2015 *Juvenile Recidivism Study: FY 2010/11 Juvenile Sample* for further details at http://www.nccourts.org/Courts/CRS/Councils/spac/Documents/ncspacjuvrecid_j2015.pdf.

²⁶ See the Sentencing Commission’s May 2015 *Effectiveness of Programs Funded by Juvenile Crime Prevention Councils* for further details at http://www.nccourts.org/Courts/CRS/Councils/spac/Documents/JCPC_Final_Report_2015.pdf.

²⁷ For a discussion of the re-norming of the juveniles risk assessment, see DACJJ’s *Juvenile Justice Section 2015 Annual Report* (https://ncdps.s3.amazonaws.com/s3fs-public/documents/files/Annual%20Report%20Final%20Online%20Draft%209_26_16.pdf).

**Table 1.1
Old Risk Level by New Risk Level**

Old Risk Level	New Risk Level					#/% by Old Risk Level
	RL1 (lowest)	RL2	RL3	RL4	RL5 (highest)	
Low	947	2,527	4,851	1,671	0	9,996 76%
Medium	0	0	0	2,090	437	3,571 19%
High	0	0	0	0	625	345 5%
#/% by New Risk Level	947 7%	2,527 19%	4,851 37%	3,761 29%	1,062 8%	13,148 100%

Note: There were 972 juveniles with missing risk assessments excluded from the table.

SOURCE: NC Sentencing and Policy Advisory Commission, FY 2013 Juvenile Recidivism Sample

Additionally, in an effort to incorporate subsequent juvenile complaints as a recidivism measure, a JCPC admission sample was also created from the juvenile recidivism sample. The JCPC admission sample is comprised of two groups – JCPC admission and no JCPC admission. The JCPC admission sample allows for the use of a more comprehensive recidivism measure that includes both subsequent contacts with both the juvenile justice and criminal justice systems, based on a two-year follow-up period.

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 both adult recidivism outcomes over a three-year follow-up and overall recidivism outcomes over a two-year follow-up for juveniles with and without a JCPC admission. It presents information on recidivism in relation to personal characteristics, risk and needs levels, and JCPC program categories.

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

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, 2012 through June 30, 2013. 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 period.

Sample Selection

As mentioned in Chapter One, 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 2013: closed, diverted, dismissed, or adjudicated. These four groups were combined to create two groups based on their court status: 7,820 juveniles whose cases did *not* have a petition filed for a court hearing by a court counselor (i.e., closed and diverted groups) and 6,300 juveniles whose cases did have a petition filed for a court hearing (i.e., dismissed and adjudicated groups). A statistical profile of the juvenile sample as a whole and for these specific groups is provided in the Sentencing Commission’s 2017 juvenile recidivism report.²⁸ For the JCPC report, comparisons are made between juveniles admitted to a JCPC during the three-year follow-up period (n=6,087) and those who were not admitted to a JCPC during the three-year follow-up period (n=8,033), which is referred to as subsequent JCPC status in this report.

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 slightly more likely to be male compared to juveniles without a JCPC admission (73% and 71% respectively). Few racial differences existed between the two groups, except 38% with a JCPC admission were white compared to 33% without a JCPC admission. The JCPC group had higher percentages of juveniles between ages 12 and 14 at the time of their sample event (10%, 19%, and 27% respectively) than those without an admission to a JCPC program (9%, 15%, and 23% respectively). A greater percentage of juveniles with no JCPC admission were in the youngest age category and in the oldest age category – 5% were 6-9 years of age and 9% were 16 years or older (compared to 1% and 5% respectively for the juveniles with a JCPC admission).

As shown in Figure 2.1, juveniles with a subsequent JCPC admission were more likely than those without to have a prior complaint (37% and 29% respectively) and a prior JCPC admission (22% and 15% 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 (65% and 56% respectively).

²⁸ See the Sentencing Commission’s report titled *Juvenile Recidivism Study: FY 2013 Juvenile Sample* available at <http://www.nccourts.org/Courts/CRS/Councils/spac/Publication/Recidivism/JuvenileRec.asp>.

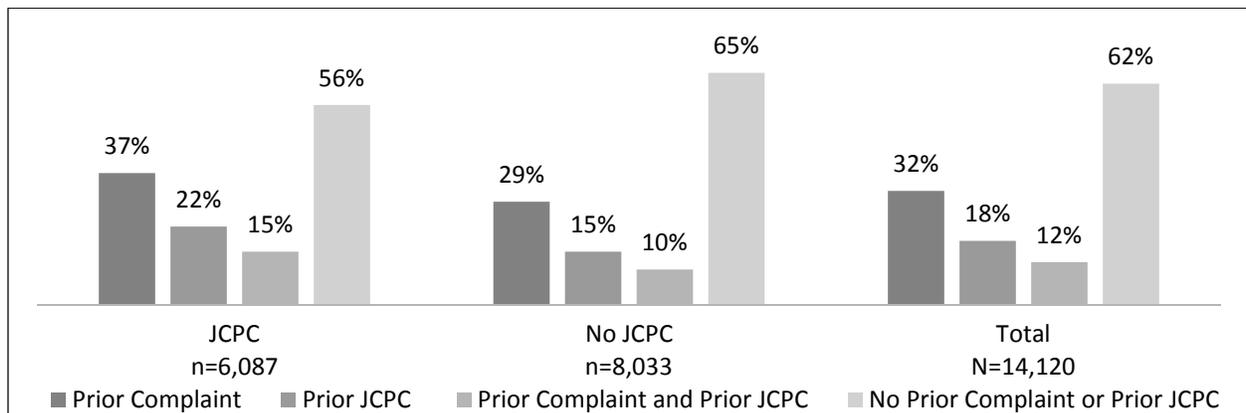
Table 2.1
Personal Characteristics of Juveniles by Subsequent JCPC Status

Personal Characteristics	JCPC n=6,087 %	No JCPC n=8,033 %	Total N=14,120 %
Gender			
Male	73	71	72
Female	27	29	28
Race/Ethnicity^a			
Black	50	52	51
White	38	33	35
Hispanic	8	10	9
Other	4	5	5
Age at Sample Event			
6-9 years	1	5	4
10 years	2	3	2
11 years	4	4	4
12 years	10	9	10
13 years	19	15	16
14 years	27	23	25
15 years	32	32	32
16+ years	5	9	7

^a 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 2013 Juvenile Recidivism Sample

Figure 2.1
Prior Juvenile Justice Contacts by Subsequent JCPC Status



SOURCE: NC Sentencing and Policy Advisory Commission, FY 2013 Juvenile Recidivism Sample

Differences in sample offense type, offense classification, and several other dimensions 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 (13% and 10% respectively). In line

Table 2.2
Most Serious Sample Offense by Subsequent JCPC Status

Most Serious Sample Offense	JCPC n=6,087 %	No JCPC n=8,033 %	Total N=14,120 %
Offense Type			
Felony	13	10	11
Misdemeanor	87	90	89
Offense Classification			
Violent			
Class A-E Felonies	1	2	2
Serious			
Class F-I Felonies	18	15	16
Class A1 Misdemeanors			
Minor			
Class 1-3 Misdemeanors	81	83	82
Crime Category			
Person	39	41	40
Property	32	29	31
Drug	10	10	10
Other	19	20	19
School-Based Offense			
No	41	41	41
Yes	59	59	59
Under JJ Supervision			
No	93	91	92
Yes	7	9	8

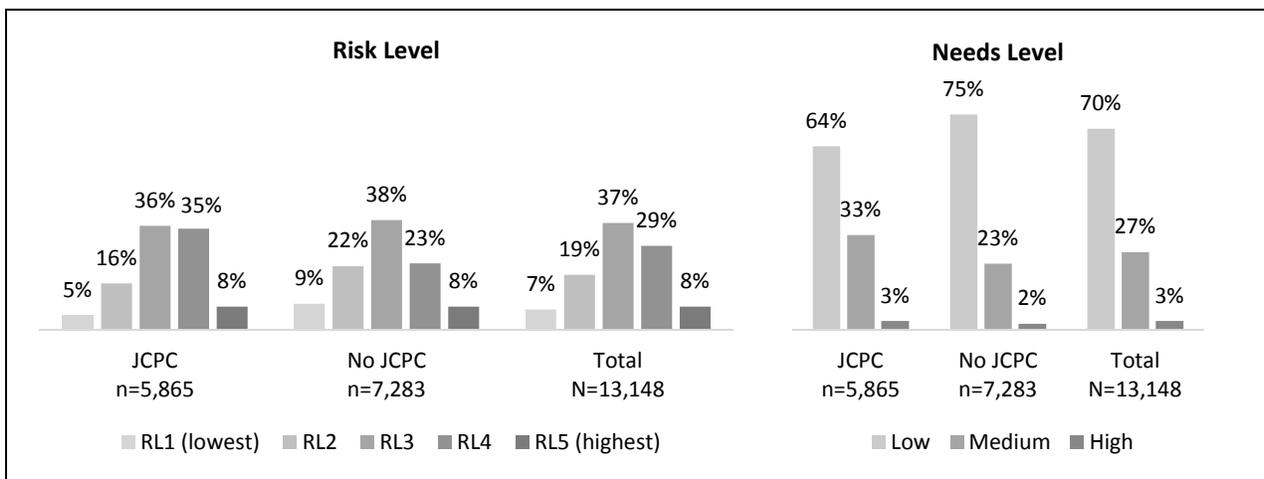
SOURCE: NC Sentencing and Policy Advisory Commission, FY 2013 Juvenile Recidivism Sample

with this finding, 18% of juveniles with a subsequent JCPC admission had a serious offense (Class F through I felony or Class A1 misdemeanor) compared to 15% of juveniles without a subsequent JCPC admission. When considering the crime category of the juveniles' sample offenses, a slightly greater percentage were in the property category for those juveniles with a subsequent JCPC admission (32% compared to 29%). Both the JCPC and no JCPC groups showed similar percentages for whether their

sample offenses were school-based offenses²⁹ or whether they were under juvenile justice supervision³⁰ at the time of their sample offense.

During the intake process, 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.³¹ Using the assessment instruments, separate risk and needs scores were computed for each juvenile, placing the juvenile in one of five levels of risk from RL1 (the lowest risk) to RL5 (the highest risk) and into low, medium, or high level for needs. Figure 2.2 shows juveniles without a JPCP admission were assessed in the lowest two risk levels in greater proportion than juveniles with a JPCP admission (31% and 21% respectively). Conversely, juveniles with a JPCP admission were assessed in RL4 in greater proportion than juveniles without a JPCP admission (35% and 23% respectively). Both groups had similar percentages of RL3 and RL5 assessments.

Figure 2.2
Risk Level and Needs Level by Subsequent JPCP Status



Note: There were 972 juveniles with a missing risk and/or needs assessment excluded from this figure, 222 with a subsequent JPCP admission and 750 without a subsequent JPCP admission.

SOURCE: NC Sentencing and Policy Advisory Commission, FY 2013 Juvenile Recidivism Sample

Figure 2.2 also shows that 75% of the juveniles without a JPCP admission were assessed as low needs while 64% of the juveniles with a JPCP admission were assessed as low needs. A greater percentage of

²⁹ A school-based offense is defined as an offense that occurs on school grounds, school property (e.g., buses), at a school bus stop, or at an off-campus school-sanctioned event (e.g., field trips, athletic competitions) or whose victim is a school (such as a false bomb report). School includes any public or private institution providing elementary (grades K-8), secondary (grades 9-12), or post-secondary (e.g., community college, trade school, college) education, but excludes home schools, preschools, and day cares.

³⁰ Under juvenile justice (JJ) supervision includes YDC commitment, probation supervision, post-release supervision, continuation of services, protective supervision, or other situations where a court counselor provides supervision and service for a juvenile.

³¹ 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. 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. Ninety percent of the juveniles with a risk and needs assessment had their assessments completed within 30 days. Of the juveniles with a subsequent JPCP admission, 96% had both risk and needs assessments completed, while 91% of juveniles without a subsequent JPCP admission had both assessments completed.

juveniles with a JCPC admission were assessed as medium needs than juveniles without a JCPC admission (33% and 23% respectively). Both groups were similar with respect to being assessed as high needs.

Table 2.3 provides more specific information on the risk and needs of the JCPC and no JCPC groups. The groups had similar percentages on many indicators. However, juveniles with a subsequent JCPC admission were more likely than those without to have: prior intake referrals (35% and 28% respectively); a need for mental health care indicated (68% and 54% respectively); an indication of family member’s involvement in criminal activity (41% and 31% respectively); substance abuse problems (31% and 24% respectively); and negative peer relationships (64% and 50% respectively).

Table 2.3
Select Risk and Needs Indicators

Risk and Needs Indicators	JCPC n=5,865 %	No JCPC n=7,283 %	Total N=13,148 %
Risk Assessment			
First Referral Before Age 12	14	16	15
Prior Intake Referrals	35	28	31
Prior Adjudications	15	14	14
Prior Assaults	15	13	14
Had Run Away	8	8	8
Had School Behavior Problems	87	81	83
Parents/Guardians Unwilling/Unable to Provide Parental Supervision	18	12	15
Needs Assessment			
Functioning Below Academic Grade Level	9	8	9
Juvenile Parent Status (i.e., is a parent)	1	1	1
History of Victimization	15	14	14
Risky Sexual Behavior	5	5	5
Need for Mental Health Care Indicated	68	54	60
Basic Needs Are Not Being Met	0	0	0
Impaired Functioning (i.e., medical, dental, health/hygiene)	1	1	1
Conflict in the Home	18	16	16
Parent, Guardian, or Custodian has Disabilities	4	3	3
One or More Members of Household have Substance Abuse Problems	9	6	7
Indication of Family Member’s Involvement in Criminal Activity	41	31	36
Combined Risk and Needs Indicators			
Substance Abuse	31	24	27
Gang Affiliation	5	4	5
Negative Peer Relationships	64	50	56

Note: There were 972 juveniles with a missing risk and/or needs assessment excluded from this table, 222 with a subsequent JCPC admission and 750 without a subsequent JCPC admission.

SOURCE: NC Sentencing and Policy Advisory Commission, FY 2013 Juvenile Recidivism Sample

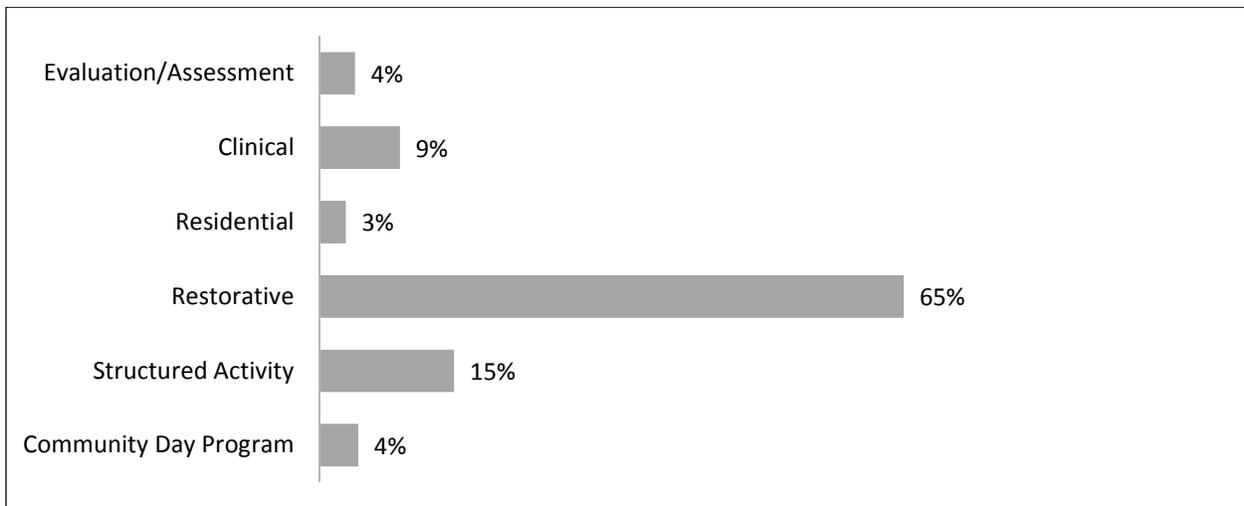
Characteristics of JCPC Programs and Admissions

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 DACJJ (92%), which is expected since all of the juveniles were court-involved. Other referral sources were school (4%), self/other (2%), DHHS (1%), parent/guardian (1%), and law enforcement (<1%).

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 2.3, the majority of juveniles with a subsequent JCPC admission were admitted to a restorative program (65%), followed by a structured activity program (15%), and a clinical program (9%). Residential programs had the fewest juvenile admissions (3%). Fifty-eight percent of the juveniles had a single program admission during the follow-up period, while 25% had two admissions, and 14% had three or four admissions. The remaining 3% of juveniles had five or more subsequent JCPC admissions during the follow-up period.

Figure 2.3
JCPC Program Category



SOURCE: NC Sentencing and Policy Advisory Commission, FY 2013 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 2.4 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 RL4 and RL5 juveniles (67% and 59% respectively) and also medium and high needs juveniles (61% and 47% respectively). Restorative and clinical programs had the highest percentage of RL1 and RL2 juveniles (23% and 21% respectively) and low needs juveniles (67% and 70% respectively).

Table 2.4
Risk and Needs Levels by JCPC Program Category

JCPC Program Category	N	% Risk Level					% Needs Level		
		RL1 (lowest)	RL2	RL3	RL4	RL5 (highest)	Low	Medium	High
Evaluation/Assessment	263	4	13	29	37	17	56	39	5
Clinical	538	3	18	37	35	7	70	28	2
Residential	146	4	9	20	43	24	39	52	9
Restorative	3,812	6	17	38	33	6	67	31	2
Structured Activity	891	3	13	35	40	9	58	38	4
Community Day Program	215	2	6	33	42	17	53	42	5
Total	5,865	5	16	36	35	8	64	33	3

Note: There were 222 juveniles with a missing risk and/or needs assessment excluded from this table.
SOURCE: NC Sentencing and Policy Advisory Commission, FY 2013 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 2.5 displays the distribution of completion rates by program category and reveals that some program categories had higher completion rates than others. Overall, 81% of juveniles with a

Table 2.5
JCPC Program Completion by JCPC Program Category

JCPC Program Category	N	% Program Completion		
		Successful	Satisfactory	Total
Evaluation/Assessment	273	89	5	94
Clinical	532	40	29	69
Residential	158	46	24	70
Restorative	3,928	78	7	85
Structured Activity	927	46	26	72
Community Day Program	226	49	28	77
Total	6,044	68	13	81

Note: There were 43 juveniles with a missing termination reason excluded from this table.
SOURCE: NC Sentencing and Policy Advisory Commission, FY 2013 Juvenile Recidivism Sample

subsequent JCPC admission completed their program. Evaluation/assessment programs had the highest rate of completion (94%) followed by restorative programs (85%). Clinical and residential JCPC programs had the lowest rates of completion (69% and 70% respectively).

As shown in Table 2.6, completion rates varied by risk and needs levels. Across all program categories, completion rates decreased as both risk and needs levels increased. Generally, this finding held within JCPC program categories as well.

Table 2.6
Program Completion by Risk and Needs Levels and JCPC Program Category

JCPC Program Category	N	% Program Completion							
		Risk Level					Needs Level		
		RL1 (lowest)	RL2	RL3	RL4	RL5 (highest)	Low	Medium	High
Evaluation/Assessment	263	100*	97	96	94	91	97	90	100*
Clinical	518	79*	76	69	66	65	71	67	62*
Residential	146	100*	69*	83	70	51	70	68	69*
Restorative	3,806	91	92	88	82	67	88	81	70
Structured Activity	879	83*	79	77	68	54	74	70	60
Community Day Program	214	100*	64*	79	81	62	78	76	70*
Total	5,826	90	88	85	79	66	84	78	70

Note: There were 261 juveniles with a missing termination reason or with a missing risk and/or needs assessment excluded from this table. Percentages with an asterisk (*) are based on 25 or fewer observations.

SOURCE: NC Sentencing and Policy Advisory Commission, FY 2013 Juvenile Recidivism Sample

Summary

Chapter Two examined the FY 2013 sample by JCPC status, comparing juveniles with and without a subsequent admission to a JCPC program. The groups had many similar personal characteristics; the JCPC group had a slightly higher proportion of white juveniles and a higher proportion of juveniles between the ages of 12 and 14.

Juveniles with a subsequent JCPC admission were more likely to have had a prior complaint, a prior JCPC admission, and a felony as their sample offense compared to juveniles without a subsequent JCPC admission.

Some differences were found when examining the groups in terms of their assessed risk and needs. Juveniles without a subsequent JCPC admission were more likely to be assessed in the lowest risk levels (RL1 and RL2), while juveniles with a subsequent JCPC admission were more likely to be assessed in the highest risk levels (RL4 and RL5). Although both groups had sizeable percentages assessed as low needs (75% for those without a subsequent JCPC admission compared to 64% for those with a subsequent JCPC admission), a greater proportion of juveniles with a subsequent JCPC admission were assessed as medium needs (33% compared to 23%).

A closer examination of the risk and needs indicators revealed a few other notable differences between the two groups. Among juveniles who received both a risk and needs assessment, juveniles with a subsequent JCPC admission were more likely than those without to have: prior intake referrals; a need for mental health care indicated; an indication of family member's involvement in criminal activity; substance abuse problems; and negative peer relationships.

The remainder of the chapter presented additional information on sample juveniles with JCPC programming. The vast majority (92%) of juveniles with a subsequent JCPC admission were referred to their program by DACJJ and a majority of them (65%) participated in a restorative program. Clinical and restorative programs had the largest percentages of juveniles assessed in the lowest risk levels (RL1 and RL2), as well as the highest percentages of juveniles assessed as low needs. Conversely, residential and community day programs had the highest percentages of juveniles assessed in the highest risk levels (RL4 and RL5), as well as the highest percentages of juveniles assessed as medium or high needs.

Overall, 81% of juveniles with a subsequent JCPC admission completed their programming either successfully or satisfactorily. Juveniles who participated in evaluation or restorative programming completed their programs at the highest rates (94% and 85% respectively), while juveniles admitted to clinical, residential, and structured activity programming completed their programs at the lowest rates (69%, 70%, and 72% respectively). Generally, as risk and needs levels increased, the rates of completion decreased regardless of the type of program.

The next chapter provides the recidivism results for the FY 2013 juvenile sample with a continued focus on the comparison between juveniles by subsequent JCPC status.

CHAPTER THREE RECIDIVISM AND SUBSEQUENT JCPC STATUS

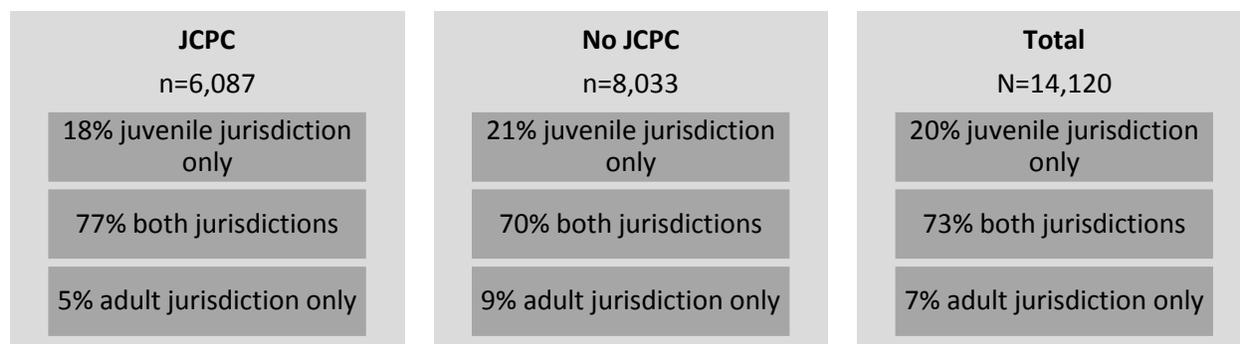
Juveniles in the FY 2013 sample with and without a subsequent JCPC admission were tracked in the adult criminal justice system to determine whether they reoffended during the three-year follow-up. The follow-up period was calculated individually by using the date a decision was reached in the juvenile’s case (e.g., diversion, adjudication) as the starting point.

In an effort to incorporate subsequent juvenile complaints as a recidivism measure, information is presented later in the chapter that includes both juvenile complaints and adult arrests (“overall recidivism”). An explanation of how subsequent juvenile complaints were incorporated using a two-year follow-up period is provided.

Three-Year 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 2013 sample reached the age of criminal responsibility during the three-year follow-up. Most juveniles (73%) spent at least a portion of the follow-up under both juvenile and adult jurisdictions (see Figure 3.1). Juveniles with a subsequent JCPC admission, having a greater portion aged 12-15 years, spent more time under both juvenile and adult jurisdictions (77%) compared to those without a subsequent JCPC admission (70%). A fixed follow-up period was used in an attempt to obtain the same “window of opportunity” for each juvenile to reoffend. However, the window of opportunity was not necessarily the same for each juvenile if confinement occurred during follow-up (e.g., admission to a detention center, commitment to a YDC, confinement in local jails or in prisons).

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



SOURCE: NC Sentencing and Policy Advisory Commission, FY 2013 Juvenile Recidivism Sample

Adult Recidivism

As described in Chapter One, the primary measure of recidivism in this Chapter is adult arrest. All recidivist adult arrests examined in this chapter occurred *following* a juvenile’s admission to a JCPC program.

For the adult arrest analysis, juveniles must have been under adult jurisdiction for some portion of the three-year follow-up period. For the overall recidivism analysis, which includes complaints and arrests, juveniles must have been under juvenile jurisdiction for some portion of the two-year follow-up period.

Recidivism Outcomes (Adult Arrests): Three-Year Follow-Up

As noted above, fingerprinted arrests were used as the outcome measure for recidivism for juveniles by subsequent JCPC status in the three-year follow-up analysis. 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. Of the juveniles with a subsequent JCPC admission, 23% had an adult arrest compared to 21% of those without a JCPC admission (see Table 3.1). However, juveniles with a subsequent JCPC admission had fewer total arrests (n=2,515) than juveniles without (n=2,966) and their average time to the first arrest was longer than for juveniles without a program admission (21 months and 19 months respectively).

**Table 3.1
Adult Arrests by Subsequent JCPC Status: Three-Year Follow-Up**

Subsequent JCPC Status	N	% Adult Arrest	Avg. # of Months to 1 st Arrest	# of Juveniles with Any Arrest	# of Arrests	Avg. # of Arrests
JCPC	5,005	23	21	1,171	2,515	2
No JCPC	6,313	21	19	1,303	2,966	2
Total	11,318	22	20	2,474	5,481	2

Note: Juveniles had to be under adult jurisdiction during the three-year follow-up to be included in this table; consequently, 2,802 juveniles who were under juvenile jurisdiction for the entire follow-up were excluded.
SOURCE: NC Sentencing and Policy Advisory Commission, FY 2013 Juvenile Recidivism Sample

Court Status and Adult Arrests

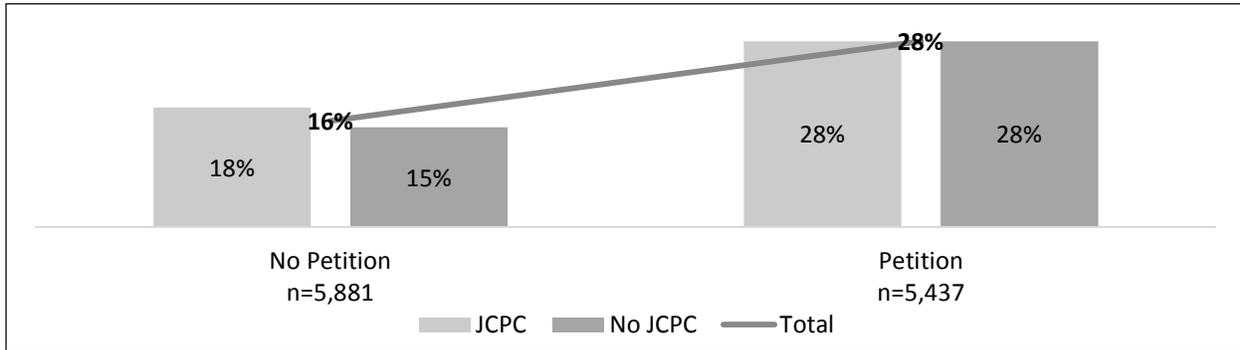
Sample juveniles were placed into two groups based on their court status (i.e., petition or no petition) as determined by the first decision that was made regarding their case in FY 2013.³² Figure 3.2 provides adult arrest rates for juveniles by subsequent JCPC status for the two groups. Juveniles with a petition filed at sample entry had the same arrest rate (28%) regardless of subsequent JCPC admission status. However, among juveniles without a petition filed at sample entry, juveniles with a subsequent JCPC admission had a slightly higher arrest rate than those without a subsequent JCPC admission (18% and 15% respectively).

Personal Characteristics and Adult Arrests

Table 3.2 examines adult arrests by certain personal characteristics and subsequent JCPC status. (See Table 2.1 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.

³² See Figure 1.1 in Chapter One for more information regarding the composition of the “petition” and “no petition” groups.

Figure 3.2
Adult Arrests by Court Status and 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, 2,802 juveniles who were under juvenile jurisdiction for the entire follow-up were excluded. SOURCE: NC Sentencing and Policy Advisory Commission, FY 2013 Juvenile Recidivism Sample

Table 3.2
Adult Arrests by Personal Characteristics and Subsequent JCPC Status: Three-Year Follow-Up

Personal Characteristics	JCPC	No JCPC	Total
	n=5,005 %	n=6,313 %	N=11,318 %
Gender			
Male	27	25	26
Female	14	11	12
Race/Ethnicity			
Black	28	25	27
White	18	15	16
Hispanic	20	15	17
Other	26	20	23
Age at Sample Event			
13 Years	10	7	8
14 Years	21	16	18
15 Years	31	26	28
16+ Years	37	36	36
Total	23	21	22

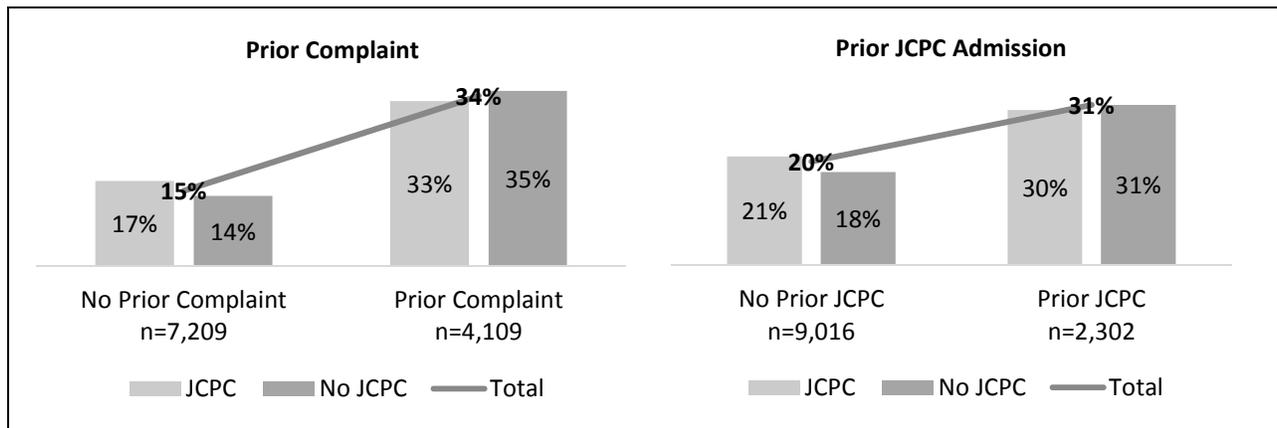
Note: Juveniles had to be under adult jurisdiction during the three-year follow-up to be included in this table; consequently, 2,802 juveniles who were under juvenile jurisdiction for the entire follow-up were excluded. Due to low percentages, American Indian, Asian, Pacific Islander, and multi-racial juveniles were combined with other/unknown into one category.

SOURCE: NC Sentencing and Policy Advisory Commission, FY 2013 Juvenile Recidivism Sample

Prior Juvenile Justice Involvement and Adult Arrests

Figure 3.3 examines the effects of prior involvement with the juvenile justice system on arrest rates. Juveniles with prior involvement in the juvenile justice system, whether a prior complaint or JCPC admission, had higher rates of adult arrest independent of their subsequent JCPC status. However, juveniles with prior contact with the juvenile justice system and a subsequent JCPC admission had slightly lower arrest rates than those with prior contact but without a subsequent JCPC admission (33% and 35% respectively for prior complaints and 30% and 31% respectively for prior JCPC admissions).

Figure 3.3
Adult Arrests by Prior Juvenile Justice Involvement and 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, 2,802 juveniles who were under juvenile jurisdiction for the entire follow-up were excluded. SOURCE: NC Sentencing and Policy Advisory Commission, FY 2013 Juvenile Recidivism Sample

Most Serious Sample Offense and Adult Arrests

Table 3.3 shows the adult arrest rates by most serious sample offense and subsequent JCPC status. Juveniles with a felony as their most serious sample offense and without a JCPC admission had a higher adult arrest rate (28%) than those with a JCPC admission (24%). Among those with a misdemeanor as their most serious sample offense, juveniles without a JCPC admission had a lower arrest rate (20%) than those with a JCPC admission (23%). Independent of JCPC status, adult arrest rates were higher for juveniles whose most serious sample offense was not a school-based offense, as well as for those who were under juvenile justice supervision at the time of their sample offense.

Table 3.3
Adult Arrests by Most Serious Sample Offense and Subsequent JCPC Status: Three-Year Follow-Up

Most Serious Sample Offense	JCPC n=5,005 %	No JCPC n=6,313 %	Total N=11,318 %
Offense Type			
Felony	24	28	26
Misdemeanor	23	20	21
Offense Classification			
Violent			
Class A-E Felonies	23	26	25
Serious			
Class F-I Felonies	23	27	25
Class A1 Misdemeanors			
Minor			
Class 1-3 Misdemeanors	23	19	21
Crime Category			
Person	20	19	19
Property	28	24	26
Drug	24	22	23
Other	23	19	21
School-Based Offense			
No	27	25	26
Yes	21	17	19
Under JJ Supervision			
No	22	18	20
Yes	37	39	38
Total	23	21	22

Note: Juveniles had to be under adult jurisdiction during the three-year follow-up to be included in this table; consequently, 2,802 juveniles who were under juvenile jurisdiction for the entire follow-up were excluded.
 SOURCE: NC Sentencing and Policy Advisory Commission, FY 2013 Juvenile Recidivism Sample

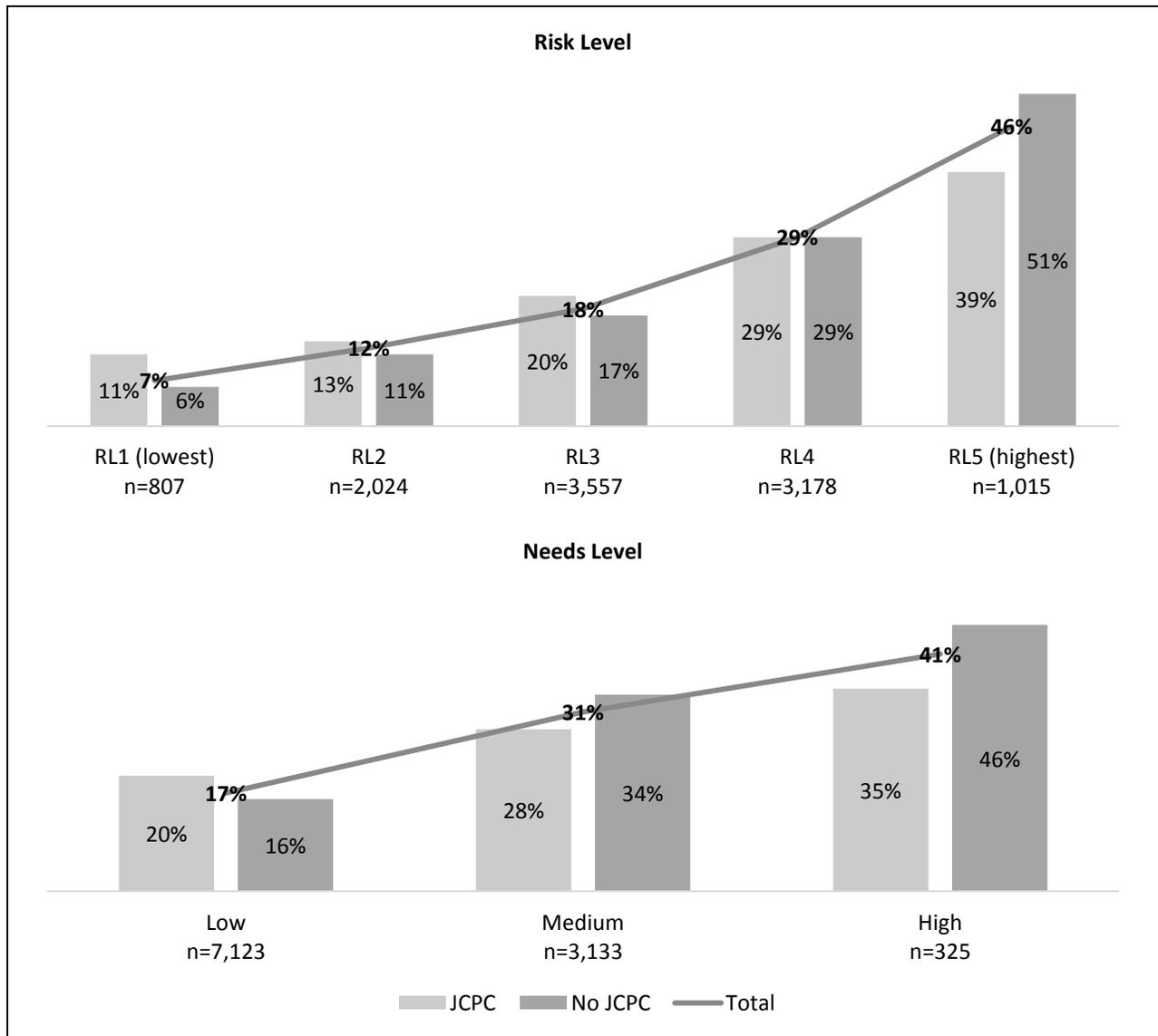
Risk and Needs Levels³³ and Adult Arrests

Based on risk and needs assessments administered to the juvenile recidivism sample, the majority of juveniles were assessed in the first three risk levels (63%), with the highest percentage being assessed in RL3 (37%). Seven percent of sample juveniles were assessed in the lowest risk level (RL1) and 8% of sample juveniles were assessed in the highest risk level (RL5). Overall, sample juveniles had increasingly

³³ See Chapter Two for a more detailed description of risk and needs assessments and Appendix C for a copy of the risk and needs assessment instruments.

higher arrest rates as their risk levels increased (see Figure 3.4). Juveniles assessed in RL1, RL2, or RL3 with a subsequent JCPC admission had higher arrest rates (11%, 13%, and 20% respectively) than similarly assessed juveniles without a subsequent JCPC admission (6%, 11%, and 17% respectively). No difference in arrest rates were observed for juveniles assessed in RL4 between those with and without a JCPC admission. However, those assessed in RL5 with a subsequent JCPC admission had a lower arrest rate (39%) than juveniles without (51%).

Figure 3.4
Adult Arrests by Risk and Needs Levels and 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, 2,802 juveniles who were under juvenile jurisdiction for the entire follow-up were excluded. In addition, there were 737 juveniles with missing risk and/or needs assessments excluded from this figure.
 SOURCE: NC Sentencing and Policy Advisory Commission, FY 2013 Juvenile Recidivism Sample

The majority of juveniles were assessed as low needs (70%). Overall, sample juveniles had increasingly higher arrest rates as their needs level increased (see Figure 3.4). Juveniles assessed as low needs with a subsequent JCPC admission had a higher arrest rate (20%) than juveniles assessed as low needs without a subsequent JCPC admission (16%). Admission to a JCPC program made more of a difference in the arrest rates of juveniles who were assessed as medium and high needs. Juveniles with a subsequent JCPC admission had a lower arrest rate among those assessed as medium needs (28%) than those without a subsequent JCPC admission (34%). This finding held among juveniles assessed as high needs where the arrest rate for juveniles with a subsequent JCPC admission (35%) was lower than those juveniles without a subsequent JCPC admission (46%).

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=5,005) by the six major program categories funded by JCPCs.³⁴ Table 3.4 provides arrest rates for the JCPC program categories overall and by court status.³⁵ Overall, restorative programs, which had the most admissions of the six categories, had the lowest arrest rate at 22% compared to the other JCPC program categories. Community day and

Table 3.4
Adult Arrests by JCPC Program Category and Court Status: Three-Year Follow-Up

	N	No Petition n=2,301 %	Petition n=2,704 %	Total N=5,005 %
JCPC Program Category				
Evaluation/Assessment	206	21	34	29
Clinical	443	19	28	23
Residential	138	28	31	30
Restorative	3,310	17	26	22
Structured Activity	723	20	30	26
Community Day Program	185	28	33	31
JCPC	5,005	18	28	23
No JCPC	6,313	n=3,580 15	n=2,733 28	N=6,313 21

Note: Juveniles had to be under adult jurisdiction during the three-year follow-up to be included in this table; consequently, 2,802 juveniles who were under juvenile jurisdiction for the entire follow-up were excluded.

SOURCE: NC Sentencing and Policy Advisory Commission, FY 2013 Juvenile Recidivism Sample

³⁴ See Chapter One and Appendix B for more information about the six broad JCPC categories and the specific program service types that comprise the six categories.

³⁵ The term “court status” reflects the outcome of the juvenile’s delinquent complaint and is based upon whether a petition was filed in the case. Complaints that were closed or diverted are categorized “no petition”; complaints that were adjudicated or dismissed are categorized “petition.”

residential programs, the most restrictive and controlling for the participants, had the highest arrest rates (31% and 30% respectively). For each JCPC program category, juveniles whose sample event included a petition being filed had higher adult arrest rates than juveniles whose sample complaint did not result in the filing of a petition. Court status appears to have the least effect on adult arrest rates for juveniles who participated in residential and community day programs, where the no petition/petition distinction yielded just three- and five- percentage point differences respectively. For the remaining four JCPC program categories, court status appears to have a larger effect on adult arrest rates with juveniles in the petition group having arrest rates at least nine percentage points higher than the juveniles in the no petition group.

Arrest rates by JCPC program categories were also examined based on risk and needs levels for the juvenile recidivism sample. Generally, juveniles who have been assessed at lower risk levels have lower arrest rates across all six JCPC program categories (see Table 3.5). Likewise, adult arrest rates increase as juveniles' needs increase regardless of JCPC program category (see Table 3.6). Comparing adult arrest rates between program categories is difficult due to the small number of low risk (RL1 and RL2) and high needs juveniles in the sample.

**Table 3.5
Adult Arrests by Risk Level and JCPC Program Category: Three-Year Follow-Up**

	N	Avg. Risk Score	RL1 (lowest) %	RL2 %	RL3 %	RL4 %	RL5 (highest) %	Total %
JCPC Program Category								
Evaluation/Assessment	202	8	22*	21*	23	25	51	29
Clinical	432	6	25*	14	15	32	41	23
Residential	130	9	0*	36*	23	38	26	30
Restorative	3,217	6	10	13	20	27	37	22
Structured Activity	691	7	12*	13	22	31	36	26
Community Day Program	176	8	0*	0*	22	37	47	32
JCPC	4,848	6	11	13	20	29	39	23
No JCPC	5,733	5	6	11	17	29	51	21

Note: Juveniles had to be under adult jurisdiction during the three-year follow-up to be included in this table; consequently, 2,802 juveniles who were under juvenile jurisdiction for the entire follow-up were excluded. In addition, there were 737 juveniles with missing risk and/or needs assessments excluded from this table. Percentages with an asterisk (*) are based on 25 or fewer observations.

SOURCE: NC Sentencing and Policy Advisory Commission, FY 2013 Juvenile Recidivism Sample

Table 3.6
Adult Arrests by Needs Level and JCPC Program Category: Three-Year Follow-Up

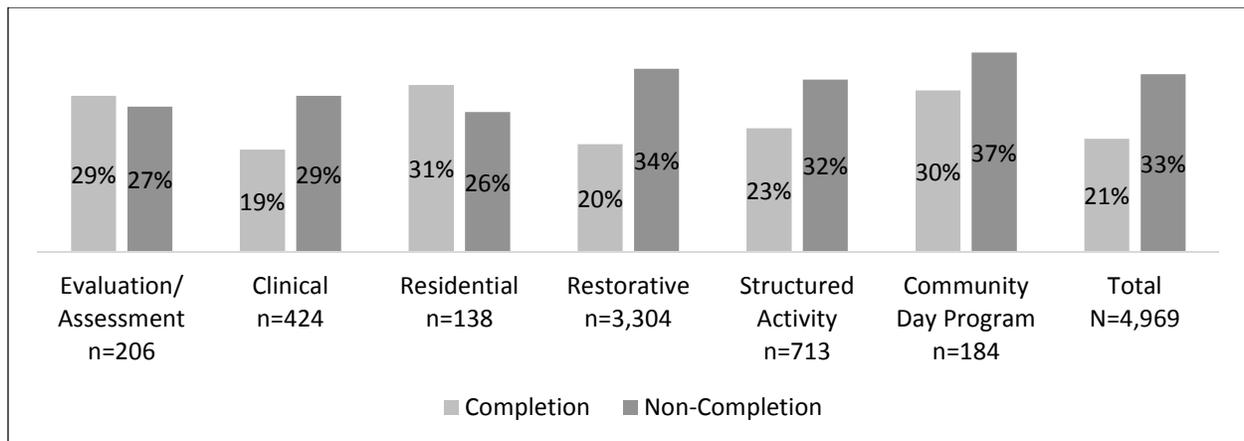
	N	Low %	Medium %	High %	Total %
JCPC Program Category					
Evaluation/Assessment	202	21	36	43*	29
Clinical	432	20	32	10*	23
Residential	130	29	25	58*	30
Restorative	3,217	19	27	30	22
Structured Activity	691	23	28	41	26
Community Day Program	176	27	36	44*	32
JCPC	4,848	20	28	35	23
No JCPC	5,733	16	34	46	21

Note: Juveniles had to be under adult jurisdiction during the three-year follow-up to be included in this table; consequently, 2,802 juveniles who were under juvenile jurisdiction for the entire follow-up were excluded. In addition, there were 737 juveniles with missing risk and/or needs assessments excluded from this table. Percentages with an asterisk (*) are based on 25 or fewer observations.

SOURCE: NC Sentencing and Policy Advisory Commission, FY 2013 Juvenile Recidivism Sample

Figure 3.5 examines arrest rates by program completion and non-completion for the six JCPC program categories. Overall, juveniles who completed the JCPC program had a lower arrest rate than non-completers (21% and 33% respectively). For the completers, the lowest arrest rates were found for

Figure 3.5
Adult Arrests by JCPC Program Category and Program Completion: Three-Year Follow-Up



Note: Juveniles had to be under adult jurisdiction during the three-year follow-up to be included in the analysis; consequently, 1,082 juveniles who were under juvenile jurisdiction for the entire follow-up were excluded. In addition, 36 juveniles who were missing completion status were excluded.

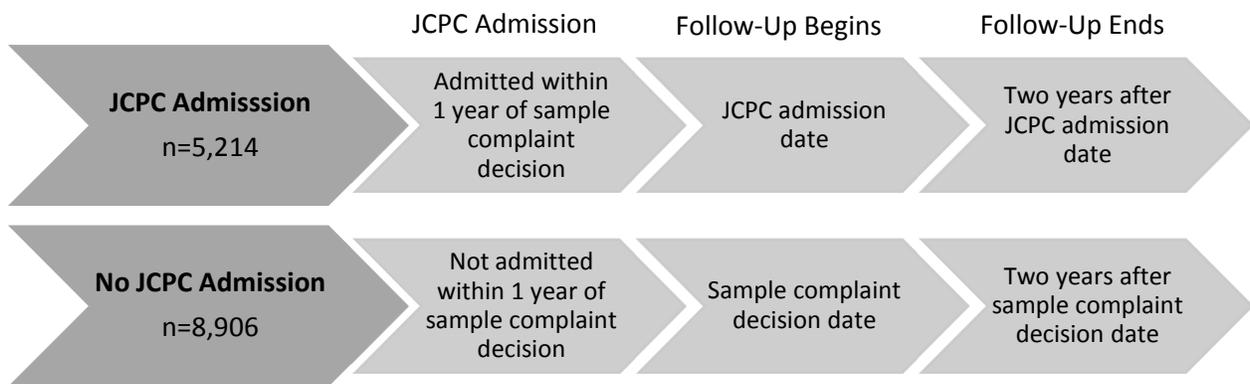
SOURCE: NC Sentencing and Policy Advisory Commission, FY 2013 Juvenile Recidivism Sample

juveniles in the clinical and restorative program categories (19% and 20% respectively) and the highest arrest rates for juveniles in the residential (31%), community day (30%), and evaluation/assessment (29%) program categories. For the non-completers, the lowest arrest rates were found for juveniles in the residential (26%) and clinical (29%) program categories, excluding the evaluation/assessment category's arrest rates due to the low number (n=11) of juveniles. The highest arrest rate among the non-completers was found for juveniles in the community day program (37%).

JCPC Admission Sample and Overall Recidivism

Up to this point in the chapter, adult arrests have been the primary recidivism measure and point of comparison between juveniles with and without a subsequent JCPC admission (i.e., JCPC status). In this section, however, the analysis shifts to a different JCPC sample. Both JCPC samples originate from the juvenile recidivism sample (N=14,120); however, this new JCPC admission sample (as illustrated in Figure 3.6) focuses on juveniles with a JCPC admission in the first year of follow-up (as compared to juveniles without a JCPC admission during this timeframe) – JCPC admission (n=5,214) and no JCPC admission (n=8,906).³⁶ The JCPC admission sample allows for the use of a more comprehensive recidivism measure that includes subsequent contacts with both the juvenile justice and criminal justice systems, while also taking into account the timing of recidivism.³⁷ Subsequent juvenile complaints and adult arrests during follow-up are combined into an “overall recidivism” measure. For the JCPC admission sample, a two-year follow-up period was calculated beginning on the day of their JCPC admission.

Figure 3.6
JCPC Admission Sample: Two-Year Follow-Up



SOURCE: NC Sentencing and Policy Advisory Commission, FY 2013 JCPC Admission Sample

Sample Profile

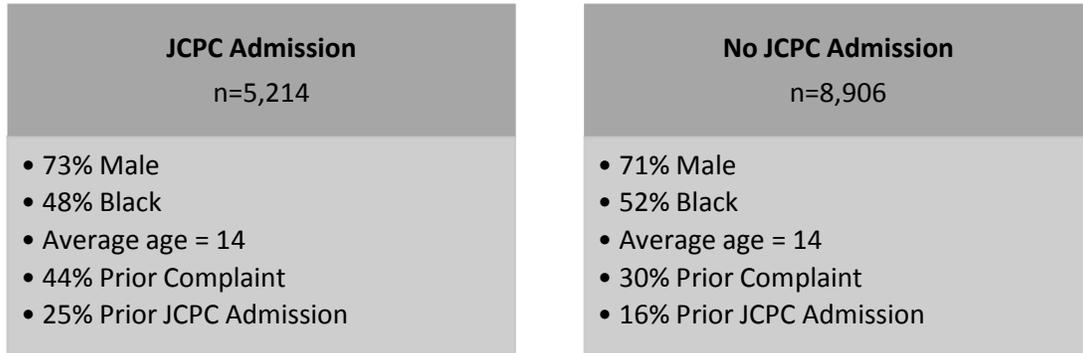
As shown in Figure 3.7, minor differences in personal characteristics were observed between the juveniles who had a JCPC admission and those with no JCPC admission. Both groups were predominantly male (over 70%), average 14 years of age, and were approximately 50% black. However, the groups

³⁶ The no JCPC group includes some juveniles with a JCPC admission that occurred in the second year of follow-up.

³⁷ As described earlier in this chapter, a high percentage of subsequent complaints for juveniles that occurred during the three-year follow-up period also occurred *prior* to a juvenile's admission to a JCPC program. The methodology used for the JCPC admission samples ensures that all subsequent complaints – and adult arrests – occurred *following* a juvenile's admission to a JCPC program.

diverged in similarity in terms of prior contact with the juvenile justice system. A greater percentage of juveniles in the JCPC admission group had a prior complaint and a prior JCPC admission (44% and 25% respectively) compared to the no JCPC admission group (30% and 16% respectively).

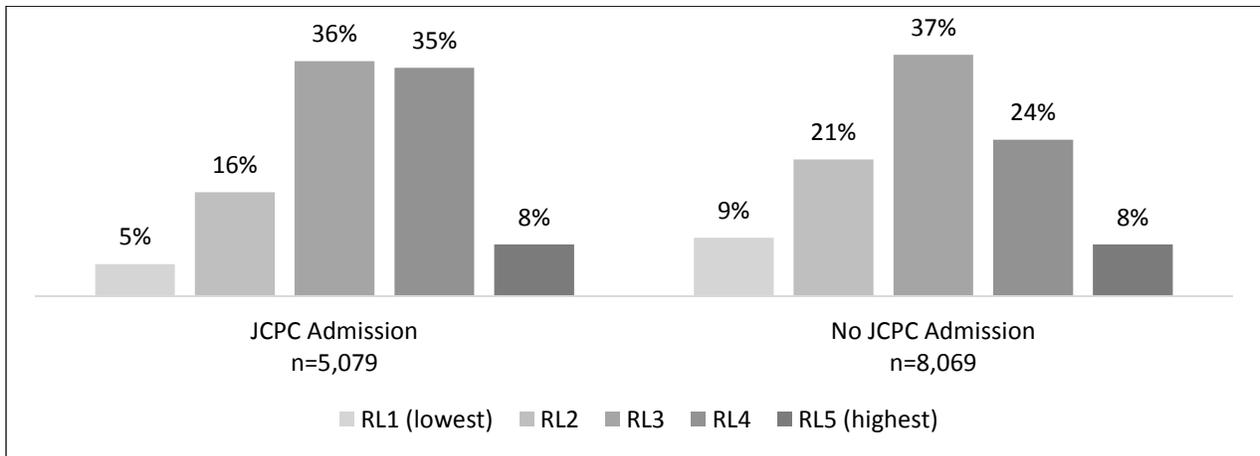
Figure 3.7
Personal Characteristics
JCPC Admission Sample: Two-Year Follow-Up



SOURCE: NC Sentencing and Policy Advisory Commission, FY 2013 JCPC Admission Sample

Figure 3.8 shows the risk level distribution for the two groups. A greater percentage of juveniles with no JCPC admission were assessed in RL1 and RL2 (9% and 21% respectively) than those with a JCPC admission (5% and 16% respectively). Conversely, a greater percentage of juveniles with a JCPC admission were assessed in RL4 (35%) than those with no JCPC admission (24%). Both groups had similar percentages of juveniles assessed in RL3 and RL5.

Figure 3.8
Risk Level Distribution by JCPC Admission
JCPC Admission Sample: Two-Year Follow-Up



Note: There were 972 juveniles with a missing risk and/or needs assessment excluded from this figure, 135 with a JCPC admission and 837 with no JCPC admission.

SOURCE: NC Sentencing and Policy Advisory Commission, FY 2013 JCPC Recidivism Sample

Overall Recidivism Rates

Table 3.7 provides a comparison of overall recidivism rates for juveniles with and without a JCPC admission during the two-year follow-up. Juveniles with a JCPC admission had a higher rate of subsequent complaints and adult arrests and, therefore, a higher overall recidivism rate when compared to juveniles with no JCPC admission. Thirty-nine percent of juveniles with a JCPC admission had either a juvenile complaint or an adult arrest within two years of their JCPC admission compared to 31% of juveniles with no JCPC admission.

Table 3.7
Recidivism Rates for Juvenile Complaints and Adult Arrests by JCPC Admission
JCPC Admission Sample: Two-Year Follow-Up

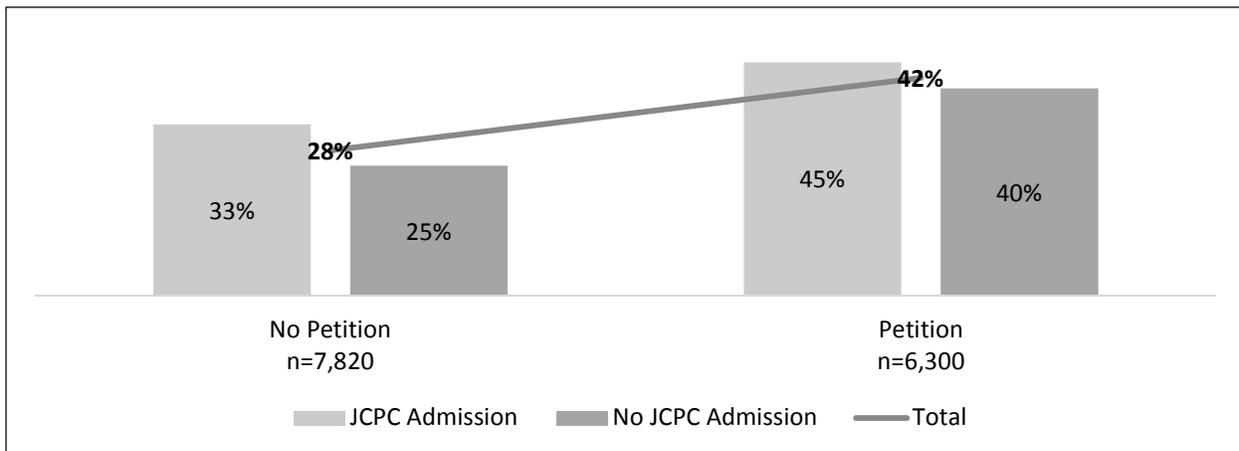
JCPC Admission	Subsequent Complaints		Adult Arrests		Overall Recidivism	
	n	%	n	%	N	%
JCPC Admission	4,592	33	3,710	19	5,214	39
No JCPC Admission	8,176	26	5,501	17	8,906	31
Total	12,768	29	9,211	18	14,120	34

Note: Recidivism rates for subsequent complaints exclude 1,352 juveniles who were in the criminal justice system for the entire two-year follow-up. Likewise, recidivism rates for adult arrests exclude 4,909 juveniles who were in the juvenile justice system for the entire two-year follow-up.

SOURCE: NC Sentencing and Policy Advisory Commission, FY 2013 JCPC Recidivism Sample

Figure 3.9 examines overall recidivism by court status and JCPC admission. Overall, juveniles who had a petition had higher overall recidivism rates than those juveniles with no petition (42% compared to 28%). This pattern was also observed for juveniles regardless of JCPC admission status – juveniles both

Figure 3.9
Recidivism Rates by Court Status and JCPC Admission
JCPC Admission Sample: Two-Year Follow-Up

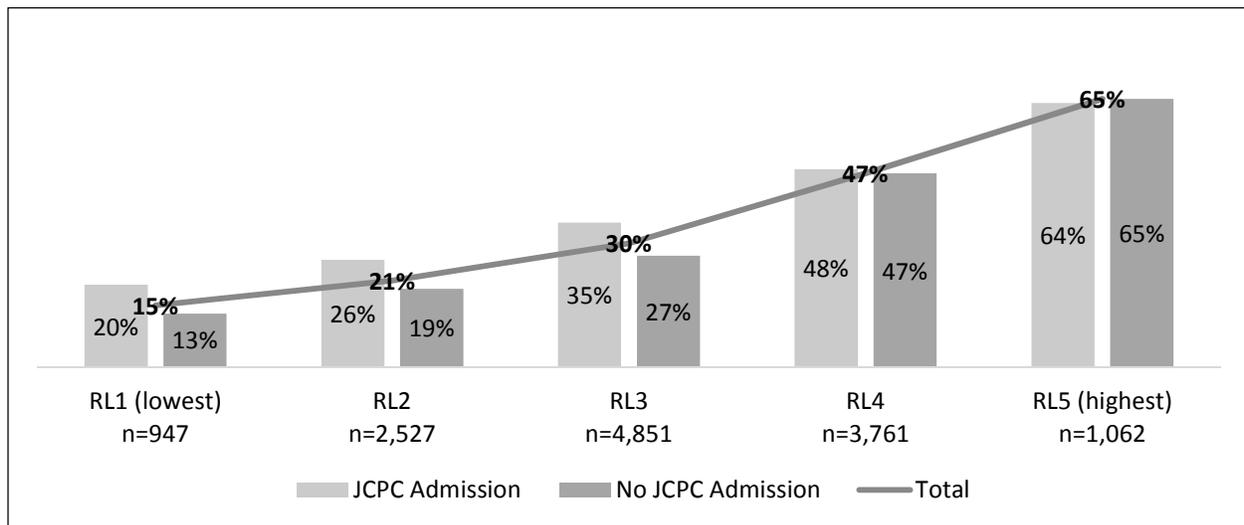


SOURCE: NC Sentencing and Policy Advisory Commission, FY 2013 JCPC Recidivism Sample

with a JCPC admission and without a JCPC admission in the petition group had higher recidivism rates when compared to the no petition group.

When considering overall recidivism by risk level and JCPC admission status, higher rates of recidivism were observed for both groups as risk levels increased (see Figure 3.10). Juveniles with a JCPC admission who were assessed in RL1, RL2, and RL3 had higher overall recidivism rates than similarly assessed juveniles without a JCPC admission. However, the recidivism rates for juveniles assessed in RL4 and RL5 were nearly identical for both groups.

Figure 3.10
Recidivism Rates by JCPC Admission and Risk Level
JCPC Admission Sample: Two-Year Follow-Up



Note: There were 972 juveniles with a missing risk and/or needs assessment excluded from this figure, 135 with a JCPC admission and 837 without a JCPC admission.

SOURCE: NC Sentencing and Policy Advisory Commission, FY 2013 JCPC Recidivism Sample

Recidivism rates for the JCPC admission sample were also examined by JCPC program category and risk level (see Table 3.8). Juveniles who were admitted to residential and community day programs had the highest recidivism rates (54% and 55% respectively), while juveniles admitted to clinical programs had the lowest recidivism rate (37%). Thirty-eight percent of the juveniles in the most common JCPC program category, restorative programming, recidivated during the two-year follow-up. Although some combinations of programming and risk levels yielded too few observations to provide valid percentages, recidivism rates generally increased as risk levels increased regardless of program category.

Table 3.8
Recidivism Rates by Risk Level and JCPC Program Category
JCPC Admission Sample: Two-Year Follow-Up

	N	Avg. Risk Score	Overall Recidivism Rates by Risk Level					Total %
			RL1 (lowest) %	RL2 %	RL3 %	RL4 %	RL5 (highest) %	
JCPC Program Category								
Evaluation/Assessment	228	7	56*	26	30	38	55	38
Clinical	444	6	25*	17	28	50	76	37
Residential	112	9	0*	50*	45*	55	65	54
Restorative	3,448	5	18	26	34	47	62	38
Structured Activity	697	7	20*	24	42	48	66	44
Community Day Program	150	8	0*	57*	47	56	72	55
JCPC	5,079	6	20	26	35	48	64	40
No JCPC	8,069	5	13	19	27	47	65	32

Note: There were 972 juveniles with a missing risk and/or needs assessment excluded from this table, 135 with a JCPC admission and 837 without a JCPC admission. Percentages with an asterisk (*) are based on 25 or fewer observations.

SOURCE: NC Sentencing and Policy Advisory Commission, FY 2013 JCPC Recidivism Sample

Summary

Chapter Three provided an examination of recidivism for juveniles with and without a subsequent JCPC admission. The first part of the chapter examined recidivism rates measured in terms of adult arrests that occurred during the three-year follow-up period. Overall, recidivism rates for the two groups were similar, although juveniles with a subsequent JCPC admission had slightly higher adult arrest rates (23% compared to 21%).

Recidivism rates were also examined by JCPC status and court status (i.e., petition or no petition). Among juveniles without a petition, juveniles with a subsequent JCPC admission had a slightly higher arrest rate than those without a JCPC admission (18% to 15%). No difference was found in arrest rates for juveniles with and without a subsequent JCPC admission who had a petition filed.

When examining arrest rates by personal characteristics, 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. Overall, males were more likely to have an adult arrest than females, black juveniles had higher arrest rates than all other race categories, and arrest rates increased as age increased.

Generally, juveniles with prior complaints and/or prior JCPC admissions had notably higher arrest rates (34% and 31% respectively) than juveniles without prior contact with the juvenile justice system (15% and 20% respectively). Juveniles with prior involvement in the juvenile justice system had higher rates of adult arrest independent of their subsequent JCPC status.

Among juveniles whose sample offense was a felony, juveniles with a subsequent JCPC admission had a slightly lower arrest rate than juveniles without a JCPC admission (24% compared to 28%). Conversely, for juveniles whose sample offense was a misdemeanor, juveniles without a subsequent JCPC admission had a slightly lower arrest rate (20%) compared to juveniles with a JCPC admission (23%).

Regardless of JCPC status, lower arrest rates were observed for juveniles whose sample offense was a school-based offense and were also found for juveniles who were not under juvenile justice supervision at the time a decision was made regarding their sample complaint.

Juveniles with a subsequent JCPC admission who were assessed in the lowest three risk levels had higher arrest rates than similarly assessed juveniles without a JCPC admission. However, juveniles with a subsequent JCPC admission who were assessed in RL5 had a lower arrest rate than similarly assessed juveniles without a JCPC admission. A similar finding held with respect to needs levels. Juveniles assessed as low needs without a subsequent JCPC admission had a lower arrest rate than those with a subsequent JCPC admission. Among juveniles assessed as medium and high needs, juveniles with a subsequent JCPC admission had lower arrest rates than juveniles without a subsequent JCPC admission.

Recidivism rates were also examined by JCPC program category. Juveniles who were admitted to a community day or residential program had the highest arrest rates, while juveniles in restorative and clinical JCPC programming had the lowest arrest rates. Generally, arrest rates increased for each type of JCPC program as risk and needs levels increased. Whether juveniles completed their JCPC programming appeared to have a positive effect on arrest rates. Overall, juveniles who completed their JCPC program had a lower arrest rate than those who did not complete their program. This finding was generally consistent across JCPC program categories.

The second part of the chapter examined recidivism rates measured in terms of subsequent complaints and adult arrests which, together, provide an “overall recidivism” measure. In the two-year follow-up analysis, both the JCPC and no JCPC groups have similar personal characteristics.

Juveniles in the JCPC admission sample had higher percentages of subsequent complaints (33% compared to 26%), adult arrests (19% compared to 17%) and, therefore, overall recidivism (39% compared to 31%) than juveniles in the no JCPC admission group. In examining overall recidivism by court status, juveniles in the JCPC group had higher overall recidivism regardless of whether they were in the petition or no petition group.

Overall recidivism increased as risk level increased regardless of JCPC admission status. The no JCPC admission group had lower overall recidivism rates than the JCPC admission group among juveniles assessed in RL1 through RL3. Among juveniles assessed in RL4 and RL5, both groups had nearly identical overall recidivism rates.

Of juveniles in the JCPC admission sample, those who participated in residential and community day JCPC programming had the highest average risk scores and the highest overall recidivism. Juveniles in clinical, restorative, and evaluation/assessment programs generally had the lowest average risk scores and rates of overall recidivism. Although there were limited observations in some instances, overall recidivism rates across the JCPC program types typically increased as risk levels increased.

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

CHAPTER FOUR 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 recidivism outcomes for JCPC program participants. This report is the fourth report, submitted to the legislature on May 1, 2017, and is the second report to use the juvenile recidivism sample as the starting point for identifying subsequent JCPC program admission.

Subsequent JCPC Admission and Recidivism (Adult Arrests)

The study sample included all 14,120 juveniles identified in NC-JOIN who had their delinquent complaint either closed, diverted, dismissed, or adjudicated during FY 2013 (i.e., juvenile recidivism sample). Juveniles were matched into DACJJ’s automated JCPC system (NCALLIES) to determine whether they had a JCPC admission during the three-year follow-up. Forty-three percent (or n=6,087) of juveniles were admitted to at least one JCPC program, while 57% (n=8,033) were not admitted to a JCPC program during the follow-up timeframe. 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. A high percentage of juveniles with a subsequent JCPC admission entered the sample as a result of adjudication or diversion (87%).

As can be seen in the summary profile provided in Table 4.1, both groups (i.e., juveniles with and without subsequent JCPC admissions) had similar personal characteristics, although the JCPC group had

**Table 4.1
Summary Profile of Juveniles with and without a Subsequent JCPC Admission: Three-Year Follow-Up**

JCPC	No JCPC
23% had an adult arrest	21% had an adult arrest
56% aged 12-14 years	47% aged 12-14 years
47% adjudicated	23% adjudicated
37% had a prior complaint	29% had a prior complaint
22% had a prior JCPC admission	15% had a prior JCPC admission
13% had a felony sample offense	10% had a felony sample offense
21% assessed as RL1 or RL2	31% assessed as RL1 or RL2
43% assessed as RL4 or RL5	31% assessed as RL4 or RL5
64% assessed as low needs	75% assessed as low needs

SOURCE: NC Sentencing and Policy Advisory Commission, FY 2013 Juvenile Recidivism Sample

a slightly higher proportion of white juveniles and a higher proportion of juveniles between the ages of 12 and 14. Juveniles with a subsequent JCPC admission were more likely than those without to have a prior complaint and a prior JCPC admission. The two groups were similar in terms of their offense profile, with the majority having a misdemeanor offense.

Juveniles without a subsequent JCPC admission were more likely to be assessed in the lowest risk levels (RL1 and RL2), while juveniles with a subsequent JCPC admission were more likely to be assessed in the highest risk levels (RL4 and RL5). The majority of both groups were assessed as low needs.

Adult arrests were used as a primary measure of recidivism for a majority of the analysis presented in this report. Juveniles with a subsequent JCPC admission had a slightly higher rate of adult arrests (23%) than those without a subsequent JCPC admission (21%). Juveniles with prior complaints or prior JCPC admissions had uniformly higher arrest rates independent of their subsequent JCPC status. Juveniles assessed in RL1, RL2, and RL3 with a subsequent JCPC admission had slightly higher arrest rates compared to their counterparts without a subsequent JCPC admission. Those assessed in RL5 with a subsequent JCPC admission had a lower arrest rate (39%) than those without (51%). Findings were similar when examining arrest rates by needs level. Juveniles assessed as low needs with a subsequent JCPC admission had a higher arrest rate than those without a subsequent JCPC admission. However, juveniles assessed as medium or high needs with a subsequent JCPC admission had lower arrest rates than similarly assessed juveniles without a subsequent JCPC admission.

An analysis of the six major JCPC program categories found juveniles with a subsequent JCPC admission were most frequently admitted to a restorative JCPC program (65%). Residential and community day programs, the two most restrictive JCPC program categories, had the largest proportion of juveniles with the highest risk and needs. Eighty-one percent of juveniles with a subsequent JCPC admission completed their program either successfully or satisfactorily. Evaluation/assessment programs had the highest completion rate, while clinical and residential programs had the lowest rates of completion. Across all program categories, completion rates decreased as both risk and needs levels increased. An analysis of adult arrest rates indicated that restorative programs had the lowest arrest rates, while community day and residential programs had the highest arrest rates. Although there were limited observations in some instances, generally, for each program category, arrest rates increased as risk and needs levels increased. For several of the program categories, juveniles who completed the JCPC program had substantially lower arrest rates compared to those who did not complete the program.

JCPC Admission Sample and Overall Recidivism (Subsequent Complaints and/or Adult Arrests)

In order to provide a more comprehensive recidivism measure and to address the timing of recidivism, a two-year follow-up analysis was also conducted using the same juvenile recidivism sample (N=14,120). This analysis focused on juveniles with a JCPC admission in the first year of follow-up (as compared to juveniles without a JCPC admission during this timeframe) – JCPC admission and no JCPC admission. For these juveniles a two-year follow-up period was used to allow for the examination of both juvenile complaints and adult arrests (“overall recidivism”) after a juvenile’s admission to JCPC program.

During the two-year follow-up period, juveniles in the JCPC admission sample were found to have higher percentages of subsequent complaints, adult arrests, and overall recidivism than those without a JCPC admission. In examining overall recidivism rates by risk level, juveniles in the no JCPC admission group who were assessed in RL1, RL2, and RL3 had lower overall recidivism rates than juveniles in the JCPC

admission group. However, both groups had similar overall recidivism rates for juveniles assessed in RL4 and RL5.

When considering overall recidivism by JCPC program category, recidivism rates appeared to track average risk scores. Juveniles in restorative and clinical programs had both the lowest average risk scores and the lowest overall recidivism rates. Juveniles admitted to residential and community day programs had the highest average risk scores and the highest overall recidivism rates.

Conclusions and Policy Implications

The findings of this study, though limited in the scope of available information, highlighted the relationship between system penetration and outcome measures. The data indicated those juveniles in the JCPC group have more prior contact with the juvenile justice system, both in terms of prior complaints and prior JCPC admissions. The JCPC group is also comprised of more juveniles in the petition group (i.e., those juveniles whose cases were dismissed or adjudicated). When examining the JCPC group in both the three-year analysis and two-year analysis provided in this report, recidivism rates are higher compared to the no JCPC group. However, when examining outcomes by court status (i.e., petition, no petition), by prior complaints (i.e., prior complaint, no prior complaint), and by prior JCPC admission (i.e., prior JCPC admission, no prior JCPC admission), the differences in rates of recidivism by JCPC status are either nonexistent or minimal. These findings point to the strong association between both prior contact and penetration into the system with recidivism. The results of these analyses are also consistent with research suggesting the lowest possible intervention should be utilized in response to delinquent behavior, as further penetration into the system tends to lead to worse outcomes.

Further, this report featured the importance of the accurate assessment of risk and need, as well as the value of assessment tools for predicting recidivism. Juveniles in the JCPC group had higher levels of assessed risk and need compared to those in the no JCPC group. Specific examination of risk and needs indicators revealed notable differences with the JCPC group's assessments indicating greater need for mental health care and higher instances of family member involvement in the criminal justice system, substance abuse problems, and negative peer relationships. Therefore, it was not surprising that the group with higher levels of both risk and need (the JCPC group) had a higher rate of recidivism. Following the recent re-norming of DACJJ's risk assessment, the relationship between risk level and JCPC status is much clearer. Regardless of JCPC status, there was a corresponding increase in recidivism rates as risk levels increase, indicating the validity of the risk assessment tool in its prediction of future behavior.

The combination of the delinquency history and the risk profile of the juveniles in the JCPC group makes it clear that the court is, in many cases, correctly identifying those juveniles in need of program intervention. However, JCPC programs seem to be meeting with more success for those juveniles assessed in the highest risk level. Juveniles in RL5 in the JCPC group had substantially lower adult arrest rates compared to similarly assessed juveniles in the no JCPC group. Similar results were not found for all risk levels, indicating a need for further examination – particularly for those juveniles at the lower end of the risk level spectrum. Juveniles in lowest risk level in the JCPC group had higher rates of adult arrests compared to similarly assessed juveniles in the no JCPC group. This finding may indicate the system response (in this case, a JCPC referral) is too strong for the lowest risk juveniles, compared to no intervention (or, perhaps, another intervention not analyzed in this report). Future analysis of the dynamics between risk factors and JCPC programs (with the inclusion of additional data) may lead to greater understanding and the improved targeting of program intervention based on risk.

One particularly noteworthy finding in this report was the high rates of completion for juveniles admitted to JCPC programs. Program completion rates ranged across program categories from a low of 69% to a high of 94%; the lowest completion rate still indicated a majority of juveniles completed. Given the composition of the JCPC group includes juveniles assessed at higher levels of risk and need, achieving such high levels of completion should be considered a significant success to programs. Perhaps of even greater importance was the relationship between completion and recidivism. As the analysis in this report indicated, program completion was associated with lower levels of recidivism, with completers having much lower rates of adult arrests overall compared to their non-completing counterparts. Efforts to ensure program completion may continue to yield positive outcomes for program participants.

Findings from this report point to one area for timely recommendation. Of great importance to programs is the accurate identification of needs, as well as an accurate assessment of needs levels for juveniles. Needs levels should not be used to predict recidivism. However, a comprehensive profile of 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 noted in the Sentencing Commission's 2017 juvenile recidivism report, the needs levels currently used by DACJJ may need to be revisited. With a large majority of both the JCPC and no JCPC groups assessed as "low needs," this suggests the levels may not be accurately reflecting the true level of needs of juveniles involved with the system. A refinement to the levels may assist local JCPCs in better identifying certain program types for their area, specifically targeted to the needs of juveniles.

Overall, the results in this report raise better-informed questions, but point to further work in search for answers about the sample's profile of juvenile justice involvement, including but not singling out JCPC participation, and their subsequent juvenile justice system and adult criminal justice involvement. Contemplated for future reports are several enhanced methodological methods to capitalize on data improvements put in place by DACJJ over the past few years. Such enhancements (beyond the addition of more complete data) include the use of a JCPC admission sample or JCPC exit sample, examination of both court-involved and at-risk juveniles participating in programs, and the use of multivariate analysis.

Positive successes are noted above (e.g., program completion rates, outcomes for the highest risk juveniles); however, results of program interventions should be viewed realistically in the context of pre-existing factors for juveniles and the available time and resources for system responses to elicit positive change. The Sentencing Commission looks forward to working collaboratively with DACJJ to further understand the effectiveness of JCPC programs using more complete data and improved techniques, and combining any lessons learned to make improvements to the delivery of services for juveniles in North Carolina.

APPENDIX A

Juvenile Disposition Chart and Dispositional Alternatives

Juvenile Disposition Chart

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

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 offense, 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 Alternatives for Delinquent Juveniles
(G.S. 7B-2502 and G.S. 7B-2506)**

Level 1 Community	Level 2 Intermediate	Level 3 Commitment
<ul style="list-style-type: none"> • Evaluation and treatment • In-home supervision • Custody of parent, guardian, etc. • Custody of DSS • Excuse from school attendance • Community-based program • Intensive substance abuse treatment program • Residential treatment program • Nonresidential treatment program • Restitution up to \$500 • Fine • Community service up to 100 hours • Victim-offender reconciliation • Probation • No driver's license • Curfew • Not associate with specified persons • Not be in specified places • Intermittent confinement up to 5 days • Wilderness program • Supervised day program 	<ul style="list-style-type: none"> • Evaluation and treatment • Wilderness program • Residential treatment facility • Intensive nonresidential treatment program • Intensive substance abuse program • Group home placement • Intensive probation • Supervised day program • Regimented training program • House arrest • Suspension of more severe disposition w/conditions • Intermittent confinement up to 14 days • Multipurpose group home • Restitution over \$500 • Community service up to 200 hours 	<ul style="list-style-type: none"> • 6 month minimum confinement • Minimum 90 days post-release supervision

APPENDIX B

JCPC Program Component Types

Essential Elements of JCPC Program Service and Structure Types³⁸

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.

³⁸ For more information, see DPS's *Juvenile Crime Prevention Council Report* at <https://www.ncdps.gov/juvenile-crime-prevention-council-report-2017>.

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.

APPENDIX C

Risk and Needs

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. Circle 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. R7-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.

- R1. Age when first delinquent offense alleged in a complaint:** Circle appropriate score and enter the actual age.
- | | Score |
|--|-------|
| a. Age 12 or over or no delinquent complaint | 0 |
| b. Under age 12 | 2 |
| Actual age: | |
- R2. Number of undisciplined or delinquent referrals to Intake** (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 |
| b. 1 Prior referral | 1 |
| c. 2-3 Prior referrals | 2 |
| d. 4+ Prior referrals | 3 |
- R3. Most serious prior adjudication(s).** Enter the actual number of prior adjudications for each class of offense shown in b through e then circle the score for **only** the **most serious** offense for which there has been a prior adjudication. **The maximum possible score for this item is 4.**
- | | | |
|--|---------------------|---|
| a. No Prior Adjudications | | 0 |
| b. Prior Undisciplined | # of adjudications: | 1 |
| c. Prior Class 1-3 misdemeanors | # of adjudications: | 2 |
| d. Prior Class F-I felonies or A1 misdemeanors | # of adjudications: | 3 |
| e. Prior Class A-E felonies | # of adjudications: | 4 |
- R4. Prior Assaults:** "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 circle the score for the assault category with the highest numerical score. **The maximum possible score for this item is 5.**
- | | | |
|---|------------------|---|
| a. No assaults | | 0 |
| b. Involvement in an affray | # of complaints: | 1 |
| c. Yes, without a weapon | # of complaints: | 2 |
| d. Yes, without a weapon, inflicting serious injury | # of complaints: | 3 |
| e. Yes, with a weapon | # of complaints: | 4 |
| f. Yes, with a weapon inflicting serious injury | # of complaints: | 5 |
- R5. Runaways (from home or placement):** "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. Circle appropriate score.
- | | |
|------------------------------------|---|
| a. No | 0 |
| b. Yes | 2 |
| Actual number of runaway incidents | |
- R6. Known use of alcohol or illegal drugs during past 12 months:** Do not include tobacco in scoring this item. Circle appropriate score.
- | | |
|--|---|
| a. No known substance use | 0 |
| b. Some substance use, need for further assessment | 1 |
| c. Substance abuse, assessment and/or treatment needed | 3 |

R7. School behavior problems during the prior 12 months: Circle 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: Circle 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) Circle 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

R10.

TOTAL RISK SCORE	
-------------------------	--

Check Risk Level: RL1-lowest risk (0) RL2 (1-2) RL3 (3-5)
 RL4 (6-12) RL5-highest risk (13-30)

R11. Completed before or after adjudication: (check) before _____ after _____

Most serious offense alleged /adjudicated in current complaint/petition	
	Statute number
Class offense: <input type="checkbox"/> A-E Felony <input type="checkbox"/> F-I Felony, A1 Misdemeanor <input type="checkbox"/> Class 1-3 Misdemeanor <input type="checkbox"/> 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. Circle 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 ____ Self mutilation ____ Sad ____ Runs away ____
Confused ____ Hallucinations ____ Anxious ____ Fights ____
Sleep problems ____ Eating problems ____ Angry ____ Restless ____
Risk-taking/impulsive ____ 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: _____

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 c. 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 _____.

Total Needs Score

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**

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

Total Risk Score _____ RL1-lowest risk (0) RL2 (1-2) RL3 (3-5)
 RL4 (6-12) RL5-highest risk (13-30)

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.

Priority Needs	Services Recommended
1.	
2.	
3.	
Other:	

Comments: