

January 25, 2011

To Juvenile Justice Stakeholders:

Attached please find “The State of Juvenile Detention in Wyoming: 2009 Compliance Monitoring Report,” compiled by Volunteers of America Northern Rockies (VOA). This report illustrates the amount of progress made in the past year regarding juvenile justice issues. Data from 2009 revealed that in some areas of the state, Wyoming overused secure detention for those juveniles who committed less serious offenses. Overall, however, Wyoming continued to improve in utilizing community-based, nonsecure alternatives to secure detention.

In terms of compliance with the Juvenile Justice and Delinquency Prevention Act of 2002 (JJDDPA), Wyoming regressed in two areas. The JJDDPA, originally passed in 1974, established core requirements to protect youth held in secure custody. In 2008, Wyoming improved its compliance with these core requirements. This year, the number of violations increased for two of these core requirements, indicating that Wyoming increased its use of secure detention in some areas of the state. Violation numbers remained lower than those recorded in 2007, which showed that counties were still generally committed to meeting these requirements.

Data obtained from the “Juvenile Jail Roster” database maintained by VOA revealed that Wyoming:

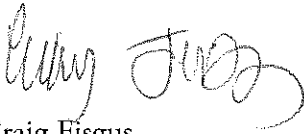
- Increased the number of juveniles held in secure detention by nearly 2% from 2008 to 2009. More positively, the number of youth in secure detention still represented a 12% decrease from 2007. (Page 5)
- Increased the number of status offense violations of the JJDDPA by nearly 7% from 2008 to 2009. More positively, the number of status offense violations still represented nearly a 50% decrease from 2007 levels. (Page 7)
- Increased the number of juveniles not sight and sound separated from adults in detention by 16% from 2008 to 2009. The 2009 number still represented a 2% decrease from 2007 numbers. (Page 7)
- Decreased the number of youth held for longer than allowed in adult jails/lockups for delinquent offenses by 20% from 2008 to 2009 and by 36% from 2007 to 2009. (Page 9)
- Increased the number of counties in full compliance with the first three core requirements of the JJDDPA from seven to eleven. The counties in full compliance are Big Horn, Carbon, Crook, Goshen, Hot Springs, Johnson, Niobrara, Platte, Sublette, Teton, and Washakie counties. Eliminated violations of the first three requirements in 5 of these counties: Big Horn, Carbon, Crook, Platte, and Sublette counties. (Page 13)
- Reduced the number of violations in five additional counties: Albany, Campbell, Laramie, Lincoln, and Sheridan. (pages 13-14)

Despite the mixed results reflected in the data, most counties worked cooperatively to achieve voluntary compliance with the JJDPA. Even though the state has elected not to participate with the JJDPA, most counties recognized that the core requirements represented best practice standards for dealing with juvenile offenders.

In addition, Wyoming is now partnering with the Annie E. Casey Foundation's Juvenile Detention Alternatives Initiative (JDAI). This exciting work will aid counties in developing nonsecure alternatives to detention. Research consistently shows that the use of secure detention for low-risk status offenders will result in increased recidivism, increased costs, and increased risk of harm to these juveniles. The incorporation of JDAI's core values will help to address these issues.

I would welcome any comments and suggestions that you may have, so feel free to call me at (307) 672-0475 or send me an email at [cfigus@voanr.org](mailto:cfigus@voanr.org).

Respectfully submitted,

A handwritten signature in black ink, appearing to read "Craig Fiskus", written in a cursive style.

Craig Fiskus  
Project Director

cc: Jeff Holsinger, President & CEO, Volunteers of America Northern Rockies

# THE STATE OF JUVENILE DETENTION IN WYOMING

## 2009 Compliance Monitoring Report



Volunteers of America Northern Rockies

January 2011

## INTRODUCTION

In 2009, Wyoming continued to grapple with the underlying philosophy of what to do with juveniles who commit crimes. While no individual viewed detention as the first alternative when youth broke the law, some counties clearly turned more frequently to the use of detention. In order to assess more accurately how and when Wyoming counties utilized detention, Volunteers of America Northern Rockies (VOA) worked with counties to collect data. Specifically, VOA worked to obtain information on the charges that resulted in the use of secure detention for juveniles. As part of this process, VOA then reviewed this data and inspected all secure facilities that detained youth in Wyoming as part of the compliance monitoring process. This report details the findings of VOA's compliance monitoring.

Currently, twenty-one of Wyoming's twenty-three counties voluntarily provide data, either within the county itself or at facilities that hold the youth for these counties. Facilities submitted data in an on-line "Juvenile Jail Roster" database maintained by Assessments.com, a company that provides similar services for many other areas around the country. Assessments.com, for example, hosts a juvenile justice database for the State of Montana. Debby Lynch, VOA's compliance monitor, and DeeAnn Near, VOA's Data Coordinator, reviewed this raw data and began to identify potential issues during the course of the year. To further refine the process, VOA also initiated "Jail Roster" trainings for county users in November 2009. During these trainings, one of which was held in Casper and one held in Lander, VOA provided guidance on how to enter information in a standardized manner so that counties more consistently listed original charges. Twenty-two counties participated in these trainings, which gave users a chance to ask questions and problem-solve issues.

The following spring in 2010, Lynch then initiated the compliance monitoring process, meeting with officials at each facility and reviewing records. Even though federal guidelines mandate that agencies review 100% of these facilities every 3 years, VOA inspects 100% of these secure facilities every year. This arduous and time-consuming process yielded the most accurate information possible, taking the raw data entered at a county level and distilling information that was subsequently verified on-site. While not perfect, VOA labored throughout the year to ensure that the data presented in this report fairly represented the state of detention in Wyoming. VOA is confident that it does.

VOA differentiated between those facilities classified as being secure from those being identified as non-secure. Some adult jails/lockups contained non-secure areas in which law enforcement could hold youth, while others detained youth in secure areas. VOA used federal definitions for what constituted a secure versus a non-secure facility. The Office of Juvenile Justice and Delinquency Prevention (OJJDP) clarifies that:

... [s]ecure detention or confinement status has occurred within a jail or lockup facility when a juvenile is physically detained or confined in a locked room, set of rooms, or a cell that is designated, set aside, or used for the specific purpose of securely detaining persons who are in law enforcement custody. Secure detention or confinement may result either from being placed in such a room or enclosure and/or from being physically secured to a cuffing rail or other stationary object (p. 6,

*Guidance Manual for Monitoring Facilities Under the Juvenile Justice and Delinquency Prevention Act of 2002, 2007).*

From February through June 2010, Lynch inspected a total of 52 facilities, broken down as following:

- 29 adult facilities classified as secure
- 10 adult facilities classified as non-secure
- 5 juvenile detention centers classified as secure
- 4 court holding facilities
- Wyoming Boys School, classified as secure
- Wyoming Girls School, classified as non-secure
- 2 juvenile facilities, classified as non-secure

Wyoming currently has three county-owned and operated juvenile detention centers, with one in Campbell County, one in Fremont County, and one in Sweetwater County. Cornerstone Programs operates two juvenile detention centers, the Southeast Wyoming Juvenile Center (formerly known as the Jeffrey C. Wardle Academy) in Cheyenne and the Regional Juvenile Detention Center in Casper. In addition, each of Wyoming's twenty-three counties administer a jail, and ten police departments can conceivably hold juveniles in their respective lockups. For the purpose of this report, federal definitions regard the Wyoming Boys School (WBS) as a Juvenile Training School, as WBS is a secure institution. Because the Wyoming Girls School (WGS) does not securely hold residents, it does not qualify as a juvenile training school.

During the course of these visits, Lynch traveled approximately 6,000 miles. In preparation for these visits, Lynch also engaged in pre-compliance monitoring visits and phone contact with juvenile detention centers in the summer and fall 2009. By doing so, Lynch was able to cultivate further relationships with officials at these facilities, as their cooperation was vital in creating an accurate picture of how detention works for youth in Wyoming.

Results from the 2009 compliance monitoring process were decidedly mixed. The number of youth detained securely in the state increased slightly from 2008, and the use of juvenile detention centers increased as well. More positively, however, the use of adult jails/lockups decreased, and the opening of a new juvenile detention center in Campbell County meant that VOA expected even fewer youth would be held in adult jail/lockups in 2010. While detention is certainly appropriate for those youth who commit violent crimes or for those youth who pose a threat to public safety, many youth were detained because they violated existing court orders. Most of these youth had been placed on probation because they had committed relatively low-risk offenses, typically for Minor in Possession of Alcohol.

## **BACKGROUND**

Wyoming remains the only state in the United States that has chosen not to participate in the Juvenile Justice and Delinquency Prevention Act of 2002 (JJDP) (Public Law 93-415, 42 U.S.C. 5601). For those states and provinces who do participate, the Office of Juvenile Justice and Delinquency Prevention (OJJDP) allocates formula grant monies to support alternatives to secure detention and to address public

policy needs. Even though Wyoming has elected not to participate in the Act, OJJDP determined that they would award “non-participating state” funding to a non-profit agency to support detention reform efforts in the state. Volunteers of America Northern Rockies (VOA) has received this funding since 2007.

The JJDP Act, originally passed by Congress in 1974 and most recently reauthorized in 2002, established high standards for the secure detention of juveniles. The Act created core requirements to protect youth in secure holding while still promoting public safety. These core requirements, alternately known as core protections, are:

- Deinstitutionalization of Status Offenders (DSO) – “Juveniles who have been charged with or have committed an offense that would not be criminal if committed by an adult...shall not be placed in secure detention facilities.” The original JJDP Act of 1974 included this core protection.
- Separation of Juveniles from Incarcerated Adults (Sight and Sound Separation) – “Juveniles alleged to be or found to be delinquent, as well as status offenders and non-offenders, will not be detained or confined in any institution in which they have contact with adult inmates.” The 1974 Act instituted this core protection as well.
- Removal of Juveniles from Adult Jails and Lockup (Jail Removal) – “Juveniles who are accused of non-status offenses who are detained in such jail and lockup for a period not to exceed 6 hours for processing and release, while awaiting transfer to a juvenile facility, or in which period such juveniles make a court appearance, and only if such juveniles make a court appearance, and only if such juveniles do not have contact with adult inmates.” The 1980 reauthorization of the original Act added this core protection.
- Disproportionate Minority Contact (DMC) – “Address juvenile delinquency prevention efforts and system improvement efforts designed to reduce, without establishing or requiring numerical standards or quotas, the disproportionate number of juvenile members of the minority groups who come into contact with the juvenile justice system.” The 1992 reauthorization added this core protection.

OJJDP based these standards on research and on best practice models around the country. As a result of this wealth of information, OJJDP concluded that when communities utilize secure detention only for violent and/or high risk juvenile offenders, they attain better results. When communities employ secure detention for low-risk status offenders, these areas see an increase in recidivism, in cost, and in risk to the juveniles in detention.

The Wyoming Department of Family Services (DFS) is currently working with the Annie E. Casey Foundation (AECF), as Wyoming has been chosen as a Juvenile Detention Alternatives Initiative (JDAI) state. JDAI, currently implemented at over 100 sites in 24 states and the District of Columbia, has consistently advocated for the reduced use of secure confinement for youth. Rand Young from the AECF is currently working with state partners to implement JDAI in Wyoming, and he originally presented to Wyoming’s Joint Judiciary Committee in August 2009. Young asserted that research consistently shows that high-risk youth can negatively influence low-risk youth in detention settings. In addition, Young noted that

detention disrupts school for youth, increasing the likelihood of dropout, and increases the likelihood that youth will reoffend.

Counties have voluntarily chosen to work with VOA through this process, and 15 counties are currently receiving OJJDP funding from VOA in the form of subgrants. These monies support programs that provide non-secure alternatives to detention, including diversion programs that ultimately keep youth from penetrating further into the juvenile justice system.

VOA funding also supports 48-hour hold programs, where counties identify individuals who can supervise youth arrested by officers. A sheriff's deputy apprehending a youth at night, for example, may have difficulty locating a parent. In situations where youth have committed a more serious crime, the county may need to transport the youth to a juvenile detention center. Because of Wyoming's rural nature, moving the youth to another county can take hours, time that hinders law enforcement's ability to respond to other issues. Staff in these 48-hour hold programs can monitor youth at the sheriff's department or police department in a non-secure area, sight and separated from adults, until law enforcement can release youth to an appropriate and responsible person. VOA's funding can also cover transportation and detention costs when confinement is necessary, reducing costs to counties already beset by a struggling economy.

Finally, VOA's funding can provide alternative consequences in lieu of detention for lower-risk youth. In some cases, electronic monitoring can provide a measure of accountability to youth. When out-of-home placement is necessary in some counties, placement at group homes can keep youth safe while still reducing overall systemic costs.

## CORE REQUIREMENT DATA

The figures contained in this report detail Jail Roster information from January 1, 2009, through December 31, 2009. For the purposes of clarification, 2008 and 2009 figures are actual numbers, whereas the numbers from 2007 represented 6-month numbers annualized for the year.

The following table shows the number of juveniles securely detained for the past three years:

Table 1a  
Number of Juveniles Securely Detained in Wyoming

	2007	2008	2009
# of Juveniles Detained in Jails and Lockups	478	393	361
# of Juveniles Detained in JDC/JTS	1,906	1,663	1,734
<b>TOTAL DETAINED JUVENILES:</b>	<b>2,384</b>	<b>2,056</b>	<b>2,095<sup>1</sup></b>

<sup>1</sup>Does not include the 85 at Wyoming Girls School in 2009 as WGS is not a secure facility.

Overall, the number of juveniles securely detained in a juvenile detention center, a juvenile training school, or an adult jail/lockup increased slightly from 2008. The data from 2009 did show progress in some areas and regression in others, with the following key points:

- From 2008 to 2009, the number of juveniles securely detained in adult jails/lockups decreased by 8%, and from 2007 to 2009, the number of juveniles incarcerated decreased by nearly 25%.
- In juvenile detention centers, the number of juveniles detained increased by over 4% from 2007 to 2008. This number, however, decreased by over 9% from 2007 to 2009.
- Overall, the number of juveniles securely held either in a juvenile detention center/training school or adult jail/lockup increased by nearly 2% from 2007 to 2008. More positively, the numbers from 2009 still showed a 12% drop from 2007.

VOA will continue to examine reasons for this increase in the use of secure detention. Some counties did send youth more frequently to detention, and these increases were substantial enough to offset reductions in other counties, as illustrated later in this report.

More positively, the opening of the Campbell County juvenile detention center in August 2009 certainly impacted the number of youth held in adult jails/lockups. Prior to the opening of the juvenile wing, VOA regarded all youth who entered the facility as being held in an adult jail/lockup. The facility at that time could not guarantee sight separation between adult inmates and juvenile offenders. Once Campbell County opened the new wing, however, juveniles had no contact with adult offenders. VOA, along with officials from DFS and OJJDP, toured the new juvenile wing in 2009. OJJDP representatives were so impressed that they indicated that the facility was one of the best they had toured in the country. With the opening of this juvenile-only section, VOA witnessed a corresponding drop in the number of youth in adult jail/lockups.

Making matters more complicated, the number of juvenile arrests continued to decline. One would expect that if the number of juvenile arrests decreased, the use of detention should correspondingly decrease as well. This was not the case.

The Department of Criminal Investigation (DCI) releases an annual report in which they detail the number of juvenile arrests. Gathered from these annual reports, the following table illustrates the gradual decrease in juvenile arrests over the course of the last three years.

Table 1b  
Number of Juveniles Arrests in Wyoming

	2007	2008	2009
Juvenile Arrests	7,120	6,862	6,066

The numbers are significant, as the number of juvenile arrests decreased by 11.6% from 2008 to 2009 and by 14.9% from 2007 to 2009. It is unclear why the number of arrests dropped so substantially



from 2008 and 2009 and yet the number of youth detained increased during the same period of time. While concerning, VOA noted that the number of youth detained did not rise to 2007 numbers. The 12% decrease in detention was similar to the 14.9% decrease in juvenile arrests over the same period of time, although the connection between the arrests and detention placements was not necessarily correlative.

Deinstitutionalization of Status Offenders (DSO)

It should be noted that the following numbers represent violations of the federal law but not of Wyoming statutes. Wyoming regards alcohol offenses as a criminal (i.e., non-status) offense, as defined in Wyo Stat. §12.6.101(b)(c). Even so, most Wyoming counties have made a concerted attempt to adhere to the four core requirements, even though they are not statutorily bound to do so.

As in the previous section, Wyoming saw increases in some areas and decreases in others, as the following table illustrates:

Table 1c  
Number of Violations of DSO Core Requirement in Wyoming

	2007	2008	2009
<b>DSO TOTAL</b>	<b>397.82</b>	<b>187.27</b>	<b>201.08</b>
Status offenders or non-offenders held in jails or lockups (accused or adjudicated)	97.82	62.27	28.08
Non-offenders held in JDC/JTS	0	8	3
Accused status offenders held over 24 hours in a JDC/JTS	130	72	65
Adjudicated status offenders held without benefit of the Valid Court Order <sup>1</sup>	170	53	105

<sup>1</sup>Wyoming’s VCO is effective 7/1/08 for use by District Juvenile Court Judges.

Specifically, this table shows the number of violations, which have been adjusted to compensate for two non-reporting counties (Converse and Park). To clarify several items in the table, federal guidelines preclude the secure holding of status offenders for any length of time in adult jails/lockups. Next, non-offenders, or juveniles who have not been charged with any crime, cannot be held securely for any length of time, even in a juvenile detention center. For juveniles accused of committing status offenses, they cannot remain in secure detention longer than 24 hours pre-adjudication (i.e., before a court appearance on that particular charge). For those who have appeared before a judge and been found guilty of a status offense, they cannot be sentenced to a period of time in secure detention, considered as post-adjudication.

Overall, Wyoming demonstrated some regression, although some individual categories improved.

- The number of status offenders detained in adult jails/lockups fell by nearly 55% from 2008 to 2009 and by over 71% from 2007 to 2009.
- The number of non-offenders held securely decreased by nearly 63% from 2008 to 2009.
- The number of accused status offenders held in juvenile detention centers/juvenile training schools decreased by nearly 10% from 2008 to 2009 and by 50% from 2007 to 2009.
- Unfortunately, the number of juveniles held post-adjudication for status offenses increased by over 98% from 2008 to 2009. The numbers in 2009 still represented a 38% decrease from 2007 levels.
- Overall, the number of status violations increased over 7% from 2007 to 2009. Again, 2009 levels were nearly 50% lower than they were in 2007.

These numbers clearly illustrated that counties overall relied less heavily on detention pre-adjudication, both for status offenders and delinquent offenders. In addition, sixteen out of Wyoming's twenty-three counties either decreased the number of status offense violations or reported no violations. Of the seven counties that increased the number of violations, two increased by only 1 violation. An additional two counties were non-reporting, which meant that VOA could not determine if status offense violations increased or decreased.

Separation of Juveniles from Incarcerated Adults (Sight and Sound Separation)

Jail Roster data did reveal an increase in the number of sight and sound violations, as noted in the table below:

Table 1d  
Number of Violations of Sight and Sound Separation Core Requirement in Wyoming

	2007	2008	2009
<b>SEPARATION TOTAL</b>	<b>242.55</b>	<b>203.71</b>	<b>236.57</b>
Juveniles not sight and sound separated from adults in jails and lockups	242.55	203.71	236.57
Juveniles not sight and sound separated in JDC/JTS	0	0	0

<sup>1</sup> Numbers adjusted for two non-reporting facilities, Converse and Park counties

The number of sight and sound violations increased by 16% from 2008 to 2009. At the same time, however, the number of violations was 2.4% lower in 2009 than it was in 2007. Campbell County's old facility accounted for some of these violations, as the new juvenile section did not open until early August 2009. All juveniles entering the Campbell County facility before this time counted as violations, whereas all juveniles entering the new juvenile section were not regarded as violations.

Fremont County's facility accounted for the remaining violations. Fremont County did operate a juvenile detention center that kept juveniles sight and sound separated from adult inmates. Youth entering the facility were processed in a booking area also accessed by adult inmates. In those situations when detention officers simply needed to process a juvenile, officers could utilize time phasing to prevent sight or sound contact between adults and juveniles. If officers knew they needed to intake a juvenile, they could keep adults out of the booking area during that period of time. Once detention staff had completed the juvenile's processing, they could then move the youth to the juvenile detention section of the facility. Once the juvenile had exited the area, detention staff could begin to work with adults again.

During a site visit in August 2009, OJJDP and VOA determined that the facility could not ensure sound separation for those juveniles held in cells in the booking area. In most cases, the facility used these cells to hold youth who were too intoxicated to function appropriately in the juvenile section of the facility. Facility policies and procedures mandated that these individuals could not enter the juvenile detention population until they registered a 0.0% Blood Alcohol Concentration (BAC). While the facility maintained records for juveniles and for adults and could track when each was in the booking area, the facility recorded this information in different ways. Officials had no feasible way of going back and determining whether or not a juvenile was being held in a booking cell at the same time as an adult. Staff could cross-check records, but this process simply was not practical, at least at this time.

Because of this structural issue, VOA regarded this booking area as an adult jail/lockup. If juveniles were held for any length of time in one of the booking cells, VOA had no choice but to regard this as a sight and sound violation. In addition, if juveniles remained in these cells for longer than 6 hours, VOA also had to count these occurrences as violations of the Jail Removal core requirement. Fremont County was exploring ways to rectify this problem, and all parties agreed that a separate, juvenile specific booking area would represent the ideal solution. In a time of funding constraints, however, this was not going to happen in the immediate future. Sheriff Skip Hornecker was clearly committed to serving youth, and VOA looked forward to working collaboratively with Fremont County to address this issue.

#### Removal of Juveniles from Adult Jails and Lockup (Jail Removal)

To reiterate, OJJDP guidelines state that status offenders should never be held securely in adult jails/lockups. For delinquent offenses, stipulations change. OJJDP defines delinquent offenses (i.e., non-status) as those crimes that would be an offense if committed by an adult. OJJDP best practices assert that accused delinquents should not remain in secure detention for longer than 6 hours, as this grants ample time to process the juvenile and determine an appropriate course of action. OJJDP guidelines add that juveniles cannot remain in secure confinement for longer than 6 hours either before or after a court appearance on a delinquent offense. Counties must ensure sight and sound separation at all times in adult jails/lockups.

For those states whose populations are more scattered in nature, OJJDP can apply the "Rural Exception" standard for those counties that qualify. Sixteen counties in Wyoming possess "Rural Exception" status, which they can utilize in certain situations when juveniles are awaiting their initial court appearance on a delinquent charge. In most cases, counties applied the Rural Exception during cases of inclement

weather that made travel treacherous. In these situations, accused delinquent offenders could remain in an adult jail/lockup, sight and sound separated from adults, for an indefinite period of time. When weather permitted safe travel, county personnel would then need to transport the juvenile to their court appearance. The following counties maintained Rural Exception status in 2009: Albany, Big Horn, Carbon, Crook, Goshen, Hot Springs, Johnson, Lincoln, Niobrara, Park, Platte, Sheridan, Sublette, Washakie, Weston, and Uinta (plus Afton substation in Lincoln).

In this core protection, Wyoming improved significantly, as the Jail Roster data clearly illustrated:

Table 1e  
Number of Violations of Jail Removal Core Requirement in Wyoming

	2007	2008	2009
<b>JAIL REMOVAL TOTAL</b>	<b>256.64</b>	<b>205.75</b>	<b>163.89</b>
Status offenders or non-offenders held in jails and lockups (accused and adjudicated)	97.82	62.27	28.08
Accused delinquents held over 6 hours or for a reason not associated with processing	94	135.81	146.76
Adjudicated delinquents held over 6 hours before or after court, or for a reason not associated with a court appearance (sentenced to the facility would be the primary reason)	104.55	84.33	21.90

This table yielded some interesting information:

- The number of status offenders detained in jail and lockups decreased by 55% from 2008 to 2009 and by 71% from 2007 to 2009.
- The number of accused delinquents held over 6 hours or for a reason not associated with processing did increase by 8% from 2008 to 2009 and by 56% from 2007 to 2009.
- More positively, the number of adjudicated delinquents securely detained for longer than 6 hours decreased by 74% from 2008 to 2009 and by 79% from 2007 to 2009.
- Overall, the number of Jail Removal violations decreased by 20% from 2008 to 2009 and by 36% from 2007 to 2009.

VOA attributed the increases in the number of accused delinquents held over 6 hours to issues in Fremont County. Because VOA classified the booking area as an adult jail/lockup, any youth placed in one of the cells longer than 6 hours represented a violation of this core protection. VOA will continue to devote resources to this problem, as Fremont County traditionally has excelled in meeting OJJDP standards. The County also struggles with significant alcohol issues and has recognized the need for a social detoxification

program. Unfortunately, the juvenile detention center in all too many cases represents the only viable solution.

The limitations of the current structure will continue to pose challenges, so developing a method to track the times juveniles spent in these cells in conjunction with the times that adults remained in this area will be crucial. At the time of this report, Fremont County simply was unable to procure the funds needed to build a new booking area, so collecting data may represent the first step in finding a more permanent solution.

### Disproportionate Minority Contact (DMC)

Charles Kratz, VOA's DMC Coordinator, continued to assume a leadership role in maintaining compliance with this core protection. Due in large part to the hard work of Kratz, Wyoming remained in compliance with this core requirement. Because of this achievement, counties in full compliance with OJJDP's first three core requirements were eligible to receive Title V funding administered by the Department of Family Services. In 2008, seven counties were eligible to receive this funding: Goshen, Hot Springs, Johnson, Niobrara, Teton, Washakie, and Weston.

Kratz worked with the State Advisory Council on Juvenile Justice (SACJJ), with DFS, and with the Governor's office to identify disproportionality when it did exist. As Kratz had emphasized over the course of the past few years, Wyoming does not currently have access to a centralized database that compiles information on all youth in the juvenile justice system. VOA's Jail Roster only contains information regarding those youth held in secure detention, while DFS retains information from the Positive Achievement Change Tool (PACT) instrument they use with their youth. DCI collects arrest information, and Circuit and District Courts share access to certain information. None of this data flows to a central repository, which makes accessing this information more difficult.

To address this deficiency, Kratz partnered with other entities to find efficiencies and suggest ways to share information. Assessments.com hosted both VOA's Jail Roster system and DFS's PACT assessment tool, for example, so Kratz proposed combining the databases into one. While the idea has not yet come to fruition, Kratz's efforts continue to drive the discussion. When DFS began discussions with the Annie E. Casey Foundation regarding JDAI, the conversation quickly turned to data collection. VOA and Kratz worked with the Annie E. Casey Foundation, DFS, and Assessments.com to provide data for JDAI from VOA's Jail Roster.

To expand the state ability's to gather data on the race and ethnicity of youth in the data collection system, VOA requested that those counties applying for subgrant monies begin to develop a system for compiling information in their respective counties. As part of his work, Kratz needed to obtain racial/ethnic data at nine contact points: 1) Arrest; 2) Referral; 3) Diversion; 4) Detention; 5) Petitioned/charges filed; 6) Delinquent findings; 7) Probation; 8) Confinement in secure correctional facilities; and 9) Transferred to Adult Court. The initial results varied widely, with some counties having a fairly well-developed data collection system and others having very little on which to build. VOA will work with Kratz to compile the information that VOA did receive.

## Compliance Rates

VOA then determined state compliance based on OJJDP standards. Because OJJDP allows for some violations with both DSO and Jail Removal, VOA provides rates of compliance per 100,000 youth. In order to be in compliance with DSO, for example, Wyoming would need to have a maximum of 29.4 violations per 100,000 youth. Any number exceeding 29.4 would mean that Wyoming was not in compliance with this core requirement. OJJDP does not allow any sight/sound violations, so VOA documents this simply as the number of violations. The following table gives this information.

Table 1f  
Rates of Compliance in Wyoming

<b>Rates of Compliance</b>	<b>2007</b>	<b>2008</b>	<b>2009</b>
DSO (May have a rate of up to 29.4/100,000, or 36.75 violations for Wyoming in 2007)	Rate of 317.33	Rate of 149.38	Rate of 156.54
Separation (All states may have 0 violations)	242.55	203.71	236.57
Jail Removal (May have a rate of up to 9/100,000, or 11.25 violations for Wyoming in 2007)	Rate of 204.71	Rate of 164.12	Rate of 127.58

2008 Juvenile Population = 128,457; 2008 Juvenile Population Rate = 1.25; # of violations ÷ 1.25 = Violation Rate

Wyoming is not in compliance with these three core requirements, even though the state is making progress.

- Wyoming's DSO violation rate increased by nearly 5% from 2008 to 2009 but decreased by nearly 51% from 2007 to 2009.
- Wyoming's Sight and Sound violations increased by 16% from 2008 to 2009 but decreased by 2% from 2007 to 2009.
- Wyoming's Jail Removal violation rate decreased by 22% from 2008 to 2009 and by nearly 38% from 2007 to 2009.

With Campbell County's new juvenile detention center being open for all of 2010, VOA anticipates that the number of sight/sound violations will decrease in the future. However, the booking area issues inherent in Fremont County's facility will mean some violations will continue to take place, at least in the immediate future. Jail Removal will hopefully continue to decrease, and most counties reduced their status offense violations or maintained compliance with OJJDP requirements.

## COUNTY INFORMATION

While violations are recorded in the state's secure facilities, these facilities were not responsible for sending youth to detention. Counties were. All juvenile detention centers in the state, for example, whether county or privately owned, accept youth from surrounding counties. Therefore, it simply did not make sense to VOA to assign violations to the facility. If a county makes the decision to send the youth to detention, VOA recorded the violation in the county from which the detention order originated. This practice is consistent with OJJDP standards, and it seemed the most fair and reasonable way to proceed. The following table shows violations in each county of the first three core requirements: DSO, Separation, and Jail Removal.

Table 2  
Number of Violations Per County in Wyoming (2009)

County	% of state's juvenile population <sup>1</sup>	% of state's juvenile arrests <sup>2</sup>	DSO Violations	Sight & Sound Violations	Jail Removal Violations	Total Violations	% of state's total violations
Albany	4.8	2.1	1	0	1	2	0.3
Big Horn	2.2	0.6	0	0	0	0	0.0
Campbell	8.8	8.9	33	80 <sup>3</sup>	72	185	31.1
Carbon	2.8	3.6	0	0	0	0	0.0
Converse	2.4	1.9	2 <sup>4</sup>	Non-reporting		2	N/A
Crook	1.1	0.7	0	0	0	0	0.0
Fremont	7.6	6.7	16	136	107	259	43.5
Goshen	2.0	1.3	0	0	0	0	0.0
Hot Springs	0.7	0.4	0	0	0	0	0.0
Johnson	1.4	1.1	0	0	0	0	0.0
Laramie	17.5	23.9	30	0	0	30	5.0
Lincoln	3.5	0.8	3	0	0	3	0.5
Natrona	14.0	22.1	72	0	0	72	12.1
Niobrara	0.3	0.3	0	0	0	0	0.0
Park	4.5	3.1	0 <sup>4</sup>	Non-reporting		0	N/A
Platte	1.3	1.0	0	0	0	0	0.0
Sheridan	5.0	3.6	1	0	0	1	0.2
Sublette	1.6	0.7	0	0	0	0	0.0
Sweetwater	8.4	10.3	37	0	0	37	6.2

Country	% of state's juvenile population <sup>1</sup>	% of state's juvenile arrests <sup>2</sup>	DSO Violations	Sight & Sound Violations	Jail Removal Violations	Total Violations	% of state's total violations
Teton	3.2	0.9	0	0	0	0	0.0
Uinta	4.5	4.3	3	0	0	3	0.5
Washakie	1.5	1.1	0	0	0	0	0.0
Weston	1.1	0.7	1	0	0	1	0.2
<b>TOTALS:</b>			<b>199</b>	<b>216<sup>5</sup></b>	<b>180<sup>5</sup></b>	<b>595</b>	

<sup>1</sup>Puzzanchera, C., Sladky, A., and Kang, W. (2009). "Easy Access to Juvenile Populations: 1990-2008." Online. Available: <http://www.ojjdp.icjrs.gov/ojstatbb/ezapop/>

<sup>2</sup>"CRIME IN WYOMING: Annual Report, 2009." State of Wyoming, Office of Attorney General, Division of Criminal Investigation; 6,066 juvenile arrests/citations in 2009, Available: <http://attorneygeneral.state.wy.us/dci/pdf/2009%20Annual%20Report.pdf>

<sup>3</sup>Campbell County numbers reflect data before the county opened the juvenile wing of detention center on 8/12/09. Campbell County is now operating a collocated facility.

<sup>4</sup>DSO violations obtained from juvenile detention centers in other counties. Non-reporting counties sent these individuals to detention at JDCs.

<sup>5</sup>Totals represent actual numbers. The totals noted in Tables 1c and 1d represent numbers adjusted due to the two non-reporting counties: Converse and Park.

This snapshot highlighted several important facts.

- Six counties maintained compliance with the first three core requirements of the JJDPA: Goshen, Hot Springs, Johnson, Niobrara, Teton, and Washakie counties.
- Five counties became compliant with the first three core requirements: Big Horn, Carbon, Crook, Platte, and Sublette counties. These counties eliminated all violations in 2009.
- A total of eleven counties are now compliant with the first three core protections of the JJDPA, whereas only seven counties were compliant in 2008. The following eleven counties are eligible for Title V formula funding: Big Horn, Carbon, Crook, Goshen, Hot Springs, Johnson, Niobrara, Platte, Sublette, Teton, and Washakie counties.
- Four counties are in compliance within their respective county: Lincoln, Sheridan, Uinta, and Weston. In other words, these counties did not securely detain any juveniles in any facility within the county. These counties, however, did send status offenders to juvenile detention centers outside of their county, resulting in a violation. This table assigns the violation to the county that sent the youth to detention, regardless of where the detention took place.
- The following counties reduced their violations:
  - Sheridan County reduced their violations by 75%.
  - Campbell County reduced their violations by 55%.
  - Lincoln County reduced their violations by 50%.



- Laramie County reduced their violations by 47%.
- Albany County reduced their violations by 33%.

## FACILITY INFORMATION

Tables 3a-3d and 4a-4b, attached to this report, illustrate the numbers of youth held in specific facilities around the state in 2009. Tables 3a-3d focus on adult jails/lockups, while Tables 4a-4b address juveniles held in juvenile detention centers. As in 2008, juvenile detention centers held the vast majority of youth in secure confinement. Juvenile detention centers held 1,456 juveniles, or 69% of the total placements, in secure confinement.

Adult jails/lockups held 361 youth, roughly comparable to the 393 juveniles held in 2008. Campbell County's facility accounted for 22% of these numbers. Again, these numbers preceded the opening of Campbell County's juvenile detention center, which VOA did not classify as an adult jail/lockup. Fremont County accounted for nearly 48% of these numbers. As noted previously in this report, VOA counted those youth who were held in the booking area cells for any length of time as being detained in an adult jail/lockup. When Fremont County detention staff processed youth and immediately transitioned them into the juvenile section of the facility, VOA regarded these youth as being held in a juvenile detention center and not in an adult jail/lockup.

The following series of tables provide information on youth housed at each detention center. Again, VOA did not ascribe violations to the juvenile detention centers. Rather, VOA assigned violations, when they did occur, to the county that sent the youth to detention.

Table 5a  
Total Number of Juveniles Detained at Juvenile Detention Centers (JDCs) in Wyoming (2009)

	Average Length of Stay (Days)	Average Daily Census (Number of Youth)	Total # Juveniles Held	% Of Juveniles Held at JDCs
Campbell County Juvenile Detention Center (Gillette) <sup>1</sup>	4.06	1.57	55	3.57%
Fremont County Juvenile Detention Center (Lander)	8.13	6.24	280	18.17%
Regional Juvenile Detention Center (Casper)	9.74	19.27	722	46.85%

	Average Length of Stay (Days)	Average Daily Census (Number of Youth)	Total # Juveniles Held	% Of Juveniles Held at JDCs
Southeast Wyoming Juvenile Center (Cheyenne)	11.94	6.61	202	13.11%
Sweetwater County Juvenile Detention Center (Rock Springs)	6.87	5.31	282	18.3%

<sup>1</sup>Numbers from Campbell County started in August 2009, when the new facility opened, and ended on 12/31/09. Thus, these numbers do not reflect one year's worth of data, unlike the other numbers. As a result, VOA did not make comparisons with other facilities.

This table compared basic information regarding detention length and detention numbers at the four juvenile detention centers in Wyoming operational in 2009 in its entirety. Key findings were:

- On an average day in 2009, 39 youth were being held at juvenile detention centers in Wyoming. This represented an 11% decrease from last year.
- These juveniles remained in placement for an average of 8.15 days, a decrease of 24% in length of stay from 2008.
- The Fremont County Juvenile Detention Center (FCJDC) in Lander detained the second lowest number of youth and the second lowest average length of stay of the four juvenile detention centers open the entire year in the state. Fremont County placed 91% of the juveniles detained at the facility.
- The Regional Juvenile Detention Center (RJDC) in Casper securely detained the greatest number of juveniles in the state by a significant margin. While RJDC served 16 different counties during 2009, Natrona County placed 79% of the youth at the facility. RJDC also had the second highest average length of stay.
- The Southeast Wyoming Juvenile Center (SWJC), formerly known as the Jeffrey C. Wardle Academy, in Cheyenne served the second highest number of juveniles but had the longest average length of stay for juveniles detained in the state. According to information VOA received, Laramie County accounted for 100% of the juveniles detained at the facility. VOA is working with Cornerstone Programs, the facility that operates both SWJC and RJDC, to determine if it would be feasible for Cornerstone staff to enter data. VOA received reports that out-of-county placements may not have been entered into the Jail Roster, as Cornerstone did not enter data and were therefore unaware of this responsibility.
- The Sweetwater County Juvenile Detention Center (SCJDC) confined the lowest number of youth and had the lowest average length of stay. Sweetwater County placed 73% of the juveniles at the facility.

VOA then compared the number of youth held at these facilities for status offenses with those confined for delinquent offenses. The first table provides information on the number of juveniles confined for delinquent offenses:

Table 5b

Total Number of Delinquent Juveniles Detained at Juvenile Detention Centers (JDCs) in Wyoming (2009)

	Average Length of Stay in Days (Delinquent Offenses)	Average Daily Census (Delinquent Offenses)	Total # Juveniles Held (Delinquent Offenses)	% Of Juveniles Held at JDCs (Delinquent Offenses)
Campbell County Juvenile Detention Center (Gillette) <sup>1</sup>	5.0	1.06	30	2.3%
Fremont County Juvenile Detention Center (Lander)	8.37	6.19	270	20.72%
Regional Juvenile Detention Center (Casper)	10.65	17.74	608	46.66%
Southeast Wyoming Juvenile Center (Cheyenne)	11.74	5.28	164	12.59%
Sweetwater County Juvenile Detention Center (Rock Springs)	8.39	4.78	231	17.73%

<sup>1</sup>Numbers from Campbell County started in August 2009, when the new facility opened, and ended on 12/31/09. Thus, these numbers do not reflect one year's worth of data, unlike the other numbers. As a result, VOA did not make comparisons with other facilities.

This data revealed several important details:

- On an average day in 2009, 35.05 delinquent offenders were held at juvenile detention centers in Wyoming. This represented a 12% decrease from 2008.
- These juveniles remained in placement for an average of 8.83 days, a decrease of 21% from 2008.
- The Fremont County Juvenile Detention Center (FCJDC) in Lander detained the second highest number of delinquent youth, but it also had the shortest average length of stay of the four juvenile detention centers in the state.

- The Regional Juvenile Detention Center (RJDC) in Casper securely detained the greatest number of delinquent juveniles in the state, again by a significant margin. RJDC had the second highest average number of bed days per placement.
- The Southeast Wyoming Juvenile Center (SWJC), formerly known as the Jeffrey C. Wardle Academy, served the second fewest delinquent offenders of the four juvenile detention centers open the entire year. Conversely, SWJC had the longest average length of stay.
- The Sweetwater County Juvenile Detention Center (SCJDC) confined the fewest number of delinquent youth in the state, but the average length of stay was the second lowest in the state.

The next table shows data for those juveniles detained for status offenses. Please note that this table adds two columns that recorded the number of DSO violations at that facility during 2009. The table also identifies the percentage of those DSO violations that were documented in juvenile detention centers.

Table 5c  
Total Number of Status Offenders Detained at Juvenile Detention Centers (JDCs) in Wyoming  
(2009)

	Average Length of Stay in Days (Status Offenses)	Average Daily Census (Status Offenses)	Total # Juveniles Held (Status Offenses)	% Of Juveniles Held at JDCs (Status Offenses)	# of DSO violations recorded at JDCs	% of DSO violations recorded at JDCs
Campbell County Juvenile Detention Center <sup>1</sup> (Gillette)	2.93	.52	25	10.5%	19	10.98%
Fremont County Juvenile Detention Center (Lander)	1.8	.05	10	4.2%	6	3.47%
Regional Juvenile Detention Center (Casper)	4.92	1.54	114	47.9%	77	44.51%
Southeast Wyoming Juvenile Center (Cheyenne)	12.79	1.33	38	15.97%	28	16.18%

Sweetwater County Juvenile Detention Center (Rock Springs)	3.77	.53	51	21.43%	43	24.86%
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<sup>1</sup>Numbers from Campbell County started in August 2009, when the new facility opened, and ended on 12/31/09. Thus, these numbers do not reflect one year's worth of data, unlike the other numbers. As a result, VOA did not make comparisons with other facilities.

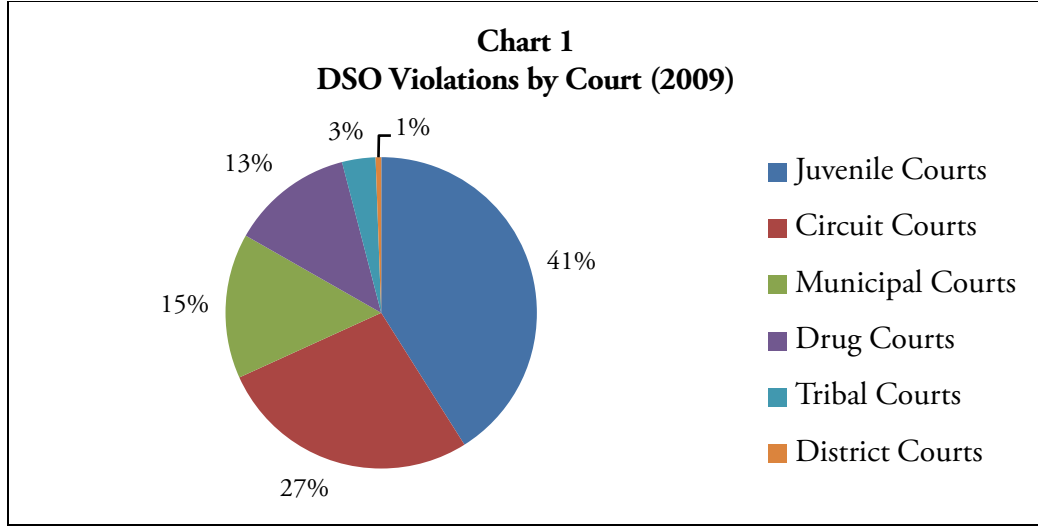
- On an average day in 2009, 3.97 status offenders were held at juvenile detention centers in Wyoming. This number represented a 21% increase from 2008 numbers. These juveniles remained in placement for an average of 5.24 days, a shorter length of time than for delinquent offenses and a 21% decrease from 2008.
- The Fremont County Juvenile Detention Center (FCJDC) in Lander detained the lowest number of status offenders and also had the lowest average length of stay among the four juvenile detention centers operational the entire year.
- The Regional Juvenile Detention Center (RJDC) in Casper securely detained the highest number of status offenders and had the second longest average length of stay.
- The Southeast Wyoming Juvenile Center (SWJC), formerly the Jeffrey C. Wardle Academy, served the second highest number of status offenders in the state and had the highest average length of stay. Overall, SWJC accounted for the second lowest number of status offense violations of all juvenile detention centers in the state.
- The Sweetwater County Juvenile Detention Center (SCJDC) confined the second fewest status offenders in the state, and had the second lowest average length of stay. SCJDC accounted for the second highest number of DSO violations in the state at juvenile detention centers.

In 2008, delinquent offenders represented 91% of the average daily population in juvenile detention centers. In 2009, the number dropped slightly to just under 90%.

## COURT INFORMATION

The court system data presented a much more complicated picture than it did in 2008, at least in some respects. In 2008, Juvenile Courts accounted for 67% of the status offense violations in the state's juvenile detention centers. Circuit Courts accounted for 22% of the DSO violations, while Municipal Court accounted for 11% of the violations. These figures were inconsistent with the number of youth sent to secure detention, as Circuit Courts sent more youth to secure detention than did Juvenile Courts.

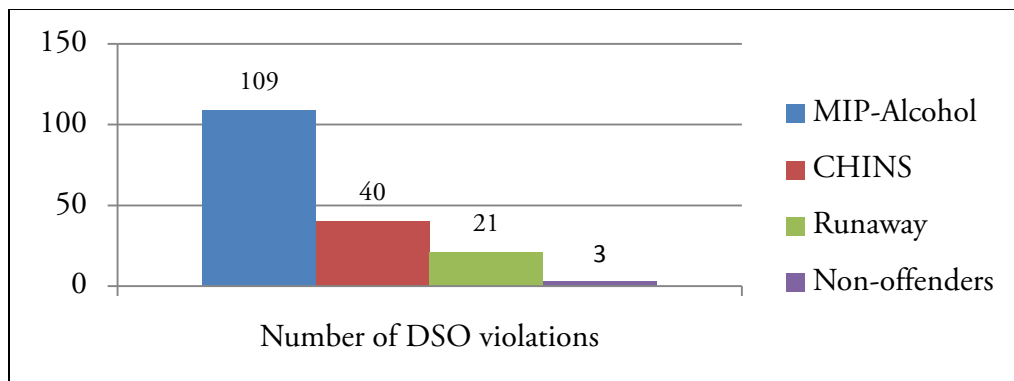
In 2009, Juvenile Courts continued to account for the majority of Wyoming's DSO violations, but the margin narrowed significantly.



Juvenile Courts were responsible for 41% of the state’s DSO violations, while Circuit Courts were accountable for 27% of the state’s DSO violations. Juvenile Court violations decreased by 39%, whereas Circuit Court violations increased by 23%. Municipal Court’s DSO violations increased by 36% from 2008. In addition, Drug Court sanctions resulted in nearly as many DSO violations as did Municipal Court orders.

VOA did see an increase in detention usage in Natrona County, both in Circuit Court and in Drug Court. Natrona County’s usage of detention in Circuit Court increased by 16% from 2008. Drug Court’s usage of detention in Natrona County increased by over 2,000%, from 4 cases in 2008 to 86 in 2009. In fairness to Natrona County, VOA had to count some of these individuals more than once. Natrona County’s Drug Court program sentenced youth in some cases to consecutive weekends of detention. The Court did so in an effort to reduce the impact on school. In these situations, however, VOA had to count each weekend as a separate detention incidence.

**Chart 2**  
**Most Common Charges for DSO Violations (2009)**



As the table clearly illustrates, most DSO violations in juvenile detention centers resulted from a Minor in Possession–Alcohol (MIP) as the original charge. In fact, MIP-Alcohol offenses resulted in 63% of the DSO violations in the state in 2009. To clarify, however, the vast majority of these youth were not sentenced to detention on the original MIP-Alcohol charge. Most youth entered detention because they had violated a court order stemming from that original MIP-Alcohol offense. The actual reasons for detention varied, ranging from probation revocations to contempt of court to failures to appear.

Child in Need of Supervision (CHINS) represented the second most common charge resulting in status offense violations. CHINS cases accounted for 23% of the state’s DSO violations. It should be noted that Wyoming statutes specifically preclude using detention for CHINS cases unless the youth has committed a delinquent act. Wyo. Stat § 14-6-407(b)(ii) states, “...No child in need of supervision shall be placed in a jail, but may be placed in a juvenile detention facility if the child has been adjudicated under article 2 of this chapter for having committed a delinquent act.” No documentation existed indicating these youth had engaged in delinquent acts.

Runaway offenses ranked third, accounting for 12% of the state’s DSO violations. If these youth had committed a delinquent offense while running away, these would not count as DSO violations. In review of the files at facilities, VOA could not find evidence suggesting these youth had engaged in criminal behavior other than running away.

## **CONCLUSIONS**

The last few years have seen momentous change in Wyoming’s juvenile justice system. Thanks in large part to the efforts of Dr. Beth Evans, Wyoming has consistent access to accurate information on youth held securely in facilities across the state. The importance of this Juvenile Jail Roster cannot be overstated, as without it, the state would not have the ability to determine why youth are detained and for how long they stay. Opinions certainly differ as to what constitutes “appropriate” use of detention. The Jail Roster allows individuals to have this discussion with real, actual numbers, instead of relying on anecdotal evidence or trying to assimilate data from a variety of systems.

VOA has worked to maintain the integrity of the Jail Roster database. VOA partnered with county users to standardize the process and to make it easier for them. Those who enter the data typically have other responsibilities in addition to inputting detention information, and VOA appreciates the flexibility of both these personnel and their supervisors.

With this information, the state can more accurately assess what is going well and what needs to be better. Even though Wyoming’s status offense violations increased slightly this year, the rates of compliance with the JJDPa are still considerably lower than they were in 2007. Sight and sound violations also increased, but with the data, VOA could clearly identify the reason for this change and work with the counties in question. Jail Removal violations decreased significantly, in large part due to Campbell County’s new facility.

This data makes it clear that even though counties are not required to participate in the JJDPa, most have voluntarily chosen to implement programming that reduced the use of secure detention. Most counties have some semblance of a diversion program, and most have a 48-hour hold program. Counties are increasing their use of alternatives methods of sanctions, including the use of electronic monitoring and non-secure alternatives like group home placements. As a result of these efforts, eleven counties have attained full compliance with the JJDPa.

In a very real sense, however, this has nothing to do with a federal law. It has everything to do with making things better for Wyoming's youth. Detention in some cases is necessary and appropriate. The data shows us, and experience tells us, that Wyoming youth sometimes commit heinous crimes, ones that are difficult to comprehend. At the same time, the data also indicates that most youth in detention have not committed horrible crimes. A significant portion of these are males who have violated an existing court order, one frequently resulting from a MIP-Alcohol offense. Judges at times struggle to enforce their court orders without the use of detention, and VOA agrees that these youth must be held accountable for their behavior.

Wyoming has implemented several changes in the last few years that could give judges options in these types of situations. First, the community juvenile service boards in place in most Wyoming counties will enable key stakeholders to find answers for their respective areas. What works in Laramie County will not necessarily work in Platte County, for example, as the available resources are different. Funding attached to the community juvenile service board initiative can help counties develop strategies and find solutions. DFS correctly determined that they could not impose services on each county. Instead, community members can discuss issues and arrive at their own solutions, ones that will fit the community.

Second, Wyoming is now a JDAI state. JDAI's work, in conjunction with the community juvenile service boards, will provide resources and will help drive the conversation in counties. In partnership with VOA and DFS, Rand Young and Tom Wood from the Annie E. Casey Foundation are already compiling data on Wyoming's usage of secure confinement. JDAI will utilize this information to analyze how Wyoming's juvenile justice system works in communities around the state. JDAI is invested in finding community-based alternatives to detention, which should give judges and county attorneys more options when trying to intervene with recalcitrant youth.

Wyoming also distributed approximately \$14 million in stimulus funding. Natrona County (in part) and Laramie County were using their allocations to build new juvenile detention centers, while Big Horn, Sheridan, and Teton Counties were building staff secure facilities. Sheridan completed construction of their facility in December 2010, and Natrona County's juvenile detention center was on course to open in 2011. The construction of the new juvenile detention centers will improve conditions for youth when detention is necessary, and the staff secure programs will provide additional options when youth commit offenses.

Finally, the Wyoming Legislature's Joint Judiciary Committee had devoted a significant amount of time in the past two years scrutinizing the juvenile justice system. In 2010, the legislature enacted new laws requiring the usage of a detention screening tool and the development of detention standards. Both pieces of legislation will prove extremely important in the upcoming years. The screening tool will give law



enforcement a tool to use when assessing youth at the time of arrest, and detention standards will provide another resource for detention administrators.

VOA urges the state to persist in these efforts, as Wyoming's usage of detention continues to exceed national averages. The Annie E. Casey Foundation's "2008 Kids Count Data Book: State Profiles of Child Well-Being" asserted that Wyoming's rate of detained and committed youth in custody stood at 334 in 2006, versus the national average of 124 (p. 164). In addition, 74% percent of youth were in custody for non-violent offenses, higher than the national average of 66%. While detention numbers have decreased in the past few years, Wyoming's numbers remain comparatively high.

At the same time, however, the work being done in counties cannot go unnoticed. With continued attention, stakeholders can continue to find increasingly effective ways to help youth in the juvenile justice system. VOA is committed to assisting in the development of community-based alternatives and is confident that these programs can provide options that may not have existed before.

Respectfully submitted,

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Charles Kratz, DMC Coordinator  
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**Juvenile Justice and Delinquency Prevention Act – Wyoming Violations by Facility / 2009**

**Table 3a**  
**SHERIFFS' DEPARTMENTS**  
(Adult Jails)

County	Total # of Juveniles Held	Status Offenders and Nonoffenders Held <sup>1</sup>	Sight and Sound Violations	Delinquents Held Over 6 Hours	Total Violations (see footnote #1)	Rural Exceptions (no violations)
Albany <sup>5</sup>	15	1	0	0	2	1
Big Horn	0	0	0	0	0 <sup>2</sup>	0
Campbell	80	15	80	57	167	0
Carbon	40	0	0	0	0	29
Converse	Non-reporting facility.				? <sup>3</sup>	
Crook	1	0	0	0	0	0
Fremont	136	5	136	97	243	0
Goshen	8	0	0	0	0	0
Hot Springs	0	0	0	0	0 <sup>2</sup>	0
Johnson	2	0	0	0	0	0
Laramie	Do not hold juveniles – booked and held at SWJC.				0	0
Lincoln <sup>4, 5</sup>	0	0	0	0	0	8
Natrona	Do not hold juveniles – booked and held at RJDC.				0	
Niobrara	0	0	0	0	0 <sup>2</sup>	0
Park					? <sup>4</sup>	
Platte	1	0	0	0	0	0
Sheridan	0	0	0	0	0 <sup>2</sup>	0
Sublette	2	0	0	0	0	0
Sweetwater	Do not hold juveniles on adult side of collocated facility.				0	
Teton	0	0	0	0	0 <sup>2</sup>	0
Uinta	0	0	0	0	0	0
Washakie	0	0	0	0	0 <sup>2</sup>	0
Weston	0	0	0	0	0	0
<b>TOTALS</b>	285	21	216	154	412	38

**Juvenile Justice and Delinquency Prevention Act – Wyoming Violations by Facility**  
**January 1, 2009 – December 31, 2009**

<sup>1</sup> Status offenders and nonoffenders held securely for any period of time are violations of two core requirements: 1) Deinstitutionalization of status offenders (DSO), and 2) Jail Removal. Therefore, one violation under the “Status Offenders Held” column counts as two violations, which is why the “Total Violations” for each facility may differ from the actual number of violations.

<sup>2</sup> Do not hold juveniles.

<sup>3</sup> Data projected on OJJDP’s Compliance Monitoring Program; thus, Wyoming’s total numbers on federal report are higher than listed on this report.

<sup>4</sup> Facility reduced the number of juveniles securely held in adult jail from 2007 to 2008.

<sup>5</sup> Facility reduced the number of violations from 2007 to 2008.

**Table 3b**  
**POLICE DEPARTMENTS**  
(Adult Lockups)

Facility	Total # of Juveniles Held	Status Offenders and Nonoffenders Held <sup>1</sup>	Sight and Sound Violations	Delinquents Held over 6 Hours	Total Violations (see footnote #1)
Buffalo <sup>2</sup>	0	0	0	0	0
Evansville	0	0	0	0	0
Hanna	0	0	0	0	0
Lovell	0	0	0	0	0
Pine Bluffs	0	0	0	0	0
Powell	Not reporting facility.				
Riverton <sup>5</sup>	76	5	0	0	10
Shoshoni	0	0	0	0	0
Thermopolis <sup>3</sup>	0	0	0	0	0
Wind River <sup>4</sup>	0	0	0	0	0
<b>TOTALS</b>	<b>76</b>	<b>5</b>	<b>0</b>	<b>0</b>	<b>10</b>

**FOOTNOTES:**

<sup>1</sup> Status offenders and nonoffenders held securely for any period of time are violations of two core requirements: 1) Deinstitutionalization of status offenders (DSO), and 2) Jail Removal. Therefore, one violation under the “Status Offenders Held” column counts as two violations, which is why the “Total Violations” for each facility may differ from the actual number of violations.

<sup>2</sup> Shared facility with Johnson County Sheriff’s Office.

<sup>3</sup> Shared facility with Hot Springs County Sheriff’s Office.

<sup>4</sup> Do not hold juveniles (BIA directive).

<sup>5</sup> Facility reduced the number of violations from 2007 to 2008.

Police Departments with non-secure facilities:

Afton, Alpine, Baggs, Baroil, Basin, Burns, Byron, Casper, Cheyenne, Cody, Cokeville, Cowley, Deaver, Diamondville, Dixon (inactive), Douglas, Encampment, Evanston, Fort Laramie, Frannie, Gillette, Glenrock, Granger (inactive), Green River, Greybull, Guernsey, Hulette, Jackson, Kaycee, Kemmerer, Labarge, Lander, Laramie, Lingle, Lusk, Lyman, Midwest, Mills, Moorcroft, Mountain View, Newcastle, Ranchester, Rawlins, Rock Springs, Saratoga, Sheridan, Sinclair, Sundance, Superior, Thayne, Torrington, Upton, Wamsutter (closed), Wheatland, Worland.

**Table 3c  
TOTAL ADULT JAILS AND ADULT LOCKUPS**

**NOTE: Numbers shown are for 12 months. (% change from 2008 figures)**

Facility	Total # of Juveniles Held	Status Offenders and Nonoffenders Held	Sight and Sound Violations	Delinquents Held over 6 Hours	Total Violations
Total Adult Jails	285 (-12%)	21 (-62%)	216 (+16%)	154 (+180%)	412(-4%)
Total Adult Lockups	76 (+7%)	5 (+150%)	0	0	10 (+150%)
<b>TOTALS</b>	<b>361 (-8%)</b>	<b>26 (-54%)</b>	<b>216 (+16%)</b>	<b>154 (+180%)</b>	<b>422 (-2%)</b>

**Table 3d  
JUVENILE DETENTION CENTERS/CORRECTIONAL FACILITIES**

**Note: Numbers shown are for 12 months.**

Facility	Total # of Juveniles Held	Status Offenders (SO)			Sight and Sound Violations	Out of State Runaways w/o Interstate Compact	Nonoffender held for any period of time.
		Accused SO Held > 24 Hours	Adjudicated SO w/o Valid Court Order (VCO)	Valid Court Order (not a violation) <sup>1</sup>			
County Owned/Operated <u>Campbell County Juvenile Detention Center</u>	55	9	7	0	0	0	2
County Owned/Operated <u>Fremont County Juvenile Detention Center</u>	280	5	1	0	0	0	0
County Facility/Private Management by Cornerstone Programs Inc. <u>Regional Detention Center (RJDC)</u>	722	18	59	0	0	0	0
Privately Owned/Operated by Cornerstone Programs Inc. <u>Southeastern Wyoming Juvenile Center</u>	202	28	0	0	0	2	0

County Owned/Operated <u>Sweetwater County Juvenile Detention Center</u>	282	5	37	0	0	1	1
State Owned/Operated <u>Wyoming Boys School<sup>2</sup> – Worland</u>	193 (2008 total: 141)	0	0	0	0	0	0
State Owned/Operated <u>Wyoming Girls School<sup>2,3</sup> – Sheridan</u>	85 (2008 total; 99) – not included in total below	N/A – non-secure facility					
<b>TOTALS</b>	<b>1,734</b> <b>(-4%)</b>	<b>65</b> <b>(-10%)</b>	<b>104</b> <b>(+133%)</b>	<b>0</b>	<b>0</b>	<b>3</b> <b>(+50%)</b>	<b>3</b> <b>(-63%)</b>

**FOOTNOTES:**

1. Wyoming does have a VCO process in statute, effective 7/1/08. In 2009, however, compliance monitoring did not show one appropriate use of the VCO.
2. Only accepts adjudicated delinquents by state statute.
3. By statute, WGS is not a correctional institute – provides education, rehabilitation, vocational, and treatment programs.

Table 4a

## JUVENILES DETAINED IN ADULT JAILS BY COURT BY COUNTY

**Note: Detained numbers are for 12 months.**

County	% state's juvenile population	% state's juvenile arrests		#Juveniles Detained by Court						Total #Juveniles Securely Detained	% Wyoming Violations of JJDP Act			
				Municipal	Circuit	District	District—Juvenile	Drug	Tribal		% WY status offense	% WY sight/sound	% WY jail removal	% WY total violations
Albany	4.7	2.1				1	14			15	0.5	0.0	0.6	0.3
			Range of days: Avg. #days:			.13-.13 .13	.01-1.24 0.3							
Campbell	8.8	8.9		9	23	3	42	3		80	7.7	36.9	41.1	28.4
			Range of days: Avg. #days:	.62-20.0 3.41	.07-61.29 3.89	15.07-43.05 28.04	.15-89.37 14.15	1.62-2.0 1.87						
Carbon	2.8	3.6		3	30	2	5			40	0.0	0.0	0.0	0.0
			Range of days: Avg. # days:	.02-1.47 .72	.05-3.43 1.17	.69-.73 .7	.02-2.01 1.03							
Crook	1.1	0.7			1					1	0.0	0.0	0.0	0.0
			Range of days: Avg. #days:		.02-.02 .02									
Fremont (Observation Cells)	7.6	6.7		13	35		9	3	76	136	1.0	63.0	55.4	40.1
			Range of hours: Avg. #HRS:	5-18 7 HRS	1-21.25 10.5 HRS		.5-19.5 10.35 HRS	1-9 4.5 HRS	2 Min.-24 11.5 HRS					
Goshen	2.0	1.3			2	1	5			8	0.0	0.0	0.0	0.0
			Range of days: Avg. # days:		.13-2.12 1.13	.24-.24 .24	.03-.23 .11							

County	% state's juvenile population	% state's juvenile arrests		#Juveniles Detained by Court						Total #Juveniles Securely Detained	% Wyoming Violations of JJDP Act			
				Municipal	Circuit	District	District— Juvenile	Drug	Tribal		% WY status offense	% WY sight/sound	% WY jail removal	% WY total violations
Johnson	1.4	1.1			2					2	0.0	0.0	0.0	0.0
			Range of days: Avg. # days:		.04-.14 .09									
Platte	1.3	1.0			1					1	0.0	0.0	0.0	0.0
			Range of days: Avg. # days:		.17-.17 .17									
Sublette	1.6	0.7			2					2	0.0	0.0	0.0	0.0
			Range of days: Avg. # days:		.01-.05 .03									

Table 4b

## JUVENILES DETAINED IN JUVENILE DETENTION CENTERS BY COURT BY COUNTY

Note: Detained numbers are for 12 months.

County	% state's juvenile population	% state's juvenile arrests		#Juveniles Detained by Court							Total #Juveniles Securely Detained	% Wyoming Violations of JJDP Act	
				Municipal	Circuit	District	District—Juvenile	Drug	Tribal	Federal		% WY status offense violations	% WY total violations
<b>Campbell County Juvenile Detention Center (CCJDC)</b>				10	12	1	31	1			55	9.7	3.2
From Campbell (#s included in CCJDC totals)	8.8	8.9		10	12	1	28	1			52		
			Avg. # days:	1.56	.74	53.26	4.5	7.02					
From Crook (#s included in CCJDC totals)	1.1	0.7					1				1		
			Avg. # days:				1.94						
From Laramie (#s included in CCJDC totals)	17.5	23.9					1				1		
			Avg. # days:				1.87						
From Weston (#s included in CCJDC totals)	1.1	0.7					1				1		
			Avg. # days:				8.56						
<b>Fremont County Juvenile Detention Center</b>				30	64	3	47	27	108	1	280	3.1	1.0
From Fremont (#s included in FCJDC totals)	7.6	6.7		27	60	3	30	27	108	1	256		
			Avg. # days:	5.53	18.14	16.89	7.73	5.46	2.95	16.07			
From Big Horn (#s included in FCJDC totals)	2.2	0.6					1				1		
			Avg. # days:				3.98						
From Campbell (#s included in FCJDC totals)	8.8	8.9			1						1		
			Avg. # days:		2.7								
From Carbon (#s included in FCJDC totals)	2.8	3.6					1				1		
			Avg. # days:				9.94						
From Hot Springs (#s included in FCJDC totals)	0.6	0.4		1	2		5				8		
			Avg. #days:	.64	.73		5.26						
From Uinta (#s included in FCJDC totals)	4.5	4.3					1				1		
			Avg. # days:				59.96						



County	% state's juvenile population	% state's juvenile arrests		#Juveniles Detained by Court							Total #Juveniles Securely Detained	% Wyoming Violations of JJDP Act	
				Municipal	Circuit	District	District—Juvenile	Drug	Tribal	Federal		% WY status offense violations	% WY total violations
From Park (#s included in FCJDC totals)	4.5	3.1		1							1		
			Avg. # days:	10.06									
From Sublette (#s included in FCJDC totals)	1.6	0.7					2				2		
			Avg. # days:				4.72						
From Teton (#s included in FCJDC totals)	3.2	0.9					4				4		
			Avg. # days:				34.01						
From Washakie (#s included in FCJDC totals)	1.5	1.1		1	1		3				5		
			Avg. # days:	.94	1.6		4.13						
<b>Regional Juvenile Detention Center (RJDC)</b>													
				71	442	10	102	97			722	39.3	13.1
From Natrona (#s included in RJDC totals)	14.0	22.1		64	344	5	74	86			573		
			Avg. # days:	2.79	8.69	14.45	8.82	6.89					
From Albany (#s included in RJDC totals)	4.8	2.1			1						1		
			Avg. # days:		5.6								
From Big Horn (#s included in RJDC totals)	2.2	0.6			5						5		
			Avg. # days:		36.14								
From Campbell (#s included in RJDC totals)	8.8	8.9		1	1						2		
			Avg. # days:	3.26	2.51								
From Carbon (#s included in RJDC totals)	2.8	3.6				1	1				2		
			Avg. # days:			5.93	15.44						
From Converse (#s included in RJDC totals)	2.4	1.9		2	21	1	6	2			32		
			Avg. # days:	18.72	7.09	5.24	4.65	7.38					
From Fremont (#s included in RJDC totals)	7.6	6.7			5			1			6		
			Avg. # days:		13.14			1.86					
From Goshen (#s included in RJDC totals)	2.0	1.3			7	1	2				10		
			Avg. # days:		20.47	6.47	7.76						

County	% state's juvenile population	% state's juvenile arrests		#Juveniles Detained by Court							Total #Juveniles Securely Detained	% Wyoming Violations of JJDP Act	
				Municipal	Circuit	District	District—Juvenile	Drug	Tribal	Federal		% WY status offense violations	% WY total violations
From Hot Springs (#s included in RJDC totals)	0.6	0.4			1		2				3		
			Avg. # days:		1.98		.45						
From Johnson (#s included in RJDC totals)	1.4	1.1			10		1	1			12		
			Avg. # days:		26.86		5.02	3.99					
From Laramie (#s included in RJDC totals)	17.5	23.9		1	17	1	6	2			27		
			Avg. # days:	19.8	21.55	1.05	24.96	2.83					
From Niobrara (#s included in RJDC totals)	0.3	0.3			1						1		
			Avg. # days:		6.95								
From Platte (#s included in RJDC totals)	1.3	1.0		2	1						3		
			Avg. # days:	62.7	32.81								
From Sheridan (#s included in RJDC totals)	5.0	3.6			23	1	8	5			37		
			Avg. # days:		23.47	22.47	16.71	17.62					
From Sweetwater (#s included in RJDC totals)	8.4	10.3		1	3		2				6		
			Avg. # days:	13.43	1.59		.98						
From Teton (#s included in RJDC totals)	3.2	0.9			2						2		
			Avg. # days:		10.58								
<b>Southeastern Wyoming Juvenile Center (SWJC)</b>													
				78	72	2	50				202		
From Laramie (#s included in JWCA totals)	17.5	23.9		78	72	2	50				202		
			Avg. # days:	5.77	15.77	9.55	16.13						
<b>Sweetwater County Juvenile Detention Center (SCJDC)</b>													
				79	104	12	83	4			282	21.9	7.3
From Sweetwater (#s included in SCJDC totals)	8.4	10.3		61	64	1	79				205		
			Avg. # days:	4.60	4.15	.97	8.83						
From Carbon (#s included in SCJDC totals)	2.8	3.6		2	13	2					17		
			Avg. # days:	6.34	9.57	17.22							

County	% state's juvenile population	% state's juvenile arrests		#Juveniles Detained by Court							Total #Juveniles Securely Detained	% Wyoming Violations of JJDP Act	
				Municipal	Circuit	District	District—Juvenile	Drug	Tribal	Federal		% WY status offense violations	% WY total violations
From Campbell (#s included in SCJDC totals)	8.8	8.9		1							1		
			Avg. # days:	.1									
From Fremont (#s included in SCJDC totals)	7.6	6.7					1				1		
			Avg. # days:				17.73						
From Laramie (#s included in SCJDC totals)	17.5	23.9			2						2		
			Avg. # days:		.65								
From Lincoln (#s included in SCJDC totals)	3.5	0.8			9	2					11		
			Avg. # days:		11.17	8.37							
From Natrona (#s included in SCJDC totals)	14.0	22.1			3						3		
			Avg. # days:		7.07								
From Uinta (#s included in SCJDC totals)	4.5	4.3		15	13	7	3	4			42		
			Avg. # days:	6.7	10.24	5.95	12.44	12.79					