

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

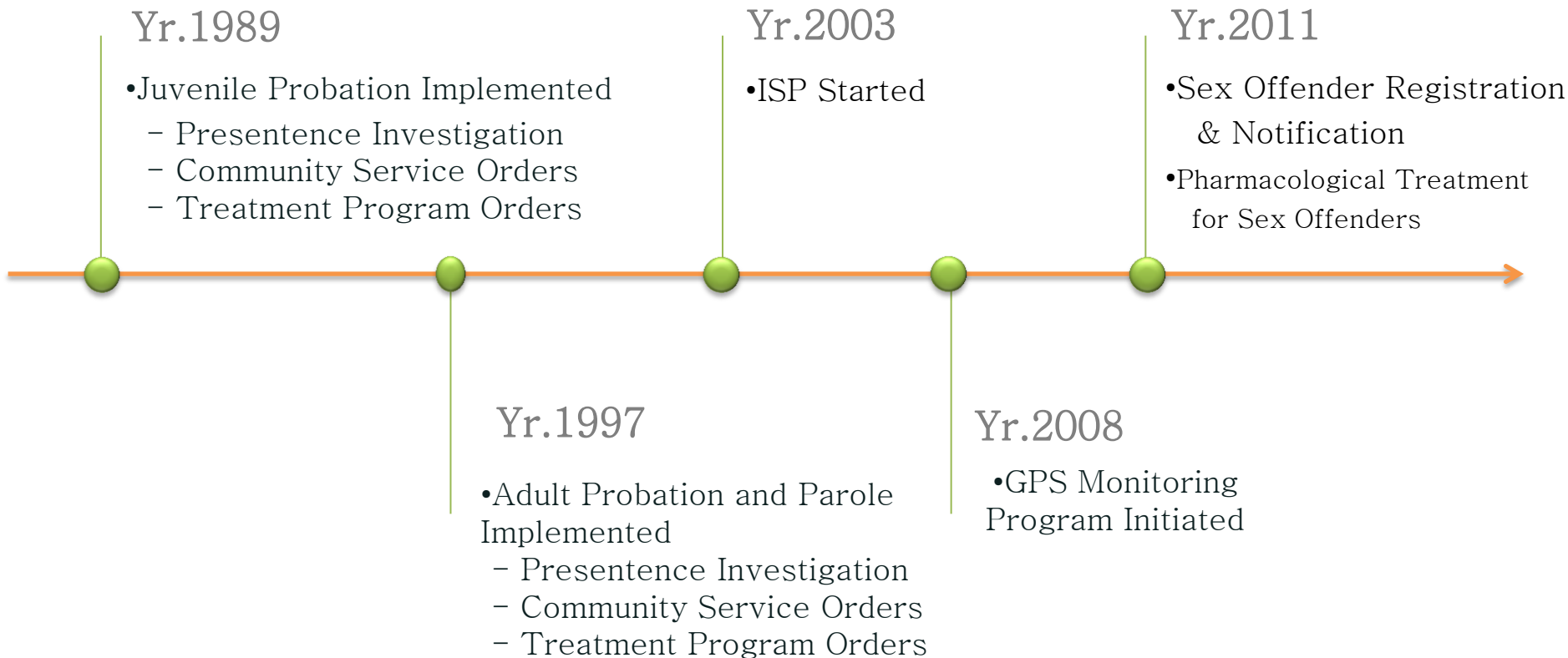


# I . A brief Introduction to Probation and Parole in Korea

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# 1 Historical Developments



# 2 Organizational Structures

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## ❖ Central Organization

- Crime Prevention Policy Bureau, Ministry of Justice

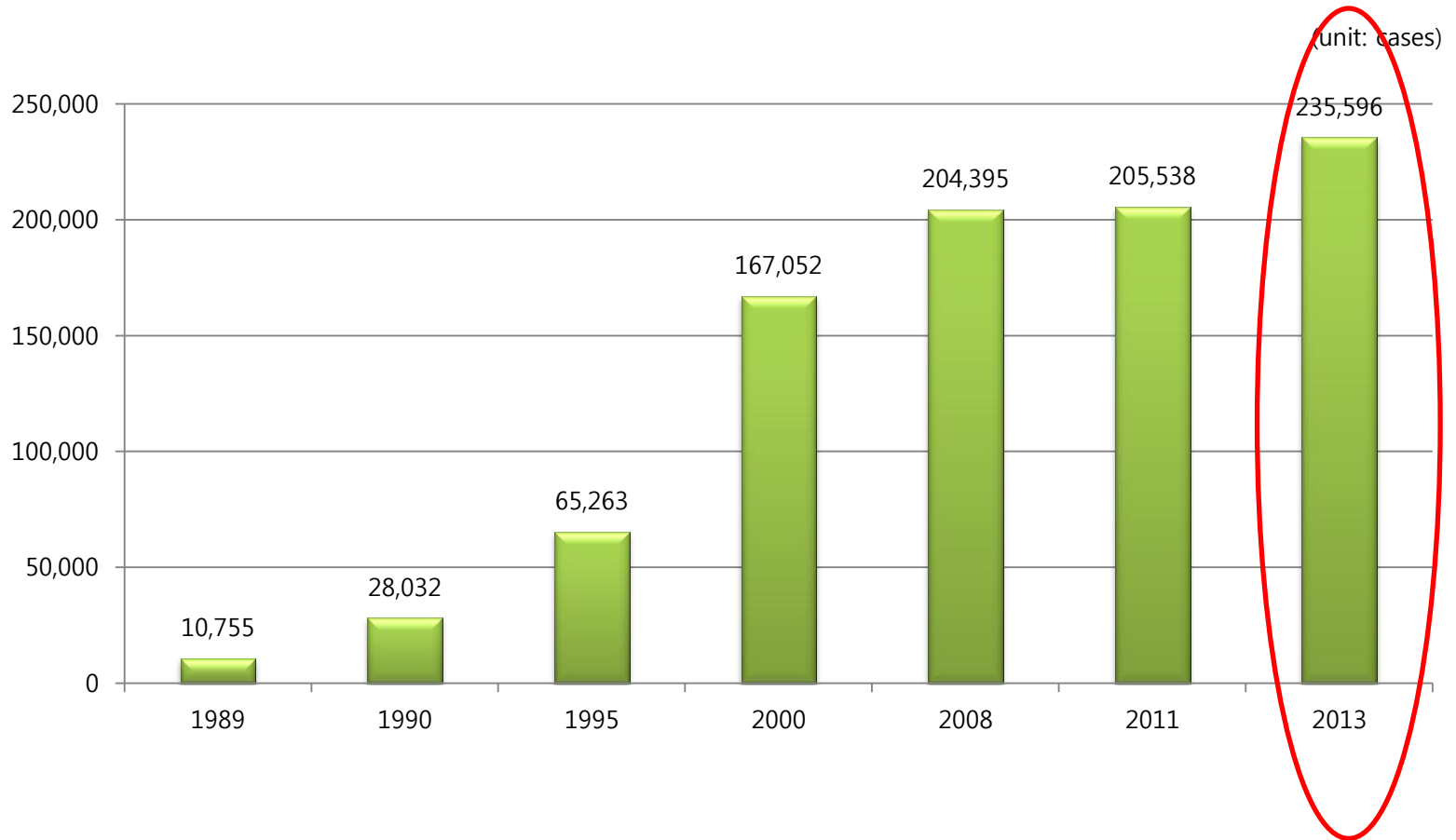
## ❖ Local Organizations

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

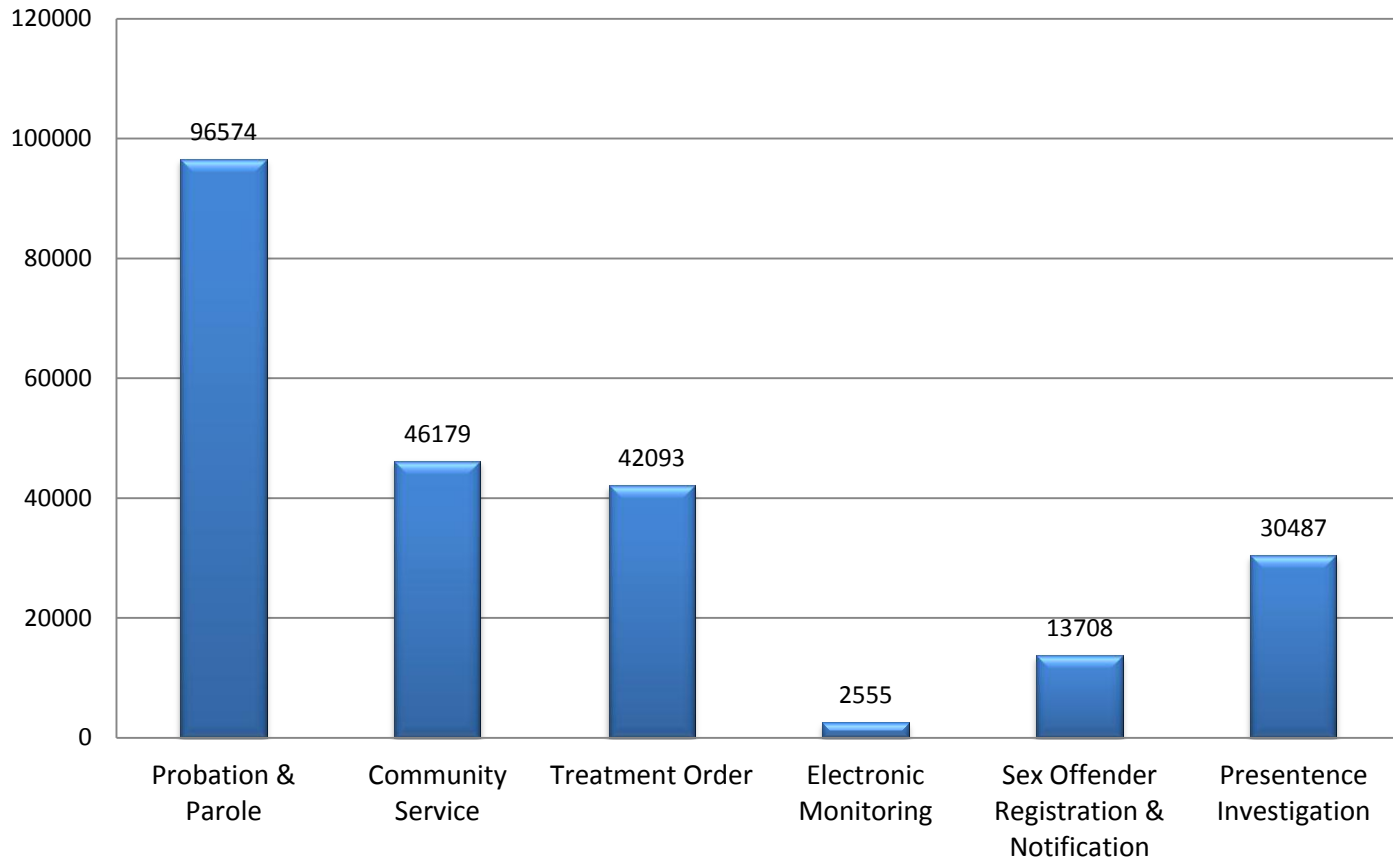
## ❖ Workforce

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

# 3 Statistics: Past to Present



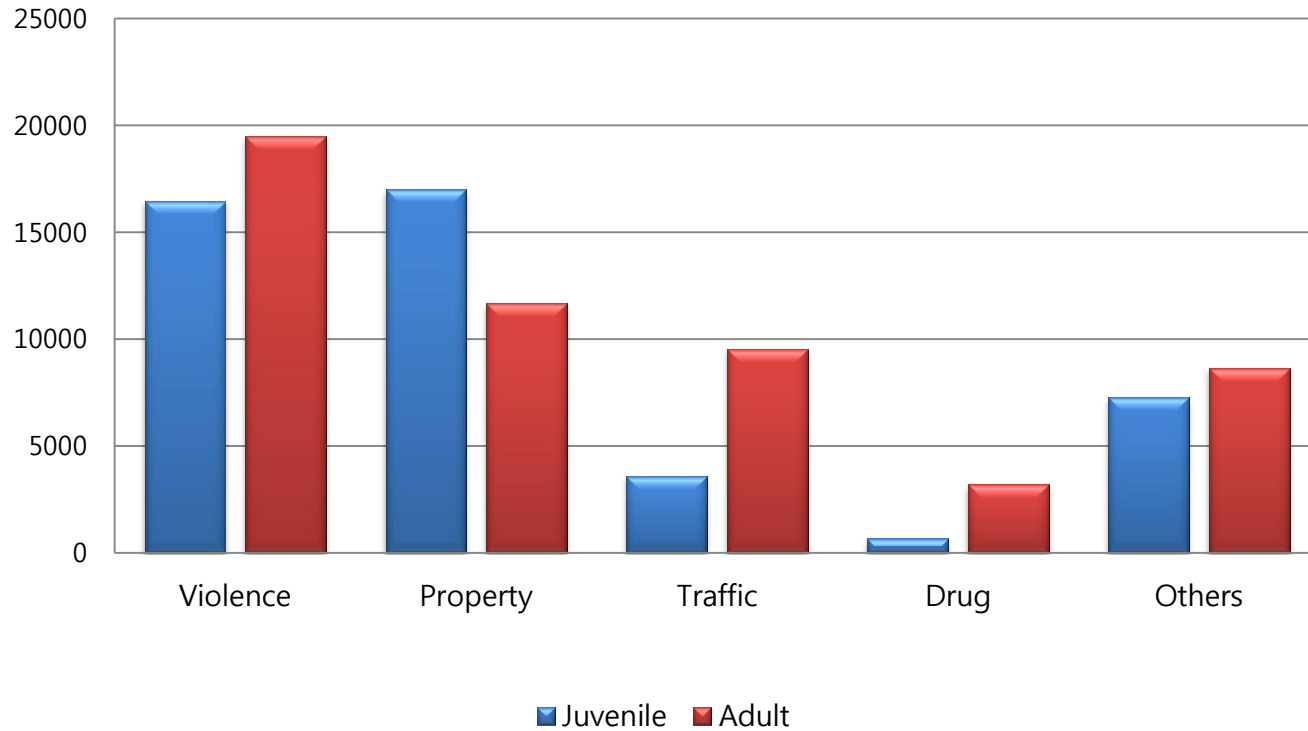
# 4 Statistics: Type of Community Corrections Orders (Yr. 2013)





# 5

## 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.



# 2 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

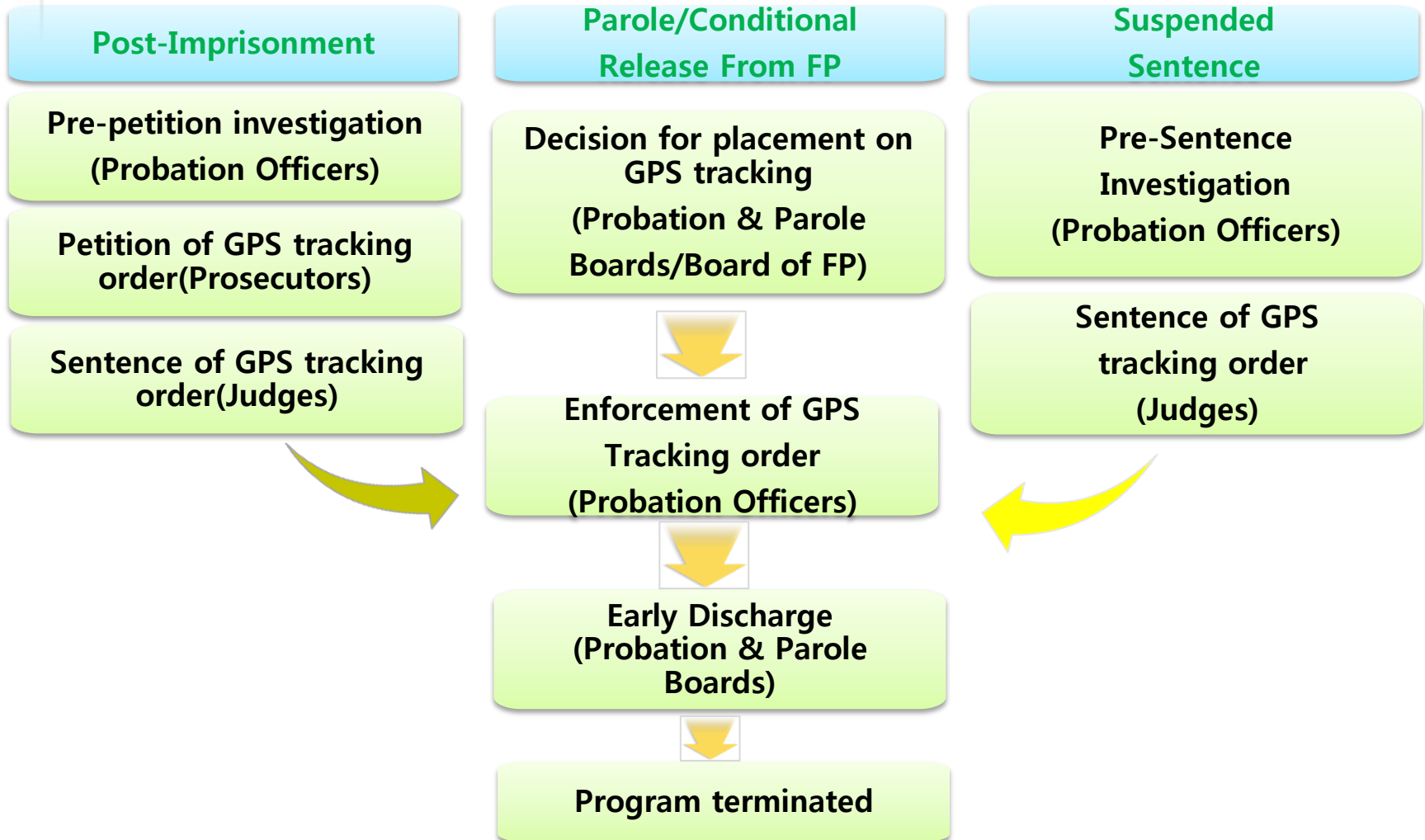
## ❖ The Lengths of the program

- Maximum of 30 years for the post-imprisonment offenders

## ❖ Special Conditions imposed

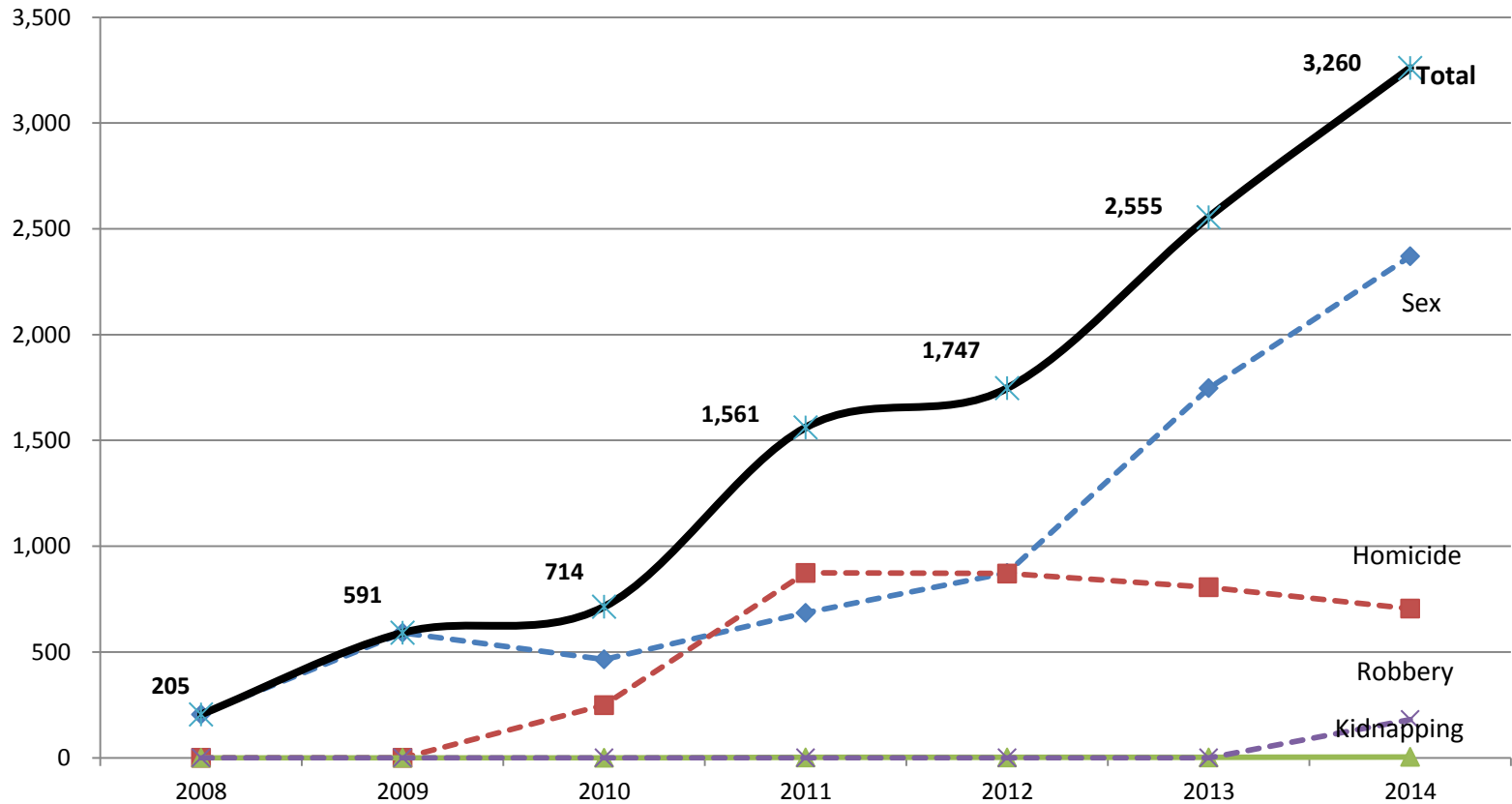
- Curfew, Exclusion, and Restraining orders may be imposed as special conditions of the tacking order.

# 4 Main Implementation Procedures



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## Dramatic Growth of the Program





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

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# 1 GPS Monitoring

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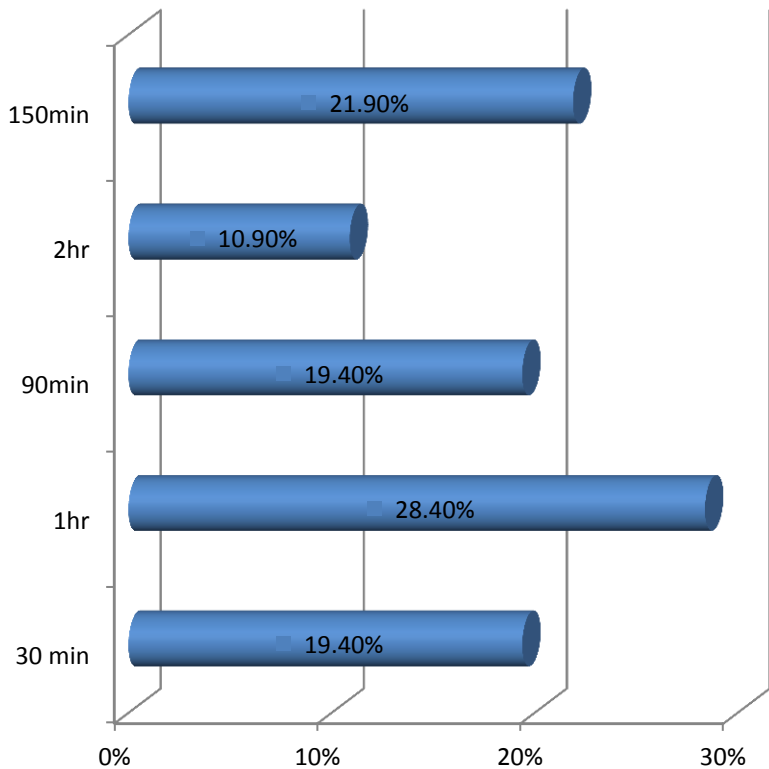
## ❖ Active Monitoring System

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

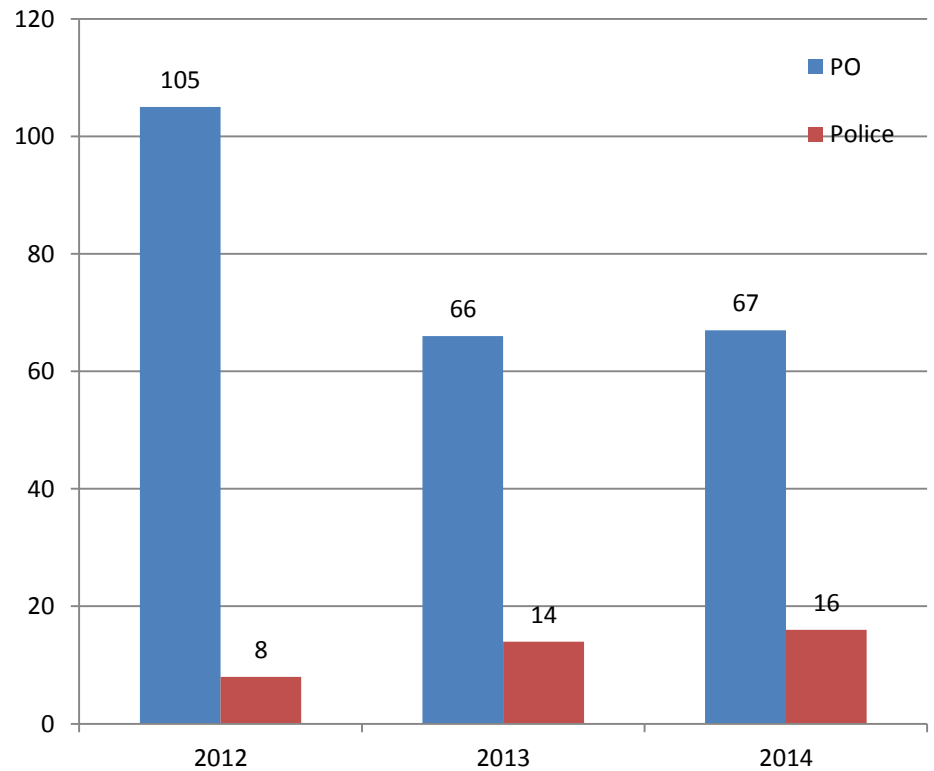
## ❖ 24/7 Real-Time Response to Alerts

- 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.

# GPS Monitoring



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



Average Dispatch Time (FY2012 - FY2014)

# 2 Intensive Supervision

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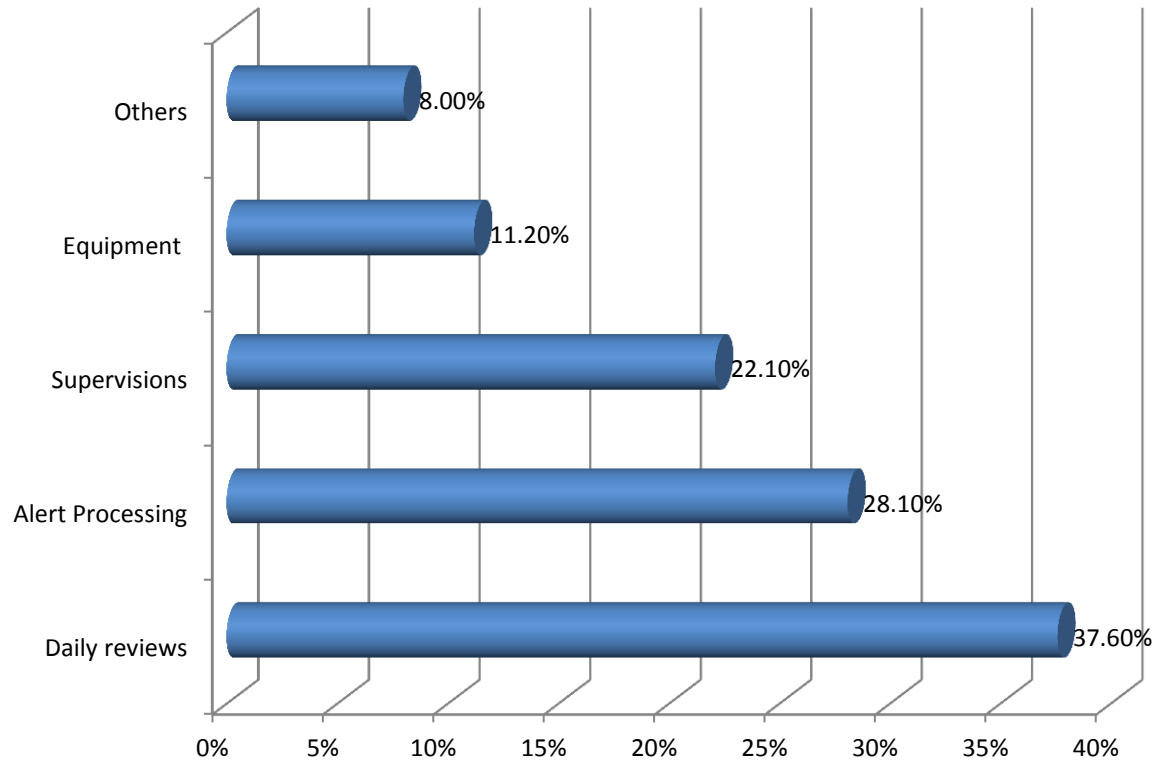
## ❖ Roles as a GPS agent

- 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

# 2 Intensive Supervision



Time Spent on each activity (FY2011)

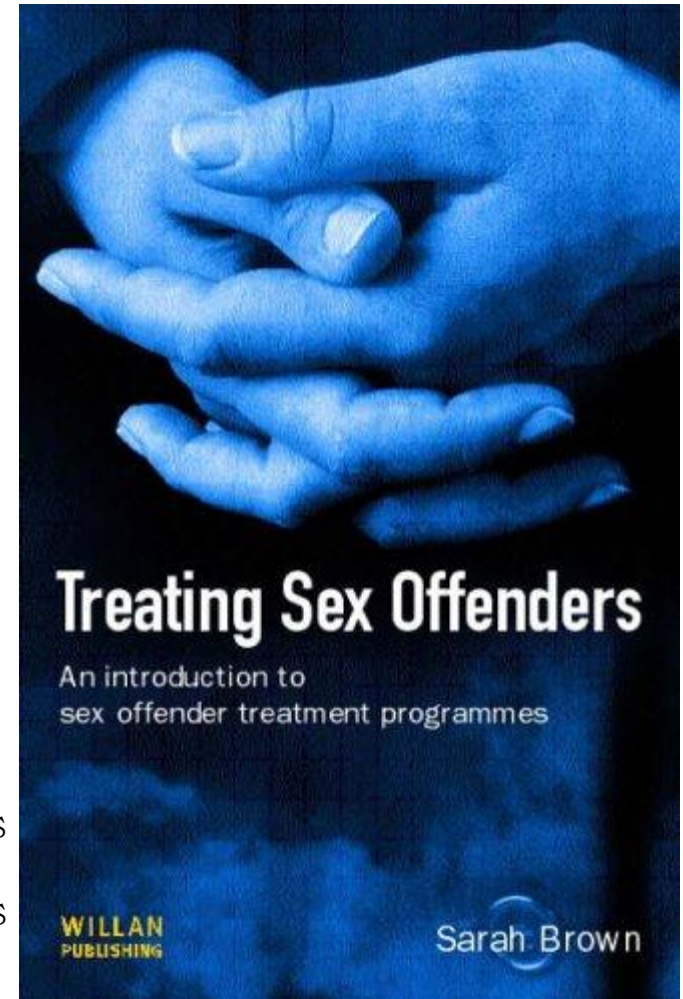
# 3 Rehabilitation Programs

## ❖ 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



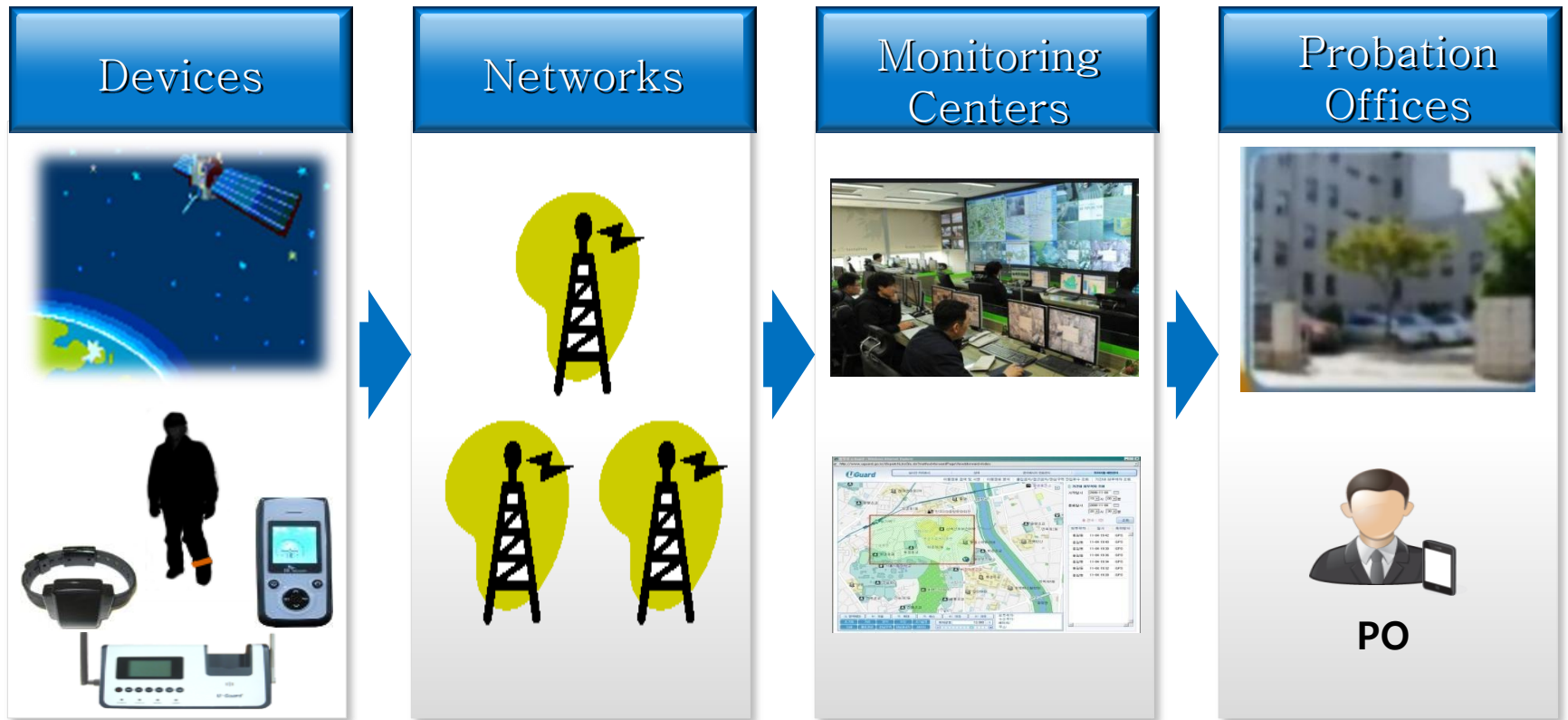


## IV. The GPS Tracking System: Technologies being used in Korea

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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

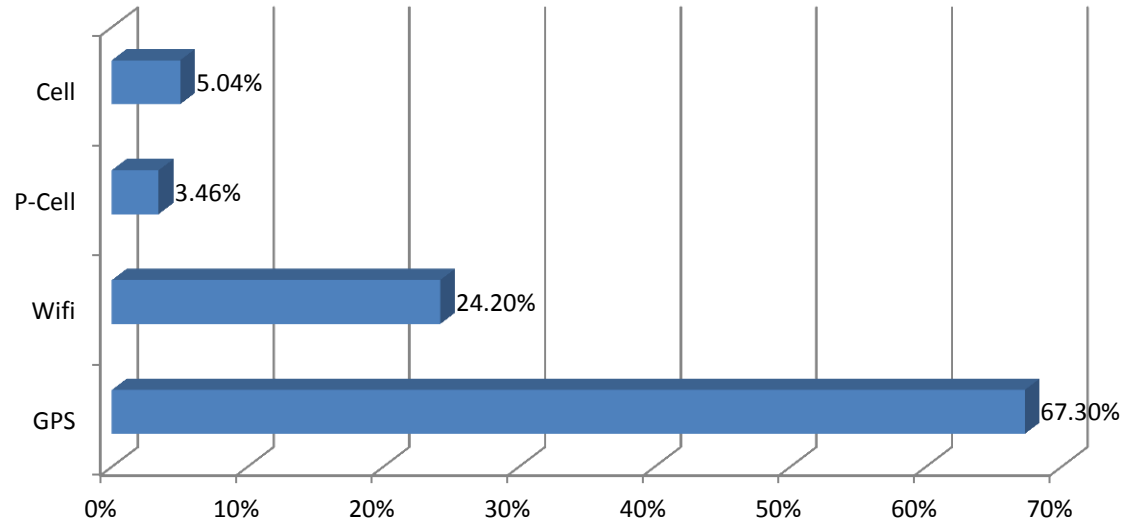
- Wi-Fi AP
- In-doors
- 10-20m

- 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

**UGuard** | 안경코더 | 00:00:13 | 2834

**위치이동 패턴관리**

이동경로 검색 및 시연/분석

피부착자: 서울T1

시작일시: 2013-11-29 13시 57분

종료일시: 2013-11-29 14시 51분

측위구분:  G  W  P  C  B  H

최적화 표시개수: 50

시연: [Play] [Stop] [Refresh]

표시:  번호  측위  시간  속도

| 전체                                  | 번호 | 일시          | 측위 | 속도 (km/h) | 주소 |
|-------------------------------------|----|-------------|----|-----------|----|
| <input checked="" type="checkbox"/> | 22 | 11-29 14:12 | G  | 2.7       |    |
| <input checked="" type="checkbox"/> | 23 | 11-29 14:13 | G  | 4.9       |    |
| <input checked="" type="checkbox"/> | 24 | 11-29 14:13 | G  | 1.9       |    |
| <input checked="" type="checkbox"/> | 25 | 11-29 14:14 | G  | 1.8       |    |
| <input checked="" type="checkbox"/> | 26 | 11-29 14:15 | G  | 3.9       |    |
| <input checked="" type="checkbox"/> | 27 | 11-29 14:15 | G  | 3.7       |    |
| <input checked="" type="checkbox"/> | 28 | 11-29 14:16 | G  | 3.2       |    |
| <input checked="" type="checkbox"/> | 29 | 11-29 14:17 | G  | 1.8       |    |
| <input checked="" type="checkbox"/> | 30 | 11-29 14:18 | G  | 3.5       |    |
| <input checked="" type="checkbox"/> | 31 | 11-29 14:18 | G  | 0         |    |
| <input checked="" type="checkbox"/> | 32 | 11-29 14:18 | G  | 8.7       |    |

조회건수: 70 건

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# 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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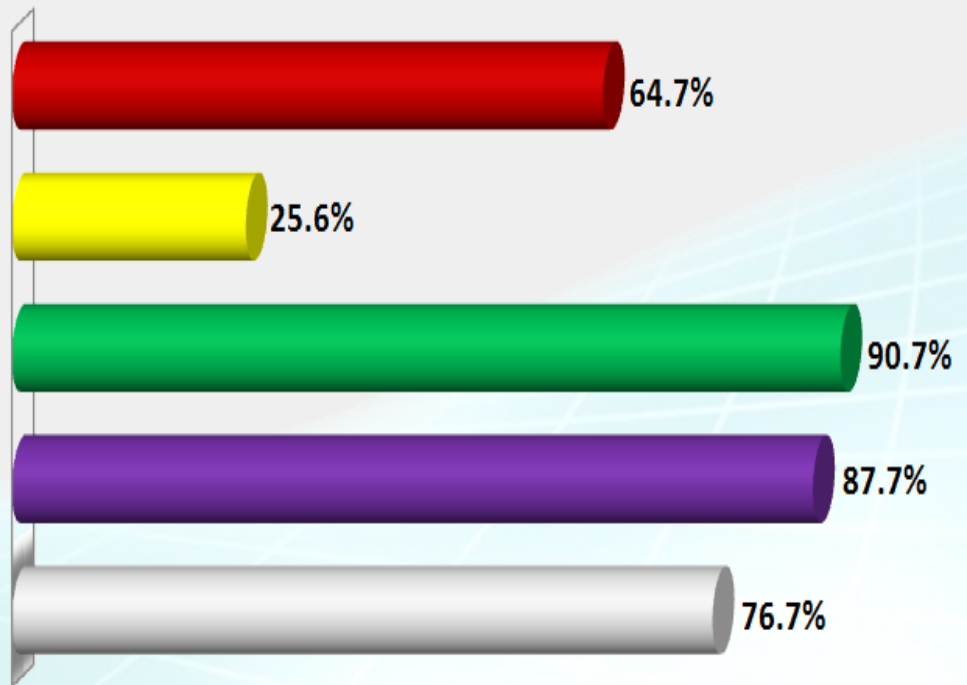
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# 1 Success : *Behavior Modifications*

## Changes in offender behaviors and perceptions

### ❖ The reasons not to recidivate

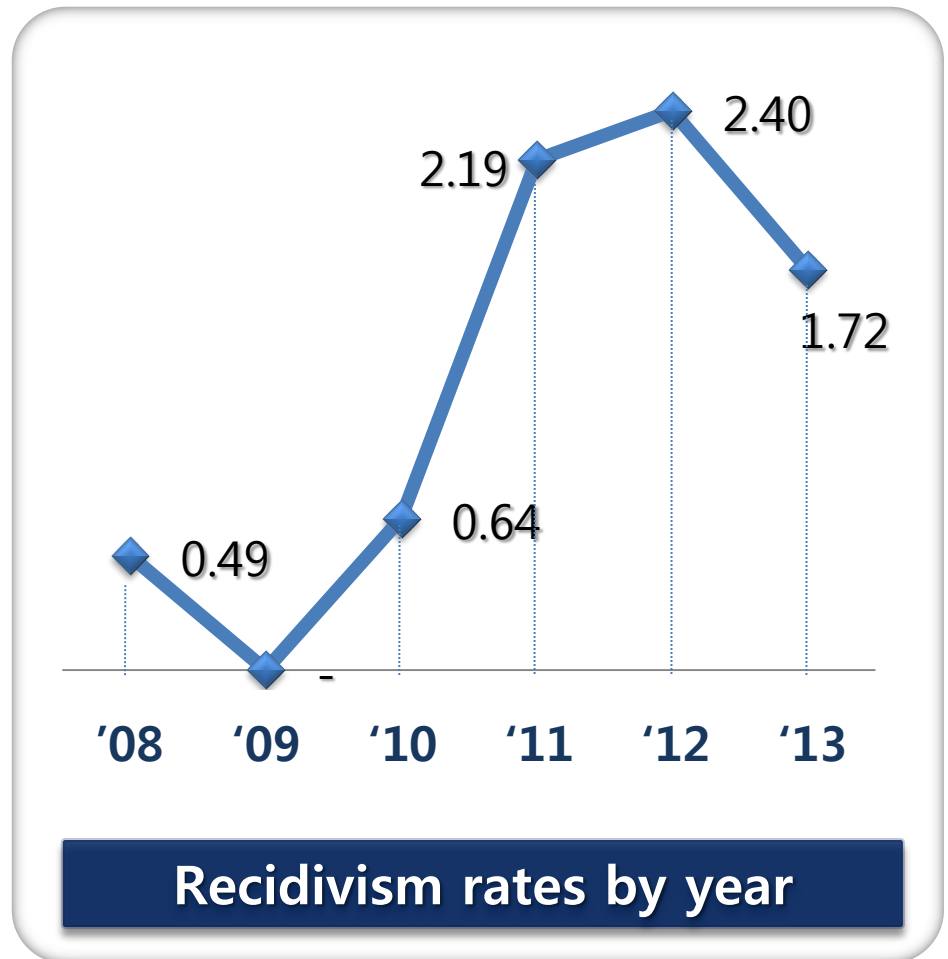
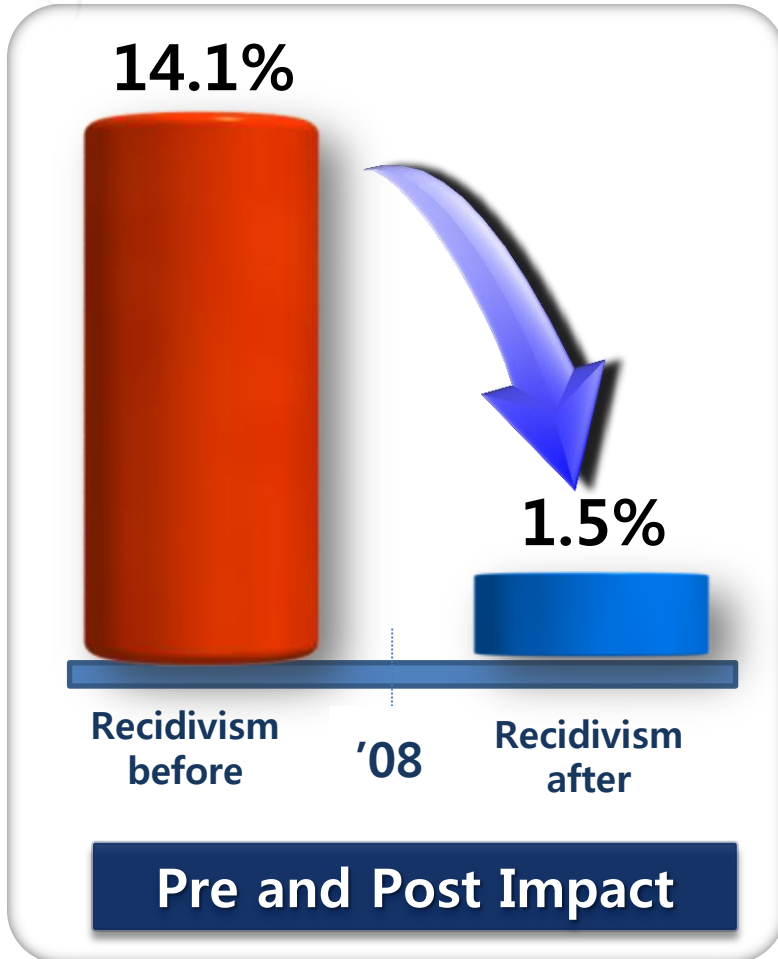
- Certainty of punishment
- The fear of re-incarceration



### ❖ Behavioral changes

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

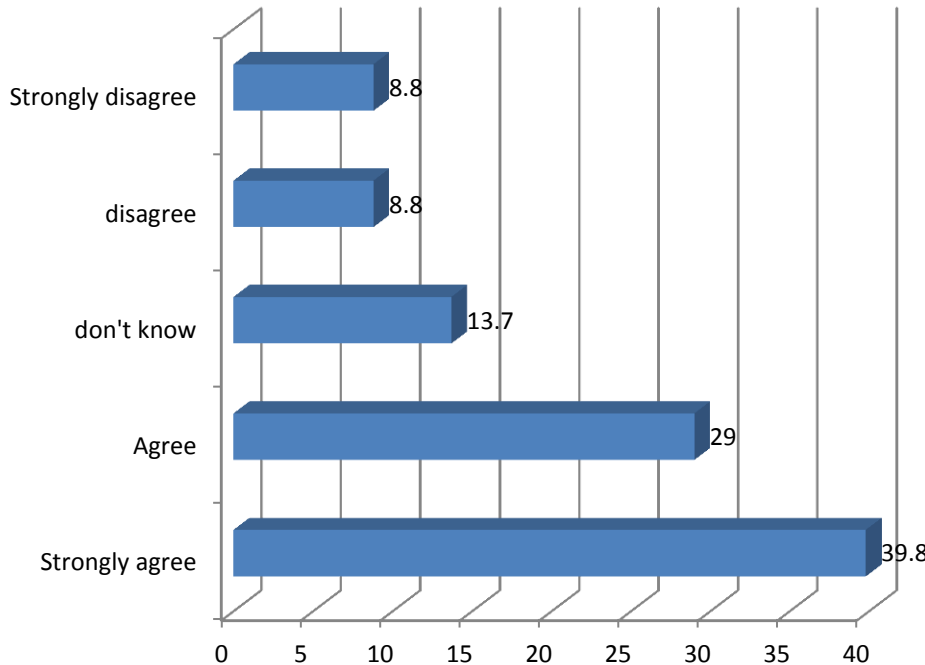
# 2 Success : *Recidivism Control*



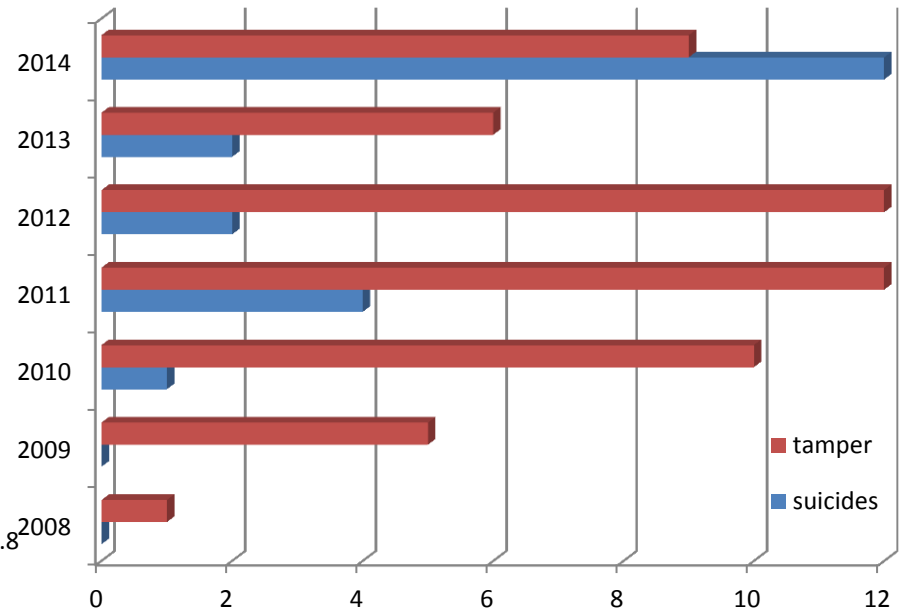
Recidivism: re-prosecuted for any type of crime

# 3 Challenges: *Policy-related Issues*

## ❖ Shaming Factors ignored



I feel ashamed.....



The number of suicides and equipment tampered



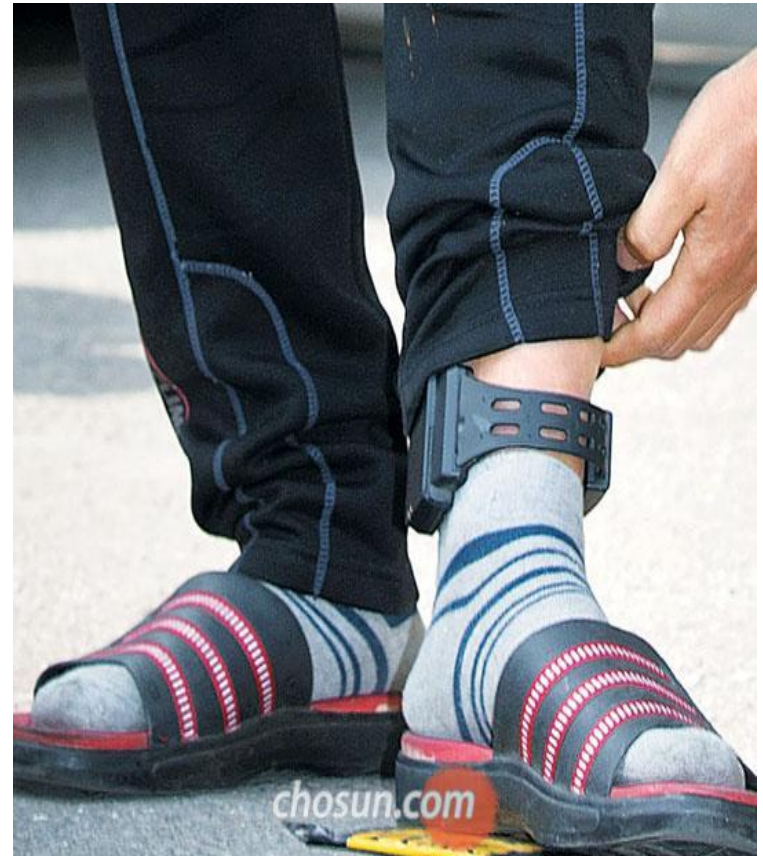
# 4 Challenges: *Policy-related Issues*

## ❖ 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

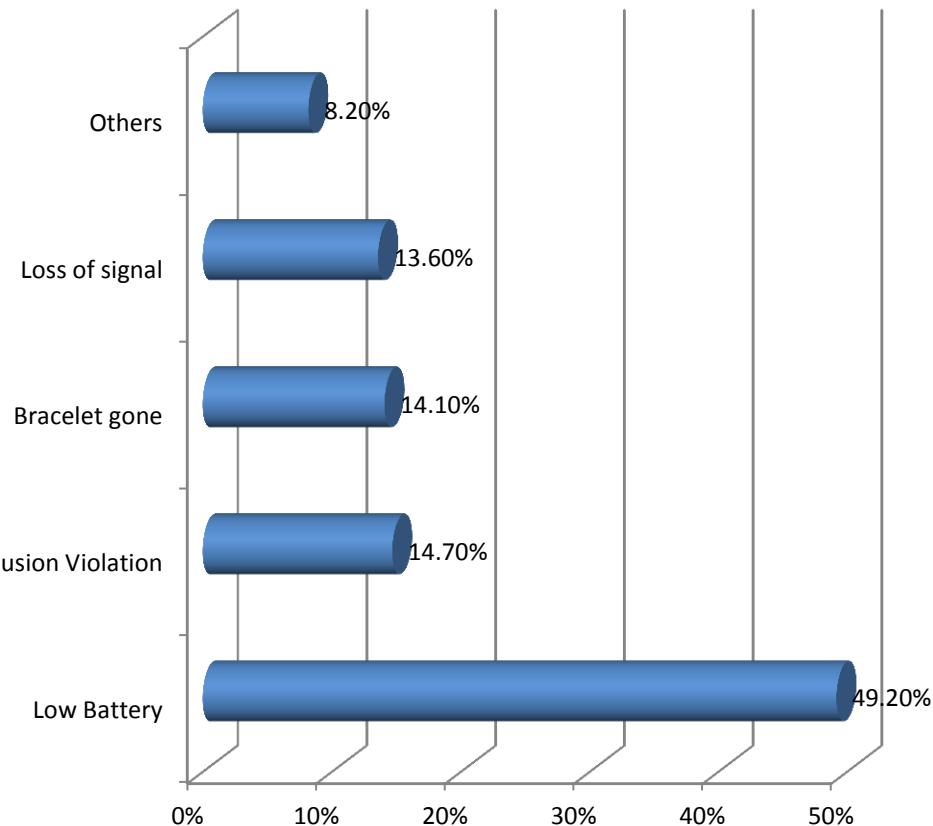
- Many false positive strap tamper alerts occurred in the earlier period of the program implementation.

## ❖ 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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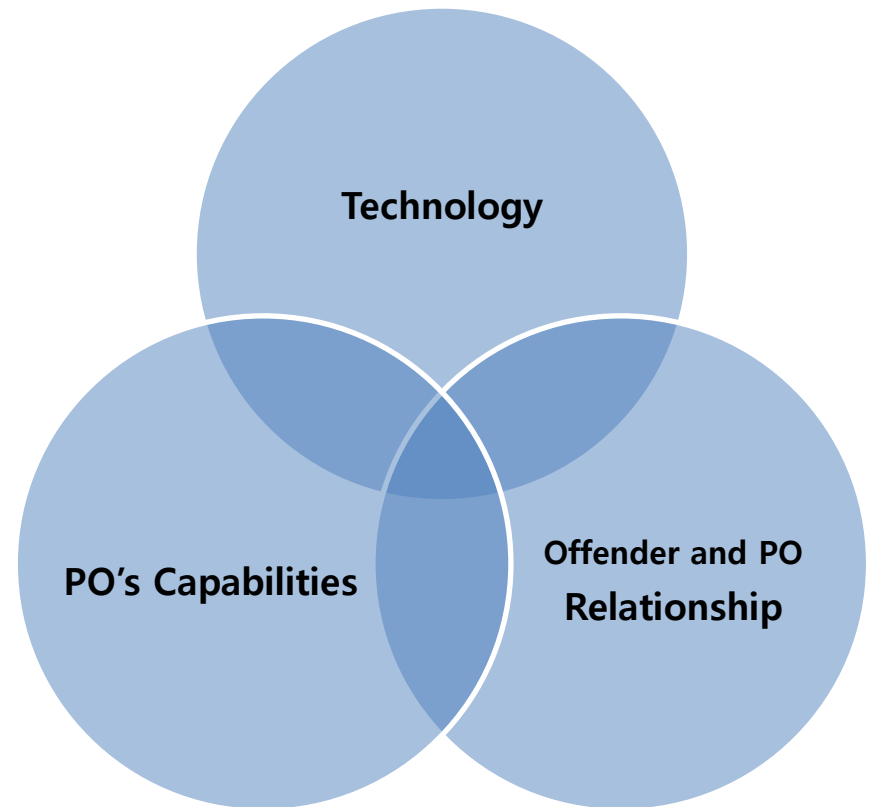
# 1 Key Lessons

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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 through 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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For any questions, please contact  
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