

# Rhode Island Department of Corrections Planning & Research Unit

## *Fiscal Year 2014 Annual Population Report*



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# Message from RIDOC Director Ashbel T. Wall II



## RIDOC MISSION STATEMENT

*The mission of the Rhode Island Department of Corrections (RIDOC) is to contribute to public safety by maintaining a balanced correctional system of institutional and community programs that provide a range of control and rehabilitative options for criminal offenders.*

### From RIDOC Director Ashbel T. Wall II

Thank you for taking time to read the Rhode Island Department of Corrections' Fiscal Year 2014 Population Report. I am once again proud to present the results of a great deal of hard work by the talented staff of our Planning and Research Unit. They have compiled a comprehensive and interesting report.

In addition to information on population trends, you will also find important analyses of offender characteristics, sentence types, and a look at the communities to which incarcerated offenders return.

The Department has been focusing consistently on bringing the RIDOC into compliance with the mandates of the Federal Prison Rape Elimination Act. This work has required all divisions of the RIDOC to use their skills cooperatively to help prevent, investigate and prosecute prison rape. On page 6 you will find a brief description of the fine progress being made on this project.

We were honored this year to be recognized by the Council of State Governments Justice Center for our work in recidivism reduction. We are now looking toward the future. Our recently prepared Five-year Strategic Plan focuses on goals related to even further recidivism reduction. Capitalizing on our past successes, we hope to assess and provide for offenders' rehabilitative needs more effectively, both for those incarcerated and those on probation. One of the many vocational programs available to inmates is highlighted on page 24. By using a holistic approach that determines an offender's risk as well as needs, I am confident we can not only prevent offenders from committing crimes but also give them the tools to be successful members of their communities.

This year the Department was challenged by the passing of some dedicated personnel. We pay tribute to them on an "In Memoriam" page at the end of this report. The people of Rhode Island were the fortunate beneficiaries of their talents and commitment to public service and their absence will be felt by many. We hope to carry on their good work.

I hope you find this report enlightening, and share it with anyone for whom you think it would be helpful. Thank you.

# Facilities

The Adult Correctional Institutions (ACI) at the Rhode Island Department of Corrections (RIDOC) is comprised of 7 inmate facilities (5 male, 2 female), which are all located within 1 square mile in Cranston, RI. The State of Rhode Island operates a unified correctional system, meaning that all offenders (i.e., those awaiting trial, sentenced, and under community supervision) in the state are under the jurisdiction of RIDOC.

## Men's Facilities

### Intake Service Center

Opened: 1982 - Renovated: 1995 - Expanded: 1992  
Average Facility Population: 1,030 (FY14)  
Operational Capacity: 1,118 (FY14)  
Annual Cost per Offender: \$39,497



The Intake Service Center (ISC) is a maximum security facility which serves as Rhode Island's jail for male offenders. Rhode Island is one of six states that have unified systems, incorporating the jail and state prison into one department. The south wing of the facility was constructed in 1982, while the north wing was constructed in 1992.

Inmates housed at the ISC fall into several categories: pretrial detainees, newly sentenced inmates who are awaiting classification to other facilities, pretrial protective custody, and sentenced protective custody. The facility processed 12,570 commitments in FY14, approximately 1,350 commitments per month. On average, 120 inmates are sent to court daily and 50 inmates per week are processed and transferred to other facilities within the Department of Corrections. The length of time an inmate remains housed in Awaiting Trial status at the ISC is approximately 23 days (see graph on p.14 for further details); this translates into a constant turnover of the inmate population.

### Minimum Security

Opened: 1978 - Expanded: 1989 & 1992  
Average Facility Population: 407 (FY14)  
Operational Capacity: 710 (FY14)  
Annual Cost per Offender: \$53,462



The Minimum Security facility was opened in 1978 in a converted hospital building on Howard Avenue in Cranston. In 1989, Minimum Security (MIN) expanded to a second building, and in July of 1992, with the construction of a connecting addition, the facility became one large complex, with a 710-bed inmate capacity.

The perimeter is surrounded by a low security fence, consistent with the minimum custody level. All Minimum Security inmates, unless medically certified as unable to work, are employed either within the institution, on public service projects through work release, or are seeking employment.

### Medium Security John J. Moran Facility

Opened: 1992  
Average Facility Population: 1,047 (FY14)  
Operational Capacity: 1,126 (FY14)  
Annual Cost per Offender: \$39,576



The John J. Moran Facility was constructed from 1990 to 1992, for a cost of \$65,000,000. The facility covers 29 acres and houses sentenced adult male offenders who are classified as medium custody. Extensive programming is provided with the goal of preparing inmates for successful return to their communities.

# Facilities

## Maximum Security

Opened: 1878  
Average Facility Population: 442 (FY14)  
Operational Capacity: 409 (FY14)  
Annual Cost per Offender: \$61,596



The Maximum Security facility is the state's oldest operational prison. The facility was opened during 1878 and is modeled on the Auburn style construction, which consolidates all inmate cells into one main building.

Maximum Security (MAX) once served as the prison for both awaiting trial and sentenced inmates. As the sentenced population grew and the needs of the prison system changed, other facilities were added.

Surrounded by a wall with five observation towers, this facility is broken down into six housing areas with one segregation unit. The population is comprised of inmates serving long sentences for a variety of offenses, along with inmates serving shorter sentences who have been transferred

to MAX from other facilities for serious discipline and/or behavioral problems. Inmates are prepared for classification to lesser securities through participation in rehabilitative programs.

## High Security

Opened: 1981  
Average Facility Population: 96 (FY14)  
Operational Capacity: 138 (FY13)  
Annual Cost per Offender: \$182,396



The High Security Center (HSC) is a supermax facility, which houses inmates who require close custody and control, including protective custody inmates. All inmates are on restricted status; therefore, there are no contact visits and limited programming. The inmate population has access to a well stocked legal and recreational library, a classification board room, a classroom, barber shop, and a chapel.

## Women's Facilities

### Gloria McDonald Building

Opened: December, 2010  
Average Population: 117 (FY14)  
Operational Capacity: 173 (FY14)  
Annual Cost per Offender: \$113,977



The Women's Facilities (WOM) house awaiting trial offenders and three classification levels (medium, minimum, and work release) in two separate buildings. In late 2010 and 2011, facilities housing these offenders (referenced in previous reports as the GM and DIX buildings) were closed to the inmate population. The awaiting trial and medium-security women were moved to WFI which was later re-dedicated as the Gloria McDonald Building (GM), while the minimum security/work-release offenders are now housed in Women's Facility II (WFII), also known as the Bernadette Building. GM, is a converted and expanded hospital building and was initially constructed to be a male Reintegration Center.

### Women's Facility II

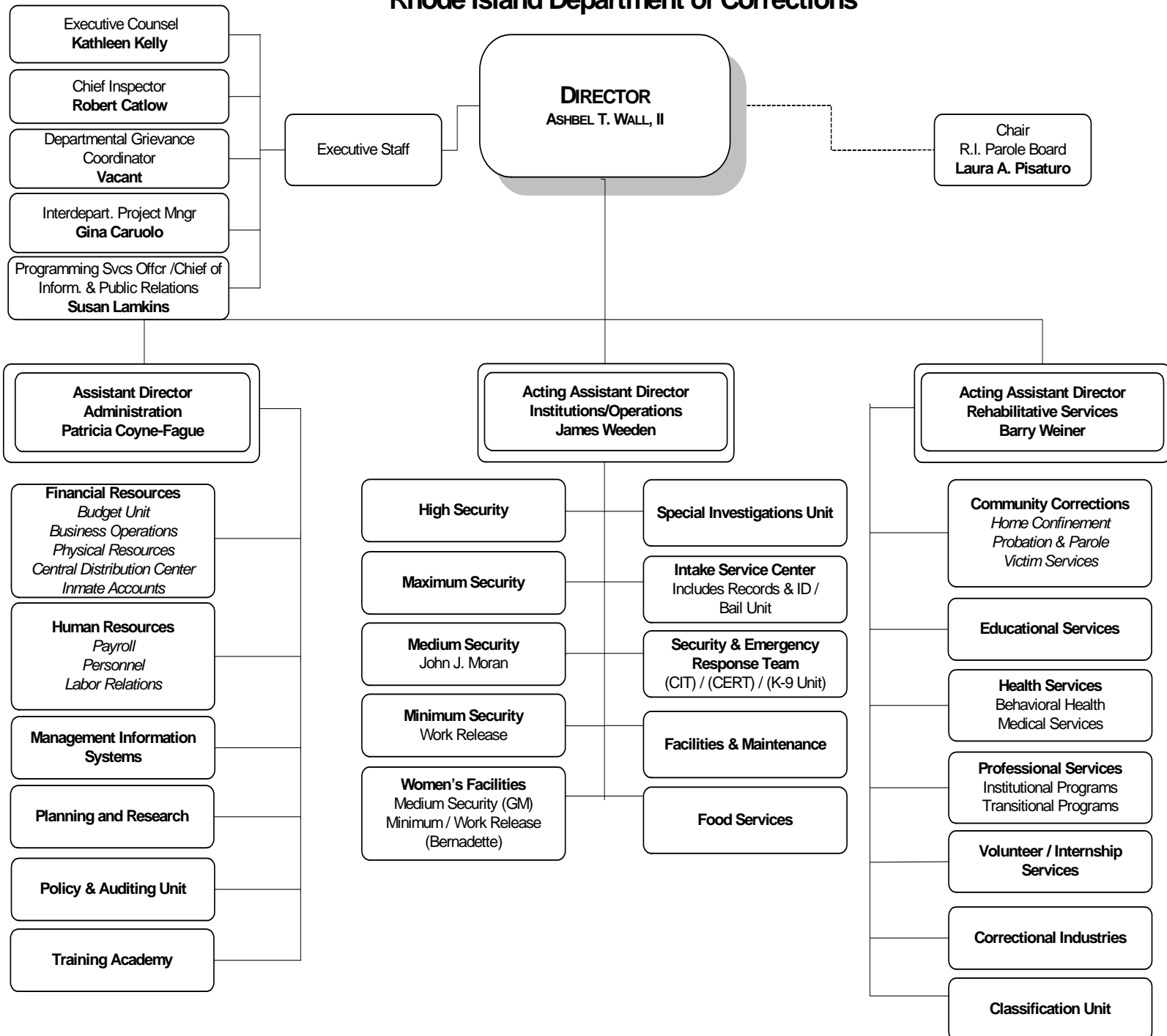
Opened: December, 2011  
Average Population: 37 (FY14)  
Operational Capacity: 100 (FY14)  
Annual Cost per Offender: \$113,977



WFII was originally designed to house work release security men and in later years housed Community Corrections and Education offices. Changes were made to both of these buildings to target the specific needs for women prior to their opening. The unique social, cultural, and gender-specific needs of female offenders are supported by staff and incorporated into programming and treatment within the facilities.

# RIDOC Organizational Chart

## Rhode Island Department of Corrections



RIDOC is divided into 3 divisions; Administration, Institutions and Operations, and Rehabilitative Services. Each division plays an imperative role in the Department's operations, activities, processes, services, etc. This organizational chart reflects the breakdown of the divisions and illustrates which units fall under each Assistant Director's supervision.

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# Administrative Division

Assistant Director  
Patricia A. Coyne-Fague

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The Administrative Division is comprised of approximately 90 employees who provide a variety of critical support functions for the Department. While employees in this Division often work “behind the scenes,” their roles are integral to the overall function of the Department. The Administrative Division is divided into the following units: *Financial Resources, Human Resources, Management Information Systems, Planning & Research, Policy,* and the *Training Academy*. Administrative Division staff members facilitate new departmental initiatives and also provide continued support and guidance to all on-going functions at the RIDOC. Through a strong spirit of cooperation and dedication, these staff members assist other divisions of the Department in achieving their goals and implementing the Department’s mission.

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# Institutions and Operations

Acting Assistant Director  
James Weeden

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The Institutions & Operations Division is comprised of the Department’s correctional facilities [collectively known as the *Adult Correctional Institutions (ACI), Special Investigations Unit (SIU), Facilities and Maintenance Unit, Food Services, and Correctional Emergency Response Team (CERT)*]. Some responsibilities of Institutions and Operations include gathering intelligence to assure public safety, maintaining facilities to guarantee a healthy, safe and secure environment, and providing nutritionally balanced menus to all offenders. Institutions and Operations is the cornerstone of daily operations at the Department of Corrections.

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# Rehabilitative Services

Acting Assistant Director  
Barry Weiner

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The Division of Rehabilitative Services is committed to realizing the meaningful reintegration of offenders into the community. Program areas within this Division can be categorized into two distinct sections: 1) Institutional or 2) Community Corrections. Institutional corrections includes programming offered to the offender during incarceration, such as *Health Services, Educational Services, Institutional Programs, Classification, Adult Counselors and Volunteer/Internship Services*. Community Corrections refers to units such as *Probation and Parole, Community Confinement, Reentry Services, Correctional Industries, Furlough, and Victim Services*. Not only does Rehabilitative Services work with offenders to end criminal and anti-social behavior while incarcerated, they also strive to make it possible for ex-offenders to successfully reintegrate back into their communities upon release.

# The Prison Rape Elimination Act

The Prison Rape Elimination Act (PREA) allows for the prevention and analysis of the incidence of prison rape. The PREA final rule and standards became effective in August of 2012. Administration, Institutions and Operations and Rehabilitative Services divisions are all working together to ensure our Department's compliance with these National PREA Standards. Some highlights of contributions from each Departmental division are included below.

## Administration Division:

### **Financial Resources:**

Reviewed/finalized purchasing information for PREA grant application (grant will assist in bolstering inmate education and victim advocacy services)

### **Human Resources:**

Updating/amending background check and hiring & promotion procedures

### **Management Information Systems:**

Implementing all departmental information technology changes (eg., screening for risk of victimization)

### **Policy Unit:**

Reviewing, revising and finalizing all PREA-affected policies (eg., Inmate Sexual Violence & Staff Misconduct Towards Inmates Policy)

### **Planning & Research Unit:**

Coordinating, in conjunction with the Director's Office and Interdepartmental Manager, all aspects of compliance activities

### **Training Academy:**

Developing and administering PREA-related training to full and part time staff members, and volunteers

## Rehabilitative Services Division:

### **Community Corrections:**

Providing safe environment for victims of sexual assault to report allegations and advocate on their behalf; reporting of allegations of sexual assault if brought to the attention of staff

### **Health Services:**

Providing medical and mental health services to victims of sexual assault and acting as victim advocates upon request

## Institutions & Operations Division:

### **Facility Deputy Wardens:**

Deputy Wardens designated as "PREA Compliance Managers" assist with facility-specific compliance

### **Special Investigations Unit:**

Revising and finalizing investigations protocol and ensuring staff are trained on PREA-specific investigative protocol

### **Records and Identification Unit:**

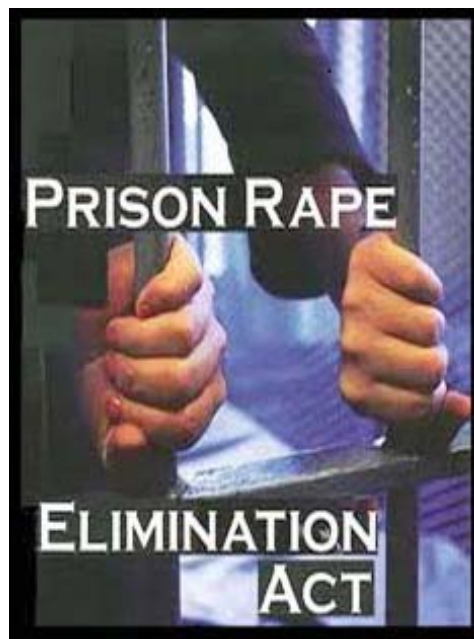
Developing and implementing procedure to screen for risk of sexual victimization and perpetration

### **Facility Staff:**

Acting as first-line responders to sexual victimization allegations

Providing a safe environment where inmates feel comfortable disclosing any sexual victimization

Delivering PREA educational materials to Inmates





## A History of the Rhode Island Department of Corrections

### 1792

Rhode Island developed a county court system. Each of the three counties; Providence, Washington, and Newport were required to have their own courthouse and jail.

Washington County jail is built and to this day stands in North Kingstown.



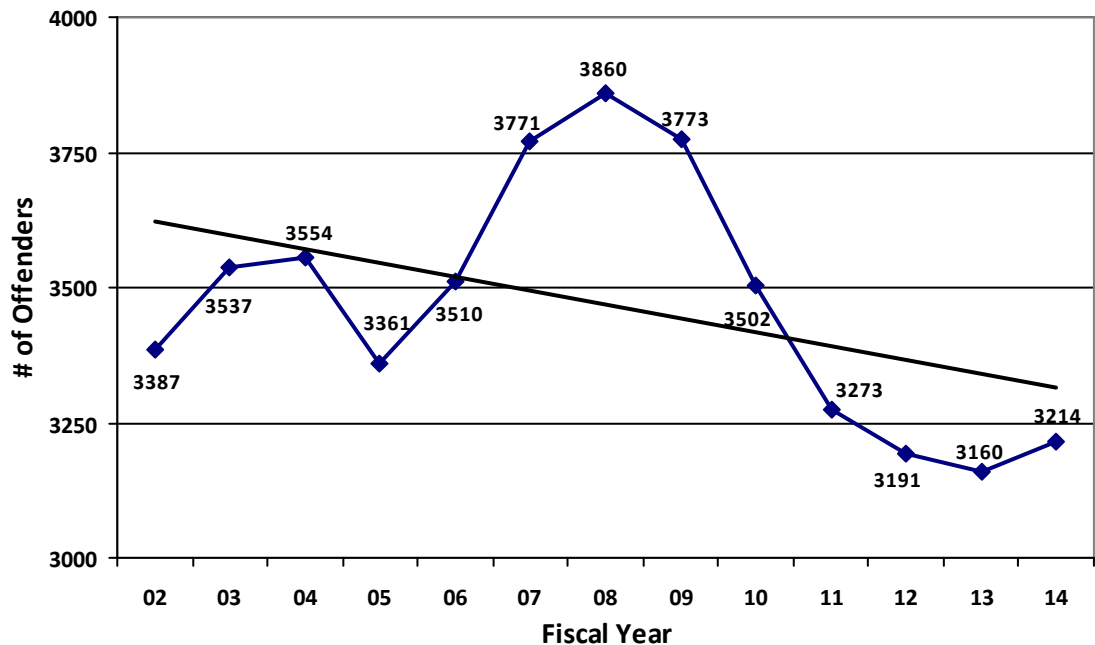
### 1845

The last execution in Rhode Island took place. John Gordon was executed by hanging for the murder of Amasa Sprague, the governor's brother. In 2011, RI Governor Lincoln Chafee pardoned Gordon for the murder.



# Population Trends

Total RIDOC Population FY02 to FY14



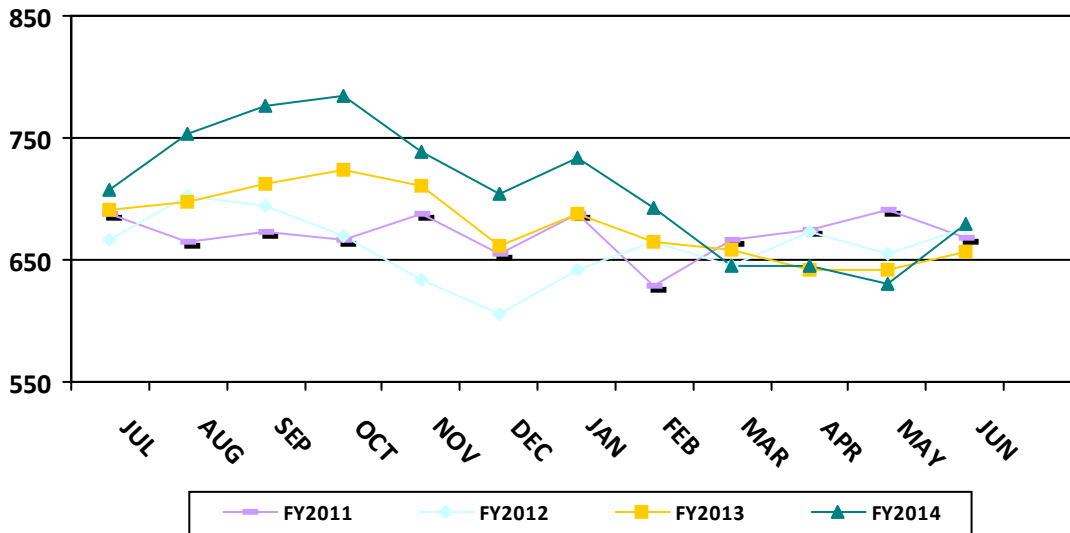
As was the trend nationally, Rhode Island experienced marked growth in its total prison population between 2002 and 2008. The most recent sharp increase was between FY05 and FY08, where the population grew 14.8%. However, since FY08 the population has seen a steady decline and fell 18% in the past five years. In RI, 197 out of every 100,000 residents are imprisoned, while nationally 439 out of 100,000 adult US residents are incarcerated (Bureau of Justice Statistics *Prisoner Statistics 2010 Revised*), which makes Rhode Island third lowest in the nation in terms of rate of incarceration.

During the new millennium, corrections professionals around the country began to focus on permanently reducing prison populations, the federal government began to fund reentry initiatives aimed at helping offenders succeed in the community post-release, and jurisdictions began to look at incentives for inmates who participate in rehabilitative programs designed to assist them in the community upon their exit from incarceration. All of these initiatives have been shown to impact the prison population levels.

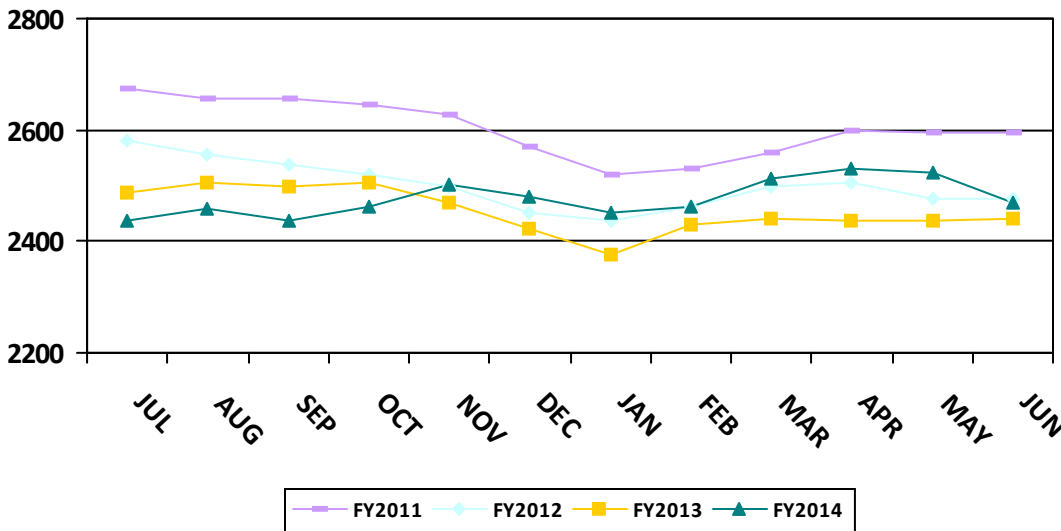
For a historical look at the RIDOC population, please see the Report of the RI Correctional Population FY76 – FY11 which can be found on the RIDOC webpage at [www.doc.ri.gov](http://www.doc.ri.gov).

# Fiscal Year Population Trends FY2009-FY2014

## Awaiting Trial Population



## Sentenced Population



Overall, the RIDOC saw a slight increase in the average sentenced (+.94%) and awaiting trial (+7.1%) populations in FY14 compared to FY13. In October 2013, the awaiting trial population was at its highest since August 2009 with 782 pre-trial inmates. There was an overall increase of only 3 inmates (+.095%) from start to close of FY14 (July 2013 until the close in June 2014).

### 1878

The state's oldest operational prison, Maximum Security, opens with original designs to hold 252 inmates



### 1930

On April 25 Correctional Officer Harry McVay is shot during an attempted prison escape. The prisoners use weapons that had been smuggled into visiting areas.

### 1956

The Washington county jail closes. The structure still stands and is now a museum, home to the Pettaquamscutt Historical Society.



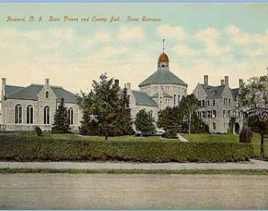
## 1957

Harold Langlois is named warden. He advocates strongly for a rehabilitative approach to corrections which can be seen in many changes in the years to come.

The education/recreation building is completed in Old Max. The education program is expanded to include grade school and high school level classes.

## 1958

A reporter invited to tour Old Max describes the yard as "looking like a public park on a Saturday or Sunday afternoon."

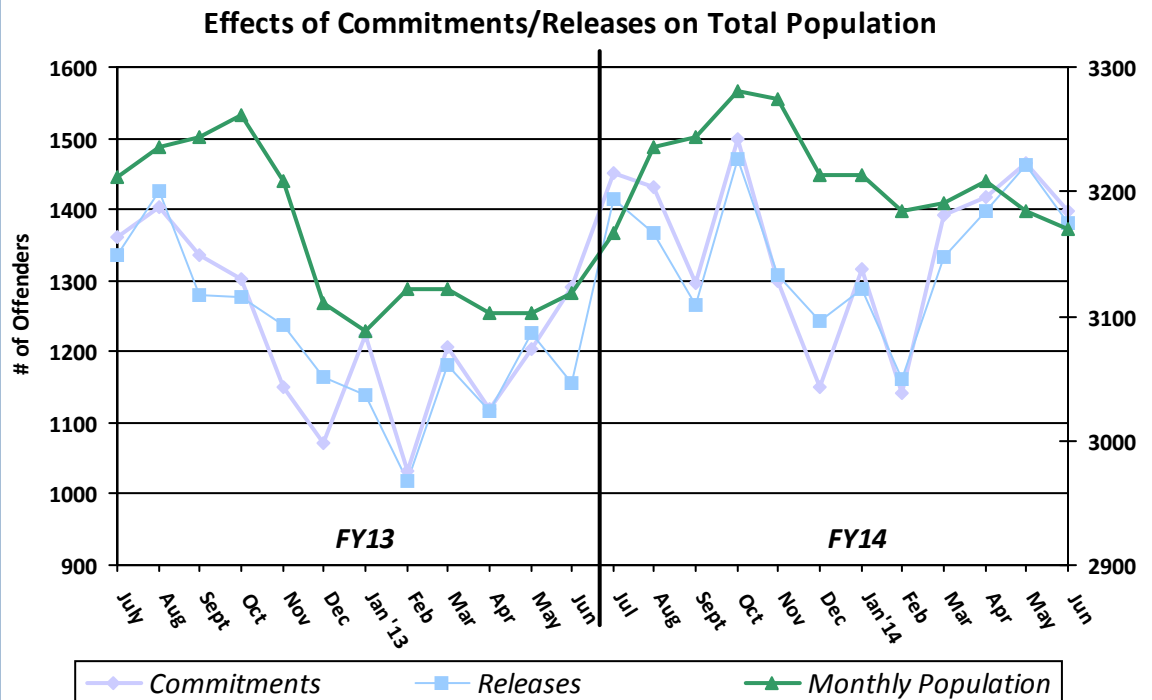


## 1959

According to an Associated Press bulletin, on July 1, three inmates used homemade keys to let themselves out of their cells in segregation and escaped over the wall of the prison using grappling hooks. They were captured one week later after the largest manhunt in RI history.



# Commitments and Releases



The prison population is influenced by two factors: the number of new commitments and length of stay. Length of stay is directly affected by the Judiciary, changes in legislation, and the Parole Board (for more information regarding the changes in length of stay, see page 15).

In RI, it is clear that the number of new commitments has a great influence on the population. In months where the number of commitments to RIDOC outpaced the number of releases, there is a corresponding increase in the population. In contrast, in months where the number of releases at the RIDOC outpaced the number of commitments, we would see a decrease in the population. The increase in the RIDOC population during FY14 is correlated to the increase in the number of commitments, more notably awaiting trial commitments, which is partially responsible for the overall increase in commitments of almost 11%, as seen in the table to the right.

The graph above demonstrates that the changes in the level of commitments are linked to changes in the total population numbers.

Fiscal Year	# Commitments	+/- Change
1998	16,171	
1999	16,088	-0.5%
2000	16,208	+0.8%
2001	16,730	+3.2%
2002	17,204	+2.8%
2003	17,387	+1.1%
2004	18,375	+5.7%
2005	17,121	-6.8%
2006	18,467	+7.9%
2007	18,885	+2.3%
2008	17,007	-9.9%
2009	16,001	-5.9%
2010	15,328	-4.2%
2011	15,500	+1.1%
2012	14,973	-1.5%
2013	14,701	-1.8%
2014	16,252	+10.6%

# Offender Characteristics

## Characteristics of a Typical RIDOC Sentenced Offender

- Twenty-six percent (26%) entered RIDOC as probation violators in FY14.
- Six percent (6%) entered prison as parole violators in FY14.
- The largest group are white (46%), single (73%), and self-identified as Catholic (38%).
- About half (48%) have a high school diploma or GED, 42% have less than a 12<sup>th</sup> grade education; and an additional 8% have completed some college.
- Fifty-two percent (52%) are fathers; the average number of children fathered is 2.
- Forty-eight percent (48%) were unemployed at the time they became incarcerated.
- Fifty percent (50%) of males were re-sentenced within 36 months of release.

- Twenty-five percent (25%) entered RIDOC as probation violators in FY14.
- Three percent (3%) entered prison as parole violators in FY14.
- The majority are white (62%), single (70%), and self-identify as Catholic (44%).
- Thirty-four percent (34%) have less than a 12th grade education; 36% have a high school diploma or GED and an additional 21% have completed some college.
- Sixty-four percent (64%) are mothers; average number of children is 2 per offender.
- Sixty-nine percent (69%) were unemployed at the time of incarceration.
- Forty-one percent (41%) of females were re-sentenced within 36 months of release.

**1961**

*Two medium security inmates use 18 inch needles to overtake guards. They escape with handguns and ammunition.*

*An escape plot from Maximum security is foiled when guards find window bars sawed.*

**1966**

*The work release bill is enacted forming a work release program for inmates who have completed one sixth of their sentence.*

**1969**

*A racially fueled riot breaks out at the ACI led by the group known as Bag of Solid Souls (BOSS).*



# Offender Characteristics

## 1970

The Junior Chamber of Commerce (JayCeers), a group formed to involve inmates in activities to benefit their communities, sponsor the first family day at the ACI in the yard of Maximum Security.

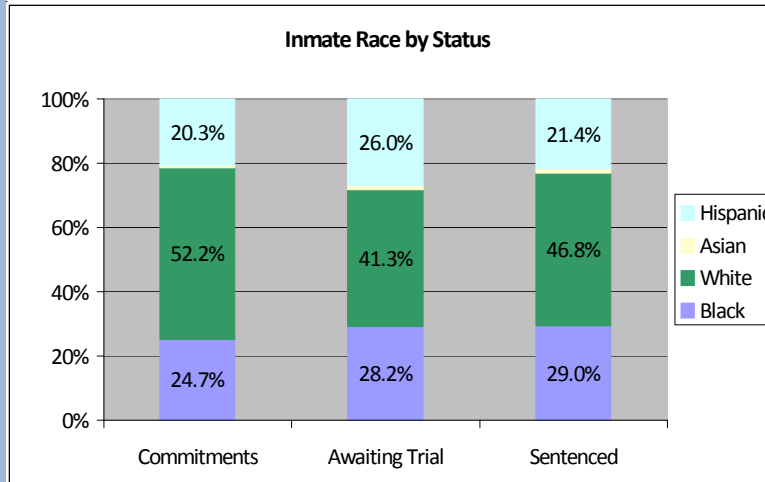
Three inmates escape from Maximum Security using tools from the machine shop. They were involved in a string of robberies over the next several days. One inmate was found executed, 1 was wounded during a stand-off with police, and the third was captured one week later after murdering a prominent physician.

## 1971

The Rhode Island Brotherhood of Correctional Officers (RIBCO) is established.

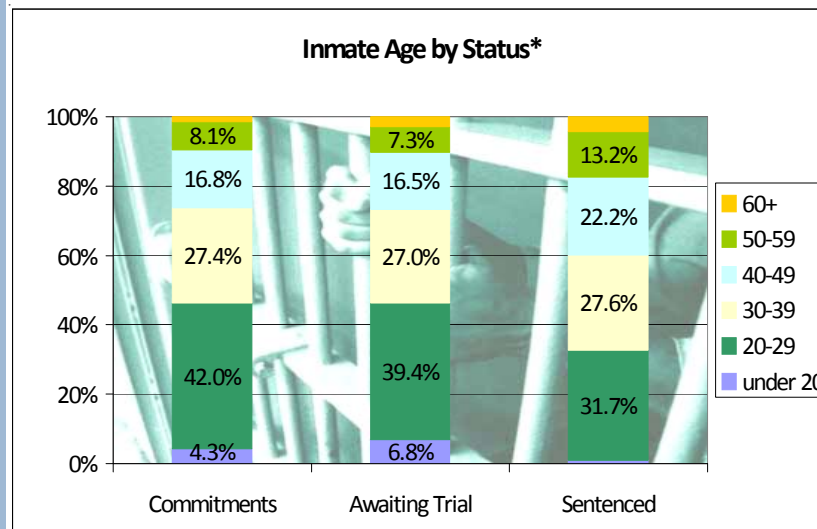
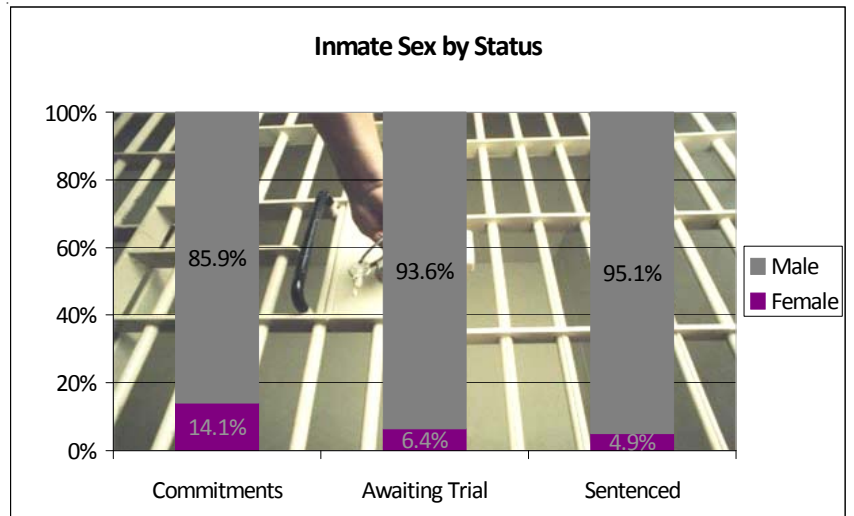


The charts on the following pages contain the following categories of offenders; commitments, which include all offenders committed to RIDOC (sentenced & pre-trial) over the last fiscal year; awaiting trial and sentenced represent the stock population on June 30, 2014.



The vast majority of offenders (commitments, awaiting trial, and sentenced) are white, followed by black and Hispanic. Offenders who identify themselves as Asian, Native American, other, or their race is unknown make up less than 2% of the population for each category of offenders.

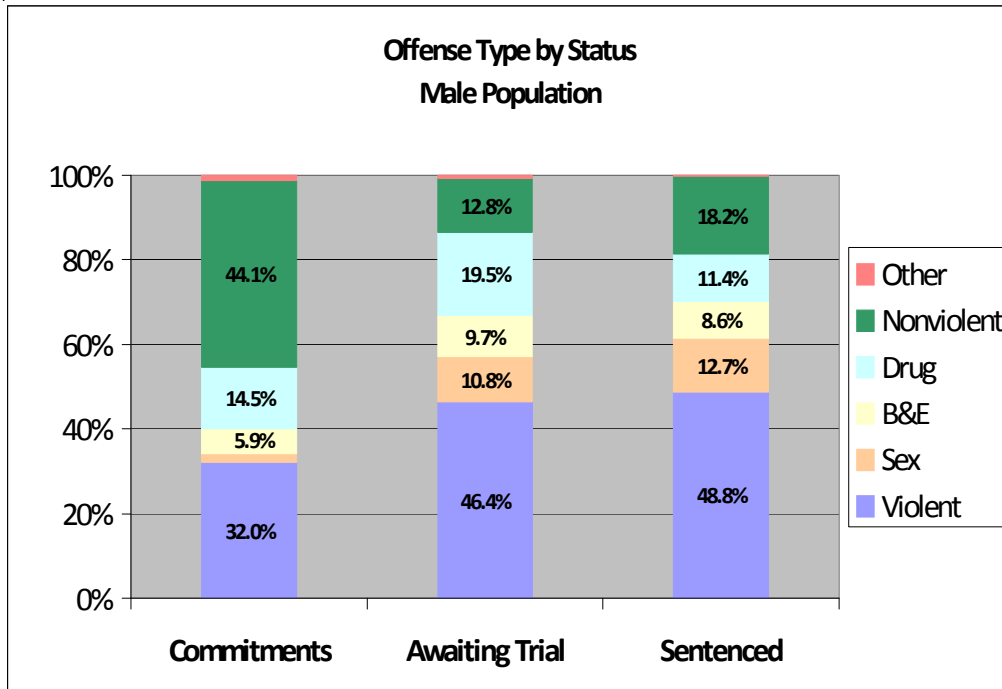
Males make up most (87.5%) of the RIDOC commitments while women account for only 12.5%.



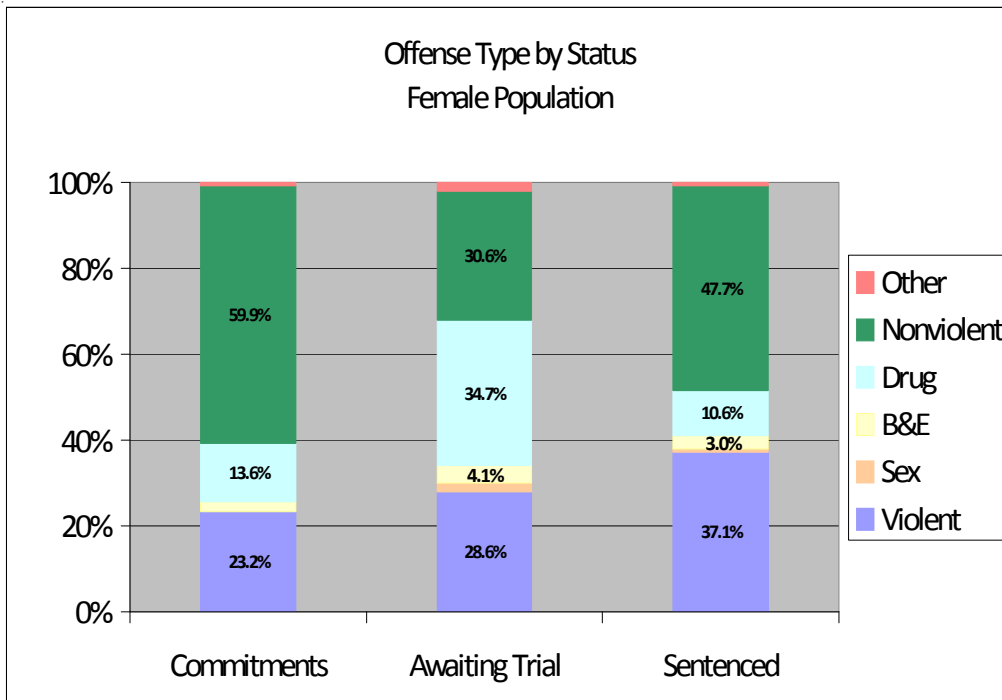
Over two thirds of all RIDOC offenders are between the ages of 20-39. The average age of male and female RIDOC sentenced offender is 35. For pre-trial offenders, males average 31 years of age and females 30 years of age.

\*\*Please note any value less than 3% will not be labeled in the graphs on pages 13-18.

# Offender Characteristics



Forty-four percent (44%) of male commitments are incarcerated for non-violent crimes, while over half (59.9%) of the female commitments are incarcerated for similar offenses. Nearly one third of the male population (32.0%) have been imprisoned for violent crimes, yet not even a quarter of females are incarcerated for similar violent crimes. We see the reverse trend in the sentenced stock population, where violent crimes make up nearly half of males (48.8%) and almost 40% for females. Lifers are included in the sentenced population, making the amount of violent sentenced offenders drastically rise.



## 1972

The Rhode Island Department of Corrections (RIDOC) is created by statute with formal jurisdiction over the Adult Correctional Institutions (ACI) and Probation & Parole.



In April the "Morris Rules" of classification are imposed. They define four categories of privileges and restrictions for inmates.

## 1973

On April 2, 150-200 inmates riot in Maximum taking six correctional officers hostage and causing over \$1 million in damages.

On June 22, Correctional Officer Donald Price, who had only been on the job for three weeks, is stabbed and killed in the line of duty. Two inmates were convicted of his murder; the first was sentenced to life in prison and the second to 20 years.

# Pretrial Statistics

## 1973

The education division grows with the aid of grant money and the first college level program begins at the ACI.



## 1974

The case of *Palmigiano v Garrahy* is filed, accusing RIDOC of violating inmates' 8th and 14th amendment rights, denying them adequate medical care. This case has a long lasting effect on the ACI and State of Rhode Island.

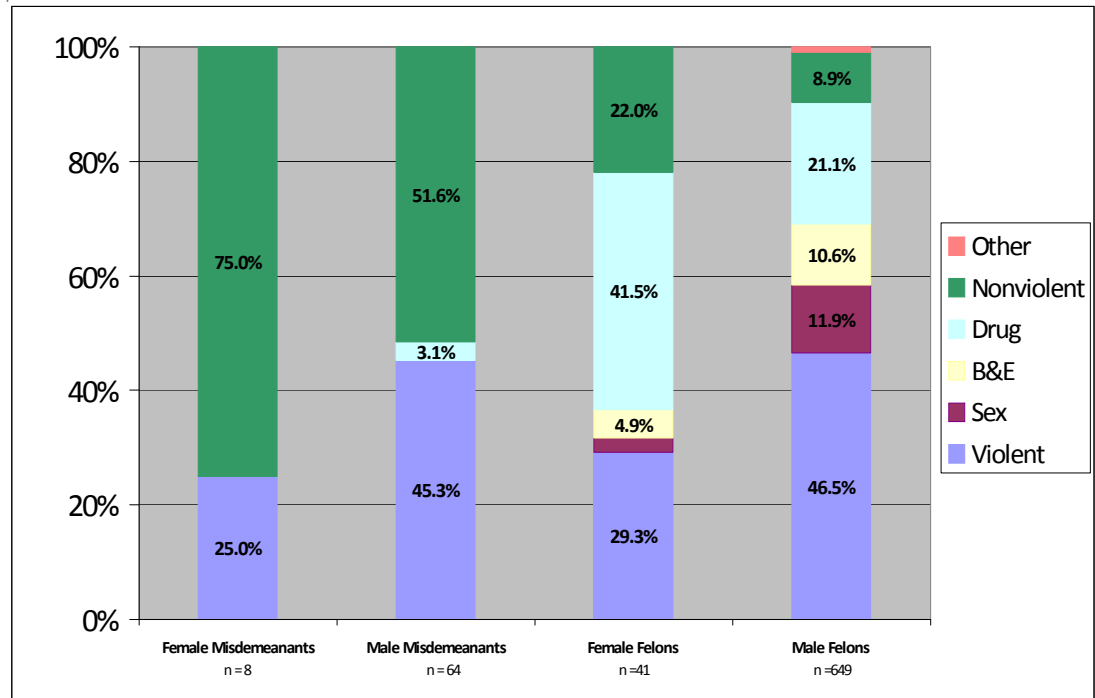
## 1976

A capital development plan is established to build a supermax prison to "house the incorrigables" and relieve tension at the ACI.

## Pre-trial Offenders: Crime Type by Offense Type

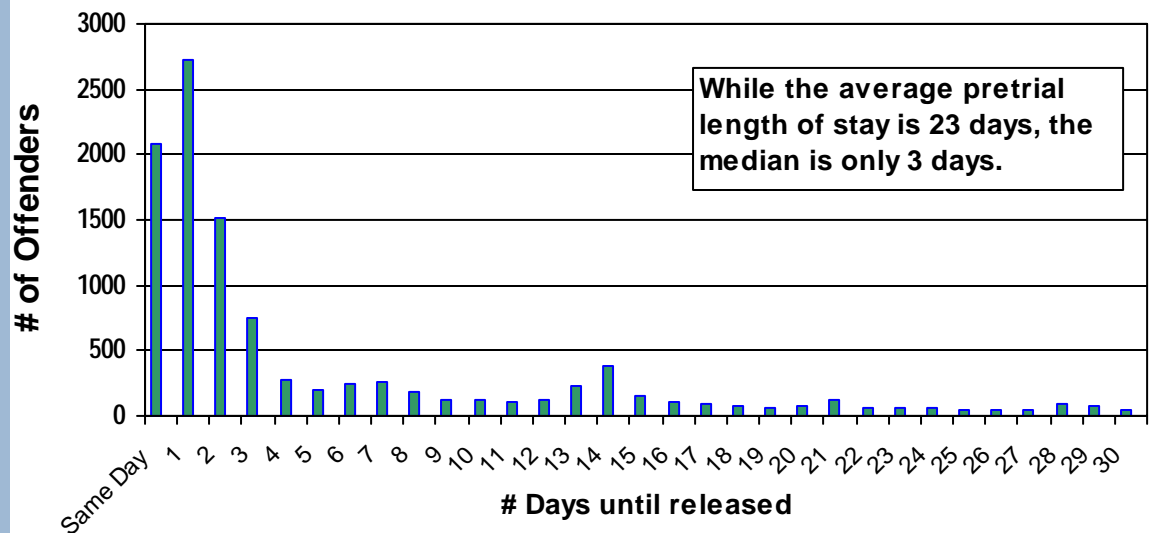
Stock Data-June 30, 2014

N=762



The most common offenses for the male misdemeanor awaiting trial population was domestic assault, for the female population it was loitering for indecent purposes. Male and female felons were imprisoned most commonly for violation of a no contact or restraining order.

## Average Length of Stay for FY14

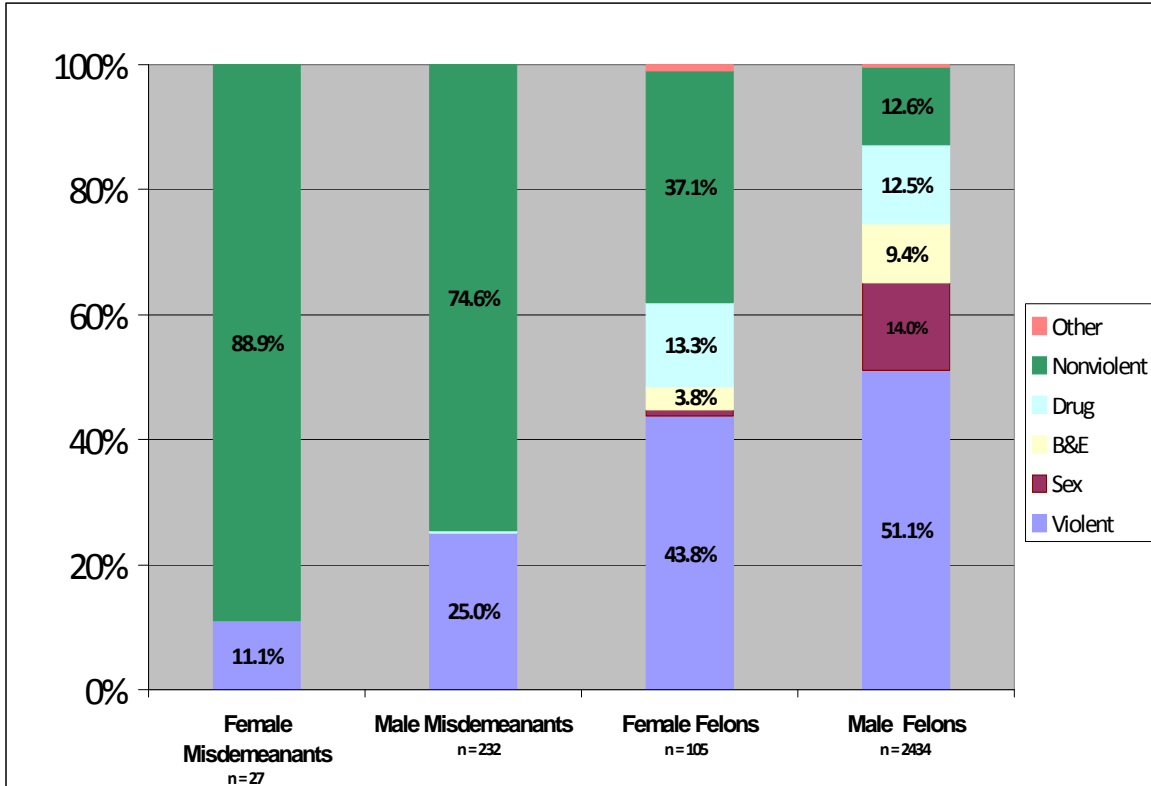


\*Approximately 15% of offenders remain on pretrial status after 30 days, but are not displayed on the graph

# Sentenced Statistics

## Sentenced Offenders: Crime Type by Offense Type

Stock Data-June 30, 2014  
N=2693



Included in the sentenced stock population are 202 inmates sentenced to life and 32 sentenced to life without parole. Two of those inmates are women. These 234 offenders constitute 8.6% of the total sentenced population. Twenty (20) of the lifers are inmates from other states or inmates for which RI shares jurisdiction (i.e., the inmate may have time to serve following the expiration of sentence in RI).

For the female sentenced population, the most common misdemeanor offenses were driving while intoxicated and shoplifting,

while the most common felony offense was robbery.

The most common misdemeanor offense for the male sentenced population was driving with a suspended license, while the most common felony offense was breaking and entering into a dwelling.

According to the Rhode Island Judiciary's 2013 Annual Report statewide felony filings have increased 13% from 2012-2013 (4,788 in 2012 to 5,417 in 2013). Felony filings increased for all counties with the exception of Newport County. [www.court.ri.gov](http://www.court.ri.gov).

### 1977

The Palmigiano case causes a federal court order for conditions of confinement to be imposed on RIDOC.

The Drug Unit, a treatment program, begins operating with three male inmates.

### 1978

There is a riot at the ACI.

### 1981

High Security Center, the first supermax facility in Rhode Island, is opened. The opening helps reduce the rising violence in Maximum Security.



The department limits sex-specific posts. Bids by both male and female officers are mostly handled in a uniform manner.

### 1984

The death penalty is abolished in Rhode Island.



# Sentenced Statistics

**1985**

There is a riot at the ACI.

**1987**

The number of felony drug offenses rises 217% in three years.

**1988**

There is a riot at the ACI.

**1989**

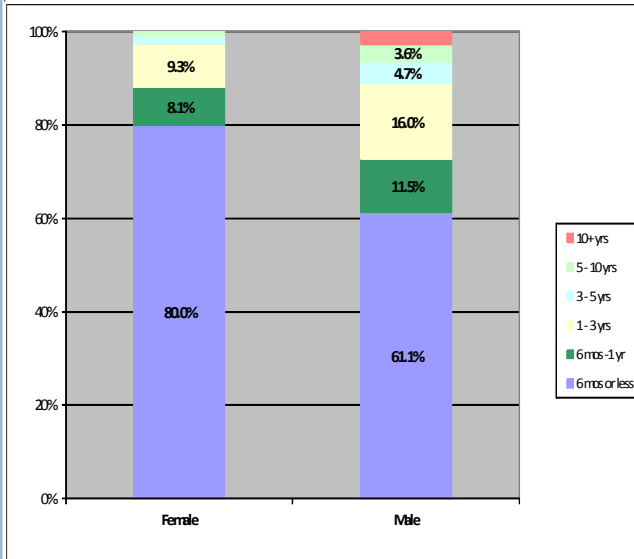
Outside consultants estimate over 80% of the inmate population have histories of drug abuse.

**1991**

Three hundred inmates in Maximum Security riot and cause a 5 hour siege.

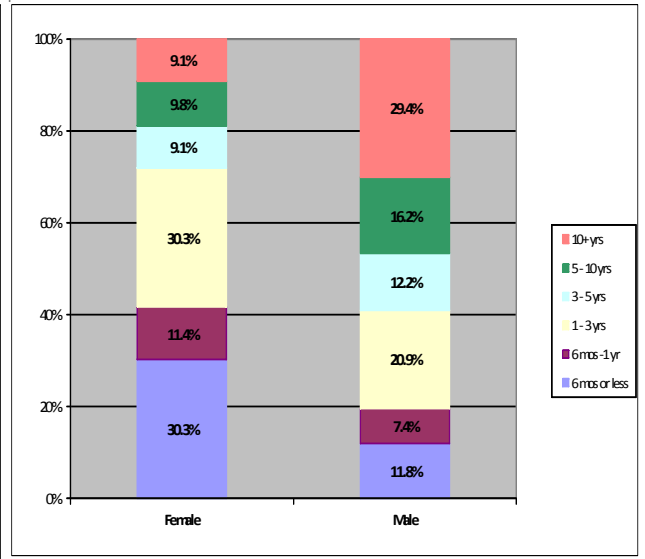
**Sentenced Commitments  
Sentence Length by Sex**

FY2014



**Sentenced Stock Population  
Sentence Length by Sex**

June 30, 2014



When examined together, the graphs and table on this page capture the flow of sentenced inmates in and out of the RIDOC. The graph at the top left of the page shows the length of sentence imposed by the judiciary, while the graph at the right shows the percentage of inmates in prison on June 30, 2014. For example, even though only about 11% of the male population is committed to sentences of more than 3 years, over time, this group of offenders represents 48% of the population.

Offense Category	Male		Female		Total	
	Sent <6mos	Sent >6mos	Sent <6mos	Sent >6mos	Sent <6mos	Sent >6mos
Violent	2.7	58.9	2.4	22.4	2.7	58.9
Sex	4.1	103.2			4.1	103.2
B&E	4.2	40.5	5.9	27.9	4.2	40.5
Drug	4.3	26.8	2.8	24.6	2.3	26.7
Nonviolent	2.4	21.2	2.2	21.5	2.3	21.8
<b>SUBTOTAL</b>	3.5	50.1	3.3	24.1	3.1	50.2
<b>Average Total Sentence Length = 20.3 months</b>						

The table above displays the average length of sentence imposed on sentenced commitments in FY2014. The actual amount of time offenders stay in prison is almost always shorter than the full sentence imposed, due to factors such as statutory good time (i.e., credit earned for good or industrious behavior) and earned time for program participation and completion (time deducted from sentence).



# Sentenced Statistics

## Effects of Sentence Reductions

Prior to May, 2008, Rhode Island had one of the most conservative state sentence reduction formulas in the country. With the population reaching historically high levels in 2007 and 2008 and threatening to exceed prison capacity, the state's General Assembly, with overwhelming bipartisan support, enacted legislation designed to increase public safety, curb spending, and reduce recidivism of released inmates.<sup>1</sup> The legislation increased the amount of behavioral good time credit and provided credits for program participation and completion. As a result, we have seen increased program participation and completion and, coupled with increased good behavior time, we have experienced an overall decrease in offenders' length of stay which has in turn lead to a decreased prison population.

Average Percentage of Time Served by Sentence Length for Offenders Expiring a							
	FY08	FY09	FY10	FY11	FY12	FY13	FY14
3 months or less	99%	91%	91%	90%	92%	91%	92%
3 - 6 months	97%	81%	80%	79%	80%	80%	80%
6 - 9 months	96%	82%	79%	76%	77%	79%	79%
9 months - 1 year	95%	81%	77%	71%	74%	75%	76%
1 - 3 years	93%	83%	76%	69%	69%	69%	71%
3 - 5 years	88%	83%	80%	69%	62%	59%	64%
5 - 7 years	84%	83%	73%	71%	63%	64%	60%
7 - 10 years	79%	79%	79%	69%	51%	50%	58%
greater than 10 years	76%	75%	76%	63%	61%	53%	60%

The above table depicts the changes in length of stay for those inmates who have left via expiration of sentence, as this group of offenders has the ability to fully benefit from the 2008 sentence reduction changes. As can be seen, there have been significant changes in the percent of time served for all offenders from FY08 to FY13. Most noticeably, offenders serving mid-range sentences (1-7 years) continue to have reductions in the time served.

Despite across the board reductions in percent of time served, recent recidivism studies do not show any increase in return rates for offenders. In fact, only 49% of offenders released in 2010 returned to RIDOC with a new sentence within three years. In comparison, 54% of offenders released in 2004 (prior to the good time changes) returned with a new sentence and

Thus far, data does not appear to indicate that a decrease in time served contributes to more crime and re-incarcerations.

For further RIDOC recidivism information on the 2010 cohort, please see page 21.

### Program Participation & Completion:

During FY14, 1,873 offenders participated in and/or completed one or more rehabilitative programs offered at RIDOC and were awarded a total of 73,128 program credits (days off sentence) (an average of 39 program credits per person). Substance Abuse Treatment, High School Equivalency Program (GED), Adult Basic Education Program (ABE), and Cognitive Restructuring/Anger Management programs awarded the most program credits in FY14.

### 1994

*The first women's residential drug treatment program begins.*

### 1995

*The federal court order for conditions of confinement, which was spawned from the Palmigiano case, is terminated.*

### 1999

*Ashbel T. Wall becomes the Director of the Rhode Island Department of Corrections, a position he holds to this day.*



### 2008

*With a rising population threatening to put RIDOC over capacity, legislation is passed to give Rhode Island a standardized "good time" formula for following institutional rules and participating in and completing designated programs.*

<sup>1</sup> To view the good behavior and program participation/completion sentence reduction statute, see RI General Laws § 42-56-24 and § 42-56-26. These statutes reflect the 2008 enacted changes as well as additional changes made in 2012 directed at decreasing and/or eliminating sentence reductions for specific serious crimes (i.e. murder, assault with intent to murder, kidnapping of a minor, child molestations and sexual assault).

# Sentenced Statistics

## Effects of Drug-Offense Sentencing Reform

### 2010

The release of a child murderer convicted in 1983 sparks controversy over the state's "good time" statutes.

### 2011

With a declining population, RIDOC is able to close the Donald Price Medium Security Building as ordered by the RI General Assembly.

### 2012

Legislation is passed eliminating good time credits for inmates convicted of the most serious crimes.



### 2013

RIDOC is awarded the BJS Second Chance Recidivism Reduction grant in the sum of \$800,000 to reduce recidivism

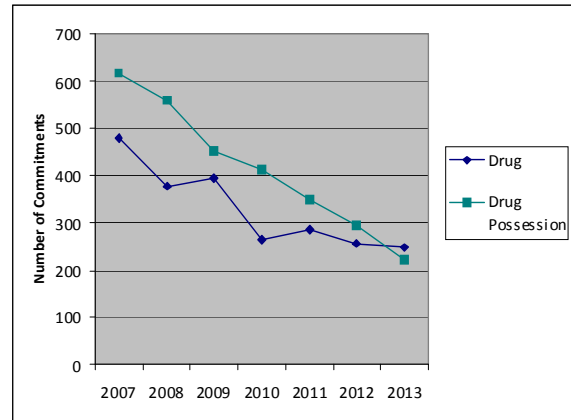
Two major revisions to our State's drug laws were approved in 2009 and 2012, resulting in changes to the treatment of certain drug offenses. Prior to 2009, *mandatory minimum* sentences existed for the manufacture, sale or possession of certain amounts of different controlled substances, with offenders receiving 10 and 20 year minimum sentences, with \$10,000 and \$25,000 minimum fines. This law was repealed in 2009, and was replaced with a mechanism that allows judges to use their discretion in sentencing for these types of offenses.

In 2012, Rhode Island became the 15<sup>th</sup> state in the Union to *decriminalize marijuana*. Prior to this new legislation, possession of up to an ounce of marijuana was treated as a criminal misdemeanor charge with up to 1 year in jail and/or up to a \$500 fine. Under the new law (effective April, 2013), minor possessions of marijuana are now punishable with a maximum \$150 civil fine and no jail time.

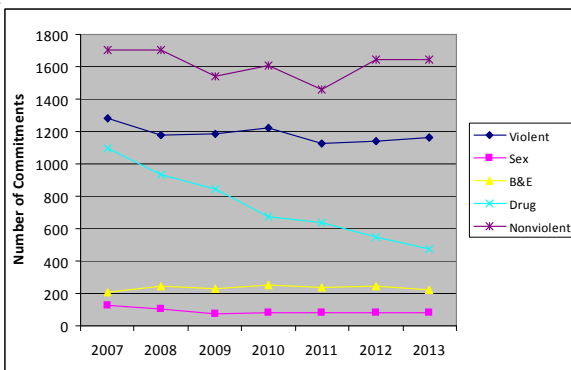
The drug offender population has seen a drastic decline in the past 6 years due partly to the two above changes.

Since 2004, commitments to sentenced status declined 19%. Breaking commitments down by the most serious offense types, it is apparent drug crimes (pictured in turquoise below) declined significantly while all other offenses remained relatively steady.

RIDOC classifies drug offenses into two separate categories; drug possession and all other drug crimes. Drug possession commitments have seen sharper declines than all other drug offenses combined.

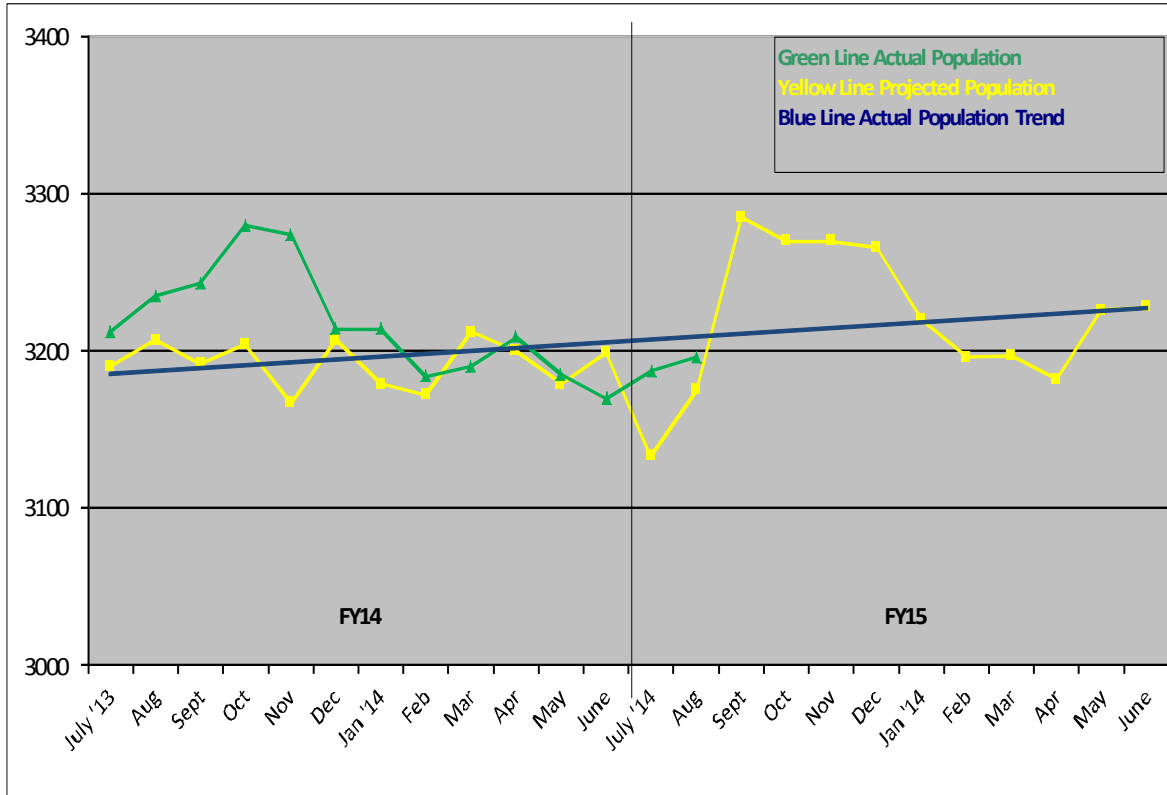


Data for specific drug types indicate a drop in marijuana charges of 62% from CY07-CY13, charges related to cocaine or crack saw a 58% decrease, and charges for drugs like LSD, ecstasy, and ketamine declined by close to 40%. Offenders charged with possession of Schedule I substances have virtually disappeared, going from 94 charges in 2007 to 5 in 2013. Heroin involved charges and crimes for other unspecified/unknown drugs remain steady.



# Population Projections

## Population Projections vs. Actual Population



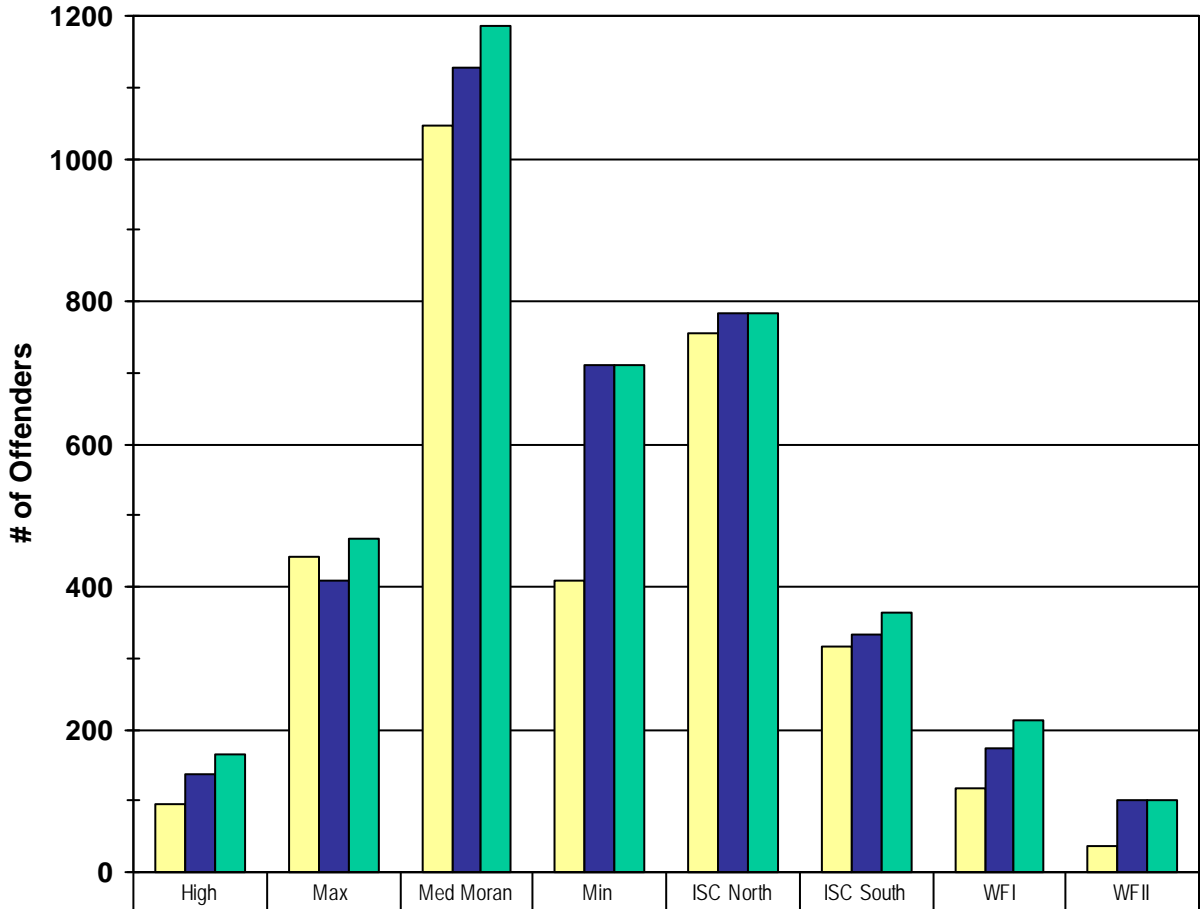
The graph above shows the actual population (green line) compared to the projected population (yellow line). The blue line predicts a slight upward trend in the actual population over the next fiscal year.

As of the FY15 projection, RIDOC was operating below federal capacity in all facilities. The 10-year forecast of RI's prison population, conducted by Wendy Naro-Ware of JFA Associates/The Institute, estimates that the population will see slight growth, 7.8% or 253 inmates. However, this projected growth would allow RI to remain below both the operational (3,774) and federal (3,989) capacities throughout the 10-year forecast.

This projection is based on the current factors, statutes, and practices at RIDOC (e.g. good time awards). These factors may change over time due to legislative or policing changes, rendering the existing prediction null.

# Institutional Capacity

## Average FY14 Population vs. Capacities



Average Population	96	442	1047	407	754	316	117	37
Operational Capacity*	138	409	1126	710	784	334	173	100
Palmigiano Capacity**	166	466	1186	710	784	364	213	100

\*Operational Capacity = All Beds - (Hospital Beds + 1/3 of Segregation Beds)

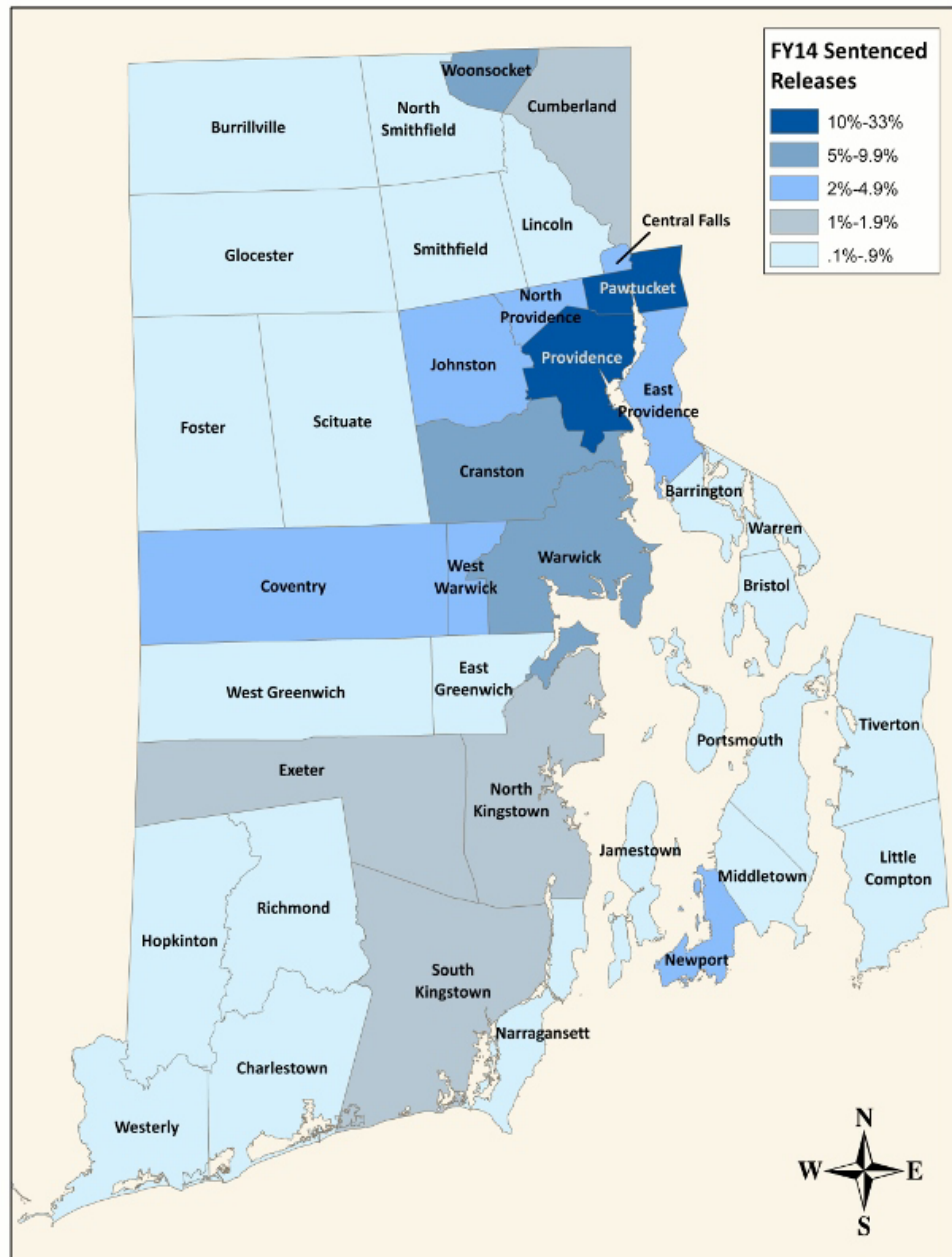
\*\*Palmigiano Capacity = Federal Court-Ordered Capacity (All Beds)

**Total RIDOC FY 2014**  
**Operational Capacity\* = 3774**  
**Palmigiano Capacity = 3989**  
**Average FY14 Population = 3214**

# Release Data

During FY14 RIDOC processed a total of 3,680 releases, representing 3,261 people, from sentenced status. Virtually all releases expired their sentences (88%); 8% were paroled.

About one third (30%) of males were released from being housed in Minimum Security, an additional 36% were released from the Intake Service Center, and 5% were released from Maximum or High Security. Female releases were distributed amongst WF1, WF2, and Home Confinement (47%, 34%, and 19% respectively). Of these releases to Rhode Island almost half (42%) reported returning to either Providence or Pawtucket. An additional 19% returned to Cranston, Warwick, and West Warwick.



There were 11 offenders, all males, on active escape status as of 6/30/14. These escapes span from 1979 to 2009.

Five (5) of those on active escape status

were walkaways from home confinement and six (6) of those on active escape status were from minimum/work release.

In FY14, there were 8 inmate deaths, 1 female and 7 males. One (1) death was a confirmed suicide.

During FY14 there were a total of 12,412 awaiting trial releases. Over half (56%) were discharged at court, while 18% were bailed and 9% were sentenced to serve time on their charges.

# Release Data

## Recidivism

With the award of the Second Chance Adult Offender Comprehensive Statewide Recidivism Reduction Demonstration Program Grant (Recidivism Reduction Grant) in October 2012, the focus on reducing recidivism has become even more crucial to RIDOC staff.

RIDOC defines recidivism as:

1. An offender who was released from sentence at RIDOC within a specific period of time (cohort), and
2. Who was returned to RIDOC as a sentenced inmate, or
3. Who was returned to RIDOC as an awaiting trial inmate as noted.

### The Cohort

There were 3,297 offenders released in Calendar Year 10 (CY10), accounting for the 3,593 distinct release events. The majority of offenders were white (56%), male (89%), and averaged 34 years of age. The majority were released from serving for a nonviolent (39%) or violent (31%) offense with an average sentence of 20 months.

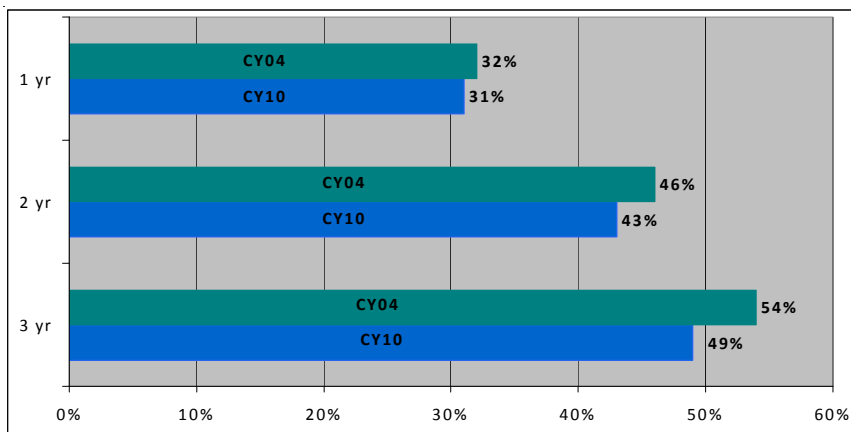
### Sentenced Readmissions

At 3-years post release, 49% of offenders returned to RIDOC with a new sentence, a significant drop from the CY04 cohort that reported a 54% 3-year return rate.

Half (50%) of males and 41% of females were recommitted as sentenced offenders 36 months post release.

The majority (90%) of released offenders have probation following release. Not surprisingly, almost one third (30.9%) of all sentenced commitments are for probation

Rhode Island 3-year Recidivism Rates: CY04 vs. CY10

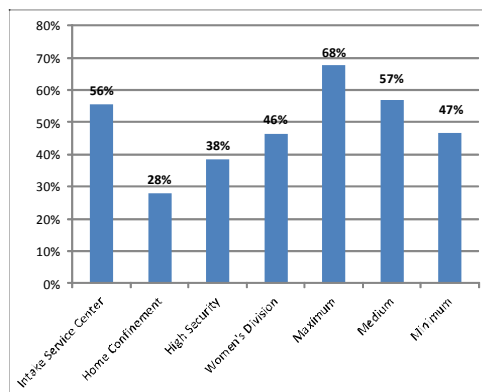


This graph depicts a 5% decrease in 3 year recidivism rates for sentenced readmissions from the CY04 cohort compared to the CY10 cohort.

violations (18% technical, 79% new charge, and 2% undetermined).

Since RIDOC operates a unified correctional system, in order to compare RIDOC'S population to other jurisdictions, "jail" offenders are defined as those serving 1 year or less and "prisoners" are those offenders serving greater than 1 year. Forty-eight percent (48%) of "jail" and 50% of "prison" offenders recidivated within 36 months of release.

Offenders were more likely to recidivate if they left from a medium or maximum security facility compared to a minimum or community-based facility. For example, offenders released from Home Confinement had the lowest 3-year rate at 28%, while those released from Maximum Security had the highest at 68%.



### Awaiting Trial Readmissions

Fifty-seven percent (57%) of offenders returned as awaiting trial detainees within three years of their release, another significant drop from CY04 which had a 64% 3-year return rate.

For both males and females, 57% returned as awaiting trial detainees 36 months post release.

### Time in the Community

The average time spent in the community was 11 months. Almost 5% of recidivists returned within 30 days of initial release and over half (54%) returned within 9 months. Females tended to spend 30 days less time in the community prior to recidivating than their male counterparts.

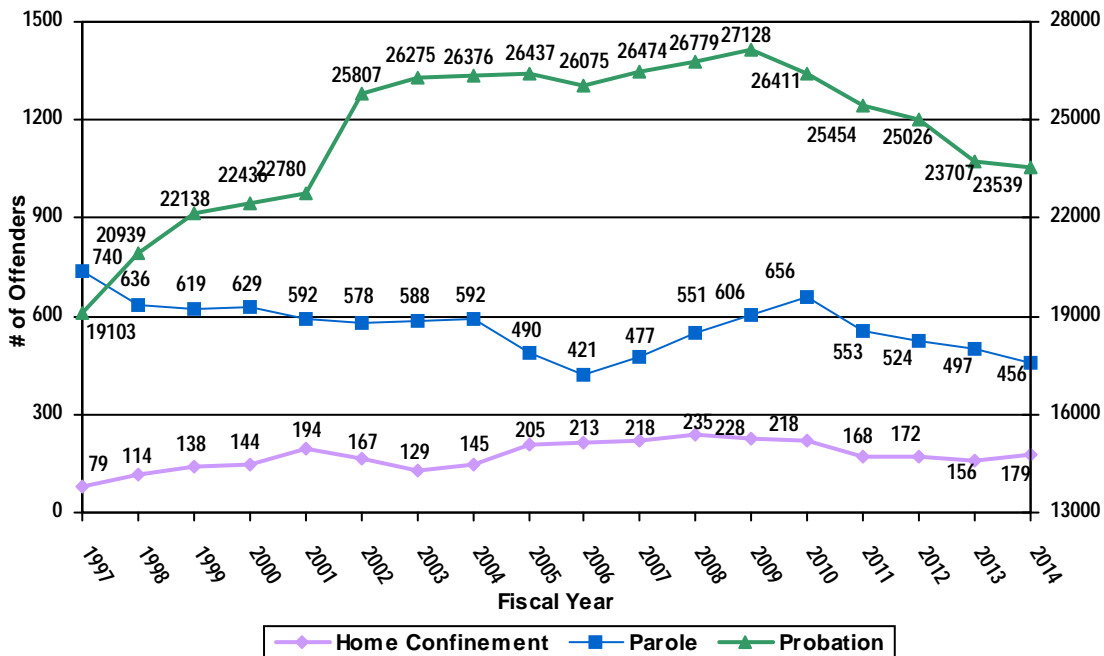
### Council of State Governments

The efforts of RIDOC were highlighted in a recent Washington, DC forum by the Council of State Governments Justice Center (CSG). CSG outlined states whose initiatives in reducing recidivism showed success and delivered results.

([http://csgjusticecenter.org/wp-content/uploads/2014/06/ReducingRecidivism\\_StatesDeliverResults.pdf](http://csgjusticecenter.org/wp-content/uploads/2014/06/ReducingRecidivism_StatesDeliverResults.pdf))

# Community Corrections Population

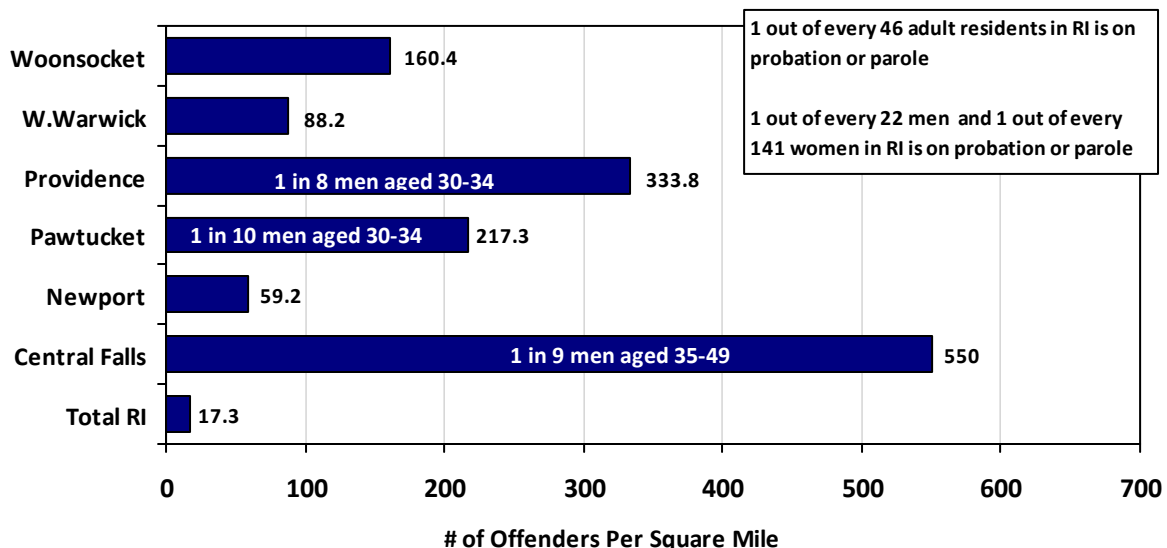
## Parole, Probation and Home Confinement Populations



Interpreting the chart: The probation *population* is plotted on the *secondary axis* to the right, while parole and home confinement are plotted on the *primary axis* to the left.

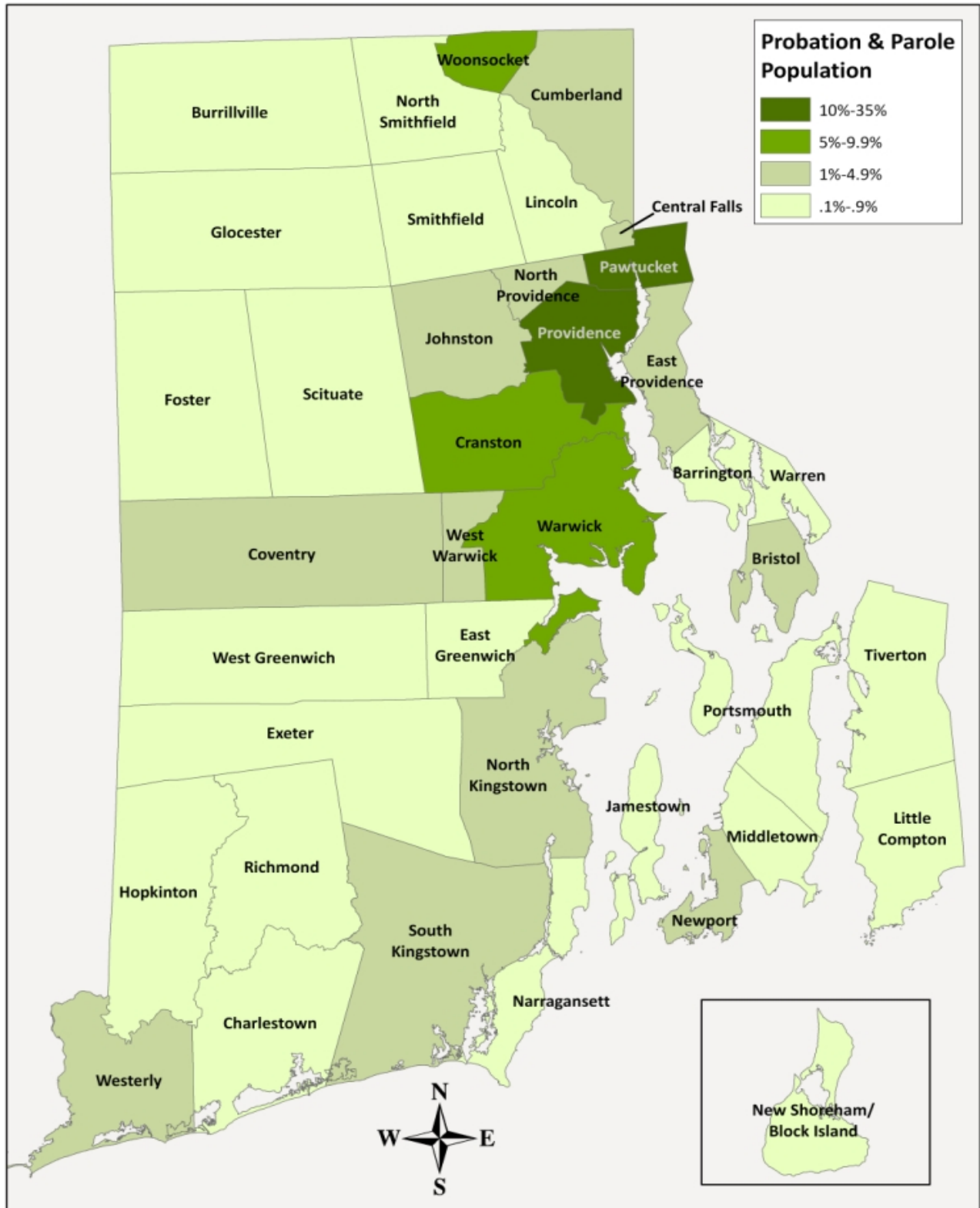
According to the Bureau of Justice Statistics, as of 2010, Rhode Island has the third highest rate of Probation supervision in the nation; 3,010 per 100,000 residents. *BJS Probation and Parole in the United States, 2010*.

## Probationers and Parolees by Square Mile as of June 30, 2014





# Community Corrections Population



The map illustrates the Probation and Parole population on the streets of Rhode Island on June 30, 2014. As shown above, almost half (44%) of the population live in Providence or Pawtucket.

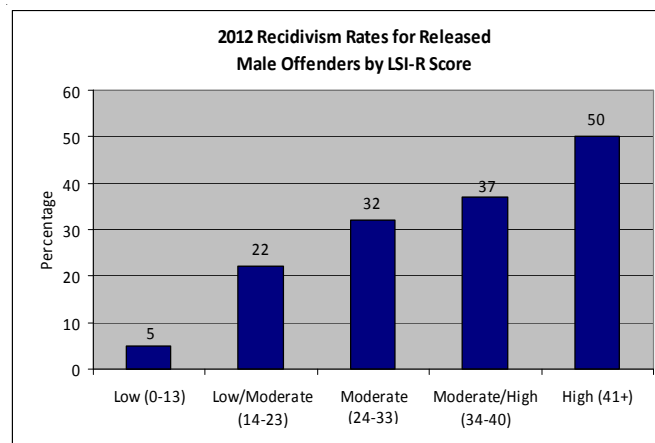
# Looking Toward the Future

RIDOC is making great strides toward effectively reducing recidivism and applying system-level changes with the recent expansion of a risk/need assessment throughout the institution and community as well as the implementation of the Risk-Need-Responsivity (RNR) concepts, which has produced promising results when integrated successfully.

## Level of Service Inventory-Revised

Approximately a decade ago, the Department adopted the Level of Service Inventory-Revised (LSI-R). The LSI-R is a validated tool consisting of 54 items which assesses offenders across 10 domains: criminal history, education/employment, financial, family/marital, accommodation, leisure/recreation, companions, alcohol/drug, emotional/personal, and attitudes/orientation. Scores range from 0-54, with higher scores indicating higher risk and more needs. In spring 2014, LSI-R assessment training was provided to approximately 150 staff members (Adult Counselors, Probation & Parole Officers, and Discharge Planners) to ensure assessments are completed and updated as an offender moves through the system. With approximately 90% of offenders serving a probation sentence upon reentering society and 1 in 44 Rhode Island residents under community corrections supervision, RIDOC recognizes the importance of assessing offenders to identify individuals at highest risk of recidivating and assisting them accordingly.

Analyses of 2012 RIDOC release data show a correlation between higher LSI-R scores and a greater recidivism rate (see graph). For men who scored high risk on the LSI-R, 50% returned to sentenced status at RIDOC within one year as compared to those who scored low or low/moderate (27%).



## Risk-Needs-Responsivity

The RNR model consists of three principles of effective correctional intervention. The Risk Principle, which identifies **WHO** to target<sup>1</sup>, states that the level of service provided to an offender should match their risk of reoffending, affirming the value of the LSI-R for effectively prioritizing resources. The Need Principle determines **WHAT** to target<sup>2</sup>, as treatment should focus on an offender's dynamic criminogenic needs (the factors most likely to lead to crime). Finally, the Responsivity Principle identifies **HOW** to target<sup>3</sup> in order to remove barriers to success. With over 200 staff trained in RNR, RIDOC is in the beginning stages of applying these principles, which will allow for better, assessment-driven case management and evidence-based programming.

The LSI-R, in collaboration with the RNR Principles, will streamline the process for Adult Counselors, Discharge Planners, Probation & Parole Officers. These staff along with other entities in the Department, will work as a team to accomplish the goal of successful reentry and reductions in recidivism.

1. Koetzle, D. & Skinner, B. (2014.) "Recidivism Reduction Training: Strategies for Promoting Staff Safety and Public Safety in Rhode Island." Presentation at the Rhode Island Department of Corrections Recidivism Reduction Training, Cranston, RI, June 3 & 4, 2014:

2. Ibid 1, Slide 29.

3. Ibid 1, Slide 34.

## Looking Toward the Future-Vocational Programming

# Barbering Certification & Apprenticeship Program

**MYTH:** Offenders in Rhode Island are incarcerated for many years.

**FACT:** Commitments to RIDOC average a 16-month sentence, or about 482 days.

**MYTH:** Prison is only about punishing the offender.

**FACT:** RIDOC offers a wide array of programming, including almost 20 vocational courses. Last year, 1,873 offenders participated in programming during their incarceration.



Vocational programs, such as The Barbering Certification & Apprenticeship Program, allows offenders to attain “real world” skills that will aide in their success upon release. The Barbering Program, a two-year program to prepare students for Rhode Island’s Barbering Exam, was established approximately fifteen years ago at RIDOC. The course is currently offered in six facilities and consistently reaches maximum capacity of 50 students. Potential students must take part in a strict interview process and are held to the highest standards while enrolled.

Classes run once daily in each facility 5 days per week. Rhode Island Department of Health standards require 1,000 hours of classroom lecture and an apprenticeship under the direct supervision of a licensed barber for two years.

To date, 343 barbering licenses have been issued. Additionally, many students who have completed the program are now employed as barbering instructors in various schools throughout the country and several ex-offenders are owner/operators of their own barbershops.



**Master Barbers**  
Frank Bruno  
Justin Unsworth



The master barbers not only serve as mentors, but also provide haircutting services to offenders in every facility since 1968. Many haircuts have resulted in donations to locks of love, a program for children suffering from cancer.



# In Memoriam

*"It is not length of life, but depth of life.."*  
Ralph Waldo Emerson

This past year, RIDOC has been devastated by the loss of several active employees. We will forever remember their contributions to this department.

**Sheree Carter-Paulino**



*Sheree joined the Department in 1990 and worked as a Perimeter Correctional Officer at Maximum Security. Sheree had her ashes scattered in Pennsylvania, where she lived as a young woman.*

**Elizabeth V. Earls**



*Liz was with us for much too short a time. Joining our organization in the summer of 2012, she made her mark on the Department of Corrections almost immediately. She brought to the position a wealth of knowledge about the intersection between criminal justice and human services as well as tremendous personal strengths: a talent for listening, passion for the work, an understanding of complicated bureaucracies, a quiet confidence, the ability to build bridges and wonderful interpersonal skills. Liz was very proud of the dedication and contributions of her staff in the Division of Rehabilitative Services and was a powerful advocate for the issues that mattered to them. She commanded authority in the best way, with sensitivity, respect, a ready laugh and sense of humor that were evidence of her ability to maintain perspective even in difficult times.*

**James R. Hall**



*James Hall had a 35 year career at the Rhode Island Department of Corrections as a Correctional Officer. He was a member of the FOP Lodge #45 and the Brotherhood of Correctional Officers. He enjoyed military model building and hunting.*

**Michael Kobelecki**



*Michael was a 1970 graduate of Durfee High School and a proud member of the Cross Country and Track teams. He received an Associate's Degree from Bristol Community College, where he was a member of the Basketball team, and a Bachelor's Degree from Roger Williams University. Michael began his career as a Social Worker and Adult Counselor at Walpole State Prison in Massachusetts before transferring to the Adult Correctional Institute in Cranston, Rhode Island where he served for 36 years. Michael was a member of the Rhode Island Brotherhood of Correctional Officers.*

**Robert McCutcheon**



*Bob joined this Department as a Community Program Counselor for Home Confinement in 1992 after eight years of service at the Rhode Island Training School. He was promoted to Departmental Grievance Coordinator in 1994 and had worked in the Director's Office for the past twenty years. During his time with RIDOC Bob earned universal admiration from staff, inmates and their families, partners in other agencies and the public at large for his fairness, excellent judgment, common sense, loyalty and way with people.*

**Chico Sykes**



*Chico graduated from the RIDOC Correctional Training Academy in February 1986 and for several years worked at High Security, Maximum, and Medium Price. Chico transferred to Minimum in 1989 where he found a professional home and remained at that facility for almost 25 years until his death. Chico was well-respected and well-liked by staff and inmates alike. He was known for his dedication to his job, exemplified by the fact that despite his declining health, he worked as much as he was able right up until his death. In addition to his friendly demeanor and easy going nature, Chico felt a deep connection to his community. For many years, he volunteered as coach of a football team composed of teenagers from inner-city Providence. Known as the North End 49ers, they won a number of championships even as they absorbed important lessons in teamwork, perseverance and pride from Coach Sykes.*

## Appendix I: Data Caveats & Definitions

### RIDOC Description

The Rhode Island Department of Corrections (RIDOC) operates a unified correctional system, meaning that all pretrial detainees and all sentenced offenders (regardless of sentence length or crime) are under the jurisdiction of the Department. RIDOC has seven (7) housing facilities on the Pastore Government Center Complex in Cranston, Rhode Island. In addition to institutional corrections, offenders on probation, parole and electronic monitoring also fall under the jurisdiction of the RIDOC.

**Race Categories:** RIDOC records Hispanic as a race rather than ethnicity. As a result, we cannot determine whether inmates identifying themselves as Hispanic are white or black. Those identifying themselves as white or black may also be Hispanic.

**Offense Categories:** Throughout this report, type of offense is determined by the most serious charge for which the offender is sentenced to incarceration or community supervision. As an example, if an offender had both a drug charge and a sex charge, s/he would be captured in the sex category (and not the drug category) for reporting purposes. An additional caveat is that the offense category is based on those charges entered into Infacts, and there are times where multiple counts are condensed into one charge record. At times, offense information is not immediately available to RIDOC; in these instances, the designation “pending court verification” is assigned.

**Stock data:** Refers to data that are a “snapshot” of the population, which provides information about the population on a given day. For this report, the date for the stock data is June 30, 2013.

**Commitments & Releases:** In contrast to stock data, commitment and release information provides data about the movement of offenders into and out of the RIDOC system. For this report, the time period covered is July 1, 2012 through June 30, 2013.

**Cost per Offender:** The cost per offender per annum excludes central RIDOC Administration and Capital costs. For this report, the time period covered is July 1, 2012 through June 30, 2013 (FY2013).

**Population Averages:** The Community Corrections Chart on page 23 uses the average population for parole, probation, and home confinement for the fiscal year. Due to technological issues the data represents July 2011 through May 2012. June data is not available.

**Timeline-** Much of the timeline information can be found in **Lawful Order: A Case Study of Correctional Crisis and Reform** by Leo Carroll.

For further information or questions please contact Caitlin O’Connor, Principal Research Technician, at [caitlin.oconnor@doc.ri.gov](mailto:caitlin.oconnor@doc.ri.gov) or 401-462-3925