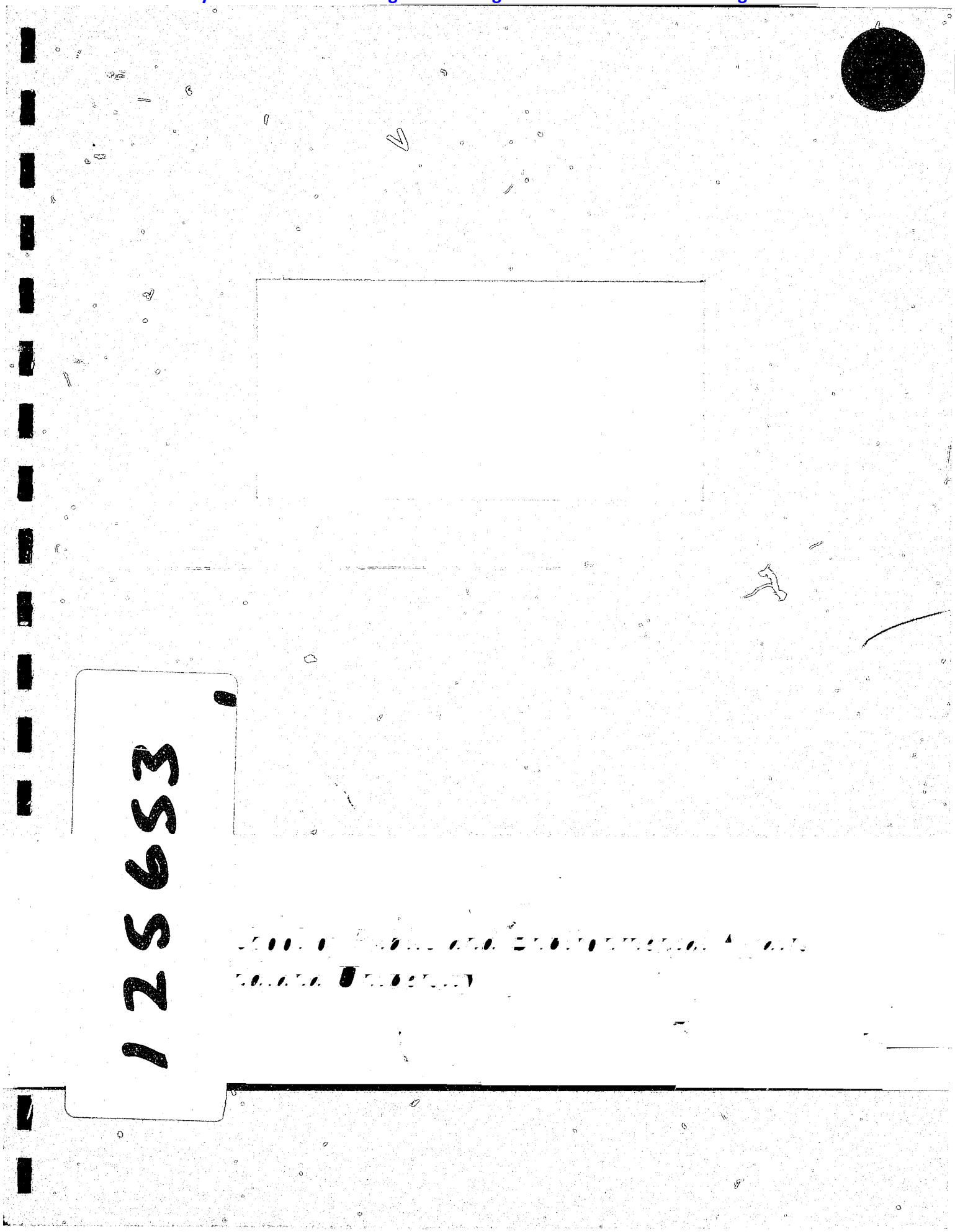

FINAL REPORT
THE ELECTRONIC MONITORING OF NON-VIOLENT CONVICTED FELONS: AN EXPERIMENT IN HOME DETENTION
(86-IJ-CX-0041)

by

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CHAPTER ONE: INTRODUCTION

In the field of corrections, the late 1980's can be characterized as a period of exploration and experimentation driven by crisis. Faced with fifteen years of unprecedented growth in prison populations, limited space, federal court orders, and projections of continued growth, public officials have been forced to review sentencing policies and consider alternative sanctions. The result has been the development of a variety of options which are being applied throughout the United States. This document presents the results of an evaluation of one of those options: a home detention program with offenders monitored either manually or electronically.

THE CORRECTIONAL CRISIS

In recent years correctional populations in the United States have demonstrated dramatic increases by almost every measure. According to the Bureau of Justice Statistics (1989), at the end of 1988 there were 627,402 prisoners under state and federal correctional jurisdiction. This represented an increase of slightly over 90 percent since 1980. During this same time frame only seven states have held correctional growth below fifty percent, while eighteen states, the District of Columbia and the federal system more than doubled their correctional populations. Similarly, the incarceration rate per 100,000 residents has increased 76 percent, from 139 in 1980 to a record 244 in 1988.

Correctional authorities have had serious difficulty accommodating the large numbers of offenders sentenced to their custody. In order to meet classification criteria the generally accepted maximum occupancy rate is 90 percent. At the end of 1988 only five states could report correctional populations at or below 90 percent of their highest reported capacity. Conversely, 31 states and the federal system exceeded their highest reported capacity. Overall, prison populations in the United States were 109 percent of the highest reported capacity at the end of 1988 (BJS 1989).

Throughout the decade the problem of prison populations has amounted to more than simply finding a few more beds. When occupancy exceeds capacity classification systems, institutional programs, and services break down. A study of chronically crowded institutions suggested that such conditions contributed to a host of negative behavioral consequences including health and disciplinary problems (McCain, Cox, and Paulus 1980). Although they have avoided defining crowding per se as unconstitutional, federal courts have consistently intervened on behalf of inmates because of conditions resulting from overcrowding. The magnitude of the problem is such that a 1983 survey concluded that "leaders of the criminal justice system agree that the most important issue facing them today is prison and jail overcrowding" (Gettinger 1984). While there are clearly other issues confronting criminal justice officials, overcrowding continues to be the dominant concern of correctional officials.

THE SEARCH FOR ALTERNATIVES

Some of the alternatives that have been considered focus on ways to expand or utilize traditional dispositions more "efficiently." Joan Petersilia (1987) has noted that the traditional options of building more cells and/or more extensive utilization of probation and parole are being employed, but are generally not acceptable. Put quite simply, prison and jail construction is too costly and time-consuming, while probation for felons fails to meet the punitive and public safety demands of the public (Petersilia 1987). Similarly, Blumstein (1987) has described several innovations adopted by various states. However, most of these involve adjusting the flow of prisoners such that they can be accommodated with existing prison capacity. Still other possibilities include privately contracting for the construction and operation of secure correctional facilities (e.g., Hackett et al. 1987).

The correctional crisis has also generated a renewed interest in community corrections programs through a confluence of interests between individuals who are charged with alleviating institutional crowding, private entrepreneurs, and the supporters of community programs. Thus, the current interest in community corrections differs somewhat from that in prior years. Community corrections programs are currently flourishing, not because they have been

demonstrated to be less destructive of social ties, more humane, effective, or somehow "better," but because they have been redefined as punitive, inexpensive, safe, and secure alternatives to prisons and jails.

The result of this search for community alternatives has produced a wide variety of programs, directed toward various populations (see, McCarthy 1987; Petersilia 1987). The most prominent of these include intensive supervision programs (Pearson 1988; Erwin 1984) "boot camps" (Parent 1989), and home detention programs (Schmidt and Curtis 1987; Jolin 1987). This report focuses on an exploratory evaluation of a home detention program.

HOME DETENTION

Home detention appears under a wide variety of titles; is utilized in differing configurations; and has been applied to several offender populations. Various authors refer to very similar programs by the terms home confinement (Hofer and Meierhoefer 1987), house arrest (Petersilia 1987), home detention (Baumer and Mendelsohn 1988), electronic surveillance (Jolin 1987), or electronic monitoring (Berry 1986). Others use these terms in various combinations, such as 'electronically monitored home confinement' (Ford and Schmidt 1985) or 'home incarceration with electronic monitoring' (Lilly, Ball, and Wright 1987). Some use these terms interchangeably while others have attempted to distinguish between them (Hofer and Meierhoefer 1987).

Home detention is also configured with a variety of other sentencing elements. Perhaps the most common of these arrangements involves home detention as an element of intensive supervision programs (Erwin 1984; Pearson 1988). In these programs the focus is on increased levels of supervision by probation or parole officers, sometimes as frequent as daily, however, they also tend to involve home confinement as one element of the supervision. "Home detention" programs, on the other hand, almost by definition include more intensive supervision, but focus the programmatic attention on enforcing the restrictions. Still other program elements may include drug testing, weekends in secure facilities, or mandatory counseling.

These programs have also been applied to offenders at differing stages of the criminal justice process. These include adult and juvenile offenders at the pretrial and post conviction stages.

At the latter stage the offenders may be on probation, parole, or "prerelease" status. Like most community corrections programs, home detention populations tend to be limited to those charged with or convicted of nonviolent minor offenses, although some like the Oklahoma "preparole" program is generally available to prisoners qualifying for "preparole" status. These populations are often referred to as "low risk" offenders who "need" more supervision than simple probation, however, risk and need are seldom defined or evaluated independently of current charge and criminal history.

Much of the confusion generated by this variation can be clarified by distinguishing between the basic penalty and the method of monitoring compliance with that penalty. Offenders assigned to one of these programs as part of their sentence, are usually required to stay at home except for approved absences. Program rules about absences vary considerably, but generally include blanket approvals for employment, school, and court ordered treatment programs (e.g., AA). They may also include the possibility of passes for certain activities or as a reward for past behavior. At all other times the offender is supposed to remain at home. Friel, Vaughn, and del Carmen (1987) provide a summary of various program rules.

Once an offender has been ordered to stay at home, compliance with that order must be monitored in some way. Of course, the nature and extent of this monitoring may depend on the desired security, preferences of program officials, staffing and funding levels. At its most simple level, this can be accomplished manually through field visits and/or telephone contacts. Most recently this task has been automated through the use of personal computers combined with other specialized equipment. These "electronic monitoring" systems are produced by a number of vendors (see Journal of Offender Monitoring 1989) and utilize a variety of technologies (Schmidt and Curtis 1987; Friel, Vaughn and del Carmen 1987).

DEVELOPMENT OF HOME DETENTION WITH ELECTRONIC MONITORING

The modern origins of home detention are difficult to pinpoint. Ball, Huff, and Lilly (1988) report that the earliest programs were developed in the 1970's for juvenile populations. In the

early 1980's, as a result of the forces described earlier, several states such as Georgia, Florida, and New Jersey began to develop home detention programs either as a component of intensive supervision or as the primary disposition. These programs relied on comparatively labor intensive manual methods of monitoring compliance with the home detention order. This was relatively simple to implement for programs that were supposed to involve "intensive" supervision, but required special effort to establish a freestanding program. This usually involved the equivalent of an intensive supervision program with designated probation or parole officers having responsibility for these offenders. While these programs were thought to achieve some of the desired outcomes, their appeal and widespread application was limited by the requisite labor and uncertainty associated with trying to supervise a large number of offenders at home with manual methods.

In late 1984 the development of commercially available electronic monitoring equipment made home detention a much more attractive possibility for criminal justice agencies. While such equipment had been discussed and tested earlier, it was not generally available until this time (see Schmidt and Curtis 1987). Ball, Huff, and Lilly suggest that "the surge of interest in home incarceration of adults as an alternative to jailing or imprisonment has been closely associated with the development of this new technology" (1988, p. 36). From the practitioners' perspective this equipment promised to reduce the cost of these programs and increase the certainty that the offenders were, indeed, at home.

The appeal of electronic monitors was fueled by at least two other features. First, was the prevailing confidence in the infallibility of modern technology. As Blomberg, Waldo, and Burcroff put it: "The perception is that this technology can solve a series of complex and interrelated problems associated with appropriate and effective offender supervision" (1987, p. 174). Second, at least some of the interest was generated by the presence of vendors selling the virtues of their product: A sales pitch that promises a humane and foolproof way to reduce institutional populations, with no increased threat to public safety, and at a relatively low cost is extremely difficult to resist.

The result has been dramatic growth in the number of programs utilizing electronically monitored home detention. West Palm Beach Florida is usually attributed as implementing the first full-fledged electronically monitored home detention program in December 1984 (Schmidt and Curtis 1987). Friel, Vaughn, and del Carmen (1987) surveyed ten different programs, all started in 1985. By February 1987, a little over two years later, a survey conducted by the National Institute of Justice identified the presence of such programs in 33 states (Schmidt 1989). The most recent survey, conducted in February 1989, identified electronically monitored home detention programs in 39 states (Renzema 1989). While there is good reason to believe that these are conservative estimates, this only reinforces the point that such programs are experiencing dramatic growth.

PURPOSE OF THE STUDY

The rapid development of electronically monitored home detention programs has occurred in the virtual absence of reliable information about the programs, or any of their components. Much of the early programmatic literature could best be described as "promotional" pieces (Palm Beach County 1987) that presented generally glowing uncritical accounts of individual programs. The early academic literature tended to focus on ethical and constitutional issues related to these programs (del Carmen and Vaughn 1986; Berry 1985). Thus, the early development of most of the programs across the country were driven by a pressing need to "do something" and based on very little information.

More recently, a base of literature has begun to accumulate. Jolin (1987) conducted a nonexperimental evaluation of the Clackamas County, Oregon program. McCarthy (1987) edited a volume which includes five articles concerning electronically monitored home detention. Similarly, Ball, Huff, and Lilly (1988) published an entire book devoted to the issue. In addition, Petersilia (1987) has attempted to assess the existing literature and place it in context. These, and other, studies form a foundation of knowledge for this substantive area. What is now needed are reliable empirical studies of actual programs and further theoretical developments in the area.

Since 1986, The National Institute of Justice has encouraged methodologically sound studies in this area. Very early the agency funded a study of the field operation and characteristics of various systems. In addition, it has provided funds for field experiments of home detention programs as applied to a variety of populations: juvenile burglars, pretrial detainees, probationers, offenders who would otherwise be assigned to a work release center, drug offenders and prison inmates on "preparole". This is the first report to be completed from those studies.

This research was designed as an exploratory study of home detention and alternative methods of monitoring compliance with a home detention order. The intent was to provide information about program delivery and to compare various program elements and outcomes when the offenders were monitored either manually or with the assistance of electronic monitors. More specifically, there were several goals:

- to describe the operation of a home detention program in a field setting;
- to identify salient characteristics of home detention programs--both positive and negative;
- to describe client performance when on home detention;
- to assess offender reactions to the home detention program;
- to measure contacts with the criminal justice system subsequent to release from the program;
- to compare the relative merits of manual and electronic monitoring of offenders.

CHAPTER TWO: PROGRAM DESIGN

INTRODUCTION

The Marion County Community Corrections Agency had been in existence for slightly more than two years when the initial discussions concerning the proposed field experiment were initiated in late 1985. The first director of the agency had created a manual home detention program in October, 1983, shortly after the agency came into being. Thus, the agency had several years of experience in administering home detention before it turned to the use of electronic equipment in July, 1986. It was shortly after the decision to add electronic monitoring equipment that the research intervention took place. At the point of the intervention, the Agency had been assigning some of its clients to electronic equipment for approximately four months. However, the Agency had more clients than it had electronic units so it continued to assign a substantial percentage of its clients to the manual method of monitoring.

For the duration of the research project the agency agreed to continue to assign clients to both forms (manual and electronic) of monitoring, though it invested in the acquisition of additional electronic units. When the research started, the agency had 30 electronic units under lease and a total client load of approximately 75 to 80. It was already evident, as the research began, that client load and average length of time on home detention was increasing.

An early step in the research effort was to establish the agency's operational aspirations in the home detention program. Effectively, this evolved into two questions: who were its clients, and what services were they to receive.

As a first step in answering these questions, Agency documents were examined and Agency personnel were interviewed. The information gathered was summarized in writing by the researchers and returned to the Agency for comment and revision. This process was repeated

until the Agency agreed that the statement summarized its intent. What follows is the statement on program design that resulted from this process.

TARGET POPULATION

In Marion County, home detention was designed as an alternative to prison or jail for offenders charged with nonviolent offenses. All offenders were assigned to the program as a condition of probation. One agency brochure described this component of the agency's programming as the ". . . confinement of the offender in their own home, as opposed to incarceration at the local or state level." It went on to state that "selected, nonviolent offenders are screened to determine their eligibility . . ."

Another agency document stated that the "Community Correction Program is specifically designed for two types of non-violent offenders:

1. Emphasis is on the offender who may have been committed to the custody of the Department of Correction in the absence of this alternative;

2. Offenders who are considered 'high risk' and need the additional structure or supervision in the community, but in the absence of such a program, would be placed on a less structured form of probation."

The document went on to state that "eligible offenders are ones convicted of:

1. non-violent Class C & D suspendible felonies;

2. homicides/personal injury involving driving while intoxicated as a suspendible felony (AS LONG AS THERE ARE NO PRIOR CONVICTIONS FOR DRIVING WHILE INTOXICATED) (caps in original);

3. any misdemeanor."

The document also noted "exceptions or ineligibles" to the above such as juveniles or some drug and alcohol offenders, but then stated that home detention (and the agency's jail program) "are somewhat flexible, in that they may be able to make exceptions" to those excluded such as "offenders convicted of Burglary - Class B."

DELIVERY OF SERVICES

Contacts with Offenders

Agency policy on monitoring home detention specified that several types of "services" would be delivered to their clients. Manually monitored clients were to receive three to five personal contacts per week from a home detention officer. In addition, a minimum of one phone contact per day was to be made with each client. Initially, agency policy was that the contact would be made either by the home detention officer or a volunteer worker; however, the agency later phased out its volunteer program and required that all contact work be done by home detention officers.

Policy also required employment contacts to verify that the client was at work. The policy specified that when a client was first placed on home detention there would be one employment check per week. The frequency of the employment check would, after an unspecified period of time, be reduced to a bi-weekly contact should the client's behavior justify a lesser need for more frequent verification.

If the offender was involved in support programs such as drug and/or alcohol therapy, counseling or church activities, written verification of attendance from a responsible program person was required. If the client established a good record of behavior on home detention, verification was then reduced to once a month.

Electronically monitored offenders were to receive an average of six random calls a day from the computer during the time they were scheduled to be home. The basic random call schedule was to be routinely changed every two weeks. Individual call schedules were to be changed as needed, e.g., a problem with the offender. In addition, there was to be one personal contact per week. The plan envisioned that the personal contact would be combined with the required weekly physical check of the electronic equipment.

Electronically monitored offenders were also to receive all the other services given manually monitored clients, i.e., employment checks and support programs, including verification of attendance.

Urine Tests

Urine tests were to be conducted each month. This requirement applied to all offenders on home detention, whatever the method of monitoring. The cost of the test program limited the number of tests to an average of twenty per month for the agency. The testing was to focus on newly admitted offenders and those with a history of abuse. This was not a system of random tests to be applied equally to all offenders.

Work Schedules, Passes and Errand Time

Policy required that all offenders on home detention file their work schedule with the agency each week. This was to be done by Friday of the previous week. Policy also permitted offenders to request time for errands each week. This allowed time to take care of necessities, such as, haircuts, laundry, and visits to the doctor. The agency scheduled these four-hour blocks for three days each week, typically Tuesday, Thursday, and Sunday. Permission for errand time was controlled by the Home Detention Coordinator.

After the first sixty days on home detention, offenders could file a request for pass time to cover special needs, e.g., a wedding, a visit with family or friend. The request was to be in writing and was to be filed a week in advance. Clients were eligible for one pass per month and the pass could be for as long as seventy-two hours.

Judges reserved the right to grant exceptions to the rules, including "vacation from home detention." The agency, in turn, referred special requests from clients to the judges.

Modification to Policy

By early 1987, the agency determined that an increasing caseload made it impossible to keep up with the contact schedule it had set out for the program. Further, it had decided that it was no longer appropriate to use volunteers to make telephone contacts for those being manually monitored. As of March 9, 1987, it formalized into policy ("Classifications for Home Detention") a set of field adaptations that had been made in the contact schedule. The change was mainly directed at reducing the workload associated with those being manually monitored.

From the agency's standpoint, manual monitoring was more labor intensive than electronic monitoring.

The policy established three major classes of clients and a level of contact for each class. Class I was titled "Intensive" and was to receive five contacts per week. Of the five weekly contacts, a minimum of two were to be face-to-face (three preferred) and the rest were to be made by phone.

Class II (titled "Moderate") clients were to receive three contacts per week. Two face-to-face contacts was the preferred standard, but a minimum of one was required. The remaining contacts were to be by phone.

Class III "Minimum" were to be checked once a week. Face-to-face contact was preferred, but two telephone calls could be substituted with administrative authorization. Electronically monitored offenders were placed in this category, which represented no change in policy or contact level for these clients.

All new cases, problem cases (e.g., pending violations) and those convicted on a current B or C felony charge and/or with an extensive criminal history were to be placed in Class I. Class II was to include those who successfully completed thirty days in Class I, the retired and disabled, and those with stable work histories. Class III who had minor problems would be upgraded to Class II. In addition to those on electronic supervision, Class III was to include those with "demonstrated ability to comply," plus the nonviolent and nonserious offenders, and those with no substantial criminal history.

A Class IV was also created. This class included inactive cases where no regular contact was involved, but the offender's status was, in some instances, to be periodically checked. Those in a hospital or residential facility, jail, sought on a warrant, or on a court ordered vacation from home detention were so classified.

Violations

The agency also set up a code to deal with violations of its rules and procedures. The code detailed three levels of violations. Type A+ offenses included failure to return electronic

equipment; possession, threat/use of a dangerous/deadly weapon; and, escape or absconding. All of the above were to result in termination from home detention.

Type A offenses included violation of drug and alcohol rules and being absent from home or work without authorization. Also included were violations of telephone rules (e.g., taking phone off the hook), use of an answering machine, and failure to submit to required tests (e.g., urine tests). Other listed offenses in this category were violations of court orders related to privileges and failure to check status of errand time and pass requests. Commission of any criminal offense as defined by the state code is also listed. Type A violations could result in a recommendation for revocation, pass restrictions or visitor restrictions.

The least serious category of violations (Type B) could result in pass or visitor restrictions. Lying to agency personnel or providing false information to staff, failure to keep scheduled appointments for treatment (e.g., AA meeting) or required meetings with staff and violating the conditions of errand time or passes were included. Among other offenses in this category are refusing to obey a staff order, using abusive or obscene language, refusing to work and habitual rule violation.

Other than the most serious offenses, violations would first result in a warning. Next, an informal hearing might follow. The next step within the agency would be an administrative disciplinary hearing. Beyond the administrative hearing, the violation would be referred to the court.

Staffing

The bulk of the agency's clients were to be selected for admission to home detention as part of the presentence process in weekly meetings called staffings. At staffings, cases were to be reviewed to determine if the clients met the agency's eligibility criteria for admission to home detention and/or one of the agency's other programs, and whether they would benefit from the program. As a general rule, three people from the agency participated. The meetings were typically chaired by the assistant director. Cases were scheduled for staffing by the probation officer in charge of the case who was an active participant in the meeting. Independent

recommendations were then submitted to the court by the agency and the probation department for the judge's review.

The realities of the criminal caseflow are such that in most cases clients were already selected for home detention by the time they reached staffings. The selection had been made by the prosecutor and the defense attorney when negotiating the plea agreement which typically included provisions for sentencing. This is illustrated by the fact that 74.0 percent of the offenders included in this study had their cases disposed of by a negotiated plea. Thus, in effect, the agency could reject clients infrequently, at best, though in some cases questions which arose in staffing were discussed with the prosecutor in charge of the case.

Intake

Once the case was formally disposed of by the court, the agency received a court order assigning the offender to home detention. In a relatively small number of cases, the individual was immediately referred to the agency for intake, but in the majority of cases the individual was scheduled for an intake appointment by the agency.

Intake was handled by the home detention coordinator. He explained the program to the offender and told the offender what method would be used to monitor compliance. The coordinator would review and explain program rules and answer any questions the offender might have about the program. Among other things, errand and pass policies and procedures were explained; prohibitions against drug and alcohol possession and use were reviewed; and limitations on visitors in the house explained.

If an electronic device was to be attached to the offender, it was done during the intake. Further, if the offender was to take equipment home to install, the coordinator explained how this was to be done. A formal contract containing the rules and regulations was then signed and a copy given to the offender (See Appendix G). The offender was then sent home and told to review the contract and call to the office. The call verified the offender was at home, and in the case of electronically monitored offenders it provided the opportunity for a test call to make certain the

equipment was operating correctly. Further, the call also provided another opportunity to review program rules and answer any questions which the offender might have.

CHAPTER THREE: RESEARCH METHODS

DESIGN OVERVIEW

The program investigated for this assessment was designed as a post conviction disposition for offenders convicted of nonviolent felonies. However, as with most programs of this type, pretrial detainees, misdemeanants, and those convicted of violent felonies were also received from the courts. At the beginning of the research the host agency was utilizing three methods to monitor the home detention orders: (1) a manual method of telephone calls and home visits; (2) electronic monitoring with "programmed contact" equipment and home visits; and (3) electronic monitoring with "continuously signalling" and home visits. Approximately 16 months into the evaluation the host agency became dissatisfied with the continuously signalling equipment and discontinued it. Thus the results reported here focus on comparisons of the remaining two methods of supervision.

As indicated in the previous chapters, the current research was designed to provide accurate information about different methods of supervising a home detention order. Since the electronic monitoring systems are relatively new to the correctional field, the research was designed to provide basic information about the details of program delivery, organizational adjustment to electronic monitoring, client reactions to the supervisory techniques, the frequency and nature of recorded violations, and post disposition adjustment.

Basic Design Features

With the cooperation of the host agency the research was designed as a field experiment. In order to provide high quality information about the treatments, considerable care was taken in design and data collection. The basic elements of the research included:

- randomized placement into the different monitoring styles;
- intake and exit interviews with the clients about their reactions to the program;
- collection of basic information about current and previous charges;
- detailed documentation of program delivery including data about recorded violations;
- field observations of the operation of the home detention program; and
- a check of criminal histories one year after release from the program.

The details of the design are presented later in this chapter. All research activities -- interviews, data collection, coding, and analysis -- were performed by the research team.

Organizational Relationships

Organizational relationships are critical to any evaluation. Several dimensions of such relationships are important to note here. First, the research team was both financially and organizationally independent from the host agency. The research was totally funded by the National Institute of Justice. In addition to financial considerations, the independence of the research team was enhanced by being located in an entirely separate organization: Indiana University, Indianapolis. While there are both pros and cons to such arrangements, under the excellent conditions of cooperation experienced during this study such independence clearly enhances the credibility and integrity of evaluation research.

A second consideration is the relationship of the host agency to other organizations or agencies. In the current case the host was a county community corrections agency which received the bulk of its funding through the state department of corrections. As with most correctional agencies the one we investigated had little control over its clientele. The state department of corrections determined its approximate size through the allocation process, while the prosecutor and local courts determined the nature and number of clients received. Thus, interagency relationships were critical for the delivery of the home detention program. Of primary relevance to the research was the cooperation of the prosecutor's office and the judges.

Finally, and perhaps the most important is the spirit of cooperation required to produce an

evaluation such as this. From the host agency's perspective it required considerable trust and a major commitment to allow access to agency records and to refrain from major program modifications during the experimental period. In the present case, both the prosecutor and the courts sacrificed some discretion and authority, for a considerable period of time, in order to produce an acceptable evaluation. In the authors' judgement, all relevant actors exceeded our highest expectations about cooperation and assistance. This allowed the research design to survive the experimental period essentially intact.

PROCEDURES

Assignment to Method of Monitoring

In order to assess the viability of the different methods of monitoring compliance with the home detention order, the host agency, prosecutor, and judges agreed to an assumption of "no difference." That is, in the absence of convincing evidence to the contrary, they were willing to assume that there was no difference on relevant dimensions between the original three methods of monitoring. This allowed the prosecutor to negotiate and judges to assign home detention as a condition of probation only, while permitting the community corrections agency to make the monitoring decision. For the agency the assumption of "no difference" allowed them to make placements according to a randomized schedule. Of course, the judges retained sentencing authority to order a specific method of monitoring, whenever they "deemed it necessary."

Prior to the initiation of the experiment, the method of monitoring assigned to each offender was a programmatic decision reviewed and approved by the agency and judge in each case. The assumption of "no difference" made the field experiment possible by allowing random assignment to the types of monitoring. The role of the research team in this process was simply to keep the list of recommendations and supply placements on an "as needed" basis.

Assignment to the types of monitoring was accomplished in two ways. First, early in the project random recommendations were made after "staffing." This was a step, usually part of a presentence investigation, where members of the host agency reviewed a case for eligibility with

a probation officer. If the decision was to recommend the offender to the court for home detention, the research staff was consulted for the randomly determined method of monitoring. This procedure proved to be too early in the sentencing process. Many offenders simply did not receive home detention while other offenders received home detention in combination with other dispositions (e.g., jail and/or work release) which moved the home detention component out of the time frame of the research.

The second approach, used during the majority of the assignment period, was to make the monitoring decision at the time of intake into the program. In this approach no recommendation about monitoring was made until the offender arrived to be placed on home detention. At this time the agency would contact a member of the research team for a randomly determined placement. Under both approaches, in order to maintain the integrity of the random assignment, the research team always retained possession of the randomized list of assignments and provided the agency with placements on an as needed basis. If for any reason (e.g., no telephone) the individual could not be placed as recommended, the agency made its own assignment. After the final placement, and as a courtesy to the court, the agency would inform the court of the date of placement and method of monitoring.

The results of randomization are presented in Table 3-1. A total of 199 offenders were recommended for placement as part of the evaluation. Of this number 154 or 77.4 percent were placed as recommended and participated in the research. The remaining 45 individuals were spread among several categories. Three, who were monitored as recommended, declined to participate in the research. Nineteen individuals were placed on home detention, but they were not monitored as recommended. Twenty-three received no home detention. Twenty-nine (69%) of the forty-two individuals in these latter two groups (wrong or no placement) were recommended for placement with the first of the two procedures described above. These results confirm the decision to move the monitoring recommendation to the latter stages of sentencing.

Group Equivalence

In an experimental design the primary purpose of randomization is to produce equivalent groups. The above figures suggested that compliance with randomization had occurred at a reasonably high level. In order to further verify group equivalence, the two treatments were compared on all relevant prior variates: gender, age, employment, education, living arrangements, marital status, number of prior arrests, age at first arrest, nature of current charge, charge of conviction, and sentence length. Most of these comparisons are discussed in Chapter Four. The two groups were found to be statistically equivalent on virtually all of these variables. The exceptions were for current charge and charge of conviction. Table 3-2 presents the results for these variables. In each case the manually monitored group contained more individuals charged with or convicted of a felony charge of operating a motor vehicle while intoxicated.

There are two ways to interpret, and subsequently, deal with the above finding. The first is to dismiss the difference as a random event and, therefore ignore it in subsequent analyses. Randomization does not mean that the groups are exactly the same in all respects, but only that the differences have been spread randomly between the groups. It is the nature of statistical techniques that, even with perfect randomization, some statistical differences will occur by chance. After exhaustive analysis of the data and review of the procedures employed, we believe that such an interpretation would be justified.

The second, and more conservative, interpretation would be to treat these differences as the product of some systematic bias in the assignment process. As indicated above, we have been unable to identify any source for such a bias in the process, however, failure to identify an explanation does not mean one does not exist. Rather than take a chance of ignoring a systematic bias in the assignment process, we chose to follow this latter interpretation and include "charged with felony driving while intoxicated" as a covariate in subsequent analyses. Only one variable was included because the two are so closely related. "Charged" was selected over "convicted" because the relationship with the method of monitoring was stronger and the variable more clearly reflects the nature of the criminal activity.

Data Collection: Client Interviews

The offenders who were successfully placed on home detention as recommended were then considered candidates for the research project. After the initial program orientation by the home detention coordinator, a member of the research team met with the offenders to invite them to participate in the research project. They were told that participation was voluntary, their decision and all responses were confidential, and that the decision to participate would have no effect on their sentence. Data were then collected for those offenders who elected to participate in the study.

All cooperating individuals were interviewed on two separate occasions. The first was an "intake" interview conducted at the point of entry into the home detention program. This interview was designed to obtain basic information about the offender, his or her living arrangements, impressions about how they had been treated, and expectations about home detention (see Appendix B). The second interview was an "exit" interview conducted after release from the home detention program. This second interview focused on changes in their lives which occurred while on home detention, and their experiences with the home detention program (see Appendix C). Difficulties in locating some individuals reduced the sample size for this instrument to 144.

Data Collection: Existing Records

Three instruments were utilized to collect information from existing records. The first focused on "basic offender and offense" information. These data were derived from probation records. For each participating individual a member of the research staff recorded individual characteristics; charges and convictions for the current offense; recommendations to the court from the prosecutor, community corrections, and the probation department; the sentence imposed by the court; and a count of prior arrests. This instrument was designed to provide more objective data about the offenders' criminal histories (see Appendix D).

The second set of data drawn from existing records focused on "program delivery." This instrument derived data from the agency records. The data included length of time on home

detention, type of exit from the program, the nature of violations officially noted in the file, results of urine tests, status of fee payment, field contacts with home detention officers, and the nature of electronic contacts with each offender placed on electronic monitoring (see Appendix E).

Finally, criminal histories were checked for each individual one year after release from the program. All arrests, violations of probation, and warrants issued for the clients during this one-year time frame were recorded. These records were also used as a "check" against the other records cited above. In some cases the agency records were incorrect; in others, the criminal histories were incorrect. When inconsistencies were noted the research team pursued the case until satisfied that they had resolved the differences. This occasionally meant tracing a case back through probation and/or court records.

Data Collection: Observations

In addition to the various instruments described above, considerable observational data were collected. The research team spent innumerable hours at "staffings" (discussed in Chapter Two), in court, in the probation departments, and at the community corrections agency observing various aspects of the home detention program. Significant observations were recorded in the form of "critical incident" reports. We found that these observations were invaluable in interpreting and analyzing the results obtained from the other data collection techniques. The observational data supplemented the more quantitative data collected via interviews and existing records, guided our conceptualization of the program operation, and enriched the current report.

CHAPTER FOUR: OFFENDER CHARACTERISTICS

This section reviews, in a very brief fashion, the characteristics of the offenders assigned to the home detention program. For each characteristic a description of the total sample is provided, as well as a comparison of the clients served by the two monitoring types. As such, this section serves a dual function for the report. First, the general description provides a composite picture of the type of clients who were receiving home detention during the study. Second, the review of offender characteristics by type of monitoring gauges the success of randomization, and thereby, provides direction for subsequent data analysis.

DEMOGRAPHICS

Age. The mean age for all offenders in the study was 34.1 years at time of intake into the program. The median age of 30 years indicates that this figure was skewed somewhat by several older offenders. The age at entry into the program ranged from 17 to 71. The mean age was 32.8 for the manually monitored offenders and 35.3 for those monitored with the electronic equipment. Although there is scant information available on the age of offenders at the beginning of sentences, the above mean is relatively close to figures reported by the Bureau of Justice Statistics (1988, p. 41) for convicted jail and prison inmates. Using analysis of variance, this differences between the two groups was not statistically significant ($F=1.67$; $df=1$).

Gender. Eighty-seven percent of the offenders participating in the study were male. This compares with 83 percent of persons arrested (FBI 1988), 92 percent of jail inmates (BJS 1989), and 95 percent of all prison inmates (BJS, 1988). To the extent that the criminal justice system screens females out of the funnel, the above figure places this home detention program in an intermediate position. No differences were noted between the two groups in terms of gender

composition (x^2 =0.0 with Yates' correction; df=1). The percentage male was 86.8 for the manual group and 87.2 for the electronic group.

Ethnicity. Seventy-three and four-tenths percent (73.4%) of the offenders participating in the study, were white. This is in a county where approximately 78 percent of the population is white, but, on an average day, only 39.5 percent of the jail population is white. Virtually no differences were recorded between the two groups: 73.7 and 73.1 percent respectively of the manually and electronically monitored groups were white (x^2 =0.0 with Yates' correction; df=1).

Living Arrangements/Residential Tenure. The living arrangements for this group of offenders at the beginning of their term on home detention was quite varied: 28.8 percent were living with parents; 21.6 percent with their spouse; 19.0 percent with a roommate of the opposite sex; 12.4 percent alone; 18.2 percent were spread across other situations. No significant differences were noted between the two groups for this variable (x^2 =7.3; df=6;p=.298).

Employment. At the time of entry into the program, 70.8 percent of the offenders reported that they were employed. For the employed group, the mean time with their current employer was 32.8 months, and their mean weekly income was $308.37. The differences in percentage employed, 73.7 and 67.9 respectively for the manual and electronic groups, were not statistically significant (x^2 =0.037 with Yates' correction; df=1; p=0.54). Also, no significant differences were observed for length of employment--36.8 months for manually monitored group versus 28.6 months for the electronically monitored group (F=1.25; df=107,1; p=0.27). Weekly incomes reported to the researchers ranged from $20 to over $1,000. The mean weekly reported incomes for the two groups--$326.00 for the manual group and $291.08 for the electronic group--were not significantly different (F=0.79; df=103,1; p=0.38).

Education. Educational data were also collected for the offenders participating in the study. Less than one-half (39.6%) of the respondents actually graduated from high school, while another 18.8 percent had obtained a GED. This combined for a total of 58.4 percent with the equivalency of a high school education. The two groups were statistically equivalent for this variable (x^2 =1.17;df=3;p=.760). The mean highest grade completed, recorded from existing records, was 11.0 years for the total group.

CRIMINAL HISTORY

Prior Adult Encounters. Two measures of prior adult encounters with the criminal justice system were recorded from existing records. First, the number of separate criminal history entries were recorded for each offender in the study. For the total group, the mean number of prior charges was 12.32. The difference between the number of prior entries for the manually monitored group (12.33) was not significantly different from that of the electronically monitored group (12.32; $F=0.0$; $df=149,1$; $p=.99$). Second, using distinct dates, the number of prior incidents was also recorded. Overall, the offenders in this study had been charged as adults in a mean of 7.3 separate incidents. Again the number of prior incidents for the manually monitored group (7.32) did not differ significantly from that of the electronically monitored group (7.28; $F=0.00$; $df=149,1$; $p=0.97$).

Age at First Arrest. Each offender was asked to remember their age the first time they were arrested. The mean on this variable for the total group was 20.57 years; ranged from 9 to 57 years old; this number was similar for the manually monitored (20.17) and electronically monitored (20.93) groups ($F=0.3$; $df=143,1$; $p=0.58$). Although this number may seem high for the general criminal population, it is understandable when the nature of the current offense is discussed below.

Number of Current Charges and Convictions. The offenders in this study were charged with an average of 3.1 offenses for the current incident. This was approximately evenly divided between felonies (1.58) and misdemeanors (1.53). The mean number of offenses for which the respondents were found guilty was 1.23. When broken down by type, felony convictions (0.82) were somewhat more prevalent than misdemeanors (0.41). No differences were observed between the two types of monitoring for any of these variables.

Type of Current Offense. The nature of the current offense was also coded from existing records. Although the program was initially designed for offenders charged with their first nonviolent felony, it was dominated by individuals charged with alcohol related offenses. Overall, 64.9 (100) percent of the program clientele had been charged with operating a motor vehicle

while intoxicated with a prior conviction (a felony). This is very similar to the figures reported by Jolin (1987) for the Clackamas County Oregon program. As noted in Chapter Three, the two groups differed significantly on this variable with the manually monitored group having more felony DWI offenders than the electronically monitored group.

Table 4-1 presents the current charge for the offenders in this study. As this table shows, the program turned out to be primarily a program for individuals charged with alcohol related offenses. After the felony DWI charges, four of the next six most frequently occurring charges were of this nature: other misdemeanor (38%), habitual substance (34%), Blood Alcohol > 0.1 (32%), driving while suspended (29%), other felony (25%), and public intoxication (23%).

The picture of the client population changes considerably when charge of conviction is reviewed. Table 4-2 presents the six most frequently occurring offenses for this variable, as well as, the offenses reported in the preceding table. Again the most commonly occurring conviction was for a felony DWI charge (63.6%), although a substantial proportion were sentenced under an "alternative misdemeanor sentencing" provision. After that the frequency of the remaining charges dropped off significantly: Other felony (16.8%), misdemeanor DWI (5.2%), other misdemeanor (4.5%), burglary as a "B" felony (3.9%), and conversion (3.2%). In addition, many of the most frequently occurring charges, like habitual substance offender charges and blood alcohol content >0.10, were void or very small when convictions were reviewed.

These differences are primarily understandable in terms of the plea negotiation process. As we described earlier, the offenders in this program were charged with an average of a little over three (3.1) offenses and convicted of a little over one (1.23) offense. For the DWI offenders, a common practice for the prosecutor's office was to agree to nolle all other charges (e.g., BAC > 0.1, habitual substance, driving while suspended) in exchange for a plea of guilty to the felony DWI charge. Also, the habitual substance statute specifies mandatory executed time, thus in addition to being a "negotiable" charge, offenders who plead or were found guilty for this charge were not eligible for this program.

CURRENT SENTENCE

All individuals had been sentenced to home detention as a condition of probation for periods ranging from 30 to 730 days. The mean home detention sentence length was 174.2 days, while the median was 180 days. The modal sentence length was also 180 days, with 59.5 percent of the offenders receiving this disposition. The average sentence length for the manually monitored offenders (179.9 days) was not significantly different ($F=0.64$; $df=1,151$; $p=0.425$) from that of the electronically monitored group (168.7 days).

For most offenders home detention and probation were only part of their sentence. Table 4-3 presents a summary of these other sentencing elements. According to the court orders a substantial 44.2 percent of the offenders were supposed to receive some executed time in prison or jail. However, as it turns out court orders were such that this can best be interpreted as an upper bound of incarceration. The records indicate that 7.8 percent were sentenced directly to the Marion County Community Corrections Jail Program--a program which emphasized services to incarcerated individuals. A residential treatment/work release center was ordered for 29.9 percent of the offenders. A weekend drug/alcohol treatment program was ordered for 14.9 percent of these individuals. Almost two-thirds (64.9 percent) had their driver's license suspended for some amount of time. Finally, court costs, probation fees, and restitution amounted to a median value of $329.50--plus the home detention charge for the electronically monitored offenders. These fees ranged from no charge for two individuals to $24,314 for one individual who was ordered to replace a very expensive automobile which he had destroyed in an accident.

Taken together all of these components, plus an average of 174 days on home detention, constitute a substantial penalty for these offenders. As a rough indicator, a simple count of the other custodial dispositions (executed time, jail program, work release, weekend program) was constructed; Table 4-4 presents the results. Overall, only 34.4 percent of the offenders managed to avoid all four of these other possibilities. Multiple and sequential sentences were common as is evident in the 27.9 percent who received two or three of the four other possibilities. A common sentence, often recommended by the prosecutor and/or the community corrections

agency staff, was six months in the "jail program", six months in the work release center, and six months on home detention--a total of eighteen months. Thus, for almost two-thirds of the individuals home detention represented only one component of their sentence.

CHAPTER FIVE: PROGRAM OPERATIONS

INTRODUCTION

The high technology of modern home detention is so attractive that it may temporarily tempt us to ignore the fact that home detention programs typically do not stand alone, but rather operate in a complex organizational environment. As Feeley (1983) described in his analysis of court reforms, programs are seldom their own masters in such environments, rather they are objects of competing demands and subjects of the needs of other actors and other organizations. In addition they are subject to the variability of the host organization's internal dynamics. While this is obvious to veteran administrators, casual observers of home detention programming may, in the face of the new electronic technology, fail to recognize what the veterans know.

Program design standards for home detention are best thought of in this context as one organization's aspirations and not statements of absolutes. They evolve in the setting of this complex interaction. Similarly, a home detention program may have its operational preferences, but when those preferences become objects of interest to other actors they may have to be adapted to the environment just as standards may have to be adapted. The technology is simply another adaptable commodity, other than in those few instances when, for a time, it may be uncritically swallowed whole.

The purpose of this chapter is to set out the organizational context in which the home detention program under study operated and to indicate some of the ways in which the context affects operations.

ORGANIZATIONAL CONTEXT

The Marion County Community Corrections Agency is a county organization established under the authorization of state legislation. It is funded by formula grants from the state Department of Corrections and appropriations from the county. One of the reasons the state legislature created such agencies was to offer the counties an incentive to divert prisoners from state institutions and thereby reduce the burden on the state.

Prosecutor. As a county justice agency, the Prosecutor's Office is one of the important actors that impacts community corrections' operations. The impact is the result of the Office's political significance in the county and its organizational significance in the processing of cases. Support for the program by a popular prosecutor may be critical for program success. In addition, internal office policies regarding case processing will also have an impact on the program.

In Marion County, the prosecutor actively supported the program and the introduction of electronic monitoring equipment. Further, in the processing of cases, as previously noted, home detention was a frequent outcome of plea negotiations conducted by his office.

Defense Bar. When it comes to case processing, the defense bar also has an impact on the operation of home detention. They can to choose to accept or reject the program in general. Further, and perhaps of more significance, they can choose to place or not place their clients in the program. Public defenders and the public defender's office (along with its supporting organizations) are of special interest in this regard because of their mission and likely legal orientation, as well as because of the volume of cases they tend to handle in trial courts.

During the course of this study, there was no apparent dislike for the program among the members of the defense bar. Indeed, the agency received a number of unsolicited inquiries about placement in the program from members of the bar or their clients. From all appearances, it was perceived as an attractive alternative in the defense community.

Judges. Another set of actors that the agency interacts with are the judges of the two court systems who process the agency's potential clients. In Marion County there is a Municipal Court with fifteen judges. The court has civil and limited criminal jurisdiction. On the criminal side, it

processes traffic offenses and minor felonies. In volume of cases, it is by the far the larger of the two courts. Under the terms of the state legislation governing the court, judges are selected by the governor under a modified Missouri plan. The legislation specifies that no one of the two major political party may have more than eight judges on the court. Control of the governor's office also determines control of the court, as the presiding judge is appointed by the governor.

The Marion County Superior Court is a court of general jurisdiction and deals with major criminal cases. Created by state law, it has 15 judges, including a judge who runs the Juvenile Division of the court. Judges in this court are elected for six-year terms.

Each of the courts may act as a body and influence the agency through collective policy choices. In addition, individual judges, as officeholders in charge of a single courtroom, may make choices which impact the agency's operation. For example, when this study first started, judges were prone to specify the type of monitoring (manual or electronic) to be used on offenders in their orders. If judges, individually or collectively, were to adopt this as a matter of policy, it would hamper, if not restrict, the agency's ability to allocate its resources.

Probation. Each of the courts has a probation department which interacts with Community Corrections. Probation officers from these departments may bring cases to the agency, as happened in this case. Or, they may attempted to evade client assignment to the program which seldom happened during the course of this study. They also carry back to their departments and the judges their assessment of Community Corrections' programs and its operations, including home detention.

In a probation department strongly committed to a "helping" orientation, there is likely to be considerable opposition to "imposing" the enforcement philosophy on clients typically associated with a home detention program. If this were to happen, it is probable that the home detention program would find it difficult to operate. While there were infrequent expressions of this tension during the course of the study, as well as an occasional note of competitive discord, collectively and individually probation officers appeared to be quite supportive of the program.

Other Actors. Virtually all of these organizations, plus a number of others, are represented on the Agency's advisory board. The board meets once a month and sets general policy for the

agency. As with most advisory boards, it appears that many of the issues are presented to the board by the Director of the Agency. However, most of the members of the board are active participants in the justice system or its supporting structure and, thus, have more than a passing knowledge of and interest in what is under consideration.

Aside from the advisory board, the agency must also answer to the Marion County City-County Council and to the Committee on Public Safety in particular. Through the Committee, the Council is in a position to control agency operations, especially through budgetary and personnel items. In addition, the Council is a focal point for the public's acceptance or rejection of agency programs, including home detention.

Internal Environment

The agency's internal environment is also a consideration. At the time the project started, the agency operated two programs besides the home detention component. It had a jail program which provided counseling, education and alcohol treatment for those of its clients serving jail sentences. It also operated a residential treatment program for alcohol and drug abusers through contracts with treatment providers. As noted in Chapter Four, it is relatively common for offenders to be placed in one or both of these programs before entering the home detention program.

To handle these programs, the agency, at the start of the study, had a director and an assistant director. The latter doubled as coordinator of the residential program. It had a jail program coordinator, who had two counselors on his staff. Home detention had a coordinator and two home detention officers. The coordinator handled program intake and the officers did the field work. The support staff for all programs consisted of two secretaries (one assigned to the jail program), plus an office manager who handled financial and personnel records for the agency. Staff fluctuations in the home detention program created operational problems, especially with the manually monitored population, as will be described in Chapter Seven of this report.

Physically, the agency is located in cramped quarters in the city-county building, except for the jail program and its staff which is located across the street in the Marion County Jail. The agency director, whose office doubles as an agency conference room, has the only private office. The assistant director and the home detention coordinator share a partitioned room.

The remaining two members of the office staff work in the front office, which also serves as the reception area for visitors and agency clients. In addition, the electronic equipment for monitoring is jammed into this office, clearly visible to any who enter. Virtually all incoming calls, including client contacts, come through the front desk in the office. Aside from a scattered chair or two, there is no space for home detention officers to work when they come in from the field. Indeed, it is not uncommon to see a home detention officer working on reports in the front office seated next to an offender waiting to go through intake.

PROGRAM ACCEPTANCE

Perhaps the most basic requirement for any program is that it gain acceptance from significant others in the organizational context in which it operates. In the case of the Community Corrections Agency, and especially home detention, much of this had been dealt with since its establishment in the 1983. There was a pattern of referral from the courts and the prosecutor's office and an established relationship with the probation departments.

The basic parameters for acceptance had been set when the county accepted the option for community corrections, including home detention, offered when the state passed the basic legislation in 1983. For some, community corrections offered the sensible path for working to rehabilitate offenders with the support of family, employment and community. They accepted it and viewed it as a step forward from the housing of offenders in overcrowded jails and prisons where nothing positive and a good deal negative could happen.

For others, community corrections and home detention was a practical answer to the problems caused by overcrowded prisons and jails, and probation departments with impossible caseloads. The county was already operating an overcrowded jail and was under orders from the federal court to do something about it. A jail addition was opened in 1986, but is already

overcrowded and again a source of concern. The state was short of space and remains short of space to this date. The prospect of state money was simply one more positive practical consideration that reinforced the acceptability of community based programs such as home detention.

Thus, the addition of electronically monitored home detention in 1986 raised few questions. The principle of release under supervision was well established. If anything, electronic monitoring offered the prospect of a more efficient way to provide closer and more secure supervision for more offenders. The vision of an "electronic jail" as an answer to the twin problems of jail overcrowding and public safety no doubt danced in some people's heads (see Appendix F).

The critical significance of the acceptability of home detention's basic premises for program operation should not go unrecognized. Its significance is readily apparent when it is challenged as happened in the Indiana Department of Corrections' pass program in March of 1989 in the widely reported Matheney case. Matheney, a state prisoner with a history of spouse abuse, was released on an eight-hour pass to permit him to spend time in Indianapolis where his mother lived. He promptly drove to his ex-wife's home in the northern part of the state and murdered her. Amid public uproar over the program, it was immediately halted.

While no such incident occurred during the course of the study, it was a source of constant concern. The belief was that one dramatic incident might well undercut support for the program. The uncertainty associated with the occurrence of such a single event appears to be a structural characteristic of home detention programs (as it is in many programs) and, in the broadest sense, there is nothing that can be done to remove it.

A healthy administrative consequence of uncertainty may be a search for alternatives. In the case of the program under study, it contributed to the development of a communication feedback between the agency and the judges. As part of the study, judges agreed to sentence offenders to home detention with no method of monitoring specified. In turn, the agency developed a procedure of notifying judges with a form memo of the date on which an offender was placed on home detention and the method of monitoring employed.

CHAPTER SIX: DAY-TO-DAY PROGRAM OPERATIONS

Within the context of its larger environment, an organization administering a home detention program is likely to be left to its own devices in the day-to-day operation of the program. For the most part, the problems it faces and the solutions it creates, or fails to create, are a function of its internal characteristics. The skills and experiences of its personnel come into to play in this process, as does its history, management and collective wisdom.

This section describes some of the problems faced by the agency examined in this study in the day-to-day operation of its home detention program, its responses to these problems and some suggestions as to what may affect the character of the responses.

THE TECHNOLOGY OF HOME DETENTION

As noted, Community Corrections had several years experience with a manually monitored home detention program. The agency operated the program within an external environment that was not highly computerized. As might be expected within such an environment, the agency had no internal electronic capabilities, not even a dedicated word processor.

Thus, the manually monitored home detention program was also operated with a manual technology. It centered around pencil, paper, the telephone, and personal contacts. Records were kept by hand; there were substantial limits on the amount of information that could be collected and recorded; and analysis of the information recorded, other than for the most basic purposes, typically bordered on the impossible.

The agency decided to add electronic monitoring equipment because it saw the equipment as a means of improving program operation. The equipment would allow it to supervise offenders around the clock. More effective supervision would improve offender compliance, thereby improving the chances of offender success. More effective supervision would also

enhance public safety. Further, the new equipment, it appeared, would also make it possible to handle more cases without additional personnel.

As with any new technology, the process whereby all this would occur, the problems that would arise, and the factors that would affect the changeover were less apparent. In this respect, the agency was in the position of any early user of a new technology. In the early stage of use, the focus is generally on the basics of the technology. The experience of other users is still scattered and the intricacies of the process and the details of successes and failures are yet to be learned. As a result, the technology tends to look quite attractive and the problems tend to be unanticipated.

The attractive new technology of home detention was added to the manual environment described above. The vendors provided basic training on the systems, some field support, and a number to call when there was a question or a problem. Integrating the systems into the pattern of operations fell to the agency as did learning how to exploit the possibilities.

Learning the New Technology

There were a number of factors which appeared to affect the length of the learning curve in this case. First, while the experience with a manually monitored home detention program meant the agency had developed a conception of home detention programming, the manual operating environment in which it lived and operated meant it was not prepared for computerization. As noted above, the agency had no computer experience, not even word processing. It had not even experienced the routine usage of a mainframe "read only" terminal for record checking as was the case for some of the other criminal justice units in the county. Further, there appeared to be nothing in the general environment by way of policy, money, training, or personal urging by criminal justice leaders which encouraged the agency to get training in anticipation of future computerization in the broader organizational environment.

The lack of an organization computer knowledge base was compounded by the personal backgrounds of the staff. There was no individual on staff who had a professional or avocational background with computers. Thus, there was neither an organizational base for assisting in

learning the system, nor was there an individual who had the time, background, or inclination to "play" with the system, learn its ins and outs, and pursue the vendors, or others, with questions about what it could do, or be made to do.

The learning process was further complicated by the fact that initially the agency had decided to use two types of electronic systems: a programmed contact system, which it retained throughout the term of the study, and a continuous signaling system which it later abandoned. An additional complication was introduced when the agency decided to locate the continuous signaling system in the juvenile center approximately six miles from the agency's office. This was done in order to provide round-the-clock coverage for that system.

The home detention officers, who work in the field, were given the responsibility for checking this system each day and reviewing the printouts. The programmed contact system was located in the central office where all staff were in contact with it. Both systems were the immediate responsibility of the home detention coordinator. This was in addition to the coordinator's responsibility for offender intake, operational management of offenders, and paperwork on home detention operations, among other matters.

It is also reasonable to suspect that the state of the industry may have complicated the learning process. As a new venture, vendors had a need to sell installations, produce units, and deal with technological updates and breakdowns as first priorities. They appeared to have little slack to devote to extensive personalized customer service. A more mature industry is likely to have the experience and the slack to better assist agencies with problems.

Integrating the New Technology

Conceptual Problems. There were two basic problems that the agency faced in integrating electronic monitoring into its program. First, the tendency was to treat the new technology as something different in conceptual terms. Initially, the language of discourse referred to home detention and electronic monitoring as two separate entities, as if they were separate programs. This was reinforced by the fact that when agency added electronic monitoring it also decided to charge those on the systems a daily home detention fee in order to cover the costs of leasing

the equipment. The agency was not alone in treating electronic monitoring as a separate program. Prosecutors in writing pleas were prone to make the same distinction, as were some judges. Pleas and court orders which had previously ordered home detention, now sometimes sentenced to electronic monitoring, and in other cases to home detention.

At a policy level, the agency resolved the issue with little difficulty by defining home detention as a program which could be monitored in several different ways. However, the issue did remain as an operational problem for some months and affected the rate at which offenders were initially assigned to the electronic systems.

While research may have changed the manner in which the issue was approached in this case, the resolution of the issue is significant over the long haul for the design and operation of home detention programs. If the issue is resolved as it was in this instance, then policy discussions about home detention are likely to focus primarily on what should be the content, policy and direction of programs. The method of monitoring will be secondary and the discussion will likely focus on how the available methods of monitoring can be used to enhance home detention objectives and policies, and for whom.

On the other hand, should electronic monitoring be thought of as separate from home detention, it seems likely that the method of monitoring, especially electronic monitoring, will seize the attention of administrators and policymakers. The result is likely to be that the process rather than the purpose will determine policy. For example, when the method is primary, cost per case and ease of operation may dominate the decision process. It then seems likely that questions about broader program objectives will fade from attention and the intricacies of the differential effects of methods of monitoring, if any, will be set aside.

Operational Problems. The second basic problem the agency faced in integrating the new technology was operational. The need was to learn the details of the electronic systems in order to maximize the information they supplied and ease the burden of tracking offenders. As suggested above, there are several factors that may affect how quickly all this will occur. Whatever the shape of the learning curve, the problems are of interest.

Changing Schedules

Not all offenders work regular schedules. Further, even those who work regular schedules may be required (or desire) to work overtime on a given day. Weekly schedules may be further complicated when offenders are allowed errand and pass time for personal business as permitted by program rules in this case. In addition, there will be emergencies, missed buses, snow storms and a variety of other events which legitimately change offenders' schedules. All of these are to be duly reported to and noted by authorized program personnel in accordance with procedure. Predictable shifts in schedule with a relatively long lead time, such as a work shift rotation, were not a problem since the agency required advance notification and the system (manual or electronic) could easily be adjusted to record and handle them. Also, the lead time available made it simple to fit the staff effort required to adjust the system into the work routines of the office.

In the electronic system, the schedule of calling hours and the frequency of random calls to offenders are controlled by punching the appropriate information into the computer. As an offender was placed on home detention, he/she was added to the electronic list in the computer. As a result of experience, the agency adopted the policy of modifying the basic calling schedule for each offender every two weeks in order to make it more difficult for offenders to figure out any pattern to the calls. They found this was a time consuming task.

Even though the agency required offenders to file errand and pass requests by Friday of the previous week, it had a problem in adjusting the contact schedule in the electronic system to take account of the hours out when the offender's request for errand time or a pass was granted. The software in the system was not capable of making it possible to punch in a simple call override for part or all of a day for an offender. As the agency saw it, the alternative was to spend more time adjusting calling hours for offenders on an individual basis.

The agency determined it did not have the staff time to do this. Instead, it continued to change basic calling schedules biweekly and individual work schedules weekly with no adjustment for errand or pass hours. Thus, the computer called offenders when they had permission to be out of the house. As a result, unsuccessful contacts were built into the system.

An uninformed review of the call records would suggest a much higher offender noncompliance rate than was really the case.

Handling Unsuccessful Contacts

Operationally, unsuccessful contacts (offender misses), whatever their source, create a problem in running a home detention program. Acceptable offender misses must be separated from those which are unacceptable. Acceptable misses appear to be inevitable whatever the model for the program or the monitoring technology. Bodily functions, snow storms, missed buses, equipment malfunctions, breakdowns in communication among personnel and human limitations mix with intended noncompliance by offenders to create the need to review unsuccessful contacts to determine which are actionable and which are not. This would appear to be the case even if the program is modeled on the notion of an electronic jail in which it is presumed that any unsuccessful contact will be unacceptable.

The errand/pass problem observed in this study appears to be a special case of this more general problem. The agency dealt with the unsuccessful contacts recorded on the electronic system by manually reviewing the offender's call printout daily, when possible. Typically, this was done by the offender's home detention officer who knew most about what the offender had been authorized to do. The home detention coordinator was frequentiy involved in the review. His involvement not only made it possible to coordinate information about the offender, it also provided an administrative check on the actions of the officer. In the review of the printout, unsuccessful contacts caused by errand and/pass time (acceptable misses) were crossed out on the sheet and noted.

The review also was used to adjust for other acceptable misses which showed as unsuccessful contacts on the record. For example, overtime requests that were phoned into the office were handled this way, as were any schedule adjustments for the offender that had been made in the field by the home detention officer. Transportation delays and other emergencies were also handled in this manner.

These are the types of adjustments which had to be made routinely in a manually monitored system. Electronic monitoring may have increased the number of individual incidents requiring adjustment both because the informalities of adjustment in the manual system are excluded and the electronic system generates more unsuccessful contacts and keeps a more accurate record of them. However, the electronic system did not change the need for adjustments, nor did it change, in this instance, the technology used to make them.

As suggested above, the problem of adjusting schedules for passes could be solved by changing the frequency with which an agency enters schedule data, though this would take more staff time for data input. Rightly or wrongly, the agency decided this approach would cost more staff time than the choice it made. On the other hand, more frequent schedule input would substantially improve the accuracy of electronic call records and reduce the number of calls generated by the system, including the multiple calls generated by an initial unsuccessful contact. The other possible solution would be through software which provided a user friendly method for overriding the pass time call schedule for an offender or which made it possible to otherwise code or mark legitimate offender misses.

Integrating Records

While either of these two approaches would solve the special case of pass times, they do not deal with the broader problem of the seemingly inevitable singular events which produce unsuccessful contacts that are determined to be acceptable. Further, these solutions do not deal with the broader problem of integrating other offender contact data with electronic call records. For example, the agency required that the home detention officer maintain a schedule of weekly contacts with offenders, either in person or by phone. In addition to these scheduled contacts, home detention officers were some times directed by the electronic system through a beeper to contact offenders following a series of unsuccessful contacts by the system. Offenders also generated contacts when, as required, they notified the agency by phone about last minute work schedule changes or some other schedule problem.

In addition to these data, data were to be kept on work place contacts and pay stub data were to be examined as a means of verifying offender claims about work hours. There were to be records on any disciplinary actions taken against an offender and fee payment records that had to be kept on each offender.

Virtually all this information was recorded by hand. Making certain all the various records were up-to-date and complete was difficult at best. Further, it was impossible to crosscheck the various records routinely. Crosschecks, for the most part, could only be run when a specific problem arose. The manual operation made it impossible to comprehensively integrate the records. Further, as the caseload increased, problems of record coordination also increased.

These problems in the administration of home detention programs will require the development of a computerized case management system which permits the integration of the variety of offender data that should be collected. The basic problem in the design of such a system will be a methodology for integrating computer generated data, such as call records, with the other data generated about offenders by the agency in the course of the day-to-day operation of the program.

At least one vendor, it has been reported, may be working on such a system. Thus, the problem may be solved as succeeding generations of software come to the marketplace. However, this approach may require that each time an agency changes systems--a real possibility given public bidding requirements--agency record formats will have to be modified and other adjustments made.

Agencies may wish to consider developing their own case management system. An agency based system would have the advantage of stabilizing the agency's record format in light of its computing needs and environment and shift the burden for adaptation and integration to vendors of electronic systems. Another advantage of the agency approach is that it might insure that system plans would consider computer applications for manually monitored offenders should the agency have need for this option.

PROGRAM OPERATIONS: ADDITIONAL CONCERNS

Problems In Program Definition

At the core of any home detention program is a statement of purpose. Two of the most significant aspects of such a statement are who is expected to utilize the program and the criteria for eligibility.

In the program under study, the desire was to provide an alternative for nonviolent first offenders who would otherwise be sentenced to prison or jail. More specifically, it was thought that the program would mainly serve burglars and those convicted of theft. While other nonviolent offenders would also be eligible (e.g., DWI offenders), the supposition was that they would be a minor part of the caseload. In fact, at this point in its history, the agency finds that well over half its cases are DWI offenders.

It should be remembered that although the statement of purpose (i.e., who is targeted and how they shall be selected) for a home detention program tends to be fixed in time and place, the program operates in a dynamic setting where others influence the flow of cases. Thus, it is likely that electronically monitored home detention programs will be pressured to recast their effective purpose in light of current system needs. As numerous studies of the criminal justice system have indicated, the prosecutor is often the critical figure in the operation of the system. The prosecutor's policies, priorities and his/her control over plea agreements usually determines what moves through the system and how it will be handled, especially if judges tend to accept pleas as negotiated. If a prosecutor emphasizes certain offenses, it is likely that a home detention program, no matter its intent, will find its case mix reflective of this fact.

Through their sentencing orders, judges can also modify the home detention program. They may, for example, order lengthy stays on home detention (e.g., two years or more), or, they may decide that, despite agency policy, none of their cases shall be allowed pass privileges. They may also forget about the program where they have the option and stop referring cases for home detention. These actions, just as is the case with the prosecutor, may have a significant impact on the program.

The influence of other actors on the program means that agencies will find it necessary to develop adaptive strategies. Our experience suggests, for example, that in light of the fact that deputy prosecutors come and go just as judges forget, home detention programs may find it necessary to spend resources in socializing and resocializing the actors about the program.

More significantly, at least in postconviction applications it may be necessary for home detention programs to consider whether or not their programs are built on an incorrect assumption that the effective time to screen cases is at the sentencing stage. If, in fact, the plea process controls the mix for the program, the agency may have to become involved in case screening at that stage in the process. If that is decided and agreed to by the other actors involved, it must be recognized that the burden of case screening in the program will be considerably higher, since the agency will then be intercepting cases in the system where the flow is much more substantial.

Whatever the choices made by the home detention personnel, they will have to recognize that the statement of purpose is at best a statement of aspiration and that much time and effort will have to be devoted to adjusting that statement to a dynamic environment where others have considerable influence.

Availability of Telephones

The electronic equipment employed in Marion County, like that in virtually all other jurisdictions, requires the offender to have a telephone at his or her residence. The telephone is used by the equipment either to initiate calls to the central computer or to receive calls from it. Based only on national data, this seems like a reasonable requirement. National figures suggest that in excess of 95 percent of all households now have a telephone. This figure is higher in urban areas where the need for alternative programs is greatest. However, it should be anticipated that the offenders referred to home detention programs and other correctional alternatives will be considerably less likely to have a telephone in their residence. Preliminary data indicate that this is the case for the offenders sentenced to the Marion County program. During the four month period between March and June 1987, 79 clients were referred to the

agency by the courts. Of these, 27.8 percent (22) did not have a telephone. As Schmidt and Curtis (1987) have noted, this represents a serious problem for both the agency and the offender.

Faced with the phoneless, the agency must order the offender to "get a telephone or else." Unfortunately, as much as we take telephone service for granted, some individuals simply cannot afford a telephone, either because of limited income, overwhelming bills, or some combination of the two. One home detention officer commented about an offender without a telephone that "he needs to spend the money on roach killer." While the court can provide counsel and waive fees for indigent offenders, they typically cannot provide them with telephone service. This means that the truly indigent could be effectively excluded from the program. If the program is an alternative to prison or jail, as most are, this carries potentially serious consequences-- for both the offender and the program-- because a telephone becomes the key to freedom.

The immediate need for a telephone poses serious obstacles not only for the indigent, but also for the offender of limited financial means. Installation of telephone service for a new customer in Indianapolis currently costs a minimum of $134, plus the purchase of a telephone. If work is needed in the home or prior service has been disconnected for nonpayment, the initial cost could be considerably more. In addition, the basic telephone service will cost at least $20 monthly. This is a considerable sum of money for a low (or no) income individual faced with the usual cost of living, plus some combination of attorney fees, fines, probation fees, program costs, and restitution. Given that the choice is usually jail, this group of offenders must get a telephone "one way or another". Unfortunately, for some offenders acquiring a telephone means that other court ordered fees are not paid; this simply postpones the threat of imprisonment until after the original home detention time has been served.

It is important to note that the system technology employed determines who is billed directly for call charges. Some originate the calls at the offender's expense and others originate the calls at the agency's expense. If the agency uses an electronic monitoring system which originates calls from the offender's home, the offenders may see an increase in their bill assuming they have limited outgoing service or live in an area where measured local service is a

reality. Or, their phone costs may be significantly higher if they live a toll/long distance call away from the agency.

Unless they are to be correctional programs for the affluent, potential and current electronic surveillance sites need to anticipate and solve the problem posed by the need for a telephone in the home. Perhaps a portion of user fees could be set aside to defray the initial cost of installation or an outside source could provide funds for this purpose. If it is determined that the offender can afford the service fee for the program, it may be that this fee could be waived to a point equivalent to the installation costs. Schmidt and Curtis (1987) note that one program has implemented a policy designed to avoid disconnection while the offender is on home detention. For the immediate future, if electronically monitored home detention is to become a true alternative to incarceration, local programs must overcome this obstacle. In the long run, advances in technology which eliminate this requirement may reduce the problem.

The Costs of Home Detention Systems

In working out the operations of an effective home detention monitoring system, there are two types of costs that program directors must consider. First, and most obvious, are the costs to the agency. Second, there are those costs borne by the client. Each of these cost areas provoke policy considerations of significance to program operations.

Agency Costs. The basic costs for monitoring systems include personnel and equipment. Other costs include dedicated telephone lines, insurance against loss of the equipment, supplies (such as paper, ribbons, disks, etc.) and installation expenses (e.g., extension cords to be used in clients' homes). In addition, in some cases, there may be special charges by the vendor for installing the system in the central office, training personnel and maintaining the system. Friel, et al. (1987) report that equipment costs figured on 20 and 50 unit systems amortized over a two-year period, vary from approximately one to seven dollars per day--seven days a week. The agency which is the focus of our study has calculated the total cost of each of their three systems (two electronic and the manual). One of the electronic systems cost the agency slightly

less than four dollars per day per unit and the other cost more than nine dollars per day. The manual system cost a bit less than a dollar per day per client.

For the most part, miscellaneous costs are straightforward and/or minor. Occasionally, they are surprising and even a bit humorous. For example, the agency we have been studying found that their field people encountered installation problems in some of the older homes. To avoid delays in installation and the additional expense of another trip, they put together an informal field installation kit that includes extension cords, phone line adapters and other such items. Another minor expense we have not seen mentioned elsewhere is the insurance cost. For the policies available from the vendors this comes to approximately $200 per year for one system and $18 per unit per year for the second system. Coverage may vary and should be examined in anticipating costs.

Anecdotal evidence and observation suggest that the personnel costs associated with electronic systems may be more substantial, at least to start with, than one may anticipate. For example, agency personnel report that they spend a good deal of time reloading data when they have a computer crash on one system, despite the fact that they faithfully prepare backup disks as required. Much of the time is apparently consumed in reloading work schedule data. In the current configuration, pass times also causes some extra personnel expense. One of the electronic systems also provides an audio tape record of all telephone contacts. If the feature is used routinely, this means that something in excess of one hour per day may be spent ordering and reviewing the tapes. This time is in addition to other time that must be devoted to checking, maintaining, and updating the systems. Data have to be loaded weekly on work schedules, printouts have to be reviewed daily, records have to be filed, disks have to be duplicated, audio tapes checked and replenished when needed-- all those mundane but significant tasks that any system requires.

Perhaps the most significant potential increase in personnel costs is generated by the 24-hour monitoring capability of the electronic systems. If an agency is not already on a 24-hour program operation and wishes to take advantage of this feature, around the clock staffing of some sort is required. Some of this cost could probably be minimized by using the system

software to screen violations after hours and then have it notify staff designated as on call. If this approach is adopted, phone pagers may have to be added if they are not already in use. Again, this will require the computation of tradeoff costs.

Observations suggest one other cost that may have to be considered. In an office, especially an office open to the public, the presence of the central control unit raises questions of noise, program operation and privacy. In turn, this leads into considerations of space allocations, office configurations and cost. In the case at hand, office size and configuration left the agency with little choice but to locate the system just behind the secretary/receptionist desk where all who enter can see and hear the system in operation. When the volume is up this means anybody in the office (staff or public) can hear offenders repeat their name. On those occasions when information is displayed on the screen, the location makes it possible for virtually anyone to read it. For the staff, this means noise or opportunity depending on their job. For the public, it means there is, in a sense, open access to the system.

The totality of the situation suggests that those installing systems may wish to consider how much they want the system exposed. For example, what effect, if any, does it have on the program if offenders see and hear the system in operation? Does the public exposure of the names of those on the system have an effect on the program? How much impact does the additional "noise" have on the productivity of staff and the atmosphere of the office? Should the system be physically secured in any special manner beyond securing it to a table? If these considerations are important, the office layout may need to be altered at some cost to meet the needs of these systems. Even if this one time expense is not thought to be necessary, the problems of privacy and/or noise may dictate that special audio and/or video stations may have to be wired into the system in order to make it possible for home detention staff (or those helping out in off hours) to audit the system in operation.

In summary, while the major cost items to the agency for operating home detention systems are there in outline form, there is much yet to be learned about some of the peripherals of such systems and the nature of the tradeoffs. Cost interacts with policy and some of what we have seen suggests that agencies will find there are important decisions to be made. These choices

about direct costs to the agency will be compounded when considerations of client costs are added to the matrix.

Client Costs. The discussion above of telephone problems and costs identified some of the basic cost dimensions for the client. Offenders are typically expected to bear the cost of telephone charges, as well as a one-time entry fee and a daily program charge.

In type, the entry fee and daily charge are not unique to electronic monitoring programs. They are used in a variety of correctional settings such as probation and work release programs. It seems likely that when faced with the additional expense of electronic systems, agencies will start by charging the daily base cost (e.g., lease charge) of the system, whatever that may be, back to the client. The agency studied employed two electronic systems with differing base costs. They averaged the costs out and decided to charge clients four dollars a day. This amounts to a monthly charge of $120, plus a one-time entry fee of $25.

As a matter of policy, the charge for the system could be much higher. For example, the agency could decide to buy equipment and amortize its investment over a short period of time through higher fees. It could also decide to seek some net return on the program in order to capitalize its investment in the initial units and thereby acquire funds to purchase more units, or the additional revenue might be used to subsidize the cost of indigent clients. Should the agency decide to do so, a charge of ten dollars a day to the client is quite possible. One agency charges clients a daily fee as high as $15--$450 per month--to cover the entire cost of the program.

The example of special user telephone charges, discussed above, raises the larger question of what percentage of the cost of monitoring systems should be charged back to offenders and what the form of the fee schedule should be. In principle, all costs could be charged back to the users as privately contracted monitoring systems must do, unless they are subsidized.

Given the substantial nature of these client costs, the form of the offender fee schedule is a significant issue. A flat fee schedule appears to be a common approach. This may be combined with a fee waiver for those who cannot afford to pay the standard charge, but are otherwise eligible. It is also possible to conceive of various forms of variable fee schedules.

One could utilize the notion that people who can afford to pay the full fee should be required to do so and that those who cannot will be required to pay a percentage of the fee based on the relationship of their income to the threshold income. Another alternative would be a progressive fee schedule based on income in which some clients pay more than the cost of the system while others pay less. This latter system would be analogous to the practice employed by hospitals, called cost shifting, in which private pay patients pay more for services than other patients. In effect, it is a way of requiring the users of a service to subsidize one another.

Revenue implications aside, the fee schedule has numerous implications for the operation of a home detention program. One of the most critical issues is that any fee schedule which places an excessive financial burden on low income offenders means that they will be excluded for monetary reasons only. This certainly raises the question of fairness and equity, if not also exposing the program to legal challenges and/or political problems with the defense bar as well as other decision makers. To the extent that an income exclusion is related to success, it may also lead to an overestimate of the program's effectiveness.

When the burden is excessive, pressure to pay may also push the offender to illegal acts, thereby undercutting the purpose of any such program. If an offender is faced with the choice of going to jail or paying his program fees, it is not unreasonable to think that some will pay "no matter what they have to do." Like the jokes about defense attorneys and their fees, home detention programs which use an oppressive fee schedule and pressure for payment may end up being part of the problem rather than part of the solution.

In summary, it is evident there is much to be done in costing out home detention programs (for both agencies and offenders) as well as calculating the tradeoffs in the system. Perhaps, of more significance, is the need to recognize and work through the policy implications of the choice points in the costing and charging matrix.

Curfew Exceptions

Curfew exceptions represent a particular stress point for electronically monitored home detention programs. Most programs require the offender to be at home except for work and

travel time to work (Friel et al., 1987). However, household chores, maintenance, family, and errands often demand short absences. To some extent, unless informal adaptations are made by program staff, this stress builds failure into the program.

Most programs are envisioned as alternatives to incarceration. When planning such a program the offender's home tends to be viewed as a remote jail cell with the electronic equipment serving as the eyes and ears of the jailer (See Appendix F). Like a jail, great care is devoted to the provision of security. The equipment must be accurate and reliable-- if the offender leaves, it should be noted. The equipment must be tamper proof-- if the offender attempts to defeat the system, it should be detected. Staff should monitor, either directly or remotely, the system around the clock-- if an offender "escapes," it should be detected immediately. This emphasis on security is perceived as necessary for the integrity of the program as well as the protection of the public.

Program designs often fail to note that there are major differences between the demands placed on an individual in a jail cell and one confined to his or her home. Because a jail is a total institution, the necessities of life must be provided: food is purchased and prepared, clothes are provided and washed, and medical services are available. The activity demands on an individual in jail are minimal. An individual sentenced to home detention, on the other hand, faces many tasks which require absence from the home. These include grocery shopping, general shopping, laundry, transport of children, and many other household errands. Somehow the offender must arrange to get these things done.

The need for time is complicated by the circumstances of some offender's lives. Household errands and chores are particularly problematic for individuals who live alone. In the absence of some formal or informal adaptation, they must rely on the good will and assistance of family or friends. This need for assistance puts the offender in a position of dependence and creates stress in existing relationships. One woman in the program simply "gave up" in the last weeks of her sentence. She had faced serious crises in her life and began to miss curfews. When asked about the absences she explained each, without prompting, in terms of household chores such as laundry and grocery shopping-- things that had to be done.

The loss of driving privileges also complicates the individual's ability to complete normal chores. Individuals who drive tend to adapt informally by using travel time to complete short chores such as grocery shopping. Individuals who cannot drive, however, are limited by the bus route or the cooperation of the person who drives them to work. It should be noted that if provision is made for errands, non-driving clients require more time to accomplish the same task than their driving counterparts.

Many offenders think that exceptions to the curfew should be made for "good causes." The most prominent of these is visitation with family members. During an informal violation hearing at the agency one female offender tearfully reported that she didn't think there was anything wrong with visiting her children. Another client sought permission to visit his mother who was confined to a nursing home. The inability to make this type of trip creates an uneasy tension for the offender.

The point to be made is that electronically monitored home detention programs must resolve the tension between the home detention order and the need for time to meet personal obligations and conduct household business. Failure to satisfactorily resolve this dilemma is ultimately destructive of the exact factors that community corrections programs attempt to promote: family ties, job, interpersonal relationships, and self esteem. To the extent that the clients are not allowed time to conduct necessary business, a certain amount of failure is inevitable.

Problematic Schedules

Related to the issue of time is that of schedules. In an ideal world of home detainees everyone would work a regular and predictable schedule. Unfortunately, the real world contains a rich variety of schedules some of which make home detention monitoring problematic. We will note four here: variable, long, weather dependent, and unemployed but looking. Each poses a different problem.

Many potential home detention clients work variable schedules. The most frequent of these involves people who are "self employed." Many of these people hustle jobs on a daily or weekly

basis. Thus, "work" involves both looking for and doing the work. Their schedule depends on the availability of work and the nature of the "job" and, therefore, varies in a nonpredictable way. Another variation of this type is the individual who is "on call" for one reason or another. The agency must be concerned not only with the work schedule, but also the legitimacy of the claim for any particular day.

Exceptionally long work hours also pose a problem for home detention programs. This can take the form of self employed individuals, professionals who put in very long hours, or individuals who "moonlight". The issue for these people is not that they are not home enough to make home detention meaningful, but rather that contact becomes problematic for programs which require personal contact. If the client is only home eight hours per day and sleeps during that period, the choice is either very limited contact or serious interference with his or her rest. The agency often attempted to compromise in this situation by limiting the contact in exchange for a promise of predictable schedules.

Weather dependent jobs also pose problems for home detention programs. Because the decision to work or not on a given day is made by the client's boss, the program staff may not know that the offender was "off" on a given day unless they check or somebody calls them. Many programs attempt to control this type of variation through a system of work verification in which the client must present the agency with a schedule signed by his or her supervisor. Even if the client reports that he or she isn't working on a given day, it may be difficult to provide contact for that day.

Clients who are unemployed have predictable schedules except when they are looking for employment. All agencies will allow the unemployed to look for a job and usually require them to provide some verification of contact. It is apparent that some unemployed clients use the job search to provide time away from home. One offender in the program being studied did just that but was caught when a probation officer recognized him in a shopping center.

Agencies planning electronically monitored home detention programs should anticipate the entire range of possible schedules. Our experience has been that the Monday through Friday 40-hour work week is probably the exception for home detention clients. Available electronic

systems have differential capacities for adapting to the variations. These capacities are related to both software and hardware configurations.

Program Capacity

Friel and associates (1987) have noted that program directors report overestimating utilization. Our experience with the Indianapolis program has indicated that this may only be an initial problem. That is, it appears that electronic home detention programs may experience alternating problems of both excess and limited capacity. Each poses differing problems for the programs and clients.

The primary concern about excess capacity involves cost. Whether the unused units have been leased or purchased, they cost money and the business minded program director is apt to view them as wasted resources. This may lead to a search for clients to fill the program. If the problem is that qualified offenders are simply not finding their way to the program, this is a fitting solution. However, excess capacity may also indicate an overestimation of the target population. In this case "recruitment" may very well lead to an unwarranted expansion of the corrections net.

Primarily because the approach is so new, the issue of limited capacity has received scant attention. Assuming a reasonable estimate of utilization, program directors should anticipate the probability of a full program. What should be done when all units are in use and one of the judges sends an offender up for immediate placement? Typically, ordering more units takes time and may produce excess capacity. Similarly, the program director usually does not have the authority to simply remove one offender to make room for another. The experience in Indianapolis suggests three possibilities. First, potential clients can be placed on a waiting list. This may prove satisfactory to all involved, if the wait is not long. Second, the potential client could be placed in an alternative program. Unfortunately, the most likely alternative is jail-- the place he or she was not supposed to be. Third, the program could develop a manual backup home detention program. The offender would begin his or her sentence, but compliance would be monitored by means of manually placed telephone calls and in-person visits. Unfortunately this approach is labor intensive and not likely to be executed fully.

SUMMARY

If the program we observed is a fair example of home detention programs in operation and those yet to come, then it is appropriate to say there is much to be learned about the planning and operation of home detention programs which depend on electronic monitoring systems.

While it is still uncertain how effective these devices are, it is certain that they, like any technology, create their own brand of problems and policy choices. They may also exacerbate problems already present in manual systems because they create expectations about increased program capacity and ease of supervision. As the systems are currently (and are likely to be) configured, the telephone is central to their operation. The cost of telephones, especially for the offender population, is one issue that looms large. This issue is further compounded by the availability of telephones in the offender population. In turn these issues, along with others, intertwine with and perhaps raise the saliency of the policy choices about how much the cost of these programs should be financed by user fees and what principles shall determine how user fees shall be assessed. The wrong choices here could mean that home detention will either be limited to those who are relatively well off, or they could be programs that are self defeating for those of more limited income.

Operationally, the programs are more complicated than they may appear to be on the surface. For example, the problems of varied work schedules creates a more extensive burden than one might expect. Further, if security is a prime objective, then the variability in schedules tends to undercut the utility of the electronic overseer. Security is also central to the notion of the home as an electronic jail and raises the issue as to whether or not home detention should be thought of in these terms when one considers the need to conduct the ordinary business of living and the time it takes to move about without a car.

If security is central, then it also raises the issue of how to take advantage of the instantaneous feedback capabilities of electronic systems. It also raises the issue of how the staff can effectively monitor and respond to the system on a twenty-four hour, ongoing basis and what need, if any, there is for a specially constructed or configured office.

How important these considerations are may, however, be beyond the control of the agency, for other decision makers are likely to have a significant impact on the program's definition, especially its case mix. For example, the nature and handling of the plea bargaining process in light of the prosecutor's priorities may prove to be of great importance to an agency operating the home detention program.

CHAPTER SEVEN: PROGRAM DELIVERY

PERSONAL CONTACTS

Program Records

This research was designed to study variations in the way compliance with a home detention order was monitored. The manually monitored offender were initially supposed to receive three to five personal visits per week, a minimum of one telephone call per day, and for those who were employed, weekly to biweekly verification of job attendance. The electronically monitored group was to receive one weekly home visit and weekly or biweekly employment verification, plus a minimum of six computer generated contacts per day. The remaining program elements were supposed to be delivered at similar levels (see Chapter Two for details).

Table 7-1 presents telephone contacts to the offenders' homes per week by method of monitoring. Overall, the offenders in this program received a mean of 1.76 telephone calls to their homes per week. However, the level of contacts was, by design, supposed to vary. According to design standards, the manually monitored group should receive a minimum of seven calls per week, while no telephone contact was intended for the electronically monitored group. Table 7-1 also shows that the mean number of home telephone calls was 2.21 per week for the manually monitored offenders and 1.32 for the electronically monitored offenders. The bottom half of this table indicates that this was a statistically significant difference, after the DWI covariate was controlled. However, as we note below, this is a minimal level of supervision for the manually monitored individuals, and a difference which amounts to about one more call per week.

The program design standards also called for one employment check per week. Table 7-2 presents telephone contacts at the offender's place of employment per week. Overall, the offenders in this program received a mean of 0.11 telephone contacts at work per week. The

manually monitored received significantly more such calls per week than the electronically monitored offenders: 0.18 vs 0.05 calls per week respectively. This level of contact amounts to about one check every five and twenty weeks for the manually and electronically monitored individuals respectively. Also shown in Table 7-2, these mean differences were significantly different.

Total weekly telephone contacts are presented in Table 7-3. Overall, the offenders in the program received an average of 1.87 telephone contacts per week. This ranged from four individuals who received no personal telephone calls to one individual who received almost two calls (13.1/week) per day. The median number was 1.52 calls per week for all individuals. By design, the levels of personal telephone calls were supposed to vary between the two methods of monitoring: Means of 2.39 vs 1.38 calls per week for the manual and electronic groups respectively were recorded. As shown in Table 7-3, these differences were statistically significant when the covariate was controlled. It should be noted that the mean of 2.39 calls per week falls considerably below the design standards for the manually monitored offenders. Only two of the 75 manually monitored individuals received an average of daily telephone contacts, as specified in the initial program standards. It is also noteworthy that the agency found it necessary to make telephone contact with the electronically monitored offenders. These calls were sometimes required when the computer was disabled for any reason and to verify computer indications that the offender might not be at home. As it turned out in this program, the manual call load for offenders assigned to the electronic monitoring equipment was only one call per offender per week less than for the manual system.

The offenders in the program were also supposed to receive personal visits from home detention officers. The electronically monitored individuals were to receive a minimum of one visit per week, primarily as an equipment check, while the personal contact standards for the manually monitored group called for three to five personal contacts per week. The weekly personal contacts are reported in Table 7-4. The manually monitored group received an average of only 0.58 personal visits per week while the electronically monitored group received 0.38 per

week. These differences are statistically noticeably with the DWI covariate in the equation. Again, the level of contact was significantly below design standards for both groups.

All telephone calls and in-person contacts were combined to produce a measure of "total personal contact" for the program. These results are presented in Table 7-5. The manually monitored group received an average of 2.97 contacts per week while the electronically monitored group received an average of 1.76 non-electronic contacts per week. With the covariate controlled, these differences were statistically significant; yet the substantive importance of a difference of a little over one call per week is small.

Offender Perceptions of Contacts

During the exit interviews the offenders were asked about the telephone calls and visits they received while on home detention. Each respondent was asked to estimate how many times per week they remembered being contacted at home to verify their presence. The results from the question about telephone calls are presented in Table 7-6. The manually monitored offenders recalled an average of 5.04 personal calls per week while the electronically monitored individuals recalled an average of 1.79 calls per week. The analysis of variance identified this difference as statistically significant. As noted above the different level of contact was by design, but the level for the manual group is still well below the standard of a minimum one visit per day--approximately 70 percent of the manually monitored group reported less than one contact per day.

The individuals were also asked about the frequency of personal visits to the home by program personnel. These results are presented in Table 7-7. Again, statistically significant results were obtained, with the offenders recalling an average of 1.23 and 0.62 in-person visits per week respectively for the manually and electronically monitored groups. As with the telephone contacts, these numbers are higher than those obtained from program records, with the manual group still reporting higher levels of contact.

Finally, a composite measure of offender reports of contact with program personnel was constructed by adding the recalled weekly number of telephone and in-person visits. These

results are presented in Table 7-8. Consistent with program design, the manually monitored individuals perceived significantly more "noncomputer" contacts than those with the electronic monitors. While the average of 6.4 total perceived contacts per week for the manually monitored group is close to one per day, it is still below the initial target contact levels.

It should be noted that the perceived level of contacts presented in Tables 7-6, 7 and 8 was higher than that recorded from program records (Table 7-3, 4 and 5). While these findings could be an artifact of errors in the two differing methods of measurement, they do suggest that, on average, the level of supervision for community programs like this one may well be perceived as more intensive than it actually is. From the agency's perspective this suggests that, with a little planning (e.g., random, variable intensity schedules), perceived levels of supervision can be extended well beyond actual delivery levels. For the program being studied, the multiplier is approximately two, i.e., the offenders reported approximately twice as many contacts as were recorded in program records. While the current research by no means establishes such a multiplier, it may be possible for future studies to determine approximate multipliers and the levels of perceived contact required for compliance with the home detention order.

ELECTRONIC CONTACTS

The record of electronic contacts was captured for each of the 78 offenders assigned to electronic monitoring. For most individuals this was accomplished electronically, however, for a variety of reasons, all electronic records were lost for some dates. In these cases a manual count was conducted from the chronological contact records printed by the system and retained by the agency. These contact records are reviewed in this section.

A general summary of electronic contacts is presented in Table 7-9, with each category standardized by number of days on home detention. The system attempted to contact the individuals in this program a mean of 4.3 times per day. This amounts to approximately two calls less per day than intended. It may be possible to account for this discrepancy through a combination of personal schedules, agency schedules, and a reluctance to contact offenders between midnight and 5 or 6 a.m. First, many of the clients worked long hours and/or multiple

jobs; it is very difficult to justify six calls to an individual who is home only 6-10 hours daily. Second, the agency was reluctant to schedule calls very late at night; this limited the available calling hours. Finally, as we noted elsewhere, the office was not staffed on a 24-hour schedule and agency personnel had little expertise with computers. This meant that "down time" for normal systems maintenance took longer than usual and occurred during the day.

Table 7-9 also reports the nature of the call. The mean number of successful contacts per day was 2.26 while the mean number of unsuccessful contacts was 2.05. Thus, on a daily basis, the clients averaged just about as many negative contacts as positive. Of course, the nature of contact is affected by the levels set by the agency, system maintenance (e.g., schedule updates), and the nature of the prior contacts--positive and negative. The agency sets the base rate which the equipment attempts to achieve. Negative calls generate more calls, i.e., if a client does not answer, the equipment records it and attempts to call again. Depending on the call levels, number of clients, and equipment configuration, it is possible to saturate a system such that it cannot make all the calls that are scheduled. If the schedule is incorrect or outdated, the number of unsuccessful contacts may increase.

The equipment also distinguished between a variety of negative contacts. The most frequently occurring of these are presented in Table 7-10; each has been standardized "per week". The most common was "no answer" with the offenders producing a mean of 4.3 per week. As the maximum indicates, this distribution was skewed by a few very high cases. Besides an unauthorized absence, this situation can occur when the schedule recorded in the computer does not match that of the offender, or when a pass or errand time has been given without modifying the computer's schedule.

The next most common negative contact was a status called "invalid communication": The clients experienced a mean of 3.6 per week. This message meant that the equipment did not receive an electronic signal that matched the pattern stored for that specific individual. That is, the phone was answered and the computer recognized some form of signal, but could not identify it as the proper one. This could occur for technical reasons associated with either the

system or the telephone lines, or it could occur because somebody was attempting to defeat the system.

A mean of 2.2 busy signals were experienced per week. This ranged from zero to 13.1. Some number of busy signals is to be expected in a system that makes so many telephone calls to individuals who are not supposed to leave their home, even when they have directions to restrict use of the telephone. However, an obvious ploy, for some offenders who want to leave for a short time, is to take the phone off the hook, or have somebody make a long telephone call, until he or she returns. This may result in several unsuccessful attempted contacts, but when the line is finally open the offender will be there. One respondent reported that he would use this strategy and tamper with one of the wires. It was his understanding that, if the agency had the operator check the line, the diagnosis would be "trouble on the line". If the agency called when he returned, he could then plead ignorance and promise to have the telephone checked.

The fourth most frequently occurring negative status was "hung up," with 1.5 per week. Our experience was that this was usually a case where the offender was not at home and somebody in the household answered and then hung up. The usual strategy was that they would try to explain where he or she was the first call or two; then they would simply hang up after they answered the telephone. In general, these absences were approved by the agency, but the computer schedule had not been modified. In at least one case the offender was a 69 year old who lived with his daughter and her family. He had considerable trouble operating the equipment. In addition, when the grandchildren would answer the telephone, they would just hang up and not tell grandpa.

The final status reported in Table 7-10 is "beeper called." The equipment could be programmed to have a home detention officer paged under certain conditions. This is especially important for a program like this, where the computer operates unattended most of the time (evenings, weekends, holidays). The offenders experienced a mean of 0.7 such conditions per week. However, as the median suggests, this distribution is skewed considerably: Exactly 50 percent of the offenders produced no beeper contacts at all; 82.1 percent (64) generated less

than one per week. These were situations where a telephone call or personal visit was merited--at the discretion of the employee on-call at the time.

Why so many negative contacts? In the current case it is a combination of program and equipment features. First, for the system being utilized, one negative call generates another. Second, as noted earlier above, the system operated unattended most of the time. This allowed negative calls to reproduce until a positive response was recorded or a limit was reached: an officer was paged or a time period for the offender expired (e.g., midnight). Third, even when the system was attended, passes, errand time, and emergency leaves (e.g., hospital) were not entered into the system. This also allowed for a large number of negative contacts, and we might note, generated considerable complaints from the offenders and their families. Finally, some proportion of these messages were caused by technical problems either within the system or in the process of transmitting information via telephone lines.

METHOD OF MONITORING AND CONSISTENCY

The two monitoring methods employed by the agency depended on drastically different technologies. The manual system, composed of visits and telephone calls, was primarily dependent on personnel for delivery, while the electronic monitoring was ultimately conducted by a computer. Of course, the computer depended on personnel to enter schedules, check for violations, and provide maintenance, but the actual contacts were performed by the computer.

One result of this difference in technology was that the consistency of contacts varied between the two methods of monitoring. For a manual system of monitoring, personnel problems translate into program delivery problems. When someone quits or gets ill other personnel can take up part of the slack, but not all of it. Figure 7-1 presents the total weekly contacts per offender for the manually monitored program from the beginning of the research through the first months of 1989 when the manual system was discontinued. For approximately the first year program delivery levels were somewhat inconsistent, but hovered around three or four per week. During the latter one-half of 1987, however, the contact levels bottomed out at less than one contact per offender per week. At this time the home detention program was

being operated primarily by three individuals: one became ill and another was dismissed. This left only one person to deliver the entire program. Other members of the staff attempted to help, but as Figure 7-1 shows, these attempts were in vain. This figure also indicates that the agency never fully recovered the earlier contact levels, with contacts stabilizing at between one and two per week. We would expect that the smaller the program, the more pronounced these personnel related problems would be.

Our impressions are that the electronic monitoring was more consistent than is indicated in Figure 7-1, however, we do not currently have comparable data for this monitoring type. The basis of our expectations is the dogged persistence of the computer in making its assigned calls. Several things, like power failures, hardware or software problems, or failure to service the audio recording equipment, can prevent the computer from making its calls. Most of these are usually for short periods of time (power failure) or can be resolved by program personnel when they occur (audio equipment). Resolution of the other problems, like a hardware failure, usually depend upon action by the vendor and may take a day or more. If a large number of offenders are being monitored, maintaining contact during these periods can be very problematic, unless their happens to be a backup computer available. These problems notwithstanding, our impression was that the computer still provided more consistent monitoring of clients than the manual system.

PASS AND ERRAND TIME

This section reviews the system of passes and errand time built into the program. The number of cases analyzed here is somewhat lower than for other sections because one judge in the municipal court refused to allow the agency to approve any passes or errand time for offenders who were sentenced from his court. Overall, this totaled nineteen cases. Although it was initially reported to the research team that these individuals were not to be given errand/pass time, it was later determined that their absences had to be approved by the judge (or his clerk) rather than the home detention officer. This meant that the agency did not control

passes and errand time for these individuals and had no records for them. Therefore, they had to be excluded from this portion of the analysis.

Errand Time

As described earlier, errand time was designed to allow individual offenders time to complete tasks outside of the home that would not otherwise be possible while on home detention. This might include buying groceries, washing laundry, auto repair, or general shopping. Given the many needs that individuals have, we anticipated considerable demand for this "free time." However, 63.4 percent of the individuals made no requests for errand time while on home detention. The remainder requested errand time between one and 37 times, with a mean of 2.6 such requests for all offenders. Some requests for errand time were denied, primarily because the request was not filed properly or the request was for a time that the agency did not allow errand time. This resulted in a mean number of 2.31 errand passes approved.

In comparing errand time between the two methods' the measure was standardized by time served on home detention. A measure of errand time allowed per month was calculated using "days served divided by 30" as the measure of a month. These results are presented in Table 7-11. The manually supervised offenders were given slightly more passes per month than those supervised electronically (0.45 vs. 0.36), but the difference was not statistically significant. A similar analysis indicated the same pattern for errand time requests: more, but not significantly so.

Passes

The approval of passes was linked to time in the program, discipline, reason for the pass, and ability to follow the procedure established by the agency. These conditions are discussed elsewhere in the report. Overall, 41.8 percent of the offenders requested a pass while 39.6 actually received one. This low level was, in part, a result of a strategy adopted by some offenders of "laying low", "keeping a low profile", or "not causing any problems", a strategy used

for errand requests as well. For those who were given passes, the range was from one to eight, however, only four individuals received more than four passes.

As with errand time, the number of passes was standardized by month. The offenders in the program received between zero and 3.83 passes per month. Table 7-12 presents the comparisons between the two methods of monitoring. The manually monitored offenders received slightly more passes per month (0.2 vs. 0.13), but this difference was not statistically significant.

DRUG TESTING

The program also contained provision for drug/alcohol testing of offenders. This was entirely appropriate, since almost two-thirds of the individuals were convicted of felony driving while intoxicated. During the evaluation period the testing was conducted on a "suspicion" basis, and was intended to be more intensive early in the offender's time on home detention. Most offenders were not tested while on home detention; the court ordered that one individual not be tested. Overall, 74.3 percent received no tests; 19.7 percent received one; and 5.9 percent received two drug tests. No individual was tested more than twice. Table 7-13 presents comparisons between the two methods of monitoring. The manually monitored group was given a mean of 0.41 tests while the electronically monitored group was given a mean of 0.23 tests. These differences were not statistically significant. It is also worth noting here that the effect of the covariate was null for this dependent variable: The offenders charged with felony DWI were no more likely to be tested than those charged with other offenses.

The outcome for those offenders who were tested was also recorded. The tests were screened for alcohol, marijuana (THC), opiates, cocaine, and other substances as specified by the agency. Of those tested (n=39), 29 (74.4%) were found to have positive results on one or more occasions. None of the offenders tested were found to have opiates or other substances in their system, while only one tested positive for alcohol. Five (12.8%) tested positive for cocaine and 25 (64.1%) were found to have THC in their system.

For a population composed of approximately two-thirds felony DWI offenders, these are interesting findings. First, the fact that three-fourths of those tested did have at least one drug in his or her system suggests that either drug usage was widespread or the suspicions of the agency personnel were reasonably accurate. Based on the offender interviews, we are inclined to accept the latter interpretation: Most of these individuals were very anxious to avoid the prison sentence that had been suspended. Second, the absence of positive tests for alcohol is, in part, probably a result of the way in which the tests were conducted, combined with the relatively quick oxidation of this substance. When testing was going to occur, the offenders were notified the evening before that they were to come to the agency for testing the next day. Except in extreme cases, this would allow any alcohol in the individual's system to be oxidized prior to testing. In some cases offenders simply did not come for testing as instructed; this could be to avoid the test or for other reasons.

CHAPTER EIGHT: OFFENDER PERFORMANCE AND AGENCY RESPONSES

PAYMENT OF FEES

Throughout the evaluation the agency charged all offenders an initial $25 program fee while those monitored electronically were charged an additional $4/day for the duration of their sentence. For the last few months of the evaluation, the agency chose to extend this supervision fee to all offenders regardless of the method of monitoring. Thus, an individual placed on electronically monitored home detention for the median 180 days would owe a fee of $745 (25 + 4 x 180). Failure to pay could result in revocation of probation.

The courts and agency made some exceptions to these payment rules. First, offenders declared indigent by the court were not required to pay. Second, for most of the evaluation period, if the home detention coordinator decided that the fee was a burden on an individual, he would tell them they did not have to pay--essentially declaring them indigent. Later in the study this policy was abandoned in favor of asking the court to order "no payment." Third, although full payment was required for successful discharge from the program, exceptions were made. In some cases the offender agreed informally to continue making payments; in other cases a partial payment was accepted.

Table 8-1 presents information about the basic fee distributions for all individuals who were listed in agency files as being required to pay. In general, the amount owed corresponded to the length of supervision--with the exception of those offenders who were unofficially told that they did not have to pay. The individuals in this program owed the agency supervision fees ranging from nothing to $1,455 with a median charge of $617. The amount actually paid by the time of discharge ranged from nothing to $1,455 with a median payment of $420. Also presented in Table 8-1, are statistics for the fee payment as a percentage of reported weekly

salary. The range for this variable was from zero (people who did not have to pay) to approximately 49 percent of their reported weekly income, with a median of 6.9 percent.

Finally, this table presents the difference between amount owed and the amount paid at discharge. The median value of zero indicates substantial compliance with fee payment. In fact, 69 (72.6%) of the offenders had made full payment at discharge. The remaining individuals owed between $8 and $592.

What happened to the 26 individuals who had not made full payment at discharge? Exactly one-half (13) of them were "violated exits," that is, they did not successfully complete their term in the program, and were not current with their payments at the time of discharge. However, failure to pay was not the primary reason for discharge--only three of these individuals were violated explicitly for this reason. For this program, failure to pay was not a sufficient condition for seeking a violated exit from the court. The remaining 13 offenders who owed money and were successfully discharged, owed a mean of $260 at discharge.

DISCIPLINARY ACTION

Disciplinary action taken against clients is another measure of offender performance. Disciplinary action is essentially a measure of officially recognized misbehavior--much like the Uniform Crime Reports are measures of criminal events. Disciplinary action measures only officially identified misbehavior that is considered to merit official action. In this sense it screens out all offenses not noted, acted upon, or recorded by agency personnel. Two levels of action were recorded by the agency: informal disciplinary hearings and court violation hearings. The former was designed to be a warning for relatively minor violations, while the latter was reserved for repetitive or serious violations where the agency desired removal from the program or thought the violation deserved a "serious" response.

Table 8-2 presents the frequency distributions and summary statistics for both of these actions. For the complete sample, 58.8 percent had no informal sanction reports in their file while the remaining 41.2 percent had at least one recorded. Not surprisingly, fewer individuals

(20.3%) received court hearings about program violations, and none had more than one recorded in their file.

Table 8-3 presents the comparison of the two methods of monitoring for the number of informal sanction reports. For this analysis the dependent variable was dichotomized and logit analysis performed. No significant difference was recorded between the manual and electronically monitored groups, nor did the covariate, felony charge of driving while intoxicated, significantly affect the probability of these reports. Thus, informed sanctions occurred independently of both variables.

Table 8-4 presents a logit analysis of the group comparisons for the presence of a court violation hearing. Again, the electronically monitored group was no more likely to receive such hearings. However, the effect of the covariate, felony DWI charge, was significant. The offenders who had been charged with felony DWI were significantly less likely to have a court violation hearing than the other offenders. In fact, the bottom half of Table 8-4 indicates that the data in this table can be fit very well with only the parameters for the marginal distribution of "hearing" and the effect of "DWI charge."

The above results indicated no differences in either type of disciplinary proceeding between the two methods of monitoring; nor did "type of charge" affect the presence of an "informal agency violation hearing." The offenders with an initial felony charge of driving while intoxicated logged significantly fewer court violation hearings. It would be easy to misinterpret these results as direct measures of offender violations. However, in addition to the offenders' behavior, both measures are a result of agency capabilities: The identification of the behavior, the nature of the offense, and a decision to take action.

For the current case the agency "informally adjusted" offender at the same levels, but took official action against the "felony DWI" offenders significantly less often than for the other offender. This could be a result of the nature of the violations or a greater tolerance, on the part of agency personnel, for the violations noted for the "felony DWI" group.

NEW ARRESTS

A new arrest is another measure of offender behavior utilized in this analysis. As with the disciplinary measures, it is not a direct measure, but does serve to identify officially recognized criminal activity while on home detention. Overall, 3.3 percent (5) of the offenders were arrested once, while 1.3 percent (2) were arrested twice while on home detention. This left 95.4 percent (146) with no recorded arrests during their term on home detention. The arrests were for a variety of offenses: battery with injury, theft, possession of marijuana, and possession of cocaine. Although almost 65 percent of the offenders had been charged with felony DWI, none were arrested for alcohol related charges while on home detention.

Because of the highly skewed distribution for this variable, new arrests were dichotomized to reflect any arrests, and logit analysis was used to analyze the data. These results are presented in Table 8-5. Both felony DWI and the method of monitoring were found to be independent of a new arrest while on home detention. However, it is worth noting that of the seven individuals arrested while on home detention, six were monitored manually, five were originally charged with something other than felony DWI, and four were both non-DWI and manually monitored.

SNEAKING OUT

During the exit interview each respondent was asked about going out when they were supposed to be at home. They were first asked if they went out without permission while on home detention. Overall, 43.7 percent admitted at least one unauthorized absence. Table 8-6 presents the between group comparisons for this variable. Forty-seven percent of the manually monitored offenders admitted going out while 40 percent of those monitored electronically did so. A Chi-square test failed to reject the hypothesis of independence; suggesting that these differences are attributable to chance variation.

Those offenders who admitted going out were then asked to estimate the number of unauthorized absences. The range in these reports was quite wide: Over fifty percent (56.9%) reported going out only once or twice; one individual estimated 72 unauthorized absences. In order to make these numbers more meaningful, we divided by the number of months on home

detention to produce "absences per month." This measure ranged from 0.09 to 12 per month, with a mean off 1.56 and a median of 0.5 such absences (for those who reported going out). The group comparisons are presented in Table 8-7. For those offenders who reported going out, the manually monitored individuals reported slightly more absences than those monitored with the electronic equipment. However, neither "type of monitoring" nor the covariate, "felony charge of DWI" significantly affected these averages. Thus, although in this sample more of the manually monitored group reported going out and did so more often, we cannot conclude that there is a difference between the two methods of monitoring for these variables.

PROGRAM COMPLETION

Program completion is a composite indicator of program delivery: It reflects on client behavior, agency rules, program personnel, and decisions made about individual clients. An individual can be successfully discharged from the program or removed by means of a violation hearing. As we noted above, successful discharge does not reflect exclusively on the individual clients, but is a joint product of individual behavior and program tolerance levels. The ultimate success rate depends as much on the latter as the former. Similarly, program failure, or a violated exit, depends both on the presence of a known violation and an organizational decision to seek court action about it.

In the following analysis we depend primarily on the organizational measure of program completion. The principal measure was derived from the individual client files retained by the agency. Each offender was classified according to agency records. The only modifications involved two individuals who were arrested while still officially on home detention, but who were, nevertheless, successfully discharged. In both cases the individuals were very close to completing their term on home detention when the arrest occurred. Since home detention was a condition of probation, both were successfully returned to the probation department where a violation of probation was then sought. Because of the nature of the offense and subsequent violation, we chose to classify these two individuals as "unsuccessful program completions." Table 8-8 presents the analysis of variance for the length of time served on home detention. The

overall mean length of time actually on home detention of 153.79 days is considerably shorter than the 174.2 days mean sentence discussed in Chapter Four. However, the former figure includes all individuals, regardless of whether they successfully completed their sentence. If those offenders who received modified sentences were "violated" are excluded, the mean days served is 167.75--much closer to the mean sentence length reported in Chapter Four.

The lower portion of Table 8-8 presents the analysis of variance for time served. This analysis revealed no difference between the monitoring types, however, the effect of the covariate was significant. The offenders who were initially charged with felony DWI served significantly longer sentences than those charged with other offenses. This is primarily an artifact of the violation rate for these two groups. Later in this chapter it is shown that the felony DWI offenders were significantly less likely to be removed from the program for violations of conditions. It appears that the felony DWI offenders served longer because they were more likely to successfully complete their sentence.

A separate analysis, not presented here, of only individuals who successfully completed their sentence indicated no significant difference for the DWI variable, thereby supporting this interpretation.

The top of Table 8-9 presents the frequency distribution for program completion. Overall, 81 percent of the offenders successfully completed their term on home detention, while the remaining 19 percent (29) did not successfully complete the program. Completion rates were similar for the two methods of monitoring: 82.7 percent for "manual" versus 79.5 percent for "electronic." As discussed above, these data do not mean that the successful 81 percent complied fully with all program rules and regulations, only that the agency did not encounter any problems, individually or in the aggregate, that would lead them to seek and obtain an official violation.

The bottom half of Table 8-9 presents the reasons for the violation as indicated in the petition to the court. The most common reason, with 40.7 percent (11) of the violated cases, cited for seeking the violation was "curfew violation." This was followed by 33.3 percent (9) with positive urine test for chemicals other than alcohol, and 25.9 percent (7) for "other" violations. Following

these reasons 18.5 percent (5) each were violated for: failure to pay fees, absconding, and a new arrest. The reason for violated exits did not differ significantly between the two monitoring types for any of the above.

The group comparisons are presented in Table 8-10. Because the dependent variable, type of program completion, is a dichotomy and skewed beyond the usually accepted limits for correlational analysis, we have utilized logit analysis. The top half of this table presents the effect parameters for the saturated model. These indicate that two are important in predicting the odds of successfully completing home detention: the overall probability of success and whether the individual was charged with an offense other than felony driving while intoxicated. In practical terms, this means that odds of the offenders charged with felony driving while intoxicated successfully completing the program were significantly better than for those charged with other offenses. It also indicates that the method of monitoring did not affect the probability of successful discharge. These findings are confirmed by the more parsimonious model presented at the bottom of this table, which indicates that the probability of successful release can be adequately predicted with only knowledge of the effect of "type of charge", and the marginal distribution of "type of release."

CHAPTER NINE: CLIENT REACTIONS

Client reactions, positive and negative, are a critical measure in any program, including home detention. Correctional and law enforcement administrators have long since come to recognize their importance, as have administrators in a myriad of other fields of operation.

This section of the report examines client reactions to home detention. Initial attention will be given to offenders reactions to the electronic equipment. The remainder of the analysis will compare reactions to the two monitoring technologies, manual and electronic. Since felony DWI offenders were differentially distributed between the two groups, as previously noted, and are a distinctive group in policy terms, they will be controlled for in the analysis.

REACTIONS TO ELECTRONIC EQUIPMENT

One of the features of some electronic monitoring configurations, including the one observed in this study, is that the offender must wear a piece of equipment. Initially, the system used by the agency in this study required offenders to wear a unit, much like a watch, on the wrist. During the course of the study, the equipment was modified so the unit could be attached to either the wrist or the ankle, but it is still commonly referred to as a wristlet.

Equipment Failures

In the exit interview, electronically monitored offenders were asked if they had "any trouble with the equipment breaking or just not working right?" Approximately a quarter (26.4%) reported they had problems (Table 9-1). There was no significant difference between those charged with felony DWI and those with other charges.

The specific problems reported varied a good deal and did not appear to be concentrated in any one area. Some reported they had phone problems. According to agency personnel there

sometimes telephone line problems in the older part of the city. In other cases, telephone problems were a function of the phone owned by the offender. A few indicated that the electronic unit attached to their phone, which was part of the monitoring system, had to be replaced. In a few cases, the strap holding the device on their wrist was damaged in one way or another and had to be replaced. A few reported an excess of calls or no calls as the problem. There were also a few who reported they had trouble following the directions for inserting the wristlet in the unit attached to their phone.

Wearing the Device--Comfort and Discomfort

When they completed the program, offenders were asked if wearing the device was uncomfortable. Overall, 44.4 percent of the offenders reported during the exit interview that they suffered some discomfort. At intake, offenders were asked if they anticipated any discomfort and 42.7 percent indicated they thought it would be uncomfortable. Though those convicted of a felony DWI tended to be more likely to anticipate and report the device would be (was) uncomfortable, as shown in Tables 9-2 and 9-3, the differences were not significant.

Offenders were also asked at intake if they thought wearing the device would cause problems for them. Only 16.2 percent anticipated problems. On exit, 23.6 percent reported it did cause problems. Those charged with a felony DWI anticipated problems at close to same rate as those not so charged 16.1 percent to 16.3 percent as shown in Tables 9-4, 9-5. They were, however, more likely to report that it did cause problems (26.8% to 19.4%), but the difference was not significant (x^2 =0.21 with Yates' correction; df=1; p=0.64).

In addition, offenders were asked during the exit interview if the device bothered them or interfered with activities. The responses to this question were similar to the question above on problems. Overall, 23.6 percent indicated it did bother them or interfere with activities (Table 9-6). While the those convicted of DWI were slightly more prone to respond "yes" to the question (25.0%) than those not charged with DWI (21.9%), the difference was not significant.

The offenders were also asked at intake if they thought people would notice the device. Approximately two thirds (64.5%) thought people would notice it. At time of exit, approximately

60% reported that they thought it was noticed by others (Table 9-7). In response to the intake question, 57.1% of felony DWI group thought people would notice it compared to 73.5% of those charged with something other than felony DWI, but the difference was not significant ($\chi^2 = 1.54$ with Yates' correction; df=1; p=0.21). At exit, there was no significant difference -- approximately 60% of each group reported they thought people had noticed the device, as shown in Table 9-8.

In sum, less than half the offenders found it uncomfortable in some manner to wear the device, but less than a quarter found it caused any problems for them or interfered with activities. Approximately 60 percent reported they thought the device was noticed by others. As a group, they tended to anticipate what they later report as fact.

Comments during the exit interviews and conversations with agency personnel suggested that the physical discomforts and problems were overwhelmingly minor, such as the offender who reported some irritation on the ankle when he played a good deal of basketball. There were a few comments that suggested problems which could be more serious. For example, those who work with solvents, e.g., painters, may suffer skin irritations if the device is worn on the wrist. Window washers may suffer a similar problem in cold weather. Also, those who work around machinery may snag a wrist mounted device. But, changes in the technology make it possible to avoid some of these problems. For example, changes in the equipment used by this agency made it possible to mount the device on the wrist or the ankle depending on what the offender preferred.

There were two cases of skin irritations that did stand out. In one case, an offender suffered rather serious irritation on the ankle. He had to wash and dry carefully and use powder as suggested by agency personnel to solve the problem. This suggests that agencies have to make certain that complaints along these lines are not ignored as simple gripes. Over the long haul, there will be need to be prepared to handle them with care, up to and including the need to call in a physician. Sooner or later, it seems likely there will also be a need to sort out those few cases where the offender creates the problem in order to avoid wearing an electronic device.

The other case was more tragic in its implications. One offender suffered through a good deal of skin irritation and never said a word about it. He later indicated to the researchers that he thought it was all part of the punishment for his crime. Whether it is possible to prevent this type of occurrence through careful instruction at intake and careful observation in the field by home detention officers remains to be seen.

The implications of the fact that the system used by the agency requires offenders to wear a device and that roughly 60 percent of the offenders thought it was noticed by others needs to be carefully considered. As might be expected, offenders responded to its presence differently. Some offenders attempted to conceal the device by wearing a sweat band over it and others simply made it a point to wear long sleeve garments. A few explained it way as a medical device. Later, following the equipment change, when given a choice, offenders generally seemed to prefer to wear the device on the ankle rather than the wrist.

The reasons for attempting to conceal the device varied. Many of the offenders were obviously embarrassed by its presence and others indicated they simply did not wish to be bothered with yet another explanation. One offender was only concerned that his child not see it. Another sought a court order to have it removed. On the other hand, many offenders were not bothered at all and made no attempt to conceal the device.

Symbolic Significance of Device

The symbolic significance of monitoring equipment has already been noted in the literature (Friel et al. 1987, p. 21). The device may raise the offender's consciousness about why he/she is on home detention and serve as a continuous reminder of that fact. The mild punishment administered by the embarrassment it induces may increase its impact. It may be a crutch as it was to one of our respondents who explained how he would point to it to excuse himself from the usual after work drinking session without loosing face. On the other hand, its impact may be less positive as suggested by one offender, a black, male in his fifties, who saw the wristlet as a form of branding "just like we did with the slaves."

These examples raise several issues from the standpoint of research and policy. First, there is need to refine our understanding of the effects of electronic devices worn by offenders on home detention. At a minimum, there is need to understand when and for whom it has a positive effect. For example, comments from offenders suggested that those in public contact occupations such as sales may be more embarrassed by the presence of the device than others. Whether this is correct or not and when and if embarrassment helps the offender "succeed" needs to be determined.

Second, from the standpoint of policy, these examples suggest that the choice of electronic monitoring systems may go far beyond the more obvious and significant administrative considerations of cost and reliability. If research can sort out the differential effects of various components of electronic monitoring systems, including devices worn by offenders, then it will be necessary to recognize that decisions about which electronic monitoring systems to use, effectively become decisions about treatment effects.

COMPARISON OF CLIENT REACTIONS TO MANUAL AND ELECTRONIC SYSTEMS

In the exit interview, offenders were asked a series of questions about their stay on home detention. Since electronic systems are designed to operate with a regularity and persistence that should exceed what a manual monitoring system is likely to do, one would think that offenders would react differently to the systems.

Home Detention --Difficult or Easy?

Offenders were asked how hard it was to stay at home while on home detention. Overall, 16.1 percent said it was very easy, 42.0 percent said easy, 30.1 percent said hard and 11.9 percent said very hard (Table 9-9). When compared by type of monitoring, the difference was not statistically significant, although the manually monitored offenders were more likely to say staying home was very easy or easy (60%) than the electronically monitored (46.2%). The difference was not significant when controlled for felony DWI.

Offenders were also asked to rate the time served on home detention on a scale of one to ten, with one being "easy time" and ten being "hard time." Overall, the offenders mean rating was 5.36 with a median of 5.0, which indicates offenders perceived home detention time as intermediate--neither hard time nor easy time (Table 9-10). Offenders on the manually monitored system had a mean rating of 5.10 while the electronically monitored had a mean of 5.63. An analysis of variance showed the difference by type of monitoring was not significant; nor was the difference significant when a control for the DWI covariate was introduced.

The pattern of the responses to these items suggests that offenders perceived home detention as neither easy nor hard. It is clearly "better than jail," as so many of the offenders said during the interviews. Several offenders noted that at home you can eat what you want when you want to, which you cannot do in jail. On the other hand, offenders are home, but they are not "home free." Meeting the demands of an enforced schedule which says when they can leave and when they must be home is a challenge at least, or as many offenders suggested, grating, if not nerve-racking. And, home may be better than jail, but staying home ultimately means you must find something to do with your time when home begins to feel a bit like jail.

Though there are no statistically significant differences by type of monitoring, the pattern suggests that electronic monitoring may be a bit harder to take than manually monitored home detention. Electronically monitored offenders were somewhat less likely to find it very easy or easy to stay home than manually monitored offenders and they, on the average, rated home detention time as somewhat harder than the manually monitored.

Life on Home Detention

Overall, 52.1 percent of the offenders reported that home detention caused "big changes" in their life, while less than a sixth (15.7%) reported "no changes" (Table 9-11). Those who were monitored manually tended to report big changes slightly more frequently (53.6%) than the electronically monitored (50.7%), but the difference was not significant, nor was there a significant difference when controlled for felony DWI.

When asked what the changes were, offenders mentioned, among other things, spending more time with their families. For some, this appeared to be one of the major impacts of home detention. Others mentioned work related changes. One offender mentioned that since he had been on home detention, he had been absent from work less often and, in general, he believed his work performance had improved. Other questions indicated that for many offenders work became an effective excuse for getting out of the house. As a result, many offenders happily worked overtime and/or took a second job. For many, the big change was having to stay home, as well as plan their time more carefully.

How an offender reacts and what an offender does is, in part, a function of the people with whom he lives. Offenders with housemates were asked if the people/person they lived with thought home detention was a good idea or a bad idea. Three quarters (75.9%) of the offenders answering this question reported their housemates thought it was a good idea. Table 9-12 indicates more than eighty-five percent (86.4%) of the manually monitored offenders reported their housemates thought it was a good idea while 64.2 percent the electronically monitored indicated this to be the case. The difference was statistically significant.

Among those charged with felony DWI, 83.3 percent of the manually monitored reported housemates thought it a good idea, while 69 percent of the electronically monitored so reported; however, the difference was not significant. The difference, however, was significant among those charged with something other than felony DWI. The manually monitored were virtually unanimous (94.1%) in reporting their housemates thought home detention was a good idea, compared to 58.3 percent of the electronically monitored.

Offenders were also asked whether or not the people they lived with ever got upset or complained about home detention or any part of it. Overall, 64.0 percent reported some upset or complaints. There was a significant difference in response by type of monitoring (Table 9-13). More than three quarters (78.0%) of those electronically monitored responded "yes," while a statistically significant lower percentage of the manually monitored (49.1%) so responded.

When controlled for charge, there was no difference by type of monitoring among those charged with something other than felony DWI, though 70.4 percent of the electronically

monitored said "yes" to the question while only 53.3 percent of the manually monitored did so. On the other hand, there was a significant difference by monitoring type among those charged with felony DWI. Among the electronically monitored 84.4 percent reported complaints or upset, but less than half (47.5%) of the manually monitored reported any such problems.

When asked what their housemates were upset about, a not uncommon complaint had to do the persistent calls generated by the electronic system. They were particularly upset when calls came through the night, as were offenders. Complaints along this line would help explain the general pattern of responses from offenders by type of monitoring; however, other complaints were not related to the type of monitoring. For example, some offenders reported that their housemates were upset because the offender could not go out, or because the offender could not take care of ordinary chores, e.g., having the car fixed. More than one offender reported about a housemate who exploded "why am I being punished, I didn't do anything!"

In summary, approximately half the offenders reported life on home detention caused big changes in their lives. This was unaffected by the type of monitoring. In excess of 75 percent of the offenders reported their housemates thought home detention was a good idea. Manually monitored offenders were significantly more likely to report this to be the case than those who were electronically monitored. Among offenders charged with something other than felony DWI, manually monitored offenders were significantly more likely to report their housemates thought home detention was a good idea, but there was no significant difference among those charged with felony DWI.

Approximately two thirds of the offenders (64%) reported their housemates complained about or were upset with some part of home detention. Again, there was a significant difference by type of monitoring: 78.0 percent of those electronically monitored said this was the case compared to only 49.1 percent of those who were manually monitored. When controlled for felony DWI, the significant difference remained among those charged with felony DWI but disappeared among those charged with something other than felony DWI.

Though the differences were not always significant, in all cases the electronically monitored offenders were more likely to report a negative picture of home detention (bad idea, upset/complaints by housemate) than manually monitored offenders.

Getting Caught

Based on their experience with home detention, offenders were asked to indicate what the chances of getting caught would be "if somebody on home detention leaves home when they aren't suppose to." Overall, 42.9 percent reported the chance of being caught was "very likely" and another 20.7 percent said it was "quite likely," while 8.6 percent reported it was "not at all likely." There was no significant difference by type monitoring, nor was there a significant difference when controlled for felony DWI (Table 9-14).

Offender Recommendations

As has been noted, offenders generally indicated in the interviews that home detention was "better than jail." More specifically, they were asked if "they would recommend this kind of home detention for somebody in your situation?" The results are presented in Table 9-15. An overwhelming 83.1 percent responded " yes." When compared by type of monitoring, 94.0 percent of the manually monitored would recommend it to another as compared to 72.5 percent of the electronically monitored, a statistically significant difference. The difference remains significant among those charged with felony DWI and those charged with something else.

On balance the data suggest offenders reacted positively to home detention. The differences that appear by type of monitoring are differences in the level of positive response, though offenders had their complaints, especially about electronic monitoring.

This fits with the comments offenders made about home detention during the exit interviews. Though they almost always said it was "better than jail," their comments went beyond that and were surprisingly positive overall. Many of them indicated the structure imposed by home detention helped them get their life in order. They had to think ahead and plan their time, which some indicated they had never done before. How long these perceived effects last and how

programs might be refined to magnify this impact is yet to be determined. On the other hand, the post adjustment data reported in Chapter Ten suggests that, for some, the effects are superficial and the impact short lived.

CHAPTER TEN: POST-RELEASE ADJUSTMENT

In addition to the description and documentation of program delivery discussed in most of this report, the research included a check of criminal histories one year after release for all respondents. One of the primary research questions concerned subsequent contact levels with the criminal justice system (arrests, probation violations, and warrants), as well as, whether the method of monitoring "made a difference" in these areas. Very little guidance was to be found in the literature concerning expectations for home detention populations: The electronic equipment was new (Ford and Schmidt 1985); various authors were cautious (Berry 1986); and preliminary reports from intensive supervision programs which utilized home detention were positive (Erwin 1984). Nor did the program design or the agency help much with expectations, except the usual "hope" that some proportion would be "rehabilitated." Thus, this part of the research was approached, like the rest of the study, with research questions rather than specific hypotheses.

The interviews conducted with the offenders sentenced to home detention did, however, produce some expectations. Based on experiences with other criminal justice programs, the research team expected many complaints about the program, but anticipated very few positive comments. In the course of conducting the exit interviews the researchers were struck with the (unexpected) frequency with which the offenders offered positive comments about the impact of home detention on their lives. These observations are discussed in detail in Chapter Nine, but merit note here. Various offenders offered the usual mix of negative observations: "it ruined my sex life," "I don't need a mother checking on me," "the sentence was unfair," etc. However, a considerable number offered comments about how home detention had improved their lives: "I got to know my family again," "I could dry out," "it gave me time to look at my life," "I haven't missed a day's work in six months." By the end of the data collection period, it was clear that a significant proportion of the offenders thought that home detention had affected their lives in a

positive way (besides being better than jail or prison). The present question concerns whether these positive effects continued beyond their term on home detention.

The design of the research and the nature of criminal justice information systems in the jurisdiction being studied limit the nature of the following analysis in several ways. First, the experimental design was limited to methods of monitoring home detention. It was not possible to include other correctional alternatives in the experimental design. Second, an attempt was made to identify a "shadow" comparison from the Department of Corrections, but their information system was very limited and the effort abandoned. Third, the limited and isolated nature of information systems about offender dispositions prevented sophisticated estimates of subsequent arrests based on street time and detailed identification of the nature of other contacts beyond the general notations of "arrest", "warrant", or "probation violation." Thus, the analysis represents a very general assessment of post-release contacts with the criminal justice system.

The data were derived from criminal histories. At approximately one year from release, whether that release was the result of successful completion, sentence modification, or a violated exit, a criminal history check was conducted for each offender. These were reviewed for entries which occurred either during the term on home detention (as a check on program records) or subsequent to release. The date, and nature of each entry was coded. For the following analysis only those entries occurring within one year of release are included, thereby controlling in a general way for time at risk. The reader should note that, due to time constraints, the number of cases analyzed in this section (149) is less than that in the remainder of the report.

Because of the inability to verify amount of time in custody, the figures which are reported below are fairly conservative estimates of the number of offenders arrested. It is clear that some proportion of the individuals in the study were in custody part or all of the year following release from the program. For example, the agency records indicated that 14 of the individuals who were "violated" were ordered to serve their suspended sentence. Thus, these individuals were clearly not as eligible for arrest as the remaining offenders for all or some part of the follow-up period. In addition, some of the individuals arrested or cited for probation violations were also

held in custody for unknown periods of time. However, the lack of detailed information about dates and time in custody prevent more sophisticated estimates of subsequent arrests.

ARRESTS

Arrests were analyzed in two ways: number of separate entries and events occurring on distinct dates. We will refer to the former as "charges" and the latter as "incidents". Table 10-1 presents the frequencies for incidents. The number of new arrest incidents occurring within one year of release ranged from zero to four. Overall, no new arrests were recorded for 72.5 percent of the offenders; most of the remaining 27.5 percent logged one incident during this time frame. Only three individuals managed to be arrested on three or more occasions during the year.

The number of separate charges is presented in Table 10-2. The range for this count is zero to ten--a little over twice the number of incidents. Of course, this should not be surprising: A criminal incident frequently involves multiple charges. In the current case the multiplier is roughly two.

Time to Arrest

For those who were arrested, the number of days between release and arrest was calculated. The results are presented in Table 10-3. The elapsed time to arrest ranged from zero days for two individuals who managed to get arrested on the day they were released, to another who was arrested 360 days later. The mean time to arrest was approximately 140 days while the median was 116 days. Almost 44 percent of the arrests occurred within 90 days, with one-half resulting within 116 days of release. This would lend some support to a conclusion that there may be a "celebration" or "release" effect for those who were arrested. This, in turn, might suggest that similar programs should focus on immediate aftercare, graduated release, or preparation for release.

Nature of the Charges

In addition to noting that a little over one-fourth of these individuals were arrested within one year of release, Table 10-4 presents the type of charges for which these individuals were arrested. The three most frequently encountered charges were driving while intoxicated as a felony or misdemeanor (20 arrests), public intoxication (19 arrests), and driving with a suspended license (22 arrests). The above three charges accounted for 55.5 percent of all arrests occurring within one year of release from the program. At least for that 26.5 percent who were arrested, it appears that drinking and driving continued to be problems after release, yet notably, the reader will remember that not a single arrest for any of the above charges was logged during the program.

A further review of Table 10-4 reveals several additional items of interest. First, 35.5 percent (39) of all arrests were specifically for alcohol related offenses; this figure does not include those collateral charges like disorderly conduct or public indecency that are often alcohol precipitated. Second, only four of the 88 arrests were for violent offenses: three charges of battery with injury and, significantly, one arrest for murder. Thus, with a notable exception, these offenders remained nonviolent in their immediately subsequent arrests.

Group Comparisons

It appears that, for this population, house detention has a mixed impact on offenders. The program apparently "incapacitated" the individuals while they were in the program. In Chapter Eight it was noted that only 4.6 percent of the offenders were arrested during their approximate average of six months on home detention, and none of the arrests were for alcohol related offenses. Yet, this effect does not seem to carry over after release. Using figures from Table 10-3 it can be calculated that 17.4 percent of the offenders were arrested during the six months immediately subsequent to release from the program. This latter figure is 3.8 times higher than the in-program arrest rate for a similar time period.

For the group comparisons, the dependent variable, "subsequent arrest", was collapsed from a count to a simple dichotomy. The comparisons, using logit analysis, are presented in Table

10-5, with the parameter estimates for the saturated model presented at the top and those for a refined model presented at the bottom. The saturated model indicated no significant effect for any of the variates: the method of monitoring, felony DWI charge, or the higher order parameter. The positive coefficient for method of monitoring indicates that the electronically monitored individuals were somewhat more likely to experience an arrest within a year, but this difference was not statistically significant. Similarly, the negative coefficient for type of initial charge indicates a tendency for those initially charged with felony DWI to be arrested less often. As with monitoring type, this coefficient, however, is not statistically significant. Only the coefficients for the marginal distribution of the dependent variable was significant. This parameter indicates, simply, that the distribution of arrests (72/28) departs significantly from 50/50. The refined model in the lower part of this table indicates that consideration of only marginal distribution of arrests produces a very good fit for the data.

TOTAL CRIMINAL HISTORY ENTRIES

In addition to arrests, the criminal histories contained records of both warrants issued by courts and probation violation hearings scheduled by the courts. We added these recorded contacts to the arrests noted in the file to create a composite measure of negative contacts with the criminal justice system. This variate is simply a count of the number of charges, probation violations, and warrants issued within one year of release from the program. Neither the probation violation notations, nor the warrants are necessarily independent of the arrests noted above. For example, an arrest can result in both a probation violation and a warrant. On the other hand, both of these events can occur independently of a new arrest. As with the arrest data, the counts presented below are conservative in that they do not take account of time in custody.

The frequency distribution for total entries is presented in Table 10-6. Overall, the criminal histories revealed no contact within one year for 68.5 percent of the offenders. Conversely, this means that 31.5 percent managed to have at least one official action taken during this time period. Those with some form of contact logged between one and eight separate entries. Of

those with some type of entry, most recorded three or less, with only ten individuals accumulating four or more within the year.

Elapsed Time and Nature of Total Charges

No analysis of either of these variates is presented because of redundancy: they are dominated by the arrest data and, therefore, changed little from that reported above.

Group Comparisons

As with the arrest data, the total contacts variable was collapsed to a dichotomy for the group comparisons. The top of Table 10-7 presents the parameter estimates for the saturated model, while the lower part presents a refined model. The results contract with those for the arrest figures. Significant coefficients were derived for the marginal distribution of "total entries" and for the effect of being initially charged with felony DWI. Those initially charged with felony DWI were significantly less likely to have any contact with the criminal justice system within one year of release. The analysis presented in Table 10-5 indicated that those charged with felony DWI were slightly, but not significantly, less likely to be arrested within one year. This pattern held for warrants and violation of probation. When the three were totaled for the current analysis, the cumulative effect of these small differences produced significant differences. The method of monitoring made no difference, however, the positive coefficient indicates, again, that the electronically monitored individuals were somewhat more likely to record an official entry than those who were monitored manually. Finally, the goodness of fit estimate for the refined model in the lower part of this table indicates that the marginal distribution of "total entries" and the effect of "charged with felony DWI" allow a very good fit to explain the odds of any contact.

CHAPTER ELEVEN: SUMMARY AND CONCLUSIONS

INTRODUCTION

In 1986, this evaluation of a postdisposition home detention program, administered by the Marion County Indiana Community Corrections Agency, was begun. A major objective of the study was to compare electronic and manual methods of monitoring home detainees.

The program investigated in this research was designed as a post conviction disposition for offenders convicted of nonviolent felonies, although, as is often the case in such programs, misdemeanants, pretrial detainees and offenders convicted of violent offenses were assigned by the courts. The program was to serve as an alternative to jail for offenders.

Since electronic monitoring systems are relatively new to the correctional field, the research was designed to provide basic information about the details of program delivery, organizational adjustment, client reactions to the supervisory techniques, and the nature of recorded violations and post disposition adjustment.

The basic elements of the research included:

- randomized placement into the different monitoring methods;
- intake and exit interviews with offenders about their reactions to the program;
- collection of basic information about current and previous charges;
- detailed documentation of program delivery including data about recorded violations;
- field observations of the operation of the home detention program;
- a check of criminal histories one year after release.

The generous cooperative spirit of the major relevant actors, including the agency, the prosecutor and the judges, allowed the design to survive the experimental period essentially intact. Random assignment to the methods of monitoring was a programmatic decision in which

the actors agreed to operate on the assumption of no difference in return for gaining accurate information about the program. The role of the research team was to keep the list of recommendations and supply placements on an "as needed" basis.

Early in the experiment random assignment to type of monitoring was made at a stage of the presentence processing of the offender. This procedure proved to be too early in the sentencing process and was abandoned. The assignment procedure used for the majority of the offenders was to make the assignment as the offender was ready to be placed on home detention.

A total of 199 offenders were recommended for placement and 77.4 percent (154) were placed as recommended. Of the remaining 45, 19 were not monitored as recommended; twenty-three received no home detention and three who were placed as recommended declined to participate in the research.

The above figures suggest conformity to the randomization occurred at a reasonably high level. An analysis of the groups to determine their equivalence (the purpose of randomization) was conducted as a check. The groups were compared on a number of characteristics, including gender, age, education, number of prior arrests, etc., and found to be statistically equivalent, except for current charge and charge of conviction. In each case, the manually monitored group was found to have significantly more individuals charged with or convicted of a felony charge of operating a motor vehicle while intoxicated. While there was no reason to suspect bias, a conservative analytic position was adopted and a felony charge of driving while intoxicated was included as a covariate in the analysis.

SHORT SUMMARY OFFENDER CHARACTERISTICS

The mean age for all offenders in the study was 34.1 years. Eighty-seven percent of those in the study were males and 73.4 percent of the participants were white. Living arrangements were quite varied: 28.8 percent lived with parents; 19.0 percent lived with a roommate of the opposite sex; 21.6 percent with their spouse; 12.4 percent lived alone; and the remainder had some other arrangement.

Just under 71 percent were employed and their mean weekly income was slightly in excess of $308 per week. The mean highest grade completed was 11 years, though 58.4 had either graduated from high school or earned a GED equivalent.

Criminal history data showed that participants had been previously charged 12.32 times on the average and been involved in a mean 7.3 separate incidents. The mean age at first arrest was 20.57 years. They were charged with a mean of 3.1 offenses in connection with the current charge and, although the home detention program was initially designed for nonviolent first offenders, 64.9 percent of those in the study were currently charged with operating a motor vehicle while intoxicated. As noted earlier, this was one of the two characteristics on which the two monitoring groups differed significantly.

OFFENDER PERFORMANCE AND AGENCY RESPONSES

Fees, Equity and Exit

Throughout the course of the evaluation, those on electronic monitoring were required to pay a fee of $4 a day and all offenders were required to pay a $25 program fee. Later the daily fee was extended to those manually monitored as well. Failure to pay could result in revocation of probation.

The agency was committed to the policy that no one should be excluded simply for inability to pay as a matter of equity. Those declared indigent by the court were not required to pay and initially the agency, through the home detention coordinator, would effectively declare others indigent if the fee was a burden. Later, the agency abandoned its internal procedure in favor of asking the court to order "no payment" when the agency thought it appropriate. Technically, full payment of fees was required at discharge, but in some cases partial payment was accepted and in others the offender informally agreed to continue making payments.

Seventy-two and six tenths (72.6%) percent of the offenders had made full payment at discharge. The median payment at the time of discharge amounted to $420. The remaining individuals owed between $8 and $692 at discharge. Operationally, for this program, failure to

pay was not sufficient reason for seeking a violated exit from the program through the court. For example, half of the twenty-six who owed fees were classified as violated exits (unsuccessful completions), but only three of these were violated explicitly for this reason. The other thirteen were successfully discharged though they owed a mean amount of $260.

Disciplinary Actions

Disciplinary action by an agency is a measure of officially recognized offender misbehavior. It excludes those actions not considered serious enough to penalize and those actions unnoticed by officials. Two levels of action were recorded by the agency: informal hearings for minor violations and court violations hearings reserved for serious violations where removal from the program was a possibility.

For the study population, 58.8 percent had no informal sanction reports in their file, while the remaining 41.2 percent had at least one report recorded. Approximately one-fifth (20.3%) of the population received court violation hearings for misbehavior, and none received more than one such hearing. There were no significant differences between the two monitoring groups; however, further analysis showed that felony DWI offenders had significantly fewer court violation hearings.

New Arrests

An arrest while on home detention is another official measure of misbehavior. Almost all those in the study (95.4%) succeeded in completing home detention without having a new arrest recorded in the files. Five offenders (3.3%) were arrested once and two (1.3%) were arrested twice. The charges varied considerably; however, there were no alcohol related charges despite the fact that about 65 percent of those in the study were convicted of a felony DWI.

There was no difference by type of monitoring, nor was there a difference between those charged with a felony DWI and those charged with something other than felony DWI. Of the seven arrested , six were monitored manually, five were charge with something other than felony DWI, and four were both non-DWI and manually monitored.

Sneaking Out

In the exit interviews 43.7 percent of the offenders reported unauthorized absences. Though more in the manually monitored group reported an absence (47%) than the electronically monitored (40%), the difference was not significant. Over fifty percent (56.9%) of those who went out said they did so only once or twice, though one individual estimated he did so 72 times.

For those who went out, a calculated rate per month showed the mean was 1.56 absences and the median was .5 absences per month. The manually monitored offenders reported slightly more absences per month than the electronically monitored; however, the difference was not significant.

Program Completion

Program completion is another official measure of offender behavior. As with all such official measures of misbehavior, it is a joint product of what offenders do and what the agency does or does not do. The mean length of time served was 153.79 days for all offenders. Eighty-one percent of the offenders successfully completed the program. Of the 29 individuals who were violated, 11 (40.7%) were violated for "curfew violation." Thirty-three percent (9) were violated for a positive urine test for something other than alcohol. Both time served and the probability of successful program completion were unaffected by method of monitoring. However, those charged with felony DWI were more likely to successfully complete the program than those charged with other offenses, and as a result, served significantly longer home detention sentences.

PROGRAM DELIVERY

Monitoring Offenders – Personal Contacts

According to program design standards, manually monitored offenders were to receive more personal contacts from program personnel than those who were electronically monitored.

An analysis of official records showed that on the average offenders in the study received a mean of 1.76 personal telephone calls per week to their home. The manually monitored received a mean of 2.21 home calls per week as compared to 1.32 personal calls per week for the electronically monitored. This difference was significant when the DWI covariate was controlled.

Overall, offenders in the program received a mean of 0.11 personal calls per week at their place work to verify work attendance. The manually monitored received significantly more calls per week (0.18) than the electronically monitored (0.05).

Adding the above two sets of contact figures showed that offenders received anywhere from zero calls (four individuals) to 13.1 calls per week. The mean was 1.87 and median was 1.52. Manually monitored offenders received an average of 2.39 total calls and the electronically monitored 1.38 calls per week. The difference was significant when the covariate was controlled.

Program design standards also called for weekly home visits by agency personnel. The analysis of agency records showed that the manually monitored group received an average of 0.58 visits per week while the electronically monitored group received 0.38 per week. These differences were significant with the DWI covariate controlled.

When all contact forms are combined (phone calls and personal visits), the manually monitored offenders received an average of 2.97 total personal contacts per week. Electronically monitored offenders received an average of 1.76 total personal contacts per week--in addition to computer contacts discussed below. Again, these differences were statistically significant.

Monitoring--Offender Perceptions

In the exit interviews offenders were asked to estimate how many times per week they received personal calls and visits while on home detention. The manually monitored group recalled an average of 5.04 telephone calls per week and 1.23 visits per week. Electronically monitored offenders recalled 1.79 calls and 0.62 visits per week. In both instances, the differences were statistically significant. The composite measure of perceived total personal

contacts also showed that the manually monitored offenders recalled a significantly higher level of contact than those monitored electronically. Comparatively, the reported rate of contact is approximately twice the rate of contact recorded in the agency records.

Errand Time

The program allowed individuals to request four-hour blocks of time on specified days of the week to take care of routine errands. Approximately two-thirds (63.4%) of the offenders made no requests for errand time. Offenders submitted on the average 2.6 requests and the agency a mean of 2.31 such requests. On the average, manually monitored offenders were granted slightly more errand times per month served than those electronically monitored, but the difference was not significant.

Pass Time

In addition to errand requests, the program allowed offenders to request passes for specific purposes, within certain limitations. Overall, 41.8 percent requested a pass and 39.6 percent received at least one. While manually monitored offenders received slightly more passes than those on electronic monitoring, the difference was not significant.

Urine Tests

The program also contained a provision for urine testing of offenders to detect drugs. Testing was to be done on a suspicion basis and was intended to be more intensive early in the offender's term on home detention. The cost of the program was such that testing was severely limited.

Overall, 74.3 percent received no test; 19.7 percent received one; and, 5.9 percent received two drug tests. Though the mean number of tests given the manually monitored (0.41) was higher than the mean number given to the electronic group (0.23), the difference was not significant. It is worth noting that the felony DWI offenders were no more likely to be tested that those charged with other offenses.

Of the thirty-nine tested, 29 (74.4%) tested positive. Five tested positive for cocaine and 25 for THC, while only one tested positive for alcohol. Based on offender interviews, we are inclined to believe that the results are best viewed as confirmation of the accuracy of the suspicions of agency personnel. The virtual lack of positive results for alcohol in a population with a high percentage of alcohol offenders may well be a function of the way in which the tests were administered.

Electronic Contacts

Offenders assigned to electronic monitoring were contacted on a daily basis by the system computer, in addition to the personal contacts detailed above. The system employed by the agency required an active response from the offender. The data show that the system attempted to contact individuals in the program a mean of 4.3 times per day. The mean number of successful contacts per day was 2.26 while unsuccessful contacts averaged 2.05 per day. The ratio of successful to unsuccessful contacts is affected by the intensity of the supervision levels set by the agency, system maintenance (e.g., schedule updates), and the outcome of prior contacts (positive and negative).

Reasons for negative contacts are recorded by the system. The most common was "no answer" which amounted to a mean of 4.3 per week per offender. Besides unauthorized absences, this figure includes legitimate misses, i.e., the offender is on pass or errand time and the schedule was not modified. The next most common negative contact was "invalid communication" with a mean of 3.6 per week.

A mean of 2.2 busy signals were experienced per week. Busy signals are to be expected in a system which makes so many calls to individuals whose ability to leave home is restricted, even when they are instructed to limit phone use. Further, leaving the phone off the hook or having someone else in the home use the phone is an obvious ploy for an offender who wishes to leave for a short time.

The fourth most common reason for negative status was "hung up" with 1.5 per week. In general, these frequently occurred when the absences were approved by the agency e.g. on pass, but the schedule had not been modified.

The final status reported was "beeper called." This message indicates that the equipment was paging the home detention officer as per agency instructions. This feature was critical for program operation, since the system was basically unattended evenings, weekends and holidays. A mean 0.7 such contacts were generated per week. Fifty percent of the offenders generated no such contacts at all and 82.1 percent generated less than one per week.

Method of Monitoring and Consistency

All programs must face the problem of consistency in the delivery of program elements. In the case of a manually monitored home detention program, this is a critical problem. Because the contacts with the offender are entirely personnel dependent, any personnel problems such as illness or turnover tend to reduce the contact levels. While an electronically monitored program is primarily dependent on a computer, failures can usually be corrected quickly. In addition, when the computer is working it is very consistent in making the appropriate number of calls to each client.

REACTIONS TO THE ELECTRONIC EQUIPMENT

Offenders were interviewed at intake and exit. During the intake interview they were asked what their anticipations were of home detention. Electronically monitored offenders were asked a special series of questions regarding the operation of the system and the device they were required to wear.

Equipment Failures

In the exit interview offenders were asked if they "had any trouble with the equipment breaking or just not working right?" Approximately a quarter (26.4%) reported they had problems. There was no significant difference between those charged with felony DWI and

those charged with something else. The problems reported ranged from personal telephone failures through inability to follow directions for operating the equipment.

Wearing a Device--Comfort and Discomfort

Offenders were asked a series of questions about the device they were required to wear. Originally the device had to be worn on the wrist. Equipment modifications later made it possible to wear the device either on the wrist or the ankle, whichever the offender preferred. Most seemed to prefer the ankle when given the choice.

Overall, 44.4 percent reported they suffered some discomfort. They were also asked if the device caused problems for them. Only 23.6 percent said it did. When asked if the device bothered them or interfered with activities, 23.6 percent said it did. They were also asked if they thought people noticed the device and approximately 60 percent said they thought it had been noticed. There no significant differences by charge on any of these items.

For the most part the problems reported were all minor; however, there were two cases in the which the skin irritations were severe enough to be considered serious. In one case the offender did not report the problem because he thought it was part of the punishment. These serious cases suggest that program administrators should be careful about dismissing all such complaints as simple gripes. For example, those handling solvents may encounter serious problems when a device is worn on the wrist. The agency needs to be prepared to distinguish between serious cases and those instances in which offenders create a problem in order to avoid wearing a device.

Reactions to the perceived visibility of the equipment varied. Some were embarrassed and tried various means to conceal the device or explain it away. Others claimed it made no difference to them, though some became tired of explaining what it was. Offender comments suggested that social class and the extent to which one's occupation involves contact with the public may be factors.

Offender comments also suggest the device has symbolic significance. One black offender described it as a form of "branding." For some it was a crutch which provided a face saving

excuse to avoid an activity which would get them into trouble. These examples raise research and policy questions including the relationship of embarrassment to program success.

COMPARISON OF CLIENT REACTIONS TO MANUAL AND ELECTRONIC SYSTEMS

Home Detention--Easy or Hard?

When asked if staying home was easy or hard, there no significant difference by type of monitoring although those on the manual system were more likely to say it was very easy or easy (60%) than those on the electronic system (46.2%). When asked to rate time on home detention on a ten point scale (1 = easy time, 10 = hard time), the mean rating overall was 5.36. While the manual monitored had a slightly lower mean rating (5.10) than the electronically monitored (5.63) the difference was not statistically significant.

Life on Home Detention

Approximately half the offenders reported home detention caused big changes in their lives. This was unaffected by the type of monitoring. Work and family related changes were most often cited. Many offenders indicated they were absent from work less often than had been the case before home detention. Indeed, many offenders happily worked overtime or took a second job in order to be out of the house for longer periods of time.

Three quarters (75.9%) reported the people they lived with thought home detention was a good idea. Manually monitored offenders were more likely to report this (86.4%) about their housemates than the electronically monitored (64.2%). The difference was significant. The electronically monitored offenders were also significantly more likely to reported that their housemates were upset or complained about home detention or some part of it than the manually monitored (78.0% to 49.1%).

Getting Caught

Offenders were asked what the chances are of getting caught "if somebody on home detention goes out when they are aren't suppose to." Overall, 42.9 percent it was very likely

they would be caught, 8.6 percent reported it was not at all likely. There was no significant difference by type of monitoring.

Offender Recommendations

When asked if they would recommend home detention to "somebody in your situation," 83.1 percent said yes. The manually monitored were virtually unanimous (94.0%) in saying they would recommend it to another. Significant by fewer of the electronically monitored said yes, but they were still quite positive in their response (72.5%). Control for felony DWI did not affect these differences.

The positive response of offenders to home detention goes beyond the fact that most said it was "better than jail." While they had their complaints, and some said they would never do it again, many indicated the structure forced on them by home detention was beneficial, i.e., something they needed.

POST-RELEASE ADJUSTMENT

Overall, 27.5 Percent of the offenders were arrested within one year of release from the program, while 31.5 Percent were arrested, violated from probation, or had a warrant issued in their name. The median time to arrest was 116 days. For those who were arrested the charges were predominately for nonviolent offenses, with over 60 percent for traffic or alcohol related offenses. Neither the method of monitoring nor the initial charge were significantly related to subsequent arrest. Similarly, the method of monitoring had no significant effect on total contacts with the criminal justice system. However, those offenders who were initially charged with felony DWI were significantly less likely to have any contact with the criminal justice system during the one year time frame.

CONCLUSIONS

Program Operation

Our results and conclusions about program implementation and operation are qualitative different than those for other parts of this study. This study was designed to compare methods of monitoring and document agency and client performance at various stages of the program. As such, our conclusions in this area are primarily the result of a case study. We attempt below to limit our comments to those findings which we believe are generally applicable to other programs.

At the most general level home detention programs, however monitored, are neither a panacea nor a "magic bullet" for criminal justice agencies. They require considerable time, effort, and organization. If the program is to utilize electronic monitors, the realities of the situation are even further removed from such expectations. While electronic equipment does automate contacts with clients, and therefore, tends to provide a more balanced, consistent, and randomized set of contacts, it also may create other hurdles. These include: Technology shock, information overload, unanticipated computer "programming" time, and extra time tracing and verifying "negative" contacts. In sum, the electronic monitors do relieve some of the burden of field contacts, but also create a large amount of technically oriented office work.

This research also reinforced the importance of careful program planning. Correctional agencies have chronic problems defining and controlling the nature of the target population, and home detention programs are no exception. If the current case is typical, the target population is defined by the composite decisions of the prosecutors and judges, with perhaps, some advice or guidance from the community corrections agency. Also included in the planning phase is the issue of program definition: Exactly how secure should the program be, what level of surveillance is to be maintained, and how are violations to be handled.

At the operational level there are also a host of issues to be confronted concerning the target population. Typically, correctional populations are not very traditional in either work habits or lifestyle. This study revealed that home detention could direct both of these areas toward more traditional paths--at least while the clients were in the program. People who work two jobs, have

considerable overtime, or are "on call" create special problems for home detention programs. It has long been noted that home detention programs, by definition exclude people without stable residence, and they also tend to exclude those without telephones. However, there are other problems to be considered on a programmatic basis. First, the tendency to charge for services rendered can create problems. Second, a substantial number of offenders will have nontraditional work schedules. Third, the realities of life require absences from home for activities such as purchasing groceries, general shopping (e.g., clothes), and visits to physicians. Other desired absences which were a source of friction included school and recreational activities for children, as well as regular contacts with members of the clients' families.

Program Delivery

Full and consistent program delivery is such a chronic problem that Rossi and Freeman (1982) have suggested that it may be the primary source of failure to show impact. This research found that it is very difficult to maintain high levels of personal contact with offenders placed on home detention. The manually monitored offenders were supposed to--and did--receive more intensive personal contacts. However, the level was slightly less than one contact per day, and was fully dependent on agency staffing levels. The electronic equipment, through its persistent and relentless attempts to meet programmed levels of contact, did provide considerably more intensive and consistent levels of attempted contact with the offenders.

The mix of dispositions for electronic systems reflects more than simply the behavior of the offenders. This study revealed that almost one-half of the attempted contacts made by the electronic equipment were "negative". However, the interpretation of such a finding is considerably more complicated than a simple finding that the offenders were absent. The number of negative contacts generated by an electronic system is also affected by the type of system, software characteristics, and agency policies and procedures. In the present study, all of these contributed to high rates of negative attempts.

On the other hand, the individuals on home detention believed that they were being supervised more closely than the program records indicated. This was true for both personal

contacts and computer generated contacts, although the effect was more pronounced for the former. This suggests that it may be possible to structure contacts with clients in such a way that less effort produces more supervision, with little impact on effectiveness.

Offender Performance

Noncompliance with the extensive rules associated with home detention (or intensive supervision) programs is a persistent problem. In the program studied, there were very few serious behavioral problems, such as arrests, identified by the agency while the offenders were under supervision. However, almost 44 percent of the offenders reported unauthorized absences, and nearly as many (41 percent) logged at least one informal sanction report. Neither of these measures was affected by the method of monitoring, but offenders charged with felony driving while intoxicated were less likely to have recorded a formal court violation hearings. Given the greater intensity of supervision provided by the electronic monitoring, one might expect significantly higher reported compliance or higher levels of disciplinary hearings.

Program success rates are much like arrest rates--a product of both offender behavior and organizational decisions. Overall, 81 percent of the offenders in this program successfully completed the home detention part of their sentence, with the remaining 19 percent removed from the program for violations. Given the same levels of offender behavior, different agencies or organizations may be expected to produce drastically differing success rates. No difference in this success rate was recorded between the two methods of monitoring, but those offenders initially charged with felony driving while intoxicated were significantly more likely to complete the program successfully. Combined with the above finding about disciplinary hearings, it may be concluded tentatively that the offenders charged with felony driving while intoxicated presented fewer behavioral problems, as perceived by the agency, than individuals charged with other offenses.

Client Reactions

The electronically monitored offenders were asked about the equipment at both intake and release. While they reported a mixture of problems and complaints, two areas stand out. First, the equipment caused some degree of physical discomfort for a minority of clients. Some offenders simply indicated that the bracelet was uncomfortable while others indicated it interfered with their work. For those individuals who worked with machinery, the agency offered to place the unit on their ankle to avoid any hazard. Other offenders developed skin irritations of varying seriousness. Agencies need to consider whether, or to what extent, physical discomfort in electronically monitored home detention programs is acceptable.

The second area of notable complaints concerns the visibility of the unit attached to the offender. Around 60 percent of the electronically monitored offenders reported that others noticed the unit attached to their arm or leg. A large number tried to conceal the equipment under a sleeve or sweat band. Many individuals, embarrassed by the inquiries, found it necessary to lie (e.g., "Grace Jones jewelry", "medical device") while others had to "fess up" to friends or associates. Such "visible marks" carry the punishment beyond simply staying home and out of trouble. On the other hand, some offenders reported that they used the unit as an excuse to avoid the behavior that got them in trouble in the first place. Community corrections agencies need to consider the extent to which a visible mark of punishment is desired or intended, and the conditions under which it may produce a positive result.

The researchers observed both positive and negative consequences for the offenders' lives. Perhaps the most serious of the problems involved interpersonal conflict and complaints from people who shared the home environment, but these involved a minority of the respondents. On balance, considerably more positive effects were observed than negative. These focused on personal life, family relationships, and job performance. For a good number of individuals, the structure imposed by home detention, however monitored, produced desirable results from the offenders' perspective: They had a chance to "dry out" and review their life; got to know their family again; and worked more often while they were being monitored.

The offender interviews marked this home detention program clearly as an intermediate sanction. Perhaps the most common spontaneous comment offered during the interviews was that home detention is "better than jail". This, of course, reflected the fact that the program was intended to be an alternative to incarceration and a considerable number had been threatened with extensive executed time. Home detention was, indeed, "better than jail", but the clients found home detention to be moderately difficult and demanding. In some sense this combination of positive impact on lives combined with the punitive aspects associated with behavioral restrictions identified the program squarely as an intermediate community alternative.

Post-Release Adjustment

A substantial number of the offenders in this program recorded negative contacts with the criminal justice system within one year of release. A little over one-fourth (27.5%) were arrested within this time frame, while 31.5% logged an arrest, warrant, or probation violation. For those who were arrested, the dominant charge continued to be alcohol or driving related with only four of the 110 charges for violent offenses. This suggests that, at least for the minority who were arrested, the supervision and stability provided by the program did not resolve the underlying problems. Perhaps programs with similar populations should consider a larger treatment component than was present for the program studied here, or more attention to preparing the offenders for the transition to unsupervised living.

There appeared to be a post release adjustment problem for some offenders. One-half of all the arrests recorded within this year occurred within 121 days of release. Put another way, one-half of the arrests occurred during the first one-third of the year. This suggests the presence of an adjustment problem for some individuals. At the extreme, two individuals managed to get arrested on the same day they were released from the program--perhaps celebrating. It is possible that some form of graduated release or aftercare might reduce, or postpone, the number of subsequent arrests.

BRIEF CONCLUSIONS

Method of Monitoring

- Overall, the methods of monitoring demonstrated few differences in offender performance, either during the program or after release.
- The quality of the information recorded by electronic equipment, and the ability to utilize it effectively, depend upon both the characteristics of the system and the organizational capabilities of the agency.
- When properly operated and maintained, electronic monitoring equipment helps provide more intensive and consistent supervision of offenders.
- To be operated effectively, an electronic monitoring system and a manual system require entirely different skills and organizational arrangements.

Home Detention

- The incapacitation provided by a home detention program is voluntary; the extent and nature of violations are dependent upon the clientele and flexibility of program rules.
- To the extent that the purpose of the program is rehabilitative, it is important to allow time for the necessities of life and family obligations.
- While they are being monitored, home detention stabilizes the lifestyle of many offenders.

Offender Reactions

- A substantial minority of the offenders with electronic monitors experienced some discomfort and/or interference with their work.
- The method of monitoring had a significant impact on the reactions of family members with the families of electronically monitored offenders significantly more likely to think home detention was a "bad idea" and to be upset with or complain about home detention.
- A sizable majority of offenders would recommend home detention to others in a similar situation, but significantly fewer electronically monitored individuals would do so.

Offenders Charged With Felony Driving While Intoxicated

- In general, offenders who were initially charged with felony driving while intoxicated performed better in the program, were more likely to complete the sentence successfully, and were less likely to experience any contact with the criminal justice system within one year of release than were offenders charged with other offenses.

Post-Release Adjustment

- The method of monitoring did not affect the probability of an arrest or subsequent contact with the criminal justice system within one year of release.

- The timing of post-release arrests indicated an immediate adjustment problem for some offenders that might be moderated by graduated release or immediate aftercare.

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APPENDIX A: TABLES AND FIGURES

TABLE 3-1. Assignment to Methods of Monitoring (N=199)[x]

Assignment	Recommendation					
	Manual		Programmed Contact		Total	
	N	%	N	%	N	%
As Recommended	76	76.8	78	78.0	154	77.4
Not As Recommended[xx]	23	23.2	22	22.0	45	22.6
Total	99	100.0	100	100.0	199	100.0

[x] Figures exclude indivdiduals who were placed on continuously signaling equipment, which was later discontinued by the agency.
[xx] Includes three who were supervised in recommended way, but declined participation in research.

Table 3-2. Charged with and Convicted of Felony Driving While Intoxicated by Method of Monitoring.

Offense	Method of Monitoring: Manual N	Manual %	Electronic N	Electronic %
A. Type of Initial Charge[×]				
Felony DWI	57	75.0	43	55.1
All Other	19	25.0	35	44.9
Total	76	100.0	78	100.0
B. Type of Conviction[××]				
DWI[×××]	55	72.4	43	55.1
All Other	21	27.6	35	44.9
Total	76	100.0	78	100.0

× x^2 (with Yates Correction)= 5.83;df=f;p=0.016
×× x^2 (with Yates Correction)= 4.23;df=f;p=0.040
××× Includes individuals convicted under an "alternative misdemeanor sentencing" provision of Indiana criminal code.

Table 4-1. Current Charge for Client Population

Charge	N[×]	%
OVWI With Prior' D Felony	100	64.9
Other Misdemeanor	58	37.7
Habitual Substance	53	34.4
Blood Alcohol > 0.1	50	32.5
Driving While Suspended	44	28.6
Other Felony	39	25.3
Public Intoxication	35	22.7

[×] Total N exceeds sample size because of multiple charges.

Table 4-2. Charge of Conviction for Client Population

Charge	N	%
OVWI With Prior, D Felony[x]	98	63.6
Other Felony	26	16.8
Misdemeanor DWI	8	5.2
Other Misdemeanor	7	4.5
Burglary "B" Felony	6	3.9
Conversion	5	3.2
Habitual Substance Offender	0	0.0
Blood Alcohol > 0.1	0	0.0
Driving While Suspended	2	1.3
Public Intoxication	4	2.6

[x] This category includes offenders convicted under an "alternative misdemeanor sentencing" provision. If this group is excluded, 53.2 percent were convicted of felony drunk driving.

Table 4-3. Summary Statistics for Additional Sentence Components

Component	Description
Indication of Executed Time[×]	44.2%
Indication of Executed Time in "Jail Program"	7.8%
Work Release Center	29.9%
Weekend "Treatment" Program	14.9%
Suspension of Driving Privileges	64.9%
Ct costs, prob fees, restitution	$329.50 (median)

[×] Positive value remaining when "amount suspended" is subtracted from "sentence".

Table 4-4. Number of Custodial Dispositions Recorded In Addition to Home Detention[×]

Number	N	Percent
0	53	34.4
1	58	37.7
2	38	24.7
3	5	3.2
4	0	0.0
Total	154	100.0

[×] Dispositions are: non-suspended time, non-suspended time in jail program, work release, weekend treatment programs.

Table 7-1. Home Telephone Contacts by Type of Supervision

Type of Supervision	Mean Number of Home Calls	N
Manual	2.21	75
Electronic	1.32	78
Total	1.76	153

Analysis of Variance

Source of Variation	SS	DF	Mean Sq.	F	Sig.
Covariate (DWI)	2.301	1	2.301	1.021	0.314
Type of monitoring	35.698	1	35.698	15.841	0.000
Explained	38.000	2	19.000	8.431	0.000
Residual	338.032	150	2.254		
Total	376.032	152	2.474		

Table 7-2. Work Telephone Contacts by Method of Supervision

Type of Supervision	Mean Number of Weekly Calls	N
Manual	0.18	75
Electronic	0.05	78
Total	0.11	153

Analysis of Variance

Source of Variation	SS	DF	Mean Sq.	F	Sig.
Covariate (DWI)	0.059	1	0.059	1.285	0.259
Type of Monitoring	0.509	1	0.509	11.057	0.001
Explained	0.568	2	0.284	6.171	0.003
Residual	6.903	150	0.046		
Total	7.471	152	0.049		

Table 7-3. Total Weekly Telephone Contacts by Method of Monitoring

Type of Supervision	Mean Number of Weekly Contacts	N
Manual	2.39	75
Electronic	1.38	78
Total	1.87	153

Analysis of Variance

Source of Variation	SS	DF	Mean Sq.	F	Sig.
Covariate (DWI)	1.623	1	1.623	0.651	0.421
Type of Monitoring	44.731	1	44.731	17.995	0.000
Explained	46.354	2	23.177	9.303	0.000
Residual	373.692	150	2.491		
Total	420.045	152	2.763		

Table 7-4. Weekly Personal Contacts by Method of Monitoring

Type of Supervision	Mean Number of Weekly Contacts	N
Manual	0.58	75
Electronic	0.38	78
Total	0.48	153

Analysis of Variance

Source of Variation	SS	DF	Mean Sq.	F	Sig.
Covariate (DWI)	0.016	1	0.016	0.124	0.725
Type of Monitoring	1.669	1	1.669	13.307	0.000
Explained	1.684	2	0.842	6.715	0.002
Residual	18.811	150	0.125		
Total	20.495	152	0.135		

Table 7-5. Total Weekly Contacts by Method of Monitoring

Type of Supervision	Mean Number of Weekly Contacts	N
Manual	2.97	75
Electronic	1.76	78
Total	2.35	153

Analysis of Variance

Source of Variation	SS	DF	Mean Sq.	F	Sig.
Covariate (DWI)	1.956	1	1.956	0.691	0.407
Type of Monitoring	63.679	1	63.679	22.491	0.000
Explained	65.635	2	32.817	11.591	0.000
Residual	424.699	150	2.831		
Total	490.334	152	3.226		

Table 7-6. Offender Reports of Personal Telephone Calls

Type of Supervision	Mean Number of Weekly Contacts	N
Manual	5.04	67
Electronic	1.79	70
Total	3.38	137

Analysis of Variance

Source of Variation	SS	DF	Mean Sq.	F	Sig.
Covariate (DWI)	1.671	1	1.671	0.122	0.728
Type of Monitoring	365.663	1	365.663	26.674	0.000
Explained	367.335	2	183.667	13.398	0.000
Residual	1836.928	134	13.708		
Total	2204.263	136	16.208		

Table 7-7. Offender Reports of Personal Visits

Type of Supervision	Mean Number of Weekly Contacts	N
Manual	1.23	64
Electronic	0.62	66
Total	0.92	130

Analysis of Variance

Source of Variation	SS	DF	Mean Sq.	F	Sig.
Covariate (DWI)	0.080	1	0.080	0.066	0.798
Type of Monitoring	12.228	1	12.228	10.024	0.008
Explained	12.308	2	6.154	5.045	0.008
Residual	154.923	127	1.220		
Total	167.231	129	1.296		

Table 7-8. Offender Reports of Total Visits

Type of Supervision	Mean Number of Weekly Contacts	N
Manual	6.40	62
Electronic	2.47	64
Total	4.40	126

Analysis of Variance

Source of Variation	SS	DF	Mean Sq.	F	Sig.
Covariate (DWI)	0.808	1	0.808	0.050	0.823
Type of Monitoring	493.203	1	493.203	30.726	0.000
Explained	494.011	2	247.005	15.388	0.000
Residual	1974.347	123	16.052		
Total	2468.357	125	19.747		

Table 7-9. Summary of Daily Electronic Contacts

Type of Contact	Mean	Median	Minimum	Maximum
Successful	2.265	2.218	0.131	6.377
Unsuccessful	2.050	1.751	0.398	7.404
Total	4.315	3.939	0.528	11.609

Table 7-10. Summary of Weekly Negative Contacts

Type of Contact	Mean	Median	Minimum	Maximum
No Answer	4.296	3.500	0.389	38.853
Invalid Communication	3.596	2.771	0.000	14.117
Line Busy	2.203	1.458	0.000	13.087
Hung Up	1.484	0.749	0.000	12.211
Beeper Called	0.686	0.000	0.000	11.356

Figure 7-1.

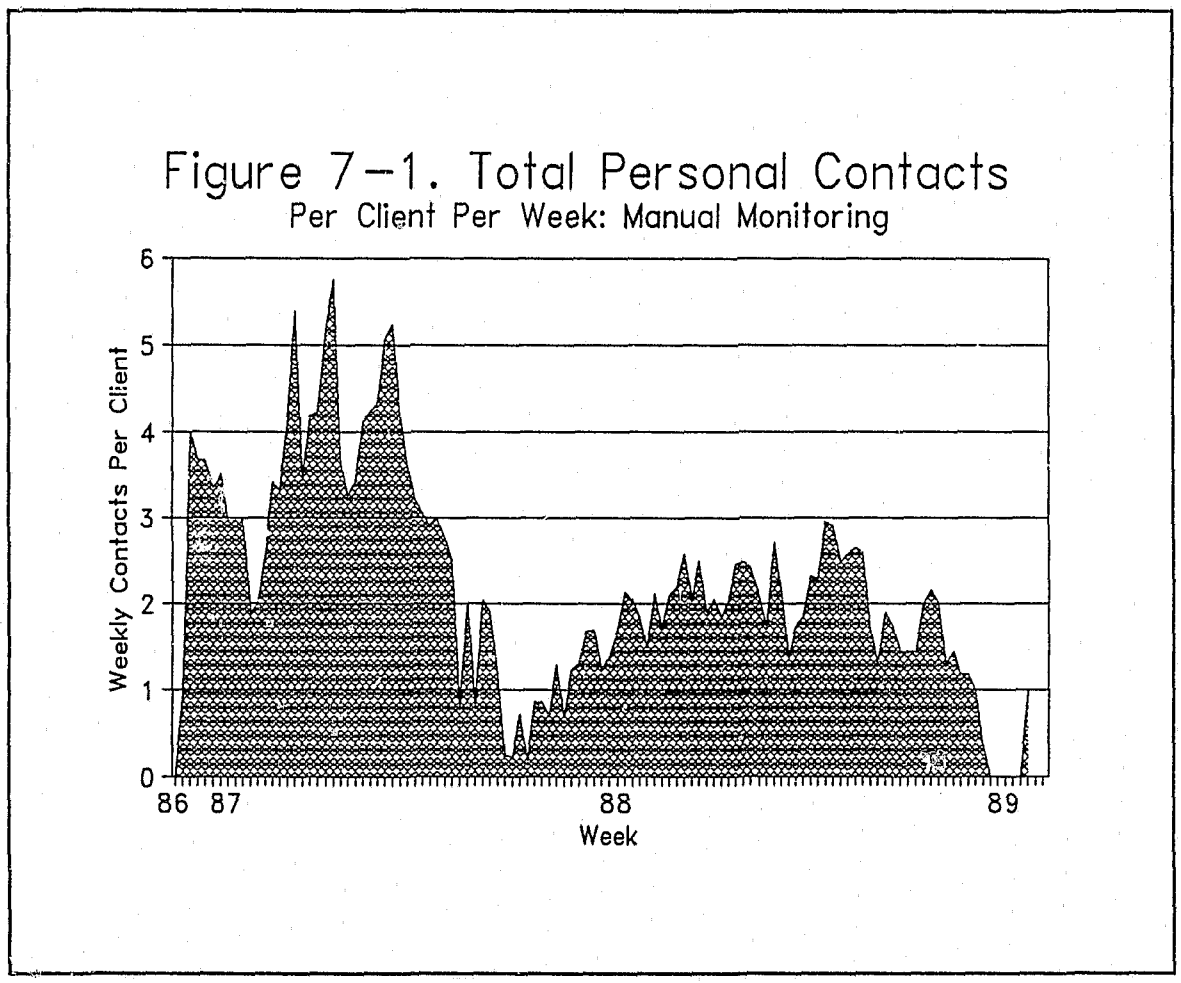
Figure 7-1. Total Personal Contacts
Per Client Per Week: Manual Monitoring
Weekly Contacts Per Client
0
1
2
3
4
5
6
86
87
88
89
Week

Table 7-11. Errand Time Granted Per Month

Type of Supervision	Mean Number Per Month	N
Manual	0.45	65
Electronic	0.36	68
Total	0.41	133

Analysis of Variance

Source of Variation	SS	DF	Mean Sq.	F	Sig.
Covariate (DWI)	0.093	1	0.093	0.127	0.722
Type of Monitoring	0.206	1	0.206	0.282	0.596
Explained	0.299	2	0.149	0.205	0.815
Residual	94.913	130	0.730		
Total	95.212	132	0.721		

Table 7-12. Passes Granted Per Month

Type of Supervision	Mean Number Per Month	N
Manual	0.20	65
Electronic	0.13	68
Total	0.16	133

Analysis of Variance

Source of Variation	SS	DF	Mean Sq.	F	Sig.
Covariate (DWI)	0.118	1	0.118	2.412	0.123
Type of Monitoring	0.139	1	0.139	2.859	0.093
Explained	0.257	2	0.128	2.635	0.076
Residual	6.335	130	0.049		
Total	6.592	132	0.050		

Table 7-13. Drug Tests by Method of Monitoring

Type of Supervision	Mean	N
Manual	0.41	74
Electronic	0.23	78
Total	0.32	152

Analysis of Variance

Source of Variation	SS	DF	Mean Sq.	F	Sig.
Covariate (DWI)	0.000	1	0.000	0.000	0.988
Type of Monitoring	1.203	1	1.203	3.610	0.059
Explained	1.203	2	0.601	1.805	0.168
Residual	49.639	149	0.333		
Total	50.842	151	0.337		

Table 8-1. Summary Statistics for User Fees (N=95)

Variable	Mean	Median	Minimum	Maximum
Total Amount Owed	$552.93	$617.00	$0.00	$1455.00
Total Amount Paid at Discharge	$465.03	$420.00	$0.00	$1455.00
Weekly Amount Owed as Percent of Weekly Salary	10.83%	6.93%	0.00%	49.39%
Unpaid Fees at Discharge	$87.90	$0.00	$0.00	$692.00

Table 8-2. Frequency Distribution for Agency Citations and Court Violation Hearings

A. Agency Violation Citation

Number	Frequency	Percent	
0	90	58.8	
1	23	15.0	
2	13	8.5	
3	8	5.2	Mean = 1.1
4	8	5.2	Median = 0
5	4	2.6	
6	5	3.3	
7	1	0.7	
8	1	0.7	
Total	153	100.0	

B. Court Violation Hearings

0	122	79.7
1	31	20.3

Table 8-3. Logit Analysis of Agency Informal Sanction Reports

Effect	Coefficient	Z-Value
Informal Sanction	0.173	1.970[x]
Informal Sanction by DWI charge	-0.084	-0.951
Informal Sanction by Method of Monitoring	-0.045	-0.508
Informal Sanction by Felony DWI by Method of Monitoring	0.106	1.210

[x] $p < 0.05$

Table 8-4. Logit Analysis of Court Violation Hearings by Nature of Charge and Method of Monitoring

Effect	Coefficient	Z-Value
A. Saturated Model		
Violation Hearing	0.650	5.904[×]
Violation Hearing by DWI charge	-0.452	-4.109[×]
Violation Hearing by Method of Monitoring	-0.037	0.336
Violation Hearing by by DWI by Method of Monitoring	0.021	0.189
B. Refined Model		
Violation Hearing	0.669	6.003[×]
Violation Hearing by DWI charge	-0.482	-4.332[×]

[×] $p < 0.05$

[××] LR $x^2=0.190;df=2;p=0.91$
Pearson $x^2=0.189;df=2;p=0.91$

Table 8-5. New Arrest While on Home Detention
Logit Analysis, Saturated Model

Effect	Coefficient	Std Err	Z-Value
New Arrest	1.490	0.231	6.44 ×
New Arrest by Method of Monitoring	-0.410	0.231	-1.77
New Arrest by Felony DWI	-0.397	0.231	-1.72
New Arrest by Method of Monitoring by Felony DWI	-0.643	0.231	-0.28

× $p < 0.05$

Table 8-6. Self Reported Unauthorized Absences

Reported Going Out	Method of Monitoring: Manual N	Manual %	Electronic N	Electronic %	Total N	Total %
No	37	52.9	43	59.7	80	56.3
Yes	33	47.1	29	40.3	62	43.7
Total	70	100.0	72	100.0	142	100.0

x^2 = 0.430 (with Yates correction); df = 1; p =0.512

Table 8-7. Frequency of Absences per Month [×]

Type of Supervision	Mean Absences	N
Manual	1.66	30
Electronic	1.43	21
Total	1.56	51

Analysis of Variance

Source of Variation	SS	DF	Mean Sq	F	Sig
Covariate (DWI)	1.380	1	1.380	0.241	0.626
Method of Monitoring	0.462	1	0.462	0.081	0.778
Explained	1.842	2	0.921	0.161	0.852
Residual	275.202	48	5.733		
Total	277.044	50	5.541		

[×] Individuals who reported no absences are excluded

Table 8-8. Analysis of Variance for Time Served on Home Detention

Type of Supervision	Mean Days Served	N
Manual	165.64	76
Electronic	142.24	78
Total	153.79	154

Analysis of Variance

Source of Variation	SS	DF	Mean Sq	F	Sig
Covariate (DWI)	43905.2	1	43905.2	7.085	0.009
Method of Monitoring	10782.1	1	10782.1	1.740	0.189
Explained	54687.3	2	27343.7	4.413	0.014
Residual	935706.0	151	6196.7		
Total	990393.351	153	5.541		

× Individuals who reported no absences are excluded

Table 8-9. Sentence Completion and Reasons for Violated Exit

A. Type of Exit

	Manual N	Manual %	Electronic N	Electronic %	Total	%
Successful Completion	62	82.7	62	79.5	124	81.0
Violated Exit	13	17.3	16	20.5	29	19.0
Total					153	100.0

B. Reasons Listed for Violation (N=27[×])

	N	%
Curfew Violations	11	40.7
Absconded	5	18.5
New Arrest [×]	5	18.5
Failure to Pay Fees	5	18.5
Urine Positive - Alcohol	1	3.7
Urine Positive - Other	9	33.3
Other Violation	7	25.9

[×] The two who were arrested, but "successfully" discharged are excluded.

Table 8-10. Logit Analysis of Program Completion

Effect	Coefficient	Std Err	Z-Value
A. Saturated Model			
Type of Release	-0.697	0.113	-6.196[x]
Release by Method of Monitoring	0.043	0.113	0.379
Release by Felony DWI	0.387	0.113	3.437[x]
Release by Method of Monitoring by Felony DWI	-0.098	0.113	-0.868
B. Refined Model[xx]			
Type of Release	-0.699	0.110	-6.376
Type of Release by Felony DWI	0.394	0.110	3.591[x]

[x] $p < 0.05$

[xx] Max Likelihood $x^2=1.01;df=2;p=0.602$
Pearson $x^2=0.98;df=2;p=0.611$

Table 9-1. Equipment Not Working Properly

Percent of Equipment Not Working

	No	Yes	Total %	N
Other Conviction	78.1	21.9	100	32
Conviction DWI	70.0	30.0	100	40
Total	73.6	26.4	100	72

Table 9-2. Anticipated Device Discomfort

Percent Predicted Discomfort

	No	Yes	Total %	N
Other Conviction	60.6	39.4	100	33
Conviction DWI	54.8	45.2	100	42
Total Column %	57.3	42.7	100	75

Table 9-3. Experienced Device Discomfort

Percent Experienced Discomfort	No	Yes	Total %	N
Other Conviction	58.1	41.9	100	31
Conviction DWI	53.7	46.3	100	41
Total Column %	55.6	44.4	100	72

Table 9-4. Anticipated Device Problems

	Percent Anticipated Problems			
	No	Yes	Total %	N
Other Conviction	83.9	16.1	100	31
Conviction DWI	83.7	16.3	100	43
Total Column %	83.8	16.2	100	74

Table 9-5. Reported Device Problems

	Percent Reported Problems			
	No	Yes	Total %	N
Other Conviction	80.6	19.4	100	31
Conviction DWI	73.2	26.8	100	41
Total Column %	76.4	23.6	100	72

Table 9-6. Device Interfered

Percent Reported Device Interfered				
	No	Yes	Total %	N
Other Conviction	78.1	21.9	100	32
Conviction DWI	75.0	25.0	100	40
Total Column %	76.4	23.6	100	72

Table 9-7. Anticipated Notice of Device

Percent Reported Notice

	No	Yes	Total %	N
Other Conviction	26.5	73.5	100	34
Conviction DWI	42.9	57.1	100	42
Total Column %	35.5	64.5	100	76

Table 9-8. Reported Notice of Device

Percent Reported Notice

	No	Yes	Total %	N
Other Conviction	41.9	58.1	100	31
Conviction DWI	39.0	61.0	100	41
Total Column %	40.3	59.7	100	72

Tables 9-9. Staying Home: Easy/Hard

	Response Percentage				
	Very Easy	Easy	Hard	Very Hard	N
A. Overall					
Manual	21.4	38.6	25.7	14.3	70
Passive	11.0	45.2	34.2	9.6	73
Total Pop.	16.1	42.0	30.1	11.9	143
B. Not Charged With DWI					
Manual	29.4	29.4	29.4	11.8	17
Passive	6.3	40.6	40.6	12.5	32
Total Pop.	14.3	36.7	36.7	12.2	49
C. Charged With DWI					
Manual	18.9	41.5	24.5	15.1	53
Passive	14.6	48.8	29.3	7.3	41
Total Pop.	17.0	44.7	26.6	11.7	94

Table 9-10. Easy Time Vs. Hard Time

Type of Supervision	Mean Number	N
Manual	5.10	71
Electronic	5.63	72
Total	5.36	143

Analysis of Variance

Source of Variation	SS	DF	Mean Sq.	F	Sig.
Covariate (DWI)	8.698	1	8.698	1.248	.266
Type of Monitoring	6.811	1	6.811	0.977	.325
Explained	15.510	2	7.755	1.113	.332
Residual	975.581	140	6.968		
Total	991.091	142	6.980		

Tables 9-11. Changes in Offenders Life

	Type of Change (%)			
	None	Little	Big	N
A. Overall				
Manual	14.5	31.9	53.6	69
Passive	16.9	32.4	50.7	71
Total Pop.	15.7	32.1	52.1	140
B. Not Charged With DWI				
Manual	22.2	22.2	55.6	18
Passive	19.4	32.3	48.4	31
Total Pop.	20.4	28.6	51.0	49
C. Charged With DWI				
Manual	11.8	35.3	52.9	51
Passive	15.0	32.5	52.5	40
Total Pop.	13.2	34.1	52.7	91

Table 9-12. Housemates Idea of Home Detention

Type of Monitoring	Percentage Good Idea	Bad Idea	N
A. Overall[x]			
Manual	86.4	13.6	59
Passive	64.2	35.8	53
Total Pop.	75.9	24.1	112
B. Not Charged With DWI[xx]			
Manual	94.1	5.9	17
Passive	58.3	41.7	24
Total Pop.	73.2	26.8	41
C. Charged With DWI			
Manual	83.3	16.7	42
Passive	69.0	31.0	29
Total Pop.	77.5	22.5	71

$p < .05$

[x] $x^2=6.412$ (after Yates);df=1,p=.0113

[xx] $x^2=4.796$ (after Yates);df=1,p=.0285

Table 9-13. Housemates Got Upset With Home Detention

Type of Monitoring	Percentage No	Yes	N
A. Overall[x]			
Manual	50.9	49.1	55
Passive	22.0	78.0	59
Total Pop.	36.0	64.0	114
B. Not Charged With DWI			
Manual	46.7	53.3	15
Passive	29.6	70.4	27
Total Pop.	35.7	64.3	42
C. Charged With DWI[xx]			
Manual	52.5	47.5	40
Passive	15.6	86.4	32
Total Pop.	36.1	63.9	72

$p < .05$

[x] $x^2=9.089$ (after Yates);df=1,p=.0026

[xx] $x^2=8.940$ (after Yates);df=1,p=.0028

Table 9-14. Perceived Chance of Being Caught

Type of Monitoring	Percentage of Response None	Somewhat	Quite	Very	N
A. Overall					
Manual	10.3	25.0	23.5	41.2	68
Passive	6.9	30.6	18.1	44.4	72
Total Pop.	8.6	27.9	20.7	42.9	140
B. Not Charged With DWI					
Manual	12.5	25.0	12.5	50.0	16
Passive	6.36	28.1	21.9	43.8	32
Total Pop.	8.37	27.1	18.8	45.8	48
C. Charged With DWI					
Manual	9.6	25.0	26.9	38.5	52
Passive	7.5	32.5	15.0	45.0	40
Total Pop.	8.7	28.3	21.7	41.3	92

Table 9-15. Offenders Would Recommend Home Detention

Type of Monitoring	Percentage No	Yes	N
A. Overall[x]			
Manual	6.0	94.0	67
Passive	27.5	72.5	69
Total Pop.	16.9	83.1	136
B. Not Charged With DWI[xx]			
Manual	0.00	100.0	18
Passive	29.0	71.0	31
Total Pop.	18.4	81.6	49
C. Charged With DWI[xxx]			
Manual	8.2	91.8	49
Passive	26.3	73.7	38
Total Pop.	16.1	83.9	87

$p < .05$
[x] $x^2=9.768$ (after Yates);df=1,p=.0018
[xx] $x^2=4.611$ (after Yates);df=1,p=.0318
[xxx] $x^2=3.965$ (after Yates);df=1,p=.0465

Table 10-1. Number of Arrest Incidents Within One Year of Release

Number	Frequency	Percent
0	108	72.5
1	28	18.8
2	10	6.7
3	1	0.7
4	2	1.3
Total	149	100.0

Table 10-2. Number of Charges Within One Year of Release

Number	Frequency	Percent
0	108	72.5
1	14	9.4
2	8	5.4
3	11	7.4
4	4	2.7
5	0	0.0
6	1	0.7
7	1	0.7
8	1	0.7
10	1	0.7
Total	149	100.2

Table 10-3. Days to First Arrest

Days	Frequency	Percent
0-30	7	17.1
31-60	6	14.6
61-90	5	12.2
91-120	3	7.3
121-150	3	7.3
151-180	2	4.9
181-210	2	4.9
211-240	2	4.9
241-270	6	14.6
271-300	1	2.4
301-330	1	2.4
331-365	3	7.3
Total	41	99.9

Table 10-4. Nature of Post Release Arrest

Charge	N[×]	Percent
Driving With Suspended License	22	20.0
Driving While Intoxicated (any charge)	20	18.2
Public Intoxication	19	17.3
Habitual Traffic Offender	8	7.3
Theft, Conversion, Possession Stolen, Credit Card	7	6.4
Possession or Sale of Controlled Substance	7	6.4
Resisting Arrest, Fleeing	6	5.5
Battery With Injury	3	2.7
Burglary, Criminal Trespass	4	3.6
Disorderly Conduct	2	1.8
Public Indecency	2	1.8
Murder	1	0.9
Other Offenses	9	8.2
Total	110	100.1

[×] the unit of analysis is "arrest" for this table.

Table 10-5. Logit Analysis of Arrests Occurring Within One Year of Release

Effect	Coefficient	Std-Err	Z-Value
A. Saturated Model			
Arrested	0.443	0.096	4.635[x]
Arrested by Method of Monitoring	0.057	0.096	0.096
Arrested by Felony DWI Charge	-0.174	0.096	-1.819
Arrested by Method of Monitoring by Felony DWI	0.039	0.096	-0.410
B. Refined Model[xx]			
Arrested	0.484	0.092	5.28[x]

[x] $p < 0.05$

[xx] $Rx^2 = 4.708$, df=3, p=0.194

Pearson x^2=4.883, df=3, p=0.181

Table 10-6. Frequency Distribution for Official Contacts With Criminal Justice System

Number	Frequency	Percent
0	102	68.5
1	19	12.8
2	7	4.7
3	11	7.4
4	4	2.7
5	1	0.7
6	0	0.0
7	1	0.7
8	1	0.7
10	1	0.7
11	1	0.7
14	1	0.7
Total	149	100.3

Table 10-7. Logit Analysis of Any Contact With Criminal Justice System

Effect	Coefficient	Std Err	Z-Value
A. Saturated Model			
Contact	0.334	0.093	3.592[x]
Contact by Method of Monitoring	0.034	0.093	0.368
Contact by Felony DWI Charge	-0.258	0.093	-2.779[x]
Contact by Method of Monitoring by Felony DWI	-0.041	0.093	-0.445
B. Refined Model[xx]			
Contact	0.332	0.092	3.614[x]
Contact by Felony DWI Charge	-0.275	0.092	-2.997[x]

[x] $p < 0.05$

[xx] Maximum Likelihood $x^2 = 0.313$, df=2, p=0.855
Pearson $x^2=0.312$, df=2, p=0.856

APPENDIX B: Intake Interview Instrument

ID: _____

Cause #: _____

Date: _____

F I N A L 8/6/87

OFFENDER INTAKE INTERVIEW

(Data to be collected only from offenders who are to be included as part of program evaluation.)

ELECTRONIC MONITORING OF NON-VIOLENT
CONVICTED FELONS PROJECT

1. How old are you ___(name)___?

Code actual ____ ____ AGEI

2. (a) What is your marital status -- are you single, divorced, separated, living with someone, or married?

Single (never married) . . 1	MARSTATI
Divorced 2	
Separated 3	
Married 4	
Cohabitating 5	
Other 9	

(b) Have you ever been married? How many times? Is this your first marriage? (Include current; never married = 0)

Code actual . . . . . ____ XSMARRYI

3. (a) Do you have any children (under 18) who live with you?

Yes, code actual . . . . . ____ ____	CLDHOMI
No, none 00	
NA/DK 99	

(b) Do you have any children under 18 who don't live with you? How many?

(c)

Yes, code actual . . . . ____ ____	CLDOTHI
No, none 00	
DK 98	
NA 99	

→ Are you supposed to pay child support for any of them? How many?

Yes, code actual . . . . ____ ____	CLDSUPTI
No 00	
DK 98	
NA 99	

4. What are your living arrangements?

Alone	1	
With spouse	2	
With parents	3	LVGARRGI
With other family(eg, aunt)	4	
Roommate -- same sex . . .	5	
Roommate -- opposite sex .	6	
Other _____. . .	7	
DK/NA	9	

(a) Do you rent or own you home/apartment?

Rent	1	
Own	2	
Other _____. . .	3	RENTOWNI
DK/NA	9	

5. How many people, including yourself, live in your house or apartment?

Code actual . . . . . ___ ___ ROOMATEI

6. How long have you lived at your current address?

Code actual in months -- (up to 8 yrs; longer = 97; DK = 98 NA = 99). . . ___ ___ RESTENI

7. Education:

(a) Did you graduate from high school or get your GED?

No.	1	
Yes, graduate	2	
Yes, GED.	3	GRADGEDI
DK/NA	9	

(b) Have you attended a college? If yes, how many years?

Code years completed (no =00; DK/NA =99) ___ ___ COLLEGEI

(c) Have you had any kind of job training -- like at a trade school, or through a government program (e.g. CETA), or somebody's apprentice?

	No	Yes	
Trade School	1	2	TRADSCLI
Government Program	1	2	GOVPRGI
Apprentice	1	2	APPRNTI

(d) Are you going to school now or do you plan to start?

No	1	
Yes	2	SCLNOWI
DK	8	
NA	9	

8. Do you get any kind of government assistance like food stamps, AFDC, disability or military benefits?

	No	Yes	
Food Stamps	1	2	FDSTMPSI
AFDC	1	2	AFDCI
*Disability	1	2	DSABLTYI
*Military	1	2	MILITRYI
Other _____ . . .	1	2	OTGOVASI

*If yes, how much per week? (DK = 888; NA = 999)

Disability. . . . . ___ ___ ___		DSBLTY$I
Military . . . . . ___ ___ ___		MLTRY$I

9. (a) Do you have a job right now?

No [GO TO 11] . . .	1
Yes	2

JOBNOWI

(b) What do you do? (specify) _____

(c) Do you work full-time, or part-time or both?

Full-time	1	
Part-time	2	WORKTIMI
Both	3	
NA	9	

(d) How long have you had this job?
(Full-time, if both):
Code actual in months -- (up to 8 yrs; longer = 97;
DK = 98; NA = 99) . . . . . ____ ____ JOBTENI

10. About how much do you make per week on your jobs?

Code actual
(Varies alot = 997; > 1,000 = 998;)
(DK = 888; NA = 999) . . ___ ___ ___ SALARYI

11. What was the longest you have ever held a job?

Code actual in months
(DK = 98; NA = 99) . . . ____ ____ LGSTJOBI

11. (a.) How long have you been without a job?
[IF YES TO 9A, CODE = 99]

Code actual in months
(more than 8 yrs=96;
never had a job=97;
DK = 98; NA = 99) . . . . . ____ ____ UNEMPI

12. (a) Does anybody else in your household work?

No. 1
Yes . . . . . 2 OTHWORKI
DK/NA 9

13. (a) Were you ever arrested before you were 18? If yes, about how many times (No = 00; DK/NA = 99)?
[IF NO, GO TO 14a]

Approx. number of Juvenile arrests ____ ____ JUVARSTI

(b) What was the most serious thing you were arrested for before you were 18?

_____

14. (a) How old were you the first time you were arrested? (DK=98; NA=99)

Code actual . . . . . ____ ____ **ARSTAGEI**

(b) Since you turned 18, including this time, about how many times have you been arrested?

(a lot, but unspecified = 97; DK = 98; NA = 99)?

Adult arrests . . . . . ____ ____ **ADLTAGEI**

(c) What was the most serious thing you were arrested for since you were 18?

_____

_____

15. Do you drink alcohol (beer, wine, liquor)? Have you ever?

No never [GO TO 19]. 1
Not now, quit . . . . . 2 **DRINKI**
Yes 3
DK/NA 9

16. Has your drinking ever caused any trouble for you?

No 1
Yes [ask 18] . . . . . 2 **DNKPROBI**
Like what?_____
DK/NA 9

17. Has anyone ever suggested that you drink too much?

No 1
Yes [ask 18] . . . . . 2 **DNKEXCSI**
DK/NA 9

[Note: If no to 16 and 17, go to 19; if yes to either, ask 18]

18. (a) Have you ever tried to stop?

No . . [GO TO 19]	1	
Yes	2	DNKSTOPI
DK/NA	9	

(b) If yes, was this on your own, AA, or some other program?

	No	Yes	DK/NA	
On own	1	2	9	DNKOWNI
AA	1	2	9	DNKAAI
Outpatient program	1	2	9	DNKOPI
Residential program	1	2	9	DNKRESI
Other _____ . . .	1	2	9	DNKOTHI

19. How many of your friends drink -- none, some, most or almost all of them?

none	1	
some	2	DNKFRNDI
most	3	
almost all	4	
DK/NA	9	

20. What about members of your family? How many of them drink -- none, some, most, or almost all of them?

none	1	
some	2	
most	3	
almost all	4	DNKFAMI
DK/NA	9	

21. What about other drugs -- have you ever used things like marijuana, cocaine, or heroin?

No, never [GO TO 25]	1	
No, not now	2	
Yes, unspecified	3	DRUGSI
Yes, marijuana only.	4	
Yes, multiple.	5	
DK/NA	9	

22. Has your drug use ever caused any trouble for you?

No	1	
Yes [ask 24]	2	DRGPROBI
DK/NA	9	

23. Has anyone ever suggested that you have a drug problem?

No	1	
Yes [ask 24]	2	DRGEXCSI
DK/NA	9	

[Note: If no to 22 and 23, go to 25; if yes to either, ask 24]

24. (a) Have you ever tried to stop?

No . . [GO TO 25]	1	
Yes	2	DRGSTOPI
DK/NA	9	

(b) Was this on your own or through some other kind of program?

	No	Yes	DK/NA	
On own	1	2	9	DRGOWNI
Outpatient program	1	2	9	DRGOPI
Residential program	1	2	9	DRGRESI
Other	1	2	9	DRGOTHI

25. How many of your friends use drugs -- none, some, most or almost all of them?

none	1	
some	2	DRGFRNDI
most	3	
almost all	4	
DK/NA	9	

26. What about other members of your family -- how many of them use drugs -- none, some, most or almost all of them?

none	1	
some	2	
most	3	DRGFAMI
almost all	4	
DK/NA	9	

27. How many of your friends have been arrested -- none, some, most or almost all of them?

none	1	
some	2	
most	3	FNDARSTI
almost all	4	
DK/NA	9	

28. For this case did you have a public defender or did you hire your own attorney?

Public defender	1	
Private counsel	2	COUNSELI
Other _____	3	
DK/NA	9	

29. Do you think your lawyer did his or her best for you?

No	1	
Yes	2	ATYBESTI
DK/NA	9	

30. Do you think that you were treated fairly by:

	No	Yes	DK/NA	
a. the Police	1	2	9	FAIRPOLI
b. the Prosecutor	1	2	9	FAIRPROI
c. the Judge	1	2	9	FAIRJUDI

If no, why? _____

_____

_____

31. What about your sentence -- do you think it was fair or not fair?

Not fair	1	
Yes, fair.	2	FAIRSENI
DK	8	
NA	9	

If not fair, why not ? _____

_____

_____

32. Do you think the judge was interested in helping you as an individual or did he (she) treat you like "just another case"?

Interested in helping. . . .	1	
Just another case.	2	
DK	8	HELPJUDI
NA	9	

33. What about the probation officer who was assigned your case -- do you think the probation officer is interested in helping you as an individual or does he or she treat you like "just another case"?

Interested in helping. . . .	1	
Just another case.	2	
Haven't met PO yet	3	HELPPOI
DK	8	
NA	9	

34. What about the people in the community corrections office? Do you think they are interested in helping you as an individual or do they treat you like "just another case"?

Interested in helping. . . .	1	
Just another case.	2	
DK	8	HELPCCI
NA	9	

35. Before you were arrested, in a week's time (7 days) about how many nights would you go out to socialize -- like to a friends, a party, or a bar?

code actual (0-7) . . . . . ____ SOCLIZI
(8=varied a lot, binges; 9=NA/DK)

36. What do the people you live with think about this home detention --do they think it is a good idea or a bad idea?

Good idea 1
Bad idea . . . . . 2 RESIDEAI
DK 8
NA 9

Explain: _____

_____

37. Is home detention going to require big changes in your life, little changes or almost no change at all?

No changes 1
Little changes . . . . . 2 LIFECHGI
Big changes. 3
DK 8
NA 9

-> Like what? _____

_____

_____

_____

38. On home detention you are supposed to stay at home most of the time. How hard is it going to be for you to stay at home? Do you think it will be very easy, easy, hard, or very hard?

Very easy 1	
Easy 2	
Hard 3	STAYHOMI
Very hard 4	
DK/NA 9	

39. If you leave home when you aren't supposed to, what do you think the chances are that you will get caught?

Do you think that it is not at all likely, somewhat likely, quite likely, or very likely?

Not at all likely. 1	
Somewhat likely. 2	
Quite likely 3	CAUGHTI
Very likely. 4	
DK/NA 9	

40. If you left, what do you think would happen the first time the home detention officer caught you not at home?

Nothing 1	
Warning 2	
Return to court 3	CGHT1XI
County Jail 4	
State Prison 5	
Won't catch me 6	
Wont go out 7	
DK/NA 9	

41. If it wasn't for this home detention program, what do you think the judge would have done with you?

Fine 1	
Probation 2	
County Jail 3	
State Prison 4	IFNOHDI
Other 5	
Don't know 8	
DK/NA. 9	

42. For this offense, between your arrest and court date, did you spend any time in county jail (not as a sentence but awaiting disposition)?

No 1
Yes . . . . . 2 — TIMNOWI
DK/NA 9

→ How many days?
(a few hours = 00; overnight = 01)

Code actual ____ ____ — TIMDAYSI
(97 or more=97; DK=98; NA=99)

43. Besides this time, have you ever "done any time" either when you were arrested or as a sentence in a jail or detention center?

No 1
Yes . . . . . 2 — TIMPASTI
DK/NA 9

ELECTRONIC_MONITORS_ONLY

44. How do you feel about wearing the (wristlet/anklet)? (For all yes, probe).

	No	Yes	DK	NA	
(a) Do you think that it will be uncomfortable?.	1	2	8	9	UNCMFTRI

Explain _____

_____

(b) Do you think people will notice it?	1	2	8	9	NOTICEI

Explain _____

_____

(c) Do you think the wristlet /anklet will cause any problems for you ? . . 1 2 8 9 ESPROBI

Explain _____

_____

45. Is there anything that bothers you or that you don't like about home detention?

_____

_____

_____

46. Is there anything you like about home detention?

_____

_____

_____

APPENDIX C: Exit Interview Instrument

ID#:_____

Cause #:_____

Date:_____

F I N A L 8/6/87

OFFENDER EXIT INTERVIEW

ELECTONIC MONITORING OF NON-VIOLENT

CONVICTED FELONS PROJECT

OFFENDER EXIT INTERVIEW

1. (a) Did you have a job when you started home detention?

No . [GO TO 1C]. . . . 1	
Yes, part time 2	JOBEGINE
Yes, full time 3	
DK/NA 9	

(b) Did you change jobs while you were on home detention?

No 1	
Yes, once 2	JOBCHGE
Yes, more than once. . 3	
DK/NA 9	

*If yes, why?

_____

_____

(c) Do you have a job now?

No . [GO TO 2] 1	
Yes, part time 2	JOBNOWE
Yes, full time 3	
Both 4	
DK/NA 9	

(d) Does your current boss think that you being on home detention was good, bad, or it didn't matter?

Bad 1	
Didn't matter. 2	BOSSE
Good 3	
Doesn't know about it 4	
DK 8	
NA 9	

2. Do you get any kind of government assistance like food stamps, AFDC, or disability or military benefits?

	No	Yes	
Food stamps	1	2	FDSTMPSE
AFDC	1	2	AFDCE
Disability	1	2	DSABLTYE
Military	1	2	MILITRYE
Other _____ . . .	1	2	OTGOVASE

3. Did your marital status change while you were on home detention? Did you get married, divorced, or anything like that?

No change [GO TO 5]	1	
Married	2	
Divorced	3	MARCHGE
Separated	4	
Combination	5	
Other: _____	6	
DK/NA	9	

4. What is your marital status now--are you single, married, divorced, living with someone or what?

Single	1	
Divorced	2	MARSTATE
Married	3	
Separated	4	
Cohabitating	5	
No Change	9	

5. What are your living arrangements now?

Alone	1	
With spouse	2	
With parents	3	LVGARRGE
With other family(eg, aunt)	4	
Roommate -- same sex	5	
Roomate -- opposite sex	6	
Other _____	7	
DK/NA	9	

6. Do you pay rent or do you own your home/apartment?

Rent	1	
Own	2	
Other _____	3	RENTOWNE
DK/NA	9	

7. How many people, including yourself, live in your house or apartment?

Code actual ____	____	ROOMATEE
DK\NA	99	

8. How long have you lived at your current address?

Code actual in months --(up to 8 yrs; longer = 97; DK = 98; NA = 99) ____ ____ **RESTENE**

9. Did you go to school while you were on home detention?

No	1	**SCLNOWE**
Yes	2	
DK/NA	9	

10. Did you get any kind of job training while you were on home detention?

No	1	**JOBTRNGE**
Yes	2	
DK/NA	9	

→ What? _____

_____

11. Do you drink alcohol (beer, wine, liquor) now?

No never	1	**DRINKE**
Not now, quit	2	
Yes	3	
DK/NA	9	

12. What about other drugs -- have you ever used things like marijuana, cocaine, or heroin?

No, never	1	**DRUGSE**
No, not now	2	
Yes, unspecified	3	
Yes, marijuana only	4	
Yes, multiple	5	
DK/NA	9	

13. What type of home detention were you on -- did you have a wristlet, an anklet, or what?

Manual 1	
Wrislet 2	HDTYPE
Anklet 3	

14. About how many times per week did you actually see (in person) your home detention officer?

Code Actual _____ _____ HDOVSTSE
(Varied a lot=97; DK=98; NA=99)

Explain: _____

_____

15. Would he usually come when you were at home or when you were gone?

Usually at home. . . . 1	
Varied 2	VSTHOME
Usually gone 3	
DK/NA. 9	

16. When he would come to your house was it usually at about the same time or did it vary a lot?

About same time. . . . 1	
Varied a lot 2	VSTTIME
Other:_____ . 3	
DK 8	
NA 9	

17. About how long would the home dentention officer stay when he came to your home?

Code minutes . . . . . ___ ___ HDOSTAYE
(DK=98; NA=99)

18. What was the earliest visit that you remember?

Code 24 hr clock ___ ___ ___ ___ ERLYVSTE
(DK=8888; NA=9999)

19. What time was the latest visit that you remember?

Code 24 hr clock ___ ___ ___ ___ LATEVSTE
(DK=8888; NA=9999)

20. How many times per week did your home detention officer or somebody else call you at home on the telephone (not the computer, but a person)?

Calls per week . . . . . ___ ___ HDCALLSE
(DK=98; NA=99)

21. When somebody would call to check on you would it usually be at about the same time or did it vary a lot?

About same time. . . . 1
Varied a lot . . . . . 2 CALLTIME
Other:_____ . 3
DK 8
NA 9

Explain: _____

_____

22. What was the earliest call that you remember?

Code 24 hr clock ___ ___ ___ ___ ERLYCALE
(DK=8888; NA=9999)

23. What was the latest call that you remember?

Code 24 hr clock ___ ___ ___ ___ LATECALE
(DK=8888; NA=9999)

[FOR ANKLET GO TO 25] [FOR MANUAL GO TO 28]

FOR WRISTLET ONLY

24. a. About how many times per day did the computer call you?

Calls/day . . . . . ___ ___ **COMPCALE**
(DK=98; NA=99)

b. Did you have any problems with the computer calls?

No 1
Yes . . . . . 2 **COMPROBE**
DK/NA 9

-> Explain: _____

_____

_____

c. Was there any pattern to the calls, like the number of calls, the spacing, or the time of the calls?

No pattern [GO TO 25]. 1
Yes, number. . . . . 2 **CALPTRNE**
Yes, spacing 3
Yes, times 4
Combination 5
Other 6
DK/NA 9

-> Explain _____

_____

d. If yes, how soon did you notice this pattern? Was it right away, a little longer, or did it take a long time?

Right away 1
Little longer. 2
Long time . . . . . 3 **NTCPTRNE**
DK 8
NA 9

ELECTRONIC MONITORS ONLY

25. How did you feel about wearing the (wristlet/anklet)? (For all yes, probe).

	No	Yes	DK/NA	
(a) Was it uncomfortable?	1	2	9	UNCMFRTE
Explain _____				
_____				
(b) Do you think people noticed it?	1	2	9	NOTICEE
Explain _____				
_____				
(c) Did the wristlet/anklet cause any problems for you?	1	2	9	ESPROBE
Explain _____				
_____				
(d) Did anyone ask you what it was? What did you tell them?.	1	2	9	ASKYOUE
Explain _____				
_____				

26. Did the [wristlet, anklet] bother you or interfere with activities?

No	1	ESBOTHRE
Yes	2	
DK	8	
NA (manual).	9	

->How? _____

_____

_____

27. Did you have any trouble with the equipment breaking or just not working right?

No problems.	1	
Yes	2	
DK	8	ESBRAKE
NA (manual).	9	

->Like what? _____

_____

_____

_____

28. What about your sentence -- do you think it was fair?

No	1	
Yes	2	
DK	8	FAIRSENE
NA	9	

-> Why not ? _____

_____

29. Do you think the judge was interested in helping you as an individual or were you treated like "just another case"?

Interested in helping. . . .	1	
Just another case.	2	
DK	8	HELPJUDE
NA	9	

30. What about the probation officer who was assigned your case - do you think the probation officer is interested in helping you as an individual or does he or she treat you like "just another case"?

Interested in helping. . . .	1	
Just another case.	2	
DK	8	HELPPOE
NA	9	

31. What about your home detention officer? Do you think he was interested in helping you as an individual or did he or she treat you like "just another case"?

Interested in helping. . . .	1	
Just another case.	2	
DK	8	HELPHDOE
NA	9	

32. On home detention you were supposed to stay at home most of the time. How hard was it for you to stay at home? Was it was very easy, easy, hard, or very hard?

Very easy	1	
Easy	2	STAYHOME
Hard	3	
Very hard	4	
DK/NA	9	

33. If somebody on home detention leaves home when they aren't supposed to, what are their chances of getting caught? Do you think that it is not at all likely, somewhat likely, quite likely, or very likely?

Not at all likely.	1	
Somewhat likely.	2	
Quite likely	3	CAUGHTE
Very likely.	4	
DK/NA	9	

34. Did you ever leave when you weren't supposed to?

No [GO TO 35]. 1
Yes 2
NA . . . . . 9 **LEFTE**

→ a. How many times? **XSLEFTE**
Code actual ____ ____
(97=a lot;98=DK;99=NA)

b. For what? _____

_____

35. Did home detention require big changes in your life, little changes, or almost no changes at all?

No changes 1
Little changes. . . . . 2 **LIFECHGE**
Big changes 3
DK 8
NA 9

→Like what? _____

_____

36. Would you recommend this kind of home detention for somebody in your situation?

No 1
Yes 2
DK . . . . . 8 **RECHDE**
NA 9

Why? Why not? _____

_____

_____

37. Some people think that home dentention is "easy time" while others think it is "hard time". On a scale of 1-10 with one being "easy time" and ten being "hard time" where would you rate home detention? [SHOW CARD C]

code 1-10 . . . . ___ ___ **EZTIME**
(98 = DK; 99 = NA)

38. What did the person/people you lived with think about home detention -- did they think it was a good idea or a bad idea?

Good idea 1
Bad idea . . . . . 2 **RESIDEAE**
DK 8
NA 9

Explain:_____

_____

39. Did the person/people you live with ever get upset or complain about home detention or any part of it?

No (Go to 40) 1
Yes . . . . . 2 **UPSTOTHE**
At first, but got used to it. 3
Not at first, but did later . 4
DK. 8
NA. 9

> Was this a roommate or a family member?

Roommate. 1
Family Member . . . . . 2 **UPSTWHOE**
Both. 3
DK. 8
NA. 9

> What about?_____

40. Did anybody ever try to get you to go out and do something when you weren't supposed to go?

	No, never (GO TO 41). 1	
→	Yes, once or twice. 2	ASKOUTE
→	Yes, more often 3	
	DK. 8	
	NA. 9	

→ Did you go?

No. 1	
Yes, once or twice. 2	
Yes, more often 3	WENTOUTE
DK. 8	
NA. 9	

41. If you had wanted to go out when you weren't supposed to, would anyone have tried to talk you out of it or stop you?

No. 1	
Yes, (maybe, depends) 2	TALKOUTE
Yes 3	
DK. 8	
NA. 9	

42. Besides the things that you aren't supposed to do, home detention makes other things just plain hard to do? Of all the things you found hard to do, what bothered you the most?

Groceries 0	
Shopping (general). 1	
Laundry 2	HRDTODOE
Auto repair 3	
Household errands 4	
Visits to family or friends . 5	
Go to doctor. 6	
Other 7	
Nothing really bothered me. . 8	
DK/NA 9	

43. Now that you're finished with home detention, if somebody on home detention asked you how to go out without getting in trouble, what would you tell them to do?

_____

_____

44. Is there anything that bothered you or that you didn't like about home detention?

_____

_____

_____

45. Is there anything you really liked about home detention?

_____

_____

_____

APPENDIX D: Basic Offender and Offense Instrument

ID#:_____

CAUSE#:_____

DATE:_____

F I N A L 7/16/87

BASIC OFFENDER AND OFFENSE INFORMATION

(To be completed for all offenders reviewed
by community corrections staff)

ELECTRONIC MONITORING OF NON-VIOLENT
CONVICTED FELONS PROJECT

OFFENDER AND OFFENSE INFORMATION

1. Court of origin

A. Municipal or Criminal

Municipal	1	
Criminal	2	CASETYPEB

B. Court number

Code actual	___ ___	CRTNOB

2. Offender's gender

Male	1	
Female	2	GENDERB

3. Age of Offender

Code actual . . . . . (DK=99)	___ ___	AGEB

4. Race of Offender

White	1	
Black	2	
Hispanic	3	RACEB
Other (Specify)_____	4	
DK/NA	9	

5. Current Marital Status

Married	1	
Divorced	2	
Separated	3	
Single	4	MARSTATB
Cohabitating	5	
Widowed	6	
DK/NA	9	

6. Minor Children (DK=99)

Number of minor children. . ___ ___		MNRCLDB
Number living with offender ___ ___		CLDHOMB

7. Living Arrangements

Spouse	1	
Alone	2	LVGARRGB
Parents	3	
Other family: _____ . .	4	
Roommate--same sex	5	
Roommate--opposite sex	6	
DK	9	

8. Currently employed?

No	1	
Yes	2	JOBNOWB
DK	9	

9. Education

a. Highest grade completed . . . . . ___ ___ HIGRADB
(HS grad=12; College grad=16; DK=99)

b. GED

No	1	
Yes.	2	
Inappropriate (H.S. grad). . . .	3	GEDB
DK	9	

c. Trade or Vocation School

No	1	
Yes	2	ROBCCVB
DK	9	

##########

PART TWO: CURRENT CASE

10. FELONIES

	Charged		Convicted			
	No	Yes	No	Yes	as Misdemeanor	
Auto Theft, D	1	2	1	2	3	AUTHDCGB AUTHDCVB
Burglary, B	1	2	1	2	3	BRGBCGB BRGBCVB
Burglary, C	1	2	1	2	3	BRGCCGB BRGCCVB
Child Molesting, C .	1	2	1	2	3	CHMLCCGB CHMLCCVB
Child Molesting, D .	1	2	1	2	3	CHMLDCGB CHMLDCVB
Controlled Substance Viol, D .	1	2	1	2	3	CSBVDCGB CSBVDCVB
Forgery, C	1	2	1	2	3	FORGCCGB FORGCCVB
Habitual Traffic, D	1	2	1	2	3	HABTFCGB HABTFCVB
Habitual Substance Offender	1	2	1	2	3	HBSUBCGB HBSUBCVB
Oper. Motor Veh. While Intox, prior conviction, D (AKA: DWI, OMV, OMVWI) . .	1	2	1	2	3	OVWIPCGB OVWIPCVB
Robbery, C	1	2	1	2	3	ROBCCGB ROBCCVB
Theft, D	1	2	1	2	3	THFTDCGB THFTDCVB
Other _____	1	2	1	2	3	OTHF1CGB OTHF1CVB
Other _____	1	2	1	2	3	OTHF2CGB OTHF2CVB
Other _____	1	2	1	2	3	OTHF3CGB OTHF3CVB

11. MISDEMEANORS

	Charged		Convicted		
	No	Yes	No	Yes	
Arson.	1	2	1	2	ARSNCGB ARSNCVB
Auto Theft	1	2	1	2	ATOTHCGB ATOTHCVB
Battery	1	2	1	2	BATRYCGB BATRYCVB
Blood Alcohol Content (BAC) >0.1	1	2	1	2	BACCGB BACCVB
Check Deception	1	2	1	2	CKDECCGB CKDECCVB
Confinement	1	2	1	2	CNFINCGB CNFINCVB
Controlled Substance Viol .	1	2	1	2	CSBVCGB CSBVCVB
Conversion	1	2	1	2	CNVRSCGB CNVRSCVB
Driving with Suspended License	1	2	1	2	DSLCGB DSLCVB
Incest	1	2	1	2	INCSTCGB INCSTCVB
Mischief	1	2	1	2	MSCHFCGB MSCHFCVB
Oper. Motor Veh. While Intox, (AKA: DWI, OMV, OMVUIL). . .	1	2	1	2	OVWICGB OVWICVB
Public Intoxication.	1	2	1	2	PICGB PICVB
Resisting Arrest	1	2	1	2	RARSTCGB RARSTCVB
Theft	1	2	1	2	THFTCGB THFTCVB
Other _____ .	1	2	1	2	OTHM1CGB OTHM1CVB
Other _____ .	1	2	1	2	OTHM2CGB OTHM2CVB
Other _____ .	1	2	1	2	OTHM3CGB OTHM3CVB

12. Number of original charges: (must match 10 and 11):

Felony	_____	FELCGB
Misdemeanor	_____	MISCGB
Total Charges	____ ____	TOTCGB

13. Total number of pending charges (excluding current)

Code actual	_____	PENDCGB

14. Number of Offenses of Conviction
(must match 10 and 11)

Felonies	_____	FELCVB
Misdemeanors	_____	MISCVB
Total Convictions	_____	TOTCVB

15. Nature of Disposition

Negotiated Guilty Plea	1	
Guilty Plea(no agreement specified)	2	
Trial	3	DISPOSB
DK/NA	9	

16. Type of counsel

Public Defender	1	
Private Counsel	2	
Other _____	3	COUNSELB
DK/NA	9	

17. Prosecutor's Recommendation
(For negotiated pleas of guilt):

	NO	YES	DK/NA	
a. Incarceration	1	2	9	PRICRB
Length in months (If "no", code=99). .		___	___	PRICRMB
Amount Suspended		___	___	PRICRSB
b. MCC Jail Program was specified	1	2	9	PRJPRGB
Length in months(DK=98;If 'no', code=99)		___	___	PRJPRGMB
Amount Suspended		___	___	PRJPRGSB
c. Drug/Alcohol Treatment	1	2	9	PRDATB
Length in months(DK=98;If 'no', code=99)		___	___	PRDATMB
d. MCCC Home Detention	1	2	9	PRHDB
Length in months(DK=98;If 'no', code=99)		___	___	PRHDMB
e. Probation	1	2	9	PRPROBB
Length in months (If "no", code=99). .		___	___	PRPROBMB
f. PACE Drug/Alcohol Weekends	1	2	9	PRPACEB
g. License Suspension	1	2	9	PRLISOPB
h. Other disposition	1	2	9	PROTHB

Specify _____

_____

18. Recommendation of Community Corrections Staff

	NO	YES	DK/NA	
a. Incarceration	1	2	9	CCICRB
b. County-Jail --MCC Program was specified	1	2	9	CCJPRGB
c. Drug/Alcohol Treatment Program . . .	1	2	9	CCDATB
d. PACE (Drug/Alcohol) Weekends	1	2	9	CCPACEB
e. MCCC Home Detention	1	2	9	CCHDB
Length in months (If "no", code=99) . .		___	___	CCHDMB1
f. Probation (If HD, code=2)	1	2	9	CCPROBB
g. Other: _____ .	1	2	9	CCOTHB

19. Recommendation of Probation Department (recorded on PSI):

	NO	YES	DK/NA	
a. Incarceration	1	2	9	POICRB
b. MCC Jail program was specified	1	2	9	POJPRGB
c. Drug/Alcohol Treatment Program. . . .	1	2	9	PODATB
d. PACE (Drug/Alcohol) Treatment	1	2	9	POPACEB
e. MCCC Home Detention	1	2	9	POHDB
f. Probation	1	2	9	POPROBB
g. Split Probation	1	2	9	POSPROBB
h. Other: _____	1	2	9	POOTHB

20. Judicial Disposition--Sentence (from court order):

	NO	YES	DK/NA	
a. Incarceration	1	2	9	COICRB
Length in months (NA=99).	___	___		COICRMB
Amount Suspended	___	___		COICRSB
b. County-Jail --MCC Program was specified	1	2	9	COJPRGB
Length in months (NA=99).	___	___		COJPRGMB
Amount Suspended	___	___		COJPRGSB
c. MCCC Residential	1	2	9	CORESB
Length in months (DK=98: NA=99)	___	___		CORESMB
d. MCCC Home Detention	1	2	9	COHDB
Length in months (DK=98; NA=99)	___	___		COHDMB
e. Probation	1	2	9	COPROBB
Length in months (NA=99).	___	___		COPROBMB
f. PACE drug/Alcohol Weekends.	1	2	9	COPACEB
g. Fines and costs	___	___	___	COFINEB
h. Probation fees	___	___	___	COPRBFEB
i. Other costs: _____ . .	___	___	___	COOCOSTB
j. License suspended	1	2	9	COLISUPB
Length of Suspension in Months (NA=99; lifetime=97)	___	___		COLISUMB
k. Other Disposition	1	2	9	COOTHB

Specify _____

_____

##

C R I M I N A L H I S T O R Y

21.	Number of Separate Charges on Criminal History (DOES NOT INCLUDE CURRENT) . . . . . ____ ____	CGHISTB
21a.	Discrete Encounters (all charges for one date = 01;NA=99). ____ ____	ADLTINCB
21b.	Age at first adult arrest (NA=99). . . ____ ____ (If no prior arrests, code current age)	ADLTAGEB
22.	Number of juvenile arrests (DK=99) . . . . . ____ ____	JUVARSTB
22a.	Discrete juvenile incidents (NA=99). . ____ ____	JUVINCB
22b.	Age at first juvenile arrest (NA=99) . ____ ____	JUVAGEB

APPENDIX E: Program Delivery Instrument

PROGRAM DELIVERY INSTRUMENT

FOLLOW-UP INFORMATION SHEET

PROJECT ID ___ ___ ___

RELEASE DATE _____

RELEASE: SUCCESSFUL UNSUCCESSFUL

NAME _____

ADDRESS _____

_____

TELEPHONE NUMBER_____

PROGRAM DELIVERY INSTRUMENT

PROJECT ID NUMBER ___ ___ ___		IDP
LENGTH OF SENTENCE (IN DAYS-- MONTH = 030; YEAR = 365; INDEFINITE = 999) ___ ___ ___		SENLENP
TIME SERVED (IN DAYS-- MONTH = 030) ___ ___ ___		TIMSRVDP
TYPE OF RELEASE FROM PROGRAM:		
SENTENCE COMPLETED 1		
SENTENCE MODIFICATION 2		RLSTYPEP
VIOLATED EXIT 3		
OTHER EXIT (eg, walkaway, not located) 9		

IF EXIT IS DUE TO VIOLATION:

A. NATURE OF VIOLATION (code all that apply)

	NO	YES	NA	
1. CURFEW VIOLATIONS (AWOL)	1	2	9	CURFEWP
2. ABSCONDED; WALKAWAY.	1	2	9	ABSCONDP
3. NEW ARREST FOR:_____. .	1	2	9	NEWARSTP
4. FAILURE TO PAY FEES.	1	2	9	NOPAYP
5. URINE TEST POSITIVE FOR:				
ALCOHOL	1	2	9	URNALCP
OTHER PROHIBITED SUBSTANCES. . .	1	2	9	URNOTHP
6. OTHER VIOLATION _____	1	2	9	OTHVIOP

B. DISPOSITION OF OFFENDER:

1. INCARCERATION	1	2	9	INCARP
2. DRUG OR ALCOHOL TREATMENT PROGRAM.	1	2	9	DATPROGP
3. PROBATION (RELEASED TO).	1	2	9	RELPROBP
4. PROBATION EXTENDED	1	2	9	EXTPROBP
5. OTHER _____ .	1	2	9	OTHDISP

NUMBER OF INFORMAL SANCTION REPORTS (the number of reports in the file; will not reflect warnings not officially recorded) ___ ___		CRITINCP
NUMBER OF COURT VIOLATION HEARINGS. . . . . ___		CRTVIOP
DISPOSITION OF COURT HEARINGS:		
VIOLATED EXIT (see above) 1		
HOME DETENTION EXTENDED BY_____. 2		VIODISP
NO ACTION TAKEN 3		
OTHER_____. 4		

NOT APPLICABLE. 9

NUMBER OF NEW ARRESTS RECORDED WHILE ON HOME DETENTION: _____ ___ NUARST#P

URINE TESTS: (Check court order or minutes; if court ordered "no tests" code 99)

TOTAL NUMBER TAKEN . . . . . ___ ___ URNTST#P

NEGATIVE (CODE 9 IF NO TESTS). . . . ___ ___ NEGURNP

POSITIVE FOR: (CODE ALL 9 IF NO TESTS)

ALCOHOL. . . . . ___ POSALCP

MARIJUANA (THC). . . . . ___ POSTHCP

OPIATES . . . . . ___ POSOPIP

COCAINE . . . . . ___ POSCOCP

OTHER: _____ . . . ___ POSOTHP

PASSES; ERRAND TIME: (99 = passes prohibited, e.g. Municipal 15)

ERRAND TIME REQUESTED (4 HOUR). . . . . ___ ___ ERNDREQP

ERRAND TIME GRANTED . . . . . ___ ___ ERNDOKP

PASSES REQUESTED (24 HOURS) . . . . . ___ ___ PASSREQP

PASSES GRANTED . . . . . ___ ___ PASSOKP

NUMBER OF SPECIAL PASSES IN FILE -- NOT ERRAND OR 24 HR. PASS . . . . ___ ___ SPECPASP

FEE PAYMENT:

1. PAYMENT STATUS

FEE ORDERED 1

NO FEE - MANUAL (begin prior 1-1-88). 2

NOT REQUIRED TO PAY FEE . . . . . 3 PAYSTATP

(If "2" above, code 9's; if "3" above, code 0's)

2A. TOTAL AMOUNT OWED . . . . . ___ ___ ___ ___ AMTOWEDP

2B. AMOUNT PAID AS OF RELEASE . ___ ___ ___ ___ AMTPDP

"FIELD" CONTACTS WITH OFFENDERS: (Code from daily logs, not offender logs. If no record, code 9's.)

TELEPHONE CALLS TO HOME . .	___ ___ ___	HOMCALLP
TELEPHONE CALLS TO WORK	___ ___	WRKCALLP
PERSONAL VISITS	___ ___	PERVISTP

FOR OFFENDERS WITH ELECTRONIC MONITORS:
(Code NA = nines; DK = eights)

1. PROGRAMMED CONTACT (WRISTLET)

NUMBER OF ATTEMPTED CONTACTS	__ __ __ __	ATEMPTSP
BEEPER CALLED	___ ___ ___	BEEPERP
NUMBER OF "NOT SUCCESSFUL"		
BUSY.	___ ___ ___	BUSYSP
NO ANSWER	___ ___ ___	NOANSP
INVALID COMM.	___ ___ ___	INVCOMMP
INVALID INSERT.	___ ___ ___	INVINSRP
INVALID WRIST #	___ ___ ___	INVWRSTP
INTRCPT OP.	___ ___ ___	INCPTOP
HUNG UP	___ ___ ___	HUNGUP
TOTAL "NOT SUCCESSFUL" . . .	__ __ __ __	NOSUCESP
TOTAL "SUCCESSFUL"	__ __ __ __	TOTSUCCS
HARD ERR	__ __ __ __	HARDERR
BAD ANN TAPE	__ __ __ __	BADANNTP
NO VERIFIER DETECTED....	__ __ __ __	NOVERDET
RECORDED SPEECH	__ __ __ __	RECORDSP

TELSOL TIME OUT ..... ___ ___ ___		TELSOLTO
NO DIAL TONE ..... ___ ___ ___		NODIALTN
ANNOUNCE RECORDER OFF .. ___ ___ ___		ANNOFF
INVALID MESSAGE # ..... ___ ___ ___		INVLDMS#

APPENDIX F: Comments on Electronic Jails

In this report, it has been suggested that the idea of home detention as an electronic jail is an attractive conception to some who support home detention, especially electronically monitored home detention. The report has also suggested that an an electronic jail will be difficult to put into practice. For example, it was noted that unlike an ordinary jail where meeting the routine needs of prisoners is part of the operation, human needs such as food, clean clothes and medical care create problems for administering a home detention program. Since there are no jailers to take care of these needs for those on home detention, offenders, especially those who live alone, have to be given time to take care of them. In turn, the agency must provide and keep track of errand time.

On the other hand, unlike the community corrections program examined in this study, one could as a matter of policy decide to operate an electronic jail. If that were the choice, designing the program would, in our judgment, pose a number of interesting program questions which would go far beyond the simple introduction of electronic monitoring equipment.

For example, at intake one would have to determine how the offender takes care of his/her laundry. Is there laundry equipment in the dwelling? What is the shopping schedule for groceries? What about medical care? Are

medical needs handled by a private physician or through a hospital emergency room? Are there routine needs, e.g., allergy shots, that have to be taken? How often?

In turn, the home detention agency would have to decide how it will handle its "prisoners'" needs in these areas. Will a home detention officer, for example, escort/transport the prisoner to the emergency room as a guard or officer would in an ordinary jail? Will a vendor be hired to provide laundry service to those without inhouse laundry facilities? Will a shopping service be hired to purchase groceries or purchase and transport needed underwear and toothpaste? Where there are spouses or roommates, will the court order them to take care of these matters should they refuse to do so?

What of transportation? Will prisoners be allowed to drive if they have a license? If for some reason they do not or should not have access to a car (e.g., a suspended license), will they be allowed to ride public transportation? Or, will the need for public safety and program integrity require that a transportation service be provided as it would be in an ordinary jail?

The cost implications of how these questions are answered are substantial. Will clients be billed for the services? If they cannot pay the additional the additional costs for the electronic jail, what then. Will they be

subsidized? What are the implications of these additional costs for agency fee schedules and program costs?

In addition, what if offenders find they can hire someone to provide services for less than the agency charges? Will they be allowed to opt out of the agency service? Should the agency have the power to approve a private shopper as well as vendors? Will the private shoppers and vendors have to sign an agency form which serves as notice that they understood the agency's rules about contraband substances or materials? What happens if they violate the rules short of committing a criminal offense, e.g., supply alcohol?

Assuming prisoners are allowed to work, will there be restrictions on type of employment and hours worked in order to maximize the security elements of the electronic jail. For example, will there be a requirement that prisoners may only work at locations within reach of a telephone so that work verification may be easily programmed on a random basis? Will there be exceptions to this rule and, if so, how will they be determined? If exceptions are granted, will personal visits to the site be substituted? If so, what are the cost implications of this alternative?

In sum, while the notion of an electronic jail may be easily envisioned in the presence of the new technology, its programmatic implications are yet to be defined.

APPENDIX G: ELECTRONIC SURVEILLANCE CONTRACT

NAME: _____ CAUSE #: _____

ADDRESS: _____

PHONE: (WORK) _____ (HOME) _____

OFFENSE FOUND GUILTY OF: _____

JUDGE/COURT/DATE: _____

PERIOD OF HOME DETENTION: _____

PROBATION OFFICER: _____

HOME DETENTION NO #: _____ WRISTLET NO #: 00_____

SPECIFIC CONDITIONS OF HOME DETENTION CONTRACT

1. I _____ agree to comply with the below stated special conditions, in addition to the standard Rules of Probation. I am signing this contract with the understanding that failure to comply with any of the below stated conditions may result in a probation revocation hearing.

2. I understand that my placement on the Electronic Surveillance Program is the result of a plea bargain, probation revocation, special condition of probation, or pre-sentence release.

3. I agree to remain in the home or on the immediate property, with the only exceptions being: my actual work hours; my travel to and from work; while seeking employment; appointments with the Court, probation dept., lawyer or home detention staff. I understand that travel to the church, store, school, relative's homes, meetings, etc., are all prohibited without the prior approval of the Home Detention Staff or Probation Officer.

4. I understand that I will be charged an installation fee of $25.00 and $5.00 per day until the end of my term. Payments may be made by cashiers check, money order, or, if paid in the office, exact change in cash. Payments will be accepted through the mail or in the Community Corrections office between the hours of 8:00 a.m. and 4:00 p.m. Failure to make payments as scheduled may warrant disciplinary action. My payments will be paid _____ weekly($35.00); _____ bi-weekly($70.00); _____ monthly (amount determined by number of days in the month multiplied by $5.00).

5. I understand that while on the Electronic Surveillance Program, I will be under the supervision of the Marion County Community Corrections Home Detention Program, and the Probation Department (Criminal or Municipal Court), and subject to all rules and regulations of both programs.

6. I understand that home visits from the Home Detention Staff are to be expected. My refusal to allow the Home Detention staff, Probation Officers or Police Officers access to my home will result in a violation of probation hearing and termination from the Electronic Surveillance Program.

7. I agree to allow the Home Detention Staff, the Probation Department (Criminal/Municipal), or Law Enforcement Agencies to enter my residence at any time, without prior notice, and to make reasonable inquiry into my activities and others in the home, and shall submit to the search of my person or property by such representatives at any time. Further, I understand that the drinking of any alcoholic beverage or the use of any illegal drugs are strictly prohibited, also no partying while on Home Detention, and on a random basis I must submit urine samples for urinalysis.

8. I understand that I must have a permanent place of residence and a working telephone for the whole term of my placement on home detention.

9. I understand that while on Home Detention, I will have no contact at my home with anyone on Probation/Parole. Further, no more than <u>two</u> non-relatives may visit at one time.

10. I agree to keep an accurate log of all contacts made by phone or in person.

11. I understand that I must keep the monitor on my wrist/ankle and the verifier plugged in and attached to my phone.

12. I understand that I am responsible for any damage to the Electronic Surveillance equipment. I will not tamper with, attempt to fix, or allow anyone else to tamper with or attempt to fix the equipment. All equipment must be returned to the Home Detention Staff upon termination from the Electronic Surveillance Program. If I do not return the equipment in good condition, the County can charge me with theft and/or criminal mischief.

13. I understand that if there are any problems with the equipment, I will call the Home Detention Coordinator during regular office hours (8 a.m. to 4 p.m.) or the Emergency Pager (424-7434) after office hours.

14. I understand that having call forwarding and/or call waiting features on my telephone is prohibited, and I agree to sign a release of information for the Home Detention Staff and the Municipal/Criminal Probation Department to verify that I do not have these features on my phone.

15. I agree to allow the Home Detention Staff or the Probation Dept. (Criminal or Municipal) to monitor my employment hours.

Normal Work Days/Hours: From _____ To _____

Weekends _____

Leave _____ Return _____

Employer _____

_____

16. All participants on Electronic Surveillance are required to provide verification of work hours and treatment attendance upon request. Failure to do so may result in termination from the program. Weekly schedules, once submitted to the Home Detention Staff, may only be changed for the following reasons:

A. <u>Emergency Medical</u> - Offenders must contact Marion County Community Corrections as soon as possible to inform the Home Detention Staff as to the nature and extent of the problem. Failure to notify this office may result in termination from the program and the filing of a probation violation.

B. <u>Change In Work/Treatment Hours Due To Illness</u> - If the offender is unable to report to work or treatment due to illness or injury of a non-emergency nature, he/she must contact this office prior to their scheduled departure time to inform staff of the length and type of schedule change. Failure to do so may result in termination from the program and result in filing a probation violation.

C. <u>Overtime or Shortened Work Hours</u> - At times your employer may request that you work over or shorten you hours due to more/lack of work. You are required to inform the Home Detention Staff at the first opportunity of these schedule changes.. Failure to do so may result in your removal form this Electronic Surveillance Program and the filing of a probation violation.

17. All participants on Electronic Surveillance are required to be employable.

A. If during the term of the Electronic Surveillance Program, the participant's employment is terminated for reasons beyond that person's control, they may continue on the Electronic Surveillance Program under the following conditions:

1. Begin an intensive job search which will require (10) verifiable employment inquiries per work day.

2. Court mandated treatment is continued.

3. Loss of Social Pass Privileges until employment is secured.

B. If loss of employment is due to poor attendance (unexcused), use of drugs, alcohol, or misconduct, a probation violation will be filed.

18. Pass Policy - The Home Detention Coordinator will determine Errand Time/Social Pass eligibility. (See insert.)

19. It has been explained to me, and I understand that non-compliance of the Electronic Surveillance Program will be dealt with by the appropriate disciplinary or violation hearing process.

20. I understand that I am not to commit any law violations resulting in a new arrest or being summons to Court while on the Electronic Surveillance Program. A Violation of Probation Hearing will be requested.

21. Failure to obey all Municipal, County, State, and Federal laws will result in termination from the Electronic Surveillance Program and the immediate filing of a probation violation.

This contract has been read and explained to me. I understand and agree to comply with the above rules/regulations of the Electronic Surveillance Home Detention Program.

Signature _____ Date _____

Home Detention Coordinator _____ Date _____