

JCPC
PROGRAM
EFFECTIVENESS:
FY 2022
SAMPLE

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

2025 JCPC EFFECTIVENESS STUDY

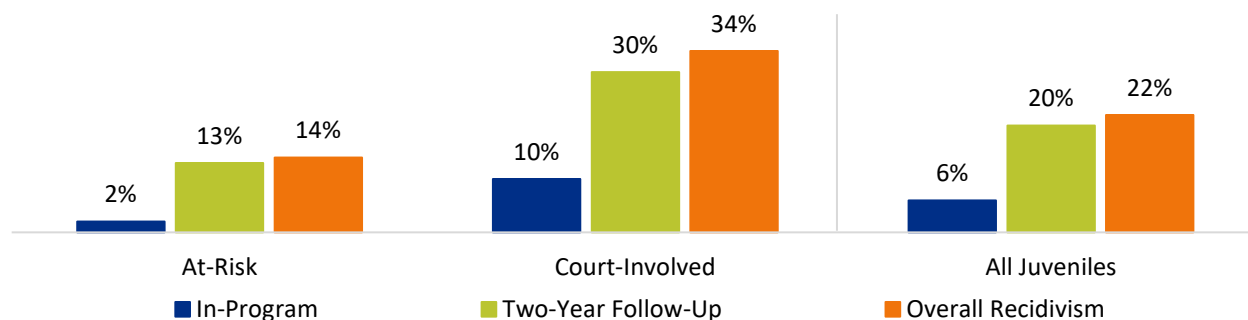
During the 2009 Session, the North Carolina General Assembly amended Chapter 164 of the General Statutes to direct the North Carolina Sentencing and Policy Advisory Commission (Sentencing Commission) to prepare biennial reports on the effectiveness of programs receiving Juvenile Crime Prevention Council (JCPC) funds. The 2025 report, which marks the eighth biennial report, focuses on 11,337 juveniles who exited from JCPC programming in Fiscal Year (FY) 2022 and tracks their recidivism (i.e., delinquent complaints and/or adult arrests) during program participation and during a two-year period following program exit.

FY 2022 JCPC RECIDIVISM SAMPLE

Participant Profile and Recidivism

- Based on their legal status at program entry, 59% of juveniles were at-risk (i.e., not involved with the juvenile justice system) and 41% were court-involved.
- Generally, at-risk juveniles had lower risk scores than court-involved juveniles. Nearly half (49%) of at-risk juveniles were assessed as RL1 (lowest risk level) or RL2. Conversely, two-thirds (66%) of court-involved juveniles were assessed as RL3 through RL5 (highest risk level).
- Overall, at-risk juveniles had longer average lengths of participation in JCPC programs than court-involved juveniles. Both groups completed their programs at the same rate (84%).
- Court-involved juveniles had higher recidivism rates than at-risk juveniles, with most recidivism occurring during the two-year follow-up period (see Figure 1). Thirty-four percent (34%) of court-involved juveniles recidivated during their JCPC program and/or during the two-year follow-up (i.e., overall recidivism) compared to 14% of at-risk juveniles.
- Juveniles who had a prior JCPC admission or who had a prior complaint had higher recidivism rates.
- Recidivism rates increased as risk level increased. Nine percent (9%) of the lowest risk (RL1) juveniles recidivated during the two-year follow-up compared to 49% of the highest risk (RL5) juveniles. For all risk levels, 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 2022 JCPC Recidivism Sample

Program Profiles and Recidivism

Juveniles were also examined by program category: clinical treatment, residential services, restorative programs, and structured programs. All program categories, except restorative, were comprised primarily of at-risk juveniles. JCPC program participants had high levels of program completion, ranging from 73% for residential services to 89% for restorative programs.

Clinical Treatment

- Over half (53%) of clinical treatment participants received individual and group counseling, 30% received family counseling, and 17% received substance abuse counseling.
- Most juveniles in individual and group counseling (64%) and family counseling (56%) were at-risk; however, 69% of juveniles in substance abuse counseling were court-involved.
- Juveniles in individual and group counseling were lower risk and had fewer problem behaviors than juveniles in family counseling and substance abuse counseling.
- Juveniles in family counseling and substance abuse counseling had higher overall recidivism rates (26% each) than juveniles in individual and group counseling (18%).

Residential Services

- Eighty-six percent (86%) of residential services participants received short-term care services and 14% received intensive care services.
- A lower percentage of juveniles in intensive care services were at-risk compared to juveniles in short-term care (62% and 81% respectively). While juveniles receiving intensive care services had higher risk levels, over two-thirds in both program types had 5 or more problem behaviors.
- Completion rates varied considerably (32% for intensive care and 80% for short-term care services).
- Juveniles who received intensive care services had a higher overall recidivism rate (38%) than juveniles who received short-term care (26%).

Restorative Programs

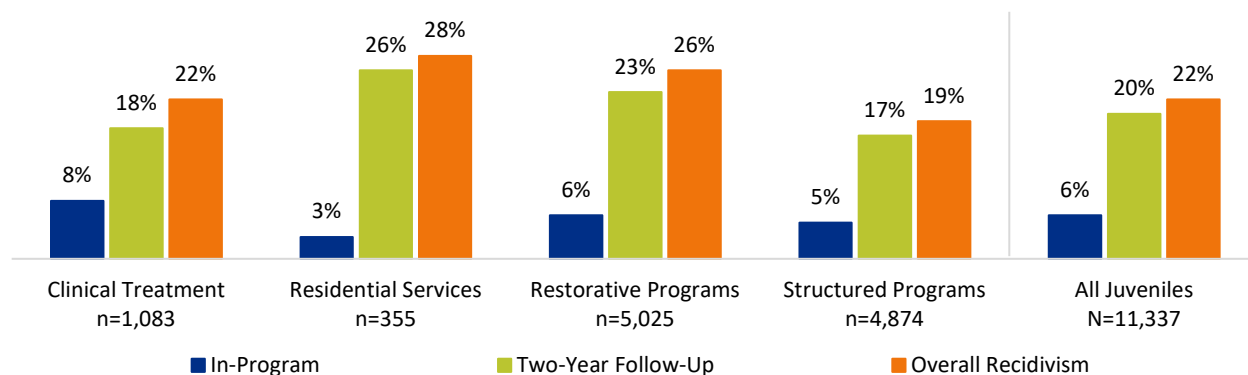
- Forty-five percent (45%) of juveniles participated in restitution/community service programs, 38% participated in teen court, and 17% participated in mediation/conflict resolution programs.
- Most juveniles in mediation/conflict resolution and teen court programs were at-risk (75% and 67% respectively), while most juveniles in restitution/community service were court-involved (86%).
- Restorative program participants had high program completion rates, ranging from 86% for teen court to 90% for restitution/community service to 93% for mediation/conflict resolution.
- Juveniles in restitution/community service programs had a higher overall recidivism rate (32%) than juveniles in teen court (22%) and mediation/conflict resolution (16%).

Structured Programs

- Two-thirds of juveniles (67%) participated in skill building, 23% participated in academic development, and 5% each participated in mentoring and vocational skills development programs.
- Vocational skills development, skill building, and academic development programs were comprised primarily of at-risk juveniles (52%, 73%, and 90% respectively); 55% of juveniles in mentoring programs were court-involved.
- Juveniles in mentoring and vocational skills development programs were higher risk and had more problem behaviors than juveniles in skill building and academic development programs.
- Juveniles in vocational skills development (38%) and mentoring programs (34%) had higher overall recidivism rates than juveniles in skill building (18%) and academic development (13%) programs.

The profile of juveniles served by each program category differed (e.g., personal characteristics, legal status, risk level, problem behaviors) and should be considered when comparing recidivism rates. As shown in Figure 2, overall recidivism rates ranged from a low of 19% (structured programs) to a high of 28% (residential services). Clinical treatment programs had the highest in-program recidivism rate. Residential services and restorative programs had the highest recidivism rates during the two-year follow-up; structured and clinical treatment programs had the lowest.

Figure 2
Summary of Recidivism Rates for JCPC Program Categories



SOURCE: NC Sentencing and Policy Advisory Commission, FY 2022 JCPC Recidivism 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. This finding also held when examined across programs and program type; without exception, juveniles with no prior complaint had substantially lower recidivism compared to juveniles with a prior complaint.
- Findings presented in this report point to the strong association between prior contact with the juvenile justice system (i.e., prior complaints) and deeper involvement (i.e., legal status) with recidivism. These results are also consistent with research suggesting the lowest levels of intervention should be used in response to delinquent behavior.
- Program completion was associated with lower levels of recidivism. This finding held for nearly all program types 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 category or legal status, juveniles with higher risk levels had higher recidivism rates. These findings indicate the validity of the assessment tool in its prediction of future behavior.

The Sentencing Commission looks forward to working collaboratively with the Division of Juvenile Justice and Delinquency Prevention (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.

CHAPTER ONE

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, during the 2009 Session, the General Assembly directed the Sentencing Commission 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 Fiscal Year (FY) 2022, is the eighth 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 Department of Health and Human Services (DHHS) in its Division of Youth Services (DYS), which also

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

provided oversight for 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 JCPC PROGRAMS

The Juvenile Justice Reform Act of 1998 brought about the next change in community programming, which culminated in the system that currently exists. As a result of this legislation, the two entities housing the majority of services for delinquent and undisciplined juveniles in the state, the aforementioned DYS and the Juvenile Services Division within the Administrative Office of the Courts, were combined to create a single cabinet-level agency, the Office of Juvenile Justice and Delinquency Prevention (which, in 2000, became the Department of Juvenile Justice and Delinquency Prevention). 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 DYS, 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 reforms of 1998. 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 juveniles 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 (JCPC). 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 biennially produce a written 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 Third, 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 Program Process

Planning and Funding

Each of North Carolina's 100 counties has a JCPC. On an ongoing 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 identifying the programs that will be funded in the county for that year.⁶ All counties receive a legislative allocation that consists of the same base allocation coupled with an allocation proportionate to the population of youth 10-17 years old 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 study 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.⁷ 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 a plan of action 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 the DJJDP standards are then forwarded to the DJJDP for approval.

² G.S. 143B-851(a).

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 G.S. 143B-853(a)(5) allows for two-year funding cycles at the discretion of the DJJDP.

⁷ The DJJDP implemented a new risk and needs assessment tool, the Youth Assessment and Screening Instrument (YASI), effective January 1, 2021, for court-involved juveniles. All juveniles referred to a JCPC are given the North Carolina Assessment of Risk (NCAR), which was used to determine risk level for this report.

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.⁸ 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 the DJJDP policy. The 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 14 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.⁹ 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. Priority for JCPC services is given to juveniles who are involved in the juvenile justice system. Most referrals originate from juvenile court and school

⁸ G.S. 143B-851(c)(2).

⁹ Delinquent complaints include criminal actions or infractions under State law or under an ordinance of local government, including violation of motor vehicle laws.

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 2022, over 600 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

Evaluation or Assessment Programs that offer one or more particular evaluation or assessment services to provide diagnosis and treatment intervention recommendations for youth. Psychological assessments can assist court counselors and judges in recommending the most appropriate consequences and treatment for court-involved youth. <ul style="list-style-type: none"> • Clinical Assessments • Psychological Evaluations 	Clinical Treatment Programs that offer professional help to a juvenile and/or the juvenile's family to solve problems through goal-directed planning. Treatment may include individual, group, and family counseling, or a combination. It may have a particular focus such as sexual behavior or substance use treatment. Services may be community- or home-based. <ul style="list-style-type: none"> • Counseling • Sexual Behavior Services • Home-Based Family Counseling
Residential Services Programs where services are delivered in a residential setting. <ul style="list-style-type: none"> • Group Home Care • Temporary Shelter Care • Runaway Shelter Care • Specialized Foster Care • 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. <ul style="list-style-type: none"> • Teen Court • Mediation/Conflict Resolution • Restitution/Community Service
Structured Activities Programs that offer skill-building activities in a non-residential setting. Programs may offer these skills to juveniles and/or their parents for the purpose of enhancing personal enrichment, skills, or abilities in a particular area. <ul style="list-style-type: none"> • Mentoring • Interpersonal Skill Building • Parent/Family Skill Building • Experiential Skill Building • Tutoring/Academic Enhancement • Vocational Skills Development 	Community Day Programs A multi-component, community-based, non-residential program structure that provides closely supervised intervention and prevention services for delinquent, undisciplined, diverted at intake, and at-risk youth. Programs work in cooperation with the local school system(s) to provide structured educational enrichment and/or on-site educational programs in order to balance education and treatment. <ul style="list-style-type: none"> • Juvenile Structured Day

SOURCE: NC DPS, DJJDP, Community Programs Section

¹⁰ See the DJJDP's *Juvenile Crime Prevention Council Report* (<https://www.ncdps.gov/documents/files/divisions/jj/fy-2023-jcpc-grants-reporting-legislative-report/open>) for more information.

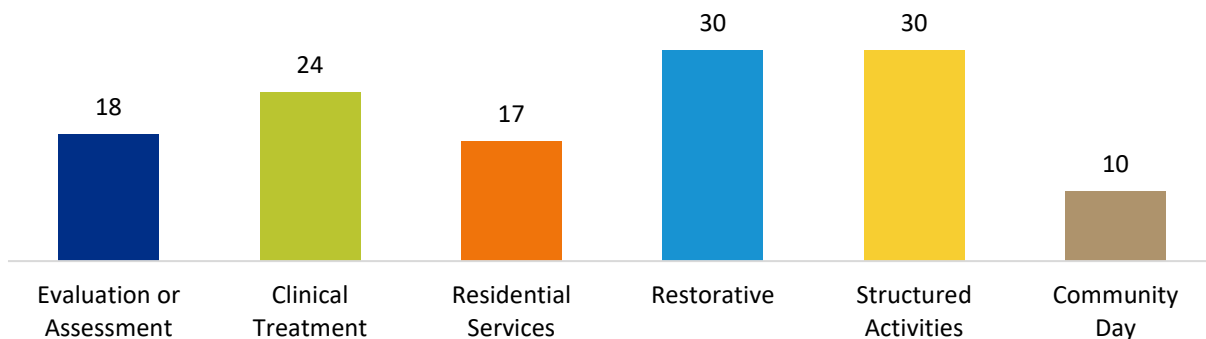
¹¹ See the DJJDP's *CP 1: Juvenile Crime Prevention Councils and Community Programs Section-Funded Programs Minimum Standards Policy* (<https://www.ncdps.gov/documents/files/divisions/jj/jcpc-and-community-programs-section-funded-programs-minimum-standards-policy>) for additional information on types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

Availability of JCPC Programs

To understand the availability of JCPC programs across the state, FY 2022 JCPC program exits were used to identify how many juvenile justice judicial districts offered programs in each of the program categories. In all, 15,275 JCPC program exits were examined using the DJJDP's A Local Link to Improve Effective Services (NCALLIES) management information system.

Figure 1.2 shows the number of judicial districts with JCPC programs in each program category. All 30 judicial districts had juveniles who exited from restorative and structured activity programs. Twenty-four (24) out of 30 districts had juveniles who exited from clinical treatment programs. Exits in the other program categories occurred in 18 or fewer of the 30 districts. Overall, the average number of program categories per judicial district was 4 (out of a possible 6). Six (6) judicial districts had juveniles exit from programs in all 6 categories; 2 judicial districts had juveniles exit from programs in 2 categories. For more information on program exits by judicial district, see Appendix F.

Figure 1.2
Number of Judicial Districts Offering JCPC Programs by Program Category



Note: There are 30 juvenile justice judicial districts.

SOURCE: NC Sentencing and Policy Advisory Commission, FY 2022 JCPC Recidivism Sample

RESEARCH DESIGN AND METHODOLOGY

This is the fourth biennial report to employ the current methodology that included:

- Using a sample of all juveniles (at-risk or court-involved) who exited from a JCPC program,
- Tracking those juveniles during their participation in a JCPC program and for a fixed two-year follow-up period following their JCPC program exit, and
- Defining recidivism as a delinquent complaint or adult arrest during each independent time period examined.

The current methodology allows juveniles to be tracked both *during* and *following* their JCPC program. This allows for better examination of the timing of recidivism – did it occur while a juvenile participated in a JCPC program (i.e., in-program) or did it occur following his or her exit from the program?

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 system involvement (i.e., legal status and program interventions) on recidivism.

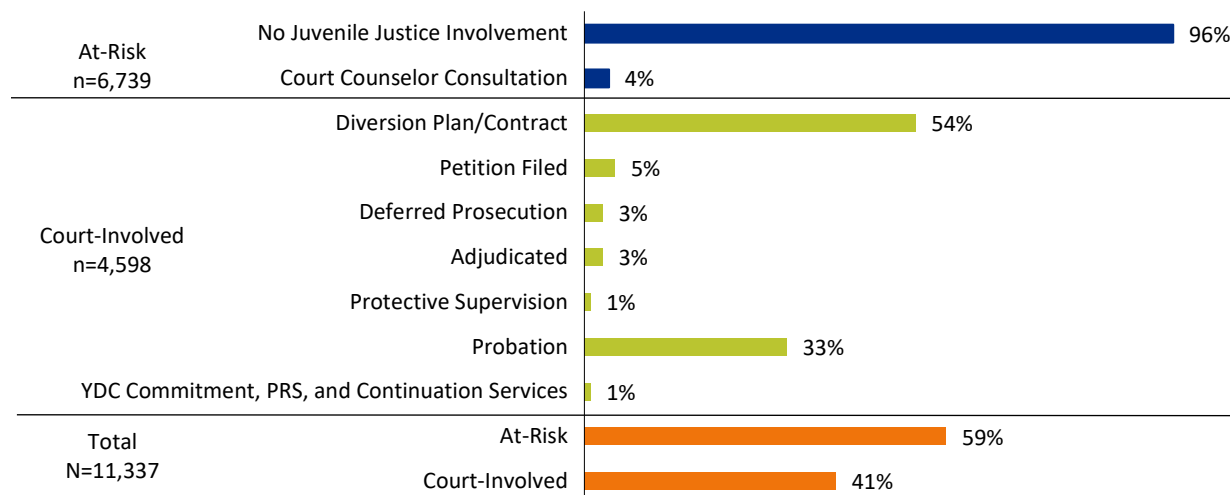
With the incorporation of an exit sample methodology, direct comparisons between recidivism rates cannot be made with reports prior to the 2019 report due to the differences in sample selection and time periods studied.

Sample

The 15,275 JCPC program exits in FY 2022 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 2022, the exit selected for analysis was typically the last JCPC exit in the year.¹² If participants had more than one exit on the last exit date in FY 2022, the exit with the highest number of direct service hours was selected.¹³ Ultimately, the study sample included 11,337 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 information on recidivist fingerprinted adult arrests and convictions.

Figure 1.3 presents the sample by the legal status of juveniles at the time they entered their JCPC program. The sample included 6,739 at-risk (i.e., not involved with the juvenile justice system) and 4,598 court-involved juveniles who exited at least one JCPC program in FY 2022. Overall, 59% of juveniles in the sample were at-risk and 41% were court-involved. Court-involved juveniles entered their JCPC program from a variety of stages in the juvenile justice system, typically following the creation of a diversion plan or contract (54%) or a probation disposition (33%).

Figure 1.3
Legal Status at Program Entry



SOURCE: NC Sentencing and Policy Advisory Commission, FY 2022 JCPC Recidivism Sample

¹² Seventy-eight percent (78%, n=8,796) of the 11,337 juveniles in the sample exited from only one program in FY 2022.

¹³ Definitions are provided in the Glossary of Key Terms and Variables (see Appendix C).

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). Therefore, in comparing recidivism of juveniles, readers are well advised to be sure the same definitions and measurements are used for all groups. Official records from police, courts, and juvenile justice agencies are the source of most research on juvenile recidivism. For juveniles included in a recidivism study, different types of records will indicate different rates of recidivism.

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 and included a measure of offense seriousness (i.e., felony or misdemeanor). Although the juvenile complaint and/or adult arrest had to occur within the follow-up periods examined (i.e., in-program or two-year follow-up period), the date the alleged offense occurred could have been prior to the start of follow-up. Additional measures of recidivism included adjudications and convictions (see Appendix H). Data on infractions, local ordinances, process offenses, and misdemeanor traffic offenses were excluded from all recidivism measures. Table 1.1 summarizes the recidivism measures.¹⁴

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 2022 JCPC Recidivism Sample

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.

¹⁴ 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.

The time period available for recidivism during JCPC programming varied widely across the program categories examined. For example, juveniles who participated in residential services programs were enrolled in their JCPC programs for the shortest amount of time (19 days on average), while juveniles in clinical programs were enrolled for the longest amount of time (183 days on average). The two-year follow-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).

Data Sources

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

- NCALLIES, the DJJDP’s management information system for JCPC data, was used to identify juveniles in the 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, 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 juvenile complaints and adjudications.
- 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 11,337 juveniles exiting a JCPC program between July 1, 2021 and June 30, 2022 and followed during their program participation and for two years after their program.

REPORT OUTLINE

This report marks the eighth biennial report on JCPC program effectiveness and continues the methodology implemented in the 2019 report.¹⁵ The study follows a sample of 11,337 juveniles who exited from a JCPC program in FY 2022 to determine whether involvement in the juvenile justice system and/or criminal justice system (i.e., recidivism) occurred.

While the study methodology remains the same as recent reports, the structure of the report has been redesigned to devote more attention to each program category. Chapter Two remains an examination of the sample in terms of legal status (i.e., at-risk or court-involved); however, Chapter Three through Chapter Six each focus on a specific program category. Structured activities and community day programs are combined in Chapter Six since they both provide academic enhancement services in structured settings.

¹⁵ Beginning with the 2023 report, assessments are excluded from the sample and examined separately in Appendix G.

Location	Program Category
Chapter Three: Clinical Treatment	Clinical Treatment
Chapter Four: Residential Services	Residential Services
Chapter Five: Restorative Programs	Restorative
Chapter Six: Structured Programs	Structured Activities; Community Day Programs
Appendix G	Evaluation or Assessment

Each of the chapters described above includes a participant profile (including personal characteristics, prior complaints, risk assessments, and problem behaviors) and a program profile (time in program, in-program progress, and program completion). Recidivist involvement in the juvenile and criminal justice systems is also examined in detail.

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

CHAPTER TWO

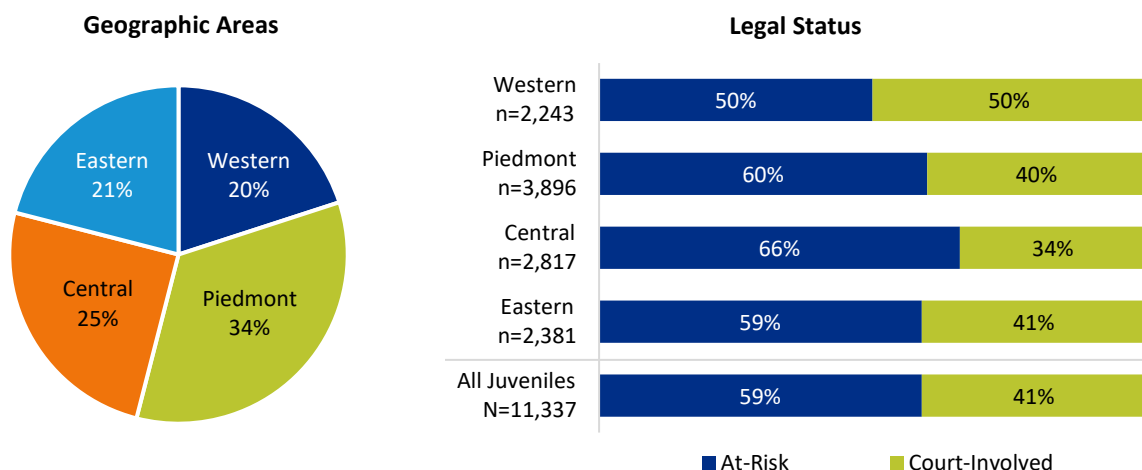
FY 2022 JCPC RECIDIVISM SAMPLE

Chapter Two focuses on the 11,337 juveniles who exited from at least one JCPC program between July 1, 2021 and June 30, 2022 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 2022 sample by the four geographic areas of the state – Western, Piedmont, Central, and Eastern.¹⁶ The highest percentage of the sample exited from programs in the Piedmont area (34%); the lowest percentage exited from programs in the Western area (20%). Overall, 59% were at-risk at referral and 41% were court-involved. The Central area had the highest percentage of at-risk juveniles (66%). The Western area had the highest percentage of court-involved juveniles (50%).

Figure 2.1
Geographic Areas and Legal Status



SOURCE: NC Sentencing and Policy Advisory Commission, FY 2022 JCPC Recidivism Sample

¹⁶ For a detailed map of the four areas, the districts, and the specific counties within those areas, see the DJJDP's *Annual Report 2022* (<https://www.ncdps.gov/jjdp-annual-report-2022>). See Appendix F for more analyses by geographic areas and districts.

PARTICIPANT PROFILE

The participant profile section examines various characteristics of juveniles who exited from a JCPC program in FY 2022. Personal characteristics, prior complaints, risk level, and problem behaviors are among the characteristics examined.

Personal Characteristics

Sixty-three percent (63%) of juveniles were male (see Table 2.1). A higher percentage of court-involved juveniles were male compared to at-risk juveniles (71% and 58% respectively). White and Black juveniles were equally represented in the sample (44% each); 12% were in the Other/Unknown category.¹⁷ A higher percentage of the court-involved group was White compared to the at-risk group (46% compared to 42%). Twelve percent (12%) of juveniles in the sample were Hispanic.

Table 2.1
Personal Characteristics

Personal Characteristics	At-Risk n=6,739 %	Court-Involved n=4,598 %	All Juveniles N=11,337 %
Sex			
Male	58	71	63
Female	42	29	37
Race			
White	42	46	44
Black	44	43	44
Other/Unknown	14	11	12
Ethnicity			
Hispanic	12	12	12
Not Hispanic	88	88	88
Age at Program Exit			
5-12 Years	33	7	23
13-15 Years	44	43	43
16 Years and Older	23	50	34

SOURCE: NC Sentencing and Policy Advisory Commission, FY 2022 JCPC Recidivism Sample

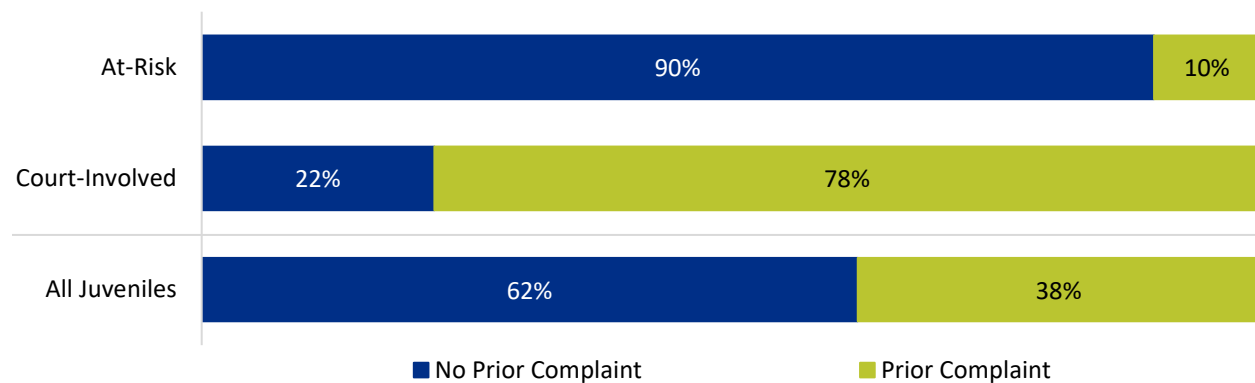
On average, juveniles in the sample were 14 years old at program exit; court-involved juveniles were older (15 years old) than at-risk juveniles (13 years old). One-third (33%) of at-risk juveniles were 5-12 years old compared to 7% of court-involved juveniles. Conversely, half (50%) of court-involved juveniles were 16 years or older compared to 23% of at-risk juveniles.

¹⁷ Due to low numbers, American Indian, Asian, Native Hawaiian, and multi-racial juveniles were combined with unknown into the Other/Unknown category.

Prior Complaints

In order to understand the frequency of interaction with the system, Figure 2.2 examines the percentage of juveniles with prior delinquent complaints. Measures of prior complaints may include the contact(s), if any, that resulted in the JCPC program referral analyzed in this study. Thirty-eight percent (38%) of juveniles had at least one delinquent complaint prior to entering a JCPC program. A higher percentage (78%) of court-involved juveniles had a prior complaint compared to at-risk juveniles (10%).

Figure 2.2
Prior Complaints

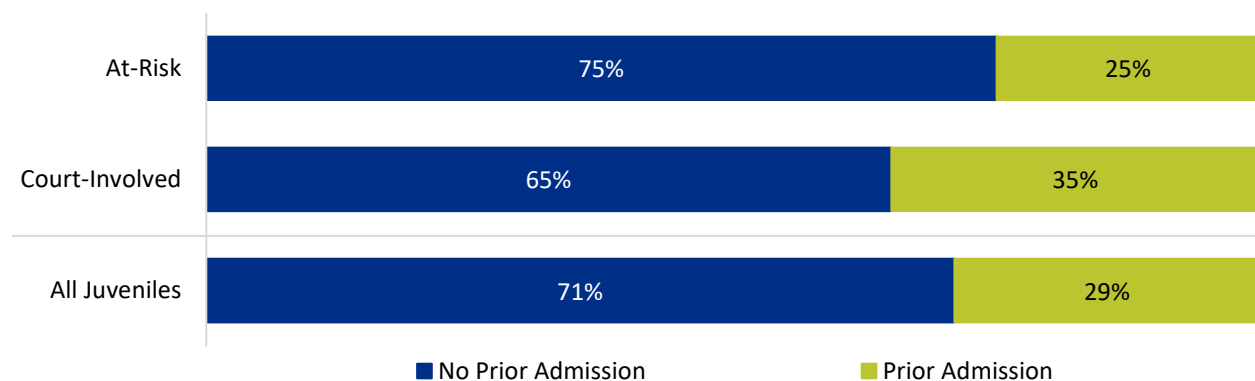


SOURCE: NC Sentencing and Policy Advisory Commission, FY 2022 JCPC Recidivism Sample

Prior JCPC Admissions

As shown in Figure 2.3, 29% of juveniles had a prior JCPC admission.¹⁸ A higher percentage of court-involved juveniles had a prior JCPC admission (35%) than at-risk juveniles (25%). Overall, and by legal status, juveniles averaged 2 prior JCPC admissions.

Figure 2.3
Prior JCPC Admissions



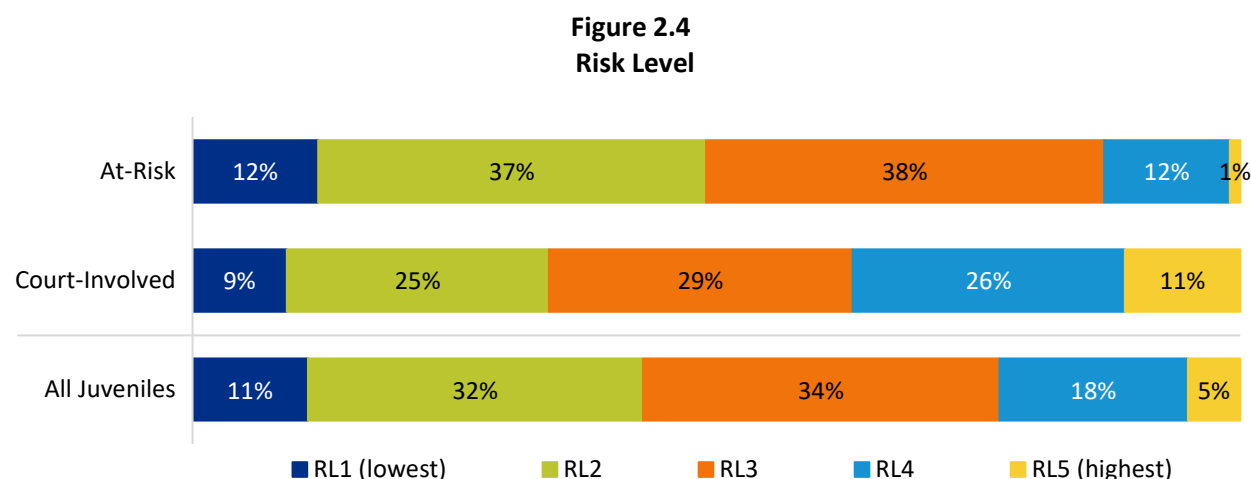
SOURCE: NC Sentencing and Policy Advisory Commission, FY 2022 JCPC Recidivism Sample

¹⁸ Assessments were not included in the prior JCPC admissions measure because they are evaluative, rather than programmatic, in nature.

Risk Level

JCPC program providers administer risk assessments at program entry to all youth admitted to JCPC programs.¹⁹ 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 level of risk) to RL5 (the highest level of risk).

Figure 2.4 shows the risk level distribution for juveniles exiting JCPC programs. Similar percentages of juveniles were assessed as RL2 (32%) and RL3 (34%). The highest percentages of at-risk juveniles were assessed as RL2 (37%) and RL3 (38%). Similar percentages of court-involved juveniles were assessed as RL2 (25%), RL3 (29%), and RL4 (26%).



SOURCE: NC Sentencing and Policy Advisory Commission, FY 2022 JCPC Recidivism Sample

Problem Behaviors

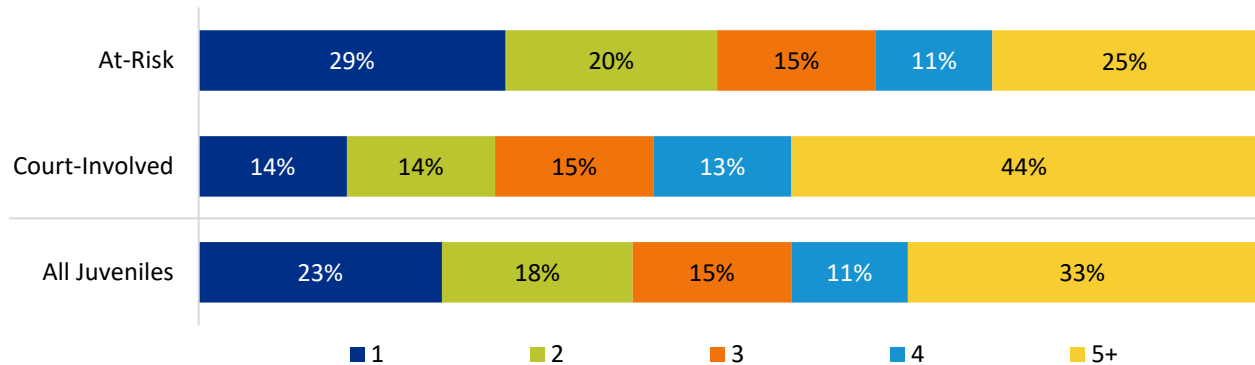
Problem behaviors for juveniles referred to JCPC programs are identified either by the DJJDP juvenile court counselors (for court-involved juveniles) or JCPC program providers (for at-risk juveniles). Determining problem behaviors allows for the identification of the areas of need that JCPC programs 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).²⁰

All juveniles in the sample were identified as having at least 1 problem behavior. As shown in Figure 2.5, 33% of juveniles who exited a JCPC program had 5 or more problem behaviors at referral. The average number of problem behaviors was 4; court-involved juveniles averaged more problem behaviors than at-risk juveniles (5 compared to 3). Forty-four percent (44%) of court-involved juveniles had 5 or more problem behaviors compared to 25% of at-risk juveniles. Twenty-nine percent (29%) of at-risk juveniles had 1 problem behavior compared to 14% of court-involved juveniles.

¹⁹ See Appendix D for a copy of the North Carolina Assessment of Risk (NCAR).

²⁰ See Appendix E for a copy of the North Carolina DPS Juvenile Justice/JCPC Referral Form which outlines all 31 problem behaviors.

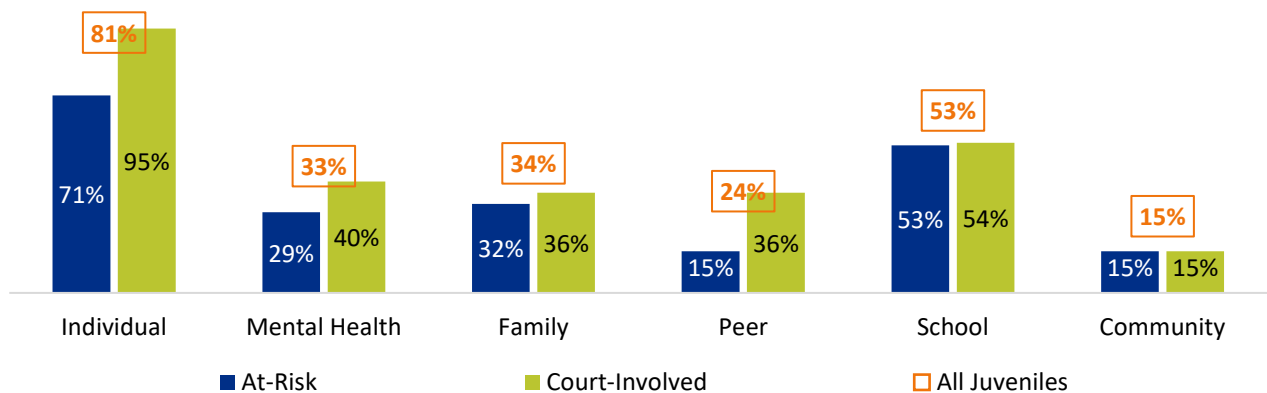
Figure 2.5
Number of Problem Behaviors



SOURCE: NC Sentencing and Policy Advisory Commission, FY 2022 JCPC Recidivism Sample

Figure 2.6 shows the percentage of juveniles who presented with each type of problem behavior at referral. Problem behaviors involving the individual juvenile (e.g., bullying, fighting, impulsivity) were the most common for both the at-risk and court-involved groups (71% 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 54% of court-involved juveniles). Generally, court-involved juveniles had higher percentages of each type of problem behavior than at-risk juveniles.

Figure 2.6
Type of Problem Behaviors



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 2022 JCPC Recidivism Sample

PROGRAM PROFILE

The program profile section examines several aspects of the services provided to juveniles in JCPC programs. Average time involved in programming, progress made during programming, and rates of program completion are examined both overall and by legal status.

Time in Program

Three measures of duration of program participation – days of enrollment, face-to-face days, and direct service hours – were examined and are presented in Figure 2.7. Juveniles who exited from JCPC programs were enrolled for an average of 120 days. During this time, they received, on average, 16 face-to-face days, and 49 direct service hours.

Both at-risk and court-involved juveniles were enrolled in their programs for the same average amount of days (120). During this time, however, at-risk juveniles averaged more face-to-face days compared to court-involved juveniles (18 and 12 respectively) and more direct service hours (55 and 40 respectively).

Figure 2.7
Average Time in Program

At-Risk	Court-Involved	All Juveniles
<ul style="list-style-type: none">•120 days enrolled•18 face-to-face days•55 direct service hours	<ul style="list-style-type: none">•120 days enrolled•12 face-to-face days•40 direct service hours	<ul style="list-style-type: none">•120 days enrolled•16 face-to-face days•49 direct service hours

SOURCE: NC Sentencing and Policy Advisory Commission, FY 2022 JCPC Recidivism Sample

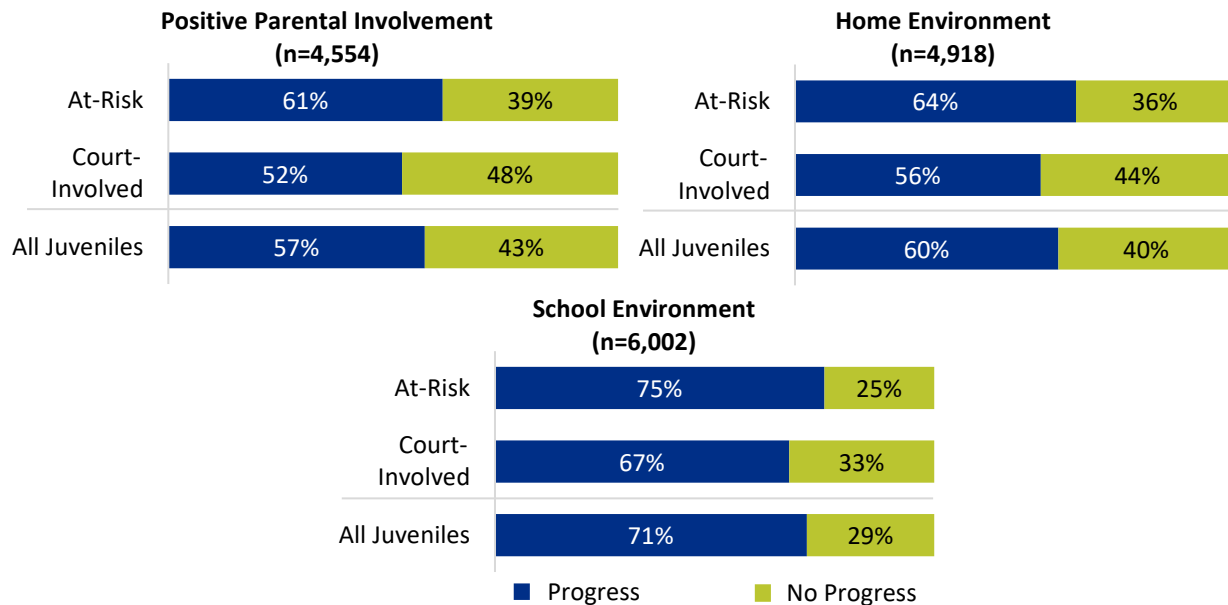
In-Program Progress

Three different measures of progress during JCPC programming were examined – no problem at referral or since, progress, or no progress. Some juveniles did not have certain identified problems;²¹ 59% of JCPC participants did not have positive parental involvement as an identified problem, followed by 55% for school environment, and 46% for home environment.

Figure 2.8 is limited to juveniles with an identified problem and shows whether progress was made for each area of in-program progress. Fifty-seven percent (57%) of juveniles in JCPC programs showed progress regarding positive parental involvement, 60% showed progress at home, and 71% showed progress at school. For all three in-program progress measures, at-risk juveniles had higher percentages of positive progress than court-involved juveniles.

²¹ Juveniles in residential shelter care programs (n=305) are not evaluated for progress and, therefore, were not included in these analyses.

Figure 2.8
In-Program Progress



SOURCE: NC Sentencing and Policy Advisory Commission, FY 2022 JCPC Recidivism Sample

Program Completion

The DJJDP categorizes juveniles who completed their JCPC programming as follows: (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). 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).

Eighty-four percent (84%) of juveniles in JCPC programs completed their program, with no difference by legal status. Completion rates for JCPC programs are further explored in Table 2.2 within the context of legal status and participant profile. Program completion rates are only reported when there were at least 25 juveniles in a specific category.

Table 2.2 shows many similarities in program completion rates across profile characteristics and legal status. Most at-risk and court-involved juveniles completed JCPC programs with completion rates ranging from 72% to 91%. Court-involved youth with a prior complaint had a higher completion rate than at-risk juveniles (84% and 76% respectively). Among juveniles in RL5, at-risk youth had a completion rate that was 12 percentage points higher than court-involved juveniles (84% and 72% respectively).

Table 2.2
Program Completion Rates

Participant Profile	N	At-Risk n=6,739 %	Court-Involved n=4,598 %	All Juveniles N=11,337 %
Sex				
Male	7,175	84	84	84
Female	4,162	84	84	84
Race				
White	4,972	86	86	86
Black	4,940	82	80	81
Other/Unknown	1,425	84	86	85
Ethnicity				
Hispanic	1,348	84	85	85
Not Hispanic	9,989	84	84	84
Age at Program Exit				
5-12 Years	2,573	86	88	86
13-15 Years	4,948	84	84	84
16 Years and Older	3,816	81	83	82
Prior JCPC Admissions				
No Prior Admission	8,034	84	86	84
Prior Admission	3,303	85	80	83
Prior Complaints				
No Prior Complaint	7,077	85	82	84
Prior Complaint	4,260	76	84	83
Risk Level				
RL1 (lowest)	1,243	85	87	86
RL2	3,594	85	90	87
RL3	3,895	85	85	85
RL4	2,011	76	80	79
RL5 (highest)	594	84	72	74
Problem Behaviors				
1	2,615	87	91	88
2	2,005	86	87	86
3	1,678	85	87	86
4	1,320	82	86	84
5+	3,719	80	79	79
Total	11,337	84	84	84

SOURCE: NC Sentencing and Policy Advisory Commission, FY 2022 JCPC Recidivism Sample

JUVENILE AND ADULT RECIDIVISM

As described in Chapter One, juveniles in the sample were tracked for two periods of time – during participation in a JCPC program (i.e., in-program) and for two years following 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”). Recidivism rates are only reported when there were at least 25 juveniles in a specific category.

Recidivism: In-Program

Juveniles exiting JCPC programs had a 6% in-program recidivism rate (see Table 2.3). Court-involved juveniles had a higher in-program recidivism rate than at-risk juveniles (10% compared to 2%). For juveniles with recidivism, the first recidivist event occurred an average of 2 months after beginning their JCPC program and, for 58%, the most serious recidivist offense was a misdemeanor. A higher percentage of court-involved juveniles recidivated with a felony offense than at-risk juveniles (46% and 29% respectively).

Table 2.3
Recidivism Rates: In-Program

Legal Status	N	Recidivism		Most Serious Recidivist Offense		Months to Recidivism Avg.
		#	%	Misd. %	Felony %	
At-Risk	6,739	167	2	71	29	2
Court-Involved	4,598	468	10	54	46	2
All Juveniles	11,337	635	6	58	42	2

SOURCE: NC Sentencing and Policy Advisory Commission, FY 2022 JCPC Recidivism Sample

Recidivism: Two-Year Follow-Up

As shown in Table 2.4, 14% of juveniles had at least one delinquent complaint and/or adult arrest during the one-year follow-up and 20% during the two-year follow-up.²² At-risk juveniles had lower recidivism rates during the one-year follow-up (8%) and during the two-year follow-up (13%) compared to court-involved juveniles (21% and 30% respectively).

For juveniles who recidivated, 51% had a misdemeanor as their most serious recidivist offense. Sixty-one percent (61%) of at-risk juveniles with recidivism had a misdemeanor as their most serious recidivist offense; conversely, 56% of court-involved juveniles with recidivism had a felony as their most serious recidivist offense. There was little variation in average months to recidivism between at-risk and court-involved juveniles (9 and 8 months respectively). Juveniles with recidivism averaged 2 recidivist events during follow-up, regardless of legal status.

²² See Appendix H for recidivism rates based on juvenile adjudications and/or adult convictions.

Table 2.4
Recidivism Rates: Two-Year Follow-Up

Legal Status	N	#	Recidivism		Most Serious Recidivist Offense		Months to Recidivism Avg.
			One-Year Follow-Up %	Two-Year Follow-Up %	Misd. %	Felony %	
At-Risk	6,739	886	8	13	61	39	9
Court-Involved	4,598	1,386	21	30	44	56	8
All Juveniles	11,337	2,272	14	20	51	49	8

SOURCE: NC Sentencing and Policy Advisory Commission, FY 2022 JCPC Recidivism Sample

Participant Profile and Recidivism

Two-year follow-up recidivism rates are further explored in Table 2.5 within the context of legal status and participant profile.

Sex

Males had higher recidivism rates than females (24% and 13% respectively). For both males and females, recidivism rates for court-involved juveniles were at least two times higher than recidivism rates for at-risk juveniles. For additional recidivism rates by sex and legal status, *see* Appendix H.

Race and Ethnicity

Black juveniles in JCPC programs had the highest recidivism rates (26%), followed by White juveniles (16%), and juveniles in the Other/Unknown race category (14%). When examined by legal status, court-involved Black juveniles recidivated at a rate over two times higher than the rate of at-risk Black juveniles (40% compared to 16%). Hispanic juveniles had lower recidivism rates than non-Hispanic juveniles (14% compared to 21%). This finding held for both at-risk and court-involved juveniles.

Age at Program Exit

Juveniles who were 13-15 years old or 16 and older at program exit had the highest recidivism rates (24% and 23% respectively), while juveniles 5-12 years old had the lowest rate (9%). When examined by legal status, juveniles in both the at-risk and court-involved groups who were 13-15 years old had the highest recidivism rates.

Prior JCPC Admissions

Juveniles with a prior JCPC admission recidivated at a higher rate than juveniles without a prior JCPC admission (27% and 17% respectively). This finding held for both at-risk and court-involved juveniles. Among juveniles with a prior JCPC admission, court-involved juveniles recidivated at a rate over two times than at-risk juveniles (38% compared to 16%).

Table 2.5
Recidivism Rates by Participant Profile: Two-Year Follow-Up

Participant Profile	N	At-Risk n=6,739 %	Court-Involved n=4,598 %	All Juveniles N=11,337 %
Sex				
Male	7,175	16	34	24
Female	4,162	10	20	13
Race				
White	4,972	12	22	16
Black	4,940	16	40	26
Other/Unknown	1,425	9	25	14
Ethnicity				
Hispanic	1,348	8	22	14
Not Hispanic	9,989	14	31	21
Age at Program Exit				
5-12 Years	2,573	6	24	9
13-15 Years	4,948	18	32	24
16 Years and Older	3,816	14	29	23
Prior JCPC Admissions				
No Prior Admission	8,034	12	26	17
Prior Admission	3,303	16	38	27
Risk Level				
RL1 (lowest)	1,243	5	18	9
RL2	3,594	9	20	13
RL3	3,895	14	28	19
RL4	2,011	29	37	34
RL5 (highest)	594	26	53	49
Problem Behaviors				
1	2,615	8	19	11
2	2,005	10	19	13
3	1,678	13	27	19
4	1,320	14	30	21
5+	3,719	21	38	30
Total	11,337	13	30	20

SOURCE: NC Sentencing and Policy Advisory Commission, FY 2022 JCPC Recidivism Sample

Risk Level

Juveniles in JCPC programs assessed at lower risk levels had lower recidivism rates. Recidivism rates followed the expected pattern by legal status – increasing as the risk level increased – except for at-risk juveniles assessed as RL4. The lowest recidivism rates were for at-risk juveniles assessed as RL1 and RL2 (5% and 9% respectively). Court-involved juveniles assessed as RL4 and RL5 had the highest recidivism rates (37% and 53% respectively).

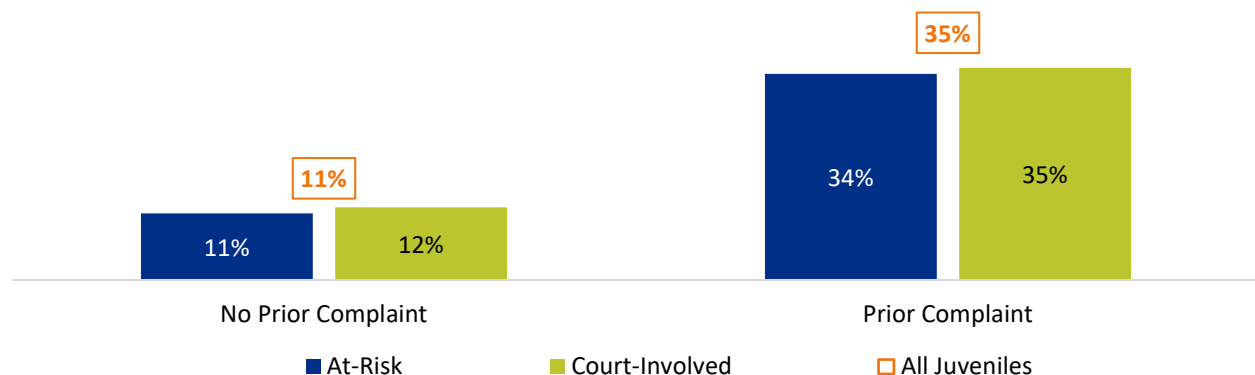
Problem Behaviors

Juveniles with 1 or 2 problem behaviors had the lowest recidivism rates (11% and 13% respectively), with recidivism rates gradually increasing for juveniles with 3, 4, or 5+ problem behaviors (from 19% to 30%). This finding held for both at-risk and court-involved juveniles. The lowest recidivism rate was for at-risk juveniles with 1 problem behavior (8%). Court-involved juveniles with 5 or more problem behaviors had the highest recidivism rate (38%).

Prior Complaints and Recidivism

Juveniles with prior complaints had higher recidivism rates than juveniles with no prior complaints, both overall and by legal status (see Figure 2.9). Interestingly, at-risk and court-involved juveniles without prior complaints had nearly identical recidivism rates, as did at-risk and court-involved juveniles who had prior complaints.

Figure 2.9
Recidivism Rates by Prior Complaints: Two-Year Follow-Up

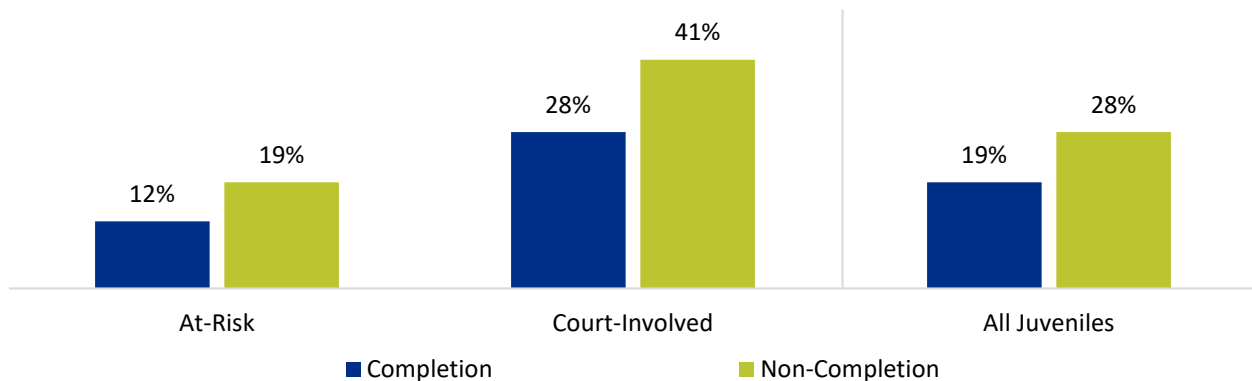


SOURCE: NC Sentencing and Policy Advisory Commission, FY 2022 JCPC Recidivism Sample

Program Completion and Recidivism

As shown in Figure 2.10, juveniles who completed their JCPC program had lower recidivism rates (19%) than juveniles who did not complete their program (28%). This finding held for both at-risk and court-involved juveniles. The difference between completion and non-completion recidivism rates was more pronounced for court-involved juveniles (28% compared to 41%).

Figure 2.10
Recidivism Rates by Program Completion: Two-Year Follow-Up



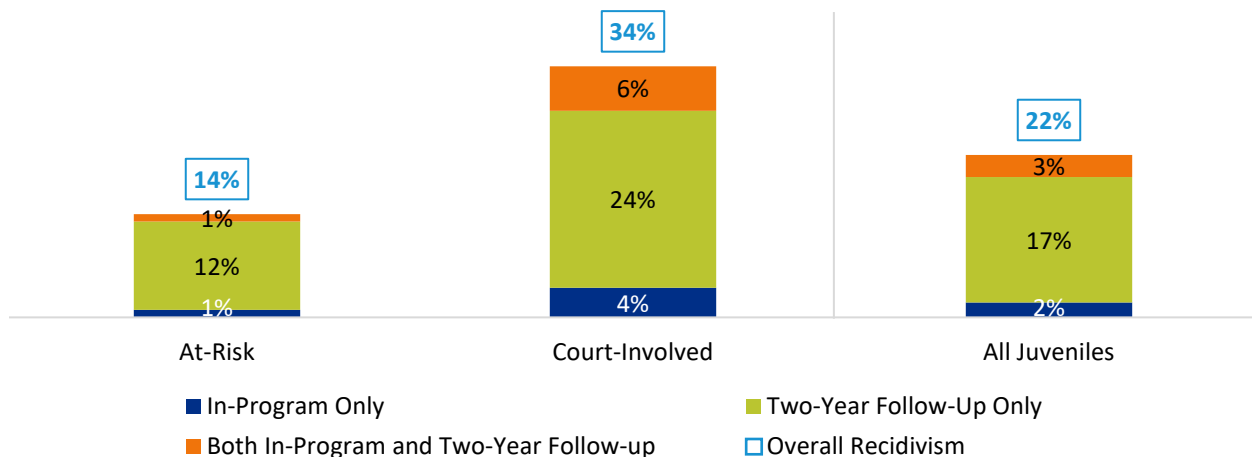
SOURCE: NC Sentencing and Policy Advisory Commission, FY 2022 JCPC Recidivism Sample

Overall Recidivism: In-Program and Two-Year Follow-Up

Figure 2.11 combines the recidivism rates during the time periods shown in Tables 2.3 and 2.4 to examine when recidivist activity occurred – in-program only, the two-year follow-up only, or both time periods. The overall recidivism rates were computed by adding the rates for juveniles with recidivism in-program only, the two-year follow-up only, and during both time periods.

Most recidivism occurred during the two-year follow-up period only (17% of the 22% overall recidivism rate). This finding held regardless of legal status. One percent (1%) of at-risk juveniles had in-program only recidivism and recidivism during both time periods compared to 4% and 6%, respectively, for court-involved juveniles. The overall recidivism rate for court-involved juveniles was 34% compared to 14% for at-risk juveniles.

Figure 2.11
Overall Recidivism Rates



Note: The overall recidivism rates were computed by adding the rates for juveniles with recidivism in-program only, the two-year follow-up only, and during both time periods.

SOURCE: NC Sentencing and Policy Advisory Commission, FY 2022 JCPC Recidivism Sample

SUMMARY

Chapter Two examined the FY 2022 JCPC recidivism sample by legal status. Fifty-nine percent (59%) of juveniles were at-risk (i.e., not involved with the juvenile justice system) at the time of JCPC program entry, while 41% were court-involved (e.g., on a diversion plan/contract or on probation).

As shown in Table 2.6, juveniles were profiled in several ways (e.g., age, legal status, and risk level). In addition, the services juveniles were provided were profiled in several ways (e.g., time in program, in-program progress, and program completion). These profiles demonstrated the differences between at-risk and court-involved juveniles. In comparison to court-involved juveniles, at-risk juveniles were younger, had a lower percentage with a prior complaint, and had a lower percentage in the highest risk level. At-risk juveniles also averaged fewer problem behaviors than court-involved juveniles (3 compared to 5). These compositional differences provide important context when comparing recidivism rates between at-risk and court-involved juveniles.

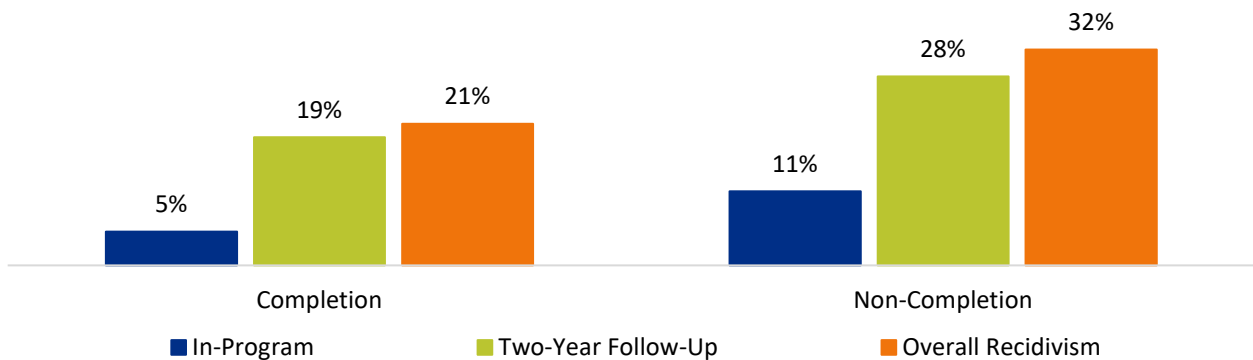
Table 2.6
Summary Profile: JCPC Recidivism Sample

Summary Profile	At-Risk n=6,739	Court-Involved n=4,598	All Juveniles N=11,337
Personal Characteristics			
Male	58%	71%	63%
White	42%	46%	44%
Avg. Age at Program Exit	13 Years	15 Years	14 Years
Prior Complaints	10%	78%	38%
Prior JCPC Admission	25%	35%	29%
Risk Level			
RL1 (Lowest)	12%	9%	11%
RL5 (Highest)	1%	11%	5%
Problem Behaviors			
1	29%	14%	23%
5+	25%	44%	33%
Avg. # of Problem Behaviors	3	5	4
Avg. # of Direct Service Hours	55	40	49
Program Completion	84%	84%	84%

SOURCE: NC Sentencing and Policy Advisory Commission, FY 2022 JCPC Recidivism Sample

Eighty-four percent (84%) of juveniles completed their JCPC programs. Figure 2.12 compares recidivism rates between juveniles who completed their program and juveniles who did not based on when recidivism occurred – in-program 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 or both time periods. Regardless of when recidivism occurred, juveniles who completed their program had lower recidivism rates than juveniles who did not complete.

Figure 2.12
Summary of Recidivism Rates by Program Completion

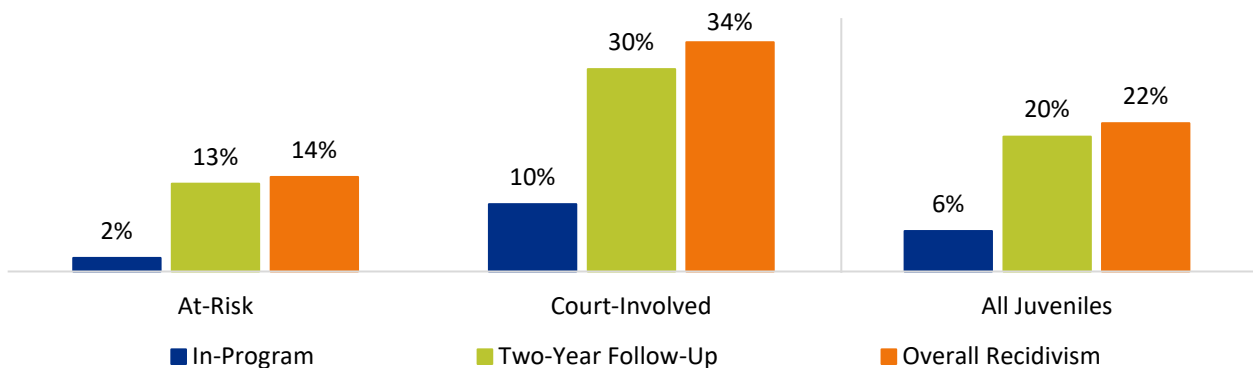


SOURCE: NC Sentencing and Policy Advisory Commission, FY 2022 JCPC Recidivism Sample

Figure 2.13 summarizes the recidivism rates covered in this chapter by legal status. Twenty-two percent (22%) of the sample recidivated while in-program and/or during the two-year follow-up (i.e., overall recidivism). Six percent (6%) of juveniles recidivated while participating in JCPC programs. During the two-year follow-up, 14% of juveniles recidivated within one year and 20% recidivated within two years. Additional analyses focused on recidivism by participant profile and prior complaints.

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 4 months (120 days). Court-involved juveniles had a higher overall recidivism rate than at-risk juveniles (34% compared to 14%). Compared to at-risk juveniles, court-involved juveniles had higher percentages of juveniles in RL5 and with 5 or more problem behaviors.

Figure 2.13
Summary of Recidivism Rates by Legal Status



SOURCE: NC Sentencing and Policy Advisory Commission, FY 2022 JCPC Recidivism Sample

CHAPTER THREE CLINICAL TREATMENT

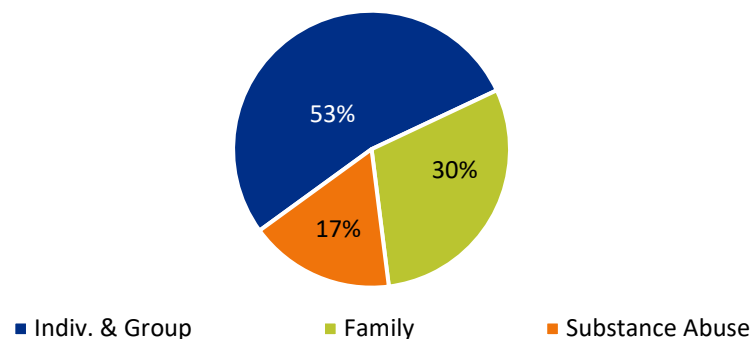
Chapter Three focuses on 1,083 juveniles who exited from a clinical treatment program between July 1, 2021 and June 30, 2022. Clinical treatment programs offer professional help to juveniles and/or their families to solve problems through goal-directed planning. Depending on the needs of the youth, services may include individual-level treatment, group-level treatment, family counseling, or a combination.²³ In FY 2022, juveniles exited from 68 individual clinical treatment programs.²⁴ There are six broad groups of clinical treatment programs; however, for this analysis, they were further collapsed into three program types.

Description of Clinical Treatment Programs

Clinical Treatment Programs	Program Type
Group Counseling	Individual and Group Counseling
Individual Counseling	
Sexual Behavior Services	
Family Counseling	Family Counseling
Home-Based Family Counseling	
Substance Abuse Counseling	Substance Abuse Counseling

Figure 3.1 shows that 53% of juveniles who exited from a clinical treatment program received individual and group counseling, 30% received family counseling, and 17% received substance abuse counseling.

Figure 3.1
Clinical Treatment Participants (N=1,083)



SOURCE: NC Sentencing and Policy Advisory Commission, FY 2022 JCPC Recidivism Sample

²³ For more information on clinical treatment programs, see Appendix B.

²⁴ Nearly half (47%) of clinical treatment programs offered family counseling services (32 programs); 27 programs (40%) offered individual and group counseling; and 9 programs (13%) offered substance abuse counseling.

PARTICIPANT PROFILE

This section examines the characteristics of juveniles who exited from a clinical treatment program in FY 2022. Personal characteristics, prior complaints, risk level, and problem behaviors are among the participant characteristics examined.

Personal Characteristics

Table 3.1 contains information on the personal characteristics of juveniles in clinical treatment programs by program type. Fifty-six percent (56%) of juveniles were male. Over 60% of juveniles who exited from family counseling and substance abuse counseling were male compared to 51% who exited from individual and group counseling. Over half (54%) of juveniles in clinical treatment programs were White, 36% were Black, and 10% were in the Other/Unknown category. Higher percentages of juveniles who exited from individual and group counseling and substance abuse counseling were White (57% and 54% respectively) compared to 48% who exited from family counseling. Twelve percent (12%) of juveniles who exited from clinical treatment programs were Hispanic.

Table 3.1
Personal Characteristics

Personal Characteristics	Indiv. & Group n=576 %	Family n=322 %	Substance Abuse n=185 %	Clinical Treatment N=1,083 %
Sex				
Male	51	62	65	56
Female	49	38	35	44
Race				
White	57	48	54	54
Black	33	43	33	36
Other/Unknown	10	9	13	10
Ethnicity				
Hispanic	11	11	14	12
Not Hispanic	89	89	86	88
Age at Program Exit				
5-12 Years	31	19	1	22
13-15 Years	36	39	31	36
16 Years and Older	33	42	68	42

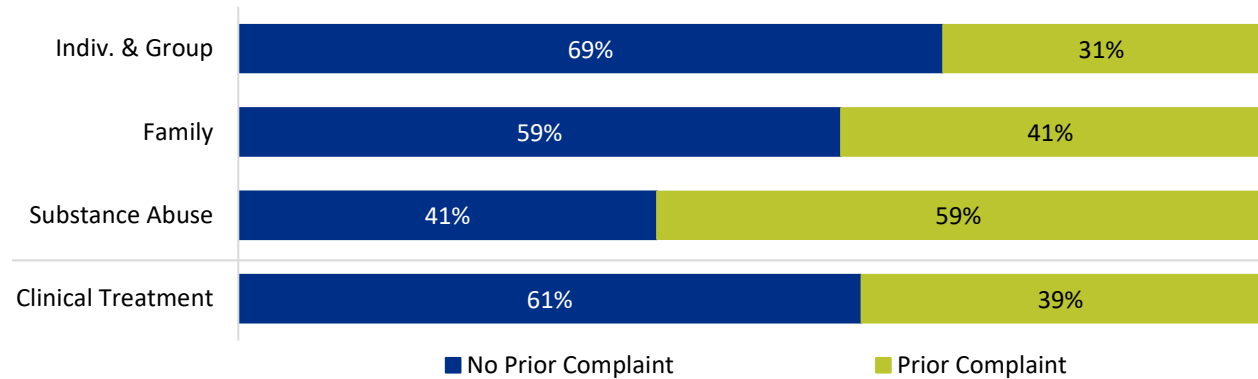
SOURCE: NC Sentencing and Policy Advisory Commission, FY 2022 JCPC Recidivism Sample

On average, juveniles in clinical treatment programs were 14 years old at program exit; juveniles who exited from substance abuse programming were older (16 years old) than juveniles who exited from individual and group counseling and family counseling (14 and 15 years old respectively). Over two-thirds of youth in substance abuse counseling were 16 years or older at program exit (68%) compared to individual and group counseling (33%) and family counseling (42%).

Prior Complaints

Thirty-nine percent (39%) of juveniles who exited a clinical treatment program had at least one delinquent complaint prior to entering a clinical treatment program (see Figure 3.2). A lower percentage (31%) of juveniles in individual and group counseling had a prior complaint compared to juveniles in family counseling and substance abuse counseling (41% and 59% respectively).

Figure 3.2
Prior Complaints

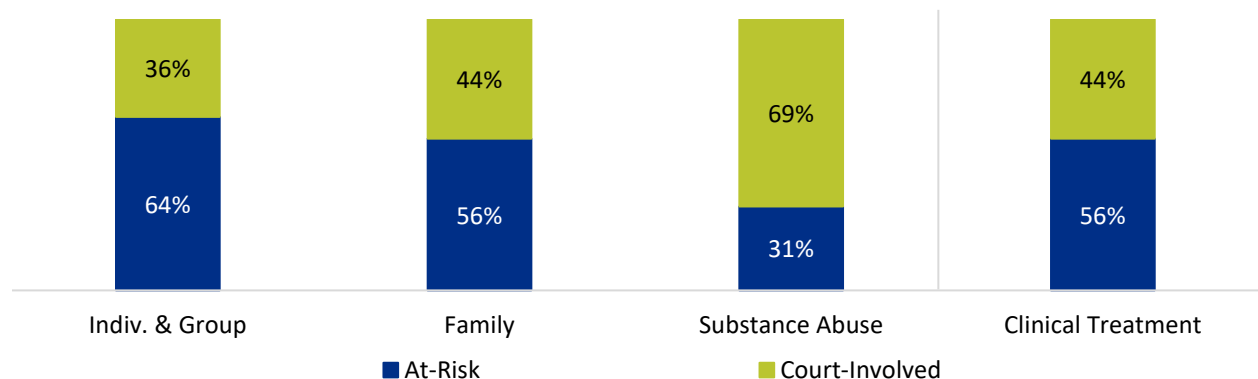


SOURCE: NC Sentencing and Policy Advisory Commission, FY 2022 JCPC Recidivism Sample

Legal Status

Figure 3.3 shows the legal status (i.e., at-risk or court-involved) of the juveniles in clinical treatment programs. Over half (56%) of juveniles were at-risk at the time of program referral. Most juveniles in individual and group counseling (64%) and family counseling (56%) were at-risk; however, 69% of juveniles in substance abuse counseling were court-involved.

Figure 3.3
Legal Status

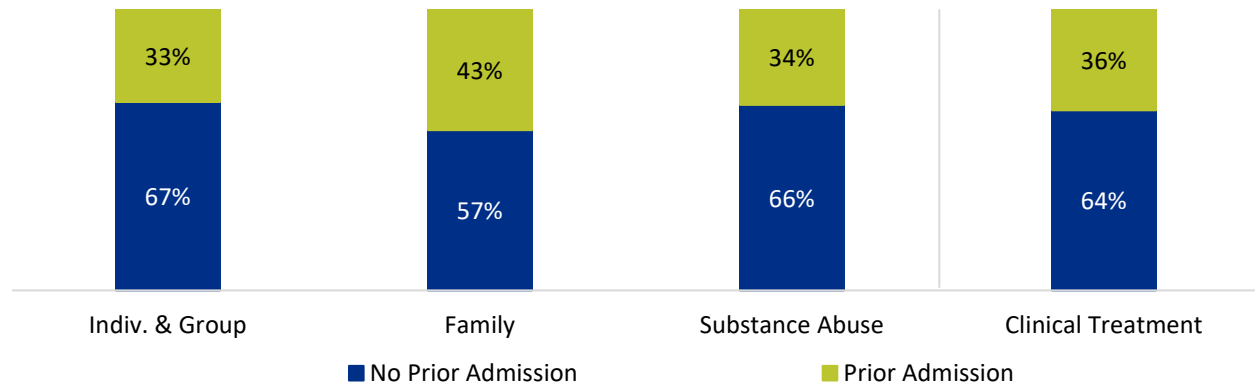


SOURCE: NC Sentencing and Policy Advisory Commission, FY 2022 JCPC Recidivism Sample

Prior JCPC Admissions

Thirty-six percent (36%) of juveniles in clinical treatment programs had a prior JCPC admission (see Figure 3.4). A higher percentage of juveniles in family counseling had a prior JCPC admission (43%) than the other program types. Overall, and by program type, juveniles averaged 2 prior JCPC admissions.

Figure 3.4
Prior JCPC Admissions

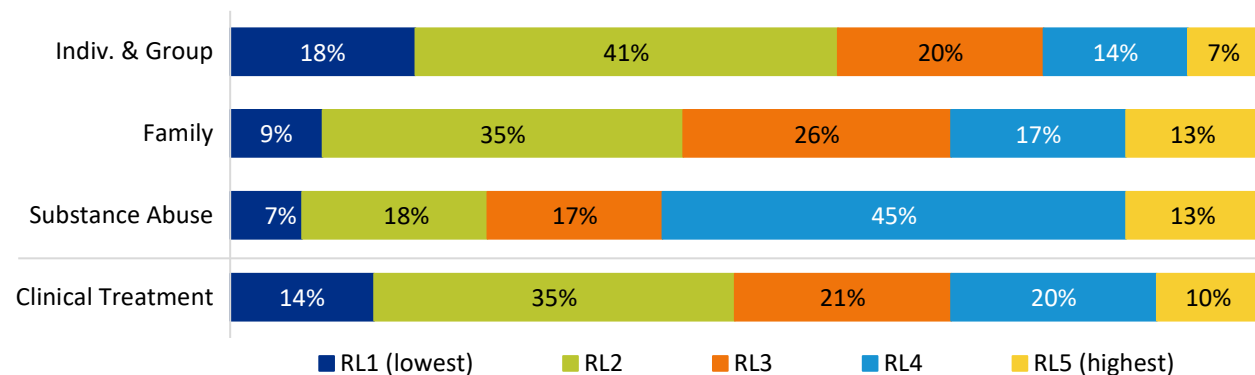


SOURCE: NC Sentencing and Policy Advisory Commission, FY 2022 JCPC Recidivism Sample

Risk Level

As shown in Figure 3.5, the highest percentage of juveniles exiting clinical treatment programs were assessed as RL2 (35%). The highest percentage of juveniles in individual and group counseling and family counseling were in RL2 (41% and 35% respectively), while the highest percentage in substance abuse counseling were in RL4 (45%).

Figure 3.5
Risk Level

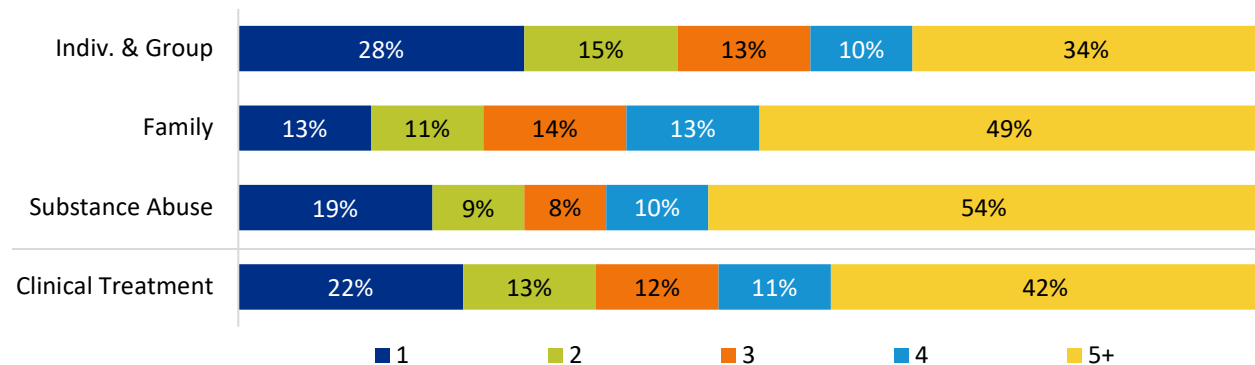


SOURCE: NC Sentencing and Policy Advisory Commission, FY 2022 JCPC Recidivism Sample

Problem Behaviors

Forty-two percent (42%) of juveniles who exited a clinical treatment program had 5 or more problem behaviors at referral (see Figure 3.6); the average number of problem behaviors was 4. Over half (54%) of juveniles in substance abuse counseling and almost half (49%) in family counseling had 5 or more problem behaviors. Individual and group counseling had the highest percentage of juveniles with 1 problem behavior (28%).

Figure 3.6
Number of Problem Behaviors

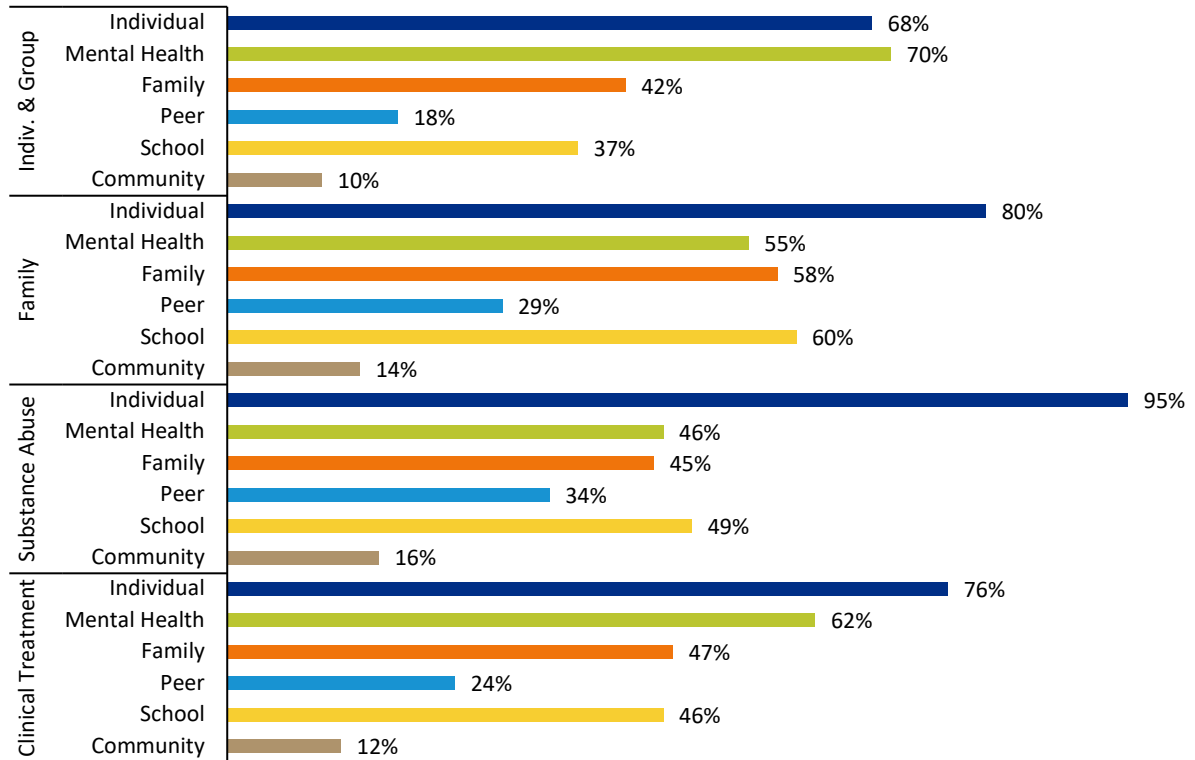


SOURCE: NC Sentencing and Policy Advisory Commission, FY 2022 JCPC Recidivism Sample

Figure 3.7 shows the percentage of juveniles who presented with each type of problem behavior at referral. For juveniles in clinical treatment programs, problem behaviors involving the individual juvenile (e.g., bullying, fighting, impulsivity) and mental health were the most common types of problem behaviors (76% and 62% respectively). In addition, nearly half of all juveniles who received clinical treatment programming were referred with family or school problem behaviors (47% and 46% respectively).

Over two-thirds of juveniles in individual and group counseling programs had individual (68%) and/or mental health problem behaviors (70%). Most juveniles in family counseling had individual (80%), school (60%), family (58%), and/or mental health (55%) problem behaviors. Since substance use is categorized as an individual problem behavior, it is not surprising that 95% of juveniles in substance abuse counseling had it as an individual problem behavior. Generally, problem behaviors involving a juvenile's community (e.g., disadvantaged neighborhood) and peers were less prevalent than the other types; however, 34% of all juveniles in substance abuse counseling had peer-related problem behaviors.

Figure 3.7
Type of Problem Behaviors



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 2022 JCPC Recidivism Sample

PROGRAM PROFILE

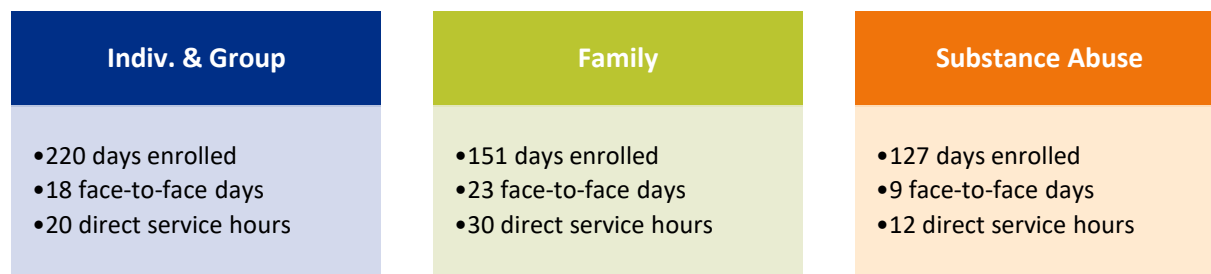
The program profile section examines several aspects of the services provided to juveniles by clinical treatment programs. Average time involved with the program, progress made within the program, and rates of program completion are examined.

Time in Program

Three measures of duration of program participation – days of enrollment, face-to-face days, and direct service hours were examined. Juveniles who exited from clinical treatment programs were enrolled for an average of 183 days. During this time, they received, on average, 18 face-to-face days and 21 direct service hours.

As shown in Figure 3.8, juveniles in individual and group counseling programs had the longest average enrollment days (220) compared to the other program types. Juveniles in family counseling had the highest face-to-face days (23) compared to individual and group counseling and substance abuse counseling. As for direct service hours, juveniles in substance abuse counseling had the lowest average number of hours (12).

Figure 3.8
Average Time in Program



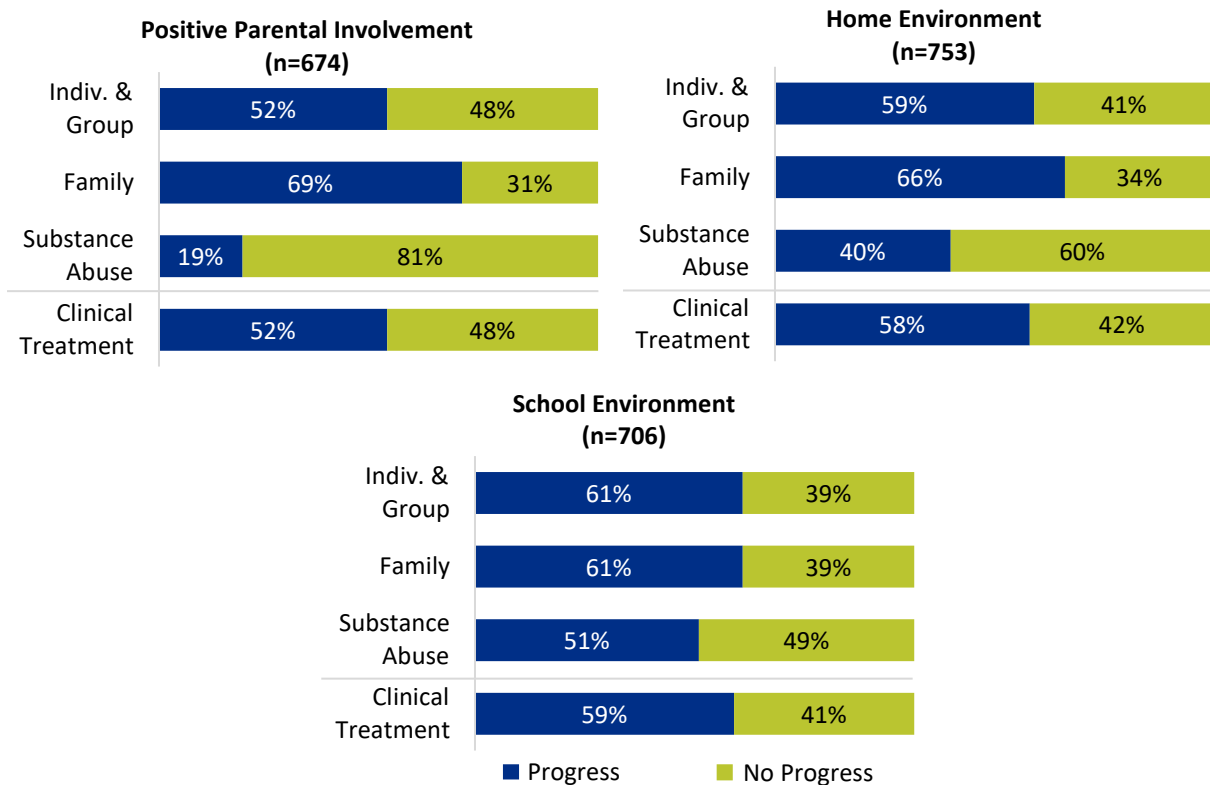
SOURCE: NC Sentencing and Policy Advisory Commission, FY 2022 JCPC Recidivism Sample

In-Program Progress

Three different measures of progress during participation in clinical treatment programs were examined – no problem at referral or since, progress, or no progress. Some juveniles did not have certain identified problems; 38% of clinical treatment participants did not have positive parental involvement as an identified problem, followed by 35% for school environment, and 30% for home environment.

Figure 3.9 is limited to juveniles with an identified problem and shows whether progress was made for each area of in-program progress. Over half (52%) of juveniles in clinical treatment programs showed progress regarding positive parental involvement, 58% showed progress at home, and 59% showed progress at school. For all three in-program progress measures, juveniles in family counseling had the highest percentages of progress with percentages ranging from 61% to 69%.

Figure 3.9
In-Program Progress

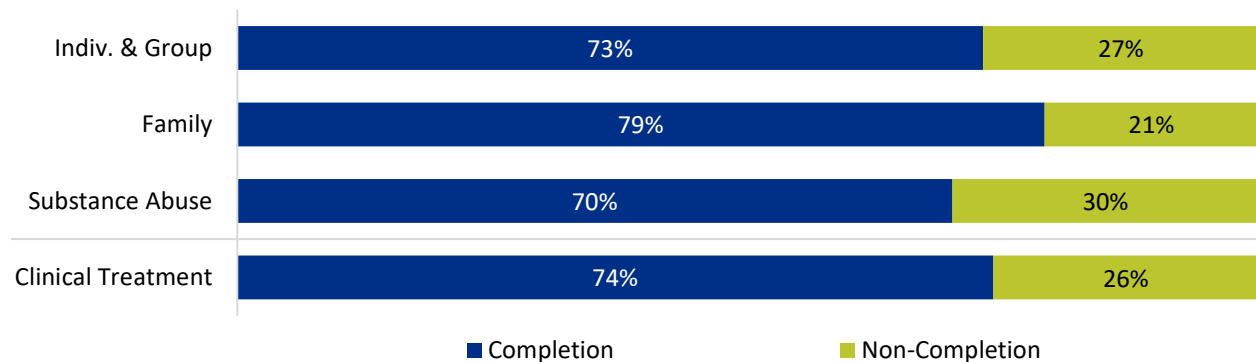


SOURCE: NC Sentencing and Policy Advisory Commission, FY 2022 JCPC Recidivism Sample

Program Completion

Seventy-four percent (74%) of juveniles in clinical treatment programs completed their program (see Figure 3.10). Juveniles in family counseling programs completed at the highest rate (79%) and juveniles in substance abuse counseling programs completed at the lowest rate (70%).

Figure 3.10
Program Completion



SOURCE: NC Sentencing and Policy Advisory Commission, FY 2022 JCPC Recidivism Sample

Completion rates for clinical treatment programs are further explored in Table 3.2 within the context of program type and participant profile. Program completion rates are only reported when there were at least 25 juveniles in a specific category.

Table 3.2
Program Completion Rates

Participant Profile	N	Indiv. & Group n=576 %	Family n=322 %	Substance Abuse n=185 %	Clinical Treatment N=1,083 %
Sex					
Male	610	72	76	70	73
Female	473	74	83	71	76
Race					
White	583	78	87	68	79
Black	390	63	69	72	66
Other/Unknown	110	80	79	76	79
Ethnicity					
Hispanic	127	72	86	60	74
Not Hispanic	956	73	78	72	74
Age at Program Exit					
5-12 Years	247	81	80	--	81
13-15 Years	385	74	79	83	77
16 Years and Older	451	65	78	64	68
Legal Status					
At-Risk	609	77	79	53	75
Court-Involved	474	67	78	78	73
Prior JCPC Admissions					
No Prior Admission	691	74	76	70	74
Prior Admission	392	71	82	71	75
Prior Complaints					
No Prior Complaint	662	75	79	57	74
Prior Complaint	421	70	78	80	75
Risk Level					
RL1 (lowest)	147	78	87	--	76
RL2	380	80	80	36	76
RL3	229	72	78	77	75
RL4	220	65	78	80	74
RL5 (highest)	107	48	70	88	65
Problem Behaviors					
1	240	83	93	50	80
2	138	72	88	--	75
3	135	73	89	--	79
4	120	67	74	--	72
5+	450	67	71	76	70
Total	1,083	73	79	70	74

SOURCE: NC Sentencing and Policy Advisory Commission, FY 2022 JCPC Recidivism Sample

Sex

Overall, females had slightly higher completion rates than males (76% and 73% respectively). Males and females had similar completion rates for both individual and group counseling and substance abuse counseling programs.

Race and Ethnicity

White juveniles in clinical treatment programs, as well as juveniles in the Other/Unknown race category, had higher completion rates (79% each) than Black juveniles (66%). The highest completion rates were found for White juveniles in family counseling programs (87%). Hispanic juveniles completed family counseling programs at a higher rate than non-Hispanic juveniles (86% compared to 78%); however, Hispanic juveniles completed substance abuse counseling programs at a lower rate than non-Hispanic juveniles (60% compared to 72%).

Age at Program Exit

Juveniles 5-12 years old in clinical treatment programs had higher completion rates than juveniles 13-15 years old and juveniles 16 years and older. Generally, juveniles in younger age categories had higher completion rates both overall and across program types.

Legal Status

Overall, at-risk and court-involved juveniles had similar completion rates (75% and 73% respectively). Completion rates by legal status for juveniles in family counseling programs were similar. At-risk juveniles completed individual and group counseling programs at a higher rate than court-involved juveniles (77% compared to 67%). Conversely, court-involved juveniles had higher completion rates than at-risk juveniles in substance abuse counseling programs (78% compared to 53%).

Prior JCPC Admissions

For juveniles in clinical treatment programs, juveniles with and without a prior JCPC admission completed their programs at nearly identical rates (75% and 74% respectively), as did juveniles in substance abuse counseling programs (70% and 71% respectively). Juveniles with a prior JCPC admission completed family counseling programs at a higher rate than juveniles without a prior JCPC admission (82% compared to 76%).

Prior Complaints

Overall, juveniles with and without a prior complaint completed their programs at nearly identical rates (75% and 74% respectively), as did juveniles in family counseling programs (78% and 79% respectively). Juveniles with a prior complaint completed substance abuse counseling programs at a much higher rate than juveniles without a prior complaint (80% compared to 57%).

Risk Level

Overall, completion rates for juveniles in RL1 through RL4 ranged from 74% to 76%; the completion rate for juveniles in RL5 was 65%. Juveniles in individual and group counseling and family counseling who were assessed in lower risk levels had higher program completion rates. For juveniles in substance abuse counseling programs, however, the relationship between risk level and completion was reversed – juveniles in the highest risk levels completed at higher rates than juveniles in the lower risk levels with completion rates ranging from 36% (RL2) to 88% (RL5).

Problem Behaviors

Among juveniles in clinical treatment programs, juveniles with fewer problem behaviors generally had higher program completion rates with completion rates ranging from 80% (1 problem behavior) to 70% (5 or more problem behaviors). This finding held for juveniles in individual and group counseling programs and family counseling programs.

JUVENILE AND ADULT RECIDIVISM

As described in Chapter One, juveniles in the sample were tracked for two periods of time – during participation in a JCPC program (i.e., in-program) and for two years following 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”). Recidivism rates are only reported when there were at least 25 juveniles in a specific category.

Recidivism: In-Program

Juveniles exiting clinical treatment programs had an 8% in-program recidivism rate (see Table 3.3). Juveniles in substance abuse counseling had the highest in-program recidivism rate (10%), followed by 9% for juveniles in family counseling and 6% for individual and group counseling. For juveniles with recidivism, the first recidivist event occurred an average of 3 months after program admission. Fifty-seven percent (57%) had a misdemeanor as their most serious recidivist offense.

Table 3.3
Recidivism Rates: In-Program

Program Type	N	Recidivism		Most Serious Recidivist Offense		Months to Recidivism Avg.
		#	%	Misd. %	Felony %	
Indiv. & Group	576	36	6	58	42	4
Family	322	30	9	53	47	2
Substance Abuse	185	18	10	61	39	2
Clinical Treatment	1,083	84	8	57	43	3

SOURCE: NC Sentencing and Policy Advisory Commission, FY 2022 JCPC Recidivism Sample

Recidivism: Two-Year Follow-Up

As shown in Table 3.4, 13% of juveniles had at least one delinquent complaint and/or adult arrest during the one-year follow-up and 18% during the two-year follow-up.²⁵ Juveniles in individual and group counseling programs had the lowest recidivism rates during the one-year follow-up (10%) and during the two-year follow-up (15%). Recidivism rates for juveniles in family counseling programs and substance abuse counseling programs were similar.

For juveniles with recidivism, the first recidivist event occurred an average of 8 months after program exit. There was little variation in the average months to recidivism between the program types (7 months for substance abuse counseling and 8 months for the other program types). Juveniles with a recidivist event averaged 2 recidivist events during follow-up, regardless of program type. At least half (ranging from 50% to 58%) of juveniles in each program type had a felony as their most serious recidivist offense.

Table 3.4
Recidivism Rates: Two-Year Follow-Up

Program Type	N	#	Recidivism		Most Serious Recidivist Offense		Months to Recidivism Avg.
			One-Year Follow-Up %	Two-Year Follow-Up %	Misd. %	Felony %	
Indiv. & Group	576	84	10	15	50	50	8
Family	322	71	16	22	46	54	8
Substance Abuse	185	40	15	22	42	58	7
Clinical Treatment	1,083	195	13	18	47	53	8

SOURCE: NC Sentencing and Policy Advisory Commission, FY 2022 JCPC Recidivism Sample

Participant Profile and Recidivism

Two-year follow-up recidivism rates are further explored in Table 3.5 within the context of program type and participant profile.

Sex

Overall, males had higher recidivism rates than females (24% and 10% respectively). Males had similar recidivism rates for each of the program types. Females in family counseling and substance abuse counseling had higher recidivism rates (17% each) than females in individual and group counseling (6%).

²⁵ See Appendix H for recidivism rates based on juvenile adjudications and/or adult convictions.

Table 3.5
Recidivism Rates by Participant Profile: Two-Year Follow-Up

Participant Profile	N	Indiv. & Group n=576 %	Family n=322 %	Substance Abuse n=185 %	Clinical Treatment N=1,083 %
Sex					
Male	610	23	25	24	24
Female	473	6	17	17	10
Race					
White	583	8	18	16	12
Black	390	24	30	30	27
Other/Unknown	110	20	7	24	17
Ethnicity					
Hispanic	127	14	11	20	14
Not Hispanic	956	15	24	22	19
Age at Program Exit					
5-12 Years	247	3	6	--	4
13-15 Years	385	19	35	31	26
16 Years and Older	451	21	18	17	19
Legal Status					
At-Risk	609	8	13	10	9
Court-Involved	474	27	34	27	29
Prior JCPC Admissions					
No Prior Admission	691	10	20	20	15
Prior Admission	392	23	25	24	24
Risk Level					
RL1 (lowest)	147	6	7	--	6
RL2	380	10	17	6	12
RL3	229	17	25	13	19
RL4	220	22	31	25	25
RL5 (highest)	107	43	30	48	39
Problem Behaviors					
1	240	5	10	12	7
2	138	7	6	--	7
3	135	12	13	--	11
4	120	17	26	--	20
5+	450	26	31	31	29
Total	1,083	15	22	22	18

SOURCE: NC Sentencing and Policy Advisory Commission, FY 2022 JCPC Recidivism Sample

Race and Ethnicity

Black juveniles in clinical treatment programs had the highest recidivism rates (27%), followed by juveniles in the Other/Unknown race category (17%), and White juveniles (12%). This finding held for each program type. Hispanic juveniles had lower recidivism rates than non-Hispanic juveniles (14%)

compared to 19%). While some recidivism rates were similar for Hispanic and non-Hispanic juveniles, the recidivism rate for non-Hispanic juveniles in family counseling was more than twice the recidivism rate for Hispanic juveniles (24% compared to 11%).

Age at Program Exit

Juveniles in clinical treatment programs who were 13-15 years old at program exit had the highest recidivism rates (26%), while juveniles 5-12 years old had the lowest (4%). Generally, this pattern held for each of the program types.

Legal Status

Court-involved juveniles in clinical treatment programs had higher recidivism rates than at-risk juveniles (29% and 9% respectively). This finding held regardless of program type; the recidivism rates for court-involved juveniles were between 17 and 21 percentage points higher than at-risk juveniles.

Prior JCPC Admissions

Juveniles in clinical treatment programs with a prior JCPC admission recidivated at a higher rate than juveniles without a prior JCPC admission (24% and 15% respectively). Across program types, the recidivism rates for juveniles with a prior JCPC admission were between 4 and 13 percentage points higher than juveniles without a prior JCPC admission.

Risk Level

Overall, juveniles in lower risk levels had lower recidivism rates. This finding held for each program type. Regardless of program type, recidivism rates for juveniles in the lowest risk level (RL1) were less than 10%, while the recidivism rates for juveniles in the highest risk level (RL5) were at least 30%. The highest recidivism rates were for juveniles assessed as RL5 who exited substance abuse counseling programs (48%) and individual and group counseling programs (43%). For juveniles in family counseling programs, the recidivism rates for juveniles assessed as RL4 and RL5 were similar (31% and 30% respectively).

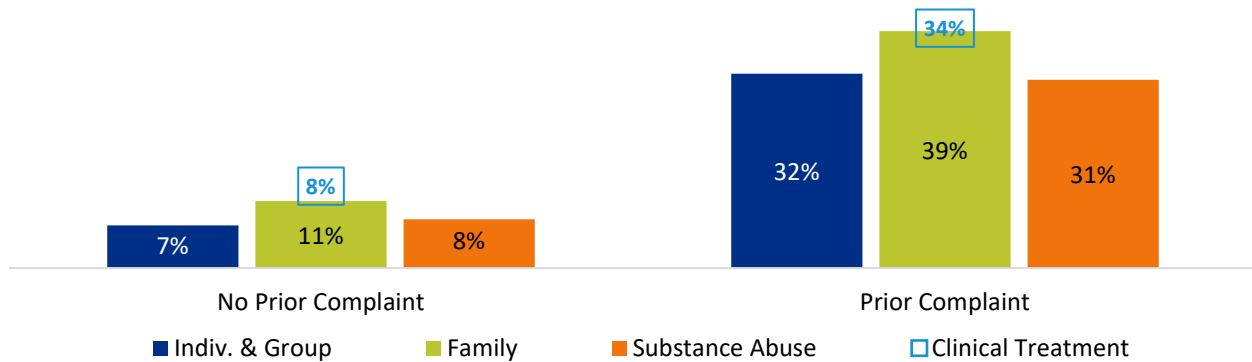
Problem Behaviors

Juveniles in clinical treatment programs with 1 or 2 problem behaviors had the lowest recidivism rates (7% each), with recidivism rates gradually increasing for juveniles with 3, 4, or 5+ problem behaviors (from 11% to 29%). When examining recidivism by program type, recidivism rates increased as the number of problem behaviors increased among juveniles in individual and group counseling. However, this finding did not hold for juveniles in family counseling.

Prior Complaints and Recidivism

Juveniles with prior complaints had higher recidivism rates than juveniles with no prior complaints, both overall and by program type (see Figure 3.11).

Figure 3.11
Recidivism Rates by Prior Complaints: Two-Year Follow-Up

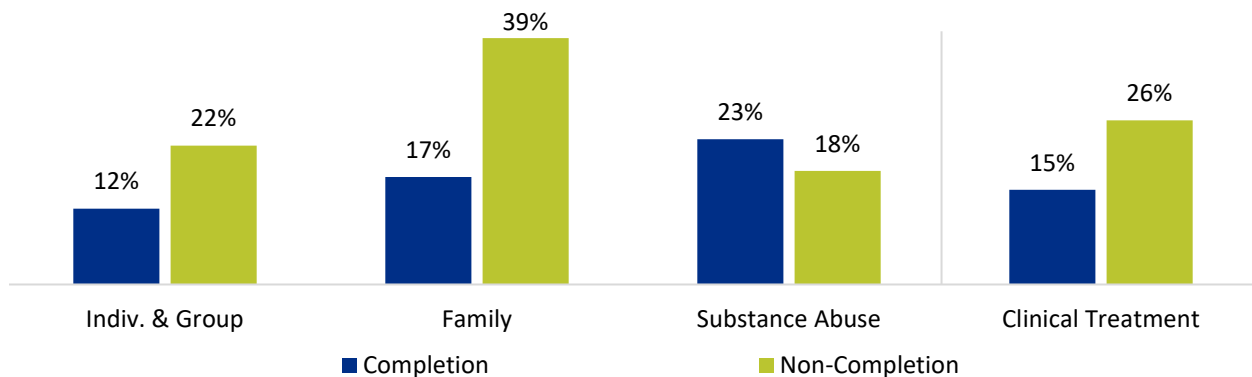


SOURCE: NC Sentencing and Policy Advisory Commission, FY 2022 JCPC Recidivism Sample

Program Completion and Recidivism

As shown in Figure 3.12, juveniles who completed their clinical treatment program had lower recidivism rates (15%) than juveniles who did not complete their program (26%). This finding held for the individual and group counseling and family counseling program types but not for substance abuse counseling. Juveniles who completed substance abuse counseling had higher recidivism rates than juveniles who did not complete substance abuse counseling (23% compared to 18%).

Figure 3.12
Recidivism Rates by Program Completion: Two-Year Follow-Up



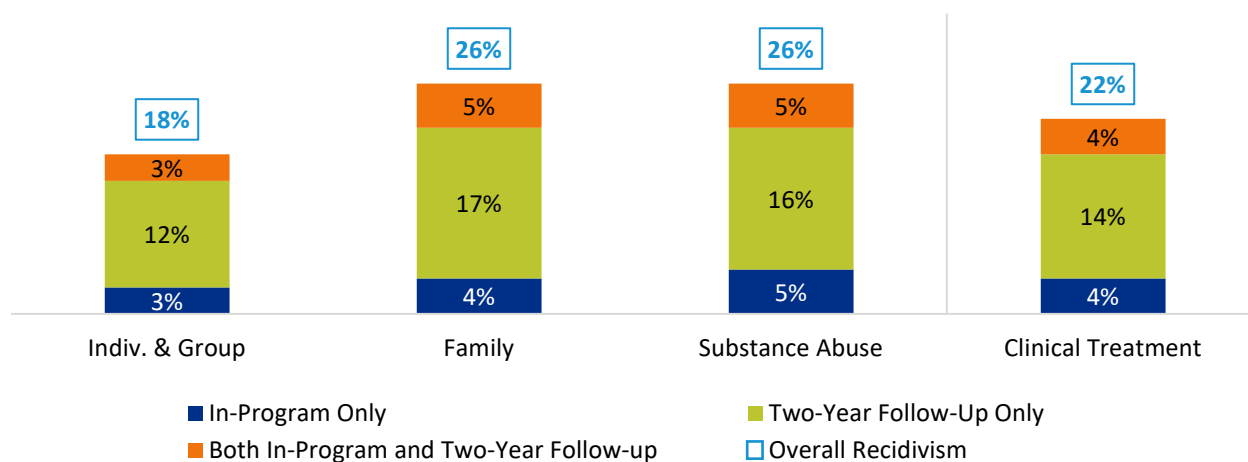
SOURCE: NC Sentencing and Policy Advisory Commission, FY 2022 JCPC Recidivism Sample

Overall Recidivism: In-Program and Two-Year Follow-Up

Figure 3.13 combines the recidivism rates during the time periods shown in Tables 3.3 and 3.4 to examine when recidivist activity occurred – in-program only, the two-year follow-up only, or both time periods. The overall recidivism rates were computed by adding the rates for juveniles with recidivism in-program only, the two-year follow-up only, and during both time periods.

Most recidivism occurred during the two-year follow-up period only (14% of the 22% overall recidivism rate). This finding held regardless of program type. All three program types had similar percentages of juveniles with in-program only recidivism (3% to 5%), as well as juveniles with recidivism during both time periods (3% to 5%). The highest overall recidivism rates were found for juveniles in family counseling and substance abuse counseling (26% each), followed by juveniles in individual and group counseling (18%).

Figure 3.13
Overall Recidivism Rates



Note: The overall recidivism rates were computed by adding the rates for juveniles with recidivism in-program only, the two-year follow-up only, and during both time periods.

SOURCE: NC Sentencing and Policy Advisory Commission, FY 2022 JCPC Recidivism Sample

SUMMARY

Chapter Three examined 1,083 juveniles who exited from JCPC clinical treatment programs in FY 2022. Clinical treatment programs were divided into three program types for analysis: individual and group counseling, family counseling, and substance abuse counseling. Over half (53%) of juveniles who exited from a clinical treatment program received individual and group counseling.

The profile for juveniles who exited from a clinical treatment program is shown in Table 3.6. Juveniles in clinical treatment programs were profiled in several ways (e.g., age, legal status, and risk level). In addition, the three clinical treatment program types were profiled in several ways (e.g., time in program, in-program progress, and program completion). These profiles demonstrated the differences in composition between each program type. Juveniles in individual and group counseling were younger, had the highest percentage assessed in the lowest risk level, and had the lowest percentage with a prior

complaint. Juveniles in substance abuse counseling were, on average, the oldest, had the highest percentage of court-involved juveniles, and had the highest percentage of juveniles assessed in the highest risk level. These compositional differences provide important context when considering the recidivism rates of each type of clinical treatment program.

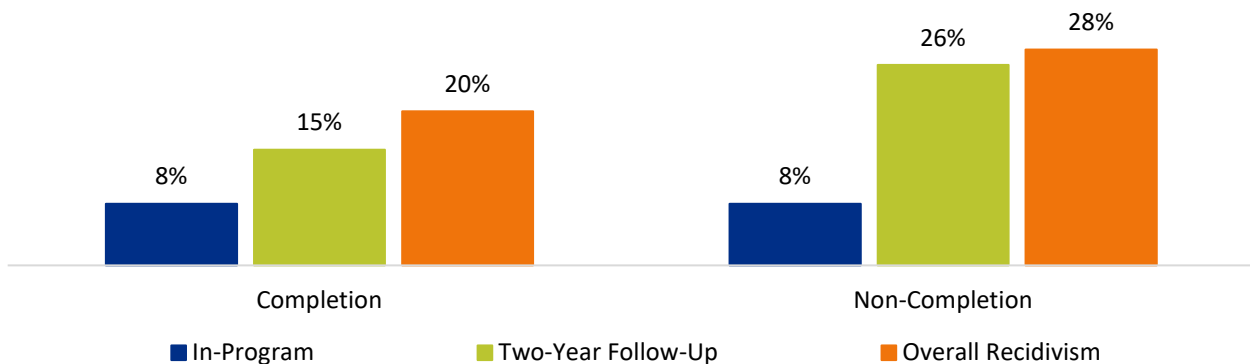
Table 3.6
Summary Profile: Clinical Treatment Participants

Summary Profile	Indiv. & Group n=576	Family n=322	Substance Abuse n=185	Clinical Treatment N=1,083
Personal Characteristics				
Male	51%	62%	65%	56%
White	57%	48%	54%	54%
Avg. Age at Program Exit	14 Years	15 Years	16 Years	14 Years
Prior Complaints	31%	41%	59%	39%
Legal Status				
At-Risk	64%	56%	31%	56%
Court-Involved	36%	44%	69%	44%
Prior JCPC Admission	33%	43%	34%	36%
Risk Level				
RL1 (Lowest)	18%	9%	7%	14%
RL5 (Highest)	7%	13%	13%	10%
Problem Behaviors				
1	28%	13%	19%	22%
5+	34%	49%	54%	42%
Avg. # of Problem Behaviors	4	5	5	4
Avg. # of Direct Service Hours	20	30	12	21
Program Completion	73%	79%	70%	74%

SOURCE: NC Sentencing and Policy Advisory Commission, FY 2022 JCPC Recidivism Sample

Seventy-four percent (74%) of juveniles completed their clinical treatment programs. Figure 3.14 compares recidivism rates between juveniles who completed their program and juveniles who did not based on when recidivism occurred – in-program 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 or both time periods. With the exception of in-program recidivism (8% each), juveniles who completed clinical treatment programs had lower recidivism rates than juveniles who did not complete.

Figure 3.14
Summary of Recidivism Rates by Program Completion

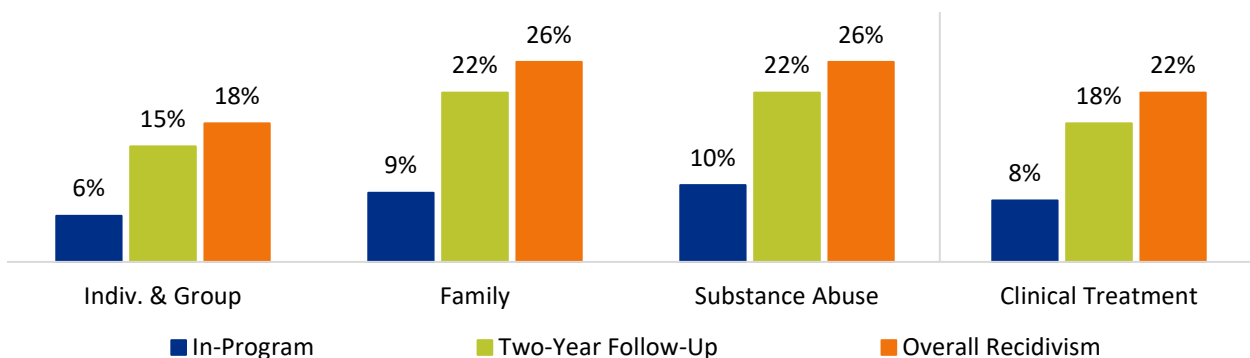


SOURCE: NC Sentencing and Policy Advisory Commission, FY 2022 JCPC Recidivism Sample

Figure 3.15 summarizes the recidivism rates covered in this chapter by program type. Twenty-two percent (22%) of juveniles in clinical treatment programs recidivated while in-program and/or during the two-year follow-up. Eight percent (8%) of juveniles recidivated while participating in clinical treatment programs. During the two-year follow-up, 13% of juveniles recidivated within one year and 18% recidivated within two years. Additional analyses focused on recidivism by participant profile and prior complaints.

Most recidivism occurred during the two-year follow-up, a finding that is not surprising considering the average time juveniles were in a clinical treatment program was about 6 months (183 days). Juveniles in family counseling and substance abuse counseling programs had the highest overall recidivism rates (26% each). These program types had the highest percentages of juveniles in RL5, as well as juveniles with 5 or more problem behaviors.

Figure 3.15
Summary of Recidivism Rates by Program Type



SOURCE: NC Sentencing and Policy Advisory Commission, FY 2022 JCPC Recidivism Sample

CHAPTER FOUR

RESIDENTIAL SERVICES

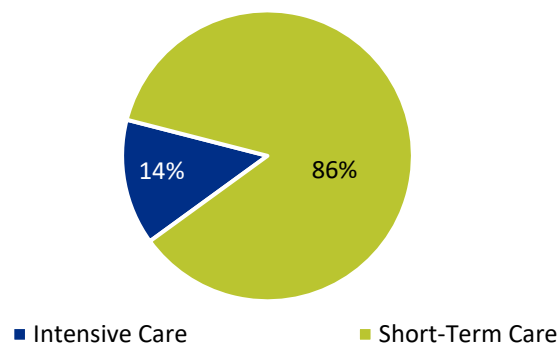
Chapter Four focuses on 355 juveniles who exited from a residential services program between July 1, 2021 and June 30, 2022. Residential services offer help to juveniles who need housing or family assistance. Depending on the needs of the youth, services may include group home care, runaway shelter care, specialized foster care, temporary foster care, or temporary shelter care.²⁶ In FY 2022, juveniles exited from 27 individual residential services programs.²⁷ There are five broad groups of residential services; however, for this analysis, they were further collapsed into two program types consisting of short-term care and intensive care.

Description of Residential Services

Residential Services	Program Type
Group Home Care	Intensive Care
Specialized Foster Care	
Temporary Shelter Care	Short-Term Care
Temporary Foster Care ²⁸	
Runaway Shelter Care	

Most juveniles (86%) who exited from residential services were in short-term care, while the remainder (14%) were in intensive care (see Figure 4.1).

Figure 4.1
Residential Services Participants (N=355)



SOURCE: NC Sentencing and Policy Advisory Commission, FY 2022 JCPC Recidivism Sample

²⁶ For more information on residential services, see Appendix B.

²⁷ Over three-fourths (78%) of residential services programs offered short-term care (21 programs), while 6 programs (22%) offered intensive care.

²⁸ For FY 2022, no exits were reported from temporary foster care programs.

PARTICIPANT PROFILE

This section examines various characteristics of juveniles who exited from residential services in FY 2022. Personal characteristics, prior complaints, risk level, and problem behaviors are among the participant characteristics examined.

Personal Characteristics

Table 4.1 contains information on the personal characteristics of juveniles who received residential services by program type. Juveniles were split evenly between male and female (50% each). One-half (50%) of juveniles in residential services were Black, 38% were White, and 12% were in the Other/Unknown category. Higher percentages of juveniles who exited from intensive care were Black (66%) compared to 48% who exited from short-term care. Eight percent (8%) of juveniles who exited from residential services were Hispanic.

Table 4.1
Personal Characteristics

Personal Characteristics	Intensive Care n=50 %	Short-Term Care n=305 %	Residential N=355 %
Sex			
Male	50	50	50
Female	50	50	50
Race			
White	24	40	38
Black	66	48	50
Other/Unknown	10	12	12
Ethnicity			
Hispanic	4	9	8
Not Hispanic	96	91	92
Age at Program Exit			
5-12 Years	16	14	14
13-15 Years	40	45	45
16 Years and Older	44	41	41

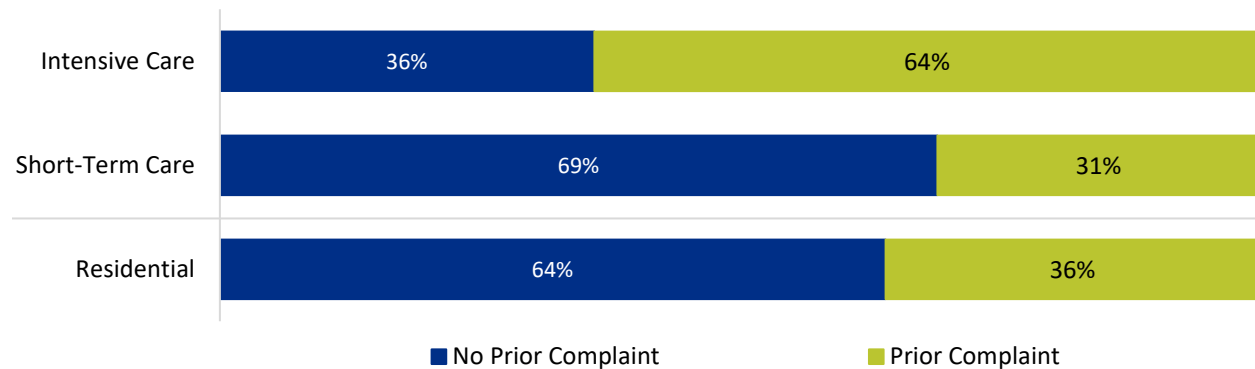
SOURCE: NC Sentencing and Policy Advisory Commission, FY 2022 JCPC Recidivism Sample

On average, juveniles in residential services were 15 years old at program exit; 15 was also the average age at exit for juveniles who received intensive care and short-term care services. Juveniles in the 13-15 years old category comprised the highest percentage of juveniles who received residential services (45%), followed closely by juveniles 16 years and older (41%). The highest percentage of juveniles in intensive care services were 16 years old and older (44%); the highest percentage of juveniles in short-term care services were between 13 and 15 years of age (45%).

Prior Complaints

Thirty-six percent (36%) of juveniles who exited residential services had at least one delinquent complaint prior to entering residential services (*see* Figure 4.2). A lower percentage (31%) of juveniles in short-term care had a prior complaint compared to juveniles in intensive care (64%).

Figure 4.2
Prior Complaints

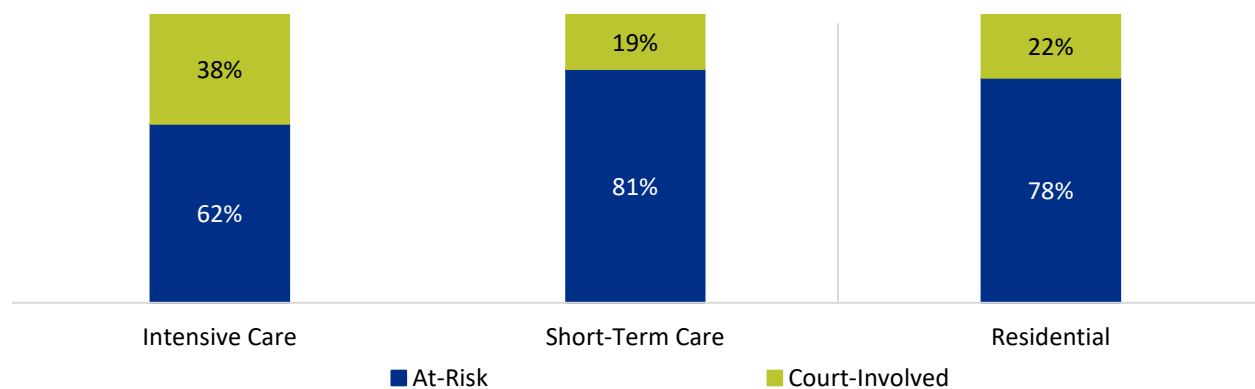


SOURCE: NC Sentencing and Policy Advisory Commission, FY 2022 JCPC Recidivism Sample

Legal Status

Figure 4.3 shows the legal status (i.e., at-risk or court-involved) of the juveniles in residential services. Over three-quarters (78%) of juveniles in residential services were at-risk at the time of program referral. Most juveniles in intensive care (62%) and short-term care (81%) were at-risk.

Figure 4.3
Legal Status

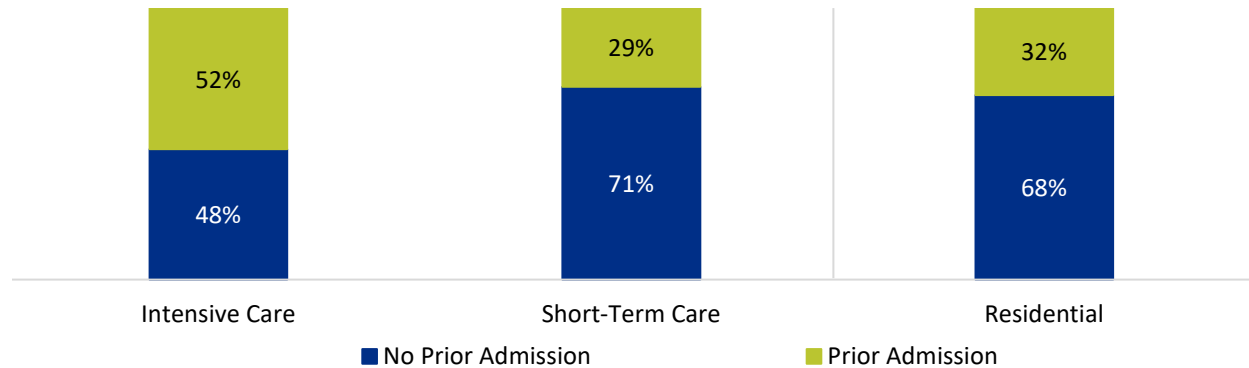


SOURCE: NC Sentencing and Policy Advisory Commission, FY 2022 JCPC Recidivism Sample

Prior JCPC Admissions

Thirty-two percent (32%) of juveniles who received residential services had a prior JCPC admission (see Figure 4.4). Over half of juveniles in intensive care had a prior JCPC admission (52%); the short-term care group had nearly three-quarters (71%) with no prior JCPC admission. Overall, and by program type, juveniles averaged 2 prior JCPC admissions.

Figure 4.4
Prior JCPC Admissions

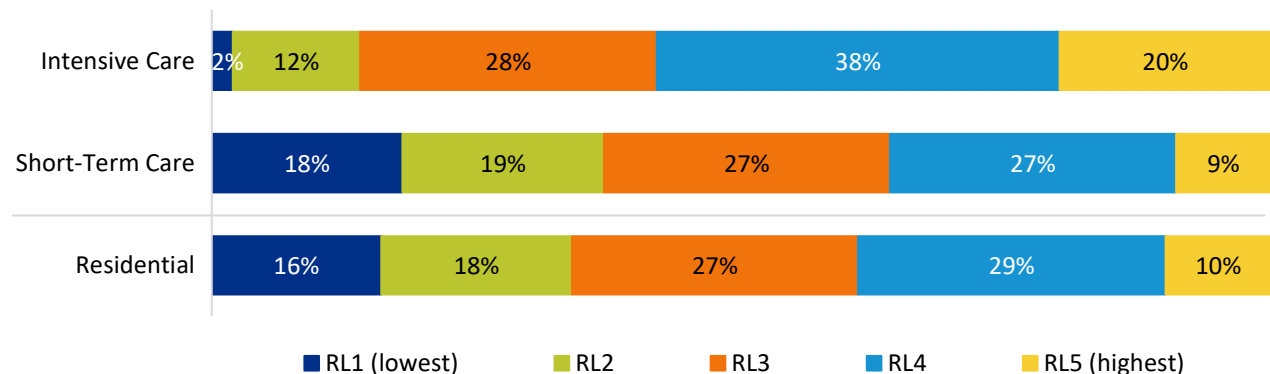


SOURCE: NC Sentencing and Policy Advisory Commission, FY 2022 JCPC Recidivism Sample

Risk Level

As shown in Figure 4.5, the highest percentages of juveniles in residential services were assessed as RL3 (27%) and RL4 (29%). A higher percentage of juveniles in short-term care were assessed as RL1 (18%) compared to juveniles in intensive care (2%). Conversely, a higher percentage of juveniles in intensive care were assessed as RL5 (20%) relative to juveniles in short-term care (9%).

Figure 4.5
Risk Level

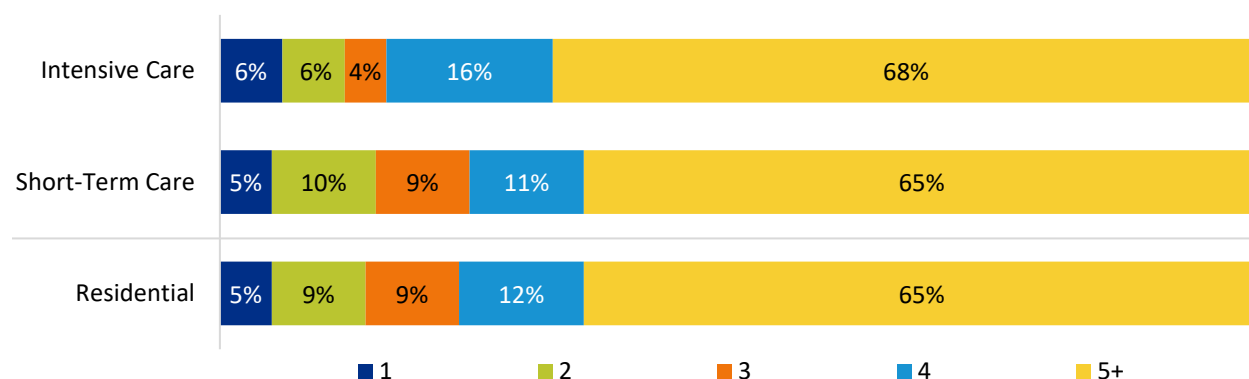


SOURCE: NC Sentencing and Policy Advisory Commission, FY 2022 JCPC Recidivism Sample

Problem Behaviors

Sixty-five percent (65%) of juveniles who exited residential services had 5 or more problem behaviors at referral (see Figure 4.6); the average number of problem behaviors was 6. A similar percentage of juveniles who received intensive care services and short-term care services had 5 or more problem behaviors (68% and 65% respectively). Twenty-four percent (24%) of juveniles in short-term care had between 1 and 3 problem behaviors compared to 16% of juveniles in intensive care.

Figure 4.6
Number of Problem Behaviors



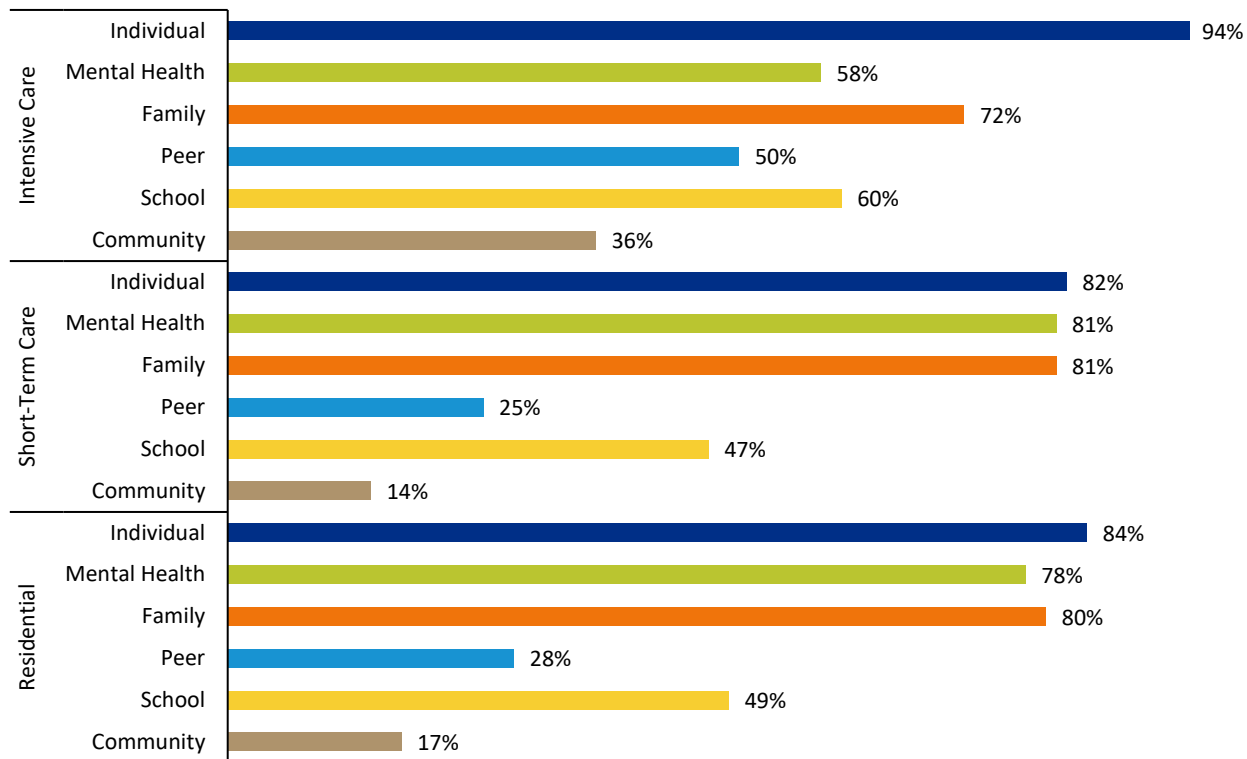
SOURCE: NC Sentencing and Policy Advisory Commission, FY 2022 JCPC Recidivism Sample

Figure 4.7 shows the percentage of juveniles who presented with each type of problem behavior at referral. For juveniles in residential services, problem behaviors involving the individual juvenile (e.g., bullying, fighting, impulsivity) and the juvenile's family were the most common types of problem behaviors (84% and 80% respectively). It is expected that problem behaviors involving a juvenile's family were one of the top problem behaviors given that residential services focus on interventions with a juvenile's family or the temporary removal of a juvenile during a family crisis. In addition, over three-quarters (78%) of all juveniles who received residential services were referred with problem behaviors relating to mental health.

By program type, the highest percentages reported for intensive care were the problem behaviors of individual and family (94% and 72% respectively). Most juveniles who received intensive care services also had school (60%), mental health (58%), and/or peer (50%) problem behaviors. Thirty-six percent (36%) had problem behaviors involving a juvenile's community (e.g., disadvantaged neighborhood).

Eighty-two percent (82%) of juveniles in short-term care had individual problem behaviors, followed closely by 81% each for mental health and family problem behaviors. Forty-seven percent (47%) of juveniles in short-term care had school problem behaviors; peer and community problem behaviors were less prevalent than the other types.

Figure 4.7
Type of Problem Behaviors



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 2022 JCPC Recidivism Sample

PROGRAM PROFILE

The program profile section examines several aspects of the residential services provided to juveniles. Average time involved with the program, progress made within the program, and rates of program completion are examined.

Time in Program

Three measures of duration of program participation – days of enrollment, face-to-face days, and direct service hours – were examined and are presented in Figure 4.8. Juveniles who exited from residential services were enrolled for an average of 19 days. During this time, they received, on average, 18 face-to-face days and 286 direct service hours.

Juveniles in intensive care had higher average enrollment days (29) compared to short-term care (17). Juveniles in intensive care also had more face-to-face days (27), on average, compared to short-term care (16). As for direct service hours, juveniles in intensive care had a higher average number of hours than juveniles in short-term care (328 and 280 respectively).

Figure 4.8
Average Time in Program

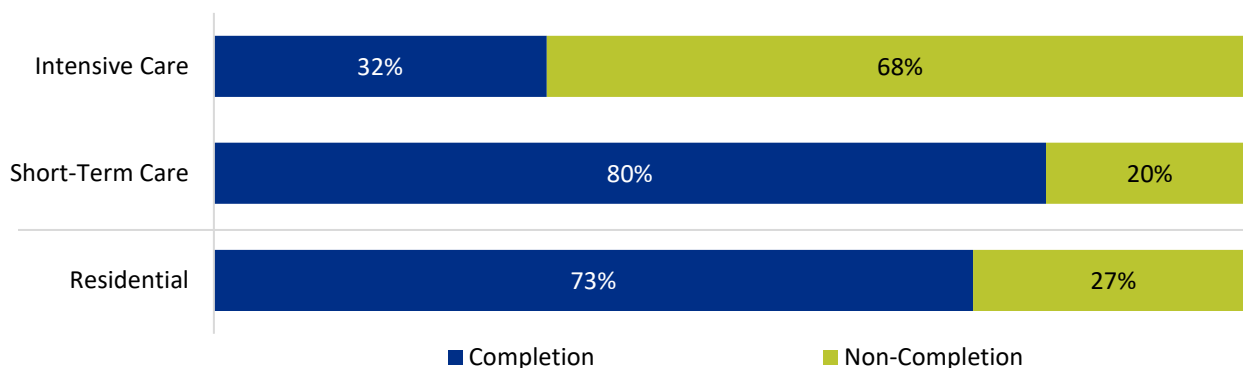


SOURCE: NC Sentencing and Policy Advisory Commission, FY 2022 JCPC Recidivism Sample

Program Completion

Seventy-three percent (73%) of juveniles in residential services completed their program (see Figure 4.9). Most juveniles (80%) in short-term care completed their program compared to less than one-third (32%) of juveniles in intensive care.

Figure 4.9
Program Completion



SOURCE: NC Sentencing and Policy Advisory Commission, FY 2022 JCPC Recidivism Sample

Participant Profile and Completion

Due to the low number of juveniles in intensive care (n=50), the program completion rates discussed below include all juveniles who received residential services (N=355).

Sex, Race, Ethnicity, and Age at Program Exit

Males in residential services had higher completion rates than females (76% and 70% respectively). The highest completion rates were found for juveniles in the Other/Unknown race category (93%) followed by White juveniles (76%) and Black juveniles (66%). Hispanic juveniles had higher completion rates than non-Hispanic juveniles (82% compared to 72%). Juveniles 5-12 years old had the highest completion rate (80%), while completion rates were similar for juveniles 13-15 years old and juveniles 16 years and older (73% and 71% respectively).

Legal Status, Prior JCPC Admissions, and Prior Complaints

At-risk juveniles had higher completion rates than court-involved juveniles (74% and 69% respectively). Juveniles without a prior JCPC admission completed residential services at a higher rate than juveniles with a prior JCPC admission (76% and 68% respectively). Similarly, the completion rate for juveniles without a prior complaint was higher compared to juveniles with a prior complaint (80% and 61% respectively).

Risk Level and Problem Behaviors

Completion rates for juveniles in RL1 through RL3 were similar, ranging from 81% to 84%. Juveniles in the highest risk levels, RL4 and RL5, had lower program completion rates (58% each). For problem behaviors, the highest completion rates were found for juveniles with 3 problem behaviors (87%). Completion rates were nearly identical for juveniles with 2 problem behaviors and 4 problem behaviors (78% and 77% respectively). Juveniles with 5 or more problem behaviors had the lowest program completion rates (69%).

JUVENILE AND ADULT RECIDIVISM

As described in Chapter One, juveniles in the sample were tracked for two periods of time – during participation in a JCPC program (i.e., in-program) and for two years following 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”). Recidivism rates are only reported when there were at least 25 juveniles in a specific category.

Recidivism: In-Program

Juveniles exiting residential services had a 3% in-program recidivism rate (see Table 4.2). Juveniles in intensive care had a slightly higher in-program recidivism rate (4%) compared to short-term care (2%). For juveniles with recidivism, the first recidivist event occurred an average of 1 month after program admission. Of the 9 juveniles with a recidivist event, 56% had a felony as their most serious recidivist offense.

Table 4.2
Recidivism Rates: In-Program

Program Type	N	Recidivism		Most Serious Recidivist Offense		Months to Recidivism Avg.
		#	%	Misd. %	Felony %	
Intensive Care	50	2	4	0	100	1
Short-Term Care	305	7	2	57	43	1
Residential	355	9	3	44	56	1

SOURCE: NC Sentencing and Policy Advisory Commission, FY 2022 JCPC Recidivism Sample

Recidivism: Two-Year Follow-Up

As shown in Table 4.3, 20% of juveniles had at least one delinquent complaint and/or adult arrest during the one-year follow-up and 26% during the two-year follow-up.²⁹ Juveniles who exited from intensive care had the highest recidivism rates during the one-year follow-up (30%) and during the two-year follow-up (36%). The two-year follow-up recidivism rate was 25% for juveniles in short-term care.

For juveniles with recidivism, the first recidivist event occurred an average of 7 months after program exit. Juveniles who participated in intensive care recidivated sooner than juveniles in short-term care (6 months compared to 8 months). Juveniles with a recidivist event averaged 3 recidivist events during follow-up, regardless of program type. At least half of juveniles in each program type had a misdemeanor as their most serious recidivist offense.

Table 4.3
Recidivism Rates: Two-Year Follow-Up

Program Type	N	#	Recidivism		Most Serious Recidivist Offense		Months to Recidivism Avg.
			One-Year Follow-Up %	Two-Year Follow-Up %	Misd. %	Felony %	
Intensive Care	50	18	30	36	61	39	6
Short-Term Care	305	76	19	25	50	50	8
Residential	355	94	20	26	52	48	7

SOURCE: NC Sentencing and Policy Advisory Commission, FY 2022 JCPC Recidivism Sample

Participant Profile and Recidivism

Due to the low number of juveniles in intensive care (n=50), the two-year follow-up recidivism rates discussed below include all juveniles who received residential services (N=355).

Sex, Race, Ethnicity, and Age at Program Exit

Males in residential services had higher recidivism rates than females (34% and 19% respectively). Black juveniles had the highest recidivism rates (36%), followed by White juveniles (19%), and juveniles in the Other/Unknown race category (10%). Non-Hispanic juveniles had recidivism rates that were two times higher than recidivism rates for Hispanic juveniles (28% compared to 14%). Juveniles who were 5-12 years old at program exit had the highest recidivism rates (32%), while juveniles who were 13-15 years of age and 16 years or older had similar rates (25% and 26% respectively).

²⁹ See Appendix H for recidivism rates based on juvenile adjudications and/or adult convictions.

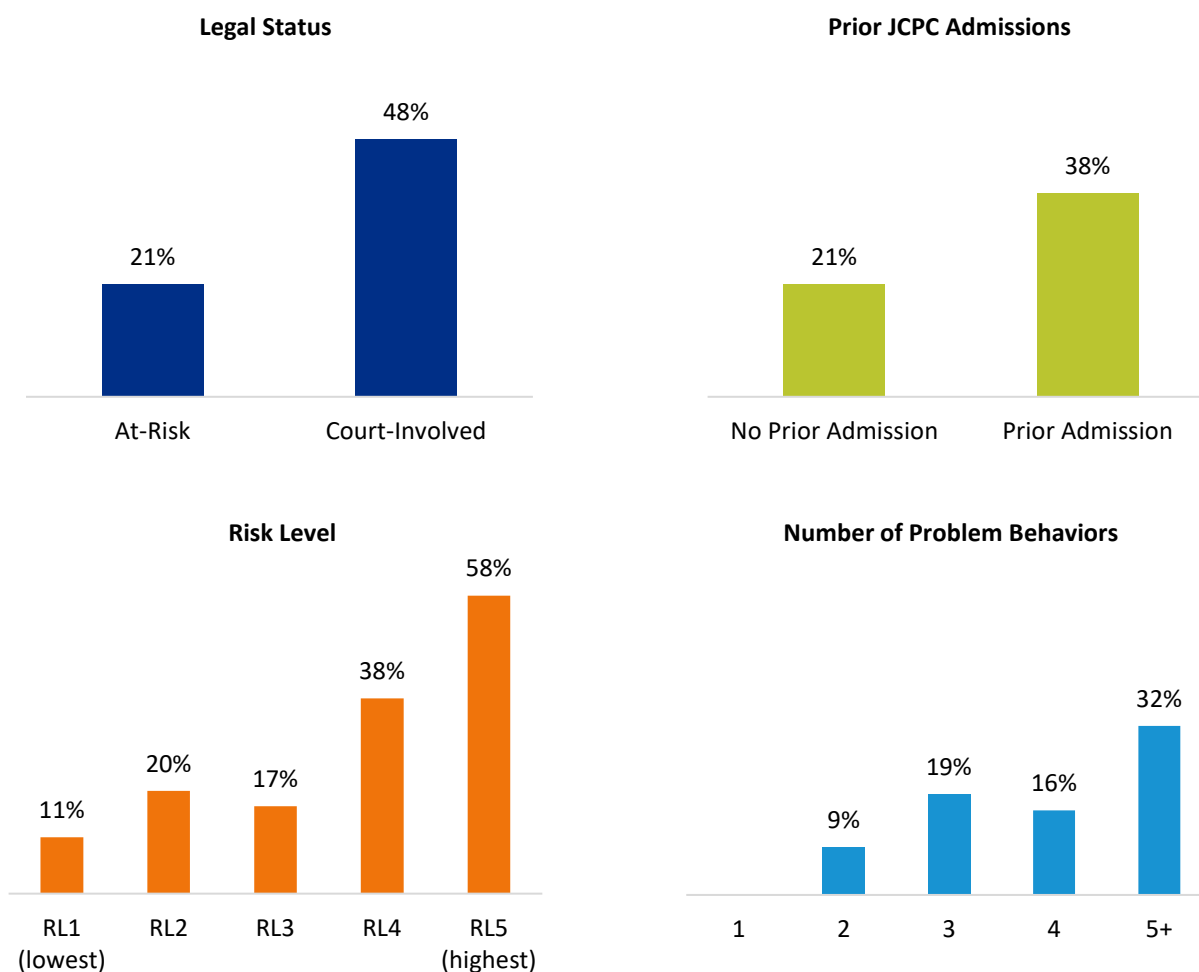
Legal Status and Prior JCPC Admissions

As shown in Figure 4.10, court-involved juveniles had recidivism rates that were more than two times higher than recidivism rates for at-risk juveniles (48% and 21% respectively). Juveniles with a prior JCPC admission had higher recidivism rates than juveniles without a prior JCPC admission (38% and 21% respectively).

Risk Level and Problem Behaviors

Juveniles in RL5 had the highest recidivism rate (58%), while juveniles in RL1 had the lowest recidivism rate (11%) (see Figure 4.10). Juveniles with 5 or more problem behaviors had the highest recidivism rate (32%), which was over three times higher than the recidivism rate for juveniles with 2 problem behaviors (9%).

Figure 4.10
Recidivism Rates by Participant Profile: Two-Year Follow-Up

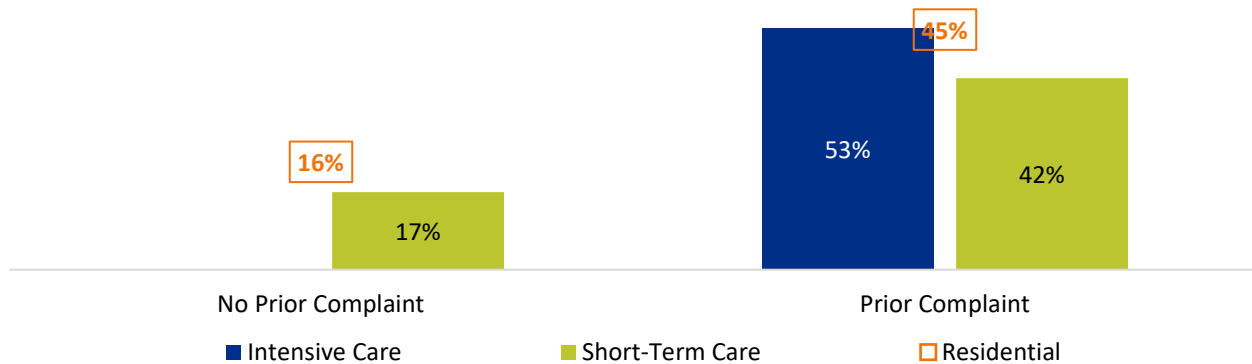


SOURCE: NC Sentencing and Policy Advisory Commission, FY 2022 JCPC Recidivism Sample

Prior Complaints and Recidivism

Juveniles with prior complaints had substantially higher recidivism rates than juveniles with no prior complaints, both overall and for juveniles who received short-term care (see Figure 4.11).

Figure 4.11
Recidivism Rates by Prior Complaints: Two-Year Follow-Up

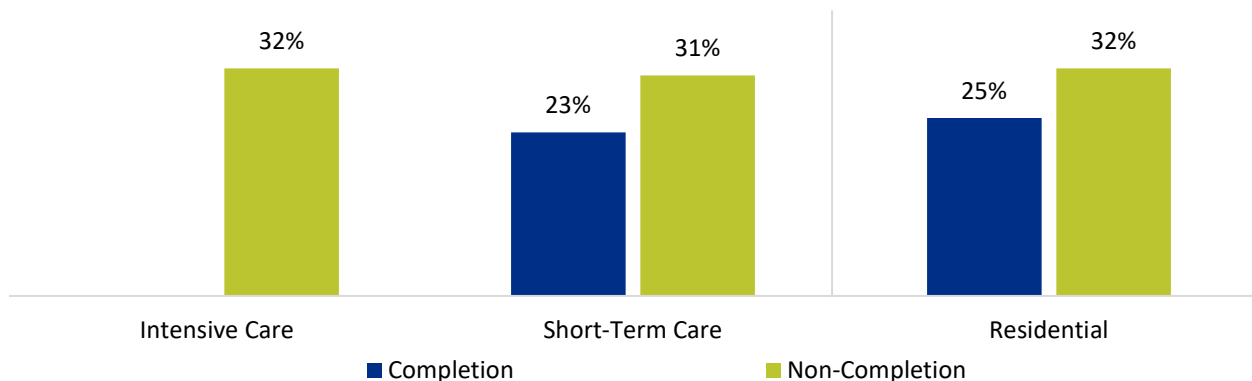


SOURCE: NC Sentencing and Policy Advisory Commission, FY 2022 JCPC Recidivism Sample

Program Completion and Recidivism

As shown in Figure 4.12, juveniles who completed their residential services program had lower recidivism rates (25%) than juveniles who did not complete their program (32%); this finding also held for short-term care.

Figure 4.12
Recidivism Rates by Program Completion: Two-Year Follow-Up



SOURCE: NC Sentencing and Policy Advisory Commission, FY 2022 JCPC Recidivism Sample

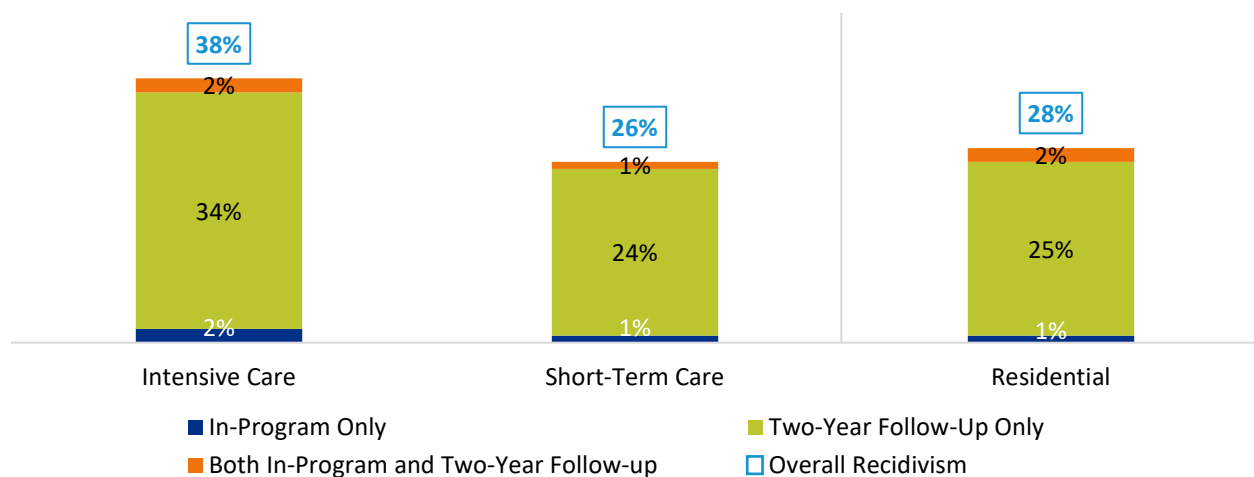
Overall Recidivism: In-Program and Two-Year Follow-Up

Figure 4.13 combines the recidivism rates during the time periods shown in Tables 4.2 and 4.3 to examine when recidivist activity occurred – in-program only, the two-year follow-up only, or both time

periods. The overall recidivism rates were computed by adding the rates for juveniles with recidivism in-program only, the two-year follow-up only, and during both time periods.

Most recidivism occurred during the two-year follow-up period only (25% of the 28% overall recidivism rate). This finding held regardless of program type. The two program types had similar percentages of juveniles with in-program only recidivism, as well as juveniles with recidivism during both time periods. Juveniles in intensive care had higher overall recidivism rates than juveniles in short-term care (38% and 26% respectively).

Figure 4.13
Overall Recidivism Rates



Note: The overall recidivism rates were computed by adding the rates for juveniles with recidivism in-program only, the two-year follow-up only, and during both time periods.

SOURCE: NC Sentencing and Policy Advisory Commission, FY 2022 JCPC Recidivism Sample

SUMMARY

Chapter Four examined 355 juveniles who exited from JCPC residential services in FY 2022. Residential services were divided into two program types for analysis: intensive care and short-term care. Eighty-six percent (86%) of juveniles who exited residential services received short-term care.

The profile for juveniles who received residential services is shown in Table 4.4. Juveniles in residential services were profiled in several ways (e.g., age, legal status, and risk level). In addition, the two residential program types were profiled in several ways (e.g., time in program, in-program progress, and program completion). These profiles demonstrated the differences in composition between each program type. Compared to juveniles in short-term care, juveniles in intensive care had higher percentages of court-involved juveniles and juveniles assessed in the highest risk level. Juveniles in short-term care were mostly at-risk, had a higher percentage of juveniles in the lowest risk level, and had a higher percentage of program completion compared to juveniles in intensive care. These compositional differences provide important context when considering the recidivism rates of each type of residential service.

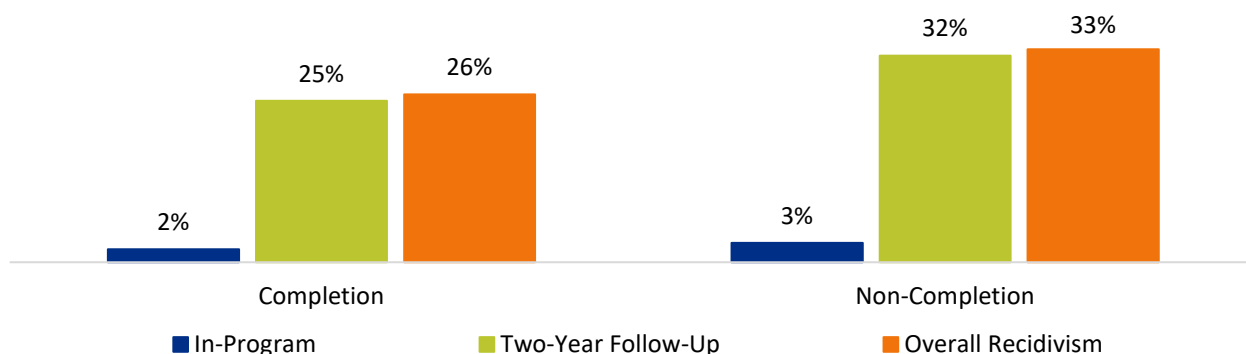
Table 4.4
Summary Profile: Residential Services Participants

Summary Profile	Intensive Care n=50	Short-Term Care n=305	Residential n=355
Personal Characteristics			
Male	50%	50%	50%
White	24%	40%	38%
Avg. Age at Program Exit	15 Years	15 Years	15 Years
Prior Complaints	64%	31%	36%
Legal Status			
At-Risk	62%	81%	78%
Court-Involved	38%	19%	22%
Prior JCPC Admission	52%	29%	32%
Risk Level			
RL1 (Lowest)	2%	18%	16%
RL5 (Highest)	20%	9%	10%
Problem Behaviors			
1	6%	5%	5%
5+	68%	65%	65%
Avg. # of Problem Behaviors	7	6	6
Avg. # of Direct Service Hours	328	280	286
Program Completion	32%	80%	73%

SOURCE: NC Sentencing and Policy Advisory Commission, FY 2022 JCPC Recidivism Sample

Seventy-three percent (73%) of juveniles completed their residential services program. Figure 4.14 compares recidivism rates between juveniles who completed their program and juveniles who did not based on when recidivism occurred – in-program 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 or both time periods. Juveniles who completed their residential services program had lower recidivism rates than juveniles who did not complete.

Figure 4.14
Summary of Recidivism Rates by Program Completion

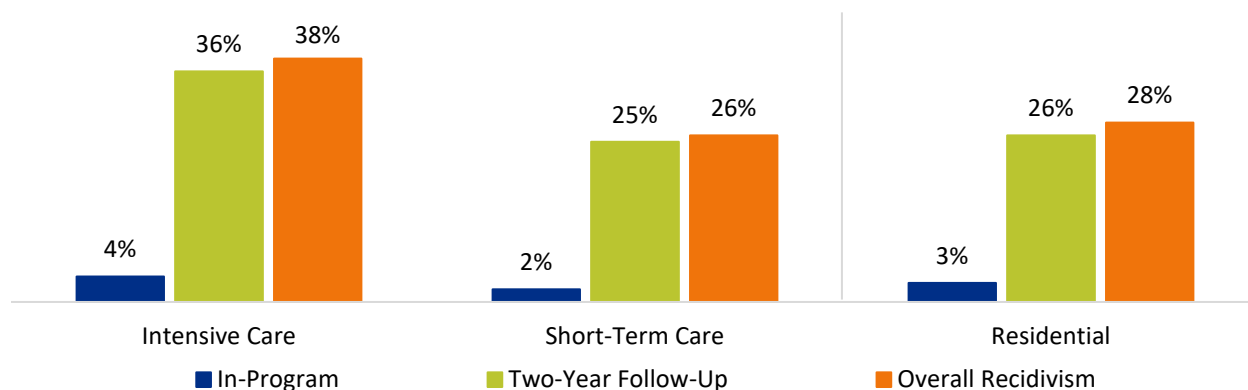


SOURCE: NC Sentencing and Policy Advisory Commission, FY 2022 JCPC Recidivism Sample

Figure 4.15 summarizes the recidivism rates covered in this chapter by program type. Twenty-eight percent (28%) of juveniles who exited from residential services programs recidivated while in-program and/or during the two-year follow-up. Three percent (3%) of juveniles recidivated while participating in residential services programs. During the two-year follow-up, 20% of juveniles recidivated within one year and 26% recidivated within two years. Additional analyses focused on recidivism by participant profile and prior complaints.

Most recidivism occurred during the two-year follow-up, a finding that is not surprising considering the average time juveniles were in a residential service program was less than one month (19 days). Juveniles in intensive care had a higher overall recidivism rate than juveniles in short-term care (38% and 26% respectively). Juveniles in intensive care also had higher percentages in RL5 and with prior complaints.

Figure 4.15
Summary of Recidivism Rates by Program Type



SOURCE: NC Sentencing and Policy Advisory Commission, FY 2022 JCPC Recidivism Sample

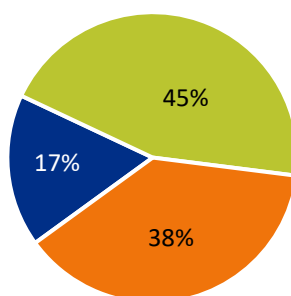
CHAPTER FIVE

RESTORATIVE PROGRAMS

Chapter Five focuses on 5,025 juveniles who exited from a restorative program between July 1, 2021 and June 30, 2022. Restorative programs 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.³⁰ In FY 2022, juveniles exited from 231 individual restorative programs.³¹ These programs have been collapsed into three program types: mediation/conflict resolution, restitution/community service, and teen court.

Forty-five percent (45%) of juveniles who exited from a restorative program participated in a restitution/community service program, 38% participated in teen court, and 17% participated in a mediation/conflict resolution program (see Figure 5.1).

Figure 5.1
Restorative Program Participants (N=5,025)



■ Mediation/Conflict Res. ■ Restitution/Comm. Serv. ■ Teen Court

SOURCE: NC Sentencing and Policy Advisory Commission, FY 2022 JCPC Recidivism Sample

PARTICIPANT PROFILE

This section examines the characteristics of juveniles who exited from a restorative program in FY 2022. Personal characteristics, prior complaints, risk level, and problem behaviors are among the participant characteristics examined.

Personal Characteristics

Table 5.1 contains information on the personal characteristics of juveniles in restorative programs by program type. Two-thirds (67%) of juveniles were male. A higher percentage of juveniles who exited from restitution/community service programs were male (74%) compared to juveniles who exited from

³⁰ For more information on restorative programs, see Appendix B.

³¹ Forty-five percent (45%) of restorative programs offered restitution/community service (103 programs); 84 programs (36%) offered teen court; and 44 programs (19%) offered mediation/conflict resolution.

the other program types. Forty-eight percent (48%) of juveniles in restorative programs were White, 41% were Black, and 11% were in the Other/Unknown category. White juveniles represented a higher percentage of juveniles in mediation/conflict resolution (52%) compared to the other program types. Thirteen percent (13%) of juveniles who exited from restorative programs were Hispanic.

Table 5.1
Personal Characteristics

Personal Characteristics	Mediation/ Conflict Res. n=831 %	Restitution/ Comm. Serv. n=2,272 %	Teen Court n=1,922 %	Restorative N=5,025 %
Sex				
Male	54	74	64	67
Female	46	26	36	33
Race				
White	52	48	47	48
Black	34	43	40	41
Other/Unknown	14	9	13	11
Ethnicity				
Hispanic	14	11	15	13
Not Hispanic	86	89	85	87
Age at Program Exit				
5-12 Years	38	8	11	14
13-15 Years	43	42	54	47
16 Years and Older	19	50	35	39

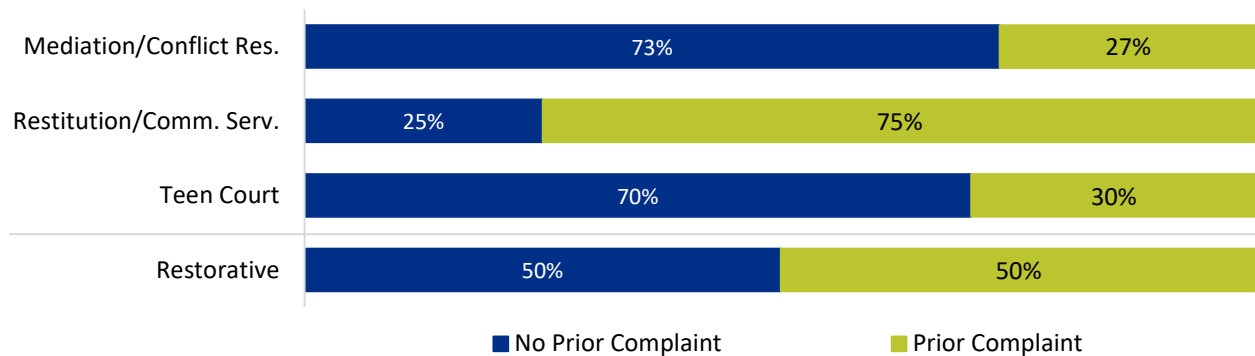
SOURCE: NC Sentencing and Policy Advisory Commission, FY 2022 JCPC Recidivism Sample

On average, juveniles in restorative programs were 15 years old at program exit; juveniles who exited from restitution/community service and teen court were older (15 years old) than juveniles who exited from mediation/conflict resolution (13 years old). The percentage of youth in restitution/community service who were 16 years and older at program exit (50%) was higher than the percentages for teen court (35%) and mediation/conflict resolution (19%).

Prior Complaints

One-half (50%) of juveniles who exited a restorative program had at least one delinquent complaint prior to entering a restorative program (see Figure 5.2). A higher percentage (75%) of juveniles in restitution/community service programs had a prior complaint compared to juveniles in mediation/conflict resolution and teen court programs (27% and 30% respectively).

Figure 5.2
Prior Complaints

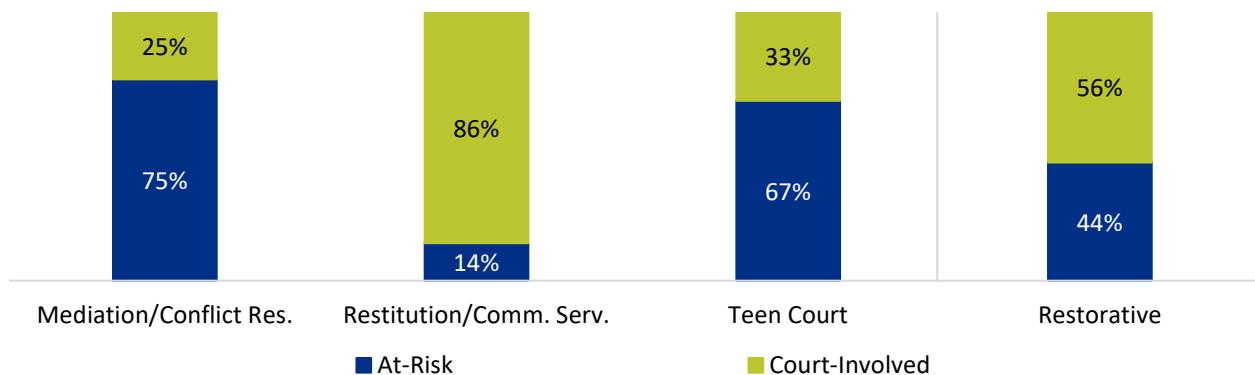


SOURCE: NC Sentencing and Policy Advisory Commission, FY 2022 JCPC Recidivism Sample

Legal Status

Figure 5.3 shows the legal status (i.e., at-risk or court-involved) of the juveniles in restorative programs. Fifty-six percent (56%) of juveniles in restorative programs were court-involved at the time of program referral, including 86% of juveniles in restitution/community service programs. Conversely, 75% of juveniles in mediation/conflict resolution and 67% in teen court were at-risk.

Figure 5.3
Legal Status

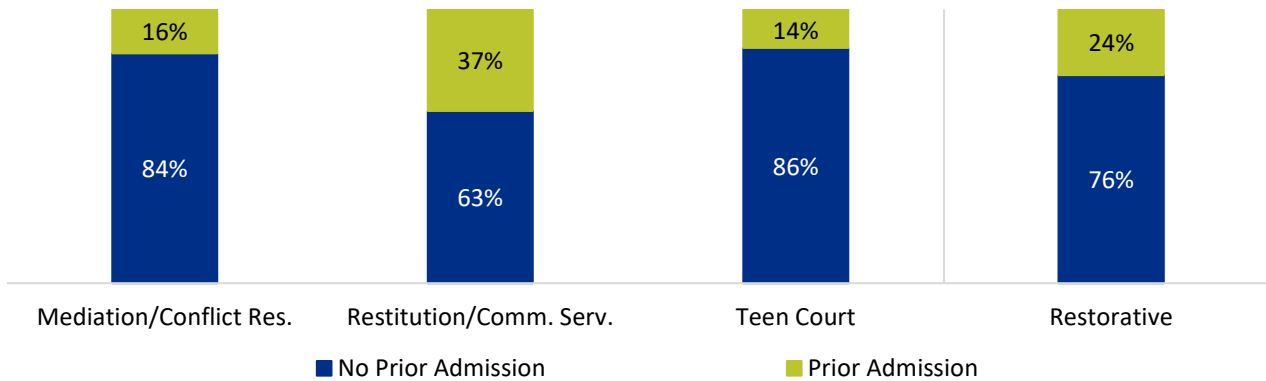


SOURCE: NC Sentencing and Policy Advisory Commission, FY 2022 JCPC Recidivism Sample

Prior JCPC Admissions

Twenty-four percent (24%) of juveniles in restorative programs had a prior JCPC admission (see Figure 5.4). Restitution/community service programs had a higher percentage of juveniles with a prior JCPC admission (37%) than the other program types. Juveniles in teen court programs averaged 1 prior JCPC admission, while juveniles in the other program types averaged 2 prior JCPC admissions.

Figure 5.4
Prior JCPC Admissions

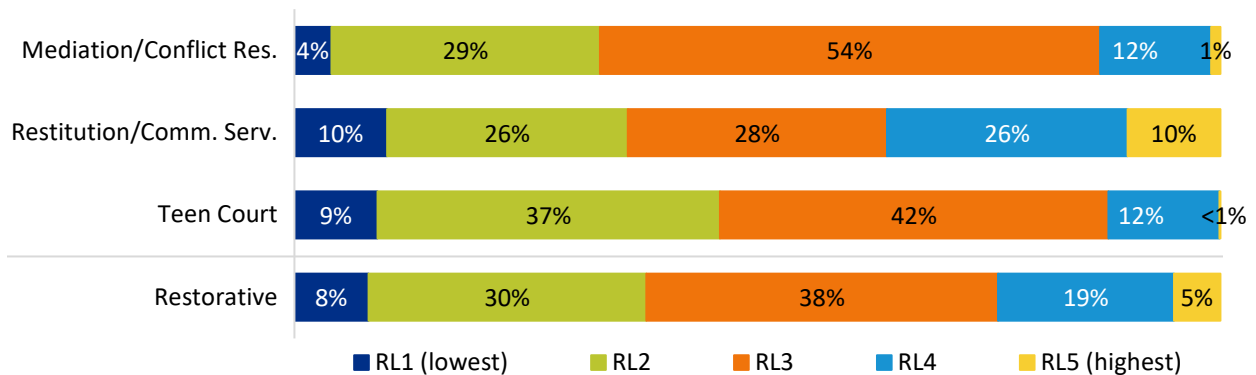


SOURCE: NC Sentencing and Policy Advisory Commission, FY 2022 JCPC Recidivism Sample

Risk Level

As shown in Figure 5.5, the highest percentage of juveniles exiting restorative programs were assessed as RL3 (38%), with small percentages of juveniles in RL1 (8%) and RL5 (5%). The highest percentage of juveniles in mediation/conflict resolution and teen court programs were in RL3 (54% and 42% respectively). Juveniles in restitution/community service were evenly split across RL2, RL3, and RL4 (26%, 28%, and 26% respectively).

Figure 5.5
Risk Level

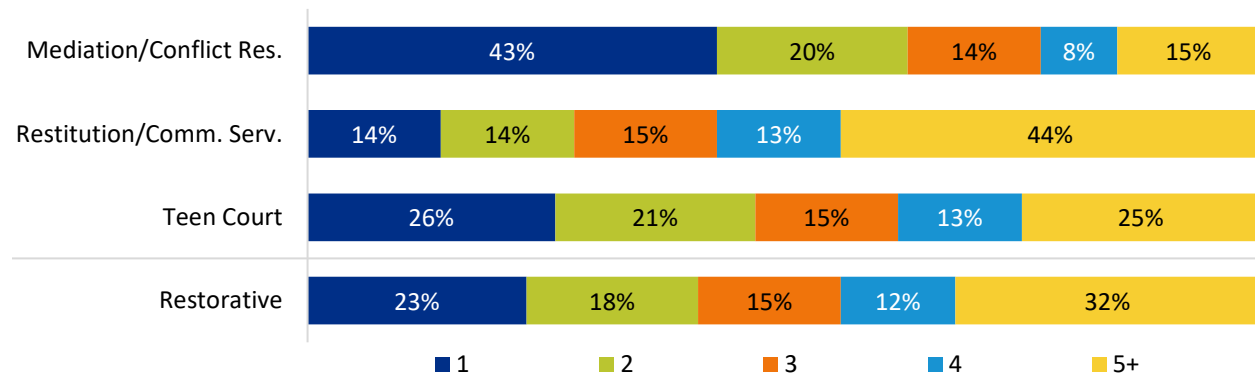


SOURCE: NC Sentencing and Policy Advisory Commission, FY 2022 JCPC Recidivism Sample

Problem Behaviors

Thirty-two percent (32%) of juveniles who exited a restorative program had 5 or more problem behaviors at referral (see Figure 5.6); the average number of problem behaviors was 4. Forty-four percent (44%) of juveniles in restitution/community service had 5 or more problem behaviors. A similar percentage of juveniles in teen court had 1 problem behavior (26%) or 5 or more problem behaviors (25%). Mediation/conflict resolution had the highest percentage of juveniles with 1 problem behavior (43%).

Figure 5.6
Number of Problem Behaviors

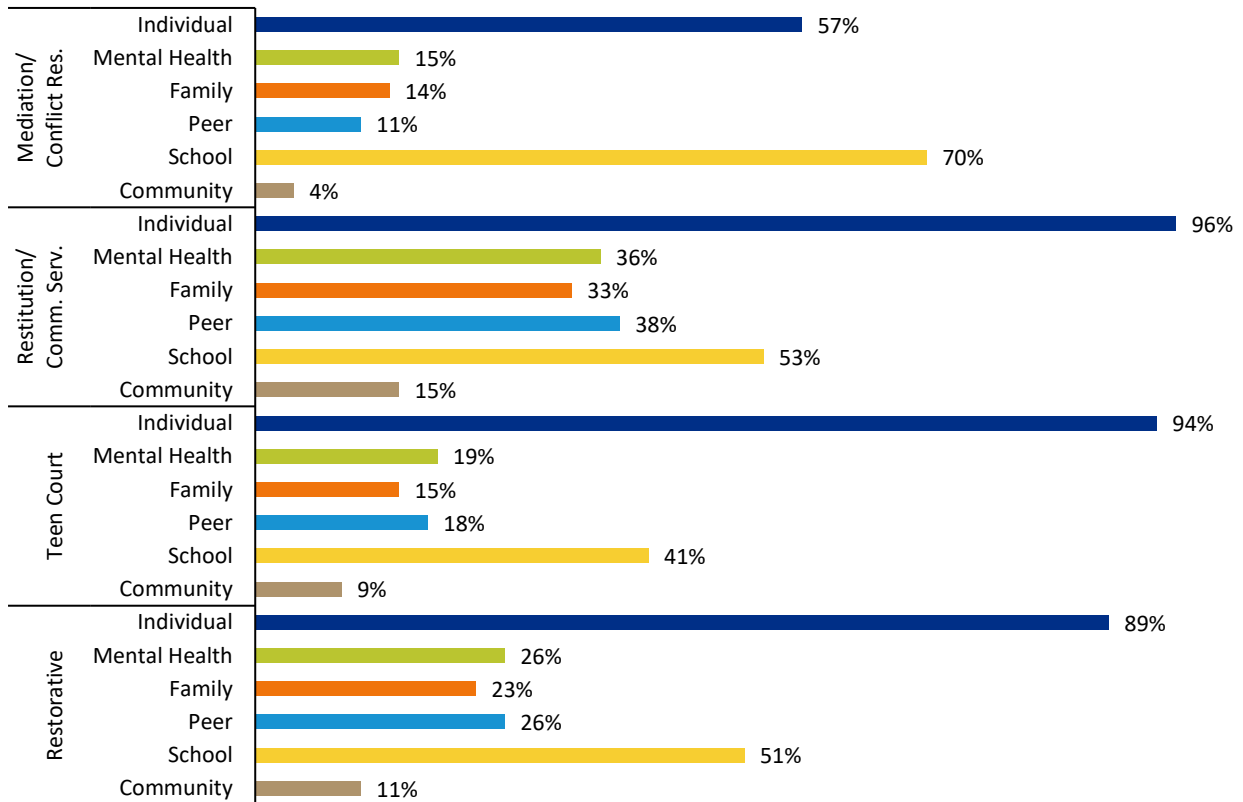


SOURCE: NC Sentencing and Policy Advisory Commission, FY 2022 JCPC Recidivism Sample

Figure 5.7 shows the percentage of juveniles who presented with each type of problem behavior at referral. For juveniles in restorative programs, problem behaviors involving the individual juvenile (e.g., bullying, fighting, impulsivity) and school were the most common types of problem behaviors (89% and 51% respectively).

Nearly all juveniles in restorative/community service and teen court programs had individual problem behaviors (96% and 94% respectively). Most juveniles in mediation/conflict resolution (70%) and restitution/community service (53%) reported school problem behaviors. Generally, problem behaviors involving a juvenile's community (e.g., disadvantaged neighborhood) were less prevalent than the other types.

Figure 5.7
Type of Problem Behaviors



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 2022 JCPC Recidivism Sample

PROGRAM PROFILE

The program profile section examines several aspects of the services provided to juveniles by restorative programs. Average time involved with the program, progress made within the program, and rates of program completion are examined.

Time in Program

Three measures of duration of program participation – days of enrollment, face-to-face days, and direct service hours were examined. Juveniles who exited from restorative programs were enrolled for an average of 91 days. During this time, they received, on average, 7 face-to-face days and 19 direct service hours.

As shown in Figure 5.8, juveniles in restitution/community service had the longest average enrollment days (104), as well as the highest average number of face-to-face days (9) and direct service hours (31) compared to the other program types. Juveniles in mediation/conflict resolution, by comparison, had the shortest average enrollment days (45), number of face-to-face days (3), and direct service hours (4).

Figure 5.8
Average Time in Program

Mediation/Conflict Res.	Restitution/Comm. Serv.	Teen Court
<ul style="list-style-type: none"> •45 days enrolled •3 face-to-face days •4 direct service hours 	<ul style="list-style-type: none"> •104 days enrolled •9 face-to-face days •31 direct service hours 	<ul style="list-style-type: none"> •95 days enrolled •6 face-to-face days •12 direct service hours

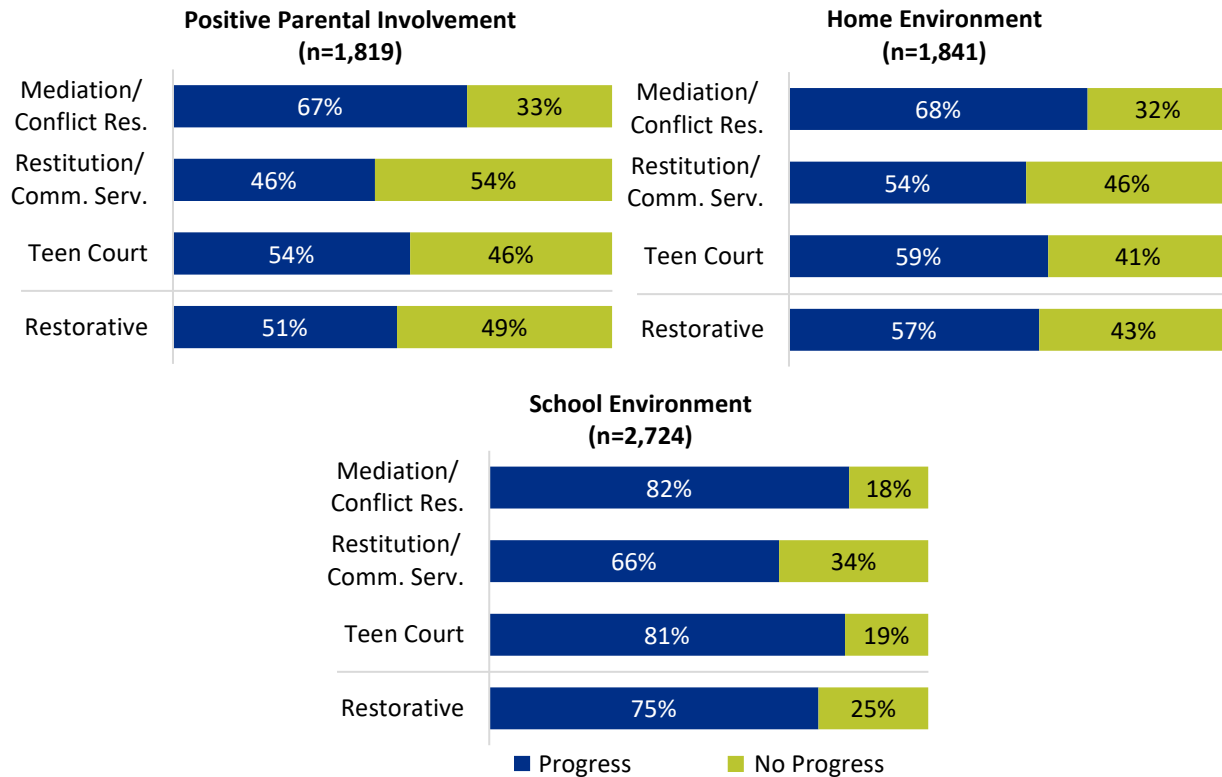
SOURCE: NC Sentencing and Policy Advisory Commission, FY 2022 JCPC Recidivism Sample

In-Program Progress

Three different measures of progress during participation in restorative programs were examined – no problem at referral or since, progress, or no progress. Some juveniles did not have certain identified problems; 64% of restorative participants did not have positive parental involvement as an identified problem, followed by 63% for home environment, and 46% for school environment.

Figure 5.9 is limited to juveniles with an identified problem and shows whether progress was made for each area of in-program progress. Half (51%) of juveniles in restorative programs showed progress regarding positive parental involvement, 57% showed progress at home, and 75% showed progress at school. For all three in-program progress measures, juveniles in mediation/conflict resolution had the highest percentages of progress with percentages ranging from 67% to 82%. Conversely, juveniles in restitution/community service had the lowest percentage of positive parental progress (46%), progress at home (54%), and progress at school (66%).

Figure 5.9
In-Program Progress

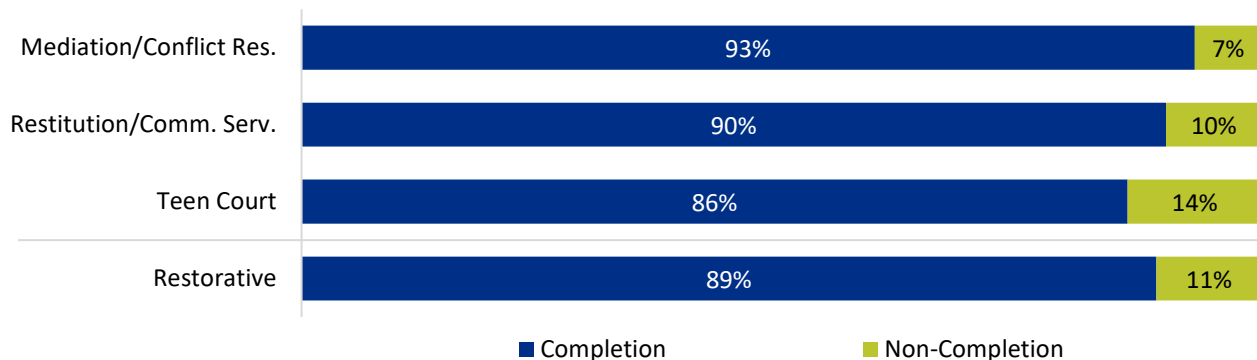


SOURCE: NC Sentencing and Policy Advisory Commission, FY 2022 JCPC Recidivism Sample

Program Completion

Eighty-nine percent (89%) of juveniles in restorative programs completed their program (see Figure 5.10). Completion rates were high for all three program types ranging from 86% (teen court) to 93% (mediation/conflict resolution).

Figure 5.10
Program Completion



SOURCE: NC Sentencing and Policy Advisory Commission, FY 2022 JCPC Recidivism Sample

Completion rates for restorative programs are further explored in Table 5.2 within the context of program type and participant profile. Program completion rates are only reported when there were at least 25 juveniles in a specific category.

Table 5.2
Program Completion Rates

Participant Profile	N	Mediation/ Conflict Res. n=831 %	Restitution/ Comm. Serv. n=2,272 %	Teen Court n=1,922 %	Restorative N=5,025 %
Sex					
Male	3,370	93	90	86	89
Female	1,655	94	90	86	89
Race					
White	2,419	95	92	89	91
Black	2,034	91	87	80	85
Other/Unknown	572	91	95	92	92
Ethnicity					
Hispanic	647	91	92	88	90
Not Hispanic	4,378	94	90	85	89
Age at Program Exit					
5-12 Years	707	93	95	89	93
13-15 Years	2,352	94	91	85	89
16 Years and Older	1,966	92	88	86	88
Legal Status					
At-Risk	2,223	93	90	85	88
Court-Involved	2,802	95	90	88	90
Prior JCPC Admissions					
No Prior Admission	3,803	94	91	86	89
Prior Admission	1,222	89	88	87	88
Prior Complaints					
No Prior Complaint	2,525	93	92	86	89
Prior Complaint	2,500	94	89	85	89
Risk Level					
RL1 (lowest)	424	94	90	91	91
RL2	1,533	95	93	88	91
RL3	1,889	94	92	86	90
RL4	933	87	88	74	85
RL5 (highest)	246	--	80	--	80
Problem Behaviors					
1	1,178	94	93	88	91
2	907	95	91	88	90
3	750	95	92	89	91
4	595	92	92	83	88
5+	1,595	89	87	81	85
Total	5,025	93	90	86	89

SOURCE: NC Sentencing and Policy Advisory Commission, FY 2022 JCPC Recidivism Sample

Sex

Overall, and by program type, males and females had similar completion rates.

Race and Ethnicity

White juveniles in restorative programs, as well as juveniles in the Other/Unknown race category, had higher completion rates (91% and 92% respectively) than Black juveniles (85%). White juveniles in mediation/conflict resolution and Other/Unknown individuals in restitution/community service had the highest completion rates (95%). Both overall, and by program type, Hispanic and non-Hispanic juveniles completed restorative programs at similar rates.

Age at Program Exit

Juveniles 5-12 years old in restorative programs had higher completion rates than juveniles 13-15 years old and juveniles 16 years and older. This finding held for juveniles in restitution/community service and teen court programs; however, for mediation/conflict resolution programs completion rates were similar across age categories.

Legal Status

At-risk and court-involved juveniles had similar completion rates (88% and 90% respectively). Completion rates by legal status were similar for each program type, with the largest difference observed for teen court programs, where at-risk juveniles had a slightly lower completion rate than court-involved juveniles (85% and 88% respectively).

Prior JCPC Admissions

For juveniles in restorative programs, juveniles with and without a prior JCPC admission completed their programs at nearly identical rates (88% and 89% respectively), as did juveniles in teen court programs (87% and 86% respectively). Juveniles without a prior JCPC admission completed mediation/conflict resolution at a higher rate than juveniles with a prior JCPC admission (94% compared to 89%).

Prior Complaints

Overall, and by program type, juveniles with and without a prior complaint had similar completion rates. Juveniles without a prior complaint completed restitution/community service programs at a slightly higher rate than juveniles with a prior complaint (92% compared to 89%).

Risk Level

Juveniles assessed as RL1 through RL3 had similar completion rates (either 90% or 91%); the completion rates for juveniles assessed as RL4 and RL5 were lower (85% and 80% respectively). This finding generally held regardless of program type.

Problem Behaviors

Among juveniles in restorative programs, juveniles with between 1 and 3 problem behaviors had similar completion rates (either 90% or 91%); the completion rates for juveniles with 4 or 5 or more problem behaviors were lower (88% and 85% respectively). This finding generally held regardless of program type.

JUVENILE AND ADULT RECIDIVISM

As described in Chapter One, juveniles in the sample were tracked for two periods of time – during participation in a JCPC program (i.e., in-program) and for two years following 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”). Recidivism rates are only reported when there were at least 25 juveniles in a specific category.

Recidivism: In-Program

Juveniles exiting restorative programs had a 6% in-program recidivism rate (see Table 5.3). Juveniles in restitution/community service had the highest in-program recidivism rate (9%) compared to the other program types (2% for mediation/conflict resolution and 4% for teen court). For juveniles with recidivism, the first recidivist event occurred an average of 2 months after program admission. Fifty-nine percent (59%) had a misdemeanor as their most serious recidivist offense.

Table 5.3
Recidivism Rates: In-Program

Program Type	N	Recidivism		Most Serious Recidivist Offense		Months to Recidivism Avg.
		#	%	Misd. %	Felony %	
Mediation/Conflict Res.	831	19	2	84	16	1
Restitution/Comm. Serv.	2,272	204	9	50	50	2
Teen Court	1,922	68	4	79	21	1
Restorative	5,025	291	6	59	41	2

SOURCE: NC Sentencing and Policy Advisory Commission, FY 2022 JCPC Recidivism Sample

Recidivism: Two-Year Follow-Up

As shown in Table 5.4, 16% of juveniles had at least one delinquent complaint and/or adult arrest during the one-year follow-up and 23% during the two-year follow-up.³² Juveniles who exited from restitution/community service had the highest recidivism rates during both the one-year follow-up (20%) and the two-year follow-up (29%). The two-year follow-up recidivism rates were 21% for teen court and 15% for mediation/conflict resolution.

³² See Appendix H for recidivism rates based on juvenile adjudications and/or adult convictions.

For juveniles with recidivism, the first recidivist event occurred an average of 9 months after program exit. There was little variation in the average months to recidivism between the program types (8 months for mediation/conflict resolution and 9 months for the other program types). Juveniles with a recidivist event averaged 2 recidivist events during follow-up, regardless of program type. Forty-eight (48%) of juveniles who recidivated during the two-year follow up had a felony as their most serious recidivist offense. The percentage of juveniles with a felony as their most serious recidivist offense ranged from 31% of juveniles in mediation/conflict resolution programs to 56% in restitution/community service.

Table 5.4
Recidivism Rates: Two-Year Follow-Up

Program Type	N	#	Recidivism		Most Serious Recidivist Offense		Months to Recidivism Avg.
			One-Year Follow-Up %	Two-Year Follow-Up %	Misd. %	Felony %	
Mediation/Conflict Res.	831	124	10	15	69	31	8
Restitution/Comm. Serv.	2,272	648	20	29	44	56	9
Teen Court	1,922	394	13	21	59	41	9
Restorative	5,025	1,166	16	23	52	48	9

SOURCE: NC Sentencing and Policy Advisory Commission, FY 2022 JCPC Recidivism Sample

Participant Profile and Recidivism

Two-year follow-up recidivism rates are further explored in Table 5.5 within the context of program type and participant profile.

Sex

Overall, males had higher recidivism rates than females (27% and 16% respectively). Males in restitution/community service programs had a higher recidivism rate (32%) compared to males in teen court (23%) and mediation/conflict resolution (16%). Recidivism rates for females were similar across all program types, ranging from 14% for mediation/conflict resolution to 17% for restitution/community service.

Race and Ethnicity

Black juveniles in restorative programs had the highest recidivism rates (30%), followed by White juveniles (19%) and juveniles in the Other/Unknown race category (16%). This finding held for each program type. Hispanic juveniles had lower recidivism rates than non-Hispanic juveniles (16% compared to 24%); this finding also held regardless of program type.

Table 5.5
Recidivism Rates by Participant Profile: Two-Year Follow-Up

Participant Profile	N	Mediation/ Conflict Res. n=831 %	Restitution/ Comm. Serv. n=2,272 %	Teen Court n=1,922 %	Restorative N=5,025 %
Sex					
Male	3,370	16	32	23	27
Female	1,655	14	17	16	16
Race					
White	2,419	13	23	17	19
Black	2,034	21	36	26	30
Other/Unknown	572	7	22	15	16
Ethnicity					
Hispanic	647	7	22	14	16
Not Hispanic	4,378	16	29	22	24
Age at Program Exit					
5-12 Years	707	6	23	21	15
13-15 Years	2,352	21	32	23	26
16 Years and Older	1,966	17	27	17	23
Legal Status					
At-Risk	2,223	12	19	20	17
Court-Involved	2,802	25	30	22	28
Prior JCPC Admissions					
No Prior Admission	3,803	13	26	19	21
Prior Admission	1,222	24	33	28	31
Risk Level					
RL1 (lowest)	424	3	19	10	14
RL2	1,533	15	17	16	16
RL3	1,889	12	27	21	21
RL4	933	29	36	40	36
RL5 (highest)	246	--	51	--	51
Problem Behaviors					
1	1,178	8	13	15	12
2	907	16	20	16	18
3	750	21	24	21	23
4	595	17	29	21	25
5+	1,595	26	38	29	34
Total	5,025	15	29	21	23

SOURCE: NC Sentencing and Policy Advisory Commission, FY 2022 JCPC Recidivism Sample

Age at Program Exit

Juveniles in restorative programs who were 13-15 years old at program exit had the highest recidivism rates (26%) while juveniles 5-12 years old had the lowest (15%). Generally, this pattern held for each of the program types.

Legal Status

Court-involved juveniles in restorative programs recidivated at a higher rate than at-risk juveniles (28% and 17% respectively). Recidivism rates for court-involved juveniles were higher than at-risk juveniles in mediation/conflict resolution (25% compared to 12%) and restitution/community service programs (30% compared to 19%). For teen court, the recidivism rates were similar for at-risk (20%) and court-involved (22%) juveniles.

Prior JCPC Admissions

Juveniles in restorative programs with a prior JCPC admission recidivated at a higher rate than juveniles without a prior JCPC admission (31% and 21% respectively). Across program types, the recidivism rates for juveniles with a prior JCPC admission were between 7 and 11 percentage points higher than juveniles without a prior JCPC admission.

Risk Level

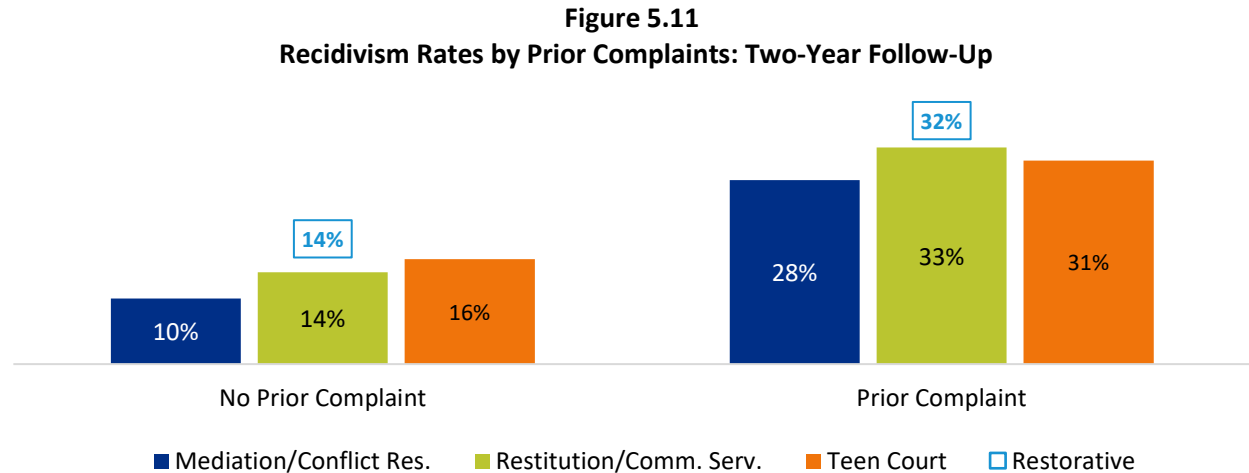
Overall, juveniles in lower risk levels had lower recidivism rates; rates increased as risk level increased, ranging from 14% for juveniles in the lowest risk level (RL1) to 51% for juveniles in the highest risk level (RL5). The lowest recidivism rate was for juveniles assessed as RL1 who exited from mediation/conflict resolution programs (3%); the highest recidivism rate was for juveniles assessed as RL5 in restitution/community service programs (51%).

Problem Behaviors

Juveniles in restorative programs with fewer problem behaviors had lower recidivism rates, ranging from 12% for juveniles with 1 problem behavior to 34% for juveniles with at least 5 problem behaviors. When examining recidivism by program type, recidivism rates generally increased as the number of problem behaviors increased among juveniles in restitution/community service and teen court programs. However, this finding did not hold for juveniles in mediation/conflict resolution programs.

Prior Complaints and Recidivism

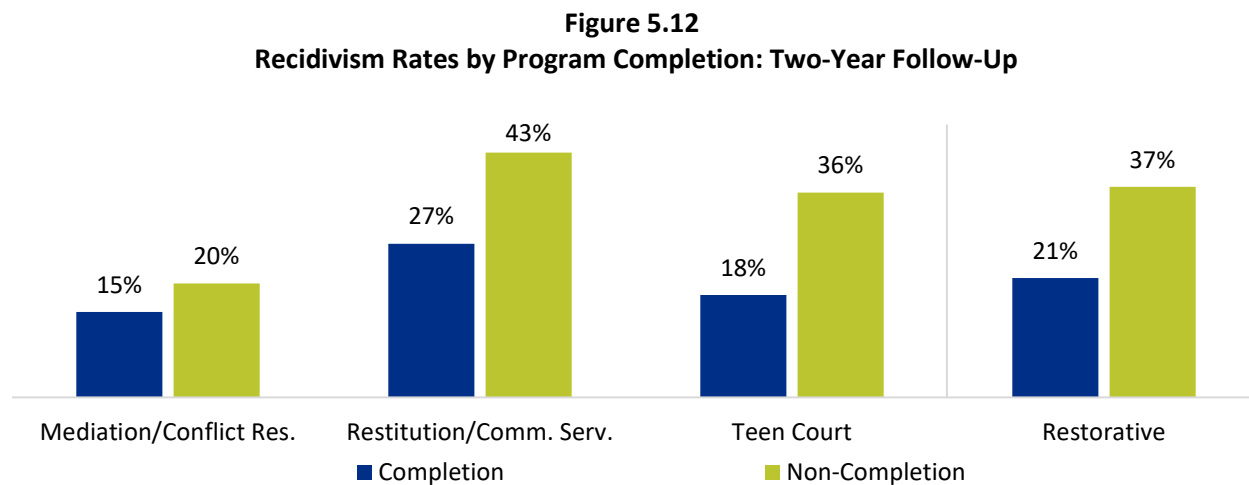
Juveniles with prior complaints had higher recidivism rates than juveniles with no prior complaints, both overall and by program type (see Figure 5.11).



SOURCE: NC Sentencing and Policy Advisory Commission, FY 2022 JCPC Recidivism Sample

Program Completion and Recidivism

As shown in Figure 5.12, juveniles who completed their restorative program had lower recidivism rates (21%) than juveniles who did not complete their program (37%). This finding held across all program types.



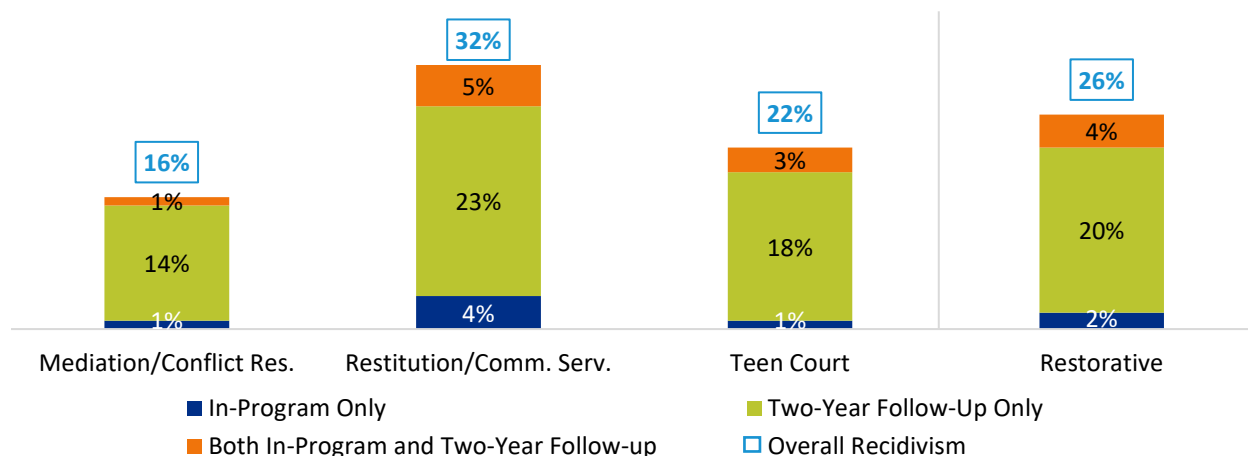
SOURCE: NC Sentencing and Policy Advisory Commission, FY 2022 JCPC Recidivism Sample

Overall Recidivism: In-Program and Two-Year Follow-Up

Figure 5.13 combines the recidivism rates during the time periods shown in Tables 5.3 and 5.4 to examine when recidivist activity occurred – in-program only, the two-year follow-up only, or both time periods. The overall recidivism rates were computed by adding the rates for juveniles with recidivism in-program only, the two-year follow-up only, and during both time periods.

Most recidivism occurred during the two-year follow-up period only (20% of the 26% overall recidivism rate). This finding held regardless of program type. Juveniles in restitution/community service programs had the highest percentage of juveniles with in-program only recidivism (4%), as well as juveniles with recidivism during both time periods (5%). The highest overall recidivism rates were found for juveniles in restitution/community service (32%), followed by juveniles in teen court (22%), and mediation/conflict resolution (16%) programs.

Figure 5.13
Overall Recidivism Rates



Note: The overall recidivism rates were computed by adding the rates for juveniles with recidivism in-program only, the two-year follow-up only, and during both time periods.

SOURCE: NC Sentencing and Policy Advisory Commission, FY 2022 JCPC Recidivism Sample

SUMMARY

Chapter Five examined 5,025 juveniles who exited from JCPC restorative programs in FY 2022. Restorative programs were divided into three program types for analysis: mediation/conflict resolution, restitution/community service, and teen court. The highest percentage (45%) of juveniles who exited from a restorative program participated in restitution/community service.

The profile for juveniles who exited from a restorative program is shown in Table 5.6. Juveniles in restorative programs were profiled in several ways (e.g., age, legal status, and risk level). In addition, the three restorative program types were profiled in several ways (e.g., time in program, in-program progress, and program completion). These profiles demonstrated the differences in composition between each program type. Juveniles in restitution/community service had the highest percentages of juveniles with a prior complaint, court-involved juveniles, and juveniles with at least five problem behaviors. Juveniles in mediation/conflict resolution, on the other hand, were the youngest, on average, had the lowest percentage of court-involved juveniles, and had the highest rates of program completion among all program types. These compositional differences provide important context when considering the recidivism rates of each type of restorative program.

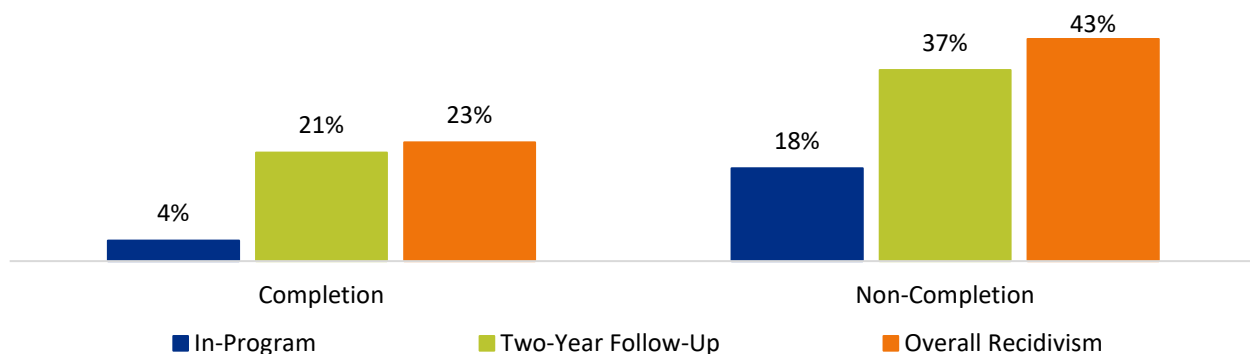
Table 5.6
Summary Profile: Restorative Program Participants

Summary Profile	Mediation/ Conflict Res. n=831	Restitution/ Comm Serv. n=2,272	Teen Court n=1,922	Restorative N=5,025
Personal Characteristics				
Male	54%	74%	64%	67%
White	52%	48%	47%	48%
Avg. Age at Program Exit	13 Years	15 Years	15 Years	15 Years
Prior Complaints	27%	75%	30%	50%
Legal Status				
At-Risk	75%	14%	67%	44%
Court-Involved	25%	86%	33%	56%
Prior JCPC Admission	16%	37%	14%	24%
Risk Level				
RL1 (Lowest)	4%	10%	9%	8%
RL5 (Highest)	1%	10%	<1%	5%
Problem Behaviors				
1	43%	14%	26%	23%
5+	15%	44%	25%	32%
Avg. # of Problem Behaviors	3	5	3	4
Avg. # of Direct Service Hours	4	31	12	19
Program Completion	93%	90%	86%	89%

SOURCE: NC Sentencing and Policy Advisory Commission, FY 2022 JCPC Recidivism Sample

Eighty-nine (89%) of juveniles completed their restorative programs. Figure 5.14 compares recidivism rates between juveniles who completed their program and juveniles who did not based on when recidivism occurred – in-program 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 or both time periods. Across all program types, juveniles who completed restorative programs had lower recidivism rates than juveniles who did not complete.

Figure 5.14
Summary of Recidivism Rates by Program Completion

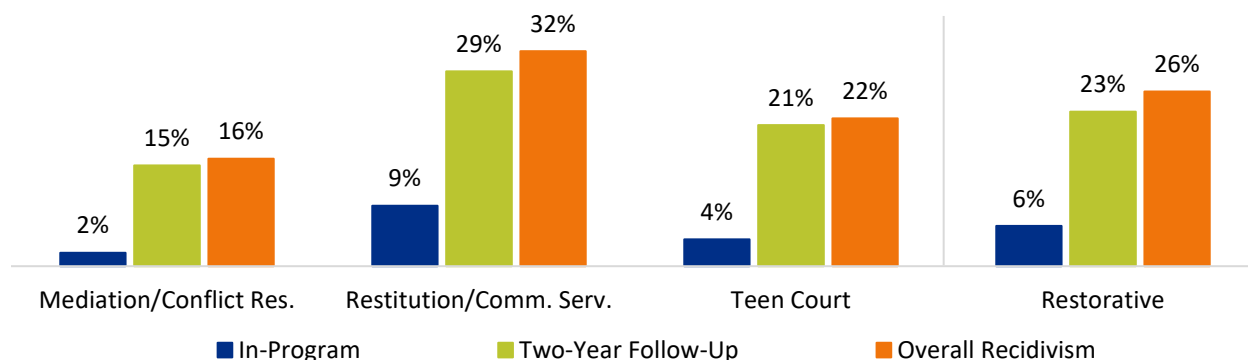


SOURCE: NC Sentencing and Policy Advisory Commission, FY 2022 JCPC Recidivism Sample

Figure 5.15 summarizes the recidivism rates covered in this chapter by program type. One-fourth (26%) of juveniles in restorative programs recidivated while in-program and/or during the two-year follow-up. Six percent (6%) of juveniles recidivated while participating in restorative programs. During the two-year follow-up, 16% of juveniles recidivated within one year and 23% recidivated within two years. Additional analyses focused on recidivism by participant profile and prior complaints.

Most recidivism occurred during the two-year follow-up, a finding that is not surprising considering the average time juveniles were in a restorative program was about 3 months (91 days). Juveniles in restitution/community service programs had the highest overall recidivism rate (32%); this program type had the highest percentage of juveniles in RL5, as well as juveniles with 5 or more problem behaviors.

Figure 5.15
Summary of Recidivism Rates by Program Type



SOURCE: NC Sentencing and Policy Advisory Commission, FY 2022 JCPC Recidivism Sample

CHAPTER SIX STRUCTURED PROGRAMS

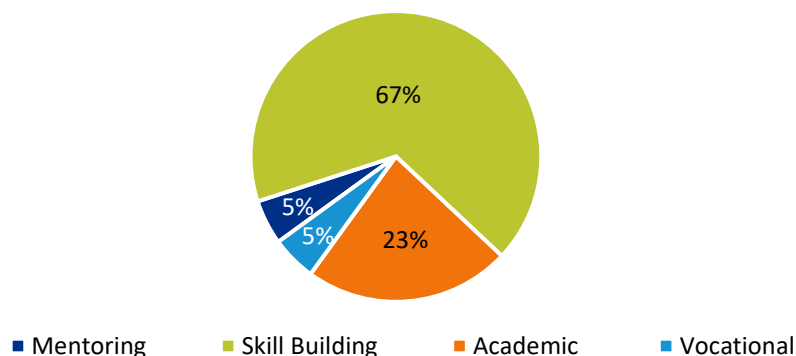
Chapter Six focuses on the 4,874 juveniles who exited from a structured program between July 1, 2021 and June 30, 2022. Structured programs offer skill-building activities in a non-residential setting. These programs may offer skills to juveniles and/or their parents for the purpose of enhancing personal enrichment, skills, or abilities in a particular area.³³ In FY 2022, juveniles exited from 261 structured programs.³⁴ There are seven broad groups of structured programs, which were further collapsed into four program types.

Description of Structured Programs

Structured Programs	Program Type
Mentoring	Mentoring
Interpersonal Skill Building Parent/Family Skill Building Experiential Skill Building	Skill Building
Tutoring/Academic Enhancement Juvenile Structured Day	Academic Development
Vocational Skills Development	Vocational Skills Development

Two-thirds of juveniles (67%) who exited from a structured program participated in skill building, 23% participated in academic development, and 5% each participated in mentoring and vocational skills development programs (see Figure 6.1).

Figure 6.1
Structured Program Participants (N=4,874)



SOURCE: NC Sentencing and Policy Advisory Commission, FY 2022 JCPC Recidivism Sample

³³ For more information on structured programs, see Appendix B.

³⁴ Two-thirds of these programs offered skill building (173 programs, 66%); 36 programs (14%) offered academic development; 29 programs (11%) offered vocational skills development; and 23 programs (9%) offered mentoring.

PARTICIPANT PROFILE

This section examines the characteristics of juveniles who exited from a structured program in FY 2022. Personal characteristics, prior complaints, risk level, and problem behaviors are among the participant characteristics examined.

Personal Characteristics

Table 6.1 contains information on the personal characteristics of juveniles in structured programs by program type. Sixty-two percent (62%) of juveniles were male. About three-fourths of juveniles who exited from mentoring and vocational skills development programs were male (74% and 78% respectively); 60% of juveniles who exited from skill building and academic development programs were male. Nearly half (48%) of juveniles who exited structured programs were Black, 38% were White, and 14% were in the Other/Unknown category. Black juveniles comprised the highest percentages of juveniles in mentoring (71%), academic development (55%), and vocational skills development (64%) programs; skill building programs were evenly split between White and Black juveniles (43% each). Eleven percent (11%) of juveniles who exited from structured programs were Hispanic.

Table 6.1
Personal Characteristics

Personal Characteristics	Mentoring n=235 %	Skill Building n=3,276 %	Academic n=1,106 %	Vocational n=257 %	Structured N=4,874 %
Sex					
Male	74	60	60	78	62
Female	26	40	40	22	38
Race					
White	20	43	29	22	38
Black	71	43	55	64	48
Other/Unknown	9	14	16	14	14
Ethnicity					
Hispanic	8	13	7	11	11
Not Hispanic	92	87	93	89	89
Age at Program Exit					
5-12 Years	9	30	51	3	32
13-15 Years	45	45	35	27	42
16 Years and Older	46	25	14	70	26

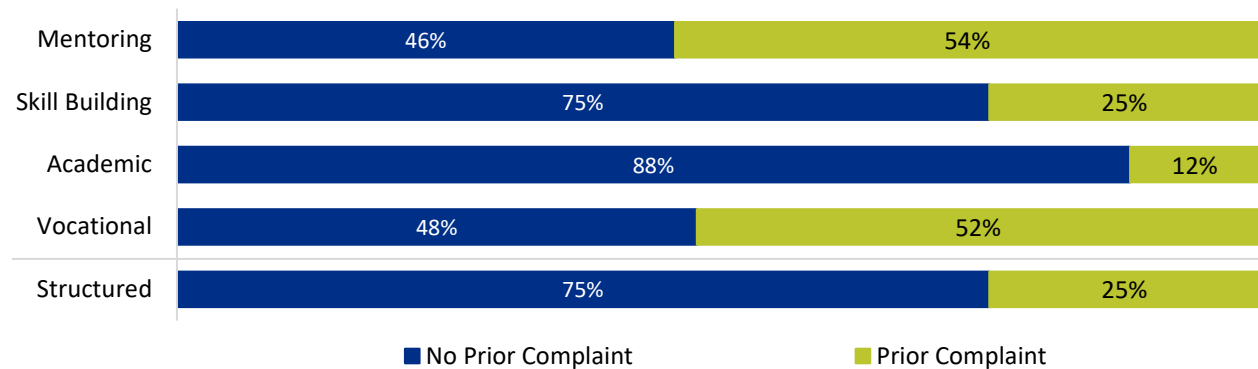
SOURCE: NC Sentencing and Policy Advisory Commission, FY 2022 JCPC Recidivism Sample

On average, juveniles in structured programs were 13 years old at program exit; juveniles who exited from vocational skills development were the oldest (16 years old), followed by mentoring (15 years old), skill building (14 years old), and academic development (12 years old). Seventy percent (70%) of juveniles in vocational skills development were 16 years or older at program exit; 51% of juveniles in academic development were 5-12 years old.

Prior Complaints

Twenty-five percent (25%) of juveniles who exited a structured program had at least one delinquent complaint prior to entering a structured program (see Figure 6.2). Just over half of juveniles in mentoring and vocational skills development programs (54% and 52% respectively) had a prior complaint compared to juveniles in skill building and academic development programs (25% and 12% respectively).

Figure 6.2
Prior Complaints

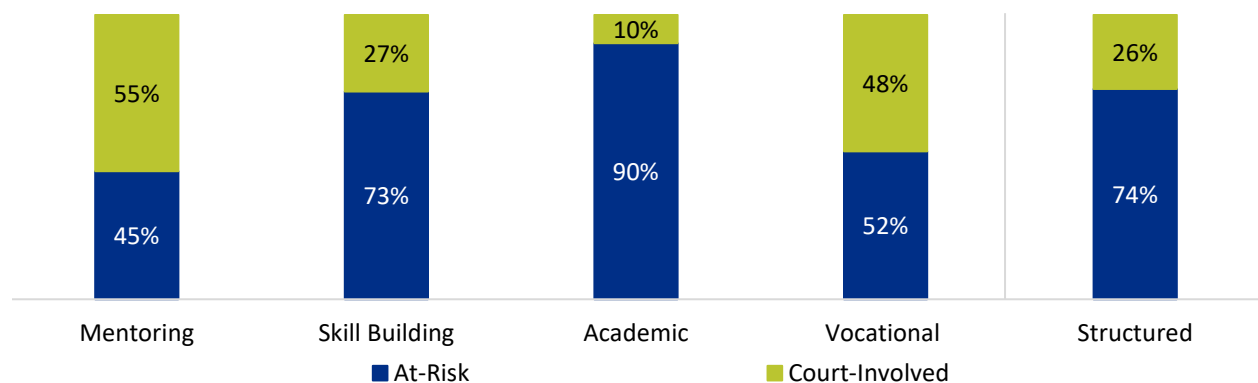


SOURCE: NC Sentencing and Policy Advisory Commission, FY 2022 JCPC Recidivism Sample

Legal Status

Figure 6.3 shows the legal status (e.g., at-risk or court-involved) of the juveniles in structured programs. Nearly three-quarters (74%) of juveniles were at-risk at the time of program referral. Most juveniles in academic development programs (90%), skill building programs (73%), and vocational skills development programs (52%) were at-risk. However, most juveniles in mentoring programs (55%) were court-involved.

Figure 6.3
Legal Status

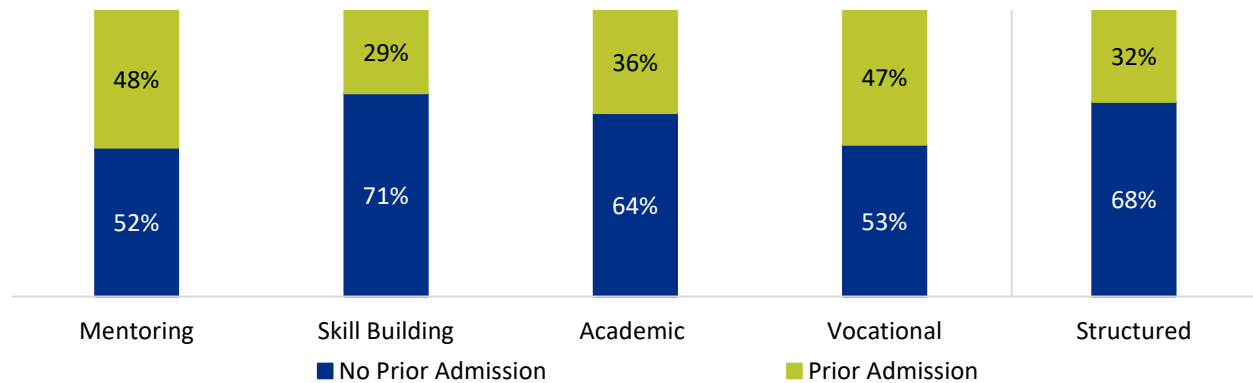


SOURCE: NC Sentencing and Policy Advisory Commission, FY 2022 JCPC Recidivism Sample

Prior JCPC Admissions

Thirty-two percent (32%) of juveniles in structured programs had a prior JCPC admission (see Figure 6.4). A higher percentage of juveniles in mentoring and vocational skills development had a prior JCPC admission (48% and 47% respectively) than the other program types. Overall, and by program type, juveniles averaged 2 prior JCPC admissions.

Figure 6.4
Prior JCPC Admissions

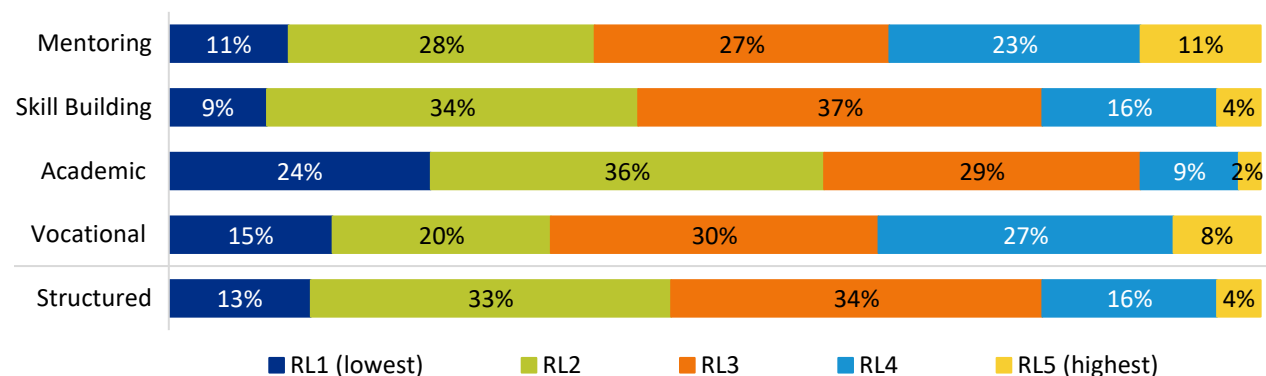


SOURCE: NC Sentencing and Policy Advisory Commission, FY 2022 JCPC Recidivism Sample

Risk Level

As shown in Figure 6.5, the highest percentage of juveniles exiting structured programs were assessed as RL3 (34%) and RL2 (33%). Academic development programs had the highest percentage of juveniles assessed as RL1 (24%), while mentoring programs had the highest percentage of juveniles assessed as RL5 (11%).

Figure 6.5
Risk Level

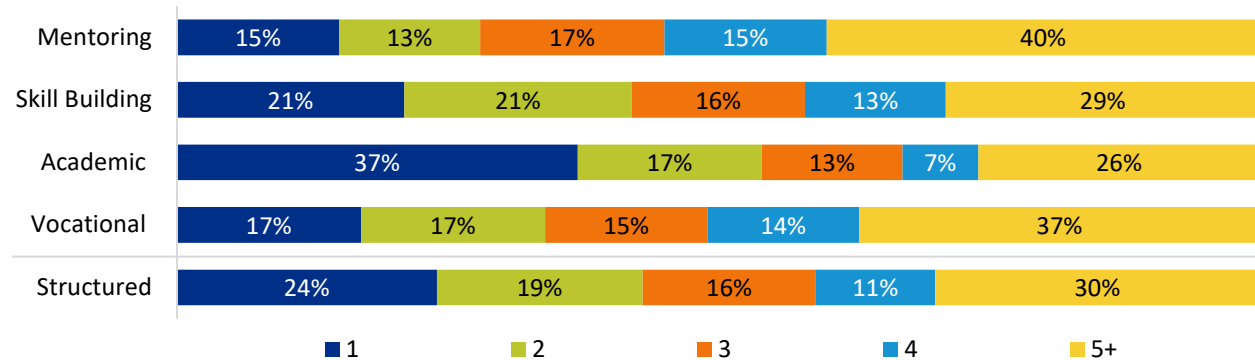


SOURCE: NC Sentencing and Policy Advisory Commission, FY 2022 JCPC Recidivism Sample

Problem Behaviors

Thirty percent (30%) of juveniles who exited a structured program had 5 or more problem behaviors at referral (see Figure 6.6); the average number of problem behaviors was 4. Forty percent (40%) of juveniles in mentoring programs had 5 or more problem behaviors. Academic development programs had the highest percentage of juveniles with 1 problem behavior (37%).

Figure 6.6
Number of Problem Behaviors

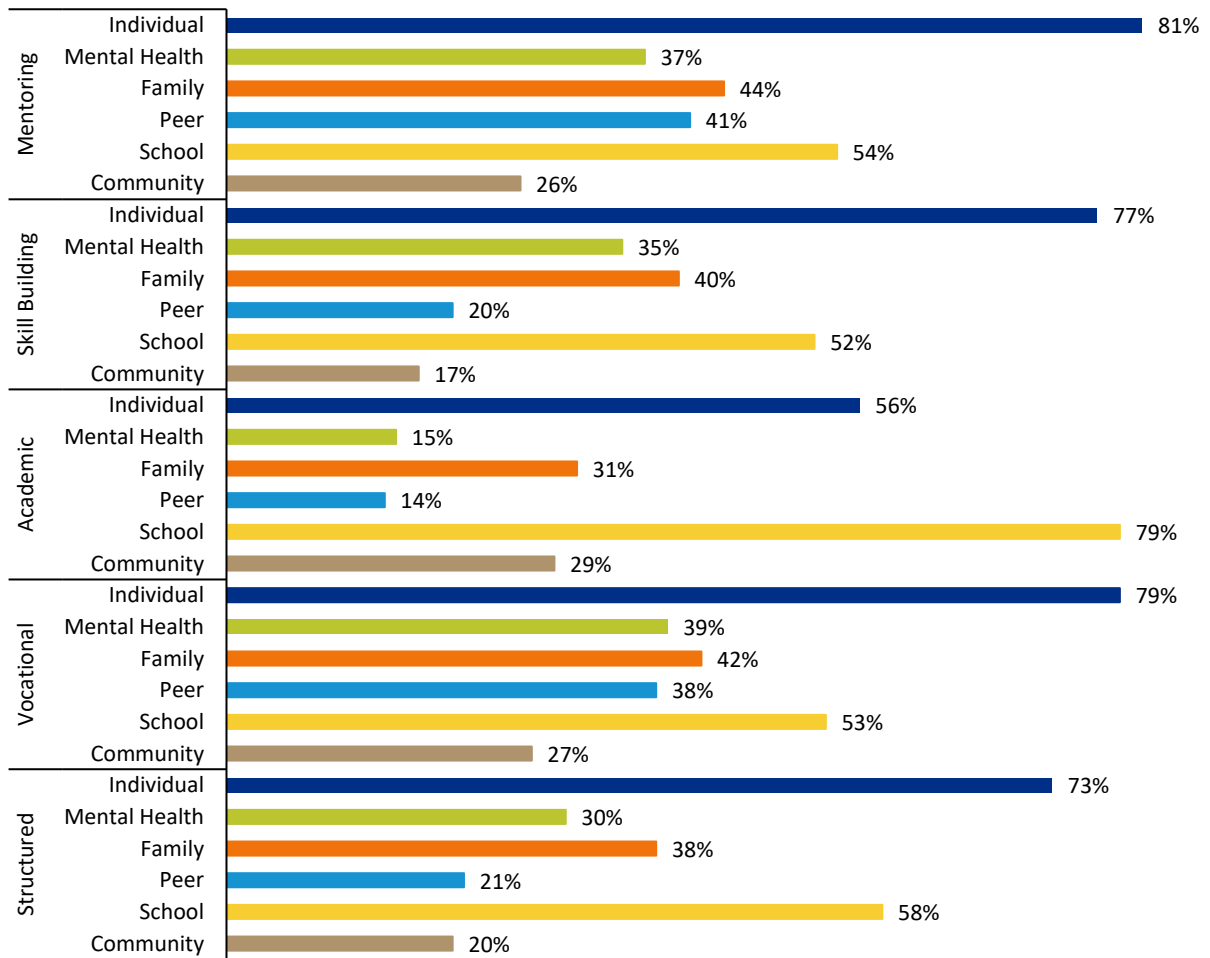


SOURCE: NC Sentencing and Policy Advisory Commission, FY 2022 JCPC Recidivism Sample

Figure 6.7 shows the percentage of juveniles who presented with each type of problem behavior at referral. For juveniles in structured programs, problem behaviors involving the individual juvenile (e.g., bullying, fighting, impulsivity) and school were the most common types of problem behaviors (73% and 58% respectively). The remaining types of problem behaviors had percentages ranging from 20% to 38%, with family problem behaviors being the highest percentage out of the four.

Over 75% of juveniles in mentoring, skill building, and vocational skills development programs had individual problem behaviors (77% to 81%). Regardless of program type, over half (50%) of juveniles had school behavior problems, including, as might be expected, 79% of juveniles in academic development programs. Mental health problem behaviors were less prevalent for juveniles in academic development programs (15%) compared to juveniles in mentoring, skill building, and vocational skills development programs (35% to 39%).

Figure 6.7
Type of Problem Behaviors



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 2022 JCPC Recidivism Sample

PROGRAM PROFILE

The program profile section examines several aspects of the services provided to juveniles by structured programs. Average time involved with the program, progress made within the program, and rates of program completion are examined.

Time in Program

Three measures of duration of program participation – days of enrollment, face-to-face days, and direct service hours – were examined. Juveniles who exited from structured programs were enrolled for an average of 143 days. During this time, they received, on average, 24 face-to-face days and 69 direct service hours.

As shown in Figure 6.8, juveniles in mentoring programs had the longest average enrollment days (285) compared to the other program types. Juveniles in academic development had the highest average number of face-to-face days (41). As for direct service hours, juveniles in skill building programs had the lowest average number of hours (47).

Figure 6.8
Average Time in Program

Mentoring	Skill Building	Academic	Vocational
<ul style="list-style-type: none">•285 days enrolled•26 face-to-face days•78 direct service hours	<ul style="list-style-type: none">•128 days enrolled•17 face-to-face days•47 direct service hours	<ul style="list-style-type: none">•147 days enrolled•41 face-to-face days•127 direct service hours	<ul style="list-style-type: none">•187 days enrolled•28 face-to-face days•94 direct service hours

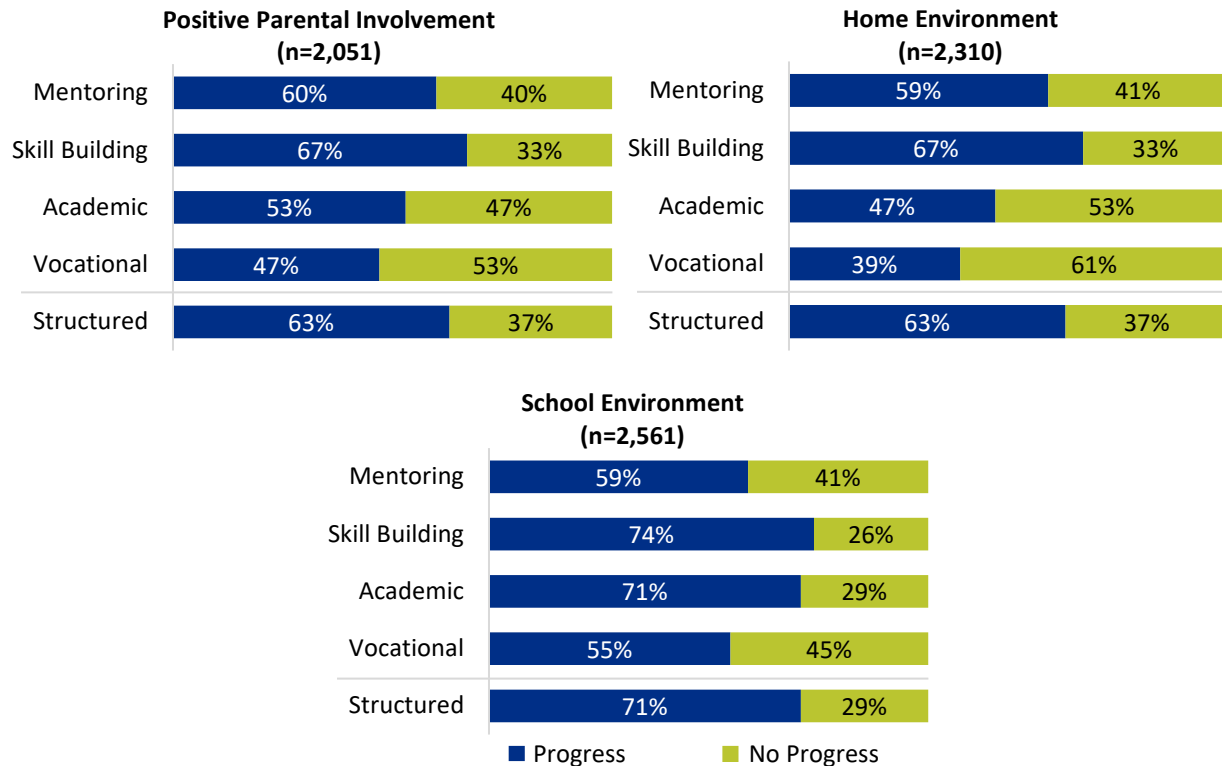
SOURCE: NC Sentencing and Policy Advisory Commission, FY 2022 JCPC Recidivism Sample

In-Program Progress

Three different measures of progress during participation in structured programs were examined – no problem at referral or since, progress, or no progress. Some juveniles did not have certain identified problems; 58% of structured program participants did not have positive parental involvement as an identified problem, followed by 52% for home environment, and 48% for school environment.

Figure 6.9 is limited to juveniles with an identified problem and shows whether progress was made for each area of in-program progress. Most juveniles in structured programs showed progress regarding positive parental involvement and home environment (63% each), while a higher percentage of juveniles demonstrated progress at school (71%). For all three in-program progress measures, juveniles in skill building programs had the highest percentages of progress with percentages ranging from 67% to 74%.

Figure 6.9
In-Program Progress

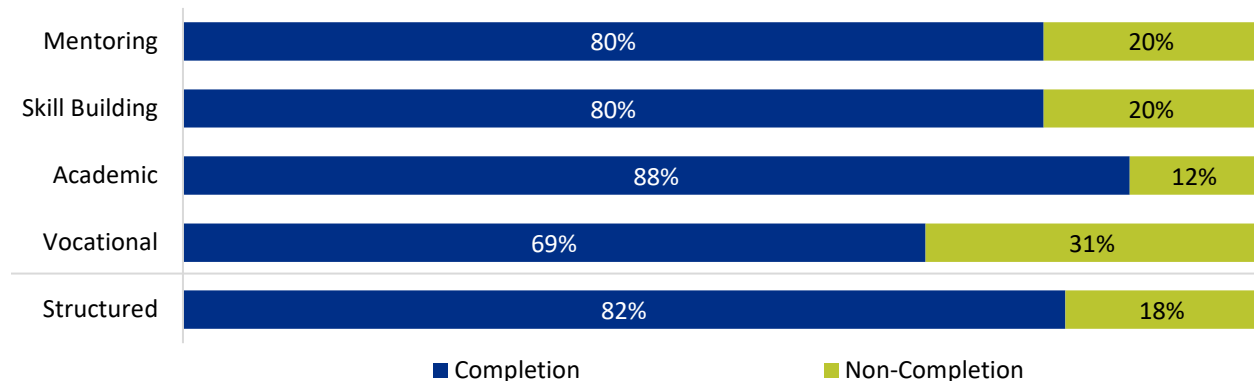


SOURCE: NC Sentencing and Policy Advisory Commission, FY 2022 JCPC Recidivism Sample

Program Completion

Most juveniles (82%) in structured programs completed their program (see Figure 6.10). Juveniles in academic development programs completed at the highest rate (88%) and juveniles in vocational skills development programs completed at the lowest rate (69%).

Figure 6.10
Program Completion



SOURCE: NC Sentencing and Policy Advisory Commission, FY 2022 JCPC Recidivism Sample

Completion rates for structured programs are further explored in Table 6.2 within the context of program type and participant profile. Program completion rates are only reported when there were at least 25 juveniles in a specific category.

Table 6.2
Program Completion Rates

Participant Profile	N	Mentoring n=235 %	Skill Building n=3,276 %	Academic n=1,106 %	Vocational n=257 %	Structured N=4,874 %
Sex						
Male	3,018	77	81	87	68	81
Female	1,856	87	80	90	75	82
Race						
White	1,836	87	82	85	73	83
Black	2,337	78	80	91	67	82
Other/Unknown	701	--	77	84	73	79
Ethnicity						
Hispanic	546	--	80	84	72	81
Not Hispanic	4,328	79	81	89	69	82
Age at Program Exit						
5-12 Years	1,569	--	80	91	--	84
13-15 Years	2,053	74	81	88	73	81
16 Years and Older	1,252	83	80	82	68	79
Legal Status						
At-Risk	3,629	80	82	89	79	84
Court-Involved	1,245	80	76	83	59	75
Prior JCPC Admissions						
No Prior Admission	3,300	80	80	89	69	82
Prior Admission	1,574	80	81	87	69	82
Prior Complaints						
No Prior Complaint	3,663	83	81	90	77	84
Prior Complaint	1,211	77	78	78	62	76
Risk Level						
RL1 (lowest)	615	84	81	93	63	85
RL2	1,616	82	85	91	65	85
RL3	1,681	83	80	85	78	81
RL4	757	76	75	81	71	75
RL5 (highest)	205	72	76	--	--	74
Problem Behaviors						
1	1,180	81	82	95	60	86
2	928	80	83	90	75	84
3	762	70	83	85	73	82
4	562	92	82	81	78	82
5+	1,442	80	76	82	66	77
Total	4,874	80	80	88	69	82

SOURCE: NC Sentencing and Policy Advisory Commission, FY 2022 JCPC Recidivism Sample

Sex

Males and females in structured programs had nearly identical program completion rates (81% and 82% respectively). Females had higher completion rates for mentoring, academic development, and vocational skills development programs.

Race and Ethnicity

Overall, White juveniles and Black juveniles had similar program completion rates (83% and 82% respectively), while juveniles in the Other/Unknown category had a slightly lower completion rate (79%). The highest completion rates were for Black juveniles in academic development programs (91%). Hispanic juveniles and non-Hispanic juveniles completed structured programming at nearly the same rate (81% and 82% respectively).

Age at Program Exit

Juveniles 5-12 years old had higher completion rates (84%) than juveniles 13-15 years old (81%) and juveniles 16 years and older (79%). Conversely, juveniles in skill building had similar program completion rates regardless of age at program exit (80 to 81%). For mentoring programs, juveniles 16 years and older had a higher completion rate than juveniles 13-15 years old (83% and 74% respectively).

Legal Status

Juveniles in structured programs who were identified as at-risk had higher completion rates compared to court-involved juveniles (84% and 75% respectively). This finding held for juveniles in skill building, academic development, and vocational skills development programs. At-risk and court-involved juveniles in mentoring programs had identical rates of completion (80% each).

Prior JCPC Admissions

Among juveniles in structured programs, juveniles with and without a prior JCPC admission completed structured programs at identical rates (82% each); this finding held across program types.

Prior Complaints

Overall, juveniles without a prior complaint completed structured programs at a higher rate than juveniles with a prior complaint (84% and 76% respectively); this finding held across program types. The largest differences in completion rates between juveniles with and without prior complaints was observed for juveniles in vocational skills development (62% compared to 77%) and academic development programs (78% compared to 90%).

Risk Level

For juveniles in structured programs, completion rates ranged from 74% for juveniles assessed in the highest risk level (RL5) to 85% each for juveniles assessed in the two lowest risk levels (RL1 and RL2). The highest completion rates were found for RL1 and RL2 juveniles in academic development programs (93% and 91%

respectively). Generally, completion rates were higher for juveniles assessed as the lower risk levels. However, for juveniles in vocational skills development, the relationship between risk level and completion was reversed – juveniles in the highest risk levels completed at higher rates than juveniles in the lower risk levels, with a 63% completion rate for juveniles in RL1 compared to a 71% completion rate for juveniles in RL4.

Problem Behaviors

Overall, juveniles in structured programs with fewer problem behaviors had higher program completion rates, ranging from 86% (1 problem behavior) to 77% (5 or more problem behaviors). However, when examined by program type, this finding only held for juveniles in academic development programs; the relationship between completion and number of problem behaviors was less clear for the other program types. Juveniles in academic development with 1 problem behavior had the highest completion rate across all program types (95%).

JUVENILE AND ADULT RECIDIVISM

As described in Chapter One, juveniles in the sample were tracked for two periods of time – during participation in a JCPC program (i.e., in-program) and for two years following 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”). Recidivism rates are only reported when there were at least 25 juveniles in a specific category.

Recidivism: In-Program

Juveniles exiting structured programs had a 5% in-program recidivism rate (see Table 6.3). Juveniles in mentoring and vocational skill development programs had the highest in-program recidivism rates (14% and 15% respectively); juveniles in skill building and academic development programs had the lowest (5% and 2% respectively). For juveniles with recidivism, the first recidivist event occurred an average of 3 months after program admission. Fifty-eight percent (58%) had a misdemeanor as their most serious recidivist offense.

Table 6.3
Recidivism Rates: In-Program

Program Type	N	Recidivism		Most Serious Recidivist Offense		Months to Recidivism Avg.
		#	%	Misd. %	Felony %	
Mentoring	235	34	14	44	56	4
Skill Building	3,276	156	5	63	37	2
Academic	1,106	23	2	65	35	2
Vocational	257	38	15	45	55	3
Structured	4,874	251	5	58	42	3

SOURCE: NC Sentencing and Policy Advisory Commission, FY 2022 JCPC Recidivism Sample

Recidivism: Two-Year Follow-Up

As shown in Table 6.4, 12% of juveniles had at least one delinquent complaint and/or adult arrest during the one-year follow-up and 17% during the two-year follow-up.³⁵ Juveniles in academic development programs had the lowest recidivism rates during the one-year follow-up (9%) and during the two-year follow-up (12%). Recidivism rates for juveniles in the remaining programs ranged from 16% to 32% with the highest recidivism rates found for juveniles in vocational skills development programs.

For juveniles with recidivism, the first recidivist event occurred an average of 9 months after program exit. There was little variation in the average months to recidivism between the program types. Juveniles with a recidivist event averaged 2 recidivist events during follow-up, with juveniles who exited mentoring programs having a slightly higher number of recidivist events at 3. Overall, about half (51%) of juveniles who recidivated during the two-year follow-up had a misdemeanor as their most serious recidivist offense. Over half of juveniles in skill building and academic development programs had a misdemeanor as their most serious recidivist offense (52% and 62% respectively). Conversely, most juveniles in mentoring and vocational skills development had a felony as their most serious recidivist offense (65% and 63% respectively).

Table 6.4
Recidivism Rates: Two-Year Follow-Up

Program Type	N	#	Recidivism		Most Serious Recidivist Offense		Months to Recidivism Avg.
			One-Year Follow-Up %	Two-Year Follow-Up %	Misd. %	Felony %	
Mentoring	235	69	20	29	35	65	8
Skill Building	3,276	535	11	16	52	48	9
Academic	1,106	131	9	12	62	38	8
Vocational	257	82	22	32	37	63	8
Structured	4,874	817	12	17	51	49	9

SOURCE: NC Sentencing and Policy Advisory Commission, FY 2022 JCPC Recidivism Sample

Participant Profile and Recidivism

Two-year follow-up recidivism rates are further explored in Table 6.5 within the context of program type and participant profile.

Sex

Overall, males had higher recidivism rates than females (21% and 10% respectively). This pattern held for each of the program types, with the highest recidivism rates found for males in mentoring programs (36%) and vocational skills development programs (35%).

³⁵ See Appendix H for recidivism rates based on juvenile adjudications and/or adult convictions.

Table 6.5
Recidivism Rates by Participant Profile: Two-Year Follow-Up

Participant Profile	N	Mentoring n=235 %	Skill Building n=3,276 %	Academic n=1,106 %	Vocational n=257 %	Structured N=4,874 %
Sex						
Male	3,018	36	20	15	35	21
Female	1,856	10	11	8	20	10
Race						
White	1,836	15	13	17	13	14
Black	2,337	33	21	11	38	20
Other/Unknown	701	--	13	5	35	13
Ethnicity						
Hispanic	546	--	11	10	24	11
Not Hispanic	4,328	31	17	12	33	17
Age at Program Exit						
5-12 Years	1,569	--	7	4	--	6
13-15 Years	2,053	30	19	19	29	20
16 Years and Older	1,252	33	22	23	34	25
Legal Status						
At-Risk	3,629	13	11	8	17	11
Court-Involved	1,245	43	30	50	48	34
Prior JCPC Admissions						
No Prior Admission	3,300	27	13	11	24	14
Prior Admission	1,574	32	24	14	41	23
Risk Level						
RL1 (lowest)	615	20	6	4	13	6
RL2	1,616	16	10	5	24	9
RL3	1,681	25	16	13	32	17
RL4	757	44	28	45	40	33
RL5 (highest)	205	52	46	--	--	49
Problem Behaviors						
1	1,180	22	11	7	19	10
2	928	17	9	8	30	10
3	762	35	14	14	38	17
4	562	31	16	11	39	18
5+	1,442	33	27	21	34	26
Total	4,874	29	16	12	32	17

SOURCE: NC Sentencing and Policy Advisory Commission, FY 2022 JCPC Recidivism Sample

Race and Ethnicity

Black juveniles in structured programs had the highest recidivism rates (20%), followed by White juveniles (14%), and juveniles in the Other/Unknown category (13%). This finding also held for each program type except for academic development programs, where White juveniles had a higher

recidivism rate (17%) than the other race categories. Hispanic juveniles had lower recidivism rates than non-Hispanic juveniles (11% and 17% respectively). This finding held across program types.

Age at Program Exit

Juveniles who were 16 and older at program exit had the highest recidivism rates (25%), while juveniles 5-12 years old had the lowest rates (6%). Generally, this pattern held for each of the program types.

Legal Status

Among juveniles in structured programs, court-involved juveniles had higher recidivism rates than at-risk juveniles (34% and 11% respectively). This finding held regardless of program type. The largest difference in recidivism rates was found for academic programs, with a recidivism rate of 8% for at-risk juveniles and 50% for court-involved juveniles.

Prior JCPC Admissions

Juveniles with a prior JCPC admission recidivated at a higher rate than juveniles without a prior JCPC admission (23% and 14% respectively), overall and for each program type. The largest difference in recidivism rates was found for vocational skills development programs, with a recidivism rate of 24% for juveniles without a prior JCPC admission and 41% for juveniles with a prior JCPC admission.

Risk Level

Juveniles in lower risk levels had lower recidivism rates; rates increased as risk level increased. With the exception of mentoring programs, this finding held for each program type. The highest recidivism rate was for juveniles assessed as RL5 in mentoring programs (52%); the lowest recidivism rate was for juveniles assessed as RL1 in academic development programs (4%).

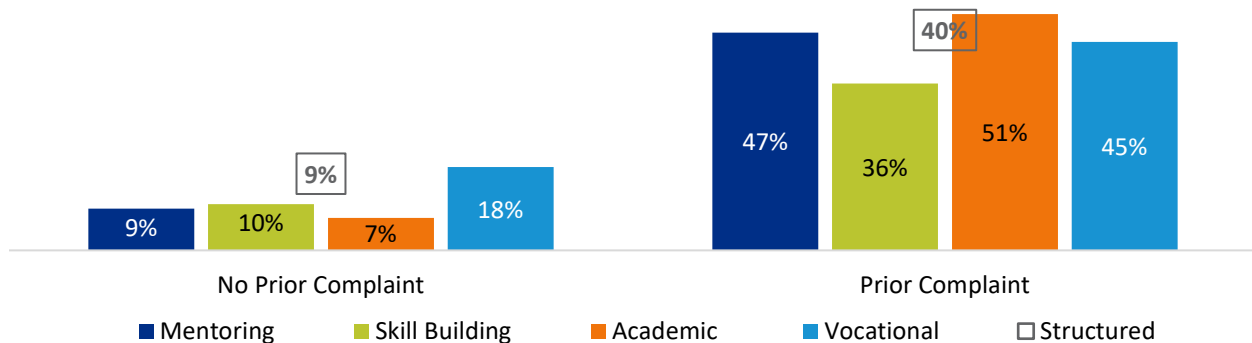
Problem Behaviors

Juveniles in structured programs who had 1 or 2 problem behaviors had the lowest recidivism rates (10% each), with recidivism rates gradually increasing for juveniles with more problem behaviors (from 17% to 26%). When examining recidivism by program type, no clear pattern emerged. Juveniles in vocational skills development programs with 4 problem behaviors had the highest recidivism rate (39%).

Prior Complaints and Recidivism

Juveniles with prior complaints had higher recidivism rates than juveniles with no prior complaints, both overall and by program type (see Figure 6.11). Recidivism rates for juveniles without a prior complaint ranged from 7% to 18%, while recidivism rates for juveniles with a prior complaint ranged from 36% to 51%.

Figure 6.11
Recidivism Rates by Prior Complaints: Two-Year Follow-Up

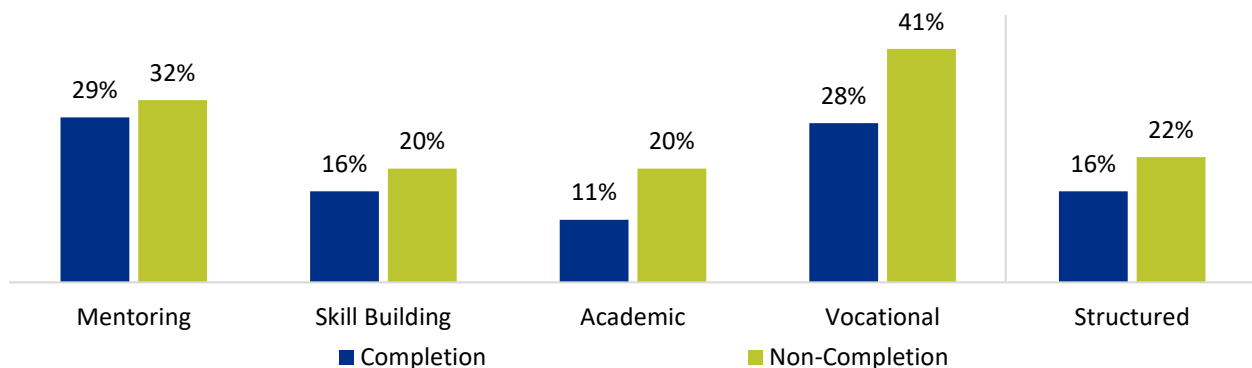


SOURCE: NC Sentencing and Policy Advisory Commission, FY 2022 JCPC Recidivism Sample

Program Completion and Recidivism

As shown in Figure 6.12, juveniles who completed their structured program had lower recidivism rates (16%) than juveniles who did not complete their program (22%). This finding held across program types, with the largest difference observed among juveniles who completed vocational skills development programs compared to juveniles who did not complete (28% compared to 41%).

Figure 6.12
Recidivism Rates by Program Completion: Two-Year Follow-Up



SOURCE: NC Sentencing and Policy Advisory Commission, FY 2022 JCPC Recidivism Sample

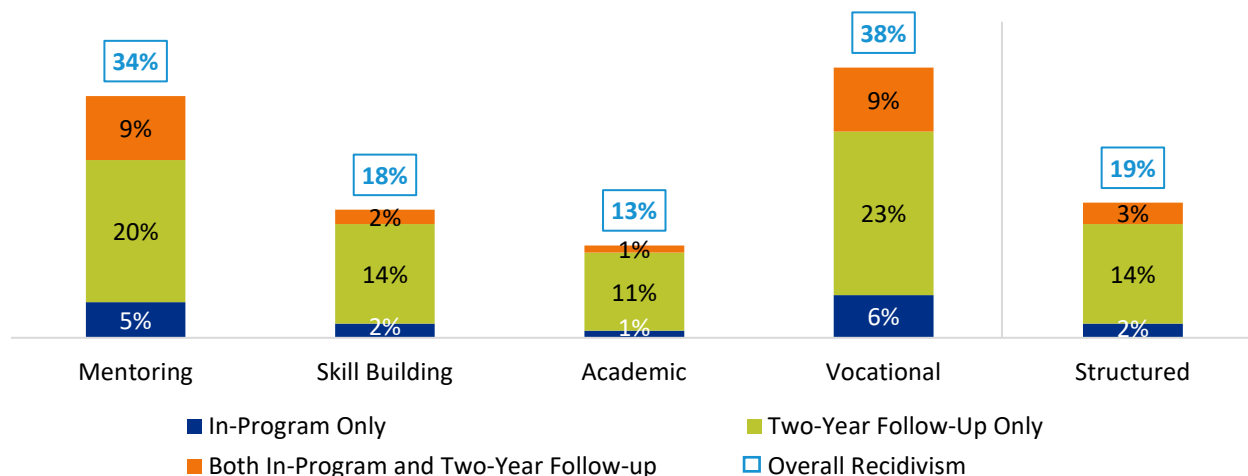
Overall Recidivism: In-Program and Two-Year Follow-Up

Figure 6.13 combines the recidivism rates during the time periods shown in Tables 6.3 and 6.4 to examine when recidivist activity occurred – in-program only, the two-year follow-up only, or both time periods. The overall recidivism rates were computed by adding the rates for juveniles with recidivism in-program only, the two-year follow-up only, and during both time periods.

Most recidivism occurred during the two-year follow-up period only (14% of the 19% overall recidivism rate). This finding held regardless of program type. Juveniles in mentoring and vocational skills

development programs had higher in-program only recidivism rates (5% and 6% respectively) than juveniles in skill building and academic development programs (2% and 1% respectively). The highest recidivism rates during both time periods were found for juveniles in mentoring and vocational skills development programs (9% each). The highest overall recidivism rates were for juveniles in vocational skills development (38%), followed by juveniles in mentoring (34%), skill building (18%), and academic development (13%) programs.

Figure 6.13
Overall Recidivism Rates



Note: The overall recidivism rates were computed by adding the rates for juveniles with recidivism in-program only, the two-year follow-up only, and during both time periods.

SOURCE: NC Sentencing and Policy Advisory Commission, FY 2022 JCPC Recidivism Sample

SUMMARY

Chapter Six examined 4,874 juveniles who exited from JCPC structured programs in FY 2022. Structured programs were divided into four program types for analysis: mentoring, skill building, academic development, and vocational skills development.

As shown in Table 6.6, juveniles in structured programs were profiled in several ways (e.g., age, legal status, and risk level). In addition, the four structured program types were profiled in several ways (e.g., time in program, in-program progress, and program completion). These profiles demonstrated the differences in composition between each program type. Juveniles in academic development programs were the youngest, on average, and had the highest percentages of at-risk juveniles, juveniles with only one problem behavior, and program completion rates compared to the other program types. Juveniles in mentoring programs had the highest percentages of juveniles with a prior complaint, court-involved juveniles, and juveniles with 5 or more problem behaviors. These compositional differences provide important context when considering the recidivism rates of each type of structured program.

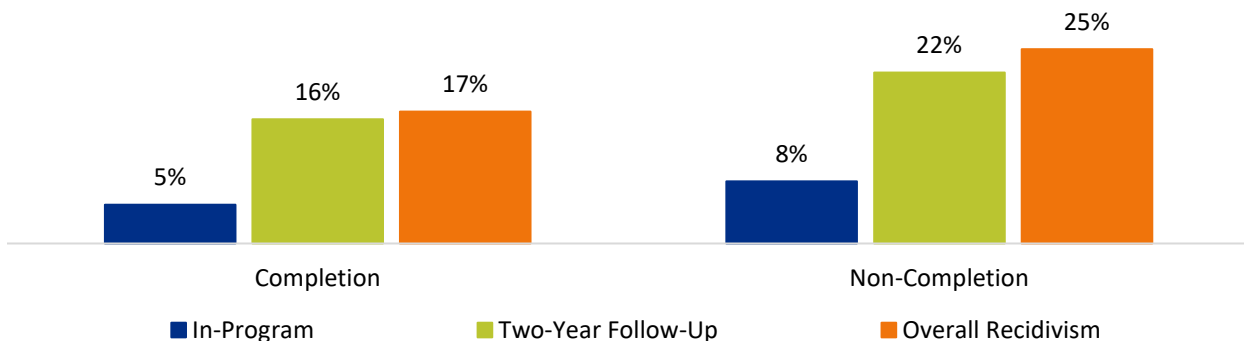
Table 6.6
Summary Profile: Structured Program Participants

Summary Profile	Mentoring n=235	Skill Building n=3,276	Academic n=1,106	Vocational n=257	Structured N=4,874
Personal Characteristics					
Male	74%	60%	60%	78%	62%
White	20%	43%	29%	22%	38%
Avg. Age at Program Exit	15 Years	14 Years	12 Years	16 years	13 Years
Prior Complaints	54%	25%	12%	52%	25%
Legal Status					
At-Risk	45%	73%	90%	52%	74%
Court-Involved	55%	27%	10%	48%	26%
Prior JCPC Admission	48%	29%	36%	47%	32%
Risk Level					
RL1 (Lowest)	11%	9%	24%	15%	13%
RL5 (Highest)	11%	4%	2%	8%	4%
Problem Behaviors					
1	15%	21%	37%	17%	24%
5+	40%	29%	26%	37%	30%
Avg. # of Problem Behaviors	5	4	3	4	4
Avg. # of Direct Service Hours	78	47	127	94	69
Program Completion	80%	80%	88%	69%	82%

SOURCE: NC Sentencing and Policy Advisory Commission, FY 2022 JCPC Recidivism Sample

Eighty-two percent (82%) of juveniles completed their structured programs. Figure 6.14 compares recidivism rates between juveniles who completed their program and juveniles who did not based on when recidivism occurred – in-program 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 or both time periods. Juveniles who completed their structured programs had lower recidivism rates than juveniles who did not complete.

Figure 6.14
Summary of Recidivism Rates by Program Completion

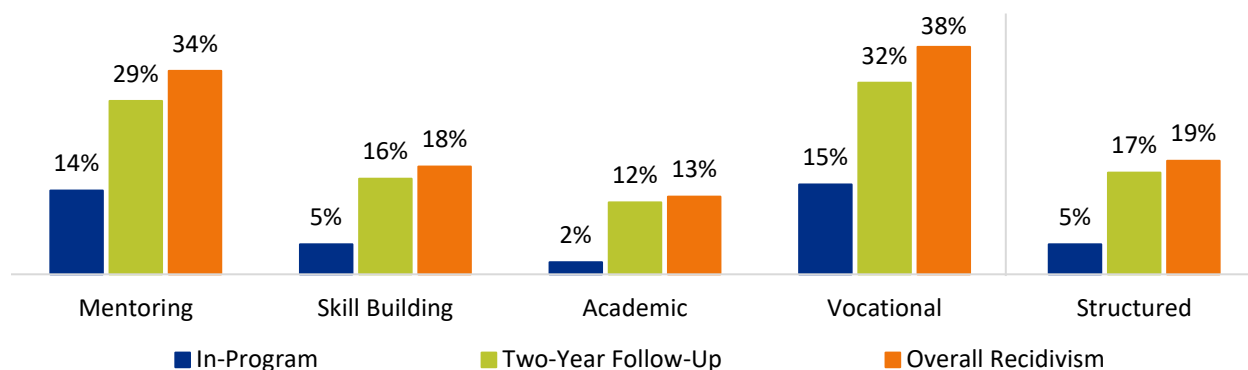


SOURCE: NC Sentencing and Policy Advisory Commission, FY 2022 JCPC Recidivism Sample

Figure 6.15 summarizes the recidivism rates covered in this chapter by program type. Nineteen percent (19%) of juveniles recidivated while in-program and/or during the two-year follow-up. Five percent (5%) of juveniles recidivated while participating in structured programs. During the two-year follow-up, 12% of juveniles recidivated within one year and 17% recidivated within two years. Additional analyses focused on recidivism by participant profile and prior complaints.

Most recidivism occurred during the two-year follow-up, a finding that is not surprising considering the average time juveniles were in a structured program was less than 5 months (143 days). Juveniles in vocational skills development and mentoring programs had the highest overall recidivism rates (38% and 34% respectively). These program types had higher percentages of juveniles in RL5, as well as juveniles with 5 or more problem behaviors.

Figure 6.15
Summary of Recidivism Rates by Program Type



SOURCE: NC Sentencing and Policy Advisory Commission, FY 2022 JCPC Recidivism Sample

CHAPTER SEVEN

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 eighth 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, which allows juveniles to be tracked during two distinct periods of time (i.e., during their JCPC program and for two years after program exit). The study followed a sample of at-risk or court-involved juveniles who exited from a JCPC program in FY 2022 (N=11,337).

Of juveniles who exited from at least one JCPC program in FY 2022, 59% were at-risk (n=6,739) and 41% were court-involved (n=4,598) at program entry. Although juveniles may have participated in more than one JCPC program, each juvenile was assigned to one of four JCPC program categories for analysis: clinical treatment, residential services, restorative programs, and structured programs.³⁶ Juveniles who exited from restorative and structured programs comprised 87% of the sample. As discussed in Chapter 1, and of particular note for this report, is the inclusion of individual program types within each program category for the first time. This enhancement to the examination of JCPC program participation allows for more nuanced comparisons within program categories to gain a deeper understanding of services, program profile, and recidivism.

Sixty-three percent (63%) of the sample were male; equal percentages were White or Black (44% each) and 12% were Hispanic. The average age of the sample at program exit was 14. Two-thirds (66%) were assessed as either RL2 (32%) or RL3 (34%). One-third (33%) had 5 or more problem behaviors at program referral; 23% had 1 problem behavior at referral. The most common problem behaviors involved individual (81%) and school problems (53%). Eighty-four percent (84%) of the sample completed their JCPC program.

Overall, 6% of juveniles had recidivism (either a delinquent juvenile complaint and/or an adult arrest) during JCPC program participation, 20% had recidivism during the two-year follow-up period, and 22% had recidivism during either or both time frames. At-risk juveniles had lower recidivism rates than court-involved juveniles regardless of time period.

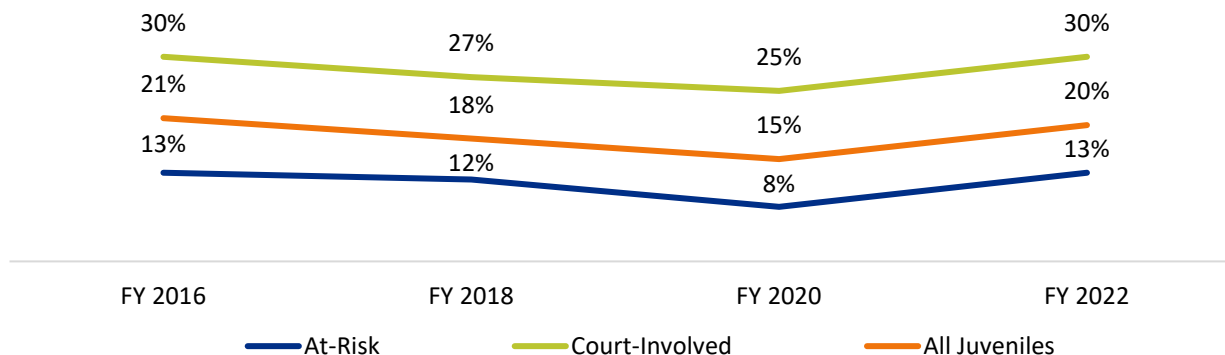
CONCLUSIONS

The Sentencing Commission's recent reports on JCPC effectiveness provide a framework to examine trends in recidivism rates and related factors for North Carolina JCPC program participants. Figure 7.1 shows recidivism rates during the two-year follow-up for juveniles examined in the Sentencing Commission's previous three studies and the current study. While recidivism during the two-year follow-up decreased for each sample between FY 2016 and FY 2020, recidivism increased for the FY 2022 sample. The FY 2022 recidivism rates for at-risk, court-involved, and all juveniles each increased 5

³⁶ See Chapter One for further description of program categories.

percentage points compared to the FY 2020 sample. An important caveat to increased rates from the FY 2020 sample is the effect of the COVID-19 pandemic, discussed in the previous report.³⁷ Both the in-program and the two-year follow-up periods were impacted, resulting in lower recidivism rates for juveniles in the FY 2020 sample, making comparisons difficult. Notably, the rates found for the FY 2022 sample were nearly identical to FY 2016.

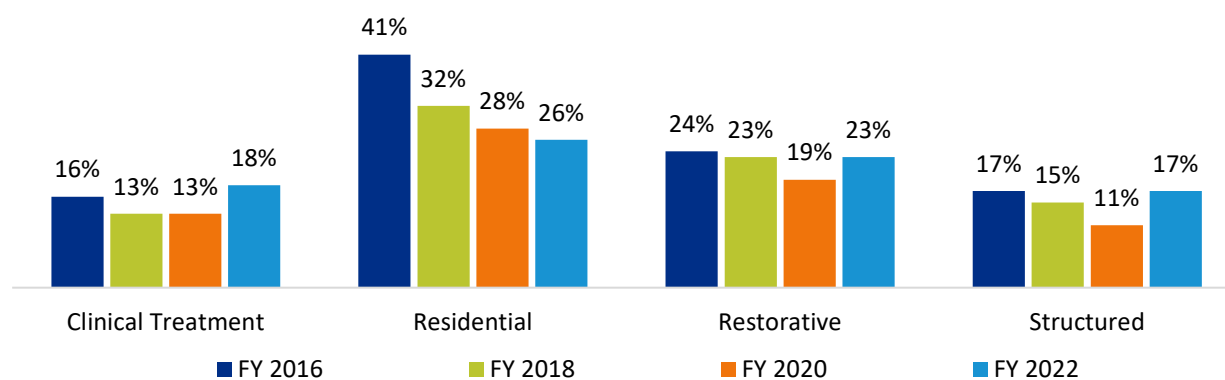
Figure 7.1
Recidivism Rates by Legal Status and Sample Year: Two-Year Follow-Up



SOURCE: NC Sentencing and Policy Advisory Commission, FY 2016 – FY 2022 JCPC Recidivism Samples

As shown in Figure 7.2, and similar to findings by legal status, recidivism during the two-year follow-up increased from FY 2020 to FY 2022 for juveniles in nearly every program category. FY 2022 recidivism rates for each program category were similar to FY 2016, except for residential services.

Figure 7.2
Recidivism Rates by Program Category and Sample Year: Two-Year Follow-Up



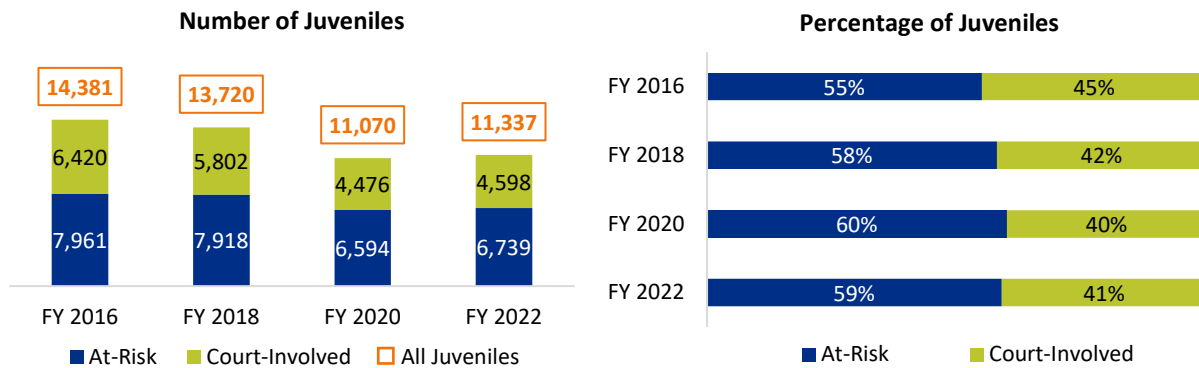
SOURCE: NC Sentencing and Policy Advisory Commission, FY 2016 – FY 2022 JCPC Recidivism Samples

Also of significance, and as context for recidivism rates, is the internal sample composition. As shown in Figure 7.3, the number of juveniles in the FY 2022 sample increased for the first time since FY 2016. Both at-risk and court-involved juveniles contributed to the overall increase (2%). Notably, however, the current sample had 21% fewer juveniles overall compared to FY 2016 (15% fewer at-risk juveniles and

³⁷ See <https://www.nccourts.gov/documents/publications/previous-juvenile-crime-prevention-council-jcpc-program-effectiveness-reports> for the Commission's previous reports on JCPC effectiveness.

28% fewer court-involved juveniles). Over the past four studies, the percentage of at-risk juveniles has increased (from 55% in FY 2016 to 59% in FY 2022), while the percentage of court-involved juveniles has decreased.

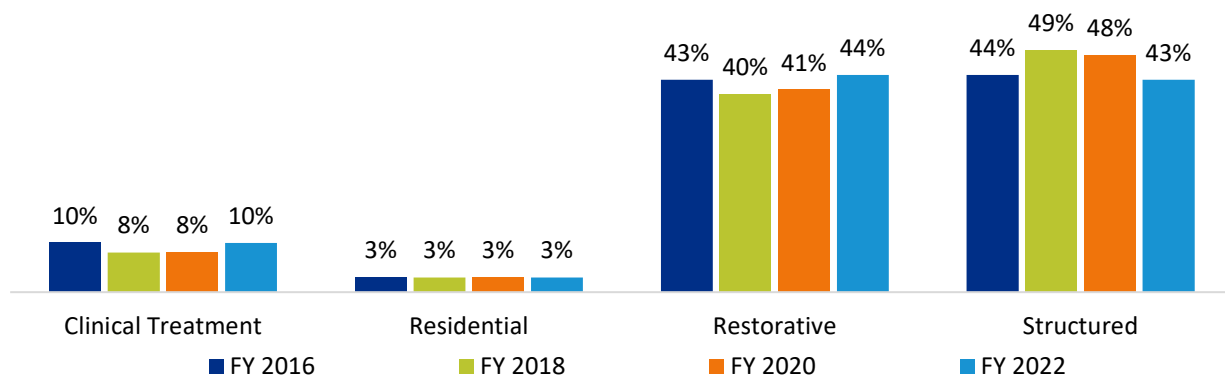
Figure 7.3
A Comparison of FY 2016 – FY 2022 JCPC Recidivism Samples



SOURCE: NC Sentencing and Policy Advisory Commission, FY 2016 – FY 2022 JCPC Recidivism Samples

Despite the changing sample size and composition, JCPC program participation by program category has remained fairly consistent (see Figure 7.4). The distribution of program exits by category for the FY 2022 sample is nearly identical to that of FY 2016. The large majority of juveniles in the current and previous three studies exited from restorative and structured programs.

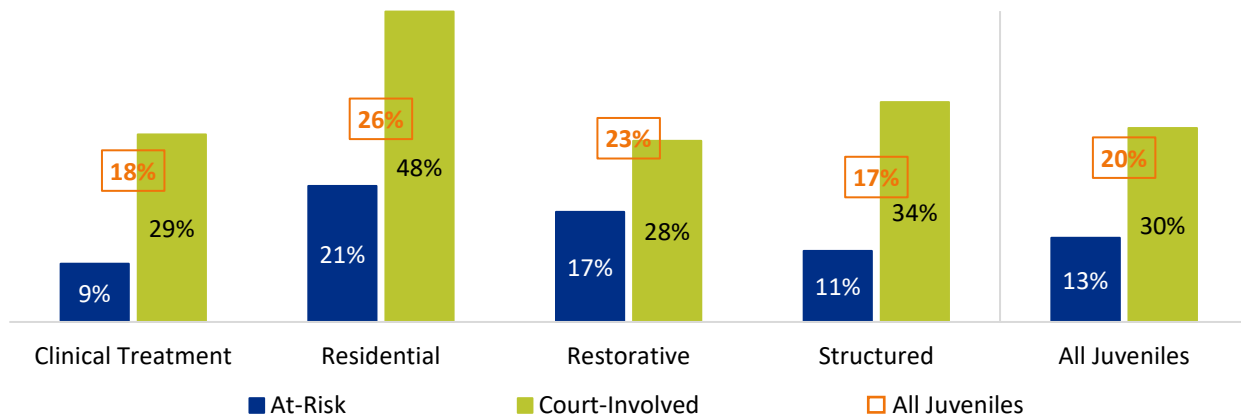
Figure 7.4
JCPC Program Exits by Program Category and Sample Year



SOURCE: NC Sentencing and Policy Advisory Commission, FY 2016 – FY 2022 JCPC Recidivism 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 7.5). Regardless of legal status, residential programs had the highest recidivism rates, which is not surprising given that 39% of juveniles served in residential services programs were assessed in the two highest risk levels and 65% presented 5 or more problem behaviors at referral. Court-involved juveniles in residential services programs had over twice the rate of recidivism (48%) compared to at-risk juveniles (21%).

Figure 7.5
Recidivism Rates by Program Category and Legal Status: Two-Year Follow-Up

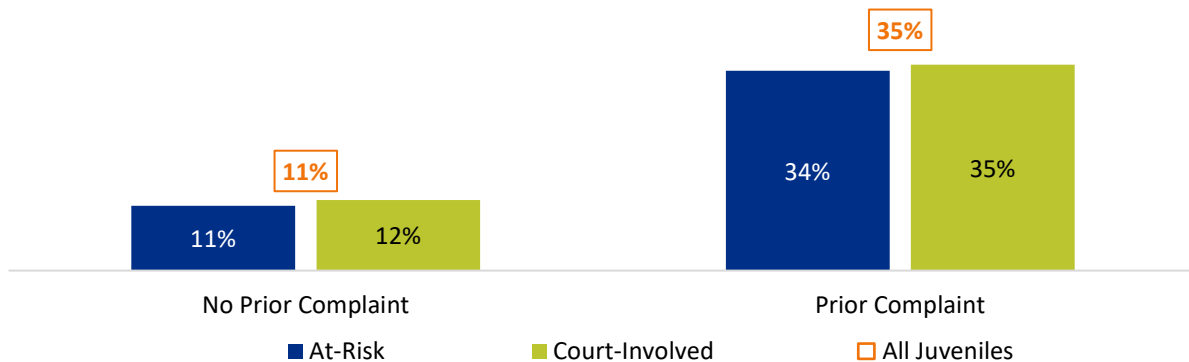


SOURCE: NC Sentencing and Policy Advisory Commission, FY 2022 JCPC Recidivism Sample

Past studies found lower recidivism rates for at-risk juveniles compared to court-involved juveniles; this finding held true for both the in-program and two-year follow-up periods, as well as across 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 between the groups. Court-involved juveniles were more than a year older (on average), were higher risk, had more problem behaviors, and had a much higher percentage with a prior complaint 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 than at-risk juveniles; they also had a higher percentage with prior complaints. Court-involved juveniles also had higher recidivism rates than 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 7.6). These findings point to the strong association between both prior contact and deeper involvement in the system with recidivism, and are also consistent with research suggesting the lowest levels of intervention be utilized in response to delinquent behavior, as deeper involvement in the system tends to lead to worse outcomes.

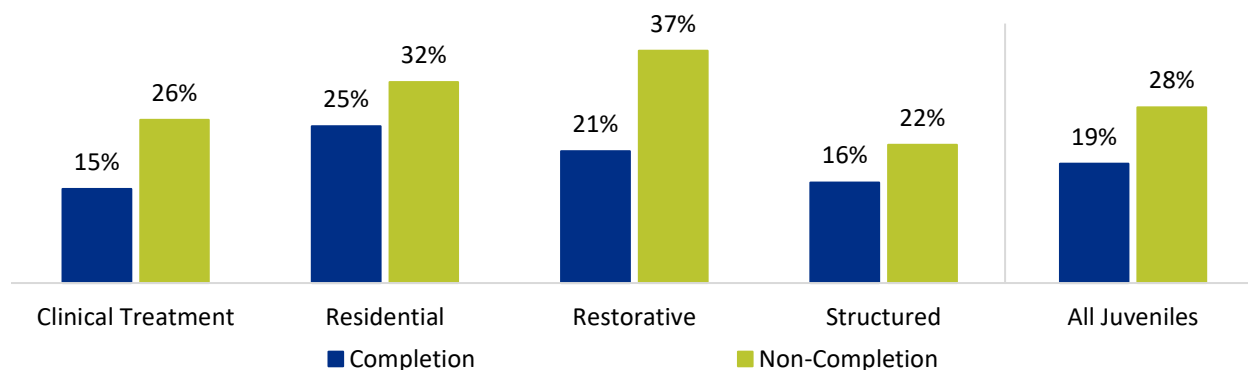
Figure 7.6
Recidivism Rates by Prior Complaints and Legal Status: Two-Year Follow-Up



SOURCE: NC Sentencing and Policy Advisory Commission, FY 2022 JCPC Recidivism Sample

One particularly noteworthy finding in this report is the high rates of completion for juveniles exiting JCPC programs. Program completion rates ranged across program categories from a low of 73% to a high of 89%; 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 is 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 juveniles who did not complete their program. This finding held for all programs (see Figure 7.7), and regardless of legal status. Efforts to ensure program completion may continue to yield positive outcomes for program participants.

Figure 7.7
Recidivism Rates by Program Completion and Program Category: Two-Year Follow-Up

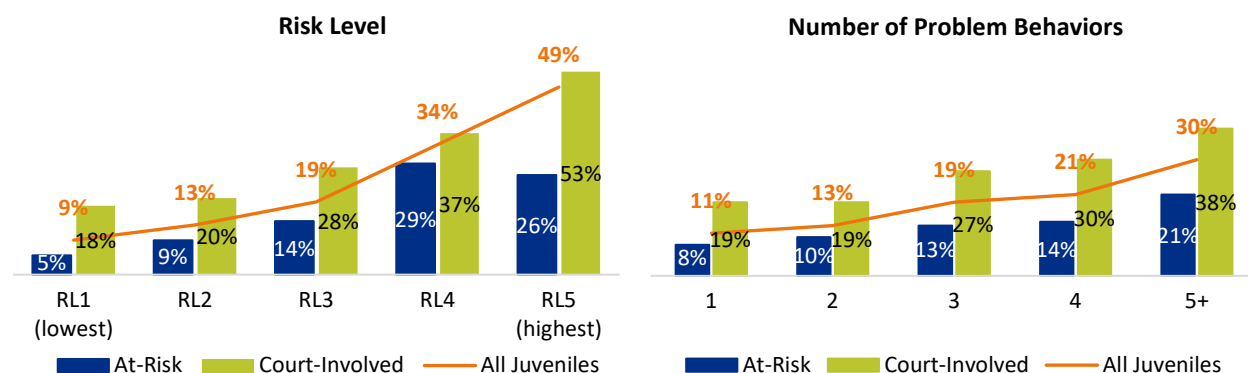


SOURCE: NC Sentencing and Policy Advisory Commission, FY 2022 JCPC Recidivism Sample

The findings of this report also featured the importance of the accurate assessment of risk. Regardless of program intervention, higher risk juveniles had higher recidivism rates, indicating the validity of the assessment tool in predicting future behavior (see Figure 7.8). Juveniles assessed in the highest risk level (RL5), had recidivism rates ranging from a low of 39% (clinical treatment) to a high of 58% (residential services).

Similarly, increases in the number of problem behaviors indicated an increased likelihood for recidivism across most program categories. This finding also held true when examining juveniles by legal status; juveniles with 5 or more problem behaviors had higher rates of recidivism.

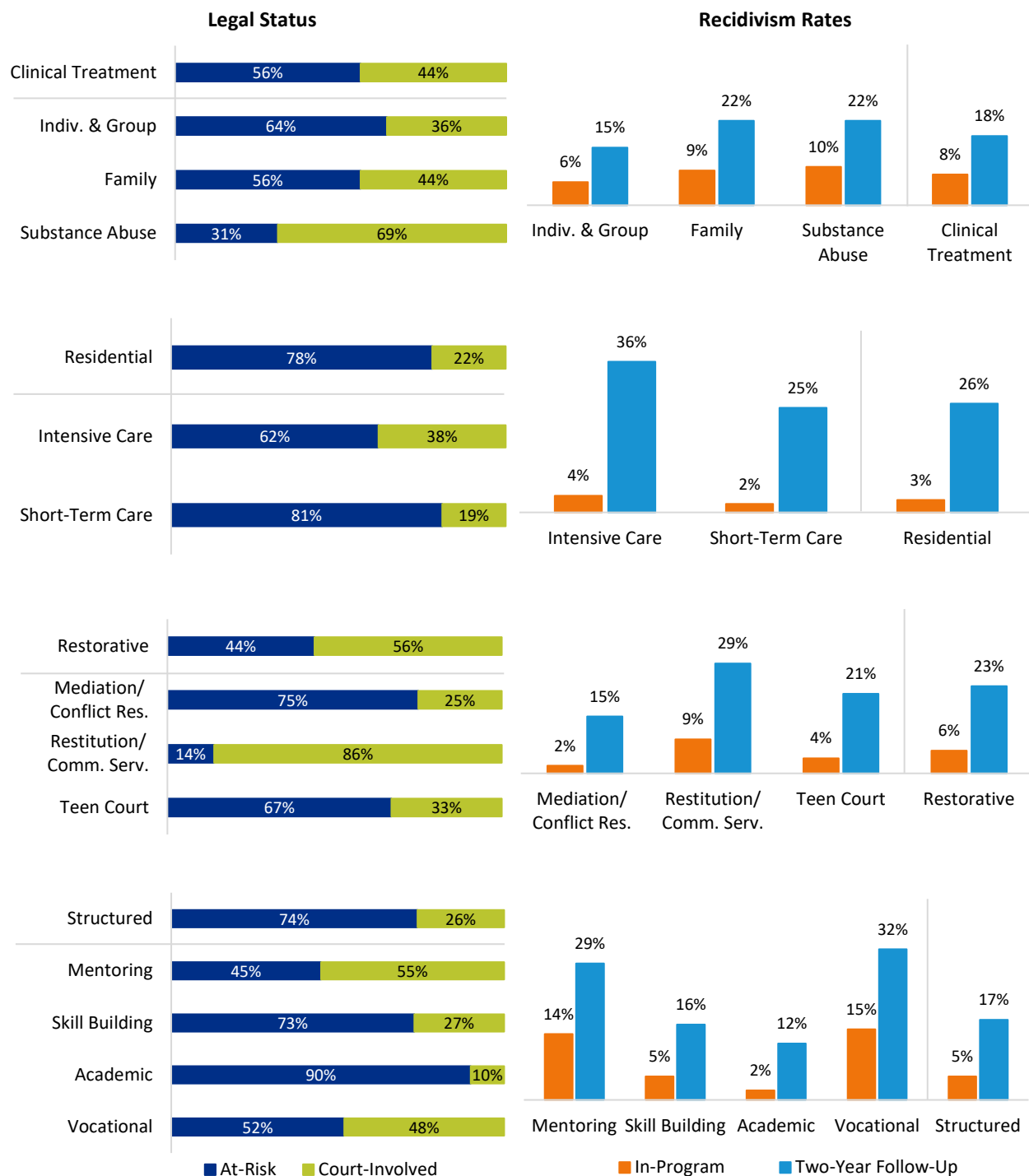
Figure 7.8
Recidivism Rates by Risk Level, Problem Behaviors, and Legal Status: Two-Year Follow-Up



SOURCE: NC Sentencing and Policy Advisory Commission, FY 2022 JCPC Recidivism Sample

As noted previously, this is the first report to examine specific program types within the larger program categories. Figure 7.9 summarizes the distribution of each program category and type by legal status and shows the recidivism rates for both in-program and the two-year follow-up.

Figure 7.9
Legal Status and Recidivism Rates by Program Type



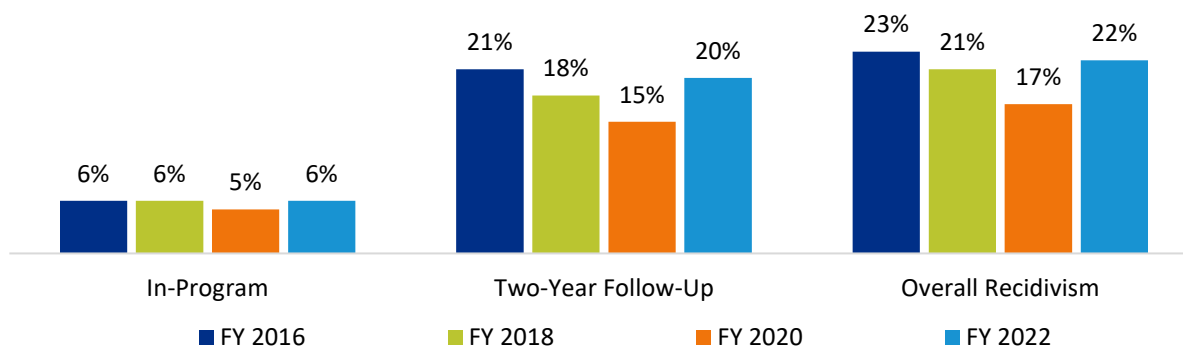
SOURCE: NC Sentencing and Policy Advisory Commission, FY 2022 JCPC Recidivism Sample

All program categories, except restorative, served a higher percentage of at-risk juveniles than court-involved juveniles. However, within program types, court-involved juveniles were more heavily represented in substance abuse counseling (69%), restitution/community service programs (86%), and mentoring programs (55%).

The highest recidivism rates during the two-year follow-up were found for intensive care (36%), vocational skills development (32%), restitution/community service and mentoring programs (29% each); many of these program types also served higher percentages of court-involved juveniles. While in-program recidivism was very low overall, the lowest rates were found for juveniles exiting short-term care, mediation/conflict resolution, and academic development programs at 2% each. With this first examination, implications for broader policy considerations by program type are limited for this report. However, future studies (comparing findings over time) will allow for greater understanding of how legal status, participant profile (e.g., risk level, problem behaviors), and program type relate to recidivism.

As shown in Figure 7.10, for the current and past three samples, recidivism primarily occurred during the two-year follow-up rather than during program participation. Notably, the rates of recidivism during both time periods examined (i.e., in-program and during the two-year follow-up), as well as overall recidivism, were nearly identical to those in FY 2016.

Figure 7.10
Recidivism Rates for JCPC Program Exits by Sample Year



SOURCE: NC Sentencing and Policy Advisory Commission, FY 2016 – FY 2022 JCPC Recidivism Samples

As noted throughout this section, recidivism rates have generally returned to those found in FY 2016, with the large majority of juveniles having no recidivism overall, and both in-program and during the two-year follow-up. 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

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 or conviction of a Class A through E felony offense, 4 points.

For each prior adjudication or conviction of a Class F through I felony offense or a Class A1 misdemeanor offense, excluding conviction of the motor vehicle laws, 2 points.

For each prior misdemeanor conviction of impaired driving (G.S. 20-138.1), impaired driving in a commercial vehicle (G.S. 20-138.2), and misdemeanor death by vehicle (G.S. 20-141.4(a2)), 2 points.

For each prior adjudication or conviction of a Class 1, 2, or 3 misdemeanor, excluding conviction of the motor vehicle laws, 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

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 in a youth development center • Minimum 90 days post-release supervision

APPENDIX B

JCPC PROGRAM TYPES

Table B.1
JCPC Program Types³⁸ and Participants

Program Category Program Type	Programs		Participants	
	N	%	N	%
Clinical Treatment	68	12	1,83	10
Group Counseling	5	1	89	1
Individual Counseling	15	3	460	4
Family Counseling	11	2	108	1
Substance Abuse Counseling	9	2	185	2
Sexual Behavior Services	7	1	27	<1
Home Based Family Counseling	21	4	214	2
Residential	27	5	355	3
Group Home Care	2	<1	40	<1
Temporary Shelter Care	17	3	193	2
Runaway Shelter Care	4	1	112	1
Specialized Foster Care	4	1	10	<1
Restorative	231	39	5,025	44
Mediation/Conflict Resolution	44	8	831	7
Restitution/Community Service	103	18	2,272	20
Teen Court	84	14	1,922	17
Structured	260	44	4,874	43
Mentoring	23	4	235	2
Interpersonal Skill Building	117	20	2,593	23
Parent/Family Skill Building	40	7	547	5
Experiential Skill Building	15	3	136	1
Tutoring/Academic Enhancement	23	4	787	7
Vocational Skills Development	29	5	257	2
Juvenile Structured Day	13	2	319	3
Total	586	100	11,337	100

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

SOURCE: NC Sentencing and Policy Advisory Commission, FY 2022 JCPC Recidivism Sample

³⁸ For information on Clinical Assessments and Psychological Evaluations, see Appendix G.

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.
- Substance Abuse Treatment: In/out-patient therapeutic services provided to juvenile offenders targeting substance abuse issues, including chemical dependency, alcoholism, and habitual or experimental use of other controlled substances. Personnel providing treatment must be licensed or certified to provide these services.

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.

SOURCE: The DJJDP's 2023 *Juvenile Crime Prevention Council Report*

(<https://www.ncdps.gov/documents/files/divisions/jj/fy-2023-jcpc-grants-reporting-legislative-report/open>)

APPENDIX C

GLOSSARY OF KEY TERMS AND VARIABLES

GLOSSARY OF KEY TERMS AND VARIABLES

Adjudication (Juvenile): 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 (see Appendix H).

Age: Age in years as measured at different time periods during JCPC programming. Age was reported as an average or categorized by the following groups: 5-12 years, 13-15 years, or 16 years and older.

- **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 (Adult): 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 the follow-up periods.

Assessment Only: A group of juveniles who received clinical assessments or psychological evaluations *only* and who were analyzed separately from the sample (see Appendix G). This group does not represent all juveniles who received assessment services in the sample year; juveniles who received an assessment and also exited from a different JCPC program appeared in the sample under that other, non-assessment program.

Complaint (Juvenile): 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 (Adult): 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 and juvenile adjudications were combined to create a secondary recidivism measure (see Appendix H).

Ethnicity: Juveniles in JCPC programs are indicated as being either Hispanic or non-Hispanic.

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. The age of the juvenile determined whether the juvenile was tracked in the juvenile justice system, adult criminal justice system, or both systems.

- **In-Program (Program Participation):** 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 2022 *Juvenile Justice Annual Report* located at <https://www.ncdps.gov/jjdp-annual-report-2022> for a map of the areas, districts, and counties.

In-Program Progress: At program exit, program administrators evaluate program participants for progress in four categories: (1) progress with juvenile court, (2) progress with school, (3) progress with home situation, and (4) positive parental involvement with juvenile. Not all juveniles are evaluated on each of these measures; some are determined to have “no problems at referral or since” and were excluded from progress-related analyses. The following in-program progress measures were examined in this report:

- **Progress with School (School Environment):** Progress is defined as school problems were either eliminated or reduced. No progress is defined as school problems remained unchanged or intensified.
- **Progress with Home Situation (Home Environment):** Progress is defined as home situation problems were either eliminated or reduced. No progress is defined as home situation problems remained unchanged or intensified.
- **Positive Parental Involvement:** Progress is defined as significant improvement or some improvement in parental involvement with the juvenile. No progress is defined as the parental involvement with the juvenile remained unchanged or decreased.

Juvenile Crime Prevention Council (JCPC) Programs: JCPC programs are funded in all 100 counties. These programs are funded annually through a partnership between state, county, and local governments. The purpose of JCPC programs is to address delinquency behavior for juveniles who are

involved with the juvenile justice system (i.e., court-involved juveniles) and juveniles who are “at-risk” of juvenile justice involvement.

- **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.

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. For the purposes of this report, juveniles are considered under the jurisdiction of the adult system if they are a certain age and committed a specific offense (e.g., juveniles who are at least 13 and alleged to have committed a Class A felony must be transferred to the adult system, juveniles who are 16 or 17 and alleged to have committed a Class A through Class G felony begin in the adult system) or individuals above the age of 18.

Legal Status: Legal status indicates the juvenile’s relationship with the juvenile justice system at program entry: at-risk or 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.

North Carolina Assessment of Risk (NCAR): The NCAR is conducted by JCPC program providers on every juvenile referred to a JCPC program. The NCAR tool helps determine the presence of risk factors and the appropriate programmatic response. The tool consists of 10 questions. See Appendix D.

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 follow-up involvement in the juvenile justice system.

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.

Problem Behaviors (Types): Problem behaviors for juveniles referred to JCPC programs are identified either by the DJJDP 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 (see Appendix E). Juveniles were categorized as having 1, 2, 3, 4, or 5+ 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 behavior is a general category for problem behaviors that do not fit in one of the other problem behavior classifications.

Program Entry: Program entry refers to the date when a juvenile begins a JCPC program.

Program Category: The Community Programs Section of the DJJDP divides JCPC programs into six categories: evaluation or assessment (Appendix G); clinical treatment (Chapter Three); residential services (Chapter Four); restorative programs (Chapter Five); structured activities and community day programs (Chapter Six). Below are descriptions of each program category, as well as the abbreviated terms used in the report (in parentheses). Also see Program Type.

- **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. Assessments are being examined in the appendix of this report 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. See Appendix G.
- **Clinical Treatment (Clinical):** Clinical treatment programs offer professional help to juveniles and/or their families 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. In this report, clinical treatment programs have been divided into three program types: (1) individual and group counseling, (2) family counseling, and (3) substance abuse counseling. See Chapter Three.
- **Residential Services (Residential):** Residential services offer help to juveniles who need housing or family assistance. These programs are delivered in a residential setting (i.e., group home care, shelter care, foster care). In this report, residential service programs have been divided into two program types: (1) intensive care services and (2) short-term care services. See Chapter Four.
- **Restorative Programs (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. Services include restitution/community service, medication/conflict resolution, or teen court. Restorative programs include three program types: (1) mediation and conflict resolution, (2) restitution and community service, and (3) teen court. See Chapter Five.
- **Structured Activities (Structured):** 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. Structured programs have been divided into four program types: (1) mentoring, (2) skill building, (3) academic development, and (4) vocational skills development. See Chapter Six.
- **Community Day Programs (Community Day):** Also known as juvenile structured day, community day programs are 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 on-site educational

programs; and provide a balance between education and treatment. Community day programs are combined with academic development programs in Chapter Six since they both provide academic enhancement services in structured settings.

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).

Program Type: Program types are subcategories of program category. Below are descriptions of each program type, as well as the abbreviated terms used throughout the report (in parentheses). Also see Program Category and Appendix B.

- **Academic Development (Academic):** Academic development is a subcategory of structured programs. Academic development provides services that assist juveniles with understanding and completing schoolwork and/or classes. Academic development includes tutoring/academic enhancement and juvenile structured day programs.
- **Family Counseling (Family):** Family counseling is a subcategory of clinical treatment programs. Family counseling often involves the entire family and is typically conducted in the home.
- **Individual and Group Counseling (Indiv. & Group):** Individual and group counseling is a subcategory of clinical treatment programs. This type of counseling can be individual or group and is with a licensed counselor or therapist. Also included in individual and group counseling are programs offering sexual behavior services.
- **Intensive Care:** Intensive care is a subcategory of residential services. Intensive care services include group home care and specialized foster care.
 - Group home care is 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.
 - Specialized foster care is 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.
- **Mediation/Conflict Resolution (Mediation/Conflict Res.):** Mediation/conflict resolution is a subcategory of restorative programs. 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.

- **Mentoring:** Mentoring is a subcategory of structured programs. These services provide opportunities for matching of adult volunteers with delinquent or at-risk youth on a one-on-one basis.
- **Restitution/Community Service (Restitution/Comm. Serv.):** Restitution/community service is a subcategory of restorative programs. These services provide supervised worksites in which juveniles are held accountable for their actions that have affected the community and/or victim(s).
- **Short-Term Care:** Short-term care is a subcategory of residential services. Examples include temporary shelter care, temporary foster care, and runaway shelter care.
 - Temporary shelter care is group home care and shelter (up to 90 days) for juveniles who need to be temporarily removed from their homes during a family crisis. Temporary foster care is 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.
 - Runaway shelter care is 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.
- **Skill Building:** Skill building is a subcategory of structured programs. These programs include curriculum-based programming that assists juveniles with developing their prosocial skills or their independent living skills or helps the parent with developing skills for communication and discipline.
- **Substance Abuse Counseling (Substance Abuse):** Substance abuse counseling is a subcategory of clinical treatment programs. The focus of counseling is to resolve substance use or abuse.
- **Teen Court:** Teen court is a subcategory of restorative programs. Includes services that provide diversion from juvenile court where trained adult and youth volunteers act as officials of the court to hear complaints.
- **Vocational Skills Development (Vocational):** Vocational skills development is a subcategory of structured programs. These services focus on preparing juveniles to enter the work force through actual employment opportunities, job placement, non-paid work service (non-restitution based), job training, or career counseling.

Race: In NCALLIES, race is captured as White, African American, American Indian, Asian, Native Hawaiian, Two or More Races, and Unknown. Due to low numbers in some race categories, race was categorized as White, Black, and Other/Unknown.

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. Effective December 1, 2024, 16- and 17-year-olds with violent offenses (Class A – E felonies) are processed in the adult system. Also see the 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.

- **Recidivist Event:** An occurrence of a recidivist juvenile complaint, adult arrest, or both during the follow-up periods. In calculating the total and average 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 DJJDP, DHHS, school, law enforcement, parent/guardian, and self/other.

Risk Assessment: An assessment conducted by JCPC program administrators at program entry to evaluate the risk of future delinquency. The assessment used is the North Carolina Assessment of Risk (NCAR) and is given to all JCPC program participants.

- **Risk Level (RL):** 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, 2021 through June 30, 2022.

- **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).

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 program.
- **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. Direct service hours do not include time spent completing intake forms, signing consents, etc.

APPENDIX D

NORTH CAROLINA ASSESSMENT OF RISK (NCAR)

NORTH CAROLINA ASSESSMENT OF RISK (NCAR)

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

R1. Age when first delinquent offense alleged in a complaint: Circle appropriate score and enter the actual age. **Score**

a. Age 12 or over or no delinquent complaint	0	
b. Under age 12	2	
Actual age:		

R2. Number of undisciplined or delinquent referrals to Intake (Referrals are instances of complaints coming through the Intake process. A referral may include multiple complaints; for example, breaking or entering and larceny, or multiple larcenies or other offenses that occur at one time.)

a. Current referral only	0	
b. 1 Prior referral	1	
c. 2-3 Prior referrals	2	
d. 4+ Prior referrals	3	

R3. Most serious prior adjudication(s). Enter the actual number of prior adjudications for each class of offense shown in b through e then circle the score for only the **most serious** offense for which there has been a prior adjudication. **The maximum possible score for this item is 4.**

a. No Prior Adjudications		0	
b. Prior Undisciplined	# of adjudications:		1
c. Prior Class 1-3 misdemeanors	# of adjudications:		2
d. Prior Class F-I felonies or A1 misdemeanors	# of adjudications:		3
e. Prior Class A-E felonies	# of adjudications:		4

R4. Prior Assaults: "Assault" is defined as any assaultive behavior, whether physical or sexual, with or without a weapon as evidenced by a prior delinquent complaint. Record the number of complaints for each assault category shown. Then circle the score for the assault category with the highest numerical score. **The maximum possible score for this item is 5.**

a. No assaults		0	
b. Involvement in an affray	# of complaints:		1
c. Yes, without a weapon	# of complaints:		2
d. Yes, without a weapon, inflicting serious injury	# of complaints:		3
e. Yes, with a weapon	# of complaints:		4
f. Yes, with a weapon inflicting serious injury	# of complaints:		5

R5. Runaways (from home or placement): "Runaway" is defined as absconding from home or any placement and not voluntarily returning within twenty-four (24) hours as evidenced by a complaint, motion for review, or from reliable information. Circle appropriate score.

a. No	0	
b. Yes	2	
Actual number of runaway incidents		

R6. Known use of alcohol or illegal drugs during past 12 months: Do not include tobacco in scoring this item. Circle appropriate score.

a. No known substance use	0	
b. Some substance use, need for further assessment	1	
c. Substance abuse, assessment and/or treatment needed	3	

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

a. No problems (Enrolled, attending regularly)	0
b. Minor problems (attending with problems handled by teacher/school personnel, or 1-3 unexcused absences/truancy)	1
c. Moderate problems (4 to 10 unexcused absences /truancy, or 1 or more in-school suspensions or 1 short-term suspension – up to 10 days)	2
d. Serious problems (more than 1 short-term suspension, or 1 or more long-term suspension, or more than 10 unexcused absences or expelled/dropped out)	3

R8. Peer relationships: Circle appropriate score. Put check in the line following appropriate information.

a. Peers usually provide good support and influence	0
b. Youth is rejected by pro-social peers____, or youth sometimes associates with others who have been involved in delinquent/criminal activity but is not primary peer group _____	1
c. Youth regularly associates with others who are involved in delinquent/criminal activity	3
d. Youth is a gang member____ or associates with a gang _____	5

R9. Parental supervision: (Score the current responsible parental authority) Circle appropriate score.

a. Parent, guardian or custodian willing and able to supervise	0
b. Parent, guardian or custodian willing but unable to supervise	2
c. Parent, guardian or custodian unwilling to supervise	3

R10.

TOTAL RISK SCORE/LEVEL		
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Check Risk Level: ☐ Low risk (0 - 2)

☐ Medium risk (3 – 12)

☐ High risk 13- 30

COMMENT:

APPENDIX E

NC DPS JUVENILE JUSTICE/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:			Relationship to juvenile:		Phone:			
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:
*NCAR Risk Score:	YASI Pre-Screen Numeric Score:

Current Legal Status:	Problem Behaviors \ Risk Indicators:		
<input type="checkbox"/> NA/No Juvenile Justice Involvement <input type="checkbox"/> Court Counselor Consultation <input type="checkbox"/> SRO/Law Enforcement Diversion <input type="checkbox"/> Vulnerable Juvenile <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 (PRS) <input type="checkbox"/> Continuation Services <input type="checkbox"/> Interstate Compact	<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

Prior Adjudications: Has the juvenile had any prior adjudications?	Yes <input type="checkbox"/> No <input type="checkbox"/> If yes, list the number of prior adjudications for each category below.		
	Prior Undisciplined #		
	Prior Class 1-3 misdemeanors #		
	Prior Class F-I felonies or A 1 misdemeanors #		
	Prior Class A-E felonies #		
Prior Assaults: Has the juvenile had any prior delinquent complaints for assault?	Yes <input type="checkbox"/> No <input type="checkbox"/> If yes, list the number of prior delinquent complaints for assault for each category below.		
	Involvement in an affray #		
	Yes, without a weapon #		
	Yes, without a weapon, inflicting serious injury #		
	Yes, with a weapon #		
	Yes, with a weapon, inflicting serious injury #		
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"/>	
Is the client on EHA (Electronic House Arrest) or Electronic Monitoring (EM)?		Yes <input type="checkbox"/> No <input type="checkbox"/>	
Is the client currently on ATD (Alternative to Detention) status with Juvenile Court Services?		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 / What specific changes in knowledge/skills/abilities/behavior do you seek as a result of participation in the program?	
*Date Referral Received by Program:	- - (MM – DD – YYYY)

***For Program Use Only**

APPENDIX F

ADDITIONAL GEOGRAPHIC AREA AND DISTRICT DATA

Table F.1
JCPC Program Exits by Legal Status and Geographic Area/District

Juvenile Justice Area/District/County	At-Risk n	Court-Involved n	All Juveniles N
Eastern Area	1,412	969	2,381
District 1: Camden, Chowan, Currituck, Dare, Gates, Pasquotank, Perquimans	223	138	361
District 2: Beaufort, Hyde, Martin, Tyrrell, Washington	191	65	256
District 3: Carteret, Craven, Pamlico, Pitt	330	206	536
District 4: Duplin, Jones, Onslow, Sampson	230	133	363
District 5: New Hanover, Pender	108	99	207
District 6: Bertie, Halifax, Hertford, Northampton	44	103	147
District 7: Edgecombe, Nash, Wilson	157	125	282
District 8: Greene, Lenoir, Wayne	129	100	229
Central Area	1,854	963	2,817
District 9: Caswell, Franklin, Granville, Person, Vance, Warren	336	74	410
District 10: Wake	404	220	624
District 11: Harnett, Johnston, Lee	145	127	272
District 12: Cumberland	180	84	264
District 13: Bladen, Brunswick, Columbus	244	147	391
District 14: Durham	155	48	203
District 15: Alamance, Chatham, Orange	103	182	285
District 16: Hoke, Robeson, Scotland	287	81	368
Piedmont Area	2,344	1,552	3,896
District 17: Rockingham, Stokes, Surry	124	279	403
District 18: Guilford	589	165	754
District 19: Cabarrus, Montgomery, Moore, Randolph, Rowan	705	232	937
District 20: Anson, Richmond, Stanly, Union	55	262	317
District 21: Forsyth	302	99	401
District 22: Alexander, Davidson, Davie, Iredell	304	362	666
District 26: Mecklenburg	265	153	418
Western Area	1,129	1,114	2,243
District 23: Alleghany, Ashe, Wilkes, Yadkin	161	197	358
District 24: Avery, Madison, Mitchell, Watauga, Yancey	213	59	272
District 25: Burke, Caldwell, Catawba	101	163	264
District 27: Cleveland, Gaston, Lincoln	327	271	598
District 28: Buncombe	40	113	153
District 29: Henderson, McDowell, Polk, Rutherford, Transylvania	71	197	268
District 30: Cherokee, Clay, Graham, Haywood, Jackson, Macon, Swain	216	114	330
Statewide	6,739	4,598	11,337

SOURCE: NC Sentencing and Policy Advisory Commission, FY 2022 JCPC Recidivism Sample

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

Juvenile Justice Area/District/County	At-Risk n=6,739 %	Court-Involved n=4,598 %	All Juveniles N=11,337 %
Eastern Area	12	34	21
District 1: Camden, Chowan, Currituck, Dare, Gates, Pasquotank, Perquimans	8	31	17
District 2: Beaufort, Hyde, Martin, Tyrrell, Washington	9	38	16
District 3: Carteret, Craven, Pamlico, Pitt	9	36	20
District 4: Duplin, Jones, Onslow, Sampson	16	33	22
District 5: New Hanover, Pender	18	16	17
District 6: Bertie, Halifax, Hertford, Northampton	14	35	29
District 7: Edgecombe, Nash, Wilson	11	36	22
District 8: Greene, Lenoir, Wayne	22	43	31
Central Area	12	30	18
District 9: Caswell, Franklin, Granville, Person, Vance, Warren	6	20	9
District 10: Wake	17	35	23
District 11: Harnett, Johnston, Lee	15	33	24
District 12: Cumberland	12	33	19
District 13: Bladen, Brunswick, Columbus	11	16	13
District 14: Durham	15	38	21
District 15: Alamance, Chatham, Orange	28	34	32
District 16: Hoke, Robeson, Scotland	4	33	10
Piedmont Area	15	32	21
District 17: Rockingham, Stokes, Surry	10	23	19
District 18: Guilford	16	45	22
District 19: Cabarrus, Montgomery, Moore, Randolph, Rowan	12	28	16
District 20: Anson, Richmond, Stanly, Union	11	23	21
District 21: Forsyth	14	51	23
District 22: Alexander, Davidson, Davie, Iredell	17	29	24
District 26: Mecklenburg	18	52	31
Western Area	13	24	19
District 23: Alleghany, Ashe, Wilkes, Yadkin	6	20	14
District 24: Avery, Madison, Mitchell, Watauga, Yancey	13	14	13
District 25: Burke, Caldwell, Catawba	20	26	23
District 27: Cleveland, Gaston, Lincoln	15	29	21
District 28: Buncombe	10	24	20
District 29: Henderson, McDowell, Polk, Rutherford, Transylvania	14	21	19
District 30: Cherokee, Clay, Graham, Haywood, Jackson, Macon, Swain	14	30	19
Statewide	13	30	20

SOURCE: NC Sentencing and Policy Advisory Commission, FY 2022 JCPC Recidivism Sample

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

Juvenile Justice Area/District/County	Assessment n	Clinical n	Residential n	Restorative n	Structured Activity n	Community Day n	All Juveniles N
Eastern Area	209	360	12	1,394	880	323	3,178
District 1: Camden, Chowan, Currituck, Dare, Gates, Pasquotank, Perquimans	7	39	0	177	222	0	445
District 2: Beaufort, Hyde, Martin, Tyrrell, Washington	0	0	0	53	227	0	280
District 3: Carteret, Craven, Pamlico, Pitt	4	225	5	253	55	122	664
District 4: Duplin, Jones, Onslow, Sampson	61	5	4	245	120	87	522
District 5: New Hanover, Pender	137	39	0	240	32	0	448
District 6: Bertie, Halifax, Hertford, Northampton	0	7	0	100	64	0	171
District 7: Edgecombe, Nash, Wilson	0	24	3	164	119	0	310
District 8: Greene, Lenoir, Wayne	0	21	0	162	41	114	338
Central Area	285	239	190	1,450	1,351	42	3,557
District 9: Caswell, Franklin, Granville, Person, Vance, Warren	74	11	0	187	277	0	549
District 10: Wake	0	40	112	293	257	0	702
District 11: Harnett, Johnston, Lee	0	0	0	132	156	22	310
District 12: Cumberland	207	100	40	61	105	0	513
District 13: Bladen, Brunswick, Columbus	0	4	12	344	168	0	528
District 14: Durham	0	38	0	106	75	0	219
District 15: Alamance, Chatham, Orange	3	38	1	233	65	0	340
District 16: Hoke, Robeson, Scotland	1	8	25	94	248	20	396
Piedmont Area	516	418	182	2,084	2,298	94	5,592
District 17: Rockingham, Stokes, Surry	0	133	8	316	68	0	525
District 18: Guilford	231	91	147	281	394	39	1183
District 19: Cabarrus, Montgomery, Moore, Randolph, Rowan	5	0	5	522	914	48	1494
District 20: Anson, Richmond, Stanly, Union	54	49	0	263	117	0	483
District 21: Forsyth	29	34	11	147	254	0	475
District 22: Alexander, Davidson, Davie, Iredell	139	74	0	512	176	7	908
District 26: Mecklenburg	58	37	11	43	375	0	524
Western Area	188	200	57	1,558	930	15	2,948
District 23: Alleghany, Ashe, Wilkes, Yadkin	0	0	2	414	111	0	527
District 24: Avery, Madison, Mitchell, Watauga, Yancey	0	0	0	131	171	0	302
District 25: Burke, Caldwell, Catawba	138	45	0	187	55	0	425
District 27: Cleveland, Gaston, Lincoln	21	148	0	390	236	0	795
District 28: Buncombe	2	2	28	82	50	8	172
District 29: Henderson, McDowell, Polk, Rutherford, Transylvania	27	5	7	156	129	7	331
District 30: Cherokee, Clay, Graham, Haywood, Jackson, Macon, Swain	0	0	20	198	178	0	396
Statewide	1,198	1,217	441	6,486	5,459	474	15,275

Note: This table includes multiple program exits per juvenile, while the FY 2022 JCPC recidivism sample is 1 exit per juvenile.

SOURCE: NC Sentencing and Policy Advisory Commission, FY 2022 JCPC Recidivism Sample

APPENDIX G

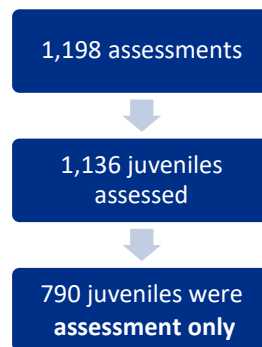
CLINICAL ASSESSMENTS AND PSYCHOLOGICAL
EVALUATIONS

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 2022.

In the FY 2022 JCPC recidivism data, there were 1,198 assessments administered to 1,136 juveniles; out of these juveniles, there were 790 whose only JCPC exit in the sample year was an assessment (see Figure G.1).³⁹ These “assessment only” juveniles are the focus of this appendix. Among them, 95% received 1 assessment, 5% received 2 assessments, and 2 juveniles were assessed 3 times.

Figure G.1
Assessments and Juveniles Assessed



SOURCE: NC Sentencing and Policy Advisory Commission, FY 2022 JCPC Recidivism Data

In FY 2022, 34 providers across 27 counties offered assessment services. Table G.1 shows that 69% of assessment only juveniles were assessed in 5 counties.

Table G.1
Assessment Only Juveniles by County

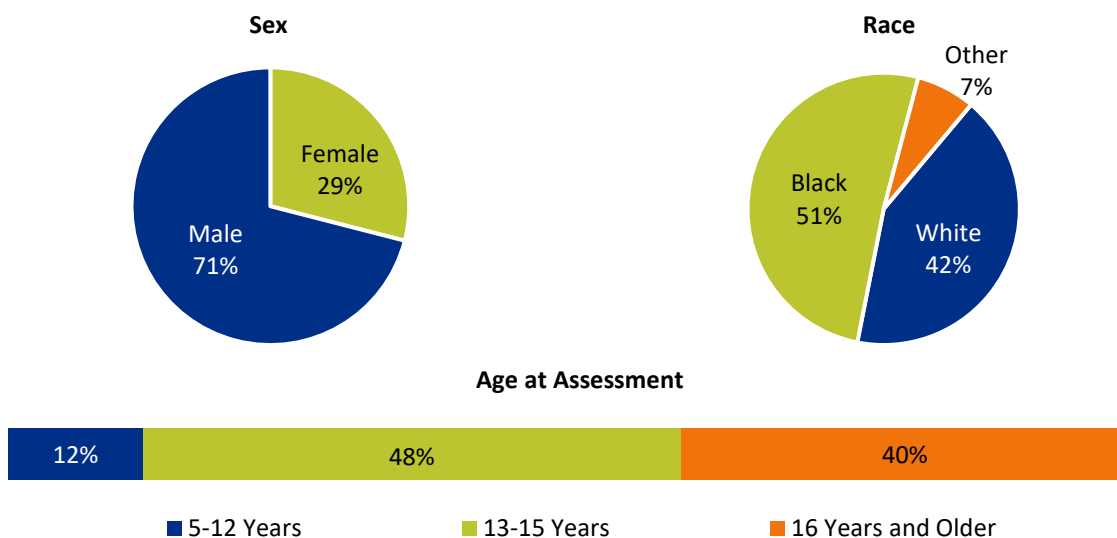
County	Juveniles N	Total %
Cumberland	165	21
Guilford	160	20
Davidson	95	12
New Hanover	70	9
Burke	59	7
All Other Counties	241	31
Total	790	100

SOURCE: NC Sentencing and Policy Advisory Commission, FY 2022 JCPC Recidivism Data

³⁹ This group does not represent all juveniles who received assessment services in FY 2022; juveniles who received an assessment and also exited a different JCPC program appeared in the sample under that other, non-assessment program.

Figure G.2 shows the personal characteristics for assessment only juveniles. Seventy-one percent (71%) were male, half (51%) were Black, and 10% were Hispanic. Most assessment only juveniles were either 13-15 years old (48%) or 16 years or older (40%) at the time of their assessment.

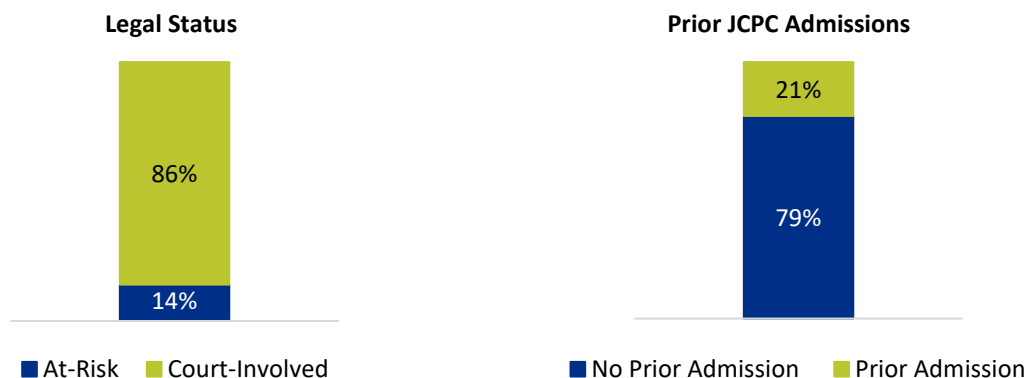
Figure G.2
Personal Characteristics



SOURCE: NC Sentencing and Policy Advisory Commission, FY 2022 JCPC Recidivism Data

Figure G.3 examines legal status and prior JCPC admissions for assessment only juveniles. Most juveniles were court-involved (86%) and did not have a prior JCPC admission (79%). Additionally, 74% of the assessment only juveniles had a prior complaint.

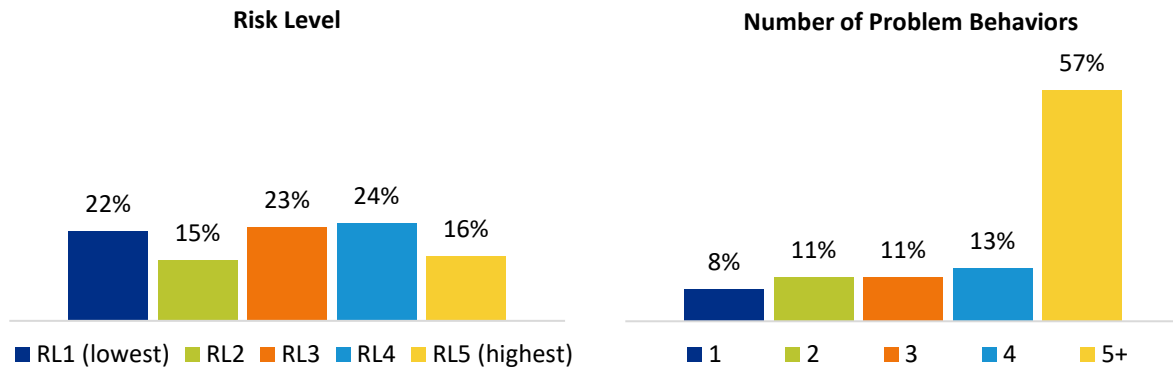
Figure G.3
Legal Status and Prior JCPC Admissions



SOURCE: NC Sentencing and Policy Advisory Commission, FY 2022 JCPC Recidivism Data

Both the risk level distribution and the number of problem behaviors are presented in Figure G.4. Most assessment only juveniles were assessed as either RL1 (22%), RL3 (23%), or RL4 (24%). Lower percentages were assessed as RL2 (15%) and RL5 (16%). Over half (57%) of assessment only juveniles had 5 or more problem behaviors; only 8% had 1 problem behavior.

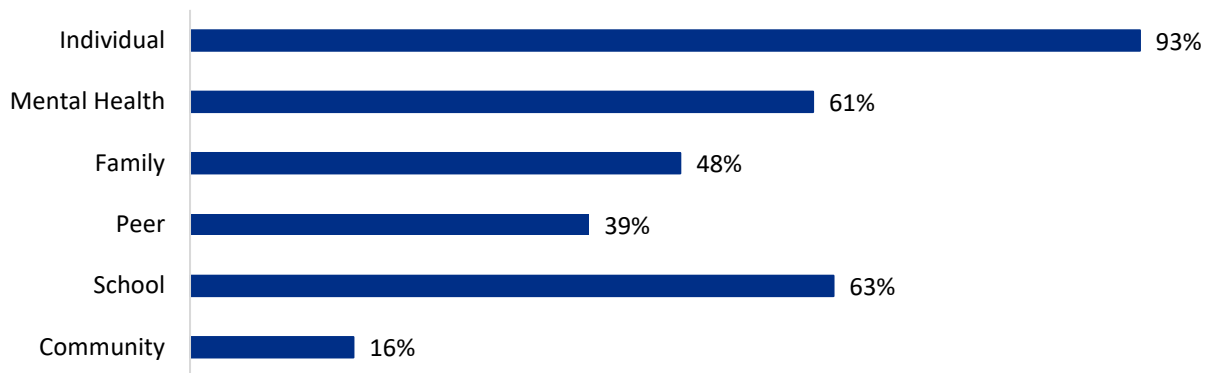
Figure G.4
Risk Level and Number of Problem Behaviors



SOURCE: NC Sentencing and Policy Advisory Commission, FY 2022 JCPC Recidivism Data

Figure G.5 shows the percentage of juveniles who presented with each type of problem behavior at assessment referral. Almost all (93%) 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 (63%), followed closely by mental health problem behaviors (61%).

Figure G.5
Type of Problem Behaviors

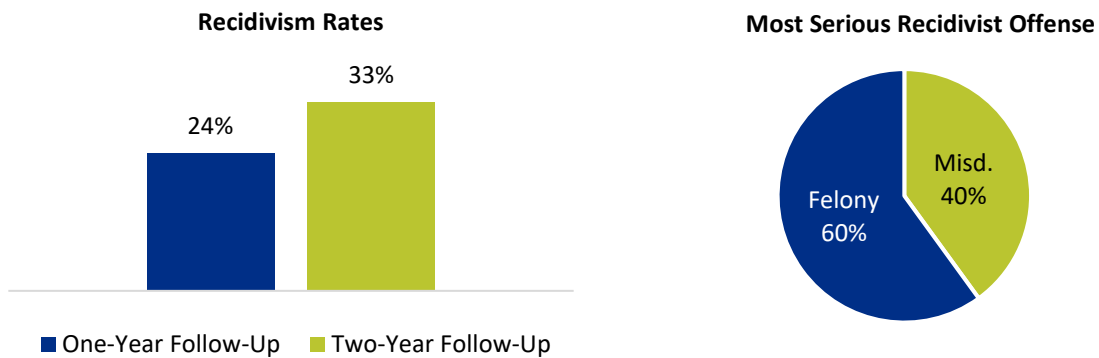


Note: Juveniles can be identified as having multiple problem behaviors and, therefore, may be represented in more than one problem behavior category. No juveniles had a problem behavior in the Other category.

SOURCE: NC Sentencing and Policy Advisory Commission, FY 2022 JCPC Recidivism Data

As shown in Figure G.6, 24% of assessment only juveniles had at least one delinquent complaint and/or arrest during the one-year follow-up period and 33% during the two-year follow-up period. Among the 263 juveniles who recidivated during the two-year follow-up, the first recidivist event occurred at 7 months, on average, and 60% had a felony as their most serious recidivist offense.

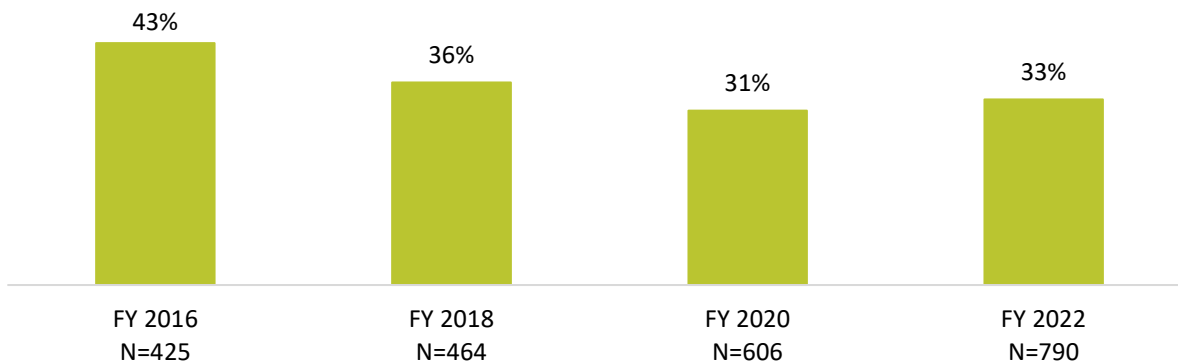
Figure G.6
Recidivism Rates: Two-Year Follow-Up



SOURCE: NC Sentencing and Policy Advisory Commission, FY 2022 JCPC Recidivism Data

Figure G.7 provides the two-year follow-up recidivism rates for assessment only juveniles for the past four JCPC recidivism studies. The highest recidivism rate for this group occurred in FY 2016 (43%). Since that time, recidivism rates have been lower, ranging between 31% (FY 2020) and 36% (FY 2018).

Figure G.7
Recidivism Rates by Fiscal Year: Two-Year Follow-Up



SOURCE: NC Sentencing and Policy Advisory Commission, FY 2016 – FY 2022 JCPC Recidivism Data

APPENDIX H

ADDITIONAL RECIDIVISM DATA

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

Legal Status		Recidivism		
	N	#	One-Year Follow-Up %	Two-Year Follow-Up %
At-Risk	6,739	300	2	4
Court-Involved	4,598	718	11	16
All Juveniles	11,337	1,018	6	9

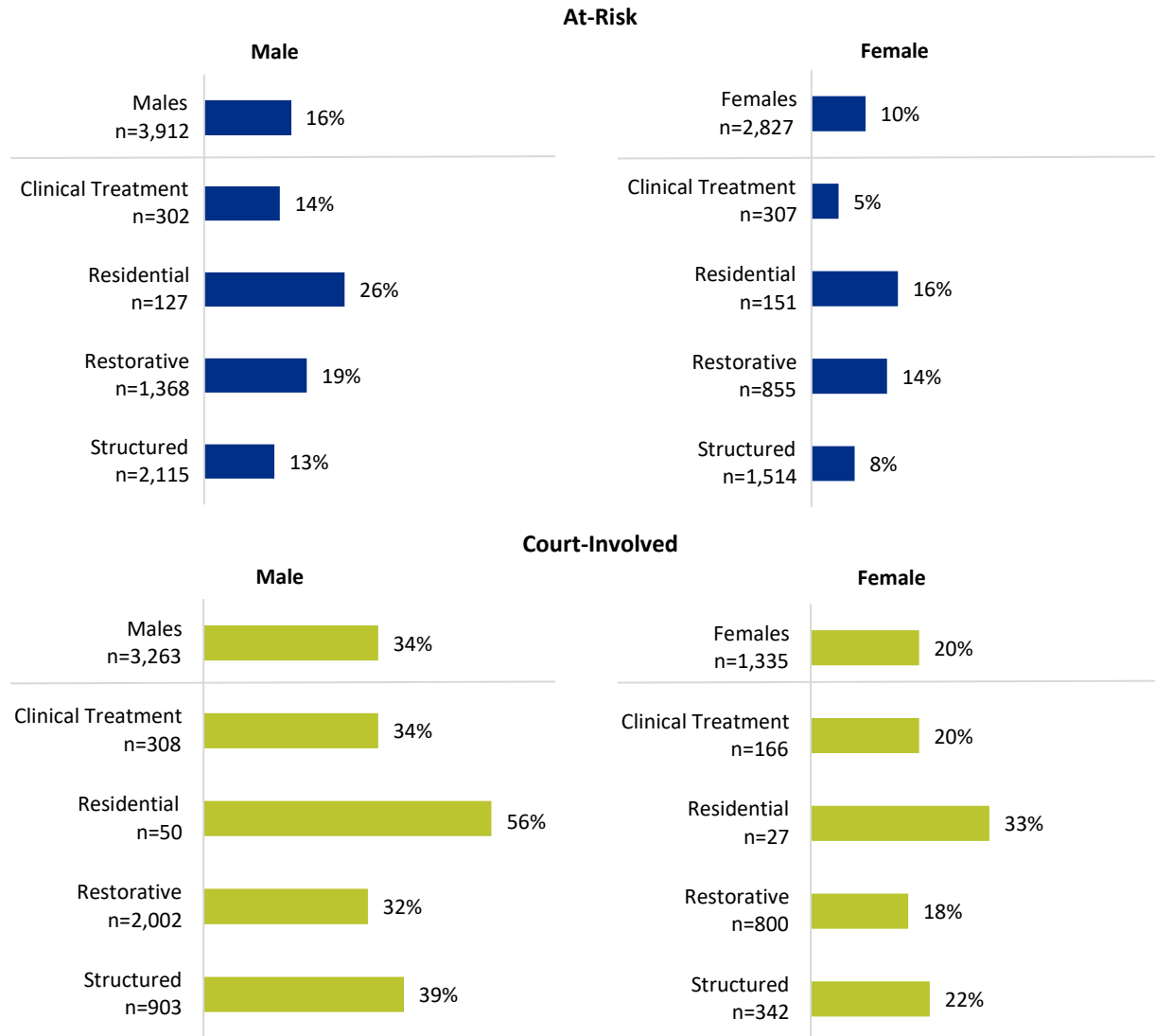
SOURCE: NC Sentencing and Policy Advisory Commission, FY 2022 JCPC Recidivism Sample

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

Program Category Program Type		Recidivism			Months to Recidivism Avg.
	N	#	One-Year Follow-Up %	Two-Year Follow-Up %	
Clinical Treatment	1,083	95	5	9	10
Indiv. & Group	576	29	2	5	12
Family	322	42	8	13	9
Substance Abuse	185	24	9	13	9
Residential	355	48	10	14	8
Intensive Care	50	14	24	28	6
Short-Term Care	305	34	8	11	9
Restorative	5,025	519	7	10	9
Mediation/Conflict Res.	831	50	4	6	9
Restitution/Comm. Serv.	2,272	317	9	14	9
Teen Court	1,922	152	5	8	10
Structured	4,874	356	5	7	10
Mentoring	235	34	8	14	11
Skill Building	3,276	229	4	7	10
Academic	1,106	61	4	6	9
Vocational	257	32	10	12	7
All Juveniles	11,337	1,018	6	9	9

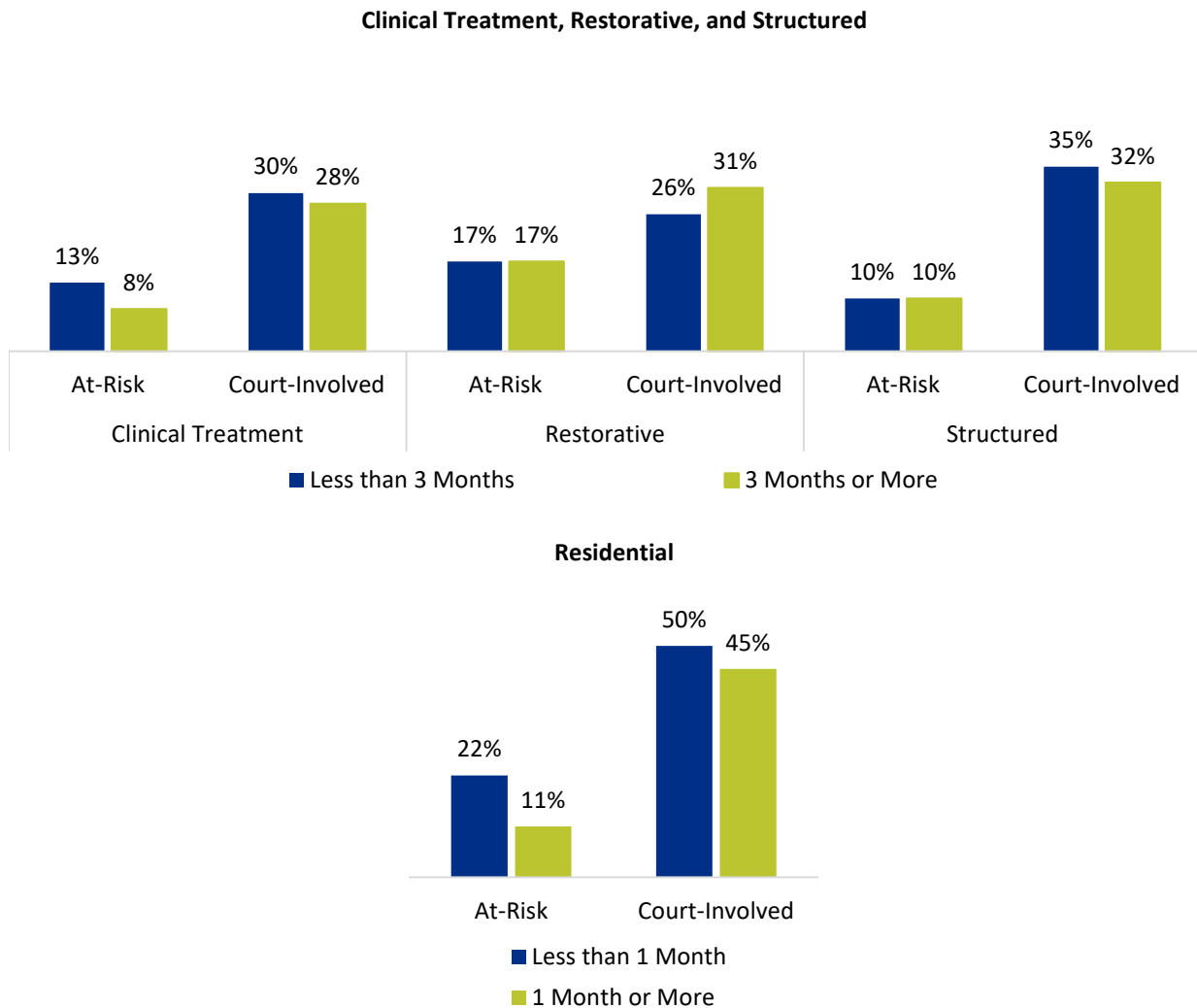
SOURCE: NC Sentencing and Policy Advisory Commission, FY 2022 JCPC Recidivism Sample

Figure H.1
Recidivism Rates for 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 2022 JCPC Recidivism Sample

Figure H.2
Recidivism Rates for Program Categories by Legal Status and Time in Program:
Two-Year Follow-Up



Note: Recidivism rates are only reported for juveniles when there are at least 25 juveniles in a specific category. Juveniles who received residential services were enrolled for shorter amounts of time on average and therefore were categorized differently than the other program categories.

SOURCE: NC Sentencing and Policy Advisory Commission, FY 2022 JCPC Recidivism Sample

Table H.3
Recidivism Rates for Program Categories by Legal Status, Sex, and Time in Program:
Two-Year Follow-Up

Program Category	Time in Program in Months							
	Male				Female			
	Less than 3		3 or More		Less than 3		3 or More	
	#	%	#	%	#	%	#	%
Clinical Treatment	169	28	441	22	155	13	318	9
At-Risk	78	19	224	12	95	7	212	4
Court-Involved	91	36	217	33	60	22	106	19
Restorative	1,960	25	1,410	29	1,046	16	609	17
At-Risk	865	19	503	20	555	14	300	13
Court-Involved	1,095	30	907	35	491	17	309	20
Structured	1,007	18	1,774	21	709	11	1,065	9
At-Risk	737	11	1,205	13	591	8	853	6
Court-Involved	270	39	569	37	118	25	212	18
	Male				Female			
	Less than 1		1 or More		Less than 1		1 or More	
	#	%	#	%	#	%	#	%
	#	%	#	%	#	%	#	%
Residential	137	33	40	40	151	21	27	4
At-Risk	109	28	18	--	131	18	20	--
Court-Involved	28	54	22	--	20	--	7	--

Note: Recidivism rates are only reported for juveniles when there are at least 25 juveniles in a specific category. Juveniles who received residential services were enrolled for shorter amounts of time on average and therefore were categorized differently than the other program categories.

SOURCE: NC Sentencing and Policy Advisory Commission, FY 2022 JCPC Recidivism Sample