



Post 20/20: A Look at How Far We Have Come

Mark E. Bolton, Director

Louisville Metro Department of Corrections

February 2016

Revisions/Additions: March 2017, February 2019

Post 20/20: A Look at How Far We Have Come



**LOUISVILLE METRO DEPARTMENT OF CORRECTIONS
LOUISVILLE, KENTUCKY**

GREG FISCHER
MAYOR

MARK E. BOLTON
DIRECTOR

February 15, 2016

Dear Louisville Metro colleagues and Metro Corrections Staff:

In August 2008 the Mayor's office released the Metro Corrections Vision 20/20 report¹ as a blueprint for addressing what was termed "significant challenges facing the Louisville Metro Department of Corrections and to identify a range of possible options to more efficiently manage the jail population."

Recently, the senior leadership at Metro Corrections took the opportunity to review just how far we have come in applying many of the recommendations from the 20/20 Commission as well as numerous other industry best practice initiatives using the LouieStat Performance Management principles of Plan, Do, Check, and Act.

The attached report reflects many (but certainly not all) of the initiatives and improvements over the past seven years and is a testimonial to our continuous improvement and breakthrough success.

We should all take a moment and reflect on our success and continue to set the bar high as we move forward to advance our mission and the tenants of continuous improvement as a model of a professional, safe and secure local detention facility.

Sincerely,

A handwritten signature in black ink, appearing to read "Mark E. Bolton", is written over a horizontal line.

Director Mark E. Bolton

¹Louisville Metro Government, Metro Corrections Vision 20/20 Report of Recommendations August 2008

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Care, Custody, Control, Safety, Security, Sanitation – These are the six essential functions of the Louisville Metro Department of Corrections (LMDC). These functions are the very core of our mission and motivate, guide, direct and form the basis of everything the hard working men and women of LMDC do every day. The essential functions in conjunction with ACA, PREA, NCCHC standards, CRIPA tenants and Kentucky Jail Regulations drive the continuous improvement accomplishments of LMDC. Quite often in this profession we do not have the opportunity or the luxury to take a moment to reflect upon those things we have accomplished simply because we are always putting out fires and moving on to the next emergency. LMDC, however decided to do just that, with the essential functions foremost in our minds we took a look back at where we were, and where we are now.

In August 2008, Mayor Jerry Abramson released the Metro Corrections Vision 20/20 Commission Report with the goal of developing a comprehensive plan that addressed both existing and future needs of LMDC to provide strategic direction. The Commission was asked to review existing operations and provide guidance and recommendations to ensure the limited resources were being used in an efficient and effective manner. Using this marker as a starting point to discuss advancements and achievements, it became apparent LMDC has done some amazing work. The accomplishments, continuous improvement activities and breakthrough work began to stack up into a fairly impressive list, and it became obvious LMDC has come a long way. The commission's recommendations LMDC has direct control over was the starting point from which we began to look at just how far we had come.

- LMDC continues discussions with the Kentucky Department of Corrections (KYDOC) in facilitating the movement of state inmates. The number of state inmates and transfers are monitored daily, and processes have been put into place to expedite movement as efficiently as possible. Communication between LMDC and KYDOC has vastly improved, thusly when issues arise they are immediately resolved. (Recommendation #1 & #5)
- While there is an established Uniform Bond Schedule, Jefferson County Courts have opted out of utilizing it. Tenants of HB463 (Bond/Fee Credits), 24 hour Pre-Trial and Arraignment Court seven days a week effectively address issues related to bonds. (Recommendation #8)
- LMDC implemented the utilization of the LSI-R risk assessment to determine supervision level for participants of both the Day Reporting Center (DRC) and Home Incarceration Program (HIP). Additionally, a fee reduction protocol was implemented for HIP participants based on their ability to pay. The courts have been very receptive to recommendations from both programs regarding participant status. (Recommendation #13)

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- LMDC implemented a Detox/Treatment housing unit with community detox protocols developed in conjunction with our contracted medical provider and The Healing Place. While this does not specifically address the recommendation of a separate sobering-up station for intoxicated (drug and/or alcohol) individuals, it does address the continued influx of intoxicated individuals being admitted into custody. These housing units assist LMDC staff in monitoring and delivering the necessary services required for the particular challenges these individuals pose. This approach to addressing these at risk individuals has gained national recognition and is serving as model adopted by facilities around the country. Additionally, Metro Government is exploring the research and development of best practice initiatives deployed in other jurisdictions that may be deployed locally (Law Enforcement Assisted Diversion in Seattle – stakeholder sight visit funded through Bloomberg). (Recommendation #14 & #28)
- LMDC developed an Offender Services Manager position to oversee all aspects of the inmate services provided by LMDC. This includes population management and reviewing cases for possible consideration for release or alternative custody options (DRC, HIP, and Community Releases). (Recommendation #15)
- The number of participants on Home Incarceration has increased over 60% since 2007. HIP is now using a validated risk instrument to determine the level of supervision needed for each individual participant, with those scoring the lowest (low risk – low level offenders) receiving little supervision and those scoring medium to high receiving increased amounts of supervision, including GPS monitoring. LMDC has steadily increased the number of participants on HIP to meet the demand of the Criminal Justice Community, to include increased staffing and the ability to increase the participant cap to 1,000. (Recommendation #16)
- LMDC communicates to the Criminal Justice Community on jail population and utilization of non-jail options, including the current number of participants on the Misdemeanant Intensive Probation Program and the programs available capacity through a Weekly Population Report. A Corrections Dashboard is currently in the final stages of development that will provide a wide range of information in real time utilizing the data from our Jail Management System. (Recommendation #17 & #19)
- The Day Reporting Center opened in March 2011 with a capacity of 75 participants. The program, operated by a contracted vendor, includes programming based on validated risk and need assessments. Programming includes MRT, substance abuse, life skills, job readiness and others as needed. (Recommendation #18)
- LMDC continues to address meeting the needs of the mentally ill population in our custody. LMDC continues to contract and work with Seven Counties Services, and in fact

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recently implemented an “In-House Seven Counties Office”. Additionally, LMDC participates in the Assertive Community Treatment (ACT) Program that assists qualifying individuals with intensive case management and assistance with meeting a variety of needs. In 2015 LMDC launched the Familiar Face Action and Community Transition (F²ACT) Program to assist those who are homeless with mental illness in making community connection pathways. The program ensures these individuals are released with appropriate clothing, medications, hygiene items, resource connection, and a warm hand-off to a community bed. (Recommendation #20)

- The Arnold Foundation funded a Pre-Trial Risk Assessment study that resulted in a validated instrument currently being utilized by Pre-Trial Services. The risk assessment has gained national exposure and multiple jurisdictions have indicated interest in adopting utilization of the tool. (Recommendation #22)
- LMDC has explored adding additional jail beds where possible while maintaining square footage requirements. These requirements have not permitted the addition of fixed bed space to be added. In working with the KYDOC however, LMDC has been granted waivers for the utilization of temporary beds to assist in population management and housing. (Recommendation #25)
- In conjunction with the Mayor’s Innovation Delivery Team and through Bloomberg funding, Louisville Metro Government contracted with the justice consulting group CGL to conduct an in-depth review of LMDC including a Jail Physical Plant Assessment and Staffing Analysis to develop recommendations for ways to improve safety, inmate health and wellness and promote best use and design enhancements of existing jail space over the next few years. This project is currently underway and includes recommendations to prolong the useful life of existing facilities; present population forecasts; and recommendations for managing finite bed space so LMDC can provide the right services for high-needs inmates with the intent of reducing recidivism. (Recommendation #26)
- Through the passage of HB463, local law enforcement is required to issue citations for most misdemeanor offenses in lieu of arrest. (Recommendation #27)
- LMPD continues to train officers in CIT. In addition, LMDC, in conjunction with Lexington-Fayette County Detention Center, trained staff in the NIC jail based CIT model in responding to incidents involving the mentally ill. (Recommendation #29)
- A pilot program to notify/remind defendants of upcoming court dates via text message has been implemented through Code for America through funding from the Arnold Foundation. Research, funded by the Laura and John Arnold Foundation (LJAF), is currently in process to evaluate the effectiveness of text messaging in notifying

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defendants of upcoming court dates. It is anticipated that a report detailing findings from the research will be issued during the summer of 2016. (Recommendation #31)

- LMDC contracted with EZ Card to provide a mechanism for individuals to electronically place funds on an inmate's account the inmate can use for the payment of bonds/fines/fees. (Recommendation #32)
- The Jail Policy Committee, consisting of criminal justice and community stakeholders, continues to meet quarterly to assist in addressing jail overcrowding, policy decisions made across the entire criminal justice system, reviews and discusses systemic solutions and makes recommendations to enhance population management. Minutes of the meeting are reported to the Mayor's Office and stakeholders. (Recommendation #33, #34 & #35)
- LMDC tracks the demographic make-up of the jail population and includes this information on the annual Fact Sheet and in Jail Policy meetings. Additionally, for the past 2 years, this data has been presented at the Racial Fairness Commission meetings. (Recommendation #37)

While the advancements, achievements and continuous improvements made in addressing these recommendations is impressive, it is by no means exhaustive. In looking at how far we have come, all of our essential functions, as well as every area of our operation can be tied to some advancement, achievement and/or improvement in one way or another. And, so the list continues.

- One of the most effective management tools utilized by LMDC is the Daily Shift Briefing implemented in 2010. The Daily Shift Briefing is a review of all incidents that occurred for the previous 24 hours. Senior Staff, Security, Inmate Services, Medical, Mental Health, HIP, CCC and Maintenance Staff review and discuss the incidents to identify what is being done right and not so right. The review is a proactive approach for identifying trends and potential problems/issues that can be addressed before they manifest as actual problems/issues. The Daily Shift Briefing has also been instrumental in breaking down the silos each division within the department operated, and has fostered an open forum for candid discussions across operational areas.
- In 2015, LMDC implemented a dynamic organizational restructuring and assignment of Senior Staff responsibilities. The restructuring added an Assistant Director/Legal Advisor position, greatly needed due to the complex legal nature of the Corrections Profession.
- In April 2014, LMDC at the request of the FOP Lodge 77 union leadership implemented a Safety Committee as a mechanism to improve safety conditions throughout our 3 facilities. This process has improved lag time for addressing maintenance and life safety

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concerns, additional cameras, repairing doors and locks, training needs and employee recognition programs for all LMDC staff.

- LMDC fully embraced the ideology of the LouieStat Performance Management system as the second Metro agency on-boarded in 2012. Utilizing the LouieStat format, LMDC has been able to identify weaknesses and gaps in processes and systems; track, monitor and analyze data; and use that data to make informed decisions to address the weaknesses/gaps. The prime example is the Fingerprint Error Rate that had been off the charts. Once the LouieStat format was applied, the error rate for 2015 was .001%.
- In response to the Mayor's call to action to address the up-keep of vacant and abandoned properties in 2011, LMDC in conjunction with Codes and Regulations formed an inmate work crew to attend to these properties. Since then, a total of 3 inmate work crews maintain these properties, and in 2015 these crews completed 6,268 service calls.
- In June of 2013, LMDC migrated to a new Jail Management System, XJail. The system is comprehensive and customizable to evolve to meet the needs of the department. Within the XJail system, a new inmate classification system was implemented. The Systematic Assessment of Risk and Need (SARN) assists Classification Staff in determining classification/security housing and programming needs based on a multitude of factors.
- In late 2014, LMDC was able to obtain 340b pricing for HIV and Hepatitis medications, some of the most expensive medications prescribed. Comparison between the last full year of non-340b pricing (2013) and the first full year of 340b pricing (2015) produced a \$450,000 savings on these specific medications alone.
- In 2008, LMDC's overtime expenditure was just under \$3 million dollars. Through effective performance management, data tracking, intensive monitoring, strategic academy planning and new officer placement, LMDC has cut overtime expenditures nearly in half to approximately \$1.5 million.
- For the past several years, LMDC has strategically planned two to three academy classes per year. With the cooperation of the Office of Management and Budget, LMDC has been permitted to "double-fill" positions which has allowed for filling vacant Correction Officer positions regularly keeping up with attrition. Also, as previously mentioned, this has impacted the ability to reduce some overtime expenditures.
- An enhanced background vetting on new employees has been implemented to ensure we have the right people doing the job. This vetting includes a full administrative review of all new Correction Officer candidates.

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- In-Service training for staff began including 16 hours of on-line training courses, enabling the department to decrease annual training costs, to include overtime costs needed to “cover” the position while the assigned staff was away. It has proven to be a more effective and efficient manner of delivering some of the required training staff must have in the performance of their duties.
- LMDC is currently experiencing a drastic population reduction, from a high of just under 47,000 admissions in 2009 to a low of just above 32,000 admissions in 2015. As such, average length of stay and average daily population (1,787 for 2015 – lowest ADP going back as far as we have data for) are being affected. There are a number of factors driving the reduction, but to name a few: effect of HB463; efficient movement of state inmates; improved communication with justice system stakeholders including local law enforcement; efficient and effective population management. The population reduction has permitted LMDC to keep the housing unit located on the 3rd Floor of LMPD Headquarters closed. Operation of that unit costs the department approximately \$100,000 per month to operate, all of which is unbudgeted expense.
- For 7 years running, LMDC has come in under budget. Many of the previously mentioned and those yet to be mentioned, accomplishments have been driving factors in being under budget. As good stewards of taxpayer dollars, LMDC works diligently with the Metro Office of Management and Budget and our assigned Fiscal Administrator to ensure we utilize fiscal resources efficiently and effectively.
- At the request of LMDC, annual Jail Inspections by the Kentucky Department of Corrections and food service inspections (kitchen) by the Health Department are being conducted unannounced. LMDC’s rationale; we should always be inspection ready, so we don’t want to know when you are coming.
- In February 2015, LMDC was awarded accreditation from the American Corrections Association under the CORE Jail Standards. This accreditation proclaims LMDC as one of the best in the business by meeting best and evidenced-based industry practices and standards. Accomplishing this goal has been 8 years in the making. Even when many said we would never be able to obtain accreditation, the hard work, dedication and tenacity of the LMDC staff paid off when we achieved this milestone.
- LMDC continues to be a National Commission on Correctional Health Care (NCCHC) accredited site. In conjunction with our contracted medical provider, LMDC strives to provide exceptional medical and mental health services to the inmate population.
- In January 2016 LMDC completed an initial Prison Rape Elimination Act (PREA) Audit. In the words of the auditor LMDC was “definitely audit ready”. LMDC anticipates receiving

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certification in June 2016. LMDC has placed an intense focus on a zero tolerance policy, and allocated resources for staff and inmate education and investigator training.

- LMDC staff participated in Mindfulness-Based Wellness and Resiliency training conducted by the Center for Mindfulness in Corrections. The training consisted around mindful awareness of stressors experienced by correctional staff on a daily basis: stress; burnout; denial; untreated trauma exposure and the resulting emotional problems, health risks and health costs. Additional training is scheduled for March 2016 to continue in establishing a staff culture of healthy self-management and self-care, emotionally and socially intelligent communication, effective stress and conflict management, and overall staff wellness and safety.
- In 2015 Desert Waters Correctional Outreach, through an NIC Technical Assistance Grant, conducted a Corrections Fatigue Assessment of LMDC. Designated staff then completed the Corrections Fatigue to Fulfillment training in order to train all staff on appropriate methods to cope with fatigue.
- Succession planning for LMDC's future is key to ensuring LMDC continues to advance as a leader in the Corrections Profession. As such, a great deal of energy has been centered on leadership development and training. To date, LMDC has sent 14 sworn staff from the Sergeant and Lieutenant ranks to the American Jail Associations National Jail Leadership Command Academy at Sam Houston State University, and 4 staff has completed the National Institute Of Corrections Executive Excellence Program. This advanced leadership training resulted in the development of the LMDC C.E.L.L.S (Corrections Essentials Learning Leadership Solutions) leadership training for all LMDC supervisors (both sworn and non-sworn). LMDC offered and has conducted this course to supervisors from other jails throughout the state and at the Kentucky Jailers Association Annual Training Conference.
- LMDC introduced Civil Rights of Institutionalized Persons Act (CRIPA) training in basic academy, in-service and on shift training with the intention of educating staff and decreasing the likelihood of violations of inmate civil liberties. The training has a focus on Department of Justice consent decree actions of other agencies throughout the country and incorporating lessons learned to LMDC.
- Sanitation in all LMDC facilities is revitalized. LMDC facilities are cleaner than they have ever been. For example, at one time LMDC had a designated MRSA housing unit and it was always full. Today, the housing unit no longer exists. Sanitation efforts are evident on all 3 shifts, and deficiencies are addressed immediately.
- A community policing model was adopted by LMDC and dubbed Walk and Talks. Walk and Talks embodies the interactive supervision of Officers and Sergeants continuously

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entering living areas to walk around and talk with inmates. This provides the line staff the ability to “get a feel of” what’s happening in the housing units and be proactive before issues and problems arise.

- LMDC introduced body scanning technology to the intake process at both the Main Jail and CCC. The introduction of the body scanners has greatly increased the detection of potentially dangerous contraband into the facilities via fresh arrest inmates and inmates returning from community releases. The increase in contraband finds in and on inmates of drugs and weapons has made the facilities safer and decreased the potential for overdose, assaults and decreased the likelihood of human error during a pat down search.
- LMDC introduced the use of Body Cameras in security operations. The cameras provide excellent video documentation of events as they are taking place, and from the perspective of the officer in the situation. Footage from the cameras has become a valuable training tool to illustrate when things go right and when things go wrong.
- In a phased capital project, LMDC upgraded and expanded camera systems (400+ cameras) at the Main Jail, CCC and HOJ, to include 2 years storage capabilities. Included in the project were security system upgrades encompassing the camera system, doors, intercoms and control mechanisms.
- A Video Records Specialist position was added to manage the immense amount of video data that is currently stored at various locations on several different formats. The Video Records Specialist is responsible for assisting with the operation and administration of LMDC video systems, including cataloging, tracking, retrieving, copying, redacting and retaining and destroying departmental video in accordance with retention requirements.
- KeyTrack was implemented as the system to maintain accountability of LMDC keys. The biometric system provides the added security for access to departmental keys, and provides management the ability to monitor and track use of and accountability for assigned keys.
- An Incident Command Center structure was implemented to manage critical and significant events. It was put to the test with an escape at CCC, and through the Command Center the apprehension of the escapees happened quickly.
- In 2009 Pepper Spray was introduced for all sworn staff. Since the introduction a safer environment has been created and greatly reduced the number of times officers have been forced to get into a physical altercation with inmates. The introduction of Pepper Spray added another level of temperament to force before having to increase the amount of force to be used. Additionally, injures to staff and inmates has decreased.

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- Officer on inmate use of force has been greatly reduced through increased case law specific training, development of after action review for grey area use of force incidents and policy changes reflecting best practice use of force and latest Supreme Court rulings. Body Cameras have allowed for the recognition of training needs through review. Daily Shift Briefing reviews have allowed staff to track potential problem areas and act upon the information to mitigate trends of excessive force. Increased CIT and mental health training for officers has also decreased the amount of force used on diminished capacity inmates and served in officer development.
- A Veteran's Administration (VA) Representative has been granted access to LMDC facilities in order to ensure veterans are connected with resources they need and require.
- A full time KYNECT position was added to assist inmates in enrolling in health insurance under the Affordable Care Act. In 2015 LMDC enrolled 698 inmates in health insurance upon their release from custody.
- In response to understanding the effects of singled celled housing, LMDC reduced the use of Administrative Segregation/single cell by 40% in 2015. Alternative uses for these housing units are currently being explored were by we maximize utilization of the finite bed space.
- As previously mentioned, but well worth mentioning again, in 2015 LMDC launched the Familiar Face Action and Community Transition (F²ACT) Program to assist those who are homeless with mental illness in making community connection pathways. The program ensures these individuals are released with appropriate clothing, medications, hygiene items, resource connection, and a warm hand-off to a community bed. In just the short time the program has been active, 62% of those assisted by the program have not returned to custody.
- Recently, LMDC was selected to receive SB192 (Heroin Bill) funding to expand in-jail substance abuse treatment and medication assisted treatment (Vivitrol) for eligible opiate addicts returning to the community.
- In the summer of 2015, a Harvard Kennedy School Government Performance Lab Fellow began a feasibility study on the potential success of a Pay For Success (PFS) Social Impact Bond (SIB) on detoxing and substance abuse treatment pathways for inmates. The PFS initiative is aimed at expanding substance abuse treatment to individuals released from LMDC. This initiative will be able to serve approximately 300 individuals per year with full substance abuse treatment. LMDC would assist in coordinating referrals of former inmates and matching inmates to the type of

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treatment believed to yield the greatest chance of recovery. This project is currently in development, and a RFP is expected to be released soon.

- Electronic Medical Records has come to fruition at LMDC. Through our contracted medical provider, paper inmate medical files will become a thing of the past. The EMR will provide LMDC with valuable data pertaining to inmate health care.

There you have it, and keep in mind, it is entirely possible we skipped a few things. It is evident that LMDC strives to be the best, world class if you will. Always looking to continuously improve, achieve breakthrough practices; meet and exceed ACA, PREA, NCCHC standards, CRIPA tenants and Kentucky Jail Regulations, and always focused on CARE, CUSTODY, CONTROL, SAFETY, SECURITY and SANITATION we offer this report of accomplishments as our testament to illustrate how far we have come. With these in mind, there is nothing LMDC cannot achieve and accomplish. Just look at how far we have already come.

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Post 20/20: A Look at How Far We Have Come Update through March 2017:

The items below were identified previously in this report issued in February 2016, and are referenced below with status updates.

- As previously mentioned, but well worth mentioning again, in 2015 LMDC launched the Familiar Face Action and Community Transition (F²ACT) Program to assist those who are homeless with mental illness in making community connection pathways. The program ensures these individuals are released with appropriate clothing, medications, hygiene items, resource connection, and a warm hand-off to a community bed. In just the short time the program has been active, 62% of those assisted by the program have not returned to custody.

Update March 2017: July 2016 F²ACT completed its first year of operation. In that first year, F²ACT served 329 individuals assisting them with re-entry and community pathways. An initial study of the program outcomes was conducted to gage the program's effectiveness. The study compared the 329 individuals against themselves; one year prior to F²ACT and one year post-F²ACT. The results were astonishing! 46% of them DID NOT return, generating nearly 20,000 bed days saved. 31% had a reduction in the number of times they were arrested, a 52% arrest rate reduction. Even among those considered "currently unsuccessful" (23%), generated a 39% reduction in bed days consumed. Overall, the F²ACT program outcomes produced a 47% arrest reduction rate, and a 68% bed day reduction for an overall 77% success rate! In terms of dollars, using the base cost per day per inmate of \$70, F²ACT saved just slightly under \$2 million in bed day savings!

- Recently, LMDC was selected to receive SB192 (Heroin Bill) funding to expand in-jail substance abuse treatment and medication assisted treatment (Vivitrol) for eligible opiate addicts returning to the community.

Update March 2017: Branching off of the F²ACT Program, the Pathway Advocacy and Alliances for Community Treatment (PA²CT) Program assists those currently participating in substance abuse treatment to achieve successful re-entry into the community through an individualized discharge plan for each unique individual prior to their release from LMDC's custody. PA²CT was initiated when LMDC was selected to receive SB192 (Heroin Bill) funding to expand in-jail substance abuse treatment and

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medication assisted treatment (Vivitrol) for eligible opiate addicts returning to the community. LMDC is also working toward assisting pregnant inmates (with their consent) by providing Methadone treatment through a community provider while in custody and/or up to the birth of the child. An after care plan is discussed and individualized for each inmate.

- In the summer of 2015, a Harvard Kennedy School Government Performance Lab Fellow began a feasibility study on the potential success of a Pay For Success (PFS) Social Impact Bond (SIB) on detoxing and substance abuse treatment pathways for inmates. The PFS initiative is aimed at expanding substance abuse treatment to individuals released from LMDC. This initiative will be able to serve approximately 300 individuals per year with full substance abuse treatment. LMDC would assist in coordinating referrals of former inmates and matching inmates to the type of treatment believed to yield the greatest chance of recovery. This project is currently in development, and a RFP is expected to be released soon.

Update March 2017: A vendor to act as “Manager” for this initiative was selected, and the work to develop the strategic priorities and operation of the program is underway. Pathways for recovery are being developed with community providers; eligibility requirements are being developed with the County Attorney’s Office; and community partners are engaged in achieving success.

The items below are new to this report, reflecting accomplishments since the initial issuance of this report in February 2016.

- Agreements for four (4) Union Contracts were successfully negotiated: AFSCME Non-Sworn; AFSCME Non-Sworn Supervisors; FOP Officers and Sergeants; and FOP Lieutenants and Captains.
- An \$825,000 MJC Roof Capital Project was funded to repair/replace the roof at the Jail Complex. After an exhaustive bid process, the project was started and is expected to be fully completed end of March 2017.
- In light of LMDC’s success in the detox, substance abuse and Medically Assisted Treatment (MAT) arenas, LMDC has become a beacon of industry best practices and is showcased on a national and international level. Corrections professionals from across the county and from foreign countries have traveled to LMDC to see how LMDC is operating to address these concerns. Most recently, for example, an NIC funded

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training program for prison and jail medication assisted treatment programming was hosted here at LMDC. Professionals from Montana, other Kentucky counties and the U.S. Virgin Islands traveled to LMDC to witness and learn about the innovative ways LMDC is addressing MAT.

- Two (2) Capital Projects are currently in process to begin work for a door sensor replacement project to replace the sensors in the doors at the MJC and a door repair/replacement project to address the doors in the HOJ. The RFP and scope of work have been completed and are expected to out for bid by March 2017. These two projects were funded in total at \$405,000.
- One of the most, if not the most, significant accomplishments LMDC achieved is that for calendar year 2016 (and still counting) there were ZERO In-Custody Deaths! Through the diligence and hard work of correctional and medical/mental health staff, LMDC did not experience one death from medical conditions, suicide, detox or overdose! In our profession, this is next to unheard of, and reflects highly of the dedication, perseverance and diligence of the staff and the work you do day in and day out!

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Post 20/20: A Look at How Far We Have Come Calendar Year 2018 Update:

The items below are new to this report, reflecting 2018 accomplishments since the initial issuance of this report in February 2016 and 1st addendum in March 2017.

LMDC continues to pursue World Class operations and strives for excellence as an innovative and continuously improving jail system. This pursuit is further chronicled below in the 2018 addendum to the Post 20/20: A Look at How Far We Have Come report. There is no doubt, LMDC **IS** a national leader in local detention correctional systems. LMDC is the **ONLY** jail in the state to achieve ACA and NCCHC accreditations and PREA compliant status (LMDC has the Big 3!). LMDC has received national recognition for innovative best practice approaches to providing substance abuse treatment and withdrawal protocols; suicide prevention and observation; discharge planning; and so on and on! Officials from jail systems across the country, and some from other countries as well, have visited LMDC to see and learn first-hand how the amazing team here accomplishes the fantastic and proven approaches LMDC applies every day. Even during some challenging times, LMDC continues to rise above and show the world just what we are made of! Remaining focused on Care, Custody, Control, Safety, Security, Sanitation, LMDC adds to the list of achievements and accomplishments...and we are not done yet!

- **American Correctional Association (ACA) Re-Accreditation**
The Louisville Metro Department of Corrections participated in the ACA's re-accreditation process in the fall of 2017, achieving a score of 100% of the required Mandatory Standards and 96% of the Non-Mandatory Standards. In January 2018, at the American Corrections Association's Winter conference, LMDC received the ACA's Accreditation Certification for Jail Core Standards and thanks to corrective 'Plans of Actions' regarding the Non-Mandatory Standards, LMDC was given credit for the remaining Non-Mandatory Standards. The final tally was **100%** of Mandatory and **100%** of Non-Mandatory Standards. In preparation for the 2020 ACA RE-Accreditation process, LMDC staff continues to observe and improve ACA compliance goals and requirements by monitoring and documenting those areas critical to corrections operations: Safety, Security, Sanitation, Maintenance, Food Preparation and Medical Service.
- **National Commission on Correctional Health Care**
LMDC Coordinated and collaborated in monthly meetings with security staff and medical staff to monitor compliance with standards required by the National Commission for Correctional Healthcare (NCCHC). To achieve accreditation you must obtain 100% on the essential standards and at least 85% on the important standards. A project action plan was developed and is regularly monitored and discussed in these monthly meetings in order to most effectively plan and prepare for ongoing annual

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audits and maintain LMDC's accreditation. This hard work resulted in **100%** compliance with both the essential and important standards during the last accreditation cycle.

- **Kitchen/Loading Dock Security Enhancements**

Increased signage, upgraded monitors in the control room, Officer post order changes for security staff, and increased security checks by Sergeants and Commanders have resulted in a highly increased presence in this area. These measures have greatly decreased the likely hood of escape and increased Officer and Inmate safety.

- **Best Practice Recognition of F²ACT and PA²CT**

NIC and SAMHSA recognized F2ACT and PA2CT programs as innovative approaches to discharge planning in regards to individuals suffering from mental illness, substance use, and/or homelessness as they reenter the community. Most recent program evaluations show that both programs demonstrate that over **40%** of the **1,641** individuals assisted did not return to LMDC after program participation. F2ACT connects inmates to housing, treatment, health insurance, clothing, supply of medication, etc. with a warm hand off to community based agencies for continued support and treatment.

- **Hepatitis A Vaccinations Upon Intake**

LMDC management and medical contract provider, in conjunction with LMPHW developed a protocol to administer the Hepatitis A vaccination to inmates upon their intake. In 2018 **8,985** inmates were vaccinated and **185** vaccines were administered to LMDC staff. Additionally, protocols were developed to address positive Hepatitis A cases identified at LMDC.

- **Medically Assisted Treatment (MAT) Expansion**

For the past two years, LMDC has been providing opiate/alcohol addicted inmates with Vivitrol injections prior to release from jail; **121** in 2018 and a total of **356** since 2016. Upon release from jail the inmates are connected with community based treatment agencies to continue Vivitrol injection along with ongoing counselling. Pregnant opiate addicted inmates are treated with methadone, which is provided by the More Center under the Louisville Metro Health and Wellness Department. This is recognized as a best practice by Wellpath (contracted medical provider) in the treatment of the pregnant inmate population.

- **Home Incarceration Program (HIP) Risk Pilot**

The HIP Risk Pilot Program began test phase in September 2018 and monitors low level offenders that have been assigned to LMDC's Day Reporting Center, with the goal of managing and monitoring low level offenders efficiently and cost effectively. This is done by managing the low level offenders and reducing the number of offenders that are returned to custody due to minor infractions and rule violations. Offenders are managed based off of their Risk Level Assessment provided by Pre-Trial Services. The offenders Risk Level (Low, Moderate, High) determines how frequently and closely they are monitored as well as the severity of sanctions that are placed on the offender;

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depending on the severity of the infraction or rule violation committed. This reduces the amount of inmates that are returned to custody and housed at LMDC.

- **Best Practice Recognition of LMDC Detox/Withdrawal Protocol**

The Enough is Enough Treatment/Detox model was created in response to HB1 (2012) passed to deal with the exploding epidemic of substance abuse (reformulation of prescription medication—specifically opiana’s). It is a therapeutic approach to substance treatment using CBT (cognitive behavioral therapy). It is a psychosocial learning process that will utilize the influence of positive peer pressure within a highly structured social environment. The primary therapeutic change agent is the community itself, where program inmates are modeling appropriate behavior (showing the detox inmates that recovery and change is possible). The culture is defined by a mutual self-help attitude where community members confront each other’s negative behavior and establish an open, trusting and safe environment where personal disclosure is encouraged and the jail culture of the general population is rejected. Officials from jurisdictions across the country have visited LMDC to learn about the innovative approach to Detox/Withdrawal in a jail setting. Many of these jurisdictions have replicated our program in their facilities.

- **Bail Project**

There’s a profound injustice at the heart of the American legal system. Those who can afford to pay bail and go home to await trial, while those that can’t, whether innocent or guilty, face an unconscionable choice: sit in jail until backlogged courts can hear their case — which can take months, or even years — or plead guilty to go free. The bail amounts at issue are shockingly low, often \$1000 or less. The Bail Project is an unprecedented effort to combat mass incarceration at the front end of the system by paying bails for people in need, reuniting families and restoring the presumption of innocence until proven guilty. Because bail is returned to the organization at the end of each case, funds are recycled and reused to pay bail several more times each year, maximizing the impact of every dollar. Since May 2018, Bail Project Staff received over **975** referrals by the Public Defender’s Office, conducted over **750** interviews inside Metro Corrections, and paid **532** bails.

- **LMDC Records Office Remodel**

An extensive remodeling project was started in the Records department to address longstanding infrastructure issues to include replacing outdated and/or broken office equipment, heavily damaged furniture, and plumbing issues, as well as to address systemic workflow obstacles. Extensive flooring and plumbing repairs have been completed, the entire Records department has been freshly repainted, and new wiring and electrical conduits have been placed in preparation. The remodel also brings new modular furniture and seating, to include new flooring and office equipment. The space has also been re-designed to maximize space, reduce waste and vastly improve

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workflow efficiency. The project is expected to be completed by the end of the 1st quarter 2019.

- **HIV Testing**

In February 2016, Metro Corrections partnered with Louisville Public Health and Wellness and Volunteers of American implementing voluntary HIV testing for all offenders housed in Metro Corrections. We believe this initiative was necessary due to the overwhelming opioid crisis in our community and the number of high risk IV drug users associated with this epidemic. To date, **4,306** offenders have been HIV tested here at LMDC.

- **Medicaid Expansion**

Kentucky has been one of the most successful states in reducing its uninsured rate through the Affordable Care Act (ACA) — both by expanding Medicaid and adopting a state-run health insurance marketplace known as KYNECT. Since January 2016, Metro Corrections has been connecting offenders with health insurance through KYNECT. When offenders are processing into LMDC, and it's determined they are uninsured, they are presented with the option to enroll in health insurance. To date, LMDC has enrolled **1,077** inmates into a qualified health insurance plan.

- **Incident Command Deployment (ICD)**

LMDC activated the Incident Command structure multiple times in 2018. Each activation resulted in the successful resolution of the incident. Additionally, staff activated for Incident Command became more familiar with its operation and increased efficiency. A formal training on Incident Command activation and operation is set for February 2019 for key staff in an attempt to solidify operations during an incident.

- **Leadership Development**

LMDC continues to strive for professional growth and development through providing leadership training opportunities. 2018 was no exception. **3 Sergeants** attended the National Jail Leadership Command Academy through AJA, **1 Captain** attended and completed the 9 month long Executive Excellence program through NIC, **2 employees** were selected for the LMG Executive Fellows program, and the Assistant Director was selected as a Bingham Fellow. LMDC maintains an **11 year** representation with the U.S. Department of Justice Large Jail Network consisting of leadership from large jail facilities across the country.

- **Goodwill Partnership – SoftSkills Academy and Job Placement**

On Monday, March 19, 2018 Goodwill Industries of Kentucky formally introduced its Soft Skills Academy, housed at the Goodwill Center for Education and Employment at 909 E. Broadway. The program has been piloted for several months, serving offenders from the LMDC and several nonprofit organizations, including Volunteers of America. Historically, offender's court ordered to Job Search or Work Release would be responsible for gaining employment using the knowledge and skills obtained prior to

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arrest. Since the inception of Goodwill's Soft Skills Academy, offenders complete a 5 module curriculum that teaches concepts such as interview techniques; resume building, teamwork, and long term success. Goodwill also provides support for the graduates of the Soft Skills Academy, including job placement and continuous job coaching. **333** inmates court ordered to Job Search and Work Release housed at CCC participated in the program; **230** successfully completed and graduated from the program; **125** were placed in gainful employment.

- **Close Observation – Patient Activity Monitoring and Management (PAMM) Tablet**

At LMDC we implemented using handheld tablets to track and document inmate observations for those on close observation. Regulations require these observations to be completed in a specific time, and our tablets track and count down when these observations occur. When an officer completes an observation, the tablet captures an immediate recording of the check occurring. It also captures the condition and a photograph of the inmate at that time. The tablets also allow supervisors and administration to generate customer based reports. LMDC uses the reports for performance improvement. The PAMM tablets can also pull immediate reports by inmate name, officer name, or cell location. The reports are utilized to create a timeline to see what behaviors or patterns are occurring for a specific inmate, so we can better identify and avoid potential triggers.

- **Real Time Video Monitoring of Single Cells for Close Observations**

An innovative strategy implemented by LMDC that utilizes CONSTANT, 24/7 observation via video supervision with closed circuit cameras placed inside single-cell units. This was created as a posted position wherein the video observation is the LMDC staff person's primary duty, in order to meet the NCCHC requirements for inmates placed on close observation status. The creation of this position was a critical turning point not only to maintain compliance with the constant observation standard and the facility's accreditation, but ultimately in proving to be a key strategy in saving lives.

- **Establishment of "Back Door" Referral Process for the Living Room**

LMDC social workers work closely with the Living Room staff to arrange a warm hand-off for the inmates exiting the jail who would benefit from the immediate triage services that the program extends to the individuals with mental health and/or substance use issues. Upon arriving at the Living Room, individuals are screened by a nurse and peer support staff in order to get connected with appropriate services in the community.

- **Fixed Camera Video Retention**

LMDC purchased **7** new enterprise servers, housed at DoIT, for increased video storage. Video storage became challenging as LMDC added cameras to the robust video system. The storage capabilities could not handle the load, and valuable video was being lost. Purchase of the servers has increased storage capabilities as well as increased video

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feed functionality. Additionally, LMDC was able to store the video in compliance with Video Retention Schedules.

- **Subject Matter Expert (SME) Audit – LMDC Judicial Directive Review**
Funded through collaboration between Metro Council, County Attorney Office, Public Defender Office and LMDC a Subject Matter Expert review of Judicial Directives (court orders) received in the LMDC Records office. The scope of the review was to determine the effectiveness and efficiency by which these orders are generated, transmitted, received, processed and completed. While the review points out significant gaps, it also recommends valid solutions to address these gaps – including the development of the Sharepoint Site (see below). The audit and review has been completed and the final report is expected first part 2019.
- **Office of the Circuit Court Clerk(OCCC) to LMDC Records Court Order Sharepoint Site**
As a result of the Judicial Directive Review, LMDC began facilitating the development of a Sharepoint Site for the delivery, tracking, processing and completion of court orders. In conjunction with Metro DoIT (project management) and the Office of the Circuit Court Clerk, work on the site is well underway. As with the development of any robust system, challenges have been encountered and some “re-grouping” needed to be completed. The site is nearing testing phase, and is projected to be completed by end of 1st quarter 2019. Completion of the site should assist staff in both the OCCC and LMDC Records in efficient court order processing.
- **Security Door and Lock Replacement**
Through FY19 Capital Funding, LMDC completed a Security Door and Lock Replacement project. The project provided new and repairs to existing security doors in the Hall of Justice; Repair and Replacement of pneumatic systems and sensor replacement on security doors in the main jail. The project also provided the ability to replace existing locks on security that needed upgrading.
- **Decrease in Use of Force Incidents**
Increased training in use of force for Officers and Supervisors focuses on current case law (Kingsley v. Henderson), with additional scenario training in verbal judo, mental health/substance abuse, and introduction of implicit bias training. The F.T.O. training program was revamped and has helped to greatly reduce the amount of Officer on inmate use of force incidents in the jail. In 2017 Use of Force Incident averaged **41** per month; in 2018 the average number of Use of Force Incidents per month decreased to **29**.
- **LMDC Website Re-design**
LMDC began updating the public website with the main purposes of helping the public get all the information they need on an inmate online instead of having to call in. Now the public can access court Information, times and locations. All programs and services offered at LMDC are currently listed on the website with a short description of each. We

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are still in the works of adding new updated pictures and videos. The new home page picture is also featured on the back of TARC buses for recruitment.

- **Adult Basic Education (GED) Tablets and “GED Shed” Housing Unit**
LMDC provides offenders access to educational programs through a partnership with Jefferson County Adult Education as well as the opportunity to take the GED Test. All offenders are evaluated during orientation for suitability to participate in the GED program. Upon placement into a GED class, instructional and resource material is readily available for offender from the instructor. Jefferson County Public Schools Adult Education Department administers the program and the GED test is offered once a month for both males and females. In the fall of 2016, Metro Corrections partnered with EDOVO to enhance our ABEP by providing educational tablets to offenders actively seeking their GED. Today, there are approximately **28 males** and **11 female** offenders enrolled in ABEP. **48** inmates tested for their GED in 2018. Additionally, a GED specific housing unit was implemented to assist in creating a more education centered environment. Only those enrolled in the GED program are eligible to be housed in the unit. Incentives for behavior and accountability help create the desired environment.
- **SORT Detail – Clinic Runs**
Beginning June 2018, the Special Operations Response Team (SORT) took over the responsibility of completing Clinic Runs. Prior to, these runs had been completed utilizing forced overtime. Additionally, it was not uncommon for a number of these clinics to be cancelled for a variety of reasons. Since SORT has taken on this task, no clinics have been cancelled, and no forced overtime has been utilized to cover the runs. From June to December 2018, SORT completed **681** clinic runs. This performance improvement initiative received recognition during the Mayor’s Day of Celebration as the Performance Improvement Breakthrough of the year.
- **Bio Fluid and Hazardous Material Safety Expansion**
LMDC expanded safety precautions as it relates to Bio Fluid and Hazardous material safety. New gloves that are fentanyl resistant were purchased (at no extra cost), a better made spit and bite mask that reduces the risk of staff exposure was deployed, and an improved type of soap for staff to immediately use to wash any area of the skin to decrease possible contamination from a biohazard was distributed. Biohazard exposures decreased from **55 in 2017** to **29 in 2018**.
- **Toys for Tots – Mayor’s Challenge**
In 2017 Mayor Fischer sent an internal video challenging Metro Departments to bring toy donations to his Toys For Tots Public Drop off. His challenge was to encourage donations with the added perk of the top donating department to win a prize. Since inception, Metro Corrections has risen to the challenge to be the winner. In 2017, Metro Corrections officially won the challenge. In 2018, there was no official department challenge, but a city-wide drop off goal of 2,200 toys. LMDC single-handedly beat that

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goal with **2,207** toys donated. LMDC arrived in a convoy of department vehicles with the media present and encouraged to “make some noise (lights, sirens) and bring the toys”.

- **Sanitation Plan**

In 2018 a sanitation protocol was created, forming a plan of action to account for sanitation supplies and maintain supplies in stock at all times. The plan calls for providing supplies a minimum of 3 times a day to inmates to clean the living areas. A cleaning cart with all supplies needed was established and made easily accessible. The plan established checks and balances with weekly sanitation reports by Commanders, as well as inspections by floor supervisors. The past several state jail inspection reports reflect increased sanitation “grade”, and comments from the inspector that the facility looks better than it ever has.

- **Body Camera Expansion**

Body camera expansion has allowed every Officer in the jail (Main and CCC) and HIP to wear a body camera. This ability has led to less inmate complaints on use of force, decrease the time on investigations on use of force and P.R.E.A. complaints and increased the safety of Officers and inmates.

- **Capital Funds – Deferred Maintenance**

2018 was the first year that a critical maintenance issue did not occur (HVAC breakdowns, burst pipes, severe leaks, etc.). Utilizing Capital Funds, LMDC has been able to address long standing deferred maintenance concerns and gradually “check off” items requiring attention.

- **Employee Recognition Committee**

LMDC ERC we like to call themselves the Morale Boosters.....

We all know that working in the jail is a thankless job and the ERC wants to make sure that the staff knows we see what that they do and want to show them they are appreciated. The ERC comes up with ideas to help raise funds for staff activities such as Corrections week, where 650 employees or more are appreciated for all their hard work. Corrections Week is a big task and calls for all hands on deck. The ERC attempts to do something different for the staff every day of Corrections Week. That includes having outside vendors come with different foods or desserts, corn hole games setup outside to enjoy while on break, music and an area to socialize while on break. The ERC coordinates grilling lunch for staff, and have ice cream socials. The ERC includes JCYC staff to come be a part of the outside activities. The ERC has a great team of employees that come from all areas of LMDC, sworn and non-sworn staff.

- **LMDC Recruitment Strategies**

As a direct result of LMDC new recruitment strategy in partnering with LMPD and the new TARC ad campaign, **24** new recruits from LMPD have started in the Academy. Since the ads began appearing on TARC buses, MetroHR has received **316** applications. **19** of those applicants acknowledged that they learned to apply as a result of seeing the ads.

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The recruits and applications received would not have been identified prior to the implementation of the new strategies.