

Wyoming Department of Corrections Annual Report

REPORT PERIOD: FY2015 (July 1, 2014 through June 30, 2015)

GENERAL INFORMATION:

Agency: Wyoming Department of Corrections

Director: Robert O. Lampert, Director

Agency Contact: Mark Horan
Public Information Officer
mark.horan@wyo.gov

Contact Phone: (307) 777-5889

Mailing Address: 1934 Wyott Drive, Suite 100
Cheyenne, WY 82002

Web Address: <http://corrections.wy.gov/>

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.

FY15 Staffing:

1,271 FTEs
 3 part-time employees
 10 AWECS

1,284 Total Staff*

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

BY15-16 Budget:

General Funds	\$281,460,541
Federal Funds	\$779,496
Other Funds	\$19,449,336
Total	\$301,689,373

FY15 Expenditures:

General Funds	\$148,678,122
Federal Funds	\$133,177
Other Funds	\$8,114,684
Total	\$156,925,983

The average daily population (ADP) for WDOC inmates for FY15 was 2,424 a slight increase from 2,352 in FY14. Approximately 312 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 FY15 is 6,386. For

FY15, there were 967 inmate intakes with 852 inmate terminations (release of all types); 2,688 probation intakes with 2,421 probation terminations; and 559 parole intakes with 505 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:

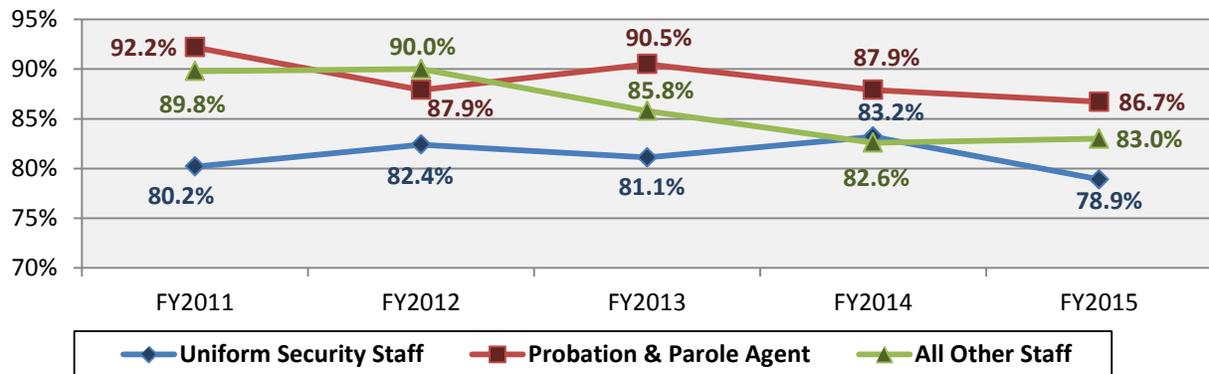
- **Public Safety:** WDOC contributes to safer communities by exercising reasonable, safe, secure, and humane management of inmates, probationers, and parolees.
- **Rehabilitation:** Using research-based “best practices,” WDOC actively provides offenders opportunities to become law-abiding citizens.
- **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

Staff Retention Rate



Story Behind the Performance: WDOC’s staff is its strength and the major reason for achieving its objectives. As such, WDOC is committed 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 average retention rate for FY15 is 82.9 percent; this is a slight decrease from FY14 which averaged 84.6 percent. Traditionally, the retention rate for uniform security staff is the lowest; this year in particular, the retention rate for uniform staff has a concerning decline for the agency. The retention rate for uniform security staff in FY15 shows a more significant decrease in the trend in the past four years. The most common reasons for uniform security staff leaving is because of job dissatisfaction or supervisory dissatisfaction. Additionally, the economy improved nationwide allowing individuals to have greater opportunities outside of state government. The higher wages in the extraction industries compounds corrections’ retention results. All other staff includes those who do not qualify as uniform security staff or probation and parole agents. The most common reasons that all other staff leave is because of other employment opportunities and supervisor dissatisfaction.

The retention rate for probation and parole agents is relatively stable over time, ranging from about 87 percent to about 92 percent. Agents are relatively satisfied and, generally, only leave for career advancement. FY15 has shown the retention rates of probation and parole agents to decline because of other employment opportunities beyond the State of Wyoming. Recruitment and retention of staff is vital for the safe and efficient operation of correctional facilities, field offices and department operations. Department success can be attributed to enterprising recruitment and retention and focusing on areas that continue to have a downturn in the economy, which makes job stability desirable. The general trends for FY15 show an overall decrease in retention rates which is cause for concern; however, there are several efforts and initiatives throughout the agency to address this decline.

What Has Been Accomplished and Goals for the Future: The department recognizes that hiring rates and staff retention are in need of improvement. Full staffing at the largest correctional facilities continues to be a major challenge. In FY15 the department hired 215 new employees. As a result, recruitment and retention of staff has continued to remain a high priority for WDOC. There are several initiatives in progress to improve this performance measure.

The department received authorization from the legislature to use vacancy savings for a variety of staff recruiting efforts. This funding is for FY16 only and is to be used to intensify recruiting efforts nationwide. Additionally, WDOC assigned two security staff to focus full-time on recruiting efforts for one year. Data will be collected to measure the success of these recruiting efforts.

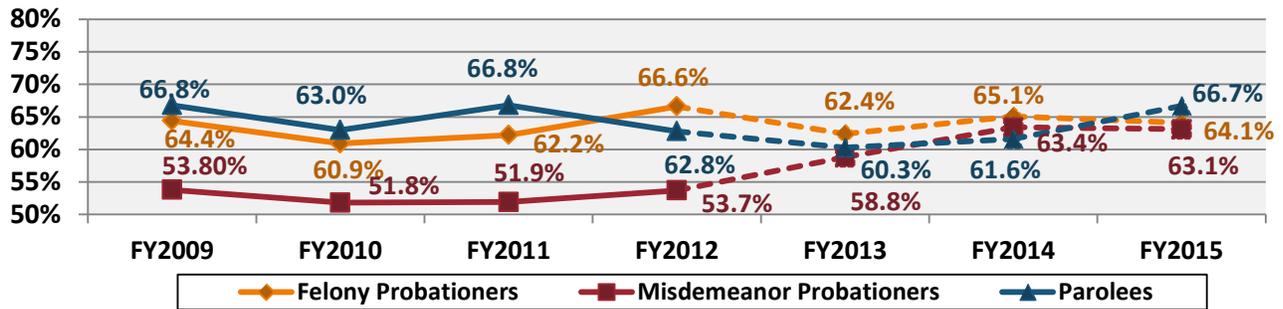
The agency continues to place emphasis on retention of staff and has continued to grow the Response-Ability Initiative; this initiative is focusing on new employee onboarding, supervisor training and development, mentoring, and employee recognition. The WDOC is in the beginning stages of the second year of the mentoring program in which there are 40 participants. The onboarding program, which focuses on new employees, was implemented in November 2015 and there are continued efforts to improve this program. WDOC has partnered with the Wyoming Law Enforcement Academy to provide supervisory training for mid-level managers and the next step is developing a WDOC specific manager training.

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 FY2013 through FY2015 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.

Felony, Misdemeanor and Parolee Success Rates



Note: Success rate is the opposite of a recidivism rate (i.e., reoccurrence of criminal behavior after intervention by the criminal justice system).

Story Behind the Performance: While trend data from FY13 through FY15 cohorts is informative, the focus is on FY12 cohort as these offenders have completed three years since release from supervision. The success rates for all offender groups fluctuate between about 52 percent to about 67 percent after three years release from supervision. Typically, parolees demonstrate the most success at remaining in the community. There are two significant reasons for this success. First, parolees are provided a number of programming opportunities while they are incarcerated that target individual criminogenic needs of the offender. Second, the agency focuses on reentry services by identifying medium and high risk inmates preparing for release and providing Enhanced Case Management (ECM) services to these offenders. These services focus on education, employment, housing, mental health, substance abuse and sex offender treatment needs. These efforts are expected to increase success rates. Success rates for felony probationers have remained relatively flat. The department continues to evaluate its case management approach with felony probationers to best ensure public safety and offender success. This continued evaluation should cause success rates to increase. The third group highlighted above is the misdemeanor probationers who continue to present the most challenges for improving success rates. This group is typically supervised for a short period of time with fewer opportunities to impact offender behavior.

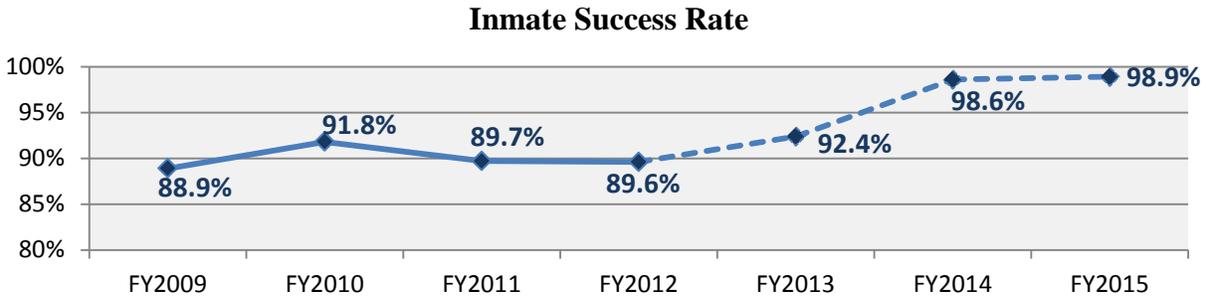
What Has Been Accomplished and Goals for the Future: In the past year, the Field Services Division has maintained the process of reviewing policies annually that match practice but also ensure compliance with American Corrections Association (ACA) standards. A review of the parolee revocations was completed which indicated that agents were referring offenders to treatment and administering more meaningful sanctions when appropriate. Agents continue to work towards finding meaningful rewards and recognizing instances when a reward would be appropriate. During the next year, an in-depth review will be conducted on felony probationers’ technical violations. This review will ensure agents are making referrals for treatment or cognitive interventions for each offender with identified needs prior to revocation.

A work group will also review the rewards/sanctions policy and matrix to make appropriate adjustments based on what has proven to make a difference in long term behavior change. The Department also completes a risk/needs assessment on all offenders in the system. Approximately half of the Field Offices have begun to include a narrative from this assessment with the presentence investigations (PSIs) that identifies what the offender’s needs are and make recommendations to the court; to ensure the court orders require the offenders to address these areas of need while on supervision. The goal with this effort will be to inform all District Court judges, prosecuting attorneys and Public Defenders on this narrative and begin the process of including this narrative with all PSIs. This effort will require additional training with Agents writing PSIs on how to include the assessed needs in the recommendation to the court. This narrative will provide the courts with better information at sentencing and will require offenders to address their needs due to the program being identified in the court orders during the period of supervision.

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 FY2013 through FY2015 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.



Note: Success rate is the opposite of a recidivism rate (i.e., reoccurrence of criminal behavior after intervention by the criminal justice system).

Story Behind the Performance: The inmate success rate reflects stability over time, demonstrating a high rate of success. While the trend data from the FY13 through FY15 cohorts is informative, focus is on the FY12 cohort as these inmates have completed three years since release from prison. Success rates for the FY13 through FY15 cohorts will be adjusted as some inmates recently released from prison are returned under a new felony conviction. WDOC uses the Association of State Correctional Administrator’s measure of recidivism 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. With many different definitions of recidivism used, care should be taken in comparison of such rates to ensure that they reflect similar conditions of success.

The FY12 rate reflects stability in the success rate over time although there is some degree of decrease in success, this rate still remains fairly stable. While this stability may appear consistent, it is significant that such rates have been achieved in the face of an economic downturn, which is typically accompanied by higher crime rates. These results are due in part to enhanced efforts toward reentry, which assists inmates in returning to the community, thereby increasing their ability to become law abiding citizens.

What Has Been Accomplished and Goals for the Future: WDOC’s ability to provide individualized case planning and targeted interventions based on assessed risks has the greatest impact on the inmate’s chance of success. By pairing inmate needs, in areas such as criminal thinking, substance abuse, education/vocational, and work, with the appropriate treatment or intervention, WDOC has positively impacted inmate success. Work continues in providing intensive outpatient substance abuse treatment, thereby reducing incarceration periods and associated costs. Continued alignment of substance abuse treatment beds based on housing needs is ongoing and allows for improved case management and focused intervention.

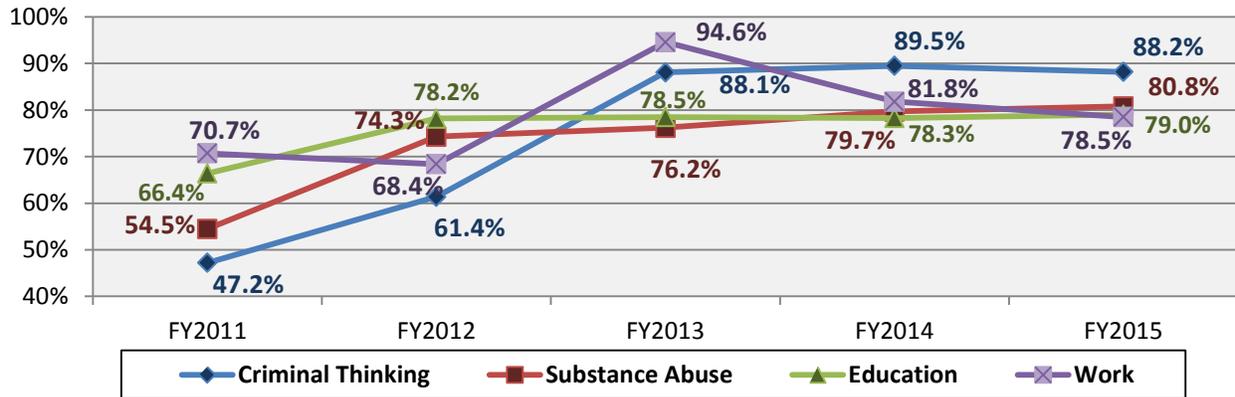
A growing trend in corrections is the focus on reentry which has shown to be one of the most significant factors in recidivism reduction. The results of the work that came from a technical assistance grant awarded to the department from the National Institute of Corrections, allowed for staff roles and responsibilities to be defined more clearly when assisting with the offender’s transition from prison to the community. Community stakeholders from all over the state are regularly participating in resource fairs at institutions allowing for inmates to have more involvement in reentry planning. In addition to the focus on reentry, all WDOC facilities are nationally accredited through the American Correctional Association (ACA). This accrediting body employs the best correctional practices in the development of its standards. Successfully meeting such standards cause for more consistent operations across the facilities.

In an effort to determine if return to custody rates for WDOC inmates remain constant, as the trend line suggests, a 15 percent sample of those discharged will be reviewed. This review will be a record check conducted through the National Crime Information Center (NCIC) to determine if the inmates released in the past three years were re-arrested and are incarcerated in other states rather than just Wyoming.

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

PRIMARY FUNCTIONS: Rehabilitation; Case Management

Completion Rates for Inmates



Story Behind the Performance: The data trend from FY12 through FY13 represents a significant increase in compliance with case planning. However, the trend line in FY13 through FY15 appears to represent relative stability. In order to evaluate future performance, it is beneficial to target individual institutional data. Effective programs in reducing future criminal behavior focus on criminal thinking, substance abuse treatment, education services, and developing positive work skills. This performance measure is a reflection of inmates who were assessed as having specific risks/needs, who completed programming or interventions, and who exited prison. It does not include those inmates who are still in prison, receiving treatment, or awaiting placement in treatment.

Completion rates for FY15 remain favorable. The method of calculating these rates varied slightly in FY14; those only counted in these rates are inmates who were assessed with a need and eligible to participate in the required intervention. Other changes are the result of increased efforts at providing targeted interventions. Over time, the number of inmates completing needed programming has increased considerably. The success rates would be even higher if all inmates receiving some level of treatment were counted. We currently only credit those who complete the full program. These improved completion rates should reduce the risk of future criminal behavior.

What Has Been Accomplished and Goals for the Future: The WDOC increased the number of cognitive behavioral program offerings; thereby, resulting in increased treatment participation. The increased percentages over the years are due in part to the staff's diligent efforts to identify criminogenic needs and facilitate targeted interventions. In addition, increased staff efforts to ensure inmate participation and completion of the necessary program requirements were achieved.

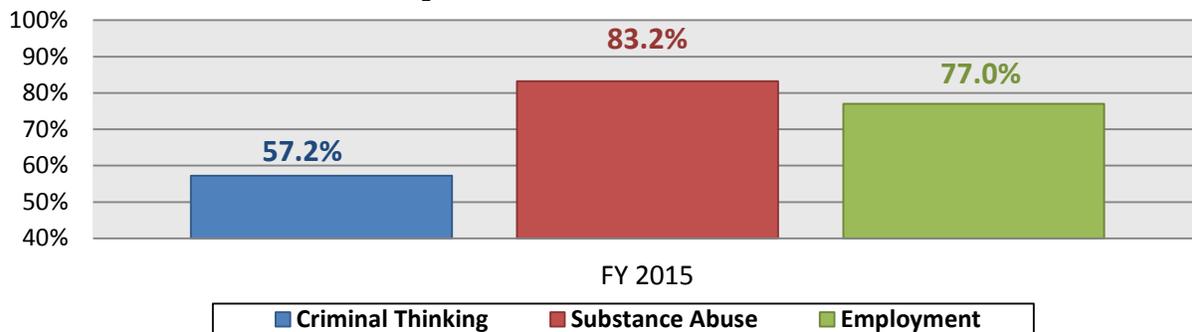
WDOC's education equivalency ratings continue to exceed the national average for correctional systems. Education, along with focused vocational aptitude testing and training opportunities, continue to result in successful job placements during reentry. Through comparison of the trend analysis, WDOC program availability at each institution may be modified based on data results. By combining all components of these targeted interventions, a seamless transition back into society is possible.

Future data analysis will be based on institution program availability, work opportunity, and educational achievement by gender and specific inmate custody. During the next review period and in conjunction with the WDOC Research Manager, specified targeted measures will be individually assessed. This more detailed review should assist in the efforts to increase completion rates of the identified programs.

PERFORMANCE MEASURE #4 (Probation and Parole Only): The percentage of probationers and parolees with assessed cognitive or substance abuse needs who completed the recommended treatment or intervention(s). The percentage of probationers and parolees employed.

PRIMARY FUNCTIONS: Rehabilitation; Case Management

Completion Rates for Probationers and Parolees



Story Behind the Performance: This is the first time the data for probationers and parolees in the identified programming has been available; as a result a trend line will not be available until there are more years of data collection. Due to continued efforts with ensuring the data is accurately reported, it is expected that these numbers will continue to improve. Probation and parole agents utilize several best practices to facilitate change in offender behaviors in an effort to increase success rates on supervision and decrease recidivism rates. Programs that have been proven to assist in reducing future criminal behavior focus on criminal thinking, substance abuse treatment, and employment.

The method of calculating the criminal thinking and substance abuse rates are the total number of probationers and parolees who were assessed with a need for treatment or cognitive programming divided by those who successfully completed the identified program upon completion of supervision. We currently only credit those who had a supervision term of three months or more and successfully completed supervision in FY15. The percentage of offenders employed is a snapshot of the total number of offenders on supervision in January 2015 and July 2015 who were reported to have full time employment.

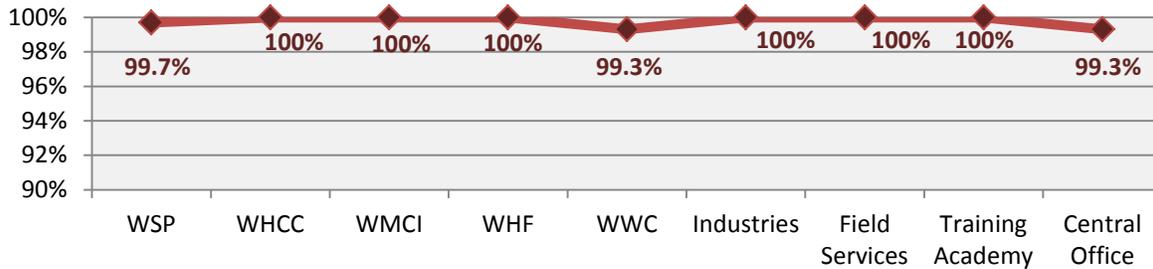
What Has Been Accomplished and Goals for the Future: During this past year over half of the state has completed the risk/needs assessment on felony convictions at the presentence investigation (PSI) stage, the other half complete the assessment after the offender is sentenced. Cognitive interventions, substance abuse needs, education and work may be identified in this assessment as areas for highly probable needs. Agents have placed an emphasis on ensuring offenders are meeting employment and substance abuse needs, this is demonstrated in the data.

The purpose for conducting the assessment at the PSI level is so the courts would review the document submitted with the PSI and have the knowledge of the needs of the offenders during sentencing. This would allow for the conditions ordered by the court to reflect the needs of the offender. Efforts are being made for all field services districts to submit the needs assessment with the PSI; this will occur after training is completed with all PSI Agents on writing recommendations to the court to allow for conditions ordered by the court to address the identified needs. Information will also be provided to the judges, prosecuting attorneys and Public Defenders to ensure understanding of the needs document and reasoning for the recommendations. For misdemeanor cases the assessment is completed within 45 days after supervision has begun. If the assessment identifies a need as highly probable the agent will use this information to develop a case plan requiring the identified need to be addressed. Efforts to improve compliance with addressing assessed needs on misdemeanor cases are in progress. If the offender fails to address the need the court may be notified and a request will be made to modify the conditions to require the offender to address the identified need. Ensuring offenders are addressing the assessed needs could improve completion rates for programming and potentially improve success rates of offenders on supervision.

In the next year there will be an emphasis on requiring those offenders with cognitive needs to address this area while on supervision at both the felony and misdemeanor levels. All field service districts have agents who are capable of providing cognitive classes along with some community treatment providers. Completion rates for cognitive intervention should improve due to auditing agents' case plans in order to ensure these areas are being addressed while the offenders are on supervision.

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

PRIMARY FUNCTIONS: Public Safety; Correctional Standards; Good Stewardship



Story Behind the Performance: The American Correctional Association (ACA) is a nationally recognized certification process which is based on “best practice” standards designed to measure the performance of an agency against the industry standards. The first two WDOC facilities accredited in FY13 were the WHCC and WWC which received a 100% and 99.7% respectively on their audit. In FY14 WMCI and Correctional Industries obtained accreditation receiving 100% on their audits. The remaining institutions, WSP and WHF, received a 99.7% and 100%. Both WWC and WSP did not receive a 100% due to circumstances out of their control. For the WWC there were physical plant issues, in order to meet the standard there would need to be constructional changes to the institution. For the WSP the standard required a vacancy rate that was unattainable in 2013.

Field Services Division, Training Academy and Central Office all received accreditation in September 2014. Field Services Division and the Training Academy both received 100% on their audit. WDOC Central Office obtained a 99.3%. There was one standard deemed not compliant for Central Office. This standard was regarding a formal 40 hour orientation for all new hires in the agency; while a majority of the divisions were meeting this standard central office did not have a formal, standardized orientation program. As a result, a 40 hour orientation for all new hires has been implemented.

The overall success rates clearly indicate that the WDOC is highly committed to achieving and maintaining national standards in its effort to become a benchmark agency for others to follow. These national standards have become the cultural norm within the agency thereby contributing to the overall success of the agency.

What Has Been Accomplished and Goals for the Future: ACA accreditation has been accomplished for all areas of the agency. In February 2015, the WDOC received the Golden Eagle Award; this award recognizes the agencies achievement in accrediting every component within. This award is perhaps the most prestigious level of recognition by ACA to validate an agency’s accomplishment. WDOC has made extensive efforts in policy review and development as well as the establishment of accreditation coordinators in each area. ACA standards continue to evolve and WDOC must adapt its policies and practices to maintain compliance with these standards. Annual internal reviews are conducted to assess the agency’s performance to ensure accreditation is maintained. Audits for re-accreditation are every three years. The WHCC and WWC will be scheduling their next national audit in 2016.

Through internal and external auditing the department’s performance in demonstrating correctional best practices proves to be at one of its highest points. 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. Results of the audits assist in ensuring compliance with nationally recognized correctional practices thereby reducing required corrective actions; as shown in this performance measure with the high compliance rates from the ACA audits. The department continues to work towards maintaining accreditation and to improve the audit process across the agency to ensure compliance and evolution with correctional best practices.

**Wyoming Department of Corrections
Organizational Chart
July, 2015**

