STATE OF FLORIDA
DEPARTMENT OF JUVENILE JUSTICE

BUREAU OF MONITORING AND
QUALITY IMPROVEMENT
PROGRAM REPORT FOR

BI, Inc. - Electronic Monitoring
(Contract Provider)
6265 Gunbarrel Avenue, Suite B
Boulder, CO 80301

Review Date(s): November 20, 2017

PROMOTING CONTINUOUS IMPROVEMENT AND ACCOUNTABILITY
IN JUVENILE JUSTICE PROGRAMS AND SERVICES
**Rating Definitions**

Ratings were assigned to each indicator by the review team using the following definitions:

<table>
<thead>
<tr>
<th>Ratings</th>
<th>Description</th>
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<tbody>
<tr>
<td>Satisfactory Compliance</td>
<td>No exceptions to the requirements of the indicator; or limited, unintentional, and/or non-systemic exceptions that do not result in reduced or substandard service delivery; or systemic exceptions with corrective action already applied and demonstrated.</td>
</tr>
<tr>
<td>Limited Compliance</td>
<td>Systemic exceptions to the requirements of the indicator; exceptions to the requirements of the indicator that result in the interruption of service delivery; and/or typically require oversight by management to address the issues systemically.</td>
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<tr>
<td>Failed Compliance</td>
<td>The absence of a component(s) essential to the requirements of the indicator that typically requires immediate follow-up and response to remediate the issue and ensure service delivery.</td>
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</tbody>
</table>

**Review Team**

The Bureau of Monitoring and Quality Improvement wishes to thank the following supplemental review team members for their participation gathering information for the annual statewide rollup report, and for promoting continuous improvement and accountability in juvenile justice programs and services in Florida:

Keith Bennis, Office of Program Accountability, Regional Monitor
Maryann Sanders, Office of Program Accountability, South Deputy Regional Monitoring Supervisor
Methodology used for Monitoring Statewide Contracts

The Department of Juvenile Justice (DJJ) contracts with BI, Inc. to provide electronic monitoring services under contract number 10347 which was executed on October 3, 2016 and expires on October 2, 2021. BI, Inc. provides active global positioning satellite (GPS) electronic monitoring (EM) and applicable alcohol monitoring (AM) services twenty-four hours a day, seven days a week (including holidays), to juveniles identified by DJJ throughout each of the twenty judicial circuits in Florida. EM enhances public safety by providing an additional tool to supervise youth under the Department of Juvenile Justice (DJJ). The intended goal of the Department and the GPS/EM or AM service is to provide services in a manner which ensures troubled youth remain crime free, within the least restrictive environment possible, while maintaining public safety. The provider is responsible for providing all technology, equipment, systems, and related support services, data-storage support services, and twenty-four hours monitoring services and staff. BI, Inc. provides a central database to monitor youth activities, GPS monitoring units, software, and hardware to access the internet, as well as all labor, materials, equipment, and cellular wireless service costs. The database allows for multiple data fields and includes the capability for customization based on Department data needs. The provider delivers a minimum of 250 active GPS/EM tracking/monitoring units throughout the State of Florida and has a back-up inventory of fifty units to be placed accordingly in applicable circuits for back-up, which constitutes a total of 300 units available. In addition, BI, Inc. provides eleven Alcohol Monitoring (AM) units to Circuit 11 with one unit in circuit inventory for backup. The AM units can provide an approximation of the wearer’s blood-alcohol level based on the concentration of alcohol in the wearer’s perspiration and communicates such to the monitoring center.

General Description of Services to be Provided

BI, Inc. provides active global positioning satellite (GPS) electronic monitoring (EM) services to applicable youth ordered by a court order and to eligible youth who meet certain criteria outlined by the Department. BI has one primary monitoring center and one backup monitoring center, each operating twenty-four hours a day, seven days a week, including holidays. Each center is capable of uninterrupted operation twenty-four hours a day, seven days a week, 365 days a year. This includes the operation of all systems, hardware and software, communications, and building support services, such as electrical power. Each center has personnel who can monitor offenders in real time and allows each offender’s specific location to be known at any given moment. Based on the findings of the previous supplemental reviews, it has been determined the provider is compliant with the contract, as it is written.

Youth to be served – Eligibility and Referral

Any youth who is under the Department’s supervision and/or who has been court ordered are eligible for global positioning satellite (GPS) Electronic Monitoring (EM) services. The Department utilizes the Detention Risk Assessment Instrument (DRAI) as a guideline for determining which offenders are placed on EM. If an offender is assessed, by way of the DRAI, as qualifying for home detention/EM, the Department could recommend the use of GPS monitoring services to the Court. Furthermore, a youth may be eligible to be placed on GPS/EM by way of court order.
Services to be Provided

The provider is required to run global positioning satellite (GPS)/electronic monitoring (EM) and applicable alcohol monitoring (AM) services twenty-four hours a day, seven days a week. These services include a monitoring system capable of being accessed through a secure internet connection and is fully supported by a secure database for transactional records. The provider shall provide all systems and equipment (software and hardware) required for these services to include the following:

- A system with a database to monitor youth activity;
- All monitoring units (monitoring units to be single body worn units, which include the transmitter, receiver/dialer, and other related equipment) to communicate location data to the provider’s system. Monitoring units must also communicate directly with the youth by vibration, LED lights, and/or voice (active or pre-recorded) for notification of alerts to the youth.
- All software and hardware required to access the internet, with the exception of Department personal computers.
- All labor, materials, equipment, cellular wireless service costs, and consumables necessary to perform active GPS/EM tracking and monitoring services and AM services, on an as-needed basis.
- The provider is required to have 250 active GPS/EM tracking/monitoring units and fifty back-up GPS/EM tracking/monitoring units to be placed accordingly in applicable circuits for back-up, which constitutes a total of 300 units available.
- The provider is required to have at least eleven Secure Continuous Remote Alcohol Monitoring (SCRAM) units available for Circuit 11 (Miami-Dade County).

Screening and Evaluation

The Department has full authority to determine who is eligible and who will be fitted with a global positioning satellite (GPS)/electronic monitoring device. The Department uses the Detention Risk Assessment Instrument (DRAI) as a tool to determine an offender’s eligibility for a GPS/EM device. The DRAI indicates a youth’s eligibility for detention services, which includes electronic monitoring. The assessment instrument considers an offender’s prior criminal history, current criminal charges, and current legal status when determining an offender’s right to be released or detained by the Department. The DRAI is a tool utilized by the Department in recommending which offenders shall be held in a more secure placement or placed on a less restrictive placement, such as electronic monitoring.

Summary of Services Provided

The provider supplies the Department with global positioning satellite (GPS)/electronic monitoring (EM) devices statewide for twenty judicial circuits, as well as eleven Secure Continuous Remote Alcohol Monitoring (SCRAM) devices for the eleventh judicial circuit (Miami-Dade County). The provider has a secure database which allows for the tracking and mapping of each GPS and SCRAM device. It is the assigned juvenile probation officer’s (JPO) responsibility to enroll and activate each juvenile offender in the provider’s secure database. The provider’s system requires specific demographic information for each offender enrolled, such as their name, Department of Juvenile Justice (DJJ) identification (ID) number, parent/guardian’s name, physical address where the offender resides, serial number of the device placed on the offender, time zone, and DJJ program area.
The system provides for youth enrollment and scheduling to be performed through direct telephone requests when the Department does not have immediate access to an internet connection. The system further requires the judicial circuit, DJJ region, name and address of the juvenile detention center, and name and contact information for the assigned JPO. The secure database allows for the mapping and saving of an offender’s location(s). The system requires the JPO to enter rule functions, which indicate where an offender can and/or cannot be during specific times. The system allows a JPO to establish inclusion and exclusion zones for each offender. The system enables the Department to monitor the near real-time position for a specific youth’s location at any and all times. The GPS devices run twenty-four hours a day, seven days a week and can collect youth location points at least once every minute. Once an offender is enrolled and activated in the system, it will collect the offender’s location a minimum of once every thirty minutes while they are in compliance and immediately while they are in violation status.

The GPS devices communicate directly with an offender by vibrations, LED lights, and/or voice (active or pre-recorded) for notification of alerts to the youth. The device vibrates and LED lights blink to advise an offender of an alarm. The following system generated alert/alarms allow the youth the opportunity to resolve the alert/alarm in a time frame predetermined by the Department. These alerts/alarms require further steps to be taken by the provider’s monitoring center staff if the alert/alarm is not resolved by the youth:

- Loss of GPS/EM signal while receiver/dialer is in motion: The GPS/EM system/equipment shall provide a means of notification (alert/alarm) to the youth when the system receiver loses the GPS/EM signal and the receiver has been in motion for ten minutes (unless the system utilizes an alternate or assisted GPS/EM technology).

- Inclusion/Home (unauthorized absence): The system shall provide a means of notification (alert/alarm) to the youth when the youth is late returning home from an approved absence or leaves home when unscheduled (inclusion zone violation).

- Equipment Unit Tamper: Monitoring unit equipment failures or tampering shall be considered an alert/alarm and shall be reported to the Department.

- Loss of cellular communication: Monitoring unit communication failures shall be considered an alert/alarm and shall be reported to the Department.

- Equipment Unit low battery: The system shall provide some manner of notification (alert/alarm) to the youth’s receiver/dialer when the monitoring/tracking equipment unit’s battery is low.

When a youth is on active GPS/EM and violates, an alert/alarm notification shall be made to the Department immediately, but not longer than five minutes after the alert/alarm processing has expired. When an offender receives an alarm from the device because of loss of radio frequency, loss of GPS signal, unauthorized absence from an inclusion zone, equipment tampering, loss of cellular communication, or the device has a low battery, the monitoring center is notified of the alarm at the same time the offender is notified by the device. The monitoring center immediately attempts to clear the alarm by contacting the offender and working with them to correct the reason for the alarm. When the monitoring center is unable to clear the alarm, they notify the Department. If the alarm occurs between the hours of 8:00 a.m. to 5:00 p.m.,
Monday through Friday, notification of alarm alerts is provided to the youth’s assigned JPO by way of live operator call or automated voice message. If the alarm occurs between the hours of 5:00 p.m. to 8:00 a.m., Monday through Friday, on weekends (between 5:00 p.m. Friday to 8:00 a.m. Monday) and state holidays (5:00 p.m. the evening preceding the holiday until 8:00 a.m. the next business day), notification of alarm alerts are provided to the assigned JPO. In each instance, the JPO has the capability of acknowledging receipt of the call with security codes and a user ID.

BI, Inc. provided monitoring GPS/EM services for 2,177 youth from July 1, 2017 through October 31, 2017 which included:

- Circuit 1 – 177 youth
- Circuit 2 – 147 youth
- Circuit 3 – one youth
- Circuit 4 – 233 youth
- Circuit 5 – zero youth
- Circuit 6 – fifty-four youth
- Circuit 7 (Volusia County) – sixty-four youth
- Circuit 8 – 111 youth
- Circuit 9 – 339 youth
- Circuit 10 – forty-three youth
- Circuit 11 – 192 youth
- Circuit 12 – five youth
- Circuit 13 – forty-two youth
- Circuit 14 – fifty-four youth
- Circuit 15 – 237 youth
- Circuit 17 – 209 youth
- Circuit 18 – eighty-five youth
- Circuit 19 – 126 youth
- Circuit 20 – fifty-eight youth

From July 1, 2017, through November 20, 2017, there was no utilization of the Secure Continuous Remote Alcohol Monitoring (SCRAM) devices in Circuit 11.

**Transition / Discharge**

When a juvenile offender is no longer required to wear the global positioning satellite (GPS) device, the assigned juvenile probation officer (JPO) is required to deactivate the offender and the device in the electronic monitoring database. The offender may cut off the monitoring device strap and return the GPS device with its charging device to the local juvenile detention center or probation office where they were originally fitted with the device.

**Staffing and Personnel**

BI, Inc. has an assigned contract manager to oversee the contractual requirements and equipment outline in contract number 10347. The provider has a main monitoring center and a secondary (backup) monitoring center located in the state of Indiana. The provider ensures a constant presence of qualified staff to monitor and address any offender violations or equipment concerns at their monitoring centers.
Staffing Training

During the 2017-2018 fiscal year, the provider conducted forty-seven trainings throughout the state. The provider conducted trainings at various locations such as juvenile detention centers, juvenile assessment centers, and juvenile probation offices. The training provided an overview of the electronic monitoring system, how to place a device on an offender, how to enroll an offender into the database, how to enter rule functions for each offender, and how to track each offender. The training places an emphasis on how to monitor an offender and view an offender’s current location, past location, or their location for a specific time frame. In addition, it was reported the provider is meeting with Department staff, on a monthly basis, to better facilitate open communication; however, there is no supporting documentation to validate these meetings.

The program’s contract manager conducted an off-site monitoring assignment on December 2, 2016, regarding the 2016-2017 Annual Administrative Compliance Review. The results of this review yielded no minor, major, or critical deficiencies.

Recommendations