

Remote Interpreting Pilot Project Final Report

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Administrative Office of the Courts



Administrative Office of the Courts
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Executive Summary

The Administrative Office of the Courts (AOC) undertook a remote interpreting pilot project to address a shortage of qualified foreign-language interpreters in rural and suburban Georgia courts. The goal of the pilot was to assess whether remote interpreting could be a viable, lower-cost alternative to live, on-site interpreting for Limited English Proficient (LEP) court users in non-metropolitan Georgia. Payment for interpreters usually includes a two-hour minimum charge and travel costs to and from the courthouse. Courts often weigh the cost and time necessary to obtain a certified interpreter against the need to move cases to disposition.

For the pilot, which ran from October 2012 to June 2014, three state-certified Spanish-language interpreters used a combination of video, phone, wireless, and Internet technologies to interpret non-jury trial events from the AOC offices in Atlanta. LEP court users received these services in three courts that were as far as 150 miles away – Richmond County superior and state courts; Sumter County superior court; and Polk County juvenile and magistrate courts and public defender’s office.

The Georgia General Assembly appropriated \$65,760 over two fiscal years to fund equipment purchases and interpreter services during the pilot. The pilot used the T3 Interpreter System, which supported simultaneous and consecutive interpretation and sight translation. The interpreter had the ability to manipulate the system’s audio component to communicate with the entire courtroom, LEP person only, or between the LEP person and his or her attorney.

Georgia is among several states that have piloted or implemented audio/visual remote interpreting systems as a way to contain costs while meeting increasing demand for language services in the courts. Use of remote interpreting is increasing nationwide, and the

technology to facilitate remote interpreting is becoming more sophisticated. Nonetheless, states are struggling with a variety of technical, political, training, monitoring, and feedback issues while attempting implementation. The AOC consulted with the National Center for State Courts, the Council of Language Access Coordinators, and other states’ court administrators to better understand remote interpreting solutions and processes.

To evaluate the pilot, AOC staff observed live interpretations of court proceedings; interviewed stakeholders; and collected data on hours of interpretation, clients served, costs, and type of court proceeding. The primary findings are:

1. A sophisticated remote interpreting system like the one used has the same quality as in-person interpreting;
2. The cost of an audio/visual system that maintains the service level of in-person interpreting is very expensive for courts that do not regularly serve LEP court users;
3. Court staff training and consistent use are necessary to maintain familiarity and deter errors with a remote interpreting system; and
4. Courts may need to analyze and change procedures to identify the need for an interpreter prior to court proceedings.

At the conclusion of the pilot project, the AOC recommends the following:

1. Courts and the AOC should track the number of court users that require language interpretation, which will give the AOC and counties a better picture of the need for interpreters;
2. Courts should examine process improvements that will ensure earlier notice of a need for interpreter services;
3. Rural courts should explore emerging, simplified technical solutions that allow for on-demand certified interpreters;
4. Courts using remote interpreting technology should undergo regular training and practice sessions to maintain familiarity with the technology; and
5. The Commission on Interpreters should encourage the training and certification of foreign-language interpreters in rural areas.

Background

Purpose

In Georgia, nearly 13 percent of the population speaks a language other than English at home, and more than 520,000 people speak English less than very well.¹ Under the guidance of the Georgia Supreme Court Commission on Interpreters, the Administrative Office of the Courts (AOC) works diligently to certify court interpreters statewide who assist people with Limited English Proficiency (LEP) navigate court proceedings. However, there is still a shortage of qualified interpreters in rural and suburban parts of the state.

To assist courts in providing qualified interpreters, the AOC received funding from the Georgia General Assembly to conduct a pilot project for video remote interpreting. The goal was to assess whether video remote interpreting provides Georgia courts with quality interpretation at reduced costs. The pilot project allowed certified interpreters, working from the AOC offices in Atlanta, to provide remote interpretation using a combination of video, phone, wireless, and Internet technologies for non-jury trial events in three non-metro counties.

Timeline

In FY12, the AOC:

- Received a state appropriation to purchase video remote interpreting equipment;
- Identified two initial pilot project sites; and
- Purchased the T3 Interpreting System for the project.

In FY13, the AOC:

- Received a state appropriation to pay for contract interpreters;
- Contracted with two state-certified Spanish interpreters;

- Delivered courthouse equipment to the pilot sites;
- Trained court staff at two locations; and
- Began evaluating the project.

In FY14, the AOC:

- Decided to extend the project and evaluation through FY14;
- Ended services to one of the sites;
- Moved equipment to a third pilot site; and
- Completed the evaluation of the project.

Funding

The Georgia General Assembly allocated \$65,760 over two fiscal years for the pilot. With this funding, the AOC purchased two video remote interpreting systems and one interpreter station system. It also paid for contract services for the two state-certified Spanish interpreters.

Amended FY12	\$20,000	Equipment Purchase
FY13	\$45,760	Interpreter Services
Total	\$65,760	

During the pilot, none of the pilot sites paid for project related interpreters or equipment. Two of the three courts incurred a small cost to install and maintain an analog phone line, which was required for the T3 Interpreting System.

Outside of the pilot's timeframe, the courts generally contracted with and paid directly for interpreters, some of whom are state-certified and some of whom are not. Courts typically pay interpreters a two-hour minimum for services, travel time, and mileage expenses.² This can be costly for courts located far from state-certified interpreters, most of whom reside around metropolitan Atlanta. The distance of the pilot

¹"Georgia: Selected Social Characteristics in the United States, 2007-2011 American Community Survey 5-Year Estimates." U.S. Census Bureau (2013). factfinder2.census.gov/faces/tableservices/jsf/pages/productview.xhtml?pid=ACS_11_5YR_DP02&prodType=table.

²Paying for travel time is not as common as paying for travel costs and a two-hour minimum.

sites from Atlanta ranged from 70 miles to 150 miles.

Human Resources

Each site had an individual or a small team that facilitated scheduling with the remote interpreters.³ These individuals were also responsible for operating the remote system and communicating with the AOC team. In some cases, they facilitated process changes to support the pilot project.

The AOC advertised the contract positions for Spanish-language certified court interpreters who had a minimum of two years' experience. The selection process involved a resume review, initial screening, and panel interviews. Over the course of the pilot, three professional interpreters provided interpreter and translation services: Paul Williamson, a state-certified Spanish interpreter, who was the primary interpreter in the first year; Clara Montoya, a state-certified Spanish interpreter, who was the primary interpreter in the second year; and Cathy McCabe, a federally-certified Spanish interpreter, who served as the backup interpreter during the entire pilot.

The AOC's staff team, whose skills include project management, research, information technology, and interpreter subject matter expertise, provided training and technical assistance to all sites throughout the pilot project. The AOC team also trained the interpreters to use the technology.

Equipment

After reviewing alternatives, the AOC selected the T3 Interpreter System due to its ability to support simultaneous and consecutive interpretation and sight translation. The system operates as a self-contained unit in a mobile cart, which allows court staff to move the station from one courtroom to another and set it up in minutes.⁴

The system consisted of two tiers of functionality – video and audio communication. The video, which shows the interpreter and the courtroom, was delivered over a broadband Ethernet connection and a third-party downloadable video application called VSee. Audio from the courtroom and interpreter came through a standard analog phone line and a proprietary audio control application that managed volume control and allowed the interpreter to communicate with the entire courtroom, LEP person only, or between the LEP person and his or her attorney. The system utilized wireless microphones and headsets for the LEP person and courtroom personnel.

³Courts submitted requests for remote interpreter services via email to the primary interpreter at least forty-eight hours prior to the proceeding. The primary interpreter submitted an email response confirming availability or forwarded the request to the backup interpreter. All appointments and cancellations were managed through a shared Google calendar accessible to the courts and AOC.

⁴See Appendix A for a picture of the T3 System.

National Scan of Remote Interpreting

As court budgets remain constrained and the demand for language services increases, several states have piloted or implemented audio/visual remote interpreting systems. Georgia is one of the few states without a unified court system to do so.

Throughout the project, the AOC participated in an ongoing national discussion about remote interpreting best practices, technology, and innovation.⁵ The AOC relied on resources from the National Center for State Courts, the Council of Language Access Coordinators, and other states' court administrators to understand alternative remote interpreting solutions and processes. To contextualize and inform Georgia's effort, the AOC contacted other states that have used remote interpreting systems. Through these interviews, the AOC discovered numerous similarities between Georgia and other states' experiences.

Florida (Virtual Centralized Remote Interpreting Initiative) – Florida's Ninth Judicial Circuit uses existing, unified courtroom technology to provide video remote interpreting from eight remote workstations. Interpreters use simultaneous interpretation and control the audio in any courtroom in the circuit from their computers or touch tone telephones. The Florida system works well, but technological limitations restrict where remote interpreters can be located.

Minnesota (Bi Amp Commercial Audio System) – Minnesota's goal was to reduce interpreting costs and travel time associated with brief, uncontested hearings. Many counties piloted an audio system, but one county also piloted video capability. The system was well received, but it is not being used now due to technical problems.

New York (Polycom) – New York provides interpreting services from a central location in areas where finding an interpreter is difficult. Most of its courts already had a uniform audio/visual system, so the state was able to utilize this technology with interpreters located in a central office. Uniform technology was an important part of the state's success.

North Carolina (Bi Amp Commercial Audio System) – North Carolina sought to increase its use of qualified interpreters. The state utilized an audio-only system in fewer than ten counties. Like Minnesota, stakeholders were enthusiastic about remote interpreting, but technical problems prevented its continued use.

Oregon (Polycom) – Oregon began using telephone remote interpreting in 2002, and it currently uses a Polycom system over a private statewide network. While its program is successful, Oregon faces challenges in ease of technology use and attorney-client communications.

Texas (MegaMeeting) – The Texas environment is perhaps most similar to Georgia's, since 75 percent of its counties have no state-certified interpreters. Texas purchased an audio-only remote system through a federal grant that limited its use to domestic violence cases. Texas reported difficulty in achieving court adoption of the system, but when used, courts were pleased.

After two years and fewer than twenty cases interpreted, the Texas Office of Court Administration (OCA) received a state appropriation to hire Spanish interpreters for all case types. These interpreters are available to provide remote interpreting through teleconference phones. In the first four months of the

⁵The National Center for State Courts Language Access Services Section's "Remote Interpreting Guide for Courts and Court Staff" (July 2014) is a practical reference guide including recommended best practices, an overview of existing technologies, remote interpreting system requirements, and factors to consider when providing remote interpreting.

OCA providing this service, interpreters served in 157 proceedings.

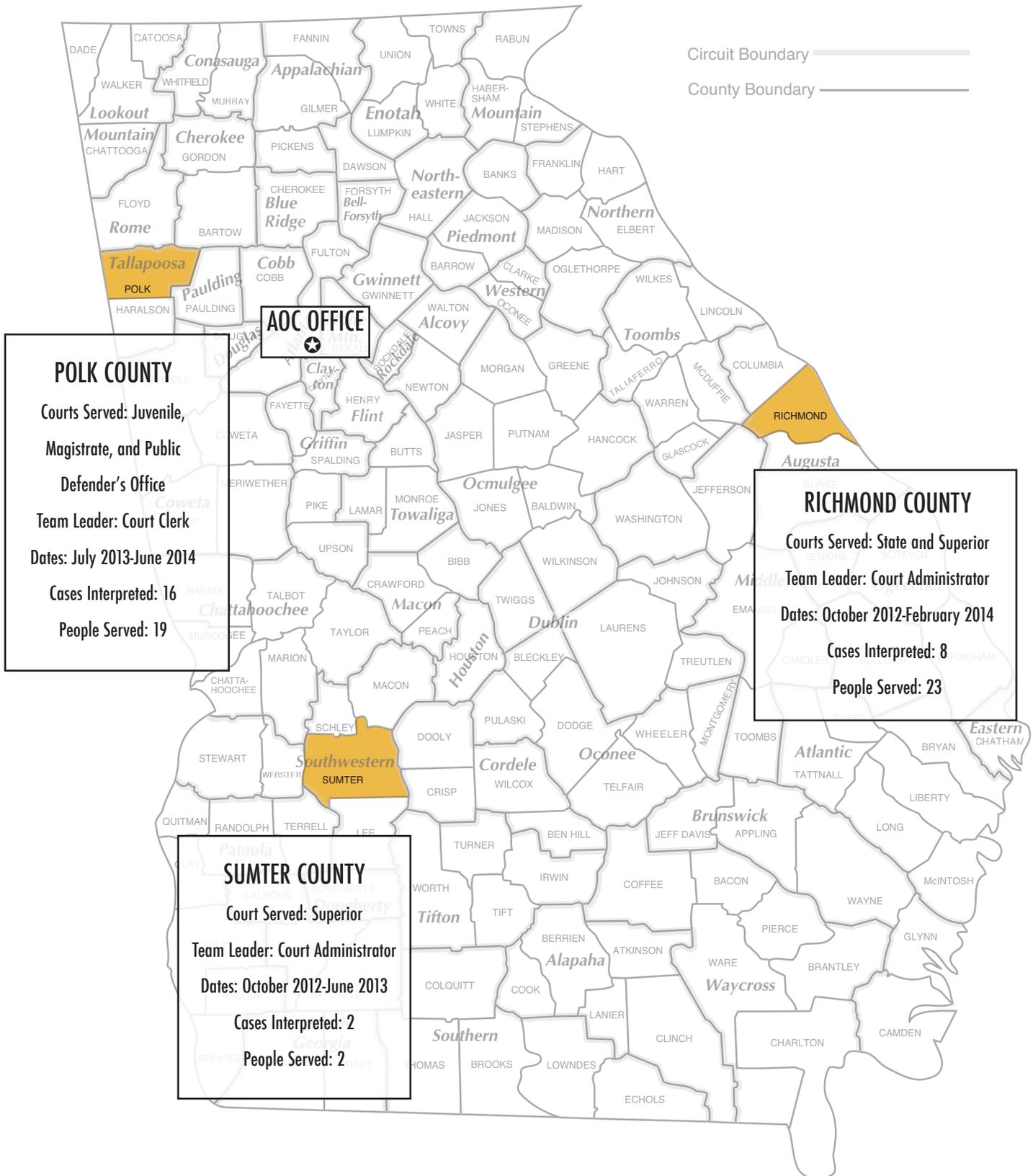
Utah (de la Mora Audio⁶) – Utah uses five audio-only remote interpreting units in rural courtrooms. The remote interpreters are located in a central, urban courthouse. Utah has been pleased with the service for short hearings, but Internet bandwidth had to be upgraded in several rural locations. Utah provides training for judges, attorneys, and clerks but continues to experience reluctance in the use of this technology.

West Virginia (QDX 6000, CMA 4000) – West Virginia’s video remote interpreting system utilizes an adapted video arraignment system linking jails to courthouses statewide. Unfamiliarity due to its use in fewer than ten cases during 2012 led to high user error with the system.

Many of the goals, program requirements, and problems described by these states are similar to Georgia’s experience. The environmental scan demonstrates that while remote interpreting is desirable, many states are still struggling to perfect its implementation.

⁶de la Mora Audio also produces the T3 Interpreting System that Georgia used. The systems’ audio functions are identical, but Utah’s technology does not include video or sight translation capabilities.

Pilot Site Profiles



Site Preparation

Before the pilot began, participating courts completed a questionnaire to determine their level of need. The AOC questioned courts about the frequency of LEP court users and the availability of certified court interpreters. Additionally, stakeholders in participating counties provided information regarding the current state of their courts' interpreting programs and their feelings about remote interpreting.

The AOC required the courts to undergo information technology consultation and staff training before they could use the remote interpreting system.

This ensured that the courts met all technical requirements and that staff had adequate knowledge to operate the system without AOC assistance. After installation, each court was required to conduct a training session with its staff, the AOC, the interpreters, and the vendor. The training demonstrated how to use the system, and court staff participated in a mock court hearing with an LEP court user. The sessions provided an opportunity for information technology staff to work through any remaining technical issues and for interpreters and staff to become familiar with the equipment in a relaxed atmosphere.

Table 1: Pilot Sites Demographics and Caseload, 2012⁷

	Richmond County		Sumter County Superior Court	Polk County Juvenile Court
	Superior Court	State Court		
Total Population	202,587		31,554	41,188
Spanish Speaking Population	11,750 (5.8%)		2,177 (6.9%)	5,149 (12.5%)
Case Filings	7,670	31,221	1,660	519

⁷The United States Census provided population data for the three counties, while local court clerks reported caseload data directly to the AOC.

Project Evaluation

Methodology

The AOC collected data through:

1. Directly observing interpreted court proceedings from the AOC office and at the county courthouses;
2. Interviewing the stakeholders who interacted with the remote system, including judges, interpreters, clerks, prosecutors, public defenders, and information technology staff; and
3. Collecting invoices completed by interpreters detailing the number of hours interpreted, clients served, and type of court proceeding.

Findings

Courthouse stakeholder feedback from questionnaires, observations, and interviews is summarized thematically below.

Quality of Interpretation

1. Some courts occasionally used non-certified interpreters prior to the pilot when they could not obtain a certified interpreter without further delaying the case. Non-certified interpreters included probation officers, sheriff's deputies, family members of court users, and lay people from local restaurants. An *Atlanta Journal-Constitution* article shows that this practice is not uncommon, even in the Atlanta metropolitan area.⁸
2. Courts reported using telephonic interpreting services instead of in-person interpreters. These on-demand services can be low cost, but the court does not know the training or qualifica-

tions of the interpreter. The court also must use any interpreter who is available to answer the call, prohibiting the court from becoming familiar with the interpreter. Courts appreciated that the pilot project provided them with one primary interpreter, allowing them to become comfortable with the interpreter.

3. Court administrators noted that the remote system prevented conflicts of interest that often arise in cases involving LEP persons. AOC staff observed court proceedings where LEP court users would bring a family member to interpret for them. Having the remote system allowed courts to utilize a neutral, certified interpreter without rescheduling the case.
4. Some judges were frustrated by what they view as hyper-regulation of court interpreting, requiring state-certified interpreters for all court proceedings. They believe that local, non-certified interpreters perform their work adequately even though they may not have the knowledge or resources to pass the state certification tests.

Technology

1. For the video technology to work seamlessly and not freeze, AOC and county IT departments had to isolate computer network bandwidth for the remote interpreting system. While video quality never affected court proceedings, the interpreters did express frustration with interrupted video. A lack of video prevented the interpreter from seeing the LEP person's body language and expressions, which they believe are integral to accurate interpretation.

⁸Fox, Pat. "High cost of interpreters hits local courts." *Atlanta Journal Constitution*, July 30, 2010. www.ajc.com/news/news/local/high-cost-of-interpreters-hits-local-courts/nQh2n/.

2. The T3 audio worked without interruption but required a dedicated analog phone line, which is not typically available in newer courthouses. Two locations had to install an additional analog line before the system could be used.
3. The T3 system required minor adjustments throughout the project, e.g., tightening screws, securing wires, and adjusting camera angles. In some instances, local court personnel could resolve the issues, but AOC IT personnel assisted in others.

Training and Ease of Use

1. Judges, clerks, administrators, attorneys, interpreters, and IT staff unanimously agreed that, with proper training, anyone could use the remote interpreting system. Judges in particular were concerned that they would need technical knowledge of the system, but after training and several uses, their fears subsided.
2. Training is a critical part of implementing a remote interpreting system to ensure all parties understand the technology. Even after implementation, written instructions and procedures increased effectiveness and satisfaction.
3. The T3 system easily accommodated simultaneous and consecutive modes of interpreting with one attorney and one LEP court user. On several occasions, courts used the equipment with multiple LEP parties and their attorneys, requiring consecutive interpretation over the courtroom speakers. Some judges also requested the interpreter to use only the consecutive mode of interpretation.

Utilization and Business Process

1. The AOC team used demographic and survey data to locate counties that needed interpreting services, led stakeholder meetings, and offered training and continuous support to each remote site. Despite these efforts, system usage never achieved levels anticipated at the project's inception. During the two years of the pilot, the remote system was used fewer than twenty times. Richmond and Sumter counties did not have the volume of LEP court users they anticipated when selected for the project. This may be due to shifting demographics or other factors outside the courts' control. Although it had greater usage than the other locations, Polk County rarely used the system more than once per month.
2. Frequent system use is critical for familiarity and prevention of user errors. The system was underutilized, increasing cost per use and preventing familiarity and efficiency.
3. Courts experienced challenges adjusting their business practices to take full advantage of the remote system. Not identifying a need for an interpreter early in the process perpetuated rescheduling and case delays.
4. During the pilot, courts arranged interpreting sessions directly with the interpreters. Scheduling required them to have advance notice that a court user required interpretation. While this worked well in most cases, court staff expressed the desire for a truly on-demand system, eliminating the need for advanced scheduling.

Cost

1. Though agreeing on the need for interpreting services and being supportive of the pilot, some judges lamented that their counties do not have enough resources to afford certified interpreters. They noted the lack of local, qualified interpreters and the inability to know when an interpreter will be needed. They explained how non-certified alternatives help avoid delays that can unnecessarily keep people in jail or without protection orders.
2. When courts used certified interpreters, they were often doing so at great expense. Due to the lack of certified interpreters in parts of Georgia, courts often paid for certified interpreters' mileage and travel time in addition to direct services. Even in urban locations, interpreting services can be costly.

Cost Comparison

Using pilot interpreter invoices and Polk County's pre-pilot interpreter invoices, staff compared the costs of the two systems.⁹ For the purpose of the cost comparison, the costs below indicate what Polk would have paid for the remote system and interpreters without the state appropriation and AOC financial assistance. The table compares only interpreting costs and remote system costs; it does not include the cost of court and AOC personnel, training, utilities, and other items.

Table 2 shows Polk County Juvenile Court's interpreting costs for June 2012 to February 2013 and for the same period in 2013 and 2014. Mileage and travel

reimbursement made up more than 34 percent of Polk's pre-pilot interpreting costs. Polk paid over twice as much for mileage and travel pre-pilot than all interpreting services costs during the pilot.

Due to initial equipment costs, the remote system costs more to operate in the first year of use than the cost of paying interpreters to travel to court when needed. Assuming Polk County averages more than \$4,000 per year in costs for interpreters' time, mileage, and travel, the county would recoup the cost of purchasing a remote system in approximately seven years.

Table 2: Pilot Project Cost Comparison

Polk County	Pre-Pilot Project (2012-2013)	Remote Interpreting (2013-2014)
Interpreting Time	\$2,860	\$630
Mileage	\$715	\$0
Travel Time	\$790	\$0
Remote System	\$0	\$29,846
Total Cost	\$4,365	\$30,476

⁹The AOC utilized Polk County data because it was the only county with sufficient use of the remote system to justify an analysis, and it was the only county with detailed records on the cost of previously interpreted cases.

Findings Summary and Recommendations

Stakeholders in all three counties unanimously agreed that interpreting services are essential to LEP people's access and fairness in the courts. Judges, clerks, and administrators in each county were supportive of the pilot project and believed it could help their courts. The interpreters contracted by the AOC also felt strongly about the remote system and its potential to address inadequate court services. All stakeholders were satisfied with the remote interpreting system and agreed that: given the proper training, the system was easy to use despite minor technical issues; and remote interpreting provided the same service level as in-person interpreting to the court user.

However, the benefits of the technology used in the pilot may not be offset by the cost. Without significant usage, courts will find it difficult to justify the purchase of the equipment. Lower cost equipment and on-demand services for remote interpreting are entering the market; however, these alternatives do not allow for the multiple modes of interpretation or the audio control that the T3 does.

Based on observations, interviews, and data collection, AOC staff concludes that Georgia's courts are not ready for widespread adoption of video remote interpreting. The pilot demonstrated that remote interpreting provides quality services to courts but not at a lower cost than they were previously paying (if equipment is not provided by the AOC).¹⁰ Before the state or local courts invest more resources into remote interpreting technology, the AOC recommends the following items be considered.

1. Utilization – Most courts' case management systems do not track the number of cases in which an interpreter is needed. This prevents courts from making data-driven decisions about budgets and resources needed for interpretation. Without clear numbers of LEP court users and their primary languages, courts and the state will not be able to recommend solutions. Courts cannot rely on anecdotal evidence or best estimates. Courts must work with all stakeholders to ensure better data at the local level.
2. Business Processes – Courts must be willing to consider and adopt new business processes to prevent case delays when a court user needs an interpreter. Courts should identify a litigant's or witness's need for an interpreter at the earliest possible time to allow efficient scheduling, whether using in-person or remote services.
3. Cost – Most remote interpreting systems, like many new technologies, require significant initial investment in equipment and training or in uniform court technology. Courts must be able to evaluate costs and benefits prior to purchasing a remote interpreting system as a primary method to provide language services.
4. Alternative Technology – Courts may wish to explore the new, on-demand, remote interpreting technologies that provide audio/video interpretation through iPads and similar devices. These products do not have the advanced audio capabilities that the T3 does, but most employ existing (or easily purchased)

¹⁰This analysis is based on use of the T3 Interpreting System.

technology. Additionally, vendors that charge based on time increments will build an on-demand pool of state-certified interpreters.

5. State-funded Interpreters – The AOC should explore any state or federal funding options to pay for interpreters who could be available to courts remotely. Texas has demonstrated that courts are willing and pleased to use state-certified interpreters through teleconference capabilities.
6. Availability of Interpreters – Courts outside the metropolitan Atlanta area struggle to find state-certified interpreters near their courts. The Commission on Interpreters should explore outreach to rural and suburban areas to encourage bilingual people to become trained and certified as interpreters. While technology is improving, certified, in-person interpreters will always be the preferred method for court interpretation.¹¹

¹¹The National Center for State Courts will produce a national directory of interpreters who can work remotely by January 2015.

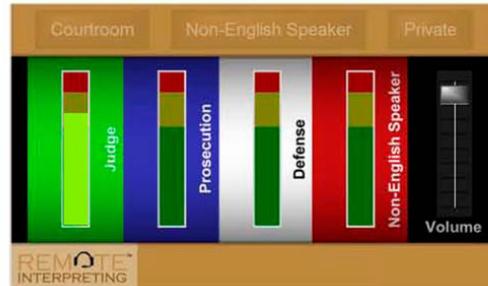
Appendices

APPENDIX A: T3 Remote Interpreting System



QUICK SETUP GUIDE

T3 MULTI-ROOM REMOTE INTERPRETATION CART



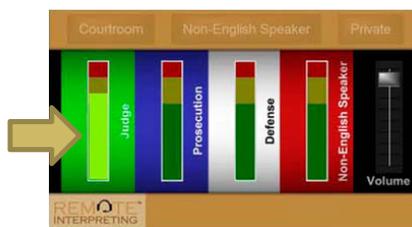
1. PLUG IT IN

Make sure that the T3 is plugged into a wall outlet, and that the phone jack in the back is plugged into a dedicated analog telephone line. The T3 HD also needs a wired connection to the internet for the video mode. The handset should produce a dial tone when lifted. Press the power button on the lower right-hand corner of the interface to activate it.

2. PASS THE MICS

The display should correspond to the cutout below. Remove each microphone and activate using the button on the front.

The corresponding VU meter will move on the screen.



Connect the lapel microphones to the corresponding headsets as pictured. After clipping the mic to the metal frame, make sure to connect the cable securely. Put the green mic near the judge's bench, and the white headset on the table near the defense. Put



APPENDIX A: T3 Remote Interpreting System

the red headset near the podium where the NES will have easy access to it, then place the blue mic near the prosecution.

3. PLACE THE CALL

You are now ready to begin remote interpretation. Lift the handset and dial the interpreter's number. After confirming the interpreter is on the line and ready, press the star (*) key and replace the handset. The interpreter will now conduct the remainder of the session remotely.

4. CONNECT WITH VIDEO

Touch the larger screen on the front of the machine to activate it. Tap on the video icon in the upper right hand corner of the screen to open the address book. Select the desired contact and click the video icon to initiate a video call. Please note that the audio is still being transmitted independently through the phone system.

UPON COMPLETION

The session is terminated when the interpreter disconnects the call. BEFORE HANGING THE HEADPHONES ON THE PROVIDED HOOKS, BE SURE TO RETURN ALL FOUR MICS TO THEIR CHARGING STATION TO ENSURE A FULL CHARGE. The T3 Multi-room unit must be left plugged in at all times. If the unit needs to be moved, be sure to reconnect it once it has been relocated.

APPENDIX B: Technological Requirements

For the interpreter:

- Laptop
- HD web cam
- Standard phone line with headset

For the court:

- Dedicated broadband Internet connection
- Analog phone line
- Power source

Included with the T3 System:

- Two laptops
- A sound mixer
- A wireless transmitter
- Four wireless microphones
- Two headsets



