

SYSTEMS STATS

North Carolina Criminal Justice Analysis Center

Governor's Crime Commission

Economics and Crime: The Effects of the Economy on North Carolina's Criminal Justice System

Executive Summary

The Criminal Justice Analysis Center of the Governor's Crime Commission conducted a survey of law enforcement agencies across North Carolina to assess how the recent economic downturn has affected the state's law enforcement and criminal justice systems. The survey replicated a portion of a Police Executive Research Forum survey to determine how criminal justice agencies across the state have been impacted in comparison to the rest of the nation. Survey findings will help enhance understanding of how and where the state's criminal justice agencies are most affected during tough economic times. Information collected will also assist agencies to assess the status of their department compared to similar agencies across the state and will assist them in implementing recommendations and strategies adopted by other agencies.

Methodology

Data was collected from a two-part survey administered by phone to 20 North Carolina police departments and 20 North Carolina sheriffs' offices. In the first section of the survey respondents were asked to rank their answers in accordance with the following scale: 1: Strongly Disagree, 2: Somewhat Disagree, 3: Neutral, 4: Somewhat Agree, 5: Strongly Agree. This first part consisted of 14 questions for the police department and the sheriffs' offices plus an additional question regarding the county jail. The second part of the survey consisted of 12 brief open-ended questions.

Overall, the main areas of interest targeted by the survey related to agency funding, personnel and crime in their jurisdiction. Questions in Part 1 inquired about whether the department's funding allotment allowed them to achieve their intended missions and goals. Other questions targeted the

Notable Results From the Survey

- Only three out of 40 (8 percent) sheriff and police agencies cited they did not need any increase in officers to have an ideal workforce; 18 percent of the sheriff and police agencies expect downsizing; and 23 percent have made significant personnel cuts. In response to whether budgets increased, decreased, or remained the same from their prior fiscal year budget, agencies reported:
 - North Carolina:
 - ↑ 25 percent - increased budget
 - ↓ 58 percent - decreased budget
 - ↔ 18 percent - budget remained the same
 - Nationwide:
 - ↑ 80 percent - increased budget
 - ↓ 12 percent - decreased budget
 - ↔ 9 percent - budget remained the same
- 73 percent of the agencies in North Carolina are reducing overtime
 - Nationwide 61 percent of agencies are reducing overtime (PERF, 2009)
- 55 percent of the sheriffs' offices reported substantial increases in their jail populations
- 68 percent cited their district as safer, or at least as safe, as last year
- 70 percent noted a change in the violent crime rate
- 50 percent of the sheriffs' offices increased their use of civilian staff
- Budget cuts are most likely to be directed towards investigative units



presence and degree of personnel and budget cuts and inquired about methods used, such as hiring freezes or the reduction of overtime. The remaining questions in Part 1 asked about observed changes in crime rates, safety in the area and changes in the jail populations.

The second part of the survey consisted of 12 open-ended questions concerning each department's budget, personnel and any noted or anticipated effects of the current economic downturn. Some of the budget questions delved into which units within a department were anticipated to receive the smallest and largest percent of requested funds. Other questions asked about changes in the budget over the years and about what agencies anticipate with this year's upcoming budget. Agencies were asked about any innovative policing strategies they have or would implement to compensate for an anticipated reduction in funding and any structural changes within the department that would be considered if funding is reduced. Other questions inquired about effects that could be attributed to a struggling economy such as changes in the court room, certain types of crime and how their agency has most been impacted.

For detailed information on the sampling methodology and a list of agencies that participated in the survey see Appendices A and B on pages 10 and 11.

Effects of the Economy on Criminal Justice Agencies and Crime

The following section provides analysis of the data collected from the survey to better understand how North Carolina's struggling economy has affected criminal justice agencies and the citizens of this state. The discussion will conclude by presenting an

array of innovative police strategies that departments currently use or anticipate using to compensate for times when funding is reduced. Many of the strategies presented here can be implemented by other departments looking for ways to help their agency through this difficult economic period.

Fiscal Impact on the State Budget

The severity of economic problems facing the United States and North Carolina can hardly be understated. Law enforcement agencies across North Carolina are feeling the effects of economic adversity. Survey respondents provided a wide range of responses regarding how the state's current fiscal situation has most impacted their agency's mission. Of the 40 responses received, nine (23 percent) noted a decrease in town revenue, while nine cited trying to do more with less and six (15 percent) indicated zero to little changes in their jurisdiction. Furthermore, five (13 percent) agencies reported difficulty in acquiring funding, five agencies cited personnel being affected and six reported other factors.

Included within the 'Other' category were two offices reporting that when prisons close county agencies are forced to keep prisoners in the jail longer which results in overcrowding and places a burden on both the county and the jail staff. One officer commented, "We are not able to be proactive, only reactive." This remark coincides with issues cited by another officer who stated, "Substance abuse has really driven the state of things. If the state wants to make a difference they need to address prescription fraud." This example is evidence of how agencies are unable to be proactive or preventive in their duties; instead, agencies are only able to react to situations at hand. Another response was that the agency had to delay getting new cars, which many departments feel are necessary in order to maintain ideal operating standards. On the other hand, one officer stated the state's economy has "put more fear into local government than is reality," downplaying the severity of the economic situation and suggesting that the government is overcompensating due to public hysteria. The results were evenly distributed across agency types and agency sizes, which indicates the impact the declining economy is having on agencies is not specifically correlated to one particular type or size of agency.

North Carolina’s state budget has been reduced significantly in comparison to previous years. A significant portion of the financial burden of supporting local law enforcement agencies has been shifted away from the state and is now levied on local government agencies. Local town revenues are being significantly and adversely affected with people across the state feeling the impact of the nation’s economic struggle. Coupling the struggles of towns and cities across North Carolina with the increased financial burden they are being asked to take on compounds the problems and eventually will lead to more cuts and losses. One officer cited that in his area, “People are not spending money, the town is not getting money, and we have not raised taxes, which basically puts us at a stalemate.” Another officer commented, “Pay cuts to state employees have impacted spending and caused less town revenue.” This comment can be applied to cities and towns across the state. A popular phrase or one very similar in nature that was echoed by nearly all agencies was simply, “We are going to have to do more with less.”

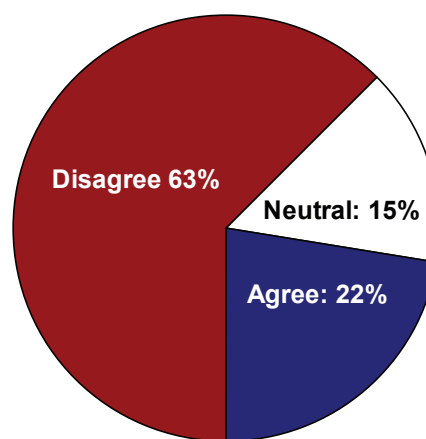
Adequate Funding

The responses of agencies varied greatly in regard to whether they feel they have adequate funding to fully carry out their intended missions and goals. Of the 40 respondents, 40 percent either somewhat or strongly disagreed that they had adequate funding, while 38 percent either somewhat or strongly agreed that funding was sufficient while 23 percent of the respondents remained neutral. This spread was fairly consistent regardless of agency type or size, which suggests that a significant number of agencies already feel that their current budget is not sufficient to allow the agency to fully achieve their goals. With significant budget reductions looming, more agencies will find themselves not fully able to afford the services they are accustomed to providing to the community. In addition, the agencies that were already unable to achieve their current goals and missions will be further disadvantaged.

Personnel

In addition to coping with a lack of funding, an overwhelming majority of agencies expressed the need for additional personnel. Out of the 40 sheriffs’ and police officers interviewed, only three (8 percent) reported not needing an increase in officers to have

Figure 1: Percent Distribution of Responses to the Question, ‘Is the job market improving in your district?’



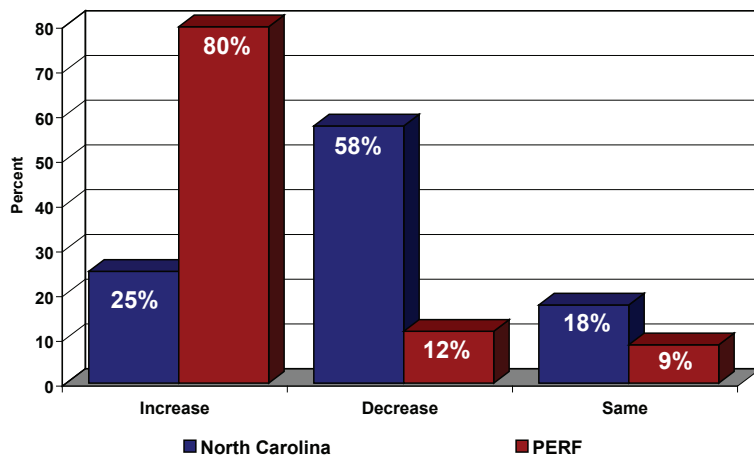
an ideal workforce. This low response indicates that many agencies feel understaffed and are in need of more officers. Ten officers reported needing a 1-10 percent increase in officers, 14 cited an 11-20 percent needed increase, while seven officers cited a 21-30 percent increase and another six officers stated that they needed a greater than 30 percent increase in staffing. For the most part, no overly significant differences between an agency’s size or agency type appeared. Generally, larger agencies needed a smaller percent increase in staffing while smaller agencies needed a larger increase.

The Job Market for Law Enforcement

With the economic uncertainty, it should be no surprise that 63 percent of the respondents from all police and sheriffs’ offices either somewhat or strongly disagreed that their district is continuing to improve their job market. While 15 percent of the respondents elected to remain neutral — a key indicator the district is holding steady — the remaining 23 percent agreed to have an improving job market. As the survey indicates, the job market has experienced significant declines, which will possibly lead to more financially motivated crimes. One officer stated, “You are seeing more new people commit crimes now-a-days. It is not just repeat offenders and this is happening nationwide.” (See Figure 1.)

The survey results indicate that 65 percent of the respondents agreed to having made budget cuts, including instituting hiring freezes and cutting

Figure 2: Percent Change in Agency Budgets, 2007 to 2008



overtime pay while only 30 percent of respondents cited not having to make cuts. The remaining responses were neutral. Barring the current economic crisis, these agencies likely would have received either an increase in funding or at least maintained the same amount; however, the economic downturn has caused widespread budget reductions. The most notable discrepancy regarding agency size and type is between the police departments and sheriffs' offices. Only 10 out of 20 (50 percent) police respondents agreed to having had to make such cuts, while nine out of 20 (45 percent) disagreed. On the other hand, more sheriffs' offices indicated having had to make cuts, as seen by 80 percent of the 20 responses stated they have made cuts, with only 15 percent disagreeing with the statement.

When the economy slows, it comes as no surprise that budget cuts will ensue; however, law enforcement is usually one of the last sectors to be cut. In response to whether last year's fiscal year budget decreased, increased or remained the same from the prior year's fiscal budget, 25 percent cited an increase, 58 percent a decrease and 18 percent reported remaining the same (Figure 2). Conversely, in a nationwide PERF study conducted in 2008, 80 percent of respondents reported last year's budget increased from the previous year's fiscal budget, while 12 percent decreased and 9 percent remained the same (Fischer, 2009).

Agency size also had an effect on the likelihood that an agency would experience a large cut. Of the

small agencies interviewed, 50 percent reported having made significant budget cuts, whereas 65 percent of medium sized agencies also cited large budget cuts and 90 percent of large sized agencies indicated having made significant budget cuts. This suggests that as an agency increases in size it becomes more susceptible to budget cuts. One chief of police reported, "The needs of law enforcement continue to increase, especially during tough economic times and by decreasing funding we are not able to be proactive, only reactive." Budget cuts hinder the ability of law enforcement agencies to

continue moving forward and are therefore more likely to remain stagnant at best. Instead of increasing funding or at least maintaining funding as many agencies were accustomed to, budgets are being reduced which in turn forces departments to cut services and eventually personnel.

Changes in Agency Size

Of the 40 police and sheriffs' officers interviewed 29 (73 percent) anticipated that their agency would remain the same size, seven (18 percent) expected downsizing, while four (20 percent) anticipated growth. The survey did not present any discrepancies between agency sizes; however, police departments and sheriffs' offices offered some subtle, yet noteworthy differences. Of the 20 police departments, 17 (85 percent) expect to remain the same and three (15 percent) anticipate downsizing. Similarly, of the 20 sheriffs' offices, 12 (60 percent) expected to remain the same, three (15 percent) anticipated downsizing and four (20 percent) were expected to grow. Those sheriffs' offices anticipating growth attributed it to either maintaining the jail or to an increase in grant funding. One police chief stated, "We are going to have to try and do the same job but with less operating money." Several sheriffs' and police officers echoed this claim; many agencies are looking to provide the same if not improved services with fewer funds. Another police chief expressed his view, "During these tough economic times, if anything, the demand for law enforcement services goes up, yet our budgets are being cut and when cuts are made, the ultimate loser is the citizen."

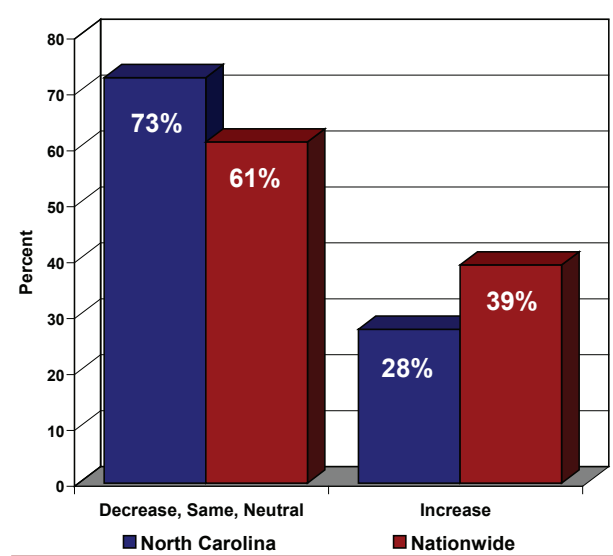
Another area seriously impacted by the economy is personnel. Of the 40 police departments and sheriffs’ offices interviewed, three (8 percent) somewhat agreed and six strongly agreed to having made significant personnel cuts. This is a considerable portion of agencies claiming to have made staffing cuts since law enforcement personnel are rarely cut. These personnel cuts indicate the infiltration of the current economic downturn into North Carolina’s law enforcement units. A closer examination of survey results reveal that only one out of 10 (10 percent) respondents from small sized agencies either somewhat or strongly agreed to having made significant personnel cuts, while seven respondents had not made personnel cuts.

This data could be explained because a loss of one individual on a smaller sized staff would have a greater impact than the loss of a few officers on a large staff. One police officer stated, “Unfortunately, we had to let one of our officers go this past year and that lone loss has really stretched our duties and has been very demanding for us here, because being such a small agency, he was a large portion of our manpower.” Generally, however, it appears that smaller sized agencies are the least likely to cut personnel, but when they have to do so, it is a much more significant loss to absorb. Overall, it appears agencies are doing their best to hold all their current positions. Although, one officer stated, “If things keep getting worse with the economy, we will probably be forced to begin letting some personnel go.”

Overtime Spending Reduced

With the significant budget cuts overtime spending is beginning to be cut back. The results provided conclusive evidence that overtime is being reduced; 73 percent of the respondents either somewhat or strongly agreed to have seen such reductions. Of the remaining respondents, 18 percent were neutral and 10 percent either somewhat disagreed or strongly disagreed that their respective agencies have reduced overtime. These figures suggest that overtime spending has continued to be reduced, as indicated in an earlier nationwide PERF study in 2008. That survey found that 61 percent of the surveyed agencies were cutting back on overtime (Fischer, 2009). These figures imply that overall North Carolina agencies have had to decrease overtime spending at a slightly

Figure 3: Percent Change in Overtime Spending, 2007 to 2008



higher rate than the national average (Figure 3).

Survey results also indicate that sheriffs’ offices have reduced overtime slightly more than police departments. Eighty percent of the sheriffs’ offices responding agreed that a reduction is occurring, while only 5 percent disagreed. The rest of the sample was neutral on the issue. On the other hand, 65 percent of police respondents agreed that overtime was being reduced while 15 percent disagreed with the statement. These results suggest that a significant number of agencies, regardless of type, have had to reduce overtime spending.

Small sized police departments appear to be the least susceptible to overtime reductions. Of the five respondents within this group, three answered neutral and two respondents agreed to having reduced overtime which suggests that smaller police departments most likely do not take on that much overtime to begin with, since several of these respondents also indicated they try not to use overtime at all. In the sample of the large sized agencies, eight out of nine (89 percent) respondents strongly agreed to having to reduce overtime while one (11 percent) respondent somewhat disagreed.

Jail Populations

Jails have also been significantly impacted by the struggling economy. Of the 20 sheriffs’ offices interviewed, 11 (55 percent) either somewhat or



strongly agreed to have observed what they consider a substantial increase in the jail population, while five (25 percent) remained neutral and four (20 percent) respondents somewhat disagreed that they had seen an increase in the jail population. Of the five small sized sheriffs’ offices four (80 percent) of them strongly agreed and one (20 percent) somewhat agreed to having seen a substantial increase in the jail population.

Courtroom Efficiency

Courts are another sector that has been impacted by the economy. Although the responses given were not entirely consistent, there were numerous officers citing various problems. The survey yielded mixed results about whether courtrooms have regressed in their efficiency due to the economic slowdown. Some agencies noted fairly significant inefficiencies, as indicated by 25 percent of the respondents strongly disagreeing that their courtroom had not seen any setbacks, while 15 percent somewhat disagreed. Some officers went as far as to question whether their courtrooms could get any worse. On the other hand, other respondents did not feel their courtrooms had become less efficient. In fact, 38 percent of

respondents either somewhat or strongly agreed that their courtroom had not suffered in terms of efficiency.

Responses varied greatly when asked about the main effects the economy has had in the courtroom. Of the 40 respondents, 12 (30 percent) of the officers cited that the economy had not impacted their court systems, 13 (33 percent) reported case overload, eight (20 percent) noticed increases in property crimes and three (8 percent) claimed judges were more lenient and less likely to charge or sentence offenders. (See Figure 4.)

Perceived District Safety

Safety in most districts has remained consistent for the most part. Survey results indicate that 68 percent of the sheriff and police respondents either somewhat agreed or strongly agreed that their district is at least as safe as or safer than it was a year ago.

Violent Crime Rate

The results about whether an agency’s district had the same violent crime rate over the past year were evenly split. Forty percent either somewhat or strongly disagreed while 53 percent somewhat or strongly agreed that there had been no change in the violent crime rate. This data was consistently upheld regardless of agency size or type. The reason for this discrepancy may be that the violent crime rate does not follow a trend and is not indicative of a rise or fall in the economy. The findings here support the claims set forth by Levitt and Dubner in *Freakonomics* (2006). In their book they cited that during the 1990s unemployment fell by two percentage points, but violent crime plummeted about 40 percent. In comparison, in the 1960s, the economy boomed and so did violent crime. The survey results support the findings of Levitt and Dubner (2006) suggesting

Figure 4: Effects of the Economy on the Court System

Court Room Effects	Sheriffs’ Offices Percent of Times Cited	Police Departments Percent of Times Cited
Backlog	50	15
Increase Property Crime	20	20
Less likely to sentence	0	15
None	15	45

that the violent crime rate does not depend on or vary with changes in the economy.

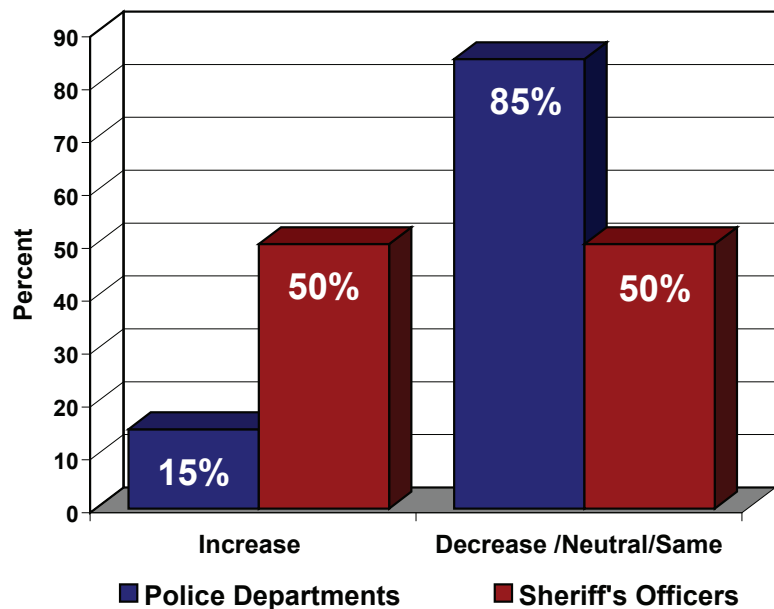
Non-violent Crime Rate

The combined survey results for the police departments and sheriffs' offices indicate a wide range of responses across all five possible answer choices; however, there were significant differences by agency type and agency size. Respondents from the sheriffs' offices significantly disagreed that their non-violent crime rate had remained the same. Seventy percent of the respondents either somewhat or strongly disagreed and only 10 percent of respondents somewhat agreed and the rest remained neutral. The opposite is true for police departments. They agreed significantly in noting a change in the non-violent crime rate. Survey results indicate that 65 percent of police departments responding either somewhat or strongly agreed that non-violent crime rates had changed in their jurisdiction, while 30 percent disagreed and one (5 percent) respondent remained neutral about any change. In regards to agency size, the smaller agencies were the subgroup that most disagreed with not seeing a change in the non-violent crime rate. Seventy percent of their respondents disagreed while the rest somewhat agreed, indicating they had not seen a change in the non-violent crime rate. These figures are supported by a 100 percent disagreement by small sized sheriffs' offices. All of the officers reporting indicated that the non-violent crime rate had increased in their jurisdiction.

Civilian Staff

In order to help compensate for a reduction in funding, one method some agencies have implemented is increased reliance on less costly civilian staff. At initial glance, there does not appear to be an overall trend that would determine if agencies are making use of hiring less costly civilian staff to help their budget. Overall, 21 (53 percent) of the agencies stated they have not increased the use of civilian staff, while six (15 percent) respondents were neutral and 13 (33 percent) agencies claimed to have increased

Figure 5: Percent Change in the Use of Civilian Staff by Agencies, 2007 to 2008



their civilian staff. However, 75 percent of the police department's have not increased civilian staff, while 15 percent did increase and the remaining 10 percent were neutral. Fifty percent of the sheriffs' offices responding stated they have increased the use of civilians, 30 percent did not and 20 percent were neutral. (See Figure 5.)

In addition to examining how the economy has affected criminal justice departments and what effects have arisen due to those changes, the study also inquired about what to typically expect during these economic downturns and more specifically, what effects North Carolina's citizens will experience.

Economically Driven Crimes

Respondents were asked about the following offenses: burglary, theft, robbery, crimes involving scrap and/or precious metals, drug-related crimes, gasoline theft, crimes involving firearms, property crimes, thefts involving cars, larceny and all other crimes. The following results are demonstrative in explaining what types of crimes can be expected when economic conditions deteriorate. Respondents cited that burglary (88 percent), theft (93 percent) and larceny (90 percent) were driven by difficult economic conditions. Robbery was also indicated by 80 percent of respondents as associated with declining economic conditions. These results suggest

that many people are driven into methods of theft to compensate for their economic shortfalls. This echoes Becker’s (1968) work which suggests that, as the economy spirals downward, individuals are more likely to commit income producing criminal violations as the benefits of perpetration outweigh or surpass the associated costs of apprehension.

Gasoline theft and property crimes in general were each cited by 30 out of 40 (75 percent) respondents as being driven by tough economic times. One officer commented on the issue of gasoline theft, “Gasoline theft usually flares up when people really start getting hit hard in their pockets and many people that normally would otherwise pay for their gas are finding ways to cut corners and save money wherever possible”.

Drug related crimes, car theft and crimes with firearms were the crimes sheriffs’ offices and police officers least attributed to be driven by difficult economic times. Of the 40 responding agencies, 23 (58 percent) cited drug related crimes to be economically related, while 10 (25 percent) agencies disagreed and seven (18 percent) claimed a possible relation. The survey yielded 48 percent of respondents citing a relation for car theft, while 25 percent disagreed and 28 percent claimed there to be a possible relationship. Crimes with firearms were least attributed to being driven

by a declining economy, as only 40 percent of the agencies agreed there to be a correlation, 28 percent disagreed and 33 percent cited a possible relation.

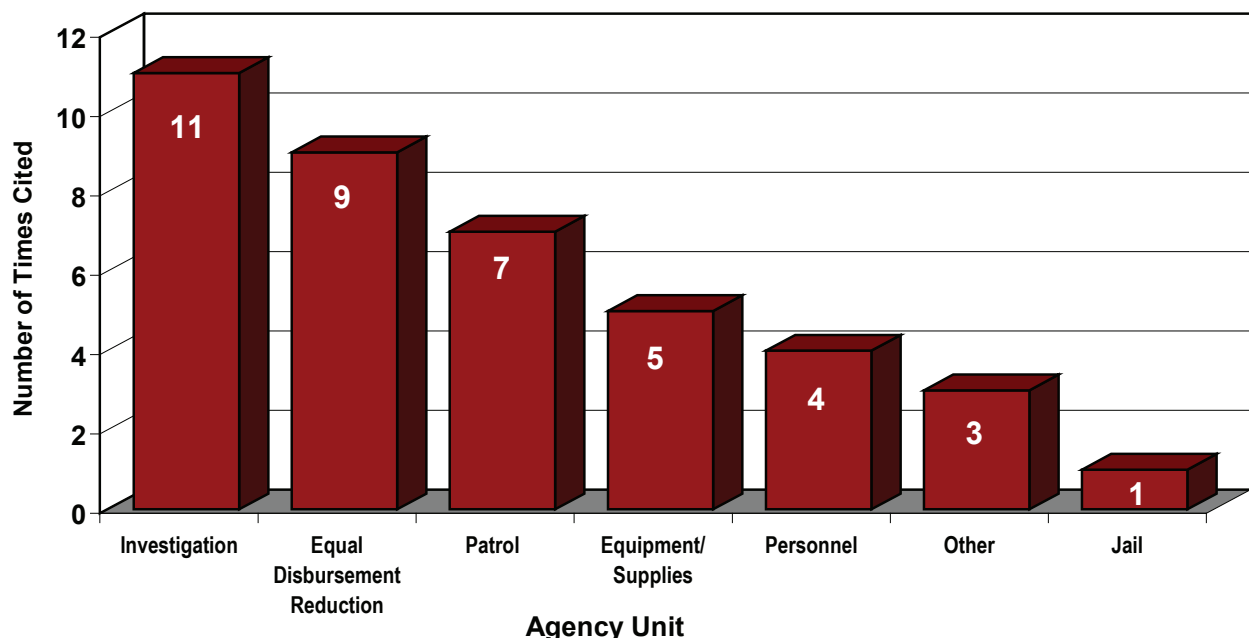
Additionally, crimes involving scrap and/or precious metals were cited by 73 percent of the 40 respondents as being driven by tough economic conditions, while 20 percent disagreed with this claim and 8 percent of the respondents were neutral.

Respondents were asked if there were any other crimes they considered to be driven by difficult economic conditions that had been observed in their jurisdiction. The results were fairly split. Twenty-one (53 percent) respondents noted that some factors were influenced by the economy, while 19 (48 percent) respondents did not cite observing any such instances. The breakdown of the 21 respondents consisted of 10 (48 percent) instances of fraud, nine (43 percent) noting an increase in domestic violence, and two (10 percent) observed other factors, including an increase in shoplifting and an increase in murders.

Budgetary Allocations by Unit

The previous section detailed the types of crimes sheriffs’ and police officers typically associate with difficult economic conditions. The following analysis details what specific units within a sheriffs’ office or police department are least and most likely

Figure 6: Agency Units Expected to Receive the Smallest Percent of Funding, 2007 to 2008



to receive cuts. Overall, between the sheriffs’ offices and police departments the units that should expect to receive the smallest portion of requested funds are the investigative units, which tallied 11 out of the 40 (28 percent) responses, and the next would be 23 percent citing an equal disbursement reduction, which implies that all units take on the same percentage cut. The remaining responses were distributed as follows: seven (18 percent) for patrol, five (13 percent) for equipment and supplies, four (10 percent) towards administrative positions and three (8 percent) for other and one (3 percent) for jail. Responses included in the other category included the civil division, traffic division and the department’s travel budget (Figure 6).

Anticipated cuts did not vary by agency size, but there were some notable trends between the police departments and sheriffs’ offices. For example, of the responding police departments, seven (35 percent) indicated investigations as likely to receive the smallest percent of requested funds and six (30 percent) cited equal disbursement reduction. No other category was chosen more than three times as being likely to receive the smallest percent of requested funds. On the other hand, the sheriffs’ offices results for which units would receive the smallest percent of requested funds were more dispersed, with patrol and investigation each chosen four times (20 percent for each). Personnel, equal disbursement reduction, and other were each chosen three times (15 percent for each), equipment and supplies were chosen twice (10 percent) and jail once (5 percent). From these responses it can be inferred that the investigative departments will likely absorb a significant impact of the expected budget cut.



Figure 7: Agencies Expected to Make Structural Changes, 2007 to 2008

Structural Change	Number of Times Cited
None	21
Position Reorganization	10
Personnel/Salaries	4
Program Reductions	2
Equipment Cuts	1
Training Reduction	1
Other	1

The following sections will discuss structural changes and innovative policing strategies that are being used or agencies anticipate using to compensate for funding reductions.

Infrastructure Changes

In response to what structural changes agencies are considering or implementing, 21 out of 40 (53 percent) reported no changes at the current time, while 10 out of 40 (25 percent) reported reorganization of positions. This often entailed methods like shifting duties around or eliminating high ranking positions to ‘flatten out’ the department. The remaining responses included four (10 percent) implementing changes in personnel and salaries, two (5 percent) for reducing programs, and one (3 percent) for each of the following: equipment cuts, training reduction and other. Changes with personnel and salaries can encompass a variety of methods including pay cuts, eliminating school resource officers or freezing positions. The response given for the ‘Other’ category described an increase in telephone reporting, which allows an agency to save both time and fuel, potentially at the expense of losing some legitimacy with citizens reporting crimes because they may not feel their issue is being taken as seriously. (See Figure 7 above.)

The results of the survey indicate that police departments are more likely to not institute any structural changes and less likely to reorganize positions. Of the 20 police respondents surveyed 65 percent cited no changes, 15 percent reported position reorganization, 10 percent indicated personnel and salary changes and 5 percent for program reductions.



The remaining 5 percent indicated other changes would be made without specifying what those changes would be. On the other hand, eight out of 20 (40 percent) sheriffs' offices cited no changes, while seven (35 percent) indicated position reorganization. The remaining two (5 percent) sheriffs' offices cited personnel and salaries. This data suggest that sheriffs' offices are more likely to reorganize positions within their department and police departments are less likely to have not made any sort of structural change. However, one officer reported, "If the economy continues to go the way it is going, we will surely have to look at making some changes around here." The high percentage of officers reporting no changes at the time of the survey suggests that departments have an established infrastructure and major changes in an agency's operations would likely be unfeasible and possibly counterproductive. As a result, many agencies simply try to do more with less.

Policing Strategies

The survey results obtained regarding what, if any, innovative policing strategies agencies have taken on are very consistent in proportion regardless of agency size or type. Of the 40 respondents interviewed, 14 (35 percent) reported not currently using or not yet having anticipated using any innovative police strategies to cope with the probable reduction in funding. Of those 14, there were seven police and seven sheriffs' offices each citing no changes as of yet.

Other innovative policing strategies noted from police departments and sheriffs' offices included five (13 percent) citing more efforts towards obtaining grants and funding, five reporting technology uses, and five claiming using atypical patrol methods. Furthermore, four (10 percent) respondents cited

relying more heavily on community help and involvement, while seven (18 percent) officers cited other innovative strategies. These other strategies included more in service training; Values, Influence and Peers programs; eliminating work duplication, instituting civil citation programs and hiring part-time help. Other atypical patrol strategies included methods such as policing on foot or bicycle or by doubling the number of officers per car. An officer of an agency utilizing technology stated, "Since we are stretched so thin as a workforce, we have implanted cameras in high crime areas to better monitor those areas." Overall, when the budget begins to tighten agencies look at different ways to save or generate money or seek alternative methods to help make their services more efficient by, essentially, doing more with less.

Summary

The enduring effects of the economic downturn will impact law enforcement agencies statewide. The survey shows sheriffs' offices and police departments are experiencing the effects of the recession through both crimes committed and budgetary restraints. The constant theme stated by the agencies surveyed remains how to do more with less as these agencies grapple with maintaining a level of service to the public with a concurrent decreased level of funding. As reported earlier by one police chief, "... the demand for law enforcement services goes up, yet our budgets are being cut and when cuts are made, the ultimate loser is the citizen."

Appendix A: Sampling Method

A stratified sampling method derived from agency size was used to select both the sheriffs' offices and the police departments to be surveyed. Campus, company and other special police forces were excluded from the survey. All remaining agencies were segmented into three groups: an upper quartile, a middle 50 percent and a lower quartile. The top 25 percent group was defined as large agencies, the middle 50 percent as medium sized, and the smallest 25 percent was categorized as small agencies.

There are 100 counties in North Carolina; therefore, the top quartile consisted of 25 sheriffs' offices, the middle segment included 50 counties and the lower quartile contained 25 agencies to randomly choose

from. The sheriffs' offices' large group was defined as agencies with 77 or more total sworn officers, the middle group has agencies ranging from 76 to 24 sworn officers and the lower quartile contained agencies with 23 or fewer officers. There are 90 total police departments in the top quartile, 180 in the middle 50 percent, and 90 agencies in the lowest quartile. The top quartile of agencies was defined as those with greater than 20 sworn officers, the middle 50 percent consisted of four to 20 sworn officers and the lowest quartile group contained mainly agencies with one to four sworn officers.

Five agencies from the top quartile, 10 from the middle 50 percent, and five agencies from the lower quartile were selected to be interviewed for both sheriffs' and police agencies. Thus the combined total number for both agency types was 10 small agencies, 20 medium and 10 large agencies. This distribution allows for a proportionate representation based on agency size. The agencies selected for inclusion in the study were chosen randomly.

Appendix B: Participating Agencies

Sheriffs' Offices	Police Departments
Alamance County	Ayden
Alexander County	Boone
Ashe County	Chapel Hill
Avery County	Concord
Brunswick County	Fremont
Buncombe County	Kings Mountain
Cherokee County	Marion
Forsyth County	Nags Head
Gaston County	Newland
Granville County	Oriental
Haywood County	Pine Level
Mecklenburg County	Pinehurst
Montgomery County	Plymouth
Person County	Rose Hill
Polk County	Rowland
Richmond County	Siler City
Rutherford County	Tabor City
Sampson County	Wallace
Stokes County	Weldon
Surry County	Zebulon

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The Governor's Crime Commission was established in 1977 by the North Carolina General Assembly under G.S. 143B-479. Its primary duty is "to be the chief advisory body to the Governor and the Secretary of the Department of Crime Control and Public Safety for the development and implementation of criminal justice policy." The Crime Commission is always open to comments and suggestions from the public as well as criminal justice officials. Please contact us and let us know your thoughts and feelings on the information contained in this publication or on any other criminal justice issue of concern to you.

Beverly Eaves Perdue Governor	Scott E. Thomas, Chair Governor's Crime Commission	Secretary Reuben F. Young Department of Crime Control & Public Safety
Dr. June Atkinson, Superintendent Department of Public Instruction	Robin Baker N.C. Victim Assistance Network	Judge Joseph M. Buckner Chief District Court Judge
Sheriff Steve W. Bunn Bladen County Sheriff's Office	Secretary Lanier M. Cansler Dept. of Health & Human Services	Steven Cogburn Clerk of Superior Court, Buncombe County
Judge J. C. Cole Superior Court Judge	Attorney General Roy Cooper Department of Justice	Chief Harry Dolan Raleigh Police Department
Mayor James K. Festerman City of Reidsville	Judge Carl Fox Superior Court Judge	Dr. Catherine Mitchell-Fuentes UNC Charlotte
Representative R. Phillip Haire N.C. House of Representatives	Secretary Linda Wheeler Hayes Dept. of Juvenile Justice & Delinquency Prevention	Jean R. Irvin Private Juvenile Justice Program
Dr. Robin Jenkins, Deputy Secretary Dept. of Juvenile Justice & Delinquency Prevention	David E. Jones, Deputy Secretary Dept. of Juvenile Justice & Delinquency Prevention	Senator Edward "Ed" Jones North Carolina State Senate
Secretary Alvin W. Keller, Jr. Department of Correction	Sheriff James L. Knight Edgecombe County Sheriff's Office	Robert Lewis, Director Division of Prisons, DOC
Rita Anita Linger NC Coalition Against Domestic Violence	Jerry G. Monette Craven County Sheriff's Office	Chief Rodney Monroe Charlotte-Mecklenburg Police Department
Timothy Moose, Director Division of Community Corrections, DOC	Michael Page, Chair Durham County Board of Commissioners	Chief Justice Sarah E. Parker North Carolina Supreme Court
Robin Pendergraft, Director State Bureau of Investigation	James W. Pierce, Jr. Kids Making It	Sandra Lynn Reid Elon University
Jennifer Roberts, Chair Mecklenburg County Board of Commissioners	Sharon Sadler Hyde County Clerk of Superior Court	Captain J. Wayne Sears Rocky Mount Police Department
Richard L. Shaffer 27B Prosecutorial District	Detective Crystal Lynn Sharpe Graham Police Department	Judge John W. Smith, Director Administrative Office of the Courts
Senator John J. Snow North Carolina State Senate	Kerstin Walker Sutton Attorney	Representative Michael H. Wray N.C. House of Representatives

Commission Members as of January 2009