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
- diminished personal agency, causing poor self-esteem
- uncertainty about next steps, increasing likelihood of relapse
- "I'm still a man, I still need respect"
- "Who's going to hire me now?"
- 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
- "A bad day," especially in court: common trigger for harm
- people detoxing in general population dorms
- "A bad day," especially in court: common trigger for harm
- layout that diminishes morale, trust between officers and jailed people
- layout that diminishes morale, trust between officers and jailed people
- blind spots & danger zones
- culture of fear, anxiety, and intimidation among officers and jailed people
- 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
- 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
- learn productive coping mechanisms for life after release from jail
- resolve basic needs like clothing, shelter, medical care before release
- have a support network, in jail and out of jail
- secure a space in a treatment program
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- 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

- A. Addiction Factors
- B. Jail-Made Problems
- C. Unsafe in Jail
- D. Release Ready

### 6 Shared Needs

- Basic Well-Being
- Dignity
- Support Network
- Useful Purpose to Day
- Mountaintop Perspective
- Clear Path to Better Future

### 5 Design Concepts

- Clear for Launch
- Brain Gain
- Line Change
- Family Stat
- TAC

## Our Response to the Challenge

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

[www.publicpolicylab.org](http://www.publicpolicylab.org)
[www.louisvilleky.gov](http://www.louisvilleky.gov)
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
“I started using because of the anxiety I felt. I never thought I'd become an addict.”
Six Shared User Needs

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<thead>
<tr>
<th>BASIC NEEDS</th>
<th>DIGNITY</th>
<th>SUPPORT NETWORK</th>
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</thead>
<tbody>
<tr>
<td>clothing, shelter, safety, medical care</td>
<td>respect, personal agency, fair justice</td>
<td>family, mentors, a helping hand</td>
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<tr>
<th>USEFUL PURPOSE TO DAY</th>
<th>MOUNTAINTOP PERSPECTIVE</th>
<th>CLEAR PATH TO A BETTER FUTURE</th>
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<tbody>
<tr>
<td>productive work, a way to be helpful</td>
<td>role models &amp; practices for a good life</td>
<td>a goal, a vision, and a plan to get there</td>
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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.