

STATE OF WYOMING
DEPARTMENT OF CORRECTIONS

STRATEGIC PLAN

Results Based Accountability

Fiscal Years 2015-2017
Submitted September 1, 2015

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.

OUR 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.

FY2015 Staffing

1,271 FTEs
 3 part-time employees
 10 AWECs

1,264 Total Staff*

BY2015-16 Budget

General Funds	\$281,460,541
Federal Funds	\$779,496
Other Funds	\$19,449,336

Total	\$301,689,373
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*Staff total does not include contracted service providers such as medical staff

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:

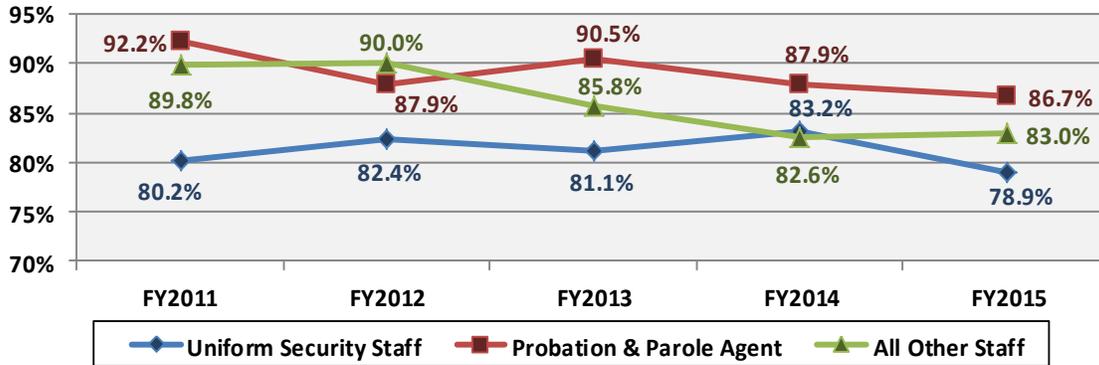
- **Public Safety:** WDOC contributes to safer communities by exercising reasonable, safe, secure, and humane management of inmates, probationers, and parolees.
- **Rehabilitation:** Using research-based “best practices,” WDOC actively provides offenders opportunities to become law-abiding citizens.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

Improving Performance in the Next Two Years: 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.

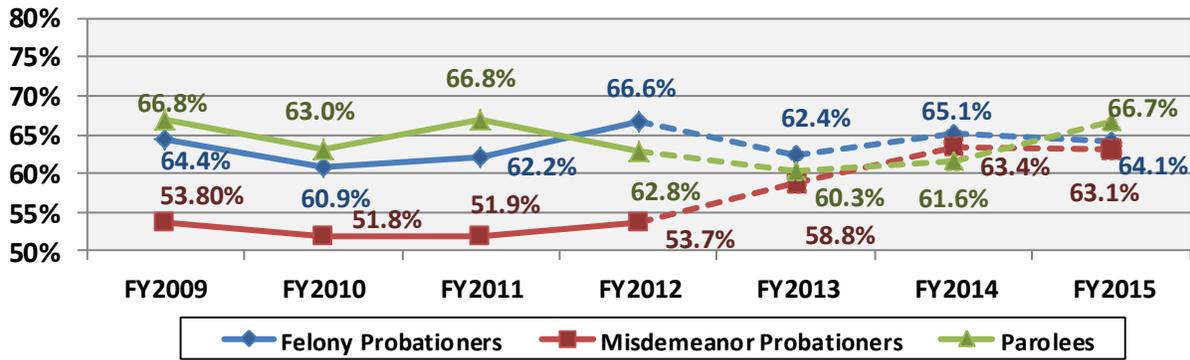
The agency continues to place emphasis on retention of staff and has continued to grow the Responsibility Initiative; this initiative is focusing on new employee onboarding, supervisor training and development, mentoring, and employee recognition. The WDOC is in the beginning stages of the second year of the mentoring program in which there are 40 participants. The onboarding program, which focuses on new employees, was implemented in November 2014 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.

Improving Performance in the Next Two Years: In the past year, the field services division has maintained the process of reviewing policies annually to match practice but also ensure compliance with American Corrections Association (ACA) standards. Agents continue to work towards finding meaningful rewards and recognizing instances when a reward would be appropriate and affective for the offender. During the next years several initiatives will be in place to improve this performance measure.

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. The division will also be putting together a work group to review the rewards/sanctions policy and practices to make appropriate adjustments based on what has proven to make a difference in long term behavior change. In addition to looking at the rewards/sanctions practice, a work group will take a closer look at how and if using motivational interviewing with offender management impacts the success rates.

The division is in the early stages of implementing evidence-based sentencing through the presentence investigation process. This approach uses the best science available to identify the critical areas for each individual offender to focus on to improve the likelihood of success. The goal with this effort is to incorporate the elements identified as “critical areas” into the sentencing phase. The next step will be to apply an organized training approach for agents, prosecutors, public defenders and the courts on the assessment that is used to identify such areas and how it may be applied when sentencing.

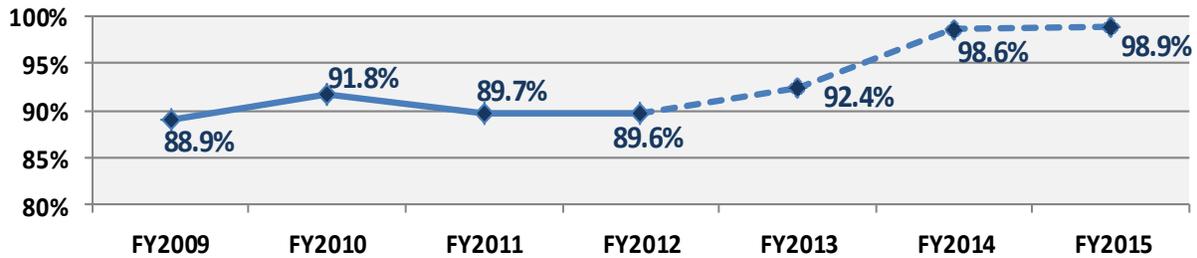
Lastly, the WDOC is in its second year working with the Joint Judiciary Interim Committee for the legislature, reviewing the most effective use of corrections’ resources in Wyoming. This work is aimed towards enhancing sentencing and response options to better ensure public safety, offender accountability and correctional resource allocation.

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.

Inmate Success Rate



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.

Improving Performance in the Next Two Years: 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.

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.

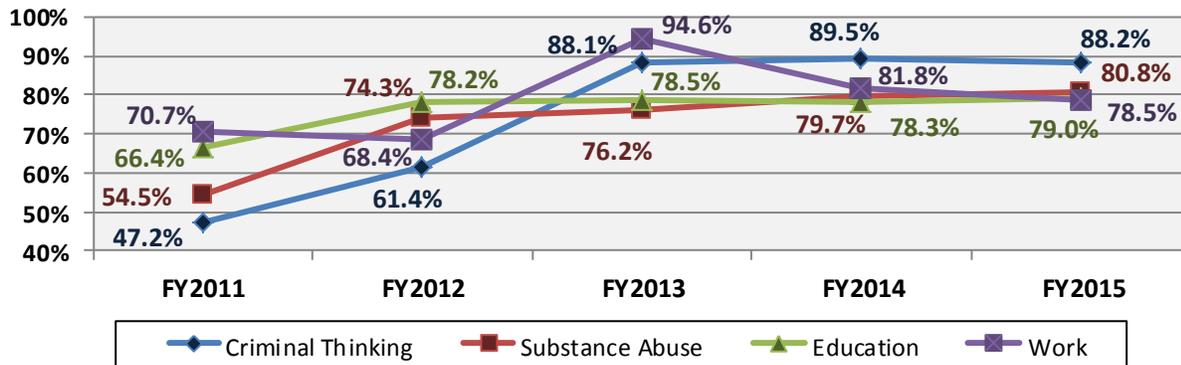
A growing trend in corrections is the focus on reentry, which has shown to be one of the most significant factors in recidivism reduction. Data continues to be collected and evaluated regarding the Department’s reentry efforts. In addition to data collection, the prison division has hired a training manager to assist with improving training for facility case workers. Enhancing training efforts for case workers will help ensure there is a best practice approach used with case management at all facilities. Improving and standardizing case management will impact the inmate’s success while at the facility and upon release.

The department will be partnering with the developers of the current risk need assessment tool to complete a study designed to review the level of consistency between assessors. Improving on the assessment of the inmates’ risks and needs will help ensure inmates are receiving the appropriate programming while incarcerated; this will in turn lead to increased success rates. Lastly, as highlighted in performance measure #2, the work being done with the Joint Judiciary Interim Committee will also impact this performance measure, as this effort focuses on improving the use of the various resources provided in corrections.

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.

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.

Improving Performance in the Next Two Years: As noted above, case workers have the responsibility to ensure inmates are receiving appropriate programming in the necessary areas. Therefore, the prison division is focusing on several efforts to improve the auditing and oversight of case management in the facilities. Due to the facilities performing at such a high level, as demonstrated in the audit results, work is currently being done to review the audit process. The audit process will change to focus on three parts; the mechanics of case management, the quality of case management, and observing the practice of case management. The audit instrument used to evaluate the facilities is also being reviewed and national audit standards will be utilized in this review. These changes in the audit process are expected to be completed by 2017.

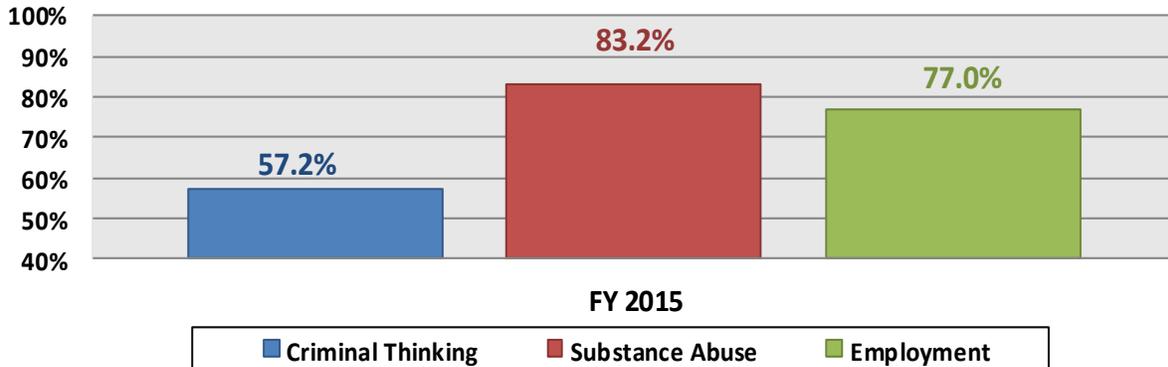
WDOC’s education equivalency ratings continue to exceed the national average for correctional systems. Education, along with focused vocational aptitude testing and training opportunities, continue to result in successful job placements during reentry. Through comparison of the trend analysis, WDOC program availability at each institution may be modified based on data results. By combining all components of these targeted inventions, 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 and the drastic changes in the audit process will 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.

Improving Performance in the Next Two Years: 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.

As described in performance measure #2, the field services division is working with the appropriate entities to develop a more sophisticated approach to sentencing which may impact this measure. The effort is to include information in the presentence investigation regarding the needs of offenders and to ensure these identified needs are met through the appropriate programming. Allowing courts to review such information and to provide input regarding the offenders’ needs at the sentencing phase should improve completion rates for programming. Improvements on such rates will 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. Audits will help ensure the necessary areas are being addressed while the offenders are on supervision. Work continues to be done to improve on the division’s ability to review the accuracy of the data in this performance measure. Since this data is new, the division is focused on reviewing the data more frequently to ensure that it is being reported accurately and regularly.

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. This measure shows 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. 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.

Improving Performance in the Next Two Years: 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 will continue to be 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 will continue to work towards maintaining accreditation and improving on the audit process, as outlined in performance measure #4. These efforts will ensure the department is compliant with policy and that correctional best practices are applied across the agency.