



GPS Monitoring of High-Risk Sex Offenders

Description of the California Department of Corrections and Rehabilitation's San Diego County Pilot Program

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EXECUTIVE SUMMARY

Sex crimes are particularly damaging to victims and repugnant to society. Research evidence suggests that a subset of sex offenders represent a particularly dire challenge to public safety due to their high likelihood of sex crime recidivism.

In order to increase its capacity to meet this challenge the California Department of Corrections and Rehabilitation (CDCR), Division of Adult Parole Operations (DAPO) launched a pilot program in June of 2005 placing those sex offender parolees judged likeliest to commit further sex offenses on Global Positioning System (GPS) monitoring. The pilot provided for 80 sex offenders in San Diego County to be included in the program at any given time, and was designed to allow CDCR to obtain an initial level of experience with the GPS monitoring system and resolve as many implementation issues as possible before expanding the program throughout the remainder of the state.

GPS devices utilize signals from orbiting satellites to determine their location with a high degree of accuracy. By placing a GPS receiver on a High-Risk sex Offender (HRSO) parolee, a parole agent receives a tremendous amount of information about parolee activities, allowing him or her to verify compliance with parole conditions such as curfews, and to investigate suspicious patterns of behavior.

The CDCR's GPS monitoring program has five goals:

1. *Reduce sexual and violent criminal behavior of HRSO parolees*
2. *Improve detection of violations of parole conditions and patterns of risky behavior through enhanced supervision of HRSO parolees*

3. *Increase HRSO parolee compliance with conditions of parole*
4. *Identify or eliminate parolees as suspects in new crimes by sharing GPS information with law enforcement agencies*
5. *Develop partnerships with local law enforcement to reduce crime*

The HRSO GPS Pilot Program model consists of five components, designed to achieve the program goals:

1. **Reduction of caseloads for GPS agents.** Each GPS agent is responsible for the supervision of 20 GPS-monitored parolees. A GPS parole agent supervises only GPS-monitored parolees.
2. **Screening of HRSO parolees to determine their risk to re-offend, and targeting GPS monitoring to the highest risk parolees.** HRSO parolees are assessed on a three part instrument that combines their length of time since release from prison, their score on the STATIC-99 sex offender risk assessment instrument, and their parole agents' estimation of their risk to re-offend sexually. Available GPS units are placed on the parolees with the highest GPS assessment score.
3. **Enrollment and orientation of parolees into the parameters of GPS monitoring.** For parolees selected for GPS monitoring, conforming to the requirements of GPS monitoring is added as a condition of their paroles. Parole agents orient the parolee to the new expectations associated with his GPS status, including

maintenance of the unit and strict curfew adherence.

4. **Integration of GPS monitoring into the intensive supervision regime.** GPS parole agents must absorb and utilize the information provided by the GPS device, both in the form of daily reports and priority alerts from the vendor-operated GPS monitoring center, and archived information in the form of activity maps from the vendor-provided tracking software. Agents can use this information to detect parole violations and patterns of risky or unexplained behavior, and investigate or intervene as appropriate.
5. **Synthesis of parolee GPS and law enforcement crime data.** The GPS data on parolee whereabouts can be combined with law enforcement crime data to assist law enforcement in identifying or ruling out HRSO parolees as suspects in reported crimes.

INTRODUCTION

The California Department of Corrections and Rehabilitation (CDCR), Division of Adult Parole Operations (DAPO) launched a two-year pilot program in June of 2005 placing those sex offender parolees judged likeliest to commit further sex offenses on Global Positioning System (GPS) monitoring. The pilot provided for 80 sex offenders in San Diego County to be included in the program at any given time, and was designed to allow CDCR to obtain an initial level of experience with the GPS monitoring system and resolve as many implementation issues as possible before expanding the program throughout the remainder of the state.

CDCR engaged the Center for Evidence-Based Corrections, based at the University of California, Irvine, to prepare a thorough evaluation of the GPS pilot

program. The Center agreed to produce three reports on the program. This report, the first, describes the program model being implemented. The second report, due late 2006, will analyze the implementation of the GPS pilot. The final report, due in 2007, will examine and compare the relevant outcomes for both the GPS program participants and a comparison group of high risk sex offender parolees not subject to GPS monitoring. The evaluation of this effort will address serious gaps in knowledge regarding the efficacy of GPS offender monitoring for high risk offenders, particularly for sex offenders.

Sex Crimes and Sex Offenders as a Public Safety Challenge

“Sexual crimes strike particular fear in our collective conscience, especially if the victims are children,” begins a recent report on sex offender supervision by the California Research Bureau (Nieto, 2004). Sex offenses inflict lasting damage on victims, and highly publicized sex crimes strike at the core of the public’s sense of safety and security for their families. Reducing sex crime victimization is therefore an important goal for public safety authorities, and with approximately 9,000 registered sex offenders under parole supervision,¹ the CDCR’s Division of Adult Parole Operations (DAPO) plays a vital role in that effort.

A comprehensive study of the recidivism of sex offenders released from prisons in 15 states (including California) conducted by the Department of Justice, Bureau of Justice Statistics, found that 43% of sex offenders released in 1994 were rearrested within 3 years, but only 5.3% were re-arrested for a sex crime (Langan et al. 2003). (See Table 1.) By contrast, 68.4% of non-sex offenders released in the 15 states studied were rearrested within 3 years, but only 1.3% for a sex crime (Langan et al. 2003). In other words, a sex offender released from prison is 25% less likely than a non-sex offender to be rearrested within 3 years of release from

prison, but 4 times more likely to be re-arrested for a sex offense than a non-sex offender.

The BJS study probably reflects the minimum predicted level of recidivism for sex offenders, because it relies solely on official crime data. As sex offenses are a category of crimes notoriously underreported by victims, it is likely that any measured rates of recidivism are lower than the actual rates. A meta-analysis of 61 follow-up studies of sex offender recidivism indicated levels of sex crime recidivism two to three times higher than the re-arrest

	Rearrested, Any Crime	Rearrested, Sex Crime	Rearrested, Sex Crime Against Child
All Sex Offenders (n=9,691)	43.0%	5.3%	2.2%
Rapists (n=3,115)	46.0%	5.0%	1.4%
Child Molesters (n=4,295)	41.5%	5.5%	2.5%
Non-Sex Offenders (n=262,420)	68.4%	1.3%	0.4%

Table 1: 3 Year Re-Arrest Rates for Sex Offenders Released from Prison in 1994 Bureau of Justice Statistics

¹ Figure provided to the author by the Parole and Community Services Division, California Department of Corrections and Rehabilitation.

	Any Re-offense	Sex Offense	Non-sexual Violence
All Sex Offenders (n=23,393)	36.3%	13.4%	12.2%
Rapists (n=1,839)	46.2%	18.9%	22.1%
Child Molesters (n=9,603)	36.9%	12.7%	9.9%

Table 2: Recidivism Rates for Sex Offenders Hanson and Bussière Meta-Analysis

rates in the BJS study (Hanson and Bussière, 1998). (See Table 2.)

The higher levels found by Hanson and Bussière are due in part to the longer follow-up period used by the studies they analyzed (an average of 4 to 5 years), and to the use (in a quarter of the studies) of sex offender self-reports as a measure of recidivism.

Whatever the actual sex crime recidivism rate is for sex offenders, sex offender experts agree that there is a small sub-group of sex offenders who have very high sex crime re-offense rates. R. Karl Hanson places the conservative estimate of the sex crime re-offense rate of this high-risk category of sex offender at 50%; he considers 70% to 80% a more reasonable estimate (Hanson, 1998). If this is accurate, then the sexual re-offending of this subgroup of high-risk sex offenders is responsible for much, if not all, of the difference in sex crime recidivism between sex offenders and non-sex offenders. John LaFond draws on the work of Hanson and others on high-risk sex offenders to conclude, “It is this group of very dangerous sex offenders that poses the most serious threat to community safety and that should be subject to aggressive strategies to prevent new victimization” (LaFond, 2005).

It follows from this that an effective community supervision strategy to prevent as much sexual victimization as possible would entail determining which sex offenders were within this high-risk category, and devoting resources to preventing, or failing that, quickly detecting, a return to sex offending behavior. This is the strategy that the California Department of Corrections and Rehabilitation sought to implement with the creation of its High Risk Sex Offender (HRSO) caseloads. HRSO caseloads held 1,906 of the 8,943 sex offender parolees under CDCR community supervision as of January, 2005.²

Supervision of High-Risk Sex Offenders

Research evidence regarding the impact of supervision strategies on sex crime recidivism, either for high-risk sex offenders or for sex offenders generally, is practically non-existent (Center for Sex Offender Management, 2003). In the absence of such evidence, correc-

tions practitioners in jurisdictions across the country have pursued a variety of supervision strategies to manage sex offenders in the community. Practitioner experience derived from these efforts has created a general consensus around guiding principles for the management of sex offenders, described in a National Institute of Justice research brief as the “containment” approach (English et al., 1997).

The containment approach prescribes three elements that work together to contain the sex offender (English et al., 1997):

1. Sex offender-specific treatment to help offenders learn to develop internal control over deviant sexual impulses.
2. Supervision and monitoring through probation or parole agencies that ensures offender compliance with specialized treatment and supervision conditions.
3. Polygraph examinations to obtain sexual history information, monitor offenders for deviant fantasies and behaviors that afford access to potential victims.

The CDCR’s approach to the management of HRSO parolees is based on the containment approach. However, parole agents in California do not have the option to administer polygraph examinations to parolees, and have substituted collaboration with law enforcement for that element of the containment model. The polygraph examination provides information about offender relapse or desistance that is independent of offender self-report or parole agent direct observation. It is unclear in what way collaboration with law enforcement substitutes for polygraph examination in this role.

GPS Monitoring of Offenders

States across the country continue to seek methods for improving and enhancing the containment of sex offenders under community supervision. Technological advances in recent years have made the possibility of placing offenders on GPS monitoring an intriguing option for improving oversight of sex offenders.

GPS devices utilize signals from orbiting satellites to determine their location with a high degree of accuracy. There are two main types of GPS offender monitoring systems, active and passive. Both fix the location of the GPS device in the same way, but they differ in how that information is transmitted to the supervising agency. Passive system GPS monitors store a log of their whereabouts throughout the day, then the offender must plug the monitor into a unit attached to a telephone at predetermined intervals (usually once a day), at which point

² Figures provided to the author by the Parole and Community Services Division, California Department of Corrections and Rehabilitation.

the GPS unit transmits the log of its activity to the monitoring center for review by the parole agent. Active system GPS units transmit their coordinates via cellular phone networks at regular intervals throughout the day, providing nearly real-time information about offender location at all times.

GPS monitoring has the potential to enhance the supervision that constitutes the second element in the containment approach, and also to provide information that can be used to identify the behaviors addressed in the third element of the NIJ containment model. At least 17 states are in some stage of development or implementation of GPS monitoring programs for sex offenders under community supervision (Herald, 2005).

There is even less research evidence on the efficacy of GPS monitoring in reducing re-offending than there is on intensive supervision for sex offenders. A meta-analysis of studies on the use of electronic monitoring on moderate to high-risk offenders found only handful of studies with valid results, and those studies addressed monitoring technologies much more limited than GPS, such as radio frequency units that can determine whether or not an offender is in a delimited area at a certain time (usually the home or workplace), but not where that offender is at any other time (Renzema and Mayo-Wilson, 2005). One of the valid studies identified by the meta-analysis did find that electronic monitoring reduced the likelihood of a return to prison, and postponed that return if it occurred, for sex offender parolees in Georgia, even as the same electronic monitoring program did not have any discernable effect on return to prison for other violent offenders (Finn and Muirhead-Steves, 2002).

DEVELOPMENT OF THE CALIFORNIA HRSO GPS PROGRAM

Section 3010 of the California Penal Code authorized the California Department of Corrections and Rehabilitation to use GPS technology for the supervision of parolees. The CDCR's DAPO was authorized and funded by the California State Budget Act for Fiscal Year 2004-2005 to place 500 high risk sex offender (HRSO) parolees throughout the state on GPS monitoring. The CDCR elected to implement the GPS program incrementally, beginning with a pilot program in San Diego County, followed by a phased expansion statewide.

The CDCR conducted an informal survey of GPS programs throughout the United States and in the United Kingdom during the process of developing their program. Many of these programs were targeting low-risk, rather than high-risk offenders, and none were employing the fully active GPS system with the technical requirements desired by the CDCR. As the CDCR did not find a model program that met their system requirements, they devised their own program model rather than adapting one from elsewhere.

DAPO engaged in a unique partnership with the Parole Agents Association of California (PAAC), the labor union representing rank and file parole agents, in

the development of the GPS Pilot Program. PAAC representatives were part of the GPS development and implementation team from the outset of its efforts, a departure from typical CDCR procedures. The partnership with the PAAC was intended to facilitate program implementation by addressing labor union concerns in the program design phase rather than through negotiation over a completed program design, and preserving the option to test and adjust the supervision responsibilities for GPS parole agents.

HRSO GPS PILOT PROGRAM MODEL

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3. *Increase HRSO parolee compliance with conditions of parole*
4. *Identify or eliminate parolees as suspects in new crimes by sharing GPS information with law enforcement agencies*
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2. Screening of HRSO parolees to determine their risk to re-offend, and targeting GPS monitoring to the highest risk parolees
3. Enrollment and orientation of parolees into the parameters of GPS monitoring
4. Integration of GPS monitoring into the intensive supervision regime
5. Synthesis of parolee GPS and law enforcement crime data

Reduction of Caseloads for GPS Agents

The CDCR's Interim HRSO GPS program policies and procedures states, "Under no circumstances will the use of GPS technology substitute, replace or lessen the parole contact supervision requirements for any parolee on GPS." HRSO parolees are supervised intensively in specialized caseloads of 40, much smaller than the average California parole caseload of approximately 70. In order to allow parole agents supervising GPS caseloads to fully utilize the information provided by the GPS units without detracting from other aspect of their supervision, DAPO decided to further reduce GPS caseloads.

Both the CDCR's informal survey and reports on GPS feasibility in other states (Maryland Task Force to Study

Criminal Offender Monitoring by Global Positioning Systems, 2005; and Florida OPPGA, 2005) indicate that jurisdictions employing GPS monitoring for sex offenders utilize an agent to parolee or probationer supervision ratio of 20:1, and generally lower than that. The initial design for the GPS pilot called for the four HRSO GPS parole agents in San Diego County to supervise 30 HRSO parolees, 20 on GPS monitoring, and 10 not subject to GPS monitoring. In response to the findings of the informal survey and early indications that supervision of GPS parolees is highly labor intensive, the CDCR modified its policy and reduced the supervision ratio for HRSO GPS caseloads to 20:1, all subject to GPS monitoring. As of December, 2005, the four pilot San Diego County GPS caseloads each consisted of 20 GPS-monitored HRSO parolees.

Screening of HRSO Parolees

GPS monitoring of high-risk sex offenders is an enhancement of the pre-existing California HRSO intensive supervision program, targeting the subgroup with high sexual re-offense rates described by Hanson. An HRSO parole agent or one of their supervisors fills out a Risk Evaluation for each sex offender placed under parole supervision, and cases identified as high-risk to re-offend are assigned to an HRSO caseload, if one exists at that parole office. (See Appendix A for the Risk Evaluation form.) Selection criteria for an offender to be placed on HRSO monitoring are:

- Multiple victims
- Serial victims
- History of sadistic crimes
- History of loitering near or around schools or places children gather
- Exclusive pedophilia (especially with male victims)
- Positive penile plethsmograph³ to children exclusively
- Significant history of impulse control problems (e.g. history of voyeurism/exhibitionism)
- History of inability to adhere to conditions of probation/parole
- Inability to control alcohol/drug abuse
- Escalating violence in crime

Only HRSO parolees are eligible for placement on GPS monitoring. Parole agents assign a GPS Assessment Score to HRSO parolees under consideration for assignment to GPS monitoring, comprising three components (The Activity Report Worksheet for combining these scores is in Appendix B.):

1. **Release Score:** Based on the number of months since the parolee was released from prison. The

closer the parolee is to his⁴ release date, the higher the score.

2. **Static 99 Score:** The Static 99 is a risk assessment instrument for sex offenders. Parole agents complete the Static 99 form for each parolee. (See Appendix C for the Static 99 form.)
3. **Parole Agent Assessment Score:** Based on factors known to parole agents that bear on the risk that a particular sex offender represents to the community but are not captured by the Static 99.

In the GPS pilot program, GPS caseloads were created from the four HRSO caseloads existing in San Diego County. Each of the four caseloads was ranked according to the GPS Assessment Score, and the 20 HRSO parolees with the highest scores on each caseload were placed on GPS monitoring. The remaining HRSO parolees were transferred to one of two new HRSO caseloads created for that purpose. The first HRSO parolees were placed on GPS in San Diego County on June 29, 2005. All 80 of the GPS units had been assigned by September of 2005.

As offenders leave the GPS caseload, either due to revocation or completion of their parole term, another HRSO parolee can be placed on GPS monitoring. The HRSO parolee with the highest composite GPS Assessment Score of any parolee on an HRSO caseload associated with that parole office is then placed on GPS monitoring. In the event that an HRSO with a very high assessment score is released to parole at a time when all 80 GPS units are in use, the local parole unit has the option to remove another parolee from GPS status and transfer his unit to the higher-risk HRSO parolee. DAPO in Sacramento holds some extra units, in case it is imperative to place a recently released HRSO parolee on GPS, but it is judged unsafe to remove a unit from any of the 80 HRSO parolees already subject to GPS monitoring at that time.

As of January 1, 2006, only HRSO parolees were subject to GPS monitoring. However, the policies and procedures for GPS monitoring specifically mention the possibility of extending GPS monitoring to parolees in the following categories:

- Domestic violence offenders
- Stalking offenders
- Gang members
- Violent offenders
- Offenders involved in law enforcement-identified major crime problems
- Public interest/high notoriety cases

3 The penile plethsmograph is an instrument for measuring sexual arousal.

4 The male pronoun is used here because the overwhelming majority of sex offenders, and all HRSO parolees included in the initial 80 pilot project participants, are males.

Enrollment and Orientation of Parolees

The GPS monitoring system into which HRSO parolees are enrolled is operated by Satellite Tracking of People (STOP) LLC, which was awarded the contract with the State of California in a competitive bid process. They provide DAPO with the requisite number of BluTag one-piece ankle-worn tracking devices, with chargers, VeriTracks GPS tracking software, and 24-hour monitoring and agent notification services from their monitoring center in Reston, Virginia.

CDCR's HRSO GPS pilot program utilizes an active system. The offender ankle unit takes a data point every minute, and transmits the location data every 10 minutes (subject to a time lag), unless there is an immediate event (strap tamper, zone violation, etc.), in which case the unit transmits a notice immediately. The parolee wears the GPS unit on the ankle, flush against the skin. The unit is a little larger than a computer mouse. The ankle strap has a fiber optic wire running around its diameter, designed to detect any attempt to remove the GPS unit and to alert the monitoring center. The units must be charged approximately every 12 hours, from a charger plugged into the wall while the unit remains on the offender's ankle. Charging the unit takes 45 minutes. Parole agents are notified if the unit is on low battery status, to assist agents with enforcing parolee compliance with GPS charging requirements.

Agents can also use the Veritracks software to set "inclusion zones" and "exclusion zones." Inclusion zones are areas in which the offender must remain for a set period of time, or trigger a violation alert. For example, an agent might set an inclusion zone at the offender's home to enforce a curfew from 8pm each evening until 6am the following morning, when the offender leaves for work. If the offender is outside his home at any time from 8pm to 6am, his parole agent will be notified. An exclusion zone operates on the same principle, but it is an area that the offender is not allowed to enter, such as a school zone or a victim's residence. If the offender is within an exclusion zone, an alert is sent to the parole agent.

Once a determination is made that an HRSO parolee is to be included in the GPS program, the parole agent informs the parolee that GPS monitoring is being added as a special condition of parole. Parolee participation is mandatory once the agent has made this determination, and refusal will result in the revocation of parole and the return of the parolee to incarceration. On the day prior to enrolling the parolee in the GPS monitoring program, the parole agent removes a GPS device from inventory, charges and tests the device, and verifies that it is acquiring the GPS signal. Then the agent measures the parolee's ankle, cuts the ankle strap to fit, attaches the device, and verifies that it is functioning properly.

At that time, the agent explains to the parolee how the GPS unit functions, the parolee's responsibilities for charging and caring for the unit, the inclusion and

exclusion zones with which the parolee must comply, what constitutes non-compliance with the GPS parole conditions, and the consequences for non-compliance. The agent must also enter the parolee's data into the VeriTracks software system. Once all this has been done, the parolee is active in the GPS program.

The Veritracks system allows parole agents supervising GPS-monitored parolees to customize the GPS parameters for each parolee. Inclusion zones are set for each parolee's home and workplace, and the hours at which the parolee must be in the inclusion zones differ according to varying curfews and work schedules. Parole has yet to determine what exclusion zones will be enforced for all GPS parolees. Parole agents supervising HRSO parolees on GPS have discretion to set additional inclusion and exclusion zones for individual parolees, subject to supervisor approval.

Integration of GPS Monitoring into the Intensive Supervision Regime

As an intensive supervision regimen, parole for sex offenders on the HRSO caseload involves frequent contact with their supervising parole agents. The parole agent meets face to face with the HRSO parolee on the first working day after release, and at the parolee's residence within six working days of release. Parole agents supervising HRSO parolees are required to have two face-to-face contacts a month with each HRSO parolee, with four per quarter occurring at the offender's residence. The parole agents must also have two collateral contacts per month, one of which may be with a clinical or a treatment provider, and one per quarter being with a significant individual who has knowledge of the parolee. Parole agents can require or initiate more frequent contacts if they consider it necessary or advisable. These requirements for HRSO parolee supervision have not been altered for HRSO parolees under GPS monitoring.

The HRSO supervision program also has a treatment component. HRSO parolees must attend Relapse Prevention classes conducted weekly by the parole agent, in which they identify their sexual abuse cycle and develop specific coping mechanisms. Additionally, the DAPO Parole Outpatient Clinic clinicians and contracted clinicians provide psychological evaluations, assessments and individual and group therapy to HRSO parolees. Sex offender treatment requirements for GPS and non-GPS HRSO parolees do not differ.

In addition to the intensive supervision that all HRSO parolees receive, parole agents must review and utilize the information about parolee activities provided by the GPS unit and transmitted to the parole agent by the STOP monitoring center. Parole agents receive GPS information in three forms: Daily Notification Reports, Priority Violation Alerts, and through agent-initiated queries to the VeriTracks software system.

Parole agents supervising an HRSO GPS caseload receive Daily Notification Reports via e-mail each

morning from the STOP monitoring center. The report for each offender details all the activity recorded by the GPS unit, including charging activity, any zone, strap tamper or other violations. The parole agent must review and log any supervision actions that stem from the report information. This information is all text; it does not include a map of the parolee's movement over the previous day, although this information is available from the VeriTracks system. A sample Daily Notification Report is included as Appendix D.

The STOP monitoring center automatically sends a Priority Violation Alert to the supervising parole agent whenever the GPS unit records any of the following:

- Low battery
- Bracelet tamper
- Not in inclusion zone (home or workplace) during set hours
- Entering an exclusion zone

Priority Violation Alerts are sent to the parole agent by text message, indicating the parolee and the violation, followed with a call from the monitoring center to confirm receipt.

By accessing the VeriTracks software, agents can log into the secure, web-based STOP data system and check on the current (subject to a 10-20 minute lag) and past whereabouts and movement patterns of any offender on any GPS caseload. The software plots the location and movement on interactive maps, allowing parole agents to see where their parolees are and have been, and to note unusual or suspicious patterns of parolee movement. HRSO GPS agents are provided with laptops with wireless internet capability, to allow them to access VeriTracks while in the field, but as of January, 2006, this wireless capability has not been enabled, and agents must be in their offices or homes to access VeriTracks.

Parole agents supervising parolees subject to GPS monitoring must analyze and respond to the information provided by the GPS units. The agent must verify that any alert coming from STOP corresponds to an actual incident detected by the unit (that a bracelet tamper recorded is the parolee attempting to tamper with the unit, and not the result of a technical problem with the unit, for example.) If a recorded violation is sufficiently serious, the agent may need to respond immediately, or to involve local law enforcement. DAPO is working on arrangements with local law enforcement agencies by which STOP alerts them to priority violations as well, so they can respond immediately to those that suggest a danger to the public. GPS information that demonstrates non-compliance with conditions of parole may result in parole revocation. Agents must also respond to technical problems, replacing the GPS equipment if it is not functioning properly, or engaging in remedial action with parolees if they are not charging or otherwise using the equipment properly.

Beyond the alerts, agents will have access to comprehensive information about parolee activities, far in excess of any information they have had in the past. This presents an opportunity for parole agents to be proactive in investigating unusual parolee patterns of behavior, by asking about them in conferences, or by checking areas in which a parolee is consistently lingering to determine whether there are offense triggers or vulnerable populations there.

Synthesis of GPS and Law Enforcement Data

Parole agents with HRSO caseloads already work in collaboration with local law enforcement, convening monthly Law Enforcement Offender Meetings. At these meetings, offenders released onto HRSO supervision are introduced to local law enforcement representatives and profiled. The law enforcement representatives have the opportunity to ask the offender offense-related questions during these sessions.

The HRSO GPS program offers law enforcement agencies that partner with CDCR the ability to provide crime data to STOP, which will then correlate that data with the GPS offender tracking data to determine whether GPS-monitored HRSO parolees were present at recent crime scenes. These parolees can thus be ruled in or ruled out as suspects in crimes, or identified as potential witnesses. Participating law enforcement agencies will be provided an access code to allow them to view GPS data in VeriTracks. Law enforcement agencies would have access to the same data as parole agents, in read-only form.

CDCR's Regional GPS Coordinator is responsible for liaising with local law enforcement to develop and evaluate the crime scene correlation component of the HRSO GPS pilot.

PROGRAM STAFFING

Agents supervising an HRSO caseload, whether it includes GPS-monitored parolees or not, must be journeyman level agents who have completed their apprenticeship. Agents receive 18 hours of training on sex offender management from parole agents considered subject matter experts on sex offender supervision and clinical trainers from outside CDCR before they assume responsibility for an HRSO caseload, and are required to complete quarterly update training. Supervising agents for the GPS program are selected from the pool of trained HRSO supervising agents.

GPS parole agents must complete three phases of GPS HRSO training. Phase I consists of 24 hours of training introducing the GPS technology, and covering the application of GPS equipment and the use of the VeriTracks system. Phase II is 16 hours of training that covers the use and application of inclusion and exclusion zones. Phase III consists of 8 hours of training covering GPS report analysis. DAPO is developing additional annual training to ensure that agents stay proficient and up to date on the use of GPS technology and the application of

sex offender risk assessment tools.

In each of the four California parole regions, a Parole Agent II will serve as the Regional GPS Coordinator, responsible for regional standardization of the GPS program, serving as the region's Subject Matter Expert for the program, and acting as a liaison to local law enforcement and Division of Adult Parole Operations Headquarters.

PROGRAM COST

STOP LLC's winning bid for 500 GPS units was \$8.75 per unit, per day. That figure includes the cost of provision of the GPS units, the Veritracks software, and the monitoring center services. Equipment such as laptops with wireless capability allowing agents to monitor the whereabouts and activities of parolees while in the field are not included in this figure.

With the reduction of GPS caseloads to a 20:1 parolee to agent ratio, 25 agents are required to supervise 500 GPS parolees, at a total staffing cost of \$2,440,925 annually. DAPO received funding for 12.5 Parole Agent I field positions as part of their budgetary allocation for the 500 unit statewide program, and has reallocated existing resources to assign the additional 12.5 parole agent positions to GPS caseloads. The GPS funding allocation did not provide and funds for the administrative time necessary for oversight, development, implementation and ongoing management of the program, nor for any overtime required of GPS agents to carry out their supervisory responsibilities. DAPO has diverted existing resources from other activities to cover those costs as well.

MEASUREMENT AND EVALUATION

DAPO has not yet determined a structure for measuring, analyzing, reporting and utilizing outcomes for the GPS monitoring program. Objective outcome measures should be associated with each of the five program goals, so that the program's success in meeting each goal can be evaluated separately.

For each outcome measures, DAPO must specify:

- Whether the measurement data can be extracted from existing data sources, or new data-recording procedures must be created.
- If new data-recording procedures are created, who will be responsible for recording the information.
- Who will collect, analyze and report this information, for both public accountability and internal management purposes. To whom will the information be reported, in what form, and how often.

CONCLUSION

GPS monitoring for HRSO parolees is the latest addition to the CDCR's toolkit for managing the risk that sex offender parolees represent to the public. The GPS program pilot in San Diego County affords the CDCR an

opportunity to test and refine its program model, to ensure that GPS monitoring is a well-tested, thoroughly understood, and maximally effective supervision tool. With GPS monitoring programs underway in parole units in Orange, San Bernardino, Fresno and Kern counties by January, 2006, and all of the initial 500 funded GPS units expected to be in use by July 1, 2006, the GPS monitoring program being piloted in San Diego County is at the forefront of CDCR's efforts to protect Californians from sexual victimization.

Our second report, due late 2006, will analyze the implementation of the San Diego County GPS pilot. The final report, due in 2007, will examine and compare the relevant outcomes for both the GPS program participants in San Diego County, and a comparison group of high risk sex offender parolees not subject to GPS monitoring.

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APPENDIX A

SEX OFFENDER RISK EVALUATION FORM

INITIAL SEX OFFENDER RISK EVALUATION

This evaluation is to be completed by a High Risk Sex Offender Caseload parole agent to assess the risk of a 290 PC registerable parolee to re-offend sexually. This evaluation is to be completed prior to the parolee's release to facilitate immediate placement on the appropriate caseload. An evaluation as a "High Risk Offender," indicates a need for placement on a High Risk Sex Offender caseload where available.

PAROLEE NAME _____

CDC NO. _____

LOW RISK OFFENDER

Commitment offense is non-sexual

There may be additional sex offenses in the parolee's criminal record, which may or be adjudicated and/or non-adjudicated.

Offending sexually is more opportunistic or situational than a primary deviant sexual orientation.

Comments:

MODERATE RISK OFFENDER

Commitment offense is sexual.

There may be additional sex offenses in the parolee's criminal record, which may be adjudicated and/or non-adjudicated.

Offending sexually is more opportunistic or situational than a primary deviant sexual orientation.

Comments:

HIGH RISK OFFENDER

Commitment offense is sexual or is related to an established pattern of deviant sexual behavior.

One victim over long period of time (multiple counts)

The parolee's criminal record may contain other sexual offenses and minimal or no history of non-sex offenses.

- The offense is deviant sexually oriented.
- The sex crime involved multiple victims or numerous crimes involving a single victim perpetrated over an extended time period.
- Same Sex Pedophilia.

APPENDIX B

GPS ASSESSMENT SCORE WORKSHEET

GLOBAL POSITIONING SYSTEM (GPS) WORKSHEET

The following worksheet includes three (3) general factors to consider when placing the GPS on a parolee. Score each factor and note the total score below; then, after reviewing each factor on the worksheet, recommend if the parolee should or should not be placed on the GPS.

Factor (1) Release Score

(Research has shown that the longer time a parolee is out, the less likely he or she is to re-offend sexually).

Date of release: _____ (From time of most recent release)

0-6 months = 6; 6-12 months = 5; 13-18 months = 4; 19-24 months = 3; 25-30 months = 2;

31 months and above = 1

(1) Release Score = _____

Factor (2) STATIC-99 Score

(The Static-99 measures static factors [i.e. factors that do not readily change] such as offense history, age, relationship to victims, etc. Generally the Static-99 score will only increase, when new offenses are committed).

(2) Static - 99 Score = _____

Factor (3) Dynamic Assessment Score

(Research shows that certain dynamic factors such as those listed below constitute a higher or lower risk to re-offend sexually).

Below are examples of some dynamic factors. Circle all that apply and list any additional dynamic factors below.

Factors that Constitute High Risk:

- Lack of cooperation with parole conditions
- History of technical parole violations
- Not compliant with psychotropic medication
- Sexual offenses committed as a juvenile
- Dropping out or resistant to sex offender treatment.
- Sustained sexually deviant interests.
- Chronic unemployment/difficulty maintaining work
- Problems with lovers/intimate partners
- Emotional identification with children
- Isolation from people

Factors that constitute a Lower Risk:

- Successful completion of sex offender treatment program
- Cooperation with parole supervision.
- Maintaining a stable/healthy relationship.
- Employed for sustained periods of time.
- Appropriate interactions with adults.
- Healthy support system.
- Less than 15 years left in offender's time of risk due to age or poor health

List additional dynamic factors that should be considered: _____

Review all of the dynamic factors and rate on a scale of one (1) to (6):

Lower Risk

Higher Risk

1 2 3 4 5 6

(3) Case Assessment Score = _____

Total of all three (3) factor scores:

(1) Release Score _____ + (2) Stati-99 Score _____ + (3) Case Assessment Score = _____

Recommend placement on G.P.S.: Yes _____ No _____

APPENDIX C

STATIC 99 CODING FORM

STATIC-99 Coding Form

Question Number	Risk Factor	Codes	Score
1	Young (S9909)	Aged 25 or older Aged 18 – 24.99	0 1
2	Ever Lived With (S9910)	Ever lived with lover for at least two years? Yes No	0 1
3	Index non-sexual violence - Any Convictions (S9904)	No Yes	0 1
4	Prior non-sexual violence - Any Convictions (S9905)	No Yes	0 1
5	Prior Sex Offences (S9901)	Charges Convictions None None 1-2 1 3-5 2-3 6+ 4+	0 1 2 3
6	Prior sentencing dates (excluding index) (S9902)	3 or less 4 or more	0 1
7	Any convictions for non-contact sex offences (S9903)	No Yes	0 1
8	Any Unrelated Victims (S9906)	No Yes	0 1
9	Any Stranger Victims (S9907)	No Yes	0 1
10	Any Male Victims (S9908)	No Yes	0 1
	Total Score	Add up scores from individual risk factors	

TRANSLATING STATIC 99 SCORES INTO RISK CATEGORIES

Score	Label for Risk Category
0,1	Low
2,3	Moderate-Low
4,5	Moderate-High
6 plus	High

APPENDIX D

DAILY NOTIFICATION REPORT

From: techsupport@stopilc.com
Sent: Monday, August 08, 2005 6:01 AM
To: [REDACTED]
Subject: Veritracks California Hit Notification

Offender: [REDACTED]
Parole Agent: [REDACTED]

Click the following link to see active offenders for [REDACTED]
[https://california.veritracks.com/veritracks_offender_report.asp?offenderPO=\[REDACTED\]](https://california.veritracks.com/veritracks_offender_report.asp?offenderPO=[REDACTED])

Violation Activity Summary

Violation: IN CHARGER
Start: 08/07/2005 at 09:01 Cleared: 08/07/2005 at 09:05
Duration: 3

Violation: IN CHARGER
Start: 08/07/2005 at 09:36 Cleared: 08/07/2005 at 10:51
Duration: 74

Violation: IN CHARGER
Start: 08/07/2005 at 20:35 Cleared: 08/07/2005 at 22:51
Duration: 135

Offender: [REDACTED]
Parole Agent: [REDACTED]

Click the following link to see active offenders for [REDACTED]
[https://california.veritracks.com/veritracks_offender_report.asp?offenderPO=\[REDACTED\]](https://california.veritracks.com/veritracks_offender_report.asp?offenderPO=[REDACTED])

Violation Activity Summary

Violation: IN CHARGER
Start: 08/07/2005 at 06:42 Cleared: 08/07/2005 at 09:17
Duration: 154

Violation: IN CHARGER
Start: 08/07/2005 at 22:07 Cleared: 08/07/2005 at 22:47
Duration: 40

Violation: IN CHARGER
Start: 08/07/2005 at 23:32 Cleared: 08/08/2005 at 00:44
Duration: 72

Zone Hit Activity Summary

Zone Name: ██████████ CURFEW
Type: I Points/Distance: 178 / 300
Start: 08/07/2005 at 05:21 Stop: 08/08/2005 at 05:40

Click the following link to see the Veritracks California Hit Report.
https://california.veritracks.com/veritracks_zone_hit_report.asp?hitID=139

Zone Name: ██████████ CURFEW
Type: I Points/Distance: 60 / 300
Start: 08/07/2005 at 21:32 Stop: 08/07/2005 at 22:34

Click the following link to see the Veritracks California Hit Report.
https://california.veritracks.com/veritracks_zone_hit_report.asp?hitID=142

Violation: IN CHARGER
Start: 08/07/2005 at 08:17 Cleared: 08/07/2005 at 08:50
Duration: 32

Violation: LOW BATTERY ALARM
Start: 08/07/2005 at 21:01 Cleared: 08/08/2005 at 02:00
Duration: 299

Violation: IN CHARGER
Start: 08/08/2005 at 02:00 Cleared: 08/08/2005 at 02:49
Duration: 48

Violation: LOW BATTERY ALARM
Start: 08/08/2005 at 02:49 Cleared: 08/08/2005 at 02:50
Duration: 0

Violation: IN CHARGER
Start: 08/08/2005 at 02:50 Cleared: 08/08/2005 at 06:06
Duration: 136

Violation: BRACELET STRAP
Start: 08/08/2005 at 04:16 Cleared: 08/08/2005 at 05:11
Duration: 55

Violation: LOW BATTERY ALARM
Start: 08/08/2005 at 05:06 Cleared: 08/08/2005 at 05:11
Duration: 5

Offender: ██████████
Parole Agent: ██████████

Click the following link to see active offenders for ██████████
https://california.veritracks.com/veritracks_offender_report.asp?offende.██████████

Violation Activity Summary