

Fiscal Estimate Narratives

DOC 9/9/2005

LRB Number	05-3355/1	Introduction Number	SB-295	Estimate Type	Original
Subject					
GPS tracking for certain sex offenders					

Assumptions Used in Arriving at Fiscal Estimate

This bill requires the Department to place every person on parole, probation or extended supervision convicted for first or second degree sexual assault of a child or for repeated sexual assault of a child on global positioning system [GPS] tracking devices. The bill also directs the Department of Health and Family Services [DHFS] to use GPS tracking on all supervised release offenders who have been committed for treatment as a sexually violent person and conditional release offenders after having been found not guilty by reason of mental disease or defect for these same offenses. The bill prohibits a person from tampering with a GPS device. Violators are guilty of a felony and may be fined up to \$10,000 and/or sentenced to a term of imprisonment of up to three years and six months.

Currently there are 2,370 sex offenders on DOC supervision for conviction of first or second degree sexual assault of a child or for repeated sexual assault of a child. This includes 1,662 on probation, 538 on parole and 170 on extended supervision. Approximately 207 of these offenders are currently being electronically monitored using a non-GPS tracking system.

Technology Description:

The Department currently uses two types of electronic monitoring technology. The most frequently used system [1,352 offenders--205 of whom are county customers] electronically links a bracelet worn by the offender to a unit placed in the offender's home. Frequent electronic calls to the unit indicate to the Department if the offender is home when he/she should be. An alert is issued if the offender does not conform to the manually-entered, probation and parole agent-approved, offender schedule. Monitoring staff address alerts in multiple ways ranging from telephone calls to the agent to see if the offender's schedule was incorrectly entered into the system to issuance of warrants for the offender's arrest. This is not GPS technology.

The second type of device the Department currently utilizes is GPS technology, which involves the offender carrying a small unit that tracks and records the whereabouts of the offender once per minute. Every 10 minutes, under an Active GPS system, the tracking device sends the cumulative data to the Department. The periodic whereabouts of the offender can be tracked on a computer screen--although viewing in real-time will only show the most recent location. If the offender is in a prohibited area, an alert is issued, and just as in the case of the non-GPS technology, Department staff addresses the alert according to pre-established procedures. Probation and Parole Agent workload will increase since Agents will not only have to enter offender's schedules as is currently being done with non-GPS monitoring, but will also be expected to review and analyze offender movement patterns and determine prohibited areas for every offender. There are currently 9 offenders being tracked with this technology; another 6 offenders are ready to be processed onto GPS technology.

The Department is now piloting a third type of electronic tracking technology. This Passive GPS technology works much like the other GPS technology noted above, taking snapshots of the offender's location every minute. The difference in operation is that the snapshots are downloaded to the Department twice per day [12-hours of data arriving all at once, rather than arriving every 10 minutes]. Department staff still has to retroactively address each of the alerts and analyze data just as in the case of the other two types of technology. The Department is currently piloting this technology.

Equipment Costs:

The Active GPS technology costs the Department between \$9.00 and \$13.10 per day, per unit [depending upon

the communication technologies available in certain portions of Wisconsin], with an average cost of about \$10/day/unit. The Passive system costs \$5.50 per day, per unit. These costs do not include the staff needed to respond to or analyze the data provided by the equipment.

Thus, if the Department were to assume all 2,370 current 1st and 2nd degree child sex offenders and repeat offenders in the community are placed on GPS technology, one year costs, excluding staff, range from \$4,757,800 [100% @ \$5.50/day/unit if all passive units are used] to \$8,650,500 [100% @ \$10 average/day/unit if all active units are used]. These offenders are supervised in the community for an average of approximately 9 years each. Additionally, it can be assumed the population of sex offenders being tracked using GPS technology will grow annually at the same rate as the general community corrections population. It is estimated that costs will increase annually, until the 10th year, when the original offenders are no longer supervised by the Department.

At times, the Department has paid for installation of a telephone in the offender's home in order to operate the equipment. Installation costs range from \$75 to \$200 depending upon existing telephone jacks/lines in the residence. The Department has also paid for unpaid phone bills that need to be cleared before the phone company will activate offender telephone lines and paid for monthly phone bills [averages \$33/each/month]. These charges would also increase the Department's costs of GPS.

Staff Costs:

The Department currently monitors 1,352 non-GPS offenders 24 hours per day, 7 days per week with staffing of 13.50 FTE Corrections Communication Operators [CCOs], 10.0 CCO LTEs, and 4.0 Supervisors. Approximately 3.0 CCOs and 1.0 LTE have non-monitoring duties.

Approximately 207 child sex offenders are already being monitored using non-GPS technology. The Department would require an additional 37.50 FTE CCOs and 6.0 FTE Supervisors to address the addition of 2,163 child sex offenders. This does not include any additional Probation and Parole Agents as workload increases can not be quantified at this time. Total annual staff costs equals \$2,401,600 plus \$387,800 in one-time costs.

Department of Health and Family Services:

It is assumed DHFS will contract with Corrections for supervision and GPS tracking of offenders in their custody. DHFS projects that 35 offenders will be tracked during FY6, plus growth of seven offenders per year. It is expected that this group will be on GPS for life. Thus, the DOC estimates revenues from DHFS ranging between \$70,300 and \$127,800, plus a portion of the staff costs, the first year. Revenues will grow between \$10,200 and \$25,550 annually, thereafter.

Summary:

The Department will require at least 43.50 FTE to place every child sex offender on parole, probation, conditional release, supervised release or extended supervision on GPS tracking devices. Annual equipment costs total between \$4,757,800 and \$8,650,500, depending on the type of units selected. Annual staff costs total \$2,401,600. One time costs total \$387,800.

The Department will also increase revenues by \$70,300 and \$127,800 collected from DHFS for GPS equipment to track 35 offenders, annually. A portion of the staff costs could also be charged to DHFS for these services.

Long-Range Fiscal Implications

GPS Equipment: ranging from \$4,757,800 to \$8,650,500 annually
Staff Costs: \$2,401,600 annually; \$387,800 one-time
FTE Increase: 43.50 FTE

Additional Revenue: ranging between \$70,300 to \$127,800 the first year, growing between \$10,200 and \$25,550 per year thereafter

This does not include any additional Probation and Parole Agents as workload increases can not be quantified at this time.