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ASSESSMENT REPORT
JUVENILE ELECTRONIC MONITORING

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ASSESSMENT REPORT
JUVENILE ELECTRONIC MONITORING

prepared for

Office of Juvenile Justice and Delinquency Prevention
United States Department of Justice

by

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SUMMARY

This report provides the Office of Juvenile Justice and Delinquency Prevention with juvenile electronic monitoring program information to be used in developing a model for OJJDP's long-range program development process. The report also assists those jurisdictions which are considering establishing an electronic monitoring program.

The use of electronic monitoring devices to support alternatives to juvenile detention and incarceration and to enhance the management and supervision of juveniles is increasingly being considered and used by jurisdictions. The two types of monitoring systems are referred to as "passive" and "active" and are typically used at one of three stages including (1) predispositional detention, (2) postdispositional and (3) postcommitment.

The use of electronic monitoring, when used as a supplement to home-based programs, is supported in current juvenile correctional theories and movements by allowing youth participation in regular school, employment, community services, and family activities while providing appropriate sanctions for negative behavior and building on positive behavior changes in both the youth and family.

Twenty-one programs using electronic monitoring for youth were identified. A survey to gather general information on program aspects, equipment, problems and benefits reveals a diverse approach to the application of electronic monitoring but overall it shows that electronic monitoring can be effective when used in conjunction with good correctional practices, enhanced intensive supervision or home confinement services, and when used to supplement (not substitute for) face-to-face contact. When these conditions are met, electronic monitoring programs can result in a reduction in the use of detention facilities, correctional institutions and other out-of-home placements by allowing youth to remain at home and still addressing public safety concerns by providing effective home supervision.

INTRODUCTION

As the public outcry for protection from juvenile crime grows louder, courts and correctional agencies are constantly seeking new ways to protect public interests, while at the same time maintain the philosophical base of the juvenile justice system--to treat and rehabilitate juvenile offenders in the least restrictive environment. This country has seen an increase in programs for the treatment and rehabilitation of juveniles; i.e., family preservation services, drug and alcohol treatment centers, residential treatment centers for emotionally disturbed or mentally retarded offenders, halfway houses, independent living programs, job training services, intensive supervision, etc. Electronic monitoring devices, using the latest in advanced technology, now also offer a means to address public safety concerns.

Electronic monitoring programs may be used in various stages of a juvenile's progression through the court/correctional process. The most common stages include:

- ▶ Predispositional detention: the juvenile may be released to his/her home under supervision while awaiting the adjudicatory hearing, or the juvenile may be released to his/her home under supervision after the adjudicatory hearing while awaiting a final disposition;
- ▶ Postdispositional: the judge may release the juvenile to his/her home under supervision in lieu of an out-of-home placement; and
- ▶ Postcommitment: the juvenile may be returned to the home from an out-of-home placement and be subject to electronic monitoring as a step-down procedure in the continuum of care.

Electronic monitoring supplements traditional services by providing an additional component in the management and supervision of youth. While most jurisdictions use electronic monitoring to support alternatives to incarceration such as home detention or intensive probation supervision, other courts and agencies also use it to enhance routine services such as regular probation when out-of-home placement is not imminent or to aid in the supervision of chronic runaways.

Varying factors, such as facility overcrowding or concern about agency accountability, may precipitate a jurisdiction's decision to begin electronic monitoring. Whatever the reason for the decision, when used in conjunction with other sound correctional practices and treatment programs, electronic monitoring is seen by practitioners as beneficial. Some advantages cited by proponents of electronic monitoring include:

- ▶ A reduction in detention or correctional facility overcrowding;
- ▶ A reduction in the juvenile's impulsivity because of the awareness of being closely monitored;
- ▶ Opportunity to identify treatment needs and provide them in the juvenile's natural environment;
- ▶ A support for parents in exercising parental control;
- ▶ A stability factor in that school, job, church and other community activities are not disrupted;
- ▶ A public perception that the courts and correctional agencies are doing more than "slapping the wrists" of juvenile offenders;
- ▶ An increased public accountability through more closely monitored supervision;
- ▶ Cost benefits; and
- ▶ Prevention of negative effects associated with incarceration.

The methodology used to compile this report included:

- ▶ A review of literature related to electronic monitoring programs, equipment and services, theories of delinquency causation and theories supporting treatment practices. It should be noted that ample literature about electronic monitoring exists; however, most of the material is related to adult, rather than juvenile, programs;
- ▶ Identification of agencies which have developed electronic monitoring programs targeted for juvenile offenders;
- ▶ Telephone surveys of juvenile electronic monitoring programs to determine purpose, organization and history; program planning, legislation and eligibility criteria; equipment; duration of monitoring and training; caseload

information; program funding, problems encountered; program benefits, future plans and caveats; and

- ▶ On-site visits of selected agencies to collect additional information about program content, client identification, program services, goals and evaluation, and program linkages.

WHAT IS KNOWN ABOUT ELECTRONIC MONITORING

The idea for using electronic monitoring devices for surveillance or supervision began in the 1960's and has rapidly developed both in technology and application during the early 1980's.

The current systems are divided into two broad categories: those requiring a telephone and those operating without a telephone. The most common systems are those using telephone lines to communicate between the offender's home and a central office. These systems may be subclassified into two categories--continuous signal and programmed contact. The primary difference between the two is that one operates continuously, monitoring the offender's arrivals and departures, and the other verifies the offender's presence only at the time the telephone call is made (Friel, 1987).

A continuous signal system consists of a transmitter unit, a home monitor, and a central office computer. A transmitter attached to the offender broadcasts a signal to the home monitor. The monitor is connected by telephone to the central office computer. When the offender's transmitter is within range of the home monitor the system indicates that the person is at the residence. When the offender goes beyond the range of the home monitor, the signal from the transmitter is not received and the system is notified of the absence. The system operates during periods of authorized absence with the absences noted, but no violations reports are generated (Friel, 1987).

A programmed-contact system consists of a central computer, a wristlet device worn by the offender and a verifier box. The computer is programmed to generate either random calls or to call at selected times. The offender is required to first provide verbal identification and then insert the wristlet into the verifier box connected to the telephone, verifying that the call is answered by the offender. Programmed contact systems also exist which rely solely on voice identification that matches random

questions with a previously supplied voice sample. Also a programmed contact system which transmits a picture of the offender along with the voice is sometimes used.

The second major category of systems use devices which do not rely upon the conventional telephone. These systems are also divided into two categories-- telecommunications (cellular telephone) and portable receiver. Each has continuously signaling capability but the portable receiver is used in a selected contact function. The cellular telephone system uses a transmitter worn by the offender which sends a signal to a receiver placed in the offender's home or other approved location. The receiver relays the signal by radio to a central computer. The other type of continuous system has a transmitter attached to the offender which sends out a constant signal. A portable receiver in the car of the monitoring official will receive the signal within one block of the offender. Periodic and/or random checks are made during the time that offenders are to be either at home, work, treatment or other areas to confirm the offender's presence.

The technology is so new, is advancing so swiftly, and the research and application are so limited that there are as many questions being asked about the use of electronic monitoring devices as there are new techniques evolving. The literature available on electronic monitoring is almost totally related to the application for adult offenders. The available literature provides descriptions of equipment, justification for adult electronic surveillance, legal and ethics issues and research/surveys of systems having adult participants.

Using electronic monitoring as an alternative must be viewed legally from constitutional and legislative perspectives. The constitutional issues raised about electronic monitoring include the right to privacy, protection against self-incrimination, equal protection, search and seizure, and cruel and unusual punishment (Schmidt, 1987).

Writings by Rolando del Carmen, Joe Vaughn and Charles Friel (1986) address the validity and constitutionality of electronic monitoring devices and are summarized in the following legal principles:

- ▶ Alternative diversionary programs are a privilege, not a right; the conditions imposed as part of the diversion are valid when shown to be related to offender rehabilitation, protection of society, or both.
- ▶ Acceptance of monitoring by the offender as a condition for release denotes consent for a valid waiver of rights.
- ▶ Probationers and other adjudicated offenders have diminished constitutional rights and therefore are subject to limitations not placed on the nonoffender population.
- ▶ There are no violations against the fifth amendment because the privilege against self-incrimination is testimonial, not physical. Electronic monitoring would at best lead to physical incrimination.
- ▶ The use of the device is more humane than incarceration, hence it does not constitute cruel and unusual punishment.
- ▶ The use of electronic monitoring is not prohibited by Federal law.
- ▶ The use of curfew restriction for offenders has been upheld as valid when shown to be reasonably related to rehabilitation. Electronic devices merely enhance enforcement of restrictions.
- ▶ If used as an alternative to predispositional or preadjudicatory detention, the device can be justified as less restrictive than detention/incarceration, despite the presumption of innocence.

Studies (del Carmen 1986; Friel 1987) have revealed that case law and statutes indicate that electronic monitoring can withstand legal or constitutional challenges. Its constitutionality will most likely be upheld by the courts, primarily based on the concept of diminished rights.

In August, 1988, the American Bar Association House of Delegates approved principles for the use of electronically monitored home confinement. While the following two principles address its use as a criminal sanction, they also may be generally applied to youth before the juvenile court. (1) "A sentence may include home

confinement monitored by an electronic monitoring device if the judge finds, on the record, that such electronically home confinement is the least restrictive alternative which should be imposed consistent with the protection of the public and the gravity of the offense." (2) "In no event should a court or probation office automatically require electronic monitoring as a condition of probation."

At this point there have been no known challenges to electronic monitoring. The likelihood of liability is greatly diminished when programs using electronic monitoring devices follow the program principles presented in this report, including the ABA's principles, and adhere to good correctional practices.

ELECTRONIC MONITORING: THEORY TO PRACTICE

The cause of crime, including juvenile delinquency, has been debated for centuries. Many theories have been postulated to explain the reasons for criminal behavior, and juvenile justice practitioners strive to develop treatment services to alleviate criminal activity by juveniles and to rehabilitate young offenders.

A long-time premise in treating juvenile offenders has been to provide services in the least restrictive environment. In reality, however, the practice to a great extent has been to incarcerate juveniles in large institutions with inadequate rehabilitation efforts or to place them on probation with few, often laxly enforced, restrictions or sanctions.

Many juvenile justice professionals believe in treatment programs which include accountability by the offender as well as addressing the offender's deficits (e.g., educational, family, social, etc.). These professionals believe this type of treatment can best be provided in community-based alternative programs designed to prepare youth for life in a natural environment--the community.

Can electronic monitoring be used as a community-based alternative to the juvenile justice system's traditional responses in dealing with juvenile offenders? Community-based programs are distinguished by program characteristics such as location, funding sources, and the extent to which local churches, businesses, schools and places of recreation provide services to youth. Community-based programs are themselves alternatives to the system's overused response of incarceration.

If electronic monitoring is to be used as a community-based alternative, the program must:

- ▶ Provide a parallel option to one or more of the system's usual responses (i.e., out-of-home placement, whether pretrial detention, postdispositional group home or institutional incarceration);

- ▶ Maintain programmatic linkages with the surrounding community and foster relationships with community residents, youth-serving organizations, the local juvenile justice system, schools and employers; and
- ▶ Be located within and serve youths from a local community.

Additional characteristics of appropriate and effective electronic monitoring programs are presented later in this report.

For decades parents, judges, counselors, researchers and other involved with youth have attempted to determine the causes of unruly and delinquent behavior in order to reduce and control misbehavior. As a result, a complex and multi-faceted system of services and programs were developed with the intent to meet the special needs of youth, while at the same time protect society. Special juvenile detention facilities and other placements were established for the preadjudicatory detention of juveniles. Youth facilities, including juvenile training schools, group homes, and other placements were called upon if long-term residential placement was deemed necessary. Privately operated residential community-based programs were also established in an effort to treat youth, curb delinquency and reduce the system's overload.

The need for identification and creation of new alternatives is not necessarily because of the failure of existing programs and services, rather it is simply the recognition that there is some dissatisfaction with the current system based upon the expectation that it should alleviate juvenile crime and/or misbehavior. This expectation pushes efforts to test new programs and services in an attempt to satisfy justified concerns about quality and effectiveness of programs for youth in the juvenile correctional system.

The promotion of electronic monitoring and other community-based programs is founded in contemporary juvenile correctional theories and movements. Research, suppositions and theory on causation of delinquency provide a foundation for

implementing alternative services such as electronic monitoring. A vast amount of tested theory and discussion already exists on the causation of juvenile crime but will not be presented again in this paper. However, there will be a brief discussion of theories which, when accompanied with good correctional practices, provides a practical basis for the use of electronic monitoring programs for youth.

In the 1960's researchers began to representatively sample all adolescents, and not just those with court or public records, about their past behavior. For the first time, they showed the extent to which youth engage in some type of delinquent behavior, but are not caught and do not continue criminal patterns of behavior. This discovery created new hypotheses about juvenile crime and delinquency. As further research occurred, several overlapping and associated theories emerged. Three of these are considered the best tested explanations of delinquency causation and, thus, the most appropriate grounds for establishing a responsive system of programs and services. These three theoretical models are: (A) Control Theory, (B) Strain Theory, and (C) Social Learning Theory.

Control theory holds that youth may become delinquent if they do not develop traditional and conventional constraints on their behavior. Most adolescents are socialized through family membership, school participation, peer group activities and perhaps employment. Through these, youth develop a stake in lawful, conforming behavior that would be jeopardized by illegal activities. As long as ties to home, school, church or workplace remain strong, an individual is more likely to conform to the rules.

Hirschi (1969) describes four control processes through which conformity is maintained. They are:

- (1) *Commitment*--An interest or stake in something valued that misconduct would jeopardize, such as the family or other activities like team sports,

school activities, community service, religious practices, gainful employment, etc.

- (2) *Attachment to other people*--Violating the norm would be contrary to the wishes and expectations of others.
- (3) *Involvement*--An ongoing investment of time and energy in conventional, law-abiding activities.
- (4) *Belief*--The values and moral validity of the laws, rules, and customs that a young person is asked to obey.

Hirschi suggests that the reduction of juvenile delinquency is increased by positive social experiences and strengthening bonds and commitments to families, school, conventional friends or other acceptable social institutions. Thus his theory may be supported by the use of electronic monitoring programs since it is a home-based service and, if used in conjunction with other good correctional services, can assist in the bonding to conventional society and can promote favorable socialization of the youth. Using electronic monitoring as a component of community/home-based alternatives at any phase in judicial processing will allow the youths to remain in contact with, or increase their opportunities for, conventional activities and interactions. Disruption of their interactions can only delay or frustrate bonding experiences. Electronic monitoring can be used effectively to allow participation in family and other legitimate activities.

Strain theory states that the same worthwhile goals are seen as desirable to everyone in our society. Problems occur when legitimate ways of reaching those goals are not open to everyone. When the equality of goals for all people is combined with the inequality of an opportunity to reach the goals by some, individuals may break the rules in an effort to get what they want (Merton, 1956). As a result, youth may turn to unruly actions and criminal activities to achieve the culturally prescribed goals. Frustrating and negative behavior increases when hopes for advancement appear to be

blocked. The youths become alienated and build resentment to established rules and social expectations.

Strain theory has implications for the various services undertaken to bridge the gap between socially endorsed goals and individual capabilities. If services/programs are viewed by youth as blocking their opportunity, it will only exacerbate their frustrations and negative attitudes. Thus, a compromise between blocked opportunities and expectations is needed. Electronic monitoring as a component of a community-based alternative does not eliminate the neutral territory which is necessary in which to work toward the alleviation of perceived deprivations. Juveniles in such programs can begin (or continue) to be exposed to appropriate means for achieving their expectations rather than indulging in antisocial behavior. Electronic monitoring as an alternative to out-of-home punishment allows the opportunity to develop skills, clarify objectives and reduce the youth's personal sense of frustration and anger only when the situation is viewed by the juveniles as adequate supervision rather than punishment and retaliation for misbehavior. Furthermore, electronic monitoring does not impose barriers to access to educational and occupational opportunities for the youth.

Social learning theory is built upon the premise that youth should receive both positive and negative social reinforcements for their behavior. Youth may become delinquent when they perceive that society provides them relatively few positive reinforcements for their acceptable or prosocial action, but relatively more frequent and salient reinforcement for their illicit activities (Akers, 1977). This theory supports the notion that behavior changes occur when positive and negative reinforcements are introduced. Positive reinforcement occurs through social interactions providing personal rewards, assisting in achieving personal goals or reducing stress. Negative reinforcement occurs through the use of consequences and sanctions for unacceptable behavior.

Positive social learning occurs through school, training, or other activities which lead to increased knowledge, diploma, skills, job, social recognition, etc. Negative reinforcement of illegal and unacceptable behavior results from having sanctions imposed that are clear, effective and fair. Negative reinforcement should not be confused with punishment.

Electronic monitoring programs allow the youth remain in a socially normal environment and enhance their opportunities for positive social learning. More importantly, electronic monitoring is a viable mechanism for negative reinforcement in that its use is a sanction for delinquent behavior. By using electronic monitoring as a sanction and by having a program that immediately responds to violations in a uniform, consistent manner, the program meets the test of "clear, effective and fair." By rewarding positive gains and sanctioning antisocial acts, the youth's negative behavior is directed toward a more acceptable behavior as long as violations of program rules are clearly articulated and consistently applied.

Electronic monitoring as a supplement to other home-based, community-based services supports treatment theories by:

- ▶ fostering association with conventional peers and adults;
- ▶ encouraging and enabling participation in school, jobs and/or other community activities;
- ▶ reinforcing positive socialization that builds on stature and conformity;
- ▶ discouraging and alleviating retaliation;
- ▶ providing opportunities for developing recognized and useful skills in conventional settings; and
- ▶ providing appropriate and consistent sanctions for positive and negative behavior.

SURVEY OF JUVENILE ELECTRONIC MONITORING PROGRAMS

Twenty-one programs using electronic monitoring for youth were identified by contacting vendors, service companies and numerous individuals knowledgeable or involved in the operation of electronic monitoring services. Below is a listing of the twenty-one programs. Appendix A provides the addresses, phone numbers and contact persons of each.

- ▶ Alabama Department of Youth Services
- ▶ Orange County Probation Department, California
- ▶ California Youth Authority
- ▶ Workout Limited, Colorado Springs, Colorado
- ▶ Pueblo Youth Service Bureau, Colorado
- ▶ Broward Regional Juvenile Detention, Florida
- ▶ EMS In-House Arrest, Melbourne, Florida
- ▶ Opportunity House, West Palm Beach, Florida
- ▶ Marion County Superior Court, Juvenile Division, Indiana
- ▶ Allen County Superior Court, Family Relations Division, Indiana
- ▶ Elkhart County Juvenile Probation Department, Indiana
- ▶ Office of Juvenile Services, Department of Public Safety and Corrections, Louisiana
- ▶ Justice Resources, Inc., Baltimore, Maryland
- ▶ Winston-Salem Juvenile Court, North Carolina
- ▶ Cuyahoga County Juvenile Court, Ohio
- ▶ Allegheny County Juvenile Court, Pennsylvania
- ▶ Shelby County Juvenile Court, Tennessee
- ▶ El Paso County Juvenile Probation Department, Texas
- ▶ Program Monitor, Inc., Dallas, Texas
- ▶ Kanawha County Home Confinement Program, West Virginia
- ▶ Kenosha County Department of Social Services, Wisconsin

A telephone survey, modeled on the survey sponsored by National Institute of Justice of adult electronic monitoring programs, was conducted on the twenty-one juvenile programs to determine general information, purpose, history and program planning of each. The survey gathered information pertaining to eligibility, duration of monitoring, training, caseload statistics, funding, problems encountered, program benefits and future plans. The survey also asked each program director for advice he/she would offer to others who are considering establishing a juvenile electronic monitoring

program. A copy of the telephone survey form is found in Appendix B. Tables One through Six present the survey results.

The twenty-one agencies operating the programs include state, county and private organizations. Four programs are run by state agencies, three of which are responsible for youth corrections. In two of these three youth corrections agencies, the electronic monitoring program is managed by the probation and aftercare division. The other state program is operated through the auspices of a state-operated detention center. Eleven programs are operated by counties, most often by probation or intake services. Six programs are managed by private organizations, three of which are local agencies serving youth and the other three are businesses that were established solely for the purpose of providing electronic monitoring services. Two of the local youth-serving organizations operate under a contract with the state and the third charges a per diem fee to the offender.

Purpose, Planning and History

Table One presents information regarding each program's application, coverage area, project starting date, legislation, precipitating circumstances and conduction of feasibility studies.

All programs were asked whether their application is predispositional, postdispositional, postcommitment or a combination. Four programs responded that their services are solely predispositional, four are solely postdispositional and none are solely postcommitment. Eight programs are a combination of pre- and postdispositional. Two are postdispositional and postcommitment and three programs use all three applications. Fifteen of the programs use electronic monitoring predispositionally, either solely or in combination with another application; seventeen use electronic monitoring

Table 1

PURPOSE, HISTORY, PLANNING

Agency	Current Application	Coverage Area	Date Began	First Offender Placed	Enabling Legislation Required	Precipitating Circumstances	Feasibility Study Conducted
Alabama Department of Youth Service	-pre-dispositional -post-dispositional	eight counties-- Baldwin, Calhoun, Cullman, Lee, Lauderdale, Morgan, Shelby Walker	February, 1989	February, 1989	No	-jail removal requirements -detention over-crowding	No
Orange County Probation Department, California	-pre-dispositional -post-dispositional	Orange County	July, 1987	August, 1987	No	detention over-crowding	No, 90 day trial period used
California Youth Authority	-post-dispositional (used in lieu of aftercare revocation)	Statewide	December, 1987	December, 1987	No	increase in aftercare revocation	somewhat-- reviewed statistics on both technical and law violation of aftercare
Workout Limited Colorado Springs, Colorado	-pre-dispositional -post-dispositional	three cities in El Paso County-- Colorado Springs, Security, Foundation	March, 1989	March, 1989	No	-court ordered cap on detention population -DYS began detention alternative program	No
Pueblo Youth Service Bureau, Colorado	-pre-dispositional -post-dispositional	Pueblo County	March, 1989	March, 1989	No	detention overcrowding	No
Broward Regional Detention, Florida DHRS	pre-dispositional	Broward County	September, 1988	September, 1988	No	class-action suit regarding over-crowding and quality-of- life in detention	No

Table 1 (continued)
PURPOSE, HISTORY, PLANNING

Agency	Current Application	Coverage Area	Date Began	First Offender Placed	Enabling Legislation Required	Precipitating Circumstances	Feasibility Study Conducted
EMS In-House Arrest, Florida	-pre-dispositional -post-dispositional	Indian River County	January, 1989	January, 1989	Unknown	new judge wanted to establish alternatives	No
Opportunity House, Florida	-pre-dispositional -post-dispositional	Palm Beach County	March, 1987	April, 1987	No	detention overcrowding	No
Marion County—Juvenile Court, Indiana	pre-dispositional	Marion County	January, 1986	January, 1986	No	reduce detention center use	No
Allen County Family Court, Indiana	post-dispositional	Allen County Allen County	January, 1988	January, 1988	No	trying to save cost of out-of-home placement	No
Elkhart County Juvenile Probation, Indiana	post-dispositional	Elkhart County	December, 1987	December, 1987	No	administrative decision to establish program alternative	No, looked at existing data
Louisiana Office of Juvenile Services	-post-dispositional -post-commitment (occasionally)	Statewide	November, 1988	November, 1988	No	-waiting list for admission to D&E Center -institutional cap through consent decree	not actually, only looked at statistical information
Justice Resources, Inc., Maryland	-pre-dispositional -post-dispositional -post-commitment	Baltimore City	November, 1988	January, 1989	No	-detention overcrowding -institution overcrowding	No, researched other programs

Table 1 (continued)
PURPOSE, HISTORY, PLANNING

Agency	Current Application	Coverage Area	Date Began	Offender Placed	First Legislation Required	Enabling Precipitating Circumstances	Feasibility Study Conducted
Winston-Salem Juvenile Court, North Carolina	-pre-dispositional -post-dispositional -post-commitment	five counties-- Forsyth, Wilkes, Allegheny, Ash, Yadkin	September, 1985	September, 1985	No	detention overcrowding	No
Cuyahoga County Juvenile Court, Ohio	pre-dispositional	Cuyahoga County	December, 1988	December, 1988	No	-detention overcrowding -supplement to existing home detention programs	1 yr. pilot program is answering all questions
Allegheny County Juvenile Court, Pennsylvania	pre-dispositional	Allegheny County	January, 1989	January, 1989	No	-need to be more accountable to public -enhance home detention program	No
Shelby County Juvenile Court, Tennessee	-post-dispositional -post-commitment	Shelby County	February, 1987	February, 1987	No	manual telephoning too time consuming	No
El Paso Juvenile Probation, Texas	post-dispositional	El Paso County	April, 1988	April 1988	No	-deterrent short of commitment -juvenile crime concern	Yes, primarily looked at cost and target youth
Program Monitor, Inc., Texas	-pre-dispositional -post-dispositional	Dallas County	January, 1988	January, 1988	No	-overcrowding -desire to enhance alternatives	No, started up as pilot
Kanawha County West Virginia	-pre-dispositional -post-dispositional (occasionally)	Kanawha County	September, 1987	April, 1988	No	detention overcrowding	assessment only

Table 1 (continued)
 PURPOSE, HISTORY, PLANNING

Agency	Current Application	Coverage Area	Date Began	First Offender Placed	Enabling Legislation Required	Precipitating Circumstances	Feasibility Study Conducted
Kenosha County Department of Social Services, Wisconsin	-post-dispositional -post-commitment -pre-dispositional (occasionally)	Kenosha County	April, 1987	April, 1987	No	gaps in community corrections program	No

postdispositionally either solely or in combination with another application; five use electronic monitoring for postcommitment services, all in combination with another application.

The coverage area for the programs varies from statewide coverage to single city coverage. Two programs (both of which are youth corrections agencies) operate statewide. Two programs are multicounty, one covering eight counties and the other covering five. The majority (fifteen) of the programs have a one-county coverage area. Two programs serve cities, one serving three cities in one county and the other serving a single city.

The use of electronic surveillance to monitor juveniles is a relatively new trend. The programs range in operational length from three months to three years and nine months. Nine of the twenty-one programs have been operational for less than twelve months, three between twelve and eighteen months, four between eighteen months and two years, three between two and three years, and only two for longer than three years.

When asked about the time between when the program started and when clients were first accepted, seventeen programs responded that they accepted clients the same month the program started. Two programs accepted clients one month after the programs began and one program accepted clients two months after the program began. One program serving both adults and juveniles did not accept any juveniles until the seventh month of operation.

Twenty programs indicated that enabling legislation was not necessary in their jurisdictions to establish juvenile electronic monitoring. The other respondent did not know whether or not legislation was required.

Factors that precipitated the creation of the twenty-one programs include:

- ▶ Detention overcrowding (11 programs)
- ▶ Desire for new alternatives (3 programs)

- ▶ Enhance existing home detention program (2 programs)
- ▶ Jail removal efforts (1 program)
- ▶ Increased aftercare revocations (1 program)
- ▶ Lawsuit regarding quality of life and detention population (1 program)
- ▶ To reduce overreliance on detention center (1 program)
- ▶ High out-of-home placement costs (1 program)
- ▶ Waiting list for institutional placement (1 program)
- ▶ Juvenile institutional overcrowding (1 program)
- ▶ Depletion of staff time (1 program)
- ▶ To reduce commitments (1 program)
- ▶ Concern about juvenile crime, and (1 program)
- ▶ Gaps in juvenile community corrections services (1 program)

Some programs listed more than one reason for establishing electronic monitoring services.

Twenty programs did not conduct a formal feasibility study, but many started on a pilot basis while others studied other programs or reviewed their own relevant statistics.

Placement Criteria and Equipment

Table Two reflects information about eligibility criteria, exclusion criteria, voluntary/involuntary placement, the type of system, vendor, number of units, reasons for choosing vendor and field-testing of equipment.

Considerations given to determining eligibility criteria include, but are not limited to, ages of juveniles, prior offenses, behavior histories, willingness to participate in school and treatment services, phone service capability, likelihood of commitment, parent supervision and family stability. No consistent placement criteria emerged when comparing the twenty-one programs. Many of the programs have established a target population, but judicial and program discretion often allow youth to be placed in the program without falling within the targeted population or meeting the established criteria.

Some programs have established criteria for automatic exclusion from the program while others have listed certain conditions under which youth would probably,

Table 2

PLACEMENT CRITERIA AND EQUIPMENT

Agency	Eligibility Criteria	Voluntary Placement	Exclusion Criteria	Type of System	Vendor	Number of Units	Reason for Choosing Vendor	Field Test Equipment
Alabama DYS	targeted for any delinquent or status offender, judges discretion	Yes	No automatic exclusion, but serious offenders or chronic drug users are questionable	passive-- (programmed contact)	Hitek	20	-responsiveness to bid specifications -cost	staff worn
Orange County Probation Department, California	anybody can be placed in program by court, first priority is low risk offenders based on classification risk scale	Yes	No automatic exclusion, high risk are not priority	passive-- (programmed contact)	Hitek	25	-operational cost -simplicity -reliability	No, familiar with equipment from having an adult program
California Youth Authority	-on parole or in CYA institution -any CYA client age 14 to 23 -youth in vocation or in school -must have phone -minor or technical aftercare violator	Yes	Dangerous to self or others template	-active-- (continuous signal) -passive-- (programmed contact, voice system)	B.I.	-50 (active) -250 (voice template capability)	-durability -cost -provision of training	staff worn
Workout Limited Colorado Springs, Colorado	-minimum history of run-away -non-violent -parent and child must agree to close supervision -parent must agree to have child at home and to participate in program	Yes	-threat to self, family or community -previous program failures -home is geographic impediment for the monitor	active-- (continuous signal)	B.I.	10	State issued an RFP for services -the service provider and vender equipment was most responsive to state needs	No

Table 2 (continued)

PLACEMENT CRITERIA AND EQUIPMENT

Agency	Eligibility Criteria	Voluntary Placement	Exclusion Criteria	Type of System	Vendor	Number of Units	Reason for Choosing Vendor	Field Test Equipment
Pueblo Youth Service Bureau, Colorado	-age 11 to 18 -youth sentenced to detention -pre-sentenced youth -youth pending out of home placement -home active phone -must attend school	Yes	-violent offender	active-- (continuous signal)	B.I.	8	-liked automatic tamper detection feature -most responsive to RFP requirements	No
Broward Regional Detention, Florida DHRS	-property offender -drug offender -violent offender with extenuating circumstances -likelihood to appear for court hearing -parental supervision inadequate	Yes	None	passive-- (programmed contact)	Hitek	45	availability	No
EMS In-House Arrest, Florida	-has phone service -has some type of income -living with natural parents or guardian	No	None	active-- (continuous signal)	Marconi Electronic Devices, Corrections Services Inc.	as needed, EMS provides services on per-diem basis	-latest state-of-art with flawless track record -has no problems with false signal	staff worn
Opportunity House, Florida	-non-violent offender -non-serious drug offender -approved by judge based upon offense and prior record	Yes	-mental health problems -drug addiction -repeated sale and possession of drugs -use of weapon during crime	active-- (continuous signal)	Corrections Services, Inc.	18	equipment constantly monitors	staff worn

Table 2 (continued)

PLACEMENT CRITERIA AND EQUIPMENT

Agency	Eligibility Criteria	Voluntary Placement	Exclusion Criteria	Type of System	Vendor	Number of Units	Reason for Choosing Vendor	Field Test Equipment
Marion County Juvenile Court, Indiana	-non-violent offenders are targeted -youth who would otherwise be detained	Yes	None	-active-- (continuous signal) -passive-- (programmed contact)	B.I. Hitek	7-active 24-passive	passive recommended to judge--if expands will be active	staff worn
Allen County Family Court, Indiana	any youth with court disposition for out-of-home placement	Yes	-use of weapon in commission of crime -violent offender -child molester -parents are physically or sexually abusive -caught dealing or possessing crack or found in a crack house	passive-- (programmed contact)	Hitek	22	felt it was best for youth	staff worn
Elkhart County Juvenile Probation, Indiana	-delinquent -multi-law violator -must participate in educational or vocational program -identified as risk for out of home placement	Yes	-sex offenders -fire setters -psychologically handicapped (where intervention should be therapeutic)	passive-- (programmed contact)	Hitek	25-30 (for both a juvenile and adult program)	-most attractive bidder -got started with them in adult program and just stayed with them	staff worn (in adult program)
Louisiana Office of Juvenile Services	-in state custody -property offenders -emotionally stable	Yes	-weapon use -violent offenders -significant substance abuse	passive-- (programmed contact)	Hitek	25	-cost -system requires family involvement	staff worn

Table 2 (continued)

PLACEMENT CRITERIA AND EQUIPMENT

Agency	Eligibility Criteria	Voluntary Placement	Exclusion Criteria	Type of System	Vendor	Number of Units	Reason for Choosing Vendor	Field Test Equipment
Justice Resources, Inc., Maryland	any youth committed to Maryland JSA or under their supervision	Yes	<ul style="list-style-type: none"> -drug trafficking -youth whose parents either participated in or condoned their delinquent behavior -sex offenders -youth has less than 10 days before next court appearance -youth ineligible for release from institution -danger to community -borderline mentally retarded -youth participated in program within past 30 days 	active-- (continuous signal)	B.I.	20	<ul style="list-style-type: none"> -has continuous signal -field/range can be adjusted -equipment is individually coded -credibility of vendor -service contract provided new equipment as technology advances -vendor can access computer from their office 	staff worn
Winston-Salem Juvenile Court, North Carolina	<ul style="list-style-type: none"> -preadjudication-- any one meeting statutory detention criteria -post-dispositional --any one at judge's discretion -post-commitment-- aftercare eligible youth 	Yes-- parent, child, and attorney	None	<ul style="list-style-type: none"> -active-- (continuous signal) -passive-- (voice verification) 	B.I.	<ul style="list-style-type: none"> -17 (active) -250 (voice capability) 	<ul style="list-style-type: none"> -limited number from which to choose -only one doing juveniles at the time they they started -offers both active and passive 	staff worn

Table 2 (continued)

PLACEMENT CRITERIA AND EQUIPMENT

Agency	Eligibility Criteria	Voluntary Placement	Exclusion Criteria	Type of System	Vendor	Number of Units	Reason for Choosing Vendor	Field Test Equipment
Cuyahoga County Juvenile Court, Ohio	-anyone referred to home detention program -considers the charges, history, family stability, parental effectiveness in controlling youth	Yes	None	passive-- (voice verification programmed contact)	Security Research Inc.	as needed -up to 500 capability on voice template	-additional hardware in home not required -voice verification is best system for youth	used staff
Allegheny County Juvenile Court, Pennsylvania	-anyone eligible for home detention -targeted to property offenders	Yes	-runaway risk -violent offense against person	passive-- (programmed contact)	Hitek	25	-cost -wanted passive system	staff worn
Shelby County Juvenile Court, Tennessee	-any youth at court discretion -parents must agree and sign probation contract	No	None	passive-- (voice recorded with staff verification)	-Dadco Data -Cogata Inc.	equipment capable of having 2,000 phone numbers entered	familiar with equipment	used staff
El Paso Juvenile Probation, Texas	any youth who absent the program would be committed to the State	No	youth who would not be committed to the State	active-- (continuous signal)	Guardian Technologies	15	-reliability -maintenance capability -training provided	No

Table 2 (continued)

PLACEMENT CRITERIA AND EQUIPMENT

Agency	Eligibility Criteria	Voluntary Placement	Exclusion Criteria	Type of System	Vendor	Number of Units	Reason for Choosing Vendor	Field Test Equipment
Program Monitor, Inc., Texas	-charged with felony -previously detained for at least 10 days -meets one or more of following: ▶ 1 or more prior felony referrals ▶ 1 or more prior stays in detention ▶ prior involvement and failure in intensive supervision or probation supervision program	No	None	passive-- (programmed contact through visual telephone)	Mitsubishi	as needed, 10-15 used	-no equipment worn -identification is picture positive -simple -not intimidating -high level of contact	tried with staff
Kanawha County, West Virginia	-eligible for detention and otherwise would be incarcerated -psychologically stable to make reasonable judgments -court discretion-- property offender is targeted	Yes	-poses danger to others -likely to flee	active-- (continuous signal)	Digital Office Systems	15 of 95 units are for juveniles	-liked technology -good history -less expensive to buy and operate	No, used adult program experience
Kenosha County Department of Social Services, Wisconsin	-delinquent -vested interest on youth's part -strong parental support -receiving other support/treatment services	Yes	-younger youth, age 13 or 14 -violent offender	active-- (continuous system)	B.I.	12	-started with another system and had problems -liked tamper resistant feature -more powerful and sophisticated computer system -good data retrieval system	worn by P.O.'s, lawyers, police, others

but not automatically, be excluded. Factors considered in excluding youth include seriousness of offense, extent of drug use, dangerousness to others, prior program failures, use of weapons, psychiatric problems, family safety, and telephone availability and compatibility. No distinctive pattern emerged in exclusionary criteria; however, youth considered to be high risk in terms of dangerousness are excluded most often.

Seventeen programs said that both the child and family must agree to participate in electronic monitoring, with one of these also requiring the agreement of the youth's attorney. Even though these programs are voluntary, placement in the program is frequently ordered by the court and carries court sanction. Four respondents stated that their programs are not voluntary.

The two types of monitoring systems are typically called "passive" and "active." A passive system may also be called programmed contact and involves random periodic telephone calls generated by a computer to verify the client's presence in the home. Three different kinds of passive systems are used by the programs surveyed. One kind uses a wristlet, another uses voice identification and the other uses telephonic visual identification. Active systems, also known as continuous signaling, provide constant surveillance during assigned times and alert staff if the client moves outside the range of his assigned location.

Ten programs use a passive system exclusively, eight use an active system exclusively, and three have both active and passive capabilities. Of the systems having the passive capability, eight use wristlets, four use voice identification and one uses visual identification.

Equipment used by the twenty-one programs was supplied by ten different vendors. Four vendors provide devices for an active system and six provide devices for a passive system. BI Incorporated is the vendor for seven of the eleven active systems;

Corrections Services, Inc. is the vendor for two, and Digital Office Systems and Guardian Technologies are the vendors for each one.

Hitek Community Control Corporation provides equipment for eight of the thirteen passive systems; BI Incorporated two; Security Research, Inc. one; and Mitsubishi one. Dadco Data and Cogata both provide the passive equipment used by one program.

The eight programs using the passive wristlet system have an average of twenty-six units each. The number of units ranged from twenty to forty-five, with the most frequent number being twenty-five. The four passive systems using voice identification have the capability to monitor from 250 to 2,000 youths. Even though the programs have the capability to monitor high numbers of youths by voice identification, in practice the numbers are much lower. The program using telephonic visual capability has fifteen units. Of the eleven active systems, the average number of units is seventeen, with a range of seven to fifty units.

One of the combination systems uses seventeen active units and 250 voice identification units. Another uses seven active units and twenty-four passive system wristlets. The third uses fifty active units and 250 voice identification units.

Factors influencing the decision to choose a particular vendor include, but are not limited to, the vendor's ability to provide equipment for the system desired, cost, reputation for equipment reliability, the vendor's responsiveness to a Request for Proposal, simplicity, availability, and recommendations from another program.

All but six programs field-tested the equipment. Most of the field-testing was conducted by program staff, but one program used probation officers, law enforcement officers, attorneys and others willing to use it. This helped not only to field-test the equipment, but also garnered acceptance of the program.

Training and Duration of Monitoring

Table Three outlines the duration of monitoring, the optimum duration as expressed by the programs, curfew exceptions and training of staff and offenders.

Each respondent was asked the maximum, minimum and average times clients spend in the programs. Predispositional programs by nature limit the amount of time spent in electronic monitoring, but the typical range is from one to four weeks. The postdispositional and postcommitment programs range from one to six months.

In comparing all programs, the minimum length required by any one program is three days. The maximum required is nine months. Three programs have not established a maximum period.

The average-length-of-stay in all programs was just less than two months. Below is the breakdown of the average lengths-of-stay:

- ▶ 1 week (1 program)
- ▶ 2 weeks (4 programs)
- ▶ 3 weeks (1 program)
- ▶ 4 weeks (7 programs)
- ▶ 4.5 weeks (1 program)
- ▶ 1.5 months (1 program)
- ▶ 2.5 months (1 program)
- ▶ 3 months (2 programs)
- ▶ 6 months (2 programs)
- ▶ 9 months (1 program)

Each respondent was asked his opinion about the most beneficial, or optimum, length of time an offender should be placed on electronic monitoring. The issues was raised in recognition that any program has a time after which the effects of the service diminish. The most frequently cited length of times was one month and the second was between 1.5 and three months. Three respondents expressed no opinion on this issue.

Curfews established by the various programs range from twenty-four hour house arrest to the hours set for the youth to be at home (for example, from the time school adjourns until it starts the next day). In establishing the curfew hours for home

Table 3

TRAINING AND DURATION OF MONITORING

Agency	Duration of Monitoring			Most Beneficial Duration	If Exception to Curfew Requested	Training	
	Maximum	Minimum	Average			Staff	Offenders
Alabama DYS	60 days	7 days	14 days	30 days	case-by-case basis by probation officer	vendor and DYS trained	orientation
Orange County Probation Department, California	90 days	none	27 days (pre-disp.) 30 days (post-disp.)	30-45 days	case-by-case	vendor and in-house by staff in adult program	orientation
California Youth Authority	90 days	10 days	30 days	45-60 days	discretion by aftercare worker	vendor and staff	orientation
Workout Limited Colorado Springs, Colorado	45 days	15 days	30 days	30 days	case-by-case	State contracted service provider	orientation
Pueblo Youth Service Bureau, Colorado	60 days	5 days	30 days	45 days	-must be in program 2 weeks -judge's approval upon discretion	State contractor service provider	orientation
Broward Regional Detention, Florida DHRS	none	14 days	14-17 days	14 days (for pre-disposition)	case-by-case	vendor	orientation
EMS In-House Arrest, Florida	45 days	10 days	21 days	30-180 days	-school -work -doctor -church -counseling -all other on case-by-case	-initially by distributor -on-going in-house	orientation

Table 3 (continued)

TRAINING AND DURATION OF MONITORING

Agency	Duration of Monitoring			Most Beneficial Duration	If Exception to Curfew Requested	Training	
	Maximum	Minimum	Average			Staff	Offenders
Opportunity House, Florida	90 days	5 days	15 days	30 days	-working -family activity -special occasion -case-by-case	vendor	orientation
Marion County Juvenile Court, Indiana	210 days	21 days	21-45 days	90 days	case-by-case, when necessary for emergency purposes	vendor	orientation
Allen County Family Court, Indiana	270 days	180 days	180 days	-unknown- -usually fail in first 2 months -youth & family get tired in 4 months	-case-by-case -program graduates down in restrictiveness	-vendor initially -in-house currently	orientation
Elkhart County Juvenile Probation, Indiana	no maximum	56-70 days	270-300 days	unknown	-varies depending on program phase -case-by-case	-initially vendor trained -currently in-house	orientation
Louisiana Office of Juvenile Services	120 days	30 days	75 days	60-80 days	P.O. discretion	-vendor -supervisory staff	-orientation -test call
Justice Resources, Inc., Maryland	90 days	30 days	30 days	60 days	unit supervisor discretion	-vendor -video tape -visits to other programs and vendor's company	-orientation -given written description of program and how equipment works

Table 3 (continued)

TRAINING AND DURATION OF MONITORING

Agency	Duration of Monitoring			Most Beneficial Duration	If Exception to Curfew Requested	Training	
	Maximum	Minimum	Average			Staff	Offenders
Winston-Salem Juvenile Court, North Carolina	-pre-dispositional 20 days -post-dispositional 45 days -post-commitment 60 days	3 days 10 days 30 days	12-15 days 30 days 45 days	-for treatment purposes 45 days	-accompanied by approved adult -case-by-case upon parental request	in-house	orientation
Cuyahoga County Juvenile Court, Ohio	21 days	2 or 3 days	7-8 days	pre-dispositional -5-6 days	case-by-case	vendor	orientation
Allegheny County Juvenile Court, Pennsylvania	21 days	10 days	10-14 days	-pre-dispositional 10-14 days	-work-school function that is educational	vendor	orientation
Shelby County Juvenile Court, Tennessee	indefinite	30 days	90 days	90-120 days	case-by-case	-vendor -in-house	orientation
El Paso Juvenile Probation, Texas	6 months	6 months	6 months	unknown	-medical appointments -case-by-case when accompanied by parent	-vendor -on job training under supervision	orientation
Program Monitor, Inc., Texas	90 days	30 days	30 days	-most failures will occur in first 5 to 10 days -burn-out occurs after 30 days	parental request to P.O. on case-by-case	in-house	orientation

Table 3 (continued)

TRAINING AND DURATION OF MONITORING

Agency	Duration of Monitoring			Most Beneficial Duration	If Exception to Curfew Requested	Training	
	Maximum	Minimum	Average			Staff	Offenders
Kanawha County, West Virginia	180 days	30 days	90 days	60-90 days	court establishes conditions when youth can be out of home and P.O. manages on case-by-case basis	-vendor -in-house	orientation
Kenosha County Department of Social Services, Wisconsin	150 days	3 days	45 days	60 days	discretionary	vendor	orientation

restriction, the agencies consider activities such as school, employment, doctor appointments, church attendance and counseling/treatment services. Programs vary in granting exceptions to curfew, some being very restrictive. Some programs are designed to become more lenient by reducing the curfew hours for acceptable program compliance. In all cases there must be prior approval for outside activities.

All programs had training on the installation and use of the equipment provided by the vendor. Initial training was provided by the vendor, but most follow-up or on-going training is provided in-house by program management. Those programs using a service provider to carry out the monitoring function received all training through that provider. One particularly useful technique used by a program was to videotape the vendor's training to show to new staff. No special training is provided to offenders outside the orientation received when placed in the program. Orientation generally includes discussing the program with both youth and parent, the use of the equipment, rules of the program, and responsibility to care for and return the equipment. During orientation, the youth and family are often given written materials and emergency phone numbers and the equipment is tested in the family home.

Program Statistics

Table Four presents information about the number of youth under surveillance on the day of the survey, the number of youth entering the programs, the number of youth completing the programs, the number of youth failing, the average number placed each month and the maximum number of youth supervised by one staff person.

Due to the fact that the Shelby County program places an unusually high number of juveniles on electronic monitoring, inclusion of Shelby County in aggregate program

Table 4
PROGRAM STATISTICS

Agency	Under Surveillance (on day of survey)	Number Entering Program	Number Completed Program	Failures	Average Number Placed Per Month	Maximum Number Supervised by one Staff Person
Alabama DYS	7	22	12	3	varies	No county has over 3 units--Offenders are part of regular caseload
Orange County Probation Department, California	20	500 (approx.)	90%	10%	unknown	pre-dispositional - 10 post-dispositional - 15
California Youth Authority	18	178	93	85	5-7	EM offenders are part of normal aftercare caseload
Workout Limited, Colorado Springs, Colorado	13	20	3	4	unknown	10
Pueblo Youth Service Bureau, Colorado	3	9	5	1	4 or 5	8
Broward Regional Detention, Florida DHRS	25	144	109	10	fluctuates	normal caseload is 10 to 12 of which some may be on E.M.
EMS In-House Arrest, Florida	10	30	20	0	varies	20
Opportunity House, Florida	8	82	64	10	10-12	N/A
Marion County Juvenile Court, Indiana	20	400(plus)	90% - 1st year 75% - 2nd year	10% - 1st year 25% - 2nd year	fluctuates, 10-30	10
Allen County Family Court, Indiana	14	28-CY '88 36-total	5-CY '88	16-CY '88	varies 1-4	-10 to 12 by EM Probation Officer -22 by Surveillance Officer

Table 4 (continued)
PROGRAM STATISTICS

Agency	Under Surveillance (on day of survey)	Number Entering Program	Number Completed Program	Failures	Average Number Placed Per Month	Maximum Number Supervised by one Staff Person
Elkhart County Juvenile Probation, Indiana	8	22	50%	50%	1-2	8
Louisiana Office of Juvenile Services	15	42	23	4	approximately 5	P.O.'s regular caseload may include 1 or 2 EM offenders
Justice Resources, Inc., Maryland	11	29	85%	15%	varies	10
Winston-Salem Juvenile Court, North Carolina	20	200 approx.	65%	35%	varies	4-8
Cuyahoga County Juvenile Court, Ohio	8	60	51	1	12-15	7-8
Allegheny County Juvenile Court, Pennsylvania	16	not readily available	85%	15%	fluctuates	5-8
Shelby County Juvenile Court, Tennessee	300	2,000	1,282	418	80-100	youth only monitored by equipment, no home visits
El Paso Juvenile Probation, Texas	3	13	8	2	1	15
Program Monitor, Inc., Texas	16	125-150	60%	40%	5-6	regular probation or intake caseload, 2-3 may be on E.M.
Kanawha County, West Virginia	3	30	30%	70%	4-5	35--includes EM and regular probation cases
Kenosha County Department of Social Services, Wisconsin	6	74	85%	115%	12	-uses team approach -part of team caseload may be on EM

data skews the statistics. The information provided on program statistics is analyzed both with and without Shelby County.

Each program was asked how many youth were being served on the day of the survey. The number ranged from three to twenty-five (Shelby County had 300). The total number under surveillance on a single day was 212 (512 with Shelby County). The average number per program was 10.6 for twenty programs. The inclusion of Shelby County raises the average to 24.3 per program.

The total number of youth who had been placed on electronic monitoring from each program's inception to the survey date was 4,042 with Shelby County having 2,000 of these. The range of twenty programs was from nine to 500. The average number was 107 (excluding Shelby County or 202 with Shelby County).

The total number of youth successfully completing the program was 2,678 of whom 1,396 were in programs other than Shelby County. The percentage of successful completion for all programs is 75.8. Eight hundred fifty-three youths (24.2%) were terminated as program failures.

Because eight programs reported that the average number of placements per month varies so greatly that they were unable to provide correct information and because two programs had not calculated the average number of placements, the statistics for this data are sketchy. The range in the average number of placements for the remaining programs was from one to fifteen placements per month (Shelby County averaged 100).

Not all programs have staff or caseloads assigned exclusively to electronic monitoring. In fact, in seven programs, probation officers or caseworkers have responsibility for the electronic surveillance of two to three youth on their regular caseloads. Twelve programs have caseworkers responsible solely for electronic

monitoring. In these twelve programs, the caseload ranges between eight and twenty. The most frequently cited caseload is eight to ten. In some cases, probation officers also provide routine supervision and services for the youth while surveillance officers monitor the youth's home confinement restrictions. Shelby County does not assign staff to make home visits, but relies solely on equipment to determine the youth's presence in the home.

Funding and Problems Encountered

Table Five presents information about who pays for equipment, who pays staff salaries, offender fees and problems with equipment, other agencies, the public and families.

Six agencies lease equipment, eight purchased the equipment and two lease some equipment while purchasing some. Of these sixteen agencies, four used grant funds.

In one program, the equipment was donated by the prosecutor's office and the community corrections department. Four agencies have service contracts with private electronic monitoring organizations which provide both equipment and computer surveillance services.

Staff salaries are paid by the agency in twenty programs, three of which use grant funds. The other program, in Alabama, relies on local jurisdictions to use their probation officers for home supervision.

Thirteen programs charge no fee to the offender, five charge a fee for the electronic monitoring service and three routinely charge supervision fees to all offenders placed on probation. Of the five charging electronic monitoring service fees, one charges a flat \$50 fee and one a flat \$150 fee. One program charges a \$2 per diem (which may be waived by the court) and another charges a sliding scale fee between \$5

Table 5

FUNDING AND PROBLEMS ENCOUNTERED

Agency	Who Paid for Equipment	Who Pays Staff Salary	Does Offender Pay Fee	Problems			
				Equipment	Other Agencies	Public	Families
Alabama DYS	state (lease) (federal grant)	county	No	some reliability problems	No	No	-some complaints on late night calls -giving up special phone features
Orange County Probation Department, California	county (lease)	county	No	no major problems, just annoying problems	No	No	-late night call -tying up phone needed for family business
California Youth Authority	state (purchase)	state-CYA	No	no major, only technical interference at times	No	No	relinquishing phone conversations
Workout Limited Colorado Springs, Colorado	state - DYS, purchases service contract	Workout Limited (state grant)	Yes, \$50 one time flat fee	some defective equipment	No	No	No
Pueblo Youth Service Bureau, Colorado	state - DYS through service contract	Pueblo Youth Service Bureau, (state grant)	No	minor only	No	No	No
Broward Regional Detention, Florida DHRS	state	state	No	some defective equipment	No	No	-late night calls -10 minute limit on phone use
EMS In-House Arrest, Florida	company (purchase)	company	Yes, \$5 to \$10 varies according to court order	No	No	No	No

Table 5 (continued)

FUNDING AND PROBLEMS ENCOUNTERED

Agency	Who Paid for Equipment	Who Pays Staff Salary	Does Offender Pay Fee	Problems			
				Equipment	Other Agencies	Public	Families
Opportunity House, Florida	company (purchase and lease)	company	Yes, varies according to capability, \$10 maximum per day	defective equipment	No	No	abusive parents have threatened to unplug monitor to harass youth
Marion County Juvenile Court, Indiana	prosecutor's office and grant (purchase)	county	Yes, \$2 per day (can be waived by court)	minor problems on some phone systems	No	No	occasionally troubled parents cause problems
Allen County Family Court, Indiana	county (federal grant)	county	Yes, \$150 one-time start-up fee	nothing major	No	No	-late night calls and visits -limits on additional phone services
Elkhart County Juvenile Probation, Indiana	county (lease)	county	Not just for EM--everyone including EM cases pays a probation user fee	replaced computer twice	No	No	No
Louisiana Office of Juvenile Services	state (lease)	state	No	considerable difficulty	one complaint from local probation department	No	late night calls

Table 5 (continued)

FUNDING AND PROBLEMS ENCOUNTERED

Agency	Who Paid for Equipment	Who Pays Staff Salary	Does Offender Pay Fee	Problems			
				Equipment	Other Agencies	Public	Families
Justice Resources, Inc., Maryland	company (purchase), contracts with state	company, through contract with state	No	No	some concerns but no major problems	term "electronic surveillance" caused some concerns, changed to "home confinement"	No
Winston-Salem Juvenile Court, North Carolina	court (state system) (foundation assistance)	court (state system) (grant)	No	No	No	No	some families want the youth to return to detention because the system changes the family dynamics
Cuyahoga County Juvenile Court, Ohio	county (pays per diem for service)	county	No	No	No	No	limiting use of and answering phone
Allegheny County Juvenile Court, Pennsylvania	county (lease)	county	No	compatibility of equipment with local phone system	No	No	-tie-up of phones -cover up for children
Shelby County Juvenile Court, Tennessee	county (purchase)	county	Not just for program, court assess fee for all youth	call waiting interference	No	No	late night calls

Table 5 (continued)

FUNDING AND PROBLEMS ENCOUNTERED

Agency	Who Paid for Equipment	Who Pays Staff Salary	Does Offender Pay Fee	Problems			
				Equipment	Other Agencies	Public	Families
El Paso Juvenile Probation, Texas	county (purchased through grant and county funds)	county	Not just for EM, all probationers pay \$15 monthly fee	No	No	No	confusion over computer verification process
Program Monitor, Inc., Texas	company (lease and purchase)	-caseworkers -county -monitors -company	No	sometimes it does not operate adequately	No	No	No
Kanawha County West Virginia	county (purchase through grant)	-county -program manager -state -Probation Officer	No	minor, technical interference in phone service	No	No	No
Kenosha County Department of Social Services, Wisconsin	county (contracts with service provider, leased)	-county -service provider through contract	No	minor problems only	political hot potato at first, nobody liked it, establishing advisory committee resolved problems	No	-family adjustments by having child at home -felt it threatening and intrusive

and \$10 per diem according to court order. One private service provider sets its own per diem rate of \$10 or less.

When asked about problems with equipment, five programs responded that they had experienced no difficulty and eleven had no major problems; but did have some compatibility or reliability problems. Five programs expressed considerable difficulty or problems with defective equipment.

None of the twenty-one programs related any major problems with other agencies. However, three programs told about some minor problems which have now been resolved. One of these three programs solved its difficulties by establishing an advisory committee. The only problem with the public encountered by an agency was over the term "electronic surveillance." The program gained public acceptance by using the media to explain the program and by calling the program "home confinement."

Fourteen programs experienced problems with families. Most of the problems centered around dissatisfaction with late night calls, restricting phone use and having to give up special telephone features. Some families were uncooperative and abusive or actually sabotaged the youth's participation in the program. Some families felt threatened and perceived the equipment as being intrusive. Most family problems were resolved by further clarifying the purpose of the program and helping the family to see its benefits.

Program Benefits, Caveats and Advice

Table Six includes information about primary program benefits, future plans, program caveats and advice offered to others considering establishing electronic monitoring services for juveniles.

Table 6

PROGRAM BENEFITS, CAVEATS AND ADVICE

Agency	Primary Benefits	Future Plans	Caveats Offered	Advice Offered
Alabama DYS	<ul style="list-style-type: none"> -gives alternatives to court for certain borderline youth facing detention placement -provides close supervision -reduces overcrowding 	<ul style="list-style-type: none"> -use State computer instead of contracting with Vendor -redistribute units for different coverage 	None	<ul style="list-style-type: none"> -be clear on intended use and target population -have contract agreement with parents regarding equipment use and its return
Orange County Probation Department, California	<ul style="list-style-type: none"> -gives P.O. extra tool to supplement existing services -keeps youth out of institution -reduces cost -reduces overcrowding -promotes family unification 	None	<ul style="list-style-type: none"> -does not replace staff but not for all -passive system has limitations -equipment is not the answer—must have staff contact -EM wristlets viewed as getting "stripes" by some youth 	<ul style="list-style-type: none"> -think active system may be more appropriate -do homework—don't get "turned on by vendors" -attend any related workshops -talk and write to others doing it -be aware of the political climate in agency, community and court
California Youth Authority	<ul style="list-style-type: none"> -provides ready awareness of where clients are—know if they have left or are at home -treat and supervise youth in community -youth are allowed at work/school -save institutional cost -able to know about and work immediately on problems as they occur 	<ul style="list-style-type: none"> experimenting with consolidating dating EM capability into special programs like alcohol and drug services 	EM works but it takes a lot of coordination and is time consuming	<ul style="list-style-type: none"> -take special care to make sure parents understand the equipment and the program -plan what you want to do and establish purpose and goals before purchasing equipment
Workout Limited Colorado Springs, Colorado	<ul style="list-style-type: none"> -youth released from detention -cost savings -keeps families together -youth remains active in community 	hire additional staff	benefits are the daily face-to-face contact with the youth and not necessarily the monitoring equipment	<ul style="list-style-type: none"> -program is not as easy as it may appear -must recognize that there is an increase in workload -other agencies, police, courts, prosecutor must be involved and supportive

Table 6 (continued)

PROGRAM BENEFITS, CAVEATS AND ADVICE

Agency	Primary Benefits	Future Plans	Caveats Offered	Advice Offered
Pueblo Youth Service Bureau, Colorado	<ul style="list-style-type: none"> -community security -know when "runners" leave -help with detention overcrowding -assist in identifying family problems -helps to serve youth in in community who need tutoring, A&D, etc. 	<ul style="list-style-type: none"> -may expand to serve youth on parole -use while youth are on home visits from group homes and institutions 	None	<ul style="list-style-type: none"> -follow-up with vendors -develop good relationship with vendor and/or service provider -staff are key to process -staff must follow through with phone contacts and home visits -screen youth for appropriateness -use both full and part-time staff
Broward Regional Detention, Florida DHRS	<ul style="list-style-type: none"> -creates structure for youth -helps worker have feeling of security regarding youth's whereabouts 	<ul style="list-style-type: none"> purchase computer and not use Hitek as the service company 	None	<ul style="list-style-type: none"> -may want to target younger age group (12 to 14) -kids don't understand the system and often are not mature enough to really understand it -equipment is never a substitute for man-power
EMS In-House Arrest, Florida	<ul style="list-style-type: none"> -keeps youth away from institutional environment -provides rigid schedule 	<ul style="list-style-type: none"> may contract with DHRS if state starts EM in the regional detention facility 	if the problem is in the home you may exacerbate the problem with home placement	<ul style="list-style-type: none"> -put emphasis on counseling -see youth often
Opportunity House, Florida	<ul style="list-style-type: none"> -allows offender to rehabilitative themselves in meaningful living situation -allows youth to receive training in community -keeps youth at home -costs less than incarceration -reduces law suits re: overcrowding and conditions of confinement -better and closer supervision 	<ul style="list-style-type: none"> -expand -include school drop-outs and suspension 	<ul style="list-style-type: none"> -must remember that the equipment does not have radar or guided missiles—i.e., it cannot do everything -wristlets are easy to break 	<ul style="list-style-type: none"> -set up rules and include parental responsibilities -have binding contract with parents -make sure parents are required to return equipment -do a thorough investigation of equipment before purchase -check equipment before use

Table 6 (continued)

PROGRAM BENEFITS, CAVEATS AND ADVICE

Agency	Primary Benefits	Future Plans	Caveats Offered	Advice Offered
Marion County Juvenile Court, Indiana	<ul style="list-style-type: none"> -allows youth to go home instead of detention while providing necessary supervision and control 	<ul style="list-style-type: none"> -reducing detention size from 210 to 144 -awaiting to see how EM needs to be adjusted 	<ul style="list-style-type: none"> -parents are often the greatest problem -some parents may become dependent and expect court to always control youth 	<ul style="list-style-type: none"> -remember to control the youth without driving them crazy -have sufficient number of staff -don't rely on equipment to control youth, they need personal attention and contact
Allen County Family Court, Indiana	<ul style="list-style-type: none"> -cost benefit: out of home vs. EM program -juvenile remains home and uses community resources -reduces detention and youth center population 	<ul style="list-style-type: none"> may expand to pre-adjudication because of over-crowded detention 	<ul style="list-style-type: none"> thinks active is better than passive system 	<ul style="list-style-type: none"> -EM is not a program in itself--must be supplemented with treatment, family counseling, urinalysis, community service work, personal visits by regular P.O. -be patient, go slowly
Elkhart County Juvenile Probation, Indiana	<ul style="list-style-type: none"> -allows more contact because of daily group requirement -provides a real/physical and symbolic realization to the youth -reduced number committed to state 	<ul style="list-style-type: none"> would like to expand but still working out bugs 	<ul style="list-style-type: none"> None 	<ul style="list-style-type: none"> -carefully select vendor -know who you are putting on the program--shouldn't be high risk offender -don't think EM surveillance is the answer--it is only a supplement to face-to-face and group meetings
Louisiana Office of Juvenile Services	<ul style="list-style-type: none"> -offender remains in community with family -peer group improvement -improvement in school performance -cost savings through home placements v. institutionalization -able to place more appropriate offender in institution bed space 	<ul style="list-style-type: none"> -closing female facility in 7/89 thus may expand program to 40 units -looking at new equipment/technology 	<ul style="list-style-type: none"> -program intent and purpose must be clearly understood by court, institutional staff, probation staff and youth or it won't work -an over used or abused program is not effective 	<ul style="list-style-type: none"> -work with family on its dysfunction -success depends on ability select appropriate offenders -have well thought-out selection criteria -have comprehensive supervision requirements -establish on-going program evaluation

Table 6 (continued)

PROGRAM BENEFITS, CAVEATS AND ADVICE

Agency	Primary Benefits	Future Plans	Caveats Offered	Advice Offered
Justice Resources Inc., Maryland	<ul style="list-style-type: none"> -youth are home, not institutionalized or confined -keeps family together -youth allowed to remain in school, community, work, etc. -immediate notification of violations -cost saving 	State plans to provide EM services in other counties	<ul style="list-style-type: none"> -you know where the youth is or isn't, but you don't know what he is doing -you have to keep people involved with youth 	<ul style="list-style-type: none"> -undertake program pre-planning with State, court, state attorney, public defender -have clear/written guidelines and policies -make sure you are aware of constitutional issues, due process and equal protection -have well trained staff -have back-up staff -have staff on duty during the hours youth are on restriction.
Winston-Salem Juvenile Court, North Carolina	<ul style="list-style-type: none"> -when used as alternative to detention it serves as a pre-probation period which gives insight to youth's likely reaction to actual probation -youth remains at home and in school -forces family to deal with family problems 	-expanding within the State court system to other counties	None	<ul style="list-style-type: none"> -develop home detention program first--then buy equipment to meet program needs, not vice-versa -check out vendor and equipment closely -prepare for expansion -watch net widening--make sure targeted youth are those who would be in secure placement -have adequate/on-going training -media can provide good PR if timed right
Cuyahoga County Juvenile Court, Ohio	<ul style="list-style-type: none"> -program enhancement tool of home detention program -provide support that otherwise would not be available to youth -keeps staff out of high crime areas at night 	unknown--still in pilot effort	not a substitute for staff	<ul style="list-style-type: none"> -have a system relying on people, not equipment -undertake needs assessment in setting up home detention program -check equipment carefully -know what you are going to do when violations occur

Table 6 (continued)

PROGRAM BENEFITS, CAVEATS AND ADVICE

Agency	Primary Benefits	Future Plans	Caveats Offered	Advice Offered
Allegheny County Juvenile Court, Pennsylvania	accountability to public	plans to expand to post-dispositional and post-commitment	None	encourage other jurisdictions to use it
Shelby County Juvenile Court, Tennessee	<ul style="list-style-type: none"> -save out-of-home placement cost -helps parents regain control of children -helps families communicate more -promotes family activities together -keeps property-offending youth off streets 	maintain program	<ul style="list-style-type: none"> -telecommunication is not suited for monitoring drug users since use can be in home -for unruly youth the program will either help or really accelerate the unruly behavior 	<ul style="list-style-type: none"> -take urine specimen on drug users -need family counselor with the program -don't overuse or abuse system -make sure you have enough personnel -needs auxiliary services to complement program -make parent liable for violations or rules of home placement
El Paso Juvenile Probation, Texas	<ul style="list-style-type: none"> -save costs by not committing youth -youth remains in community with family which allows counseling with all family members 	unknown	youth can succeed but failure in the program results in commitment	talk to others operating an electronic monitoring program
Program Monitor, Inc., Texas	<ul style="list-style-type: none"> -keeps youth out of detention -keeps youth out of state institution 	<ul style="list-style-type: none"> -maintain program -would like different equipment system 	not determined yet	<ul style="list-style-type: none"> -identify target client and program objectives -collect information -have well thought out goals and objectives -define program then construct program and equipment around what you expect

Table 6 (continued)

PROGRAM BENEFITS, CAVEATS AND ADVICE

Agency	Primary Benefits	Future Plans	Caveats Offered	Advice Offered
Kanawha County West Virginia	<ul style="list-style-type: none"> -avoids unnecessary incarceration -promotes sense of discipline and structure -limits opportunities for youth to get into further difficulty 	None	<ul style="list-style-type: none"> -program is useful but youth must make serious commitment to it -can be extremely successful or can violate youth almost immediately 	<ul style="list-style-type: none"> -focus on selection criteria and process -take hard look at equipment issues -structure a restrictive program having close, tight supervision
Kenosha County Department of Social Services, Wisconsin	<ul style="list-style-type: none"> -reduces impulsivity when youth believes he will be caught -helps parents regain control -holds parents accountable -perception of community safety -provides stability when coupled with other services 	other counties may begin program	None	<ul style="list-style-type: none"> -start small (5 to 10 units) -don't be fooled by tamper resistant features -use staff time to verify violations -accept fact that you are immediately aware of violation information and must respond—may result in more detention placements -don't make it a "stand alone" program—supplement with other services

Although empirical data does not exist to prove the success of juvenile electronic monitoring services, program staff see benefits gained by having the services in place.

The benefits expressed in order of frequency are:

- ▶ Allows the youth to remain at home, attend school, maintain employment and receive supervision and treatment in the community;
- ▶ Reduces detention overcrowding and prevents detention or institutional incarceration;
- ▶ Provides increased supervision and public accountability;
- ▶ Reduces costs;
- ▶ Holds youth and family accountable and provides for increased parental control;
- ▶ Promotes family unification;
- ▶ Enhances the probation officer's capability to supervise the youth;
- ▶ Provides an immediate awareness of home confinement violations and problems in the home;
- ▶ Improves school performance; and
- ▶ Reduces impulsivity of youth.

All the programs surveyed indicated that the electronic monitoring services will continue, some with expansion or refinement as needed. Significant future plans of some programs include purchasing or leasing the central computer rather than contracting for computer services, changing the type of system used or taking advantage of newer technology, using electronic monitoring for youth on home passes from institutions and redirecting services to special field service programs to target specific youth involved in community alcohol and drug treatment.

Programs were asked what caveats, meaning limitations, were associated with electronic monitoring. The most frequently cited caveat was that equipment should not be relied on to replace staff or personal contact. Others include:

- ▶ Home confinement may exacerbate family problems;
- ▶ There may be increased knowledge of violations of probation or home confinement which requires immediate intervention;
- ▶ While the presence or absence of the offender in the home is known, the equipment does not detect illicit activities such as drug use, etc.;
- ▶ Parents may become dependent on the program or authorities to control the youth; and
- ▶ The youth may consider wearing devices such as wristlets to be a status symbol.

No system is fool-proof or can guarantee 100 percent compliance with rules, but a couple of programs indicated that passive systems leave more room for undetected violations because of the randomness of the telephone calls.

The programs surveyed were enthusiastic to assist others interested in beginning electronic monitoring by sharing their experiences and offering the following advice.

- ▶ Carefully plan the program by defining the intended use and target population, establishing the purpose and goals before selecting the equipment, determining rules and parental responsibilities, and establishing eligibility criteria.
- ▶ Carefully screen youth for appropriateness.
- ▶ Equipment is no substitute for staff; staff and personal contact are key to program success.
- ▶ Expect an increased workload; a sufficient number of full-time and part-time staff is needed to ensure adequate coverage during the hours of restriction (i.e., evenings, nights and weekends).
- ▶ Rather than be influenced by the vendor's selling technique, conduct a thorough investigation of the type of equipment most suited to meet the program's purpose.
- ▶ Work with parents to make sure they understand the program and the equipment; have written agreements with parents regarding their responsibility for the care and return of the equipment.
- ▶ Be aware of the political climate in the agency, the court and the community; involve other agencies in planning to generate support; involve the media.

- ▶ Adequately train staff, including back-up staff who understand the equipment and can substitute in the absence of regular staff.
- ▶ Attend related conferences and workshops, obtain written materials and talk to or visit existing programs.
- ▶ Maintain a good relationship with the vendor.
- ▶ Establish a means of on-going assessment/evaluation.
- ▶ Control the youth "without driving them crazy."

ON-SITE PROGRAM VISITS

Of the twenty-one juvenile electronic monitoring programs identified, five were selected for on-site visits to collect additional information about the programs' design, development and operation. The assessment was conducted by using a format established by NCCD for the assessment of intensive supervision programs. This format was chosen because electronic monitoring is most often used as a tool for intensive supervision. Appendix C contains the specific questions asked during the on-site visits.

None of the twenty-one juvenile electronic monitoring programs are identical in their application, type of system, service area, agency operating the program and program duration. Therefore, the programs visited on-site were selected to reflect these differences. The five sites visited were:

- ▶ Louisiana Department of Public Safety and Corrections, Office of Juvenile Services, Baton Rouge--primarily chosen because the agency operating the program is a state department, the service area is statewide and the application is postdispositional and occasionally postcommitment.
- ▶ Winston-Salem Juvenile Court, North Carolina--primarily chosen because it uses both an active and a passive system (with the passive system employing voice verification rather than a wristlet) and the application includes predispositional, postdispositional and postcommitment. This was also one of the two programs which have been in operation for more than three years.
- ▶ Allen County Superior Court, Family Relations Division, Fort Wayne, Indiana--primarily chosen because the service area is limited to one county, the application is solely postdispositional, and the program uses a passive system with wristlets.
- ▶ Marion County Superior Court, Juvenile Division, Indianapolis, Indiana--primarily chosen because this program is one of the two which have been in operation for more than three years, the application is predispositional, and it uses both active and passive systems.
- ▶ Alabama Department of Youth Services, Montgomery--primarily chosen because it represents a unique collaborative effort between a state agency and eight local juvenile courts in the state's juvenile removal effort and the application is both predispositional and postdispositional. The program also uses the vendor to actually perform the monitoring by computer.

The five general areas addressed during the site visits and presented in this section of the report are program context, client identification, program services, goals and evaluation and linkages to other programs/services.

PROGRAM CONTEXT

The sets of conditions and assumptions which operationally and conceptually define the distinctive features of the programs were studied and found to vary from program to program.

History

The program in Louisiana is operated by the state department responsible for juvenile corrections. The program was begun to respond to a consent decree entered in Federal Court in 1984 dealing with the institutional staff/juvenile resident ratio which resulted in a back-log in detention facilities of 160-170 juveniles awaiting placement in the state's training schools or diagnostic center. The State of Louisiana reimbursed the local detention centers for the students on the waiting list on a per diem basis. The cost, along with the costs of the other out-of-home placements precipitated the search for more cost-efficient means to deal with young offenders.

Louisiana installed its equipment in June 1988 and began placing youth in the program in November 1988. At first, and in an effort to try to supervise some youth awaiting institutional placement, the state placed youth in the program who were inappropriate and who violated the program from the start. An early refinement of the eligibility criteria and selection process was undertaken to target more suitable youth. This enabled the agency to identify youth who would be more acceptable to the courts for release into the community under electronically monitored supervision. Louisiana

also found that status offenders were not well-suited for the program because of the family dysfunction associated with status offender homes. Initially the state was planning to not operate the program in New Orleans and Baton Rouge because most of the juveniles before the courts in these two cities were considered to be serious and repeat offenders. However, as the program evolved the state decided to include these two areas.

Louisiana's program is primarily used as a dispositional alternative to institutional placement. However, in an effort to provide a continuum of care and to reduce institutional population, it is secondarily used for early release and aftercare reintegration back home.

The court in Winston-Salem added electronic monitoring to its existing detention release program in September 1985 to enhance its services and because dollars were appropriated by the state to fund community alternative programs. In spite of the detention release program, Winston-Salem still faced detention overcrowding problems. The addition of electronic monitoring allowed the court to place youth, whom they otherwise would not have considered, on detention release.

Winston-Salem's program began as a pilot project in Forsythe County and initially had only an active system. In 1987 after the pilot program experiences were reviewed, the court expanded the system to have both active and passive capabilities. Additionally, through the state-funded community alternative program, the court agreed to allow Wilkes, Allegheny, Ash and Yadkin Counties to join the program and use the computer to monitor youth in these four counties.

Winston-Salem uses the program as a predispositional, postdispositional and postcommitment alternative. The most frequent use is as an alternative to detention in the predispositional stage. However, the program director thinks the program has been

most successful when used to reintegrate offenders back into the community during the post-commitment stage.

In Indiana, counties must pay the state and local providers for youth committed for out-of-home placement. Allen County experienced financial strain and began juvenile electronic monitoring to save out-of-home placement costs. The program began in January, 1988 as a six-month pilot. The pilot was determined to be successful and, with minor program refinement, began full operation in July, 1988. Allen County's program is postdispositional.

The Marion County court in Indianapolis did not want to rely on detention facilities for the care of youth awaiting hearings unless necessary and began using electronic monitoring after an agreement was reached with the adult community corrections agency to try a juvenile pilot project for six months. The project is continuing and operates as a predispositional alternative to placements in the detention center.

Alabama, like most other states, participates in the Juvenile Justice and Delinquency Prevention Act which, among other things, mandates the removal of juveniles from adult jails. Alabama's success in removing juveniles from adult jails, however, resulted in detention overcrowding. The Alabama Department of Youth Services was awarded a grant to assist the state in removing juveniles from adult facilities and used the funds for electronic monitoring to help alleviate the overcrowding in detention centers. The Department of Youth Services provides wristlets to eight courts and contracts with the vendor to perform the monitoring by computer. Without the program, the state might have had to again rely on adult facilities to hold juveniles. Electronic monitoring is also used as a postdispositional alternative to commitment to the Department of Youth Services.

Alabama is still in the pilot stage of this program which began in January 1989. The eight counties in the pilot include Baldwin, Calhoun, Cullman, Lee, Lauderdale, Morgan, Shelby and Walker. The program's unique approach involves a state-county partnership. The state provides the equipment and has established general guidelines for the program. However, each county is responsible for selecting the youth who are placed under electronic monitoring.

Organizational Structure

In Louisiana the Office of Juvenile Services, Division of Youth Services (which is responsible for juvenile probation and parole) operates the electronic monitoring program through its central office and eleven regional offices. The central office maintains all computer operations and the regional offices provide contact supervision of the juveniles. Juvenile services officers and regional staffing teams make recommendations for client acceptance to the central office which makes final approvals for admission.

Specialized training in electronic monitoring is provided to juvenile services officers by their supervisors who have been trained by the vendor and central office staff. Juvenile services officers also receive routine in-service training.

No new staff were hired when the state began electronic monitoring; juvenile services officers assume responsibility for those youth on their caseloads who are placed in the program.

Rather than requesting additional dollars for electronic monitoring, the Office of Juvenile Services reallocated existing funds within its budget to pay for the program. Costs include approximately \$21,000 to lease the computer and twenty-five wristlet/verifier units for one year (\$3.30/day/juvenile with full utilization) and

telephone expenses (between 8¢ and 13¢ per call). No new personnel costs were assumed since no new staff were hired. Louisiana officials state that electronic monitoring is more cost-efficient than incarceration or out-of-home community residential placement.

The central office staff, sixty-eight juvenile services officers, and twenty-two evaluation/placement workers are involved statewide. All these staff have responsibilities other than electronic monitoring. There are no staff devoted full-time to the program.

The Winston-Salem Juvenile Court serves one district in North Carolina's state court structure. The juvenile court judge approves all placements on electronic monitoring. Two full-time community detention counselors provide monitoring and supervision for the entire electronic monitoring caseload. Nine probation officers and three intake staff join the community detention counselors in making placement recommendations to the judge.

The vendor provided initial training on the use of the equipment. Additional training for staff has been provided in-house by the community detention counselors and by the chief court counselor.

The equipment was purchased under a state grant for community alternative programs. The community alternative program grant, which must be applied for each year, has also provided salaries and supplies for the community detention counselors. The court's budget pays travel and communications expenses for the counselors. The average cost is \$2.06/day/juvenile based on an average of sixty-six juveniles in the program a year.

Allen County's program is operated by the probation department within the court and is headed by the director of court services. The judge places youth in the program

in lieu of out-of-home placement as a disposition. One of the probation department's satellite offices is totally devoted to the electronic monitoring program and employs an electronic monitoring community treatment team made up of a full-time senior probation officer to direct the program, one full-time probation officer, three part-time surveillance officers and a full-time clerk-typist. The senior probation officer manages the program and its assigned staff. The probation officer develops community contracts, coordinates treatment plans for families and supervises the caseload. The surveillance officers ensure that the monitoring function is carried out.

The vendor trained two staff members who in turn trained the remaining staff. The senior probation officer now conducts on-going training. Equipment was purchased with grant funds and the county appropriated funds for remaining expenses, including \$68,000 for personnel and \$12,000 for contractual services such as family counseling.

Marion County's program is operated by the court and is managed by the intake/home detention unit which is staffed by a director, three home detention officers and seven other intake officers. Probation officers recommend placement during detention hearings to the judge, who makes the final decision. The probation officer carries the youth on his/her caseload, but the home detention officer conducts the actual monitoring and has the power of arrest to bring a violator back to detention. The court has an agreement with the Indianapolis Police Department whereby the police assist in monitoring. Training is provided in-house by the director of intake/community detention.

The equipment was acquired at no cost to the juvenile court. Program operation costs have not been calculated, but the director said that the total salaries of the three home detention officers is approximately \$42,000 annually. Each offender is charged \$2

a day to participate in the program, but the court waives this fee if it is determined that the family cannot afford it.

The Alabama Department of Youth Services contracts with the vendor for all computer services. The vendor informs DYS each weekday about the verification results. Three program specialists within DYS, among their other duties, serve as the liaisons to the local courts for electronic monitoring. The Department of Youth Services notifies the courts only if violations are noted on the daily computer printouts.

The vendor trained the DYS program specialists who, in turn, trained the local probation officers.

The total program costs have not been calculated since they are borne by both state and local agencies. However, the program did not require additional staff at either the state or local level.

Theory/Program Philosophy

The major proposition behind all the programs visited is that many young offenders can safely remain at home and should receive benefits derived in the home community. These benefits are realized through human contact via home visits and through involvement with community services such as school, employment, vocational training, counseling, church, etc.

The basic premise of Louisiana's electronic monitoring program is to provide psychological control over an offender when physical control or restriction is not possible or practical. Central office staff stated specifically that there are some youth committed to custody who, with intensive supervision coupled with electronic monitoring, can demonstrate a change in behavior. If the program demonstrates success in changing behavior, the courts will be more agreeable to considering higher risk youth for

electronic monitoring rather than relying on incarceration. A by-product of electronic monitoring is that institutional bed space is freed up for youth who are a substantial risk to the community.

Field staff across the eleven regions appear to understand and support the program. Some regions were more willing to give the program a try from the beginning; other took a "wait and see" approach by observing the experiences in other regions.

Central office staff have expressed some disappointment that two or three regions have not participated yet and that occasionally some juvenile services officers refer youth to the program but do not deal with violations.

The principles for electronic monitoring expressed by the Winston-Salem Juvenile court are that community detention can reduce time spent in secure detention, can provide a highly structured program, and can assist a family by helping to open lines of communication between the juvenile and his parents.

Staff at all levels, including the judges, appear to understand, use and like the program. The chief probation counselor indicates that the degree of support and use of the program results from confidence placed in the staff operating it.

The underlying principles of the Allen County program are providing alternatives to out-of-home placement, keeping families intact and using community resources. The court is pleased with the use of innovative approaches, but only if the result does not sacrifice the best interests of the youth and the community. Staff clearly understand and support the program's underlying principles.

The Marion County Home Detention Unit operates from the premise of providing juveniles an opportunity to be released from the detention center under close supervision by parents, court staff and law enforcement officials. This enables the youth to participate in school, family, work, counseling or other programs of care,

rehabilitation or treatment so that the "detention" process is on-going in the home environment. The program is based on the belief that the court needs to maintain public safety and confidence while acting in the juvenile's best interest. There appears to be a common agenda and support of the program by all staff involved in the process.

The basic premise of Alabama's program is to allow youth to remain at home in lieu of placement in detention while at the same time saving the counties dollars. The Department of Youth Services' staff believe that the local probation officers generally understand and support the principles, but indicated that the change from the customary response of detention to electronic monitoring requires reeducation, coaxing and support from DYS staff.

CLIENT IDENTIFICATION

The application of the program (predispositional, postdispositional, or postcommitment) helps to determine the combination of techniques, procedures and criteria used to define, select and admit clients to the services provided by the program. These factors also vary according to the philosophies of the courts or agencies managing the program as well as the experiences gained by operating the program.

In Louisiana, high priority candidates for electronic monitoring are those offenders being housed in local detention facilities awaiting acceptance by the Office of Juvenile Services and those currently in juvenile training schools who are eligible for release. Offenders who pose the least risk to the community and the least potential for failure in the program are preferably selected first. This allows the Office of Juvenile Services the opportunity to gain proficiency in the use of the equipment and to generate understanding and support for the program. It was expressed that as more experience is gained, both in operation of the equipment and selection of offenders, more diversity in

the type of offender selected might be possible. Offenders considered for the electronic monitoring program will typically:

- ▶ Be committed for a property offense;
- ▶ Have no record of violent offense;
- ▶ Have no record of offense involving weapons;
- ▶ Have a reasonably stable place of residence; and
- ▶ Not be considered a threat to public safety.

Offenders with significant history of alcohol and/or drug abuse or distribution are ordinarily excluded from the program. All available social, educational, psychiatric, psychological, medical information, etc., is taken into consideration before an offender is placed in the program.

An offender must have the desire to succeed in the program. If an offender does not want to comply with the requirements and successfully complete the program, the electronic monitoring equipment will accomplish nothing more than detect violations. The Office of Juvenile Services responds to violations as they occur. The offenders must realize that they have something to lose by failing in the electronic monitoring program and they will be incarcerated. Existing research indicates fear of incarceration to be the single most important factor of influence on an offender to succeed in the program. Accordingly, the program is thought to be most appropriate for offenders who have experienced a period of incarceration.

The juveniles targeted for the electronic monitoring program in the Winston-Salem Juvenile Court are either being detained in secure custody or they meet the statutory criteria for secure custody and are being considered for secure custody. All are eligible for the community detention program unless specified not eligible by the court.

The juveniles meeting the following criteria may be referred for consideration:

- ▶ The juvenile, male or female, must be between the ages of six and eighteen;

- ▶ The juvenile must have a home in which to live (own home or shelter care facility);
- ▶ The parents and juvenile must be agreeable to close supervision if the juvenile is to be at home;
- ▶ The juvenile's home must not offer a geographic impediment to the counselor; and
- ▶ All cases for detention will be considered eligible for the program unless otherwise specified by the court.

Juveniles with the following characteristics may not be appropriate for the program:

- ▶ A known active drug addict;
- ▶ A known active alcoholic;
- ▶ A juvenile whose parents refuse to accept him/her back into their home; and
- ▶ A juvenile who has previously participated in the program and his/her performance was unsatisfactory.

Juveniles are admitted into the Winston-Salem Community Detention Program by the following three different methods.

- (1) Release from secure custody before an adjudicatory hearing--A community detention counselor reviews the "detention list" every morning. If any juveniles has been placed into secure custody from the night before, the community detention counselor contacts the court counselor who is presently working with the juvenile and a joint decision is made as to the appropriateness of placing the juvenile into the community detention program. Placing any juveniles into this program requires the court's approval. Any juvenile's family not having a telephone will not qualify for the electronic monitoring system.
- (2) Recommended by a court counselor to the program--A court counselor may recommend a juvenile for the community detention program if the juvenile is already on probation, the juvenile commits a new delinquent offense, and the delinquent offense is one that would allow secure custody for the juvenile. A joint decision between the court counselor and the community detention counselor is made as to the appropriateness of placing the juvenile into the program. Any juvenile referred to this program by the court counselor serving aftercare juveniles is given priority consideration.

- (3) Recommended to the program by the court--The court may order that a juvenile participate in the community detention program as a condition of an adjudication order or of a disposition order.

When a community detention counselor and a court counselor determine that a juvenile is appropriate for the program, the community detention counselor interviews the juvenile, the juvenile's parent(s), and the juvenile's attorney, if applicable. All parties must agree with the juvenile participating in the program. Once an agreement is reached, the community detention counselor and the court counselor appear before the court to request the court's approval for the juvenile to participate in the program. If the court agrees with the recommendation, the juvenile is admitted into the program. If, at any point during the admissions process, any party refuses to cooperate with the community detention counselor, the admission will be terminated.

Juveniles in Allen County may be placed on electronic monitoring in lieu of incarceration in a correctional facility or in lieu of placement in other private facilities. The majority of those admitted are individuals who have a history of referrals with the probation department. They are at high risk for removal from their homes and priority is given to those who would otherwise be ordered into private placements or state correctional facilities. They are individuals who have received most of the opportunities and resources the probation department has to offer and may well be individuals who have previously failed to respond to standard probation. The opposite may also be true. It is possible for individuals with no prior referrals to find themselves faced with the necessity for program involvement.

The specific criteria for program placement in Allen County are:

- ▶ There must be a working telephone system within the home (provided by the family or the probation department), and either (1) the juvenile must have been ordered removed from the home (committed to a training school or placed into a private facility), or (2) the juvenile has been determined to

be at high risk for removal from the home for commitment or private placement.

The general considerations for program admission include:

- ▶ No prior executed commitments;
- ▶ No violent offenses (past or present);
- ▶ Resident of Allen County;
- ▶ Involvement in educational program, employment program, and/or employment training;
- ▶ Agreed and voluntary cooperation of the probationer and his/her family; and
- ▶ Available opening in the program.

In Marion County the criteria for formal home detention are:

- ▶ The juvenile is referred for an offense(s), or has a history of related offenses, serious enough for the court to consider using secure detention pending adjudication;
- ▶ The youth lives in Marion County;
- ▶ The youth is currently detained; and
- ▶ The youth is not charged with an offense that is a Class A felony if committed by an adult.

The court makes an initial determination of detention or release. If detention is determined to be appropriate, then consideration is made for release under electronic surveillance. The following categories are considered for placement in the home detention electronic surveillance program.

First time referrals for:

- ▶ Residential burglaries;
- ▶ Business burglaries;
- ▶ Vehicle thefts; and
- ▶ All sex offenses.

The following first time referrals of a serious nature are considered only under unusual circumstances:

- ▶ Criminal recklessness;
- ▶ C felony robbery;
- ▶ Possession of a weapon; and
- ▶ B felony battery.

On repeat, nonserious offenders, first consideration is given to alternatives to detention. The following categories of repeat offenders are considered unless a prior offense was of a serious nature:

- ▶ All theft, conversion or attempted thefts;
- ▶ Criminal mischief; and
- ▶ Criminal trespass.

Release on electronic monitoring may also be considered for youth who have successfully completed alternative release programs.

The Alabama Department of Youth Services has established guidelines which may or may not be adopted at the court's discretion. The criteria offered by DYS are as follows:

Consider--

- ▶ Curfew violations;
- ▶ Burglaries;
- ▶ Thefts;
- ▶ Drug and/or alcohol offenses;
- ▶ Auto theft;
- ▶ Chronic offenders;
- ▶ DYS commitments; and
- ▶ Minor violations of aftercare.

Exclusions--

- ▶ No serious crimes against persons;
- ▶ No chronic runaways;
- ▶ No drug traffickers; and
- ▶ No first time CHINS (children in need of supervision).

PROGRAM SERVICES

The range of services provided by the programs to meet the needs of clients and to manage and supervise those youth in the electronic monitoring program is the key component for program success. While frequent electronic and personal contacts, as well as program planning for youth, are undertaken by the programs, the approaches and frequencies vary.

In Louisiana, prior to an offender's release from detention into the electronic monitoring program, case staffing/planning is done to provide for the offender's needs upon returning to the community. A comprehensive service plan is developed, making optimum use of available community resources.

In order to install the electronic monitoring equipment and train the offender and his family in its use, the juvenile services officer is required to contact the offender the same day he is released from training school or detention. This allows entry of the offender into the electronic monitoring central system the same day he is released from detention or training school.

During the initial contact with the offender and family, the service plan is thoroughly reviewed with them. The following minimum standards of supervision apply to all offenders released from detention or training school as well as any other offenders placed on the electronic monitoring program.

Weekly	1 personal contact with offender
	2 phone contacts with offender
	1 phone contact with parent or guardian
	1 phone contact with school or employer
Biweekly	1 personal contact with parent or guardian
	1 phone contact with community treatment agencies

Strict adherence to the requirements of the electronic monitoring program is expected of all participating offenders. Any offender unable to conform to the

requirements of the program or who willfully violates the terms of his release agreement is terminated from the program and immediately returned to training school (if within fourteen days of release) or placed in the Juvenile Reception and Diagnostic Center (if violation occurs after fourteen days).

The Winston-Salem program provides each juvenile at least one eye-to-eye personal contact per weekday. Each juvenile receives at least one collateral contact per day, if possible. The parents of each juvenile should be contacted daily, but no parent is contacted less than twice per week. Additional periodic contacts are made with a juvenile to verify compliance with curfew requirements.

Officials at the school where a juvenile attends are contacted daily to determine the juvenile is attending school and that he is not presenting serious discipline problems. The juvenile is not removed from regularly scheduled classes to verify school attendance. When a community detention counselor learns of inappropriate school behavior, he immediately reports this information to the juvenile's court counselor. Both counselors determine the appropriate manner in which to deal with the problem.

Each juvenile participating in the program is referred to appropriate private community resources (mental health, Boys and Girls Clubs, etc.). All referrals to any program are discussed with the supervising court counselor before an application is submitted. Daily contact is made with the proper personnel at each community resource to verify the juvenile's attendance and progress. However, if a community resource meets only twice a week, the contact with that resource is only twice a week. Winston-Salem officials indicate that at least 50% of the juveniles participating in the program are matched with an appropriate community resource. No risk or needs assessment instrument is used by the Winston-Salem program.

When a decision is made to place an electronic monitor on a juvenile, the device is in place no later than seventy-two hours after the juvenile enters the program. If the court orders a juvenile into the program as a condition of an adjudicated order or a dispositional order, the device is in place no later than twenty-four hours after the juvenile enters the program.

The community detention counselor keeps the supervising court counselor informed about a juvenile's progress in the program. Verbal reports are made with the supervising court counselor at least every other day and copies of the community detention counselor's narratives are delivered to the supervising court counselor upon request.

Winston-Salem uses a point system which was specially designed for youth in the community detention program on a postdispositional status. The client enters the program at Level 1 with zero points and works through three levels. The youth earns twenty points each day for perfect performance and may additionally earn two to five bonus points a day for behaviors such as improvement in school, job performance and performing household chores. When the youth earns 600 points, he is released from the program. Violating the terms and conditions of the program may result in a loss of points or termination from the program. A client does not remain in the program for longer than sixty days unless otherwise ordered by the court. If, at the end of sixty days, the youth has not earned 600 points, he is terminated from the program as an unsuccessful completion and further action is taken as deemed appropriate.

The community detention counselor discusses any juvenile's violation of the program with the juvenile's supervising court counselor. Both make the determination of whether or not to terminate the juvenile's involvement in the program. Special consideration is given to the community detention counselor's opinion of the juvenile's

ability to participate in the program. If a juvenile's involvement in the program is to be terminated, the following procedure applies.

- (1) A Motion for Review is completed, stating the allegations being made against the juvenile.
- (2) A Secure Custody Order is completed and presented to a judge, along with the Motion for Review. A judge makes the final determination to place the juvenile in secure custody.
- (3) A copy of the Order placing the juvenile into the program and a copy of the community detention contract are attached to the Motion for Review and the Secure Custody Order.
- (4) Enough copies are made available for each of the following: the juvenile, the juvenile's parents, the supervising court counselor, the staff of the Youth Center and the community detention counselor.
- (5) Either the police department or the sheriff's department receives the paperwork to place the juvenile in secure custody.

Whenever a juvenile is released from the program, a progress report is completed and a copy delivered to the supervising court counselor.

In Allen County, program services begin with placement when the court suspends the youth's commitment and places the youth on probation with electronic monitoring. The parents must pay a one-time user fee.

Following the dispositional hearing, the juvenile and parents meet with program staff to establish curfew hours, review probation rules, sign forms, etc. The youth is then transported to the county detention center where the wristlet is placed on the youth's arm and necessary information is entered into the system's computer. After the verifier is installed in the home phone and checked to make sure it operates, the youth is released to his parents. If the youth is ordered into the program and the parents do not have a telephone, the program staff arrange for telephone installation and the youth remains in detention until installation is completed.

All youth are under the intensive supervision of a program team and are subject to all the rules and regulations of the Allen County Juvenile Probation Department. Surveillance officers work as part of the program team by following up on computer-reported violations and by making home visits to personally verify the operation of the wristlet, verifier and telephone.

The Allen County program staff said that due to the narrow target group, the supervision requirements may appear to be somewhat strict. Supervision consists of direct services, brokerage services, surveillance and electronic monitoring. Regardless of the circumstances which resulted in the juvenile being placed in the program, the staff say that the youth find their lives drastically altered by the program services. Their behavior and freedom are curtailed through strict curfew monitoring, intensive probation supervision and family intervention.

The program director in Allen County provided the following contact schedule.

Probation officers:

- ▶ 3 times weekly face-to-face with the youth
- ▶ 2 times weekly face-to-face with parents
- ▶ Weekly with school personnel
- ▶ Weekly with employer
- ▶ Weekly with treatment service staff

Surveillance officers contact each youth at least daily either by telephone or in person.

Youth in the Allen County program are under supervision for at least 180 days. However, the length may be adjusted following a review by the court. For the first thirty days, youth are expected to be in their homes except for time allowed for involvement in school, employment, church, probation appointments and treatment programs. Social time is allowed after thirty days if the youth has had no compliance problems and is granted only after a case staffing.

The electronic monitoring level is established by the program team to be commensurate with the needs of the youth and community safety. The level of monitoring is reduced after thirty days of program compliance and completion of goals. The level of monitoring may also be increased or decreased because of a change in school, employment or church attendance.

Both the youth and parents are required to participate in specific treatment programs identified by the program team. The treatment plan is developed within thirty days of program placement and incorporates goals to be accomplished while under program supervision.

When youth in the Allen County program commit a system violation, a conference is held with the program team, youth and parents. If a change in the monitoring, supervision or treatment plan does not rectify the problems, a probable cause affidavit is filed and a warrant is issued. Youth will automatically be recommended for termination if they:

- ▶ Remove, tamper, or render any of the equipment inoperable;
- ▶ Commit a new criminal offense; or
- ▶ Repeatedly violate curfew.

The Marion County Home Detention Program requires that the parent, the probation department and the home detention unit work closely together to provide necessary supervision to ensure the juvenile's compliance with the rules. Probation staff review the contracts with the parents and youth and emphasize that the juvenile's continued release from detention is contingent upon compliance with the rules. The contracts and necessary information are then forwarded to the home detention unit for monitoring.

The home detention unit monitors approximately eighty clients, including those on electronic surveillance. Three home detention officers work varied hours and days to

provide full-time coverage and monitor clients on a regular basis. The home detention officer is required to make at least one weekly face-to-face contact with the youth; however, the program supervisor said that they usually see the youth two or three times a week. The officers in Marion County have special deputy powers to allow them to bring violators to the attention of the court in an expedient manner. The officer submits a daily log sheet to his supervisor and updates the log book in the office at the end of his shift. The probation department is notified about any problems or concerns on a particular case. An arrangement has been made for the cooperation and assistance of the law enforcement agencies in Marion County so that they will also monitor juveniles placed on home detention. The Indianapolis Police Department Juvenile Branch has assigned a liaison officer to the home detention program. He makes daily contact with the program supervisor to update the roster of home detention clients. The police are empowered to arrest and detain violators.

Home detention officers submit weekly reports on each client to the assigned probation officer. Reports are more frequent if problems are apparent. Serious violations are acted upon immediately by either the home detention officers or the police department. These violators are arrested and detained pending a violation hearing. For less serious violations, an affidavit is sent to the probation department, which brings the matter to the attention of the court. Affidavits are also sent to the probation department when clients abscond. The probation department is expected to file a violation petition and request a detention order.

The unique design of Alabama's program results in a lack of uniform delivery of program services in the eight participating counties. The local probation departments and/or the judges choose which youth are placed in the program. Placements are screened to see that they meet the criteria and guidelines established by the Alabama

Department of Youth Services, but no uniform or formal risk or needs assessments are undertaken. The only consistent services outside the electronic surveillance (provided by the vendor through a contract with the state) are the regular probation services offered within each county. Any auxiliary services to support the program are those which are available in the various counties.

PROGRAM GOALS AND EVALUATION

Program goals and objectives should be developed to guide the overall operation of any well-designed program, including electronic monitoring. Measurable goals and objectives provide the foundation for evaluating program effectiveness. Other sections of this report indicate general program purposes; this section presents actual goals and objectives which were developed by program designers and are objective enough to be evaluated.

The Allen County program, although without written, quantifiable objectives, has been evaluated by Indiana University. The University study was considered to be exploratory in nature, rather than quantifiable research, because subject selection was not conducted randomly (only six juvenile males were included in the study) and no control group was identified. The study report itself questioned the reliability of its generalized findings.

The Winston-Salem and Marion County programs have established specific goals and objectives which are measurable and lend themselves to evaluation. However, neither of these two programs have to date been formally evaluated to assess the impact of the programs or to determine the extent to which the programs are cost-effective. Marion County is currently undergoing an evaluation through a grant awarded by the National Institute of Justice.

The goal defined for electronic monitoring by the Winston-Salem Juvenile Court is "to reduce the number of children who remain in detention from apprehension to hearing, while providing services, provide alternative to secure detention at disposition including matching these children with Community Based Alternatives (CBA) and providing more humane and home-like atmosphere; by providing a viable alternative to secure detention for selected children, this alternative would be home detention and would allow the child to remain at home with certain conditions; thus saving the cost of secure detention and providing structure and limits without incarceration. In addition, Alternative to Secure Detention may be used to decrease the length of time a youth may serve in training school . . ."

The objectives developed to reach this goal are as follows:

- (1) To remove 100 youth from secure detention who would otherwise remain detained; thus reducing their time spent in detention by at least 50 percent below the normal amount of time a child could be detained for the offense committed.
- (2) To increase enrollment in other community-based alternative programs. Fifty percent of the children to receive services from one or more community-based alternative programs.
- (3) Offer as an alternative to secure detention for at least 25 percent of the children who come before the judge and are eligible for detention.
- (4) Interview and offer service to at least 10 percent of the county's children in training school.
- (5) At least 50 percent of the children admitted to the program will remain free of secure detention or not be returned to training school.

Marion County established its electronic monitoring program to "enhance the existing means by which non-violent juvenile offenders are diverted from detainment and to provide for a method of structured supervising for higher risk juveniles who could then be released from the Marion County Detention Center. This program would also

aid the probation department in monitoring high risk home detention cases as a condition of probation due to insufficient manpower and resources . . . "

Marion County's objectives to accomplish this goal are:

- (1) To divert non-violent juvenile offenders from secure detention and to reduce the number of juveniles actually detained by 10 percent to 15 percent.
- (2) To place and properly monitor a maximum capacity of twenty (20) juvenile offenders at any one time.
- (3) To place and properly divert a total of fifty-two (52) juveniles from detention.
- (4) To maintain a successful completion rate of 80 percent for all juveniles placed in the program.
- (5) To collect a user fee at the per diem rate of \$2.00 per person to offset costs of the program and to use this revenue for future funding.

Most programs using electronic monitoring have only recently begun and are still in process of being refined in terms of program participants, program process, specific program objectives and maintaining program specific data. Thus it is not surprising that there are gaps in the information available on the programs.

No site visited used a comprehensive management information system. All programs keep some relevant information manually, but none have an automated information system to maintain and compile program specific data.

The Winston-Salem and Allen County programs routinely compile information on client characteristics and program performance indicators. The extensive information collected by some programs and the limited information maintained by other programs is generally descriptive in nature and thus not amenable to a formal evaluative research effort.

PROGRAM LINKAGES

Program linkages are those formal and informal conditions and relationships that may support or hinder program operations. They involve factors such as the program's relationships with the juvenile justice system, the client's family, schools, local businesses and community organizations/groups.

All the programs indicated the need for good relationships with the court, law enforcement, schools, local probation and intake departments, district attorneys, families, community service providers, the client's employers and, when appropriate, the state department serving juvenile offenders. The programs also recognize the need to maintain positive public relations and acceptance from the general population.

Involving other people who are most directly effected by the program was a technique that some of the sites used when planning the program to ensure support and cooperation both in starting the program and continuing its operation.

Judicial support is the most critical linkage for the success of the program. The judge makes the decision about which youth to place in the program and the integrity of the program rests heavily on the appropriateness of the population served.

Without law enforcement support, the program would not be able to operate efficiently. Moreover, law enforcement acceptance generates a public perception that the program is accountable.

While the programs themselves usually monitor and supervise the clients, they rely on other agencies to provide important auxiliary services such as mental health therapy, drug and alcohol treatment, family counseling, etc. The services of these agencies contribute to the overall benefits derived from treatment in a community setting.

Family cooperation is vital to the successful completion of a program by the youth. At the very least, the family must not sabotage the program by refusing to allow the installation of telephone equipment, by refusing to give up telephone services such as call waiting or call forwarding, or by lying for the youth (saying he is asleep when he is actually away from home). Program staff say, however, that most parents do cooperate and sometimes even view the program as helping them exercise their parental control.

While schools, employers and the general public may not be so directly involved with or effected by electronic monitoring, their support is viewed as needed since any opposition could jeopardize the program.

RECOMMENDATIONS

The purpose of this report is to provide the Office of Juvenile Justice and Delinquency Prevention with information regarding juvenile electronic monitoring programs in an effort to develop a model for use in OJJDP's long-range program development process. Secondly, the information contained in this report can immediately assist jurisdictions which are considering implementing electronic monitoring services.

The best use of electronic monitoring occurs when it is a component of an intensive supervision or home confinement service. Electronic monitoring should not be a "stand-alone" program. The development of the model must not only incorporate the elements of electronic monitoring strategies, but must also include strategies needed by the services electronic monitoring is intended to supplement.

Any kind of program must be developed within the context of the participating factors which point out the need for alternatives. Electronic monitoring is only one response among a wide range of alternatives. The factors precipitating the creation of most of the programs explored in this report were detention and institutional overcrowding and/or overuse.

Since jurisdictions interested in replicating electronic monitoring services will likely identify their own unique purposes, goals, target populations and applications, none of the programs included in this study are recommended as a national model as they currently exist.

In developing an electronic monitoring model, OJJDP should consider the three options offered below:

- (1) Develop a new prototype model for implementation in a new site.
- (2) Refine or modify an existing electronic monitoring program.

- (3) Incorporate an electronic monitoring component within the demonstration project being developed under OJJDP's intensive supervision program.

While one option is not recommended over another, the development of any electronic monitoring program model must be based on sound planning and implementation strategies. The first, and most crucial, step is to determine the philosophical basis and theoretical principles upon which the program will be conceptualized. It is critical that electronic monitoring services be conducive to the philosophical and political climate of the jurisdiction.

Other factors which must be included in the planning and implementation stages include:

- ▶ An empirical identification and documentation of need;
- ▶ A clearly articulated statement of mission, intent, and purpose;
- ▶ Involvement of parties effected by the creation of electronic monitoring services and a clear articulation of internal and external linkages and expectations;
- ▶ Identification of the target population;
- ▶ Development of long-range goals and measurable objectives to accomplish the goals;
- ▶ Development of program strategies to include;
 - eligibility and exclusion criteria,
 - referral and placement process,
 - rules and regulations for the youth to follow,
 - sanctions, and
 - termination procedures.
- ▶ Determination of the organizational structure and staffing pattern;
- ▶ Selection of surveillance equipment which is best suited to the program design;
- ▶ Establishment of a data system to collect client-specific information as well as to maintain program management and assessment information;

- ▶ Identification of services and the means by which services will be furnished;
and
- ▶ A strategy for a comprehensive evaluation of the services.

Should OJJDP decide to proceed with developing a juvenile electronic monitoring model for replication, Community Research Associates will be available to assist the Office in further developing the program strategy and in working with the site(s) chosen to implement the project.

APPENDICES

APPENDIX A

JUVENILE ELECTRONIC MONITORING PROGRAMS

Alabama (1)

1. Alabama Department of Youth Services
P.O. Box 66
Mt. Meigs, Alabama 36057
contact: Allie Freeman (Coordinator)
phone: (205) 272-9100

California (2)

2. Orange County Probation Department
Electronic Home Confinement Program
P.O. Box 10260
Santa Ana, California 92711
contact: James Belter
phone: (714) 834-6929
3. California Youth Authority
Electronic Monitoring Program
4241 Williamsborough Drive
Sacramento, California 95823
contact: King E. Morris (Director)
phone: (916) 427-4730

Colorado (2)

4. Workout Limited
1310 Pecan Street
Colorado Springs, Colorado 80904
contact: Dotti Piccinni (Director)
phone: (719) 471-4200
5. Pueblo Youth Service Bureau
612 West 10th Street
Pueblo, Colorado 81003
contact: Molly Melendez
phone: (719) 542-5161

Note: Both Colorado Programs are under
contract with Colorado DYS
contact: Jerry Adamek (Regional Manager)
phone: (719) 540-9660

Florida (3)

6. Broward Regional Juvenile Detention
Home Detention Unit
222 Northwest 22nd Avenue
Ft. Lauderdale, Florida 33311
contact: Cassandra Wright
phone: (305) 467-4563

7. EMS In-House Arrest
Electronic Monitoring Services
1103 West Hibiscus Blvd., Suite 311
Melbourne, Florida 32901
contact: Wayne Hand
phone: (407) 728-1100

Note: Serves Indian River County Juvenile Court
on per diem basis

8. Opportunity House
707 Chillingworth Drive, Suite 28
West Palm Beach, Florida 33409
contact: Jim Jefferys (Director)
phone: (407) 640-0440

Indiana (3)

9. Marion County Superior Court
Juvenile Division
2451 North Keystone
Indianapolis, Indiana 46218
contact: Andrea Taylor
phone: (317) 924-7552

Note: Court has two programs

10. Allen County Superior Court
Family Relations Division
Juvenile Electronic Monitoring Program
Fort Wayne, Indiana
contact: Ken Watson
phone: (219) 428-7541

11. Elkhart County Juvenile Probation Department
Intensive Supervision Opportunity Program
County Court Building
315 South Second Street
Elkhart, Indiana 46516
contact: Alan Sirinak
phone: (219) 523-2203

Louisiana (1)

12. Department of Public Safety and Corrections
Office of Juvenile Services
P.O. Box 44141
504 Mayflower Street
Baton Rouge, Louisiana 70804
contact: Phillip Bonner (Director)
phone: (504) 342-2655

Maryland (1)

13. Justice Resources, Inc.
526 St. Paul Place
Baltimore, Maryland 21201
contact: Eddie Harrison
phone: (301) 837-9660

Note: Contracts with Maryland Juvenile Services
Associated with

Capital Care Incorporated
913 U. Street, NW
Washington, DC 20001
(202) 371-6625
(contact: Rex Smith)

North Carolina (1)

14. Winston-Salem Juvenile Court
P.O. Box 1411
Winston Salem, North Carolina 27102
contact: Jim Weakland (Chief Court Counselor)
phone: (919) 761-2265

Ohio (1)

15. Cuyahoga County Juvenile Court
Home Detention Program
2209 Central Avenue
Cleveland, Ohio 44115
contact: Carl Sanniti
phone: (216) 443-3487

Pennsylvania (1)

16. Allegheny County Juvenile Court
3333 Forbes Avenue
Pittsburgh, Pennsylvania 15213
contact: Joseph Daugerdas (Director Court Services)
phone: (412) 578-8210

Tennessee (1)

17. Shelby County Juvenile Court
Youth Service Bureau
Hanover House Program
Adams Street
Memphis, Tennessee
contact: Kevin Key
phone: (901) 365-2273

Texas (2)

18. El Paso County Juvenile Probation Department
Electronic Monitoring Program
6400 Delta Drive
El Paso, Texas 79905
contact: Isabel Pruneda (Senior P.O.)
phone: (915) 772-2133
19. Program Monitor, Inc. (PMI)
3625 North Hall Street, Suite 1000
Dallas, Texas 75219
contact: Rick Grinter (Director)
phone: (214) 521-0306

West Virginia (1)

20. Kanawha County Home Confinement Program
Kanawha County Courthouse, Room 250
Charleston, West Virginia 25301
contact: Jack Myatt, Chief P.O.
phone: (304) 357-0500

Note: Both juvenile and adult program

Wisconsin (1)

21. Kenosha County Department of Social Services
Intensive Supervision Program
714 52nd Street
Kenosha, Wisconsin 53140
contact: Dennis Schultz (Supervisor of Court Services)
phone: (414) 656-6557

Note: Has a service contract with
Professional Services Group (PSG, Inc.)
Dan Baren--contact
(414) 654-1004

APPENDIX B

JUVENILE ELECTRONIC MONITORING PROGRAMS

PHONE SURVEY

A. General Information

1. Agency Name _____
2. Address _____

3. Phone Number _____
4. Director's Name _____
5. Contact Person _____

B. Purpose, Organization, History

1. What is the current application of the program?
 Pre-dispositional (used as alternative to detention or jail placement while awaiting trial)
 Post-dispositional (used as alternative, such as probation, to out of home placement)
 Post-commitment (used as a step-down continuum of services to reintegrate into home such as aftercare, etc.)
 Other (describe) _____
2. Area of coverage (ie., name of county(s), city(s), etc.):

3. Date Program Began: _____
4. Date 1st Offender Placed in Program: _____
5. Age of Program: _____ year _____ months

C. Program Planning, Legislation, Eligibility Criteria

1. Was Enabling Legislation Required? yes no

Discussion _____

2. What incident or circumstances precipitated the start of the program? _____

3. Was a feasibility study conducted? _____

4. What are the eligibility criteria for placement into program? _____

5. Is placement in program voluntary? yes no

Discuss: _____

6. Are there exclusion criteria? yes no

If yes, what are they? _____

D. Equipment

1. What type of equipment is used? (ie., continuous signal, programmed contact)

2. Name of vendor(s): _____

3. Number of units (by type if more than one type used):

4. Reason for choosing type of equipment or vendor? _____

5. Did the program field test the equipment? yes no
 If yes, how? _____

E. Duration of Monitoring and Training

1. What are the maximum, minimum and average duration of time juvenile offenders have been kept under electronic monitoring?
 Maximum _____
 Minimum _____
 Average _____
2. What do you estimate is the optimum (most beneficial) length of time for youth to be kept under electronic monitoring? _____

3. Are there policies governing requests for curfew exceptions? yes no
 If yes, what are the exceptions? _____

4. Were staff trained in the use of the equipment? yes no

If so, how? _____

5. Are offenders trained in the use of the equipment? yes no

If so, how? _____

F. Caseload Statistics

1. How many offenders are under surveillance today?

_____ Date: _____, 1989

2. How many juveniles have entered the program? _____

3. How many juveniles have satisfactorily completed the program? _____

4. How many juveniles have failed the program? _____

5. What is the average number of placements per month in the program? _____

6. What is the maximum number of offenders who may be supervised by one staff monitor/worker? _____

(explain if necessary) _____

G. Program Funding

1. Who paid for the equipment? _____

2. Who pays monitors'/supervisors' salary? _____

3. Does the offender pay a fee? _____
If so, discuss _____

H. Problems Encountered

1. Have there been problems with the equipment? yes no

If so, describe _____

2. Have any problems occurred with other juvenile justice agencies/
organizations? yes no

If so, describe _____

3. Have any problems occurred with the public? yes no

If so, describe _____

4. Have any problems occurred with the family of the youth being monitored?
yes no

If so, describe _____

I. Program Benefits, Plans and Caveats

1. What are the primary benefits of the program? _____

2. What are the future plans for the program? _____

3. What caveats are associated with programs using electronic monitoring devices to manage and supervise youth? _____

4. What advice is offered to others who are considering starting a juvenile electronic monitoring program?

APPENDIX C

ON-SITE PROGRAM ASSESSMENT

The National Council on Crime and Delinquency (NCCD) established a structure for the assessment of intensive supervision programs within OJJDP's program development process. Since using electronic monitoring devices for the management and supervision of youth is actually an intensive supervision technique, the NCCD system was applied to conduct on-site assessment of electronic monitoring programs.

The primary purpose of conducting on-site assessments is to document the program's design, development and operation. The five general areas of assessment established by NCCD are:

- ▶ Program Context
- ▶ Client Identification
- ▶ Program Services
- ▶ Goals and Evaluation
- ▶ Program Linkages

Each of these assessment areas is described below and is followed by the relevant questions and information collected during the on-site visit. The on-site assessments were geared toward the actual operation and management of the program, and at a minimum included (1) interviews with key administrators, managers, court representatives, line staff and service contractors (if applicable), (2) interviews with individuals who were involved in the original design of the program, (3) observation of program operations, including potential "ride along" with individual staff, (4) review of written policies, procedures, and philosophy statements, and (5) obtaining copies of relevant documents (ie., policies, procedures, criteria, organizational charts, position description, forms used in the program, routine management reports).

A. Program context--The set of conditions and assumptions which operationally and conceptually define the distinctive features of the program. This includes:

1. History

- a. What was the original impetus for the program? What were the precipitating problems? Who initiated the program?
- b. When did the program start?
- c. How did the program evolve? Can distinctive development phases be identified? If so, what are the reasons for this evolution?
- d. Where is the program targeted within the system [ie., pre-disposition, post dispositional (in lieu of out of home placement), or post dispositional (reintegration after institutional or out-of-home placement)]?

2. Organization Structure

- a. What is the chain of command (historical and current)?
- b. Who runs the program (court, probation, state, other)?
- c. What are the general position descriptions, hiring practices and on-going training?
- d. How is the program funded; sources of income?
- e. Number of staff (full-time/part-time, direct service/support). How is 24-hour coverage achieved?
- f. Number of youth served during 12 month period?
- g. What is the operating budget and cost per child? How are cost/budget computed?

3. Theory/Program Philosophy

- a. What is the underlying theory or principle upon which the program is based?
- b. How clearly do staff at all levels understand and support these underlying theories?
- c. Do staff at different levels have varying agenda? If so, how is this handled by program administrators?

B. Client Identification-The combination of techniques, procedures and criteria used to define, select and admit clients to the services and supervision provided by the program. Who is admitted and who is rejected by program and referring source?

1. What exactly is the target populations(s) for the program? Do all levels of staff see the program as being targeted to the same population?
2. How was the target population identified (judge, community, staff, a crisis event, evolution through trial and error)?
3. Is the target population really getting into the program or are other youth also being admitted? What do various levels of staff say about program admission? Do available statistics support program admission criteria?
4. How does client selection occur? Who refers? Who makes final admission decision? Is a risk assessment scale used and what role does formal risk assessment play? What is the specific selection criteria? To what degree are these criteria followed?
5. How do clients leave the program? What steps are taken to assure clients are removed from the program after maximum benefits have been derived?

6. What problems or inconsistencies do program staff identify between program philosophy, target population and selection criteria?

C. Program Services--A description of the full ranges of services provided by the program to meet the needs of clients and to fulfill the programs short term objectives. Analysis is made to determine if there is a logical link between client needs and services provided.

1. What services are provided by the program? How do these services relate to the program's underlying theory and philosophy?
2. What exactly are the minimum contact requirements (ie., electronic monitoring device, face-to-face, family, school, employment, etc.)? How are these contacts documented and monitored?
3. What is included in the program phases? What are the criteria for moving from one phase to another?
4. What are the risk and need assessment steps? When does the assessment occur?
5. What is the case planning process? How often are formal individual reviews completed?

D. Program Goals and Evaluation--A determination whether the stated goals of the program are consistent with the program's operations and whether there is an adequate evaluation design in place that will determine whether program goals and objectives are being realized.

1. What are the stated, overall, long-term goals of the program? What differences exist between the written and stated program goals? Have goals changed over time? How well do the goals lend themselves to evaluation?
2. What are the objectives/strategies for meeting the goals? How measurable are these objectives? How have the strategies changed for meeting the goals? Are there any reports which describe the degree to which objectives are met? (If so, obtain copy.)
3. How is the program's management information system structured? What is the degree of automation? Who is assigned the specific job responsibility of maintaining the manual or automated data base?
4. What information is collected routinely? What management reports are generated and how often? What would management like to get? What decisions would be handled differently with more information? (Obtain copies of sample MIS reports)
5. What evaluations have been done? Who did the evaluations? What were the general results? (obtain copies)
6. How consistent are the program philosophy, target population, selection process and program goals?
7. What internal auditing and quality control activities occur? How are these reports/information provided?

E. Program Linkages--Program linkages are those formal and informal conditions and relationships that may support or hinder program operations. Specifically, what is the nature of the program's relationship with the juvenile justice system, the family,

the schools, local businesses and community organizations/groups? How do these relationships facilitate or impede program operations?

1. What is the relationship with courts, law enforcement, schools, and businesses? With what other agencies does the program relate and why is there a relationship (referral source, service provider, etc.)? How are these relationships maintained?
2. What is the relationship with the client's family and is a relationship to the client's employer relevant to the program? How are these relationships maintained?
3. Is an advisory board used in the program? If so, how are members solicited, what are board member responsibilities, and how often do they meet?
4. What conflicts occur with other agencies and how are they resolved?

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