



TELMATE GUARDIAN

A New Frontier in Smartphone-Based Location Monitoring

THE CASE FOR TELMATE GUARDIAN AND "COMMUNITY CORRECTIONS,"
INCLUDING PAROLE, PROBATION, PRE-TRIAL & WORK RELEASE.

TRANSFORMING INMATE COMMUNICATIONS

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Telmate Guardian: Better Monitoring, Better Communities

Challenge: The community corrections dilemma

Across the United States today is an increasing trend and demand to release inmates out of “hard bed” corrections and back into society due to issues including overcrowding, cost, and politics.

In October 2013, the incarceration rate of the United States of America was the highest in the world, at 716 per 100,000 of the national population. While the United States represents about 4.4 percent of the world’s population, it houses around 22 percent of the world’s prisoners. Imprisonment of America’s 2.3 million prisoners, costing \$24,000 per inmate per year, and \$5.1 billion in new prison construction, consumes \$60.3 billion in budget expenditures. As of 2014 the high incarceration rates have started to modestly decline, although still remain the highest in the world. (http://en.wikipedia.org/wiki/United_States_incarceration_rate)

In the United States, the number of people incarcerated has grown steadily for nearly 30 years. (Nathan James: Congressional Research Service, *Offender Reentry: Correctional Statistics, Reintegration into the Community and Recidivism*, January 12, 2015). As of 2012 there were over 2 million people incarcerated in prisons and jails across the country. Since 1990 an average of 590,400 inmates have been released annually from state and federal prisons and almost 5 million ex-offenders are under some form of community-based supervision. Nearly all prisoners will return to their communities at some point.

As a result, more and more individuals are leaving corrections facilities and re-entering society via “community corrections” made up of parole, probation, pre-trial, work release, and any other post-incarceration supervision category.

How to mitigate the crisis of escalating incarceration costs and the deluge of offenders returning back into communities

Community corrections supervises people who are under the authority of the criminal justice system but who are not in prison or jail. Current outcomes bear out the need for change: success rates on community supervision are not encouraging and most of those who fail are returned to prison (some for a new offense, but most due to a technical revocation). Of the 2.3 million probationers exiting supervision in 2009, only 65 percent completed probation successfully. Sixteen percent were incarcerated for failing the terms of their probation (for a new offense

or technical revocation); probation was extended for the remainder, or they were given more conditions and restrictions. (Various authors, *The Potential of Community Corrections to Improve Safety and Reduce Incarceration*, Center on Sentencing and Corrections, July 2013).

According to the U.S. Department of Justice (Office of Justice Programs, Bureau of Justice Statistics) in the U.S. today, there are an estimated 4,751,400 adults involved in “community corrections” or community supervision. (Erinn J. Herberman, PhD., and Thomas P. Bonczar, *BJS Statistics*, (2013) Note: This paper was revised January 21, 2015).

Of note and potential concern to communities, only approximately 10 percent of this community corrections population is under some form of hardware-based electronic home monitoring (EHM) such as traditional ankle bracelets. That leaves a population of roughly 4,276,260 lower risk offenders who are not monitored with GPS hardware, and who are only monitored through some passive supervision such as phone calls, periodic meetings with case managers, or drop-ins by supervisors. This population of lower risk individuals or “invisibles” is virtually out of sight in between check-ins with case managers and supervisors. While many lower risk individuals who are currently under this supervision do not require an ankle bracelet, there is community concern that a segment of this population should be under an additional veil of monitoring and supervision.

Solution: Telmate Guardian and smartphone-based, intelligent monitoring

Telmate Guardian is a smartphone-based mobile application aimed at offering a modern level of monitoring to the lower risk population within community corrections. Guardian is a software as a service (SaaS) client monitoring software for low risk offenders that is linked to a case manager. Guardian is an application that leverages the parolee’s own smartphone: an Apple or Android device. Guardian is the latest corrections technology from inmate communications company Telmate, which enables smartphone-based, location monitoring for parole, probation, pre-trial and work release. Guardian operates like any other mobile application, is affordable for agencies, and robust in terms of functionality and client data.

[Note: for the purposes of this white paper, the word “enrollee” will be used going forward as a collective term that refers to “lower risk” individuals who fall under these following categories that make up “community corrections”: Parole, Probation, Pre-trial, Work Release and Case Bank.]

Telmate Guardian is not intended as a direct replacement for electronic home monitoring (EHM) devices and ankle bracelets. These devices can provide effective GPS monitoring for higher risk clients requiring a tethered solution. Telmate Guardian is different from traditional EHM in that it

is intended for lower risk individuals, it requires no additional cumbersome hardware, and is less expensive than traditional monitoring solutions. Guardian can also be used as an adjunct product to other monitoring solutions to add additional layers of supervision.

Telmate's functionality is simple, direct and effective. A case manager sets up a new user online, and provides a unique PIN to the client (enrollee). The enrollee installs the Android or iOS application on their smartphone, and enters their unique PIN. Enrollees then receive a smartphone notification at random intervals prompting a check-in. Enrollees respond to check-in alerts by speaking a random series of numbers while multiple photos are taken. The case manager sets the frequency of check-ins.

For case managers, the Telmate Guardian administrative back-end platform provides tools to customize community corrections monitoring programs, and comprehensive geo-location data and reports of all successful and missed client check-ins.

For enrollees, Guardian offers a modern, dignified and familiar monitoring solution that aids in re-entry and transition. Guardian is less embarrassing and obtrusive for enrollees as they rejoin critical areas of society. Guardian's approach, while secure and powerful for the case manager, is also empowering to the client helping develop appropriate degrees of independence, decision-making, and trust. Telmate Guardian aims to encourage better, and more thorough compliance with enrollees due to its dignified and modern smartphone application approach.

The Guardian platform team is looking to expand the scope of services to new categories of offender, one who is "lower risk" and who can benefit from this form of technological supervision.

Unlike current monitoring solutions, Telmate Guardian quickly brings problem enrollees to the attention of the case manager via dashboard, email or alert, saving costly time traditionally spent scouring emails, faxes, and phone records. Guardian's automation and administrative features gives case managers the ability to supervise more clients, more effectively. If the case manager or agency suspects a location violation or problem, unlike ankle bracelets, Telmate Guardian is united with a smartphone enabling immediate, two-way communications with the offender, a feature not available with most EHM devices.

Behavioral contracts and offender accountability

Telmate Guardian drives client accountability by forcing a set of behaviors onto the client in order for them to stay current within their customized community corrections program (parole/probation/pre-trial/work release). In that sense, it is a reward tool and behavioral contract that works via a check-in and monitoring process that is set up and customized

by their case manager. A check-in is a verifiable time and place for an individual's location. Only check-ins will allow a case manager to verify that an enrollee was at a specific place at a specific time.

The way Guardian works teaches accountability in a very Pavlovian way. If the client checks in successfully, they are rewarded by continuing in the community. If they are irresponsible and miss check-ins, the agency learns about it immediately and can impose an immediate sanction (confining them to their house for X hours, returning them to jail, and more).

As such, clients earn the right to continue with a program. This methodology has the added benefit of freeing up case managers to work with higher risk offenders.

Community corrections defined

Most people under community supervision fall into one of the following categories:

- Defendants on pre-trial release with open, active cases in court.
- Defendants with open cases who have been diverted to a specialty court or diversion program and who will be convicted and sentenced if they are not successful in the court or program.
- Offenders who have pled or were found guilty of their charges and are sentenced to a term of community supervision, usually probation, that may include participation in specialized programs like drug courts.
- Offenders who have completed prison or jail terms but remain on community supervision, usually parole but also probation, for a certain amount of time.
- Offenders released from prison or jail to serve the remainder of their sentences in the community on work release or other programs (this may involve probation or parole supervision).

(Various authors, *The Potential of Community Corrections to Improve Safety and Reduce Incarceration*, Center on Sentencing and Corrections, July, 2013).

Community supervision varies according to specific community corrections departments and is not universal. Typically, few offenders in any category are on EHM because many cannot afford it (even if it is offered as an alternative to jail). In Seattle for example, offenders placed on alcohol-monitoring ankle bracelets pay all daily costs, estimated at less than \$15 each. (Jennifer Sullivan, *Seattle courts to trade jail for ankle bracelets*, The Seattle Times (May 10, 2011). In Hennepin County, Minneapolis, Minnesota, offenders in the county's

EHM, community-based alternative for low-risk offenders, pay \$16 per day and a \$30 booking fee. (<http://www.hennepin.us>)

Other EHM issues are that equipment often works poorly, and it is not well liked. One in four GPS devices on criminals in L.A. County were faulty, according to an article in the Los Angeles Times. (St. John, Page, (December 27, 2013). The article stated that GPS devices used to track serious criminals released in Los Angeles County had defective electronics, batteries that wouldn't hold a charge, and other issues. A probation department audit said that "these ongoing issues allowed violent felons to roam undetected for days, or in some cases, weeks."

"I think the perception ... is that these people are being watched 24 hours a day by someone in a command center. That's just not happening," said Rob Bains, director of court services for Florida's Ninth Judicial Circuit Court, which in 2013 halted its monitoring programs after two people on the devices were accused in separate shootings. (Caruso, David B. and Riccardi, Nicholas, *Sex offenders, parolees and others unmonitored as ankle bracelet alerts go unchecked*, The Associated Press (July 28, 2013).

How Telmate leverages technology

Innovation Equals Cost Savings

Technology has changed and aligned in a way that has enabled Telmate to introduce the next generation of intelligent monitoring to community corrections. Other devices, such as ankle monitors, are heavily hardware dependent and based on outdated and slow, time-to-market technology. Guardian leverages the intelligence and capabilities of the latest smartphone technologies, which is what makes this new technology possible. Utilizing the existing desktop software of case managers and parole officers on one end, and a piece of hardware that everyone owns on the other, creates a very economical, low-cost solution, which is less than the cost of most ankle and GPS monitoring devices today and a benefit to both parties.

Advances in Accurate Geo Positioning

Telmate Guardian usage is dependent upon an intelligent workflow that prioritizes accuracy over anything else. There are three methods to securing a GPS location that are available:

- GPS-based
- Cell phone towers
- WiFi

For example, if a smartphone battery is too low, GPS is not used because of the drain on the battery. If a satellite is not available, the system moves on to the next, best alternative, based on hierarchical workflows.

Real Time System Communication

Guardian is based all around a device that is built for communication, and includes an inherent, built-in ability for a case manager to message or call their client on the smartphone device. Most ankle monitors have no one-on-one communication available. Guardian also uses unique identifiers, such as face and voice detection, to ensure the person is with the device and to guarantee at every check-in that that person is where they say they are.

Rapid Product Cycles

Guardian gets the benefit of leveraging the latest smartphone technology on a frequent basis because the product is not reliant on any kind of specific, proprietary hardware. The average life-cycle time for phones is typically less than two years and people swap out their phones regularly. Less reliance on hardware inventory, support, and replacement result in a low cost solution for both case managers and enrollees.

Conversely, with ankle bracelets, the renewal cycle on hardware is generally three years and the product lifecycle itself is inherently burdened with many dependencies, by virtue of the process and the nature of: hardware; inventory, management, selling the product, complexity and power of the hardware, and other factors. Case managers end up buying inventory from somebody and putting that inventory into the field. If they wish to take advantage of the latest advances in cell phone technology, or GPS technology, they must wait for the manufacturer and the supplier of that piece of hardware to turn over those devices.

Technology That's Discreet

A phone is far less embarrassing and limiting than an ankle monitor for employment. Everybody has a smartphone, so it allows the person being monitored to more successfully integrate into society, stay employed, and move about more independently in public situations.

What Guardian Isn't

Not a Tracking Device

Guardian monitors a phone location. And the assumption is that the user of the smartphone is carrying that phone. This is the difference between monitoring and a tracking device. With an affixed device, you are making the assumption that it is still connected to the individual. Whereas with Guardian, while it is not physically attached, you know that it is with the monitored individual, as well as boosted by the power of face detection, image capture and voice recording.

Not a Surveillance Tool

A smartphone-based monitoring solution could be seen in certain circles as a surveillance tool, or as a big brother tool that knows every single movement of an individual.

From the standpoint of both case managers and enrollees these functions are not a part of the application. Telmate Guardian restricts the application focusing on tracking the location of the device and then verifying through visual and audio ID verification (via the speaking of random series of numbers while multiple photos are taken by the devices camera).

The Telmate technology experience

Telmate is a technology company, located in San Francisco, harvesting the most innovative commercially available technology and development tools in the world, as well as using a diverse pool of talent with cutting edge expertise gained from their work at companies such as Apple, Google, Netflix, Pandora, Salesforce, Oracle to name a few. Telmate revolutionized the corrections industry with a phone and video visit system, and wireless inmate tablets, and now is revolutionizing the monitoring industry with Telmate Guardian. Telmate leverages the latest, greatest industry best practices to enable the continuing development of the Guardian platform.

Telmate brings all of this developmental expertise solely and exclusively into the community corrections sector. Telmate is committed to improving society, reducing recidivism and fostering safety within all of the communities that we serve. Telmate Guardian is the latest, and most promising community-building platform currently available anywhere in the world.