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Author(s): Erin L. Bauer, M.A., Carol A. Hagen, Ph.D., Angela D. Greene, M.A., Scott Crosse, Ph.D., Michele A. Harmon, Ph.D., Ronald E. Claus, Ph.D.

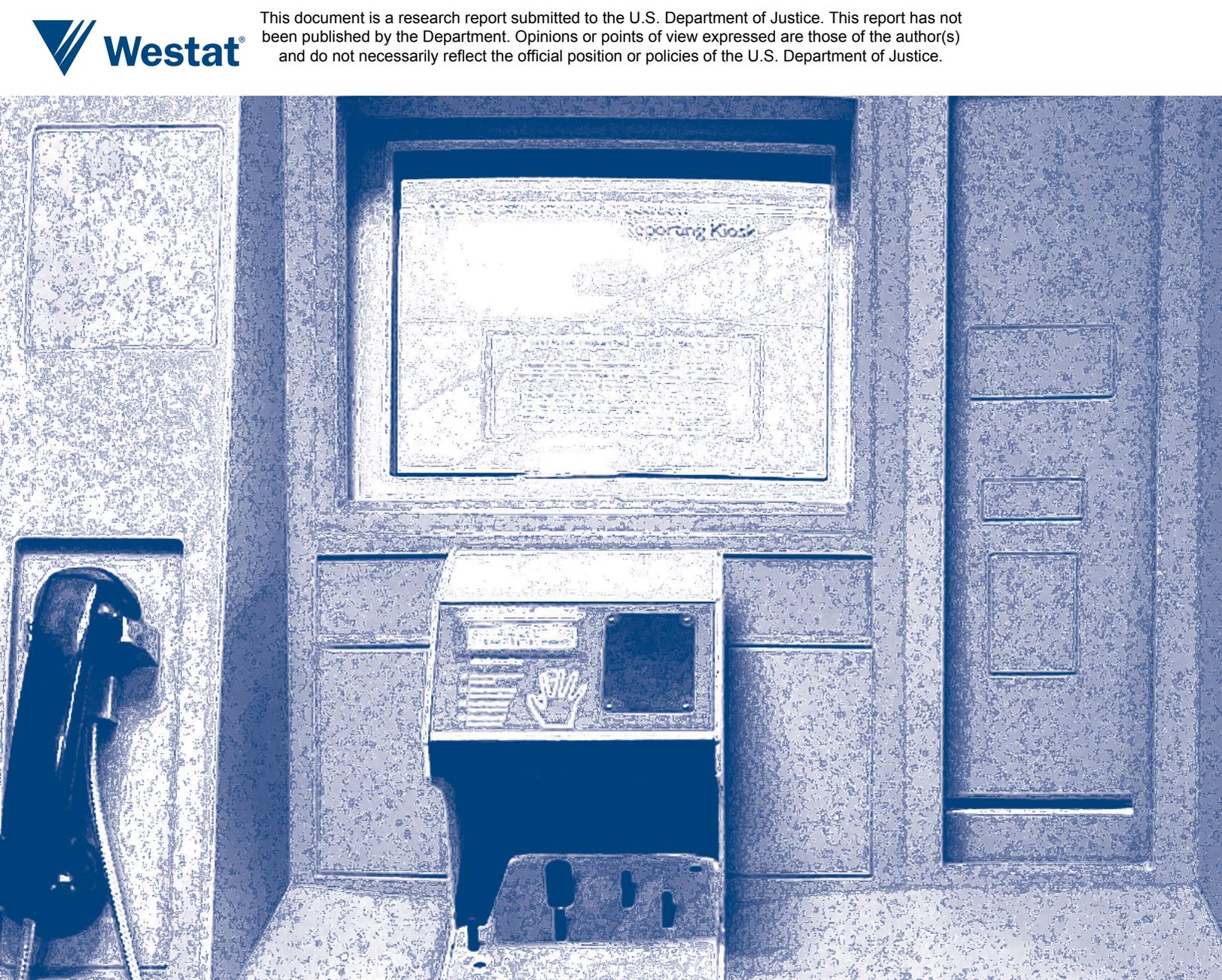
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Kiosk Supervision

A Guidebook for Community
Corrections Professionals

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Authors

Erin L. Bauer, M.A.

Carol A. Hagen, Ph.D.

Angela D. Greene, M.A.

Scott Crosse, Ph.D.

Michele A. Harmon, Ph.D.

Ronald E. Claus, Ph.D.

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Table of Contents

Foreword	1	Chapter 3 Adoption and Implementation Considerations	30
About this Guide	3	Overview	31
Content	4	3.1 An Introduction to Program Implementation	31
Terminology	4	3.2 Stage 1: Exploration	34
Acknowledgements	5	3.3 Stage 2: Adoption and Planning	35
Chapter 1 Introduction	6	3.4 Stage 3: Implementation	39
Overview	7	3.5 Moving Forward in the Program Implementation Cycle	48
1.1 What are the Current Challenges Facing Community Supervision Agencies?	8	Chapter 4 Stage 4: Evaluation/Assessment	49
1.2 Emerging Evidence-Based Practices in Community Supervision	10	Overview	50
1.3 Emerging Technology and Community Supervision	12	4.1 Introduction to Evaluation: Purpose, Type, and Timing	51
1.4 Summary	14	4.2 Preparing for an Evaluation: Selecting an Evaluator and Developing a Clear Program Description	53
Chapter 2 What Do Community Supervision Agencies Need to Know about Kiosk Reporting?	15	4.3 Developing and Implementing an Evaluation Plan	54
Overview	16	4.4 Summary	59
2.1 Current Evidence on the Effects of Kiosk Reporting on Clients' Recidivism and Related Outcomes	16	Appendix A Kiosk Supervision Site Profiles	60
2.2 Supervision Models for Kiosk Reporting	18	Appendix B Checklist for Agencies Considering Kiosk Supervision	70
2.3 Benefits of Kiosk Reporting	21	Appendix C Kiosk Vendors Identified by Study Participants	71
2.4 Challenges and Criticisms of Kiosk Reporting	24	Endnotes	72
2.5 Satisfaction with Kiosk Reporting among Agency Staff and Clients	28		
2.6 Summary	29		

List of Tables

Table 1-1. Emerging Evidence-Based Practices for Community Supervision	10
Table 3-1. Criteria Used to Determine Client Eligibility for Kiosk Supervision	40
Table 3-2. Community Supervision Agencies' Applications of Kiosk Reporting	43
Table 3-3. Dimensions of Client Reporting Protocols	44
Table 3-4. Kiosk Features and Capabilities	46
Table 4-1. Sample Logic Model for Kiosk Reporting	54
Table 4-2. Simple Chart Summarizing Evaluation Questions, Data Sources, Data Collection Methods, and Analysis	57
Table A-1. Kiosk Supervision Site Profile – Site 1	60
Table A-2. Kiosk Supervision Site Profile – Site 2	62
Table A-3. Kiosk Supervision Site Profile – Site 3	64
Table A-4. Kiosk Supervision Site Profile – Site 4	66
Table A-5. Kiosk Supervision Site Profile – Site 5	68

List of Figures

Figure 3-1. Program Implementation Cycle for Kiosk Reporting	32
Figure 3-2. Components of Successful Planning	35

Foreword

Automated kiosk reporting systems have gained popularity in recent years as community supervision agencies strive to provide quality supervision services at reduced costs. This guidebook, which provides community supervision agencies with an overview of automated kiosk reporting systems, is based primarily on the findings of a multi-jurisdiction kiosk study on the use of automated kiosk reporting systems to supervise clients placed under community supervision. The multi-jurisdiction kiosk study was conducted by Westat, an employee-owned research firm in Rockville, Maryland, and funded by the U.S. Department of Justice, National Institute of Justice (NIJ). This research was designed to gather as much information as possible on automated kiosk reporting systems from the field—i.e., community supervision agencies that were currently using, seriously considered using, or formerly used automated kiosk reporting systems to supervise clients—and to compile and disseminate the information collected to community supervision agencies that may be exploring alternatives to traditional officer supervision.

The multi-jurisdiction kiosk study consisted of three main components:

- 1 TELEPHONE SCREENER AND INTERVIEWS**
- 2 IMPLEMENTATION AND COST STUDY**
- 3 OUTCOME STUDY**

1 TELEPHONE SCREENER AND INTERVIEWS

The first study component, telephone screener and interviews, included telephone screener calls and in-depth telephone interviews. The screener instrument was administered by telephone to 492 community supervision agencies in five regions throughout the United States in 2012. The screener instrument was designed to collect information on the number of community supervision agencies currently using reporting kiosks to supervise their clients, whether the agencies had used or considered using kiosks in the past, and whether the agencies were using alternative methods of remote reporting for their clients.

Next, in-depth interviews were conducted between September 2012 and March 2013 with 21 agencies currently using kiosk reporting, three agencies that previously used kiosks, and six agencies that had seriously considered using kiosks but never implemented a kiosk reporting program. Respondents to the in-depth interviews ranged from those with high-ranking positions within the community supervision agency (e.g., Director, Deputy Chief) to officers within the agency. The in-depth interview protocol was an open-ended, structured interview that addressed topics including rationale and development of a kiosk reporting program, technological aspects of the kiosk, target population, and reporting requirements.

2 IMPLEMENTATION AND COST STUDY

For the second study component, implementation and cost study, site visits and in-depth interviews were conducted with community supervision agencies in five jurisdictions (implementation sites) that currently used kiosks to supervise their clients. A broad range of information was collected during the site visits including an overview of the kiosk reporting program, support for and/or resistance to a kiosk reporting program, agency and client satisfaction with the kiosk reporting program, and program effectiveness.

3 OUTCOME STUDY

The outcome study included the analysis of administrative data from two sites, with separate study designs for each site. One study design compared outcomes for clients assigned to kiosk supervision to clients assigned to traditional officer supervision. The second study compared outcomes for clients assigned to kiosk supervision to clients assigned to telephone reporting via interactive voice response (IVR) with voiceprint technology.

About this Guide

This guidebook provides a practical framework for community supervision agencies to use to assess whether kiosk reporting may be a safe and cost-effective alternative to traditional officer supervision for some of their populations under community supervision. The content of this guidebook is based on a combination of findings from a multi-jurisdiction kiosk study on current and former users of kiosk reporting (or those that seriously considered its use), feedback from experts on community corrections, and scholarly literature and research from a variety of key disciplines (e.g., implementation and criminal justice). This section first provides an overview of the main objectives of this guidebook, then presents a brief summary of the content of this guidebook, and finally introduces the terminology used throughout the guidebook.

This guidebook sets out to:

Provide an overview of challenges many community supervision agencies currently face;

Introduce emerging evidence-based practices in the field of community supervision relevant to kiosk reporting;

Define kiosk reporting and discuss how kiosk reporting may help address these challenges;

Summarize the current research base on kiosk reporting as well as the potential benefits and challenges/criticisms of this technology;

Define program implementation and discuss how the quality of implementation can affect the success of a program;

Introduce the four stages of implementing a kiosk reporting program (i.e., exploration, adoption and planning, implementation, and evaluation/assessment);

Encourage community supervision agencies to clearly identify their current needs and goals, gather as much information on kiosk reporting as possible, and determine whether kiosk reporting is a good fit for their agency;

Encourage community supervision agencies to develop a clear vision of change, establish strong leadership to communicate their vision of change, and engage and obtain buy-in from community stakeholders;

Offer guidance to community supervision agencies on conducting a preliminary assessment of the staffing and financial resources they have available to support a kiosk reporting program;

Encourage community supervision agencies to develop a plan for implementing kiosk reporting in their jurisdiction, document policy-level decisions, and prepare a manual that outlines standard operating procedures for kiosk reporting;

Provide an overview of the possible features and capabilities of reporting kiosks that agencies may want to consider when developing their own kiosk reporting program;

Provide community supervision agencies with an overview of how to evaluate whether their kiosk reporting program is being implemented as intended and meeting its objectives; and

Provide additional resources to agencies considering a kiosk reporting program including an implementation checklist and a list of kiosk vendors.

CONTENT

This guidebook consists of four chapters. Each chapter begins with a list summarizing the key points. Chapter 1 provides an overview of current challenges many community supervision agencies face, emerging evidence-based practices (EBPs) for community supervision, and kiosk reporting and other innovative technologies that agencies may want to consider to address their needs and meet their goals. Chapter 2 begins with a summary of research findings to date on kiosk reporting programs, followed by an overview of how community corrections agencies have used or are currently using kiosk reporting in their jurisdictions. Chapter 2 also includes suggested or known benefits and drawbacks of kiosk reporting. Readers already familiar with EBPs and reporting kiosks may wish to skip the first two chapters and begin with Chapter 3. Chapter 3 presents a step-by-step guide on the exploration, adoption and planning, and implementation of a kiosk reporting program. Chapter 4 provides general guidance to community supervision agencies on how to assess and evaluate their kiosk reporting program to ensure the program is implemented well and meeting its objectives.

The appendices include profiles of the five implementation sites that participated in the multi-jurisdiction kiosk study and currently use automated kiosk reporting systems to supervise some clients under community supervision. The appendices also include an implementation checklist community supervision agencies can use as a guide through the exploration, adoption and planning, implementation, and evaluation/assessment stages of implementing a kiosk reporting program. Finally, the appendices include a list of kiosk vendors mentioned by community supervision agencies that participated in the multi-jurisdiction kiosk study.

TERMINOLOGY

It is necessary to define the terminology used throughout this guidebook. First, “community supervision” refers to all forms of supervising individuals in the community, including probation, parole, and pre-trial supervision. The term “community supervision agency” refers to any agency that supervises individuals placed under community supervision. Individuals who are assigned to community supervision are referred to as “clients” and can include probationers, parolees, and defendants released to community supervision pre-trial. Finally, officers who supervise clients placed under community supervision are referred to as “probation/parole officers” (PPOs) or “community supervision officers.” Most of the community supervision agencies that participated in the multi-jurisdiction kiosk study used kiosk reporting to supervise clients assigned to probation. However, some agencies employed kiosk reporting to supervise clients on parole and/or defendants released from jail pre-trial. Hence, the definitions of community supervision, community supervision agency, client, and PPO/community supervision officer are broadened to include all forms of community supervision.

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Chapter 1

Introduction

KEY POINTS

- 1 Community supervision agencies are facing many challenges including an ever increasing population under community supervision, larger caseloads, increased workloads, caseloads consisting of higher-risk clients, increasing costs, and limited financial resources.
- 2 It is becoming increasingly more common for community supervision agencies to incorporate evidence-based practices (EBPs) into their supervision services—practices with demonstrated effectiveness in the research literature. For example, some agencies are expanding the role of the probation/parole officer (PPO)/community supervision officer from control to control and care, matching the intensity of supervision to clients' risk of reoffending, using risk and needs assessment tools to develop individualized treatment/supervision plans, targeting supervision based on criminogenic needs and dynamic risk factors, and using graduated sanctions and incentives/rewards to respond to clients' behavior.
- 3 Although insufficient research has been conducted to establish kiosk reporting as evidence-based, it is a promising approach that incorporates some of the current EBPs in the field of community supervision.
- 4 Many community supervision agencies are turning to technology to help address their challenges and meet their goals. Automated kiosk reporting systems are one such technology. Other technologies are also available.
- 5 A reporting kiosk is a device, typically a computer or an ATM-like machine, to which clients under community supervision can report as an alternative or supplement to traditional face-to-face meetings with a PPO.
- 6 Kiosk reporting can help community supervision officers to better manage high caseloads of low-risk clients and redirect some of their time and attention to supervising higher-risk clients with greater needs.

Overview

Policymakers in the United States are increasingly turning to community corrections to help manage the growing population under correctional supervision, particularly in jails and prisons, and to help control corrections costs. Community supervision has the potential to supervise offenders, reduce reoffending, and protect public safety more economically, efficiently, and effectively. However, the increasing reliance on community corrections without additional resources has led to a burgeoning population under community supervision, larger caseloads, and caseloads with higher-risk clients, which all have the potential to prevent community supervision agencies from reaching their public safety goals.

Fortunately, innovative practices, programs, and technologies are constantly emerging with the potential to help community supervision agencies and their probation/parole officers (PPOs)/community supervision officers safely manage the ever increasing population under community supervision in the most cost-effective way. One such technology, automated kiosk reporting systems, has helped some community supervision agencies and PPOs better manage larger caseloads and address other challenges. A reporting kiosk is a device, typically a computer or automated teller machine (ATM)-like machine that individuals under community supervision can use for all or part of their regularly scheduled reporting, as an alternative to reporting in-person to a PPO.

This chapter first provides an overview of the current challenges many community supervision agencies face. Next, the chapter reviews some of the emerging evidence-based practices (EBPs) in community supervision, which agencies often incorporate into their kiosk reporting programs. Finally, this chapter concludes with an overview of kiosk reporting and introduces several other innovative technologies that have emerged in recent years to help community supervision agencies overcome their challenges and meet their goals.

1.1 What are the Current Challenges Facing Community Supervision Agencies?

Community supervision agencies currently face a wide range of challenges. The increasing population under correctional supervision, particularly in jails and prisons, has led to exploding corrections costs. Because community supervision is less expensive than institutional supervision and can also serve as a mechanism to improve public safety by providing clients with individualized assessments, supervision, and services, policymakers have called for the redirection of incarcerated individuals from jails and prisons to supervision in the community, when possible.¹ In fact, as part of the Justice Reinvestment Initiative, some states have implemented strategies to reduce prison growth and corrections spending that shift incarcerated individuals from institutional to community supervision.² These strategies include sentencing fewer people to jail/prison, releasing people sooner from jail/prison, and reducing revocations—that is, not revoking clients' probation or parole for

violating the terms of their community supervision sentence. For example, in the early 2000s, Michigan began moving prison populations to community supervision through several policy changes, including repealing mandatory minimum sentencing for drug offenses. Michigan successfully reduced the prison population by 14.5 percent from 2006 to 2010, lowered spending on prisons by 8.9 percent, and increased spending on community corrections by 20 percent.³ Because Michigan's reduction in spending on prisons (\$148 million) far outpaced its increased spending on community corrections (\$36.5 million), the state did achieve an overall net corrections savings.⁴

This section takes a closer look at some of the key challenges facing community supervision agencies, including an increasing population under community supervision, larger caseloads, increased workloads, caseloads with higher-risk clients, and higher costs and disproportionate allocation of resources.

A LARGE AND INCREASING COMMUNITY SUPERVISION POPULATION

The size of the population under correctional supervision in the United States is daunting. An estimated one out of every 100 adults is in prison or jail and one in 50 adults is under community supervision.⁵ An estimated 6,899,000 adults were under correctional supervision at year-end 2013, the majority—7 out of 10—of whom are under community supervision.⁶ An estimated 3,910,600 adults were on probation and 853,200 adults were on parole at year-end 2013, for a total of 4,751,400 adults under community supervision.⁷

The population under correctional supervision, including prison and jail inmates as well as individuals under

community supervision, has increased substantially over the past quarter century. Specifically, between 1982 and 2007, the total number of people in custody increased by 274 percent with an additional 1,680,661 inmates, bringing the total population in custody to 2.3 million.⁸ During the same period, the total number of people under community supervision increased by 3,535,660, bringing the total population under community supervision to 5.1 million.⁹ Therefore, in absolute numbers, the number of probationers and parolees grew by more than twice as much as the number of adults in prison or jail between 1982 and 2007.¹⁰ In more recent years—between 2010 and 2013—both the number of individuals in prison or jail and the number of individuals under community supervision have decreased slightly.¹¹

LARGER CASELOADS AND INCREASED WORKLOADS

The increasing correctional population and associated costs have resulted in the expanded use of community supervision, in part by moving individuals out of expensive jails and prisons and into supervision in the community.¹² Unfortunately, this expanded use of community supervision has led to larger caseloads (i.e., number of clients) and/or increased workloads (i.e., cumulative activities required to manage all cases) for PPOs without additional resources.

In the 1970s, parole officers supervised an average caseload of 45 parolees.¹³ In 2003, probation officers supervised an average caseload of 130 clients and parole officers supervised an average caseload of 70 clients.¹⁴ Today, on average, probation caseloads are much higher, averaging about 180 offenders per officer.¹⁵ In addition, PPOs are more likely to supervise higher-risk clients as inmates are diverted from prison/jail and redirected to community supervision. Caseloads consisting of higher-risk clients may result in higher workloads for PPOs because such clients often require more attention. Both larger caseloads and increased workloads can reduce the amount of time PPOs can spend with each client.

HIGHER RISK LEVEL OF PERSONS UNDER COMMUNITY SUPERVISION

Efforts to reduce prison populations by expanding the use of community supervision can result in populating PPOs' caseloads with higher-risk clients and placing further financial strain on community supervision agencies.¹⁶ Higher-risk clients often have greater needs than lower-risk clients and may require more time and resources to adequately supervise. This presents a unique challenge to PPOs who are supervising a high caseload of low-risk clients and an increasing number of higher-risk clients—PPOs may not have the time or resources available to address all of the needs of higher-risk clients.

HIGHER COSTS AND DISPROPORTIONATE ALLOCATION OF FINANCIAL RESOURCES

Costs for corrections have increased along with the number of individuals under correctional supervision. Between 1982 and 2001, total state corrections expenditures increased steadily from \$15.0 billion to \$53.5 billion.¹⁷ Between 2002 and 2010, total state corrections expenditures fluctuated up and down between \$53.4 billion and \$48.4 billion¹⁸ and have increased annually between 2011 (\$52.0 billion)¹⁹ and 2013 (\$53.3 billion).²⁰ Total state corrections expenditures are expected to reach \$55.5 billion in 2014.²¹

A review of state correctional budgets shows that spending is not proportional to the number of people served by the various components of the corrections system. The majority of state correctional budgets are devoted to correctional institutions whereas most individuals serve their sentences in the community. One study found that across 34 states, nearly nine out of 10 correctional dollars went toward prisons—\$18.6 billion was spent on prisons and just \$2.5 billion was spent on probation and parole during fiscal year 2008.²² This is particularly concerning given that 70 percent of the correctional workload falls on community supervision agencies and that in absolute numbers, the number of people under community supervision grew twice as much as the number of people in prison or jail during the past quarter century. Supervising individuals in the community, when done well, can result in significant cost savings and improved public safety outcomes.²³ However, many community supervision agencies have insufficient staffing and other resources to adequately supervise larger caseloads and/or caseloads consisting of higher-risk clients with greater needs.

VOICE FROM THE FIELD

“Our probation department was mandated to cut...our budget. At that time through attrition, our number of supervising DPOs and staff in general decreased. So to be able to supervise the number of offenders that we had, we needed to do something.”

1.2 Emerging Evidence-Based Practices in Community Supervision

Given these challenges, particularly the increasing costs of and limited resources available for community supervision, elected officials, policy-makers, and community supervision agencies themselves are exploring ways to “do more with less.” For example, elected officials and policymakers are encouraging community supervision agencies to adopt and implement evidence-based practices (EBPs)—that is, practices with demonstrated effectiveness in the research literature.²⁴ The use of practices that are determined to be “evidence-based” helps to ensure that any new programming is of high quality, efficient, and effective and reflects fairness, justice, and accountability.²⁵ Despite these benefits, some community supervision agencies find it challenging to adopt and implement EBPs because of the additional time and resources it requires to research, select, and implement new practices.

Although an in-depth discussion of EBPs for community supervision is outside the scope of this guidebook, some of the emerging EBPs in the field most relevant to automated kiosk reporting systems are presented in Table 1–1.

Community supervision agencies may want to consider these EBPs when planning and implementing a kiosk reporting program to maximize positive outcomes for their clients, agency, and surrounding communities. It is important to note that kiosk reporting is not an established evidence-based program in the research literature. However, it is a promising approach that often incorporates practices that are evidence-based. For example, the use of kiosk reporting is fundamentally based on the EBP of matching the intensity of supervision to clients’ risk of reoffending.

Typically, agencies will assign lower-risk clients to kiosk supervision, a population that requires less intensive supervision, as their primary method of supervision. However, higher-risk clients (who have greater needs and require more intensive supervision) may be assigned to kiosk supervision as a supplement to traditional officer supervision. Community supervision agencies that wish to learn more about evidence-based programs and practices can consult the Office of Justice Program’s website [CrimeSolutions.gov](http://www.crimesolutions.gov), which summarizes what works (and what does not work) in criminal justice, juvenile justice, and crime victim services (<http://www.crimesolutions.gov/default.aspx>).

Table 1–1. **Emerging Evidence-Based Practices for Community Supervision**

Evidence-Based Practices	Brief Description
<p>Redefining Agency Goals and PPOs’ Roles</p> <p>Dual Role of Community Supervision Agency—Surveillance and Success</p> <p>Dual Role of PPO—Control and Care</p>	<p>The surveillance and enforcement approach to community supervision is ineffective at reducing recidivism.²⁶ Research suggests supervision must include a social services component and that PPOs must place an equal emphasis on control and care.²⁷</p>
<p>Matching Intensity of Supervision to Risk of Reoffending</p>	<p>The intensity of supervision that officers provide should be proportional to their clients’ risk of reoffending. Research suggests low-risk clients can be successfully monitored at lower levels of intensity without increasing the likelihood of recidivism.²⁸ Monitoring low-risk clients more than is necessary can actually increase the likelihood of reoffending.²⁹ Providing less intense supervision to lower-risk clients allows community supervision agencies to dedicate more time and resources toward supervising higher-risk clients, who have more needs and pose a greater threat to public safety.³⁰</p>
<p>Using Risk and Needs Assessment Tools to Develop Individualized Treatment/Supervision Plans</p>	<p>Community supervision agencies can use risk and needs assessment tools to assess a client’s static and dynamic risk factors, criminogenic needs, and protective factors to inform the development of an individualized supervision/treatment plan and effectively allocate supervision and service resources.³¹</p>
<p>Targeting Supervision Based on Criminogenic Needs and Dynamic Risk Factors</p>	<p>Correctional interventions and treatment should target a client’s criminogenic needs or dynamic risk factors that contribute to criminal behavior (e.g., substance abuse, antisocial personality, problematic circumstances at home and school).³²</p>
<p>Using Graduated Sanctions and Incentives/Rewards to Respond to Clients’ Behavior</p>	<p>A system of graduated sanctions provides supervision officers with the flexibility to respond to every infraction with a sanction proportional to the severity of the violation and risk of the client to public safety. A system of incentives/rewards allows PPOs to provide positive reinforcement to clients for positive behavior. This continuum of responses enables PPOs to respond to their clients’ behavior swiftly and appropriately, which increases accountability and discourages future criminal behavior.³³</p>

1.3 Emerging Technology and Community Supervision

Many community supervision agencies are looking to technology to help mitigate the challenges they face. Fortunately, recent technological advancements have provided community supervision agencies with a range of possible alternatives to traditional officer supervision. Among the most innovative technological advancements in the field of community corrections are automated kiosk reporting systems, electronic communication among agency staff, electronic monitoring, computerization of

the field (with improved access to data), and more recent technologies for electronic monitoring by the Global Positioning System (GPS).³⁴

This section provides an overview of kiosk reporting as well as a discussion regarding how kiosk reporting can help community supervision agencies address their challenges. It then introduces several other technologies community supervision agencies may want to consider, depending on their current needs and goals.

DEFINITION OF KIOSK REPORTING

A reporting kiosk is a device, typically a computer or an ATM-like machine, used by individuals under community supervision to report instead of having (or as a supplement to) face-to-face meetings with a PPO.³⁵ Kiosks are often located in probation offices, courthouses, or police departments, and they typically use biometric identification (e.g., handprint or fingerprint scan) to verify an individual's identity. After an individual reporting via kiosk logs in and is identified, the kiosk system will usually prompt the person to answer several questions that would typically be asked by a PPO during a face-to-face visit. Reporting kiosks can gather information on topics such as housing, employment status, and recent involvement with the criminal justice system (e.g., arrests).

Many kiosks also permit clients to pay fees and fines by using a credit card or depositing funds into a secure lockbox attached to the kiosk machine. Some kiosks can be programmed to issue a receipt for the visit. Some reporting kiosks can also direct the client to report for a drug test or ask him or her to see a PPO, if a response provided by the client requires followup.



Exhibit 1-1. Probation Office Kiosks

Kiosk supervision offers clients greater flexibility in terms of when they report (i.e., as long as they report during the kiosk's operating hours and within the timeframe or date specified by their PPO) and does not require clients to schedule an appointment, which may be necessary for face-to-face reporting with their PPO. Additionally, kiosk reporting does not usually require interaction with a PPO or staff member, although many agencies have an attendant available to answer technical questions and/or a PPO on call for clients who would like to speak to an officer.

HOW REPORTING KIOSKS CAN HELP PPOs SUPERVISE CLIENTS

Community supervision agencies generally view kiosk reporting as a user-friendly, safe, and convenient method for supervising low-risk clients.³⁶ Most often, community supervision agencies use kiosk reporting to better manage and monitor high caseloads of low-risk clients. Some community supervision agencies also use kiosk reporting as a supplement to traditional officer supervision for higher-risk clients. Typically, community supervision agencies assess individuals assigned to community supervision using risk and needs assessment tools to determine the amount and type of community supervision they require. Clients determined to have a lower risk of recidivating, fewer needs, and who are not deemed to be a threat to the community may be assigned to kiosk supervision as

their primary mode of supervision. Those determined to have a higher risk of reoffending, greater needs, and who are deemed a threat to public safety may be assigned to traditional officer supervision and kiosk supervision as a supplement.

The adoption of kiosk reporting is, at first, an agency-level decision to manage larger caseloads and increased workloads. When agencies adopt a kiosk reporting program, PPOs are then empowered to refer clients to kiosk supervision to help manage their large caseloads and increased workloads. By assigning lower-risk cases to kiosk supervision, PPOs can better manage their workload and redirect their time and attention to providing more in-depth face-to-face contact with higher-risk clients and those in need of special services.³⁷

OTHER TECHNOLOGIES USED FOR COMMUNITY SUPERVISION

Although an in-depth discussion of all technologies used by community supervision agencies to address current challenges is beyond the scope of this guidebook, an annotated list of technologies is presented here. The technologies on this list were identified by community supervision agency staff who participated in a 2012–2013 telephone survey as part of the multi-jurisdiction kiosk study. Note that in some cases, clients have the option to report via multiple technologies, which may or may not include kiosk reporting.

- 1 Telephone Reporting/Automated Telephone Reporting via Interactive Voice Response (IVR) with Voiceprint Technology** — Clients assigned to IVR or telephone reporting are permitted to report via telephone using a designated phone number in lieu of face-to-face meetings with their PPO. The system first verifies the client’s identity through voice recognition software. The client is then prompted to respond to a series of questions. Systems can be set up to call clients to remind them of when they are required to call in and self-report. The system may also call clients when they fail to report by a specific date/time. The reminder calls prompt clients to call, giving clients the opportunity to report and remain compliant with the conditions of their community supervision sentence.
- 2 Website/Internet-Based Reporting** — Clients are permitted to report via a website by signing in with a designated username and password.
- 3 Video Conferencing** — This allows PPOs to virtually “meet” with clients who live in rural areas far from the community supervision department. This saves both PPOs and their clients the time and expenses (e.g., money for gas) required to meet in person.
- 4 Non-automated Alternative Electronic Reporting Methods** — Some clients are permitted to report using a non-automated alternative electronic reporting method such as via email, voicemail, or fax.

1.4 Summary

Community supervision agencies face many challenges including larger caseloads, higher workloads, caseloads consisting of higher-risk clients, and limited financial resources. Emerging EBPs in the community corrections field, such as carefully matching client needs and risk of reoffending to the intensity of supervision, can help agencies address these challenges. Kiosk reporting is a promising approach that incorporates some EBPs. A reporting kiosk is a computer or an ATM-like machine, through which individuals under community supervision

can report, instead of, or as a supplement to, in-person meetings with a community supervision officer. Kiosk reporting may help agencies supervise lower-risk clients more efficiently and allow PPOs to reallocate their time and attention to higher-risk clients with greater needs. The next chapter delves into the specifics of kiosk reporting and provides a summary of what is currently known about this technology.



Exhibit 1-2. Probation Field Office

Chapter 2

What Do Community Supervision Agencies Need to Know about Kiosk Reporting?

KEY POINTS

- 1 The findings from previous studies as well as the current multi-jurisdiction kiosk study suggest low-risk clients assigned to kiosk supervision are no more likely to recidivate than are low-risk clients assigned to traditional officer supervision.
- 2 Findings from the current multi-jurisdiction kiosk study show:
 - Kiosk reporting is most frequently used as a primary method of supervision for low-risk clients. However, some community supervision agencies also use kiosk reporting as a supplement to traditional officer supervision for high-risk clients.
 - Current and former users of kiosk supervision reported many benefits of this technology. Community supervision agencies indicated kiosk reporting increased supervision efficiency, improved administrative and recordkeeping efficiency, resulted in high rates of compliance among clients, and improved overall monitoring of clients. Community supervision agencies also mentioned several client-level benefits including improved convenience, enhanced options for graduated sanctions and rewards, increased use of receipts and reminders, and increased accountability.
 - Current and former users of kiosk reporting also described some challenges and criticisms of the technology, some of which were improved or resolved as the technology advanced and staff and clients became more familiar with it. Challenges and criticisms reported include: time burden on PPOs and/or office staff, concern about less interaction with clients, difficulty establishing eligibility criteria, dissatisfaction with kiosk system design and/or available features, and resistance among agency staff and stakeholders to the technology.
 - Despite the challenges and criticisms reported by current and former users, agency staff and their clients were satisfied with the kiosk reporting technology overall.
 - Although implementing a kiosk reporting program may require a financial investment up front, findings from the cost analysis suggest the use of kiosk reporting can save resources over time.

Overview

This chapter provides an overview of what is currently known about the use of reporting kiosks. Community supervision agencies can use the information presented here to help determine whether kiosk reporting is a good fit for their agency. This chapter begins with a summary of research study findings on the effects of kiosk reporting on recidivism. The remainder of this chapter, which is primarily based on input from community supervision agencies that participated in the multi-jurisdiction kiosk study, discusses the use of kiosk reporting, benefits and challenges of this technology, and overall satisfaction among agency staff and clients.

2.1 Current Evidence on the Effects of Kiosk Reporting on Clients' Recidivism and Related Outcomes

Given that community supervision agencies' primary goal is to protect public safety, agencies need to know how the use of kiosk reporting affects their clients' likelihood of reoffending compared with traditional officer supervision. Community supervision agencies are not likely to adopt and implement a kiosk reporting program unless clients assigned to kiosk supervision are at no greater risk of reoffending than clients assigned to traditional officer supervision—that is, the use of kiosk supervision cannot pose any additional threat to public safety. This section provides a summary of the current evidence, including findings from existing studies and the current multi-jurisdiction kiosk study, on the effects of kiosk reporting on recidivism and related outcomes.

PRIOR STUDIES

To date, few studies have evaluated the effects of kiosk reporting on recidivism. However, two jurisdictions, New York City and the state of Maryland, have evaluated whether their kiosk reporting programs achieved the ultimate goal of protecting public safety. Both jurisdictions implemented a kiosk reporting program to meet public safety goals in two ways: (1) assigning a large number of low-risk probationers to a reporting system that required substantially fewer probation officers and allowed for the reallocation of resources from low-risk to high-risk probationers, and (2) providing high-risk probationers with more intensive supervision. Both jurisdictions found encouraging results.³⁸

In New York City (NYC), the Department of Probation (DOP) began using reporting kiosks as a pilot program in the mid-1990s with a small number of low-risk probationers. Due to the success of the pilot program, the DOP expanded the use of kiosk reporting to all low-risk probationers under community supervision in 2003. A 2007 evaluation of reporting kiosks in NYC compared two-year rearrest rates among two cohorts of probationers. The first cohort consisted of individuals who entered probation supervision between January 1, 2000, and June 30, 2000, prior to NYC's expansion of kiosk reporting in 2003.³⁹ The second cohort was made up of individuals who entered probation supervision between January 1, 2004, and June 30, 2004, after NYC's expansion of kiosk reporting.

This study found that recidivism decreased from 31 percent (2000 cohort) to 28 percent (2004 cohort) among the low-risk probationers, suggesting the expansion of kiosk reporting was associated with a decline in two-year arrest rates among low-risk probationers.⁴⁰ Rearrest rates for high-risk probationers declined from 55 percent (2000 cohort) to 47 percent (2004 cohort), suggesting that the high-risk probationers' more intensive supervision, made possible by the assignment of low-risk probationers to kiosk reporting and thus reallocating resources from low- to high-risk probationers, was associated with a decline in two-year rearrest rates.⁴¹ The decreases in two-year rearrest rates for low- and high-risk probationers were largely attributed to decreases in drug arrests. Although this study established an association between kiosk supervision and declines in rearrest rates, given the limitations in the study's research methods, a causal relationship between the two cannot be established (i.e., it is not possible to conclude that kiosk reporting caused a decrease in rearrest rates.) Also, the rearrest rates were measured during a period in which crime was declining throughout NYC, providing a possible alternative explanation for this decrease.

The Maryland study found similarly positive results. In February 2001, the Maryland Department of Public Safety and Correctional Services launched a pilot study of reporting kiosks.⁴² As part of the study, they monitored the rearrest rate for 147 offenders assigned to kiosk in the city of Hyattsville. Between July and December of 2001, only 2 percent (n=3) were rearrested. The study compared the 2 percent rearrest rate with the average arrest rate of offenders under traditional officer supervision, which was 10 percent for low-risk offenders within 90 days of assignment to supervision.⁴³ The study concluded that the rearrest rate among offenders assigned to kiosk supervision was less than the rearrest rate among offenders assigned to traditional officer supervision.⁴⁴ However, similar to the research in NYC, given the methodological limitations of this study, it is not possible to say that kiosk reporting caused rearrest rates to decline.

Although the decreases in recidivism are seemingly small in these studies, the effect of kiosk reporting on recidivism can be thought of in a different way, namely that the studies suggest kiosk reporting did not increase recidivism among clients assigned to kiosk supervision (compared with clients assigned to traditional officer supervision). These studies also provide support for the importance of assessing risk among clients, aligning the intensity of supervision with clients' risk of reoffending, and reallocating resources to allow higher-risk clients to receive more intensive supervision.

CURRENT MULTI-JURISDICTION KIOSK STUDY

The current multi-jurisdiction kiosk study, upon which this guidebook is based, includes two outcome studies from two of the sites currently using kiosk reporting. The first outcome study compared outcomes for probationers assigned to kiosk supervision and telephone reporting via interactive voice response (IVR) with voiceprint technology in a large metropolitan area. First introduced in Chapter 1, Section 1.3, IVR technology, which allows clients to report via telephone, is a system that first verifies clients' identities through voice recognition software and then asks clients to answer a series of questions they would otherwise answer at a face-to-face meeting with a PPO. Overall, the study found similar outcomes among probationers reporting via kiosk and IVR. Specifically, probationers reporting via kiosk were as likely to successfully complete probation as those reporting via IVR. Further, probationers reporting via kiosk were as likely to be rearrested as those reporting via IVR.

The second outcome study compared probationers assigned to kiosk supervision and traditional officer supervision in a large urban county. The kiosk reporting program in this city was rolled out gradually, first at one office and then followed by other offices. Because of this gradual implementation, the outcome study consisted of two "sub-studies." The first study focused on the original implementation office, where low-risk probationers were contemporaneously distributed into



Exhibit 2-1. Reporting Kiosks in Probation Office Lobby

traditional officer supervision and kiosk supervision groups; both groups had a similar demographic makeup and criminal history. This study found probationers assigned to kiosk supervision were no more likely to receive a violation or be rearrested than those assigned to traditional officer supervision. The second study focused on all of the remaining offices. It compared low-risk probationers supervised by an officer prior to the kiosk implementation, with low-risk probationers who reported via kiosk after kiosk implementation. Like the first of the two sub-studies, this retrospective comparison also found that probationers in the kiosk group were no more likely to receive a violation or be rearrested than were those on officer supervision.

SUMMARY OF RESEARCH ON KIOSK REPORTING

The findings from previous studies as well as the current multi-jurisdiction kiosk study suggest that low-risk clients assigned to kiosk supervision are no more likely to be rearrested than are low-risk clients assigned to traditional officer supervision or to telephone reporting via IVR with voiceprint technology. Additional research is needed to determine whether higher-risk clients assigned to kiosk supervision are any more likely to recidivate than are similar clients assigned to traditional officer supervision. Further, although insufficient research has been conducted to establish kiosk reporting as an evidence-based program, studies to date suggest kiosk reporting is a promising approach for safely supervising low-risk clients. Additional benefits, as well as challenges and criticisms of kiosk reporting current and former users mentioned as part of the multi-jurisdiction kiosk study, are discussed in Sections 2.3 and 2.4, respectively.

2.2 Supervision Models for Kiosk Reporting

Community supervision agencies considering the use of kiosk reporting also may want to know how agencies use this technology to supervise their clients.

Among community supervision agencies participating in the multi-jurisdiction kiosk study, the use of kiosk reporting varied across agencies in three primary dimensions:

DIMENSION 1 : WHO – Who is supervised via kiosk reporting

DIMENSION 2 : HOW – The manner in which kiosk reporting is used to supervise

DIMENSION 3 : WHEN – At what point in the criminal justice process is kiosk supervision being used

Depending on the jurisdiction, the use of reporting kiosks may be governed by agency-level policy and/or the discretion of the PPOs. Regardless, the use of kiosk reporting is highly influenced by the interests of and buy-in from community stakeholders, such as law enforcement officials, prosecutors, judges, pre-trial service agencies, probation agency personnel, and community organizations. As will be discussed in more detail in Chapter 3, Section 3.3, community supervision agencies' use of kiosk reporting is most successful when it aligns with the interests of community stakeholders across the three dimensions (i.e., who, how, and when). The remainder of this section explores variations in the use of kiosks within each of the three dimensions.

DIMENSION 1: WHO

Before assigning clients to kiosk supervision, most community supervision agencies that participated in the multi-jurisdiction kiosk study emphasized the importance of assessing clients' risk of reoffending. Many agencies used one or more risk assessment tools to determine the risk-level of each client. Agencies could then use the results of the risk assessment instrument(s) to assign each client to supervision with an intensity proportional to his or her risk of reoffending.

Although kiosk supervision has been used with clients of all risk levels, agencies most frequently used kiosk reporting to supervise low-risk clients. Low-risk clients assigned to kiosk supervision are often required to initially report to their PPO for a face-to-face meeting. However, after the initial in-person meeting, clients assigned to kiosk supervision typically report via kiosk thereafter, unless they violate the conditions of their community supervision term or commit a new crime. Although less common, some community supervision agencies use kiosk reporting as a supplement to traditional supervision for monitoring medium- or higher-risk clients.

Some agencies also use kiosk reporting to supervise hard-to-reach populations, such as the homeless, as well as populations that may require closer monitoring, such as sex offenders.

For example, kiosks have been used for supervising homeless populations as a means to weed out individuals who are not actually homeless. Specifically, some PPOs require homeless clients to report via kiosk daily; thus, individuals who are hesitant to provide their home address are deterred from withholding that information and pretending to be homeless.

ADVICE FROM THE FIELD

“Success starts with the classification of the actual population you are going to use – who are you targeting ... what goals you are trying to achieve. For example, if you are trying to reduce recidivism through the use of a kiosk, I don’t believe that’s a good tool for that. However, if you are looking to release some administrative duties, still keep good supervision on a low-risk population, that is where you would find a kiosk as a good option for you.”

DIMENSION 2 : HOW

The interests of local stakeholders as well as the clients' risk of reoffending greatly influence how kiosk reporting is used.



Exhibit 2-2. Entrance to Kiosk Reporting Office

When current and former kiosk users were asked how they used the technology to supervise clients, two primary models emerged:

- **Primary Method of Supervision**

Most often, community supervision agencies used kiosk reporting as the primary method of supervision for low-risk clients. Clients who are assigned to kiosk supervision as their primary method of supervision are sometimes required to report to their PPO for a set period of time before reporting via kiosk, or to attend an initial in-person meeting with their PPO and then report via kiosk. Clients assigned to kiosk supervision are also sometimes required to have periodic contact with their PPO. Community supervision agencies do not typically use kiosk reporting as the primary method of supervision for higher-risk clients, who require more intensive supervision.

- **Supplement to Traditional Officer Supervision**

When higher-risk clients were assigned to kiosk supervision, it was usually as a supplement to traditional officer supervision. Occasionally, community supervision agencies used kiosk supervision as a supplement to traditional officer supervision for lower-risk clients, especially when the jurisdiction's political environment required PPOs to be more actively involved with their clients.

Some community supervision agencies also incorporated kiosk reporting as a graduated sanction (i.e., as a punishment for noncompliance) and/or a graduated incentive or reward (i.e., as a reward for compliance).

- **Graduated Sanction**

Clients who are noncompliant may be required to report to the kiosk more frequently as punishment or may have the privilege of reporting via kiosk revoked altogether.

- **Graduated Incentive/Reward**

Clients may be granted the privilege of kiosk reporting as a reward for compliance or as a step-down (i.e., less intensive supervision) from more intensive supervision.

DIMENSION 3 : WHEN

Most community supervision agencies reported using kiosks to supervise individuals assigned to probation, post-conviction. However, some agencies also have used reporting kiosks for supervising parolees – that is, individuals released from a correctional institution (e.g., prison or jail) and/or individuals released from jail pre-trial. Regardless of when it is used, kiosk technology allows PPOs to better manage large caseloads of low-risk clients and dedicate more time and resources to higher-risk clients.

2.3 Benefits of Kiosk Reporting

Community supervision agencies considering a kiosk reporting program may want to know the potential benefits of using this technology to supervise clients. The benefits recounted by current and former users of kiosk reporting generally fall within one of two main categories: (1) agency- and PPO-level benefits and (2) agency-reported client-level benefits. This section first provides an overview of the potential agency-level benefits reported by current and former users of kiosk reporting, including increased supervision efficiency, improved administrative and recordkeeping efficiency, higher rates of compliance, and improved monitoring. Next, client-level benefits reported by community supervision agency staff are presented, including convenience, enhanced options for graduated sanctions and rewards, and more accurate recordkeeping.

AGENCY-/PPO-LEVEL BENEFITS

① Increased Supervision Efficiency

- **Reallocating Resources from Low- to High-Risk Clients**

The use of kiosk reporting for supervising low-risk clients allows community supervision agencies and PPOs to redirect their time and resources to higher-risk clients, who require more intensive supervision and have greater needs. Research consistently suggests that intensive supervision and treatment have the greatest benefit for moderate- and high-risk clients and that intensive supervision and treatment do not reduce recidivism for low-risk clients.⁴⁵

- **More Efficient and Appropriate Monitoring of Low-Risk Clients**

The use of kiosk reporting allows PPOs to supervise large caseloads of low-risk clients more efficiently because it minimizes the need for regular face-to-face meetings. Research strongly suggests that oversupervising low-risk clients can cause more harm than good and may jeopardize the very circumstances that contributed to their classification as low-risk. For example, requiring low-risk clients to meet with their PPOs on a regular basis, particularly during business hours, may result in time away from work, transportation challenges, and child care issues.

VOICE FROM THE FIELD

“Kiosk reporting allows for us to then allocate our human resources to our high risk clients. Those who are in need of treatment, those who are in need of face-to-face interaction, those that are in need of high levels of supervision because they’re high risk and we need to employ those skill sets that we’ve developed on behalf of those officers to ensure that we hold those clients accountable, that they’re moving in the positive direction of treatment and ... hold them accountable to the public safety standards of our community.”

- **Better Case Management, Increased Coverage, and Time Savings**

Kiosk reporting allows PPOs to better manage large caseloads, which in turn saves time that PPOs can redirect to other productive activities. For example, PPOs can redirect their time to visiting clients in the field, engaging in more substantive discussions and interventions, working with informal social networks, and developing stronger relationships with treatment providers.

② Improved Administrative and Recordkeeping Efficiency

• Better Maintenance of Current Information on Clients

PPOs should maintain current information on their clients so they can locate and monitor them. Less invasive monitoring techniques, such as monthly mail-in post cards with updated information, are often time-consuming and difficult to keep current. Kiosk reporting allows agencies to better maintain a client's current address, employment status, law enforcement contacts, and other information.

• Reduction in Paperwork and More Efficient Report Generation

Current and former users frequently cited reduction in paperwork as one of the benefits of kiosk reporting. Kiosk reporting reduces the need for administrative tasks, such as data entry and filing. In addition to the reduction in paperwork, some reporting kiosks allow PPOs to generate reports automatically. This eliminates the need for PPOs to create their own tracking and reporting protocols.

VOICE FROM THE FIELD

“Our resources are very scarce, and it became important for us to make better use of staff time...We eliminated all these monthly report forms coming in, so it streamlines operations and makes for more efficient operations and gives us a greater level of accountability on the offenders.”

③ Higher Rates of Compliance

Many current and former users found kiosk reporting increased compliance among their clients, with some agencies reporting compliance rates close to 100 percent. Clients on kiosk supervision understand they are still being monitored and will be held accountable if they do not report as instructed. Some agencies associated increased compliance with reductions in recidivism and increased employment stability.

④ Improved Monitoring

Overall, PPOs regarded kiosk reporting as a useful tool for improved monitoring of their clients.

Three ways that kiosk reporting improves client monitoring are:

• Increased Accuracy of Reporting

Kiosk reporting provides PPOs with a more accurate record of who is reporting and when (i.e., date and time) compared with more traditional methods of non-face-to-face reporting (e.g., reporting through mail). Because reporting kiosks use technology to identify clients, such as biometric identification using handprints, fingerprints, or facial recognition using photographs, PPOs know with certainty who is reporting.



Exhibit 2-3. Biometric Identification

- **Increased Standardization and Accessibility of Data**

The use of kiosks for community supervision also increases standardization and accessibility of data. Kiosks can collect the same information from each client, and some machines allow PPOs to access data in real time.

- **Increased Accountability**

Reporting kiosks provide data with increased accuracy and accessibility, which allow PPOs to hold clients accountable if they do not report in a timely manner.

AGENCY-REPORTED CLIENT-LEVEL BENEFITS

① Convenience

- **Increased Flexibility in Reporting Times and Locations**

Kiosk reporting often allows clients to report at a time (e.g., before work, after work) and sometimes a place (i.e., some agencies have kiosks in multiple locations) that is convenient for them.

- **Time Savings**

Kiosk supervision minimizes the time clients might otherwise have to spend waiting for and meeting face-to-face with a PPO.

- **Promote and Maintain Low-Risk Status**

Assigning low-risk clients to kiosk supervision can reduce the exposure of these clients to the potential negative influences of higher-risk clients in waiting areas. Long wait times to meet with a PPO are not uncommon for clients assigned to traditional officer supervision and may require clients to spend a significant amount of time in waiting areas. Low-risk clients who spend time in waiting areas may be exposed to the negative influences of higher-risk clients. Kiosk supervision can reduce the amount of time low-risk clients spend in waiting areas and thus their exposure to higher-risk clients.

VOICE FROM THE FIELD

“It takes them two minutes ...They don’t have to come in and wait and see somebody, but they’re also being responsible and coming in and checking in. So I think they find it very convenient as well.”

VOICE FROM THE FIELD

“It (kiosk reporting)...separates our low-risk clients from our high- or moderate-risk clients so that we can keep them at low risk and not intermingle them in any way, shape, or form with our moderate- or high-risk clients. Thus, preserving their low-risk qualities.”

② Reduced Potential Adverse Effects of Community Supervision on Low-Risk Clients

- **Reduction in Disruptions to Pro-Social Activities**

The efficiency and convenience kiosk supervision offers allows clients to report as required with minimal disruptions to their prosocial activities (e.g., school or employment).

③ Enhanced Options for Graduated Sanctions and Rewards/Incentives

As noted earlier, many community supervision agencies use kiosk reporting as part of their graduated sanctions and rewards system. Some PPOs require their clients to earn the privilege of reporting to a kiosk (e.g., when all financial obligations have been met, when reporting compliance has been consistent, or when court-ordered programs have been completed).

PPOs may also take away the privilege of kiosk reporting or require more frequent reporting from clients who are not fully compliant with the terms of their supervision.

VOICE FROM THE FIELD

“It benefits all the clients. The clients who are referred to kiosk are very, very grateful. <Name of court omitted>... It’s out in the boonies. No bus service, no transportation. It is just very difficult for clients to get out here ... So there’s just a lot of obstacles. To give somebody the privilege of reporting by kiosk is a huge benefit ... This is a privilege and a reward for the clients.”

④ Increased Use of Receipts and Reminders

Some reporting kiosks can provide clients with a receipt each time they report and/or send reminders to clients with upcoming reporting obligations.

⑤ Increased Accountability

Kiosk supervision can be used to monitor clients more frequently and closely than would be possible under traditional officer supervision. Some clients expressed a desire to be closely monitored and were in favor of the increased accountability that kiosk supervision provided because it gave them opportunities to demonstrate they are meeting the expectations of their PPO and the terms of their supervision.

2.4 Challenges and Criticisms of Kiosk Reporting

Kiosk supervision offers many potential benefits to community supervision agencies, PPOs, and clients under community supervision. Despite these benefits, current and former users experienced some challenges with kiosk reporting and also shared their criticisms of the technology. Keep in mind that some of the challenges and criticisms discussed below can be attributed to the fact that kiosk technology was in its infancy, and that these challenges were resolved as clients (as well as agency staff) became more familiar with the kiosks or as its technology advanced. As with any new program or practice, community supervision agencies did occasionally experience challenges with kiosk reporting unrelated to early implementation difficulties.

The challenges and criticisms that current and former users of kiosk reporting mentioned as part of the multi-jurisdiction kiosk study fell within the following categories: administrative or supervisory issues, technology issues (e.g., equipment failures, glitches, equipment shortcomings such as absence of desired features), PPO and other stakeholder issues (e.g., resistance), location or access issues, and other challenges and criticisms.

ADMINISTRATIVE OR SUPERVISORY ISSUES

Community supervision agencies reported several administrative and supervisory issues related to implementing kiosk reporting. Challenges and criticisms included time burden on PPOs and/or other staff, concern over less frequent interactions with clients, establishing eligibility criteria, and concern about the potential oversupervision of minimal risk clients.

① Time Burden on PPOs and/or Office Staff

Some current and former users reported that the initial enrollment of clients was time-consuming, especially when a large number of clients were enrolled at the same time rather than on a rolling basis. Other agency staff expressed frustration with the additional time required to help resolve such kiosk user issues as clients forgetting how to use the kiosk or losing their identification number and not being able to log onto the kiosk; some staff mentioned problems with utilizing biometric identification.

VOICE FROM THE FIELD

"It's been difficult because ...I don't know if their hands are dirty. I don't know what goes on with them, but they receive errors when they go to log on. And that's frustrating for our staff because they need to go out and work with them or we're not getting the reporting like we should. But when it works, it works and it works really well. I don't think I've had any negative feedback other than the ability of the ... biometric to actually read their palm print."

Staff also frequently complained about the additional time needed to resolve general technology issues, although many reported that technology problems have diminished with new advancements in technology and as they and their clients became more familiar with kiosk-related technologies. Others mentioned the additional time required for general maintenance (e.g., changing receipt paper and ink; cleaning the biometric scan surfaces), but often dismissed these concerns as insignificant.

② Concern About Less Frequent Interactions with Clients

Some agency staff were uncomfortable with the idea that kiosk supervision resulted in less frequent interactions with clients. Specifically, they expressed concern that PPOs might miss something that would normally be detected during a face-to-face encounter (e.g., client intoxication, client reporting a fictional new address that the system might accept as valid). Others emphasized the importance of establishing rapport with clients, which could be lost if reporting was reduced to "robot" supervision.

③ Establishing Eligibility Criteria

Both current and former kiosk users reported that deciding how to set up the kiosk program and determining who should be eligible for the program was challenging. Users rated risk level, client need, agency history and philosophical approach, as well as stakeholder buy-in, as important considerations for agencies developing eligibility criteria for kiosk supervision. Users cited risk level most frequently as an eligibility consideration, emphasizing client need to a lesser extent. Others mentioned the challenge involved in establishing eligibility criteria that could balance the desire for maximizing the benefits of kiosk supervision against stakeholder concerns regarding risk and community safety.

④ Concern for Oversupervision of Minimal Risk Clients

Although kiosk supervision has been used for clients of all risk levels, some agency personnel regard kiosk supervision as appropriate only for low-risk clients, and they assign only the lowest-risk clients to kiosk supervision. The challenge is that “low-risk” status is not universally defined or applied to kiosk supervision across agencies. As such, some agencies are willing to assign only minimal risk clients to kiosk supervision, whereas other probation agencies might assign these clients to administrative or banked caseloads not requiring active supervision. For agency personnel who feel kiosk supervision is appropriate only for the minimal risk “self-correctors,” kiosk supervision may provide a higher level of supervision than necessary, potentially resulting in increased recidivism, as described in Chapter 1, Section 1.2.

TECHNOLOGY FAILURES

Many current and former users of kiosks reported challenges related to technology including hardware failures (e.g., CPU, receipt printers, document scanners, and touch screens), software glitches, and other systems-related issues (e.g., Internet and intranet connections, integration with the case management system, slow processing speeds).

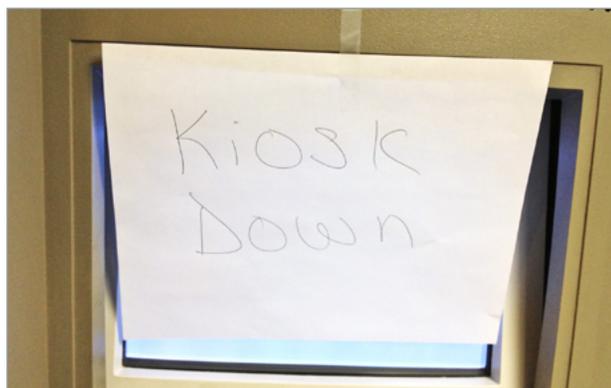


Exhibit 2-4. Out of Order Reporting Kiosk

Users most frequently reported having problems with biometrics malfunctions (e.g., the palm-print or fingerprint recognition software was unable to identify clients when their hands were dirty, or the hand geometry technology was unable to verify clients' hands due to changes, such as longer fingernails or large rings not present when the baseline image was taken). Certainly, some of the technological issues have been resolved as the kiosk technology has improved and agency staff and clients have become more familiar with the new system.

① Dissatisfaction with Kiosk System Design

Several current and former kiosk users reported being dissatisfied with the design of their agency's kiosk system or available kiosk features.

Specific criticisms and challenges regarding system design included:

- System not user friendly, requiring PPOs to toggle back and forth between screens to access desired information
- Kiosk system not fully integrated into agency case management system
- Outdated software
- Compatibility issues when replacing failed hardware (e.g., biometric scanners or printers)
- System integration overwriting previous data entered

② Dissatisfaction with Available Kiosk Features

Some agency staff reported frustration with the limitations of the kiosk systems adopted by their agency. Many current and former users reported a desire for specific features, which many were unaware were actually available to them, whereas others expressed regret in not adopting specific features they knew were available.

Features in this category include:

- Automatically generating letters to clients who fail to report
- Confirming identity via biometrics
- Immediately/automatically alerting the PPO when a client fails to report
- Accepting payment of fines, fees, and court costs
- Utilizing a built-in breathalyzer

PPO AND OTHER STAKEHOLDER ISSUES

Current and former kiosk users reported two main issues related to PPOs and other stakeholders: (1) overall fear of change and (2) fear of technology. Some PPOs viewed kiosks as an ineffective or inadequate reporting modality because they considered face-to-face interaction between PPOs and clients as an essential component of community supervision.

VOICE FROM THE FIELD

"I think the main resistance may have come from the fear of technology for the older officers and think that overall the fear was that you're going to take my easy cases ... Officers often refer to the low risk clients as a brain saver. I'm going to see these 5 stressful ones today and now he's going to come in here and I'm going to hold a decent conversation and he's doing everything I've asked him to do. And I did this when I was an officer too – maybe schedule two difficult ones and then one or two that are not going to be resistant just to help me make it through the day."

Some clients also expressed a desire to meet with a PPO and receive personal contact. A few PPOs feared kiosks had the potential to replace their positions and lead to job loss. Others, especially older PPOs, were apprehensive about learning a new technology. Community supervision agency staff also reported that some clients were not necessarily receptive to change or the use of technology.

LOCATION AND ACCESS ISSUES

To improve compliance among clients, kiosks need to be readily available and accessible to clients. Some agencies reported they could not secure a suitable kiosk location with 24/7 access. Others expressed concern that clients who live in remote areas might have to travel very long distances to a reporting location, which was a barrier to regular and timely reporting.



Exhibit 2-5. **Community Center Reporting Kiosk**

As a strategy to overcome location and access challenges and provide more flexibility for their clients, some agencies reported choosing a voice- or web-based system instead of, or in addition to, the reporting kiosks.

LESSON LEARNED FROM THE FIELD

“Children often mistake the kiosk for a video game. The close proximity of the vending machines tends to draw children to this location.”

OTHER CHALLENGES AND CRITICISMS

Respondents reported other challenges and criticisms that were not necessarily exclusive to kiosk supervision and could actually be a challenge faced when implementing other alternatives to traditional face-to-face community supervision.

These challenges included cost, program sustainability, initial program implementation (e.g., logistics regarding placement and installation of kiosks; IT challenges), and communication (e.g., translation of questions into languages other than English, simplifying the question language so that it could be understood by clients with minimal education).

The most common “other” challenge reported was funding. Several probation personnel we interviewed described how the startup of their kiosk reporting program was grant funded and once the grant funding was expended, agencies struggled with finding additional funds to support the continued daily operations, maintenance, and technology upgrades necessary to successfully operate their programs. Faced with sustainability issues, some respondents reported identifying less-costly alternatives to kiosk supervision (e.g., telephone- or web-based reporting systems) whereby the equipment and services provided by vendors was cheaper than kiosk supervision, or the costs were passed on to clients.

2.5 Satisfaction with Kiosk Reporting among Agency Staff and Clients

Overall, kiosk reporting has been well-received by community supervision agency staff and their clients. Agency staff reported being satisfied with kiosk reporting for many reasons, including better management of large caseloads of low-risk clients, more time to focus on high-risk clients, improved accuracy in tracking client reporting activities, enhanced technological capabilities for accurately identifying clients, and improved compliance among clients.

Agency staff have also received positive feedback, with few complaints from clients about kiosk reporting. For example, according to agency staff, clients are more satisfied with kiosk reporting because it offers reporting flexibility (with kiosks available at various locations and times), reduces wait-times, minimizes face-to-face interactions with PPOs, and is generally more convenient.

2.6 Summary

Research to date suggests kiosk reporting may be a safe alternative to traditional officer supervision, particularly for lower-risk clients. Community supervision agencies typically use kiosk reporting as a primary method for supervising low-risk clients, however, some also use kiosk reporting as a supplement to officer supervision for higher-risk clients. Overall, community supervision agencies, PPOs, and clients are satisfied with the technology and indicated kiosk reporting offers many agency-, staff-, and client-level benefits. Although some agencies experienced challenges with the technology,

many of the challenges and criticisms resolved over time as the technology improved and users became more familiar with kiosk reporting. As with any technology, kiosk reporting does have its limitations, and community supervision agencies will want to carefully consider whether kiosk supervision is a good fit for their agency. The next chapter provides an overview of what the adoption and implementation of a kiosk reporting program might look like, to help guide agencies considering kiosk reporting through this process.

Chapter 3

Adoption and Implementation Considerations

KEY POINTS

- 1 The success of a kiosk reporting program depends, in part, on the quality of implementation. Community supervision agencies need to think about how best to put a kiosk reporting program into place.
- 2 The “program implementation cycle” for kiosk reporting consists of four overlapping stages: exploration, adoption and planning, implementation, and evaluation/assessment.
- 3 During the exploration stage, agencies will conduct a needs assessment and identify goals, gather as much information as possible about kiosk reporting, and then assess how well kiosk reporting fits with their agency.
- 4 During the adoption and planning stage, agencies that determined kiosk reporting is a good fit for their agency will begin to develop a clear vision of change—that is, agencies will want to think about what their kiosk reporting program will look like and how it will be rolled out. Community supervision agencies will also need to conduct a preliminary assessment of their available staffing and financial resources and begin to engage and obtain buy-in from key stakeholders. At the end of the adoption and planning stage, agencies will decide whether kiosk reporting is feasible for their agency and whether their agency is willing to support and commit to the technology.
- 5 Agencies that determine kiosk reporting is feasible for and supported by their agency will engage in more detailed planning, roll-out, and maintenance of their kiosk reporting program. Agencies should document their policy changes and decisions related to kiosk reporting and also create a manual for staff to help standardize kiosk reporting protocols. Program implementation is an ongoing process that agencies will engage in for the duration of their use of kiosk reporting.
- 6 The final stage, evaluation/assessment, calls for agencies that are implementing kiosk reporting to conduct an evaluation/assessment of their program, beginning in the program’s initial stages, to assess how well kiosk reporting is being implemented and whether the program is meeting its objectives. Agencies can use the findings from their evaluation/assessment to either make improvements to their program or as a catalyst for exploring other technologies and/or programs that might be a better fit for their agency.

Overview

Innovative policies, programs, and practices in community corrections, such as kiosk reporting, are regularly emerging with the promise to help agencies address their needs, overcome their challenges, and reach their goals. The success of any new policy, program, or practice depends not only on the innovation itself, but also on how well it is implemented or put into use. This chapter first provides an introduction to program implementation to help community supervision agencies understand what implementation is and why the quality of implementation matters. Next, this chapter briefly outlines the exploration, adoption and planning, implementation, and evaluation/assessment stages of a kiosk reporting program. The remainder of this chapter delves deeper into the first three stages and includes specific “Action Items” to help guide community supervision agencies through the process of determining whether kiosk reporting is a good fit for their agency, and if so, how to put into place a program that fits their needs and available resources. The evaluation/assessment stage is discussed in Chapter 4.

3.1 An Introduction to Program Implementation

DEFINING PROGRAM IMPLEMENTATION

Before delving into the adoption and implementation considerations specific to a kiosk reporting program, community supervision agencies need to understand what implementation is and why the quality of implementation matters. Implementation can be defined as “a specified set of activities designed to put into practice an activity or program of known dimensions.”⁴⁶ If a new program or practice is not implemented well, it will not have the intended effects. Far more programs fail from poor implementation than from a poor program design. Therefore, when implementing a kiosk reporting program, community supervision agencies should consider not only the content of a kiosk reporting program itself, but also how best to put into place a kiosk reporting program to achieve the best outcomes.

SUCCESSFUL PROGRAM IMPLEMENTATION: CHANGE AT THE STAFF AND ORGANIZATION/AGENCY LEVEL

To successfully implement a new program, such as kiosk reporting, community supervision agencies will need to implement changes at both the staff level and the organization or agency level. Much of the literature on organizational change emphasizes the importance of assessing how an agency’s current staff roles and responsibilities will change as a result of implementing a new intervention, what training may be necessary to prepare staff for their new roles, and whether an agency will need additional staff with specific expertise. At the organization/agency level, organizations may need to gain new knowledge and skills and adjust their infrastructure to support new ways of doing business.

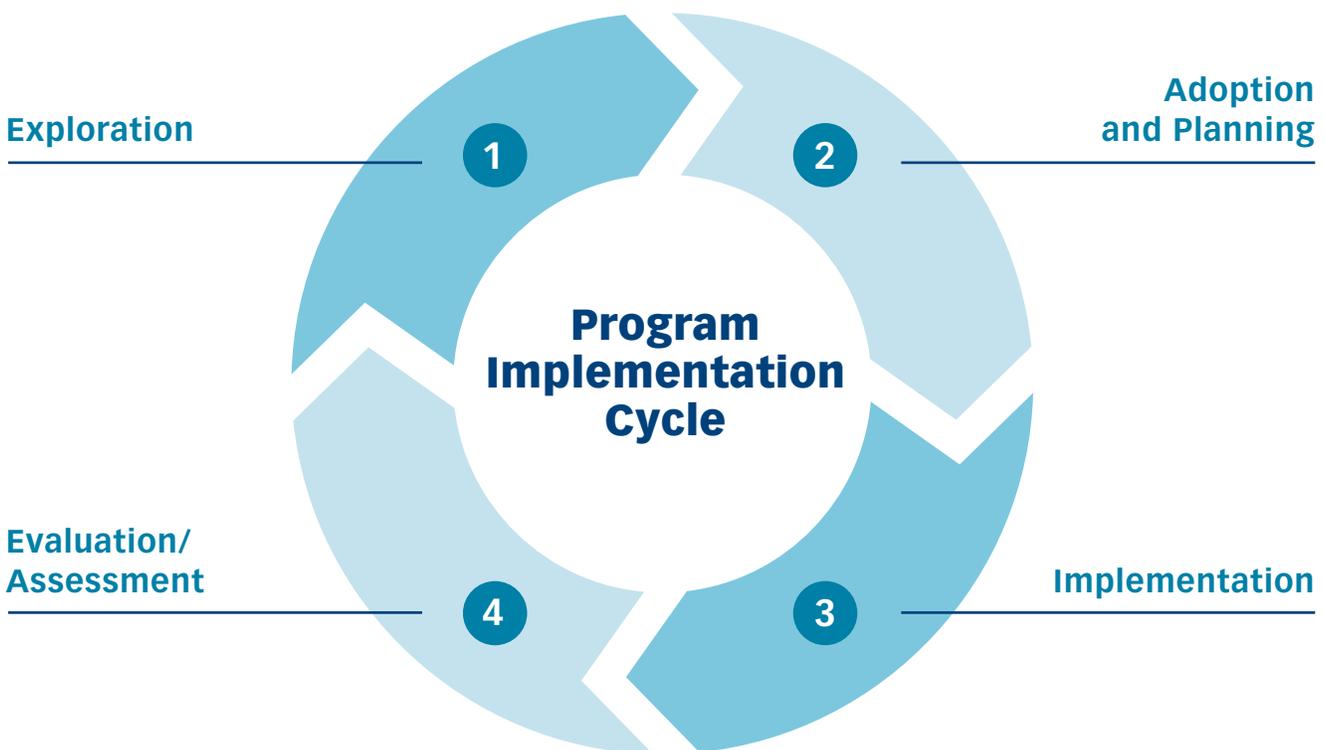
The literature on program implementation features “key elements” of organizational change that are necessary for successful implementation, some of which are relevant to kiosk reporting.⁴⁷ These key elements of organizational change include the identification of key areas of change a new program must address, strong organizational leadership to communicate the vision of change to stakeholders and potential partners, willingness to revise the organization’s policies and practices as needed to ensure they are consistent with

the new program, willingness to commit resources needed to implement and maintain the new program, and ability to conduct an evaluation (and collect necessary data) to assess how well the new program is working and make refinements as appropriate. This chapter highlights these key elements of organizational change throughout as they apply to the exploration, adoption and planning, and implementation of a kiosk reporting program.

IMPLEMENTATION OF KIOSK REPORTING

The successful implementation of a new program, such as kiosk reporting, consists of four primary stages: exploration, adoption and planning, implementation, and evaluation/assessment. The four stages make up what could be considered the program implementation cycle, as depicted in Figure 3-1. These stages often overlap in time and activities and are not mutually exclusive. The information obtained and decisions made during each stage affect subsequent stages and can result in continuous cycling through the four stages, as necessary. This section walks community supervision agencies through the program implementation cycle for kiosk reporting.

Figure 3-1. **Program Implementation Cycle for Kiosk Reporting**



Stage 1: Exploration

During the exploration stage, community supervision agencies considering a kiosk reporting program may conduct a needs and/or goals assessment for their agency and then gather as much information as possible on kiosk reporting. Community supervision agencies can use the information gathered during this stage to assess whether kiosk reporting has the potential to help their agency address their need(s) and/or goal(s). Agencies that determine kiosk reporting would be a good fit for their agency can move to the adoption and planning stage.

Stage 2: Adoption and Planning

During the adoption and planning stage, community supervision agencies will develop a vision of change and begin to make decisions regarding the features and capabilities of their kiosk reporting program. Once agencies have a general idea of what kiosk features and capabilities will fit their needs and goals, they can estimate the costs associated with putting their kiosk reporting program into practice. Community supervision agencies will also need to assess what financial, staffing, and other resources they have available to support a kiosk reporting program and make adjustments to their planned program based on these resources.

During this stage, agencies will want to establish a tentative schedule and plan for rolling out their new program. At the conclusion of the adoption and planning stage, community supervision agencies should be able to answer two questions: “Is kiosk reporting feasible for my agency?” and “Is my agency willing to commit to supporting the implementation and maintenance of a kiosk reporting program?” Agencies that answer “yes” to both of these questions can move forward to the implementation stage. Agencies that determine kiosk reporting is not a good fit may return to the exploration stage to consider other available technologies and/or programs.

Stage 3: Implementation

During the implementation stage, community supervision agencies will focus on how they can effectively implement and sustain a kiosk reporting program. This stage will consist of more detailed planning, roll-out, and maintenance of kiosk reporting. Implementation is an ongoing process that occurs for the duration of the program.

During the implementation stage, agencies should document their agency-level policy decisions regarding the kiosk reporting program and develop a manual that specifies the kiosk reporting procedures to help standardize implementation among agency staff. Agencies will make decisions regarding, for example, kiosk features, client eligibility, assignment and enrollment procedures, reporting protocols, and number and location of kiosks. Agencies will also develop a detailed roll-out plan for implementing kiosk supervision. Once kiosk supervision is fully implemented and successful, an agency should consider how to institutionalize and maintain it.

Stage 4: Evaluation/Assessment

The final stage, evaluation/assessment, overlaps with the implementation stage and involves continuous monitoring of an agency’s kiosk reporting program to answer two questions: “Is kiosk supervision being implemented as intended and meeting its objectives?” and “How can kiosk supervision be improved?” The answers to these questions lead back to the exploration stage—if kiosk supervision is not being implemented as intended and/or meeting its objectives, then community supervision agencies will want to explore how their program can be improved. If kiosk supervision needs more significant changes, community supervision agencies may want to return to the exploration stage in search of a different technology or approach that can better meet their needs.

3.2 Stage 1: Exploration

During the exploration stage, community supervision agencies considering a kiosk reporting program will want to begin by assessing their agency's needs and goals, gathering as much information as possible on kiosk supervision, and then determining if kiosk supervision could potentially help address their need(s) and/or goal(s). Agencies determining that kiosk supervision holds promise for their agency can move to the adoption and planning stage. Agencies that decide kiosk reporting is unlikely to address their needs and goals may want to explore other technologies and programs.

Action Item 1

CONDUCT A NEEDS ASSESSMENT AND IDENTIFY GOALS

Community supervision agencies should first assess their agency's needs and identify future goals. Community supervision agencies should clearly identify what needs and/or goals they would like to address before they determine whether kiosk supervision could potentially help. Agencies may not need to conduct a formal assessment if they are already aware of what needs and goals they want to address.

ADVICE FROM THE FIELD

“Don't get enthralled with the technology. The technology is great, but it's just a tool to do our job. We need to make sure that the tool in and of itself is meeting the goals and objectives of the probation departments and the courts that we serve.”

Many agencies that participated in the multi-jurisdiction kiosk study indicated that improving efficiencies related to supervision was one of the primary goals behind their adoption of a kiosk reporting program. Some agencies also reported concerns regarding reporting accuracy and accessibility, compliance rates, rapidly expanding caseloads, and understaffing as

motivation to adopt and implement kiosk reporting. Some community supervision agencies also stated they began exploring reporting kiosks following a triggering event, such as a significant budget cut and/or a grant award to fund a kiosk program.

Action Item 2

REVIEW RESEARCH LITERATURE ON KIOSK REPORTING

Community supervision agencies may want to explore the literature on kiosk supervision by searching, for example, news media sources, probation and parole departments' websites, and research reports. Agencies will want to gather as much information as possible on kiosk supervision. Chapter 2 of this guidebook provides a summary of the current evidence base on kiosk reporting, including findings from the multi-jurisdiction kiosk study.

Agencies will want to understand what is known about the effects of kiosk reporting on reoffending and compliance, for example, as well as the potential benefits and challenges of this technology. Agencies are also advised to check for research that has emerged since the publication of this guidebook.

Action Item 3

CONSULT AGENCIES THAT CURRENTLY USE OR PREVIOUSLY USED REPORTING KIOSKS

Community supervision agencies may want to consult and/or visit agencies currently using (or that previously used) reporting kiosks. Through consulting and/or visiting jurisdictions with a kiosk reporting program, community supervision agencies can observe kiosk supervision in action and ask current users for advice and lessons learned in regards to adopting and implementing the technology. Agencies may also want to consult former users of kiosk supervision to find out why they no longer use the technology. Former users may no longer use kiosk reporting because of problems with the technology, lack of funding, insufficient staff support, or other reasons.

Action Item 4

ASSESS THE MATCH BETWEEN NEEDS/GOALS AND KIOSK REPORTING

After community supervision agencies conduct their needs assessment and gather as much information as possible on kiosk supervision, they can assess whether kiosk reporting has the potential to help their agency address their needs and/or goals. Community supervision agencies that determine kiosk reporting may help address their current needs and goals can move forward with adopting and implementing kiosk supervision. Agencies that determine kiosk reporting is not a good fit for their current needs and goals can continue to explore and consider other innovative technologies and/or programs with the potential to be a better fit.

3.3 Stage 2: Adoption and Planning

The needs assessment and information gathering that occur during the exploration stage often become a catalyst for increasing awareness, mobilizing interests, and gaining support for an innovative policy, program, or technology.⁴⁸ Community supervision agencies that determine kiosk supervision has the potential to address their needs and/or goals then move to the adoption and planning stage.

The components of successful planning are depicted graphically in Figure 3-2. During this stage, agencies develop a clear vision of what their kiosk reporting program will look like, how much it will cost, how it will be rolled out, and whether their agency has the resources to support the technology. Agencies will also begin to engage and obtain buy-in from stakeholders, which is essential for successful implementation of a kiosk reporting program.

Figure 3-2. **Components of Successful Planning**



At the end of the adoption and planning stage, community supervision agencies should answer two questions: “Is kiosk reporting feasible for their agency?” and “Is their agency willing to support and commit to the program?” Agencies that answer “yes” to both of these questions can move forward with the implementation stage. Agencies that answer “no” to one or both of these questions may want to return to the exploration stage to explore other possible technologies or programs to address their needs.

Action Item 1

DEVELOP A CLEAR VISION OF CHANGE – KIOSK FEATURES AND CAPABILITIES, COST, AND ROLL-OUT PLAN

Community supervision agencies will need to establish a clear vision of change for their agency—that is, what their kiosk reporting program will look like, how much the program will cost, and the plan for rolling out their kiosk reporting program. Specifically, agencies will need to start thinking about who will be eligible for kiosk supervision (e.g., clients’ risk levels) as well as the assignment and enrollment procedures. Agencies will also need to decide how kiosk supervision will be used (e.g., primary versus supplementary supervision), what features and capabilities their reporting kiosks will have (e.g., identification verification methods, ability to collect payments), how many kiosks will be installed and where, what information the kiosks will collect from clients, and how the kiosks will be maintained over time. (For further discussion about the kiosk features, capabilities, and protocols, see Section 3.4 on implementation.)

Although agencies do not necessarily have to work out all of the details during this stage, they do need to have a general idea of what their kiosk reporting program will look like. Once agencies have a general idea about what their kiosk reporting program will look like, they can begin to estimate how much the implementation and maintenance of kiosk supervision will cost. Agencies will also want to think about the timeframe for rolling out their kiosk reporting program and decide whether they will begin with a pilot program or implement a full-scale program.

Action Item 2

ESTABLISH STRONG LEADERSHIP AND COMMUNICATE A VISION OF CHANGE

Community supervision agencies must establish strong visionary leadership to communicate their vision of and goals for a kiosk reporting program to agency staff and involve them in the change process.⁴⁹ Some agencies that participated in the multi-jurisdiction kiosk study indicated they had a “champion” who led the momentum to adopt and implement a kiosk reporting program. A champion could be a person or group of people, such as community supervision agency administrators, PPOs, government officials, and/or court services personnel, who believe kiosk reporting is a good fit for their agency. Typically, champions consistently advocate for an intervention, such as a kiosk reporting program, and encourage others to “get on board” with the intervention.⁵⁰

Action Item 3

CONDUCT A PRELIMINARY ASSESSMENT OF POTENTIAL STAFFING CHANGES AND AVAILABLE STAFFING RESOURCES

Community supervision agencies will want to assess how kiosk reporting would impact staffing roles and responsibilities, what staffing changes would be required, and what staffing resources they have available or could obtain to support a kiosk reporting program. Adopting and implementing a kiosk reporting program may require changes to staffing related to PPOs as well as to other agency staff such as information technology (IT) and administrative personnel. Community supervision agencies may want to engage their internal stakeholders, such as IT staff, in the assessment process. For example, agencies that plan to use their IT staff and resources to support their kiosk reporting program may want to consult with their existing IT staff as they assess the IT support needs for kiosk reporting.

Community supervision agency staff roles and responsibilities will certainly change after a kiosk reporting program is implemented. For example, kiosk reporting can increase PPOs' caseloads if formerly banked caseloads are shifted to kiosk supervision. However, kiosk reporting technology can also decrease PPOs' workloads by increasing the efficiency with which they can supervise low-risk clients. Many of the agencies also indicated that the introduction of a kiosk reporting program transformed data entry from a manual approach to a more efficient automated system, leading to a reduction in paperwork and data entry activities for PPOs and support staff.

Kiosk reporting may also require additional staff positions and expertise. Some current users reported adding "kiosk technicians," "kiosk attendants," and "field monitor officers" to support the technology. These staff members were responsible for overseeing the daily use of the kiosk machines and addressing standard maintenance tasks, such as adding printer paper or notifying their IT office or kiosk vendor of system problems.

Other agencies indicated that existing PPOs and administrative staff shared the kiosk monitoring and maintenance tasks. Some agencies also hired new staff with specific expertise in technical areas, especially information technology, to facilitate kiosk operations and generate data reports.

Community supervision agencies may also need to provide training to staff on how to use the kiosk system. Some larger agencies, using a "train the trainer approach," conducted formal training seminars for a core group of experts who then trained staff at different offices. Other agencies indicated staff had informal peer-to-peer training or were directed to reference manuals or other resources for assistance. Agencies will need to assess what changes in staffing would be required to implement and sustain a kiosk reporting program and whether they have or can obtain the resources needed to support these changes.

Action Item 4

CONDUCT A PRELIMINARY ASSESSMENT OF COST REQUIREMENTS AND AVAILABLE FINANCIAL RESOURCES

Community supervision agencies will need to determine how much their kiosk reporting program will cost and whether they have the financial resources available to commit to implementing and maintaining a kiosk reporting program. Implementing a kiosk reporting program does require a financial investment up-front (i.e., start-up costs); however, cost information from current users suggests the cost of maintaining kiosk reporting is much less and that kiosk reporting does free up resources that can be reallocated to supervising higher-risk clients. Start-up/implementation and maintenance costs varied greatly across agencies currently using kiosk reporting.

ADVICE FROM THE FIELD

"Shop around. Get one [kiosk reporting system] that's got a proven track record. Don't buy one out of a garage from a guy in [city name omitted] like we did."

Community supervision agencies considering a kiosk reporting program will first need to decide on the specific features and capabilities of their kiosk reporting program. Once agencies identify the features and capabilities of their kiosk reporting program, they can begin to estimate how much the implementation and maintenance of their kiosk reporting program will cost. As part of the multi-jurisdiction kiosk study, five agencies currently using reporting kiosks provided cost information on the start-up and maintenance of their kiosk reporting programs.

Start-up costs varied greatly among the sites and ranged from \$49,295 to \$550,000. Annual maintenance costs ranged from \$2,400 to \$254,000. Kiosks rented from an outside vendor (as opposed to purchasing) may require greater maintenance costs. The wide ranges in start-up and maintenance costs are not surprising, given the many factors that can affect the cost of a kiosk reporting program, including how narrowly/broadly it will be implemented.

Agencies that participated in the multi-jurisdiction kiosk study indicated a number of interrelated factors that can affect the cost of implementing and maintaining a kiosk reporting program:

1. Purchase/Rent from External Vendor or Build

Will the kiosks be purchased, rented, or built from scratch?

2. Vendor

What vendor will the kiosks be purchased or rented from?

3. Number of Kiosks

How many kiosks will be placed in the community?

4. Available Discounts

Are discounts available when a larger number of kiosks are installed?

5. Software

Will the kiosk software be purchased from an external vendor or developed internally?

6. Integration

Will the new kiosk system be integrated into an existing case management system, or will a new case management system be implemented that has a kiosk component?

7. Identification

What methods will be used to verify the identity of clients assigned to report via kiosk?

8. Staffing and Other Administrative Changes

What staffing or other administrative changes are required to implement the kiosk reporting program? What processes and staffing should be in place to support the daily operations and maintenance of the kiosk reporting program?

9. Training and Technical Assistance

What kind of training and technical assistance will clients, PPOs, and administrative staff need to ensure the kiosk reporting program runs as efficiently as possible while minimizing staff burden and maximizing community safety? Who will provide this training and technical assistance (e.g., in-house, outside vendor)?

10. Ongoing Maintenance

Who will provide ongoing maintenance for the kiosk machines? Will maintenance be handled internally or by an external vendor/technician?

Community supervision agencies will need to determine whether kiosk reporting is feasible for their agency based on the estimated cost of implementing and maintaining kiosk supervision and the resources the agency has available and is willing to commit to the program. Agencies are encouraged to research and identify potential sources of funding to support a kiosk reporting program.

Three primary sources of funding to support a kiosk reporting program emerged from the multi-jurisdiction kiosk study:

- 1 State and federal grants,
- 2 General funds/agency budget, and
- 3 Client fees.

Many agencies relied on state or federal grants to fund their kiosk reporting program, at least initially. In some instances, the use of grants was precipitated by state legislation, such as legislation calling for a reduction in prison populations. Agencies also sought financial aid directly from state resources. Frequently, agencies received grant awards to begin a kiosk reporting program and then relied on other sources of funding to support and maintain the program over time.

Some agencies relied on their own budget, funded by state or municipality appropriations, to implement and/or maintain their kiosk reporting program. In some cases, agencies used grant funds to cover the implementation and start-up costs of a kiosk reporting program and then relied on their own budget to support and maintain the program over time. Compared to implementation and start-up costs, some current users of kiosk reporting indicated the maintenance costs associated with their program were minimal and did not require ongoing grant funding. Although less common, some agencies relied on client user fees to fund their kiosk program.

Action Item 5

ENGAGE AND OBTAIN BUY-IN FROM KEY STAKEHOLDERS

Community supervision agencies will need to engage and obtain buy-in from community stakeholders throughout the adoption and implementation process.⁵¹ In this context, “stakeholders” refers to personnel from the community supervision agency (e.g., IT staff), colleagues from other parts of the criminal justice system (e.g., law enforcement officials, prosecutors, judges, pre-trial service agencies, county officials, social service system representatives), and members of the community.⁵² By engaging and obtaining buy-in from stakeholders, leadership within community supervision agencies can gradually build support for a kiosk reporting program and,

at the same time, communicate to their stakeholders how a kiosk reporting program will affect them.

Engaging stakeholders also provides opportunities for stakeholders to raise their concerns and for community supervision agencies to address these concerns. For instance, several community supervision agencies that participated in the multi-jurisdiction kiosk study emphasized the importance of educating their staff about kiosk reporting and its intended purpose, because many PPOs initially feared that reporting kiosks would be used to replace their positions. A kiosk reporting program can succeed only if key stakeholders are on board, making this one of the most crucial steps to successfully adopting and implementing a kiosk reporting program.⁵³

3.4 Stage 3: Implementation

Community supervision agencies that determine kiosk reporting would be feasible for their agency and that their agency is willing to commit to the technology can move forward with the implementation stage. During the implementation stage, agencies will engage in more detailed planning, roll-out, and maintenance of their kiosk reporting program. Community supervision agencies will need to solidify the features and capabilities of their reporting kiosks as well as establish criteria for determining client eligibility for kiosk supervision. In addition, agencies will need to decide how they want to use the technology; how many kiosks to install and where they will be located; where and when clients on kiosk supervision can report to kiosk; what data will be collected via kiosk; and how to maintain the reporting kiosks. During the implementation stage, community supervision agencies also should mobilize resources to start up and maintain their program.

Action Item 1

ESTABLISH A ROLL-OUT PLAN

During the implementation stage, community supervision agencies will need to establish a more definitive roll-out plan for putting their kiosk reporting program into place. Agencies will need to determine a timeframe for rolling out their program and consider whether they want to first implement a pilot program before implementing kiosk reporting at full-scale. Several community supervision agencies that participated in the multi-jurisdiction kiosk study recommended that agencies first implement

kiosk reporting as a pilot to test the program with a limited number of clients and PPOs/other agency staff. By conducting a pilot test, agencies can assess whether kiosk reporting is a good fit for their agency and identify any problems with their program early on, before implementing the program full-scale.⁵⁴ A pilot test may involve conducting focus groups and/or interviews as well as administering surveys to clients or supervision officers to find out about their experience with the program. Their feedback about the program ultimately could be used to improve the program’s design, implementation, and effects.

Action Item 2

DOCUMENT DECISIONS AND DEVELOP A STAFF MANUAL

Adopting and implementing a kiosk reporting program will require many changes at the agency or organization level. It is highly recommended that agencies document these policy changes to ensure kiosk reporting is implemented as intended and that “everyone is on the same page.” Implementing a kiosk reporting program will require changes in protocols and procedures at the staff level. It is also recommended that agencies develop a manual of standardized procedures for staff to follow when implementing kiosk reporting. Agencies could use the manual for training purposes as well as a reference source for staff to consult as needed. Doing so will help to ensure consistent implementation, which will boost the chances of achieving success.

Action Item 3

DETERMINE WHO WILL BE ELIGIBLE FOR KIOSK SUPERVISION

Community supervision agencies will need to establish a set of criteria that PPOs can use to assess and determine which clients are eligible for kiosk supervision. When establishing kiosk eligibility criteria, community supervision agencies will want to keep their ultimate goal in mind—to protect public safety. Agencies need to ensure that the clients assigned to kiosk supervision are adequately supervised via kiosk and are no more likely to reoffend than clients assigned to traditional officer supervision. In some jurisdictions, the decision regarding whether a particular client is eligible for kiosk supervision is determined by the court, often with the use of operating standards and/or guidelines. In other jurisdictions, this decision is made using the community supervision agency’s policies or is left to the discretion of the PPOs. Table 3-1 presents the most common kiosk eligibility criteria reported by agencies that participated in the multi-jurisdiction kiosk study. Most agencies used a combination of criteria to determine which clients were eligible for kiosk supervision.

Table 3-1. **Criteria Used to Determine Client Eligibility for Kiosk Supervision**

Criterion	Description
Risk level	Low, medium, high
Criminal history	Recent criminal history, entire criminal history
Offense type	May exclude particular crime types – e.g., sex offenses and/or violent crimes
Criminal justice system population	Pre-trial, probation, parole
Special circumstances	Examples: mental health status, homeless status, sex offender status

Note: This list of criterion is not exhaustive and agencies can customize the kiosk eligibility criteria for their program to fit their unique needs and goals.

Community supervision agencies implementing a kiosk reporting program should first decide on the risk level criterion. Many community supervision agencies reported using kiosk reporting to supervise low-risk clients; however, some agencies also reported using kiosk supervision as a supplement to traditional officer supervision for middle- and/or higher-risk clients. Community supervision agencies might also want to consider their clients' recent criminal history or entire criminal history as well as their clients' current offense type. Some agencies classified certain offense types as "ineligible crimes" for kiosk supervision, such as sex offenses and/or violent crime, due to the severity of the offense and/or their clients' likelihood of reoffending.

VOICE FROM THE FIELD

"Once they've reached the kiosk ...we're pretty sure that they're stable. They don't have any violational behavior, they're not testing dirty, [and] they're current on their payments. If they owe restitution, they're making good progress toward making restitution payments. They're deemed lower risk to reoffend and so they get a lower level of supervision. They're still assigned to an officer who monitors the case... if the officer gets notified of something going on, they can re-contact the offender and say, "Hey you need to come in." Or, if they stop making payments or if there's some circumstance that changes that requires them to move back to regular field supervision, we'll do that."

Community supervision agencies will also need to consider whether they would like to use kiosk supervision for clients on probation, parole, and/or released from jail pre-trial and whether clients with special circumstances will be eligible for kiosk supervision. For example, one agency advised against assigning clients currently in substance abuse treatment to kiosk supervision. In some jurisdictions,

community supervision agencies used kiosk reporting to supervise clients who may be difficult to keep track of and/or require close monitoring due to special circumstances, such as clients who are homeless, clients with mental health problems, and/or clients who are sex offenders.

Action Item 4

CLEARLY DEFINE THE ASSIGNMENT AND ENROLLMENT PROCESSES

Community supervision agencies will need to clearly define how PPOs assign and enroll clients in kiosk supervision. PPOs will need to assess their clients based on the eligibility criteria for their kiosk reporting program. In order to assess a client's risk of reoffending, arguably the most important eligibility criterion for successful kiosk supervision, community supervision agencies/PPOs should use a standardized risk and needs assessment instrument.

Most community supervision agencies that participated in the multi-jurisdiction kiosk study indicated they assessed their clients' risk of reoffending using risk and needs assessment instruments such as Correctional Offender Management Profiling for Alternative Sanctions (COMPAS), Level of Service Inventory-Revised (LSI-R), Level of Service/Case Management Inventory (LS/CMI), Youth Level of Service/Case Management Inventory (YLS/CMI), Youth Assessment and Screening Instrument (YASI), and agency-designed tools. In addition to risk level, agencies may also want to assess client eligibility for kiosk supervision based on the other criteria, some of which may be captured by the risk and needs assessment instrument(s), such as criminal history. Once community supervision agencies determine a client meets the eligibility criteria for and assigns the client to kiosk supervision, the next step is to enroll the client into the kiosk reporting program.

Community supervision agencies implementing a kiosk reporting program will need to decide:

- 1 Where the enrollment takes place,
- 2 Who conducts the enrollment, and
- 3 How the enrollment process works.

Community supervision agencies should think about where they would like to enroll clients into the kiosk program. Agencies that participated in the multi-jurisdiction kiosk study enrolled clients into the kiosk reporting program at several locations, including at an enrollment station (i.e., with computers designated for enrollment only), a regular kiosk, or a PPO's desk/workstation.

Community supervision agencies will also need to decide who will enroll clients into the kiosk reporting program. Based on input from the field, the enrollment process may be conducted by PPOs, community supervision technicians/orientation teams, kiosk attendants, or even student interns.

Finally, community supervision agencies need to establish protocols for enrolling clients into kiosk supervision, which could include determining how many clients to enroll in kiosk supervision, initial verification/validation requirements, and what kind of training or orientation to give clients who are new to kiosk supervision. Some agencies automatically enroll all clients into the kiosk system, whether or not the clients are assigned to kiosk supervision. Other agencies enroll one client at a time or a subset of clients who will likely be assigned to kiosk supervision. Typically, the enrollment process begins with an initial identity verification/validation assessment, which could include biometric identification, photo identification, and/or assignment of an identification number and password. Some agencies required all clients to complete the verification/validation process at intake, regardless of whether they would be assigned to kiosk supervision right away.

Other agencies only required clients assigned to kiosk supervision at the start to complete the verification/validation process at intake. Agencies that participated

in the multi-jurisdiction kiosk study recommended providing clients with an orientation or training to teach them how to use the kiosk. This could consist of an officer or technician walking the client through the reporting process at the time of enrollment—either as the client reports for the first time or through a mock kiosk system, showing a video or giving a presentation to clients that demonstrates how to use the kiosk, or providing each client with a pamphlet that outlines how to use the kiosk. The enrollment process may also involve the completion of intake forms or other activities as needed.

Action Item 5

DECIDE HOW KIOSK REPORTING WILL BE USED

Once community supervision agencies decide who will be eligible for kiosk supervision, they will need to determine how they will use kiosk reporting. Table 3-2 presents a few examples of how community supervision agencies apply kiosk reporting. Agencies will need to decide whether they will use kiosk reporting as a primary and/or secondary method of supervision. Community supervision agencies that participated in the multi-jurisdiction kiosk study often used kiosk supervision as the primary method of supervision for lower-risk clients; however, for higher-risk clients, kiosk supervision was often used as a supplement to traditional officer supervision.

VOICE FROM THE FIELD

“So if you’re sitting on a medium/high-risk caseload and you don’t get arrested and you make all your appointments and you don’t pee dirty and you do whatever else you’re supposed to do, you’ll probably get stepped down in about a year. Depending if you’re really violent—you won’t...if you have a gun charge—you won’t.”

Community supervision agencies can assign clients to kiosk reporting at the start of their supervision term as well as during the middle or at the end of their supervision term. Community supervision agencies should also consider whether they want to use kiosk supervision as a reward for high compliance and/or as a sanction for low compliance. Kiosk supervision can be used as a graduated reward to help motivate clients to comply with the conditions of their supervision (e.g.,

offering more flexible reporting protocols that are less disruptive to clients’ lives, requiring fewer or no face-to-face meetings with an officer) and/or as a graduated sanction to hold clients accountable when they do not comply with the conditions of their supervision (e.g., adding kiosk supervision as a supplement to traditional supervision for closer monitoring or requiring more frequent reporting for closer monitoring).

Table 3-2. **Community Supervision Agencies’ Applications of Kiosk Reporting**

Dimension of Use	Description
Manner	Primary or supplementary method of supervision
Stage of supervision term	Start, middle, or end of supervision term
Graduated sanctions and rewards	Increase or decrease use of kiosk reporting based on client’s level of compliance with terms of supervision

Action Item 6

DETERMINE NUMBER OF KIOSKS, LOCATION OF KIOSKS, AND HOURS OF OPERATION

Community supervision agencies can control access to their reporting kiosks by establishing the following three related parameters: (1) number of kiosks, (2) location of kiosks, and (3) hours of kiosk operation. Agencies can set these parameters to align with the amount of flexibility in reporting they want to offer their clients. First, agencies adopting a kiosk reporting program need to decide how many kiosks to install in their jurisdictions. According to the multi-jurisdiction kiosk study, the number of kiosks installed by community supervision agencies varied by jurisdiction—agencies reported installing between one and 300 reporting kiosks. The number of kiosks installed can vary based on a variety of factors, such as the expected number of clients on kiosk supervision at any given time, the size of the agency’s jurisdiction, resources available, and cost.

Community supervision agencies will also need to consider the location(s) at which to place reporting kiosks and the number of kiosks to place at each location. Some agency reported having both “fixed” and “portable” kiosks that they could move to other locations if necessary. Agencies that participated in the multi-jurisdiction kiosk study reported installing kiosks at between one and 43 locations, including community supervision offices, courthouses, police stations, treatment facilities, jails, prisons, community buildings, and a Veteran Affairs campus. Some agencies installed kiosks at locations that offered constant surveillance to monitor and prevent any damage to the machines (e.g., agency building or police station). Some agencies also installed kiosks in their building if they wanted to have an attendant available during client reporting hours in case of any difficulties or technology malfunctions; doing so also allowed community supervision officers to have in-person contact with clients—for example, if the client was required to provide a urine sample for drug screening.

Finally, agencies will need to set operating hours for their reporting kiosks. Operating hours may depend on a number of factors such as the location of the kiosks as well as the availability of video surveillance, for example. Kiosks placed at community buildings or courthouses may have more limited hours than kiosks placed in buildings open 24 hours, such as a police station. In addition, kiosks placed at locations with constant surveillance may have broader operating hours than kiosks placed at locations without surveillance.

ADVICE FROM THE FIELD

“When you connect these things, you have to make sure that’s where the network and the data drop. Build it into the wall. We actually have them encapsulated, in a locking mechanism, so they can’t just go behind the unit and unplug it. The data goes into a padlocked, covered device that goes to the wall jack. There are just things in that regard that we had to make sure were taken care of appropriately. Just to safeguard the unit, make sure it can’t tip over. They’re actually bolted to the ground. The kiosks themselves look like tanks.”

Three categories of operating hours emerged from the multi-jurisdiction kiosk study:

- 1 24-hour availability,
- 2 Business hours as well as evening hours, and
- 3 Business hours only.

Allowing clients to access the reporting kiosk(s) 24 hours a day, 7 days a week offers the maximum reporting flexibility and could increase compliance. Agencies can vary operating hours by location—some agencies reported having at least one kiosk open for 24 hours, 7 days a week (e.g., at a police station or jail) as well as kiosks at other locations with more limited operating hours.

Action Item 7

ESTABLISH CLIENT REPORTING PROTOCOLS

Community supervision agencies will need to establish reporting protocols for their clients assigned to kiosk supervision across three dimensions:

- 1 When,
- 2 How Often/Frequency, and
- 3 Where.

These dimensions are presented in Table 3-3.

Table 3-3. **Dimensions of Client Reporting Protocols**

Dimension	Description
When	Specific days, set timeframe, general timeframe
How often / frequency	Varies by risk/supervision levels, special circumstances
Where	Any location, or assigned to a specific location

Community supervision agencies that participated in the multi-jurisdiction kiosk study indicated that the reporting protocols for each client are largely based on the client’s risk level of reoffending. Some agencies required their clients to report on specific days (e.g., first Monday of each month), during a specific timeframe (e.g., by the 20th of each month), or during a more general timeframe (e.g., any day within the month). Agencies can define the frequency with which clients need to report via kiosk. Typically, higher-risk clients report to the kiosk more frequently than do lower-risk clients; in the majority of cases, clients are required to report once per month. Clients may be required to report more or less frequently depending on their circumstances—for example, some agencies require

clients who are homeless to report to the kiosk on a daily basis to keep better track of their whereabouts.

Finally, community supervision agencies will need to tell clients where they can report (i.e., to which kiosk). Agencies with kiosks in multiple locations can require clients to report to a specific kiosk (e.g., one closest to the client's home or work) or to any kiosk within their jurisdiction.

Action Item 8

DETERMINE WHAT INFORMATION KIOSKS WILL COLLECT

When implementing a kiosk reporting program, community supervision agencies will need to decide what information they would like the kiosk to collect. Not only will agencies want to consider what information they want to collect each time a client reports, they should also anticipate what information they may want in the future to assess their program. This section provides an overview of client-level information that agencies might want to collect from clients when they report to a kiosk. See Chapter 4 for a discussion of additional information that agencies might want to collect for assessment purposes.

ADVICE FROM THE FIELD

“At the very least, FTR reports...Transaction reports that monitor language use, as well as daily usage reports are needed as well. Agencies considering the use of kiosks must decide what documentation they need to fulfill their own and their State supervision requirements. It would be an important consideration in dealing with their kiosk vendor.”

Typically, clients who report via kiosk are required to log into the kiosk system, provide identification, and answer several questions. Most kiosks are programmed to ask clients a series of standard reporting questions similar to the questions PPOs would ask clients during face-to-face meetings; however, the questions can also be customized to fit the needs of each agency and/or PPO. Some kiosks also offer language options, which allows clients to select their preferred language. The standard reporting questions may ask clients for updates on contact information, name changes, vehicle registration, court dates and compliance, law enforcement contacts, arrests, and convictions. Kiosks can also ask clients about their life activities during the most recent reporting period such as substance use and treatment, employment, and education. Kiosks located at community supervision offices can ask clients when they report whether they would like to meet with their PPO. Clients might also be required to follow up with their PPO—for example, if a client reports a new offense or a specific life change, such as a new address.

Agencies that participated in the multi-jurisdiction kiosk study noted that some kiosks allow PPOs to tailor the questions asked to each client—that is, PPOs can program the kiosk to ask each client questions specific to his or her individualized terms of probation, such as whether the client completed drug screens, paid outstanding court costs, paid outstanding restitution, attended court-mandated classes, and/or attended Alcoholics Anonymous meetings. PPOs can also communicate with clients through the kiosk—for example, by instructing the client to provide urine for a drug screen and/or meet with the PPO.

Action Item 9

IDENTIFY KIOSK FEATURES AND CAPABILITIES

Community supervision agencies will need to decide what hardware and software features and capabilities their reporting kiosks must have to meet the needs of their agency, staff, and clients. Agencies have several options when it comes to the physical kiosk machine. Some of the agencies that participated in the multi-jurisdiction kiosk study purchased their kiosk machines from outside vendors. Others decided to rent their machines from outside vendors. Some agencies also chose to build their own kiosk system using a touch screen, a desktop computer, and a box built around the machine. The decision whether to purchase, rent, or build is tied to what features are available for the kiosk machines, how the kiosk machines will be maintained over time, and how much the kiosk machines cost. Agencies will also want to consider other available hardware to enhance their kiosk system including biometric technology, document scanners, printers, and fee payment systems.

ADVICE FROM THE FIELD

“No matter how well planned and thought out; plan for continual application enhancements. Laws change. Reporting requirements change. You will also want to show the system is providing the desired outcomes. Reports are key; and ensure there is an easy way to export data from the kiosk system for other analysis needs and interface to other systems.”

When establishing their kiosk reporting system, agencies should also think about the software capabilities of their kiosk system including the level of integration between their agency’s case management system and kiosk system, electronic voice delivery, prompts and alerts, messaging, and generation of receipts and reports. Table 3-4 presents some of the features and capabilities community supervision agencies might want to consider integrating into their reporting kiosks. Agencies should keep in mind that most reporting kiosks are customizable and can be adjusted as needed over time.

Table 3-4. **Kiosk Features and Capabilities**

Hardware and Software Features and Capabilities	Description
Kiosk machine	Agencies can purchase, rent, or build their kiosk machine(s). Kiosk machines typically resemble an ATM machine and remain stationary; however, portable kiosks are also available. Some kiosk machines are fairly basic, and some models are more elaborate with extra features. Agencies also have the option to purchase or develop the kiosk software and build their own machine using a computer/ touch screen, desktop, and encasing.
Biometric scanner/ identity verification	The identification verification methods available range from a simple username and password to sophisticated biometric scans (using a biometric scanner) such as hand shape, palm, or fingerprint and photo identification using an embedded camera with facial recognition software or virtual confirmation made by PPOs.

Table 3-4. **Kiosk Features and Capabilities** (continued)

Hardware and Software Features and Capabilities	Description
Document scanner	Some kiosks have scanning capability that can be used to scan, for example, clients' paycheck stubs and court fee/fine payment receipts.
Printer	Some kiosk systems have a printer that can be used for a variety of purposes, such as printing receipts. One agency reported using a thermal printer, which eliminated the need to replace ink cartridges.
Fee payment system	Some kiosk machines have a fee payment system that allows clients reporting to the kiosk to make a payment. Some kiosks also can accept credit cards, cash, or both. Kiosks unable to accept credit card and/or cash payment can be programmed to prompt clients to give their payment to a cashier or insert their payment into a locked box attached to the kiosk case.
Kiosk software	Agencies have the option to purchase software (either with the kiosk machine or separately) or develop their own software. Some agencies mentioned they borrowed software from other agencies using kiosks.
Level of integration between agency's case management system and kiosk system	Kiosk systems can function as stand-alone entities or can be fully integrated with an agency's case management system. Information captured by the kiosk system can be fully integrated with the case management system (all data available in real-time), automatically downloaded at preset times into the case management system, or manually downloaded into the case management system.
Electronic voice delivery	Some kiosk machines have electronic voice delivery available in English and Spanish.
Prompts and alerts	Some kiosks can be programmed to provide prompts and alerts to both clients and agency staff. For example, the kiosk could alert a PPO on his desktop or cell phone when a client reports to the kiosk. The kiosk could also prompt a client to see his supervision officer. Some kiosk systems have the ability to randomly select clients for drug testing.
Messaging capability	Some kiosk systems include a messaging capability to facilitate communication between PPOs and their clients.
Generate receipts	Some kiosks allow clients to print a receipt indicating the date and time they reported.
Generate reports	Some kiosks can support administrative tasks by generating reports such as client-level reporting summaries, a list of clients who failed to report, and monthly statistics. The reports kiosks can generate largely depends on how integrated the kiosk system is with an agency's case management system.

Action Item 10

DEVELOP A MAINTENANCE PLAN

Community supervision agencies will need to develop a maintenance plan to address problems with the kiosk machines as they arise and to perform regular maintenance and updates to the kiosk system. Agencies that participated in the multi-jurisdiction kiosk study indicated the ongoing maintenance of the kiosk machines was managed by information technology personnel within their agency, by information technology personnel from the county, by the kiosk vendor (if applicable), or by a combination of these. For the most part, routine maintenance was minimal and included things as simple as replacing paper in the machine and vacuuming the cabinet, keyboard, and fan features of the machine. In some cases, kiosk vendors monitored kiosk machines via remote connections to address system glitches and ensure smooth daily operations. On rare occasions, the kiosk machines required a hardware and/or software replacement, such as a new touch screen monitor or biometric scanner, the cost of which was often covered by equipment warranties for repair and replacement.

VOICE FROM THE FIELD

“We have had a couple of touch screens go bad. We keep spare parts here. So we’ll actually swap out like the cameras and the printer and the touch screen. So we always keep that in stock.”

Agencies implementing a kiosk reporting program should have a back-up plan for clients who report via kiosk when the kiosk machine is not working properly. Some agencies had a kiosk attendant keep track of the clients who came to report while the kiosk machine was out of order. Other agencies required clients to meet with a PPO or redirected clients to the nearest functioning machine.

3.5 Moving Forward in the Program Implementation Cycle

The implementation of a kiosk reporting program is an ongoing process that begins with roll-out and continues as long as the program is operating. Community supervision agencies that explore, adopt, plan, and implement a kiosk reporting program will also want to design and implement an evaluation/assessment of their program to determine how well their program is being implemented and whether the program is meeting its objectives. Although the evaluation/assessment stage is presented as the final stage of the program implementation cycle, it is important to note that agencies should think about and begin designing an evaluation/assessment early

on in the adoption and planning stage of implementing a kiosk reporting program. As is discussed in-depth in Chapter 4, agencies can use the findings from the evaluation/assessment of their kiosk reporting program to determine whether their program is being implemented well and meeting its objectives and, if not, what improvements should be made. Agencies that determine their kiosk reporting program is not meeting its objectives and is not a good fit for their agency can return to the exploration stage to explore other technologies and/or programs that may better address their needs and goals.

Chapter 4

Stage 4: Evaluation/Assessment

KEY POINTS

- 1 Community supervision agencies can use evaluation to answer important questions about their kiosk reporting program.
- 2 Agencies should begin planning their evaluation activities early, at the same time they are developing and implementing their kiosk reporting program, to ensure the data they need for their evaluation is collected from the start of their program.
- 3 Community supervision agencies will need to identify a knowledgeable evaluator who can assist them with their evaluation activities.
- 4 An implementation/process evaluation can answer questions about the inputs, activities, and outputs of a kiosk reporting program.
- 5 An outcome evaluation can answer questions regarding the effects (i.e., short-term, intermediate, and long-term) of a kiosk reporting program.
- 6 Community supervision agencies should collaborate with their evaluator to develop a plan for evaluating their kiosk reporting program. An evaluation plan should clearly identify the evaluation questions, data sources, methods for collecting/obtaining data, planned analysis, and reporting activities.

Overview

Community supervision agencies will likely have questions about their kiosk reporting program, such as how well their program is being implemented, whether their program is having the intended effects, or what changes or adjustments could be made to improve their program. In order to answer these questions, agencies will need to plan and conduct an evaluation/assessment of their program. Program evaluation generally involves collecting, analyzing, interpreting, and communicating information about a program.⁵⁵ Community supervision agencies should begin planning and subsequently implementing an evaluation of their kiosk reporting program early on—at the same time they are developing and implementing their program. Beginning to plan and implement an evaluation during the early stages of their kiosk reporting program requires community supervision agencies to think carefully about what information or data they will need to answer questions about their program, determine how they will collect or obtain the information, and begin collecting the information, from the start of the program. Although the evaluation/assessment stage is presented as the fourth and final stage of the program implementation cycle, evaluation/assessment is an ongoing process that evolves over time and continues to provide information about a program for its duration.

Chapter 4 provides community supervision agencies implementing a kiosk reporting program with an introduction to evaluation as well as an overview of how to plan and implement an evaluation that will help answer key questions about their program. This chapter first presents an introduction to the purpose and types of evaluation and provides specific recommendations on when to begin the evaluation activities. This chapter also discusses who should be involved in developing and implementing the evaluation. The remainder of this chapter explores the main components of an evaluation plan, including developing clear and specific evaluation questions, identifying and/or developing data sources to track the information required to answer the evaluation questions, analyzing the data collected, and making use of the evaluation results.

4.1 Introduction to Evaluation: Purpose, Type, and Timing

This section provides an overview of the purpose of evaluation and introduces two types of evaluation that community supervision agencies should consider to answer questions about their kiosk reporting program. This section also offers guidance to community supervision agencies on when they should begin planning their evaluation activities.

PURPOSE OF EVALUATION

In the simplest terms, program evaluations are conducted to aid in decisionmaking and to give agencies, organizations, and key stakeholders the opportunity to make informed decisions about a program. Program evaluations are typically designed to answer questions about the need for the program (e.g., should the program be continued, improved, expanded, or curtailed), the design of the program, the program implementation and service delivery, the effectiveness of program management and administration, the program impact or outcomes (e.g., is the program meeting its objectives and having the intended effects), and/or the program efficiency/cost effectiveness.⁵⁶ Program evaluations can also be used to satisfy the accountability requirements of program sponsors as well as for conducting quality reviews or providing reports to funders or partners.⁵⁷ Community supervision agencies should identify the purpose of their evaluation before they begin planning and implementing an evaluation/assessment of their program.

TYPE OF EVALUATION

Community supervision agencies can consider different kinds of evaluations to assess their kiosk reporting program. The evaluation approach community supervision agencies should use to assess their kiosk reporting program depends on the purpose of the evaluation (i.e., what questions the evaluation needs to answer) as well as on a variety of other factors, including the developmental stage of the program

(i.e., is the program newly implemented or has it been established for some time?) and the administrative and political context of the program (e.g., is there conflict among stakeholders regarding the values or principles of the program?).⁵⁸ This section introduces two types of evaluation—implementation/process and outcome—relevant to evaluating a kiosk reporting program. Note, process and outcome evaluations are often conducted in tandem, which allows for the most thorough program evaluation.

Implementation/Process Evaluation

An implementation/process evaluation assesses how a program is being delivered or put into practice (i.e., implementation) and whether the program is being implemented as intended (i.e., program fidelity).⁵⁹ Implementation/process evaluations can also examine acceptability (i.e., level of agreement among stakeholders that the intervention is acceptable), appropriateness (i.e., fit or relevance of intervention to context), and cost (i.e., cost of implementation effort).⁶⁰ Furthermore, implementation/process evaluations can identify any program quality issues that may need to be addressed and inform solutions to these issues. Implementation/process evaluations can also provide stakeholders with the context necessary for understanding the effects of a program.

When implementing a kiosk reporting program, community supervision agencies should consider using an implementation/process evaluation early on. Agencies could use the information gathered about their kiosk reporting program in its infancy to

improve the program’s design, implementation, and performance as the program continues to evolve and expand.⁶¹ Community supervision agencies should also consider conducting an implementation/ process evaluation of their kiosk reporting program on an ongoing basis—systematically monitoring their program—given that the program’s implementation could change over time. Process evaluations focus on the inputs or resources put into a program (e.g., funding, staff, participants, equipment), implementation activities for a program (e.g., types and quantities of services delivered), and outputs or direct products of the activities (e.g., number of program sites established, number of staff or participants trained). See Table 4-1 for examples of inputs, activities, and outputs of a kiosk reporting program.

Outcome Evaluation

An outcome evaluation measures the effects or impact of a program or initiative on the targeted population by assessing the change in outcomes the program is meant to address.⁶² For example, outcome evaluations can examine changes in client-level outcomes (e.g., reoffending, technical violations), PPO-level outcomes (e.g., caseloads/workloads), agency-level outcomes (e.g., extent of cost savings) and/or community-level outcomes (e.g., crime). Typically, outcome evaluations are best conducted after a program has been fully implemented and preferably not until a program is well-established and has been operating for some time.⁶³ Delaying an outcome evaluation minimizes the likelihood that implementation problems or quality issues will arise and adversely affect the program outcomes. Program outcomes can be short-term outcomes (i.e., short-term changes, such as increase in knowledge), intermediate-outcomes (i.e., the next step in the change process, often applying new knowledge or skills), or longer term outcomes (i.e., the ultimate goals of a program—lasting behavior change).⁶⁴ Community supervision agencies planning an outcome evaluation of their kiosk reporting program should determine their outcomes of interest and then think about what information or data they will need to measure those outcomes.

ADVICE FROM THE FIELD

“There’s always time to do it right, never time to do it again... Take your time. Analyze the data... The quality assurance piece is very important. The follow-up, the data collecting of the research, is very, very important.”

See Table 4-1 for examples of relevant short-term outcomes, intermediate outcomes, and long-term outcomes that community supervision agencies might consider when evaluating their kiosk reporting program.

Timing of Evaluation

At the same time they are planning and developing their kiosk reporting program, community supervision agencies also should begin planning their evaluation activities. Developing an evaluation plan early on results in an evaluation process that is much easier, comprehensive, and more accurate than it would be if an evaluation plan were developed after a program’s implementation.⁶⁵ Starting early with developing an evaluation plan also encourages agencies and their stakeholders to establish specific goals and objectives of the kiosk reporting program and the evaluation up front and ensures that everyone is on the same page before the program and evaluation actually begin. In addition, early planning of evaluation activities ensures that agencies will collect all of the data required to assess their program from the start of the program. Community supervision agencies should continue evaluating their kiosk reporting program for its duration, to identify problems and make improvements as needed along the way and thus maintain positive outcomes and ensure the program continues meeting its goals. Section 4.3 explores the evaluation activities in greater detail.

4.2 Preparing for an Evaluation: Selecting an Evaluator and Developing a Clear Program Description

Before community supervision agencies begin planning and implementing an evaluation of their kiosk reporting program, they should select an evaluator with whom to collaborate and develop a clear program description (e.g., using a logic model) to inform the evaluation. Community supervision agencies can use the logic

model to kick-start the development of an evaluation plan, which is discussed in Section 4.3. This section provides “Action Items” to help community supervision agencies prepare for an evaluation of their kiosk reporting program.

Action Item 1

SELECT AN EVALUATOR

Community supervision agencies should select an evaluator who can lead the agency’s evaluation efforts and with whom they can collaborate to develop and implement an evaluation of their kiosk reporting program. Community supervision agencies could rely on an internal staff member who is knowledgeable about evaluation design and implementation, or hire an external evaluator to lead their evaluation, such as a university or research company that offers evaluation and consulting services.

Generally, an internal evaluator would be more familiar with the program, agency, and community stakeholders than an external evaluator. However, hiring an external evaluator could result in a more objective evaluation. Community supervision agencies should consider the advantages and disadvantages of an internal versus external evaluator when selecting an evaluator for their kiosk reporting program. Community supervision agencies should select an evaluator during the initial stages of developing and implementing their kiosk reporting program to help ensure that the data necessary for the evaluation are collected from the beginning of the program.

Action Item 2

DEVELOP A CLEAR PROGRAM DESCRIPTION

Before planning and implementing an evaluation, community supervision agencies should develop a clear description of their kiosk reporting program. Community supervision agencies should consider using a logic model, which is one tool frequently used to define a program’s planned activities and goals. A logic model, which often serves as a “launching point” for an evaluation plan, is useful as a program design instrument (i.e., when community supervision agencies are planning and implementing their kiosk reporting program) and as a program evaluation instrument (i.e., when community supervision agencies are developing their evaluation).⁶⁶ Further, a logic model serves as a graphic representation of what an agency plans to do as part of a program as well as what outcomes the agency wants the program to achieve.⁶⁷

Table 4-1 represents a sample logic model for a kiosk reporting program. The first three columns—inputs (resources), activities, and outputs—represent the planned program work. As mentioned in Section 4.1, a process evaluation focuses on a program’s inputs, activities, and outputs. The next three columns—short-term outcomes, intermediate outcomes, and long-term outcomes—represent the expected outcomes of a kiosk reporting program and are the focus of an outcome evaluation.

Table 4-1. **Sample Logic Model for Kiosk Reporting**

Inputs	Activities	Outputs	Short-Term Outcomes	Intermediate Outcomes	Long-Term Outcomes
<p>Examples:</p> <p>Community supervision agency staff</p> <hr/> <p>Funding</p> <hr/> <p>Community partners</p> <hr/> <p>Kiosk reporting equipment</p> <hr/> <p>Space in facilities for reporting kiosks</p> <hr/> <p>Standard operating procedures for kiosk reporting system</p>	<p>Examples:</p> <p>Train community supervision agency staff on kiosk reporting system</p> <hr/> <p>Community supervision agency staff assign and enroll clients to kiosk supervision using pre-specified eligibility criteria</p> <hr/> <p>Clients report via kiosk supervision at pre-specified locations and times</p>	<p>Examples:</p> <p>Number of kiosks installed</p> <hr/> <p>Number of agency staff trained on kiosk reporting system</p> <hr/> <p>Number of clients assigned to kiosk supervision</p> <hr/> <p>Number of clients reporting via kiosk per month</p> <hr/> <p>Number of client contacts with kiosk per month</p>	<p>Examples:</p> <p>Fewer face-to-face meetings with PPOs and their clients</p> <hr/> <p>Less time that clients spend reporting to kiosks (compared with in-person meetings)</p> <hr/> <p>Increased reporting frequency (clients report more often to kiosks)</p> <hr/> <p>Fewer interactions between low-risk and high-risk clients in waiting room (i.e., reducing low-risk clients' exposure to the potential negative influences of high-risk clients)</p>	<p>Examples:</p> <p>PPOs spend more time with high-risk clients</p> <hr/> <p>More resources spent on high-risk clients</p> <hr/> <p>PPOs spend less time with low-risk clients</p> <hr/> <p>Agencies devote fewer resources to low-risk clients</p> <hr/> <p>Kiosks collect reporting data that is more accurate (compared with manual tracking by PPO)</p>	<p>Examples:</p> <p>Strengthened positive social bonds (e.g., fewer disruptions to work and family life compared with in-person meetings)</p> <hr/> <p>Lower recidivism rates</p> <hr/> <p>Higher compliance rates</p> <hr/> <p>Fewer "failure to report" violations</p>

4.3 Developing and Implementing an Evaluation Plan

Community supervision agencies should work with their evaluator to develop an evaluation plan that summarizes the purpose and type of evaluations they want to conduct as well as the specific questions their evaluations will answer, what data will be collected, how the data will be collected, and how the findings of the evaluation will be used. Community supervision agencies can use the logic model of their kiosk reporting program (see Section 4.2) to inform the development of their research questions and other aspects of their evaluation. When developing an evaluation plan, community supervision agencies should involve key stakeholders of their kiosk reporting program,

to ensure that they have selected the optimal evaluation design and that the staff and resources will be available and committed to carrying out the evaluation.⁶⁸ This section presents "Action Items" to help guide community supervision agencies through the process of developing and implementing an evaluation of their kiosk reporting program. This section also presents a simple chart that community supervision agencies can use when planning their evaluation to organize their specific evaluation questions and the corresponding data source(s), data collection plan(s), and analysis.

Action Item 1

IDENTIFY PURPOSE AND TYPE OF EVALUATION

Community supervision agencies will first need to identify the purpose and type of evaluation to conduct of their kiosk reporting program. The purpose and type of evaluation will be closely tied to the questions they would like to answer about their program.

An **implementation/process evaluation** can address questions related to the implementation of a kiosk reporting program and focuses on the program inputs, activities, and outputs (i.e., the first three columns in the logic model).

Community supervision agencies could use a process evaluation to answer such questions as:

- How many reporting kiosks were installed, and where were they installed?
- Are clients being assessed using risk and needs assessment instruments before being assigned to kiosk supervision?
- How many clients are being assigned to kiosk supervision as their primary method of reporting?
- How many higher-risk clients are being assigned to kiosk supervision?
- Is the kiosk reporting program being implemented as planned?
- Are clients satisfied with kiosk supervision?
- What is going well (or not going well) with the kiosk reporting program?

An **outcome evaluation** can address questions related to the effects of a kiosk reporting program and focuses on the short-term, intermediate, and long-term outcomes (i.e., the last three columns in the logical model).

Community supervision agencies could use an outcome evaluation to answer questions such as the following:

Agency-Level Questions

- Does the use of kiosk reporting increase, decrease, or have no effect on agency-level reoffending rates?
- Does kiosk supervision increase agency-level compliance rates?

PPO-Level Questions

- Does the use of kiosk reporting increase the amount of time PPOs have available to focus on higher-risk clients?
- Does the use of kiosk reporting allow PPOs to supervise larger caseloads of low-risk clients?

Client-Level Questions

- Does the use of kiosk supervision increase, decrease, or have no effect on clients' likelihood of reoffending compared with clients under traditional officer supervision?
- Does kiosk supervision increase compliance rates among clients compared with clients under traditional officer supervision?

Regardless of the evaluation approach, community supervision agencies should follow the five main steps of evaluation, which are:

1. Form clear and specific evaluation questions;
2. Identify information or data sources for answering those questions;
3. Develop and implement data collection plans;
4. Analyze data; and
5. Report/communicate evaluation results.

The following “Action Items” guide community supervision agencies through the process of developing and implementing an evaluation plan.

Action Item 2

FORM EVALUATION QUESTIONS

Community supervision agencies planning an evaluation should establish what questions they would like their evaluation to answer. They should consider their own needs and goals as well as the interests of their stakeholders when forming their evaluation questions. Agencies may want to begin with general questions and then form more specific questions. For example, as part of a process evaluation, agencies may begin with a general question about the implementation of their kiosk reporting program such as, “Were the intended clients assigned to kiosk supervision?” A more specific evaluation question regarding assignment to kiosk supervision might be, “Did PPOs assign at least 70 percent of their low-risk clients (based on one or more risk assessment instruments) to kiosk supervision during the first six months of the program?” As part of an outcome evaluation, agencies may begin with a general question about the effect of kiosk supervision on clients’ recidivism. A more specific question might be, “Are clients assigned to kiosk supervision any more or less likely to recidivate than similar clients assigned to traditional officer supervision during the first three months under community supervision?” These example evaluation questions are presented in Table 4-2 as part of a simple chart that community supervision agencies can use when planning and implementing their evaluation.

Action Item 3

IDENTIFY INFORMATION OR DATA SOURCES FOR ANSWERING THE EVALUATION QUESTIONS

Once community supervision agencies have formed their evaluation questions, they should identify the information or data sources they need to answer them. Program evaluators often rely on a variety of data sources and methods to collect the information they need, including administrative records, surveys, observations, focus groups, and in-depth interviews.

Agencies should keep in mind the following points as they identify data sources and data collections methods for their evaluation.⁶⁹

- **Existing data.** Community supervision agencies should consider what data are already being collected or available that could be used as a data source for their evaluation, either internally, within their community, and/or by their partners. Agencies can also expand existing data sources to collect additional information required for the evaluation (e.g., adding additional questions about criminal behavior to the kiosk system for clients to complete when reporting).
- **Multiple sources.** Community supervision agencies could also pool data from multiple sources to address an evaluation question. For example, agencies could program kiosk machines to ask clients about their offending behavior (self-report) and also use arrest records as a second source for measuring recidivism. Agencies should consider the strengths and weaknesses of each data source as well as its feasibility.
- **Data collection procedures.** Agencies can collect data not only from multiple sources but also by using a variety of methods. For example, evaluators can collect self-report data over the telephone, through the mail, via the Web, or in person. Agencies may want to consider multiple information collection methods, to help compensate for the weakness of any one method.

• **Resources.** Different types of data sources and data collection methods require varying levels of effort in terms of time and money. For example, asking clients about their offending behavior via kiosk is certainly less time consuming and less expensive than visiting each client at their home to ask the same questions.

Table 4-2 presents some potential data sources that community supervision agencies could use to answer evaluation questions about the population assigned to kiosk supervision as well as how kiosk supervision affects recidivism among individuals under community supervision.

Table 4-2. Simple Chart Summarizing Evaluation Questions, Data Sources, Data Collection Methods, and Analysis

Evaluation Question	Data Sources	Data Collection Methods	Analysis
1. Were the intended clients assigned to kiosk supervision?			
Did PPOs assign at least 70 percent of their low-risk clients (based on one or more risk assessment instruments) to kiosk supervision during the first six months of the program?	Administrative records on PPOs' assignment decisions regarding which clients are assigned to kiosk supervision.	Abstract data from administrative records on PPOs' assignment decisions during the first six months of an agency's kiosk reporting program. Abstract data from administrative records on clients' scores on risk assessment instruments.	Compute the percentage of low-risk clients (based on risk assessment instruments) assigned to kiosk supervision during the first six months of the program and compare it with the 70 percent target.
2. What is the effect of kiosk supervision on recidivism?			
Are clients assigned to kiosk supervision any more or less likely to recidivate than similar clients assigned to traditional officer supervision during the first three months under community supervision?	Administrative records on PPOs' assignment decisions regarding which clients are assigned to kiosk supervision and which clients are assigned to traditional officer supervision. Police arrest records. Clients' self-reports.	Abstract data from administrative records on PPOs' assignment decisions for new clients during a pre-specified time period (six months). Abstract data from police arrest records on all clients assigned to kiosk supervision and traditional PPO supervision during a pre-specified time period (three months post-date of assignment). Collect information on offending behavior that clients provide each time they report via kiosk, or administer a paper survey each time a client reports in person.	For new clients during a pre-specified time period (e.g., six months): Compare the rate of recidivism for clients assigned to kiosk supervision and the rate of recidivism for clients assigned to traditional officer supervision during the first three months of their community supervision sentence, while controlling for differences between the two groups.

Action Item 4

DEVELOP AND IMPLEMENT DATA COLLECTION PLANS

Once community supervision agencies identify the information and data sources necessary to answer their evaluation questions, they will need to develop and implement a data collection plan that specifies how to obtain the information. For example, agencies that need to collect data from clients about their offending behavior should develop specific questions to include in the kiosk system, an interview protocol PPOs can administer to their clients who report in person, and/or a questionnaire clients can complete when they report. Agencies may also need to develop review forms that can capture information from administrative records that are not available in an electronic format nor easily extracted from a database.

Community supervision agencies should keep in mind the following points when developing questionnaires or other data collection instruments:

- **Link instruments to evaluation questions as closely as possible.** When developing data collection instruments or forms, community supervision agencies should try to tie the instruments to the evaluation questions as closely as possible. Agencies will want to ensure that they collect the information they need, without collecting extraneous information and placing an unnecessary burden on respondents (e.g., PPOs, community supervision clients).
- **Minimize respondent burden.** When developing their data collection plan, community supervision agencies should keep in mind the level of burden that will be placed on any respondents. Agencies should design instruments that collect all of the necessary information without placing an undue burden on those who complete the instruments.
- **Obtain human subjects protection.** Research involving human subjects may require review by an Institutional Review Board (IRB) or ethics committee to assess the risks and benefits to study participants. Any research involving human subjects must protect their rights, safety, and well-being. Community

supervision agencies may need to prepare and submit an application to their organization's (or external) IRB/ethics committee and obtain approval for their evaluation before they begin. Community supervision agencies that do not have their own IRB/ethics committee may want to consider partnering with a public entity's IRB, such as a local hospital's or university's IRB, or explore private companies that provide IRB services.

- **Ensure confidentiality.** Given the fact that community supervision agencies will be evaluating a kiosk reporting program for clients under community supervision, some of the information they collect will be of a sensitive nature. For example, clients may be asked to self-report their criminal behavior. Community supervision agencies should take the steps necessary to protect the information they collect for the evaluation and reassure respondents that any information collected will remain confidential.
- **Test the draft instruments.** Community supervision agencies will need to develop one or more instruments to collect the information necessary to conduct their evaluation. As part of the instrument development process, agencies will want to consider pre-testing draft instruments with a limited number of respondents to ensure they capture the necessary information and that the information is usable.
- **Plan the data analysis.** When developing data collection instruments, agencies also should think about how they plan to analyze the data. Given the fact that some analyses require data to be in a specific format, community supervision agencies must ensure that the data they collect fits with the analyses they plan to conduct as part of their evaluation.

Once community supervision agencies develop the data collection instruments necessary for their evaluation, they can begin using these instruments to collect the information they need to evaluate their kiosk reporting program. Table 4-2 presents several potential methods for collecting data related to assigning clients to kiosk supervision and reoffending behavior among individuals under community supervision.

Action Item 5

ANALYZE DATA

To answer their evaluation questions, community supervision agencies will need to analyze their collected data. Depending on the data, agencies may conduct quantitative analyses, qualitative analyses, or a combination of the two. Examples of quantitative data analyses include counts, percentages, averages, hypothesis testing, and multivariate analyses. Qualitative data are generally descriptive and analyzed thematically using some sort of coding scheme. Regardless of the type of analyses, agencies will need to interpret the results to answer their evaluation questions. Examples of analysis approaches are presented in Table 4-2.

Agencies must effectively communicate the results of the evaluation to their audiences. Community supervision agencies can use the evaluation results for a variety of purposes, such as to identify problems with their kiosk reporting program and make the improvements necessary to yield the best possible outcomes. The evaluation results can also be used to determine whether a kiosk reporting program is having the intended effects, such as reducing PPOs' workloads or improving compliance among clients under community supervision.

Community supervision agencies can disseminate the findings of their evaluation through a variety of avenues including written documentation (e.g., reports, articles, issue briefs, newsletters), oral presentations (e.g., conference presentations), and other events (e.g., community meetings, advisory groups). Community supervision agencies will need to communicate the results of their evaluation to key stakeholders to maintain support and resources for their kiosk reporting program over time.

Action Item 6

REPORT/COMMUNICATE RESULTS

The final step of the evaluation process—and perhaps the most important one—entails community supervision agencies interpreting the findings of their evaluation and reporting/communicating the results.

4.4 Summary

This chapter provided community supervision agencies with an overview of how to evaluate the implementation and effects of their kiosk reporting program. Community supervision agencies should begin planning their evaluation activities at the same time they are planning their kiosk reporting program—at the very beginning. Community supervision agencies also should involve a qualified evaluator in the development and implementation of their evaluation plan to ensure the findings of the evaluation are meaningful. Agencies should involve their stakeholders in the evaluation process to ensure the evaluation addresses the interests and concerns of stakeholders, who are often a source of financial and political support. Finally, community supervision agencies should identify their key evaluation questions, develop a data collection plan that specifies the source(s) and data collection methods for key measures, analyze the data obtained, and communicate the evaluation findings effectively.

Appendix A

Kiosk Supervision Site Profiles

Table A-1. **Kiosk Supervision Site Profile – Site 1**

Attribute/Characteristic		Description
1	Level of implementation (i.e., municipal, county, regional, multi-regional)	County
2	Length of implementation	Less than 10 years
3	Kiosk approach (i.e., kiosk-only, kiosk as supplement to PPO supervision, or a combination of kiosk-only and kiosk as supplement to PPO supervision)	Supplement: Clients report monthly to the kiosk. Clients also report to their PPO every three months.
4	Percentage of community supervision clients assigned to kiosk reporting	Less than 5%
5	Risk level of clients assigned to kiosk reporting	Low risk only
6	Risk assessment tool used	Level of Service Inventory–Revised™ (LSI-R™)
7	Eligibility criteria	Only low-risk clients are eligible for kiosk reporting. Clients are carefully screened using a risk assessment instrument and other criteria. Even if clients score low on an assessment instrument, their criminal history and/or having committed certain types of offenses during the last five years could make them ineligible for kiosk supervision. Offenses that made clients ineligible (if committed recently or during the last five years) include: murder, intoxicated assault with vehicle, intoxicated manslaughter with vehicle, kidnapping, any offenses regarding children (e.g., enticing, harboring, indecency, injury, kidnapping, incest, abandonment, endangerment, child pornography), any aggravated offense, any sexual offense, domestic violence assault or violation of a protective order, any assaultive offense, arson, vehicular homicide, any weapons offense, and any DWI offense.

Table A-1. **Kiosk Supervision Site Profile – Site 1** (continued)

Attribute/Characteristic		Description
8	Use as graduated sanction/reward	Reward
9	Location of kiosks	Probation offices
10	Number of locations	6
11	Number of kiosk machines	6
12	Hours of operation/availability	Business hours
13	Kiosk attendant	Yes
14	Frequency of kiosk reporting	1x/month
15	Reporting timeframe requirements	Monthly - anytime during the calendar month
16	Method of confirming identification	Clients are required to enter their case number and then have their palm print verified using a palm-scan reader.
17	Use of biometrics to confirm identity	Yes, by using a palm-scan reader
18	Number of questions asked	10
19	Special features	Reporting kiosks provide two language options: English and Spanish.
20	Purchase or lease equipment/hardware	Purchase
21	Funding source(s) for start-up costs	Grant plus local funding

Table A-2. **Kiosk Supervision Site Profile – Site 2**

Attribute/Characteristic		Description
1	Level of implementation (i.e., municipal, county, regional, multi-regional)	Multi-regional (includes multiple jurisdictions across multiple regions within one state)
2	Length of implementation	More than 10 years
3	Kiosk approach (i.e., kiosk-only, kiosk as supplement to PPO supervision, or a combination of kiosk-only and kiosk as supplement to PPO supervision)	Combination: Some clients are assigned to kiosk-only (supervision of clients from out-of-state), but most are required to report to their PPO as well as the kiosk.
4	Percentage of community supervision clients assigned to kiosk reporting	70%
5	Risk level of clients assigned to kiosk reporting	The primary use of reporting kiosks is for medium- and high-risk clients as a supplement to PPO supervision. Originally, low-risk clients were assigned to kiosk-only reporting. Currently, kiosk-only supervision is limited to low-risk clients from out of state.
6	Risk assessment tool used	Static Risk Assessment
7	Eligibility criteria	Assessment of risk determines eligibility for kiosk reporting. Most clients are assigned to kiosk reporting as a supplement to officer supervision and at the discretion of the supervising PPO. Clients placed on probation by another state but supervised by department may be assigned to kiosk-only reporting.
8	Use as graduated sanction/reward	Sanction/reward
9	Location of kiosks	Probation offices, prison/work release, police departments (including five portable kiosks that rotate locations on a schedule)
10	Number of locations	64
11	Number of kiosk machines	128

Table A-2. **Kiosk Supervision Site Profile – Site 2** (continued)

Attribute/Characteristic		Description
12	Hours of operation/availability	Business hours with late hours offered at many sites
13	Kiosk attendant	No
14	Frequency of kiosk reporting	Varies – based on client’s individualized reporting schedule as determined by the assigned PPO
15	Reporting timeframe requirements	Variable – at the discretion of the PPO
16	Method of confirming identification	Clients are required to enter a client ID number and have their hand scanned by a hand-geometry reader; in addition, a photo is taken that can later be visually confirmed by the PPO if needed.
17	Use of biometrics to confirm identity	Yes, by using a hand-geometry reader (top of the hand)
18	Number of questions asked	In addition to three mandatory questions, PPOs can select from 63 questions to customize a list of kiosk reporting questions for each client.
19	Special features	PPOs can leave messages for probationers checking into the kiosk, and clients can send a message to their PPO during each kiosk reporting session. Reporting kiosks provide two language options: English and Spanish.
20	Purchase or lease equipment/hardware	Lease
21	Funding source(s) for start-up costs	Agency operation funds

Table A-3. **Kiosk Supervision Site Profile – Site 3**

Attribute/Characteristic		Description
1	Level of implementation (i.e., municipal, county, regional, multi-regional)	Municipal
2	Length of implementation	More than 10 years
3	Kiosk approach (i.e., kiosk-only, kiosk as supplement to PPO supervision, or a combination of kiosk-only and kiosk as supplement to PPO supervision)	Combination: Most clients assigned to kiosk reporting only report to the kiosk. However, if clients have special conditions or have violated a condition of their probation, they may be required to report to the kiosk as well as a PPO.
4	Percentage of community supervision clients assigned to kiosk reporting	63%
5	Risk level of clients assigned to kiosk reporting	Most clients assigned to kiosk-only reporting are low risk. Clients originally assessed as medium or high risk may qualify to step down to kiosk reporting once specific conditions of probation have been met.
6	Risk assessment tool used	Level of Service Inventory–Revised: Screening Version (LSI–R:SV™); LSI–R™
7	Eligibility criteria	Risk level determines eligibility for kiosk, but exceptions can be made (for or against assignment to kiosk) on a case-by-case basis. Checks at three points in time (initial assessment, intake, and supervision) could affect the assignment to kiosk. Clients may start out probation by being assigned to kiosk-only reporting (low risk) or may step down to kiosk-only supervision after successfully completing higher levels of probation supervision. A person initially classified as the highest risk category can potentially progress down to the kiosk-only supervision (with the exception of individuals with sex- or gun-related offenses; they are not eligible for kiosk reporting).
8	Use as graduated sanction/reward	Sanction/reward
9	Location of kiosks	Probation offices

Table A-3. **Kiosk Supervision Site Profile – Site 3** (continued)

Attribute/Characteristic		Description
10	Number of locations	5
11	Number of kiosk machines	22
12	Hours of operation/availability	Business hours with some extended evening hours
13	Kiosk attendant	Yes
14	Frequency of kiosk reporting	1x/month
15	Reporting timeframe requirements	Monthly - during the week in which birthdate falls
16	Method of confirming identification	Biometrics (hand-scan reader); 7-digit code/PIN used to login; picture taken at enrollment: when clients enter the code, their picture pops up on a computer screen that is monitored by kiosk attendants, the PPO of the day, and the branch chief.
17	Use of biometrics to confirm identity	Yes, by using a hand-scan reader
18	Number of questions asked	6
19	Special features	PPOs may leave messages for probationers checking into the kiosk. Alert messages may be standardized, such as "Please see the kiosk attendant," or they may be customized messages, such as those instructing the client to submit proof of employment or restitution. These messages flash on the screen and also are printed out on their receipt. Reporting kiosks provide four language options: English, Spanish, Russian, and Chinese.
20	Purchase or lease equipment/hardware	Purchase
21	Funding source(s) for start-up costs	Tax levy

Table A-4. **Kiosk Supervision Site Profile – Site 4**

Attribute/Characteristic		Description
1	Level of implementation (i.e., municipal, county, regional, multi-regional)	Regional (a collaboration that includes one county and multiple municipal jurisdictions)
2	Length of implementation	Less than 10 years
3	Kiosk approach (i.e., kiosk-only, kiosk as supplement to PPO supervision, or a combination of kiosk-only and kiosk as supplement to PPO supervision)	Kiosk-only
4	Percentage of community supervision clients assigned to kiosk reporting	18%
5	Risk level of clients assigned to kiosk reporting	Most clients assigned to kiosk reporting are low risk. Some clients initially assessed as medium or high risk may also be assigned to kiosk reporting near the end of their probationary period at the discretion of the supervising PPO.
6	Risk assessment tool used	Ohio Risk Assessment System (ORAS) Community Supervision Tool (CST)
7	Eligibility criteria	Low-risk clients must earn the privilege of being assigned to kiosk reporting, which usually occurs within six months from the end of the probationary period. Clients originally assessed as medium or high risk may qualify to step down to kiosk reporting once they meet specific conditions of probation. Individuals with severe mental health issues and sex offenders are not eligible for kiosk reporting. Depending upon the supervising jurisdiction, some individuals receiving substance abuse treatment services are not eligible for kiosk reporting until they have completed treatment and have been sober for one year. Although most clients are assigned to kiosk reporting as a condition of probation, some clients are assigned to kiosk reporting as a condition of pre-trial release.
8	Use as graduated sanction/reward	Reward
9	Location of kiosks	Police departments, work-release, courthouse, community center
10	Number of locations	5
11	Number of kiosk machines	5

Table A-4. **Kiosk Supervision Site Profile – Site 4** (continued)

Attribute/Characteristic		Description
12	Hours of operation/availability	All locations provide kiosk access during regular business hours. Some locations also offer extended evening and weekend hours or 24/7 access.
13	Kiosk attendant	No
14	Frequency of kiosk reporting	1x/month
15	Reporting timeframe requirements	Monthly: Depending upon the jurisdiction, clients may be required to report within a specific seven-day window or anytime during the calendar month.
16	Method of confirming identification	Clients are required to enter a 8-digit code (month and day of birthday) plus the last four numbers of their Social Security number. The kiosk also takes a photo of the client at each reporting session. The supervising PPO individually confirms the identity of each client by photo comparison each time the client checks in.
17	Use of biometrics to confirm identity	No
18	Number of questions asked	Twenty-eight possible questions are available, and each participating jurisdiction can select any combination of these questions for their clients to answer. The number of questions asked of kiosk clients ranges between five and 11, depending upon the customization specifications of the supervising jurisdiction.
19	Special features	The kiosk allows clients to scan payment receipts, paycheck stubs, GED certificates, and other documents to provide evidence of compliance. Clients can leave a personalized message for their PPO through the kiosk. PPOs are able to leave messages for probationers checking into the kiosk. Alert messages may be standardized, such as “You must contact your PPO,” or they may be customized messages, such as those instructing the client to submit proof of employment or restitution. These messages flash on the screen and also are printed out on their receipt.
20	Purchase or lease equipment/hardware	Purchase
21	Funding source(s) for start-up costs	Grant

Table A-5. **Kiosk Supervision Site Profile – Site 5**

Attribute/Characteristic		Description
1	Level of implementation (i.e., municipal, county, regional, multi-regional)	County
2	Length of implementation	Less than 10 years
3	Kiosk approach (i.e., kiosk-only, kiosk as supplement to PPO supervision, or a combination of kiosk-only and kiosk as supplement to PPO supervision)	Combination: Some clients are assigned to kiosk reporting only, while others may be required to report to kiosk and their PPO. Clients may start out as PPO-only and as they make progress and successfully meet conditions of probation, they may earn the right to substitute visits with their PPO for kiosk reporting and eventually step down to kiosk reporting only.
4	Percentage of community supervision clients assigned to kiosk reporting	36%
5	Risk level of clients assigned to kiosk reporting	Most clients assigned to kiosk reporting are minimal risk (banked cases) or low risk. Some medium-risk clients are also assigned to kiosk reporting. Homeless clients may also be assigned to kiosk as a supplement to PPO supervision, regardless of risk level.
6	Risk assessment tool used	Three-question proxy pre-assessment (6-point scale based on age of first offense, number prior arrests, and current age); Correctional Offender Management Profiling for Alternative Sanctions (COMPAS) Risk and Need Assessment for those scoring a 5 or 6 on the pre-assessment.
7	Eligibility criteria	Risk level and assessment of need determines eligibility for kiosk. Low-risk/low-need clients are eligible for kiosk reporting. Clients originally assessed as medium or high risk/need may qualify to step down to kiosk reporting at the discretion of the supervising PPO. Homeless clients may be required to report daily to the kiosk in addition to meeting with their PPO.
8	Use as graduated sanction/reward	Sanction/reward
9	Location of kiosks	Probation offices

Table A-5. **Kiosk Supervision Site Profile – Site 5** (continued)

Attribute/Characteristic		Description
10	Number of locations	9
11	Number of kiosk machines	18
12	Hours of operation/availability	Business hours
13	Kiosk attendant	No
14	Frequency of kiosk reporting	Typically, 1x/month for low-risk/banked cases but can be reduced in frequency (e.g., 1x/3 months) at the discretion of the PPO if the client continues to comply with all conditions of probation. Homeless clients may be required to report daily until they secure housing.
15	Reporting timeframe requirements	Monthly - within a seven-day window beginning 30 days after the last reporting date.
16	Method of confirming identification	Clients are required to enter a 6-digit code, confirm their name retrieved by the system, and enter the last four digits of their Social Security number. The kiosk also takes a photo at each check-in that can be later viewed by PPOs to visually confirm identity.
17	Use of biometrics to confirm identity	No
18	Number of questions asked	3
19	Special features	The kiosk offers an audio feature, which allows clients to listen to rather than requiring them to read each question before responding. Reporting kiosks provide two language options: English and Spanish.
20	Purchase or lease equipment/hardware	Purchase
21	Funding source(s) for start-up costs	Grant

Appendix B

Checklist for Agencies Considering Kiosk Supervision

Stage 1: Exploration

- Conduct a Needs Assessment and Identify Goals
 - Research Literature on Kiosk Reporting
 - Consult Agencies That Currently Use or Previously Used Reporting Kiosks
 - Assess the Match Between Needs/Goals and Kiosk Reporting
-

Stage 2: Adoption and Planning

- Develop a Clear Vision of Change – Kiosk Features and Capabilities, Cost, and Roll-Out Plan
- Establish Strong Leadership and Communicate a Vision of Change
- Conduct a Preliminary Assessment of Potential Staffing Changes and Available Staffing Resources
- Conduct a Preliminary Assessment of Cost Requirements and Available Financial Resources
- Engage and Obtain Buy-In from Key Stakeholders

Stage 3: Implementation

- Establish a Roll-Out Plan
 - Document Decisions and Develop a Staff Manual
 - Determine Who Will Be Eligible for Kiosk Supervision
 - Clearly Define the Assignment and Enrollment Processes
 - Decide How Kiosk Reporting Will Be Used
 - Determine Number of Kiosks, Location of Kiosks, and Hours of Operation
 - Establish Client Reporting Protocols
 - Determine What Information Kiosks Will Collect
 - Identify Kiosk Features and Capabilities
 - Develop a Maintenance Plan
-

Stage 4: Evaluation/Assessment

- Select an Evaluator
- Develop a Clear Program Description
- Identify Purpose(s) and Type(s) of Evaluation
- Form Evaluation Questions
- Identify Information or Data Sources for Answering Evaluation Questions
- Develop and Implement Data Collection Plans
- Analyze Data
- Report/Communicate Results

Appendix C

Kiosk Vendors Identified by Study Participants

Disclaimer: Each of the vendors described in this appendix was mentioned in interviews with staff of the community supervision agencies that participated in the NIJ-funded multi-jurisdiction kiosk study. Hence, the list of vendors is not comprehensive. The descriptions of vendors are based on information posted on their websites in September 2015.

Neither Westat nor NIJ endorses any of the vendors listed. Vendors represent themselves and are not affiliated with Westat in any way.

C-1. Automon, LLC

Website: <http://www.automon.com/>
Contact Information:
10450 N. 74th St., Suite 210
Scottsdale, AZ 85258
(480) 368-8555 or (888) 726-8110
Email: Support@automon.com or Sales@automon.com

C-2. DynaTouch Interactive Technologies

Website: <http://www.dynatouch.com>
Contact Information:
9901 Broadway
San Antonio, TX 78217
(210) 828-8343 or (800) 594-2042
Email: No email address listed, but website includes a form to fill out on the Contact Us page.

C-3. Hamer Enterprises

Website: <http://www.hecorp.com>
Contact Information:
4200-A N. Bicentennial Drive
McAllen, Texas 78504
(956) 682-3466, (956) 682-0906, or (800) 926-3466
Email: hesales@hecorp.com or hesupport@hecorp.com

C-4. Kiosk Information Systems

Website: <http://kiosk.com>
Contact Information:
346 South Arthur Avenue
Louisville, CO 80027
(800) 509-5471 or (303) 466-5471
Email: No email address listed, but website includes a form to fill out on the Contact Us page.

C-5. Northern Ohio Regional Information System (NORIS)

Website: <http://www.noris.org/>
Contact Information:
1 Government Center #1720
Toledo, OH 43604
(419) 213-3800
Email: contact@noris.org

C-6. Olea Kiosks, Inc.

Website: <http://www.olea.com>
Contact Information:
13845 Artesia Boulevard
Cerritos, California 90703
(800) 927-8063
Email: info@olea.com

C-7. Sentinel Offender Service

Website: <http://www.sentrak.com>
Contact Information:
201 Technology Drive
Irvine, CA 92618
5 Concourse Parkway, Suite 775
Atlanta, GA 30328
(678) 443-9525, ext. 104 (GA), (949) 453-1550 (CA),
or (800) 589-6003 (CA)
Email: sales-east@sentrak.com (GA) or
sales-west@sentrak.com (CA)

Endnotes

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