

Monroe County Adult Incarceration, Recidivism, Mental Illness, Substance Abuse Disorders. etc.

March 18, 2010

Incarceration, for many, is distasteful and politically unpalatable. Yet it is also a critically important topic. In fact, data on incarcerated residents of Monroe County, where we live, are significant. This is an attempt to contribute to public awareness and civic discussion about incarceration. The data derive, in part, from the growing and increasingly consequential field of work and research called prison reentry or, quite simply, reentry.

This page summarizes a study completed in early 2010 and offers additional reflections. Pages 2-3 present the entire data set, its sources, and the reasoning involved in assembling the numbers.

Summary:

1. In 2008, over 5,500 men and women, residents of Monroe County, were incarcerated in jail (Monroe County facilities) or prison (New York State Correctional facilities).
2. Of these 5,500 individuals, from 1,200 to nearly 1,800 suffered from serious mental illnesses.
3. Almost 1,500 of them experienced chemical dependency abuse disorders.
4. Finally, 1,100 to 1,400 persons presented co-existing symptoms of mental illness and substance abuse disorders.

Implications:

1. Care and prevention: Much can be done to prevent or forestall incarceration, and to improve the odds of successful reentry, by adequate health, mental health, and substance abuse disorder treatment, among other services.
2. Cost: Incarceration is “the tip of the iceberg.” It reveals the huge tax and private costs of incarceration due to policing, law enforcement, public safety, adjudication, correctional services, victimization, abuse and abandonment of children and adults, and neighborhood deterioration, to name the most obvious.

Other important matters:

1. Recidivism among incarcerated Monroe County residents, and throughout the United States, is high. Refer to lines L8 and L9 of the chart, p. 2 and the corresponding explanatory notes.
2. Incarceration is a highly deteriorative factor in certain neighborhoods. Some 19,000 individuals passed through Monroe County Jail in 2006. The number has been similar in other recent years. (The number counts every jail exit¹ and thus includes an unknown proportion of repeaters.). Of these 19,000 individuals, 65% lived in postal zip code areas 14605, 14606, 14608, 14609, 14611, 14613, 14619, and 14621, all in the City of Rochester. They incorporate Monroe County’s poorest and most challenged neighborhoods, whose residents include significant populations of people of color. Another way of putting the raw number is that 65% of Monroe County residents who serve time in County jail and NY prisons originate from an area where 25% of the County’s population live.
3. The data given here do not include Monroe County teenagers and youths in detention, jail, or prison, which merits attention.

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¹ Exit from Monroe County Jail may be to Probation or with other restrictions, a New York State Correctional facility, a United States Correctional facility, or to home or the street without conditions.

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Indications of Inequities and Disparities in Mental Health Care: Monroe County Incarcerated Adult Population, Recidivism, Mental Illness, Substance Abuse Disorders, etc.

Monroe County Sentenced Individuals (Adults) in Prison and Jail - 2008

Number MC citizens sentenced to MC Jail & Correctional Facility in 2008 ¹	3,343
Number MC citizens sentenced to prison in 2008 ²	777
Total number MC citizens sentenced 2008 & serving time³	4,120
Number MC citizens sentenced to prison prior to 2008 and remaining in prison ⁴	1,376
Total MC citizens in jail & prison in 2008: L2+L5	5,546

Wellness Needs of Sentenced Individuals

Serious mental illness (24% of county inmates) ⁵	802
Serious mental illness (15-45% of state & federal inmates) ⁶	323-969
Total serious mental illness among incarcerated MC citizens⁷	1,125-1,771
Substance abuse disorders among incarcerated MC citizens @ 80%⁸	4,437
Co-existing mental illness & substance abuse disorder (dual diagnosis) among incarcerated MC citizens (20-72%)⁹	1,109-3,393

Re-incarceration

Recidivism¹⁰ (individuals return to jail, prison, or probation within 3 years; 60%) ¹¹	2,472
Recidivism (individuals return to incarceration within 3 years; 40%) ¹²	1,648

Inequity & disparity indicators: NYS jail, prison inmates per 100,000 of population by gender, race, & ethnicity: Male: 935; Female: 57; White: 174; Black: 1,627; Hispanic: 742.¹³

¹ See Note 2.

² See Note 2. The majority of prison-sentenced individuals go to NYS Dept. of Corrections facilities, 200 or less to federal prisons.

³ (a) New York State Division of Criminal Justice Services, dispositions of Adult Arrests, 2004-2008, by county, <http://criminaljustice.state.ny.us/crimnet/ojsa/dispos/index.htm>. The overwhelming majority are Monroe County residents. (b) Over 19,000 individuals (including duplications) passed through Monroe County jail in 2006. Data from Edward Ignarri, via Craig Johnson, to Robert N. Seidel, February 5, 2008.

⁴ The National Institute of Corrections, Statistics for the State of New York, www.nicic.org/features/statestat. . . : Source for rate of jail and prison population per 100,000 of population, which was 322 for New York State. Monroe County data are above average for the state.

⁵ (a) *Reentry for Safer Communities*, Op. Cit., p3. (b) Elizabeth Sakers, "Substance Abuse and Mental Health Treatment Programs in New York State Prisons: An Enumeration of the Programs Offered and An Exploration of Their Deficiencies," (Graduate paper prepared under the supervision of Rima Vesley-Flad, Founder and Coordinator, Interfaith Coalition of Advocates for Reentry and Employment (ICARE); its source: "Identified Substance Abuse." State of New York Department of Correctional Services, 2007. Mar. 2009. http://www.docs.state.ny.us/Research/Reports/2008/Identified_Substance_Abusers_2007.pdf. (c) Craig Johnson, Coordinator, Drug & Alcohol Program at Monroe County Correctional Facility, email communication, to Robert N. Seidel, January 26, 2010.

⁶ Same as note 9; Apparently authoritative data sources disagree widely on a correct percentage to use for state and federal inmates with serious mental illness. The source cited at 9(b), perhaps the most relevant for our purposes, states, "nearly 50% of [individuals incarcerated by the New York State Department of Corrections] were on the mental health caseload [in 2007]."

⁷ (a) See Note 9. (b) To relate these data to data on the US population, see Miranda Hitti, "How Common are Mental Health Problems?" reviewed by Louise Chang, www.cureresearch.com/m/mental_illness/prevalence.htm.

⁸ See Notes 9(b) and 9(c).

⁹ (a) See Note 9. (b) Also see NAMI New Hampshire, "Dual Diagnosis and Integrated Treatment of Mental Illness and Substance Abuse Disorder" (Sept. 2003), naminh.org/resources-medications-treatment. . . (Sept. 2003, 3 pp. in hard copy). (c) A similar version of this paper is [Same title] (Sutter Health: Sacramento Sierra Region, 2003), checksutterfirst.org/. . . /dualdiagnosis.htm. (d) Authoritative sources vary regarding this important area.

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- ¹⁰ (a) *Reentry for Safer Communities . . . : Effective County Practices in Jail to Community Planning for Offenders with Mental Health and Substance Abuse Disorders: Study of six model programs . . .* : Washington: DC: US Department of Justice, Bureau of Justice Assistance, County Services Department, Community Services Division: September 2008, p3. (b) US. Department of Justice, [Bureau of Justice Statistics, Recidivism of Prisoners Released in 1994](#), Ojp.usdoj.gov. 2002-06-02. Retrieved 2009-09-14 and cited in Wikipedia, "Recidivism," N10 @ . http://en.wikipedia.org/wiki/Recidivism#cite_note-9. (c) National Reentry Resource Center, "Congressional Leaders Take on Recidivism and Corrections Spending: First National Summit on 'Justice Reinvestment' Held on Capitol Hill," Press Release, January 28, 2010 (Washington, DC: The Council of State Governments Justice Center, The Pew Center on the States, and The Public Welfare Foundation), email transmission, January 29, 2010: ". . . recidivism rates remain high. In many states, half of all individuals released from state prison are re-incarcerated within three years." (d) Recidivism is unfortunately an ambiguous term that researchers and practitioners employ variously. The document cited at 6(a) above states that 70% of those entering jail have previously been sentenced to incarceration or probation. Emphasis added.
- ¹¹ (a) Recidivism is calculated on the basis of the number of individuals released from jail and prison within a year and who are re-arrested and sentenced within three years. Since virtually all sentenced to MC jail are released at one year or less, we begin with this figure (3,343) and estimate that 777, the number of those sentenced to prison, is also the number released from prison in one year, which may be somewhat low. (b) Due to the statistical and definitional issues related to recidivism, this report employs two figures: (i) 40% as the County's recidivism rate defined as return of a formerly incarcerated individual to incarceration by conviction for a felony or misdemeanor offense within three years of the prior release; and (ii) 60% as the recidivism rate defined as return of a formerly incarcerated individual to incarceration or probation by conviction for a felony or misdemeanor offense within three years of the prior release. Emphasis added.
- ¹² See Note 6.
- ¹³ (a) US Bureau of Justice Statistics, "Census of Inmates in State Prisons and Jails . . . , [file pjm0514.csv](#) (Washington, DC: May 21, 2005), table 14; Marc Mauer and Ryan S. King, *Uneven Justice: State Rates of Incarceration by Race and Ethnicity* (Washington, DC: The Sentencing Project, July 2007), p. 8 and (b) *inter. alia.*; Ashley Nellis, Judy Greene, and Marc Mauer, *Reducing Racial Disparity in the Criminal Justice System: A Manual for Practitioners and Policymakers*, 2nd edition (Washington, DC: The Sentencing Project, 2008), especially pp. 1-2 on defining and the impact of racial disparity. (c) On healthcare delivery and disparities, see The Correctional Association of New York, *Healthcare in New York Prisons 2004-2007* (New York, NY: February 2009, 137 pages).

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