

Rhode Island Department of Corrections

Fiscal Year 2018 Annual Population Report

October 2018



RIDOC Mission Statement

The Rhode Island Department of Corrections (RIDOC) contributes to public safety by maintaining a balanced correctional system of institutional and community programs that provides a range of custodial options, supervision and rehabilitative services in order to facilitate successful offender reentry into the community upon release.

RIDOC Goals

- * To act in accordance with the highest ethical, legal, and professional standards.
- * To promote a positive and safe work environment characterized by the mutual respect of all staff.
- * To provide ongoing staff development in order to increase job performance, abilities, and professional opportunities.
- * To recognize and respect the rights and needs of the victims of crime.
- * To maximize community protection through the institutional confinement of offenders and appropriate levels of supervision in the community.
- * To encourage offenders to become accountable for their actions.
- * To employ, explore, and utilize research, technology, equipment, planning, and evaluation in the development of programs and standards.
- * To enhance the continuum of community and institutional services in order to provide for appropriate management of criminal offenders.
- * To assist offenders in their rehabilitative efforts by affording them the opportunity to participate in essential rehabilitative services in the institutions and community.
- * To involve community organizations, volunteers, and outside professionals in program development and service delivery.
- * To foster the best possible relations with the public and all elements of the criminal justice system.

Table of Contents

- ⇒ Message from the Director: P. 2
- ⇒ Overview of Facilities: P. 5
- ⇒ Organizational Structure & Units: P. 7
- ⇒ Total Population Trends: P. 9
- ⇒ Offender Characteristics: P. 12
- ⇒ Pretrial Population: P. 15
- ⇒ Sentenced Population Statistics: P. 16
- ⇒ Current Population & Future Projections: P. 20
- ⇒ Release Statistics: P. 22
- ⇒ Community Corrections: P. 24
- ⇒ Improving Post-Release Employment Outcomes: P. 26

Director's Message



From Acting RIDOC Director Patricia A. Coyne-Fague

I am delighted to present the Rhode Island Department of Corrections' Annual Population Report for Fiscal Year 2018. Our Planning and Research Unit has once again analyzed a myriad of complex statistical information, which is displayed by utilizing visual representations of the data to ensure that this analytical report is both comprehensive & easy-to-understand. In addition to a thorough analysis of population-related data, you will find descriptions of each of the Adult Correctional Institutions' facilities, an organizational chart, and a breakdown of the characteristics of a typical sentenced offender. This year, the report also profiles and highlights how Justice Reinvestment Legislation has played an integral role by enhancing RIDOC's ability to streamline probation & parole supervision by successfully identifying & addressing criminogenic needs through validated risk-needs assessment screenings & the latest evidence-based case management practices. In addition, the report will also highlight the life and legacy of former RIDOC Director Ashbel T. Wall II, who retired in early 2018 after more than three decades of public service.

Here are some of the important takeaways from this year's edition:

- ⇒ RIDOC's total average population is at the lowest levels seen in at least fifteen years.
- ⇒ Utilization of evidence-based risk assessment tools to identify offenders' risk and criminogenic needs play an integral role in RIDOC's ability implement successful case management practices.
- ⇒ JFA Associates, who have performed population projections for the RIDOC for over twenty-five years, projects that the Rhode Island prison population will stay relatively stagnant with under two percent growth over the course of the next decade.
- ⇒ RIDOC is committed to providing valuable programs & resources aimed at addressing numerous barriers which often impede on offenders' ability to successfully reintegrate back into community post-release.
- ⇒ Going forward, RIDOC will continue to take innovative steps to enhance protective factors that foster successful offender rehabilitation and community reintegration.

I hope that you find this report is an interesting & insightful read.

Thank you.

The Legacy of Ashbel T. Wall II



Former Director of The Rhode Island Department of Corrections, Ashbel T. Wall II, retired in early 2018 after more than three decades of public service. After leading RIDOC for nearly two decades, Wall holds the title as the longest-tenured Corrections Director in the nation. In a statement released from The Office of the Governor, Wall states: "I am proud of what we have accomplished over the last 30 years. We have expanded, upgraded and improved our services, have invested in evidence-based programs which have helped reduce recidivism and have taken steps to fight the opioid overdose crisis."¹ Former Director Wall went on to state: "It has been my privilege to work with such a talented, knowledgeable, dedicated and conscientious group of professionals in the Department who provide supervision, support and coverage to ensure public safety. I appreciate the opportunity Governor Raimondo and her predecessors have given me to serve this state."¹

¹(<https://www.ri.gov/press/view/31978>)



Data Caveats & Definitions

RIDOC Description: The Rhode Island Department of Corrections (RIDOC) operates a unified correctional system, meaning that all pre-trial detainees and all sentenced offenders (regardless of sentence length or crime) are under the jurisdiction of the Department. RIDOC has six (6) 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.

Facilities: The RIDOC Annual Report historically only includes open inmate facilities. The Donald Price Building has been omitted since its closure in November of 2011. The Women’s Facilities (WOM), used to house awaiting trial & sentenced offenders were comprised of the Gloria McDonald Building & the Bernadette Building. The Bernadette Building hasn’t housed offenders since July of 2016.

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 (RIDOC’s inmate database system), 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, 2018.

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, 2017 through June 30, 2018 (FY2018).

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, 2017 through June 30, 2018 (FY2018).

Population Averages: The Community Corrections Chart on page 24 uses the average population for parole, probation, and home confinement for FY18.

Operational Capacity: Refers to the number of offenders that RIDOC can safely accommodate based on a facility’s staff, existing programs, and services (BJS, 2017). RIDOC’s Operational Capacity is calculated utilizing the following formula: All Beds—(Hospital Beds + 1/3 of Segregation Beds).

Palmigiano Capacity: Refers to the capacity established in federal court which mandates the number of offenders that RIDOC can safely detain. RIDOC’s Palmigiano Capacity is calculated with a formula that utilizes the total number of available beds.

For further information or questions please contact Keith Ivone, Principal Research Technician, at keith.ivone@doc.ri.gov or 401-462-6721

Facilities

The Adult Correctional Institutions (ACI) at the Rhode Island Department of Corrections (RIDOC) are comprised of 6 inmate facilities (5 male, 1 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.

Intake Service Center

Opened: 1982 - Expanded: 1992 - Renovated: 1995

Average Facility Population: 842 (FY18)

Operational Capacity: 1,118 (FY18)

Annual Cost per Offender: \$63,997

Minimum Security

Opened: 1978 - Expanded: 1989 & 1992

Average Facility Population: 278 (FY18)

Operational Capacity: 708 (FY18)

Annual Cost per Offender: \$88,482

Medium Security:

John J. Moran Facility

Opened: 1992

Average Facility Population: 1,024 (FY18)

Operational Capacity: 1,126 (FY18)

Annual Cost per Offender: \$58,943



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, and sentenced protective custody. The facility processed 11,032 commitments in FY18, approximately 919 commitments per month. The ISC has a total inmate bed capacity of 1,148. The length of time an inmate remains housed in awaiting trial status at the ISC is approximately 24 days (see graph on p.15 for further details); this translates into a constant turnover of the inmate population. In comparison to FY17, the average facility population at the ISC has declined by just over 3% through the close of FY18.

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, work release, or are seeking employment. In comparison to FY17, the average facility population in Minimum Security has declined by nearly 15% through the close of FY18.

The John J. Moran Facility was constructed from 1990 to 1992, at a cost of \$65,000,000. The facility covers 29 acres and houses sentenced adult male offenders who are classified as medium custody. The Medium Security facility has the highest inmate bed capacity figure of any RIDOC facility, with 1,186 available beds. Extensive programming is provided with the goal of preparing inmates for successful return to their communities. In comparison to FY17, the average facility population in Medium Security has declined by just over 7% through the close of FY18.

Facilities

Maximum Security

Opened: 1878

Average Facility Population: 412 (FY18)

Operational Capacity: 411 (FY18)

Annual Cost per Offender: \$77,626



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, the Maximum Security facility has an inmate bed capacity of 466. 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. In comparison to FY17, the average facility population in Maximum Security declined by nearly 3% through the close of FY18.

High Security

Opened: 1981

Average Facility Population: 88 (FY18)

Operational Capacity: 138 (FY18)

Annual Cost per Offender: \$183,411



The High Security Center (HSC) is a supermax facility, which houses inmates who require close custody and control, including protective custody inmates. The facility contains a Rehabilitation Treatment Unit (RTU), which provides inmates with program-

ming, treatment, & structure as an alternative to more restrictive housing units. The inmate population has access to a legal and recreational library, a classification board room, a classroom, barber shop, and a chapel. The HSC has an inmate bed capacity of 166. In comparison to FY17, the inmate population declined by just over 5% through the close of FY18.

Women's Facilities

Gloria McDonald Building

Opened: December, 2010

Average Population: 140 (FY18)

Operational Capacity: 173 (FY18)

Annual Cost per Offender: \$118,538

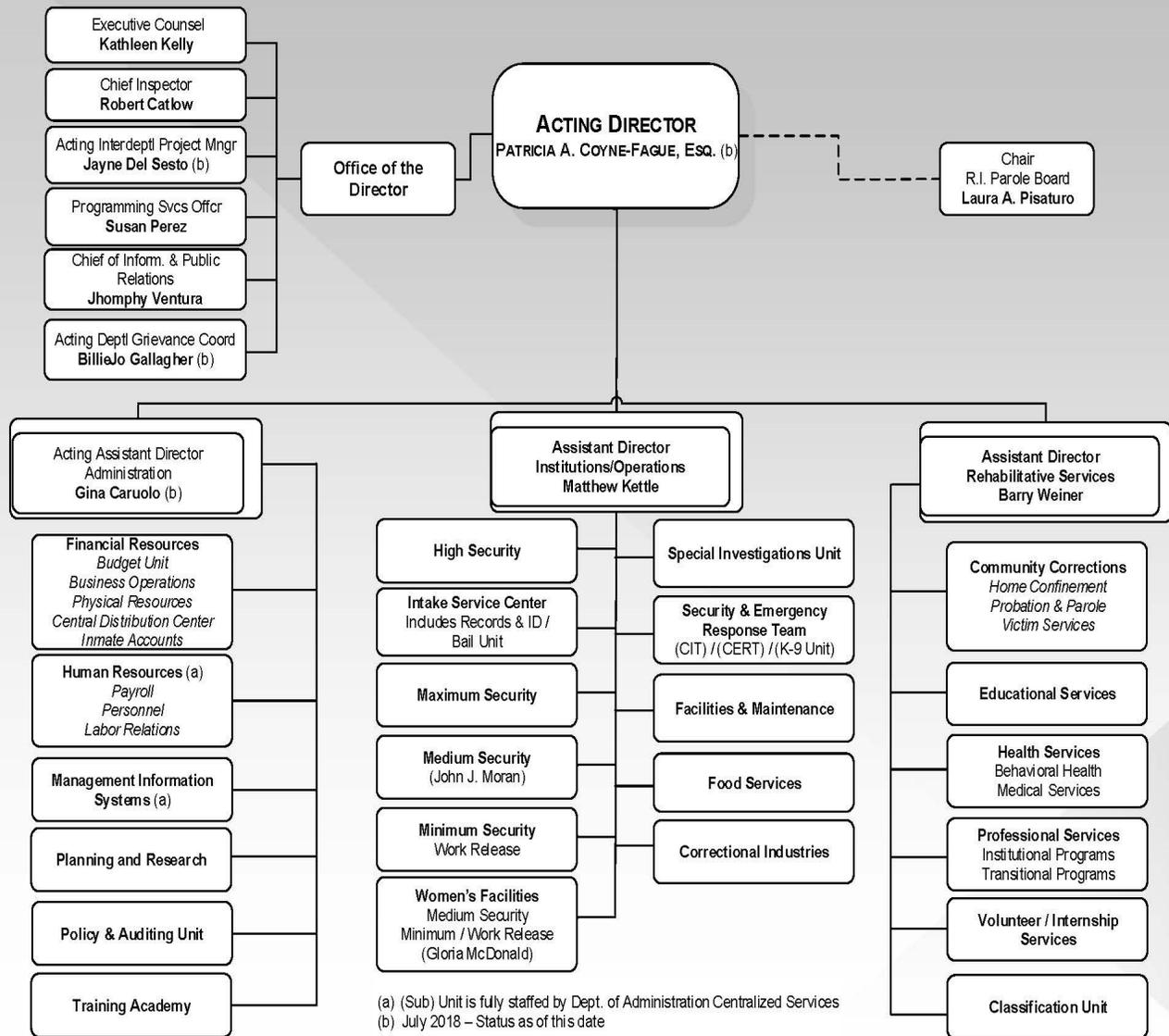


The Women's Facilities (WOM) house awaiting trial offenders and three classification levels (medium, minimum, and work release) used to be housed in two separate buildings. In late 2010 and 2011, facilities housing these

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 were 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. While WFII was originally designed to hold offenders on work release, in later years it contained Community Corrections and Education offices. In early FY17, RIDOC moved all female offenders to the Gloria McDonald Building (Women's Facility 1). The Bernadette Building has never been officially closed, but hasn't been utilized to house offenders since July of 2016. Women's Facility 1 has an inmate bed capacity of 213. In comparison to FY17, the average facility population in Women's Facility 1 increased by just over 1% through the close of FY18.

RIDOC Organizational Chart

Rhode Island Department of Corrections



RIDOC is divided into three 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 divisions and illustrates which units fall under each Assistant Director's supervision.

Administration Division

Acting Assistant Director

Gina Caruolo

The Administration 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 Administration Division is divided into the following units: *Financial Resources, Human Resources**, *Management Information Systems**, *Planning & Research, Policy*, and the *Training Academy*. Administration 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. **Sub Unit is fully staffed by Department of Administration Centralized Services*

Institutions and Operations

Assistant Director

Matthew Kettle

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*, *Correctional Industries*, 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.

Rehabilitative Services

Assistant Director

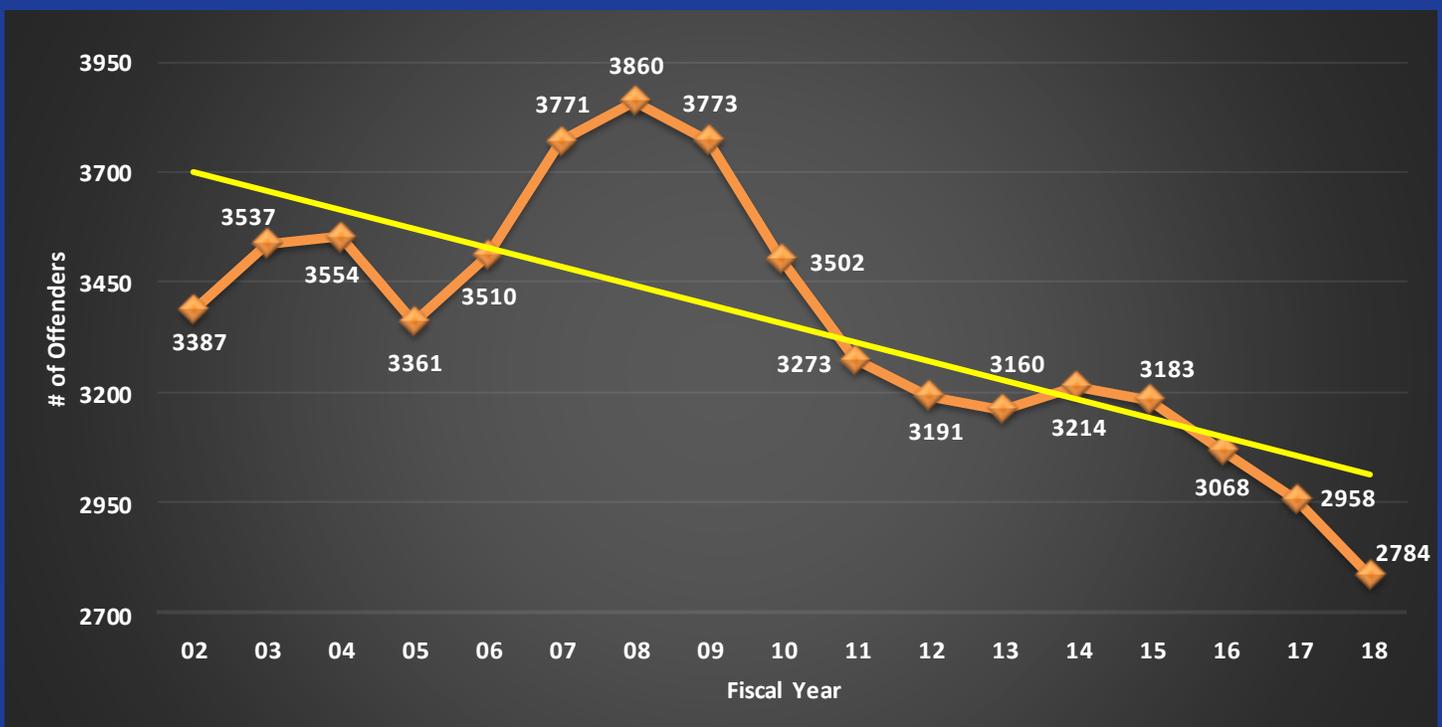
Barry Weiner

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 services offered to the offender during incarceration, such as *Health Services, Educational Services, Institutional Programs, Classification, Adult Counsel, and Volunteer/Internship Services*. Community Corrections refers to units such as *Probation and Parole, Community Confinement, Reentry Services, and Victim Services*. Not only does Rehabilitative Services work with offenders to end criminal and anti-social behavior while incarcerated, but also strives to make it possible for ex-offenders to successfully reintegrate back into the community upon release.

Population Trends



Total RIDOC Population FY02 to FY18

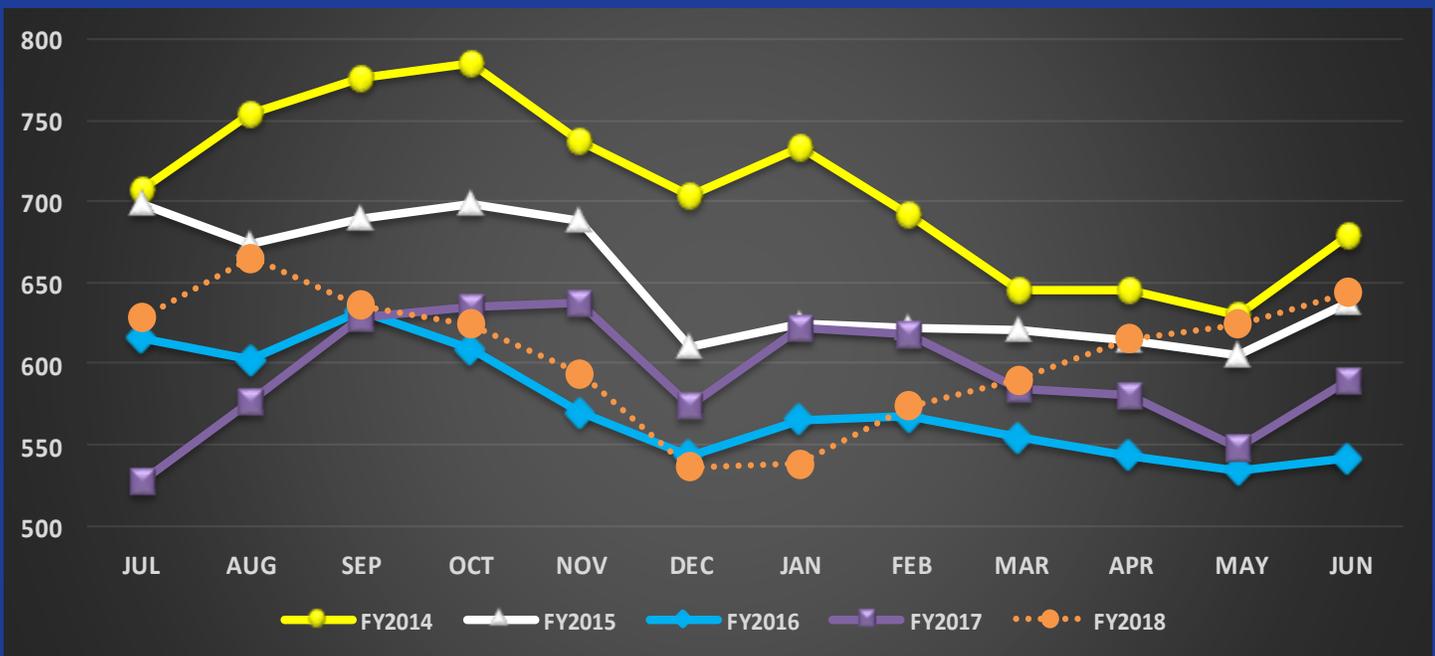


As was the trend nationally, Rhode Island continued marked growth in its total prison population between 2002 and 2008. The most recent sharp increase was between FY05 and FY08, when the population grew 14.8%. However, since FY08, the population has seen a steady decline and fell by nearly 28% through the end of FY18. In RI, 192 out of every 100,000 residents are imprisoned, while nationally 450 out of 100,000 US residents are incarcerated (*Bureau of Justice Statistics, Prisoners in 2016 Revised*), which makes Rhode Island fourth lowest in the nation in terms of the rate of incarceration.

Starting in the early 2000's, corrections professionals around the country began to focus on permanently reducing prison populations. The federal government also began to fund reentry initiatives aimed at helping offenders succeed in the community post-release. 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.

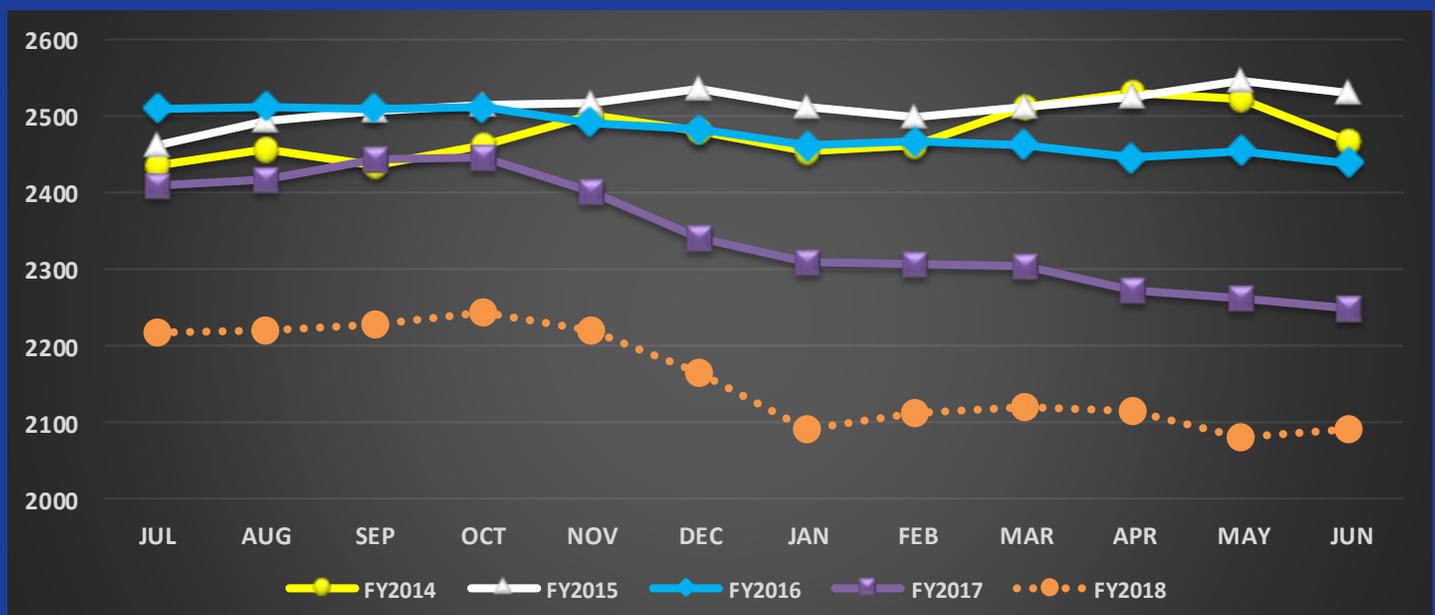
Fiscal Year Population Trends FY2014-FY2018

Awaiting Trial Population



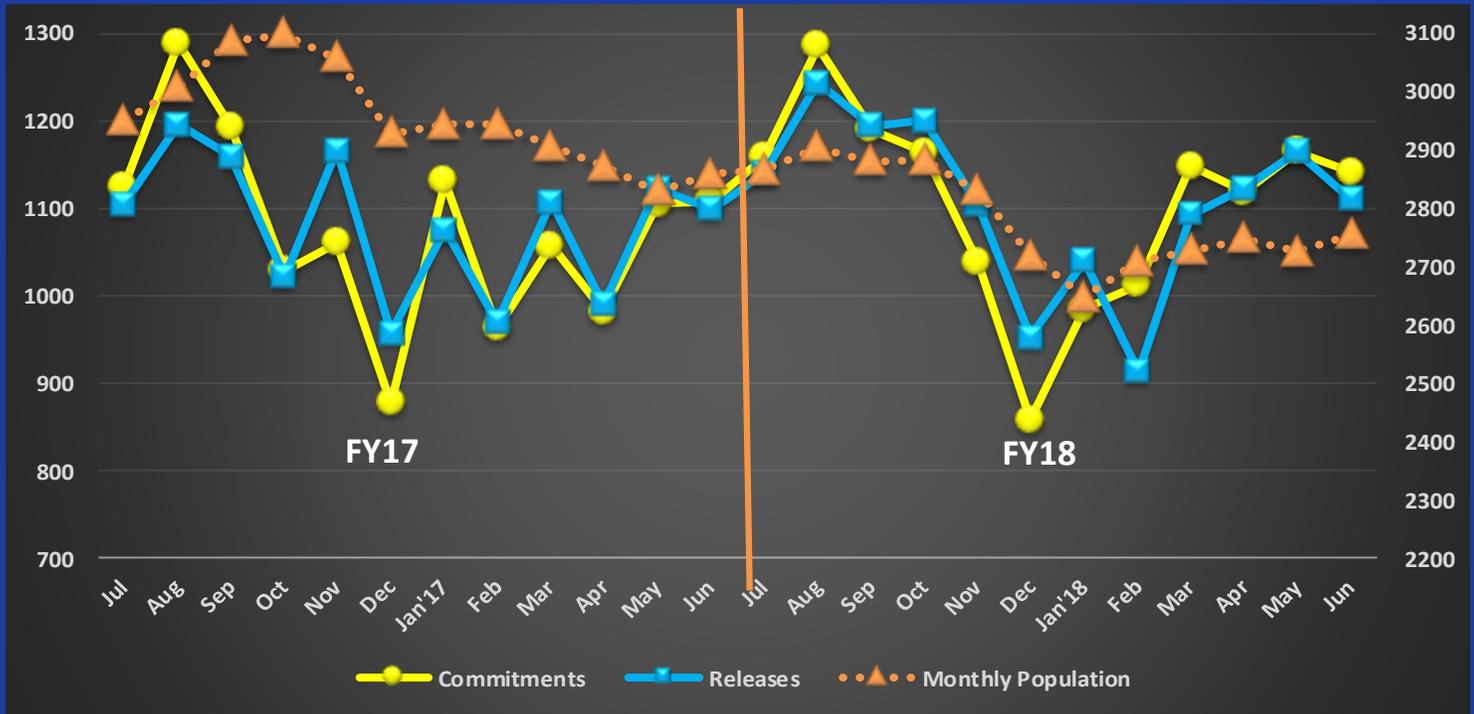
The RIDOC saw a moderate decrease in the average sentenced population (-8.1%) and a marginal increase in the average awaiting trial population (2.0%) in FY18 compared to FY17. There was an overall decrease of 173 inmates (-5.9%) from start to close of FY18 (July 2017 to June 2018).

Sentenced Population



Commitments & Releases

Effect of Commitments/Releases on Total Population



The graph above demonstrates that the changes in the level of commitments are linked to changes in the total population numbers. 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 17).

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. After an anomaly of a high level of commitments in FY14, RIDOC's commitments have decreased by 11% from FY15 through FY18.

Fiscal Year	# Commitments	+/- Change
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%
2015	14,928	-8.1%
2016	13,977	-6.4%
2017	12,927	-7.5%
2018	13,271	+2.7%

Offender Characteristics

Characteristics of a Typical RIDOC Sentenced Offender as of June 30, 2018

Male Sentenced Offenders

- ◆ Twenty-four percent (24%) entered RIDOC as probation violators in FY18.
- ◆ Five percent (5%) entered prison as parole violators in FY18.
- ◆ The majority are white (42%) & single (75%).
- ◆ About half (53%) have a high school diploma or GED, 34% have less than a 12th grade education; and an additional 10% have completed some college.
- ◆ Fifty-five percent (55%) are fathers; the average number of children fathered is 2.
- ◆ Fifty-two percent (52%) were unemployed at the time they became incarcerated.
- ◆ In general, fifty-two percent (52%) of males released were re-sentenced within 36 months of release.

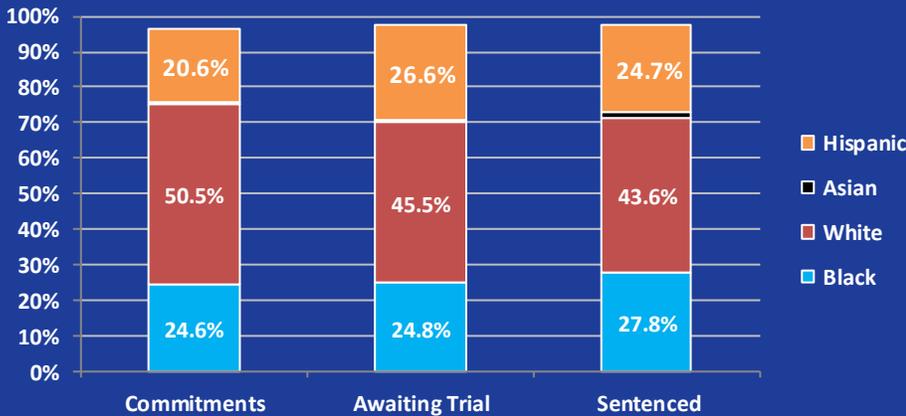
Female Sentenced Offenders

- ◆ Twenty-four percent (24%) entered RIDOC as probation violators in FY18.
- ◆ Two percent (2%) entered prison as parole violators in FY18.
- ◆ The majority are white (70%) & single (67%).
- ◆ Forty-nine percent (49%) have a high school diploma or GED, 27% have less than a 12th grade education; and an additional 16% have completed some college.
- ◆ Sixty-five (65%) are mothers; the average number of children is 2 per offender.
- ◆ Sixty-three percent (63%) were unemployed at the time they became incarcerated.
- ◆ In general, thirty-seven percent (37%) of females released were re-sentenced within 36 months of release.

Offender Characteristics

The charts on the following pages* contain: commitments, who include all offenders committed to RIDOC (sentenced & pre-trial) over FY18; awaiting trial and sentenced offenders represent the stock population on June 30, 2018.

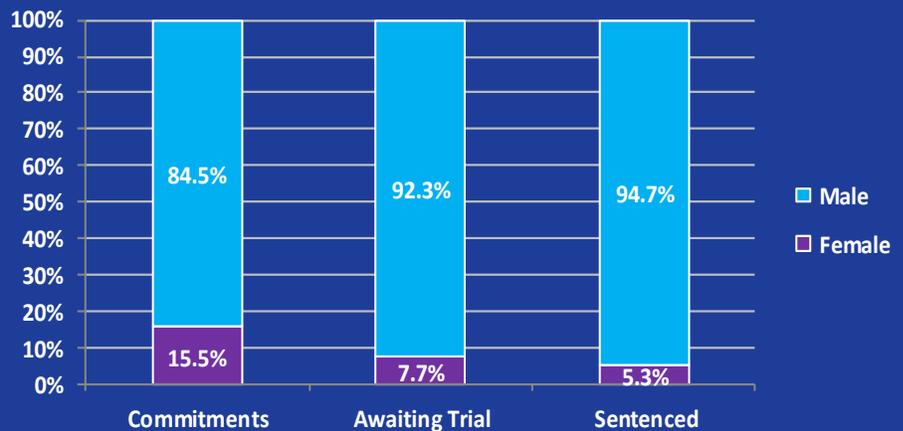
Inmate Race by Status



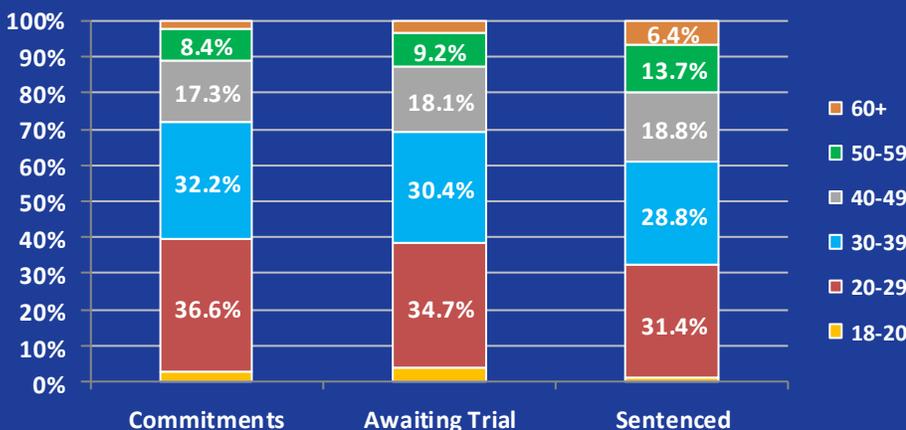
The vast majority of offenders (commitments, awaiting trial, and sentenced) are white, followed by black and Hispanic. Offenders who identify themselves as Asian, Native American, other, or their race is unknown make up less than 6% of the population for each category of offenders.

Males make up most (84.5%) of the RIDOC commitments while women account for only 15.5%. Males also make up the majority (92.3%) of RIDOC's awaiting trial population, while females make up just 7.7%. Males account for 94.7% of RIDOC's sentenced population, while females make up only 5.3%.

Inmate Sex by Status



Inmate Age by Status

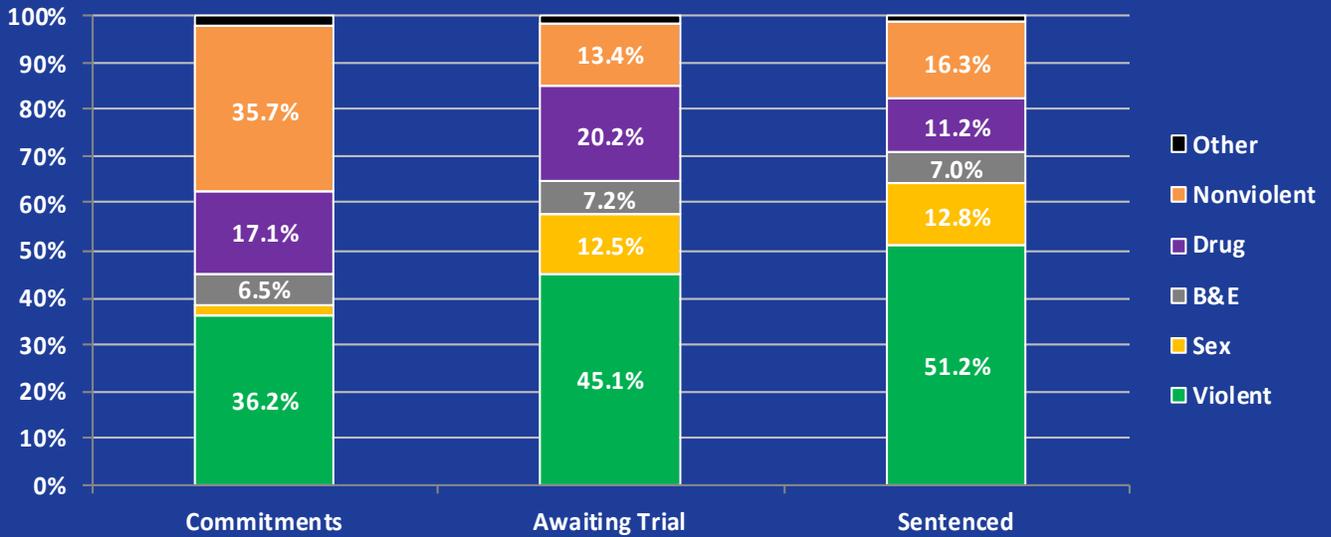


Nearly two thirds of all RIDOC offenders are between the ages of 20-39. The median age of RIDOC sentenced offenders is 35 for males and 36 for females. For pre-trial offenders, males have a median age of 33 and females have a median age of 30.

*Please note any value 4% or less will not be labeled in the graphs on page 13.

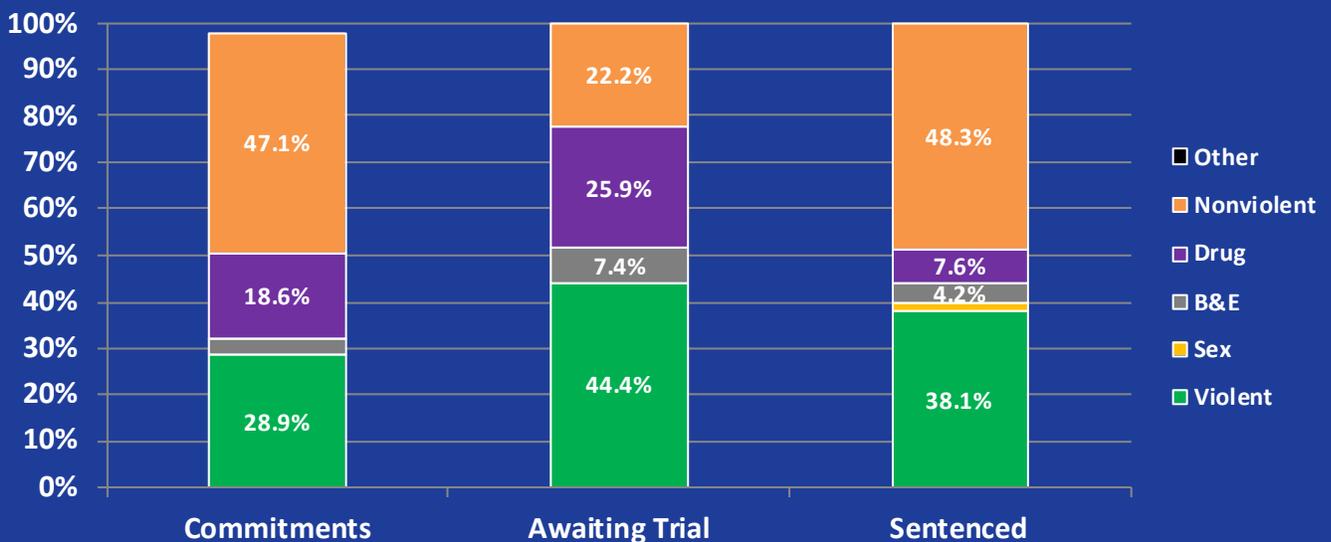
Offender Characteristics

Offense Type by Status - Male Population



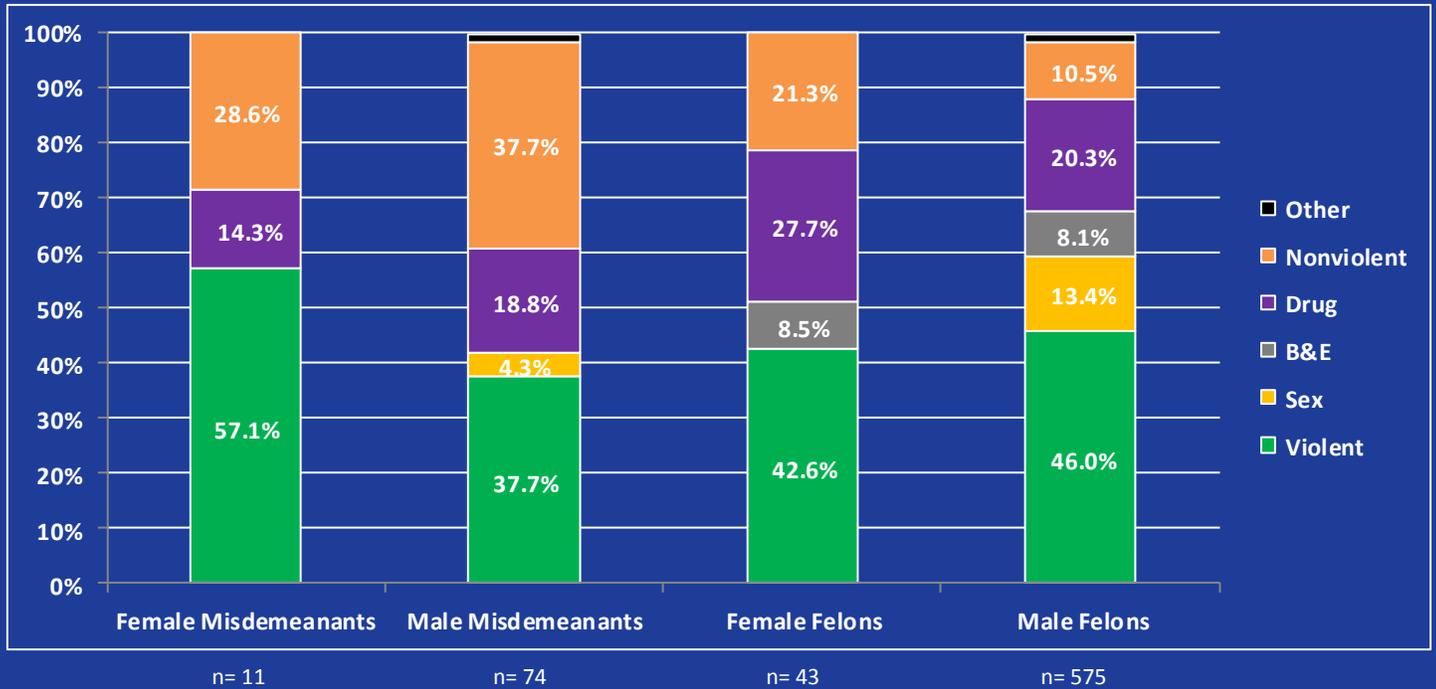
As literature suggests, males and females tend to be involved in different crimes. Thirty-five percent (35.7%) of male commitments are incarcerated for non-violent crimes, while just under half (47.1%) of the female commitments are incarcerated for similar offenses. Just over one third of the male population (36.2%) have been imprisoned for violent crimes, while about 28.9% of females are incarcerated for similar violent crimes. The reverse trend is evident in the sentenced stock population, where violent crimes make up about half of males (51.2%) and 38.1% for females. Lifers are included in the sentenced population, making the amount of violent sentenced offenders rise dramatically.

Offense Type by Status - Female Population



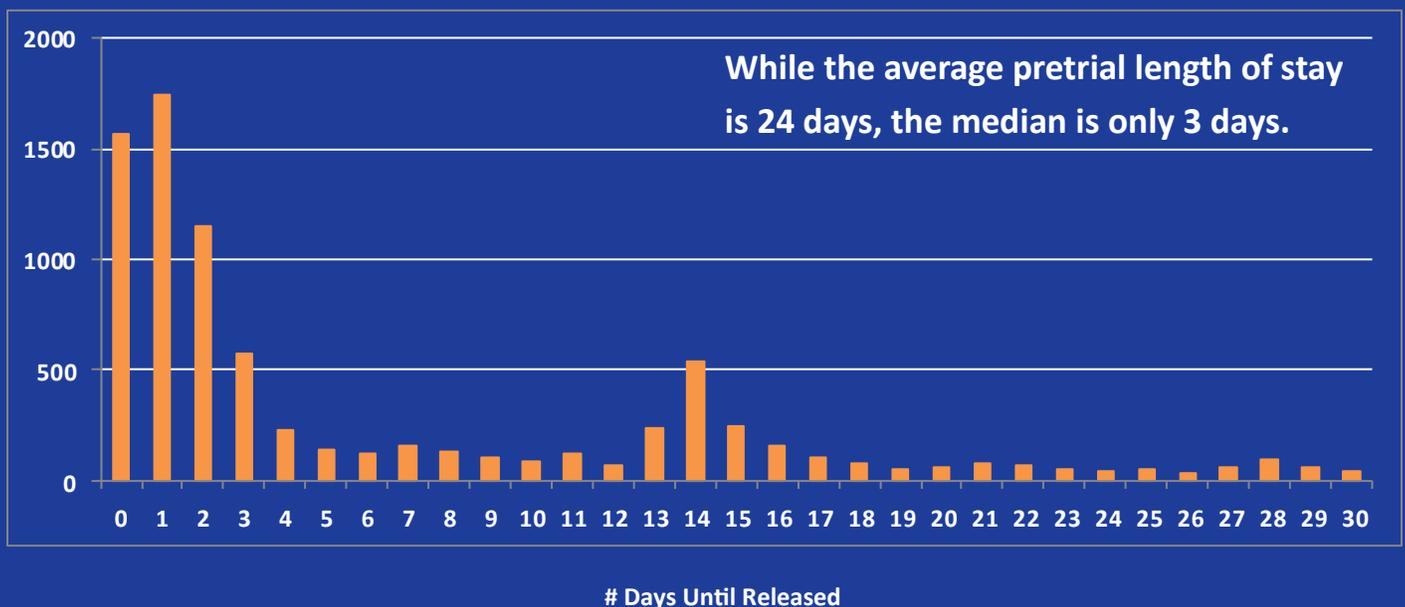
Pre-trial Statistics

Pre-Trial Offenders: Crime Type by Offense Type Stock Data - June 30, 2018 (N =703)



The most common offenses for male misdemeanants in the awaiting trial population was simple assault; for the female population it was domestic assault. Male felons were imprisoned most commonly for manual delivery of a controlled substance while female felons were imprisoned most commonly for possession of a controlled substance.

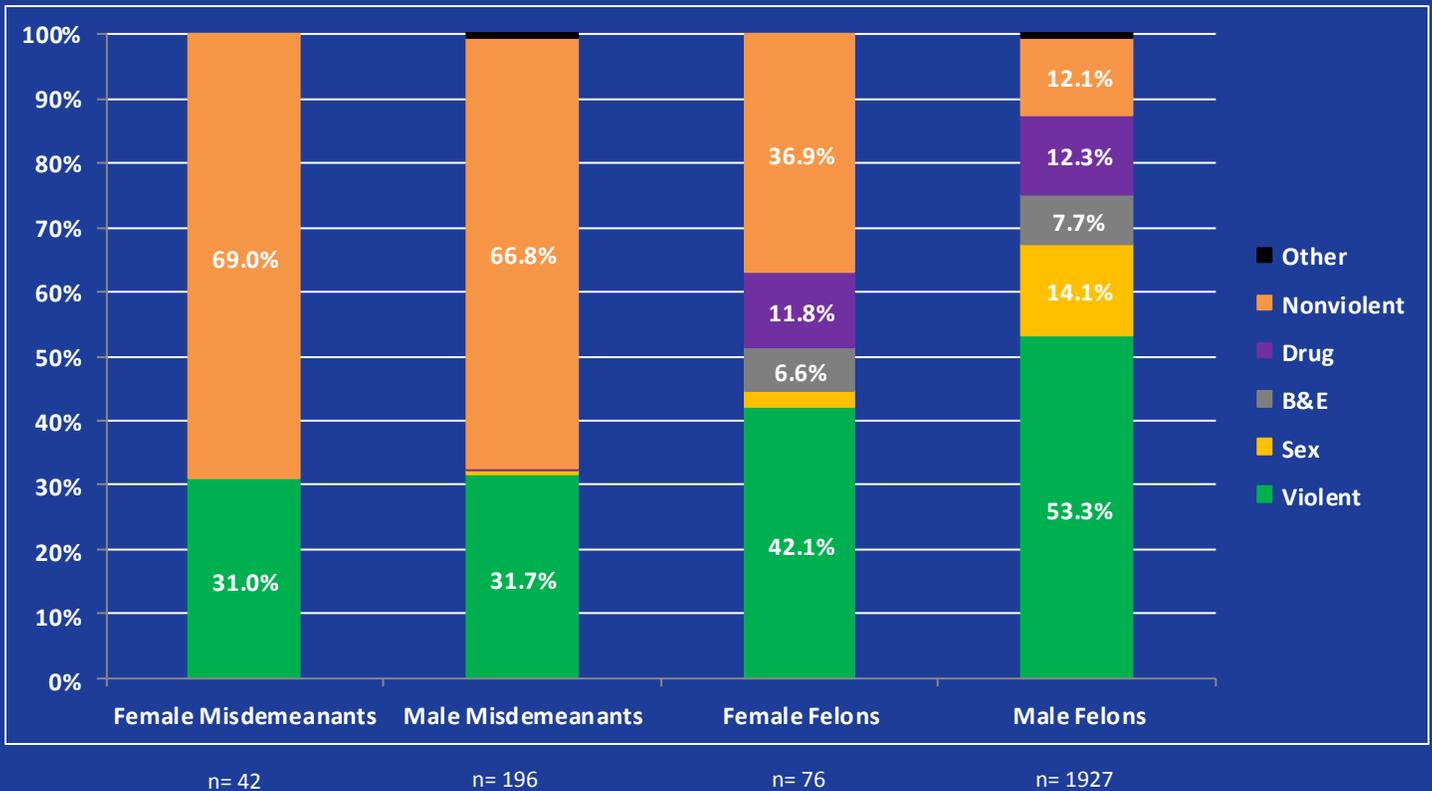
Average Length of Stay for FY18



*Please note that mean & median average length of stay statistics incorporate data beyond the first 30 days that is highlighted in the graph (above). 0 Indicates a pretrial offender was released on the same day.

Sentenced Statistics

Sentenced Offenders: Crime Type by Offense Type
Stock Data - June 30, 2018 (N = 2,241)



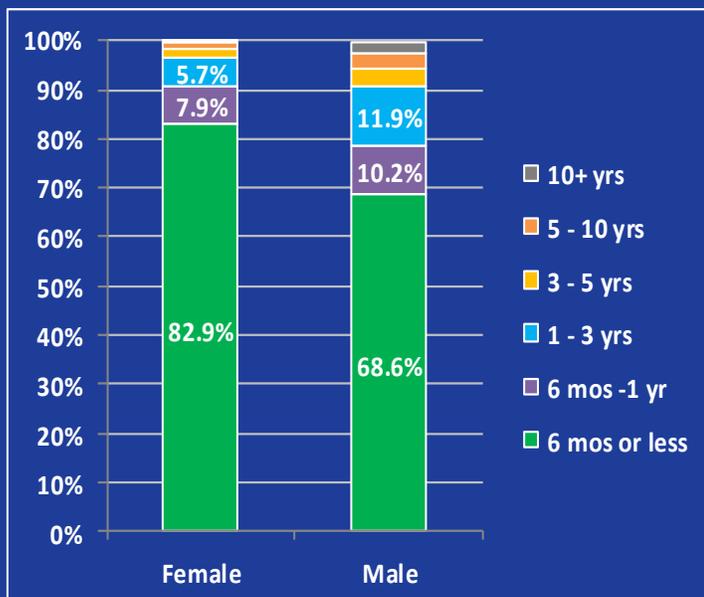
Included in the sentenced stock population are 220 inmates sentenced to life and 30 sentenced to life without parole. Inmates sentenced to life may be eligible for parole at some point in the future depending on a multitude of factors. However, those sentenced to life without parole will spend the rest of their lives in prison. These 250 offenders constitute 11.2% of the total sentenced population. Sixteen (16) 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 shoplifting (19%) and driving while intoxicated (14%). In addition, the most common felony offenses included second degree murder (13.2%) and possession of a controlled substance (7.9%).

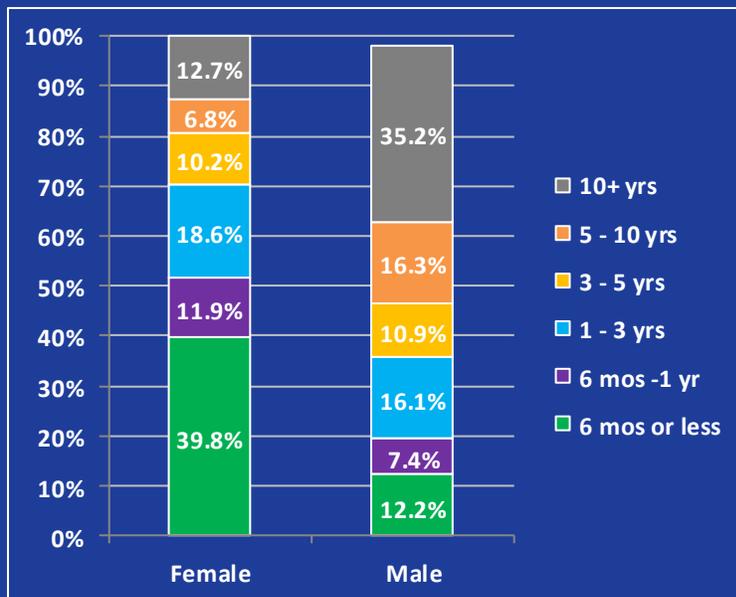
The most common misdemeanor offenses for the male sentenced population were driving while intoxicated (13.6%) and domestic assault (9.5%). In addition, the most common felony offenses included first degree murder (8.7%) and felony assault (7.7%).

Sentenced Statistics

Sentenced Commitments
Sentence Length by Sex
FY2018



Sentenced Stock Population
Sentence Length by Sex
June 30, 2018



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, 2018.¹ For example, even though only about 9.2% of the male population is *committed* to sentences of more than 3 years, over time, this group of offenders represents 62.4% of the population.

Offense Category	Male		Female		Total	
	Sent < 6 mos	Sent > 6 mos	Sent < 6 mos	Sent > 6 mos	Sent < 6 mos	Sent > 6 mos
Violent	2.48	67.74	1.99	68.06	2.42	67.76
Sex	2.94	91.85			2.94	91.85
B&E	4.00	25.67	2.96	30.51	3.97	26.06
Drug	3.46	28.74	2.66	19.04	3.39	27.92
Nonviolent	2.22	20.71	1.86	14.68	2.16	20.06
Subtotal	3.02	46.94	2.37	33.07	2.98	46.73
Average Total Sentence Length = 22.5 months						

The above table displays the average length of sentence imposed on sentenced commitments in FY2018. 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).

¹ Please note that "Male" column of the Sentence Stock Population graph doesn't add to 100% because it excludes 1.9% of inmates serving out of state.

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 inmates¹. 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' lengths of stay which has in turn led to a decreased prison population.

Average Percentage of Time Served by Sentence Lengths for Offenders Expiring a Sentence ²												
	FY08	FY09	FY10	FY11	FY12	FY13	FY14	FY15	FY16	FY17	FY18	Percent Change FY08– FY18
3 months or less	99%	91%	91%	90%	92%	91%	92%	93%	94%	93%	93%	-6.1%
3 - 6 months	97%	81%	80%	79%	80%	80%	80%	80%	80%	80%	81%	-16.5%
6 - 9 months	96%	82%	79%	76%	77%	79%	79%	78%	80%	79%	79%	-17.7%
9 months - 1 year	95%	81%	77%	71%	74%	75%	76%	76%	77%	76%	76%	-20.0%
1 - 3 years	93%	83%	76%	69%	69%	69%	71%	73%	72%	74%	69%	-25.8%
3 - 5 years	88%	83%	80%	69%	62%	59%	64%	69%	68%	72%	68%	-22.7%
5 - 7 years	84%	83%	73%	71%	63%	64%	60%	68%	72%	76%	66%	-21.4%
7 - 10 years	79%	79%	79%	69%	51%	50%	58%	61%	69%	69%	60%	-24.1%
Greater than 10 years	76%	75%	76%	63%	61%	53%	60%	70%	65%	67%	64%	-15.8%

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 had fully benefited from the 2008 sentence reduction changes. From FY08 through FY18, there have been significant reductions documented in the amount of time served for offenders serving sentences between 9 months to 1 year (20%) & 1 to 3 years (20.4%). From FY17 through FY18, those serving sentences of 1 to 3 years saw a moderate 5% decline in the amount of 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 50% of offenders released in 2014 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 64% as awaiting trial detainees.

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 2014 cohort, please see page 23.

Program Participation & Completion:

During FY18, 1,855 offenders participated in and/or completed one or more rehabilitative programs offered at RIDOC and were awarded a total of 68,416 program credits (days off sentence; an average of about 36 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 FY18.

¹ (<http://webserver.rilin.state.ri.us/BillText12/SenateText12/S2179A.pdf>).

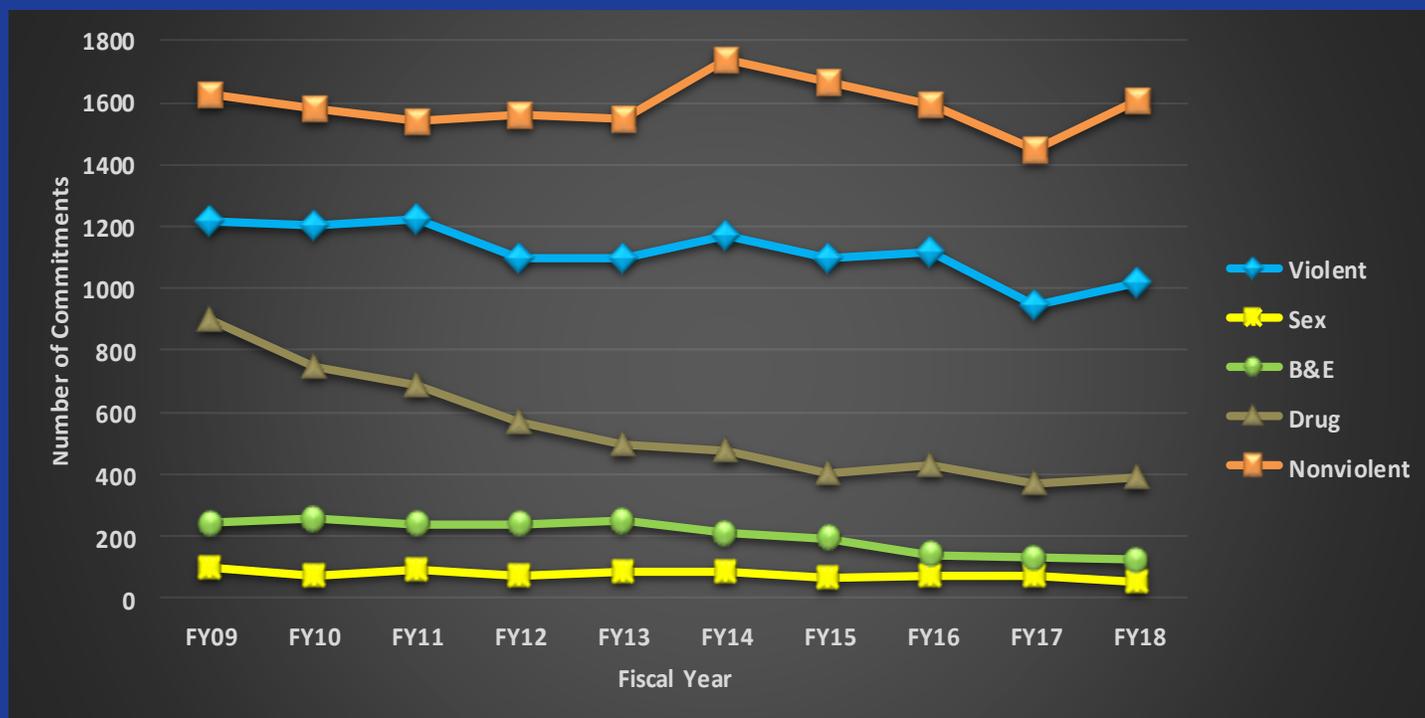
² Expiration of a sentence includes inmates who are released from RIDOC after having served their maximum court sentence (minus any good time & program credits).

Sentenced Statistics

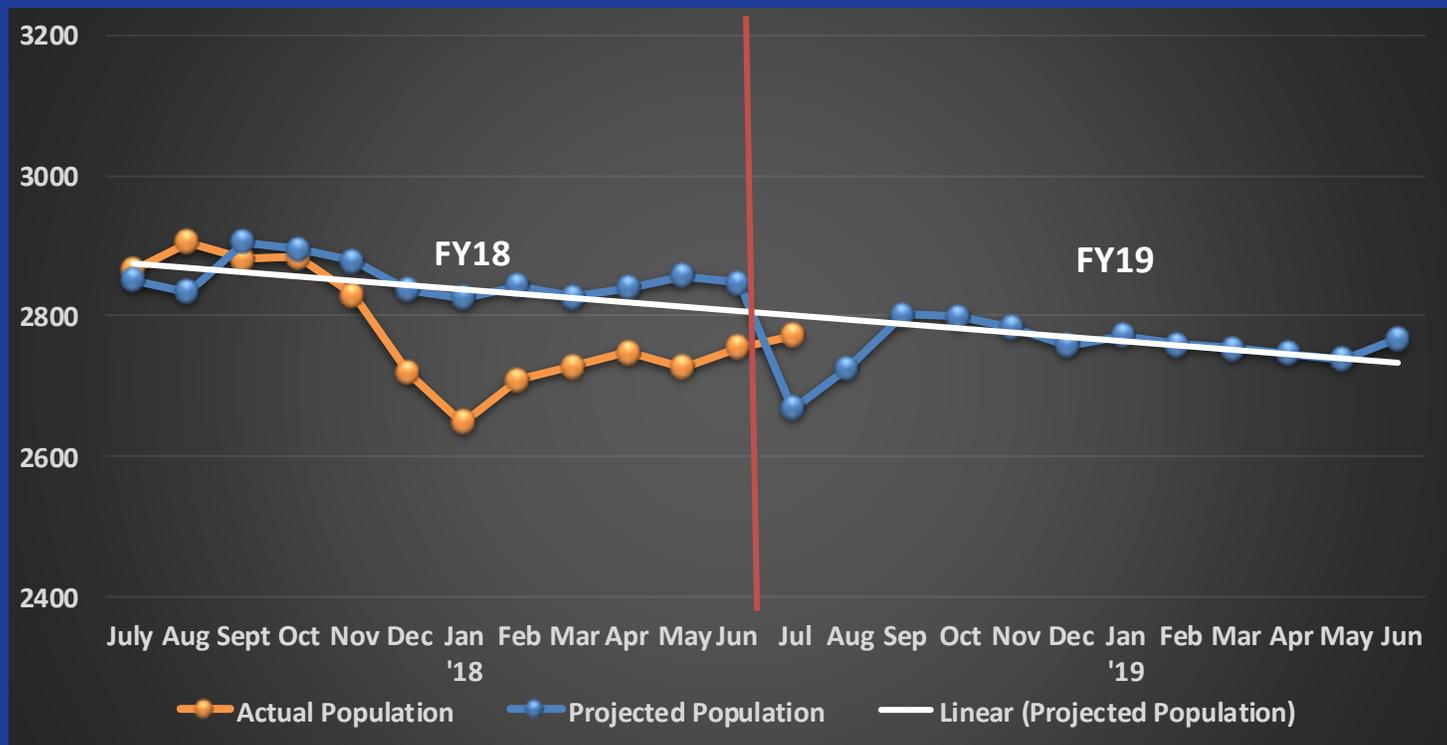
Effects of Drug Offense Sentencing Reform

Two major revisions to Rhode Island's drug laws were approved in 2009 and 2012, resulting in changes to the punishment 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, and \$10,000 - \$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. New legislation was signed into law in 2013 making possession of small amounts of marijuana punishable with a maximum \$150 civil fine and no jail time.

Overall, the drug offender population has seen a drastic decline in the past 7 years due partly to the above two changes. Since FY10, commitments to sentenced status declined 18%. Breaking commitments down by the most serious offense types, it is apparent drug crimes (pictured in tan below) declined by about 48%. It's important to highlight that from FY13 to FY15, sentenced commitments for drug crimes declined by about 19%. In comparison, from FY16 to FY18, sentenced commitments for drug crimes declined by only about 9%. With the current opioid epidemic, it's imperative that these rates are well documented so that they can be compared with commitment data in fiscal years to come.



Population Projections



The graph above shows the actual population (orange line) compared to the projected population (blue line). Based on this trend, the white line predicts the actual population over the next fiscal year.

As of the FY18 projection, RIDOC was operating below federal capacity in all facilities. The 10-year forecast of RI’s prison population, conducted by Wendy Ware of JFA Associates/The Institute, estimates that the total sentenced inmate population will increase by 2.6% or 56 inmates, at an average annual rate of 0.3% between fiscal year-end 2018 and fiscal year-end 2028. However, this projected growth would allow R.I. 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 and program participation awards). These factors may change over time due to legislative or policing changes, rendering the existing prediction null.

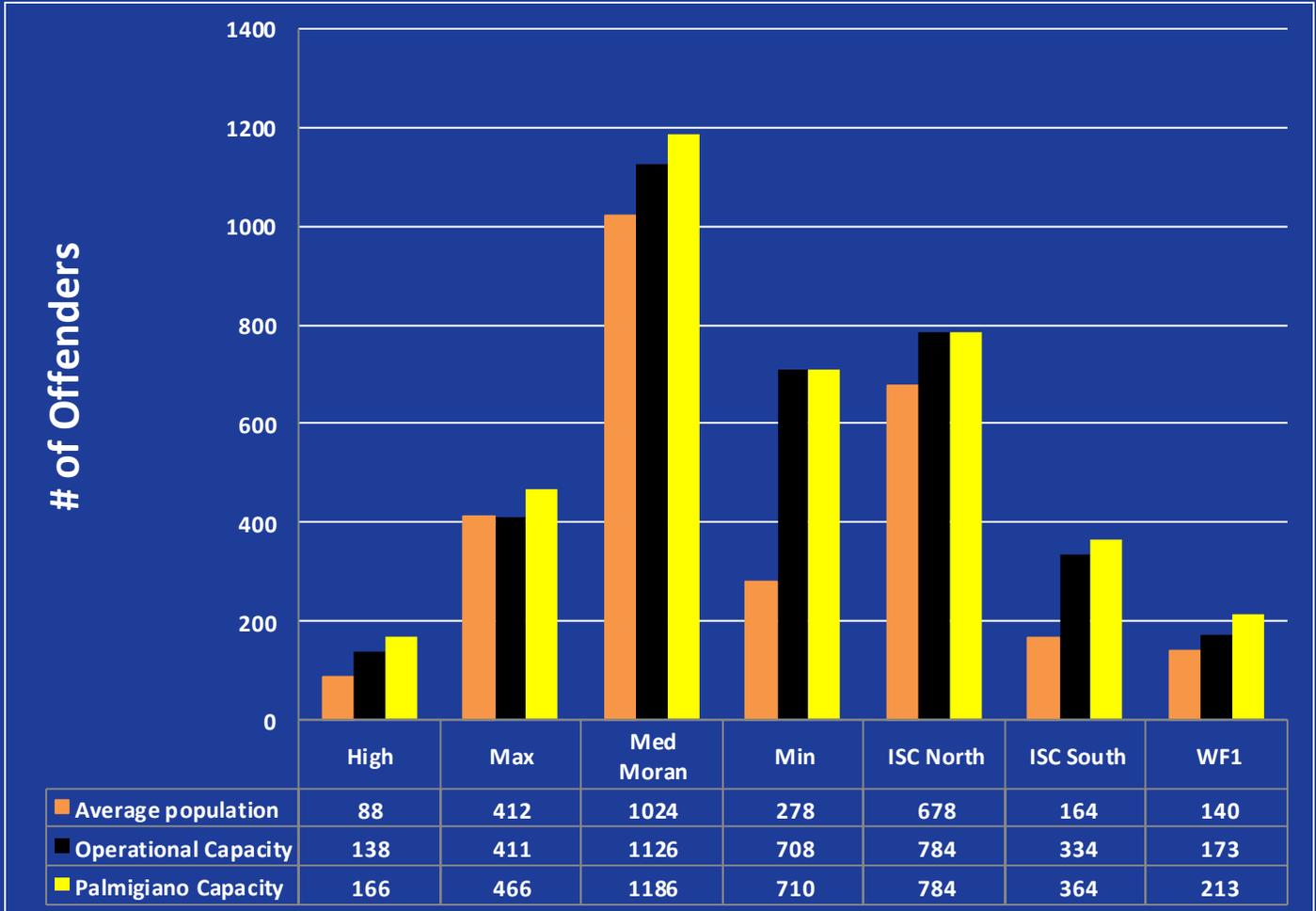
For more information, please see RIDOC’s Ten-Year Prison Population Projections Brief FY2018—2028: <http://www.doc.ri.gov/administration/planning/docs/RIDOC%20Population%20Projection%20FY18-28.pdf>.

***Operational Capacity** = All Beds—(Hospital Beds + 1/3 of Segregation Beds).

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

Institutional Capacities

Average FY18 Population vs. Capacities



***Operational Capacity:** RIDOC's Operational Capacity is calculated utilizing the following formula: All Beds—(Hospital Beds + 1/3 of Segregation Beds).

****Palmigiano Capacity:** RIDOC's Palmigiano Capacity is calculated with a formula that utilizes the total number of available beds.

Total RIDOC FY 2018

*Operational Capacity = 3774

**Palmigiano Capacity = 3989

Average FY18 Population = 2784

Release Data

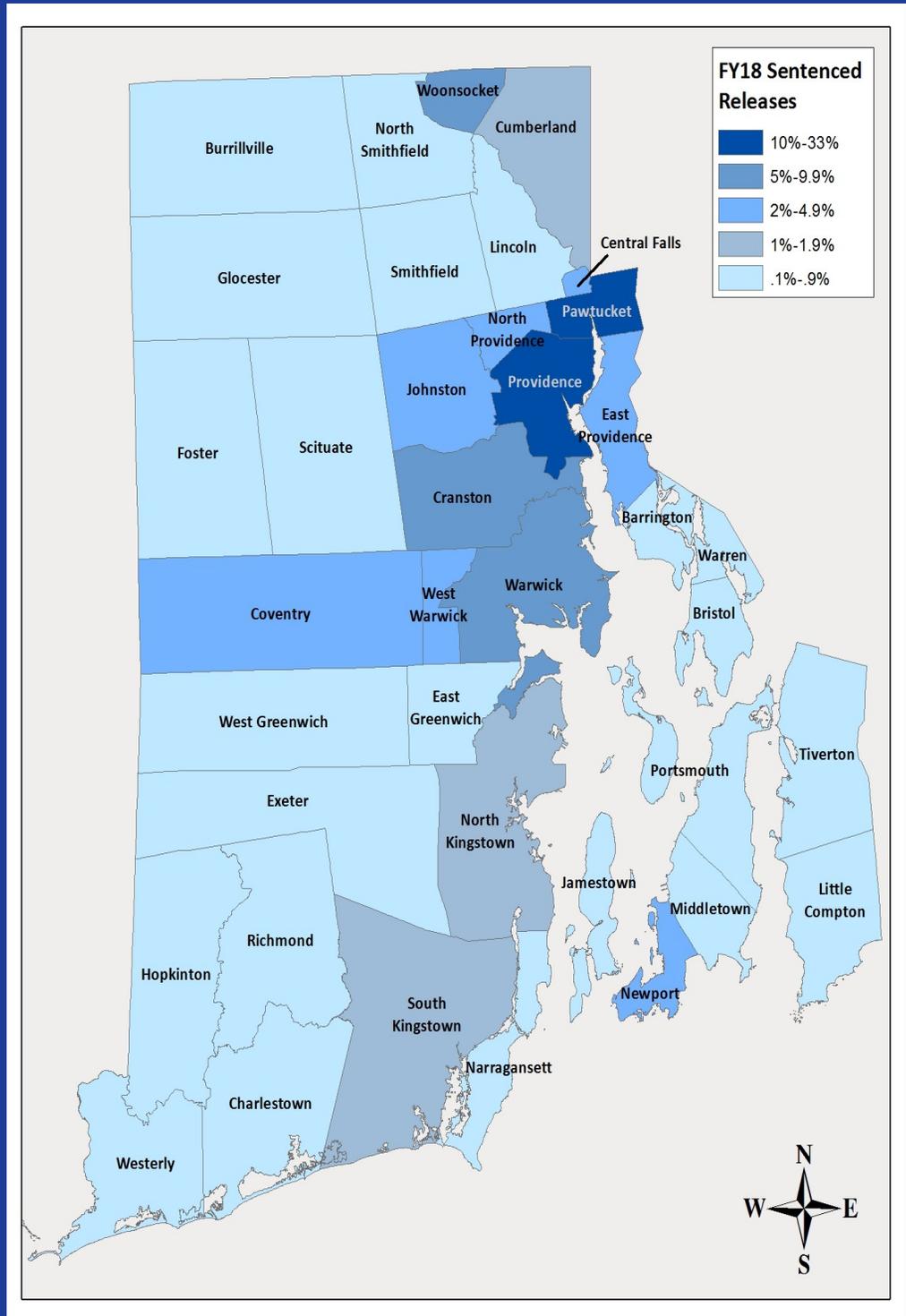
During FY18 RIDOC processed a total of 3,413 releases, representing 2,935 people, from sentenced status. About 88% of all releases expired their sentences; 8% were paroled.

About 4% of sentenced releases self-reported that they were homeless or had no permanent address.

About 43% of males were released from Minimum or Medium Security. An additional 46% were released from the Intake Service Center and another 5% were released from Maximum or High Security. Female releases were distributed amongst WF1 and Home Confinement, yielding 85% & 15% respectively.

Of these releases to Rhode Island, 39.5% reported returning to either Providence or Pawtucket, with an additional 9% returning to Woonsocket. An estimated 18.7% reported returning to either Cranston, Warwick, or West Warwick.

There were 11 offenders, all males, on active escape status as of 6/30/18. 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 FY18, there were 9 inmate deaths, all males.

During FY18 there were a total of 9,874 awaiting trial releases. Just over half were discharged at court (49%) or discharged per court order (4%), while an additional 21% were bailed and 12% were sentenced to serve time on their charges.

Release Data

Justice Reinvestment

The efforts of RIDOC were highlighted in a recent publication from the Council of State Governments Justice Center (CSG). CSG outlined which states' initiatives in reducing recidivism showed success and delivered results.

(<https://csgjusticecenter.org/jr/rhode-island/posts/ringing-in-2018-justice-reinvestment-and-public-safety-in-the-states/>)

Recidivism

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.

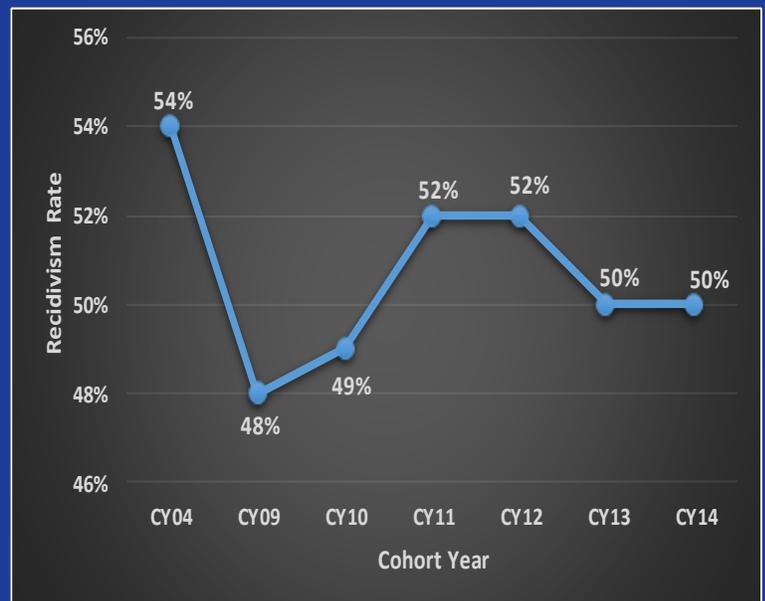
The Cohort

There were 2,896 offenders released in Calendar Year (CY) 2014 (CY14), accounting for the 3,191 distinct release events. The majority of offenders were white (53.6%), males (88.2%), and averaged 35 years of age upon release. Over three quarters of those released served a sentence for a nonviolent (45.1%) or violent (31.4%) crime.

Sentenced Readmissions

At 3-years post release, 50% of offenders returned to RIDOC with a new sentence, resulting in a slight decrease from the from the CY11 & CY12 cohorts; which had both reported a 52% 3-year return rate. Just over half (52%) of males and 37% of females were recommitted as sentenced offenders 36 months post release.

In addition, virtually all offenders who returned were for a probation violation (49%) or a new sentence (43%). Parole violators accounted for approximately 8% of recidivists.



This graph depicts a 4% decrease in 3-year recidivism rates for sentenced readmissions from the CY04 cohort compared to the CY14 cohort.

RIDOC operates a unified correctional system, meaning that all pre-trial detainees and sentenced offenders (regardless of sentence length or crime type) are under the Department's jurisdiction. Unlike most correctional departments, this gives RIDOC the unique opportunity to report rates for those who returned awaiting trial.

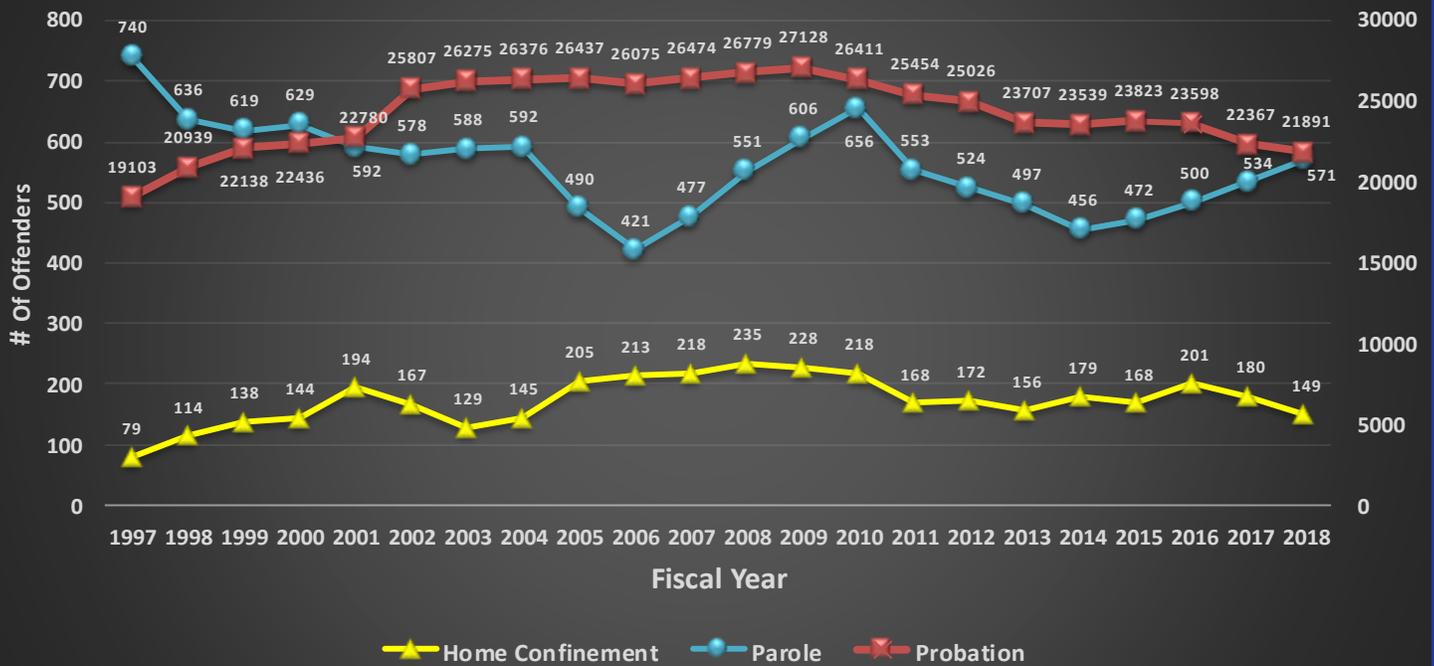
Awaiting Trial Readmissions

Sixty (60%) of releases returned as awaiting trial detainees. These rates follow the same trends reported in past cohorts.

Time in the Community

The average time spent in the community for CY14 was 10.9 months. Almost 7% of recidivists returned within 30 days of release, with an additional 32% returning between 1 and 6 months post release. By 1 year post-release, nearly two-thirds of recidivists had returned to RIDOC.

Community Corrections Population



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 2016, Rhode Island has the fourth highest rate of Community Corrections supervision in the nation; 2,735 per 100,000 residents (*Probation and Parole in the United States, 2016*). In addition, R.I. has the second highest rate of probation supervision in the nation; 2,793 per 100,000 residents (*Bureau of Justice Statistics, 2016*).

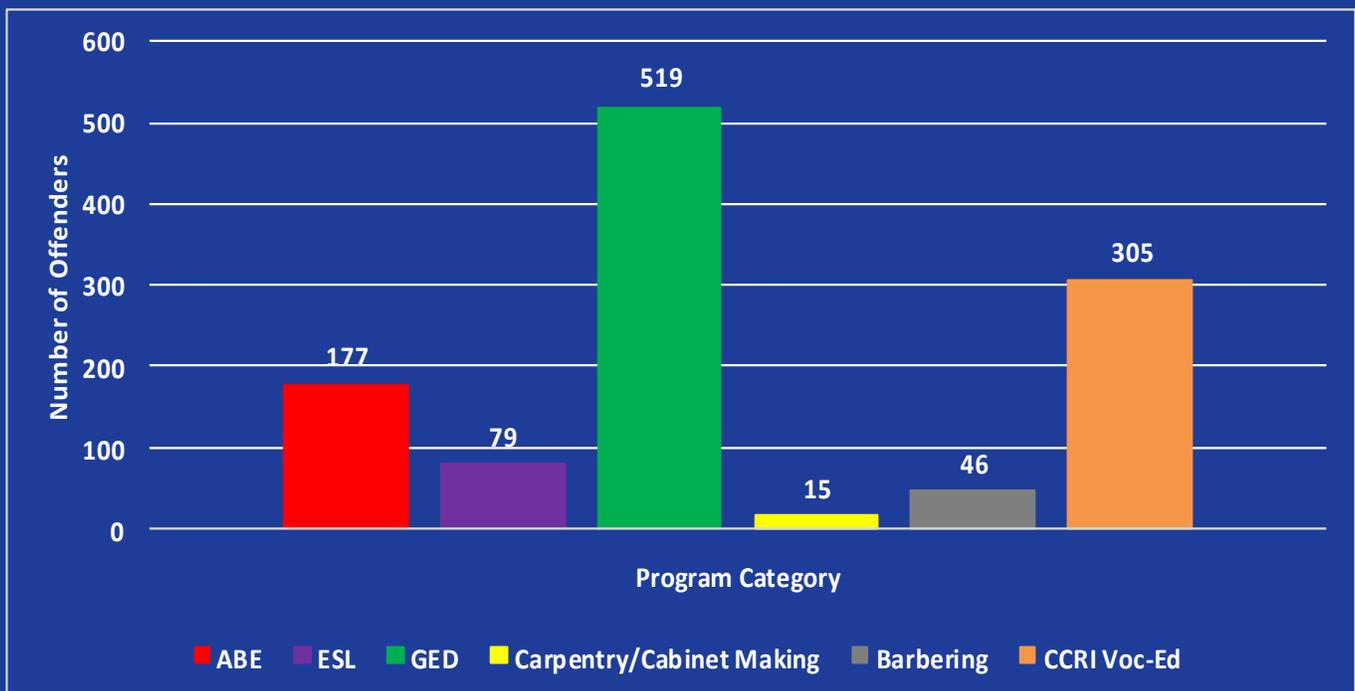
Probationers and Parolees by Square Mile as of June 30, 2018



Improving Post-Release Employment Outcomes



FY18 Program Enrollment Figures



RIDOC continues to work towards offering a wide-range of educational programs which enhance skill sets aimed at improving post-release employment outcomes for our offender population. The bar graph (shown above) provides an excellent illustration of the multitude of offenders that are involved with the following programs: Adult Basic Education (ABE), English as a Second Language (ESL), General Education Development (GED), Carpentry/Cabinet Making, Barbering, & Community College of Rhode Island Vocational Education.¹

Offenders are eligible to obtain certificates upon successful completion of ABE, ESL, GED, & Carpentry/Cabinet Making programs. The Barbering program is unique in that it gives offenders the opportunity to take the Rhode Island Barbering Licensing Exam. Similarly, certain program offerings found under CCRI Voc-Ed category (such as 'Food Safety Handler ServSafe') provide offenders with the opportunity to obtain a valuable certificate which is useful when seeking employment in the restaurant industry. In addition, RIDOC offers Voc-Ed programs which provide training in other employment sectors such as Construction & Heating, Ventilation & Air Conditioning (HVAC).

¹ Please note that a single offender may be enrolled in multiple programs at the same time.

Justice Reinvestment Legislation

RIDOC is proud to highlight that on October 5th, 2017, Justice Reinvestment Legislation was signed into law by Governor Gina Raimondo. The Council of State Governments (CSG) Justice Center played a critical role by providing technical assistance while working with lawmakers in order to craft comprehensive criminal justice reform. According to CSG Justice Center Staff, “these policies ensure that judicial decisions and supervision practices will be informed by risk and needs assessments, benefits for victims of crime will be expanded, and there will be more structured sentencing for certain crimes.”¹ JRI legislation was instrumental in that it gives broad-base support for RIDOC’s existing & future initiatives; by focusing on implementing evidence-based, data-driven strategies in a cost-effective manner while reducing recidivism & enhancing public safety.

- ⇒ There will be more structured sentencing for certain crimes which involve assault or larceny.¹
- ⇒ The creation of a Superior Court diversion program which will provide offenders who suffer from mental illness or substance abuse valuable alternatives to incarceration via community-based programs.¹
- ⇒ Provides resources aimed at ensuring that probation & parole staff have access to advanced training on the latest evidence-based supervision practices; ultimately so that offender-specific information gathered from validated risk-need assessment tools (such as LSI-R) are accurately & consistently implemented through case management.¹

¹ (<https://csgjusticecenter.org/jri/>)

