

Electronic monitoring and offender supervision in Europe: preparing for possible futures

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Introduction

- Electronic monitoring is a technological tool with diverse uses and purposes
 - reduce prison populations, costs and reoffending
 - Punish, control or aid rehabilitation
 - Increase compliance
- Location monitoring
 - Static
 - Mobile
- Its use has spread across the world and especially in Europe

The technology

- Currently available
 - Radio Frequency (RF)
 - GPS tracking
 - Remote alcohol monitoring/SCRAM
 - Voice Verification

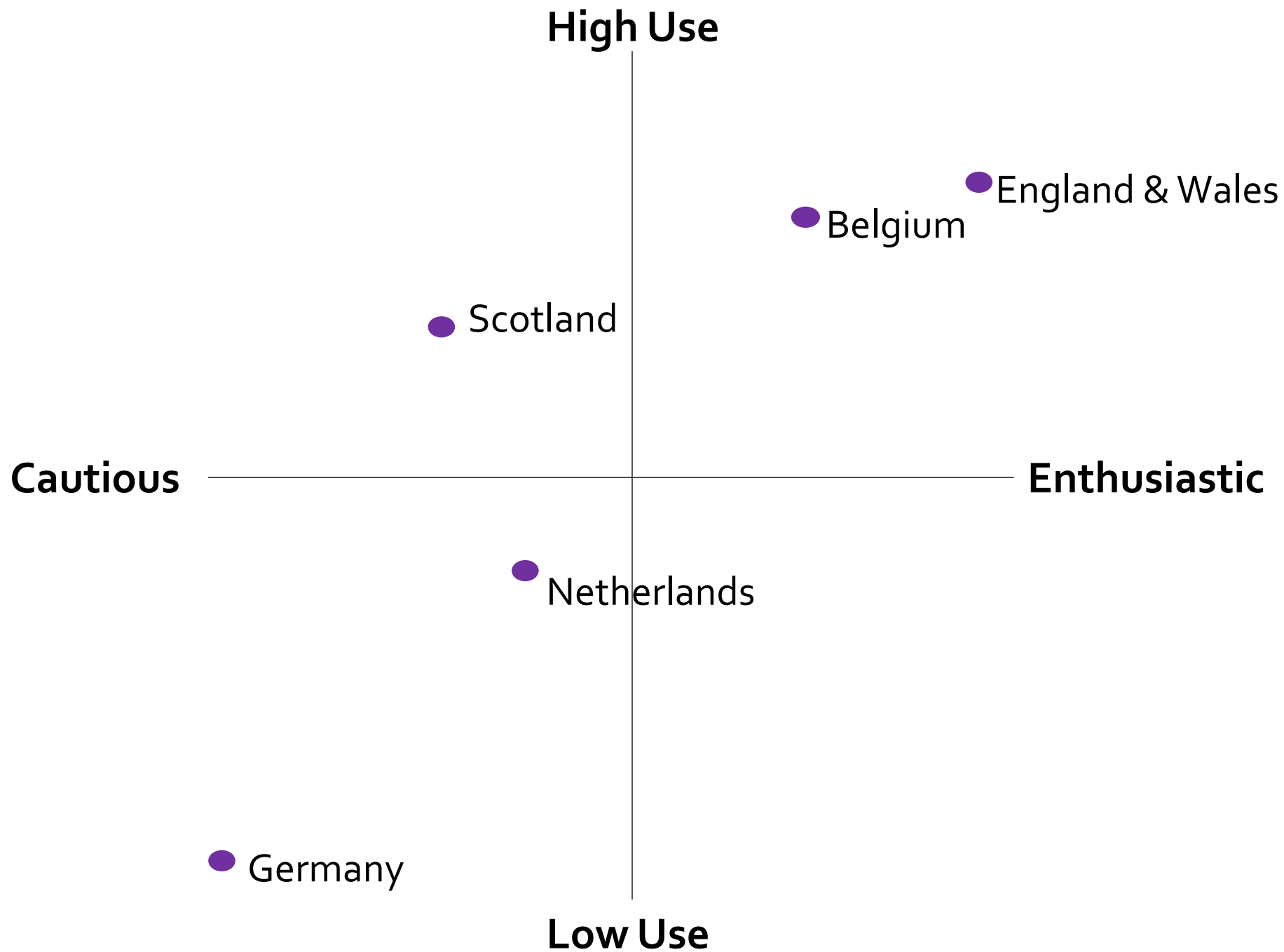


Our current project

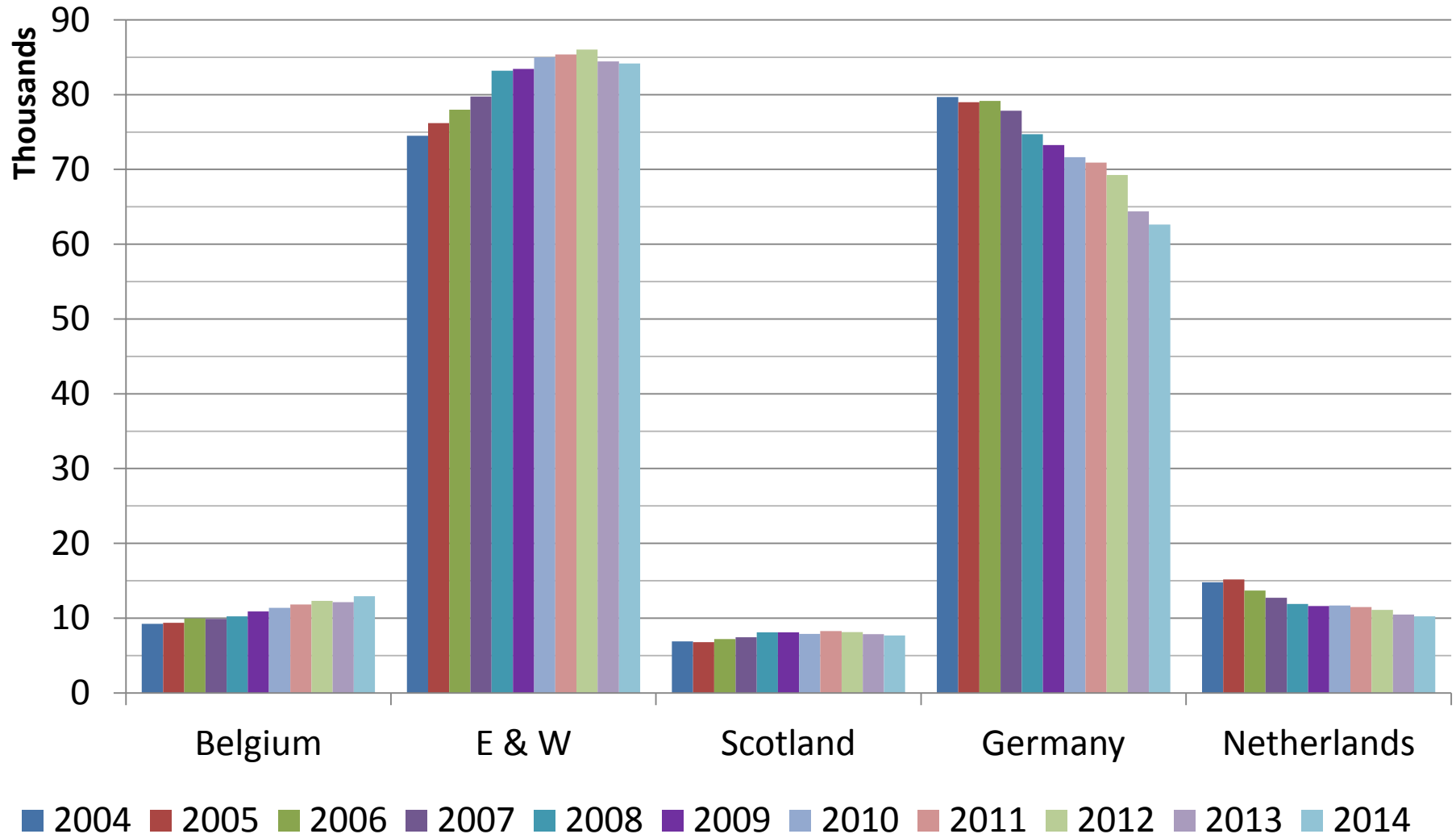
- 'Creativity and effectiveness in the use of electronic monitoring as an alternative to imprisonment in EU member states'
- Funded by European Commission DG Justice
- 5 jurisdictions: Belgium, England and Wales, Germany, The Netherlands and Scotland
- Website www.emeu.leeds.ac.uk

Current uses of EM for adults

	Belgium	England and Wales	Germany	Netherlands	Scotland
Pre-trial	✓	✓	✓	✓	
Court order	✓	✓	✓		✓
Execution/ alternative to a prison sentence	✓	✓		✓	
Early Release	✓	✓	✓	✓	✓
Post Release		✓	✓	✓	✓
Alcohol monitoring /SCRAM		✓ Pilot		✓ Pilot	



Prison populations 2004-2014 in partner jurisdictions (SPACE 1: 2012; 2014)



Comparing Jurisdictions

	Belgium	England and Wales	Germany	Netherlands	Scotland
Public/Private Sector	Public	Private	Public	Private - Public	Private
Technology	GPS/RF/VV	RF/GPS (police only)/ Alcohol monitoring	RF/GPS	GPS/RF/ SCRAM	RF
Tariff position	High	Mixed	High	High	Mixed
Probation supervision	Only if replace 3 years + prison sentence	Only if court order with other requirements	Always	Always except for 'Home Detention'	Only if condition of DTTO or parole licence or breach of CPO
Aim	Freedom/ restriction	Restriction	Neutral	Freedom	Restriction

Diversity of use between jurisdictions

- Eligibility criteria
- Length of orders
- Intensity
- Rewards/Exit strategy

Near Futures

- Expansionist
 - New uses (Belgium)
 - Increasing numbers (England and Wales)
 - Mechanisms to promote use (The Netherlands)
 - Use with particular populations (Scotland)
- Reducing links with probation supervision
- Increased use of GPS
- Hybrid tags
- Increasing attempts to regulate e.g. Council of Europe Recommendation CM/Rec(2014)4 on electronic monitoring

Compliance and EM

- Compliance rates are higher for EM
- Links between EM and improved compliance outcomes for supervision/conditions/unpaid work
- Compliance varies according to:
 - Offenders
 - Curfew hours
 - Curfew period
- Follow-up after breach matters

Why comply?

- Deterrence
 - Fear the consequences
 - Chances of getting caught are increased
- Normative compliance
 - Improved attachment
 - criminal justice personnel
 - Significant others
 - Increased legitimacy
 - Procedural justice
 - Private sector
 - Rewards

Why comply II?

- Surveillance-based compliance
 - Being watched
- Constraint-based compliance
 - Physical presence of the tag
 - Evidence of non-compliance
- Habit and routine
 - Habit-breaking
 - Habit-forming

'Assisted compliance'

- Various methods used by EM companies to increase compliance
- Premise is that a proportion of non-compliance is unplanned
- Texts, phone calls etc.
- Contact during the order and after breaches matters

Concerns

- Making compliance an end in itself
 - Key performance indicators
 - Improves chances of desistence
- Who is doing the 'assisting'

The Police, GPS and Compliance in England and Wales

- Significant number of police forces are now using GPS
- Separate to offender management use of EM
- Each force is using it slightly differently
- Usually located in Integrated Offender Management (IOM) Units
 - Teams of police, probation and prison service staff co-located in police station or probation officers.
- GPS is usually police-led within these teams
- Target offenders are Prolific property offenders

'Assisted desistence'?

- 'Voluntary' schemes – offenders consent is required
- All forces are operating 'tough choices' regime to a greater or lesser extent
- Incentives for offenders according to the police
 - Less hassle from the police for them and their families
 - Demonstrate that they are not committing offences generally
 - Demonstrate that they have not committed a particular offence(s)
 - Access to support, constructive activities and assistance and food parcels
 - Greater freedom than RF - gives them confidence and flexibility

Police uses

- **Reduce costs**
 - Investigations
 - Number of suspects in police detention
- **Crime fighting and intelligence gathering uses**
 - Police own the data and have (almost) immediate access to tracks etc
 - Data includes tracks – speed, heat maps (intensity)
 - Data can be linked to Google maps, CCTV and ANPR
 - Track associations – others on GPS and beacons

Conclusion

- Here to stay
- Increased use
- Increased use of GPS
- Move away from idea that EM is an alternative to custody
- Chance to influence the shape of EM now