

THE FEASIBILITY OF CONSOLIDATING STATE LAW ENFORCEMENT AGENCIES

Management Review

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Prepared By:

Office of State Budget and Management

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INTRODUCTION

Scope of Study

Section 17.4 of Session Law 2009-451 directed the Office of State Budget and Management (OSBM) to study the feasibility of consolidating the law enforcement agencies of State government for the purpose of coordinating the activities of these agencies, and reducing duplication and overlapping of law enforcement responsibilities, training, and technical assistance among State law enforcement agencies. OSBM may consider law enforcement functions within any State government agency where consolidation with other functions in other agencies, departments, or institutions can generate efficiencies and economies and improve coverage of required law enforcement functions. OSBM was directed to report its findings and recommendations to the Joint legislative Corrections, Crime Control, and Juvenile Justice Oversight Committee.

Methodology

To conduct the study, OSBM identified 41 State law enforcement entities with criminal justice responsibilities and/or sworn law enforcement personnel.¹ Organizationally, the 41 entities are under 17 major State agencies. A survey tool was developed and sent to each agency requesting data on mission, organization, budget data, staffing, equipment, and statutory basis. The data requests were sometimes preceded by meetings with agency management, and in all cases were followed up with interviews to gather additional information regarding training, procurement, workflow, operating procedures, organization, information technology, and other lines of inquiry depending on their mission. Site visits were also made to all law enforcement agencies that had “field” units, in order to learn more about how individuals actually carry out these law enforcement tasks on a daily basis.

Central agency entities were also interviewed regarding some of the common shared services, including the:

- Department of Administration’s Division of Purchase and Contract regarding procurement of some of the more common law enforcement items;
- Office of the State Controller regarding the database integration project;
- Department of Justice’s Division of Criminal Justice Standards regarding training requirements and other standards in place governing law enforcement;
- North Carolina Justice Academy regarding the development of law enforcement training curriculums, offerings of training at its two training facilities, and overall interaction with State and local law enforcement agencies, and
- Representatives of the Criminal Justice Information Network staff and Board.

A review of applicable General Statutes was made to obtain more precision regarding the missions of the various law enforcement entities. Additionally, prior studies were reviewed, including the System Design Group’s Study of Law Enforcement in North Carolina (1991) consultant study, the Government Performance Audit Committee study report of 1993, and the Criminal Justice Information Network study prepared by Price Waterhouse in 1995. Other more recent documents were also reviewed. An internet review of other selected states’ law enforcement organizations and structures was also conducted to determine how those states organized their key law enforcement functions.

ACKNOWLEDGMENTS

OSBM gratefully acknowledges the cooperation of the law enforcement agencies, their management, staff of the associated budget and other offices, and the men and women in the field, all of whom responded to our many requests for data, and for the time they shared with OSBM during our many visits to sites where

¹ The type and nature of the 41 agencies varied, ranging from departments, subunits within departments, universities, commissions, and other governmental entities.

their work is carried out. Every attempt has been made to validate the data in this report and individual agency report summaries were sent to each law enforcement entity for final review and edits. This report's findings are based on OSBM's understanding and interpretation of the data provided from the various sources.

BACKGROUND and FINDINGS

As the role of State government has grown and the responsibilities of the respective State agencies have expanded, the law enforcement responsibilities of many of these agencies have also grown for some and been added for others. The law enforcement responsibilities in the State were traditionally reserved for major law enforcement agencies, such as the State Bureau of Investigation (SBI), State Highway Patrol (SHP), Alcohol Law Enforcement (ALE), and the Wildlife Resources Commission, whose primary missions were law enforcement. However, there are a number of other State agencies that also have law enforcement responsibilities, which are generally secondary to their primary missions, such as the Departments of Environment and Natural Resources, Secretary of State, and Health and Human Services. There are currently 17 major State agencies that are directly or indirectly responsible for one or more of the 41 law enforcement entities. Appendix A lists the law enforcement entities and their respective law enforcement missions. However, because of the similarity of the missions of the 16 universities and one high school in the University of North Carolina System, these entities have been grouped together as one agency.

Definitions Related to Staffing

To determine which State employees are considered law enforcement personnel for the purposes of the study, and what agencies' responsibilities are considered law enforcement functions, OSBM reviewed the North Carolina General Statutes and the North Carolina Administrative Codes. For purposes of this study, OSBM determined that a person must meet three specific criteria to be considered a law enforcement officer. Specifically,

1. Be a fulltime paid employee who is actively serving in a law enforcement position.
2. Have taken the law enforcement oath administered under the authority of the State, which presumes successful completion of formal training overseen by the Criminal Justice Education and Training Standards Commission.
3. Possess the power of arrest by virtue of the authority of the State.

The applicable general statutes and administrative codes include two definitions that specify the law enforcement personnel who can participate in the Law Enforcement portion of the State Retirement System:

- **§143-166.30 a(4) – “Law enforcement officer”** means a fulltime employee of an employer who is actively serving in a position with assigned primary duties and responsibilities for prevention and detection of crime or the general enforcement of the criminal laws of the State, or serving civil processes, and who possesses the power of arrest by virtue of an oath administered under the authority of the State.
- **§143-166.50 a(3) – “Law enforcement officer”** means a fulltime employee of an employer who possesses the power of arrest, who has taken the oath administered under the authority of the State as prescribed by G.S. 11-11, and who is certified as a Law Enforcement Officer under the provisions of Chapter 17C of the General Statutes. . .”

In addition, the following definition as to what constitutes criminal justice agencies and criminal justice officers are from the Criminal Justice Education and Training Standards Commission provision and relate to who must be overseen by the Commission. Specifically, it states:

- **§17C-2. Definitions.** – Unless the context clearly otherwise requires, the following definitions apply in this Chapter:
 - (2) Criminal justice agencies. – The State and local law-enforcement agencies, the State correctional agencies, other correctional agencies maintained by local governments, and the juvenile justice agencies, but shall not include deputy sheriffs, special deputy sheriffs,

sheriffs' jailers, or other sheriffs' department personnel governed by the provisions of Chapter 17E of these General Statutes.

- (3) Criminal justice officers. – The administrative and subordinate personnel of all the departments, agencies, units or entities comprising the criminal justice agencies who are sworn law-enforcement officers, both State and local, with the power of arrest; State correctional officers; State probation/parole officers; State probation/parole officers-surveillance; officers, supervisory and administrative personnel of local confinement facilities; State juvenile justice officers; chief court counselors; and juvenile court counselors.

And finally, the applicable provision from the North Carolina Administrative Code which define criminal justice agencies and a definition of the functions that would come under them can be found in Title 12, 05E.0104, which states:

TITLE 12 NCAC 04E .0104 – DEFINITIONS

The following definitions shall apply throughout Chapter 4 of this Title:

- (1) "Administration of Criminal Justice" means the performance of any of the following activities: detection, apprehension, detention, pretrial release, post-trial release, prosecution, adjudication, and correctional supervision or rehabilitation of accused criminal offenders. The administration of criminal justice shall include criminal identification activities and the collection, storage, and dissemination of criminal history record information.
- (8) "Criminal Justice Agency" means the courts, a government agency, or any subunit thereof which performs the administration of criminal justice pursuant to statute or executive order and which allocates over 50 percent of its annual budget to the administration of criminal justice.

The reason for this extensive citation of definitions is because there is a difference in which law enforcement personnel are considered law enforcement officers for the purposes of this study. For example, Table 1 lists the agencies which have Law Enforcement personnel who are part of the Teachers and State Employees Retirement System/Law Enforcement Officers (TSERS/LEO).

Table 1

Two-Year Comparison of Sworn Positions in the Teachers and State Employees Retirement System/Law Enforcement Officers

Agency Name	12-31-2008 Count	12-31-2009 Count
Administrative Office of The Courts	1	1
Department of Agriculture and Consumer Services	1	1
Department of Commerce	1	2
Department of Crime Control and Public Safety ^a	1,941	1,912
Department of Environment and Natural Resources	238	233
Department of Health & Human Resources	38	36
Department of Insurance	20	20
Department of Justice	365	344
Department of Revenue	37	37
Department of Secretary of State	8	7
Department of Transportation	187	170
General Assembly	19	18
Wildlife Resources Commission	213	203
Subtotal -- State Agencies	3,069	2,984
Appalachian State University	24	25
East Carolina University	47	52
Elizabeth City State University	9	12
Fayetteville State University	17	14
North Carolina A&T State University	25	21
North Carolina Central University	29	28
North Carolina State University	48	46
University of North Carolina at Asheville	16	15
University of North Carolina at Chapel Hill and Health Care System	67	64
University of North Carolina at Charlotte	28	26
University of North Carolina at Greensboro	30	30
University of North Carolina at Pembroke	11	11
University of North Carolina at Wilmington	27	29
University of North Carolina School of the Arts	14	13
Western Carolina University	17	16
Winston-Salem State University	14	16
Subtotal -- University of North Carolina System	423	418
Total	3,492	3,402

^a Includes 56 positions from the State Capital Police that were part of the Department of Administration prior to 2009.

However, the Department of Correction's (DOC) probation and parole officers are not included because they are in the Teachers and State Employees Retirement System (TSERS) rather than the TSERS/LEO system, yet it appears that they meet the law enforcement officer definition selected for purposes of this study. [Note: The number of sworn probation parole officers was not readily available as of December 31, 2008 and December 31, 2009. Therefore, the 2,023 sworn law enforcement officers reported by the Department of Correction as of October 31, 2009 will be used for comparison purposes in this report.]

Table 2 shows the fulltime equivalents (FTEs) reported to OSBM by agencies with law enforcement responsibilities, as of October 31, 2009, based on the criminal justice agencies' statutory definitions, rather than what is only reported through the TSERS/LEO system. The numbers also include any vacancies as of October 2009. Moreover, this table includes not only the sworn officers, but also the non-sworn, and administrative allocations. This is a better representation of the full complement that is involved in carrying out law enforcement responsibilities and functions for the State.

Table 2

Total Law Enforcement Complement by State Agency as of October 31, 2009

Agency Name	FTE Positions			
	Sworn	Non-Sworn	Administrative	Total
Administrative Office of the Courts	1.0	-	-	1.0
Department of Agriculture and Consumer Services	1.0	43.0	1.0	45.0
Department of Commerce-Industrial Commission	4.0	-	-	4.0
Department of Correction/Community Corrections	2,023.0	104.0	447.0	2,574.0
Department of Crime Control and Public Safety				
Alcohol Law Enforcement	111.0	-	22.0	133.0
Butner Public Safety	48.0	5.0	1.0	54.0
State Capital Police	58.0	29.0	-	87.0
State Highway Patrol	1,827.0	544.0	-	2,371.0
Department of Environment and Natural Resources				
Division of Forest Resources	11.0	-	1.0	12.0
Division of Marine Fisheries	56.0	5.2	4.8	66.0
Division of Parks and Recreation	208.0	-	43.0	251.0
Department of Health and Human Services				
Broughton Hospital	15.0	-	-	15.0
Cherry Hospital	7.0	4.0	1.0	12.0
Keith Alcohol and Drug Abuse Treatment Center	7.0	-	-	7.0
Longleaf Neuro-Medical Treatment Center	3.0	-	-	3.0
Department of Insurance	20.0	-	2.0	22.0
Department of Justice	370.0	209.0	29.0	608.0
Department of Juvenile Justice and Delinquency Prevention	2.0	-	-	2.0
Department of Revenue	38.0	-	8.5	46.5
Department of Secretary of State	8.0	-	1.0	9.0
Department of Transportation/Motor Vehicles	203.0	65.0	70.0	338.0
North Carolina Arboretum	3.0	2.0	1.0	6.0
North Carolina General Assembly	18.0	3.0	-	21.0
North Carolina Wildlife Resources Commission	233.0	-	11.0	244.0
University of North Carolina				
Appalachian State University	26.0	27.6	6.4	60.0
East Carolina University	62.0	32.0	5.0	99.0
Elizabeth City State University	15.0	15.0	2.0	32.0
Fayetteville State University	21.0	15.0	1.0	37.0
North Carolina A&T State University	25.0	44.0	2.0	71.0
North Carolina Central University	24.0	26.5	1.5	52.0
North Carolina School of Science and Math	-	8.5	1.5	10.0
North Carolina State University	54.0	23.0	6.0	83.0
University of North Carolina Asheville	13.0	5.5	1.0	19.5
University of North Carolina at Chapel Hill	53.0	143.0	12.0	208.0
University of North Carolina at Charlotte	36.0	46.3	10.0	92.3
University of North Carolina at Greensboro	30.1	24.5	3.5	58.1
University of North Carolina at Pembroke	13.0	4.0	1.0	18.0
University of North Carolina at Wilmington	34.0	22.8	1.0	57.8
University of North Carolina School of the Arts	11.0	4.0	0.5	15.5
Western Carolina University	18.0	6.5	1.0	25.5
Winston-Salem State University	20.0	21.0	1.0	42.0
Total	5,730.1	1,482.4	699.7	7,912.2

Source: Law enforcement staff of each agency

Depending on the definitions in use, there are between 3,400 (Table 1) and 5,730 (Table 2) persons in official sworn law enforcement capacities, and there are nearly 2,200 non-sworn and administrative people involved in direct support of the agencies' law enforcement functions.

Findings Related to Statutory Missions, Caseloads, and Allocation by Type of Work

As previously noted, each agency was requested to provide the statutory basis for having law enforcement personnel, and also to provide the statutes that defined their jurisdiction. Additional research was conducted by OSBM to determine any additional statutory provisions. During site visits to headquarters and field units and in obtaining caseload information, further analysis was performed to determine what the actual workload was for each agency. In general, the agencies interviewed had fairly clear definitions of their enforcement responsibilities, and those responsibilities appeared clear to the staff interviewed and according to the caseload data provided. Where there was overlap in functions, the agencies provided reasonable explanations.

Table 3 on page 6 shows the agencies organized by branch of government which indicates the primary jurisdictional coverage they have based on their statutes at the broad level. It also indicates the primary populations they serve, based on interviews.

Table 4 on page 7 provides details about the various cases these agencies actually handle, based on interviews and caseload data they submitted. This is a broader view of the kind of law enforcement work being performed by the different agencies.

In Table 5 on page 8 the results of the survey in which all law enforcement agencies were asked to allocate their sworn and non-sworn FTEs by broad categories of work, such as field operations, investigations, crime prevention, training, and administrative. Because of the various timekeeping methods and systems, OSBM does not believe that the data are in a form that can be compared or provide meaningful interpretation. However, the information provided by the agencies is included in the individual summary reports of the agencies law enforcement functions. The results of this exercise is that there is not a consistent timekeeping mechanism which tracks key law enforcement activities for all of the agencies, or even a common set of categories and definitions. Because law enforcement has significant commitments for training, as well as time spent traveling and being in court, such data is needed in order to realistically plan for future staff requirements.

Table 3

Primary Statutory Authority for State Law Enforcement Agencies

Agency	Primary Statutory Mission	Populations Served
JUDICIAL BRANCH		
Administrative Office of the Courts	Supreme Court Marshal—serve at the pleasure of the Court's and perform such duties as it may assign	Security for Supreme Court Justices, staff of the Law and Justice building, and the public visiting the building
LEGISLATIVE		
North Carolina General Assembly Police Department	Provide security for the legislative building and grounds	Members of the General Assembly, Staff, and general public
COUNCIL OF STATE		
Department of Agriculture and Consumer Services/State Fair Police	Company police to provide security for all visitors, vendors, and employees at the State Fair grounds	Visitors and vendors at all events occurring at the State Fair grounds and employees of the State Fair
Department of Insurance	Investigate and pursue all instances of violations of North Carolina insurance laws and statutes	Insurance companies, and agents, policy holders, claimants, and individual with complaints
Department of Justice		
State Bureau of Investigations	Investigate crimes, identify and apprehend criminals. Prepare evidence, scientifically analyze evidence, exercise jurisdiction in specific criminal matters, receive and collect criminal justice information, conduct surveys and studies related to crimes, and protect public officials at their request	All citizens of the State
Medicaid	Eliminate fraud in the North Carolina Medicaid program	Recipients and providers of Medicaid services
Department of Secretary of State	Investigate violations of Securities Act, Investment Adviser Act, Trademark Act, Notary Act, then refer to Attorney General or local district attorneys	Citizens of North Carolina
EXECUTIVE BRANCH		
Department of Commerce/Industrial Commission	Investigate violations of workers compensation act by providers and individuals	Individuals and providers participating in Worker's Compensation
Department of Correction/Community Corrections	Supervision of felony and misdemeanor probationers, post-release supervisees, and parolees	Former inmates, adjudicated persons
Department of Crime Control and Public Safety		
Alcohol Law Enforcement	Enforcing the laws related to the sale, purchase, transportation, manufacture, consumption, and possession of alcoholic beverages. Regulate and enforce laws related to tobacco and lottery ticket sales, controlled substances, gambling, and nuisance establishments. Regulate charitable bingo, boxing, and mixed martial arts.	Retail outlets that sell alcohol, tobacco, and lottery tickets, and organizations that promote bingo, boxing, and mixed martial arts.
Butner Public Safety	Provide police and fire protection for the Town of Butner and the territorial jurisdiction surrounding Butner	General public and residents of the institutions and campuses within its jurisdictional area.
State Capitol Police	Municipal Policing to protect all buildings and grounds, except the legislative buildings and grounds, from fire, bomb, bomb threats, or any other emergency or potential hazardous conditions, including evacuation.	State employees and general public
State Highway Patrol	Vehicular Enforcement – State Roads, Highways; investigate accidents; serve as escort for oversized and hazardous transports. Enforce commercial motor vehicle laws, including operating weighing stations; provide security for Governor; establish statewide radio system; and use aircraft to discover motor vehicle violations.	General public, commercial vehicle operators, and Governor
Department of Environment & Natural Resources		
Division of Forest Resources	Investigate fires, stream, drainage ditch obstruction, property crimes, and crimes against Division employees and issue citations	Public using forests, woodland owners; division staff carrying out duties
Division of Marine Fisheries	Enforce compliance with conservation regulations, protect marine and estuarine fisheries and habitat resources by enforcing regulations on commercial seafood industry and marine recreational industry under the Marine Resources Commission	Commercial & recreational fishermen and businesses
Division of Parks and Recreation	Enforce vehicle laws in state parks and ensure safety of parks and their visitors, protect the state property, prevent crime	Public using parks, and Park employees
Department of Health and Human Services		
Broughton Hospital	Enforce motor vehicle, traffic laws on grounds of the Department of Health and Human Services institutions and enforce the laws and ordinances for other State facilities included in the "Joint Security Force".	Visitors to Broughton Hospital
Cherry Hospital	Enforce motor vehicle, traffic laws on grounds of the Department of Health and Human Services institutions	Visitors to Cherry Hospital
J. F. Keith Alcohol and Drug Abuse Treatment Center	Member of Black Mountain Joint Security—enforce motor vehicle, traffic laws on grounds of the facility; serve as special police officers with powers to arrest for criminal offense within Buncombe County	Residents, employees, and visitors of the J. F. Keith Center
Longleaf Neuro-Medical Center	Enforce motor vehicle, traffic laws on grounds of Department of Health and Human Services facilities; serve as special police officers with powers to arrest for criminal offense within Wilson County	Residents, employees, and visitors at the Longleaf Center and the Eastern School for the Deaf within Wilson County
Department of Juvenile Justice and Delinquency Prevention	Take juvenile into custody under specified circumstances specified in law (protective custody, absconder, concern abuse or neglect) and serve as part of joint security force with same powers as sheriffs	Residents and visitors to Swannanoa Valley Youth Development Center
Department of Revenue	Investigate and enforce revenue laws related to Unauthorized Substances and Motor Fuels taxes and Criminal Investigations	General population relative to their tax payer status or motor fuel carries
Department of Transportation/Division of Motor Vehicles	Enforce State laws related to motor vehicle theft, driver license fraud, identity theft, identification card fraud, altered or forged vehicle titles, inspection of constructed and antique vehicles, salvage of vehicles, safety and emission inspections vehicle mileage	All citizen of North Carolina
North Carolina Arboretum	Campus law enforcement agency responsible for the security and enforcement of State laws within the jurisdiction of the Arboretum	Protection of people and property of the Arboretum
North Carolina Wildlife Resources Commission	Enforce game, fish and boating laws under jurisdiction of Wildlife Resources Commission	Recreational fishermen, boaters, hunters
University of North Carolina System	Campus law enforcement agency with all of the powers of law enforcement officers generally. The territorial jurisdiction shall include all property owned or leased to the 17 respective campuses and that portion of any public road or highway passing through such property or immediately adjoining it.	Students, faculty, staff, and visitors to the 17 respective campuses

Source: Statutory Review

Table 4

Broad Listing of Crime Categories for State Law Enforcement Agencies

Crime Categories	Alcohol Law Enforcement	State Highway Patrol	State Capitol Police	Butner Public Safety	General Assembly Police	Division of Motor Vehicles	State Bureau of Investigation & Medicaid	Department of Insurance	Department of Secretary of State	Department of Revenue	Industrial Commission	Department of Agriculture & Consumer Services	Department of Health & Human Services	Department of Juvenile Justice & Delinquency Prevention	Department of Correction	University of North Carolina System	Administrative Office of the Courts	Division of Marine Fisheries	Wildlife Resources Commission	Division of Forest Resources	Division of Parks & Recreation	North Carolina Arboretum
Crimes Against Property																						
Arson & Unlawful Burning																						
Breaking & Entering, Larceny																						
Threats/Bombs																						
Wildlife & Marine Life																						
Public Lands & Waters																						
Crimes Against Persons																						
Harassment																						
Homicide																						
Assault																						
Kidnapping																						
Missing Persons																						
Rape & Sexual Abuse																						
Drugs/Alcohol/Tobacco																						
Drugs/narcotics																						
Drug diversion																						
Meth labs etc.																						
Marijuana Eradication																						
Tobacco																						
Alcohol																						
Financial																						
Embezzlement & Fraud																						
Special/Securities, Insurance, etc.																						
Lottery and Gambling																						
Specials																						
Special Prosecutions																						
Dignitary Protection/Threat Inv.																						
Gang Investigations																						
Boxing, Bingo, & Mixed Martial Arts																						
Vehicular																						
Traffic Enforcement																						
Vehicle Emission/Compliance																						
Community Policing																						
Routine Patrol																						
Crime Prevention Efforts																						
Supervision of parolees, probationer																						
Traffic Management (Parking)																						

Source: Interviews and Agency Caseload Data

Full-Time Equivalent Positions by Category for Sworn Law Enforcement Officers as of October 31, 2009

Agency Name	Field Operations	Investigations	Protective Services/Security	Crime Prevention/Threat Assessment	Parole & Probation	Training ^a	Supervision	Administration	Other	Total
Administrative Office of the Courts			1.0							1.0
Department of Agriculture and Consumer Services							1.0			1.0
Department of Commerce/Industrial Commission		4.0								4.0
Department of Correction/Community Corrections					2023.0					2,023.0
Department of Crime Control and Public Safety										
Alcohol Law Enforcement		111.0								111.0
Butner Public Safety	48.0									48.0
State Capital Police	56.0	2.0								58.0
State Highway Patrol	1696.0	32.0	21.0						78.0	1,827.0
Department of Environment and Natural Resources										
Division of Forest Resources		11.0								11.0
Division of Marine Fisheries	51.8	1.2				1.3		1.5	0.2	56.0
Division of Parks and Recreation	208.0									208.0
Department of Health and Human Services										
Broughton Hospital	13.0						1.0	1.0		15.0
Cherry Hospital	5.0	1.1					0.9			7.0
Keith Alcohol and Drug Abuse Treatment Center	8.1									8.1
Longleaf Neuro-Medical Treatment Center	3.0									3.0
Department of Insurance		20.0								20.0
Department of Justice		259.0						18.0	93.0	370.0
Department of Juvenile Justice and Delinquency			1.0							2.0
Department of Revenue	19.0	19.0								38.0
Department of Secretary of State		8.0								8.0
Department of Transportation/Motor Vehicles		153.0				2.0	44.0		4.0	203.0
North Carolina Arboretum	2.5	0.1		0.1				0.4		3.0
North Carolina General Assembly			18.0							18.0
North Carolina Wildlife Resources Commission	233.0									233.0
University of North Carolina										
Appalachian State University	20.4	2.4				0.6		1.6	1.0	26.0
East Carolina University	50.0	3.5		2.5				6.0		62.0
Elizabeth City State University	12.5	0.5	0.5			0.5		1.0		15.0
Fayetteville State University	17.0	2.0						2.0		21.0
North Carolina A&T State University	18.0	2.0						5.0		25.0
North Carolina Central University	17.0	1.0		1.0		0.5		4.0	0.5	24.0
North Carolina School of Science and Math										NA
North Carolina State University	40.0	5.0		4.0		1.0		3.0	1.0	54.0
University of North Carolina Asheville	10.0	0.8		0.3				2.0		13.0
University of North Carolina at Chapel Hill	41.0	5.0		2.0		1.0		3.0	1.0	53.0
University of North Carolina at Charlotte	26.0	1.0		3.5		3.6			1.9	36.0
University of North Carolina at Greensboro	19.3	3.8		1.3		0.8		5.0		30.1
University of North Carolina at Pembroke	11.0	1.0						1.0		13.0
University of North Carolina at Wilmington	23.0	4.0		2.0		1.0		3.0	1.0	34.0
University of North Carolina School of the Arts	10.0	0.8						0.2		11.0
Western Carolina University	11.0	1.0		1.0				4.0	1.0	18.0
Winston-Salem State University	18.0	1.0		1.0						20.0
Total	2,687.6	656.0	41.5	18.6	2,023.0	12.2	46.9	61.7	182.6	5,730.1

^a Excludes the training FTEs for the North Carolina Justice Academy and the Office of Staff Development and Training

Source: Law enforcement survey asking for FTE positions by category for sworn law enforcement officers as of October 31, 2009

Findings Related to Location of Agencies

Table 6 details which counties house offices of the law enforcement agencies, or where they operate. Not on the chart are the: (1) Department of Insurance staff, who work from home and have statewide coverage, (2) Wildlife Resources Commission staff who are in all 100 counties, and (3) Department of Correction's (DOC) Probation and Parole Officers who are in all 100 counties.

Table 6

Location of Offices/Jurisdictions

County	Agencies Offices/Jurisdictions	County	Agencies Offices/Jurisdictions
Alleghany	Division of Parks & Recreation (DPR)**	Johnston	DFR *
Ashe	DPR**	Martin	SHP*
Avery	DPR**	McDowell	DPR**
Beaufort	Division of Marine Fisheries (DMF)*** & DPR**	Mecklenburg	ALE*, DOR*, & UNC-Charlotte
Bertie	DMF***	Mitchell	DPR***
Bladen	DPR** & State Highway Patrol (SHP)*	Moore	DPR**
Brunswick	Alcohol Law Enforcement (ALE)*, DMF***, & DPR***	Nash	DFR *
Buncombe	ALE*, Dept. of Juvenile Justice & Delinquency Prevention, J F Keith Center, State Bureau of Investigation (SBI)*, Dept. of Revenue (DOR)*, DPR***, NC Arboretum, SHP*, & UNC-Asheville	New Hanover	DMF**, DPR **, & UNC-Wilmington
Burke	Broughton Hospital, DFR*, & DPR**	Onslow	DMF***, SBI*, & DPR**
Cabarrus	SBI*	Orange	DPR*** & UNC-Chapel Hill
Caldwell	Division of Forest Resources (DFR)*, & DPR***	Pamlico	DMF***
Camden	DMF***, & DPR**	Pasquotank	ALE*, DFR *, DMF***, DOR*, & Elizabeth City State University
Carteret	DMF**, & DPR**	Pender	DMF*** & DPR***
Catawba	ALE*, SBI*, DOR*, & SHP*	Perquimans	DMF***
Chatham	DPR**	Pitt	SBI*, DOR*, SHP*, East Carolina University
Catawba	ALE*, SBI*, DOR*, & SHP*	Polk	DPR***
Chatham	DPR**	Robeson	DPR** & UNC-Pembroke
Catawba	ALE*, SBI*, DOR*, & SHP*	Rockingham	DPR**
Chatham	DPR**	Rowan	SHP*
Cleveland	DPR**	Rutherford	DPR**
Columbus	DFR * & DPR**	Scotland	DPR***
Craven	DMF***	Stanly	DPR**
Cumberland	ALE*, DFR *, SBI*, DOR*, DPR **, SHP*, & Fayetteville State University	Stokes	DPR**
Currituck	DMF***	Surry	DPR***
Dare	DMF & DPR**	Swain	DPR***
Durham	DPR**, NC Central University, & NC School of Science and Math	Transylvania	DPR**
Forsyth	UNC School of the Arts & Winston-Salem State University	Tyrrell	DMF** & DPR***
Gaston	DFR *, DPR***	Vance	DPR**
Gates	DPR**	Wake	ALE*, Administrative Office of the Courts, SBI*, Dept. of Insurance*, DOR*, DPR**, General Assembly, Industrial Commission, State Capitol Police, SHP*, Dept. of Secretary of State (SOS)*, & NC State University
Granville	Butner Public Safety	Warren	DPR***
Guilford	ALE*, SBI*, DOR*, SHP*, NC A&T State University, & UNC-Greensboro	Washington	DMF & DPR**
Halifax	DFR * & DPR**	Watauga	DPR** & Appalachian State University
Harnett	DPR**	Wayne	Cherry Hospital, & DPR**
Henderson	DPR***	Wilkes	DPR*** & SOS*
Hyde	DMF***	Wilson	Longleaf Center
Iredell	DPR**	Yadkin	DOR* & DPR***
Jackson	DFR * & Western Carolina University	Yancey	DPR**

* Agency has statewide jurisdiction, but these are the counties in which they have offices.

** Marine Fisheries and Parks have offices and county coverage.

*** Marine Fisheries and Parks have county coverage, but no office.

Costs of Law Enforcement Operations

The law enforcement costs for all reporting law enforcement agencies were \$599.8 million and \$603.3 million for fiscal years 2008 and 2009, respectively. Table 7 shows the expenditures by agency.

Table 7

Law Enforcement Cost by State Agency for Fiscal Years 2008 and 2009

Agency Name	Expenditures	
	Fiscal Year 2008	Fiscal Year 2009
Administrative Office of the Courts	\$ 54,270	\$ 54,775
Department of Agriculture and Consumer Services	\$ 762,212	\$ 786,986
Department of Commerce/Industrial Commission	\$ 270,277	\$ 275,663
Department of Correction/Community Corrections	\$ 152,524,011	\$ 151,994,171
Department of Crime Control and Public Safety		
Alcohol Law Enforcement	\$ 10,948,070	\$ 11,424,535
Butner Public Safety	\$ 3,511,753	\$ 3,295,907
State Capital Police	\$ 2,258,113	\$ 2,292,669
State Highway Patrol	\$ 230,138,523	\$ 224,129,472
Department of Environment and Natural Resources		
Division of Forest Resources	\$ 742,901	\$ 725,702
Division of Marine Fisheries	\$ 5,098,036	\$ 4,741,869
Division of Parks and Recreation	\$ 2,699,100	\$ 2,514,762
Department of Health and Human Services		
Broughton Hospital	\$ 853,576	\$ 929,058
Cherry Hospital	\$ 383,047	\$ 476,825
Keith Alcohol and Drug Abuse Treatment Center	\$ 535,556	\$ 479,252
Longleaf Neuro-Medical Treatment Center	\$ 154,298	\$ 157,104
Department of Insurance	\$ 1,946,770	\$ 2,016,795
Department of Justice	\$ 50,998,280	\$ 49,868,160
Department of Juvenile Justice and Delinquency Prevention	\$ 172,125	\$ 177,818
Department of Revenue	\$ 3,507,104	\$ 3,672,613
Department of Secretary of State	\$ 551,234	\$ 576,435
Department of Transportation/Motor Vehicles	\$ 34,725,312	\$ 37,874,610
North Carolina Arboretum	\$ 606,533	\$ 570,272
North Carolina General Assembly	\$ 941,019	\$ 1,095,796
North Carolina Wildlife Resource Commission	\$ 20,375,733	\$ 21,307,396
University of North Carolina		
Appalachian State University	\$ 4,216,978	\$ 4,944,455
East Carolina University	\$ 4,902,308	\$ 5,338,145
Elizabeth City State University	\$ 1,050,376	\$ 1,242,093
Fayetteville State University	\$ 2,160,185	\$ 2,697,524
North Carolina A&T State University	\$ 2,731,915	\$ 2,686,574
North Carolina Central University	\$ 2,871,052	\$ 3,605,260
North Carolina School of Science and Math	\$ 507,558	\$ 858,229
North Carolina State University	\$ 5,422,238	\$ 5,301,772
University of North Carolina Asheville	\$ 929,824	\$ 1,157,454
University of North Carolina at Chapel Hill	\$ 28,726,874	\$ 31,535,591
University of North Carolina at Charlotte	\$ 7,468,831	\$ 9,482,669
University of North Carolina at Greensboro	\$ 5,391,613	\$ 3,957,500
University of North Carolina at Pembroke	\$ 930,237	\$ 1,048,428
University of North Carolina at Wilmington	\$ 3,119,663	\$ 3,014,835
University of North Carolina School of the Arts	\$ 1,300,858	\$ 1,572,777
Western Carolina University	\$ 1,299,092	\$ 1,342,665
Winston-Salem State University	\$ 2,025,824	\$ 2,119,601
Total	\$ 599,813,279	\$ 603,344,217

Source: Law enforcement and/or budget staff of each agency

Another way to look at the budget is by the categories of expenditures. Table 8 displays the same totals as for fiscal year 2009, but broken out by functional categories.

Table 8

Law Enforcement Expenditures by Agency for Fiscal Year 2009

State Agency	Salaries and Benefits	Support	Training ^a	Equipment	Supplies	Travel	Other	Total
Administrative Office of the Courts	\$ 54,450	\$ -	\$ 63	\$ -	\$ 262	\$ -	\$ -	\$ 54,715
Department of Agriculture & Consumer Services	\$ 704,816	\$ 54,013	\$ -	\$ -	\$ 27,255	\$ -	\$ 902	\$ 786,986
Department of Commerce-Industrial Commission	\$ 275,663	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ 275,663
Department of Correction/Community Corrections	\$ 124,018,196	\$ 16,319,042	\$ 205,267	\$ 1,452,225	\$ 1,023,632	\$ -	\$ 8,975,809	\$ 151,994,171
Department of Crime Control & Public Safety								\$ -
Alcohol Law Enforcement	\$ 9,304,194	\$ 836,995	\$ 33,722	\$ 388,430	\$ 439,386	\$ -	\$ 421,808	\$ 11,424,535
Butner Public Safety	\$ 2,870,450	\$ 102,858	\$ 5,280	\$ 84,697	\$ 118,417	\$ -	\$ 114,205	\$ 3,295,907
State Capital Police	\$ 2,017,400	\$ 212,514	\$ 1,000	\$ 20,743	\$ 40,072	\$ -	\$ 940	\$ 2,292,669
State Highway Patrol	\$ 163,806,877	\$ 17,686,827	\$ 136,244	\$ 18,003,988	\$ 13,737,230	\$ -	\$ 10,758,306	\$ 224,129,472
Department of Environment & Natural Resources								\$ -
Division Forest Resources	\$ 572,208	\$ 68,983	\$ 20,200	\$ 50,191	\$ 14,120	\$ -	\$ -	\$ 725,702
Division of Marine Fisheries	\$ 3,778,591	\$ 346,648	\$ 32,162	\$ 265,543	\$ 139,254	\$ -	\$ 179,671	\$ 4,741,869
Division of Park and Recreation	\$ 2,209,470	\$ -	\$ 21,000	\$ 180,312	\$ 103,980	\$ -	\$ -	\$ 2,514,762
Department of Health & Human Services								\$ -
Broughton Hospital	\$ 809,339	\$ -	\$ 122	\$ 19,646	\$ 77,480	\$ -	\$ 22,471	\$ 929,058
Cherry Hospital	\$ 468,836	\$ 588	\$ -	\$ 5,418	\$ 1,983	\$ -	\$ -	\$ 476,825
Keith Alcohol & Drug Abuse Treatment Center	\$ 444,470	\$ -	\$ -	\$ -	\$ 10,157	\$ -	\$ 24,625	\$ 479,252
Longleaf Neuro-Medical Center	\$ 151,782	\$ -	\$ -	\$ -	\$ 2,793	\$ -	\$ 2,529	\$ 157,104
Department of Insurance	\$ 1,479,220	\$ 89,258	\$ 10,066	\$ 5,916	\$ 11,693	\$ 229,474	\$ 191,168	\$ 2,016,795
Department of Justice	\$ 38,208,365	\$ 4,201,018	\$ -	\$ 1,356,453	\$ 1,870,999	\$ -	\$ 4,231,325	\$ 49,868,160
Department of Juvenile Justice	\$ -	\$ -	\$ -	\$ 22,975	\$ 2,801	\$ -	\$ 152,042	\$ 177,818
Department of Revenue	\$ 2,603,500	\$ 508,560	\$ 1,495	\$ 7,267	\$ 18,378	\$ 390,223	\$ 143,190	\$ 3,672,613
Department of Secretary of State	\$ 451,906	\$ 21,067	\$ 1,453	\$ 18,543	\$ 2,243	\$ 81,223	\$ -	\$ 576,435
Department of Transportation-Motor Vehicles	\$ 38,424,607	\$ -	\$ -	\$ -	\$ -	\$ -	\$ (549,997)	\$ 37,874,610
North Carolina Arboretum	\$ 251,513	\$ -	\$ 63	\$ 8,924	\$ 10,179	\$ -	\$ 299,593	\$ 570,272
North Carolina General Assembly	\$ 1,036,451	\$ 21,998	\$ -	\$ 22,849	\$ 9,129	\$ -	\$ 5,369	\$ 1,095,796
North Carolina Wildlife Resources Commission	\$ 14,424,713	\$ 1,125,399	\$ 527,020	\$ 1,208,517	\$ 793,929	\$ -	\$ 3,227,818	\$ 21,307,396
University of North Carolina System								\$ -
Appalachian State University	\$ 1,948,335	\$ -	\$ 5,488	\$ 5,742	\$ 50,433	\$ -	\$ 2,934,457	\$ 4,944,455
East Carolina University	\$ 4,253,773	\$ -	\$ 5,530	\$ 200,917	\$ 71,142	\$ -	\$ 806,783	\$ 5,338,145
Elizabeth City State University	\$ 772,502	\$ -	\$ 2,601	\$ 116,442	\$ 31,451	\$ -	\$ 319,097	\$ 1,242,093
Fayetteville State University	\$ 1,612,232	\$ -	\$ -	\$ 530,283	\$ 19,352	\$ -	\$ 535,657	\$ 2,697,524
North Carolina A&T State University	\$ 1,658,933	\$ -	\$ 13,263	\$ 209,771	\$ 64,209	\$ -	\$ 740,398	\$ 2,686,574
North Carolina Central University	\$ 1,883,207	\$ -	\$ 1,894	\$ 728,654	\$ 50,345	\$ -	\$ 941,160	\$ 3,605,260
North Carolina School of Science and Math	\$ 559,729	\$ -	\$ 283	\$ -	\$ 997	\$ -	\$ 297,220	\$ 858,229
North Carolina State University	\$ 4,525,775	\$ -	\$ 31,180	\$ 43,619	\$ 46,746	\$ -	\$ 654,452	\$ 5,301,772
University of North Carolina Asheville	\$ 1,054,069	\$ -	\$ 33,436	\$ 43,677	\$ 3,739	\$ -	\$ 22,533	\$ 1,157,454
University of North Carolina at Chapel Hill	\$ 4,151,393	\$ -	\$ 37,599	\$ -	\$ -	\$ -	\$ 27,346,599	\$ 31,535,591
University of North Carolina at Charlotte	\$ 2,516,388	\$ -	\$ 12,501	\$ 200,002	\$ 32,035	\$ -	\$ 6,721,743	\$ 9,482,669
University of North Carolina at Greensboro	\$ 2,910,838	\$ -	\$ 14,484	\$ 104,394	\$ 93,830	\$ 2,923	\$ 831,031	\$ 3,957,500
University of North Carolina at Pembroke	\$ 819,057	\$ -	\$ -	\$ 152,292	\$ 43,696	\$ -	\$ 33,383	\$ 1,048,428
University of North Carolina at Wilmington	\$ 2,164,384	\$ -	\$ 23,927	\$ 24,922	\$ 37,676	\$ -	\$ 763,926	\$ 3,014,835
University of North Carolina School of the Arts	\$ 917,847	\$ -	\$ 7,970	\$ 328,789	\$ 63,261	\$ -	\$ 254,910	\$ 1,572,777
Western Carolina University	\$ 1,212,654	\$ -	\$ 3,591	\$ 6,922	\$ 27,946	\$ -	\$ 91,552	\$ 1,342,665
Winston-Salem State University	\$ 1,604,591	\$ -	\$ 2,088	\$ 47,450	\$ 69,875	\$ -	\$ 395,597	\$ 2,119,601
Total	\$ 442,932,724	\$ 41,595,768	\$ 1,190,992	\$ 25,866,513	\$ 19,162,105	\$ 703,843	\$ 71,892,273	\$ 603,344,217
Percent	73.4%	6.9%	0.2%	4.3%	3.2%	0.1%	11.9%	100.0%

^a Excludes the training costs for the North Carolina Justice Academy and the Office of Staff Development and Training

Source: Law enforcement and/or budget staff of each agency

For a number of the law enforcement agencies, the availability of federal forfeiture funds and other receipts is an important component to their operations, because these funds have enabled them to equip themselves with weapons, communications, and training that their regular budgets might not have allowed. However, it has put the smaller agencies at a disadvantage because they only have appropriations from which to purchase communications and equipment or additional training. In addition, a number of the agencies are significantly dependent on receipts for their operations, which has a bearing on both their ongoing requirements and where they are housed.

Table 9 shows the receipts as a percentage of total funding for the different law enforcement entities for fiscal year 2009, for comparison purposes.

Table 9

Law Enforcement Revenues by Agency for Fiscal Year 2009

State Agency	Total Funding ^a	Receipts	Receipts as Percent of Total
Administrative Office of the Courts	\$ 54,775	\$ -	0.0%
Department of Agriculture & Consumer Services	\$ 786,987	\$ 786,526	99.9%
Department of Commerce--Industrial Commission	\$ 275,663	\$ 162,096	58.8%
Department of Corrections/Community Corrections	\$ 151,994,171	\$ 20,230,455	13.3%
Department of Crime Control & Public Safety			
Alcohol Law Enforcement	\$ 11,392,107	\$ 1,140,158	10.0%
Butner Public Safety	\$ 3,295,907	\$ 27,713	0.8%
State Capital Police	\$ 3,465,377	\$ 400,624	11.6%
State Highway Patrol	\$ 217,193,978	\$ 217,193,978	100.0%
Department of Environment & Natural Resources			
Division Forest Resources	\$ 732,661	\$ 81,810	11.2%
Division of Marine Fisheries	\$ 4,741,869	\$ 955,953	20.2%
Division of Park and Recreation	\$ 2,514,761	\$ 51,182	2.0%
Department of Transportation--Motor Vehicles	\$ 37,874,610	\$ 37,874,610	100.0%
Dept of Health & Human Services			
Broughton Hospital	\$ 929,059	\$ 2,424	0.3%
Cherry Hospital	\$ 476,825	\$ -	0.0%
Keith Alcohol & Drug Abuse Treatment Center	\$ 479,252	\$ 151,138	31.5%
Longleaf Neuro-Medical Center	\$ 157,104	\$ 141,394	90.0%
Department of Insurance	\$ 2,016,795	\$ 16,446	0.8%
Department of Justice	\$ 49,868,160	\$ 4,501,971	9.0%
Department of Juvenile Justice & Delinquency Prevention	\$ 177,818	\$ -	0.0%
Department of Revenue	\$ 3,672,613	\$ 939,606	25.6%
Department of Secretary of State	\$ 576,435	\$ 6,609	1.1%
North Carolina Arboretum	\$ 570,274	\$ 391,062	68.6%
North Carolina General Assembly	\$ 1,214,805	\$ -	0.0%
North Carolina Wildlife Resources Commission	\$ 22,131,379	\$ 22,131,379	100.0%
North Carolina University System			
Appalachian State University	\$ 5,204,573	\$ 2,922,751	56.2%
Elizabeth City State University	\$ 8,275,964	\$ 3,498,081	42.3%
East Carolina University	\$ 1,358,058	\$ 115,965	8.5%
Fayetteville State University	\$ 3,560,776	\$ 928,894	26.1%
North Carolina A&T State University	\$ 4,032,698	224,517.0	5.6%
North Carolina Central University	\$ 3,605,260	\$ 1,062,109	29.5%
North Carolina School of Science and Math	\$ 858,229	\$ -	0.0%
North Carolina State University	\$ 5,892,534	\$ 1,636,135	27.8%
University of North Carolina Asheville	\$ 1,157,454	\$ 7,993	0.7%
University of North Carolina at Chapel Hill	\$ 32,530,623	\$ 27,227,585	83.7%
University of North Carolina at Charlotte	\$ 11,427,718	\$ 7,777,884	68.1%
University of North Carolina at Greensboro	\$ 5,352,253	\$ 2,327,461	43.5%
University of North Carolina at Pembroke	\$ 1,048,428	\$ -	0.0%
University of North Carolina at Wilmington	\$ 3,041,300	\$ 1,198,141	39.4%
University of North Carolina School of the Arts	\$ 1,625,110	\$ 79,828	4.9%
Western Carolina University	\$ 1,342,665	\$ 204,660	15.2%
Winston-Salem State University	\$ 2,211,977	\$ 674,676	30.5%
Total	\$ 609,119,005	\$ 357,073,814	58.6%

^a Total funding amounts in some cases may exceed expenditures from Table 8 because some agencies received more funds than were expended during the fiscal year.

Source: Survey of Law enforcement and/or budget staff of each agency

Training Requirements and Resources

As previously noted, training comprises an important element in all law enforcement entities. Additionally, some of the agencies hire people who are not yet sworn, and these agencies incur the costs and lost work time of providing the basic law enforcement entry level training. Further, the SBI and the SHP have their own specialized training for new agents and patrolmen, in addition to the basic requirements at entry. For the SBI, this is 18 weeks of training after Basic Law Enforcement Training, and for the SHP, it is 30 weeks of training, which includes Basic Law Enforcement Training.

Annually, law enforcement officers must also attend a standard number of hours to maintain their status, which is generally a minimum of 24 hours per officer. However, the DOC Probation/Parole officers must receive a 40 hours of annual training to maintain their sworn officer status. The annual re-certification training for all officers includes firearms and classroom time. Based on the total FTEs in Table 2, and using the 24 or 40 hours for the FTE, as the minimum, the total hours of training time in fiscal year 2009 was 169,888 hours, which equates to 96.5 FTEs. It must be emphasized that this is a minimum amount, as many of the agencies provide additional training, to ensure their staff are fully qualified with firearms and specialty training related to their specific areas of law enforcement. Additionally, many of the agencies incur the costs of travel, classroom rental, trainers, and firing range rentals to cover for their annual training.

The total reported costs of training for all law enforcement agencies for fiscal year 2009 was \$1.2 million for direct out-of-pocket costs. However, the more significant “cost” is the time spent by staff away from their normal law enforcement duties.

There are also the costs of the four central training entities that are an essential component of the State’s law enforcement training:

- North Carolina Justice Academy – The Academy, with campuses in Salemburg and Edneyville, provides basic, intermediate, and advanced training to law enforcement officers in a variety of topics, including firearms, criminal investigations, traffic crash investigation, self-defense, anti-terrorism, community oriented policing, and management and supervision. It also teaches rapid deployment training to all law enforcement officers on how to respond to violent situations, such as school violence. Much of the actual training provided by the Academy is for local law enforcement officers rather than State law enforcement agencies. Further, the Academy develops course curricula and publishes educational materials for these courses. The Academy also works with the Criminal Justice Education and Training Standards Commission in identifying the mandatory training that law enforcement officers must take each year.
- State Bureau of Investigations Academy and Training Services –The SBI provides entry-level training before becoming an agent and ongoing training throughout an agent’s career (costs are already incorporated into their budget data for staff and operating costs). The Academy is an 18-week program that trains all new SBI agents with modules that focus on the specific requirements of investigation technique, procedures, law, technical and specialized knowledge related to the types of crimes SBI investigates. They use both in-house and subject matter experts from various disciplines throughout the Bureau. Additionally, the Training Services Section, which oversees the Academy, also oversees the in-service and staff development training efforts. For example, Agent I’s are required to receive a minimum of 200 hours of additional training in at least seven disciplines over a 2-year period. Agent II’s are required to receive a minimum of 240 hours of additional training in at least six disciplines over a 3-year period. This kind of structured program of broad ranging but subject matter specific training provides agents with a process for ensuring ongoing refreshing of their skills and knowledge.
- Department of Correction’s Office of Staff Development and Training (OSDT) – The DOC provides basic entry level training, recertification, and specialized courses for both correctional officers (who are not included in this study) and PPOs. OSDT has 58 staff, of which 40 are full-

time training staff located both in Raleigh and at regional sites. Specific to PPO's, DOC requires them to have a 4-year degree and take additional coursework related to targeting offender needs, legal consideration related to probation such as arrest, search and seizure, sanctions for violations. DOC also provides training on counseling methods, especially related to substance abuse; crisis intervention and domestic disputes; interview techniques; supervision of the population; administrative issues related to offenders, including case management and processing; offender transportation and arrest procedures; courtroom preparation; and drug identification. As the department goes through its changes to the PPO roles, which has been occurring over the past year, the training will routinely be reviewed and adjusted to ensure it aligns with the new responsibilities. Curriculum for the work of OSDT is reviewed both internally and externally by the Department of Justice's Criminal Justice Standards and Training Division.

- State Highway Patrol Training Academy – The Academy's 30 week program is a blending of the 600 plus hours of Basic Law Enforcement Training that is mandated by the Criminal Justice Education and Training Standards Commission for all sworn law enforcement officers and another 600 hours of specialized training that is designed to equip the SHP troopers to handle all types of law enforcement matter on North Carolina highways.

Each of these training entities has staff trainers, established curricula, and set training schedules. Additionally, the State law enforcement agencies rely heavily on the Community College System. In spite of these resources, availability to training resources can be challenging to ensure officers get recertified in the required timeframes.

One key concern is with advanced and/or specialized training. There is no central resource regarding training classes/resources of which other agencies could avail themselves. And yet, there are a number of agencies that could benefit from the expertise of other agencies if their staff could attend some of the specialized courses. Examples are insurance fraud or gang awareness. While some of the agencies have tried to be of assistance, there is not a simple way of knowing what is being offered, and whether other agencies can also participate, other than through informal working relationships developed.

Also of concern to some agencies is the small number of State owned firing ranges. The concerns included: (1) the availability of ranges, (2) being able to schedule ranges when agencies are receiving annual training, (3) the commute time required to get to some ranges, (4) the need for firing ranges simulations, and (5) the value of indoor ranges. Presently, the only State-owned firing ranges are owned by DOC, Department of Justice, and the Division of Forest Resources. Table 10 shows the agency owners, users and location of these State owned ranges.

Table 10

Firing Range Owner-Agencies

Agency Owner	Agency Users	County
Department of Correction/Office of Staff Development and Training	Department of Correction	Raleigh and Regional sites
Department of Justice/North Carolina Justice Academy	State and local law enforcement agencies that receive training from the academies as well as any State and local agencies that reserve the use of the ranges when the academies are not using them for their courses.	Henderson & Sampson
Department of Environment and Natural Resources/Division of Forest Resources	Division of Forest Resources, State Bureau Investigation, Department of Correction, Federal Bureau of Investigations, Blue Ridge Parkway Police, and local police departments.	Watauga
Department of Justice/State Bureau of Investigation	Small range, used primarily by the lab but can be used for requalification, if needed	Wake
State Bureau of Investigation	State Bureau of Investigation	Wake

Source: Departments of Correction, Justice, and Environment, and Natural Resources/Division of Forest Resources

Because of the shortage of State owned firing ranges, law enforcement agencies must arrange to use firing ranges of local law enforcement agencies, community colleges, privately owned, and others to ensure their officers are fully qualified each year. Table 11 shows the firing ranges that the State law enforcement agencies are currently using.

Table 11

Firing Ranges Used by State Law Enforcement Agencies

Law Enforcement Agency	Firing Ranges Used
Administrative Office of the Courts	Training records do not show any firearms training
Department of Agriculture and Consumer Services	Local law enforcement
Department of Commerce/Industrial Commission	Local law enforcement
Department of Correction/Community Corrections	Department of Correction
Department of Crime Control and Public Safety	
Alcohol Law Enforcement	NC Justice Academy, Local Law Enforcement, Howell Woods
Butner Public Safety	North Carolina National Guard
State Capitol Police	Eagle—a private range in North Raleigh
State Highway Patrol	Local Law Enforcement, Community Colleges
Department of Environment and Natural Resources	
Division of Forest Resources	Crossnore, Watauga County
Division of Marine Fisheries	Local Law Enforcement, Community Colleges
Division of Parks and Recreation	Local Law Enforcement
Department of Health and Human Services	
Broughton Hospital	Local law enforcement
Cherry Hospital	Local Law Enforcement
J F Keith Alcohol and Drug Abuse Treatment Center	Community Colleges
Longleaf Neuro-Medical Center	Community Colleges
Department of Insurance	Local Law Enforcement, Ft. Fisher
Department of Justice/State Bureau of Investigation	State Bureau of Investigation
Department of Juvenile Justice and Delinquency Prevention	Community Colleges
Department of Revenue	Local Law Enforcement
Department of Secretary of State	State & Local Law Enforcement
Department of Transportation/Division of Motor Vehicles	Local law enforcement and community colleges
North Carolina Arboretum	Local Law Enforcement, Community Colleges
North Carolina General Assembly	Local law enforcement
North Carolina Wildlife Resources Commission	Local law enforcement in respective districts
University of North Carolina System	Local law enforcement and community colleges

Source: Survey of law enforcement

Equipment Allocation and Procurement

All agencies were asked to provide OSBM with a list of their key law enforcement equipment. Table 12 shows the diversity if the brands of handguns used by the State agencies and the cost per weapon for those that reported.

Table 12

Types and Cost of Handguns Used by State Law Enforcement Agencies

Law Enforcement Agency	Primary Handgun In Use	Cost Per Handgun
Administrative Office of the Courts	Not provided	Not provided
Department of Agriculture & Consumer Services	Not provided	Not provided
Department of Commerce/Industrial Commission	Glock	\$368
Department of Correction/Community Corrections	Glock	Not provided
Department of Crime Control & Public Safety		
Alcohol Law Enforcement	Kimber 1911 and Sig 552 Rifles	\$1,055
Butner Public Safety	Sig Arms Model E-29 357 BSS DAK G	\$648
State Capitol Police	Glock	\$500
State Highway Patrol	Smith & Wesson .357 cal.	\$538
Department of Environment & Natural Resources		
Division of Forest Resources	Smith & Wesson .40 cal.	\$435
Division of Marine Fisheries	Glock	\$668
Division of Parks & Recreation	Glock	\$480
Department of Health & Human Services		
Broughton Hospital	Glock 40-cal	Not provided
Cherry Hospital	Glock and Sig Sauer	\$414 and \$635
J F Keith Alcohol & Drug Abuse Treatment Center	Glock	\$414
Longleaf Neuro-Medical Center	Beretta	\$700
Department of Insurance	Heckler & Koch USP 40 Compact	\$650
Department of Justice/State Bureau of Investigation	Sig Sauer	Not provided
Department of Juvenile Justice and Delinquency Prevention	Glock	\$414
Department of Revenue	Glock and Sig Sauer	\$420 and \$850
Department of Secretary of State	Glock	\$465
Department of Transportation/Division of Motor Vehicles	Sig Sauer & Speer Gold Dot	\$653
North Carolina Arboretum	Glock	\$500
North Carolina General Assembly	Glock	\$429
North Carolina Wildlife Resources Commission	Sig Mod E-226	\$611
University of North Carolina System	Glock and Sig Sauer	Not Provided

Source: Survey of Law Enforcement Agencies

The variety of weapon types alone raises the question of why there is not greater uniformity among weapon types, given that the kind of enforcement being done is not radically different from one agency to another, with some exceptions. But acknowledging that there may be valid reasons for the variety, the range of prices paid for similar items also generates questions: For example, Glockes appear to range from \$368 to \$668 and the Sig Sauers range from \$635 to \$850. The analysis of weapon varieties and costs is just one example. The Department of Administration's Division of Purchase and Contract does not have term contracts for weapons, holsters, belts, or protective gear. However, there is one for ammunition, and the State is able to leverage its buying power for ammunition. Moreover, local law enforcement agencies also participate in this term contract to achieve savings.

Further, 14 agencies use vehicles leased from the Department of Administration's Motor Fleet Management Division. It costs the agencies between \$900 and \$5,000 per vehicle to up-fit them with

lights, sirens, and on-board communications. Other agencies purchase their own vehicles by statutory exclusion. They, too, pay for the costs to up-fit the vehicles. While the time allotted for this study did not allow it, exploration of the relative costs of purchasing versus leasing should be explored.

Of concern among the agencies is the variety and allocation of communication equipment. Some agencies use cell phones and radios; others are Voice Interoperability Plan for Emergency Responders (Viper) enabled. Table 13 shows which agencies reported communication devices and costs on OSBM's law enforcement survey.

Table 13

Communication Equipment Used by State Law Enforcement Agencies

Agency	Viper				Other Equipment	Other Costs
	Number Owned	Number in Use	Cost per Device	Other Costs		
Administrative Office of the Courts	0	0	NA	NA	Cell & landline phones	NA
Department of Agriculture and Consumer Services	20	20	NA	NA	Cell phones	\$ 2,000
Department of Commerce-Industrial Commission	0	0	\$ -	\$ -	- None Reported	\$ -
Department of Correction/Community Corrections	0	0	\$ -	\$ -	- None Reported	\$ -
Department of Crime Control and Public Safety						
Alcohol Law Enforcement	232	201	\$ -	\$ -	- Low band mobile and handheld, pagers, and blackberries	\$ 21,000
Butner Public Safety	91	75	\$ 2,500	\$ -	- Low band radios, cell phones, & pagers	\$ 50,000
State Capital Police	82	4	\$ 5,500	\$ -	- Infrastructure radios	\$ 11,086
State Highway Patrol	4,000	4,000		\$ 9,076,000	Low band radios & cell phones	\$ 1,904,000
Department of Environment and Natural Resources						
Division of Forest Resources	8	4	\$ -	\$ -	- 400 MHz radios, high band radios, cell phones, laptops, air cards, & scanners	\$ 57,550
Division of Marine Fisheries	17	17	\$ -	\$ -	- VHF high band radios	\$ 117,660
Division of Parks and Recreation	91	6	\$ 3,300	\$ -	- VHF radios, cell phones, & pagers	\$ 54,460
Department of Health and Human Services						
Broughton Hospital	0	0	NA	NA	VHF radios, cell phones, & pagers	\$ 13,200
Cherry Hospital	0	0	NA	NA	Mobile Data Computers	\$ 144
Keith Alcohol and Drug Abuse Treatment Center	0	0	\$ -	\$ -	- UHF mobile & handheld radios, & cell	\$ 8,240
Longleaf Neuro-Medical Treatment Center	0	0	\$ -	\$ -	- Cell phones	\$ 373
Department of Insurance	20	0	\$ -	\$ -	- Blackberries	\$ 21,600
Department of Justice	0	0	\$ -	\$ -	- None Reported	\$ -
Department of Juvenile Justice and Delinquency Prevention	0	0	\$ -	\$ -	- See Keith Alcohol & Drug Treatment Center	\$ -
Department of Revenue	0	0	\$ -	\$ -	- None Reported	\$ -
Department of Secretary of State	0	0	\$ -	\$ -	- Low band radios & cell phones	\$ 11,700
Department of Transportation/Motor Vehicles	228	195	\$ -	\$ -	- Mobile low band radios & cell phones	\$ 647,774
North Carolina Arboretum	0	0	\$ -	\$ -	- Cell phones	\$ 1,200
North Carolina General Assembly	22	21	NA	NA	Cell phones	\$ 4,355
North Carolina Wildlife Resources Commission	296	186	\$ 4,145	\$ -	- VHF radios	\$ 81,842
Total	5,107	4,729				\$ 3,008,184

Source: Survey of law enforcement

The inability to communicate among various law enforcement and emergency management groups has been documented and approaches have been defined for overcoming this. While much of this is a technical issue that must be resolved, it is also a budgeting issue. It limits the effectiveness of operations if an agency is only partially able to communicate with others in their organization.

Other State Law Enforcement Structures

An additional review that was conducted was an internet review of five southeastern states to see whether they operated on a more or less consolidated basis than North Carolina. As shown in Table 14, it appears that there is a range of structures among the five other states.

Table 14

Comparison of Other State Law Enforcement Organizational Structures and Major Enforcement Areas

State Law Enforcement Agencies	Highways	Motor Carrier	Investigations	Forensic Sciences	Crime Information Center	Wildlife/Forest/Parks	Alcohol & Drugs	Insurance and/or Securities
Georgia								
Department of Public Safety	X	X						
Georgia Bureau of Investigation			X	X	X		X	
Department of Natural Resources						X		
Commissioner of Insurance								X
Georgia Alcohol & Tobacco Division							X	
Kentucky								
Kentucky State Police	X	X		X				
Department of Criminal Investigations/Attorney General Office			X		X		X	
Department of Fish & Wildlife						X		
Department of Insurance								X
Division of Forestry						X		
South Carolina								
South Carolina Law Enforcement Division			X	X	X		X	
Highway Patrol	X	X						
Department of Natural Resources						X		
South Carolina Forestry Commission						X		
Attorney General's Office								X
Tennessee								
Bureau of Investigation			X	X	X		X	
Department of Safety/Highway Patrol	X	X						
Alcohol Beverage Commission							X	
Wildlife Resources Agency						X		
Department of Commerce & Insurance								X
Virginia								
State Police	X	X	X		X		X	X
Department of Game & Inland Fisheries						X		
Department of Forestry						X		
Department of Forensic Sciences				X				
Division of Securities & Retail Franchising								X

Source: Review of selected southern states' law enforcement structures

CONCLUSIONS

OSBM was charged with studying the feasibility of consolidating law enforcement agencies for the purpose of coordinating the activities of these agencies and reducing duplication and overlapping of law enforcement responsibilities, training and technical assistance. OSBM approached this analysis by looking specifically at the functions that each of the agencies performed, their statutory basis for the activities, and the staff and other resources applied to those functions to identify opportunities for consolidation.

Much has been summarized regarding individual law enforcement agencies in the previous pages. Further, separate reports for each of the State law enforcement entities were prepared that summarize their law enforcement functions including; mission, statutory authorities, enforcement roles, staffing levels, funding, training, equipment, geographical coverage, populations covered, enforcement actions, and collaboration with other law enforcement agencies. Each law enforcement entity was given an opportunity to review and comment on their respective summaries and provide additional information if needed. These report summaries are available on OSBM's web site.

Given the interest in the potential for consolidation, it was of particular interest to learn from the agencies where their greatest cooperation and collaboration occurs. Most agencies seem to work more closely with their local "neighbors" or with their federal counterparts rather than with other State entities. This seems to be a reflection of the fact that most agencies have well defined missions that do not routinely cross over into other departments and/or the populations they serve are specific to their work or location. However we found some exceptions that might be of interest relative to consolidation opportunities.

A. Consolidation Based on Workload and Geography:

Key in any discussion of consolidation is what the goals of the consolidation are. If the goal is to optimize resources by increasing the crime prevention presence at no additional cost, a few opportunities appear to exist. For example, in examining the statutory missions and the caseloads of the various law enforcement agencies, several examples of similar, if not identical workload, in close geographic proximity, were apparent:

1. State Capitol Police the General Assembly Police, and the Administrative Office of the Courts all provide general security and community policing type functions in very close proximity to one another within the City of Raleigh
2. Four university campus law enforcement entities operate in the two cities: Winston-Salem State University and the University of North Carolina School of the Arts in Winston-Salem and the University of North Carolina in Greensboro. They have generally the same functions in the same cities but on separate campuses.
3. The University of North Carolina at Asheville and the North Carolina Arboretum are both located in Asheville.

The advantages of considering consolidation of these entities would be primarily in three areas:

- Reduced administrative costs – a single management, centralized training coordination and planning, and a single communication center.
- Ability to broaden coverage by redeploying administrative staffing to law enforcement tasks, and ability to modify workloads.
- More mutual support by officers having concurrent jurisdiction.

For the above agencies, the negative aspects of consolidation should be minimal (other than concern about one branch of government being responsible for the security of other branches) as long as a service level agreement is reached that guarantees a high standard of coverage for all agencies served by each of the separate entities, which would be monitored and adhered to. For any consolidation to be successful there

must be careful proactive planning. There must also be buy-in from all affected parties that such consolidation will result in improved security and professionalism by the law enforcement personnel. If these kinds of benefits are not achieved, then there is a strong likelihood that the effort might be unsuccessful.

B. Consolidation Based on Specialization:

OSBM identified several potential opportunities to consolidate agencies based on the types of cases they investigate. While the following consolidations may be possible, they are not necessarily recommended without more in-depth analysis. They are:

1. The Industrial Commission investigates insurance fraud (workers' compensation) and the Department of Insurance investigates all types of insurance fraud and criminal activities.
2. The Department of Revenue, the Department of Secretary of State, and the SBI all investigate financial crimes, although they may have a different focus or involve specific industry types.

If one were to pursue consolidating agencies who work with specialized case types, there is a risk that the donor agency (i.e., the agency that would give up the law enforcement presence) will receive less attention or coverage of its subject matter investigations, if the presence is removed and consolidated. Their cases will simply be one more in the queue of a general "Insurance Fraud" and "Financial Crimes" entity. The advantages of consolidation for these agencies is the potential of having (1) more resources (staff and facilities) to conduct more investigations, (2) consistent processes, and (3) access to additional training or other supportive resources. In reviewing research about law enforcement agency consolidation, especially as it applies to consolidating specialized law enforcement, there would need to be very clear and detailed analysis of caseloads, processes, external and internal contacts, resources, data sources, jurisdictional issues, and statutory issues, as well as what end result would be achieved that would warrant such a move. On the basis of the limited information we have from this study and on the comments earlier about what it takes for a consolidation to be successful, we are not recommending either of the above specialized entity consolidations, but they might be something for further study.

C. Elimination Based on Better Alternatives:

In addition to identifying agencies that might be considered for consolidation, OSBM also identified several agencies whose sworn staff or coverage appears to be too small to be optimally effective, and a new approach is suggested:

1. Department of Agriculture and Consumer Services/State Fair – one FTE, supervises six full-time non-sworn and 58 part-time and contract security persons.
2. Department of Health and Human Services (DHHS) Police Departments at four facilities – Broughton Hospital, Cherry Hospital, J. F. Keith Alcohol and Drug Abuse Treatment Center, and Longleaf Neuro-Medical Center – had a total of 34 FTE. These facilities provide security for other nearby State agencies and have joint security arrangements with local law enforcement agencies. This should also consider the two law enforcement FTEs that the Department of Juvenile Justice and Delinquency Prevention has near the J. F. Keith Alcohol and Drug Abuse Treatment Center.

The Department of Agriculture and Consumer Services /State Fair is already making use of contractors for much of its coverage. If the one sworn position with the State Fair were merged with the State Capitol Police, the State Capitol Police could oversee the function and the contracts for the State Fair and incorporate coverage into its existing structure. In the case of DHHS, the four facilities' statutory jurisdiction is primarily for security, traffic, and parking, and they already have arrangements with local law enforcement to provide support; it would appear that decommissioning the DHHS law enforcement agencies in favor of local contract arrangements might be most advantageous to all.

D. Further Study to Find Better Alternatives:

As previously noted, OSBM also identified law enforcement agencies that appear to be too small to be optimally effective, and further study is warranted to identify either a different staffing level or an alternate approach. In the case of the Department of Environment and Natural Resources' Division of Forest Resources, has only eight law enforcement FTE for the entire state, and can only partially fulfill law enforcement roles. The number of woodland fires investigated in calendar year 2009 was 274.

However, consolidating Division of Forest Resources enforcement would be challenging. They are under-resourced for the coverage they need to provide for law enforcement, but consideration might be given to moving the enforcement staff to the Wildlife Resources Commission. This would require expanding the training of Wildlife Officers to also encompass some of the aspects of the Division of Forest Resources enforcement. Therefore, the Division's other non-law enforcement functions should be taken into consideration if this conclusion is pursued. Nevertheless discussions should be held with the parties to see if the Division of Forest Resources coverage can be increased through such an arrangement.

E. Other "Consolidation" Opportunities

Having looked at consolidation options, it is important to note that the above agency consolidations will not make a significant change in how law enforcement is performed in this State and the savings will be nominal. The agencies will still require similar small unit/paramilitary structures to ensure proper command and adherence to strict standards, and this limits the overall savings. The same case types shown on Tables 3 and 4 will still require coverage, and the color of one's uniform or shape of the badge will not change that required coverage. Thus, the disruption might be more than the value, and there may be new costs because salary structures may have to be aligned, as well as vehicles, weapons, and communication devices.

The major savings in the coming years will not be by consolidating agencies. What is more urgent is to examine how consolidation of law enforcement support services can improve the State's allocation of finite resources to achieve the broadest goals. In reality, it is the areas of capital and technology that all law enforcement agencies share a common need and the State stands to gain the most benefit through improved operations and optimized cost.

There are already some initiatives addressing common or shared concerns that demonstrate this. For example, the Criminal Information and Identification Section in the SBI, which is the central repository for criminal history information, based on fingerprint identification. Criminal Information and Identification Section is responsible for the management and daily operation of the State Automated Fingerprint System, as well as for training, auditing, and approving access to the State law enforcement computer network known as the Division of Criminal Information. This is a resource used by all law enforcement, which links to both federal and local law enforcement partners, and ensures that standards for security, quality and data integrity are maintained.

The SBI Laboratory offers a similar shared service function to State and local law enforcement that choose to use it, and replicating both the facility, equipment, storage requirements, and skills/ongoing training would be cost-prohibitive. In response to the need for faster response time, and less travel to and from the Raleigh and Asheville laboratories, the SBI recently opened an additional site in Greensboro to provide the most used services closer to the agencies needing them. The SBI is also exploring the possibility of an additional eastern site that will reduce travel times to and from Raleigh for the eastern counties.

There are also some new initiatives that are ongoing that, in time, might have the same value to the state overall.

For example, the Office of State Controller is leading an initiative to develop a Criminal Justice Data Integration Pilot Program in Wake County, to enhance decision making in the law enforcement world. The pilot is called the Criminal Justice Law Enforcement Automated Data Services or CJLEADS. The goals are to:

1. Integrate data and images from a multitude of data sources, systems, and agencies, via secure connections and comply with all security restrictions under Federal and State law.
2. Provide law enforcement with a single place to go for information as they make decisions requiring action or further investigation.

Data is being pulled from law enforcement areas, such as court systems, jail records, prison records, driving records, sex offender records, among others; future data sources will include wildlife and concealed handguns. This pilot will provide law enforcement both image and text information so that as law enforcement officers conduct investigations and/or are actively involved in an immediate law enforcement activity, they will have complete information about individuals from all data sources that might have a bearing on the case. This project has been regularly reported to the legislature and others. The agencies that have been involved in the design pilot project include Administrative Office of the Courts and the Departments of Justice, Juvenile Justice and Delinquency Prevention, Correction, Crime Control and Public Safety, and Transportation as well as local law enforcement.

Similarly, the SHP was statutorily designated to establish a statewide radio system. The SHP has been instrumental in the development and implementation of the Viper system. Many local and state law enforcement agencies are fully or partially operational with Viper, which offers law enforcement and emergency management agencies and their staff a system of communication that is reliable and interoperable. These are key element in times of crisis situations or natural disasters when law enforcement and other agencies must work closely together. At the time of this study, SHP reported that 144 of the nearly 240 planned transmission tower sites are operational. Another 39 towers are funded and under construction; 25 are partially funded and awaiting state matching funds, and 32 are unfunded. The SHP estimates that it will cost \$189 million to complete all sites, with \$110 million already funded. Currently 43,000 users are on the network (many of whom are emergency responding agencies). The ongoing status of the Viper program has been regularly reported on to the legislature and others.

Some of the above initiatives stem from earlier work when the North Carolina General Assembly in 1995 recognized the need for further coordination and cooperation between State and local agencies in establishing standards for sharing of criminal justice information, and created the Criminal Justice Information Network (CJIN) and its governing board. The CJIN's goal was "to develop a statewide criminal justice information network in North Carolina that will enable a properly authorized user to readily and effectively use information, regardless of its location in national, state, or local databases." The Governing Board is made up of professionals from the state, county, and municipal levels representing law enforcement, the court system, correction, juvenile justice, information technology, and the public. Since its formation, CJIN has continued to serve as a forum for providing leadership in ensuring these kinds of initiatives are supported through technical assistance to law enforcement agencies.

These are examples of initiatives where the potential is great for addressing a common problem through consolidated action. And the results can be much more cost-effective than if each agency tried to address it individually.

RECOMMENDATIONS

In light of these potential areas of consolidation, which can benefit law enforcement activities of the State, the following recommendations are offered:

- **Consolidate Procurement Opportunities that Support Law Enforcement** As previously noted in the report, the state does not have term contracts for law enforcement equipment, such as weapons, personal protective gear, and holsters. Yet the data show that the majority of agencies are using a small number of brands, with varying costs. Without dictating types of weapons and related gear, the state could perform a valuable function by surveying both state and local law enforcement agencies to gather their annual buying requirements and time frames, and issuing solicitations on their behalf. This kind of leveraging could save money at both the State and local level, and would support agencies

current choices in a positive manner. The Department of Administration should work with State and local law enforcement agencies to determine what is needed to achieve this on their behalf.

- **Continue to Approach Law Enforcement Technology Issues in a Consolidated Broad-based Manner** As previously noted, the efforts to bring together the State law enforcement partners, technologies, and experts to assess the needs, develop a comprehensive strategy, and work jointly to carry it out appears to be a good model that holds promise. A key challenge is and will be identifying, once the pilot program has proven itself, where it should be housed for ongoing operations, so that all law enforcement agencies can share in its benefits. The same principles apply to traditional consolidation: namely that all partners have confidence that their needs will be met equitably when such a consolidated service is fully operational.
- **Consolidate Certain Training Support Services** While the existence of four key training operations (North Carolina Justice Academy, Office of Staff Development and Training, SBI Academy and SHP Academy) offers the law enforcement community a resource for both general and specialized training, these two areas need to be addressed.
 - **Firing Ranges** – There are an inadequate number of state-owned firing ranges, and scheduling time on the ones they have to rent/borrow/use can take time and effort and incur additional costs. An analysis of the costs and benefits of building and operating several firing ranges around the state should be conducted because it would greatly ease the pressure on this key requirement. Functional requirements that should be included in such an analysis might also be the need for simulations, indoor vs. outdoor ranges, and proximity to law enforcement officers' populations, among others.
 - **Clearinghouse of Training Opportunities** – Many of the law enforcement agencies, in addition to their recertification training, offer specialized courses that may have applicability across agency lines. Financial crimes, drug diversion, environmental, and gang awareness, are just a few of the kinds of specialized training that could be helpful to others, but at the present time, there is no systematic way to share information about courses in which others might wish to participate. Designating one agency to be the keeper of such a shared service would be very beneficial.
- **Bring Parity to Probation and Parole Officers** The PPO's meet essentially the same requirements as other law enforcement officers, and are put in extremely difficult and dangerous situations when dealing with a population that has already broken the law at least once. With a recidivism rate of over 44 percent of persons on parole or probation, it would seem that there is an assumption that probation and parole officers will be confronting situations not unlike other law enforcement personnel. However, the PPO's are not sworn law enforcement officers, and their salaries and retirement benefits are not on parity with those of sworn officers even though their duties and responsibilities are equally difficult and dangerous. Bridging the salaries and retirement benefits of the PPO's with the salaries of sworn law enforcement officers will be challenging, but doing so should help in the recruitment and retention of PPO's.

APPENDIX A

State Law Enforcement Agencies and Their Law Enforcement Missions

State Law Enforcement Agency	Law Enforcement Mission
Administrative Office of the Courts	The Administrative Office of the Court's Supreme Court Marshal provides similar functions and duties for the North Carolina Supreme Court as provided by a county sheriff to local courts. In this capacity, the position serves at the pleasure of the Supreme court and performs such duties that the court may assign including serving as courtroom bailiff, providing courthouse security, and serving processes issued by the Supreme Court.
Department of Agriculture and Consumer Services--State Fair Police	the State Fair Police provide security for all visitors and vendors at the State Fairgrounds, and surrounding properties, protect the property of all visitors and vendors, protect all State property at the State Fairgrounds, and provide security services when requested at other Department properties. Assist with enforcement of Department of Agriculture and Consumer Services regulatory investigations and enforcement.
Department of Commerce--Industrial Commission--Criminal Investigation Unit	The mission of the Criminal Investigation Unit's Fraud Investigation Section is to serve the citizens of North Carolina by investigating potential criminal violations of the Workers' Compensation Act and ensuring compliance with the rules and regulations in a manner that fosters confidence in the workers' compensation system and compliance with the law.
Department of Correction--Division of Community Corrections	The mission of the Division of Community Corrections is to supervise all adult offenders on probation, parole or post-release parole, and offenders who transfer in from other states to protect the safety of citizens in the community by providing viable alternatives, using an equal balance of control and treatment to positively affect behavior and lifestyle. This is accomplished by providing structured organization, continuity, individualized goals that could include treatment, work and education to each of the population they are charged with supervising. The Division envisions supervision that takes into account the offender's risk for recidivism and crime producing needs in order to engage the offender in appropriate interventions based on evidence based practices that have been empirically tested so that there is established an appropriate balance of control and treatment that will positively affect their behavior and lifestyle patterns. The emphasis will be in using evidence based practices to meet our overall goal; breaking the cycle of crime.
Department of Crime Control and Public Safety--Alcohol Law Enforcement	Alcohol Law Enforcement is responsible for enforcing the laws related to the sale, purchase, transportation, manufacture, consumption and possession of alcoholic beverages in the state. The agency also regulates charitable bingo, boxing, mixed martial arts, and enforces laws related to tobacco sales to minors, controlled substances, gambling, the lottery, and nuisance establishments.
Department of Crime Control and Public Safety--Butner Public Safety	To provide the people, institutions and campuses of the Butner Public Safety jurisdiction with professional fire and law enforcement services, thus enhancing the quality of life of the citizens, institutions, and businesses served.
Department of Crime Control and Public Safety--State Capital Police	The mission of the State Capitol Police is to provide a safe and secure environment for public officials, state employees, and visitors within the State Government Complex and at state-owned properties throughout the Raleigh/Wake County area, through the consistent enforcement of established regulations and laws.
Department of Crime Control and Public Safety--State Highway Patrol	Ensure safe, efficient transportation on streets and highways, reduce crime, protect against terrorism, and respond to natural and manmade disasters. Accomplish this mission in partnership with all levels of government and the public.

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State Law Enforcement Agency	Law Enforcement Mission
Department of Environment and Natural Resources-- Division of Forest Resources-- -Forest Protection Section	The mission of the Division of Forest Resources' Forest Protection Section Investigates wildland fires, violation of North Carolina's stream obstruction laws resulting from forestry activities, crimes committed against division employees in the performance of their duties, property crimes committed against the division, and general crimes committed on Division of Forest Resources property. The Division is also responsible for training and developing the forest rangers in the Division via Basic and Advanced Law Enforcement Schools, as well as one on one interaction in the field to prepare them for the enforcement of forest laws and maintaining relationships with other law enforcement agencies throughout the state.
Department of Environment and Natural Resources-- Division of Marine Fisheries	The mission of the Division of Marine Fisheries is to ensure sustainable marine and estuarine fisheries and habitat for the benefit of the people of North Carolina. Jurisdiction includes all coastal and joint waters, extends to three miles offshore, and ranges to 200 miles offshore for some federally regulated species. Officers monitor 2.5 million acres of water and over 4,000 miles of coastline. The Division ensures compliance with conservation regulations and protects the state's marine and estuarine fisheries and habitat resources by inspecting fishermen who harvest fish (commercial and recreational fishermen) and fish houses that buy North Carolina seafood, including retail seafood markets and seafood restaurants. Division officers enforce regulations on the commercial seafood industry.
Department of Environment and Natural Resources-- Division of Parks and Recreation	The Division of Parks and Recreation park rangers and superintendents have multiple duties and responsibilities to include law enforcement. The Division's law enforcement mission includes: (1) ensuring the safety of park visitors and employees, (2) protecting the State's natural and cultural resources, (3) protecting State owned and personal property, and (4) preventing criminal actions.
Department of Health and Human Services--Broughton Hospital	The mission of the Broughton Hospital Police Department is to enhance wellness and habilitation through providing a safe and secure environment, through proper law enforcement techniques, thereby nurturing social and therapeutic interactions and self-reliance.
Department of Health and Human Services--Cherry Hospital	The mission of the Cherry Hospital Police Department is to enhance wellness and habilitation through providing a safe and secure environment, through proper law enforcement techniques, thereby nurturing social and therapeutic interactions and self-reliance.
Department of Health and Human Services--J. F. Keith Alcohol and Drug Abuse Treatment Center	The Black Mountain Joint Security Force, a joint law enforcement effort for three State facilities, provides law enforcement and security services for the Julian F. Keith Alcohol and Drug Abuse Treatment Center, a Department of Health and Human Services healthcare facility and other area State facilities.
Department of Health and Human Services--Longleaf Neuro-Medical treatment Center	The mission of the Longleaf Police Department is to protect the lives and property of all people, to maintain order and to enforce the laws of the State of North Carolina.
Department of Insurance-- Investigation Division	The Investigation Division conducts criminal investigations of insurance related crimes committed by policyholders, claimants, insurance producers, and insurance companies. The Division also provides similar duties for collection agencies, bail bondsmen, motor clubs and premium finance companies.

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State Law Enforcement Agency	Law Enforcement Mission
Department of Justice--State Bureau of Investigation	The State Bureau of Investigation has a seven-part mission: (1) investigating crimes, identifying and apprehending criminals and preparing evidence for use in criminal courts, (2) scientifically analyzing evidence, (3) exercising original jurisdiction in specified criminal matters and responding to requests for assistance from local, state and federal law enforcement agencies, (4) collecting and receiving criminal justice information for purposes of comparison, classification, and dissemination statewide and nationally, (5) conducting surveys and studies relating to criminal conspiracy, crime trends, and crime prevention, (6) protecting public officials at their request with the Attorney General's approval, and (7) eliminating fraud in the North Carolina Medicaid Program .
Department of Juvenile Justice and Delinquency Prevention	The mission of the Department of Juvenile Justice and Delinquency Prevention law enforcement at the Swannanoa Valley Youth Development Center (Swannanoa Center) is to promote public safety and juvenile delinquency prevention, intervention, and treatment.
Department of Revenue--Tax Enforcement Division	The mission of the Tax Enforcement Division is to generate revenue and maximize tax compliance by enforcing the specific areas of subject matter jurisdiction related to Unauthorized Substances Section, Motor Fuels Section, and Criminal Investigations Section.
Department of Secretary of State--Securities, Notary, Trademark, and Lobbying Divisions	To serve and protect citizens, the business community and governmental agencies by the detection, investigation and enforcement of fraudulent and non-fraudulent violations of North Carolina General Statutes enforced by the various divisions of the Department of the Secretary of State, including specifically Securities, Trademark, Corporations, Notary Public, Lobbyist Compliance, and Charitable Solicitation Licensing Divisions. The Department also coordinates and participates in training seminars to educate local law enforcement agencies and other personnel since training of law enforcement agents and other members of the legal community is necessary for the effective enforcement of the various regulations administered by the Department.
Department of Transportation--Division of Motor Vehicles	The mission of the Division of Motor Vehicles License and Theft Bureau is to enforce all State and Federal laws, which regulate motor vehicle operations, sales, inspection maintenance, and auto theft, and conduct investigations that prevent frauds, impositions, and other abuses upon the citizens of the state of North Carolina.
North Carolina Arboretum Police Department	The Arboretum's Campus Police Department ensures a safe and secure environment for the Arboretum community. The fundamental responsibilities of the law enforcement officers within the department involve providing assistance to visitors, volunteers, and employees, protecting State property, and enforcing all applicable laws and ordinances as well as encouraging compliance with institutional policies.
North Carolina General Assembly Police Department	Provide for the security and protection of members of the Legislature, staff, visitors and property on the State Legislative Complex and throughout the state during special events as directed.
North Carolina Wildlife Resource Commission-- Division of Enforcement	The Division of Enforcement enforces the game, fish and boating laws of North Carolina as established by the North Carolina General Assembly and the North Carolina Wildlife Resources Commission. Wildlife officers enforce the game, fish and boating laws to protect the resources of the state and the safety of its citizens. Officers can arrest for any criminal offense committed in their presence.

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State Law Enforcement Agency	Law Enforcement Mission
University of North Carolina System	While the mission statements for the 17 schools of the university system varies, the primary focus of their missions is to provide a safe and secure working and living environment for students, faculty, staff, and the public. Specifically, the schools law enforcement units' missions are to: (1) enforce all State laws and school rules and regulations, (2) provide 24 hours/seven days a week police coverage, (3) provide transportation services , including controlling traffic and parking, (4) investigate criminal activities and apprehend offenders, (5) deter and/or reduce the occurrence of crime, and (6) interact with students, staff, faculty, and visitors.

Source: Mission statements of the State Law Enforcement Agencies