

STATE OF FLORIDA  
DEPARTMENT OF JUVENILE JUSTICE

**BUREAU OF MONITORING AND  
QUALITY IMPROVEMENT  
PROGRAM REPORT FOR**

**BI Electronic Monitoring**  
*BI, Incorporated*  
(Contract Provider)  
6265 Gunbarrel Avenue, Suite B  
Boulder, Colorado 80301

*Review Date(s): October 2, 2020*



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:

<b>Satisfactory Compliance</b>	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.
<b>Limited Compliance</b>	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.
<b>Failed Compliance</b>	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.

## Review Team

The Bureau of Monitoring and Quality Improvement wishes to thank the following review team member for their participation in this review, and for promoting continuous improvement and accountability in juvenile justice programs and services in Florida:

Tamara Mahl-Adkins, Office of Accountability and Program Support, Regional Monitor

Program Name: BI Electronic Monitoring  
Provider Name: BI, Incorporated  
Location: Statewide  
Review Date(s): Fiscal Year 2019-2020

MQI Program Code: NA  
Contract Number: 10347  
Number of Slots: 3563  
Lead Reviewer Code: 156

## Methodology

The Department contracts with BI, Incorporated to deliver Active Global Positioning Satellite Electronic Monitoring (GPS/EM) services, as well as Alcohol Monitoring (AM) units on a statewide basis for troubled youth to remain crime-free within the least restrictive environment possible, while maintaining public safety. Youth served under the contract are eighteen years of age and under, in the custody of the Department, determined eligible by meeting certain criteria, and are court-ordered to receive monitoring services. The contract with the Department was executed on October 3, 2016 and currently holds an end date of October 2, 2021. The Department may renew the contract for another five years if performance is deemed satisfactory and services continue to be relevant. The contractual requirement for the provider is to deliver a minimum of 250 active GPS/EM tracking/monitoring units with a back-up inventory of fifty more, as well as eleven AM units for Circuit 11 with one back-up. The number of active GPS/EM or AM units utilized by the Department may increase or decrease based on available funds and needs. The provider is to deliver monitoring services, as well as provide remote diagnostic support and technical assistance through a toll-free telephone line twenty-four hours a day, seven days a week, including holidays. The service provisions include the most current, viable, and technically proficient GPS/EM and AM services and a monitoring system capable of being accessed through a secure internet connection and supported by a secure database.

## Services Provided

The provider delivered Active Global Positioning Satellite Electronic Monitoring (GPS/EM) services on a statewide basis during the period of July 1, 2019 to June 30, 2020. The Department did not require any Alcohol Monitoring (AM) services this fiscal year (FY 2019-2020). The provider conducted monitoring services for the GPS/EM units twenty-four hours a day, seven days a week, including holidays, using the most current, viable, and technically proficient equipment available. Trained Department, Bay Area Youth Services (BAYS), and Rite of Passage staff have access to system-generated reports, which include equipment, youth alarm, monitoring youth, circuit/detention center alarm, agency alert count, summary totals, current usage, and ad hoc reports. The utilization report details the number of ankle monitors, beacons, and inactive units used for back-up in each circuit. The amount of back-up units varies by circuit based on active cases. The daily utilization summary report is made available to all circuit chief probation officers (CPO), assistant CPOs, juvenile assessment center (JAC) staff, supervisors, supervised release tracker (SRT) staff, and regional directors in the Total Access System. System and equipment technical assistance was provided through remote diagnostic support and technical assistance, and was available telephonically twenty-four hours a day, seven days a week, including holidays, as well as on-site technical assistance, when requested. The provider's Contingency Plan/Continuity of Operations Plan (COOP) was submitted to the Department on June 28, 2019. The COOP identifies three phases, the Notification and Activation Phase, the Recovery Phase, and the Reconstitution Phase which provides a detailed plan in case of disaster or disruption of the system, including the determination of a disaster recovery location. The provider did not make any changes to service provisions due to the COVID-19 pandemic.

## Youth Served

The provider delivers Active Global Positioning Satellite Electronic Monitoring (GPS/EM) services, as well as Alcohol Monitoring (AM) to troubled youth to remain crime-free within the least restrictive environment possible, while maintaining public safety. Eligible youth are eighteen years of age and under, in the custody of the Department, and are court-ordered to receive the services. The youth's eligibility is determined through the administration of the Detention Risk Screening Instrument (DRAI).

## Screening and Evaluation

The provider delivers Active Global Positioning Satellite Electronic Monitoring (GPS/EM) services, as well as Alcohol Monitoring (AM) to youth meeting certain criteria and court-ordered to receive services. Eligibility to be placed on GPS/EM and AM is determined by the administration of the Detention Risk Assessment Instrument (DRAI) at the time of the youth's arrest. The DRAI is an instrument utilized statewide, which was updated in August 2019. The DRAI uses data such as current offenses, prior referrals, delinquency history, current legal status, and age, as well as statutes and policies to determine what level of placement the youth qualifies for, such as detention, supervised release, or release. If a youth meets the criteria, the Department can make the recommendation to the judge, who in turn can court-order the youth to comply with the services.

## Summary of Services

The provider supplied 250 Global Positioning Satellite Electronic Monitoring (GPS/EM) units and fifty back-up units for utilization in all twenty circuits statewide during the 2019-2020 fiscal year; none of the Alcohol Monitoring (AM) units were utilized. The units include the bracelet, beacon, two batteries and a charger. The monitoring units are a single body-worn unit which includes the transmitter, receiver/dialer, and other related equipment. The monitoring units communicate directly with the youth by vibration, LED lights, and/or voice for notification of alerts/alarms. The units are attached to a youth in a manner which does not impede normal activities, school, or work. The unit location and tracking capabilities during a time frame where cellular connection is unavailable can be transmitted to the monitoring center when the tracking unit reconnects to cellular service. The receiver/dialer can be recharged in less than two hours and can hold a charge for up to sixteen hours.

The provider utilizes a web-based GPS/EM system capable of being accessed through a secure internet connection from desktop, laptop or remote means by Department, Bay Area Youth Services (BAYS), and Rite of Passage staff, who have appropriate security clearance and have been trained on the usage of the program. The GPS/EM system enables staff to monitor the near real time position for a specific youth's location at any and all times. The youth's location is uploaded at least once every thirty minutes while in compliance and immediately when in violation status. The system enables the user to establish configurable inclusion and exclusion zones, schedules, collecting youth location points at a minimum of once every minute while in compliance and once every thirty seconds while in violation status, providing location mapping, alarm notification, and mobile computing devices with wireless capability for constant communication with the monitoring center. Trained personnel, including the monitoring center, Department, BAYS, and Rite of Passage staff have the capability to enter narrative-style notes

to document steps taken to resolve youth alarms. The system software allows for a non-erasable alpha numeric identification code with no more than seven characters to be assigned specific to each youth. During the initial youth enrollment, the software requires mandatory fields to be entered, including the type of unit, if GPS/EM or AM is required, name of the youth, the youth's Department identification number, name of parent/guardian, physical address where youth and parent/guardian reside, serial number of the equipment, time zone, Department program area, judicial circuit, Department region, name of detention center, address of detention center, detention center contact telephone number and email address, and the assigned juvenile probation officer (JPO), BAYS, and Rite of Passage staff name, email address, and phone numbers for notifications.

The provider delivered monitoring to the assigned service units twenty-four hours, seven days a week, including holidays, which encompassed notification upon receipt of an alarm. The provider's monitoring center staff responded to system generated alerts/alarms when the alerts/alarms had not been resolved by the youth, including alerts on the loss of GPS/EM signal while the unit was in motion, inclusion/home, equipment unit tamper, loss of cellular communication, and equipment unit low battery. Youth were made aware of alerts/alarms directly through the monitoring/tracking equipment with vibration, LED lights, and/or voice coming from the body-worn unit. If the youth did not clear the alert/alarm within a specific time frame, the monitoring center staff attempted to contact the youth through the monitoring unit with voice commands or by calling the phone numbers listed for the youth.

If a youth does not respond and the alert/alarm was still in effect, notification to the youth's assigned JPO, BAYS, or Rite of Passage staff would be made through live operator or automated voice message between the hours of 8:00 a.m. and 5:00 p.m., Monday through Friday. Alarm alerts between the hours of 5:00 p.m. to 8:00 a.m., Monday through Friday, on weekends, and state holidays were provided to the youth's assigned JPO, BAYS, or Rite of Passage staff by other means. If the staff acknowledged the notification within a specific time frame, the responsibility for the alert/alarm resolution fell on the JPO, BAYS, or Rite of Passage staff; if not, the monitoring center system would use the escalation process to deal with the alert/alarm. The exception to this process was system-generated alerts/alarms for violation of exclusion zones which were directly forwarded to the assigned staff for immediate investigation and resolution. During the annual compliance review period, the provider served 3,563 youth in all twenty circuits, which included:

- Circuit 1 – 338 youth
- Circuit 2 – 176 youth
- Circuit 3 – 6 youth
- Circuit 4 – 257 youth
- Circuit 5 – 137 youth
- Circuit 6 – 151 youth
- Circuit 7 (Volusia County) – 94 youth
- Circuit 7 – 32 youth
- Circuit 8 – 108 youth
- Circuit 9 – 390 youth
- Circuit 10 – 244 youth
- Circuit 11 – 302 youth
- Circuit 12 – 49 youth
- Circuit 13 – 287 youth
- Circuit 14 – 54 youth

- Circuit 15 – 218 youth
- Circuit 16 – 9 youth
- Circuit 17 – 272 youth
- Circuit 18 – 149 youth
- Circuit 19 – 160 youth
- Circuit 20 – 130 youth

From July 1, 2019 through June 30, 2020, there was no utilization of the Alcohol Monitoring (AM) units, which are assigned to Circuit 11. The circuit has returned all units to the provider. The provider conducted three Total Access Updates since the last annual compliance review. The updates improved the user experience on tablets and small laptops by collapsing the left menu and right site tools into icons in the header, this increased the amount of viewable screen and improved scrolling on the center work area. New case management features were updated, including zone validation, weekly reports, case notes, and media management. BI, Incorporated conducted monthly utilization status check meetings with each of the twenty circuits. These meetings detailed the following:

- Review of the Department’s utilization report and equipment usage.
- Discussion of performance and back up inventory.
- Discussion of alert timeline and deactivations.
- Discussion of internal activities to improve performance.
- Discussion of inventory levels and maintenance of appropriate inventory levels to help minimize the risk for lost or stolen equipment.
- Discussion of ordering new units, supplies, and returning damaged equipment. Circuits must maintain no more than fifty percent of the inventory on shelves.
- Discussion of supervised release tracker (SRT) and Department staff training. Online BI training available for staff.
- Discussion of COVID-19 procedures. If a youth tests positive for the virus, staff must take all precautionary measures while handling the equipment. The unit is to be double bagged, and placed in a box, in a heated area, if possible. The unit shall be returned to BI immediately; labeling the box “BIOHAZARD.”
- The BI monitoring center is fully functional.
- Discussion on any issues or concerns related to EM COVID-19 procedures and recommendations.

The provider submitted monthly invoices to the Department including lost, stolen, or damaged equipment, as well as days units were utilized. Furthermore, the Department received quarterly reports detailing the number of active/inactive/lost/damaged bracelets and beacons on a monthly basis, separated by circuits.

**Transition and Discharge**

When a youth is removed from Electronic Monitoring (EM) through court order, the youth is to appear at a juvenile assessment center (JAC) or juvenile probation office to return all equipment and to have the Active Global Positioning Satellite (GPS) EM device removed. After the youth is deactivated in the crime data integrity system, the device and equipment are returned into the circuit’s available inventory.

## Staffing and Personnel

The provider's place of business and monitoring center service facility is located in the State of Indiana with a back-up location in the State of Colorado. The provider delivers uninterrupted service operation twenty-four hours a day, seven days a week, 365 days a year. The provider delivers an adequate level of staff for the provision of the services outlined in the contract and ensures staff providing the services are highly trained and qualified. The contract indicates there shall be one account manager in support of the contract, who is responsible for the overall operational performance, including account management, troubleshooting, training, and any other responsibilities agreed upon by the Department's probation office electronic monitoring (EM) statewide operations coordinator, and the provider.

## Staff Training

The provider developed and provided on-site training for Department staff on the operational use of the system and the use of the associated equipment and services, specifically training in use of new electronic monitoring (EM) technology. When requested, the provider administers training once a year to Department staff at each detention center and circuit program office. During the annual compliance review period, eleven trainings for probation, juvenile assessment center, and supervised release tracker (SRT) staff were conducted. The number of trainings was lower compared to the previous annual compliance review period's fifty-four trainings due to the COVID-19 pandemic. Training for the Department, Bay Area Youth Services (BAYS), and Rite of Passage staff is conducted by the account manager for the provider.