

ELECTRONIC HOME DETENTION PRELIMINARY EVALUATION

121917

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121917

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## EXECUTIVE SUMMARY

The purpose of this preliminary evaluation of the King County Electronic Home Detention (EHD) Program is twofold: one, to provide information on the background, implementation and daily administration of the EHD Program during the crucial first few months of operation; and two, to assess the program's performance in providing a viable alternative to incarceration.

The development of electronic monitoring equipment is timely in the face of current crowding in county correctional facilities and local government and citizen concern over public safety and costs. Interest in electronic monitoring in King county came simultaneously in 1987 from the County Executive, King County Council and the King County Department of Adult Detention. The feasibility of having an electronic home detention program in King county was examined, and funding for such a program was included in the Department of Adult Detention's 1988 budget. Although the impetus for the program was partially due to population pressures in the county facility, two premises were adopted: the program should be used only for offenders who would be incarcerated rather than as a means of placing additional restrictions on those who would already be in other alternative sentencing program; and, the program should be a benefit to the citizens of King County regardless of whether the correctional facility was crowded.

The Department of Adult Detention's EHD Program is designed as an adjunct to the Work Education Release (WER) Program. It is intended as a community transition and reintegration program for low risk sentenced offenders. Offenders are allowed to live at home, subject to electronic monitoring, provided they participate in a constructive program of pre-approved daily activities such as work or school and abide by program rules. All are required to abide by a strict curfew schedule to remain at home except for approved absence periods. Offenders are expected to pay a program fee based on a sliding scale.

Participant screening and the overall operation of the EHD Program is run by the Department of Adult Detention. The department has contracted with Pioneer Human Services to conduct the daily administration of the program and its equipment. The program operates out of a "half-way house" facility near the correctional facility. HiTek Community Control, a division of Digital Products in Florida, provides and maintains the monitoring equipment. The equipment selected provides a combination system of continuous signaling and random calling contact. If, during curfew times, a participant strays out of range of the equipment, fails to return from work at a specified time, or is unable to successfully operate a "wristlet" verifier device, the computer indicates this to the EHD staff and appropriate action is taken. Sanctions range from a verbal reprimand to a return to incarceration.

A number of indicators of equipment reliability were examined in this evaluation. The analysis indicated that during implementation, the equipment was operating similarly to other EHD programs in that the random calling equipment was operating satisfactorily with minimal equipment problems, but the radio frequency continuous signaling equipment required much staff time for resolving equipment problems. The merit of the combination system is that each system reinforces the other; at no time was program operation suspended due to a lack of participant supervision. Equipment problems subsided during the implementation phase of the EHD Program as the technology and diagnostics improved.

The first program participant began on August 18, 1988. A total of 31 participants were accepted into the program in 1988. The initial participants tended to be fairly young, male Caucasians with at least a high school diploma. Marital statuses and living situations varied widely. Twenty five (81%) of the participants had been sentenced on misdemeanor offenses.

The average daily population of the program for 1988 was 7.85. This reflects the number of beds which would have been occupied in the work release facility were it not for the EHD Program. This increased during implementation from 3.2 in August to 9.9 in December. As the equipment problems subside and as efforts increase to expand the pool of participants through legislation and dissemination of program information, it is expected that the number of participants will increase in 1989.

Of the 31 people who began in 1988, 24 have been released from the program. Twenty (83%) successfully completed their sentence on electronic home detention, two were returned to Work Release for program violations, 1 decided to remove himself from the program due to loss of transportation to employment, and 1 participant absconded.

Electronic Home Detention was slightly more cost-effective to operate than Work Release in the correctional facility. Based on total operating costs of each program, the EHD per diem rate per participant was \$32.36. The rate for work release participants was \$34.82. The rates were offset by revenues from participant fees and were \$20.86 and \$25.26/participant per day, respectively. The cost-effectiveness of EHD is expected to increase in 1989 as more offenders participate in the program and as initial implementation costs diminish.

This report recommends that the 1989 evaluation continue to monitor equipment performance, assess screening of participants, and study the impacts of the EHD program on participants and on the King County Correctional Facility. The expansion of the pool of eligible participants is encouraged, particularly if participants can be drawn from the crowded main facility rather than the less crowded Work Release facility.

## PURPOSE OF THE EVALUATION

This preliminary evaluation of the King County Electronic Home Detention program has several goals. One important goal of this preliminary evaluation is to provide information on the implementation of the program and to impart a general sense of the day to day administration and operation of the program. The use of electronic monitoring in the criminal justice system will be briefly discussed in order to provide a context within which to discuss the Electronic Home Detention program. The history of the program in King County, from its inception to its implementation, will then be traced. Since electronic monitoring is a relatively new technology, the equipment used in the program will be described. Finally, an analysis will be made in terms of several objectives of the program to assess the program's performance in providing a viable alternative to incarceration. Much of the information used in this report will necessarily be qualitative and descriptive in nature. However, information was also collected on the first 31 participants in the program, some of whom are still currently participating. This information will not only provide a current analysis of the program but will serve as a baseline and as an indicator of areas which need further examination in the final evaluation report.

## INTRODUCTION

The handling of offenders in the criminal justice system has always been of public concern. A number of factors, both within and outside the criminal justice system, have created a situation in which alternatives for incarceration have been sought. The current issue of crowding in jail facilities has been tempered by concern on the part of the correctional community and citizens alike over the costs of building new facilities, as well as over maintaining public safety by adequately supervising offenders. These issues have led to an interest in seeking alternatives to incarceration which will serve the needs both of the public and the criminal justice system. A timely development has been the development of electronic surveillance technology which allows supervision of offenders in a home setting. The use of electronic home detention in the field of corrections has thus emerged as one of the most discussed and considered sentencing alternatives of the 1980s.

While the concept of electronic monitoring has been discussed since the sixties and the patent for the monitoring device was issued in 1969, it was not until the 1980s that the concept of applying electronic surveillance to the correctional field evoked substantial interest and evaluation among state and local governments. In the short time since the first program began in 1984, many jurisdictions have considered electronic home detention programs. A 1989 National Institute of Justice survey indicates that in 1988 33 states had implemented electronic home detention to supervise nearly 2,300 offenders. The technology is constantly improving and changing as a result of ongoing research and development. There is every indication that the number of these programs will greatly increase during the next decade as technology and implementation continue to improve.

While the use of electronic home detention as an alternative to sentencing has obvious potential as an inmate population reduction tool, the use of such programs has other positive aspects, such as allowing participants to maintain their family ties and other positive support systems, to continue to support themselves and their family, and to reduce contacts with those who may have a negative influence on them. At the same time, the participants are punished by the restriction in their freedom of movement which derives from the knowledge that violation of the detention rules will result in incarceration.



## ELECTRONIC HOME DETENTION IN KING COUNTY

Interest in the electronic monitoring of offenders in King County came simultaneously from several different sources. Beginning in early 1987, the County Executive, King County Council and the King County Department of Adult Detention investigated the feasibility of implementing an electronic home detention (EHD) program as an alternative to confinement in the county correctional facility. Information was gathered concerning the use of electronic monitoring and several programs were studied in detail, including site visits to many other programs. A program proposal was developed and funding was granted in the Department of Adult Detention's 1988 budget.

The initial budget was for a pilot program of up to 35 to 50 offenders. Although the impetus for the program was partially due to population pressures in the county facility, two policies were recommended: the program should be used only for offenders who would be incarcerated rather than as a means of placing additional restrictions on those who would already be in other alternative sentencing programs, and; the program should be a benefit to the citizens of King County regardless of whether the correctional facility was crowded.

The Department of Adult Detention proceeded with program planning. A Project Coordinator was designated, and an EHD program implementation plan was outlined. The implementation work plan included a variety of issues which required handling prior to actual program implementation. These issues are discussed in the following pages.

### Legal Issues

Once funding for the program was allocated, several legal issues were examined by the County Prosecutor's Office. The use of electronic devices to monitor an offender's whereabouts raised concerns over the constitutional right to privacy. A staff report concluded that the use of monitoring equipment did not involve eavesdropping on the offender's conversations and was certainly less intrusive to privacy than incarceration. Moreover, the decision to participate in the program is a voluntary one.

The fact that payments would be made by the offender to participate in the program was of concern because of the possibility that inability to pay would exclude an offender from participating and thus violate equal protection standards. Therefore, it was recommended that fees be assessed on a sliding scale and that no one be disqualified because of a lack of ability to pay for the program.

While the inclusion of misdemeanor offenders into the program presented no legal problem, one issue which required immediate action was the possible inclusion of felons into the program. The State of Washington passed the Sentencing Reform Act of 1981 which provided presumptive sentencing ranges for total confinement sentences for felony offenses. A state legislative proposal was developed, with assistance from the King County Prosecutor's

Office, to amend the Sentencing Reform Act to permit certain categories of nonviolent felons to participate in EHD. Although the final form of the bill was more restrictive than originally proposed by King County, it did allow the inclusion of some felons into the EHD Program.

#### Target Population

Early in the process of planning for the EHD program, the issue of defining potential participants was addressed. It was decided that the participant pool should come from within those who, were it not for the EHD Program, would be incarcerated. The EHD Program would thus result in an actual reduction in jail population rather than become a means of "widening the net" to include offenders who would not previously have been incarcerated. Additionally, it was decided that the program would target those who would benefit most from maintaining family and employment ties. Selection criteria were developed to meet these prerequisites (see attached lists). In general the selection included such criteria as: a stable residence, a telephone line with no phone restrictions, a willingness to participate in EHD and its rules and regulations, employment or school/training for a minimum of 20 hours per week, no open charges or history of escapes, and not considered violent or at risk to the community.

#### Judicial Acceptance

The implementation of EHD necessitated the use of this sentencing alternative by judges. Efforts were made to inform the courts, prosecutors and other affected judicial parties of the program and to seek their input in the planning process. The Program Coordinator and others met with both the municipal, district, and superior court judges to present the EHD Program and to seek their support and use of this incarceration alternative.

#### Acquisition of EHD Equipment

Program staff were faced with an array of equipment options. An NIJ survey describes at least 10 manufacturers known to be making electronic surveillance equipment. The available equipment for electronic monitoring varies widely in the amount of control provided over offender activities. It also varies widely in cost, accuracy, and reliability.

Two basic types of electronic monitoring equipment devices have traditionally been used in programs. The first, "continuously signalling" devices, constantly monitor the presence of an offender at a specified location. The equipment consists of a transmitter, a home monitor and receiver unit, and a central office computer. A transmitter attached to the offender broadcasts a signal to the receiver located in the offender's home. The receiver is connected by the telephone to the central office computer. When the offender is within range of the home monitor/receiver, the system indicates that the offender is at home. When the offender goes out of range of the receiver/monitor, the signal from the transmitter is not received and the system is notified of the absence. If the offender leaves home during an unauthorized time, the times of arrival and departure are noted.

The second type of electronic monitoring equipment "programmed contact" devices, contact the offender periodically to verify his or her presence. All these devices use computers that are programmed to contact the offender during the monitored hours, by telephone, either randomly or at specifically selected times during the pre-arranged curfews. Systems use a variety of ways to determine whether the offender is at the location, including voice verification, and a "wristlet" device which, when inserted into a verifier box connected to the telephone, verifies that the wearer of the device is at home.

In the Spring of 1988, the Department of Adult Detention issued a Request for Proposal for technical and computer equipment and related services. A review by staff of the various systems of electronic monitoring equipment available had concluded that continuous signaling equipment was preferable in terms of ability to supervise offenders, but that it had a history of equipment reliability problems. The programmed contact devices, while more reliable in terms of equipment operation, were more limited in ability to maintain constant supervision. The department thus favored using either both types of equipment or equipment which combined features of both systems.

On May 27, 1988, the contract was awarded to Pioneer Human Services of Seattle, which would administer the daily activities of the program, while the equipment and its maintenance would be supplied by HiTek Community Control, a division of Digital Products in Florida. The equipment selected is a combination of the continuous signalling and programmed contact systems, as desired by the department. (This equipment and its operation will be described in further detail in subsequent program description.) The bid was accepted after a "trial" equipment test in which eleven volunteers consisting of departmental staff, county council staff and one council member, wore and tested the equipment's capabilities over a 3 week period in which they kept track of their movements in a log. The demonstration led to the acceptance of the bid and also allowed the staff to become familiar with the equipment.

Once the equipment had been selected, the day to day administrative and operational tasks outlined and delegated, and the way paved for acceptance of the program by legislators and judicial administrators, the program was ready to accept participants. The following pages will describe the Electronic Home Detention Program (EHD).

## PROGRAM DESCRIPTION

### General

The Department of Adult Detention's EHD Program is designed as an adjunct to the work release program. It is intended as a community transition and reintegration program for low risk sentenced offenders. Selected offenders may spend a part or all of their sentence on EHD. Offenders are allowed to live at home, subject to electronic monitoring, provided they participate in a constructive program of pre-approved daily activities and abide by program rules. For most offenders, this means they must be employed or attend school. Some may attend treatment programs and counseling sessions. All are required to abide by a strict curfew schedule to remain at home except for approved absence periods. Offenders are expected to pay a program fee based on a sliding scale. The program officially began August 19, 1988, with the entry of the first participant.

### Administrative Structure

The EHD Program has several components to its staff structure and administration of tasks. The overall operation of EHD Program is run by the Department of Adult Detention. Staffing of the program began with the designation of the Program Coordinator. This person coordinates and monitors EHD operations, serves as a liaison in disseminating information about the EHD Program, and searches for eligible participants for the program. The office of the EHD Program coordinator is located in the Work Release area of the Department of Adult Detention correctional facility. The Department of Adult Detention has also designated a staff person who will assist in contract monitoring, as well as conduct an evaluation of EHD. The contracting agency, Pioneer Human Services, chose one of their operations, a "half-way house" facility, to house their component of the EHD program. This facility is approximately 3 blocks from the King County Correctional Facility. Pioneer hired a full-time field agent to do the daily tasks associated with monitoring participants and equipment such as installing and testing equipment, investigating violation reports generated by the equipment, ensuring that offenders are participating in their specified programs, performing drug and alcohol testing, collecting fees, maintaining offender files, and checking equipment malfunctions. Additional support services and 24 hour back-up are also provided at this location by Pioneer staff.

HiTek staff provide those services which are directly related to the monitoring equipment. These services include supplying, servicing, and replacing electronic computer equipment, and general trouble-shooting of equipment problems.

### Program Participants

The first program participant began on August 18, 1988. This participant, a 21 year old white male without a high school diploma who worked as unskilled

labor and who had committed a misdemeanor offense, was representative of the people who would be subsequently enrolled in electronic home detention during 1988. Thirty one participants were finally accepted into the program during 1988.

Appendix A describes these 31 participants in detail. In general, this initial participant population was male (94%), Caucasian (96%), and between the ages of 20-29 (65%). Marital statuses and living situations varied widely; almost half (48%) were single. There was also a wide range in educational backgrounds, although 74% had at least a high school diploma. Almost half (48%) were viewed as having some alcohol problems. The majority of participants (55%) had skilled labor jobs, 32% were unskilled labor, 1 participant was a professional and 2 were unemployed. Incomes ranged from no income to \$15.00 or more per hour.

The majority of participants transferred directly from the Work Release facility (19; 61%). One client was booked from custody and 11 reported from the community.

All of the participants entered the program with a sentenced rather than unsentenced charge. Twenty five (81%) of them were serving sentences for misdemeanor violations. The remainder were felons. Only five participants had received no previous misdemeanor convictions. A larger proportion of participants had no previous felony convictions (26 or 84%). No one had 3 or more previous felony convictions. The average sentence length for the participants was 144 days. Sentence lengths ranged from 10 to 365 days.

#### EHD Equipment

The electronic monitoring equipment provided by HiTek is a combination of the continuous signaling and random calling systems. The equipment consists of the following basic components:

- (1) A "wristlet" or "anklet" device which straps onto the participant and serves as both a transmitter and a coding device. This battery operated device is programmed to emit signals indicating the offender's proximity to (within 150-200 feet) the receiver dialer. It also serves to verify that the wearer is within range when inserted into the verifier.
- (2) A "verifier" into which the wristlet/anklet is inserted and accepted or rejected. It is plugged into the "receiver".
- (3) The "receiver" is part of the system which relays information from the transmitter to the central computer via the offender's phone line. It is plugged into the telephone line at the offender's home.
- (4) The central computer is located at the Pioneer program facility. The computer stores relevant offender data as well as the curfew schedule, which specifies the times when each offender

must be within the 150-200 foot transmission range. The computer produces hard copy documentation of any transmission range entry or exit. The document will note whether the participant "left home" or "returned home". The equipment prints out other system statuses detailing the results of each phone call which the computer makes to the offender (for example, "busy", "no answer" or "successful" completion of a phone call).

(5) Telsol Dialer. On instruction from the central computer, this machine, also located at the Pioneer Services facility, places calls to an offender's home. Upon establishing contact with the offender, a pre-recorded message identifies the caller as the EHD Program and instructs the offender to verify his or her presence by stating name and time, and by inserting the wristlet/anklet into the verifier. The voice identification is recorded and can be reviewed by the field worker at his/her convenience.

(6) Printer. The hard copy computer documentation can be printed at the Pioneer office and also printed daily at the Program Coordinator's office in the county Work Release facility.

The combination system provides an advantage over either the continuous signaling (RF) or "random calling" monitoring equipment in that the combination allows one system to back up another. The central computer system "knows" the participants' work schedules and curfew periods. Participants are supervised continuously by the radio frequency (RF) equipment which notes when the participant left and returned from the equipment range. In addition, 2-4 random RF checks are made on each participant each day. The computer also generates telephone calls randomly during curfew periods to the participant whose presence needs to then be verified by insertion of his/her wristlet.

#### A Participant's View of EHD

In order to give the reader a better picture of what EHD is like, an "ideal" processing of an EHD participant is depicted below.

"Joe" has been selected as a possible EHD candidate by the EHD program coordinator. Joe fits the initial screening criteria and is interviewed by the Program Coordinator to assess whether there are any factors which would exclude him from participating. The Program Coordinator completes an intake/application form after he has ascertained that Joe fits all criteria. The Program Coordinator meets with Joe to discuss the program, its rules and regulations, and to obtain Joe's consent for participation. A curfew schedule is set up depending on Joe's work schedule and therapy sessions; it will be updated as needed and entered into the computer.

Once Joe is enrolled in EHD, he must meet with the Field Agent at the Pioneer Services facility. Joe is assigned electronic monitoring equipment, and the programs's rules and regulations are explained again. At least once a week Joe will return to this office to have his equipment checked. Other

events will also occur during that week; he will pay his program fee, he may get a urinalysis test, and his employer will be called to verify his work schedule. After this initial office visit, the field agent will accompany Joe to his home to attach the wristlet/anklet and to set up the operating system. The monitoring system will be checked to make sure it is working correctly. From now on, it is up to Joe. He must leave his home only during scheduled times to go directly to work or therapy. He must answer the phone call from the computer promptly and insert his wristlet into the verifier correctly.

Should he fail to do any of these tasks or should he violate any of the other rules which he has consented to abide by, he may be subject to sanctions ranging from a verbal reprimand to incarceration. Should he successfully complete the program, Joe will return his equipment to the field agent, pay his final fee, and complete an "exit" survey.

## IMPLEMENTATION PROBLEMS AND RECOMMENDATIONS

The preceding paragraphs have described an ideal situation in which an EHD participant progressed smoothly from selection into the program to successful completion of the program. In practice, as is the case with most program implementations, the EHD Program encountered some complications and problems.

### Equipment Problems

It is well-documented that many electronic monitoring programs have had equipment problems particularly when radio frequency, or continuous signaling equipment is used. King County was one of the first jurisdictions to use the newest version of the HiTek combination monitoring equipment. Although this equipment had operated fairly well during the pre-test demonstration, some unanticipated problems occurred when this equipment was set up out in the field for program operation.

The performance of the equipment thus became the focus of much of the staff time during the first few months of EHD operation. Many hours were spent trouble-shooting by the field agent and the Assistant Director of the State Work Release Facility where the EHD program was housed. During this implementation period, HiTek provided frequent technical assistance and maintenance support and all problems were resolved quickly. At no time was it necessary to suspend program operation because of equipment failure.

The extra effort by staff in identifying and diagnosing equipment problems paid off in improved, more reliable versions of the monitoring equipment and its operation. This section will describe some the equipment problems encountered and discuss the way in which these situations were handled. Describing equipment problems and sharing solutions will enhance knowledge of electronic monitoring and will aid other programs in implementing similar programs.

### General Equipment Performance

To gain an overall understanding of the monitoring system, the summary status report was examined. This report is printed out by the computer on a daily basis and contains a summary of the computer transactions during that day. This report was used to assess the general functioning of the system and was used as the basis for a "log" kept by the field agent. In the 135 days of program operation, the equipment monitored a total of 31 participants, for a total of 1060 "participant" days. During this period there were a total of 10,003 computer transactions, which needed to be examined, and in some cases acted upon, by EHD staff (all possible status messages are attached).



## Random Calling (Telsol) Equipment

The sheer volume of statuses necessitated that only a few statuses be identified for evaluation purposes as "indicators" of general equipment operation. For the random calling aspect of the monitoring, the call dispositions "successful," "hang up," "no answer," and "busy" were selected as indicators. The computer receives one of these 4 messages after it has scanned the daily schedules for each offender and placed random calls during those times the schedule indicated as appropriate. A "successful" phone call refers to one in which the participant successfully completed a "handshake" by inserting his/her wristlet into the verifier. It should be emphasized that the other 3 statuses are not necessarily "unsuccessful" dispositions. For example, a participant may have not answered the phone if he/she was in the shower at the time of the call, or he/she or another family member may have already been on the phone at the time of the computer placed call. If such a status was received by the computer, the computer was programmed to place the call again every 10 minutes; after three attempts the computer would "beep" EHD staff. Many "busy", "no answer," and "hang up" dispositions were created by equipment problems which artificially created these messages. However, in general, the higher the proportion of "successful" dispositions, the higher the degree of proper equipment functioning.

Table 1 summarizes selected telephone call statuses received in 1988. Of the 10,003 statuses received in 1988, almost half, or 4,678 were Telsol random contact related. Three fourths of these were "successful." The other statuses, in descending order of frequency were "busy" (13%), "no answer" (10%) and "hang-up" (2%). Considering that many of these latter three statuses could also be considered "successful" in that the equipment was operating as programmed, the Telesol equipment was, in general, deemed as operating well. This was supported by the assertion of the EHD staff that the random calling equipment was operational 90% of the time.

TABLE ONE  
SELECTED CALL DISPOSITIONS FOR TELSOL MONITORING

TYPE OF DISPOSITION	TOTAL	% of TOTAL DISPOSITIONS
Successful	3,523	75%
Busy	586	13%
No Answer	471	10%
Hang Up	<u>98</u>	<u>2%</u>
	4,678	100%

Another important indicator of equipment reliability consisted of determining whether the computer placed the correct number of telephone calls to participants during scheduled calling periods. Each participant was assigned a range of random calls which were to be made in 4 scheduled curfew periods. Some periods received "0" phone calls because the offender was given some sleep time or because the participant was at work. During other periods when the participant was to remain at home, the computer was programmed to make from 1 - 4 phone calls during a specified time period.

Five weeks were selected for analysis from the beginning of the program through the end of October. It was felt that early evaluation of this aspect of equipment reliability was important; once staff were satisfied that the calls were being generated correctly, this evaluative effort was suspended due to its time-consuming nature. Data were examined for each participant who was enrolled in EHD at any time during the 5 weeks selected for analysis. Table 2 indicates the number of curfew periods which were called correctly. The bulk of phone calling occurred during time periods 2 and 3; time periods 1 and 4 were usually reserved for participant sleep and work. Out of a total of 342 time periods, 42 (12%) were handled incorrectly by the computer. Eight of the 42 periods were incorrect due to too many phone calls being made during the period; the remaining 34 time periods were incorrect because the computer failed to generate a call during the specified curfew. Staff were able to attribute the failure of the computer to make random phone calls as specified to a number of factors. For example, problems with the radio frequency equipment would "tie up" the central computer to such an extent that the normal routine calls could not be made during the specified time period. At times it was necessary to disengage the computer to reprogram, and if this occurred during a scheduled curfew period, the phone call could not occur.

TABLE TWO  
TELSOL CALLS IN CURFEW PERIODS

<u>Time Period</u>	<u># With Calls Correct</u>	<u># With Calls Not Placed</u>	<u># Too Many Calls</u>
One	1	1	1
Two	135	18	3
Three	147	13	4
Four	<u>17</u>	<u>2</u>	<u>1</u>
Sub Total	300	34	8
Total Curfew Periods	342		

### Continuous Signaling (RF) Equipment

The initial implementation period of EHD was frequently marked by malfunctioning radio frequency (RF) equipment. EHD staff estimated that this equipment was operating in the first few weeks at a 50% level. However, with staff perseverance and technical assistance by HiTek, each problem was overcome until the program monitoring equipment began operating reliably. One of the most striking examples of improved reliability is the number of equipment replacements which need to be made each month. The first few weeks of operation saw as many as 50% being replaced or repaired each month. During 1988 the entire computer unit had to be replaced twice because of general computer failure. For both times this was accomplished within 48 hours per contract specification. Manual telephone calling was implemented as a back-up system. A number of indicators of equipment operation are available on the daily summary status computer reports. Three of these, spurious transmitter, phone disconnected, and wristlet tamper, are selected here as indicators of equipment reliability.

Out of the total number of equipment messages relayed by the computer (10,003), 614 were "phone disconnects", 173 were "spurious transmitter," and 13 were "wristlet tampers." While the proportion of these statuses may seem small compared to the total number of messages, these statuses were all ones which required time for investigation by EHD staff. It is interesting to examine the status summaries on a weekly basis. Dividing the statuses into those received during the first 10 weeks of program operation and last 10 weeks of program operation gives the result that during the last 10 weeks there were only 4 "phone disconnects," 42 "spurious transmission" messages, and zero "wristlet tampers." With one or two exceptions, these messages were traced to equipment problems. These data indicate the extent to which RF equipment has improved. In fact, it underestimates the degree of improvement because more units were in operation during the latter part of 1988.

TABLE THREE  
SELECTED INDICATORS OF RF EQUIPMENT OPERATION

	<u>Weeks 1-10 of Program</u>	<u>Week 11-20 of Program</u>	<u>Total</u>
Phone Disconnected	610	4	614
Spurious Transmission	131	42	173
Wristlet Tamper	<u>13</u>	<u>0</u>	<u>13</u>
	754	46	800

As with the Telsol equipment, data were gathered for participants enrolled in EHD during 5 separate weeks between August 19 and October 31, 1988. The computer had been programmed to randomly check each participant from 1 - 4 times daily to verify whether the participant was within range of the receiver. The average number of times each participant was randomly checked was 2.92 times per day. The computer would relay the message "Client Home" or "Client Not Home." Of the 212 "Client Home" messages received, it was determined that 211 were correct. Of the 167 "Client Not Home" messages received, 64 (38%) were judged to be in error because EHD staff had other means of determining that in fact these clients were on the premises.

TABLE FOUR  
RANDOM RADIO FREQUENCY CHECKS

	<u>Client Home</u>	<u>Client Not Home</u>	
# Accurate Reports	211	103	
# False Reports	<u>1</u>	<u>64</u>	
TOTAL	212	167	379

Two additional equipment message statuses were examined to determine whether the equipment was correctly monitoring participants. Two messages were available which were intended to indicate whether the participant was obeying the curfew schedule. These messages were "Client Left Early" and "Client Home Late". Data on these messages was collected during the 5 weeks of data collection used in other analyses. Those departures from the curfew of 5 minutes or more were analyzed, and it was determined whether these departures/arrivals were true violations or whether they were "false alarms." Table Five summarizes these findings.

TABLE FIVE  
SUMMARY OF CURFEW VIOLATIONS OF MORE THAN 5 MINUTES

	<u>Client Left Early</u>	<u>Client Home Late</u>	
# Accurate Reports	16	19	
# False Reports	<u>33</u>	<u>33</u>	
TOTAL	49	52	101

During the 5 weeks of data which were analyzed, 49 messages were received that the client had left 5 minutes or more earlier than the curfew schedule allowed. Sixteen of these messages were determined by staff to be accurate reports; however, 8 of these departures had been previously okayed by staff due to curfew changes. Fifty two messages indicated that a client was at least 5 minutes late after a curfew. Nineteen messages were accurate reports; of these 9 were due to prearranged curfew changes. In fact 3 of these occurred when the client had been in the office of the field agent. Ten messages were true violations. A message that the client was in violation of curfew resulted in a verbal warning or, in one case, suspension from the program. A total of 66 "false" messages were relayed. These were determined to be "false" in that staff determined through telephone calls and through the continuous signaling messages that in fact the clients were at their homes.

### Violations

The abundance of information of equipment reliability should not overshadow the fact that EHD staff were able to detect violations of program rules. A total of 4 participants were removed from the program due to rule violation and returned to work release or the main facility. Two of these were reinstated. Rule violation was handled on a case by case basis. Any violation of curfew, whether it was less or more than 5 minutes, was initially handled by a verbal reminder or reprimand by EHD staff. Two of these were reinstated. Persistent curfew violation resulted in program suspension for one participant. Another participant was temporarily taken off the program and returned to the main facility because she had failed to pay her telephone bill and her phone consequently had been disconnected. A fourth participant was removed from the program for tampering with the monitoring equipment.

Sixty eight urinalysis samples were taken. Six of these tested positive for marijuana, but the participants were either released from the program before a re-test or a re-test was taken and was negative. Two samples were positive for cocaine. One participant was taken off the program because of this drug violation; the other participant was only positive the first day of entry due to prior use; subsequent tests were negative.

One participant was able to abscond from the program during the implementation phase. The escape occurred during the night when the participant should have been at work. However, EHD staff also failed to notice radio frequency messages which signaled that the client was returning and departing at nonscheduled times. In part, this was due to a malfunction in the "beeper" which rendered it inoperable. Two policies were implemented immediately to prevent this situation from occurring again. Additional staff were trained in use of the electric monitoring equipment in order that 24 hour on-site coverage would be maintained. The "beeper" malfunction was corrected and staff learned how to diagnose potential equipment problems.

## Equipment - Conclusions and Recommendations

In general, the analysis indicated that the random calling equipment was operating satisfactorily with minimal equipment problems. The radio frequency continuous signaling equipment, on the other hand, required much staff time for trouble shooting and technical assistance. These equipment findings are consistent with almost every other program documented in the electronic supervision literature.

The equipment problems have subsided as technology and diagnostics have improved. Moreover, the merit of the combination program is that each system reinforces the other. It is predicted that the equipment will continue to operate reliably, and preliminary analysis of 1989 data indicates that this is the case.

## EVALUATION OBJECTIVES

The first evaluation goal, to provide information about the administration and daily operation of the EHD Program, has been handled in the preceding pages. This section of the report will address the evaluation's second goal, that of assessing the program's performance in providing a viable and cost-effective alternative to incarceration. To determine program impact, a number of objectives have been outlined for this implementation phase of the EHD program. An analysis will be made regarding whether these objectives have been met, and new objectives will be formulated on which the final evaluation report will be made.

### Goals/Objectives of EHD

Broad program goals have been developed. Within each goal, there are one or more objectives. By examining these objectives in concrete measures, it can be determined how the program is succeeding. The goals and objectives can be divided into those which measure the technical aspects of EHD and those which measure programmatic impacts. The analysis of the technical aspects of the EHD equipment itself is necessary because before assessing the program's impacts, the evaluation must necessarily determine that the EHD equipment and procedures are operating as designed. The analysis of these objectives is primarily based upon information discussed earlier in this report. This is only a preliminary evaluation of the 1988 implementation period. Recommendations are made for 1989, and new objectives are established.

#### GOAL ONE

To implement an electronic monitoring system utilizing a combination of continuous signaling (Radio Frequency) and random calling (Telsol) equipment to verify that participants remain at home during specified time periods and to report authorized and unauthorized absences/late returns, equipment malfunctions or tampering for further investigations.

Objective 1. To determine whether the EHD system equipment successfully provided a combination of continuous signaling and random calling which verified that participants remained at home during specified time periods.

Objective 2. To determine whether proper staff backup and verification procedures were implemented.

#### Analysis

The random calling (Telsol) equipment was more reliable than the continuous signaling (RF) equipment. This is consistent with reports of other electronic monitoring programs. The strength of the combination system is that each can be used separately or together. When one system is not operating correctly, information is still available on participant location.

The success of the random calling equipment was determined by examining the computer generated summary of transactions. Of the 10,003 statuses received in 1988, almost half (4,678) were Telsol related. Selected indicators of equipment operation indicate that the equipment was working correctly about 90% of the time. Data were also collected for selected weeks during the implementation to determine whether the equipment was correctly telephoning clients during the scheduled curfews. Of the 342 curfew periods examined, 34 time periods (10%) were incorrect. This 90% successful performance rate was supported by staff estimates of the Telsol equipment operation.

The continuous signaling (RF) equipment proved to be less reliable and also more difficult to evaluate. This equipment also required extensive staff involvement. The extra effort by staff and HiTek technical suppliers in diagnosing problems, trouble-shooting and testing equipment paid off in improved versions of the RF equipment.

The data indicate that the RF equipment improved over the course of the implementation. Of the 10,003 messages generated in the daily computer summaries, 800 were selected as indicators of RF equipment problems. When these indicators were divided into the first ten weeks versus the last ten weeks of program operation, it was seen that only 6% of the problems occurred in the second half of the implementation. Data collected during 5 selected weeks of the implementation indicated that the proximity of the participant to the RF equipment was randomly checked 2.92 times per day, well within the 1 -4 times per day specified in the contract. The equipment was virtually 100% accurate in reporting that a client was home. However, there were a high number of false reports (38%) that the client was "not home" when in fact it could be determined by other means that the client was home.

A similar situation of "false" reporting existed when curfew violations were examined during the 5 selected weeks of operation. Out of 49 messages received that the client had left early, 33, (67%) were false. Of the 52 messages received that the client had left home, 33 (63%) were false.

The RF equipment could not always be counted on, then, to reliably report that a participant was home. This created a situation in which much staff time was unnecessarily used in verifying false reports that a client was not home. Although equipment reliability has improved during the implementation, the analysis of equipment "success" should continue, particularly concerning the radio frequency equipment.

#### 1989 Equipment Evaluation Objectives

- To have the random calling equipment operate on a 90% success level.
- To have the continuous signaling equipment operating on a 90% success level.
- To determine with 90% accuracy that participants remain at home during curfews.



Objective 2. To determine whether proper staff backup and verification procedures were implemented.

#### Analysis of Computer Violation Procedures.

Computer messages of call and location status for each participant were printed daily and reviewed by EHD staff. Curfew violations or improper use of equipment were to receive staff attention. A "beeper" would signal violations. Staff would then make a judgment whether this was due to equipment failure or participant violation.

Despite the "overabundance" of computer violation messages, EHD staff were able to identify actual program violations. Most curfew violations resulted in informal verbal reprimands. Four participants were sent back to Work Release or to the main facility due to more serious violations.

The one escape violation was not reported for 33 hours. In part this was because the violation occurred during the night when the participant should have been at his night shift job. However, there would have been a faster discovery of the escape if the beeper had been working properly and if night staff had had more thorough training. Both of these situations have been rectified.

#### Analysis of Other Programmatic Procedures.

Program participants were required to visit the EHD offices once a week for a check of their equipment and schedules and discussion of their week's activities. During implementation, most participants had contact with the field agent more than once a week due to equipment problems or other concerns.

Staff were able to maintain a frequent urinalysis sample. Participants were tested randomly. Each participant was tested at least once. Sixty-eight samples were taken; only 1 necessitated in a return to incarceration.

It does not appear that staff were consistently contacting participants' employers on a regular weekly basis. However, this conclusion may be due to lack of time to keep records. These situations have been rectified.

#### Recommendations

As indicated, much of staff time during the initial implementation phase was used in handling equipment problems and responding to "false" messages that clients were in violation. Staff did not have the time to log all activities, making analysis difficult. More analysis of staff verification back-up procedures is needed. Improved equipment reliability and a modified logging procedure should allow more staff time to enter violation follow-ups.

## 1989 Programmatic Evaluation Objectives

- To verify 100% of all violations.
- To verify each participants work status on a weekly basis.
- To complete at least one urinalysis for each participant; to randomly collect additional samples when specified.

### GOAL TWO

To develop a pool of possible EHD candidates who will be screened and selected for inclusion into the EHD Program.

Objective 1. To develop a pool of EHD candidates.

#### Analysis

During the planning of the EHD Program, the target population was identified as one which would include (1) only those who would ordinarily have served a sentence in the county facility anyway, and (2) those who would benefit most from maintaining ties with their families and other positive support systems. Selection procedures and criteria were developed in the planning phase of the EHD program.

During implementation the most accessible population was the Work Release population. This group of inmates, by virtue of being in Work Release, already fit most of the criteria for participation. In addition, this eliminated those who would not have served time were it not for EHD.

Legislative modification of the Sentencing Reform Act opened the way for specified felons to participate in EHD; misdemeanants were already eligible. During implementation, the EHD staff also worked to increase the likelihood of gaining judicial approval and referrals by meeting with judges and by modifying the legal commitment itself to include electronic home detention as a sentencing option.

Booking information was cursorily screened for approximately 7,000 people booked into the King County facility from August 1 - December 31, 1988. 120 were identified as potential candidates by virtue of fitting statutory eligibility. Approximately 50% of these were eliminated upon further investigation prior to an interview. 61 people were interviewed by the Program Coordinator. Eight are still under consideration for 1989 program entrance. 31 were finally enrolled in the program. Twenty two did not enroll, for the following reasons: judicial denial (9), self-removal from consideration (2), insufficient time remaining on sentence (2), severe alcohol problems (2), lack of employment (4), new charges (2), and loss of residence (1).

## Recommendation

Much effort has already gone into establishing a participant pool. Further expansion of the pool to increase the likelihood of including inmates from the main correctional facility would relieve population pressures in the main facility. Efforts are already underway to legislatively expand the type of felon eligible for EHD to include those who are sentenced on Burglary 2 offense. A new felony Judgment and Sentence form has also been introduced. This form allows Superior Court judges to designate home detention at time of sentencing. It is expected that judicial approval will increase as the program proves itself.

Objective 2. To include 40 participants into the EHD program by December 31, 1988.

## Analysis

EHD fell short of meeting this objective. Thirty one people were enrolled in the EHD program during 1988. The average daily population of the program was 7.85. Examination on a monthly basis reveals an encouraging increase from 3.2 in August, 5.6 in September, 8.4 in October, and 9.6 and 9.9 in November and December. January data indicate that this trend will continue.

## 1989 Selection Objective

- To increase the initial selection group to an average of 50/month.
- To have an average daily population of 25 EHD participants.

## GOAL THREE

To have successful completion of the program by program participants.

## Objective 1

- To have 90% of all EHD participants successfully complete their sentence on EHD.

## Analysis

Of the thirty one people who began EHD in 1988, 24 have been released from the program. The reasons for release are as follows:

- 20 - successfully completed sentence (83%)
- 2 - returned permanently to incarceration for violation (8%)
- 1 - self-removal due to loss of transportation (4%)
- 1 - abscond (4%)

## 1989 Participant Objectives

- To have 90% of all EHD participants successfully complete their sentence on EHD.

- To analyze the EHD program in the context of system wide statistics.
- To assess participants recidivism rates and compare them to other populations.

GOAL FOUR

To assess the impact of EHD on the jail population.

Objective 1. To determine the average daily population impact of EHD.

Analysis

The 1988 average daily population (ADP) was 7.85. This is displayed on a monthly basis below.

August	3.2
September	5.6
October	8.4
November	9.6
December	9.9
1988	7.85

The ADP reflects the number of beds which would have been occupied were it not for the EHD Program.

As discussed, the impact on the correctional facility has been primarily in the Work Release area. This area is typically underpopulated compared to the main tower of the facility.

Objective 2. To compare the EHD Program with incarceration to determine whether the program is cost effective.

Analysis

A review of cost-benefit analyses completed in other programs evaluations indicates that the most common comparison made is that of simply comparing the daily EHD operating fee to the daily maintenance fee of the incarceration facility. For King County's program, this would involve comparing the \$14.81 EHD fee charged by Pioneer Human Services to the \$30.29 daily maintenance fee for King County Work Release. However, this comparison oversimplifies program costs. A more accurate representation of program cost must also include such factors as staff salaries and overhead costs. The work release facility and its operation exists. Therefore, until the number of released inmates is large enough to affect staffing of the facility, savings are confined to relatively marginal categories such as food.

## EHD

The 1988 cost for operating the EHD Program was \$34,306. This total fell into the following categories:

DAD Salaries/benefits	\$18,091
Pioneer Human Services	15,901
Misc. supplies/travel	404
TOTAL	<u>\$34,306</u>

The amount paid to Pioneer Human Services included their staff costs and equipment leasing at a per diem monitoring rate of \$10.00 per inmate, a \$4.81/diem rate for such support services as fee collection, equipment hook-up, house visits, and urinalysis, and a \$3 charge for each alcohol test.

During 1988, thirty one people participated in EHD for a total of 1060 "participant days." When the total operating cost is divided by participant days, the per diem cost for the entire program operation is \$32.36/participant. This per diem amount is expected to decrease in 1989 because some of the staffing and travel costs can be attributed to initial start-up fees which will not occur in 1989.

During 1988, \$12,198 was collected in fees from EHD participants. This represents an 86% collection rate of the actual amount owed. This is a higher collection rate than previous experience would anticipate; the collection rate is not expected to remain this high during 1989. The 1988 cost per participant per day when adjusted by revenues in fees, decreases to \$20.86 per participant/day.

## Work Release

The cost of EHD is compared to the Work Release costs because Work Release is where most of the EHD participants would have been housed had EHD not been available.

The total 1988 cost for operating the Work Release facility was \$1,874,440. When this total is divided by the 53,825 participant days of work release inmates in 1988, there is a per diem operating cost of \$34.82 per inmate.

Collection of work release fees yielded a total 1988 revenue of \$514,623. When the revenues are subtracted from the total operating cost and then divided by the number of participant days, an "adjusted" per diem of \$25.26/participant per day is found.

TABLE SIX

### PER DIEM COMPARISON OF EHD - WORK RELEASE

	<u>EHD</u>	<u>Work Release</u>
Per diem operating fee	\$32.36	\$34.82
"Adjusted" for revenues	\$20.86	\$25.26

In conclusion, during 1988, Electronic Home Detention was slightly more cost effective to operate than Work Release. It is expected that EHD will become more cost effective as the number of participants enrolled increases and as the start up and implementation costs diminish.

#### 1989 Evaluation Objectives

- To determine the ADP impact of EHD.
- To continue to compare the EHD Program with incarceration to determine whether the program is cost effective.

## CONCLUSION

Electronic Home Detention is emerging as an alternative to incarceration in King County. In a little more than a year since its inception, the program has grown from an issue requiring further examination to an implemented program which enrolled 31 participants in 1988. This report discussed a number of topics, such as legal issues, judicial acceptance, target population, and staffing and administration. The reliability and performance of the electronic monitoring equipment was addressed at some length, due to the newness and complexity of the technology. The random calling Telso1 equipment operated with more reliability than the radio frequency equipment. The merit of the combined system was that each system reinforced the other so that at no time during the program implementation was it necessary to suspend program operation. It is anticipated that equipment operation will continue to improve.

The number of people who participated in the EHD Program was less than expected for 1988. However, the lower enrollment figures coincided with a time when staff were focused on equipment problems. Now that the monitoring equipment is operating more reliably, the EHD program will be able to handle more clients. If the program is to expand, either the number of eligible people must increase or the proportion which are selected and approved must increase.

Efforts are already underway to increase the participant pool by expanding legislation and by disseminating program information to the judiciary. It may be more difficult to increase the proportion of participants which are selected from the eligible pool. Program participants thus far represent the "cream" of the Work Release population. It will be necessary to balance careful screening in 1989 with the necessity of maintaining a high participation rate. At the same time it will be important to avoid "widening the net" of participants by keeping to the original program goal of only including participants who would otherwise be incarcerated. Including participants who would not be incarcerated could only decrease the program's cost-effectiveness significantly. To maximize relief of jail crowding, it would be most effective to include participants who would ordinarily be housed in the crowded main facility rather than the under-utilized Work Release area.

It is anticipated that the EHD Program will become even more cost effective as the number of participants enrolled increases and as the initial implementation costs decrease. The EHD program is already of value to program participants because it has allowed them to maintain important family and economic ties. More information on the program operation, participants, and comparison of EHD participants with other population groups will be gathered during 1989.

APPENDIX A  
 ELECTRONIC HOME DETENTION  
 1988 PARTICIPANT CHARACTERISTICS (N=31)

RACE: Caucasian 28  
 Black 1  
 Asian 1  
 Indian 0  
 Hispanic 0  
 Other 1

SEX: Male 29  
 Female 2

AGE: 20-29 20  
 30-39 7  
 40-49 1  
 50 + 3

MARITAL STATUS: Married 9  
 Single 15  
 Divorced 5  
 Separated 2

HOME SITUATION (LIVES WITH): Alone 1  
 Spouse 5  
 Spouse and children 6  
 Children only 1  
 Parents 6  
 Parents and child 1  
 Roommate 5  
 Girl friend 4  
 Other relative 2

EDUCATION: Less than high school 7  
 High school/GED 17  
 Some college 6  
 Unknown 1



OCCUPATION:	Skilled labor	17
	Unskilled labor	10
	Professional	1
	In school/training	1
	Unemployed	2

INCOME:	None	3
	\$ 3 - 4.99/hour	5
	\$ 5 - 6.99/hour	9
	\$ 7 - 9.99/hour	8
	\$10 - 11.99/hour	3
	\$12 - 14.99/hour	1
	\$15 + /hour	2

PERSONALITY CHARACTERISTICS:	Alcohol problem	15
	Narcotic	2
	Emotional instability	1
	Assaultive	2

APPENDIX B  
ELECTRONIC HOME DETENTION  
1988 SENTENCE CHARACTERISTICS

CURRENT OFFENSE:	Property	4
	Person	4
	Traffic	18
	Sex Offense	0
	Drug Offense	2
	Public Order	0
	Other	3

STATUS:	Misdemeanant	25
	Felon	6

APPENDIX C

ELECTRONIC HOME DETENTION

1988 RELEASE/VIOLATION STATISTICS

Successful completions	20	(83%)
Self-Removal	1	( 4%)
Returned - Violations	2	( 8%)
Abscond	<u>1</u>	( 4%)
Total	24	

1988 VIOLATION STATISTICS

Equipment Misuse/tamper	2
Curfew	1
Substance Abuse	8
Other	<u>    </u>
Total	11

1988 SANCTIONS

Permanent return to Work Release	2
Temporary return to Work Release	1
Temporary return to main facility	1

ELECTRONIC HOME DETENTION PROGRAM

AVERAGE LENGTH OF STAY (BASED ON RELEASES)

August	-
September	18.0
October	48.5
November	37.8
December	38.4

Average Length of stay 1988	34.5
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d:ehdpe

APPENDIX G  
KING COUNTY DEPARTMENT OF ADULT DETENTION  
Electronic Home Detention Program

Selection Criteria

The following criteria are prerequisite to any offender's being considered for placement in the Electronic Home Detention Program and failure to meet any one of the criteria may be grounds for exclusion from the program.

1. Has stable residence in King County, south Snohomish County or north Pierce County. Other occupants of residence are willing to co-participate. Is agreeable to allowing staff visits to residence.
2. Has, or is willing to obtain, and will maintain, private telephone line utilizing acceptable equipment. Does not have, or is willing to discontinue, call forwarding, cordless phones, extension phones and telephone answering machines.
3. Is willing to participate in Electronic Home Detention and to sign agreement/consent form. Projects willingness to comply with program rules and regulations. Is willing to pay program fees.
4. Is employed and/or attending school/training for minimum of 20 hours per week, unless being considered for program solely for medical or treatment reasons.
5. Has no open charges, detainers or other preclusive holds. Any outstanding warrants fall within acceptable guidelines.
  - ° Bail \$500 or less is acceptable without special review.
  - ° Bail up to \$3,000 may be acceptable. Intake interview must focus on this subject in terms of the degree of risk offender presents to community and potential for following through on court appearances or other court-imposed stipulations. Eligibility of persons with outstanding bail between \$301 and \$3,000 subject to review by program supervisor or higher authority.
6. Has at least 15 days to serve
7. Has no history of escapes, removals from work release, failures to appear (FTA), or absconding from probation or other supervision in past two (2) years.
  - ° Offenders whose history is exceptional to above may be interviewed for program, and intake interview must focus on this subject in terms of program failure indicator.
8. If placed from WER or jail population, has had no major disciplinary infractions for minimum of 30 days.
  - ° Offenders whose history is exceptional to above may be interviewed for program, and intake interview must focus on this subject in terms of program failure indicator.
9. Is not considered violent or at risk to the community. Non-eligible offenses by statute or DAD guidelines include:
  - ° any violent offense, either by legal definition, by the use of a weapon in its commission, or by the infliction of serious bodily harm on another;
  - ° any sex offense;
  - ° any drug or narcotic offense that involves manufacture, sales or possession with intent to distribute;

° Burglary, 2nd°; Harassment; Unlawful Imprisonment; Assault,  
3rd°.

APPENDIX E

KING COUNTY DEPARTMENT OF ADULT DETENTION  
ELECTRONIC HOME DETENTION PROGRAM

Participant Conditions of Agreement

I, (name) \_\_\_\_\_, voluntarily, and with full knowledge of program rules and restrictions, agree to participate in the King County Electronic Home Detention Program. I hereby agree to abide by all program rules and the following conditions of this agreement. I understand that failure to comply with any program rules or conditions will result in disciplinary action against me, which may include removal from the program and/or the filing of criminal charges against me.

1. I understand that my participation in this program will be monitored by a non-removable wrist or ankle bracelet, which I agree to wear 24 hours per day during the full length of my involvement in this program. I further understand that my whereabouts will be monitored by electronic devices operated by the King County Department of Adult Detention in Seattle, Washington, or its designee.
2. I agree to maintain 110-volt electric current at my residence, a private telephone line, a standard, high-quality phone (Bell, U.S., West) and to ensure that both equipment and the line remain in good working condition.
3. I understand that cordless telephones, answering machines and call waiting/forwarding are strictly forbidden during my participation in this program. I understand I must complete all monitoring phone calls on the phone to which the monitoring equipment is attached, and any extension phone(s) must be hung up in order to effectively complete the call.
4. All expenses of special adapters necessary for the installation of the electronic equipment and/or the expense of telephone calls incurred to monitor this equipment may be charged to me.
5. I understand that it is necessary for a monitoring device to be connected to my telephone. I agree to allow a representative of the King County Department of Adult Detention or its designee enter my home, as necessary, to install, maintain, inspect and/or remove this equipment. Any pets in the residence or on the property will be restrained to allow free access to my residence by Department of Adult Detention staff or other authorized designee.
6. I agree not to tamper with, disconnect or remove any of the monitoring equipment assigned to me.
7. I understand that loss of a receiving signal or the receipt of a tamper signal by the monitoring device shall constitute prima facie evidence that I have violated my curfew, and I further understand that any computer print-out of violation information may be used as evidence, as may be necessary, to prove that a violation occurred.
8. If I become aware that any of the electronic equipment assigned

to me fails to perform, or breaks, or in the event of a power failure or telephone failure in my residence, I will notify Electronic Home Detention staff immediately upon my becoming aware of this situation.

9. I agree to respond in a timely manner to all telephone calls during my participation in this program, even though they may occur at times I consider inconvenient. I understand that all calls made by the monitoring equipment will be taped. If any member of my household or I are engaged in a phone conversation when a signal is received that the electronic monitoring equipment is attempting to contact me, I understand that the existing conversation will be terminated immediately to allow the monitoring equipment access to my telephone line. The interrupted phone call may be resumed in five (5) minutes. I also agree to limit my personal phone calls, and those of other household members, to a maximum of ten (10) minutes per every half hour.
10. I agree not to change my residence or my telephone number during the entire length of my participation in this program.
11. I agree to abide by all curfew restrictions placed on my during my participation in this program. I understand that I am to remain at my residence at all times, except for those hours designated for me to leave to fulfill my employment, school/training, medical/treatment programs and/or by special authorized leave.
12. I understand that for any routine changes to my approved curfew schedule it shall be my responsibility to contact appropriate Electronic Home Detention staff before deviating from my approved curfew in order to have the change approved and implemented. Failure to do so will result in a violation of my curfew and possible disciplinary action. Routine changes may include, but are not limited to, schedule changes due to working overtime, dental appointment, recreational time away from residence, change of work hours/days, etc.
13. In the event of a true emergency, I will attempt to contact Electronic Home Detention staff to get permission to deviate from my curfew. However, if my attempt is unsuccessful, and if the emergency warrants immediate action, e.g., emergent medical need, I may violate my curfew restriction with the understanding that I will continue to attempt to contact the program as quickly as is possible following resolution of the emergency, and that the reason(s) for having violated my curfew restriction will be subject to full documentation. Failure to acceptably account for my violation will result in disciplinary action.
14. I agree to report to the Electronic Home Detention Program any incident at my residence where police, fire or emergency medical units are called to respond.
15. I agree to report to the Electronic Home Detention Program office per established regular schedule, or whenever requested to do so by staff. If the visit is by special staff request, I will be furnished with sufficient travel time in which I

am expected to report.

16. I understand that during my participation in this program I may become eligible for special leaves from my residence. I will be required to provide an address and telephone number where I can be reached during these leaves. I further understand that I may be required to visit the Electronic Home Detention Program at the completion of any leave for the purpose of submitting to an alcohol and/or urine test.
17. I agree not to possess any alcoholic beverages or illicit drugs/narcotics in my residence and to consume no alcohol in any form or use any narcotic or controlled substance, unless prescribed to me, and with documented staff awareness, during the entire length of my participation in this program. I agree to report to staff any medication that may be prescribed to me during my participation. I agree to submit to alcohol and/or drug testing (urinalysis) when requested by staff.
18. I agree not to possess any deadly or dangerous weapons or firearms in my residence during my participation in this program.
19. I agree not to engage in any gambling or wagering for monetary gain while a participant in this program.
20. I agree to follow any employment, school/training, medical and/or therapy plan that has been approved as a condition of my acceptance into the program.
21. I understand that Electronic Home Detention Program staff may contact my employer, instructor and/or therapist in order to monitor my performance or progress.
22. I understand that my participation in the Electronic Home Detention Program is contingent on my paying an agreed per diem fee. I agree to pay this fee on a weekly basis, one week in advance, during my regularly scheduled visit to the program. This fee is payable by money order or certified check only. If I am unable to pay this fee, I will designate a person, subject to approval by Electronic Home Detention Program staff, to pay this fee for me. Failure to pay the weekly fee in a timely manner may result in a penalty fee assessment and/or collection of my paychecks from my employer. Continued failure or refusal to pay the weekly fee may result in my termination from the program.
23. I understand that neither the Electronic Home Detention Program, the Department of Adult Detention, nor any agency of King County or its designee, is responsible for my food, shelter, clothing, medical or dental needs. I further absolve the Electronic Home Detention Program, the Department of Adult Detention and any agency of King County or its designee of all responsibility for any injury I may sustain during the entire length of my participation in the Electronic Home Detention Program.
24. I agree to obey all Federal, State and Municipal laws during my participation in the Electronic Home Detention Program.



25. I agree not to knowingly associate with known criminals, work release inmates or persons on probation or parole during my participation in the Electronic Home Detention Program without written approval of Department of Adult Detention staff.
26. I agree not to conduct any social visits in my residence, other than with household members with whom I live, during my participation in the Electronic Home Detention Program without approval of Department of Adult Detention staff, nor may any individuals join the household without written approval of Department of Adult Detention staff.
27. I understand that I will be assessed full costs by King County for the loss of or willful damage to any electronic monitoring equipment assigned to me (replacement costs assessed me will be commensurate with current market value of the lost equipment), and that I will be prosecuted to the full extent of the law for the theft of any electronic monitoring equipment assigned to me.

The above conditions have been read by or to me, and I do hereby agree to abide by them. I further agree that any and all household members who may be affected by the monitoring equipment installed in my home will be present during the installation of the equipment and available for an orientation to the use, operation and proper maintenance of the equipment.

_____	_____
(signature)	(date)
_____	_____
(witness)	(date)

## APPENDIX F

### KING COUNTY DEPARTMENT OF ADULT DETENTION ELECTRONIC HOME DETENTION PROGRAM

#### Participant Rules

In accordance with Electronic Home Detention Program rules of conduct, the following is a listing of minor/general infractions and sanctions and major/serious infractions and sanctions.

#### A. Minor/General Infractions.

1. Failure to notify staff if delayed and not able to return directly to your residence upon completion of work, school or other authorized leave (notification of staff does not guarantee approval of the delay).
2. Failure to perform satisfactorily at work or in school.
3. Failure to bring to the attention of staff all prescribed medications being taken.
4. Abusive language directed at a staff person.
5. Interfering with a staff person in the performance of his/her duties.
6. Failure to cooperate courteously with any legitimate request of staff.

For minor/general infractions enumerated, one or more of the following sanctions may be imposed (these may be imposed informally).

- Loss of recreational curfew waiver or privilege.
- Reprimand and/or warning in writing.
- Deferred sanction up to 6 months.
- Removal from program for 3 minor infractions, providing the 3 infractions all occur within a one-month period; or removal from program may occur if a documented pattern of minor/general infractions is established.
- Extra work detail up to 8 hours.

#### B. Major/Serious Infractions.

1. Tampering with or removing any of the electronic monitoring equipment. Includes, but is not limited to, any physical abuse to the equipment, unplugging the equipment, etc.
2. Failure to maintain a private telephone line in working order.
3. Failure to answer the telephone. Includes failure to terminate a phone conversation when the equipment signals an attempt is being made to contact you.
4. Changing phone number without staff authorization.
5. Failure to notify staff immediately if telephone is disconnected.
6. Possession or use of an extension phone, cordless phone, answering machine, "call forwarding" or any other unauthorized telecommunications equipment or feature.
7. Failure to reside at approved address.
8. Failure to report to staff office at established times, or by special staff request.
9. Failure to pay program fees per established payment plan.
10. Allowing unauthorized visitors in your residence, or having unauthorized contact with known criminals, work releasees,

- or persons on probation or parole.
11. Failure to obey all Federal, State and Municipal laws.
  12. Failure to go directly to work, school or other authorized destination.
  13. Failure to get approval for any deviations in work, school or other authorized destination.
  14. Failure to return directly to your residence upon completion of work, school or other authorized leave.
  15. Failure to be able to fully account for time while on authorized leave from your residence.
  16. Unexcused absence from work, school or other authorized destination.
  17. Violation of established curfew conditions (being present in an unauthorized area).
  18. Termination from employment due to cause, e.g., not performing at expected level, tardiness, absences from work, etc.
  19. Failure to obtain staff approval before terminating employment or school.
  20. Failure to immediately report unemployed status.
  21. Failure to arrange for and/or attend court- or program-ordered therapy, meetings, etc.
  22. Possession or being under the influence of any narcotic, controlled substance or related paraphernalia not prescribed or authorized for participant.
  23. Possession or use of any intoxicant, being intoxicated or under the influence of alcohol, in any form.
  24. Refusing to submit to an alcohol test or urinalysis when requested by staff.
  25. Threatening language or combative posture toward a staff person, or threatening any person with bodily harm or with any offense against his/her person.
  26. Fighting with or assaulting any person.
  27. Lying or knowingly providing a false statement to a staff person.
  28. Giving or offering any staff person a bribe or anything of value for a service or favor.
  29. Gambling or wagering for monetary gain.
  30. Counterfeiting, forging or unauthorized reproduction of any article, e.g., overtime note from employer, late note from therapist, etc.
  31. Driving without program authorization, proper insurance or a valid Washington State driver's license.

For major/serious infractions enumerated, a participant may be given a direct order to report to the Electronic Home Detention office for the purpose of conducting a disciplinary hearing. One or more of the following sanctions may be imposed.

- Filing of new charge(s).
  - Removal from program.
  - Recommendation for forfeiture of good time (all or a portion).
  - Restitution for any property recklessly or intentionally stolen, damaged or destroyed.
  - Deferred imposition of sanction up to six (6) months.
  - Loss of recreational curfew waiver or privileges.
  - Extra work detail up to 24 hours.
- C. Composition of the Disciplinary Committee and Its Function.  
The disciplinary committee shall consist of at least one (1), but no more than four (4) members. The committee shall have the power to hear and decide all charges of rule violations and

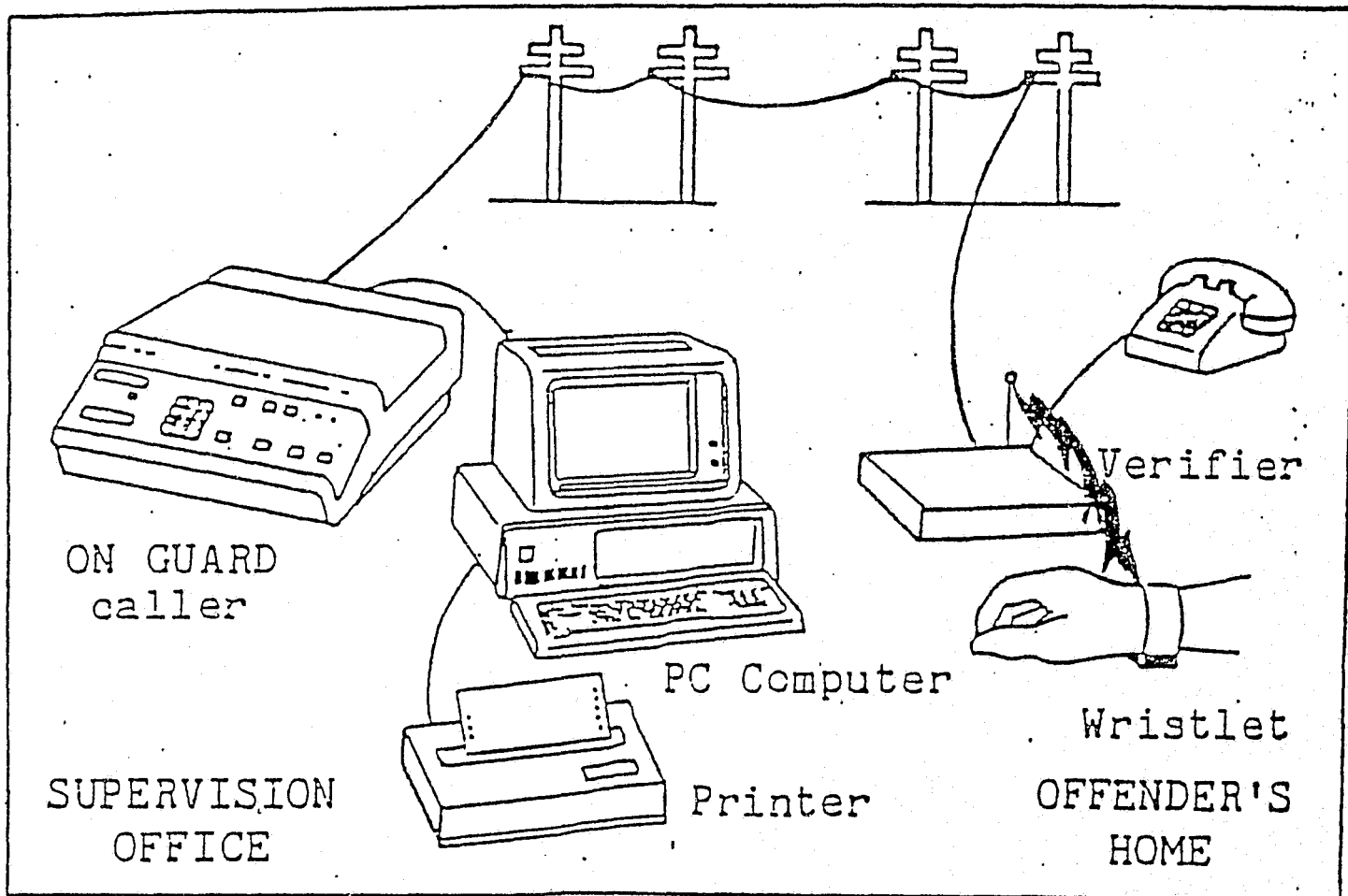
to impose sanctions. Staff members observing or discovering the rule violation (s) shall not be allowed to participate as members of the disciplinary committee.

D. Reporting to Law Enforcement Authorities.

1. It shall be the duty of the Electronic Home Detention supervisor to report any violations of Federal, State or Municipal law to law enforcement authorities.
2. If a violation has been reported to law enforcement authorities, the participant shall not be questioned about the incident until after it has been determined that no prosecution will occur or until a finding of guilt is made.
3. If a violation has been reported to law enforcement authorities, no disciplinary action shall be taken until the completion of the investigation and prosecution, if any, or of prosecuting until the participant has been found guilty of the charge.
4. The rules of this section shall not preclude the reasonable segregation of the participant for his/her protection, or to maintain the integrity of the program, pending the determination of a criminal charge against him/her.

APPENDIX G  
ELECTRONIC HOME DETENTION PROGRAM

Explanation of Monitoring Equipment



The wristlet/transmitter, receiver and verifier units are designed for use with a standard desk phone with modular plugs on both sides. If your telephone differs from this description, notify the Electronic Home Detention staff.

A. GENERAL INFORMATION

As a person on Electronic Home Detention, you are expected to follow certain rules as a condition of your participation, and failure to do so may result in your removal from the program.

You will be required to wear a WRISTLET/TRANSMITTER at all times. It is preferred that you wear it on the wrist, although the ankle may be used if that is strongly preferred. This device will not be harmed by doing normal activities and may be exposed to water, heat or cold without concern. It is a violation of your participation to remove the wristlet/transmitter unless instructed to do so by Electronic Home Detention staff.

In addition to the wristlet/transmitter, you are supplied with an ON GUARD RECEIVER and VERIFIER unit. These units are to remain connected to your home telephone and power outlet at all times.

## B. VERIFIER OPERATION

During your curfew periods, you will receive telephone calls at random times which will be the supervision calls. The number of calls and the times of the calls will vary from day to day. It is even possible that on some days you may not receive a call. Each call will tell you what to do. For example, "State your name, the time and insert your wristlet/transmitter." If someone else answers the phone, there will be a 10-second delay to allow you time to come to the phone. If the message has been completed by the time you get to the phone, you can still insert your wristlet/transmitter and complete a curfew check.

ONLY THE PHONE THAT IS HOOKED UP TO THE RECEIVER AND VERIFIER SHALL BE OFF HOOK WHEN RESPONDING TO A SUPERVISION CALL.

If you should respond to a curfew call on an extension phone, you must get to the correct telephone within the 10-second delay and have someone hang up the extension phone in order to successfully complete the call. Leaving the extension phone off hook while you complete the call on the correct phone will result in a violation.

The wristlet/transmitter will only fit into the verifier in one direction, and should be inserted so that it reaches the bottom of the opening. You can tell that it is inserted correctly when you hear a beep followed by four or more beeps. If you do not hear more than one beep, you should contact the Electronic Home Detention staff by telephone immediately.

### Special Tips to Remember

1. Wait at least 2 rings before answering all calls.
2. When you receive a curfew call, wait until you hear the tone before you answer and insert your wristlet/verifier.
3. Make sure that you respond to each curfew call correctly.
4. Call the Electronic Home Detention office immediately if for any reason you have been unable to successfully complete a call.
5. Do not attempt to remove the wristlet/transmitter, stretch or cut the band, etc. unless authorized to do so. Tampering with or cutting the band will immediately result in a violation. Removal should only be performed by Electronic Home Detention staff.

## C. RECEIVER OPERATION

Once the receiver is installed, it needs no special operation except your attention to an occasional buzzing sound coming from the enclosure. The buzzer is coded to indicate the following problems:

- 1 buzz : Diagnostics only, no for normal use.
- 2 buzzes: This signals that the receiver is not plugged into an AC power outlet. It will occur once each hour until the problem is taken care of. If this happens, make sure the cord is plugged in or that the outlet is hot. The unit is still fully operational even if the AC power is unplugged, and this condition will automatically be reported to the central computer.

C. RECEIVER OPERATION (continued)

- 3 buzzes: This signal indicates that there is something wrong with the phone line. It could be the following:
- a. If the phone line (WALL) has been unplugged from the receiver, the unit will buzz three times every two minutes until the problem is resolved. If this occurs, check the phone line to see if it is plugged in. If you find no apparent problem, call the Electronic Home Detention office immediately.
  - b. If you are on the phone (off hook) and the receiver needs to make a call to the central station, the receiver will buzz three times and also produce three tones over the phone line every two minutes. This indicates that you must immediately hang up the phone to allow the receiver to make the call.

NOTE: The receiver is still operational and stores all activity even if the phone line is disconnected. All violations and activities are reported to the central computer when the phone line is plugged in again.

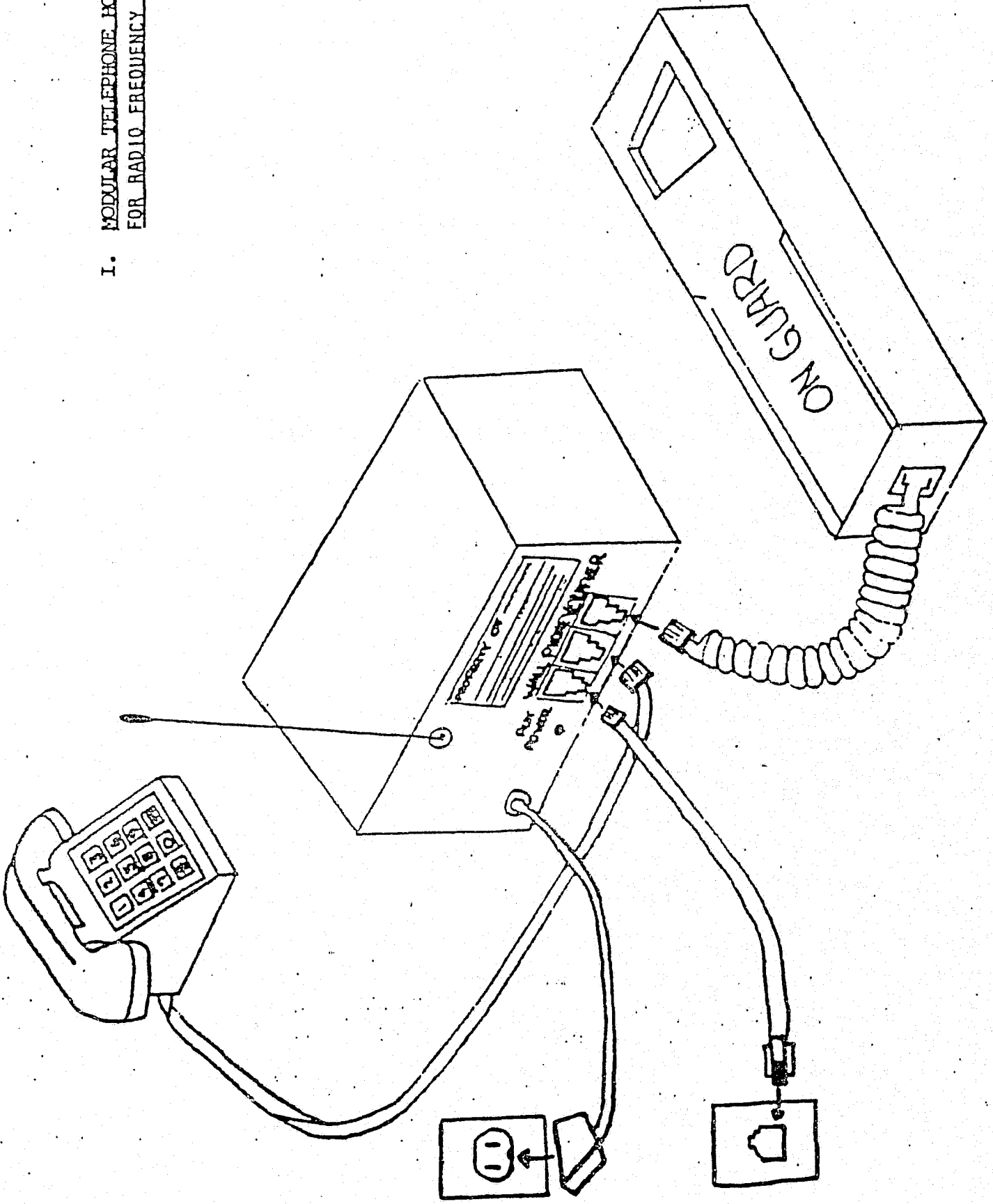
- 4 buzzes: This signal is emitted when your wristlet/transmitter signal is not being received by the receiver. This indicates you are in a dead zone in the house or have strayed beyond the allowed distance from the receiver. If you hear 4 buzzes, you must move near the receiver for a short time to re-establish contact. This buzz will occur at two minutes before and one minute before the receiver makes a call to the central computer to report that you have violated your curfew. If you hear this series of 4 buzzes often, call the Electronic Home Detention office.

D. MISCELLANEOUS

Local law enforcement agencies, medical facilities and the telephone company have been informed of this program. In the event of an emergency or problem, common sense should be used to assure your safety and well-being. However, all exceptions to conditions of your curfew must be reported immediately to the Electronic Home Detention Program, and will be subject to full documentation and verification.

The wristlet/transmitter, receiver and verifier units are the property of Digital Products Corporation. Your acceptance to use this equipment as a condition of your sentence confirms your agreeing not to open, abuse or tamper with this equipment. Opening, destroying, loss or theft of any piece of monitoring equipment constitutes a crime punishable under the law. Failure to turn in all equipment assigned to you at the completion of your participation in the Electronic Home Detention Program will result in a charge of Theft in the Second Degree.

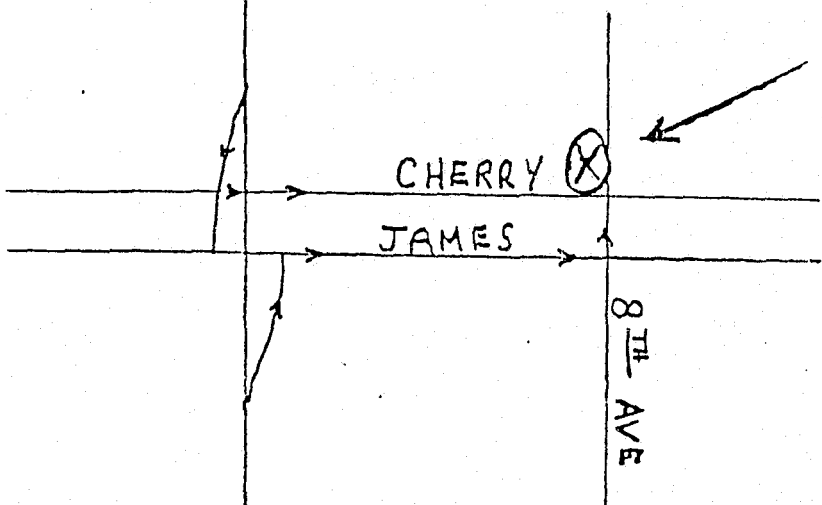
I. MODULAR TELEPHONE HOOKUP  
FOR RADIO FREQUENCY EQUIPMENT







520



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I-405

BISHOP LEWIS HOUSE

703 8TH AVE.

SEATTLE, WA 98104

(206) 682-4522

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RECEIPT OF ORIENTATION ACKNOWLEDGEMENT

I acknowledge that I have been instructed in the basic operating instructions of the Electronic Home Monitoring equipment. I understand how this equipment operates and agree to my role in this program.

I have read and understand the Offender's Conditions of Agreement and the program rules and regulations.

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