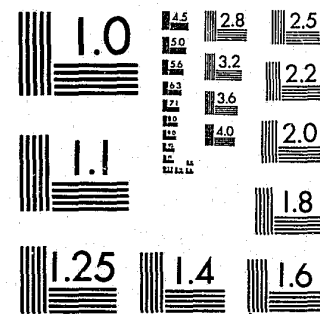


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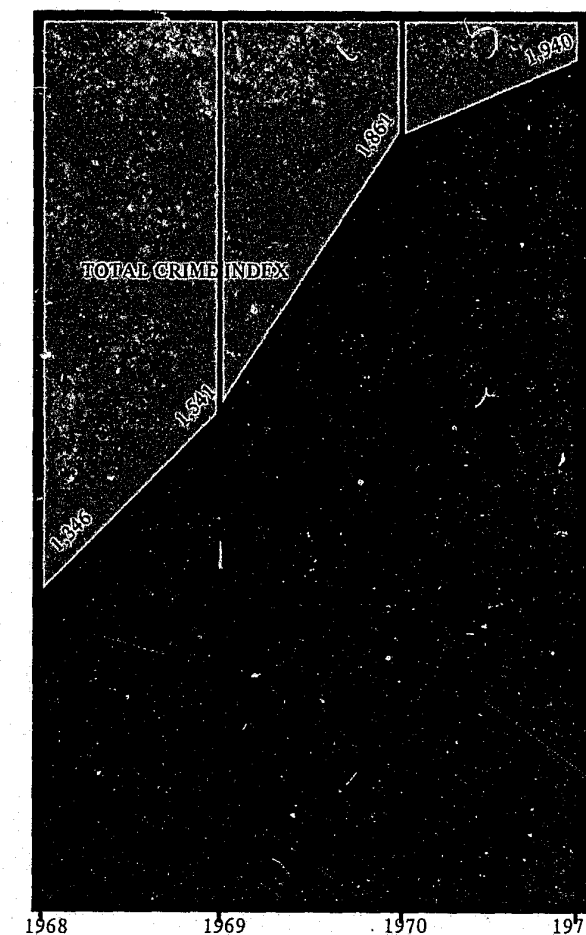
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11/23/82

**NORTH CAROLINA'S CRIMINAL JUSTICE PLAN FOR  
CRIME REDUCTION AND SYSTEM DEVELOPMENT**

**PART II MULTI-YEAR PLAN FOR 1974-1977**

NORTH CAROLINA CRIME RATE (PER 100,000 POPULATION)



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CRIMINAL JUSTICE PLAN

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PART II

Multi-Year Plan For 1974 - 1977

U.S. Department of Justice  
National Institute of Justice

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#### Chapter VII Criminal Justice Information System

(A separate Master Plan for Criminal Justice Information System is available on request.)

#### Appendix - Available on Request.

1. Bill to establish the North Carolina Criminal Justice Education and Training System, together with three illustrative charts.
2. Bill to establish Law Enforcement Officers Minimum Salaries.
3. Report of the Governor's Advisory Committee on Youth Development, January, 1973.

## Chapter I

### GENERAL STATEMENT OF PRIORITIES FOR THE MULTI-YEAR PLAN

During 1972, the Committee on Law and Order made significant changes in its approach to expending the block grants beginning with FY 1974 funds. Rather than awarding smaller grants for most every type of application which warrants funding, it was decided to limit the types of applications (i.e., program areas) which may receive funds. By limiting the program areas, it naturally enables the size of the grants for each priority area to increase. It is believed that with the increased investments with priority problems, the impact for major, visible improvement of the criminal justice system will be greater, as will be the return for each tax dollar.

The priorities set by the Committee on September 29, 1972, are as follows for fiscal year 1974 expenditure:

First Priority	Training, Standards, Pay	\$4,000,000
Second Priority	Communications	\$1,500,000
Third Priority	Information System	\$1,500,000
Fourth Priority	Reduction in Delay of Trials	\$ 500,000
Fifth Priority	Juvenile Programs	\$1,000,000
Sixth Priority	Adult Correction Programs	\$2,000,000
Seventh Priority	Forensic and Technical Services	\$ 250,000
Eighth Priority	Special Enforcement Units and Programs	\$ 500,000
Ninth Priority	High Crime Impact Program	\$1,000,000
Tenth Priority	Continuation Funding	\$ 750,000

These priorities have been organized into chapters, or functional categories, for the Multi-Year Plan which are numbered identically with the chapters of North Carolina's System of Crime Prevention and Criminal Justice. (i.e., the existing system description). They are as follows with budgets reflecting greater continuation funding needs:

Chapter I	General Statement of Priorities	
Chapter II	Law Enforcement System	\$3,650,000
	(1) Communications	\$1,500,000
	(2) Forensic and Technical Services	250,000
	(3) Special Enforcement Units and Programs	900,000
	(4) High Crime Impact Program	1,000,000
Chapter III	Judicial System	\$1,245,000
Chapter IV	Juvenile Justice System	\$1,250,000
Chapter V	Adult Corrections System	\$2,000,000
Chapter VI	Training and Salary Incentive System	\$4,000,000
Chapter VII	Information System	\$1,500,000

These are four qualifications which need to be made about the chapters.



First, Chapter VII - The Information System - is a separate document, and is the Master Plan for the Criminal Justice Information System which is being developed concurrently with this Multi-Year Plan. Second, the Forensic and Technical Services Master Plan is also being completed at the same time as this Multi-Year Plan, and so, it serves as a separate document, yet as an integral part of the Multi-Year Plan. Third, there is not a special chapter on Charlotte as this state's major crime city. The numerous separate planning documents developed by the Charlotte Pilot City Program better serve as that city's criminal justice plan than any summary description which could be part of this document. Fourth, there is not a separate chapter on legislation as the Committee has decided to limit its legislative program to one bill to establish a state-wide criminal justice education and training system. It is believed that limiting the legislative package will assure the best chance for success with this first priority of the Committee--education and training. To have a full legislative package will dilute the importance of education and training to the degree it may not receive a favorable response from the General Assembly. Such was the case last time with the last General Assembly when the Committee had a full legislative package. Therefore, information on the Committee's legislative program will be found in Chapter VI, Training and Salary Incentive Systems, in the draft bill to establish a state-wide criminal justice education and training system.

It is obvious that the functional categories have changed between the Annual Action Plan and the Multi-Year Plan. Nevertheless, the similarities are such that cross referencing is not difficult for the purposes of comparison, as shown below:

Multi-Year Plan (By functional category, or chapters, with sub-headings or program areas).

Chapter I General Statement of Priorities

Chapter II Law Enforcement System

- (1) Communication - A separate program area in Annual Action.
- (2) Special Enforcement Units and Programs - A combination of the following program areas in Annual Action: Crime Prevention Units and Programs, Community Service Units and Programs, Juvenile Units and Programs, Crisis Control Units and Programs, Investigative Units and Programs, Resource Allocation Programs, Police Legal Advisors, Organized Crime Programs, Planning Programs, Equipment and Facilities, and Additional Personnel Programs. It should be noted that the last two programs areas are being absorbed into the other program areas for the future, so there will not be future funding for straight equipment or additional personnel which do not attempt special efforts in one of the other program areas listed in this section.
- (3) High Crime Impact Program - A new crime specific program area set for use in FY74.
- (4) Forensic and Technical Services - The same functional category in Annual Action.

Chapter III Judicial System - The same functional category in Annual Action.

Chapter IV Juvenile Justice System - A separate program area of Annual Action.

- (1) Juvenile Diversion Programs - A separate program area of Annual Action.
- (2) Juvenile Residential Programs - A separate program area of Annual Action.
- (3) Juvenile Non-Residential Programs - A separate program area of Annual Action.

Chapter V Adult Corrections System

- (1) Alternatives to Incarceration - A Adult Diversion Program Area in Annual Action.
- (2) Incarceration - A Adult Residential Program Area in Annual Action.
- (3) Community Programs - A Non-Residential Program Area in Annual Action.

Chapter VI Training and Salary Incentive System - The same functional category in Annual Action.

Chapter VII Information System - A separate program area in Annual Action.

## Chapter II

### THE LAW ENFORCEMENT SYSTEM

This chapter consists of four sections:

- 2.1 Communications
- 2.2 Forensic and Technical Services
- 2.3 Special Enforcement Units and Programs
- 2.4 High Crime Impact Program

Detailed information regarding multi-year plans for Forensic and Technical Services is not included but may be found in a separate document entitled "Master Plan for a Crime Laboratory Services Delivery System for North Carolina."

Each of the four sections, although they combine to form the Law Enforcement System, is treated as a separate category and has its own multi-year budget.

## 2.1 COMMUNICATIONS

### 2.1.1. Needs and Problems

Several years ago the State of North Carolina realized the need for more definitive state-wide planning for law enforcement radio communications and information systems. The ability to encourage the implementation of such plans, through the use of federal funds awarded through LEAA, prompted action. Consultant services were contracted to develop a state-wide plan on a regional basis including specifications and cost estimates. This plan was accepted by the Law and Order Committee, and regional cost estimates were used to set limits on the maximum funding available from LEAA money to implement each regional system.

After three years of funding of communications programs in accordance with state-wide plan recommendations, the regional communications systems are nearing completion. Proposed FY 1973 funding of projects in the four westernmost regions of the state will complete their regional systems, while one such system will be complete upon expenditure of presently-allocated FY 1972 funds. In addition, communications systems in two eastern regions will be completed when tentatively-allocated FY 1973 funds have been spent.

Following is a region by region report of the progress which has been made toward the implementation of regional communications system.

#### Region A

Region A consisting of Cherokee, Clay, Graham, Jackson, Macon and Swain Counties has gone to bid and a contract has been awarded for the system. Equipment has been installed and frequencies coordinated and approved by the "FCC." There were a few problems, namely placement of antennas in this mountainous region, power output of base stations, mobile power output, some coverage difficulties, and some interference. The vendor is working on these problems and should have them corrected soon. The region decided to buy equipment as a region because of a substantial savings to all parties involved. Also frequency tie-ins to other regions was made easier. Region A was awarded \$36,000 in 1970, \$74,540 in 1971, \$49,355 in 1972, and an additional 1973 grant of \$36,885 is planned for a total of \$196,780. This will complete the communications project in the Region A.

#### Region B

Region B consisting of Buncombe, Henderson, Madison and Transylvania Counties is another region that decided to purchase communications equipment as a region. The system has been installed and is operational but several problems still exist, primarily coverage difficulties in the City of Asheville. The vendor is working on these problems and is providing additional equipment as necessary. With implementation of this regional

system both Region A and B are able to communicate with each other where as this was next to impossible to do in the past. In 1970 Region B was awarded \$100,000, and in 1972 was awarded \$109,365 for a total of \$209,365. Expenditure of this latter grant will complete their communications project in Region B.

#### Region C

Region C consisting of Cleveland, McDowell, Polk and Rutherford Counties has gone to bid and a contract has been awarded. The system for the region is installed and is operational. There have been few if any problems in implementing this system. Region C was awarded \$136,622 in 1970, \$34,624 in 1971, \$86,454 in 1972, and a 1973 grant of \$115,241 is planned to complete the system.

#### Region D

Region D includes Alleghany, Ashe, Avery, Watauga, Wilkes, Mitchell, and Yancey Counties. This was the first region to develop a region-wide communications system through the use of Law and Order money. Systems concepts stressed mutual aid and inter-system cooperation. The local units of government experienced some problems as the system was being installed, but these are being solved. The system has been totally installed and is operating. Frequencies for the region-wide program are all approved and operating. Region D was awarded \$118,833 in 1970, \$107,155 in 1971, and was tentatively awarded \$63,750 in 1972. An additional 1973 grant of \$82,000 is planned for a total of \$371,738. This will complete the Law and Order Committee commitment to help implement the Region D system.

#### Region E

Region E consists of Burke, Caldwell, Alexander, and Catawba Counties. This region has accepted bids for the communication system in all four (4) counties. There has been little if any opposition to the system concept. The system has been installed and is fully operational in all counties except Caldwell, where some problems exist. The vendor is working on these difficulties and will have them corrected soon. Region E received \$128,848 in 1970, \$110,989 in 1971 and \$63,767 in 1972 for a total of \$303,604. This completes the funding as recommended by the consultant to the Committee on Law and Order.

#### Region F

Region F consists of Iredell, Rowan, Gaston, Lincoln, Stanley, Union, Cabarrus, and Mecklenburg Counties. Because of the size of the region, coordination of all law enforcement agencies was a task, but all agencies except Iredell County have now agreed to participate in the "New System". The system for Union County has been installed and is operational. The systems for Cabarrus County / Concord, Stanley County, Mecklenburg County and Rowan County are being installed. Gaston County and Lincoln County have gone to bid. Previous grant awards and tentative awards for 1973 are as follows:

	<u>1970</u>	<u>1971</u>	<u>1972</u>	<u>1973</u>	<u>TOTAL</u>
*Union County	\$16,000		\$34,524	\$ 5,552	\$ 56,076
*Cabarrus County		\$91,580			91,580
City of Concord		54,500			54,500
*Mecklenburg County		51,075	45,825		96,900
*Rowan County	2,605	47,500	12,500	50,500	113,105
*Stanley County		20,000	30,000		50,000
*Lincoln County			30,000	40,059	70,059
*Gaston County			75,000		161,040
Statesville			4,500		<u>47,020</u>
			GRAND TOTAL		<u>\$740,280</u>

#### Region G

Region G consists of Davidson, Randolph, Rockingham, Caswell, Stokes, Davie, Alamance, Forsyth, Guilford, Surry and Yadkin Counties. Four (4) counties have gone to bid and awarded contracts. Frequencies have also been approved for these counties which include Surry, Yadkin, Forsyth, and Guilford. Getting the other seven (7) counties to coordinate with the new system was a monumental task, but most problems have been resolved. Plans call for the rest of the region to go into the "New System" as recommended by the consultant in the near future. Previous grant awards and tentative awards for 1973 are as follows:

	<u>1970</u>	<u>1971</u>	<u>1972</u>	<u>1973</u>	<u>TOTAL</u>
Davidson County	\$ 41,007	\$ 41,000			\$82,007
Guilford/Forsyth Counties	197,975.21	272,613	\$192,333	\$194,817	
Rockingham County			11,250	121,237	
Alamance County			8,550	5,363	
Caswell County				20,466	

#### Region H

Region H consists of Montgomery, Moore, Richmond, and Anson Counties. All counties except Moore have gone to bids and are having systems installed. The Region was awarded \$89,500 in 1971 and \$87,440 in 1972. A tentative award of \$61,080 has been approved for 1973. Moore County will go to bids in the coming year.

\*These totals include all city participation within identified counties.

#### Region J

Region J consists of Wake, Johnston, Lee, Chatham, Orange and Durham Counties. Bids have been let and a contract has been awarded for the Wake County Emergency Center which will serve as the communications center for all small police agencies in Wake County. Johnston and Orange Counties are also having systems installed. In FY 1970 \$99,630 was awarded, in FY 1971 \$100,000 was awarded and in FY 1972 \$187,872 was awarded. Tentative awards of \$382,202 have been approved for 1973.

#### Region K

Region K consists of Henderson, Vance, Warren, Franklin, and Person Counties. Frequencies have been cleared, equipment is being installed and the systems in Henderson, Vance and Warren Counties are operational. Local acceptance has been slow, but now things are rapidly progressing toward development of a total regional communications system. In 1971, \$50,503 was awarded and tentative awards of \$37,201 have been approved for 1973.

#### Region L

Region L consists of Northampton, Halifax, Nash, Edgecombe and Wilson Counties. In 1970, \$10,150 was awarded, in 1971 \$11,500 and in 1972 \$41,500 was awarded. Tentative awards of \$292,500 have been approved for 1973. This system will be region-wide and will incorporate all local units of government (police), into a county/region-wide system. The Halifax County equipment has been installed and is in the checkout phase.

#### Region M

Region M consists of Cumberland, Harnett and Sampson Counties. In FY 1970 \$7,300 was awarded and in FY 1971 a discretionary grant was awarded to Region M for the purpose of buying base station equipment to unite all police agencies in the region. In FY 1972 \$62,500 was tentatively awarded by the Law and Order Committee for a total of \$195,800. A 1973 grant of \$181,806 has been approved. The region went to bid as a unit and the system installation is nearly complete. There are no implementation problems at this time, and none are anticipated.

#### Region N

Region N consists of Hoke, Bladen, Scotland and Robeson Counties. In FY 1970 \$15,566 was awarded to the City of Lumberton to purchase the first part of the total regional communication system. In FY 1971 \$12,529 was awarded to Robeson County/Lumberton. In FY 1972, \$98,760 was awarded to the Region and another \$78,812 has been approved for FY 1973. The Lumberton system is operational and Robeson County has gone to bids. No problems are anticipated at this time.



### Region O

Region O consists of Brunswick, Columbus, Pender and New Hanover Counties. In 1970 a total of \$11,420 was awarded to complete local upgrading of radio equipment. Quite a few agencies were operating with 15 year old equipment, and the need was felt to fund the region to continue upgrading local law enforcement units' communication equipment. In 1972, a total of \$153,595 was approved to establish a new radio communications system for the region. Several other agencies have participated in helping the region develop a communications system. They are Highway Safety and the Department of Transportation. The Region has gone to bids on the first phase of the system and has awarded the contract.

### Region P

Region P consists of Wayne, Greene, Lenoir, Duplin, Onslow, Carteret, Craven, Jones and Pamlico Counties. In 1970 the counties of Wayne and Pamlico were awarded \$6,300 and \$1,200 respectively and the City of Goldsboro was awarded \$6,265 to implement half of their proposed systems. In 1971, the other half of these systems was funded. (Wayne - \$6,300, Pamlico - \$1,200 and Goldsboro - \$12,531.) This completed the local upgrading of equipment for the above agencies. Also in 1971 the counties of Onslow and Craven were awarded \$74,120 and \$49,140 respectively. This was to provide the county sheriff and local agencies in these two counties with new equipment to replace obsolete equipment. In FY 1972, Greene County was awarded \$9,176 and an additional \$3,898 has been approved for 1973. Also approved for 1973 was a total of \$116,117 for the remaining counties. No problems are anticipated.

### Region Q

Region Q consists of Hertford, Bertie, Pitt, Martin and Beaufort Counties. In 1970 \$12,614 was awarded to the region to upgrade local law enforcement equipment. In 1971 a total of \$74,214 was awarded to the region with emphasis on completing the regional equipment upgrading and establishing a county communications center in Beaufort County. In 1972 \$92,438 was awarded to promote local police agencies to upgrade equipment and change to a regional communications system concept as outlined by the consultant. Initial acceptance problems have been solved. A tentative grant of \$117,164 has been approved for FY 1973. In addition to the installation of the Regional centers several of the small cities have installed systems and Bertie County has gone to bids.

### Region R

Region R consists of Washington, Tyrrell, Dare, Hyde, Gates, Camden, Currituck, Chowan, Perquimans and Pasquotank Counties. Elizabeth City has gone to bids on their system, which includes the Regional Center. The remainder of the Region will go to bids in FY 1973. A total of \$4,000 was awarded from 1970 grant funds, \$83,121 from FY 1971 and \$92,580 from proposed 1973 funds.

From the above regional summaries it can be seen that North Carolina is well on its way to completing a well-planned and well-coordinated communications system for law enforcement. The remaining needs are essentially the acquisition of sufficient funds to complete the regional communications systems and the resolution of a variety of other problems being encountered in the implementation of the systems. These problems are presented in the following table:

REGIONAL COMMUNICATION PLAN IMPLEMENTATION PROBLEM AREAS

REGION	COORDINATION AT REGIONAL LEVEL	COORDINATION BY UNITS OF LOCAL GOVERNMENT	FREQUENCY AVAILABILITY	PROPER BAND USAGE	COVERAGE	REGIONALIZATION OF PROCUREMENT
A	L	H	YES	YES	ADEQ <sup>3</sup>	YES
B	L	H	YES	YES	ADEQ <sup>3</sup>	YES
C	H	-	YES	YES	ADEQ	YES
D	H	H	YES	YES	ADEQ <sup>3</sup>	YES
E	M	H <sup>1</sup>	YES	YES	ADEQ	YES
F	H	H <sup>1</sup>	YES <sup>2</sup>	YES	ADEQ	NO
G	H	H	YES <sup>2</sup>	YES	ADEQ	NO
H	H	H	YES <sup>2</sup>	YES	ADEQ	NO
J	H	H	YES <sup>2</sup>	YES	ADEQ	NO
K	L	L	YES	YES	ADEQ	NO
L	H	H	YES <sup>3</sup>	YES	ADEQ	NO
M	H	H	YES	YES	ADEQ	YES
N	H	H	YES	YES	ADEQ	NO
O	H	H	YES	YES	ADEQ	NO
P	H	H	YES	YES	ADEQ	NO
Q	H	L	YES <sup>3</sup>	YES	ADEQ	NO
R	H	H	YES	YES	ADEQ <sup>3</sup>	YES

### Problem Area Explanations

1. Coordination at Regional Level - Degree of support and acceptance received by the office of the regional planning director.
2. Coordination by Local Units of Government - Regional acceptance of plan. Degree of local law enforcement agency cooperation.
3. Frequency Availability - Are frequencies needed to support the plan available?
4. Proper Band Usage - Is region (local units in region) operating in the band specified by the plan?
5. Coverage - Have any unique problems been encountered in achieving adequate coverage (problems may have been solved).
6. Regionalization of Procurement - I system being acquired by a single procurement or a large number of small ones.

### Abbreviations

1. L = Low  
M = Medium  
H = High

### Notes

1. County/Sheriff/City Conflicts
2. Some Future Growind Expected
3. Special Problems Encountered but Solutions Developed

#### 2.1.2. General Statement of Priorities and Objectives

North Carolina's efforts to improve law enforcement communications through the LEAA program will continue to be through implementation of the state-wide communications plan. As regional systems are completed, attention will be directed toward those parts of the state where assistance is still needed. Generally speaking, future efforts will be concentrated in the central and eastern regions, as systems in the western regions will be largely complete by the end of FY 1973.

#### 2.1.2.1. System Capability Goals

The projected regional communications systems are described in detail in SYSTECH Report Number 9706 (F). The essential features of the systems are summarized below.

### Regional Communication Plan Components

The following components are a part of each regional communication plan:

1. Base/Mobile and point-to-point (inter-system) service are designed into each regional plan as a minimum requirement.
2. VHF and UHF frequency bands are generally specified for state-wide use (except for the State Highway Patrol and Department of Correction).
3. Regional radio centers are designated to:
  - a. provide emergency back-up to other users in the region, and
  - b. provide a basic radio linkage between PIN and other data services and all regional users.

Designated regional communication centers are as follows:

<u>REGION</u>	<u>CENTER LOCATION</u>
A	Waynesville
B	Asheville
C	Shelby
D	Boone
E	Hickory
F	Charlotte
G	Greensboro
H	Rockingham
J	Raleigh
K	Oxford
L	Rocky Mount
M	Cumberland County
N	Lumberton
O	Wilmington
P	New Bern
Q	Washington
R	Elizabeth City

4. State Highway Patrol linkage to local governments is planned through the inter-system.
5. Region-wide Mutual Aid channels have been designed into the system.
6. All counties and local units of government with populations greater than 2,000 (or otherwise designated by the regional planning director) are included in the plan.
7. Vehicular-mounted portable radio systems are designed for cities using more than fifteen (15) field units.

8. Consolidated dispatching facilities are encouraged to improve police service in counties and small cities.
9. Final designs are projected two to seven years in the future.

#### Radio Frequency Plan

General guidelines for designating frequencies for regional and inter-regional communications systems are specified on the basis of :

- a. Minimum radio frequency interference to North Carolina users,
- b. Optimum propagation characteristics to satisfy the requirements of good design,
- c. Availability of frequencies.

The guidelines cover three (3) categories of frequency usage; namely, (1) regional base/mobile operations,

(2) regional point-to-point operations, and

(3) inter-regional point-to-point operations.

It is recognized that some local problems will be encountered in the implementation of the frequency plan. This is especially true in the eastern part of the State where a strong commitment has been made to the "low band".

#### 1. Base/Mobile Operations

Figure 1 shows the areas which have been selected for service by the VHF high band (154-159 MHz) and the UHF band (453-465 MHz). It is planned that all regional and local law enforcement base/mobile systems be designed to operate in these bands.

#### 2. Regional Point-to-Point Operations

Two point-to-point inter-system frequencies are being employed throughout the state as depicted in Figure 2. One of these frequencies is 155.19 MHz, the second frequency is 155.535 MHz. Each region will be provided with a point-to-point digital-dial radio network. This network will facilitate mutual aid and provide a medium for the distribution of Police Information Network (PIN) data from the regional center to all points within the region. This network will also link with the State Highway Patrol.

#### 3. Inter-Regional Point-to-Point Costs

It is planned to tie all regional centers together in the future with another point-to-point network as portrayed by Figure 3. This digital-dial radio network will operate on a frequency to be designated.

The purpose of this net is to provide communications across the discontinuities created by the base/mobile and point-to-point system interlacing.

#### Regional Plan Implementation Costs

Total estimated costs for regional plan implementation are listed below:

REGION	TOTAL COST OF EQUIPMENT ELEMENTS
A	262,380
B	287,840
C	349,350
D	372,399
E	465,400
F	1,124,060
G	1,770,209
H	317,360
J	1,003,561
K	284,020
L	411,202
M	378,030
N	267,240
O	367,440
P	592,690
Q	296,130
R	260,103
STATE	500,000
TOTAL	9,347,664

#### 2.1.2.2 Impact Goals

As is evident from the description of regional needs and problems in communications, much progress has been made to date in

FIGURE 1  
BASE MOBILE FREQUENCY PLAN

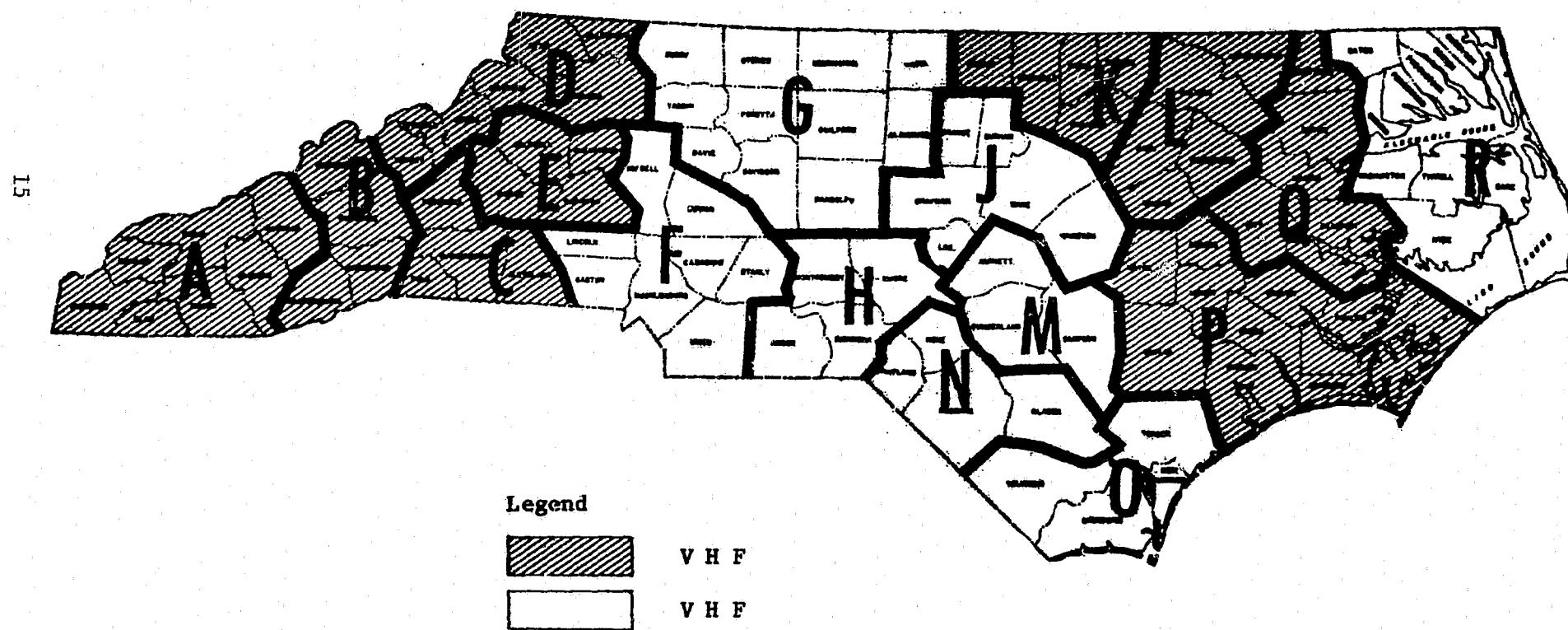




FIGURE 2

POINT-TO-POINT INTERSYSTEM FREQUENCY PLAN

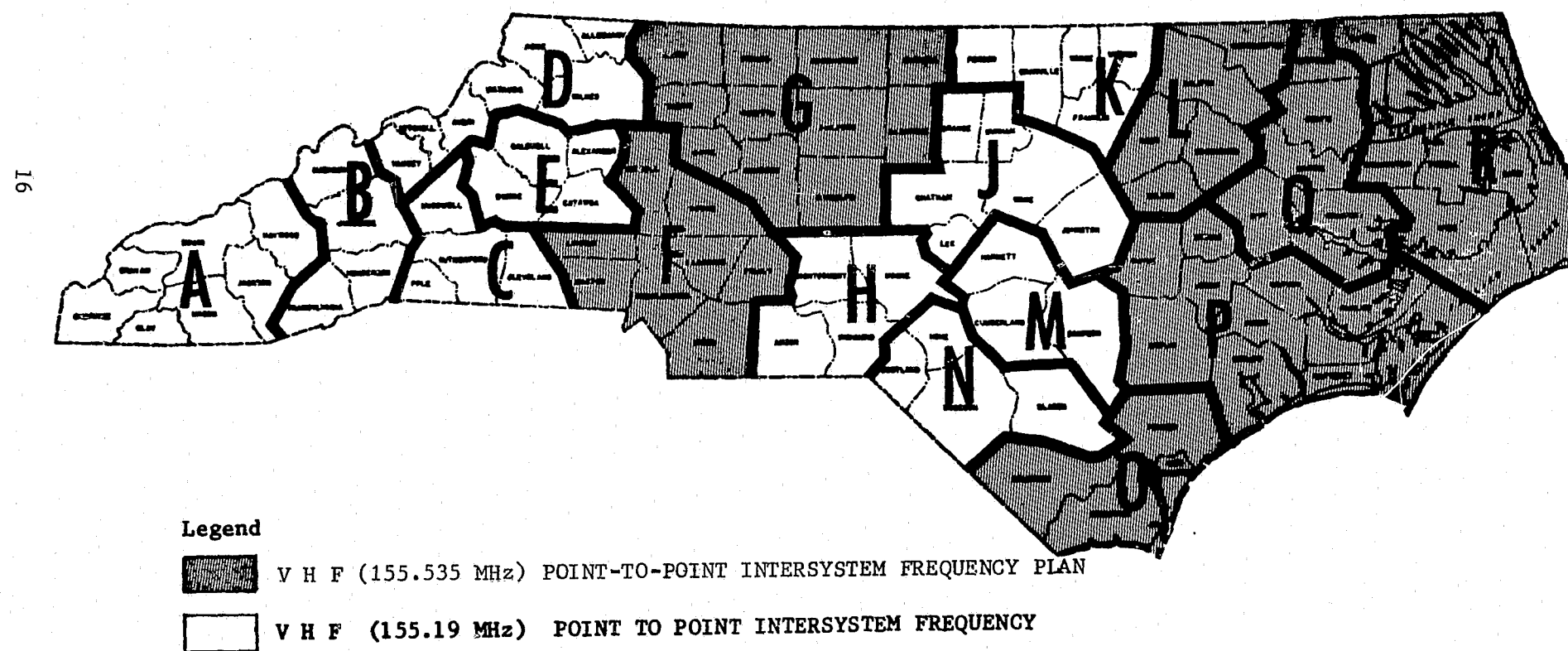
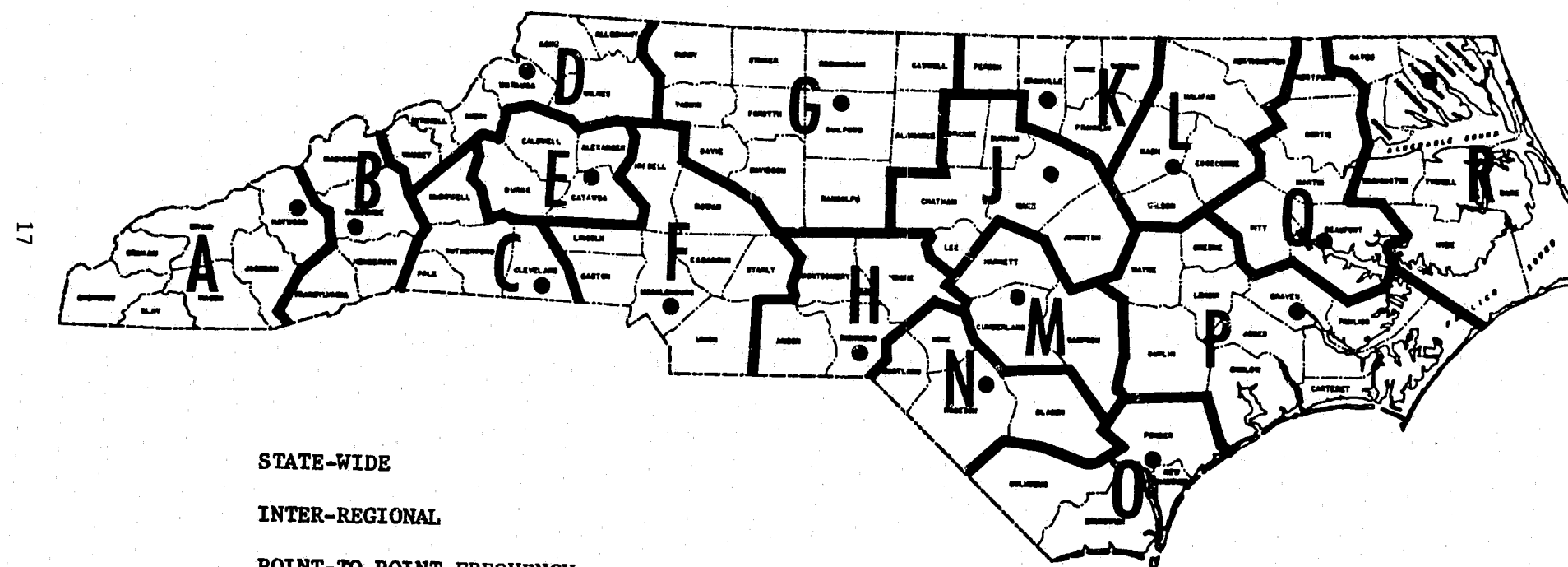


FIGURE 3

INTER-REGIONAL POINT-TO-POINT NETWORK



STATE-WIDE  
INTER-REGIONAL  
POINT-TO-POINT FREQUENCY  
V H F (FREQUENCY TO BE DETERMINED)

implementing the regional systems. Therefore, future efforts will be in those regions which have not received sufficient funds to complete their proposed systems; namely, Regions F, G, H, J, K, L, N, O, P, and R. Funds will be provided, through projects which involve either regions as a whole or individual governmental units, on the basis of the ability of local governments to provide matching funds and their willingness to cooperate to the extent necessary to make the regional systems operable. Due to the complexity of problems encountered in establishing regional communications systems, it is impossible at this time to specify precisely which regions, counties, and cities will be dealt with at what time and to predict what progress will be made by any given date.

2.1.3. Improvement Programs and Forecast of Accomplishments

The major activity of the LEAA Program in the area of communications will be in providing funds to continue implementation of incomplete regional communications systems. In addition, funds will be provided to maintain selected Police Information Network (PIN) terminals and to expand and increase PIN capabilities.

Forecast of Accomplishments

1974

- 1) Funds in the amount of \$1,050,000 will be made available for the continued implementation of ten regional communications systems.
- 2) Ten local and state PIN terminals will be maintained at a total cost of \$150,000.
- 3) PIN capabilities will be expanded and increased at a cost of \$300,000.

1975

- 1) Funds in the amount of \$1,050,000 will be made available for the continued implementation of three to five regional communications systems.
- 2) Ten local and state PIN terminals will be maintained at a total cost of \$150,000.
- 3) PIN capabilities will be expanded and increased at a cost of \$300,000.

1976 - 1977

- 1) Funds in the amount of \$1,050,000 will be made available for the continued implementation of two to four regional communications systems.
- 2) Ten local and state PIN terminals will be maintained at a total cost of \$150,000.

3) PIN capabilities will be expanded and increased at a cost of \$300,000.

<u>Program Area</u>	MULTI - YEAR BUDGET		
	1974	1975	1976-1977
Communications	\$1,500,000	\$1,500,000	\$1,500,000

## 2.2 FORENSIC AND TECHNICAL SERVICES

### Summary

Detailed information regarding multi-year plans in the area of Forensic and Technical Services may be found in a separate document entitled "Master Plan for a Crime Laboratory Services Delivery System for North Carolina."

Briefly, these plans call primarily for the continuing support of the SBI and Charlotte Crime Laboratories and the upgrading of local departments in basic investigative capabilities. Large local agencies will receive limited assistance in the acquisition of more sophisticated types of equipment, such as color photography processing apparatus and mobile crime scene search units. The major emphasis, however, will be on support of the state's established crime laboratories in the purchase of equipment, employment of part-time personnel (interns), travel for professional staff members, and reference material.

<u>Program Area</u>	MULTI - YEAR BUDGET			
	1974	1975	1976	1977
Forensic and Technical Services	\$167,000	\$148,000	\$130,000	\$165,000



## 2.3 SPECIAL ENFORCEMENT UNITS AND PREVENTION PROGRAMS

### 2.3.1 Needs and Problems

#### (1) Crime Prevention and Public Education

In the minds of most Americans of today, there are few issues which rival that of crime prevention and control in importance. As the rate of crime has increased, public concern over crime has multiplied to the extent that the appeal for "law and order" has become popular with virtually all political parties at every campaign level. In North Carolina, a state whose majority of people live in small towns and cities as opposed to great urban centers, the problem of crime is felt as acutely as in any other part of the country. A recent survey of public attitudes regarding the criminal justice system in the state reveals that over ninety percent of North Carolinians regard crime as a major problem second only in importance to the high cost of living. The issue of crime outranks concerns such as the environment, racial problems, and unemployment in importance in the opinion of the people of North Carolina.

The same survey indicates that crime is felt to be a threat not only to society in general but a danger to the individual in terms of personal contact with crime: a majority of the population is fearful of having property stolen or of physical attack. While a smaller number of North Carolina's citizens believe in the likelihood of their direct involvement with crime, a substantial portion of its people nevertheless expect to be victimized by threat or assault.

Crime is not merely a concern to the majority of the state's citizens, it is a reality. It has been found that almost seven out of ten people in North Carolina have been victims, either directly or indirectly, of some criminal act at some time in their lives. Although the definition of "crime" may be applied loosely by some of those persons who count themselves among the victims, the fact that such a great number of people regard themselves as having had personal contact with crime is an indication of the extent to which crime has become a part of everyday life.

In spite of the degree of concern and anxiety exhibited by North Carolina citizens in regard to victimization by crime, relatively few persons have taken personal action for their own self-defense. Only one-fifth of the population has purchased safety devices such as special locks, safes or strongboxes, or alarms or night lights in attempts to protect their households from potential burglary. Even a smaller percentage of people have taken measures to ensure their protection from physical harm by acquiring watchdogs, guns, tear gas dispensers, or by taking self-defense training. These percentages would seem to indicate that the expressed fear of criminal attack among the general public is either too small to warrant taking personal measures against victimization or that the concern is in regard to the less violent and less personal types of crime.

Data gathered from law enforcement agencies throughout the state

demonstrates that less attention is being given specifically to crime prevention by police officials than would seem desirable. Although all police and sheriff's departments contribute to crime deterrence in a general sense through functions such as routine patrol by uniformed officers in marked vehicles, less than one-third of these departments conduct active programs directly aimed at educating the public in methods of crime prevention. When asked, "Does your department offer any programs to the public concerning the prevention of crime," only 34.7% of all departments responding answered in the affirmative. Those departments reporting as offering programs to the public concerning the protection of citizens and property numbered even less, or only 33% of the total responding. Furthermore, it is impossible to say exactly what the programs which are offered consist of as the interpretation of "crime prevention program" was that of the individual respondents rather than a fixed definition. Such a program, especially to a smaller department, could easily be construed as no more than an informal, unplanned discussion between an officer and a property owner pertaining to property protection.

North Carolina law enforcement agencies take a more active role in educating the public in the matter of crime reporting. Only about one fifth of all departments in the state indicate that they make no effort to encourage citizens to report crimes, while 38% make some effort and 40% make many efforts to encourage the public to report. About three-fourths of all departments all take an active role in encouraging citizens to testify in court. Public response to these efforts, however, is surprisingly low, especially among those persons who are themselves the direct victims of criminal acts: less than one-third of those persons who are personally victimized by crime actually report the offense to the police. Non-reporting has been found to be due to a variety of factors, most notably a feeling on the part of the victims that the police intervention would serve no purpose, as in the case of an incident regarded as minor or one involving consumer fraud, for example, in which it is felt the police could do nothing to recover the loss.

It is apparent from the above findings that both the police and the public need to take a more active and aggressive role in crime prevention. To date only the state's five largest police departments have instituted a formalized crime prevention unit. The establishment of more such units to educate the public in crime prevention techniques is a clearly recognized need.

#### (2) Community Service Units and Programs

The President's Task Force Report: The Police states unequivocally that "no lasting improvement in law enforcement is likely in the country unless police-community relations are substantially improved". Because the police are the first line of contact with the public in situations of criminal involvement, police-community relations are particularly critical. It is inescapable that an expression of need for improvement implies that law enforcement agencies have not been giving effective attention to this area, and, therefore some irritation will be manifested. However, the suspicion, distrust, and tensions which exist between police and certain segments of society represent a growing barrier to the effective and efficient

functioning of the criminal justice system.

While it is recognized that there are prejudicial attitudes on the part of many Americans toward law enforcement agencies, there is no question that the most explosive area of conflict is between police and the black community. An increasing amount of police-community tension and the lack of a positive police image are problems which face police administrators and public officials, especially in jurisdictions which include a large minority population and/or a university campus. While in some cases all police personnel have been urged to show sensitivity and restraint so as to avoid confrontation, the problem of police-community relations often requires the full-time attention of specially trained officers. In many cases, however, budget limitations and administrative reluctance make establishment of community relations units difficult. In fact, only 38 law enforcement agencies in North Carolina - 30 police departments and 8 sheriff's departments - have such units. Of a total of approximately 7,000 sworn local law enforcement officers in the state, only about 150 are assigned on either a full-time or part-time basis to community relations work.

In addition to the lack of an adequate number of community relations and service units and personnel in the state's local law enforcement agencies, there is the problem of "depersonalized" police work among uniformed patrol officers, especially in urban areas. Because of increased work loads, the almost universal use of cars for patrol purposes, and frequent geographic changes for police personnel, there has been a significant breakdown in communications and rapport between police and citizens in neighborhoods which they serve. As a result, misunderstanding and distrust are promoted, and the ability of an officer to perform services and answer calls for help is reduced by his lack of knowledge about the attitudes, problems, and life styles of the people with whom he must deal. This shortcoming is perhaps most clearly seen in the lack of capability among police officers to respond to family and other interpersonal crisis situations which lead to aggravated assault. While it is generally agreed among police officials that crimes such as assault and murder are not individually preventable it is doubtless that a return to more personalized police services in areas where such incidents are prevalent could make a significant impact on their occurrence.

In reference to the high tensions evident between police and residents of areas with high minority populations, it must be noted that a contributing factor to such situations is the low percentage of black officers in relation to the percentage of black population. Although North Carolina's population is 22.4% black, only 9.3% of the state's local police and sheriff's personnel are black. Those departments with the highest percentage of black officers are found in the larger cities, and the disparity between ratios of black officers to black citizens is even greater in the smaller towns and cities. This problem is one which is of significance to all areas of law enforcement, but it is especially important in any consideration of improvement of community relations.

Several of the successful community relations units which have been established in law enforcement agencies in North Carolina have come

into being as a result of LEAA financial assistance. There is a need to continue the creation of such units in areas which would benefit from increased attention on the part of law enforcement toward police-community relations. More officers who specialize in the area of family crisis intervention are needed. Additional community services officers who can refer persons to social service agencies would not only improve the image of police as peace officers but would reduce the number of calls to situations of chronic domestic and neighborhood disturbances. Finally, an increase in the number of black officers in law enforcement agencies throughout the state is needed to improve police-community relations with minority groups.

### (3) Juvenile Units and Programs

A description of the current status in North Carolina with regard to law enforcement agencies with juvenile divisions can be found in Chapter IV, Section 1 of the Existing Systems Section of this plan. From this information, a number of interesting facts can be drawn: of the state's forty police departments having twenty-five or more full-time sworn officers, only sixteen have juvenile divisions. The percentage of sheriff's departments with such divisions is even lower; only five of the twenty sheriff's departments with twenty-five or more full time sworn officers have personnel who specialize in juvenile problems. Of the state's 424 law enforcement agencies, only thirty have juvenile divisions, and five of those which do employ less than twenty-five full-time sworn personnel. This situation will be altered somewhat when ten of these police and sheriff's departments not now having juvenile units establish such divisions with LEAA assistance.

The fact that there are now 394 local law enforcement agencies in state which have no personnel specifically assigned to handle juveniles in an indication of the degree of improvement needed in the area of treatment of juvenile offenders by the police. These 394 departments now deal with juvenile offenders in a variety of ways, depending on the training of police personnel and the attitude of the community. The smaller police departments treat the juvenile offender in much the same manner as adult offenders. Even in among those departments which are financially able and concerned enough to employ juvenile officers, there are no standard procedures for dealing with youthful offenders. As a result, officers must use substantial discretion in their interaction with juveniles. Additionally, under current practices, knowledge of processing of juveniles by law enforcement officials begins with reports on those formally charged, and there is little knowledge recorded of their more frequent actual delinquent and pre-delinquent activities. Only those cases that are referred to juvenile court of serious or repeated offenses become a part of the divisions' files.

Ideally, there is a need for all law enforcement agencies to employ an officer with the special knowledge and skills needed to deal with juvenile offenders. However, in light of the fact that nearly half of North Carolina's police and sheriff's departments consist of five or fewer officers, it is recognized that this ideal will no doubt never be attained. On the other hand, all of those departments employing twenty-five or more sworn officers could and should employ at least one person to devote all of his time to dealing with juvenile

cases. There is also a need to develop standardized guidelines to instruct officers in the proper manner of dealing with juvenile cases. These guidelines would insure a uniform system of handling juveniles throughout the state. It would also provide consistent records of juvenile delinquency at the level. Records of all contacts filed on a standard form would provide a data base for program development.

(4) Crisis Prevention and Control Programs

It is still impossible to provide exact, current figures pertaining to the incidence of riots and civil disorders in North Carolina. A survey of local law enforcement agencies throughout the state made approximately one year ago and recent figures provided by the State Highway Patrol indicate, however, that the incidence of civil disorders has sharply decreased in the past two to three years. In 1970, almost 85% of all jurisdictions reported no occurrence of riots or other serious disorders, and over half of the state's police and sheriff's departments expressed little or no concern over the possibility of a serious disturbance occurring in the immediate future. The number of man-hours expended by Highway Patrol personnel in civil disturbance control dropped from 13,833 in 1971 to 2,744 in 1972, and the number of incidents dealt with dropped from approximately 70 to 21 in these two years. Although, it would not be proper to speculate as to the cause for this decline, it is apparent that civil disorders pose much less of a threat than they did a few years ago. Nevertheless, law enforcement at all levels throughout the state should not become lax in either its attitude toward the danger which potential civil disorder poses nor its readiness to deal with such disturbances should they occur.

Two basic problems still confront law enforcement in North Carolina with regard to crisis prevention and control: few agencies have developed adequate plans and strategies for dealing with riots and disorders (although some have considered such planning efforts), and racial conflicts and tensions in public schools continue to present a potential danger. More and better planning efforts must be made to prepare communities should civil disorder erupt, and there is a need to develop a variety of programs which seek to reduce tensions which lead to civil disturbances in public schools.

(5) Investigative Units and Programs

Conventional crime control techniques, even when used to their best advantage, are often ineffective when dealing with certain types of crime or certain criminal patterns. As a result there is a need to develop, test and implement new methods and techniques which may be used in response to types of crime which pose urgent problems for police.

By far the greatest increase in law violations has occurred in the category of narcotic and dangerous drug abuse. This problem is magnified by the fact that many other crimes are committed by persons trying to support a drug habit. Drug and drug related crimes are estimated to represent up to 90 percent of all serious crimes. Although there has always been a "drug problem" it has generally been confined to the inner city of large metropolitan

areas. Now the problem has spread to cities of all sizes and even rural areas. Police in North Carolina are generally ill-equipped to handle the drug problem in the proportions which it has now reached.

In addition to drug law violations there are other types of crimes which require the use of specialized techniques and methods. Because of financial and personnel limitations most North Carolina agencies cannot develop and use special capabilities to combat such crimes as worthless document fraud, hijacking and criminal acts including robbery, burglary and homicide committed by highly mobile gangs.

Increasing numbers of bomb threats and actual bombing pose another specialized problem for police. Although the SBI can and does provide assistance, particularly in the case of actual bombings, the increased number of threats in some areas requires local police to develop some expertise in this area in order to ensure the safety of citizens.

In order to deal with these particular enforcement problems, many North Carolina police and sheriff's departments are in need of assistance to develop specialized units. The most pressing need remains one for new or expanded narcotics units to cope with the increasing number of drug law violations. The most important component of such units is, of course, men who have received special training in the identification of drugs, related social patterns and problems, laws pertaining to drugs and the detection and apprehension of offenders. Some special equipment and the support services of an efficient forensic laboratory are also essential. The mobility of drug law violators dictates that local agencies seriously consider multi-jurisdictional task forces.

Other specialized units, such as task forces, tactical mobile units, and saturation patrols which supplement normal police operations are also needed. These units should greatly increase the probability of arrest and, therefore, also have a deterring effect. Training, supervision, control and reporting procedures, and coordination and cooperation at all levels of operation must be built into plans for such units. Again, multi-jurisdictional units may be the key to real success in combating mobile criminal gang activity.

Finally, programs which provide specialized training and equipment for selected members of local agencies are needed so that bomb threat situations can be met with assurances of the greatest possible safety for officers and citizens alike.

(6) Resource Management Programs

A discussion of problems and needs related to resource management and manpower allocation must consider these concepts within the state-wide context as well as within the context of individual jurisdictions. The efficiency of police agencies and the relationship of efficiency to effectiveness is an area of concern where considerable state leadership will need to be exercised if the application of current concepts of resource management is to be achieved.

Problems

Like most state and local agencies law enforcement agencies have grown

and evolved through the years with little systematic examination of the appropriateness of their organizational structures. The changes which have been made have often been based upon the opinions and decisions of persons untrained in the principles of sound management. This is not meant as a criticism of administrators who have undoubtedly done their best within real and felt constraints, but it is to say that at present many law enforcement agencies operate under an organizational structure which is outdated and does not promote maximum efficiency and effectiveness.

Regardless of their organizational structure many law enforcement agencies, especially in rural areas, do not have enough resources to provide quality full-time basic police services. Approximately 70 percent of all North Carolina agencies have ten or less men, and authorities generally agree that a minimum of ten full-time men are needed to provide 24-hour, seven days a week patrol and basic investigative services.

A particularly pressing problem for North Carolina law enforcement is the development of effective, interagency working relationships. Local police forces are largely jurisdiction bound while much criminal activity is characterized by extensive criminal mobility. Even if adequate manpower and other resources are available, they often can not be allocated to deal effectively with criminal mobility and organized crime.

Few North Carolina law enforcement agencies deploy patrol and specialized manpower resources on the basis of systematic crime analysis. Furthermore, most crime reporting practices (if reports are kept) do not include data pertinent to crime analysis for deployment purposes. Obstacles to the development of efficient resource allocation systems include problems of cost, duplication and fragmentation of current efforts, and the need to persuade and/or train administrators to effectively use available information.

In many law enforcement agencies the maximum use of sworn officers' time is not realized due to poor or outdated administrative services. For example, many officers must spend substantial amounts of time handwriting reports. The lack of procedural manuals and the inaccessibility of files are other problems which are experienced.

#### Needs

There is a need to encourage and support law enforcement agencies which are willing to examine their organizational structure and implement changes which are recommended as a result of that examination. A variety of resources are available to assist these agencies. Several noted authorities have developed and published recommendations for "ideal" agencies which take into consideration the restraints of available resources and community demands and recognize the need for (1) direct and definite lines of authority and responsibility, (2) the apportionment of work among individuals and units according to a logical plan, and (3) structured coordination so that the organization functions as a well integrated unit. Persons with management and organizational skills are available both in the state and outside of the state and could be contacted to provide consultative services.

If one accepts the idea that all citizens in all areas of the state deserve the protection of 24-hour, seven days a week, basic police services, then it is clear that there is a need to devise and implement new methods of allocating resources so that these services may be provided. The consolidation of police services so that the jurisdictional area served can justify and support a minimum of 10 men is perhaps the most rational, if not politically popular, approach. Much duplication of effort could be eliminated and many capabilities (i.e. records, communications, training) could be considerably improved. Area-wide police protection, as opposed to extremely decentralized services, would increase abilities to control extra-local crime. In short, the cost-benefit ratio and effectiveness of consolidated agencies could be expected to exceed that of smaller agencies. It should be noted that the consolidation of police services does not require the consolidation of other local governmental functions. The need for consolidation of services is discussed at length in a report by the Advisory Commission on Intergovernmental Relations entitled "State-Local Relations in the Criminal Justice System."

If these (small) agencies were consolidated into a single rural county police force, nonmetropolitan areas would receive better basic police protection. Moreover, consolidation would keep the nonmetropolitan police function basically a local one even with the expansion of State services. In this sense, rural local control would be furthered and police services would remain responsive to rural citizens.

Incentive grants for the formulation of consolidated services are needed to help reduce local resistance to consolidation and aid newly consolidated forces to further professionalize operations. Legislative changes and technical assistance will also be needed before consolidation efforts may proceed with a minimum of difficulties.

There is an urgent need to increase interagency cooperation so that available resources may be effectively utilized. This is especially true in multi-county metropolitan areas where no one police agency exercises jurisdiction over the entire metropolitan area. Short of consolidation, many cooperative programs can be initiated including interdepartmental, specialized task forces and the pooling and sharing of equipment. The main emphasis here, however, is the need for cross-jurisdictional dialogue and active cooperation which focuses on the most effective and mutually beneficial use of available resources for administration, field operations and support services. The need for such cooperation cross-cuts most problems and needs discussed in this section. Some enabling legislation may be needed before many cooperative, operational programs can be initiated.

There is a need to increase and coordinate efforts to develop resource allocation systems which may be adapted for use by departments of varying sizes. Computerized resource allocation systems, car locator systems and integrated information systems are examples of how police resource allocation may be improved. The involvement of experts from a variety of disciplines will be needed if systems are to be continuously tested and improved. Related crime analysis



techniques also require crime classification which shows the relationship of the offender and victim and the elimination of reporting inconsistencies among departments. Once crime analysis information is correlated with programs indicating such factors as workload activities, response time and available patrol time, resources can be deployed in a manner that will maximize the deterrence of criminal acts and the apprehension of offenders. State incentive grants and technical services are needed to promote action to improve agency allocation of resources.

In order to make effective use of employees who are trained and experienced law enforcement officers, administrative support services are needed which increase officer efficiency and reduce the time which they must devote to administrative tasks. Pilot projects which implement new and improved administrative serves and evaluate their effectiveness on a cost-benefit basis could provide valuable information for improved resource allocation.

Finally, there is a need to establish or expand planning bureaus in the state's larger law enforcement agencies. Planning personnel perform valuable, needed services in the area of resource allocation, crime analysis, and in establishing the need for expanded services and departmental expansion. An organized planning unit provides essential support services to those charged with directing the activities of large and sophisticated law enforcement organizations, but such units have been implemented in only a few of North Carolina's police and sheriff's departments.

#### (7) Police Legal Advisor

In recent years, interpretations and applications of the criminal laws have become increasingly complex for the average police officer. This is true because the appellate courts have increased their supervision over law enforcement agencies through opinions that are concerned with the details and routines of the police profession. These opinions have served to set limits and boundaries, narrowing the range of police behavior and demanding more refined judgments. The initial judgments of the individual police officer, especially regarding searches, seizures, admissions, and confessions, have a significant impact on the ultimate disposition of the case.

A mistaken conclusion by an officer, usually the first on the scene, is often irremediable, dooming an entire investigation, particularly if the error invokes one of the exclusionary rules.

It is felt, now more than ever before, that the need for Police Legal Advisors are acute. Never in the history of jurisprudence have the laws of the Land been more difficult to apply than they are today. The short story is that today cases are "harder to make." A major instrument to assist our law enforcement officers to fight crime on all levels is the introduction of lawyers into the law enforcement process, particularly in areas of planning and investigation.

Experience in existing police agencies indicates that a police legal

advisor is needed for every 500 police officers (See, Task Force Report: The Police at page 66). This ratio has been enthusiastically endorsed by the legal units of even the largest departments. However, because there are very few police departments in North Carolina with 500 men, different criteria will have to be used. Based on a study conducted by the Committee on Law and Order, consideration was given to accepting applications from cities with a police department of 50 men or more. It was felt that a department of 50 men or more could adequately utilize the services of a Police Legal Unit because of the specialized units within the organizational structure, i.e. vice control division, intelligence division, traffic division, training division, etc.

However, because North Carolina is a rural state and there are only 16 municipal or city departments in North Carolina with 50 men or more consideration will have to be given to other criteria. It should be noted that the criterion of a 30 men force is only used as some evidence that a law enforcement agency needs a Police Legal Advisor.

The number of legal advisors needed in any department will also be affected by considerations other than the number of officers in the department or the size of the community. The other factors which bear on this question are:

- (1) Whether the county prosecutor's office is located in or near police headquarters;
- (2) Whether assistant prosecutors have the time and willingness to discuss pending cases with arresting officers prior to the trial;
- (3) Whether the county prosecutor's office can be consulted routinely on planned enforcement actions prior to arrests;
- (4) Whether the prosecutor's office is willing and able to draft arrest and search warrants on an around-the-clock basis;
- (5) Whether the city attorney's staff is willing to answer routine questions;
- (6) How promptly the city attorney responds to requests for written opinions, and how detailed these are regarding the subject matter of the inquiry;
- (7) How vigorously the city attorney defends suits filed against the department and its members, and how experienced his staff is in matters of criminal law and police liability;
- (8) Whether the staffs of the prosecutor and city attorney are full- or part-time, and whether they are permitted to practice on the side;
- (9) The length of pre-service training given officers and the quantity and quality of in-service programs;
- (10) The educational level of the department;
- (11) The number of square miles in the police jurisdiction;
- (12) The willingness of the city attorney to file suits needed by the department;
- (13) Whether the city attorney and the county prosecutor have effective legislative programs;
- (14) Whether specialized enforcement units like gambling and narcotics can select detectives for their ability or must accept men from a civil service detective grade;
- (15) The average age of detectives, patrol supervisors and commanders. (See Guidelines for a Police Legal Unit).

It is worth noting that the 16 cities mentioned above include Charlotte, Winston-Salem, Greensboro, Raleigh, Durham, Wilmington, Fayetteville,

Asheville, Chapel Hill and High Point (these are the ten cities with the highest crime indices in North Carolina).

Since the average law enforcement agency in North Carolina has fifteen officers and the average state has over sixty counties, fractionalization of law enforcement services is the rule, not the exception. A recent study by the International Association of Chiefs of Police indicates that 40 percent of the nation's municipal police and 60 percent of the county sheriff's deputies have not had formal training, and simply are not equipped to handle serious cases involving legal technicalities.

Four possible solutions have been suggested to remedy the aforesaid problem and add cohesiveness to legal advisor programs. One solution is to establish a statewide legal unit with the state police or highway patrol. Yet, critics point out that state-local cooperation is often lacking. The second possibility lies with the state attorney general officers. However, state attorney general's duties are severely limited by statute, and local prosecutors frequently oppose enlarging his jurisdiction. The third possibility envisions a district police legal advisor serving all communities in his area in the way many public defenders now operate. The fourth possibility would enlarge the prosecutor's role by employing rural and suburban prosecutors on a full-time basis, and adequately compensate them. Time not spent in court could be used to advise local police on internal matters, to conduct training programs, and generally to function as part-time legal advisors.

(8) Organized Crime Programs

North Carolina took two important steps during the past year in an effort to assist the types and amount of organized criminal activity in the state. The North Carolina Organized Crime Prevention Council was established in September 1971 and has been working since then to identify the areas in which organized crime is operating. The Organized Crime Intelligence Unit of the State Bureau of Investigation was set up in the fall of 1972 and consists of investigators, an attorney, and an accountant who are working to further pinpoint organized crime problems in the state. Both of these groups were established through LEAA discretionary grants. Once they have compiled sufficient data regarding the extent to which organized criminal activity is being conducted in North Carolina, plans and strategies can be devised to combat the problem.

In the meantime, there are a number of other problems in the area of organized crime prevention and control which still need attention. At the present time, a number of North Carolina law enforcement agencies participate in intelligence councils which meet for the purpose of sharing information about known or suspected organized crime and criminal gang activity. These councils are the Piedmont Intelligence Council, the Cape Fear Valley Crime Council, the Virginia-Carolinas Criminal Intelligence Network, the Neuse River Intelligence Council, and the Atlanta Metropole Criminal Intelligence Conference. These councils operate independently, and there are no formal efforts to coordinate their information sharing activities.

Nationally the trend among national crime syndicates has been to use money made from illegal service activities to infiltrate legitimate business. The ownership of legitimate businesses facilitates the acquisition of community respectability and establishes a source of funds that appears legal. The effect upon the economy, locally or on the national level, of this infiltration into the legitimate business world is hard to assess, but it undoubtedly undermines free competition. Organized crime exists in North Carolina and poses a threat in the future. The infiltration of legitimate business is a tactic which has been verified by criminal justice agencies and private businessmen.

In addition to the efforts being conducted at the state level to combat organized crime, a few North Carolina local law enforcement agencies believe that current intelligence dictates the development of local organized crime control capabilities.

Finally, assuming that the previously mentioned problems could be resolved it is doubtful that the North Carolina criminal justice system would be able to prevent and control organized crime without legislative action. North Carolina has enacted no wire-tapping statute, which greatly hampers authorities in organized crime investigations.

In order to address these problems, a variety of actions need to be taken. There is a need to routinely compile and disseminate information which is gathered through the efforts of the various regional intelligence councils. This function, which is now performed on a limited basis by the SBI, could be assumed by that agency if personnel were available. An expanded state-wide intelligence "team" could logically assume this responsibility.

There is a need to inform businessmen and criminal justice personnel about the various methods used by organized crime to infiltrate legitimate business and how such action may be identified and prevented. The use of materials prepared by the National Chamber of Commerce may help to meet this need.

Improved local capabilities to prevent and control organized crime necessitate special training for unit members and the purchase of special equipment.

Finally, a wire-tapping statute, with proper safeguards, is needed. An independent state agency with constitutional authority to grant immunity and subpoena witnesses is also needed. The North Carolina Organized Crime Prevention Council should be considered as a possible agency to exercise these powers.

### 2.3.2 General State of Priorities and Objectives

#### (1) Crime Prevention and Public Education

In any discussion of crime prevention, it must be repeated that it is beyond the range of criminal justice functions to attempt to alter the social and economic conditions which contribute to the incidence of crime. In speaking of "crime prevention", therefore, only those programs which most directly involve the criminal justice system, and the police in particular, will be considered. It is, of course, the ultimate goal of the entire criminal justice system, including courts and corrections, to bring about a reduction in crime, and as such every effort made to improve the system is in one way or another an attempt to reduce crime. Crime prevention efforts, furthermore, are being made by organizations not considered to be formally a part of the criminal justice system, such as social agencies and citizens groups whose aim is drug abuse prevention. In view of the wide variety of ways in which the LEAA program in North Carolina could become involved in crime prevention in its broadest sense, it has been decided that rather than making many efforts through a wide range of programs that endeavors will instead be in a restricted number of areas.

##### System Capability Goals

It is felt by those with experience in the crime prevention field that ideally every law enforcement agency with twenty-five or more sworn personnel should maintain a crime prevention unit. In North Carolina, departments employing this many officers number forty. There are also approximately forty municipalities in the state having a population of 10,000 or more. These communities all would benefit from a formal crime prevention program, but at present only the state's five largest cities have instituted them. In addition, the state's twenty largest towns and cities would find highly beneficial a crime prevention campaign conducted through the media which would disseminate knowledge, crime prevention methods and techniques on a large scale. Thirdly, programs such as those involving the identification and registration of personal property would prove valuable in crime reduction efforts in all parts of the state.

##### Impact Goals

Because the concept of crime prevention is so new and because so few communities have taken positive action in this area, it would not be feasible for the LEAA program in North Carolina to attempt to reach every part of the state not now actively pursuing a crime prevention program. Therefore, efforts will be made to establish from two to four crime prevention units in the largest police and sheriff's departments in each of the years in the coming multi-year period. Additionally, mass media campaigns, such as the one to be undertaken in Fayetteville in 1973, will be conducted in the state's larger urban areas in each of the coming four years. One, or two other crime prevention-oriented projects will be implemented in each of these years; programs such as those involving the purchase and distribution of engraving tools to enable the public to identify personal property

will be considered. By the end of the five-year period, it is hoped that a substantial percentage of North Carolina's population will have been exposed to crime prevention programs and that such programs will have produced a measurable effect upon the incidence of crime.

#### (2) Community Service Units and Programs

##### System Capability Goals

As noted in the Needs and Problems section of this chapter, there are thirty police and eight sheriff's departments in the state with organized community service units. However, only half of the police departments with twenty-five or more officers have these units, and only two of the twenty sheriff's departments with at least twenty-five officers have personnel formally assigned to community service work. From these figures it can be seen that there are a number of small but progressive law enforcement agencies in North Carolina which have had the vision and initiative to institute community service programs, while at the same time there are too many larger departments which have not taken this step. It should be the goal of every agency with twenty-five or more sworn personnel to implement some kind of community service unit. Furthermore, smaller departments with particular problems - such as those serving municipalities or counties with large minority populations - would benefit greatly from similar programs. Not only would the community profit, but the image of law enforcement would be enhanced so as to have an improving effect on all areas of departmental activity.

A second objective of law enforcement agencies serving cities of over 50,000 persons should be the capability to respond effectively to more specialized problems, such as domestic disputes and family crises. A family crisis intervention unit has been instituted in Charlotte under an LEAA grant, and more efforts of this type are needed in the state's largest cities.

Thirdly, efforts must be made by departments of all sizes to increase the number of black and other minority personnel so that their numbers more closely equal the percentage of blacks in their respective communities. Although the barriers to improvements in this area are many, much of the real and lasting progress in the field of community services will not be realized until these obstacles are overcome.

##### Impact Goals

The primary area of activity of the LEAA program in North Carolina in the community services area will be the helping to establish community service units in selected larger cities which do not have them. It is anticipated that six to eight such units will be implemented through LEAA assistance in each of the years of the multi-year period. Financial aid will also be provided those large cities wishing to establish units to handle interpersonal disputes, or those wishing to expand existing community service units to include this capability. It is anticipated that one or two such projects will be implemented in each of the coming years.

(3) Juvenile Units and Programs

System Capability Goals

Ideally, every North Carolina law enforcement agency employing twenty-five or more sworn officers should include at least one person to specialize in the handling of juvenile cases. Many of the smaller departments, if their resources permit and their caseload warrants, should also have a juvenile unit. Uniformity should be established among all law enforcement agencies in regard to the handling of juvenile offenders.

Impact Goals

In each of the years of the coming multi-year period, the Law and Order Division will provide assistance to six or eight of the state's larger police and sheriff's departments in establishing a juvenile unit. In a few cases, such units will handle generalized community service functions as well. It is hoped by the end of the multi-year period that approximately three-fourths of the agencies employing twenty-five or more sworn officers will have such a unit. In a few selected areas where juvenile crime presents a special problem, assistance will be provided in upgrading already existing juvenile units. In the first two years of the multi-year period, an effort will be made to institute a degree of uniformity in the treatment of juvenile offenders. This undertaking will most likely involve a study of the existing methods used to handle juveniles and the drawing up of suggested standards pertaining to the operation of youth-serving bureaus in law enforcement agencies.

(4) Crisis Prevention and Control Programs

System Capability Goals

As pointed out in the section of this chapter relating to needs and problems in the area of crisis prevention and control, there are two basic ways in which law enforcement in North Carolina should improve its capabilities. All agencies should develop plans for handling civil disturbances, and all communities need to include their local police and sheriff's departments in any efforts made to reduce tensions which might lead to such disturbances in the public schools.

Impact Goals

Although the threat posed by the possibility of civil disorder should not be regarded lightly, it is not envisioned that LEAA assistance will be provided in the multi-year period to any specific programs whose aim is primarily that of crisis prevention and control. Indirect efforts will be made, however, through the funding of programs such as community service units, and the capabilities of law enforcement to respond to crisis situations will be enhanced through projects such as those

involving the purchase of new communications equipment. The involvement of the Law and Order Program in the field of crisis control has traditionally been minimal, and unless the evidence of civil disorder rises sharply in the near future, it is expected that this stance will remain unchanged.

(5) Investigative Units and Programs

System Capability Goals

By the end of the current multi-year period, every municipal police department serving a population of 10,000 or more and/or every department employing 25 or more officers should have in operation a narcotics unit. Similarly, every sheriff's department employing this number of sworn personnel should have a division to handle drug cases. In addition, selected county agencies consisting of less than 25 officers should include a narcotics division, provided that the population served and the drug caseload warrant the assigning of one or more officers full-time to the investigation of narcotics cases. Many of the departments in the state's larger cities currently have such units, and these will have to be expanded as the workload demands. In light of the fact that the illicit use of narcotics is becoming an increasing problem in smaller towns and rural areas as well as in large cities, efforts to combat this rise in drug abuse must be undertaken by law enforcement agencies serving areas other than just the larger municipalities.

Many departments would benefit from having increased capabilities in other specialized areas of enforcement. If one accepts the standard that one out of every ten sworn police officers should be a detective, then a number of smaller police and sheriff's departments will need to upgrade their detective divisions. Although detectives are traditionally given more work than they can adequately handle, each department must maintain a sufficient number of investigators so that at least major cases can be given proper attention.

As the need is recognized, many of the state's largest departments will have to establish or upgrade other specialized units such as fraud squads, bomb squads, vice units, and the like. In dealing with those types of crimes found to be committed by mobile gangs, units organized to combat them must be able to work closely and effectively with enforcement agencies in other jurisdictions. It is envisioned that within the coming multi-year period that increasingly unified efforts will be made in dealing with criminal activities in the larger multi-jurisdictional metropolitan areas, such as the Winston-Salem - Greensboro - High Point triad. Neighboring agencies which historically have exhibited a spirit of mutual cooperation will continue to work closely with one another in dealing with common problems.

Impact Goals

As narcotic and dangerous drug abuse continues to present a great problem to law enforcement, the major emphasis in the Investigative Units and Programs Area will be in the establishment or upgrading of narcotics enforcement units. From five to ten such units will be funded in each of the coming four years. In certain instances, divisions with combined capabilities (such as detective/drug divisions) will be established or will receive continued support. As resources in this category permit



and as the need is determined, other specialized units - fraud squads, bomb squads, etc. - will receive limited support. It is anticipated that one or two such units will be funded in each of the coming four years.

(6) Resource Management Programs

System Capability Goals

By the end of the coming multi-year period, every law enforcement agency in the state employing 25 or more sworn personnel should have conducted an organizational and management survey. The constant growth of police and sheriff's departments makes it imperative that organizational structures and management techniques be re-evaluated periodically to assure that the most efficient and effective use of all available resources is made. Departments which experience unusually rapid growth are especially in need of such surveys so that they may become aware of new and more sophisticated management techniques which their new size and responsibilities necessitate.

North Carolina is a state in which consolidation of small police agencies into one county-wide department is particularly needed. There are counties in which law enforcement duties are divided among as many as fifteen separate jurisdictions. Such a situation makes it difficult for the public to know who to contact in the event that police services are needed, and makes for an ineffective use of available manpower on a county-wide scale. By the end of the current multi-year period it is hoped that at least ten counties will have consolidated their law enforcement agencies. At the present time there are three counties in the state that are seriously considering such a move, and if they should decide to do so it would no doubt encourage others to follow.

As noted in the section of this chapter dealing with investigative units and programs, more interagency cooperation in efforts to combat mobile criminal activity is needed. Although a definite goal in this area of concern is difficult to establish, it is hoped that many neighboring law enforcement agencies will, within the next four years, have devised cooperative programs including interdepartmental task forces and arrangements to share certain items of equipment.

The degree of activity needed in the area of resource and manpower allocation is more fully described in the chapter on criminal justice information systems. It is envisioned, however, that within the coming multi-year period that those departments consisting of fifty or more sworn officers will have taken some action toward applying the new concepts and technology in the field of resource allocation.

Finally, it is hoped that by the end of the current multi-year period that all departments with at least fifty sworn officers will have at least one full-time planner. The largest departments

will require more than one planner. Several North Carolina agencies of this size have yet to establish a planning bureau, and some of those that have will need to employ additional planners in the coming few years.

Impact Goals

In each of the coming four years, the Division of Law and Order will provide assistance to local departments in the following four areas: organizational and management surveys, consolidation feasibility studies and incentive grants to encourage actual consolidation, resource and manpower allocation systems, and planning units. It is planned to assist from two to three agencies in undertakings in each of these areas. By the end of the multi-year period, therefore, up to twelve of the State's largest police and sheriff's departments will have been given assistance in efforts to improve their resource management capabilities.

(7) Police Legal Advisors

The Advisory Committee feels very strongly that Police Legal Advisor programs can indeed contribute greatly to the total criminal justice system in North Carolina. However, because Police Legal Advisor programs are relatively new in North Carolina, the Advisory Committee has not addressed itself to the priorities in this area.

North Carolina presently has sixteen cities with police departments of fifty men or more. By 1976 all cities in North Carolina with police departments of fifty men or more will have at least one police legal advisor.

Since over 90 percent of the municipal law enforcement agencies in North Carolina have a police force of less than fifty men, regional police legal advisors are needed for these areas.

Impact Goals

Since crime is an urban as well as rural problem there is a need to formulate guidelines for departments with less than fifty men. By 1976 the Division of Law and Order will have conducted a study to determine the most effective means of providing police legal advisors to rural communities and to departments with less than a fifty-man force. Funds will be provided by the Division of Law and Order to fund three legal advisor programs in 1974, three in 1975 and two in 1976.

(8) Organized Crime Programs

The prevention and control of organized crime is perhaps the most complex and frustrating of all the problems confronting law enforcement officials both in North Carolina and the nation as a whole. It is often beyond the capability of law enforcement to pinpoint the exact nature of organized criminal activity, to say nothing of devising strategies to combat this activity. However, the Division of Law and Order has designated several areas in which action should be taken to begin to address the problem of organized crime.

### System Capability Goals

As pointed out in the Needs and Problems section of this chapter, North Carolina has already taken two important steps toward implementing a systematic attack on organized crime in the state: the establishment of the Organized Crime Prevention Council and the SBI Organized Crime Intelligence Unit. It is expected that these two organizations will assume increased leadership in the campaign against organized crime during the next few years. The SBI should assume the role of coordinating the activities of the several regional intelligence councils serving the state. Expanded efforts should be made by the SBI and law enforcement agencies in metropolitan areas to educate the business sector in tactics used by organized crime to infiltrate legitimate business. In those large cities where specific activities of organized crime have been identified, organized crime units should be established or expanded. A final long-range goal in this area should be the development of specialized organized crime prosecution capabilities within the Department of Justice.

### Impact Goals

It is anticipated that the North Carolina Organized Crime Prevention Council will be fully supported by the Department of Justice in the coming fiscal year. Therefore, the activity of the Law and Order program will be concentrated in two principal areas: the continued support of the SBI Organized Crime Intelligence Unit, the establishment or continued support of two such units in large local agencies to supplement the efforts of the SBI. Toward the end of the multi-year period, if such steps have not already been taken at state expense, the Division of Law and Order will provide assistance to the Department of Justice in implementing specialized organized crime prosecution capabilities.

### 2.3.3 Improvement Programs and Forecast of Accomplishments

#### (1) Crime Prevention and Public Education

There are three basic types of improvement programs within this category. First and foremost are those which involve the establishment or continued support of crime prevention bureaus in law enforcement agencies employing twenty-five or more sworn personnel and/or serving a population of 10,000 or more. These bureaus will consist of one or two officers who work full-time to instruct businessmen and property owners in crime prevention techniques. A second program type is that which involves mass media campaigns to increase public awareness of crime prevention. Thirdly, programs which actively involve the public in crime prevention efforts, such as those dealing with the identification and registration of personal property with local law enforcement agencies, will be undertaken. This third type of project may be conducted by a crime prevention unit to supplement its regular activities or by a smaller department which does not have the resources to maintain a full-time crime prevention program.

#### Forecast of Accomplishments

1974

Two to three crime prevention bureaus will be established in the state's larger police and sheriff's departments (i.e. those having twenty-five or more sworn officers). One mass media campaign will be conducted in a large metropolitan area. One other crime prevention-oriented project will be undertaken in either a medium-sized city or a large county (\$100,000).

1975

Three crime prevention bureaus will be established or will receive continued support. One mass media campaign will be conducted in a large metropolitan area. One additional crime prevention-oriented project will be undertaken. (\$100,000).

1976-77

Three to four crime prevention bureaus will be established or will receive continued support. One to two mass media campaigns will be conducted. One to two additional crime prevention-oriented projects will be undertaken (\$100,000).

#### (2) Community Service Units and Programs

Two basic types of improvement programs will be considered in this category: the establishment or continued support of community service units in departments having twenty-five or more officers and the creating of specialized capabilities within existing community service units. The latter type of project will be undertaken by selected departments serving the state's ten to fifteen largest cities and will involve the development of special teams to deal with interpersonal conflicts such as family crises and neighborhood disputes. Special attention will be given to alleviating such problems in inner-city areas.



## Forecast of Accomplishments

1974

From six to eight community service units will be established or will receive continued funding in 1974. One to two specialized units to deal with more specific problems in the community service field will be implemented. (\$175,000).

1975

From six to eight community service units will be established or receive continued support. Two specialized units will be established or receive continued support. (\$175,000).

1976-1977

From five to six community service units will be established or receive continued support. Two to three specialized units will be implemented or continued (\$175,000).

### (3) Juvenile Units and Programs

There are three types of improvement programs within this category. Primary attention will be given to establishing, continuing to support, or upgrading juvenile divisions within law enforcement agencies with twenty-five or more officers. In addition, a limited number of junior police/junior deputy programs will receive financial support from the Division of Law and Order in the coming four years. In most cases these will be projects involving a number of different agencies, so that juveniles residing in jurisdictions served by departments of less than twenty-five officers may receive the benefit of juvenile programs sponsored by police agencies. Thirdly, an attempt will be made to establish a degree of uniformity among police and sheriff's departments in their handling of juvenile offenders. A survey of current methods used will be made and recommendations made as to the treatment of juvenile cases.

## Forecast of Accomplishments

1974

From six to eight juvenile units will be established or will receive continued funding in 1974. One to two junior police/junior deputy programs will be implemented or continued. A survey of methods and procedures employed in the handling of juvenile offenders by local law enforcement agencies will be initiated (\$150,000).

1975

From six to eight juvenile units will be established or receive continued support. One or two junior police/junior deputy programs will be implemented or continued. The survey of methods used to handle juvenile cases will be concluded (\$150,000).

1976-1977

From six to eight juvenile units will be established or continued.

One or two junior police/junior deputy programs will be implemented or continued (\$150,000).

### (4) Crisis Prevention and Control Programs

No specific programs are planned during the coming multi-year period. As previously stated, indirect efforts will be made in this area through the support of community service units and programs.

## Forecast of Accomplishments

1974

No activity planned.

1975

No activity planned.

1976-1977

No activity planned.

### (5) Investigative Units and Programs

There are three basic types of improvement programs planned within this category. Most important will be the establishment, continued support, or upgrading of narcotics units within the state's forty largest police and twenty largest sheriff's departments. Smaller sheriff's departments serving counties in which the problem of drug abuse is unusually severe will also receive support in this area. The second most important consideration is the funding of detective divisions in these larger law enforcement agencies. Thirdly, other specialized units - bomb squads, fraud squads, and the like - will receive limited support as the need for them is recognized.

## Forecast of Accomplishments

1974

From five to ten narcotics divisions will be established, continued, or upgraded in the state's sixty largest law enforcement agencies. Up to five detective divisions will similarly be funded. One or two other specialized investigative units will be implemented or maintained (\$160,000).

1975

From five to ten narcotics units will be established, continued, or upgraded. Up to five detective divisions will receive support. One or two other specialized investigative units will be implemented or maintained. (\$160,000).

1976-1977

From five to ten narcotics units will be established, continued,

or upgraded. Up to five detective divisions will receive support. One or two other specialized investigative units will be implemented or maintained (\$160,000).

(6) Resource Management Programs

There are four types of improvement programs within this category: organizational and management surveys, consolidation feasibility studies, resource and manpower allocation systems and planning units.

Forecast of Accomplishments

1974

From two to three projects will be conducted by several of the state's sixty largest police and sheriff's departments in each of the four above-noted areas (\$100,000).

1975

From two to three projects will be conducted by several of the state's sixty largest police and sheriff's departments in each of these same four areas (\$100,000).

1976-1977

From two to three projects will be conducted by several of the state's sixty largest police and sheriff's departments in each of these same four areas (\$100,000).

(7) Police Legal Advisor Programs

The providing of more police legal advisors on the municipal as well as the regional level are the improvement programs in this area. Experience has revealed that the introduction of lawyers in areas of planning and investigation within the police department has greatly enhanced the department image in the community.

Forecast of Accomplishment

1974-1975

The Law and Order Committee in order to increase the effectiveness of law in North Carolina will provide funds for six police legal advisors. (\$165,000).

1975

The Law and Order Committee will conduct a study to determine the feasibility of regional legal advisors (\$1,500).

1976

The Law and Order Committee will fund regional legal advisors contingent on study and two municipal legal advisors; however, 1976 will be the last year for municipal funding of Police Legal Advisors (\$125,000).

1977

The Law and Order Committee will continue to fund regional Police Legal Advisors; however 1977 will terminate funding of all Police Legal Advisors whether regional or municipal (\$75,000).

(8) Organized Crime Programs

There are three basic types of programs in this category. The SBI Organized Crime Intelligence Unit will be supported and expanded in 1974. Organized crime units in large city police departments will be established or will receive continued support. Specialized organized crime prosecution capabilities will be developed in the Department of Justice toward the end of the current multi-year period.

Forecast of Accomplishments

1974

The SBI Organized Crime Intelligence Unit will be expanded to include the capability of routinely compiling and disseminating intelligence gathered at regional intelligence councils. One or two local organized crime units will be established or maintained in large urban police agencies (\$50,000).

1975

One or two local organized crime units will be established or maintained in large urban police agencies. Specialized organized crime prosecution capabilities will be developed in the Department of Justice (\$50,000).

1976-1977

One or two local organized crime units will be established or maintained in large urban police agencies. Continued support will be given to the Department of Justice to maintain their specialized organized crime prosecution capabilities (\$50,000).

MULTI-YEAR BUDGET

<u>Program Area</u>	<u>1974</u>	<u>1975</u>	<u>1976-1977</u>
Crime Prevention and Public Education	\$100,000	\$100,000	\$100,000
Community Service Units and Programs	175,000	175,000	175,000
Juvenile Units and Programs	150,000	150,000	150,000
Crisis Prevention and Control Programs	-0-	-0-	-0-
Investigative Units and Programs	160,000	160,000	160,000
Resource Management Programs	100,000	100,000	100,000
Police Legal Advisor Programs	165,000	165,000	125,000
Organized Crime Programs	50,000	50,000	50,000
TOTAL	\$900,000	\$900,000	\$860,000

2.4

IMPACT PROGRAM

2.4.1 Needs and Problems

Table 1.3 on page 15, Chapter One of the Existing Systems section of the Plan lists 1971 major crime rates for the forty North Carolina cities with populations of 10,000 or more. An examination of these figures reveals that there are eleven cities which had a Major Crime Index in 1971 of 1,800 or more. Following is a city-by-city summary of the specific needs and problems being encountered in each of these "high crime" areas.

Charlotte

The most serious crime problems facing Charlotte are those of burglary, larceny over \$50, auto theft, and drug law violations. The use of heroin has been on the increase in the city and is consequently posing a greater problem for law enforcement. Credit card offenses are on the rise. The City is contemplating the annexation of an additional 47 square miles of surrounding land; the increase will necessitate additional manpower to provide police services to this area. The Charlotte Police Department lacks the resources to provide the needed level of personnel in high crime areas, especially for the prevention of housebreaking and larceny from automobiles.

Winston-Salem

Attention needs to be given to increased drug and narcotics offenses, potential riots and disruptions involving race relations in high schools and universities, and growing militant or revolutionary organizations. Increases in armed robbery, breaking and entering, and larceny from automobiles and shoplifting are significant. There is some indication of organized crime activity, probably on a local or regional basis. Resource deficiencies are the lack of an effective regional unit for dealing with drugs and organized crime and lack of sufficient training. An automated resource allocation system is needed.

Greensboro

An analysis of crime in Greensboro finds increasing possession and use of dangerous drugs to be a major problem. The difficult assignment of law enforcement in this city is to anticipate and control new markets and patterns of drug distribution among the cities' high schools and five colleges and universities. Such control requires that law enforcement devise more sophisticated means of allocating personnel to high crime areas. Special needs are for better trained and equipped police officers to concentrate on recognizing connections of drug users with organized crime.

In Greensboro, as in many North Carolina cities, conventional crimes are still very much of a concern, but the focus of public awareness is on the growing problems of narcotics, riot control and militant political organizations.

### Raleigh

Raleigh reports that drug offenses and crimes associated with drugs are the city's major problem. An increase in certain crimes such as burglaries, forgeries, robberies, shoplifting and credit card crimes are believed to be related to the accelerating number of drug offenses. The main resource deficiency is manpower; adequately equipped, well educated officers are desperately needed to confront and control the more unconventional types of crimes that occur today.

### Durham

Commercial burglaries and larceny are the crimes increasing most in Durham. Other crimes, such as drug and traffic offenses, are also significant problems, but they are being given more specialized control. Lack of qualified officers is the main resource needed.

### Wilmington

Crime problems in Wilmington involve expanding traffic in illegal drugs and narcotics. This crime area is complicated by summer populations and military personnel from two adjacent bases. An interagency drug unit attempts to control increasing drug offenses but more personnel and equipment are needed to make it effective. Wilmington is also in need of crime analysis capability to pinpoint the locality and type of crimes being committed in specific areas of the city. A juvenile unit is also needed. As in most cities, burglary presents a problem.

### Fayetteville

Descriptions of crime in Fayetteville must mention the exaggerated effects on crime resulting from the 35,000 troop army base at nearby Ft. Bragg. Increases in illegal drug offenses, burglaries and robberies are approaching a critical stage. A major resource problem is the present jurisdictional boundary between county and city police agencies. An effort is being made to combine these two agencies, but is not possible under present state statutes preventing consolidation of two governments.

### Asheville

This mountain resort city experiences a great deal of property crimes, burglaries and robberies, primarily due to tourist populations. Traffic control is a constant problem. The police report that lack of a central records system, a police legal advisor, an identification bureau, a crime prevention unit, and a special investigative unit restricts total coverage of crimes.

### Chapel Hill

Chapel Hill is a university town, and as such it experiences unusual problems with drug and narcotics offenses. The most frequent crime reported, however, is larceny, a fact that can be attributed in part to the recent upsurge in bicycle usage among college students and the consequent theft of bicycles. Chapel Hill will shortly put into operation a newly-expanded narcotics unit which should alleviate to some degree

the problem of drug abuse in the town.

### High Point

The City of High Point has experienced acceleration in the occurrence of larceny and burglary. Juvenile crimes are not critically increasing partly due to the efforts of new community relations and juvenile delinquency units in the police department. Greater financial resources are needed for expanding services to the community.

### Gastonia

Gastonia's most prevalent crime problem is that of burglary. The police department currently has no juvenile unit and is in need of one. A more pressing need, however, is one for more uniformed personnel.

#### 2.4.2 General Statement of Priorities and Objectives

These "high crime cities" will be given special consideration during the forthcoming multi-year period in an effort to produce a measureable reduction in the incidence of selected crimes. Grants to these cities will be made on the basis of a need and a willingness to make concentrated efforts to institute crime-specific planning and to take action to reduce the occurrence of specific types of crime. Funds will be provided for either individual projects of in "block" form to each city to be applied to a variety of projects aimed at crime reduction. These funds will supplement those allocated to the city for more conventional purposes, such as those to be used for communications or improved, generalized training.

#### 2.4.3 Improvement Programs and Forecast of Accomplishments

Programs in this category will be restricted to those whose aim it is to reduce the incidence of a particular type of crime. Projects such as special units, resource allocation programs, and public education-oriented undertakings will be considered provided that their goal is the measurable reduction in the occurrence of crime. The entire purpose of this category is to ensure that funds will be allocated to areas of concentrated criminal activity so that this activity may be lessened.

#### Forecast of Accomplishments

In each of the years of the coming multi-year period (1974-1977), approximately \$1,000,000 will be distributed to the eleven high crime cities in the state. It is hoped that a reduction of from five to ten percent in the occurrence of each of the crime types specifically dealt with can be realized by the end of this period. More specific objectives will be formulated when each of the cities decides which type of crime will be dealt with and when a

realistic effect that a concentrated campaign to reduce its incidence is determined.

MULTI-YEAR BUDGET			
Program Area	1974	1975	1976-1977
Programs Designed to Reduce the Incidence of Selected Crimes (type to be determined by individual cities)	\$1,000,000	\$1,000,000	\$1,000,000

CHAPTER III

JUDICIAL SYSTEM

ADJUDICATION AND REDUCTION IN THE DELAY OF CRIMINAL TRIALS

3.1 GENERAL NEEDS AND PROBLEMS OF THE ADJUDICATIVE PROCESS

The determination and protection of the rights of society and the accused according to rules of law is the purpose of the criminal justice system. The adjudicative process is the center of the criminal justice system and the arbiter of those rights. Unnecessary delay is the most comprehensive conceptual problem facing that adjudicative process in North Carolina. The unnecessary delay within the adjudicative process appears in each of those criminal justice activities which most closely relate to the decision-making process of the courts; court administration, the judiciary, the prosecution, and the defense. In each of these constituent parts of the adjudicative process unnecessary delay is the gauge of the justice of the process. The need of the adjudicative process is to reduce unnecessary delay.

The needs and problems in each constituent part of the adjudicative process focus on unnecessary delay:

3.1.1 Court Administration

Despite the consolidation of the North Carolina General Court of Justice into a unified system, the effects of traditional recruitment practices and disparity of operating procedures within the previously local courts retard the growth of state-wide courts planning and efficient procedures which can both reduce present delay, <sup>and</sup> anticipate, and adapt to new conditions which are potentially productive of delay.

The system of rotation of judges and the calendaring of criminal cases by the solicitor have impeded the development of efficient control of the criminal docket. The lack of efficient docket control in civil cases further reduces judicial time available for criminal cases.

The present North Carolina Rules of Appellate Procedure are the product of great tradition but have become, in some instances, obstacles to efficient preparation of briefs and record and disposition of appeals. The effect of the application of these rules is to raise significantly the cost of criminal appellate representation. This burden falls with disproportionate weight on indigent criminal defendants, whose costs are ultimately passed to the State treasury.

The need for the speedy development of a modern criminal code which incorporates the best of state and national thinking and experience in an effort to reduce those categories of behavior



subject to criminal statute and to reduce unnecessary delay in the adjudication of those matters subject to criminal sanction cannot be overestimated.

### 3.1.2 Judicial Personnel

The preeminent problem is the combination of the provision of adequate opportunities for the continuing education of those who are presently members of the judiciary and an efficacious program of recruitment for these opportunities. It is difficult for some judges to spare the time for continuing education and for others to recognize the need for it. As is generally the case, those who least recognize the need for in-service education are generally those who would most benefit from it. Continuing education not only improves and enlightens judicial thinking on substantive legal matters, but also introduces new ideas in judicial procedure which can eliminate unnecessary delay.

A continuing need is a procedure for the selection of judicial personnel which minimizes consideration of political loyalty and obligation and emphasizes considerations of learning, experience, temperament, and health. Such a selection procedure would help to assure the continuing high quality of judicial personnel.

The provision for comprehensive pre-service training consisting both of a period of apprenticeship observation with outstanding state judges within the state and of national training conferences would help to assure a smooth transition from the advocate to the judicial function without the more serious delays due to uncertainty about unaccustomed areas of law, and lack of familiarity with court procedure and administration.

There is a need for appropriate auxiliary staff for judges to provide for greater technical accuracy in rulings and coordination of the presently disparate processes which compose the adjudicative function in criminal cases from jail to sentencing.

The need for training of the lower judicial officials, including magistrates and clerks, is also pressing both in the appropriate areas of substantive law and in procedure. It is at these levels of the judicial system that the general public enter and have their first contact. Efficiency and informed determinations at these levels help to assure that only the technically complete cases are permitted to proceed, thereby reducing the delay occasioning unnecessary work on technically deficient cases by other judicial officers.

### 3.1.3 Prosecution

The prosecutorial function is performed by solicitors in North Carolina. In addition to prosecutorial duties, the solicitors are responsible for calendaring criminal cases and general docket control. Given these responsibilities, the need is great for adequate supportive staff with administrative abilities to facilitate the efficient preparation of cases and the establishment of effective criminal docket policies and supervision.

The solicitors are locally elected officials who are responsible for the prosecution on behalf of the State of all criminal actions in the courts in their districts. The lack of uniformity in procedure and policy among districts is productive of substantially unequal prosecutorial treatment for similar cases and of striking differentials in the time necessary to process cases. These are serious problems. The need for efforts to bring about closer coordination of prosecutorial procedure and policy without destroying appropriate prosecutorial discretion is apparent.

The solicitors need opportunities for continuing education in North Carolina, and their education should be placed on a secure financial basis as a part of the judicial department of the state. Pre-service training is presently neglected in comparison to in-service continuing education. The provision of pre-service training would reduce the necessity for the delay produced by the frequent movement of new persons into the office of solicitors.

The solicitor seldom sees his office as a career choice. Most solicitors see the office as a training ground for private criminal practice and a useful basis for seeking higher political office. The salary incentives to support recruitment of experienced, career-oriented professionals is a problem to be faced by state government.

With the increasing docket pressure on his time, it is the exceptional solicitor who takes time to look to changes in office organization, management, and procedure for methods to reduce the time required for case preparation and prosecution. The need for modern, efficient management for rural and metropolitan solicitors are different in their configuration but not in their urgency.

While general office procedures are a pervasive problem, productive of excessive demands on solicitor's time, the need for specialized units is limited to the larger metropolitan solicitor's offices. Organization of office personnel into specialized units to deal with particular types of frequently occurring cases or case types of particular public concern is a major need. Specialized units need to be organized around particular stages in the investigation and prosecution of cases to facilitate the early screening of cases.

### 3.1.4 Defense

The defense of indigents accused of crimes is performed by a combination of two local public defenders and assigned counsel. This combination has developed on an ad-hoc basis in response to judicial decisions both state and federal.

The major problem is the lack of coordination and planning in the delivery of defense services to indigents. The major task is an evaluation of the present defense services for the indigent and the preparation of a plan for the delivery of defense services which incorporates that mix of assigned counsel and public defenders which is appropriate for North Carolina and flexible to grow efficiently to meet the indigent defense needs of the future.



### 3.1.5 Court Facilities and Equipment

Despite the establishment of a unified court system in recent years, responsibility for physical court facilities in North Carolina remains in the one hundred units of county government. Many court-houses have been subjected to years of neglect and low budgetary priority in county government. State government resists assuming financial responsibility for court facilities and county government resists needed renovation and construction in the hope that state government will finally assume financial responsibility. Where a county has accepted its financial responsibility to provide adequate court facilities, serious architectural and space management deficiencies have reduced the effectiveness of the dollars spent. Caught in this situation, court physical facilities have suffered, reducing the efficiency of staff, compounding the difficulties caused by an increased case flow, and thwarting efforts to address problems of building security and integration of expanding modern court supportive services.

In one hundred counties there are one hundred courthouses, some of which host court for <sup>only</sup> ten days each year. Many court-houses which do host court would not need to provide this service if natural regionalization of court facilities within judicial districts were undertaken. The reduction in cost to units of county government in providing court facilities would be substantial, procedural delay would be reduced, and efficiencies of scale <sup>would be</sup> harnessed in the interest of efficient and uniform justice. Planning for optimal economic consolidation and regionalization of court facilities is an increasing need which must be addressed in a comprehensive and systemic way by leaders of county and state government.

Much funding of courthouse renovation and construction projects by the Committee on Law and Order has been random, without uniformity of policy and guidelines, and subject to unnecessary political pressure. The funds allocated have not effectively met the need for reduced delay in the adjudicative process for the primary reason that the problems of space management, case flow configuration, and architectural economy were not effectively addressed.

The need is for a study of the renovation and construction of court facilities and the preparation of architectural and space management guidelines and standards for use by units of county government in their efforts to provide efficient, flexible court facilities which facilitate case flow and personnel flow.

### 3.1.6 Law Revision and Codification

The problem is the discrepancy between the social reality of a modern society and limitations of a criminal code which reflects the social needs of earlier times. This discrepancy is productive of tortured judicial decision, uneven application of the law, inhibition to the implementation of new forms of court procedure and an increasing public confusion about the criminal law. The need is for a swift and comprehensive revision of the present criminal code which incorporates the best of state and national thinking and experience in efforts to reduce those matters which are subject to criminal statute and unnecessary delay in the adjudication of those matters subject to criminal sanction.

### 3.1.7 Trial Procedure

The problem involves pre-trial and trial procedures which tend to obstruct and delay the judicious and efficient processing of the number of cases presented to the courts. The need is for a revision of pre-trial and trial procedures and the introduction of mechanisms for processing cases which have been tested in other state jurisdictions.

### 3.1.8 Community Based Programs

The problem is excessive jail populations awaiting trial who are unable to secure sufficient funds for bail bonds. These criminal defendants lose their employment, are unable to support their families, <sup>and</sup> cannot participate effectively in the retention of counsel and the preparation of their cases. The resultant costs of incarceration, supervision, and welfare for families are unnecessarily high. Delay in retaining counsel necessitates continuances of court action. Inability to retain counsel and to participate effectively in pre-trial case preparation, all place an unnecessary burden on public defenders and assigned counsel services. The need is for mechanisms by which eligible defendants who are financially unable to make cash bond can obtain recognizance bonds with sufficient pre-trial supervision to assure prompt court appearances.

## 3.2 GENERAL STATEMENT OF PRIORITIES AND OBJECTIVES

The priority objective of the Committee on Law and Order program in the area of adjudication is the reduction of unnecessary delay in the adjudicative process which is consistent with the enhancement of justice. Public concern about delay in court processes has increased in recent years as have the efforts of legislators, state officials, the bar and private groups to improve those processes. By providing support for these efforts, the Committee on Law and Order seeks to facilitate and accelerate these efforts.

### 3.2.1 System Capability Goals

Within the five-year time frame of the Multi-Year Plan there are several optimal yet attainable goals which will be reached. These goals can be summarized as follows:

- (1) The responsibility for criminal court docket supervision placed in the judiciary.
- (2) The rotation of judges decelerated.
- (3) The revised rules of appellate procedure implemented.
- (4) A revised criminal code enacted.
- (5) The establishment of a standing Criminal Law Revision Committee of the legislature charged with the task of continuing consideration of the fitness and adequacy of the criminal law sanctions to social needs.
- (6) A mechanism for the selection of judicial personnel which emphasizes consideration of learning experience, temperament, and health.

- (7) A program of pre-service and in-service education for judicial, prosecutorial, and defense personnel will be implemented.
- (8) A greater public understanding of the educational role of operational state agencies through internship programs will be reflected in a comprehensive criminal justice internship program.
- (9) Increased staff and supportive services for solicitorial, defense and judicial personnel with the incentives to encourage career commitments.
- (10) The provision of a statistical weighted caseload system for determining judicial, solicitorial, and defender personnel requirements.
- (11) The completion of prosecutorial manuals of procedure, policy, and office management practice enhancing uniformity in prosecutorial action.
- (12) The development of a system of specialized prosecutorial units in metropolitan solicitors' offices and on a regional basis for rural solicitors' offices with a statewide technical assistance capacity for solicitors.
- (13) A state wide system of providing for protection of indigent rights and criminal defense services through assigned counsel and public defenders at the trial and appellate levels.
- (14) The use of architectural and space management guidelines by units of county government in the renovation and construction of court facilities.
- (15) The consolidation and regionalization of court facilities.
- (16) A state-wide technical assistance capability for judicial, prosecutorial, and defense personnel.
- (17) A state-wide metropolitan chain of pre-trial release programs to assure prompt criminal court appearances.
- (18) The completion of the court component of the North Carolina Criminal Justice Information System.

### 3.2.2 Impact Goals

These attainable System Capability Goals have roots in past and present efforts by state and local officials and can be attained within the time frame of the Multi-Year Plan. However, it is not anticipated that all of these goals will be implemented within the time frame. Unforeseen changes and modification in policy decisions prompted by future experience and thought are inevitable and appropriate.

It is clear that these goals will not be implemented by the Committee on Law and Order. The Committee role is supportive of

these goals. The Committee's efforts will be directed toward encouraging these efforts and facilitating needed changes in cooperation with the people of North Carolina. It is also clear that the Committee's role in support of some of these goals will be minimal either because implementation is proceeding with full resources and speed or because funding needs in other areas have priority in resource allocation. Committee interest and staff technical assistance are available for appropriate support of efforts toward their attainment. From past funding trends, those efforts toward these goals for which the Committee intends to provide specific assistance over the multi-year period will include the following:

- (1) Supportive services for prosecution and judicial personnel.
- (2) Staff supportive services for programs to revise the criminal code and rules of court procedure.
- (3) Continuing education opportunities for judges, solicitors, and public defenders.
- (4) Expansion of pre-trial release programs to metropolitan centers of the state.
- (5) Implementation of the court component of the Criminal Justice Information System Master Plan.

These impact goals are general in nature, derived as they are from past and present funding practice. The analysis, elaboration, and modification of these trends will be productive of future impact goals.

### 3.3 IMPROVEMENT PROGRAMS AND FORECAST OF ACCOMPLISHMENTS

There are five groups of improvement programs within the functional category of Adjudication which indicate the Committee's methods of implementing the impact goals referred to above:

#### 3.3.1 Supportive Services for Prosecution and Judicial Personnel

These services include staff support for prosecutors in the form of additional administrative, investigative, and research positions and secretarial support for judges.

#### Forecast of Accomplishments:

1974

Funding efforts will support a state-wide program of personnel supportive services for prosecutors and judges. (\$735,000)

1975

Funding efforts will support a state-wide program of personnel supportive services for prosecutors and judges. (\$735,000)

1976 - 1977

It is anticipated that the Administrative Office of the Courts will secure funds from the 1975 General Assembly to provide for the continuation of these prosecutorial and judicial supportive services.

3.3.2 Staff Supportive Services for Programs to Revise the Criminal Code

These services will enable the more speedy accomplishment of the revision objective.

Forecast of Accomplishments:

1974

Funding efforts will continue support for the Attorney General and the North Carolina Criminal Code Revision Commission. (\$75,000)

1975

Funding efforts will continue support for the Attorney General and the North Carolina Criminal Code Revision Commission. (\$75,000)

1976 - 1977

It is anticipated that the Attorney General and the Department of Justice will secure funds from the 1975 General Assembly to provide for the continuation of the Commission's supervisory functions over the revised criminal code.

3.3.3 Continuing Education Opportunities for Judges, Solicitors, and Public Defenders

These programs include provision for both in-state and national opportunities for continuing education.

Forecast of Accomplishments:

1974

Funding efforts will continue support for continuing education programs administered by the Administrative Office of the Courts. (\$35,000)

1975

Funding efforts will continue support for continuing education programs administered by the Administrative Office of the Courts. (\$35,000)

1976 - 1977

Funding efforts will continue support for continuing education programs administered by the Administrative Office of the Courts. (\$35,000)

3.3.4 Expansion of Pre-Trial Release Programs to Metropolitan Centers of North Carolina

These programs will be adapted to the local conditions in three additional metropolitan centers.

Forecast of Accomplishments:

1974

Funding efforts will concentrate on one new pre-trial release program and the termination of funding for programs which are presently well established. (\$200,000)

1975

Funding efforts will concentrate on one new pre-trial release program and the termination of funding for programs which are presently well established. (\$100,000)

1976 - 1977

Funding efforts will concentrate on one new pre-trial release program and the termination of funding for programs which are presently well established. (\$50,000)

MULTI - YEAR BUDGET

<u>Program Area</u>	<u>1974</u>	<u>1975</u>	<u>1976 - 1977</u>
Personnel Supportive Services	\$ 735,000	\$ 735,000	-0-
Law Revision	75,000	75,000	-0-
Continuing Education Opportunities	35,000	35,000	35,000
Pre-Trial Release Program	400,000	300,000	150,000
	<u>\$1,245,000</u>	<u>\$1,145,000</u>	<u>\$ 185,000</u>

## Chapter IV

### JUVENILE JUSTICE SYSTEM

#### 4.1. NEEDS AND PROBLEMS

North Carolinians are becoming increasingly aware that the traditional method of dealing with juvenile crime through commitment to training schools has failed. As the rate of juvenile crime continued to increase during 1972, it was evident that there are glaring problems within the system of juvenile justice that will require a concerted attack if all youths in the State are to be given the opportunity to become well-adjusted, productive adults. The problems fall into two major categories--preventing children from coming into contact with the juvenile justice system and providing meaningful treatment to those who do become involved in crime.

##### 4.1.1. Citizen Responsibility

The community should have the primary responsibility for the prevention of delinquency. Children learn from their surroundings, and if their environment is unhealthy, they have little choice than to react in a negative way; consequently, it is incumbent upon those who have contact with children to be aware of their needs and to seek ways to fulfill these needs. A major problem is the lack of education among the general public to the causes of delinquency and to the role of the community in delinquency prevention. Since ignorance breeds fear, there can be no real understanding of the opportunities that exist to aid in the successful adjustment of troubled youths. Without this basis of understanding, there is little hope for the development of volunteer programs through which interested citizens can use their creative energies to aid pre-delinquent children, as well as those who have become involved in the juvenile justice system. The young people themselves can become directly involved in prevention, but, at this time, there is a lack of courses and information in the public schools to educate children about crime.

##### 4.1.2. Community Agencies

Within the community, also, are official and quasi-official agencies that are responsible for addressing the needs of youths prior to adjudication. Their effective service to youths is a key to the prevention of delinquency. The increasing number of youth service bureaus across the State is a promising sign; however, many more bureaus are needed in order to facilitate delinquency prevention. An understanding of troubled youths necessitates empathy, as well as specialized training, a need which can be addressed by adding juvenile divisions within law enforcement agencies. As indicated in Section 1, Chapter IV, "The Juvenile Justice System," too few of North Carolina's law enforcement agencies have such divisions.

##### 4.1.3. Courts

Even with outstanding efforts to prevent juvenile delinquency, there will be some youths who become involved in crime and are adjudicated delinquent. Within the court process, there are glaring inadequacies, including the inconsistent treatment of those accused of like offenses, depending upon the particular court in which the case is heard. The lack of specialization by judges presents another problem.

In many cases, judges have little more than basic knowledge of the juvenile justice system. Another dilemma facing juvenile officials is the status of the "undisciplined" child. Currently, children may be incarcerated for acts which are not crimes in the adult system.

#### 4.1.4. Probation and Aftercare

If a child is adjudicated delinquent, it is incumbent upon the officials of the juvenile justice system to begin immediately to develop and implement a program of treatment and rehabilitation. The lack of alternatives to incarceration stands out as a basic problem in the attempt to build a truly rehabilitative juvenile correctional system. Where it is possible for a child to remain in his home, North Carolina faces the challenge of developing effective non-residential treatment programs, including a system of juvenile probation. The present system of probation is fragmented and is not adequate to serve the needs of those on probation. Here again, volunteers can be mobilized to aid in the youths' rehabilitation. The dearth of after-care programs to facilitate the child's readjustment to his community after a period of incarceration lessens the likelihood that the child will successfully make the transition upon his return from the training school.

#### 4.1.5. Mental Health Services

Included in non-residential treatment is the broad spectrum of mental health services which should figure actively in the rehabilitative process. At the present time, the available facilities for mental health services are not being effectively utilized. There is great potential for the provision of diagnostic services, as well as treatment programs for both pre-delinquents and delinquents, if the mechanisms of coordination can be developed.

#### 4.1.6. Jail and Detention Facilities

Of great concern to those who advocate treatment-oriented community services is the fact that many young offenders are incarcerated in local jails. Undesirable elements of jail incarceration include time lost for diagnosis and the intermingling of juvenile and adult offenders. There is a lack of detention facilities in the State to provide short-term diagnosis and treatment to those who require secure custody. It is hoped that the North Carolina Juvenile Detention Study, now in preparation, can provide guidance for the solution of problems in this field.

#### 4.1.7. Group Homes

In cases in which the child's best interest is served by removing him from the home environment, there must be residential programs available that provide treatment according to the child's needs. Residential programs may be either community-based or institutional in nature. Only recently has an alternative to institutionalization been explored; and though the thrust of new concepts being developed is toward community-based corrections, there is a lack of needed alternatives. One of the most pressing problems in community-based services is the lack of group homes to provide community rehabilitation for delinquents. This small, residential treatment-oriented approach can offer to a troubled child the sense

of importance and belonging that many so desperately need to enhance their adjustment to society. Where homes exist, they are usually designed for neglected and dependent children and are either unable because of lack of staff training or unwilling because of a desire not to assume the special difficulties involved to work with trouble youths. As stated earlier, only a few homes for delinquent youths now exist in the State, so that judges who feel that a child's interests are best served by removing him from an unfortunate home situation have little choice but to relegate the child to a training school.

#### 4.1.8. Office of Youth Development

Though the thrust of progressive thought in the field of youth development is toward the concept of community-based treatment, there are numerous problems in the training schools that are presently in operation. Among these problems are inadequate training and pay for juvenile correctional personnel. The Report of the Governor's Advisory Committee on Youth Development (January 1973) suggests that these institutions should be "therapeutically-oriented" (p. 2) rather than designed for custody. The training schools too often are warehouses for the children who do not conform to the mode of discipline which society demands. A preferred alternative is the small treatment facility serving only the limited number of acting-out youths who would endanger the safety of themselves or others in any other setting.

While it is anticipated that a shift away from institutions will come shortly, it should not be assumed that there will no longer be a role for the Office of Youth Development. This role will include setting standards and guidelines for local groups undertaking community programs. Though local officials should retain responsibility for the administration of their own projects, they may lack the leadership and direction that a central agency could provide if the Office does not assume this task. If this leadership role is fulfilled, there must be additions to the state-level staff since the present staff is not trained in community-based treatment.

#### 4.1.9. Records and Evaluation

The badly neglected duty of maintaining juvenile records must go to this agency or to another in a position to collect all needed data. Decisions may be made without actually knowing the problem since inadequate records prevent a valid assessment of the needs of these youths. Without effective evaluation techniques for juvenile programs, the benefits of such projects cannot be accurately determined.

#### 4.2 GENERAL STATEMENT OF PRIORITIES AND OBJECTIVES

Much effort has been put forth in the juvenile area during the past year by many outstanding individuals across the State. One of the most outstanding groups to explore the juvenile correctional system was the Penal System Study Committee of the North Carolina Bar Association. This Committee made several concrete recommendations for the improvement of the juvenile correctional system in its report to the Governor, entitled As The Twig Is Bent, released in April, 1972. On March 6, 1972 the Governor appointed the Governor's Advisory and Review Committee to the Juvenile Detention Study being funded by LEAA. This Committee was later expanded from 20 to 36 members and charged with giving leadership to implementing the Bar Association's report where possible and making recommendations of its own.



The report of the Governor's Advisory Committee on Youth Development is incorporated in the appendix.

Many of the recommendations advocated by the above two groups were in conformity with a 1972 report published, but not implemented, by the Law and Order Committee entitled A Juvenile Delinquency Plan For North Carolina. In concert with proper planning practices and manpower utilization, Law and Order's future endeavors will be in harmony with those groups and agencies which determine the future direction of North Carolina's juvenile justice system. This direction is reflected in the Law and Order Committee's priorities and multi-year forecast, as illustrated in the following pages of this plan.

The importance of juvenile programs funded by LEAA throughout the State should not be underestimated. It is an accepted theory that a very high percentage of tomorrow's adult criminal population is lurking within our juvenile justice system today. Our thrust, therefore, should be to examine the "system" through which our youths are channelled and provide direction and financial assistance in improving that system.

Many of the needs and problems identified earlier are, in fact, revealed as a result of the Law and Order Committee's examination of the juvenile justice system. That system, as described in Chapter IV, of the Existing Systems, may encourage children to become hardened criminals in the future. In the past, "problem" children have been committed to institutions isolated in the country away from "outside" or community activities all too often. This procedure has the effect of putting the child "out of sight, out of mind." The child in storage, meanwhile, drifts further along the stream toward the adult criminal population. This situation is changing, however, as a definite trend toward community-based treatment is emerging.

It is hoped that the next five years will witness this accelerated trend of community-based treatment. The Law and Order Committee will place top priority on (1) diverting youth from the juvenile justice system and (2) providing community-based treatment for adjudicated delinquents as an alternative to training school commitment.

#### 4.2.1. System Capability Goals

The "ideal" juvenile justice system to be strived for will be characterized by the following:

- (1) All communities will have pre-delinquent programs which will provide an opportunity for congenial youth gatherings and recreational and counseling activities.
- (2) Local schools will have programs to identify and work with children displaying adjustment problems.
- (3) Local communities will have youth-service-bureau-type programs to identify, coordinate, and fill gaps in juvenile services in order that each individual child's needs can be identified and fulfilled.
- (4) Counseling and assistance programs will be available to both parents and juveniles on a voluntary basis.
- (5) Volunteer programs will exist which will provide an opportunity for all interested citizens to participate in pre-delinquent and delinquent programs under professional supervision and guidance.
- (6) Training will be available and mandatory for all juvenile justice personnel.

- (7) All law enforcement agencies with over 25 men will have juvenile divisions responsible for juvenile offenders.
- (8) The court system will have sufficient personnel to provide intensive probation services when needed.
- (9) All communities will have residential facilities such as foster homes, emergency shelters, group care homes, and half-way houses for juveniles who do not have suitable homes.
- (10) A few small, highly efficient state institutions will be available for children who cannot be treated in their communities.
- (11) A centralized state agency will provide technical assistance and funding resources for the development of community-based services.
- (12) Juvenile probation services will be administered statewide under a state agency.

When all of the above listed elements are developed, North Carolina will have a truly effective juvenile justice system.

#### 4.2.2. Impact Goals

It is not anticipated that all of the desirable elements listed above will be implemented by the Law and Order Committee through the LEAA program. It is important, therefore, that those goals to be accomplished through LEAA be enumerated. As a result of the Committee's multi-year program, the following goals are established:

- (1) Youth-service-bureau-type facilities will be initiated and continued in all communities with over 25,000 population. It is anticipated that communities will continue operation of these facilities through community and/or state financial support. The desired goal is to divert all children who are classified as undisciplined.
- (2) Law and Order will provide financial assistance in supporting new efforts by the Office Of Youth Development to de-institutionalize and embark on a community-based treatment approach. The Law and Order Committee endorses the recommendation of the Governor's Advisory Committee on Youth Development that the Office of Youth Development have as its primary role the stimulating of local communities in developing community-based programs for pre-delinquent (undisciplined) children. Its basic responsibility should be to set state standards that local communities must meet to qualify for state funding of locally administered, community-based programs. Youth Development should provide technical assistance and consultation to local communities in their efforts to develop community-based programs. Striving to reach this goal should be very closely aligned with efforts to reach the first impact goal.



- (3) Law and Order will provide financial support and political backing to centralize all juvenile probation services into one statewide uniform juvenile probation system. This effort for a statewide juvenile probation system has been advocated by the Governor, the Governor's Advisory Committee, and many more individuals and groups throughout the State.

#### 4.3 IMPROVEMENT PROGRAMS AND FORECAST OF ACCOMPLISHMENTS

There are three groups of improvement programs within the juvenile functional category:

##### 4.3.1. Diversion Programs:

These are programs which divert children from the juvenile justice system. The youth service bureau is an excellent example of a diversion program. Youth service bureaus are described in detail in Chapter IV, page 98 of this plan. Other less structured programs include recreational projects, summer camps, school-related counseling projects, volunteer tutoring projects, etc.

##### Forecast of Accomplishments

1974

Major emphasis in 1974 will be on providing financial support for diversion programs at the local level. This support will primarily be in funding youth service bureaus in the more urban regions of the State. Special effort will be made to provide financial assistance to the Office of Youth Development in fulfilling this new role delineated in the appendix of the plan. (\$587,944)

1975

Funding efforts for this year will remain primarily on continuing support for existing youth service bureaus and creating new ones. It is anticipated that several of the bureaus initially funded by LEAA will be operating totally with state and local funds by 1975. The Law and Order Committee will continue to aid the Office of Youth Development in its endeavors to divert youth from the system. (\$683,833)

1976 - 1977

It is anticipated that the Office of Youth Development will have funds appropriated by the 1975 General Assembly to assist local communities in developing diversion-type programs. This concept is in harmony with recommendations made by the Governor's Advisory Committee on Youth Development.

##### 4.3.2. Residential Programs

These are programs which provide residential treatment to juveniles either on a community level or in a state institution. The most common type of facilities would be a group-care homes, halfway houses and training school programs. Community-based residential programs are a necessity if we are to decrease training school commitments since a very high percentage of those committed are from unsuitable family environments. Institutional programs will be needed to effectively treat those few children who must be incarcerated. The major emphasis of Law and Order's funding, however, will be in community-based programs.

##### Forecast of Accomplishments

1974

In 1974 residential programs will be a top priority for LEAA funding. The Law and Order Committee will encourage communities to develop residential facilities with the assistance of the appropriate agency (which appears to be the Office of Youth Development). Primary emphasis will be placed on group care homes and half-way houses. (\$287,425)

1975

Residential programs will remain a top priority during 1975. It is anticipated that new facilities will be created instead of carrying facilities and programs previously initiated. Renovation programs will be favored over construction projects. (\$316,167)

1976 - 1977

Due to the expensive nature of residential facilities and the drastic shortage throughout the State, top priority will remain in creating these facilities.

##### 4.3.3. Non-Residential Programs

This type of program is concerned primarily with juvenile probation and aftercare projects. The Law and Order Committee endorses the concept of a statewide juvenile probation and aftercare system. Major funding efforts here will be to assist the appropriate state agency in implementing this system. The juvenile probation system is discussed in detail in Chapter IV, pages 127-128 of this plan. Recommendations by the Governor's Advisory Committee on Youth Development are found in the appendix.

##### Forecast of Accomplishments

1974

Juvenile probation and aftercare is a responsibility of the State which, nevertheless, needs financial assistance in getting underway. It is anticipated that funds will be awarded in order to instigate the new statewide system during its first few years of existence. (\$124,633)

1975

Funds for this program area will be reserved for new innovative approaches in probation and aftercare treatment. It is anticipated that LEAA funds expended in this area will be limited. (\$100,000)

1976 - 1977

Following the trend stated for 1975, limited funds will be expended in this program area.

##### MULTI-YEAR BUDGET

Program Area	1974	1975	1976-1977
Diversion	\$ 587,942	\$ 683,833	\$ 300,000
Residential	412,425	591,167	1,112,500
Non-Residential	249,633	100,000	100,000
Total-Functional Category	\$1,250,000	\$1,375,000	\$1,512,500

## Chapter V

### ADULT CORRECTIONS SYSTEM

#### 5.1 NEEDS AND PROBLEMS:

Studies that have been conducted in recent years indicate that the offender population in the United States can be identified by certain characteristics. Generally those individuals who come into the Criminal Justice System are of lower socio-economic background. This includes lack of education and training, poverty, lack of mobility, and lack of access to channels for achieving a degree of success. The Criminal Justice System will continue to be populated by these individuals until some of these social ills can be alleviated; until acceptable channels for achievement are available to most North Carolina citizens.

Despite the fact that the social problems within the community are still existent, citizens in North Carolina are increasingly becoming aware of the fact that the Criminal Justice System has failed, and in many instances, has done nothing, but perpetuate the social problems facing the community. Recent uprising within prisons in this country and the exposes of conditions of prison life have resulted in North Carolinians' taking a serious look at the correctional system. The North Carolina Bar Association sponsored a study of the penal system in the state and within the study, focused on particular problems, inequities within the system. Recommendations by this group were made and have generally been accepted as goals to be achieved.

The outgrowth of this and other studies and the concern of North Carolina citizens is a growing effort to develop new and more effective ways of dealing with the offender in North Carolina. This is a necessary and important effort in treating offenders, if we are to be successful so as to alleviate the problem of crime in the community.

##### 5.1.1. Alternatives to Incarceration

One such effort has been an attempt to divert offenders from incarceration. Individuals with particular problems, such as alcohol or drugs, should be spared the experience of serving a prison sentence. The community is beginning to see that the prison experience serves no useful purpose for those individuals whose crime is a victimless one and the result of addiction. There is an effort afoot to assure that certain of these addicted individuals be allowed to participate in treatment programs outside the confines of a penal institution. Be it a mental health center or a community residential facility, there must be a continued growth of such treatment oriented alternatives. Without the treatment, these individuals

often times commit serious crimes in order to support their habit.

It is hoped that there will be a "decriminalization" of the public drunk in North Carolina in future months. This is a necessary step if these individuals are to be diverted from the usual six month prison term. It is hoped that, with the passage of such a bill, there will be an increase in community programs for the alcoholic that will provide him with counseling, education, and support to overcome his addiction.

The problem of drug abuse has become a prevalent one in North Carolina in recent years. Citizens are becoming increasingly aware of the fact that treatment programs must be developed if we are to help addicted individuals lead productive lives. In many instances an addict is sentenced to a prison term that offers him no hope for treatment and only serves to encourage him to resume his life of addiction upon his release. There are few existing community treatment programs in North Carolina for the drug user. Those that are in operation are new and face, often times, severe criticism from various factions within the criminal justice system. There must be a comprehensive plan for establishing drug rehabilitation programs within North Carolina communities. An important outgrowth of this will be an effective program in community education.

In addition to those offenders who commit victimless crimes, there is a second class of offenders who warrant special consideration. This class includes first offenders, youths, and those charged with a misdemeanor. In Manhattan, the Court Employment Program provides counseling and vocational services for select defendants and, often times, provides diversion from a penal institution. The selected defendants who meet the criteria are offered an opportunity to earn the recommendation to the court that the charges against them be dropped. An initial adjournment of 90 days is granted for those defendants who are willing to participate in the program. During the 90 days the defendant's is given the services of welfare resources, and vocational and educational development. At the end of the 90 day period the defendant returns to court for: (1) dismissal of charges; (2) further adjournment or (3) resumption of the prosecution. There is no such program in North Carolina that allows an individual the opportunity to help determine his future, to help himself, and to be spared the stigma of "a record". The development of a similar program will certainly be a worthwhile endeavor.

The concept of Probation offers diversion to a certain extent. Allowing individuals to remain in their respective communities under supervision, is a means of diverting them from the prison experience. There is a need to expand Probation services, to make Probation a viable alternative to residential programs. There is a need to include a classification system to be used in supervision. North Carolina has developed the team concept in its probation efforts; these teams need to be expanded, utilizing the capabilities of specialized officers. There is limited participation of volunteers in probation. The community should, and must, respond to the need for its participation in the treatment process of offenders.

The community offers the best resources for vocational training services, for counseling and psychiatric treatment, for job development, and for the maintenance of dignity and self-esteem. If an individual is allowed to remain within the community, his chances of becoming a successful member of that community are greatly increased. Probation must be so developed and effective that it will become the choice in the sentencing of the majority of offenders who traditionally are placed in prison.

#### 5.1.2. Incarceration

When we consider incarceration we must look at two aspects--local jail facilities and state correctional facilities. There are problems that are common to both types of facility. Both local jails and state institutions are, generally, quite old, out-dated structures and in dire need of major renovation. Local governments and the legislature have not, heretofore, allocated sufficient funds to provide adequate facilities.

Staffing is another problem that exists for jails and state facilities. There is a lack of adequate staff to provide supervision that will protect an individual from others in the facility and from, himself, as well. There is a lack of adequate staff that is needed to control difficult offenders.

Local jail facilities are faced with specific problems. The responsibility for jails in North Carolina is shared by the sheriff of the county, the county commissioners and the jail and detention services (see page 227). Every county is required to operate a jail and to comply with minimum standards. The problem exists in that many counties needing renovation or new jails have a low tax base and are unable to pay for extensive renovation or new construction.

In October 1972, there were 43 counties in North Carolina needing new or renovated jails. Though LEAA does not like to provide funds for brick and mortar there are opportunities for funding of renovation and/or construction that will benefit the community and provide adequate humane detainment of those awaiting trial.

The problems that confront the state correctional facilities are numerous. Space will permit us only to mention those problems that seem to be the most serious and pressing. With the total elimination of the highway road quota, the Office of Correction is facing problems of providing classification and treatment for medium custody inmates. There is an urgent need for the provision of education and training programs of these men. Heretofore, few, if any, of the men working on the roads have had access to any education or training program. Along with the development of such programs, adequate multi-purpose facilities must be constructed to house the programs.

There is a great need for the expansion of the over-all education program for all residents of correctional facilities. There needs to be a development of on-site programs for the medium and minimum custody inmates and an expansion of the study release program for those who meet qualifications. Educational programs, also, need to be developed

for those offenders who must be maintained in maximum security facilities.

A prerequisite for the development and implementation of adequate training programs, is a classification process that will place an individual in a meaningful work or training situation. This is imperative if, in the individual's treatment process, we are to strive for work release, successful parole, and eventual return to the community as a responsible citizen. The work or training program must be meaningful, not only in its carry-over value for the individual, but also in its providing incentive for the inmate. It is hoped that the proposal to provide incentive wages for inmates will become a reality within the next few months. With incentive pay the offender can contribute to the cost of his room and board and can develop a sense of self-worth.

The feelings of dignity and self-worth are highly important in an individual's attempts to re-enter his community as a responsible citizen. There is a great need for expanded counseling services to be available to residents of correctional facilities. Through such counseling efforts an individual reaches a degree of self-understanding that will be of benefit to him as he adjusts to incarceration and prepares for eventual return to his community.

Perhaps one of the most pressing problems facing the state correctional system is the lack of adequate facilities that are conducive to treatment and rehabilitation. There is a need for single cell facilities for residents and also facilities for recreational activities. As long as crime remains a problem in our society there will be a need for correctional facilities. However, it is imperative that such facilities provide a therapeutic atmosphere that is conducive to maintaining human dignity, that will protect society as well as the offender, and that will encourage the treatment of the offender.

#### 5.1.3 Community Programs

One of the most exciting and innovative developments in the correctional system has been on the community level. North Carolina, as well as the Nation as a whole, is recognizing many of its problems in the area of local correctional efforts. Perhaps one of the major deficiencies in the local effort lies in the area of community education. There exists a widespread lack of understanding in the community regarding community-based corrections. A comprehensive approach to educating the community as to its role in local corrections needs to be developed.

A second area that needs attention is that of community-based programs such as work release and study release. There needs to be an expansion of both, as described in Chapter Five. That will afford the offender the opportunity to participate in community activities as much as possible.

A community-based program that has been developing in recent years and has proven to be of benefit is the advancement center. Such centers serve as a step between an inmate's total incarceration within

an institution and his return to the community. There are approximately five such centers for the adult male offenders. The benefits and services offered in these centers need to be made available to youthful offenders and females.

The use of volunteers in utilizing community resources is a relatively new concept in corrections. At the present time community volunteers are working with the Office of Correction (See Chapter Five). The Office of Probation has in recent months, begun to utilize the services of volunteers in the partial supervision of probationers and in the assistance to Probation Officers in their general duties. Both the Office of Correction and Probation need to expand the program and training for community volunteers.

The Office of Parole has not yet begun to utilize the services of volunteers in working with parolee. There is a need for those in authority on the Board of Paroles to seriously investigate the possibilities of such a program. Just as inmates and probationers need community support, the parolee is faced with the particular problem of re-entering his community and needs the support of concerned individuals in his re-adjustment.

The Office of Paroles is faced with the difficult problem of providing services for approximately 6,500 individuals who traditionally do not have the benefit of parole. There must be an expansion of the existing Late Parole Assistance program that will offer employment and residential development for those who are 60-90 days prior to their final release date.

There are problems in the development of jobs for inmates for work release and parole. It seems that a viable solution is to have all job development done by parole officers to assure approval of work release situations for eventual parole.

#### 5.2 GENERAL STATEMENT OF PRIORITIES AND OBJECTIVES

Many of the problems identified here were brought to public attention in the interim report of the Penal System Study Committee of the North Carolina Bar Association released on March 15, 1971.

The recommendations advocated by this group address the problems we face in: (1) developing alternatives to incarceration (2) in providing humane treatment and rehabilitative programs within the confines to a penal facility, and (3) in developing community-based facilities and programs for the treatment of offenders.

Each of the offices in the Department of Social Rehabilitation and Control have identified problem areas and established priorities based on these problems. The thrust of LEAA programs should be an effort to address many of these problems through direction and financial assistance. These programs should have as a primary goal the encouragement of the offender to be a self-reliant and contributing member of his community. This is best possible through encouraging the offender to recognize the problems which cause his criminal behavior, identify how he should improve his behavior, and provide a social setting which encourages him to correct his behavior.



### 5.2.1 System Capability Goals

It is hoped that in the next five years the system will alter its previous policies and programs in an effort to alleviate some of the problems identified here. The following are goals for the adult correction system:

(1) Alcoholic and drug addiction will be discriminalized with the Office of Mental Health having sufficient resources to serve those needing assistance. Those found guilty of criminal offenses who have alcoholic or drug problems would also receive adequate mental health services.

(2) Youths and first offenders on selected misdemeanor charges may have their cases dismissed through a court diversion program whereby they earn the dismissal through positive performance in order not to have the stigma of a conviction.

(3) Probation services should include a useful classification system coupled with specialized officers, a volunteer program, and vocational training services so that probation will be a more viable alternative to residential programs.

(4) Separate community advancement centers should be available for adults, youthful offenders, and women, located strategically throughout the state.

(5) Community advancement centers should house approximately 90% of all persons assigned to the Office of Correction.

(6) Correctional services should include a useful classification system for all, coupled with a vocational training program for those needing such prior to participation in work release. The classification system for all, coupled with a vocational training program for those needing such prior to participation in work release. The classification procedure should include the development of a written contract or plan for the inmate's schedule through the correctional services sequences of vocational training, study release or work release, volunteers, and parole. Such a plan necessitates parole officers participation in classification for correctional services.

(7) For those dangerous to society a full-range of correctional services will be offered in a closed setting.

(8) All residents should pay room and board to demonstrate their self-reliance. This will be possible if each resident is given incentive pay for work performed.

(9) Present parole plans will be improved to better assure more meaningful and useful job and residential plans.

(10) All persons returning to free society shall be given the opportunity for a re-entry parole.

(11) Probation, and parole will be combined into the Office of Community Services to assure total coordination and improved services.

Moreover, the Office of Corrections will receive job development assistance for the work release program from Community Service officers.

(12) Local jails and lock-up facilities in all counties of North Carolina will meet minimum standards for humane treatment of those who must be detained. This will be accomplished, primarily, through renovation and, where necessary, through construction.

### 5.2.2 Impact Goals:

It is not feasible for the Law and Order Committee to involve itself in all of the desired goals listed above. Therefore, goals for a multi-year period are established toward which the Committee can direct its attentions. These are:

(1) Expand the probation model team program to ten high crime cities, and eventually throughout the state. This will include expansion and increase in services available to Probation Officers, from agencies such as Vocational Rehabilitation, Social Services, Department of Community Colleges. Volunteers will be utilized as a resource in the supervision of probationers. It is anticipated that LEAA funds will provide monies for the establishment of the teams until such time as the state can assume complete financial support.

(2) LEAA funds will provide financial assistance in supporting community advancement centers for youthful offenders, and female offenders. It is hoped that most youthful offenders will serve their sentences at the new facility in Morganton and then be transferred to advancement centers in or near their home towns. To achieve this goal advancement centers will be supported in the ten high crime cities.

There are four such facilities for female offenders at this time. It is hoped that six more centers will be located in high crime areas throughout the state to expedite the return of female offenders to their respective communities.

(3) Law and Order will provide financial support to rehabilitative programs being developed within closed settings for those deemed to be too dangerous to participate in community-based treatment programs.

(4) It will be a goal of the LEAA program in North Carolina to help establish a parole system whereby each individual returning to free society be given the opportunity for a re-entry parole with job and residency development.

(5) Law and Order will provide support in local efforts to improve jail facilities. This support will be on a limited basis and each project will have to meet certain requirements.

## 5.3 IMPROVEMENT PROGRAMS AND FORECAST OF ACCOMPLISHMENTS

### 5.3.1 Alternatives to Incarceration

These are programs that divert adults from the experience of serving



a prison sentence. It is hoped that those individuals who come into contact with the law and have addiction problems will be dealt with through mental health services. The major emphasis of the Law and Order Committee will be placed on probation programs.

Forecast of Accomplishments:

1974

Major emphasis will be on providing financial support to the Office of Probation for maintenance and expansion of the model team. (\$400,000)

1975

Funding efforts will entail continued support for the model teams. (\$400,000)

1976-77

Funding will support the model teams. (\$400,000)

5.3.2. Incarceration

This area deals with local and state level facilities and the treatment programs within the facility. Adequate local lock-up facilities need to be furnished in an effort to have humane treatment for those awaiting trial. State correctional facilities, also, need to have adequate, multi-purpose facilities and programs that will effectively treat the offender and better prepare him to assume responsibility in the community. The major emphasis of the Law and Order Committee will be the area of institutional rehabilitation programs.

Forecast of Accomplishments:

1974

In this year there will be five construction projects funded for local jail facilities. (\$250,000)

Law and Order support will be used to develop new training and education programs and maintain ones that serve the medium custody population. (\$400,000)

1975

LEAA financial support will help to develop new treatment programs for medium and maximum custody inmates. (\$400,000)

1976-77

Funding will support residential treatment programs. (\$400,000)

5.3.3 Community Programs:

This type of program is primarily oriented toward the use of community resources in the treatment of the offender. The Committee will not concern itself with some of these programs such as work release and the volunteer program. Rather, Law and Order support will be directed toward efforts to provide re-entry services (through advancement centers) for youthful offenders and females. Also, the Committee will lend its support to the Office of Parole in expanding the Late Parole Assistance program and, thereby, affording all inmates the benefit of Parole Services.

Forecast of Accomplishments:

1974

Law and Order support will be directed in the effort to establish further advancement centers for females and youthful offenders. (\$750,000)

Funds will be available to the Office of Parole for support of the Late Parole Assistance program. (\$200,000)

1975

Funding efforts will continue to be directed in the development and maintenance of advancement centers for females and youthful offenders. (\$850,000)

Law and Order funds will be used to support the Late Parole Assistance program. (\$100,000)

1976-77

Funding will support advancement centers for youthful offenders and females. (\$850,000)

Law and Order funds will be used to support the Late Parole Assistance program. (100,000)

MULTI-YEAR BUDGET

<u>Program Area</u>	<u>1974</u>	<u>1975</u>	<u>1976-1977</u>
Alternatives to Incarceration	\$400,000	\$400,000	\$400,000
Incarceration	650,000	400,000	400,000
Community Programs	950,000	950,000	950,000
Total Functional Category	\$2,000,000	\$1,750,000	\$1,750,000

## CHAPTER VI

### CRIMINAL JUSTICE TRAINING AND SALARY INCENTIVE (PERSONNEL DEVELOPMENT) SYSTEM

#### 6.1 Needs and Problems

The members of the Governor's Committee on Law and Order, drawn from diverse professions and backgrounds with varying degrees of expertise in criminal justice related areas have conscientiously devoted several years to investigation, examination and consideration of the criminal justice system of North Carolina. The Committee, through its staff, has collected its own statistics and other data, along with data from other agencies, for the purpose of comparison and analysis; however, the Committee has not, it cannot, find out everything about crime and the criminal justice system. It has become increasingly aware during its work and deliberations that its task and efforts are but steps in the long process of systematic inquiry that must be, for an extended period, continued and expanded. But the work the Committee has been able to do has deepened its understanding of some of the problems being encountered today in the criminal justice system and does provide a basis for a vigorous and effective program for meeting and resolving some of the obvious problems now present in the system.

The Criminal justice system has three separately organized parts---enforcement, courts, and corrections and each has distinct tasks. These parts are by no means independent of each other; however, what each one does and how it does it affects directly the work of the others. Reforming, reorganizing, or improving any part or procedure of the system changes and/or affects other parts or procedures. Weaknesses or deficiencies in any one segment adversely affect the other parts of the system or sub-system, also.

Of the everyday problems of the criminal justice system itself, certainly the most delicate and probably the most difficult, concern the proper ways of dealing individually with individuals. The system is people-oriented, people-dependent, and people operated. The Committee has devoted much of its time and endeavor, therefore, to consideration of system personnel and related problems which are presently adversely affecting the entire system.

Personnel is at the root of most of the criminal justice system's problems. The system cannot operate swiftly and certainly unless its personnel are efficient and well-informed. The system cannot make wise decisions unless its personnel are thoughtful. Everywhere, more skilled, better trained, more imaginative manpower is needed. Some positions are difficult to fill. Often the salaries are low and the working conditions are undesirable. In addition, an odd and injurious notion is widespread that there is something disreputable about being a law enforcement officer, a prosecutor, a prison guard, or a parole/probation officer. To the contrary, there are few professions where people have more opportunities to equal the important and responsible work required by the criminal justice system. Recruiting personnel in large numbers, training them fully, and giving them the pay, the opportunities for advancement, and the responsibility they

deserve is a matter of great urgency.

The Committee finds that there are significant personnel deficiencies in all three components of the criminal justice system of North Carolina which are detrimental to the efficient and expedient operation of the entire system. Paramount among these personnel deficiencies are; (1) Education and Training; (2) Personnel Incentive and Retention; and (3) Personnel Recruitment. The system must attract more and better people--law enforcement officers, prosecutors, judges, probation and parole officers, and correction officials with more knowledge, expertise, initiative, and integrity. Once these people are within the system they must be further educated and trained on a continuing basis in any and all pertinent and beneficial areas of both general and specific professional concern. If the work performance of an individual is determined to be of satisfactory performance level he must be retained in the system by proper incentives which assure job satisfaction, adequate compensation, self-improvement and promotion opportunities coupled with commensurate retirement benefits.

A study of criminal justice personnel problems indicate that, while all departments and/or divisions of the system are in need of extensive upgrading of recruitment efforts, minimum standards, minimum salaries, selection procedures and coordinated training, the needs are more pronounced for the smaller law enforcement agencies. Many of these agencies provide little or no training, use ineffectual selection and screening techniques, have inadequate salary levels, and utilize unorganized recruiting programs. This results in substantial variation in the quality of service, not only in different areas of the state, but within the same county.

#### 6.1.1 Education and Training

The Committee considers itself qualified to knowledgably respond to the question which was propounded in the Introduction of Chapter VI of the Existing Systems section of this plan. (Page 237). The question referred to being: Have the individual units and elements of the criminal justice system in North Carolina adequately made available to, made provision for, and required of, all personnel within the system the necessary degree of quantity and quality training and education to properly and adequately equip them to capably and efficiently respond to the present day needs and demands with which they are confronted?" The Committee must necessarily answer in the negative with an unequivocal NO.

Although in some of its examination and consideration of the subject the Committee has found within certain individual units some efforts having been expended and some degree of beneficial results obtained therefrom that most units have not even become aware of or are not prepared to acknowledge the existence of these material and all-important deficiencies. Only within recent months has this weakness of education and training of personnel been generally acknowledged and addressed in an appreciable degree by some departments of state government concerned in the administration of criminal justice. There has been no substantial and universal assistance from the state level to local units of government in the education and training of these personnel across the state.

One of the major deficiencies to which the Committee is now addressing itself is the total lack of coordination of the few educational and training

programs now in existence and available for utilization by local and state units for the improvement of personnel capabilities. North Carolina has not kept pace with the majority of her sister states in the area of criminal justice training by not having previously developed, funded and established a coordinated and comprehensive criminal justice education and training system. The lack of such a system has contributed greatly to many of the present deficiencies the Committee has recognized as having developed in the criminal justice system.

The hodge-podge of existing uncoordinated training projects, as a whole, have not adequately prepared and qualified the personnel, who have had access to the programs, to the degree necessary for their full, expedient and efficient performance of their requisite administrative duties within the system. These programs have been developed and implemented individually without the desirable degree of standardization and uniformity of course content, curriculum, text material, training aids, instructional staff, number of hours, and evaluation of anticipated accomplishment.

In general terms, measured by total numbers of courses available, North Carolina has a criminal justice training system "of sorts". However, it is not really a system, in the sense of possessing organized characteristics of planning, operation and evaluation, but rather a series of sub-systems pursuing related but separate goals and tied together largely by informal personal contacts.

The data and observations available to the Committee suggests that these present systems/sub-systems have not been effective, simply in terms of delivering training (of whatever quality). Thus the personnel of approximately 75% of the 415 reporting local enforcement agencies have not acquired basic classroom training equivalent to the 151 hours Introduction to Police Science Program of the Department of Community Colleges. (Page 250-Existing System). Personnel of 157 enforcement agencies have had no basic classroom training and 90 such agencies do not offer any form of in-service training while that offered in an additional 158 agencies is only of a token nature. These previously referred to interdepartmental programs provided the training for 49% of all local enforcement personnel across the state who received training during 1971. (Page 252-Existing System).

But the Committee finds that the problem of training delivery goes deeper than simply the provision for and accessibility of courses. A public system is---or should be---obliged to perform certain functions in assuring that public dollars are effectively spent whatever their source, whether local, state or federal. Among these are planning for efficient, non duplicative services to be delivered at the time and place of the highest effectiveness; operating the system in ways which avoid substantial waste and duplication; and evaluating the system in terms of its effectiveness in producing the desired goals at the lowest cost. At present, the fragmentation of responsibilities precludes these functions being carried out in a comprehensive or systematic way; and none of the agencies involved possess sufficient scale or breadth of responsibility to perform those functions for the existing so-called system as a whole. As a corollary, questions of accountability are also necessarily blurred. Although the agencies involved often are capable of cooperation, one of the inevitable consequences of a highly fragmented set of sub-systems is a sense of inter-agency competitiveness, mutual suspicion, and a certain amount of jurisdictional bickering.

For these reasons, the Committee concludes that it is essential that the area of criminal justice training be formally and comprehensively systemized with centralization as to certain functions (overall policy-formulation, planning, criteria establishment, delivery of special and/or sophisticated training, and evaluation) and regionalized/localized as to others (delivery of basic training, refresher training, and some specialized training). The Committee has concluded that this referred to comprehensive educational and training system for criminal justice personnel must necessarily be formulated in order to enable these requisite functions to be carried out with greater effectiveness, efficiency and rationality than is possible under the present fragmented non-system. Then, and only then, will these detrimental deficiencies be eliminated and the education and training system be capable of providing the necessary degree of quantity and quality training for the upgrading of local and state personnel.

The State must now, not at a later date, acknowledge its responsibility in this area of concern and move as expeditiously as possible to provide the availability of a comprehensive and coordinated system for the education and training of local and state personnel for the entire criminal justice system. To aid and assist the General Assembly to eliminate these particular deficiencies and thereby contribute to the overall strengthening of the system, the Law and Order Committee has drafted an appropriate bill for legislative deliberation and anticipated adoption with proper fund appropriation which will establish and implement the much needed system in North Carolina. (A copy of the draft of this purported bill together with an organizational chart of the system has been incorporated into Appendix ONE.)

#### 6.1.2. Personnel Incentive and Retention

The Committee has found that many of the agencies of criminal justice are understaffed, some need additional personnel positions added to their departmental organization chart, while others have vacancies on existing charts which they are unable to fill with acceptable recruits. Giving each department and agency the added manpower each needs is a matter of high priority for protection of public safety and of the rights of individuals accused of crime. But even more essential is a dramatic improvement in the quality of personnel throughout the system. The creation and establishment in 1971 of the North Carolina Criminal Justice Training and Standards Council was a much needed, desirable and beneficial approach toward assistance in partially solving this problem. As previously noted a comprehensive education and training program is a most necessary approach. But if the criminal justice agencies are to recruit and retain the able, well-educated people they badly need, they will have to offer them higher pay, challenging and satisfying work, continuing training and education, adequate incentive and retirement benefits and acceptable agency personnel structures.

North Carolina is indeed fortunate to have a unified and completely state supported courts system and the same also applies in the field of corrections, with the exception of local agency county and municipal detention facilities. State personnel policies, structures, salaries, insurance and retirement benefits are more stable, equitable, and unified than those which are to be found (some have none) in local agencies throughout the state. Within those local agencies the Committee has found inadequate and fragmented personnel policies and practices which have created major problems in attracting and

keeping qualified personnel. Only a few enforcement agencies in North Carolina offer any incentive for in-service personnel obtaining advance specialized training, technical training or college credits. There appears to be, with a few exceptions, a universal lack of comprehensive and adequate, employer paid insurance coverage for local enforcement and correctional personnel. The absence of adequate retirement programs covering disability, survivorship, etc. for local enforcement and correctional personnel seems to be prevalent. (Table 6.6 Page 242)

There is a wide variance of salary levels within the system. The level within the courts category is probably the most favorable for the retention and satisfaction of personnel. The Committee, however, does not include that all of these personnel are compensated at the desirable levels but does in fact find that on the whole there needs to be a general increase and continual review of salary schedules to provide for all criminal justice personnel an adequate standard of living thus eliminating their need for additional sources of income.

The greatest and most urgent salary adjustment needs are in the area of enforcement personnel. Enforcement officers' salaries in general are low in North Carolina in terms of national standards and their adequacy for supporting a family. (Page 244 i.e.) An analysis of available data indicates that there exist no professional standards in salaries for law enforcement. The range of salary for officers performing like functions is unrealistic---the low salaries being as much as three thousand dollars below the average. In many instances very little recognition is accorded to length of service, in that some personnel of virtually every rank who have contributed twenty or more years of service are to be found in that group of officers below or just at the \$6,000 range. The enforcement agencies in the rural areas have difficulty in retaining personnel after training and experience because higher pay and more satisfying benefits are available in the larger cities and metropolitan areas.

The Committee has determined that the minimum entrance salary for law enforcement personnel should not be less than Six Thousand Dollars per annum with the realization that even this figure is not fully adequate and comesurately with the nature of the service rendered and the hazards encountered by enforcement personnel. There is now pending in the North Carolina General Assembly a bill which would implement statewide this \$6,000 minimum law enforcement salary benefit and to that portion of the bill the Committee gives its unqualified support for speedy adoption and expedient implementation. (A copy of the salary bill presently pending in the North Carolina General Assembly has been incorporated into Appendix TWO.) It is also necessary for system agencies to recognize and attack the need for an adequate and equitable system to give salary increases to those above average employees who do not qualify for promotion or for whom there are no advancement positions available. In many instances opportunities for advancement are based on seniority and subjective promotional practices. This method does not necessarily promote the most qualified personnel and does not encourage and reinforce high levels of performance. Many North Carolina law enforcement officers must work many hours more per week than the standard 40 hours. This represents on-duty time as well as on-call time. With few exceptions, these officers receive no compensation for these overtime hours worked. Present salary levels do



not justify such demands being made upon them.

One of the larger police agencies in the state estimates that a new recruit requires an investment of more than \$8,000 before he is fully useful as an independent patrolman. Therefore, it makes good dollar sense to minimize personnel turnover. The relationship of experience to improved on-the-job performance is impossible to evaluate monetarily. Turnover rates throughout the system, with few exceptions, appear to be unacceptable in terms of increased recruitment and training costs and reduced efficiency. The present such rate of approximately 10% of total system personnel, is a major system deficiency which must be retarded and reduced to the lowest percentage possible. This problem will not be challenged until all or most of the hereinabove discussed areas of concern are alleviated and personnel practices have been significantly improved.

#### 6.1.3. Personnel Recruitment

Current openings in many agencies and departments of the criminal justice system demonstrate the need for new approaches to the recruitment of personnel. The stress of modern law enforcement with the resultant pressure increase on other components of the system, coupled with the highly competitive efforts of business and industry, dictate that new efforts, as well as detrimental images and working conditions, compound the problems present in all three components of the system, but more pronounced and urgent in the areas of enforcement and corrections.

Programs aimed at stimulating interest among qualified candidates in high schools, in colleges and in minority groups are of prime importance but have not been utilized to any appreciable degree in this state. Approximately 800 new personnel are utilized annually by the system and are recruited as needed by each individual department or agency. Thus there is a multi-duplication of efforts and reduced effectiveness of recruiting resources. There is an imperative need for the development of a systematic cooperative effort, possibly on the state level, for the recruitment of personnel for the system.

Present recruiting practices contribute to the problems of hiring qualified personnel. One of the difficulties is that recruiting media employed by many agencies are unattractive, unimaginative, and ineffective. They are products of poorly conceived, narrow legal requirements and of inherited administrative and meaningful recruitment program. All too often one hears the police chief exclaim "why should I bother with recruitment of college students or graduates, they wouldn't want a police position anyway."

Recruiting for enforcement officers, especially policemen, is further hampered by many such agencies requiring applicants to reside within the county or municipality prior to employment. The rationale given for this requirement is that local residents are more acquainted with the topography, political complexities, and provincial customs than would be a nonresident. This requirement rejects from consideration otherwise qualified candidates for services; candidates who may have the requisite experience, or who may be service veterans or nonresident college students attending a local college.

As previously noted not enough emphasis has been placed on recruiting efforts of college students and graduates. With the present bleak employment picture that the nation is experiencing the probability of recruiting such

personnel is improving. But the agencies who do acquire these college educated people must learn how to retain them in the system so that they do not go into private industry when the employment picture improves.

With the advent of the North Carolina Criminal Justice Training and Standards Council which is diligently and expediently performing statutory duties North Carolina now has a formal regulation setting forth minimum employment standards for law enforcement personnel and hopefully by October will have similar regulations in the areas of court and correction personnel. This standardization of employment requirements, although of a minimum nature, should be of benefit in recruitment of more qualified personnel. This should also assist and make more probable the development of personnel practices which allow for lateral entry and transfer of personnel between agencies with no loss of rank, privileges or benefits.

Most, if not all, of the problems and deficiencies discussed in the prior section entitled "Personnel Incentive and Retention" pertaining to salary increases, incentive opportunities, retirement benefits, personnel policy changes, working conditions, job satisfaction, etc. are equally as important and applicable to recruitment programs.

#### 6.2 GENERAL STATEMENT OF PRIORITIES AND OBJECTIVES

In its attempt to meet the immediate and most pressing needs and deficiencies of criminal justice personnel throughout the system in North Carolina the Law and Order Committee has established particular areas for priority attention and action which are to serve as stepping stones toward achievement of long-range objectives. Generally these program areas of priority importance necessary for improving the quality of criminal justice personnel are: education and training, retention and incentive, and recruitment.

Realistically the Committee, with its limited authority and resources, cannot alleviate all of the weakness and inequities which presently exist in each of these three areas, however, to the best degree possible it is planning to proceed on a priority basis into the following designated areas and sub-areas.

Education and training of all system personnel is the foremost priority of the Committee in its endeavors for the improvement and strengthening of personnel. Adequate pre-service educational and training background, sufficient quantities of quality in-service education and training coupled with proper incentives for individual self-improvement and accessible availability of such educational and training programs comprise the ultimate educational and training objective. It is the hope and intent of the Committee to achieve the establishment of a coordinated and comprehensive criminal justice education and training system for North Carolina and thus provide the adequate and much needed delivery vehicle for all system personnel. This vehicle will appreciably assist the now active Criminal Justice Training and Standards Council in providing more adequate training vehicles for state-wide compliance and coordination with regulations adopted by the Council. The creation of this training system will also fill the great void which is now prevalent in the present so-called criminal justice education



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**1 OF 2**

and training system. The establishment and implementation of this hereinabove referred to system with its requisite programs is the ultimate objective of the Law and Order Committee regarding attainment of a comprehensive state-wide educational and training program for all criminal justice personnel.

The Committee anticipates that eventually all criminal justice personnel, and most especially all law enforcement personnel, will receive, in accordance with the recommendations of the President's Commission on Law Enforcement, "an absolute minimum of 400 hours of classroom work spread over a 4-to-6 month period so that it can be combined with carefully selected and supervised field training." The Committee pledges its resources, and will so special condition each of its grant awards, requiring total compliance with all regulations of the Training and Standards Council in the area of education and training of criminal justice personnel. Thus realizing the importance of the stated Council's actions in this area of concern the Committee pledges financial support, on a selective basis, to appropriate programs initiated by the Council in furtherance of its statutory authority.

Major priority shall extend to programs submitted wherein funds are requested, either regionally or by individual departments and agencies, to supplement local and state funds whereby criminal justice personnel are released from duty for educational and training purposes. These funds may be allocated for costs incurred for replacement officers, tuition, textbooks, travel expenses, room and subsistence of personnel while receiving approved beneficial education and training. They may be utilized for basic, refresher, specialized, or technical training but it is the hope of the Committee that special emphasis will be placed on recruit training as prescribed by the Training and Standards Council irrespective as to tenure of service. It is anticipated that within a few months the Council will adopt a minimum training standard for correctional personnel and when this has been formulated the same Committee hope and expectation will prevail as to these personnel acquiring said minimum training irrespective of service tenure. The Committee is aware of training deficiencies of Court personnel and hopes that this component of the system will utilize the availability of these funds to more fully qualify its personnel for more expedient processing and disposition of cases through the judicial system.

Until such time as the comprehensive education and training system is established, implemented and becomes sufficiently operational to deliver the necessary quantity of education and training to meet the demand therefor, the Committee is cognizant of the need to continue funding assistance on a selective basis to the units comprising the fragmented and uncoordinated system now in existence, or to others that may be found acceptable for such delivery.

A second critical factor in promoting the quality of criminal justice personnel is the establishment of a more uniform salary base as a method of personnel retention. Law enforcement personnel especially are tremendously underpaid, in most instances, when the special responsibilities and hazards of law enforcement are considered. The Committee considers an entrance salary of \$6,000 per annum for all sworn law enforcement personnel an absolutely necessity and one that shall receive priority attention.

Closely related to the concept of retention is that of incentive--it is hoped that criminal justice personnel who apply their classroom education

and training to the in-service demands of their job will receive incentive salary or promotional supplements for their efforts. Incentive and retention are both important cornerstones of an improved criminal justice system; they provide a sense of competition and efficiency to those within the system, and at the same time interest and attract potential personnel.

As the need for greater numbers of personnel increases the inadequacy of sound recruiting programs will become more pronounced. The Training and Standards Council has formulated minimum uniform entrance standards for law enforcement personnel and is in the process of establishing a uniform method of testing these applicants; these procedures and their component parts are set forth in the recently published "Regulations Manual" of the Council. In the immediate future Council activities will be directed toward the formulation of such minimum standards pertaining to correctional and judicial personnel for inclusion within the manual. Thus the Committee perceives the advantageous desirability of the creation of a central criminal justice recruitment program whose services would be available to any agency of the system. This may facilitate and give broader depth and coverage to recruitment efforts of local and state agencies.

Of assistance to recruitment efforts will be the continued policy of funding selected internship programs of meritorious value. This is a means whereby college students are made more aware of the services and responsibilities of the system with the expectation that they might devote their careers to service within the system.

These immediate priorities should ensure the attraction of qualified and competent recruits and the retention of capable and competent criminal justice personnel for expedient attainment of the final objective, which is to provide North Carolina with an exemplary criminal justice system operated by superior personnel.

#### 6.2.1 System Capability Goals

With the cooperative interest and concerted efforts and resources of all individuals and component agencies, both local and state, of the criminal justice system in North Carolina, together with the requisite legislation approval and ensuing fund appropriation much needed and beneficial improvement can be afforded to the said system within the next five years.

These beneficial reforms and improvements will solidify and concentrate within the system the capability for it to adequately respond in a proficient manner to the present and foreseeable demands made upon it. This revitalized system will eliminate some of the previously discussed problems in the following manner:

- A. Through the establishment of a coordinated and comprehensive criminal justice education and training system, administered through a Board of Directors composed of "contributors to and/or users of the system" the ability and resources will be available to:
  - (1) Significantly improve the effectiveness, the capabilities, and the competence of all personnel, local and state, presently engaged in the criminal justice system, and those potential future employees, by providing adequate

opportunities for each to acquire the knowledge, understanding, and technical skills actually needed for and beneficial to them in effective, efficient, and expedient performance of officially imposed duties and obligations.

- (a) In cooperation with the North Carolina Criminal Justice Training and Standards Council, local and state agencies, the Department of Community Colleges, Universities, etc. to determine the specific needs for education and training of all personnel in the criminal justice system.
- (b) In conformity with established needs to develop and implement coordinated educational and training programs for all personnel of the system.
- (c) To make available to each agency, local and state, comprising the criminal justice system coordinated quality education and training programs for every employee thereof. Initial emphasis will be directed toward introductory and/or recruit courses, refresher courses, supervisory and administrative courses, specialization area courses, and some sophisticated and highly technical training programs with future emphasis being directed into such other areas as the needs and importance thereof shall indicate.
- (d) To utilize in a coordinated and beneficial manner all existing criminal justice education and training systems located across the state such as local departmental, regional, technical institutes, community colleges, and universities as shall be deemed feasible to make this education and training availability as convenient, timely, economical and beneficial as is reasonably possible.
- (e) If determined feasible and necessary for the benefit of local enforcement agencies composed of single or small numbers of officers to deliver the opportunities and availability of this system to their respective agency jurisdiction by utilizing mobile classroom vans and transitory instructors.
- (f) To expand research and study efforts in the field of criminal justice education and training to further define the important system-wide problems and needs, the teaching techniques, methods and materials, and future program development.
- (g) To properly evaluate the education and training efforts to determine the efficiency and competence of course content, procedures, materials, etc. to determine the necessity of methodology or content alternations for system improvement.
- (h) The Training Center will provide a centrally located education and training facility for utilization by local and state agency personnel. For the first time all state agencies will have a much needed permanent facility available for their training purposes. This Center will house the administrative and operational offices of the system as well as instructional and residential facilities.

(i) Through coordination of the system and utilization of the Center instructors with expertise (inter-state/intra-state; resident/non-resident) may be made available for course instruction which, in some instances, personnel presently must travel out-of-state to obtain.

(j) Training and education of a sophisticated and highly technical nature which would be necessary or beneficial to a very limited number of personnel from across the state would be available.

(k) Have the potential to be a central repository and disseminator, on a loan basis, of education and training equipment, materials and aids to criminal justice agencies across the state as their needs may require thus eliminating the present expensive policy of extensive duplication of identical equipment and materials which are not fully utilized by an individual agency.

(l) Have the probable potential to become a central recruiting service for criminal justice personnel for all agencies in the system, local and state.

(m) Coordinating and directing its actions with the goals, directions, policies and intent of the North Carolina Criminal Justice Education and Training Council will develop and implement programs, seminars, institutes, and in-service workshops for all criminal justice personnel but most especially and with initial attention as to the coordinators, instructors, training officers and other individuals who are currently teaching or instructing in related areas to criminal justice agencies and/or the personnel thereof.

B. By cooperating with, coordinating through, and giving encouragement to the North Carolina Criminal Justice Training and Standards Council the system will materially benefit and improve by reason of the acquisition of the ability and resources to:

- (1) Require of local and state agencies the submission of reports and information relevant to employment, education and training of all criminal justice personnel and programs.
- (2) Establish minimum educational and training standards for employment as a criminal justice officer in either a temporary or probation status and in permanent positions.
- (3) Certify persons as being qualified to become criminal justice officers either temporary, probationary or permanent.
- (4) Establish minimum standards and levels of education or equivalent experience for all criminal justice instructors, teachers or professors.
- (5) Conduct and stimulate research by public and private agencies which shall be designed to improve education and training in the administration of criminal justice.
- (6) Uniformly regulate and police the entire criminal justice system to assure conformity and compliance with directives, regulations and orders.
- (7) Maintain a permanent central file on all criminal justice personnel.
- (8) Administer any state supported salary supplement program that may be forthcoming from the General Assembly.

C. Through concerted and cooperative agency effort the system will be greatly strengthened by the universal promotion for improvement in career benefits and opportunities for criminal justice system personnel thereby obtaining

entrance into this public service field more qualified new personnel and the retention therein of persons of proven competence and experience through program development for and ability to:

- (1) Compete with the private industry sector in regard to salary levels and to assure to each criminal justice employee adequate and equitable job compensation thereby eliminating the need for additional sources of income for living expenses.
- (2) Establish a minimum entrance recruit salary of not less than \$6,000 per annum for all sworn enforcement personnel.
- (3) Assurance of a 40 hour work week with payment for any overtime necessitated by unusual circumstances.
- (4) Provide to the best degree feasible employment facilities in an environment and surrounding which are clean, comfortable, safe and conducive to good job performance.
- (5) Provide at employers expense any and all necessary special clothing, uniforms, equipment and unordinary personal expenses incurred by reason of employment which accrue for benefit of employer.
- (6) Provide one universal comprehensive and all inclusive retirement, life and disability program for all sworn law enforcement officers within the state with minimum benefits at least comparable to those presently existing in the current plan applicable to members of the Highway Patrol, the State Bureau of Investigation and other similar state officers.
- (7) Standardization of fringe benefits such as annual leave, sick leave, holiday leave, hospital and accident insurance applicable to all criminal justice personnel.
- (8) More unification and standardization of individual agency personnel policy structures particularly in the area of law enforcement. Special attention could be directed toward those personnel practices needed to be altered or developed which would permit lateral entry of qualified persons and for promotional advancement recognition of personnel who by evaluation processes are deemed most qualified for advancement.
- (9) Establishment of programs to provide financial and promotional incentives to personnel for self-improvement and successful participation in training and educational programs.
- (10) Program establishment for employer payment of all expenses for tuition, books, fees, etc. for employees voluntarily improving formal education by participation in recognized approved higher education programs.

#### 6.2.2. Impact Goals

Although the Law and Order Committee considers each of the inadequacy problems heretofore discussed as being of great importance to overall system structure and operation, and further desires to achieve immediately each of the system capabilities referred to, it must necessarily restrict its limited resources to specific problems and selected capabilities. The Committee has therefore, developed for its multi-year program the following impact goals toward which it will allocate its LEAA funds.

The first such goal being the immediate establishment and expedient implementation of the North Carolina Criminal Justice Education and Training System thus providing a coordinated and comprehensive system for delivery of quantity and quality education and training to all criminal justice personnel thereby increasing their abilities to more proficiently perform their

requisite duties and thereby strengthening the system. To accomplish this end the Committee does commit itself to future allocations of LEAA funds, subject to state matching requirements.

In order to facilitate the most advantageous and full use of this education and training system and to financially assist all agencies of the criminal justice system of this state to adequately train personnel the Committee, as its second impact goal, commit itself to sufficient allocation of LEAA funds to supplement local fund expenditures incurred for training and education expenses of personnel. It is anticipated that each law enforcement officer will as soon as possible receive sufficient training to be in total compliance with the recent minimum regulations of the Training and Standards Council and that eventually all will have received a minimum of at least 400 hours of classroom training. It is anticipated that there will be an acceleration of training programs for correctional and judicial personnel as the minimum standards are established in these areas of the system by the Council.

As the third goal, the Committee acknowledges its responsibility to continue funding assistance to the North Carolina Criminal Justice Training and Standards Council on a selected program basis. The Council has expediently moved within its areas of statutory authority and is performing services which are most essential for improvement of system personnel and duty performance. Presently the Council, to some degree, is hampered by inadequate financial resources but it is assumed that eventually adequate state appropriations will be made available for its proper and efficient operation.

In its desire to upgrade all personnel within the system the Committee recognizes the need for better qualified individuals on the entrance level, especially personnel with college degrees or credits. It is hoped that eventually a minimum of two years of college credit will be required of all personnel entering the system and this is an ultimate goal of the Committee. Before this can be realistically obtainable however, it is essential that a professional salary level be established within the system components. The fourth goal of the Committee is to create a minimum entrance salary for all sworn law enforcement personnel in the amount of \$6,000 per annum with the expectation that personnel of other system components will eventually be benefitted by the successes of this initial program. General salary increases should be a natural and consequential expectation of this action with resulting benefits in easier/acquisition of the minimum entrance salary for law enforcement personnel the Committee is committing itself to the allocation of a sum of funds for legislative enticement. It is anticipated that this will be a one-time allocation and that after the initial, or possible second year, allocation that local units and components of the system will individually assume full responsibility for continuation. Approximately 1,100 officers are predicted to be eligible to receive immediate salary supplements from this program.

The fifth impact goal of the Committee, in its multi-year program, is to provide assistance to those components of the system who have formal programs for personnel educational incentive with resulting salary supplements. If an employee has the interest and initiative toward self-improvement he should be rewarded with additional salary and increased promotional opportunities. The Committee will recognize these achievements with allocation of LEAA funds on a limited and selected basis to such programs. This will provide incentive for personnel to expand their knowledge, increase their capabilities, and give them personal satisfaction and more job contentment.



In its effort to attract more formally educated and qualified personnel into the system the Committee intends to devote attention toward selected and meritorious internship programs. Thus, the sixth goal is to allocate funds to such programs so that college and university trained individuals will have the opportunity to become acquainted with the internal structures and operating problems of the system with the hope and intention that they will devote their careers within the system.

These aforesaid six goals are but a few of the many opportunities and avenues available to the Committee for fund allocation to achieve attainment of its ultimate principal goal. The Committee, however, believes that through an active approach to these particular areas that it will be making satisfactory progress toward assisting in the improvement of the system.

### 6.3 IMPROVEMENT PROGRAMS AND FORECAST OF ACCOMPLISHMENTS

Within the category of Criminal Justice Training and Salary Incentive (Personnel Development) there are three major groupings of programs: Education and Training, Retention and Incentive, and Recruitment. Each of these will be addressed separately for purposes of the multi-year forecast as follows:

#### 6.3.1 Education and Training Programs

This grouping contains those programs which are designed and intended to significantly improve the effectiveness, the capabilities, and the competence of all personnel presently engaged in the criminal justice system, and those potential future employees, by providing adequate opportunities for each to acquire the knowledge, understanding, and technical skills actually needed for and beneficial to them in effective, efficient, and expedient performance of officially imposed duties and obligations. The Law and Order Committee proposes to allocate LEAA funds for the following types of programs hereunder:

- A. Determine Specific Education and Training Needs. To establish the proper foundation for improving the quality of the 18,000 personnel in the criminal justice system of this state on a comprehensive basis it is deemed beneficial to determine the specific needs for education and training of each of these individuals in relation to job demands and performance. In support of this objective the Law and Order Committee is giving encouragement to the North Carolina Criminal Justice Education and Training Standards Council, but not exclusively limiting its resources thereto, for it to determine the best approach for providing programs to meet criminal justice training needs on a local agency, area, regional or statewide basis. All projects which address themselves to the needs of the criminal justice system from such a comprehensive basis will be given appropriate consideration for possible funding. The field of applicants for programs under sub-sections (1), (2), and (3) hereunder are subject to and restricted by the Special Condition contained in subsection 6.3.1B(5). Representative projects may include:

#### Forecast of Accomplishment

- (1) Regional and/or Local Basis. For determining the best approach for providing projects to meet the criminal justice training needs on an area or regional basis the Committee would give consideration toward

funding one such application from a rural district and one such application from an urban district. The applicants should be regional planning bodies or counties, in cooperation with neighboring counties, and appropriate technical and facilities support from universities, colleges or non-profit institutions. These grants would not exceed an accumulated total of \$25,000

FY - 1975-76-77

As there would be no benefits derived from such further efforts there would not be an allocation of funds for these purposes.

#### (2) Statewide Basis

FY - 1974

For the purpose of determining the best approach for providing projects to meet criminal justice training needs on a statewide basis the Committee would consider funding an appropriate application from a state agency, university, college or non-profit institution or association. The grant would not exceed the amount of \$30,000.

FY - 1975-76-77

There would be no funds allocated for this purpose during these years as no need therefore can be visualized at this time.

#### (3) Teaching Techniques and Program Material.

FY - 1974

For the purpose of expanding research and investigation efforts in the field of criminal justice education and training to discover and define weaknesses and deficiencies regarding teaching techniques, methodology, course curriculum, program materials, teaching aids, etc., the Committee would consider for grant allocation one application from a college, university, state agency, foundation or other non-profit group for these purposes not to exceed the amount of \$20,000.

- B. On Basis of Established Need Develop and Implement Programs. To improve the quality of all personnel in the criminal justice system it is essential to develop and implement education and training programs beneficial for such personnel on the basis of established need. During the multi-year period it is anticipated that projects will be initiated and continued at the state, regional, and local levels to accomplish this objective. The field of applicants for programs under sub-sections (1), (2), (3), and (4) hereunder are subject to and restricted by the Special Condition contained in sub-section (5) hereinafter following. The complete reference to this limiting sub-section being 6.3.1B(5). When receiving and considering applications for funding hereunder the Committee will at all times be mindful of the aims, goals, directives, regulations and intent of the North Carolina Criminal Justice Training and Standards Council and will attempt to coordinate and direct its actions and resources in accordance with same. Projects representative of the type which will be considered for possible funding may include:

#### Forecast of Accomplishment

- (1) Training of Criminal Justice Instructors.



FY - 1974

To provide quantity and quality education to criminal justice personnel it is essential that the services and assistance of knowledgeable professional instructors be available. They are now in short supply and great demand. The corollary is that the education and training of this needed manpower must itself be a priority program. The Committee, therefore, will on a selective basis, fund one such project in each component area of the criminal justice system or one comprehensive project for all system components for the development and implementation of education and training programs, the establishment of seminars, institutes and in-service workshops to train coordinators or instructors who teach, instruct and make presentation of training material and subject matter to criminal justice personnel. Approximately 75 instructional personnel would materially benefit by participation in this program during its initial year of funding. The applicants should be colleges or universities which have departments or schools offering courses relating to the disciplines which compose the criminal justice system. Other non-profit private organizations or state agencies may also apply. Within this program area the Committee may consider allocation of funds to from one to three projects not to exceed an accumulated total of \$65,000.

FY - 1975-76-77

The Committee proposes to continue funding of projects in this area which through evaluation have proven successful and will in addition give consideration to other innovative applications which may be presented. Each year approximately 100 individuals would participate in these programs and the allocation of such funds would annually approximate \$85,000.

(2) Formal Training and Education For All Elements of the Criminal Justice System

FY - 1974

For the development and implementation, or continuation, of formal educational programs and creditable training projects for all elements of the criminal justice system the Committee will give funding consideration to, on an elective basis, from one to ten project applications. The applicants should be colleges or universities which have departments or schools offering courses relating to the disciplines which compose the criminal justice system, or those who proposes to establish same. Any grants allocated hereunder will not exceed an accumulated total of \$175,000.

FY - 1975-76-77

The Committee proposes to continue funding of projects in this area which through evaluation have proven successful and will in addition give consideration to other innovative applications which may be presented. It is anticipated that funding allocations would annually approximate \$200,000.

(3) General Training Programs For All Criminal Justice System Components

FY - 1974

To provide for the development and implementation, as well as continuation of present approved programs, of adequate training programs for all criminal justice personnel the Committee will give grant allocation consideration to, on a selective basis, from one to sixty project applications. The nature and scope of these programs are not specifically limited or restricted so long as they are germane and pertinent to criminal justice and are necessarily beneficial to system personnel. They may vary from basic entrance training to sophisticated technical training and include within said range such types of training as either initial or refresher training, specific course content or specialized training, training applicable to and utilized by an individual system component or an individual agency thereof, or training, programs which will be administered by an individual agency with the availability thereof to personnel of other agencies. The Committee intention herein is to make available to approximately 18,000 system personnel any type of approved training beneficial to improving their job performance capabilities. The field of prospective applicants is not restricted and each application will be individually evaluated and weighed, however, the accumulated total of all grant allocations will not exceed the sum of \$750,000.

FY - 1975-76-77

The Committee proposes to continue funding of projects in this area which through evaluation have proven successful and needed. It will also give consideration to other innovative and pertinent applications which may be presented. It is anticipated that funding allocations for this multi-year period would annually approximate as follows:

FY '75	\$ 900,000
FY '76	\$1,000,000
FY '77	\$1,100,000

(4) Repositories of Criminal Justice System Training Equipment, etc.

FY - 1974

To eliminate many duplicative purchases and costly expenditures of funds the Committee proposes the establishment of centralized centers or repositories of educational and training informational materials, training and teaching aids, equipment, etc. The applicants would be required to provide a centralized location, assume responsibility for proper control and administration, and make same available on a loan basis to all criminal justice agencies. The field of prospective applicants is not restricted and each application will be individually evaluated and weighed. The Committee will consider from one to three such applications for consideration with an accumulated total thereof not exceeding the amount of \$100,000.

FY - 1975-76-77

The Committee proposes to continue funding of projects in this area which through evaluation have proven successful and will also give consideration to other innovative applications which may be presented. It is anticipated that after the initial year the funding allocations would annually approximate \$75,000.

- (5) Comprehensive Educational and Training System Program. Contingent upon requisite legislative approval and enactment, the Committee, as its highest priority, commits itself to financially assist in the establishment, implementation and operation of the North Carolina Criminal Justice Education and Training System, a coordinated and comprehensive education and training system that will deliver quantity and quality education and training to approximately 18,000 criminal justice employees in North Carolina. If this system is legislatively approved the Committee will make substantial and major fund allocation to it for the complete multi-year period for full implementation of each of its capabilities as enumerated in Section 6.2.1, on a selected basis, in as expedient a manner as possible. Special Condition: It is the specific intent and herewith, stated intention of the Law and Order Committee that, if this comprehensive system receives legislative sanction and approval within an adequate time frame for it to become officially organized, (through the appointment of a Chairman and Board of Directors, in accord with statutory authority, who assemble for the conduct of official business) that each and every one of the heretofore sub-sections of 6.3.1 of this sub-section entitled Education and Training Programs of section 6.3 entitled Improvement Programs and Forecast of Accomplishments are to be available for application only by the said comprehensive system Board of Directors through its Administrator. (This specifically referred to sub-sections being numbered herein as: 6.3.1 A(1), (2), and (3); and 6.3.1 B(1), (2), (3) and (4).) The heretofore declared exclusive right to make application for allocation of award funds in these specific program areas may be waived or delegated in writing, by said Directors as they may elect. The Committee feels that these measures are necessary in order to maintain coordination and consistency to comprehensive efforts and advancements in this all important and priority field of criminal justice system improvement. The following chart depicts the Law and Order Committee's forecast of anticipated fund allocation toward the system during the entire multi-year period.

Type of Expense	FY-1974	FY-1975	FY-1976	FY-1977	Line Total
Administrative	125,000	125,000	125,000	125,000	500,000
Research, Planning etc	100,000	75,000	50,000	50,000	275,000
Program Operations	300,000	500,000	600,000	700,000	2,100,000
Equipment	150,000	150,000	100,000	50,000	450,000
Construction	1,250,000	1,000,000	500,000	250,000	3,000,000
Column Totals	1,925,000	1,850,000	1,375,000	1,175,000	6,325,000
Multi-Year Total					\$6,325,000

- (6) Agency Education and Training Participation Assistance Program. The Committee proposes to continue its present program of funding projects which provide financial assistance to local, regional or state agencies whereby expenses are incurred in employment of replacement personnel for regular employees who are released from duty to participate in approved training programs. These projects will also provide payment for necessary expenses of travel, room, subsistence, registration,

tuition, textbooks, and mandatory fees for approved education and training programs. It is anticipated that this type program will be essential, whether or not, the comprehensive system is approved or implemented. It may be utilized beneficially by any of the more than 18,000 criminal justice employees.

#### Forecast of Accomplishments

##### FY-1974

Provide for project applications from local, regional, and state criminal justice agencies to provide financial assistance for participation of approximately 1,500 employees in approved education and training programs (\$450,000)

##### FY-1975

Provide training participation assistance for approximately 2,000 criminal justice employees (\$500,000)

##### FY-1976

Provide training participation assistance for approximately 2,500 criminal justice employees (\$550,000)

##### FY-1977

Provide training participation assistance for approximately 3,000 criminal justice employees (\$600,000)

C. North Carolina Criminal Justice Training and Standards Council. This statutorily created Training and Standards Council, created in 1971, is proceeding with dispatch in performance of its official duties all of which are of importance in the general upgrading of criminal justice personnel. The minimum entrance and training standards regulation for law enforcement personnel has been formulated and distributed. The Committee recognizes and appreciates the beneficial services being performed and will continue to encourage the Council to proceed with its regulatory duties.

#### Forecast of Accomplishments

##### FY-1974

In support of this objective the Committee is giving its pledge to the Council for financial assistance in allocation of grant funds for needed project implementation based upon selected approved applications. An unspecified number of grants may be awarded hereunder for projects falling within the areas of statutory authority of the Council but the accumulated total thereof shall not exceed the sum of \$50,000.

##### FY-1975-'76-'77

After FY 1974 the Council should have completed the majority of its initial researching and regulatory policy formulation and its future duties somewhat standardized to the extent that its financial needs will be more predictable and conducive to inclusion within its budgetary presentation for total state money appropriation thereby diminishing its need for LEAA assistance. No funding is

anticipated at this time for other multi-year funding. (No funding)

### 6.3.2 Personnel Incentive and Retention Programs

This grouping contains those programs which are designed to promote improvement in career benefits and opportunities for criminal justice system personnel thereby retaining within the system persons of proven competence and experience. The Law and Order Committee proposes to allocate LEAA funds for the following types of programs hereunder:

- A. Uniform Minimum Salary For Law Enforcement Personnel. Salary levels for sworn law enforcement personnel in North Carolina are low in terms of national standards and their adequacy for supporting a family. Such levels are certainly not conducive to personnel contentment and are frequently the major cause for loss of personnel. It is the objective of this priority program to increase the minimum salary for all sworn law enforcement personnel to the uniform minimum amount of \$6,000 per year. Although block grant funds available are not sufficient to provide this minimum salary supplement for all law enforcement personnel, some funding in this area is needed as an incentive to upgrade salary levels thereby minimizing personnel turnover and eliminating the necessity for personnel to seek additional sources of income. A legislative bill including such provisions is now pending before the General Assembly but its outcome is uncertain.

#### Forecast of Accomplishments

##### FY-1974

In the event that the legislative bill, hereinabove referred to, does not receive favorable approval with sufficient state fund appropriation, it is anticipated by the Committee that applications will be submitted by local, regional and possibly some state agencies to participate in a program of this nature to accomplish, in some degree, this objective. Applicant agencies will be required to match grant funds on a 50-50 basis and to give absolute assurance that any funded salary increases will be continued after the initial year without additional federal support. Any person receiving benefit from these salary supplement funds must have completed the minimum basic training course as promulgated and defined by the Criminal Justice Training and Standards Council within six months from date of salary increment. There are now approximately 1,500 persons earning less than this minimum salary in North Carolina. Applications will be individually considered by the Committee and selections made from among the applications submitted for fund allocations not to exceed the accumulated total of \$200,000.

##### FY-1975-'76-'77

If the FY-'74 allocation is not sufficient to meet the demand and need for this type of program funding to achieve the objective then a similar sum will be so allocated in each successive year of the multi-year period until it is reached. Not to exceed \$200,000, each year.

- B. Educational Salary Incentive For Criminal Justice System Personnel. To encourage and give incentive to criminal justice personnel to voluntarily participate in training and education programs pertaining to their respective career areas thereby giving them a sense of satisfaction in being better qualified to perform their duties-an improved feeling of self-assurance. It is the intent of the Committee with this program to make available to such personnel the opportunity and incentive to receive additional financial reward for increasing their knowledge, skills and abilities of requisite and beneficial matter and procedures, thereby making them more competent and content employees.

#### Forecast of Accomplishments

##### FY-1974

For the development and implementation, or continuation, of such salary incentive education programs the Committee will give funding consideration to, on a selective basis, from one to ten such applications. Applications may be submitted by city or county units of local government and by state agencies. Applicants will be required to match grant funds on a 50-50 basis and to give absolute assurance that any funded salary increases will be continued after the initial year without additional federal support. Applications must contain a definitive and exact schedule for disbursement of these incentive awards. The accumulated total of all grants under this program shall not exceed \$75,000.

##### FY-1975-'76-'77

If resources are available the Committee will receive additional similar applications and may consider continuation funding of some of those initial programs which through evaluation have been proven successful in each of the years of the multi-year period at the same annual allocation of grant funds. Each year--\$75,000.

### 6.3.3. Personnel Recruitment Programs

An objective of the Law and Order Committee in its efforts to strengthen the criminal justice system is to fill each opening or vacancy in the system with adequately qualified new personnel. Current openings in many agencies demonstrate the need for new approaches to the recruitment of system personnel. The Committee proposes to allocate LEAA funds for the following types of programs hereunder:

- A. Central Recruitment Services For Criminal Justice System Program. To facilitate the recruitment of new personnel for each agency of the system that would desire to participate and gain the advantages of a broader selection area and at substantial economical savings, the Committee will consider for funding an application for the development and implementation of a comprehensive centralized system recruitment service. Priority consideration will be extended

by the Committee to this type application submitted by either the proposed comprehensive education and training system or the training and standards council. In the event that neither of these agencies desire to make application to provide this service any other agency or group may do so.

#### Forecast of Accomplishments

##### FY-1974

The Committee will consider for grant allocation one project for the development and implementation of a comprehensive centralized recruitment service. Grant funds allocated for this type program shall not exceed the sum of \$35,000.

##### FY-1975

If this program is proven successful through evaluation methods the Committee proposes to continue funding during FY-1975 in a sum not to exceed \$35,000.

##### FY-1976-'77

The Committee does not propose to continue funding during these years with the expectation that as it has proven beneficial during the initial and second year that it will become state supported.

#### B. Criminal Justice Internship Programs.

The Committee is of the opinion that selected meritorious student internship programs are of assistance to recruitment efforts and a means whereby the system may acquire additional new personnel with formal education. It has, therefore, concluded to continue its funding of selected internship programs. Such programs are costly and with its limited resources the number of these programs will of necessity be small. Applicants for this type program will be limited to colleges and universities which have departments or schools offering courses relating to the disciplines which compose the criminal justice system.

#### Forecast of Accomplishments

##### FY-1974

For the development and implementation of meritorious and beneficial internship programs the Committee will consider allocation of grant fund awards to from one to five such project applications. The accumulated total of such fund allocations shall not exceed \$100,000.

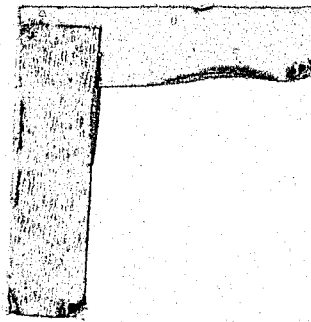
##### FY-1975-'76-'77

In each of these years of the multi-year period the Committee will allocate funds for internship programs that would annually approximate \$100,000.

MULTI-YEAR BUDGET

Section No.	Title	FY-1974	FY-1975	FY-1976	FY-1977	Line Total
6.3.1	Education and Training Programs					
A.	Determine Specific Needs					
(1)	Regional and/or Local Basis	25,000	-0-	-0-	-0-	25,000
(2)	Statewide Basis	30,000	-0-	-0-	-0-	30,000
(3)	Teaching Techniques & Program Materials	20,000	-0-	-0-	-0-	20,000
B.	Develop & Implement Training Programs					
(1)	Training of Instructors	65,000	85,000	85,000	85,000	320,000
(2)	Formal Education & Training of Personnel	175,000	200,000	200,000	200,000	775,000
(3)	General Training of All System Components	750,000	900,000	1,000,000	1,100,000	3,750,000
(4)	Repositories of Training Equipment, etc.	100,000	75,000	75,000	75,000	325,000
(5)	Comprehensive Education & Training System	1,925,000	1,850,000	1,375,000	1,175,000	6,325,000
(6)	Agency Training Participation Assistance	450,000	500,000	550,000	600,000	2,100,000
C.	N.C. Training & Standards Council	50,000	-0-	-0-	-0-	50,000
6.3.2	Personnel Incentive & Retention Programs					
A.	Uniform Minimum Salary - Law Enforcement	200,000	200,000	200,000	200,000	800,000
B.	Educational Salary Incentive	75,000	75,000	75,000	75,000	300,000
6.3.3	Personnel Recruitment Programs					
A.	Central Recruitment Service	35,000	35,000	-0-	-0-	70,000
B.	Criminal Justice Internship Programs	100,000	100,000	100,000	100,000	400,000
Column Total		4,000,000	4,020,000	3,660,000	3,610,000	15,290,000





**END**