

Wyoming Department of Corrections Annual Report

REPORT PERIOD: FY2011 (July 1, 2010 through June 30, 2011)

GENERAL INFORMATION:

Agency: Wyoming Department of Corrections

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Other Locations: Afton, Buffalo, Casper, Cheyenne, Cody, Douglas, Evanston, Gillette, Green River, Jackson, Kemmerer, Lander, Laramie, Lusk, Lyman, Newcastle, Pinedale, Powell, Rawlins, Riverton, Rock Springs, Sheridan, Sundance, Torrington, Wheatland, Worland

Year Established and Reorganized: The Wyoming Department of Corrections (WDOC) was established in 1991 as part of the reorganization of Wyoming state government. WDOC assumed management of the four state penal institutions that had previously been under the administration of the Board of Charities and Reform, which was created in 1889, and the Department of Probation and Parole, which was created in 1941. WDOC continued to provide support to the Board of Parole until 2003 when the Board became a separate operating agency.

Statutory References: W.S. §§ 9-2-2012; 25-1-104; 25-1-105

Additional references at: W.S. §§ 7-13-103 through 108; 7-13-301 through 307; 7-13-401 through 411; 7-13-418 through 424; 7-13-501 through 504; 7-13-701 through 702; 7-13-801 through 807; 7-13-901 through 915; 7-13-1001 through 1003; 7-13-1101 through 1107; 7-13-1301 through 1304; 7-13-1401; 7-13-1501; 7-15-101 through 105; 7-16-101 through 7-16-311; 7-18-101 through 115; 7-19-101 through 7-19-603; 7-22-101 through 115; 9-1-701 through 9-1-710; 9-2-2701 through 2706; 25-1-201; 25-2-101 through 104

Organizational Structure: Division of Central Services, Division of Field Services, Division of Prisons, Administration, Investigations, and Policy and Planning

Clients Served: Offenders sentenced by the courts to serve prison sentences, released to parole by the Parole Board, or placed on probation by the courts (including offenders from other states who transfer to Wyoming under the standards of the Interstate Commission on Adult Offender Supervision)

WYOMING QUALITY OF LIFE RESULTS STATEMENTS:

- Wyoming families and individuals live in a stable, safe, supportive, nurturing, healthy environment.
- Wyoming has a diverse economy that provides a livable income and ensures wage equality.
- Students are successfully educated and prepared for life's opportunities.
- Wyoming state government is a responsible steward of State assets and effectively responds to the needs of residents and guests.

- Wyoming values the unique aspects of its western heritage, providing residents and visitors expanding access to cultural, historical and recreational experiences.
- Advanced technologies and quality workforce allow Wyoming business and communities to adapt and thrive.

CONTRIBUTION TO THE WYOMING QUALITY OF LIFE:

- The Wyoming Department of Corrections (WDOC) contributes to the Wyoming quality of life by providing for the safety of families and individuals through effective management of offenders in prison and in the community.
- WDOC provides a livable income and ensures wage equality by ensuring that staff salaries are competitive when compared to the market and by providing offenders with education and job skills necessary to obtain employment.
- WDOC promotes educational opportunities for offenders, including GED, vocational training, and college classes, to ensure students are successfully educated and prepared for life’s opportunities.
- In as cost-effective manner as possible, using research-based approaches, offenders are given opportunities to become law-abiding citizens, while the department addresses the needs of victims and the public.
- WDOC values the unique aspect of Wyoming’s western heritage and provides inmates and staff access to cultural, historical and recreational experiences, perhaps best exemplified through the agriculture and forestry programs at Wyoming Honor Farm and Wyoming Honor Conservation Camp.
- WDOC is committed to a quality workforce and regular partnerships with Wyoming communities that help those communities to thrive. As a steward of State resources, WDOC is committed to prudent use of technology to ensure efficient and effective government.

BASIC FACTS ABOUT THE WYOMING DEPARTMENT OF CORRECTIONS:

WDOC operates five adult prisons (four male facilities: the Wyoming Honor Conservation Camp and Boot Camp (WHCC) in Newcastle, the Wyoming Honor Farm (WHF) in Riverton, the Wyoming Medium Correctional Institution (WMCI) in Torrington, and the Wyoming State Penitentiary (WSP) in Rawlins; and one female facility: the Wyoming Women’s Center (WWC) in Lusk). The department also contracts with three adult community corrections centers (Casper, Cheyenne, and Gillette). WDOC is responsible for the statewide supervision of adult probation and parole offenders with 25 field offices in every county across the state.

FY2011 Staffing:

1,288 FTEs
 3 part-time employees
 10 AWECs

1,301 Total Staff*

**Note: The staffing total does not include contracted service providers such as medical staff, substance abuse treatment providers, and chaplains.*

BY11-12 Budget:

General Funds	\$278,374,386
Federal Funds	\$916,029
Other Funds	\$21,183,336
Total	\$300,473,751

FY11 Expenditures:

General Funds	\$122,311,325
Federal Funds	\$357,482
Other Funds	\$6,264,000
Total	\$128,932,807

The average daily population (ADP) for WDOC inmates for FY11 was 2,115- a slight increase from 2,058 in FY10. Approximately 220 of those inmates were housed in non-department facilities, including adult community corrections centers, county jails, as well as a 100-bed secure treatment facility in Casper. The ADP for offenders currently under WDOC supervision for probation and parole for FY11 is 6,318.

For FY11, there were 864 inmate intakes with 835 inmate terminations; 2,854 probation intakes with 2,844 probation terminations; and 384 parole intakes with 433 parole terminations. In addition to offenders, WDOC serves victims, families, and the public. The entire State of Wyoming is potentially served by WDOC.

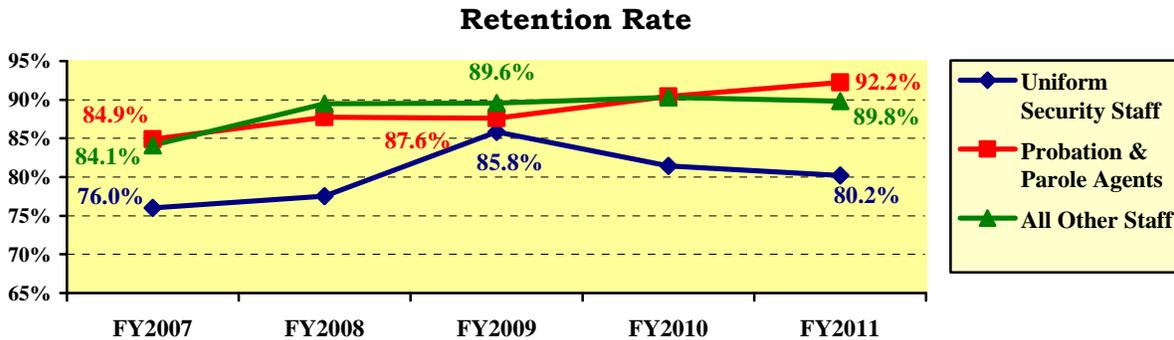
PRIMARY FUNCTIONS OF THE WYOMING DEPARTMENT OF CORRECTIONS:

- **Public Safety:** WDOC contributes to safer communities by exercising reasonable, safe, secure, and humane management of inmates, probationers, and parolees.
- **Rehabilitation:** Using research-based “best practices,” WDOC actively provides offenders opportunities to become law-abiding citizens.
- **Case Management:** WDOC utilizes a structured process of assessing an offender’s risks and needs in order to target areas for treatment and intervention.
- **Correctional Standards:** WDOC adheres to standards within the corrections profession that ensure the safety and security of staff, offenders, institutions, and the public while providing for the professional management of offenders.
- **Good Stewardship:** WDOC develops partnerships with victims, community members, public agencies, and private agencies to better meet the department’s mission in a meaningful and cost-effective manner.

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PERFORMANCE MEASURE #1: The percentage of employees who remain employed by the department.

PRIMARY FUNCTIONS: Public Safety; Correctional Standards; Good Stewardship



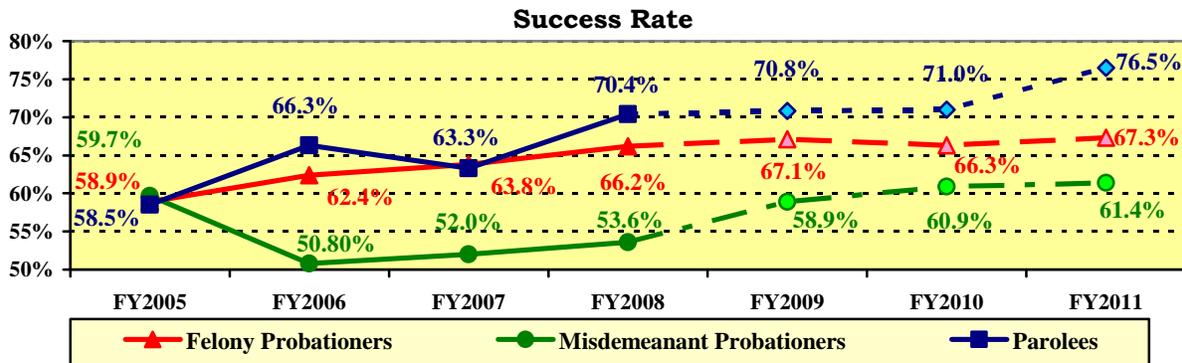
Story Behind the Performance: WDOC recognizes the importance of our staff as being our strength and a major resource in achieving our objectives. As such, we commit to the continued training, recognition, and retention of staff. The retention rate is the opposite of a turnover rate and reflects WDOC's ability to keep staff. The overall retention rate for the department has ranged from a low of 80.1% in FY07 to a high of 87.4% in FY09 and currently sits at 84.9%. Traditionally, the retention rate for uniform security staff has been lower than that of other groups. The peak in FY09 may have been a reflection of a challenging economy. The drop-off since then is largely due to the opening of the new prison in Torrington and the fact that a greater degree of turnover is common in the opening of a new facility. The most common reasons that uniform security staff leave are because of the nature of the work itself, pursuit of other careers in law enforcement, and issues related to relocation and family. The retention rate for probation and parole agents has been relatively stable over time and is currently very high. Agents tend to be relatively satisfied with their jobs and generally only leave for career advancement. For example, the vast majority of Federal probation agents in Wyoming once worked for WDOC. The retention rate for all other staff has been relatively stable over time and is currently better than the statewide average of 89.4%, reflecting WDOC's commitment to our staff. The ability to attract and retain staff is necessary for the safe and efficient operation of correctional facilities, field offices, and department operations. Both the aggressive recruitment and retention efforts of the department (largely enabled by an appropriation from the Legislature) and the downturn in the economy, which makes stable jobs desirable employment, contribute to the success of this measure.

What has been accomplished? Recruitment and retention of staff has remained a high priority for the department. We have fully staffed WMCI and achieved some stability in staffing levels, though full staffing of correctional facilities remains challenging at times. Recruiting efforts have been aggressive and proactive, focusing on potential employees with prior corrections experience, those exiting the military, and high school and college students with an interest in careers in criminal justice. The department conducted 4 recruiting trips in 2 states in FY11, conducted over 60 testing sessions in Wyoming, and has hired 210 new employees, including 169 POST certified staff.

The department has begun to emphasize retention efforts, seeking to keep current staff. Training and performance management efforts have been of particular focus. WDOC has worked to ensure that staff salaries, especially those in the correctional series, are adequate. The POST training and certification of correctional officers has helped to professionalize the correctional staff series. WDOC has established policies that allow for flexibility in setting staff work schedules. Retention efforts have focused on supervisor training, increased in-service training, the on-boarding process for new staff, certification of staff, and mentoring of staff at all levels. The department has engaged in a study of management efforts and will build upon those factors found to most influence positive culture and staff retention.

PERFORMANCE MEASURE #2: The percentage of probationers and parolees who successfully complete supervision and do not return to the WDOC within three years of release from supervision.

PRIMARY FUNCTIONS: Public Safety; Rehabilitation; Case Management



Note: Data points for FY2009 through FY2011 are subject to revision and will be adjusted accordingly with time to reflect the percentage of offenders who do not return to WDOC within 3 years of release from supervision.

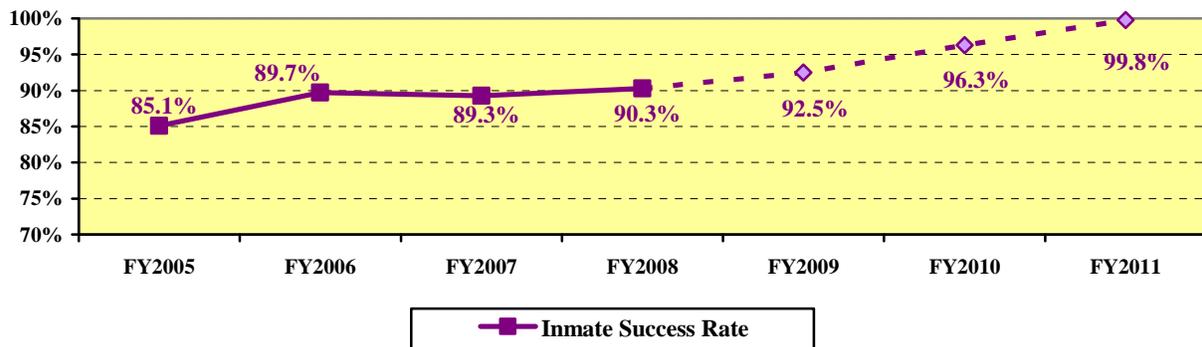
Story Behind the Performance: The success rates for all offender groups show improvement from previous years. It is, however, important to note that success rates continue to be subject to revision until the offender has passed three years after release from supervision without returning to the WDOC. Generally, parolees have greater success rates than do probationers. This is, in part, due to their prior incarceration and targeted programming to address criminogenic risks. Additionally, parolees benefit from reentry services that assist in transition from prison to the community. Felony probationers tend to have greater success than do misdemeanor probationers yet both groups show improvement. It is likely that supervision strategies implemented by the WDOC are having a positive impact across the board. By adhering to evidence-based best practices, utilizing validated assessment tools, enforcing the granting authority's conditions, and targeting criminal risks to enhance public safety, community supervision improves the likelihood of offender success. Success rates within the community for both probation and parole offenders are mostly impacted by offender substance abuse behaviors. Few violations involve new felonies, but rather substance use, misdemeanors, absconding, and technical infractions.

What has been accomplished? The primary challenge for community supervision has been to maintain or improve offender success rates with demanding workloads and static resources. The agency has implemented evidence-based practices focusing on providing positive incentives, recognizing and responding to specific behaviors, and utilizing motivational interviewing to achieve long term behavior change in offenders. Offender case planning and supervision is informed through assessment of individualized risk/need and targeting interventions to reduce recidivism. Long term behavioral changes are achieved through graduated sanctions, positive reinforcement, strengthening pro-social influences, and measuring performance. Offenders are encouraged to take accountability for their actions and to work on changing thought processes so that similar behaviors will not continue to occur. This approach, together with enhanced reentry services, has already shown a significant impact on offender behaviors.

Supervision strategies focus on public safety, victim protection and restitution, offender accountability, consistent and effective sanctioning, addressing substance abuse issues, reducing offender unemployment, and, most critically, reducing recidivism through behavior modification. Case plans are developed with offenders to assess motivation for change, identify goals with associated desired behaviors, and to maximize focus on achieving pro-social changes. Motivational interviewing, knowledge of change principles, and cognitive behavioral interventions are critical skill sets utilized by staff during community supervision. Staff training has been a significant focus. All of these efforts focus on enhancing staff and community protection while providing opportunity for positive offender change.

PERFORMANCE MEASURE #3: The percentage of inmates who do not return to prison for a new felony conviction within three years of release from the institution.

PRIMARY FUNCTIONS: Public Safety; Rehabilitation; Case Management



Note: Data points for FY2009 through FY2011 are subject to revision and will be adjusted accordingly with time to reflect the percentage of inmates who do not return to prison for a new felony conviction within 3 years of release from the institution.

Story Behind the Performance: The inmate success rate is relatively stable over time, reflecting a high rate of success. It is important to remember that measures are incomplete until the inmate has passed the three year mark of release from prison. It is anticipated that the success rate for FY11 will decrease over the coming years as some of those inmates recently released from prison are likely to return under a new felony conviction. WDOC uses a nationally standardized measure of recidivism (*i.e.*, reoccurrence of criminal behavior after intervention by the criminal justice system) as an indicator of inmate rehabilitation. Most offenders returning to prison are returning due to technical violations of parole and not as a result of a new felony conviction. Those offenders who return for non-felony violations of parole are reflected in performance measure #2 and represent a more common reason for return to prison.

The trend shows relative stability in the success rate over time. The low point in FY05 is likely an anomaly and possibly the result of increasing inmate population levels, greater instability in staffing, movement of inmates out-of-state, and reduced work and program opportunities. As improvements continue to be made in those areas, rehabilitation may potentially be affected. It is remarkable that WDOC has been able to maintain high success rates from FY06 through FY10 despite the challenges associated with housing of inmates out-of-state.

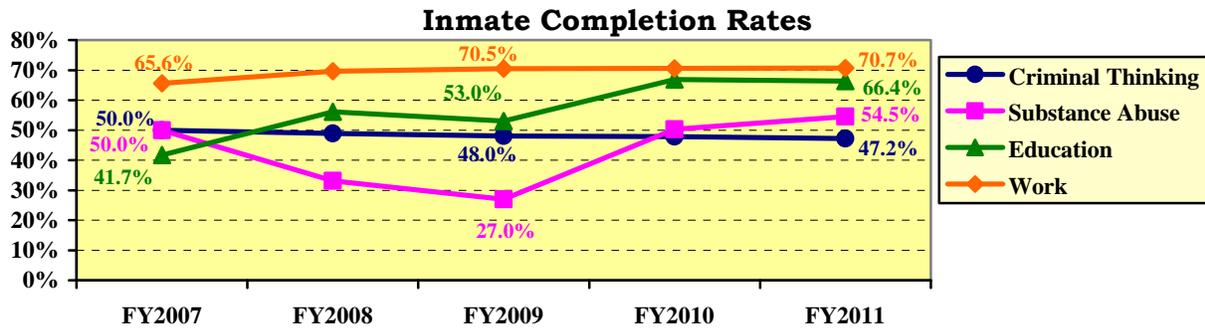
What has been accomplished? The success rate is impacted by the department's ability to provide opportunities and interventions to the inmate population. Individualized case planning remains ongoing and focuses on targeted interventions that are based on the assessed risks and needs of each inmate. By targeting these areas, treatment and intervention have the greatest probability for success and will have the most impact on reducing recidivism.

With all inmates being confined in WDOC facilities, the focus on individualized case planning that pairs inmate needs with the appropriate treatment or intervention should positively impact the inmate success rate. Continued efforts have also been made to expand inmate employment skills. By increasing the availability of residential substance abuse treatment by nearly 60% and outpatient level of treatment within each facility by over 50%, the department is positioned to address the correct level of assessed needs of the inmate population. Work is progressing on providing intensive outpatient treatment, thereby reducing incarceration periods and associated costs. Consideration in the future will include appropriately aligning the treatment beds based on departmental housing needs.

Through a technical assistance grant awarded to the department through the National Institute of Corrections, reentry services have been refined and enhanced. Staff roles and responsibilities have been defined, assisting the offender's transition from prison to the community. Through this effort community stakeholders will also serve an increased role in transition services resulting in an offender's success.

PERFORMANCE MEASURE #4: The percentage of inmates with assessed programmatic, education, or work needs who completed the recommended treatment or intervention(s).

PRIMARY FUNCTIONS: Rehabilitation; Case Management



Story Behind the Performance: Research indicates that targeted interventions are most effective when they are based on individual risk/need assessments. WDOC employs several strategies to facilitate change in behavior based on these assessments. Programs considered most effective in reducing future criminal behavior focus on criminal thinking, substance abuse treatment, education services, and developing positive work skills. This measure is a reflection of inmates who were assessed as having specific risks/needs, who completed programming or interventions, and who exited prison in the identified fiscal year. It does not include those inmates who are still in prison, receiving treatment or awaiting placement in treatment.

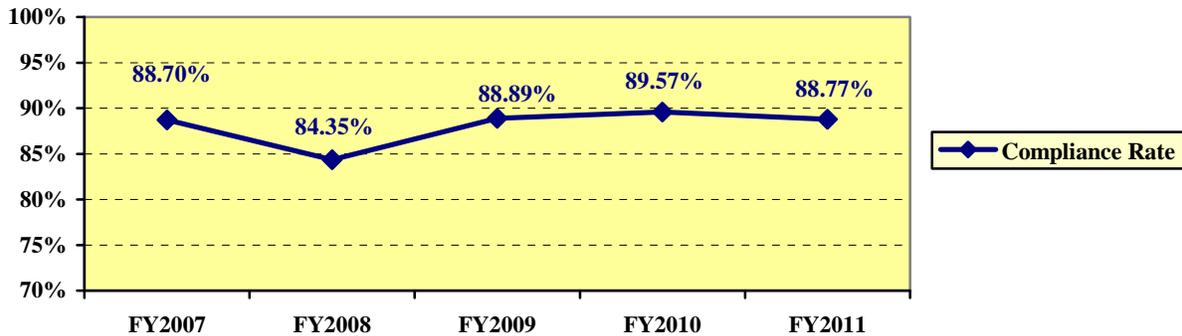
The performance over time shows relative stability in the completion rates of inmates with assessed criminal thinking and work needs who completed the recommended treatment or intervention, while showing significant improvement in the rates for those inmates completing education and substance abuse interventions. There are still some inmates who do receive some treatment but do not complete the full program that are not included in the completion rates. Overall, the number of inmates completing needed programming has increased. The department continues to build capacity to provide appropriate interventions, including expanded inpatient treatment units for male and female substance abuse, expanded work opportunities, expanded vocational and educational opportunities, and expanded program opportunities. Improved fidelity in connecting assessed inmate needs with appropriate programs or interventions and completion of those should reduce the risk of future criminal behavior.

What has been accomplished? With the return of all inmates to Wyoming in FY10, the inmate population increased and required additional programming and services to be developed. All inmates were assessed and identified for placement in the appropriate programs. In time, the expanded services will enable us to increase the percentage of those inmates receiving appropriate intervention. While the assessed needs for work, education and criminal thinking offender met through programming stayed relatively stable, increase was noted in meeting offender substance abuse treatment needs. Even with substantial increases in treatment capacity, the number of inmates currently in the system needing substance abuse treatment will continue to push the capacity of the department to deliver needed services.

Based on a review of treatment needs for the inmate population, WDOC is now able to focus on enhanced interventions and reentry services for those inmates who are at greater risk for recidivism. Our education equivalency ratings continue to exceed the national average for correctional systems. Education along with focused vocational aptitude testing and training opportunities has increased successful job placements upon prisoner reentry. WDOC has continued to provide inmate training in Wyoming specific job opportunities such as welding, waste water certification, heavy equipment operation, as well as construction trades. By combining all components of these targeted inventions, a seamless transition back into society can be realized.

PERFORMANCE MEASURE #5: The percentage of compliance with correctional audit standards.

PRIMARY FUNCTIONS: Public Safety; Correctional Standards; Good Stewardship



Story Behind the Performance: The corrections profession has established multiple standards as “best practices” within the corrections environment. The American Correctional Association (ACA) has a certification process that measures the performance of an agency against the industry standards. WDOC continues to work toward the ACA accreditation process. To otherwise measure compliance with best practice standards, WDOC conducts multiple internal and external audits. By continuing to compare the average compliance rate of various audits, the department is able to measure how well it is doing in meeting identified correctional standards.

The overall compliance rate shows relative stability over time at a relatively high level. Multiple audits are conducted at each facility annually and an average compliance rate shows adherence to best practice standards. Audit scores tend to be higher at the smaller facilities. Such result is anticipated due to the complexity and higher inmate populations at the larger facilities. Traditionally, compliance with national standards decreases following the opening of a new facility. It is notable that this measure has remained relatively stable despite the addition of WMCI. The trend shows continued commitment toward accountability. The identification of corrective actions across all audits is an important part of remedying deficiencies and changing culture to foster best practices. Compliance with correctional standards has become an expected norm within the culture of WDOC and contributes to the overall success of the department.

What has been accomplished? WDOC has continued efforts toward ACA accreditation and the processes associated therein. In preparation for the ACA accreditation process, WDOC has developed all mandatory policies required for accreditation. The department continues to develop operational policies and demonstrate compliance with ACA standards prior to requesting accreditation. We are now preparing for our first accredited facility, with others to follow.

Through internal and external auditing the department’s performance in demonstrating correctional best practices continues to improve. In order to maintain compliance with correctional standards, WDOC utilizes an extensive tracking system of deficiency items discovered during the audit process. This system focuses on staff development and identifies crucial accomplishments and deficiencies. Safety continues to be a paramount concern and an additional safety manager position has been added. All facilities have achieved SHARPS certification. The result of the audit information provides greater compliance with nationally recognized correctional practices thereby reducing required corrective actions. Such measures should reduce liability, enhance safety for staff and inmates, and promote the successful inmate reentry process in cost effective manner. Though the percentage of growth in the compliance rate appears minimal, the standards by which it is measured have substantially increased.

Wyoming Department of Corrections Organizational Chart

August 2011

