

JCPC
PROGRAM
EFFECTIVENESS:

FY 2016
SAMPLE

EFFECTIVENESS
OF PROGRAMS
FUNDED BY
JUVENILE CRIME
PREVENTION
COUNCILS:
YOUTH EXITING
JCPC PROGRAMS
IN FY 2016

MAY 1, 2019

SUBMITTED PURSUANT
TO N.C. GEN. STAT. §
164-48 (2018)

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LIST OF ACRONYMS

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

EXECUTIVE SUMMARY

2019 JCPC EFFECTIVENESS STUDY

In the 2009 Session of the North Carolina General Assembly, the legislature amended Chapter 164 of the General Statutes to direct the North Carolina Sentencing and Policy Advisory Commission to prepare biennial reports on the effectiveness of programs receiving Juvenile Crime Prevention Council (JCPC) funds. The 2019 report, which marks the fifth biennial report, employed a different methodology than previous reports by using an exit sample and tracking juveniles for recidivism (i.e., delinquent complaints and/or adult arrests) during their participation in a JCPC program and for two years following their JCPC program exit.

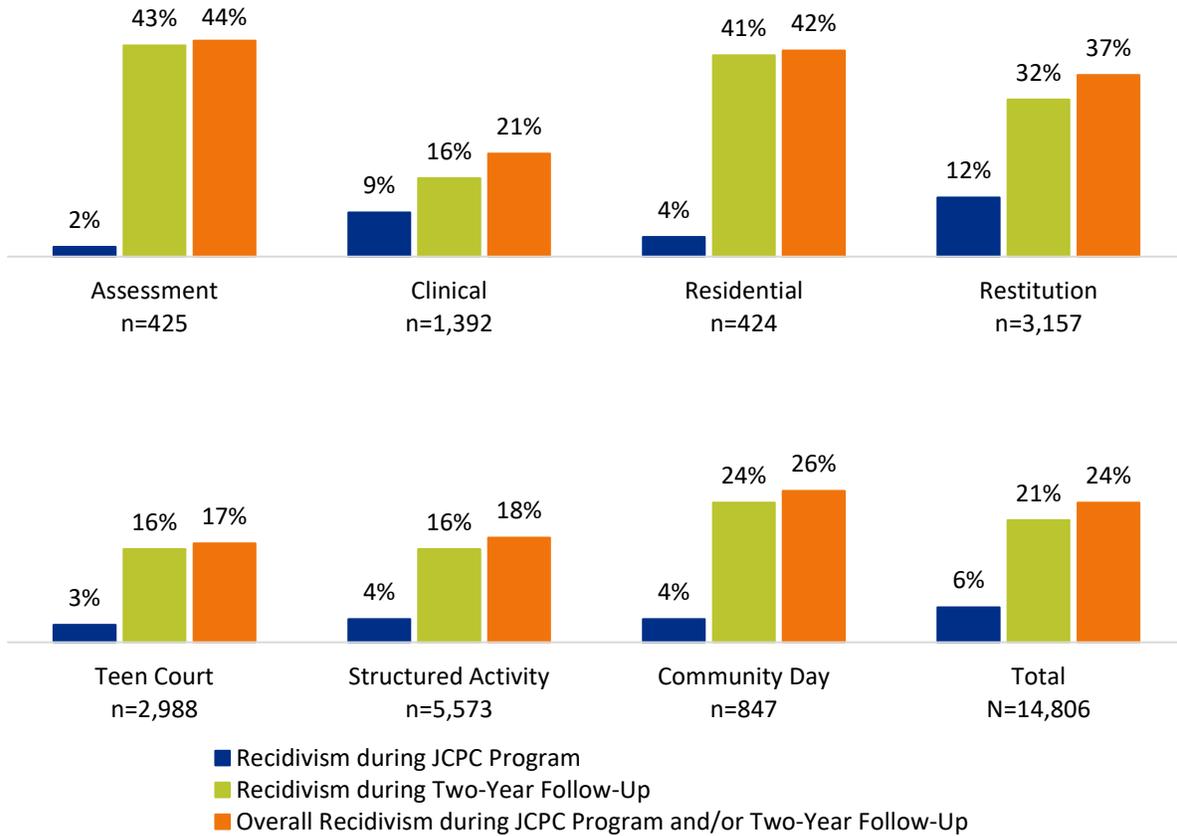
Direct comparisons between the recidivism rates presented in this report and previous reports cannot be made due to the differences in sample selection and time periods studied. The rates of recidivism presented in this report will serve as baseline rates for comparison with future reports. The Executive Summary highlights the key findings and conclusions from the 2019 report.

FY 2016 JCPC EXIT SAMPLE

JCPC Program Profile and Recidivism

- The report examined 14,806 juveniles who exited from one of seven JCPC program categories in FY 2016: evaluation or assessment; clinical treatment; residential services; restitution/community service; teen court/mediation/conflict resolution; structured activities; and community day programs.
- Structured activity programs represented the largest proportion of exits (38%), followed by restitution (21%) and teen court (20%) programs. Almost half (48%) of juveniles were referred to their JCPC programs by the Division of Adult Correction and Juvenile Justice (DACJJ).
- Overall, 6% of the sample recidivated during program participation, 21% during the two-year follow-up, and 24% during either time period or both time periods (see Figure 1).
- Juveniles in restitution programs had the highest in-program recidivism rate (12%). Juveniles in assessment and residential programs had the highest recidivism rates during the two-year follow-up (43% and 41% respectively), while clinical, teen court, and structured activity programs had the lowest (16% each). The profile of juveniles served by each program differed (e.g., age, risk level, legal status) and should be considered when comparing recidivism rates of JCPC programs.
- Program completion rates ranged from a low of 72% (clinical) to a high of 96% (assessment). Across all program categories, juveniles who completed their JCPC programming had much lower rates of recidivism than those who did not complete their program.
- The Standardized Program Evaluation Protocol (SPEP™) is a scoring system used by DACJJ to estimate the impact of JCPC programs on reducing recidivism; programs with scores of 50 or better should be more likely to reduce recidivism. Juveniles in Risk Level 5 (RL5), the highest risk level, who participated in programs with SPEP scores of at least 50 points had lower recidivism rates than juveniles with the same risk level who participated in programs with less than 50 points.

Figure 1
Summary of Recidivism Rates for JCPC Programs



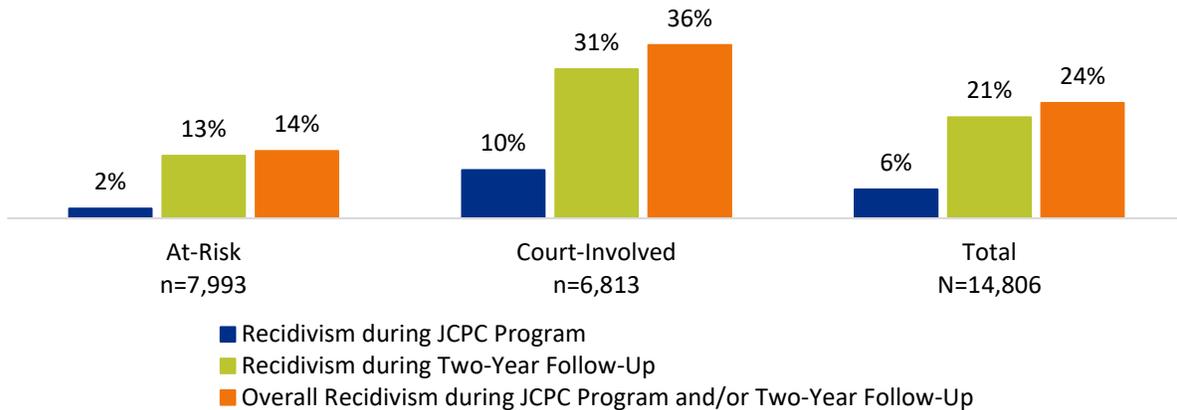
SOURCE: NC Sentencing and Policy Advisory Commission, FY 2016 JCPC Exit Sample

JCPC Participant Profile and Recidivism

- The report also examined the 14,806 juveniles who exited from JCPC programming in FY 2016 in terms of their legal status at program entry – 54% were at-risk (i.e., not currently involved with the juvenile justice system) and 46% were court-involved.
- Only 10% of at-risk juveniles had a prior delinquent complaint before entering a JCPC program; most (79%) court-involved juveniles had a prior complaint.
- Generally, at-risk juveniles had lower risk scores than court-involved juveniles. Over 80% of the at-risk group was assessed in RL1 (lowest risk level) through RL3. Conversely, over 80% of the court-involved group was assessed in RL3 through RL5 (highest risk level).
- Overall, at-risk juveniles had longer lengths of participation in JCPC programs than court-involved juveniles in terms of days of enrollment, face-to-face days, and direct service hours.
- As shown in Figure 2, 2% of at-risk juveniles and 10% of court-involved juveniles recidivated during their JCPC programming. During the two-year follow-up, 31% of court-involved juveniles recidivated compared to 13% of at-risk juveniles. Fourteen percent of at-risk juveniles and 36% of court-involved juveniles recidivated during either or both time periods.
- Juveniles in clinical and structured activity programs had the lowest recidivism rates among the at-risk group. Juveniles in teen court and clinical programs had the lowest recidivism rates among the

court-involved group. At-risk and court-involved juveniles in teen court programming recidivated at nearly the same rate.

Figure 2
Summary of Recidivism Rates for At-Risk and Court-Involved Juveniles



SOURCE: NC Sentencing and Policy Advisory Commission, FY 2016 JCPC Exit Sample

CONCLUSIONS

- Although court-involved juveniles had higher recidivism rates compared to the at-risk group, when examining outcomes by prior contact with the juvenile justice system (i.e., prior complaint, no prior complaint), the difference in the rates of recidivism between these groups was minimal. These findings point to the strong association between both prior contact and penetration into the system with recidivism. These results are also consistent with research suggesting the lowest possible intervention should be used in response to delinquent behavior, as further penetration into the system tends to lead to worse outcomes.
- JCPC program completion was associated with lower levels of recidivism, with completers having much lower rates overall compared to their non-completing counterparts. This finding held for all programs and regardless of whether juveniles were at-risk or court-involved. Efforts to ensure program completion may continue to yield positive outcomes for program participants.
- At-risk juveniles comprised a majority of the FY 2016 exit sample, as well as a majority of youth served in FY 2018. The volume of at-risk youth served by JCPC programming should merit consideration about conducting needs assessments to evaluate whether at-risk juveniles are appropriately placed into JCPC programs.
- The developers of SPEP found that programs with scores of 50 or better are more likely to reduce recidivism. While this was found to be true in this study for juveniles in the highest risk level (RL5), juveniles in other risk levels had lower recidivism rates following exit from programs with scores of less than 50 points. Possible explanations include the higher proportion of low risk juveniles served by programs with fewer than 50 points and the timing of this study (i.e., during the early stages of SPEP implementation). Future studies may be able to provide more clarity on this particular finding.

The Sentencing Commission looks forward to working collaboratively with DACJJ 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

JCPC EFFECTIVENESS STUDY DIRECTIVE AND METHODOLOGY

INTRODUCTION

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

As a result of the feasibility study, the Sentencing Commission was directed during the 2009 Session of the General Assembly to prepare biennial reports on the effectiveness of programs receiving JCPC funds:

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

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

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

The first report was delivered to the General Assembly on May 1, 2011. The current study, using juveniles who exited at least one JCPC program during FY 2016, is the fifth biennial report prepared by the Sentencing Commission in compliance with the above-cited legislative directive.

HISTORY OF COMMUNITY-BASED PROGRAMMING PRIOR TO JCPC PROGRAMS

Before 1975, community-based programming for youth involved in the juvenile justice system or those who were presenting school- or home-based problems was limited and was not organized systematically. In 1975, the General Assembly passed legislation establishing a framework for

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

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

ESTABLISHMENT AND DEVELOPMENT OF JCPCs

The Juvenile Justice Reform Act of 1998 brought about the next change in community programming, which culminated in the system that currently exists. As a result of this legislation, the two entities housing the majority of services for delinquent and undisciplined juveniles in the state, the aforementioned DHS and the Juvenile Services Division within the Administrative Office of the Courts, were combined to create a single cabinet-level agency, the Office of Juvenile Justice and Delinquency Prevention (which, in 2000, became the Department of Juvenile Justice and Delinquency Prevention – DJJDP). Through this consolidation of services, DJJDP was authorized to coordinate and administer all services associated with the juvenile justice system, including community-based programming. With DJJDP assuming more of a leadership and oversight role than had previously existed under the DHS, operations for programming became more centralized. With the 2012 reorganization of the Department of Public Safety (DPS), the responsibilities of DJJDP were assumed by DPS’s Division of Adult Correction and Juvenile Justice (DACJJ).

Community-based programming was redefined and expanded statutorily by the reform. The previous legislative intent of community programming directed that program services be targeted at court-involved juveniles (i.e., delinquent and undisciplined youth), and especially those who were in jeopardy of being committed to training school. With the enactment of the new juvenile laws, the intent of the General Assembly for community-based services went beyond the previous mandate of targeting court-involved youth by adding juveniles who are at risk for delinquency. This intent, reflected in G.S. 143B-845, states the following:

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

The new laws retained local advisory councils but changed the name to Juvenile Crime Prevention Councils. Statutory adjustments gave the councils a more structured process for member appointments

and extended their powers and duties. Each JCPC is capped at 26 members, all of whom are to be appointed by the local board of county commissioners. The membership composition of the JCPC is legislatively mandated, and specifies representatives from local government entities (e.g., schools, social services), courts, law enforcement, faith community, business community, nonprofit agency, as well as private adult and youth citizens.

In general, the statutorily-defined primary powers and duties of JCPCs are threefold. First, each council must go through an annual planning process in order to produce a plan of action for the expenditure of JCPC funds.² Second, it is the responsibility of each county council to ensure that appropriate intermediate dispositional sanctions are available and that funding is prioritized for adjudicated youth receiving Level 1 and Level 2 dispositions.³ Additionally, these dispositional options must meet minimum standards adopted by DACJJ.⁴ Third, JCPCs are charged with fulfilling other specified duties on an ongoing basis.⁵

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

The JCPC Process

Planning and Funding

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

Once this annual plan is developed, requests for proposals for programs to address the defined needs are solicited. The council reviews all incoming proposals, approving those that are qualified and meet the identified resource needs. Upon selecting programs to receive funding in view of the county's predetermined allocation, the funding recommendations and the plan for the upcoming year are subsequently submitted for approval to the board of county commissioners. Finally, the JCPC plan and

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).

the certification that the recommended programs have met DACJJ standards are forwarded to DACJJ for approval.

Monitoring and Evaluation

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

DACJJ plays a role in monitoring the JCPC programs and in providing technical assistance and training to local councils through the work of area consultants. Currently, there are 12 area consultants who are assigned to various counties in the Eastern, Central, Piedmont, and Western regions of the state. DACJJ policy states that area consultants are responsible for monitoring the compliance with provisions of the contractual agreement between the program and DACJJ for both newly funded and existing JCPC programs. For new programs, area consultants provide orientation training, review program implementation, offer technical assistance through on-site visit(s), and review compliance with program-specific standards of operation within the program's first year of JCPC funding. For existing programs, area consultants continue to offer technical support and to review program compliance with the standards set by DACJJ. Area consultants make on-site visits to existing programs at least every three years at which time a lengthy monitoring review report is completed. At any time that an area consultant determines that a program has violated provisions of the contract, DACJJ has policies that dictate corrective actions to be used in addressing said violations.

Description of the JCPC Population and Programs

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

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

⁶ Delinquent complaints include criminal actions or infractions under State law or under an ordinance of local government, including violation of motor vehicle laws.

During FY 2018, over 500 JCPC programs were funded in counties across the state.⁷ Listed below are the six broad groups into which each program-based service is categorized.⁸ All funded JCPC program services must meet DACJ minimum standards for their design, implementation, and operation. (See Appendix B for a more detailed description of individual program services.)

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

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

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

- Counseling
- Sex Offender Treatment
- Home-Based Family Counseling

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

- Clinical Assessments or Psychological Evaluations

Restorative:⁹ Programs that offer immediate and short-term involvement with juveniles to focus on negative and/or offending behaviors with the aim of resolution of the presenting problem and elimination of the behavior.

- 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.

- Mentoring
- Interpersonal Skill Building
- Parent/Family Skill Building
- Experiential Skill Building

⁷ See <https://www.ncdps.gov/Juvenile-Justice/Community-Programs> for more information.

⁸ See DPS's *Juvenile Crime Prevention Council Report* (https://files.nc.gov/ncdps/documents/files/JCPC_Annual_Report_-_2019.pdf) for additional information.

⁹ Historically, the restorative category has been the largest of all JCPC program categories. In order to provide more nuanced analyses in this report, restorative programs have been divided into two categories. Teen court, mediation, and conflict resolution programs (shortened to "Teen Court" for the sake of brevity) comprised one category. Restitution/community service programs (shortened to "Restitution" for the sake of brevity) comprised the other category.

- 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.

- Juvenile Structured Day

During FY 2018, there were 10,951 at-risk and 10,297 court-involved juveniles admitted to JCPC programs for a total of 21,248 youth served.¹⁰ The largest numbers of admissions were to programs having the components of restorative services (e.g., restitution, community service, and teen court) and structured activities (e.g., interpersonal skill building).¹¹

JCPC EFFECTIVENESS RESEARCH DESIGN

The methodology used in the Commission’s last JCPC effectiveness study, which included only court-involved juveniles, examined juveniles’ participation in JCPC programming during a three-year period following a decision regarding a complaint (e.g., adjudication, diversion, etc.).¹² This year’s report employed a different methodology.

The current research approach included:

- using an exit sample of all juveniles (at-risk or court-involved) who exited from a JCPC program from July 1, 2015 through June 30, 2016 (FY 2016),
- tracking those juveniles during their participation in a JCPC program (i.e., in-program recidivism) and for a fixed two-year follow-up period following their JCPC program exit (i.e., two-year follow-up recidivism), and
- defining recidivism as all delinquent complaints and adult arrests during each independent time period examined.

The new methodology allows juveniles to be tracked during two distinct periods of time and, importantly, separates the JCPC participation from the follow-up period. This allows for greater examination of the timing of recidivism - did it occur while a juvenile participated in a JCPC program or did it occur following his/her exit from a 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 will allow for greater understanding of the effect of the totality of system involvement (i.e., all interventions and programs) on recidivism.

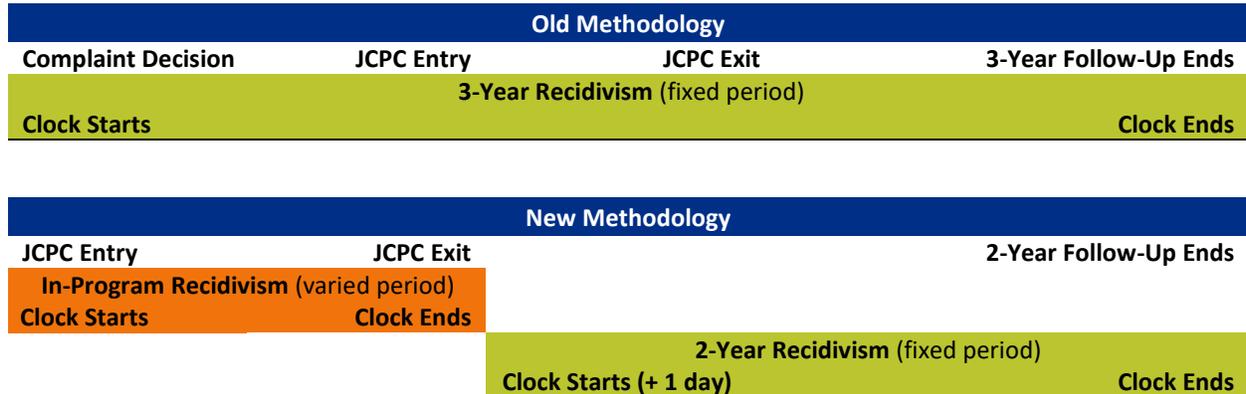
With the incorporation of the new methodology, the rates of recidivism presented in this report will serve as baseline rates for comparison with future reports. Direct comparisons between the recidivism rates presented in this report and previous reports cannot be made due to the differences in sample selection and time periods studied (see Figure 1.1 for a comparison of the different methodologies).

¹⁰ DPS’s *Juvenile Crime Prevention Council Report* (https://files.nc.gov/ncdps/documents/files/JCPC_Annual_Report_-_2019.pdf).

¹¹ *Ibid.*

¹² The Commission’s FY 2011 and FY 2013 reports on JCPC effectiveness included analyses of at-risk and court-involved juveniles, but tracked juveniles beginning at their entry to a JCPC program.

Figure 1.1
A Timeline Comparison of Old and New Recidivism Research Designs



SOURCE: NC Sentencing and Policy Advisory Commission, FY 2016 JCPC Exit Sample

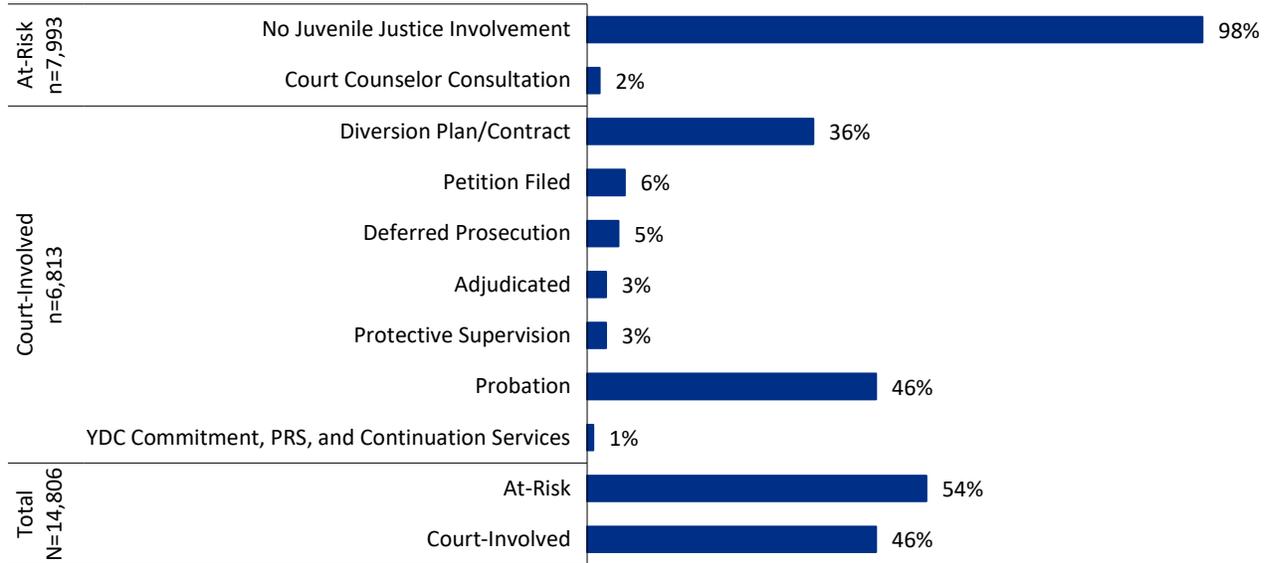
Sample

The study sample included 14,806 juveniles identified in DACJJ’s A Local Link to Improve Effective Services (NCALLIES) database as having exited from at least one JCPC program in FY 2016. These juveniles were matched into DACJJ’s North Carolina Juvenile Online Information Network (NC-JOIN) database to obtain juvenile complaint and adjudication data.¹³ The sample was also matched into the North Carolina State Bureau of Investigation’s (SBI) database, the Computerized Criminal History (CCH) system, for recidivism information on fingerprinted adult arrests and convictions.

For the JCPC report, comparisons are made between at-risk (n=7,993) and court-involved (n=6,813) juveniles who exited at least one JCPC program in FY 2016. Sample juveniles were categorized as at-risk or court-involved based on their legal status at the time they entered their JCPC program (see Figure 1.2). Overall, 54% of the juveniles in the sample were at-risk at the time they entered their JCPC program (i.e., not currently involved with the juvenile justice system), while 46% were court-involved. Court-involved juveniles entered their JCPC program from a variety of stages in the juvenile justice system, most notably following a probation disposition (46%) or the creation of a diversion plan or contract (36%).

¹³ The original data from NCALLIES included information on 15,577 juveniles who exited from a JCPC program in FY 2016. The match of juvenile data between NCALLIES and NCJOIN revealed some instances of individual juveniles in one database being linked to multiple juveniles in the other database; this is not unusual as matching algorithms are imperfect. To resolve this issue, these juveniles were excluded from the sample.

Figure 1.2
JCPC Exit Sample by Legal Status at JCPC Entry



SOURCE: NC Sentencing and Policy Advisory Commission, FY 2016 JCPC Exit Sample

At-Risk at JCPC Entry

No Juvenile Justice Involvement: A juvenile who has: a) not been adjudicated delinquent or undisciplined; and b) demonstrated significant inappropriate or anti-social behavior that would suggest a high probability of court involvement; and/or c) 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 at JCPC Entry

Diversion Plan/Contract: Intervention services delivered to a delinquent or undisciplined juvenile when a complaint is not approved for filing as a petition.

a) Diversion Plan: Court Counselor monitors an agreement between a Court Counselor, juvenile, and the juvenile’s family that specifies terms to which the juvenile and the juvenile’s family agree.

b) Diversion Contract: Court Counselor monitors a written agreement between a Court Counselor, juvenile and the juvenile’s family that specifies terms to which the juvenile and the juvenile’s family agree. All parties sign this agreement.

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

Deferred Prosecution: A defendant and prosecutor agree to specific terms in lieu of prosecution. (Note: can include 16-17 year olds referred from District Courts.) Typically, the terms include participation in an alternate service (such as counseling/treatment, community service hours, teen court). If the defendant breaks this agreement, the Prosecutor can refile original charges in court. If referred to a JCPC program as part of the deferred prosecution agreement, the client’s legal status is to be entered in NCALLIES as deferred prosecution.

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

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

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

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

Post-Release Supervision (PRS): A type of juvenile court supervision that begins following a juvenile’s release from a Youth Development Center. This supervision lasts a minimum of 90 days up to a year, based on the juvenile’s specific Post-Release Supervision Plan. If referred to a JCPC program during this post release planning or supervision period, the client’s legal status is to be entered in NCALLIES as Post-Release Supervision.

Continuation Services: A period of voluntary continuation of juvenile court supervision services beyond the period required by disposition. The juvenile/family may request to continue so that the client can complete specific services or to secure other needed services. This legal status is used in NCALLIES when the client is referred to a JCPC funded service during this period of voluntary continuation of Department supervision services.

Defining Recidivism

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

**Table 1.1
Recidivism Defined**

Recidivism	Definition	Data Source
• Juvenile Complaint	• Offense referred to DACJJ	• DACJJ's NC-JOIN
• Adult Arrest	• Fingerprinted arrest in NC that occurred after juvenile turned 16 years	• SBI's CCH
• Juvenile Adjudication	• Adjudication in juvenile justice system	• DACJJ's NC-JOIN
• Adult Conviction	• Conviction resulting from fingerprinted arrest	• SBI's CCH

SOURCE: NC Sentencing and Policy Advisory Commission, FY 2016 JCPC Exit Sample

Recidivism Periods and Jurisdiction

As mentioned previously, recidivism for each juvenile in the sample was examined during their JCPC program participation and for a fixed two-year follow-up period following their last exit from JCPC programming in FY 2016. As shown in Figure 1.3, depending on the juvenile's age during the time periods examined, recidivism was tracked in the juvenile justice system (for juveniles under 16 years of age), criminal justice system (for juveniles 16 years of age or older), or both (for juveniles who turned 16 years of age during the time period examined).¹⁵

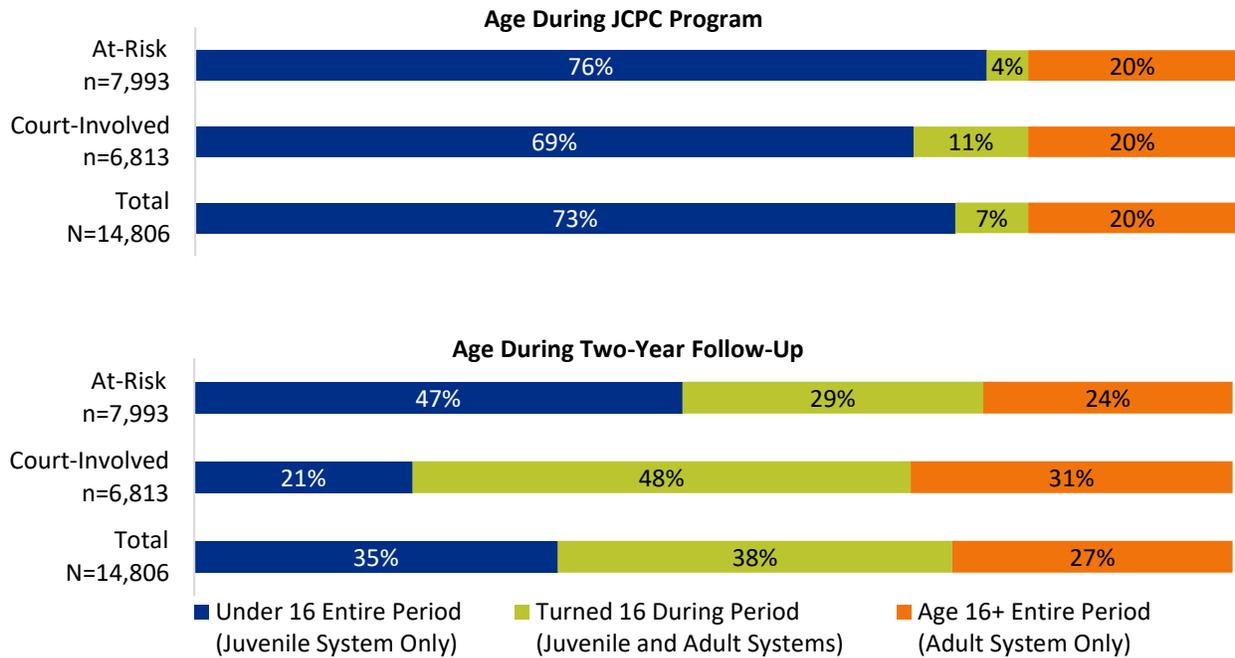
During their JCPC program, 73% of juveniles were under 16 years of age for the entire period with recidivism tracked solely in the juvenile justice system, while 20% were 16 years of age or older and tracked solely in the criminal justice system. The remaining 7% who turned 16 years of age during their JCPC program were tracked in both the juvenile justice system and the criminal justice system. A greater proportion of at-risk juveniles were under 16 during JCPC programming compared to court-involved juveniles (76% and 69% respectively). Both groups had the same proportion of juveniles 16 and older during their JCPC programs (20%).

¹⁴ The term "recidivism" in this report refers to having a delinquent juvenile complaint, an adult arrest, or both during the follow-up periods examined. Whether a juvenile had one or more complaints and/or adult arrests during follow-up, the juvenile will be counted as a recidivist. This also applies to recidivism rates for adjudications and/or convictions. 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.

¹⁵ The age of adult jurisdiction/criminal responsibility in North Carolina is currently 16 years, but will be raised to 18 years for certain offenses effective December 1, 2019.

Given that the juveniles were older during the two-year follow-up period, a higher percentage were tracked in the criminal justice system for at least a portion of this time period (65% in both the juvenile justice system and criminal justice system, 27% in the criminal justice system solely). The majority of juveniles in each of the two groups were tracked in the criminal justice system for at least some portion of the two-year follow-up.

Figure 1.3
Legal Jurisdiction during Recidivism Periods



SOURCE: NC Sentencing and Policy Advisory Commission, FY 2016 JCPC Exit Sample

JCPC Program Categorization

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

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

JCPC Program Selection

Over 80% (n=11,913) of the 14,806 juveniles in the JCPC exit sample exited from one program in FY 2016. When juveniles exited from more than one program in FY 2016, the exit selected for analysis was typically the last JCPC exit in the year. This general procedure required two adjustments for some participants with multiple JCPC exits. First, juveniles were only assigned to the assessment program category if that was their only exit in FY 2016.¹⁶ Second, if a participant had more than one exit on the last exit date in FY 2016, then the exit with the greatest number of direct service hours was selected.¹⁷

Data Sources

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

- A Local Link to Improve Effective Services (NCALLIES), DACJJ's management information system for JCPC data, was used to identify juveniles in the FY 2016 exit sample and to obtain information on their demographic characteristics, legal status (at-risk or court-involved), risk level, problem behaviors, program participation, and, where applicable, the program's Standardized Program Evaluation Protocol (SPEP™) score.¹⁸
- North Carolina Juvenile Online Information Network (NC-JOIN), DACJJ'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 prior, current, and subsequent involvement in the juvenile justice system (i.e., complaints and other juvenile court actions).
- The North Carolina State Bureau of Investigation's (SBI) Computerized Criminal History (CCH) 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 250 items of information (or variables) for the sample of 14,806 juveniles exiting a JCPC program between July 1, 2015 and June 30, 2016 and followed both during and for two years after their program.

ANALYSIS AND REPORT OUTLINE

This report marks the fifth biennial report on JCPC program effectiveness. As described previously, this report employs a different methodology than previous reports. The study follows a sample of 14,806 juveniles who *exited from a JCPC program in FY 2016* to determine whether involvement in the juvenile justice system and/or criminal justice system (i.e., recidivism) occurred.

¹⁶ While important, assessments do not involve the same level of services as other JCPC programs; therefore, their selection was given the lowest priority for analysis. If all admissions were for assessments, then the study included the latest.

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

¹⁸ SPEP scores are only available for certain JCPC programs (e.g., counseling, social skills training, restitution/community service) and are not available for JCPC structures (e.g., assessments and teen courts). For more information, see Chapter Two.

Chapter Two presents a statistical profile of the seven broad categories of JCPC programs that includes personal characteristics, prior juvenile justice contacts, risk assessments, and problem behaviors. Recidivism for each category of JCPC programs is also examined. The chapter concludes with an initial analysis of SPEG scores and recidivism.

Chapter Three provides additional analyses of the sample in terms of their legal status (i.e., at-risk or court-involved). The chapter includes a statistical profile of these two groups (including personal characteristics, prior juvenile justice contacts, risk assessments, and problem behaviors), as well as a summary of any recidivist involvement in the juvenile and criminal justice systems. The chapter concludes with analyses that integrate data on JCPC program categories – the focus of Chapter Two – with data on legal status to provide a more comprehensive examination of JCPC programming.

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

CHAPTER TWO

STATISTICAL PROFILE AND RECIDIVISM FOR JCPC PROGRAMS

Chapter Two profiles a cohort of juveniles who exited from at least one JCPC program between July 1, 2015 and June 30, 2016 by program category. The chapter presents a statistical profile of the seven broad categories of JCPC programs.¹⁹ Juvenile justice and criminal justice outcomes for each category of JCPC programs are also examined, with a focus on complaints and/or adult arrests that occurred during two periods of time – while juveniles participated in a JCPC program (i.e., in-program) and for two years following their exit from a JCPC program (i.e., two-year follow-up).

JCPC PROGRAM CATEGORIES

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

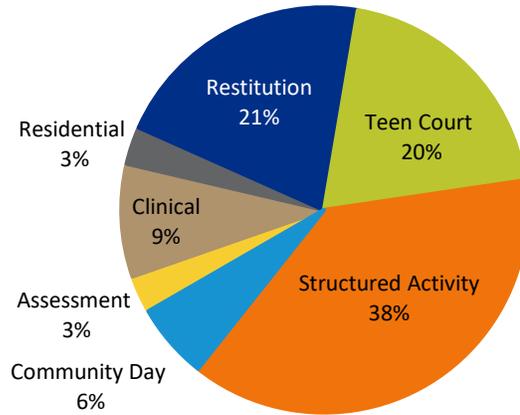
Program Category	Shortened To:
• Evaluation or Assessment	Assessment
• Clinical Treatment	Clinical
• Residential Services	Residential
• Restitution/Community Service	Restitution
• Teen Court/Mediation/Conflict Resolution	Teen Court
• Structured Activities	Structured Activity
• Community Day Programs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

Figure 2.1 shows the distribution of exits from JCPC programs by program category. Structured activity programs represented the largest proportion of exits (38%), followed by restitution (21%) and teen court (20%) programs. Together, these three program categories comprised almost 80% of all JCPC exits in the sample.

Table 2.1 examines the entity that referred juveniles to JCPC programming. Overall, DACJJ referred 48% of the sample to JCPC programs. Schools were the second most frequent source of referrals (30%), followed by parent/guardian (10%). DACJJ initiated nearly all of the referrals to restitution and assessment programs (99% and 95% respectively). DACJJ also made a majority of the referrals to clinical programs (51%). Schools initiated a majority of referrals to community day and teen court programs (79% and 55% respectively). Referrals to residential and structured activity programs were more evenly distributed among DACJJ, DHHS, and parent/guardian.

¹⁹ As described in Chapter One, there are six broad categories of JCPC programs. However, to enable a more nuanced analysis, the restorative category, which includes restitution, community service, teen court, mediation, and conflict resolution was divided into two categories.

Figure 2.1
Distribution of Exits by Program Category



SOURCE: NC Sentencing and Policy Advisory Commission, FY 2016 JCPC Exit Sample

Table 2.1
Distribution of Referral Source by Program Category

JCPC Program Category	N	% Referral Source					
		DACJJ	DHHS	School	Law Enforcement	Parent/Guardian	Self/Other
Assessment	425	95	3	--	--	0	2
Clinical	1,392	51	11	11	0	20	7
Residential	424	37	40	2	4	10	7
Restitution	3,157	99	0	0	0	--	1
Teen Court	2,988	38	--	55	6	0	1
Structured Activity	5,573	26	5	34	2	21	12
Community Day	847	14	3	79	0	3	1
Total	14,806	48	4	30	2	10	6

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

SOURCE: NC Sentencing and Policy Advisory Commission, FY 2016 JCPC Exit Sample

PERSONAL CHARACTERISTICS

Table 2.2 presents the composition of each program by several personal characteristics of the juvenile participants. Overall, 65% of the juveniles in the sample were male. Restitution had the greatest proportion of males (76%). Forty-eight percent of all juveniles were black. Black juveniles comprised a majority in community day, structured activity, and restitution programs (55%, 53%, and 50% respectively), while white juveniles constituted a majority in clinical programming (52%). Hispanic

juveniles comprised at least 10% of all program categories except for residential (9%). Overall, the average age of juveniles at program entry was 14. The greatest proportion of juveniles was between the ages of 13 and 14 years old at program entry (33%), followed by 15-year-olds (22%). The youngest juveniles, between the ages of 5 and 10 years old, made up 9% of the sample, but were more highly represented in structured activity (18%) and clinical (14%) programs. Similarly, juveniles 16 and older made up 20% of the sample, but were more highly represented in residential, community day, and teen court programs (36%, 33%, and 32% respectively).

Table 2.2
Personal Characteristics by Program Category

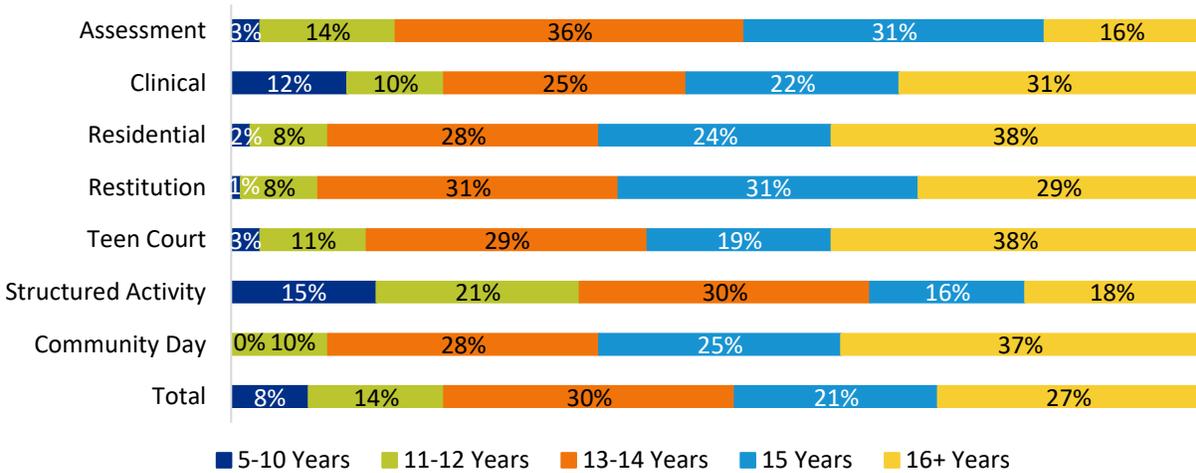
Personal Characteristics	Total N=14,806 %	Assessment n=425 %	Clinical n=1,392 %	Residential n=424 %	Restitution n=3,157 %	Teen Court n=2,988 %	Structured Activity n=5,573 %	Community Day n=847 %
Gender								
Male	65	73	59	55	76	61	62	68
Female	35	27	41	45	24	39	38	32
Race²⁰								
Black	48	48	31	42	50	44	53	55
White	35	36	52	43	36	39	27	31
Hispanic	12	13	11	9	10	12	13	11
Other/Unknown	5	3	6	6	4	5	7	3
Age at Program Entry								
5-10 years	9	4	14	3	1	4	18	1
11-12 years	16	14	13	8	10	13	23	12
13-14 years	33	36	29	29	38	32	32	28
15 years	22	30	25	24	34	19	15	26
16+ years	20	16	19	36	17	32	12	33

SOURCE: NC Sentencing and Policy Advisory Commission, FY 2016 JCPC Exit Sample

The distribution of age at program exit by program category is shown in Figure 2.2. Age at program exit indicates juveniles' ages when the two-year follow-up period began. The average age of juveniles at program exit was 14. Overall, 27% of the juveniles were 16 years old or older at program exit. Over one-third of juveniles in teen court, residential, and community day programming were 16 years old or older at program exit (38%, 38%, and 37% respectively). While 8% of the juveniles were between the ages of 5 and 10 at program exit, juveniles in this age category were more highly represented in structured activity and clinical programs (15% and 12% respectively).

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

Figure 2.2
Distribution of Age at Program Exit by Program Category

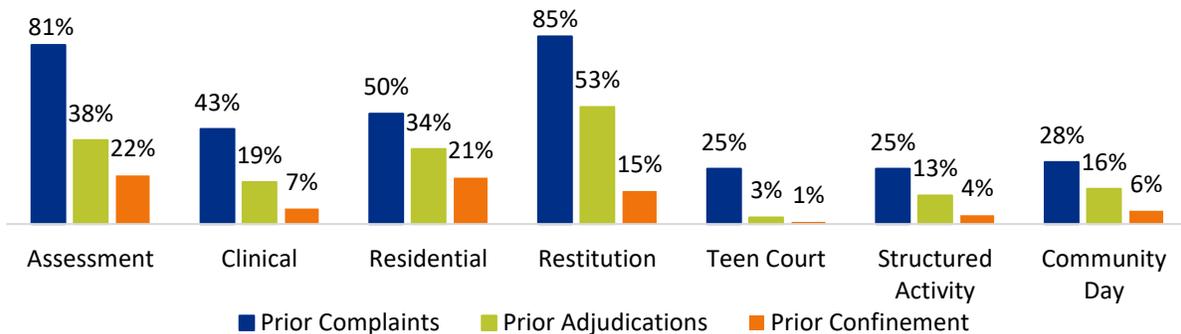


SOURCE: NC Sentencing and Policy Advisory Commission, FY 2016 JCPC Exit Sample

PRIOR JUVENILE JUSTICE CONTACTS

It is important to look at whether or not juveniles in the sample had contact with the juvenile justice system prior to their entry into a JCPC program to gain an understanding of the juveniles' frequency of interaction with the system. Figure 2.3 provides the percentage of juveniles with prior juvenile justice contacts.²¹ Overall, 42% of the sample had at least one delinquent complaint prior to entering a JCPC program, 21% had a prior adjudication, and 7% had a prior confinement.²² Over three-fourths of the juveniles in restitution and assessment programs had prior complaints (85% and 81% respectively). A majority of juveniles in restitution programming also had a prior adjudication (53%). The assessment and residential program categories had the highest proportions of juveniles with prior confinement (22% and 21% respectively).

Figure 2.3
Prior Juvenile Justice Contacts by Program Category



SOURCE: NC Sentencing and Policy Advisory Commission, FY 2016 JCPC Exit Sample

²¹ Measures of prior juvenile justice contacts may include the contact(s), if any, that resulted in the JCPC program referral analyzed in this study.

²² A prior confinement could be a detention center admission or a YDC commitment or both. Generally, juveniles who had a YDC commitment also had a detention center admission.

PROGRAM PROFILE

Table 2.3 presents a profile of several different aspects of JCPC programming. Each aspect is examined individually in the following sections.

Legal Status

As introduced in Chapter One, juveniles are identified as being either at-risk or court-involved at the time they enter a JCPC program. Overall, 54% of the FY 2016 JCPC exit sample was at-risk at referral. Community day, structured activity, and teen court programs had the highest percentages of at-risk juveniles (82%, 76%, and 68% respectively). Restitution and assessment programs had the highest percentages of court-involved juveniles (97% and 92% respectively). Clinical and residential programs were generally evenly split between at-risk and court-involved juveniles.

Time in Program

The time juveniles spent in their JCPC programs was measured three different ways. Days enrolled refers to the length of time between when juveniles entered and exited their JCPC programs. Face-to-face days refer to the number of days within JCPC program enrollment that juveniles received services from JCPC program providers. Finally, direct service hours refer to 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. Variations in the amount of time juveniles spent in their programs is to be expected as programs are designed differently to meet the various needs of the juveniles they serve.

Across all program categories, the average number of days enrolled was 118. Juveniles in clinical and structured activity programs had the greatest number of days enrolled on average (179 and 136 respectively). Residential and assessment programs were the shortest on average in terms of days enrolled (31 and 13 respectively).²³ Overall, the average number of face-to-face days was 16. Residential and structured activity programs had the greatest numbers of face-to-face days (29 and 26 respectively), while teen court and assessment programs had the fewest (6 and 1 respectively). The average number of direct service hours provided to the sample was 52. Residential programs offered the greatest number of direct service hours at 429 on average, followed by community day programs at 86 hours. All program categories, except for assessments, provided at least 14 direct service hours on average.

Risk Level

Typically, DACJJ juvenile court counselors administer risk assessments for court-involved juveniles referred to JCPC programs. For at-risk juveniles, a modified assessment of risk is administered by JCPC program providers at program entry. The purpose of the risk assessment is to evaluate the risk of future delinquency.²⁴ Only 77 juveniles did not have risk scores and are excluded from the risk data provided throughout this chapter.

²³ Residential programs comprise a wide variety of services, including runaway shelter care (9 days enrolled on average) to group home care (83 days enrolled on average) and specialized foster care (85 days enrolled on average).

²⁴ See Appendix C for a copy of DACJJ's Community Programs version of the North Carolina Assessment of Juvenile Risk of Future Offending.

Overall, 83% of the sample was assessed in risk levels two, three, or four (RL2, RL3, RL4) on a risk scale of one (the lowest) to five (the highest). Residential programs had the highest percentage of RL5 juveniles (16%), with over half (53%) in either RL4 or RL5. Juveniles in assessment and restitution programs also had high percentages of RL4 and RL5 juveniles (52% and 49% respectively). Teen court, structured activity, and clinical programs had the greatest proportions of juveniles assessed at RL1 or RL2 (49%, 39%, and 37% respectively). The distribution of risk levels for community day programs was similar to the sample as a whole.

Table 2.3
Program Profile by Program Category

Program Profile	Total N=14,806	Assessment n=425	Clinical n=1,392	Residential n=424	Restitution n=3,157	Teen Court n=2,988	Structured Activity n=5,573	Community Day n=847
Legal Status	%	%	%	%	%	%	%	%
At-Risk	54	8	48	49	3	68	76	82
Court-Involved	46	92	52	51	97	32	24	18
Time in Program	Avg.	Avg.	Avg.	Avg.	Avg.	Avg.	Avg.	Avg.
Days Enrolled	118	13	179	31	112	109	136	39
Face-to-Face Days	16	1	13	29	9	6	26	17
Direct Svc Hours	52	2	15	429	32	14	63	86
Risk Level	%	%	%	%	%	%	%	%
RL1 (lowest)	11	5	15	10	4	11	16	7
RL2	24	12	22	13	14	38	23	27
RL3	34	31	30	24	33	37	35	36
RL4	25	36	27	37	37	13	22	25
RL5 (highest)	6	16	6	16	12	1	4	5
Problem Behaviors	%	%	%	%	%	%	%	%
1	28	10	22	8	17	42	29	45
2-3	31	19	35	16	31	38	30	28
4+	41	71	43	76	52	20	41	27
Program Completion	%	%	%	%	%	%	%	%
Completion	85	96	72	79	87	88	83	92
Non-Completion	15	4	28	21	13	12	17	8

SOURCE: NC Sentencing and Policy Advisory Commission, FY 2016 JCPC Exit Sample

Problem Behaviors

Similar to administration of the risk assessment, problem behaviors for juveniles referred to JCPC programs are identified either by DACJJ 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., bullying, substance abuse, truancy).²⁵ Over 40% of the sample presented 4 or more problem behaviors at program entry. Residential and assessment programs had the highest proportions of juveniles with 4 or more problem behaviors (76% and 71% respectively). Community day and teen court programs had the highest percentages of juveniles with 1 problem behavior (45% and 42% respectively).

Figure 2.4²⁶ further details the problem behaviors shown in Table 2.3 and shows the percentage of juveniles who presented each type of problem behavior. Overall, problem behaviors involving the individual juvenile (e.g., bullying, fighting, impulsivity) were the most common (77%) followed by problems involving school behavior (e.g., truancy, disruptive in class, behind grade level) at 54%. Generally, juveniles in residential programs had the highest percentages in each of the problem behavior types indicating problems across multiple dimensions. Conversely, some programs had high percentages of one type of problem behavior and relatively low percentages of the other types. For example, 88% of juveniles in teen court programs had problem behaviors involving the individual and 86% of juveniles in community day programs had problem behaviors at school; generally, juveniles in these programs presented fewer of the other problem behavior types.

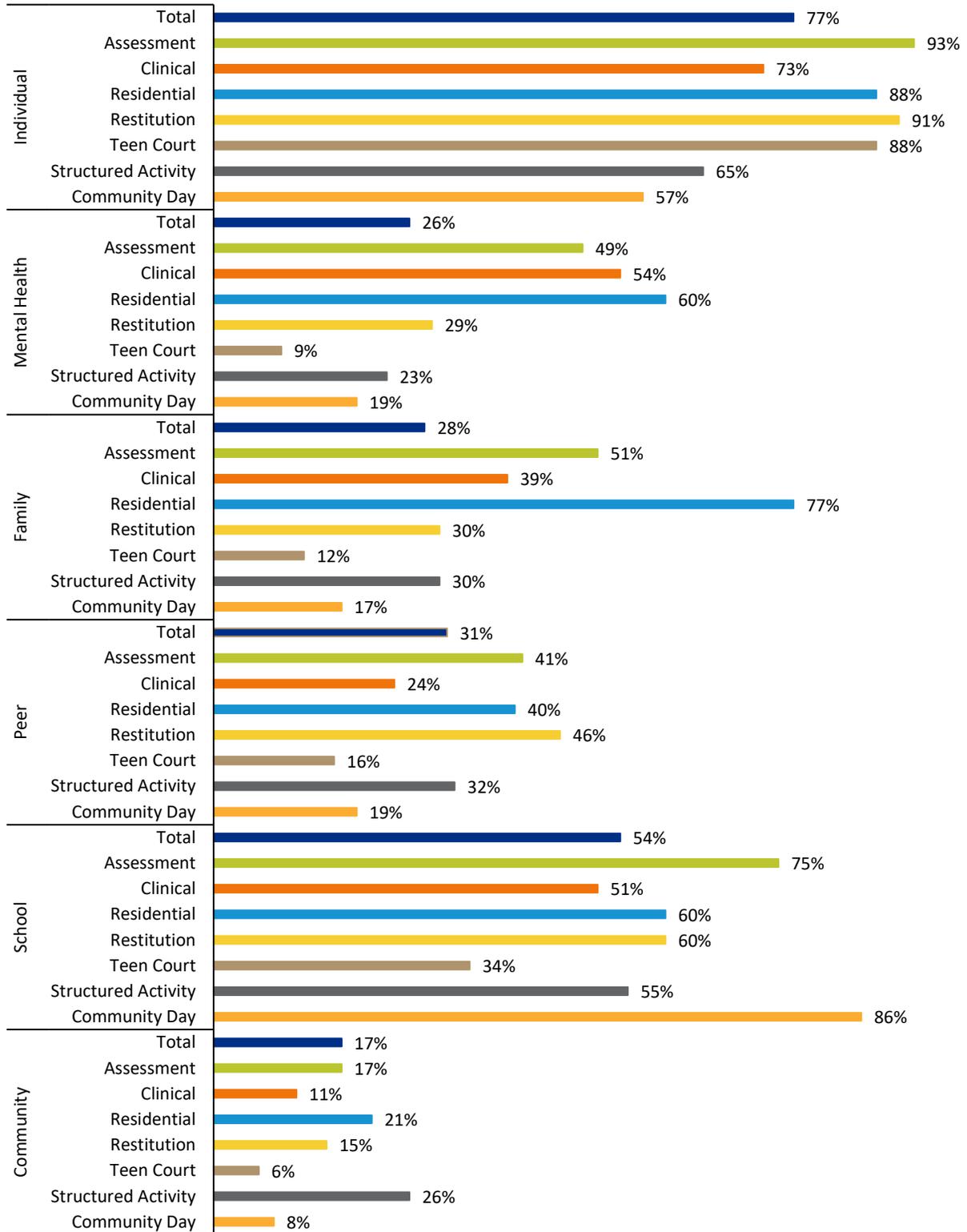
Program Completion

Table 2.3 also includes program completion rates for the JCPC programs. DACJJ uses three indicators to identify juveniles who completed their JCPC programming: (1) successful completion, meaning the juvenile had a high level of participation and completed most of his/her goals; (2) satisfactory completion, meaning the juvenile had an acceptable level of participation and met some of his/her goals; and (3) higher level of care required, meaning JCPC program providers did everything they could to address the needs of their juvenile participants. For this analysis, these three outcomes were combined to indicate program completion. Reasons a participant did not complete the program can either reflect negative behavior by the juvenile (e.g., failure to comply with program rules) or an administrative or other neutral reason for termination (e.g., removed by parents). Overall, 85% of the sample completed their JCPC program. The majority of juveniles completed their JCPC program regardless of program category. Program completion rates ranged from 72% for clinical to 96% for assessment.

²⁵ See Appendix D for a copy of the North Carolina DPS Juvenile Justice/JCPC Referral Form which outlines all 31 problem behaviors. Problem behaviors were identified for every juvenile in the sample.

²⁶ Juveniles can be identified as having multiple problem behaviors and, therefore, may be represented in more than one problem behavior category. Due to low representation (n=395, or 3% of program exits), the Other problem behavior category was excluded from this figure. DACJJ reports that “other” problem behaviors are often closely related to one of the other six types of problem behaviors.

Figure 2.4
Type of Problem Behaviors by Program Category



SOURCE: NC Sentencing and Policy Advisory Commission, FY 2016 JCPC Exit Sample

JUVENILE AND ADULT RECIDIVISM

As described in Chapter One, juveniles in the sample were tracked during their JCPC program and for a two-year follow-up period from their program exit to determine whether involvement with the juvenile justice and adult criminal justice systems occurred. A combined measure of juvenile complaints and/or adult arrests was compiled to indicate any recidivist involvement in either system (i.e., “recidivism”). Recidivism rates are only reported for juveniles when there are more than 25 juveniles in a specific category.²⁷

In-Program Recidivism

In-program recidivism refers to the percentage of juveniles who had at least one delinquent complaint and/or arrest while participating in JCPC programming. The in-program recidivism rate was 6% for the entire sample (see Table 2.4). Juveniles in the restitution program had the highest in-program recidivism rate of all JCPC program categories (12%), followed by juveniles in clinical programming (9%). The in-program recidivism rates for the remaining five programs were 4% or less. For those juveniles with at least one in-program delinquent complaint and/or arrest, the first recidivist event occurred an average of 2 months after program entry. Overall, 71% had a misdemeanor as their most serious recidivist offense.

Table 2.4
In-Program Recidivism Rates by Program Category

JCPC Program Category	N	In-Program Recidivism		Months to Recidivism Avg.	Most Serious Recidivist Offense:	
		#	%		Felony %	Misdemeanor %
Assessment	425	10	2	0	20	80
Clinical	1,392	120	9	3	28	72
Residential	424	17	4	1	29	71
Restitution	3,157	364	12	2	32	68
Teen Court	2,988	95	3	2	16	84
Structured Activity	5,573	247	4	2	33	67
Community Day	847	36	4	2	17	83
Total	14,806	889	6	2	29	71

SOURCE: NC Sentencing and Policy Advisory Commission, FY 2016 JCPC Exit Sample

²⁷ As described in Chapter One, evaluation and assessment services 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. While recidivism rates are reported for juveniles who received assessments, it is important to note that these programs do not involve the same level of services as other JCPC programs. Assessments function as interim assignments that may lead to additional referrals of longer duration and with greater potential to bring about positive change in the participant’s behavior.

Recidivism: Two-Year Follow-Up

Just as with in-program recidivism, a similar combined measure of juvenile delinquent complaints and/or adult arrests was compiled to indicate recidivist involvement in either system during the two years following completion of a JCPC program. Juvenile adjudications and/or adult convictions were also examined as a supplementary measure of recidivism.²⁸

Table 2.5 examines recidivism rates by program category during the two-year follow-up. Overall, 14% of the sample had at least one delinquent complaint and/or arrest during the one-year follow-up and 21% during the two-year follow-up. Juveniles who exited from assessment and residential programs had the highest recidivism rates within one year of follow-up (33% and 29% respectively) and after two years of follow-up (43% and 41% respectively). Clinical, teen court, and structured activity all had the lowest recidivism rates (16% each). For those juveniles with at least one delinquent complaint and/or arrest, the first recidivist event occurred an average of 9 months after exiting their JCPC program. Juveniles who participated in teen court recidivated later than all other program categories (10 months). Overall, juveniles with a recidivist event averaged 2 recidivist events during follow-up; the average number of recidivist events for each program category was 2 as well. Overall, 54% had a misdemeanor as their most serious recidivist event.

Table 2.5
Recidivism Rates by Program Category: Two-Year Follow-Up

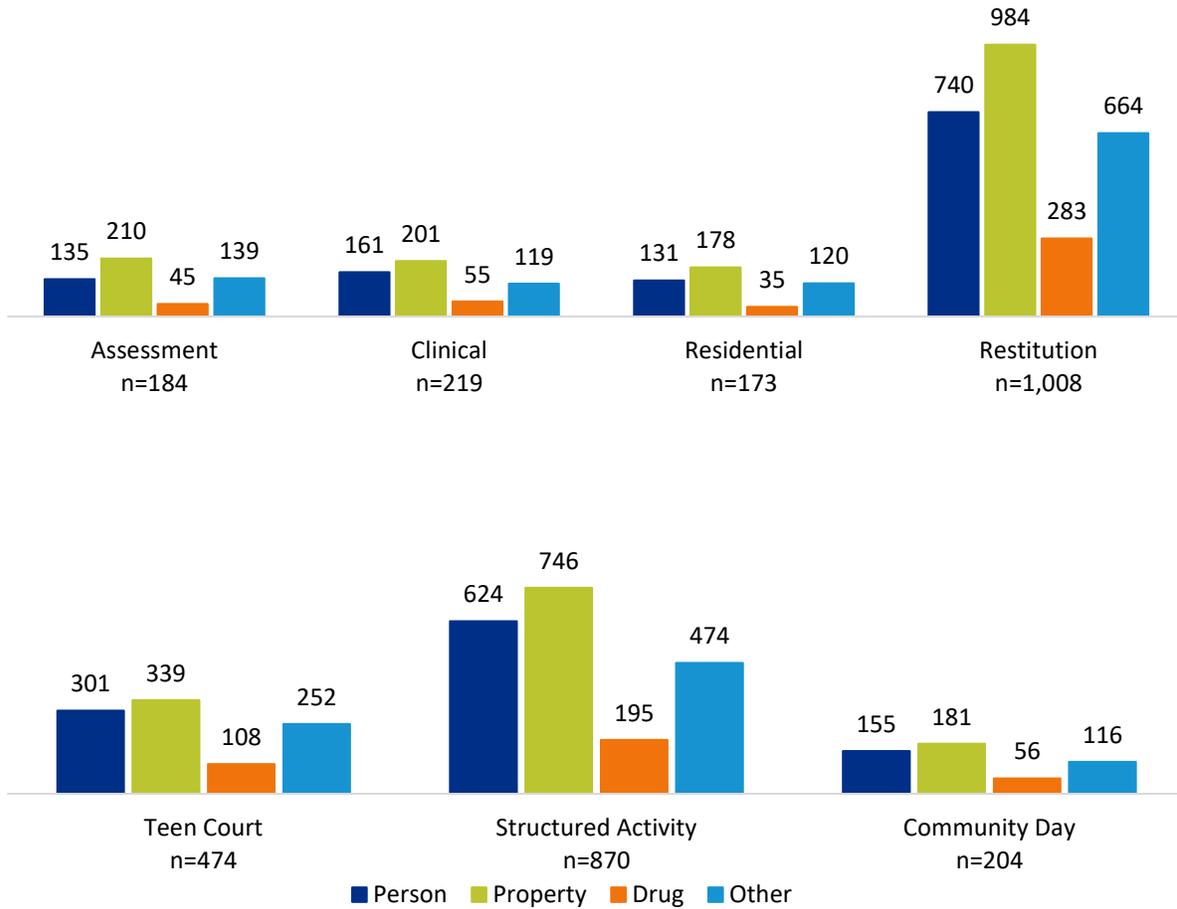
JCPC Program Category	N	Months to Recidivism Avg.	# with Recidivism	Total # Recidivist Events	One-Year Follow-Up %	Two-Year Follow-Up %
Assessment	425	7	184	413	33	43
Clinical	1,392	9	219	442	11	16
Residential	424	8	173	380	29	41
Restitution	3,157	9	1,008	2,142	21	32
Teen Court	2,988	10	474	821	10	16
Structured Activity	5,573	9	870	1,697	10	16
Community Day	847	9	204	414	16	24
Total	14,806	9	3,132	6,309	14	21

SOURCE: NC Sentencing and Policy Advisory Commission, FY 2016 JCPC Exit Sample

Overall, the most common recidivist event was a property offense. This finding held for each program category as well (see Figure 2.5). Drug offenses were the least common for both the entire sample and each program category.

²⁸ See Appendix F for recidivism rates based on juvenile adjudications and/or adult convictions.

Figure 2.5
Number of Recidivist Events by Crime Category for Juveniles with Recidivism: Two-Year Follow-Up



Note: Multiple crime categories may be linked to a recidivist event. As a result, the number of recidivist events by crime category cannot be added together to equal the total number of recidivist events.
 SOURCE: NC Sentencing and Policy Advisory Commission, FY 2016 JCPC Exit Sample

Personal Characteristics and Recidivism

Table 2.6 provides recidivism rates during the two-year follow-up by personal characteristics and program category. Overall, males had higher recidivism rates than females (25% and 14% respectively) and black juveniles had higher recidivism rates than other races. These findings generally held across all program categories. Juveniles 15 years old at program exit had the highest recidivism rates (26%) compared to juveniles in other age categories, followed closely by juveniles aged 13-14 (25%). Generally, this finding held across all program categories. Juveniles aged 5-10 at program exit had the lowest recidivism rates, both overall (3%) and across all program categories.

Table 2.6
Recidivism Rates by Personal Characteristics and Program Category: Two-Year Follow-Up

Personal Characteristics	Total N=14,806 %	Assessment n=425 %	Clinical n=1,392 %	Residential n=424 %	Restitution n=3,157 %	Teen Court n=2,988 %	Structured Activity n=5,573 %	Community Day n=847 %
Gender								
Male	25	46	21	50	35	18	19	27
Female	14	36	9	30	23	13	9	18
Race²⁹								
Black	26	49	25	54	38	21	18	31
White	17	35	12	32	26	12	14	15
Hispanic	14	44	7	31	23	12	10	13
Other/Unknown	17	--	16	--	36	15	9	28
Age at Program Entry								
5-10 years	4	--	4	--	15	7	2	--
11-12 years	17	42	14	34	33	15	12	23
13-14 years	26	43	18	52	36	18	21	30
15 years	25	48	20	40	29	14	23	26
16+ years	21	41	16	36	30	16	21	18
Age at Program Exit								
5-10 years	3	--	2	--	18	7	2	--
11-12 years	15	42	13	31	31	14	9	24
13-14 years	25	43	18	51	35	18	20	29
15 years	26	48	18	42	32	15	24	26
16+ years	22	41	19	37	29	16	20	19
Total	21	43	16	41	32	16	16	24

SOURCE: NC Sentencing and Policy Advisory Commission, FY 2016 JCPC Exit Sample

Program Profile and Recidivism

Table 2.7 explores recidivism rates by program profile (e.g., legal status and risk level).

Legal Status

Overall, court-involved juveniles had higher recidivism rates than at-risk juveniles (31% compared to 13%). This finding held across all program categories. At-risk juveniles in assessment and residential programs had higher recidivism rates (34% and 28%) than at-risk juveniles overall (13%). Court-involved juveniles in residential, assessment, and community day programs had higher recidivism rates (53%, 44%, and 44% respectively) than court-involved juveniles overall (31%).

²⁹ Due to low percentages, American Indian, Asian, Native Hawaiian, and multi-racial juveniles were combined with unknown into the Other/Unknown category.

Risk Level

Across the entire sample, recidivism rates increased as risk level increased, ranging from a 6% recidivism rate for juveniles in RL1 to 48% for juveniles in RL5. Generally, this finding held across all program categories. Assessment programs had the highest recidivism rates compared to other program categories among juveniles in RL2 and RL3 and had the second highest recidivism rates for the highest risk juveniles (RL4 and RL5). Residential programs had the highest recidivism rates among RL4 and RL5 juveniles (54% and 64% respectively). Generally, clinical and structured activity programs had the lowest recidivism rates within each risk level compared to other programs.

Table 2.7
Recidivism Rates by Program Profile and Program Category: Two-Year Follow-Up

Program Profile	Total N=14,806 %	Assessment n=425 %	Clinical n=1,392 %	Residential n=424 %	Restitution n=3,157 %	Teen Court n=2,988 %	Structured Activity n=5,573 %	Community Day n=847 %
Legal Status								
At-Risk	13	34	7	28	17	15	10	20
Court-Involved	31	44	24	53	32	18	33	44
Risk Level								
RL1 (lowest)	6	--	5	21	5	9	4	14
RL2	10	33	6	23	14	11	7	13
RL3	19	33	14	23	26	18	16	24
RL4	34	51	25	54	39	29	27	34
RL5 (highest)	48	57	41	64	52	--	39	47
Problem Behaviors								
1	12	27	10	18	23	13	7	15
2-3	18	34	13	26	26	16	14	23
4+	30	48	21	46	38	21	23	40
Program Completion								
Completion	20	43	15	37	30	14	14	23
Non-Completion	30	--	18	54	44	30	25	42
Total	21	43	16	41	32	16	16	24

SOURCE: NC Sentencing and Policy Advisory Commission, FY 2016 JCPC Exit Sample

Problem Behaviors

Similar to increases in risk level, recidivism rates increased as the number of problem behaviors juveniles presented at program entry increased. Overall, 12% of juveniles with 1 problem behavior recidivated during follow-up, 18% of juveniles with 2 or 3 problem behaviors recidivated, and 30% of juveniles with 4 or more problem behaviors recidivated. Assessment programs had the highest recidivism rates

compared to other program categories regardless of the number of problem behaviors. With the exception of assessment programs, residential and restitution programs had the highest recidivism rates among juveniles with 3 or fewer problem behaviors, while residential programs had the highest recidivism rates among juveniles with 4 or more problem behaviors (46%). Generally, clinical and structured activity programs had the lowest recidivism rates compared to other programs regardless of the number of problem behaviors.

Program Completion

Overall, juveniles who completed their JCPC programming had lower recidivism rates (20%) than those who did not complete their program (30%). This finding held across program categories. The largest difference in recidivism rates between completers and non-completers was in the community day program where 23% of the completers recidivated during follow-up compared to 42% of non-completers, a difference of 19 percentage points. Residential and teen court programs had similarly large differences in recidivism rates between completers and non-completers (17 and 16 percentage points respectively). Juveniles in clinical programs recidivated at nearly the same rate whether they completed their program (15%) or not (18%).

Type of Problem Behavior and Recidivism

Table 2.8 examines recidivism by program category for juveniles who presented a certain type of problem behavior at program entry. Overall, if a juvenile presented a type of problem behavior, their recidivism was higher than those who did not present that same behavior. Generally, this finding held across program categories, with the exception of mental health problem behaviors identified for juveniles referred to assessment, clinical, and residential programs.

Notably, across program categories – with the exception of teen court – the recidivism rates for juveniles with peer problems were at least 11 percentage points higher than juveniles without peer problems. The difference in recidivism rates between juveniles in teen court with peer problems (21%) and without peer problems (15%) was 6 percentage points.

Time in Program and Recidivism

Figure 2.6 presents recidivism rates in the context of direct service hours provided while juveniles participated in their JCPC programming. Overall, the recidivism rates based on direct service hours varied by only 4 percentage points. Juveniles who received 8 or fewer hours of direct service recidivated at the greatest rate (23%), while juveniles with between 9 and 20 hours of direct service recidivated at the lowest rate (19%). When considering the relationship between program category, direct service hours, and recidivism, the number of hours that yielded the lowest recidivism rates differed across programs. This finding may be explained by the different composition of juveniles (e.g., age, risk levels,

Table 2.8
Recidivism Rates by Type of Problem Behavior and Program Category: Two-Year Follow-Up

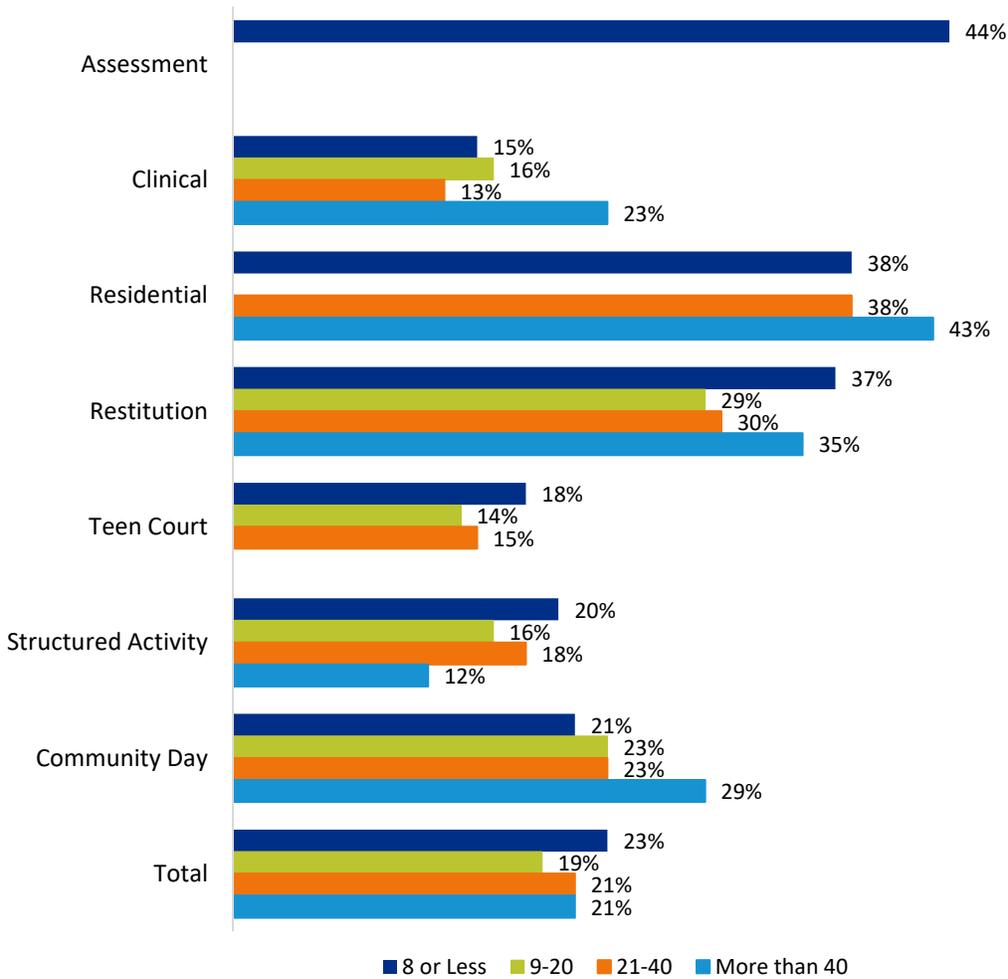
Problem Behavior	N	Total %	Assessment %	Clinical %	Residential %	Restitution %	Teen Court %	Structured Activity %	Community Day %
Individual									
No	3,436	12	43	7	19	28	11	9	16
Yes	11,370	24	43	19	44	32	17	19	30
Mental Health									
No	10,988	20	44	19	49	31	15	14	20
Yes	3,818	25	42	13	35	34	21	20	40
Family									
No	10,624	19	34	16	33	29	16	13	22
Yes	4,182	28	52	15	43	38	18	21	36
Peer									
No	10,242	17	38	13	32	26	15	12	20
Yes	4,564	31	51	26	54	39	21	23	41
School									
No	6,813	16	32	11	27	26	15	11	23
Yes	7,993	26	47	20	50	36	17	19	24
Community									
No	12,310	20	42	15	37	30	16	15	22
Yes	2,496	25	51	22	54	42	20	17	48
Total	14,806	21	43	16	41	32	16	16	24

Note: Juveniles can be identified as having multiple problem behaviors and, therefore, may be represented in more than one problem behavior category. Due to low representation (n=395, or 3% of program exits), the Other problem behavior category was excluded from this table.

SOURCE: NC Sentencing and Policy Advisory Commission, FY 2016 JCPC Exit Sample

problem behaviors) in each program. Nevertheless, the lowest recidivism rate for juveniles who participated in community day programming stemmed from those who received 8 or fewer hours of service (21%). Juveniles in restitution and teen court programming recidivated at their lowest rates (29% and 14% respectively) after receiving between 9 and 20 direct service hours. Juveniles in clinical programs with between 21 and 40 hours of direct service recidivated at a lower rate (13%) than juveniles who received some other amount. The lowest recidivism rates for juveniles in structured activity programming came from juveniles who received more than 40 hours of direct service (12%).

Figure 2.6
Recidivism Rates by Direct Service Hours Provided and Program Category: Two-Year Follow-Up



SOURCE: NC Sentencing and Policy Advisory Commission, FY 2016 JCPC Exit Sample

STANDARDIZED PROGRAM EVALUATION PROTOCOL (SPEP)

The Standardized Program Evaluation Protocol (SPEP™) is a scoring system used by DACJJ to estimate the impact of JCPC programs on reducing recidivism. The SPEP is a data-driven tool designed to compare JCPC programs against each other and against evidence-based practices. The SPEP scoring system is based on a meta-analysis of juvenile justice programs that reduce recidivism among court-involved youth and has been adopted in 9 states. The developers of the SPEP scoring system found that scores of 50 or better (out of 100 possible points) are shown to be effective in reducing recidivism.³⁰

With data available on SPEP scores beginning in FY 2015, this is the first JCPC effectiveness report to include information on the SPEP. Although the time period examined is during the early stages of SPEP implementation, this study offers a preliminary examination of the relationship between programs' SPEP scores and the recidivism rates of the juveniles in those programs.

³⁰ Dr. Mark Lipsey (Vanderbilt University) and James C. (Buddy) Howell (former research director of the federal Office of Juvenile Justice and Delinquency Prevention).

Programs with SPEP Scores

Throughout this chapter, JCPC programs have been discussed across seven program categories. However, SPEP scores are not available for all JCPC programs. SPEP scores are only available for programs that offer certain evidence-based treatment services (e.g., counseling, social skills training, mediation). They are not available for programs that do not provide SPEP treatment services, but provide a “structure” in which programming occurs (e.g., programs offering clinical assessments or psychological evaluations, teen courts). Mediation and conflict resolution programs, previously part of the teen court category, now have their own category.

The FY 2016 JCPC exit sample included data on 529 programs. Of these programs, 71% (n=374) had SPEP scores available. However, SPEP scores are considered provisional when they are based on fewer than 10 exits; 111 programs had provisional SPEP scores. The following analysis focuses on the 263 programs with valid SPEP scores. These 263 programs offered SPEP services to 9,889 juveniles, or 67% of the 14,806 juveniles in the sample.

Determining SPEP Scores

SPEP scores are based on a total of 100 possible points. Points are assigned for program performance on several different metrics. First, points are assigned for the type of programming and the quality of service provided. For each type of program, targets are established for juvenile participation both in terms of weeks and hours. Programs earn additional points based on the percentage of juveniles who meet these duration (weeks) and contact (hours) targets; higher percentages earn greater points. A third way programs earn points is by serving juveniles in higher risk levels (RL3 and above). Points are awarded for the percentage of juveniles served in RL3, RL4, and RL5 (i.e., Risk Tier 1 points) and for the percentage of juveniles served in RL4 and RL5 (i.e., Risk Tier 2 points). Higher percentages of juveniles served in each of the Risk Tiers earn greater points.³¹ A SPEP score is the sum of the points programs earn in each of these areas.

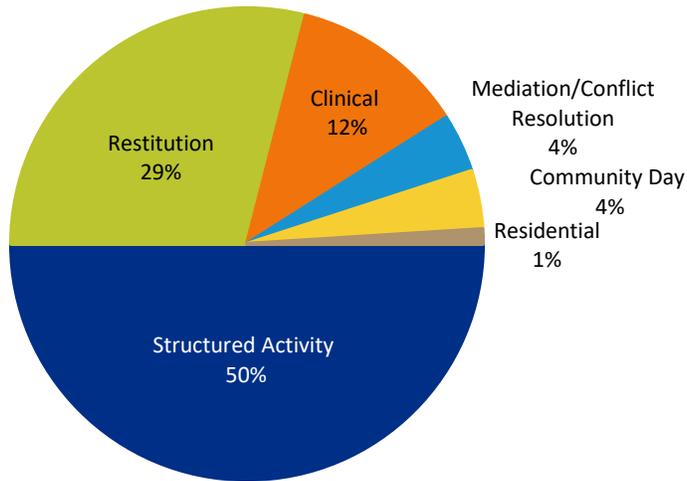
DACJJ field consultants work with JCPC program providers on an on-going basis to help programs increase their SPEP scores. DACJJ field consultants conduct on-site assessments of JCPC programs at least every 3 years, primarily to update the SPEP quality of service scores and develop program enhancement plans. DACJJ updates SPEP scores annually as new data on program performance become available, particularly with regard to targets for duration and hours and percentage of high risk juveniles served.

Profile of Programs with SPEP Scores

Figure 2.7 shows the distribution of JCPC program categories with SPEP scores. Half of the 263 programs with SPEP scores were in the structured activity program category.

³¹ See the Standardized Program Evaluation Protocol (SPEP) for Services to Juvenile Offenders® in Appendix E for a worksheet that shows how SPEP points are calculated.

Figure 2.7
Distribution of Program Categories with SPEP Scores



SOURCE: NC Sentencing and Policy Advisory Commission, FY 2016 JCPC Exit Sample

Table 2.9 presents the program category and SPEP score distribution for the 9,889 juveniles within the 263 JCPC programs with valid SPEP scores. Overall, 63% of juveniles were in a program with 50 points or more. All juveniles in residential programs, as well as the majority in restitution, mediation/conflict resolution, and structured activity programs participated in programs with 50 points or more. Conversely, the majority of juveniles in clinical and community day programs participated in programs with less than 50 points.

Table 2.9
Distribution by Program Category and SPEP Score

JCPC Program Category	N	SPEP Score			
		Less than 50 Points		50 Points or More	
		#	%	#	%
Clinical	1,212	756	62	456	38
Residential	127	0	0	127	100
Restitution	2,876	657	23	2,219	77
Mediation/Conflict Resolution	348	125	36	223	64
Structured Activity	4,914	1,859	38	3,055	62
Community Day	412	289	70	123	30
Total	9,889	3,686	37	6,203	63

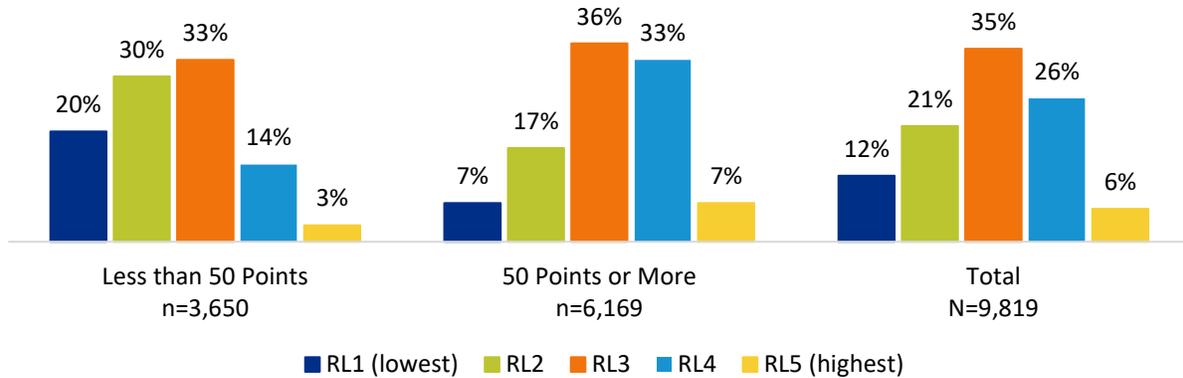
SOURCE: NC Sentencing and Policy Advisory Commission, FY 2016 JCPC Exit Sample

SPEP Score and Risk Level

As mentioned previously, the SPEP scoring system provides more points to programs that serve greater percentages of juveniles in RL3 and above (Risk Tier 1 points) and RL4 and RL5 (Risk Tier 2 points). Figure

2.8 illustrates the relationship between risk levels and higher SPEP scores. Among programs with SPEP scores of at least 50 points, 40% of juveniles were in RL4 or RL5; only 17% of juveniles in programs with SPEP scores less than 50 points were in RL4 or RL5. On the other end of the risk spectrum, 50% of the juveniles in programs with less than 50 SPEP points had risk scores in RL1 or RL2; less than a quarter (24%) of juveniles in programs with at least 50 SPEP points or more were in RL1 or RL2.

Figure 2.8
SPEP Score by Risk Level

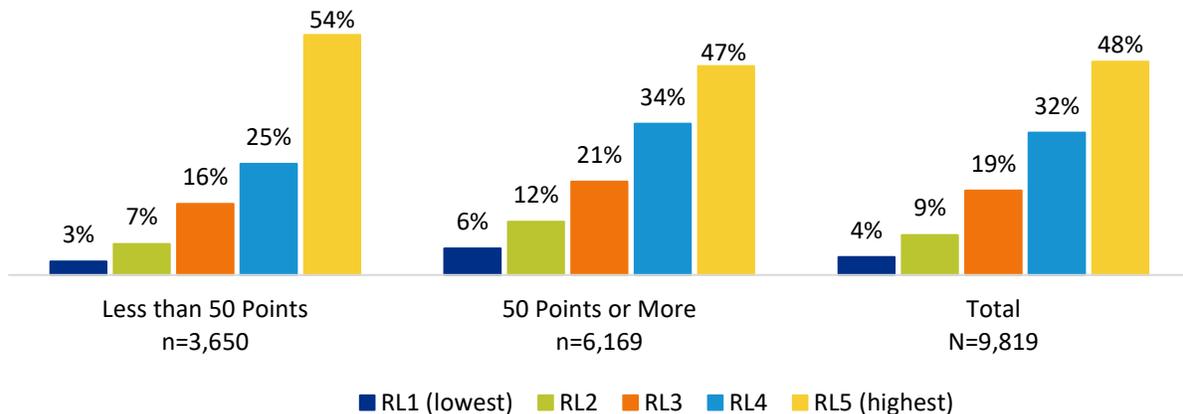


SOURCE: NC Sentencing and Policy Advisory Commission, FY 2016 JCPC Exit Sample

SPEP Score and Recidivism

Figure 2.9 provides the recidivism rates for juveniles who participated in JCPC programs by the juvenile’s risk level and the program’s SPEP score. Across RL1 through RL4, juveniles in programs with SPEP scores of less than 50 points had lower recidivism rates than juveniles who exited from programs with SPEP scores of 50 points or more. Juveniles in the highest risk level (RL5) had lower recidivism rates when they exited from programs with at least 50 SPEP points compared to RL5 juveniles who exited from programs with less than 50 SPEP points (47% compared to 54%).

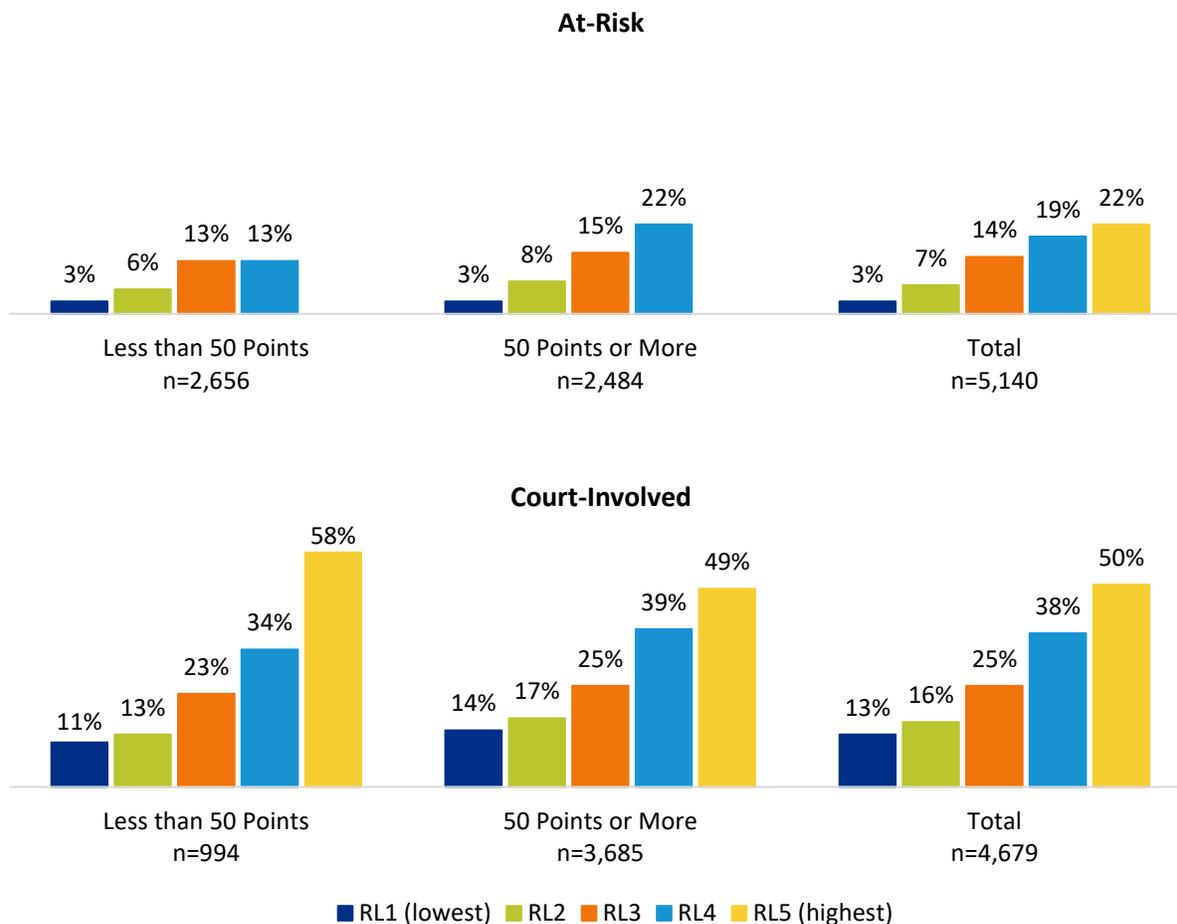
Figure 2.9
Recidivism by Risk Level and SPEP Score: Two-Year Follow-Up



SOURCE: NC Sentencing and Policy Advisory Commission, FY 2016 JCPC Exit Sample

To examine these findings further, Figure 2.10 includes legal status as an additional consideration. A similar pattern emerged – regardless of legal status, juveniles in RL1 through RL4 generally had higher recidivism rates following participation in JCPC programs with SPEP scores of 50 points or more. Court-involved juveniles with the highest risk scores (RL5) had lower recidivism rates following participation in JCPC programming with SPEP scores of at least 50 points. See Appendix F for a similar examination by program category.

Figure 2.10
Recidivism by Risk Level, Legal Status, and SPEP Score: Two-Year Follow-Up



SOURCE: NC Sentencing and Policy Advisory Commission, FY 2016 JCPC Exit Sample

SUMMARY

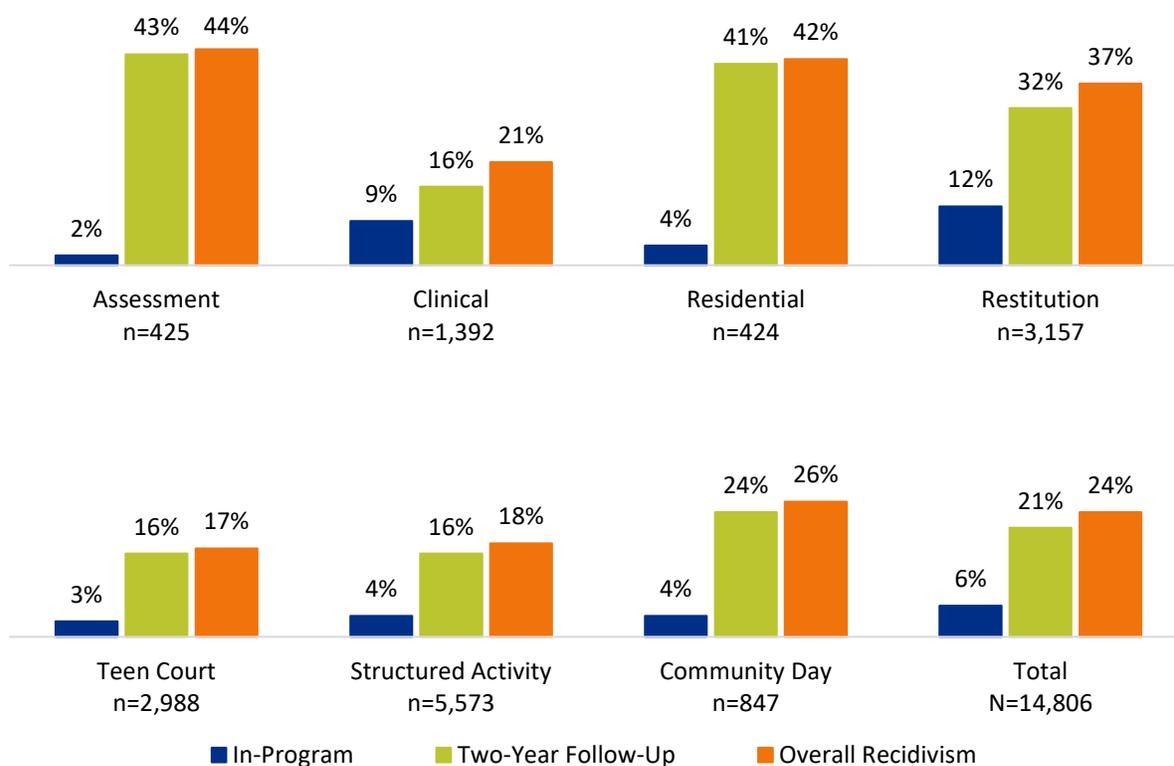
Chapter Two examined the FY 2016 JCPC exit sample by program category. Almost 80% of the sample exited from one of three program categories: structured activity, restitution, and teen court. Over three-fourths of juveniles were referred to their JCPC programs by either DACJJ or school officials.

JCPC programs were profiled in several ways (e.g., age, legal status, and risk level of participants) that demonstrated the differences in composition between each program category. These compositional differences provide important context when considering the recidivism rates of each program.

Recidivism rates were calculated for two periods of time: in-program and two-year follow-up. Overall, 6% of the sample had at least one delinquent complaint and/or adult arrest while participating in JCPC programming. Upon exit from JCPC programming, 14% of the sample recidivated within one year and 21% recidivated within two years.

Figure 2.11 provides the recidivism rates for each program category based on whether the recidivism occurred during JCPC participation or during the two-year follow-up. A combined measure, referred to as overall recidivism, is also presented that indicates the percentage of juveniles who recidivated during either time period or both time periods. Overall, 24% of the sample recidivated during their program and/or during the two-year follow-up. Most recidivism occurred during the two-year follow-up, a finding that is not surprising considering the average time juveniles were in a program was less than 4 months (118 days). Juveniles in assessment, residential, and restitution programs had the highest recidivism rates based on the combined measure of recidivism (44%, 42%, and 37% respectively); these programs also had the greatest proportions of juveniles in the two highest risk levels (52%, 53%, and 49% in RL4 and RL5 respectively).

Figure 2.11
Summary of Recidivism Rates for JCPC Programs



SOURCE: NC Sentencing and Policy Advisory Commission, FY 2016 JCPC Exit Sample

Finally, this chapter offered a preliminary examination of the relationship between SPEP scores and recidivism. Juveniles in the highest risk level (RL5) who participated in programs with SPEP scores of at least 50 points had lower recidivism rates than juveniles with the same risk level who participated in programs with less than 50 points.

CHAPTER THREE

STATISTICAL PROFILE AND RECIDIVISM FOR JCPC PARTICIPANTS

Chapter Three provides additional analyses on the same cohort of juveniles that was examined in Chapter Two, i.e., juveniles who exited from at least one JCPC program between July 1, 2015 and June 30, 2016. However, this chapter examines the JCPC exit sample by their legal status at JCPC entry (i.e., at-risk or court-involved) and offers 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).

PERSONAL CHARACTERISTICS

Overall, 54% of the JCPC exit sample was at-risk at referral and 46% was court-involved. Table 3.1 contains information on the sample in terms of personal characteristics by legal status. Overall, 65% of the juveniles were male. Court-involved juveniles had a higher percentage of males (72%) compared to at-risk juveniles (59%). Nearly half (48%) of the juveniles in the sample were black, 35% were white, 12% were Hispanic, and 5% were identified as other or unknown. The racial composition of the two groups was nearly identical with non-whites being slightly more represented in the at-risk group (68%) compared to the court-involved group (62%).

Table 3.1
Personal Characteristics by Legal Status

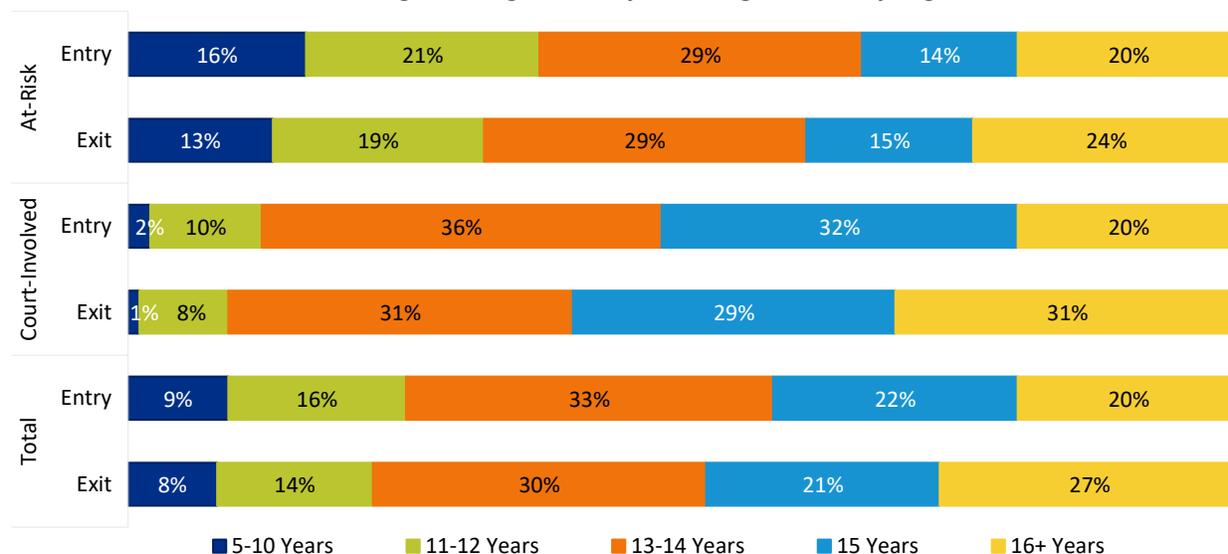
Personal Characteristics	At-Risk n=7,993 %	Court-Involved n=6,813 %	Total N=14,806 %
Gender			
Male	59	72	65
Female	41	28	35
Race/Ethnicity³²			
Black	49	47	48
White	32	38	35
Hispanic	13	11	12
Other/Unknown	6	4	5

SOURCE: NC Sentencing and Policy Advisory Commission, FY 2016 JCPC Exit Sample

³² Due to low percentages, American Indian, Asian, Native Hawaiian, and multi-racial juveniles were combined with unknown into the Other/Unknown category.

Figure 3.1 shows the distribution of the juveniles' ages at JCPC program entry and exit. Overall, one-third of the sample was 13-14 years old at JCPC program entry. The 13-14 age category also had the greatest proportion of juveniles at program exit (30%). Over one-third (37%) of the at-risk group was aged 12 or younger at program entry compared to 12% of the court-involved group. Over two-thirds (68%) of the court-involved group was between 13 and 15 years of age at program entry. By program exit, over 90% of the court-involved group was over 12 years of age.

Figure 3.1
Distribution of Age at Program Entry and Program Exit by Legal Status



SOURCE: NC Sentencing and Policy Advisory Commission, FY 2016 JCPC Exit Sample

PRIOR JUVENILE JUSTICE CONTACTS

In order to gain an understanding of frequency of interaction with the system, Figure 3.2 examines the percentage of juveniles with prior juvenile justice contacts. Overall, 42% of the sample had at least one delinquent complaint prior to entering a JCPC program.³³ Court-involved juveniles had a substantially higher percentage with a prior complaint (79%) than at-risk juveniles (10%).³⁴ Twenty-one percent of the sample had at least one prior adjudication, while 7% had a prior confinement.³⁵ For all measures of prior juvenile justice contacts examined, the court-involved group had experienced more prior contacts with the juvenile justice system than the at-risk group.

³³ Measures of prior juvenile justice contacts may include the contact(s), if any, that resulted in the JCPC program referral analyzed in this study.

³⁴ As mentioned in Chapter One, legal status was determined at the time juveniles entered the JCPC program. At-risk juveniles may have had prior complaints as part of their juvenile justice history but were not court-involved at the time they entered the JCPC program analyzed in this study.

³⁵ A prior confinement could be a detention center admission or a YDC commitment or both. Generally, juveniles who had a YDC commitment also had a detention center admission.

Figure 3.2
Prior Juvenile Justice Contacts by Legal Status

At-Risk n=7,993	Court-Involved n=6,813	Total N=14,806
<ul style="list-style-type: none"> • 10% prior complaint • 3% prior adjudication • 1% prior confinement 	<ul style="list-style-type: none"> • 79% prior complaint • 43% prior adjudication • 14% prior confinement 	<ul style="list-style-type: none"> • 42% prior complaint • 21% prior adjudication • 7% prior confinement

SOURCE: NC Sentencing and Policy Advisory Commission, FY 2016 JCPC Exit Sample

RISK ASSESSMENTS AND PROBLEM BEHAVIORS

As mentioned in Chapter Two, DACJJ juvenile court counselors typically administer risk assessments for court-involved juveniles referred to JCPC programs. For at-risk juveniles, a modified risk assessment is administered by JCPC program providers at program entry. The purpose of the risk assessment is to evaluate the risk of future delinquency.³⁶ Risk scores were computed for each juvenile in the sample, placing the juvenile in one of five levels of risk from RL1 (the lowest risk) to RL5 (the highest risk). Only 77 juveniles (42 from the at-risk group and 35 from the court-involved group) did not have risk scores and are excluded from the risk data provided throughout this chapter.

Similar to administration of the risk assessment, problem behaviors for juveniles referred to JCPC programs are identified either by DACJJ 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., bullying, substance abuse, truancy).³⁷ All juveniles in the sample were identified as having at least 1 problem behavior.

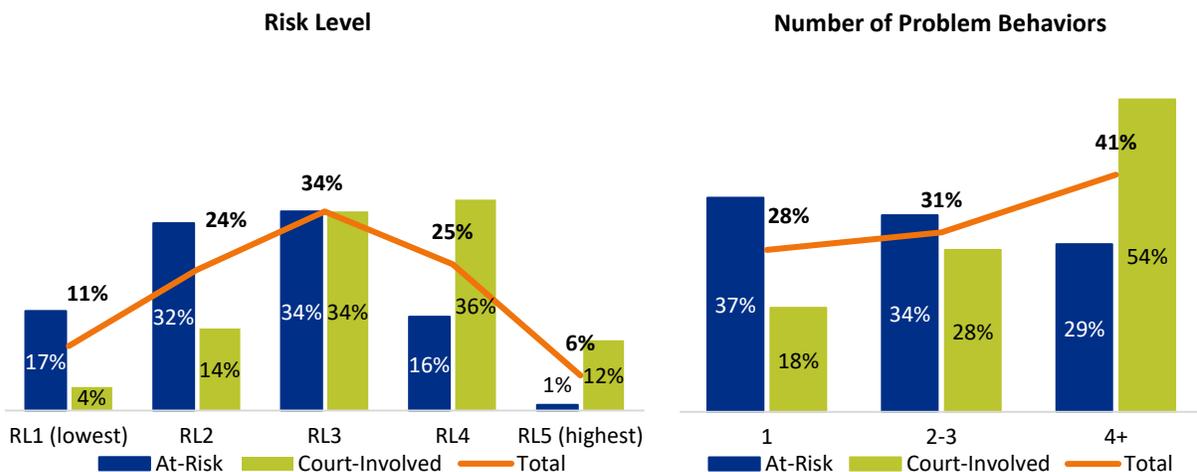
Figure 3.3 shows the risk level and problem behavior distributions for both groups and for the entire sample. Overall, the risk level distribution followed a bell-shaped curve with the highest proportion of juveniles assessed at RL3 (34%). Generally, at-risk juveniles had lower risk scores than court-involved juveniles. Over 80% of the at-risk group was assessed in RL1 through RL3. Conversely, over 80% of the court-involved group was assessed in RL3 through RL5.

Generally, at-risk juveniles had fewer problem behaviors identified. A majority (71%) of at-risk juveniles were identified as having 3 or fewer problem behaviors at referral. Conversely, a majority (54%) of court-involved juveniles were identified as having 4 or more problem behaviors at referral. Overall, the average number of problem behaviors was 4. At-risk juveniles averaged 3 problem behaviors, while court-involved juveniles had 5 problem behaviors on average.

³⁶ See Appendix C for a copy of DACJJ's Community Programs version of the North Carolina Assessment of Juvenile Risk of Future Offending.

³⁷ See Appendix D for a copy of the North Carolina DPS Juvenile Justice/JCPC Referral Form which outlines all 31 problem behaviors. Problem behaviors were identified for every juvenile in the sample.

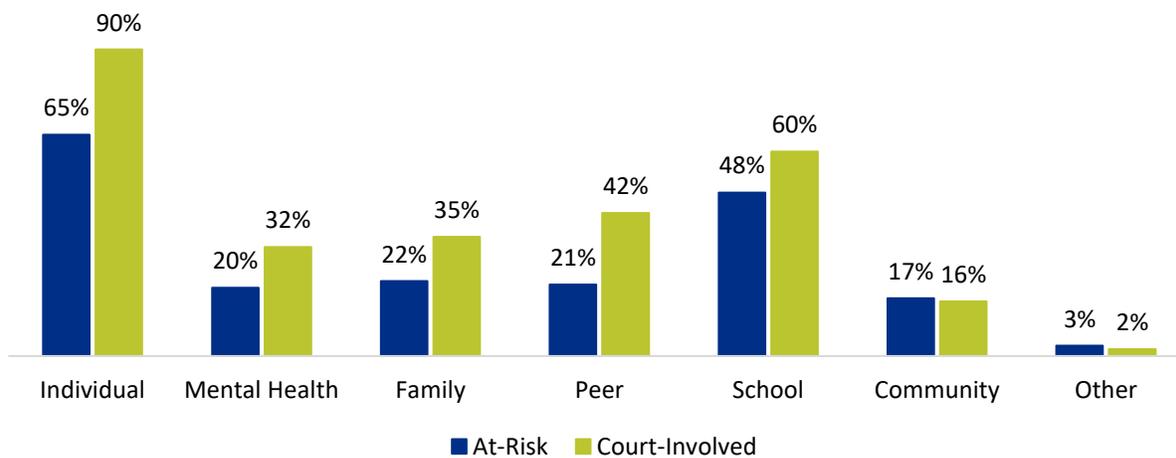
Figure 3.3
Risk Level and Number of Problem Behaviors by Legal Status



SOURCE: NC Sentencing and Policy Advisory Commission, FY 2016 JCPC Exit Sample

The 31 problem behaviors were assigned to seven categories. Figure 3.4 shows the distribution of the categories of problem behaviors identified at referral. Problem behaviors involving the individual juvenile (e.g., bullying, fighting, impulsivity) were the most common among both the at-risk and court-involved groups (65% and 90% respectively). Problems involving school behavior (e.g., truancy, disruptive in class, behind grade level) were the second most frequent (48% of at-risk juveniles and 60% of court-involved juveniles). Generally, court-involved juveniles had higher proportions of each type of problem behavior than at-risk juveniles.

Figure 3.4
Type of Problem Behaviors by Legal Status



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

SOURCE: NC Sentencing and Policy Advisory Commission, FY 2016 JCPC Exit Sample

IN-PROGRAM PROFILE

Using an exit sample allows for analysis of JCPC juveniles during two periods of time. This section profiles the characteristics of the sample during the time they participated in JCPC programming (i.e., in-program profile).

Time in Program

As explained in Chapter Two, three measures of length of program participation – days of enrollment, face-to-face days, and direct service hours – were examined and are presented in Table 3.2.

Overall, at-risk juveniles had longer lengths of participation than court-involved juveniles on all three measures. Generally, lengths of participation decreased with age, with juveniles in the 5-10 years age category having some of the longest lengths of program participation regardless of legal status. On average, at-risk juveniles aged 5-10 years had the longest lengths of program participation of the entire sample with 160 days of enrollment, 37 face-to-face days, and 98 direct service hours.

Table 3.2
Average Length of Participation by Age at Program Entry and Legal Status

Legal Status	N	Average Length of Participation		
		Days		Hours
		Enrolled	Face-to-Face	Direct Service
At-Risk	7,993	119	19	56
5-10 Years	1,281	160	37	98
11-12 Years	1,653	120	19	49
13-14 Years	2,335	117	16	47
15 Years	1,128	102	14	49
16+ Years	1,596	101	13	47
Court-Involved	6,813	116	12	47
5-10 Years	123	131	15	43
11-12 Years	676	103	12	44
13-14 Years	2,493	117	12	48
15 Years	2,181	118	12	52
16+ Years	1,340	113	11	39
Total	14,806	118	16	52

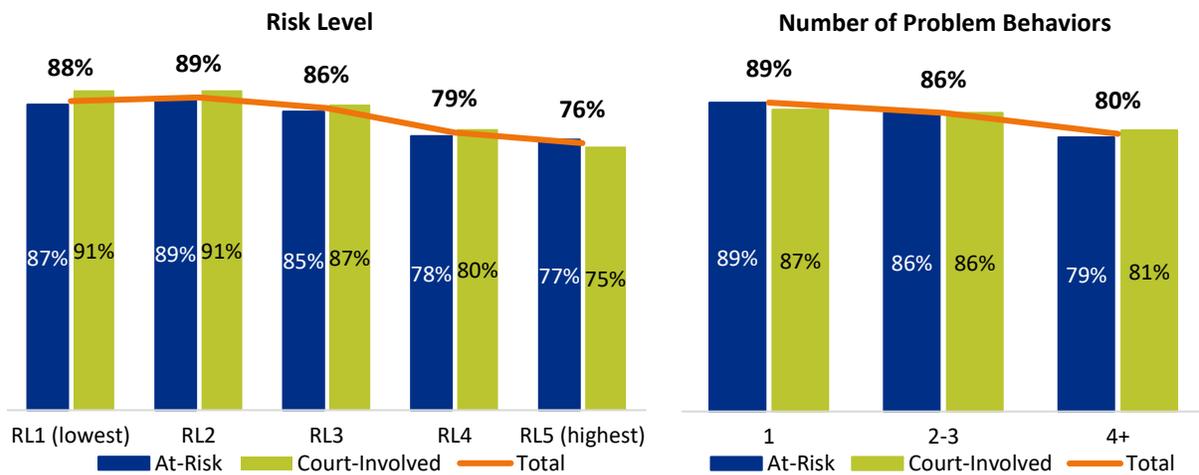
SOURCE: NC Sentencing and Policy Advisory Commission, FY 2016 JCPC Exit Sample

Program Completion

As also described in Chapter Two, program completion was defined as when JCPC program providers indicated one of three outcomes occurred at a juvenile’s exit from JCPC programming: (1) successful completion, meaning the juvenile had a high level of participation and completed most of his/her goals; (2) satisfactory completion, meaning the juvenile had an acceptable level of participation and met some of his/her goals; and (3) higher level of care required, meaning JCPC program providers did everything they could to address the needs of their juvenile participants.

Overall, 85% of the sample completed their JCPC program, with at-risk and court-involved juveniles completing their program at nearly the same rate (85% and 84% respectively). Figure 3.5 shows program completion rates in the context of risk level and number of problem behaviors for at-risk and court involved juveniles. Overall, completion rates decreased as juvenile risk levels and number of problem behaviors increased. Regardless of risk level or problem behaviors, at-risk and court-involved juveniles completed their JCPC programs at nearly the same rates.

Figure 3.5
Program Completion by Risk Level, Problem Behaviors, and Legal Status



SOURCE: NC Sentencing and Policy Advisory Commission, FY 2016 JCPC Exit Sample

JUVENILE AND ADULT RECIDIVISM

As described in Chapter One, juveniles in the sample were tracked for two periods of time – during their participation in a JCPC program (i.e., in-program) and for two years following their exit from a JCPC program (i.e., two-year follow-up) – to determine whether involvement with the juvenile justice or adult criminal justice systems occurred. A combined measure of juvenile complaints and/or adult arrests was compiled to indicate any recidivist involvement in either system (i.e., “recidivism”).³⁸

³⁸ Juvenile adjudications and/or adult convictions were also included as a supplementary measure of recidivism. See Appendix F for recidivism rates based on juvenile adjudications and/or adult convictions.

In-Program Recidivism

Table 3.3 examines recidivism rates by legal status during JCPC programming. Overall, 6% of the sample had at least one delinquent complaint and/or arrest while participating in a JCPC program. Court-involved juveniles had a higher in-program recidivism rate than at-risk juveniles (10% compared to 2%). For those juveniles with at least one delinquent complaint and/or arrest, the first recidivist event occurred an average of 2 months after beginning their JCPC program. For the sample as a whole, 71% had a misdemeanor as their most serious recidivist offense.

Table 3.3
In-Program Recidivism Rates by Legal Status

Legal Status	N	In-Program Recidivism		Months to Recidivism Avg.	Most Serious Recidivist Offense:	
		#	%		Felony %	Misdemeanor %
At-Risk	7,993	198	2	2	22	78
Court-Involved	6,813	691	10	2	32	68
Total	14,806	889	6	2	29	71

SOURCE: NC Sentencing and Policy Advisory Commission, FY 2016 JCPC Exit Sample

Recidivism: Two-Year Follow-Up

Table 3.4 examines recidivism rates by legal status during the two-year follow-up. Overall, 14% of the sample had at least one delinquent complaint and/or arrest during the one-year follow-up and 21% during the two-year follow-up. Court-involved juveniles had higher recidivism rates than at-risk juveniles across the follow-up period.

Table 3.4
Recidivism Rates by Legal Status: Two-Year Follow-Up

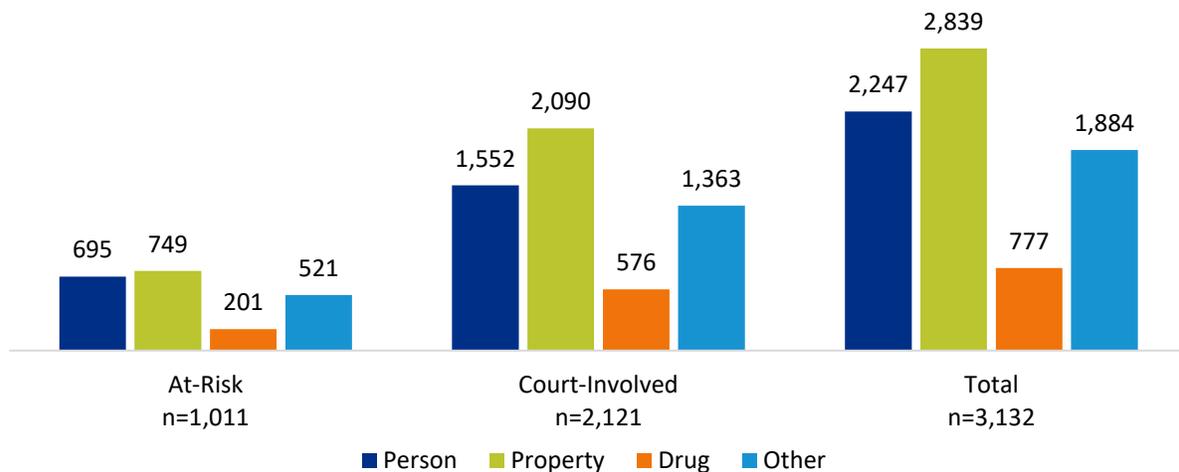
Legal Status	N	Months to Recidivism Avg.	# with Recidivism	Total # Recidivist Events	One-Year Follow-Up %	Two-Year Follow-Up %
At-Risk	7,993	9	1,011	1,818	8	13
Court-Involved	6,813	9	2,121	4,491	21	31
Total	14,806	9	3,132	6,309	14	21

SOURCE: NC Sentencing and Policy Advisory Commission, FY 2016 JCPC Exit Sample

For those juveniles with at least one delinquent complaint and/or arrest, the first recidivist event occurred an average of 9 months after exiting their JCPC program. The timing of the first recidivist event was the same for both at-risk and court-involved juveniles (9 months). Of at-risk juveniles with a recidivist event, 25% had a delinquent complaint and/or arrest within 3 months, 53% within 9 months, and 74% within 14 months. Of court-involved juveniles with a recidivist event, 25% had a delinquent complaint and/or arrest within 2 months, 53% within 7 months, and 77% within 14 months.

Overall, 3,132 juveniles accounted for 6,309 recidivist events; both at-risk and court-involved juveniles averaged 2 recidivist events during follow-up. For the sample as a whole, 54% had a misdemeanor as their most serious recidivist offense, with court-involved juveniles recidivating with a misdemeanor less frequently (52%) than at-risk juveniles (59%). Property offenses were more common than other crime categories for both at-risk and court-involved juveniles (see Figure 3.6).

Figure 3.6
Number of Recidivist Events by Crime Category for Juveniles with Recidivism: Two-Year Follow-Up



Note: Multiple crime categories may be linked to a recidivist event. As a result, the number of recidivist events by crime category cannot be added together to equal the total number of recidivist events.

SOURCE: NC Sentencing and Policy Advisory Commission, FY 2016 JCPC Exit Sample

Personal Characteristics and Recidivism

Table 3.5 provides recidivism rates during the two-year follow-up by the juvenile’s personal characteristics. Overall, males had higher recidivism rates than females (25% and 14% respectively). Black juveniles had the highest recidivism rates at 26%, followed by juveniles identified as other or unknown (17%), white juveniles (17%), and Hispanic juveniles (14%). Generally, similar patterns were found by legal status.

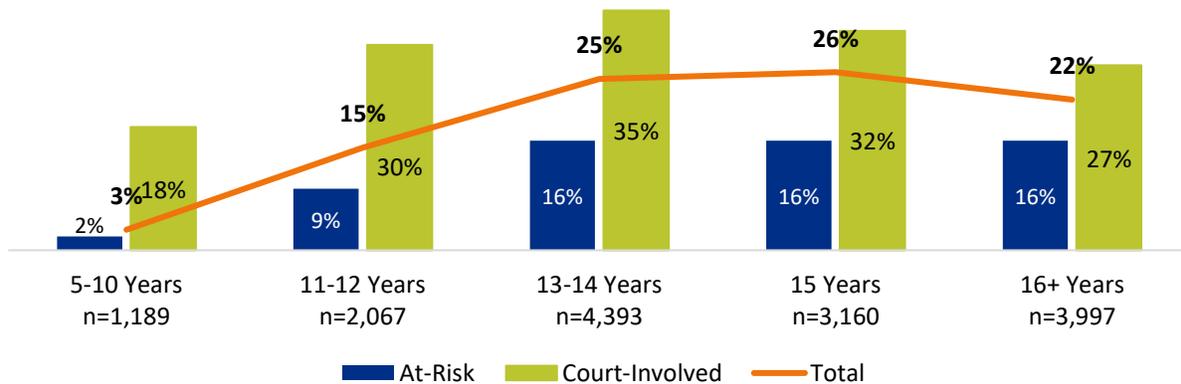
Overall, the youngest juveniles, aged 5-10 at program exit, had the lowest recidivism rates (see Figure 3.7). Recidivism rates peaked for juveniles aged 15 (26%) and declined for the 16 and older age category (22%). Court-involved juveniles had higher recidivism rates than at-risk juveniles across all age groups. Court-involved juveniles aged 13-14 at program exit had the highest recidivism rates of the entire sample (35%).

Table 3.5
Recidivism Rates by Personal Characteristics and Legal Status: Two-Year Follow-Up

Personal Characteristics	N	At-Risk n=7,993 %	Court-Involved n=6,813 %	Total N=14,806 %
Gender				
Male	9,654	15	35	25
Female	5,152	9	22	14
Race³⁹				
Black	7,151	16	38	26
White	5,149	10	25	17
Hispanic	1,731	7	25	14
Other/Unknown	775	9	31	17
Age at Program Entry				
5-10 Years	1,404	2	20	4
11-12 Years	2,329	11	31	17
13-14 Years	4,828	16	35	26
15 Years	3,309	15	30	25
16+ Years	2,936	16	28	21
Total	14,806	13	31	21

SOURCE: NC Sentencing and Policy Advisory Commission, FY 2016 JCPC Exit Sample

Figure 3.7
Recidivism Rates by Age at Program Exit and Legal Status: Two-Year Follow-Up



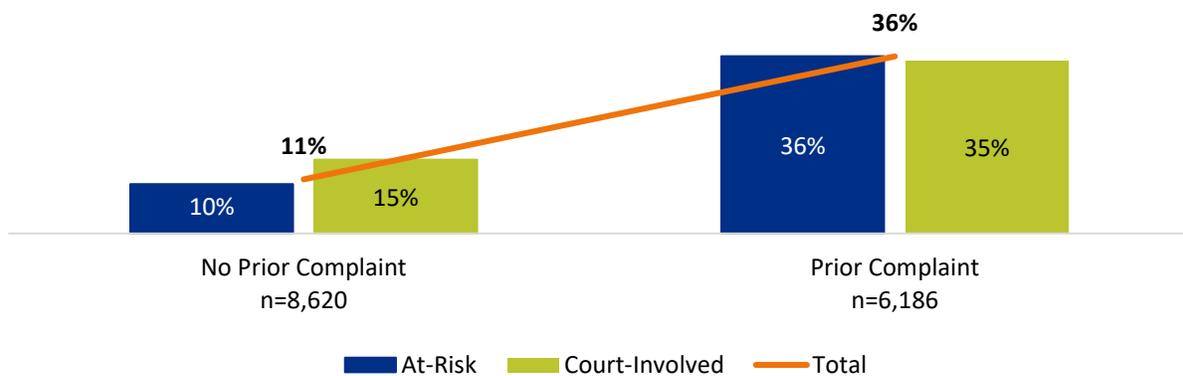
SOURCE: NC Sentencing and Policy Advisory Commission, FY 2016 JCPC Exit Sample

³⁹ Due to low percentages, American Indian, Asian, Native Hawaiian, and multi-racial juveniles were combined with unknown into the Other/Unknown category.

Prior Complaints and Recidivism

Overall, 42% (n=6,186) of juveniles had at least one prior delinquent complaint before entry into the sample. Figure 3.8 examines recidivism rates for juveniles with at least one prior complaint in comparison to juveniles with no prior complaint before sample entry. Thirty-six percent of the juveniles with at least one prior complaint had a subsequent complaint and/or adult arrest compared to 11% of juveniles with no prior complaint. When examining these data by legal status, court-involved juveniles without a prior complaint recidivated more often than at-risk juveniles without a prior complaint (15% to 10% respectively). At-risk and court-involved juveniles with a prior complaint recidivated at nearly the same rate (36% and 35% respectively).

Figure 3.8
Recidivism Rates by Prior Complaints and Legal Status: Two-Year Follow-Up



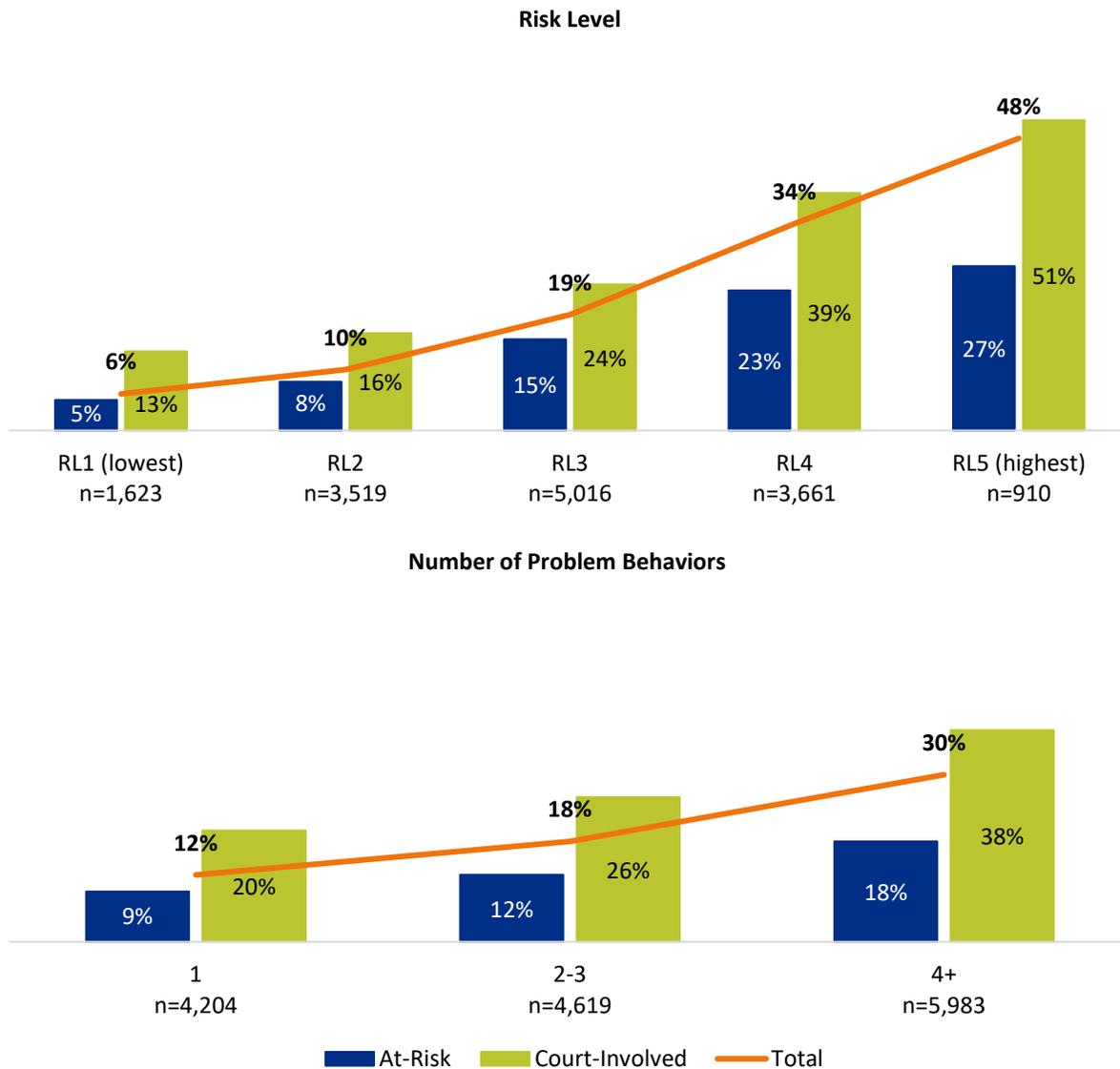
SOURCE: NC Sentencing and Policy Advisory Commission, FY 2016 JCPC Exit Sample

Risk Levels, Problem Behaviors, and Recidivism

As shown previously in Figure 3.3, the majority of juveniles in the sample were assessed in the middle three risk levels (83%), while most juveniles were identified as having between 1 and 3 problem behaviors (59%). Figure 3.9 explores the relationship between risk level, number of problem behaviors, and recidivism. As expected, RL1 (lowest risk) juveniles had the lowest recidivism rates (6%) compared to RL5 (highest risk) juveniles (48%), with an incremental progression of recidivism rates in between the middle three risk levels (RL2 to RL4). Across all five risk levels, court-involved juveniles had higher recidivism rates than at-risk juveniles.

Similar findings in recidivism rates were seen when examining the relationship between the number of problem behaviors and complaints and/or adult arrests, although at a diminished level. The increase in recidivism rates between juveniles with 1 problem behavior (12%) and those with 4 or more problem behaviors (30%) was not as great as the range across the five risk levels (6% to 48%). Court-involved juveniles had higher recidivism rates than at-risk juveniles regardless of the number of problem behaviors.

Figure 3.9
Recidivism Rates by Risk Level, Problem Behaviors, and Legal Status: Two-Year Follow-Up



SOURCE: NC Sentencing and Policy Advisory Commission, FY 2016 JCPC Exit Sample

Table 3.6 examines the differences in recidivism rates by type of problem behavior identified at the time of referral to a JCPC program. Juveniles with specific problem behaviors had higher recidivism rates than juveniles without those specific problem behaviors. Overall, juveniles identified as having a problem behavior with peers had the highest recidivism rates (31%) followed by those with family problem behaviors (28%). Among court-involved juveniles, those with community problem behaviors had the highest recidivism rates (40%) followed by those with peer (39%) and family (38%) problem behaviors. Among at-risk juveniles, those with peer problem behaviors had the highest recidivism rates (18%) followed by those with individual (15%) and school (15%) problem behaviors.

Table 3.6
Recidivism Rates by Type of Problem Behavior and Legal Status: Two-Year Follow-Up

Problem Behavior	N	At-Risk n=7,993 %	Court-Involved n=6,813 %	Total N=14,806 %
Individual				
No	3,436	9	24	12
Yes	11,370	15	32	24
Mental Health				
No	10,988	13	30	20
Yes	3,818	13	34	25
Family				
No	10,624	12	27	19
Yes	4,182	13	38	28
Peer				
No	10,242	11	26	17
Yes	4,564	18	39	31
School				
No	6,813	10	25	16
Yes	7,993	15	35	26
Community				
No	12,310	13	29	20
Yes	2,496	13	40	25
Total	14,806	13	31	21

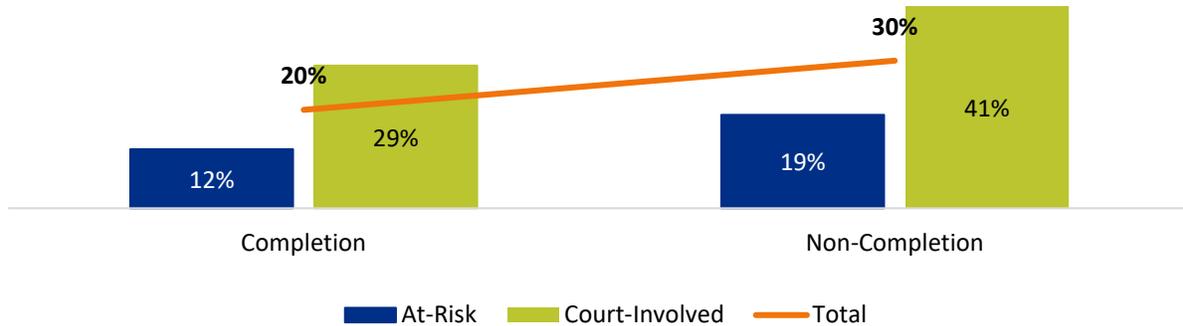
Note: Juveniles can be identified as having multiple problem behaviors and, therefore, may be represented in more than one problem behavior category. Due to low representation (n=395, or 3% of program exits), the Other problem behavior category was excluded from this table.

SOURCE: NC Sentencing and Policy Advisory Commission, FY 2016 JCPC Exit Sample

Program Completion and Recidivism

As mentioned previously, program completion occurs when a juvenile successfully or satisfactorily completes a JCPC program or a higher level of care is required. Figure 3.10 examines recidivism in the context of juveniles who completed their JCPC program versus those who did not. Overall, juveniles who completed JCPC programs had a lower recidivism rate than non-completers (20% compared to 30% respectively). A similar pattern was found by legal status, although the difference in recidivism rates was greater for court-involved juveniles.

Figure 3.10
Recidivism Rates by Program Completion and Legal Status: Two-Year Follow-Up



SOURCE: NC Sentencing and Policy Advisory Commission, FY 2016 JCPC Exit Sample

RECIDIVISM BY PROGRAM CATEGORY AND LEGAL STATUS

Previous analyses have focused on the FY 2016 JCPC exit sample either by program category (Chapter Two) or by legal status (Chapter Three). This section offers analyses incorporating both program category and legal status for a more in-depth examination of JCPC programs.

As outlined in previous chapters, references to all seven JCPC program categories have been shortened for the sake of brevity. In particular, mentions of restitution programs also include community service programs and references to teen court programs also include mediation and conflict resolution programs.

Program Category

- Evaluation or Assessment
- Clinical Treatment
- Residential Services
- Restitution/Community Service
- Teen Court/Mediation/Conflict Resolution
- Structured Activities
- Community Day Programs

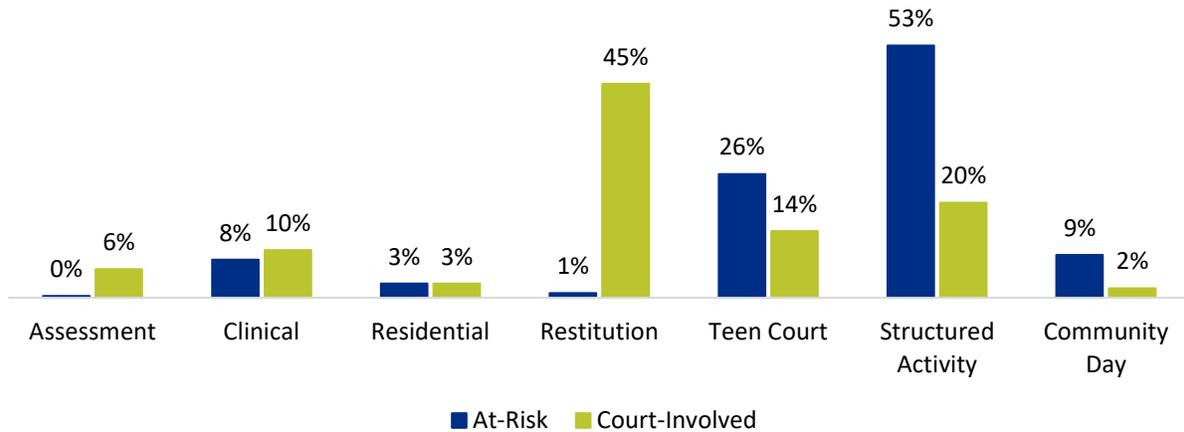
Shortened To:

- Assessment
- Clinical
- Residential
- Restitution
- Teen Court
- Structured Activity
- Community Day

Statistical Profile

A distribution of the sample by program category and legal status is shown in Figure 3.11. A majority (53%) of at-risk juveniles were in structured activity programs, followed by teen court (26%). The greatest proportion of court-involved juveniles were in restitution programs (45%), followed by structured activity (20%).

Figure 3.11
Distribution of Exits by Program Category and Legal Status

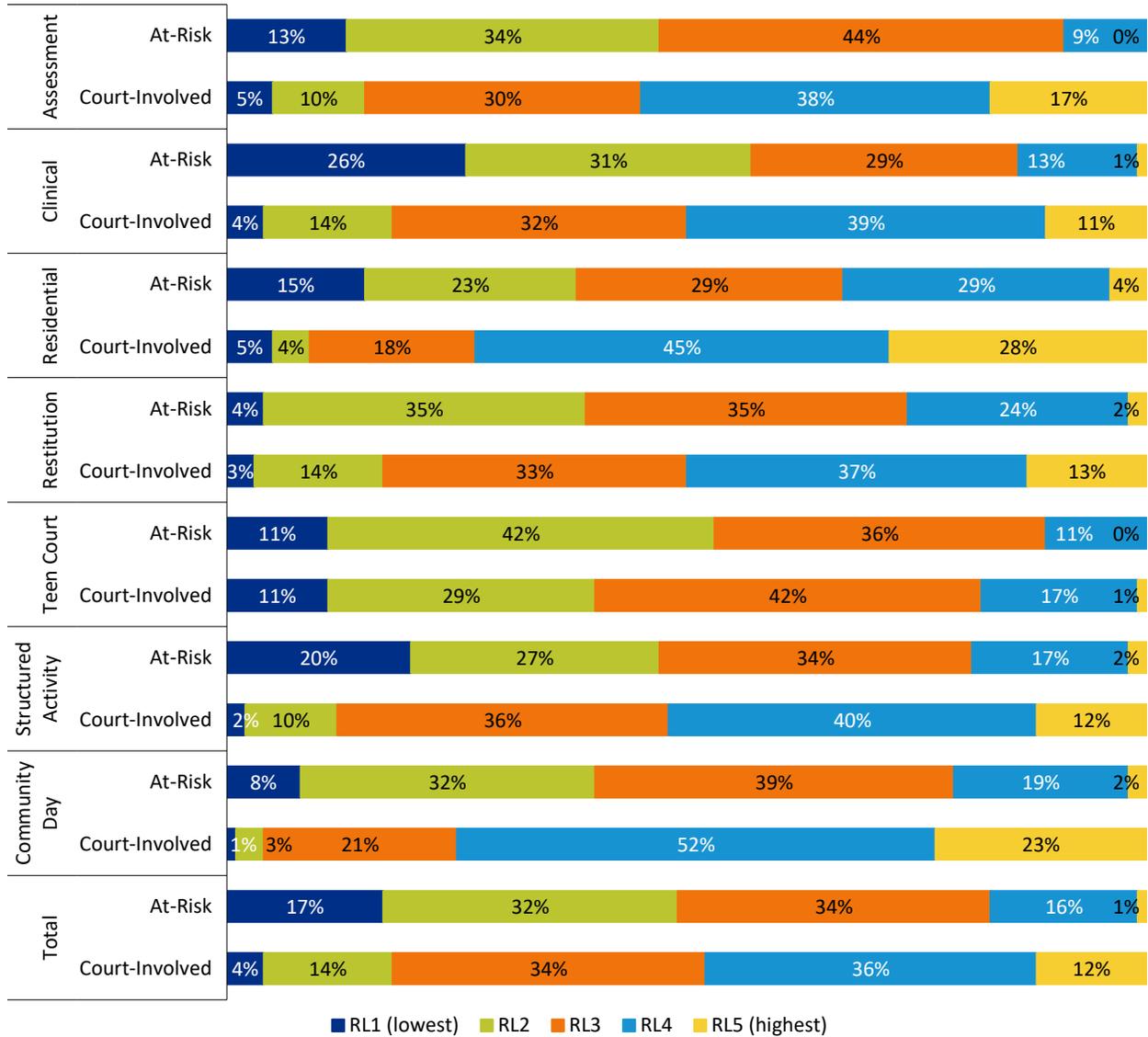


SOURCE: NC Sentencing and Policy Advisory Commission, FY 2016 JCPC Exit Sample

Figure 3.12 provides the risk level distribution of juveniles served within each program category by legal status. Overall, almost half (49%) of at-risk juveniles were in the lowest two risk levels (RL1 or RL2). Residential, restitution, and community day programs had lower proportions of at-risk juveniles in the lowest two risk levels compared to the entire at-risk sample. Almost half (48%) of the court-involved sample were in the highest two risk levels (RL4 and RL5). Community day, residential, and assessment programs had greater proportions of court-involved juveniles in the highest two risk levels compared to the entire court-involved sample.

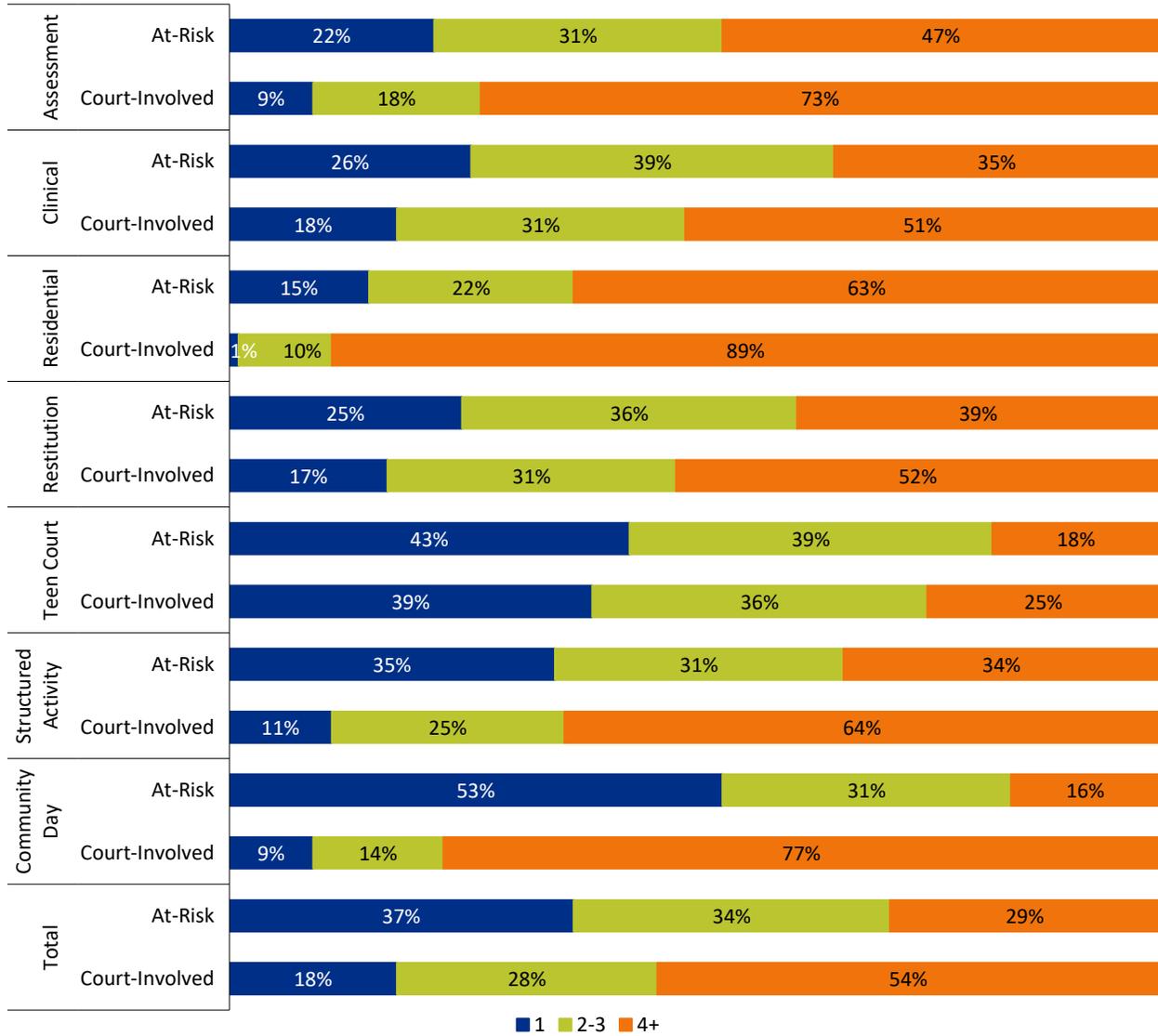
The distribution of problem behaviors by program category and legal status is presented in Figure 3.13. Overall, 29% of at-risk juveniles had 4 or more problem behaviors at program entry. At-risk juveniles in residential, assessment, restitution, clinical, and structured activity programs all had a greater proportion of juveniles with 4 or more problem behaviors than at-risk juveniles overall. Over half (54%) of all court-involved juveniles had 4 or more problem behaviors. Court-involved juveniles in residential, community day, assessment, and structured activity programs had greater proportions of juveniles with 4 or more problem behaviors than court-involved juveniles overall.

Figure 3.12
Risk Level by Program Category and Legal Status



SOURCE: NC Sentencing and Policy Advisory Commission, FY 2016 JCPC Exit Sample

Figure 3.13
Number of Problem Behaviors by Program Category and Legal Status



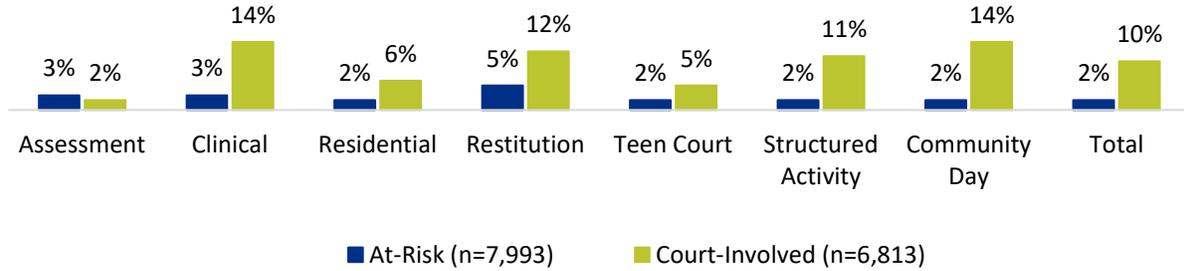
SOURCE: NC Sentencing and Policy Advisory Commission, FY 2016 JCPC Exit Sample

In-Program Recidivism

In-program recidivism rates by program category and legal status are presented in Figure 3.14. Overall, court-involved juveniles had higher in-program recidivism rates than at-risk juveniles (10% compared to 2%) and this finding generally held across program categories. However, court-involved juveniles in assessment, teen court, and residential programming had in-program recidivism rates that were close to, or lower than, the at-risk recidivism rates for those same programs.⁴⁰

⁴⁰ As described in Chapter One, evaluation and assessment services 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. While recidivism rates are reported for juveniles who

Figure 3.14
In-Program Recidivism Rates by Program Category and Legal Status

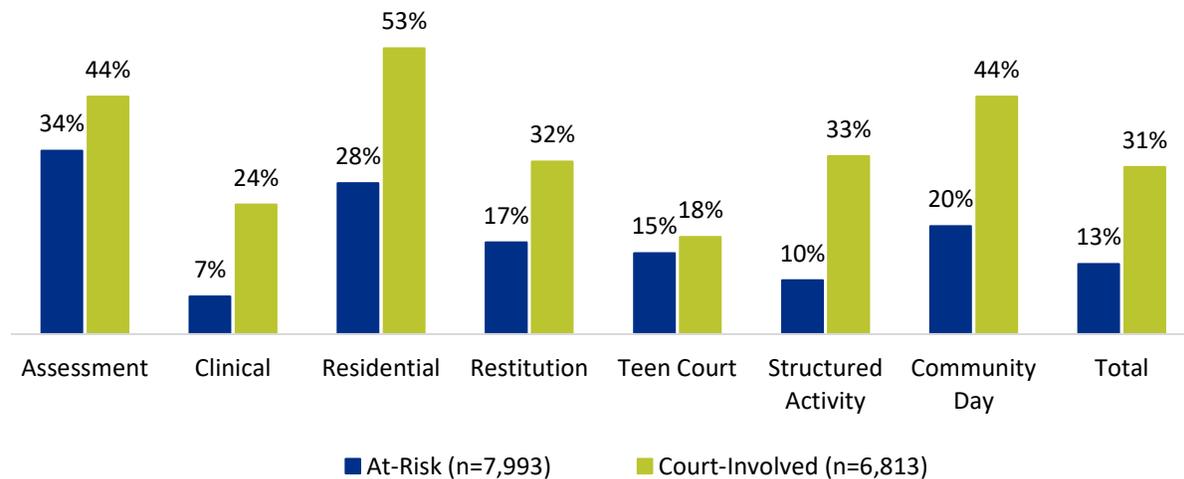


SOURCE: NC Sentencing and Policy Advisory Commission, FY 2016 JCPC Exit Sample

Recidivism: Two-Year Follow-Up

Figure 3.15 presents the recidivism rates during the two-year follow-up by program category and legal status. Across all categories of JCPC programming, the recidivism rates for court-involved juveniles were higher than the recidivism rates for at-risk juveniles. Court-involved juveniles in teen court and assessment programs had recidivism rates that were closest to the recidivism rates for at-risk juveniles in those same programs.

Figure 3.15
Recidivism Rates by Program Category and Legal Status: Two-Year Follow-Up



SOURCE: NC Sentencing and Policy Advisory Commission, FY 2016 JCPC Exit Sample

received assessments, it is important to note that these programs do not involve the same level of services as other JCPC programs. Assessments function as interim assignments that may lead to additional referrals of longer duration and with greater potential to bring about positive change in the participant’s behavior.

SUMMARY

Chapter Three examined the FY 2016 JCPC exit sample by legal status. Overall, 54% of the juveniles in the sample were at-risk at the time they entered their JCPC program (i.e., not currently involved with the juvenile justice system), while 46% were court-involved. Sixty-five percent of the sample was male. Males comprised a greater proportion of the court-involved group (72%) than the at-risk group (59%). Both groups had a similar racial composition. The court-involved group was older than the at-risk group.

Greater percentages of court-involved juveniles had prior juvenile justice contacts and were assessed in higher risk levels than at-risk juveniles. Over half of the court-involved juveniles were identified as having at least 4 problem behaviors compared to less than one-third of the at-risk juveniles. Both groups completed their JCPC programming at nearly the same rate (85% for at-risk and 84% for court-involved juveniles).

Recidivism rates were calculated for two periods of time: in-program and two-year follow-up. Regardless of time period, court-involved juveniles recidivated more frequently than at-risk juveniles. Ten percent of court-involved juveniles recidivated during their JCPC program compared to 2% of at-risk juveniles. After two years of follow-up, 31% of court-involved juveniles had recidivated compared to 13% of at-risk juveniles.

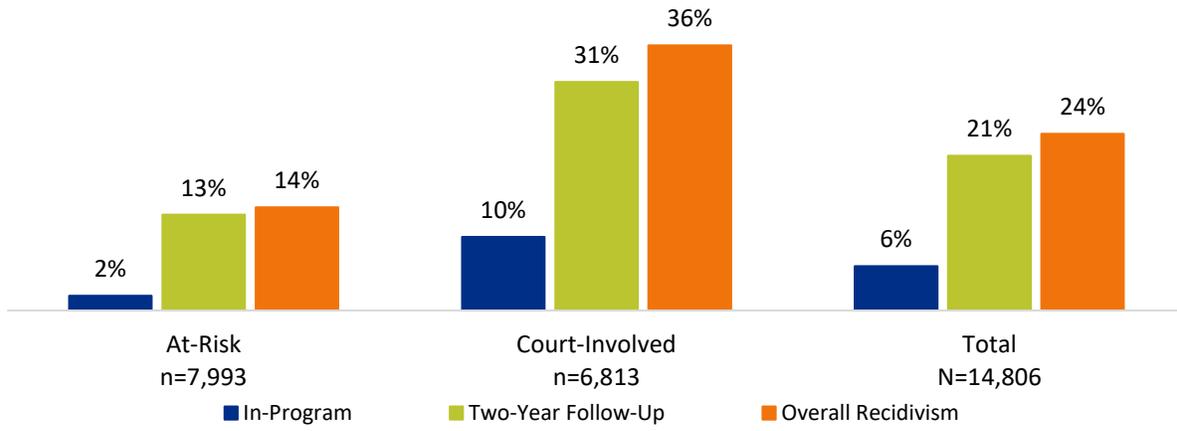
The chapter concluded with analyses aimed at combining the program category information presented in Chapter Two with the legal status information from Chapter Three. A majority (53%) of at-risk juveniles exited from structured activity programs. Court-involved juveniles were most likely to have participated in restitution programs (45%).

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

Among the at-risk group, juveniles in clinical and structured activity programs had the lowest recidivism rates. Juveniles in teen court and clinical programs had the lowest recidivism rates among the court-involved group. At-risk and court-involved juveniles in teen court programming recidivated at nearly the same rate. Teen court programs had large percentages of at-risk and court-involved juveniles in the lowest two risk levels, as well as sizable proportions of at-risk and court-involved juveniles with 1 problem behavior.

Figure 3.16 provides recidivism rates by legal status based on whether recidivism occurred during JCPC participation or during the two-year follow-up. A combined measure of recidivism, referred to as overall recidivism, is also presented that indicates the percentage of juveniles who recidivated during either time period or both time periods. Overall, 24% of the sample recidivated during their program and/or during the two-year follow-up. Most recidivism occurred during the two-year follow-up, a finding that is not surprising considering the average time juveniles were in a program was less than 4 months (118 days). Over one-third of court-involved juveniles recidivated during their JCPC program and/or during the two-year follow-up compared to 14% of at-risk juveniles.

Figure 3.16
Summary of Recidivism Rates for At-Risk and Court-Involved Juveniles



SOURCE: NC Sentencing and Policy Advisory Commission, FY 2016 JCPC Exit Sample

CHAPTER FOUR CONCLUSIONS

During the 2009 Session, the North Carolina General Assembly directed the Sentencing Commission to prepare biennial reports on the effectiveness of programs receiving JCPC funds (G.S. 164-49). Its major purpose was to analyze and present recidivism outcomes for JCPC program participants. This report is the fifth report, submitted to the legislature on May 1, 2019.

NEW RESEARCH DESIGN AND DATA

In this year's report, a new methodology was used to evaluate JCPC effectiveness, which focused on all juveniles who exited from a JCPC program in FY 2016. This new methodology allowed juveniles to be tracked during two distinct periods of time (i.e., during their JCPC program and for two years after exiting their program). Direct comparisons between the recidivism rates presented in this report and previous reports cannot be made due to the differences in sample selection and time periods studied.

In addition to a new exit sample methodology, this year's report included data on at-risk juveniles for the first time since the Commission's 2013 report. Since both at-risk and court-involved juveniles can be referred to JCPC programs, the inclusion of at-risk juveniles allowed for an examination of both populations that JCPC programs serve.

Finally, this year's report contained data that the Commission was able to examine for the first time. Although at-risk juveniles have been included in some previous JCPC effectiveness studies, risk assessment data were not captured for this population until 2014; as a result, this report is the first to examine risk assessment information for the at-risk population. Problem behavior data, which was available for the entire sample, was included to provide information on the areas of need that juveniles present and that JCPC programs are designed to address. The report also included a first look at the linkage between SPEP (DACJJ's tool for evaluating JCPC programs) and recidivism.

SUMMARY

The study sample included 14,806 juveniles who exited from at least one JCPC program in FY 2016. Overall, 54% were identified as at-risk (n=7,993) and 46% were identified as court-involved (n=6,813) at program entry. Although juveniles may have participated in more than one JCPC program, each juvenile was assigned to one of seven JCPC program categories – assessment, clinical, residential, restitution, teen court, structured activity, or community day – for analysis.⁴¹ Almost 80% of the sample exited from one of three program categories: structured activity, restitution, and teen court.

Sixty-five percent of the sample was male; nearly half of the sample (48%) was black and 12% was Hispanic. The average age of the sample at program entry was 14. The risk level distribution of the sample followed a bell-shaped curve with the greatest number of juveniles assessed in RL3. The greatest

⁴¹ See Chapter One for further description of program categories. Mentions of restitution programs also include community service programs and references to teen court programs also include mediation and conflict resolution programs.

proportion of juveniles had at least 4 or more problem behaviors (41%) and the lowest had 1 problem behavior (28%). The most common problem behaviors involved individual (77%) and school problems (54%). Overall, 85% of the sample completed their JCPC program.

The primary outcome measure of recidivism was defined as having either a delinquent juvenile complaint and/or an adult arrest either during a JCPC program (i.e., in-program) or within the two-year follow-up period (i.e., two-year follow-up). Figure 4.1 summarizes the recidivism rates for the FY 2016 JCPC exit sample by legal status and program category. At-risk juveniles generally had lower recidivism rates than court-involved juveniles regardless of time period.

While recidivism rates alone are informative, they should be considered in context with a number of other factors examined in this report. For example, while in-program recidivism rates are markedly lower than two-year follow-up recidivism rates, part of this difference can be explained by the length of JCPC program participation. The average number of days juveniles were enrolled in JCPC programming was less than 4 months (118 days). The average number of days enrolled ranged from 13 days (assessment) to 179 days (clinical). Simply, the “window of opportunity” for recidivism while in a JCPC program was far smaller than during the two-year follow-up.

Differences in key factors (e.g., risk level, problem behaviors, prior contact with the juvenile justice system) can explain some of the differences in recidivism found between at-risk and court-involved juveniles. Court-involved juveniles were, on average, more than a year older, were higher risk, had more problem behaviors, and had more extensive prior contact with the juvenile justice system than at-risk juveniles.

Understanding the variations in recidivism rates between program categories involves examining the differences between the juveniles that typically participate in each program. Two of the program categories with the highest recidivism rates, regardless of legal status, were assessment and residential programs. High recidivism rates for these two particular programs were not surprising given that over half of the juveniles in these programs were assessed in the highest two risk levels and over 70% presented 4 or more problem behaviors at referral. Although they comprised only 6% of the sample, these juveniles are challenging populations for DACJJ due to these factors.⁴²

Regardless of legal status, clinical and teen court programs had the lowest recidivism rates, although they served somewhat different populations. Juveniles in teen court programs were typically low risk with a limited number of problem behaviors. Compared to juveniles in teen court programs, juveniles in clinical programs were more likely to be court-involved, higher risk, and have at least 4 problem behaviors.

Finally, this report offered a preliminary examination of the relationship between SPEP scores and recidivism. The developers of the SPEP scoring system found through meta-analysis of court-involved juveniles that SPEP scores of 50 or better are shown to be effective in reducing recidivism. This was found to be true in this study for juveniles in the highest risk level (RL5). However, for juveniles in other risk levels, lower recidivism rates were found for juveniles who participated in programs with SPEP scores of less than 50 points. One explanation for the lower recidivism rates among lower scoring programs might be that implementation of the statewide SPEP scoring system was in its early stages in

⁴² As noted previously, assessments function as interim assignments that may lead to additional referrals of longer duration and with greater potential to bring about positive change in the participant’s behavior.

FY 2016. Also, another point of consideration is that programs with fewer than 50 points serve a higher proportion of low risk juveniles. Future studies may be able to provide more clarity on this particular finding.

Figure 4.1
Summary of Recidivism Rates for FY 2016 JCPC Exit Sample

Total N=14,806			
	In-Program	2-Year Follow-Up	Overall
At-Risk	2%	13%	14%
Court-Involved	10%	31%	36%
Total	6%	21%	24%

Assessment n=425			
	In-Program	2-Year Follow-Up	Overall
At-Risk	3%	34%	38%
Court-Involved	2%	44%	45%
Total	2%	43%	44%

Clinical n=1,392			
	In-Program	2-Year Follow-Up	Overall
At-Risk	3%	7%	8%
Court-Involved	14%	24%	32%
Total	9%	16%	21%

Residential n=424			
	In-Program	2-Year Follow-Up	Overall
At-Risk	2%	28%	29%
Court-Involved	6%	53%	54%
Total	4%	41%	42%

Restitution n=3,157			
	In-Program	2-Year Follow-Up	Overall
At-Risk	5%	17%	19%
Court-Involved	12%	32%	37%
Total	12%	32%	37%

Teen Court n=2,988			
	In-Program	2-Year Follow-Up	Overall
At-Risk	2%	15%	16%
Court-Involved	5%	18%	20%
Total	3%	16%	17%

Structured Activity n=5,573			
	In-Program	2-Year Follow-Up	Overall
At-Risk	2%	10%	12%
Court-Involved	11%	33%	37%
Total	4%	16%	18%

Community Day n=847			
	In-Program	2-Year Follow-Up	Overall
At-Risk	2%	20%	21%
Court-Involved	14%	44%	48%
Total	4%	24%	26%

SOURCE: NC Sentencing and Policy Advisory Commission, FY 2016 JCPC Exit Sample

CONCLUSIONS AND POLICY IMPLICATIONS

By definition, court-involved juveniles have further penetration into the juvenile justice system compared to at-risk juveniles. The data indicated those juveniles in the court-involved group also had more prior contact with the juvenile justice system, both in terms of prior complaints and prior adjudications. Court-involved juveniles also had higher recidivism rates compared to the at-risk group. However, when examining outcomes by prior contact (i.e., prior complaint, no prior complaint), the difference in the rate of recidivism by legal status was minimal. These findings point to the strong association between both prior contact and penetration into the system with recidivism. The results of these analyses are also consistent with research suggesting the lowest possible intervention should be utilized in response to delinquent behavior, as further penetration into the system tends to lead to worse outcomes.

One particularly noteworthy finding in this report was the high rates of completion for juveniles admitted to JCPC programs. Program completion rates ranged across program categories from a low of 72% to a high of 96%; the lowest completion rate still indicated a majority of juveniles completed. Achieving such high levels of completion should be considered a significant success to programs. Perhaps of even greater importance was the relationship between completion and recidivism. As the analysis in this report indicated, program completion was associated with lower levels of recidivism, with completers having much lower rates overall compared to their non-completing counterparts. This finding held for all programs, and regardless of legal status. Efforts to ensure program completion may continue to yield positive outcomes for program participants.

The findings of this report also featured the importance of the accurate assessment of risk and the value of the risk assessment tool for predicting recidivism. Regardless of program intervention, juveniles with higher levels of assessed risk had higher recidivism rates, a finding that indicates the validity of the assessment tool in its prediction of future behavior. Similarly, increases in the number of problem behaviors indicated an increased likelihood for recidivism, again, regardless of program category. While problem behaviors can serve as a proxy for a needs assessment, the accurate identification of needs, as well as an accurate assessment of needs levels for juveniles, is an essential component in identifying the proper treatment programs and determining whether programs are targeting the appropriate juveniles for services. Court-involved juveniles are assessed for needs every 90 days by DACJJ juvenile court counselors. JCPC program providers administer a modified risk assessment and identify problem behaviors for at-risk juveniles when they begin their programming, but they do not currently conduct needs assessments. At-risk juveniles comprised a majority of the FY 2016 exit sample, as well as a majority of youth served in FY 2018. The volume of at-risk youth served by JCPC programming should merit consideration about conducting needs assessments to evaluate whether at-risk juveniles are appropriately placed into JCPC programs.

This study has built upon the Commission's previous reports on JCPC effectiveness and is now more comprehensive due to the inclusion of risk data for at-risk juveniles, problem behavior data for all juveniles, and SPEP data. However, future research would benefit from additional information that is available from DACJJ. For example, data on juveniles' prior JCPC history would be helpful so that the effects, if any, of prior JCPC participation on recidivism could be examined. Having information on the number and types of programs juveniles had already participated in might yield more detailed analyses of recidivism in terms of successful and unsuccessful combinations of programs. A second set of additional data that might be valuable in evaluating JCPC effectiveness is quality of service scores for all

JCPC programs. For this study, quality of service scores were available for all programs that received SPEG scores; however, these data are now also available for all JCPC programs. Having quality of service scores would provide another metric with which to measure recidivism and the effectiveness of JCPC programs.

The Sentencing Commission looks forward to working collaboratively with DACJJ to further understand the effectiveness of JCPC programs and combining any lessons learned to make improvements to the delivery of services for juveniles in North Carolina.

APPENDIX A

JUVENILE DISPOSITION CHART AND DISPOSITIONAL
ALTERNATIVES

Juvenile Disposition Chart

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

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

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

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

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

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

Points

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

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

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

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

Levels

Low – No more than 1 point.

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

High – At least 4 points.

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

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

APPENDIX B

JCPC PROGRAM COMPONENT TYPES

**Table B.1
JCPC Programs and Participants**

Program Category Program Type	Programs		Participants	
	n	%	n	%
Assessment	30	6	425	3
Clinical Assessments or Psychological Evaluations	30	6	425	3
Clinical	61	11	1,392	9
Counseling	35	6	1,198	8
Home Based Family Counseling	17	3	146	1
Sex Offender Treatment	9	2	48	0
Residential	39	7	424	3
Group Home Care	4	1	55	1
Runaway Shelter Care	4	1	209	1
Specialized Foster Care	3	0	8	0
Temporary Foster Care	3	0	7	0
Temporary Shelter Care	25	5	145	1
Restitution	101	19	3,157	21
Restitution/Community Service	101	19	3,157	21
Teen Court	83	16	2,988	20
Teen Court	54	10	2,446	16
Mediation/Conflict Resolution	29	6	542	4
Structured Activity	201	38	5,573	38
Experiential Skill Building	11	2	490	3
Interpersonal Skill Building	104	20	3,051	21
Mentoring	21	4	262	2
Parent/Family Skill Building	37	7	657	4
Tutoring/Academic Enhancement	21	4	1,036	7
Vocational Skills Development	7	1	77	1
Community Day	14	3	847	6
Juvenile Structured Day	14	3	847	6
TOTAL	529	100	14,806	100

SOURCE: NC Sentencing and Policy Advisory Commission, FY 2016 JCPC Exit Sample

Essential Elements of JCPC Program Service and Structure Types⁴³

Evaluation or Assessment Components:

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

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.
- Sex Offender Treatment: Outpatient assessment and/or therapeutic services to juvenile offenders targeting inappropriate sexual conduct and offending behavior with a clear focus on rehabilitation and accountability of the offender. Practiced primarily in groups, the treatment is family focused, has designated follow-up procedures, and is generally legally mandated.

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.

⁴³ See DPS's *Juvenile Crime Prevention Council Report* (https://files.nc.gov/ncdps/documents/files/JCPC_Annual_Report_-_2019.pdf) for additional information.

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, a juvenile earns credit towards payment of monetary compensation for victims (if required) and performs work for the benefit of the community as a consequence of his offense. Juveniles are supervised by adult staff or trained adult volunteers.
- Teen Court: Services that provide diversion from juvenile court where trained adult and youth volunteers act as officials of the court to hear complaints. Recommended sanctions include, but are not limited to community service and restitution (if applicable) for youth who have admitted committing minor delinquency and undisciplined complaints. Professional adult staff provides supervision of the court proceedings and any subsequent community service and/or restitution.
- Mediation/Conflict Resolution: Services offering a private process of negotiation conducted by a neutral, third party person, a mediator. These programs offer immediate and short-term involvement with youth to focus on resolving negative and/or offending behaviors. Mediation is a consensual decision-making process by parties who work towards a mutual understanding to resolve a problem or dispute. Mediators do not counsel or give advice but facilitate communication among parties as they work to reach their own decisions regarding resolution of their conflict.

Structured Activities Components:

- Experiential Skill Building: Services that provide activities to juveniles as a basis to develop skills. Activities may be highly related to the acquisition of the skill (i.e. Independent living skills training taught through life skills practice such as balancing a checkbook, laundry) or activities may include adventure, physical or challenging activities aimed to instruct, demonstrate, and allow the practice of effective interpersonal, problem-solving, and/or communication skills in an effort to build pro-social interpersonal skills and behaviors.
- Interpersonal Skill Building: Curriculum-based programming that assists juveniles with developing the social skills required for an individual to interact in a positive way with others. The basic skill model begins with an individual's goals, progresses to how these goals should be translated into appropriate and effective social behaviors, and concludes with the impact of the behavior on the social environment. Typical training techniques are instruction, modeling of behavior, practice and rehearsal, feedback, and reinforcement. May also include training in a set of techniques, such as conflict resolution or decision making, that focus on how to effectively deal with specific types of problems or issues that an individual may confront in interacting with others.
- Mentoring: Services that provide opportunities for matching of adult volunteers with delinquent or at-risk youth on a one-on-one basis. After recruitment, screening and training, the mentor spends time with the juvenile on a regular basis and engages in activities such as sports, movies, and helping with homework. The mentor provides support, friendship, advice, and/or assistance to the juvenile.
- Parent/Family Skill Building: Services that focus on psychological, behavioral, emotional, or interpersonal issues faced by a parent(s) or guardian (s) of a juvenile engaging in problem behaviors or delinquent acts. This service provides parenting skills development, including communication and discipline techniques. May include sessions for parents only and/or sessions for parents and family members.

- Tutoring/Academic Enhancement: Services that assist juveniles with understanding and completing schoolwork and/or classes. May assist juveniles and parents with study skills and structure for studying and completing academic assignments. May also provide trips designed to be an enrichment of or supplemental experience beyond the basic educational curriculum.
- Vocational Skills Development: Services that focus on preparing the juvenile to enter the work force through actual employment opportunities, job placement, non-paid work service (non-restitution based), job training or career counseling. These programs provide training to juveniles in a specific vocation, career exploration or career counseling, and/or job readiness.

Community Day Programs:

- Juvenile Structured Day: Services that provides a highly structured and supervised setting for juveniles who are short-term or long-term suspended from school or are exhibiting behaviors that might otherwise result in placement in detention. Typically, these components serve youth who are court-involved and referrals are made from juvenile court counselors. These components may operate on a full or partial day schedule. Interventions include individual and/or family counseling, substance abuse education/treatment, restitution/community service, tutoring, alternative education, vocational development and structured activities.

APPENDIX C

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

Risk Assessment

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

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

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

		Score
R1.	Age when first delinquent offense alleged in a complaint: Check appropriate score and enter the actual age	
	a. Age 12 or over or no delinquent complaint	0 <input type="checkbox"/>
	b. Under age 12	2 <input type="checkbox"/>
	Actual age: _____	_____
R2.	Number of undisciplined or delinquent referrals to Intake (Referrals are instances of complaints coming through the Intake process. A referral may include multiple complaints; for example, breaking or entering and larceny, or multiple larcenies or other offenses that occur at one time.)	
	a. Current referral only	0 <input type="checkbox"/>
	b. 1 Prior referral	1 <input type="checkbox"/>
	c. 2-3 Prior referrals	2 <input type="checkbox"/>
	d. 4+ Prior referrals	3 <input type="checkbox"/>
R3.	Most serious prior adjudication(s). Enter the actual number of prior adjudications for each class of offense shown in b through e then check the score for <u>only</u> the most serious offense for which there has been a prior adjudication. The maximum possible score for this item is 4.	
	a. No Prior Adjudications	0 <input type="checkbox"/>
	b. Prior Undisciplined # of adjudications: _____	1 <input type="checkbox"/>
	c. Prior Class 1-3 misdemeanors # of adjudications: _____	2 <input type="checkbox"/>
	d. Prior Class F-I felonies or A1 misdemeanors # of adjudications: _____	3 <input type="checkbox"/>
	e. Prior Class A-E felonies # of adjudications: _____	4 <input type="checkbox"/>
R4.	Prior Assaults: "Assault" is defined as any assaultive behavior, whether physical or sexual, with or without a weapon as evidenced by a prior delinquent complaint. Record the number of complaints for each assault category shown. Then check the score for the assault category with the highest numerical score. The maximum possible score for this item is 5.	
	a. No assaults	0 <input type="checkbox"/>
	b. Involvement in an affray # of complaints: _____	1 <input type="checkbox"/>
	c. Yes, without a weapon # of complaints: _____	2 <input type="checkbox"/>
	d. Yes, without a weapon, inflicting serious injury # of complaints: _____	3 <input type="checkbox"/>
	e. Yes, with a weapon # of complaints: _____	4 <input type="checkbox"/>
	f. Yes, with a weapon inflicting serious injury # of complaints: _____	5 <input type="checkbox"/>

- R5. Runaways (from home or placement):** "Runaway" is defined as absconding from home or any placement and not voluntarily returning within twenty-four (24) hours as evidenced by a complaint, motion for review, or from reliable information. Check appropriate score. **Score**
- a. No 0
- b. Yes 2 _____
- Actual number of runaway incidents: _____
- R6. Known use of alcohol or illegal drugs during past 12 months:** Do not include tobacco in scoring this item. Check appropriate score.
- a. No known substance use 0
- b. Some substance use, need for further assessment 1
- c. Substance abuse, assessment and/or treatment needed 3 _____
- R7. School behavior problems during the prior 12 months: Check appropriate score.**
- a. No problems (Enrolled, attending regularly) 0
- b. Minor problems (attending with problems handled by teacher/school personnel, or 1-3 unexcused absences/truancy) 1
- c. Moderate problems (4 to 10 unexcused absences /truancy, or 1 or more in-school suspensions or 1 short-term suspension – up to 10 days) 2
- d. Serious problems (more than 1 short-term suspension, or 1 or more long-term suspension, or more than 10 unexcused absences or expelled/dropped out) 3 _____
- R8. Peer relationships:** Check appropriate score. Put check in the line following appropriate information
- a. Peers usually provide good support and influence 0
- b. Youth is rejected by pro-social peers , or youth sometimes associates with others who have been involved in delinquent/criminal activity but is not primary peer group 1
- c. Youth regularly associates with others who are involved in delinquent/criminal activity 3
- d. Youth is a gang member or associates with a gang 5 _____
- R9. Parental supervision:** (Score the current responsible parental authority) Check appropriate score.
- a. Parent, guardian or custodian willing and able to supervise 0
- b. Parent, guardian or custodian willing but unable to supervise 2
- c. Parent, guardian or custodian unwilling to supervise 3 _____

R10.	TOTAL RISK SCORE
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Select Risk Level:

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

COMMENTS:

APPENDIX D

NC DPS JUVENILE JUSTICE/JCPC REFERRAL FORM

JCPC Referral Form

NC DPS JUVENILE JUSTICE/JCPC REFERRAL FORM

(Please print or type)

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

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

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

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

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

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

APPENDIX E

**STANDARDIZED PROGRAM EVALUATION PROTOCOL (SPEP)
SCORE SHEET**

SPEP Score Sheet

Standardized Program Evaluation Protocol (SPEP) for Services to Juvenile Offenders® <small>Recalibrated version, 2013</small>			
		Possible Points	Points Received
Primary and Supplemental Service Types [Identified according to definitions derived from the research]			
SPEP Primary Service Points Group 1 services (5 points) Group 4 services (25 points) Group 2 services (10 points) Group 5 services (30 points) Group 3 services (15 points)	SPEP Primary Group ___ Service	30	
SPEP Supplemental Service Points Program has a qualifying supplemental service: Provided – 5 points/ Not Provided – 0 points No qualifying supplemental service – 5 automatic points		5	
Quality of Service Points [Determined from a systematic assessment of the relevant features of the provider and provider organization]		20	
Duration Points Percentage of youth with Target Weeks Met 0% (0 pts) 60% (6 pts) 20% (2 pts) 80% (8 pts) 40% (4 pts) 90% (10 pts)	Target Weeks of Service met: __%	10	
Contact Hours Points Percentage of youth with Target Hours Met 0% (0 pts) 60% (6 pts) 20% (2 pts) 80% (8 pts) 40% (4 pts) 90% (10 pts)	Target Hours of Service met: __%	10	
Risk Tier 1 Points Based on % of youth with risk scores 3-30 0% (0 pts) 75% (7 pts) 30% (2 pts) 85% (10 pts) 50% (5 pts) 95% (12 pts)	Risk Tier 1: __%	12	
Risk Tier 2 Points Based on % of youth with risk scores 6-30 0% (0 pts) 25% (8 points) 15% (3 pts) 30% (10 points) 20% (5 pts) 35% (13 points)	Risk Tier 2: __%	13	
Total SPEP Score		100	
POP Score Percentage (Basic Score/Max Score by Group)			___%

APPENDIX F

ADDITIONAL RECIDIVISM DATA

Table F.1
Juvenile Adjudications and Adult Convictions by Program Category: Two-Year Follow-Up

JCPC Program Category	N	Months to Recidivist Event	# with Recidivism	Total # Recidivist Events	One-Year Follow-Up %	Two-Year Follow-Up %
Assessment	425	6	144	187	26	34
Clinical	1,392	9	121	157	6	9
Residential	424	8	102	154	18	24
Restitution	3,157	9	577	775	11	18
Teen Court	2,988	10	193	255	4	6
Structured Activity	5,573	9	422	561	5	8
Community Day	847	10	100	141	7	12
Total	14,806	9	1,659	2,230	7	11

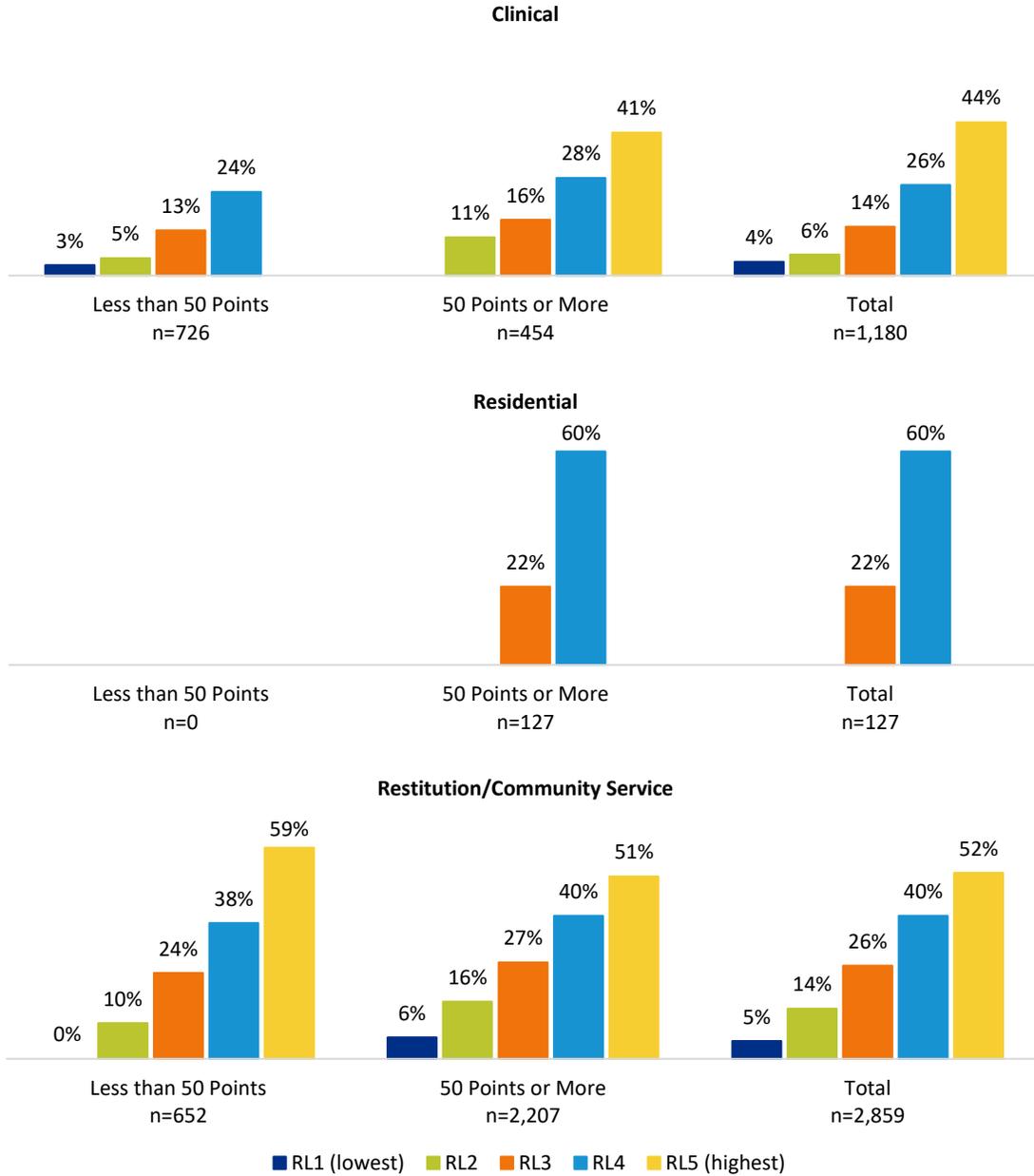
SOURCE: NC Sentencing and Policy Advisory Commission, FY 2016 JCPC Exit Sample

Table F.2
Juvenile Adjudications and Adult Convictions by Legal Status: Two-Year Follow-Up

Legal Status	N	Months to Recidivist Event	# with Recidivism	Total # Recidivist Events	One-Year Follow-Up %	Two-Year Follow-Up %
At-Risk	7,993	11	403	506	3	5
Court-Involved	6,813	8	1,256	1,724	12	18
Total	14,806	9	1,659	2,230	7	11

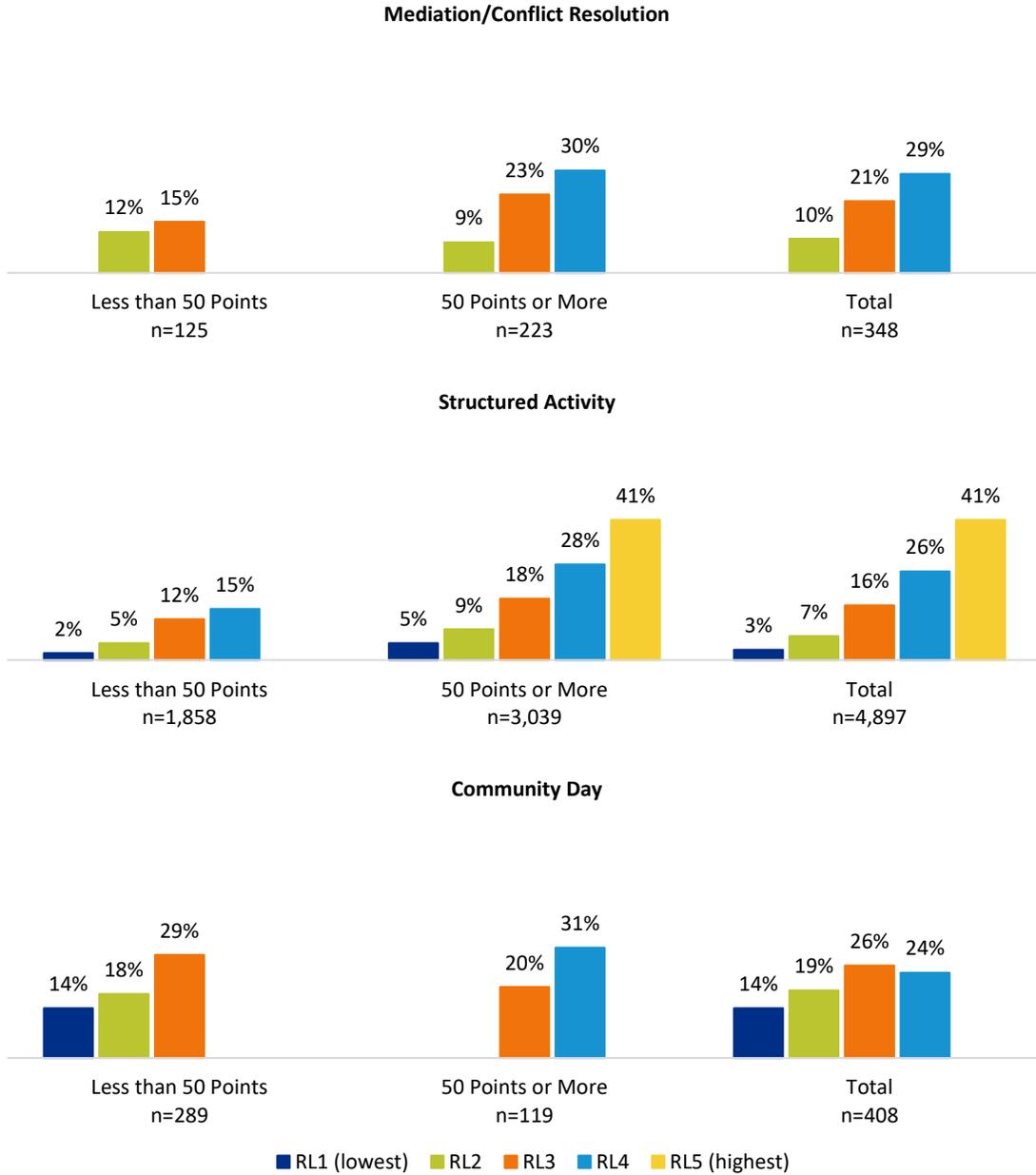
SOURCE: NC Sentencing and Policy Advisory Commission, FY 2016 JCPC Exit Sample

Figure F.1
Recidivism Rates by Program Category, Risk Level, and SPEP Score: Two-Year Follow-Up



continued

Figure F.1
Recidivism by Program Category, Risk Level, and SPEP Score: Two-Year Follow-Up



SOURCE: NC Sentencing and Policy Advisory Commission, FY 2016 JCPC Exit Sample