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**SUPERVISED ELECTRONIC CONFINEMENT**

**PILOT PROGRAM**

October 1986 - September 1987

**FINAL REPORT**

December, 1987

NCJRS

FEB 3 1988

ACQUISITIONS

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## SUPERVISED ELECTRONIC CONFINEMENT - FINAL REPORT

INTRODUCTION/BACKGROUND

In August 1986 the Orange County Board of Supervisors authorized a one year pilot "Supervised Electronic Confinement" Program (SEC) - home incarceration of Work Furlough inmates with electronic monitoring. The primary purpose was to determine whether the program concept and the equipment could result in a safe, cost effective alternative to jail confinement with selected inmates. This is the final report on the outcome of that one year program.

OBJECTIVES OUTCOME

The overall objective of this pilot program was to test the feasibility of home confinement as an alternative to jail incarceration. Work Furlough inmates were selected as the lowest risk and most stable jail group to be placed at home under intensive supervision and electronic monitoring. The specific objectives and outcomes were:

**Objective 1:** Release 25 Work Furlough beds for additional work furlonghees or other inmates. Maximum projected savings were 750 jail bed days per month or 9,125 per year.

**Outcome:** The first six months of the program were not truly representative because of start-up status. Still, 1,695 bed days were saved.

During the second six months, 4,064 bed days were saved (89% of projection). This means that 27 jail beds per month were available for more serious offenders.

**Bed Days Saved:**

	Apr	May	Jun	Jul	Aug	Sept	Mos. 7-12	Mos. 1-6	Total Bed Days Saved
Projected	750	775	750	775	775	750	4,575	1,695	5,759
Actual	678	658	511	717	830	670	4,064		
%	(90)	(85)	(68)	(93)	(111)	(89)	(89)		

**Objective 2:** Identify additional jail inmates that may be appropriate for Work Furlough and provide employment assistance.

**Outcome:** Attempts to serve the unemployed inmate population were thwarted by logistical problems such as the travel time to the Musick facility, difficulty in setting interview appointments with inmates and the amount of document gathering required. It was just not feasible to provide timely Employment services so that inmates could be placed in a job, processed onto Work Furlough, and eventually released on SEC. Therefore, the focus was redirected (with limited success) to serving defendants before they started their jail sentence.

**Objective 3:** Make feasible the release of unemployed hardship inmates for in-home child care. Supervised Electronic Confinement would provide the level of compliance assurance that would make release supportable.

**Outcome:** Although little staff time was available to actively recruit jail inmates who might be eligible under this objective category, a number of hardship cases were referred by the courts and admitted to the program. Most commonly, these were mothers convicted of welfare fraud who had small children at home but no family or friends who would care for them during her incarceration. By admitting these women to SEC, the taxpayers were saved the cost of court hearings and residential care for these dependent children.

Surveying the jail population and working with the courts to identify appropriate hardship candidates remains an objective to be pursued as staff time and program vacancies occur.

**Objective 4:** Assist in the successful transition of Work Furlough inmates from jail custody status to release.

**Outcome:** During the 12-month pilot program, 133 inmates (primarily work furloughees) were placed on SEC. The average time on electronic monitoring was 42 days and less than 4% of the participants violated the terms of the program (3 technical, 1 new offense).

**Objective 5:** Assess the feasibility of using Supervised Electronic Confinement with other appropriate inmate populations.

**Outcome:** From the outset the judiciary had expressed interest in using SEC with medically disabled inmates. Incarceration can complicate medical problems, increase County medical costs plus the supervision problems they represent for medical and jail staff. An average of 6 medical cases were on SEC each month, usually referred by the court or attorney before the start of jail sentence. Therefore, they were completely diverted from the jail.

A one-time effort was made to survey all "medical" cases at the main jail to determine suitability for SEC release. It was found that either the "medical" classification was in error or the inmate declined SEC because of "free" medical procedures already scheduled. It appears, therefore, that medical cases can best be served if they are identified, screened, and placed on SEC before they enter the jail.

The workload demands of the pilot program did not leave time for any major work on evaluation of other jail populations that might be appropriate for SEC. Besides, the program was kept full with Work Furlough inmates and medical referrals. Other groups do exist that warrant study, such as weekenders, the pre-trial detainees, probation violators, and release/transition of probationers serving sentences in excess of 120 days.

### INMATE PROFILE

The SEC participant is typically a 20 to 40-year-old male with relatively stable residence and employment. The racial distribution is representative of the county population. They are the lower risk jail inmates and pose only low to moderate risk of re-offending. Alcohol abuse is a common personal factor and some have a drug abuse history (see attachment A for detailed profiles).

The most common presenting offense is drunk driving (80%).

### IMPACT ON PARTICIPANTS

According to exit interviews the participants found SEC confining but not disruptive or disturbing to the rest of the household. Because the participant did not want to risk returning to jail they voluntarily complied with program rules. A few admitted minor undetected rules violations such as unauthorized visitors or making unauthorized stops on the way home from work. The significant outcome is that the expected violations of alcohol and drug use did not occur. (See Attachment E for Client Exit Interview Summary.)

### OTHER OUTCOMES

#### **Staffing:**

The significant outcome is that two deputy probation officers had difficulty performing all the tasks required for the seven day-a-week, county-wide operation. Workload projections were underestimated in certain key areas connected with getting people into the program and off again such as:

Orientation, screening, court reports, hookups	8% available time
Processing non-Work Furlough referrals	3% available time
Removals, problem resolution	12% available time
Travel	11% available time
Vacation, sick, holidays, training	16% available time

Only 50% of officer's time remains for actual supervision.

This projection problem was understandable because there were no long-term programs to use as a model. None had more than a few months' experience and none had reached capacity so we were in the position of learning as the program developed. The heavier-than-expected workload on the deputies

resulted in some slots remaining empty, missed contacts, reduced surveillance supervision levels, and mild staff "burnout" from trying to do more than is possible. A program this size (25 slots) really needs 2.5 deputy probation officers for adequate workload coverage. If the program were expanded some "economy of size" would permit tasks to be distributed differently, thereby achieving increased productivity, reduced travel time and cost effectiveness.

#### **Officer Safety:**

Officer safety was a prime consideration. Although the participants were from the lower risk jail population, they did reside in or near high crime areas. This program required home visits during evening and weekend hours when the risk was greatest. Therefore, the deputy probation officers often worked as a team for safety and backup. They also carried hand radios in case assistance was needed.

There were no incidents of assaults on the officers or staff injury. The officers were cautious and avoided situations that might place them at risk.

#### **Violation Rates:**

Based on the best available information at the time the program was designed a violation rate of 20% was projected. The actual violation rate was only 3.6% (4 out of 133 participants). This low violation rate is attributed to:

- Strict criteria for admission to Work Furlough,
- Careful screening for SEC,
- Clear advisement and explanation of program conditions and expectations,
- Firm enforcement by deputy probation officers,
- The unpredictability of the random electronic monitoring phone contacts and deputy probation officer homecalls,
- Voluntary compliance by participants in order to avoid return to jail.

Although the number of non-Work Furlough participants is small, it is clear that those participants did best who spent some portion of their sentence in jail before release on SEC. Those who did not exhibited less motivation to comply with program conditions. Those sentenced directly to SEC by the court tended to test the program and try to manipulate the officers to relax the conditions. A notable exception is the medical cases. They seemed to appreciate the opportunity to serve their sentence in an alternate confinement site which was more conducive to their medical needs and limitations. They generally complied with program rules voluntarily.

#### **Judicial Response:**

The court approval rate increased to about 78% of the requests for participation in SEC. This seems to reflect the individual philosophy of each judge and it is hoped that, as the program proves itself to be an effective confinement alternative, the approval rate will be even higher.

At the same time, the courts are beginning to refer some defendants (and make some direct orders) to the program, indicating that SEC is gaining recognition and acceptance as an alternative for all or part of a jail sentence. Program managers will continue to work with the judges and court personnel to encourage referrals and share program findings as to which kinds of defendants have the most potential for success on SEC. It already appears that SEC has met a need for alternative confinement of the medical cases and selected other difficult sentencing situations.

## EQUIPMENT

### **Performance:**

This program used a "passive" telephonic-based electronic monitoring system by HI-TEK, a division of Digital Products of Florida. The base-station computer randomly calls the participant during his curfew hours-evenings, and weekends. When called, the participant must prove his presence by fitting a wristlet into a box attached to the phone, thereby completing the electronic "handshake". This equipment is low cost, dependable and has a low breakdown rate. During this pilot year the vendor provided a high level of technical and maintenance support and the few problems that arose were resolved quickly. There was no program shut-down because of equipment failure.

### **Costs:**

The equipment for the 25-slot program costs about \$2.30 per day per participant (\$22,000 per year lease). If the program expands, the costs decline to as little as \$1.65 per day. See Attachment F for full budget.

### **Other Equipment:**

Although there is great industrial interest in the home confinement field, there are still less than ten manufacturers of equipment in the country. There are more complicated and technically more sophisticated "active" systems available. They use radio frequency and telephone lines to continuously monitor the participant's presence, departures, and arrivals and report to the base computer. Some even have video, voiceprint, and breathalyzer options. So far the active systems are less dependable, the reports are less reliable, they require more staff or funds for monitoring, and have far less field testing. The cost is 150%-500% higher.

### **Equipment Recommendations:**

At this point, the low violation rate of SEC with the present equipment indicates that the system meets the needs of the program. With the current high "successful" completion rate of participants the additional cost for more sophisticated equipment cannot be justified or recommended.

### **Other Equipment Issues:**

The HI-TEK equipment seems inappropriately dubbed "passive". Staff agree that an unanticipated positive impact of the equipment is the active

participation it requires by the inmate (answering the phone, placing wristlet in box, etc.). The repeated phone calls and ritual of placing wristlet in verifier box is a constant reminder of confinement status and places responsibility for compliance directly on the participant. The so-called "active" radio-frequency equipment requires no such involvement by the participant and confinement status can be forgotten.

Some agencies and private (for profit) monitoring firms have designed electronic monitoring programs that have little or no face-to-face supervision, depending on the equipment to successfully monitor compliance. This will probably change with the realization that violations require in-person verification by a staff member to be successfully prosecuted. Gradually, electronic equipment is being placed in proper perspective as a tool in a confinement/supervision program in which personal supervision is augmented and expanded by the electronic monitoring.

### LEGISLATION

In February 1987 AB 468 (Mojonnier - San Diego) was introduced. This enabling legislation would have made it easier to open electronic monitoring programs and release inmates for all or part of their sentence. Although there was no organized opposition to the bill, the Governor vetoed it in September 1987. It is not known whether similar legislation will be introduced again.

### CONCLUSION

The one-year pilot program of Supervised Electronic Confinement in Orange County has been very successful. It is a safe, cost-effective alternative to jail incarceration for Work Furlough and selected other jail inmates. On December 15, 1987 plans were approved to expand this program from 25 to 75 slots by July 1, 1988.

RECOMMENDATIONS FOR AGENCIES PLANNING OR STARTING AN ELECTRONIC MONITORING PROGRAM

1. Avoid unrealistic expectations of the equipment. Electronic monitoring and the equipment are only part of an effective confinement/supervision program. Quality of staff is just as important.
2. Identify your goals and objectives before designing your program and selecting equipment.
3. Identify the target population early in program design.
  - high risk vs. low risk
  - pre-trial vs. early release/paroleIt is probably wise to begin with lower risk participants.
4. Research existing programs for design ideas, reports on equipment performance, reliability and cost, pitfalls, procedures, forms, etc.
5. Design a simple program and start slowly. It takes time to fill and maintain even a 25 slot program and staff must learn the system, set up procedures, etc.
6. Expect participants to test the equipment, conditions and staff. All the systems have flaws and participants will find them.
7. Choose equipment that best meets the need of your program design. Reliability, accurate reports, maintenance, installation, vendor support and cost are important considerations. Look to existing programs for equipment evaluation.



**JUVENILE ELECTRONIC MONITORING PROGRAM****Background:**

Orange County Juvenile Hall has faced chronic over-crowding for several years. Many corrective measures and programs have been implemented but the problem persists. When electronic monitoring proved successful with an adult confinement/supervision program, using it with juveniles appeared worthy of investigation. This is an informal report of the outcome.

**90-Day Trial:**

With the generous assistance of the equipment company, a 90-day trial program for juveniles began in mid-August 1987. Twenty-five slots were made available to two existing juvenile custody release programs:

Home Supervision Program (HSP) - minors under court detention order but authorized released home under intensive supervision pending court.

Home Confinement Program (HCP) - minors committed to a juvenile facility for up to 90 days, released under intensive supervision with treatment emphasis.

Goal: Test the feasibility of using electronic monitoring on juveniles.

Issue 1: Are minors mature enough to deal with electronic monitoring?

Issue 2: Will the equipment's tamper/damage/loss rate be significantly higher than with adults?

**Program Objectives:**

1. Permit HSP release of minors who would not otherwise be released.
2. Permit HCP release of minors who would not otherwise be released.
3. Provide an alternative to Juvenile Hall admission/re-admission for minors under HSP or HCP, as a consequence for technical violation of release conditions.

**Outcome:**

Electronic monitoring appears to be an effective enhancement to supervised release programs for juveniles. During the 90-day test about 100 minors were released on electronic monitoring for periods of five to 30 days. The test period was short but releases did increase, admissions did decline for technical violations and there was no increase in the expected violation rate. Although six minors absconded from supervision, all left the equipment behind. No equipment was damaged.

It does appear that minors are mature enough to handle electronic monitoring.

Although not included as an issue, confidentiality and "labelling" were program concerns. Because the wristlet is easy to conceal under clothing, this turned out to be a non-issue.

Because electronic monitoring was added to existing programs, the only cost for on-going operation is for the equipment and a clerical position to operate the computer.

Unlike the adult program, juveniles have less control over their household and more care must be taken to screen out uncooperative families who might interfere with the minor's compliance and success. Some supervision time is lost to installing and removing equipment, but is balanced by the increased monitoring of compliance through telephone contacts by the equipment. Electronic monitoring should permit both programs to safely increase the number of minors released from custody.

**Conclusion:**

The 90-day trial of electronic monitoring with juveniles was successful. On December 15, 1987 expansion was approved from 25 to a 40-slot program, attached to the Home Supervision and Home Confinement Programs.

**Projected Budget - 40 Slots**

1 Clerk @ \$1646/mo	\$19,752
Retirement and fixed costs	2,765
Equipment lease	22,000
Telephone (for computer)	1,800
Total	<hr/> \$46,317

Cost per day = \$3.17 per participant

MW:dw  
PD-015

Supervised Electronic Confinement  
Client Profile

A. Average length on SEC Program = 42 days

B. PRESENTING OFFENSE (n=131)

Driving under influence	80.2%
Substance Abuse	3.1%
Crimes against persons	1.5%
Crimes against property	12.2%
Other	3.1%

C. INITIAL RISK CLASSIFICATION

°High	3%
°Medium	63%
°Low	34%

D. DEMOGRAPHICS (n=111)

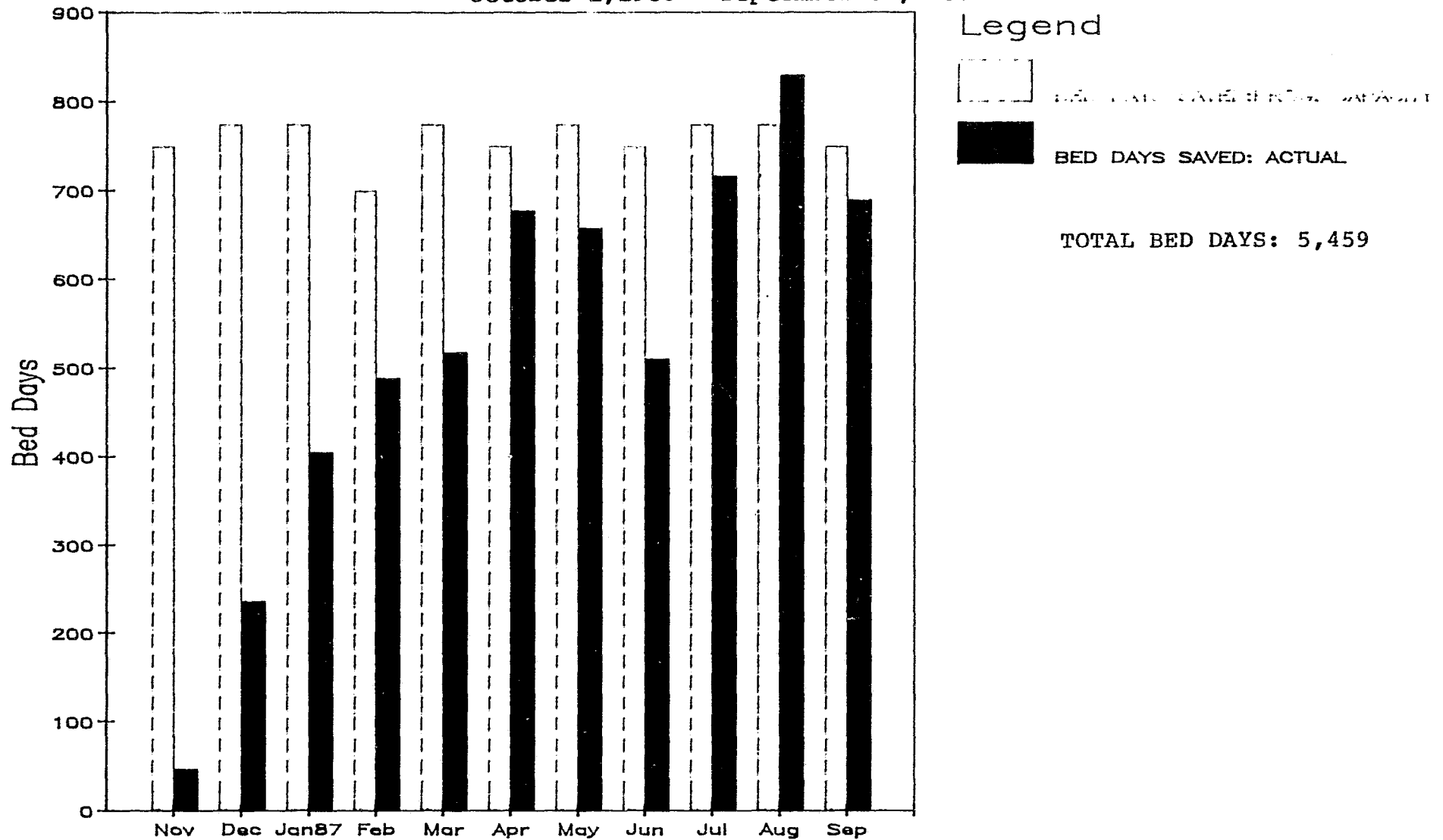
1. Sex		2. Ethnicity			
°Male	90%	°Non-Minority White	74%	°Pac.Is., Oriental	0%
°Female	10%	°Hispanic	21%	and Indo-Chinese	
		°Black	3%	°Other	2%

E. PROFILE RISK VARIABLES\*

3. Level of Conviction		8. Number of prior felony convictions	
°Superior Court	11%	°None	95%
°Municipal Court	89%	°One	5%
		°Two or more	0%
4. Number of address changes last 12 months		9. Age at first conviction	
°None	76%	°24 or older	80%
°One	20%	°20 to 23	17%
°Two or more	4%	°19 or younger	3%
5. Total time employed last 12 months		10. Number of prior probation violations	
°7 months or more/not appl.	92%	°None	39%
°5-7 months	3%	°One or more	61%
°less than 5 months	5%		
6. Alcohol usage problems		11. Attitude	
°No interference with functioning	11%	°Motivated to change	95%
°Occasional abuse	37%	°Lacking in motivation	3%
°Frequent abuse	52%	°Negative	2%
7. Drug usage problems		12. Number of prior periods of probation supervision	
°No interference with functioning	95%	°None	63%
°Occasional abuse	3%	°One or more	37%
°Frequent abuse	2%		

ORANGE COUNTY PROBATION DEPARTMENT  
SUPERVISED ELECTRONIC CONFINEMENT

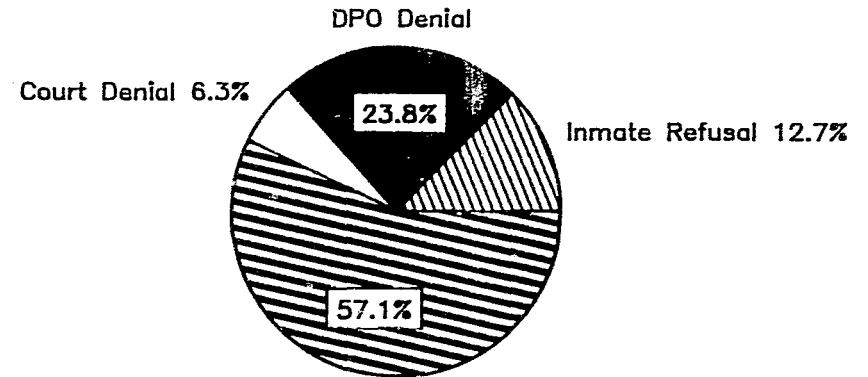
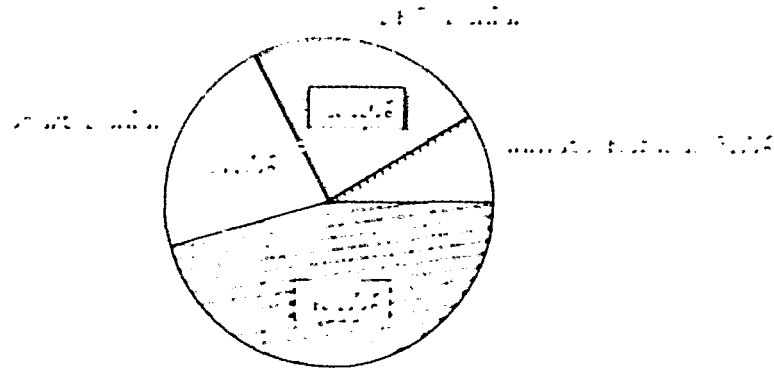
Bed Days Saved  
October 1, 1986 - September 30, 1987



# ORANGE COUNTY PROBATION DEPARTMENT SUPERVISED ELECTRONIC CONFINEMENT

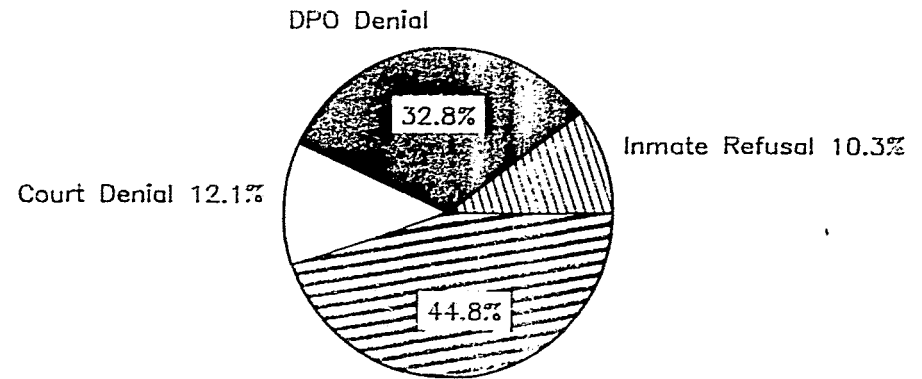
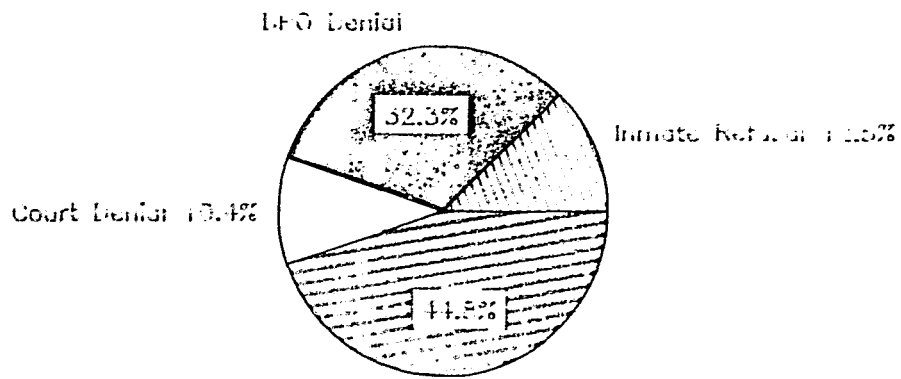
## Client Intake and Disposition

October 1, 1986 - September 30, 1987



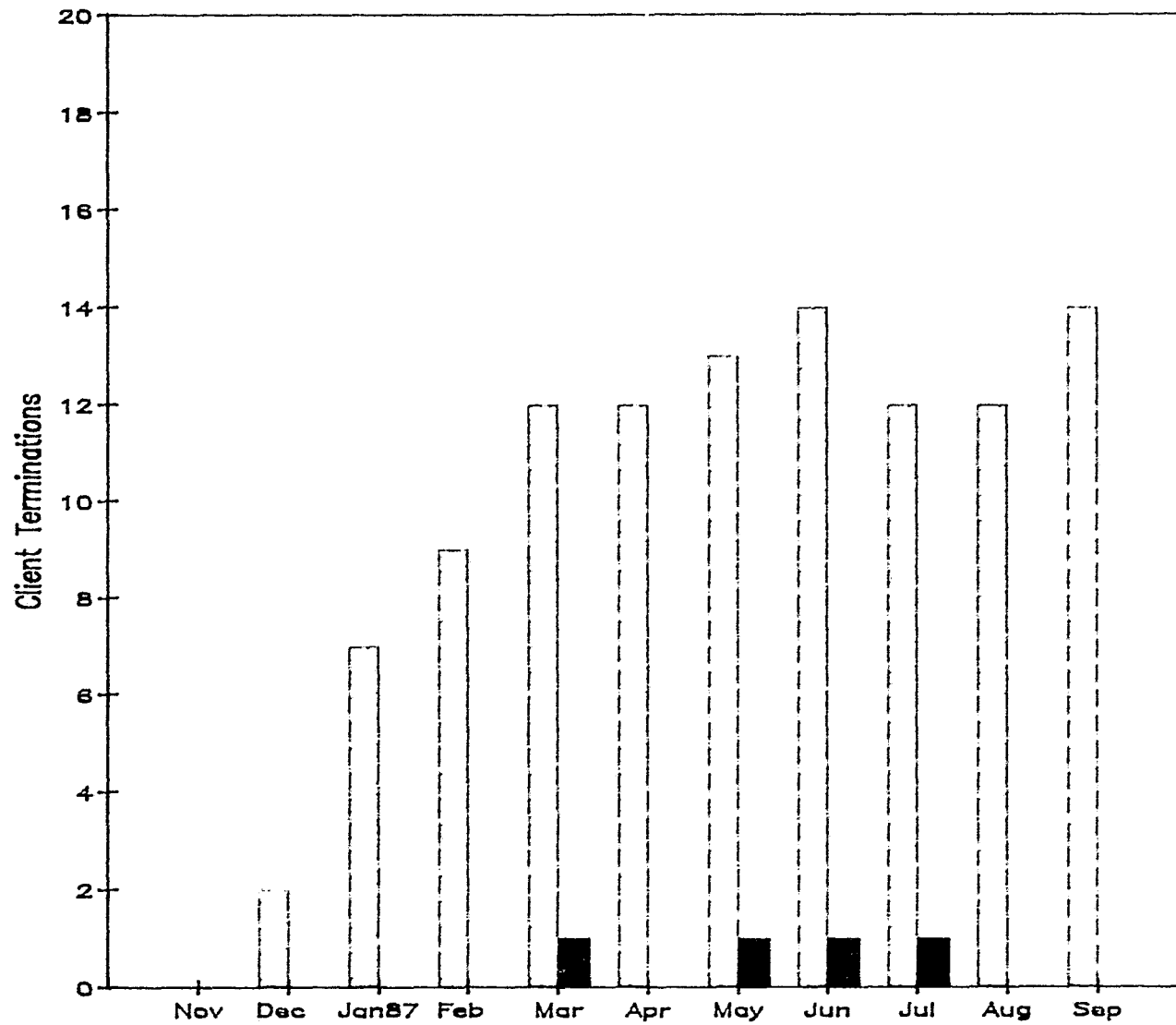
2nd Quarter: Inmates contacted=63

4th Quarter: Inmates contacted=58

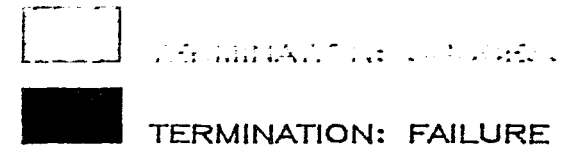


# ORANGE COUNTY PROBATION DEPARTMENT SUPERVISED ELECTRONIC CONFINEMENT

Client Terminations  
October 1, 1986 - September 30, 1987



Legend



12-MONTH FAILURE RATE:

PROJECTED	20%
ACTUAL	4%

6. Do you feel that the frequency of the electronic monitoring calls was:

Not Frequent Enough	8%
Just About Right	87%
Too Frequent	3%
Not Applicable	2%

7. What effect did the electronic monitoring calls have on your normal routine/lifestyle? Were they:

Very Disruptive	2%
Disruptive	7%
Moderately Disruptive	11%
Slightly Disruptive	33%
Not at all Disruptive	47%

8. Do you live with another person or persons (family, roommate, etc.)?

No	3%
Yes	97%
Who?	
Family	92%
Roommate	8%

9. Did the monitoring calls create any problems for you with those with whom you live?

No	82%
Yes	15%
Not Applicable (lives alone)	3%

If yes, what kind of problems did you have? (N=9)

a. Having to limit time on phone	67%
b. Interruption caused by monitoring calls	33%

10. Do you feel that the frequency of contacts you had with your Deputy Probation Officer during the SEC program was:

Not Frequent Enough	2%
Just About Right	94%
Too Frequent	2%
Not Applicable	2%

Comments:

a. Positive about officers	56%
b. Negative about officers	2%
c. None	42%

11. Did the frequency of visits from your Deputy Probation Officer create any problems for you with those with whom you live?

No	94%
Yes	3%
Not Applicable (lives alone)	3%

12. Were you able to violate any of the rules of the program without being caught by the electronic monitoring equipment and/or the DPO? (NOTE: There are no consequences associated with your answer to this question. No one will know how you answered and it will not go on your record.)

No	90%
Yes	10%

If yes, what rules did you violate and how did you do it?

a. Friends came over to visit.	(2 responses)
b. Stop for groceries on way home.	(1 response)
c. Worked overtime and got home late.	(1 response)
d. Helped neighbor carry mattress across street.	(1 response)
e. Stopped for dinner and got to AA meeting late.	(1 response)

13. What was the most difficult part of the SEC program for you?

a. Too confining	42%
b. Interruption caused by monitoring calls	19%
c. Transportation/taking bus	15%
d. Getting on program/paperwork causing delay	10%
e. Financial (program fees)	4%
f. Other	10%

14. What would you like to see changed about the program?

a. Nothing - good/great program	51%
b. Wristband more comfortable/less obvious	16%
c. Expand program	9%
d. Stricter monitoring of clients	7%
e. Time calls differently	6%
f. Be able to be on program longer	3%
g. Other	8%



## Supervised Electronic Confinement

Client Exit Interview

N=61

1. How satisfied are you that when you were first told about SEC you were given enough information about the program so that you could make a reasonable choice to participate?

Satisfied	88%
Slightly Satisfied	5%
Neither Satisfied nor dissatisfied	0%
Slightly Dissatisfied	3%
Dissatisfied	2%
Not Applicable	2%

2. Knowing what you know now, would you still have agreed to participate in the program?

Yes	97%
No	3%

3. Did you find the program better or worse than you expected?

Better	41%
Somewhat Better	18%
As Expected	36%
Somewhat Worse	3%
Worse	2%

In What ways?

- Too much solitude. Client lived alone and worked out of home and couldn't have visitors.

4. Do you think the program is better than being in jail?

Yes	100%
No	0%

Why?

a. Be with family	24%
b. More control over environment	24%
c. Better environment at home	21%
d. Transportation easier	12%
e. Health/medical problems easier to deal with	8%
f. Easier to deal with business (e.g., call from home in evening)	7%
g. More privacy	4%

5. To what extent did you find the wristlet comfortable or uncomfortable to wear?

Comfortable	39%
Somewhat Comfortable	8%
Neither Comfortable nor Uncomfortable	20%
Somewhat Uncomfortable*	21%
Uncomfortable*	11%

\*Why? (N=24)

Physically uncomfortable	63%
Embarrassing	37%

## ATTACHMENT F

## ANNUAL COSTS/BUDGET - 25 SLOT PROGRAM

## Equipment Costs

Lease of System	\$22,000
Telephone (dedicated line for computer/dialer)	1,800
Supplies/Service	3,500
Urinalysis Testing	3,000
Mileage 1,000 mi/mo per DPO @ \$.33 mile	7,920

## Salaries and Benefits

2 DPOs @ \$2879/mo	\$69,096*
Clerk @ \$1646/mo	19,752
Retirement @ 14%	12,438
Fixed costs @ \$275/mo per position	9,900

Revenue: average \$5/day	-45,625
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Net Cost	\$103,781
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Cost per day	\$11
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Jail cost per day = \$18 - \$53 depending on housing location.

\* 2.5 DPOs recommended