

# Pretrial Electronic Monitoring in North Carolina After Iryna's Law

UNC School of Government

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## Introduction

In October 2025, the North Carolina General Assembly passed [Session Law 2025-93](#) (H.B. 307), also known as “Iryna’s Law.” The legislation made a number of changes to criminal proceedings, including several related to pretrial release.<sup>1</sup> This briefing paper focuses on pretrial electronic monitoring, as the law calls for an expansion of these services. Specifically, section 1. (g) reads:

*No later than [December 1, 2025], each judicial district that does not already have the capability of imposing house arrest with electronic monitoring under G.S. 15A-534(a)(5) shall enter into a Memorandum of Agreement with a qualified vendor to provide such services. A defendant released with the condition of house arrest with electronic monitoring shall be responsible for paying for the services provided by the qualified vendor.*

Section 4 of the law requires the North Carolina Collaboratory to study “the availability of house arrest as a condition of pretrial release in each county or judicial district.”<sup>2</sup> The UNC School of Government was selected to carry out this study with support from the Collaboratory. A final report on this topic will be provided to the General Assembly in March 2027, incorporating findings from a statewide survey and stakeholder focus groups. In the interim, this briefing paper shares preliminary results from the survey to provide timely information on the availability of pretrial electronic monitoring across the state.

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<sup>1</sup> For a full overview of the changes to pretrial release proceedings, see Bromell, B. (2026). *Iryna’s law and pretrial release* (Bulletin No. 2026/02). UNC School of Government. <https://www.sog.unc.edu/publications/bulletins/irynas-law-and-pretrial-release>.

<sup>2</sup> The applicable condition of pretrial release refers to “[h]ouse arrest with electronic monitoring.” G.S. 15A-534(a)(5). That term is defined in G.S. 15A-531(5a) as: “Pretrial release in which the offender is required to remain at his or her residence unless the court authorizes the offender to leave for the purpose of employment, counseling, a course of study, or vocational training. The offender shall be required to wear a device which permits the supervising agency to electronically monitor the offender’s compliance with the condition.” This study focuses on the availability of technology and equipment to satisfy the electronic monitoring component of this condition.



## About the Survey

In April 2026, the School of Government distributed an electronic survey to every senior resident superior court judge, chief district court judge, and pretrial services director in the state. In June 2026, we did a second round of distribution, sending the survey to select Sheriff's Offices in instances where we had not yet heard from another stakeholder in their county.

The survey asked participants questions about the availability of pretrial electronic monitoring in their jurisdiction, the local oversight structure for these programs, and implementation factors, including cost, vendor relationships, program capacity, and more. For the purposes of the survey, we defined pretrial electronic monitoring as any form of electronic monitoring imposed on an individual as a condition of their release from custody pending trial. This could include electronic monitoring paired with house arrest as well as more generalized electronic monitoring, such as that imposed on certain defendants charged with crimes of domestic violence. Pretrial electronic monitoring may be part of a larger pretrial services program or a standalone service.

By the end of June 2026, we had received 111 responses representing ninety-eight of the state's 100 counties. However, for the purposes of this briefing paper, we are only analyzing data from surveys with complete responses. Of the 111 responses, fifty-six (50.45%) were complete. Still, ninety-two counties were represented in these fifty-six responses, meaning the data presented here represent the vast majority of the state.

## The Landscape of Pretrial Electronic Monitoring in North Carolina

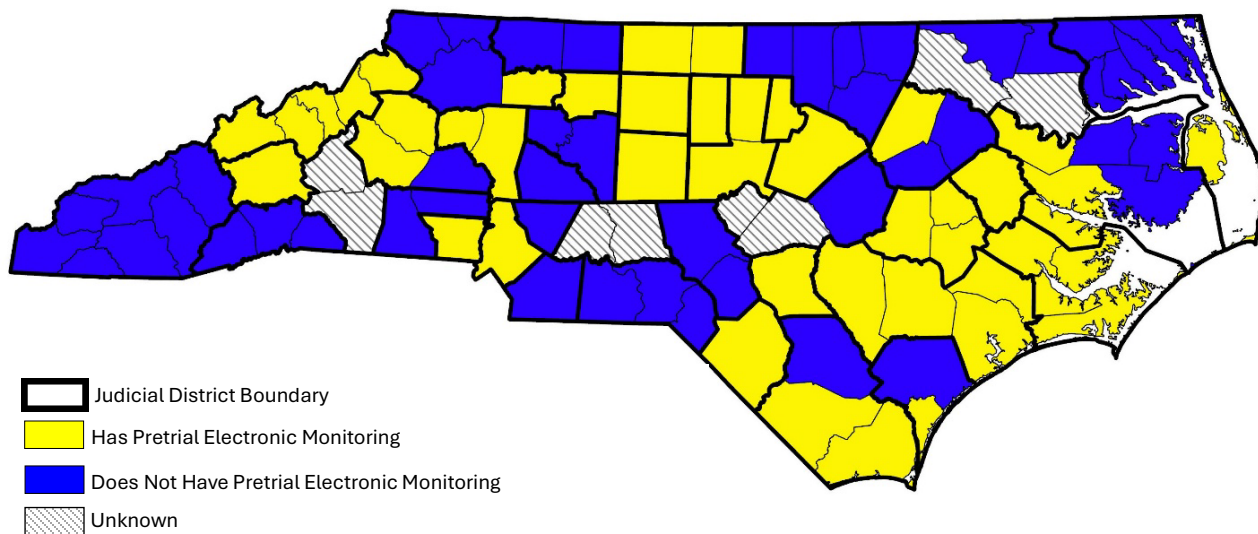
### Which Counties Have Pretrial Electronic Monitoring Capabilities?

Forty-three of North Carolina's 100 counties reported that they have some form of pretrial electronic monitoring. Local court systems are also divided into forty-one district court judicial districts, often made up of multiple counties, which are represented by the bold boundary lines in Figure 1 below. Iryna's Law required every judicial district to acquire pretrial electronic monitoring capabilities by December 1, 2025; nevertheless, only nineteen districts (46.3%) reported having pretrial electronic monitoring district-wide by June 2026, with twelve of those being single-county districts. Seven districts (17.1%) had a mix of counties that did and did not have pretrial electronic monitoring. Eleven (26.8%) had no counties with pretrial electronic monitoring (Figure 1).

In four districts, the availability of pretrial electronic monitoring is not fully known, as we did not receive a complete survey response from all of the counties in the district.



**Figure 1. Map Showing Availability of Pretrial Electronic Monitoring Statewide<sup>3</sup>**



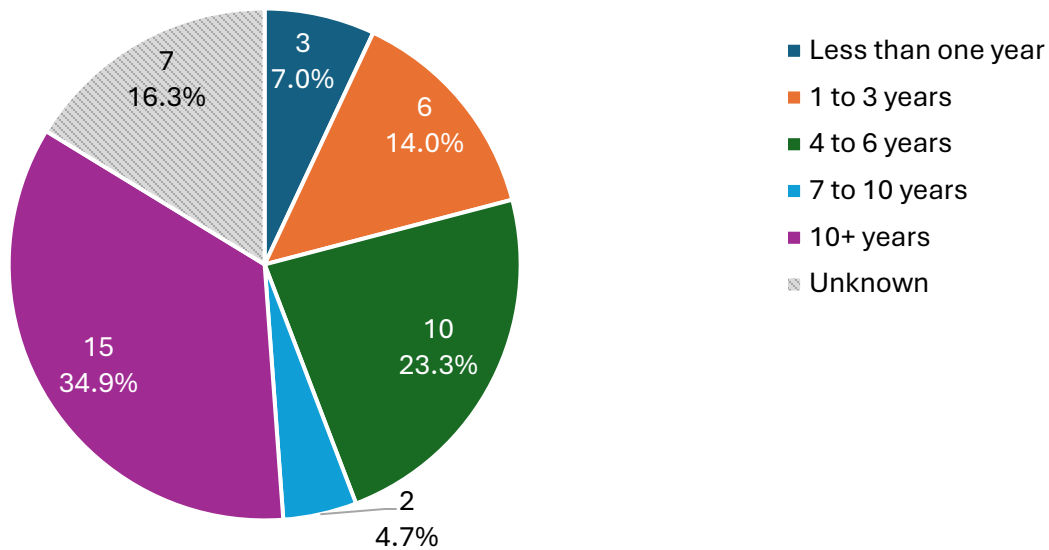
In general, pretrial electronic monitoring was less common in rural areas of the state and less common in western counties than in eastern counties. For a full list of counties with and without pretrial electronic monitoring capabilities, see Appendix A.

Of the forty-three counties with pretrial electronic monitoring, fifteen (34.9%) reported having those capabilities for ten years or more, and three (7%) reported that they had acquired pretrial electronic monitoring within the last year (Figure 2). However, only two counties reported they started new pretrial electronic monitoring programs after Iryna's Law went into effect – Lenoir County and Greene County.

<sup>3</sup> Counties designated as unknown in this map did not provide complete responses to the survey.



**Figure 2. Length of Time Responding Counties Have Had Pretrial Electronic Monitoring**



## **How do Counties Implement Pretrial Electronic Monitoring?**

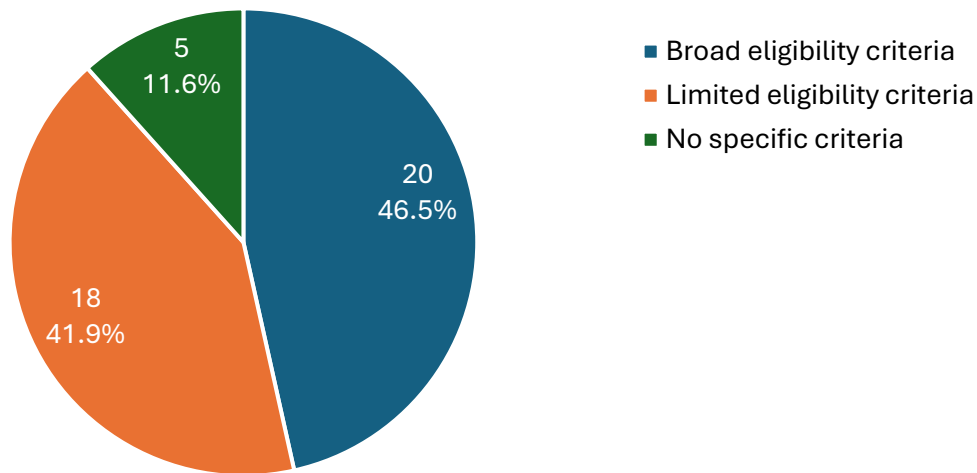
### ***Eligibility Criteria***

We asked counties with pretrial electronic monitoring capabilities to indicate whether the criteria for being placed on pretrial electronic monitoring were broad, limited, or if there were no eligibility criteria. Twenty counties (46.5%) reported broad eligibility criteria, meaning many defendants could be eligible for pretrial electronic monitoring depending on their individual circumstances. Eighteen counties (41.9%) reported that their eligibility criteria were limited, meaning only a certain subset of defendants, like those charged with domestic violence offenses, could be placed on pretrial electronic monitoring. Finally, five counties (11.6%) reported having no eligibility criteria (Figure 3).

Two counties also reported that some individuals who do not qualify for their county-operated program seek out private electronic monitoring providers and pay for that service independently.



**Figure 3. Eligibility Criteria Among Counties with Pretrial Electronic Monitoring<sup>4</sup>**



### ***Vendor Relationships***

Of the forty-three counties with pretrial electronic monitoring, sixteen reported partnering with a vendor. Vendors mentioned by multiple counties include Tarheel Monitoring, BI Monitoring, AMS, and Buddi. All sixteen counties reported that their vendor provided ankle monitors, and thirteen reported that the vendor provided monitoring software.

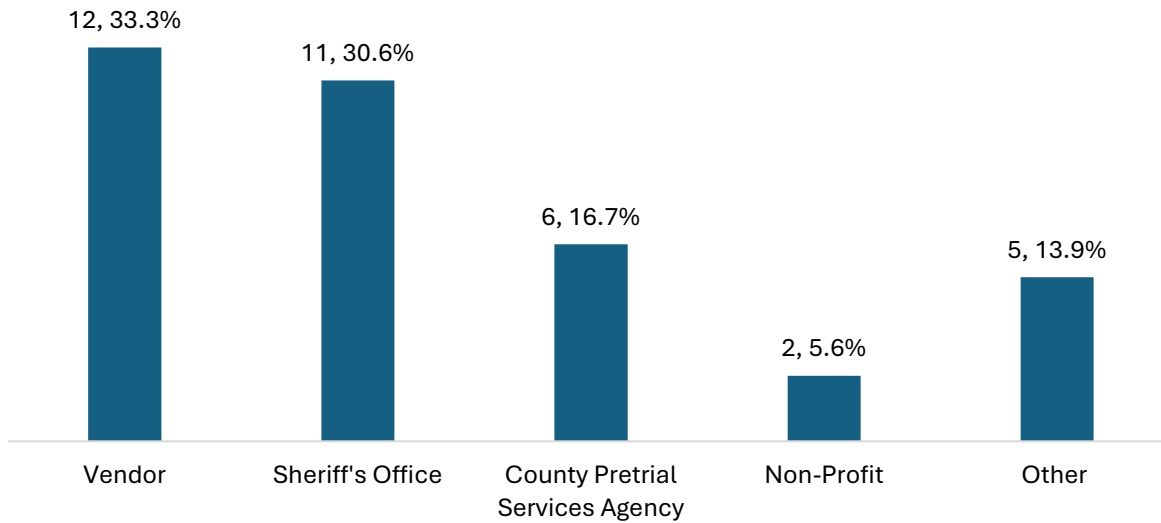
The vendors' involvement in providing supervision was mixed. Twelve counties said that the vendor provided monitoring services and was responsible for the day-to-day supervision of individuals on pretrial electronic monitoring. When the vendor was not providing day-to-day supervision, that responsibility was typically designated to a county-level pretrial services agency, a non-profit organization, or the Sheriff's Office (Figure 4).

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<sup>4</sup> Three counties had conflicting responses from stakeholders regarding eligibility criteria, so they were removed from this figure for clarity.



**Figure 4. Entity Responsible for Day-to-Day Supervision of Individuals on Pretrial Electronic Monitoring<sup>5</sup>**



Counties that worked with a vendor had high satisfaction rates, with 64% of respondents reporting they were extremely satisfied with their choice. When ranking factors that were most important when selecting a vendor, respondents most frequently selected the cost to the jurisdiction, the ability of the vendor to provide supervision services, and the vendor's technical capabilities.

## **How is Electronic Monitoring Paid For?**

### ***Equipment***

Almost half of the counties with pretrial electronic monitoring reported paying for equipment, like ankle monitors, through local government funding (21, 48.8%). The next most common source of funding for equipment was the Criminal Justice Information Network (CJIN) (12, 27.9%). The CJIN program, which was referred to as "Caitlyn's Courage" prior to 2021, was available in select counties and operated and paid for by the state. The program provided pretrial electronic monitoring for individuals who met certain criteria, primarily that they were accused of a crime

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<sup>5</sup> The "Other" responses in this figure include two respondents that reported municipal police agencies provide supervision, one that reported supervision is provided by a Day Reporting Center, one that reported supervision was a collaboration between the pretrial services agency and the vendor, and one that did not specify.



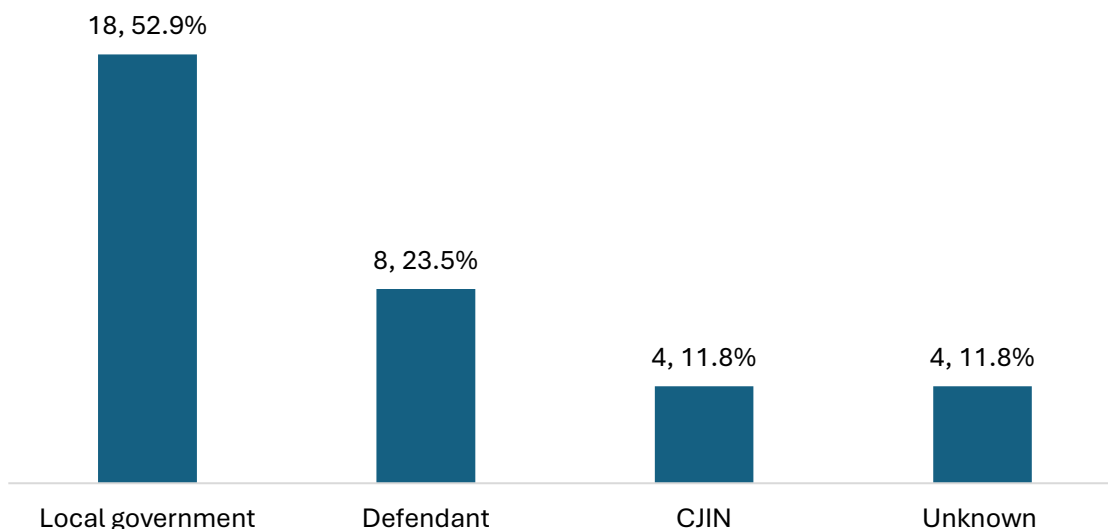
involving domestic violence, stalking, sexual assault, or a violation of a domestic violence protection order.<sup>6</sup>

The 2026 State Budget Act (S.L. 2026-41) eliminated CJIN and transferred responsibility for operating the domestic violence pretrial electronic monitoring program to the State Bureau of Investigation.<sup>7</sup> At this time, it is not clear if there will be any changes to the scope or operation of the program as a result of the transfer to the SBI.

### ***Day-to-Day Operation***

Most counties also reported that local government funding pays for the day-to-day costs of pretrial electronic monitoring (Figure 5). However, eight counties said that defendants pay all or some of the costs.

**Figure 5. Funding Sources for Day-to-Day Operation of Pretrial Electronic Monitoring<sup>8,9</sup>**



<sup>6</sup> For more information about CJIN’s pretrial electronic monitoring program, see the organization’s 2025 annual report: <https://cjin.nc.gov/wp-content/uploads/2025/12/2025-CJIN-Electronic-GPS-Monitoring-Program-Annual-Report.pdf>

<sup>7</sup> “There is established the Alternatives to Pre-trial Detention Fund within the State Bureau of Investigation as a special revenue fund to be used to create a domestic violence notification system (Program) in accordance with the product and service requirements established in subsections (c) and (d) of Section 4.2C of Session Law 2020-80.” (S.L. 2026-41, p. 470).

<sup>8</sup> Four respondents said that CJIN paid for the day-to-day costs of pretrial electronic monitoring. CJIN did not provide any funds directly to counties. Instead, the service was paid for at the state level, with no additional costs to local courts or defendants.

<sup>9</sup> Respondents could select more than one answer to this question if multiple sources of funding are used for pretrial electronic monitoring.

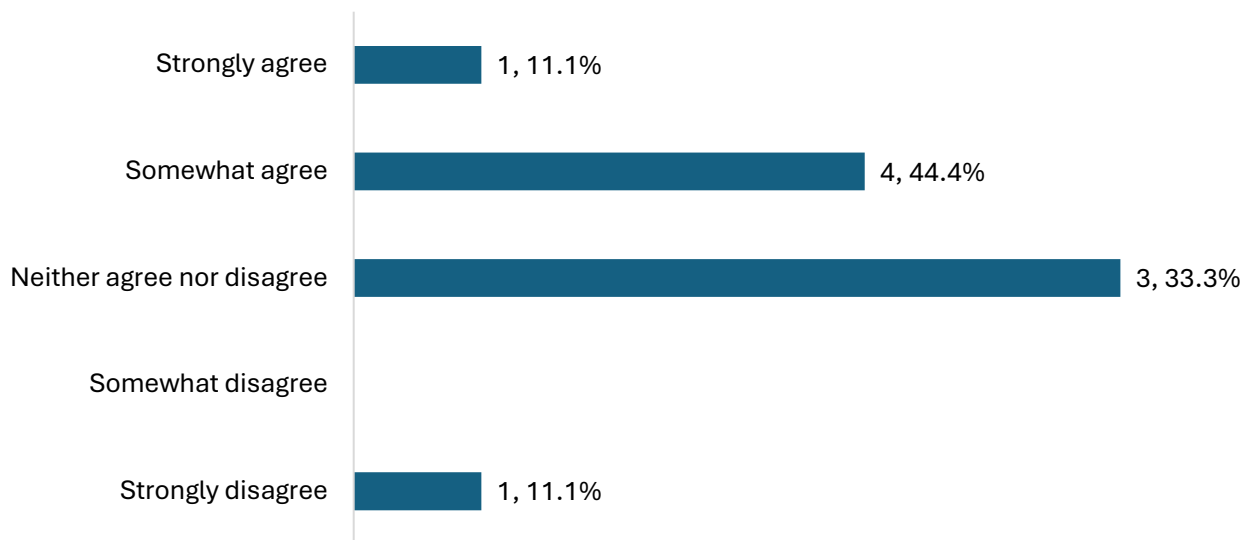


Many respondents were unsure how much pretrial electronic monitoring costs per day. Of the ten respondents who could answer this question, the median cost per person, per day, was \$5.03. The minimum was \$3.00 and the maximum was \$70.00.

Not all of these costs are necessarily passed on to the defendant. Of the six counties that were able to provide a dollar amount that was passed on to the defendant, the median was \$10.00 per day. The minimum was \$7.00 and the maximum was \$13.00. One county specified that defendants do not pay if they have been determined to be indigent.

When respondents in counties that charged defendants were asked if they were able to collect those funds in a timely manner, results were mixed, with most choosing “somewhat agree” or “neither agree nor disagree” (Figure 6).

**Figure 6. Response to Survey Question: “In most cases, we are able to collect the monetary charges imposed for pretrial electronic monitoring from the defendant in a timely manner.”**

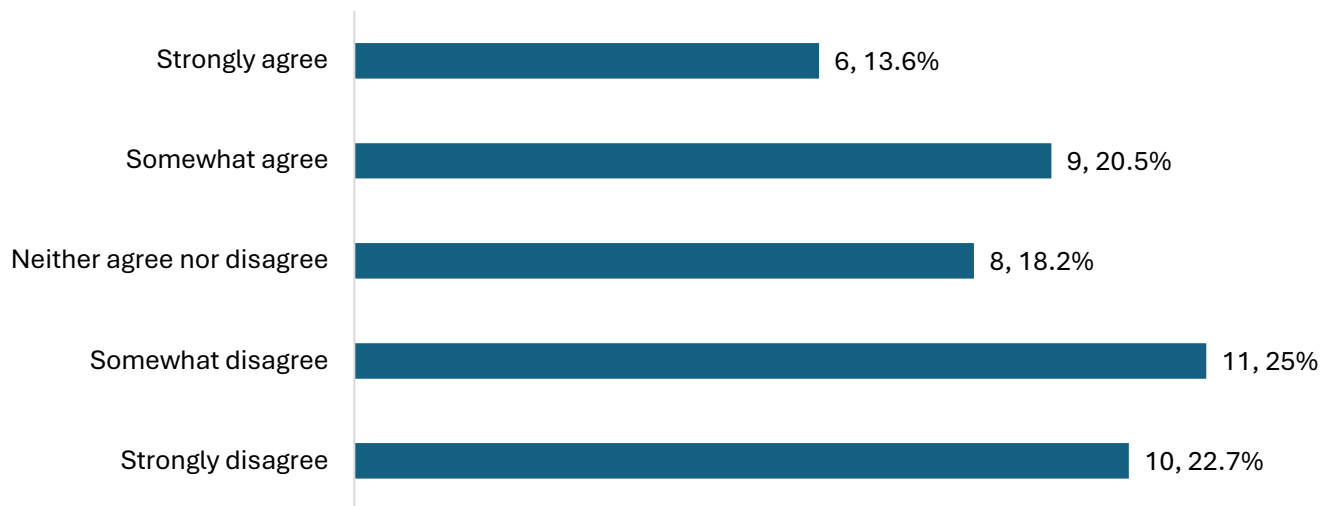


We also asked respondents from these counties if individuals were routinely found ineligible for pretrial electronic monitoring due to inability to pay. Of the eight respondents, 37.5% (3) strongly disagreed, 25% (2) neither agreed nor disagreed, and 37.5% (3) somewhat agreed.

Respondents had mixed feelings about the level of resources available to provide pretrial electronic monitoring (Figure 7). When asked if resources were sufficient to provide pretrial electronic monitoring for every eligible defendant, we received responses across all the agreement categories, ranging from 13.6% (6) who strongly agreed to 22.7% (10) who strongly disagreed.



**Figure 7. Responses to the Survey Question: “My county has sufficient resources to supply electronic monitoring for all eligible defendants”**



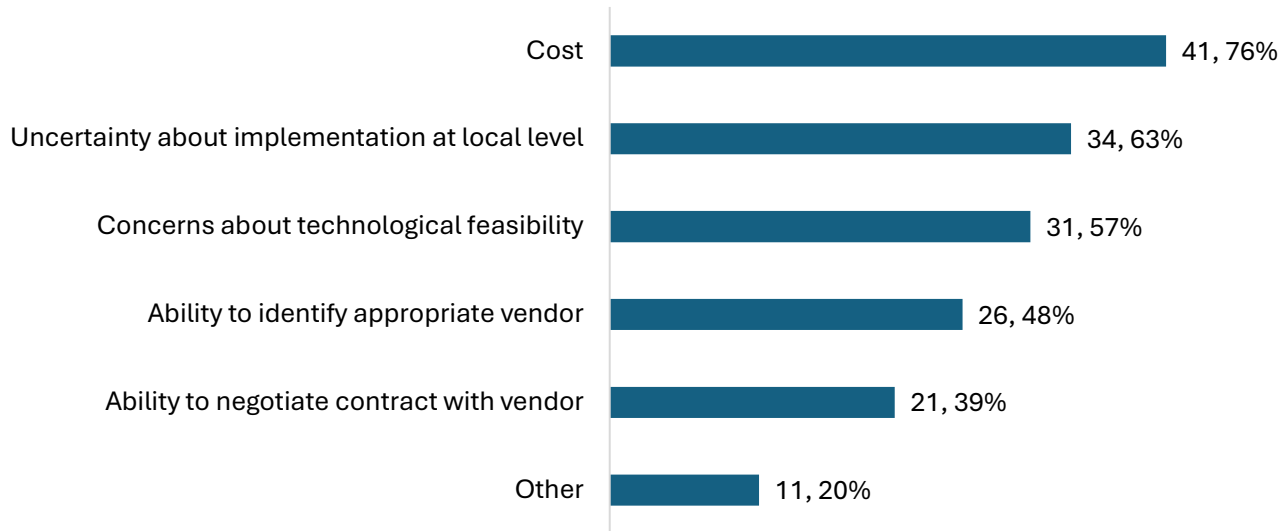
### **Why Do Some Counties Not Have Pretrial Electronic Monitoring?**

Although Iryna’s Law required every judicial district to enter into a contract with a qualified vendor to provide pretrial electronic monitoring by December 1, 2025, forty-nine counties reported having no pretrial electronic monitoring capabilities. Of those counties, forty-two (85.7%) said that there had been no coordinated discussions about establishing pretrial electronic monitoring. Three counties (6.1%) said stakeholders were working to establish a program, but decisions were not yet finalized, and four (8.2%) said a program was almost operational.

When asked about challenges, cost was the number one concern, with 76% of respondents citing it as a barrier to implementing pretrial electronic monitoring (Figure 8).

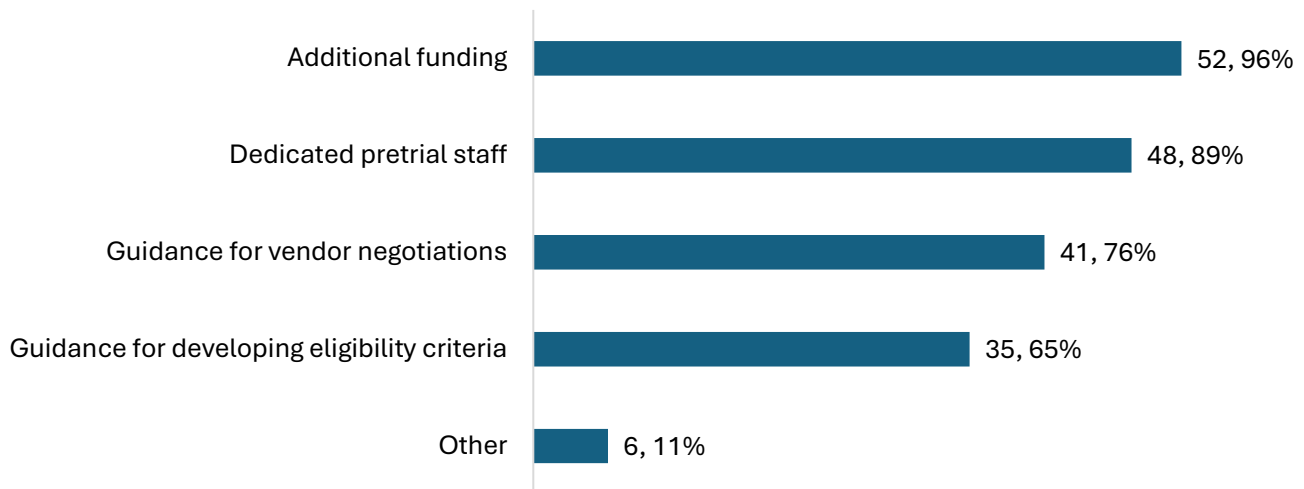


**Figure 8. Barriers to Implementation of Pretrial Electronic Monitoring<sup>10</sup>**



Ninety-six percent of respondents said that additional funding would be helpful to establish a pretrial electronic monitoring program (Figure 9).

**Figure 9. Additional Resources Needed to Establish Pretrial Electronic Monitoring<sup>11</sup>**



<sup>10</sup> Participants could select multiple responses to this question, which is why percentages do not add up to 100%. “Other” responses in this figure included three respondents who said that judicial districts lack authority to enter into contracts for pretrial electronic monitoring services, six who described a lack of interest among county stakeholders, one saying an existing program was being phased out due to staffing issues, and one citing concerns about how violations would be handled.

<sup>11</sup> Participants could select multiple responses to this question, which is why percentages do not add up to 100%. “Other” responses in this figure included two respondents who said it would be helpful for statutory authority for



## How Has Iryna's Law Impacted Pretrial Electronic Monitoring?

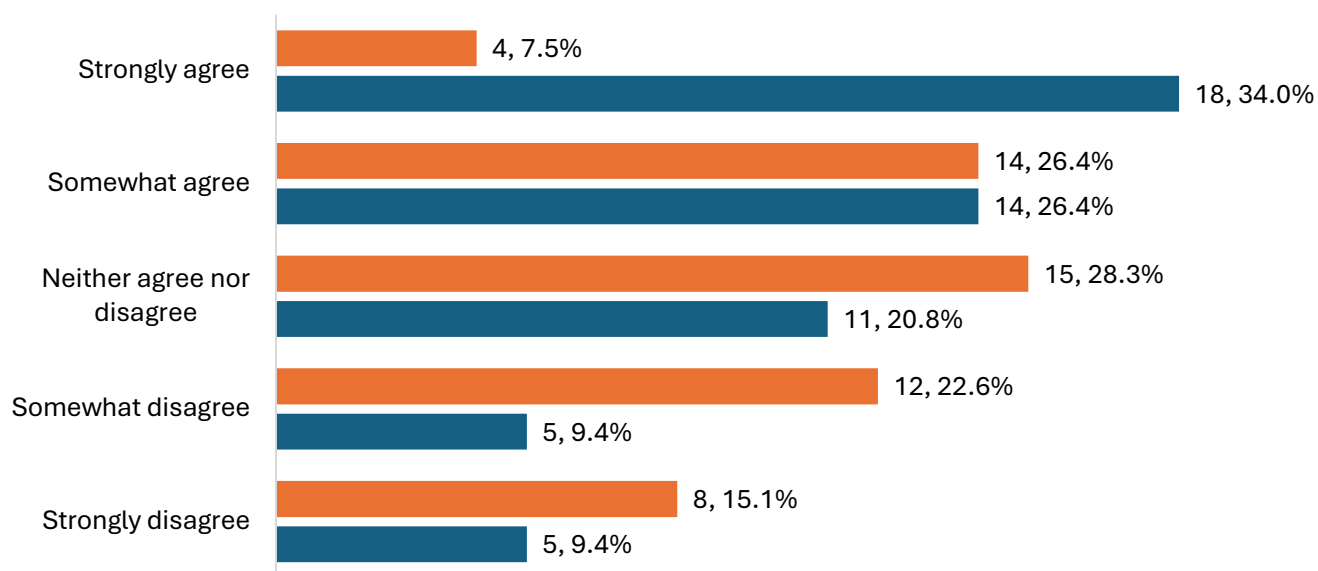
All respondents were asked to rate their level of agreement with several statements to assess their understanding of Iryna's Law and the perceived impact of Iryna's Law on pretrial electronic monitoring.

When asked if they understand how Iryna's Law impacts pretrial electronic monitoring in their jurisdiction, most respondents either strongly agreed (34%) or somewhat agreed (26.4%).

However, when asked whether **other** stakeholders in their jurisdiction understand how Iryna's Law impacts pretrial electronic monitoring, only 7.5% of respondents strongly agreed and 26.4% somewhat agreed (Figure 10).

This discrepancy seems to suggest that respondents do not perceive a shared understanding among stakeholders about the impact of Iryna's Law, which could be an additional barrier to implementing pretrial electronic monitoring programs.

**Figure 10. Results from Survey Questions on Understanding the Impact of Iryna's Law on Pretrial Electronic Monitoring**



■ Other local stakeholders understand how Iryna's Law impacts pretrial electronic monitoring in my jurisdiction.

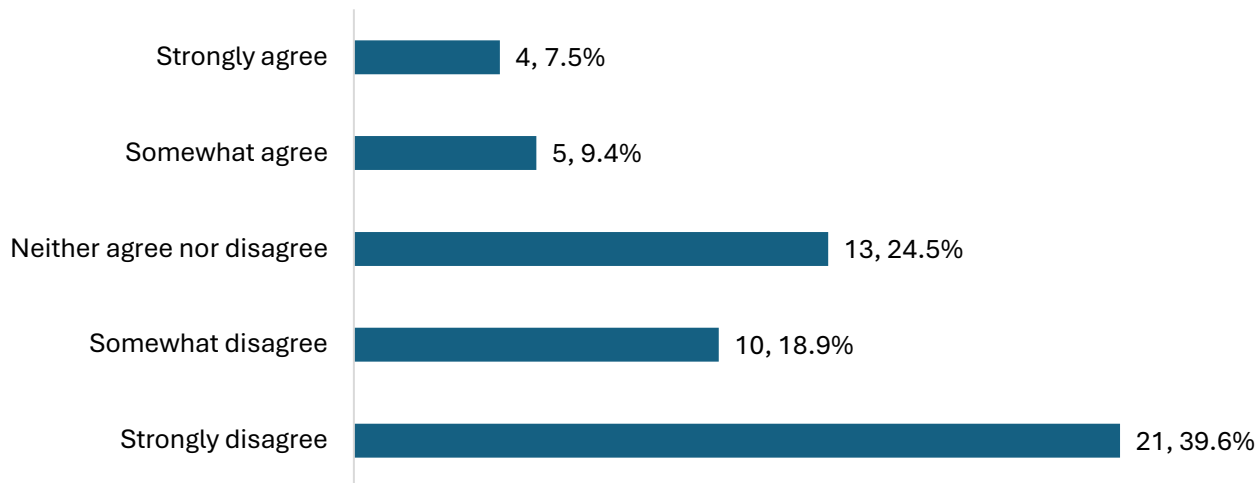
■ I understand how Iryna's Law impacts pretrial electronic monitoring in my jurisdiction.

establishing pretrial electronic monitoring to be designated to an entity other than the court system, one respondent who said resources to conduct a cost/benefit analysis, and three who did not specify.



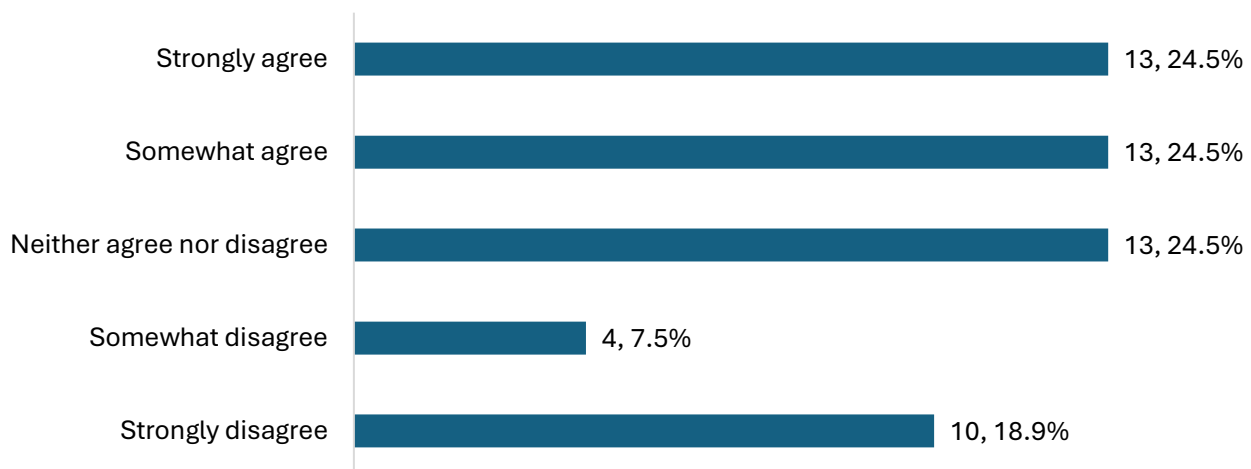
About half of respondents indicated their jurisdiction did not have the necessary resources to respond to the pretrial electronic monitoring provisions in Iryna's Law, as seen in Figure 11.

**Figure 11. Responses to Survey Question: “My jurisdiction has the necessary resources to respond to the pretrial electronic monitoring provisions in Iryna's Law”**

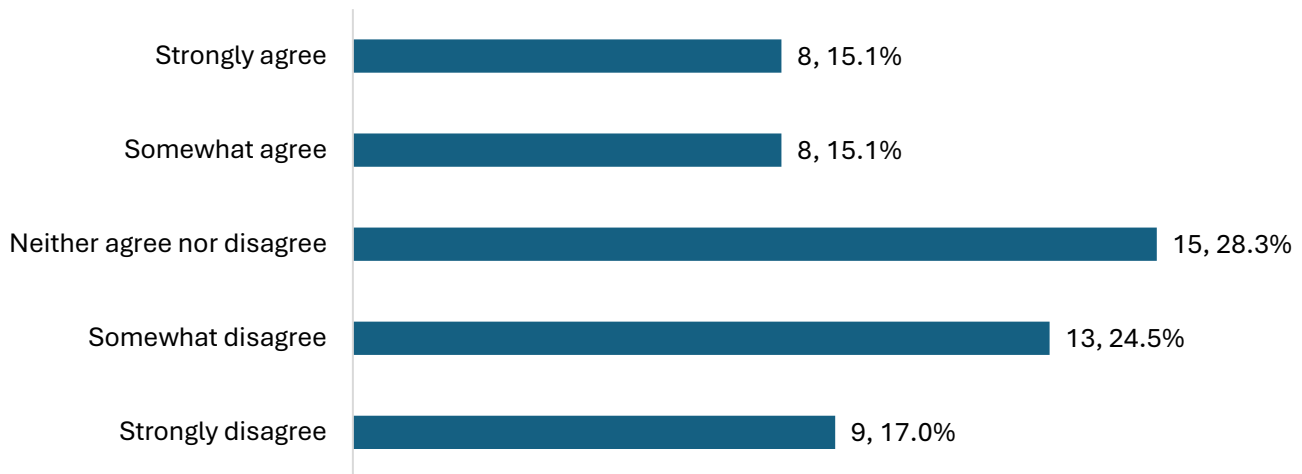


Additionally, about half of respondents thought that more people would be placed on pretrial electronic monitoring as a result of Iryna's Law (Figure 12). Still, most respondents expressed that their jurisdiction had not changed practices related to pretrial electronic monitoring in response to the law (Figure 13).

**Figure 12. Responses to Survey Question: “I expect more people in my jurisdiction will be placed on pretrial electronic monitoring as a result of Iryna's Law.”**



**Figure 13. Responses to Survey Question: “My jurisdiction has changed practices related to pretrial electronic monitoring in response to Iryna's Law.”**



## Conclusion

Nearly eight months after Iryna’s Law’s December 1, 2025 deadline for judicial districts to establish pretrial electronic monitoring capabilities, statewide implementation remains far from complete. Only nineteen districts report having these capabilities district-wide, and only two counties reported launching new pretrial electronic monitoring programs since Iryna’s Law was enacted. In forty-two of the forty-nine counties without pretrial electronic monitoring, respondents said that there have been no coordinated discussions about establishing a program.

Concerns about cost emerged as a central obstacle, as 76% of respondents without pretrial electronic monitoring cited cost as a barrier to implementation. While Iryna’s Law addresses funding by requiring the defendant to pay for vendor-provided services, this model is not common among current programs. Only sixteen counties with pretrial electronic monitoring capabilities reported working with a vendor at all, and only eight reported that they pass on some or all of the cost to the defendant.

In addition to this survey, the School of Government is conducting stakeholder focus groups to gather more information on barriers to implementation and the characteristics of successful pretrial electronic monitoring programs. In our final report to the General Assembly in March 2027, we will provide additional insight on program structure, vendor relationships, funding models, and lessons learned that may assist local leaders in establishing pretrial electronic monitoring programs in their jurisdictions.



## Appendix A. Counties with and without Pretrial Electronic Monitoring Capabilities per April 2026 Survey

| County      | District Court District | Is Pretrial Electronic Monitoring Available? |
|-------------|-------------------------|----------------------------------------------|
| Dare        | 1                       | Yes                                          |
| Camden      | 1                       | No                                           |
| Chowan      | 1                       | No                                           |
| Currituck   | 1                       | No                                           |
| Gates       | 1                       | No                                           |
| Pasquotank  | 1                       | No                                           |
| Perquimans  | 1                       | No                                           |
| Beaufort    | 2                       | Yes                                          |
| Martin      | 2                       | Yes                                          |
| Hyde        | 2                       | No                                           |
| Tyrrell     | 2                       | No                                           |
| Washington  | 2                       | No                                           |
| Pitt        | 3                       | Yes                                          |
| Carteret    | 4                       | Yes                                          |
| Craven      | 4                       | Yes                                          |
| Pamlico     | 4                       | Yes                                          |
| Duplin      | 5                       | Yes                                          |
| Jones       | 5                       | Yes                                          |
| Onslow      | 5                       | Yes                                          |
| Sampson     | 5                       | Yes                                          |
| New Hanover | 6                       | Yes                                          |
| Pender      | 6                       | No                                           |
| Bertie      | 7                       | Unknown                                      |
| Halifax     | 7                       | Unknown                                      |
| Hertford    | 7                       | No                                           |
| Northampton | 7                       | No                                           |
| Nash        | 8                       | Yes                                          |
| Edgecombe   | 8                       | No                                           |
| Wilson      | 8                       | No                                           |
| Greene      | 9                       | Yes                                          |
| Lenoir      | 9                       | Yes                                          |
| Wayne       | 9                       | Yes                                          |
| Wake        | 10                      | Yes                                          |
| Franklin    | 11                      | No                                           |



|                    |    |         |
|--------------------|----|---------|
| <b>Granville</b>   | 11 | No      |
| <b>Person</b>      | 11 | No      |
| <b>Vance</b>       | 11 | No      |
| <b>Warren</b>      | 11 | No      |
| <b>Harnett</b>     | 12 | Unknown |
| <b>Lee</b>         | 12 | Unknown |
| <b>Johnston</b>    | 12 | No      |
| <b>Cumberland</b>  | 14 | Yes     |
| <b>Brunswick</b>   | 15 | Yes     |
| <b>Columbus</b>    | 15 | Yes     |
| <b>Bladen</b>      | 15 | No      |
| <b>Durham</b>      | 16 | Yes     |
| <b>Alamance</b>    | 17 | Yes     |
| <b>Chatham</b>     | 18 | Yes     |
| <b>Orange</b>      | 18 | Yes     |
| <b>Robeson</b>     | 20 | Yes     |
| <b>Anson</b>       | 21 | No      |
| <b>Richmond</b>    | 21 | No      |
| <b>Scotland</b>    | 21 | No      |
| <b>Caswell</b>     | 22 | Yes     |
| <b>Rockingham</b>  | 22 | Yes     |
| <b>Stokes</b>      | 23 | No      |
| <b>Surry</b>       | 23 | No      |
| <b>Guilford</b>    | 24 | Yes     |
| <b>Cabarrus</b>    | 25 | No      |
| <b>Mecklenburg</b> | 26 | Yes     |
| <b>Rowan</b>       | 27 | No      |
| <b>Montgomery</b>  | 28 | Unknown |
| <b>Stanly</b>      | 28 | Unknown |
| <b>Hoke</b>        | 29 | No      |
| <b>Moore</b>       | 29 | No      |
| <b>Union</b>       | 30 | No      |
| <b>Forsyth</b>     | 31 | Yes     |
| <b>Alexander</b>   | 32 | Yes     |
| <b>Iredell</b>     | 32 | Yes     |
| <b>Davidson</b>    | 33 | No      |



|                     |    |         |
|---------------------|----|---------|
| <b>Davie</b>        | 33 | No      |
| <b>Yadkin</b>       | 34 | Yes     |
| <b>Alleghany</b>    | 34 | No      |
| <b>Ashe</b>         | 34 | No      |
| <b>Wilkes</b>       | 34 | No      |
| <b>Avery</b>        | 35 | Yes     |
| <b>Madison</b>      | 35 | Yes     |
| <b>Mitchell</b>     | 35 | Yes     |
| <b>Watauga</b>      | 35 | Yes     |
| <b>Yancey</b>       | 35 | Yes     |
| <b>Burke</b>        | 36 | Yes     |
| <b>Caldwell</b>     | 36 | Yes     |
| <b>Catawba</b>      | 36 | No      |
| <b>Randolph</b>     | 37 | Yes     |
| <b>Gaston</b>       | 38 | Yes     |
| <b>Cleveland</b>    | 39 | No      |
| <b>Lincoln</b>      | 39 | No      |
| <b>Buncombe</b>     | 40 | Yes     |
| <b>McDowell</b>     | 41 | Unknown |
| <b>Rutherford</b>   | 41 | Unknown |
| <b>Henderson</b>    | 42 | No      |
| <b>Polk</b>         | 42 | No      |
| <b>Transylvania</b> | 42 | No      |
| <b>Cherokee</b>     | 43 | No      |
| <b>Clay</b>         | 43 | No      |
| <b>Graham</b>       | 43 | No      |
| <b>Haywood</b>      | 43 | No      |
| <b>Jackson</b>      | 43 | No      |
| <b>Macon</b>        | 43 | No      |
| <b>Swain</b>        | 43 | No      |

