

Sacramento County Community Corrections Partnership

Public Safety Realignment Plan

Discussion Topic:

Expansion of the Sheriff's Department's
Home Detention Electronic Monitoring Program

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Sheriff's Department's Home Detention Electronic Monitoring Program

The Sacramento County Sheriff's Department has operated the Home Detention Electronic Monitoring Program since October 1992. The administrative and booking center for the Program is located at the Department's Work Release facility at 700 North 5th Street, Sacramento, CA. The Home Detention Program allows selected individuals having a County jail commitment to participate in an electronically monitored (EM) alternative to incarceration program administered by the Sheriff. Home Detention participants are closely supervised by sworn Deputy Sheriffs utilizing electronic monitoring equipment. The Program is considered a constructive custody alternative. Participants are accountable for all of their time 24-hours a day, seven-days-a-week. Program participants may only leave their residence for work, school, and other pre-approved appointments. Home Detention applicants have been lower-risk, medium-security offenders who are sentenced on all in-county charges and who have not been denied or restricted for participation by the Court. Applicants must be a willing participant. Employment history and willingness to comply with work requirements have been key elements of the Program.

Program participants must be a County resident or live within a reasonable travel distance from the County boundaries, have a residence and a land-line telephone. Applicants should be employed or capable of obtaining gainful employment within a specified time period, be a continuing student, or have a disabling medical condition. Applicants with a conviction for sex crimes against minors, felony sexual crimes, manufacture of illegal drugs, acts of violence against police or emergency personnel, crimes of great violence, or a stalking or domestic violence crime are not eligible for the Home Detention Program. Applicants who cannot cooperate due to personal histories indicating patterns of mental dysfunction, habitual social misconduct, addiction, violence, and failure to appear are usually not eligible for the Program. Program fees are assessed based on applicant's ability to pay and include daily equipment rental fees. The Home Detention Electronic Monitoring Program has a current average daily population of between 225 – 250 participants. The Program has a maximum capacity for 300 individuals supervised with the EM equipment.

The following information provides a summary overview of key elements associated with the proposed expansion of the Sheriff's Department's Home Detention Electronic Monitoring Program as a core Program component in the County's AB-109 Public Safety Realignment Plan.

Discussion Topic: AB-109 Proposed Expansion of the Sheriff's Department's Home Detention Electronic Monitoring Program

- 1. Intent and Purpose:** Expansion of the Home Detention Electronic Monitoring Program is intended to provide the County's criminal justice system with a strictly monitored program designed to safely divert convicted higher-risk AB-109 offenders from County Jail incarceration to a community-based regiment of supervised home detention. Offenders selected for participation in the Program will undergo intensive supervision and they will be allowed to seek and maintain employment, and participate in approved therapeutic and / or rehabilitation counseling programs. Active electronic monitoring (EM) supervision systems will be utilized to ensure offenders' compliance with set limits on their location, activities and communications. Offenders will stay home at all times except for pre-approved scheduled absences. Program participants will wear an electronic device that emits a continuous signal to a series of tracking GPS satellites that monitor offender movement through a 24-hour, seven-days-a-week Central Control station that immediately reports violations to Sheriff's Department staff. Depending on the circumstances of participants' offenses and terms and conditions associated with each individual, participants will be able to work or attend school, tend to family obligations, attend and participate in counseling appointments, alcohol / drug classes, community service, etc; travel to medical appointments and participate in any other Court-approved activities.

- 2. Initial Incarceration, Program Capacity and Duration of EM Supervision:** The Sheriff's Department is in the process evaluating the feasibility of reopening the renovated Roger Bauman facility at RCCC for possible use as an intake and reception unit for sentenced AB-109 offenders. This could make available between 158 – 248 custody beds at the detention facility. Such a reception unit would have trained staff to aid in the screening, classification and application process for determining which offenders could be diverted to the new expanded Home Detention / EM Program. The unit would also contain space for Probation to carry out evidence-based risk and needs assessments and development of reentry plans for eligible Program participants. Assistance with transportation, housing, and employment preparation needs of eligible offenders could also be initiated as part of the intake process.

Eligible AB-109 offenders who will participate in the expanded Home Detention Electronic Monitoring Program will likely be incarcerated between 30 – 90 days at RCCC. For FY 2011 – 12, the expanded community-based EM Program will have an initial average daily population capacity to supervise 300 offenders. Because participants' sentences will vary, the EM Program will be able to provide intensive supervision and monitoring for a period up to 14 months with the last two months of supervision involving assignment to Work Release coupled with a voice curfew monitoring and office check procedure.

- 3. Program Eligibility:** The goal of the Program is to create an alternative custody option involving electronic monitoring and home detention that targets locally convicted and sentenced, non-violent, non-serious and non-sex offenders as defined in the Penal Code who, as a result of the AB-109 legislation, are not eligible for a State Prison commitment. The Program also is not targeting the 61 felony offenses that would otherwise fall into the non/non/non/ category which the legislation excludes and therefore, continue to be eligible for State Prison.

Some high-risk characteristics which would indicate unsuitability for electronic monitoring will include (a) a history of recent suicidal attempts and / or gestures, (b) severe psychiatric problems, (c) prior episodes of violent behavior toward family or others including police or emergency personnel. (d) extensive drug / alcohol abuse, (e) close proximity to victims, and (f) prior convictions for sex crimes against minors, felony sexual crimes, stalking or domestic violence crime and arson. There are several practical criteria for eligibility including (a) the offender must live in Sacramento County and have a place of residence that is acceptable and accessible to the Sheriff's Department's staff, (b) there must be electricity in the residence, (c) there must be full cooperation from all individuals residing at the residence, and (d) any adult residing with the Program participant must agree to sign a "Consent to Search" form and abide by Program rules.

- 4. Administration and Staffing:** Administration, management, budgeting and overall daily program operations will be provided through the Sheriff's Department's Work Release Division Home Detention Program. There will be one Sergeant, ten (10) Deputy Sheriffs, four (4) Records Officers, and four (4) On-call Deputy Sheriffs assigned to the expanded Home Detention Program to handle the EMP cases. The duties of the EMP Deputies will be to provide (a) program orientation to accepted offenders, (b) to supervise the program participants in the field, (c) to arrest and place in custody when necessary any program participant who violates the terms and conditions of the Program's contract, (d) to serve as the Sheriff's Department liaison with other law enforcement and related community agencies, (e) to provide public information to other agencies and the community about the EM Program, (f) to act as the Sheriff's Department's liaison with the company providing the leased monitoring equipment, (g) to prepare incident / violation reports which may be needed during the course of an offender's participation in the EMP, (h) to verify local residents in home

evaluations, (i) to install the equipment for the EMP, (j) to enforce the terms and conditions of the EMP contract including periodic testing, search and seizure, and monitoring of all counseling conditions, and (k) to maintain accurate offender case records.

5. **Monitoring and Visits:** The Sheriff's Department's Home Detention Deputies will monitor all male and female offenders participating in the Electronic Monitoring Program. The Home Detention Officers will use electronic monitoring, alcohol monitoring, drug testing, GPS monitoring, face-to-face office contacts and random visits to the offender's residence and place of employment to ensure compliance with Home Detention rules. The purpose of these visits is to (a) visually ensure the offenders are at home when they are supposed to be, (b) ensure the offenders are not using alcohol or drugs (breathalyzers and random monthly drug screens are performed), (c) check on the offender's employment or service program status, and (d) check on the offender's general well-being, family and other relationship situations and to just see how they are doing while on Home Detention.
6. **Equipment Monitoring Vendor:** The Electronic Monitoring equipment vendor the program utilizes is Sentinel Offender Services headquartered in Irvine, CA. The firm has been providing offender EM monitoring equipment and related services since 1992. They provide a wide array of contract supervision services to Courts, Parole and Probation Departments, Sheriff's Departments, and community supervision programs nationwide. They monitor pretrial and post-sentence adult and juvenile offender populations. They have a work force of more than 300 employees in 40 offices across the country. They provide EM tracking to more than 30,000 offenders on a daily basis. The firm currently has 15 monitoring contracts with California law enforcement and probation agencies. The contracts include Butte, Lake, Los Angeles, Riverside, San Bernardino and Sacramento County Sheriff's Departments.
7. **National Monitoring Center:** The actual technological monitoring of offenders is performed through Sentinel's National Monitoring Center in Irvine, CA. The Center is staffed 24-hours a day, seven-days-a-week (24/7) with a Supervisor on duty at all times and operators cross-trained to support the firm's supervision services and products. This staffing allows the Sheriff's Department to call and speak to one of the organization's monitoring staff at all times of the day or night. The Center's staff is cross-trained to support assistance requests for global positioning satellite (GPS tracking), radio frequency (RF), electronic monitoring, alcohol testing, and voice verification monitoring programs. All monitoring and tracking of EM Program participants is based on the Sheriff's Department's approved monitoring parameters and guidelines.
8. **Proposed EM Equipment:** The expanded Home Detention Electronic Monitoring Program intends to utilize the most advanced new generation Sentinel UniTrak GPS Unit. This is the EM industry's leading supervision tool. The UniTrak Unit provides active GPS tracking, allowing staff to track participants 24-hours a day, seven-days-a-week, acquiring position data once every minute. All alarms and violations are processed in a real time format for practically immediate notification. The active GPS tracking allows the Sheriff's Department to set inclusion and exclusion zones to restrict offender's movements around the community. Staff can modify the zones at any time through the system's web site. All alarms are automatically processed by the system's software. Based on the Sheriff's Department's requirements, all alarms are processed within required timeframes. The system's software allows the Sheriff's Department to create, edit, and delete zones for all program participants. As a benefit of the system, template zones can also be created and monitored across offender groups as needed. This allows Department personnel to designate certain sites across an entire area that can be applied to different populations. For example,

the system can establish predetermined exclusion zones around schools, playgrounds, or related areas to keep entire program populations away from these "hot zones" without having to recreate the same zones on a continual basis. This type of zone setup can be used for selected high-risk participant populations. The GPS system does not require offenders have land-line telephones. The equipment is cellular-enabled allowing the Unit to operate through local cellular networks. This model is used when participants do not have residential telephone service. The Unit is equipped with anti-tamper technology and a robust memory for storing any data that cannot be immediately transmitted for any reason. The GPS Unit has an extended battery life of up to 30 hours and is designed to last for a minimum of 12 months before needing to be replaced.

9. **Alcohol Monitoring and Drug Testing:** The Home Detention Program will utilize Sentinel's MEMS 3000 Remote Breath Alcohol Test Unit. This unit allows Officers to remotely monitor offender's breath alcohol levels as an independent measure or in combination with a restrictive home detention schedule. By November 2011, a cellular-enabled alcohol testing unit will also be available for use by Program staff. The EM Program staff will also conduct random drug testing with offenders twice a month utilizing the Program's own drug testing procedures on collected inmate urine samples. The drug testing screen is for four drugs: Cocaine, Opiates, Amphetamines, and Marijuana. The Sheriff's Department is currently in the process of evaluating the outsourcing of the monthly drug testing to a contract vendor as a way of lowering the total cost of the drug screening done through the Program.
10. **Home Detention Violations:** The Home Detention Electronic Monitoring Program will utilize a progressive continuum of sanctions and responses to Program violations. Offenders who violate Home Detention rules will be dealt with immediately. Offenders may lose all privileges, change to another form of monitoring, be placed back into jail (flash incarceration up to ten days), or be sent back to jail to complete the remainder of their sentence.
11. **EM Program Budget:** The Table on the following page shows the expanded Sheriff's Department's Home Detention Electronic Monitoring Program line item budget for FY 2011 – 12 covering the period of October 1, 2011 to June 30, 2012. Total Program costs are estimated at \$2,554,816. Other initial program start-up cost total \$329,248. When the proposed program reaches full capacity at 300 offenders per day, the average daily cost to supervise this offender population with equipment and drug testing expense will average \$31.54 a day.

The Sheriff's Department's existing Home Detention Electronic Monitoring Program charges offenders an initial program administration fee, daily equipment rental costs, and daily program monitoring fees based on an offender's overall financial ability to pay. The Department intends to conduct a review of each AB-109 offender's overall financial ability to pay these Program costs. Participants who do not have the ability to pay will be able to have the fees waived.

**Expanded Sheriff's Department Home Detention
Electronic Monitoring Program Budget
October 1 2011 - June 30, 2012**

Expenditure Category	Total Cost
Personnel Salaries & Benefits: (9 Months)	
Sergeant (1)	\$ 135,769
Deputy Sheriffs (10)	\$ 1,145,954
Records Officer 1 (4)	\$ 314,780
1560 On-call Deputies (4)	\$ 298,341
Sub-Total	\$ 1,894,844
Services and Supplies:	
Radio System Charges	\$ 8,760
AT&T Edge Air Card	\$ 5,027
Other Operating Supplies	\$ 72,000
Training	\$ 2,550
Vehicles (6)	\$ 18,072
Fuel	\$ 9,000
Sub-Total	\$ 115,409
Electronic Monitoring Equipment:	
300 GPS Ankle Units (\$5.39/day x 273 days x 300 units)	\$ 441,441
30 GPS Ankle Units (shelf inventory @ \$1/day x 273 days x 30 units)	\$ 8,190
200 MEMS 3000 Alcohol Monitoring Units (\$3.50/day x 273/days x 200 units)	\$ 191,100
Sub-Total	\$ 640,731
Drug Testing (\$17.58 x 2 x 9/months x 300):	\$ 94,932
Total FY 2011-12 Program Costs \$ 2,554,816	
One-Time Program Start-up Costs:	
Portable Radios (15 @ \$2,800/each)	\$ 42,000
Desk Top Computers/Monitors/Software (19 @ \$1,500/each)	\$ 28,500
Desks/Workstations/Chair (19 @ \$5,000/each)	\$ 95,000
Laptops w/docking station (11 @ \$1,500/each)	\$ 19,500
Aircards and Security Software (11 @ \$200/each)	\$ 2,200
Safety Equipment (15 @ \$2,500/each)	\$ 37,500
Hand Guns (15 @ \$693/each)	\$ 10,395
Badge/Hatpiece/Name Tag	\$ 2,563
Taser (15 @ \$870/each)	\$ 13,170
Taser Use Training (15 @ \$60/each)	\$ 900
Raid Vest (11 @ \$310/each)	\$ 3,410
GPS (6 vehicles @ \$66/each)	\$ 396
Panasonic CF31 Vehicle Tuff Book Installation (\$5,470 x 6 existing and 6 new vehicles)	\$ 65,640
Intoximeter (11 @ \$734/each)	\$ 8,074
Total One-Time Program Start-up Costs \$ 329,248	

Appendix A.

**Sentinel Electronic Monitoring Equipment (Trak Series)
Sacramento Public Safety Realignment Plan**

Trak Series

**Enhanced
Offender Management
Solutions**





The UniTrak GPS Tracking Unit is Sentinel's latest offering in offender supervision hardware. Based on the same proven technology as the TrakMate II, the UniTrak offers flexible tracking levels (Passive, Active, and On-Demand) in a convenient ankle-worn unit. With no hand-held unit to carry, the offender can no longer 'forget' to bring their tracking device with them.

The UniTrak tracks up to 12 satellites, giving it better GPS acquisition and more accurate data than the competition. It can communicate over 2 major wireless provider's networks, ensuring the most dependable coverage over the largest geographic area. The UniTrak also has the latest in tamper alert technology and contains a rechargeable battery that lasts over 30 hours on average. The UniTrak features 3 LED indicator lights and an internal vibrating motor, providing multiple alerts to the wearer.

Sentinel's National Monitoring Center receives the GPS points, tamper status, and other tracking unit information, and makes it available to local officers through an easy-to-use web interface.



UniTrak

One-Piece GPS Tracking

- Active, Passive, On-demand Tracking
- More than 30 Hours of Battery Life
- 12 Channel GPS Receiver
- Uses 2 Major Wireless Provider's Networks
- On-Board Memory to Store Zones and Data
- Dual Tamper Technology
- Minimalist, ergonomic design
- Durable, Water-Resistant Design
- LED Lights and Vibrating Motor Alerts
- Easy to Use Charge Port
- Comfortable, Hypoallergenic Strap
- Buckle-less Strap for Easy Installation



RF Home Monitoring



GPS Tracking



Alcohol Monitoring



Kiosk



Voice Verification





SENTINEL
OFFENDER SERVICES

Sentinel pairs its DualTrak II Radio Frequency Unit with the MEMS 3000 to provide the most reliable alcohol and curfew monitoring system in the industry. Utilizing a highly accurate electro-chemical breath alcohol testing unit, coupled with visual identification provided by an integrated camera, the MEMS 3000 provides agency personnel with a high-resolution color photograph of the offender submitting a breath sample.

The MEMS 3000 allows law enforcement personnel to utilize scheduled, random, and on-demand breath alcohol tests with automatic re-testing for positive tests.

The partnership of the DualTrak II Radio Frequency Unit with the MEMS 3000 Alcohol Monitoring System represents industry-leading technology paired to provide another world-class solution from Sentinel Offender Services.



MEMS 3000

Alcohol Monitoring System

- **Highly Accurate Breath Alcohol Tester**
- **Scheduled, Random and On-Demand Tests**
- **Fuel Cell Technology**
- **Automatic Re-Testing of Positives**
- **Visual Identification**
- **High-Resolution Camera**
- **Customized Notification Reporting**
- **Deep Lung Breath Sample**



RF Home Monitoring



GPS Tracking



Alcohol Monitoring



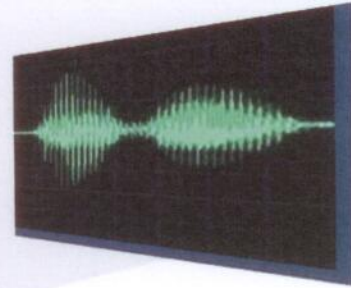
Kiosk



Voice Verification



Sentinel's Integrated Voice Recognition program, VoiceTrak, is the flagship in a suite of innovative Automated Telephonic Solutions. Operating as a high-integrity, PC-based telephony reporting system designed for Community Corrections applications, VoiceTrak gathers and reports curfew and compliance information to program officials.



Sentinel's VoiceTrak solutions are supported by our national Monitoring Center by providing assistance with the enrollment process, reporting systems and customer service assistance (Help Desk).

Sentinel's VoiceTrak captures call-in information and provides it to your Agency for entry into internal system(s), and to record compliance with court-ordered reporting requirements. Sentinel can customize this service for your agency and enhance it with other value added services to improve the success of your program.

Our VoiceTrak system uses an approach in which we manage operation of the entire service, including system hardware, software and customer support. Your agency will be responsible only for selecting the offenders, assisting with enrollment, and enforcing any required sanctions for non-compliance.

VoiceTrak

Automated Telephonic Solutions

- **Regular, Periodic Check-ins via Telephone**
- **Web-based Enrollment Process**
- **Biometric Offender Identification**
- **Replaces Unreliable Mail-In Program Models**
- **Customized Offender Reporting**
- **Check-in Questions Customizable per Agency**
- **Cost Effective Solution for Low-Risk Offenders**
- **Multilingual Availability**



RF Home Monitoring



GPS Tracking



Alcohol Monitoring



Kiosk



Voice Verification