



WYOMING LEGISLATIVE SERVICE OFFICE

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Committee Name:

Joint Interim Appropriations Committee

Committee Meeting Date:

October 27, 2017

Bill number or agenda item the handout addresses:

WDOC Correctional Officer Pay Adjustments – Presentation and Discussion as Requested by Committee Chair

Document Title (please provide a short and descriptive name for the document):

Correctional Officer Pay Adjustment – Overview of Phase 1 and 2 Plan with Supporting Attachments (A-F)

Document Author (Please provide name of the ORGANIZATION and/or individual that wrote document):

Bob Lampert, Director, Wyoming Department of Corrections

Document Provider (complete ONLY if different than author listed above):

Document Date (complete only if different than meeting date):

CORRECTIONAL OFFICER PAY ADJUSTMENT – OVERVIEW OF PHASE 1 AND PHASE 2 PLAN

The Wyoming Department of Corrections is facing a current and ongoing staffing concern as related to correctional officer positions. Particularly at the Wyoming State Penitentiary, where security staffing is at 71% of authorized and funded positions, and at the Wyoming Women's Center, where security staffing is at 77% of authorized and funded positions. Correctional officer attrition is an agency-wide issue as the gap between those leaving the agency and our success in hiring replacement staff continues to widen. Through September of calendar year 2017, for example, we have lost 25 more correctional officers than we have been able to recruit and hire. That trend has continued since 2011. (See Attachment A)

This is not a new problem for WDOC and other correctional agencies in the nation, but it is a worsening one. The only time in the agency's recent history when hiring and retention were less problematic was in the time frame from July 2005 and March 2011. During that time, WDOC had a salary ladder in place that recognized correctional officers for advanced skills as determined by additional years of service, advanced training, and Peace Officer Standards and Training (P.O.S.T.) certification level. During that period of time, the trend line for correctional officer attrition was downward and retention rates steadily increased. (Please see Attachment B)

In March 2010, as a result of state-wide action and adoption of the Hay Group study which tied all pay raises directly to legislative action and personal performance, WDOC was forced to move away from the P.O.S.T. salary scale approach that had provided correctional officers with a predictable career ladder pay progression. Although employees who reached a new eligibility level under the previous pay system were grandfathered in and received their previously expected pay raises as long as they did so prior to March 2011, those pay raises ceased entirely in March 2011.

As is also shown on Attachment B, the trend rate for correctional officer attrition began to reverse as of March 2011 and has steadily increased over time since then. In addition, the agency's ability to successfully recruit and hire new correctional officer candidates has not kept pace with attrition leading to lower and lower numbers of correctional officers available to fill security posts. A recent review showed out of 200 potential candidates, 2 applicants followed through with the process to final hire at WSP, in part because they found better pay elsewhere prior to hire.

Each prison facility operated by the Wyoming Department of Corrections has a set number of security posts that must be filled shift by shift on a daily basis to meet minimum staffing standards requirements and to ensure safety and security of inmates, staff and the public. The current lack of correctional officer resources as illustrated in the previous attachments, particularly at the Wyoming State Penitentiary and Wyoming Women's Center, has resulted in the routine reassignment of correctional officers from better staffed institutions to help cover

CORRECTIONAL OFFICER PAY ADJUSTMENT – OVERVIEW OF PHASE 1 AND PHASE 2 PLAN

required posts, extremely high overtime expenditures for correctional officers throughout the agency, and an increasingly frequent disruption of prison operations at WSP due to lock down of inmates arising from staffing shortages.

In addition to causing a drain of experienced correctional staff, officer attrition is expensive. The cost of recruiting and training a new officer candidate to replace a departing employee has been shown to be about 140% of the cost of retaining the experienced staff for an additional year. Therefore, it is believed a reasonable increase in salaries can be implemented within existing resources and at a lower expense than the current cost of continued high attrition.

Immediate action is necessary in order to encourage the hiring of new correctional officers, as well as to recognize and retain existing correctional officers. The agency must do all it can to hold on to each and every correctional officer that remains, while aggressively recruiting new staff as well. Recognizing that salaries paid correctional officers in surrounding states are typically higher and larger local and regional employers in other competing industries are paying significantly more than correctional officer entry level wages (See Attachment C), the Department of Corrections has developed and submitted a two-phased plan to address correctional officer salaries,

Phase 1 of the plan has already been presented to the Governor and legislative leadership as a recommended immediate action. Phase 1 would immediately raise the hire rate for correctional officers to \$16.00 per hour from \$15.78; raise the hourly pay for correctional officers successfully completing new hire probation to \$17.25 at WHCC, WHF, and WMCI and to \$18.25 at WWC and WSP; provide a one-time salary adjustment based on performance scores to those officers already paid at or above the previously listed rates; and raise the hire rate for correctional corporal to \$21.00 per hour. (See Attachment D)

Phase 1 would be entirely funded within WDOC's existing budget and would not require the use of vacancy savings to do so. Any current staff given a pay raise as a result of Phase 1 action would retain those salaries into the future with no need for additional funding to sustain those raises. Only existing staff eligible to receive those raises prior to June 30, 2018, would receive them as a result of Phase 1 action. Responses to previous questions related to Phase 1 of the plan are included as Attachment E.

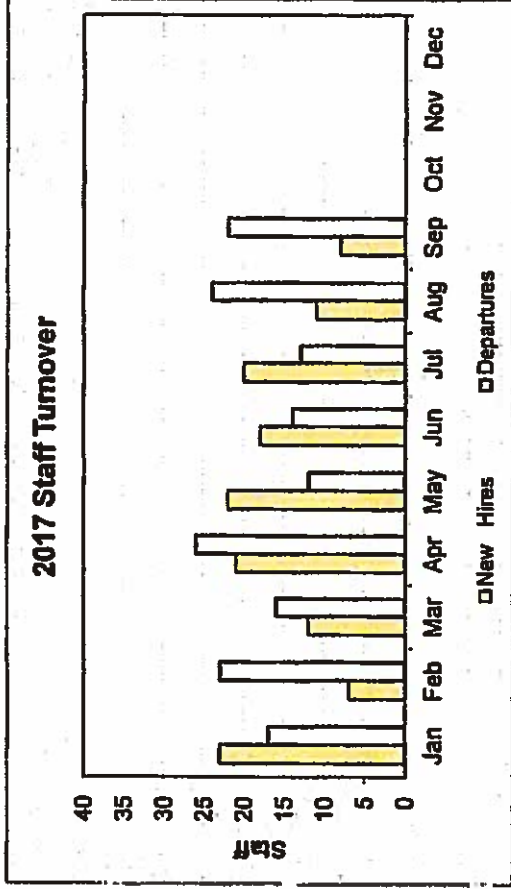
No one reaching eligibility after June 1, 2018, would receive a pay raise unless Phase 2 action is also approved. Newly hired staff, as well as existing staff who did not meet the eligibility requirements for a raise under Phase 1 prior to June 30, 2018, will only receive pay raises after that date if Phase 2 is approved and funded. Phase 2 will require an additional appropriation of \$1,400,791 per biennium.

CORRECTIONAL OFFICER PAY ADJUSTMENT – OVERVIEW OF PHASE 1 AND PHASE 2 PLAN

Under Phase 2, the hire rate for correctional officer would be increased to 85% of the market MPP for correctional officers (\$16.53 per hour) ; correctional officers successfully completing new hire probation at WHCC, WHF, and WMCI would receive an adjustment in pay to 90% of the market MPP for correctional officers (\$17.50 per hour); ; correctional officers successfully completing new hire probation at WWC and WSP would receive an adjustment in pay to 95% of the market MPP for correctional officers (\$18.48 per hour); and, based on performance, correctional officers at WHCC, WHF, and WMCI who reached five years of service as a certified correctional officer would receive a pay adjustment towards an average of 95% of market (\$18.48 per hour), while those at WWC and WSP who met those same criteria would move towards an average of 100% of market MPP (\$19.45 per hour). (See Attachment F)

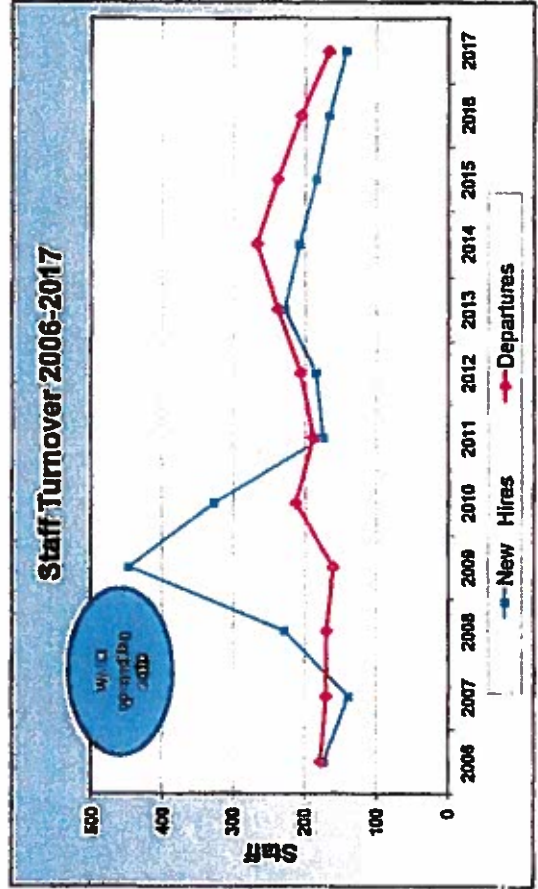
Past experience suggests that cost savings from such things as overtime, recruitment and training due to decreased employee turnover will eventually be greater than the expense of implementing both phases of the proposed plan to bring correctional officer salaries in Wyoming to a more competitive level. Increased retention of trained corrections professionals also has a direct correlation to safe, secure and normal prison operations and offender success, which in turn directly affects public safety. However, to fully implement the plan and make a long-term difference there will be an additional cost for the ongoing recognition of experienced well performing staff through predictable pay raises at the one-year and five-year points of their correctional careers as detailed in Phase 2 of the plan.

ATTACHMENT A



2017	New Hires	Departures	New Gain / Loss
Jan	17	23	6
Feb	7	23	(16)
Mar	12	18	(4)
Apr	21	26	(5)
May	22	12	10
Jun	18	14	4
Jul	20	13	7
Aug	11	24	(13)
Sep	8	22	(14)
Oct	0	0	0
Nov	0	0	0
Dec	42	167	(25)

Academy Bridge



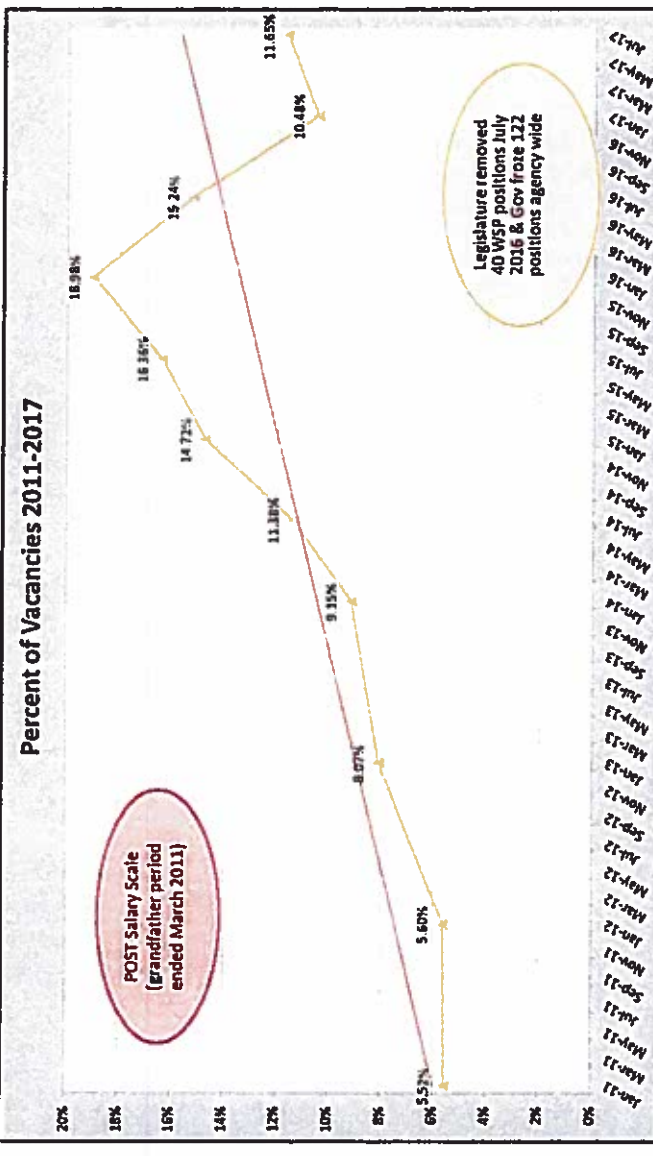
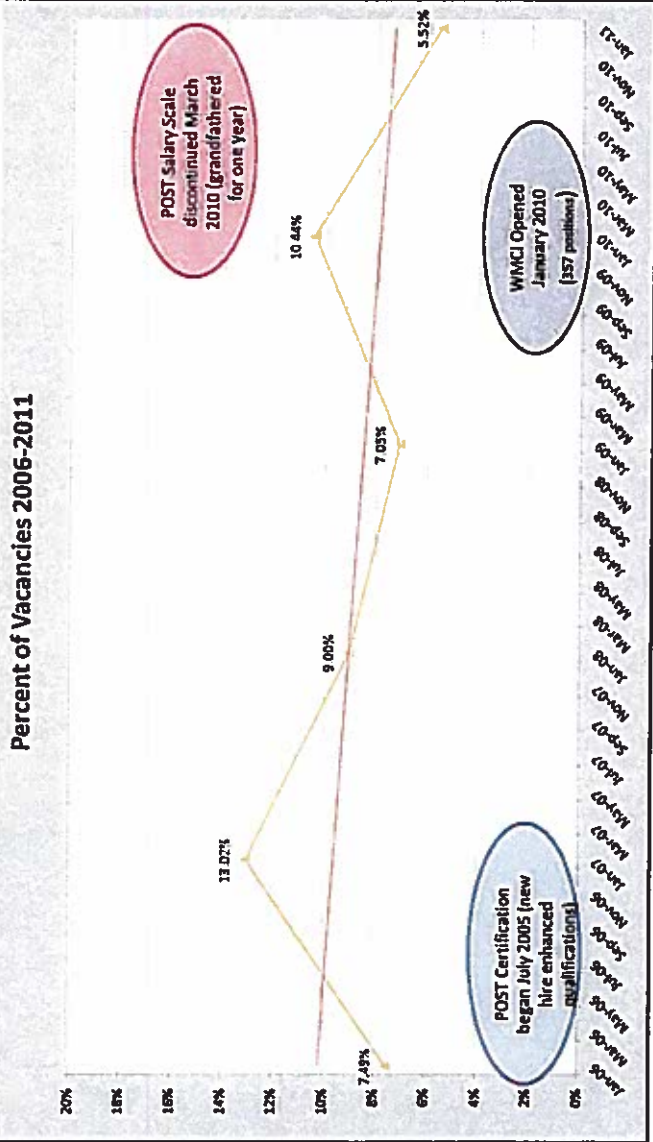
Year	New Hires	Departures	New Gain / Loss
2006	174	176	(4)
2007	176	171	(21)
2008	223	170	53
2009	446	181	265
2010	377	213	164
2011	175	189	(14)
2012	166	207	(27)
2013	243	228	(10)
2014	203	258	(60)
2015	184	239	(55)
2016	148	208	(40)
2017	42	167	(25)

NOTE: 2017 as Jan - Jun

Wyoming Department of Corrections
 Vacant Positions 2006-2017
 Post Salary Scale in Place July 2005 - March 2011

ATTACHMENT B

Date	Authorized Positions	Vacancies	Percent of Vacancies
Jan-06	1121	84	7.49%
Jan-07	1121	148	13.22%
Jan-08	1133	102	9.00%
Jan-09	1149	81	7.05%
Jan-10	1148	120	10.44%
Jan-11	1304	72	5.52%
Jan-12	1304	73	5.59%
Jan-13	1301	105	8.07%
Jan-14	1301	119	9.15%
Jan-15	1301	148	11.38%
Jan-16	1284	189	14.72%
Jan-17	1284	210	16.35%
Jan-18	1122	213	19.88%
Jan-19	1122	171	15.24%
Jan-20	1116	117	10.48%
Jan-21	1116	130	11.65%



NOTE
 FY08 Post Salary Scale implemented
 FY10 WMCII positions approved to fill 357 positions
 FY10 Post Salary Scale discontinued but grandfathered for one year
 FY11 Post Salary grandfather period ended
 FY18 - February 2018 the Legislature removed 40 positions from WSP (38 CO's and 2 SGT's)
 FY17 - July 2016 the Governor froze 122 positions from the agency (2 CO, 4 FS, 6 WHCC, 4 WHF, 20 WWC, 49 WSP, 37 WMCII)
 Sept 2016 the Governor unfroze 30 CO positions, no funding
 FY17-18 Supplemental Budget session removed 4 FTE and 2 AWEC positions

ATTACHMENT C

COMPARISON CORRECTIONAL OFFICER SALARY RANGES BY STATE

Colorado*

\$39,738 to \$43,339 per year

Montana*

\$35,409 to \$40,810 per year

South Dakota*

\$34,723 to \$37,724 per year

Nebraska*

\$35,280 to \$40,553

Idaho*

\$37,252 to \$42,182

Utah*

\$38,752 to \$44,025

North Dakota*

\$37,295 to \$39,996

Nationwide Average*

\$38,167 to \$47,578

Median of \$42,868

*Data taken from Salary.Com Correctional Officer Salaries by State

Wyoming

Entry \$15.78 per hour 8 hour shift \$32,822 per year 12 hour shift- \$35,278/year

If raised to \$16.00 per hour 8 hour shift \$33,280 per year 12 hour shift \$35,770/year

(It should be noted that primary competition comes from in-state employers who pay significantly more including mineral extraction industries, refinery, railroad, larger box stores, and other law enforcement to name a few.))

ATTACHMENT D

Phase 1 Correctional Officer Salary Adjustments. In order to encourage the hiring of new correctional officers, as well as to recognize and retain existing correctional officers, the following changes in pay structure for correctional officers and corporals are being implemented. All pay adjustments are one-time only and will be completed within the existing budget with a neutral impact to the FY19/20 biennium.

- 1) Effective (October 1, 2017), the new hiring rate for Correctional Officer will be \$16.00 per hour. Any existing Correctional Officer who is not already paid \$16.00 per hour or more will be increased to at least the minimum rate of pay of \$16.00 per hour. This new hire rate will continue after the end of the biennium.
- 2) Any P.O.S.T. certified Correctional Officer permanently assigned to WMCI, WHF and WHCC, who has completed new hire probation with one year or more of service as a Correctional Officer as of (October 1, 2017), will be paid at least \$17.25 per hour.*

**This rate will also be honored for any correctional officer who attains one year or more of service on or before June 30, 2017. However, any correctional officer who has not attained one year of service prior to that date will not receive this pay adjustment and will instead continue to be paid at \$16.00 per hour after that date absent legislative action.*

- 3) Any P.O.S.T. certified Correctional Officer permanently assigned to WWC and WSP, who has completed new hire probation with one year or more of service as a Correctional Officer as of (October 1, 2017), will be paid at least \$18.25 per hour.*

**This rate will also be honored for any correctional officer who attains one year or more of service on or before June 30, 2017. However, any correctional officer who has not attained one year of service prior to that date will not receive this pay adjustment and will instead continue to be paid at \$16.00 per hour after that date absent legislative action.*

- 4) Correctional Officers who are already paid more than the amounts listed above will receive a percentage pay increase effective (October 1, 2017). The percentage received by each correctional officer will be dependent on his/her overall September 2017 PMI score. This is a one-time only adjustment.
 - a) "Needs Improvement" = 0.50%
 - b) "Meets Expectations" = 1.00%
 - c) "Commendable" = 1.25%
 - d) "Superior" = 1.50%

- 5) \$21.00 per hour will be the new hire rate for Correctional Corporal. Any Correctional Corporal who is paid less than \$21.00 per hour will be raised to that pay rate effective (October 1, 2017). This new hire rate will continue after the end of the biennium.

ATTACHMENT E

Phase 1 Questions and Responses

How many people are affected by WDOC's proposal for equity and retention raises for correctional officers and corporals? 401 current employees.

- 1) 53 vacant funded positions that will be hired at \$16.00 per hour, rather than at \$15.78.
- 2) 63 officers will receive a raise to \$16.00 per hour. They currently get \$15.78.
- 3) 114 officers will get a raise to \$17.25 per hour. Their current average wage is \$16.44.
- 4) 105 officers will get a raise to \$18.25 per hour. Their current average wage is \$17.02.
- 5) 77 officers will receive a PMI raise. Their current average wage is \$17.86 for those at WHCC, WMCI & WHF and \$19.71 for those at WSP & WWC.
 - a. 2 Needs Improvement. 0.5%
 - b. 52 Meets Expectations. 1.0%
 - c. 18 Commendable. 1.25%
 - d. 5 Superior. 1.5%
- 6) 5 vacant funded corporal positions will be hired at \$21.00.
- 7) 42 corporals will receive a raise to \$21.00 per hour. Current average wage is \$18.63.

What is the projected estimated cost for the remainder of this biennium and for FY19/20 that will be absorbed within WDOC's standard budget?

\$860,954 for FY17/18 \$2,113,369 for FY19/20

- 1) Ongoing hiring rate to \$16.00 per hour. FY17/18 \$23,239.
- 2) One-time \$17.25 at smaller institutions. FY17/18 \$247,854.
- 3) One-time \$18.25 at high custody facilities. FY17/18 \$325,854.
- 4) One-time PMI raises. FY17/18 \$88,057.
- 5) Ongoing rate for corporal to \$21.00. FY17/18 \$175,950.

If these raises are implemented, what impact will that have on total annual salary?

- | | | |
|----------------------|--------------------------------|------------------------------|
| 1) Current \$15.78: | 8 hour shift \$32,822 per year | 12 hour shift- \$35,278/year |
| 2) \$16.00 per hour: | 8 hour shift \$33,280 per year | 12 hour shift \$35,770/year |
| 3) \$17.25 per hour: | 8 hour shift \$35,880 per year | 12 hour shift \$38,565/year |
| 4) \$18.25 per hour: | 8 hour shift \$37,960 per year | 12 hour shift \$40,800/year |

If the worst problem is at WSP and WWC, why give raises at the other facilities?

There is a problem recruiting and retaining staff at all five facilities, although it is worst at WWC and WSP. In addition, staff from the other facilities routinely assists by working at the two high-custody facilities when their schedules permit. If others did not receive a pay raise as well they would no longer be willing to work on a temporary basis at the high custody facilities. In sum, the bulk of officers are currently paid on average between 81% and 88% of current market MPP. To affect recruitment and retention this percentage needs to be increased.

ATTACHMENT E
Phase 1 Questions and Responses

What will be the impact on overtime?

In the short-term, overtime costs will go up because those staff working overtime will be paid more. However, the increased hiring rate should assist in attracting new employees and the retention rate should dramatically increase. As positions are filled and fewer people leave employment as a result of a more adequate wage, overtime demands will gradually decrease.

Can these costs be covered in the existing budget with no impact to the standard FY19/20 budget?

Yes. As verified by the Budget Division of A&I (Kevin Hibbard and Jess Ketchum), there is sufficient money in the remaining FY17/18 budget and the FY19/20 standard budget to internally absorb these costs. Continuation of the new hire rates and continuation of the one-time raises implemented will continue to be funded within the existing standard budget. It must be understood, however, that only those correctional officers who reach permanent employee status prior to June 30, 2017, will receive the bump from \$16.00 to the one-year rates of \$17.25 or \$18.25 at each of the facilities. This could result in a return to high turnover for those achieving one year of service after that date, as the raises upon permanent appointment will no longer occur after June 30, 2017 unless a separate exception request is subsequently approved.*

**(WDOC has included an exception request in their FY19/20 budget related to correctional officer salaries. That request is separate from the current Phase 1 proposed increase in hiring rates and the one-time raises suggested in the letter to the Governor, which would be and would continue to be fully absorbed within the standard budget. The Phase 2 exception request in WDOC's upcoming budget proposes to raise the hire rate for correctional officers to \$16.53 or 85% of MPP, provide funds for the one-year salary increase to continue for those who reach permanent employment status after June 30, 2017, and would also provide for a retention increase for each correctional officer at the five-year mark based on PMI scores. It is a stand-alone exception request which would have an ongoing budget impact of \$1,400,791 per biennium. It will be discussed during the budget hearing process as a related but totally separate request from the Phase 1 portion.)*

ATTACHMENT F

Phase 2 Correctional Officer Salary Adjustments.

In order to further encourage the hiring of new correctional officers, as well as to recognize and retain existing correctional officers, the following changes in pay structure will be effective upon appropriation and approval of \$1,400,791 per biennium specifically designated for this purpose. All pay adjustments are in addition to those provided to current staff under Phase 1 Correctional Officer Salary Adjustments.

- 1) Effective July 1, 2018, the new hiring rate for Correctional Officer will be set at 85% of the market mid-point (MPP) which is \$16.53 per hour. Any existing Correctional Officer who is not already paid \$16.53 per hour or more will be increased to at least the minimum rate of pay of \$16.53 per hour.
- 2) Any P.O.S.T. certified Correctional Officer permanently assigned to WMCI, WHF and WHCC, who has successfully completed new hire probation with one year or more of service as a Correctional Officer on or after July 1, 2018, will be paid 90% of MPP, which is \$17.50 per hour.
- 3) Any P.O.S.T. certified Correctional Officer permanently assigned to WWC and WSP, who has completed new hire probation with one year or more of service as a Correctional Officer on or after July 1, 2018,, will be paid 95% of MPP, which is \$18.48 per hour.
- 4) Correctional Officers permanently assigned to WMCI, WHF and WHCC, who meet all year-one requirements listed above and successfully complete an additional four years employment with WDOC as a P.O.S.T. certified correctional officer will receive a pay raise based on performance towards an average of 95% of MPP, which is \$18.48 per hour.
- 5) Correctional Officers permanently assigned to WWC and WSP, who meet all year-one requirements listed above and successfully complete an additional four years employment with WDOC as a P.O.S.T. certified correctional officer will receive a pay raise based on performance towards an average of 100% of MPP, which is \$19.45 per hour.
- 6) \$21.00 per hour will be the hire rate for Correctional Corporal in order to avoid pay compression between ranks.