

JCPC
PROGRAM
EFFECTIVENESS:

FY 2020
SAMPLE

EFFECTIVENESS
OF PROGRAMS
FUNDED BY
JUVENILE CRIME
PREVENTION
COUNCILS:
YOUTH EXITING
JCPC PROGRAMS
IN FY 2020

MAY 1, 2023

SUBMITTED PURSUANT
TO N.C. GEN. STAT. §
164-49 (2022)

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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	Division 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
JJRA	Juvenile Justice Reinvestment Act
NCALLIES	A Local Link to Improve Effective Services
NC-JOIN	North Carolina Juvenile Online Information Network
PRS	Post-Release Supervision
RtA	Raise the Age
SBI	State Bureau of Investigation
SPEP	Standardized Program Evaluation Protocol
YASI	Youth Assessment and Screening Instrument
YDC	Youth Development Center

EXECUTIVE SUMMARY

2023 JCPC EFFECTIVENESS STUDY

In the 2009 Session of the North Carolina General Assembly, the legislature amended Chapter 164 of the General Statutes to direct the North Carolina Sentencing and Policy Advisory Commission (hereinafter “Sentencing Commission”) to prepare biennial reports on the effectiveness of programs receiving Juvenile Crime Prevention Council (JCPC) funds. The 2023 report, which marks the seventh biennial report, employed the same methodology as the 2019 and 2021 reports by using an exit sample with juveniles tracked for recidivism (i.e., delinquent complaints and/or adult arrests) during their participation in a JCPC program, in addition to a fixed two-year period following their JCPC program exit. While Raise the Age (RtA) and the COVID-19 pandemic had limited impacts on the FY 2020 sample itself, several factors (including the pandemic) were noted as possible explanations for the downward trend in recidivism rates across the past three studies.

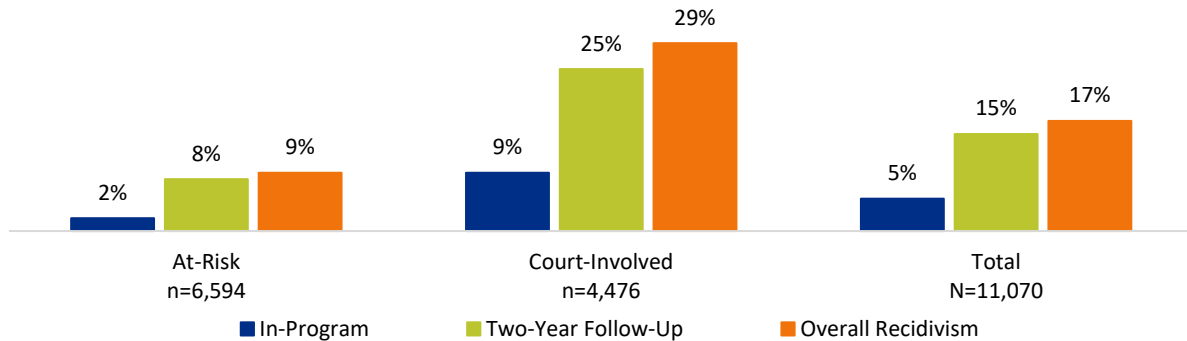
The Executive Summary highlights the key findings and conclusions from the 2023 report.

FY 2020 JCPC EXIT SAMPLE

JCPC Participant Profile and Recidivism

- The report examined 11,070 juveniles who exited from JCPC programming in FY 2020 based on their legal status at program entry – 60% were at-risk (i.e., not currently involved with the juvenile justice system) and 40% were court-involved.
- Generally, at-risk juveniles had lower risk scores than court-involved juveniles. Most (89%) of the at-risk group was assessed in RL1 (lowest risk level) through RL3. Conversely, 78% of the court-involved group was assessed in RL3 through RL5 (highest risk level).
- Overall, at-risk juveniles had longer average lengths of participation in JCPC programs than court-involved juveniles in terms of face-to-face days and direct service hours. Both groups completed their programs at the same rate (85%).
- As shown in Figure 1, court-involved juveniles had higher recidivism rates than at-risk juveniles, with most recidivism occurring during the two-year follow-up period. Twenty-nine percent (29%) of court-involved juveniles recidivated during their JCPC program and/or during the two-year follow-up (i.e., overall recidivism) compared to 9% of at-risk juveniles.
- Juveniles in the Central area of the state had the lowest recidivism rates during the two-year follow-up period, while juveniles in the Piedmont area had the highest (12% and 18% respectively).
- Regardless of legal status, juveniles who were male, Black, or 15 years old had the highest recidivism rates within their respective sex, race/ethnicity, and age categories.
- The lowest risk (RL1) juveniles had the lowest recidivism rates (4%) compared to the highest risk (RL5) juveniles (47%), with incremental increases in rates between the middle three risk levels. Regardless of risk level, court-involved juveniles had higher recidivism rates than at-risk juveniles.

Figure 1
Summary of Recidivism Rates for At-Risk and Court-Involved Juveniles

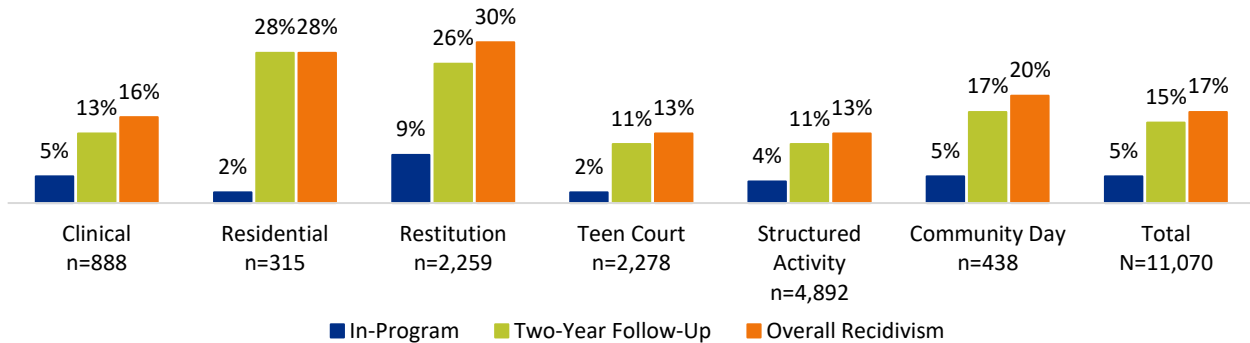


SOURCE: NC Sentencing and Policy Advisory Commission, FY 2020 JCPC Exit Sample

JCPC Program Profile and Recidivism

- The report also examined the 11,070 juveniles who exited from JCPC programming in FY 2020 by their program category: clinical treatment, residential services, restitution/community service, teen court/mediation/conflict resolution, structured activities, and community day programs.
- The highest percentage of juveniles (44%) were referred to their JCPC programs by the Division of Juvenile Justice and Delinquency Prevention (DJJDP). The highest percentage exited from structured activity programs (44%), followed by teen court (21%) and restitution programs (20%).
- Clinical (58%) and residential programs (54%) were the only programs that were less than 60% male. Black juveniles comprised the highest percentages of all programs except for clinical (53% White). Juveniles in structured activity programs were younger compared to juveniles in other program categories (43% aged 12 years or less).
- As shown in Figure 2, juveniles in restitution programs had the highest in-program recidivism rate. Juveniles in residential and restitution programs had the highest recidivism rates during the two-year follow-up; teen court and structured activity programs had the lowest recidivism rates during the two-year follow-up. The profile of juveniles served by each program differed (e.g., age, risk level, legal status) and should be considered when comparing recidivism rates.
- Limited variation in recidivism rates by direct service hours was found for juveniles in residential and teen court programs. Greater variation was found for juveniles who exited from community day and clinical programs.
- Program completion rates ranged from a low of 72% (clinical) to a high of 90% (restitution and teen court). Across all program categories, juveniles who completed their JCPC programming had much lower rates of recidivism than those who did not complete their program.
- Among the at-risk group, juveniles in clinical and structured activity programs had the lowest recidivism rates. Among the court-involved group, juveniles in teen court and clinical programs had the lowest recidivism rates. Residential programs had the highest recidivism rates for both at-risk and court-involved juveniles.

Figure 2
Summary of Recidivism Rates for JPCP Programs



SOURCE: NC Sentencing and Policy Advisory Commission, FY 2020 JPCP Exit Sample

CONCLUSIONS

- Although court-involved juveniles had higher recidivism rates compared to the at-risk group, when examining outcomes by prior contact with the juvenile justice system (i.e., prior complaint, no prior complaint), the difference in the rates of recidivism between these groups was minimal. These findings point to the strong association between both prior contact and deeper involvement in the system with recidivism. These results are also consistent with research suggesting the least invasive intervention should be used in response to delinquent behavior, as deeper involvement in the system tends to lead to worse outcomes.
- JPCP program completion was associated with lower levels of recidivism, with completers having much lower rates overall compared to their non-completing counterparts. This finding held for all programs and regardless of whether juveniles were at-risk or court-involved. Efforts to ensure program completion may continue to yield positive outcomes for program participants.
- Regardless of program intervention or legal status, juveniles with higher levels of assessed risk had higher recidivism rates. These findings indicate the validity of the assessment tool in its prediction of future behavior.
- This study found low rates of recidivism for juveniles exiting JPCP programs. Such low rates of recidivism for both at-risk and court-involved juveniles should be considered a success for both JPCP programs and the juvenile justice system.
- While RtA went into effect and the onset of the pandemic occurred during the FY 2020 sample timeframe, both had limited effects on the sample. The effect of the pandemic on recidivism rates was difficult to ascertain when comparing decreases in rates across the past three studies; however, an examination of recidivism rates by quarter of JPCP program exit suggested that the pandemic was one of the factors at play with the lower rates found for this study. Other possible explanations included a continued decrease in the percentage of court-involved juveniles in the sample, along with a decrease in the percentage of juveniles with prior complaints and at the highest risk levels.

The Sentencing Commission looks forward to working collaboratively with the DJJDP to further understand the effectiveness of JPCP programs and combining any lessons learned to make improvements to the delivery of services for juveniles in North Carolina. Future reports will be able to examine the effect of RtA on recidivism, as well as how recidivism rates change as more time passes from the most acute phases of the pandemic.

CHAPTER ONE

JCPC EFFECTIVENESS 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 (hereinafter “Sentencing 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, based on juveniles who exited at least one JCPC program during FY 2020, is the seventh biennial report prepared by the Sentencing Commission in compliance with the 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 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

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

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 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 DHS 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). Through this consolidation of services, the Department was authorized to coordinate and administer all services associated with the juvenile justice system, including community-based programming. With the Department assuming more of a leadership and oversight role than had previously existed under the DHS, operations for programming became more centralized. In 2012, the General Assembly combined the Department with two other departments into the Department of Public Safety (DPS); the DPS's Division of Adult Correction and Juvenile Justice (DACJJ) assumed the Department's juvenile justice responsibilities. In January 2023, juvenile justice services were separated from adult corrections and became the Division of Juvenile Justice and Delinquency Prevention (DJJDP) within the DPS.

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 (currently known as Youth Development Centers or YDCs). 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 renamed them 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, business and faith communities, nonprofit agencies, 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.² Second, it is the responsibility of each county JCPC to ensure appropriate intermediate dispositional sanctions are available and that funding is prioritized for adjudicated youth receiving Level 1 and Level 2 dispositions.³ These dispositional options must meet minimum standards adopted by the DJJDP.⁴ Additionally, JCPCs are charged with fulfilling other specified duties on an ongoing basis (e.g., assessing the needs of juveniles in the community and determining whether resources are available to meet those needs).⁵

The JCPC Process

Planning and Funding

Each of North Carolina's 100 counties have a JCPC. On an annual basis, each JCPC 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 proportionate to the population of youth aged 10-17 in the county. The DJJDP administers the funding for JCPC programs. Additionally, counties must provide a local cash and/or in-kind match of 10%, 20%, or 30%, depending on the poverty level of the county. In general, JCPCs 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.⁶ 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 submitted for approval to the board of county commissioners. The JCPC plan and the certification that the recommended programs have met DJJDP standards are then forwarded to the DJJDP for approval.

² G.S. 143B-851(a). In 2020, the General Assembly amended the statute to make the planning process a biennial process rather than an annual process (see North Carolina Session Law (hereinafter S.L.) 2020-83, s. 4).

³ See Appendix A for detailed information about the Juvenile Disposition Chart and Dispositional Alternatives.

⁴ G.S. 143B-851(b).

⁵ G.S. 143B-851(c).

⁶ The DJJDP implemented a new risk and needs assessment tool, the Youth Assessment and Screening Instrument (YASI), effective January 1, 2021.

Monitoring and Evaluation

Once a JCPC has fully executed processes to commit its county allocation to fund identified program types and recommended programs have received full approval through local- and state-level processes, JCPCs are required to evaluate the performance of funded programs.⁷ Thus, each JCPC appoints a monitoring committee charged with making on-site, annual visits to each funded program to review compliance with the current or last approved program agreement. The monitoring committee reports its findings back to the JCPC, program providers, and the DJJDP and determines continued funding for the current fiscal year and/or continuation funding for the following fiscal year.

Program monitoring and evaluation is a shared responsibility set forth by statute and DJJDP policy. DJJDP staff monitor JCPC funded programs programmatically and fiscally. The Juvenile Community Programs section provides ongoing technical assistance and training to local councils and funded program sponsoring agency personnel through the work of area consultants. Currently, there are 15 area consultants assigned to counties within the Eastern, Central, Piedmont, and Western regions of the state. By policy, area consultants are responsible for monitoring contract compliance for newly funded and existing JCPC programs. For new programs, area consultants also provide orientation training, review program implementation, offer technical assistance through on-site visit(s), and review compliance with program-specific standards of operation. For existing programs, area consultants continue to offer technical support and review program compliance.

Area consultants make on-site formal monitoring visits to existing programs at least once every three years. Any time an area consultant determines that a program has violated provisions of its contract, funding may be suspended, terminated, or corrective actions may be used to address violations. Additionally, the DJJDP ensures that funded programs align with evidence-based program practices using the Standardized Program Evaluation Protocol (SPEP), which allows for the examination of how specific programs perform compared to the effective practices for that service type. This research-based process provides guidance toward modeling program practices that have the greatest impact on the reduction of recidivism.

DESCRIPTION OF THE JCPC POPULATION AND PROGRAMS

As previously noted, the statutory language governing JCPCs defines the population of juveniles to be served by JCPC programs. JCPC participants fall into one of two categories. The first category consists of youth who are involved in the juvenile justice system at some level (i.e., court-involved). This group includes juveniles who have received a delinquent or undisciplined complaint that resulted in either a diversion from court or a decision to refer the case for a juvenile court hearing.⁸ The second category consists of youth who are displaying behaviors that place them at risk for involvement in the juvenile justice system (i.e., at-risk).

Youth who are referred to JCPC programs are typically between the ages of 6 and 17, although programs may serve youth over 17 and as young as 5.⁹ Priority for JCPC services is given to juveniles who are

⁷ G.S. 143B-851(c)(2).

⁸ Delinquent complaints include criminal actions or infractions under State law or under an ordinance of local government, including violation of motor vehicle laws.

⁹ In 2017, the North Carolina General Assembly passed the Juvenile Justice Reinvestment Act (JJRA), which increased the age of juvenile jurisdiction so that most 16- and 17-year-olds facing criminal charges may have their cases disposed through the juvenile justice system rather than the adult criminal justice system. JCPCs were already serving this population before the JJRA,

involved in the juvenile justice system. The majority of referrals originate from juvenile court and school personnel, but referral sources may also include parents and law enforcement. Juveniles may be referred to and participate in more than one community-based program at a time.

During FY 2020, over 500 JCPC programs were funded in counties across the state.¹⁰ Listed in Figure 1.1 are the broad groups into which each program-based service is categorized.¹¹ All funded JCPC program services must meet the DJJDP’s minimum standards for their design, implementation, and operation. (See Appendix B for a more detailed description of individual program services.)

Figure 1.1
JCPC Program Categories

<p>Evaluation or Assessment</p> <p>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.</p> <ul style="list-style-type: none"> • Clinical Assessments and Psychological Evaluations 	<p>Clinical Treatment</p> <p>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 sexual behavior or substance use treatment. Services may be community- or home-based.</p> <ul style="list-style-type: none"> • Counseling • Sexual Behavior Services • Home-Based Family Counseling
<p>Residential Services</p> <p>Programs where services are delivered in a residential setting.</p> <ul style="list-style-type: none"> • Group Home Care • Temporary Shelter Care • Runaway Shelter Care • Specialized Foster Care • Temporary Foster Care 	<p>Restorative¹²</p> <p>Programs that seek primarily to address or repair harm caused by an incident or offense by inviting those most impacted by the offense to participate in a process to identify and repair the harm and address unmet needs.</p> <ul style="list-style-type: none"> • Teen Court • Mediation/Conflict Resolution • Restitution/Community Service
<p>Structured Activities</p> <p>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.</p> <ul style="list-style-type: none"> • Mentoring • Interpersonal Skill Building • Parent/Family Skill Building • Experiential Skill Building • Tutoring/Academic Enhancement • Vocational Skills Development 	<p>Community Day Programs</p> <p>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. Programs work in cooperation with the local school system(s) to provide structured educational enrichment and/or educational on-site programs; and provide a balance between education and treatment.</p> <ul style="list-style-type: none"> • Juvenile Structured Day

SOURCE: NC Department of Public Safety, Division of Juvenile Justice and Delinquency Prevention, Community Programs Section

so raising the age of juvenile jurisdiction (RtA) simply increases the number of youth eligible for JCPC programming and extends the number of years available for them to be under jurisdiction of the juvenile system.

¹⁰ See the DJJDP’s *Juvenile Crime Prevention Council Report* (<https://www.ncdps.gov/media/11082/open>) for more information.

¹¹ See the DJJDP’s *CP 1: Juvenile Crime Prevention Councils and Community Programs Section-Funded Programs Minimum Standards Policy* (<https://www.ncdps.gov/documents/files/divisions/jj/jcpc-and-community-programs-section-funded-programs-minimum-standards-policy>) for additional information on types of JCPC programs.

¹² Historically, the restorative category has been among the largest of all JCPC program categories. In order to provide more nuanced analyses, restorative programs were divided into two categories. Teen court, mediation, and conflict resolution programs comprised one category; restitution/community service programs comprised the other.

JCPC Program Categorization

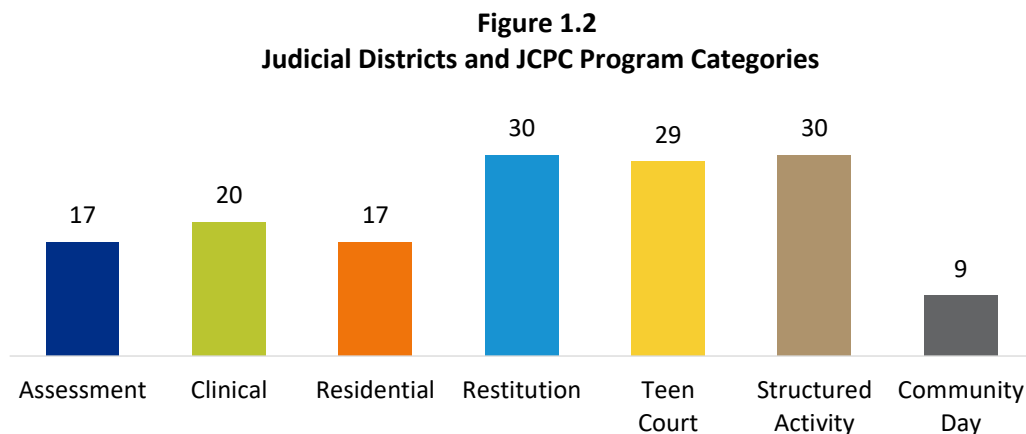
Throughout this report, references to JCPC program categories are shortened for the sake of brevity. In particular, mentions of restitution programs also include community service programs and references to teen court programs also include mediation and conflict resolution programs.

Program Category	Shortened To:
Evaluation or Assessment	Assessment
Clinical Treatment	Clinical
Residential Services	Residential
Restitution/Community Service	Restitution
Teen Court/Mediation/Conflict Resolution	Teen Court
Structured Activities	Structured Activity
Community Day Programs	Community Day

Availability of JCPC Programs

To understand the types of JCPC programming offered across the state, all FY 2020 JCPC program exits (as identified in the DJJDP’s A Local Link to Improve Effective Services (NCALLIES)) were used to identify which program categories were offered in each juvenile justice judicial district. In all, 14,127 JCPC program exits were examined.¹³

Figure 1.2 shows the number of judicial districts that offered programming in each JCPC program category. In FY 2020, juveniles exited from restitution and structured activity programs in all 30 judicial districts. Exits from teen court programs occurred in 29 out of 30 districts. Exits in the other program categories occurred in 20 or fewer of the 30 districts. Overall, the average number of program category offerings per judicial district was 5 (out of a possible 7). Four judicial districts offered programs in all 7 categories. Two judicial districts offered programs in 3 categories; no judicial district offered programming in fewer than 3 categories. For more information on program exits by judicial district, see Appendix C.



Note: There are 30 juvenile justice judicial districts.

SOURCE: NC Sentencing and Policy Advisory Commission, FY 2020 JCPC Exit Sample

¹³ The original data from NCALLIES included information on 14,747 exits from JCPC programs in FY 2020. The difference stems primarily from challenges in matching NCALLIES and NC-JOIN data.

DEFINING RECIDIVISM

There is no single official definition of recidivism. Researchers have used a variety of definitions and measurements for juvenile recidivism. Some define recidivism using only data from the juvenile justice system (i.e., complaints, adjudications, commitments), while other researchers expand recidivism to include the adult criminal justice system (i.e., arrests, convictions, incarcerations).

The Sentencing Commission tracks recidivism in both the juvenile justice system and the adult criminal justice system. The primary outcome measure of recidivism was defined as having a delinquent juvenile complaint and/or an adult arrest either during JCPC program participation or within the two-year follow-up period. Although the juvenile complaint and/or adult arrest had to occur within the follow-up periods examined, the date the alleged offense occurred could have been prior to the start of follow-up.¹⁴ Additional measures of recidivism included the offense severity of recidivist events (i.e., felony or misdemeanor), as well as adjudications and convictions (see Appendix I). Data on infractions, local ordinances, process offenses, and misdemeanor traffic offenses were excluded from all recidivism measures. Table 1.1 summarizes the recidivism measures.

**Table 1.1
Recidivism Defined**

Recidivism	Definition	Data Source
• Juvenile Complaint	• Offense referred to juvenile justice	• Division of Juvenile Justice and Delinquency Prevention
• Adult Arrest	• Fingerprinted arrest in NC that occurred after juvenile reached the age of criminal majority	• State Bureau of Investigation
• Juvenile Adjudication	• Adjudication in juvenile justice system	• Division of Juvenile Justice and Delinquency Prevention
• Adult Conviction	• Conviction resulting from fingerprinted arrest	• State Bureau of Investigation

SOURCE: NC Sentencing and Policy Advisory Commission, FY 2020 JCPC Exit Sample

RESEARCH DESIGN AND METHODOLOGY

This is the third biennial report to employ an exit sample methodology. The current research approach included:

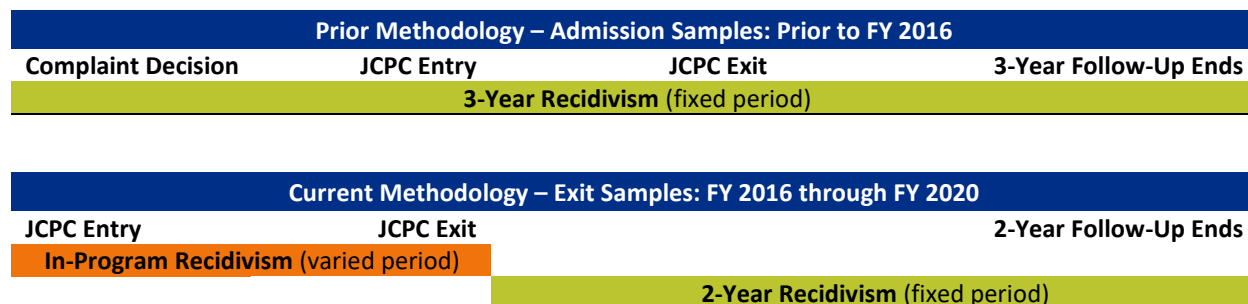
- Using an exit sample of all juveniles (at-risk or court-involved) who exited from a JCPC program from July 1, 2019 through June 30, 2020 (FY 2020),
- Tracking those juveniles during their participation in a JCPC program (i.e., in-program recidivism) and for a fixed two-year follow-up period following their JCPC program exit (i.e., two-year follow-up recidivism), and
- Defining recidivism as all delinquent complaints and adult arrests during each independent time period examined.

¹⁴ The term “recidivism” in this report refers to having a delinquent juvenile complaint, an adult arrest, or both during the follow-up periods examined. Whether a juvenile had one or more complaints and/or adult arrests during follow-up, the juvenile will be counted as a recidivist. In calculating total number of recidivist events, only one complaint and only one adult arrest were counted per day if multiple complaints or arrests occurred on the same day. The same methodology was also employed for recidivist adjudications and/or convictions.

This methodology allows juveniles to be tracked during two distinct periods of time and, importantly, separates the JCPC participation from the follow-up period. This enables examination of the timing of recidivism – did it occur while juveniles participated in JCPC programs or did it occur following their exit from programming? Differences that exist between recidivism that occurs during JCPC programming compared to after JCPC programming can also be examined. Most importantly, the ability to control for the order and timing of recidivist events allows for greater understanding of the effect of the totality of system involvement (i.e., all interventions and programs) on recidivism.

With the incorporation of this methodology, direct comparisons between recidivism rates cannot be made with reports prior to the 2019 report (i.e., FY 2016 sample) due to the differences in sample selection and time periods studied (see Figure 1.3 for a comparison of the different methodologies).¹⁵

**Figure 1.3
A Timeline Comparison of Prior and Current Recidivism Research Designs**



SOURCE: NC Sentencing and Policy Advisory Commission, FY 2020 JCPC Exit Sample

Sample

The 14,127 JCPC program exits in FY 2020 included multiple exits per juvenile. In order to create the sample, one JCPC program exit was selected per juvenile. When juveniles exited from more than one program in FY 2020, the exit selected for analysis was typically the last JCPC exit in the year.¹⁶ If participants had more than one exit on the last exit date in FY 2020, then the exit with the highest number of direct service hours was selected.¹⁷ Ultimately, the study sample included 11,070 juveniles. These juveniles were matched into the DJJDP’s North Carolina Juvenile Online Information Network (NC-JOIN) database to obtain juvenile complaint and adjudication data. The sample was also matched into the North Carolina State Bureau of Investigation’s (SBI) database, the Computerized Criminal History (CCH) system, for recidivism information on fingerprinted adult arrests and convictions.

Previous Sentencing Commission studies on JCPC effectiveness have considered assessments as part of the study sample. In recent reports based on JCPC exit samples, assessments constituted about 3% of the study sample. Assessments, however, while important, do not involve the same level of services as

¹⁵ The sample for this report is substantially similar to the Sentencing Commission’s previous two reports; however, this year’s sample does not include assessments as a program category. See the Sample section for information on this year’s sample selection and the implications of this methodological decision.

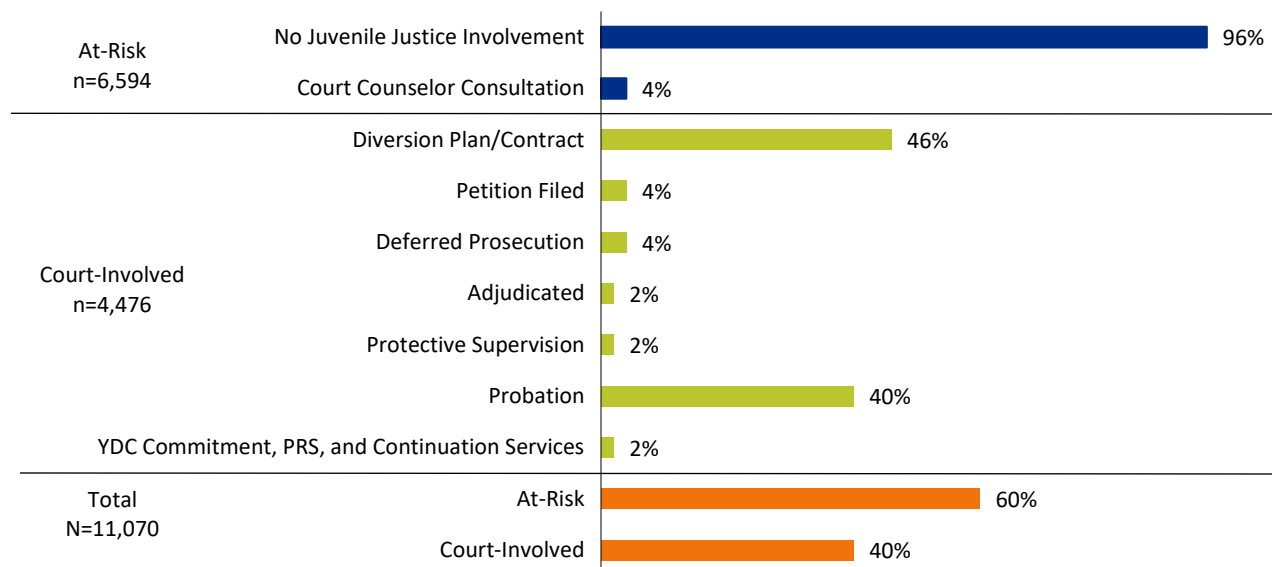
¹⁶ Over 80% (n=9,053) of the 11,070 juveniles in the JCPC exit sample exited from only one program in FY 2020.

¹⁷ Direct service hours refer to time spent engaging in an intervention, activity, or strategy designed to develop or reinforce new insights, skills, and/or behaviors with the juvenile and/or family. Direct service hours do not include time spent completing intake forms, signing consents, etc.

other JCPC programs; therefore, for this report, a methodological change was made to examine assessments separate from the other JCPC program categories (see Appendix D). To determine the effect of this change on recidivism rates, the data from FY 2016 and FY 2018 JCPC samples were examined with assessments excluded; minimal differences were found (1 percentage point or less).

Figure 1.4 presents the sample by the legal status of juveniles at the time they entered their JCPC program. The sample included 6,594 at-risk (i.e., not currently involved with the juvenile justice system) and 4,476 court-involved juveniles who exited at least one JCPC program in FY 2020. Overall, 60% of juveniles in the sample were at-risk and 40% were court-involved. Court-involved juveniles entered their JCPC program from a variety of stages in the juvenile justice system, most frequently following the creation of a diversion plan or contract (46%) or a probation disposition (40%).¹⁸

Figure 1.4
JCPC Exit Sample by Legal Status at Program Entry



SOURCE: NC Sentencing and Policy Advisory Commission, FY 2020 JCPC Exit Sample

Measuring Recidivism

With an exit sample, a juvenile’s delinquent and/or criminal behavior (i.e., recidivism) can be examined during their JCPC program separately from the two-year follow-up period. The two-year follow-up is a fixed period calculated individually for each juvenile following program exit, while the length of participation in a JCPC program varies individually.

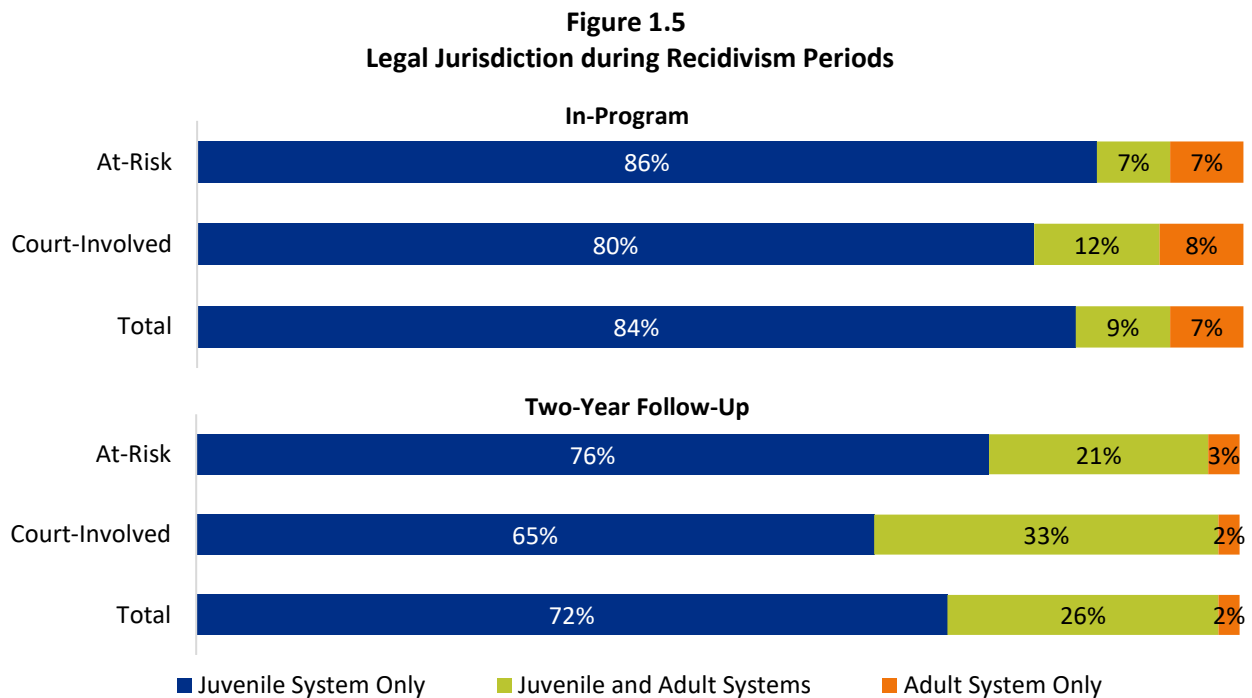
The time period available for recidivism during JCPC programming varied widely across the six program categories examined. For example, juveniles who participated in residential programming were enrolled in their JCPC programs for the shortest amount of time (29 days on average), while juveniles in clinical programming were enrolled for the longest amount of time (195 days on average). The two-year follow-

¹⁸ Definitions of each of the legal status categories are provided in the Glossary of Major Terms and Variables (see Appendix E). Additional information on court-involved juveniles who participated in JCPC programs as part of a diversion plan or contract can be found in Appendix F.

up period for recidivism started one day following exit from JCPC programming. A fixed follow-up period was used in an attempt to obtain the same “window of opportunity” for each juvenile to reoffend. However, for both time periods examined, the window of opportunity to reoffend could have varied if confinement occurred (i.e., admission to a detention center, commitment to a YDC, confinement in local jail or in prison).

Recidivism and Jurisdiction

As described above, recidivism for each juvenile in the sample was examined during JCPC program participation and for a fixed two-year follow-up period from their program exit. As shown in Figure 1.5, depending on the juvenile’s age during the time periods examined, recidivism was tracked in the juvenile justice system, criminal justice system, or both.



SOURCE: NC Sentencing and Policy Advisory Commission, FY 2020 JCPC Exit Sample

Jurisdiction during Program Participation (In-Program)

Eighty-four percent (84%) of juveniles had their in-program recidivism tracked solely in the juvenile justice system (see Figure 1.5). Conversely, 7% were tracked solely in the criminal justice system; the remaining 9% were tracked in both systems. A higher percentage of at-risk juveniles were under juvenile jurisdiction during their program participation compared to court-involved juveniles (86% and 80% respectively). Both groups had nearly the same percentage of juveniles who were under adult jurisdiction during their JCPC programming (7% at-risk and 8% court-involved).

Jurisdiction during Two-Year Follow-Up

Most juveniles (72%) were under juvenile jurisdiction only during their two-year follow-up with an additional 26% whose recidivism was tracked in both (see Figure 1.5). A very small percentage (2%) was

under adult only jurisdiction. A higher percentage of at-risk juveniles were under juvenile jurisdiction during the entire two-year follow-up than court-involved juveniles (76% and 65% respectively), although both groups had similarly small percentages of juveniles under adult jurisdiction during follow-up (3% and 2% respectively).

Data Sources

The following automated data sources were used to provide comprehensive information for the JCPC exit sample:

- NCALLIES, the DJJDP's management information system for JCPC data that was used to identify juveniles in the FY 2020 exit sample and to obtain information on their demographic characteristics, legal status (at-risk or court-involved), risk level, problem behaviors, and program participation.
- NC-JOIN, the DJJDP's management information system for juvenile justice, which contains data on all juveniles brought to court with delinquent and undisciplined complaints received in a juvenile court counselor office. This database was used to provide information about prior and subsequent involvement in the juvenile justice system (i.e., complaints and other juvenile court actions).
- CCH, the SBI's management information system, was used to provide information on fingerprinted adult arrests and convictions. All felony arrests and certain misdemeanor arrests are fingerprinted (G.S. 15A-502).

A case profile was constructed for each juvenile based on the data obtained from all three data sources. The final data set for this study consists of over 250 items of information (or variables) for the sample of 11,070 juveniles exiting a JCPC program between July 1, 2019 and June 30, 2020 and followed both during their program participation and for two years after their program exit.

COVID-19 PANDEMIC AND THE JUVENILE JUSTICE SYSTEM

The onset of the COVID-19 pandemic in March 2020 had immediate effects on the juvenile justice system. In response to the public health crisis, many juvenile justice processes were temporarily halted, dramatically slowed, or altered to accommodate emergency directives put in place by the Governor and Chief Justice. In addition, schools (a major source for JCPC referrals) were initially closed and then shifted to virtual learning in response to emergency directives.

The pandemic affected 37% of the FY 2020 sample during the last months of the fiscal year – specifically juveniles exiting their JCPC programs between March 2020 to June 30, 2020. The pandemic also affected most of the follow-up period. The individually calculated two-year fixed follow-up period ranged from July 1, 2019 to June 30, 2022, with the pandemic beginning in March 2020. The number of follow-up months affected by the pandemic varied based on when a juvenile began their two-year follow-up period, ranging from an impact of 16 months to 24 months. These differences in months of follow-up affected by the pandemic prompted further examination to explore the impact on juvenile justice outcomes for the FY 2020 sample, which are discussed in Chapter Four. Future reports will offer additional opportunities to examine the pandemic's effect on recidivism rates.

ANALYSIS AND REPORT OUTLINE

This report marks the seventh biennial report on JCPC program effectiveness and, with the exception that assessments are now excluded from the sample and examined separately in Appendix D, continues the methodology originally implemented in the 2019 report. The study follows a sample of 11,070 juveniles who exited from a JCPC program in FY 2020 to determine whether involvement in the juvenile justice system and/or criminal justice system (i.e., recidivism) occurred.

Chapter Two examines the sample in terms of their legal status (i.e., at-risk or court-involved). The chapter includes a statistical profile of these two groups (including personal characteristics, prior juvenile justice contacts, risk assessments, and problem behaviors), as well as a summary of any recidivist involvement in the juvenile and criminal justice systems.

Chapter Three presents a statistical profile of the six broad categories of JCPC programs that includes personal characteristics, prior juvenile justice contacts, risk assessments, and problem behaviors. Recidivism for each category of JCPC programs is also examined. The chapter concludes with analyses that integrate data on legal status – the focus of Chapter Two – with JCPC program data to provide a more comprehensive examination of JCPC programming.

Finally, Chapter Four summarizes the findings of the report and offers some policy implications and conclusions.

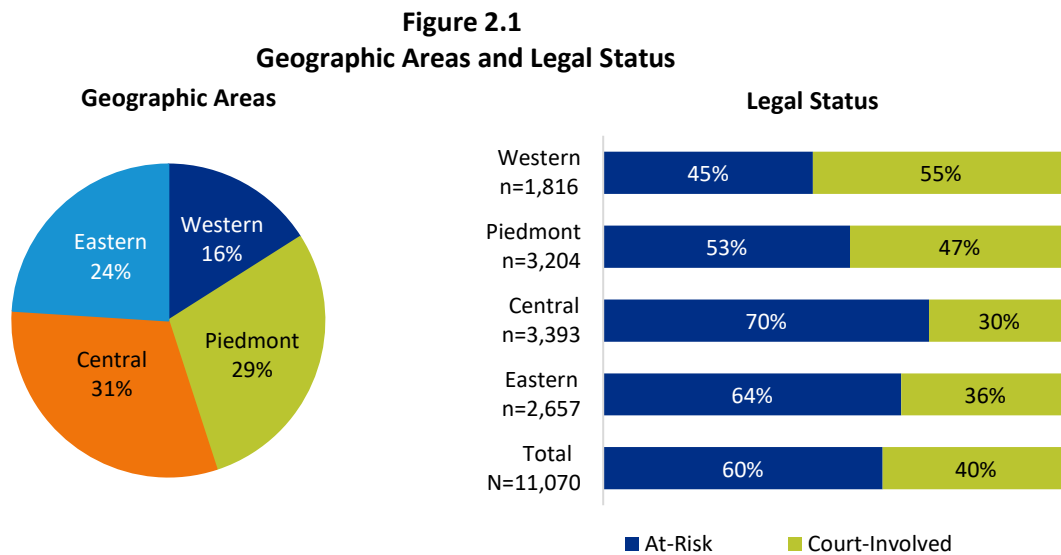
CHAPTER TWO

JCPC PARTICIPANT PROFILE AND RECIDIVISM

Chapter Two profiles a cohort of juveniles who exited from at least one JCPC program between July 1, 2019 and June 30, 2020 by their legal status at JCPC entry (i.e., at-risk or court-involved). The chapter contains a statistical profile of the sample that includes personal characteristics, delinquency history, risk assessments, and problem behaviors. Juvenile justice and criminal justice outcomes for the sample are also examined, with a focus on complaints and/or adult arrests for two periods of time – while juveniles participated in a JCPC program (i.e., in-program) and for two years following their exit from a JCPC program (i.e., two-year follow-up).

GEOGRAPHIC AREAS

Figure 2.1 examines the distribution of the FY 2020 sample by the four geographic areas of the state – Western, Piedmont, Central, and Eastern.¹⁹ The highest percentage of the sample exited from programs in the Central area (31%); the lowest percentage exited from programs in the Western area (16%). Overall, 60% of the JCPC exit sample were at-risk at referral and 40% were court-involved. The Central area had the highest percentage of at-risk juveniles (70%). The Western area had the highest percentage of court-involved juveniles (55%) and was the only area where a majority of juveniles were court-involved.



SOURCE: NC Sentencing and Policy Advisory Commission, FY 2020 JCPC Exit Sample

¹⁹ For a detailed map of the four areas, the districts, and the specific counties within those areas, see the DJJDP's *Annual Report 2021* (<https://www.ncdps.gov/media/11070/open>). See Appendix C for more analyses by geographic areas and districts.

PERSONAL CHARACTERISTICS

Table 2.1 contains information on the sample in terms of personal characteristics by legal status. Overall, 64% of juveniles were male. A higher percentage of court-involved juveniles were male (72%) compared to at-risk juveniles (59%). Nearly half (47%) of the juveniles in the sample were Black, 33% were White, 13% were Hispanic, and 7% were in the Other/Unknown category. White juveniles represented a higher percentage of the court-involved group (38%) than the at-risk group (30%), while Black juveniles comprised nearly half of the at-risk group (49%). Black and Hispanic juveniles comprised a slightly larger portion of the at-risk group (62%) compared to the court-involved group (57%).

Table 2.1
Personal Characteristics by Legal Status

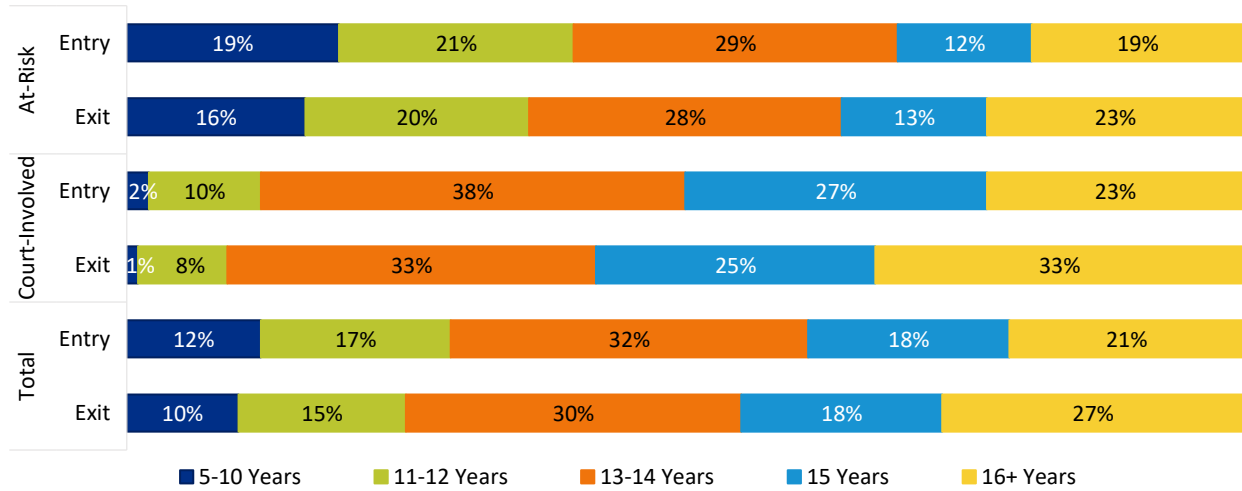
Personal Characteristics	At-Risk n=6,594 %	Court-Involved n=4,476 %	Total N=11,070 %
Sex			
Male	59	72	64
Female	41	28	36
Race/Ethnicity²⁰			
White	30	38	33
Black	49	44	47
Hispanic	13	13	13
Other/Unknown	8	5	7

SOURCE: NC Sentencing and Policy Advisory Commission, FY 2020 JCPC Exit Sample

Figure 2.2 shows the distribution of juveniles by age at JCPC program entry and exit. Overall, about one-third of the sample was 13-14 years old at JCPC program entry and program exit. At-risk juveniles averaged 13 years old at program entry compared to 14 years old for court-involved juveniles. Forty percent (40%) of the at-risk group was aged 12 or younger at program entry compared to 12% of the court-involved group. Half (50%) of the court-involved group was at least 15 years old at program entry compared to 31% of the at-risk group.

²⁰ Due to low percentages, American Indian, Asian, Native Hawaiian, and multi-racial juveniles were combined with unknown into the Other/Unknown category.

Figure 2.2
Age at Program Entry and Program Exit by Legal Status



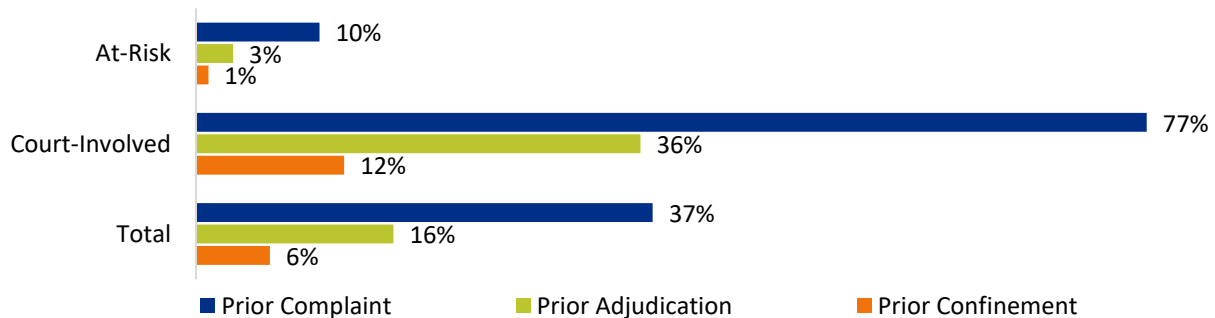
SOURCE: NC Sentencing and Policy Advisory Commission, FY 2020 JCPC Exit Sample

PRIOR JUVENILE JUSTICE CONTACTS

In order to understand the frequency of interaction with the system, Figure 2.3 examines the percentage of juveniles with prior juvenile justice contacts. Measures of prior juvenile justice contacts may include the contact(s), if any, that resulted in the JCPC program referral analyzed in this study. Overall, 37% of the sample had at least one delinquent complaint prior to entering a JCPC program, 16% had at least one prior adjudication, and 6% had a prior confinement.²¹

For all three measures of prior juvenile justice contacts examined, the court-involved group had a higher percentage of prior contacts with the juvenile justice system than the at-risk group. Court-involved juveniles had a substantially higher percentage with a prior complaint (77%) than at-risk juveniles (10%).²²

Figure 2.3
Prior Juvenile Justice Contacts by Legal Status



SOURCE: NC Sentencing and Policy Advisory Commission, FY 2020 JCPC Exit Sample

²¹ A prior confinement could be a detention center admission, a YDC commitment, or both. Generally, juveniles who had a YDC commitment also had a detention center admission.

²² As mentioned in Chapter One, legal status was determined at the time the juvenile entered the JCPC program. At-risk juveniles may have had prior complaints as part of their juvenile justice history but were not court-involved at the time they entered the JCPC program analyzed in this study.

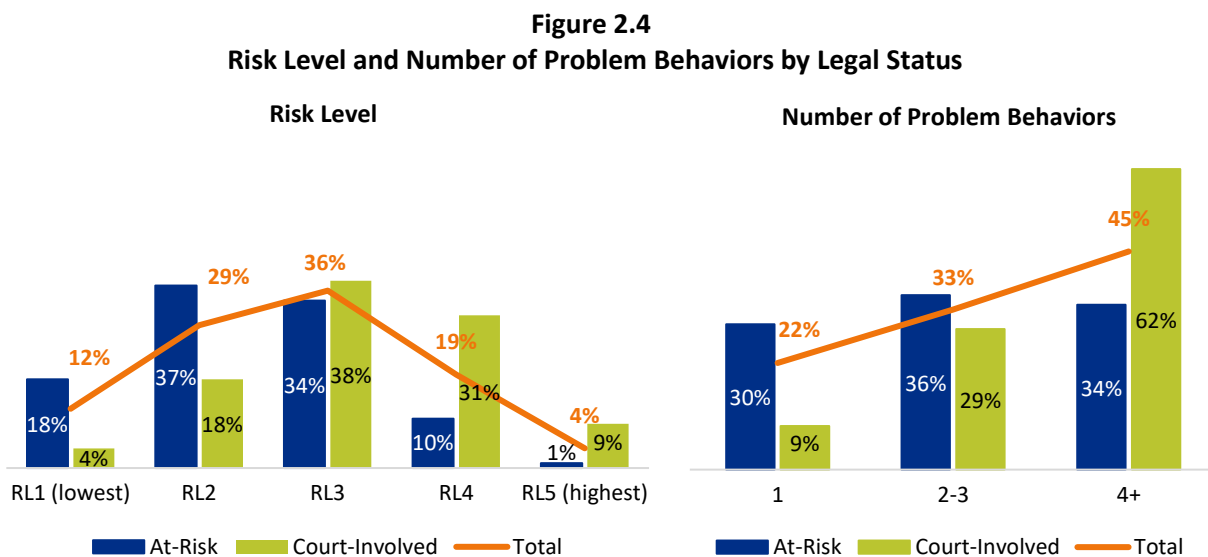
RISK ASSESSMENTS AND PROBLEM BEHAVIORS

Typically, DJJDP juvenile court counselors administer risk assessments for court-involved juveniles referred to JCPC programs. For at-risk juveniles, a modified assessment of risk is administered by JCPC program providers at program entry.²³ The purpose of the risk assessment is to evaluate the risk of future delinquency. Risk scores were computed for every juvenile in the sample, placing each juvenile in one of five levels of risk from RL1 (the lowest risk) to RL5 (the highest risk).

Similar to administration of the risk assessment, problem behaviors for juveniles referred to JCPC programs are identified either by DJJDP juvenile court counselors (for court-involved juveniles) or JCPC program providers (for at-risk juveniles). Determining problem behaviors allows for the identification of the areas of need that JCPC programs are designed to address. Juveniles may be identified as having up to as many as 31 problem behaviors (e.g., impulsive/risk taking; disruptive in class/referrals to office/suspensions (school); crime/delinquency (unreported and reported); fighting/assault/aggressive behavior).²⁴ All juveniles in the sample were identified as having at least 1 problem behavior.

Figure 2.4 shows the risk level and problem behavior distributions for both groups and for the entire sample. Overall, the risk level distribution mostly followed a bell-shaped curve with the highest percentage of juveniles assessed at RL3 (36%). Most (89%) of the at-risk group was assessed in RL1 (lowest risk level) through RL3. Conversely, 78% of the court-involved group was assessed in RL3 through RL5 (highest risk level).

Generally, at-risk juveniles had fewer problem behaviors identified. Two-thirds (66%) of at-risk juveniles were identified as having 3 or fewer problem behaviors at referral. Conversely, 62% of court-involved juveniles were identified as having 4 or more problem behaviors at referral. At-risk juveniles averaged 3 problem behaviors, while court-involved juveniles averaged 5 problem behaviors.



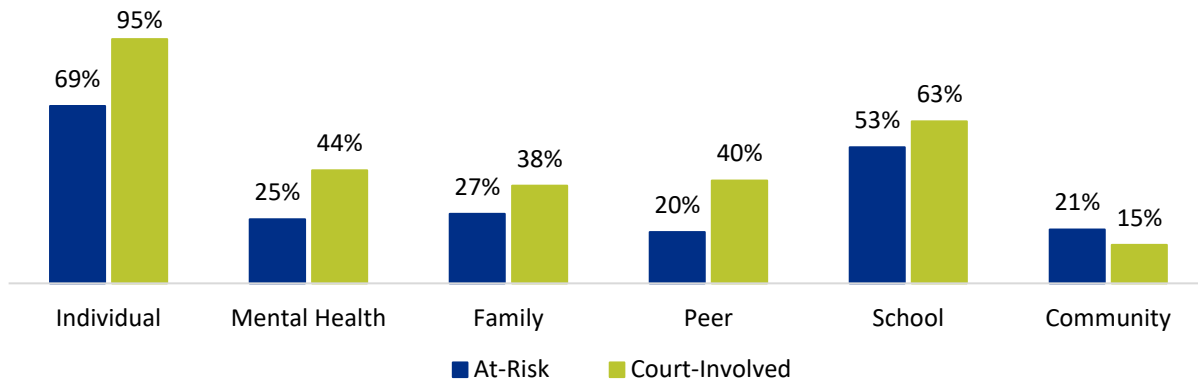
SOURCE: NC Sentencing and Policy Advisory Commission, FY 2020 JCPC Exit Sample

²³ See Appendix G for a copy of the DJJDP’s Community Programs version of the North Carolina Assessment of Juvenile Risk of Future Offending. At-risk juveniles are asked 4 fewer questions, which pertain to prior juvenile justice involvement, than court-involved youth.

²⁴ See Appendix H for a copy of the North Carolina DPS Juvenile Justice/JCPC Referral Form which outlines all 31 problem behaviors.

The 31 problem behaviors were assigned to seven categories.²⁵ Figure 2.5 shows the distribution of the categories of problem behaviors identified at referral. Problem behaviors involving the individual juvenile (e.g., bullying, fighting, impulsivity) were the most common among both the at-risk and court-involved groups (69% and 95% respectively). Problems involving school behavior (e.g., truancy, disruptive in class, behind grade level) were the second most frequent (53% of at-risk juveniles and 63% of court-involved juveniles). Generally, court-involved juveniles had higher percentages of each type of problem behavior than at-risk juveniles.

Figure 2.5
Type of Problem Behaviors by Legal Status



SOURCE: NC Sentencing and Policy Advisory Commission, FY 2020 JCPC Exit Sample

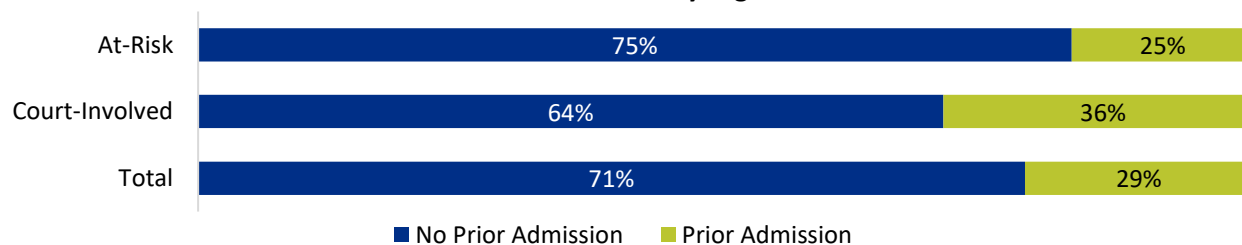
IN-PROGRAM PROFILE

This section outlines the characteristics of sample juveniles during the time they participated in JCPC programming (i.e., in-program profile).

Prior JCPC Admissions

Figure 2.6 shows the distribution of prior JCPC admissions for both groups and for the entire sample.²⁶ Overall, 29% of the sample had a prior JCPC admission. A higher percentage of the court-involved group had a prior JCPC admission compared to the at-risk group (36% and 25% respectively). Regardless of legal status, sample juveniles with prior JCPC admissions averaged 2 prior JCPC admissions.

Figure 2.6
Prior JCPC Admissions by Legal Status



SOURCE: NC Sentencing and Policy Advisory Commission, FY 2020 JCPC Exit Sample

²⁵ Juveniles can be identified as having multiple problem behaviors and, therefore, may be represented in more than one problem behavior category. No juveniles had a problem behavior in the Other category.

²⁶ Assessments were not included in the prior JCPC admissions measure because they are evaluative, rather than programmatic, in nature.

Time in Program

The time juveniles spent in JCPC programs was measured three different ways. Days enrolled refers to the length of time between JCPC program entry and exit. Face-to-face days refers to the number of days within JCPC program enrollment that juveniles received services from JCPC program providers. Finally, direct service hours refers to the number of hours juveniles and/or their families spent engaging in interventions, activities, or strategies designed to develop and/or reinforce new insights, skills, and behaviors.

While court-involved juveniles averaged 4 more enrollment days than at-risk juveniles, the at-risk group, averaged more face-to-face days and direct service hours than the court-involved group (19 face-to-face days and 63 hours compared to 14 and 50, respectively). Regardless of legal status, the youngest juveniles (juveniles aged 5-10 years) had the longest average participation, while the oldest juveniles (juveniles aged 16+) had the shortest (*see* Table 2.2). Generally, the older juveniles were at program entry, the shorter the length of participation across all three measures. At-risk juveniles aged 5-10 years generally had the longest lengths of program participation of the entire sample with 141 days of enrollment, 29 face-to-face days, and 98 direct service hours.²⁷

Table 2.2
Average Length of Participation by Age at Program Entry and Legal Status

Legal Status	N	Average Length of Participation		
		Days		Hours
		Enrolled	Face-to-Face	Direct Service
At-Risk	6,594	123	19	63
5-10 Years	1,216	141	29	98
11-12 Years	1,411	136	21	70
13-14 Years	1,888	120	15	48
15 Years	816	113	15	48
16+ Years	1,263	102	14	53
Court-Involved	4,476	127	14	50
5-10 Years	69	151	18	45
11-12 Years	465	136	15	47
13-14 Years	1,708	133	14	46
15 Years	1,227	128	15	62
16+ Years	1,007	110	12	44
Total	11,070	125	17	58

SOURCE: NC Sentencing and Policy Advisory Commission, FY 2020 JCPC Exit Sample

Program Completion

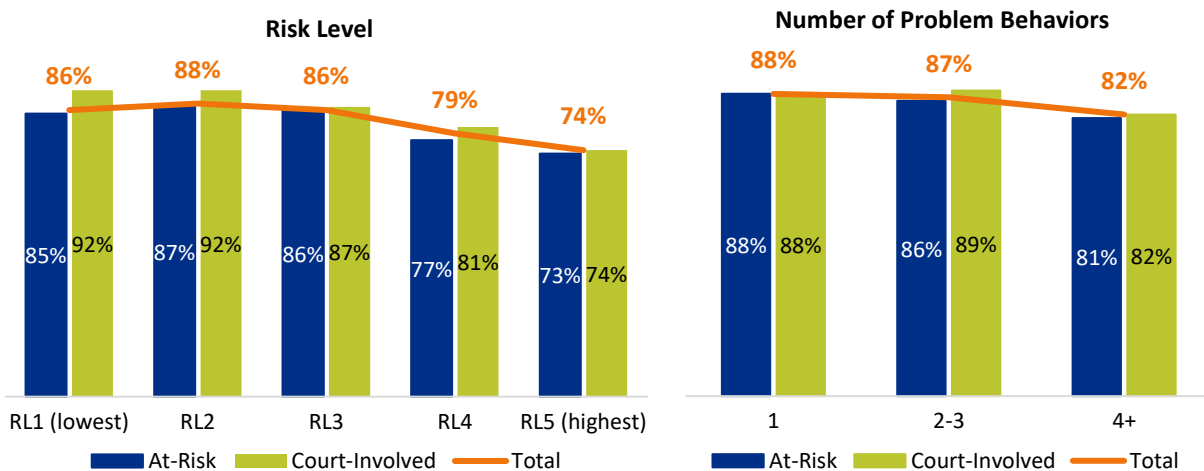
The DJJDP uses three categories to identify juveniles who completed their JCPC programming: (1) successful completion (juveniles who had a high level of participation and completed most of their goals); (2) satisfactory completion (juveniles who had an acceptable level of participation and met some

²⁷ The average length of participation measures include 72 juveniles with 0 direct service hours (less than 1% of the sample).

of their goals); and (3) higher level of care required (JCPC program providers did everything they could to address the needs of their juvenile participants). For this analysis, these three categories were combined to indicate 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).

Overall, 85% of the sample completed their JCPC program, with at-risk and court-involved juveniles completing their programs at the same rate (85%). Figure 2.7 shows program completion rates in the context of risk level and number of problem behaviors for at-risk and court-involved juveniles. Overall, completion rates decreased as juvenile risk levels and number of problem behaviors increased. Generally, court-involved juveniles had marginally higher completion rates than at-risk juveniles at each risk level. At-risk and court-involved juveniles completed their JCPC programs at nearly the same rate regardless of the number of problem behaviors.

Figure 2.7
Program Completion by Risk Level, Problem Behaviors, and Legal Status



SOURCE: NC Sentencing and Policy Advisory Commission, FY 2020 JCPC Exit Sample

JUVENILE AND ADULT RECIDIVISM

As described in Chapter One, juveniles in the sample were tracked for two periods of time – during their participation in a JCPC program (i.e., in-program) and for two years following their exit from a JCPC program (i.e., two-year follow-up) – to determine whether involvement with the juvenile justice or adult criminal justice systems occurred. A combined measure of juvenile complaints and/or adult arrests was compiled to indicate any recidivist involvement in either system (i.e., “recidivism”).²⁸

Recidivism: In-Program

Table 2.3 examines recidivism rates by legal status during JCPC programming. Overall, 5% of the sample had at least one delinquent complaint and/or arrest while participating in a JCPC program. Court-involved juveniles had a higher in-program recidivism rate than at-risk juveniles (9% compared to 2%).

²⁸ Juvenile adjudications and/or adult convictions were also included as a supplementary measure of recidivism. See Appendix I for recidivism rates based on juvenile adjudications and/or adult convictions.

For those juveniles with at least one delinquent complaint and/or arrest, the first recidivist event occurred an average of 2 months after beginning their JCPC program and, for 65% of them, the most serious recidivist offense was a misdemeanor. A higher percentage of court-involved juveniles recidivated with a felony offense than at-risk juveniles (38% and 22% respectively).

Table 2.3
Recidivism Rates by Legal Status: In-Program

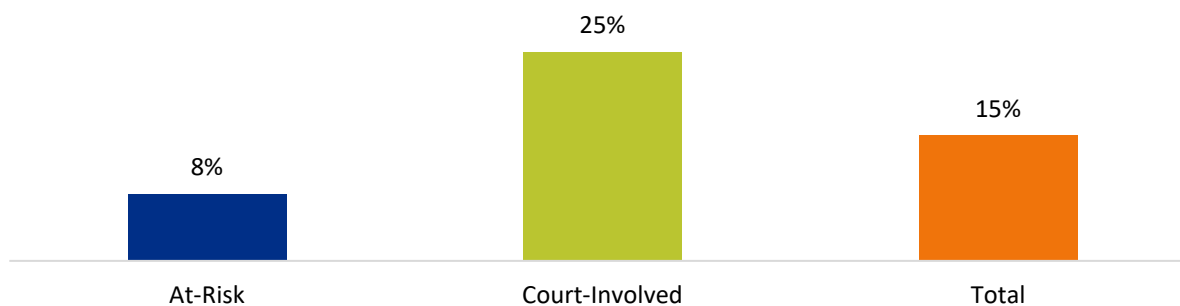
Legal Status	N	# with Recidivism	% Recidivism	Average Months to Recidivism	Most Serious Recidivist Offense	
					% Felony	% Misdemeanor
At-Risk	6,594	130	2	2	22	78
Court-Involved	4,476	420	9	2	38	62
Total	11,070	550	5	2	35	65

SOURCE: NC Sentencing and Policy Advisory Commission, FY 2020 JCPC Exit Sample

Recidivism: Two-Year Follow-Up

Figure 2.8 and Table 2.4 examine recidivism rates by legal status during the two-year follow-up. Overall, 15% of the sample had at least one delinquent complaint and/or arrest during the two-year follow-up. Court-involved juveniles had higher recidivism rates than at-risk juveniles (25% and 8% respectively).

Figure 2.8
Recidivism Rates by Legal Status: Two-Year Follow-Up



SOURCE: NC Sentencing and Policy Advisory Commission, FY 2020 JCPC Exit Sample

For those juveniles with at least one delinquent complaint and/or arrest, the first recidivist event occurred an average of 9 months after JCPC program exit. The timing of the first recidivist event was 10 months for at-risk juveniles and 9 months for court-involved juveniles. Compared to at-risk juveniles with a recidivist event, a higher percentage of court-involved juveniles had a delinquent complaint and/or arrest within 12 months (58% and 68% respectively).

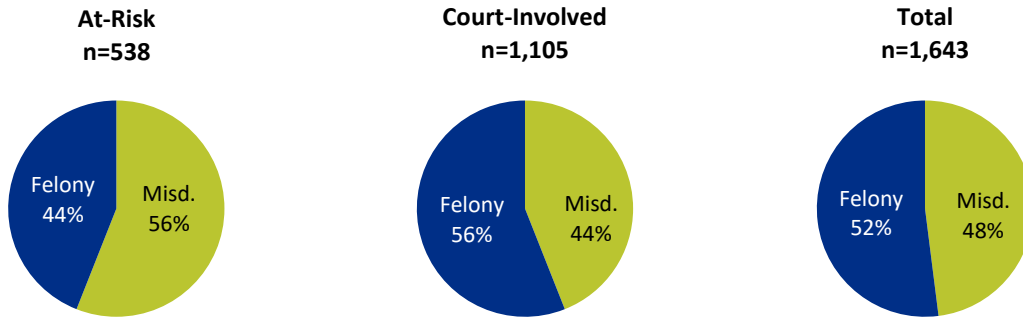
Table 2.4
Recidivism Rates by Legal Status: Two-Year Follow-Up

Legal Status	N	# with Recidivism	Total # Recidivist Events	Average Months to Recidivism	% Recidivism	
					One-Year Follow-Up	Two-Year Follow-Up
At-Risk	6,594	538	949	10	4	8
Court-Involved	4,476	1,105	2,506	9	16	25
Total	11,070	1,643	3,455	9	9	15

SOURCE: NC Sentencing and Policy Advisory Commission, FY 2020 JCPC Exit Sample

Overall, the 1,643 juveniles with recidivism accounted for 3,455 recidivist events; both at-risk and court-involved juveniles averaged 2 recidivist events during follow-up. For those juveniles with a recidivist event, 48% had a misdemeanor as their most serious recidivist offense, with a smaller percentage of court-involved juveniles recidivating with a misdemeanor (44%) compared to at-risk juveniles (56%) (see Figure 2.9).

Figure 2.9
Most Serious Recidivist Offense by Legal Status: Two-Year Follow-Up

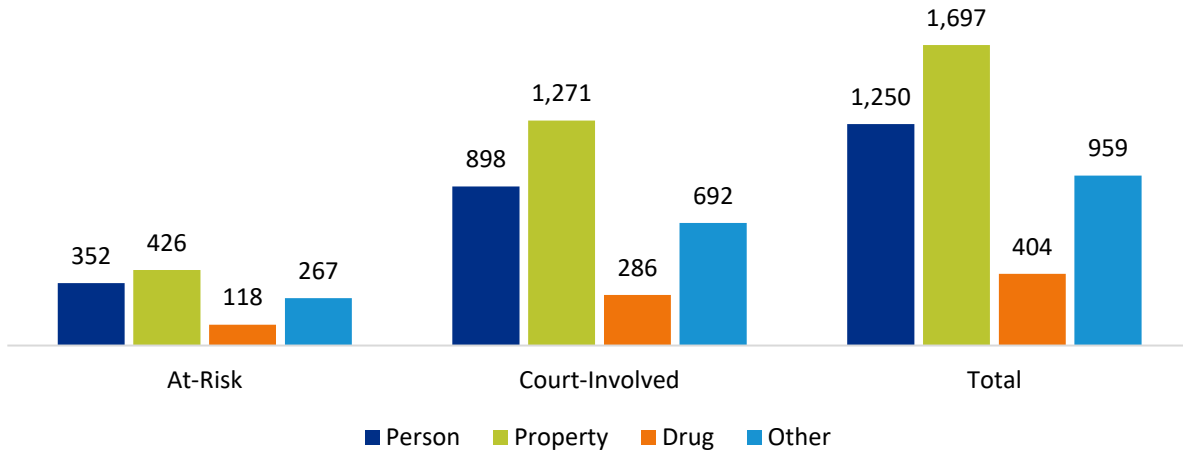


SOURCE: NC Sentencing and Policy Advisory Commission, FY 2020 JCPC Exit Sample

Figure 2.10 shows the number of recidivist events by legal status and offense category. Court-involved juveniles had a higher number of recidivist events than at-risk juveniles (see also Table 2.4). Overall, the most common recidivist event was a property offense, followed by person offenses.²⁹ This finding held for both at-risk and court-involved juveniles as well. Drug offenses were the least common for the entire sample and regardless of legal status.

²⁹ Overall, 53% of recidivist person offenses were felonies and 47% were misdemeanors. Among at-risk juveniles, 56% of recidivist person offenses were misdemeanors; among court-involved juveniles, the majority were felonies (57%).

Figure 2.10
Number of Recidivist Events by Offense Category and Legal Status: Two-Year Follow-Up



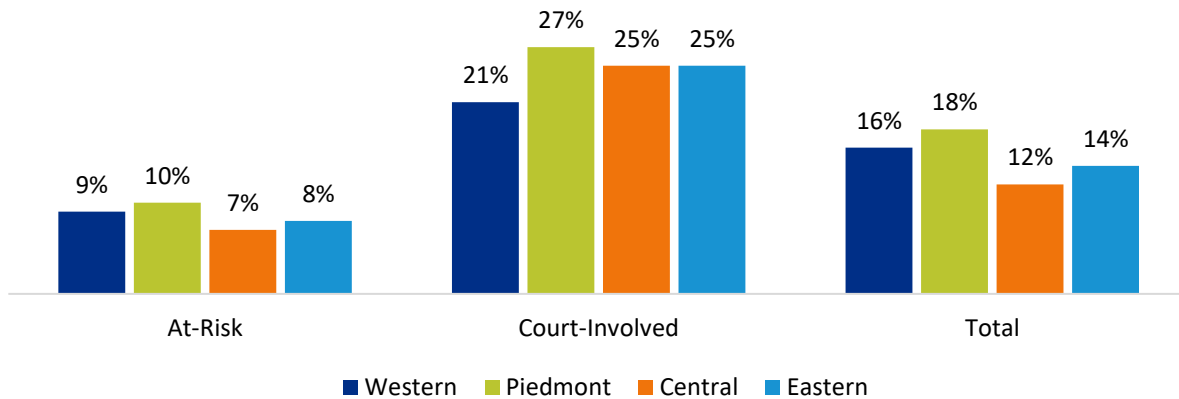
Note: Recidivist events may involve multiple offense categories (person, property, drug, other). As a result, the number of recidivist events by offense category cannot be added together to equal the total number of recidivist events.

SOURCE: NC Sentencing and Policy Advisory Commission, FY 2020 JCPC Exit Sample

Geographic Areas and Recidivism

Recidivism rates by geographic areas during the two-year follow-up are shown in Figure 2.11. Overall, juveniles in the Central area had the lowest recidivism rates, while juveniles in the Piedmont area had the highest (12% and 18% respectively). At-risk juveniles had similar recidivism rates regardless of geographic area. At-risk juveniles in the Piedmont area had the highest recidivism rates (10%) whereas juveniles in the Central area had the lowest (7%). Among the court-involved group, juveniles in the Piedmont area had the highest recidivism rates (27%) and juveniles in the Western area had the lowest recidivism rates (21%).

Figure 2.11
Recidivism Rates by Geographic Areas and Legal Status: Two-Year Follow-Up



SOURCE: NC Sentencing and Policy Advisory Commission, FY 2020 JCPC Exit Sample

Personal Characteristics and Recidivism

Table 2.5 provides recidivism rates during the two-year follow-up by personal characteristics. Court-involved juveniles recidivated at higher rates than at-risk juveniles across every category. Overall, males had higher recidivism rates than females (19% and 8% respectively). The recidivism rate for court-involved males was nearly three times higher than the recidivism rate of at-risk males (29% compared to 10%). For additional recidivism rates by sex and legal status, see Appendix I.

Overall, Black juveniles had the highest recidivism rates at 18%, followed by juveniles in the Other/Unknown category, White juveniles, and Hispanic juveniles. When examined by legal status, court-involved Black juveniles recidivated at a rate over three times higher than their at-risk counterparts (32% compared to 9%). The difference in recidivism rates between court-involved juveniles in the Other/Unknown category and at-risk juveniles in the Other/Unknown category was almost as great as with Black juveniles.

Recidivism rates were lowest for juveniles in the 5-10 years category and highest for juveniles who were 15 at program entry. Court-involved juveniles aged 5-10 recidivated at a much higher rate than at-risk juveniles in the 5-10 years category (20% compared to 1%).

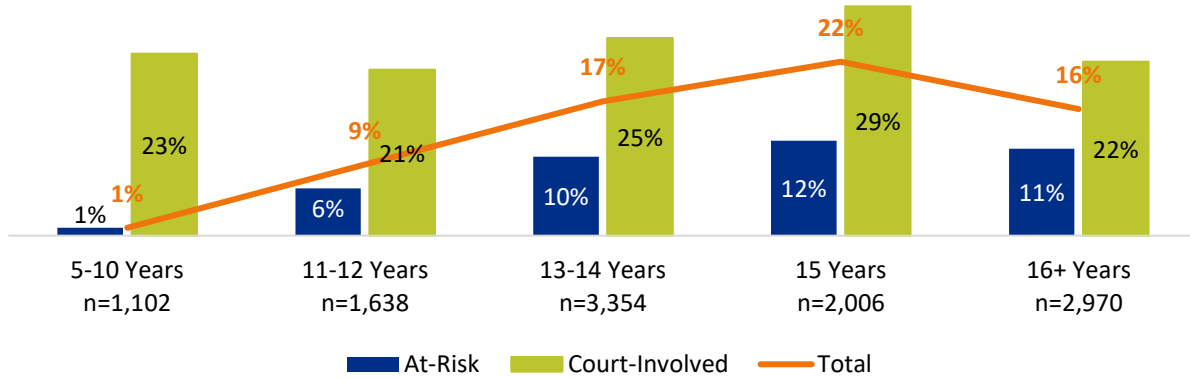
Table 2.5
Recidivism Rates by Personal Characteristics and Legal Status: Two-Year Follow-Up

Personal Characteristics	N	At-Risk n=6,594 %	Court-Involved n=4,476 %	Total N=11,070 %
Sex				
Male	7,082	10	29	19
Female	3,988	5	14	8
Race/Ethnicity				
White	3,723	8	19	13
Black	5,167	9	32	18
Hispanic	1,439	5	15	9
Other/Unknown	741	7	29	14
Age at Program Entry				
5-10 Years	1,285	1	20	2
11-12 Years	1,876	6	23	10
13-14 Years	3,596	11	25	18
15 Years	2,043	12	29	22
16+ Years	2,270	11	20	15
Total	11,070	8	25	15

SOURCE: NC Sentencing and Policy Advisory Commission, FY 2020 JCPC Exit Sample

Overall, the youngest juveniles, aged 5-10 at program exit, had the lowest recidivism rates (see Figure 2.12). Recidivism rates peaked for juveniles aged 15 (22%) and declined for juveniles aged 16 and older (16%). Court-involved juveniles had higher recidivism rates than at-risk juveniles across all age groups. Court-involved juveniles aged 15 at program exit had the highest recidivism rates of the sample (29%).

Figure 2.12
Recidivism Rates by Age at Program Exit and Legal Status: Two-Year Follow-Up

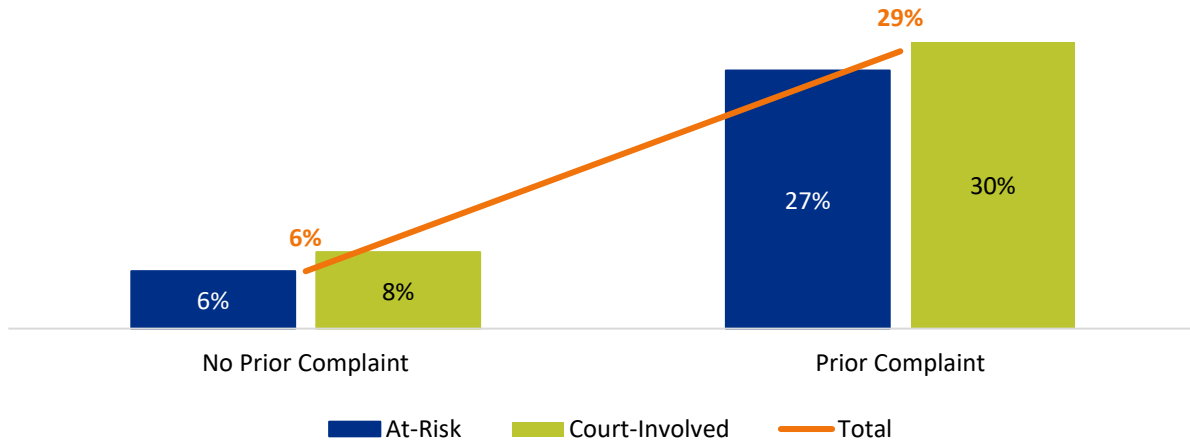


SOURCE: NC Sentencing and Policy Advisory Commission, FY 2020 JCPC Exit Sample

Prior Juvenile Complaints and Recidivism

Figure 2.13 provides a comparison of recidivism rates for at-risk and court-involved juveniles with and without prior juvenile complaints. Regardless of legal status, juveniles with prior complaints had substantially higher recidivism rates than those with no priors.

Figure 2.13
Recidivism Rates by Prior Juvenile Complaints and Legal Status: Two-Year Follow-Up

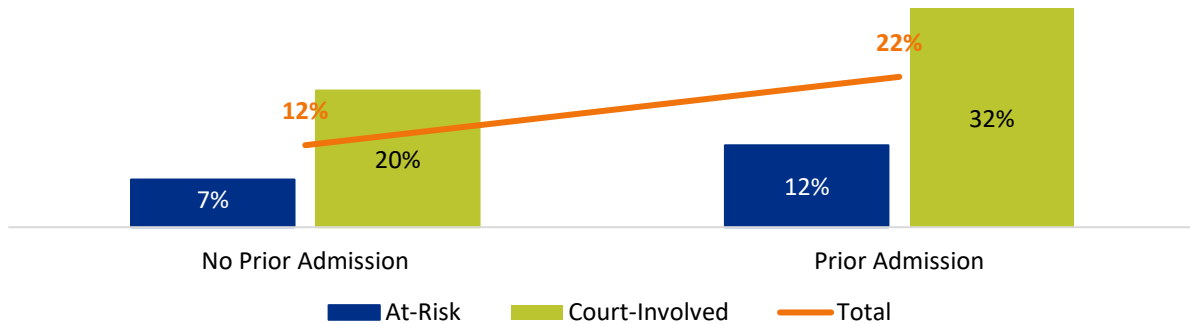


SOURCE: NC Sentencing and Policy Advisory Commission, FY 2020 JCPC Exit Sample

Prior JCPC Admissions and Recidivism

Overall, juveniles with at least one prior JCPC admission had higher recidivism rates than juveniles without a prior JCPC admission (22% and 12% respectively) (see Figure 2.14). This finding held for both at-risk and court-involved juveniles.

Figure 2.14
Recidivism Rates by Prior JCPC Admissions and Legal Status: Two-Year Follow-Up

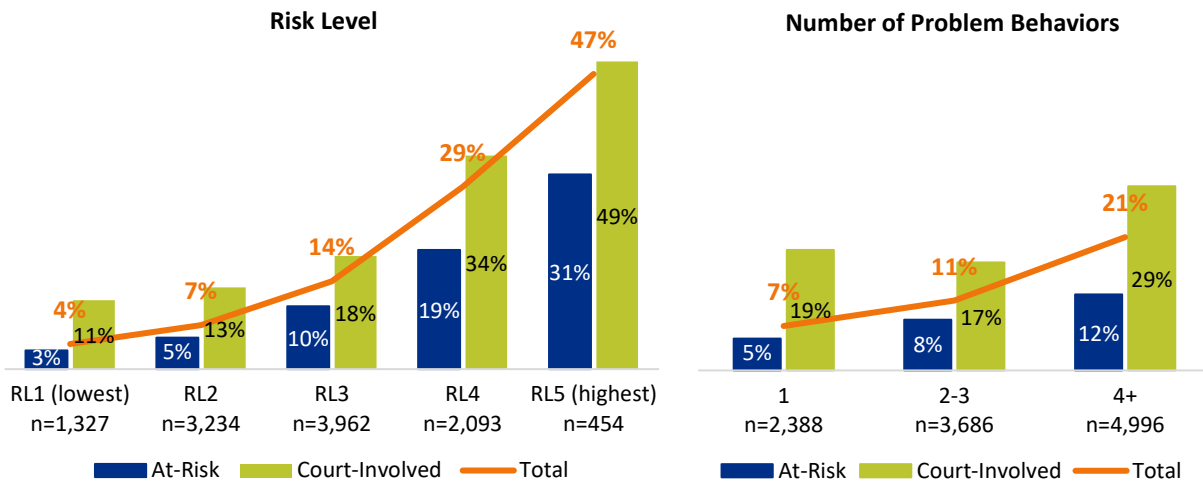


SOURCE: NC Sentencing and Policy Advisory Commission, FY 2020 JCPC Exit Sample

Risk Level, Problem Behaviors, and Recidivism

As shown previously in Figure 2.4, most juveniles in the sample were assessed in the middle three risk levels (84%), and more than half of juveniles were identified as having between 1 and 3 problem behaviors (55%). Figure 2.15 explores the relationship between risk level, number of problem behaviors, and recidivism. As expected, RL1 (lowest risk) juveniles had the lowest recidivism rates at 4% compared to RL5 (highest risk) juveniles at 47%, with an incremental progression of recidivism rates between the middle three risk levels (RL2 to RL4). Across all five risk levels, court-involved juveniles had higher recidivism rates than at-risk juveniles.

Figure 2.15
Recidivism Rates by Risk Level, Problem Behaviors, and Legal Status: Two-Year Follow-Up



SOURCE: NC Sentencing and Policy Advisory Commission, FY 2020 JCPC Exit Sample

Similar patterns in recidivism rates were seen when examining the relationship between the number of problem behaviors and recidivism (see Figure 2.15). Juveniles with 1 problem behavior had the lowest recidivism rates (7%) and those with 4 or more problem behaviors had the highest recidivism rates (21%). Court-involved juveniles had higher recidivism rates than at-risk juveniles regardless of the number of problem behaviors.

Table 2.6 examines the differences in recidivism rates by type of problem behavior identified at the time of referral to a JCPC program. Regardless of the problem behavior category, juveniles with specific problem behaviors (“Yes” in the table below) generally had higher recidivism rates than juveniles without those same problem behaviors (“No” in the table below). Overall, juveniles identified as having a problem behavior with peers had the highest recidivism rates (25%) followed by those with family (20%) and mental health (19%) problem behaviors. Among court-involved juveniles, those with community problem behaviors had the highest recidivism rates (36%) followed by those with peer (33%) and family (31%) problem behaviors. Among at-risk juveniles, those with peer problem behaviors had the highest recidivism rates (15%) followed by those with individual, mental health, and school problem behaviors (10% each).

Table 2.6
Recidivism Rates by Type of Problem Behavior and Legal Status: Two-Year Follow-Up

Problem Behavior	N	At-Risk n=6,594 %	Court-Involved n=4,476 %	Total N=11,070 %
Individual				
No	2,232	3	18	5
Yes	8,838	10	25	17
Mental Health				
No	7,428	8	23	13
Yes	3,642	10	27	19
Family				
No	7,574	8	21	12
Yes	3,496	10	31	20
Peer				
No	7,982	7	19	11
Yes	3,088	15	33	25
School				
No	4,756	7	20	12
Yes	6,314	9	27	17
Community				
No	8,999	8	23	14
Yes	2,071	7	36	17
Total	11,070	8	25	15

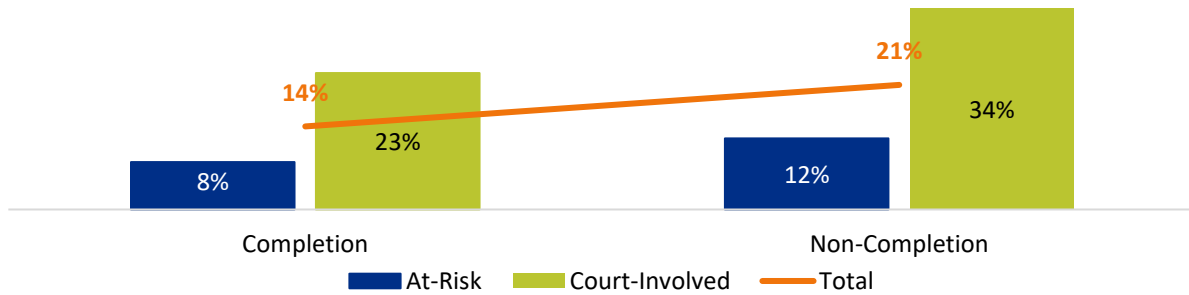
Note: Juveniles can be identified as having multiple problem behaviors and, therefore, may be represented in more than one problem behavior category.

SOURCE: NC Sentencing and Policy Advisory Commission, FY 2020 JCPC Exit Sample

Program Completion and Recidivism

As mentioned previously, program completion is defined as when a juvenile successfully or satisfactorily completes a JCPC program or a higher level of care is required. Figure 2.16 examines recidivism in the context of juveniles who completed their JCPC program versus those who did not. Overall, juveniles who completed JCPC programs had a lower recidivism rate than those who did not complete their programs (14% and 21% respectively). A similar pattern was found by legal status, although the difference in recidivism rates was higher for court-involved juveniles.

Figure 2.16
Recidivism Rates by Program Completion and Legal Status: Two-Year Follow-Up



SOURCE: NC Sentencing and Policy Advisory Commission, FY 2020 JCPC Exit Sample

SUMMARY

Chapter Two examined the FY 2020 JCPC exit sample by legal status. Overall, 60% of juveniles in the sample were at-risk (i.e., not currently involved with the juvenile justice system) at the time of JCPC program entry, while 40% were court-involved (e.g., on a diversion plan/contract or on probation). The court-involved group was older and had a higher percentage of male juveniles than the at-risk group. Black and Hispanic juveniles comprised a slightly larger portion of the at-risk group than the court-involved group.

Higher percentages of court-involved juveniles had prior juvenile justice contacts and were assessed in higher risk levels than at-risk juveniles. Over 60% of court-involved juveniles were identified as having at least 4 problem behaviors compared to 34% of at-risk juveniles. A higher percentage of the court-involved group had a prior JCPC admission compared to the at-risk group; both groups completed their JCPC programming at the same rate (85%).

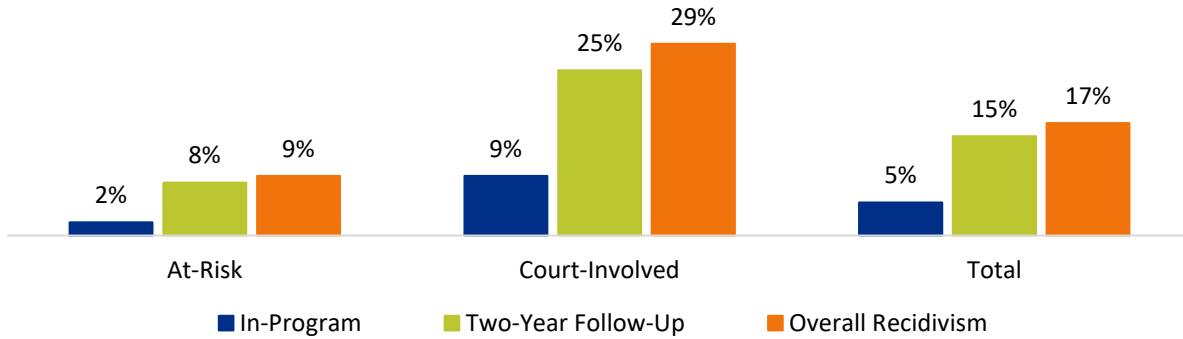
Recidivism rates were calculated for two periods of time: in-program and two-year follow-up. Regardless of time period, court-involved juveniles recidivated more frequently than at-risk juveniles. Nine percent (9%) of court-involved juveniles recidivated during their JCPC program compared to 2% of at-risk juveniles. After two years of follow-up, 25% of court-involved juveniles had recidivated compared to 8% of at-risk juveniles.

Regardless of legal status, male juveniles, Black juveniles, and 15-year-old juveniles had the highest recidivism rates within the respective sex, race/ethnicity, and age categories examined. For both at-risk and court-involved groups, juveniles with prior juvenile justice contacts and prior JCPC admissions had higher recidivism rates than those without any prior involvement with the juvenile system. For both groups, recidivism rates increased as risk levels and the number of problem behaviors increased. In addition, as risk level and number of problem behaviors increased, the difference in recidivism rates between at-risk and court-involved juveniles generally increased. Juveniles who completed their JCPC program had lower recidivism rates regardless of legal status.

Figure 2.17 provides recidivism rates by legal status based on whether recidivism occurred during JCPC participation or during the two-year follow-up. A combined measure of recidivism, referred to as overall recidivism, is also presented that indicates the percentage of juveniles who recidivated during either time period or both time periods. Overall, 17% of the sample recidivated during their program and/or

during the two-year follow-up. Most recidivism occurred during the two-year follow-up, a finding that is not surprising considering the average time juveniles were in a program was about 4 months (125 days). Twenty-nine percent (29%) of court-involved juveniles recidivated during their JCPC program and/or during the two-year follow-up compared to 9% of at-risk juveniles.

Figure 2.17
Summary of Recidivism Rates for At-Risk and Court-Involved Juveniles



SOURCE: NC Sentencing and Policy Advisory Commission, FY 2020 JCPC Exit Sample

CHAPTER THREE

JCPC PROGRAM PROFILE AND RECIDIVISM

Chapter Three provides additional analyses on the same cohort of juveniles that was examined in Chapter Two, i.e., juveniles who exited from at least one JCPC program between July 1, 2019 and June 30, 2020. The chapter presents a statistical profile of the six broad categories of JCPC programs.³⁰ Juvenile justice and criminal justice outcomes for each category of JCPC programs are also examined, with a focus on complaints and/or adult arrests that occurred during two periods of time – while juveniles participated in a JCPC program (i.e., in-program) and for two years following their exit from a JCPC program (i.e., two-year follow-up).

JCPC PROGRAM CATEGORIES

Throughout this report, references to the six JCPC program categories are shortened for the sake of brevity. In particular, mentions of restitution programs also include community service programs and references to teen court programs also include mediation and conflict resolution programs.

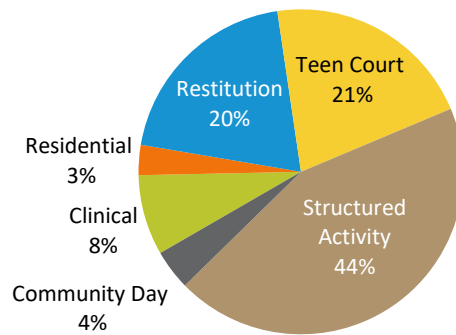
Program Category	Shortened To:
Clinical Treatment	Clinical
Residential Services	Residential
Restitution/Community Service	Restitution
Teen Court/Mediation/Conflict Resolution	Teen Court
Structured Activities	Structured Activity
Community Day Programs	Community Day

Figure 3.1 shows the distribution of exits from JCPC programs by program category. Structured activity programs represented the highest percentage of exits (44%) followed by teen court (21%) and restitution (20%) programs. Together, these three program categories comprised 85% of all JCPC exits.

Table 3.1 provides information on the entity that referred juveniles to JCPC programming. Overall, the DJJDP referred 44% of the sample to JCPC programs. Schools were the second most frequent source of referrals (31%) followed by parent/guardian (13%). The DJJDP initiated nearly all of the referrals to restitution programs (98%). The DJJDP also made the highest percentage of referrals to clinical programs (49%). Schools initiated a majority of referrals to community day and teen court programs (80% and 61% respectively). DJJDP, DHHS, and parent/guardian were the most common referral sources for juveniles who exited from residential and structured activity programs.

³⁰ As described in Chapter One, there are five categories of JCPC programs, in addition to assessments. However, to enable a more nuanced analysis, the restorative category, which includes restitution, community service, teen court, mediation, and conflict resolution, was divided into two categories.

Figure 3.1
JCPC Exits by Program Category



SOURCE: NC Sentencing and Policy Advisory Commission, FY 2020 JCPC Exit Sample

Table 3.1
Referral Source by Program Category

JCPC Program Category	N	% Referral Source					
		DJJDP	DHHS	School	Law Enforcement	Parent/Guardian	Self/Other
Clinical	888	49	9	14	<1	21	7
Residential	315	34	44	1	1	14	6
Restitution	2,259	98	<1	1	1	--	<1
Teen Court	2,278	30	<1	61	8	<1	1
Structured Activity	4,892	28	5	33	2	23	9
Community Day	438	14	1	80	<1	3	2
Total	11,070	44	4	31	3	13	5

Note: Referrals from the DHHS consist of referrals from social services and mental health agencies. Referrals from school include referrals from both school personnel and school resource officers.

SOURCE: NC Sentencing and Policy Advisory Commission, FY 2020 JCPC Exit Sample

PERSONAL CHARACTERISTICS

Table 3.2 presents the composition of each program by personal characteristics of the participants. Overall, 64% of the sample was male. Restitution programs had the highest percentage of males (75%); residential programs were the most evenly distributed between males and females (54% and 46% respectively). Almost half of juveniles in the sample were Black (47%). Black juveniles comprised the highest percentage of juveniles in each program category except for clinical, which had a majority of White juveniles (53%). Hispanic juveniles comprised at least 12% of all program categories. Overall, the average age of juveniles at program entry was 14; juveniles aged 13 and 14 had the highest percentages for all program categories except for residential, where juveniles 16 and older made up the highest

percentage (35%). The youngest juveniles, between the ages of 5 and 10 years old, made up 12% of the sample, but were more highly represented in structured activity (21%) and clinical (15%) programs.

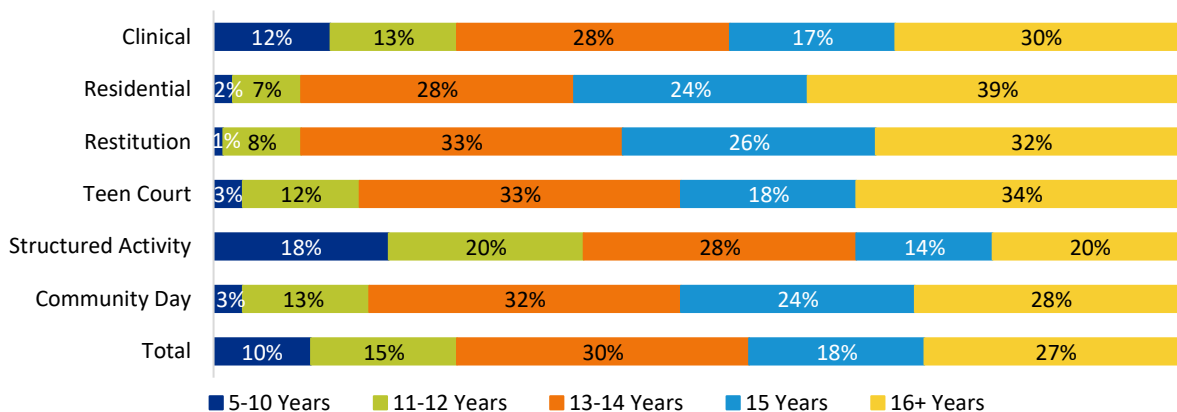
Table 3.2
Personal Characteristics by Program Category

Personal Characteristics	Clinical n=888 %	Residential n=315 %	Restitution n=2,259 %	Teen Court n=2,278 %	Structured Activity n=4,892 %	Community Day n=438 %	Total N=11,070 %
Sex							
Male	58	54	75	60	62	72	64
Female	42	46	25	40	38	28	36
Race/Ethnicity³¹							
White	53	36	39	38	26	33	33
Black	28	40	44	43	53	47	47
Hispanic	13	14	12	13	13	14	13
Other/Unknown	6	10	5	6	8	6	7
Age at Program Entry							
5-10 years	15	2	1	4	21	3	12
11-12 years	15	7	10	15	22	15	17
13-14 years	32	29	39	34	29	34	32
15 years	18	27	27	17	14	23	18
16+ years	20	35	23	30	14	25	21

SOURCE: NC Sentencing and Policy Advisory Commission, FY 2020 JCPC Exit Sample

The distribution of age at program exit (i.e., at the beginning of the two-year follow-up) by program category is shown in Figure 3.2. While the average age of juveniles at program exit was the same as at program entry (14 years old), the aging of juveniles over the course of their programs meant lower percentages in the younger age categories at program exit than at program entry.

Figure 3.2
Age at Program Exit by Program Category



SOURCE: NC Sentencing and Policy Advisory Commission, FY 2020 JCPC Exit Sample

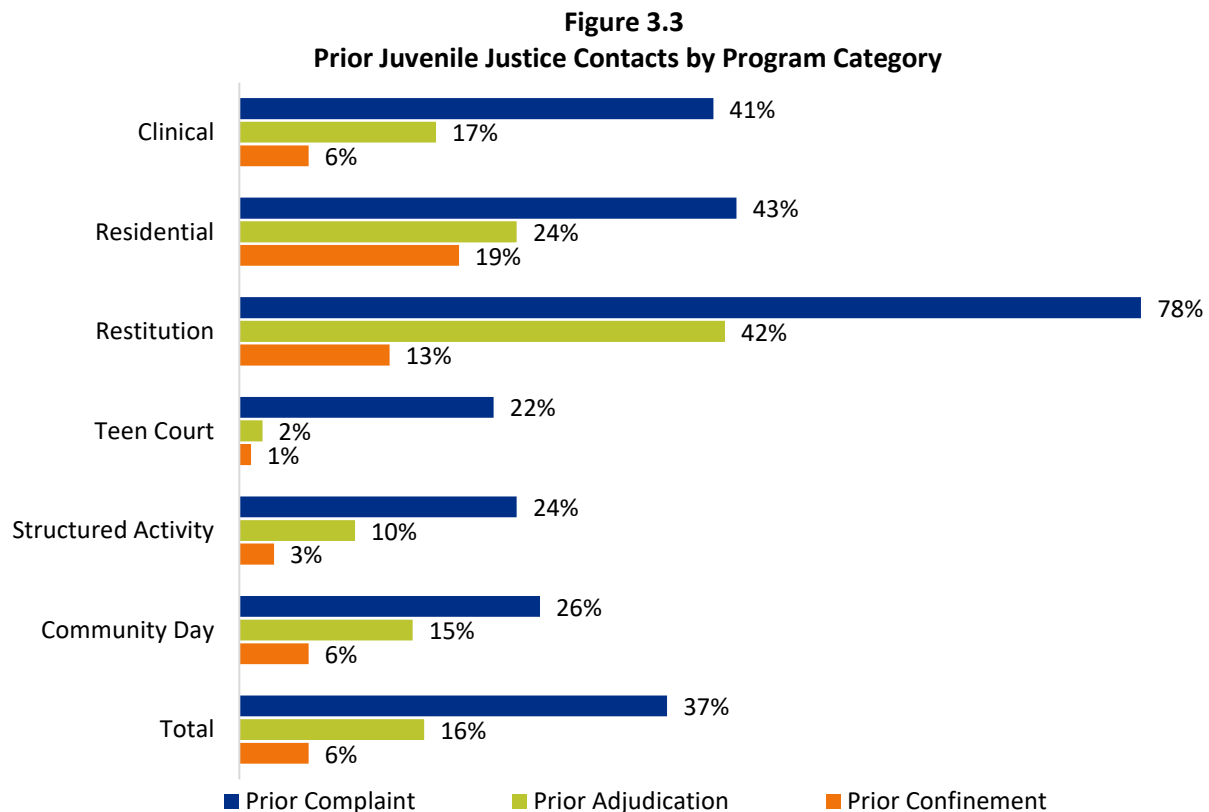
³¹ Due to low percentages, American Indian, Asian, Native Hawaiian, and multi-racial juveniles were combined with unknown into the Other/Unknown category.

PRIOR JUVENILE JUSTICE CONTACTS

It is important to examine whether juveniles in the sample had contact with the juvenile justice system prior to their entry into a JCPC program to gain an understanding of the juveniles' frequency of interaction with the system. Measures of prior juvenile justice contacts may include the contact(s), if any, that resulted in the JCPC program referral analyzed in this study. Figure 3.3 provides the percentage of juveniles with juvenile justice contacts prior to entering the JCPC program analyzed in this study. Overall, 37% had a prior delinquent complaint; 16% had a prior adjudication; and 6% had a prior confinement.³² Overall, juveniles with prior complaints averaged 2 prior complaints before entering their programs; juveniles with prior adjudications averaged 1 prior adjudication before program entry.

Over 75% of juveniles in restitution programs had prior complaints and a high percentage had prior adjudications (42%). Juveniles in residential and clinical programs had high percentages of participants with prior complaints (43% and 41% respectively). For most program categories, juveniles with prior complaints averaged 2 prior complaints before entering their programs; however, juveniles in residential programs averaged 3 prior complaints and juveniles in teen court averaged 1 prior complaint.

Regardless of program category, juveniles with prior adjudications averaged 1 prior adjudication. The residential and restitution program categories had the highest percentages of juveniles with a prior confinement (19% and 13% respectively).



SOURCE: NC Sentencing and Policy Advisory Commission, FY 2020 JCPC Exit Sample

³² A prior confinement could be a detention center admission or a YDC commitment or both. Generally, juveniles who had a YDC commitment also had a detention center admission.

PROGRAM PROFILE

Table 3.3 presents a profile of several different aspects (e.g., legal status and risk level of participants) of each JCPC program category. Each aspect is summarized individually in the following sections.

Legal Status

As introduced in Chapter One, juveniles are identified as being either at-risk or court-involved at the time they enter a JCPC program. Overall, 60% of the FY 2020 JCPC exit sample were at-risk at referral. Except for restitution programs, which were 92% court-involved juveniles, all other programs had a majority of at-risk juveniles. Community day, structured activity, and teen court programs had the highest percentages of at-risk juveniles (79%, 75%, and 74% respectively). Clinical programs were nearly evenly split between at-risk and court-involved juveniles (53% at-risk compared to 47% court-involved).

Table 3.3
Program Profile by Program Category

Program Profile	Clinical n=888	Residential n=315	Restitution n=2,259	Teen Court n=2,278	Structured Activity n=4,892	Community Day n=438	Total N=11,070
Legal Status	%	%	%	%	%	%	%
At-Risk	53	68	8	74	75	79	60
Court-Involved	47	32	92	26	25	21	40
Prior JCPC Admissions	%	%	%	%	%	%	%
No Prior Admission	68	56	62	87	68	72	71
Prior Admission	32	44	38	13	32	28	29
Risk Level	%	%	%	%	%	%	%
RL1 (lowest)	14	7	3	6	18	24	12
RL2	27	15	19	40	32	12	29
RL3	33	32	36	44	32	39	36
RL4	22	34	32	10	15	20	19
RL5 (highest)	4	12	10	<1	3	5	4
Problem Behaviors	%	%	%	%	%	%	%
1	15	5	9	25	26	37	22
2-3	27	35	30	39	35	22	33
4+	58	60	61	36	39	41	45
Time in Program	Avg.	Avg.	Avg.	Avg.	Avg.	Avg.	Avg.
Days Enrolled	195	29	109	96	144	63	125
Face-to-Face Days	18	28	8	5	25	22	17
Direct Service Hours	21	413	30	12	70	113	58
Program Completion	%	%	%	%	%	%	%
Completion	72	85	90	90	82	86	85
Non-Completion	28	15	10	10	18	14	15

SOURCE: NC Sentencing and Policy Advisory Commission, FY 2020 JCPC Exit Sample

Prior JCPC Admissions

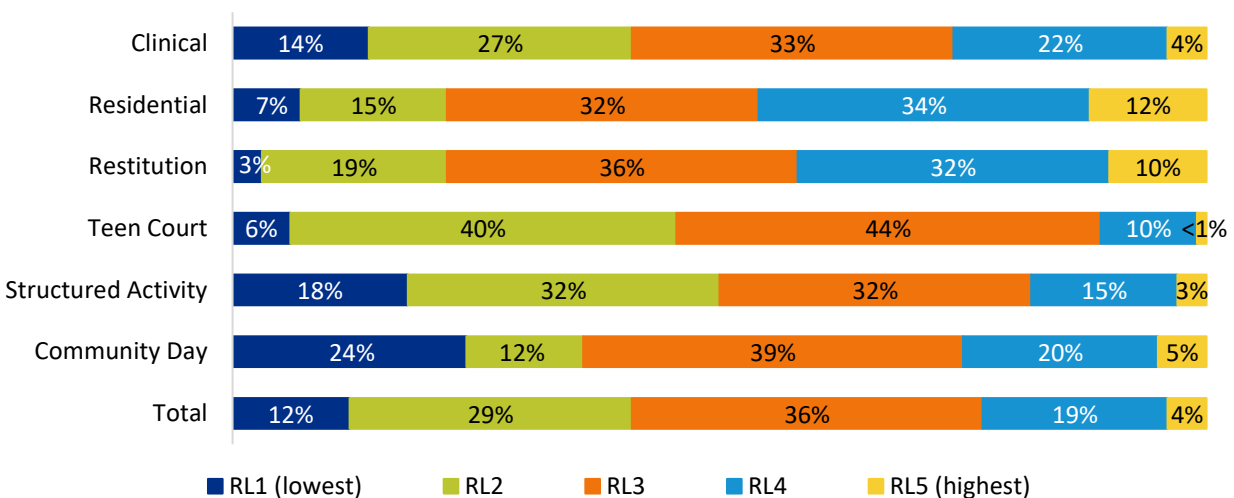
Overall, 29% of the sample had at least one prior JCPC admission.³³ Residential programs had the highest percentage of juveniles with a prior JCPC admission (44%); teen court had the lowest (13%). Roughly 30-40% of juveniles served in the other program categories had a prior JCPC admission. Overall, the average number of prior JCPC admissions was 2. Although juveniles in community day programming averaged 3 prior JCPC admissions and juveniles in teen court averaged 1 prior JCPC admission, juveniles in each of the other program categories each averaged 2 prior JCPC admissions.

Risk Level

As mentioned in Chapter Two, DJJDP juvenile court counselors typically administer risk assessments for court-involved juveniles referred to JCPC programs. For at-risk juveniles, a modified risk assessment is administered by JCPC program providers at program entry.³⁴ Risk scores were computed for each juvenile in the sample, placing the juvenile in one of five levels of risk from RL1 (the lowest risk) to RL5 (the highest risk).

As shown in Table 3.3 and Figure 3.4, 84% of the sample were assessed in the middle three risk levels (RL2, RL3, RL4). Residential programs had the highest percentage of juveniles (12%) assessed in RL5, with nearly half (46%) in either RL4 or RL5. Juveniles in restitution programs also had high percentages of RL4 and RL5 juveniles (42%). A high percentage of juveniles in teen court were assessed in RL2 and RL3 (84%). Structured activity programs had the highest percentages of juveniles assessed at RL1 or RL2 (50%); however, community day programs had the highest percentage of juveniles in RL1 (24%). The distribution of risk level for clinical programs was similar to the sample as a whole.

Figure 3.4
Risk Level by Program Category



SOURCE: NC Sentencing and Policy Advisory Commission, FY 2020 JCPC Exit Sample

³³ Assessments were not included in the prior JCPC admissions measure because they are evaluative, rather than programmatic, in nature.

³⁴ See Appendix G for a copy of the DJJDP's Community Programs version of the North Carolina Assessment of Juvenile Risk of Future Offending. At-risk juveniles are asked 4 fewer questions, which pertain to prior juvenile justice involvement, than court-involved youth.

Problem Behaviors

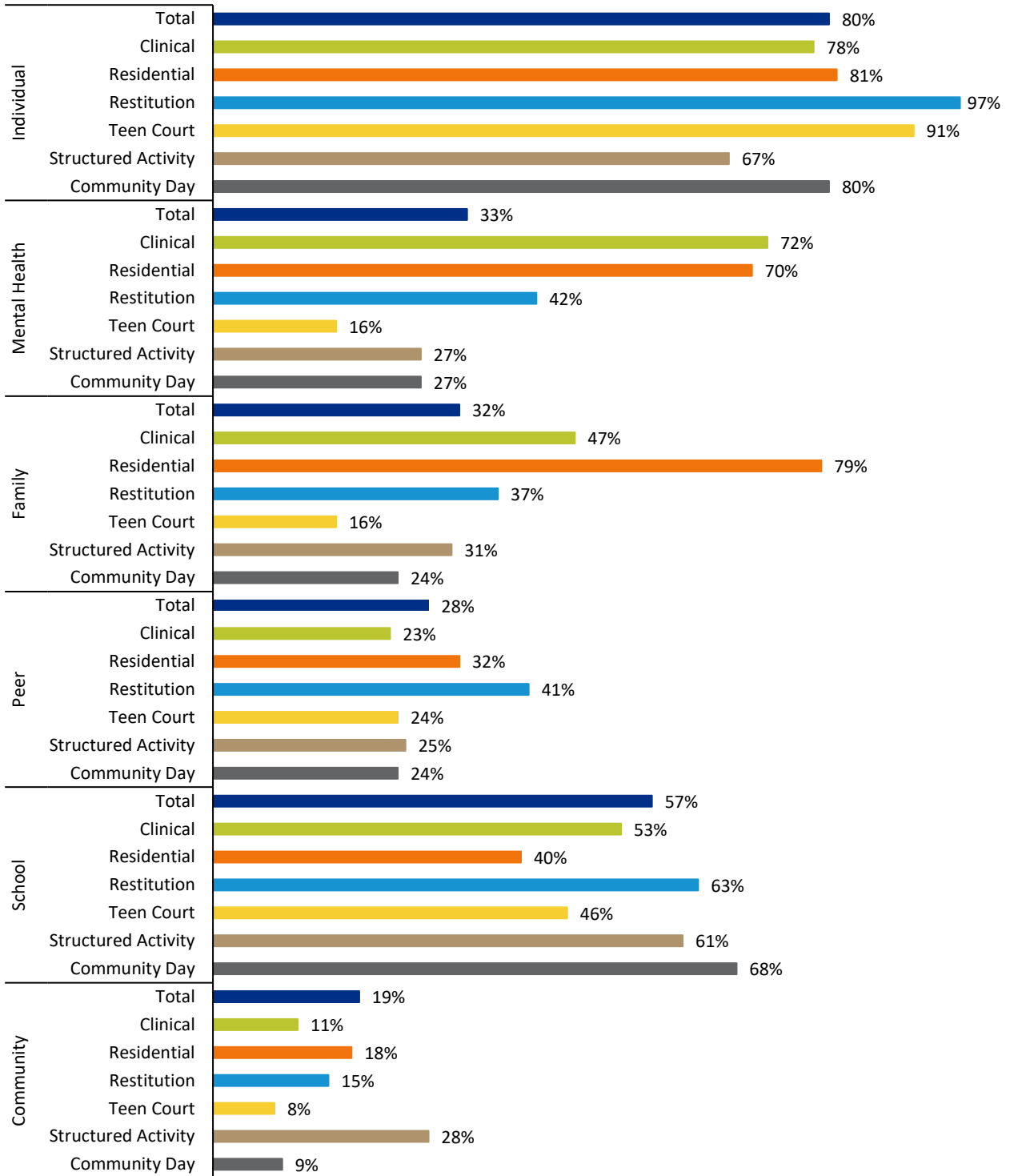
Similar to administration of the risk assessment, problem behaviors for juveniles referred to JCPC programs are identified either by DJJDP juvenile court counselors (for court-involved juveniles) or JCPC program providers (for at-risk juveniles). Determining problem behaviors allows for the identification of the areas of need that JCPC programs are designed to address. Juveniles may be identified as having up to as many as 31 problem behaviors (e.g., impulsive/risk taking; disruptive in class/referrals to office/suspensions (school); crime/delinquency (unreported and reported); fighting/assault/aggressive behavior).³⁵ Overall, juveniles had an average of 4 problem behaviors with 45% having 4 or more at program entry. Restitution, residential, and clinical programs had the highest percentages of juveniles with 4 or more problem behaviors (61%, 60%, and 58% respectively). Community day had the highest percentage of juveniles with 1 problem behavior (37%).

On the following page, Figure 3.5 further details the problem behaviors shown in Table 3.3 and shows the percentage of juveniles who presented with each type of problem behavior. Overall, problem behaviors involving the individual juvenile (e.g., bullying, fighting, impulsivity) were the most common (80%) followed by problems involving school behavior (e.g., truancy, disruptive in class, behind grade level) at 57%. Problem behaviors related to community (e.g., availability or perceived access to drugs, high crime rate in home neighborhood) were the smallest percentage overall (19%) compared to the other categories. Generally, juveniles in residential, restitution, and clinical programs indicated problems across multiple dimensions more so than juveniles in other program categories.

Interestingly, but perhaps not surprisingly, a variety of program categories had the highest percentages of juveniles for each problem behavior. For example, clinical programs had the highest percentage of juveniles with mental health problem behaviors (72%); residential programs had the highest percentage of juveniles with family problem behaviors (79%); and community day programs had the highest percentage of juveniles with school problem behaviors (68%). These percentages reflected connections between juveniles with specific problem behaviors to programs designed to address them.

³⁵ See Appendix H for a copy of the North Carolina DPS Juvenile Justice/JCPC Referral Form which outlines all 31 problem behaviors. Problem behaviors were identified for every juvenile in the sample.

Figure 3.5
Type of Problem Behaviors by Program Category



Note: Juveniles can be identified as having multiple problem behaviors and, therefore, may be represented in more than one problem behavior category. No juveniles had a problem behavior in the Other category.
 SOURCE: NC Sentencing and Policy Advisory Commission, FY 2020 JCPC Exit Sample

Time in Program

As explained in Chapter Two, three measures of duration of program participation – days of enrollment, face-to-face days, and direct service hours – were examined and are presented in Table 3.3. Differences in the amount of time juveniles spent in programs are to be expected as programs are designed differently to meet the various needs of the juveniles they serve.

Across all program categories, the average number of days enrolled was 125 (see Table 3.3). Juveniles in clinical and structured activity programs had the highest number of days enrolled on average (195 and 144 respectively); residential programs had the shortest (29).³⁶ Overall, the average number of face-to-face days was 17. Residential and structured activity programs had the highest numbers of face-to-face days (28 and 25 respectively), while teen court and restitution programs had the fewest (5 and 8 respectively). The average number of direct service hours provided to the sample was 58. Residential programs offered the highest number of direct service hours at 413 on average followed by community day and structured activity programs at 113 and 70 hours respectively.

Program Completion

As also described in Chapter Two, juveniles were considered to have completed their programs when JCPC program providers indicated one of three outcomes occurred: (1) successful completion (juveniles who had a high level of participation and completed most of their goals); (2) satisfactory completion (juveniles who had an acceptable level of participation and met some of their goals); and (3) higher level of care required (JCPC program providers did everything they could to address the needs of their juvenile participants). 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).

As shown in Table 3.3, 85% of the sample completed their JCPC program. The majority of juveniles completed their JCPC program regardless of program category. Program completion rates ranged from 72% for clinical to 90% each for restitution and teen court.

JUVENILE AND ADULT RECIDIVISM

As described in Chapter One, juveniles in the sample were tracked during their JCPC program participation and for a two-year follow-up period from program exit to determine whether involvement with the juvenile justice and adult criminal justice systems occurred. A combined measure of juvenile complaints and/or adult arrests was compiled to indicate any recidivist involvement in either system (i.e., “recidivism”). Recidivism rates are only reported when there are at least 25 juveniles in a specific category.

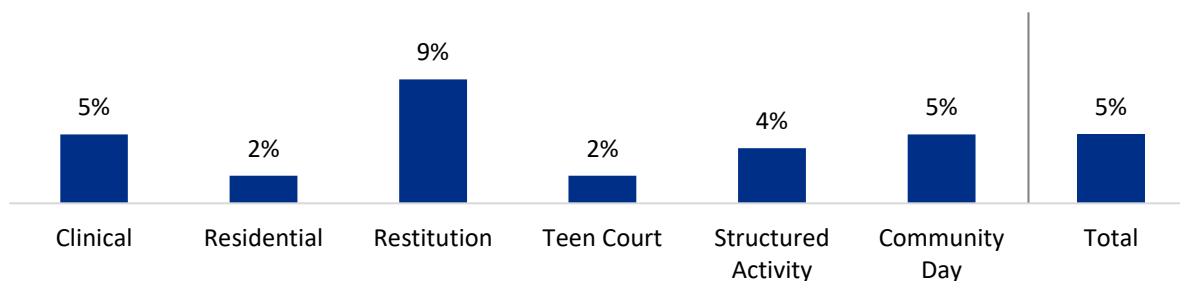
Recidivism: In-Program

In-program recidivism refers to the percentage of juveniles who had at least one delinquent complaint and/or arrest while participating in JCPC programming. The in-program recidivism rate was 5% for the

³⁶ Residential programs include group home care, shelter care, and foster care. The most frequently used residential programs for juveniles in the FY 2020 sample were temporary shelter care (33 days enrolled on average) and runaway shelter care (10 days enrolled on average).

entire sample (see Figure 3.6 and Table 3.4). Juveniles in restitution programs had the highest in-program recidivism rate of all program categories (9%). The in-program recidivism rates for the remaining five program categories were 5% or less. For those juveniles with at least one in-program delinquent complaint and/or arrest, the first recidivist event occurred an average of 2 months after program entry. Overall, 65% had a misdemeanor as their most serious recidivist offense.

Figure 3.6
Recidivism Rates by Program Category: In-Program



SOURCE: NC Sentencing and Policy Advisory Commission, FY 2020 JCPC Exit Sample

Table 3.4
Recidivism Rates by Program Category: In-Program

JCPC Program Category	N	# with Recidivism	% Recidivism	Average Months to Recidivism	Most Serious Recidivist Offense	
					% Felony	% Misdemeanor
Clinical	888	48	5	2	33	67
Residential	315	7	2	<1	71	29
Restitution	2,259	206	9	2	42	58
Teen Court	2,278	50	2	2	16	84
Structured Activity	4,892	218	4	2	31	69
Community Day	438	21	5	2	38	62
Total	11,070	550	5	2	35	65

SOURCE: NC Sentencing and Policy Advisory Commission, FY 2020 JCPC Exit Sample

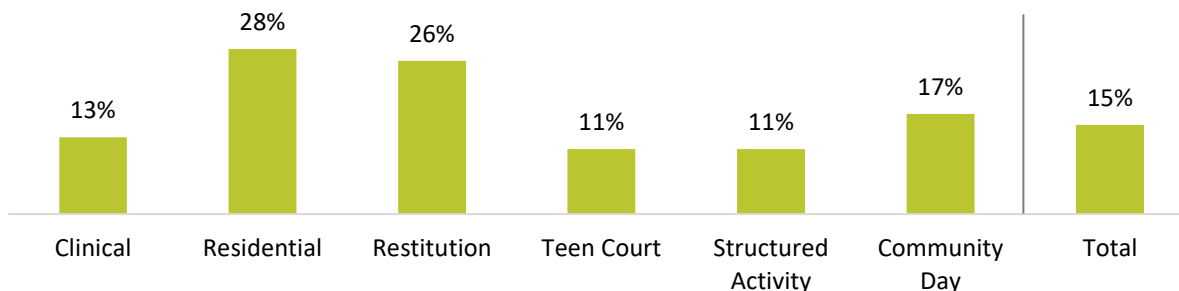
Recidivism: Two-Year Follow-Up

Just as with in-program recidivism, a similar combined measure of juvenile delinquent complaints and/or adult arrests was compiled to indicate recidivist involvement in either system during the two years following exit from a JCPC program. Juvenile adjudications and/or adult convictions were also examined as a supplementary measure of recidivism.³⁷

³⁷ See Appendix I for recidivism rates based on juvenile adjudications and/or adult convictions.

Figure 3.7 and Table 3.5 examine recidivism rates by program category during follow-up. Overall, 9% of the sample had at least one delinquent complaint and/or arrest during the one-year follow-up and 15% during the two-year follow-up. Juveniles who exited from residential and restitution programs had the highest recidivism rates within one year of follow-up (19% and 17% respectively) and after two years of follow-up (28% and 26% respectively). Teen court, structured activity, and clinical had the lowest recidivism rates during the two-year follow-up (11%, 11%, and 13% respectively).

Figure 3.7
Recidivism Rates by Program Category: Two-Year Follow-Up



SOURCE: NC Sentencing and Policy Advisory Commission, FY 2020 JCPC Exit Sample

Table 3.5
Recidivism Rates by Program Category: Two-Year Follow-Up

JCPC Program Category	N	# with Recidivism	Total # Recidivist Events	Average Months to Recidivism	% Recidivism	
					One-Year Follow-Up	Two-Year Follow-Up
Clinical	888	115	203	9	8	13
Residential	315	87	235	7	19	28
Restitution	2,259	594	1,338	9	17	26
Teen Court	2,278	256	414	11	6	11
Structured Activity	4,892	516	1,131	10	7	11
Community Day	438	75	134	9	11	17
Total	11,070	1,643	3,455	9	9	15

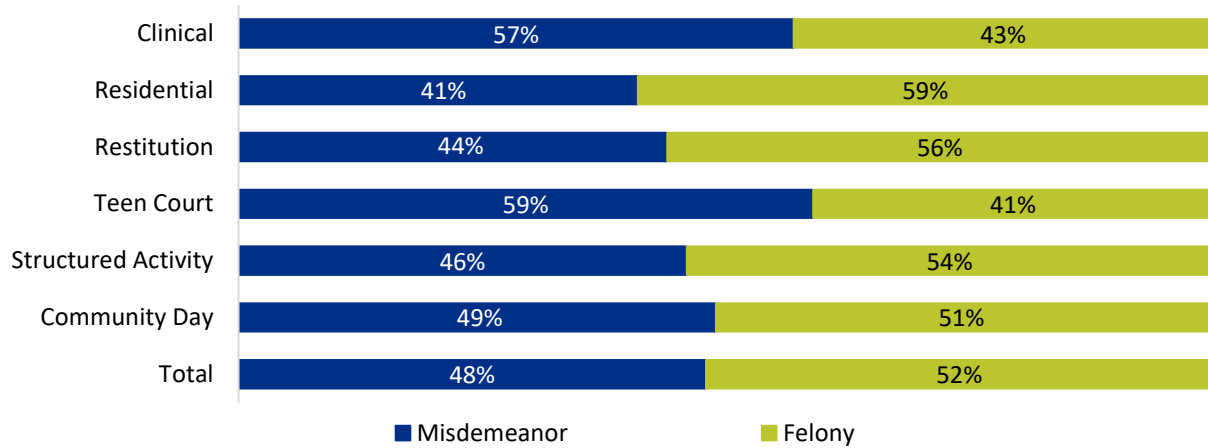
SOURCE: NC Sentencing and Policy Advisory Commission, FY 2020 JCPC Exit Sample

For those juveniles with at least one delinquent complaint and/or arrest, the first recidivist event occurred an average of 9 months after program exit. Juveniles who participated in teen court and structured activity programs recidivated slightly later than juveniles in the other program categories (11 and 10 months respectively). Overall, juveniles with a recidivist event averaged 2 recidivist events during follow-up; the average number of recidivist events for most program categories was 2, but juveniles who exited from a residential program averaged 3 recidivist events.

Overall, 52% had a felony as their most serious recidivist offense (see Figure 3.8). A majority of juveniles who exited from residential (59%), restitution (56%), structured activity (54%), and community day (51%) programs recidivated with a felony as their most serious recidivist offense. Conversely, over half

of juveniles who exited from teen court and clinical programs had a misdemeanor as their most serious recidivist offense (59% and 57% respectively).

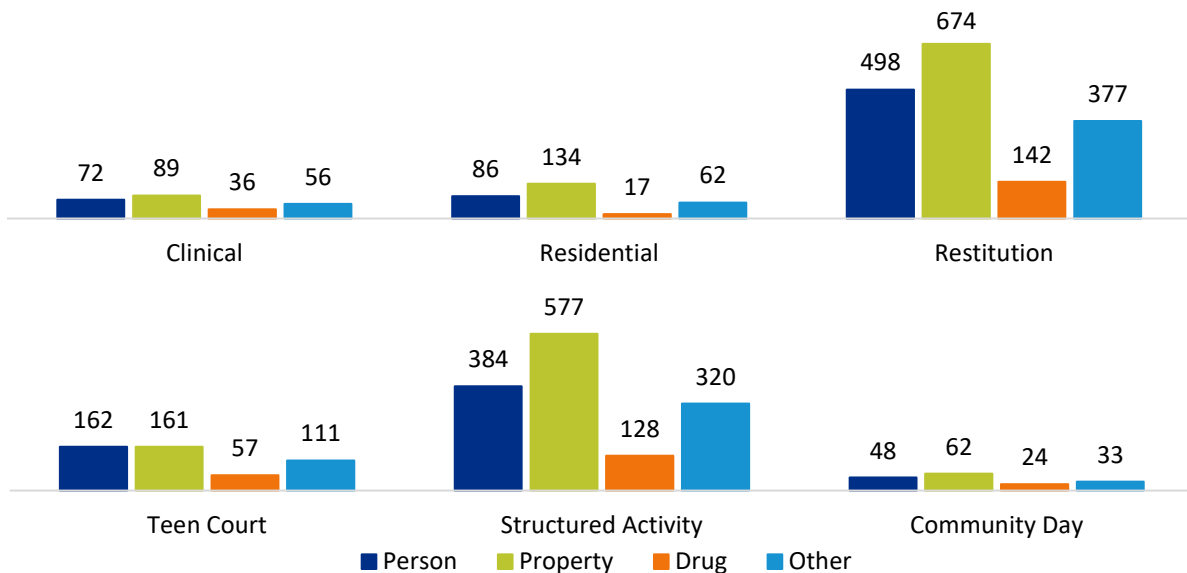
Figure 3.8
Most Serious Recidivist Offense by Program Category: Two-Year Follow-Up



SOURCE: NC Sentencing and Policy Advisory Commission, FY 2020 JCPC Exit Sample

Figure 3.9 shows the number of recidivist events by program category and offense category. Juveniles in restitution and structured activity programs had the highest number of recidivist events (see also Table 3.5). Overall, the most common recidivist event was a property offense, followed by person offenses. Generally, this finding held for each program category as well. Drug offenses were the least common for both the entire sample and each program category.

Figure 3.9
Number of Recidivist Events by Offense Category and Program Category: Two-Year Follow-Up



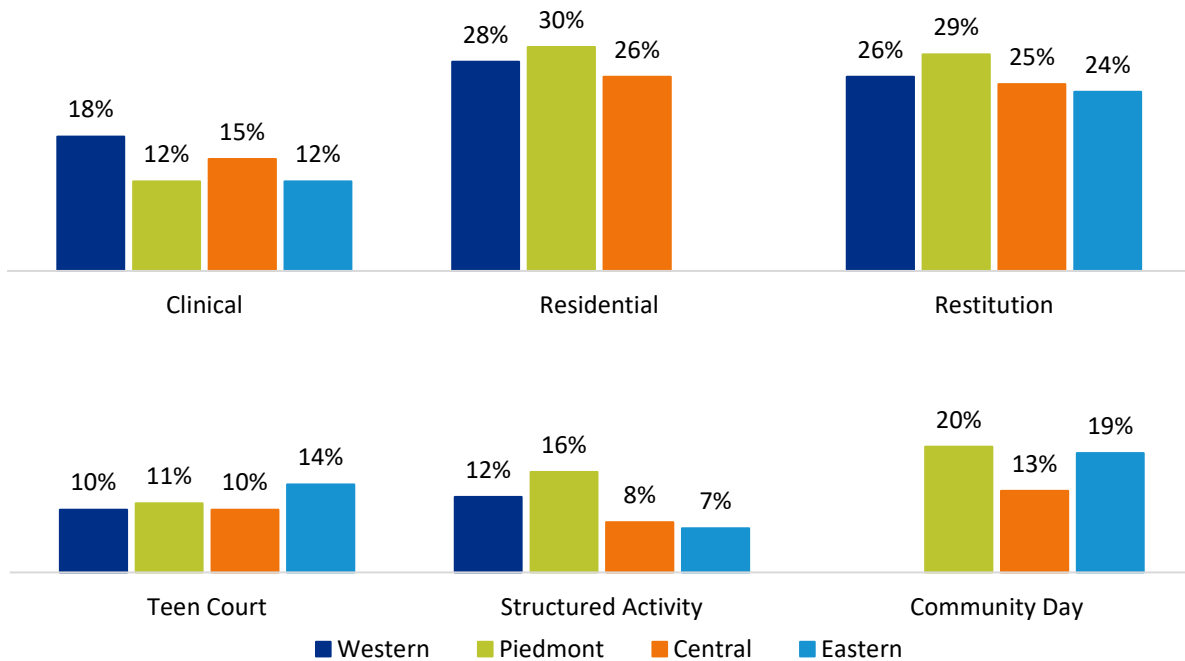
Note: Recidivist events may involve multiple offense categories (person, property, drug, other). As a result, the number of recidivist events by offense category cannot be added together to equal the total number of recidivist events.

SOURCE: NC Sentencing and Policy Advisory Commission, FY 2020 JCPC Exit Sample

Geographic Areas and Recidivism

Recidivism rates by geographic areas during the two-year follow-up are shown in Figure 3.10. The greatest variation in recidivism rates across areas was among juveniles in structured activity programs. Juveniles in the Piedmont area who exited from structured activity programs had a 30% recidivism rate compared to a 7% recidivism rate for juveniles in the same program category in the Eastern area. The least amount of variation in recidivism across areas was among juveniles in teen court programs. Juveniles in the Eastern area who exited from teen court programs had a 14% recidivism rate compared to a 10% recidivism rate for juveniles in the same program category in the Western and Central areas.

Figure 3.10
Recidivism Rates by Geographic Areas and Program Category: Two-Year Follow-Up



SOURCE: NC Sentencing and Policy Advisory Commission, FY 2020 JCPC Exit Sample

Personal Characteristics and Recidivism

Table 3.6 provides recidivism rates during the two-year follow-up by personal characteristics and program category. Overall, males had higher recidivism rates than females (19% and 8% respectively) and Black juveniles had higher recidivism rates than juveniles in other race/ethnicity categories. These findings held across all program categories except for residential programs where White juveniles had the highest recidivism rate (30%). For additional recidivism rates by sex and program category, see Appendix I.

Regardless of age at program entry or age at program exit, recidivism rates increased incrementally by age category until age 15 then declined for the 16 and older category. Generally, this finding held across all program categories; however, two notable exceptions were juveniles 13-14 years old who participated in community day programming and juveniles 16 and older who participated in clinical

programming – these groups had the highest recidivism rates compared to juveniles in other age categories at program exit.

Table 3.6
Recidivism Rates by Personal Characteristics and Program Category: Two-Year Follow-Up

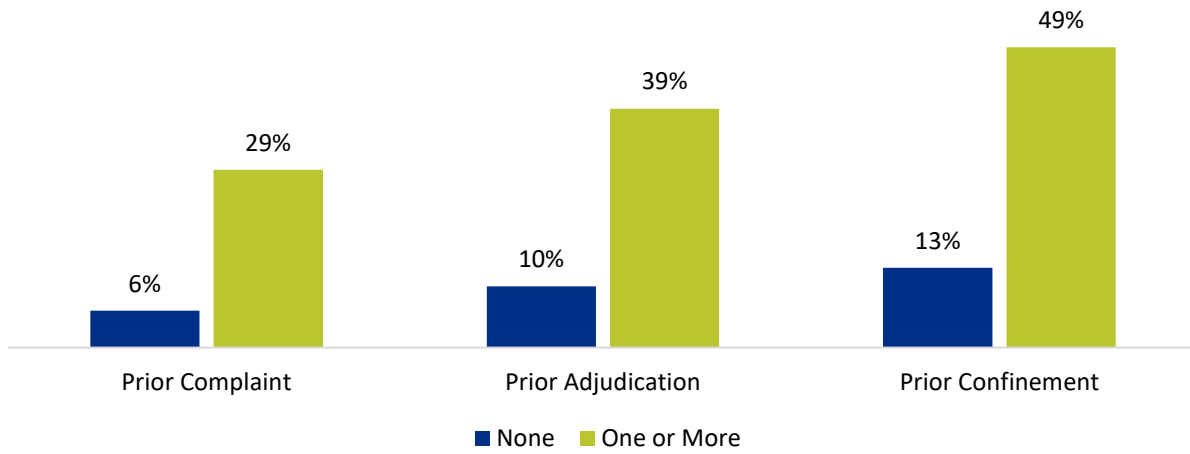
Personal Characteristics	Clinical n=888 %	Residential n=315 %	Restitution n=2,259 %	Teen Court n=2,278 %	Structured Activity n=4,892 %	Community Day n=438 %	Total N=11,070 %
Sex							
Male	18	35	30	14	14	19	19
Female	6	19	16	8	5	12	8
Race/Ethnicity							
White	9	30	21	10	9	10	13
Black	24	28	33	13	13	25	18
Hispanic	6	23	15	8	6	10	9
Other/Unknown	9	26	32	14	8	11	14
Age at Program Entry							
5-10 years	5	--	23	0	1	--	2
11-12 years	10	--	24	12	6	16	10
13-14 years	14	31	27	12	15	21	18
15 years	16	35	29	15	19	21	22
16+ years	17	19	22	9	15	9	15
Age at Program Exit							
5-10 years	3	--	--	0	1	--	1
11-12 years	8	--	22	12	5	12	9
13-14 years	13	29	26	11	14	24	17
15 years	16	38	31	15	17	18	22
16+ years	17	20	24	10	16	11	16
Total	13	28	26	11	11	17	15

SOURCE: NC Sentencing and Policy Advisory Commission, FY 2020 JCPC Exit Sample

Prior Juvenile Justice Contacts and Recidivism

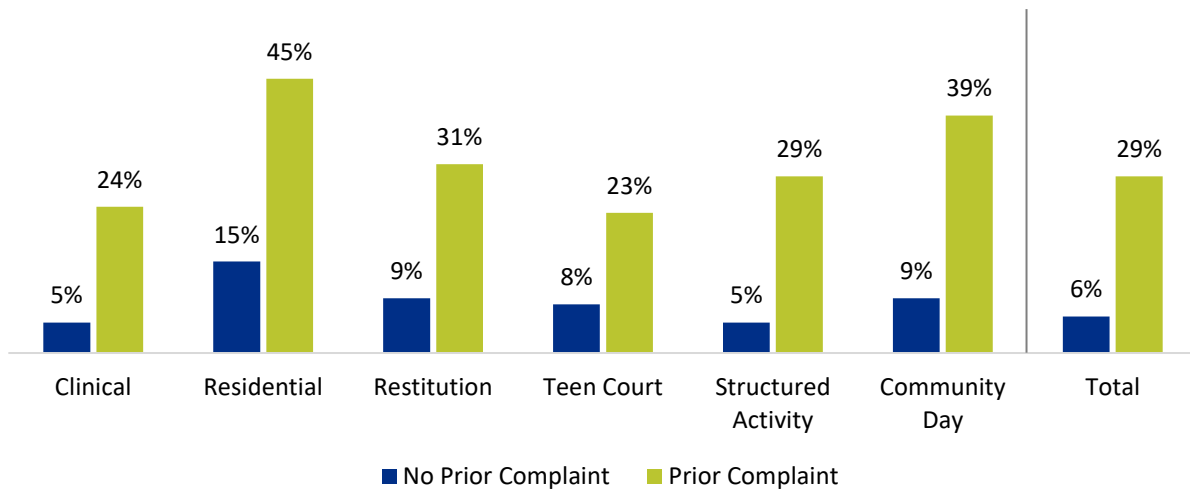
Figure 3.11 provides a comparison of recidivism rates for juveniles with and without prior juvenile justice contacts. Across all measures, juveniles with prior complaints, adjudications, or confinements had substantially higher recidivism rates than those with no priors. A similar pattern was found when examining recidivism rates by program category for juveniles with and without prior complaints (see Figure 3.12).

Figure 3.11
Recidivism Rates by Prior Juvenile Justice Contacts: Two-Year Follow-Up



SOURCE: NC Sentencing and Policy Advisory Commission, FY 2020 JCPC Exit Sample

Figure 3.12
Recidivism Rates by Prior Complaints and Program Category: Two-Year Follow-Up



SOURCE: NC Sentencing and Policy Advisory Commission, FY 2020 JCPC Exit Sample

Program Profile and Recidivism

Recidivism rates by program profile are explored in Table 3.7. Overall, recidivism rates were higher for juveniles who were court-involved, who had at least one prior JCPC admission, who had higher risk levels, who had more problem behaviors, and who did not successfully complete their JCPC program.

Table 3.7
Recidivism Rates by Program Profile and Program Category: Two-Year Follow-Up

Program Profile	Clinical n=888 %	Residential n=315 %	Restitution n=2,259 %	Teen Court n=2,278 %	Structured Activity n=4,892 %	Community Day n=438 %	Total N=11,070 %
Legal Status							
At-Risk	6	22	11	10	6	14	8
Court-Involved	21	39	28	14	24	28	25
Prior JCPC Admissions							
No Prior Admission	10	20	23	10	8	15	12
Prior Admission	18	38	32	21	15	23	22
Risk Level							
RL1 (lowest)	6	--	7	8	2	10	4
RL2	7	22	11	9	4	2	7
RL3	9	24	21	12	11	16	14
RL4	25	33	35	20	26	28	29
RL5 (highest)	50	39	52	--	41	--	47
Problem Behaviors							
1	5	--	20	8	5	12	7
2-3	9	24	18	11	7	11	11
4+	17	31	31	14	18	25	21
Program Completion							
Completion	12	24	25	10	9	15	14
Non-Completion	16	51	39	19	16	33	21
Total	13	28	26	11	11	17	15

SOURCE: NC Sentencing and Policy Advisory Commission, FY 2020 JCPC Exit Sample

Legal Status

As shown in Table 3.7, court-involved juveniles had higher recidivism rates than at-risk juveniles (25% compared to 8%). This finding held across all program categories. Among at-risk juveniles, those who exited from residential programs had the highest recidivism rates (22%), while those in clinical and structured activity programs had the lowest recidivism rates (6% each). Among court-involved juveniles, those who exited from residential, restitution, and community day programs had the highest recidivism rates (39%, 28%, and 28% respectively), while those in teen court had the lowest recidivism rates (14%).

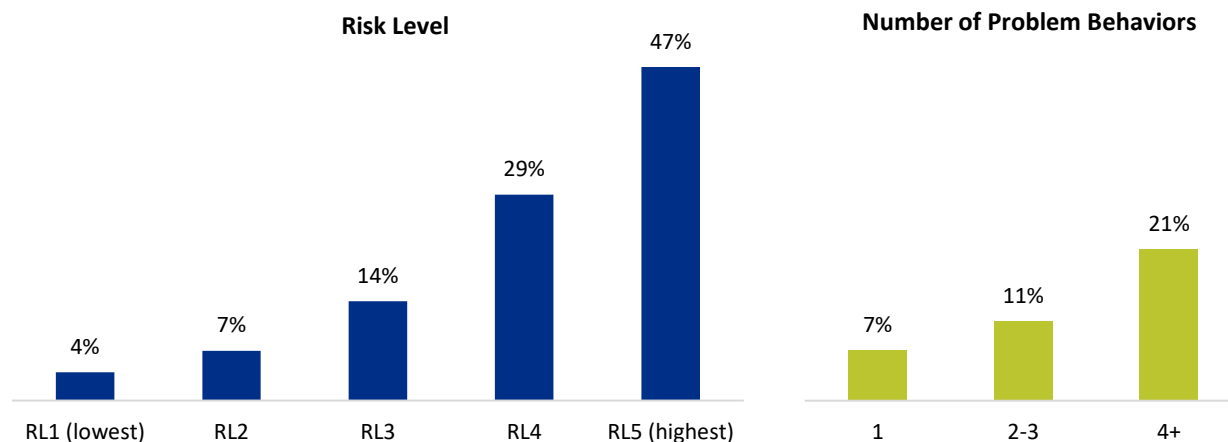
Prior JCPC Admissions

Overall, juveniles with a prior JCPC admission had higher recidivism rates than those with no prior JCPC admission (22% and 12% respectively). Recidivism rates for those with a prior JCPC admission were nearly two times higher for most program categories.

Risk Level and Problem Behaviors

Across the entire sample, recidivism rates increased as risk level increased, ranging from 4% for juveniles in RL1 to 47% for juveniles in RL5 (see Table 3.7 and Figure 3.13). Generally, this finding held across all program categories. Compared to other program categories, residential and restitution programs often had the highest recidivism rates within each risk level. Clinical and structured activity programs had many of the lowest recidivism rates within each risk level compared to other programs.

Figure 3.13
Recidivism Rates by Risk Level and Problem Behaviors: Two-Year Follow-Up



SOURCE: NC Sentencing and Policy Advisory Commission, FY 2020 JCPC Exit Sample

Similar to increases in risk level, recidivism rates increased as the number of problem behaviors increased (see Table 3.7 and Figure 3.13). Overall, 7% of juveniles with 1 problem behavior recidivated during follow-up, 11% of juveniles with 2 or 3 problem behaviors recidivated, and 21% of juveniles with 4 or more problem behaviors recidivated. Restitution programs had the highest recidivism rates among juveniles with 1 problem behavior (20%) compared to other program categories; both residential and restitution programs had the highest recidivism rates among juveniles with 4 or more problem behaviors (31% each). Generally, clinical and structured activity programs had the lowest recidivism rates compared to other programs regardless of the number of problem behaviors.

Program Completion

As shown in Table 3.7, juveniles who completed their JCPC programming had lower recidivism rates (14%) than those who did not complete their program (21%). This finding held across program categories. Juveniles who did not complete residential programming had recidivism rates that were more than double the rates of juveniles who completed their residential program (51% compared to 24%). Community day and restitution programs also had large differences in recidivism rates between those who completed their programs and those who did not.

Type of Problem Behavior and Recidivism

Table 3.8 examines recidivism by type of problem behavior(s) identified at program entry. Overall, juveniles with specific problem behaviors (“Yes” in the table below) had higher recidivism rates than

juveniles without those same problem behaviors (“No” in the table below). This finding held across program categories, with the exception of (1) mental health problem behaviors for juveniles referred to clinical and residential programs, (2) family problem behaviors for juveniles referred to residential programs, and (3) community problem behaviors for juveniles referred to structured activity programs.

Table 3.8
Recidivism Rates by Type of Problem Behavior and Program Category: Two-Year Follow-Up

Problem Behavior	N	Clinical %	Residential %	Restitution %	Teen Court %	Structured Activity %	Community Day %	Total %
Individual								
No	2,232	4	13	19	7	3	9	5
Yes	8,838	16	31	27	12	14	19	17
Mental Health								
No	7,428	21	28	24	11	9	17	13
Yes	3,642	10	27	30	15	16	18	19
Family								
No	7,574	9	36	22	11	9	14	12
Yes	3,496	17	25	34	14	14	26	20
Peer								
No	7,982	9	22	21	10	7	14	11
Yes	3,088	27	39	34	15	21	28	25
School								
No	4,756	11	20	21	10	8	13	12
Yes	6,314	14	39	29	13	12	19	17
Community								
No	8,999	11	27	25	11	11	15	14
Yes	2,071	28	32	36	16	10	39	17
Total	11,070	13	28	26	11	11	17	15

Note: Juveniles can be identified as having multiple problem behaviors and, therefore, may be represented in more than one problem behavior category. No juveniles had a problem behavior in the Other category.

SOURCE: NC Sentencing and Policy Advisory Commission, FY 2020 JCPC Exit Sample

Time in Program and Recidivism

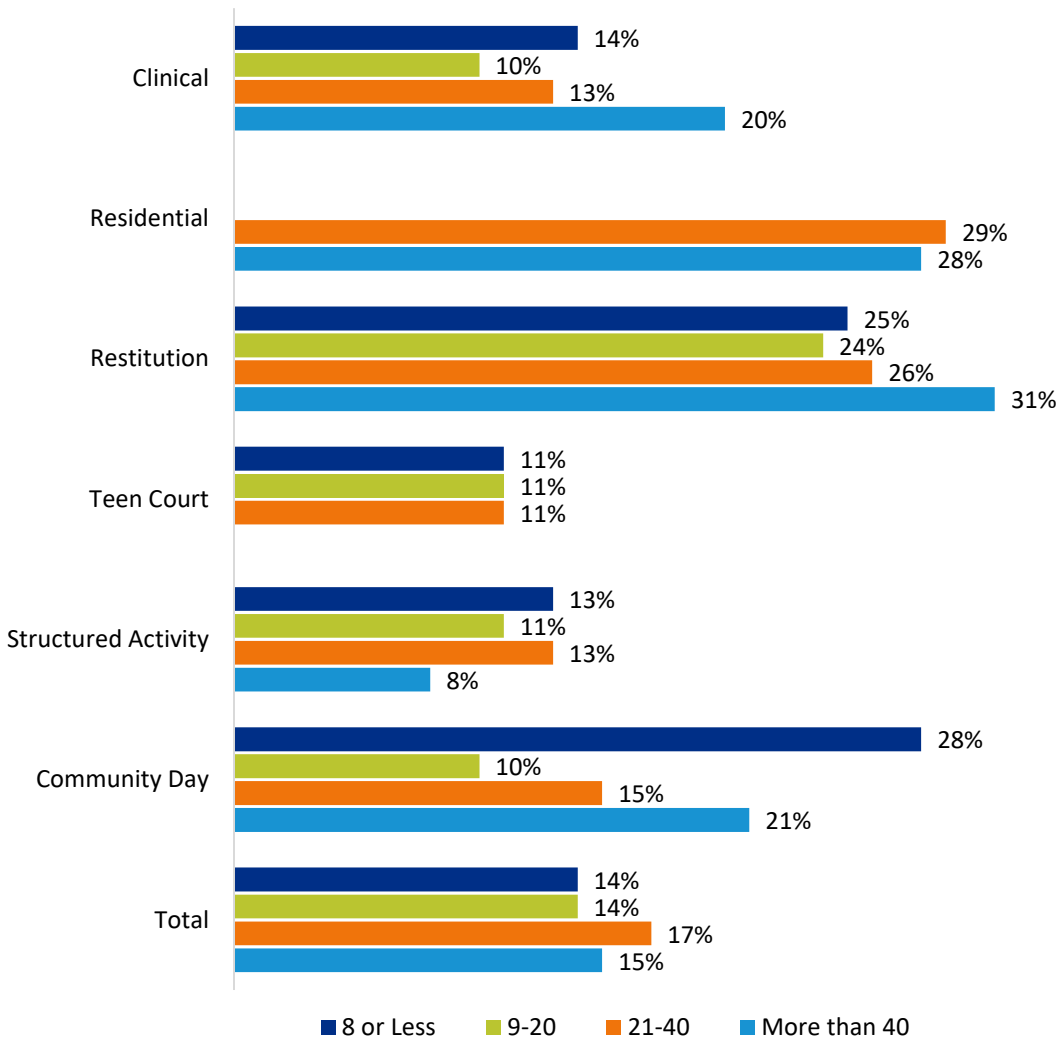
Figure 3.14 presents recidivism rates in the context of direct service hours provided while juveniles participated in their JCPC programming. Overall, modest variation in recidivism rates was found based on time in program. Juveniles who received between 21 and 40 hours of direct service recidivated at the highest rate (17%), while juveniles with either 8 hours or less or between 9 and 20 hours of direct service recidivated at the lowest rate (14% each).

When considering the relationship between program category and direct service hours, some program categories showed greater variation in recidivism rates than others. For example, juveniles who exited from community day programs with 8 or less hours of direct service recidivated at almost 3 times the rate of those with between 9 and 20 hours of direct service (28% compared to 10%). However, juveniles

who exited from teen court and residential programs had similar recidivism rates regardless of hours of direct service.

No clear relationship emerged between categories of direct service hours and recidivism rates. For example, juveniles who received over 40 hours of direct service in structured activity had the lowest recidivism rates compared to other amounts of time; however, juveniles who received over 40 hours of direct service in clinical and restitution programs had the highest recidivism rates compared to other amounts of time in those programs.

Figure 3.14
Recidivism Rates by Direct Service Hours Provided and Program Category: Two-Year Follow-Up



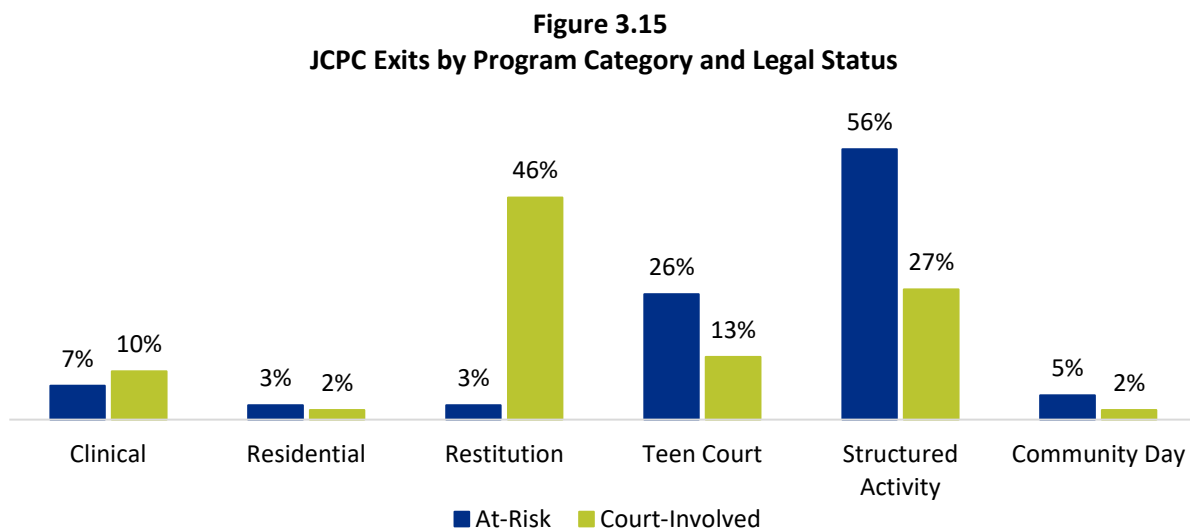
SOURCE: NC Sentencing and Policy Advisory Commission, FY 2020 JCPC Exit Sample

PROGRAM CATEGORY AND LEGAL STATUS

Previous analyses have focused on the FY 2020 JCPC exit sample either by legal status (Chapter Two) or by program category (Chapter Three). This section offers analyses incorporating both program category and legal status for a more in-depth examination of JCPC programs.

Statistical Profile

A distribution of the sample by program category and legal status is shown in Figure 3.15. A majority (56%) of at-risk juveniles were in structured activity programs followed by teen court (26%). The highest percentage of court-involved juveniles were in restitution programs (46%) followed by structured activity programs (27%).

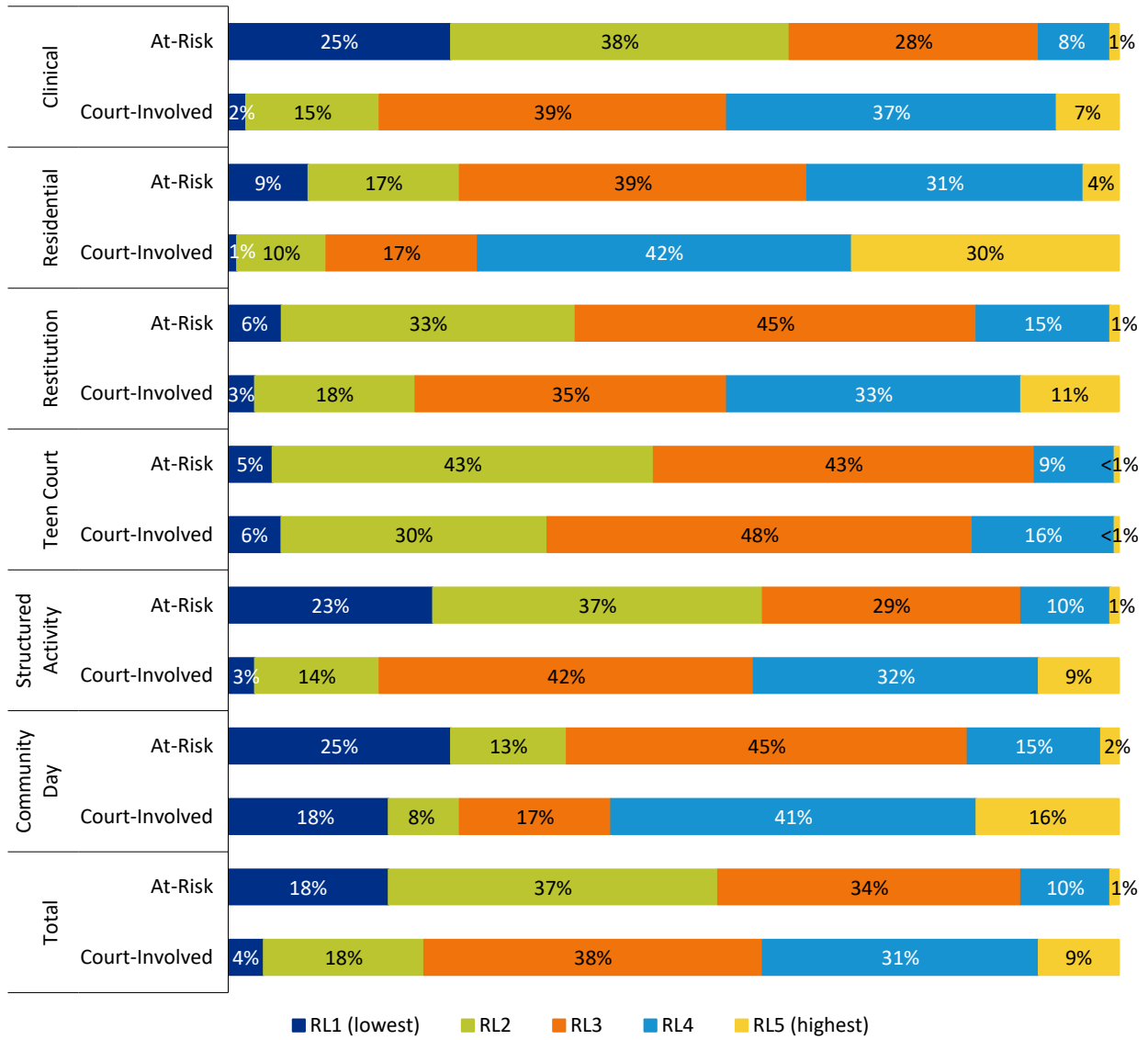


SOURCE: NC Sentencing and Policy Advisory Commission, FY 2020 JCPC Exit Sample

Figure 3.16 provides the risk level distribution of juveniles served within each program category by legal status. Over half (55%) of at-risk juveniles were in the lowest two risk levels (RL1 or RL2) compared to 22% of court-involved juveniles. The at-risk group had a higher percentage of juveniles in RL1 in all program categories except teen court. Conversely, the court-involved group had much higher percentages of juveniles in the highest risk levels (RL4 and RL5) across all program categories.

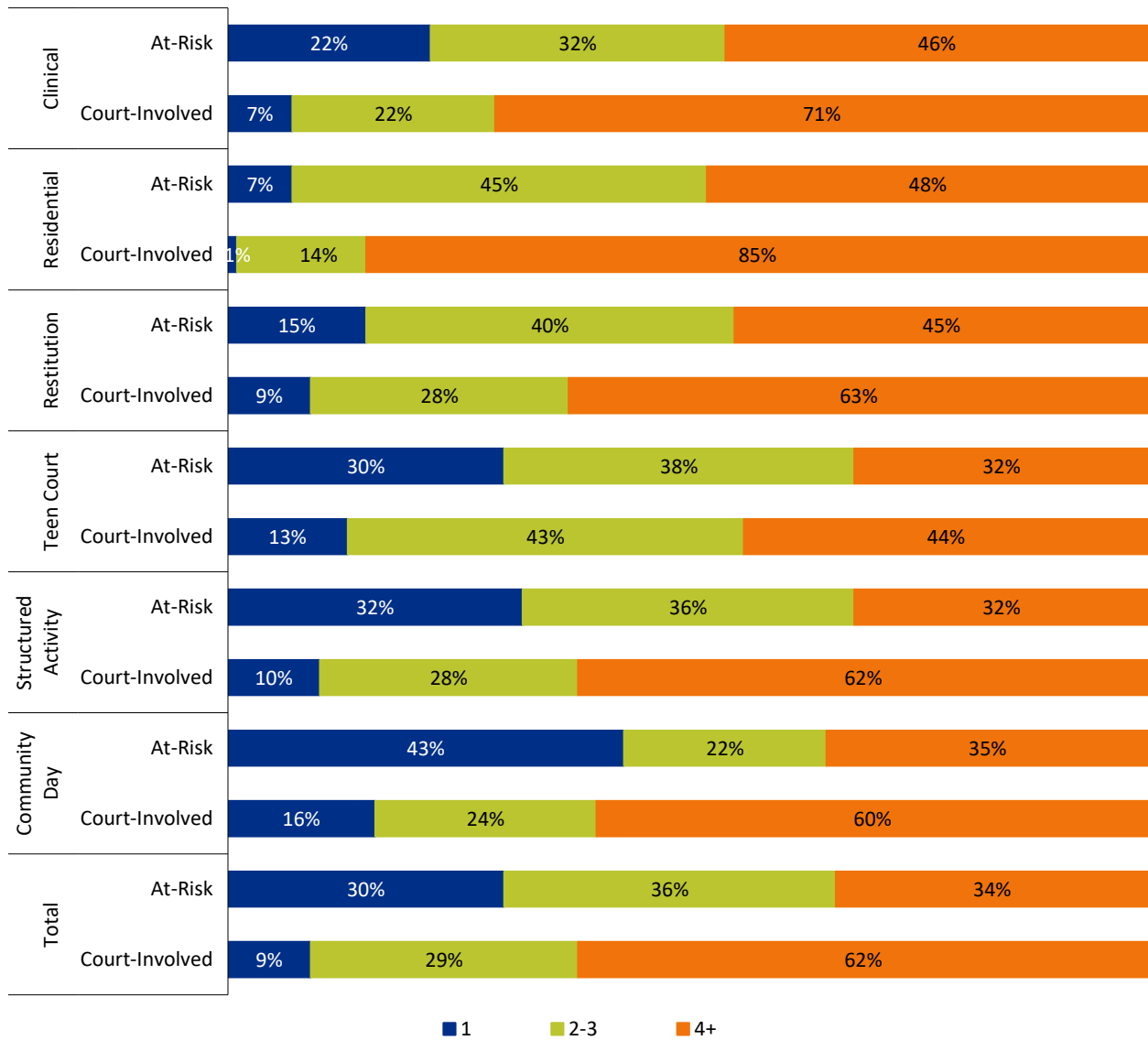
The distribution of the number of problem behaviors by program category and legal status is presented in Figure 3.17. Overall, juveniles had an average of 4 problem behaviors at program entry with 34% of at-risk juveniles having 4 or more problem behaviors and 62% of court-involved juveniles having 4 or more problem behaviors. In all program categories, the court-involved group had a higher percentage of juveniles with 4 or more problems. Conversely, the at-risk group had higher percentages of juveniles with 1 problem behavior across all program categories.

Figure 3.16
Risk Level by Program Category and Legal Status



SOURCE: NC Sentencing and Policy Advisory Commission, FY 2020 JCPC Exit Sample

Figure 3.17
Number of Problem Behaviors by Program Category and Legal Status

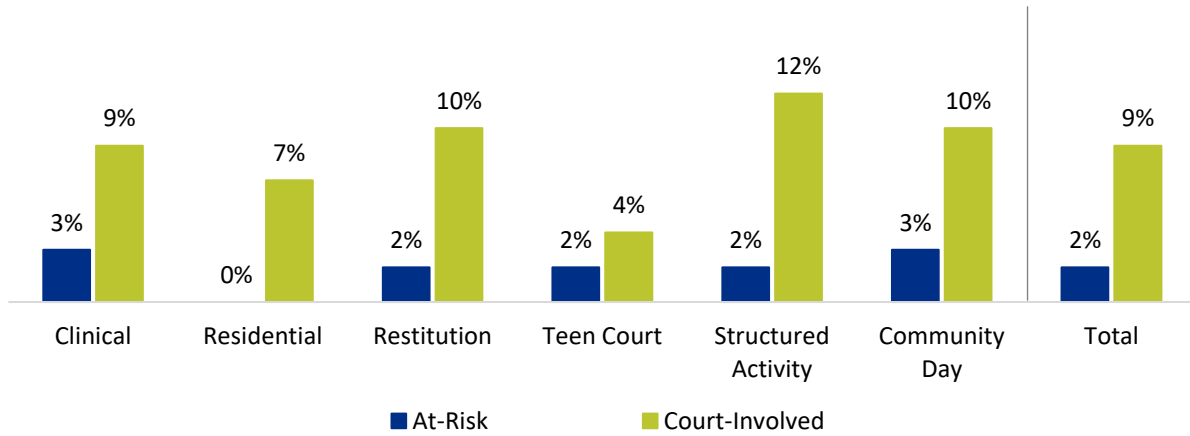


SOURCE: NC Sentencing and Policy Advisory Commission, FY 2020 JCPC Exit Sample

Recidivism: In-Program

In-program recidivism rates by program category and legal status are shown in Figure 3.18. Overall and across program categories, court-involved juveniles had higher in-program recidivism rates than at-risk juveniles. However, at-risk and court-involved juveniles in teen court programming had similar in-program recidivism rates (2% and 4% respectively).

Figure 3.18
Recidivism Rates by Program Category and Legal Status: In-Program

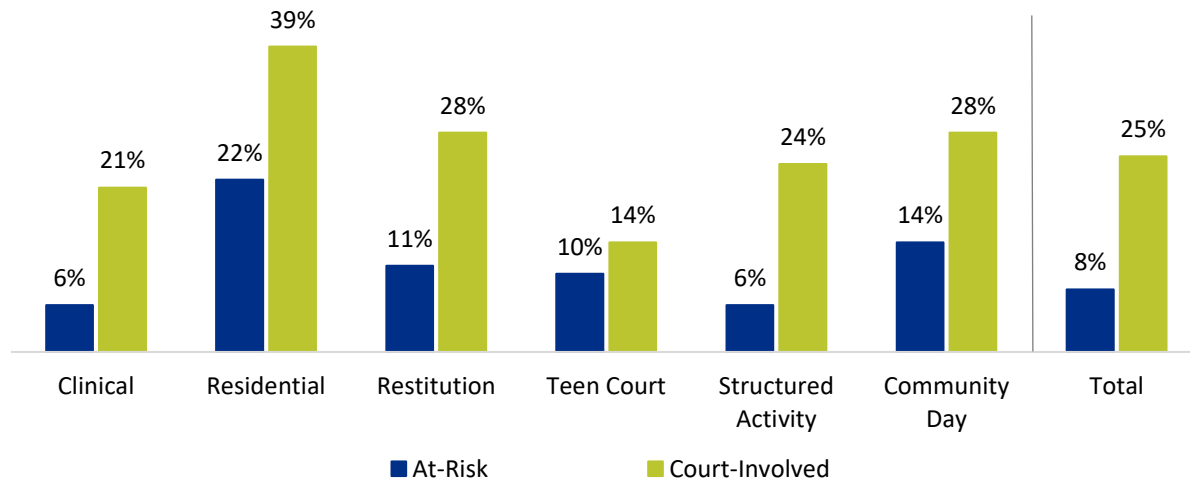


SOURCE: NC Sentencing and Policy Advisory Commission, FY 2020 JCPC Exit Sample

Recidivism: Two-Year Follow-Up

Figure 3.19 presents recidivism rates during the two-year follow-up by program category and legal status. Across all categories of JCPC programming, recidivism rates for court-involved juveniles were higher than recidivism rates for at-risk juveniles. The difference in recidivism rates between at-risk and court-involved juveniles was the lowest for teen court (10% and 14% respectively) and highest for structured activity (6% and 24% respectively) and restitution (11% and 28% respectively).

Figure 3.19
Recidivism Rates by Program Category and Legal Status: Two-Year Follow-Up



SOURCE: NC Sentencing and Policy Advisory Commission, FY 2020 JCPC Exit Sample

SUMMARY

Chapter Three examined the FY 2020 JCPC exit sample by program category. Over 80% of the sample exited from one of three program categories: structured activity, teen court, and restitution. Seventy-five percent (75%) of juveniles were referred to JCPC programs by either the DJJDP or school officials.

JCPC programs were profiled in several ways (e.g., age, legal status, and risk level of participants) that demonstrated the differences in composition between each program category. These compositional differences provide important context when considering the recidivism rates of each program. Recidivism rates were calculated for two periods of time: in-program and two-year follow-up. Overall, 5% of the sample had at least one delinquent complaint and/or adult arrest while participating in JCPC programming. Upon exit from JCPC programming, 9% of the sample recidivated within one year and 15% recidivated within two years.

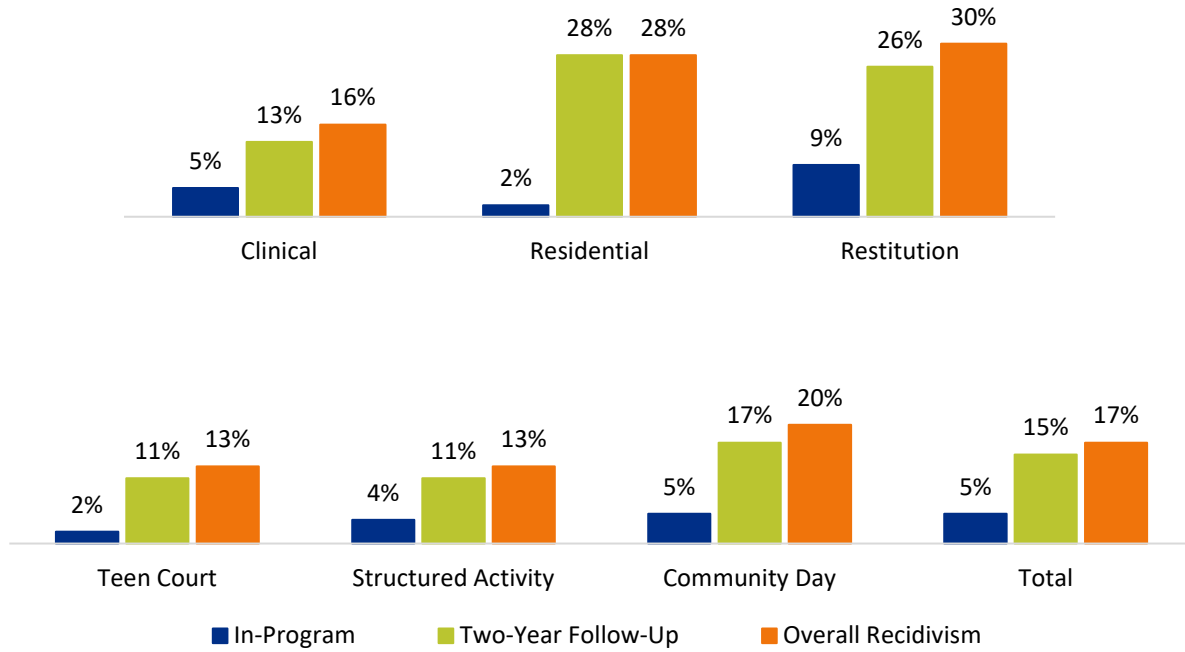
The chapter concluded with analyses aimed at combining the program category information presented in Chapter Two with the legal status information from Chapter Three. Over half (56%) of at-risk juveniles exited from structured activity programs. Court-involved juveniles were most likely to have participated in restitution programs (46%).

Risk and problem behaviors by program category and legal status were examined to provide context to recidivism rates. Among the at-risk group, juveniles who participated in residential programs had the highest recidivism rates. Juveniles in residential, restitution, and community day programming had the highest recidivism rates among the court-involved group. These programs with the highest recidivism rates had large percentages of juveniles in the highest risk levels and with at least 4 problem behaviors.

Among the at-risk group, juveniles in clinical and structured activity programs had the lowest recidivism rates. Juveniles in teen court and clinical programs had the lowest recidivism rates among the court-involved group. At-risk and court-involved juveniles in teen court programming recidivated at nearly the same rate. Teen court programs had high percentages of at-risk and court-involved juveniles in the lowest two risk levels, as well as sizable percentages of at-risk and court-involved juveniles with 1 problem behavior. (See Appendix I, Figure I.1 for a summary of recidivism rates by legal status and program category.)

Figure 3.20 provides the recidivism rates for each program category based on whether recidivism occurred during JCPC participation or during the two-year follow-up. A combined measure, referred to as overall recidivism, is also presented that indicates the percentage of juveniles who recidivated during either time period or both time periods. Overall, 17% of the sample recidivated during their program and/or during the two-year follow-up. Most recidivism occurred during the two-year follow-up, a finding that is not surprising considering the average time juveniles were in a program was about 4 months (125 days). Juveniles in restitution and residential programs had the highest recidivism rates based on the combined measure of recidivism (30% and 28% respectively); these programs also had the highest percentages of juveniles in the two highest risk levels (42% and 46% in RL4 and RL5 respectively).

Figure 3.20
Summary of Recidivism Rates for JCPC Programs



SOURCE: NC Sentencing and Policy Advisory Commission, FY 2020 JCPC Exit Sample

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), with the purpose of analyzing and presenting recidivism outcomes for JCPC program participants. This report is the seventh report submitted in compliance with the mandate. This year's report continues the use of an exit sample methodology, first employed in the 2019 report,³⁸ which allows juveniles to be tracked during two distinct periods of time (i.e., during their JCPC program and for two years after exiting their program). The study followed a sample of at-risk or court-involved juveniles who exited from a JCPC program in FY 2020. Of particular note for this sample were the potential effects of the COVID-19 pandemic and the implementation of Raise the Age (beginning December 1, 2019), both of which primarily affected the follow up period (discussed below).

Of the 11,070 juveniles who exited from at least one JCPC program in FY 2020, 60% were identified as at-risk (n=6,594) and 40% were identified as court-involved (n=4,476) at program entry. Although juveniles may have participated in more than one JCPC program, each juvenile was assigned to one of six JCPC program categories for analysis: clinical, residential, restitution, teen court, structured activity, or community day.³⁹ Juveniles who exited from structured activity, restitution, and teen court programs comprised 85% of the sample.

Sixty-four percent (64%) of the sample were male; nearly half (47%) were Black and 13% were Hispanic. The average age of the sample at program entry was 14. The risk level distribution of the sample generally followed a bell-shaped curve with the highest number of juveniles assessed in RL3 (36%). The highest percentage of juveniles had at least 4 or more problem behaviors (45%) and the lowest had 1 problem behavior (22%). The most common problem behaviors involved individual (80%) and school problems (57%). Eighty-five (85%) of the sample completed their JCPC program.

Overall, 5% of juveniles had recidivism (either a delinquent juvenile complaint and/or an adult arrest) during JCPC program participation, 15% had recidivism during the two-year follow-up period, and 17% had recidivism during either or both time frames. At-risk juveniles had lower recidivism rates than court-involved juveniles regardless of time period.⁴⁰

CONCLUSIONS

The Sentencing Commission's recent reports on JCPC effectiveness provide a framework to examine possible emerging trends in recidivism rates and related factors for North Carolina JCPC program participants. Figure 4.1 presents recidivism rates during the two-year follow-up for juveniles studied in the Sentencing Commission's past two studies and the current study. Notably, recidivism during the

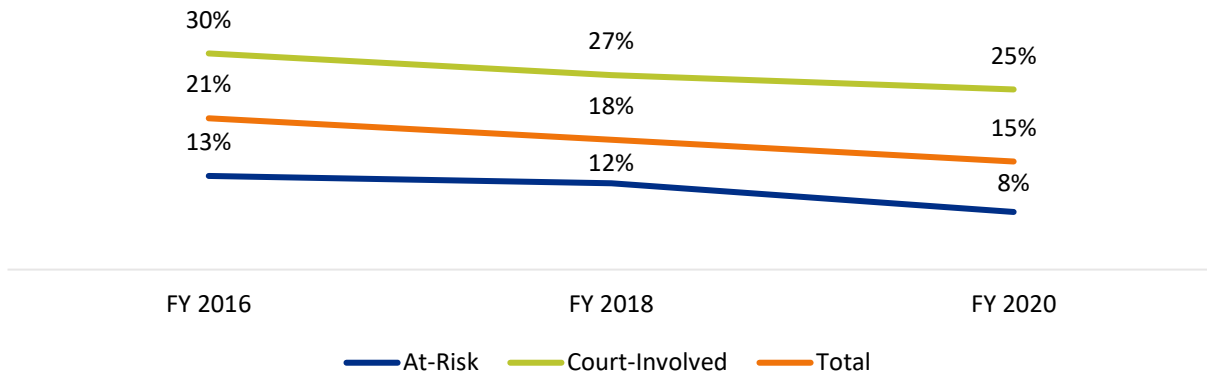
³⁸ Comparisons to reports published prior to 2019 cannot be made due to the differences in sample selection and time periods studied.

³⁹ See Chapter One for further description of program categories. Mentions of restitution programs also include community service programs and references to teen court programs also include mediation and conflict resolution programs.

⁴⁰ See Appendix I, Figure I.1 for a summary of recidivism rates by legal status and program category.

two-year follow-up has decreased each sample since FY 2016, overall and for both at-risk and court-involved juveniles. Recidivism during the two-year follow-up decreased 5 percentage points between the FY 2016 and FY 2020 samples for both at-risk and court-involved JCPC participants.

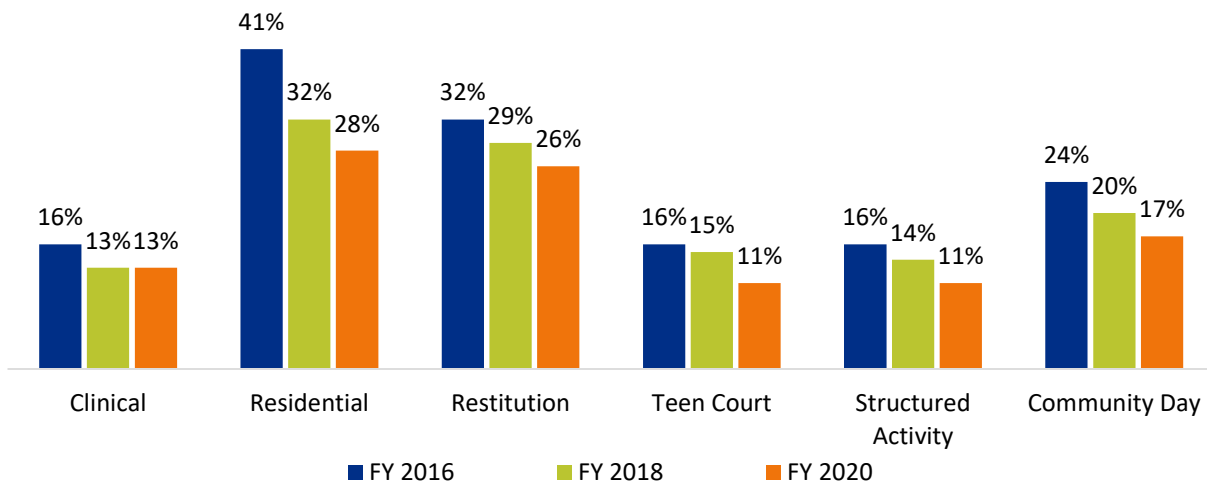
Figure 4.1
Recidivism Rates by Legal Status and Sample Year: Two-Year Follow-Up



SOURCE: NC Sentencing and Policy Advisory Commission, FY 2016 – FY 2020 JCPC Exit Samples

Additionally, over the past 3 studies, recidivism during the two-year follow-up has decreased for juveniles across nearly all JCPC program categories (see Figure 4.2). The largest decreases occurred for juveniles in residential and community day programs.

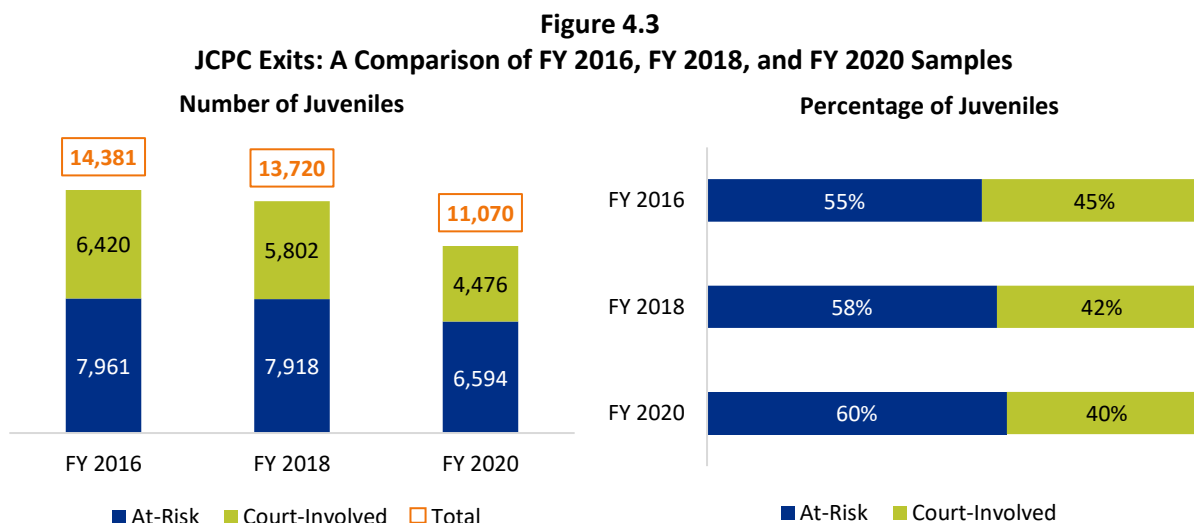
Figure 4.2
Recidivism Rates by Program Category and Sample Year: Two-Year Follow-Up



SOURCE: NC Sentencing and Policy Advisory Commission, FY 2016 – FY 2020 JCPC Exit Samples

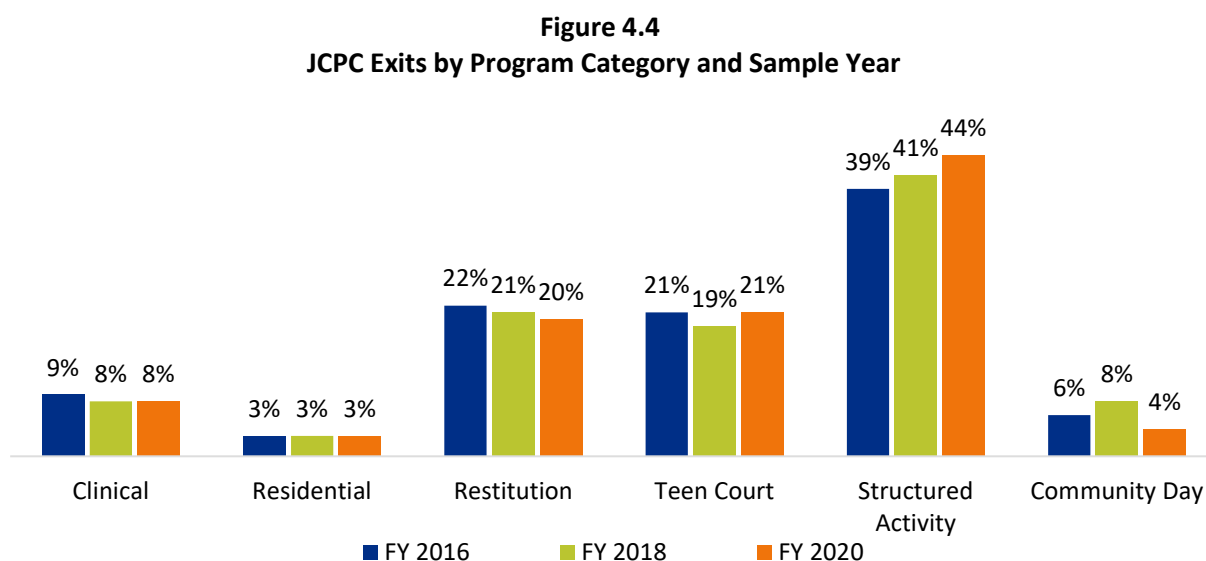
Also of significance, and as context for decreasing recidivism rates, is the change in the internal sample composition over the past three studies. As shown in Figure 4.3, the number of juveniles in the sample has declined, with the largest decrease occurring between the FY 2018 sample and the FY 2020 sample (a decrease of 19%). The number of court-involved juveniles has contributed the most to the declines

over the past 3 cycles, with the current sample having 30% fewer court-involved juveniles than FY 2016. While the number of at-risk juveniles was similar between the FY 2016 and FY 2018 samples, the number of at-risk juveniles decreased 17% in FY 2020.



SOURCE: NC Sentencing and Policy Advisory Commission, FY 2016 – FY 2020 JCPC Exit Samples

Despite the changing sample size and composition, JCPC program participation by program category has remained fairly consistent over the past three studies (see Figure 4.4). With the exception of structured activity and community day programs, the distribution of program exits by category has been within 1 or 2 percentage points across all three sample years. The increase in exits in structured activity programs may be a reflection of the increase in the percentage of at-risk juveniles, the majority of which were referred to structured activity programs over the last three studies.

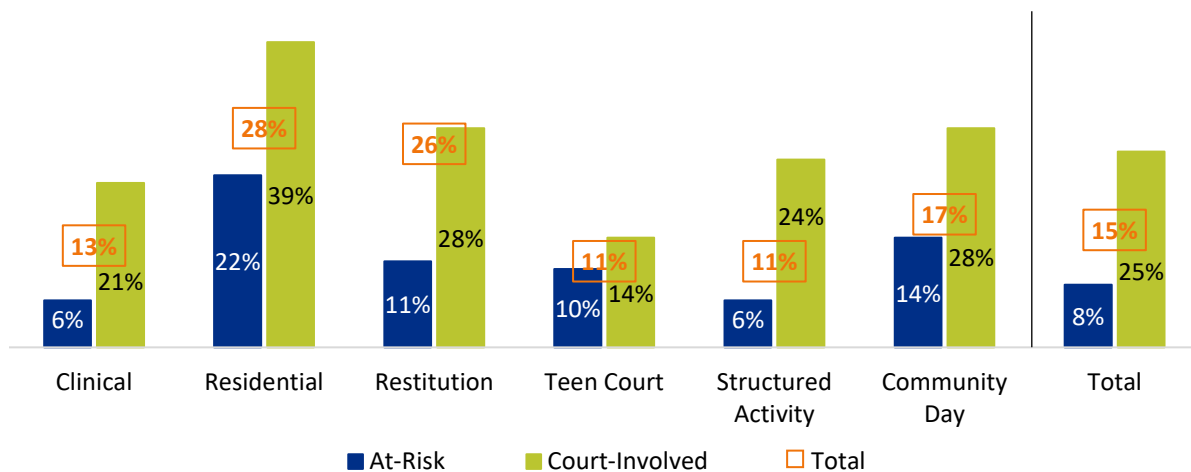


SOURCE: NC Sentencing and Policy Advisory Commission, FY 2016 – FY 2020 JCPC Exit Samples

Understanding the variations in recidivism rates between program categories involves examining the differences between the juveniles who typically participate in each program (see Figure 4.5). Regardless

of legal status, residential programs had the highest recidivism rates, which is not surprising given that 46% of the juveniles served in residential programs were assessed in the highest two risk levels and 60% presented 4 or more problem behaviors at referral. Conversely, teen court programs had the lowest recidivism rates during the two-year follow-up. Forty-six percent (46%) of juveniles participating in teen court were assessed in the lowest two risk levels and most (64%) had fewer than 4 problem behaviors.

Figure 4.5
Recidivism Rates by Program Category and Legal Status: Two-Year Follow-Up

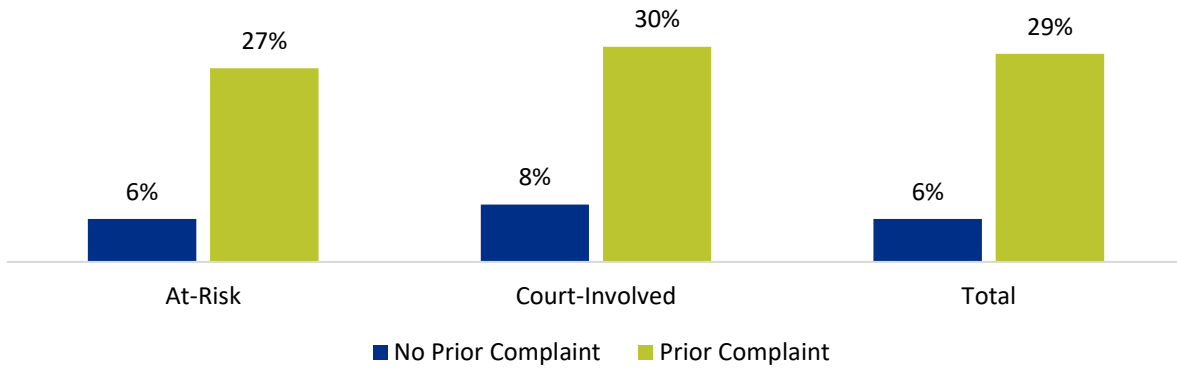


SOURCE: NC Sentencing and Policy Advisory Commission, FY 2020 JCPC Exit Sample

The past three studies showed lower recidivism for at-risk juveniles compared to court-involved juveniles; this finding holds true for both in-program and two-year follow-up recidivism rates, as well as across all program categories. Differences in key factors (e.g., risk level, problem behaviors, prior contact with the juvenile justice system) can explain some of the differences in recidivism found between at-risk and court-involved juveniles. Court-involved juveniles were, on average, more than a year older, were higher risk, had more problem behaviors, and had more extensive prior contact with the juvenile justice system than at-risk juveniles – factors that were also found to be associated with higher rates of recidivism, described more below.

By definition, court-involved juveniles have deeper involvement in the juvenile justice system compared to at-risk juveniles. Juveniles in the court-involved group also had more prior contact with the juvenile justice system, both in terms of prior complaints and prior adjudications. Court-involved juveniles also had higher recidivism rates compared to the at-risk group. However, when examining outcomes by prior contact (i.e., prior complaint, no prior complaint), the differences in the rates of recidivism by legal status were minimized (see Figure 4.6). These findings point to the strong association between both prior contact and deeper involvement in the system with recidivism. The results of these analyses are also consistent with research suggesting the least invasive intervention should be utilized in response to delinquent behavior, as deeper involvement in the system tends to lead to worse outcomes.

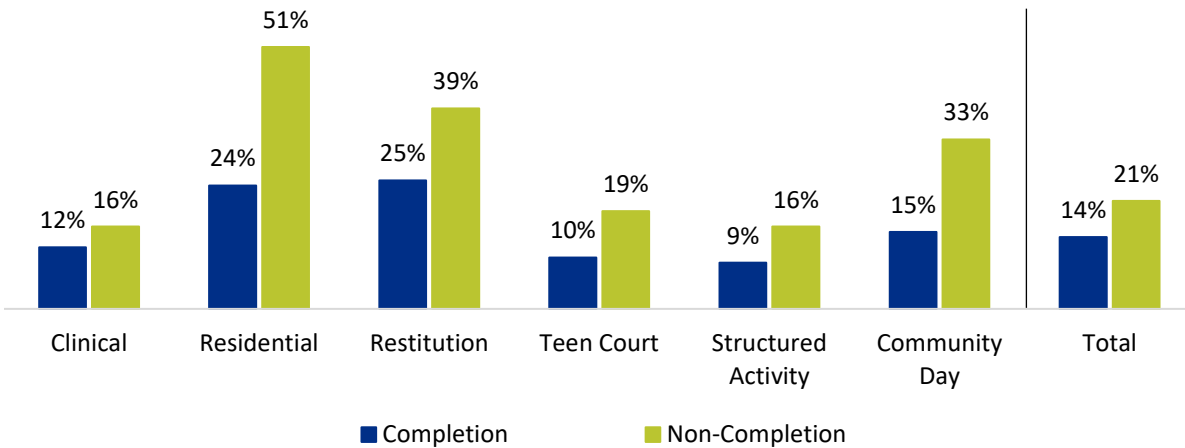
Figure 4.6
Recidivism Rates by Prior Complaints and Legal Status: Two-Year Follow-Up



SOURCE: NC Sentencing and Policy Advisory Commission, FY 2020 JCPC Exit Sample

One particularly noteworthy finding in this report was the high rates of completion for juveniles exiting JCPC programs. Program completion rates ranged across program categories from a low of 72% to a high of 90%; the lowest completion rate still indicated the large majority of juveniles completed JCPC programming. 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 lower rates overall compared to their non-completing counterparts. This finding held for all programs (see Figure 4.7), and regardless of legal status. Efforts to ensure program completion may continue to yield positive outcomes for program participants.

Figure 4.7
Recidivism Rates by Program Completion and Program Category: Two-Year Follow-Up



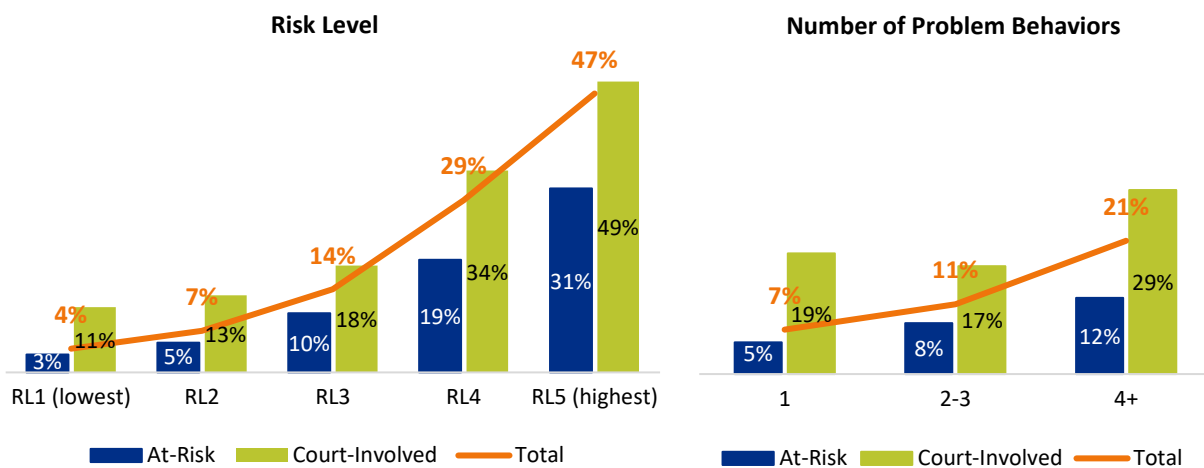
SOURCE: NC Sentencing and Policy Advisory Commission, FY 2020 JCPC Exit Sample

The findings of this report also featured the importance of the accurate assessment of risk and the value of the risk assessment tool for predicting recidivism. Regardless of program intervention, juveniles with higher levels of assessed risk had higher recidivism rates, a finding that indicates the validity of the

assessment tool in its prediction of future behavior. Juveniles assessed in the highest risk level (RL5), had recidivism rates ranging from a low of 39% (residential programs) to a high of 52% (restitution).

Similarly, increases in the number of problem behaviors indicated an increased likelihood for recidivism, generally regardless of program category. This finding also holds true when examining juveniles by legal status (see Figure 4.8); juveniles in RL5 and with 4 or more problem behaviors had higher rates of recidivism. Notably, the differences between the rates of at-risk and court-involved juveniles became more pronounced as risk level increased.

Figure 4.8
Recidivism Rates by Risk Level, Problem Behaviors, and Legal Status: Two-Year Follow-Up



SOURCE: NC Sentencing and Policy Advisory Commission, FY 2020 JCPC Exit Sample

Possible Effects of the COVID-19 Pandemic on Recidivism

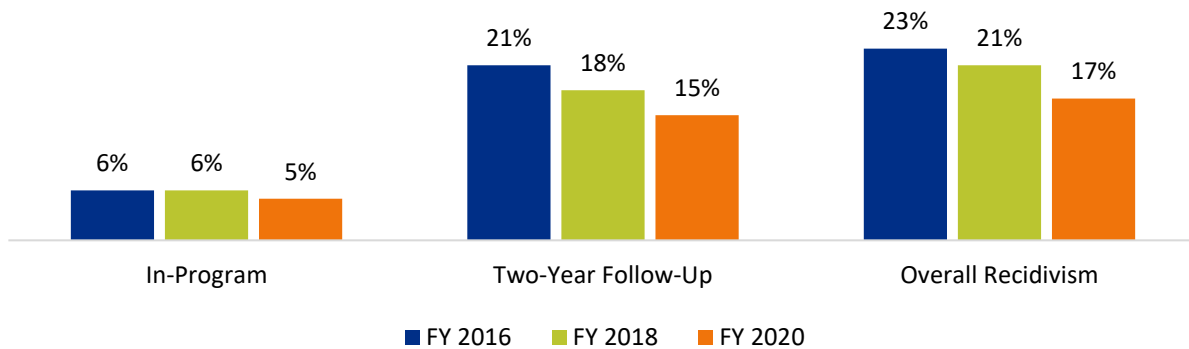
The potential effect of the COVID-19 pandemic on recidivism rates for the FY 2020 sample was introduced in Chapter One. The pandemic had significant effects on the juvenile justice system and processes, including (but not limited to) changes to court operations (reduced court sessions) and closure of schools (a major referral source for at-risk juveniles and for delinquent complaints).

While the pandemic affected the FY 2020 sample with its onset occurring during the last quarter of FY 2020 (i.e., March through June 2020), it had a limited effect on sample selection since the sample was based on program exits and not admissions. Most sample juveniles (93%) began their programs before the pandemic began and a majority of the sample (63%) also exited before the pandemic began.

However, the pandemic was an important factor for consideration when examining recidivism during the two time periods examined – during JCPC programming and during the two-year follow-up period. The pandemic had a larger impact on the two-year follow-up period than on the in-program period, with most (63%) having a portion of the two-year follow-up period and 37% having *all* of the two-year follow-up period occurring during the pandemic. The number of months affected by the pandemic during the two-year follow-up period varied based on when a juvenile exited the sample, ranging from 16 to 24 months, which prompted more investigation into the potential effects on outcomes.

Recidivism rates for the previous two samples (FY 2016 and FY 2018) were compared to the current sample (FY 2020) to examine the effect of the pandemic on outcomes (see Figure 4.9). Overall recidivism decreased for each sample from FY 2016 to FY 2020, and during both the in-program and two-year follow-up timeframes.

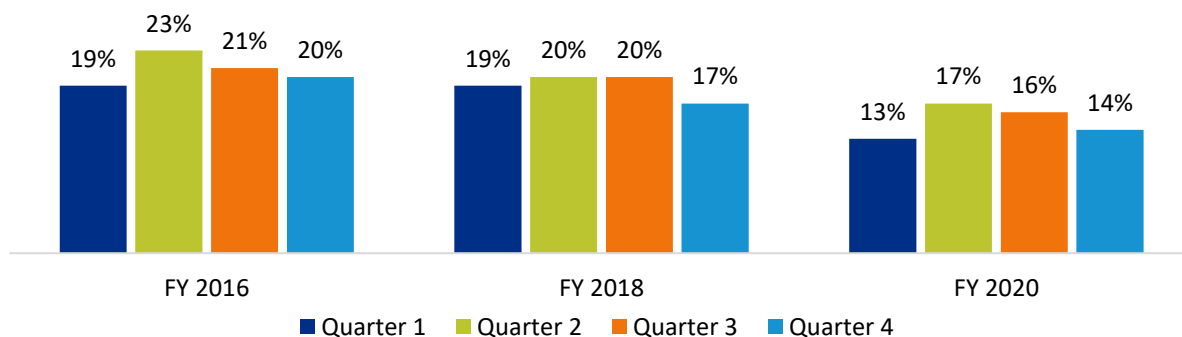
Figure 4.9
Recidivism Rates for JCPC Exits by Sample Year



SOURCE: NC Sentencing and Policy Advisory Commission, FY 2016 – FY 2020 JCPC Exit Samples

Recidivism rates for the three samples were then compared based on the quarter (Q) in which juveniles entered their respective sample (see Figure 4.10).⁴¹ A noticeable pattern across the quarters was observed for all three samples with Q1 and Q4 having the lowest rates of recidivism and Q2 and Q3 having the higher rates. Also noticeable were the lower rates for *each* quarter for the current sample, an indication of the effect of the pandemic during the two-year follow-up period for most of the juveniles studied. It is possible the early effects of the pandemic can be observed in Q4 outcomes for the FY 2018 sample, due to the late sample entry date and the coinciding timeframe of the onset on the pandemic for the last quarter of the follow-up. Future studies will be able to better examine how recidivism rates change as more time passes from the most acute phases of the pandemic.

Figure 4.10
Recidivism Rates by JCPC Program Exit Quarter and Sample Year: Two-Year Follow-Up



SOURCE: NC Sentencing and Policy Advisory Commission, FY 2016 – FY 2020 JCPC Exit Samples

⁴¹ For FY 2016, the quarters are defined as follows: Q1 covers July to September 2015, Q2 covers October to December 2015, Q3 covers January to March 2016, and Q4 covers April to June 2016. For FY 2018, the quarters are defined as follows: Q1 covers July to September 2017, Q2 covers October to December 2017, Q3 covers January to March 2018, and Q4 covers April to June 2018. For FY 2020, the quarters are defined as follows: Q1 covers July to September 2019, Q2 covers October to December 2019, Q3 covers January to March 2020, and Q4 covers April to June 2020.

As noted above, the overall recidivism rates for juveniles exiting JCPC programs in FY 2020 decreased from the previous two studies, with several explanations offered. Notwithstanding the effects of the pandemic, as described above, the downward trend of recidivism across FY 2016, FY 2018, and FY 2020 suggests there are other factors at play. Notably, the percentage of court-involved juveniles in the sample decreased; the percentage of juveniles in the sample with prior complaints decreased; the percentage of juveniles in the highest risk levels decreased; and program completion remained very high (85% overall).

In addition to the pandemic, changes to juvenile jurisdiction were another consideration for this report. The implementation of RtA occurred during sample entry; however, because the JCPC sample was based on program exit, the change affected less than 9% of the sample. This important policy change will continue to be monitored, as context for any future changes in outcome measures for JCPC participants, particularly as the sample distribution by age may shift upward.

Such low rates of recidivism for both at-risk and court-involved juveniles should be considered a success for both JCPC programs and the juvenile justice system. The Sentencing Commission looks forward to working collaboratively with the DJJDP to further understand the effectiveness of JCPC programs 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 TYPES

**Table B.1
JCPC Program Types⁴² and Participants**

Program Category Program Type	Programs		Participants	
	N	%	N	%
Clinical	57	11	888	8
Group Counseling	4	1	53	1
Individual Counseling	12	2	453	4
Family Counseling	10	2	111	1
Substance Abuse Counseling	6	1	106	1
Sexual Behavior Services	7	1	29	<1
Home Based Family Counseling	18	4	136	1
Residential	30	6	315	3
Group Home Care	2	<1	14	<1
Temporary Shelter Care	20	4	175	2
Runaway Shelter Care	4	1	114	1
Specialized Foster Care	4	1	12	<1
Restitution	97	19	2,259	20
Restitution/Community Service	97	19	2,259	20
Teen Court	88	17	2,278	21
Mediation/Conflict Resolution	29	6	485	4
Teen Court	59	12	1,793	16
Structured Activity	227	44	4,892	44
Mentoring	22	4	303	3
Interpersonal Skill Building	117	23	2,503	23
Parent/Family Skill Building	40	8	568	5
Experiential Skill Building	14	3	285	3
Tutoring/Academic Enhancement	24	5	1,164	11
Vocational Skills Development	10	2	69	1
Community Day	13	3	438	4
Juvenile Structured Day	13	3	438	4
TOTAL	512	100	11,070	100

Note: Percentages may not add to totals due to rounding.

SOURCE: NC Sentencing and Policy Advisory Commission, FY 2020 JCPC Exit Sample

⁴² For information on assessments, see Appendix D.

Essential Elements of JCPC Program Service and Structure Types

Evaluation or Assessment Components:

- Clinical Assessments and 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.

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 not limited to interpersonal relationships, problem behavior, or substance use or abuse.
- 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.
- Sexual Behavior Services: 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, services are family focused, have designated follow-up procedures, and are generally legally mandated.

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.
- 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.
- 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.

Restorative Components:

- 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, juveniles earn credit towards payment of monetary compensation for victims (if required) and perform work for the benefit of the community as a consequence of their 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.
- 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.

Structured Activities Components:

- 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.
- 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.
- 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.
- 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.

- 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

ADDITIONAL GEOGRAPHIC AREA AND DISTRICT DATA

**Table C.1
JCPC Exits by Legal Status and Geographic Area/District**

Juvenile Justice Area/District/County	At-Risk #	Court-Involved #	Total N
Eastern Area	1,711	946	2,657
District 1: Camden, Chowan, Currituck, Dare, Gates, Pasquotank, Perquimans	200	162	362
District 2: Beaufort, Hyde, Martin, Tyrrell, Washington	324	62	386
District 3: Carteret, Craven, Pamlico, Pitt	257	168	425
District 4: Duplin, Jones, Onslow, Sampson	281	158	439
District 5: New Hanover, Pender	158	99	257
District 6: Bertie, Halifax, Hertford, Northampton	51	111	162
District 7: Edgecombe, Nash, Wilson	308	116	424
District 8: Greene, Lenoir, Wayne	132	70	202
Central Area	2,365	1,028	3,393
District 9: Caswell, Franklin, Granville, Person, Vance, Warren	301	97	398
District 10: Wake	645	212	857
District 11: Harnett, Johnston, Lee	138	169	307
District 12: Cumberland	303	92	395
District 13: Bladen, Brunswick, Columbus	208	118	326
District 14: Durham	183	46	229
District 15: Alamance, Chatham, Orange	267	214	481
District 16: Hoke, Robeson, Scotland	320	80	400
Piedmont Area	1,698	1,506	3,204
District 17: Rockingham, Stokes, Surry	164	201	365
District 18: Guilford	713	281	994
District 19: Cabarrus, Montgomery, Moore, Randolph, Rowan	270	236	506
District 20: Anson, Richmond, Stanly, Union	40	217	257
District 21: Forsyth	164	102	266
District 22: Alexander, Davidson, Davie, Iredell	199	291	490
District 26: Mecklenburg	148	178	326
Western Area	820	996	1,816
District 23: Alleghany, Ashe, Wilkes, Yadkin	130	122	252
District 24: Avery, Madison, Mitchell, Watauga, Yancey	154	72	226
District 25: Burke, Caldwell, Catawba	91	154	245
District 27: Cleveland, Gaston, Lincoln	252	244	496
District 28: Buncombe	89	99	188
District 29: Henderson, McDowell, Polk, Rutherford, Transylvania	46	214	260
District 30: Cherokee, Clay, Graham, Haywood, Jackson, Macon, Swain	58	91	149
Statewide	6,594	4,476	11,070

SOURCE: NC Sentencing and Policy Advisory Commission, FY 2020 JCPC Exit Sample

Table C.2
Recidivism Rates by Legal Status and Geographic Area/District: Two-Year Follow-Up

Juvenile Justice Area/District/County	At-Risk n=6,594 %	Court-Involved n=4,476 %	Total N=11,070 %
Eastern Area	8	25	14
District 1: Camden, Chowan, Currituck, Dare, Gates, Pasquotank, Perquimans	9	20	14
District 2: Beaufort, Hyde, Martin, Tyrrell, Washington	4	21	6
District 3: Carteret, Craven, Pamlico, Pitt	9	27	16
District 4: Duplin, Jones, Onslow, Sampson	12	20	15
District 5: New Hanover, Pender	6	21	12
District 6: Bertie, Halifax, Hertford, Northampton	10	28	22
District 7: Edgecombe, Nash, Wilson	2	34	11
District 8: Greene, Lenoir, Wayne	19	29	22
Central Area	7	25	12
District 9: Caswell, Franklin, Granville, Person, Vance, Warren	3	35	11
District 10: Wake	7	26	12
District 11: Harnett, Johnston, Lee	11	21	16
District 12: Cumberland	6	24	10
District 13: Bladen, Brunswick, Columbus	7	14	10
District 14: Durham	13	43	19
District 15: Alamance, Chatham, Orange	9	20	14
District 16: Hoke, Robeson, Scotland	6	35	12
Piedmont Area	10	27	18
District 17: Rockingham, Stokes, Surry	7	24	16
District 18: Guilford	9	34	16
District 19: Cabarrus, Montgomery, Moore, Randolph, Rowan	7	22	14
District 20: Anson, Richmond, Stanly, Union	10	24	21
District 21: Forsyth	15	33	22
District 22: Alexander, Davidson, Davie, Iredell	8	18	14
District 26: Mecklenburg	16	41	29
Western Area	9	21	16
District 23: Alleghany, Ashe, Wilkes, Yadkin	5	22	13
District 24: Avery, Madison, Mitchell, Watauga, Yancey	4	11	6
District 25: Burke, Caldwell, Catawba	11	22	18
District 27: Cleveland, Gaston, Lincoln	9	18	13
District 28: Buncombe	21	26	24
District 29: Henderson, McDowell, Polk, Rutherford, Transylvania	11	25	22
District 30: Cherokee, Clay, Graham, Haywood, Jackson, Macon, Swain	16	20	18
Statewide	8	25	15

SOURCE: NC Sentencing and Policy Advisory Commission, FY 2020 JCPC Exit Sample

Table C.3
JCPC Exits by Program Category and Geographic Area/District

Juvenile Justice Area/District/County	Assessment #	Clinical #	Residential #	Restitution #	Teen Court #	Structured Activity #	Community Day #	Total N
Eastern Area	134	274	7	843	647	1,087	256	3,248
District 1: Camden, Chowan, Currituck, Dare, Gates, Pasquotank, Perquimans	4	43	0	114	80	186	0	427
District 2: Beaufort, Hyde, Martin, Tyrrell, Washington	0	0	0	25	32	356	0	413
District 3: Carteret, Craven, Pamlico, Pitt	5	133	0	182	101	6	94	521
District 4: Duplin, Jones, Onslow, Sampson	28	18	0	143	183	112	70	554
District 5: New Hanover, Pender	97	46	0	147	69	68	0	427
District 6: Bertie, Halifax, Hertford, Northampton	0	0	0	67	19	87	0	173
District 7: Edgecombe, Nash, Wilson	0	21	7	97	61	266	0	452
District 8: Greene, Lenoir, Wayne	0	13	0	68	102	6	92	281
Central Area	141	102	97	820	892	1,803	184	4,039
District 9: Caswell, Franklin, Granville, Person, Vance, Warren	0	10	0	118	87	263	0	478
District 10: Wake	0	30	48	154	228	484	0	944
District 11: Harnett, Johnston, Lee	0	0	0	127	94	107	30	358
District 12: Cumberland	138	0	9	42	165	196	0	550
District 13: Bladen, Brunswick, Columbus	0	6	12	126	76	189	0	409
District 14: Durham	0	33	0	24	38	144	0	239
District 15: Alamance, Chatham, Orange	2	12	5	157	172	137	150	635
District 16: Hoke, Robeson, Scotland	1	11	23	72	32	283	4	426
Piedmont Area	602	483	172	865	708	1,584	82	4,496
District 17: Rockingham, Stokes, Surry	0	191	8	147	61	21	0	428
District 18: Guilford	291	135	122	137	253	570	63	1,571
District 19: Cabarrus, Montgomery, Moore, Randolph, Rowan	12	0	10	163	145	313	0	643
District 20: Anson, Richmond, Stanly, Union	2	0	5	158	28	133	0	326
District 21: Forsyth	31	28	11	46	69	136	0	321
District 22: Alexander, Davidson, Davie, Iredell	193	129	0	128	152	145	19	766
District 26: Mecklenburg	73	0	16	86	0	266	0	441
Western Area	131	145	144	491	461	955	17	2,344
District 23: Alleghany, Ashe, Wilkes, Yadkin	0	0	5	119	72	93	0	289
District 24: Avery, Madison, Mitchell, Watauga, Yancey	0	0	1	54	38	171	0	264
District 25: Burke, Caldwell, Catawba	101	49	0	61	77	78	0	366
District 27: Cleveland, Gaston, Lincoln	22	91	0	94	189	266	0	662
District 28: Buncombe	2	4	112	42	39	44	0	243
District 29: Henderson, McDowell, Polk, Rutherford, Transylvania	6	1	2	80	38	180	17	324
District 30: Cherokee, Clay, Graham, Haywood, Jackson, Macon, Swain	0	0	24	41	8	123	0	196
Statewide	1,008	1,004	420	3,019	2,708	5,429	539	14,127

Note: This table includes multiple program exits per juvenile, while the FY 2020 JCPC exit sample is 1 exit per juvenile.

SOURCE: NC Sentencing and Policy Advisory Commission, FY 2020 JCPC Exit Sample

APPENDIX D

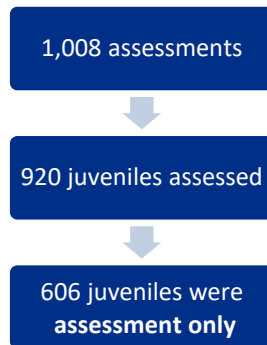
CLINICAL ASSESSMENTS AND PSYCHOLOGICAL EVALUATIONS

Overview of Clinical Assessments and Psychological Evaluations

As noted in the report, clinical assessments and psychological evaluations (referred to herein as assessments) provide guidance to court counselors and judges in determining the most appropriate consequences and treatment for youth. Assessments are being examined in this appendix because they do not involve the same level of services as other JCPC programs; however, they serve an important function and are an expenditure of JCPC funding. For these reasons, this appendix provides an overview of juveniles who received assessment services in FY 2020.

In the FY 2020 JCPC exit data, there were 1,008 assessments administered to 920 juveniles; out of these juveniles, there were 606 whose only JCPC exit in the sample year was an assessment (see Figure D.1).⁴³ These “assessment only” juveniles are the focus of this appendix. Among them, 92% received 1 assessment, 8% received 2 assessments, and 3 juveniles were assessed 3 times.

**Figure D.1
Assessments and Juveniles Assessed**



SOURCE: NC Sentencing and Policy Advisory Commission, FY 2020 JCPC Exit Sample

In FY 2020, 29 JCPC programs across 22 counties provided assessment services. Table D.1 shows that 76% of assessment only juveniles were assessed in 5 counties.

**Table D.1
Assessments by County**

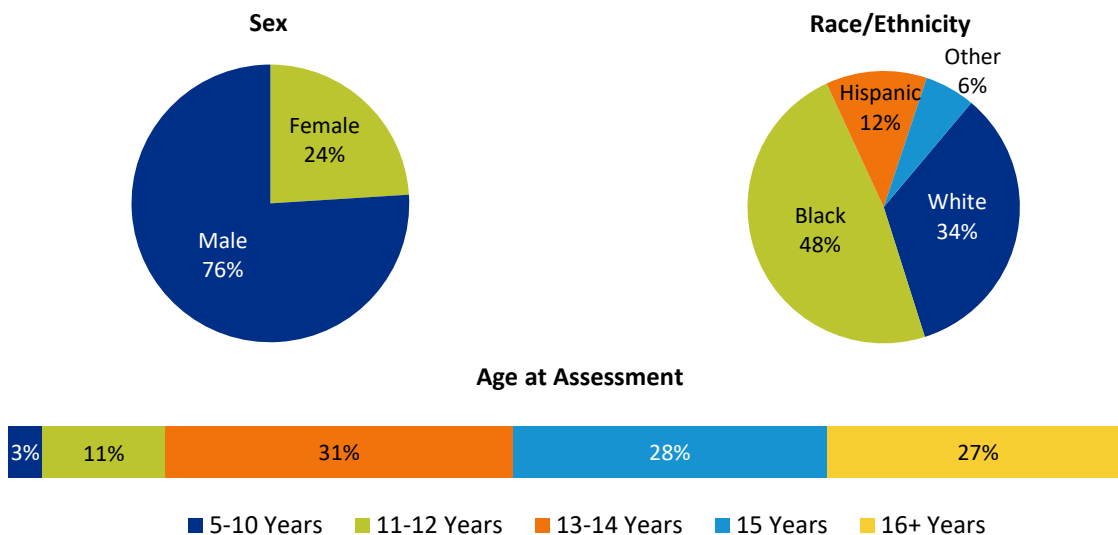
County	# of Juveniles N	% of Total %
Guilford	140	23
Davidson	120	20
Cumberland	110	18
Mecklenburg	49	8
New Hanover	44	7
All Other Counties	143	24
Total	606	100

SOURCE: NC Sentencing and Policy Advisory Commission, FY 2020 JCPC Exit Sample

⁴³ This group does not represent all juveniles who received assessment services in FY 2020; juveniles who received an assessment and also exited a different JCPC program appeared in the sample under that other, non-assessment program.

Figure D.2 shows the personal characteristics for juveniles with an assessment. The majority of juveniles were male (76%) and nearly half (48%) were Black. Most assessment only juveniles were at least 13 years old at the time of their assessment (86%).

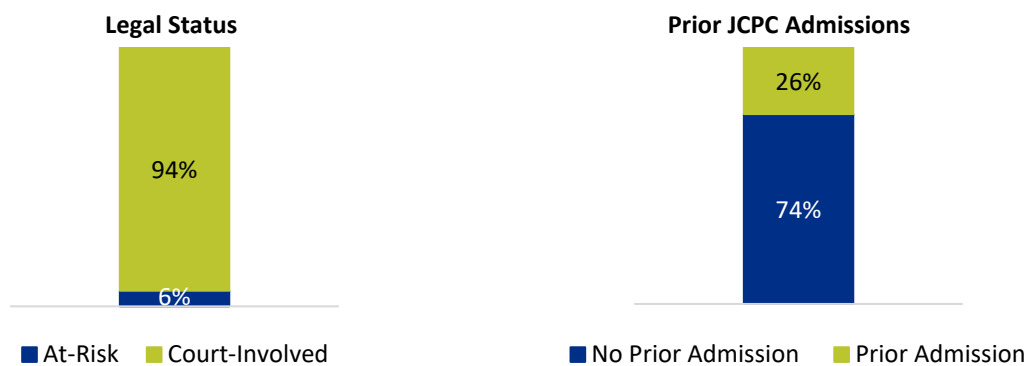
Figure D.2
Personal Characteristics



SOURCE: NC Sentencing and Policy Advisory Commission, FY 2020 JCPC Exit Sample

Figure D.3 examines legal status and prior JCPC admissions for assessment only juveniles. Most juveniles with assessments were court-involved (94%) and did not have a prior JCPC admission (74%). Additionally, 78% of the assessment only juveniles had a prior complaint.

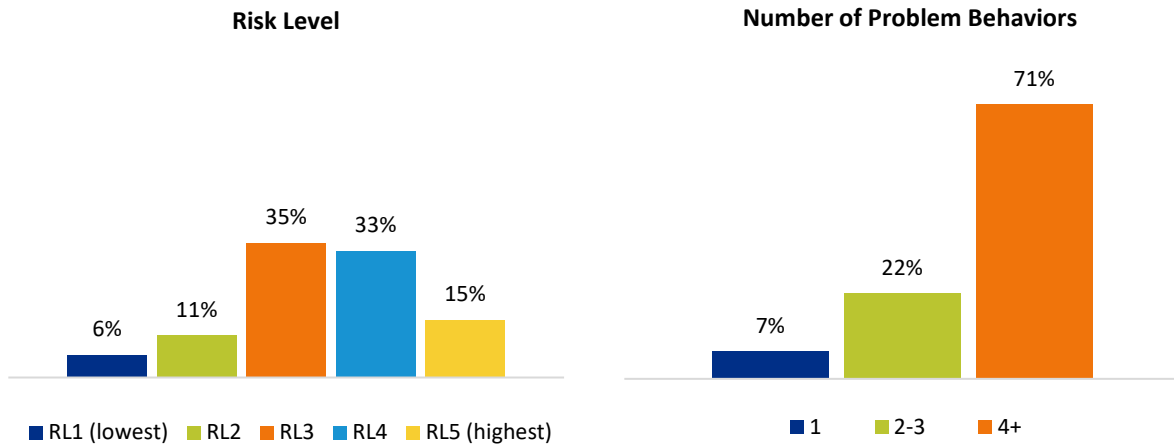
Figure D.3
Legal Status and Prior JCPC Admissions



SOURCE: NC Sentencing and Policy Advisory Commission, FY 2020 JCPC Exit Sample

Both the risk level distribution and the number of problem behaviors are presented in Figure D.4. For the risk level distribution, nearly half of assessment only juveniles were assessed in either RL4 (33%) or RL5 (15%). The smallest percentage of juveniles were assessed at the lowest risk level, RL1 (6%). A substantial percentage of assessment only juveniles had more than 4 problem behaviors (71%) and nearly all had more than 1 problem behavior (93%).

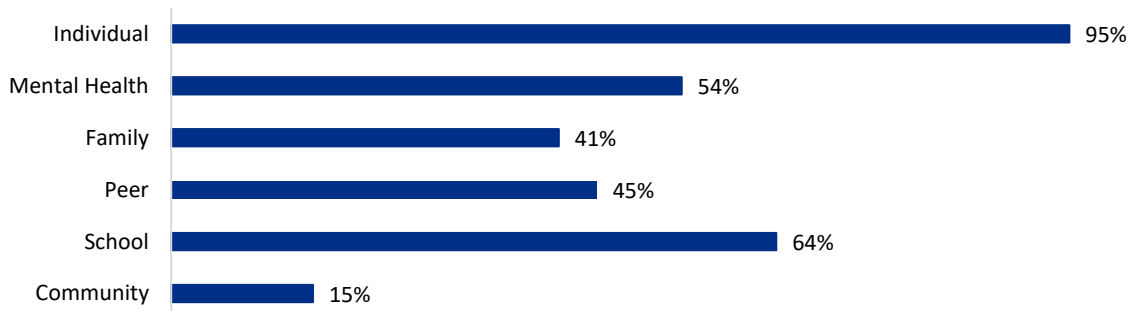
Figure D.4
Risk Level and Number of Problem Behaviors



SOURCE: NC Sentencing and Policy Advisory Commission, FY 2020 JCPC Exit Sample

The distribution of type of problem behaviors identified among assessment only juveniles is shown in Figure D.5.⁴⁴ Almost all assessment juveniles (95%) had problem behaviors involving the individual juvenile (e.g., bullying, fighting, impulsivity). School-related problems (e.g., truancy, disruptive in class, behind grade level) were the second most frequent problem behavior type (64%).

Figure D.5
Type of Problem Behaviors

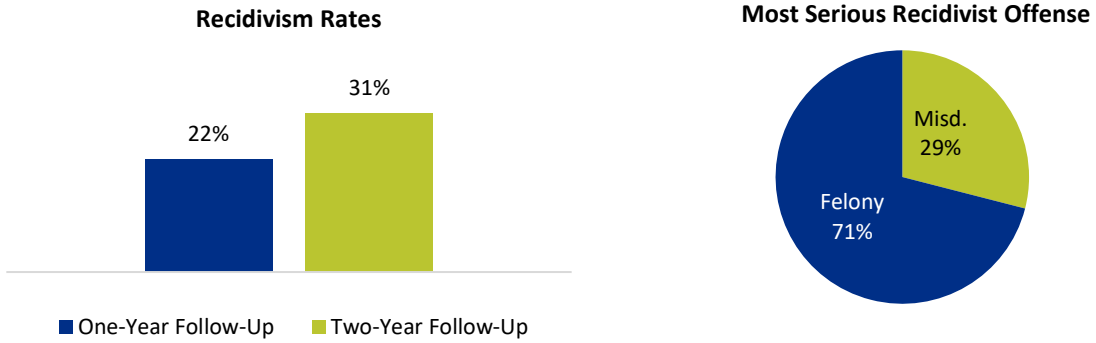


SOURCE: NC Sentencing and Policy Advisory Commission, FY 2020 JCPC Exit Sample

As shown in Figure D.6, 22% of assessment only juveniles had at least one delinquent complaint and/or arrest during the one-year follow-up period and 31% during the two-year follow-up period. Among the 190 juveniles who recidivated during the two-year follow-up, the first recidivist event occurred at 8 months on average and 71% had a felony as their most serious recidivist offense.

⁴⁴ Juveniles can be identified as having multiple problem behaviors and, therefore, may be represented in more than one problem behavior category. No juveniles had a problem behavior in the Other category.

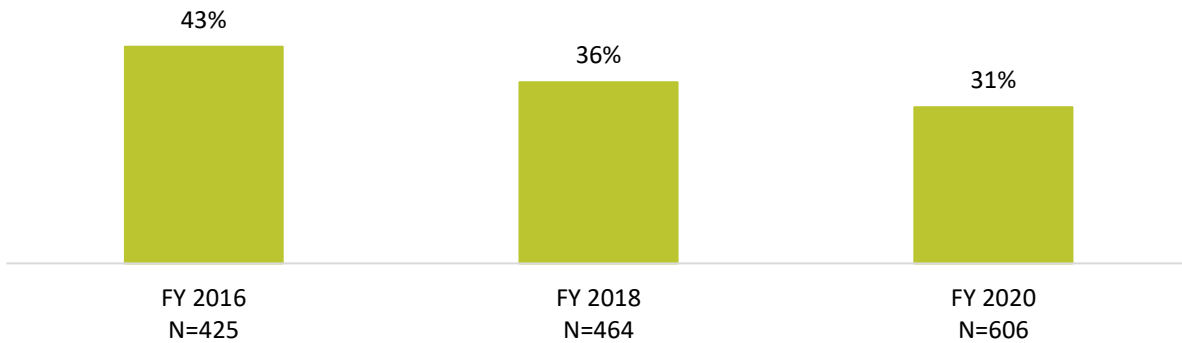
Figure D.6
Recidivism Rates: Two-Year Follow-Up



SOURCE: NC Sentencing and Policy Advisory Commission, FY 2020 JCPC Exit Sample

Figure D.7 provides the two-year follow-up recidivism rates for assessment only juveniles for past three JCPC recidivism samples. Recidivism rates have declined each sample year; the FY 2020 recidivism rate for this group was 12 percentage points lower than FY 2016.

Figure D.7
Recidivism Rates by Sample Year: Two-Year Follow-Up



SOURCE: NC Sentencing and Policy Advisory Commission, FY 2016 – FY 2020 JCPC Exit Samples

APPENDIX E

GLOSSARY OF MAJOR TERMS AND VARIABLES

GLOSSARY OF MAJOR TERMS AND VARIABLES

Adjudicated Juveniles: A juvenile who has been found, beyond a reasonable doubt, by a judge in juvenile court to have committed a violation of criminal law.

Adjudicated Offense: The offense the juvenile has been found by a judge to have committed. Also *see* Offense Category.

Adjudication: An adjudication is a finding by a judge, following an adjudicatory hearing, that a juvenile committed a delinquent act or is undisciplined. This report only includes delinquent adjudications. Data on infractions, local ordinances, process offenses (e.g., curfew violation, probation violation, failure to appear), and misdemeanor traffic offenses were excluded. Adjudications were examined during the following time periods: prior, program participation (i.e., in-program), and two-year follow-up. Adjudications and adult convictions were combined to create a secondary recidivism measure.

Age: Age in years as measured at different time periods during JCPC programming. Age was reported as mean or categorized by the following groups: 5-10, 11-12, 13-14, 15, 16+.

- **Age at Program Entry:** The age of the juvenile at the start of a JCPC program.
- **Age at Program Exit:** The age of the juvenile at JCPC program exit, which with the addition of 1 day is also the beginning of the two-year follow-up period.

Arrest: A record of a fingerprinted arrest in North Carolina that occurred after a juvenile reached the age of criminal majority. Data on infractions, local ordinances, process offenses (e.g., curfew violation, probation violation, failure to appear), and misdemeanor traffic offenses were excluded. An arrest for which an offender was not fingerprinted (e.g., a misdemeanor offense for which fingerprinting is not required), indictment without an arrest, or failure to find a match for an offender in the SBI's CCH database results in the lack of an arrest record. The lack of an arrest record was interpreted as the lack of an arrest. Adult arrests and delinquent complaints were combined to create the primary recidivism measure and were tracked during program participation (i.e., in-program) and two-year follow-up.

Assessment: *See* Program Category.

Assessment Only: A distinct group of juveniles who received clinical assessments or psychological evaluations in FY 2020 and who were analyzed separately from the sample. Juveniles in this group received only assessment services. This group does not represent all juveniles who received assessment services in FY 2020; juveniles who received an assessment and also exited from a different JCPC program appeared in the sample under that other, non-assessment program.

Clinical: *See* Program Category.

Community Day: *See* Program Category.

Complaint: A formal complaint lodged by a law enforcement officer or private citizen to the DJJDP. This study only included delinquent complaints. Data on infractions, local ordinances, process offenses (e.g., curfew violation, probation violation, failure to appear), and misdemeanor traffic offenses were

excluded. Complaints were examined during the following time periods: prior, program participation (i.e., in-program), and two-year follow-up. Delinquent complaints and adult arrests were combined to create the primary recidivism measure and were tracked during the follow-up periods.

Computerized Criminal History (CCH) System: The management information system containing information on all fingerprinted arrests and convictions of adults (and juveniles waived to adult jurisdiction) from North Carolina law enforcement agencies and courts as maintained by the SBI. It is the source of all recidivist arrest and conviction information for the sample.

Conviction: A conviction for an offense in the North Carolina state adult court system that occurred after a juvenile reached the age of criminal majority. Data on infractions, local ordinances, process offenses (e.g., curfew violation, probation violation, failure to appear), and misdemeanor traffic offenses were excluded. Convictions were examined during the following time periods: program participation (i.e., in-program) and two-year follow-up. Adult convictions and juvenile adjudications were combined to create a secondary recidivism measure and were tracked during the follow-up periods.

Follow-Up Periods: Recidivist events were tracked during two time periods: during JCPC program participation which varied for each juvenile and during a fixed period after JCPC program exit. Depending on the age of the juvenile, the juvenile may be tracked in the juvenile justice system, adult criminal justice system, or both systems.

- **Program Participation (In-Program):** A varied period of time calculated individually for each juvenile from their JCPC program entry to their program exit.
- **One-Year Follow-up:** A fixed period of time (one year) calculated individually for each juvenile one day after exit from their JCPC program.
- **Two-Year Follow-up:** A fixed period of time (two years) calculated individually for each juvenile one day after exit from their JCPC program.

Geographic Area: The four geographic areas of the state – Western, Piedmont, Central, and Eastern. See the DJJDP’s 2021 *Juvenile Justice Annual Report* located at <https://www.ncdps.gov/our-organization/juvenile-justice/juvenile-court-services> for a map of the areas, districts, and counties.

Juvenile Justice Reinvestment Act (JJRA): The JJRA, which went into effect December 1, 2019, increased the age of juvenile jurisdiction so that most 16- and 17-year-olds facing criminal charges may have their cases disposed through the juvenile justice system rather than the adult criminal justice system. In addition, the JJRA includes other provisions intended to affect who comes in contact with the juvenile justice system, such as school-justice partnerships designed to reduce school-based referrals to juvenile courts and juvenile justice training for law enforcement officers. Also see Raise the Age (RtA).

Legal Jurisdiction: The system(s) (i.e., juvenile justice system and adult criminal justice system) in which a juvenile’s recidivism is tracked during follow-up, depending on the age of the juvenile.

- **Juvenile System Only:** Juveniles who were tracked in only the juvenile system for recidivism based on their age. Juveniles are considered to be under the jurisdiction of the juvenile court if they have had no prior convictions and are not older than 17 years at the time that they are alleged to have committed an offense.

- **Juvenile and Adult Systems:** Juveniles who were tracked in both the juvenile and adult systems for recidivism based on their age.
- **Adult System Only:** Juveniles who were tracked solely in the adult system for recidivism based on their age. Juveniles are considered under the jurisdiction of the adult system if they are a certain age and committed a specific offense (e.g., at least 13 and alleged to have committed a Class A felony, 16 or 17 and alleged to have committed a Class A through Class G felony) or individuals above the age of 18.

Legal Status: Legal status indicates the juvenile’s relationship with the juvenile justice system at program entry. Often represented in two categories: at-risk and court-involved. Also see Sample.

- **At-Risk:** A juvenile who: (a) has not been adjudicated delinquent or undisciplined; and (b) has demonstrated significant inappropriate or anti-social behavior that would suggest a high probability of court involvement; and/or (c) has one (1) or more identified risk factors for delinquency. Juveniles who have received a court counselor consultation are also considered at-risk.
- **Court Involved:** Juveniles who are under the jurisdiction of the court through any one of these stages of the juvenile justice system: diversion plan/contract, petition filed, deferred prosecution, adjudicated, protective supervision, probation, YDC commitment, PRS, or continuation services and who are referred, by a source other than DPS staff, to appropriate resources to address identified needs.

NC A Local Link to Improve Effective Services (NCALLIES): the DJJDP’s management information system for JCPC data that was used to identify juveniles in the exit sample and to obtain information on their demographic characteristics, legal status (at-risk or court-involved), risk level, problem behaviors, and program participation.

NC Juvenile Online Information Network (NC-JOIN): the DJJDP’s management information system for juvenile justice, which contains data on all juveniles brought to court with delinquent and undisciplined complaints received in a juvenile court counselor office. This database was used to provide information on the sample’s prior and subsequent involvement in the juvenile justice system (i.e., complaints and other juvenile court actions).

Offense Category: Offenses were broadly classified into the following categories: person, property, drug, and other. Each offense category may consist of both felony and misdemeanor offenses.

- **Person:** An offense against the person involving force or threat of force. Most common examples of person offenses for juveniles are simple assault, simple affray, and communicating threats.
- **Property:** Violation of criminal laws pertaining to property. Most common examples of property offenses for juveniles are misdemeanor larceny, breaking and/or entering, and injury to real property.

- **Drug:** Violation of laws pertaining to controlled substances. Most common examples of drug offenses for juveniles are simple possession of Schedule IV controlled substances and possess marijuana up to ½ ounce.
- **Other:** An offense not categorized as a person, property, or drug offense. Most common examples of other offenses for juveniles include disorderly conduct at school and resisting public officer.

Overall Recidivism: Overall recidivism refers to combining recidivism that occurred during the in-program period with recidivism in the two-year follow-up to account for recidivism across both time periods.

Prior JCPC Admission: Prior JCPC admissions were identified if they occurred prior to the admission date of the program selected for the sample. Assessments were not included in the prior JCPC admissions measure.

Problem Behaviors (Types): Problem behaviors for juveniles referred to JCPC programs are identified either by DJJCP juvenile court counselors (for court-involved juveniles) or JCPC program providers (for at-risk juveniles). Juveniles may be identified as having up to as many as 31 problem behaviors. Juveniles were categorized as having 1, 2-3, or 4+ problem behaviors. Problem behaviors were also categorized into seven groups: individual, mental health, family, peer, school, community, and other.

- **Individual:** Individual problem behaviors involve the individual juvenile (i.e., bullying, fighting, impulsivity).
- **Mental Health:** Mental health problem behaviors include the mental well-being of the juvenile (i.e., depression, anxiety, suicide attempts).
- **Family:** Family problem behaviors involve the juvenile’s parent(s)/guardian(s) (i.e., family conflict, sibling or parent/guardian on probation or incarcerated, substance use in home).
- **Peer:** Peer problem behaviors involve peer social networks (i.e., gang involvement, negative peer associations).
- **School:** School problem behaviors involve the school system (i.e., truancy, behind a grade level, disruptive in class).
- **Community:** Community problem behavior involve community social networks and community activities (i.e., high crime rate in neighborhood, unsafe neighborhood, impoverished neighborhood, availability or perceived access to drugs).
- **Other:** Other problem behaviors is a general category for problem behaviors that do not fit in one of the other problem behavior classifications.

Program Category: The Community Programs Section of the DJJDP divides JCPC programs into six categories: evaluation or assessment; clinical treatment; residential services; restorative; structured activities; and community day programs. In this report, restorative programs have been divided into two

categories: (1) teen court, mediation, and conflict resolution and (2) restitution/community service. Below are descriptions of each program category, as well as the abbreviated terms used throughout the report (in parentheses).

- **Evaluation or Assessment (Assessment):** Programs that offer one or more particular evaluation or assessment service 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 Treatment (Clinical):** 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 sexual behavior or substance use treatment. Services may be community- or home-based.
- **Residential Services (Residential):** Programs where services are delivered in a residential setting (i.e., group home care, runaway shelter, specialized or temporary foster care).
- **Restorative:** Programs that seek primarily to address or repair harm caused by an incident or offense by inviting those most impacted by the offense to participate in a process to identify and repair the harm and address unmet needs. Restorative programs have been divided into two subcategories: restitution and teen court:
 - **Restitution/Community Service (Restitution):** 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, juveniles earn credit towards payment of monetary compensation for victims (if required) and perform work for the benefit of the community as a consequence of their offense. Juveniles are supervised by adult staff or trained adult volunteers.
 - **Teen Court/Mediation/Conflict Resolution (Teen Court):**
 - **Teen Court:** A community resource for the diversion of cases in which a juvenile has allegedly committed certain offenses for hearing by a jury of the juvenile's peers, which may assign the juvenile to counseling, restitution, curfews, community service, or other rehabilitative measures.
 - **Mediation/Conflict Resolution:** A private process of negotiation conducted by a neutral third-party, a mediator. It is a consensual decision-making process by parties who work toward mutual understanding to resolve a problem or a dispute.
- **Structured Activities (Structured Activity):** Programs that offer skill-building activities in a nonresidential 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. Examples include mentoring, tutoring/academic enhancement, parent/family skill building.

- **Community Day Programs (Community Day):** A multi-component, community-based, nonresidential program structure that provides closely supervised intervention and prevention services for delinquent, undisciplined, diverted at intake, and at-risk youth. Programs work in cooperation with the local school system(s) to provide structured educational enrichment and/or educational on-site programs; and provide a balance between education and treatment. (i.e., juvenile structured day).

Program Completion: Program completion refers to one of the following three outcomes: (1) successful completion (juveniles who had a high level of participation and completed most of their goals); (2) satisfactory completion (juveniles who had an acceptable level of participation and met some of their goals); and (3) higher level of care required (JCPC program providers did everything they could to address the needs of their juvenile participants). 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).

Race/Ethnicity: NCALLIES has both race and ethnicity information. The race variable (White, African American, American Indian, Asian, Native Hawaiian, Two or More Races, and Unknown) was combined with the ethnicity variable (Yes, No, Unknown) to produce the race/ethnicity variable used for this study. Generally, race/ethnicity was categorized as White, Black, Hispanic, and Other/Unknown with Hispanic being incorporated whenever it was indicated for ethnicity.

Raise the Age (RtA): Raise the Age is a term commonly used to describe the increased age of juvenile jurisdiction that went into effect with the Juvenile Justice Reinvestment Act – most 16- and 17-year-olds facing criminal charges may have their cases disposed through the juvenile justice system rather than the adult criminal justice system. The increase in the age of juvenile jurisdiction applies to 16- and 17-year-olds at the time of their alleged offense who have no prior adult convictions. Juveniles charged with Class A through Class G felonies are transferred to adult court, while juveniles charged with Class H or Class I felonies or non-motor vehicle misdemeanors may remain in juvenile court (motor vehicle offenses are excluded). This change in jurisdiction applies to offenses committed on or after December 1, 2019. Also see Juvenile Justice Reinvestment Act (JJRA).

Recidivism: In general, the reoccurrence of delinquent or criminal activity. In this study, recidivism was defined in terms of contacts with the North Carolina juvenile justice and/or adult criminal justice system, with the primary measure defined as having either a delinquent juvenile complaint and/or an adult arrest during the follow-up periods examined. Additional measures of recidivism included adjudications and convictions. Data on infractions, local ordinances, process offenses, and misdemeanor traffic offenses were excluded from all recidivism measures.

- **Total Number of Recidivist Events:** The total number of recidivist events for those juveniles who had a subsequent juvenile complaint, an adult arrest, or both during the follow-up period. In calculating total number of recidivist events, only one subsequent complaint or adult arrest was counted per day if multiple complaints or arrests occurred on the same day. This also applies to recidivist events for subsequent adjudications and/or convictions.
- **Months to Recidivism:** The number of months (typically reported as an average) from sample entry to several events tracked during the follow-up periods examined. Each measure must occur during the follow-up period and is based on the first date the specific event occurred. The number of months to each measure is calculated separately.

- **Most Serious Recidivist Offense:** The seriousness of the recidivist offense for complaints and/or arrests was broadly classified into two categories: felony and misdemeanor.

Referral Source: The source that referred the juvenile to a JCPC program. Referral sources include DJJCP, DHHS, school, law enforcement, parent/guardian, and self/other.

Residential: See Program Category.

Restitution: See Program Category.

Risk Assessment: An assessment to determine the risk of future delinquency. Typically, juvenile court counselors administer risk assessments for court-involved juveniles referred to JCPC programs. For at-risk juveniles, a modified assessment of risk is administered by JCPC program providers at program entry.

- **Risk Level:** A risk score is computed for each juvenile, which is used to place the juvenile in one of five levels of risk from RL1 (lowest risk) to RL5 (highest risk).

Sample: Juveniles (at-risk or court-involved) who exited from a JCPC program from July 1, 2019 through June 30, 2020.

- **At-Risk:** A category of juveniles whose legal status at program entry was either no juvenile justice involvement or court counselor consultation.
 - **No Juvenile Justice Involvement:** A juvenile who: a) has not been adjudicated delinquent or undisciplined; and b) has demonstrated significant inappropriate or anti-social behavior that would suggest a high probability of court involvement; and/or c) has one or more identified risk factors for delinquency.
 - **Court Counselor Consultation:** Parents or other interested parties of an at-risk youth who informally consult with a juvenile court counselor regarding possible courses of action to pursue in response to the youth's negative behavior. A consultation stops short of the formal action of bringing a delinquent or undisciplined complaint against a juvenile.
- **Court-Involved:** Juveniles who are under the jurisdiction of the court through any one of these stages of the juvenile justice system: diversion plan/contract, petition filed, deferred prosecution, adjudicated, protective supervision, probation, YDC commitment, PRS, or continuation services at time of JCPC entry and who are referred, by a source other than DPS staff, to appropriate resources to address identified needs.

Sex: Sex of the juvenile (i.e., male or female designation).

Structured Activity: See Program Category.

Teen Court: See Program Category.

Time in Program: The time juveniles spent in JCPC programs was measured three different ways: days enrolled, face-to-face, and direct service hours.

- **Days Enrolled:** The length of time in days between when juveniles entered and exited their JCPC programs.
- **Face-to-Face:** The length of time in days within JCPC program enrollment that juveniles received services from JCPC program providers.
- **Direct Service Hours:** The number of hours juveniles and/or their families spent engaging in interventions, activities, or strategies designed to develop or reinforce new insights, skills, and behaviors.

Youth Assessment and Screening Instrument (YASI): A DJJDP risk and needs assessment tool that was implemented on January 1, 2021. The YASI was implemented after the FY 2020 exit sample and will be examined in future reports.

APPENDIX F

COURT-INVOLVED JUVENILES WITH DIVERSION

**Table F.1:
Court-Involved Juveniles with Diversion**

		Diversion n=2,056	No Diversion n=2,420	Total n=4,476
Personal Characteristics				
Male	%	69	74	72
Race/Ethnicity				
White	%	41	36	38
Black	%	41	46	44
Hispanic	%	14	12	13
Other/Unknown	%	4	6	5
Age at Program Entry	Avg.	14	15	14
Age at Program Exit	Avg.	14	15	15
Prior Juvenile Justice Contacts				
Prior Complaint	%	74	79	77
Prior Adjudication	%	3	63	36
Prior Confinement	%	1	22	12
Risk Assessment				
Risk Level				
RL1 (lowest)	%	5	2	4
RL2	%	27	10	18
RL3	%	48	30	38
RL4	%	19	42	31
RL5 (highest)	%	1	16	9
Problem Behaviors				
Number of Problem Behaviors				
1	%	11	8	9
2-3	%	36	24	29
4 or more	%	53	68	62
Average Number	Avg.	4	6	5
Type of Problem Behaviors				
Individual	%	94	96	95
Mental Health	%	42	46	44
Family	%	28	46	38
Peer	%	31	47	40
School	%	59	67	63
Community	%	9	21	15
In-Program Profile				
Prior JCPC Admission	%	27	44	36
Number of Prior JCPC Admissions	Avg.	1	2	2
Time in Program				
Days Enrolled	Avg.	109	142	127
Face-to-Face Days	Avg.	11	16	14
Direct Service Hours	Avg.	32	66	50
Program Completion	%	88	82	85
In-Program Recidivism				
In-Program Recidivism Rate	%	5	13	9
Months to 1st In-Program Recidivism	Avg.	2	2	2
Most Serious Recidivist Offense – Felony	%	25	43	38

continued

**Table F.1
Court-Involved Juveniles with Diversion**

		Diversion n=2,056	No Diversion n=2,420	Total n=4,476
Recidivism Rates: Two-Year Follow-Up				
One-Year Follow-Up	%	11	21	16
Two-Year Follow-up	%	17	31	25
Months to First Recidivist Event	Avg.	10	8	9
Number of Recidivist Events	Avg.	2	2	2
Most Serious Recidivist Offense – Felony	%	41	63	56
By Personal Characteristics				
Sex				
Male	%	19	37	29
Female	%	12	16	14
Race/Ethnicity				
White	%	14	24	19
Black	%	22	40	32
Hispanic	%	9	20	15
Other	%	22	34	29
By Prior Complaint				
No Prior Complaint	%	8	7	8
Prior Complaint	%	20	38	30
By Prior JCPC Admissions				
No Prior JCPC Admission	%	17	24	20
Prior JCPC Admission	%	17	40	32
By Risk Assessment				
Risk Level				
RL1 (lowest)	%	9	13	11
RL2	%	11	17	13
RL3	%	16	22	18
RL4	%	29	35	34
RL5 (highest)	%	27	51	49
By Problem Behaviors				
Number of Problem Behaviors				
1	%	13	26	19
2-3	%	13	21	17
4 or more	%	20	35	29
By Program Completion				
Completion	%	16	30	23
Non-Completion	%	25	39	34
Summary of Recidivism Rates				
In-Program	%	5	13	9
Two-Year Follow-Up	%	17	31	25
Overall Recidivism	%	20	36	29

SOURCE: NC Sentencing and Policy Advisory Commission, FY 2020 JCPC Exit Sample

APPENDIX G

NORTH CAROLINA ASSESSMENT OF JUVENILE RISK OF
FUTURE OFFENDING
COMMUNITY PROGRAMS VERSION

Risk Assessment

NORTH CAROLINA ASSESSMENT OF JUVENILE RISK OF FUTURE OFFENDING COMMUNITY PROGRAMS VERSION, APRIL 2016

Juvenile Name (F, M, L):	DOB:
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: For each item, check the single response that most accurately applies to the juvenile. Next, enter the corresponding numeric value for that item in the Score column on the right. Total the item scores and enter the sum in R10. In the "Select Risk Level" section, check the appropriate Risk Level box based upon the "Total Risk Score" in R10. Items R1, R3-R5, and R8 require additional entries. Enter zero (0) on Assessment items R1 to R4 for clients with no juvenile court involvement. Assessment item R5 is historical in nature and should be answered based on the juvenile's lifetime. Items R6 and R7 should be evaluated over the 12 months prior to the assessment. R8-R9 should be evaluated as of the time of the assessment. **Use the Comments section at the end as needed for additional information or clarification.**

		Score
R1.	Age when first delinquent offense alleged in a complaint: Check appropriate score and enter the actual age	
	a. Age 12 or over or no delinquent complaint	0 <input type="checkbox"/>
	b. Under age 12	2 <input type="checkbox"/>
	Actual age: _____	_____
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 <input type="checkbox"/>
	b. 1 Prior referral	1 <input type="checkbox"/>
	c. 2-3 Prior referrals	2 <input type="checkbox"/>
	d. 4+ Prior referrals	3 <input type="checkbox"/>
R3.	Most serious prior adjudication(s). Enter the actual number of prior adjudications for each class of offense shown in b through e then check the score for <u>only</u> the 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 <input type="checkbox"/>
	b. Prior Undisciplined # of adjudications: _____	1 <input type="checkbox"/>
	c. Prior Class 1-3 misdemeanors # of adjudications: _____	2 <input type="checkbox"/>
	d. Prior Class F-I felonies or A1 misdemeanors # of adjudications: _____	3 <input type="checkbox"/>
	e. Prior Class A-E felonies # of adjudications: _____	4 <input type="checkbox"/>
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 check the score for the assault category with the highest numerical score. The maximum possible score for this item is 5.	
	a. No assaults	0 <input type="checkbox"/>
	b. Involvement in an affray # of complaints: _____	1 <input type="checkbox"/>
	c. Yes, without a weapon # of complaints: _____	2 <input type="checkbox"/>
	d. Yes, without a weapon, inflicting serious injury # of complaints: _____	3 <input type="checkbox"/>
	e. Yes, with a weapon # of complaints: _____	4 <input type="checkbox"/>
	f. Yes, with a weapon inflicting serious injury # of complaints: _____	5 <input type="checkbox"/>

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

R10.	TOTAL RISK SCORE	
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Select Risk Level:

- RL 1 (0 points) RL 2 (1-2 points) RL 3 (3-5 points) RL 4 (6-12 points) RL 5 (13+ points)

COMMENTS:

APPENDIX H

NC DPS JUVENILE JUSTICE/JCPC REFERRAL FORM

JCPC Referral Form

NC DPS JUVENILE JUSTICE/JCPC REFERRAL FORM

(Please print or type)

Date of Referral:	- - (MM - DD - YYYY)	NC-JOIN ID:	
Program:		County:	

Client Name:		DOB:		SSN: xxx-xx-	Gender: M <input type="checkbox"/> F <input type="checkbox"/>
Hispanic/Latino <input type="checkbox"/>	Race:		School/Grade:		
Legal Guardian:		Phone:			
Legal Guardian's relationship to client:					
Physical Address:		City:		Zip:	
Mailing Address:		City:		Zip:	

Is there Juvenile Justice Involvement?	Yes <input type="checkbox"/> No <input type="checkbox"/>	
Is participation in this program court ordered?	Yes <input type="checkbox"/> No <input type="checkbox"/>	
Is participation in this program a part of a diversion plan/contract?	Yes <input type="checkbox"/> No <input type="checkbox"/>	
Court Counselor:	Phone:	Email:
Client Risk Score/Level:	Client Needs Score/Level:	

Current Legal Status:	Problem Behaviors \ Risk Indicators:		
<input type="checkbox"/> NA/No Juvenile Justice Involvement <input type="checkbox"/> Court Counselor Consultation <input type="checkbox"/> Diversion Plan/Contract <input type="checkbox"/> Petition Filed <input type="checkbox"/> Deferred Prosecution <input type="checkbox"/> Adjudicated Undisciplined Disposition Pending <input type="checkbox"/> Adjudicated Delinquent Disposition Pending <input type="checkbox"/> Protective Supervision <input type="checkbox"/> Probation <input type="checkbox"/> Commitment <input type="checkbox"/> Post Release Supervision <input type="checkbox"/> Continuation Services	<u>INDIVIDUAL</u> <input type="checkbox"/> Bullying Behavior <input type="checkbox"/> Negative Labeling/Bullied <input type="checkbox"/> Crime/Delinquency (unreported & reported) <input type="checkbox"/> Fighting/Assault/Aggressive Behavior <input type="checkbox"/> Fire Setting <input type="checkbox"/> Impulsive/Risk Taking <input type="checkbox"/> Mental Health Issues/Depression/Anxiety/Temper Tantrums <input type="checkbox"/> Poor Social Skills/Anti-social <input type="checkbox"/> Run Away from Home <input type="checkbox"/> Self-Mutilation <input type="checkbox"/> Sexually Active <input type="checkbox"/> Sexual Offense <input type="checkbox"/> Sexual/Physical/Mental Abuse/ Victimization/ Trauma	<u>INDIVIDUAL (continued)</u> <input type="checkbox"/> Substance Use (alcohol or drugs) <input type="checkbox"/> Suicide Attempts <input type="checkbox"/> Suicidal Ideation/Threats <u>FAMILY</u> <input type="checkbox"/> Excessive Dependence on Parents <input type="checkbox"/> Family Conflict <input type="checkbox"/> Lack of Discipline by Parent or Child is Ungovernable <input type="checkbox"/> Siblings or Parent/Guardian on Probation or Incarcerated <input type="checkbox"/> Substance Use in Home <u>SCHOOL</u> <input type="checkbox"/> Academic Failure/Behind Grade Level for Age <input type="checkbox"/> Behavior Problems: Disruptive in Class/ Referrals to Office/ Suspensions	<u>SCHOOL (continued)</u> <input type="checkbox"/> Truancy/Skipping School <u>PEER</u> <input type="checkbox"/> Gang Associate or Member; or Gang Involvement <input type="checkbox"/> Negative Peer Associations/ Association with Aggressive Peers <input type="checkbox"/> Typically Associates with Negative Older Persons <u>COMMUNITY</u> <input type="checkbox"/> Availability or Perceived Access to Drugs <input type="checkbox"/> Disadvantaged/ Disorganized/ Impoverished Neighborhood <input type="checkbox"/> Feeling Unsafe in Home Neighborhood <input type="checkbox"/> High Crime Rate in Home Neighborhood

Additional Client Information:		
Does the client speak English?	Yes <input type="checkbox"/> No <input type="checkbox"/>	What is the primary language spoken in the household?
Does the client have an Exceptional Designation (EC or IEP)?		Yes <input type="checkbox"/> No <input type="checkbox"/>
List any current medical problems:		
List all current medications:		
Does client have private medical insurance?	Yes <input type="checkbox"/> No <input type="checkbox"/>	
Does client have Medicaid/ Health Choice?	Yes <input type="checkbox"/> No <input type="checkbox"/>	
If "No," has parent/guardian applied for Medicaid or Health Choice?		Yes <input type="checkbox"/> No <input type="checkbox"/>
Enter the number of problems the client has experienced over the previous 12 months:		
Number of Runaways		<input type="checkbox"/> Unknown
Number of Short-Term Suspensions		<input type="checkbox"/> Unknown
Number of Long-Term Suspensions		<input type="checkbox"/> Unknown
Number of Expulsions		<input type="checkbox"/> Unknown
Additional Comments:		

Name of Person Making Referral:	
Title:	
Phone:	
Email:	
Describe the reason you're referring this client to this Program:	
Date Referral Received by Program:	- - (MM - DD - YYYY)

APPENDIX I

ADDITIONAL RECIDIVISM DATA

**Table I.1
Juvenile Adjudications and Adult Convictions by Legal Status: Two-Year Follow-Up**

Legal Status	N	# with Recidivism	Total # Recidivist Events	Average Months to Recidivism	% Recidivism	
					One-Year Follow-Up	Two-Year Follow-Up
At-Risk	6,594	197	246	11	2	3
Court-Involved	4,476	597	783	9	9	13
Total	11,070	794	1,029	10	4	7

SOURCE: NC Sentencing and Policy Advisory Commission, FY 2020 JCPC Exit Sample

**Table I.2
Juvenile Adjudications and Adult Convictions by Program Category: Two-Year Follow-Up**

JCPC Program Category	N	# with Recidivism	Total # Recidivist Events	Average Months to Recidivism	% Recidivism	
					One-Year Follow-Up	Two-Year Follow-Up
Clinical	888	51	66	10	3	6
Residential	315	48	69	8	10	15
Restitution	2,259	335	436	9	10	15
Teen Court	2,278	83	101	10	2	4
Structured Activity	4,892	227	298	10	3	5
Community Day	438	50	59	9	8	11
Total	11,070	794	1,029	10	4	7

SOURCE: NC Sentencing and Policy Advisory Commission, FY 2020 JCPC Exit Sample

Figure I.1
Summary of Recidivism Rates for FY 2020 JCPC Exit Sample

Total N=11,070			
	In-Program	Two-Year Follow-Up	Overall
At-Risk	2%	8%	9%
Court-Involved	9%	25%	29%
Total	5%	15%	17%

Clinical n=888			
	In-Program	Two-Year Follow-Up	Overall
At-Risk	3%	6%	7%
Court-Involved	9%	21%	26%
Total	5%	13%	16%

Residential n=315			
	In-Program	Two-Year Follow-Up	Overall
At-Risk	0%	22%	22%
Court-Involved	7%	39%	41%
Total	2%	28%	28%

Restitution n=2,259			
	In-Program	Two-Year Follow-Up	Overall
At-Risk	2%	11%	12%
Court-Involved	10%	28%	32%
Total	9%	26%	30%

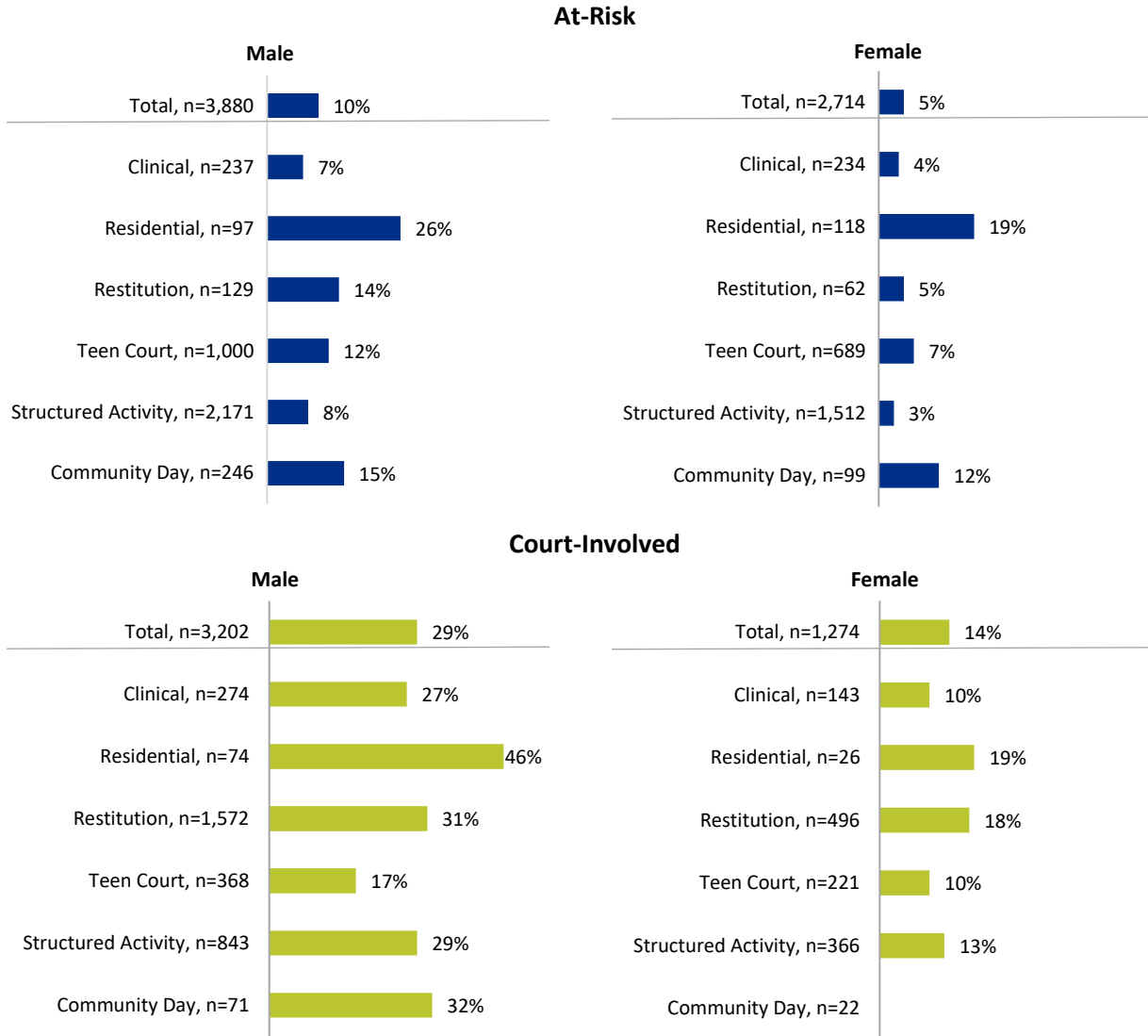
Teen Court n=2,278			
	In-Program	Two-Year Follow-Up	Overall
At-Risk	2%	10%	12%
Court-Involved	4%	14%	17%
Total	2%	11%	13%

Structured Activity n=4,892			
	In-Program	Two-Year Follow-Up	Overall
At-Risk	2%	6%	7%
Court-Involved	12%	24%	29%
Total	4%	11%	13%

Community Day n=438			
	In-Program	Two-Year Follow-Up	Overall
At-Risk	3%	14%	17%
Court-Involved	10%	28%	33%
Total	5%	17%	20%

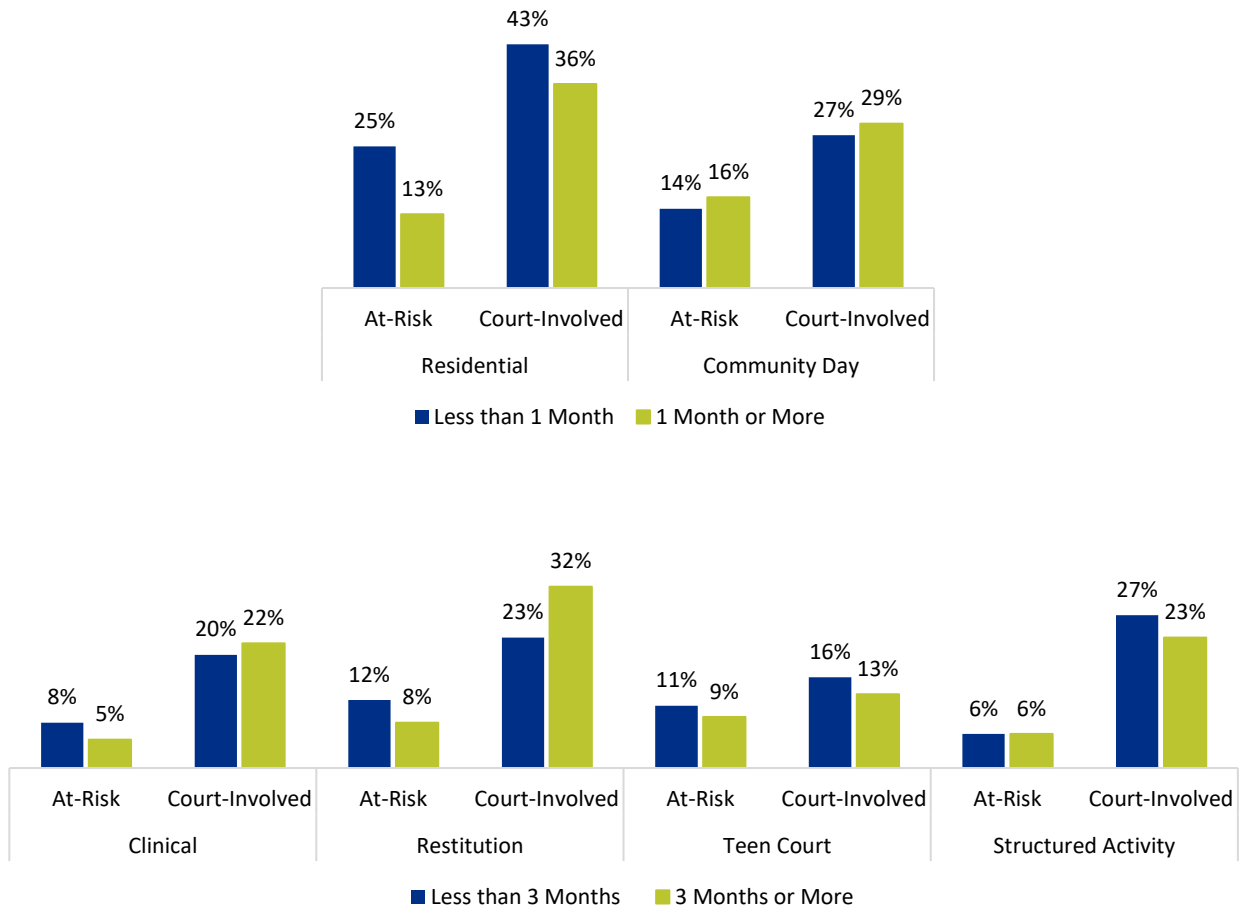
SOURCE: NC Sentencing and Policy Advisory Commission, FY 2020 JCPC Exit Sample

Figure I.2
Recidivism Rates for JCPC Program Categories by Legal Status and Sex: Two-Year Follow-Up



Note: Recidivism rates are only reported for juveniles when there are at least 25 juveniles in a specific category.
 SOURCE: NC Sentencing and Policy Advisory Commission, FY 2020 JCPC Exit Sample

Figure I.3
Recidivism Rates for JCPC Program Categories by Legal Status and Length of Program:
Two-Year Follow-Up



Note: Recidivism rates are only reported for juveniles when there are at least 25 juveniles in a specific category. Residential and community day programs had shorter program lengths on average and therefore were categorized differently than the other programs.

SOURCE: NC Sentencing and Policy Advisory Commission, FY 2020 JCPC Exit Sample

**Table I.3:
Recidivism Rates for JCPC Program Categories by Legal Status, Sex, and Length of Program:
Two-Year Follow-Up**

JCPC Program Category	Length of Program in Months							
	Male				Female			
	Less than 1		1 or More		Less than 1		1 or More	
	#	%	#	%	#	%	#	%
Residential	108	35	63	33	106	22	38	13
At-Risk	76	26	21	--	94	23	24	--
Court-Involved	32	56	42	38	12	--	14	--
Community Day	234	18	83	23	89	11	32	16
At-Risk	192	15	54	17	80	11	19	--
Court-Involved	42	31	29	34	9	--	13	--
	Male				Female			
	Less than 3		3 or More		Less than 3		3 or More	
	#	%	#	%	#	%	#	%
Clinical	125	18	386	18	102	9	275	5
At-Risk	58	5	179	8	60	10	174	2
Court-Involved	67	28	207	27	42	7	101	11
Restitution	910	25	791	35	320	13	238	20
At-Risk	103	16	26	8	39	3	23	--
Court-Involved	807	27	765	36	281	15	215	21
Teen Court	615	15	753	12	404	9	506	7
At-Risk	442	14	558	11	310	8	379	6
Court-Involved	173	18	195	15	94	12	127	9
Structured Activity	1,131	14	1,883	14	789	4	1,089	6
At-Risk	876	8	1,295	8	671	3	841	3
Court-Involved	255	34	588	27	118	11	248	14

Note: Recidivism rates are only reported for juveniles when there are at least 25 juveniles in a specific category. Residential and community day programs had shorter program lengths on average and therefore were categorized differently than the other programs.

SOURCE: NC Sentencing and Policy Advisory Commission, FY 2020 JCPC Exit Sample