



# **Increasing Public Safety and Generating Savings:**

Options for  
Rhode Island Policymakers

Providence, RI  
December 16, 2005

## **Council of State Governments – Eastern Regional Conference**

### **Overview**

- **Analysis of Rhode Island's Prison Population**
  - Dr. James Austin, JFA Institute
- **Case Studies of Other States & Possible Next Steps for Rhode Island Policymakers**
  - Michael Thompson, Council of State Governments

## **Analysis of Rhode Island's Prison Population**

**Dr. James Austin, JFA Institute**

- **Current Trends**
- **Past and Future Prison Population Trends**
- **Parole**
- **Probation**

# **Current Trends**

## Rhode Island / US: Population and Crime Trends

- **14-24 year old male population projected to decrease by 8%**
- **Violent crime rate is 40% lower than national average**
- **Crime rates have declined alongside national rates**

	U.S.	Rhode Island
<b>POPULATION</b>		
Total Population (7/1/04)	293,655,404	1,080,632
1-year change (7/1/03 – 7/1/04)	1.0%	0.4%
10-year change (7/1/94 – 7/1/04)	12.8%	6.4%
% White Population	75%	85%
Projected Population by 2025	349, 439,199	1,141,000
Projected Increase in males age 14-24	+1%	-8%
<b>CRIME RATE (Rate per 100,000 pop)</b>		
UCR Part I Reported Crime Rates (2004)		
Total	4,063	3,280
Violent	466	247
Property	3,517	2,884
Change in Total Reported Crime Rate		
1-year change 2003-2004		
Violent Crime	-2.2%	-13.4%
Property Crime	-2.1%	-3.7%
10-year change 1995-2004		
Violent Crime	-32%	-33%
Property Crime	-23%	-26%

Sources: U.S. Census Bureau, Population Division. Population estimates for July 1, 2003 (released 12/20/03). Uniform Crime Reports, Crime in the United States 2004, Federal Bureau of Investigation.

## Rhode Island / US: Prison Population

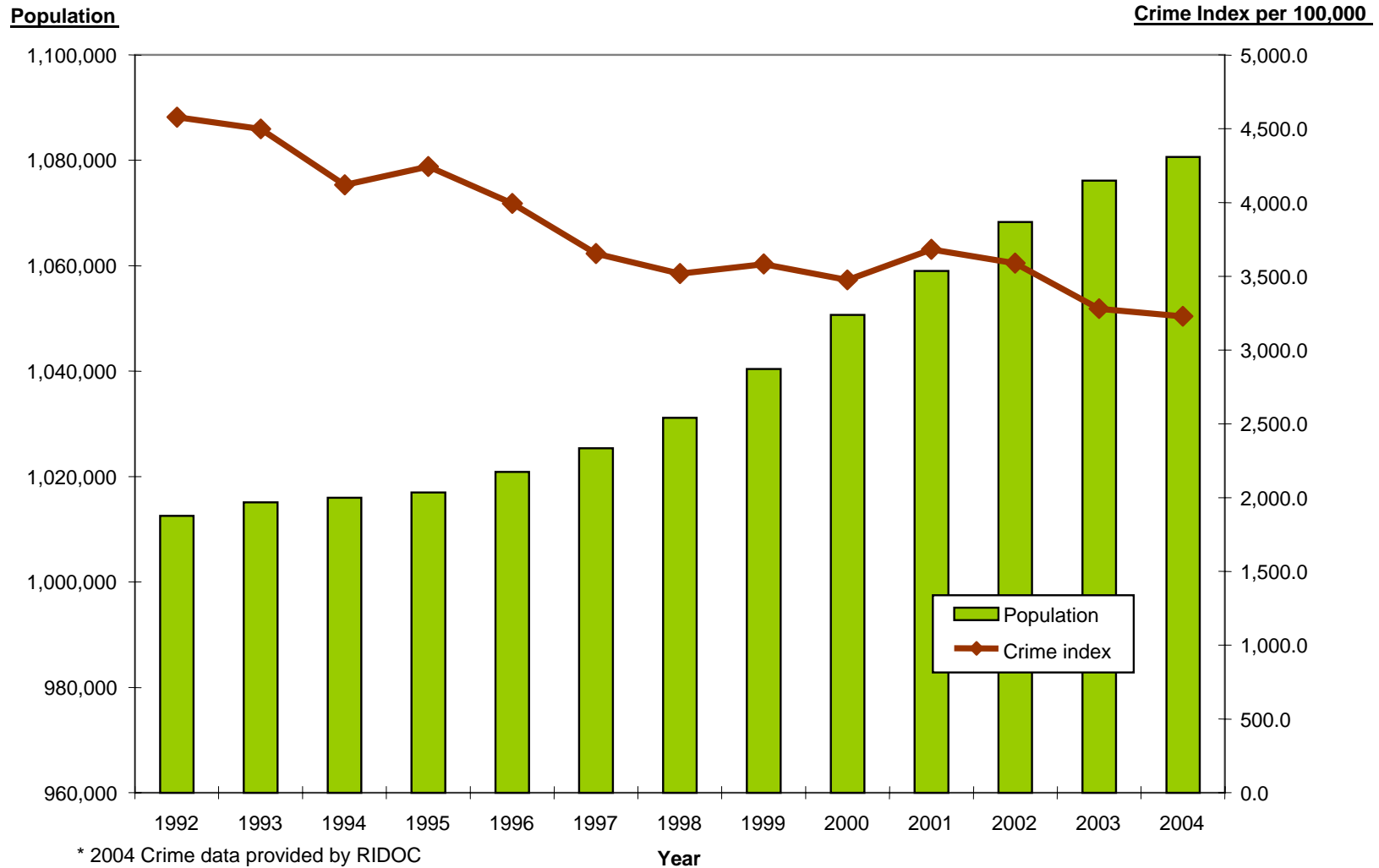
- **Prison population increased 15% over the last 10 years – slower than the national average**
- **Due to a low crime rate and modest prison terms, the incarceration rate is low**
- **Low parole rate**
- **Very high probation rate**

	U.S.	Rhode Island
Total Inmates (State Prisons Only)	1,241,034	3,348
10-year change (1995-2004)	29%	15%
Average annual change (1995-2004)	3.9%	1.3%
Incarceration Rate (Rate per 100,000 inhabitants)	423	184
Parole Population Per 100,000 Adults 2004	307	44
Probation Population Per 100,000 Adults 2004	1,871	3,117

Sources: Prisoners in 2004 from Bureau of Justice Statistics (October 2005); Probation and Parole in the United States, 2004 from Bureau of Justice Statistics (November 2005).

# Rhode Island: Comparison of Crime Index and Population

Figure 1: Historical Comparison of Rhode Island Crime Index & Population



## RIDOC Historical Admissions

- **Over the last 10 years:**
  - **Awaiting trial admissions increased 20%**
  - **Sentenced admissions grew 10%**
  - **Total admissions climbed 18%**

FY	Awaiting Trial	Sentenced	Total
1996	11,072	3,516	14,588
1997	11,084	3,754	14,838
1998	12,367	3,794	16,161
1999	11,207	3,427	14,634
2000	12,542	3,713	16,255
2001	13,126	3,509	16,635
2002	13,893	3,560	17,453
2003	13,655	3,732	17,387
2004	14,257	4,084	18,341
2005	13,281	3,881	17,162
Numeric Change	+2,209	+365	+2,574
Percent Change	+20%	+10%	+18%



## RIDOC Awaiting Trial Admissions by Admission Reason

- The largest percentage of awaiting trial admissions besides new commitments are for “failure to appear”
- 18% of awaiting trial admissions are probation violators
- 9,600 persons generate over 13,000 admissions

Admission Type	N	%
Civil Purge	797	6%
Probation Violator	2,391	18%
Bail Violator	133	1%
Failure to Pay	398	3%
Failure to Appear	3,984	30%
Fugitive	133	1%
Other	8	0%
New Commit	5,445	41%
Total Admissions	13,281	100%
Total Number of Persons	9,603	72%

## RIDOC Sentenced Admissions by Admission Reason

- **Half of sentenced admissions are for new sentences**
- **Technical parole and probation violators represent 16% of sentenced admissions**
- **25% of sentenced admissions are persons on probation who commit new offenses**

Admission Type	N	%
Parole Violator New Commitment	39	1%
Parole Violator Technical	116	3%
Parole Violator Other	78	2%
Probation Violator New Commitment	970	25%
Probation Violator Technical	505	13%
Probation Violator Other	194	5%
Bail Violator	39	1%
New Sentence	1,902	49%
Other	39	1%
Total	3,881	100%

## Female Sentenced Admissions by Offense & Average Length of Stay FY2005

Offender Group		N	Percent	Average Sentence (Mos)	Average Wait To Ped (Mos)	Jail Time Credits (Days)	Length Of Stay Expiration (Mos)	Length Of Stay Parole (Mos)
Sentence Less Than 6 months	Violent	43	9.6%	3.4	N/A	20.5	3.1	N/A
	Drug	29	6.5%	3.9	N/A	30.8	3.9	N/A
	Non-Violent	266	59.4%	2.8	N/A	11.6	2.6	N/A
	<b>Subtotal</b>	<b>339</b>	<b>75.7%</b>	<b>3.0</b>	<b>N/A</b>	<b>N/A</b>	<b>2.8</b>	<b>N/A</b>
Sentence Greater Than 6 months	Violent	24	5.4%	28.4	9.5	136.8	12.6	21.6
	Drug	32	7.1%	21.8	7.3	69.7	20.3	5.4
	Non-Violent	53	11.8%	14.5	4.8	26.8	11.8	8.2
	Lifer	0	0.0%	N/A	N/A	N/A	N/A	N/A
	Pending	0	0.0%	N/A	N/A	N/A	N/A	N/A
	<b>Subtotal</b>	<b>109</b>	<b>24.3%</b>	<b>24.3</b>	<b>6.7</b>	<b>63.6</b>	<b>14.2</b>	<b>10.8</b>
<b>Total All Admits</b>		<b>448</b>	<b>100.0%</b>	<b>7.0</b>	<b>6.6</b>	<b>26.3</b>	<b>5.0</b>	<b>23.2</b>

## Male Sentenced Admissions by Offense & Average Length of Stay FY2005

Offender Group		N	Percent	Average Sentence (Mos)	Average Wait to PED (Mos)	Jail Time Credits (Days)	Length of Stay Expiration (Mos)	Length of Stay Parole (Mos)
Sentence Less Than 6 months	Violent	474	13.9%	3.1	N/A	18.2	3.1	N/A
	Breaking & Entering	50	1.5%	3.6	N/A	39.9	3.8	N/A
	Drug	108	3.2%	4.3	N/A	48.3	4.4	N/A
	Drug Possession	269	7.9%	3.4	N/A	26.4	3.3	N/A
	Non-Violent	1,247	36.6%	2.8	N/A	11.0	2.7	N/A
	Weapons	25	0.7%	3.7	N/A	18.9	3.1	N/A
	Sex	14	0.4%	4.0	N/A	37.9	3.9	N/A
	Pending	32	0.9%	3.0	N/A	6.6	2.5	N/A
	<b>Subtotal</b>	<b>2,219</b>	<b>65.1%</b>	<b>3.0</b>	<b>N/A</b>	<b>17.1</b>	<b>3.0</b>	<b>N/A</b>
Sentence Greater Than 6 months	Violent	396	11.6%	59.4	20.2	168.6	34.0	31.8
	Breaking & Entering	118	3.5%	40.0	13.3	132.3	31.3	22.7
	Drug	226	6.6%	28.2	9.4	130.0	18.6	15.0
	Drug Possession	111	3.3%	18.1	6.0	82.8	14.7	17.3
	Non-Violent	242	7.1%	22.4	7.37	63.9	14.3	13.8
	Weapons	37	1.1%	21.5	7.2	117.9	13.8	23.6
	Sex	53	1.6%	102.7	34.7	244.8	47.5	48.9
	Lifer	5	0.1%	Life	N/A	N/A	N/A	N/A
	Pending	1	0.0%	8.0	2.7	197.0	7.7	N/A
	<b>Subtotal</b>	<b>1,189</b>	<b>34.9%</b>	<b>40.9</b>	<b>13.8</b>	<b>132.3</b>	<b>25.3</b>	<b>23.2</b>
<b>Total</b>		<b>3,408</b>	<b>100.0%</b>	<b>17.0</b>	<b>13.8</b>	<b>57.2</b>	<b>9.3</b>	<b>22.2</b>

# **Past and Future Prison Population Trends**

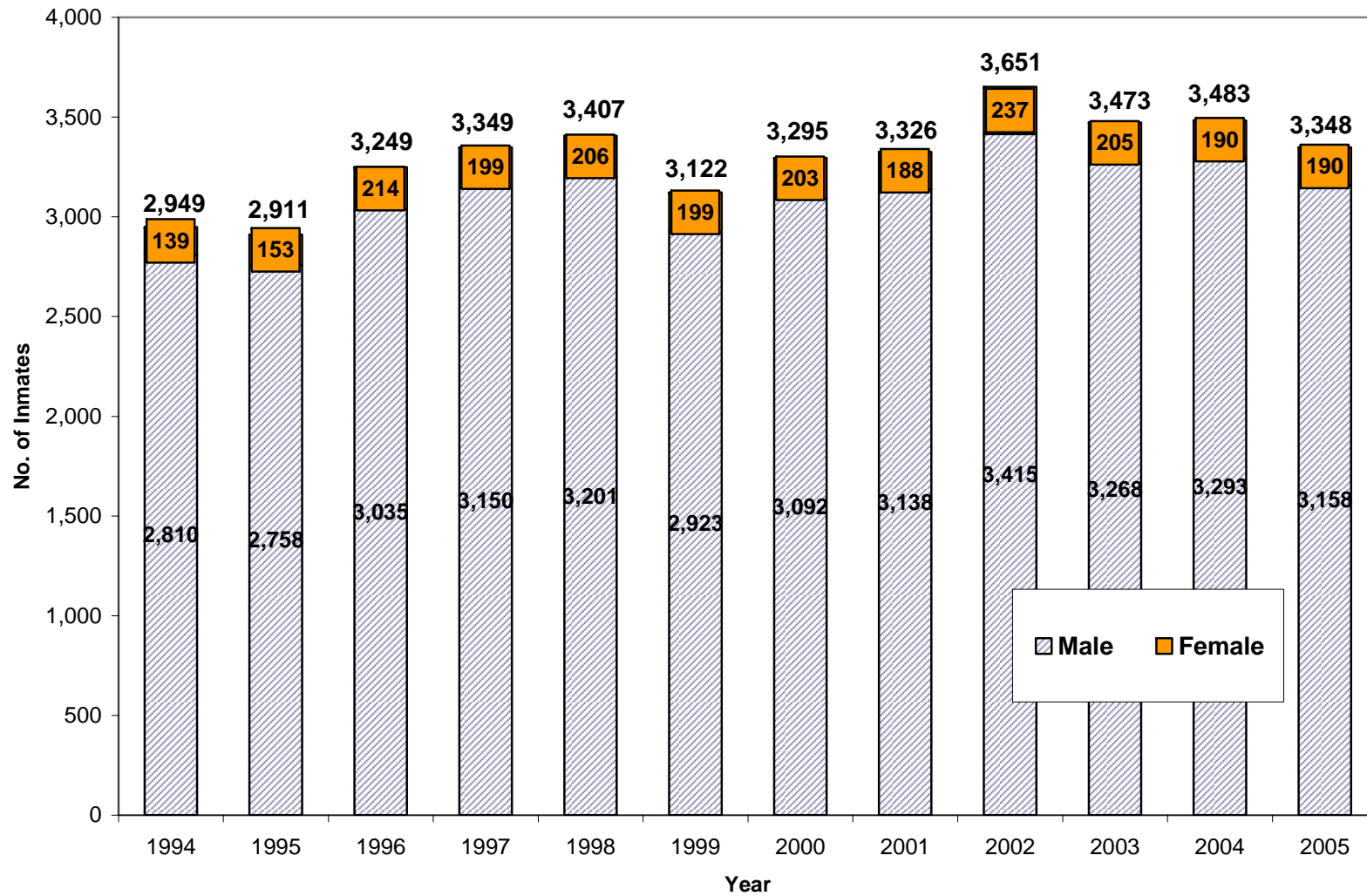
## Historical Inmate Population by Gender (End of Fiscal Year)

Over the past 10 years:

- Awaiting trial population doubled
- Sentenced population saw minimal increases

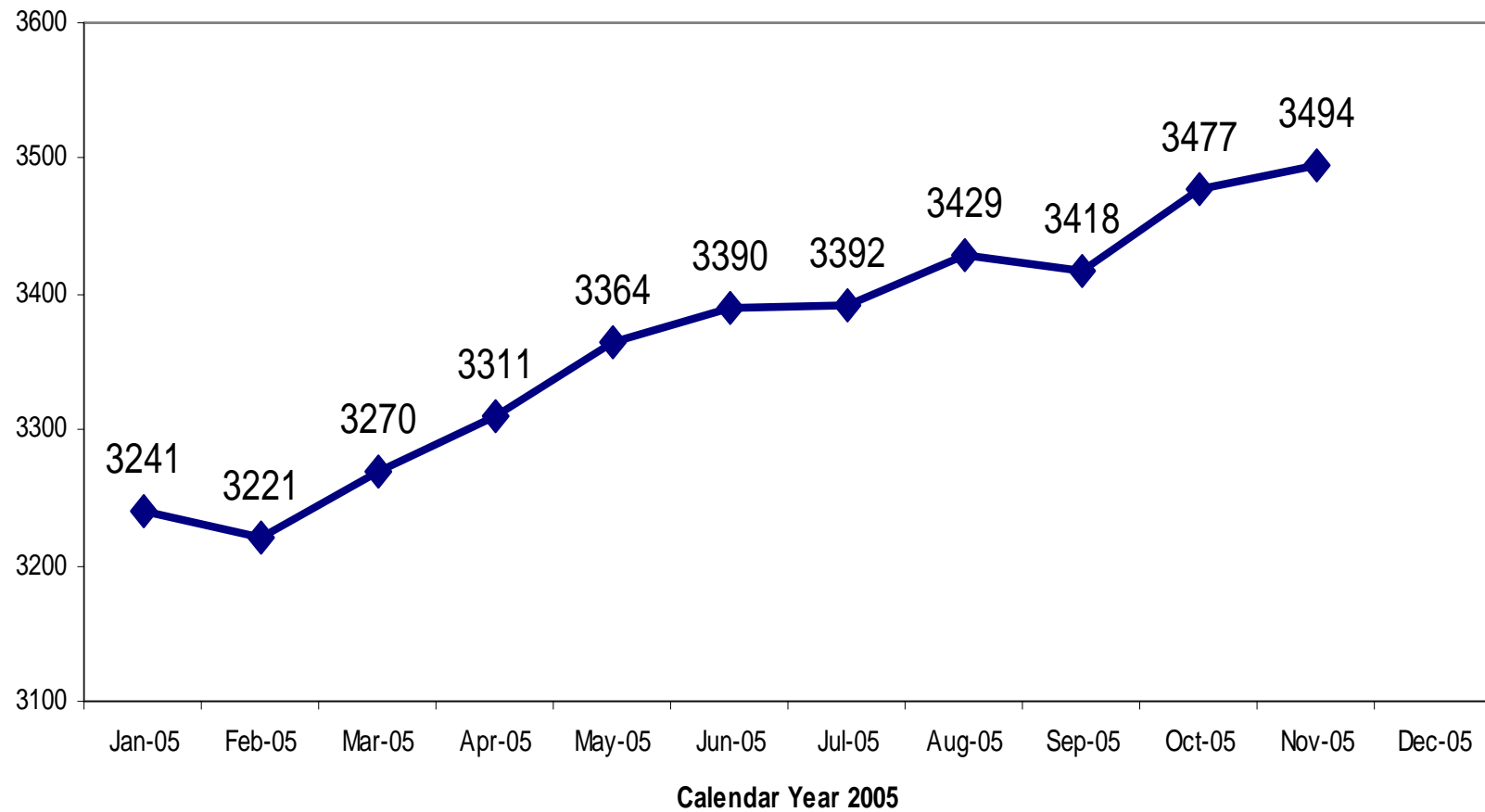
FY	Awaiting Trial			Sentenced			Totals		
	M	F	Total	M	F	Total	M	F	Total
1994	410	36	446	2,400	103	2,503	2,810	139	<b>2,949</b>
1995	497	45	542	2,261	108	2,369	2,758	153	<b>2,911</b>
1996	525	36	561	2,510	178	2,688	3,035	214	<b>3,249</b>
1997	590	55	645	2,560	144	2,704	3,150	199	<b>3,349</b>
1998	544	42	586	2,657	164	2,821	3,201	206	<b>3,407</b>
1999	476	46	522	2,447	153	2,600	2,923	199	<b>3,122</b>
2000	587	58	645	2,505	145	2,650	3,092	203	<b>3,295</b>
2001	693	61	754	2,445	127	2,572	3,138	188	<b>3,326</b>
2002	772	68	840	2,643	169	2,811	3,415	237	<b>3,651</b>
2003	705	65	770	2,563	140	2,703	3,268	205	<b>3,473</b>
2004	707	68	775	2,586	122	2,708	3,293	190	<b>3,483</b>
2005	728	73	801	2,430	117	2,547	3,158	190	<b>3,348</b>

## Historical Inmate Population



## Average Total Population by Month - 2005

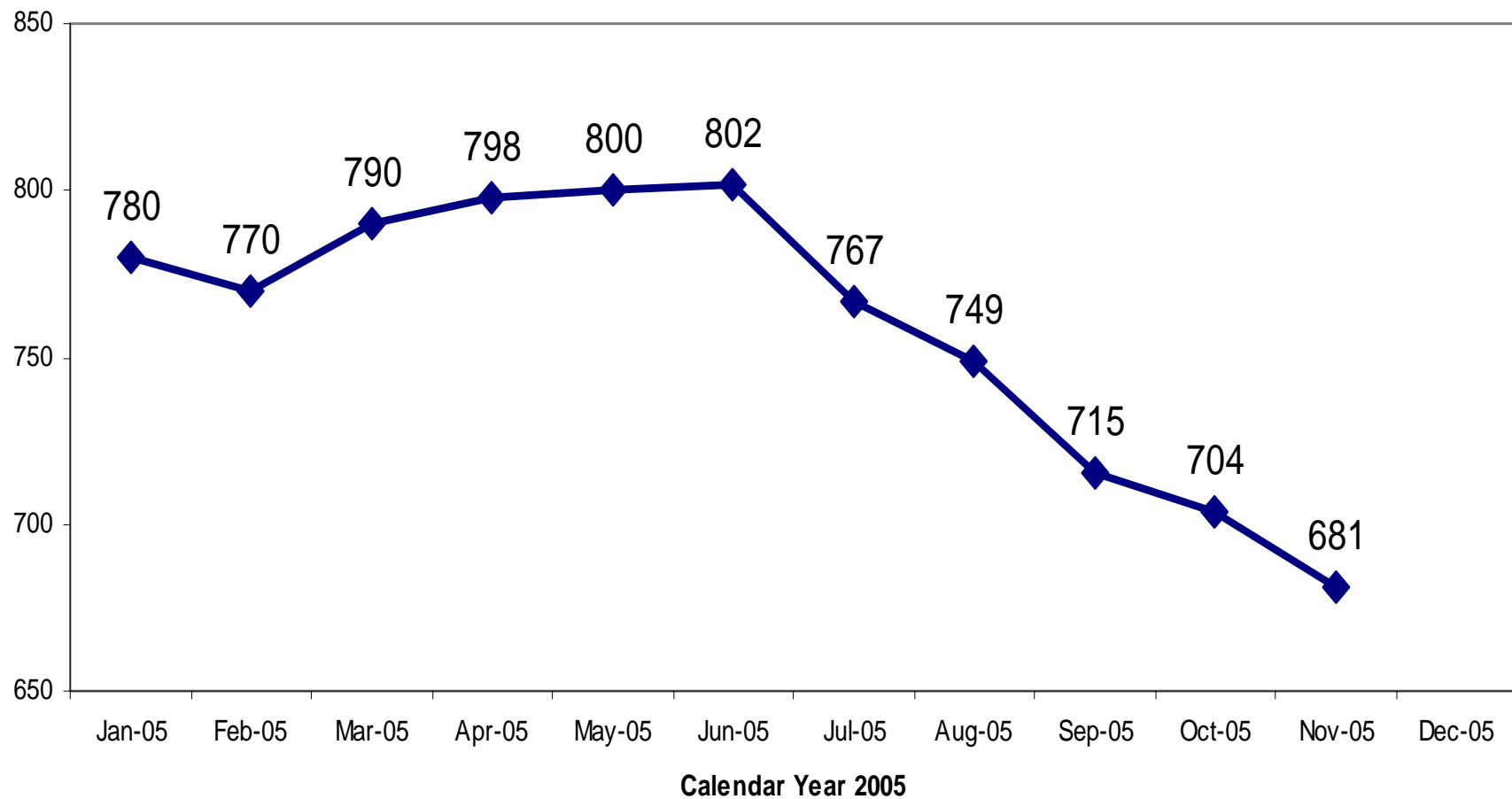
RIDOC Average Total Population by Month CY05





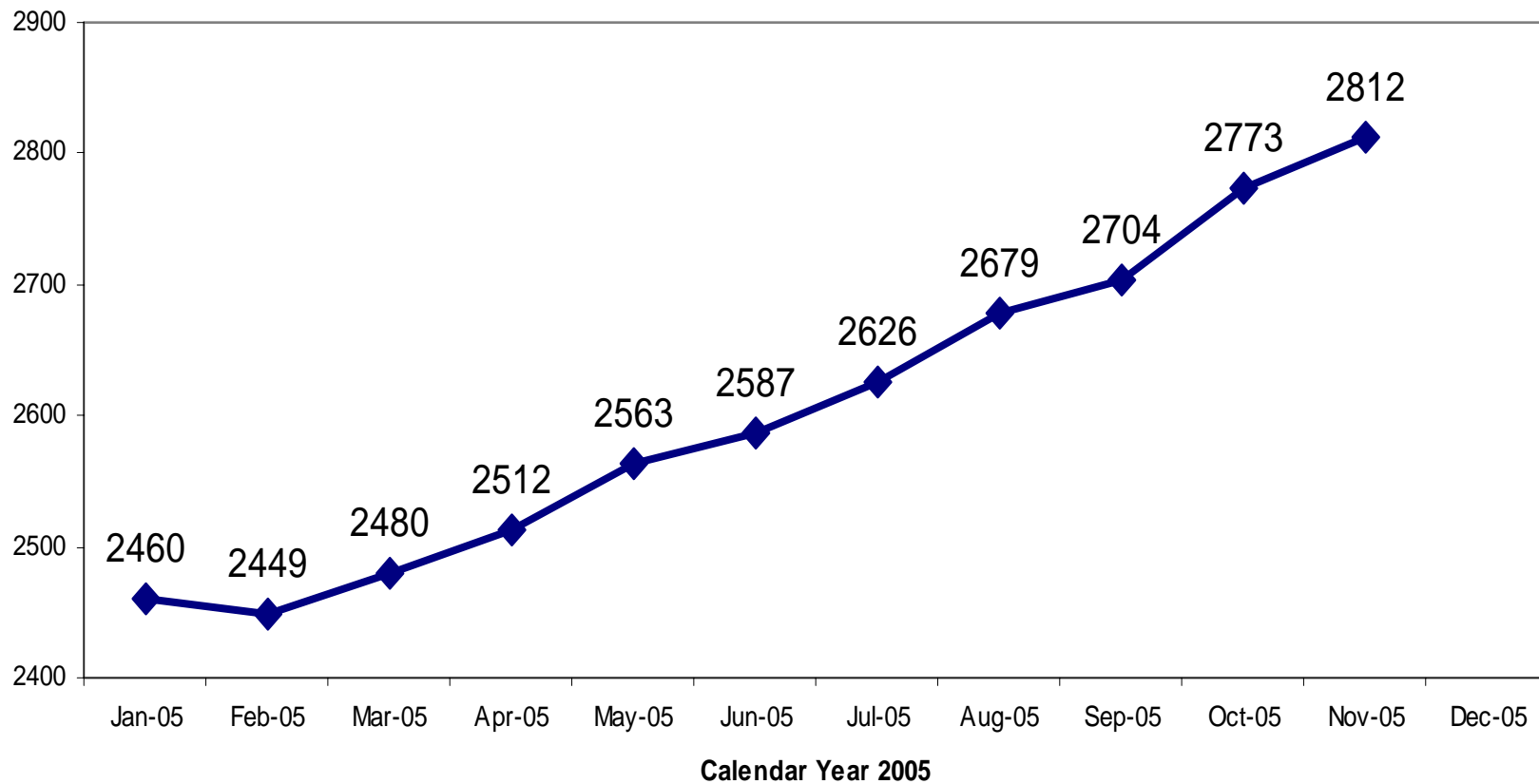
## Average Awaiting Trial Population by Month - 2005

RIDOC Average Monthly Awaiting Trial Population CY05



## Average Sentenced Population by Month - 2005

RIDOC Average Monthly Sentenced Population CY05



## JFA Forecast: Ten Year Sentenced Projections

- Overall correctional population is projected to grow 18% over the next 10 years
- Recent trends could result in even greater population growth

Year	Pretrial		Sentenced		Totals
	Males	Females	Males	Females	
2006	671	71	2,500	122	3,364
2007	721	72	2,551	126	3,470
2008	758	74	2,573	130	3,535
2009	755	81	2,605	132	3,573
2010	777	80	2,648	132	3,637
2011	798	83	2,661	134	3,676
2012	840	87	2,688	136	3,751
2013	854	82	2,719	135	3,790
2014	896	93	2,725	138	3,852
2015	926	95	2,758	140	3,919
2016	952	103	2,767	141	3,963

## Rhode Island Recidivism Within 12 Months

- **31% of released prisoners are back in prison within a year**
- **Rhode Island's reincarceration rate is 10% higher than national statistics**

Recidivism Results	N	%
Total Released	809	100.0%
Total Returned with in 12 months	252	31.1%
Reason for Return		
Parole Violator	89	35.3
Probation Violator	78	31.0
Newly Sentenced	76	30.2
Other		

## **Analysis of Rhode Island's Prison Population**

# **Parole**

## Releases by Gender – Sentences Greater Than 6 months - FY2005

- There is little difference in the LOS for those paroled and those not paroled
- Paroled prisoners have a longer sentence and are doing about 40% of their sentences before being released

Release Type	N	%	Avg. Sentence (Mos.)	Avg. LOS (Mos.)
	Male			
Expiration of Sentence	827	57%	28.1	25.4
Parole	402	28%	59.6	23.7
Other	95	7%	64.3	--
Total	1,324	92%	40.2	24.9
	Female			
Expiration of Sentence	73	5%	14.9	14.3
Parole	38	3%	35.3	11.7
Other	10	1%	13.7	--
Total	121	8%	21.2	13.5
	Total			
Expiration of Sentence	900	62%	27.2	24.5
Parole	440	30%	57.5	22.6
Other	105	7%	59.2	--
Total	1,445	100 %	38.6	23.9

## Recent Parole Hearing Decisions CY2005

- Recent trends indicate a 5% to 10% decline in the parole grant rate

Month	Hearings	Grant	Grant Rate	Denied	Deny Rate	Continued	Continue Rate
January	98	35	36%	57	58%	6	6%
February	102	37	36%	59	58%	6	6%
March	90	47	52%	36	40%	7	8%
April	118	46	39%	62	53%	10	8%
May	134	44	33%	71	53%	19	14%
June	111	41	37%	55	50%	15	14%
July	116	39	34%	65	56%	12	10%
August	109	37	34%	63	58%	9	8%
September	159	52	33%	90	57%	17	10%
October	138	40	29%	86	62%	12	9%

## **Parole Granted But Not Released**

**25% of offenders granted parole were not released as scheduled**

**Reasons for not being released:**

- **17% - Waiting for verification**
- **42% - Waiting for programming**
- **38% - Prisoner wants to “flatten”**



## **Parole Denied**

**Half of parole denials found offenders not participating in programming.**

**This is due either to a lack of programs in prison or low motivation among offenders.**

## Adjusted Parole Grant Rates

- The reported parole grant rate is 37%
- When other parole eligible cases are factored in, the rate is actually about 27%

Scenario	Applications	Granted	Grant Rate
Unadjusted	678	254	37.0%
Add Flatten and Waived Cases	784	254	32.4%
Add Waived and Delay Requested	856	254	29.7%
Add Parole Declined after Granted	856	231	27.0%

# Probation

## Demographics of Probation Population

Characteristic	N	%	Characteristic	N	%
Sex			Offense Type		
Male	556	82%	Violent	110	16%
Female	124	18%	Sex	3	0%
Race			Domestic Violence	131	19%
Black	89	13%	Drug Possession	119	17%
White	457	67%	Drug Sale	21	3%
Hispanic	102	15%	Fraud	37	5%
Other	34	5%	Breaking and Entering	10	1%
Age			Driving Violations	99	15%
Under 20	20	3%	Other Non-Violent	148	22%
20-29	269	39%	Other	4	0%
30-39	180	26%	Special Condition of Release (First listed)		
40-49	150	22%	Restitution	87	13%
50 and above	63	9%	Counseling	21	3%
Average age	34 years		Community Service	34	5%
Offense Category			AIDS Testing	8	1%
Felony	207	30%	No Contact Order – Domestic Violence	142	20%
Misdemeanor	417	61%	Mental Health Counseling	18	3%
Inter-State	55	8%	Substance Abuse Counseling	50	7%
Other	3	0%	Urinalysis	1	0%
State of Origin			Minimum Sanctions	22	3%
Rhode Island	606	89%	None	299	44%
Massachusetts	41	6%	Banked at Release?	345	51%
Connecticut	12	2%			
Other	23	3%			

## Length of Supervision by Status

- **Felony offenders are on probation for an average of about five years**
- **About half of the probationers are transferred to “banked” status prior to termination for an average of 13 months**

Type of Release	N	Months
Total – All Releases	682	30 mos
Expired	579	28 mos
Closed	79	45 mos
Other	23	14 mos
Length of time On “Banked” Status	343	13 mos
Felony probation	207	57 mos
Misdemeanor probation	416	16 mos

## Probation Success Measures

<b>Probation Terminations Per Year</b>	<b>N</b>	<b>%</b>
Expired	580	85%
Closed	79	12%
Other	23	3%
Total Probation Terminations	6,513	100%
<b>Probation Violations Per Year</b>		
Admitted as Awaiting Trial	2,391	37%
Admitted as Sentenced – Not included in Awaiting Trial	1,162	18%
Total Probation Violations	3,553	55%

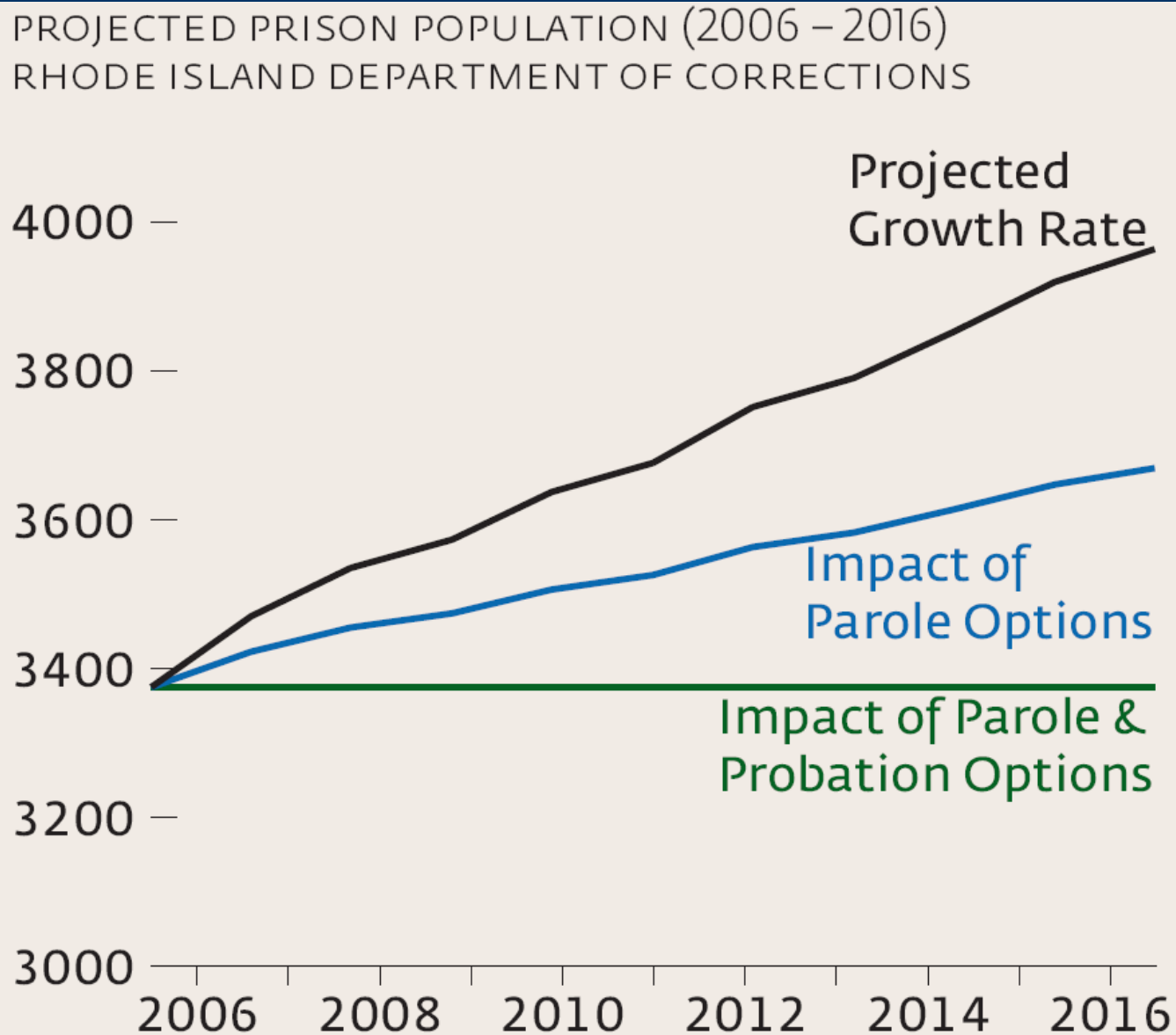
# **Options to Curb Growth in the Prison Population**

## Options for Averting Projected Prison Growth

Option	Impact
1. Increase the level of supervision through better use of parole for offenders released to the community.	125 beds
2. Make offenders (and providers) more accountable for successful completion of treatment programs	200 beds
3. Target community supervision resources to reduce probation revocations by 25%	500 beds



## Options for Averting Projected Prison Growth



## **Case Studies & Next Steps**

**Michael Thompson, Council of State Governments**

- **Justice Reinvestment and its Application in Other States**
- **Justice Reinvestment in Rhode Island**
- **Next Steps for RI Policymakers**

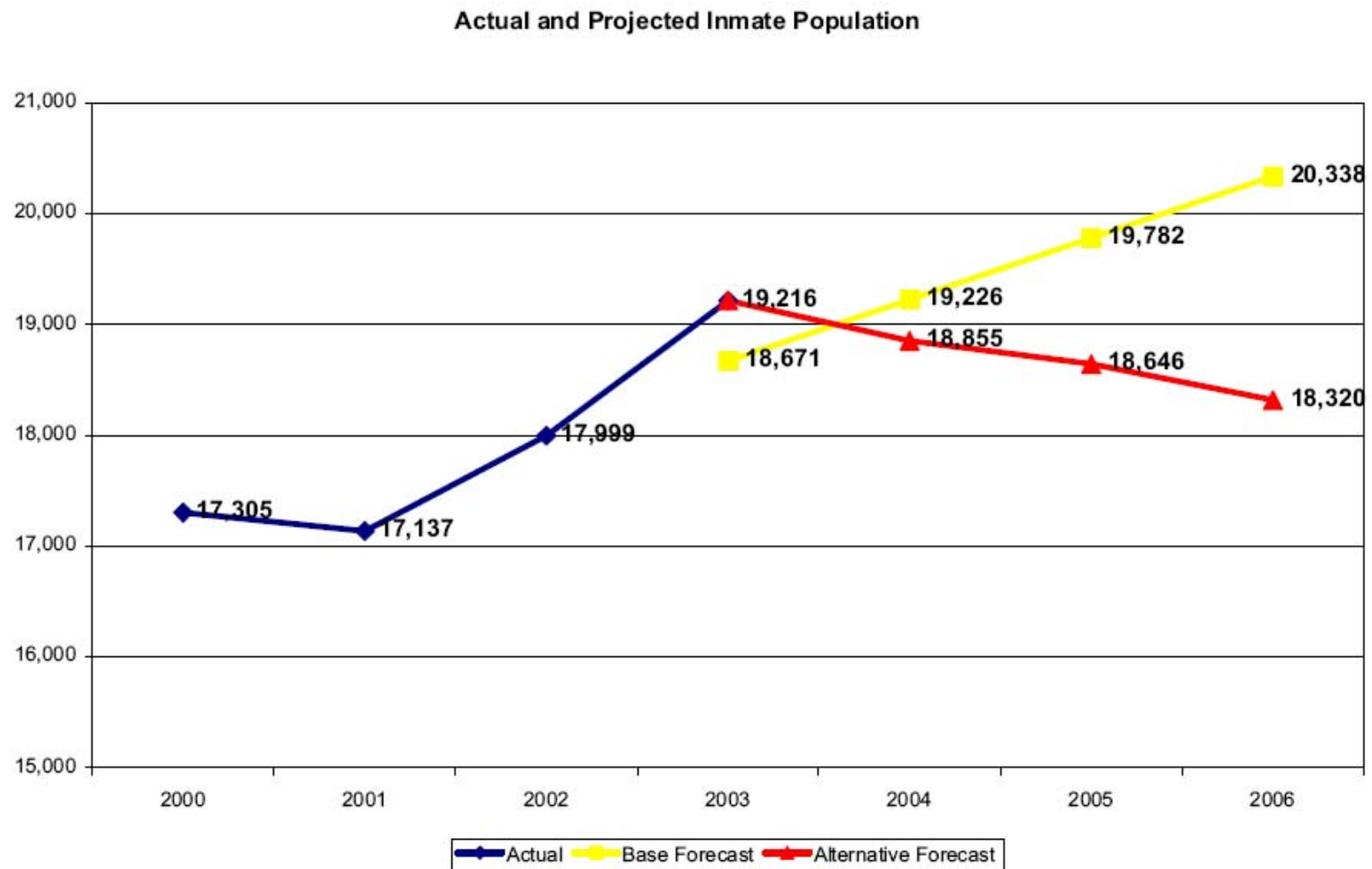
# Justice Reinvestment and its Application in Other States

## **Goals of a Justice Reinvestment Strategy**

- 1. Identify opportunities to reduce recidivism**
- 2. Generate savings**
- 3. Reinvest in community supervision and neighborhood-based strategies**
- 4. Measure performance and ensure accountability**

# Justice Reinvestment Case Study

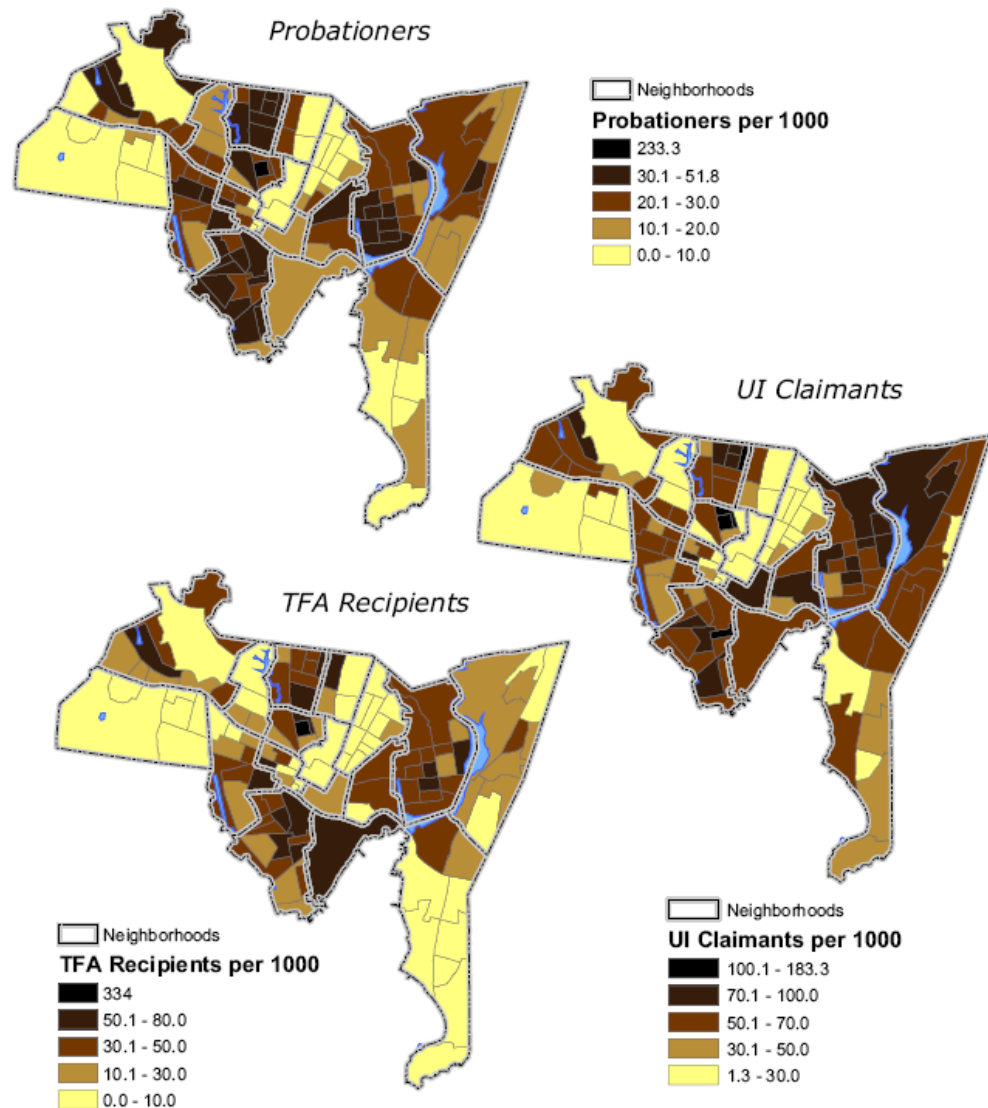
## Connecticut



# Justice Reinvestment Case Study

## Connecticut

Probationers, Unemployment Insurance Claimants,  
and TFA Recipients



## Justice Reinvestment Case Study

### Connecticut: Saving Prison Beds and Generating Savings

Option	Bed Savings	Cost Savings (in millions)
a. 85 percent release restriction	843	\$15.4M
b. Parolees released, on average, no later than five months after their parole eligibility date	459	\$8.4M
c. Reduce probation technical violation admissions, on average, by 25 percent	488	\$8.9M
d. Reduce, on average, the LOS of probation technical violators by three months	341	\$6.2M
e. Release short term sentenced prisoners after having served 50 percent of the sentence	279	\$5.1M
f. Reduce transitional supervision/ community and parole technical violations	268	\$4.9M
<b>Totals</b>	<b>2,678</b>	<b>\$48.9M</b>

## Justice Reinvestment Case Study

### Connecticut: Media Coverage



#### **Lawmakers approve plan to reduce prison population**

May 6, 2004 – Associated Press

HARTFORD, Conn. -- The state Senate passed a plan to reduce Connecticut's prison population Wednesday night, finishing a major legislative priority just an hour before the session's close.

Senators praised the bill as an effort to reduce recidivism and a way to avoid building more prisons. The measure passed 36-0 and now heads to Gov. John G. Rowland's desk.

"The nature of this is to address what we all understand to be an overwhelming problem," said Sen. Andrew McDonald, D-Stamford, co-chairman of the Judiciary Committee. "I think it also represents a recognition of the fact that we will never be able to build our way out of a criminal justice issue."

The state's prison population - around 19,000 - is about 2,000 more than state facilities were built to handle, McDonald said. Advocates of the legislation said it could reduce the prison population by up to 2,000 inmates.

...



## **Justice Reinvestment Case Study**

### **Connecticut: Outcomes**

#### **The Results:**

- Inmates housed out of state housed returned to CT**
- \$14 million reinvested in community supervision, community-based programs**
- Focus on inter-agency collaboration, improved outcomes, and increased accountability**

## **Justice Reinvestment Case Study**

### **Kansas: Reducing Recidivism to Generate Savings**

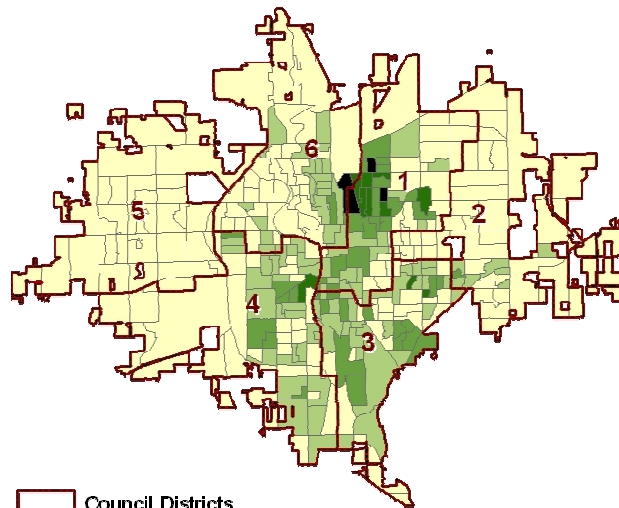
- **Two-thirds of all admissions are revocations for violations of conditions of supervision**
- **40 percent of admissions come from two counties**
- **Plan to reduce revocations by 300 individuals annually to save the state 100 prison beds**

## Justice Reinvestment Case Study

### Wichita, Kansas: TANF Recipients and Prison Admissions

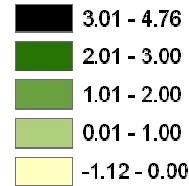
#### TANF Recipients and Prison Admissions Expressed as Standard Deviations from the Mean Value

*TANF Recipients per 1000 SD  
by Census Block Group, Wichita*

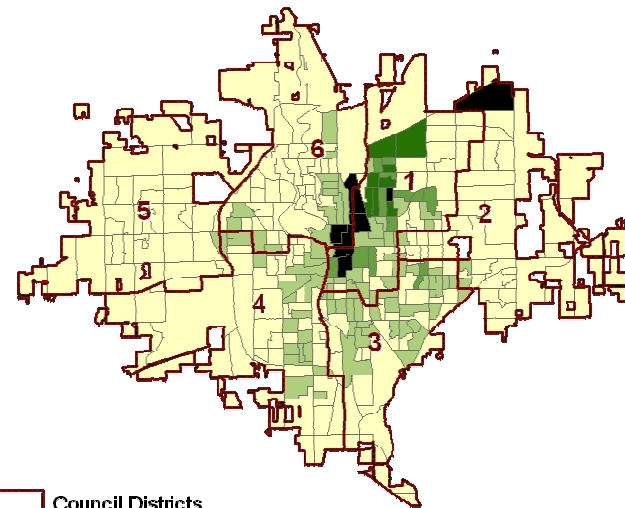


Council Districts

**TANF per 1000 SD**

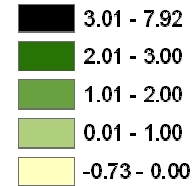


*Prison Admissions per 1000 SD  
by Census Block Group, Wichita*



Council Districts

**Prison Adm per 1000 SD**



0 1.5 3 6 Miles



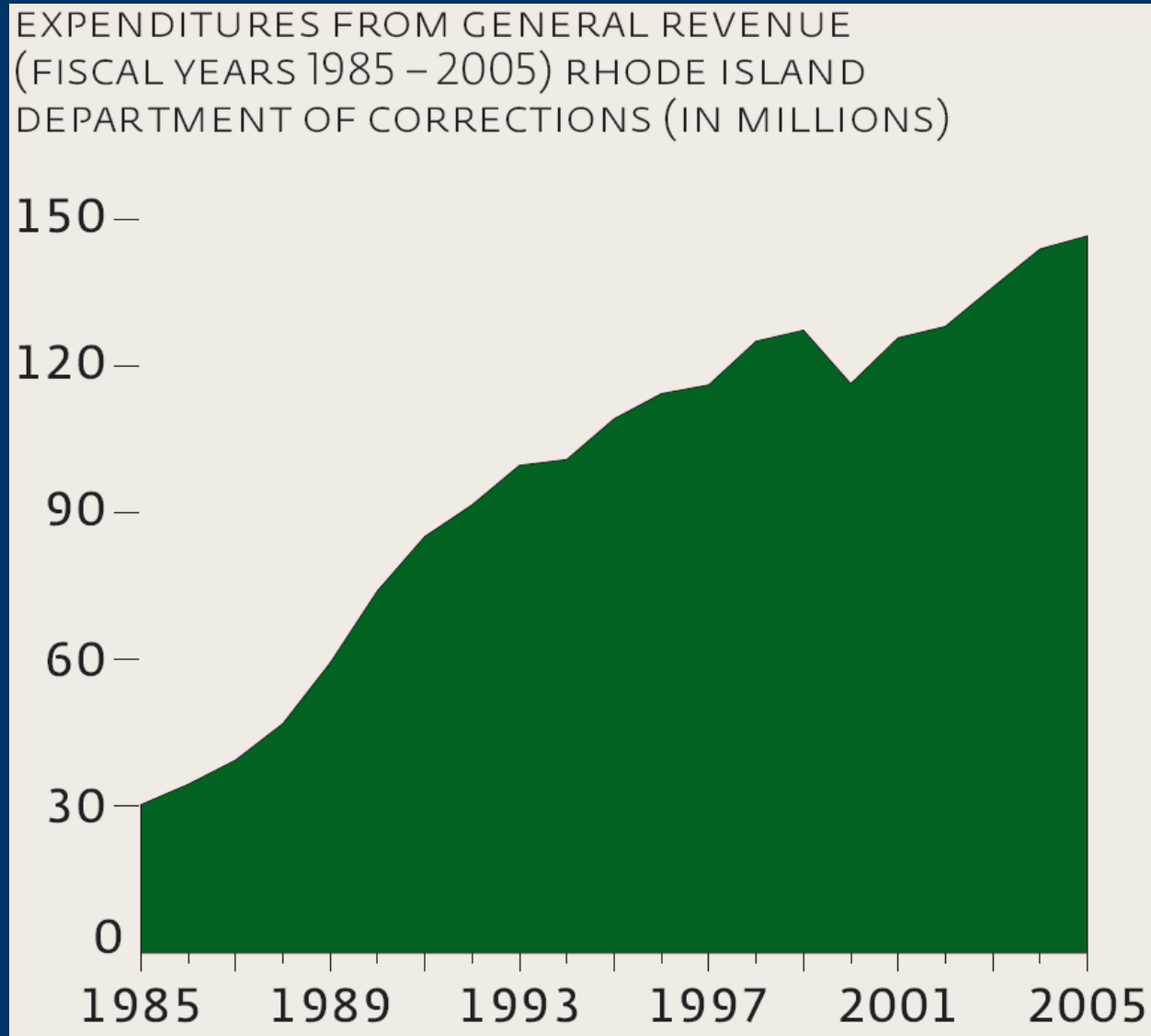
## **Justice Reinvestment Case Study**

### **Kansas: Funding Strategies to Reduce Recidivism**

- **State and local officials invested \$1 million in pilot re-entry project focused on Wichita aimed at reducing recidivism**
- **Matches sought from public and private partners**

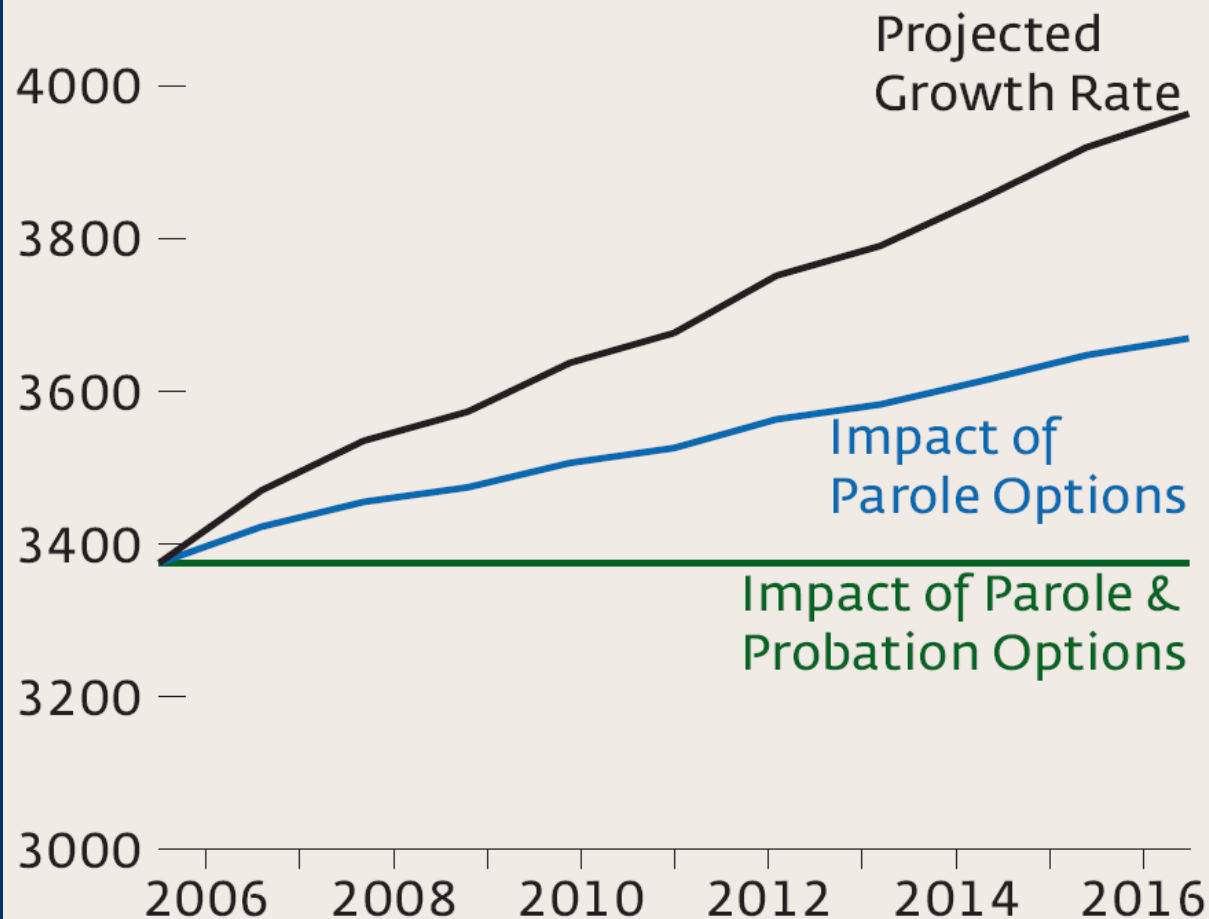
# **Justice Reinvestment in Rhode Island**

## Rhode Island: Next Steps



## Rhode Island: Next Steps

PROJECTED PRISON POPULATION (2006 – 2016)  
RHODE ISLAND DEPARTMENT OF CORRECTIONS

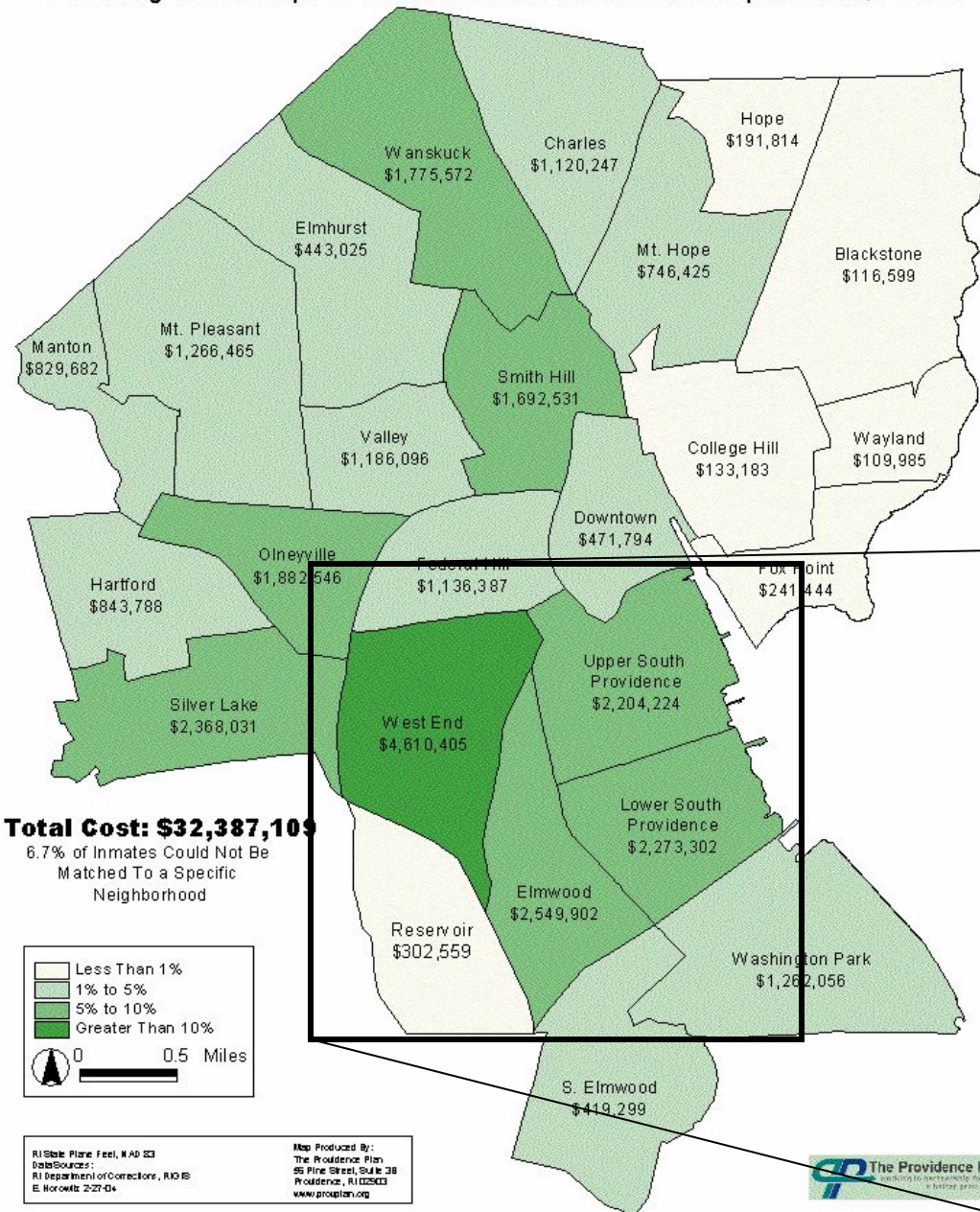


**\$173 million**  
in additional spending  
over the next 10 years

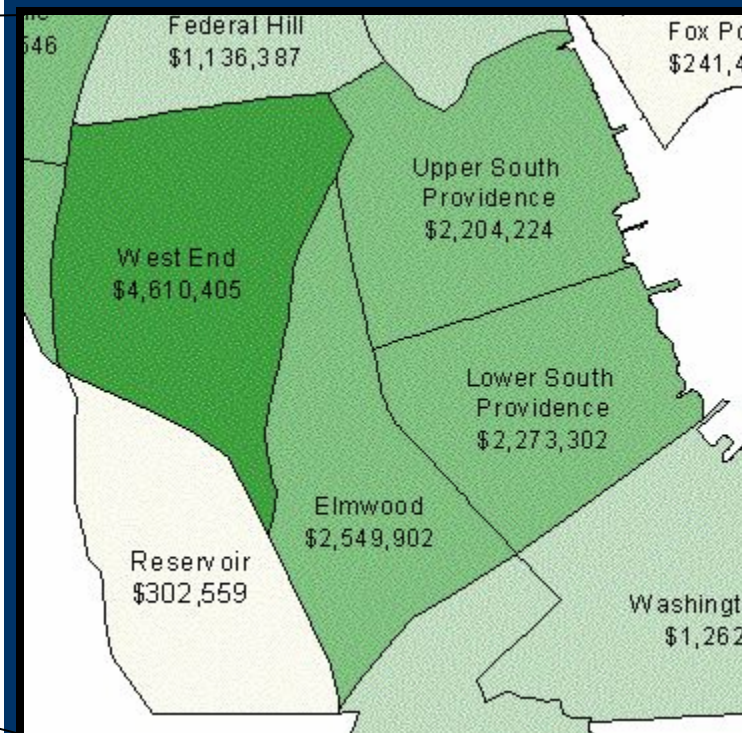


## Annual Cost of Incarceration Per Neighborhood, Providence

Excluding Central Dept. of Corrections Administration and Capital Costs, FY2003



- RI spends \$32 million annually incarcerating Providence residents
- \$11.6 million is spent on just four South Providence neighborhoods





## Rhode Island: Next Steps

Percent of offenders who are returned to prison within:

Rhode Island

3 years of release

50%

1 year of release

31%

---

National

1 year of release

~20%

# Next Steps for Rhode Island Policymakers

## **Rhode Island: Next Steps**

- 1. Generate Savings**
- 2. Reinvest in evidence-based programs, community supervision, and neighborhood-based strategies**
- 3. Measure performance and ensure accountability**

## Rhode Island: Next Steps

### 1. Generate savings

- **Select policy goals**
- **Develop strategies to realize goals**
- **Set performance measures**

<b>Option</b>	<b>Impact</b>
<b>1. Increase the level of supervision through better use of parole for offenders released to the community.</b>	<b>125 beds</b>
<b>2. Make offenders (and providers) more accountable for successful completion of treatment programs</b>	<b>200 beds</b>
<b>3. Target community supervision resources to reduce probation revocations by 25%</b>	<b>500 beds</b>

## **Rhode Island: Next Steps**

### **2. Reinvest in evidence-based programs, community supervision, and neighborhood-based strategies**

- **Identify target communities and local partners**
- **Prioritize reinvestments**

### **3. Measure performance and ensure accountability**

- **Identify and charge an entity with reporting progress across state agencies and implementing strategies and realizing goals defined by legislature**

**Thank You**



**Michael Thompson**  
**Tel: (212) 482-2320**  
**Fax: (212) 482-2344**  
**[mthompson@csg.org](mailto:mthompson@csg.org)**

**[www.reentrypolicy.org](http://www.reentrypolicy.org)**  
**[www.consensusproject.org](http://www.consensusproject.org)**