



**Juvenile Crime Prevention Council
Effectiveness Report
April 2008**

**Special Provision: JCPC Grant
Reporting and Certification:
Section 18.2c**

Submitted by:
Department of Juvenile Justice and Delinquency Prevention

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Juvenile Crime Prevention Council Effectiveness Report Executive Summary

The Department of Juvenile Justice and Delinquency Prevention offers the following Juvenile Crime Prevention Council (JCPC) Effectiveness Report in response to Special Provision SECTION 18.2 (c). The report is organized in sections corresponding to subsection 143B-519 (b) 1-5 of the Special Provision. This report should be viewed as an extension of the Juvenile Crime Prevention Council Continuation Review Report.

(1) JCPC Program Performance and Quality Assurance. Formative and summative evaluation data document significant accomplishments in JCPC program effectiveness for FY 2006-2007. A consistent pattern of JCPC funded programs meeting or exceeding their measurable objectives in four areas is reported: school, public safety, family/peer relationships, and skills development. JCPC funding for 62 programs was discontinued in FY 06-07 for a variety of reasons ranging from lack of effectiveness to programs dissolved or not reapplying for funding. County JCPC programs also demonstrate program effectiveness using statutory success factors.

(2) Number of Diverted and Adjudicated Juveniles Served. This section graphically depicts that of 27,936 JCPC program participants, 54% were either adjudicated by the court or diverted at intake when they were referred. At-risk youth accounted for 36% of the total JCPC program participants served.

(3) JCPC methods to determine services, programs, and interventions. This section conveys the JCPC Annual Planning Process leading to funding decisions made each year in the spring. In FY 2006-2007, 499 grants with an additional 145 program service components were funded to provide a seamless continuum of services in each of the state's 100 counties.

(4) JCPC Program Cost Analysis. This section details the FY 2006-2007 JCPC total budget (all revenue sources) of \$40,220,813, total DJJDP allocation of \$22,340,354, number of youth participants was 27,436, total average cost per youth (all revenue sources) was \$2,437, and the total average DJJDP cost per youth was \$1,248.

(5) Programs Funded by JCPC Grants are Compatible with Research. This section reports on the FY 2006-2007 Standardized Program Evaluation Protocol (SPEP) scores by JCPC program type. Across the prevention (at-risk) program types, 31% of maximum possible score falls into the "room for improvement" area, while 23% of the maximum possible score for court supervision programs fall into the "room for improvement" area.

(6) JCPC Programs are Outcomes-Based. This section describes the two major outcomes that JCPC grant-funded programs incorporate: the extent to which the program meets or exceeds its measurable objectives and an assessment of one or more of the statutory success factors (outcomes) presumed to align with program goals.

(7) JCPC Program Evaluation Component. This section articulates five major evaluation strategies used by JCPCs and Department Staff working collaboratively. These strategies range from assessing program objectives and statutory outcomes to using SPEP scores for program improvement to annual monitoring and evaluation of programs by JCPC monitoring teams and Department staff to Departmental internal audits.

(8) Demonstrable Impact on Success Factors. Evidence of JCPC program effectiveness as measured by statutory success factors is presented in the JCPC Performance and Quality Assurance section of this report. Also discussed is the issue of the suitability and degree of alignment of several success factors as meaningful measures by which to evaluate JCPC program Effectiveness.

(9) Gang Participation and Diversion. Each JCPC already responds to this new statutory requirement in its annual planning process using its Risk and Needs Assessment. Also discussed is the funding of 11 Gang Violence Prevention grants by the Department and their implementation of the Comprehensive Gang Model.

Introduction

This Juvenile Crime Prevention Council (JCPC) Effectiveness Report responds to G.S. 143B-519 and should be viewed as an extension of the JCPC Continuation Review Report. The report focuses on Fiscal Year 2006-2007. Of particular interest in this report are sections on formative and summative evaluation measures of JCPC program effectiveness as well as interventions that Department staff and JCPCs take in addressing situations in which JCPC grant funded programs are not operating effectively in relation to their measurable objectives, JCPC policy, or sound fiscal management. Also addressed in this report are the FY 2006-2007 Standardized Program Evaluation Protocol (SPEP) scores for JCPC program services and structures. Also detailed in this report is the number of diverted and adjudicated youth participants served in JCPC programs and structures as well as a cost analysis of JCPC programs, including the cost per juvenile. In sum, this report responds to G.S. 143-519 (a) and (b) (1) through (5).

G.S. 143.B- 519 (b) 1: JCPC Program Performance and Quality Assurance

This section will examine the FY 2006-2007 JCPC grant funded programs by providing both formative and summative evaluation data, including program effectiveness in meeting or exceeding measurable objectives, a discussion of systematic interventions by Department staff and county JCPCs in response to issues of program effectiveness, as well as quality assurance data, including a description of factors impacting JCPC grant funding continuation decisions. Also included is a data-based analysis of performance measures and outcomes for FY 2006-2007, as required by G.S. 143B-519(b)1.

Formative Evaluation: JCPC Program Effectiveness Based on Meeting Measurable Objectives

Each year county JCPCs publish a Request for Proposals based on risk and needs assessments for at-risk and court-involved youth. In that Request for Proposals, specific program development priorities are established for JCPC grant-funded programs for the coming fiscal year. In each proposal received from a potential grantee, the grantee must establish measurable objectives as performance indicators of success for their proposed program. For example, a program grantee may establish a measurable objective for improving school attendance by 15 percent among program participants, while another program may include an objective to decrease subsequent offenses by program participants by 40 percent over the initial year of the program's operation. Once funded by the county JCPC, the grantee provides periodic measures of the success of its program via assessment of the program's measurable objectives.

In FY 2006-2007, the measurable objectives taken from the Program Agreements for each county grantee yielded data on program effectiveness (program objectives met) in four categories: school, public safety, family/peer relationships, and skill development.

The county JCPC grantee program effectiveness outcomes based on group measurable program objectives are depicted in Figure 1. These data clearly demonstrate the high level of effectiveness of these county JCPC grant-funded services in addressing the four major categories of program objectives. For example, in FY 2006-2007, 86% of the county program grantees who targeted reduction in offending (n=376) met or exceeded their program objective.

Figure 1

Local JCPC Program Grantee Percent of Measurable Objectives Met: FY 06-07

Source: JCPC Program Agreements
FY 2006-2007

JCPC PROGRAM AGREEMENT OBJECTIVE	FISCAL YEAR 2006-20007 n= 508		
	Number Programs with Objectives	Number Programs Met or Exceeded Objective	% Meeting or Exceeding Program Objectives
SCHOOL OBJECTIVES			
IMPROVE ATTENDANCE	114	98	86%
SUSPENDED	89	77	87%
IMPROVE ACADEMICS	114	94	82%
TUTORING	2	1	50%
IMPROVE SCHOOL BEHAVIOR	175	149	85%
PUBLIC SAFETY OBJECTIVES			
REDUCE OFFENDING	376	325	86%
REDUCE OFFENDING FOR SPECIFIC OFFENSE	39	34	87%
VICTIM NEEDS	25	20	80%
RESTITUTION	40	32	80%
COMMUNITY SERVICE	49	37	76%
COMPLETE SANCTIONS	85	69	81%
FAMILY/PEER RELATIONSHIP OBJECTIVES			
RETURN HOME	31	28	90%
PARENT RELATIONSHIPS	122	102	84%
PEER RELATIONSHPS	41	35	85%
GANG RELATED	4	3	75%
SKILL DEVELOPMENT RELATIONSHIP OBJECTIVES			
ANGER MANAGEMENT SKILLS	21	14	67%
COMMUNICATION SKILLS	64	55	86%
JOB SKILLS	30	25	83%
PROVIDE COUNSELING	72	58	81%

Likewise, 85% of county JCPC grantees who had a major program objective focusing on improving school behavior met or exceeded their objective for that year of operation. In summary, this consistent pattern of meeting or exceeding individual JCPC grantee program objectives is further evidence of the effectiveness of county JCPC program implementation in response to specific needs of youth identified by the county JCPC.

In conclusion, the significantly high level of program effectiveness as demonstrated by grantee program measurable objectives attainment is evident from these results. Several actions taken by Department staff and JCPCs may be positively related to these outcomes. Among them are the judicious decision making by county JCPCs to match youth needs to appropriate service providers (grantees). Also, once funded Department area consultants work with these grantees on a regular basis providing training and technical assistance on strategies to improve programming and other services provided. Additionally, Department staff and county JCPCs work in concert with service providers through periodic monitoring to assess individual program effectiveness over course of the grant fiscal year.

Formative Evaluation: Monitoring JCPCs and Their Program Performance- Quality Assurance Interventions

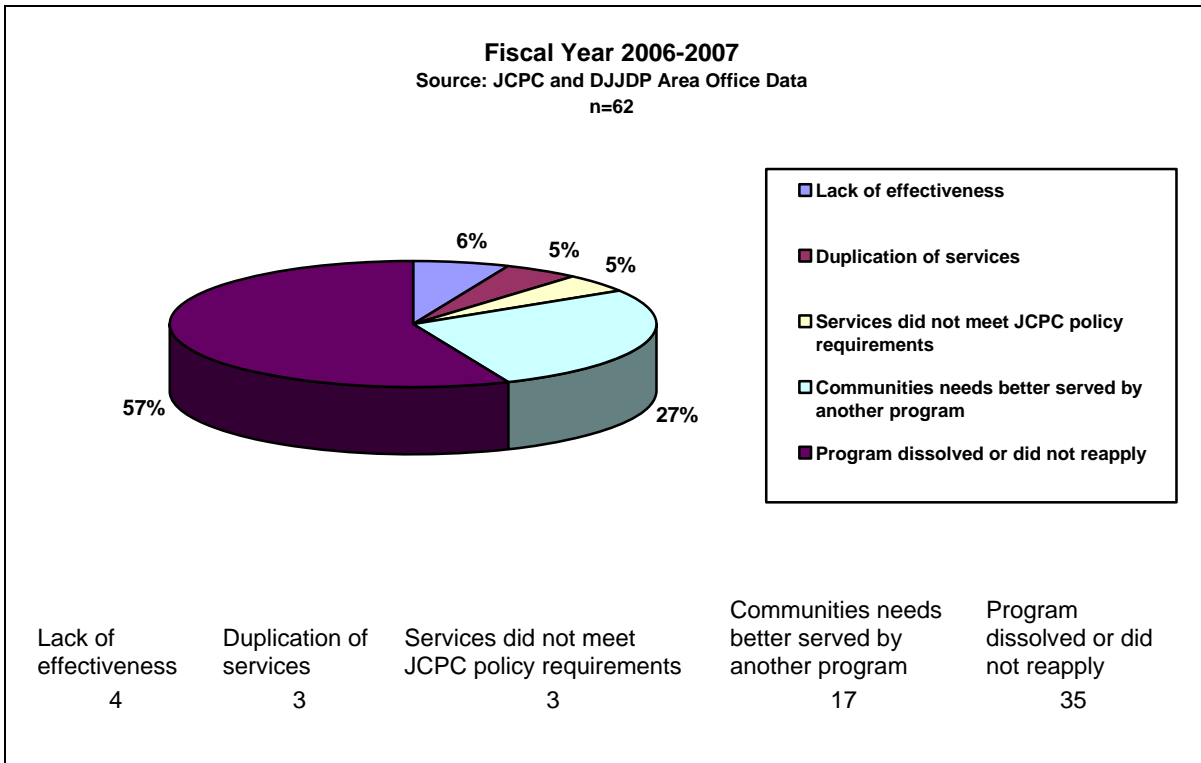
When the Department or a county JCPC determines that, through joint monitoring of JCPC grantees, a program is not producing desired results or is otherwise ineffective in addressing program participant needs, a continuum of interventions may be implemented aimed at quality assurance by either entity, depending on the severity or pervasiveness of the shortcomings or ineffectiveness of the individual program. For example, if the curriculum of a JCPC grant-funded service provider is not producing improved academic performance, the Department area consultant for the involved JCPC may work with the service provider to develop a Corrective Action Plan that provides the program staff with appropriate technical assistance in this important area of program operation. Alternately, if the grantee is having difficulty in managing the financial aspects of its program, the county JCPC may bring program provider staff together with staff from the County Manager's office skilled at assisting the program provider in this area of intervention.

In cases where the local service provider is either unwilling or incapable of implementing their JCPC grant-funded program in accordance with its objectives in the Program Agreement, the county JCPC and Department's area consultant work together to take actions appropriate to the individual program. These interventions may include a variety of interventions in response to the severity of the situation. Such interventions may include, but are not limited to, more intensive and frequent monitoring and on-site visitation, documenting instances of the inability to implement important components or curriculum, documenting non-responsiveness by the program provider in carrying out the corrective actions in a Corrective Action Plan, inviting third-party evaluators to observe the program and provide a report, and interviews of program participants and/or their parents. If there is clear evidence over time of the inability or unwillingness of program providers to implement the grant program in accordance with the provisions of the

Program Agreement (including program measurable objectives), then a recommendation to the JCPC may be made (with appropriate documentation) that a grantee’s program funding be discontinued immediately.

In FY 2006-2007, JCPCs made decisions that resulted in not continuing funding for a total of 62 county service provider grants. The reasons for making these decisions were varied (see Figure 2). Two decision categories align with situations discussed above: lack of effectiveness (lack of program objectives met) and services did not meet JCPC policy requirements (e.g., poor management). In FY 2006-2007, 6% of all programs had their funding discontinued by county JCPCs for lack of effectiveness and 5% of all programs’ funding was not continued because they did not meet JCPC policy requirements. Additionally, 27% of programs whose funding was not continued were because the JCPC determined, through its resources and risk and needs assessment process that the communities’ needs would be better served by another program. It should be noted that 35 of the 62 programs whose funding was discontinued in FY 2006-2007 was because the program dissolved or did not reapply. Results of recent Department and North Carolina Central Institute for Juvenile Justice surveys of JCPC service providers and JCPC members respectively (discussed in the Department’s Continuation Review report) suggested that funding continuation and lack of funding increases over the last four years were reasons that the programs did not reapply.

Figure 2: Factors Related to JCPC Grantee Funding Continuation Decisions



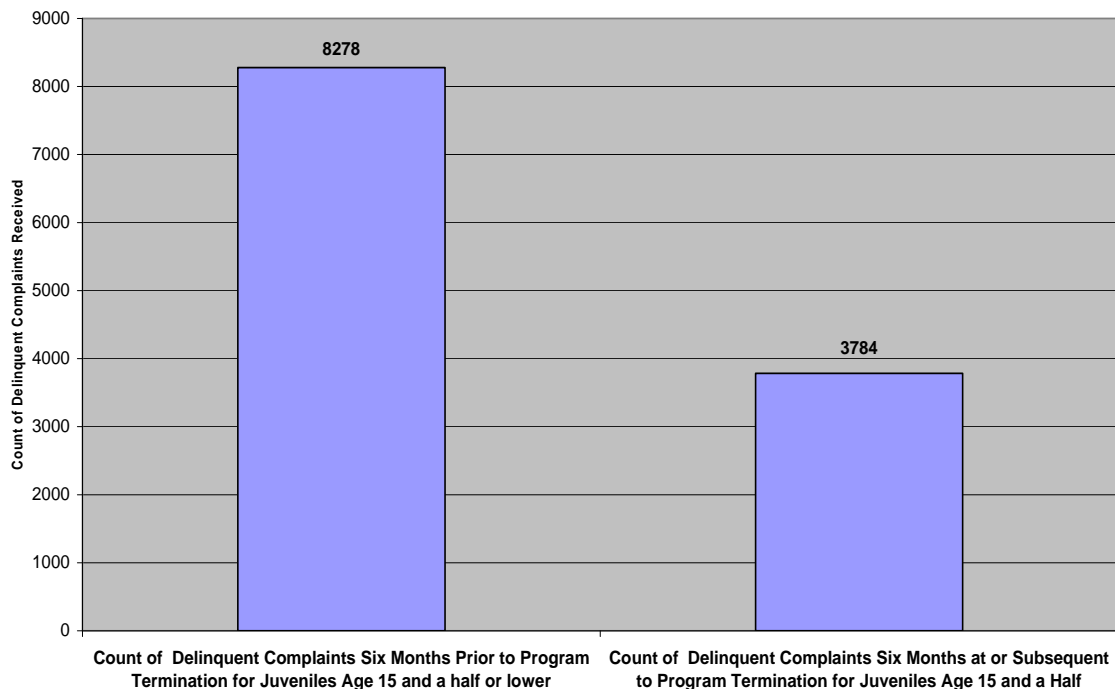
Summative Evaluation: JCPC Performance---Measures and Outcomes Based on Statutory Success Factors

This section reports on the results of JCPC performance measures of success factors for FY 2006-2007, as required by G.S. 143B-519(b)1. These measures were agreed upon in meetings with Division of Legislative Research staff with reference to the Continuation Review Report and have been extended to this report.

Reduced Subsequent Complaints

An important outcome for JCPC programs is impact on public safety. One would anticipate that if program objectives are met, then juveniles and their families would receive services that would ultimately result in a reduction of subsequent delinquent complaints. To ensure that reductions in subsequent complaints were not due to the “aging-out” of the sample from the juvenile system, this analysis examined juveniles who were 15 and half years of age or younger at the time of program completion with a six month follow-up. As a result, our sample size was 12,630 program terminations out of a total of 20,246 program terminations for FY 06-06. Hence, this sample represented about 62 percent of all JCPC terminations for FY 06-07. A termination occurs when a juvenile completes the program is withdrawn / removed from the JCPC program. . The results of the analysis are depicted below in Figure 3: Reduction of Delinquent Complaints for JCPC Programs.

Figure 3
Reduction of Delinquent Complaints for JCPC Programs
n= 12630 out of 20426 Terminations
Data Source: JCPC Client Tracking System and NC-JOIN



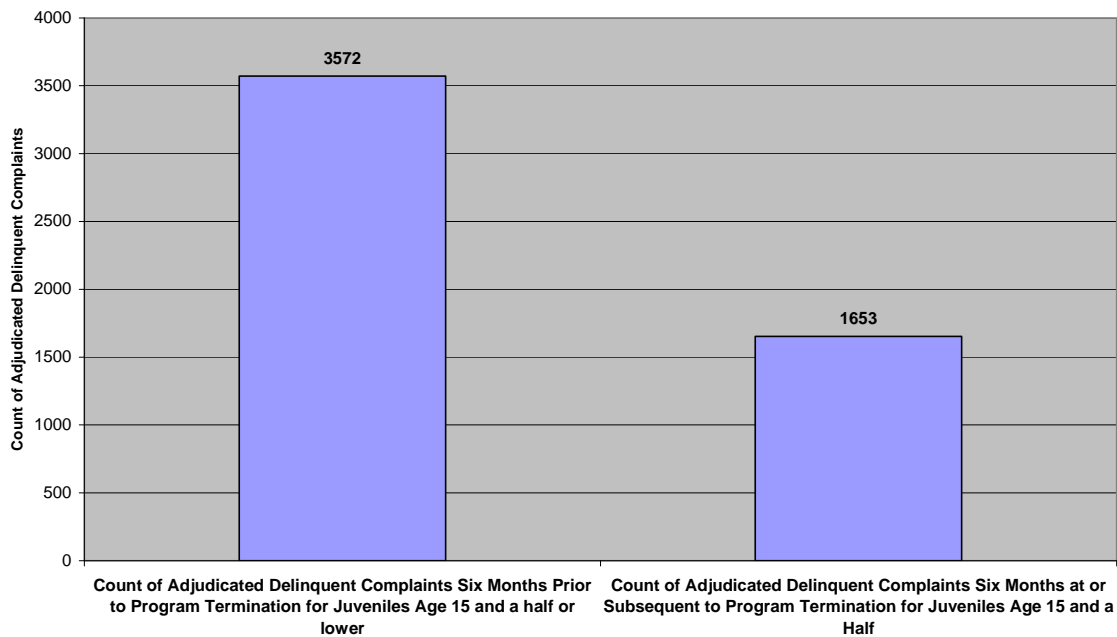
For FY 2006-2007, there were 8,278 total delinquent complaints six months prior to program

completion date. There were 3,784 total delinquent complaints six months at or following program completion date. This constitutes a 54.3 percent reduction in subsequent delinquent complaints.

Reduction of Subsequent Convictions (Adjudications)

The reduction of subsequent convictions (adjudications) is another important outcome for JCPC programs. This outcome reflects not only an impact on public safety, but also reflects the prevention of juveniles from becoming more deeply involved in the juvenile justice system. For the sake of clarity, the term “adjudication”¹ is the Juvenile Code’s logical equivalent to the concept of an adult “conviction.” To ensure that reductions in subsequent delinquent adjudications were not due to the “aging-out” of the sample from the juvenile system, this analysis examined juveniles who were 15 and half years of age or younger at the time of program completion with a six month follow-up. As a result, our sample size was 12,630 program terminations out of a total of 20,246 program terminations for FY 06-07. Hence, this sample represented about 62 percent of all JCPC terminations. The results of the analysis are depicted below in Figure 4.

Figure 4
Reduction of Adjudicated Delinquent Complaints for JCPC Programs
 n= 12630 out of 20426 Terminations
 Data Source: JCPC Client Tracking System and NC-JOIN



For FY 2006-2007, there were 3,572 total adjudicated delinquent complaints six months prior to program completion date. There were 1,653 total adjudicated delinquent complaints six months at or following program completion date. This constitutes a 53.7 percent reduction in subsequent

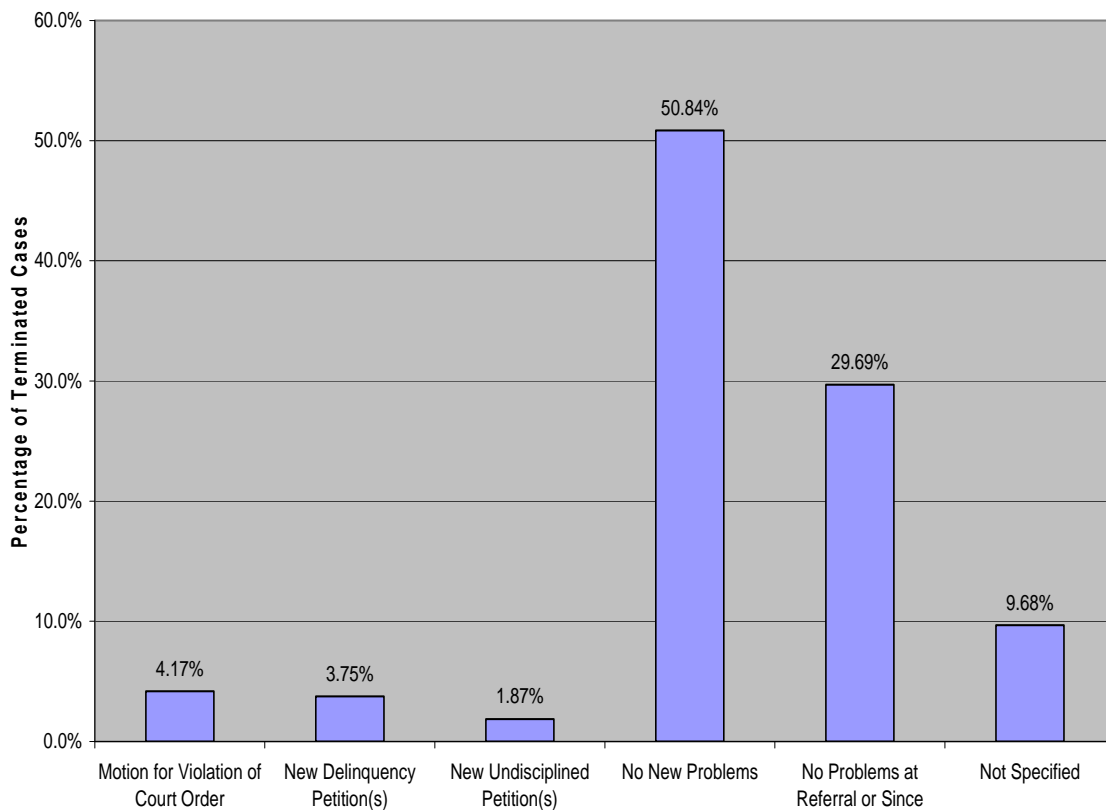
¹ “Adjudication” is described by North Carolina General Statute § 7B-2411. Adjudication: “If the court finds that the allegations in the petition have been proved as provided in G.S. 7B-2409, the court shall so state. If the court finds that the allegations have not been proved, the court shall dismiss the petition with prejudice and the juvenile shall be released from secure or nonsecure custody if the juvenile is in custody.”

adjudicated delinquent complaints.

Reduced Violation of Terms of Community Supervision

As a performance outcome, JCPC programming should provide juveniles and their families with the types of services that can improve adjustment while under supervision by juvenile court counselors. Client Tracking data provides a measure of court progress that includes whether violations of supervision occurred. The results of the analysis are depicted below in Figure 5.

Figure 5
Reduction in Violations of Community Supervision FY 06-07
n= 20246 Terminated Cases
Data Source: JCPC Client Tracking System



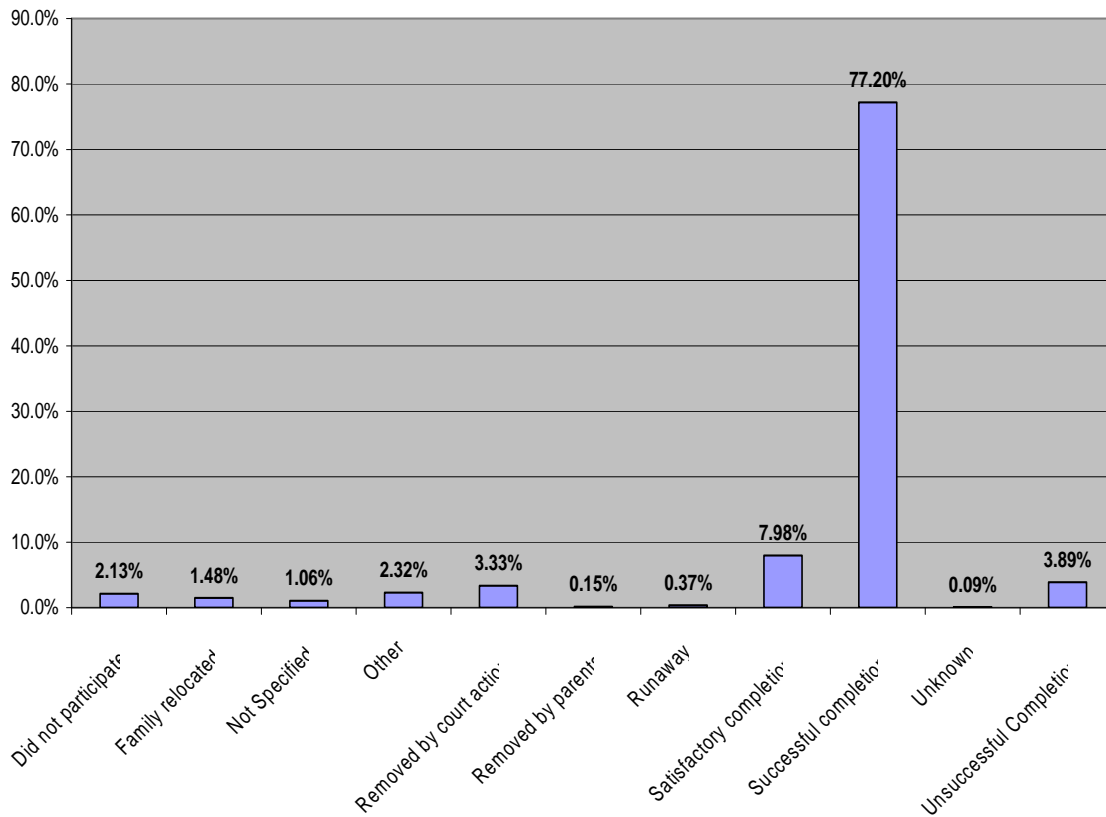
For FY 2006-2007, only 4.17 percent of program participants had a Motion for Violation of Court Order compared to 50.84 percent that had No New Problems. Note 29.69 percent had No Problems at Referral or Since.

Fulfilled Restitutions to Victims

The fulfillment of restitution to victims is an important element of the juvenile justice system that seeks to insure offender accountability and provide restorative justice for victims. Restitution is also a statutorily prescribed dispositional alternative that should be utilized by the

Juvenile Court in the supervision of juvenile offenders.² JCPC programming is essential in providing services to meet this need. Client Tracking identifies programs that provide this service to the Court. Successful completion of such programs would indicate a high level of fulfillment for restitution for victims³. The results of the analysis are depicted below in Figure 6.

Figure 6
Fulfillment of Restitution by JCPC Programs FY 06-07
 n= 5398 Terminated Cases from Restitution Programs
 Data Source: JCPC Client Tracking System



For FY 2006-2007, there were 5,398 terminations from restitution programs, where over 77 percent of program participants completed the program successfully, which indicates evidence of a high level of compensation to victims.

Increased Parental Accountability

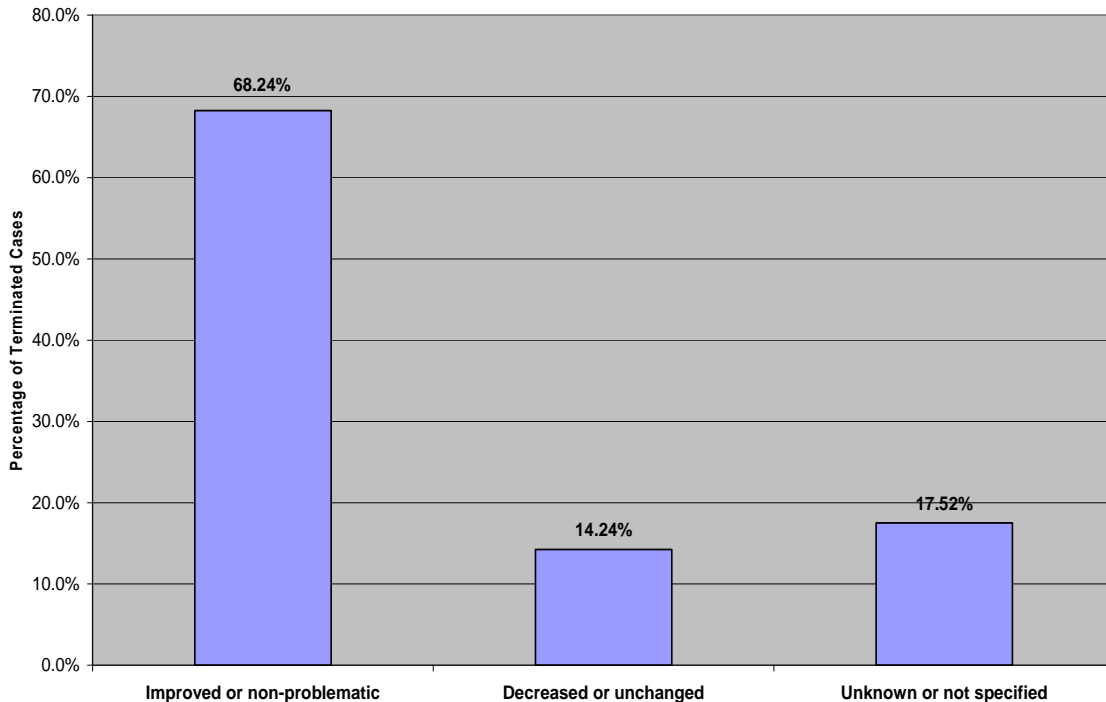
The involvement of parents in JCPC programming is crucial to increasing the accountability of parents regarding the needs of their children. JCPC programming seeks to engage parents in the provision of services to insure success. Many parents actively participate or engage from the outset and are eager for their children and family to benefit from JCPC programs. Client

² See North Carolina General Statute § 7B-2506

³ For termination reasons in the JCPC database, “Successful Completion” indicates a high level of client participation in program activities and achievement of behavior improvement goals.

Tracking records the level of parental involvement during the program process as an outcome measure. This measure is the closest measure available to assess parental “accountability.” Fiscal Research Division has accepted this as a shadow measure in annual reports that have been submitted to the General Assembly. The results of the analysis are depicted below in Figure 7.

Figure 7
Parental Accountability (Involvement) In JCPC Programming FY 06-07
 n= 20246 Terminated Cases
 Data Source: JCPC Client Tracking System



In FY 2006-2007, there were 20,246 program participants who were terminated in FY 06-07, out of which 68 percent reported that parental accountability (involvement) had either Improved or was Non-problematic.

Reduced the Use of Alcohol and Substance Abuse

The performance measure to reduce the use of alcohol and substance abuse is not very meaningful as only a small number (n=9) of JCPC programs identify alcohol and drug treatment as their primary intervention. Substance abuse treatment is typically provided through the Department of Health and Human Services, Division of Mental Health, Developmental Disabilities and Substance Abuse Services. In particular, North Carolina's substance abuse initiative *Managing Access for Juvenile Offender Resources and Services (MAJORS)*, a joint effort of the Division of Mental Health, Developmental Disabilities, and Substance Abuse Services (DMH/DD/SAS) and the Department of Juvenile Justice and Delinquency Prevention (DJJDP), offers specialized substance abuse community treatment, transitional care and coordination services in 31 judicial districts and 61 counties.⁴ Additionally,

⁴ <http://www.ncmajors.org/>

urinalysis, as a screening tool, is routinely used by juvenile court counselors as well as detention and Youth Development Center staff. Since funding of JCPC programs seeks to avoid duplication of services and provide the greatest leverage of public monies, substance abuse programming is seldom funded. Although many JCPC programs may provide basic substance abuse education as a supplemental service, the number of programs actually providing treatment is limited.

NOTE: Further support documentation regarding JCPC performance using the statutory success factors is contained in Appendix A.

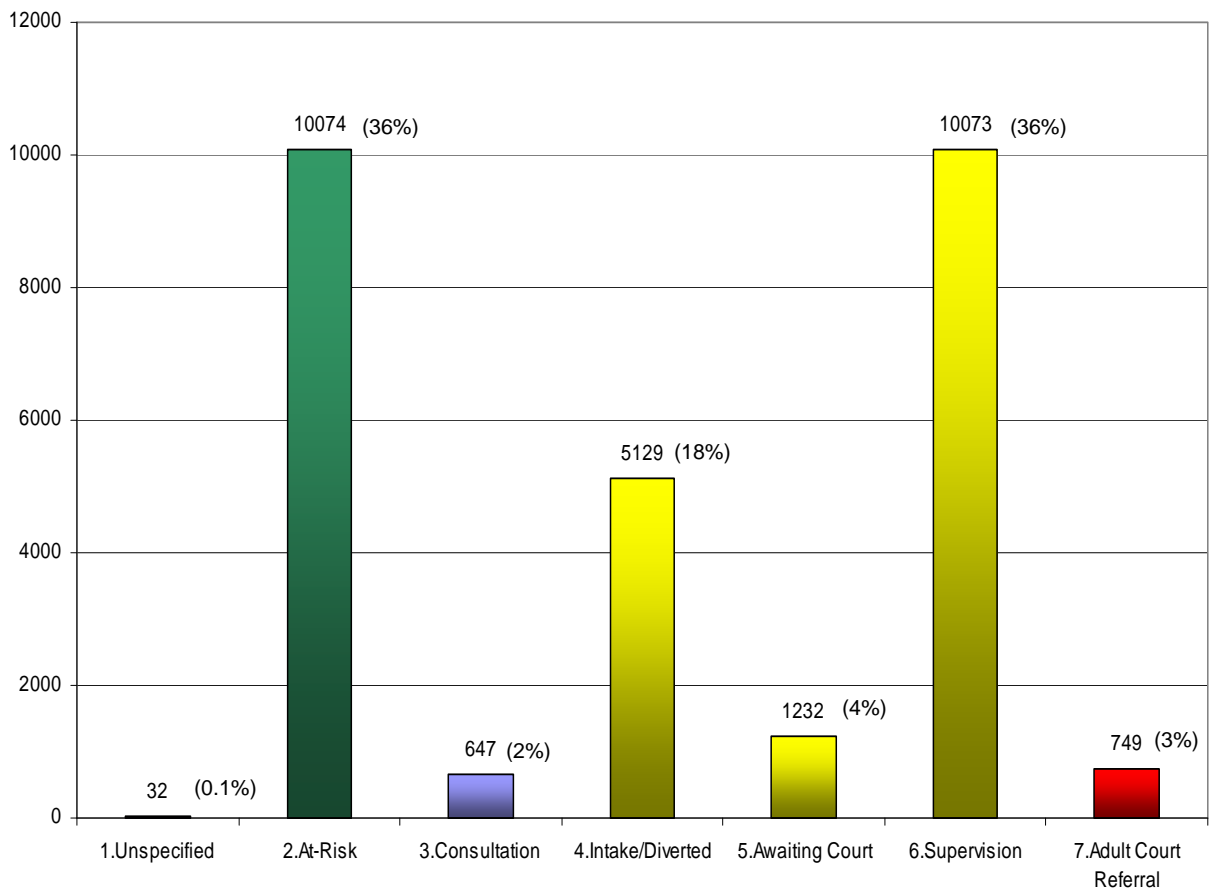
Summary

This section provides both formative and summative evaluation data demonstrating significant accomplishments in JCPC program effectiveness for FY 2006-2007. A consistent pattern of JCPC funded programs meeting or exceeding measurable objectives in four areas matched to local risk and needs of at-risk and court involved in counties throughout the state was documented. The information presented also shows that JCPC funded programs are closely monitored by JCPCs and Department staff, with 62 programs' funding discontinued in FY 2006-2007 for reasons ranging from lack of effectiveness to programs dissolved or not reapplying for funding. In those instances, Department staff and county JCPCs assessed program performance by carrying out systematic interventions in response to varying levels of program effectiveness. Finally, the information in this section documents continuing progress in FY 2006-2007 by county JCPC programs using six success factors (outcome measures) required by statute to demonstrate program effectiveness.

G.S.143-519 (b)(2) Number of Diverted and Adjudicated Juveniles Served

The graph below depicts the legal status at admission and level of juvenile system penetration of the 27,936 JCPC program participants in FY 2006-2007. Of the total JCPC program participants, 54% were either adjudicated by the juvenile court or diverted at intake when they were referred to the programs. Also shown in the graph is the number of "at-risk" youth who were JCPC program participants in FY 2006-2007. At-risk youth refers to juveniles who behaviors indicate substantial risk for juvenile justice involvement, but had not been formally processed by the juvenile court system. In the graph below 10,074 or 36% of the total JCPC program participants were served as at-risk youth. The remainder of JCPC program participants accounted for in the graph below had a legal status of either court counselor consultation (2%), awaiting court (4%), adult court referred (3%), or unspecified (.1%).

Figure 8
JCPC Program Participants by Legal Status at Admission
 (n=27,936) Data Source: JCPC Client Tracking System



G.S. 143B-519 (b) (3). The specific methods used by the Juvenile Crime Councils to determine services, programs, and intervention strategies most likely to change behaviors of juvenile offenders

Juvenile Crime Prevention Councils go through a planning process each year that leads them to funding decisions made in the spring (see Figure 9: Juvenile Crime Prevention Council Planning Timeline). Knowledge about what programs and services are needed evolves from this planning process in each county. Beginning in the fall of the year, each county conducts an assessment of local resources and a local Risk and Needs Assessment. This study of juvenile justice risk and needs data as well as other community data highlights the issues facing delinquent and at-risk juveniles in each particular county. For instance, if a county’s data reveals that 80% of adjudicated juveniles have serious behavior problems in school, and their school data reveals that

more than 30% of the student body had been suspended at least one day out of school, then members know they must focus on school behavior and academics in order to improve outcomes for the most at-risk juveniles in the county. The juvenile justice data provides the actual number of adjudicated juveniles in the county for the past fiscal year, and risk and needs levels of juveniles in a county compared to the state.

Figure 9: Juvenile Crime Prevention Council Planning Timeline

The following is the typical timeline of JCPC planning. There may be some variation of the timeline depending on when JCPCs meet during the year. In order to avoid disruption of services in continuation programs, it is helpful that this process be completed prior to the end of May.

July/August

- Review of Measurable Outcomes of programs for the prior 12 months
- Assess availability of services for youth in the community
- Organize council and begin monitoring of programs
- Monthly review of program performance data

September/October

- Review system and services flow information – examination of the local service continuum
- Review risk and needs data regarding court-involved youth and prioritize needs to be addressed by local programming
- Review and prioritize desired protective factors for programs to incorporate in services
- Monthly review of program performance data

November/December

- Review and assess Standardized Program Evaluation Protocol (SPEP) ratings for funded programs to compare programs with research base of effective programs
- Determine what gaps exist in local services, issues regarding service availability and barriers to services
- Prioritize needed services to address gaps in the local service continuum
- Determine which services meet the criteria for DJJDP/JCPC funding
- Prepare Request for Proposal for programs to be funded to meet county identified needs
- Monthly Review of program performance data

January/February

- Publish Request for Proposals
- Provide grant writing workshops to interested applicants
- Monthly review of program performance data

March/April

- Complete the council process for allocation of funds (may include presentations by applicants and review of planning and monitoring information)
- Monthly review of program performance data

May/June

- Submit JCPC Plan and recommendation for funding to County Commissioners for approval
- Submit approved JCPC Plan and Certification to DJJDP for final approval
- Monthly review of program performance data

After studying juvenile court and community data, a JCPC will review its existing continuum resources. Continuum resources should progress from community-based activities programs through residential treatment. A comprehensive continuum in a county would include structured activities programs like parenting and tutoring programs, restorative programs like teen court and restitution, juvenile structured day, psychological assessments, clinical counseling programs such as home based, substance abuse, and sex offender treatment programs, and residential programs available to adjudicated and at-risk juveniles in the county. The review of existing continuum resources will include all child-serving programs in a county that may serve delinquent and at-risk juveniles no matter what the funding source or sponsoring agency, as well as current JCPC programs grant funded programs that meet a need in the service continuum.

A county's relative ability to provide resources for at-risk juveniles and the amount of JCPC funding available will dictate the extent to which a comprehensive continuum can be provided. For example, juvenile data for a small county may indicate that most delinquent and at-risk juveniles have substance abuse issues. Other community data and informed professionals also indicate a substance abuse issue among juveniles. The county's LME may have a MAJORS program providing substance abuse services, but if the program doesn't employ enough staff to screen and serve juveniles referred, then it really isn't available when needed. This county may be remote enough that there are no private providers available to do substance abuse treatment. A county like this receiving less than \$70,000 in JCPC funding is faced with a decision: Cut or discontinue funding for the restitution program, teen court diversion program, and the community-based tutoring program that also has a parenting component so they can advertise for substance abuse services, or continue to fund these programs that are providing viable resources to juvenile court involved, diverted, and at-risk juveniles in the county and try to work more effectively with the LME to maximize the availability of services they offer.

The resource review ensures that JCPC funds are used to fill gaps in the service continuum, both those gaps that exist because of lack of existing program capacity, lack of adequate funding, or service providers, or those that would be created if JCPC funding for existing services were to cease. The study of gaps in the service continuum leads the JCPC to create their Request for Proposals. At this point, the amount of JCPC funding

available and a county's capacity to provide some of the needed continuum services from other resources may broaden or narrow the list of needed services accordingly.

A JCPC that has studied the risk and needs of its juveniles and found them to have serious behavior problems in school may look at the availability and capacity of its after-school programs in the county and determine that while there may be several funded in the county from other sources, they don't take children over the age of twelve, or they are located in a remote area of the county, or they don't take juveniles that have serious behavior problems, or they won't serve a juvenile that is on out-of-school suspension, etc. This might prompt the JCPC to advertise for an after-school tutoring or interpersonal skills program that serves both delinquent and at-risk juveniles. The same JCPC would probably see that they had a significant number of juveniles that were ordered to perform community service or pay victim restitution, and that if they don't advertise restitution as a needed service, it won't be available any longer. This drives the final decision of the JCPC about what needed services will be advertised in the RFP, and ultimately what programs will be funded.

For many years, JCPC planning has also included both the study of risk factors, as well as protective factors needed to offset risk (e.g., academic failure as risk factor with academic achievement as corresponding protective factor). This is another step in the process of establishing appropriate intervention strategies for a particular county. Employing this process, Juvenile Crime Prevention Councils possess the unique ability to provide services that meet the needs of their respective communities while adhering to a data driven, best-practice model for decision making.

The JCPC planning process continues to be based on an adaptation of the "Communities that Care" model of community assessment and decision making. The process of matching desired protective factors to risk is specifically tied to the juvenile court risk data for a particular county and touches on "developmental assets" and "resiliency theory." Referencing the example above, county data reveals a high rate of academic failure for juveniles, then the corresponding protective factor is "academic achievement" and the JCPC will be looking for a program's capacity for impacting academic improvement among participants.

Through this annual planning process, the JCPC determines the conditions and circumstances—risk factors—within the county that increase the likelihood for juveniles to become delinquent or engage in repeated delinquent acts. The JCPC then determines the services and interventions that are needed to negate or off-set effects of those risk factors. Needed services that are not otherwise available or accessible in the community are then prioritized. Proposals to provide these services are then solicited through a Request for Proposals and a competitive grant process.

The planning process and the grant selection process insure that the grants selected and the services provided meet the unique circumstances in each county and allow for implementation of the best combination of services for that county to address reduction and prevention of delinquency. Once the Program Agreements are submitted, Juvenile

Crime Prevention Councils review them for compliance with JCPC policy and procedure, i.e., is the applicant agency a public or private non-profit agency, program type, program design or research base, performance for continuation programs, number of juveniles to be served, average cost per juvenile, overall budget including amount requested, and reasonableness of the line item budget amounts.

Existing JCPC funded programs that apply each year will have been locally monitored by the JCPC prior to funding decisions. The monitoring process demands a conclusion, specifically whether or not to consider funding the program again based on past performance. Newly funded programs are monitored within the first 30 days of operation by the DJJDP area consultant.

Additionally, the Program Agreement provides information about how closely a program is designed to meet the Standardized Program Evaluation Protocol (SPEP) best practice for that program service type as developed by Dr. Mark Lipsey of Vanderbilt University. SPEP is designed to indicate a program's potential for impacting recidivism and highlights the four elements of highly effective juvenile justice programs based on a thirty year meta-analysis of more than six hundred juvenile justice programs. Program types that do not fit any SPEP definition of services are considered "structures" and may include something like an emergency shelter or psychological assessment program. Both are highly needed services for which there is no corresponding SPEP, yet all existing programs are expected to identify in the Program Agreement their treatment element and how it will redirect inappropriate behavior.

In sum, grants are ultimately selected for funding based on factors to include: ability to provide the needed service, ability to work effectively with the juveniles and families intended to be recipients of service; ability to reduce/prevent delinquent behavior and recidivism; ability to provide interventions that are consistent with research or best practices; ability to competently manage state funds and operate in a cost-efficient manner; and ability to maintain records, data, and otherwise be accountable for implementation of the approved grant. In FY 2006-2007, JCPCs funded 499 grants with an additional 145 program service components statewide in their efforts to provide a seamless continuum of services the youth in each of the 100 counties in the State.

G.S. 143-519 (4) JCPC Program Cost Analysis

This section details the total FY 2006-2007 JCPC total cost per program, including the budget from all revenue sources: state, local, and federal (including local cash and in-kind contributions), the total DJJDP allocation to county JCPCs for the fiscal year, the number of youth participants, the average cost per youth (all revenue sources) and the average DJJDP cost per youth. It also provides a summary of the essential elements of all JCPC program services and structures. The FY 2006-2007 JCPC Program Cost Analysis is depicted in Figure 10. Note: The total budget and total DJJDP allocation for FY 2006-2007 below do not include the total JCPC Certification other revenue amounts (e.g., local cash, local in kind, non-JCPC grants and other funding) of \$670,417 or the DJJDP allocation to county JCPCs of \$514,057 for administrative costs.

Figure 10: JCPC PROGRAM COST ANALYSIS FY 2006-2007

Source: JCPC Client Tracking System/Money Allocation

Type of Program	Total Budget	DJJDP Allocation	# of Youth Participants	Average Cost per Youth	Average DJJDP Cost per Youth
Residential Serv.	\$7,270,647	\$3,570,769	1,069	\$6,801	\$3,340
Assessment Serv.	2,087,767	1,375,783	1,915	1,090	718
Restorative Serv.	8,029,478	5,470,021	12,338	651	443
Clinical Treatment Serv.	8,605,516	4,883,190	4,640	1,855	1,052
Community Day Serv.	7,152,099	2,865,417	2,428	2,946	1,180
Structured Activities	7,075,306	4,175,174	5,546	1,276	753
Total	\$40,220,813	\$22,340,354	\$27,936	\$2,437	\$1,248

As evidenced in Figure 10 above, JCPCs are using their DJJDP allocation to leverage other sources of revenue for programs and services to meet the needs of at-risk and adjudicated youth in their counties. In fact, they are leveraging over \$18 million in funding from other revenue sources (local, state, and federal), which represents over 45% of their total funding. This represents another indicator of the collaboration among county agencies and organizations represented on the JCPC as well as the effectiveness of the State-Local partnership in this ongoing effort to improve public safety and reduce juvenile delinquency in our state.

Also indicated in Figure 10 is the relative average cost per youth (all funding sources) as well as the average DJJDP cost per youth. These data reveal an average cost per youth (all funding sources) of \$2,437 and an average DJJDP cost per youth of \$1,248.

In order to get a more precise view of the types of program services and structures are represented in the six major program types represented in Figure 10 above, a description of the essential elements of JCPC program component types is provided next.

Essential Elements of JCPC Program Service and Structures Types

COMPONENTS PROVIDING RESIDENTIAL SERVICES:

- Group Home Care: Twenty-four hour care for a residential placement lasting six to eight months. The placement is therapeutic and may have a structured family-like environment for youth. Includes intervention with client’s family during and after placement and targets a reduction in offending behavior and recidivism.
- Temporary Shelter Care: Group home care and shelter (up to 90 days) for juveniles who need to be temporarily removed from their homes during a family crisis.

- Runaway Shelter Care: Shelter care for juveniles who have runaway from home, are homeless or otherwise need short term care (10 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.

COMPONENTS PROVIDING CLINICAL TREATMENT:

- Counseling: Professional, clinical treatment with a licensed counselor or therapist. Counseling may be one-on-one (individual), family counseling or group counseling. The focus of counseling is to resolve any of a range of problems including but limited to interpersonal relationships, problem behavior, or substance abuse.
- Crisis Counseling: Short-term assistance to juveniles in immediate danger of physical or emotional injury by a helping professional either face-to-face or by phone.
- 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 has a family group component or focus, has designated follow-up procedures and is generally legally mandated.
- Psycho-Educational Supportive Counseling: Provides education to help a juvenile better understand his current circumstances and brief interventions to encourage and support him to make more positive decisions.
- 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.
- Intensive Home Visiting: Regular contact with court involved youth in their homes to review supervision conditions of juveniles and to provide guidance to parents regarding, parenting skills and structure. This category is no longer used. Components of this type have been replaced by Home Based Family Counseling components or Parent/Family Skillbuilding components.

COMPONENTS PROVIDING ONLY EVALUATION OR ASSESSMENT:

- Psychological Assessment: Psychological evaluation or assessments to help court counselors and judges recommend the most appropriate consequences and treatment for court involved youth.

RESTORATIVE COMPONENTS:

- **Mediation/Conflict Resolution:** Provides a process for a juvenile and a victim to resolve a problem or a dispute outside of the formal court process. Mediators do not counsel or give advice but facilitate communication among parties as the parties work to reach their own decisions regarding resolution of their conflict. These components offer immediate and short-term involvement with youth to focus resolving negative and/or offending behaviors.
- **Restitution/Community Service:** Provides 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:** Provides a diversion from juvenile court where trained adult and youth volunteers act as officials of the court to hear complaints. Recommended sanctions include but are not limited to community service and restitution (if applicable) for youth who have admitted committing minor delinquency and undisciplined complaints. Professional adult staff provides supervision of the court proceedings and any subsequent community service and/or restitution.

STRUCTURED ACTIVITIES COMPONENTS:

- **Mentoring:** Matches adult volunteers with delinquent or at-risk youth on a one-on-one basis. The mentor is an individual providing support, friendship, advice, and/or assistance to the juvenile. After recruitment, screening and training, the mentor spends time with the juvenile on a regular basis and engages in activities such as sports, movies, helping with homework, etc...
- **Interpersonal Skill Building:** Assists juveniles in developing the social skills required for an individual to interact in a positive way with others. The basic skill model begins with an individual's goals, progresses to how these goals should be translated into appropriate and effective social behaviors, and concludes with the impact of the behavior on the social environment. Typical training techniques are instruction, modeling of behavior, practice and rehearsal, feedback, and reinforcement. May also include training in a set of techniques, such as conflict resolution or decision making, that focus on how to effectively deal with specific types of problems or issues that an individual may confront in interacting with others.
- **Parent/Family Skill Building:** Assists parents/guardians with psychological, behavioral, emotional, or interpersonal issues faced by a parent(s) of a juvenile engaging in problem behaviors or delinquent acts. This component provides parenting skills development, including communication and discipline techniques. May include sessions for parents only and/or sessions for parents and family members.
- **Experiential Skill Building:** Assists juveniles in developing needed skills through the use of outdoor adventures and physical activities or challenges to instruct, demonstrate, and allow the practice of effective interpersonal, problem solving,

- communication and similar skills to achieve the goals of increasing self-esteem, building interpersonal skills, and building pro-social behavior.
- Tutoring/Academic Enhancement: Assists juveniles in 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 Development: The overall emphasis focuses on preparing the juvenile to enter the work force by providing actual employment, 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.
 - Life Skills Training: Provides opportunities for juveniles to develop the necessary skills to effectively manage every day living. This may include a wide range of issues such as general problem solving, social/moral reasoning, balancing responsibilities, how to deal with housing issues, time, and money management.
 - Guided Growth: Interventions focus on interpersonal skillbuilding, experiential skillbuilding, vocational development, or life skills training. Components of this category are being reclassified to a more specific type.
 - Prevention Services: Interventions provide a primary focus on preventing youth from becoming juvenile delinquents by providing counseling, interpersonal skillbuilding, experiential skillbuilding, vocational development, or life skills training. Components of this category are being reclassified to a more specific type.
 - Re-Entry Services: Interventions to help juveniles returning to the community from residential placements cope with transition to their new setting. Components that provide this type of intervention are now classified under as counseling or one of the skill building services.

COMMUNITY DAY PROGRAMS:

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

G.S. 143-519 (5)(a): Assessment of Extent to Which Programs Funded by JCPC Grants Are Compatible with Research That Shows Prevention and Early Intervention Strategies That Are Effective with Juvenile Offenders

This section provides background information and an overview of the operational components of the Department's Standardized Program Evaluation Protocol (SPEP) initiative as a means of JCPC program development and evaluation. Also provided is a summary of the SPEP scores for JCPC Program Services and Structures Types for prevention (at-risk) and court supervision programs and structures for FY 2006-2007.

With the passage of the 1998 Juvenile Justice Reform Act, North Carolina became the second state to mandate that only evidenced-based services for juvenile offenders would be eligible for state funding. The Act required the Department of Juvenile Justice and Delinquency Prevention (DJJDP) to ensure that only effective programs receive State funds, as well as conduct an evaluation of programs funded through the State's Juvenile Justice Prevention Councils (JCPCs). To help meet this mandate DJJDP contracted with Dr. Mark W. Lipsey, and his staff at Vanderbilt University's Center for Evaluation Research and Methodology, to develop a methodology for assessing the effectiveness of JCPC funded delinquency prevention programs. Through a subcontract by Vanderbilt University, Dr. Buddy Howell collaborated with Lipsey on this project. The outcome of this work was an approach termed the Standardized Program Evaluation Protocol, or SPEP⁵.

How the SPEP Works: Basic Components

Over the past several decades a great deal of research has accumulated on the effectiveness of juvenile delinquency interventions. However, this information is spread across a wide number of books, articles, and research reports. Lipsey has been a pioneer in a research technique called *meta-analysis* which allows this diverse data to be combined and analyzed quantitatively. While there is still much to be learned about how to effectively address juvenile delinquency, meta-analysis allows us to summarize what we currently know and use it to evaluate and improve existing programs.

The SPEP organizes this information into estimates of the relative effectiveness of ten broad types of juvenile justice programs for prevention and court supervision youth. Information is summarized both on the average effectiveness of each program type⁶ as well as the impact of differences in duration and frequency of treatment, supplemental services, age, and risk level on expected recidivism. Individual programs receive a *SPEP Score* that is based on both the type of program as well as how well it matches the

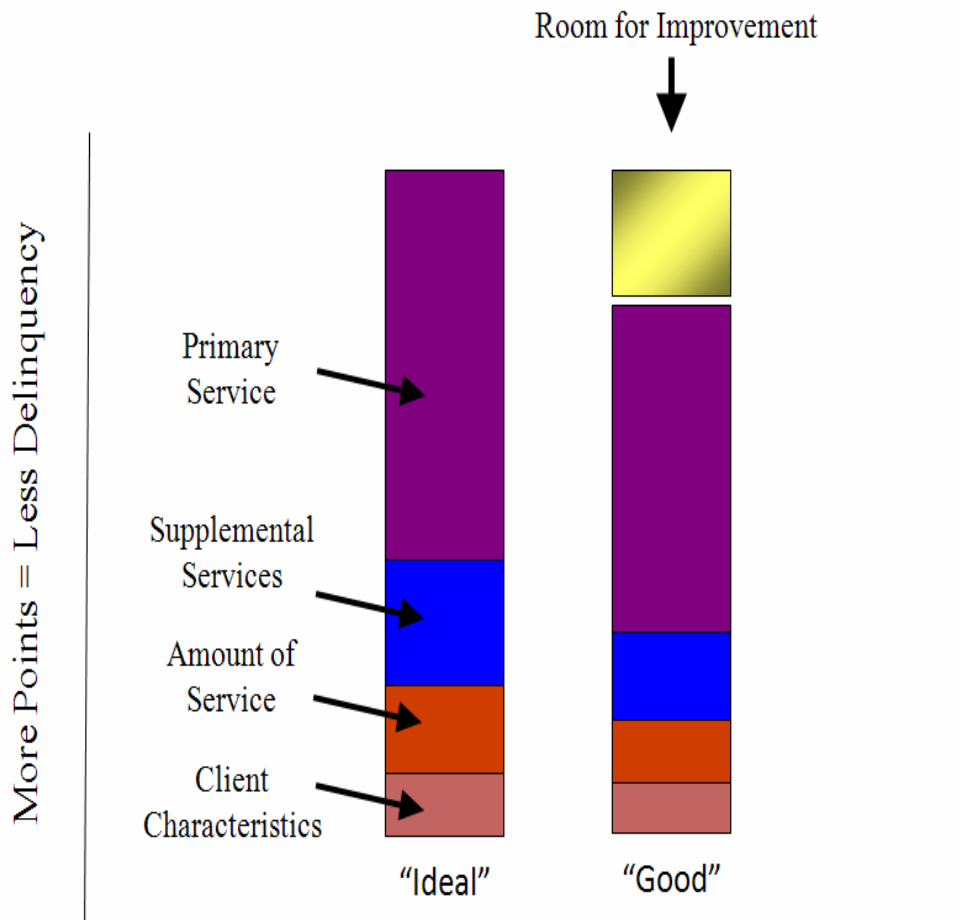
⁵ See Lipsey, M. W., Howell, J. C., & Tidd, S. T. (July 2007). The Standardized Program Evaluation Protocol (SPEP): A Practical Approach to Evaluating and Improving Juvenile Justice Programs in North Carolina, Final Evaluation Report. Nashville, TN: Vanderbilt University, Center for Evaluation Research and Methodology.

⁶ Individual Counseling; Family Counseling; Group Counseling; Employment Programs; Mentoring; Tutoring; Interpersonal Skills; Parent Training/Counseling; Drug/Alcohol Therapy/Counseling; Restitution.

optimal mix of characteristics described above. The SPEP provides general information on the expected effectiveness of a specific program as well as important information on ways in which a program could be made more effective. Figure 11, provides a conceptual illustration of the approach⁷.

The needs of the youths served by a JCPC, as well as resource constraints, and the mix of services currently available in the community are important factors that impact the selection of specific program types, not just the maximum potential SPEP score. Additionally, not all programs can be rated by the SPEP methodology. There are some program types for which too little data is available with which to currently develop a SPEP. Additionally, JCPCs fund a number of important services that, while not having a specific therapeutic function, none the less serve important roles (i.e., psychological assessment and emergency shelter care).

Figure 11



Based on the April 2003 **Guide to Standardized Program Evaluation Protocol for North Carolina’s Juvenile Justice Programs** developed by Lipsey & Howell, the

⁷See also Howell, J. C. & Lipsey, M. W. (2004). A practical approach to evaluating and improving juvenile justice programs. *Juvenile and Family Court Journal*, 55(1), 35-48

following JCPC services were included as those able to generate a SPEP score: Behavior Management/Behavioral Contracting; Cognitive Behavioral; Drug, Alcohol Therapy/Education; Employment: Career Counseling, Job Placement, Training; Family Counseling/Therapy; Group Counseling/Therapy; Individual Counseling/Therapy; Intensive Supervision; Interpersonal Skills; Life Skills Training/Personal/Daily Life Management; Mentoring; Parent Training/Counseling; Restitution; Tutoring, Remedial Education Classes or Activities. Because these service descriptions were originally developed to be used in the SPEP research project, they do not match 100% with the descriptions of the essential elements of the JCPC program types articulated earlier in this report.

SPEP Scores for FY 2006-2007

Figure 12 shows the number of youth admitted into JCPC funded programs by SPEP service type as well as other services not captured by the SPEP.⁸ (The program types depicted for SPEP were developed for the SPEP research process and may not represent an exact one-to-one correspondence with the program types discussed earlier in this report.) This data is provided at the statewide level as well as broken down by region. Statewide almost two thirds (65%) of the admissions were into program types covered by the SPEP. The largest non-SPEP category was Structure Only; programs that, as noted above, may not offer a specific treatment or intervention but that provide important services such as emergency shelter care. The largest remaining category was assessment (e.g., court ordered psychological assessments), accounting for an additional 7% of admissions. At the state level, only 9% of program admissions were for treatment programs that were not covered by a SPEP category.

⁸ The table provides data on program admissions. Youth may be served by multiple programs, therefore the total number of youth served is less than the number of admissions in this table. Additionally, if a youth changes legal status during the fiscal year and is subsequently admitted into a new program, he or she may contribute to totals in both the prevention and court supervision columns.

Figure 12
 JCPC Program Admissions in State Fiscal Year 2006-2007 by Primary Service Type
 (July 1, 2006-June 30, 2007) Source: Client Tracking System

Program Classification		Statewide		Region							
		SPEP Level		East		Piedmont		Central		West	
		Prev.	Court	Prev.	Court	Prev.	Court	Prev.	Court	Prev.	Court
SPEP Primary Service	Restitution*	--	6024	--	1771	--	1704	--	1679		870
	Interpersonal Skills	2079	669	517	163	503	197	798	177	261	132
	Individual Counseling	1306	509	196	121	907	151	106	133	97	104
	Tutoring	1023	86	443	14	78	18	364	42	138	12
	Parent Training	734	219	107	95	36	16	39	22	552	86
	Family Counseling	372	269	27	64	206	102	131	89	8	14
	Drug/Alcohol	287	92	62	3	65	36	2	0	158	53
	Mentoring	214	61	15	17	0	0	101	39	98	5
	Group Counseling	175	48	0	0	89	22	2	7	84	19
	Employment Related	8	0	0	0	0	0	0	0	8	0
Other Classifications	Multiple Primary Svcs.	137	20	0	0	136	16	1	4	0	0
	Assessment	587	972	86	312	209	213	102	206	190	241
	Structure Only	3700	451	1143	159	687	125	926	55	944	112
	Other	664	209	329	96	115	35	100	68	120	10
	Mediation/Conflict	579	73	0	0	0	0	53	39	526	34
	Life Skills	146	26	0	0	0	0	146	26	0	0
	Cognitive Behavioral	28	141	0	0	28	141	0	0	0	0
	Intensive Supervision	20	10	0	0	0	0	0	0	20	10

* Because most restitution programs require an admission of guilt related to a specific offense, cases classified as prevention were included with court supervision cases. There is not restitution related SPEP specifically for prevention cases.

Prev. = Prevention Cases [Legal status: "youth-at-risk"; "court counselor consultation"; "intake/diverted"; "petition filed"]

Court = Court Supervision Cases [Legal status: "adjudicated"; "court supervision"]

The next two Figures (13 and 14) summarize SPEP scores by program type at the statewide level. For a program to receive a SPEP score it must have enough admissions to provide reasonable estimates of program duration and frequency as well as the characteristics (risk & age) of the youth served.⁹ These tables report scores for programs that had at least ten admissions and ten discharges during state fiscal year 2006-2007. Therefore, these scores represent a sub-set of the full number of programs serving youth. The first column in each figure shows the total number of programs with admissions during the fiscal year, while the second column shows the number of programs with ten

⁹ Many programs serve youth who fall into the prevention category as well as the court supervision category. These programs receive two SPEP scores (*prevention* and *court supervision*) because, as noted above, program effectiveness varies by level of youth served.

or more admissions and terminations during the year, and thus providing enough data to generate a SPEP score.

As noted above, SPEP program types vary in terms of their potential maximum impact on future delinquent activity. This variation is captured in the third column, which represents the maximum possible SPEP score a particular program type can achieve. Looking back to Figure 11, this maximum is reflected in the left side of the picture – “Ideal”. The fourth column lists the average SPEP score by program type. The final column takes into account the variation in maximum score by listing the mean SPEP score as a percentage of its maximum possible score. Again, in terms of Figure 11, this final column corresponds to the “Good” column up until the area representing “room for improvement”. Across prevention programs types, 31% of the maximum possible score falls into the “room for improvement” area; for court supervision programs the figure is 23%.

In summary, the SPEP continues to be a potentially valuable tool for JCPC program development and evaluation. The SPEP scores for FY 2006-2007 show additional need for collaborative work involving Department staff, JCPCs, and program providers in improving the match between program component elements and research-based best practices that reflect effective program characteristics in reducing recidivism. Also needed are standardized outcomes based on research-based best practice for each JCPC program service or structure that are currently not capable of generating a SPEP score or the development of a strategy to be able to generate a SPEP score for these programs and structures.

Figure 13: FY 06-07 Statewide SPEP Summary Data
Prevention Programs

SPEP Type	Total Programs	Programs with SPEP Score*	Maximum Possible SPEP	Average SPEP Score	Average % of Maximum
Interpersonal Skills	72	37	100	72	72%
Individual Counseling	29	12	80	56	70%
Tutoring	22	13	100	70	70%
Parent Training	28	11	100	66	66%
Family Counseling	31	10	80	61	76%
Drug/Alcohol	12	5	90	64	71%
Mentoring	9	3	80	47	58%
Group Counseling	8	4	90	64	71%
Employment Related	1	0	90	--	--

* For a SPEP score to be generated it was required that a program have at least 10 admissions and terminations within the State Fiscal Year.

Figure 14: FY 06-07 Statewide SPEP Summary Data
Court Supervision Programs

SPEP Type	Total Programs	Programs with SPEP Score*	Maximum Possible SPEP	Average SPEP Score	Average % of Maximum
Restitution	104	86	80	53	66%
Interpersonal Skills	58	19	90	65	73%
Individual Counseling	27	11	80	53	66%
Tutoring	12	1	100	71	71%
Parent Training	28	4	90	61	68%
Family Counseling	34	6	100	77	77%
Drug/Alcohol	12	3	90	64	71%
Mentoring	5	1	100	69	69%
Group Counseling	8	1	80	46	58%
Employment Related	0	0	80	--	--

* For a SPEP score to be generated it was required that a program have at least 10 admissions and terminations within the State Fiscal Year.

G.S. 143-519(5)(b): Are Outcomes-Based in That the Grantee Describes What Outcomes Will be Achieved or What Outcomes Have Already Been Achieved

Currently, JCPC grant funded programs incorporate two major types of outcomes into its program planning, implementation, and evaluation strategies: Assessment of the extent to which the program service or structure component meets or exceeds its measurable objectives and an assessment of one or more of the statutory success factors (outcomes) that are aligned with the goals and objectives of each program or structure. Both of these sets of outcomes were presented and discussed in detail the previous section G.S. 143-519 (b)(1): JCPC Program Performance and Quality Assurance. The JCPC logic model presented and discussed in the Continuation Review Report also lays out the assumptions, inputs, processes, **outcomes**, and external factors that may impact their operation. Within that logic model, it is important to note that outcomes in JCPC program operation and evaluation are best viewed as short term (proximal competencies developed), medium term (behaviors and attitudes changed), and long-term (lives changed). JCPC program measurable objectives typically fit into both short-term and medium term outcomes in the logic model, while outcomes related to the statutory success factors typically fit into the medium and long term outcomes categories.

G.S. 143-519(5)(c): Include an Evaluation Component

The Department and county JCPCs work collaboratively to monitor and evaluate JCPC programs. There are five major evaluation strategies used in evaluating JCPC programs:

1. Assessment of the extent to which the JCPC a program service or structure meets or exceeds it measurable objectives. The process for developing individual program objectives and the degree to which they met or exceeded their measurable objectives in FY 2006-2007 was presented and discussed in section G.S. 143-519 (b)(1) on Program Performance and Quality Assurance of this report.
2. Assessment of program effectiveness based on the statutory success factors (outcomes) specified in G.S. 143-519 (b)(1) of this report. The results of these program performance effectiveness evaluations for FY 2006-2007 were presented and discussed in section G.S. 143-519 (b)(1) on Program Performance and Quality Assurance of this report.
3. SPEP scores assessment each year to determine program progress made in aligning program components with research-based characteristics that are associated with program that are effective in reducing recidivism. The results of the FY 2006-2007 SPEP scores were presented and discussed earlier in this report in section G.S. 143-519 (5) (a) on Program Compatibility with Research.
4. Each year the JCPC and Department Area consultants monitor and evaluate the operation of JCPC programs. Each program is monitored

annually by a team from the JCPC. Each new program is monitored in its first 30 days of operation by area consultants and each existing program is monitored by the area consultant thereafter on a three-year cycle. Additional resources have been requested in the Continuation Review Report and the Expansion Budget for additional Area consultants in order to have the capacity to monitor JCPC programs and structures on a more frequent basis. As a result of these monitoring/evaluation activities, JCPCs are able to make informed decisions regarding continuation or not continuing the funding of JCPC programs. This process and the interventions used in making these decisions as well as the reasons for discontinuing funding of JCPC programs in FY 2006-2007 was presented and discussed in section G.S. 143-519 (b)(1) on Program Performance and Quality Assurance of this report. Again referencing the JCPC Logic Model, the monitoring of JCPC programs by JCPCs and Area Consultants would be included in the **Outputs** component of the model in the form of activities and participation. Each of these actions, in turn, contribute to the short, medium, and long term outcomes evaluation of the JCPC grant funded program services and structures.

5. In situations where deliberate financial and/or alleged criminal mismanagement of JCPC funds are suspected, the Department's internal audit staff conducts a through audit of the program or structure. In cases where deliberate misconduct or criminal activity is found, appropriate actions are taken by the JCPC and/or Department to discontinue funding and by Department staff to notify the SBI.

G.S. 143-519(5)(d): Have a Demonstrable Impact on Success Factors

Evidence of JCPC program effectiveness, as measured by the statutory Success Factors in G.S. 143-519 (b)(1), is presented and discussed in section G.S. 143-519 (b)(1) JCPC Program Performance and Quality Assurance. However, the issue of the suitability and the degree of alignment of several of the success factors as meaningful measures by which to evaluate JCPC program effectiveness has been questioned and discussed by Department with Fiscal Research staff.

In fact, in response to a recent query on "true measures of effectiveness" of JCPC programs by Fiscal Research staff, the Department replied, "Effectiveness using the measures supplied by legislation does not lend themselves to program level analysis for the variety of programming offered through JCPCs. Programs do not operate in isolation and often overlap in the provision of services for a comprehensive strategy. For example, results of a psychological evaluation may lead to enrollment into other programs, i.e. counseling or group-homes. Using the same outcome to measure each of these steps does not hold constant the relevant effect of each program, nor would it hold constant the relative effect of other community programming not included in the JCPC analysis that may be operative in many cases. Using a set of five high level measures for program evaluation that includes the variety of programming found in JCPC programs seems to be

of questionable value overall. When one considers the methodological issues that would be encountered in attempting to address these measures in a valid or meaningful manner, it is apparent that such a process is beyond the scope of data or resources that are available for analysis. It would be more meaningful to establish more proximate measures of program success and examine how this fits into a comprehensive county approach to preventing delinquency.” With this response in mind, two recommendations are offered: Initiate dialogue around the elements of the JCPC Logic Model (see Continuation Review Report) to determine valid, reliable, and realistic measures of JCPC program effectiveness; and provide additional funding to the Department as articulated in the Continuation Review Report that will provide additional research and evaluation staff, area consultants, and internal auditors who can provide the leadership and increased staffing capacity in developing and implementing a comprehensive program effectiveness model for Juvenile Crime Prevention Council programs.

G.S. 143-519(5)(e): Detect Gang Participation and Divert Individuals from Gang Participation

This subsection provision is a new requirement for JCPCs. However, each JCPC already responds to this requirement in its Annual Planning Process in the form of its Risk and Needs Assessment. Based on recent research (Snyder & Sickmund, 2006)¹⁰ there is a high correlation between risk factors for youth gang involvement and those for delinquency. These researchers indicate that five common factors that cause teens to join gangs include: availability of drugs and alcohol, unstable living conditions, parents who tolerate or commit violence, failing or falling behind in school, and hanging out with delinquent. All of these risk factors are also risk factors for delinquency. Department staff will continue to emphasize the importance of a balanced approach to prevention, intervention, and suppression strategies in working with county JCPCs to address the youth gang problem in their communities.

An additional Department initiative focused on this requirement has been the Department’s funding of eleven two-year Gang Violence Prevention Grants for FY 2006-2008 with a Legislative special provision appropriation of \$2 million. The Department has provided training, technical assistance, grant project monitoring, and administrative oversight for these grants. These competitive grants have been instrumental in setting up model sites throughout the state focusing on community gang problem assessment and implementation of five major strategies in the Comprehensive Gang Model: (1) Community Mobilization, (2) Opportunities Provision, (3) Social Intervention, (4) Suppression, and (5) Organizational Development and Change. The JCPC in each of the counties funded has served as the fiscal agent for each project. In many instances, project coordinators have reported on project progress monthly at JCPC meetings. These two-year projects will be submitting their final reports in July, 2008.

¹⁰ Snyder, H.N., & Sickmund, M. (2006). *Juvenile Offenders and Victims: 1999 National Report*. National Center for Juvenile Justice, Office of Juvenile Justice and Delinquency Prevention.

Appendix A: Support Documentation for JCPC Performance on Statutory Success Factors

**DELINQUENT COMPLAINTS RECEIVED FOR FY 06-'07
TERMINATIONS AT SIX MONTHS BY SERVICE AND
PROGRAM TYPE**

Program Type	Count of Delinquent Complaints Six Months Prior to Program Termination for Juveniles Age 15 and a half or lower	Count of Delinquent Complaints Six Months at or Subsequent to Program Termination for Juveniles Age 15 and a Half	% Change
ASSESSMENT PROGRAMS			
Psychological Assessments	1696	571	-66.33
Subtotal	1696	571	-66.33
CLINICAL TREATMENT PROGRAMS			
Counseling	716	421	-41.20
Crisis Counseling	5	0	N-size <50
Home Based Family Counseling	136	98	-27.94
Psychoeducation/Supportive Counseling	41	20	N-size <50
Sexual Offender Treatment	0	2	N-size <50
Subtotal	898	541	-39.76
COMMUNITY DAY PROGRAMS			
Juvenile Structured Day	696	459	-34.05
Subtotal	696	459	-34.05
RESIDENTIAL SERVICES PROGRAMS			
Group Home Care	39	17	N-size <50
Runaway Shelter Care	20	32	N-size <50
Specialized Foster Care	3	2	N-size <50
Temporary Foster Care	13	4	N-size <50
Temporary Shelter Care	350	164	-53.14
Subtotal	425	219	-48.47
RESTORATIVE PROGRAMS			
Mediation/Conflict Resolution	416	182	-56.25
Restitution	2975	1183	-60.24
Teen Court	375	206	-45.07
Subtotal	3766	1571	-58.28
STRUCTURED ACTIVITIES PROGRAMS			
Guided Growth Program	71	51	-28.17
Interpersonal Skill Building	320	156	-51.25
Mentoring	24	6	N-size <50
Parent/Family Skill Building	224	126	-43.75
Prevention Services	104	38	-63.46
Tutoring/Academic Enhancement	48	43	N-size <50
Vocational Development	6	3	N-size <50
Subtotal	797	423	-46.93
Grand Total	8278	3784	-54.29

**ADJUDICATED DELINQUENT COMPLAINTS RECEIVED FOR FY 06-'07
TERMINATIONS AT SIX MONTHS BY SERVICE AND PROGRAM TYPE**

Program Type	Count of Adjudicated Delinquent Complaints Six Months Prior to Program Termination for Juveniles Age 15 and a half or lower	Count of Adjudicated Delinquent Complaints Six Months at or Subsequent to Program Termination for Juveniles Age 15 and a Half	% Change
ASSESSMENT PROGRAMS			
Psychological Assessments	880	285	-67.61
Subtotal	880	285	-66.61
CLINICAL TREATMENT PROGRAMS			
Counseling	330	186	-43.64
Crisis Counseling	4	0	N-size <50
Home Based Family Counseling	54	35	-35.19
Psychoeducation/Supportive Counseling	13	5	N-size <50
Sexual Offender Treatment	0	1	N-size <50
Subtotal	401	227	-43.39
COMMUNITY DAY PROGRAMS			
Juvenile Structured Day	322	212	-34.16
Subtotal	322	212	-33.16
RESIDENTIAL SERVICES PROGRAMS			
Group Home Care	16	7	N-size <50
Runaway Shelter Care	11	16	N-size <50
Specialized Foster Care	1	0	N-size <50
Temporary Foster Care	4	2	N-size <50
Temporary Shelter Care	185	68	-63.24
Subtotal	217	93	-57.14
RESTORATIVE PROGRAMS			
Mediation/Conflict Resolution	149	84	-43.62
Restitution	1143	530	-53.63
Teen Court	67	68	1.49
Subtotal	1359	682	-49.82
STRUCTURED ACTIVITIES PROGRAMS			
Guided Growth Program	32	22	N-size <50
Interpersonal Skill Building	165	61	-63.03
Mentoring	10	1	N-size <50
Parent/Family Skill Building	109	44	-59.63
Prevention Services	47	9	N-size <50
Tutoring/Academic Enhancement	27	16	N-size <50
Vocational Development	3	1	N-size <50
Subtotal	393	154	-60.81
Grand Total	3572	1653	-53.72

JCPC Court Progress at Termination FY 06-07

Court Progress	Count	Pct
Motion for Violation of Court Order	852	4.17%
New Delinquency Petition(s)	765	3.75%
New Undisciplined Petition(s)	381	1.87%
No New Problems	10385	50.84%
No Problems at Referral or Since	6065	29.69%
Not Specified	1978	9.68%
Total	20426	100.00%

Restitution Outcomes for FY 06-07 JCPC Terminations

Restitution Program Outcome	Count	Pct
Did not participate	115	2.13%
Family relocated	80	1.48%
Not Specified	57	1.06%
Other	125	2.32%
Removed by court action	180	3.33%
Removed by parents	8	0.15%
Runaway	20	0.37%
Satisfactory completion	431	7.98%
Successful completion	4167	77.20%
Unknown	5	0.09%
Unsuccessful Completion	210	3.89%
Total	5398	100.00%

Parental Accountability (Involvement)	Count	Pct
Decreased	236	1.16%
No problems at referral or since	9539	46.70%
Significant improvement	1391	6.81%
Some improvement	3009	14.73%
Unchanged	2673	13.09%
Unknown	1600	7.83%
Not Specified	1978	9.68%
Total	20426	100.00%

Collapsed categories for interpretation:

Parental Accountability (Involvement)	Count	Pct
Improved or non-problematic	13939	68.24%
Decreased or unchanged	2909	14.24%
Unknown or not specified	3578	17.52%
Total	20426	100.00%