



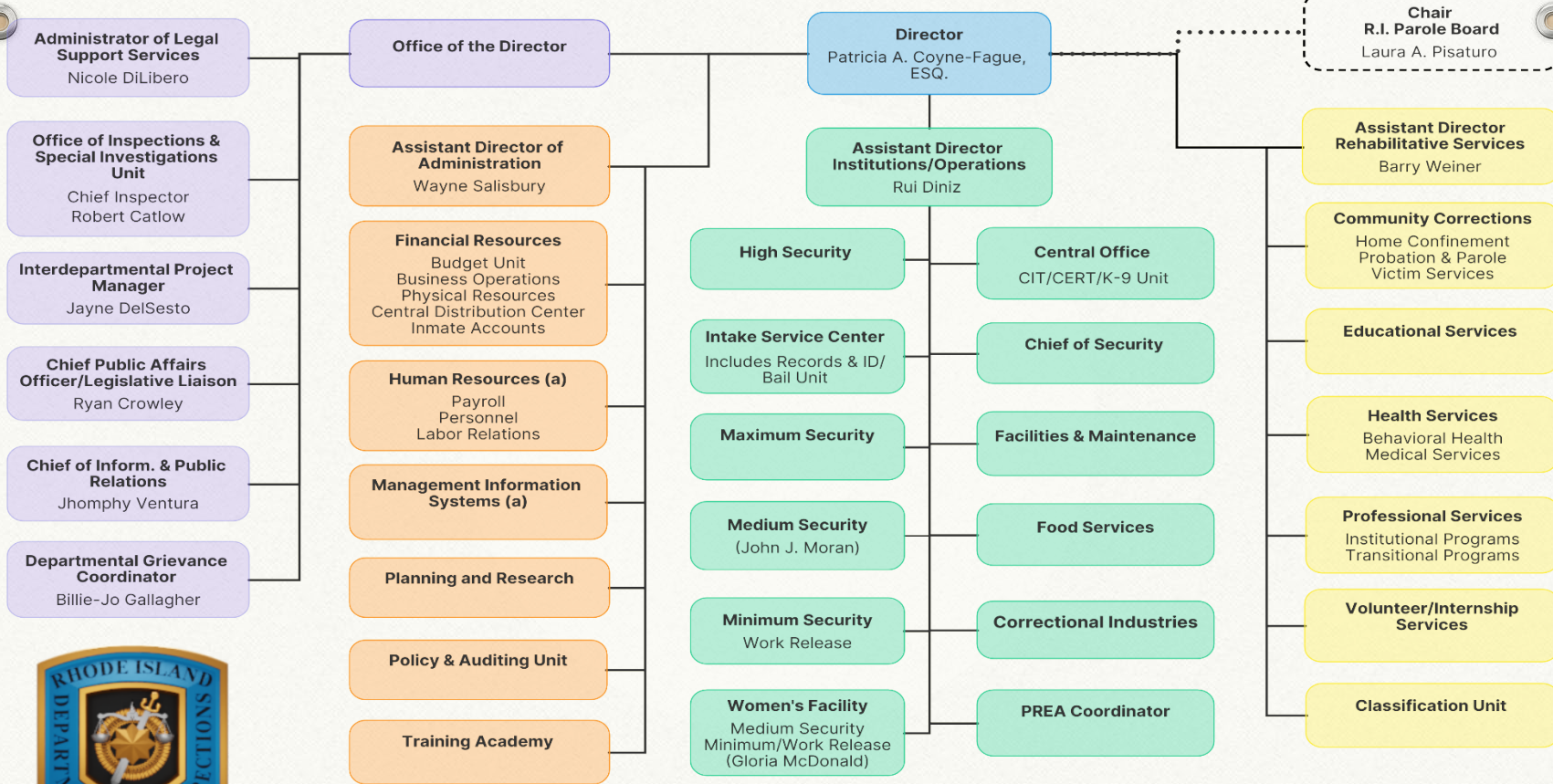
Rhode Island Department of Corrections (RIDOC)

*Analytical Review of Female Offenders held/incarcerated in RIDOC's
Women's Facility 1*

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Department Overview



(a) (Sub) Unit is fully staffed by Dept. of Administration Centralized Services



Adult Correctional Institutions

The Adult Correctional Institutions (ACI) at the Rhode Island Department of Corrections (RIDOC) are comprised of 6 offender facilities which are all located within 1 square mile in Cranston, RI. In Fiscal Year (FY) 2021, RIDOC had an average custody of 2,144 total offenders. Of those, 592 are awaiting trial while 1,531 are serving a sentence (21 other offenders are held due to immigration, federal, and miscellaneous holds).

Women's Facility 1



Intake Service Center



Minimum Security



High Security



Medium Moran



Maximum Security



Women's Facility 1

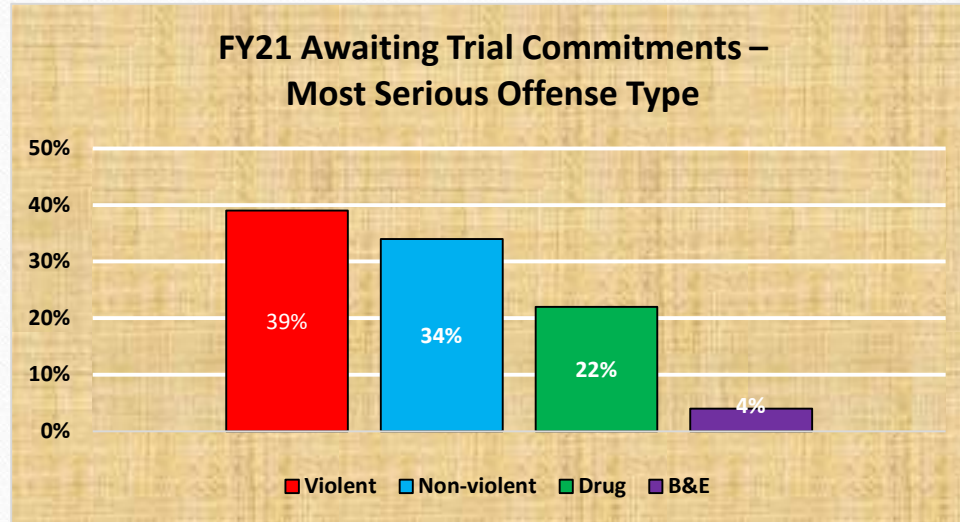
- RIDOC's Women's Facility 1 (Gloria McDonald Building) is utilized to house female offenders who are held awaiting trial and those who are incarcerated serving a sentence.
- Women's Facility 1 contains three classification levels (medium, minimum, and work release).
- In Fiscal Year 2021, Women's Facility 1 had an average custody of 86 total offenders. Of those, 40 are awaiting trial while 45 are serving a sentence (1 other offender was held due to a federal hold).
 - 86 total offenders comprise just 40% of the Facilities' Palmigiano Capacity (213 offenders).
- The annual cost per offender was \$186,943.



Data Caveat: 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.

Awaiting Trial Commitments

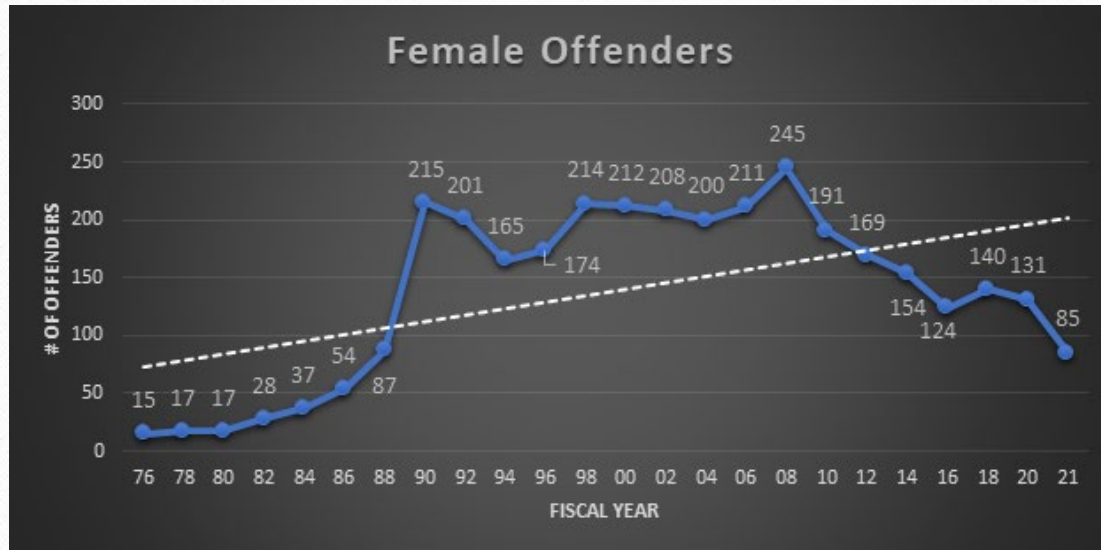
- In Fiscal Year 2021, RIDOC had 1,194 female awaiting trial commitments.
- Nearly 39% (n=466) were committed for violent offenses, 34% (n=406) were committed for non-violent offenses, 22% (n=263) were committed for drug offenses, and 4% (n=48) were committed for Breaking & Entering.



Data Caveat: The bar graph (shown above) excludes 2% of awaiting trial commitments who were admitted for sex offenses (1%) or held on pending charges (1%).

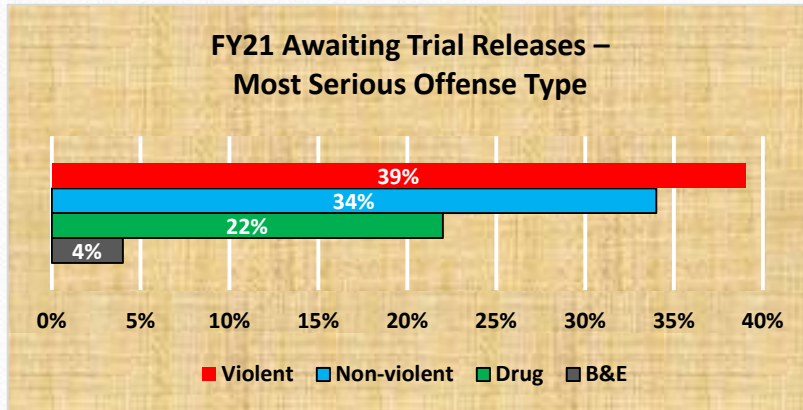
Historic Female Population at RIDOC

- The population of the Women's Facilities at the Rhode Island Department of Corrections has fluctuated over the years. The female population was at its lowest with an average of 15 offenders in 1976 and peaked at 245 in 2008.
- As of FY21, the female population reached its lowest point since the 1980's, with an average of 85 female offenders.



Awaiting Releases

- In Fiscal Year 2021, RIDOC had 1,171 female awaiting trial releases.
- The graph (shown below) highlights the majority admitted for violent offenses (457 or 39%), followed by non-violent offenses (398 or 34%), and drug offenses (258 or 22%).
- The average pre-trial length of stay for all awaiting trial releases is about 12 days, with a median of just 2 days. The table below breaks this data down by most serious offense type.

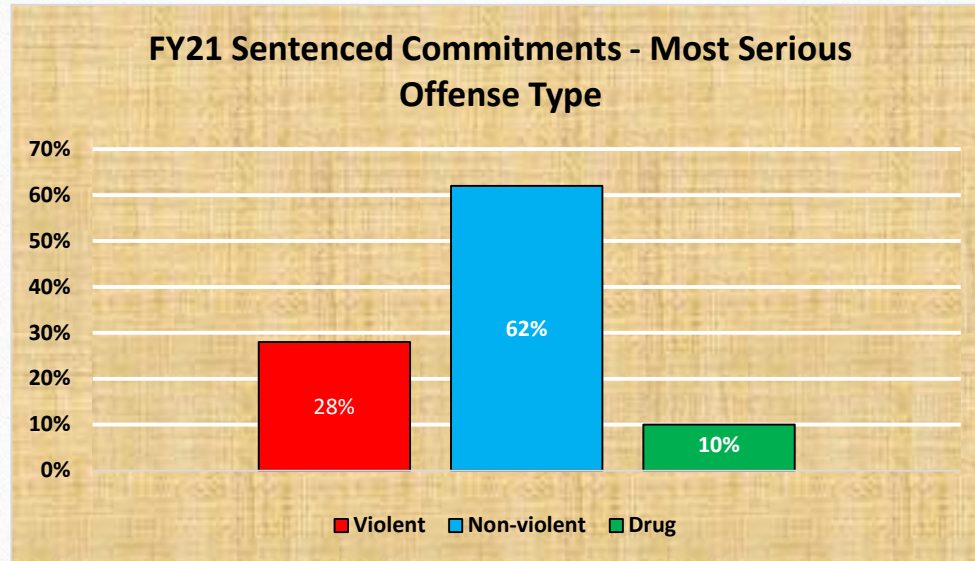


Most Serious Offense Type	Average Length of Stay (in Days)	Median Length of Stay (in Days)
Violent	16	5
Non-Violent	6	1
Drug	15	3
B&E	17	5

Data Caveat: The bar chart (shown above) excludes 1% of awaiting trial releases who were committed for sex offenses or held on pending charges.

Sentenced Commitments

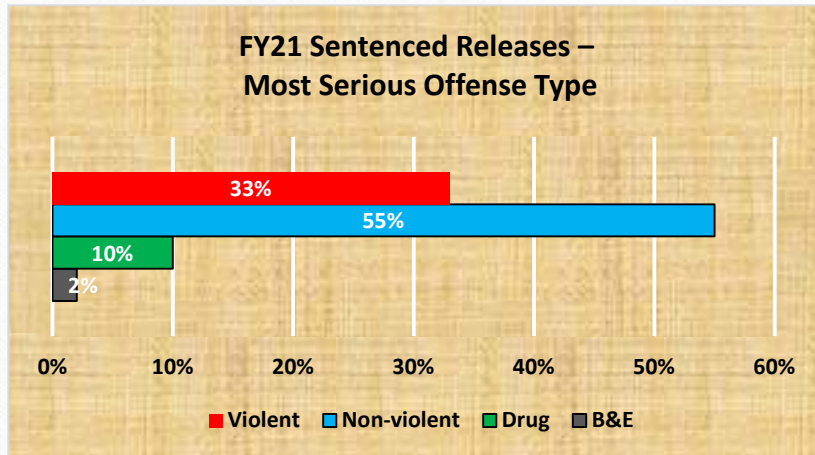
- In Fiscal Year 2021, RIDOC had 190 female sentenced commitments.
- Just over 62% (n=118) were committed for non-violent offenses, 28% (n=53) were committed for violent offenses, and about 10% (n=19) were committed for drug offenses.



Data Caveat: The bar graph (shown above) excludes 2% of sentenced commitments who were admitted for sex offenses (1%) or breaking and entering (1%).

Sentenced Releases – Expiration of Sentence

- In FY21, RIDOC had 144 female sentenced releases who had expired their sentence. The bar graph (shown below) depicts the majority were serving for non-violent offenses (55% or 105).
- The average sentence length was about 166 days, while the median was nearly 43 days. The table below highlights that most sentenced releases were serving sentences of either less than 1 month (71 or 49%) or 1 month to 6 months (49 or 34%). Only 11% (n=16) were serving sentences of 6 months or greater.



Total Sentence Length (in Days)	Percentage
Less than 1 Month	49%
1 Month - 6 Months	34%
6 Months - 1 Years	6%
1 Years - 2 Years	3%
Greater than 2 Years	2%

Data Caveats: Sentenced Release data (shown above) reflects sentenced release events who 'expired their sentence' from Women's Facility 1. Please note this excludes those who were admitted as 'parole violators', 'return from Eleanor Slater State Forensic Hospital', 'return from Escape', and 'return from Out-of-State'. These excluded cases skew the effects of sentence reduction credits (such as good time) as offenders who leave on parole do not achieve the full benefit of good time and offenders who return to RIDOC to continue a sentence do not calculate an accurate time served.

Sentenced Releases – Expiration of Sentence

- Sentence reduction credits (such as good time and program time) may reduce the overall length of stay/percentage of time that an offender serves on their sentence. The table below demonstrates how the accumulation of sentence reduction credits leads to those serving on violent or breaking and entering offenses (who have the highest average total sentence lengths of all most serious offense types) have the lowest average percent time served.

Most Serious Offense Type	Average Total Sentence (in Days)	Average Length of Stay (in Days)	Average Percent Time Served
Violent	279	199	71.3%
Non-Violent	77	65	84.4%
Drug	210	162	77.1%
B&E	535	392	73.3%

Data Caveats: Sentenced Release data (shown above) reflects sentenced release events who 'expired their sentence' from Women's Facility 1. Please note this excludes those who were admitted as 'parole violators', 'return from Eleanor Slater State Forensic Hospital', 'return from Escape', and 'return from Out-of-State'. These excluded cases skew the effects of sentence reduction credits (such as good time) as offenders who leave on parole do not achieve the full benefit of good time and offenders who return to RIDOC to continue a sentence do not calculate an accurate time served.

Sentenced Releases - Parole

- **Parole Release:**

- Conditional early release of offenders sentenced to ACI for more than 6 months.
- Consideration is made at 1/3 of the prison sentence.
- Except Life, Lengthy or Murder sentences as specifically provided by statute (RI Gen. Laws § 13-8-13).
- The parole permit entitles the offender to be at liberty during the remainder of his/her term of prison sentence upon express terms and conditions prescribed by the Board.

- **Medical Parole:**

- (RIGL §13-8.1-1 et. seq.) Medical parole is made available for humanitarian reasons or to alleviate exorbitant medical expenses associated with offenders whose chronic and incurable illness render their incarceration non-punitive and non-rehabilitative.

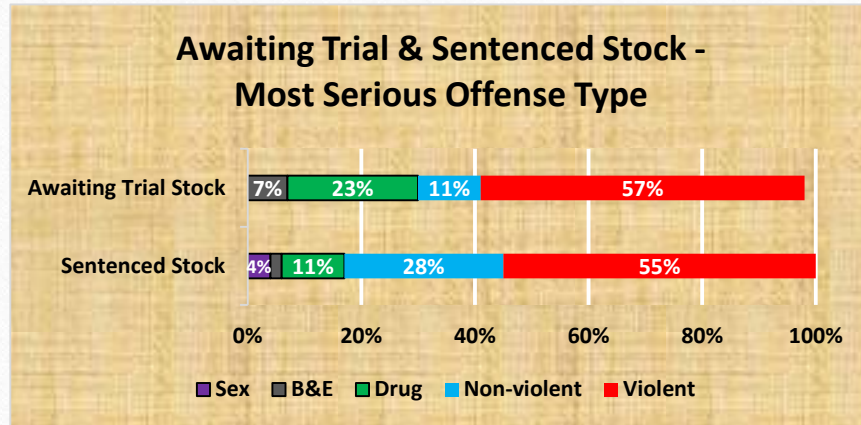
- In FY21, RIDOC had 9 female sentenced releases who were discharged from RIDOC via parole, of which 6 were serving time for violent offenses and 3 were serving time for drug offenses.
- The average total sentence length was 9.1 years (3,325 days), with 9 women serving sentences greater than 2 years and 3 serving sentences of 1 to 2 years.

Commitment and Releases – Summary

- Commitments and releases capture the flow of the offender population into and out of Women's Facility 1.
- The majority of awaiting trial commitments and releases were admitted for violent offenses, where most of the sentenced commitments and releases were admitted for non-violent offenses.
- Most females committed and released throughout the Fiscal Year had relatively short lengths of stay in Women's Facility 1.
- As a result, it's difficult for female offenders to obtain the full benefit of available institutional programs and course offerings (many offenders are released from RIDOC before they have had the chance to complete the program/course).
 - Additionally, 5% of female sentenced releases self-reported as being homeless* making it difficult to maintain any progress gained from RIDOC services.

Awaiting Trial and Sentenced Stock: 06/30/2021

- At the close of Fiscal Year 2021, Women's Facility 1 had 91 offenders:
 - 44 offenders held awaiting trial
 - 47 sentenced offenders
- The bar graph below depicts the majority of those sentenced were serving for violent offenses (55% or 26)
- The average total sentence length was 2,646 days (7.2 years), while the median was 730 days (2 years).
- The table below highlights most female sentenced offenders (41% or 19) were serving sentences of greater than 5 years.



Total Sentence Length (in Days)	Percentage
Less than 1 Month	9%
1 Month - 6 Months	19%
6 Months - 1 Years	11%
1 Years - 2 Years	11%
2 Years - 5 Years	7%
5 Years - 10 Years	18%
Greater than 10 Years	23%

Data Caveats: Stock data (shown above) reflects female offenders held awaiting trial and incarcerated in Women's Facility 1 (as of 06/30/2021). The bar graph does not display data labels for most serious offense types that yield less than 4%. Please note the 'Total Sentence Length' table excludes 3 offenders serving a life sentence.

Awaiting Trial and Sentenced Stock – Summary

- At the close of Fiscal Year 2021, the majority of awaiting trial (57% or 25) and sentenced female offenders (55% or 26) were incarcerated for violent offenses.
- In stark contrast to commitments and releases, there is a stacking effect of violent sentenced female offenders with lengthy sentences (10 years or greater) that impacts the resulting average total sentence statistics. The table (shown below) highlights that violent and sex offenders serve considerably longer sentences than those incarcerated for non-violent and drug offenses
 - This context helps to explain why there is a significant difference when comparing the *average* total sentence length (7.2 years) with the *median* total sentence length (2 years).
 - The median provides the middle case value and is a more accurate reflection of sentence length in the sentenced population, since unlike the average, is not adversely impacted by extreme case values.

Most Serious Offense Type	Average Total Sentence (in Days)	Median Total Sentence (in Days)
Violent	4352	2556
B&E	1826	1826
Non-Violent	256	182
Drug	846	670
Sex	3470	3470

Data Caveats: Sentenced Release data (shown above) reflects sentenced release events who 'expired their sentence' from Women's Facility 1. Please note this excludes those who were admitted as 'parole violators', 'return from Eleanor Slater State Forensic Hospital', 'return from Escape', and 'return from Out-of-State'. These excluded cases skew the effects of sentence reduction credits (such as good time) as offenders who leave on parole do not achieve the full benefit of good time and offenders who return to RIDOC to continue a sentence do not calculate an accurate time served.

Probation & Parole in Rhode Island

- According to the Bureau of Justice Statistics, Rhode Island has the 4th highest rate of probation supervision and the 7th highest rate of community supervision in the nation.
- As of June 30th, 2021, there are 13,752 Probation & Parole offenders residing in RI.
 - This figure accounts for 1.7% of the overall state population, meaning that every 1 in 58 RI residents is under community supervision.
 - 15.5% (n=2,120) of these cases are women, and 84.5% (n=11,614) are men.

Average Probation Term

- Male: 10.4 years (3802 days)
- Female: 5.5 years (2011 days)

Average Parole Term

- Male: under 1 year (359 days)
- Female: over 1 year (373 days)

Rhode Island Judiciary Diversion Program

- The program was established in partnership with the Office of the Attorney General and formalized through the legislative process.
- Diversion is designed to offer an alternative to traditional conviction, sentencing and incarceration for persons charged with a non-violent felony offense by providing eligible defendants with a framework of supervision and services in lieu of incarceration and/or probation.
- The Superior Court Diversion Program received 1,269 referrals in 2020.
- 100 defendants completed the program, 27 were terminated, 391 were actively participating by the end of the year, and 400 were awaiting acceptance.



**Rhode Island Department of
Children, Youth, and Families**

Department of Children, Youth, and Families (DCYF)

- As of the close of FY21 (06/30/2021), 66% (n=31) of sentenced female offenders were mothers and the average number of children is 2. |
- Approximately 40% (n=19) of sentenced female offenders were involved with DCYF at this time. |
- Anecdotal evidence suggests that incarcerated mothers who had been involved in an abusive relationship with their partner/spouse often lack the ability to secure stable housing. The lack of community-based resources is a significant factor which may lead to the victim going back to their abusive partner/spouse, where DCYF may become involved as the situation worsens (i.e. untreated trauma).



**Department of
Behavioral Healthcare,
Developmental
Disabilities and Hospitals**

Department of Behavioral Healthcare, Developmental Disabilities, and Hospitals (BHDDH)

- The existing system does not allow for BHDDH to be notified when their client is incarcerated or discharged, which leaves providers waiting for largely non-responsive clients.
- Anecdotal evidence suggests many formerly incarcerated mothers self-medicate which causes mental health issues and/or exacerbates existing ones.





Programming

Programming

Family/Parenting

Behavior Modification

Education Services

Health/Life Skills

Faith-based &
Religious Services

Substance Use
Disorder Treatment

Vocations Training &
Employment Services

FY21 Basic Program Financial Data*

Program Type	Cost Per Offender	FY21 Women's Facility Total Offender Cost
Adult Basic Education	\$14,538.20	\$58,152.80
GED	\$1,144.48	\$12,589.32
Barbering	\$1,008.90	\$8,071.21
CCRI Vocational-Education	\$1,807.51	\$68,685.39

- All programs that fall within the above categories are paid for with funds from RIDOC.
- Adult Basic Education and CCRI Vocational-Education programs also receive additional federal funding through the Rhode Island Department of Education (RIDE).
- During FY21, the total program expenditures for the above Women's Facility Programming was **\$147,498**.

FY21 Women's Program Scheduling

- RIDOC offers a series of “fixed” programs, where offenders must participate within a particular timeframe, and “ongoing” programs, that allow offenders to enroll and participate on a rolling basis.
- College Academic Courses run on the same schedule as standard college courses, from January-May, June-August, and September-December.

FY21 Ongoing Programs

- Substance Abuse Level 2
- Adult Basic Education (ABE)
- GED
- Women's Health Initiative
- Barbering Apprentice Certification
- Barbering 1 Year Apprentice Program

FY21 Fixed Programs

- College Academic
- Mindfulness and Emotional Intelligence
- Financial Literacy
- Pre-Employment/Job Readiness
- Victims Impact Group
- Cognitive Techniques for Risk Reduction

FY21 Women's Academic Programs-GED & ABE

- Educational Programming is one of the primary methods of correctional rehabilitation. During FY21, 15% of Sentenced Female offenders had less than a 12th grade education.
- ABE students are those who are defined as having reading & comprehension levels at 6th grade or lower, according to the Comprehensive Adult Student Assessment System (CASAS) exam.
- GED students have a reading and comprehension level just below 7th grade.

ABE Completion

- Takes an average of **100 hours** of classroom instruction to graduate from ABE into GED classes.

GED Completion

- Takes **270 hours** on average, not including independent work, before taking exam.

FY21 Women's Programs Highlights

RIDOC offers a multitude of rehabilitation programs available to female inmates with the goal of increasing success once released and reducing recidivism. Below are examples of programs that are available in the women's facility.

- **Cognitive Techniques for Risk Reduction-** This course addresses deficits in pro-social life skills, which have the largest impact on recidivism. The program is centered around reducing major risk areas outlined in the Risk, Need, Responsivity (RNR) Model. Social Learning Theory and Cognitive Behavioral Methods are used, as these are scientifically proven to be the most effective way to treat an offender population.
- **Victims Impact-** The goal of this program is to make offenders aware of how different offenses impact their victims, families, communities, and themselves. Offenses addressed include, but are not limited to: child/elder abuse, domestic violence, sexual assault, violent crime, robbery, homicide, and gang violence.
- **Seeking Safety-** This program teaches coping skills and provides psychoeducation to women suffering from trauma, substance abuse, and PTSD. This group focuses on incarcerated mothers creating safe relationships with their children.
- **Women's Parenting-** This 12-week course is designed for incarcerated mothers. Women in this class engage in special weekly visits with their children.
- **College Academic (General)-** College Academic courses are taught by faculty and staff of CCRI for college credit. Courses include, but are not limited to: Introduction to Literature, Introduction to Business, Fundamental Math, International Relations, Systems Thinking, and Human Health & Disease.

FY21 RIDOC Diversion Programs by Completion Status*



All program completions in FY21 were from College Academic Courses.

Other program categories include Adult Basic Education, GED, Barbering, CCRI Voc-ed, Work Release, and Carpentry/Cabinet Making.

*Data Caveats: Based on 2021 data provided to the Governor's Workforce Board

Risk Need Responsivity



Risk Principle
Identifies **WHO**
to Target

The risk principle states that the level of service provided to an offender should match their risk of reoffending. As a result, supervision and treatment should be reserved for higher risk offenders, while low risk offenders require little to no intervention. In fact, research has found that too much treatment, or the wrong type of treatment, may be detrimental to a low risk offender.



Need Principle
Identifies **WHAT**
to Target

The need principle indicates that treatment should focus on an offender's dynamic criminogenic needs (the factors most likely to lead to crime) and prioritize treatment accordingly.



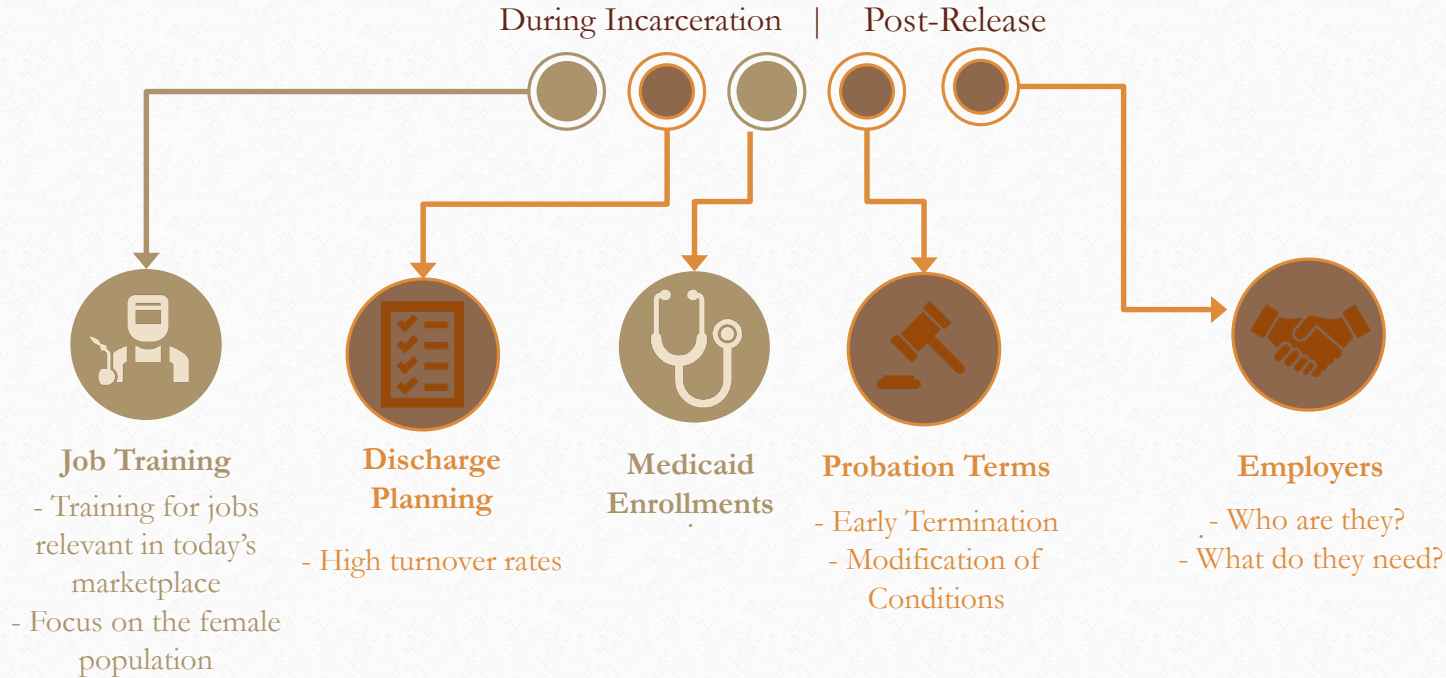
Responsivity
Identifies **HOW**
to Target

The responsivity principle attempts to remove barriers to success. *General* responsivity suggests staff should use interventions known to be effective with offenders.



Focus Areas

Focus Areas



Goal

