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BEFORE THE UNITED STATES HOUSE OF REPRESENTATIVES

COMMITTEE ON APPROPRIATIONS
SUBCOMMITTEE ON COMMERCE, JUSTICE, SCIENCE AND RELATED
AGENCIES

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Good morning Chairman Wolf, Ranking Member Fattah, and Members of the Subcommittee. I appreciate the opportunity to appear before you today to discuss the President's Fiscal Year 2012 budget request for the Bureau of Prisons (BOP).

Our mission is to protect society by confining offenders in the controlled environments of prisons and community-based facilities that are safe, humane, cost-efficient, and appropriately secure, and to provide work and other self-improvement opportunities to assist offenders in becoming law-abiding citizens.

As the nation's largest corrections system, the BOP is responsible for the incarceration of about 210,000 inmates. Currently, the BOP confines over 171,000 inmates in 116 facilities with a total rated capacity of 126,971. The remainder, more than 18 percent, are managed in contract care consisting primarily of privately operated prisons. In FY 2009, a net growth of 7,091 new inmates was realized and an additional 1,468 inmates were added in FY 2010. An increase of approximately 5,800 inmates per year is currently expected for FY 2011 and FY 2012.

The current Continuing Resolution presents significant challenges for the BOP, as the number of inmates has increased, resulting in additional operational and staffing costs. System-wide, the BOP is operating at 35 percent over its rated capacity. Crowding is of special concern at higher security facilities—with 50 percent overcrowding at high security facilities and 39 percent at medium security facilities. The BOP must manage severe crowding by double and triple bunking inmates. As of January 2011, 94 percent of high security inmates were double bunked and 16 percent of medium security inmates and almost 82 percent of low security inmates were triple bunked, or housed in space not originally designed for inmate housing.

During these challenges, we have exercised restraint and sound judgment in executing the budget you provide. As good stewards of the public's trust, we will continue to contain costs, while maintaining a high level of service. Our hope is that you will continue to support our mission and continue to work with us to provide a safe environment for inmates and staff.

FY 2012 Budget request

The President's FY 2012 Budget Request for the BOP is \$6.724 billion for the Salaries and Expenses (S&E) account. For the Buildings and Facilities (B&F) account, \$99.4 million is requested, and a rescission of \$35 million in prior years' new construction balances is proposed.

The BOP's highest priorities continue to be:

- Ensuring the safety of federal inmates, staff, and surrounding communities;
- Increasing on-board staffing at BOP correctional institutions;
- Reducing inmate crowding to help prevent violence in prisons by adding bedspace;
- Maintaining existing institutions in an adequate state of repair;
- Maximizing the use of inmate reentry programs such as education and drug treatment in order to reduce recidivism; and
- Seeking long-term strategies to control population growth.

This budget builds upon the FY 2011 Continuing Resolution (through March 18, 2011) level. For the BOP, this means the starting point is the FY 2010 enacted level, and all adjustments to base and program change line items are built to bridge from the FY 2010 level to FY 2012 requirements.

S&E Program Increases

For FY 2012, a net increase of \$256.0 million in program changes is proposed (again, this is building from the FY 2010 level). The request includes \$304.8 million in program enhancements for an institution population adjustment; to increase current staffing levels at existing institutions; to begin the activation process for three institutions -- FCI Berlin, New Hampshire; Secure Female FCI Aliceville, Alabama; and one acquired facility USP Thomson, Illinois; and funding for the expansion of inmate programs for additional occupational, education and residential drug abuse treatment programs. Also included are \$48.8 million in offsets: \$41 million for a proposed legislative initiative, which, if passed, would allow additional Good Conduct Time credit for inmates; \$6.3 million for Administrative Efficiencies; and \$1.5 million to Extend Technology Refresh. The inmate population is projected to continue to increase for the foreseeable future. As such, the BOP continues to require increased resources to provide for safe inmate incarceration and care, and the safety of BOP staff and surrounding communities, which is why the requested operating funds are vital.

The Department has developed two legislative proposals that will provide inmates with enhanced incentives for good behavior and participation in programming that is proven to reduce the likelihood of recidivism. The first proposal increases good time credit availability by seven days per year for each year of the sentence imposed. This would result in a reduction, within a year, of approximately 4,000 federal inmates in custody, and such reductions would continue for several subsequent years, resulting in a significant savings of taxpayer dollars. If enacted before FY 2012, this proposal could result in significant cost avoidance, potentially up to \$41 million.

This proposal would not only reduce crowding, it would also increase the incentives for inmates to comply with institution rules. Inmates who refuse to comply with institution rules could lose some or all of the available credits, thereby prolonging their time spent in custody.

The second proposal creates a new sentence reduction credit that inmates can earn for successful participation in recidivism-reducing programs, such as Federal Prison Industries, education, and occupational/vocational programming. We are unable to estimate the cost avoidance that this proposal might generate because we cannot estimate the number of inmates that will choose to participate in these programs if provided a sentence reduction credit. We can, however, confidently assume this proposal would reduce, somewhat, the future anticipated growth in the inmate population while encouraging participation in programs proven effective at reducing recidivism, and thereby improve public safety.

The S&E base budget incorporates increases in costs for food, medical, and existing contract beds. As noted in the Government Accountability Office (GAO) report GAO-10-94 released in November 2009, “BOP’s costs for key operations to maintain basic services, such as those for inmate medical care and utilities, exceeded the funding levels requested in the President’s budget from fiscal years 2004 through 2008, limiting BOP’s ability to manage its continually growing inmate population”.

The Congress, in FY 2009, directed the GAO to report on BOP’s methods for cost estimation, including the pricing of utilities and inmate medical care costs. The report, referenced above, concluded that “BOP’s methods for cost estimation largely reflect best practices outlined in GAO’s *Cost Estimating and Assessment Guide*.” GAO stated that BOP followed a well-defined process for developing mostly comprehensive, well documented, accurate, and credible cost estimates. Further, GAO found that BOP’s methods for projecting inmate population changes have been accurate on average, to within one percent of the actual inmate population growth from fiscal year 1999 to August 2009.

B&F Budget Request

For FY 2012, a total of \$99.4 million is requested for the B&F Appropriation. The FY 2012 request maintains the B&F programs at prior years’ levels and it would not provide new beds for projected future inmate population growth. Additionally, a rescission of \$35 million in prior years’ New Construction unobligated balances is proposed. The rescission reduces \$30 million from the planned “Acquire Existing Institution for Higher Security FCI” project and reduces \$5 million from the partially funded “FCI Midwestern/Leavenworth, KS” project.

With the continued and future projected inmate growth and age of existing prisons, B&F funds have been stretched very thin. Approximately one-third of BOP’s 116 institutions are 50 years or older. The aging and failing infrastructure at these locations exacerbates our challenges in maintaining our institutions.

The Federal Inmate Population

Continuing increases in the inmate population pose substantial ongoing challenges for our agency. In FY 2009, the inmate population increased by 7,091 net new inmates and an additional 1,468 inmates were added in FY 2010. An increase of approximately 5,800 inmates per year is currently expected for FY 2011 and 2012. We believe the inmate population will continue to grow for the foreseeable future, and so will the BOP's challenges to provide for safe inmate incarceration and care and for the safety of BOP staff and surrounding communities.

The BOP is responsible for the incarceration of about 210,000 inmates. Approximately 82 percent of the inmate population is confined in Bureau-operated institutions, while 18 percent are under contract care, primarily in privately operated prisons. Most of the inmates in BOP facilities (52 percent) are serving sentences for drug trafficking offenses. The remainder of the population includes inmates convicted of weapons offenses (15 percent), immigration law violations (11 percent), violent offenses (7 percent), fraud (5 percent), property crimes (3 percent), sex offenses (5 percent), and other miscellaneous offenses (2 percent). The average sentence length for inmates in BOP custody is 10 years. Approximately 7 percent of inmates in the BOP are women. Approximately 26 percent of the entire prison population is comprised of non-U.S. citizens.

It is particularly challenging to manage the federal prisoner population at higher security levels. The combined inmate population confined in medium and high security facilities represents over 40 percent of the entire inmate population. It is important to note that at the medium security level, about 66 percent of the inmates are drug offenders or weapon offenders, approximately 76 percent have a history of violence, 42 percent have been sanctioned for violating prison rules, and half of the inmates in this population have sentences in excess of 8 years. At the high security level, more than 70 percent of the inmates are drug offenders, weapons offenders, or robbers, another 10 percent have been convicted of murder, aggravated assault, or kidnapping, and half of the inmates in this population have sentences in excess of 12 years.

Moreover, approximately 70 percent of high security inmates have been sanctioned for violating prison rules, and more than 90 percent have a history of violence. One out of every six inmates at high security institutions USP's are gang affiliated. There is a much higher incidence of serious assaults by inmates on staff at medium and high security institutions than at the lower security level facilities. In calendar years 2009 and 2010, an average of 82 percent of serious assaults against staff occurred at medium and high security institutions. In FY 2009, 62 percent of serious assaults occurred at high security facilities and 29 percent occurred at medium security facilities. In 2010, 52 percent of serious assaults occurred at high security facilities and 17 percent occurred at medium security facilities.

Institution Crowding

The BOP confines over 171,000 inmates in Bureau-operated facilities, which have a total rated capacity of about 127,000 inmates. Crowding is of special concern at higher security facilities including penitentiaries (operating at 50 percent over capacity) and medium-security institutions (operating at 39 percent over capacity). These facilities confine a disproportionate

number of inmates who are prone to violence. The BOP has managed severe crowding by double bunking inmates throughout the system -- 94 percent of all high-security cells and 100 percent of all medium-security cells are double-bunked. In addition, approximately 16 percent of all medium-security cells are either triple-bunked or the inmates are being housed in space that was not designed for inmate housing.

Crowding also affects inmates' access to important services (such as medical care and food services), an institution's infrastructure (the physical plant and security systems), and inmates' basic necessities (access to toilets, showers, telephones, and recreation equipment). Correctional administrators agree that crowded prisons result in greater tension, frustration, and anger among the inmate population, which leads to conflicts and violence.

In the past, we have been able to take a variety of steps to mitigate some of the effects of crowding in our facilities. For example, we have improved the architectural design of our newer facilities and have taken advantage of improved technologies in security measures such as perimeter security systems, surveillance cameras, and equipment to monitor communications. These technologies support BOP employees' ability to provide inmates the supervision they need in order to maintain security and safety in our institutions. We have also enhanced population management and inmate supervision strategies in areas such as classification and designation, intelligence gathering, gang management, use of preemptive lockdowns, and controlled movement. We have, however, reached a threshold with regard to our efforts, and are facing serious problems with inmate crowding.

In 2005, the BOP performed a rigorous analysis of the effects of crowding and staffing on inmate rates of violence. Data was used from all low-security, medium-security, and high-security BOP facilities for male inmates for the period July 1996 through December 2004. We accounted for a variety of factors known to influence the rate of violence and, in this way, were able to isolate and review the impact that crowding and the inmate-to-staff ratio had on serious assaults. This study found that both the inmate-to-staff ratio and the rate of crowding at an institution (the number of inmates relative to the institution's rated capacity) are important factors that affect the rate of serious inmate assaults.

The analysis revealed that a one percentage point increase in a facility's inmate population over its rated capacity corresponds with an increase in the prison's annual serious assault rate by 4.09 per 5,000 inmates; and an increase of one inmate in an institution's inmate-to-custody-staff ratio increases the prison's annual serious assault rate by approximately 4.5 per 5,000 inmates. The results demonstrate through sound empirical research that there is a direct relationship between resources (bedspace and staffing) and institution safety.

The BOP employs many management interventions in an attempt to prevent and suppress inmate violence. These interventions are resource-intensive and include: paying overtime to increase the number of custody staff available to perform security duties, utilizing staff from program areas (detracting from inmate programs and other vital institution functions), locking down an institution after a serious incident and performing intensive interviews to identify perpetrators and causal factors, performing comprehensive searches to eliminate weapons and

other dangerous contraband, and designating and housing inmates in Special Management Units (SMU). SMU inmates consist of sentenced offenders who participated in or had a leadership role in geographical group/gang-related activity, or those who have a history of disruptive, disciplinary and/or misconduct infractions. The BOP designates inmates to SMUs because greater management of their interaction is necessary to ensure the safety, security, and orderly operation of BOP facilities, and protection of the public. SMU inmates require a more restrictive confinement than general population inmates. The BOP currently has SMU inmates located in five different institutions.

In sum, in order to reduce crowding, one or more of the following must occur: (1) reduce the number of inmates or the length of time inmates spend in prison; (2) expand inmate housing at existing facilities; (3) contract with private prisons for additional bedspace for low-security criminal aliens; and (4) acquire and/or construct and staff additional institutions.

Staffing

The continued professionalism and dedication of our staff has been critical to the Bureau's ability to continue to operate safe and secure facilities, managing many more inmates than our prisons were designed to house, and preparing inmates to transition back into their communities. Currently, there is a hiring freeze throughout the Department of Justice and all of its components. As of January 29, 2011, the BOP has 36,280 S&E staff on-board, which is 90 percent of the FY 2010 authorized level. The challenges have never been greater. The BOP is managing severely overcrowded institutions with more gang-affiliated inmates, who are prone to violence.

Inmate Reentry

Our agency has no control over the number of inmates who come into Federal custody, the length of their sentences, or the skill deficits they bring with them. We do have control, however, over the programs in which inmates can participate while they are incarcerated; and we can thereby affect how inmates leave our custody and return to the community. Almost all Federal inmates will be released back to the community at some point. Each year, over 45,000 Federal inmates return to our communities, a number that will continue to increase as the inmate population grows. Most need job skills, vocational training, education, counseling, and other assistance (such as drug abuse treatment, anger management, and parenting skills) if they are to successfully reenter society.

Federal prisons offer a variety of inmate programs to address reentry needs, including work, education, vocational training, substance abuse treatment, observance of faith and religion, psychological services and counseling, release preparation, and other programs that impart essential life skills. We also provide other structured activities designed to teach inmates productive ways to use their time.

Rigorous research has found that inmates who participate in Federal Prison Industries (FPI) are 24 percent less likely to recidivate; inmates who participate in vocational or

occupational training are 33 percent less likely to recidivate; inmates who participate in education programs are 16 percent less likely to recidivate; and inmates who complete the residential drug abuse treatment program are 16 percent less likely to recidivate and 15 percent less likely to relapse to drug use within 3 years after release.

In 2001, the Washington State Institute for Public Policy evaluated the costs and benefits of a variety of correctional, skills-building programs. The study examined program costs; the benefit of reducing recidivism by lowering costs for arrest, conviction, incarceration, and supervision; and the benefit by avoiding crime victimization.

The study was based on validated evaluations of crime prevention programs, including the BOP's assessment of our industrial work and vocational training programs (the Post Release Employment Project study) and our evaluation of the Residential Drug Abuse Treatment program (the TRIAD study). The "benefit" is the dollar value of criminal justice system and victim costs avoided by reducing recidivism, and the "cost" is the funding required to operate the correctional program. The benefit-to-cost ratio of residential drug abuse treatment is as much as \$2.69 for each dollar invested in the program; for adult basic education, the benefit is as much as \$5.65; for correctional industries, the benefit is as much as \$6.23; and for vocational training, the benefit is as much as \$7.13. The study clearly indicates these inmate programs result in significant cost savings through reduced recidivism, and their expansion is important to public safety.

Substance Abuse Treatment

The BOP is mandated by statute (the Violent Crime Control and Law Enforcement Act of 1994) to provide drug abuse treatment to inmates. Our substance abuse strategy includes a required drug education course, non-residential drug abuse treatment, residential drug abuse treatment, and community transition treatment.

Drug abuse education is available in all BOP facilities. Drug abuse education provides inmates with information on the relationship between drugs and crime and the impact of drug use on the individual, his or her family, and the community. Drug abuse education is designed to motivate appropriate offenders to participate in nonresidential or residential drug abuse treatment, as needed.

Non-residential drug abuse treatment is also available in every BOP institution. Specific offenders whom we target for non-residential treatment services include:

- inmates with a relatively minor or low-level substance abuse impairment;
- inmates with a more serious drug use disorder whose sentence does not allow sufficient time to complete the residential drug abuse treatment program;
- inmates with longer sentences who are in need of and are awaiting placement in the residential drug abuse treatment program;
- inmates identified with a drug use history who did not participate in residential drug abuse treatment and are preparing for community transition; and

- inmates who completed the unit-based component of the residential drug abuse treatment program and are required to continue treatment until placement in a residential reentry center, where they will receive transitional drug abuse treatment.

Non-residential drug abuse treatment is based on the cognitive behavioral therapy model and focuses on criminal and drug-using risk factors such as antisocial and pro-criminal attitudes, values, beliefs, and behaviors and then targets replacing them with pro-social alternatives.

Residential drug abuse treatment is available in 61 BOP institutions and one contract facility. The foundation for residential drug abuse treatment is the cognitive behavior therapy treatment model, which targets offenders' major criminal and drug-using risk factors. The program is geared toward reducing anti-social peer associations; promoting positive relationships; increasing self-control, self-management, and problem solving skills; ending drug use; and replacing lying and aggression with pro-social alternatives.

Participants in the residential drug abuse treatment program live together in a unit reserved for drug abuse treatment in order to minimize any negative effects of interaction with the general inmate population. Residential drug abuse treatment is provided toward the end of the sentence in order to maximize its positive impact on soon-to-be-released inmates.

It is important to note that under our statutory mandate, the BOP is required to provide residential drug abuse treatment to all inmates who volunteer and are eligible for the program. In FY 2007 and FY 2008, the BOP did not meet this requirement due to inadequate funding for program expansion; however in FY 2009 and FY 2010, the BOP was able to provide residential drug abuse treatment to 100 percent of the federal inmate population eligible for treatment. Because certain non-violent offenders who successfully complete all components of this recidivism-reducing program are eligible for an incentive of up to one year off their sentence, inmates are strongly motivated to participate. Due to limited capacity, however, inmates receive, on average, only an eight month reduction. The FY 2012 budget request funds an expansion of the drug treatment capacity. An expansion of the drug treatment capacity will allow more inmates to participate in the program and earn an early release, thereby reducing crowding and costs. Specifically, such expansion will allow the BOP to treat all eligible inmates and extend the sentence reductions for those who qualify from the current 8 months average to the full 12 months allowed by statute.

Drug abuse treatment in the BOP includes a community transition treatment component to help ensure a seamless transition from the institution to the community, and inmates are monitored and managed across systems by BOP community corrections staff. As part of the community transition, the BOP provides a treatment summary to the residential reentry center where the inmate will reside, to the community-based treatment provider who will treat the inmate, and to the U.S. Probation Officer before the inmate's arrival at the residential reentry center. Participants in community transition drug abuse treatment typically continue treatment during their period of supervised release after they leave BOP custody.

Specific Pro-Social Values Programs

Based on the proven success of the residential substance abuse treatment program, we have implemented additional cognitive-behavioral programs to address the needs of other segments of the inmate population (including younger offenders and high-security inmates). These programs focus on inmates' emotional and behavioral responses to difficult situations and emphasize life skills and the development of pro-social values, respect for self and others, responsibility for personal actions, and tolerance. Many of these programs have already been found to significantly reduce inmates' involvement in institution misconduct. The positive relationship between institution conduct and post-release success makes us hopeful about the ability of these programs to reduce recidivism.

Inmate Work Programs

Prison work programs teach inmates occupational skills and instill in offenders sound and lasting work habits and a work ethic. All sentenced inmates in Federal correctional institutions are required to work (with the exception of those who for security, educational, or medical reasons are unable to do so). Most inmates are assigned to an institution job such as food service worker, orderly, painter, warehouse worker, or groundskeeper.

Additionally, approximately 15,500 inmates work in FPI. FPI is one of the BOP's most important correctional programs because it has been proven to substantially reduce recidivism. FPI provides inmates the opportunity to gain marketable work skills and a general work ethic -- both of which can lead to viable, sustained employment upon release. It also keeps inmates productively occupied; inmates who participate in FPI are substantially less likely to engage in misconduct.

At present, FPI reaches only 9 percent of the BOP inmate population; this is a significant decrease from previous years. For example, in 1987 FPI employed 32 percent of the inmate population. This decrease is attributable to various provisions in Department of Defense authorization bills and appropriations bills that have weakened FPI's standing in the Federal procurement process.

FPI is a program, not a business, and is self-sustaining, operating at zero cost to the taxpayer. This requirement, the legislative changes and the present economic situation have combined to place significant pressure on FPI to reduce costs. As you may be aware, within the last two years successively, we made the extremely difficult decision to close or downsize a number of our factories and operations and take several cost containment measures. Had we not taken these actions, our financial situation today would be significantly worse. While all of these efforts are making a positive impact, we are continuing to explore other cost containment measures. Additionally, we are also evaluating whether further factory closures may be necessary to reduce the losses projected in the revised forecast.

In order to increase inmate opportunities to work in FPI, new authorities are essential to expand product and service lines. Absent any expansion of FPI, the BOP will need additional resources to create inmate work and training programs to prepare inmates for a successful reentry

into the community.

Education, Vocational Training, and Occupational Training

The BOP offers a variety of programs for inmates to enhance their education and to acquire skills to help them obtain employment after release. Institutions offer literacy classes, English as a Second Language, adult continuing education, parenting classes, recreation activities, wellness education, and library services.

With few exceptions, inmates who do not have a high school diploma or a General Educational Development (GED) certificate must participate in the literacy program for a minimum of 240 hours or until they obtain the GED. The English as a Second Language program enables inmates with limited proficiency in English to improve their English language skills. We also facilitate vocational training and occupationally-oriented higher education programs. Occupational and vocational training programs are based on the needs of the specific institution's inmate population, general labor market conditions, and institution labor force needs. On-the-job training is afforded to inmates through formal apprenticeship programs, institution job assignments, and work in the FPI program. Finally, a number of institutions offer inmates the opportunity to enroll in and pay for more traditional college courses that could lead to a bachelor's degree.

Life Connections

The Life Connections Program is a residential multi-faith-based program that provides the opportunity for inmates to deepen their spiritual life and assist in their ability to successfully reintegrate following release from prison.

Life Connections programs are currently operating at FCI Petersburg, USP Leavenworth, FCI Milan, USP Terre Haute, and the Federal Medical Center Carswell. BOP's Office of Research and Evaluation has completed several preliminary analyses of the program and found a reduction in serious institution misconduct among program participants. The Office of Research will next assess the effect of the program on recidivism once a sufficient number of graduates have been released for at least three years.

Inmates who are not eligible for the residential Life Connections Program may volunteer to participate in a modified version of the program called Threshold. This is a non-residential spiritual/values based program taught by chaplains and volunteers over a six to nine month time period. This program is designed to strengthen inmate community re-entry and reduce recidivism.

The Second Chance Act

The Second Chance Act of 2007 required several changes to BOP policies and practices. The BOP is committed to providing opportunities for offenders to prepare for a successful reentry to the community. We have made significant progress toward meeting the mandates of

the Second Chance Act, which is particularly noteworthy given the funding challenges we have faced.

Inmate Skills Development Initiative

The Inmate Skills Development initiative refers to the BOP's targeted efforts to unify our inmate programs and services into a comprehensive reentry strategy. The three principles of the Inmate Skills Development initiative are: (1) inmate participation in programs must be linked to the development of relevant inmate reentry skills; (2) inmates should acquire or improve a skill identified through a comprehensive assessment, rather than simply completing a program; and (3) resources are allocated to target inmates with a high risk for reentry failure.

The initiative includes a comprehensive assessment of inmates' strengths and deficiencies in nine core areas. This critical information is updated throughout each inmate's incarceration and is provided to probation officers as inmates get close to their release from prison so as to assist in the community reentry plan. As part of this initiative, program managers have been collaborating and developing partnerships with a number of governmental and private sector agencies to assist with inmate reentry.

Specific Release Preparation Efforts

In addition to the wide array of inmate programs described above, the BOP provides a Release Preparation Program in which inmates become involved toward the end of their sentence. The program includes classes in resume writing, job seeking, and job retention skills. The program also includes presentations by officials from community-based organizations that help ex-inmates find employment and training opportunities after release from prison.

Release preparation includes a number of inmate transition services provided at our institutions, such as mock job fairs where inmates learn job interview techniques and community recruiters learn of the skills available among inmates. At mock job fairs, qualified inmates are afforded the opportunity to apply for jobs with companies that have job openings. Our facilities also help inmates prepare release portfolios, including a resume, education and training certificates, diplomas, education transcripts, and other significant documents needed for a successful job interview.

The BOP has established employment resource centers at most Federal prisons to assist inmates with creating release folders to use in job searches; soliciting job leads from companies that have participated in mock job fairs; identifying other potential job openings; and identifying points of contact for information on employment references, job training, and educational programs.

We use residential reentry centers (RRCs) -- also known as community corrections centers or halfway houses -- to place inmates in the community prior to their release from custody in order to help them adjust to life in the community and find suitable post-release employment. These centers provide a structured, supervised environment and support in job

placement, counseling, and other services. As part of this community-based programming, some inmates are also placed on home detention (statutorily limited to 10 percent of an inmate's sentence); they are at home under strict schedules with telephonic monitoring and electronic monitoring.

Research has shown that inmates who release through community-based programming are less likely to recidivate than those who release directly to the street. RRCs are most effective, in terms of recidivism reduction, for higher-risk inmates, especially those who have demonstrated a willingness to participate in education, vocational training, and treatment programs while they are in our institutions. Consistent with research findings, we continue to move the BOP toward a risk-reduction model in RRC programming, which recognizes that lower-risk inmates may need few RRC services and may, therefore, receive relatively short RRC placements and instead transition more rapidly to home detention; some may be placed directly in home detention with no time in an RRC. In contrast, higher-risk inmates who have shown they are ready to address their crime-producing behaviors may be appropriate for longer RRC stays. These changes will not decrease the number of inmates who will be placed in RRCs. Indeed, we anticipate they will result in greater numbers of placements in community-based programs and a more effective use of our limited RRC resources.

Conclusion

Chairman Wolf, Ranking Member Fattah, and Members of the Subcommittee, I want to thank you for your continued support of our agency and this opportunity to discuss BOP's priorities and challenges. As I have indicated in my testimony, the BOP faces many challenges as the inmate population continues to grow. For the past six years, the BOP has stretched resources, streamlined operations, and constrained costs to operate as efficiently and effectively as possible.

The FY 2012 President's request moves a step further toward adequate staffing and sufficient bedspace to meet the requirements of the increasing inmate population. This budget will allow BOP with opportunities to expand inmate programs that have demonstrated a positive impact on reducing recidivism. In addition, we will provide more inmates with the opportunity to avail themselves of beneficial correctional programs by reducing our crowding and adequately staffing our facilities as funding permits.

I look forward to working with you and I am pleased to answer any questions you may have.