

Department of Public Safety Consolidation Final Report

**As Directed by Session Law 2011-145
Section 19.1(iii)**

January 2012



Prepared By:

Office of State Budget and Management

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Introduction

Section 19.1(iii) of Session Law 2011-145 directs the Office of State Budget and Management (OSBM), in consultation with the Department of Juvenile Justice and Delinquency Prevention (DJJDP), the Department of Crime Control and Public Safety (CCPS), and the Department of Correction (DOC) to issue a final report on or before January 15, 2012. This report shall include information about the reclassifications of positions or reductions in force pursuant to subsection (hhh1) of Section 19.1 and may include any recommendations for changes to the General Statutes that organize the Department of Public Safety (DPS). In addition, OSBM was mandated to provide an interim report on the progress of implementing Section 19.1 of Session Law 2011-145. The report was submitted to the Joint Legislative Corrections, Crime Control, and Juvenile Justice Oversight Committee on October 1, 2011.

To complete the final report, OSBM analysts performed the following tasks:

- Reviewed DPS project plan;
- Interviewed key personnel within DPS;
- Obtained personnel information from the Office of State Personnel;
- Obtained accounting and fund information from Office of State Controller;
- Obtained facility information from the Department of Administration; and
- Reviewed related documents and reports.

Background

On March 25, 2011, Governor Perdue issued Executive Order 85 to reorganize the executive branch, including combining departments in the area of public safety. The General Assembly codified a similar strategy for public safety consolidation in Session law 2011-145 Section 19.1. The law specifies the powers and duties of the new Secretary of DPS along with the organizational structure.

Table 1 identifies the certified budget and full-time equivalents (FTE) for the three prior departments and the combine total for DPS.

Table 1
Certified Budget and Full-Time Equivalent (FTE)

| Agency | FY2011-12 | | FY2012-13 | |
|---|-------------------------------|----------------------|-------------------------------|----------------------|
| | Certified Budget ¹ | Full-Time Equivalent | Certified Budget ¹ | Full-Time Equivalent |
| CCPS | \$225,300,000 | 3,023 | \$215,200,000 | 3,023 |
| DOC | \$1,340,000,000 | 21,221 | \$1,350,000,000 | 21,221 |
| DJJDP | \$135,600,000 | 1,618 | \$131,100,000 | 1,618 |
| DPS | \$1,700,900,000 | 25,862 | \$1,696,300,000 | 25,862 |
| 1. Does not include the health insurance and retirement allocation. Numbers are round to the nearest million. | | | | |

Mandated Requirements

To implement the new structure, 13 positions were created for DPS senior management which took effect January 1, 2012. Also, the three Departments, CCPS, DJJDP, and DOC, must eliminate thirty-four senior management positions and find operational efficiency savings for FY 2012-13 of \$1,417,693.

Session Law 2011-145 Section 19.1(hhh2) requires DPS to create eight regional offices within the Division of Law Enforcement and requires the State Highway Patrol and Alcohol Law Enforcement to collocate at these regional offices. Presently, there are eight State Highway Patrol and nine Alcohol Law Enforcement regional offices. Operational savings must be identified by March 1, 2012 and the regional offices must be operational by July 1, 2012.

Session Law 2011-145 Section 19.2 requires the Offices of State Budget and Management and State Controller to consolidate the budget codes of all three departments to one budget code. The fund codes within the one budget code shall align with the new organizational structure. The new budget code must be established by July 1, 2012.

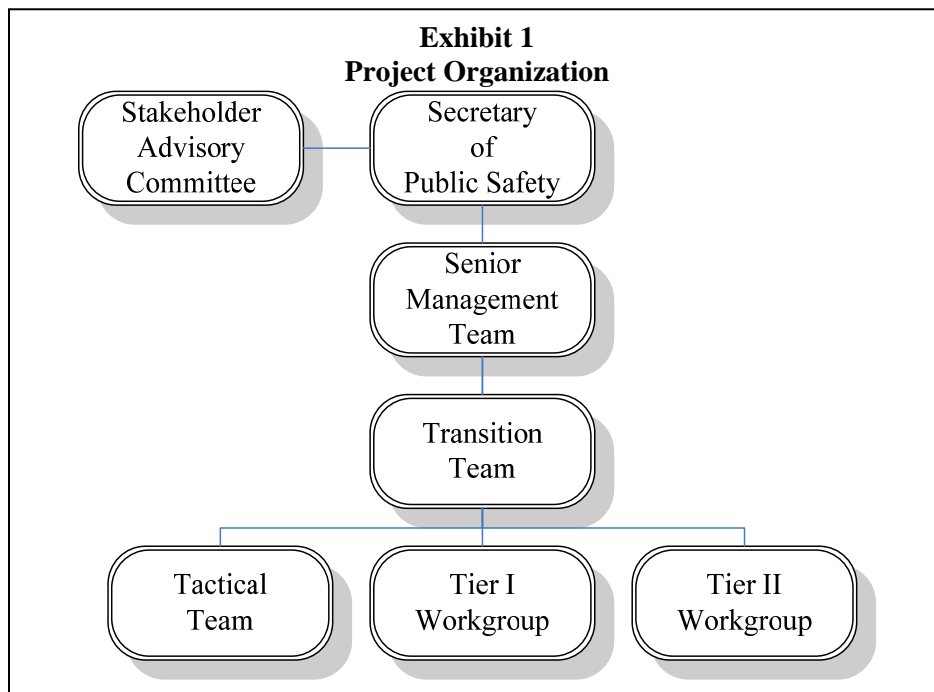
Not directly related to consolidation, but additionally, DOC must eliminate 60 administrative positions and DJJDP must eliminate 20 administrative positions with the goal of achieving the following benchmarks:

- Human Resources: 1 position for every 150 full-time equivalent positions.
- Fiscal/Budgeting: 1 position for every \$8 million of total budget.
- Purchasing: 1 position for every \$11 million goods or service purchased.

Required savings for the eliminations of administrative positions totals \$4,265,095.

Implementation Plan

To achieve the results above, ensure a smooth transition, and gain buy-in from stakeholders and staff, consolidation is being treated as a formal project. Separate committees, teams, and groups will work together through a project organization to ensure consolidation efforts are successful. Exhibit 1 is a diagram of the project organization.



Workgroups

The bulk of the consolidation work is occurring at the workgroup level. Workgroups are:

- Recommending how consolidation of functions and personnel will occur;
- Recommending how savings will be leveraged from these consolidations; and
- Assisting in the implementation of the final consolidation plan as directed by the Secretary.

Two tiers of workgroups are addressing the many and varied functional areas that must be examined prior to making consolidation recommendations. Tier I workgroups continue to meet to identify savings, but have completed the operational consolidation in their areas as of January 1, 2012, due to legislative requirements. Tier 2 workgroups, while working concurrently with Tier 1, are working towards accomplishing those requirements of the later deadline items due July 1, 2012. Workgroups are identified in Table 2.

Table 2
Workgroups

| Tier I | Tier II |
|-------------------------------------|---|
| 1. Human Resources | 1. Asset Management |
| 2. Public Information/Communication | 1.1 Facility Maintenance |
| 3. Financial Management | 1.2 Warehouses |
| 4. Grants Management | 1.3 Engineering |
| 5. Information Systems | 1.4 Transportation |
| 6. Purchasing | 1.5 Vehicle Maintenance |
| 7. Internal Audit | 2. Training |
| 8. Equal Employment Opportunity | 3. Regional Law Enforcement Offices |
| 9. Safety | 4. Community Services |
| 10. Research and Planning | 5. Medical, Laboratory Testing Services, and Substance Abuse |
| 11. Training | 6. Youth Education |

Transition Team

This team is managing the consolidation efforts. Responsibilities include:

- Meeting deadline and savings requirements,
- Providing instruction to workgroups,
- Submitting weekly reports and strategic decisions to Senior Management.
- Communicating regularly with the Governor's staff and OSBM.

Stakeholder Advisory Committee

The Stakeholder Advisory Committee is providing strategic advice to the Secretary on the possible impacts of strategic consolidation decisions. This committee includes key legislators, outside stakeholders and a Governor's Office representative. It is staffed by the DPS Chief Operating Officer.

Tactical Committee

Members of this committee are working with the Transition Team to cut through any bureaucracy to speed up the processes required to implement structural changes. This committee includes senior staff from the Department of Administration, Office of State Personnel, Office of State Controller, Office of State Budget and Management, and Information Technology Services.

Progress and Accomplishments

Over the last six months the three departments along with support from the Offices' of the Governor, State Budget and Management, State Controller, State Personnel, Information Technology Services and Department of Administration have worked together to ensure the success of the Public Safety consolidation. The following discusses the accomplishments and progress related to the consolidation efforts.

Leadership, Committees and Workgroups

On August 12, 2011, the Governor named Reuben Young the first Secretary of the Department of Public Safety. By mid September the Secretary selected the senior leadership team which meets weekly to obtain updates on consolidation progress and to resolve consolidation issues. Members of the senior leadership team are:

- Reuben Young, Secretary
- Mikael Gross, Chief Operating Officer
- Jennie Lancaster, Chief Deputy Secretary for the Adult Correction Division
- Linda Hayes, Chief Deputy Secretary for the Juvenile Justice Division
- Rudy Rudisill, Chief Deputy Secretary for Law Enforcement Division
- Bennie Aiken, Chief Deputy Secretary for Administration
- Rhonda Raney, Director of the Office of External Affairs

Members for the stakeholder advisory committee were identified in October 2011 and the committee's first meeting was held in late October 2011 to discuss the plan to successfully consolidate the three departments. In December 2011 the committee was briefed on the progress and accomplishment made over the prior month. Members of this committee are:

- Chair, Reuben Young
- Senator Ed Jones
- Senator Harry Brown
- Representative David Guice
- Representative Bill Owens
- Governor's Office Representative – Mike Arnold
- Sheriff's Association – Eddie Caldwell
- Fraternal Order of Police – Terry Mangum
- Police Benevolent Association – John Midgette
- NC Victims Assistance Network – Tom Bennett
- Action for Children – Barbara Bradley
- State Employee Association of North Carolina – Linda Rouse Sutton

The transition team was in place by September and developed a project plan with tasks, deadlines and milestones to ensure the consolidation efforts are successful. This team meets weekly with DPS leadership providing progress reports including obstacles and successes of consolidation. The team members are:

- Chrissy Pearson, Senior Advisor to the Secretary
- Mark Tyler, Project Manager
- MaryBryan Wolak, Alcohol Law Enforcement Accreditation Manager

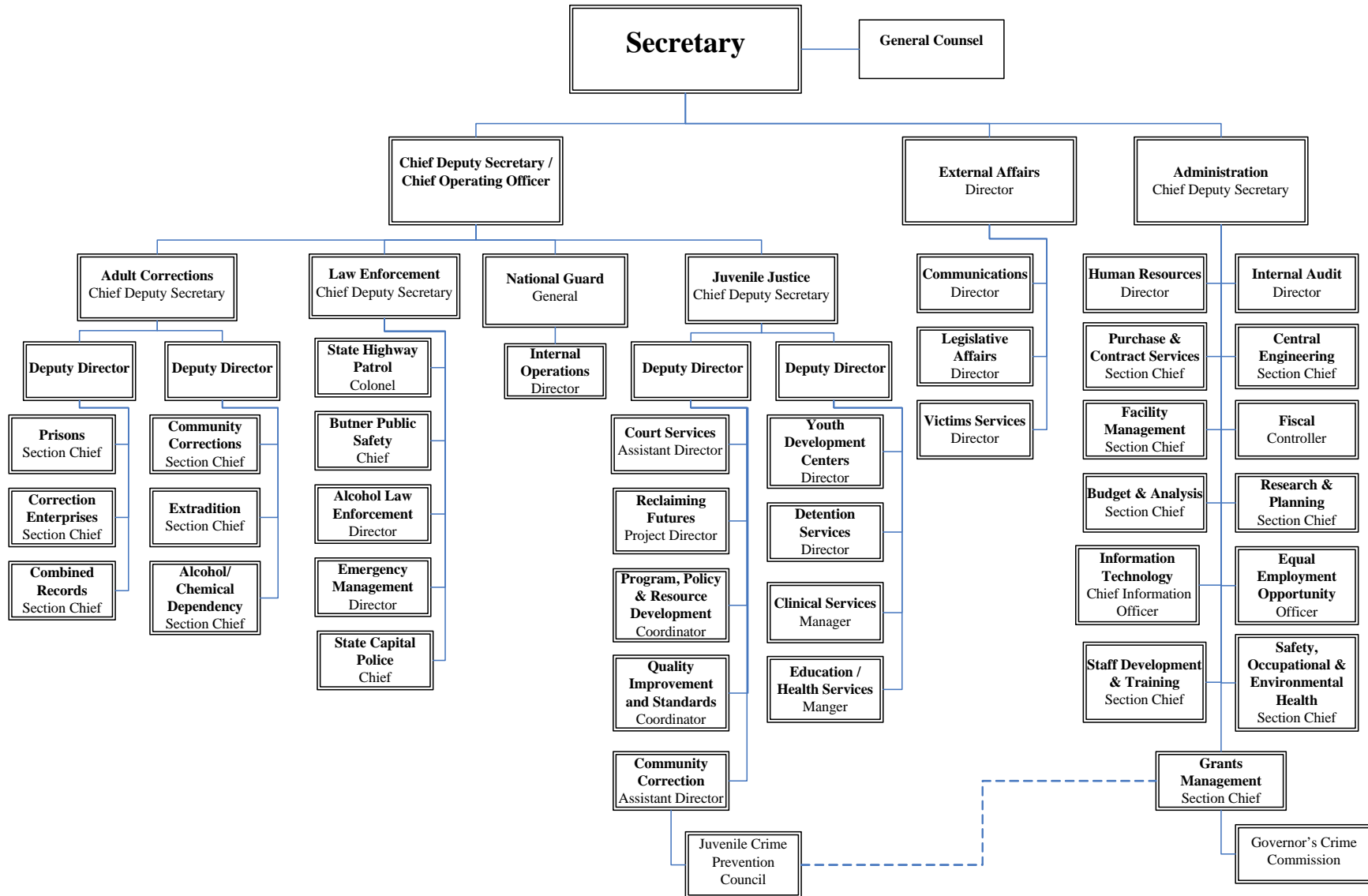
Tier I workgroups were created in September and started work immediately. Tier I workgroups meet weekly or biweekly. The first task was to identify the organizational structure for each section within the divisions and to determine position requirements. The chairs of each workgroup and the new DPS Chief Deputy Secretary for Administration makes up the administration team that meets weekly to ensure issues are addressed timely and targets are met. The administration team members are:

- Bennie Aiken, Chief Deputy Secretary
- Bob Brinson, Chief Information Officer
- Marvin Mervin, Controller
- Tim Harrell, Internal Audit Director
- Alvin Ragland, Human Resources Director
- Gwen Norville, Staff Development and Training Section Chief
- Drew Harbinson, Purchase and Contract Services Section Chief
- Bill Stovall, Central Engineering Section Chief
- Gloria Butler, Equal Employment Opportunity Officer
- Gwen Burrell, Governor's Crime Commission Executive Director
- Nicole Sullivan, Research and Planning Section Chief
- Cassandra Watford, Budget and Analysis Section Chief
- Joe Simpson, Safety Director

Organizational Structure

The first step addressed by the DPS senior leadership team was identifying the new organizational structure and personnel to head the divisions and sections. The Senior Leadership approved the new organizational structure in October which is located in Exhibit 2 and appointed the division and section heads as noted above. The section heads are responsible for developing the organizational charts for each section.

Exhibit 2 Department of Public Safety Organizational Chart



There are differences between the legislated structure and the structure displayed in Exhibit 2. These differences included the placement of Juvenile Crime Prevention Councils (JCPC) personnel, the elimination of Criminal Justice Prevention and Partnership (CJPP), and the location of the Emergency Management division. DPS senior leadership determined these changes are needed to ensure the integrity or effectiveness of the programs as discussed below. It is the opinion of the DPS leadership, General Statute 143B-10 which describes the powers and duties of the heads of principal departments, and General Statute 143B-28 entitled Goals of Continuing Reorganization, provides the authority to the DPS Secretary to make such changes.

JCPC Placement

The positions in the JCPC remain within the Division of Juvenile Justice with a dotted line to the Governor's Crime Commission (grants management section) rather than directly under the Governor's Crime Commission as legislated. The rationale for this placement is to ensure the integrity of the program while protecting juvenile confidentiality that is required by both state and federal laws. The JCPC funds will be moved to the fiscal section of the Department; thereby allowing the field positions to be used for program evaluation and technical support. Since these positions were more fully immersed in the program side of establishing the JCPC's on the local level, and providing technical support, DPS plans to re-evaluate the program after the first of the year when the new Department is fully operational.

CJPP Placement

Session Law 2011-192 repealed General Statute Article 6A of Chapter 143B entitled the North Carolina State-County Criminal Justice Partnership Act which effectively abolished the CJPP. The "Treatment for Effective Community Supervision Program" was created which can be found in Article 6B of Chapter 143B of the General Statutes. The Community Corrections Section of the Division of Adult Corrections will be responsible for oversight and management of that program. There will also be an advisory board, the State Community Corrections Advisory Board, which will work with the Community Corrections Section to manage treatment and supervision of adult offenders on post release supervision and probation.

Emergency Management Placement

To improve coordination efforts, Emergency Management was placed under the Law Enforcement Division rather than at the division level as legislated. The duties of Emergency Management are so closely tied with public safety responses from the National Guard and the law enforcement agencies within the Law Enforcement Division, that coordinating efforts for emergency response and relief would be best served by a chain of command that understands the continuity of services and relief efforts required by the public from Emergency Management and its support agencies.

Collocation Logistics

To optimize efficiency and effectiveness personnel needed to be collocated. During October and November the Tier I workgroups and transition team worked to address the logistics of collocating personnel which included:

- Identifying the number of employees within each section.
- Identifying adequate office space for each section.
- Identifying available parking spaces for relocated employees.
- Developing a schedule for moving office furniture, equipment and personnel.
- Modifying relocated employees' security badge access.

- Identifying building requirements for computer and phone connectivity.

DPS worked with the Department of Administration to expedite the renovation of several locations to accommodate the relocation. During the month of December almost 180 people were relocated as reflected in Appendix A. During the move, DPS and the Office of Information Technology Services employees worked to ensure computer and telephone services would not be disrupted. By January 3rd, collocations were completed without any disruption in services. The headquarters for the DPS is located on the 14th floor of the Archdale building.

Infrastructure changes are needed to meld the three departments into the new Department of Public Safety. The following activities are taking place:

- New phone numbers have been issued and a phone directory was finalized in January 2012.
- The Office of Information Technology Services worked to configure new email addresses for all DPS employees. This was finalized in January 2012.
- The Office of the State Controller will complete the personnel mapping in the BEACON system between May 1, 2012 and July 1, 2012. Until mapping is completed DPS has developed a work around to address time and attendance issues which are discussed below.
- The Department of Administration issued new mail service center addresses which were finalized in January 2012. Vendors have been notified of the new service center addresses.
- Information system infrastructures including firewalls were modified to allow DPS staff access to three networks to improve interaction. DPS is working on a final solution which may take at least six months to complete.

DPS developed a work around to address the time and attendance issues which arose from having the organization structure in place as of January 1, 2012 and the organizational mapping in BEACON configured after January 1, 2012. The problem is that managers will only have electronic access to approve timesheets of personnel from the same originating department. For example, in DPS's Fiscal section, the Controller can electronically approve former CCPS employee timesheets because he previously managed the CCPS fiscal section. The Controller's employees from DOC and DJJDP must print and sign the timesheets manually. Subsequently, the manager must review and approve the timesheet, and then an individual with BEACON rights will electronically approve the data in the BEACON system. This will continue until the BEACON organizational charts are updated and employees are mapped to the current managers which will occur July 1, 2012.

Position Changes

To implement the new DPS structure, 13 positions were created at a cost of \$818,139 for FY 2011-12 and \$1,563,126 for FY 2012-13. These positions were created effective January 1, 2012. Also, the three Departments must eliminate thirty-four senior management type positions with first year savings of \$1,918,707 and second year savings of \$3,837,413. Budgetary action has been taken to eliminate 34 FTE and funding related to these FTE. These positions are vacant in the BEACON system. BEACON actions to abolish the positions will occur by July 1, 2012 when the budget and fund code structure is implemented (as required by law) and BEACON position mapping is complete for the new DPS organizational structure. Positions mandated to be eliminated and created are shown in Table 3, on the next page with senior management changes resulting in a net savings of \$1,100,568 for FY 2011-12 and \$2,274,287 for FY 2012-13.

In addition, DPS created one senior leadership position, the chief operating officer, with the responsibility of overseeing the operating divisions as shown in the organizational chart on page 6.

Additionally 60 administrative positions within DOC and 20 administrative positions within DJJDP were eliminated as of July 1, 2011 with the goal of achieving the following benchmarks:

- Human Resources: 1 position for every 150 full-time equivalent positions.
- Fiscal/Budgeting: 1 position for every \$8 million of total budget.
- Purchasing: 1 position for every \$11 million goods or service purchased.

Mandated required savings for the elimination of administrative positions totals \$4,265,095

To maximize the efficiency and effectiveness of DPS operations, a review of the number and types of positions required within each section of the administration division will be conducted. It will be critical for DPS to have the right mix of positions to address the needs of the new Department. Section chiefs are responsible for reviewing the needs of their section to identify the number and types of positions required to provide services effectively to the new Department. This process has started and will be ongoing as the Department evolves. DPS is working with the Office of State Personnel to finalize position reclassifications by July 1, 2012.

Table 3
Senior Management Positions
Eliminations and Additions

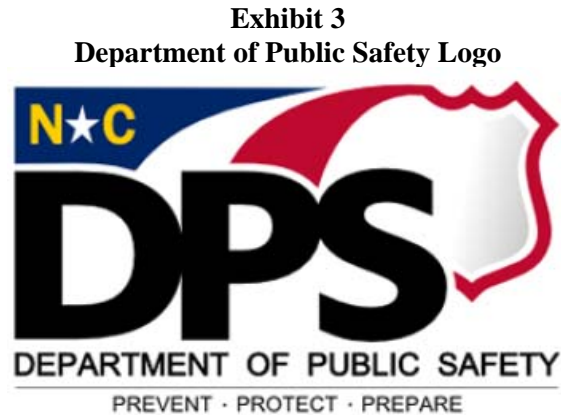
| Position | Elimination | | | Addition |
|---|-------------|-----------|-----------|-----------|
| | CCPS | DOC | DJJDP | DPS |
| Secretary | 1 | 1 | 1 | 1 |
| Chief Operating Officer | 1 | 1 | 1 | |
| Deputy Secretary | 1 | 2 | 1 | 1 |
| Special Assistant to the Secretary/Assistant Secretary | 2 | 1 | | |
| Controller | 1 | | 1 | 1 |
| Chief Financial Officer | | | | 1 |
| Accounting Director | | 1 | | |
| Accounting Manager | | 1 | | |
| Director of Budget Operations | | | 1 | |
| Communications Director | | | 1 | |
| Human Resources Director | 1 | 1 | 1 | 1 |
| Technical Services Manager/IT Director/IT Executive | 1 | 1 | 1 | 1 |
| Director of Public Affairs | | 1 | | |
| Legislative Liaison/Legislative Affairs Program Manager | 1 | | 1 | 1 |
| Assistant to Human Resources Director | | | 1 | |
| Executive Assistant | | 1 | 1 | |
| Administrative Assistant | 2 | 1 | | 2 |
| Public Information Officer | | | | 1 |
| Chief Deputy Secretary | | | | 3 |
| Total | 11 | 12 | 11 | 13 |

DPS is exploring salary inequities which exist between the three departments for positions within the administration divisions. Ninety-two positions with salary inequities have been identified. These inequities are more prevalent within the human resources, fiscal, and staff development

and training sections in which 77 positions are identified. However; DPS will complete the analysis of the number and type of positions needed within each section prior to addressing inequities. This analysis may trigger reclassification of positions which could alleviate some of the salary inequities which presently exists.

Branding and Communication

Creating a new department requires developing a new mission statement and logo. Senior leadership addressed the logo first, which allowed the Department to move forward with branding the websites, signage, badges, vehicles, uniforms, letterhead and business cards. DPS used the logo effort to energize employees and make them feel like part of the team by allowing the graphic art employees from the three departments to work together to create logo options. All employees were surveyed to vote for the logo of their choice. The new logo, for the DPS is shown in Exhibit 3.



A webpage for the Department of Public Safety which includes the new logo has been developed. This webpage has links to the existing DOC, CCPS, and DDJDP webpage. This is a temporary measure which will be used until DPS IT personnel have time to create a new website. The new website will not be addressed for several months since IT personnel have other priorities to address; such as the consolidation of subsystems, employee network access, and trouble shooting problems that arise from consolidation of processes.

DPS inventoried signage around the State for the three departments to determine the number and location of signs that must be replaced. In addition, a mission statement and strategic plan will be developed, however they will be addressed once priority items such as, department wide policies, business processes and mapping to BEACON, are completed.

Regional Law Enforcement Offices

The law enforcement workgroup has met several times to address the requirement of creating eight regional offices to collocate personnel and equipment of the State Highway Patrol and Alcohol Law Enforcement Sections. A report due to the General Assembly, no later than March 1, 2012, must include:

- Anticipated savings.
- Anticipated staffing levels at each regional office.
- District served by each regional office and the counties included in each district.
- Statutory or regulatory changes.

The DPS is drafting the report and this deadline should be met.

Policies, Processes and Budget Codes

Tier I and II workgroups have started inventorying policies, procedures, business processes and functional subsystems. Issues and questions regarding the ownership and structure of those processes have begun to be addressed. The next step will be the identification and implementation of best practices that are intended to streamline processes and accomplish cost savings while maintaining operational effectiveness. The consolidation of policies, procedures

and business processes and the resulting cost savings will continue for 6 to 18 months as the Department begins to evolve.

The North Carolina Accounting System (NCAS) and the Cash Management Control System and the disbursing accounts for the three departments must be consolidated. Much of this hinges on the creation of new budget and fund codes. Session Law 2011-145 Section 19.2 requires new budget and fund codes aligned with the new organizational structure are to be established by July 1, 2012. A crosswalk for the budget and fund codes is complete. This will allow the Office of the State Controller (OSC) to begin system modification to meet the required deadlines.

In addition to policies, processes and budget code activities, other activities being addressed by the Tier I and II workgroups include; but are not limited to,

- Issuing new procurement cards to employees without disruption of services.
- Transferring and consolidating assets into one fixed asset system.
- Working with Federal agencies regarding existing Federal grant awards and how to transfer them to the DPS since a new federal identification number is needed for DPS.
- Identifying subsystems that integrate with NCAS, other OSC systems, other State department and non-State systems to determine if systems should be consolidated, or modified to service the new department.
- Determining how to consolidate inventory and warehousing systems.
- Consolidation of account payable vendor list including elimination of inactive and duplicate vendors.
- Determining check writing frequency.
- Approving access and security authorization for all OCS systems.
- Identifying existing service and commodity contracts for modification to include all three agencies.
- Analyzing commodity to leverage purchasing power to gain saving through bulk purchases.

Proposed Legislation

DPS is presently conducting a review to identify changes to statutes that organize the Department. This process will be complete and recommendations will be presented to the General Assembly during the fiscal year 2012 session.

Conclusion

Consolidation of large organizations is often difficult given the amount of personnel, logistics, and business processes involved. The employees within the new Department of Public Safety have had to continue with their departmental duties over the last six months of 2011 while consolidating the three agencies. Realistically, while statutory deadlines will be met, full consolidation will take significant time. The creation of a transition team and the use of a project plan helped smooth the transition and gain buy-in from stakeholders and staff. The new organization structure is operational. The senior leadership and other key support staff have been collocated in a central headquarters to achieve operational efficiencies. Policies and business processes have been inventoried and are being unified with the goal of ensuring the three agencies meld into an efficient and effective operation. Although many of the savings and organization changes must take place during fiscal year 2012-13, efforts for operational

improvements will continue into future years as the new Department of Public Safety solidifies into a single department.

Appendix A

Table 4 shows the relocation activities conducted during December 2011 and complete by January 3, 2012. The relocation was necessary to collocate staff within the administration functions of the new Department.

Table 4
Relocation Efforts

| Function | Department | Number of Staff | Relocation | |
|--------------------------------|----------------------------|-----------------|-----------------------|-----------------------|
| | | | From | To |
| Purchasing | DOC | 31 | Yonkers Road, Raleigh | Hammond Road, Garner |
| | CCPS | 4 | Archdale 2nd Floor | Hammond Road, Garner |
| Fiscal and Budget | DJJDP | 9 | Hammond Road, Garner | Yonkers Road, Raleigh |
| | CCPS | 20 | Archdale 2nd Floor | Yonkers Road, Raleigh |
| Staff Development and Training | DJJDP | 6 | Hammond Road, Garner | Apex |
| Equal Employment Opportunity | DOC | 8 | Shore Building | Archdale Ground Floor |
| Research and Planning | DOC | 9 | Yonkers Road, Raleigh | Archdale 3rd Floor |
| Senior Leadership | Secretaries Office | 10 | Archdale 2nd Floor | Archdale 14th Floor |
| | Legal CCPS General Counsel | 1 | Archdale 2nd Floor | Archdale 14th Floor |
| | Legal DOC Staff | 5 | Shore Building | Archdale 14th Floor |
| | Senior Advisor | 1 | Archdale 2nd Floor | Archdale 14th Floor |
| | DOC Senior Staff | 5 | Shore Building | Archdale 14th Floor |
| | DJJDP Senior Staff | 2 | Hammond Road, Garner | Archdale 14th Floor |
| External Affairs | Victims Services | 13 | Archdale Ground Floor | Archdale 2nd Floor |
| | Communications DJJDP | 2 | Hammond Road, Garner | Archdale 2nd Floor |
| | Communications DOC | 6 | Shore Building | Archdale 2nd Floor |
| | Legislative | 3 | Archdale Ground Floor | Archdale 2nd Floor |
| Human Resources | CCPS | 13 | Archdale Ground Floor | Shore Building |
| | DJJDP | 13 | Hammond Road, Garner | Shore Building |
| Internal Audit | DOC | 7 | Yonkers Road, Raleigh | Archdale Ground Floor |
| | DJJDP | 2 | Hammond Road, Garner | Archdale Ground Floor |
| | CCPS | 1 | Archdale 2nd Floor | Archdale Ground Floor |
| Engineering | DJJDP | 7 | Hammond Road, Garner | Yonkers Road, Raleigh |
| Victims Services | CCPS | 2 | Front Street Raleigh | Archdale 2nd Floor |