

**2<sup>nd</sup> World Congress on Community Corrections  
2015. 7.**

# **A Case Study of GPS Monitoring Program in South Korea**

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**Crime Prevention Policy Bureau  
Ministry of Justice, South Korea**





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- I . A Brief Introduction to Probation/Parole in Korea
- II. The Overview of the GPS Program in Korea
- III. The Main Components of the GPS Program
- IV. The GPS Tracking System
- V. Successes and Challenges
- VI. Concluding Thoughts

# Where is South Korea BTW?

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❖ **Population: 51,302,044** (26th)

❖ **Area: 100,200 Km<sup>2</sup>** (109th)

❖ **GDP: \$35,485** (29th)

❖ **Capital City: Seoul**

❖ **Major Companies:**

Samsung Electronics, Hyundai



# **I . A brief Introduction to Probation and Parole in Korea**

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# 1 Historical Developments

## Yr.1989

- Juvenile Probation Implemented
  - Presentence Investigation
  - Community Service Orders
  - Treatment Program Orders

## Yr.2003

- ISP Started

## Yr.2011

- Sex Offender Registration & Notification
- Pharmacological Treatment for Sex Offenders

## Yr.1997

- Adult Probation and Parole Implemented
  - Presentence Investigation
  - Community Service Orders
  - Treatment Program Orders

## Yr.2008

- GPS Monitoring Program Initiated

# 2 Organizational Structures

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## ❖ Central Organization

- Crime Prevention Policy Bureau, Ministry of Justice

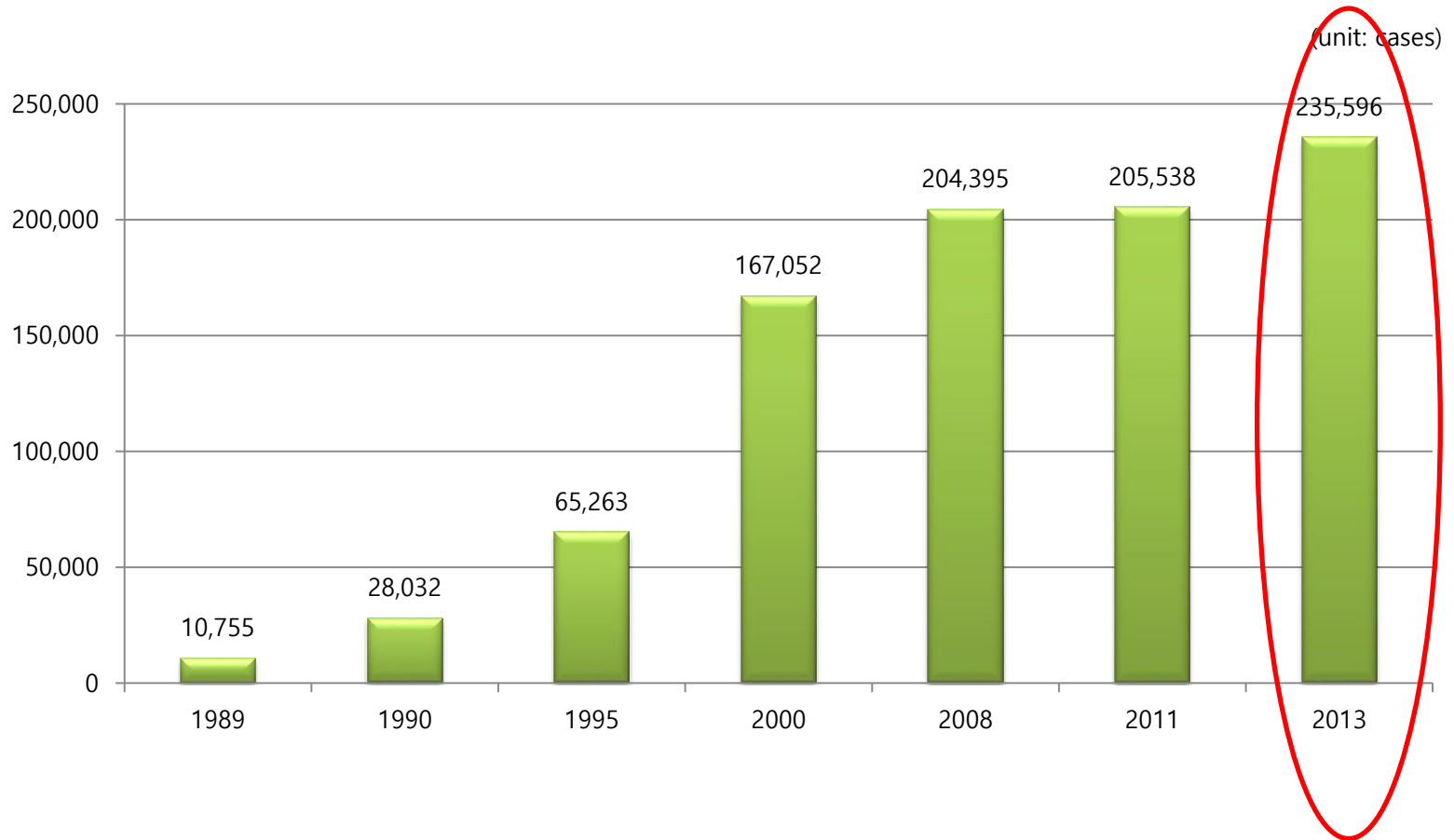
## ❖ Local Organizations

- 5 Probation & Parole Boards
- 56 Probation & Parole offices
- 2 Electronic Monitoring Centers

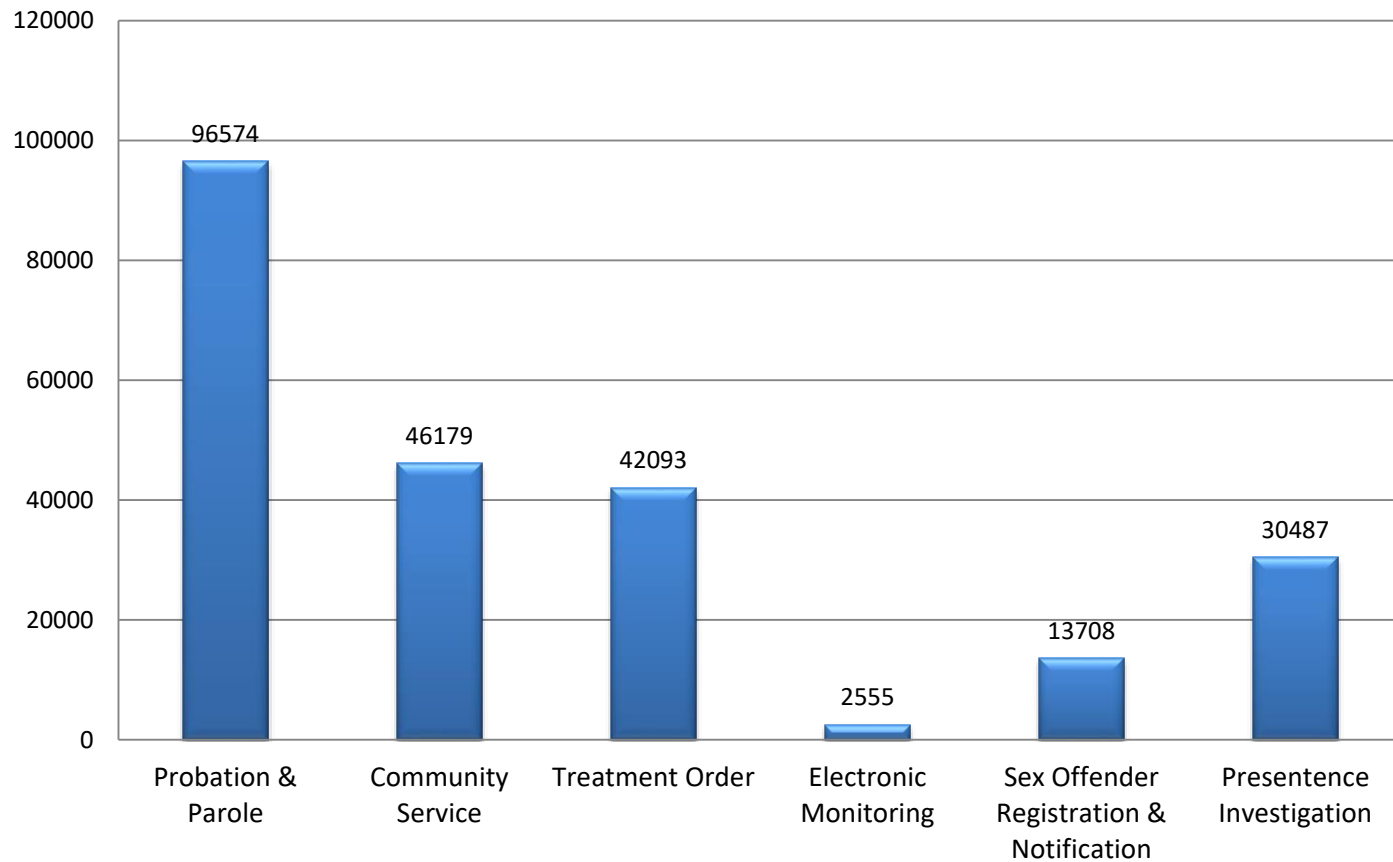
## ❖ Workforce

- 1,407 officers and staffs nationwide
  - \* Caseload 1:147 (Yr 2011)

# 3 Statistics: Past to Present

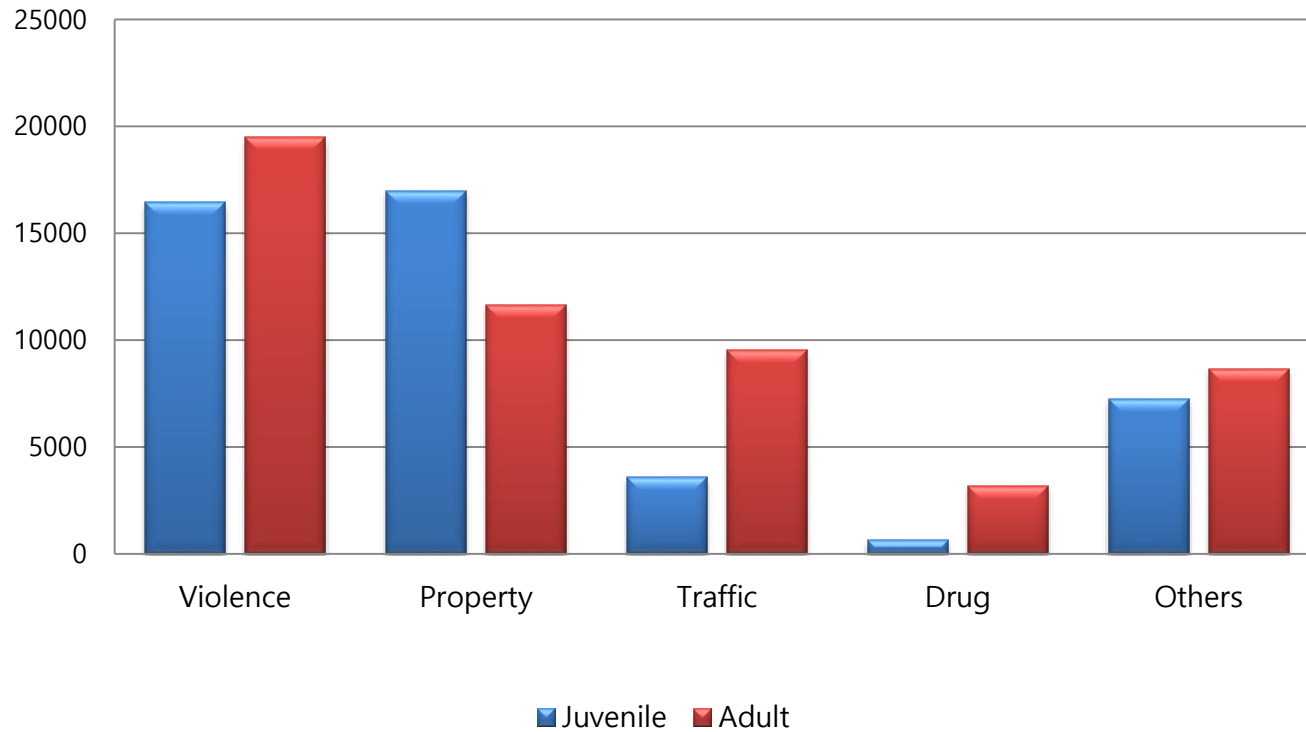


# 4 Statistics: Type of Community Corrections Orders (Yr. 2013)





# Statistics: Crime Types (Yr 2013)





## **II. The Overview of the GPS Program in South Korea**

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# 1 Socio-Political Backgrounds

## ❖ Public Outcry against Sex Offenders

- A series of sexual assault cases by repeat offenders increased the public outcry.

## ❖ Politicization of Sex Offenders

- Led to the creation of Specific offenders GPS Tracking Act (Apr. 2007) and the implementation of the ACT (Sep, 2008)
- Went through 5<sup>th</sup> revision, including the one involving the retroactive application of the 2011 Amendment.



# Main Goals and Objectives

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## ❖ Enhancing Public Safety

- Enhancing public safety by increasing the level of supervision of high-risk offenders and by facilitating a swift investigation of recidivism cases.

## ❖ Facilitating Reentry Processes

- Facilitating reentry of high-risk offenders into their communities by providing care and services.



*What about reducing prison over-crowding or increasing cost efficiency?*

# 3 Legal Frameworks

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## ❖ Target Offender Groups

- High risk sex offenders, Child Kidnappers, Murderers, Robbers who are on community supervisions
- Post-imprisonment, parole, conditional releases, suspended sentence

## ❖ Mandatory Risk Assessment

- To identify high-risk offenders, a rigorous risk assessment procedure is in place by specially trained POs using risk assessment tools
  - \* KSORAS (a 15 item assessment tool), PCL-R

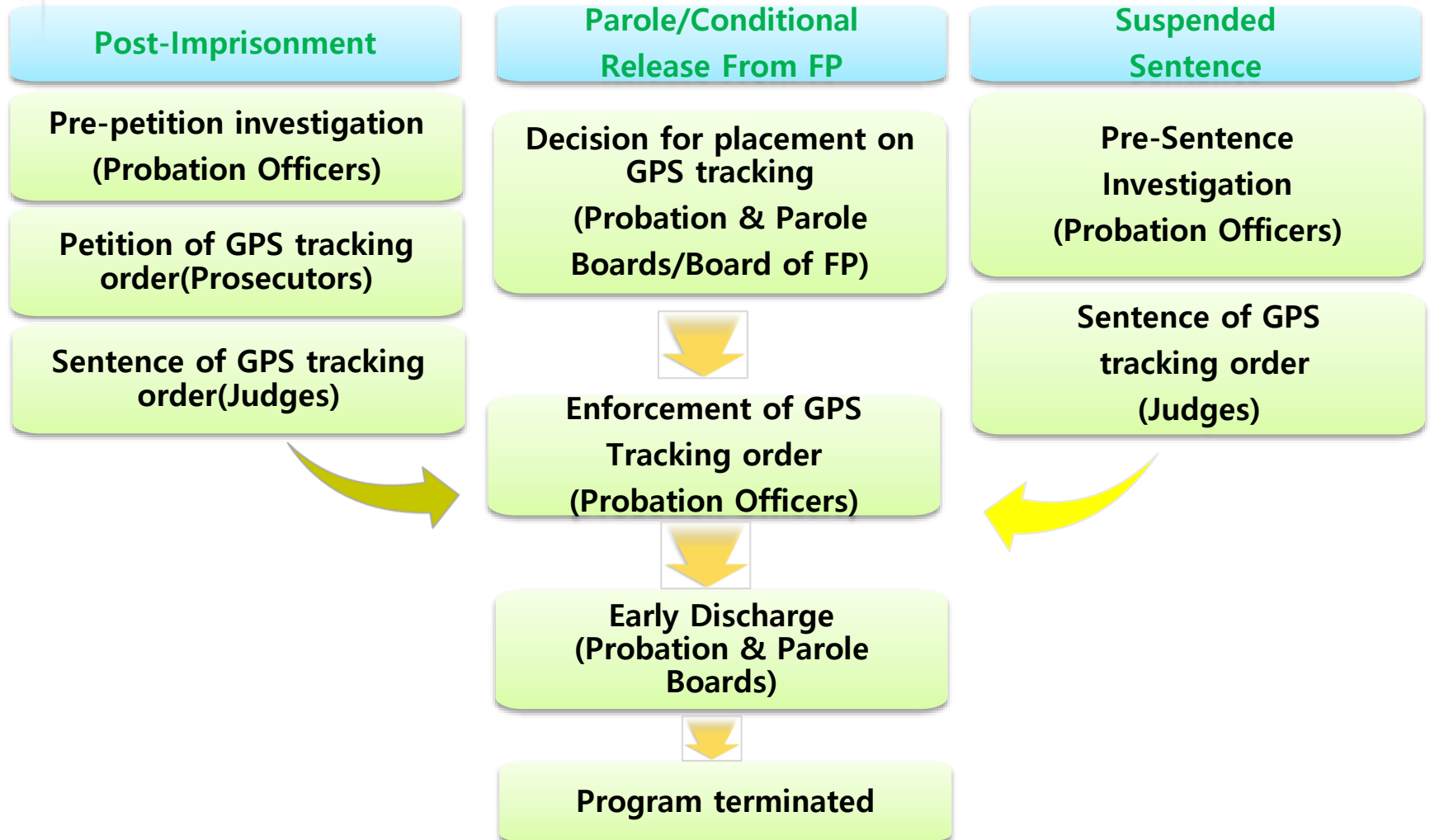
## ❖ The Lengths of the program

- Maximum of 30 years for the post-imprisonment offenders

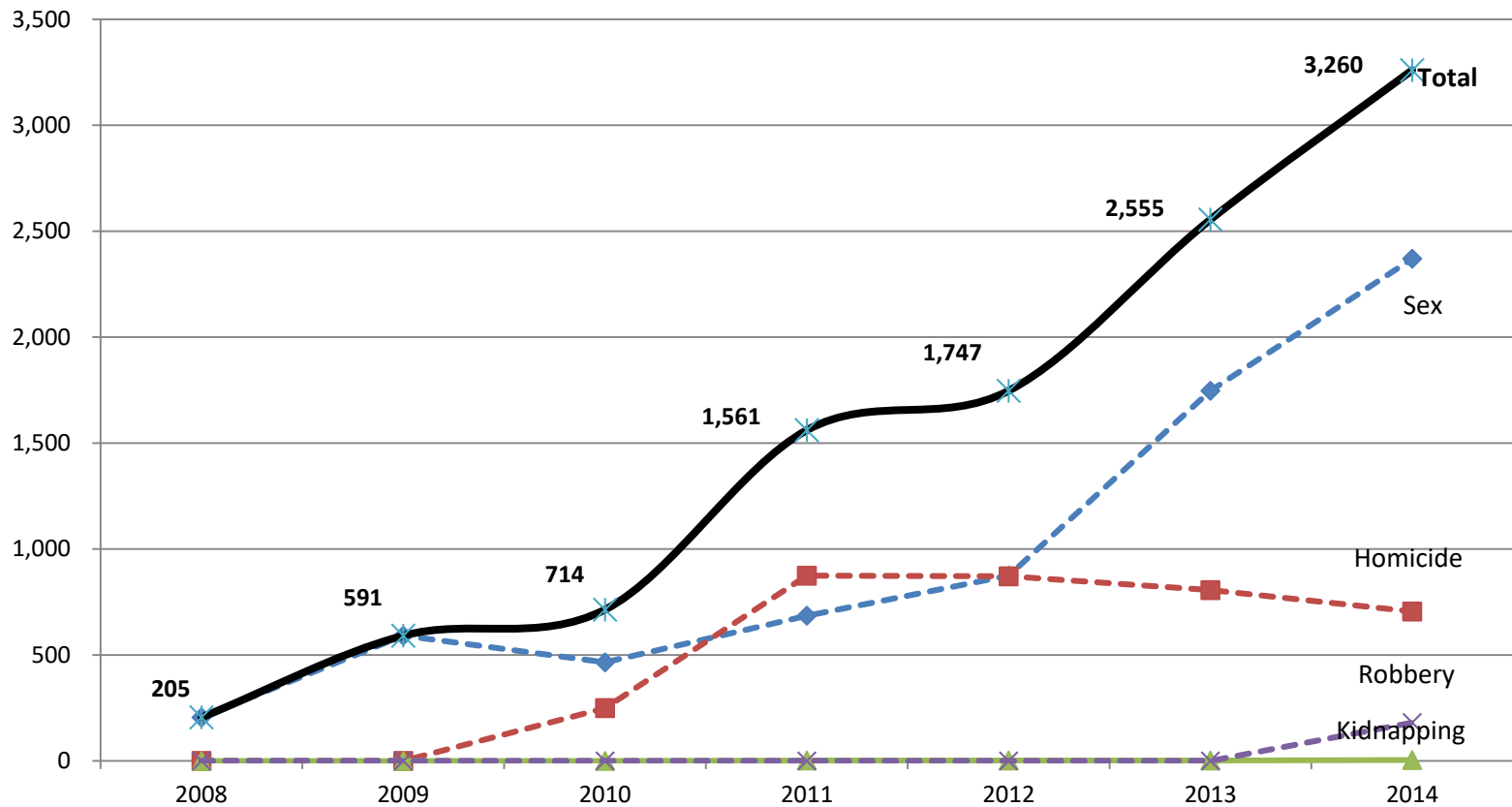
## ❖ Special Conditions imposed

- Curfew, Exclusion, and Restraining orders may be imposed as special conditions of the tacking order.

# 4 Main Implementation Procedures



# Dramatic Growth of the Program





## **Ⅲ. The Main Components of the GPS Program**

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# 1 GPS Monitoring

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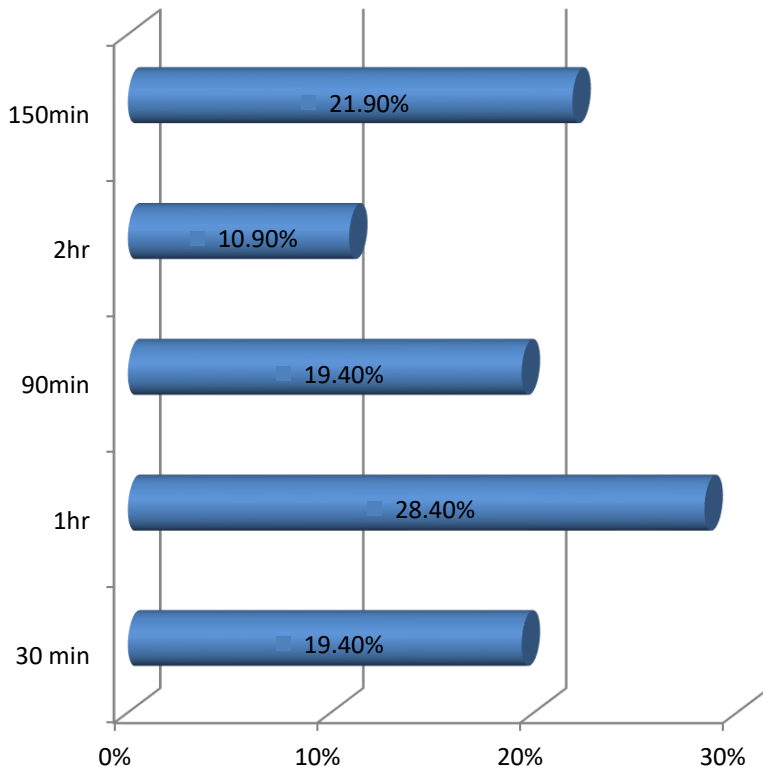
## ❖ Active Monitoring System

- The tracking unit takes a data point every 40 seconds and transmits the data every 3 minutes.

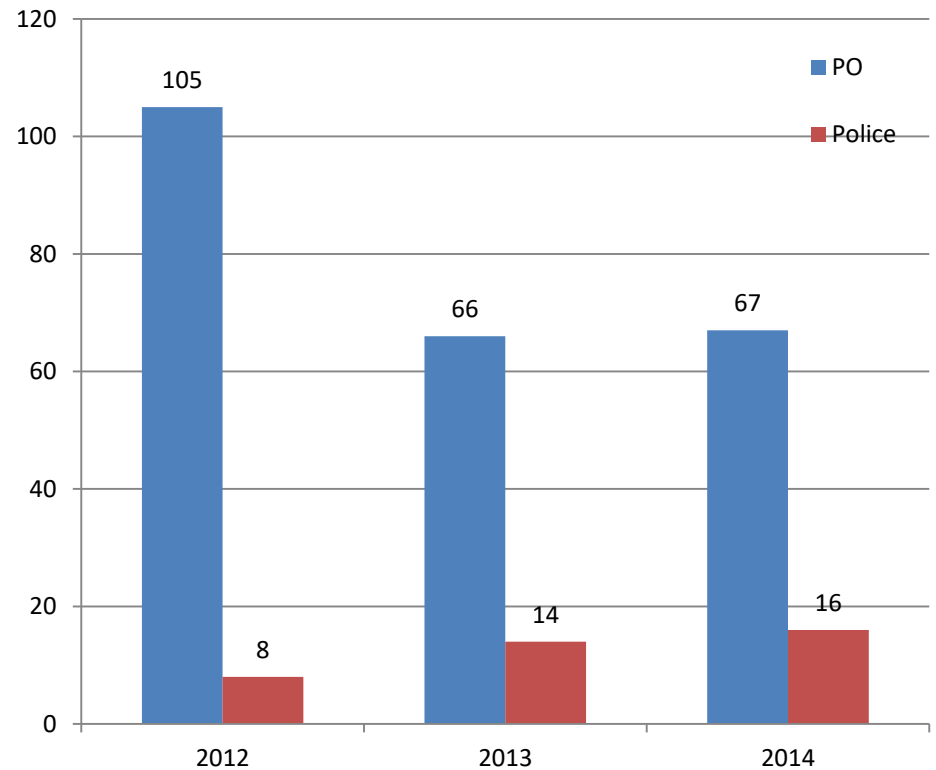
## ❖ 24/7 Real-Time Response to Alerts

- Two monitoring centers process alerts in real-time.
- Each probation office nationwide operates special units specifically designed for responding to alerts.
- Local police officers are also involved with responding to the first degree alerts that could pose an immediate threat to community.

# 1 GPS Monitoring



**PO's Dispatch Time to the alert location  
(FY2011)**



**Average Dispatch Time (FY2012 - FY2014)**

# 2 Intensive Supervision

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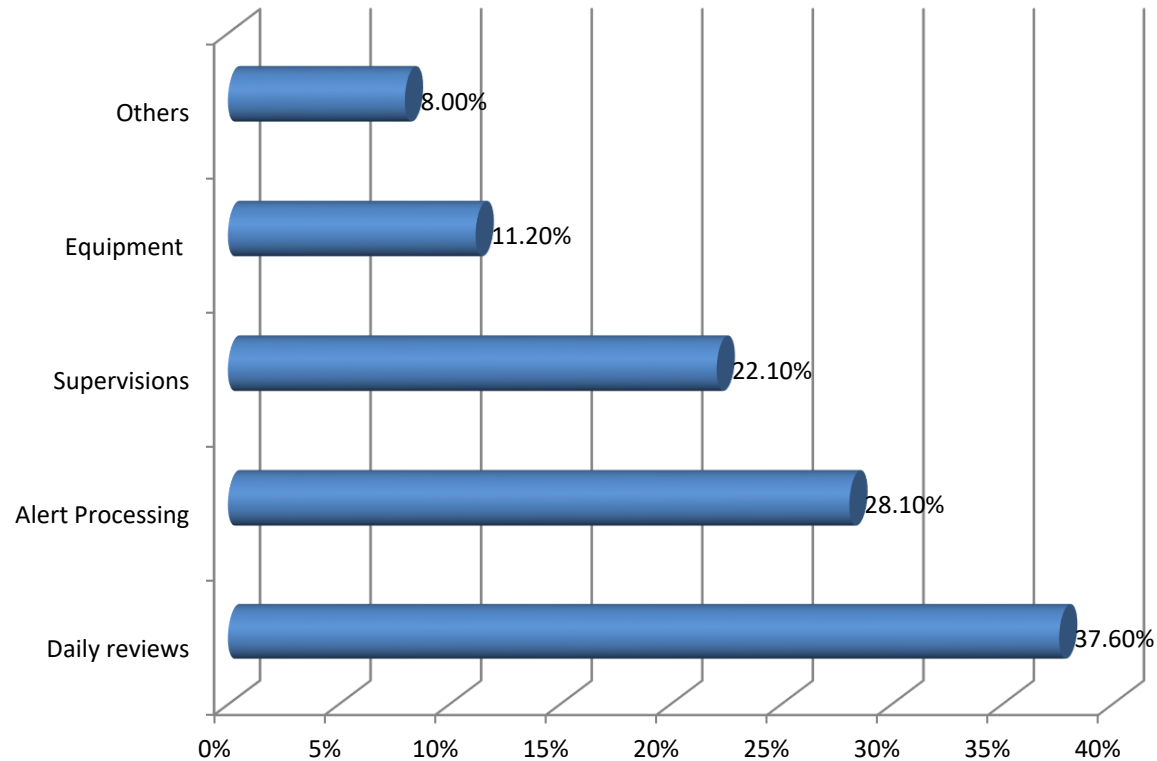
## ❖ Roles as a GPS agent

- The POs respond to all GPS alert notifications delivered from the EMC.
- The POs conduct a daily track review and daily activity summaries for each offender on supervision.

## ❖ Roles as a traditional PO

- Risk assessments at regular intervals
- A minimum of four face-to-face contacts per month and frequent collateral contacts with family members, employers, and others

# Intensive Supervision



Time Spent on each activity (FY2011)

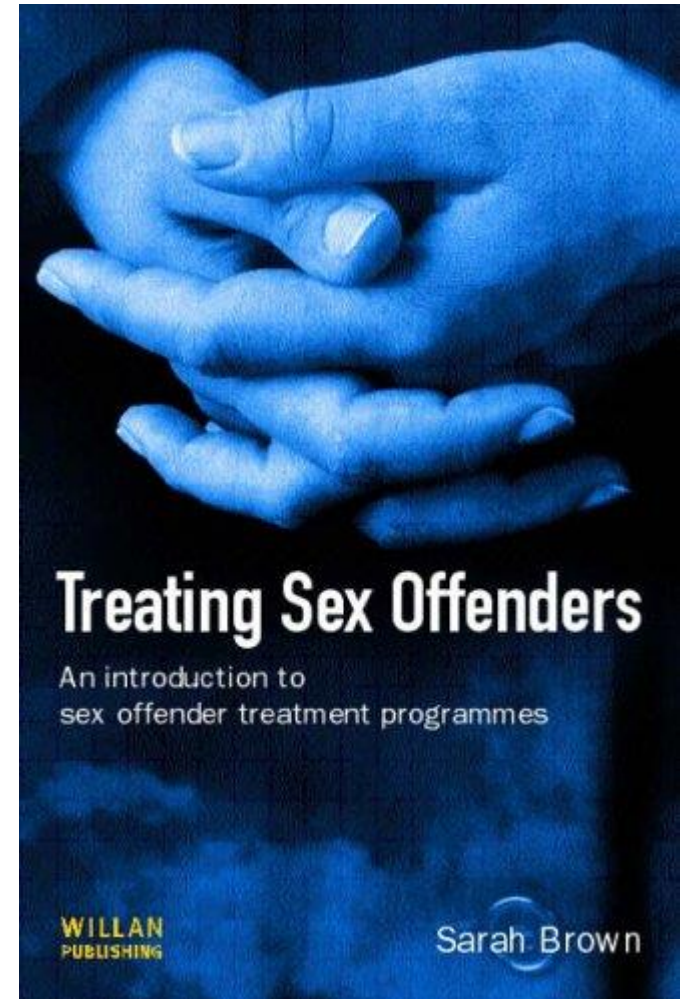
# 3 Rehabilitation Programs

## ❖ Cognitive Behavioral Programs

- The court may impose a maximum of 500 hours of treatment order.
- The POs may refer the offenders for additional counseling and treatment programs under their discretion.

## ❖ Special Programs for Social Support

- Special Activities designed to enhance informal social control and social support for the offenders
- Provisions of monetary and other related services





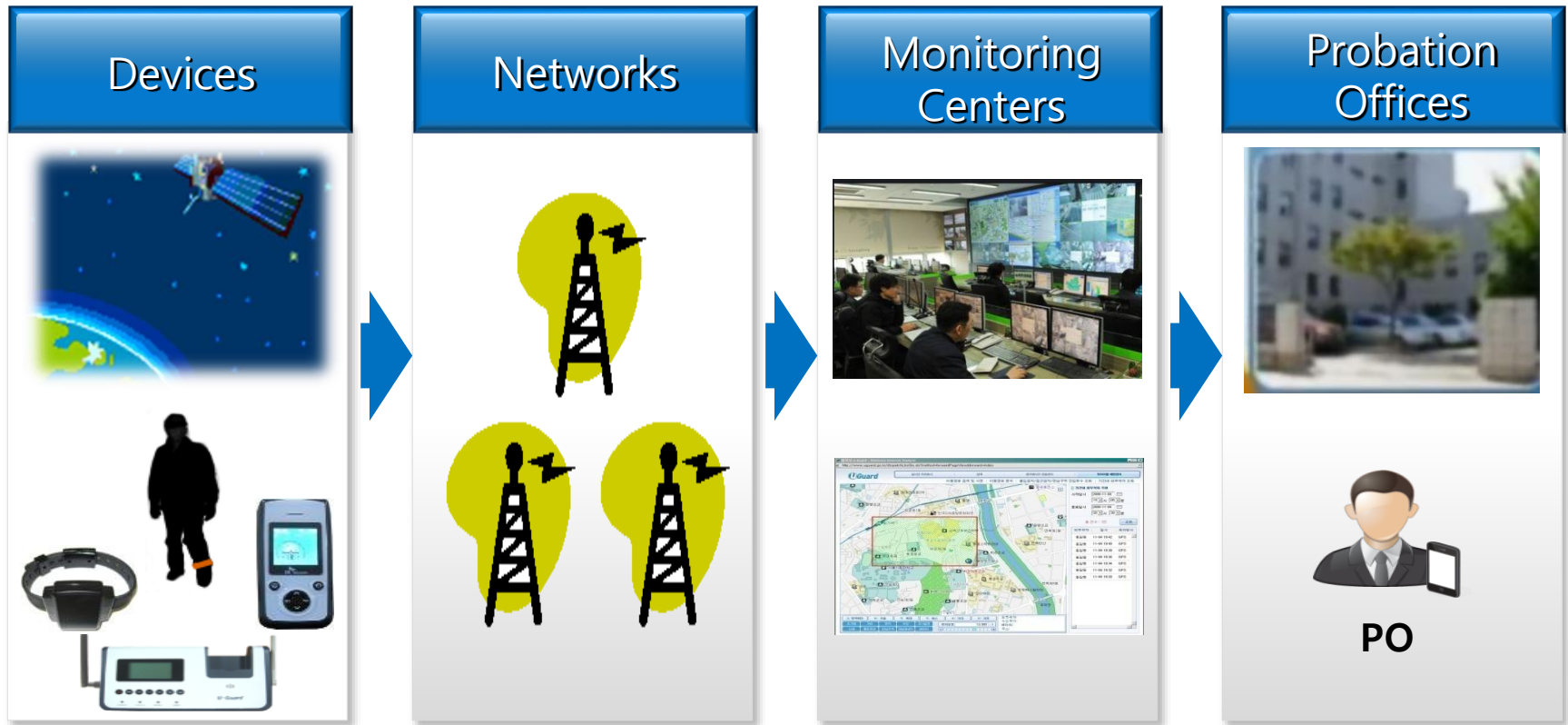
## **IV. The GPS Tracking System: Technologies being used in Korea**

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# How Does GPS Monitoring work?



# 2 Equipment: Two-Piece Device



**PTD**

- Dual GPS:SGPS/AGPS
- 3G communication
- Battery: 28-hour
- Weight: 150g
- Water-proof:IP57



**Electronic Bracelet**

- Dual Communication System
- 400Mhz/Weight: 80g
- Tamper resistant  
(Stainless Steel inserted)
- Water-proof:IP68
- Rechargeable



**HMU**

- Dual Communication System
- Weight: 300g
- Tamper resistant



# 3 Seamless Tracking: Real Time Tracking



- 3 Satellites
- Open Space
- within 10 m

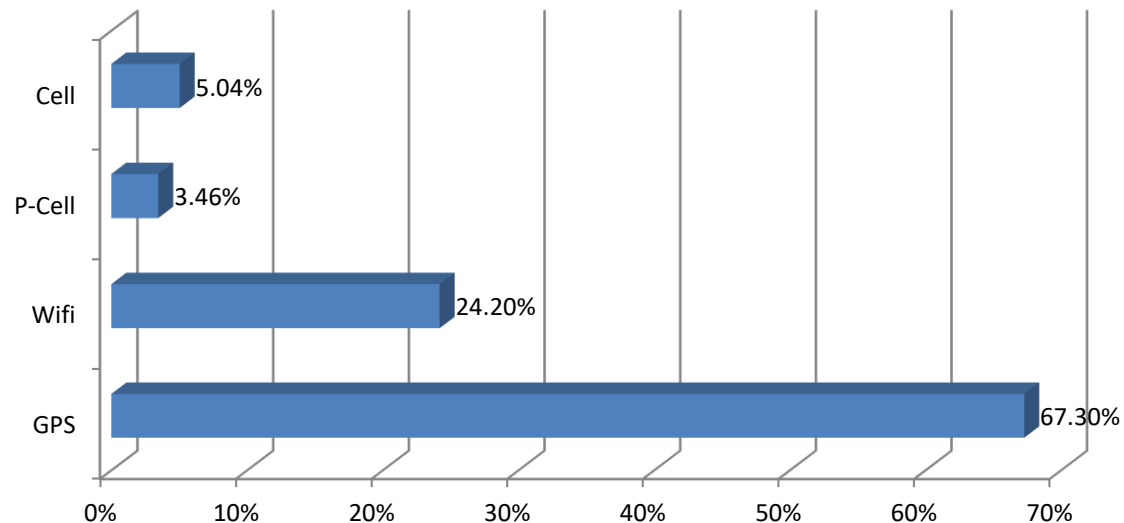
- Wi-Fi AP
- In-doors
- 10-20m

- Beacon AP
- Subways
- 100-200m

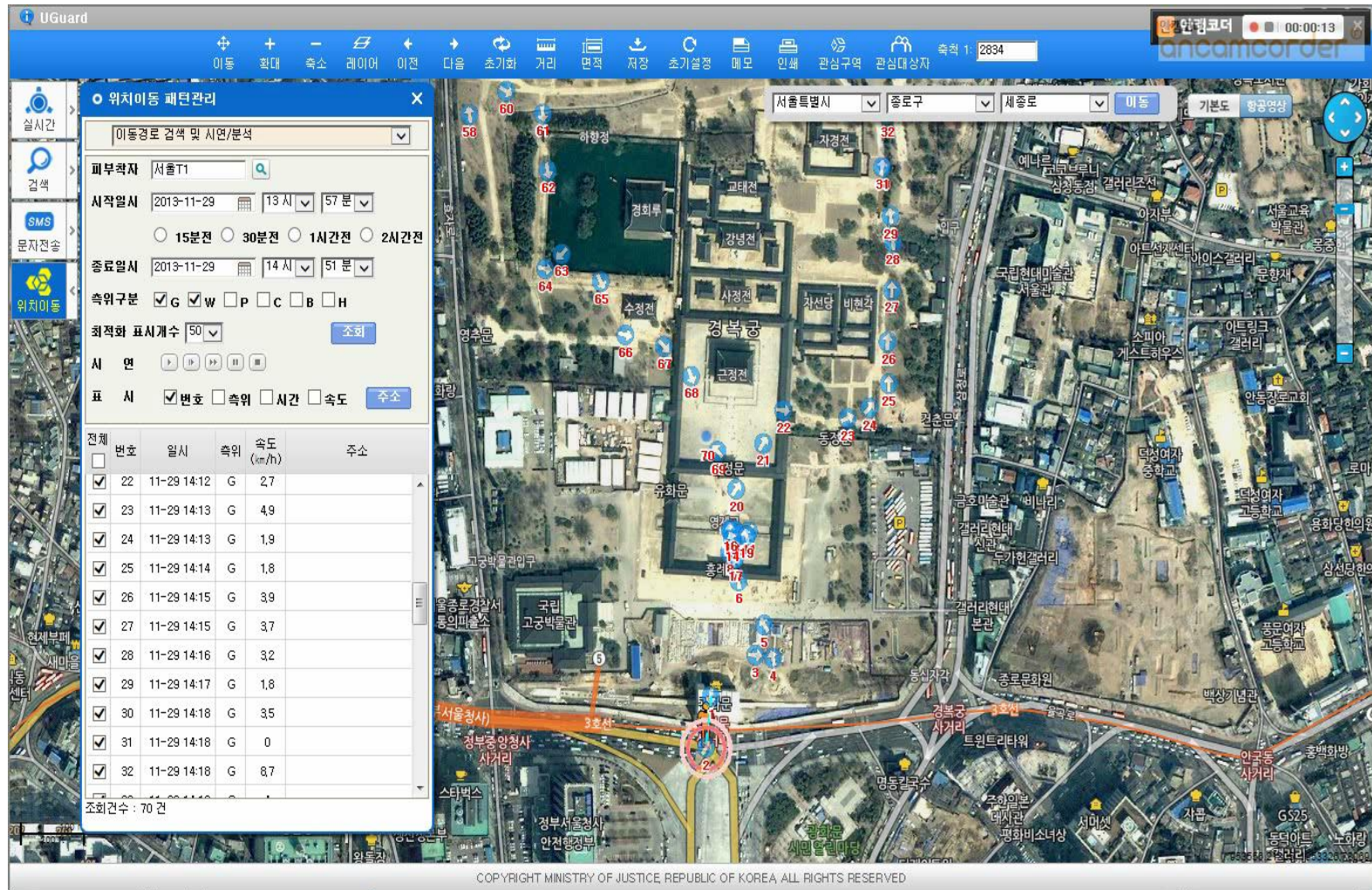
- Cell Towers
- In-doors
- 50-200m

- Cell Towers
- In-doors
- 500m-2km

# 3 Seamless Tracking: Real Time Tracking



# 4 Seamless Tracking: Example





# 5 Electronic Monitoring Centers

## Central M.C.

- Located in Seoul
- North/East parts of South Korea

## Back-up Center:

- Located in Daejun
- South/West parts of South Korea



## - Locations

Nationwide 2 Centers (Seoul, Daejun)

\* Daejun is also used as a back-up center

## - Main tasks

Real-time Alert Processing

Storing all the Tracking/alerts Data

Maintaining GPS Tracking system,  
including hardware and software



## V. Success and Challenges

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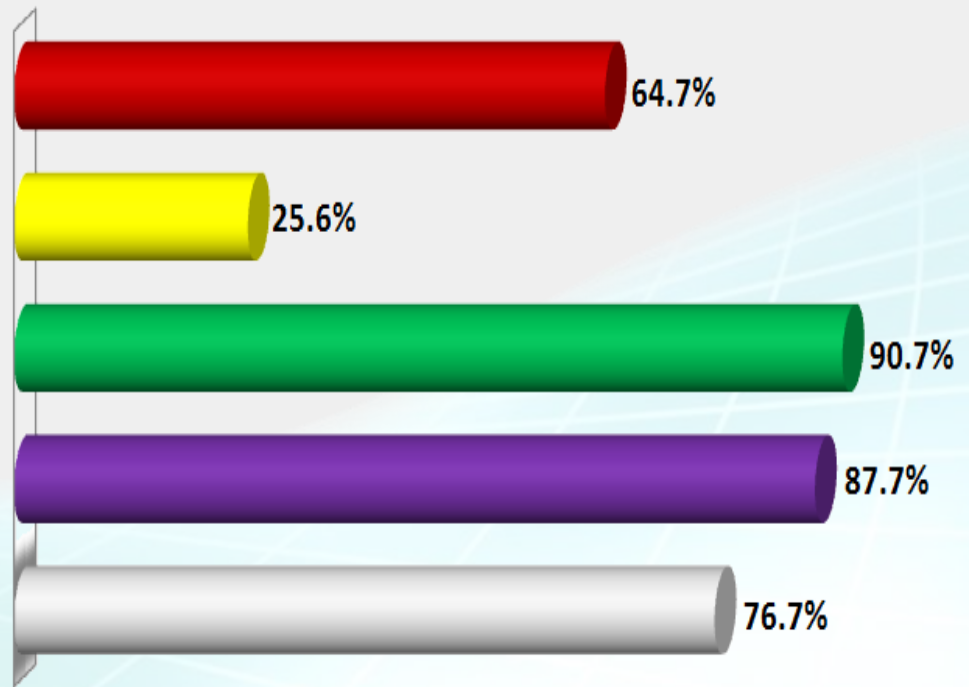
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# 1 Success : *Behavior Modifications*

## Changes in offender behaviors and perceptions

### ❖ The reasons not to recidivate

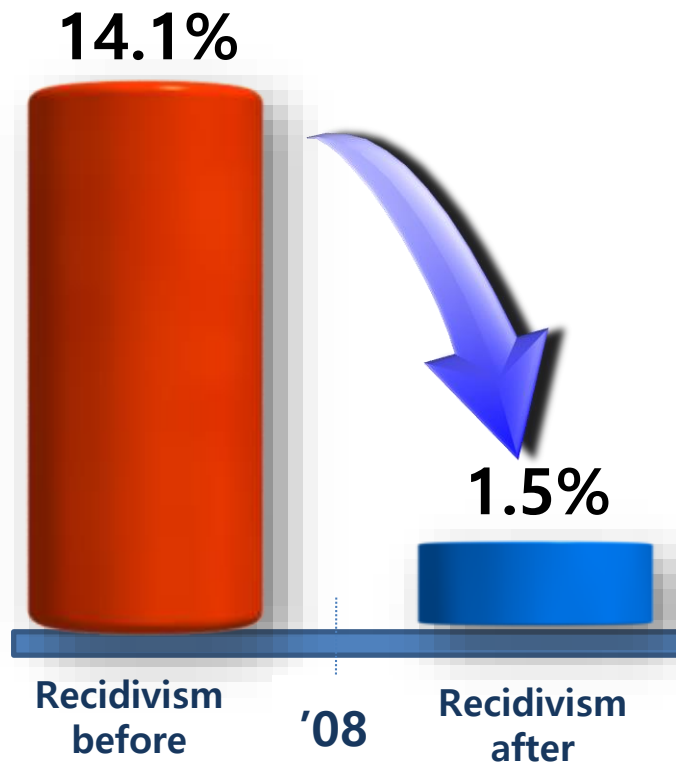
- Certainty of punishment
- The fear of re-incarceration



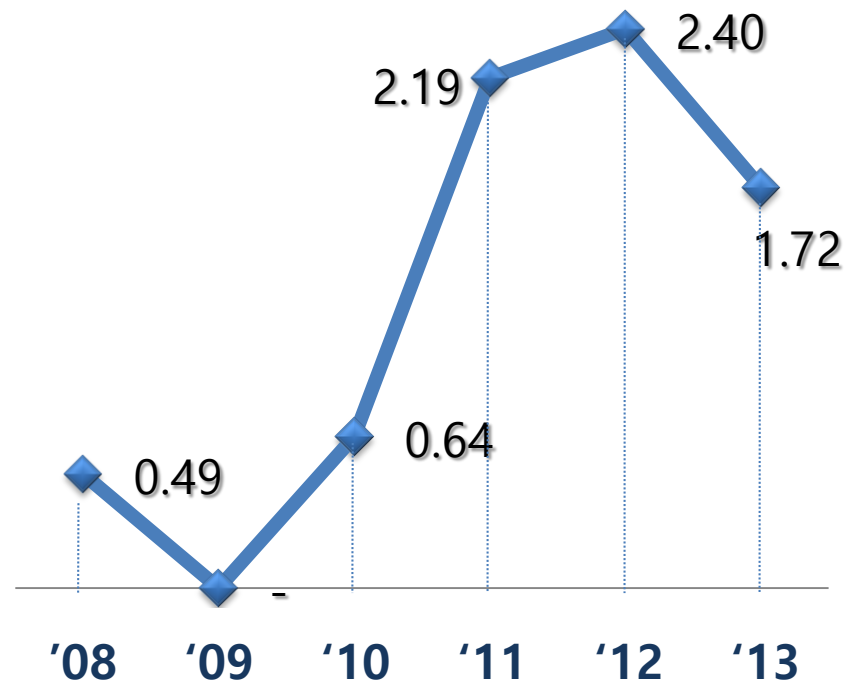
### ❖ Behavioral changes

- A reduction in illegal activities
- Going home early
- Staying away from deviant peers

## Success : *Recidivism Control*



**Pre and Post Impact**



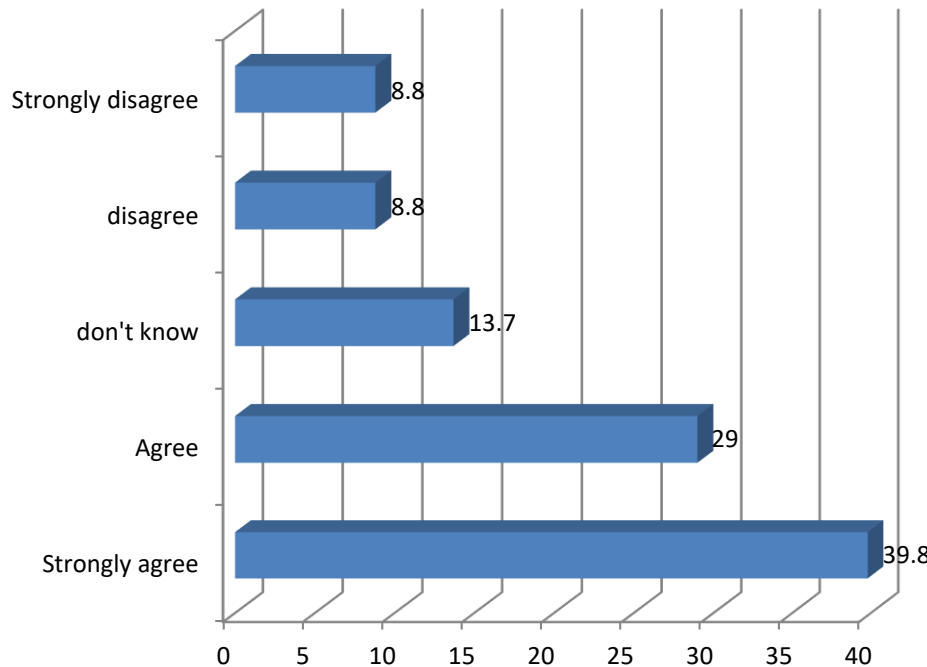
**Recidivism rates by year**

Recidivism: re-prosecuted for any type of crime

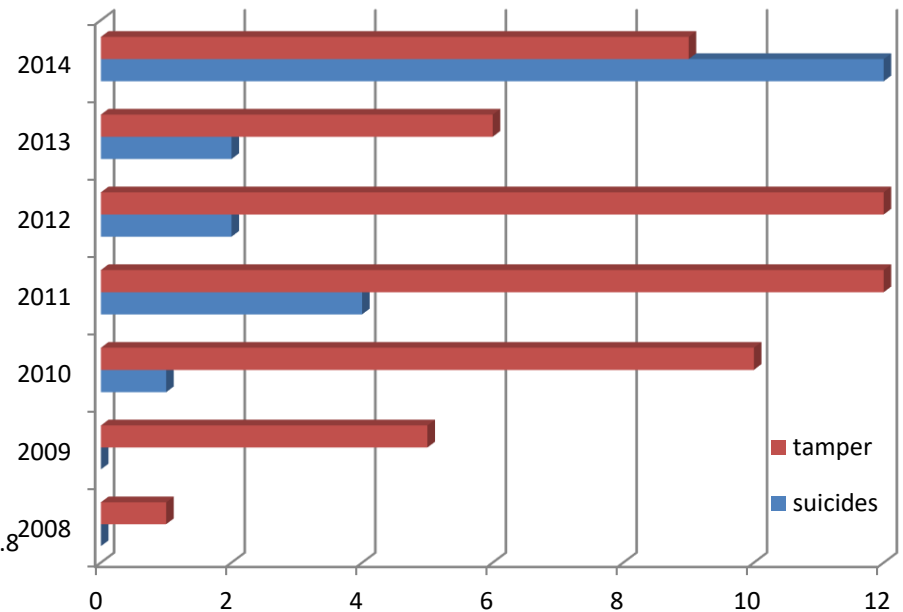
# 3

## Challenges: *Policy –related Issues*

### ❖ Shaming Factors ignored



I feel ashamed.....



The number of suicides and equipment tampered



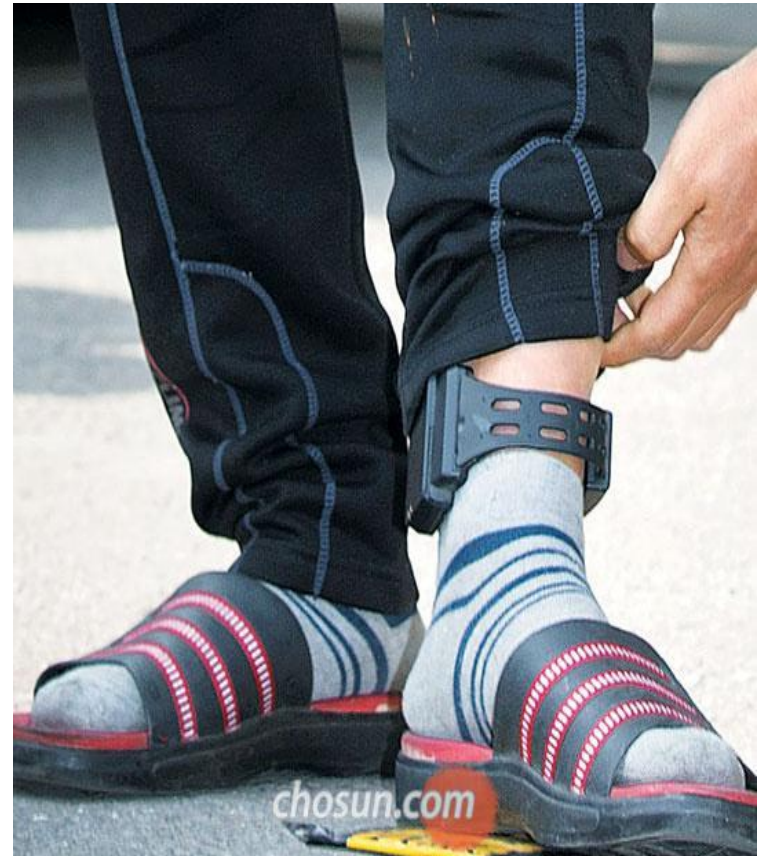
# 4 Challenges: *Policy –related Issues*

## ❖ **Misguided Public Perception on EM**

- The public considers the program a panacea to crime problems, which creates a backlash effect when a re-offense occurs.

## ❖ **Not enough attention to MD offenders**

- Mentally disturbed offenders are not simply suitable for the program.



# 5 Challenges: *Technology –related Issues*

## ❖ Strap Tamper Issue

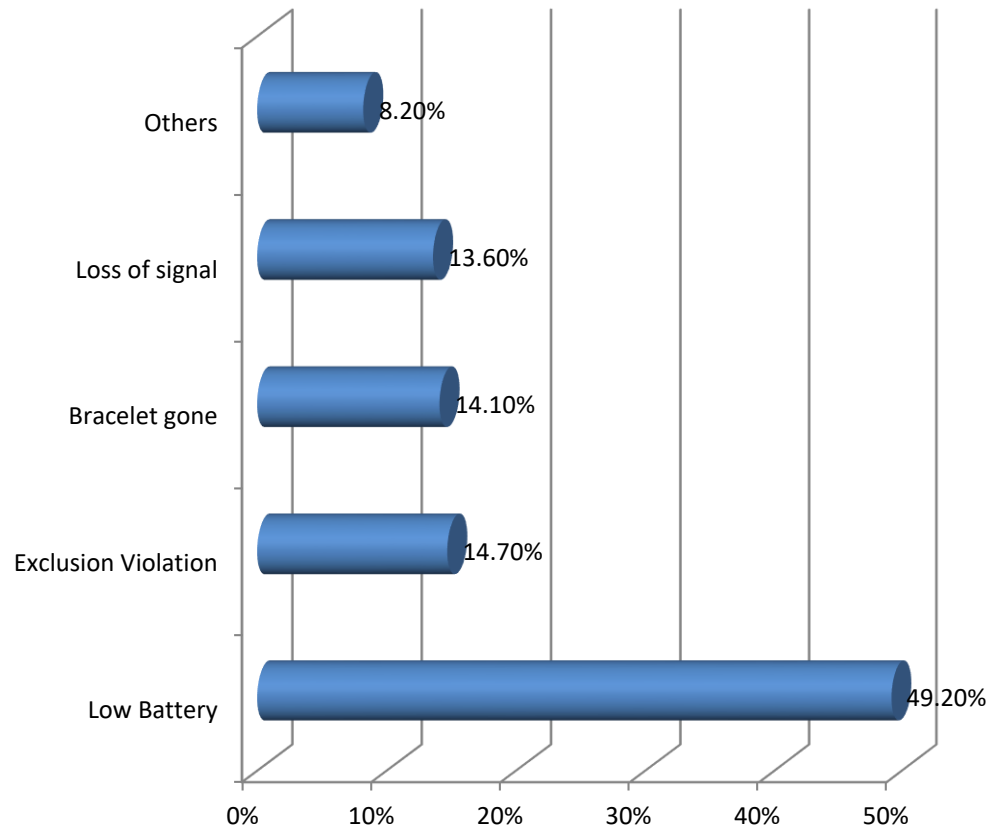
- Many false positive strap tamper alerts occurred in the earlier period of the program implementation.

## ❖ Limited Battery Life

- About half of alerts referred to the POs are low battery alerts, many of which require the PO's immediate responses.

## ❖ Is Two-Piece obsolete?

- Many bracelet gone violations damage the efficient enforcement of the program.



Types of Alerts referred to POs  
(FY2011)



## **VI. Concluding Thoughts: Lessons learned From the Korean Contexts**

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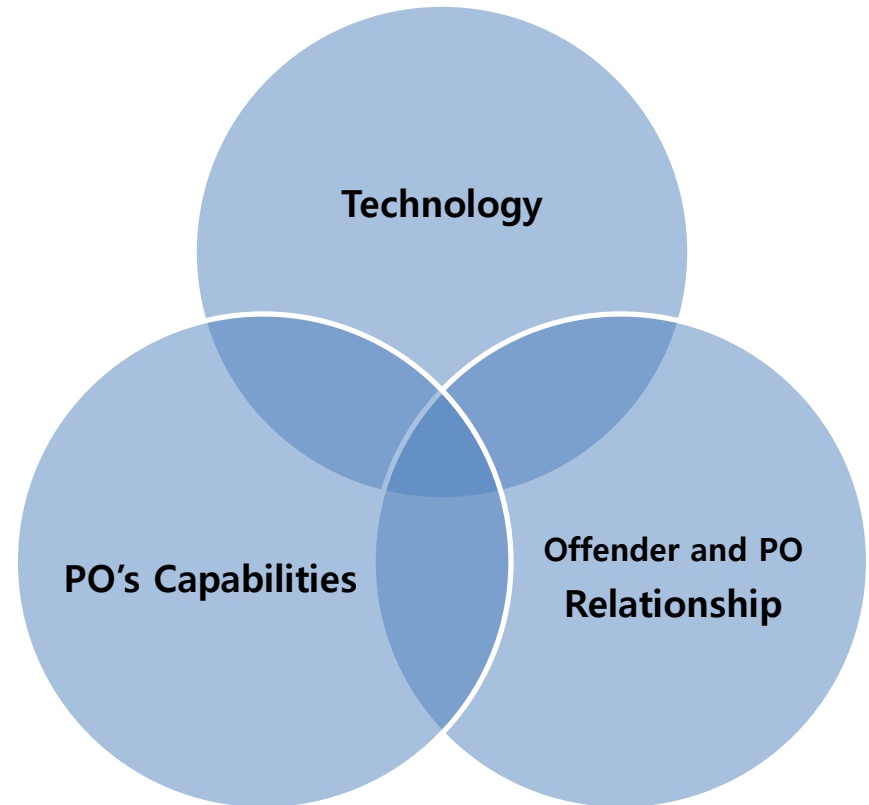
# 1 Key Lessons

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**Technologies matter!**

**Do not forget that it is POs who utilize the tracking information and directly interact with the offenders.**

**Strengthening the offender and PO relationship is also critical in achieving the goals of GPS program.**



# 2 Key Lessons

**Devise a way to maintain a 24/7 response system to the alerts.**

**In this regard, developing a partnership with the police is crucial.**

**It is also important to maintain a small caseload to have the intended impacts.**



# 3 Key Lessons

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**Deal with the inflated expectations toward GPS monitoring by strategically educating public in general about what the program can actually accomplish.**

**Deal also with the exaggerated expectations for the program of the field POs.**



# 4

## Key Lessons

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**Incorporating the principle of R-N-R into a GPS program is not easy.**

**- Addressing the offenders' needs though treatment programs is more likely to be secondary.**

**Pay attention to the ways to deal with the collateral consequences of GPS programs.**



# Thank You

# 감사합니다

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