



# Center for Mental Health Services & Criminal Justice Research

## (Ex) Prisoner Reentry, Recidivism, and Mortality: A Public Policy Issue

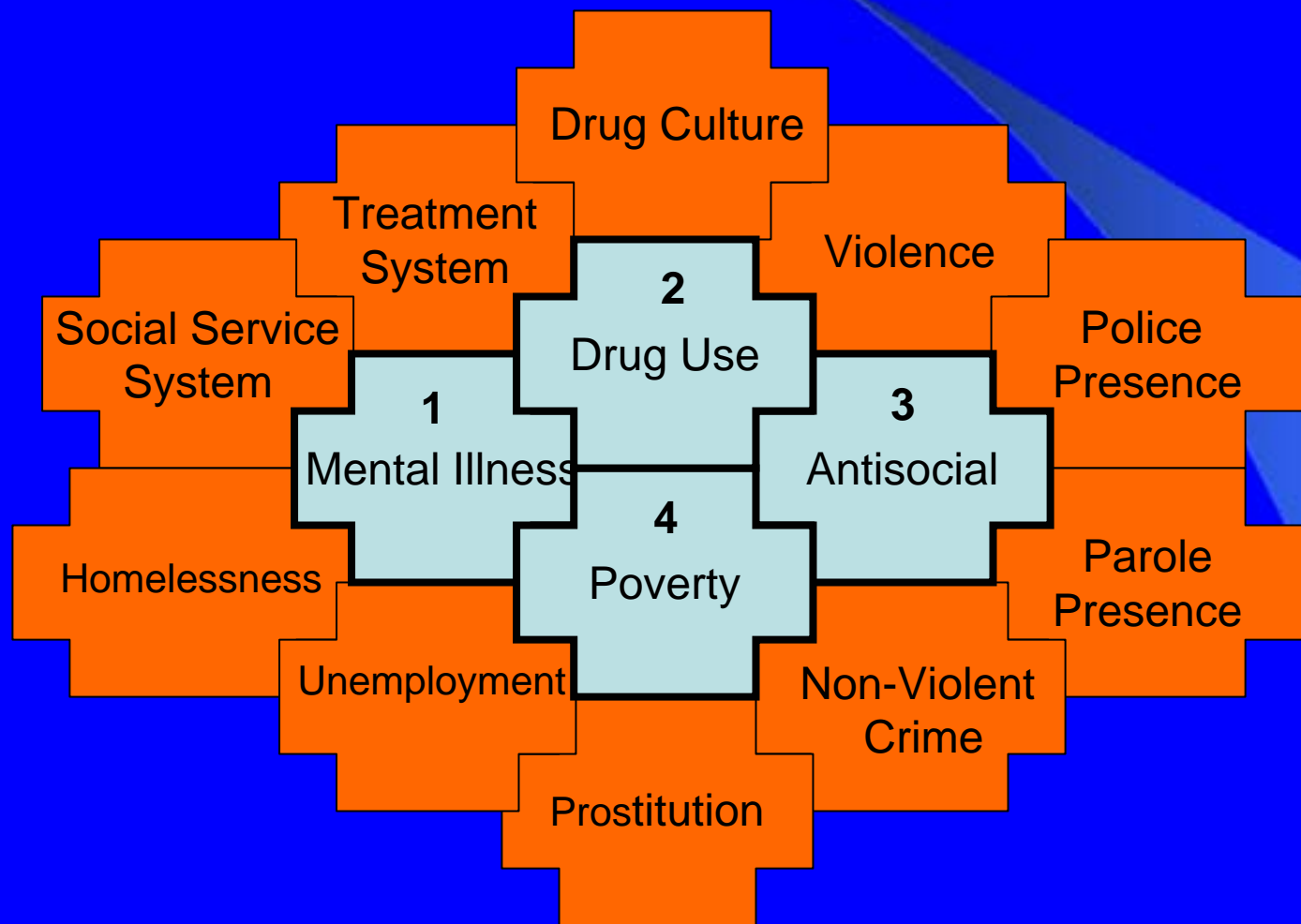
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Homelessness Center Grand Rounds, Center for Homelessness  
Prevention Studies, Mailman School of Public Health,  
Columbia University April 3, 2008

# Tough-on-Crime “Removal” Policies

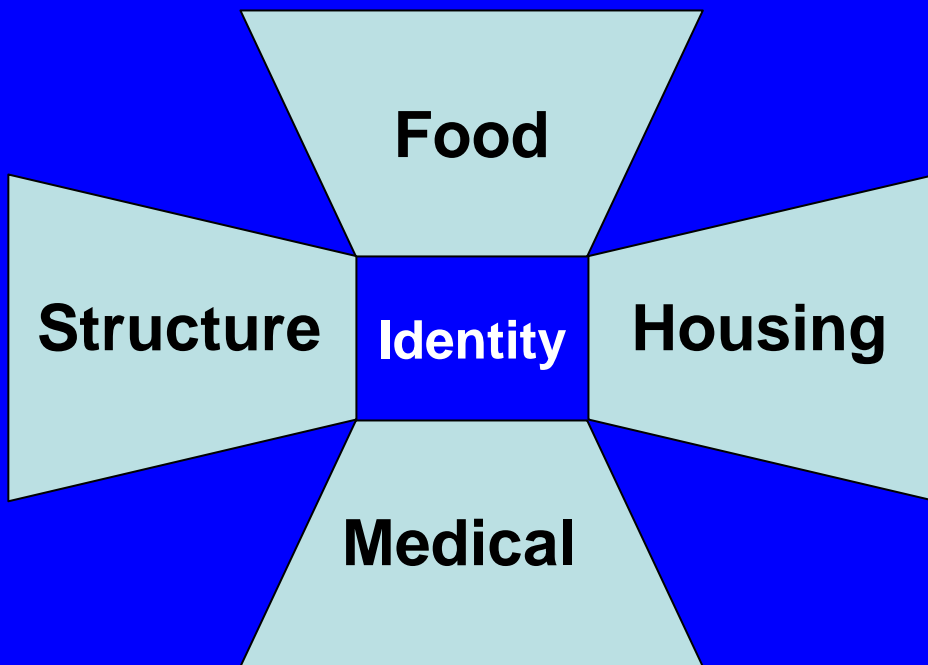
- Criminalized **drug possession**
- Criminalized **drug distribution**
- Criminalized **poverty**
- Criminalized **failure to pay**
- Criminalized **“sex offending”**
- Criminalized **“time served”**

# Person and Place Attributes



# Consequences of Removal and Containment

“Mass Deskilling”



Containment Provides a **Passive** Existence

Leads to the Deterioration of

1. Adult Living Functions
2. Daily Living Skills
3. Normal Identification
4. Decision-making Capacity
5. Employment Skills
6. Interpersonal Skills

**DEPENDENCY**

# Words from the People on the Inside

*“ Dr Wolff, during my many years in prison, I have actually witnessed personally hundreds of serious stabbings, beatings, inmates set on fire, and countless actual killings. My question to you what makes the trauma of seeing ‘mans inhumanity to man’ first hand here in prison any different than that experienced by soldiers...”*

*Yes, Dr. Wolff, PTSD is certainly a legitimate concern of inmates...*

<b>Source of In-Prison Victimization</b>	<b>Male Facilities N = 6964</b>	<b>Female Facility N = 564</b>
<b>Physical Victimization, 6-month</b>		
Inmate-on-Inmate <sup>1</sup>	20.7 (19.6-21.8)	20.7 (17.2-24.1)
Staff-on-Inmate <sup>2</sup>	25.2 (24.0-26.3) *	8.3 (6.0-10.7)
Either Inmate- or Staff-on-Inmate <sup>3</sup>	<b>35.3 (34.0-36.5) *</b>	<b>24.0 (20.4-27.6)</b>
<b>Sexual Victimization, 6-month</b>		
Inmate-on-Inmate	4.3 (3.8-4.8) *	21.3 (17.8-24.8)
Staff-on-Inmate	7.6 (7.0-8.3)	7.7 (5.5-9.9)
Either Inmate- or Staff-on-Inmate	<b>10.3 (9.6-11.1) *</b>	<b>24.5 (20.9-28.2)</b>
<b>Physical OR Sexual Victimization, 6 month<sup>4</sup></b>		
Inmate-on-Inmate	22.3 (21.2-23.4) *	32.3 (28.3-36.3)
Staff-on-Inmate	28.0 (26.8-29.1) *	12.8 (10.1-15.6)
Either Inmate- or Staff-on-Inmate	<b>38.4 (37.1-39.7)</b>	<b>36.9 (32.8-41.1)</b>
<b>Physical AND Sexual Victimization, 6 month<sup>4</sup></b>		
Inmate-on-Inmate	2.6 (2.2-2.9) *	9.5 (7.1-12.0)
Staff-on-Inmate	4.7 (4.2-5.2)	3.1 (1.7-4.6)
Either Inmate or Staff-on-Inmate	<b>7.0 (6.4-7.6) *</b>	<b>11.4 (8.7-14.1)</b>

Wolff, N. Shi, J., Siegel, J. Patterns of victimization among male and female inmates: Evidence of an enduring legacy. *Violence & Victims*, in press.

Table 1 – Six-Month Prevalence of Sexual Victimization in Statewide Correctional System for Male Inmates with and without Mental Disorder, and 95% Confidence Intervals

	Rate per 1,000 <b>MALE</b> Inmates* (95% CI)		
	<b>Any Mental Disorder† (n=1494)</b>	<b>Schizophrenia or Bipolar (n=447)</b>	<b>No Mental Disorder (n=5369)</b>
<b>Inmate-on-Inmate</b>			
Any Sexual Victimization	<b>83(68-98) ‡</b>	<b>101(72-130) ‡</b>	<b>31(26-36)</b>
Nonconsensual Sex Acts	<b>29(20-38) ‡</b>	<b>38(19-57) ‡</b>	<b>11(8-14)</b>
<b>Staff-on-Inmate</b>			
Any Sexual Victimization	<b>95(79-111) ‡</b>	<b>91(62-119)</b>	<b>70(63-78)</b>
Nonconsensual Sex Acts	<b>26(18-34)</b>	<b>21(7-34)</b>	<b>17(13-20)</b>
<b>Inmate or Staff-on-Inmate</b>			
Any Sexual Victimization	<b>151(132-171) ‡</b>	<b>163(127-200) ‡</b>	<b>89(81-97)</b>
Nonconsensual Sex Acts	<b>45(34-56) ‡</b>	<b>49(27-70)</b>	<b>23(19-27)</b>
<b>Any Sexual Victimization</b>			
Inmate-on-Inmate Only	<b>57(45-69) ‡</b>	<b>73(49-98) ‡</b>	<b>19(15-23)</b>
Staff-on-Inmate Only	<b>69(55-82)</b>	<b>63(39-87)</b>	<b>58(51-65)</b>
Both Inmate and Staff	<b>26(18-35) ‡</b>	<b>28(11-45)</b>	<b>12(9-15)</b>

Wolff, N, Blitz, C., Shi, J. Rates of sexual victimization inside prison for people with and without mental disorder, *Psychiatric Services*, 2007; 58(8):1087-1094.

Table 2 – Six-Month Prevalence of Sexual Victimization in Statewide Correctional System for Female Inmates with and without Mental Disorder, and 95% Confidence Intervals

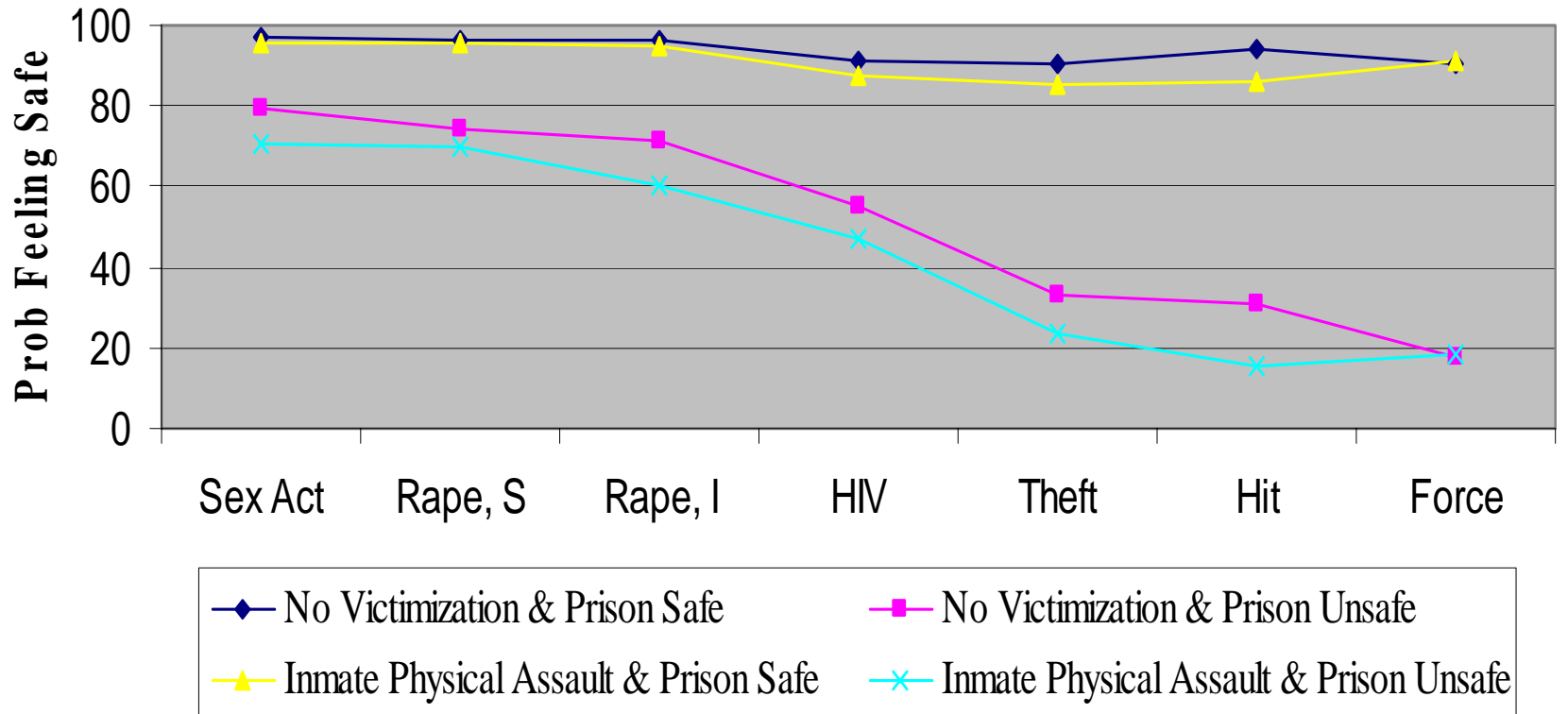
	Rate per 1,000 <b>FEMALE</b> Inmates* (95% CI)		
	Any Mental Disorder† (n=325)	Schizophrenia or Bipolar (n=120)	No Mental Disorder (n=205)
<b>Inmate-on-Inmate</b>			
Any Sexual Victimization	234(186-281)	224(147-301)	185(134-237)
Nonconsensual Sex Acts	37(15-56)	45(8-81)	28(6-49)
<b>Staff-on-Inmate</b>			
Any Sexual Victimization	79(51-108)	95(43-146)	75(40-110)
Nonconsensual Sex Acts	21(6-36)	--‡	--
<b>Inmate or Staff-on-Inmate</b>			
Any Sexual Victimization	272(223-322)	285(201-369)	209(155-263)
Nonconsensual Sex Acts	51(28-75)	67(23-111)	36(11-60)
<b>Any Sexual Victimization</b>			
Inmate-on-Inmate Only	194(149-238)	190(117-263)	134(89-179)
Staff-on-Inmate Only	39(18-60)	61(18-104)	24(3-45)
Both Inmate and Staff	40(20-60)	34(4-64)	51(23-80)

Wolff, N, Blitz, C., Shi, J. Rates of sexual victimization inside prison for people with and without mental disorder, *Psychiatric Services*, 2007; 58(8):1087-1094.

**Table 1. Mean, Range, and Standard Deviation of Climate Variables, Facility Level (n=12)**

Climate Variables	Facility Mean, %	Facility Range, %	Facility S.D.
<b>Correctional Officers (COs) have...</b>			
<b>Legitimation</b>			
badly handled inmate complaints (% agree)	76.8	70.8-81.6	0.038
not caught & punished troublemakers (% agree)	57.6	50.1-66.7	0.055
prevented violence among inmates (% disagree)	53.3	40.0-62.5	<b>0.081</b>
ignore suggestions & complaints of inmates (% agree)	82.7	76.1-85.7	0.028
done a good job protecting inmates (% disagree)	65.8	49.1-81.9	<b>0.101</b>
<b>Perception of Fairness</b>			
done everything to treat inmates fairly (% disagree)	80.7	62.6-87.5	<b>0.078</b>
<b>Satisfied with way treated by ...</b>			
correctional staff (% dissatisfied)	62.9	40.7-75.5	<b>0.099</b>
other inmates (% dissatisfied)	17.6	10.4-30.6	0.056

### Predicted Probabilities for Different Groups



Wolff, N., Shi, J. Feelings of safety among male inmates: The safety paradox, under review

# Consequences of Containment

- **Mass deskilling**
- **Created dependency**
- **Trauma through victimization**
- **Rage through mistreatment**
- **Salvation**

# Reentering the Community from Prison

## “First-Person” Study

- Six States: Missouri, New Jersey, Pennsylvania, Oklahoma, Oregon, South Carolina
- 2 facilities per state; one male and one female
- 30 people per state; half men, half women
- Half of sample served 5 or more years
- Must be within six months of release

Funded by a grant from the JEHT Foundation, 2006-2008

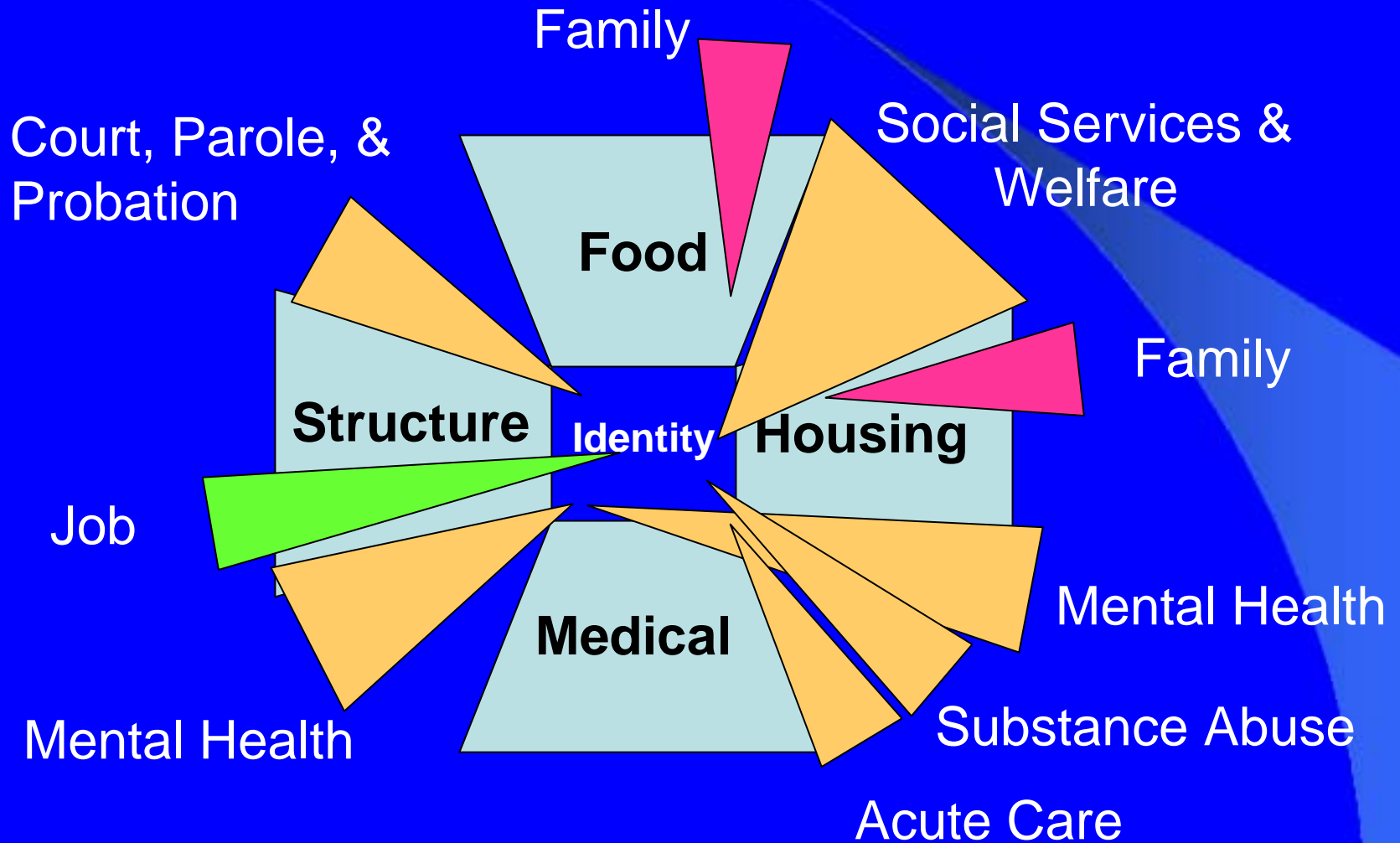
## **Words from a first person ...**

*I want to give you the real case scenario if you don't have anything, ok. Alright, I don't have any family. I don't have any support. The Department of Corrections is not makin' me go to a halfway house. They're gonna take me to the bus station and put me out. That's it. They're not gonna give me a dollar in my pocket. They're gonna give me a set of clothes that somebody's donated and they're gonna put me out at the bus station. That's all. That's all they're gonna do. Ok, so what do I do? Where am I supposed to go? The first thing I gotta try to do is try to find somewhere to lie down .....*

## General Comments:

- Feeling ill-prepared for and very anxious about returning to the community
- **Feeling overwhelmed by expectations**
- Feeling overwhelmed and anxious about what they don't know or don't know how to do
- **Reluctance to rely on family for support**
- Lives had always been unstructured and chaotic
- **Very underdeveloped and fragile daily living and social skills**
- Needed more information
- **Needed more help preparing**
- Needed more time to prepare

# Replacing the Functions of Containment in the Community

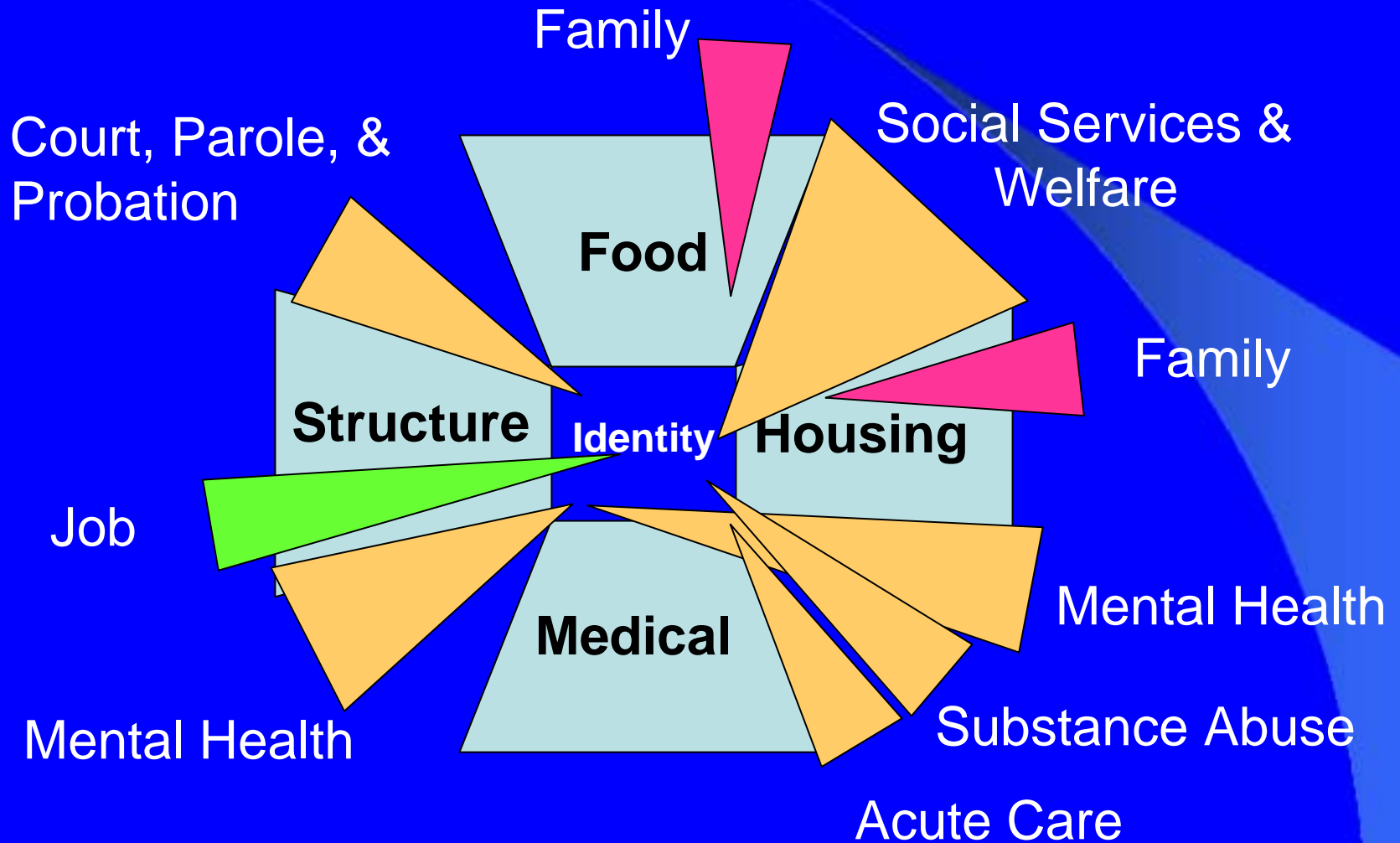


# Tough-on-Crime “**Bachi**” Policies

- Denial of **public benefits**
- Denial of **employment opportunities**
- Denial of **drivers’ license**
- Denial of **right to vote**

Pogorzelski, W, Wolff, N, Pan, K, Blitz, C. Are Second Chances Possible? The Reality of Public Policy on Reentry for Ex-offenders with Behavioral Health Problems. *American Journal of Public Health* 2005; 95(10): 1718-1724.

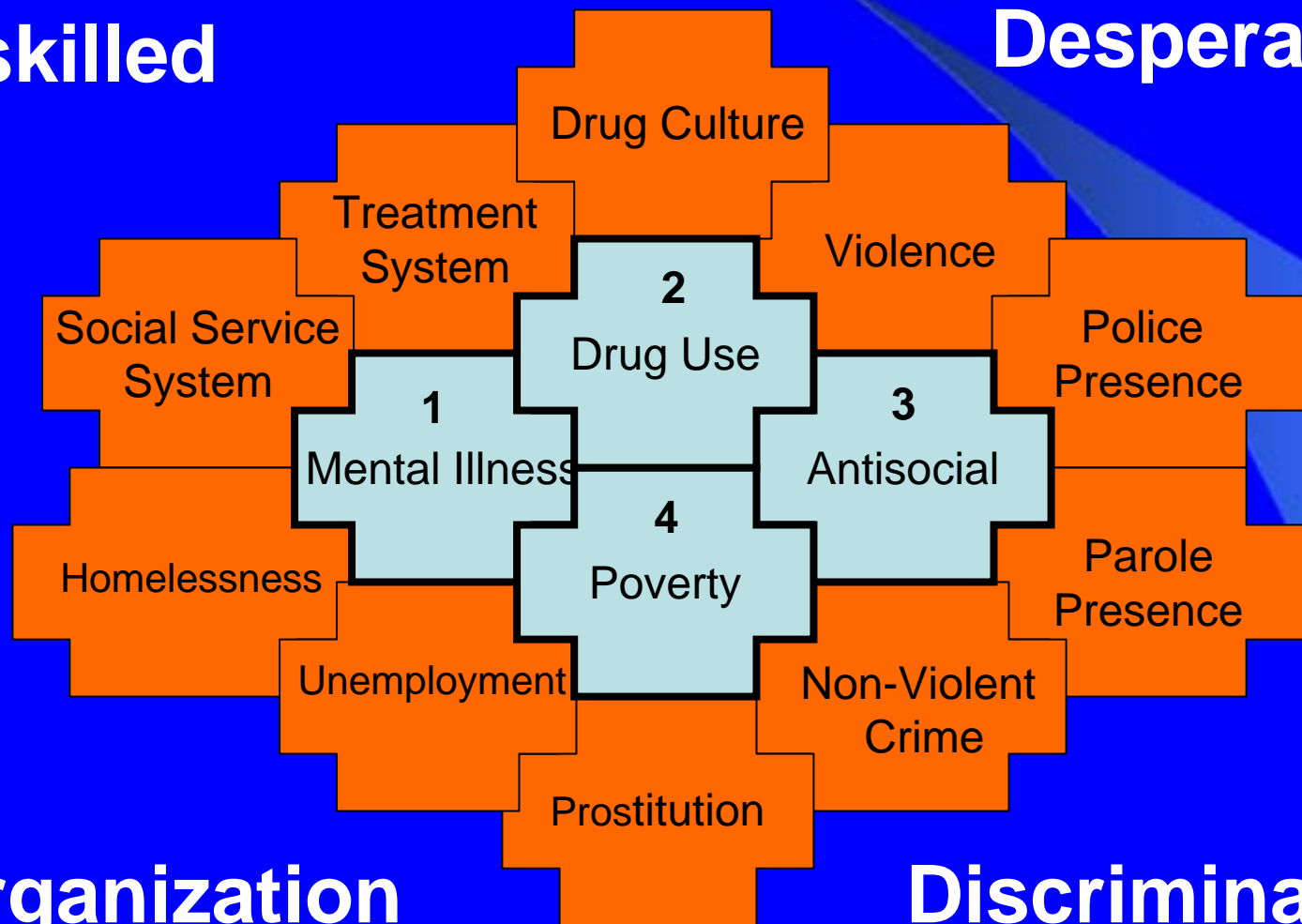
# Replacing the Functions of Containment in the Community



# Person and Place Attributes

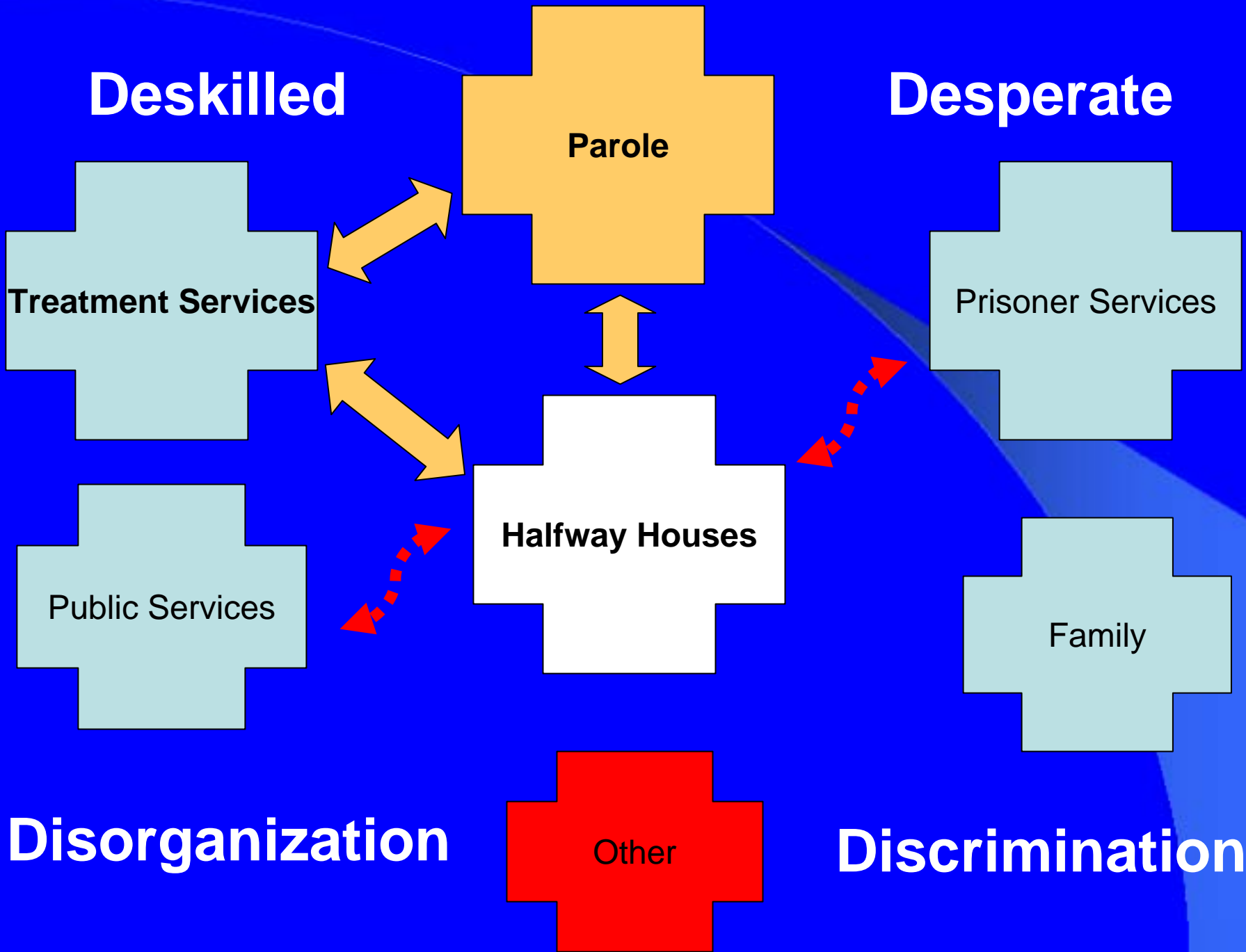
**Deskilled**

**Desperate**



**Disorganization**

**Discrimination**



# Getting Back to Basics: **Pro-People** Public Policies

## REMOVAL: Focus on the Problem

- **POVERTY**
  - ➔ education, unemployment, chaos, location
- **ADDICTION**
  - ➔ trauma, dis-esteem, boredom, proximity
- **HARM of REMOVAL**
  - ➔ decay of self, family, and community
- **BELIEF in Social CONTROL**
  - ➔ social welfare atrophication

# Getting Back to Basics: Pro-People Public Policies

## RECIDIVISM: Focus on the Problem

- **Disinvestment/depreciation**
  - ➔ lack of education, employment, treatment, social, empowerment, and technology skills
- **Disorganization**
  - ➔ lack of coordination, management, information
- **Bachi (a.k.a. Javert effect)**
  - ➔ public exclusion, loss of citizenship, no mentoring
- **BELIEF in Social CONTROL**
  - ➔ social welfare atrophication

# Rethink REMOVAL

- **Sentencing reform**
  - Incarcerate as a last resort
  - Community-based service
  - Blended investment
- **Community reform**
  - Community empowerment
  - Community reinvestment
  - Community reentry facilities

# Rethink REENTRY

## Market-based Approach

- **Supply-side**

- What do funders/providers of reentry services think is needed by those who are returning to the community from prison?

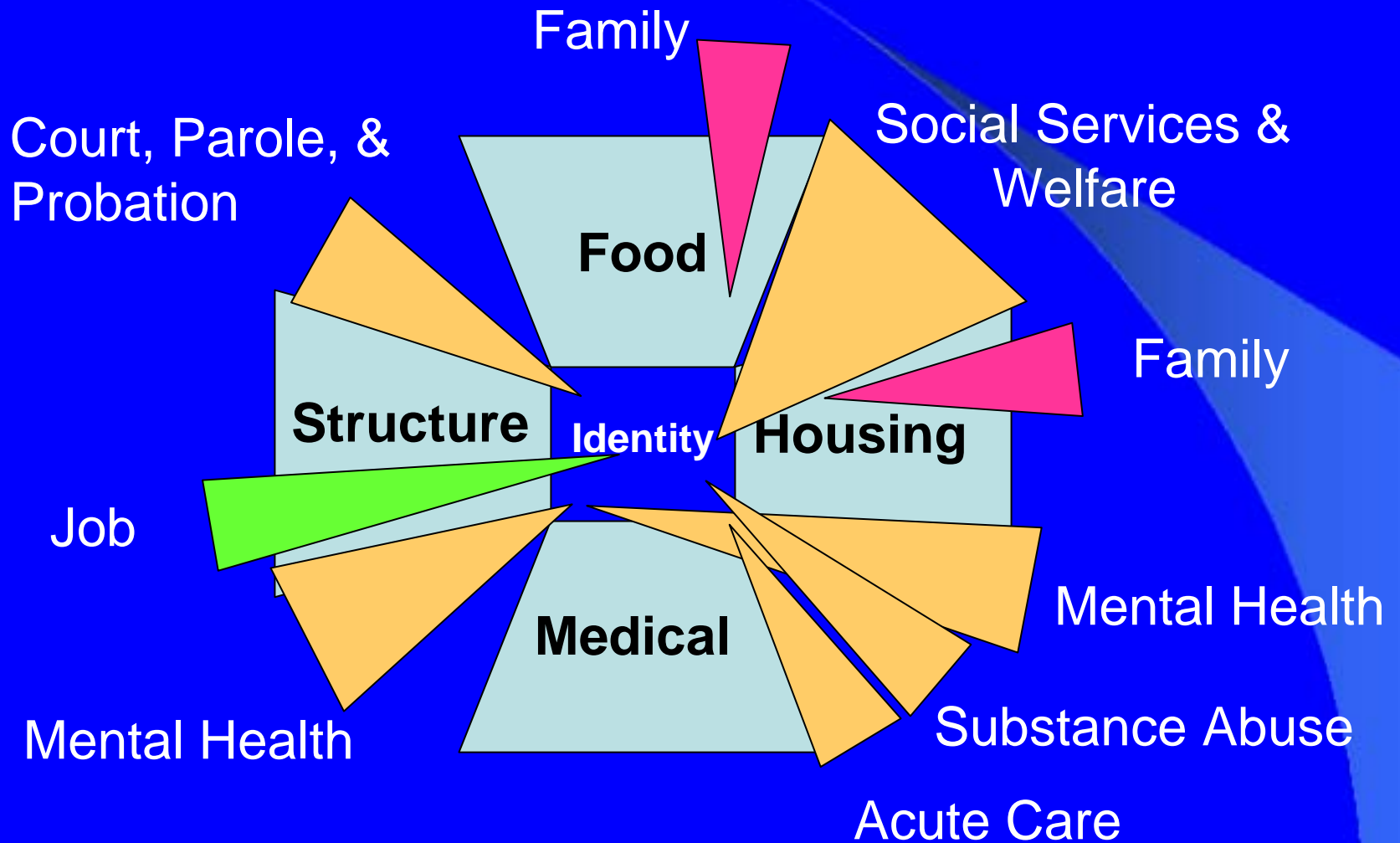
- **Demand-side**

- What do the consumers/end users think they need to make it in the community after incarceration?

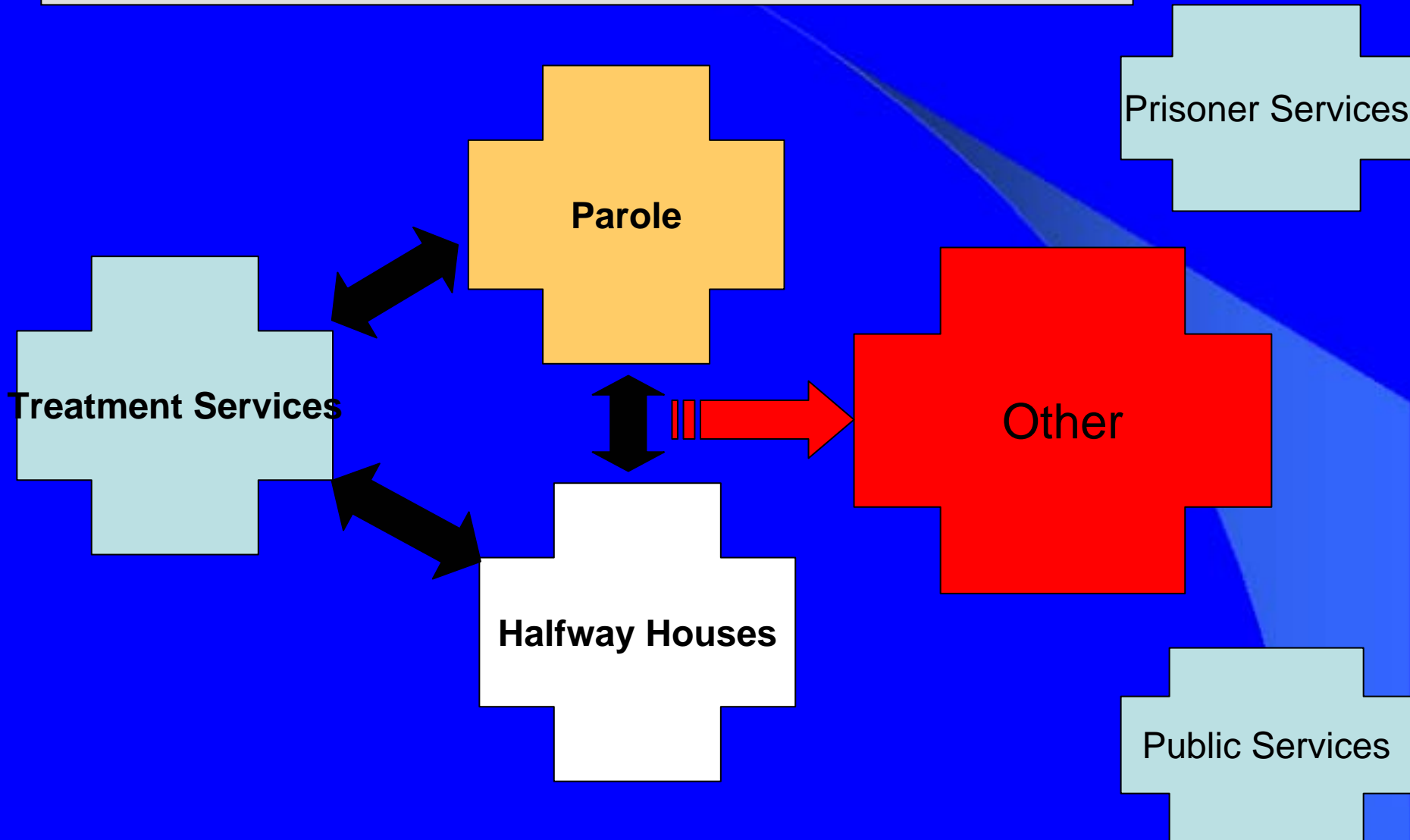
## Reentry Planning according the First Person Perspective (demand-side) must

1. Seek to Reduce Uncertainty
2. Strive to Reintegrate and for Recovery through Empowerment
3. Address Mass Deskilling
4. Coordinate the Fragmented Public System
5. Work within Punitive Public/Social Policies
6. Acknowledge the Role of Place & Practice

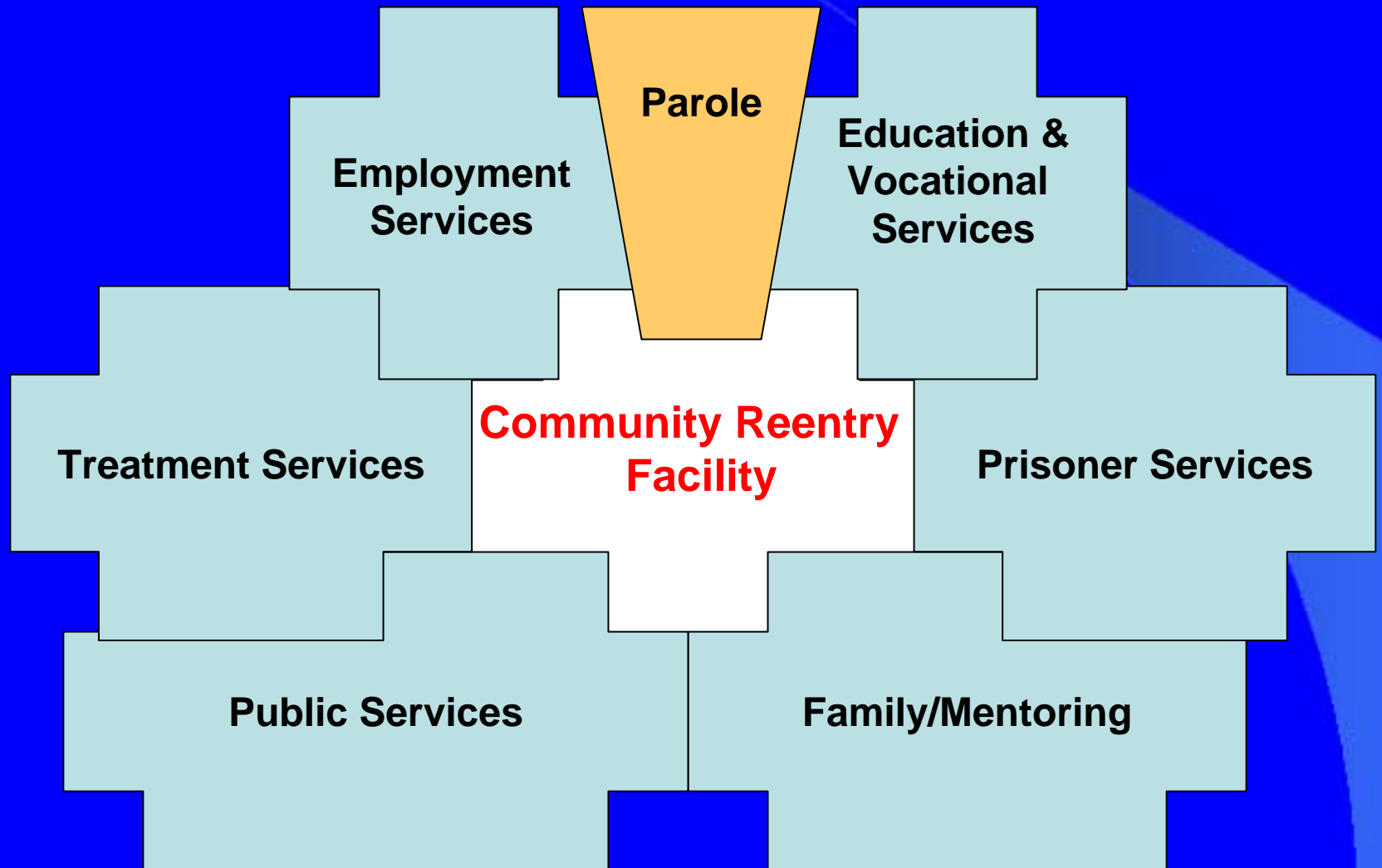
# Replacing the Functions of Containment in the Community



# Conventional Reentry-Recidivism Model



# Reentry-Reintegration Model



# Pay for Outcomes

- Model Reentry Process
- Identify Milestones
- Pay for Achieving Milestones

# Pay for Performance

- Model Reentry/TX Process
- Identify Performance Indicators
- Pay for Achieving Performance

# Case Mix Adjustment

- **Average Non-violent Case Payment**
  - Age 30 and younger
  - Older than 30
- **Average Violent Case Payment**
  - Age 30 and younger
  - Older than 30
- **Average Sex Offender Case Payment**
- **Average Arson Case Payment**

# Reentry Policy Initiatives

## Active

- Anti-Crime Plan
- Sentencing Commission
- Serious & Violent Offender
- Statutes DL Revocation
- Housing for Ex-offenders
- Bills: pilot programs; MH courts, criminal background checks; voter registration; area of drug-free zones; \$ for substance abuse programs; expunging criminal records; prison fees with lien for costs; restoration of public assistance, plus others

## Inactive

- Community reentry facility
- Paying for performance
- Paying for coordination
- Normalizing cell phones
- Empowerment programs
- Restitution strategies
- Rehabilitation resources
- Social impact panels
- Community reinvestment
- FYI campaign
- Engaging “offenders”

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**Thank You!**