

LOUISVILLE METRO GOVERNMENT

JAIL & SUBSTANCE ABUSE

EXPLORING THE LINKED CHALLENGES OF DRUGS AND INCARCERATION
IN LOUISVILLE, KY

FINDINGS FROM DISCOVERY



Discovery Activities

+ DATA ANALYSIS

+ BEST PRACTICE RESEARCH

+ OBSERVATIONS OF JAIL & TREATMENT CENTERS

+ INTERVIEWS WITH NEARLY 70 PEOPLE



+



+



INTERVIEWS:

- 14 Incarcerated People
- 11 Corrections Staff
- 2 Corrections Leadership

- 13 at Healing Place Treatment Center (2 Leaders, 7 Staff, 4 Clients)
- 7 at COPES Treatment Center (2 Leaders, 2 Staff, 3 Clients)
- 7 at Our Lady of Peace Treatment Center (3 Leaders, 3 Staff, 1 Client)
- 4 Transitional Housing Residents
- 1 Leader at Seven Counties Services Treatment Program
- 1 Leader at St. John Center for Homeless Men
- 1 Staff Member at Jefferson County Public Schools
- 1 Staff Member at University of Louisville Hospital

- 3 Criminal Justice Commission (Leadership & Staff)
- 2 Metro Government Leaders
- 1 Police Officer
- 1 Police Department Leader

○ Service User ● Service Provider

7 AGGREGATE PERSONAS
developed to invent
and test possible
design concepts



What We Heard

A

WHAT ARE THE PRECIPITATING FACTORS FOR OPIOID ADDICTION?

mental health issues

exposure to abuse and violence

fear derived from anxiety and lack of hope

substance use by family, partner, others: drug-saturated environment

genetic predispositions toward addiction

low cost and easy availability of heroin compared to Rx pills

B

HOW DOES JAIL SERVE AS A SOURCE OR INCUBATOR OF FUTURE PROBLEMS?

idleness and related feelings of helplessness

information sharing on criminal methods and new criminal contacts

reduced employability: "Who's going to hire me now?"

diminished personal agency, causing poor self-esteem

"I'm still a man, I still need respect"

uncertainty about next steps, increasing likelihood of relapse

loss of job, home, medication, health insurance, family contact, other basic needs

C

WHAT MAKES A JAIL SAFE OR NOT SAFE?

being a newbie: fresh arrest, new in dorm, "fresh meat" being sized up

overcrowded dorms, backs of dorms, bathrooms, 5E/6E, arraignment area, mental health wing

blind spots & danger zones

"A bad day," especially in court: common trigger for harm

layout that diminishes morale, trust between officers and jailed people

culture of fear, anxiety, and intimidation among officers and jailed people

people detoxing in general population dorms

officers not prepared or willing to be health providers

D

WHAT DOES IT MEAN TO BE 'RELEASE READY'?

address the persistence of substance addiction

conceive of life options outside of drug use and criminal activity

receive planning & guidance in days or hours before release

resolve basic needs like clothing, shelter, medical care before release

have a support network, in jail and out of jail

learn productive coping mechanisms for life after release from jail

secure a space in a treatment program

Exploring Drugs & Jail in Louisville

THE CHALLENGE

The jail is handling a surge in high-needs drug users that it's not designed to serve.

OUR APPROACH

The I-team from the Louisville Mayor's Office partnered with the Public Policy Lab to do a human-centered discovery process. We learned about issues around drugs and jail from dozens of stakeholders. Based on what we heard, we diagnosed six needs shared by all stakeholders and identified five promising paths for future collaborative design with Department of Corrections staff, jailed people, and other community members.

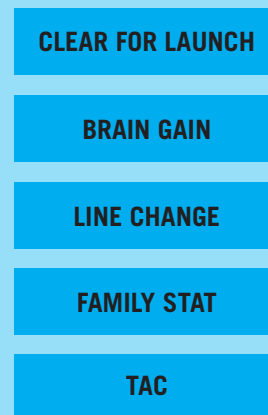
4 INQUIRY AREAS



6 SHARED NEEDS



5 DESIGN CONCEPTS



OUR RESPONSE TO THE CHALLENGE

Jail can model and support the behaviors that will help people lead more productive lives after release.

Personas

SERVICE PROVIDERS



Brother's Keeper

Hospital social worker; frustrated at underuse of medical treatments to stabilize opioid users, reduce ODs

“Most addicts would rather not steal your car radio. We can help opiate-involved people by giving them tools to manage their addiction, before they end up in jail or dead.”



Leveling Up

Corrections officer; wants better ability to deal with drug/mental health problems in jail

“I want inmates with mental health and drug issues to go to treatment facilities. Jail is not a good environment for these individuals and we officers are not equipped to manage them. Too often, I see the same guys right back in jail because no one is dealing with their problems.”



Law & Order

Corrections officer; sees jail's problems, but thinks people need to take responsibility for their lives

“My job would be easier if the jail were upgraded with new cameras, fewer blind turns, and wider hallways.”

SERVICE USERS



Over the Edge

Anxious, high-achieving student; recreational use tipped into addiction and overdose



Prescription Pathway

Middle-aged skilled laborer; Rx painkillers for job injury led to opiate dependency



Tough Life

Young mother of 4; history of poverty and abuse, PTSD, self-medicates with drugs



Broke & Busted

Divorced dad, laid-off from job; traffic stop turned up weed and a bench warrant, no cash to make bail

Experiences With Drugs and Jail

Holding a low-wage job; completed Healing Place program and placed in transitional housing



Working way through treatment program and plans to re-enroll in college when complete



In and out of jail numerous times; tired of that routine and became determined to change his ways; released to Healing Place

“I figure I’m going to make minimum wage for the rest of my life. I hope my disability application gets approved.”

Arrested on theft charges, fifth time in jail; placed in Enough is Enough peer-sobriety program in jail

“My aunt has tried to help me but I always go back to drugs. Last time I got out of jail I scored again two blocks from here.”

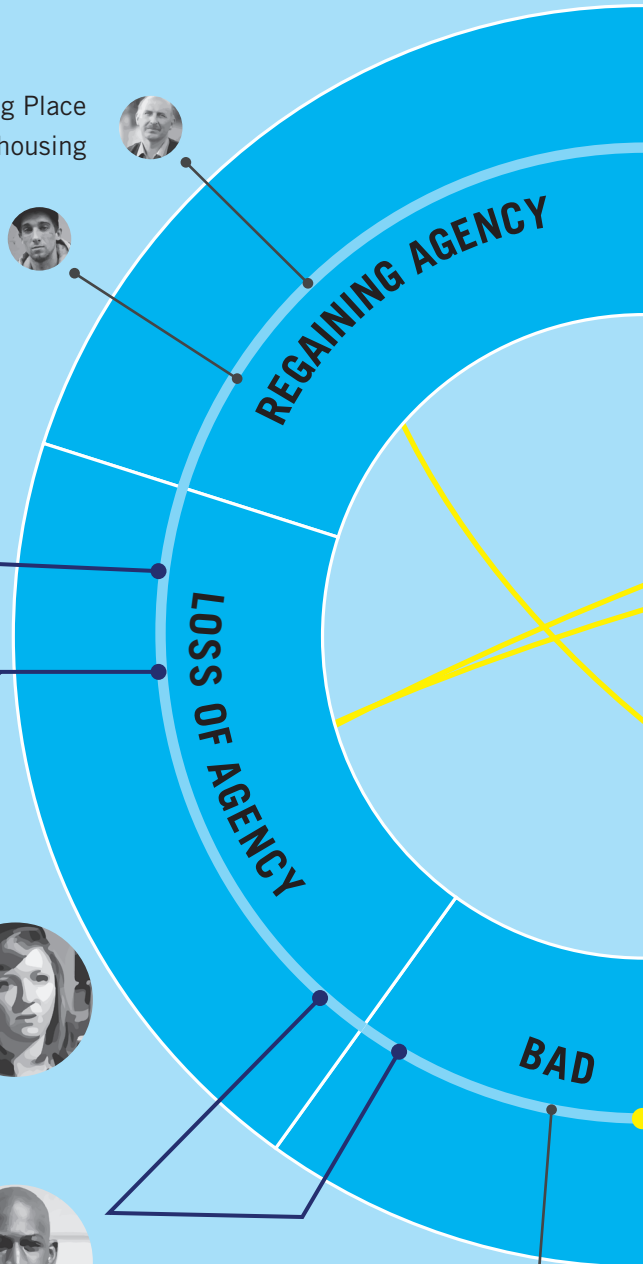


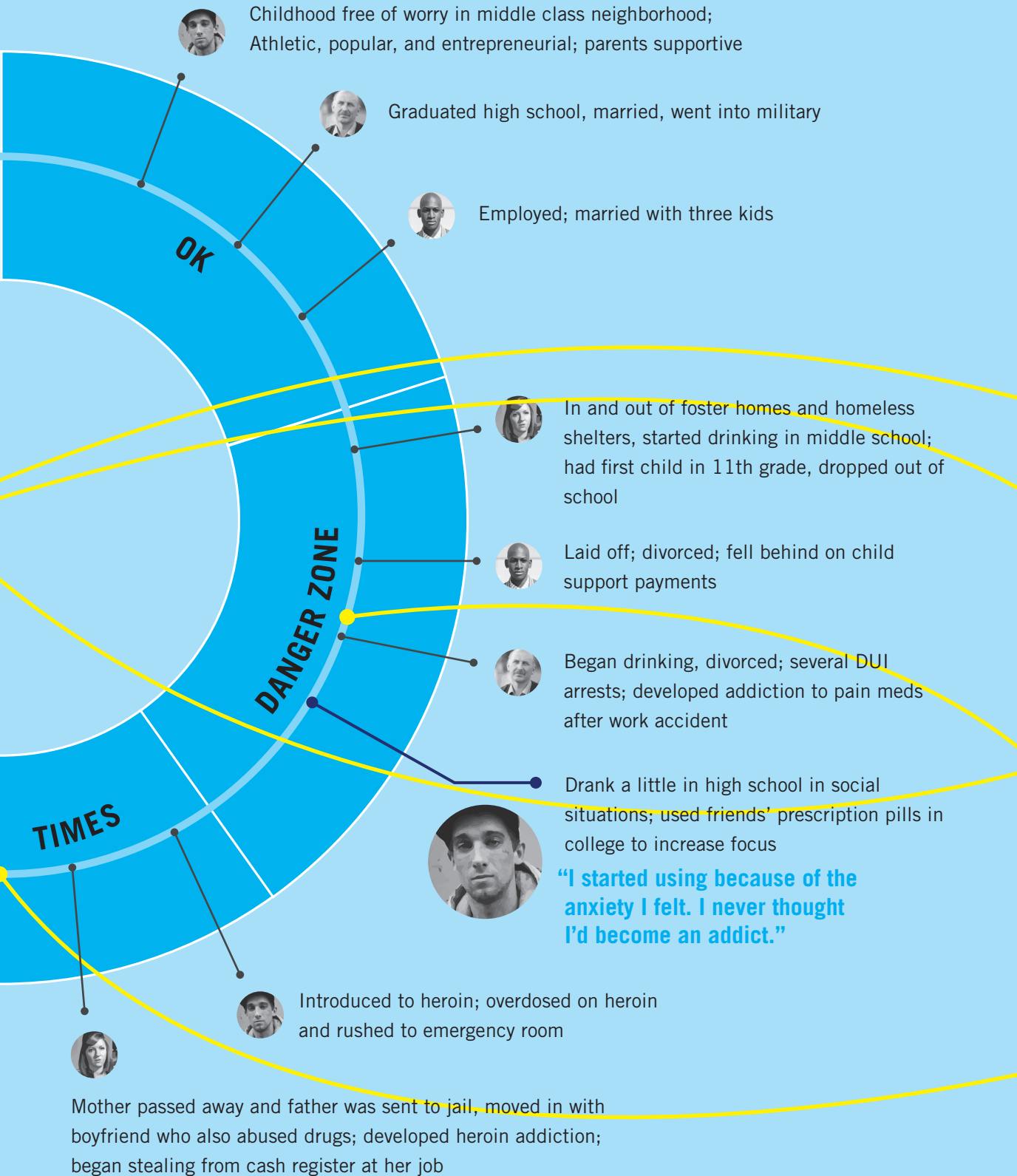
Bench warrant issued; picked up on minor traffic offense and arrested for outstanding warrant and possession of pot; couldn’t afford bail and ended up in jail



“I’m not sure where I’ll stay when I get out. I need to write some letters to folks. I don’t have money to make any calls.”

Became addicted to heroin; picked up on theft charges while stealing money to feed addiction





Six Shared User Needs

BASIC NEEDS

clothing, shelter, safety,
medical care

DIGNITY

respect, personal agency,
fair justice

SUPPORT NETWORK

family, mentors, a helping hand

USEFUL PURPOSE TO DAY

productive work,
a way to be helpful

MOUNTAINTOP PERSPECTIVE

role models & practices
for a good life

CLEAR PATH TO A BETTER FUTURE

a goal, a vision,
and a plan to get there

Design Concepts

CLEAR FOR LAUNCH

Offer support services and substance abuse treatment interventions keyed to duration of jail stay.

BRAIN GAIN

Reduce dangerous idle time in jail through educational and capacity-building activities.

LINE CHANGE

Offer medically validated interventions, in jail and in the community, to stabilize people with substance-abuse issues.

FAMILY STAT

Short-circuit cycles of family damage by using data to pinpoint better services for families of jailed people.

TAC (Targeted Alternative to Corrections)

Provide incentives for police officers to divert non-violent offenders before arrest and reduce economic burden of jailing.