

Wyoming Department of Corrections Annual Report

REPORT PERIOD: FY2016 (July 1, 2015 through June 30, 2016)

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 HSEC, 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.

FY16 Staffing:

1,230 FTEs
 3 part-time employees
 12 AWECS

1,245 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

FY16 Expenditures:

General Funds	\$112,979,504
Federal Funds	\$185,828
Other Funds	\$9,585,011
Total	\$122,750,343

The average daily population (ADP) for WDOC inmates for FY16 was 2,434 a slight increase from 2,424 in FY15. Approximately 313 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 FY16 is 6,522. For

FY16, there were 919 inmate intakes with 960 inmate terminations (release of all types); 2,596 probation intakes with 2,446 probation terminations; and 644 parole intakes with 522 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:

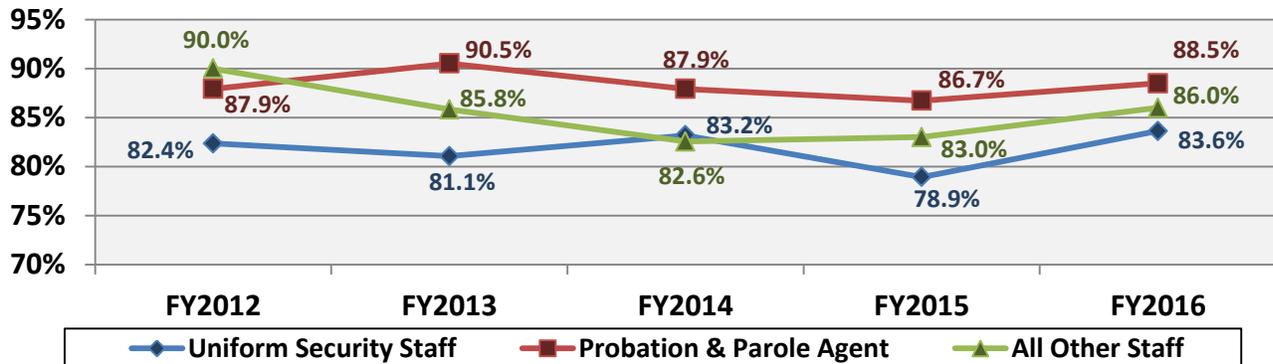
- **Public Safety:** WDOC contributes to safer communities by exercising reasonable, safe, secure, and humane management of inmates, probationers, and parolees.
- **Rehabilitation:** Using research-based “best practices,” WDOC actively provides offenders opportunities to become law-abiding citizens.
- **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 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 FY16 is 84.9%. This is an increase from FY15 which averaged 81.1%. While the retention rate for uniform security staff is typically the lowest, in FY16 the retention rate of uniform security staff rose to 83.6%, the highest this rate has been at in the past five years. Contributing factors may include: Wyoming’s changing economy; the addition of the monetary hiring bonus at the Wyoming State Penitentiary (WSP); and WDOC’s increase in recruitment efforts. Additionally, WDOC implemented an employee referral program which may have incentivized existing staff to remain with WDOC to earn the financial reward. The retention rate for probation and parole agents is relatively stable over time, ranging from nearly 87 percent to 90 percent. Job and supervisory dissatisfaction play primary roles in staff leaving.

All other staff includes those who do not qualify as uniform security staff or probation and parole agents. The most common reason other staff leave is due to other employment opportunities and supervisory dissatisfaction. After trending downward for three years, FY16 shows improvement for this category of employees.

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 challenge. In FY16 the department hired 238 new employees a slight increase from FY15. 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 was for FY16 only and was used to intensify recruiting efforts. WDOC assigned two security staff to focus full-time on recruiting efforts for one year. The department entered into a marketing contract which included the development of radio, cinema, and digital/social media recruitment advertising. During the second quarter of 2016, there was a 67% increase in the number of applications received for correctional officers. This increase is attributed to the marketing plan and the downturn in the mining industry. The full marketing campaign will include a strategic marketing plan, website development, social media development, a recruitment video, and recruitment materials, event support and media planning. Data will continue to be collected to measure the success of these recruiting efforts.

Additionally the agency has continued to grow the Response-Ability Initiative. This initiative focuses on new employee onboarding, supervisor training and development, staff mentoring, and employee recognition. The WDOC completed its second year of the mentoring program with 38 participants. The WDOC OnBoarding program was implemented in November 2014. The purpose of this program is to provide all employees the support and tools necessary for orientation and on-going success with the department. The WDOC was recognized internationally for its onboarding program. The department also partnered with the Wyoming Law Enforcement Academy to provide supervisory training for mid-level managers. In FY16, 58 supervisors completed this training. Next steps with supervisory training and development include the implementation of a new supervisor onboarding program and twenty-four (24) additional hours of supervisory and leadership training. These efforts should improve retention, as dissatisfaction with supervisors’ skills has been cited as one of the top reasons for staff turnover. Last, WDOC is evaluating employee recognition efforts and working towards improving employee engagement within the agency.

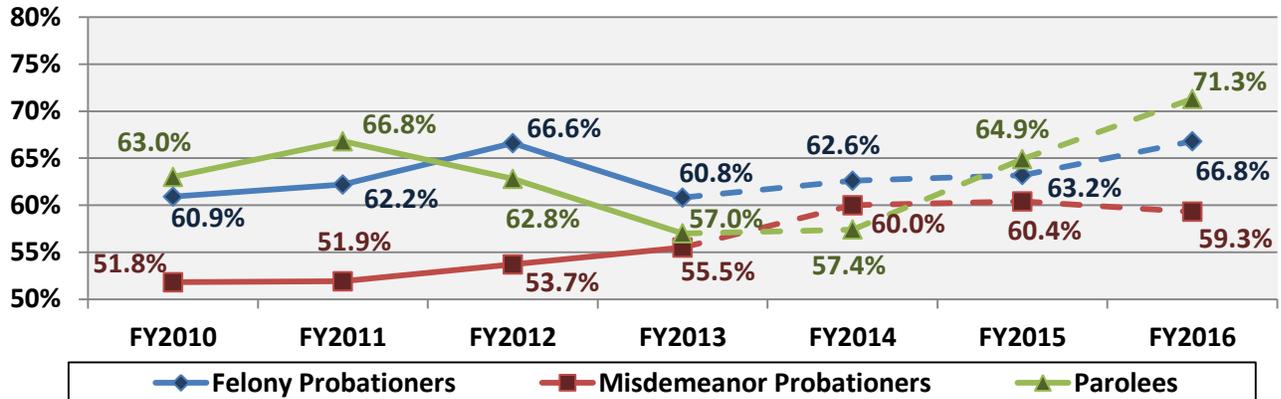
PERFORMANCE MEASURE #2: The percentage of probationers and parolees who successfully complete supervision and do not return to the WDOC within three years of release from supervision.

PRIMARY FUNCTIONS: Public Safety; Rehabilitation; Case Management

Note: Data points for FY2014 through FY2016 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 FY14 through FY16 cohorts is informative, the focus is on FY13 cohort as these offenders have completed three years since release from supervision. The success rates for all offender groups normally fluctuate between approximately 52 percent and 67 percent after three years release from supervision. However, for two of the three categories tracked, the success rates decreased in FY13 nearly 5 percent, which is significant. The division undertook a thorough review of individual cases to get a better sense of why parolees and felony probationers were not as successful. While the division has a long history of using evidence-based risk assessment tools and individual case plans which focus on the areas needing attention to be successful, the majority of those failing are related to substance abuse issues, and frequently a tendency to abscond from supervision. The cases reviewed indicated the probation and parole staff are working extensively with these different groups of offenders, and the challenge becomes how best to respond to violations, such as drugs or alcohol use, while not decreasing public safety. Typically misdemeanants have the lowest success rate; however, for FY13 it improved to the highest level in the past five years. The staff continue to focus services on education, employment, housing, mental health, substance abuse and sex offender treatment needs. These efforts are evidence-based and stand the best likelihood of increasing success rates.

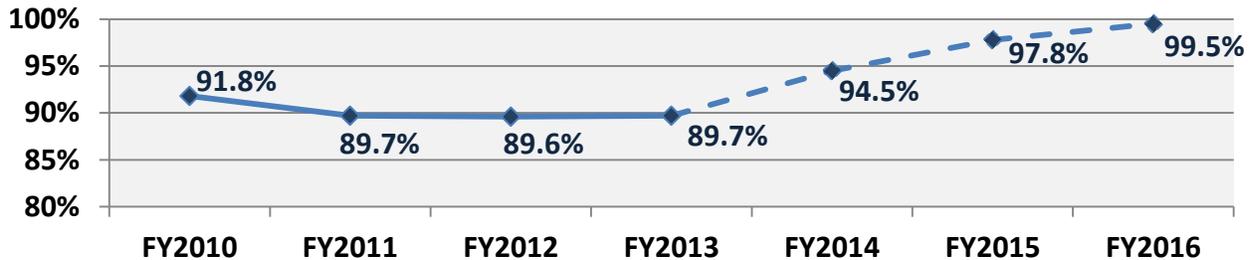
What Has Been Accomplished and Goals for the Future: The Field Services Division continues to review policies annually to ensure compliance with American Corrections Association (ACA) standards is maintained for re-accreditation. In addition to the division's audit of unsuccessful parole and felony probation cases, to determine the reasons for failure and whether there is room for improvement, the department continues to move forward on expanding evidence-based decision making. This will include adding criminal risk indicators and information regarding meaningful conditions into the presentence report for the Court's consideration. The division further reviewed and updated the sanctioning and rewards matrix, which is an evidence-based practice, making it more concise and targeted. While rewarding positive behavior is an evidence-based practice, it is a challenge for probation and parole agents. The division is also refining the Intensive Supervision Program (ISP) to better accommodate the use of resources, while continuing to focus on public safety and offender rehabilitation. Additionally, with the support of the parole board, the division is developing two pilot sites that will focus on higher risk parolees. This will be a collaborative effort with several local agencies and providers the goal is to improve the successful completion of those parolees supervised in the community. These efforts will involve the division providing information and training, on the assessments to the courts, prosecutors, public defenders, parole board's members, along with department staff. Challenges for the coming year will be the reduction of treatment services in prison as well as in the community, due to budget reductions.

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 FY2014 through FY2016 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 FY14 through FY16 cohorts is informative, focus is on FY13 cohort as these inmates have completed three years since release from prison. The rate for inmates committing new felonies, following three years of release from prison, stayed virtually the same for FY11 through FY13.

Success rates for FY14 through FY16 cohorts will adjust downward over the measured three year period as some inmates recently released from prison are later returned under a new felony conviction. WDOC uses the Association of State Correctional Administrator’s measure of recidivism as an indicator of inmate rehabilitation. These rates are also an important reflection on the public safety mission of the department.

Most offenders returning to prison are returning due to technical violations of parole and not as a result of a new felony conviction. As an indicator of success, new felonies committed by former inmates is a logical and publically sought indicator of a corrections system’s efficacy, it must also be viewed in relation to, and inter-relationship with, the other measures. Those offenders who return for non-felony violations of parole are reflected in performance measure #2. Performance measure #4 also has important bearing, as those best practice areas of program focus will influence overall criminality. Conversely, if performance measure #1 is not being addressed well, the lack of staffing and increased turnover rates will negatively impact the department’s ability to influence this measure of success as effectively. Continued efforts toward reentry planning, as well as targeted intervention commensurate with the inmates assessed needs, has produced success in this area.

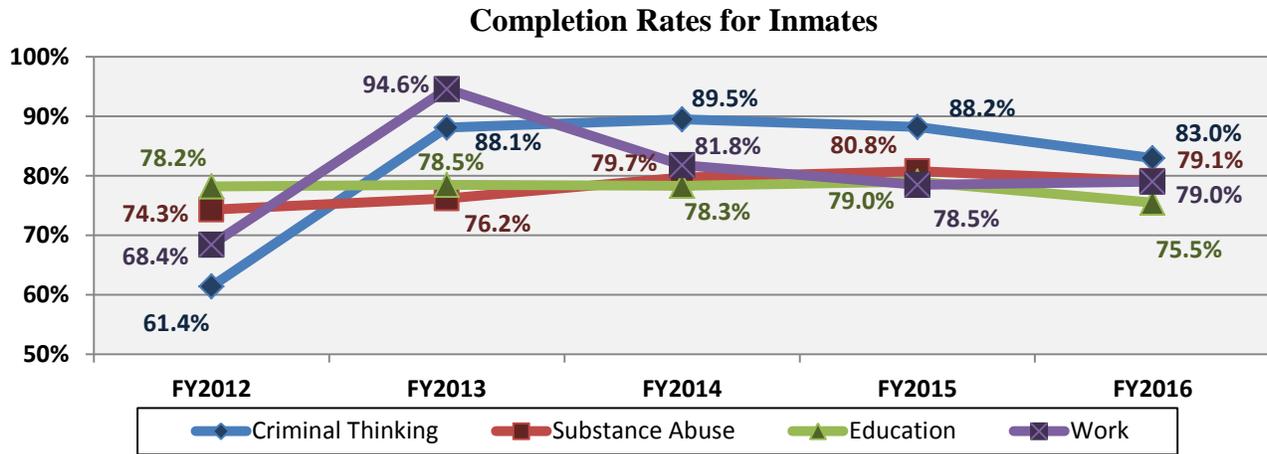
What Has Been Accomplished and Goals for the Future: WDOC’s ability to provide individualized case planning and targeted interventions based on assessed risks has the greatest impact on the inmate’s chance of success. By pairing inmate criminal risk domains in areas such as, criminal thinking, substance abuse, education/vocational, and work, with the appropriate treatment or intervention, WDOC has positively impacted inmate success.

Additionally, the department has continued to focus on and strengthen its reentry efforts, through policy, procedure and practice to better coordinate the transition for inmates returning to the community. And while hurdles such as, available housing, sustainable employment and access to the necessary treatment negatively impact success rates; a focus on improving reentry efforts and community coordination improves the likelihood of increasing former inmates chances of success.

The department’s industry program also continues to focus on reentry which has shown to be one of the most significant factors in recidivism reduction. Community stakeholders continue to participate in resource fairs at institutions. These resource fairs provide inmates who will eventually be released, improved access to the resources available throughout the state. All WDOC facilities remain nationally accredited through the American Correctional Association (ACA). This accrediting body employs the best correctional practices in the development of its standards. Lastly, the WDOC continues to focus on cost effective programs which are evidence based in its efforts.

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



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 FY16 appears to represent relative stability, with a slight decrease in FY16. 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 criminal 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 FY16 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. As it is reasonable to assume that even some targeted program participation by an inmate with an assessed need, the success rates would be even higher if all inmates receiving some level of treatment were counted. However, 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 for those identified with criminal thinking risks. That specific area is deemed through research to be the most important risk to address, and if effectively addressed through best practice interventions, stand the best likelihood of reducing future criminality. The increased percentages over the years are due, in part, to the staffs' 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.

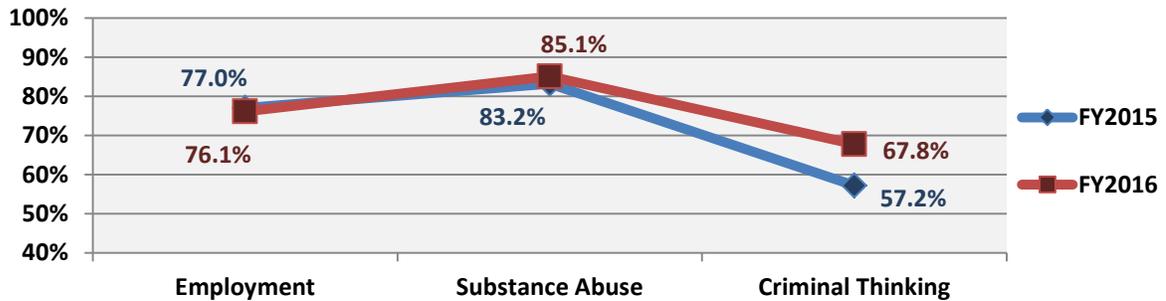
WDOC's education equivalency ratings continue to exceed the national average for correctional systems. Education, along with focused vocational aptitude testing and training opportunities, continue to result in successful job placements during reentry. Through comparison of the trend analysis, WDOC program availability at each institution may be modified based on data results. By combining all components of these targeted 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 accessed. 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 second year the data for probationers and parolees in the identified programming has been available. Consequently a trend line is only beginning to develop. 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 FY16. The percentage of offenders employed is a snapshot of the total number of offenders on supervision in January and July 2016 who were reported to have full time employment.

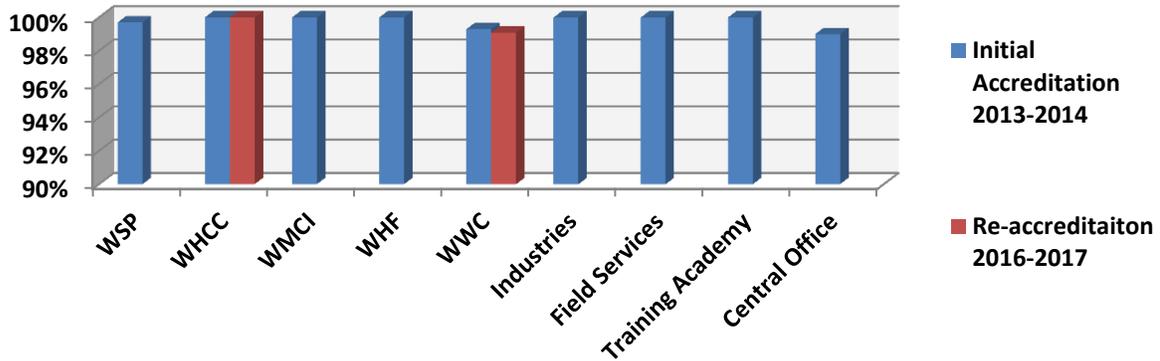
The employment rate measure held nearly the same; substance abuse treatment involvement increased by 2%; and those offenders with a need for cognitive programming, the strongest predictor of future criminality, who completed programming increased by an impressive 10%.

What Has Been Accomplished and Goals for the Future: While in its second year of data collection for this measure, the probation and parole staff members have done a commendable job collecting this information, reflecting their efforts to influence these important rehabilitative areas. Additionally, during the past year all probation/parole districts have begun including the assessed criminal risk/needs narrative into the presentence investigation reports (PSI) for all felony convictions. Training will begin in September 2016 for PSI writers. This training is to ensure PSI writers better use the information from said assessment during the sentencing process; they will target the assessed risks/needs in their recommendations to the court. Compliance for addressing assessed needs should improve if such needs are outlined in the conditions required by the courts. Judges and attorneys will also receive training on the risk/needs information provided in the PSI and how the recommendations correlate. Evidence has proven that cognitive interventions on pro-social activities have a direct correlation to improved success on supervision. More offenders are addressing these areas while on supervision and the Field Services division has purchased self-directed cognitive-based workbooks which will assist in guiding discussions on different pro-social needs areas during monthly meetings with the offenders.

Employment is an area agents also address with offenders to increase the likelihood of success. This includes jobs training/school to improve skills and knowledge which should lead to higher pay jobs and sustainable wages. Substance abuse treatment has always been a high priority to be addressed in order to improve the success of offenders. Referrals to community providers the next year will be more difficult, due to budget reductions, but agents will continue to target this critical area by making timely referrals and encouraging compliance with offenders. Field Services administration now has the ability to review reports in the case management system on these topics to improve success or identify concerns.

Field Services will also be involved in a pilot project in two locations which will include state and local entities, including treatment providers, to attempt to better coordinate and improve services for high risk/needs offenders.

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 99.3% respectively on their audit. In FY14 WMCI and Correctional Industries obtained accreditation receiving 100% respectively on their audits. The remaining institutions, WSP and WHF, received a 99.7% and 100% respectively. 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% respectively 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. Re-accreditation for ACA is every three years. The WHCC and WWC underwent their re-accreditation audit in February 2016. They received recognition for their re-accreditation in August of 2016 where the WHCC received a 100% and the WWC received 99.1%. Again, the WWC did not receive 100% due to physical plant issues.

What has been accomplished and goals for the future? Initial ACA accreditation has been accomplished for all areas of the agency and the WDOC was recognized in February 2015 for receiving the Golden Eagle Award; this is an award that recognizes the agency’s achievement in accrediting every component within. This award is perhaps the most prestigious level of recognition by ACA to validate an agency’s accomplishment. ACA standards continue to evolve and WDOC must adapt its policies and practices to maintain compliance with these standards. Annual internal reviews of policy and practice are conducted to assess the agency’s performance to ensure accreditation is maintained. As noted above, the WHCC and WWC have already met the goal of re-accreditation, all other entities of the agency are preparing for re-accreditation. WMCI and Correctional Industries re-accreditation audit is scheduled for September 2016. WHF and WSP will undergo re-accreditation in April 2017. The Training Academy, Field Services and Central Office re-accreditation audit will be in September 2017.

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. Frequent and regular audits ensure greater compliance with nationally recognized correctional practices, and overall, a decrease in the number of required corrective actions. The department will continue to work towards maintaining accreditation and to improve the audit process across the agency, where needed.

The Wyoming Department of Corrections

