

Governor's Crime Commission Funding Priorities: A Data Driven Approach, 2013

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Executive Summary

The importance of data and evidence based practices

The North Carolina Governor's Crime Commission (GCC) has been tasked with distributing millions of federal dollars to agencies and organizations across the state to create programs designed to improve the lives of citizens touched by the criminal justice system. Though North Carolina has been fortunate to receive this amount of funding in the past, both the greater strains on the economy nationwide and increasing scrutiny on federal spending in general means that now more so than ever, the GCC has a civic duty to ensure that it is selecting and funding programs that address our greatest criminal justice needs in the state. Moreover, these reasons for their selection should be based on objective data and the programs themselves need to be carefully evaluated for effectiveness. Why is evaluation important? Put simply, the GCC needs to know which programs have a positive influence on our communities and which do not. Only through careful collection of objective data subjected to the appropriate analysis can we document that a program appears to be meeting its stated goals. This evidence-based approach is the one recommended by the Criminal Justice Analysis Center (CJAC) in this report. Without these data, an appropriate assessment of a program simply cannot be done. The GCC is aware that North Carolina, like all states, has definite need for services and programs; we want to ensure that we are addressing our greatest needs statewide with programs that help our citizens the most.

The criminal justice topic areas are explored below in three distinct sections corresponding to the three GCC committees: Criminal Justice Improvement, Crime Victims' Services, and Juvenile Justice. The topics are included in these categories even if they are not currently classified as a funding priority: they are included in the areas where they could potentially become priorities. One overwhelming finding from the CJAC's research is that for many of these topics, little or inadequate data exist; in some cases, it appears that the issue is severely underreported, so it is difficult to gauge need for services in the state. Also, as previously stated, there have been no formal evaluation efforts for the majority of GCC funded programs, making it nearly impossible for the CJAC to recommend specific programs over others, other than those which have been used elsewhere, properly evaluated, and shown to be successful. As a result, many of the CJAC's recommendations are for these evaluation efforts to begin for each of these topic areas. The recommendations for each topic area have been summarized in Table 1 below.

Table 1.

Summary recommendations of the CJAC regarding the topics discussed in this report.

CJ issue	Do evidence-based programs (EBPs) exist?	Do EBPs currently exist in North Carolina?	Do other programs exist in North Carolina?	CJAC recommendation
Special Assistant United States Attorneys (SAUSAs)	No	No	No data on effectiveness	Further data is needed on improved interagency cooperation and sustainability plans.
Prescription drug abuse and diversion	No	No	Yes	We need to evaluate programs that seek to decrease abuse of prescription drugs once prescribed.
White collar crime	No	No	Yes	Further research is needed; CJAC has applied for an NIJ grant
Gangs	Yes	Yes	Yes	All gang intervention and prevention programs should consult <i>OJJDP Best Practices to Address Community Gang Problems: OJJDP's Comprehensive Gang Model</i> to ensure community need and evaluation measures.
Veterans in the justice system	No	No	No	If implemented in North Carolina, it should be in an area with a substantial veteran population, adequate Veteran Affairs facilities, and an active drug and/or mental health court.
Wrongful convictions	No	No	No	It appears exonerations take considerable time. Evaluations should focus on understanding if an increase in funding should be considered (for resources/staff) to increase the speed at which investigations and formal inquiries are heard by the Innocence Inquiry Commission to be certain innocent individuals are not incarcerated for unnecessary time. Additionally, future evaluations and research into the process of exoneration and appeal must take place.

Pretrial services	No	No	Yes (examining cost savings)	Funds should be allocated to increase, or at minimum help sustain, the number of pretrial release programs across the state. Given the low average operating costs of pretrial programs in comparison to detention costs, funds should be re-established to create new programs and/or offset local costs for existing programs. Counties facing high levels of detention overcrowding should receive priority for establishing new programs.
Re-entry programs	No, but several are promising	No	Yes	Reentry aftercare programs should be a priority. These programs seek to reduce incarceration rates and recidivism and lessen the burden on the criminal justice system. When implemented effectively with community collaborations, life skills can be provided that lead to individual responsibility and improved community safety.
Chemical dependency among offenders	Yes	No	Yes	The CJJ committee should fund initiatives which address chemically dependent offenders under community supervision and incarceration. Attention should be given to programs using EVP.
Human trafficking	No	No	Yes	Training and the development of protocols for law enforcement agencies to address trafficking could be addressed by CJJ or CVS, while services to assist victims of trafficking would fall under the CVS committee.
Services for DV and SA victims	Yes	No	Yes	The Governor's Crime Commission has awarded funding to numerous sexual assault and domestic violence service programs through the years (GEMS, 2013). There has been no evaluation of these projects conducted to date. Evaluations should be conducted to assess the effectiveness of the programs or the ability of certain programs to be replicated across the state. Data obtained from these evaluations could be used by the members of the commission

				to make more informed decisions on future program funding.
Elder abuse	No, but some are promising	No	Yes	Elder abuse appears to be an increasing problem in North Carolina. Considering the aging of the population it would be helpful to develop elder abuse services. The current GCC funded elder abuse program should be carefully evaluated to help determine ways to improve effectiveness. It would be helpful to build an evaluation component into programs supported by GCC.
Underserved victims of crime	Yes	Yes	Yes	More information on underserved victims can be found in the separate underserved victims report.
Child abuse and neglect	Yes - Child and Family Traumatic Stress Intervention	No	Yes	Given the prevalence of child abuse and neglect, coupled with the federal requirements for VOCA funds, evidence-based programs that provide direct services should be funded. If funded, CACs should be strongly encouraged to consult the 2004 released National Institute of Justice manual on proper data collection protocol to aid in future evaluations of those programs
Cyber-bullying	Yes	Yes	Yes	Given that evidence-based programs exist, subgrantees that wish to implement these EVP with great fidelity should be recommended for funding.
Disproportionate minority contact in the juvenile justice system	No	No	Yes	CJAC needs to review the existing evaluations that have been conducted on the 4 original DMC pilot counties. Further, data collected from NC-JOIN needs to be analyzed. All future programs addressing DMC need to be carefully evaluated.
Teen courts	Yes	Unclear	Yes	Teen courts currently receiving GCC funding need to be properly and carefully evaluated. Further, GCC, with the cooperation of the Division of Juvenile Justice, should evaluate the need for teen

				<p>courts in those counties without the service to determine a prioritized list for going to scale. Primary consideration should be given to sites that 1) have the local support and infrastructure to successfully plan, implement and operate a youth court; the emphasis of a proposed plan should be to answer the barriers to implementation and operate until the project is self-sustaining; and 2) has the demonstrated ability to develop self-renewing operational funding streams.</p>
School resource officers	No	No	No	<p>A systematic evaluation of the SRO programs throughout North Carolina is imperative to understanding the potential positive and negative effects of SROs on students, schools, and their communities.</p>
Strengthening Families Program	Yes	Yes	Yes	<p>SFP has been shown to be a successful program for addressing adolescent behavior issues by working with both youth and parents. Evaluations should be conducted to confirm both the effectiveness of the program in North Carolina and to ensure that the agencies using the SFP model are implementing it according to the guidelines established by the program.</p>

Criminal Justice Improvement

1.1 Special Assistant United States Attorneys (SAUSAs)

Is this a concern in North Carolina?

In comparison to the more traditional approach of the U.S. Attorney requesting local assistance, these programs are unique in that they allow local district attorneys to make a request for one of their assistants to be cross-designated by the regional U.S. attorney. With a full-time Special Assistant United States Attorney (SAUSA) in place, more prosecutorial leverage can increase the willingness of offenders to provide information and allow for stiffer penalties. Quite simply the cross-designated SAUSA's mission is to prosecute, at the federal level, offenders that by virtue of either stricter federal sentencing guidelines or the nature of the crime would likely have a more significant outcome in federal court than state court.

Are there any programs in North Carolina?

Yes, for Fiscal Year (FY) 2013-14 the GCC will fund 9 programs for \$1.37 million, about one-third of the total Criminal Justice Improvement (CJI) committee's recommended funding amount. Over the previous two fiscal years, the GCC has funded 12 programs for over \$1.85 million. The hope is for the GCC to provide initial funding for these positions with district attorneys securing other sources of funding in subsequent years. All of the GCC funded SAUSA programs have implied in past grant applications that they would seek state and/or additional grant funding in order to continue, however none have provided details regarding specific sustainability planning.

Have evaluations been conducted?

The true impacts of SAUSAs are challenging to evaluate. While the local district attorney can offer a need for a SAUSA and show output data in the form of successful prosecutions, it is difficult to provide any clear data indicating benefit to overall community well-being. There are measurable differences in terms of sentence lengths between the state and federal systems, but discerning any correlation between community safety and having a SAUSA would be difficult.

In a RAND study (Goulka, Heaton, Tita, Matthies, Whitby & Cooper, 2009) that sought to evaluate anti-gang initiatives in California, the cross-designated SAUSA component could not be properly evaluated due to the lack of an available comparison group to establish likely outcomes in the absence of grant funds. Furthermore, the study indicates that although significant output data on convictions and sentencing were collected by the program, the nature of a cross-designated SAUSA's work does not lend itself to empirical evaluation.

Perhaps a comparison of cases prosecuted by GCC funded SAUSAs examining actual federal sentences versus would be state sentences, for those same crimes, would provide more insight. In addition, a comparison of the number of cases handed over to U.S. Attorney's Office before implementation of a SAUSA program and those afterwards would be beneficial. Nonetheless, many questions still remain in regards to the actual impacts of such programs.

Anecdotally, a cross-designated SAUSA can be effective by virtue of their ability to establish and maintain a close rapport with local police and prosecutors. Since GCC funded SAUSA positions come from the local prosecutor's office, they are more likely familiar with others throughout their local criminal justice system versus someone coming from the outside. This alone tends to promote increased

interagency cooperation. No doubt improvements in the quality of professional relationships and interagency cooperation are beneficial, but these are often difficult to measure (Goulka, 2009).

CJAC recommendations

Since there is a lack of meaningful data available to evaluate these programs, as previously mentioned, the CJAC recommends that either fewer or no SAUSA programs be funded until their usefulness is better understood. Should these programs continue to receive GCC funding, at minimum, evidence of improved interagency cooperation should be documented to help justify their existence.

Lastly, these programs are not currently sustainable given recent reductions in both state and federal funding. Of great concern, each program receiving past GCC funding has clearly lacked a plan for sustaining these positions. If GCC funding were to continue, a more detailed project sustainability plan should be outlined regarding the methods of how state and other sources of funding were sought.

1.2 Prescription Drug Abuse and Diversion

Is this a concern in North Carolina?

This is an issue nationwide; recent research has shown that prescription painkillers such as oxycodone now cause more drug overdose deaths than cocaine and heroin combined (Drug Enforcement Agency, 2011). The question looms as to where abusers of these substances obtain their drugs. Some of the most valid survey information on this topic indicates that family or friends are generally the source for these diverted drugs (Substance Abuse and Mental Health Services Administration, 2008) (see Figure 1.1). Drugs prescribed for a genuine medical indication that are not used or disposed of find their way into the hands of others (National Study on Drug Use and Health, 2010). These data indicate that these types of drugs are potentially life threatening if taken in other than medically prescribed methods and amounts. However, it does not show any unusual rise in the use of these types of drugs.

“While America has been congratulating itself on curbing increases in alcohol and illicit drug use and in the decline in teen smoking, abuse and addition of controlled prescription drugs-opioids, central nervous system depressants and stimulants-have been stealthily, but sharply rising. All the statistics continue to show that prescription drug abuse is escalating with increasing emergency department visits and unintentional deaths due to prescription controlled substances. “

Joseph A. Califano, Jr., Chairman and President of the National Center on Addiction and Substance Abuse at Columbia University

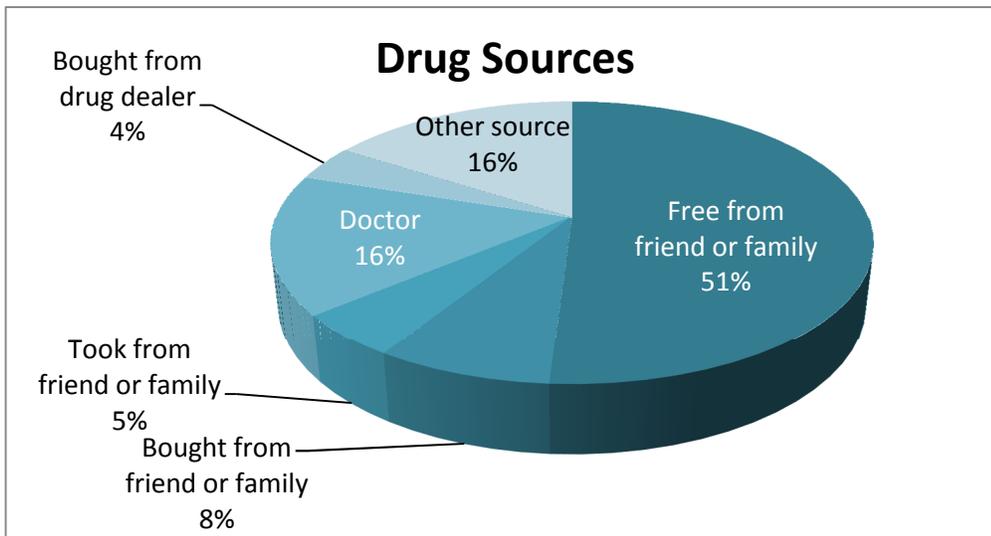


Figure 1.1
Source of pain relievers (SAMSHA, 2008)

In the 2010 Monitoring the Future (MTF) study it was found that nonmedical use of legal medications is prevalent (MTF, 2010) (see Figure 1.2). There is no distinction made between drugs taken in a non-prescribed manner for indications the drug would generally be prescribed or if they were taken for the physiological effect alone (e.g. to attain a high). In SAMHSA's 2010 National Survey on Drug Use and Health (NSDUH) it was reported that in the month prior to the survey administration, 7 million Americans reported use of prescription drugs for nonmedical purposes (NSDUH, 2010). North Carolina is not immune to this diversion of prescription drugs.

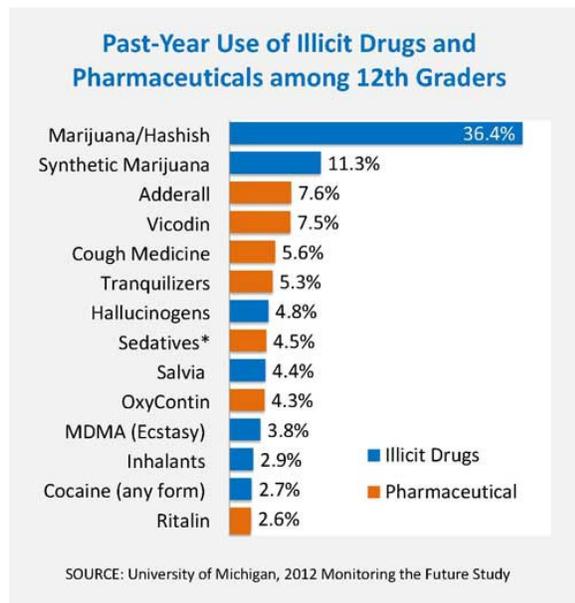


Figure 1.2
Types of Drugs Being Used (MTF, 2012)

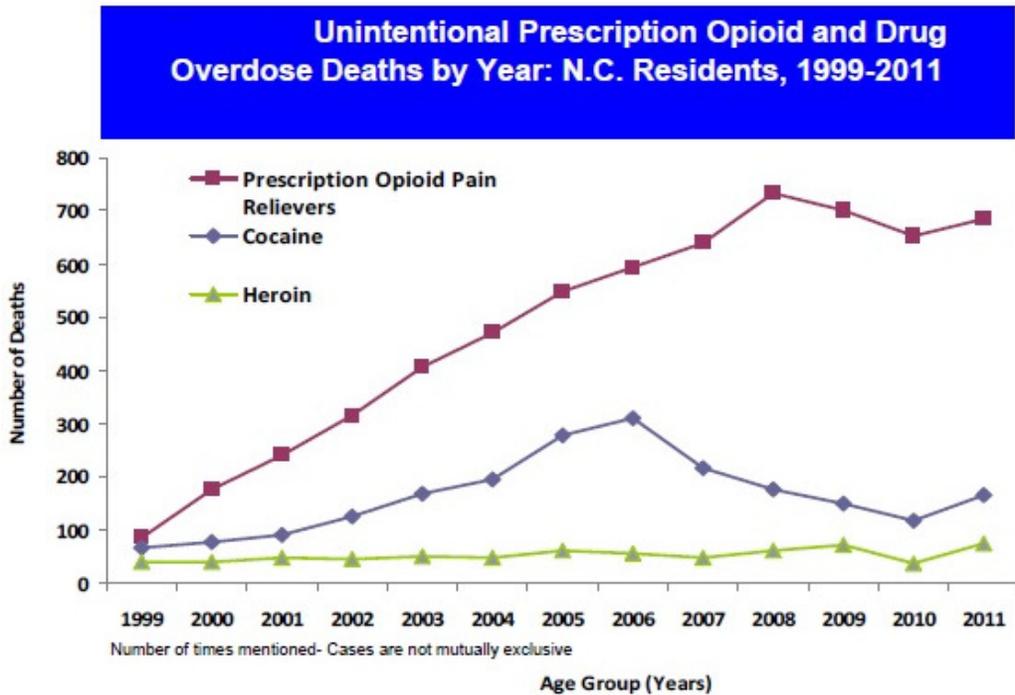


Figure 1.3
Unintentional prescription opioid and drug overdose deaths by year: North Carolina residents, 1999-2011.

The three most commonly abused drugs are opioids (prescribed for pain relief), CNS depressants (barbiturates and benzodiazepines prescribed for anxiety or sleep problems - often referred to as sedatives or tranquilizers), and stimulants (prescribed for attention-deficit hyperactivity disorder (ADHD), the sleep disorder narcolepsy, or obesity) (National Institute for Health, 2011). Research indicates that most prescription drugs are obtained from family members or friends and not from drug dealers (MTF, 2010). It would seem that patients tend to hoard unused prescriptions for sale or improper use. What this indicates is that while something was prescribed for a valid medical issue, patients generally do not use the quantity dispensed. It must also be mentioned that the Monitoring the Future survey is annually administered to middle-school, high school, and university students and is used to extrapolate to the general population. Additionally, all diversion of prescription drugs is illegal but the routine or abusive use is not measured. Unfortunately, other than MTF and NSDUH there is little other empirical evidence that shows the trends in substance abuse and these studies rely on extrapolating to the general population from the youths they survey.

There is no indication of an abundance of physicians fraudulently or carelessly prescribing these medications (DEA,2012). While there are some incidences of the North Carolina Medical Board taking disciplinary actions on physicians including license revocation, no pattern of physician malfeasance could be identified. In reviewing DEA disciplinary hearings where a physician was convicted of prescription fraud or obtaining or distributing such drugs and their DEA license was revoked, only five North Carolina physicians were reported from 2004 to 2012 (DEA, 2012). However, in reviewing this data CJAC noticed an unusual trend in the ages of physicians nationwide that were convicted by DEA investigation, they were mostly over age 45 with a large percentage over age 60 (see Figure 1.4). This information generates many questions as to why this might be. Are older physicians doing this for financial reasons, do they have a substance abuse problem, or is there something different in the medical school protocol in more recent years about pharmaceutical or prescription abuse? “Along with increased legitimate use of prescription opioid medications in healthcare settings, there is also a small group of practitioners who

abuse their prescribing privileges by prescribing these medications outside the usual course of practice or for illegitimate purposes” (Presidential Report, 2011).

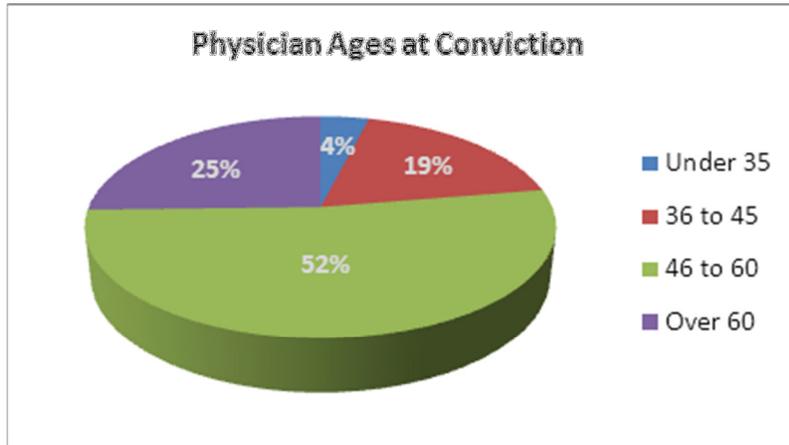


Figure 1.4
Age of Physician at Conviction (DEA, 2012).

Are there any programs in North Carolina designed to address this issue?

GCC has funded programs directly related to prescription drug diversion for the first time in 2012.

This issue has been duly recognized by both state and federal agencies. The North Carolina Medical Board has joined with the U.S. Department of Justice, the North Carolina Attorney General and the State Bureau of Investigation to co-sponsor a free training on prescription drug abuse and diversion prevention intended for physicians, physician assistants, nurse practitioners, nurses and pharmacists (North Carolina Medical Board, 2012).

North Carolina is among the states that have enacted a Prescription Monitoring Program (PMP) as outlined by the 2011 Presidential Report titled “*Epidemic: Responding to America’s Prescription Drug Abuse Crisis.*” The PMP program is designed to monitor prescriptions by physicians to individuals and entered by dispensing pharmacies. This program allows users to determine if individuals are receiving too many medications from multiple physicians and pharmacies and if individual physicians are prescribing any substances at unusual rates for their practice.

GCC funded six initiatives in 2012-2013 to address prescription drug concerns totaling \$272,298. These programs were:

- Department of Justice – *Combatting Prescription Drug Diversion.* Statewide initiative that provides drug diversion training to law enforcement, medical professionals, community leaders and citizens.
- Greenville Police Department – *Enhancing the Prescription Drug Abuse Reduction Continuum.* Strategies that improve education, monitoring, proper disposal and enforcement of abused prescription drugs.

- Carteret – *Pills Can Kill*. Targets and investigates individuals who obtain prescription medications fraudulently.
- Jacksonville – *Drug Diversion Program*. Focuses investigations on illegal prescription drug crimes.
- Beaufort County - *Drug Diversion Project*. Investigations into prescription drug fraud and abuse.
- Cleveland County – *Prescribed Epidemic 2.0*. Builds upon prescription drug investigations that have been enhanced by the previous grant that promoted community education on the prescription drug issue.

Have evaluations been conducted?

No evaluations of programs designed to curb the diversion of prescription drugs in North Carolina were located.

CJAC recommendations

It seems that proper monitoring of physicians is already occurring with the Prescription Monitoring Program and the actions of the North Carolina Medical Board. It would appear the greater issue is in the diversion of prescription drugs once they have already been prescribed and dispensed. Therefore, CJAC recommends evaluating the programs funded this year and funding and evaluating future programs that seek to decrease abuse of prescription drugs once prescribed.

1.3 White Collar Crime

The cost of ‘white collar crime’ (WCC) is estimated in the billions of dollars annually (Holtfreter, Van Slyke, Bratton & Gertz, 2008). Despite the cost of these crimes, there is limited knowledge of the extent of white collar crime, how it is perceived in the community and what motivates offenders to commit white collar crimes. According to a survey conducted by the National White Collar Crimes Center, 25 percent of American households are victimized through white collar crime in one year alone (Huff, Desilets, & Kane, 2010). The financial impact of white collar crime on the nation as a whole is estimated to be approximately \$250 billion annually, compared to the estimated \$17.6 billion lost through personal and property crime (Holtfreter, Van Slyke, Bratton & Gertz, 2008). A whitepaper produced by the National White Collar Crime Center (2008) indicates that automobile insurance fraud alone adds between \$5.3 and \$6.3 billion dollars annually to the cost of auto insurance. The same paper reports that property and casualty claims cost insurers \$30.8 billion dollar each year, based on information obtained from the Insurance Information Institute. The Federal Bureau of Investigation's Financial Crimes Report, 2010-2011, reported that white collar crimes are on the increase. Pending corporate fraud cases increased by 27 percent between 2009 and 2011 nationally. Securities and commodity fraud pending cases have increased by 34 percent during the same time period, while health care fraud is up by 7 percent.

Is this a concern in North Carolina?

While North Carolina is a major financial center, little is known about the level of financial or other fraud in the state (CNN Money, 2012). Until the state fully implements the National Incident Based Reporting System (NIBRS), summary data from the Federal Bureau of Investigation will be the only source of data for white collar crimes such as embezzlement, fraud, forgery or cheating since these are not index crimes. The huge financial impact of white collar crime would designate it as an area of concern to North Carolina (Federal Bureau of Investigation, 2013).

Are there any programs in North Carolina designed to address this issue?

Current programs that address white collar crime are based within individual agencies, such as the North Carolina Department of Justice (DOJ) or the Department of Insurance. The Department of Justice has a unit dedicated to Medicaid Fraud, Identity Theft, and Consumer Scams. The State Bureau of Investigation (SBI) has a similar unit. Likewise, the major financial corporations and insurance companies have units that concentrate on fraud from within and outside the company. There is no collective data on what programs are available or how effective the programs are.

Several grants related to elder fraud and fraud in the Latino community are currently open or are scheduled to begin July 1, 2013. Previous grants were awarded to the DOJ related to telemarketing fraud (Grant Enterprise Management System, 2013).

Have evaluations been conducted?

No evaluation of current grants or of efforts to reduce white collar crime has been conducted.

CJAC Recommendations

The impact of white collar crime is significant; however, there has been little research on evidence-based practices that specifically address the problem. The CJAC has applied for a federal grant to conduct research on white collar crime. If awarded, the grant will allow the analysis center to conduct research on white collar crime in North Carolina. Research activities will increase the current base of knowledge in the area and aid in obtaining a more accurate idea of the motivation of offenders, the public perception of the offenders and offenses, sentencing practices, and processes in place to detect and prevent white collar crime.

Objectives of the proposed project include the following:

- Survey of citizens to determine their perception of white collar crime and offenders
- Survey of state inmates serving sentences for white-collar offenses
- Assess the sentencing grid related to white collar offenses
- Interview state and private agencies involved in the detection and prevention of white collar offenses to obtain data on strategies and procedures used

If awarded, the grant would provide much needed information on the perception of and motivation behind white collar offenses. It would also assist in determining which practices are most effective in combatting white collar crimes. This research would assist in determining if white collar crime should be designated as a priority for the Criminal Justice Improvement committee and the practices grants should target.

Beyond obtaining the grant, the Criminal Justice Improvement committee could implement a program priority to support programs by individual law enforcement agencies that concentrate on white collar crime, with a focus towards developing evidence-based programs or best practices that could be replicated across the state – and potentially across the country.

1.4 Gangs in North Carolina Communities

Is this a concern in North Carolina?

Data collected by CJAC over the past 15 years indicates a continued presence of criminal gang activity across a broad spectrum of communities in North Carolina. Both urban and rural areas are affected. Data from NC GangNET indicates the demographic profile of gang members in the state to be predominately male, between the ages of 18 and 30 with African-American and Hispanic populations being over represented based on the proportion of the general population (NC GangNET, 2013). NC GangNET has a current underrepresentation of juvenile gang members due to differing policies and interpretations of the protection of juvenile information among NC GangNET participating agencies (Hayes, forthcoming).

The former North Carolina Department of Juvenile Justice and Delinquency Prevention (NC DJJDP, 2011) assessed the juvenile population entering their system, indicating gang involvement of:

- 7 percent of juveniles for whom DJJDP received a delinquent complaint
- 13 percent of juveniles who reached disposition in juvenile court
- 21 percent of juveniles admitted to detention
- 38 percent of juveniles committed to Youth Development Centers (YDCs)

These data indicate there is a strong correlation between juveniles being at risk of being criminally involved and being involved in gang related activities. While there is no independent measure of gang involvement among the general juvenile population, gang resistance and prevention programs aimed at the juvenile population seem appropriate.

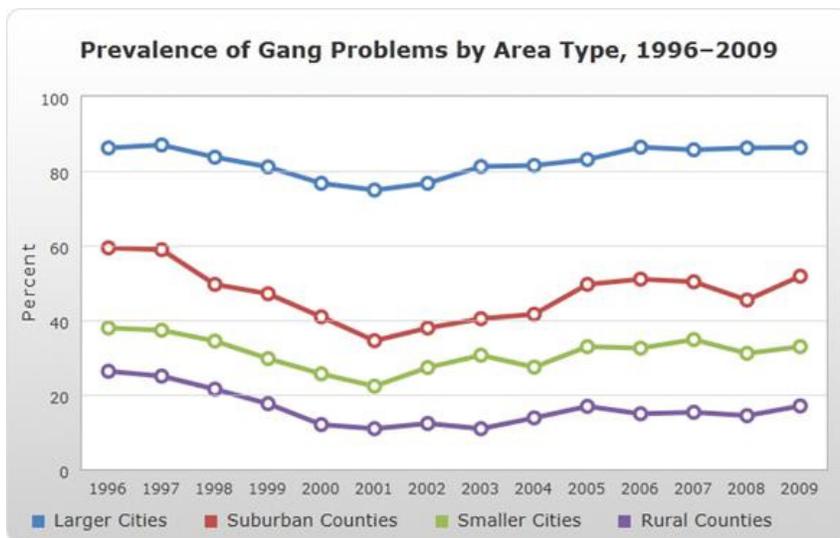


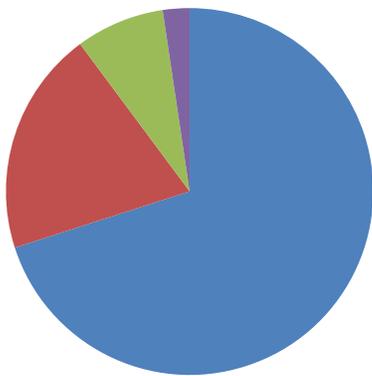
Figure 1.5

Reported prevalence of gangs in national youth gang surveys (National Gang Center, 2012).

Gangs in the United States can be found in all population density levels, but are much more prevalent in large cities. This trend continued over a 14 year period from 1996 to 2009. Law enforcement continues to be faced with concerns about gang activities within our communities. Current NC GangNET data indicate greater than 14,000 gang members (including 3,700 in the Division of Adult Correction). NC GangNET data reveals 982 gangs reported in 65 counties with an additional 23 Security Threat Groups (gangs) within the state prison system. Ranging from unsophisticated youth gangs to vast criminal enterprises, the threats of violence, drug distribution and other crimes is very real. GCC data has continually indicated this is a problem area that must be addressed on several fronts. We need to address prevention and diversion for our “at-risk” youths, intervention for youths already exhibiting low levels of gang involvement, and finally, suppression for both juveniles and adults involved in criminal gang activities.

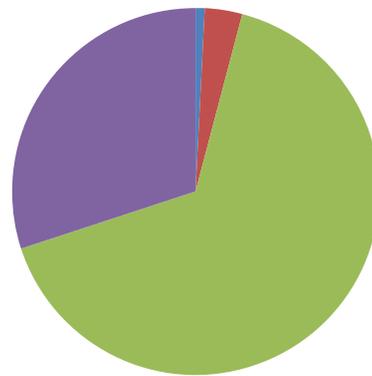
Validated Gang Member Demographics

Figure 1.6: Race/Ethnicity



■ Black ■ Hispanic ■ White ■ Other

Figure 1.7: Age



■ 15 and younger ■ 16 & 17 ■ 18 to 25 ■ 26 to 35

Figures 1.6 and 1.7

Validated gang member race/ethnicity and age.

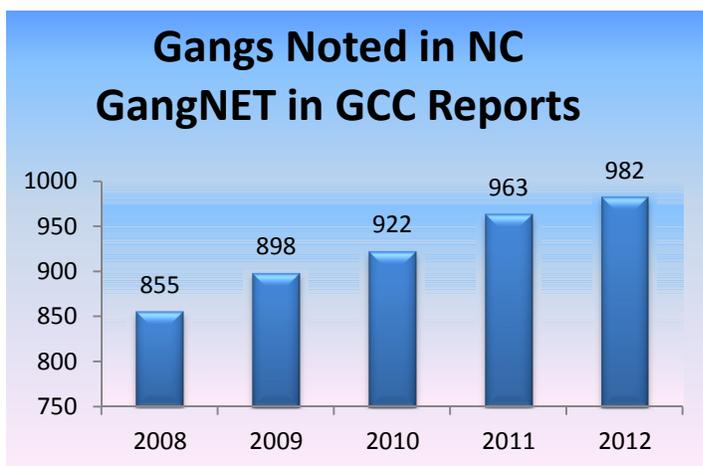


Figure 1.8

Number of gangs reported in NC GangNET.

Are there any programs in North Carolina designed to address this issue?

Yes, since the early 1990s the Governor's Crime Commission has funded all forms of gang education, prevention, intervention and suppression programs. Some examples of these efforts are:

- Education: (Gang recognition, investigation and prosecution for law enforcement and community)
 - GCC initially funded Fayetteville Police Department and Forsyth County Sheriff's Office in 1993 to begin law enforcement and community education programs designed to help law enforcement officers and community members identify the warning signs of gang activity. Several smaller community education grants along with a curriculum from the GCC Crime Prevention Training team have been provided over the years.
 - GCC has continually funded the North Carolina Gang Investigators Association (NCGIA) in their efforts to keep North Carolina's gang investigators current on all aspects of gang investigation and assisting prosecution in state and federal courts. GCC Funds NCGIA's annual training conference.
- Prevention and Intervention:
 - Gang Resistance Education And Training (G.R.E.A.T.) is a gang and violence prevention program built around school-based, law enforcement officer-instructed classroom curricula. Lessons focus on providing life skills to students to help them avoid using delinquent behavior and violence to solve problems. Despite the lack of theoretical or empirical grounding, the G.R.E.A.T. program was well-received by schools, law enforcement agencies, students, and parents (Freng, 2001; Peterson & Esbensen, 2004; Taylor & Esbensen, 2002). In a national longitudinal 4-year evaluation, results of the G.R.E.A.T. cohort offered few differences from control groups. The original nine lesson program has been expanded to a 13-lesson program with more emphasis on life skills.
 - Local partnerships with Boys and Girls Clubs, human services organizations, YMCA and YWCA, faith-based groups and law enforcement that integrate prevention into their collaborative efforts to reduce gang involvement of the youths within our communities. Examples are:
 - i. New Hanover County Sheriff's Office Gang Program – This program utilizes social workers in concert with law enforcement and community and school activities to deter at-risk youths from gang involvement.
 - ii. Gang of One programs – This program model seeks to inventory all local programs in a community that offer any type of programmatic involvement that could assist in deterring gang activity among at-risk youths. It seeks to unite the youth with a program that has the best chance of continual involvement based on location and activities.
- Suppression:
 - The High Point Model, designed after the successful Boston Gun Project which was also directed by David Kennedy of the John Jay College of Criminal Justice. He developed

the High Point drug market intervention strategy, which also won an Innovations in Government Award. This program seeks to provide a collaborative effort of state and federal prosecution, law enforcement, community leaders and family to encourage, with the threat of federal prosecution, gang affiliated drug dealers to stop their criminal behaviors or else face prosecution. This model is designed to work within communities such as neighborhoods or housing projects as well as within some smaller jurisdictions. The desired effect is to make the neighborhood or immediate area safer by removing the criminal activities.

- Gang Prosecutor Programs allow for Assistant District Attorneys to specialize in the prosecution of gang crimes. These programs only make sense in communities with a significant number of gang prosecutions.
- NC GangNET, which is an internet based gang intelligence network which allows certified members of law enforcement agencies to share intelligence information on gang members entered by fellow officers. While not used for evidence of crimes, this information allows gang investigators to have a better understanding of the subjects they are involved with during routine and special operations.

There are numerous efforts to intervene in the activity of youths involved in gangs within our communities. The ones that have shown long-lived sustainability tend to be based on having a valid community assessment of gang activity while offering collaborative efforts involving all forms of local law enforcement and juvenile services agencies. The number and type of programs that have made efforts in this area is beyond the scope of this document. For more than 20 years, the Governor's Crime Commission has provided funding to all aspects of gang prevention, intervention, suppression, and education with varying outcomes.

Have evaluations been conducted?

Output measurements seem to be the dominant means of evaluation within these categories of programs. The reality is that evaluating the long-term success of gang resistance or prevention programs can only be determined via longitudinal studies. The longevity of many of these programs seems short and subject to shifts in funding and agency priorities. Thus, the prevalence of meaningful outcome evaluation is lacking among gang programs. Follow-up evaluation of programs such as the High Point Model can be derived from community safety surveys and any subsequent criminal involvement of participants thus showing both community and individual outcomes. Further study might determine if these initial outcomes connect to community well-being. However, programs such as Gang of One are best evaluated on participation levels of youths identified and married with programs that fit their needs (e.g. location, activities, and interests) to begin to understand program efficiency and effect on the community.

CJAC recommendations

Numerous programs designed to combat gangs have emerged and been funded by the GCC over the past 20 years. All gang intervention and prevention programs should consult the *OJJDP Best Practices to Address Community Gang Problems: OJJDP's Comprehensive Gang Model* to ensure community need and evaluation measures. However, this model has been shown to be most effective only when the community collaboration between the program agencies continues to be strong throughout the length of the program.

1.5 Veterans Entering the Justice System

Is this a concern in North Carolina?

Most likely, however little is known in terms of veterans' involvement with the justice system from a state-level perspective.

September 2013 projections indicate there are currently 769,000 veterans residing within the borders of North Carolina. Approximately three-fourths of these individuals are considered wartime veterans, or in other words, they actively served during a period of conflict. Almost 162,000 of veterans are under the age of 44, with roughly 95 percent (154,000) of this group being classified as wartime veterans (U.S. Department of Veterans Affairs, 2010).

According to the Bureau of Justice Statistics, (2007) 10 percent of state prisoners nationally reported prior service in the United States Armed Forces. Of veterans in state prisons, 43 percent met criteria for dependence or abuse of drugs and alcohol, while one-quarter were under the influence at the time of offense. A similar percentage of veterans (45 percent) in state prisons reported symptoms of mental health disorders within the prior 12 months.

Compared to nonveteran incarceration rates, veterans have had consistently lower rates overall. However, upon closer examination, rates are similar among the age group of 18 to 24 years of age, yet higher for the groups of 35 to 44 and 45-54 years of age.

Table 1.1.

National prison incarceration rate, per 100,000 adult males (Bureau of Justice Statistics, 2007)

National prison incarceration rate, per 100,000 adult males (2004)		
<u>AGE</u>	<u>Veterans</u>	<u>Nonveterans</u>
All adults	630	1,390
18-24	1,391	1,446
25-34	1,232	2,260
35-44	1,861	1,763
45-54	1,314	846
55-64	345	451
65 or older	76	105

On a cautionary note, the latest Bureau of Justice Statistics report includes only a small percentage of veterans serving during Operation Iraqi Freedom (OIF) and Operation Enduring Freedom (OEF) within

its sample from calendar year 2004. Thereby, updated figures have the potential to be quite different than indicated by this sample.

With that being said, one in five recruits receive some type of waiver when enlisting, with roughly two-thirds related to past youthful misconduct, also known as moral waivers. Even as the total number of recruits dropped slightly, the number of waivers granted to Army recruits with criminal backgrounds grew from 4,819 in 2003 to 8,129 in 2006. Waivers for serious misdemeanors, which make up the bulk of the Army's moral waivers, increased the most over the time period. Felony conviction waivers represented 11 percent of the total 8,129 moral waivers granted during 2006 (Alvarez, 2007).

Roughly 20 percent of returning veterans from Iraq and Afghanistan report symptoms of post-traumatic stress disorder or major depression (RAND Corporation, 2008). Additionally, reports from the Veterans Affairs Office of Public Health and Environmental Hazards indicate that 48 percent of veterans seeking Veterans Affairs (VA) treatment between fiscal years 2002 and 2009 received a possible diagnosis of mental disorder (McMichael, 2011). Coupled with an increasing potential that returning veterans have a past history of misconduct, we are likely to see an increase in veterans involved with the justice system. As the number of troop drawdowns continues, our state, with its large military population, should be impacted more than the majority of states.

Are there any programs in North Carolina designed to address this issue?

There are currently none in North Carolina; however, roughly half of states have at least one veterans' treatment court currently in operation. According to an inventory collected by McGuire et al. (2013), there are over 160 veteran treatment courts in the country as of early 2013. The first recognized court began January 2008 in Buffalo, N.Y. These specialty courts generally serve nonviolent offenders with offenses such as driving while impaired (DWI), drug possession, theft, domestic violence, and assaults. Veterans follow certain conditions set forth by the courts and meet with both court and Veteran Affairs staff for case management purposes. In some instances, the court system will assign a mentor to support the veteran's recovery. Once requirements are completed, a veteran's charges can be reduced, dismissed and/or expunged. Upon failure, the veteran risks facing original charges and jail/prison time.

Recognition by court officials and policymakers regarding the significant number of veterans returning from the wars in Iraq and Afghanistan with mental health concerns has spurred the growth of these specialty courts nationwide. Linking justice involved veterans to treatment – even by manner of the judicial system – is seen as beneficial. Veterans may have initially rejected treatment due to potentially being stigmatized as weak. Addressing problems in the early stages with the assistance from Veterans Affairs – whether substance abuse or mental health related – can prevent future criminality and homelessness (McMichael, 2011).

Have evaluations been conducted?

Due to the recent introduction of veterans' courts, minimal evaluation has been completed to date. However, initial analyses have shown promising results. One study indicates that veteran participants of the Anchorage, Alaska Veteran's Court recidivate at a lower rate (38.7%) when compared to the overall recidivism rate for Alaska (50.4%). Recidivism was defined in that particular study as having a new criminal offense or a formal petition to revoke probation within three years. In Buffalo, N.Y., as of November 2011, none of its 56 graduates from the city's court had been rearrested. Additionally, only 26 (12.9%) of the 202 veterans admitted to the program dropped out before graduation due to noncompliance (McMichael, 2011). In a separate review, conducted on the initial two years of the Veterans Treatment

Court in the Fourth Judicial District of Minnesota, success was measured by court completion/graduation and by recidivism. During the first six months after entry into Veterans Court, 83 percent (n=97) of participants committed fewer offenses than during the six months prior to entry. In fact, in the 24 months after being accepted into the program, 72 percent (n=21) of participants had committed fewer crimes in comparison to the 24 months prior to entering the program. Upon entering the program, 85 percent of participants report substance abuse problems. Following graduation, that percentage decreased to less than 56 percent (Caron, 2013).

CJAC recommendations

To date, no veterans' treatment courts exist in North Carolina. Due to the concerns outlined in this report, North Carolina should pilot an initiative in an area of the state with a substantial veteran population, adequate Veteran Affairs facilities, and an active drug and/or mental health court. This pilot program should be developed, implemented and evaluated carefully to aid in the event of future replication in other jurisdictions.

1.6 Wrongful Convictions

Is this a concern in North Carolina?

The National Registry of Exonerations (2012), a joint collaboration between Michigan Law and Northwestern Law, lists 14 cases where an individual has been exonerated in North Carolina since 2007 (26 total after 1991). Of these, four were exonerated using DNA evidence. All other exonerations were a function of perjury or false accusation, mistaken witness identity, official misconduct, false confession, false or misleading forensic evidence, and inadequate legal defense. Additionally, of the nine exonerations listed by the Innocence Project (2013), six involved misidentification and three were a result of false confession. The North Carolina Center on Actual Innocence gives the background on five cases in North Carolina where individuals were exonerated using DNA evidence.

Westervelt and Cook (2013) report that there have been 31 exonerations in North Carolina in the modern era (i.e., since 1973). Only nine exonerees have received compensation as a result of N.C. General Statute 148-84 (compensation for wrongful conviction) and two have received compensation by filing suit. Additionally, Westervelt and Cook found that of the 13 individuals exonerated since 2008 (when the amount paid to those wrongfully convicted was increased to \$50,000), only two have received compensation by way of statute.

Similarly, since the creation of the North Carolina Innocence Inquiry Commission in 2007, 1,301 claims of factual innocence have been received, of which 1,113 have been closed (or have not met certain standards). Currently, 15 cases are in the investigation stage and seven have progressed to formal inquiry. Since 2007, the Innocence Inquiry Commission has heard only five cases, four of which have resulted in exonerations (North Carolina Innocence Inquiry Commission, 2013). While these cases exhibit the need to continue to address wrongful convictions, North Carolina has taken steps to address and remedy cases involving wrongful conviction.

How has North Carolina addressed this issue?

Eyewitness misidentification, improper forensic evidence, false confessions, government misconduct, informants/snitches, and bad lawyers are all common in wrongful conviction cases. Suggested reforms are

based on addressing each of these potential causes of wrongful convictions. Of all five categories of reforms that the Innocence Project tracks (2013) -- compensation law, DNA access, law, recorded interrogations, preservation of evidence, and criminal justice reform commissions -- North Carolina has laws addressing each. The general statutes pertinent to each reform are listed below.

NCGS 148-84 - Compensation to Persons Erroneously Convicted of Felonies

1. If an individual is wrongly convicted, because either the crime was not committed at all or the person did not commit the crime, they are entitled to \$50,000 per year (can be prorated) of wrongful incarceration, not to exceed \$750,000. To be entitled to compensation, the wrongly convicted individual must not have pleaded guilty (Westervelt and Cook, personal correspondence, 2013).
2. Within 10 years, an individual who meets the criteria of being wrongfully convicted and incarcerated above may receive job skills training and funds to cover expenses to attend any public North Carolina community college or constituent university in the University of North Carolina system.
3. Exoneration benefits are only received if the individual is exonerated by the North Carolina Innocence Inquiry Commission or if the Governor grants an individual a 'pardon for innocence' (Westervelt and Cook, personal correspondence, 2013).

NCGS 15A-269-270 - Request for postconviction DNA testing/ Post-test procedures

1. Allow for post-conviction DNA testing with expressed procedures for convicted defendants meeting certain requirements.

NCGS 15A-211 - Electronic recording of interrogations.

1. "Mandates the electronic recording of interrogations in homicide investigations."

NCGS 15A-268 - Preservation of biological evidence.

1. Requires the preservation of DNA evidence of certain crimes (homicide, sex offenses, assault, kidnapping, burglary, robbery, arson, or where the defendant receives a Class B1-E felony sentence) for anyone sentenced to death, life without the chance of parole, or the death of the convicted.

NCGS 15A-284.52 - Eyewitness identification reform.

1. Sets forth the procedures for conducting eyewitness identifications and remedies for noncompliance with the procedures.

NCGS 15A-1462-1466 - North Carolina Innocence Inquiry Commission.

1. Creates the North Carolina Innocence Inquiry Commission whose duty it is to act as an independent panel to examine individual cases of convicted/tried persons for factual innocence.

Have evaluations been conducted?

None to date. North Carolina has not evaluated exonerations or the impact of the legislative changes on exonerations.

Content expert recommendations (Westervelt and Cook, personal correspondence, 2013; Westervelt and Cook, 2013):

1. Focus must be on measures to prevent *and* remedy wrongful convictions. Wrongly convicted and incarcerated individuals must have access to post-release assistance (with regard to compensation, transitional services, and psychological assistance) with relative ease.
2. The establishment of a formal or legislative definition of exoneree that would enable an exonerated individual to receive immediate and long-term compensation for being wrongfully convicted and incarcerated. The limited and lacking definition of exoneree prevents many wrongly convicted individuals from gaining access to much needed assistance as soon as he/she can.
3. The immediate and automatic expunging and/or sealing of an exoneree's record to reduce possible discrimination in considerations for housing, employment, or other benefits.
4. The expansion of the current law on wrongful conviction compensation to include "more immediate transitional services" (housing, subsistence, transportation, and healthcare [mental, physical, dental, and substance abuse rehab])
5. The facilitation of an "exoneree reintegration network" that coordinates services to ensure every individual who is wrongly convicted receives any assistance needed and is successfully reintegrated back into society.

CJAC recommendations

It appears exonerations take considerable time. Evaluations should focus on understanding if an increase in funding should be considered (for resources/staff) to increase the speed at which investigations and formal inquiries are heard by the Innocence Inquiry Commission to be certain innocent individuals are not incarcerated for unnecessary time.

Additionally, future evaluations and research into the process of exoneration and appeal must take place. The 309 wrongly convicted individuals who have been exonerated from post-conviction DNA analysis country wide were incarcerated for an average of 13 years (The Innocence Project, 2013). According to the National Registry of Exonerations (2012), an average of 11.5 years passed between the conviction and exoneration of the 26 individuals exonerated in North Carolina. These findings point to the need to fully understand the process of exoneration and why it takes individuals wrongly convicted over 10 years to be exonerated. Attention should also be paid to the mental, psychological, and physical consequences of wrongful conviction.

1.7 Pretrial Services

Is this a concern in North Carolina?

The issue of overcrowding in jails is an ever-present challenge for many North Carolina sheriffs. According to the North Carolina Association of County Commissioners (Johnson, 2010), the state's total jail inmate population grew by 8.4 percent during 2009. Based on projections, the population of local jail inmates, many of whom are simply in jail awaiting trial, could surpass 25,000 by 2014. Johnson (2010)

estimated North Carolina's local detention facilities had a cumulative capacity just shy of 21,000. Pretrial services seek to offer courts information that would allow counties to efficiently manage jail overcrowding by providing appropriate supervision options.

In terms of average daily population for months in late 2009 and early 2010, 33 counties were identified as having inmate populations below 80 percent, seven of which are served by two regional facilities in North Carolina. Seventeen counties averaged populations between 80 and 100 percent capacity, while half (n=50) reported jails as being populated above 100 percent capacity - or in other words, overcrowded. In fact, roughly half (n=48) of counties were above capacity for at least 100 days and one-fifth (n=19) were overcrowded every single day of 2009. For the most part, counties continue to face fiscal shortfalls, thereby funding for correctional programs and detention continue to be concerns (Johnson, 2010). Pretrial service programs aim to relieve this jail crowding by creating a systematic approach for recommending release and supervision for defendants who pose minimal to no risk to the community while awaiting trial.

Are there any programs in North Carolina designed to address this issue?

Growth and lack of funding are two primary concerns that have led to more than one-quarter of North Carolina counties (n=30) implementing pretrial services. These programs are expected to expedite release of eligible defendants prior to trial, thereby reducing problems associated with population management and overcrowding. Programs across the state have different eligibility criteria with different levels of monitoring involved. Many offer referrals to education, employment, mental health, and/or substance abuse programs or services (North Carolina Sentencing and Policy Advisory Commission, 2011).

Based on fiscal year 2009-10 program data, pretrial service participants were admitted on a variety of offense types. Participants had charges comprised of violent (21.9 percent), property (28.9 percent), drug (14.0 percent), DWI (4.7 percent), and other/public order types of offenses (30.4 percent). These percentages are based on known offense types. Offense types were unknown for 6,234 admissions (4,514 were part of Mecklenburg County Pretrial Services).

Of 13,843 program terminations in fiscal year 2009-10, 11,130 (80.4%) were considered successful in that no arrest or violation occurred during participation. This is an increase from the 77.4 percent reported for fiscal year 2005-06 in a previous report (Yearwood, Tanner & Watts, 2008). Of unsuccessful terminations, only 222 (8.2 percent) were due to the defendant committing a new offense during participation in the program while 999 (36.8 percent) were due to violations of release conditions. Yearwood et al. (2008) analyzed the impact of pretrial release on supervised defendants, and local detention and judicial systems. In counties with pretrial programs in FY 2005-06, on average, jails would have been 35 percent overcrowded had programs not been in place within those jurisdictions. Similarly, if not for pretrial release programs in fiscal year 2009-10, an average county would have experienced almost 34 percent overcrowding. Please see Table 1.3.

Table 1.2

Impact of Pretrial Programs on County Detention Facility Populations (FY 2009-10) (Sources: NC Sentencing and Policy Advisory Commission, NC Department of Health and Human Services, Division of Facility Services).

County	Avg. Daily Detention Pop.	Rated Capacity	% Overcrowded	Avg. Daily Pretrial Pop.	% Overcrowded w/out Pretrial Programs
Brunswick	268	440	0%	125	0%
Buncombe	443	604	0%	200	6.5%
Caldwell	192	185	3.8%	26	17.8%
Columbus	173	192	0%	35	8.3%
Cumberland	572	568	0.7%	85	15.7%
Davie	48	72	0%	15	0%
Durham	614	736	0%	84	0%
Edgecombe	268	338	0%	85	4.4%
Gaston	502	584	0%	1050	165.8%
Greene	48	22	118.2%	5	140.9%
Guilford	928	807	15.0%	190	38.5%
Moore Day Reporting	126	110	14.5%	20	32.7%
Moore Electronic Release	126	110	14.5%	15	28.2%
New Hanover	469	672	0%	280	11.5%
Randolph	226	196	15.3%	80	56.1%
Robeson	420	410	2.4%	125	32.9%
Rowan	286	156	83.3%	265	253.2%
Surry	131	149	0%	35	11.4%
Wake Pretrial Services	1339	1312	2.1%	647	51.4%

Wake Electronic Monitoring	1339	1312	2.1%	74	7.7%
Yadkin	46	29	58.6%	15	110.3%
AVERAGE	407.8	428.8	0%	164.6	33.5%

From a cost savings perspective, pretrial service programs have shown to be beneficial. Data on a sample of seven pretrial services reveal that each program provides an average yearly cost savings of **just under \$1.3 million per program**, an increase from the estimated \$1.05 million savings computed by Yearwood et al. (2008). Only programs with complete FY 2009-10 data on average program daily population, cost per day per participant, average participation length and cost per day per jail bed were included in the sample.

Have evaluations been conducted?

While no formal evaluations have been conducted on individual programs, data obtained indicate that pretrial service programs have been effective in reducing reoffending as well as program costs.

Table 1.3

Cost comparison data for a sample of pretrial service programs vs. incarceration (FY 2009-10) (Source: NC Sentencing and Policy Advisory Commission).

County	Pretrial Service Programs				Incarceration		Savings
	Avg. daily pop.	Avg. cost/day/defendant	Avg. length of stay (days)	Total cost	Avg. cost/day/defendant	Total cost	
Buncombe	200	\$9.32	78	\$145,392	\$107.00	\$1,669,200	\$1,523,808
Columbus	35	\$6.25	300	\$65,625	\$50.00	\$525,000	\$459,375
Cumberland	85	\$2.21	30	\$5,636	\$65.00	\$165,750	\$160,114
Durham	84	\$8.19	91	\$62,604	\$96.72	\$739,328	\$676,724
Guilford	190	\$4.87	177	\$163,778	\$58.00	\$1,950,540	\$1,786,762
New Hanover	280	\$6.54	183	\$335,110	\$80.00	\$4,099,200	\$3,764,090
Orange/Chatham	50	\$1.75	132	\$11,550	\$65.00	\$429,000	\$417,450
AVERAGE	132	\$5.59	142	\$104,779	\$74.54	\$1,397,178	\$1,292,399

CJAC recommendations

Echoing the previous Yearwood et al. findings and recommendations from 2008, funds should be allocated to increase, or at minimum help sustain, the number of pretrial release programs across the state. Pretrial release programs were outlined in of the Criminal Justice Improvement committee's funding priorities in 2007, 2009 and 2010. Given the low average operating costs of pretrial programs in comparison to detention costs, funds should be re-established to create new programs and/or offset local costs for existing programs. Counties facing high levels of detention overcrowding should receive priority for establishing new programs.

1.8 Re-Entry Programs

Is this a concern in North Carolina?

In the 12 month period ending May 31, 2013, 22,482 state inmates were released from adult correctional institutions, 62,125 were released from community corrections programs including probation, and many thousands of inmates were released from local jails and detention facilities. Re-entry is the transition process from custodial care in a prison or jail incarceration or community corrections supervision back into local communities without supervision.

An estimated 700,000 inmates were released to their communities across the nation in 2007 (Gideon & Sung, 2010). The number of inmates incarcerated in North Carolina's prisons has risen from 20,662 in 1992 (NC DOC, 1993) to 38,104 in 2012 (NC DAC, 2013). With increased incarcerations there will be increases in the number of inmates released back to local communities. Appropriate programs and services must be in place to assist in their reintegration to help prevent recidivating.

The Bureau of Justice Statistics Correctional Survey from 2002 indicates that 1 in 32 adults were in jail, prison, or on probation or parole in 2002. Approximately 2 out of 3 people released from prison are re-arrested within 3 years of release (Langan & Levin, 2002). Nearly 1 in 3 released inmates have indicated some degree of physical or mental disability (Harlow, 2003) and 75 percent have some level of substance abuse problems with only a small percentage ever receiving any treatment while incarcerated (Ditton, 1999; Hammett, Roberts, & Kennedy, 2002). Nearly 70 percent lack a high school diploma and 40 percent have neither a GED or other high school equivalency diploma and only 1 in 3 ever complete vocational training while incarcerated (Harlow, 2002). Many communities lack the necessary resources to assist individuals transitioning from any level of custodial care to the community and the ability to bring together diverse groups to assist in this transition.

In addressing reentry programming, the National Research Council (2007) stated:

In addition to the effects of improved access to appropriate drug treatment programs, jobs and job training, and family support services, reentry programming shows promise in addressing issues and situations that may cause offenders to cycle in and out of prison. Reentry services and programs for releases focus on immediate needs, such as developing an individualized plan for the first few weeks and months after release; working with a case manager in the community; meeting housing, physical health, and mental health needs; and providing mentoring programs for support.

In March of 2012 in a statement to Congress seeking fiscal year 2013 budget allocation, the Director of the Federal Bureau of Prisons said, “most inmates need assistance with things such as job skills, vocational training, education, substance abuse treatment, and parenting skills if they are to successfully reenter society” (Samuels, 2012) About 66 percent of inmates have substance abuse or dependency issues, 24 percent have mental illness issues and approximately 50 percent of former inmates are not able to obtain employment within 7 to 10 months of release (GAO Inmate Reentry Programs, 2012).

The Re-Entry Policy Council (2005) recommends collaborations to maximize the value of existing funding, integrating systems, measuring outcomes and educating the public. The report indicates that communities should develop policies and programs that:

1. Provide smart release and community supervision decisions
2. Provide support for victims
3. Provide safe places for released inmates to live
4. Provide substance abuse programs
5. Provide services for physical and mental illness
6. Provide meaningful relationships (Mentoring and networking)
7. Provide training, education and jobs

Are there any programs in North Carolina designed to address this issue?

There are many programs that provide offender reentry services including pre and post release services for incarcerated offenders. As part of the Second Chance Alliance, the North Carolina Justice Center¹ provides numerous state and national resources for programs and offenders. Some of the programs in the state that have had success are listed below.

Project Re-entry programs promote the reduction of probation and post-release supervision violations by providing high-risk/high-need offenders with evidence-based counseling/treatment and related support services that can help them maintain crime-free living. Program services are provided both inside North Carolina prisons and in the community in collaboration with community partners: Cabarrus County Sheriff's Office, City of Statesville Housing Authority, Goodwill Northwest North Carolina, and Tri-County Industries, Inc. Project Re-entry assists former offenders returning to the community after serving prison sentences to avoid the potential pitfalls associated with life after incarceration. The mission of the program is to improve the reintegration of ex-offenders, reduce criminal justice costs and increase public safety (Piedmont Triad Regional Council, 2012).

¹ See <http://www.ncjustice.org/?q=second-chance-alliance/reentry-resources>

“Re-entry success or failure has implications for public safety, the welfare of children, family unification, growing fiscal issues, and community health. Our country’s high recidivism rates translate into thousands of new crimes committed each year, at least half of which can be averted through improved prisoner re-entry efforts. State taxpayers went from spending approximately \$9 billion a year on corrections in 1982 to \$60 billion in 2002.⁶ Yet, the likelihood of a former prisoner succeeding in the community upon his or her release is no better today than it was 30 years ago. It is clear that re-entry affects each one of us and must be addressed with a comprehensive and common sense approach.”

Rep. Robert Rortman, U.S. House of Representatives, (R-OH)

Project Re-entry begins working with inmates prior to their release through a structured, group-based curriculum that is offered in designated state prison facilities. In addition to providing valuable information and education, pre-release sessions also allow Project Re-entry staff to build trust and familiarity with inmates as they attempt to reconnect with the “outside” world. Inmates begin to think beyond the prison walls, overcome their emotional barriers and learn how to build healthy human connections.

Durham County Criminal Justice Resource

Center is a long-standing example of a non-residential day program. The department’s services focus on three goals:

- *Successful transitions* – deliver transitional services to former offenders and at-risk youth.
- *Improved public safety* – focus on post-release services which reduce recidivism and increase community safety and security.
- *Information sharing* – a database of service resources is shared with stakeholders especially court

officials.

The most critical service needs of clients are for housing assistance, substance abuse treatment and employment services which are provided by the CJRC connection to community resources. The CJRC Community Based Corrections program served 1964 clients from FY 07-10; 75 percent of program graduates had no arrests in the year following case closure (Criminal Justice Resource Center, 2012).

Leading Into New Communities in Wilmington, North Carolina, is a residential facility with 40 beds. The program provides direct services and is networked extensively to community resources providing essential transitional services which allow staff to serve a large clientele base consisting of both adult and juvenile clients. Their therapeutic community offers connections to housing, job skills training and jobs, education such as GED and literacy, intervention services to reduce criminal behavior, substance abuse treatment and mental and medical health services (Leading Into New Communities, 2013).

Program staff report serving 578 clients from 2002 to 2009 with 55 returning to prison. From 2009 to 2012, the program served 150 individuals with 7 returning to prison.

Triangle Residential Options for Substance Abusers: Serving over 400 clients, this program, located in Durham, North Carolina, is a self-sustaining residential program that teaches career and life skills. The program extends from immediate needs and aftercare, assisting clients with the transition from the criminal justice system to home in the community (TROSA, 2013). This program offers clients varying degrees of vocational training, education, peer counseling/mentoring, and aftercare.

Dismas Charities Inc. began in 1964, is a unique alternative to the criminal justice system. Healing the Human Spirit is their philosophy for both non-residential and residential treatment and supervision. Its

programming includes community services, local employers and a therapeutic environment (Dismas, 2013).

Have evaluations been conducted?

Project Re-Entry has evaluation data on their web portal ranging from simple input/output measures to more descriptive information for each of their programs. They offer the following information:

Pretrial Release Services (FY 11-12 Statistics)

Total number served	328
Successful/active participation rate	86%
Total jail bed days saved	32,189
Jail bed days savings	\$1.77 million

District Resource Centers (FY 11-12 Statistics)

Total number served:	181
Successful/active participation rate:	69%
Total in substance abuse treatment:	100%
Total employed:	68%

These data provide a clearer picture than just the number of people served and should be a minimal requirement of any GCC funded re-entry program.

CJAC recommendations

Reentry aftercare programs should be a priority. These programs seek to reduce incarceration rates and recidivism and lessen the burden on the criminal justice system. When implemented effectively with community collaborations, life skills can be provided that lead to individual responsibility and improved community safety.

1.9 Chemical Dependency among Offenders

Is this a concern in North Carolina?

The connection between crime and drug abuse is well known. Consider that in North Carolina, during FY 2011-12, of the total number of 20,056 offenders who were screened for chemical dependence, 62 percent indicated a need for intermediate or long-term substance abuse

treatment. Of those in need, 71 percent were referred to intermediate or long-term substance abuse treatment programs (NC Division of Adult Correction, 2013). Unfortunately, due to a lack of resources, only one in four inmates in need of long-term programs actually made it into a treatment program (NC Division of Alcoholism and Chemical Dependency Programs, 2012).

Are there any programs in North Carolina designed to address this issue?

Yes, the Division of Alcoholism and Chemical Dependency Programs (ACDP), housed under the N.C. Department of Public Safety, has a mission to deliver effective substance abuse treatment services to eligible offenders within the North Carolina Department of Public Safety when deemed chemically dependent and appropriate. Currently, the Division operates two community-based residential treatment programs and several prison-based programs that provide intermediate and long-term services. A recent report by the Division indicates a shortage of treatment beds, as the number of substance abuse treatment slots has decreased by almost one-fifth over the last decade (North Carolina Department of Public Safety, 2012). This is a concern as long-term treatment demands continue to exceed supply. During FY 2010-2011 alone, males in need of long-term services only had an 18 percent chance of being assigned to one of the Division's prison-based long-term treatment program.

Have evaluations been conducted?

As a follow-up to their 2007 legislatively-mandated evaluation, the ACDP, in collaboration with the former DPS Office of Research and Planning, evaluated each type of treatment program for key outcomes (NC Department of Public Safety, 2012). Highlighted findings included:

- DACDP community residential programs, intermediate programs, and prison-based long-term programs for male offenders reduced recidivism among program participants exiting in FY 2007-2008 at a rate that is statistically significant.
- DACDP intermediate and private long-term programs for female offenders reduced recidivism among program participants exiting in FY 2007-2008 at a rate that is statistically significant.
- DACDP community residential programs for males and DACDP intermediate programs overall showed statistically significant reductions on criminal thinking traits as measured by a nationally accepted indicator.

In a review of literature by the Washington State Institute for Public Policy (WSIPP), findings show that, as a whole, drug treatment for adults delivered during incarceration has a greater effect on reoffending among offenders in comparison to drug treatment delivered in the community (WSIPP, 2012). It is estimated that drug treatment programs provided during incarceration have a benefit-to-cost ratio of \$4.79, with virtually no risk of failure.

On the other hand, if chemically dependent adult offenders are to be managed in the community, research shows the application of swift and certain sanctions to have a larger effect on crime reduction in comparison to the use of more severe punishment when offenders fail. Overall, drug treatment delivered in the community provides an estimated \$5.45 benefit-to-cost ratio. Specifically, therapeutic communities, similar to the community-based residential treatment programs operated by the ACDP, have a benefit-to-cost ratio of \$4.45. Furthermore, programs that provide swift and certain sanctions for substance-abusing offenders, such as the H.O.P.E. project in Hawaii, offer a \$3.95 benefit-to-cost ratio. Lastly, while traditional drug courts have a lower benefit-to-cost ratio (\$1.77), they also provide positive results in relation to their cost.

A review of existing literature demonstrates that chemical dependency treatment, regardless of delivery method, saves money and reduces re-offending among offenders (WSIPP, 2012).

CJAC recommendations

To help address the growing gap between needs and services, the CJI committee should continue to fund initiatives which address chemically dependent offenders under community supervision and incarceration. Given the low risk of failure, in terms of a positive return on investment, community-based treatment programs targeting populations who have co-occurring disorders, are misdemeanants, and/or are frequently in and out of the criminal justice system should be strongly considered.

Crime Victims' Services

2.1 Human Trafficking

Human trafficking is a criminal justice conundrum. The majority of reports only provide estimates of the number of people victimized by human traffickers. Worldwide, the numbers range from a high of 2.5 million down to 600,000 to 800,000 annually, with between 14,500 and 17,500 trafficked in the United States (U.S. State Department, 2004). However, fewer than 2,000 victims have been identified in this country since 2000 (Mattar & Van Slyke, 2010). The inability to identify trafficking victims creates another problem: if victims cannot be identified, neither can the offenders who are, in essence, enslaving people for their personal profit or benefit (Farrell, et al. in Mattar & Van Slyke, 2010). Without reliable knowledge of the extent of human trafficking and the number of persons affected by it, there is no way to obtain an accurate count of the number of victims or perpetrators (Pennington, Ball, Hampton and Soulakova, 2009). As Tyldum noted, if there is no precise estimate of the number of people affected by or involved in human trafficking, there is no way to effectively respond to it (2010).

With the increased emphasis over the past two decades of cracking down on drug traffickers, criminal gangs and organizations are turning to sex trafficking for financial gain (Johnson, 2011; Lederer, 2011; Saunders & Valenzuela, 2013). Unlike drugs, girls can be used more than once, and it is the girls, not the traffickers, who run the greatest risk of being caught and prosecuted (Lederer, 2011). As noted in recent news reports, domestic trafficking is also an issue, with people 'enslaving' individuals to perform domestic work by using intimidation, physical abuse and/or threatened deportation to ensure the compliance of victims (Dienst & Cergol, 2013; Federal Bureau of Investigation, 2013a).

Human trafficking is different from other crimes in that it is harder to identify, there tends to be prejudice against the victims and trafficked individuals have greater needs. There are fewer resources identified specifically for trafficking victims. In addition, there is fear not only for their personal safety but for the safety of their families. To compound the problem, victims typically have limited access to justice and the cases are much more complicated (Logan, Walker, and Hunt, 2009). There is a huge gap between the number of identified victims of human trafficking, the number of individuals arrested for human trafficking violations and the estimates of the number of people trafficking into and within the United States (Clawson, Dutch, Salomon & Goldblatt-Grace, 2009).

Is this a concern in North Carolina?

According to the Polaris Project, trafficking cases in North Carolina have increased from 27 reported in 2011, to 35 reported in 2012. While this number may seem low, it may be a result of the problems inherent in identifying victims of human trafficking, including the limited training law enforcement officers receive on human trafficking (Sullivan, 2010). The National Human Trafficking Hotline received 20,652 calls nationwide in 2012. Of those calls, 512 were related to trafficking cases in North Carolina (Polaris Project, 2013).

Table 2.1

Types of Trafficking in Investigated Cases in North Carolina in 2012 (Polaris Project, 2013).

Trafficking Type	Number of Cases
Agriculture/Farms	1
Commercial Front Brothel	2
Domestic Work (childcare, housekeeping)	1
Escort Service / Delivery Service	1
Housekeeping / Cleaning Service	1
Other Small business	2
Personal Sexual Servitude	1
Phone Chat Line	1
Pimp	14
Residential Brothel	2
Sex – Other	5
Truck Stop	1
Not Specified	3
Total	35

The preliminary results of a survey of law enforcement officials conducted by the CJAC in 2013 attained a 30.1 percent response rate (out of 393 agencies surveyed). Only one agency responded that human trafficking was widespread in its jurisdiction. Most agencies indicated that trafficking was nonexistent (36.4 percent) or that they did not know the extent of trafficking in the area (28.9 percent). Just over one-fourth (25.6 percent) stated that it was rare, while 8.3 percent said they occasionally encountered human trafficking. Of the agencies reporting, only three (2.5 percent) indicated that they had a unit specifically dedicated to investigate human trafficking.

More than half of the law enforcement agencies (55.4 percent) reported receiving training in how to identify individuals being trafficked. Fifty-four agencies (44.6 percent) indicated that had not received any training concerning human trafficking. Five agencies indicated that all officers had received some training in human trafficking and five were unsure how many officers had received any trafficking-related training. Between one and five officers received training in 19 of the reporting agencies, while 29 responded that more than five officers were trained. In a later question, half of the (50.0 percent)

respondents indicated that the barrier encountered most frequently was the lack of training to recognize human trafficking.

Only eight agencies (7.0 percent) have a formal protocol or policy in place to address cases of human trafficking. The majority – 93.0 percent – do not have any policies in place. Only one agency stated that they had a policy in place in 2006; the remaining agencies enacted policies since 2010. In a later question, 28.6 percent of the agencies surveyed indicated that the absence of or protocols to identify trafficking was a limitation.

A 2010 survey of victims' service agencies conducted by the CVS committee in conjunction with the CJAC indicated 89 agencies that work with victims of trafficking. Again, one of the critical needs addressed in the survey concerned training for law enforcement officers in recognizing human trafficking (Sullivan, 2010).

Are there any programs in North Carolina designed to address this issue?

In the Grants Enterprise Management System (GEMS) there are currently three grants addressing human trafficking. Two of those specifically address sexual trafficking. The third grant focuses on developing statewide efforts to combat human trafficking through training. Grant objectives for all three grants concentrate on increasing training and improving the level of service provided to trafficking victims. All three are also funded through the Violence Against Women Act (VAWA) funding, which means that none of the three provide services to male victims of trafficking. Evaluation methods for each of the grants involved documenting the number of people attending training and qualitative surveys to determine if the level of service has improved or if the level of knowledge has increased. One agency also indicated that a 10 percent increase in membership in their organization, the implementation of two additional rapid response teams and the hiring of personnel (one part-time) would be used as an evaluation measure.

In North Carolina, several agencies are active in both raising awareness of and combatting human trafficking, including the North Carolina Coalition Against Human Trafficking (NCCAHT), the Salvation Army, Legal Aid of North Carolina and other victims' agencies. Other agencies that work with migrant and seasonal farmworkers are also active in uncovering victims of labor trafficking. Both the Salvation Army and NCCAHT have applied for grants related to human trafficking in the past (GEMS, 2010).

Have evaluations been conducted?

No evaluations have been conducted on prior grants related to human trafficking. Three grants are currently open (NCCAHT, N.C. Coalition Against Sexual Assault, and Children's Advocacy Centers of North Carolina), while the Salvation Army has been awarded a grant for the 2013-2014 grant cycle (GEMS, 2013).

CJAC Recommendations

Human trafficking is increasing at the national level and North Carolina has been indicated as one of the top eight states in the country for trafficking (N.C. Coalition Against Human Trafficking, 2013). The level of awareness of human trafficking needs to be raised in the state. Also, law enforcement and victims' agencies need training to recognize human trafficking. The issue of human trafficking could come under the scope of the Crime Victims' Services (CVS) committee or the Criminal Justice Improvement (CJI) committee, depending upon the approach. Training and the development of protocols for law enforcement agencies to address trafficking could be addressed by either committee, while services to assist victims of trafficking would fall under the CVS committee.

2.2 Services for Domestic Violence and Victims of Sexual Assault

While the incidence of domestic violence and sexual assault appears to be declining, it is still a critical issue that requires specific services to assist victims. Between 1995 and 2010, the U.S. Department of Justice estimated that the annual rate of female rape or sexual assault victimizations nationwide declining 58 percent (from 5.0 victimizations per 1,000 females age 12 or older in 1995 to 2.1 per 1,000 in 2010 (U.S. Department of Justice, 2013a). At the same time, domestic or intimate partner violence also showed a decline of more than 60 percent nationally between 1994 and 2010 (U.S. Department of Justice, 2013b). However, data collected by the N.C. Council for Women indicates an increase overall in both reports of domestic violence and in sexual assaults since 2004-2005, despite a decline reported between 2006 and 2008 (N.C. Council for Women, 2013).

Is this a concern in North Carolina?

In discussing programs priorities with the Crime Victims Services (CVS) planning staff in 2012, they indicated a strong need for wrap-around services, including long-term transitional housing, law enforcement support and legal support in the court system. Currently, no state or non-profit organization maintains records of agencies or organizations that provide wrap-around services to victims of domestic violence or sexual assault. Likewise, there is no record of which law enforcement agencies have dedicated domestic violence or sexual assault officers trained in working with these victims. Transitional housing continues also to be a critical resource for victims of domestic violence (N.C. Coalition Against Domestic Violence, 2013).

As noted previously, while the national trend indicated a decline in the occurrence of domestic violence and sexual assault, data in Figures 1 and 2 indicate that incidents are on the increase in the state, despite a decline between 2006 and 2008.

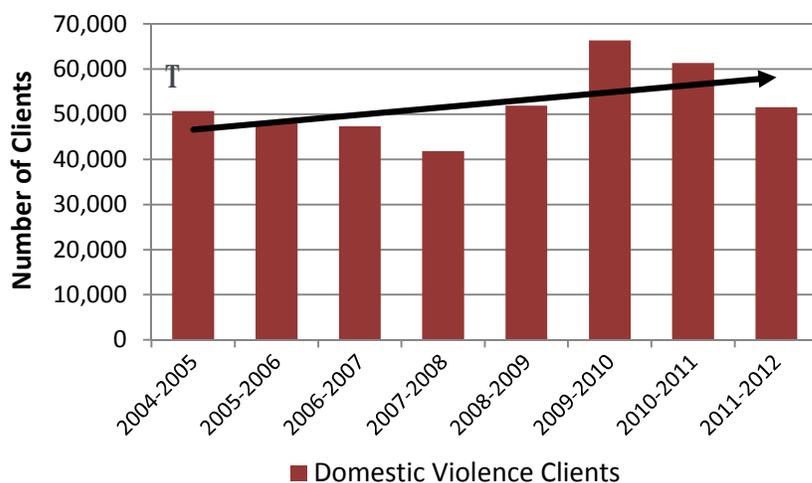


Figure 2.1

N.C. Council for Women: Number of Domestic Violence Clients Reported in North Carolina by Program Year.

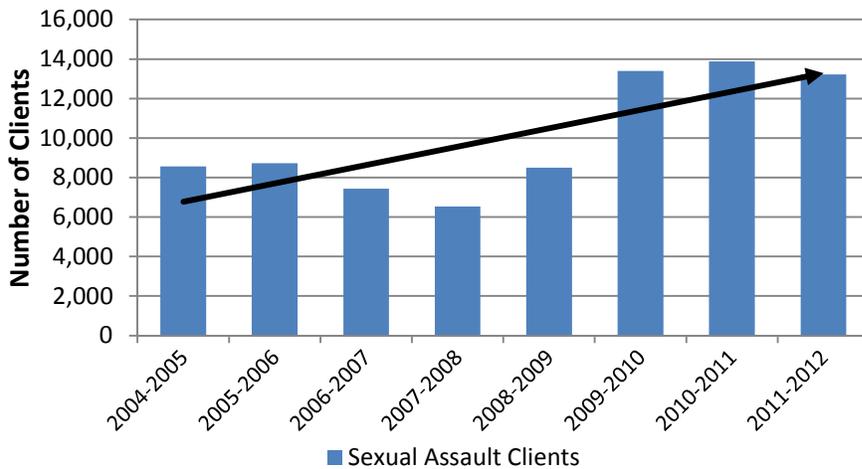


Figure 2.2
N.C. Council for Women: Number of Sexual Assault Clients Reported in North Carolina by Program Year.

As indicated in Figure 2.3, most counties in the state have access to domestic violence or sexual assault services and emergency shelter. In the eastern region of the state and one western location, a few key counties provide services for a number of neighboring counties.

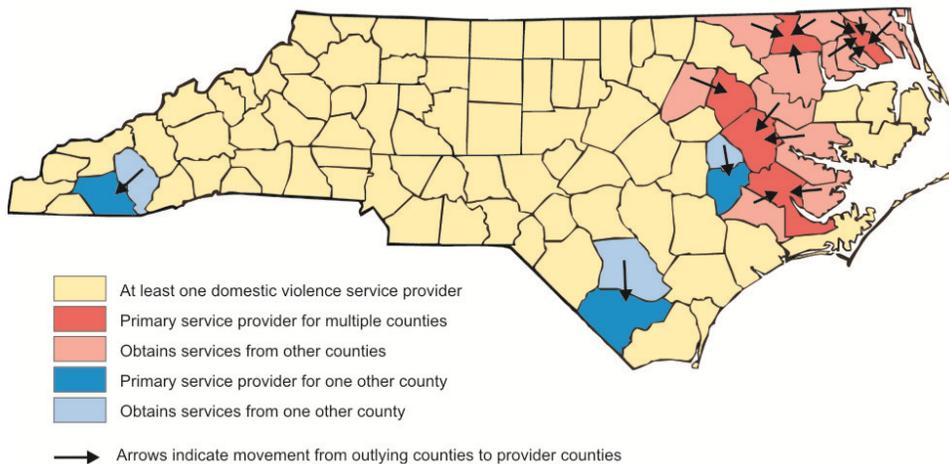


Figure 2.3
Domestic Violence Services Available in North Carolina, by county.

While transitional housing is available in the state, a limited number of programs work with domestic violence victims. Based on information from NCCADV, three service providers have had to drop transitional housing programs due to funding cuts. Only 11 agencies in the state currently provide transitional housing to victims of domestic violence or sexual assault (NCCADV, 2013). Figure 4 indicated current transitional housing programs available to victims of domestic violence. Those programs that have or will be closing in the near future are also indicated.

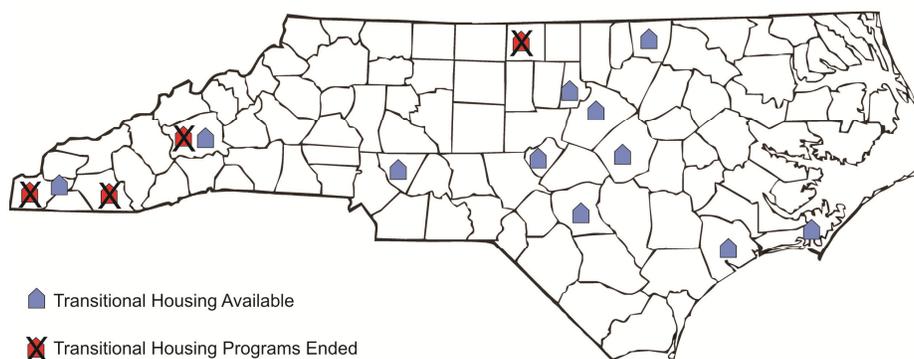


Figure 2.4
Transitional Housing Available in North Carolina, by county.

Are there any programs in North Carolina designed to address this issue?

In 2012-2013, the Governor’s Crime Commission (GCC) awarded funding for 215 CVS grants totaling more than \$16.3 million. For the 2013-2014 grant cycle, the commission was able to award 136 grants totaling just under \$13.3 million. This represents a 20 percent decrease in funding. With the continued decrease in the amount of funds available, it is critical that necessary and cost effective programs be funded.

The NCCADV is in the final stages of development of a statewide data collection system – the WS Database – that will collect information about the types of services provided by domestic violence and sexual assault service providers. The system, funded through the Governor’s Crime Commission, will also provide methods for measuring data to determine the impact and effectiveness of the services provided to victims. The final roll-out of the project should assist in more effective evaluation and assessment of victims’ services programs.

Have evaluations been conducted?

Current grant application processes require agencies applying for grants to provide an evaluation measure. Most agencies use the count of individuals served or the percent of clients’ served who reach a proposed goal (designated by the grant recipient). According to the Bureau of Justice Assistance’s Center for Program Evaluation and Performance Management (2013), effective process measures include the number of clients served and related numerical measures. Effective outcome measures focus on measurable changes, such as the change in the usage of program services, a decrease in the incidence of physical abuse or an improvement in how the system functions (i.e. more clients seen, shorter waiting times, etc.). If and when the WS Database is fully implemented, information gained from the system could provide information that could be used to evaluate programs and to assess the need for services in certain geographic areas of the state, as well as providing a more accurate idea of those agencies that provide wrap-around services (N.C. Coalition Against Domestic Violence, 2013).

CJAC Recommendations

The Governor’s Crime Commission has awarded funding to numerous sexual assault and domestic violence service programs through the years (GEMS, 2013). There has been no evaluation of these projects conducted to date. Evaluations should be conducted to assess the effectiveness of the programs or the ability of certain programs to be replicated across the state. Data obtained from these evaluations could be used by the members of the commission to make more informed decisions on future program funding.

2.3 Elder Abuse

Is this a concern in North Carolina?

In 2011, 19.1 percent of the total population of North Carolina was 60 and over. Currently, 53 counties had more people 60 and over than age 0-17 in the state. In 2031 this number is projected to increase to 86 counties (N.C. Division of Aging and Adult Services, 2012). With this increase in numbers, also comes a potential increase in the cases of self-neglect, caretaker-neglect, abuse, and exploitation of older adults in the state.

Table 2.2

Reported cases of elder abuse in selected years from 2007-2011 (NC DAAS, 2011).

APS Statistics	2007	2008	2009	2011
Reports received	14,177	15,337	17,073	19,635
Reports evaluated	6,786	8,117	9,252	10,929

Adult Protective Services (APS) of North Carolina has seen increasing numbers of calls regarding elder abuse over the last few years. In 2009, the Division of Aging and Adult Services (DAAS) surveyed all county Departments of Social Services (DSSs) to ask them about the impact of the increasing number of calls regarding elder abuse. They found that 67 percent of the county DSSs had seen an increase in the number of first-time APS cases and 51 percent were seeing increases in the number of repeat APS cases. These increases were coming at a time when 51 percent of the county DSSs were experiencing reduced funding and another 15 percent expected a reduction in funding in the next six months (DAAS, 2009). Since 2009, the number of calls has only continued to increase.

Some programs have been implemented elsewhere in the country. Wilson, Ratajewicz, Els and Asirifi (2011) discuss two approaches: Family Care Conferences and Interdisciplinary Abuse Teams. Family Care Conferences are defined as “an elder-focused, family-centered, community based intervention for the prevention and mitigation of elder abuse” (Bernard, 2013). Research studies on Family Care Conferences suggest that programs could stop the abuse with the added benefit of increasing awareness of

elder abuse and strengthening the support network of the abused elder, which again ensures that abuse will not continue (Wilson et al, 2011).

Another approach is for community nurses, other health professionals, and other community leaders to work together to place Interdisciplinary Abuse Teams in primary care clinics and hospital emergency departments. They would train staff to spot elder abuse and to coordinate all of the short and long term resources to assist the victim (Wilson et al, 2011). The Ohio Elder Abuse Task Force put together an Elder Abuse Interdisciplinary Team Manual² in 2004. The manual thoroughly discusses how to assemble such a team, the composition of the team, and provides sample letters and worksheets for each step of the process.

Ultimately, both of these approaches need further research studies and further program evaluations to be conducted and neither can be considered “evidence-based” at this point in time, just promising.

Are there any programs in North Carolina designed to address this issue?

The National Center on Elder Abuse recognizes three programs in North Carolina.

Help, Incorporation: Center Against Violence: Domestic violence/sexual assault agency offers direct services to elderly and disabled clients, including crisis intervention, advocacy, case management, home visits, emergency shelter with handicap accessibility, coordination of multidisciplinary elder abuse team, professional trainings, and in-services trainings to healthcare providers.

Strategic Alliances for Elders in Long Term Care (SAFE in LTC): Multidisciplinary taskforce created to raise awareness about and address the issue of crimes committed in long term care facilities against elderly and disabled. The taskforce is the creator of a multi module written curriculum (training manual) entitled Investigating Crimes in Long Term Care Facilities - Voiceless Victims. This training manual was created for law enforcement investigators and detectives. The taskforce conducts the three day training at the two NC Justice Academy training sites on a regular basis and alternate locations and subject matter on special requests.

UNC Hospitals Beacon Child and Family Program: Provides services to victims of abuse, including elder abuse. The program provides training to healthcare providers to identify abuse, obtain appropriate history, complete assessment and make referrals, and also coordinates referrals with other agencies.

Though these programs mention that some evaluation has been done and their models have been replicated across the state, no substantial data report could be located so that a thorough examination of their evaluation method could be undertaken. Therefore it remains unclear how effective they might be.

CJAC recommendations

Elder abuse appears to be an increasing problem in North Carolina. Considering the aging of the population it would be helpful to develop elder abuse services. The current GCC funded elder abuse

² This manual can be found here: <http://oacbha.org/wp-content/uploads/2009/07/iteammanual.pdf>

program should be carefully evaluated to help determine ways to improve effectiveness. It would be helpful to build an evaluation component into programs supported by GCC.

2.4 Underserved Victims of Crime

Underserved victims can be defined by the types of crimes they have experienced or by demographic characteristics. For the purposes of the Victims of Crime Act (VOCA) program as it is administered in North Carolina, underserved victims can be defined as:

- Victim groupings that have been overlooked in the past yet deserve equal OR special consideration and services. Examples include, but are not limited to: victims with mental disabilities/disorders, teen victims, elderly victims, etc.
- Underserved victims may be further distinguished by:
 - Crime type. Examples include, but are not limited to: violence against teens, survivors of homicide victims, victims of elder abuse, victims of assault, robbery, gang violence, hate or bias crime, impaired driver, aggressive drivers, robbery, economic exploitation, fraud, cyber-crime and/or human trafficking, etc.
 - Demographic characterizations. Examples include, but are not limited to: racial or ethnic minorities, senior citizens, non-English speaking residents, persons with physical or mental disabilities/disorders or the geographically isolated (rural or remote areas).

A detailed report on underserved victims of crime has been separately assembled by the Criminal Justice Analysis Center. Please see this separate report for further specific information.

2.5 Child Abuse and Neglect

Is this a concern in North Carolina?

Based on reported figures, annually, about five percent of the youth population is subject to child abuse and/or neglect. In fact, on average three percent of children are reported as abused and/or neglected for the first time ever each year. Meanwhile, re-reported children represent about 2.8 percent of the overall child population. As these numbers may be surprising, consider that researchers suggest that official statistics of actual abuse counts often differ greatly with many factors affecting both initial reporting and re-reporting.

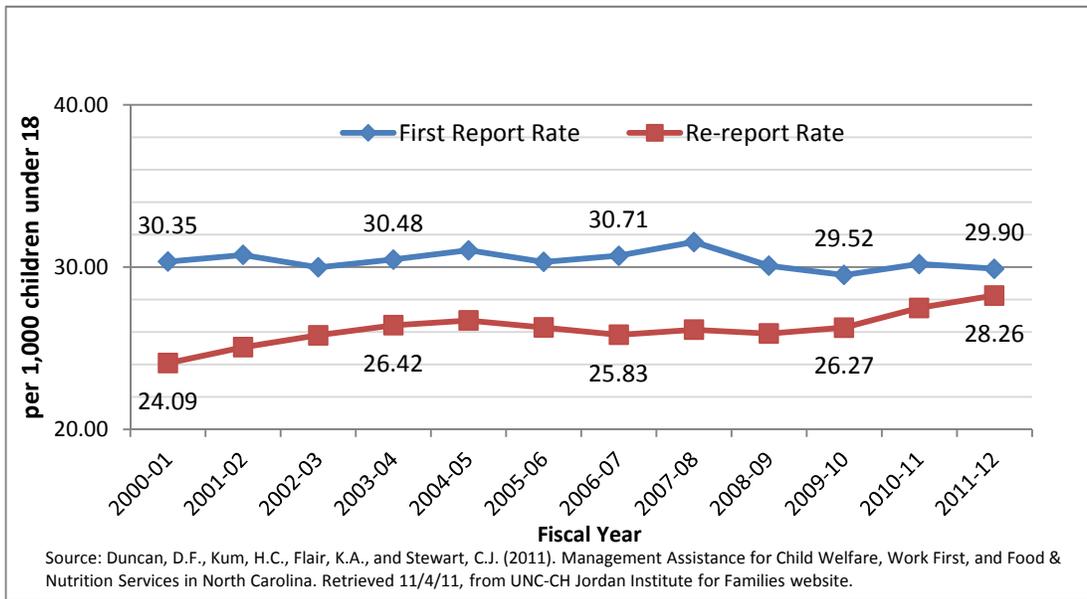


Figure 2.5

Rate of children with a report of abuse or neglect in North Carolina (FY 2000-01 through FY 2011-12).

Are there any programs in North Carolina designed to address this issue?

There are many programs in place already in North Carolina to address this particular issue. Child abuse and neglect services have been a funding priority for the Crime Victims Services (CVS) committee throughout the years. Under federal guidelines, states are required to allocate a minimum of 10 percent of their VOCA funds towards providing services to victims of child abuse. For Fiscal Year 2013-14, the GCC awarded just under \$2 million in grants that will provide direct services to this population. Of late, grants under this funding priority have typically supported Child Advocacy Centers (CACs).

Child advocacy centers (CAC) are community-based facilities designed to coordinate services to victims of nonfatal abuse and neglect, especially in cases of child sexual abuse and severe physical abuse. Reducing trauma to victims that may result from agency intervention is a main goal of CACs. These advocacy centers enhance positive outcomes by bringing professionals together in one location, assigning a child advocate who monitors the child's case through various systems, and facilitating case reviews that promote both formal and informal discussion of progress.

Have evaluations been conducted?

No formal evaluations of GCC funded CACs have been conducted; however there have been a handful of studies conducted on the efficacy of CACs. One study examines the different practices used by Child Advocacy Centers (CACs) in response to child sexual abuse (U.S. Department of Justice, 2008). The evaluation names and compares the results of the different methods showing how effectively the different approaches identify the proper treatment for each child. The study shows that CACs offer more services to the child and family in comparison to communities without a CAC. Findings for a handful of outcomes include:

- **Mental health services** -- 72 percent of CAC cases documented a referral for mental health services versus 31 percent in comparison community cases;
- **Joint investigations** -- 81 percent of investigations in CACs were joint police and child protective investigations compared with 52 percent in comparison communities;
- **Case review** -- 56 percent of CAC cases had multidisciplinary case review, compared with 7 percent in comparison communities;
- **Forensic interview location** -- 83 percent of CACs held interviews in center facilities designed for interviewing children, while 75 percent of interviews in comparison communities were conducted in child protective agencies, schools, police stations, or children's homes; and
- **Medical exams** -- 48 percent of children in CAC cases received a forensic medical exam, compared with 21 percent in comparison communities.

Lastly, the study describes CACs as an essential tool that can be used and utilized to help coordinate agencies and involve police with child protective services with the ability to facilitate other services and medical exams (U.S. Department of Justice, 2008).

CJAC recommendations

Child Abuse and Neglect Services is one of the funding priority areas for the Crime Victims' Services Committee. Given the prevalence of child abuse and neglect, coupled with the federal requirements for VOCA funds, evidence-based programs that provide direct services should be funded. If funded, CACs should be strongly encouraged to consult the 2004 released National Institute of Justice manual on proper data collection protocol to aid in future evaluations of those programs (U.S. Department of Justice, 2004).

Juvenile Justice

3.1 Cyber-bullying among Youth

Is this a concern in North Carolina?

Yes: of the 50 cases filed since N.C. General Statute §14-458.1 was enacted on December 1, 2009, over three-fourths (n=38) of case have involved offenders under the age of 18 years old (P. Tamer, personal communication, April 27, 2012). While overall case numbers are relatively meager, cyber-bullying is an emerging yet underreported issue -- particularly amongst juveniles. A recent report suggests that over 1.52 million students nationwide, between the ages of 12 and 18, reported being victims of cyber-bullying in school year 2008-09. This equates to six percent of the overall student population for that given year. Upon closer examination, roughly 20 percent of student crime victims of theft and/or violence also reported being bullied by electronic means (this includes the Internet, e-mail, instant messaging, text messaging, online gaming, and online communities). In comparison, only 5.5 percent of non-victim students admitted to being cyber-bullied (National Center for Education Statistics, 2011).

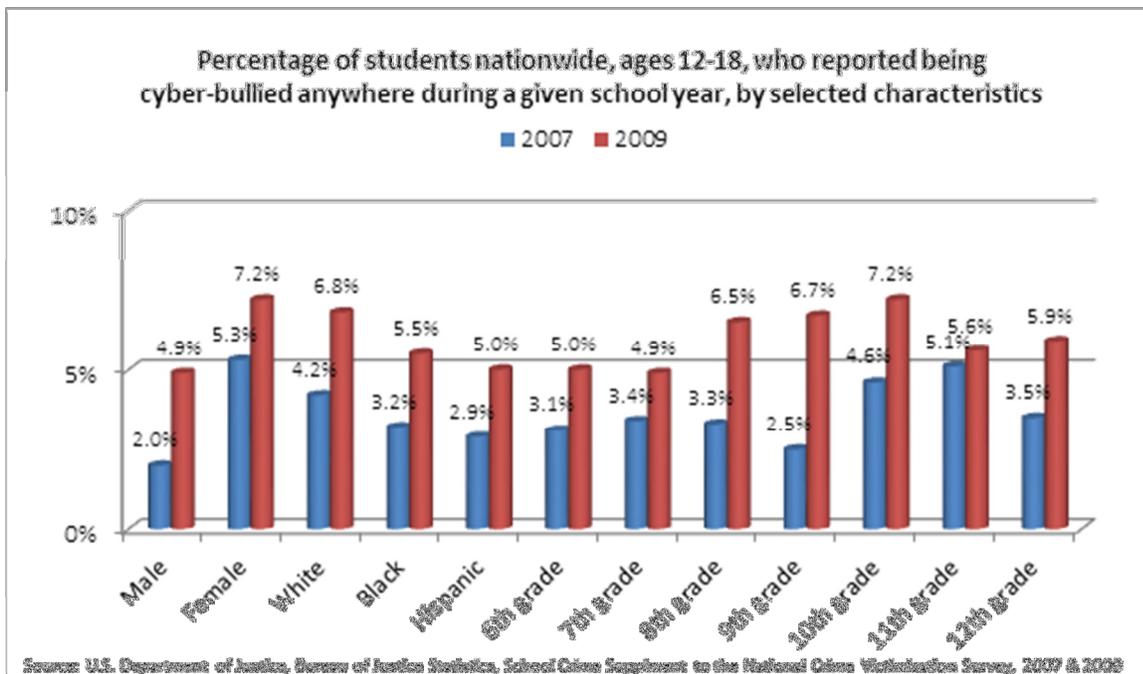


Figure 3.1

Percentage of students nationwide who reported cyberbullying in 2007 and 2009 (National Center for Education Statistics, 2011).

For those students, ages 12-18, who reported being cyber-bullied during the 2008-09 school year, roughly two-thirds were victimized once or twice during the school year. Over 16 percent reported being victimized at least once per month; one in ten was victimized weekly. The remaining 5.6 percent were bullied electronically almost every day. Only 32 percent of cyber-bullied students choose to notify an adult at school of situations (National Center for Education Statistics, 2011).

A synthesis of peer reviewed articles published prior to the summer 2011 reveals that teen cyber-bullying victimization rates, and for that matter, offending rates, vary greatly. For victimization, rates ranged from a low of 5.5 percent to a high of 72.0 percent. Meanwhile, rates for offending ranged between 3.0 percent and 44.1 percent. The average victimization and offending rates were found to be 24.4 percent and 18.3 percent respectively (Patchin, 2012).

During school year 2009-10, roughly one in five public middle and high schools nationwide experienced problems with cyber-bullying at or away from school at least weekly. For both levels of schools, about 10 percent indicated that the school environment was affected by cyber-bullying. About eight percent of public schools indicated that cyber-bullying took place among students. Schools indicating high levels of cyber-bullying problems tended to have large student enrollments, high proportions of White students, low proportions of students eligible for free or reduced-price lunch, and/or high student/teacher ratios (National Center for Education Statistics, 2011).

A recent study in Chapel Hill, North Carolina found that 18 percent of students surveyed reported being a victim of cyberbullying. Additionally, 79 percent of those students did not report being bullied. Addressing bullying is essential; however, we must encourage the reporting of bullying as well so it can be addressed.

Are there any programs in North Carolina designed to address this issue?

Anti-bullying programs do exist in North Carolina, such as the Bully Expert in Winston-Salem. North Carolina schools have also participated in national anti-bullying campaigns such as Rachel's Challenge (WCNC.com, 2013). Several private entities have partnered with D.A.R.E. in 2008 to create an educational program that provides children, in grades 5 and 6, with the knowledge and tools to respond to a cyber-bullying situation. After one year, results appeared promising in regards to 1) youth recognition of the importance of notifying adults when victimized and 2) identifying effective responses to cyber bullying scenarios (Brands, 2009).

A few years ago, the Peaceful Schools North Carolina project was started, using the principles of the Create a Peaceful School Learning Environment (CAPSLE) program to minimize bullying and violence in schools (Peaceful Schools NC, 2013). CAPSLE is implemented as a school-wide intervention, involving all parties within the school system with the teacher leading the implementation. In a randomized, control trial CAPSLE was found to reduce aggression and improve classroom behavior in third to fifth graders in the program (Fonagy, Twemlow, Vernberg, Nelson, Dill, Little, & Sargent, 2009).

The National Registry of Evidence-based Programs and Practices (NREPP) analyzed the quality of the behavioral measures used in CAPSLE, intervention fidelity, and the appropriateness of the analysis completed in the program evaluation. Overall, NREPP³ gave the CAPSLE program and evaluation an average of a 3.2 score out of 4 (NREPP, 2013).

Anti-bullying programs have also been developed in other states. Steps to Respect is a research-based, comprehensive bullying prevention program developed for grades 3 through 6 by Committee for Children, a nonprofit organization dedicated to improving children's lives through effective social and

³ Available here: <http://www.nrepp.samhsa.gov/ViewIntervention.aspx?id=313>

emotional learning programs. The program is designed to decrease school bullying problems by 1) increasing staff awareness and responsiveness, 2) fostering socially responsible beliefs, and 3) teaching social-emotional skills to counter bullying and to promote healthy relationships. The program also aims to promote skills (e.g., joining groups, resolving conflict) associated with general social competence. In sum, the program is designed to promote a safe school environment to counter the detrimental social effects of bullying (Find Youth Info, 2013).

The Steps to Respect program has been evaluated on three separate occasions. Frey, Karin, Miriam, Van Schoiack-Edstrom, and Snell (2009) conducted a longitudinal extension of a randomized control trial of the Steps to Respect program. Following the first evaluation, Low, Sabina, Frey, and Brockman (2010) evaluated the program's impact on reducing playground relational aggression, as well as the moderating role of normative beliefs and perceived friendship support on changes in aggression and victimization. A third evaluation was conducted by Brown, Low, Smith, and Haggerty (2011) which involved a randomized, controlled trial of Steps to Respect in thirty three California elementary schools. In each of the three evaluations, the Steps to Respect program showed positive results though a decrease in the amount and the intensity of the bullying, though this varied in the size of the effects and by types of bullying behavior.

The KiVa Antibullying Program is a school-based program delivered to all students in grades one, four, and seven. It was designed for national use in the Finnish comprehensive schools and the goal is to reduce school bullying and victimization (Find Youth Info, 2013). As noted on the Find Youth Info website, the central aims of the program are to:

- Raise awareness of the role that a group plays in maintaining bullying
- Increase empathy toward victims
- Promote strategies to support the victim and to support children's self-efficacy to use those strategies
- Increase children's skills in coping when they are victimized

The program is a whole-school intervention, meaning that it uses a multilayered approach to address individual-, classroom-, and school-level factors. The curriculum consists of 10 lessons that are delivered over 20 hours by classroom teachers. The students engage in discussions, group work, and role-playing exercises. They also watch short films about bullying. Each lesson is constructed around a central theme, and one rule is associated with that theme; after the lesson is delivered, the class adopts that rule as a class rule. At the end of the year, all the rules are combined into a contract, which all students then sign (Find Youth Info, 2013).

This program was evaluated by Kärnä, Voeten, Little, Poskiparta, Kaljonen, and Salmivalli (2011) to assess the effectiveness of the program in reducing school bullying and victimization in grades four through six. At the end of the program, students in KiVa schools experienced significantly lower levels of bullying than students in control schools. Students in KiVa schools also had significantly lower levels of self-reported victimization than students in control schools.

The No Bullying Live Empowered (NoBLE) Program is a Beaumont Children's Hospital program providing integrated education, guidance and support for bullied children and families affected by bullying. They focus on meeting the needs of all youth exposed to bullying; recognizing that victims, witnesses and bullies are all at risk for lifelong problems. One active area of the program development explores innovative ways to partner families, schools and health care providers to help address bullying and its impact (Beaumont Children's Hospital, 2013). This program has not been evaluated.

CJAC recommendations

Given that evidence-based programs exist, subgrantees that wish to implement these EVP with great fidelity should be recommended for funding.

3.2 Disproportionate Minority Contact (DMC) in the Juvenile Justice System

What is Disproportionate Minority Contact?

Disproportionate minority contact, also known as DMC, refers to the over-representation of minority juveniles at any decision point in the juvenile justice system. A “decision point” refers to any point in the juvenile justice system where a judge, administrator, or employee decides what action to take against a juvenile. Each decision point where data is available and the flow chart of the North Carolina juvenile justice system are explained below.

Identifying, assessing, and addressing DMC and evaluating DMC initiatives is one of the four core requirements of the Juvenile Justice and Delinquency Prevention Act of 2002. If compliance with this core requirement is not met, the state will lose 20 percent of its formula grant funds from the Office of Juvenile Justice and Delinquent Prevention for the following year. In addition to investigating DMC, states are also required to address DMC in their three-year juvenile justice plan, including annual updates.

Table 3.1
Definition of each decision point in the juvenile justice system.

Decision Point	Definition
Complaint received	A complaint is received when a juvenile is referred to the juvenile justice system by a citizen, school district, or law enforcement.
Complaint not approved	A complaint is not approved when a juvenile is diverted to court services or the case is dropped.
Secure detention admission	A delinquent juvenile may be held in pre-trial secure detention, before being seen by a judge, for a set period of time if they are a risk to the community or are a flight risk.
Complaint approved	A juvenile’s case is approved to proceed to trial if their case is not dismissed or they are diverted. This is similar to an indictment in the adult criminal justice system.

Case adjudicated	After the complaint is approved, the juvenile has an adjudication hearing where a judge determines if there is sufficient evidence that the juvenile committed the crime they are accused of originally.
Case disposed	If a juvenile is found to be guilty of their crime, the judge decides what needs to be done to make sure the juvenile is afforded the proper services. Dispositions in the North Carolina juvenile justice system can take three forms: supervised release, probation, and YDC confinement.
Youth development center (YDC) confinement	As a disposition, a judge can sentence a juvenile ages 10 and older to confinement in a youth development center if their crime is found to be serious enough (i.e., violent felony) or if they are a repeat offender.
Case transferred	A case is transferred when a juvenile's case is transferred to the adult criminal justice system. Only juveniles suspected of very serious crimes are transferred (i.e., attempted murder, murder, armed robbery).

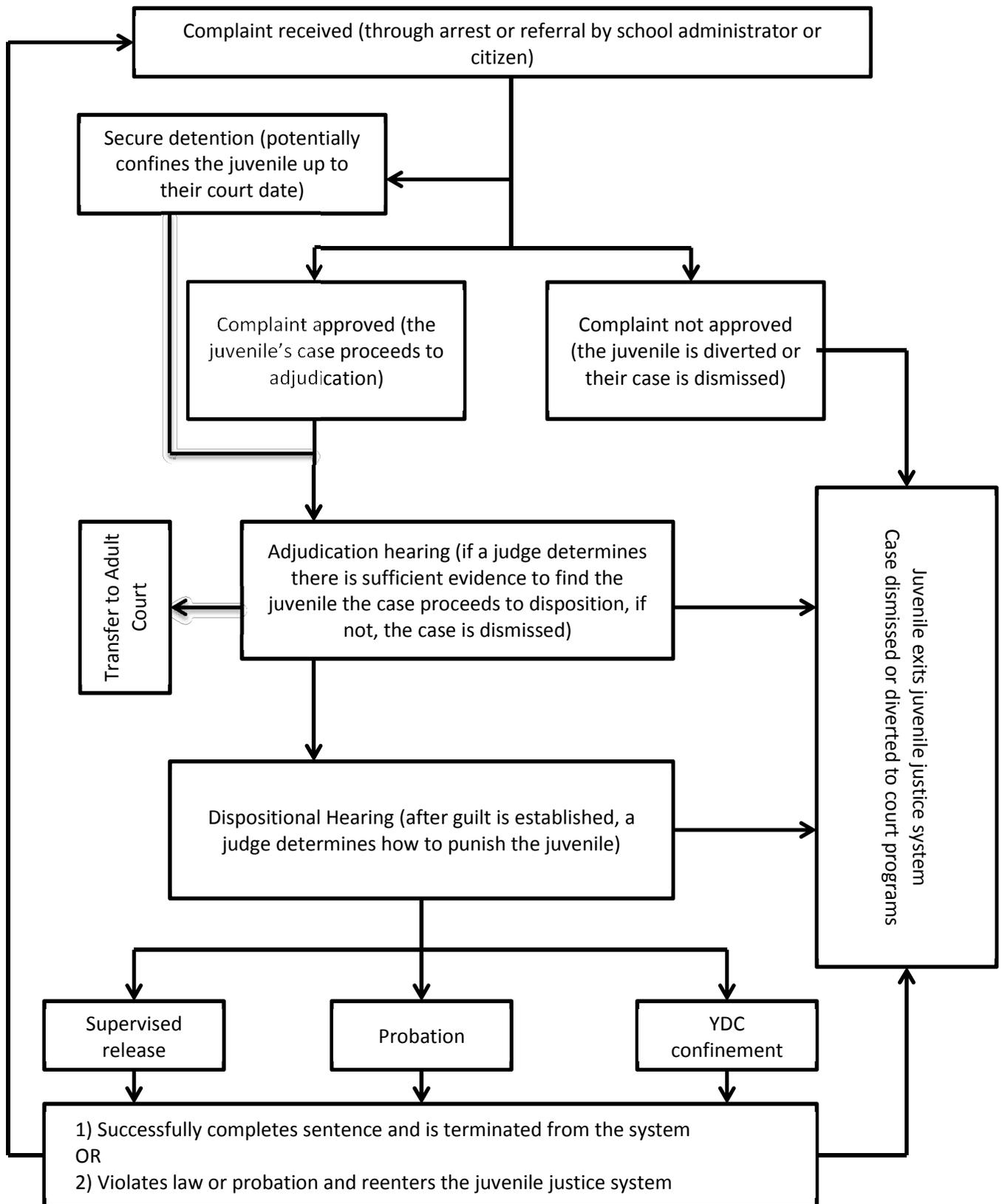


Figure 3.2
North Carolina Juvenile Justice System flow chart.

How it is measured?

DMC is measured and analyzed using a relative rate index (RRI). The relative rate index is a measure that indicates the extent to which one group receives an outcome(s) compared to another group, or a comparison of rates. Puzzanchera and Adams (2011, p. 1) define the relative rate index in the juvenile justice system as “a means of comparing the rates of juvenile justice contact experienced by different groups of youth.” The formula and an example is below.

$$\frac{\text{Black \setminus Minority rate per 100 or 1,000 juveniles}}{\text{White rate per 100 or 1,000 juveniles}} = \text{Relative Rate Index (RRI)}$$

EXAMPLE

(Complaints received for Wake County, North Carolina): $\frac{\text{minority rate per 1,000: 40.21}}{\text{White rate per 1,000: 7.81}} = \text{RRI of 5.15}$

This indicates the minority rate of complaints referred to the North Carolina juvenile justice system is over five times that of the rate of White juveniles (when minorities account for less than half of the county population).

If the RRI is equal to 1, Black or minority juveniles receive a given outcome at the same rate as White juveniles. If the RRI is greater than 1, Black or minority juveniles receive a given outcome at a higher rate than White juveniles, indicating DMC. If the RRI is less than 1, Black or minority juveniles receive a given outcome at a lower rate than White juveniles.

Table 3.2
RRI's for North Carolina – 2010-2011.

	Black	Minority
Complaint received	2.91	2.43
Complaint not approved	.87	.88
Secure detention admission	1.8	1.69
Complaint approved	1.07	1.06
Case adjudicated	.96	.98
Case disposed	1.00	1.00
Youth development center (YDC) confinement	3.26	2.89
Case transferred	9.50	7.99

Table 3.3
RRI's for North Carolina – 2011-2012.

	Black	Minority
Complaint received	3.00	2.40
Complaint not approved	.99	.99
Secure detention admission	1.76	1.67
Complaint approved	1.00	1.01
Case adjudicated	.85	.86
Case disposed	1.00	.99

Youth development center (YDC) confinement	3.30	2.90
Case transferred	6.95	5.52

In 2011-2012, Black and minority juveniles were referred the N.C. juvenile justice system at three and nearly two and a half times the rate of White juveniles, respectively. Of these referrals, Black and minority juvenile’s cases were approved and not approved at nearly the same rate as White juveniles. At arrest, Black and minority juveniles were held in secure confinement at a rate seventy (70) percent higher than the rate of White juveniles. Black and minority juveniles were slightly less likely to have their case adjudicated compared to White juveniles and had their cases disposed at a rate almost equal to the rate of White juveniles. Once a case was disposed (or a sentence was determined: supervised release, probation, confinement), Black and minority juveniles both received the harsher sentence of confinement in a youth development center at a rate nearly three times that of White juveniles. The decision point where the most disproportionality exists is where juvenile cases are transferred to adult court. Here, Black and minority juveniles are transferred at a rate nearly seven and five and a half time greater than White juveniles, respectively.

Is this a concern in North Carolina?

North Carolina has had, and still has an issue with DMC in its juvenile justice system. The GCC has taken the statewide lead in addressing both the consequences and implications of disproportionate minority contact, or DMC in the juvenile justice system. With the establishment of the permanent DMC Subcommittee, the GCC seeks to implement and evaluate effective DMC reduction initiatives across the juvenile justice system, both at the local and state level. The ultimate goal of this effort is to foster a fair juvenile justice system for youth regardless of ethnic or social background. In addressing this goal, the GCC has:

- Partnered with four demonstration counties (New Hanover, Guilford, Forsyth and Union) to develop and demonstrate effective DMC reduction strategies with the goal of developing a best practice guide to share with other jurisdictions across the state in reducing DMC.
- Collaborated with the North Carolina Department of Juvenile Justice and Delinquency Prevention (DJJDP) in funding a uniform data collection system – NC-JOIN (North Carolina Juvenile Offender Information Network) – in order to allow for accurate data collection at each key decision point in the juvenile justice process. Ultimately, NC – JOIN will assist juvenile justice professionals in identifying disparities between ethnic groups at similar decision points for similar offenses, which will allow for decisive responses to such disparities.
- Increased public awareness regarding the nature and extent of DMC at various state and national conferences and workshops and through technical assistance to current and potential GCC grantees that provide services to youth.

Data from 2007 to 2010 were collected statewide in 100 counties which show the Relative Rate Index (RRI) of minority youth to white youth that have entered the juvenile justice system. From Figure 3.1 below one can see that 2007 and 2010 had the highest rates of transferred youth.

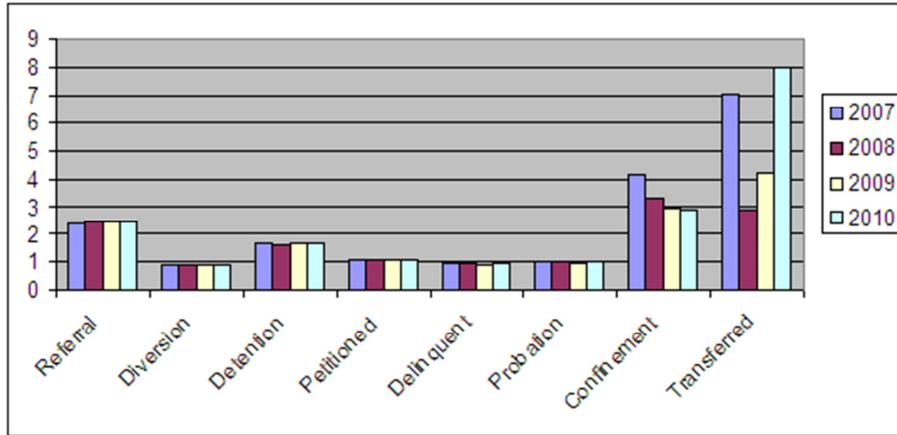


Figure 3.3
The Relative Rate Index comparing minority youth to white youth.

Are there any programs in North Carolina designed to address this issue?

Yes, DMC is one of the 2012 juvenile justice funding priorities and the programs mentioned above have been funded by GCC. Two currently funded programs are Connecting the Dots and 2011 Addressing Disproportionate Minority Contact.

Have evaluations been conducted?

Yes, evaluations were conducted on four original DMC pilot counties by the University of North Carolina at Greensboro and a statewide evaluation is currently being conducted by the Center for Community Safety at Winston Salem State University. It should be mentioned that the CJAC staff is not involved in any of these evaluations.

The Disproportionate Minority Contact subcommittee made the decision to partner with four counties in the state to address the issue of minority overrepresentation in the juvenile justice system. These four pilot counties are New Hanover County, Guilford County, Forsyth County and Union County.

As part of the state’s plan to address DMC, the committee felt it important to work with local communities in an attempt to affect this issue and work with the people who have contact with this at-risk population on a daily basis. The criteria used in choosing the counties was the minority arrest rates, minority youth detention admission rates, youth development center admission data, suspension and expulsion rates for minority youth and geographic distribution. The committee also took into consideration what current resources each jurisdiction had and if each had existing prevention or intervention programs for youth.

The GCC and DJJ are developing a statewide data collection system as part of NC- JOIN so that statistics may be collected in a more uniform and consistent manner. Data collected from NC-JOIN provides the GCC the ability to compute the Relative Rate Index of minority overrepresentation as required by OJJDP.

CJAC recommendations

CJAC needs to review the existing evaluations that have been conducted on the four original DMC pilot counties. Further, data collected from NC-JOIN needs to be analyzed. All future programs addressing DMC need to be carefully evaluated.

3.3 Teen Courts

Is this a concern in North Carolina?

The juvenile delinquency rate in North Carolina has been steadily decreasing over the past five years (NC DPS, DJJ, 2011). This decrease is illustrated in Figure 3.2 below.

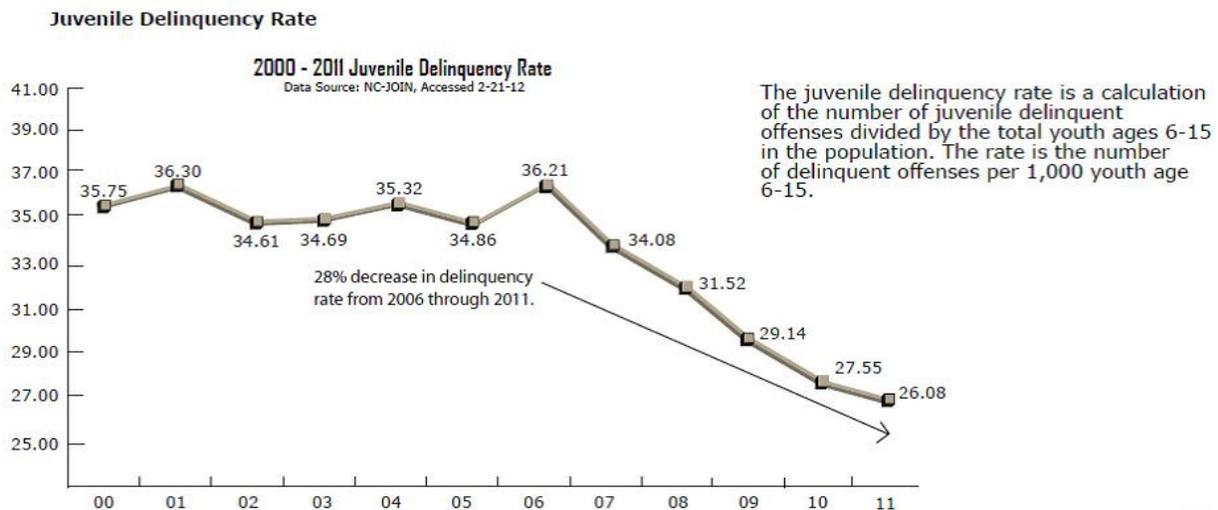


Figure 3.4.0

The juvenile delinquency rate in North Carolina from 2000 to 2011 (DPS, DJJ, 2011).

In this same time frame, the juvenile justice budget has been reduced by 25 million and the department was forced to eliminate 15 percent of their workforce (DPS, DJJ, 2011). Although the juvenile delinquency rate has dropped, it does still remain an issue in the state, which poses the need for cost effective programs that seem to have a positive influence in these youths' lives. One such idea, which has been in existence in the United States for over 60 years, is the idea of teen courts because they help fill the "largest single gap in service" (Godwin, Heward & Spina, 2000) before the courts get involved. Teen courts in North Carolina operate under North Carolina General Statute 143B-520, as a community resource to divert the youth from the juvenile justice system.

They also appear to be a cost effective solution. According to NC DJJDP (2011) there are 1,032,053 youth between the ages of 10 and 17 (the age range served by teen court) while there were 37,159 complaints received by juvenile court. Many of these complaints and their considerable expense can be diverted for resolution by youth courts. Schneider (2007) noted that it costs an average of \$480 to see a

participant through teen court sanctions. The average annual cost to run a project is \$32,822 (Butts & Buck, 2000). Nationally on average it costs \$1,635 to put a youth on probation and between \$21,000 and \$84,000 when there is involvement in the criminal justice system (Schneider, 2007). Aos, Miller, and Drake (2006) conducted a cost benefit analysis which revealed that teen courts have a net benefit of \$9,208 per participant when considering benefits to crime victims and taxpayers versus program costs. A local example, the Wake County Capital Area Teen Court, has a current operating budget of \$199,138 and will accept approximately 500 participants in 2012 (L. Davis, personal communication, April 26, 2012). This costs only \$400 per graduate and additionally means that the youth avoid a court experience. Over time this has the potential to save millions of public dollars and frees the court system for more complicated cases. It has been suggested that with teen court the juvenile justice system reduces backlogs, youthful offenders avoid a formal record and the associated stigma, volunteers and participants learn to be responsible civic-minded neighbors, families reconnect and communities recover losses through restitution while safety and wellbeing are enhanced (Pearson & Jurich, 2005). North Carolina currently has 51 teen courts (N.C. Teen Court Association, 2012).

Teen courts utilize three unique program characteristics that foster positive behavioral change at a time when our young citizens are most impressionable (Center for Court Innovation, 2012).

- *Peer Direction* – Peer pressure is a powerful motivator which, via teen court, results in positive outcomes. Peer court youth officials are taken from every social stratum then expertly trained in court operation, duties and responsibilities. Many of these officials are previous youth court graduates who continue with classes to further develop leadership skills.
- *Accountability* - Teen court is based on restorative justice with appropriate discipline and services. Under adult supervision youth volunteers and participants hear the case and suggest individualized sanctions, usually community service, which typically results in a favorable disposition without involvement of juvenile court.
- *Positive Support* – Teen courts with the assistance of adult case managers provide a conduit to specific services such as a safe driving class or skill building that matches the need of the participant. A significant goal of youth court is to keep offenders in school since sanctions can include after school programs and training such as anger management.

Have evaluations been conducted?

No evaluations have been conducted on GCC funded programs. Others have looked at the effectiveness of teen court, however. The few studies on teen court recidivism are inconclusive because measuring recidivism is quite difficult (Buck & Butts, 2002; Schneider, 20007; American Bar Association, 2011). The N.C. Administrative Office of the Courts (cited in Buck & Butts, 2002) found the difference between North Carolina teen courts and comparison groups was not statistically significant.

CJAC recommendations

Teen courts currently receiving GCC funding need to be properly and carefully evaluated. Further, GCC, with the cooperation of the Division of Juvenile Justice, should evaluate the need for teen courts in those counties without the service to determine a prioritized list for going to scale. Primary consideration should be given to sites that 1) have the local support and infrastructure to successfully plan, implement and operate a youth court; the emphasis of a proposed plan should be to answer the barriers to implementation and operate until the project is self-sustaining; and 2) has the demonstrated ability to develop self-renewing operational funding streams.

3.4 School Resource Officer (SRO) Programs

Is this a concern in North Carolina?

Two issues have been brought up by the juvenile justice planners: the training of SROs and their impact on suspension, expulsions, and juvenile arrests. “Despite their popularity, few studies are available which have reliably evaluated the effectiveness of SROs. Addressing this is important in order to inform future SRO programs and to improve our understanding on how to maximize effectiveness with limited resources” (Raymond, 2010). The COPS in Schools Program describes three roles for school resource officers:

- problem-solver and community resource liason
- educator
- safety expert and law enforcer

However, there is little agreement about the roles of SROs between local school systems, local law enforcement administrators, and the school principals. According to Wrightslaw (2010), school resource officers wear many hats, including:

- preventing crime, gangs and drug activity in and around schools
- educating students about crime prevention and safety
- developing community justice programs
- teaching conflict-resolution and problem-solving skills to students, teachers and parents
- teaching students “law-related information”
- making arrests and issuing citations
- acting as hall monitors, truancy enforcers, crossing guards, and operators of security devices

The North Carolina Center for the Prevention of School Violence's research-derived definition of an SRO is: A certified law enforcement officer who is permanently assigned to provide coverage to a school or a set of schools. The SRO is specifically trained to perform three roles: law enforcement officer; law-related counselor; and law-related education teacher. The SRO is not necessarily a DARE officer (although many have received such training), security guard, or officer who has been placed temporarily in a school in response to a crisis situation but rather acts as a comprehensive resource for his/her school (CPSV, 2012).

School Resource officers are afforded a training program by the North Carolina Justice Academy that certifies SROs. Initial training needs are provided by the North Carolina Department of Justice. The North Carolina Association of School Resource Officers also holds an annual training conference each summer to provide information and training on immerging issues and trends. Thus, the training shortfall may be more on the side of school administrators and their expectations of the role of SROs.

Web based research on SROs from 1990 to 2012 provide little data to support arguments concerning SROs and their impact in preventing school dropout or suspension and expulsion. As a result, it is not readily apparent if there is any direct correlation between a fall or rise in suspension and expulsion and the presence of an SRO in the school environment.

Additionally, due to the lack of research and mixed results on SROs, no firm conclusion can be made on whether or not SROs make students feel safer. Much of the current literature finds that SROs do not make students feel safer (Schreck, Miller, & Gibson, 2003; Johnson, Burke, & Gielen, 2011) and in some cases may actually elicit fear in students (Bachman, Randolph, & Brown, 2011), while some find SROs make students feel safer (Virginia Department of Criminal Justice Services, 2001). While there is not adequate evidence to conclude whether SROs make students feel safer, there is sufficient evidence that school climate and safety are positively related to higher test scores (Austin, Voight, & Jackson, 2013) and academic achievement (Milam, Furr-Holden, & Leaf, 2010).

Prior research has suggested that, after implementation of an SRO in a school, arrests and referrals to the juvenile justice system increased dramatically (Justice Policy Institute, 2011; National Council of Juvenile and Family Court Judges, 2013; Theriot, 2009; Eckholm, 2013; Advancement Project et al., 2013). Other studies have shown that these referrals often lead students to become disengaged at school, to drop out, and play a role in the college application process and in job opportunities. Without opportunities provided by an education, many turn to a life of crime. This process has been termed the “School to Prison Pipeline” (Christle, Jolivett, & Nelson, 2005; Hirschfield, 2008). There is also evidence that minority juveniles are disproportionately affected by exclusionary disciplinary actions, leading to further disproportionate minority contact (or DMC) in the juvenile justice system (Kakar, 2006; Hsia et al. 2004; Nicholson-Crotty, Birchmeier & Valentine, 2009).

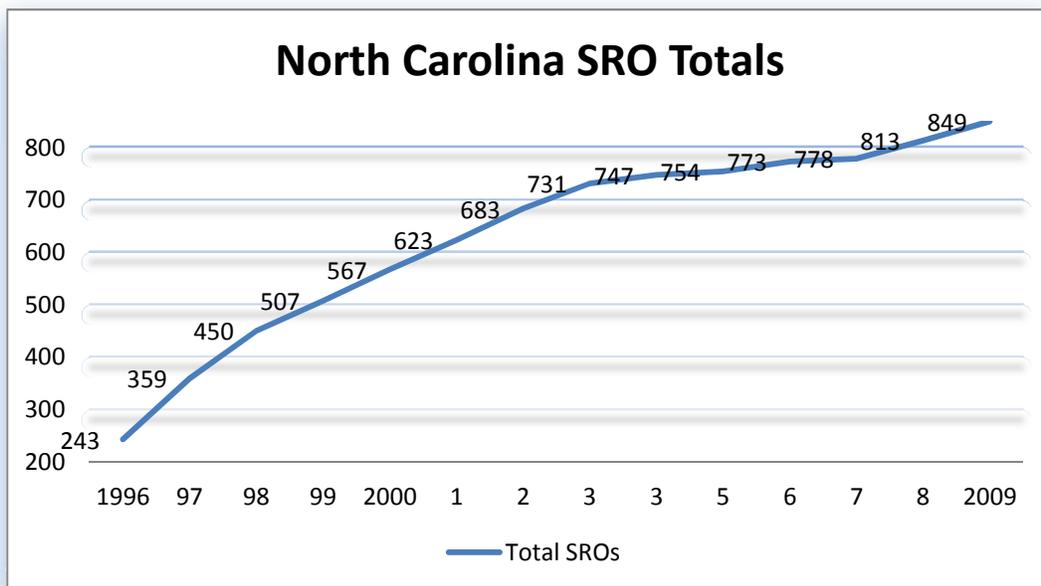


Figure 3.5

An illustration of the rapid rise in SRO Programs in North Carolina (NC DJJDP CPSV Annual School Resource Officer Census, 2008-2009).

Are there any programs in North Carolina designed to address this issue?

GCC previously funded SROs, but has not done so in a decade. The North Carolina Justice Academy has a certification curriculum for SROs. The North Carolina Association of School Resource Officers (NCASTRO) offers continual education training for their members. The North Carolina Department of

Public Instruction is examining additional avenues of training for SROs in conjunction with the Justice Academies.

Have evaluations been conducted?

“The published research on School Resource Officers (SRO) programs is rather simple minded because researchers have attempted to discern SRO impact when hard or scientifically valid impact measures simply do not exist. What is left to report is the overwhelming support these programs have engendered and the widespread belief that SROs reduce student bullying, fighting, drug use, etc.”(Schuiteman, 2005).

It also seems that most of the work on SRO evaluation was conducted between 1995 and 2005 when SROs were an expanding trend.

In North Carolina, most of that research was conducted by the Center for the Prevention of School Violence , originally funded by the GCC and later housed in a number of different state agencies, including OJJDP, which is now the Division of Juvenile Justice.

In 2006 a report to the Governor entitled *Keeping North Carolina Schools Safe & Secure* recommended; “In addition to expanding the SRO program, North Carolina should evaluate SRO programs across the State. Additional instruction through the North Carolina Justice Academy should accommodate the increase in SROs” (Cooper and Beatty, 2006).

No current evaluative data on the impact of SROs across North Carolina were found.

CJAC recommendations

Due to the lack of current research and consensus of the effect of SROs, a systematic evaluation of the SRO programs throughout North Carolina is imperative to understanding the potential positive and negative effects of SROs on students, schools, and their communities (Theriot, 2009; Schreck, Miller, & Gibson, 2003). While it is just a small piece of the puzzle, the CJAC has applied for a National Institute of Justice (NIJ) grant to investigate the effects of SROs on student perceptions of school safety and SRO impact, if any, on school-based juvenile justice referrals.

Similarly, the need for well-trained SROs is critical to the mission of making schools safer. Therefore it is necessary to evaluate what percentage of SROs have taken part in SRO training and understanding why SROs are or are not participating in the training offered by the NCJA and NCASRO.

3.5 Strengthening Families Program

The Strengthening Families Program (SFP) has been recognized both nationally and internationally as an effective parenting and family strengthening program (Spoth, Redmond, Shin, & Azevedo, 2004; Strengthening Families, 2013). It is an evidence-based, cost effective program designed to work with youth between the ages of 10 and 14 years. It was developed in the 1980s and has since been adapted to work with other age groups and refined to also address cultural differences (Johnson-Motoyama, Brook, Yan, & McDonald, 2013; Kumpfer et al., 2003). The program targets youth who have already become involved in the juvenile justice system or are at risk of becoming involved in these behaviors by working with both adolescents and their parents (Molgaard, Spoth & Redmond, 2000).

The Strengthening Families priority is new to the Juvenile Justice Planning Committee in 2013. SFP is an evidence-based nationally accredited program for high risk and regular families. The program was originally developed in 1983 (Molgaard et al, 2000) and is composed of modules that are culturally adapted to be used with a variety of ethnicities (Strengthening Families, 2013). The program is set up as a 14 session program, with designated activities and objectives for both parents and children. SFP also has established evaluations integrated in the program to cover parents, children and the therapists involved. SFP has been shown effective as a family-based intervention program (Kumpfer, Alvarado & Whiteside, 2003).

Is this a concern in North Carolina?

The Strengthening Families priority was initiated to work with families involved in the juvenile justice process. It is an evidence-based and culturally sensitive program that can be effective when implemented according to program protocols.

Are there any programs in North Carolina designed to address this issue?

Seven grants will be awarded under the Strengthening Families priority effective July 1, 2013 (GEMS, 2013). While SFP is used in other locations across the state, there is no record of how many agencies use the program as their model.

Have evaluations been conducted?

The evaluation method used by SFP requires input from parents, the ‘targeted’ adolescent, and the program facilitator (Strengthening Families Program, 2013). The questionnaire recommended by SFP covers a number of areas, ranging from family relationships and child social skills to aggression, depression and social conduct issues. Of the five grants falling under this priority, only one actually includes the use of a questionnaire to evaluate the effectiveness of their program. Two programs will include the count of individuals and the number of days in attendance at the program as their evaluation measure. Another will count the average number of days youth participate and how many staff members are trained in the use of the SFP model. One program will measure the counts of offenses and problem behaviors reported by school personnel before and after participation in the program. This program will also administer a survey of parental attitudes to measure the change in their ‘contentment’ levels and a parenting skills quiz to measure the changes in their parenting skills before and after the program. The final grant listed will collect self-reporting data from parents and youth, feedback from group facilitators, changes in report cards grades and a pre- and post-test to assess the level of change over the duration of the program. Of the grant solicitations received, only one uses the measures recommended by the SFP program to evaluate their program.

CJAC Recommendations

SFP has been shown to be a successful program for addressing adolescent behavior issues by working with both youth and parents. Evaluations should be conducted to confirm both the effectiveness of the program in North Carolina and to ensure that the agencies using the SFP model are implementing it according to the guidelines established by the program.

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