

STATEMENT OF CHARLES E. SAMUELS, JR.  
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BEFORE THE U.S. HOUSE OF REPRESENTATIVES  
COMMITTEE ON APPROPRIATIONS  
SUBCOMMITTEE ON COMMERCE, JUSTICE, SCIENCE AND RELATED AGENCIES

FEDERAL BUREAU OF PRISONS FY 2014 BUDGET REQUEST

APRIL 17, 2013

Good morning, Chairman Wolf, Ranking Member Fattah, and Members of the Subcommittee. I am pleased to appear before you today to discuss the President's Fiscal Year (FY) 2014 Budget request for the Federal Bureau of Prisons (BOP).

This past February the BOP suffered tragic losses with the murders of two of our staff. On February 25<sup>th</sup>, Officer Eric Williams, a Correctional Officer at the United States Penitentiary in Canaan, Pennsylvania, was working in a housing unit when he was stabbed to death by an inmate. The death of Officer Williams reminds all of us of the risks our staff take every day on behalf of the American people are dangerous. Every day when our staff walk into our institutions they willingly put their lives on the line to protect society, one another, and inmates in their care. On February 26<sup>th</sup>, Lieutenant Osvaldo Albarati was shot and killed while driving home from the Metropolitan Detention Center in Guaynabo, Puerto Rico. We do not know yet who took the life of Lt. Albarati, but we hope that the individual(s) will be held accountable for this tragedy. We will always honor the memories of Officer Williams and Lt. Albarati. The mission of the BOP is challenging. While there are many facets to our operations, the foundation for it all is the safe, secure, and orderly operation of institutions, and each and every staff member in the Bureau is critical to this mission.

The Consolidated and Further Continuing Appropriations Act, 2013, was enacted on March 26, 2013, providing full-year funding for Federal agencies. While the Act provided some relief from the sequestration budget reductions of over \$330 million for the BOP that became effective on March 1, BOP continues to confront operational challenges. While we recognize we need to take action to absorb these deep cuts, our actions must not threaten the life and safety of our staff, surrounding communities, and inmates. Therefore, the Attorney General used his limited authorities to transfer and allocate existing funds from elsewhere within the Department to provide up to \$150 million to the BOP to avoid furloughing correctional workers at our prison institutions. Absent this intervention, we faced the need to furlough 36,600 from Federal prisons around the country. I would like to thank you Chairman Wolf and Congressman Fattah for your support of this action.

The Department's actions do not avoid the difficulties of sequester—they only postpone furloughs through the end of the fiscal year. We have already implemented extensive cuts to travel, training, contracts, and other areas of spending in order to maintain our mission priorities. The BOP cannot control the number of inmates sentenced to prison. In effect, the bulk of BOP's expenses are essential, which leaves the Bureau with extremely limited flexibility.

Our mission is to protect society by confining offenders in the controlled environments of prisons and community-based facilities that are safe, humane, cost-efficient, and appropriately secure, and that provide work and other self-improvement opportunities to assist offenders in becoming law-abiding citizens. As the Nation's largest corrections system, the Bureau is responsible for the incarceration of almost 218,000 inmates. Currently, the Bureau confines more than 176,000 inmates in 119 facilities that collectively were designed to house only 128,700 individuals. More than 19 percent of Federal inmates are housed in privately operated prisons, residential reentry centers, and local jails.

The increasing inmate population poses an ongoing challenge for our agency. In FY 2012, the inmate population increased by 919 inmates and by the end of FY 2014 the Bureau expects an additional increase of 5,400 inmates. System-wide, the Bureau is operating at 37 percent over rated capacity. Crowding is of special concern at higher security facilities, with 54 percent crowding at high security facilities and 44 percent at medium security facilities. We believe the inmate population will continue to increase for the foreseeable future, and we continue to take a variety of steps to mitigate the effects of crowding in our facilities. Safety is always a top priority, and we use all available resources to ensure our institutions are secure.

### **FY 2014 Budget Request**

The President's FY 2014 Budget for the BOP is \$6.831 billion for the Salaries and Expenses (S&E) account. For Buildings and Facilities (B&F), \$105.2 million is requested, and a rescission of \$30 million in prior years' new construction balances is proposed.

The BOP's highest priorities continue to be:

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

### **S&E Program Changes**

The budget request includes \$166.3 million in program enhancements to: begin the activation process for three institutions, the Federal Correctional Institution (FCI) at Hazelton, West Virginia; United States Penitentiary (USP) Yazoo City, Mississippi; and Administrative USP Thomson, Illinois. Resources are also requested to expand residential drug abuse treatment programs; to acquire 1,000 private contract beds, and to increase current reentry and recidivism reducing programs.

Also included, are \$100.7 million in offsets: \$50 million for renegotiated medical contracts; \$41 million for a proposed legislative initiative, which, if passed, would allow

additional Good Conduct Time credit for inmates; \$4.2 million for information technology savings; and \$5.5 million for administrative efficiencies. The inmate population is projected to continue to increase for the foreseeable future. As such, the BOP continues to require increased resources to provide for safe inmate incarceration and care, and the safety of BOP staff and surrounding communities, which is why the requested funding is vital.

### **B&F Budget Request**

For FY 2014, a total of \$105.2 million is requested for the B&F appropriation. Additionally, a rescission of \$30 million in prior years' New Construction unobligated balances is proposed. The rescission reduces funding from an acquired facility project and reduces four partially funded projects planned for Leavenworth, KS; Letcher County, KY; Forrest City, AR; and El Reno, OK. The proposed rescission will leave \$500,000 or less in available funding for the four partially funded projects. The request also includes \$15 million in Modernization and Repair (M&R) funding to renovate and repair the Thomson, Illinois facility.

With the continued inmate growth and age of existing prisons, the BOP allocates M&R funds primarily for emergencies as major infrastructure and life safety systems begin to fail and to address a limited number of high priority major projects, annually. About 30 percent of BOP's 119 institutions are 50 years old or older. The aging and failing infrastructure at these locations adds to the challenge of maintaining our Federal prisons.

### **The Federal Inmate Population**

The increasing inmate population poses an ongoing challenge for our agency. In FY 2012, the inmate population increased by 919 net new inmates and an additional 5,400 inmates are expected by the end of FY 2014. This growth is anticipated based on an analysis of trends in Federal prosecutions and sentencing. Drug offenders comprise the largest single offender group admitted to Federal prison and sentences for drug offenses are much longer than those for most other offense categories. While the BOP is not experiencing the dramatic net population increases of 10,000 to 11,400 inmates per year that occurred from 1998 to 2001, the net increases and workload are still significant.

The BOP is responsible for the incarceration of over 218,000 inmates. Approximately 81 percent of the inmate population is confined in Bureau-operated institutions, while 19 percent are under contract care, primarily in privately operated prisons and residential reentry centers. Most of the inmates in BOP facilities (50 percent) are serving sentences for drug trafficking offenses. The remainder of the population includes inmates convicted of weapons offenses, immigration offenses, violent offenses, fraud and other property offenses, and sex offenses. The average sentence length for inmates in BOP custody is 9 ½ years. Approximately 26 percent of the Federal inmate population is comprised of non-U.S. citizens.

It is particularly challenging to manage the Federal prisoner population at higher security levels. The combined inmate population confined in medium and high security facilities represents 46 percent of the inmate population housed in BOP facilities. It is important to note that at the medium security level, about 66 percent of the inmates are drug offenders or weapon

offenders, approximately 75 percent have a history of violence, 41 percent have been sanctioned for violating prison rules, and half of the inmates in this population have sentences in excess of eight years. At the high security level, more than 69 percent of the inmates are drug offenders, weapons offenders, or robbers, another 10 percent have been convicted of murder, aggravated assault, or kidnapping, and half of the inmates in this population have sentences in excess of 10 years.

Moreover, 71 percent of high security inmates have been sanctioned for violating prison rules, and more than 90 percent of high security inmates have a history of violence. One out of every four inmates at high security institutions is gang affiliated. There is a much higher incidence of serious assaults by inmates on staff at medium and high security institutions than at the lower security level facilities. In fact, the murder at USP Canaan is a tragic example of this. In FY 2012, 85 percent of serious assaults against staff occurred at medium and high security institutions--63 percent of serious assaults on staff occurring at high security institutions, and 22 percent at medium security institutions. Fewer assaults occur at low and minimum security institution that house inmates who are less prone to violence.

### **Institution Crowding**

The BOP confines over 176,000 inmates in Bureau-operated facilities, which have a total rated capacity of just under 129,000 beds. Crowding is of special concern at higher security facilities, including penitentiaries (operating at 54 percent over capacity) and medium security institutions (operating at 44 percent over capacity). These facilities confine a higher number of inmates who are prone to violence than lower security facilities. The BOP has managed overcrowding by double and triple bunking inmates throughout the system, or housing them in space not originally designed for inmate housing, such as television rooms, open bays, program space, etc.

In addition to double and triple bunking, to manage crowding, we have improved the architectural design of our newer facilities and have taken advantage of improved technologies in security measures such as perimeter security systems, surveillance cameras, and equipment to monitor communications. These technologies support BOP employees' ability to provide inmates the supervision they need in order to maintain security and safety in our institutions. We have also enhanced population management and inmate supervision strategies in areas such as classification and designation, intelligence gathering, gang management, use of preemptive lockdowns, and controlled movement. While we continue to look for ways to address crowding in our facilities, the challenges continue as we face continued growth in the inmate population.

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

assaults. An increase of one in an institution's inmate-to-custody-staff ratio increases the prison's annual serious assault rate by approximately 4.5 per 5,000 inmates.

The BOP employs many management interventions in an attempt to prevent and suppress inmate violence. These interventions are resource-intensive and include: paying overtime to increase the number of custody staff available to perform security duties, utilizing staff from program areas (detracting from inmate programs and other vital institution functions), locking down an institution after a serious incident and performing intensive interviews to identify perpetrators and causal factors, performing comprehensive searches to eliminate weapons and other dangerous contraband, and designating and housing inmates in Special Management Units (SMU). SMU inmates consist of sentenced offenders who participated in or had a leadership role in geographical group/gang-related activity, or those who have a history of disruptive, disciplinary and/or misconduct infractions. The BOP designates inmates to SMUs because greater management of their interaction is necessary to ensure the safety, security, and orderly operation of BOP facilities, and protection of the public. SMU inmates require a more restrictive confinement than general population inmates. The BOP currently has three SMU locations.

### **Prison Rape Elimination Act (PREA) Implementation**

The Attorney General's National Standards to Prevent, Detect, and Respond to Prison Rape became effective on August 20, 2012. Therefore, as required by the statute, BOP Program Statements to implement specific PREA requirements were published on August 20, 2012. The majority of the PREA requirements, including zero tolerance of sexual abuse and sexual harassment and the focus on training, detection, prevention, and response, reflect long standing BOP policies and practices in this area. The BOP has appointed a National PREA Coordinator, and has points of contact in all regional offices and institutions.

The BOP has provided several video conferences and on-line training sessions with staff to discuss PREA implementation. The National Coordinator has established a PREA page on our internal website so that staff will have a centralized source for resources and training. We also made PREA a focus of our National Warden's Training, holding break-out sessions on specific regulation requirements. In addition, investigative staff have received specialized training and all staff receive PREA training through our annual training process, and we are developing specialized training for certain disciplines, such as medical staff. The BOP contacted contract facilities to let them know of the PREA requirements, and has already added PREA compliance as a contract requirement. The first audits of PREA compliance will be held beginning August 2013. The BOP is preparing for this process, and anticipates being found fully compliant.

### **Inmate Reentry**

We are committed to both parts of the BOP's mission – security and reentry. The Attorney General has made clear his strong commitment to reentry as a critical component of public safety. Maintaining high levels of security and ensuring inmates are actively participating in evidence-based reentry programs are equally important to ensure the safety of our staff and to

serve and protect society. It's our philosophy that "reentry begins on the day of incarceration," and we work with inmates to address identified skill deficiencies and weaknesses, provide appropriate treatment programs, and assist with preparation for reintegration. Over the past few years we have made great strides in enhancing collaboration both inside and outside our agency to ensure we are providing offenders the best opportunities for success once back in the community.

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

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

Rigorous research has demonstrated that inmates who participate in the Federal Prison Industries (FPI) program are 24 percent less likely to recidivate than similar non-participating inmates and inmates who participate in vocational or occupational training are 33 percent less likely to recidivate. Inmates who participate in education programs are 16 percent less likely to recidivate and inmates who complete the residential drug abuse treatment program are 16 percent less likely to recidivate and 15 percent less likely to relapse to drug use within 3 years after release<sup>1</sup>. Also, inmates who participate in work programs and vocational training are less likely to engage in institutional misconduct, thereby enhancing the safety of staff and other inmates.

In 2001, the Washington State Institute for Public Policy evaluated the costs and benefits

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<sup>1</sup> Federal Bureau of Prisons (1985). PREP: Post Release Employment Project Interim Report, Office of Research and Evaluation, Federal Bureau of Prisons, Washington, DC.

Federal Bureau of Prisons (2000). TRIAD Drug Treatment Evaluation Project Final Report of Three-Year Outcomes: Part I, Office of Research and Evaluation, Federal Bureau of Prisons, Washington, DC.

Harer, M. D. (1995). Prison Education Program Participation and Recidivism: A Test of the Normalization Hypothesis, Office of Research and Evaluation, Federal Bureau of Prisons, Washington, DC.

Saylor, W. G. and Gaes, G. G. (1997). PREP: Training Inmates Through Industrial Work Participation and Vocational and Apprenticeship Instruction. *Corrections Management Quarterly*, 1(2).

of a variety of correctional skills-building programs, and this study was recently updated. The study examined program costs; the benefit of reducing recidivism by lowering costs for arrest, conviction, incarceration, and supervision; and the benefit by avoiding crime victimization.

The study was based on validated evaluations of crime prevention programs, including the BOP's assessment of our industrial work and vocational training programs (the Post Release Employment Project study) and our evaluation of the Residential Drug Abuse Treatment program (the TRIAD study). The "benefit" is the dollar value of criminal justice system and victim costs avoided by reducing recidivism, and the "cost" is the funding required to operate the correctional program. The benefit-to-cost ratio of residential drug abuse treatment is as much as \$3.38 for each dollar invested in the program; for adult basic education, the benefit is as much as \$19.00; for correctional industries, the benefit is as much as \$4.97; and for vocational training, the benefit is as much as \$13.01. The study clearly indicates these inmate programs result in significant cost savings through reduced recidivism, and their expansion is important to public safety<sup>2</sup>.

### **Substance Abuse Treatment**

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

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

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

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

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<sup>2</sup> Aos, Steve, Phipps, P., Barnoski, R. and Lieb, R. (2001) The Comparative Costs and Benefits of Programs to Reduce Crime. Washington State Institute for Public Policy, as updated April 2012.

placement in a residential reentry center, where they will receive transitional drug abuse treatment.

The Residential Drug Abuse Treatment Program (RDAP) offers 500 hours of intensive cognitive-behavioral treatment services delivered within the context of a modified therapeutic community model. Participants in the residential drug abuse treatment program live together in a unit reserved for drug abuse treatment in order to minimize any negative effects of interaction with the general inmate population. In the initial phase of the program, participants complete a psycho-social assessment and an individualized treatment plan is developed, targeting each offender's primary treatment needs. During the course of the 9-12 month program, participants are engaged in interactive treatment groups and meetings which address key recovery skills, including rational thinking, living a pro-social lifestyle, healthy interpersonal relationships, and relapse prevention skills. Residential drug abuse treatment is provided toward the end of the sentence in order to maximize its positive impact on soon-to-be-released inmates.

It is important to note that under our statutory mandate, the BOP is required to provide residential drug abuse treatment to all inmates who volunteer and are eligible for the program. In FY 2007 and FY 2008, the BOP could not meet this requirement due to insufficient funding for program expansion; however from FY 2009 through FY 2012, the BOP was able to provide residential drug abuse treatment to 100 percent of the Federal inmate population eligible for treatment.

Because certain non-violent offenders who successfully complete all components of RDAP are eligible for an incentive of up to one year off their sentence, inmates are strongly motivated to participate. Due to limited capacity, however, inmates receive, on average, only a nine month sentence reduction. The FY 2014 budget request of \$15 million would fund an expansion of RDAP. An expansion of the drug treatment capacity will allow more inmates to participate in the program and earn an early release, thereby reducing crowding and costs. Specifically, such expansion will allow the BOP to treat all eligible inmates and extend the sentence reductions for those who qualify from the current nine months average to the full 12 months allowed by statute.

RDAP in the BOP includes a community transition treatment component to help ensure a seamless transition from the institution to the community. Inmates are monitored and managed across systems by BOP residential reentry management staff and community treatment staff. As part of the community transition, the BOP provides a treatment summary to the community-based treatment provider who will treat the inmate while they reside in the residential reentry center or home confinement. Upon release from BOP custody, a treatment summary from the institution component of RDAP and a termination report from the community treatment provider are forwarded to the supervising U.S. Probation Officer. Participants in community transition drug abuse treatment typically continue treatment during their period of supervised release.



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

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

## **Inmate Work Programs**

Prison work programs teach inmates occupational skills and instill in offenders sound and lasting work habits and a work ethic. All sentenced inmates in Federal correctional institutions are required to work (with the exception of those who for security 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) is one of the BOP's most important correctional programs because it has been proven to substantially reduce recidivism. Approximately 13,100 inmates work in FPI. FPI provides inmates the opportunity to gain marketable work skills and a general work ethic -- both of which can lead to viable, sustained employment upon release. It also keeps inmates productively occupied; inmates who participate in FPI are substantially less likely to engage in misconduct. At present, FPI reaches only 8 percent of the inmate population housed in BOP facilities, which is a significant decrease from previous years. For example, in 1988 FPI employed 33 percent of the inmate population. This decrease is primarily attributable to various provisions in Department of Defense authorization bills and appropriations bills that have weakened FPI's standing in the Federal procurement process.

These factors have resulted in declining sales and have contributed to FPI accumulating losses of more than \$100 million in the last four years. We have continued to undertake extensive cost containing and downsizing measures, including the closure of additional factories and staffing reductions. In the meantime, several steps have been taken to increase inmate employment, such as increasing part time employment and focusing on those inmates who are veterans or who are within their last two years of release.

We are very grateful for the additional authorities provided in the FY 2012 appropriation and are working on the new programs. Regarding the authority granted to FPI to repatriate manufacturing work, FPI has moved expeditiously to secure new business opportunities that are currently or would have otherwise been manufactured outside of the United States. FPI's Board of Directors has approved 17 pilot proposals to date, 10 of which are at varying stages of development. There are currently more than 100 inmates involved in repatriation projects thus far. Should all 10 of the active projects become fully on line, there is the potential to employ

between 300 and 500 additional inmates. These projects include: interior and exterior signage, LED lighting, medical scrubs, solar panels, linens and blankets, lumber wraps, butcher frocks, face hoods, and concealable vest carriers. The FPI Board of Directors previously approved baseball caps, bags, and sacks as pilot repatriation projects, but we have so far been unable to identify a potential vendor. Most recently, FPI sought Board approval to make embroidered caps for Federal government customers (excluding Department of Defense) that would otherwise be produced outside of the United States.

In addition to the approved pilots, more than 17 additional potential opportunities are being evaluated for Board approval. FPI is actively seeking new business opportunities and has created an in-house group to focus exclusively on business development and to address the unique challenges of operating the FPI program.

Regarding the authority granted to FPI to participate in the Prison Industries Enhancement Certification Program (PIECP), FPI has submitted its application to the Bureau of Justice Administration (BJA), and we are expecting to receive approval in the near future. FPI looks forward to participating in the program. FPI will pursue opportunities to utilize this authority once certification is received by BJA.

Although it is necessary that much of FPI's business remain in its supply of goods to the Federal government, sales to Federal government customers have declined in recent years. Thus, the repatriation and PIECP authorities will assist in our efforts to maintain or increase our inmate employment levels during these challenging times, and may potentially help us avoid closing additional factories. For instance, we recently entered into an agreement with a company to manufacture photovoltaic solar panels under the repatriation authority that will allow us to re-open the factory at FCI Otisville. This will employ approximately 65 inmates in the near future.

### **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. At the close of FY 2012, 35 percent of the Bureau's designated population was enrolled in one or more Education or Recreation programs.

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. In FY 2012, 5,902 inmates earned their GED. 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.

We also facilitate vocational training and occupationally oriented higher education programs. In FY 2012, the inmate population completed 19,694 such 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. Life Connections programs are currently operating at FCI Petersburg, USP Leavenworth, FCI Milan, USP Terre Haute, and the Federal Medical Center Carswell.

Inmates who are not eligible for the residential Life Connections Program may volunteer to participate in a modified version of the program called Threshold. This is a non-residential spiritual/values based program taught by chaplains and volunteers over a six to nine month time period. This program is designed to strengthen inmate community re-entry. Currently, 80 institutions are offering Threshold in FY 2013.

### **The Second Chance Act**

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

### **Inmate Skills Development Initiative**

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

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

### **Specific Release Preparation Efforts**

In addition to the inmate programs described above, the BOP provides a Release Preparation Program in which inmates become involved toward the end of their sentence. The program includes classes in resume writing, job seeking, and job retention skills. The program

also includes presentations by officials from community-based organizations that help inmates find employment and training opportunities after release from prison.

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

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

We use Residential Reentry Centers (RRCs) -- also known as community corrections centers or halfway houses -- to place inmates in the community prior to their release from custody in order to help them adjust to life in the community and find suitable post-release employment. These centers provide a structured, supervised environment and support in job placement, counseling, and other services. As part of this community-based programming, some inmates are also placed on home confinement (statutorily limited to 10 percent of an inmate's sentence). They are at home under strict schedules with telephonic or electronic monitoring.

The BOP is implementing a risk-reduction model in RRC programming. Research demonstrates that RRCs are most effective at reducing recidivism for higher-risk inmates, especially those who have demonstrated a willingness to participate in education, vocational training, and treatment programs while they are in BOP institutions. The risk-reduction model recognizes that lower-risk inmates may need fewer RRC services, shorter RRC placements, and instead may transition more rapidly to home confinement; some may be placed directly in home confinement with no time in an RRC. In contrast, higher-risk inmates who have shown they are ready to address their crime-producing behaviors may need longer RRC stays. These changes will not decrease the overall number of inmates who will be placed in RRCs. We anticipate these changes will result in greater numbers of placements in community-based programs and a more effective use of our limited RRC resources.

### **Preventing Radicalization in Federal Prisons**

The BOP takes very seriously the obligation to guard against the spread of terrorism and extremist ideologies within Federal prisons, and has taken substantial steps to address this concern. BOP pursues a policy of containment for the most significant terrorist offenders, using a variety of management controls, including monitoring inmates' social communications; and restricting prisoners' housing and movement. In addition, BOP monitors and records telephonic communication of inmates with a history of, or nexus to, terrorism and shares any relevant information with the FBI, including its National Joint Terrorism Task Force (NJTTF), and other

agencies. BOP operates a dedicated Counter Terrorism Unit that coordinates with the FBI and others. BOP also works closely with the NJTTF to share information and intelligence about these inmates. BOP and FBI jointly developed the Correctional Intelligence Initiative (CII), a national project to detect, deter, and disrupt radicalization and recruiting of inmates in Federal, state, and local correctional agencies. Through its work, the project also helps to develop best practices and coordinate procedures to ensure outside extremist and terrorist groups are universally denied access to prison populations.

### **Conclusion**

Chairman Wolf, this concludes my formal statement. Again, I thank you, Mr. Fattah, and Members of the Subcommittee for your continued support of our agency. As I have indicated in my testimony, the BOP faces a number of challenges as the inmate population continues to grow. For many years now, the BOP has stretched resources, streamlined operations, and constrained costs to operate as efficiently and effectively as possible.

The FY 2014 President's Request will allow us to add bedspace for the growing inmate population and expand drug abuse treatment and other inmate programs to better prepare inmates for transition back to the community. I look forward to working with you and the Committee on this request, and would be happy to answer any questions.