

Rhode Island Department of Corrections Planning & Research Unit



Fiscal Year 2013 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 reading the Rhode Island Department of Corrections' Fiscal Year 2013 Population Report. Once again, our excellent Planning and Research staff have compiled and summarized a wealth of useful and interesting information about the RIDOC and the people it supervises.

In addition to an analysis of our population data, you will find many areas of interest in this year's edition, from a discussion of the three main divisions of the RIDOC and how they are working together to forward our twin goals of rehabilitation and public safety, to an enlightening "Day in the Life of a Typical RIDOC Inmate," as well as a brief history and description of each of the facilities that comprise the Adult Correctional Institutions. Because so much of what happens at the RIDOC is out of the public eye, I think you will enjoy this look inside.

In January 2013, the sentenced population reached the lowest monthly average since 2005. Our population is down by 2.9% from the last fiscal year, and current population projections anticipate no major increases or decreases.

We are very excited to report that our recently-completed three-year study of inmates released in 2009 shows a 6% *decrease* in recidivism from the 2004 study. While the decrease in recidivism can likely be attributed to a number of factors, we feel confident that increased rehabilitative opportunities and partnerships with community providers are part of the equation. We are continuing this momentum through our work on the Second Chance Act Recidivism Reduction Grant, in which all divisions at the RIDOC are participating in order to structure a system of rehabilitative interventions that should lead to further decreases in offender recidivism.

I encourage you to read through the report and share it with anyone else you believe might benefit from it. 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 (FY13)
Operational Capacity: 1,118 (FY13)
Annual Cost per Offender: \$39,614



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 FY13, approximately 1,047 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: 402 (FY13)
Operational Capacity: 710 (FY13)
Annual Cost per Offender: \$54,586



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: 1,018 (FY13)
Operational Capacity: 1,006 (FY13)
Annual Cost per Offender: \$39,690



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: 440 (FY13)

Operational Capacity: 409 (FY13)

Annual Cost per Offender: \$60,144



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: 98 (FY13)

Operational Capacity: 138 (FY13)

Annual Cost per Offender: \$176,174



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: 128 (FY13)

Operational Capacity: 173 (FY13)

Annual Cost per Offender: \$101,870



Women's Facility II

Opened: December, 2011

Average Population: 44 (FY13)

Operational Capacity: 100 (FY13)

Annual Cost per Offender: \$101,870



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.

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.

A Day in the Life of a Typical RIDOC Inmate

**Early Morning
6 a.m. – 8:30 a.m.**

Breakfast



Medication/Sick Call

Work crews and employed inmates move to the yard for their jobs

**Mid Morning
8:30 a.m. – 12 p.m.**

Yard is open for recreation, phones are turned on, dorm rooms are closed for cleaning, programs & classes are held



Yards are closed and inmates report to dorms for formal count. The count clears at 11:00 and inmates move to the cafeteria for lunch

**Afternoon
12 p.m. – 3:45 p.m.**

After lunch the yard and inside recreation room are opened, programs & classes are held



Yards are closed, work crews return, all inmates report to dorms for formal count

Count clears at 3:45

**Late Afternoon & Evening
3:45 p.m. – 6 p.m.**

Dinner



First Visiting Period



Programs & classes are held, yard and recreation rooms are opened

**Night
7 p.m. - Midnight**

Second Visiting Period



Inmates report to dorm room for formal count, phones are turned off and showers close

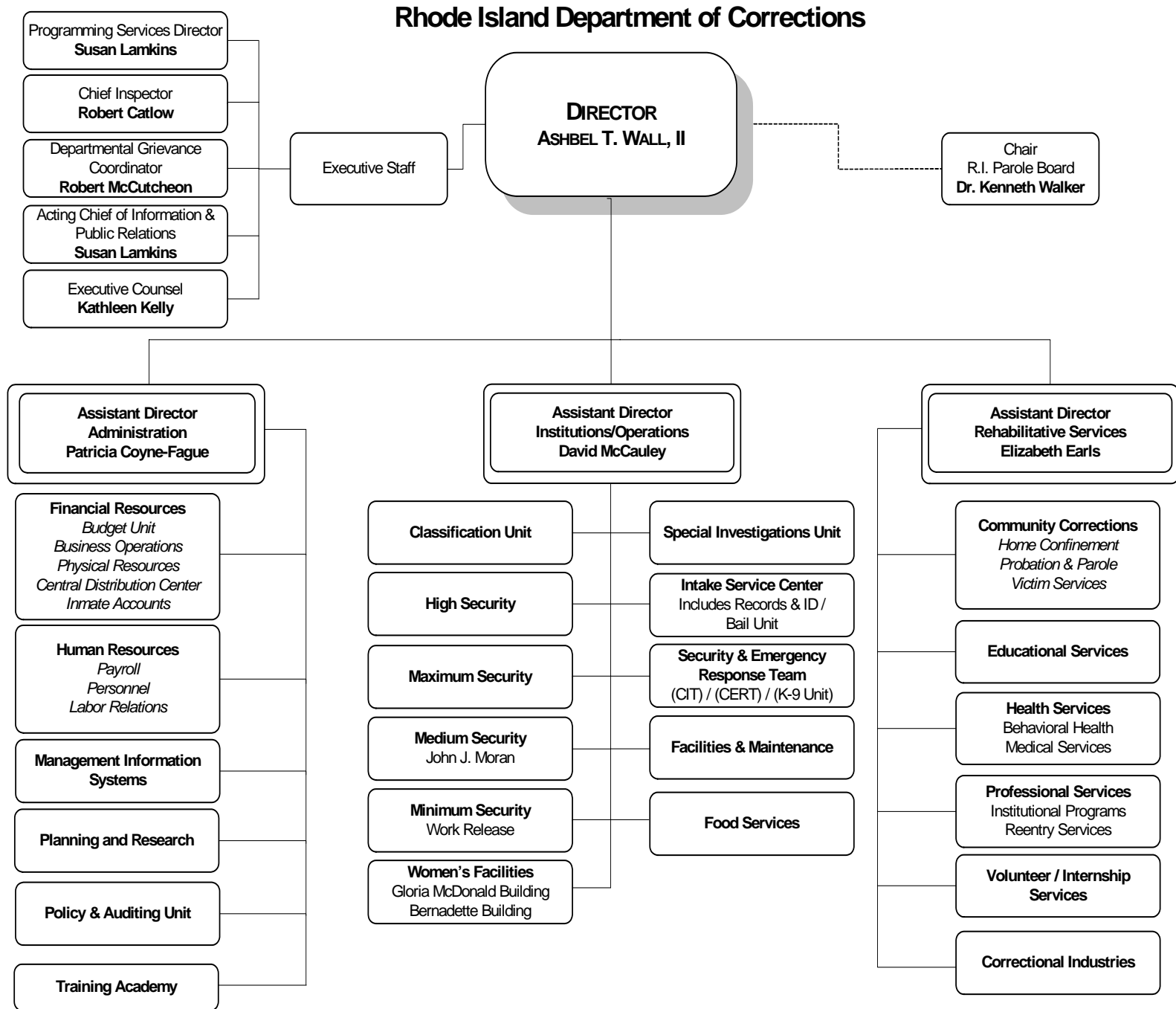
Count clears at 9:30

Recreation room is closed, inmates report to rooms for lights out



At midnight all TV's are off, quiet time, last count

RIDOC Organizational Chart



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.

Administrative Division

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.



Assistant Director Administration
Patricia Coyne-Fague

Institutions and Operations



Assistant Director Institutions and
Operations
David McCauley

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.

Rehabilitative Services

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, 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.



Assistant Director Rehabilitative Services
Elizabeth Earls

RIDOC's 3 Divisions Working Together

While the department is split up into three separate divisions, each of these three divisions is consistently working in concert with the others to achieve universal goals. With the award of the *Second Chance Act Adult Offender Comprehensive Statewide Recidivism Reduction Demonstration Program Grant* (henceforth referred to as the "Recidivism Reduction Grant") in October, 2012, RIDOC's three divisions have been collaborating to reduce offender recidivism. Specifically through the completion of this grant, the Department is working on accomplishing the following points:

- o Expanding the use of validated risk/need assessment with sentenced offenders
- o Ensuring that in-prison case management and rehabilitative efforts are focused on high-risk offenders
- o Monitoring the quality of assessments and adherence to evidence-based programming
- o Implementing a cognitive restructuring course in all facilities
- o Strengthening the connection between institutional rehabilitative efforts and those in the community
- o Providing training to community corrections and community service providers around offender risk/need assessment
- o Establishing supervision contact standards and intermediate sanction options for probation supervision
- o Investing in computer enhancements to track on-going performance measures as well as outcomes

In order to successfully institute the above, synergistic collaboration is needed among all 3 divisions as well as among individual units within the divisions.

With the overall goals of improving offender outcomes and reducing recidivism of paramount importance, the Department is working to achieve systemic change through the implementation of one continuous service delivery system. From the onset of application and receipt of the Recidivism Reduction Grant, coordination has been conducted among the different divisions within the Department. The narrative, rationale, plan and logistics were initially formulated and are implemented by the Planning & Research Unit, along with assistance from other divisions and units.



Recidivism Reduction Grant

Though already in place, a major tenet of the Recidivism Reduction Grant is the expansion of a validated risk/need assessment program with sentenced offenders. Successful reentry hinges greatly upon an assurance that appropriate services are delivered to our sentenced population in an idiosyncratic manner. To ensure success, offenders' individual risks must first be identified so that programming can target offenders' needs in a consistent manner to assist with smooth reentry back into society and life outside the correctional institution. The Planning and Research Unit has identified and compiled information and assessment tools to better provide risk assessment to newly sentenced offenders and also to those currently in custody. Following proper introduction to, and training on the use of these assessment tools, employees in the Rehabilitative Services and Institutions/Operations divisions will be charged with delivering these services to sentenced offenders. As mentioned, the delivery process will be individually targeted, with the most intensive in-prison case management and rehabilitative efforts focused on moderate and high risk offenders. Quality of assessments and accountability to evidenced-based programming will be ensured through a quality assurance and continued training process involving the Planning and Research Unit and Rehabilitative Services division. Furthermore, the Rehabilitative Services division will expand upon their currently wide-ranging in-facility programming to offer a cognitive restructuring program (e.g., *Thinking for a Change*) to offenders in all facilities. However, successful rehabilitation and reentry does not stop at the institutional level, and instead must be extended out into the community.

Another major goal of the Recidivism Reduction Grant is to strengthen the connection between institutional and community rehabilitative efforts. An active dialogue and information share will need to be maintained between the Professional, Educational, and Health Services units as well as the Community Corrections unit in order to ensure coordinated delivery of services. Once implemented, the LSI-R Screening Version (an abbreviated version of the LSI-R) will assist in determining levels of probation supervision and identifying high need areas for those offenders who have not received an LSI-R assessment. Also, the Planning and Research Unit in conjunction with Rehabilitative Services will be integral in informing a revitalized case management service delivery process. Community, Health, Educational, and Professional Services will employ a two-pronged approach to case management, with moderate-high risk offenders receiving the most intensive and individualized programming and lower risk offenders receiving minimal case planning. Further, lower risk offenders will have their programming expedited to Community Corrections services. Successful delivery of case management plans will rely upon a coordinated effort between Adult Counselors, Discharge Planners, community supervisors and Reentry Councils. Again, to ensure that the transition out of the institution and into the community is as smooth as possible, training will be provided to Community Corrections and service providers on proper assessment, supervision, and intervention strategies. All service providers will be held accountable through regular quality assurance reviews of adherence to, and reliance on the most effective treatments.

Finally, in order to adequately assess rates of recidivism and/or recidivism reduction, it is imperative that the proper information technology systems are in place and efficiently functional in their ability to capture, track and report these data. The Planning & Research Unit along with Management Information Systems, Institutional Programs, and Reentry Services are working together to ensure that these systems are functioning optimally. Staff in all of these units will work to provide training and also to ensure their own proficiency in these systems, following the necessary updates and enhancements. Again, while the Administration, Institutions/Operations and Rehabilitative Services Units are indeed three different units with distinct functions and responsibilities, they are all still striving to uphold and realize the greater mission of the Department. Collaboration among the different divisions and units is necessary on a daily basis, and as was detailed above, doubly important to ensure successful completion of the goals and desired outcomes set forth by the Recidivism Reduction Grant.

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.



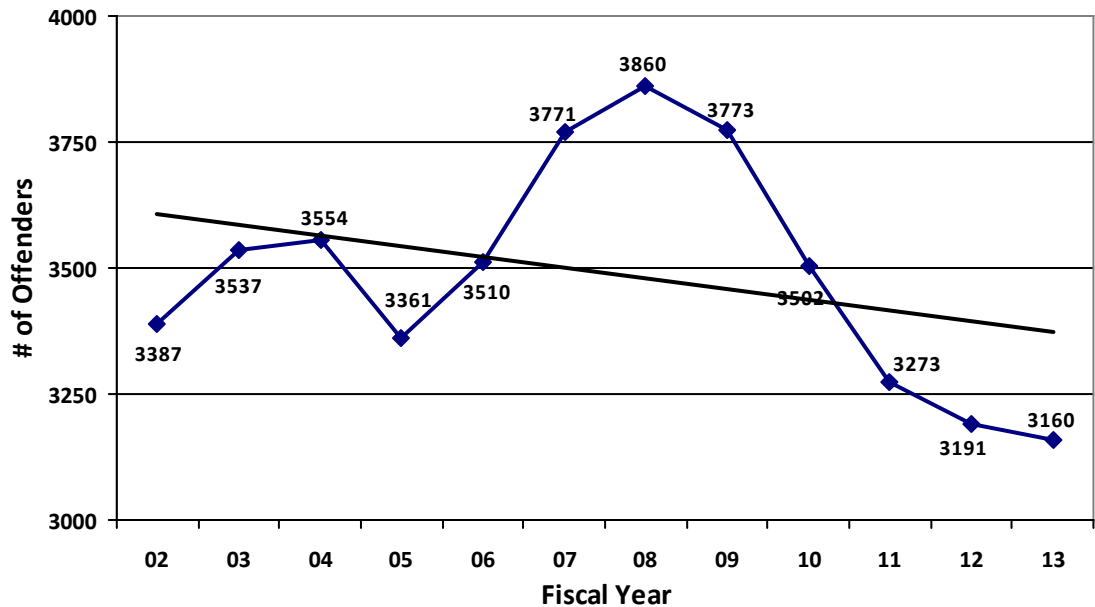
1845

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 FY13



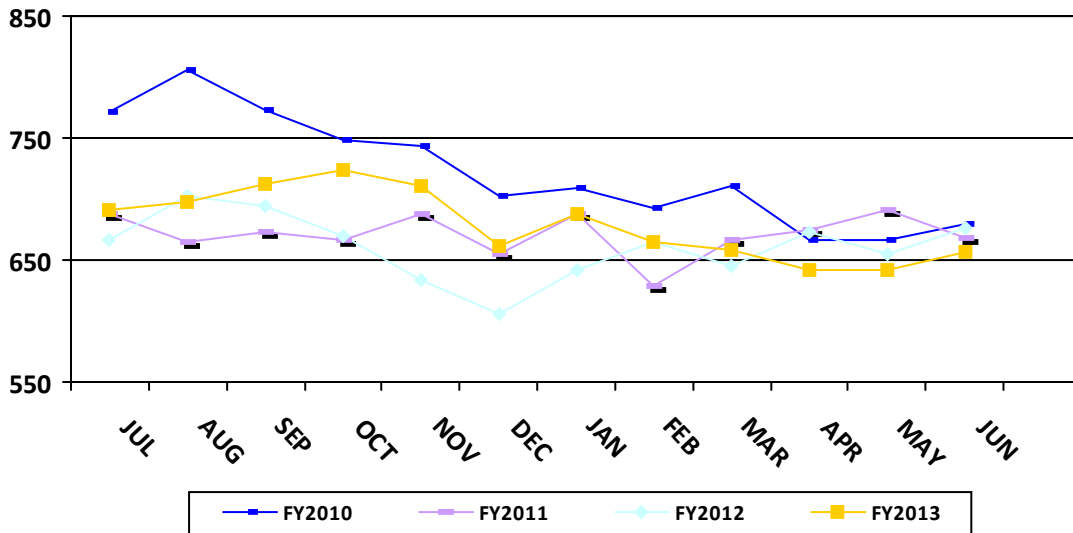
As was the trend nationally, Rhode Island experienced marked growth in its total prison population between 2002 and 2008. The most recent sharp increase was between FY05 and FY08, where the population grew 14.8%. However, since FY08 the population has seen a steady decline and fell 18% in the past five 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.

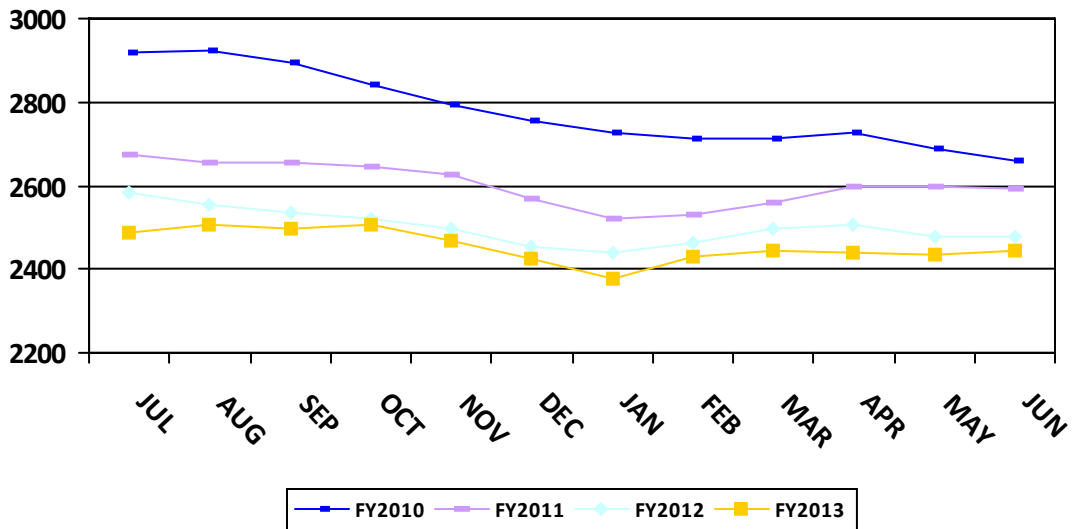
For a historical look at the RIDOC population, please see the Report of the RI Correctional Population FY76 – FY11 which can be found on the RIDOC webpage at www.doc.ri.gov.

Fiscal Year Population Trends FY2009-FY2012

Awaiting Trial Population



Sentenced Population



Overall, the RIDOC saw a decrease in the sentenced (-1.8%) and awaiting trial (-5.1%) populations in FY13. In January of 2013, the sentenced population reached the lowest monthly average since July 2005, dipping to 2375. There was a 2.9% decrease (94 inmates) in the total institutional population in FY13.

1878

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

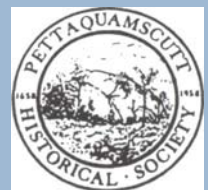


1930

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.



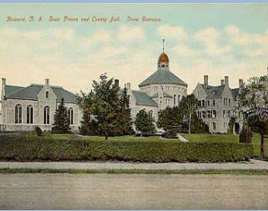
1957

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."

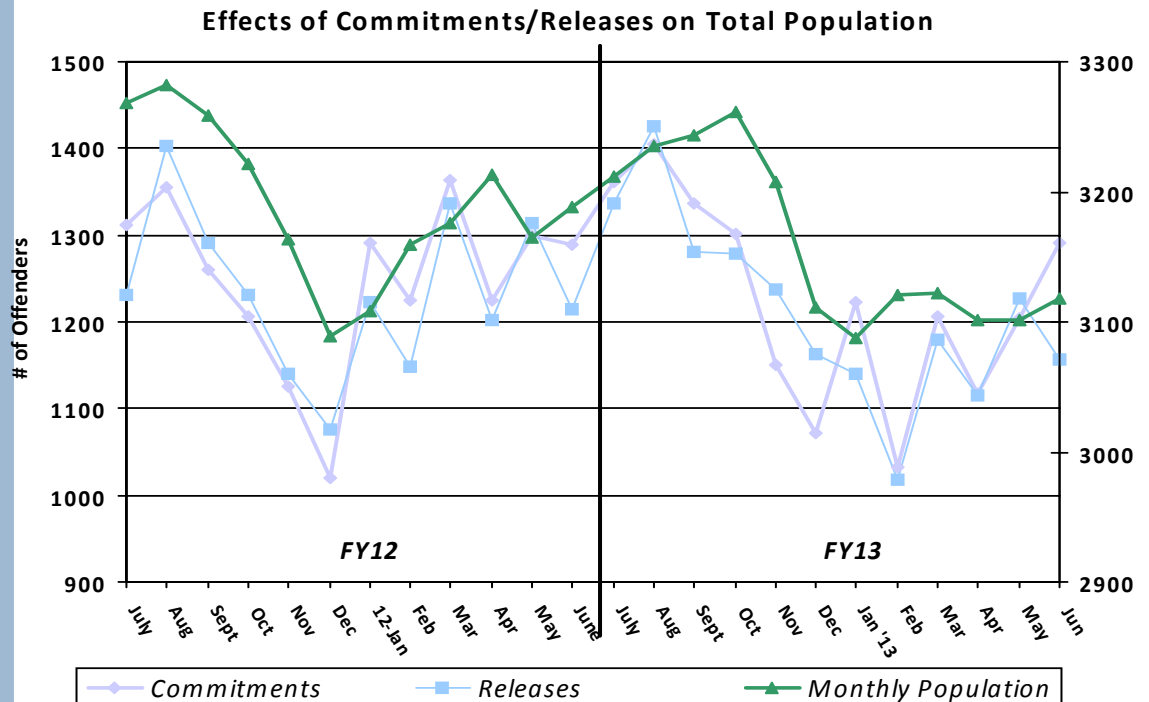


1959

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 decrease in the RIDOC population is partially linked to the decrease in the number of commitments, which has averaged -2.8% over the past six fiscal years, 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	-.5%
2000	16,208	+.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	-.15%
2013	14,701	-1.8%

Offender Characteristics

Characteristics of a Typical RIDOC Sentenced Offender

- 
- Twenty-four percent (24%) entered RIDOC as probation violators in FY13.
 - Three percent (3%) entered prison as parole violators in FY13.
 - The majority are white (47%), single (75%), and self-identified as Catholic (39%).
 - About half (47%) have less than a 12th grade education; 43% have a high school diploma or GED and an additional 10% have completed some college.
 - Fifty percent (50%) are fathers; the average number of children fathered is 2.
 - Fifty-one percent (51%) were unemployed at the time they became incarcerated.
 - Forty-nine percent (49%) of males were re-sentenced and 58% were readmitted as pretrial detainees within 36 months of release.

- 
- Thirteen percent (13%) entered RIDOC as probation violators in FY13.
 - Five percent (5%) entered prison as parole violators in FY13.
 - The majority are white (65%), single (68%), and self-identify as Catholic (46%).
 - Thirty-six percent (36%) have less than a 12th grade education; 41% have a high school diploma or GED and an additional 23% have completed some college.
 - Fifty-five percent (55%) are mothers; average number of children is 2 per offender.
 - Seventy percent (70%) were unemployed at the time of incarceration.
 - Thirty-nine percent (39%) of females were re-sentenced and 46% were readmitted as pretrial detainees 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 (JayCees), 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.

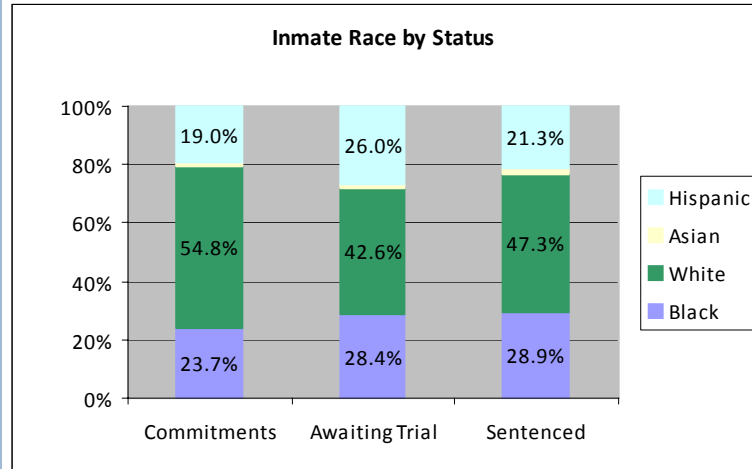
Three inmates escape from Maximum Security using tools from the machine shop. They were involved in a string of robberies over the next several days. One inmate was found executed, 1 was wounded during a stand-off with police, and the third was captured one week later after murdering a prominent physician.

1971

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

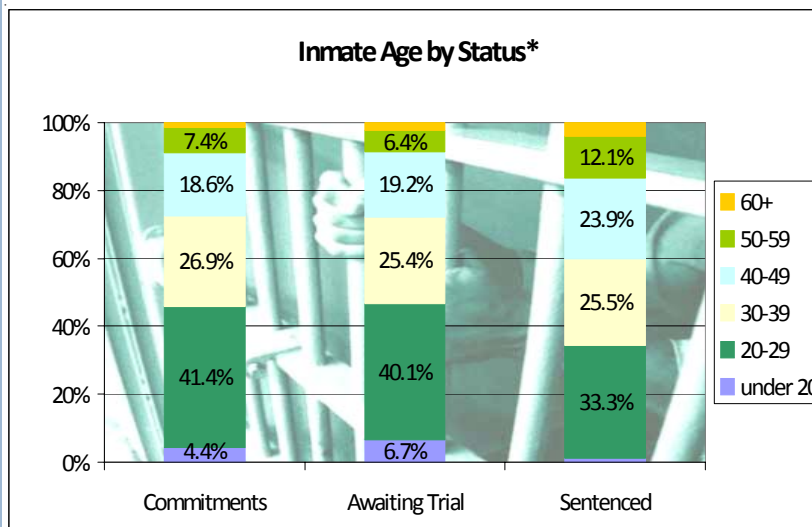
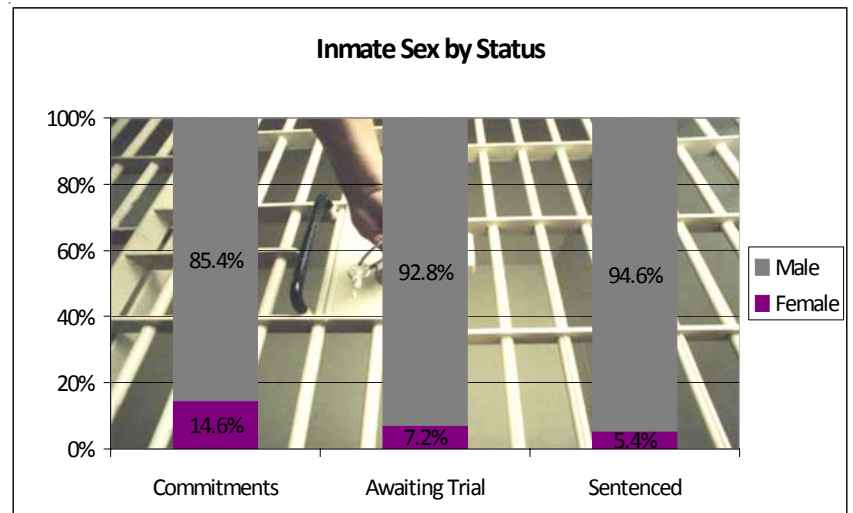


The charts on the following pages contain the following categories of offenders; commitments, which include all offenders committed to RIDOC (sentenced & pre-trial) over the last Fiscal Year; awaiting trial and sentenced represent the stock population on June 30, 2013.



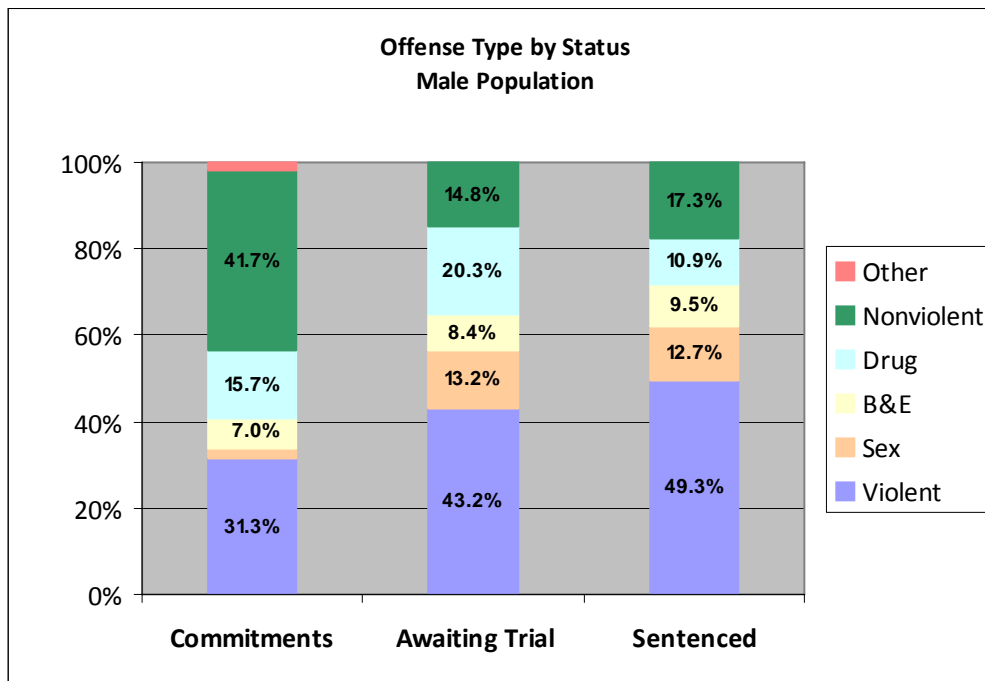
The vast majority of offenders (commitments, awaiting trial, and sentenced) are white, followed by black and Hispanic. Offenders who identify themselves as Asian, Native American, other, or their race is unknown make up less than 2% of the population for each category of offenders.

Males make up most (85.4%) of the RIDOC commitments while women account for only 14.6%.

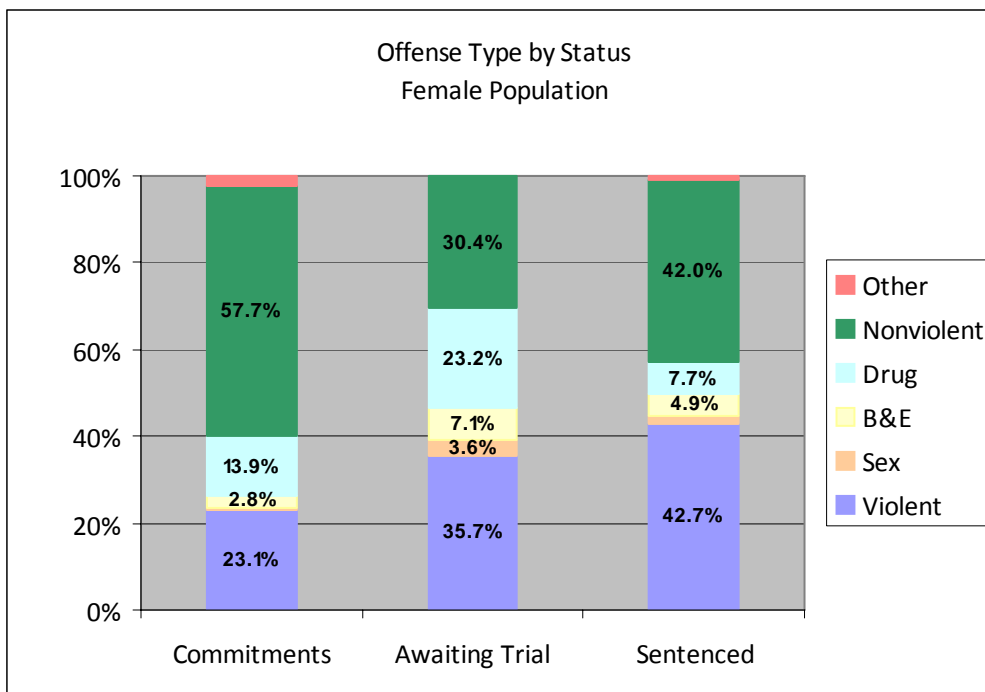


Almost two thirds of all RIDOC offenders are between the ages of 20-39. The average age of a male RIDOC sentenced offender is 35, while the average female age is 36. For pre-trial offenders, males average 35 years of age and females 30 years of age.

Offender Characteristics



Almost forty-two percent (41.7%) of male commitments are incarcerated for non-violent crimes, while over half (57.7%) of the female commitments are incarcerated for similar offenses. Nearly one third of the male population (31.3%) 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 over forty percent for both males and 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 guards 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.

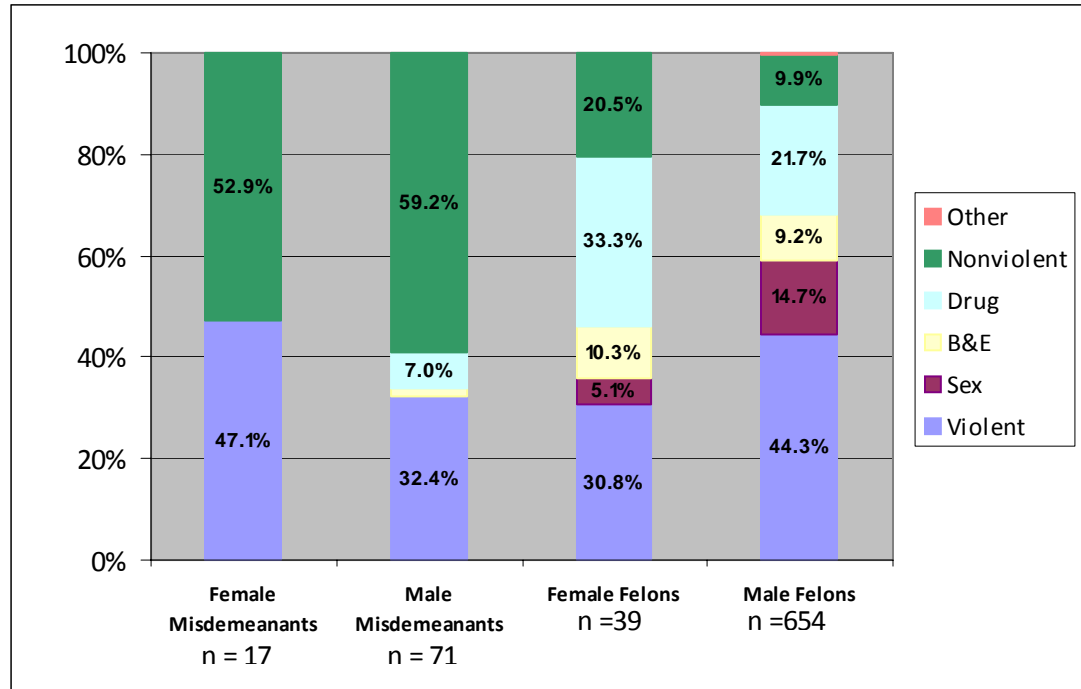
1976

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

Pretrial Offenders: Crime Type by Offense Type

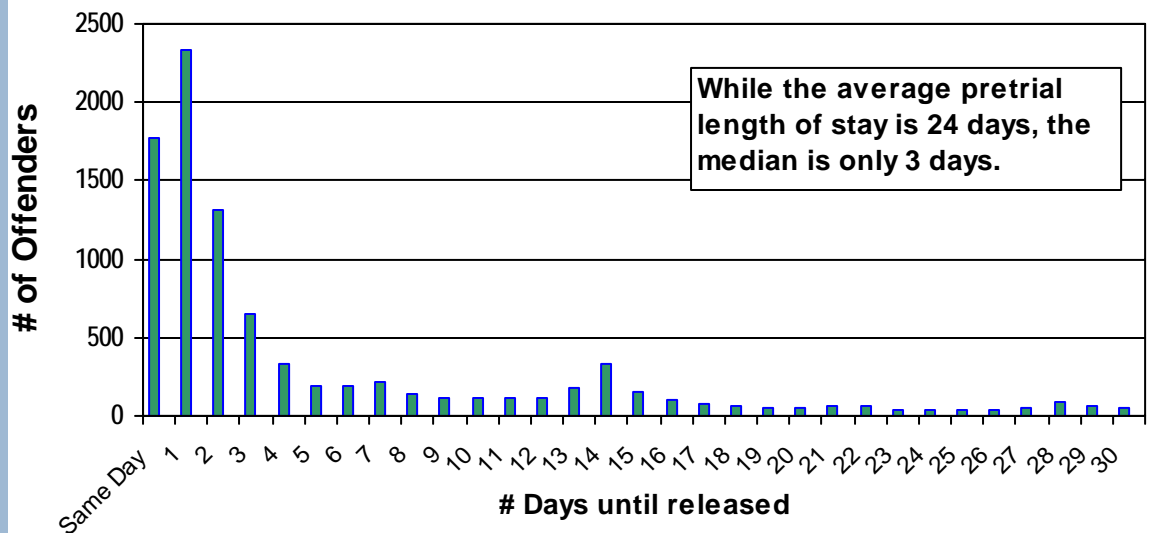
Stock Data-June 30, 2013

N=781



The most common offenses for the male misdemeanor awaiting trial population was domestic assault, while for the female population it was shoplifting. Male and female felons were imprisoned most commonly for delivery of a controlled substance.

Average Length of Stay for FY13



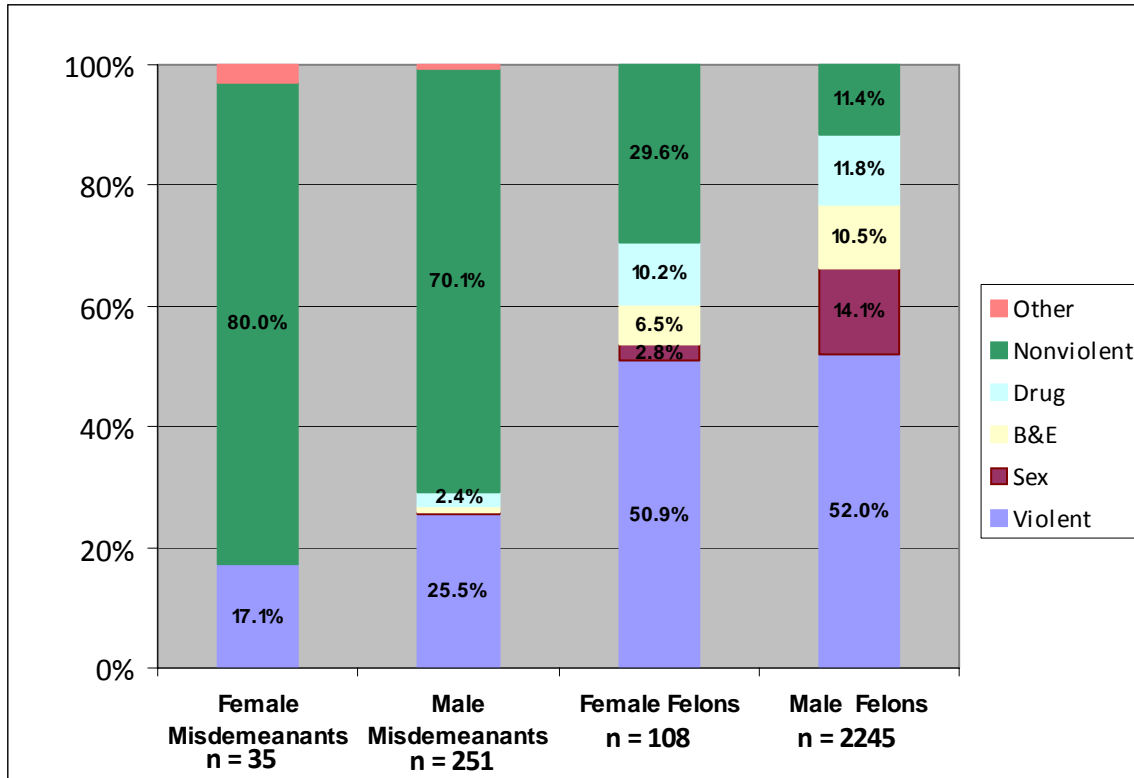
*Approximately 15% of offenders remain on pretrial status after 30 days, but are not displayed on the graph

Sentenced Statistics

Sentenced Offenders: Crime Type by Offense Type

Stock Data-June 30, 2013

N=2639



Included in the sentenced stock population are 200 inmates sentenced to life and 35 sentenced to life without parole. Three of those inmates are women. These 235 offenders constitute 8.9% of the total sentenced population. Nineteen (19) 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 2012 Annual Report felonies have dropped 13% statewide from 2011-2012 (5,559 in 2011 to 4,831 in 2012). 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 decline 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.

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

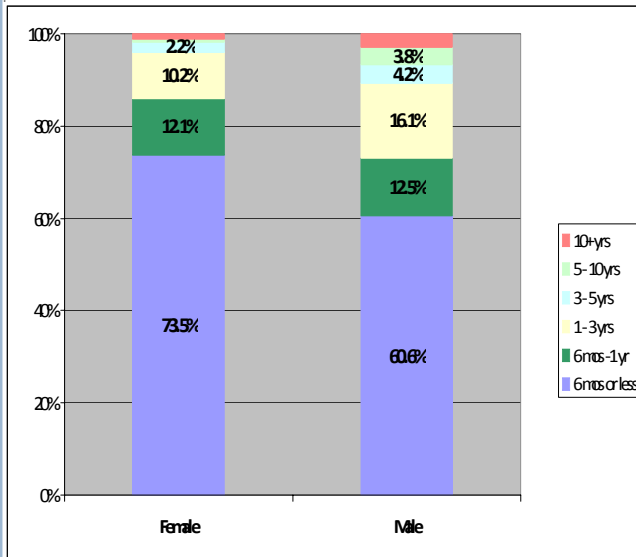
Three hundred inmates in Maximum Security riot and cause a 5 hour siege.



Sentenced Statistics

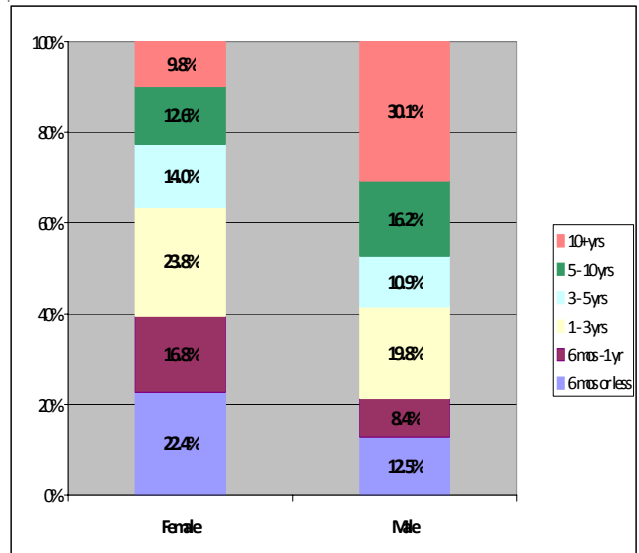
**Sentenced Commitments
Sentence Length by Sex**

FY2013



**Sentenced Stock Population
Sentence Length by Sex**

June 30, 2013



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, 2013. 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 57% of the population.

Offense Category	Male		Female		Total	
	Sent <6mos	Sent >6mos	Sent <6mos	Sent >6mos	Sent <6mos	Sent >6mos
Violent	2.8	58.0	2.3	45.4	2.8	57.0
Sex	4.4	114.1	2.9	65.9	4.3	112.7
B&E	4.5	35.1	1.9	19.7	4.4	34.3
Drug	3.9	25.9	4.3	16.3	2.5	25.4
Nonviolent	2.5	20.9	2.3	17.9	2.0	20.4
SUBTOTAL	3.6	50.8	2.7	33.0	3.2	49.9
Average Total Sentence Length = 23.9 months						

The table above displays the average length of sentence imposed on sentenced commitments in FY2013. 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.¹ 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 (see chart on page 8).

Average Percentage of Time Served by Sentence Length for Offenders Expiring a Sentence							
	FY08	FY09	FY10	FY11	FY12	FY13	Difference 08-13
3 months or less	99%	91%	91%	90%	92%	91%	-8%
3 - 6 months	97%	81%	80%	79%	80%	80%	-18%
6 - 9 months	96%	82%	79%	76%	77%	79%	-18%
9 months - 1 year	95%	81%	77%	71%	74%	75%	-21%
1 - 3 years	93%	83%	76%	69%	69%	69%	-26%
3 - 5 years	88%	83%	80%	69%	62%	59%	-33%
5 - 7 years	84%	83%	73%	71%	63%	64%	-24%
7 - 10 years	79%	79%	79%	69%	51%	50%	-37%
greater than 10 years	76%	75%	76%	63%	61%	53%	-30%

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 48% of offender released in 2009 returned to RIDOC with a new sentence within three years and 56% returned as awaiting trial detainees. 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, please see the 2009 Recidivism Study: ThreeYear Follow Up.

Program Participation & Completion:

During FY13, 1,822 offenders participated in and/or completed one or more rehabilitative programs offered at RIDOC and were awarded a total of 70,339 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 FY13.

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 inmates "good time" that rewards good behavior, attending programs, having a job, etc. to aid in the early release of an offender.

¹ 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).

Population Projections

2010

The early release of a 1984 child murderer sparks controversy in the "good time" statutes.

2011

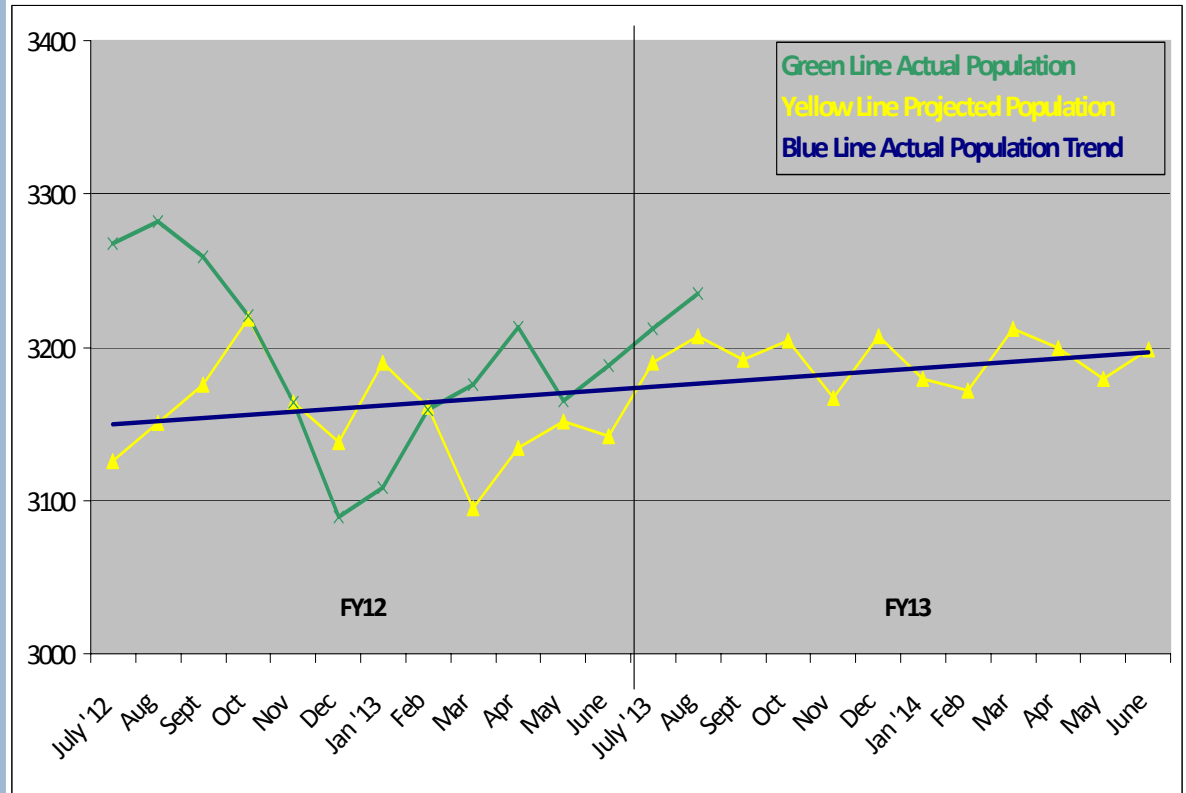
With a declining population, RIDOC is able to close the Donald Price Medium Security Building as ordered by the RI General Assembly.

2012

Legislation is passed changing good time policies which takes away good time credits for the most severe crimes.



Population Projections vs. Actual Population



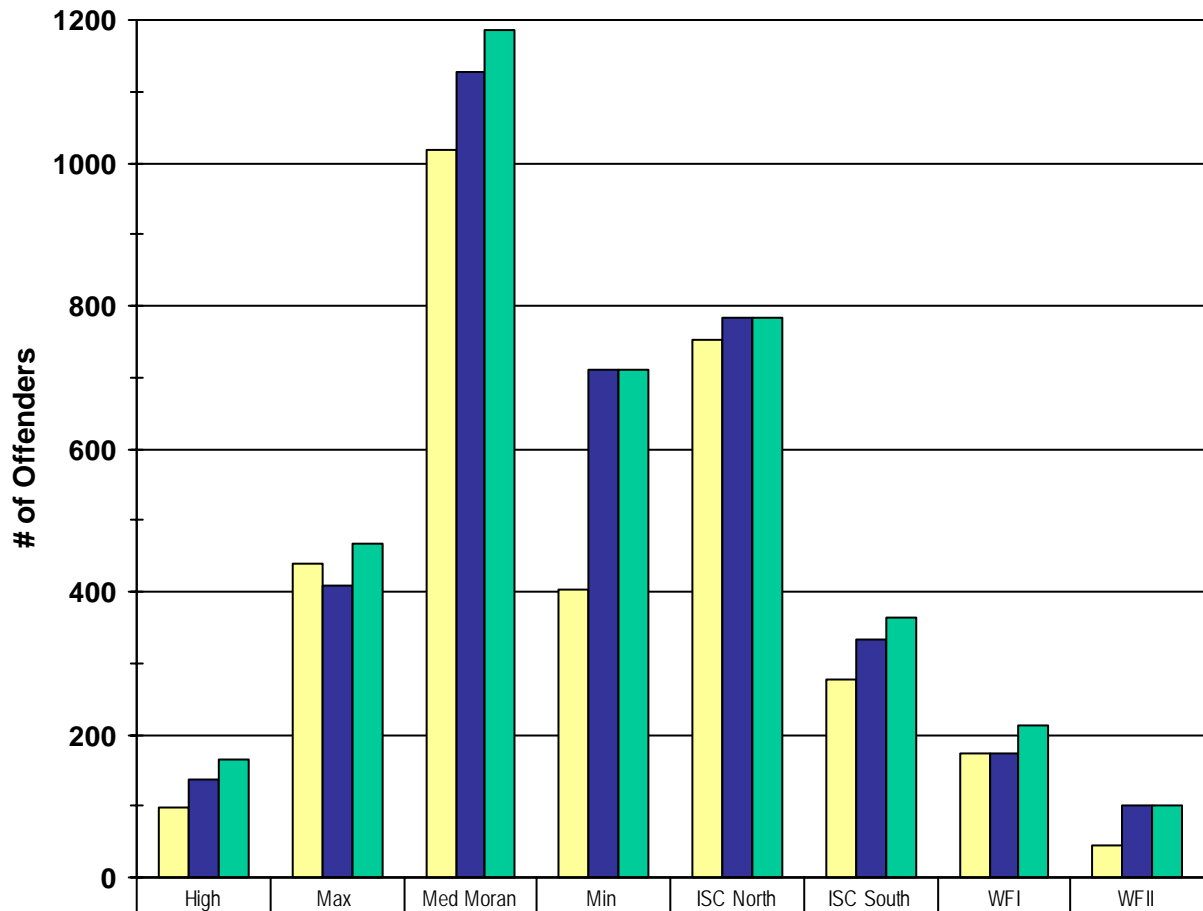
The graph above shows the actual population (green line) compared to the projected population (yellow line). The blue lines predicts a slight downward trend in the actual population over the next fiscal year.

As of the FY14 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 little growth, 0.5% or 16 inmates. This projected growth would allow RI to remain below both the operational (3,654) and federal (3,869) 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 FY13 Population vs. Capacities



Average Population	98	440	1018	402	752	278	173	44
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 2013
Operational Capacity* = 3774
Palmigiano Capacity = 3989
Average FY13 Population = 3160

Release Data

During FY13 RIDOC processed a total of 3,588 releases, representing 3,175 people, from sentenced status. Virtually all releases expired their sentences (87%); 10% were paroled.

One third (33%) of males were released from being housed in Minimum Security, an additional third were released from the Intake Service Center, and 4% were released from Maximum or High Security. Female releases were distributed amongst WF1, WF2, and Home Confinement (38%, 46%, and 16% respectively). Of these releases to Rhode Island almost half (42%) reported returning to either Providence or Pawtucket. An additional 18% returned to Cranston, Warwick, and West Warwick.

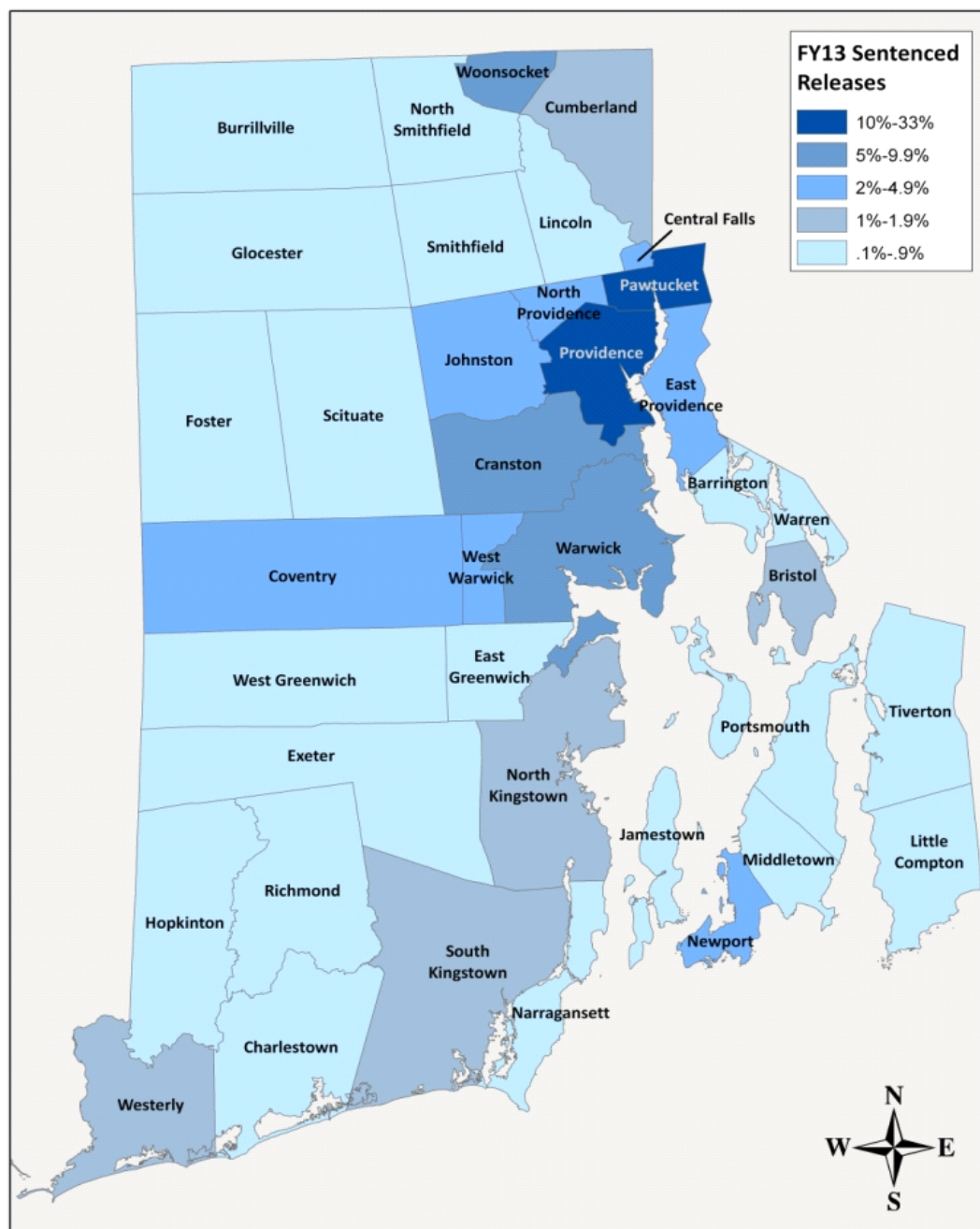
There were 12 offenders, all males, on active escape status as of 6/30/13. These escapes span from 1979 to 2009.

Six (6) 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 FY13, there were seven (7) inmate deaths, two females and five males. Two (2) deaths were confirmed suicides.

During FY13 there were a total of 10,999 awaiting trial releases. Over half (56%) were discharged at court, while 18% were bailed and 12% were sentenced to serve time on their charges.



Release Data

Recidivism

In 2007, RIDOC conducted a recidivism study analyzing a release cohort from calendar year 2004 (CY04) and tracked them for three years in the community to see if they returned to the ACI as a sentenced inmate.

In CY04, of the 3,105 offenders who were released, 32% returned under sentence within 1 year, 46% by 2 years, and 54% within 3 years of their initial release.

In 2010, RIDOC's Planning & Research unit headed a new recidivism study analyzing a release cohort from 2009.

Three thousand three hundred eighty-seven (3,387) offenders were released in calendar year



2009. Within 3 years of release, 48% of offenders returned to RIDOC with a new sentence. This is lower than CY04 cohort, which had a return rate of 54%.

Correlations were found between offenders who were released from higher security

levels and the likeliness of recidivating. Non-violent offenders had the greatest likelihood of recidivating and spent the least amount of time in the community, while educated offenders were more likely to spend a longer time in the community.

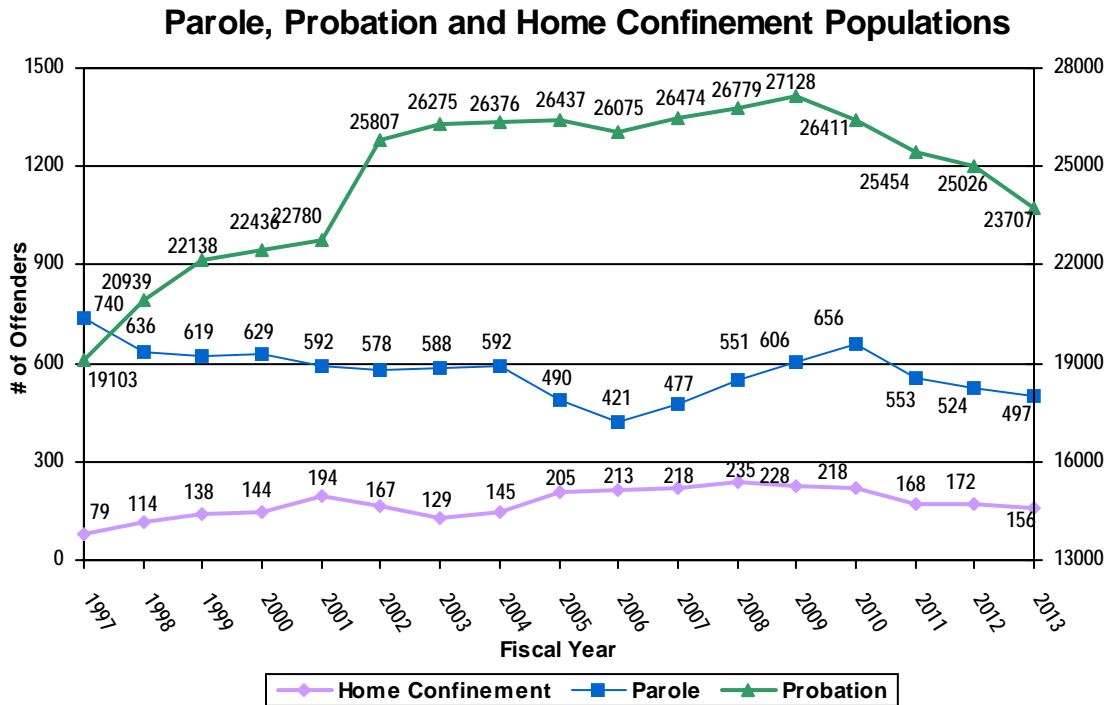
Discharge Planning

As offenders near their release from prison, a Discharge Planner is assigned to help create a transition plan. The transition plan provides an offender with continuing services once they are released to the community. These services mark the foundational steps for the state's reentry population in their transition to becoming successful citizens.

When the basic needs of an offender on the verge of being released can be preemptively addressed and met, they are provided with the opportunity to succeed. This creates a safer community and helps reduce recidivism and victimization.



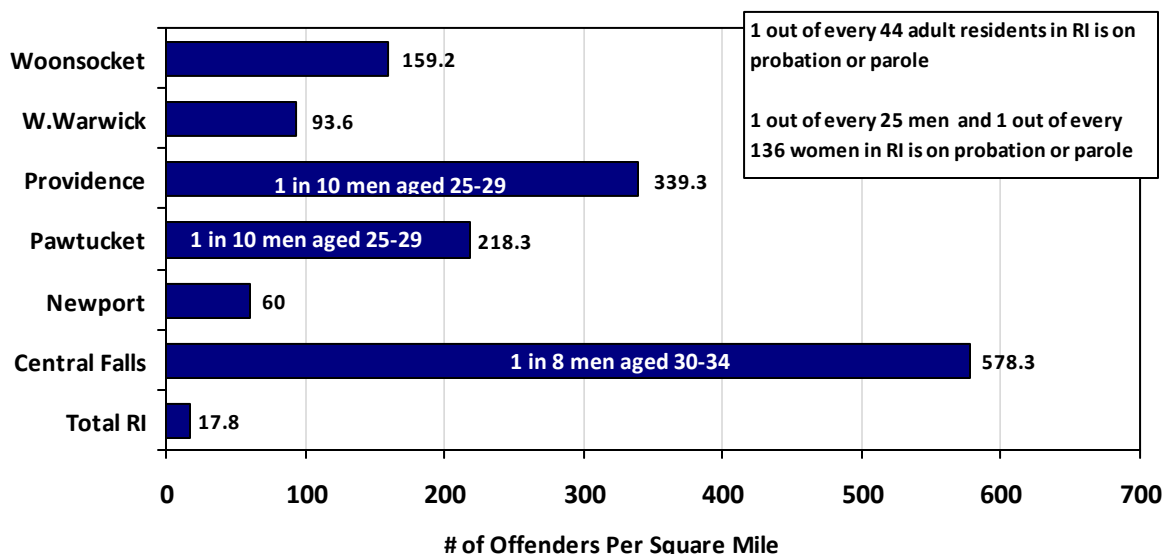
Community Corrections Population



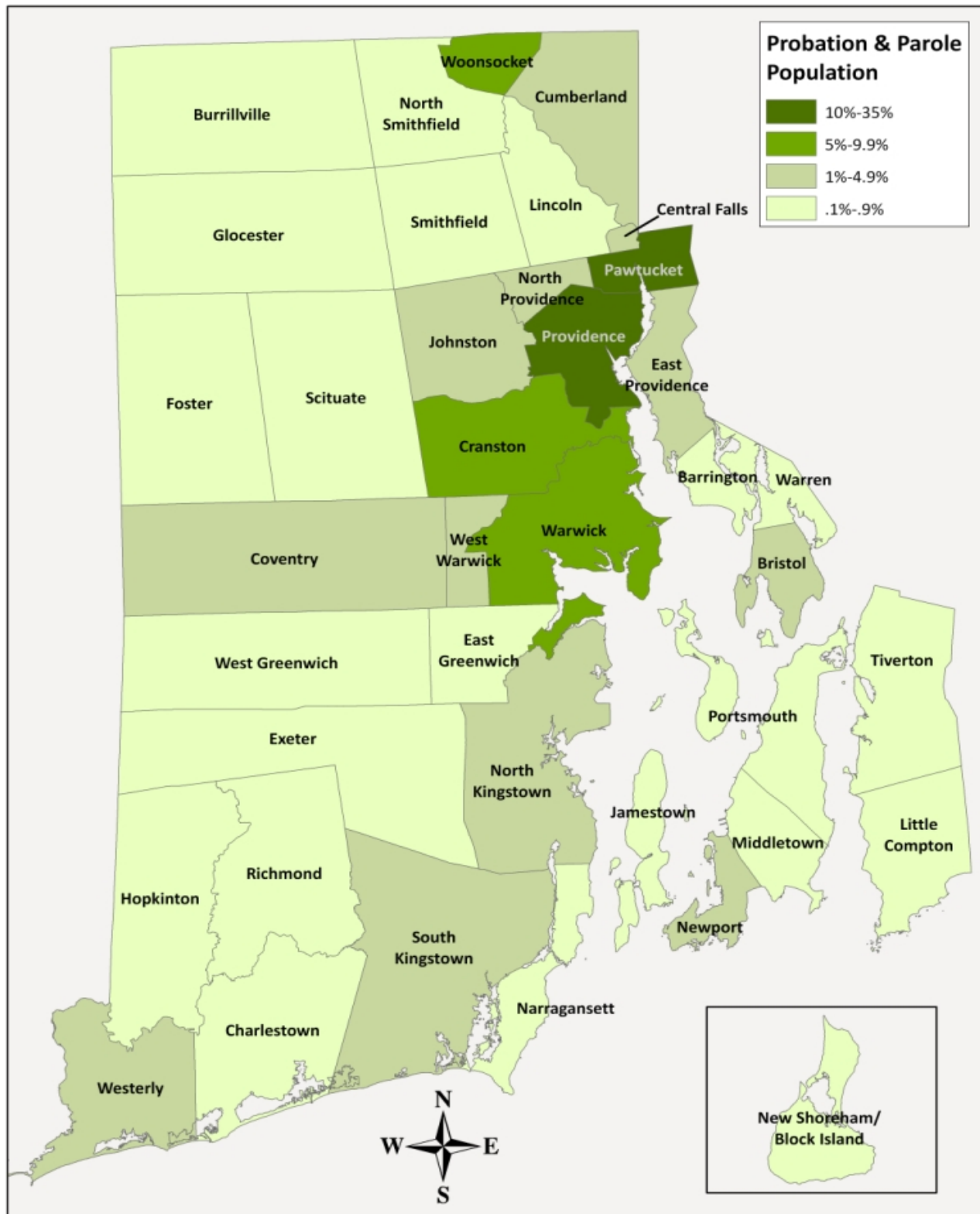
Interpreting the chart: The probation **population** is plotted on the **secondary axis** to the right, while parole and home confinement are plotted on the **primary axis** to the left.

According to the Bureau of Justice Statistics, as of 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 December 31, 2012



Community Corrections Population



The map illustrates the Probation and Parole population on the streets of Rhode Island on June 30, 2013. As shown above, almost half (43%) of the population live in Providence or Pawtucket.

Looking Toward the Future

Emergency Exercises

RIDOC is committed to the safety and security of inmates, staff, and the public at large. Since 2007, RIDOC has tested its emergency response systems seven times through staged crisis events known as Emergency Exercises. These exercises are conducted to assure the emergency management systems, personnel, procedures, and equipment will be effective in the event a true emergency takes place in the facilities.

A design team develops every detail of the incident that will occur along with objectives and goals that each emergency response unit should meet during the exercise.



Classification

In April 2013, RIDOC updated the Classification policy and procedures. Classification is a process by which offenders are assigned to facilities based upon their respective risks and needs. Factors considered in this process include: (1) determination and assignment of appropriate custody and security levels; (2) program placement based on inmate needs and available services--medical, mental health, vocational, educational, and employment; (3) designation to proper housing placement within the institution; and (4) scheduled review of custody assignments to reassess offenders' needs and risks.

With this new policy implemented, inmates will have access to programs, services, and security that will ensure a safe and productive incarceration which meets the needs of each offender.

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.o’connor@doc.ri.gov or 401-462-3925