

**OPERATIONAL AUDIT**

**OF THE**

**LOUISVILLE METRO DEPARTMENT OF**  
**CORRECTIONS**



**June 15, 2012**



LOUISVILLE, KENTUCKY

LOUISVILLE METRO  
CRIMINAL JUSTICE COMMISSION

GREG FISCHER  
MAYOR

JUDGE JUDITH BARTHOLOMEW  
CHAIR

KIM M. ALLEN  
INTERIM DIRECTOR

June 15, 2012

Mayor Greg Fischer:

On behalf of the members of the Louisville Metro Department of Corrections (LMDC) Audit Team, I present the findings and recommendations of the Operational Audit conducted in February 2012. With knowledge that LMDC is in process of pursuing accreditation by the American Correctional Association, the Audit Team organized its assessment in a manner consistent with the ACA accreditation process for large jails and utilized the ACA Core Jail Standards as the foundation for the two-day on-site assessment. The Operational Audit report also incorporates the perceptions of criminal justice system stakeholders based upon responses to a 31-question electronic survey.

The Audit Team's consensus is that LMDC management team and personnel have made significant progress over recent years in improving the overall operation of the department. A number of those improvements are noted in the report. Additionally this report contains recommended actions that the team believes can further enhance the operational efficiency and performance of the department. The report also identifies the significant ongoing challenges facing LMDC with regard to chronically crowded conditions and the limitations of the existing physical plant. As the aging facilities continue to deteriorate, particularly in the Hall of Justice, action will be required in the near future.

I thank the members of the team for donating their time and energy to this project and hope that this report will assist you in assessing the current state of the department and help stimulate positive directions in the future. Please do not hesitate to contact me or any member of the team if you have questions or need any additional information.

Sincerely,

A handwritten signature in black ink, appearing to read "David E. Musacchio".

David E. Musacchio, Chair  
LMDC Audit Team

## **LMDC AUDIT TEAM**

### **Member Bios**

#### **David E. Musacchio, Chair**

David has practiced in the field of Adult and Juvenile Corrections for nearly 50 years and participated in more than 200 correctional planning and construction projects in 34 states. His extensive career includes serving as the Director of Corrections for three local jail systems. Most notably, David's served as Director of Corrections for Jefferson County, Kentucky from 1970 to 1973. During his tenure, the Hall of Justice, housing both courts and jail facilities, was designed and construction began. He was also appointed to Director of Corrections positions in New Orleans and Jefferson Parishes, Louisiana. From 1975 until the present, David has been a private consultant in the field of Corrections and Criminal Justice with emphasis on institutional staffing, operations and facility design.

#### **Glenn Brown**

Glenn is a 30 year veteran in the field of Corrections who retired in 2004 from the position of Director of Community Corrections, Fayette County, Kentucky. Upon his retirement, Glenn worked as a correctional consultant specializing in the areas of security and operations. He is a Lexington native who is currently working as Senior Advisor for Special Projects in the Office of Mayor Jim Gray, Lexington-Fayette Urban County Government.

#### **John D. Rees**

John's diverse career in corrections spans over 40 years and includes positions with the Kentucky Bureau of Corrections, the Oklahoma Department of Corrections and with the Corrections Corporation of America, including assignments at facilities in New Mexico, Texas, Louisiana and Tennessee. In his most recent public service position, John served as the Commissioner of the Kentucky Department of Corrections from 2004 to 2008. He is presently serving as a private correctional consultant and has worked extensively at the state and national level. John also serves as an expert witness for the legal community on issues related to the correctional industry. He was awarded the Judge Charles Mengel Allen Advocate Award for Fair Criminal Justice by Prodigal Ministries in 2008 and in 2010, received the Louie Wainright Award from the Association of State Correctional Administrators.

## **Ray Sabbatine**

Ray retired in August 2000 as the Director of the Division of Community Corrections in Lexington, Kentucky. He returned as Interim Director of the Division in July 2011 and served in that capacity through March 2012. Ray began his criminal justice career in 1972 as a planner for the Kentucky Crime Commission, the State Law Enforcement Assistance Administration (LEAA) planning agency. He worked in LEAA programs at the state and local level until 1976 when he took the position of Jail Administrator in Fayette County, Kentucky. During his tenure in Fayette County, he served as Jail Administrator, elected jailer, and appointed Jail Director until his retirement. Since 1992, Ray has consulted on a national basis, testified as an expert witness and served as a Technical Resource Provider for the National Institute of Corrections in the area of Objective Jail Classification. Ray conceived the idea for the Kentucky Jail Mental Health Crisis Network, a telephonic risk assessment process that is credited with reducing suicides in Kentucky jails by 80% over a four-year-period. He is currently serving as President of Jailcast, an internet-based company that specializes in training, inmate classification, video conferencing and streaming broadcast video to jails.

## **Mark H. Saunders**

Mark began his service in the criminal justice arena in 1977 on the walk-line of the Biggs Field Stockade on Fort Bliss, Texas. After four years in the Military Police Corps of the U.S. Army, Mark began working in corrections in Ohio progressing through the ranks from a Corrections Classification Specialist to Warden in four institutions. In 2004, Mark spent nine months in Baghdad, Iraq on loan from the Ohio Department of Rehabilitation and Corrections (DRC) to the U.S. Department of State as an advisor to the Iraqi Corrections Service. Upon his retirement from the Ohio DRC in 2009, Mark worked briefly as an administrator for the Louisville Metro Department of Corrections in 2009 then accepted his current position as Vice President of the Nakamoto Group. His work at the Nakamoto Group has included responsibility for the on-site monitoring of the Immigration and Customs Enforcement detention facilities program. He is also currently serving as Executive Director of the Ohio Wardens and Superintendents Association.

## **Joseph M. Schmitz**

Joe began his nearly 40 year career in corrections as a Jail Inspector for the Ohio Department of Rehabilitation and Corrections in 1973. He served as Executive Director of the Criminal Justice Institute in Cincinnati from 1981 until 1987 when he assumed the position of Deputy Director of Corrections for the Hamilton County Sheriff's Department. In 1993, Joe was appointed to the position Director of Corrections for Hamilton County—a position he held for over 18 years until his retirement. Joe currently serves as an independent consultant for the Institute for Better Criminal Justice Practices.

## **ACKNOWLEDGEMENTS**

David Musacchio, Chair, and Director Mark Bolton would like to express appreciation to the members of the Audit Team for their commitment of time and energy to the operational review of Louisville Metro Corrections. The following individuals should also be recognized for their assistance in providing staff support to the audit process:

Dwayne A. Clark, Chief of Staff

Eric Troutman, Policy Director, Accreditation Manager

Kim M. Allen, Interim Director

Stephanie Stidham, Public Protection Coordinator

Metro Criminal Justice Commission

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## EXECUTIVE SUMMARY

The Louisville Metro Department of Corrections, a Metro Government agency, employs over 550 staff and is responsible for the housing and supervision of over 2,500 individuals in its three facilities and community programs. The appointed jail administrator, Director Mark Bolton, has served as the agency's Director since November 2008.

Over recent years, the agency has made significant progress in a number of areas including sanitation and facility maintenance, improving officer interaction with inmates, and reducing overtime (although reducing overtime will remain an ongoing challenge). Under Director Bolton's leadership, emphasis has been placed on staff development and leadership training and improvements have been made in community supervision programs. One of those community supervision programs is an evidence-based program; the Day Reporting Center. In light of trends in the average daily population housed by LMDC and its rated jail capacity of 1793 beds, the agency has also been continually focused on systemic efforts to manage the jail population and alleviate crowded conditions while keeping a focus of community safety.

Based on findings from the two-day on-site assessment and a criminal justice system stakeholder survey administered by the Metro Criminal Justice Commission, the Audit Team found the Department to be generally in compliance with the ACA Core Jail Standards and fulfilling its mission to manage offenders in a safe, humane and professional manner. Perceptions elicited through the survey indicate that stakeholders view agency performance in a positive manner, are satisfied with services provided by LMDC, and agree that departmental communication and response has improved over the past two years.

The Audit Team identified a number of areas of opportunity for further improvement, including facility evacuation, inmate classification and food service and offered a total of 17 recommended actions. Recommended actions include:

- Evaluating levels of security for all classifications of offenders (for example, examine whether all doors need to be secured for facilities housing low level, non-violent offenders).
- Ensure implementation of the SARN classification instrument in conjunction with the new Jail Management System.
- Amend existing food service contracts to include a food transfer system that ensures proper temperature control.

Members also identified a number of critical physical plant features including the design and age which impair the Department's operational effectiveness and its ability to fulfill its core mission. The design and age of the existing structures compromise the ability of the Department to implement modern correctional programs and practices and to allocate staff in a cost-efficient manner. With knowledge that the infrastructure is deteriorating to the point that replacement parts for equipment are no longer available, the Audit Team believes that the Department is rapidly approaching the point of diminishing returns. Moving forward, Metro Government will face a number of important decisions, i.e. projecting capacity, security level and programming space of a new or renovated facility; whether new construction at an estimated cost of \$90,000 - \$110,000 per bed and/or renovation of existing facilities should occur; if new construction is feasible, then identifying where future facilities will be located; and whether the sites of correctional facilities will be scattered or combined into a master complex.

## **BACKGROUND/PURPOSE OF AUDIT**

In keeping with Mayor Fischer's plan to conduct operational reviews of Louisville Metro Government agencies, in January 2012, a team of experienced correctional professionals conducted a departmental audit of the Louisville Metro Department of Corrections (LMDC). The members of the Audit Team had a combined total of 235 years in the field of Corrections on the local, state, national, and international levels and represented a broad range of experience from the public and private sector on corrections subjects such as institutional management, jail and prison construction, correctional planning, staff training and consulting. Members of the team volunteered their time to participate in the operational audit with reimbursement limited to travel expenses only.

## **CHARGE TO THE AUDIT TEAM**

Similar to other recent Metro agency audits, the team was charged with evaluating the organizational effectiveness of LMDC and identifying opportunities for improvement. Since LMDC is currently in the process of pursuing accreditation by American Correctional Association (with plans to schedule a formal ACA accreditation audit during the 1<sup>st</sup> Quarter of 2013), the work of the LMDC Audit Team could serve as a pre-screen or "mock audit" by organizing its assessment in a manner consistent with ACA accreditation process for large jails, which is based on the seven sections of the Core Jail Standards.

The Core Jail Standards were developed by the American Correctional Association following rigorous field tests in conjunction with the National Institute of Corrections, the American Jail Association, the National Sheriffs Association, and the Federal Bureau of Prisons. The standards specifically address the functional areas of safety, security, administration, and care including health care, programs and activities. The standards also address life, health and safety issues; conditions of confinement; staff training; policy and procedure; and operations. In order to achieve accreditation from the Commission on Accreditation for Corrections, a department must demonstrate its compliance with the ACA Core Jail Standards.

Since the on-site audit was limited to a two-day period, it was determined that the primary components would include:

- (1) An assessment of the Department's baseline compliance with the ACA Core Jail Standards;
- (2) An evaluation of the overall operational effectiveness of the Department in fulfilling its core mission;
- (3) Identification of areas in which the operational effectiveness of the Department could be improved along with recommendations for Departmental action; and
- (4) An electronic survey of criminal justice and Metro Government stakeholders to enlist feedback on customer satisfaction and perceptions of agency performance.

## **FACILITY DESCRIPTION/DEMOGRAPHICS**

The Louisville Metro Department of Corrections (LMDC), an agency of Louisville Metro Government is located at 400 South Sixth Street. The operation of the Department is under the command of Director Mark Bolton, a jail administrator appointed by the Mayor. Facilities operated by LMDC include the (1) Jail Complex, (2) the Community Corrections Center (CCC), and sections of the (3) Hall of Justice (5<sup>th</sup> and 6<sup>th</sup> floors and kitchen area). LMDC also utilizes overflow space on the 3<sup>rd</sup> Floor of the Louisville Metro Police Headquarters. Those facilities also provide space for the judicial chambers, administrative offices, and courtrooms of the Jefferson District Court and related court agencies.

The newest of the facilities, the Jail Complex, was opened in 1999 following renovation of an existing office building across the street from the Hall of Justice to add jail beds in response to crowded conditions. The Hall of Justice initially opened in 1976 and CCC, originally utilized as a juvenile detention facility, was converted to minimum security jail space in 1980. In late 1989, CCC was renovated to add medium security beds. As a result of successful efforts in jail population management, LMDC has not had to occupy the 3<sup>rd</sup> Floor LMPD space for the past three years for a period spanning more than three weeks (February 2011). Of note, the LMPD space has been out of compliance with Kentucky Jail Standards related to smoke evacuation and fire protection requirements since at least 2000.

The breakdown of housing units includes 1,349 beds in the Jail Complex and Hall of Justice and 444 beds at CCC for a total rated capacity of 1793 beds. The unused LMPD 3<sup>rd</sup> Floor space has 126 beds. The physical plant consists primarily of dorms and single cells. Due to the age of construction and the design for renovation of an existing office building, the facilities necessitate a linear approach to supervision rather than the more contemporary and effective direct supervision model. Direct supervision is an interactive inmate management approach whereby correctional staff post duty in direct contact with the inmate population. As a result, adequate supervision of inmates requires a higher number of fixed posts and is considered to be highly staff-intensive.

Based on core values of honesty and integrity; leadership and teamwork; quality customer service; and results-oriented job performance, the mission of the Department is stated as follows:

*The Louisville Metro Department of Corrections enhances public safety by controlling and managing offenders in a safe, humane and cost-efficient manner consistent with sound correctional principles and constitutional standards.*

*LMDC is committed to excellence, emphasizing accountability, diversity, integrity and professionalism. We shall assess an offender's needs and provide services that assist the offender in transition and reintegration back into the community.*

LMDC provides a full range of offender programs and services including, but not limited to: Home Incarceration (electronic monitoring); Day Reporting, Misdemeanant Intensive Probation (contracted to the Kentucky Department of Corrections); Work Release; Medical and Mental Health Services; Court Monitoring; Alcohol and Drug Treatment Programs; Life Skills; Library Services; and Religious Programs.

A demographic chart is shown below.

### FACILITY DEMOGRAPHICS

Total Staff	554
Correctional Officers (Sworn)	429
Non-Sworn Staff	109
Administrative Staff	16
Rated Capacity (Beds)	1793
Actual Population	2551
Average Daily Population	
Detention:	1992
Home Incarceration:	525
Day Reporting:	34
Total:	2551
Average Length of Stay	
Detention:	20.02 days
Jail Complex:	15.3 days
Community Corrections:	59.03 days
Home Incarceration:	57.68 days
Breakdown by Status	
Pretrial:	70%
Sentenced:	30%
Security/Custody Levels	Minimum 23% Low Medium 59% High Medium 13% Maximum 1% High Maximum 1% Protective Custody 0% Administrative Segregation 0% Disciplinary Segregation 3%
Age Range of Offenders	18 - 60+ Years
Breakdown by Gender	Male 87% Female 13%
Breakdown by Race	White 43% Black 53% Hispanic 3% Other .2%

\* CALENDAR YEAR 2011

## **OVERVIEW OF THE AUDIT PROCESS**

In preparation for the audit of Metro Corrections, a pre-audit conference call was held on January 30, 2012 to discuss the audit process, the proposed timeline for completion of the audit, and to identify a workable schedule for the two-day on-site visit. As an outcome of the conference call, the two-day on-site audit was scheduled for February 20-21, 2012 and preliminary work assignments were made. The members of the conference call determined that the auditors would be divided into two teams and that the seven sections of the Core Jail Standards would be divided between the two teams. Before their arrival on-site, team members were provided copies of the ACA standards and a reporting template to be used during the audit to record all findings and recommendations.

On the morning of Monday, February 20, 2012, Audit Team members assembled at Metro Corrections to initiate the assessment. The process began with a briefing by Mark Bolton, LMDC Director, who introduced support staff assigned to the audit process and presented an operational overview of LMDC. The operational overview highlighted the current budget and staffing; training; facilities; rated capacity, average daily population and jail population management initiatives; contracts for service (medical, food and pharmaceutical); inmate programs and services; and classification.

During the briefing, Audit Team members received packets of background information including copies of LMDC policies and supporting documentation for the ACA Core Jail Standards; the 2011 LMDC Fact Sheet; LMDC Statistical Data for 2011 and 2012 (year-to-date); and the Housing Designation Sheet (overview of bed allocation by facility).

Following the initial briefing, Audit Team members were taken on a tour of the facilities by LMDC staff. The remainder of the day included a working lunch and the opportunity for team members to visit specific functional areas and review policies, procedures and supporting documentation related to the assigned standards.

Similar to the first day, the second day of the audit began with a briefing session with staff and the opportunity for team members to ask questions and seek clarification regarding any assessments and observations made during the first day of the audit. Following the briefing, team members again visited operational areas associated with the assigned jail standards, observed workflow and interviewed administrative staff, Classification and Correctional Officers. Following a working lunch, members of the Audit Team met as a group to review, compare, discuss and document their findings and recommendations.

## **STAKEHOLDER SURVEY**

As a component of the audit process, the Chair of the Audit Team recommended that a survey be conducted of criminal justice and Metro partners to assess external perceptions related to customer satisfaction and overall agency performance. Survey questions were drafted in a manner consistent with other departmental surveys and previous jail-related topical surveys to allow for possible comparisons over time. The 31-question survey was administered by the Metro Criminal Justice Commission electronically via Survey Monkey and distributed to a total of

120 individuals representing all of key components of the local criminal justice system (law enforcement, judiciary, court personnel, prosecutors, defense bar, probation/parole, and non-profit/social service agencies). Respondents were asked to evaluate the services provided by LMDC and to relay their perceptions on various correctional programs and options. The final question provided an opportunity for participants to provide suggestions for improvement.

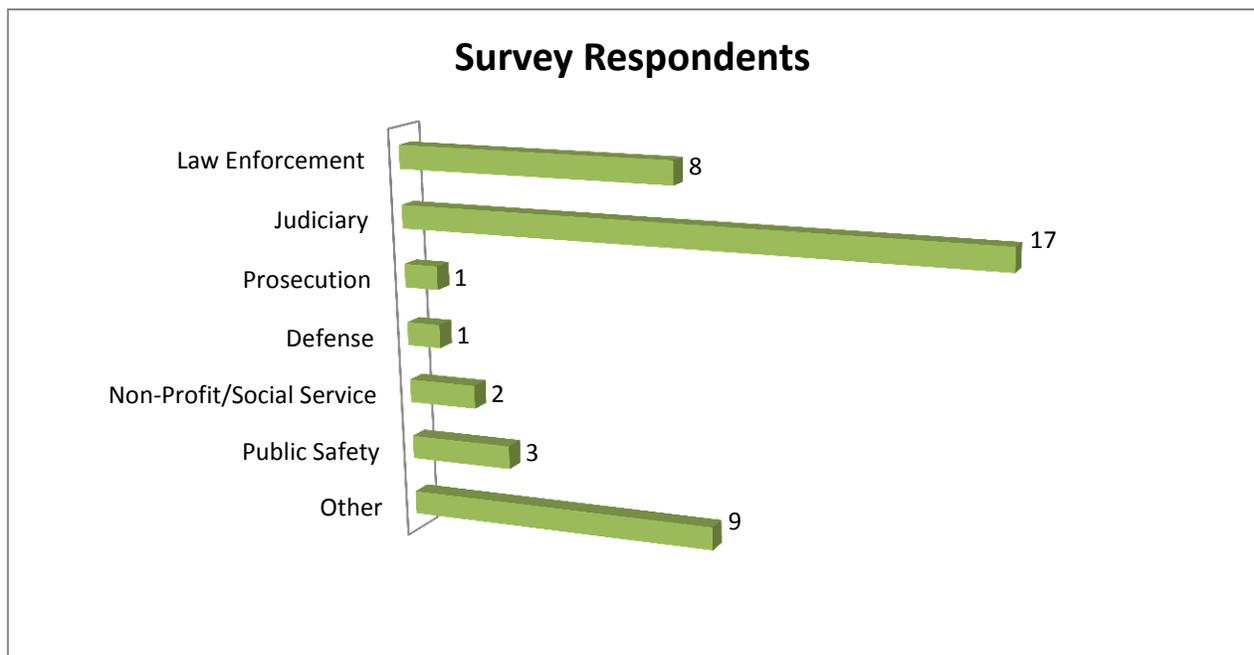
### Survey Methodology

On May 1, 2012, Criminal Justice Commission staff sent out an e-mail to the 120 identified stakeholders. The e-mail included an explanation of the survey and its purpose, the deadline for submission (May 15, 2012), and an electronic link to the survey. At the end of the designated time period, a total of 41 survey responses were received for a response rate of 34%. Using the survey software, results for each question were tabulated and comments were reviewed and categorized. Since all participants did not respond to every question, the response rates vary by question.

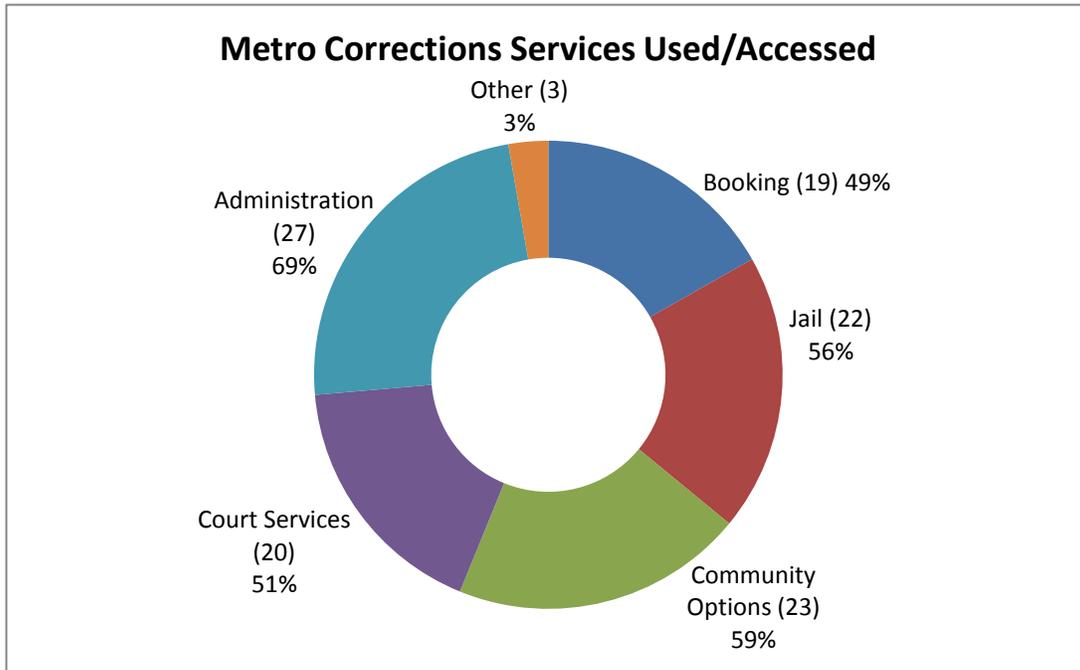
It should be noted that while helpful in enlisting feedback and perceptions from system stakeholders, the survey was not randomly distributed and is not scientific in nature. It is therefore not possible to utilize findings in making definitive statements or to provide a +/- error rate for responses.

### Overview of Survey Respondents

Of the 41 survey respondents, a majority identified themselves as members of the judiciary (42%), followed by “other (22%),” law enforcement (20%), public safety (7%), and non-profit/social service (5%), prosecution (2%), and defense (2%). Participants checking the “other” category described themselves as court personnel, school system, drug/alcohol services, and criminal justice/corrections.



With regard to frequency of interaction with LMDC, 49% of respondents reported weekly interaction, 12% reported interaction every two to three months, 10% reported interaction more than once a month, 5% reported monthly interaction, and 5% reported yearly interaction. Of the 20% selecting “other,” approximately half reported daily interaction. Respondents reported interacting most frequently with front-line staff (24%), management/administrative staff (38%) or both (38%). As noted in the chart below, the services most frequently used or accessed involved the administration at 69%.



### Key Survey Findings

Although a complete copy of participant responses by question is included in Appendix D, key findings that were particularly relevant to the LMDC operational audit are highlighted in this section.

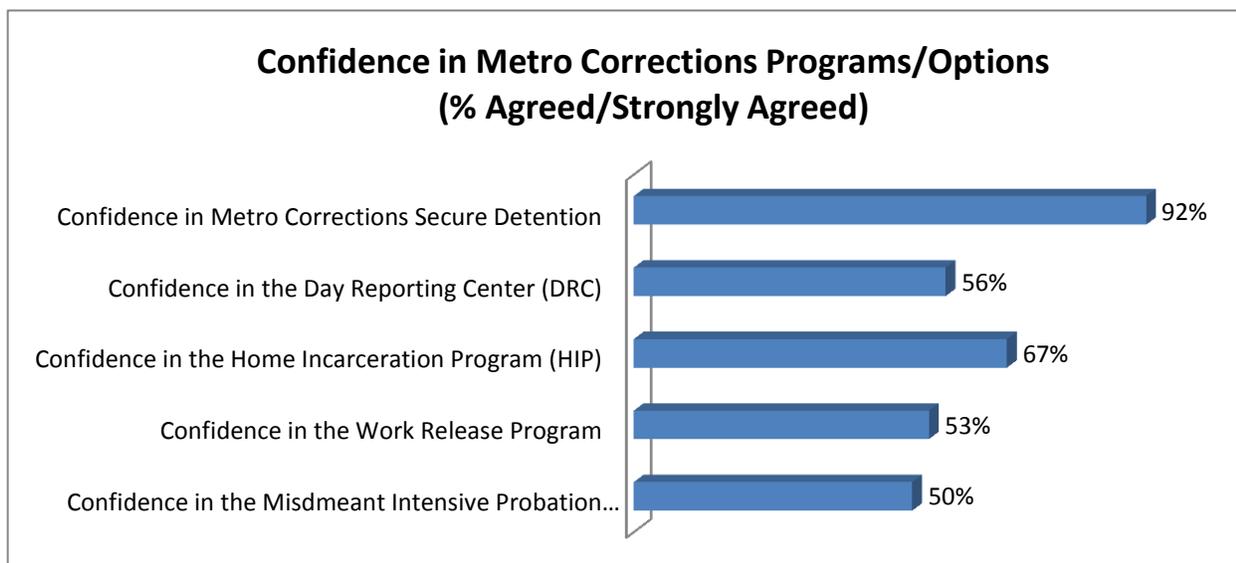
Based on questions enlisting respondent feedback on services provided by LMDC, the following findings were noted:

- 78% of respondents rated the overall performance of Metro Corrections as an agency as very good or good
- 84% of respondents report being satisfied or strongly satisfied with the services received from Metro Corrections
- 89% agreed or strongly agreed that LMDC responds promptly and accurately to questions
- 69% agreed or strongly agreed that communication and response to local stakeholders by LMDC has improved in the last two years
- Of the 69% of respondents who receive the LMDC Weekly Population Report, 77% found it to be beneficial or very beneficial

Approximately 37% of respondents (15) provided suggestions for LMDC improvement, including:

- Expedite/streamline the booking process to reduce officer time
- Improve release processing time
- Improve administration of correctional programs
- Increase communication and information sharing with system players
- Incorporate additional information into Weekly Population Reports, i.e. number of probation/parole violators, average time from order of release to actual release, and trend information
- Educate the public/media to improve understanding of corrections including cost, alternative programs, and what works
- Provide additional in-custody treatment options including substance abuse and Batters' Intervention Programs

Additionally, participants were asked to respond to a series of questions regarding their level of confidence in specific correctional programs and options. These findings are reflected in the chart below.



Of note, the recent stakeholder survey findings are consistent with results from a previous stakeholder survey conducted by the Metro Criminal Justice Commission in October 2010 which focused on stakeholder perceptions of sentencing and pretrial options for misdemeanants. In the 2010 survey, overall reports of confidence in the sentencing options were positive ranging from 40 to 74 percent of the respondents reporting they had confidence in the programs. In the current survey, reports of confidence ranged from 50 to 67%. In both surveys, the Home Incarceration Program received the highest ratings of perceived confidence by system stakeholders.

Lastly, participants were asked to note their level of agreement with a series of statements regarding the use of incarceration and other correctional options. These responses are outlined in the following chart:

Question	Strongly Agree	Agree	Neither Agree or Disagree	Disagree	Strongly Disagree
<b>Q13:</b> Jail incarceration in and of itself is an effective method to promote public safety.	16.7%	41.7%	8.3%	22.2%	11.1%
<b>Q14:</b> Behavioral intervention while incarcerated is required to promote public safety.	44.4%	44.4%	11.1%	0.0%	0.0%
<b>Q15:</b> Effective correctional treatment requires a multi-disciplinary approach.	83.3%	16.7%	0.0%	0.0%	0.0%
<b>Q17:</b> The local offender population should be managed using the least restrictive option.	36.1%	30.6%	19.4%	13.9%	0.0%
<b>Q18:</b> The role of jail is to detain pre-trial and sentenced offenders and to meet their basic needs as they are processed through the system.	28.6%	40.0%	20.0%	8.6%	2.9%
<b>Q19:</b> Jail facilities should be reserved for higher risk offenders and lower risk offenders should be supervised in the community.	33.3%	36.1%	11.1%	19.4%	0.0%
<b>Q20:</b> Additional jail space is needed regardless of the cost.	8.3%	36.1%	22.2%	27.8%	5.6%
<b>Q21:</b> Offender re-entry should be provided as part of correctional programming.	41.7%	50.0%	8.3%	0.0%	0.0%
<b>Q22:</b> Metro Corrections personnel partner with other correctional agencies, community organizations, and/or treatment professionals.	25.7%	45.7%	20.0%	8.6%	0.0%

## DEPARTMENT COMPLIANCE WITH ACA CORE JAIL STANDARDS

As a key component of the audit process, the team members conducted an assessment of the Department’s compliance with the seven functional sections of the ACA Core Jail Standards as outlined below:

### Section 1:

The goal of Section 1 – Safety is to provide a safe environment for the community, staff, volunteers, contractors and inmates. The standards in this section are designed to: protect the community, staff, volunteers, contractors and inmates from injury and illness in the workplace; ensure vehicles are maintained and operated in a manner that prevents harm; minimize the number and severity of emergencies; and when emergencies do occur, the response minimizes the severity.

### Section 2:

The goal of Section 2 – Security is to protect the community, staff, volunteers, contractors and inmates from harm. The standards in this section are designed to: prevent events that pose a risk of harm and minimize the number and severity of such events; ensure physical force is used only in instances of self-protection, protection of inmates or others, prevention of property damage or prevention of escape; minimize contraband and ensure its detection when present in the facility; and minimize improper access to and use of keys, tools and utensils.

Section 3:

The goal of Section 3 – Order is to maintain an orderly environment with clear expectations of behavior and systems of accountability. The standard in this section is designed to ensure inmate compliance with rules and regulations.

Section 4:

The goal of Section 4 – Care is to provide for the basic needs and personal care of inmates. The standards in this section are designed to: provide a nutritionally balanced diet and ensure food service operations are hygienic and sanitary; ensure inmates maintain acceptable personal hygiene practices; ensure inmates maintain good health with unimpeded access to a continuum of health care services so their health care needs, including prevention and health education, are met in a timely and efficient manner; and ensure health services are provided in a professionally acceptable manner, staff are qualified, adequately trained and demonstrate competency in their assigned duties.

Section 5:

The goal of Section 5 – Program and Activity is to help inmates successfully return to the community and reduce the negative effects of confinement. The standards in this section are designed to: provide inmates opportunities to improve themselves while confined; assist inmates in maintaining ties with their family and community; and reduce the negative impact of confinement.

Section 6:

The goal of Section 6 – Justice is to treat inmates fairly, respect their legal rights, provide services that hold inmates accountable for their actions, and encourage them to make restitution to their victims and the community. The standards in this section are designed to: ensure inmates' rights are not violated; ensure inmates are treated fairly; and ensure alleged rule violations are handled in a manner that provides inmates with appropriate procedural safeguards.

Section 7:

The goal of Section 7 – Administration and Management is to administer and manage the facility in a professional and responsible manner, consistent with legal requirements. The standards in this section are designed to: ensure staff, contractors and volunteers demonstrate competency in their assigned duties; ensure the facility is administered efficiently and responsibly; and ensure staff are treated fairly.

The assessments of the Audit Team were conducted according to the following team assignments:

Musacchio, Saunders and Rees:   Section 1 – Safety  
  Section 4 – Care  
  Section 7 – Administration and Management

Sabbatine, Brown and Schmitz:   Section 2 – Security  
  Section 3 – Order  
  Section 5 – Program and Activity (Quality of Life)  
  Section 6 – Justice

The assessment of compliance by the Audit Team was based on a number of factors including a tour of all LMDC facilities; a review of relevant LMDC policies and procedures; the presence of supporting documentation (i.e. records of required inspections and life safety drills); interviews with staff members; observation of daily operations; evaluation of the workflow in functional units; and findings from the System Stakeholder Survey.

**Based upon its two-day on-site review, it was the consensus of the Audit Team that Metro Corrections has achieved baseline compliance with a majority of the ACA Core Jail Standards.** The team found the facilities to be clean, safe and secure and observed the overall quality of life at the jail to be good. Health care services were assessed to be excellent and the current food service was deemed to be adequate. Correctional staff was observed to be operating in a professional manner, the interaction with inmates was generally positive, and no major communication issues were identified.

Perceptions elicited through the survey indicate that stakeholders view agency performance in a positive manner, are satisfied with services provided by LMDC, and agree that departmental communication and response has improved over the past two years.

## **SUMMARY OF KEY AUDIT FINDINGS AND RECOMMENDATIONS**

Based on team observations and interviews with staff, it is readily apparent that LMDC has made significant progress in a number of areas over recent years. The focus of the management team on sanitation and facility maintenance is readily apparent as is the emphasis on interactive supervision, i.e. encouraging officers to interact directly with inmates in a manner similar to traditional community policing philosophies.

The management team has also been successful in significantly reducing overtime, which will, however, remain an ongoing challenge. Additionally, as a result of enhanced professional training and departmental participation in systemic efforts to manage the jail population and alleviate crowded conditions, the number of assaults against staff and inmates has declined significantly.

The current administration of LMDC, unlike some previous administrations, clearly understands and has aggressively embraced the concept of managing the jail population by creating less expensive and less restrictive programs that can reduce recidivism and address the specific risks and needs of individual offenders. The administration also recognizes that successful efforts in offender population management requires a systemic approach that is based on the ongoing commitment, support and participation of all criminal justice stakeholders to providing a continuum of pretrial and sentencing options rather than relying solely on incarceration.

Under the leadership of Director Bolton, the Department has made strides in improving labor-management relations and renewed its emphasis on the development of leadership and professionalism among its personnel by sending departmental representatives to national training programs at the National Institute of Corrections and the American Jail Association/Sam Houston State University. The management team has implemented new evidence-based programs such as the Day Reporting Center and implemented technology advancements such as the new Management Information System, which will be on-line at the end of 2012, and pilot tested the use of body cameras. A full body scanner to better detect contraband and weapons

during the booking process has been approved for the 2012/2013 budget and will also be brought on-line before the end of the year.

Although the Audit Team found the Department to be generally in compliance with the ACA Core Jail Standards as noted in the previous section, members identified a number of critical areas in which the Department's operational effectiveness and its ability to fulfill its core mission is being negatively impacted. A majority of these concerns are directly tied to the current physical plant.

The design and age of the existing structures compromise the ability of the Department to implement modern correctional programs and practices and to staff operations in a cost-efficient manner. With knowledge that the infrastructure is deteriorating to the point that replacement parts for equipment, including locking mechanisms and electronic control panels, are no longer available, the Audit Team believes that the Department is rapidly approaching the point of diminishing returns. Moving forward, Metro Government will face a number of important decisions, i.e. projecting the capacity, security level and programming space of a new or renovated facility; whether new construction at an estimated cost of \$90,000 - \$110,000 per bed and/or renovation of existing facilities should occur; if new construction is feasible then identifying where future facilities will be located; and whether the sites of correctional facilities will be scattered or combined into a master complex.

### **Current Facilities/Physical Plant:**

***Life Safety*** -- The physical plant of the facility presents sheltering and evacuation issues in the event of an emergency. While most jails do not lend themselves to evacuation by definition, this facility has a number of secured doors between the inmates and eventual safe haven, and some areas have floor plans that could be categorized as a "maze." In the event of an evacuation, both of these phenomena would burden the evacuation process, likely to the degree that successful evacuation without death or injury could be jeopardized.

### **Recommended Actions:**

- (1) Evaluate all entry and exits for necessary security according to offender classification (i.e. determining whether all doors need to be secured for low level, non-violent offenders).

***Facility Staffing*** -- While the cost of staffing typically represents a significant part of all corrections budgets, the LMDC budget is inordinately impacted. The antiquated design of the facility makes it staff-intensive by requiring an increased number of fixed posts and the overcrowding further inflates staffing levels. A direct supervision-style jail would greatly reduce the future staffing budget for the agency; in fact, the significance of such a reduction cannot be overstated. A direct supervision jail could reduce staffing by up to 20-35 percent thereby resulting in a significant reduction in the staffing budget.

***Physical Plant*** -- Even though portions of the present physical plant are of fairly recent design and construction, they do not provide for the most current and program efficient operational philosophies such as Direct Supervision or use of the least restrictive security. Currently, there are not enough single cells for those individuals requiring that type of custody – most often violent offenders. Additionally, the locking devices in the Hall of Justice segment of the jail are

obsolete. The locking devices have reached the end of their usable life and repair parts are no longer supported by the original manufacturer thus requiring total replacement in case of failure.

Because of space limitations, it is impossible to keep those inmates that need to be near the courthouse in the closest facility. That means that inmates have to be transported back and forth between three physically separate facilities which adds layers of expense and risk.

If replacement of the existing facilities is contemplated in order to address the identified deficiencies, the cost of design and construction must be considered. Currently, the Average Daily Population is approximately 2,000. With a capacity of 1,700 usable beds, there are no available beds to provide space for the best practices for classifying and separating of inmates. Industry standards recommend that 15% of the bed capacity be available in order to accommodate classification housing. This would require that a total of 2,300 beds be available today. With even moderate growth in the immediate future, the required capacity could grow to 2,800. With unchecked growth and possible enactment of legislation negatively impacting criminal justice system operations, the future jail population projections will continue exponential growth along with an increasing percentage of the enterprise of expenditures.

Using the current correctional construction costs of \$90,000 - \$110,000 per bed, the cost of constructing a 2,800 bed facility would be \$308M and approximately \$440M for a 4,000 bed facility. From the time the design process is initiated, it requires approximately three to five years before occupancy can occur, which may also increase the total amount since the cost of construction is likely to increase.

To assist jurisdictions interested in planning for a new institution, the National Institute of Corrections (NIC) offers free technical assistance through a 32-hour training program entitled "Planning of New Institutions (PONI)." NIC believes that it is important that a jail's design meet the operational and capacity needs of the jurisdiction and agency that will operate it and emphasizes owner involvement throughout the planning process. The course teaches concepts through case studies, allowing participants to get "hands-on" experience in planning methods and focuses on the critical elements of planning a new facility including collecting and using data, pre-architectural programming, site evaluation, project management, and determining staffing needs.

### **Recommended Actions:**

- (2) Apply for technical assistance from the National Institute of Corrections to send a four-person team to attend the training offered through the PONI Program.
- (3) Initiate a process for development of a Correctional System Master Plan that will identify capacity, program and security needs for future construction of a new direct supervision jail.
- (4) Educate the public on the concept of jail population management, correctional costs, use of the least restructure option, effective correctional treatment and evidence-based practices that reduce recidivism.

## **Jail Population/Crowded Conditions:**

The population of the facility is higher than best practice standards permit. In some dormitories, the unencumbered living space and the unencumbered dayroom space are both below that accepted by the standards. Currently the jail is running over capacity most of the time, despite the efforts of jail staff and stakeholders working toward jail population management. Reasonable projections are that the jail population will increase in the coming months, creating dangerous crowding conditions which will impact safety and security. Overpopulation also affects rehabilitation programs. Metro Government faces a critical crossroads in the next 18 to 24 months—initiating short-term planning for adding jail space or controlling the population with an improved evidence-based classification system.

The jail currently houses a large number of low-level, non-violent offenders in the facility, possibly as many as 400-600 inmates that are occupying bed space that could otherwise be utilized for those inmates who pose some danger to the community. The jail's secure beds need to be reserved for those offenders who present a definite threat to the public. It seems that there is philosophy of incarceration in the local system that has digressed from imprisoning offenders who are feared to housing individuals that society is simply "mad at". This is a phenomenon not uncommon across the country, but being placed in check in the more progressive communities nationwide.

***Classification System*** - The inmate classification system is the cornerstone for managing safe and secure jail operations. Metro Corrections currently operates a points additive objective jail classification assessment within the Inmate Management System (IMS). In 2000, when the IMS system was integrated, the Department of Justice, National Institute of Corrections' Objective Jail Classification Model was adopted for Metro Corrections using a points additive method to calculate inmate risk.

An objective classification relies on a narrow set of well-defined legal factors (including severity of offense, prior convictions, and prior incarcerations) and personal characteristics (including race, age and employment) to guide decision making. Former administrators at LMDC, during that time period, created a points-based assessment that satisfied the need to separate and manage inmates within the newly reconstructed mail jail complex.

Metro Corrections has reviewed two "best practice" validated classification instruments: the North Pointe evaluation and the Systematic Assessment of Risk and Needs (SARN). The SARN has an organized data dictionary to reference data content and defines the elements of the classification instrument. The SARN instrument looks at three factors to arrive at a classification decision—charge, behavior and need. The SARN also separates and drives inmate management according to their risk of violence and special needs such as medical, mental health and suicide. With the implementation of the new Jail Management System slated for late 2012, the plan of action is to incorporate the SARN classification instrument.

## **Recommended Actions:**

- (5) Ensure implementation of the SARN classification instrument in conjunction with the new Jail Management System.

- (6) Identify incarcerated population size by custody classification and enlist the support of system stakeholders in housing or placing offenders in the least restrictive option.

**Work Release Program** -- Also affecting overcrowding is the Work Release Program. This program is marginally successful in a jail setting, and more conducive to less expensive contracted beds or other types of supervision. The GPS tracking systems currently on the market have provided the same or similar levels of public confidence in dealing with these types of offenders in the community. There are over 200 inmates in work release status in the LMDC which accounts for over 200 beds that are not available for use by offenders who pose a greater risk to public safety. Further, these beds are much more expensive than contracted beds which serve the same purpose.

**Recommended Actions:**

- (7) Contracting out the Work Release Program.
- (8) Establish a GPS tracking capability for the Home Incarceration Program and the Day Reporting Center.
- (9) Continue funding of the Day Reporting Center Program as alternative option when grant funding ends in June 2012 (Mayor's 2012/2013 budget funds the Day Reporting Center).
- (10) Dedicate a data analyst position to generate jail population data and reports to support efforts in jail population management.

**Probation/Parole Violators** -- Further complicating the crowding is the presence of a high number of parole and probation violators being detained in the facility at the request of the Kentucky Department of Corrections. While it could be argued that a significant portion of these inmates are unnecessarily being held, the Kentucky Department of Corrections has exceeded both the expected numbers that were agreed upon by Metro Government and the State and the time limits for which they are permitted to be held pending their adjudication.

The Audit Team believes that LMDC should set limits on the numbers of these types of offenders that can be housed in the jail and take whatever steps necessary to ensure that the adjudication of these inmates is timely. Although probation violators will continue to be housed at the jail since they fall under the jurisdiction of the District or Circuit Court, the Kentucky Department of Corrections should be notified and advised that as of a given date, it will refuse to admit parole violators once a designated threshold has been exceeded. There is adequate housing at jails in neighboring counties to accommodate parole violators.

**Recommended Actions:**

- (11) Designate a specific number of beds available to the Kentucky Division of Probation and Parole for housing violators awaiting hearings.

- (12) Establish a formal emergency release mechanism, either by ordinance or statute, based upon a designated internal cap to ease crowding when life/safety or crisis situations arise.
- (13) Reduce parole violator length of stay in a jail bed from the point of the administrative law judge hearing to the return to state custody.

**Special Populations** – Based upon an earlier analysis of jail population data, it is apparent that a significant percentage of jail bed days are dedicated to “revolving door” offenders, including mentally ill individuals as well as individuals who have been arrested for public intoxication or offenses related to chronic histories of substance abuse. The LMDC Mental Health Unit has estimated that approximately 100 individuals fall within the “revolving door” population and that approximately 90% of this population also has co-occurring or substance abuse disorders and over 50% are homeless. The same phenomenon can be found in local correctional facilities across the country as insufficient funding for community-based mental health programs has resulted in jails becoming the new mental institutions.

With knowledge that the estimated total cost of institutional housing for the top 50 recidivists identified by Metro Corrections (which includes the cost of incarceration along with emergency room and psychiatric hospitalizations) exceeds \$2.75 million, the Audit Team supports the proposed pilot, developed jointly by LMDC and Seven Counties Services, Inc., to expand existing diversion and reentry programming for the “revolving door” population using the Assertive Community Treatment (ACT) model. Providing proactive case management along with support housing has been demonstrated to dramatically reduce system costs by minimizing the number of jail and hospital readmissions.

**Recommended Actions:**

- (14) Implement the proposed ACT pilot project to reduce the costs and jail bed days consumed by the “revolving door” population.

**Budget/Overtime:**

The current staffing level of the jail is adequate and the jail management team has been able to reduce overtime significantly over the last 18 months, although recent figures reflect a slight increase in overtime. The management team is working diligently by implementing a daily overtime usage tracking and monitoring report to address overtime costs, but will face an uphill battle to control it. A number of factors, such as use of FMLA, sick leave and military leave along with assignment of personnel to non-correctional duties (i.e. Kentucky Derby Festival events and river patrols during the summer boating season) continue to exacerbate the problem. The Audit Team believes that overtime for non-correctional duties should not negatively impact the corrections budget.

**Recommended Actions:**

- (15) Review and reconsider current practices related to use of overtime for assignment of personnel to non-core mission duties.

## **Food Service:**

The current food service operation is providing adequate food to the jail population based upon an approved menu. However, the sanitation in the kitchen is in need of improvement and the system of delivering food to the various locations and housing units is unacceptable and needs to be addressed. There are not adequate systems in place to insure proper temperature controls (i.e. keeping hot foods hot and cold foods cold). This situation is creating a serious health issue. When the contract is put out for bid later this year, the Request for Proposal should include a section requiring an up-to-date food transfer system that insures proper temperature control. The cost of additional equipment should be included in the per-meal cost and amortized over the entire contract. While this might increase the overall cost per day somewhat, it should not be significant. The current rotational food menus were also found to be void of recent national trends toward heart healthy diets with greater emphasis on fresh fruits and vegetables.

### **Recommended Action:**

- (16) Include a requirement for a new food transfer system in the upcoming RFP for food services to ensure proper temperature control.
- (17) Plan and implement a review of the inmate food services rotational menu with the Department of Public Health, the food service vendor and Metro Corrections to move towards a heart healthy menu (budgeted in the Mayor's 2012/2013 budget).

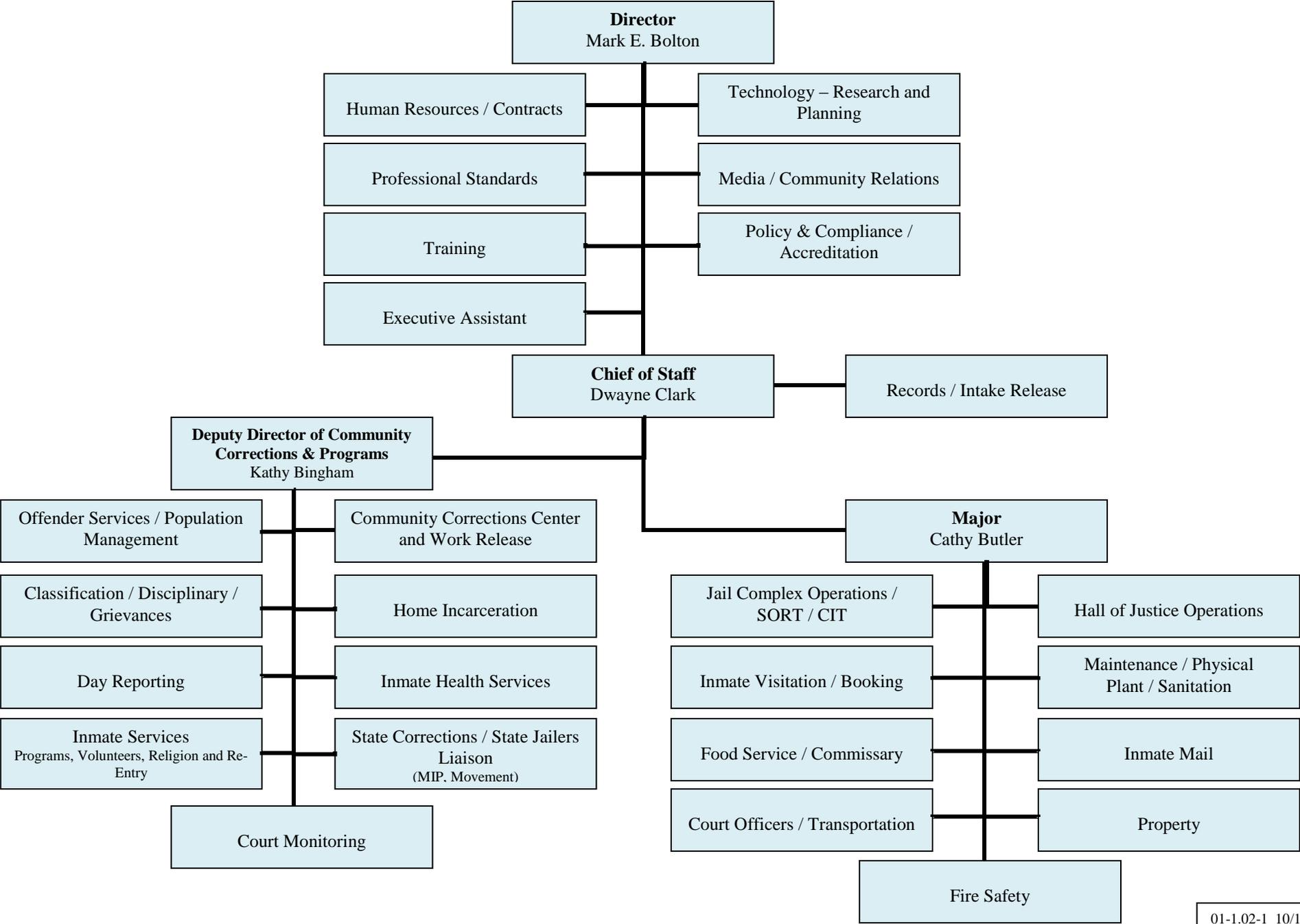
## **CONCLUSION**

The management team and personnel of the Louisville Metro Department of Corrections have made significant strides over recent years in improving the overall operation of the Department and laying a strong foundation for its future. It is evident that the team is committed to moving the agency forward in a manner consistent with best practice standards. While a series of recommended actions have been offered to enhance the effectiveness and efficiency of the Department, the Audit Team believes that the priority focus should be placed on addressing the deficiencies of the current physical plant by planning for new construction and future transition to a direct supervision jail.

# APPENDICES

## **Appendix A: LMDC Organization Chart**

# Louisville Metro Department of Corrections Organizational Chart



**Appendix B: 2011 LMDC Fact Sheet**



## Louisville Metro Department of Corrections Fact Sheet 2011

### Intake

- Annual Bookings: 43,411
- Average Bookings per Month: 3,618
- Average Bookings per Day: 119
- Top Booking Day of the Week: Wednesday
- Number One Arresting Agency: Louisville Metro Police
- Number Two Arresting Agency: Jefferson County Sherriff
- Most Common Charge at Booking: Traffic
- Second Most Common: DUI
- Third Most Common: Theft

### Population

- Rated Detention Capacity: 1,793
- Average Daily Population:
  - Detention: 1,992
  - Home Incarceration: 525
  - Day Reporting: 34
  - Total: 2,551
- **Average Length of Stay in Detention:** 20.02 days Inmates: 44,879
  - Jail Complex: 15.3 days Inmates: 36,800
  - C.C.C.: 59.03 days Inmates: 3,079
  - H.I.P: 57.68 days Inmates: 3,275
  - Average Daily Number of Inmates on Work Release: 226
- Average Number of Participants in Misdemeanant Intensive Program: 311
- **Classification of Inmates:** Minimum: 23% Low Medium: 59% High Medium: 13%, Maximum: 1%, High Maximum: 1% PC: 0% Administrative Seg: 0% Disciplinary Seg.: 3%
- **Population Demographics:**
  - BOOKING:** White Male: 41%, Black Male: 34%, White Female: 14%, Black Female: 8%  
Hispanic Male: 2%, Hispanic Female: .27%, Other Male: .28%, Other Female: .08%
  - IN CUSTODY:** White Male: 36%, Black Male: 48%, White Female: 7%, Black Female: 5%  
Hispanic Male: 3%, Hispanic Female: .0%, Other Male: .1%, Other Female: .1%
- Average Number of Visits Monthly: 3,042
- Average Number of Trips to Court Monthly: 3,578
- Average Hospital Runs Monthly: 32

### Release

- Annual Releases: 43,356 Average Monthly Releases: 3,613
- Top Release Day of the Week: Wednesday

### Agency Numbers

- Total Number of Budgeted Positions(FY 11-12): 602
  - Number Sworn: 465
  - Number Civilian: 137
- Annual Budget: 50.9 Million (FY 11-12)
- Cost to House Per Day: Main \$65 C.C.C \$39 H.I.P \$9.90
- Amount LMDC is Reimbursed per Day for Housing State Inmates: \$30.94  
Est. Total FY 11-12: \$2.9 million

### General

- Inmate Health Care Contract Provider: Corizon Inc. Medical Services
  - Cost of Annual Medical Contract: \$5.3 Million (FY 11-12)
  - Number of Contract Medical Staff: 55

### Pharmacy Contract Provider: Diamond Pharmacy Services

- Avg. Cost of Annual Pharmacy Contract: \$638,000
- Avg. Amount Spent on Inmate Medical Prescriptions Monthly: \$53,167
- Inmate Food Contract Provider: Canteen Corporation
  - Amount Spent on Food Service Annually: \$1.87 Million (Est. FY 11-12)
  - Cost to Feed an Inmate for One Day: \$2.49 → .83 cents/meal
  - Average Number of Meals Served Yearly: 2,115,540
  - Number of Contract Food Service Workers: Kitchen-11 Commissary-5 Inmates-58

## **Appendix C: Stakeholder Survey Responses**

## 1. From below, please choose the discipline you best represent

		Response Percent	Response Count
Law Enforcement		19.5%	8
<b>Judiciary</b>		<b>41.5%</b>	<b>17</b>
Prosecution		2.4%	1
Defense		2.4%	1
Non-Profit/Social Service		4.9%	2
Public Safety		7.3%	3
Other (please specify)		22.0%	9
		<b>answered question</b>	<b>41</b>
		<b>skipped question</b>	<b>0</b>

## 2. How often do you use a Metro Corrections service or visit one of the Metro Corrections facilities?

		Response Percent	Response Count
Weekly		48.8%	20
More than once a month		9.8%	4
Monthly		4.9%	2
Every 2-3 months		12.2%	5
Every 6 months		0.0%	0
Once a Year		4.9%	2
Other (please specify)		19.5%	8
		<b>answered question</b>	<b>41</b>
		<b>skipped question</b>	<b>0</b>

**3. What Metro Corrections services have you used or accessed? Please check all that apply**

		Response Percent	Response Count
Booking		48.7%	19
Jail		56.4%	22
Community Correctional Options Programs (HIP, DRC, Work Release, MIP)		59.0%	23
Court Services		51.3%	20
<b>Administration</b>		<b>69.2%</b>	<b>27</b>
Other (please specify)		7.7%	3
<b>answered question</b>			<b>39</b>
<b>skipped question</b>			<b>2</b>

**4. When using Metro Corrections services, which staff do you interact with most frequently?**

		Response Percent	Response Count
Frontline		24.3%	9
<b>Management/Administrative</b>		<b>37.8%</b>	<b>14</b>
<b>Both</b>		<b>37.8%</b>	<b>14</b>
<b>answered question</b>			<b>37</b>
<b>skipped question</b>			<b>4</b>

**5. Based upon your professional experiences with Metro Corrections, how satisfied are you with the services you received?**

		Response Percent	Response Count
Strongly Satisfied		32.4%	12
<b>Satisfied</b>		<b>51.4%</b>	<b>19</b>
Neither Satisfied or Dissatisfied		13.5%	5
Dissatisfied		2.7%	1
Strongly Dissatisfied		0.0%	0
<b>answered question</b>			<b>37</b>
<b>skipped question</b>			<b>4</b>

**6. if you selected "Dissatisfied" or "Strongly Dissatisfied", which of the following need improvement? Please check all that apply.**

		Response Percent	Response Count
Staff professionalism		0.0%	0
Communication		0.0%	0
Timeliness of response		0.0%	0
Accuracy of response		0.0%	0
Ease of contact		0.0%	0
Willingness of staff to assist		0.0%	0
<b>Other (please specify)</b>		<b>100.0%</b>	<b>1</b>
<b>answered question</b>			<b>1</b>
<b>skipped question</b>			<b>40</b>

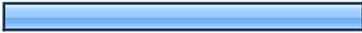
**7. Metro Corrections provides administrative and operational data and information in an appropriate manner.**

		Response Percent	Response Count
Strongly Agree		35.1%	13
<b>Agree</b>		<b>54.1%</b>	<b>20</b>
Neither Agree or Disagree		8.1%	3
Disagree		2.7%	1
Strongly Disagree		0.0%	0
<b>answered question</b>			<b>37</b>
<b>skipped question</b>			<b>4</b>

**8. Communication and response to local stakeholders from Metro Corrections has improved in the last two (2) years.**

		Response Percent	Response Count
Strongly Agree		33.3%	12
<b>Agree</b>		<b>36.1%</b>	<b>13</b>
Neither Agree or Disagree		25.0%	9
Disagree		5.6%	2
Strongly Disagree		0.0%	0
<b>answered question</b>			<b>36</b>
<b>skipped question</b>			<b>5</b>

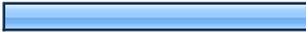
**9. Metro Corrections responds accurately and promptly to my questions.**

		Response Percent	Response Count
Strongly Agree		35.1%	13
<b>Agree</b>		<b>54.1%</b>	<b>20</b>
Neither Agree or Disagree		8.1%	3
Disagree		2.7%	1
Strongly Disagree		0.0%	0
<b>answered question</b>			<b>37</b>
<b>skipped question</b>			<b>4</b>

**10. Metro Corrections provides a weekly report summarizing population data including admissions, releases and bed space. Do you receive this report on a weekly basis?**

		Response Percent	Response Count
Yes		69.4%	25
No		30.6%	11
<b>answered question</b>			<b>36</b>
<b>skipped question</b>			<b>5</b>

### 11. How beneficial do you find this information?

		Response Percent	Response Count
Very Beneficial		30.8%	8
<b>Beneficial</b>		<b>46.2%</b>	<b>12</b>
Neither Beneficial or NonBeneficial		23.1%	6
NonBeneficial		0.0%	0
Very NonBeneficial		0.0%	0
<b>answered question</b>			<b>26</b>
<b>skipped question</b>			<b>15</b>

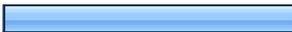
### 12. Is there any information not included in this report that you would like to see?

		Response Percent	Response Count
Yes		8.3%	2
<b>No</b>		<b>91.7%</b>	<b>22</b>
If Yes, please specify			3
<b>answered question</b>			<b>24</b>
<b>skipped question</b>			<b>17</b>

### 13. Jail incarceration in and of itself is an effective method to promote public safety.

		Response Percent	Response Count
Strongly Agree		16.7%	6
<b>Agree</b>		<b>41.7%</b>	<b>15</b>
Neither Agree or Disagree		8.3%	3
Disagree		22.2%	8
Strongly Disagree		11.1%	4
<b>answered question</b>			<b>36</b>
<b>skipped question</b>			<b>5</b>

### 14. Behavioral intervention while incarcerated is required to promote public safety.

		Response Percent	Response Count
<b>Strongly Agree</b>		<b>44.4%</b>	<b>16</b>
<b>Agree</b>		<b>44.4%</b>	<b>16</b>
Neither Agree or Disagree		11.1%	4
Disagree		0.0%	0
Strongly Disagree		0.0%	0
<b>answered question</b>			<b>36</b>
<b>skipped question</b>			<b>5</b>

**15. Effective correctional treatment requires a multi-disciplinary approach.**

		Response Percent	Response Count
Strongly Agree		83.3%	30
Agree		16.7%	6
Neither Agree or Disagree		0.0%	0
Disagree		0.0%	0
Strongly Disagree		0.0%	0
<b>answered question</b>			<b>36</b>
<b>skipped question</b>			<b>5</b>

**16. Jail space should be utilized for those posing the greatest public risk based upon the use of a validated risk assessment instrument.**

		Response Percent	Response Count
Strongly Agree		61.1%	22
Agree		30.6%	11
Neither Agree or Disagree		2.8%	1
Disagree		5.6%	2
Strongly Disagree		0.0%	0
<b>answered question</b>			<b>36</b>
<b>skipped question</b>			<b>5</b>

**17. The local offender population should be managed using the least restrictive option.**

		Response Percent	Response Count
Strongly Agree		36.1%	13
Agree		30.6%	11
Neither Agree or Disagree		19.4%	7
Disagree		13.9%	5
Strongly Disagree		0.0%	0
<b>answered question</b>			<b>36</b>
<b>skipped question</b>			<b>5</b>

**18. The role of the jail is to detain pre-trial and sentenced offenders and to meet their basic needs as they are processed through the system.**

		Response Percent	Response Count
Strongly Agree		28.6%	10
Agree		40.0%	14
Neither Agree or Disagree		20.0%	7
Disagree		8.6%	3
Strongly Disagree		2.9%	1
<b>answered question</b>			<b>35</b>
<b>skipped question</b>			<b>6</b>

**19. Jail facilities should be reserved for higher risk offenders and lower risk offenders should be supervised in the community.**

		Response Percent	Response Count
Strongly Agree		33.3%	12
<b>Agree</b>		<b>36.1%</b>	<b>13</b>
Neither Agree or Disagree		11.1%	4
Disagree		19.4%	7
Strongly Disagree		0.0%	0
<b>answered question</b>			<b>36</b>
<b>skipped question</b>			<b>5</b>

**20. Additional jail space is needed regardless of the cost.**

		Response Percent	Response Count
Strongly Agree		8.3%	3
<b>Agree</b>		<b>36.1%</b>	<b>13</b>
Neither Agree or Disagree		22.2%	8
Disagree		27.8%	10
Strongly Disagree		5.6%	2
<b>answered question</b>			<b>36</b>
<b>skipped question</b>			<b>5</b>

**21. Offender re-entry should be provided as part of correctional programming.**

		Response Percent	Response Count
Strongly Agree		41.7%	15
<b>Agree</b>		<b>50.0%</b>	<b>18</b>
Neither Agree or Disagree		8.3%	3
Disagree		0.0%	0
Strongly Disagree		0.0%	0
<b>answered question</b>			<b>36</b>
<b>skipped question</b>			<b>5</b>

**22. Metro Corrections personnel partner with other correctional agencies, community organizations, and/or treatment professionals.**

		Response Percent	Response Count
Strongly Agree		25.7%	9
<b>Agree</b>		<b>45.7%</b>	<b>16</b>
Neither Agree or Disagree		20.0%	7
Disagree		8.6%	3
Strongly Disagree		0.0%	0
<b>answered question</b>			<b>35</b>
<b>skipped question</b>			<b>6</b>

**23. Criminal justice professionals and stakeholders support the use of evidence based practice in local correctional programs.**

		Response Percent	Response Count
Strongly Agree		25.7%	9
<b>Agree</b>		<b>51.4%</b>	<b>18</b>
Neither Agree or Disagree		20.0%	7
Disagree		2.9%	1
Strongly Disagree		0.0%	0
<b>answered question</b>			<b>35</b>
<b>skipped question</b>			<b>6</b>

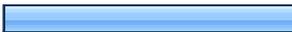
**24. The use of evidence based practices within the local criminal justice system will reduce future recidivism.**

		Response Percent	Response Count
Strongly Agree		33.3%	12
<b>Agree</b>		<b>41.7%</b>	<b>15</b>
Neither Agree or Disagree		19.4%	7
Disagree		5.6%	2
Strongly Disagree		0.0%	0
<b>answered question</b>			<b>36</b>
<b>skipped question</b>			<b>5</b>

**25. I have confidence in the Misdemeanor Intensive Probation (MIP) program.**

		Response Percent	Response Count
Strongly Agree		25.0%	9
Agree		25.0%	9
<b>Neither Agree or Disagree</b>		<b>41.7%</b>	<b>15</b>
Disagree		5.6%	2
Strongly Disagree		2.8%	1
<b>answered question</b>			<b>36</b>
<b>skipped question</b>			<b>5</b>

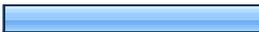
**26. I have confidence in the Work Release Program.**

		Response Percent	Response Count
Strongly Agree		8.3%	3
<b>Agree</b>		<b>44.4%</b>	<b>16</b>
Neither Agree or Disagree		33.3%	12
Disagree		13.9%	5
Strongly Disagree		0.0%	0
<b>answered question</b>			<b>36</b>
<b>skipped question</b>			<b>5</b>

### 27. I have confidence in the Home Incarceration Program (HIP).

		Response Percent	Response Count
Strongly Agree		25.0%	9
<b>Agree</b>		<b>41.7%</b>	<b>15</b>
Neither Agree or Disagree		22.2%	8
Disagree		11.1%	4
Strongly Disagree		0.0%	0
<b>answered question</b>			<b>36</b>
<b>skipped question</b>			<b>5</b>

### 28. I have confidence in the Day Reporting Center (DRC) Program.

		Response Percent	Response Count
Strongly Agree		16.7%	6
<b>Agree</b>		<b>38.9%</b>	<b>14</b>
Neither Agree or Disagree		33.3%	12
Disagree		8.3%	3
Strongly Disagree		2.8%	1
<b>answered question</b>			<b>36</b>
<b>skipped question</b>			<b>5</b>

**29. I have confidence in the secure detention provided by Metro Corrections.**

		Response Percent	Response Count
Strongly Agree		52.8%	19
Agree		38.9%	14
Neither Agree or Disagree		8.3%	3
Disagree		0.0%	0
Strongly Disagree		0.0%	0
<b>answered question</b>			<b>36</b>
<b>skipped question</b>			<b>5</b>

**30. How would you rate the overall performance of Metro Corrections as an agency?**

		Response Percent	Response Count
Very Good		38.9%	14
Good		38.9%	14
Neither Good or Needing Improvement		5.6%	2
Needs Improvement		16.7%	6
Strongly Needs Improvement		0.0%	0
<b>answered question</b>			<b>36</b>
<b>skipped question</b>			<b>5</b>

**31. In your opinion, what can Metro Corrections do to improve?**

**Response  
Count**

15

**answered question**

**15**

**skipped question**

**26**

## **Appendix D: Summary of Recommended Actions**

## SUMMARY OF RECOMMENDED ACTIONS

### **Recommended Actions:**

- (1) Evaluate all entry and exits for necessary security according to offender classification (i.e. determining whether all doors need to be secured for low level, non-violent offenders).
- (2) Apply for technical assistance from the National Institute of Corrections to send a four-person team to attend the training offered through the PONI Program.
- (3) Initiate a process for development of a Correctional System Master Plan that will identify capacity, program and security needs for future construction of a new direct supervision jail.
- (4) Educate the public on the concept of jail population management, correctional costs, use of the least restructure option, effective correctional treatment and evidence-based practices that reduce recidivism.
- (5) Ensure implementation of the SARN classification instrument in conjunction with the new Jail Management System.
- (6) Identify incarcerated population size by custody classification and enlist the support of system stakeholders in housing or placing offenders in the least restrictive option.
- (7) Contracting out the Work Release Program.
- (8) Establish a GPS tracking capability for the Home Incarceration Program and the Day Reporting Center.
- (9) Continue funding of the Day Reporting Center Program as alternative option when grant funding ends in June 2012 (Mayor's 2012/2013 budget funds the Day Reporting Center).
- (10) Dedicate a data analyst position to generate jail population data and reports to support efforts in jail population management.
- (11) Designate a specific number of beds available to the Kentucky Division of Probation and Parole for housing violators awaiting hearings.
- (12) Establish a formal emergency release mechanism, either by ordinance or statute, based upon a designated internal cap to ease crowding when life/safety or crisis situations arise.

- (13) Reduce parole violator length of stay in a jail bed from the point of the administrative law judge hearing to the return to state custody.
- (14) Implement the proposed ACT pilot project to reduce the costs and jail bed days consumed by the “revolving door” population.
- (15) Review and reconsider current practices related to use of overtime for assignment of personnel to non-core mission duties
- (16) Include a requirement for a new food transfer system in the upcoming RFP for food services to ensure proper temperature control.
- (17) Plan and implement a review of the inmate food services rotational menu with the Department of Public Health, the food service vendor and Metro Corrections to move towards a heart healthy menu (budgeted in the Mayor’s 2012/2013 budget).