

**United States  
Department of Justice  
Federal Prison System**



**FY 2017 PERFORMANCE BUDGET  
Congressional Submission  
Salaries and Expenses**

This Page Is Intentionally Left Blank

## Table of Contents

	Page No
<b>I. Overview</b> .....	1
A. Introduction .....	1
B. Growth of Federal Inmate Population .....	6
C. Inmate Programs .....	8
D. Challenges .....	11
E. Best Practices .....	17
F. Full Program Costs.....	17
G. Environmental Accountability.....	19
<b>II. Summary of Program Changes</b> .....	22
<b>III. Appropriations Language and Analysis of Appropriations Language</b> .....	23
<b>IV. Program Activity Justification</b>	
A. Inmate Care and Programs .....	24
1. Program Description	
a. Medical Services .....	25
b. Food Services.....	31
c. Education and Occupational Training.....	32
d. Psychology Services .....	34
e. Drug Abuse Treatment.....	34
f. Chaplaincy Services .....	39
2. Performance Tables .....	42
3. Performance, Resources, and Strategies .....	44
a. Performance Plan and Report for Outcomes.....	44
b. Strategies to Accomplish Outcomes .....	45
B. Institution Security and Administration .....	47
1. Program Description	
a. Institution Security and Administration .....	47
b. Institution Maintenance .....	48
c. Institution Staff Training.....	49
2. Performance Tables .....	52
3. Performance, Resources, and Strategies .....	55
a. Performance Plan and Report for Outcomes.....	55
b. Strategies to Accomplish Outcomes .....	56
C. Contract Confinement .....	58
1. Program Description	
a. Residential Reentry Centers.....	58
b. Privatized Facilities.....	59

c. National Institution of Corrections.....	60
2. Performance Tables .....	62
3. Performance, Resources, and Strategies .....	64
a. Performance Plan and Report for Outcomes.....	64
b. Strategies to Accomplish Outcomes .....	64
D. Management and Administration.....	65
1. Program Description	
a. Executive Staff.....	65
b. Central Office.....	66
2. Performance Tables .....	70
3. Performance, Resources, and Strategies .....	72
a. Performance Plan and Report for Outcomes.....	72
b. Strategies to Accomplish Outcomes .....	72
<b>V. Program Increases by Item</b>	
A. Health and Mental Health Services.....	73
B. Reentry Programs.....	80
C. BOP NET Infrastructure Refresh.....	84
<b>VI. Program Offsets by Item</b>	
A. Inmate Population Decline Adjustment.....	87
<b>VII. Exhibits</b>	
A. Organizational Chart	
B. Summary of Requirements	
C. FY 2017 Program Increases/Offsets by Decision Unit	
D. Resources by DOJ Strategic Goal/Objective	
E. Justification for Technical and Base Adjustments	
F. Crosswalk of 2015 Availability	
G. Crosswalk of 2016 Availability	
H. Summary of Reimbursable Resources	
I. Detail of Permanent Positions by Category	
J. Financial Analysis of Program Changes	
K. Summary of Requirements by Object Class	
L. Status of Congressionally Requested Studies, Reports, and Evaluations	
M. Modular Costs for New Positions (N/A)	
N. Summary by Appropriation	
O. Summary of Change	
P. Physicians Comparability Allowance Report	



## I. Overview for the Bureau of Prisons (BOP), Salaries and Expenses (S&E) Appropriation

### A. Introduction

The FY 2017 Congressional budget request for the BOP S&E Appropriation totals \$7,186,225,000, with 38,405 FTEs, and 43,466 positions (20,969 Correctional Officers) to support Department of Justice (DOJ) Strategic Goal 3: Ensure and Support the Fair, Impartial, Efficient, and Transparent Administration of Justice at the Federal, State, Local, Tribal, and International Levels. Electronic copies of the Department of Justice’s Congressional Budget Justification and Capital Asset Plan and Business Case exhibits can be viewed or downloaded from the Internet using the Internet address: <http://www.justice.gov/02organizations/bpp.htm>.

The FY 2017 current services level funds the mandatory requirements necessary in FY 2017. It funds increases in pay and benefits and also addresses the uncontrollable increases in medical, utilities and food costs. These base requirements must be fully funded to cover actual costs of existing staff and operations, as noted in the FY 2014 Senate Report (S.R. 113-78), which stated that “While these activities are not considered mandatory for budget purposes, they are not truly discretionary in that the Committee has an obligation to adequately fund them regardless of budgetary constraints.”

The request also includes program increases totaling \$207.9 million for three enhancements: Health and Mental Health Services, Reentry Programs, and BOPNet Refresh.

#### Health and Mental Health Services

BOP seeks to expand its complement of mental health staff to make psychiatric services available to all inmates and to provide cognitive behavioral programming and staffing at Residential Reentry Centers. BOP also requests funding for the President’s Restrictive Housing Initiative to identify ways to safely reduce the overuse of restrictive housing in prisons by enhancing mental health services and by constructing and staffing alternative forms of prison housing for inmates with serious mental illness. Finally, BOP would expand its Hepatitis C treatment program by an additional 250 inmates, who would have a high likelihood of being cured; provide an expanded medical assistance treatment pilot for opioid use disorders; and increase the availability of voluntary treatment for sex offenders.

#### Reentry Programs

BOP requests funding for facilities to adopt evidence-based programs that reduce recidivism and improve employment outcomes tailored to local communities. The enhancements will expand children and family programming to strengthen familial bonds, which are critical for helping inmates transition back home; provide expanded vocational training and education training; and increase bed space at Residential Reentry Centers.

#### BOPNet Refresh

BOP requests funding to invest in its network infrastructure, supporting core local area networks and storage area networks.

# Federal Bureau of Prisons

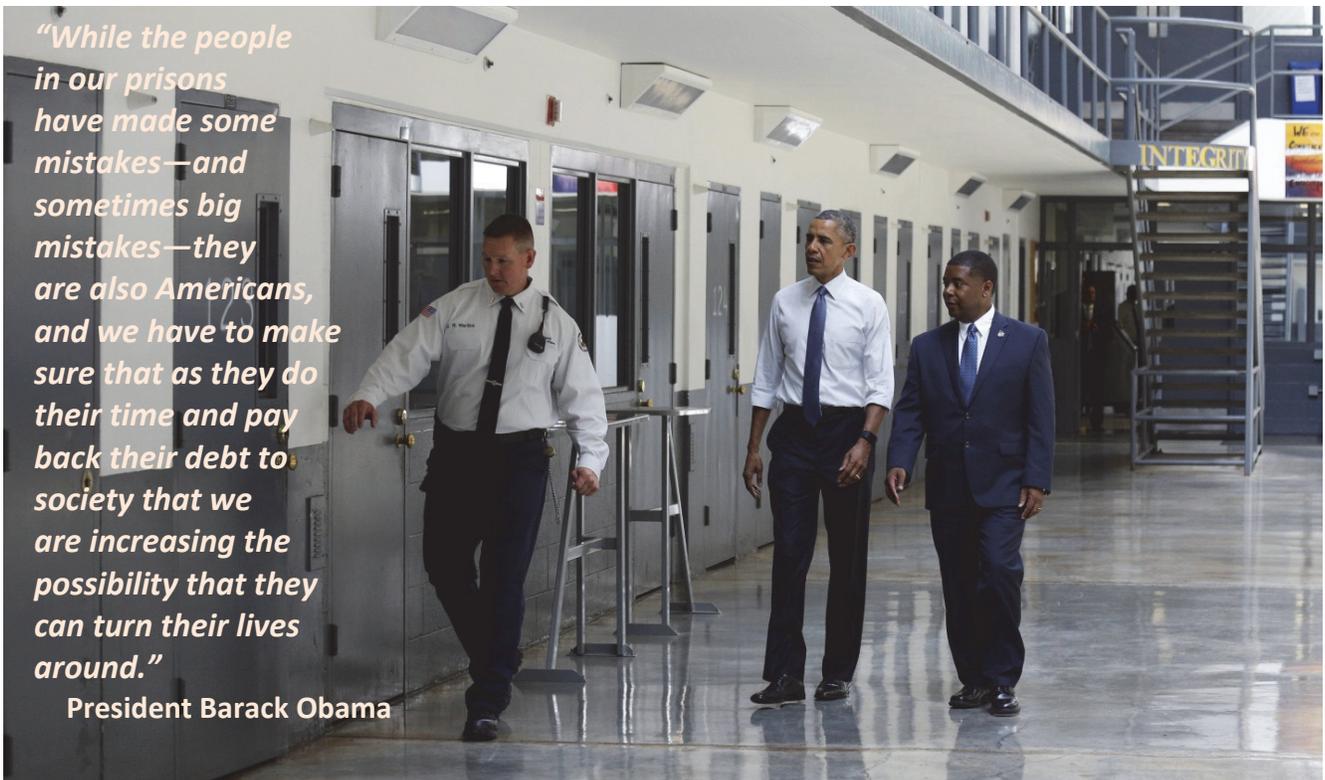


Repeat offenders who cycle in and out of the prison system drive up the cost of operating prison system. These offenders often have risk factors such as mental health problems and substance abuse, limited education and literacy, inadequate job skills, and a lack of positive support systems that, if addressed, reduce the likelihood of re-offending.

The request is offset by \$210.8 million due to declining inmate population. The BOP continues to strategically assess current and prospective operations to ensure that mission requirements are met at the lowest possible cost to the U.S. taxpayer. The FY 2017 budget request is a product of these assessments and provides the resources to continue the BOP's strategic vision into the future.

*“While the people in our prisons have made some mistakes—and sometimes big mistakes—they are also Americans, and we have to make sure that as they do their time and pay back their debt to society that we are increasing the possibility that they can turn their lives around.”*

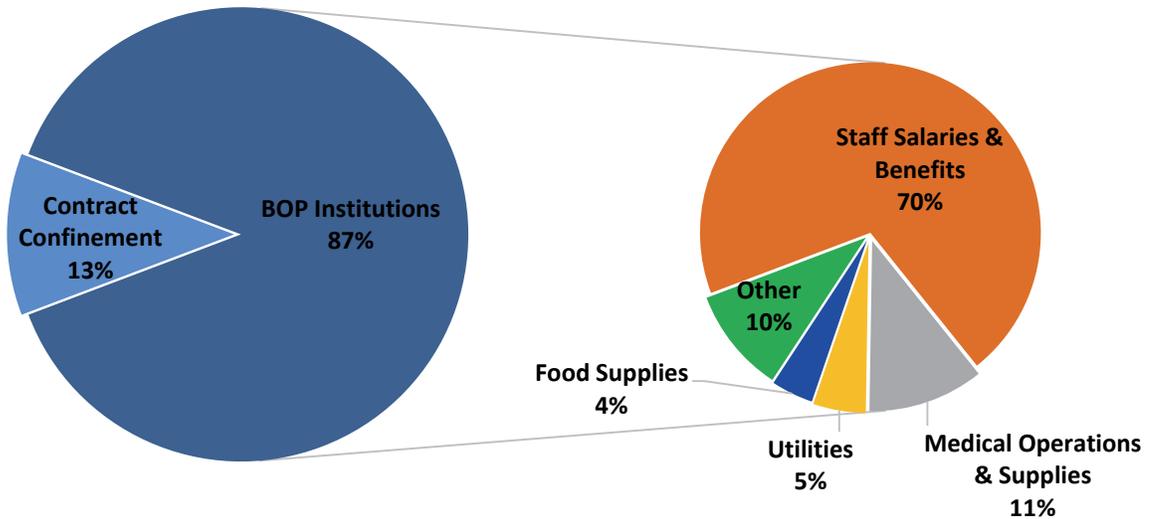
**President Barack Obama**



*President Barack Obama tours the Residential Drug Abuse Treatment Program Unit with Director Charles E. Samuels, Jr., and Lieutenant Ronald Warlick at FCI El Reno, Oklahoma, July 16, 2015.*

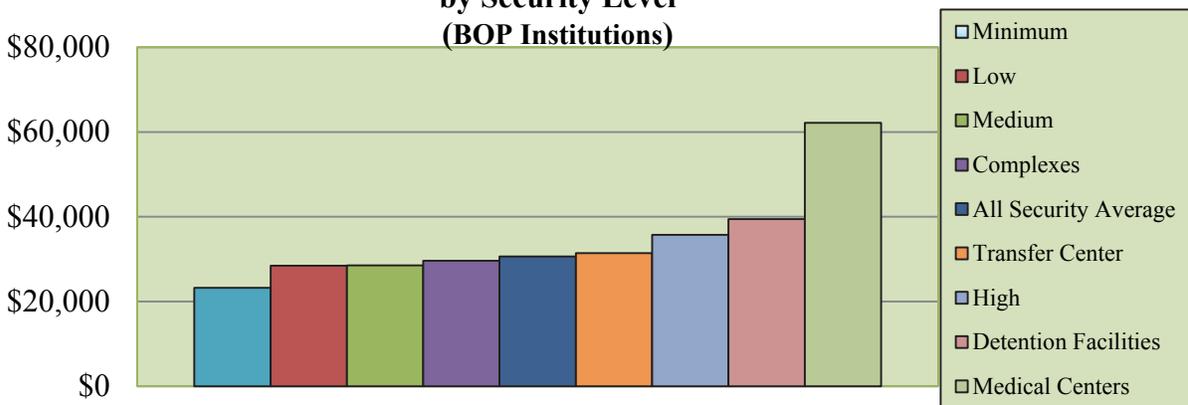


## BOP Funding Allocations



BOP’s budget proposal emphasizes efficiency, effectiveness, and quality while focusing on meeting the changing needs of the American Justice System. The budget request represents the level of funding needed to fulfill its mission. Operating the nation’s largest prison system, the BOP’s top priority is to focus on safety and security of staff, inmates, and surrounding communities. The following chart shows BOP’s cost per inmate each year.

**FY 2014 Per Capita Costs**  
by Security Level  
(BOP Institutions)



**About the BOP:** The BOP was established in 1930 to provide more progressive and humane care for federal inmates, to professionalize the prison service, and to ensure consistent and centralize administration of the 11 federal prisons in operation at that time. Today, the BOP includes 122 institutions, six regional offices, a Central Office, and residential reentry offices

# Federal Bureau of Prisons



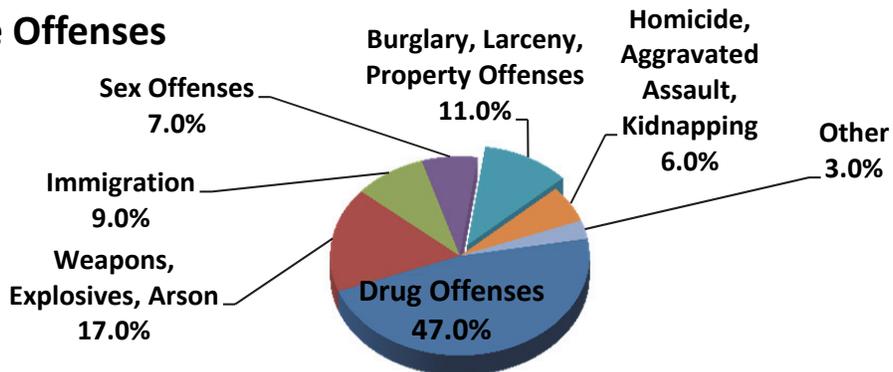
that oversee residential reentry centers and home confinement programs. The Central Office and regional offices provide administrative oversight and support to the institutions and residential reentry offices.

The BOP protects public safety by ensuring federal offenders serve their sentence of imprisonment in institutions that are safe, humane, cost-efficient, and appropriately secure. The BOP also helps reduce future criminal activity by encouraging inmates to participate in a range of programs that have been proven to help them adopt a crime-free lifestyle upon their return to the community.



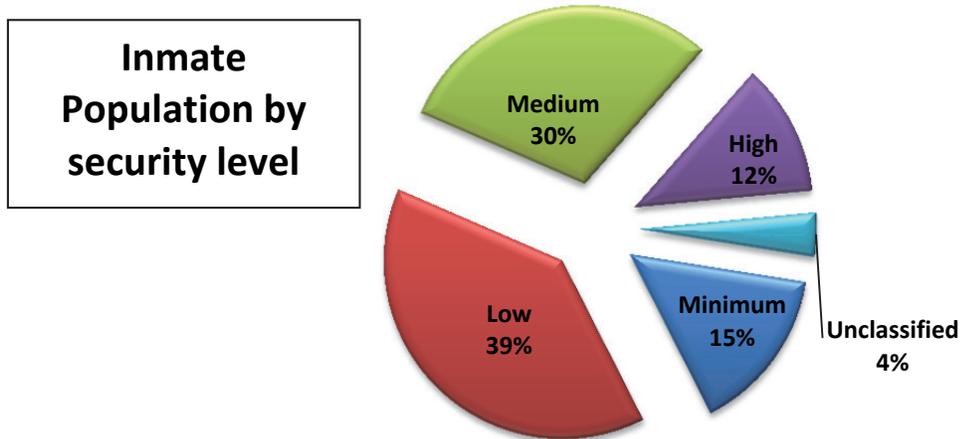
The BOP is responsible for the custody and care of nearly 196,348 federal offenders. Nearly 82 percent of these inmates are confined in BOP operated correctional institutions or detention centers. The remainder is confined in secure privately managed or community-based facilities and local jails. The following chart shows the breakdown of current BOP population by inmate's offense category:

## Inmate Offenses





The BOP operates federal prisons at four security levels – minimum, low, medium, and high. In addition, there are administrative facilities which have special missions, such as the detention of pretrial offenders (the BOP operates a number of metropolitan detention centers and jail units); the treatment of inmates with serious or chronic medical problems; or the containment of extremely dangerous, violent, or escape-prone inmates. Further, the BOP confines all District of Columbia adult sentenced felons. The following chart shows our population by security level.



The BOP also utilizes privately operated facilities, bed space secured through Intergovernmental Agreements with state and local entities, and community based housing such as Residential Reentry Centers (RRCs or halfway houses) and home confinement, as appropriate. Also, through the National Institute of Corrections (NIC), the BOP provides assistance to federal, state, local, and international correctional agencies.

The BOP’s most important resource is its staff. The more than 39,780 employees of the BOP ensure the security of federal prisons, provide inmates with needed programs and services, and model mainstream values. The BOP’s employees help the agency meet its obligation to protect public safety and provide security and safety to the staff and inmates in its facilities. All BOP staff in its facilities are correctional workers first and are committed to the highest level of performance.

**BOP Fundamentals:**

**MISSION:** The Federal Bureau of Prisons protects society by confining offenders in the controlled environments of prisons and community-based facilities that are safe, humane, cost-efficient, and appropriately secure, and that provide work and other self-improvement opportunities to assist offenders in becoming law-abiding citizens.

**CORE VALUES:** *Correctional Excellence:* We are Correctional workers first, committed to the highest level of performance. *Respect:* We embrace diversity and recognize the value and dignity of staff, inmates, and the general public. *Integrity:* We demonstrate uncompromising ethical conduct in all our actions.



**VISION STATEMENT:** The Federal Bureau of Prisons, judged by any standard, is widely and consistently regarded as a model of outstanding public administration, and as the best value provider of efficient, safe, and humane correctional services and programs in America.

## **B. Growth of the Federal Inmate Population**

Most of the challenges affecting the BOP today relate to the agency's growth. As time has passed and laws have changed, the BOP's responsibilities have grown, as has the prison population. At the end of 1930 (the year BOP was created), the agency operated 14 facilities for just over 13,000 inmates. By 1940, the BOP had grown to 24 facilities with 24,360 inmates. Except for a few fluctuations, the number of inmates did not change significantly between 1940 and 1980, when the population was 24,640. However, during this same time period, the number of facilities almost doubled (from 24 to 41) as the BOP gradually moved from operating large facilities confining inmates of many security levels to operating smaller facilities that each confined inmates with similar security needs.

As a result of federal law enforcement efforts and new legislation that dramatically altered sentencing in the federal criminal justice system, the BOP inmate population increased more than 790% between 1980 and 2013, rising from 24,640 to 219,298. The Sentencing Reform Act of 1984 established determinate sentencing, abolished parole, and reduced good conduct time; additionally, several mandatory minimum sentencing provisions were enacted in 1986, 1988, and 1990. From 1980 to 1989, the inmate population more than doubled, from just over 24,000 to almost 58,000. During the 1990s, the population more than doubled again, reaching approximately 134,000 at the end of 1999 as efforts to combat illegal drugs, weapons, and illegal immigration contributed to significantly increased conviction rates. The tragedy of September 11, 2001 brought offenders with unique security concerns, as the Nation's law enforcement efforts were targeted toward international terrorism.

The war on drugs dramatically affected not only the number of offenders BOP house, but also the type. For nearly five decades, the BOP housed largely bank robbers and white-collar offenders. Currently, almost half of the BOP population is serving sentences for drug offenses. The remainder includes offenders convicted of weapons offenses, immigration offenses, and sex offenses. Increases in the inmate population led to serious levels of crowding in the BOP prisons, which increased the likelihood of assault and violence in general.

By 2013, the BOP's population climbed to almost 220,000, its highest level ever. In fiscal year 2014, after then-Attorney General Eric Holder announced the Smart on Crime Initiative, the BOP experienced the first population decline in decades, ending the year with 5,149 fewer offenders than when the year started. The decline has continued; the BOP ended fiscal year 2015 with 8,426 fewer offenders than on September 30, 2014.

On November 1, 2014, the United States Sentencing Commission (USSC) retroactively revised federal sentencing guidelines for certain drug trafficking offenses. The amendment reduced, by two levels, the offense levels assigned to the quantity that triggers the statutory mandatory minimum penalties. As a result, some drug offenders may receive lower sentences going forward and certain eligible offenders were released from prison beginning on



November 1, 2015. This measured approach reduces prison populations and responds to statutory and guideline changes while safeguarding public safety.

The BOP projects that the inmate population will continue to decline for the next couple of years, particularly as a result of retroactive changes to sentencing guidelines.

## Projected Population, Capacity, and Crowding

	2013 (Actual)	2014 (Actual)	2015 (Actual)	2016	2017
BOP Facilities					
Starting Capacity	128,359	129,726	132,803	134,470	135,165
Additional Approved/Planned	1,367	3,077	1,667	695	126
Subtotal Capacity	129,726	132,803	134,470	135,165	135,291
Pop. Projection	176,849	172,242	165,134	154,072	153,295
Percent Overcrowded	36%	30%	23%	14%	13%
Contract	42,449	41,907	40,589	36,000	33,000
Percent Contract	19.4%	19.6%	19.7%	18.9%	17.7%
Total Federal Prison Population	219,298	214,149	205,723	190,072	186,295

Note: The population projections are based on data and information from a variety of sources including the Administrative Office of the U.S. Courts, the U.S. Sentencing Commission, other DOJ components, and the BOP's own information system (SENTRY). The additional capacity projections shown above rely on enactment of funding for prison activation.

The declining population has reduced overcrowding and inmate-to-staff ratios.

Last year's reduction in the inmate population decreased crowding in BOP's prisons to 23%, the lowest it has been since 1998. While current projections estimate overcrowding may fall to 13% in 2017, crowding remains a concern at medium and high security institutions which are currently operating at 28% and 45% above rated capacity, respectively.

Reductions in the population also help address a second critical concern for BOP: the number of staff available to supervise and provide evidence-based programs and services to inmates. As the population goes down, the ratio of inmates to staff members also goes down, thereby increasing the safety of staff, inmates, and the general public.

The size of the federal prison population and its related cost is a function of many factors, including the nation's crime levels, federal sentencing laws, and law enforcement policies, many of which are beyond the control of BOP.

In August, 2013, the Attorney General announced the Department of Justice's (DOJ) "Smart on Crime" initiative (<http://www.justice.gov/ag/attorney-generals-smart-crime-initiative>). This initiative, based on a comprehensive review of the criminal justice system identified five goals:

- To ensure finite resources are devoted to the most important law enforcement priorities;
- To promote fairer enforcement of the laws and alleviate disparate impacts of the criminal justice system;
- To ensure just punishment for low-level, nonviolent convictions;



- To bolster prevention and reentry efforts to deter crime and reduce recidivism;
- To strengthen protections for vulnerable populations.

## C. Inmate Programs

The BOP has a responsibility to provide inmates with opportunities to participate in programs that can provide them with the skills they need to lead crime-free lives after release. The BOP's philosophy is that release preparation begins the first day of imprisonment. Accordingly, 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. The BOP also provides other structured activities designed to teach inmates productive ways to use their time.

Each year, over 45,000 federal inmates return to our communities. Most need job skills, vocational training, education, counseling, and other assistance such as treatment for substance



*Daddy-Daughter Dance for offenders  
Federal Detention Center  
Miami, Florida.*

use disorders, anger management, parenting skills, and linkage to community resources for continuity of care in order to successfully reenter society.

Recently there have been several important developments in the field of reentry. In light of recent research findings and public sentiment, many members of Congress as well as external stakeholders (advocacy groups, judges, state and

local governments, and more) would like to see the BOP adjust its reentry strategy.

The BOP responded by creating the Reentry Services Division (RSD), which will further the BOP's mission of preparing inmates for reentry by focusing on reentry programming and community resource transition, thereby increasing public safety. The RSD is comprised of five branches that were previously part of the Correctional Programs Division: National Reentry Affairs, Chaplaincy Services, Residential Reentry Management, Female Offenders and Psychology Services.

In addition, the Director of the BOP announced in FY 2013 the availability of the BOP's Model Programs Catalog, an inventory of inmate programs that Central Office recommends for adoption and implementation at BOP's institutions. The goal is to ensure BOP is using resources to implement effective and meaningful programs designed and proven to help reduce crime and maintain safety and security in BOP's prisons.



## **Substance Abuse Treatment**

The BOP's substance abuse strategy includes a required drug education course, non-residential drug abuse treatment, residential drug abuse treatment, and community transition treatment. The Violent Crime Control and Law Enforcement Act of 1994 requires the BOP to provide residential drug abuse treatment to all inmates who volunteer and are eligible for the program. Inmates are strongly motivated to participate because certain non-violent offenders who successfully complete all components of this recidivism-reducing program are eligible for a sentence reduction of up to one year.

In FY 2007 and FY 2008, the BOP lacked the space necessary to meet the statutory requirement; however from FY 2009 through FY 2015, the BOP was able to provide residential drug abuse treatment to 100 percent of the federal inmate population eligible for treatment.

The resources received in the previous budgets were essential to the expansion of drug treatment capacity, which have provided critical support to reach BOP's goal of providing 12 months sentence credits to all eligible inmates. The FY 2017 budget preserves funding provided in the FY 2014, FY 2015 and 2016 budget to maintain the residential drug treatment program to allow inmates to participate in the program and earn an early release, thereby reducing crowding, costs, and recidivism.

## **Specific Pro-Social Values Programs**

Based on the proven success of the residential substance abuse treatment program, the BOP has 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 BOP hopeful about the ability of these programs to reduce recidivism.

## **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 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.

In addition to these BOP work assignments, Federal Prison Industries (FPI or trade name UNICOR) 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 is one of the BOP's most important correctional programs because it has been proven to substantially reduce



recidivism. FPI also keeps inmates productively occupied and significantly reduces the likelihood of misconduct.

Unfortunately, FPI participation has declined significantly over the past two decades as a result of Department of Defense authorization and appropriations bills that have weakened FPI's standing in the Federal procurement process. FPI employed 33 percent of the inmate population in 1988 but currently only reaches six percent (12,278 individuals at the end of FY 2015) of the inmate population housed in BOP facilities.

In order to increase work opportunities, FPI continues to explore opportunities with commercial customers. In the Consolidated and Further Continuing Appropriations Act of 2012 (P.L. 112-55), FPI received two new authorities to increase inmate employment. The first enables FPI to recapture work performed outside of the United States, also known as repatriation. The second authorizes FPI to participate in the Prison Industries Enhancement Certification Program, which allows FPI to partner with commercial businesses under a strict set of conditions to manufacture and sell prison-made goods in interstate commerce.

For FY 2017, new language is proposed in DOJ's General Provisions to enhance FPI opportunities. Section 219 establishes a pilot program that will assist FPI in increasing inmate work opportunities and enhancing its mission capability of protecting society and reducing crime by preparing inmates for successful reentry through job training. Section (a) will streamline intradepartmental procurement from FPI, enabling the Department to place more inmates in the FPI program, which reduces recidivism, and generates cost savings for the Department due to fewer inmates returning to BOP custody. Section (b)(1) will permit FPI to work directly with state prison industries and collaborate on work opportunities, thereby entering new markets and positioning the program to increase its sales and inmate workforce. Section (b)(2) will allow FPI to leverage its diverse factory operations and quick response time to meet the needs of disaster relief operations and increase inmate work opportunities. Finally, section (c)(1)(A)-(B) will increase FPI's acquisition efficiency so it can better serve existing customers and attract new business, thereby increasing inmate job training opportunities.

## **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 a GED. There are substantial waiting lists for the GED program, however, it is offered to all applicable inmates. The English as a Second Language program enables inmates with limited proficiency in English to improve their English language skills. Also, 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.



The BOP also facilitates 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.

## **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.

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 the inmate's reentry to the community.

## **Specific Release Preparation Efforts**

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

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.

## **Residential Reentry Centers**

The BOP utilizes 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 job placement, counseling, and other services. As part of this community-based programming, some inmates are also placed on home confinement, which is statutorily limited to 10 percent of an inmate's sentence. Individuals confined to their homes are given strict schedules to maintain, adherence to which is telephonically or electronically monitored.

## **D. Challenges**

For more than 80 years the BOP has earned many accomplishments and faced extraordinary challenges. The challenges that can positively affect or impede progress toward achievement of agency goals are complex and ever changing. Factors that impact BOP include: general



economic conditions, legislation, investigative and prosecutorial initiatives, health care, mental health, technology, and crime rates. The BOP continues to streamline operations and increase efficiency in order to operate as inexpensively and effectively as possible.

## **Technology**

The BOP uses security technology to enhance safety and security in its prisons. Scanning technology and advanced metal detectors are used to help detect contraband (prohibited items not authorized to be brought into the prison) and prevent assaults on staff and inmates. Emerging technology like drones poses a unique threat to the BOP, in addition to other contraband technologies like cellphones.

## **Crisis Management**

The potential for disaster like influenza epidemics to natural disasters like hurricane Katrina and Sandy is always present. Each institution has emergency response plans in place (developed in cooperation with local, state, and Federal public safety agencies) that are practiced regularly and updated. Natural disasters are always unpredictable to a certain extent, so additional resources may be needed when a crisis arises.

## **Activation Challenges**

The Fiscal Year 2015 appropriation included partial funding in the base budget for the current North Central Regional United States Penitentiary activation, which if fully activated will reduce crowding at high security facilities. Full activation of this facility will require funding in FY 2017 for staffing, equipment, vehicles, office and medical supplies, food, inmate clothing, among other necessities. Not receiving funding will result in delayed staff hires and incomplete or phased activation.

## **M&R Funding**

The BOP request for M&R Funding is necessary for the essential rehabilitation, modernization and renovation of buildings and associated systems. This program must be in place for the BOP to meet our strategic goal of providing safe, secure, humane, and cost effective confinement and transportation of federal inmates. It is also vital to the BOP in providing a safe working environment for our staff. Failure to adequately maintain structures and utility systems erodes capital investment and multiplies the costs in future years for accomplishing the required repairs. There is an increase in S&E funding to pay for excessive utility costs of systems that are basically obsolete but cannot be replaced. Most importantly, failure to maintain structures can cause direct and indirect security problems. Currently, the BOP only allocates M&R funds for emergency, life safety, and our highest priority projects. For over 10 years, the BOP has received less than 1 percent of the replacement value recommended by the Federal Facilities Council (2-4 percent.) Failure to maintain our structures and utility systems will jeopardize the mission of the BOP to maintain safe and humane institutions.



**Deteriorating brick wall on Cell House  
United States Penitentiary, Leavenworth Kansas**

## **Overcrowding at High Security Facilities**

As the nation's largest correctional agency, the BOP is responsible for the incarceration of over 196,000 inmates. As of January 14, 2016, system-wide, the BOP was operating at 19 percent over rated capacity and crowding remains a special concern at higher security facilities, with 45 percent crowding at high security facilities and 28 percent at medium security facilities. Rated capacity is the baseline used to calculate prison crowding, and is essential to managing the BOP's inmate population to distribute the population throughout the system efficiently and equitably. The calculation for determining rated capacity involves stratified double bunking across all security levels and includes the following formulas: minimum and low security institutions at 100 percent double bunking; medium security institutions at 50 percent double bunking; and high security institutions at 25 percent double bunking. The combined inmate population confined in high and medium facilities represents 40 percent of the BOP's total population.



The chart describes the statistics of the inmates housed in these facilities. There is a much higher incidence of serious assaults by inmates on staff at high and medium security institutions than at the lower security facilities.

The Government Accountability Office (GAO) released a report on the BOP titled *Growing Inmate Crowding Negatively Affects Inmates, Staff, and Infrastructure* (GAO-12-743), September 2012. GAO states “According to BOP and our observations, the growth of the federal inmate population and related crowding have negatively affected inmates housed in BOP institutions, institution staff, and the infrastructure of BOP facilities, and have contributed to inmate misconduct, which affects staff and inmate security and safety.”

### MEDIUM SECURITY INMATES

- 78% have a history of violence;
- 67% have been sanctioned for violating prison rules; and
- 52% have sentences in excess of 9 years.

### HIGH SECURITY INMATES

- More than 91% have a history of violence;
- 84% have been sanctioned for violating prison rules;
- 55% have sentences in excess of 12 years; and
- One out of every four inmates (27%) is affiliated with a gang.

In light of years of overcrowding and stresses on prison staffing, BOP’s ability to safely manage the inmate population is identified as one of the top management and performance challenges facing the Department as identified by the Office of the Inspector General (OIG) List of Top Management Challenges for 2015. The OIG states “The Department of Justice (Department) continues to face two interrelated crises in the federal prison system. Despite a slight decrease in the total number of federal inmates in fiscal year 2015, the Department projects that the costs of the federal prison system will continue to increase in the years ahead, consuming a large share of the Department’s budget.

## Staffing

***The BOP staff work around the clock, seven days a week.*** The BOP is a family and career-oriented agency, offering a broad range of exciting career opportunities in a work environment that promotes integrity, diversity, and professional development. And with over 39,700 highly motivated individuals, we are one of the most unique agencies in the DOJ where each employee's day-to-day performance makes a difference.

The BOP suffered tragic losses in FY 2013 with the murders of two staff members. Officer Eric Williams, a Correctional Officer at the USP in Canaan, Pennsylvania, was working in a housing unit when he was stabbed to death by an inmate. Lieutenant Osvaldo Albarati was shot and killed while driving home from the Metropolitan Detention Center in Guaynabo, Puerto Rico. These losses underscore the challenges the dedicated men and women working for the BOP face daily. While there are many facets to BOP’s operations, the foundation for it all is the safe, secure, and orderly operation of its institutions, and each and every staff member in the BOP is critical to this mission.

# Federal Bureau of Prisons



BOP employees are considered “correctional workers first,” regardless of the position to which they are assigned. Because all non-custody staff are correctional workers, they can perform programmatic functions (such as those of an educational instructor) without the added presence of a Correctional Officer. BOP’s operational maxim also allows non-custody staff to assume the duties of Correctional Officers during inmate disturbances, or because of long or short-term custody staff shortages.



All BOP staff are trained to work with inmates, respond to emergencies, and follow security procedures. The situational awareness and diligence of BOP staff are the foundation of safety and security within BOP institutions, and are key to protecting the public. When an insufficient number of Correctional Officers is available to cover an institution’s mission critical custody posts on any given day, institution staff make up the difference by assigning non-custody officers (a practice termed “augmentation”), authorizing overtime, or, if no other alternative exists, leaving posts vacant. When BOP institution managers use augmentation, the normal duties performed by the augmenting staff may be curtailed or delayed, thereby interfering with BOP’s ability to provide some inmate programs.

## **High Profile Inmates and Radical Ideologies**

In the years following September 11, 2001, the government’s focus turned toward expanding its efforts to safeguard the American public from terrorism and increasing its national security intelligence and enforcement capabilities. The BOP’s work has taken on significantly greater risks with the incarceration of high-profile terrorists inmates and suspects such as: Naser Abdo, Umar Abdulmutallab, Nazih al Raghie (Anas al-Libi), Waad Alwan, Mohanad Hammadi, Lawal Babafemi, Khalid al-Fawwaz, Adel Bary, Mostafa Mostafa (abu Hamza al Masri), Rezwan Ferdaus, Sulaiman Ghaith, Adis Medunjanin, Aaafia Siddiqui, and Dzhokhar Tsarnaev.

The BOP has taken several steps to ensure that federal prisons are not being used to recruit terrorists or spread extremist ideologies within the U.S. prisons. The BOP staff monitor and record all telephonic communication of inmates who have a history or nexus to terrorism, and



they work closely with the FBI, the National and Local Joint Terrorism Task Forces, and other agencies to exchange intelligence with our law enforcement partners.

## **Top Management Challenges Identified by 2015 Office of Inspector General Report**

### *Overcrowding*

FY 2015 Report has once again identified prison overcrowding as a programmatic material weakness, as it has done in every such report since FY 2006. However, meeting this challenge is complicated by the fact that the BOP exercises little control over the number of inmates it must house. The Department must therefore pursue a comprehensive approach to managing its federal inmate population, in order to find an appropriate balance that addresses the safety of the public, staff, and inmates in the federal prison system while holding costs to manageable levels.

### *Performance Management*

The difficulties in ensuing safe and secure incarceration of federal inmates apply not only to BOP-managed institutions, but also to contract facilities. Although contract prisons may in some cases help to alleviate overcrowding of BOP facilities, contract prisons also can present safety and security risks for staff and inmates. The Office of the Inspector General (OIG) is completing a review examining how the BOP monitors its contract prisons and whether contract performance meets inmate safety and security requirements. The OIG will also evaluate how contract prisons and similar BOP institutions compare in an analysis of inmate safety and security data. The BOP and the Department need to ensure that contract facilities provide a safe and secure environment for inmates, staff, and the public, and that they do so in a cost effective manner.

### *Segregated Housing*

The use of segregated housing in both contract facilities and BOP institutions raises significant challenges. As mentioned in last year's management challenges report, the BOP underwent an independent assessment of its use of restrictive housing, including both single-inmate and multiple-inmate cells. The assessment, completed in December 2014, resulted in over 20 findings, including concerns regarding the use of restrictive housing for inmates with severe mental illnesses. The report also concluded that the BOP needed to improve its mental health diagnoses, offer more effective treatment, and provide sufficient psychiatric staffing. While the BOP uses restrictive housing primarily to confine dangerous inmates, it must weigh the use of this option, particularly for those with mental illnesses, given the potential negative psychological effects attendant with such types of confinement. The 2014 report recommended moving seriously mentally ill inmates into alternative units to reduce the number of inmates placed in restrictive housing. The OIG is currently conducting an evaluation of the screening, monitoring, and treatment of mentally ill inmates in BOP's restrictive housing units, evaluating costs and mental illness trends across several restrictive housing units. This review should help inform the BOP's efforts in this area, which implicate the difficult task of ensuring the safety and security of the facility while not undermining the mental health and rights of its inmates.

### *Contraband*

Preventing the introduction of contraband is another challenge to ensuring safety and security in BOP facilities. Cell phones are a particularly dangerous contraband item in a prison because



inmates can use the devices to carry out criminal activities – such as coordinating additional contraband smuggling; threatening and intimidating witnesses, victims, and public officials; and orchestrating escape attempts.

## **Cost Containment**

While the Department faces the challenge of maintaining safety and security in the federal prison system, it must also look for ways to contain ballooning costs. As the costs to operate and maintain the federal prison system continue to grow, less funding will be available for the Department’s other critical law enforcement and national security missions, making effective management of the federal prison system a significant challenge the Department cannot ignore.

The Department must isolate the chief drivers of these uncontrolled costs and consider innovative solutions that might help to contain them. As mentioned in last year’s management challenges report, inmate medical costs are a major factor in BOP’s overall rising costs and thus an area that must be monitored closely.

The Department must also assess the cost-effectiveness of the BOP’s increasing reliance upon contract services to provide more facility space and supplement medical care. The BOP contracts with 13 prisons owned by either county governments or private prison companies to confine inmates who are primarily low security, foreign nationals with less than 90 months remaining in their sentences. In the past 5 years, spending for contract prisons increased by more than 30 percent, to \$639 million in FY 2014. The BOP needs to remain vigilant in assessing the cost effectiveness of procuring contract services, particularly in light of reforms to reduce its overall inmate population.

## **E. Best Practices**

The Congress, in FY 2009, directed the Government Accountability Office (GAO) to report on BOP’s methods for cost estimation, including the pricing of utilities and inmate medical care costs. The GAO released report GAO-10-94 in November 2009 and concluded that BOP’s methods for cost estimation largely reflect best practices as 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.” The full GAO report is available at: <http://www.gao.gov/new.items/d1094.pdf>.

The BOP has maintained an unqualified opinion on the Financial Statements Audit since 1999. The auditors have not identified any significant deficiencies or material weaknesses in internal control over financial reporting since 2009.

## **F. Full Program Costs**

### **FY 2017 Total Bureau of Prisons Request by DOJ Strategic Goal**

The BOP’s mission plays a direct role in supporting DOJ, Strategic Goal 3: Ensure and Support the Fair, Impartial, Efficient, and Transparent Administration of Justice at the Federal, State,

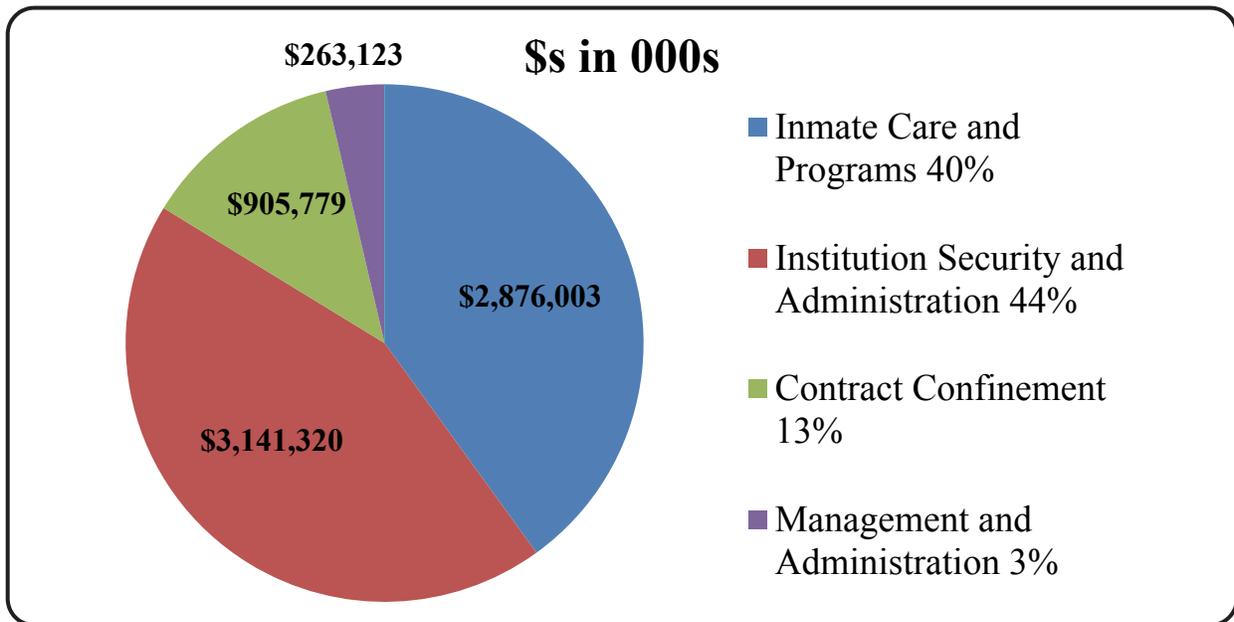


Local, Tribal, and International Levels. In FY 2017, the BOP is requesting a total of \$7,186,225 with 38,405 FTEs and 43,466 positions for its S&E appropriation to support the DOJ goal to:

- Provide safe, secure, humane, and cost-effective confinement and transportation of federal detainees and inmates. (Strategic Objective 3.3)
- Reform and strengthen America’s criminal justice system by targeting only the most serious offenses for federal prosecution, expanding the use of diversion programs, and aiding inmates in reentering society. (Strategic Objective 3.4)

The BOP’s budget integrates both DOJ and BOP Strategic Goals and Objectives, and each performance objective is linked with the costs of critical strategic actions.

**FY 2017 Budget Request by Decision Unit**



Resources for each objective that the BOP supports are identified under each decision unit. The total costs include the following:

- The direct cost of all activities
- Indirect costs
- Common administrative systems costs

Both performance and resource tables within each decision unit justification define the total costs of achieving the strategies the BOP will continue in FY 2017.

**Inmate Care and Programs: \$2,876,003,000**

Program Increase

- 1) Health and Mental Health Services
- 2) Reentry Programs



**Institution Security and Administration: \$3,141,320,000**

Program Increase

- 1) Health and Mental Health Services

**Contract Confinement: \$905,779,000**

Program Increase

- 1) Health and Mental Health Services
- 2) Reentry Programs

Program Decrease

- 1) Population Decline Adjustment

**Management and Administration: \$263,123,000**

Program Increase

- 1) BOPNet Refresh

## **G. Environmental Accountability**

### **Energy Performance Contracting**



The BOP continues its progress of improving environmental and energy performance. The BOP is aggressively pursuing the energy performance contracting finance mechanisms permitted by Executive Order 13693. Thirty-five Energy Savings Performance Contracts (ESPC) and Utility Energy Service Contracts (UESC) have been initiated over the last five years, with projects awarded at eleven BOP institutions through FY15. As part of these projects, the BOP is implementing green initiatives such as solar power, wind turbines, biomass boilers, geo-thermal

systems, lighting upgrades, water conservation retrofits, heating and cooling equipment replacement, and many other energy saving measures.

The BOP's ESPC Program has won the following national awards:

- DOE Small Team Award for the FCC Victorville Project
- Presidential Award for Leadership in Federal Energy Management
- GSA Award for the "Greening of Prisons"
- DOJ Energy and Environmental Awards to USP Hazelton and FCC Victorville

Since 2012, eleven institutions have been awarded energy performance contracts; the implemented Energy Conservation Measures (ECMs) are having a significant impact on the facilities consumption of water and energy. The eleven institutions include the Federal Correctional Institutions (FCI) Beckley, WV; Danbury, CT; Otisville, NY; Waseca, MN; El Reno, OK; Fort Worth, TX; Federal Prison Camp (FPC) Alderson, WV; Federal Medical Center (FMC) Rochester, MN; Carswell, TX; Federal Correctional Complex (FCC) Coleman, FL; and Metropolitan Detention Center (MDC) Brooklyn, NY. The combined square footage for the eleven institutions is 6,298,194. These institutions have a total of 76 ECMs. The ECMs included water management, lighting enhancements, sub-metering integration, building



automation upgrades, HVAC measures, refrigeration improvements, building envelope, and central plant improvements to include boilers, chillers, and cooling towers. The combined impact of the energy savings and emissions reductions generated by these ECMs is allowing the BOP to make a significant contribution to the reduction of federal greenhouse gas emissions. The consolidated projected savings for the eleven sites include 1,201,467 MMBtu/yr in energy savings and 487,428 KGal/yr of water reductions and a significant saving in operation and maintenance costs.

### **LEED Buildings**

The Leadership in Energy and Environmental Design (LEED) Green Building Rating System is the nationally accepted benchmark for design, construction and operation of high performance sustainable buildings. As part of this certification, these assets received points for a sustainable site, water efficiency, energy/atmosphere, materials/resources, indoor air quality and innovative designs. The BOP was one of the first to embrace sustainable design as early as 2002 under Executive Order 13123 working with the Federal Energy Management Program (FEMP) of the Department of Energy. The newer FCI in Butner, NC is one of the first prisons in the country to be LEED “Certified.” The recently completed Aliceville, AL FCI for women achieved a Silver Rating under the LEED program, which was the first LEED Silver Rating earned for one of the BOP’s new institutions. FCI Hazelton, WV received a LEED “Gold” Rating, which was also a first for the BOP. Most recently, USP Yazoo City, MS received a LEED “Silver.” Future new prisons will be developed to reach a minimum level of “Silver.”

As a leader in correctional design, and striving for compliance with mandates such as EO-13423, EO-13514, EPACK-2005, EISA-2007, EO-13693 and the Guiding Principles, BOP studied the process by which we could achieve self-sustaining facilities by the year 2030. To achieve this goal of Net-Zero Energy Buildings (Net-ZEB), BOP continues to incorporate sustainable technologies as they present themselves. Examples include Energy Recovery, Rain Water Harvesting, Geothermal Heat Exchange, and High Performance Systems. A new “Sustainable Prison Prototype” is also being developed.

### **Energy Conservation**

In addition, the BOP is also pursuing energy conservation and greening projects via non-traditional methods. As an example, the BOP is researching waste to power purchasing from a company that burns waste stream materials. After years of work at FCC Allenwood, the BOP signed a contract with Lycoming County to purchase electricity produced from landfill methane gas. The methane plant supplied FCC Allenwood with 25,656,072 kwh of renewable electric power, approximately 85% of the institution’s electric consumption. This project has increased county revenue, reduced greenhouse gas emissions and provided affordable electricity to the federal prisons.

In an effort to conserve energy system-wide, the BOP implemented an Energy Conservation Initiative in 2006. This initiative employs integrated design principles, optimization of energy performance and operational changes. As part of this initiative, the BOP reduced the consumption of electricity, natural gas, fuel oil, gasoline and water. This resulted in a 2 percent reduction in energy consumption over the fiscal year. Also, the BOP implemented additional



water conservation initiatives in 2009 and 2012 to reduce water consumption throughout the system.

### **Recycling**

The BOP continues to work at growing its existing recycling program. As of December 31, 2015, the BOP diverted approximately 35 percent of its waste from landfills during calendar year 2015. The total landfill waste poundage was 159,665,542. Recycled poundage was 86,539,396, including composted poundage. The BOP is continuing to strive to achieve a fifty percent solid waste diversion. Data is collected each quarter from all sites to monitor progress. BOP's Central Office Recycling Committee is committed to identifying potentially recycling waste streams and ensuring accurate data collection for the field. The committee has identified potential recyclable waste streams and delivered this information to the field. Currently, institutions with the highest recycling numbers are being asked to submit their top five tips, to be shared with the rest of BOP. The recycling web page continues to be regularly updated with information developed by the recycling committee and information provided by the institutions.

### **Bio-Diesel Fuel**

The BOP has several institutions with bio-diesel operations producing this renewable substitute for petroleum diesel. At these facilities, waste kitchen grease is converted into bio-diesel, and is used in vehicles and lawn equipment. In FY 2015 the agency's vehicle fleet consumed 13.2 thousand gallons of B20 blended biodiesel.

### **Water Conservation**

Water reduction challenges for the BOP continue to be a high priority. The current method of measuring for water reduction is gallons per square feet. It is difficult to achieve reductions in water usage due to inmate crowding in BOP facilities. In efforts to achieve current Executive Orders and Mandates concerning water conservation, the Agency's Director issued a "Water Conservation Initiative" memorandum on March 5, 2012. The memorandum outlined water conservation requirements; to include monthly monitoring of water use, and new reporting obligations. The BOP continues implementation of water reduction measures in ESPCs and the use of water efficient products where feasible. Together, these efforts reduced the BOP's water use by 164 million gallons of water from fiscal year 2014 to fiscal year 2015.



**II. Summary of Program Changes**

The requested changes for the BOP S&E appropriation are summarized in the table below:

<b><u>Item Name</u></b>	<b><u>Description</u></b>	<b><u>Pos.</u></b>	<b><u>FTE</u></b>	<b><u>Dollars (\$000)</u></b>	<b><u>Page</u></b>
<b>Health and Mental Health Services</b>	<b>Providing appropriate health and mental health services</b>	<b>336</b>	<b>196</b>	<b>88,923</b>	<b>73</b>
<b>Reentry Programs</b>	<b>Enhance Reentry Programming</b>	<b>0</b>	<b>0</b>	<b>91,300</b>	<b>80</b>
<b>BOPNet Refresh</b>	<b>IT Infrastructure Refresh</b>	<b>0</b>	<b>0</b>	<b>27,682</b>	<b>84</b>
<b>Population Decline Adjustment</b>	<b>Program Savings</b>	<b>0</b>	<b>0</b>	<b>-210,765</b>	<b>87</b>
<b><i>TOTAL</i></b>		<b><i>336</i></b>	<b><i>196</i></b>	<b><i>-\$2,860</i></b>	



### III. Appropriations Language and Analysis of Appropriations Language

#### Appropriation Language

The FY 2017 budget estimates include proposed changes in the appropriation language listed and explained below. *New language proposed for FY 2017 is italicized and underlined, and FY 2016 Requested language proposed for deletion is bracketed.*

#### Federal Prison System

#### Salaries and Expenses

For necessary expenses of the Federal Prison System for the administration, operation, and maintenance of Federal penal and correctional institutions, and for the provision of technical assistance and advice on corrections related issues to foreign governments, [~~\$6,948,500,000~~] *\$7,186,225,000: Provided, That the Attorney General may transfer to the Department of Health and Human Services such amounts as may be necessary for direct expenditures by that Department for medical relief for inmates of Federal penal and correctional institutions: Provided further, That the Director of the Federal Prison System, where necessary, may enter into contracts with a fiscal agent or fiscal intermediary claims processor to determine the amounts payable to persons who, on behalf of the Federal Prison System, furnish health services to individuals committed to the custody of the Federal Prison System: Provided further, That not to exceed \$5,400 shall be available for official reception and representation expenses: Provided further, That not to exceed \$50,000,000 shall remain available for necessary operations until September 30, [2017]2018: Provided further, That, of the amounts provided for contract confinement, not to exceed \$20,000,000 shall remain available until expended to make payments in advance for grants, contracts and reimbursable agreements, and other expenses: Provided further, That the Director of the Federal Prison System may accept donated property and services relating to the operation of the prison card program from a not-for-profit entity which has operated such program in the past, notwithstanding the fact that such not-for-profit entity furnishes services under contracts to the Federal Prison System relating to the operation of pre-release services, halfway houses, or other custodial facilities[.]: Provided further, That, notwithstanding section 1345 of title 31, United States Code, or any other provision of law, funds made available under this heading in this or prior Acts may be used to pay expenses associated with reentry programs to assist inmates in preparation for successful return to the community, including prison institution and Residential Reentry Center programs that involve inmates' family members and significant others, community sponsors and volunteers. (Department of Justice Appropriation Act, 2016.)*

#### Analysis of Appropriation Language

BOP proposes language that will ensure that purchases of items/services for reentry programs that may benefit children, spouses, and other family members of inmates in the Federal Prison System are appropriate and considered a necessary expense.



## IV. Program Activity Justification

### A. Inmate Care and Programs

Inmate Care and Programs	Direct Pos.	Estimate FTE	Amount
2015 Enacted	15,674	12,727	2,587,936
2016 Enacted	15,735	12,757	2,679,562
Adjustments to Base and Technical Adjustments	0	67	119,272
2017 Current Services	15,735	12,824	2,798,834
2017 Program Increases	288	165	77,169
2017 Request	16,023	12,989	2,876,003
<b>Total Change 2016-2017</b>	288	232	196,441

#### 1. Program Description: Inmate Care and Programs

The BOP is committed to effectively using its resources to provide maximum benefit to society. Thus, the BOP relies upon empirical research to determine which programs are effective in accomplishing their objectives. The BOP’s inmate programs and services are geared toward helping inmates prepare for their eventual release.

This activity covers the cost of inmate food, medical care, institutional and release clothing, welfare services, transportation, gratuities, staff salaries (including salaries of Public Health Service commissioned officers), and operational costs of functions directly related to providing inmate care. This decision unit also represents costs associated with inmate programs (Education and Vocational Training, Drug Treatment, Life Connections, Religious and Psychological Services).

The following chart provides estimated funding (dollars in thousands) amounts for key programs funded in Inmate Care and Programs decision unit:

Program Area	FY 2012 Actuals	FY 2013 Actuals	FY 2014 Actuals	FY 2015 Actuals
Food	\$412,516	\$417,457	\$423,108	\$412,803
Medical	\$990,998	\$1,061,875	\$1,096,838	\$1,146,650
Unit Management	\$469,029	\$472,850	\$483,817	\$469,044
Drug Treatment	\$95,452	\$103,890	\$108,189	\$116,987
Education	\$141,877	\$137,061	\$143,939	\$141,167
Psychology Services	\$58,810	\$60,334	\$64,006	\$68,575
Chaplaincy Programs	\$44,354	\$45,588	\$45,498	\$46,505

The purpose of inmate programs is to improve inmate self-control, provide educational opportunities and pre-release programs to facilitate reentry and transition, and establish healthy relationships between staff and inmates by dividing the large institution



population into smaller, more manageable groups. A team of multi-disciplinary staff (i.e., Unit Manager, Case Manager, Correctional Counselor and a Unit Officer) who have administrative and supervisory authority are permanently assigned and located in housing units to work with the inmates. This places services closer to the users, and permits decision-making by those who are most knowledgeable about inmates and their program needs. Regular and consistent interaction between inmates and staff provides better communication and understanding of inmate needs.

**a. Medical Services (Inmate Health Care)**

Medically Necessary Care. The BOP delivers medically necessary health care to all offenders housed in BOP-managed facilities. Each BOP facility has a health services clinic that offers a standardized scope of services to meet basic health needs and a supplemental comprehensive medical services contract to deliver specialized care at community facilities. Onsite services include:

- Health screening on admission to identify infectious conditions, urgent medical and mental health needs including suicide risk, and medications to be continued for ongoing conditions
- Comprehensive medical history and physical exam to identify underlying infectious, chronic and behavioral health needs including risk assessment, diagnostic testing and treatment plans
- Sick call triage and episodic visits to assess, diagnose and treat short-term health problems (e.g., respiratory infections, musculoskeletal pain, headaches, etc.)
- Chronic care clinics to manage long-term diseases (e.g., diabetes, asthma, and congestive heart failure) through recurring assessments and long-term therapeutic regimens
- Preventive health visits to screen for underlying chronic conditions and immunize against transmission of preventable infectious diseases
- Long-term nursing care to manage seriously ill offenders needing help to perform activities of daily living
- Rehabilitative care to regain or maintain optimal physical and mental health function
- Oral health care to assess, diagnose, treat and prevent dental cavities and oral diseases that interfere with proper nutrition or manifest as complications of underlying medical conditions

Six BOP facilities are medical centers that offer advanced care. Services provided include:

- Dialysis services for offenders having chronic renal failure
- Oncology (cancer) treatment services, i.e. chemotherapy and radiation therapy
- Inpatient and forensic mental health
- Surgery services, i.e. limited orthopedic and general surgery procedures
- Prosthetics and orthotics
- Long-term ventilator-dependent management



- Dementia care
- End-of-life care

Health Care Personnel. The BOP employs or contracts licensed and credentialed health care clinicians, technicians, health administration experts and ancillary support staff to deliver its scope of services. Employees emanate from two personnel systems: The majority of employees are civil servants and the remaining are Commissioned Corps Officers in the U.S. Public Health Service detailed to the BOP per an interagency agreement. All BOP employees and contractors meet OPM standards for qualifying education and experience as well as continuing education requirements.

Health Care Challenges. The BOP has a statutory mandate to provide basic medical and mental health care funded through its annual Congressional budget allocation. Determining what constitutes medically necessary care requires a constant review of evidence-based prevention and treatment practices, and delivery of services that balance efficacy of care and quality of life both during incarceration and in preparation for release to the community. Some of the more urgent and impactful challenges facing the BOP are listed below.

- **Treatment of Offenders Having Chronic Hepatitis C Infection.** The BOP has nearly 10,000 offenders with hepatitis C virus (HCV) infection, most of whom have not had HCV treatment. The BOP treated 222 inmates in FY 2015. In the past, the cost for a standard 48-week treatment regimen has been approximately \$6,600 per inmate. However, in 2014, new drugs were developed that allowed HCV to be essentially cured, but drove the cost of treatment up exponentially.
- **Management of Offenders with Transgender Needs.** Offenders who self-identify as transgender are individually assessed for psychosocial and medical needs. Areas of concern include appropriate housing, clothing, grooming, showering, and access to gender-appropriate general store (commissary) items as well as targeted psychological and medical care. Transgender offenders may require individual counseling and emotional support. Medical care may include pharmaceutical interventions (e.g., cross-gender hormone therapy), hair removal and surgery. BOP has approximately 200 self-identified transgender offenders, but this subpopulation is expected to grow in number and demand for resources.
- **Continuity of Care during Community Reintegration.** The BOP Director charged all Divisions to develop programs and practices that reduce recidivism. Not only does this directive require inmate programs and services that develop social competency and meet basic social and health needs during incarceration, but also to provide transitional links that bolster successful reintegration into the community such as assisting offenders to enroll in government benefit programs, identifying provider networks that offer needed health services, and developing



discharge plans that document continuity of care needs.

- *Expansion of Social Work Services.* BOP acts as a health and social services safety net for a subpopulation of federal offenders. They may lack the knowledge and skills to navigate community resources and access basic life-sustaining services. The variation in community systems and programs make it difficult to standardize training for releasing offenders. The BOP is expanding its professional social work services to increase linking offenders to government benefit programs (e.g., Social Security Disability Insurance, veterans' benefits, Medicare and Medicaid programs, etc.) and health care networks to continue requisite medications and treatment plans.
- *Medication Assisted Therapy for Offenders Having Opioid Addiction.* Medication Assisted Therapy (MAT) for opioid-dependent offenders reintegrating into the community has been a focus of BOP in partnership with the White House Office of National Drug Control Policy (ONDCP). The BOP sponsored a field trial that provides evidence-based pre- and post-release therapy (Vivitrol™) for targeted opioid-dependent offenders entering a Residential Reentry Center (RRC).
- *Participation in the National HIV/AIDS Strategy.* The President designated the DOJ as one of six executive agencies responsible for implementing the National HIV/AIDS Strategy at the federal level. The Strategy focuses on three overarching goals: reducing the number of new HIV infections, increasing access to care for people living with HIV, and reducing HIV-related health disparities. BOP has expanded efforts to test and treat HIV-infected offenders during incarceration, and is engaged with other federal agencies to sustain successful management by having pharmacy and social work professionals connect releasing offenders to community programs that provide expensive life-saving medication regimens.
- **Compassionate Release of Terminally Ill, Severely Debilitated or Elderly Offenders with Medical Conditions.** The BOP has historically recommended terminally ill or severely debilitated offenders for compassionate release, when all qualifications and conditions are met. However, the targeted offender subgroups eligible for consideration for compassionate release from incarceration was recently expanded. Now, elderly offenders with specific progressive or multiple chronic conditions that interfere with their ability to function in a correctional environment may also be eligible for compassionate release. Offenders must have detailed discharge health plans outlining continued care in the community and meet stringent security requirements to be eligible.
- **Aging Offender Population.** The average age of offenders in BOP-managed facilities is 40 years and average length of sentence is 128 months.

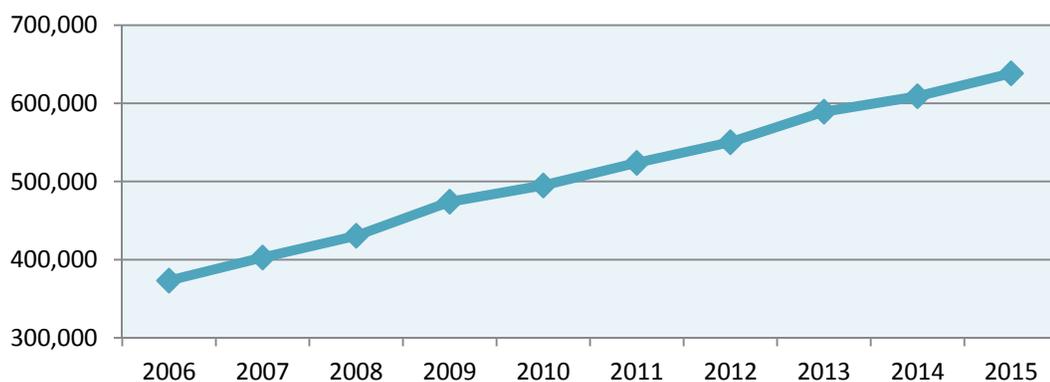


Approximately 45% of offenders have multiple chronic conditions that, despite management with medications and other therapeutic interventions, will progress and may result in serious complications. As offenders age in place, demands on health resources will increase proportionately.

- **Continued transformation of pharmacy services.** Over the past few years pharmacist clinical programs have expanded to provide additional patient care through the use of Collaborative Practice Agreements (CPAs). These services have resulted in significant cost avoidance for the BOP through improved efficiencies of physician services and improved patient outcomes resulting in decreased patient care costs. In order to continue expansion of these services a centralized pharmacy filling program (BOPMOP) is needed. It is estimated that a central fill program would save approximately \$10 million a year in inventory costs alone.

**Health Care Cost Containment.** The BOP's medical care costs are growing at an unsustainable rate (see chart below). The BOP has developed several strategic initiatives and operational systems designed to contain health care costs.

## Actual Inmate Medical Costs (Dollars in thousands)



- Strategic Cost Containment Initiatives
  - Medical Contracting Models.
    - The BOP is exploring the feasibility of regional comprehensive medical services contracts that serve a multi-state catchment area. The regional contracts would potentially serve not only BOP facilities, but also Residential Reentry Centers (RRC) that lack contracted health services. RRC residents typically use local emergency rooms in lieu of primary care clinics.
    - The BOP is expects to award a Pharmacy Benefit Management contract for inmates housed at RRCs in FY16. Currently, offenders' pharmaceutical costs are paid at community rates. The



- implementation of a PBM contract will improve continuity of care as well as control costs for pharmaceuticals.
  - Prime Vendor Program for Medical/Surgical Supplies. In conjunction with the OMB Strategic Sourcing Leadership Counsel's goal of leveraging cost containment through volume purchasing (Prime Vendor Program), the BOP is engaged in discussion with the Veterans Administration to piggyback on its existing Prime Vendor Program for medical/surgical supplies.
  - The BOP is currently not included in the Federal Law that establishes the Federal Ceiling Price (Big 4 Pricing) for pharmaceuticals. As a result the BOP often pays more for pharmaceuticals than other government agencies. If included in Big 4 pricing, the BOP would save approximately \$10 million per year.
- Operational Cost Containment Systems
  - Pharmacy Management. Pharmaceutical costs in the United States rise yearly as new drugs are developed and market forces favor manufacturers. BOP contains costs through several best practices.
    - The BOP participates in strategic sourcing initiatives by leveraging the combined purchase requirements with the Department of Veterans Affairs, Department of Defense and Indian Health Service. These initiatives include joint procurement of pharmaceutical standardization contracts. Additionally the BOP seeks opportunities to acquire voluntary price reductions from manufacturers below statutory Federal supply schedule pricing.
    - Tightly controlled National Drug Formulary that favors generic drugs
    - Prime Vendor Program to purchase medications at discount
    - National Pharmacy & Therapeutics Committee that researches drug efficacy and safety
  - Telehealth Services. Delivery of health services through the BOP's Wide Area Network (WAN) takes many forms.
    - BOP medical centers contract large hospital vendors to conduct specialty medicine clinics via telehealth reducing cost and security risks associated with escorted trips to community facilities.
      - FMC Lexington contracted with the University of Kentucky Medical Center for 26 specialty telemedicine clinics
      - USMCFP Springfield contracted with Mercy Hospital, Springfield, MO to begin specialty telemedicine clinics in FY 2015
    - BOP providers deliver specialty medical services to remote locations.
      - BOP psychiatrists remotely manage psychotropic medications for inmates at 4-5 sister institutions.



- The BOP dermatologist consults with all institutions to assess need for community services versus onsite
  - BOP dietitians and diabetes educators consult with all institutions
  - BOP Regional Medical Directors conduct chronic care visits in their regional institutions
  - BOP clinicians working at complexes conduct chronic care and follow-up visits across facilities via telehealth to optimize efficiency.
- Health Information Technology. The BOP continues to develop and deploy automated health information management systems that meet interoperability and security requirements issued by the Office of the National Coordinator (ONC) for Health Information Technology. The BOP recently launched a laboratory information system that helps reduce medical errors and expedites availability of lab results for timely clinical decisions and care. BOP needs continual investment in automated health information management systems to facilitate the exchange of information as inmates transfer within the BOP and transition to the community.
  - Levels of Care. The BOP assigns each inmate and each BOP facility a care level (i.e., care level 1 = essentially healthy; care level 2 = stable chronic conditions; care level 3 = chronic conditions with manageable complications; care level 4 = need for continuous nursing care). This medical classification system enables BOP to allot its resources to better manage inmates' medical and mental health needs.
  - Catastrophic Care Management. The BOP monitors hospitalized inmates and tracks catastrophic costs to closely manage care and expedite transfers to BOP medical centers when feasible. A single catastrophic case can easily account for 20 to 30 percent of a typical institution's annual outside medical budget. This strategy will allow the BOP to better understand the impact of catastrophic health care events on the health care budget and decision making.
  - Medical Claims Adjudication. The BOP contracts with a medical claims adjudication vendor to review claims for duplicate billing, claims for services not requested or not appropriate for the stated diagnoses, and local market rates for physician and facility charges. Contracting for medical claims adjudication enables the BOP to identify patterns of fraud, waste and abuse.
  - Utilization Review. The BOP requires every institution to implement a utilization review process to assure that only medically necessary care is provided. Health care staff uses an automated utilization review program



to provide a clinical decision-making system of criteria that differentiates what is medically necessary from what is potentially elective care.

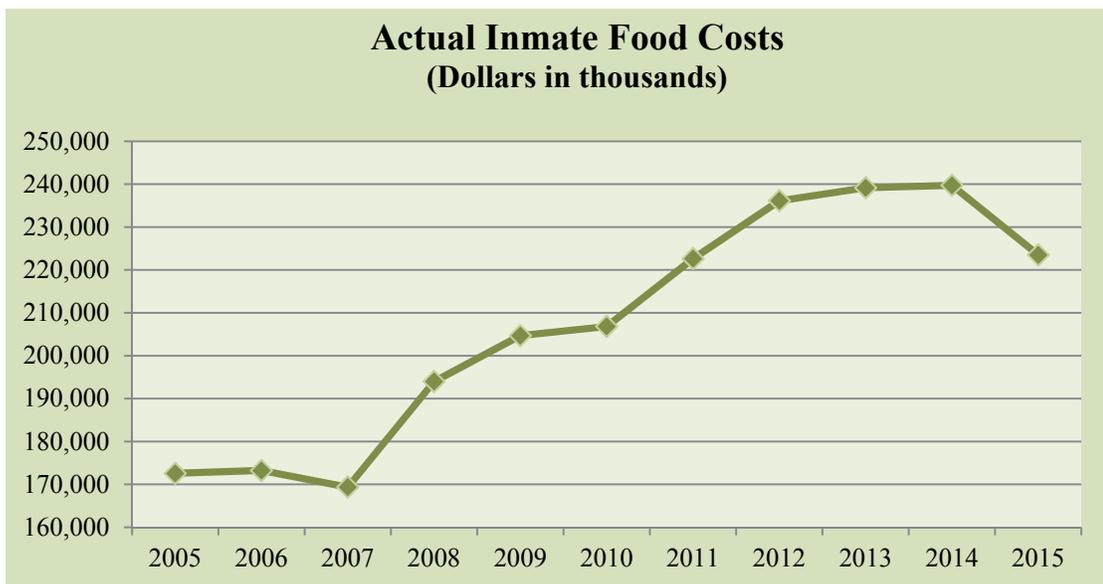
## b. Food Services



Since 2008, the BOP has utilized an approved national menu to be served agency-wide for standardization of food service operations. The national menu, which includes the approved menu, standardized recipes, and product specifications, is used for food procurement, preparation and meal service at all institutions. The national menu is reviewed at least annually to assess responsiveness to eating preferences, operational impact, product pricing, and

nutritional content. Following the annual menu update and before implementation, a nutritional analysis is conducted by a registered dietitian to ensure the menus consider the Dietary Reference Intakes for groups published by the Food and Nutrition Board of the National Academy of Sciences.

Meal preparation is accomplished primarily by inmate workers (about 12 percent of the population) under the supervision of staff. During FY 2017 the BOP estimates it will serve approximately 168 million meals, which is nearly 460,000 meals per day and nearly 3.2 million meals per week. The following graph illustrates the increasing obligations for actual non-salary food cost.





## c. Education and Occupational Training

Inmate education programs include literacy, English-as-a-Second Language (ESL), occupational education, advanced occupational education (AOE), parenting, release preparation courses, and a wide-range of adult continuing, wellness, and structured and unstructured leisure time activities. Education programming provides inmates with an opportunity to learn the functional skills that support their reintegration into the community. As of November 2015, 35 percent of the designated inmate population was enrolled in one of more education/recreation program.



BOP's Office of Research<sup>1</sup> has found that participation in education programs leads to a 16 percent reduction in recidivism by inmates who participate in these programs.



With few exceptions (i.e., pretrial inmates and sentenced deportable aliens with confirmed orders of deportation), the BOP requires inmates without a high school diploma or General Educational Development (GED) credential to enroll in a literacy program. This requirement affects approximately 30 percent of the total inmate population. Curriculums are designed to teach the knowledge and

skills needed for inmates to progress from basic literacy through attainment of the GED credential. The implementation of the Violent Crime Control and Law Enforcement Act (VCCLEA) and the Prison Litigation Reform Act (PLRA), mandates that inmates with needs must participate and make satisfactory progress in the literacy program to vest their good conduct time (VCCLEA), or be eligible to earn the full amount of good conduct time. Since the implementation of these acts in November 1997, the demand for literacy program instruction has increased, leading to a wait list of approximately 16,000 inmates. In FY 2015, 7,467 inmates attained the GED credential. In FY 2014, the agency purchased (\$7.95 million) standardized curriculum for students functioning at the 6<sup>th</sup> grade thru 12<sup>th</sup> grade level. The Crime Control Act of 1990 requires that non-English speaking federal prisoners participate in ESL until they function at the equivalence of the eighth grade level. Occupational and Advanced Occupational Education (AOE) programs serve to enhance inmates'

<sup>1</sup> Prison Education Program Participation and Recidivism: A Test of the Normalization Hypothesis (1995).



post-GED skills during incarceration and increase the employment opportunities of offenders upon release, particularly those who either lack solid employment history or a marketable skill.

Parenting programs promote positive relationships and family values. Effective July 2014, all institutions are required to conduct a Children's Day event(s) each fiscal year. In FY 2015, approximately 11,699 children visited more than 8,300 federal inmates in 404 Children's Day events. Release preparation courses familiarize inmates with current employer recruitment procedures and the expectations of potential employers. Offerings include pre-employment training for successful job interviews, resume preparation, filling out job applications, and mock job fairs.



Adult Continuing Education courses are designed for inmates who have a desire to "brush up" in a special area or enroll in a special programs addressing skill deficits (computer skills, English, mathematics, financial literacy, etc.). Wellness (nutrition, weight-loss, health fairs, etc.) and leisure programs reduce inmate idleness, promote healthy life styles, and encourage the development of positive leisure time skills.



In FY 2015, mock job fairs with representatives from local communities were conducted by education and institution staff at 116 institutions. Through fourth quarter FY 2015, 116 institutions held job fairs conducted by education and institution staff.

The BOP's Post Release Employment Study demonstrates that occupational training programs decrease recidivism. Studies show that inmates who participate in these programs are 33 percent less likely to recidivate<sup>2</sup>. Federal inmates can choose a vocation, through instruction, work experiences, and career orientation; acquire or improve productive work skills and habits; and gain practical knowledge essential to working and functioning in a complex industrial technical world of work.

<sup>2</sup> The Differential Effect of Industries and Vocational Training on Postrelease Outcomes for Ethnic and Racial Groups: Research Note. Corrections Management Quarterly, 5(4), 17-24. W. Saylor and G. Gaes (2001).



d. **Psychology Services**

Psychology Services staff are an integral part of correctional treatment as they administer programs of group and individual psychotherapy, crisis intervention, pro-social skill building, and staff consultation and training. BOP policy requires that every inmate admitted to a BOP facility be given an initial psychological screening, which consists of a psychological interview, social history review, and behavioral observations. The purposes of the screening are to identify special treatment or referral needs; provide information useful in future crisis counseling situations; identify strengths as well as potential adjustment problems to imprisonment; and discuss possible program needs with the inmates and provide information about these programs. In addition, BOP psychologists have traditionally provided the courts, parole officials, and prison administrators with comprehensive psychological evaluations of offenders.

Inmates with mental health needs are offered a range of evidence-based services, including crisis counseling, individual and group psychotherapy, clinical case management, psychiatric treatment, and specialized residential treatment programs. Acutely mentally ill inmates may receive these services within the BOP's Psychiatric Referral Centers. However, most mental health treatment is provided in regular institutions. In addition to the treatment of mental illnesses, Psychology Services provides specialized drug abuse treatment and sex offender treatment programs. BOP psychologists also offer treatment services designed to develop inmates' life skills, such as anger management, problem solving, and social skills training.

e. **Drug Abuse Treatment**

Approximately 40 percent of federal inmates, who enter the BOP, have a diagnosed drug use disorder. In response, the BOP continues to develop evidence-based treatment practices to manage and treat drug-using offenders. The BOP's strategy includes early identification through a psychology screening, drug education, non-residential drug abuse treatment, intensive residential drug abuse treatment and community transition treatment.

The Violent Crime Control and Law Enforcement Act (VCCLEA) of 1994 requires the BOP, subject to the availability of appropriations, to provide appropriate substance abuse treatment for 100 percent of inmates who have a diagnosis for substance abuse or dependence and who volunteer for treatment. In FY 2015 the BOP was able to provide appropriate substance abuse treatment for 100 percent of eligible inmates (18,304); for FY 2016 18,511 participants are projected.

**Drug Program Screening and Assessment.** Upon entry into a BOP facility, an inmate's records are assessed to determine if there is a history of drug use, a judicial recommendation for drug abuse treatment, a violation due to drug use, or if the instant offense is related to drug use. If so, the inmate is required to participate in the Drug Abuse Education course.



**Drug Abuse Education.** Participants in the Drug Abuse Education course receive factual information on the relationship between drug use and crime -- the impact the substance abuse has on the inmate psychologically, biologically and socially, while also motivating inmates to volunteer for the appropriate drug abuse treatment programs. In FY 2015 over 25,000 inmates participated in Drug Abuse Education.

**Nonresidential Drug Abuse Treatment.** Unlike residential programs, inmates are not housed together in a separate unit; they are housed with the general inmate population. Nonresidential treatment was designed to provide maximum flexibility to meet the needs of the offenders, particularly those individuals who have relatively minor or low-level substance abuse problems. These offenders do not require the intensive level of treatment needed by individuals with moderate to severe (substance abuse or dependence) diagnoses and behavioral problems.

A second purpose of the program is to provide those offenders who have a moderate to severe drug abuse problem with supportive program opportunities during the time they are waiting to enter the RDAP, or for those who have little time remaining on their sentence and are preparing to return to the community. In FY 2015, more than 22,000 inmates participated in Nonresidential Drug Abuse Treatment; for FY 2016, 22,846 participants are projected.

**Residential Drug Abuse Treatment.** More than half of the BOP's facilities operate the Residential Drug Abuse Program (RDAP). RDAPs are located in a separate unit, away from the general population. The RDAP is based on Cognitive Behavioral Therapy (CBT), wrapped into a modified therapeutic community model of treatment. CBT and therapeutic communities are proven-effective treatment models with inmate populations. In FY 2015, 18,304 inmates participated in Residential Drug Abuse Treatment; for FY 2016, 18,511 inmates are projected to participate.

In coordination with the National Institute on Drug Abuse, the BOP conducted a rigorous three year outcome study of the residential drug abuse treatment program beginning in 1991. The results indicated that male participants are 16 percent less likely to recidivate and 15 percent less likely to relapse than similarly situated inmates who did not participate in RDAP. Female inmates are found to be 18 percent less likely to recidivate than inmates who did not participate in treatment. In addition, female inmates had higher rates of success than male inmates in maintaining work, acquiring educational degrees, and caring for children.

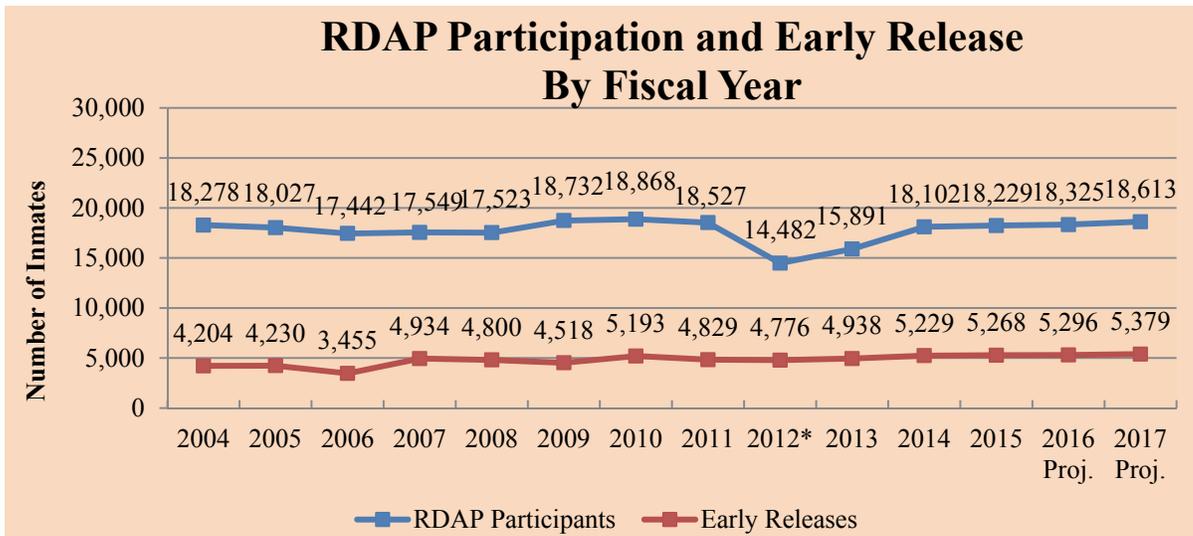
**Nonresidential Follow-up Treatment** If an inmate has time to serve in the institution after completing the RDAP, he or she must participate in "follow-up" treatment in the institution. Follow-up treatment ensures the inmate remains engaged in the recovery process and is held to the same level of behavior as when he or she was living in the treatment unit. This program reviews all the key concepts of the RDAP and lasts a minimum of one year.



## Community Treatment Services (formerly Community Follow-up Treatment)

The Community Treatment Services Program (CTS) is the premier reentry effort of the Psychology Services Branch. CTS was formerly known as Transitional Drug Abuse Treatment (TDAT). CTS provides a comprehensive network of over 280 contracted community-based treatment providers serving an average of over 15,000 inmates annually. This network of professionals consists of licensed individuals (e.g. certified addictions counselors, psychologists, psychiatrists, social workers, professional counselors, medical doctors, certified sex offender therapists, etc.) and specialized agencies resulting in a variety of services available in the community. In addition to providing drug treatment to Residential Drug Abuse Program participants, services expanded to include treatment for inmates with mental illness and sex offenders. Moreover, crisis intervention counseling for situational anxiety, depression, grief/loss, and adjustment issues is also available to inmates placed in Residential Reentry Centers (RRCs) or on home confinement.

The following charts show participation and early release information:



\*Note: Residential Drug treatment – In FY 2012 the methodology used to calculate RDAP participants was recalculated, with significantly less potential for duplication. Thus, while this change resulted in the number of participants during FY 2012 being less than the target number, it is a preferred method to report inmate participation in RDAP. Additionally, in the last half of FY 2013, we phased in several new programs and expanded others. The impact of adding the new programs was fully realized in FY 2014.



## Average Early Release Credited By Fiscal Year



### Residential Drug Abuse Treatment Programs and Locations (89):

#### NORTHEAST REGION

FCI Allenwood –L (PA)  
 FCI Allenwood – M (PA)  
 FCI Berlin (NH)  
 USP Canaan (PA)  
 FCI Danbury (CT)  
 FCI Elkton (OH)  
 FCI Fairton (NJ)  
 FCI Fort Dix 1 (NJ)  
 FCI Fort Dix 2 (NJ)  
 FPC Lewisburg (PA)  
 FPC McKean (PA)  
 FCI Schuylkill (PA)

#### MID-ATLANTIC REGION

FPC Alderson 1 (WV)  
 FPC Alderson 2 (WV)  
 FPC Beckley (WV)  
 FCI Beckley (WV)  
 USP Big Sandy (KY)  
 FCI Butner 1 (NC)  
 FCI Butner 2 (NC)  
 FCI Cumberland (MD)  
 FPC Cumberland (MD)  
 SFF Hazelton (WV)  
 FMC Lexington 1 (KY)  
 FMC Lexington 2 (KY)  
 FCI Memphis (TN)  
 FCI Morgantown 1 (WV)  
 FCI Morgantown 2 (WV)

FCI Petersburg - M (VA)  
 FCI Petersburg - L (VA)

#### SOUTHEAST REGION

FCI Coleman –L (FL)  
 USP Coleman II (FL)  
 FPC Edgefield (SC)  
 FSL Jesup (GA)  
 FCI Marianna (FL)  
 FCI Miami (FL)  
 FPC Miami (FL)  
 FPC Montgomery 1 (AL)  
 FPC Montgomery 2 (AL)  
 FPC Pensacola (FL)  
 FPC Talladega (AL)  
 FCI Tallahassee (FL)  
 FCI Yazoo City (MS)

#### NORTH CENTRAL REGION

FPC Duluth (MN)  
 FCI Englewood (CO)  
 FPC Florence (CO)  
 FCI Florence (CO)  
 FPC Greenville (IL)  
 FCI Leavenworth (KS)  
 FPC Leavenworth (KS)  
 USP Marion (IL)  
 FCI Milan (MI)  
 FCI Oxford (WI)  
 FPC Pekin (IL)

FCI Sandstone (MN)  
 MCFP Springfield (MO)  
 FCI Terre Haute (IN)  
 FCI Waseca (MN)  
 FPC Yankton 1 (SD)  
 FPC Yankton 2 (SD)

#### SOUTH CENTRAL REGION

FCI Bastrop (TX)  
 FPC Beaumont (TX)  
 FCI Beaumont – L (TX)  
 FCI Beaumont – M (TX)  
 USP Beaumont (TX)  
 FPC Bryan (TX)  
 FMC Carswell 1 (TX)  
 FMC Carswell 2 (TX)  
 FCI El Reno (OK)  
 FCI Fort Worth 1 (TX)  
 FCI Fort Worth 2 (TX)  
 FCI Forrest City - M (AR)  
 FCI Forrest City - L (AR)  
 FCI La Tuna (TX)  
 FCI Seagoville 1 (TX)  
 FCI Seagoville 2 (TX)  
 FPC Texarkana (TX)

#### WESTERN REGION

FCI Dublin 1 (CA)  
 FCI Dublin 2 (CA)  
 FCI Herlong, (CA)



FCI Lompoc (CA)  
FCI Phoenix (AZ)  
FPC Phoenix (AZ)  
FCI Safford (AZ)  
FCI Sheridan (OR)

FPC Sheridan 1 (OR)  
FPC Sheridan 2 (OR)  
FCI Terminal Island 1  
(CA)

FCI Terminal Island 2  
(CA)  
**Contract Facility**  
Rivers CI (NC)

### **Additional Residential Psychology Treatment Programs**

All residential psychology treatment programs utilize empirically supported interventions, including cognitive-behavioral techniques delivered in a modified therapeutic community environment. These programs have been demonstrated to significantly reduce misconduct among program participants.

**The BRAVE Program.** The BOP Rehabilitation and Values Enhancement (BRAVE) Program, a program for young offenders serving lengthy sentences, addresses institutional adjustment, antisocial attitudes and behaviors, and motivation to change. Currently BRAVE programs are located at FCI Beckley and FCI Victorville - Medium.

**The Challenge Program.** The Challenge Program is a residential cognitive-behavioral treatment program for high security inmates with a history of substance abuse and/or mental illness. Inmates may participate in the program at any point during their sentence; however, they must have at least 18 months remaining on their sentence. The duration of the program varies based on inmate need, with a minimum duration of nine months. Challenge Programs are located at 13 BOP penitentiaries.

**Mental Health Treatment Programs.** The BOP offers a series of specialized mental health treatment programs dedicated to the management and treatment of inmates with serious mental illnesses. Specifically, these programs are designed to reduce psychological symptoms, improve functioning, facilitate institutional adjustment, reduce incidents of misconduct, reduce the need for psychiatric hospitalization, and increase reentry success. These programs provide intensive, evidence-based mental health services utilizing a cognitive-behavioral treatment model.

- **Mental Health Step Down Units.** Mental Health Step Down Units provide intensive treatment for inmates releasing from psychiatric hospitalization and may also function to intervene before an inmate requires hospitalization. These residential programs are located at FCI Butner (males), USP Allenwood (males), and USP Atlanta (males).
- **The Skills Program.** The Skills Program is designed for inmates with significant cognitive limitations and social skills deficits that create adaptive problems in prison and in the community. These residential programs are located at FCI Coleman (males) and FCI Danbury (males).
- **The STAGES Program.** The Steps Toward Awareness, Growth, and Emotional Strength Program is designed to treat inmates who have a diagnosis of Borderline Personality Disorder and have a history of behavioral problems and/or self-harm. These residential programs are located at FCI Terre Haute (males) and USP Florence (males).



- **The Resolve Program.** The Resolve Program is a non-residential trauma treatment program for inmates. The program was originally developed to address the needs of female inmates with trauma-related mental illnesses, such as post-traumatic stress disorder. This program is located in 13 of the BOP's female institutions and in 2 male institutions – FCI Danbury and ADX Florence.

**Sex Offender Management Program.** The BOP's psychology staff also provide Sex Offender Management Programs (SOMPs) for sex offenders during confinement. SOMP is a multi-component program that includes the Sex Offender Treatment Program (SOTP), assessment, specialized correctional management, and population management.

The BOP's sex offender treatment programs are stratified into two program levels: the high-intensity Residential (SOTP-R) and the moderate intensity Non-Residential Sex Offender Treatment Programs (SOTP-NR).

- The **Residential Sex Offender Treatment Program (SOTP-R)** is a high intensity program designed for high risk sexual offenders (ordinarily, inmates with multiple sex offenses, or a history of contact sexual offenses). The SOTP-R is offered at FMC Devens and USP Marion.
- The **Non-residential Sex Offender Treatment Program (SOTP-NR)** is a moderate intensity program designed for low to moderate risk sexual offenders. Many of the inmates in the SOTP-NR are first-time offenders serving a sentence for an internet sex crime. All SOMP institutions offer the SOTP-NR. SOTP-NR is available at 8 male institutions and 1 female institution.
- **Community Treatment Services** Inmates completing the SOTP-NR and the SOTP-R are expected to participate in community treatment services (if they receive community placement).

To date, 897 inmates have completed a Sex Offender Treatment Program. Currently, there are 427 inmates participating in treatment, and 708 are awaiting placement in treatment.

**Commitment and Treatment Program (CTP):** The Adam Walsh Child Protection and Safety Act requires the BOP, Sex Offender Certification Review Branch, to review releasing sex offenders for possible certification as sexually dangerous persons. The BOP has designated FCI Butner as the facility where certified, post-sentence persons and civilly committed sex offenders will be transferred for treatment. Presently, there are 58 civilly committed sex offenders in the CTP, of these 26 are participating in the treatment program.

## f. Chaplaincy Services

### **Chaplains**

The BOP employs full-time chaplains in all institutions to accommodate the constitutional right to the free exercise of religion, manage religious programs, and provide pastoral care



to inmates and staff. Chaplains routinely evaluate the needs of inmates in the institution and facilitate programs which address those needs. Chaplaincy Services departments offer programs directly related to spiritual development, community reentry, family relationships, personal responsibility, and basic religious instruction. Chaplains provide spiritual programs across the spectrum of faiths represented in the inmate population. Chaplains also train and familiarize staff regarding diverse religious beliefs and practices of inmates, while providing guidance for institution compliance with the First Amendment and legal standard established by the Religious Freedom Restoration Act, and the Second Chance Act of 2007. The passage of the Second Chance Act of 2007 ushered in the opportunity to utilize mentors to assist in the reentry efforts of ex-offenders back to the community. Currently, 23 Mentor Coordinator positions have been allocated at Life Connections and Threshold Program sites to develop and expand the mentoring components of the programs.

### **Religious Volunteers and Contractors**

Volunteers and contractors participate with chaplains in providing support to the many faith-based programs authorized to meet. Prior to any service rendered, religious volunteers and contractors have credentials verified and are screened through a national volunteer/contractor database to enhance institutional security. All religious volunteers and contractors are monitored consistent with their security clearance.

### **Religious Diet**

A religious diet program is available in the BOP. The religious diet program offers religiously certified foods for those whose religious dietary needs necessitate a certification, and a mainline no-flesh component, which allows inmates to self-select from foods to meet their religious dietary needs.

### **Life Connections and Threshold Programs**

The Life Connections and Threshold Programs offer inmates the opportunity to improve critical areas of their life within the context of their personal faith or value system. Both programs are open to inmates of all faith persuasions, including those who do not claim a religious preference, and who meet the participation criteria.

In response to the President's government-wide Faith Based and Community Initiative, the BOP established the Life Connections Program (LCP), a multi-faith residential reentry program, in FY 2002. As of October 15, 2015, there were 2,367 inmates who have successfully completed the program and 449 inmates actively participating in the program. The LCP provides opportunities for the development of the participating inmates' faith commitment, with a goal of providing the necessary life skills and tools for successful reentry. The LCP consists of a multi-phase program which instills values and character through a curriculum of personal, social and moral development. Two phases of mentoring--incarceration and post-incarceration--are also provided to the LCP inmates.

In support of the Second Chance Act and as of November 24, 2015, the LCP has integrated 2,860 community/faith-based mentors and organizations into mentoring relationships with inmates in the program to assist and empower successful reentry into the community. The



program has been implemented in institutions of various security levels and regions throughout the BOP. The program is being carried out in partnership with a broad spectrum of faith-based contractors, volunteers and community organizations.

Reentry preparation for inmates not eligible for the residential LCP is offered through the Threshold program. Threshold is a non-residential spiritual and values-based program taught by chaplains and volunteers over a six to nine month time period. This program is designed to strengthen inmate's institutional adjustment and community reentry efforts. In 2015, eighty institutions offered Threshold.

The Life Connections and Threshold Reentry training course at the National Corrections Academy is held on an annual basis for chaplains, Chaplaincy Services staff and Mentor Coordinators.

### Volunteer Services

The National Reentry Affairs Branch in the Reentry Services Division has oversight for the BOP's volunteer program. Reentry Affairs Coordinators manage volunteer services at their local institution, including: local recruitment, clearance and security compliance, training, file management, and recognition of volunteers. Volunteers provide an array of services – from one-on-one intensive mentoring and structured program and service delivery to transition support in the institutions, RRC's, and into the post-release phase. During FY 2015, over 11,476 volunteers provided services at BOP facilities.



2. Performance and Resource Tables

**PERFORMANCE AND RESOURCES TABLE**

Decision Unit: Inmate Care and Programs												
RESOURCES			Target		Actual		Projected		Changes		Requested (Total)	
			FY 2015		FY 2015		FY 2016		Current Services Adjustments and FY 2017 Program Changes		FY 2017 Request	
Total Costs and FTE			FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000
			37,172	6,815,000	37,023	6,815,000	37,565	6,948,500	840	237,725	38,405	7,186,225
TYPE	STRATEGIC OBJECTIVE	PERFORMANCE	FY 2015		FY 2015		FY 2016		Current Services Adjustments and FY 2017 Program Changes		FY 2017 Request	
Program Activity	3.3	Inmate Care and Programs	FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000
			12,727	2,563,000	12,727	2,587,936	12,757	2,679,562	232	196,441	12,989	2,876,003
Performance Measure	3.3	# of Inmates Completing Literacy Program	6,712		6,184		5,500		500		6,000	
Performance Measure	3.4	# of Inmates Participating in the Residential Drug Abuse Treatment Program	18,229		18,304		18,511		80		18,591	

**Data Definition:** Currently, the Literacy Program measure identifies the number of inmates receiving a certificate for completing the General Educational Development (GED) program. The GED Tests measure high school level skills and knowledge. The GED credential is the most widely accepted high school equivalency credential. The Residential Drug Abuse Program (RDAP) measure is the projected number of BOP inmates who participated in the RDAP within the Fiscal Year.

**Data Collection and Storage:** Institution education staffs verify and record inmates' high school or General Educational Development (GED) attainment in the SENTRY Education Data System when inmates enter BOP custody, or when they pass the GED Tests and obtain a high school equivalency credential. GED completion data is provided by the GED Testing Service, American Council on Education. GED completion information is posted in the BOP's internal Website (intranet) monthly and all agency personnel have access to the information. Data is collected/entered into the BOP's SENTRY data system and the Bureau Electronic Medical Record (BEMR). Data is collected/entered primarily by Case Managers, Drug Abuse Treatment Specialists and Drug Abuse Treatment Coordinators in the institutions. SENTRY data tracks the inmate's status in RDAP. BEMR tracks the inmate's clinical progress, including: treatment plans; 60 day treatment reviews; group contacts; individual contacts; treatment summaries, etc. Current and historical data uploads from SENTRY are provided monthly. (Although weekly data is available for current participants, it is necessary to use the monthly files to match the historical data). A Statistical Analysis Software (SAS) program was written to identify the number of offenders in BOP custody who were identified in SENTRY as DAP PART (Drug Abuse Program Participation) or DAP PART D (Drug Abuse Program Participation Dually Diagnosed – Mental Illness and Drug Abuse) or DAP PART S (Drug Abuse Program Participation Spanish – Non-English speaking US Citizens) assignments for the current Fiscal Year. Both SENTRY and BEMR are stored electronically. Signed documents are inserted in the inmate's Central File and in some cases scanned and digitally stored in BEMR.

**Data Validation and Verification:** Completion numbers are monitored by field education staff via monthly GED statistical reports posted on the agency's intranet. Validation is conducted by the Drug Abuse Program Coordinator through regular treatment meetings, supervision and inmate file and data reviews. Data Verification is conducted through SENTRY data which are monitored by Central Office and the Regional Offices no less than monthly. Also verification is done through routine review of BEMR records in the course of daily activities of inmate documentation related to the RDAP. Examples of reviews conducted include, but are not limited to: programs are operating as intended; participant status and progress are documented appropriately; BEMR documentation meets the clinical standard as outlined by policy and training; inmates are interviewed for RDAP appropriately; and to ensure all inmates qualified for the RDAP are receiving the RDAP before their release from BOP custody.

**Data Limitations:** Due to the unpredictable environment in prisons, uncertain funding, and other external factors, there may be discrepancies between projected and actual numbers. Most plans are developed based on historical data, past experience and joint agency efforts to project for the future.



PERFORMANCE MEASURE TABLE										
Decision Unit: Inmate Care and Programs										
	Performance Report and Performance Plan Targets		FY 2011	FY 2012	FY 2013	FY 2014	FY 2015		FY 2016	FY 2017
			Actual	Actual	Actual	Actual	Target	Actual	Target	Target
3.3	<b>Performance Measure</b>	Increase the # of Inmates Completing Literacy Program	6,580	5,902	6,991	6,598	6,712	6,184	5,500	6,000
3.4	<b>Performance Measure</b>	# of Inmates Participating in the Residential Drug Abuse Program	18,527	14,482	15,891	18,102	18,229	18,304	18,511	18,591



### 3. Performance, Resources, and Strategies

The Inmate Care and Programs decision unit contributes directly to the Department's Strategic Goal 3: Ensure and Support the Fair, Impartial, Efficient, and Transparent Administration of Justice at the Federal, State, Local, Tribal, and International Levels. Within this Goal, the decision unit's resources specifically address the Department's Strategic Objectives 3.3: Provide safe, secure, humane, and cost effective confinement and transportation of federal detainees and inmates; and 3.4: Reform and strengthen America's criminal justice system by targeting the most serious offenses for federal prosecution, expanding the use of diversion programs, and aiding inmates in reentering society.

#### a. Performance Plan and Report for Outcomes

Number of Inmates Completing Literacy Program: Currently, this measure identifies the number of inmates receiving a certificate for completing the General Educational Development (GED) program. The GED tests measure high school level skills and knowledge. The GED credential is the most widely accepted high school equivalency credential. It offers adults, who did not complete traditional high school, an improved opportunity to pursue education and career opportunities before released to the community.

Alternative literacy programs, aimed at better serving inmates with unique educational needs, will be implemented in the future. Completions for these alternative programs will be incorporated into the literacy performance measure. In FY 2015, there were 6,184 inmates that attained the GED credential. For FY 2016 and FY 2017, the BOP is projecting 5,500 and 6,000 completions respectively. In January 2014, a new version of the GED tests was released. The 2014 version of the GED tests has modified content, and the delivery method changed from paper-based to computer-based. Currently, the BOP has 65 percent of institutions/complexes activated or in the process of converting to computer-based GED testing. The BOP has a target agency-wide activation goal of March 31, 2016. Until the entire agency is able to convert all institutions from paper-based to computer-based, the BOP will continue to use the 2002 series (paper-based) GED Tests.

Training on the content changes will continue throughout 2016. Professional development is available through BOPLearn (an in-house learning system). This training takes educators through an overview of the new GED 2014 test standards, instructional practices, and evidence based writing. The training utilizes the BOP's standardized GED 2014 textbooks.

Additionally, in November and December 2015, several 3-hour long intensive training sessions on the BrainHoney Learning Management System (the computerized companion of the standardized textbooks) were offered to education staff to train them to utilize the system. Recordings of the training will be provided to



institutions. GED Testing Service will conduct a monthly webinar for BOP education staff which will cover a number of topics to support the instructional transition to the new test series.

As part of converting paper-based GED testing to computer-based testing, each BOP institution will be provided with a variety of resource materials. All institutions received the installation files and installation instructions for BrainHoney Learning Management System. Currently, over 80 percent of institutions/complexes have completed the installation of BrainHoney.

Number of Inmates Participating in the Residential Drug Abuse Treatment Program (RDAP): In FY 2015, the number of inmates participating in RDAP was 18,304. The fiscal year results were 75 more than projected. The BOP is projecting 18,511 participants by the end of FY 2016. For FY 2017, the BOP is projecting 18,591 inmates will participate in the RDAP.

## **b. Strategies to Accomplish Outcomes**

The BOP continues to develop innovative reentry programs through the consolidated leadership and oversight provided by the Reentry Services Division (RSD). These programs focus efforts on evidence based programs that use cost-efficient treatment plans, and are proven to increase individuals' likelihood of making a successful transition back to the community.

Reentry programs will continue to emphasize the following key elements:

- triaging inmate programming based on identified risk factors;
- displaying relevant information for staff to easily understand and use in managing and treating inmates;
- ensuring we have sufficient, appropriate, and effective programs; and
- sharing inmates' progress and final risk assessments to ensure successful transition to the community.

The BOP will continue to provide productive work, education, occupational training, and recreational activities that have a clear correctional management purpose to minimize inmate idleness, while preparing inmates for employment opportunities and a successful reintegration upon release. The BOP will develop and provide programs to address inmates' identified needs and target inmates with the highest risk of recidivating.

The agency's strategy includes a strong component of partnership building with community organizations, state, local, and other federal agencies. The partnerships provide inmates with an increased level of continuity of care, as well as access to resources to assist with housing, employment, and medical and mental health care.



## Drug Abuse Treatment

The Violent Crime Control and Law Enforcement Act (VCCLEA) of 1994 requires the BOP, subject to the availability of appropriations, to provide appropriate substance abuse treatment for 100 percent of inmates who have a diagnosis for substance abuse or dependence and who volunteer for treatment.

In response to the federal inmates with a diagnoses of a drug use disorder (40 percent of inmates entering the BOP), the BOP continues to develop evidence based treatment practices to manage and treat drug-using offenders. The BOP's strategy includes early identification through a psychology screening, drug education, non-residential drug abuse treatment, intensive residential drug abuse treatment and community transition treatment, as discussed earlier.

### **c. Priority Goals**

N/A



**B. Institution Security and Administration**

<b>Institution Security and Administration</b>	<b>Direct Pos.</b>	<b>Estimate FTE</b>	<b>Amount</b>
2015 Enacted	25,738	23,042	3,002,827
2016 Enacted	25,749	23,554	3,025,209
Adjustments to Base and Technical Adjustments	0	577	111,957
2017 Current Services	25,749	24,131	3,137,166
2017 Program Increases	48	31	4,154
2017 Request	25,797	24,162	3,141,320
<b>Total Change 2016-2017</b>	<b>48</b>	<b>608</b>	<b>116,111</b>

**1. PROGRAM DESCRIPTION: Institution Security and Administration**

This budget activity covers costs associated with Institution Security and Administration, Institution Maintenance, and Institution Staff Training.

**a. Institution Security and Administration**

All institutions are assigned a security classification level based in part on the physical design of each facility. There are four security levels: minimum, low, medium, and high. Additionally, there is an administrative category for institutions that house a variety of specialized populations such as pre-trial, medical, mental health, and sex offenders. Based on BOP research, female offenders generally do not require the same degree of security as male offenders. Therefore, a modified classification system is used for female inmates. Females may also be placed in state and local facilities.



Each inmate is tracked through BOP’s SENTRY Information System. Offenders are assigned a security and custody status, which relates to the degree of supervision needed and ensures that offenders are placed in the least restrictive and least costly correctional environment appropriate to their custody and security level needs. The result is a grouping of offenders with similar custodial needs in an institution, and a relative reduction in the mixing of aggressive and non-aggressive offenders.

Within each institution, Correctional Officers are assigned to security posts that are primarily established on the basis of structural/visual considerations. The two basic categories of security are external security and internal security. External security consists of a walled or fenced perimeter supplemented by staffed security towers and/or armed mobile perimeter patrols. There is also razor wire strung between a double fence with high mast lighting to illuminate the perimeter, and highly technical equipment such as alarm systems, and video surveillance. Entrances through the perimeter are controlled by a series of gates, electrical and manual, supplemented by metal detection systems and



search procedures for weapon and contraband control. BOP has fully incorporated Closed Circuit Television technology in its institutions, which has enhanced supervision and provides valuable intelligence in the management of federal inmates. For practical purposes, all other security measures, processes, and activities can be called internal security, commencing when an inmate is admitted and terminating upon his or her release.

Staff supervise inmates in living units, work areas, visiting areas, dining halls, and any other area where inmates may be located or have access. Regularly scheduled counts are conducted several times a day (five on weekdays, six on weekends) in all institutions to monitor the whereabouts of inmates. Work supervisors and program personnel are held strictly accountable for all inmates under their supervision.

Violations of institution regulations are dealt with through the Inmate Disciplinary Process. Correctional staff members conduct investigations of the alleged misconduct and forward the findings to the Unit Discipline Committee. Depending on the seriousness of the charge, the Unit Discipline Committee will make a finding, or refer the report to the Discipline Hearing Officer for disposition. When practical, inmates are afforded the opportunity to participate in, and present evidence at a due process hearing before findings are made. Inmates may appeal these decisions utilizing the administrative remedy process.

Administrative Detention provides for the separation of inmates who require closer supervision and monitoring from those in the general population. Such cases include, but are not limited to, protective custody, serious escape risks, threats to the security and orderly running of the institution. Disciplinary Segregation provides for segregation of offenders who have been found guilty of violations of rules through the Inmate Disciplinary Process.

Investigative staff members continue to gather and share a wide variety of intelligence information and products with other law enforcement entities. Staff members are routinely forwarding counter terrorism intelligence data and referrals to the National Joint Terrorism Task Force; local Joint Terrorism Task Force(s); Federal Bureau of Investigation (FBI) Counterterrorism Division; and Central Intelligence Agency liaison personnel. Additionally, a significant amount of data regarding inmate financial transactions, telephone calls, and correspondence is being made available to law enforcement entities through the Department of Justice's Law Enforcement Information Sharing Program (LEISP).

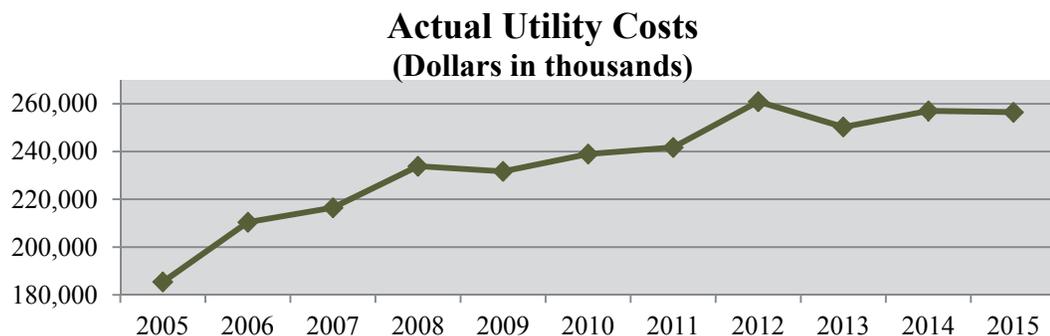
***b. Institution Maintenance***

The Facility Maintenance program is designed to adequately maintain and continue to safely operate the physical plants of BOP institutions. Facilities vary in age from those recently constructed to those 100 or more years old. Thirty-six of the BOP facilities are over 50 years old. As of December, 2015, BOP facilities are situated on 46 thousand acres of land and contain approximately 61 million square feet of floor area, all of which



must be maintained and furnished with utility services. Each institution maintains communication systems including complete private automatic branch exchange telephone systems, radio systems including base station and mobile units, and several electronic detection and control systems.

Complex heating and air conditioning systems, high pressure steam power plants, sophisticated hospital equipment, emergency electrical power systems and fire protection, and life safety systems all require regular maintenance. The following graph illustrates the obligations for actual non-salary utility costs, with about \$257 million incurred in FY 2015.



Physical plant requirements are identified through regular inspections conducted in the on-going preventive maintenance program, formal semi-annual inspections, and requests for specific needs identified by institution staff members. This program finances maintenance and minor improvement projects which normally cost \$10,000 or less. However, there are policy guidelines that allow funding of maintenance projects (work requests) costing more than \$10,000 in certain circumstances. Some exceptions would include emergencies or security threats such as hurricanes or disturbances. Maintenance and repair requirements in excess of \$10,000 are normally included in the "Modernization and Repair" program of the Buildings and Facilities budget.

The work within the maintenance program is accomplished almost entirely by inmate crews under staff supervision. Each work crew consists of a staff foreman and 10 to 20 inmates. Each institution must have highly skilled staff with experience and training in every phase of construction and maintenance work including steam fitting, air conditioning, mechanics and/or electronics repair. A few specific jobs are contracted out because special skills or equipment items are required, or because the work may be extremely dangerous. Examples of these jobs include elevator inspection and repair, radio frequency alignment, and water tower painting.

***c. Institution Staff Training***

The Staff Training Academy (STA) at the Federal Law Enforcement Training Center (FLETC) Glynco, Georgia, provides introductory and advanced correctional training for BOP law enforcement staff. The Introduction to Correctional Techniques (ICT) program is a five-week program for a total of 184 hours of instruction that is taught in two phases.



Phase I consists of two-weeks of training at the institution and Phase II consists of a three-week training program at the STA.

The STA oversees the curriculum development and administration of the three week (104 hours) ICT Phase II course. ICT, Phase II consists of 76 hours of program instruction that covers correctional supervision principles, national policy guidelines, interpersonal communication skills, offender characteristics, principles of diversity and inclusion, legal issues, self-defense techniques, hostage situations, ethics, special offenders, inmate discipline, practical exercises, physical abilities testing, and 28 hours of firearms training and certification with three different weapons. Successful completion of this program (academics, firearms, and the Physical Abilities Test) is required for continued employment of newly hired staff entering into law enforcement positions.

The STA provides advanced correctional skills training for trainers in disturbance control, firearms, bus operations, self-defense, lead baton-marksman/observer, tactical leadership, and witness security escort. The STA also provides training for trainers in CPR/AED.

*The Management and Specialty Training Center (MSTC)* in Aurora, Colorado, provides senior level training courses, Distance Learning programs and audio visual support for the BOP. The training offered at the MSTC is competency-based, providing participants the opportunity to progressively develop leadership skills and specialty competencies. A wide range of courses are available for institution Executive Staff, Department Heads, Supervisors, and Technical Support Staff. These courses include training for Correctional Services, Correctional Programs, Food Service, Finance, Human Resources, Education, Drug Treatment, Psychology, Religious Services, Trust Fund, and many other training specialties. In addition to preparing staff for position specific responsibilities, the MSTC also provides training in collateral responsibilities such as: Hostage Negotiations, Discipline Hearing Officer, and EEO Counselor among others. All classes are evaluated for effectiveness, and an analytical review of participant performance is conducted through a critique of pre/post test scores or performance-based evaluations.

The MSTC (part of the National Corrections Academy along with the National Institute of Corrections) serves as host to large scale training events for most BOP disciplines as well as a focal point for collaboration in training development and delivery with other DOJ agencies. In late FY 2013, the BOP's Museum was moved to the National Corrections Academy, under the direction of the MSTC, to increase its availability to approximately 10,000 state, local, and federal correctional professionals that come to the NCA/MSTC annually.

To maximize the use of training funds, the MSTC provides several alternatives to residential courses that include staff assist visits, off-site instruction, Distance Learning programs via web-based courses on BOP-Learn, Centra sessions, videoconferencing, and satellite broadcasts. eZ.exam, a computer based testing system, is used to administer testing, Institution Character Profiles, staff surveys, and custom reporting which provides



regional and institutional staff with efficiencies to evaluate instruction, analyze detail reports, and obtain real-time data that can be used to improve processes and training. With the addition of various new technologies, the MSTC has improved capabilities in audiovisual services, video on demand, versatile classroom configurations, high-definition videoconferencing, and state-of-the-art classroom technologies.

*The Human Resource Service Center (HRSC)* located in Grand Prairie, Texas, is comprised of four components: Consolidated Processing Unit, Consolidated Benefits Unit, the Consolidated Staffing Unit and the Security Background Investigation Section. The HRSC staff provide customer service to the professional men and women of the BOP.



2. Performance and Resource Tables

PERFORMANCE AND RESOURCES TABLE												
Decision Unit: Institution Security and Administration												
RESOURCES			Target		Actual		Projected		Changes		Requested (Total)	
			FY 2015		FY 2015		FY 2016		Current Services Adjustments and FY 2017 Program Changes		FY 2017 Request	
Total Costs and FTE			FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000
			37,172	6,815,000	37,023	6,815,000	37,565	6,948,500	840	237,725	38,405	7,186,225
TYPE	STRATEGIC OBJECTIVE	PERFORMANCE	FY 2015		FY 2015		FY 2016		Current Services Adjustments and FY 2017 Program Changes		FY 2017 Request	
Program Activity	3.3	Institution Security and Administration	FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000
			23,191	2,993,000	23,042	3,002,827	23,554	3,025,209	608	116,111	24,162	3,141,320
<b>Performance Measure</b>	3.3	Rate of serious assaults in Federal Prisons (Rate/5,000)*	12		8		12		(1)		11	
<b>Performance Measure</b>	3.3	% of staff on-board at BOP Inst.	90		91		90		0		90	
<b>Performance Measure</b>	3.3	Medium & high security crowding	Med = 36% High = 45%		Med = 32% High = 47%		Med = 23% High = 31%		Med = 0% High = (1%)		Med = 23% High = 30%	
<b>Outcome</b>	3.3	Escapes from Secure Institutions	0		0		0		0		0	
<b>Outcome</b>	3.3	System-wide Crowding	24%		23%		14%		(1%)		13%	

\*Due to the time required to adjudicate allegations of assaults, there is a lag between the occurrence and reporting guilty findings. Therefore, the figures reported represent incidents that were reported for the preceding twelve months ending several months before the end of the FY. Beginning with the FY 2007 data, data focused on the rate of serious assaults (inmate on inmate per 5,000), which is a more meaningful safety indicator for BOP facilities.

**Data Definition:** Reported assault rate is based on guilty findings of serious assaults. Serious assaults involve serious physical injury being attempted or carried out by an inmate, as well as armed assaults on the institution's secure perimeter. The crowding levels are based on a mathematical ratio of the number of inmates divided by the rated capacity of the institutions at each of the specific security levels. The percent of crowding

# Federal Bureau of Prisons



represents the rate of crowding that is over rated capacity. For example, if an institution had a number of inmates that equaled the rated capacity, this would represent 100% occupancy, which equals 0% crowding. Any occupancy above 100% represents a percentage of crowding. **System-wide:** represents all inmates in BOP facilities and all rated capacity, including secure and non-secure facilities, low, medium, and high security levels, as well as administrative maximum, detention, medical, holdover, and other special housing unit categories. **Medium security facilities:** strengthened perimeters, mostly cell-type housing, work and treatment programs and a lower inmate-to-staff ratio than low security facilities. **High security facilities:** also known as U.S. Penitentiaries, highly secure perimeters, multiple and single cell housing, lowest inmate-to-staff ratio, close control of inmate movement. All BOP institutions are assigned a security classification level based in part on the physical design of each facility. Additionally, there is an administrative category for institutions that house a variety of specialized populations such as pre-trial, medical, mental health, and sex offenders. Low, medium, and high security levels and administrative institutions are defined as “secure,” based on increased security features and type of offenders designated.

**Data Collection and Storage:** Data for the rate of serious assaults is collected from the BOP’s operational computer system (SENTRY), specifically the Chronological Disciplinary Record (CDR) module, which records all disciplinary measures taken with respect to individual inmates. This data is maintained and stored in the BOP’s management information system (Key Indicators and the Institution Management Dashboard), which permits retrieval of data in an aggregated manner. The data represents guilty findings of serious assaults on inmates. Data for the escape measure are taken from the Significant Incident Reports submitted by the institution where the incident occurred. This has become an automated process, which went nationwide in August of 2009, known as the TruIntel system. The data is captured in data sets and made available to the Office of Research and Evaluation, which analyzes the data and makes the escape information available through the Management Analysis Portal, specifically the Institution Management Dashboard. Data are gathered from several computer systems. Inmate data are collected on the BOP on-line system (SENTRY). The BOP also utilizes a population forecast model to plan for future contracting and construction requirements to meet capacity needs.

**Data Validation and Verification:** The most senior managers in the agency conduct annual reviews of institution performance including assaults and other misconduct. Additionally, during Program Reviews (which are conducted at least every three years), annual operational reviews, and Institution Character Profiles (which are conducted every three years), reviews of assaults and other misconduct patterns are accomplished. The SENTRY system is the BOP’s operational data system, whereas Key Indicators aggregates the SENTRY data and provides an historical perspective. Subject matter experts review and analyze population and capacity levels daily, both overall and by security level. BOP institutions print a SENTRY report, which provides the count of inmates within every institution cell house. The report further subdivides the cell houses into counting groups, based on the layout of the institution. Using this report, institution staff conduct an official inmate count five times per day to confirm the inmate count within SENTRY. The BOP Capacity Planning Committee (CPC), comprised of top BOP officials, meets quarterly to review, verify, and update population projections and capacity needs for the BOP. Offender data are collected regularly from the Administrative Office of the U.S. Courts by the BOP Office of Research and Evaluation in order to project population trends. The CPC reconciles bed space needs and crowding trends to ensure that all available prison space is fully utilized, both in federal prisons and in contract care. The most senior managers in the agency conduct annual reviews of institution performance including escapes. Additionally, during Program Reviews (which are conducted at least every three years), annual operational reviews, and Institution Character Profiles (which are conducted every three years), reviews of escapes (including attempts) are conducted, along with other inmate misconduct.

**Data Limitations:** The data represents the number of guilty findings for assaults over a twelve-month period per 5,000 inmates. Due to the time required to adjudicate allegations of assault, there is a lag between the occurrence of the assault and reporting of guilty findings. Due to accelerated reporting requirements (within 15 days of quarter and fiscal year end) and to provide a more accurate assault rate, the BOP is using 12 months of completed/adjudicated CDR data for each quarter and end of fiscal year reporting, showing 12 month periods ending the last month of the previous quarter. Due to the unpredictable environment in prisons and other external factors, there may be discrepancies between projected and actual numbers contained in the performance tables. Most plans are developed based on historical data, past experience and joint agency efforts to project for the future. In addition, budget delays and shortfalls also affect performance results.



PERFORMANCE MEASURE TABLE										
Decision Unit: Institution Security and Administration										
Strategic Objective	Performance Report and Performance Plan Targets		FY 2011	FY 2012	FY 2013	FY 2014	FY 2015		FY 2016	FY 2017
			Actual	Actual	Actual	Actual	Target	Actual	Target	Target
3.3	Performance Measure	Rate of serious assaults in Federal Prisons (Rate /5,000)	10/5,000	12/5,000	9/5,000	7/5,000	12/5,000	8/5,000	12/5,000	11/5,000
3.3	Performance Measure	Increase the % of staff on-board at BOP institutions to facilitate programming and maintain safety and security	89.00%	90.00%	90.00%	90.00%	90.00%	91.00%	90.00%	90.00%
3.3	Performance Measure	Manage medium & high security crowding to assess needs for additional staff and beds	M=51% / H=55%	M=47% / H = 51%	M= 45% / H= 52%	M=39% / H= 52%	M=36% / H= 45%	M=32% / H= 47%	M= 23% / H= 31%	M= 23% / H= 30%
3.3	OUTCOME Measure	Escapes from Secure Institutions	0	0	2	0	0	0	0	0
3.3	OUTCOME Measure	System-wide Crowding	39%	38%	36%	30%	24%	23%	14%	13%



### 3. Performance, Resources, and Strategies

The Institution Security and Administration decision unit contributes directly to the Department's Strategic Goal 3: Ensure and Support the Fair, Impartial, Efficient, and Transparent Administration of Justice at the Federal, State, Local, Tribal, and International Levels. Within this Goal, the decision unit's resources specifically address the Department's Strategic Objectives 3.3: Provide safe, secure, humane, and cost effective confinement and transportation of federal detainees and inmates.

#### a. Performance Plan and Report for Outcomes

Escapes from Secure Institutions: As illustrated in the preceding Performance and Resource Table, the outcome measure for the Institution Security and Administration decision unit is "Escapes from Secure Institutions." In FY 2015, the BOP had zero escapes and the performance targets for FY 2016 through FY 2017 will remain at zero.

Rate of Serious Assaults in Federal Prisons: Every reasonable precaution is taken to ensure that inmates are provided with a safe and secure environment in facilities according to their needs. While it is the objective of the Department and BOP to eliminate all serious assaults, the target reflects projections based on historical data and observed trends. These data represent the number of serious assaults over a 12-month period per 5,000 inmates. Due to the time required to adjudicate allegations of assault, there is a lag between the occurrence and reporting guilty findings. Accordingly, the figure reported represents incidents that were reported for the preceding 12 months ending several months before the end of the fiscal year. BOP was within its target for FY 2015 with 8/5,000 serious assaults. The target will remain at 12/5,000 for FY 2016 and for FY 2017 the target will decrease to 11/5,000.

Percentage of Staff On-board at BOP Institutions: This measure provides the percentage of staff on-board compared to the number of positions at BOP facilities. Managing the crowded federal prison population is particularly challenging at the high security level as more than half of the inmates in this population have sentences in excess of 12 years. Moreover, 84 percent of high security inmates have been sanctioned for violating prison rules, and 91 percent of high security inmates have a history of violence. One out of every four inmates at high security institutions is affiliated with a gang. Targets reflect funding available for staffing to operate prisons and do not represent optimal staffing levels. In FY 2015, the BOP exceeded the staff on-board at BOP's facilities target by 1 percent (actual percentage 91 percent). The BOP's targets for FY 2016 and FY 2017 will remain at 90 percent.

Medium and High Security Crowding Conditions: BOP facilities remain overcrowded, which research demonstrates leads to increase serious assaults. The focus with this measure is to manage overcrowding in prisons and ensure inmate care and safety, as well as the safety of BOP staff and surrounding communities. System-wide crowding is a percentage derived from dividing the number of inmates by the

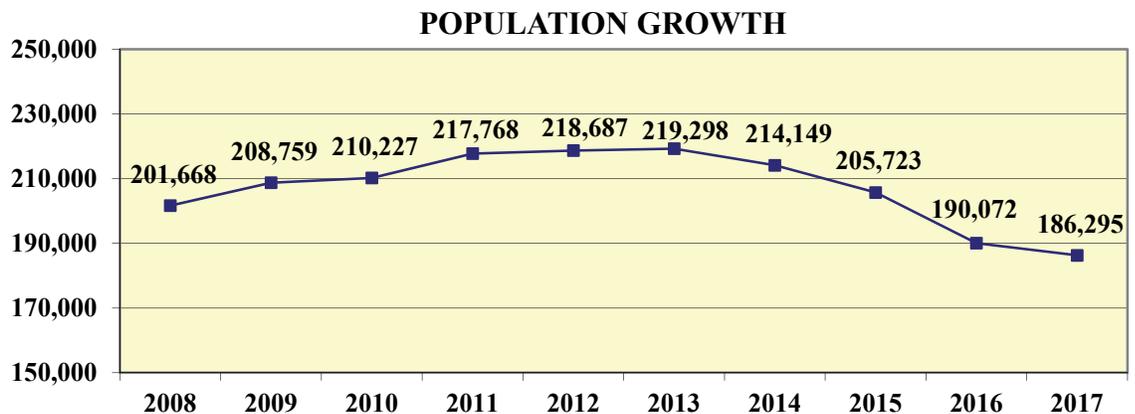


rated capacity (beds) of BOP facilities. Targets reflect planned beds associated with anticipated base funding levels and don't represent BOP goals.

BOP's medium and high security crowding level actuals/targets for FY 2015 through FY 2017 are:

Medium Security Targets	High Security Targets
FY 2015 – 32 percent (actual)	FY 2015 – 47 percent (actual)
FY 2016 – 23 percent	FY 2016 – 31 percent
FY 2017 – 23 percent	FY 2017 – 30 percent

In light of inmate crowding and stresses on prison staff, BOP's ability to safely manage the inmate population is identified as one of the top management and performance challenges facing the Department as identified by the Office of the Inspector General (OIG) List of Top Management Challenges for 2015. The OIG states "Though the number of federal inmates has declined for a second year in a row, the Department of Justice continues to face a crisis in the federal prison system. Continued high rates of overcrowding both negatively impact the safety and security of staff and inmates and drive costs upward."



Notes on Population Data:

The chart above includes actual population for FY 2008 through FY 2015 and projected population numbers for FY 2016 and FY 2017. The population projections are based on data and information from a variety of sources including the Administrative Office of the U.S. Courts, the U.S. Sentencing Commission, other DOJ components, and the BOP's own information system (SENTRY).

**b. Strategies to Accomplish Outcomes**

The BOP will continue to explore opportunities to add capacity efficiently and cost-effectively through expansions of existing facilities, the acquisition and conversion of military and other properties to prison use, utilization of contract



facilities, as funding permits. Through the on-going maintenance program (Modernization and Repair), the BOP maintains the infrastructure of federal prisons and protect taxpayer dollars. The BOP will continue to monitor staffing ratios, inmate misconduct, and schedule regular American Correctional Association accreditation/re-accreditation for its facilities. The BOP will strive to increase staffing to maintain safety as funding permits.

As a strategy to try to effectively manage the inmate population, the BOP continues to identify cost effective approaches to alleviate overcrowding, as explained above and through possible changes in legislation.

**c. Priority Goals**

N/A



## C. Contract Confinement

Contract Confinement	Direct Pos.	Estimate FTE	Amount
2015 Enacted	413	247	1,011,505
2016 Enacted	413	247	1,015,739
Adjustments to Base and Technical Adjustments	0	0	1,905
2017 Current Services	413	247	1,017,644
2017 Program Increases	0	0	98,900
2017 Program Decreases	0	0	(210,765)
2017 Request	413	247	905,779
<b>Total Change 2016-2017</b>	<b>0</b>	<b>0</b>	<b>(109,960)</b>

### 1. PROGRAM DESCRIPTION: Contract Confinement

This budget activity covers costs associated with BOP inmates in contract care, costs associated with management, and oversight of contract confinement functions (and for the National Institute of Corrections). Currently 18.2 percent of the BOP inmate population is housed outside of BOP facilities in alternative confinement. This includes private prisons, Residential Reentry Centers (RRCs or halfway houses), state and local facilities, and home confinement. In 2013, the Residential Reentry Management (RRM) Branch implemented a management consolidation from six regions to three sectors. The RRM Branch now provides management oversight to all sector management teams that in turn provide oversight to the 25 RRM field office locations throughout the nation.

The following chart provides estimated funding (dollars in thousands) amounts for key programs funded in Contract Confinement decision unit:

Program Area	FY 2012 Actual	FY 2013 Actual	FY 2014 Actual	FY 2015 Actual
Residential Reentry Centers	\$309,838	\$320,867	\$368,493	\$325,338
Private Prisons	\$640,121	\$634,838	\$639,222	\$593,110

#### a. Residential Reentry Centers (RRCs)

RRM staff oversee contracted community-based confinement facilities nationwide, as well as provide case management services for inmates and perform liaison activities with the U.S. Marshals Service (USMS), U.S. Probation Office, U.S. Parole Commission (USPC), Federal Courts, other federal agencies, state and local government agencies.

Since January 1982, the number of inmates managed in contract RRCs has increased from a daily population of 1,425 to a daily population of over 12,206 as of December 15, 2015. Approximately 180 RRCs throughout the nation provide services to federal offenders, all of whom are preparing for their release to the community. These inmates are transferred from federal institutions to RRCs near the end of their sentence for transitional programming. Life skills, gainful employment, the reestablishment of family



ties, and drug treatment are major aspects of transitional programs. Home confinement is the last phase of incarceration for offenders who have demonstrated personal responsibility and positive programming while in BOP custody. Strict accountability procedures are required for inmates on home confinement to continue the sanction of the sentence.

b. Privatized Facilities

Since the mid-1980s, the BOP has contracted for the confinement of sentenced offenders in secure facilities. This gives the BOP the needed flexibility to manage a rapidly growing inmate population and to help control crowding. Growth is particularly significant among the BOP's low security level populations. The BOP has found that contract confinement is particularly suited to low and minimum security offenders. The majority of inmates in BOP contract facilities are low security, sentenced criminal aliens. The BOP has committed to contracting out these inmates, and continues to increase its use of secure contract facilities as a means of handling inmate crowding.

The BOP remains vigilant and continues to monitor, evaluate, and make appropriate changes to the management and oversight of contracts. The oversight and administration of these facilities are centralized, which ensures consistent, cost effective contract administration procedures across various regions and for different types of contracts.

Through the Privatization Management Branch (PMB), the BOP oversees the operation of secure contract facilities. Contracts are with private companies for facility operations. Staff from the PMB ensure that contractors adhere to established performance standards and facilitate communications between contract facilities and the BOP. The BOP is the largest user of secure contract confinement among all correctional jurisdictions in the country, with more than 22,000 inmates in 13 privately managed secure facilities. Additionally, over 13,000 inmates are in RRCs, home detention, short-term detention, juvenile facilities, or long-term boarders that are also privately operated.

Several categories of federal offenders (including inmates who are under probation or supervised release but need more intensive services and/or programs than can be provided under probation) are confined in smaller numbers in state, local, and private facilities. There are approximately 55 juveniles who must be separated from adult offenders and are placed as close to their respective residence as possible in state, local, and privately run community-based and secure facilities. Adult offenders whose lives might be endangered in federal facilities (protection cases) are placed in state correctional facilities. Offenders whose short sentences preclude transfer to a federal facility are placed in local jails to serve their sentences.

Approximately 23 percent of the BOP inmate population are non-U.S. citizens. The BOP, ICE, and the Executive Office for Immigration Review (EOIR) work together to facilitate the Enhanced Institution Removal Programs (IRPs), first implemented in 1997. Eighteen institutions and contract facilities provide either TeleVideo capabilities or courtroom and office space for ICE and EOIR staff to process and complete deportation decisions. The expansion of TeleVideo is progressing within the privatized contract



facilities. The goal of the IRP is to complete removal proceedings for non-U.S. citizen inmates while serving their sentence, thus allowing ICE to remove them from the U.S. immediately upon release from BOP custody. As a result, ICE can minimize the number of non-U.S. citizen inmates detained after expiration of their sentence, and the BOP can manage its inmate population more efficiently by anticipating the needs of inmates who have a current order of deportation.

Following are Central Office functions for: Residential Reentry Management Branch; Privatization Management Branch; and the National Institute of Corrections.

*The Residential Reentry Management Branch (RRM)* is responsible for the general program and policy development for the BOP's network of approximately 180 contract residential reentry centers, as well as monitoring of the contractual requirements. RRM field office staff also review approximately 50,000 referrals for RRC placement each year and monitor each placement until the offender is released from BOP custody. RRM also work with the contracting branch to offer technical assistance in the acquisition process for RRC services. The three branch sector management teams provide technical assistance to the BOP's 24 RRM offices in the areas of contract oversight, case management and inmate systems management. Responsibility for the BOP's network of contract confinement facilities for federal juvenile offenders also rests with the RRM.

In addition, RRM maintains the Memorandum of Understanding (MOU) with the U.S. Marshals Service and the Administrative Office of the U.S. Courts; and administers the MOU with the DC Department of Corrections regarding DC code violations.

*The Privatization Management Branch (PMB)* has overall responsibility for the administration of privately-operated secure adult correctional facility contracts. The BOP has been contracting with the private sector to help manage its inmate population throughout its more than 75 year history. Contracting with the private sector provides the BOP with much needed flexibility in managing its inmate population. Contract facilities can be activated relatively quickly or contracts can be cancelled in response to shifting population pressures.

The PMB coordinates the BOP's efforts in managing a growing population of more than 22,000 inmates located in contractor operated secure correctional facilities. Staff from this branch oversee the management and operation of facilities, develop new requirements; establish policy and procedures; develop and manage contract budgets; and serve as liaisons between the contractors and the BOP and other members of the federal family.

c. National Institute of Corrections (NIC)

Also included in this decision unit is the National Institute of Corrections, a federal entity that is authorized by statute 18 USC 4351, to provide training, technical assistance, and information services to federal, state, and local correctional agencies-including the BOP. NIC provides technical assistance either by sending a technical resource provider and/or



staff to the requesting agency, or an individual or team of individuals from the requesting system visits another agency to gain expertise and experience in the specific area of concern. In FY 2016, NIC estimates delivering 110 technical assistance training events for 850 participants from federal, state, and local justice agencies.

The NIC is also responsible for the National Corrections Academy (NCA), which serves as the training division that provides training and related services for federal, state, and local correctional practitioners. By developing and delivering training to prisons, jails and community corrections practitioners, the Academy enhances interaction among correctional agencies, other components of the criminal justice system, public policymakers, and public and private stakeholder organizations, thus improving correctional programming throughout the country. In FY 2016, NIC estimates:

- to provide distance, traditional classroom and virtual instructor-led training to more than 2,000 corrections professionals,
- to record 75,000 e-Learning course completions through the NIC Learning Center,
- to record 52,000 unique logins through the NIC Learning Center
- held four (4) satellite broadcasts and satellite training programs, with over 16,500 participants nationwide,
- to have 31,000 corrections professionals complete e-Learning courses through the NIC Learning Center.

NIC also provides corrections leaders and staff with information to improve and support their operations. The NIC Information Center is the dedicated information science and curation arm of the agency. It includes the Robert J. Kutak Memorial Library located at the NCA and the NIC website at [www.nicic.gov](http://www.nicic.gov). The Center manages approximately 18,000 corrections and relevant management resources. These resources were accessed online and through the Help Desk by corrections practitioners approximately 1.4 million times in FY 2015.



2. Performance and Resource Tables

PERFORMANCE AND RESOURCES TABLE												
Decision Unit: Contract Confinement												
RESOURCES			Target		Actual		Projected		Changes		Requested (Total)	
			FY 2015		FY 2015		FY 2016		Current Services Adjustments and FY 2017 Program Changes		FY 2017 Request	
Total Costs and FTE			FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000
			37,172	6,815,000	37,023	6,815,000	37,565	6,948,500	840	237,725	38,405	7,186,225
TYPE	STRATEGIC OBJECTIVE	PERFORMANCE	FY 2015		FY 2015		FY 2016		Current Services Adjustments and FY 2017 Program Changes		FY 2017 Request	
Program Activity	3.3	Contract Confinement	FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000
			247	1,054,000	247	1,011,505	247	1,015,739	0	(109,960)	247	905,779
Workload Measure	3.3	#/% of Contract Beds	42,437 / 20%		40,589 / 20%		36,000 / 19%		(3,000 / 1%)		33,000 / 18%	
<p><b>Data Definition:</b> The BOP utilizes privately operated facilities, bed space secured through Intergovernmental Agreements with state and local entities, and community based housing such as Residential Reentry Centers (RRCs or halfway houses) and home confinement.</p> <p><b>Data Collection and Storage:</b> Data are gathered from several computer systems. Inmate data are collected on the BOP on-line system (SENTRY). The BOP also utilizes a population forecast model to plan for future contracting and construction requirements to meet capacity needs.</p> <p><b>Data Validation and Verification:</b> Subject matter experts review and analyze population and capacity levels daily, both overall and by security level. BOP institutions print a SENTRY report, which provides the count of inmates within every institution cell house. The report further subdivides the cell houses into counting groups, based on the layout of the institution. Using this report, institution staff conduct an official inmate count five times per day to confirm the inmate count within SENTRY. The BOP Capacity Planning Committee (CPC), comprised of top BOP officials, meets quarterly to review, verify and update population projections and capacity needs for the BOP. Offender data are collected regularly from the Administrative Office of the U.S. Courts by the BOP Office of Research and Evaluation in order to project population trends. The CPC reconciles bed space needs and crowding trends to ensure that all available prison space is fully utilized, both in federal prisons and in contract care.</p> <p><b>Data Limitations:</b> None known at this time.</p>												



PERFORMANCE MEASURE TABLE										
Decision Unit: Contract Confinement										
Strategic Objective	Performance Report and Performance Plan Targets		FY 2011	FY 2012	FY 2013	FY 2014	FY 2015		FY 2016	FY 2017
			Actual	Actual	Actual	Actual	Target	Actual	Target	Target
3.3	Workload Measure	#/% of Contract Beds	39,834/ 18%	41,131 / 19%	42,449/ 19%	41,907/ 19%	42,437/ 20%	40,589/ 20%	36,000/ 19%	33,000/ 18%



### **3. Performance, Resources, and Strategies**

The Contract Confinement decision unit contributes directly to the Department's Strategic Goal 3: Ensure and Support the Fair, Impartial, Efficient, and Transparent Administration of Justice at the Federal, State, Local, Tribal, and International Levels. Within this Goal, the decision unit's resources specifically address the Department's Strategic Objectives 3.3: Provide safe, secure, humane, and cost effective confinement and transportation of federal detainees and inmates.

#### **a. Performance Plan and Report for Outcomes**

The BOP ended FY 2015 with 40,589 contracted beds, which is 19.7 percent of the institution's total bed capacity. The BOP's most recent capacity plan projects 36,000 contracted beds for FY 2016 and 33,000 for FY 2017.

#### **b. Strategies to Accomplish Outcomes**

Since the current federal inmate population continues to exceed the rated capacity of BOP facilities, every possible action is being taken to manage institutional crowding and to ensure that federal inmates continue to serve their sentences in a safe and humane environment.

#### **c. Priority Goals**

N/A



## D. Management and Administration

Management and Administration	Direct Pos.	Estimate FTE	Amount
2015 Enacted	1,233	1,007	212,732
2016 Enacted	1,233	1,007	227,990
Adjustments to Base and Technical Adjustments	0	0	7,451
2017 Current Services	1,233	1,007	235,441
2017 Program Increases	0	0	27,682
2017 Request	1,233	1,007	263,123
<b>Total Change 2016-2017</b>	<b>0</b>	<b>0</b>	<b>35,133</b>

### 1. PROGRAM DESCRIPTION: Management and Administration

This budget activity covers costs associated with general administration and provides funding including oversight functions of the executive staff and regional and central office program managers in the areas of: budget development and execution; financial management; procurement and property management; human resource management; inmate systems management; safety; legal counsel; research and evaluation and systems support.

The BOP is managed from a Central Office in Washington, D.C., where the Director, Deputy Director, and Assistant Directors guide the agency's headquarters functions, along with the six regional offices, each of which is led by a Regional Director. The management staff at each institution, including Wardens, Associate Wardens, Executive Assistants, Camp Administrators, and Jail Administrators, provide overall direction and implement policies. Staff training is provided on site at each institution, central office, regional offices, and training centers; and through external training. The BOP sets and enforces high standards of training for personal and professional conduct in its workforce.

#### a. Executive Staff

The Executive Staff is comprised of the Director, Deputy Director, six Regional Directors, nine Program Assistant Directors and the Director of NIC in the central office and serve as the policy and decision makers for the BOP, with a span of control across the entire agency. They meet regularly in person and via videoconference and teleconference to establish and update strategic plans, goals and objectives, and to assess achievement and redirect strategies as appropriate and consistent with the President's Management Agenda and the DOJ Strategic Plan. The Executive Staff oversees BOP's resources; guides BOP's staffing, training and management development program; sets inmate and capacity standards; and develops and approves budget initiatives and operating plans.



## b. Central Office

The Central Office serves as the headquarters for the BOP, which is overseen and managed by (Acting)Director Thomas R. Kane. Here, national programs are developed and functional support is provided by the following divisions:

- Administration
- Correctional Programs
- Health Services
- Human Resource Management
- Industries, Education, & Vocational Training\*
- Information, Policy, & Public Affairs
- National Institute of Corrections\*
- Office of General Counsel
- Program Review
- Reentry Services\*

\*Not funded by Management and Administration Program Activity Budget

### Administration Division

The Administration Division provides the resources and support necessary for the BOP to perform in an effective and efficient manner. This includes the development of budget requests, the stewardship of financial resources, and procurement and property management; the coordination and analysis of information related to capacity planning which covers such varied areas as female offenders, detention needs, and the need for medical facilities; the selection of sites for new prison construction; the design and construction of new correctional facilities; the renovation and maintenance of existing facilities; the development and maintenance of a system of financial systems/services to ensure accountability of inmate commissary funds and the management of merchandise/services to inmates; and other administrative support services required by the organization.

Branches in the Administration Division include:

- Budget Development
- Budget Execution
- Capacity Planning & Constr.
- Facilities Management
- Finance
- Procurement Executive
- Trust Fund

### Correctional Programs Division

The Correctional Programs Division (CPD) develops activities and programs designed to appropriately classify inmates, eliminate inmate idleness, and promote the skills necessary to facilitate the successful reintegration of inmates into their communities upon release. Staff are responsible for planning, documenting, monitoring, and providing the delivery of services to inmates such as case management, the agency's Victim and Witness Notification Program and the collection of court-ordered obligations through the Inmate Financial Responsibility Program. The CPD also provides national policy direction and



daily operational oversight of institution correctional services; intelligence gathering; the management of inmates placed in the Federal Witness Security Program; inmate transportation; receiving and discharge, inmate sentence computations, and the processing of inmate mail; emergency preparedness; inmate discipline; and the coordination of the treaty transfer of inmates to other countries. The Division also has responsibilities for a variety of functions in the areas liaison activities with Immigration Customs Enforcement and the U.S. Marshals Service, and secure privatized prisons. CPD staff are responsible for direct oversight of field staff who monitor contract compliance and coordinate the BOP's privatization management efforts.

Branches in the Correctional Programs Division include:

- Correctional Services
- Intelligence and Counter Terrorism
- Correctional Programs
- Designation and Sentence Computation
- Sex Offender Certification Review
- Privatization Management

### Health Services Division

The Health Services Division has three primary missions relating to its concerns and responsibilities in medical care, safety and environmental health, and food services:

The health care mission of the BOP is to deliver medically necessary health care to inmates effectively in accordance with proven standards of care without compromising public safety concerns inherent to the BOP's overall mission.

The occupational safety and environmental health mission of the BOP is to provide a safe and healthful environment in which staff and inmates can work and live.

The food service mission of the BOP is to provide healthy, nutritionally-sound, and appetizing meals that meet the needs of the general population and those at nutritional risk.

Branches in the Health Services Division Include:

- Dentist
- Nurse
- Pharmacist
- Psychiatrist
- Social Wkr
- Therapist
- Drug-Free Workplace
- Financial Mgmt
- Food Service
- Health Informatics
- Health Programs
- Health Services
- Infectious Disease
- MAST
- Medical Designations & Transportation
- MSP Advisory Board
- Occupational & Employee Health
- Quality Management
- Safety & Environmental Compliance
- Staffing & Recruitment



## Human Resource Management Division

The Human Resource Management Division oversees and administers personnel policy and programs developed to address the needs of BOP employees covering all areas of personnel management. The Human Resource Management Division is a valued essential component of our organizational success, meeting the human resource and developmental needs of the BOP and all its employees. The BOP embraces the human element of our business and invests in the developmental needs of all employees.

Branches in the Human Resource Management Division include:

- Human Resources Office for Central Office Employees
- Human Resource Services Ctr
- Labor Relations Office
- Learning and Career Development
- Personnel and Staff Development

## Information, Policy and Public Affairs Division

The Information, Policy and Public Affairs Division is committed to furthering the mission of the BOP by collecting, developing, and disseminating useful, accurate, and timely information to BOP staff, DOJ, Congress, other government agencies, and the public.

Branches in the Information, Policy and Public Affairs Division include:

- Advanced Systems
- Computer Services Administration and User Support
- IT Planning and Development
- Legislative Affairs
- National Network Communications
- National Policy and Information Management
- Network Management
- Office of Public Affairs
- Office of Research and Evaluation
- Security Technology
- Systems Development

## Office of General Counsel

The Office of General Counsel provides legal advice, assistance, and representation to BOP officials in the areas of Correctional Law, Commercial Law, Real Estate and Environmental Law, Inmate Civil and Criminal Litigation, Inmate Remedies, Administrative Claims, Employment Law and Ethics, Freedom of Information and Privacy Acts, Administrative Rulemaking, and legislation affecting the BOP.

Branches in the Office of General Counsel include:

- Commercial Law
- Employment Law
- Ethics
- Legal Administrative
- Legislative Correctional Issues Litigation
- Real Estate & Environmental Law

## Program Review Division

The Program Review Division is responsible for analyzing BOP programs and guiding BOP managers in the assessment of their operations. The division assists management in the strategic planning process, coordinates and monitors oversight activities of audit and regulatory authorities, and ensures effective management and operational procedures exist throughout the BOP. Additionally, the division's chief executive



officer serves as the BOP's Affirmative Employment Programs Director and EEO Director.

Branches in the Program Review Division include:

- Affirmative Employment Programs Branch
- EEO Office
- External Auditing Branch
- Planning and Analysis Branch
- Program Review



2. Performance and Resource Tables

**PERFORMANCE AND RESOURCE TABLE**

Decision Unit: Management and Administration												
RESOURCES			Target		Actual		Projected		Changes		Requested (Total)	
			FY 2015		FY 2015		FY 2016		Current Services Adjustments and FY 2017 Program Changes		FY 2017 Request	
Total Costs and FTE			FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000
			37,172	6,815,000	37,023	6,815,000	37,565	6,948,500	840	237,725	38,405	7,186,225
TYPE	STRATEGIC OBJECTIVE	PERFORMANCE	FY 2015		FY 2015		FY 2016		Current Services Adjustments and FY 2017 Program Changes		FY 2017 Request	
Program Activity	3.3	Management and Administration	FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000
			1,007	205,000	1,007	212,732	1,007	227,990	0	35,133	1,007	263,123
Performance Measure	3.3	Facilities accredited: ACA	99%		99%		99%		0		99%	
<p><b>Data Definition:</b> Initial American Correctional Association (ACA) is awarded when an institution demonstrates 100% compliance with mandatory ACA standards, and substantial compliance with non-mandatory ACA standards. The BOP's policy requires all institutions, except for newly activated institutions, to maintain ACA Accreditation.</p> <p><b>Data Collection and Storage:</b> Once an audit is completed, an electronic report is received from ACA. These reports are maintained in GroupWise shared folders by institutions, and in Word files.</p> <p><b>Data Validation and Verification:</b> On an annual basis, Program Review personnel develop a schedule for initial accreditation and re-accreditation of all eligible BOP facilities to ensure reviews are conducted on a regular and consistent basis. BOP policy requires institutions to initially be ACA accredited within two years of activation. Therefore, non-accredited institutions that have been activated for less than two years are excluded from calculations regarding this performance measure.</p> <p>Subject matter experts review report findings to verify accuracy and develop any necessary corrective measures. The ACA accreditation meeting minutes, identifying the institutions receiving accreditation and re-accreditation, are now on file and maintained by the BOP Accreditation Manager.</p> <p><b>Data Limitations:</b> None known at this time.</p>												



PERFORMANCE MEASURE TABLE										
Strategic Objective	Decision Unit: Management and Administration									
	Performance Report and Performance Plan Targets		FY 2011	FY 2012	FY 2013	FY 2014	FY 2015		FY 2016	FY 2017
			Actual	Actual	Actual	Actual	Target	Actual	Target	Target
	3.3	Performance Measure	Facilities accredited: ACA	100%	99%	98%	99%	99%	99%	99%



### **3. Performance, Resources, and Strategies**

The Management and Administration decision unit contributes directly to the Department's Strategic Goal 3: Ensure and Support the Fair, Impartial, Efficient, and Transparent Administration of Justice at the Federal, State, Local, Tribal, and International Levels. Within this Goal, the decision unit's resources specifically address the Department's Strategic Objectives 3.3: Provide safe, secure, humane, and cost effective confinement and transportation of federal detainees and inmates.

#### **a. Performance Plan and Report for Outcomes**

In FY 2015, the BOP met the target of 99 percent. For FY 2016 and FY 2017, the targets will remain 99 percent for ACA accreditation.

#### **b. Strategies to Accomplish Outcomes**

The BOP will continue to monitor staffing ratios, inmate crowding, inmate misconduct, schedule regular accreditation/re-accreditation for its facilities, and strive to increase staffing and bedspace to maintain safety and security, consistent with funding.

#### **c. Priority Goals**

N/A



## V. Program Increases by Item

**Item Name:** Health and Mental Health Services

Strategic Goal: Goal 3  
Strategic Objective: 3.3 and 3.4  
Budget Decision Unit(s): Inmate Care & Programs and Contract Confinement

Organizational Program: Inmate Care and Programming

Program Increase: Positions 336 Correctional Officers 48 FTEs 196 Dollars \$88,923,000

### Description of Item:

This program increase is six fold:

- 1) Increase Mental Health Staff (+\$9.7 million and +130 positions)
- 2) Restrictive Housing (+\$20.0 million and +186 positions)
- 3) Provide cognitive behavioral treatment at Residential Reentry Centers (RRCs) (+\$42.6 million)
- 4) Sex Offender Management Program (+\$1.6 million and +20 positions)
- 5) Expand Medical Assisted Treatment Pilot (+\$1.0 million)
- 6) Additional Hepatitis C Treatment (+\$14.0 million)

#### 1. Increase Mental Health Staff

The provision of mental health treatment is one of the core responsibilities of BOP psychologists. This program initiative increases mental health staff in the BOP by 130 positions to ensure all institutions maintain a complement of mental health staff consistent with mental health staffing guidelines, which have been widely supported, but not fully implemented.

Specifically, this initiative increases the number of social worker, treatment specialist, psychologist, and coordinator positions to ensure adequate staff are available to address the mental health treatment needs of inmates. This initiative supports current American Correctional Association (ACA) standards, which states, “An adequate number of qualified staff members should be available to deal directly with inmates who have severe mental health problems and to advise other correctional staff about their contacts with such individuals.”

#### 2. Restrictive Housing

The BOP is requesting \$20 million and 186 positions to enhance the Bureau’s ability to treat inmates with serious mental illness and reduce the use of restrictive housing. The \$20 million would provide 108 Special Housing Unit (SHU) psychologists and 78 Step Down Unit Staff.

#### 3. Provide cognitive behavioral treatment at Residential Reentry Centers:

This request provides for the increased cost of incarcerating higher needs population in the RRCs in an effort to ease their transition back into a community. As the number of high risk, high need inmates, grows in RRCs, so will the cost. Contractors are expected to provide additional services



for these inmates, with increased case management needs and more cognitive treatment programs. It is expected that the per capita cost for RRCs will increase accordingly.

#### 4. Sex Offender Management and Treatment

Inmate sexual misconduct presents one of the most challenging disciplinary problems encountered in correctional settings. The Sex Offender Management Program (SOMP) is currently offered at nine BOP institutions. SOMP is a multi-component program, comprised of 1) treatment programming (either residential or non-residential), 2) risk assessments, and 3) specialized correctional management services. All SOMP institutions offer sex offender treatment services. The BOP's sex offender treatment programs are stratified into two program levels:

- The **Residential Sex Offender Treatment Program (SOTP-R)** is a high intensity program designed for high risk sexual offenders (ordinarily, inmates with multiple sex offenses, or a history of contact sexual offenses). The SOTP-R is a unit-based program with a cognitive-behavioral emphasis. The cohousing of SOTP-R participants permits the implementation of a modified therapeutic community. The SOTP-R is offered at the Federal Medical Center (FMC) in Devens, Massachusetts and the United States Penitentiary (USP) in Marion, Illinois. The program is typically 12 to 18 months in duration.
- The **Non-Residential Sex Offender Treatment Program (SOTP-NR)** is a moderate intensity program designed for low to moderate risk sexual offenders. Most of the inmates in the SOTP-NR are first-time offenders serving a sentence for an internet sex crime. The SOTP-NR shares the SOTP-R's treatment philosophy and program materials, but lacks the frequency of treatment groups and the program duration of the SOTP-R. In addition, because SOTP-NR participants reside in the general population, there is no modified therapeutic community. All SOMP institutions offer the SOTP-NR. The typical duration of the SOTP-NR is 9-12 months.

This program initiative increases the capacity of treatment and management of sexual offenders in the BOP's population. There are currently 20,743 sexual offenders in BOP custody. This class of offenses is among the fastest growing categories in the Federal criminal caseload. Over the past decade, Federal adjudications for child sexual offenses nearly quadrupled.

#### 5. Expand Medical Assisted Treatment Pilot

This request is to expand the number of inmates in BOP facilities participating in the medical assisted treatment pilot program from 10 to 200.

#### 6. Additional Hepatitis C Treatment

An additional \$14 million is requested to increase treatment capacity by 250 inmates for the Hepatitis C Virus (HCV). This will allow the BOP to purchase new medications to treat HCV infection. The FDA approved new medications to treat HCV in 2013 and 2014. The BOP's Health Services Division, developed a strategy for implementation of this new approach to treatment following the American Association for the Study of Liver Diseases (AASLD) guidelines. The medication cost for these newest treatments are significantly higher than previous treatment modalities.



## Support of the Department's Strategic Goals

This enhancement is in direct support of the following DOJ Strategic Goal and Objective: Goal 3, Ensure and support the Fair, Impartial, Efficient, and Transparent Administration of Justice at the Federal, State, Local, Tribal, and International Levels. Strategic Objective 3.3, Provide safe, secure, humane, and cost-effective confinement and transportation of federal detainees and inmates. Strategic Objective 3.4, Reform and strengthen America's criminal justice system by targeting the most serious offenses for federal prosecution, expanding the use of diversion programs and aiding inmates in reentering society.

## Justification

The federal prison system has a unique role to play in helping released inmates become productive members of society through its numerous and effective reentry programs. The FY 2017 request includes \$88.9 million for facilities to address mental health and adopt evidence-based programs that reduce recidivism. The enhancements will expand mental health treatment, sex offender management, and HCV treatment.

### 1. Increase Mental Health Staff:

A significant number of institutions do not meet the guidelines in terms of the number of psychologists on staff; many institutions maintain inmate to psychologist staff ratios in excess of 1:500. This program increases mental health staff to ensure the appropriate identification, management, and treatment of mentally ill inmates. It also expands specialty programs within the BOP to target the highest need inmates.

Unfortunately, the need is widespread as data from the BOP's Mental Health Prevalence Project suggest that approximately 19% of inmates have a history of mental illness. Data from the Mental Health Prevalence Project suggests higher rates of mental illness in medium and high security and among female inmates. However, medium and high security institutions also place a greater demand on psychologists to assist with the management of disruptive inmate behaviors. Naturally, rates of mental illness are dramatically higher in Medical Referral Centers, as these sites specialize in the treatment of the BOP's most severely disturbed inmates. Additionally, a more conservative approach to inmates' mental health care is required in Detention Centers due to pre-trial inmates' greater risk of suicide and the limited availability of mental health history information.

The BOP's Medical Referral Centers house a portion of these seriously mentally ill inmates; however, only the acutely mentally ill require this level of care. The majority of seriously mentally ill inmates are housed in regular institutions.

Core mental health treatment services have suffered as staffing levels have not kept pace with the increasing inmate population and psychologists' time is increasingly devoted to screening and crisis intervention services (i.e., "triage") rather than the provision of basic mental health treatment



services (i.e., individual and group psychotherapies). As a result, the availability of brief counseling and individual therapy services has decreased dramatically in the last ten years.

With the implementation of this initiative, inmate services in the following areas will be enhanced:

- Proactive management and treatment of inmates in Special Housing Units;
- Delivery of evidence-based cognitive-behavioral treatment addressing mental illness and co-occurring criminality;
- Clinical intervention with inmates who have history of engaging in self-harm and/or suicide attempts;
- More comprehensive intake screening services; and
- Increased involvement in reentry planning.

## 2. Restrictive Housing

DOJ has sought to promote policies that provide inmates with programs and services that reduce recidivism and improve outcomes, including an ongoing DOJ review to study and reform the use of restrictive housing in prisons. The BOP is addressing these issues by:

- Creating specialized secure mental health Step Down Units to allow inmates with mental illness to be housed in less restrictive housing.
- Providing enhanced mental health services for inmates in Special Housing and Special Management Units as well as in the Administrative Maximum Security (ADX) prison in Florence, Colorado.
- Offering mental health care to all Bureau inmates to reduce and prevent disruptive behavior that results in restrictive housing.
- Hiring additional staff, to assist with the management of disruptive inmate behaviors. With proactive treatment, BOP hopes to reduce the use of restrictive housing.
- Providing evidence-based cognitive behavioral treatment addressing mental illness and co-occurring criminality.
- Providing clinical intervention with inmates who have a history of engaging in self-harm or suicide attempts.
- Including more comprehensive intake screening services; and Increased involvement in reentry planning.

## 3. Provide cognitive behavioral treatment at Residential Reentry Centers

In a new step to fight recidivism, the Attorney General is requiring federal halfway houses to boost treatment services for inmates prior to release. The most significant change is the requirement for standardized Cognitive Behavioral Programming to be offered. These programs would provide



specialized treatment to prisoners, including those with mental health and substance abuse issues. Additional funding will allow for increased staffing, transportation assistance, and cell phone access to help inmates seek employment opportunities.

#### 4. Sex Offender Management and Treatment

Prior to the implementation of the current treatment model for sexual offenders, the BOP had the capacity to provide services for 60 sexual offenders per year at a single residential program, FCI Butner. Currently, the BOP has 432 inmates participating in residential and non-residential treatment services across nine SOMPs. An additional 2,158 inmates are on the waiting list for these treatment programs, an increase of 786 inmates over three years. The BOP anticipates that the number of sexual offenders volunteering for treatment will continue to increase in the future. This program increase allows for greater capacity in the Sex Offender Management Program.

#### 5. Expand the BOP Medical Assistance Treatment Pilot

Currently, BOP is piloting a medication-assisted drug treatment program in three facilities to provide medication to 10 inmates with an opioid use disorder within two months of release and continues medications for six months while the inmates reside in residential reentry centers/halfway houses. Medication is the standard of care for opioid and other substance abuse disorders in the private sector and is an important part of effective treatment for individuals in the justice system who are dependent on opioids.

The recommendation provides an additional \$1 million to expand the number of inmates and BOP facilities participating in the medical assisted treatment pilot from 10 to about 200 inmates. If the pilot proves successful, the BOP could change its policy to provide medically assisted treatments to eligible inmates as appropriate. This is a voluntary program that consists of participants who were notified of their eligibility based on a risk assessment conducted by BOP health services. Participants in the pilot are monitored by health professionals via telehealth (telecommunication technologies) and linked to health services in the community.

#### 6. Additional Hepatitis C Treatment

The BOP delivers medically necessary health care to all offenders housed in BOP-managed facilities. The BOP has a statutory mandate to provide basic medical and mental health care funded through its annual Congressional budget allocation. Determining what constitutes medically necessary care requires a constant review of evidence-based prevention and treatment practices, and delivery of services that balance efficacy of care and quality of life both during incarceration and in preparation for release to the community.

The BOP has nearly 10,000 offenders with Hepatitis C Virus (HCV) infection, most of whom have not had HCV treatment. The BOP has treated 222 inmates in FY 2015. In the past, the cost for a standard 48-week treatment regimen has been approximately \$6,600 per inmate. However, in 2014, new drugs were developed that allowed HCV to be essentially cured, but drove the cost of



treatment up exponentially. This increase allows for the treatment of approximately 250 additional inmates with Hepatitis C.

## Impact on Performance

BOP will internally track the following metrics:

- Early identification and treatment of mentally ill inmates;
- Reduction of symptoms of mental illness;
- Reduction in suicide attempts and completed suicides;
- Reduction in the need for Medical Referral Center transfers;
- Reduction in recidivism rates;
- Increase in structured reentry programming for inmates;
- Increased participation in SOTP;
- Reduction of time in the Special Housing Unit; and
- Reduction in recidivism by sex offenders.
- Reduce use of restrictive housing;
- Reduction in disruptive inmate behaviors;
- Increase voluntary participation in reentry programming;
- Reduce Recidivism.



## Funding

### Base Funding

FY 2015 Enacted				FY 2016 Enacted				FY 2017 Current Services			
Pos	COs	FTE	\$(000)	Pos	COs	FTE	\$(000)	Pos	COs	FTE	\$(000)
787	0	565	89,488	787	0	565	92,173	787	0	565	95,200

### Personnel Increase Cost Summary

Type of Position/Series	Modular Cost per Position (\$000)	Number of Positions Requested	FY 2017 Request (\$000)	FY 2018 Net Annualization (change from 2017) (\$000)
Correctional Inst. Admin (006)	156	8	724	524
Soc. Science, Econ. And Kindred (100-199)	126	270	19,732	14,288
Correctional Officers (007)	100	48	2,784	2,016
Medical Staff	156	10	905	655
<b>Total Personnel</b>		<b>336</b>	<b>24,145</b>	<b>17,483</b>

### Non-Personnel Increase/Reduction Cost Summary

Non-Personnel Item	Unit Cost	Quantity	FY 2017 Request (\$000)	FY 2018 Net Annualization (change from 2017) (\$000)
Training	4,058		1,363	(1,022)
Background/payroll	3,415		1,147	(574)
Supplies, Other Services and Materials			60,924	0
Equipment	4,000		1,344	(1,075)
<b>Total Non-Personnel</b>			<b>64,778</b>	<b>(2,671)</b>

### Total Request for this Item

	Pos	COs	FTE	Personnel (\$000)	Non-Personnel (\$000)	Total (\$000)	FY 2018 Net Annualization (change from 2016) (\$000)
Current Services	0	0	0	0	0	0	0
Increases	336	48	196	24,145	64,778	88,923	14,812
<b>Grand Total</b>	<b>336</b>	<b>48</b>	<b>196</b>	<b>24,145</b>	<b>64,778</b>	<b>88,923</b>	<b>14,812</b>



**Item Name:** Reentry Programs  
**Strategic Goal:** Goal 3  
**Strategic Objective:** 3.3 and 3.4  
**Budget Decision Unit(s):** Inmate Care & Programs and Contract Confinement  
Inmate Care and Programs

**Organizational Program:** Psychology and Unit Management

**Program Increase:** Positions 0 Correctional Officers 0 FTEs 121 Dollars \$91,300,000

## Description of Item

- 1) Increase Residential Reentry Center beds by 1,870 (+\$56.3 million)
- 2) Increase Reentry Programs in BOP Facilities (+\$20 million)
- 3) Increase Reentry Programs to strengthen family bonds (+\$5.0 million)
- 4) Expand Education and Vocational Training Program (+\$10.0 million)

The BOP has a responsibility to provide inmates with opportunities to participate in programs that can provide them with the skills they need to lead crime-free lives after release. The BOP's philosophy is that release preparation begins the first day of imprisonment. Accordingly, 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. The BOP also provides other structured activities designed to teach inmates productive ways to use their time.

### 1. Increase Residential Reentry Beds

In order to meet the requirements of Second Chance Act, the BOP needs to increase resources to support additional RRCs. This will allow the BOP to place 1,870 more inmates in RRC facilities instead of BOP secure facilities.

### 2. Increase Reentry Programs in BOP Facilities

This request is to award innovative reentry programs in BOP facilities.

### 3. Increase Reentry programs to strengthen family bonds

This request is to support a new reentry program that reaches out to offenders' children and families to strengthen familial bonds.

### 4. Expand the Education and Vocational Training Program

This request is to expand capacity for the education and vocational training program. Currently, almost 27,000 inmates are enrolled in education programs, this request will increase the capacity by 7 percent.



## Support of the Department's Strategic Goals

This enhancement is in direct support of the following DOJ Strategic Goal and Objective: Goal 3, Ensure and support the Fair, Impartial, Efficient, and Transparent Administration of Justice at the Federal, State, Local, Tribal, and International Levels. Strategic Objective 3.3, Provide safe, secure, humane, and cost-effective confinement and transportation of federal detainees and inmates. Strategic Objective 3.4, Reform and strengthen America's criminal justice system by targeting the most serious offenses for federal prosecution, expanding the use of diversion programs and aiding inmates in reentering society.

## Justification

### 1. Increase RRC Beds

This initiative is consistent with the BOP's strategic planning goal to maximize the use of RRC bed space by placing inmates from secure facilities and the use of evidence-based practices in BOP's RRC utilization strategy. Placing more inmates in RRCs will free up beds at low-, medium-, and high-security facilities.

With additional RRC beds, the BOP can consider higher-risk inmates for longer RRC placements. This allows BOP to take advantage of its new authority under the Second Chance Act to place inmates in RRCs for up to 12 months for pre-release purposes. Additionally, this will help the BOP to manage crowding at its most crowded facilities. Existing RRC beds will be occupied with higher-need, higher-risk inmates for longer periods of time and will not be released from the BOP's custody at the current rate. The requested beds are therefore critical to absorb inmates from the BOP's overall population.

Last year, more than 30,000 federal inmates passed through halfway houses. With increased bed space and additional funds, the BOP will enhance and provide programs to more inmates in to help them overcome their past struggles and become productive, law-abiding members of their communities.

### 2. Reentry Programs in BOP Facilities

This funding will allow the BOP to expand innovative institution specific reentry programs that are proven to reduce recidivism and improve employment outcomes to other BOP institutions. BOP's 121 prison facilities offer numerous locally developed reentry programs for inmates and encourages inmates to participate in programs that reduce recidivism and improve reentry outcomes. However, these programs vary across prison institutions. For example, some prisons have partnered with their local communities to provide training for inmates to receive their Commercial Driver License certifications while incarcerated. This training program provides inmates the tools they need to obtain employment in a high demand field and increases the likelihood of successful reentry into their communities. In contrast, other facilities may not provide training programs that lead to positive employment outcomes. This funding request will allow BOP to replicate successful programs throughout the system.



### 3. Reentry Programs for Families

This request will support a new, broader reentry program that reaches out to offenders' children and families to strengthen familial bonds, which are critical for helping inmates transitioning back home. The recommendation supports the request for new appropriations language to ensure that BOP can expend reentry programming funds on inmates' family members in order to strengthen relationships during incarceration. BOP is currently pursuing activities within base resources that broaden its reentry efforts in order to reconnect inmates with their children and families. On November 4, 2014, BOP held its first ever Daddy-Daughter Dance for offenders in the Federal Detention Center (FDC) in Miami, Florida. This event is an example of the BOP's latest reentry efforts to reach out to the children and families of offenders in their care, renew relationships, and strengthen bonds. The BOP's mission to help offenders return to their communities as productive, law-abiding citizens does not end at the prison walls; connections to families and children are critical aspects of reentry, along with employment, housing and medical care. The program increase supports the Director's commitment to holding more events like this and to implement even more innovative programs for parents to improve relationships with their children.

### 4. Expand Education and Vocational Training Program

This request is to expand capacity for the education and vocational training program. Each year, about 45,000 Federal inmates return to our communities. Research has shown that inmates who participate in vocational or education training are 16 percent less likely to recidivate. BOP's vocational training program helps inmates acquire marketable skills in a wide variety of trades. Upon completion of the vocational training program, inmates may earn an industry recognized certification. Many institutions also provide registered apprenticeships through the United States Department of Labor's Office of Apprenticeship.

In addition, the Federal employer bonding program indemnifies employers against potential losses associated with hiring an eligible ex-offender. It has a loss record of 1% – that is, 99% of all bonds did not require payment. Despite its success, BOP participation in the program has been limited. Employer participation could likely be increased by linking the program to broader efforts to promote employment opportunities and focusing on target skills that are desired by employers. This allows BOP to reduce the waiting list for both vocational and educational programs.

# Federal Bureau of Prisons



## Funding

### Base Funding

FY 2015 Enacted				FY 2016 Enacted				FY 2017 Current Services			
Pos	COs	FTE	\$(000)	Pos	COs	FTE	\$(000)	Pos	COs	FTE	\$(000)
1,616	0	1,156	429,615	1,616	0	1,156	442,962	1,616	0	1,156	456,600

### Personnel Increase Cost Summary

Type of Position	Modular Cost per Position (\$000)	Number of Positions Requested	FY 2017 Request (\$000)	FY 2018 Net Annualization (change from 2017) (\$000)
Total Personnel		0	0	0

### Non-Personnel Increase/Reduction Cost Summary

Non-Personnel Item	Unit	Quantity	FY 2017 Request (\$000)	FY 2018 Net Annualization (change from 2017) (\$000)
Non Personnel			91,300	0
Total Non-Personnel			91,300	0

### Total Request for this

	Pos	COs	FTE	Personnel (\$000)	Non-Personnel (\$000)	Total (\$000)	FY 2018 Net Annualization (change from 2017) (\$000)
Current Services	0	0	0	0	0	0	0
Increases	0	0	0	0	91,300	91,300	0
Grand Total	0	0	0	0	91,300	91,300	0

# Federal Bureau of Prisons



**Item Name:** **BOP NET Infrastructure Refresh**

Strategic Goal: Goal 3

Strategic Objective: 3.3

Budget Decision Unit(s): Management and Administration

Organizational Program: BOP Net Refresh

Program Increase: Positions 0 Correctional Officers 0 FTEs 0 Dollars \$27,682,000

## Description of Item

The Federal Bureau of Prisons' core local area network (LAN) infrastructure consists of legacy Cisco routing equipment that is no longer supported by the manufacturer as part of their product roadmap.

The request is to replace a total of 153 core switches (6500) located at prisons throughout the country which provide routing and switching for all remote closet switches and supports local network nodes (PCs, printers, cameras, etc). The request will also purchase 104 new Storage Area Network (SAN) devices. These devices will be used mainly for file-and-print function at BOP sites. The equipment will also be used for backups, audio/video updates, and BOP's e-mail system.

This upgrade/refresh will also replace the core BOP network infrastructure (routers, switches, wireless LAN controllers and firewalls) nationwide. Below is a detailed list of the requested equipment. This cost is based on the current FBI contract used by all DOJ components, with a quantity discount of more than 45 percent:

<b>Project Name: BOP Network</b>	<b>Cost</b>
Catalyst 6880	\$13,264,679.30
Central Office Core	\$384,280.44
ASR 1004	\$370,318.64
ASA 5585 Appliances for Central Office	\$258,078.87
ASA 5515 Appliances for Field-Redundant Firewall	\$936,905.92
ASA 5525 Appliances for Wireless Sites and Central Office	\$188,548.20
Spare Catalyst 3650	\$188,652.90
Cisco Prime Network Management	\$59,384.79
Grand Prairie	\$31,442.18
104 ea. - HP 3Par 7200 – Field Sites	\$10,000,000.00
6 ea. - HP 3Par 7400 – CO, GP & COOP	\$ 2,000,000.00
<b>Total</b>	<b>\$27,682,291.24</b>



## Justification

The Federal Bureau of Prisons' core local area network (LAN) infrastructure consists of legacy Cisco routing equipment that is no longer supported by the manufacturer as part of their product roadmap. The manufacturer makes a "best effort" but makes no guarantee as to whether ongoing assistance can be provided. In the event of an equipment failure, "best effort" support could take days to resolve the problem and consequently, a federal prison (or entire BOP complex consisting of multiple prisons) would have no access to mission critical enterprise applications and services available remotely across the Wide Area Network (WAN). Approximately 82% of the requisite Cisco equipment is no longer being updated by the manufacturer from a software perspective, which increases the risks when BOP needs to make any configuration changes such as implementing the OMB-mandated IPv6 protocol. Most importantly, the inability to upgrade this equipment poses a cybersecurity risk; for example, if a vulnerability is found with this equipment, BOP is not able to mitigate it through an operating system update as would be the case with fully-supported infrastructure hardware.

In addition to satisfying OMB requirements to migrate to IPv6, the new BOPNet design will position BOP for an ever-increasing demand on our network, to include: greater bandwidth requirements, local area network wireless access for corrections and medical programs, moving BOP's wireless broadband backup (cellular service) to 4G, an IPv6 management solution, and improved security and network reliability.

The current data storage systems in use by BOP, also known as Storage Area Networks (SANs), are used to store user documents such as Microsoft Word documents, Presentation slideshows, Access databases, Excel spreadsheets, and multimedia files such as images, audio files and Visio diagrams. Desktop applications are also stored and installed from this same SAN technology to facilitate the deployment of new end-user workstations. Disk capacity on these SANs is used by these aforementioned purposes as well as for the storage of virtual machines (VMs) for special purposes (e.g. anti-virus servers); for the local email system; for the storage and deployment of Windows updates/patches that address security flaws and fixes; and finally for the backup of system and user data.

The current SAN devices have reached their end-of-life on the support cycle and can no longer be purchased or replaced. They need to be replaced with new technology. The updated equipment will support existing requirements as well as provide for expansion related to future capacity requirements. It will also allow the BOP to continue virtualizing as many systems as possible rather than purchase physical hardware. It will also ensure the maximum cybersecurity posture in that the systems can be updated and configured in accordance with evolving cyber risks.

## Impact on Performance

Performance indicators would include:

- System would be fully supported by the manufacturer;
- System would comply with Service Level Agreement (SLA) response times;
- The BOP would have improved network availability and performance;

## Federal Bureau of Prisons



- System would fully support the mandatory deployment of IPv6.

# Federal Bureau of Prisons



## Funding

### Base Funding

FY 2015 Enacted				FY 2016 Enacted				FY 2017 Current Services			
Pos	COs	FTE	\$(000)	Pos	Agt/ Atty	FTE	\$(000)	Pos	Agt/ Atty	FTE	\$(000)
N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A

### Personnel Increase Cost Summary

Type of Position	Modular Cost per Position (\$000)	Number of Positions Requested	FY 2017 Request (\$000)	FY 2018 Net Annualization (change from 2016) (\$000)
	0	0	0	0
<b>Total Personnel</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>

### Non-Personnel Increase/Reduction Cost Summary

Non-Personnel Item	Unit	Quantity	FY 2017 Request (\$000)	FY 2018 Net Annualization (change from 2017) (\$000)
<b>Total Non-Personnel</b>			<b>27,682</b>	

### Total Request for this

	Pos	COs	FTE	Personnel (\$000)	Non- Personnel (\$000)	Total (\$000)	FY 2018 Net Annualization (change from 2017) (\$000)
Current Services	0	0	0	0	0	0	0
Increases	0	0	0	0	27,682	27,682	0
<b>Grand Total</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>27,682</b>	<b>27,682</b>	<b>0</b>



## VI. Program Decrease by Item

**Item Name:** **Inmate Population Decline Adjustment**

Strategic Goal: Goal 3  
 Strategic Objective: 3.3 and 3.4  
 Budget Decision Unit(s): All  
 Organizational Program: BOP Operations

Program Decrease: Positions 0 Correctional Officers 0 FTEs 0 Dollars \$-210,765,000

### Description of Item

Decrease the BOP's operating cost by \$210.8 million. This reduction is on top of FY 2015 reduction of \$147 million.

### Justification

In fiscal year 2014, after then-Attorney General Eric Holder announced the Smart on Crime Initiative, the BOP experienced the first population decline in decades, ending the year with 5,149 fewer offenders than when the year started. The BOP ended fiscal year 2015 with 8,426 fewer offenders than on September 30, 2014. The decline has continued in fiscal year 2016, as of January 14, 2016 the BOP has 9,375 fewer inmates than on September 30, 2015.

On April 30, 2014 the United States Sentencing Commission (USSC) submitted to the US Congress an amendment to the federal sentencing guidelines on drug trafficking offenses. The amendment became effective on November 1, 2015 and has since lowered sentences for most drug offenders going forward, specifically, the amendment reduced by two levels the offense levels assigned to the quantity that triggers the statutory mandatory minimum penalties. This measured approach is reducing prison populations and is responding to statutory and guideline changes while safeguarding public safety.

### **Projected Population, Capacity, and Crowding**

	2013 (Actual)	2014 (Actual)	2015 (Actual)	2016	2017
BOP Facilities					
Starting Capacity	128,359	129,726	132,803	134,470	135,165
Additional Approved/Planned	1,367	3,077	1,667	695	126
Subtotal Capacity	129,726	132,803	134,470	135,165	135,291
Pop. Projection	176,849	172,242	165,134	154,072	153,295
Percent Overcrowded	36%	30%	23%	14%	13%
Contract	42,449	41,907	40,589	36,000	33,000
Percent Contract	19.4%	19.6%	19.7%	18.9%	17.7%
<b>Total Federal Prison Population</b>	<b>219,298</b>	<b>214,149</b>	<b>205,723</b>	<b>190,072</b>	<b>186,295</b>