

United States Department of Justice



Federal Prison System FY 2027 PERFORMANCE BUDGET Congressional Submission

Table of Contents

I. Overview

A. Introduction	4
B. Challenges.....	5
C. First Step Act	8
D. Population.....	14
E. Inmate Programs	15
F. Full Program Costs.....	18

II. Summary of Program Changes 19

III. Appropriations Language and Analysis of Appropriations Language..... 20

IV. Program Activity Justification

A. Inmate Care and Programs	21
1. Program Description	
a. Medical Services	22
b. Food Services.....	28
c. Education and Occupational Training.....	28
d. Psychology and Community Mental Health Services	31
e. Substance Use Disorder Treatment.....	32
f. Additional Residential Psychology Treatment Programs.....	34
f. Chaplaincy Services	36
g. Other Reentry Services	37
B. Security/Management and Administration.....	42
1. Program Description	
a. Institution Security and Administration	42
b. Institution Maintenance	44
c. Institution Staff Training.....	44
d. Management Administration.....	45
C. Contract Confinement	47
1. Program Description	
a. Residential Reentry Centers.....	47
b. National Institute of Corrections.....	48

V. Program Increases by Item

A. Staffing Investment Plan... ..	50
B. RRC Expansion Plan.....	54
C. Off-Site Inmate Mail Scanning and Inmate Attorney-Client.....	58
D. Information Technology Modernization.....	62
E. Leavenworth New Construction Facility Start Up Activation.....	65
F. Telehealth ER/Specialty Services Implementation.....	69
G. BEMR Replacement.....	73

VI. Program Offsets by Item N/A

VII. Exhibits

- A. Organizational Chart
- B. Summary of Requirements
- C. FY 2027 Program Increases/Offsets by Decision Unit
- D. Resources by DOJ Strategic Goal/Objective – **NOT REQUIRED**
- E. Justifications for Technical and Base Adjustments
- F. Crosswalk of 2025 Availability
- G. Crosswalk of 2026 Availability
- H-R. Summary of Reimbursable Resources
- H-S. Summary of Sub-Allotments and Direct Collections Resources (Not Applicable)
- 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. Summary of Change
- N. Summary by Appropriation



Federal Bureau of Prisons

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

A. Introduction

The Fiscal Year (FY) 2027 Congressional budget request for the BOP S&E Appropriation totals **\$10,316,671,000** with 34,664 FTEs and 36,163 positions (18,309 Correctional Officer series).

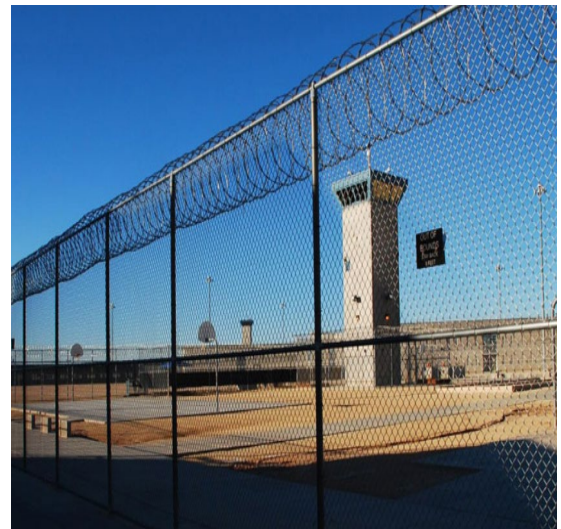
The FY 2027 current services level funds critical base operations, such as increases in employee salaries and benefits, as well as increases in medical, utility, and food expenses. Current services also include an adjustment to incorporate \$1.1 billion in prior year's Working Families Tax Cut Act (WFTCA) funding, as well as \$409.5 million in continuation of the First Step Act (FSA). Full implementation of the FSA remains a priority for the BOP.

The FY 2027 request includes total program increases of \$766.0 million for: Staffing Investment Plan (\$454.7 million); Residential Reentry Center (RRC) Expansion Plan (\$106.9 million); Off-Site Inmate Mail Scanning and Inmate Attorney-Client E-Mail (\$46.0 million); Information Technology Modernization (\$40.3 million); Leavenworth New Construction Facility Start Up Activation (\$32.4 million); Telehealth Emergency Room (ER)/Specialty Services Implementation (\$4.0 million) and Bureau Electronic Medical Record (BEMR) Replacement (\$81.7 million).

In FY 2025, the Working Families Tax Cut Act (WFTCA) provided BOP with \$3.0 billion in support of BOP's Salaries and Expenses program for the recruitment, training, and salaries and benefits of its employees. This funding will help BOP address the persistent and critical hiring and staffing shortages, thereby ensuring the safety of both staff and inmates. The FY 2027 request also dedicates \$1.0 million for BOP to establish an evaluation contract to study the use of currently approved drugs and drug alternatives in Federal execution protocol.

BOP is a vital part of the Federal criminal justice system. Arresting authorities, prosecutors, judges, and community members count on the BOP's employees to ensure that the over 153,000 individuals in its custody are always accounted for, treated humanely and with dignity, and returned to their communities with the training and skills they need to be productive, law-abiding citizens. The requested funding will support corrections professionals who foster a humane and secure environment and ensure public safety by preparing individuals for successful reentry into our communities. This highly skilled, diverse and innovative workforce creates a strong foundation for safety and security. The BOP must carry out its duties while ensuring its employees work in a safe environment and have the tools, training, and support they need.

The BOP was established in 1930 to provide more progressive and humane care for incarcerated individuals, to professionalize the prison service, and to ensure consistent and centralized





Federal Bureau of Prisons

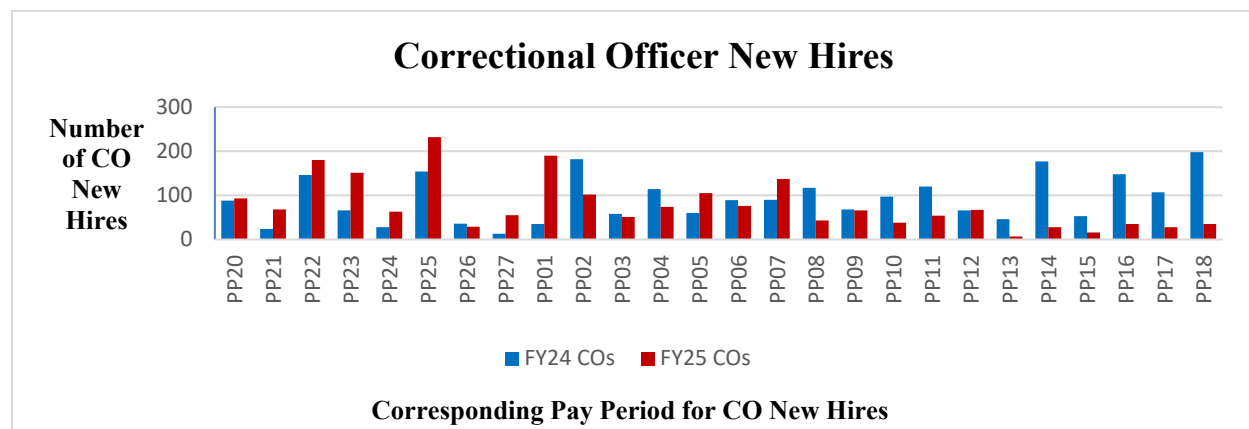
administration of the 11 Federal prisons in operation at that time. Today, the BOP includes 121 institutions, six regional offices, a Central Office, and residential reentry offices that oversee residential reentry centers and home confinement programs. BOP also operates two institution staff training centers, the staff training academy at the Federal Law Enforcement Training Center in Glynco, GA and the Management and Specialty Training Center in Aurora, CO. The Central Office and regional offices provide administrative oversight and support to the institutions and residential reentry offices. BOP protects public safety by ensuring incarcerated individuals 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 individuals to participate in a range of programs that help them adopt a crime-free lifestyle upon their return to the community.

B. Challenges

The challenges that can positively affect or impede progress toward achievement of agency goals are complex and ever-changing. Factors that impact the BOP include general economic conditions, legislation, investigative and prosecutorial initiatives, health care, contraband, technology, and hiring and retaining staff. The BOP continues to streamline operations and increase efficiency to operate as inexpensively and effectively as possible.

Staffing

The BOP staff work around the clock, seven days a week. The BOP is committed to the goal of 100 percent staffing at its facilities Nationwide. To achieve this goal, the BOP put into place several recruitment and retention incentives to attract new applicants for the correctional officer position. Agency-wide there have been over 18,000 external selections made since October 2020. The following chart shows new correctional officers (COs) hired in FY 2024 and FY 2025.



Over the last several years, BOP utilized group retention incentives ranging from 10 to 35 percent for COs and other institution employees at hard to fill locations. However, in FY 2024, to maintain operational capacity, BOP decreased the number of incentives utilized. In addition, BOP further halted initiating any new group recruitment or retention incentives in FY 2025.



Federal Bureau of Prisons

In FY 2026, BOP initiated a new incentive strategy with the passing of the Working Families Tax Cut Act (WFTCA), targeting those positions most difficult to recruit and retain at the most needed institutions, such as: Correctional Officers, Registered Nurses, Psychologists and Special Education Teachers. Notably, incentives are a temporary solution to a greater issue on competitive pay scales for which a Special Salary Rate could help solve permanently.

The most recent line of duty death August 2024, Marc A. Fischer, a BOP employee at USP Atwater, occurred after coming into contact with an unknown substance while handling inmate mail. Further, 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 an inmate stabbed him to death. 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 every staff member is critical to this mission.

All BOP employees, who work in an institution are considered "correctional workers first," regardless of the position to which they are assigned. Because all non-custody staff are correctional workers and receive the same correctional officer training, they can perform programmatic functions (such as those of an educational instructor) without the added presence of a Correctional Officer. This BOP 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 institution 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 available to cover an institution's mission critical custody posts on any given day, institution staff make up the difference by assigning non-custody employees (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, potentially interfering with the BOP's ability to provide some inmate programs.

Contraband and the Use of Technology

Contraband poses a significant and serious risk to BOP employees, the public, and inmates. The prevention of the introduction of dangerous contraband is a complex and evolving challenge. The BOP utilizes security technology to enhance safety and security of its prisons. Evaluations of existing inmates' screening electronic devices are performed to identify whether they are functioning as intended and any needed adjustments or upgrades are implemented. Electronic screening devices for inmates have formed the nucleus of the agency contraband interdiction system for over 15 years. Electronic screening devices for inmates include more established, whole-body imaging, metal detection technologies and newer, emerging security technologies. Examples of emerging security technologies include contraband cell phone identification and mitigation, as well as counter unmanned aircraft systems (drones) identification and mitigation.



Federal Bureau of Prisons

The BOP Office of Security Technology (OST) has a continuous evaluation process in place for all devices that constitute the contraband interdiction system. For example, during FY 2022 through FY 2025, OST evaluated and initiated fleet replacement of whole-body imaging devices after existing devices deployed in 2012 became end of life, were not Windows 10 compliant, and newer technology offered higher fidelity X-ray scans for contraband identification in inmate body orifice.

Currently, OST is evaluating the fixed metal detection system deployed to 20 high security penitentiaries for effectiveness and fleet replacement. During the past five fiscal years (FY 2021-FY 2025), OST has used funding to deploy state-of-the-art detection technology for unauthorized drones that drop dangerous contraband into federal prisons. This electronic device screening program has been particularly effective, resulting in the indictment of several private individuals. Criminal associates of inmates, including those formerly incarcerated, have coordinated these dangerous, drone contraband drops across state and jurisdictional lines and at multiple federal prisons. Further, OST is investigating artificial intelligence technology to enhance baggage scanner threat identification. During FY 2023 – FY 2025, the new generation baggage scanners were acquired and are being deployed to interdict contraband coming in at fixed checkpoints. To address these challenges, the BOP is prioritizing modernization of its existing screening infrastructure, activate existing cell-phone interdiction technologies, expand counter-drone capabilities from detection to full tracking and mitigation, and deploy Artificial Intelligence (AI)-enabled investigative analytics across inmate monitoring systems. Modernization requirements include replacing outdated whole-body imagers, upgrading fixed metal detection systems, enhancing baggage scanners with automated threat recognition, and implementing micro-jamming or managed-access systems capable of blocking unauthorized inmate communications. Drone-interdiction capabilities must evolve to enable tracking, interception, and disabling of hostile unmanned aircraft. Integrating AI into investigative operations is essential for correlating communication data, contraband-trafficking indicators, drone activity, and facility intelligence into actionable insights.

Taken together, evaluating, maintaining, and upgrading the many devices within the BOP's contraband interdiction system is a huge undertaking. When objectively evaluating the BOP contraband interdiction system compared to state and local correctional agency interdiction systems, the BOP continues to set the gold standard.

Medical Staffing

Providing medical care to inmates continues to be a major portion of the BOP's overall spending and is an area that the BOP monitors closely to contain overall costs. As described in the DOJ Office of Inspector General report issued in March 2016, recruitment of medical professionals was one of the Bureau's greatest challenges, and these challenges (a) limit inmate access to medical care, (b) result in an increased need to send inmates outside the institution for medical care, (c) contribute to increases in medical costs, and (d) can affect prison safety and security. Challenges to medical staffing and recruitment are myriad, but significant contributing factors include the following issues.

Most medical school graduates choose medical specialty fields rather than primary care careers because of higher earning potential. However, the BOP overwhelmingly needs primary care



Federal Bureau of Prisons

physicians and is competing with the broader health care industry for a small pool of new primary care graduates.

Other Federal agencies (e.g., the Veterans Health Administration, Department of Defense, National Institutes of Health, etc.) can apply Title 38 compensation standards for higher salaries across all licensed medical disciplines. The Bureau began utilizing a hybrid Title 5/Title 38 pay system in 2016 for psychiatrists, adding physicians and dentists in 2020. The implementation of this hybrid Title 38 pay system yielded positive results, showing an eight percent increase in these three medical disciplines since 2016. However, an eight percent reduction of other medical disciplines not currently receiving Title 38 pay has been noted in this same time frame (e.g., nurses, paramedics, advanced practice providers).

The rural locations of many BOP institutions result in limited local markets for health care professionals, and it can also be harder to attract professionals from outside these areas. Contracting medical services in remote communities is especially challenging and often results in higher costs due to the need to transport inmates with serious medical and mental health problems away from the parent institution.

The BOP is constantly developing strategies to meet its medical staffing needs. BOP is exploring expansion of the hybrid Title 38 pay system to all licensed medical professionals. Additionally, the BOP experienced success in the use of a psychology-based intern program that could be mirrored for medical disciplines to entice, recruit, and retain all licensed medical professions, allowing current medical professionals to serve as preceptors for their respective disciplines while ensuring a steady flow of prospective applicants.

C. First Step Act (FSA)

The implementation of the First Step Act (FSA), enacted on December 21, 2018, remains a priority for the BOP. The BOP's public website for further FSA information is available at <https://www.bop.gov/inmates/fsa/>.

The Risk and Needs Assessment System (RNAS)

The Attorney General's initial publication of a risk and needs assessment system (RNAS) in July 2019 was a key requirement of the FSA. The new risk assessment tool, called the Prisoner Assessment Tool Targeting Estimated Risk and Needs (PATTERN), is designed to predict the likelihood of general and violent recidivism for all inmates. As required by the FSA, PATTERN contains static risk factors (e.g., age and crime of conviction) and dynamic items (i.e., program participation) that are associated with recidivism risk. The PATTERN assessment tool provides predictive models, or scales, developed and validated for males (general and violent) and females (general and violent) separately.

In September 2019, the Bureau convened a needs assessment symposium. Attendees included representatives from the Bureau, Department of Justice (DOJ), and the Independent Review Committee (IRC), as well as academic scholars and correctional leaders representing departments with strong needs assessment systems. As a result of this gathering, 12 clearly defined needs are assessed under Bureau's system. Twelve needs were identified by the expert



Federal Bureau of Prisons

group: Anger/Hostility, Antisocial Peers, Cognitions, Education, Family/Parenting, Finance/Poverty, Medical, Mental Health, Recreation/Leisure/Fitness, Substance Use, Trauma, and Work. A thirteenth need, Dyslexia, is statutorily required by the First Step Act.

In collaboration with the Independent Review Committee (IRC) and DOJ, the BOP published a list of FSA-approved programs that now include 127 Evidence-Based Recidivism Reduction (EBRR) programs and Productive Activities (PAs), the most robust of which are Cognitive Behavioral Therapy (CBT) interventions for mental health, substance use disorders, anger management, and criminal thinking. Literacy and nearly 200 occupational training programs are also widely available, including a collaboration with the Department of Labor (DOL) on a grant initiative (discussed further below) and reentry-focused programs such as parenting are offered at all sites. Every program addresses one or more of the 13 assessed needs. As of March 2026, four (4) Evidenced-Based Recidivism Reduction Programs and eleven (11) Productive Activities) of these programs are faith-based programs which address spirituality in support of the FSA needs. To date, eight (8) of the current FSA Approved faith-based programs were external submissions; one (1) EBRR, Prison Fellowship Academy, and seven (7) PAs, Aleph Correspondence Course, Create New Beginnings, International School of Ministry (ISOM), Celebrate Recovery Inside, Crossroads Prison Ministry, White Bison Medicine Wheel, Prison Fellowship- GROW.

RNAS Re-Validation

The FSA requires the Department to review and re-validate the RNAS on an annual basis. The annual re-validation timeline continues to present challenges, in particular as it relates to the required recidivism analysis. However, BOP, along with its partners, continue to fulfill the annual mandate.

Risk Assessment: PATTERN was developed using a seven-year dataset of Bureau releases, and it was validated as an effective predictor of recidivism over a three-year period in the community. In a research setting, a researcher would normally gather data to re-validate a risk and needs assessment tool approximately three years after a sufficient sample size are released from custody. Until this time, the most appropriate and rigorous analytic plan has been developed to meet the annual FSA re-validation requirement. While this will cause an incongruence in the re-validation processes, the results can serve as an interim estimate of the predictive performance of the RNAS. As the analytic plan evolves, it and subsequent results will be documented in DOJ's annual report to Congress.

The National Institute of Justice (NIJ), in coordination with BOP, continues to complete required annual revalidations of the PATTERN risk assessment tool and most recently released a revalidation report in 2024. BOP is currently utilizing PATTERN version 1.3. NIJ and its consultant researchers continue to identify strategies that attempt to reduce the racial disparities associated with the PATTERN tool.

Similarly to the procedure followed to establish regular assessment and revalidation of PATTERN, NIJ solicited and awarded a cooperative agreement for consultant researchers to conduct the annual review and revalidation of the Bureau's SPARC-13 system.



Federal Bureau of Prisons

In 2024, NIJ published a report on the review and revalidation of SPARC-13. While the authors note that they were not able to assess predictive validity due to the absence of recidivism data, they were able to conduct a range of analyses to inform ten recommendations for consideration the Attorney General. Recidivism data will be collected and analysis in Year 2 of the project, which is ongoing.

FSA Time Credits and Assessment of Inmates' Risk to Recidivate

Bureau policy regarding FSA Time Credits was most recently updated on March 10, 2023. Program Statement 5410.01 CN-2, First Step Act of 2018 – Time Credits: Procedures for Implementation of 18 U.S.C. § 3632(d)(4) governs the application of FSA Time Credits (FTC) for inmates. Section 6 indicates that those eligible for FSA Time Credits earn either 10 or 15 days of credits for every 30-day period they remain in earning status. Earning status is the default for everyone participating in recommended programming, or those registered and waiting to begin upcoming programs. At times, inmates may be unable or unwilling to earn FSA incentives, and they are moved to a temporary non-earning status. This status typically occurs when an individual refuses recommended programming, refuses assessments, is placed in disciplinary segregation, or is in the process of moving to another facility.

As of February 28, 2026, the Bureau population consists of the following FSA assignments within institutions and the community:

- FTC Eligible: 78,973
- FTC Ineligible: 52,153
- Minimum Risk of Recidivism: 15,561
- Low Risk of Recidivism: 56,829
- Medium Risk of Recidivism: 24,242
- High Risk of Recidivism: 33,728

Recidivism Data

The Bureau entered into a cooperative agreement with the International Justice and Public Safety Network (Nlets) and the FBI's Criminal Justice Information Services Division to provide for a limited exchange of criminal history information retrieved by the Bureau to the DOJ Office of Attorney General (OAG). The agreement was designed to assist the DOJ OAG in fulfilling its requirements under the FSA to track and evaluate recidivism rates and to report on the effectiveness of the RNAS in reducing recidivism. To accomplish such tasks, the agreement provides the Bureau with access to FBI criminal history record information necessary to track recidivism outcomes.

Tracking the recidivism of individuals released from prison since the implementation of the FSA is a critical part of measuring the success of EBRR programs and PAs and of validating the RNAS. "Recidivism" is defined as a return to BOP custody or a re-arrest within three years of release from custody. It includes Driving Under the Influence (DUI) and Driving While Intoxicated (DWI) offenses but excludes other traffic offenses.

The recidivism data below accounts for a total of 61,108 FSA-related releases (e.g., Fair Sentence Act, Compassionate Release, Elderly Offenders in Home Confinement, Cares Act,



Federal Bureau of Prisons

PATTERN-based Time Credits, and inmates initially released July 19th due to changes in Good Conduct Time) released cumulatively up to January 25, 2025, and accounts for all re-arrest recidivism up to approximately January 25, 2025. Of those persons:

- There have been 9,660 rearrested for some offense;
- For recidivism rates based on offense type and security level, the data shows that those with up to five years served are slightly less likely to re-offend, and those with 11-15 years served are more likely to re-offend;
- Recidivists were split up between Fair Sentencing Act (1,076), Good Conduct Time Releases (871), Compassionate Releases (821), FSA Earned Time Credits (979), Elderly Offenders in Home Confinement (61), and Cares Act (586). (Some have more than one release reason.) Overall, recidivism rates align very closely with PATTERN risk assessment groups, where those with a score indicating a minimum risk of reoffending also had the lowest number of actual rearrest (5.5 percent), and those in the highest risk group were most likely to be rearrested upon follow-up (51.5 percent); and,
- The overall recidivism rate is 15.8 percent.

The BOP also provides an annual Second Chance Act report to Congress on the recidivism outcomes of released. These reports use a rolling three-year period of recent releases. The FY 2024 report presented recidivism information for 122,748 releases during FY 2017 through 2019. For FY 2019, the overall recidivism rate was 43.8 percent for the FY 2019 cohort.

FSA Incentives

The BOP has long offered incentives for the most intensive programs to encourage inmates to participate. Incentives were expanded under FSA, and when an inmate completes a recommended EBRR in an identified need area, they may earn additional phone minutes, incentive award, incentive event, transfer nearer to home, preferred housing, or additional visitation.

Expansion/Enhancement of Programs

The BOP's philosophy is reentry preparation begins on the first day of incarceration. Our institutions offer a variety of standardized programs to address criminogenic needs related to education, employment, substance use and mental health to assist with a successful transition to the community. Specialized treatment programs are offered for special populations, including but not limited to, sex offenders, women, aging offenders, and individuals with co-existing disorders.

The BOP has established new program opportunities under the First Step Act. There are 127 EBRRs and PAs in the FSA Approved Programs Guide to assist inmates with their individualized needs to include:

- Literacy programs
- Apprenticeship training
- Certification course training
- Career and technical education
- Post-secondary education
- Mental health and substance use treatment
- Criminal cognition remediation



Federal Bureau of Prisons

- Anger management
- Special population services (i.e., career development for women and veterans, targeted family programming, nutrition, health, and sexual safety)
- Parenting
- Faith based programs (accommodate 28 congregant faith groups)

Using FSA-allotted funds, the BOP created 35 institution-based positions to deliver program specific to the needs of women designed specifically for women and programming for members of special populations at correctional complexes. The BOP also offers specialized programming for veterans, parents, prenatal and postpartum women, individuals who are aging, and persons living with disabilities. The BOP developed and implemented initiatives such as Life Skills Laboratories to teach practical living skills to inmates with the greatest needs; providing STEM career technical education for female offenders; doula services for individuals who are pregnant; doula training for participants who volunteer; and modernizing the inmate education platform to include the use of tablets to make more programs accessible. The BOP also offers thirteen faith-based or spiritually driven programs focused on mentorship, life skills, prosocial choices, interfaith dialogue, cooperation, and emotional understanding.

Additionally, the BOP is engaged in the White House Make America Healthy Again (MAHA) initiative. To support the MAHA initiative, existing hydroponic and horticulture programs are being expanded to increase production and internally source fresh produce for consumption by the inmate population. Institutions offering hydroponics include FCI Berlin, FPC Bryan, FCI Estill, FCC Hazelton, FCI Herlong and FCI Oxford. Institutions with horticulture programs include FCI Ashland, FCC Butner, FCC Coleman, FCI El Reno, FCI Greenville, FCC Hazelton, USP Lee, FMC Lexington, FCC Lompoc, FCI Otisville, FCI Sheridan, FCI Waseca and FCI Yankton.

To assist students with choosing appropriate educational paths for career and technical education purposes, the BOP onboarded School Counselors at FCI Atlanta, USP Canaan, FMC Carswell, FCC Coleman, FCC Hazelton, FCC Oakdale, FCI Pheonix and FCC Yazoo City. School counselors provide individual student academic planning and goal setting, administer and interpret career interest inventories, assist the population with career development and workforce readiness, and provide classroom lessons that focus on success standards for reentry purposes. Additionally, to onboard additional qualified employees, an Offender Employment Specialist position is being created to reinforce and provide continuity of planning for a successful Reentry and transition back to society.

The BOP collaborates with the DOL on the Partners for Reentry Opportunities in Workforce Development (PROWD) grant initiative which provides the delivery of mentoring, coaching, employment and training programs and supportive services to returning citizens. Through this initiative, students have the opportunity to integrate into their communities and reduce the possibility of recidivism. Eighteen states have been awarded grants to include Pennsylvania, California, Illinois, Arizona, North Carolina, Michigan, Minnesota, Alabama, Colorado, Kansas, Mississippi, Montana, New York, Tennessee, Texas, Washington, West Virginia and the District of Columbia. All states provide employment preparation and assistance near the end of an inmate's incarceration, and they continue to provide services while residing at Residential



Federal Bureau of Prisons

Reentry Centers (RRCs), on home confinement and while in the community. Since inception, over 1,700 individuals have completed stage one of the PROWD program while incarcerated.

Given the large number of current approved FSA programs, the BOP enhanced their approach for evaluating both internal and external FSA program submissions through the establishment of the First Step Act Program Review Committee (PRC). This committee is responsible for conducting an impartial review of all materials submitted for consideration as Evidenced-Based Recidivism Reduction programs (EBRRs) or Productive Activities (PAs.) The PRC collaborates closely with program submitters to assess whether the proposed programs effectively address criminogenic needs, align with the objectives of the FSA, and have evidence to reduce recidivism risk. The outcome of this thorough evaluation, combined with a unanimous vote from the PRC, ultimately determines the program's eligibility to be implemented as an approved FSA Program. In addition to reviewing new submissions, the PRC is responsible for the ongoing maintenance and auditing of existing approved programs, identifying areas for additional programming opportunities, and ensuring the delivery of these programs is offered by qualified staff, volunteers, or contractors. One area of special focus for staff is the implementation of an agency wide de-escalation skills program, which is required by the FSA. This program provides eight hours of training to every employee on managing stressful or conflictual situations with inmates to de-escalate situations in a safe and respectful manner, with specific content on working with those who may have a mental illness. Lastly, using FSA funds, the BOP awarded several contracts for outside researchers to perform evaluations of BOP programs, including its suite of substance use treatment programs.

Residential Reentry Centers

The BOP operates 155 separate Residential Reentry Center (RRC) locations under 141 competitive contracts and 17 Intergovernmental Agreements to provide RRC services. Since the passage of the FSA, the BOP has increased its contractual capacity by 1,488 placements. Additional growth in this area will occur over time as inmates become eligible to accumulate more program credits towards time in community placements.

Transfers Closer to Home

Since January 1, 2019, the BOP considers and approves nearer release transfers to place inmates in facilities nearer to their intended communities of release. The following table shows the number of releases each year, along with the average number of releases per month. Nearer release transfers are considered 12-18 months before the end of an inmate's sentence.

Calendar Year	# Nearer Release Transfers	Average # Each Month
2019	2,073	173
2020	1,410	118
2021	2,526	210
2022	1,348	112
2023	1,880	157
2024	1,630	136
2025	2,504	209



Federal Bureau of Prisons

D. Population

As of March 18, 2026, the BOP inmate population was over 153,000. The BOP also assumes that the number of inmates transferred to home confinement in FY 2027 will continue to increase. In addition, the BOP has automated the calculation of earned time credits for inmates that participate in FSA activities, which can be used towards early release, and the BOP continues to review cases of inmates that are requesting compassionate release.

To inform and improve strategic, operational, and management decision-making, the BOP updated the calculation for available beds in each institution. During 2022, the BOP conducted a bed audit to determine physical capacity and calculate a more accurate verification of total beds at each institution to improve population management decision-making. Physical capacity counts each cell as double occupancy unless security or program needs deem otherwise. In addition, physical capacity supports informed population management and helps the BOP “right size” facilities by removing additional beds in non-inmate housing areas.

The BOP also assesses bedspace to improve bed usage and crowding across institutions. For example, such an assessment may be necessary in the event an institution sustains significant damage during a hurricane or must close a housing unit due to infrastructure repairs. Further, part of this assessment will account for specific beds with a specific purpose. For instance, inmates participating in the Bureau Rehabilitation and Values Enhancement (BRAVE) program, a cognitive behavioral, residential treatment program for young males, have dedicated beds separate from the general population. The following chart illustrates actual population and projections, by security level, through FY 2027.

BOP Institution Security Level	FY 2023 Actual Population	FY 2024 Actual Population	FY 2025 Actual Population	FY 2026 Projected Population	FY 2027 Projected Population
High	17,820	16,563	16,751	16,876	17,118
Medium	49,299	48,314	46,238	46,584	47,253
Low	47,332	49,313	49,699	50,071	50,789
Minimum	14,377	15,270	14,411	14,519	14,727
Total – without Admin	128,828	129,460	127,099	128,050	129,887
Admin	15,021	15,366	15,088	15,200	15,419
Total – with Admin	143,849	144,826	142,187	143,250	145,306
Contract Confinement	14,575	14,038	13,083	13,181	13,370
Total Federal Prison Population	158,424	158,864	155,270	156,431	158,676

For FY 2026 and FY 2027, the BOP currently projects the inmate population to sustain levels similar to FY 2025. While the BOP continues implementation of the First Step Act, to include increased incentives, there have also been investments to combat violent crime by the Department of Justice that have consistently added to, or sustained, the prison population within BOP institutions each year.



Federal Bureau of Prisons

The Budget assumes that the number of inmates transferred to home confinement in FY 2026, FY 2027, and beyond will continue to increase due to applicability of federal time credits to Residential Reentry Centers and home confinement. In addition, the BOP has automated the calculation of earned time credits for inmates that participate in FSA activities, which can be used towards early release, and the BOP continues to review cases of inmates that are requesting compassionate release.

E. Inmate Programs

The BOP has a responsibility to provide those in our care with opportunities to participate in programs that can afford them 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 programs for individuals in our care to address reentry needs, including work, literacy, career and technical education, mental health and substance use treatment, observance of faith and religion, 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.

With the First Step Act (FSA), the BOP is able to expand capacity in these programs that provide individuals in its care with the education and skills that will assist them as they reenter into their communities upon release. Each year, nearly 44,000 inmates in the care and custody of BOP return to their communities. Most need job skills, career training, education, counseling, and other assistance such as treatment for substance use disorders, anger management, parenting skills, and linkage to community resources for continuity of care for successful reentry into society.

Mental Health Treatment

The BOP offers mental health services throughout an individual's incarceration. This begins with intake, which assesses an individual's mental health history and needs and, in coordination with the needs assessment, may result in recommendations for specific treatment to address mental health needs (e.g., mental illness, substance use, trauma). Following the intake, mental health treatment may take the form of planned recurrent care driven by a treatment plan such as individual therapy, group therapy, residential treatment programs, or inpatient care. However, many individuals also receive intermittent care for short term needs such as grief, crisis, or brief adjustment issues. All BOP institutions have robust suicide prevention programs that screen for suicide risk, train staff to make referrals to mental health clinicians, and use standardized assessment protocols.

Substance Use Treatment

The BOP's substance use treatment strategy includes a required drug education course, non-residential and residential drug use disorder treatment, medication-assisted treatment, Female Integrated Treatment (FIT) program, and community transition treatment. Inmates are strongly motivated to participate residential substance use treatment 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 2025, 10,688 individuals participated in Residential Drug Abuse Treatment. Further, the BOP has expanded medication-assisted treatment (MAT) for



Federal Bureau of Prisons

individuals with opioid use disorder. During FY 2025, 14,991 individuals participated in MAT services.

Inmate Work Programs

Institutional work programs teach inmates occupational skills by instilling a sound work ethic with lasting habits. All sentenced inmates in Federal correctional institutions are required to work (except for 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 with 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 successful correctional programs, as it has been proven to reduce recidivism by 24 percent. FPI keeps inmates productively occupied and reduces the likelihood of misconduct.

Education and Recreation Programs

The BOP defines education as a comprehensive framework which includes literacy development, college and career readiness, and leisure time engagement. Institutions offer General Educational Development (GED) classes, adult continuing education (ACE), Career and Technical Education (CTE) training, and post-secondary education opportunities. Students who do not possess a verifiable high school diploma or equivalency are required to enroll in the literacy program to make progress toward earning a high school equivalency credential during their incarceration.

Recreation and positive leisure time activities not only reduce idleness amongst the population, but they are also essential to promoting physical and mental well-being and relieve stress and tension within the institution. Structured activities improve behavior, strengthen pro-social skills, and contribute to a safer environment for both employees and the inmate population by decreasing misconduct and conflict. Additionally, effective recreation programs support overall correctional goals by reinforcing accountability, teamwork, and healthy coping strategies that contribute to institutional stability and long-term rehabilitation.

Chaplaincy Programs

All incarcerated individuals have access to religious observances and worship based on their identified faith traditions through full-time agency Chaplains, contracted religious service providers, and community chapel volunteers. Religious accommodation is provided to 28 congregant inmate faith groups and countless individual inmate religious practitioners.

Chaplaincy Services partners with the Intelligence and Counter Terrorism Branch to prevent inmate radicalization under the guise of religious extremism post 9-11 through best correctional chapel security practices and programming to foster healthy religiosity across faith lines. In addition, Chaplaincy Services also offers pastoral care, spiritual counseling, emergency notifications, grief care, crisis intervention, and faith-based FSA reentry programming. EBRR FSA chapel faith-based reentry programs include the residential Life Connections Program and the Prison Fellowship's Academy program as well as the non-residential Threshold and the Faith-Based Conflict Management programs. As of February 2026, the BOP also offered



Federal Bureau of Prisons

a variety of chapel FSA PAs including Houses of Healing, Embracing Interfaith Cooperation, the Aleph Institute's Correspondence Course, International School of Ministry, Doing Time, Celebrate Recovery Inside, Crossroads Prison Ministry, White Bison Medicine Wheel, as well as Prison Fellowship's Creative New Beginnings, and Grow Program. Additional faith-based programming and partnerships with the Prison Seminary Foundation, Kairos, Alternatives to Violence Project, TOPUCU, Channel Moms and others are also being considered by the agency.

Chaplaincy Services also leveraged FSA funded initiatives for further reentry impact. For instance, in 2026, chapel video conferencing (VTC) workshops were offered to federal inmates across the country featuring Jehovah Witness, Buddhist, Catholic, Native American, Protestant Christian, Muslim, and Jewish faith presenters using FSA funded VTC equipment. By the end of 2026 Q1, 90% of all agency sites with FSA funded VTC equipment were participating in the chapel VTC programming. Likewise, the FSA longitudinal research study of EBRR residential Life Connections Program and Threshold Programs continued. Lastly, the FSA funded Community Reentry Network (CRN), the national database of vetted faith-based organization that service post release reentry needs for inmates and returning citizens has grown to have 5,900 active organizations within its web site of crn.reentry.gov and posted listing on Trulincs (electronic bulletin board) for BOP inmates.

Specific Release Preparation Efforts

In addition to the wide array of programs described above, the BOP provides a Release Preparation Program that inmates participate in as they approach release. 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 with employment and training opportunities after release from prison. The BOP has established employment resource centers at most institutions 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, Work Release Centers and Day Reporting Centers

The BOP uses Residential Reentry Centers (RRCs) — also known as community corrections centers, or formerly as “halfway houses”, Work Release Centers (WRCs) and Day Reporting Centers (DRCs) (non-residential) — to place inmates within the community prior to their release from custody 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. As part of this community-based programming, some individuals are also placed on home confinement, which for some, is statutorily limited to 10 percent of a sentence or 6 months, whichever is shorter. Certain individuals under the FSA may be placed in the community for a longer period if they earn Federal Time Credits as described in the First Step Act discussion above. Any Federal Time Credits earned may be used toward home confinement, allowing for such placement to exceed the 10 percent or 6-month limitations previously in place. Individuals placed in home confinement are given strict schedules to maintain adherence to which is telephonically or electronically monitored.



Federal Bureau of Prisons

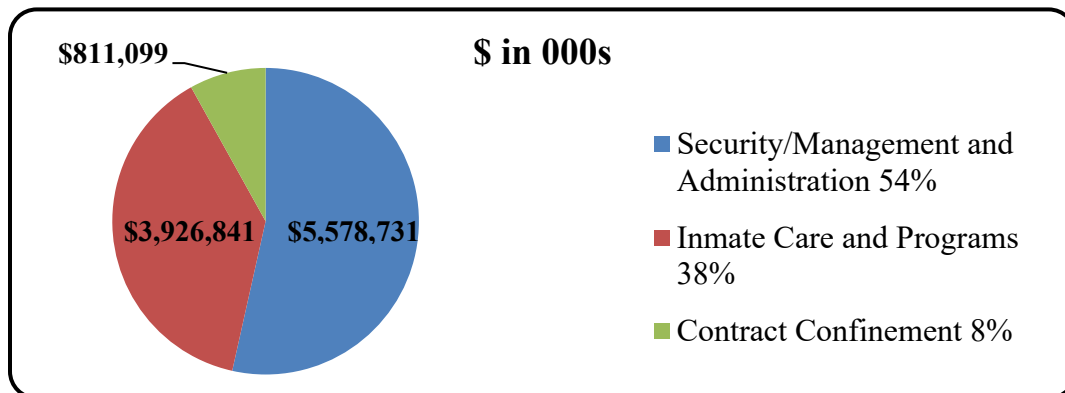
RRCs and DRCs are further utilized by the Administrative Office of the US Courts (AOUSC) as an intermediate sanction for noncompliance by individuals under supervision. Community confinement within a RRC or additional programming at a DRC is an alternative sentencing option for the courts. The utilization of RRCs and DRCs by the AOUSC is funded by the BOP.

F. Full Program Costs

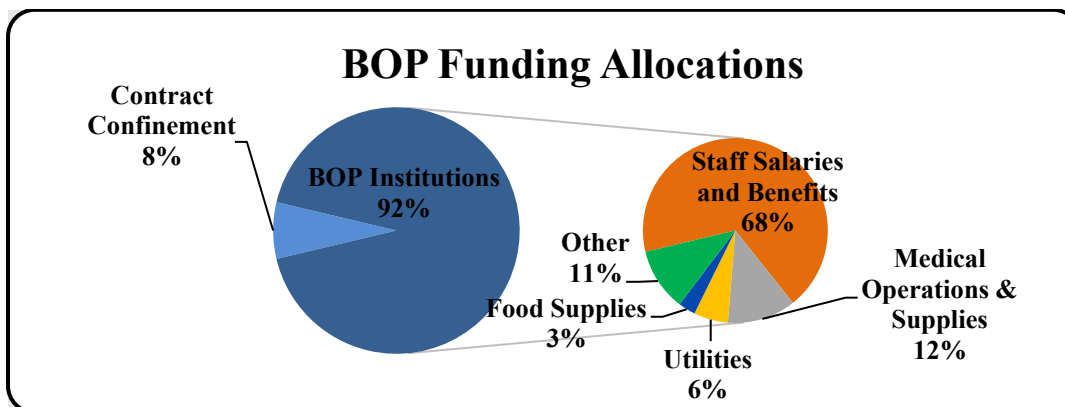
FY 2027 Total Bureau of Prisons Request by Decision Unit

In FY 2027, the BOP is requesting a total of \$10,316,671,000, with 36,163 positions and 34,664 FTEs for the S&E appropriation.

FY 2027 Budget Request by Decision Unit



The BOP's budget proposal emphasizes efficiency, effectiveness, and quality while focusing on meeting the changing needs of the American justice system. Operating the Nation's largest prison system, the BOP's top priority is to focus on the safety and security of employees, inmates, and communities. The chart below depicts BOP's planned FY 2027 allocation for requested funding:





Federal Bureau of Prisons

II. Summary of Program Changes

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

Item Name	Program Change Details			
	Description	Pos.	FTE	Dollars (\$000)
Staffing Investment Plan	Inmate Care and Programs/Security/Management and Administration/Contract Confinement – The BOP requests funding to pursue the increase of salaries for all primary law enforcement positions.	0	0	454,700
RRC Expansion Plan	Contract Confinement – The BOP request funding to expand the BOP’s RRC capacity and associated contract oversight support in high-need geographical regions.	43	22	106,918
Off-Site Inmate Mail Scanning and Inmate Attorney-Client E-Mail	Security, Management and Administration - The BOP requests funding to implement two electronic infrastructure improvements to address mail scanning process and attorney-client email system.	8	4	46,020
Information Technology Modernization	Security/Management and Administration – The BOP requests funding to modernize information technology equipment throughout the agency.	0	0	40,278
Leavenworth New Construction Facility Start Up Activation	Inmate Care and Programs, Security Management and Administration – The BOP requests funding to support the activation process of the newly constructed Federal Correctional Institution and Federal Prison Camp Leavenworth.	67	34	32,423
Telehealth ER/Specialty Services Implementation	Inmate Care and Programs – The BOP requests funding to implement a tele-triage program and expand the use of telehealth.	0	0	4,000
BEMR Replacement	Inmate Care and Programs – The BOP requests funding to replace the Bureau Electronic Medical Record (BEMR).	9	5	81,700
Total Program Changes		127	65	\$766,039



Federal Bureau of Prisons

III. Appropriations Language and Analysis of Appropriations Language

Appropriation Language

The FY 2027 Budget Request includes proposed changes in the appropriations language listed and explained below.

Federal Prison System

Salaries and Expenses (Including Transfer of Funds)

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, \$10,316,671,000: Provided, That not less than \$409,483,000 shall be for the programs and activities authorized by the First Step Act of 2018 (Public Law 115–391), of which up to \$20,000,000 may be transferred to and merged with the "Buildings and Facilities" appropriation for construction activities in support of programs authorized by the First Step Act of 2018: Provided further, 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 until September 30, 2028 for necessary operations: Provided further, That, of the amounts provided for contract confinement, not to exceed \$20,000,000 shall remain available until September 30, 2028 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.

Analysis of Appropriation Language

Substantive changes in the Budget compared to FY 2026 enacted appropriation language are: (1) the addition of \$20 million transfer authority from S&E FSA funding to the B&F account, (2) the exclusion of language directing 2 percent of FSA funding transfer to OJP-NIJ for FSA evaluations, (3) The Budget adjusts the period of availability from no-year to two-year money to support more efficient and timely obligation of resources and (4) the exclusion of language prohibiting transfers to the Department of Labor.



Federal Bureau of Prisons

IV. Program Activity Justification

A. Inmate Care and Programs

Inmate Care and Programs	Direct Pos.	Estimate FTE	Amount
2025 Enacted	12,797	11,828	3,433,058
2026 Enacted	12,797	12,151	3,213,526
Adjustments to Base and Technical Adjustments	0	196	580,052
2027 Current Services	12,797	12,347	3,793,578
2027 Program Increases	34	17	133,263
2027 Request	12,831	12,364	3,926,841
Total Change 2026-2027	34	213	713,315

1. Program Description: Inmate Care and Programs

BOP is committed to effectively using its resources to provide maximum benefit to society. Thus, BOP relies upon empirical research to determine which programs are effective in accomplishing their objectives. 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 U.S. 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/Occupational Training, Substance Use Treatment, Religious and Psychological Services).

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

Program Area (\$ in thousands)	FY 2024 Actuals	FY 2025 Actuals	FY 2026 Estimates	FY 2027 Estimates
Food	\$494,743	\$488,084	\$496,512	\$523,951
Medical	\$1,470,721	\$1,583,802	\$1,583,242	\$1,656,892
Unit Management	\$701,696	\$685,958	\$699,677	\$713,671
Substance Use Treatment	\$217,445	\$221,794	\$226,229	\$230,754
Education	\$175,612	\$160,810	\$179,124	\$182,706
Psychology Services	\$365,498	\$372,808	\$380,264	\$387,869
Chaplaincy Programs	\$58,756	\$57,416	\$58,564	\$59,735



Federal Bureau of Prisons

A team of multi-disciplinary staff (i.e., Unit Manager, Case Manager, Correctional Counselor and 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 these staff engage with all the disciplines to gather information to share with inmates for individualized services delivery. Regular and consistent interaction between inmates and staff provides better communication and understanding of inmate needs.

Under the First Step Act, all inmates are administered a risk and needs assessment when they begin serving their sentences. These tools are used to determine how each inmate will benefit from services. Staff then collaborate with the inmates to choose the programs and services best aligned with their needs to reduce their chances of reoffending or relapsing. Professional staff across disciplines, but particularly in Psychology Services, Education, Women and Special Populations, and Chaplaincy, deliver programs of differing intensities with fidelity to address areas in need of remediation, alleviate symptoms, and teach new skills. Ancillary services, such as support groups and self-service reentry resource libraries, are also available.

a. Medical Services (Inmate Health 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 specialty care at community facilities. Onsite services include:

- Health screening on admission to identify infectious conditions, urgent medical and mental health needs including suicide risk, substance use disorder history, 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 manage chronic diseases (e.g., diabetes, asthma, congestive heart failure, etc.) 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 including telehealth services.
- On-site and telehealth appointments with outside medical consultants.
- 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.



Federal Bureau of Prisons

Seven BOP facilities are medical centers that house both seriously ill and general inmates. All seven medical centers offer 24-hour care units providing a variety of specialty services to include:

- Dialysis services for offenders with chronic renal failure
- Oncology 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
- Wound Care
- Rehabilitation Services
- Long-term ventilator-dependent management
- Dementia care
- End-of-life care
- Long-term nursing care to manage seriously ill offenders needing help to perform activities of daily living.

Opioid Use Disorder (OUD)

Medication treatment for inmates diagnosed with OUD is a focus of the BOP. In 2019, the BOP initiated expansion of OUD treatment to include all FDA-approved medications currently available in the United States (i.e., buprenorphine, methadone, naltrexone). First Step Act positions have been allocated to several BOP facilities to support the expansion of treatment services. Currently, the BOP has identified 273 positions dedicated to OUD treatment.

In FY 2025, the BOP spent approximately \$30.1 million on medications for OUD. As of March 2026, 5,675 patients are receiving treatment for OUD at BOP facilities. The BOP estimates as much as 10 percent of the current population may benefit from these services in the future.

Participation in the National HIV/AIDS Strategy

DOJ is designated as one of the executive agencies responsible for developing and implementing the National HIV/AIDS Strategy. 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. The 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 life-saving medication regimens.

Health Care Personnel

BOP employs or contracts licensed and credentialed health care clinicians, technicians, health administration experts and ancillary support staff to deliver its scope of services. Most 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.



Federal Bureau of Prisons

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.

Continuity of Care during Community Reintegration. BOP provides inmate services that develop social competency and meet basic social and health needs during incarceration, as well as transitional links that bolster successful reintegration into the community. This includes assisting offenders to enroll in government benefit programs, find appropriate housing, identifying provider networks that offer needed health services, coordinating care with the United States Probation Office, and developing discharge plans that document continuity of care needs. Additionally, all inmates have access to either an institution or regional social worker who provides additional services to other care levels and populations based on inmate request or referral.

Social Work Services. BOP acts as a health and social services safety net for a subpopulation of Federal offenders who may lack the knowledge and skills to navigate community resources and access basic life-sustaining services. The variation in community systems and programs makes it difficult to standardize training for releasing offenders. The BOP continues its professional social work services to link 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.

Harm Reduction. The BOP has implemented medical programs to reduce risk to inmates. These programs include:

- *Pre-Exposure Prophylaxis.* To aid in the effort of reducing the number of new HIV infections, the BOP has implemented a program in which inmates at high risk of acquiring HIV upon release to the community are offered Pre-Exposure Prophylaxis (PrEP). Inmates choosing to begin PrEP will be sent with up to 90 days of PrEP medication upon release and community resources information to continue PrEP after release is provided. This program is also part of the National HIV/AIDS Strategy.
- *Naloxone availability.* The BOP has implemented a program to allow access and administration of naloxone by all BOP staff in situations involving possible opioid overdoses. Mandatory naloxone administration training for all staff has been developed and is part of this program. In addition, BOP offers inmates the ability to receive naloxone upon release from BOP managed institutions.
- *Aging Offender Population.* The average age of offenders in BOP-managed facilities is 36 years. Approximately 45 percent 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 likely increase proportionately. The FSA expanded a pilot program for



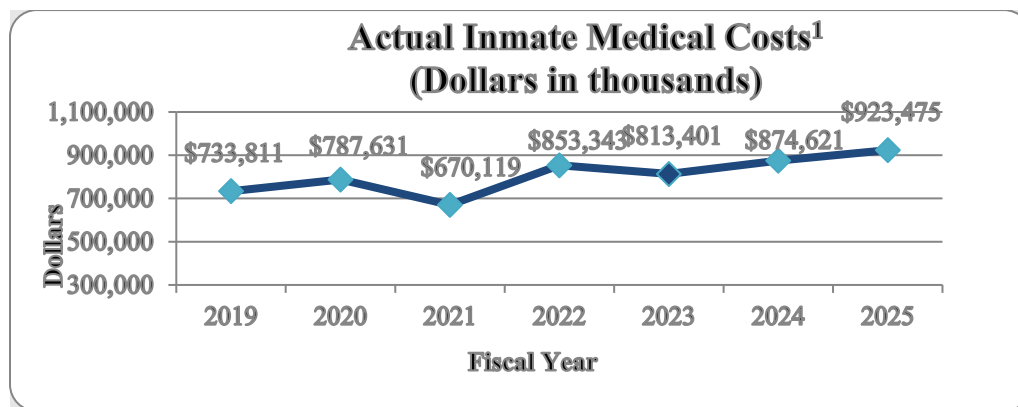
Federal Bureau of Prisons

eligible elderly and terminally ill offenders to be transitioned to home confinement as part of a pilot program. Currently, there are 7 individuals in this program.

Health Care Cost Containment

To the extent possible, the BOP is committed to containing health care costs. Over the last decade, the BOP's medical care costs have steadily increased through FY 2020, however, FY 2021 experienced a decrease due to residual COVID-19 pandemic effects. From 2020 through 2021, the impact of Covid-19's limiting access to community preventative healthcare and specialized community services, which affected the entire country and not just corrections, are yet to be fully understood.

The BOP proactively recognized when regular access to community healthcare resumed and developed several strategic initiatives and operational systems designed to contain health care costs, all while increasing access to care to meet this backlog. The actual inmate medical costs in FY 2025 were \$923.5 million, excluding medical staff salary expenses.



¹Inmate medical costs depicted in chart above exclude medical staff salary expenses.

Strategic Cost Containment Initiatives

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 Veterans Administration added the BOP to its contract (i.e., Medline, Inc.) for its medical/surgical supplies Prime Vendor Program. The BOP now participates in both Prime Vendor Programs for pharmaceuticals and medical supplies.

Operational Cost Containment Systems

Pharmacy Management. Pharmaceutical costs in the United States rise annually as new drugs are developed, and market forces favor manufacturers. BOP contains costs through several best practices:

- The BOP developed a Joint Procurement memorandum that provides additional guidance and training for staff to ensure the purchasing of pharmaceuticals is completed in the most cost-efficient manner.
- The BOP participates in strategic sourcing initiatives by leveraging the combined purchase requirements with the Department of Veterans Affairs (DVA), Department of



Federal Bureau of Prisons

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.

- The BOP leverages the DVA Prime Vendor Program to purchase medications at the current discount of 12 percent.
- The BOP adheres to recommendations of the National Pharmacy & Therapeutics Committee, which updates the BOP National formulary semi-annually to ensure the BOP uses the most efficacious, safe and cost-effective therapies.

Central Fill and Distribution. The BOP has instituted a centralized fill and distribution (CFAD) to provide mail order pharmacy services to facilities with low prescription volume/low acuity. CFAD also coordinates shipment of high-cost and/or complex medications such as vaccinations and medication for HIV and Hepatitis C. Purchasing these items in bulk and shipping through CFAD allows approximately \$1.0 million in cost avoidance annually.

Continued transformation of pharmacy services. Over the past few years, pharmacist clinical programs have expanded to provide additional patient care with Collaborative Practice Agreements (CPAs). These services resulted in significant cost avoidance for the BOP through improved efficiencies of physician services and improved patient outcomes resulting in decreased patient care costs.

Telehealth Services. BOP leverages telehealth services to deliver specialty medical services, as well as primary care to institutions, thereby improving access to care, while reducing overall medical costs, delays in care, and security risks associated with escorted trips to community facilities. Delivery of health services through the BOP's telehealth program takes many forms.

The BOP has incorporated telehealth services at several additional facilities during FY 2025, resulting in a 92 percent increase of specialty care encounters (consults) from 3,518 in 2024 to 6,727 in 2025. These services included over 30 different specialty telemedicine services. Below are the figures for the top ten facilities utilizing telehealth.

INSTITUTION	2025 Telehealth Encounters	2024 Telehealth Encounters
FMC Lexington	1,422	1,336
FMC Fort Worth	805	73
FMC Butner	614	7
FCC Coleman	566	198
FMC Carswell	420	0
FMC Springfield	397	502
FCC Allenwood	361	308
FMC Fort Dix	355	17
FMC Rochester	285	267
FCC Forrest City	262	13



Federal Bureau of Prisons

For the first time in the history of the BOP, tele-triage was implemented at one facility in November 2025 and has been expanded to 3 additional facilities since then. As a result, over 70 percent of the tele-triage encounters resulted with the inmate being treated at the facility, avoiding a costly and labor-intensive medical trip.

Through telehealth services, internal BOP providers can deliver primary care medical services to remote locations:

- BOP psychiatrists remotely manage psychotropic medications for inmates at BOP-managed institutions.
- BOP dietitians 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.

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 laboratory information system helps reduce medical errors and expedite availability of lab results for timely clinical decisions and care. Additionally, the BOP continues to explore and implement emerging technologies such as advanced data analytics including predictive modeling, continuous glucose monitoring, insulin pumps, and Holter monitors where these technologies can improve the overall healthcare of inmates while improving efficiencies and reducing costs.

The BOP assigns each inmate and each BOP facility a care level (i.e., care level 1 is essentially healthy; care level 2 is stable chronic conditions; care level 3 is chronic conditions with manageable complications; care level 4 is needed for continuous nursing care). This medical classification system enables optimal resource management as well as identifies the locations with supporting community medical resources. The BOP monitors also hospitalized inmates resulting in 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. Through monitoring of hospitalized inmates, the BOP will be able to better understand the impact of catastrophic health care events on the health care budget and decision making.

Further, the BOP has implemented a National Secondary Laboratory testing contract. By bringing in all facilities under one contract, the BOP can get lower pricing by larger volumes, standardizes specific tests ordered to ensure Utilization Management and allows direct reporting of test results into the Bureau Electronic Medical Record system (BEMR). All these changes will directly reduce costs associated with ordered, processing, tracking, and uploading of laboratory results into the medical record nationwide.



Federal Bureau of Prisons

b. Food Services

Since 2008, the BOP has used a national menu, approved by BOP Executive Staff, 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. The BOP estimates in FY 2026 and FY 2027 will serve approximately 157 million meals, which is nearly 430,000 meals per day and over three million meals per week.

c. Education and Recreation Programs

The BOP defines education and recreation as a comprehensive framework which includes literacy development, college and career readiness, and leisure time engagement. Institutions offer General Educational Development (GED) classes, , adult continuing education (ACE), career technical education (CTE) training, post-secondary education, wellness, leisure time and hobby craft opportunities. As of December 6, 2025, 31 percent of the designated offender population was enrolled in one or more education/recreation programs. The BOP's Office of Research¹ has found that participation in education programs leads to a 16 percent reduction in recidivism by offenders who participate in these programs.



¹ Prison Education Program Participation and Recidivism: A Test of the Normalization Hypothesis (1995). The BOP's Post Release Employment Study demonstrates that occupational training programs decrease recidivism. The Differential Effect of Industries and Vocational Training on Post release Outcomes for Ethnic and Racial Groups: Research Note. Corrections Management Quarterly, 5(4), 17-24. W. Saylor and G. Gaes (2001).



Federal Bureau of Prisons

With few exceptions (i.e., pretrial offenders and sentenced deportable aliens with confirmed orders of deportation), the BOP requires inmates without a verified high school diploma or high school equivalency (HSE) credential to enroll in a literacy program. There are approximately 11,644 students enrolled in HSE programs. The BOP HSE curricula is standardized to ensure students receive the same instruction at all institutions regarding the knowledge and skills needed for students to progress from basic literacy through attainment of the high school equivalency credential without any deviation from program location.



Special Education Teachers at Bureau facilities ensure students with learning needs are afforded accommodations, interventions, and modifications within all classes to ensure their success. All offenders are screened for disabilities, and specialized dyslexia assessment and programming is offered. Each institution has implemented the Barton Reading and Spelling System as part of its compliance with First Step Act requirements for providing an evidence-based, research driven, intervention program to remediate the condition of dyslexia.

The BOP offers approximately 240 Career Technical Education (CTE) programs. These training programs offer a range of vocational interests and skill levels. These programs include exploratory and marketable career classes, industry recognized certification pathways, college accredited programs, and intensive apprenticeship opportunities aligned with community and industry standards. Many programs culminate in the attainment of standardized credentials within the trade or occupational field. To further support CTE development, the BOP employs School Counselors and will soon advertise for Offender Employment Specialists at various institutions to assist students in identifying and enrolling in CTE programs which align with their strengths, interests and long-term career goals.

A few of the BOP taught CTE programs include: Commercial Drivers Licenses (CDL), Electrical, HVAC, Masonry, Nail Technician, Personal Trainer, Plumbing and Welding. The BOP partners with dozens of local colleges nation-wide to provide additional accredited CTE programs. The BOP has an agreement with the Department of Labor (DOL) allowing for the credentialing of apprenticeship programs at the National level. Offenders who complete these very intensive, hands-on programs have a portable credential to assist with post-release employment.





Federal Bureau of Prisons

Currently, there are approximately 120 approved apprenticeship occupations. Between October 1, 2024, and September 30, 2025, 5,854 individuals completed occupational training or job specific certification programs, and another 10,947 individuals earned an industry-recognized credential.

The Free Application for Federal Student Aid (FAFSA) Simplification Act allows an accredited college or university to operate an additional instructional location within a correctional facility. This Prison Education Program (PEP) allows incarcerated students to enroll in the college's existing accredited degree programs along with access to Pell funding where eligible. The college sends an application to a potential BOP site for review, then the site forwards the documentation to Central Office for approval. Once approved, a Memorandum of Understanding can be completed between the institution and college, which is then sent along with the BOP approval to the college's accrediting body. Once approved there, the application is sent to the U.S. Department of Education (ED) for final acceptance. The BOP continually contacts local colleges and universities to discuss the expansion of PEP opportunities. As of January 2026, approximately 18 sites currently offer PEPs, and 17 colleges have received consent from the BOP to pursue PEP approval. Of those, 10 are currently awaiting approval of the college's accrediting body, while seven have submitted final applications to ED.



Based on the results of the individualized FSA Needs Assessments, the Bureau has many inmates with a recreation/leisure/fitness and/or medical need. To adequately address all FSA needs, the agency offers structured physical, leisure, and wellness activities, including programs for special populations such as aging offenders or veterans, hobby craft, music, and other arts programs.



The BOP is expanding its hydroponics program which supports the White House's Make America Healthy Again initiative and provides inmates with a valuable leisure skill. By increasing the production and utilization of fresh produce in BOP facilities through targeted enhancement of existing horticulture and hydroponics programs, with integration into the national daily food service menu operations. This recreation taught FSA productive activity also provides valuable skills to the student participants.



Federal Bureau of Prisons

Outside of formal occupational training programs, the BOP teaches offenders soft skills and other work readiness skills through job fairs, interview practice and resume preparation courses. The BOP has partnered with the DOL on a grant initiative, Partners for Reentry Opportunities for Workforce Development (PROWD.) This initiative assists students with preparing for and securing employment during the final months of their incarceration and transition into Residential Reentry Centers and the community. Case workers from state agencies assist with resume writing and job searches while registering the participant into the state's workforce employment system. School Counselors are also being recruited to individually assess each inmate's career needs and assist with creating an education plan for prior and after release.



d. Psychology and Community Mental Health Services

Psychology Services employees are an integral part of correctional treatment. They conduct needs assessments, group and individual psychotherapy, suicide risk assessments, crisis intervention, residential treatment programs, and consultation and training. The BOP policy requires every individual sentenced to a BOP facility to 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 programming needs and how they can be addressed. BOP psychologists also provide the courts and parole officials with comprehensive psychological evaluations of offenders. Additionally, BOP psychologists serve as consultants to prison administrators and other employees on working with individuals with serious mental illness, intellectual disabilities, and/or complex behavioral presentations to ensure their success and safety throughout their incarceration.

Inmates with mental health needs are provided with a range of evidence-based services, including crisis intervention, individual and group psychotherapy, psychological assessment, clinical case management, psychiatric treatment, and specialized residential treatment programs. Inmates who are experiencing an acute mental illness may receive these services within an inpatient setting, located in one of 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 substance use disorder treatment and sex offender treatment programs. BOP psychologists also offer treatment services designed to reduce recidivism and develop living skills, such as anger management, problem solving, impulsivity, and social skills training.

Additionally, with the implementation of the First Step Act, Psychology Services employees are tasked with the assessment or intervention of seven unique need areas (Anger/Hostility, Antisocial Peers, Criminal Cognitions, Family/Parenting, Mental Health, Substance Use, and Trauma).



Federal Bureau of Prisons

Offenders with mental health needs, transitioning to the community through an RRC, on home confinement, or on Federal Location Monitoring are referred by Community Treatment Services to contracted community-based treatment providers who provide direct mental health services. Services include mental health assessment, psychiatric evaluation, medication monitoring, MAT, crisis intervention, individual and group counseling, and family therapy.

e. Substance Use Disorder Treatment

The BOP continues to develop evidence-based treatment practices to manage and treat offenders with histories of substance misuse and substance use disorders. The BOP's treatment strategy includes early identification through a psychology screening, psychoeducation, medication-assisted treatment, non-residential substance use treatment, intensive residential substance use treatment, integrated substance use and mental health treatment, and community transition treatment.

Drug Program Screening and Assessment

Upon entry into a BOP facility, inmate's records are assessed to determine if there is a history of substance use, a judicial recommendation for substance use treatment, a violation due to substance use, or if the instant offense is related to substance use. If so, the inmate is required to participate in the Drug Education course and is referred to other substance use treatment programs (i.e., Non-Residential Drug Abuse Program, Residential Drug Abuse Program, Medication Assisted Treatment) as appropriate.

Drug Education

Participants in the Drug Education course receive information on the relationship between substance use and crime as well as the psychological, biological, and social impact substance use has on a person. Participants are encouraged to consider their substance use treatment needs and volunteer for the appropriate treatment programs. In FY 2025, 23,248 inmates participated in Drug Education, which exceeded the projection of 22,000. It is further projected that 23,000 inmates will participate in Drug Education each year during FY 2026 and FY 2027.

Medication Assisted Treatment

Medication Assisted Treatment (MAT) is the use of medications in combination with evidence-based psychosocial interventions to treat opioid use disorders. Of the 273 MAT positions within the BOP's base, the BOP is developing and implementing treatment protocols designed specifically for MAT Program participants, and 32 MAT Psychologist and two MAT Clinician positions have been allocated to the field to ensure the full range of assessment, diagnostic, and treatment services are available. Psychology Services and Health Services staff work collaboratively to provide MAT to offenders who meet any of the following criteria:

- An International Classification of Disease (ICD) or Diagnostic and Statistical Manual of Mental Disorders (DSM) diagnosis of an opioid use disorder, active or in remission
- Entrance into Bureau custody as an active MAT patient
- History of problematic opioid use prior to incarceration or self-report
- Positive urinalysis history for opioids during incarceration



Federal Bureau of Prisons

For continuity of care, MAT referrals and clinical case management services are continued by Community Treatment Services through Federal contracts. Community-based treatment providers provide direct services for those transferred to an RRC, on home confinement, or on Federal Location Monitoring. This includes those transitioning from MAT in the institutions and others requesting MAT services upon arrival to community placement. Additionally, those who have a positive urinalysis history for opioids post-incarceration are referred for MAT services in the community.

Non-Residential Drug Abuse Program (NRDAP)

NRDAP was designed to provide maximum flexibility to meet offender treatment needs. Individuals who have relatively mild substance use problems and do not require intensive substance use treatment benefit from the shorter duration of NRDAP. Offenders who have moderate to severe substance use disorders but little time remaining in their sentences are prioritized for NRDAP participation. Finally, offenders who have completed the unit-based component of the Residential Drug Abuse Program participate in the follow-up component of NRDAP for one year or until they transfer to community placement. In FY 2025, 22,485 inmates participated in NRDAP, with a similar number of participants projected for FY 2026 and FY 2027.

The FIT Program

The Female Integrated Treatment (FIT) Program is a holistic residential treatment program designed to be responsive to the specific needs of women. It uses an integrated treatment model to address trauma related disorders, mental illness, and substance use disorders integrated with vocational programming. FIT Programs are located at FSL Danbury, FCI Tallahassee, FPC Greenville, FPC Phoenix, and FMC Carswell.

Residential Drug Abuse Program (RDAP)

The BOP provides appropriate residential substance use treatment for inmates who have a diagnosis for substance use disorder and who volunteer for treatment. More than half of the BOP's facilities operate a Residential Drug Abuse Program (RDAP). Participants live in a unit dedicated to RDAP, 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 have proven to be effective treatment models with inmate populations. For FY 2025, there were 11,243 participants; 12,000 participants are projected for FY 2026 and FY 2027.



RDAP Follow-up Treatment

If an inmate has time to serve in the institution after completing the RDAP, he or she must participate in RDAP 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



Federal Bureau of Prisons

when he or she was living in the treatment unit. This program reviews all the key concepts of the RDAP and lasts for one year or until the inmate is transferred to community placement.

Community Treatment Services (CTS)

CTS provides a Nationwide comprehensive network of approximately 160 contracted community-based treatment providers, screens over 2,000 inmates transferring to community custody each month for services and provides clinical oversight to over 4,800 in treatment daily. This network of professionals consists of licensed professionals (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 behavioral health treatment services available throughout the country. Services include comprehensive treatment for substance use disorders including medication assisted treatment (MAT), mental health disorders, and specialized treatment for individuals with sex offense histories.

f. 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.

Mental Health Treatment Programs

The BOP offers a variety of specialized mental health treatment programs dedicated to the assessment diagnosis, treatment, and management of inmates with serious mental illnesses and complex behavioral presentations. Specifically, these programs are designed to reduce distress, improve adaptive functioning, facilitate institutional adjustment, reduce the frequency and seriousness of misconduct, decrease inpatient psychiatric hospitalization, improve interpersonal functioning, and increase reentry success. These programs provide intensive, evidence-based mental health services utilizing a cognitive-behavioral treatment model embedded in structured and supportive environments conducive to social modeling, community feedback and physical and psychological safety.

Mental Health Step Down Programs

Mental Health Step Down Programs provide intensive treatment for inmates transitioning from inpatient psychiatric settings or diverting inmates before they require hospitalization.

Transitional Care Unit

This residential program provides high security inmates with extensive histories of serious mental illness and behavioral dysregulation, an incentivized therapeutic environment as they transition from secure treatment settings to a less restrictive environment.

The Skills Program

The Skills Program is designed for inmates with significant cognitive limitations and social skills deficits that create adaptive and safety problems in prison and in the community.



Federal Bureau of Prisons

The STAGES Program

The Steps Toward Awareness, Growth, and Emotional Strength (STAGES) Program is designed to treat inmates who have a diagnosis of borderline personality disorder and have a history of serious behavioral problems and/or self-directed violence.

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.

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. Research conducted during activations of the BRAVE program found inmates who completed the program reduced misconduct by 52 percent, when compared to similar inmates who did not participate in the BRAVE program. Approximately two decades later, a more comprehensive evaluation is occurring.

The Challenge Program

The Challenge Program is a residential cognitive-behavioral treatment program for high security inmates with a history of substance use 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 in their sentence. The duration of the program varies based on inmate need, with a minimum duration of nine months.

Sex Offender Management Program

The BOP's psychology staff also provide Sex Offender Management Programs (SOMPs) for individuals with a sex offense history 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)

This 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 Non-residential Sex Offender Treatment Program (SOTP-NR)

This 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.

Inmates completing the SOTP-R and the SOTP-NR are expected to participate in community treatment services (if they receive community placement) provided by the Community Treatment Services Section of the Community Reentry Affairs Branch. To maximize public safety and



Federal Bureau of Prisons

taxpayer value, the Bureau ensures that programming slots are available for sexual offenders with a moderate-to-high risk of re-offending.

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.

Forensic Evaluation Services

Forensic psychologists complete court-ordered evaluations for the Federal courts regarding competency to stand trial, insanity at the time of the offense, and civil commitment. In CY 2025, the BOP completed over 1,137 court-ordered evaluations.

Further, the BOP is the entity that completes all competency restoration services for Federal defendants found not competent to stand trial. These defendants are ordered for competency restoration under 18 U.S.C. 4241(d). While they have traditionally received these services in a medical center, the consistently increasing number of defendants ordered for restoration each year has required the generation of creative alternatives to this traditional model. In FY 2023, the BOP activated its first jail-based competency restoration program in MCC Chicago, a detention center; this innovation significantly reduced the strain on our medical centers. Given the growing demand for this service and the Ninth Circuit decision in *United States v. Donnelly* (2022) requiring the timely placement of defendants in these programs, BOP is exploring additional efforts to continue to meet the demand of the Federal courts.

g. Chaplaincy Services

The BOP employs full-time theologically trained and religiously credentialed Chaplains in all institutions to accommodate the free exercise of religion across faith lines, provide pastoral care, and facilitate FSA reentry chapel programming. Under the direction of agency Chaplains, the BOP accommodates 28 congregant faith groups and countless individual religious practitioners through worship, sacred scripture studies, and faith-based reentry programming.

Agency Chaplains evaluate the spiritual needs and facilitate programs to address those religious needs and foster healthy religiosity to prevent extremism. The Chaplains also train and familiarize agency employees regarding diverse religious beliefs and practices, while providing guidance for institutional compliance with the First Amendment and legal standard established by the Religious Freedom Restoration Act, the Second Chance Act, and the First Step Act.

Volunteers and contractors assist institutional Chaplains in providing support to the many faith-based programs such as reentry preparation and mentoring. Religious volunteers and contractors have verified credentials and are screened through Volunteers Influencing Inmate Outcomes System (VIOS), a national volunteer/contractor database to enhance institutional security and are monitored consistent with their security clearance.



Federal Bureau of Prisons

A religious diet program is also available for all inmates upon request. The religious diet program offers religiously certified foods for those whose religious dietary needs necessitate a religious certification, and a no-flesh component where incarcerated individuals may self-select foods to meet their religious dietary needs.

Chaplaincy Services offers several FSA chapel faith-based reentry programs. Life Connections (LCP) and Threshold Programs, for instance, are EBRR FSA chapel faith-based reentry programs that offer individuals the opportunity to improve critical life areas within the context of their personal faith or value system. These faith-based reentry programs are open to all incarcerated inmates from a variety of faith persuasions, including those who do not claim a religious preference, that meet the programs' criteria.

The LCP is a residential EBRR FSA chapel program that provides offenders the opportunity to strengthen their faith development, personal character, and life skills for successful transition back to their respective communities. The LCP includes incarceration and post incarceration phases for personal, social, and moral development. LCP also utilizes a standardized curriculum, a broad spectrum of faith-based contractors, volunteers, and community organizations. Participants not eligible for the residential LCP may participate in the non-residential Threshold program. LCP is available in six agency locations.

The Threshold program, a non-residential EBRR, is a condensed version of LCP that is facilitated by agency chaplains, contractors, and volunteers. Threshold extends over a six to nine-month period that seeks to strengthen one's institutional adjustment and community reentry success. Threshold is currently offered in 83 institutions. The Faith-Based Conflict Management Program is another EBRR chapel offering currently active in 74 agency institutions to meet cognition and anger management needs under risk/needs assessment protocols.

Finally, Chaplaincy Services has launched their flagship FSA faith-based initiative known as the Community Reentry Network (CRN). The CRN is a faith-based national database of vetted community and mentoring organizations that seeks to connect current inmates and returning citizens with community resources needed for successful societal reintegration. The CRN can be accessed via a new public website at crn.reentry.gov, to and allows returning citizens, their families, and the public to search for Faith-Based Organizations (FBOs) offering reentry resources. Additionally, FBOs can now enter their reentry service information within the website to be included in the CRN. With the integration of the Salesforce platform, the total number of fully vetted organizations rose to 3,871. These comprehensive efforts collectively work to enhance inmate rehabilitation, support successful community reentry, and promote public safety.

h. Other Reentry Services

Women in BOP custody

Approximately seven percent of the Federal offender population are incarcerated women. Ensuring that women receive woman-centered, responsive and trauma informed programming and services is key to continuing the current initiatives related to incarcerated women. A number of initiatives targeting the needs of incarcerated women are underway, including:



Federal Bureau of Prisons

- **Assessment of women's facilities.** Women's Institutional Cultural (WIC) Assessments are conducted by multi-disciplinary teams across all women's institutions. Through these assessments, facilities are informed of both areas needing improvement and existing strengths, with a focus on practices and programming that are trauma-informed and responsive to women's unique needs, as well as general operations. Currently, all facilities housing women, except for four, due to budgetary constraints, have completed a second round of assessments to evaluate compliance and progress since their initial assessments. A third round of assessments is currently underway, during which the remaining four facilities will receive their second assessments. Facilities continue to actively implement the recommendations and outcomes identified through their individualized assessments.
- **Staffing and hiring.** The BOP continues working to develop ranking factors for hiring staff at women's facilities focusing on the knowledge and skills needed to work with incarcerated women and the build out a safe culture at women's facilities. These ranking factors increase the standards for supervisors and staff, thus hiring and promoting individuals with an aptitude and skill set for working with women and fostering succession planning for Executive Staff at women's facilities.
- **Enhanced institution orientation.** An orientation video continues to be developed for women incarcerated at women's facilities outlining responsive and trauma informed methods, programming availability, agency responsive practices based on sex, expectations, employee responsibilities, obligations of incarcerated women, institution operations, sexual safety, reporting procedures, administrative remedy process, and daily operations at the facility. Additionally, a responsive orientation has been developed and is being used in women's facilities.
- **Program development and delivery** The agency offers programs focusing on the responsive needs of women in its custody. The programs include interactive family programming, non-traditional career training, intimate partner violence, sexual safety, trauma survival, domestic violence education and building and maintaining healthy relationships. There are 90 Special Population Coordinators currently allocated to women's and men's facilities with the primary goal of facilitating responsive as well as targeted special population programming. Additional positions have been requested for facilities which do not currently do not have a Special Population Coordinator.

Aging Offender Population

Approximately 20 percent of BOP offenders are over the age of 50. Substance use, instability, unhealthy lifestyle choices and high-risk behavior increase programming and medical needs in the aging offender population. The BOP has adopted an aging in place management strategy which is the community standard. Utilizing this standard aging inmates live in facilities as close to their release residence- as possible to maintain strong family/community ties to meet their aging related needs upon reentry. Programming is offered for this population focusing on brain health, health and wellness through the lifespan, financial management, addressing health care and mental health needs, meeting reentry needs and living with chronic conditions.



Federal Bureau of Prisons

Offender Veterans

There are approximately 7,300 uniformed service veterans in BOP custody. The BOP considers an individual to be a veteran regardless of their discharge status. The combination of justice involvement and prior uniformed service creates a set of challenges, which often differentiate justice-involved veterans from other inmates in BOP custody. The BOP offers offender veterans the opportunity to engage in both non-residential programming and a residential Veterans Education Transitional Services (VETS) Unit which has activated at FCI Englewood, Colorado. The BOP has a Memorandum of Understanding in Place with the Veterans Administration to ensure continuity of care and resource sharing for incarcerated veterans. Additionally, veteran specific programming is available through the provision of a three tier model focusing on a structured support group, career skills series for veterans, relationship management, access to Veteran's Administration equities, and resources for services veterans can access upon reentry.

Volunteer Services

Agency management of volunteer services includes recruitment, security compliance, training, file development/maintenance, and coordination of recognition banquets. The BOP dedicated volunteers deliver specialized skills and knowledge and are essential in preparing the inmates for a successful reentry back into society. Volunteers provide an array of services from assisting with the facilitation of religious services, educational programs, life skills and reentry-related FSA programs, to one-on-one intensive mentoring, and transitional support through post-release. As of March 2026, the BOP currently manages approximately 4,566 active volunteers.

Inside Influence.

The BOP continues to collaborate with the contractor to enhance system features amongst the external portal site, known as Inside Influence (volunteer.reentry.gov), that will improve the volunteers overall experience and ability to volunteer with the BOP.

Leave a legacy of good.

JOIN OUR MISSION

As volunteers of the Federal Bureau of Prisons, we believe society is a better place when we offer each other a helping hand. We collaborate with highly trained, passionate staff in a safe environment to share our knowledge and real-life skills with people on the inside. With our help, they can return home to our communities better equipped for success. One person at a time, we will make a difference in people's lives and, ultimately, build safer and stronger communities. Together, we can leave a legacy of good.

Share your knowledge
The most valuable resource we have is people like you. Share your knowledge, skills, and experience to help inmates learn and grow. We'll provide the training and support you need to succeed.

Feel safe on the inside
Providing a safe and clean environment is one of our top priorities. To ensure this, safety protocols and training are required, and volunteers are escorted by a staff member.

Change lives and future
By helping people on the inside build better possibilities on the outside, you can change lives, help reduce recidivism, and create a lasting positive impact on your community.

FIND OPPORTUNITIES NEAR YOU

Volunteer Type

Share Your Skills **Share Your Time** **Share Your Resources**



Federal Bureau of Prisons

Previous enhancements have included targeting volunteer posing opportunities specific to both FSA and Non-FSA programming needs of the institution; adding an interest form feature to allow volunteers to showcase skills that may not currently be posted as a volunteer option at the facility; and amplifying recruitment efforts through a social media campaign.

Recent and ongoing enhancements now include the volunteer's ability to complete several required trainings virtually via a secure Inside Influence account, prior to reporting to the institution to provide a service. This new feature will facilitate more frequent processing of volunteers and reach those who might have otherwise opted out of volunteering due to scheduling conflicts or other previous constraints. The BOP and the contractor are continuing to collaborate on this latest enhancement to ensure that volunteers have high-quality experience. Lastly, the BOP worked with the contractor to launch a system known as the WAVE dashboard which was designed for transparency into visits, postings, talent pool (interest forms) and application trends across institutions.

Official website of the United States government

The Inside Influence Home About Opportunities Applications Programs See Yourself Here Virtual Volunteer Onboarding Hi An

inmates without worry.

▼ **Current Courses** - Once completed, the courses will be moved into the completed courses section.

Introduction/Welcome	Overview/History of the Federal Bureau of Prisons
	
Due Date 2026-03-27	Due Date 2026-03-27
Status Not Started	Status Not Started
Go To Training	Go To Training

Reentry Affairs Coordinator (RAC)

Recognizing reentry as a critical component of the BOP's mission, all employees are charged with preparing inmates for a successful transition to their community. A primary champion in this charge is the Reentry Affairs Coordinator (RAC) located at each institution. The RAC is responsible for establishing, implementing and directing reentry initiatives including partnership development, volunteer recruitment and oversight, tracking program participation in the national volunteer automated data system, and conducting training. RACs deliver programs, activities, and events related to reentry initiatives and programming in the FSA Approved Programs Guide.



Federal Bureau of Prisons

ID Assistance

The BOP is actively working towards streamlining the process for assisting inmates with obtaining identification prior to their Release.

BOP collaborated with the Government Publishing Office to create an official Release Identification (ID) Card for federal inmates without valid state identification. This initiative began in 2021 with the assistance of the Department of Homeland Security providing input on necessary security features and a design that would deter counterfeiting the new identification card. The system was fully deployed within all institutions in December 2023 resulting in the production of 28,066 identification cards to date. The BOP continues to actively engage with all states and territories through various efforts, including sending letters to primary stakeholders, participating in reentry task force meetings, and hosting virtual meetings. Through these platforms, the BOP aims to raise awareness of the Release ID by explaining information verification procedures and outlining the benefits of accepting the Release ID for documentation used to obtain state-issued identification upon return to the community.

Currently, the following states are accepting the Release ID as a form of identification to obtain a state-issued ID: Alabama, Alaska, Arizona, Arkansas, Colorado, Delaware, Florida, Hawaii, Idaho, Illinois, Iowa, Kentucky, Maine, Michigan, Mississippi, Missouri, Montana, New Mexico, New York, Oklahoma, Oregon, Pennsylvania, South Dakota, Texas, Washington, West Virginia, and Wisconsin. The BOP continues to reengage with states that have provided an initial negative response. Furthermore, the BOP is conducting outreach efforts with federal and local agencies that provide services. Specifically, the BOP is collaborating with the state of Illinois to assist inmates that are Illinois residents with securing an Illinois Driver's License or Photo Identification Card prior to their release. Currently, the BOP has obtained approval for the Release ID to be used by pharmacies when picking up prescribed medication, by TSA for domestic travel, and by justice involved veterans when applying for VA medical benefits or a VA card. The release identification card is also accepted at all VA medical centers.

Additionally, the BOP is currently establishing procedures to assist inmates with obtaining a birth certificate who otherwise may not have been able to obtain a birth certificate due to financial limitations. This initiative is anticipated to begin in April 2026 and will be piloted at six BOP locations.

As a follow-up to the current Memorandum of Understanding with the Social Security Administration, which authorizes the BOP to assist inmates with obtaining replacement social security cards, the BOP is working with all institutions to ensure local agreements with social security offices are updated and accurate procedures are currently in place.



Federal Bureau of Prisons

B. Security/Management and Administration

Security/Management and Administration	Direct Pos.	Estimate FTE	Amount
2025 Enacted	22,950	21,166	\$4,353,811
2026 Enacted	22,950	21,619	\$4,280,785
Adjustments to Base and Technical Adjustments	0	349	\$772,088
2027 Current Services	22,950	21,968	\$5,052,873
2027 Program Increases	50	26	\$525,858
2027 Request	23,000	21,994	\$5,578,731
Total Change 2026-2027	50	375	\$1,297,946

• Program Description

This budget covers costs associated with Institution Security and Administration, Institution Maintenance, Management, and Institution Staff Training. This budget activity also includes costs associated with general administration and 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.

a. Institution Security and Administration

All institutions are assigned a security level based in part on the physical security of each facility. Institutions in the BOP are divided into five security levels: minimum, low, medium, high, and administrative. Administrative security institutions house a variety of specialized populations, such as pre-trial, hold-over, medical, mental health, and sex offenders. Based on BOP research, incarcerated women generally do not require the same degree of security as incarcerated men. Therefore, a modified classification system is used for female inmates. Female inmates may also be placed in State and local facilities.

Each inmate is tracked through BOP's SENTRY Information System. Inmates are assigned a security and custody level, which relates to the degree of supervision needed and ensures that they 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 inmates 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 based on 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. Towers are staffed 24-hours per day at all High and Administrative Maximum facilities except for facilities



Federal Bureau of Prisons

containing a stun-lethal fence. Inside towers are exempted. There is also razor wire strung between a double fence with high mast lighting to illuminate the perimeter, 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. The BOP has 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.



Violations of institution regulations are handled 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 can participate in, and present evidence at a due process hearing before findings are made. Inmates may appeal these decisions using 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, and threats to the security and orderly running of the institution. Disciplinary Segregation provides for segregation of inmates found guilty of violations of rules through the Inmate Disciplinary Process.

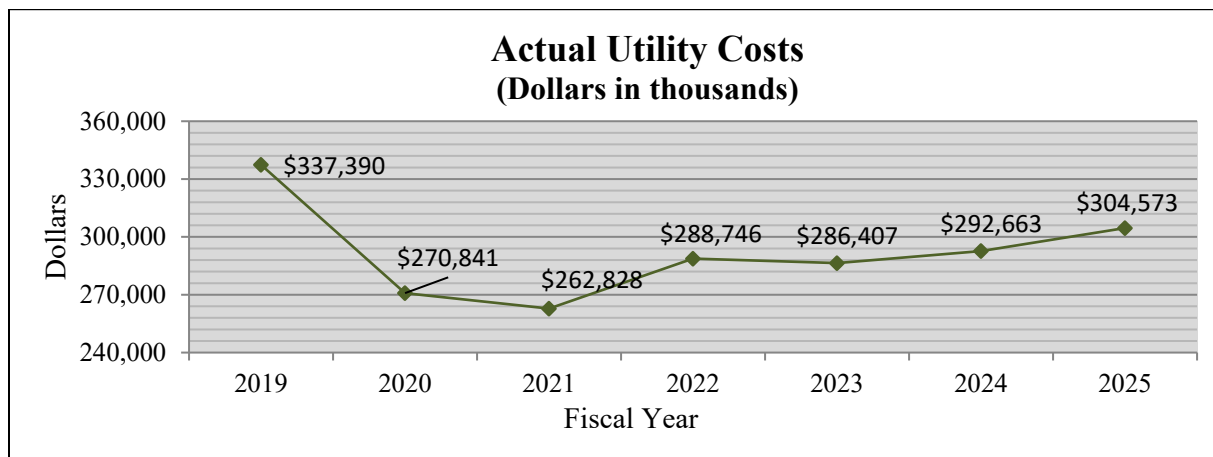
Investigative staff gather and provide intelligence that may be gathered from monitoring of an inmate's social communications, day-to-day institutional conduct, and may be indicative of on-going criminal activity by the inmate. Staff members are routinely forwarding counter terrorism intelligence to the National Joint Terrorism Task Force; local Joint Terrorism Task Force(s); FBI Counterterrorism Division; and Central Intelligence Agency liaison personnel. Additionally, a significant amount of data regarding inmate financial transactions, telephone calls, and correspondence is available to law enforcement entities through the Department of Justice's Law Enforcement Information Sharing Program (LEISP).



Federal Bureau of Prisons

b. Institution Maintenance

The Facility Maintenance program adequately maintains and safely operates the physical plants of BOP institutions. Facilities vary in age from those recently constructed to those 100 or more years old. About 34 percent of the BOP's 121 institutions are over 50 years old, and 66 percent are over 30 years old. As of February 2026, BOP facilities are situated on 46 thousand acres of land and contain approximately 66 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 graph below illustrates the obligations for actual non-salary utility costs over the past decade, with about \$305 million incurred in FY 2025².



Inmate crews under staff supervision accomplish the work within the maintenance program almost entirely. 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 because special skills or equipment items are required or because the work may be extremely dangerous. Examples include elevator inspection and repair, radio frequency alignment, and water tower painting.

c. Institution Staff Training

Staff Training Academy (STA) at the Federal Law Enforcement Training Center (FLETC).

Located in Glynco, Georgia, this academy provides introductory and advanced correctional training for BOP law enforcement staff. The Introduction to Correctional Techniques (ICT)

² Note: Several Energy Savings Performance Contracts were fully paid in Fiscal Year 2019, resulting in the larger than normal difference between FY 2018 – FY 2020.



Federal Bureau of Prisons

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 80 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 24 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 law enforcement positions. The STA provides advanced correctional skills training in disturbance control, firearms, bus operations, self-defense, baton, marksman/observer, and witness security escort. The Academy also provides training for trainers in cardiopulmonary resuscitation (CPR), automated external defibrillator (AED), disturbance control, firearms, self-defense, baton, and marksman/observer.

Management and Specialty Training Center (MSTC). Located in Aurora, Colorado, this center provides senior level training courses, Distance Learning programs and audio and visual products for the BOP. The training offered at the MSTC is competency-based, providing participants with 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, 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.

Human Resource Services Center (HRSC). Located in Grand Prairie, Texas, the center comprises of four components: the Consolidated Processing Unit, the Consolidated Benefits Unit, the Consolidated Staffing Unit, and the Security and Background Investigation Section. HRSC supervises and directs overall management of Human Resources shared services for the Central Office, 6 Regional Offices, and all BOP institutions employing over 32,000 employees.

d. Management/Administration

Executive Staff

The Executive Staff is comprised of the Director, Deputy Director, Associate Deputy Director, six Regional Directors, nine Program Assistant Directors, and the Director of NIC in the central office, which serves as the policy and decision makers for the BOP, with a span of control across the entire agency. The Executive Staff oversees BOP's resources; guides BOP's staffing, training



Federal Bureau of Prisons

and management development program; sets inmate and capacity standards; and develops and approves budget initiatives and operating plans.

Central Office

The Central Office serves as the headquarters for the BOP, which is overseen and managed by Director William K. Marshall III. The following divisions develop and provide functional program support: Administration; Correctional Programs; Health Services; Human Resource management; Federal Prison Industries³; Information Technology and Data Division; National Institute of Corrections; General Counsel and Review; Program Review; and Reentry ServicesC.

³Not funded by Management and Administration Program Activity Budget



Federal Bureau of Prisons

C. Contract Confinement

Contract Confinement	Direct Pos.	Estimate FTE	Amount
2025 Enacted	289	275	\$597,529
2026 Enacted	289	279	\$597,499
Adjustments to Base and Technical Adjustments	0	5	\$106,682
2027 Current Services	289	284	\$704,181
2027 Program Increases	43	22	\$106,918
2027 Request	332	306	\$811,099
Total Change 2025-2026	43	27	\$213,600

1. Program Description

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). As of March 18, 2026, ten percent of the BOP inmate population is housed outside of BOP facilities in alternative confinement. This includes Residential Reentry Centers (RRCs or halfway houses), State and local facilities, and home confinement.

Residential Reentry Management (RRM) 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, Federal Courts, other Federal agencies, and State and local government agencies.

a. Residential Reentry Centers (RRCs)

The BOP has approximately 155 RRCs, 2 Day Reporting Centers and 17 Work Release Centers throughout the Nation providing services to Federal inmates, 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. Gainful employment, a viable residence and the re-establishment of family ties are the major aspects of transitional programs. Home confinement is the last phase of incarceration for inmates 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.

Program Area	FY 2021 Actual	FY 2022 Actual	FY 2023 Actual	FY 2024 Actual	FY 2025 Actual
Residential Reentry Centers	\$405,407	\$444,665	460,270	\$445,353	\$469,662

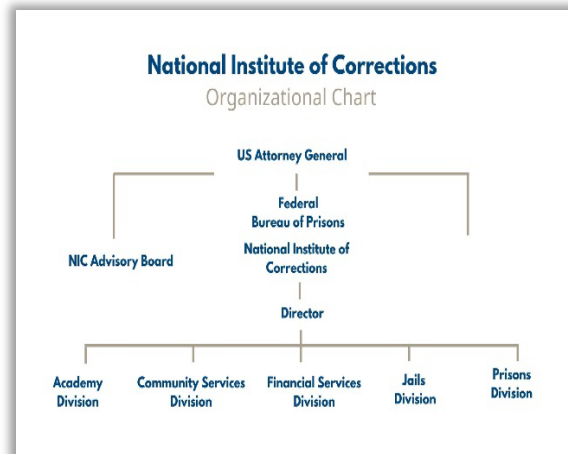


Federal Bureau of Prisons

b. National Institute of Corrections (NIC)

NIC is the nation's trusted resource for the field of corrections. Established in 1974 in response to concern about conditions of confinement for incarcerated people and the training and safety of corrections professionals, NIC provides training, technical assistance, and information to the professionals who work in local jails, community supervision agencies, and state and federal prisons throughout the country. Through its services, NIC advances the use of best practices and research-based approaches in the management of incarcerated people and facility operations. NIC strengthens the effectiveness of the nation's correctional system and cultivates professionalism within the field.

The U.S. Attorney General's Office appoints the NIC Director, who oversees a special library and four programmatic divisions representing the full range of disciplines that comprise the nation's correctional system. Under the direction of a 16-member advisory board, NIC has a legislative mandate to serve federal, state, local, and tribal correctional agencies. NIC is distinct from BOP's mandate, which is responsible for the supervision of people incarcerated at the federal level. However, NIC operations are funded within the BOP's Congressional salaries and expenses appropriation.



NIC received 85 requests for technical assistance and conducted 219 instructor-led training programs between October 1, 2024, and September 30, 2025. These requests come from jails, prisons, community corrections and BOP institutions that want help in assessing programs and operations, implementing advanced practices, and improving overall agency management, operations, and programming. NIC responds directly to these requests by deploying subject matter experts to the requesting agency. NIC collaborates with wardens, assistant directors, case managers, and others to develop a timely response, especially in times of crisis, but also in support of activities that nurture employee development and enhance professional skills.

Recent requests have included assistance with increasing the number of beds available to tribal nations, provision of mental health and leadership training to help employees cope with stressful work environments, and development of work plans to eliminate deaths in custody. NIC has also created custom e-courses to target specialized needs.

With offices in Washington, DC, and a training facility in Aurora, CO, NIC delivers classroom-based, online, and hybrid instruction. Outside of the traditional classroom, NIC participants can



Federal Bureau of Prisons

engage in hands-on experiences. They apply what they learn to real life situations, conduct walk-throughs of correctional facilities, and practice new skills on the job with the guidance of a mentor. New curricula and programs are developed each year and cover basic corrections concepts alongside emerging topics. Between October 1, 2024, and September 30, 2025, corrections professionals completed more than 54,000 e-courses with NIC. BOP employees have access to all NIC training and use it for many things, such as training new wardens and requirements for the BOP Accelerated Officer Program.

BOP executives and corrections professionals representing a variety of fields are invited to join NIC networks. There are approximately 15 national professional networks facilitated annually. These are unique, peer-to-peer learning experiences that bring professionals together to share ideas, discuss major issues, and learn about the latest news in their fields. NIC networks run the gamut of corrections, including but not limited to the Veterans Network, the Large Jail Network, and the Mental Health Coordinators Network.

NIC's mandate requires the provision of a special library, which is the NIC Information Center. It is regarded for its unique collection and archive of corrections-specific information and materials. The library is also the central repository for NIC publications and media. NIC library services include interlibrary loans, document services, and training for library professionals. These same services are available to every state, local, and tribal corrections agency in the United States. In addition to maintaining its collection, the library also maintains the NIC website, which had more than 294,000 unique users between October 1, 2024, and September 30, 2025. BOP relies on NIC to provide library services. In 2023, BOP closed its library and established service agreements with NIC. Today, NIC fulfills thousands of requests for research and information from the over 153,000 incarcerated individuals housed in BOP's facilities and the thousands of BOP employees working in institutions and administrative offices throughout the country.

Since its beginnings, NIC has been vital to helping the country maintain safe, secure, and humane correctional facilities. Because of the training and assistance, they receive from NIC, corrections professionals are better equipped to provide supervision and services to approximately five million justice-involved individuals, leading to improved outcomes, fewer victims, and safer communities across the country.



Federal Bureau of Prisons

V. Program Increases by Item

Item Name: Staffing Investment Plan

Budget Decision Unit: Inmate Care and Programs/Security/Management and Administration/Contract Confinement

Organizational Program: Inmate Care and Programs/Security/Management and Administration/Contract Confinement

Program Increase: Positions 0 Agt/Atty 0 FTE 0 Dollars \$454,700,000

Description of Item

The Bureau of Prisons (BOP) requests \$454.7 million to fund a Staffing Investment Plan that increases salaries for all law enforcement professionals at all institutions.

Justification

The Government Accountability Office (GAO), the Department's Office of Inspector General (OIG), federal courts, and bipartisan congressional legislation have all recognized the urgent need for BOP to have safe and secure facilities, with sufficient law enforcement professionals at the helm. Both BOP's data and independent oversight have shown that BOP's staffing remains a top priority for maintaining facility operations, inmate access to timely medical care and educational and treatment programming, and adherence to BOP's statutory mandates, such as the First Step Act.

In 2023, GAO cited staffing challenges when adding Strengthening Management of the Federal Prison System to its High-Risk List, explaining that staffing challenges "continue to present a serious threat to inmate and staff safety."⁴ DOJ's OIG and GAO have issued multiple reports on the adverse effects of low staffing on BOP's mission to provide a humane and safe environment, creating longer wait times for access to care⁵, contributing to low employee morale⁶, increasing the use of overtime and augmentation⁷, increasing the likelihood of restriction of inmate movement and thus access to programming, and causing security gaps that provide opportunities for violence and crime within institutions⁸.

To address staffing concerns, in FY 2026 BOP is leveraging funding received through the Working Families Tax Cut Act (WFTCA) to implement new recruitment and retention incentives to address staffing shortages, particularly for Correctional Officers (COs), Lieutenants, Registered

⁴Government Accountability Office, *Strengthening Management of the Federal Prison System*, https://files.gao.gov/reports/GAO-23-106203/index.html#d72e3a1066_1679944595254

⁵ <https://oig.justice.gov/sites/default/files/reports/23-068.pdf>; <https://www.gao.gov/products/gao-21-123>

⁶ <https://oig.justice.gov/reports/inspection-federal-bureau-prisons-federal-correctional-institution-sheridan>

⁷ <https://oig.justice.gov/sites/default/files/reports/23-068.pdf>, page 4

⁸ <https://oig.justice.gov/sites/default/files/reports/24-041.pdf>



Federal Bureau of Prisons

Nurses, Mid-Level Practitioners, Psychologists, and Special Education Teachers at the most needed institutions. To further efforts, BOP has expanded the use of Direct Hire Authority beyond Correctional Officers and Registered Nurses, to now include Pharmacists and Advanced Practice Nurses. In addition, the agency has taken steps to streamline the hiring process, by eliminating pre-employment onboarding practices that slow the hiring process. The BOP has also implemented Recruitment and Hiring Strike Teams whose purpose is to strategically broaden recruitment efforts and host mass hiring events at locations with the most significant challenges in both areas. The FY 2027 base funding request provides resources to continue these efforts. Listed below is the BOP-wide FY 2026 recruitment and retention incentives strategy:

Positions	Recruitment & Retention Incentives (Salary Percentage Range)
Correctional Officers ⁹	0% - 50%
Lieutenants	10% - 18%
Registered Nurses	10% - 30%
Mid-level Practitioners	25% - 30%
Psychologists	25% - 50%
Special Education Teachers	10% - 30%

In the limited instances where BOP has been able to supplement pay significantly, BOP has seen results. BOP sees the value of increased pay at institutions that offer significant retention incentives (25 percent or more). For example, increasing retention incentive from 10 percent to 35 percent at MDC Brooklyn has helped increase staffing levels to 93 percent for COs, compared to 55 percent before the incentives were implemented.

To replicate results from current recruitment and retention wins and attract and keep corrections professionals, BOP's long-term strategy implements a Staffing Investment Plan that provides a higher special salary rate for over 32,000 law enforcement professionals working in institutions. BOP estimates an additional \$454.7 million is needed to support plan implementation. Presently, BOP is working with the Office of Personnel Management (OPM) for approval of special salary rates in all institutions.

The Department and BOP are committed to closing these staffing gaps. With additional pay, BOP can recruit and retain the kind of mission focused individuals needed to address the challenges facing the Bureau.

Impact on Performance

Understaffing creates a cascading effect on institutional operations, affecting correctional personnel, as well as inmates. These limitations impact BOP's ability to support the successful

⁹ All CO new hires receive a recruitment incentive up to 50% of their salary. All COs working in an institution with less than 85 percent onboard staffing levels receive retention incentives up to 18% of their salary.



Federal Bureau of Prisons

rehabilitation and reentry of adults in custody, a core mission function, and creates an environment that makes retaining talent difficult, as well as recruitment.

In order to fulfill the agency's mission, the urgent need to address the understaffing of positions bureau-wide has become critical. By pursuing increased wages for all in-institution staff, BOP anticipates a significant decrease in the usage of overtime, to include mandatory overtime, increased employee and offender safety, decreased attrition, increased employee morale and job satisfaction, and efficient management of operational functions.



Federal Bureau of Prisons

Funding

1. Base Funding

FY 2025 Enacted				FY 2026 Request				FY 2027 Current Services			
Pos	Agt/ Atty	FTE	\$(000)	Pos	Agt/ Atty	FTE	\$(000)	Pos	Agt/ Atty	FTE	\$(000)
0	0	0	\$0	0	0	0	\$0	0	0	0	\$0

2. Personnel Increase Cost Summary

Type of Position/Series	FY 2027 Request (\$000)	FTE Requested	Full Year Modular Cost per Position (\$000)	Annualizations (\$000)			
				1st Year	2nd Year	FY 2028(net change from 2027)	FY 2029(net change from 2028)
Primary Law Enforcement Officer Positions	\$454,700	0	Varies	\$0	\$0	\$0	\$0
Total Personnel	\$454,700	0	Varies	\$0	\$0	\$0	\$0

3. Non-Personnel Increase/Reduction Cost Summary

Non-Personnel Item	Unit Cost	Quantity	FY 2027 Request (\$000)	FY 2028 Net Annualization (change from 2027) (\$000)	FY 2029 Net Annualization (change from 2028) (\$000)
N/A	\$0	0	\$0	\$0	\$0
Total Non-Personnel	\$0	0	\$0	\$0	\$0

4. Total Request for this Item

Category	Positions			Amount Requested (\$000)			Annualizations (\$000)	
	Count	Agt/ Atty	FTE	Personnel	Non- Personnel	Total	FY 2028 (net change from 2027)	FY 2029 (net change from 2028)
Current Services	0	0	0	\$0	\$0	\$0	\$0	\$0
Increases	0	0	0	\$454,700	\$0	\$454,700	\$0	\$0
Grand Total	0	0	0	\$454,700	\$0	\$454,700	\$0	\$0

5. Affected Crosscut: N/A



Federal Bureau of Prisons

Item Name: Residential Reentry Center (RRC) Expansion for First Step Act (FSA)

Budget Decision Unit(s): Contract Confinement

Organizational Program: Contract Confinement

Program Increase: Positions 43 Agt/Atty 0 FTE 22 Dollars \$106,918,000

Description of Item

The BOP is requesting \$106.9 million and 43 positions for the Residential Reentry Center Expansion enhancement. This enhancement requests additional funding to expand the BOP's RRC capacity and associated contract oversight support in high-need geographic regions over a three-year phased plan. The requested funding will support up to 3,800 additional RRC bed spaces, expand the home confinement program in underserved jurisdictions and provide additional staff to oversee community-based placements and ensure contractual and programmatic compliance. This request includes both funding for existing operation expansion and targeted investments for new site activations to address increasing demand due to the projected growth in FSA time credit eligibility, home confinement referrals, and court-ordered releases.

Justification

RRCs in many geographic areas throughout the U.S. are already at or near contract capacity, forcing BOP to consider placing inmates in locations outside of the area they will ultimately release to. In practice, this means the BOP is unable to consistently honor the First Step Act or Second Chance Act's intent of providing meaningful prerelease custody within a reasonable proximity to an inmate's residence. When inmates are placed far from their release residence, continuity of critical reentry support—such as employment opportunities, healthcare connections, family engagement, and community services—is disrupted. In some cases, the nearest RRC is also at capacity, requiring placement in another state entirely. These mismatches not only discourage inmates from participating in prerelease custody placements but also undermine successful reintegration outcomes. As additional inmates accrue First Step Act time credits, these capacity challenges will intensify, making it increasingly difficult for the BOP to meet statutory obligations.

Currently, BOP is experiencing overcrowded RRCs and delayed home confinement placements in key geographic areas, create bottlenecks that result in inmates remaining in secure custody beyond their eligibility date.. An increase in staff capacity decreases the risk of errors in eligibility determinations, release processing, and monitoring of contractor performance, minimizing BOP vulnerability to waste, fraud, and abuse in contractor operations.

From a broader public safety and policy perspective, timely prerelease placements are essential to reducing recidivism and promoting safer communities. Delays in placement not only reduce the effectiveness of reentry programming but also place additional strain on prison institutions. Every day that an eligible inmate remains in prison rather than transitioning to community-based custody is a day that the Bureau is using higher-cost secure bed space instead of lower-cost community alternatives. Thus, RRC and home confinement expansion is not only a legal and operational necessity, but also a fiscal imperative.



Federal Bureau of Prisons

Lastly, phased expansion of staff and resources ensures the BOP can responsibly onboard, train, and retain the personnel needed to sustain these programs long-term. Establishing this foundation now will prevent future backlogs, reduce reliance on ad hoc measures, and position the agency to scale up effectively as new contracts and facilities come online in future fiscal years.

Impact on Performance

This enhancement will allow the BOP to minimize bottlenecks in pre-release placements, ensure timely home confinement and RRC transitions for inmates eligible for community-based programs. This enhancement will also support BOP in:

- Meeting statutory timeframes for FSA time credit placement;
- Increasing cost savings via lower-cost reentry placement;
- Reducing strain on institutional populations and staffing.



Federal Bureau of Prisons

Funding

1. Base Funding

FY 2025 Enacted				FY 2026 Enacted				FY 2027 Current Services			
Pos	Agt/ Atty	FTE	Amount (\$000)	Pos	Agt/ Atty	FTE	Amount (\$000)	Pos	Agt/ Atty	FTE	Amount (\$000)
0	0	0	\$0	0	0	0	\$0	0	0	0	\$0

2. Personnel Increase Cost Summary

Type of Position/Series ¹⁰	FY 2027 Request (\$000)	Number of Positions Requested	Full Year Modular Cost per Position (\$000)	Annualizations (\$000)			
				1st Year	2nd Year	FY 2028 (net change from 2027)	FY 2029 (net change from 2028)
Assistant Residential Reentry Managers	\$1,771	22	\$161	\$1,771	\$1,771	\$1,771	\$0
Contract Oversight Specialists	\$483	6	\$161	\$483	\$483	\$483	\$0
Discipline Hearing Officers	\$483	6	\$161	\$483	\$483	\$483	\$0
Residential Reentry Specialists	\$322	4	\$161	\$322	\$322	\$322	\$0
Case Managers	\$322	4	\$161	\$322	\$322	\$322	\$0
Management Analyst	\$81	1	\$161	\$81	\$80	\$80	\$0
Safety Specialist	\$81	1	\$161	\$81	\$80	\$80	\$0
Total Personnel	\$3,543	44	\$1,127	\$3,543	\$3,541	\$3,541	\$0

¹⁰ Positions are graded at GS-12/5.



Federal Bureau of Prisons

3. Non-Personnel Offset Cost Summary

Non-Personnel Item	FY 2027 Request (\$000)	Unit Cost (\$000)	Quantity	Annualizations (\$000)	
				FY 2028 (net change from 2027)	FY 2029 (net change from 2028)
RRC Expansion Plan ¹¹	\$103,375	N/A	N/A	\$0	\$0
Total Non-Personnel	\$103,375	N/A	N/A	\$0	\$0

4. Total Request for this Item

Category	Positions			Amount Requested (\$000)			Annualizations (\$000)	
	Count	Agt/ Atty	FTE	Personnel	Non- Personnel	Total	FY 2028 (net change from 2027)	FY 2029 (net change from 2028)
Current Services	0	0	0	\$0	\$0	\$0	\$0	\$0
Increases	43	0	22	\$3,543	\$103,375	\$106,918	\$0	\$0
Grand Total	43	0	22	\$3,543	\$103,375	\$106,918	\$0	\$0

5. Affected Crosscut

Prisoner Reentry / First Step Act

¹¹ Funding needs to recur in base as part of this three-year expansion plan to support ongoing services contracts.



Federal Bureau of Prisons

Item Name: **Off-Site Inmate Mail Scanning and Inmate Attorney-Client E-Mail**

Budget Decision Unit: Security/Management and Administration

Organizational Program: Security/Management and Administration

Program Increase: Positions 8 Agt/Attys 0 FTE 4 Dollars \$46,020,000

Description of Item

The BOP is requesting \$46.0 million and eight positions/4 FTE for Off-Site Inmate Mail Scanning and Inmate Attorney-Client E-Mail. Physical correspondence is one of the main methods of contraband introduction into Federal prison facilities. Efforts to deter contraband, however, need to be balanced with the benefits of having inmates maintain contact in the community, rights to have privileged communications with attorneys, and have safe access to court documents. This request implements two electronic infrastructure improvements to address these issues: a mail scanning process and an e-mail system solely for attorney-client communication and requests \$46 million and eight positions for this initiative.

Justification

Mail Scanning for General Correspondence

The BOP is piloting new technologies to detect synthetic drugs, including exploring mail and handheld scanners. To eradicate the threat posed by synthetic drugs, this request will implement mail scanning enterprise-wide to effectively eliminate synthetic drug introduction via postal mail. This portion of the request is for \$32.4 million to fund off-site, vendor scanning of general postal correspondence. Synthetic drug introduction by mail is a direct security threat to the safety of staff, inmates, and the public. The introduction of synthetic drugs into facilities increases the likelihood of staff and inmate assaults, as well as inmate overdose.

In August 2024, Officer Mark Fischer of the BOP tragically lost his life at USP Atwater, California, following exposure to synthetic drugs smuggled into the facility through the mail system. A 2024 OIG report cited synthetic cannabinoids as “the single most prevalent form of drug involved in inmate drug overdose deaths¹².” Synthetic opioids and other dangerous substances soaked into postal and legal mail present a severe threat to the security, health, and safety of federal correctional officers, inmates, and the institution as a whole. Implementing offsite digital mail scanning for both personal and legal correspondence reduces the likelihood of these dangerous substances entering correctional facilities and causing harm.

This request contracts a vendor to provide a turn-key postal mail service with provided kiosks and vendor-installed network and infrastructure. This solution will involve same-day scanning of all general and legal inmate correspondence and delivery across the network to be viewed on the kiosks, and is designed to reduce costs, streamline BOP operations, eliminate contraband, and provide valuable investigative intelligence.

¹² <https://oig.justice.gov/sites/default/files/reports/24-041.pdf>



Federal Bureau of Prisons

In FY 2020, the BOP funded and deployed mail-scanning pilot programs to eliminate the threat of synthetic drugs at the Federal Correctional Institution (FCI) Beckley, West Virginia, and United States Penitentiary (USP) Canaan, Pennsylvania, at a cost of approximately \$300,000 per pilot program. The pilots included general (non-legal) mail only. Inmate postal mail was sent to an off-site contractor, scanned off site and converted into an electronic batch mail file, which was then uploaded to the contractor's installed system at each institution. BOP institution staff reviewed the file for quality and security purposes. The mail was then printed and delivered to the inmate every afternoon, Monday through Friday. BOP intends to deliver mail to inmates via housing unit kiosks.

Both pilots progressed well, with the threat of synthetic drug introduction substantially eliminated at both sites. This success was evidenced by significantly fewer positive urinalysis tests, increased intelligence indicating greatly increased prices for synthetic drugs, and no recorded attempted introductions of synthetic drugs via postal mail at either facility during the one-year pilot period.

Attorney-Client E-Mail System

An attorney-client e-mail system would be beneficial to the inmates and legal community, by establishing a truly privileged method of communication that is more consistent with current methods of attorney-client contact. Further, electronic communication would reduce the amount of physical correspondence, and possible contraband, entering the institution.

In most but not all BOP facilities, inmates may opt into using an electronic communication system – the Trust Fund Limited Inmate Computer System (TRULINCS) application. The current electronic messaging system, operated through TRULINCS, monitors all emails; there is no way to turn off the monitoring/recording feature only for those communications from attorneys, and therefore cannot truly be used for privileged communications. To limit access to attorney-client e-mails in 2017, BOP added a filter so that attorney emails could be withheld from production when inmate communications are requested by USAOs or others.

As the existing e-mail system cannot be modified to provide for privileged communication, the BOP is requesting \$13.0 million to create a new system that provides protection for such communications but also minimizes inmate access to engage in criminal activity using electronic communications with bad actors in the external community. Further, to protect public safety and ensure the security of institution operations, the system would be designed to include the capability to restrict electronic communications only to certified legal representatives, ensuring that correctional security risks are addressed while making sure the system comports with the requirements of the law.

This request requires eight positions (four FTE) totaling \$644,000. Four positions would perform link analysis and research to ensure that privileged communications are only occurring with licensed or supervised legal professionals. An additional four positions are required to develop, deploy, and project manage the mail scanning.



Federal Bureau of Prisons

Impact on Performance

Current methods of eliminating or controlling contraband introduction into correctional environments are built around the capability to detect and interdict controlled substances. The request supports BOP's efforts to maintain safe facilities, and removes opportunities for BOP inmates to facilitate the introduction of synthetic drugs into the secure confines by utilizing the incoming mail. This funding request is responsive to the 2016 DOJ OIG Contraband Interdiction Review of the Federal Bureau of Prisons¹³.

¹³ <https://oig.justice.gov/sites/default/files/reports/e1605.pdf>



Federal Bureau of Prisons

Funding

1. Base Funding

FY 2025 Enacted				FY 2026 Enacted				FY 2027 Current Services			
Pos	Agt/Atty	FTE	Amount (\$000)	Pos	Agt/Atty	FTE	Amount (\$000)	Pos	Agt/Atty	FTE	Amount (\$000)
0	0	0	\$0	0	0	0	\$0	0	0	0	\$0

2. Personnel Increase Cost Summary

Type of Position/Series	FY 2027 Request (\$000)	Number of Positions Requested	Full Year Modular Cost per Position (\$000)	Annualizations (\$000)			
				1 st Year	2 nd Year	FY 2028 (net change from 2027)	FY 2029 (net change from 2028)
Security Specialist/0343 (Management Analyst)	\$644	8	\$161	\$644	\$644	\$644	\$0
Total Personnel	\$644	8	\$161	\$644	\$644	\$644	\$0

3. Non-Personnel Increase/Reduction Cost Summary

Non-Personnel Item ¹⁴	FY 2027 Request (\$000)	Unit Cost	Quantity	FY 2028 Net Annualization (change from 2027) (\$000)	FY 2029 Net Annualization (change from 2028) (\$000)
Mail Scanning	\$32,400	N/A	N/A	-\$8,640	\$0
Secure Email	\$12,976	N/A	N/A	-\$12,976	\$0
Total non-personnel	\$45,376	N/A	N/A	-\$21,616	\$0

4. Total Request for this Item

	Pos	Agt/Atty	FTE	Personnel (\$000)	Non-Personnel (\$000)	Total (\$000)	FY 2028 Net Annualization (change from 2027) (\$000)	FY 2029 Net Annualization (change from 2028) (\$000)
Current Services	0	0	0	\$0	\$0	\$0	\$0	\$0
Increases	8	0	4	\$644	\$45,376	\$46,020	-\$21,616	\$0
Grand Total	8	0	4	\$644	\$45,376	\$46,020	-\$21,616	\$0

5. Affected Crosscuts

N/A

¹⁴ The BOP will require \$23.76 million for annual vendor services and support contracts beginning in FY 2028.



Federal Bureau of Prisons

Item Name: **Information Technology Modernization**

Budget Decision Unit(s): Security/Management and Administration

Organizational Program: Security/Management and Administration

Program Increase: Positions 0 Agt/Atty 0 FTE 0 Dollars \$40,278,266

Description of Item

The BOP requests \$40.3 million to modernize information technology (IT) communication systems throughout the agency, to include replacement of the Main Network Enterprise Switches (\$17.4 million) and Office Network Switches (\$22.9 million). Network switches are used to support communication between devices, sustain internet access, and maintain organized network operations.

Justification

BOP's current network switching platform, used to communicate across the BOP network, is reaching operational obsolescence and will no longer be vendor supported. This request to replace the aging switches will have a direct and measurable impact on BOP's network performance, security, and operational effectiveness, maintaining security readiness and minimizing operational disruptions. The request will also reduce overall costs as obsolete products require specialized support, are harder to repair and are no longer optimized for current systems, leading to increase costs.

Main Network Enterprise Switches - \$17,400,000

Main Network Enterprise Switches are critical pieces of network equipment serving as backbone switches of BOP's network. Current equipment has reached the end of its supported life cycle, and will no longer receive security updates or manufacturer support. Replacement will minimize the risk of system vulnerabilities, and reduce performance limitations and potential service disruptions.

Office Network Switches - \$22,878,266

Office Network Switches are access-layer switches, which connect end user devices such as desktops, phones, and wireless access points to the network, and supports mid-size to large local area networks (LAN) throughout the BOP system. Current equipment has reached the end of its supported lifecycle, and will no longer receive vendor support or security updates. Replacement will minimize risks to operational resilience, improve compatibility with modern systems, and ensure compliance with current cybersecurity standards.



Federal Bureau of Prisons

Impact on Performance

- Long Term Vendor Support and Warranty
- Improved Network Resilience: Modern platforms reduce downtime risk and enhance performance.
- Compliance Assurance: Full support for ongoing software and security updates ensures alignment with federal cybersecurity mandates.
- Cost Avoidance: Reduces emergency replacement costs, minimizes unplanned outages, and avoids noncompliance penalties.
- Operational Efficiency: Supports enterprise standardization and allows centralized configuration, monitoring, and lifecycle management.



Federal Bureau of Prisons

Funding

1. Base Funding

FY 2025 Enacted				FY 2026 Enacted				FY 2027 Current Services			
Pos	Agt/ Atty	FTE	Amount (\$000)	Pos	Agt/ Atty	FTE	Amount (\$000)	Pos	Agt/ Atty	FTE	Amount (\$000)
0	0	0	\$0	0	0	0	\$0	0	0	0	\$0

2. Personnel Increase Cost Summary

Type of Position/Series	FY 2027 Request (\$000)	FTE Requested	Full Year Modular Cost per Position (\$000)	Annualizations (\$000)			
				1st Year	2nd Year	FY 2028(net change from 2027)	FY 2029(net change from 2028)
N/A	\$0	0	\$0	\$0	\$0	\$0	\$0
Total Personnel	\$0	0	\$0	\$0	\$0	\$0	\$0

3. Non-Personnel Offset Cost Summary

Non-Personnel Item ¹⁵	FY 2027 Request (\$000)	Unit Cost (\$000)	Quantity	Annualizations (\$000)	
				FY 2028 (net change from 2027)	FY 2029 (net change from 2028)
IT Modernization	\$40,278	Varies	Varies	-\$35,743	\$0
Total Non-Personnel	\$40,278	Varies	Varies	-\$35,743	\$0

4. Total Request for this Item

	Pos	Agt/ Atty	FTE	Personnel (\$000)	Non- Personnel (\$000)	Total (\$000)	FY 2028 Net Annualization (change from 2027) (\$000)	FY 2029 Net Annualization (change from 2028) (\$000)
Current Services	0	0	0	\$0	\$0	\$0	\$0	\$0
Increases	0	0	0	\$0	\$40,278	\$40,278	-\$35,743	\$0
Grand Total	0	0	0	\$0	\$40,278	\$40,278	-\$35,743	\$0

5. Affected Crosscuts N/A

¹⁵ \$4.5 million is required to recur in base annually for operations and maintenance services contracts.



Federal Bureau of Prisons

Item Name: **Leavenworth New Construction Facility Start Up Activation**

Budget Decision Unit: Inmate Care and Programs/Security Management and Administration

Organizational Program: Inmate Care and Programs/Security, Management and Administration

Program Increase: Positions 67 Agt/Atty 36 FTE 34 Dollars \$32,423,000

Description of Item

The Bureau of Prisons (BOP) is requesting \$32.4 million to support the activation process at the newly constructed Federal Correctional Institution (FCI) with Federal Prison Camp (FPC) in Leavenworth, KS. The FCI, a new medium security institution, will have an optimal capacity of 1,306 and the minimum security FPC will have an optimal capacity of 236. The estimated construction completion date of the Leavenworth facility is July 2026, when all work is finalized. Funding supports the initial activation process of the facility.

Ordinarily, the activation of an institution is a two-year process, from selecting wardens and executive staff to identifying and ordering equipment, meeting with the community, recruiting new staff, furnishing, and equipping the new facility, and eventually accepting inmates. Since there is an existing facility already co-located at Leavenworth, this process is slightly different. The current employees and adults in custody at the existing facility will transfer to the newly constructed building. However, an additional 67 positions are needed in accordance with current staffing projections. Furthermore, the activation of a facility to accommodate employees and inmates will incur other required costs associated with the transition, move, furnishings, etc.

The total resources required for this facility is \$32.4 million, of which \$27.2 million provides for one-time costs. When fully operational, together, the medium- and minimum- security facilities will house over 1,500 inmates. The BOP anticipates the first inmate arriving approximately six to eight months after the anticipated construction completion date in July 2026.

One-time costs will be utilized to equip and furnish the newly built Leavenworth facility with the essential supplies needed to house and accommodate federal offenders. The necessary equipment and estimated costs needed to activate this newly constructed facility are as follows:

- Health Services equipment - \$2.7 million
- Food Service equipment - \$1.1 million
- Facilities equipment - \$8.7 million
- Correctional Services equipment - \$3.3 million
- Administrative - \$5.1 million
- Programming equipment - \$1.9 million
- Housing Units to include Special Housing Unit - \$4.4 million



Federal Bureau of Prisons

Justification

A growing challenge to the BOP's mission is that an increasing number of Federal correctional facilities and supporting infrastructure are aging, resulting in an ongoing need for new facilities and infrastructure. Among the oldest of the aging facilities is USP Leavenworth. The new medium-security FCI and minimum-security FPC will meet the need for modern correctional facilities and infrastructure.

The new medium-security FCI and minimum-security FPC will replace the aging facility which is outdated and inefficient. The old facility's systems for mechanical, plumbing, electrical, and heating and air conditioning are beyond their limits, causing high maintenance costs and operational issues. The aging infrastructure fails to meet modern standards, making the new prison essential for safety and functionality.

Currently, the existing facility at Leavenworth requires approximately \$48 million in upgrades to the security controls, roofing, masonry, life safety systems, and HVAC systems, expenses which BOP can avoid with the activation of the new Leavenworth.

The new facility will incorporate modern state-of-the-art components and construction type for a safer and more secure environment for staff and inmates. The new medium-security FCI and minimum-security FPC aims to enhance spaces for education, vocational training, and other initiatives that reduce recidivism, which the current century old design limits.

Impact on Performance

This request directly supports the Attorney General's priority to maintain a safe and humane Federal correctional system. The new prison will replace the over 100-year-old facility, will operate more efficiently and provide a safer and more humane environment for individuals in the BOPs care.



Federal Bureau of Prisons

Funding

1. Base Funding

FY 2025 Enacted				FY 2026 Enacted				FY 2027 Current Services			
Pos	Agt/Atty	FTE	Amount (\$000)	Pos	Agt/Atty	FTE	Amount (\$000)	Pos	Agt/Atty	FTE	Amount (\$000)
0	0	0	\$0	0	0	0	\$0	0	0	0	\$0

2. Personnel Increase Cost Summary

Type of Position/Series	Full-year Modular Cost per Position (\$000)	1 st Year Annualization	Number of Positions Requested	FY 2027 Request (\$000)	2 nd Year Annualization	FY 2028 Net Annualization (change from 2027) (\$000)	FY 2029 Net Annualization (change from 2028) (\$000)
Correctional Systems/Services (GS 8)	\$106	\$212	3	\$212	\$106	\$106	\$0
Correctional Officers (GS 8)	145	2,610	36	2,610	2,610	2610	0
Health Services (GS 12)	161	322	4	322	322	322	0
Safety Manager GS 11)	134	268	3	268	134	134	0
Unit Management (GS 12)	161	1,771	21	1,771	1,610	1,610	0
Total Personnel	\$707	\$5,183	67	\$5,183	\$4,782	\$4,782	\$0

3. Non-Personnel Increase/Reduction Cost Summary

Non-Personnel Item	Unit Cost	Quantity	FY 2027 Request (\$000)	FY 2028 Net Annualization (change from 2027) (\$000)	FY 2029 Net Annualization (change from 2028) (\$000)
Equipment/Furnishings	Varies	Varies	\$27,240	-27,240	\$0
Total Non-Personnel	Varies	Varies	\$27,240	-\$27,240	\$0



Federal Bureau of Prisons

4. Total Request for this Item

	Pos	Agt/ Atty	FTE	Personnel (\$000)	Non- Personnel (\$000)	Total (\$000)	FY 2028 Net Annualization (change from 2027) (\$000)	FY 2029 Net Annualization (change from 2028) (\$000)
Current Services	0	0	0	\$0	\$0	\$0	0	0
Increases	67	36	34	\$5,183	\$ 27,240	\$32,423	-\$27,240	0
Grand Total	67	36	34	\$5,183	\$27,240	\$32,423	-\$27,240	0

5. Affected Crosscut:

N/A



Federal Bureau of Prisons

Item Name: Telehealth Expansion & Emergency Room (ER)/Specialty Services Implementation

Budget Decision: Inmate Care and Programs

Organizational Program: Inmate Care and Programs

Program Increase: Positions 0 Agy/Atty 0 FTE 0 Dollars \$4,000,000

Description of Item

The BOP requests \$4 million to implement a tele-triage program and expand the use of telehealth to ensure availability at all BOP institutions. Telehealth is a proven, effective tool for providing medical care to inmates. To date, the tele-triage program within four BOP institutions have reduced unnecessary ER trips by 71 percent. This request seeks funding to implement a national tele-triage program at all BOP locations, for which all sites will need current hardware. This request seeks funding to purchase 100 units of clinical access stations, or telehealth carts, for institutions that do not have telehealth equipment or have inoperable telehealth equipment.

Justification

The BOP uses telehealth services to deliver primary care at institutions dealing with staffing challenges and specialty medical services at remote locations. Once an institution has telehealth equipment available, it can have a variety of service delivery methods, including:

- BOP medical centers contract with large hospitals and other facilities may use a comprehensive medical contract or national contracts to conduct specialty medicine clinics via telehealth, reducing cost and security risks associated with escorted trips to community facilities. For example, FMC Lexington contracts with the University of Kentucky Medical Center for 26 specialty telemedicine clinics and USMCFP Springfield contracts with Mercy Hospital, Springfield, MO for more than 30 specialty telemedicine services. A tele-triage program would further reduce costs by eliminating unnecessary ER trips via real-time instant consultation with emergency medicine specialist physicians.
- BOP medical providers deliver specialty medical services to remote locations. For example, BOP psychiatrists remotely manage psychotropic medications for inmates at BOP institutions across the United States. In addition, telehealth allows BOP dietitians to consult with institutions remotely and Regional Medical Directors to conduct chronic care visits in their regions.
- BOP clinicians working at BOP's largest institutions use telehealth to conduct chronic care and follow-up visits across facilities.

BOP's goal is to expand telehealth services to all institutions as quickly as possible. Currently, about 16 percent of BOP telehealth hardware is inoperable with more soon reaching end of service life. While BOP purchases a small number of carts each year as funding allows, this request will allow BOP to ensure all sites have a modern functional cart available to support delivery of telehealth services to inmates.



Federal Bureau of Prisons

Case Study: Expansion of telehealth is critical to improving BOP's ability to deliver medical care to inmates amid BOP's staffing crisis. BOP faces a significant shortage of doctors, nurses, mid-level practitioners, and other medical professionals. It also has a chronic shortage of corrections officers which are the most important element in escorting inmates to the community to see specialists and receive treatment not available within the BOP. Without a sufficient number of both medical professionals and corrections officers, it is challenging to provide adequate access to care.

Metropolitan Detention Center (MDC) Brooklyn offers a helpful case study in the role that telehealth can play in increasing medical care during a significant staffing shortage. MDC Brooklyn faces a chronic shortage of corrections officers and medical professionals. In January 2024, 15 of 42 (32 percent) MDC Brooklyn medical positions were vacant and 120 of 322 (34 percent) correctional officer positions were vacant. With more than 1,000 pretrial detainees in its custody, MDC Brooklyn is responsible for providing a range of treatment to those in its custody and relies heavily upon the correctional officers to escort the medical trips to the community.

At MDC Brooklyn, it has been necessary to take inmates to outside hospitals and doctors to provide basic types of care by specialists that the BOP cannot provide. Outside medical trips are critically important to the provision of medical care, but they are extremely staff-intensive, which exacerbates staffing shortages. The logistical cost of a medical trip is estimated to be between \$500 to \$600 per escorted trip, excluding any of the associated medical or overtime costs. Thus, telehealth represents a significant cost avoidance opportunity.

Beginning in the spring of 2024, BOP implemented telehealth at MDC Brooklyn. It installed multiple telehealth units at the institution and entered a relationship with a local hospital to begin providing telehealth services to inmates. Prior to implementation consultation requests faced a significant backlog. Once implemented, MDC Brooklyn was able to complete more than 157 patient visits with specialists in the community via telehealth and eliminate the entire backlog of requests for Gastroenterologist specialty visits, while reducing others. In addition, 983 clinical encounters (Chronic Care Clinics, 14 Day Evaluations, Follow-up Exams, etc.) were completed for MDC Brooklyn inmates via telehealth by BOP clinicians located at other BOP facilities between January 2024 and September 2025.

In 2025, a concentrated effort to increase the utilization of telehealth at FMC Ft Worth, FMC Carswell, FMC Butner, FMC Fort Dix, FCC Forrest City, and FCC Coleman was initiated. As a result, the BOP is anticipated to complete 6,629 telehealth consults with specialists in the community in CY 2025, compared to just 3,518 in CY 2024, resulting in an 88 percent increase in telehealth specialist visits. This will have an estimated correctional officer escorting cost savings of \$3,977,400 for 2025, compared to just \$2,110,800 in CY 2024, also an 88 percent increase.

Typically, each outside medical trip requires one to three corrections officers and about two to three hours to prep and conduct the outside medical trip. Telehealth allows this time to be directed back into correctional posts, alleviating staffing concerns. Moreover, the use of telehealth saved the inmates from the need to travel to outside appointments, meaning they could spend a larger part of their day in programming or other activities.



Federal Bureau of Prisons

Based on the success at several BOP facilities in 2025, BOP believes that adding telehealth capability to all institutions, particularly those facing significant shortages of correctional officer or medical staff, can increase the delivery of medical care while decreasing staff time spent on delivery of that care.

Impact on Performance

The expansion of telehealth throughout the agency supports BOP's mission to provide adequate medical care to its inmates and detainees, while increasing in-institution cost savings.



Federal Bureau of Prisons

Funding

1. Base Funding

FY 2025 Enacted				FY 2026 Enacted				FY 2027 Current Services			
Pos	Agt/ Atty	FTE	Amount (\$000)	Pos	Agt/ Atty	FTE	Amount (\$000)	Pos	Agt/ Atty	FTE	Amount (\$000)
0	0	0	\$0	0	0	0	\$0	0	0	0	\$0

2. Personnel Increase Cost Summary

Type of Position/Series	FY 2027 Request (\$000)	Positions Requested	Full Year Modular Cost per Position (\$000)	Annualizations (\$000)			
				2 nd Year	3 rd Year	FY 2028 (net change from 2027)	FY 2029 (net change from 2028)
N/A	\$0	0	\$0	\$0	\$0	\$0	\$0
Total Personnel	\$0	0	\$0	\$0	\$0	\$0	\$0

3. Non-Personnel Offset Cost Summary

Non-Personnel Item	FY 2027 Request (\$000)	Unit Cost (\$000)	Quantity	Annualizations (\$000)	
				FY 2028 (net change from 2027)	FY 2029 (net change from 2028)
Telehealth Expansion & ER/Specialty Services Implementation	\$4,000	N/A	N/A	-\$4,000	\$0
Total Non-Personnel	\$4,000	N/A	N/A	-\$4,000	\$0

4. Total Request for this Item

Category	Positions			Amount Requested (\$000)			Annualizations (\$000)	
	Count	Agt/ Atty	FTE	Personnel	Non- Personnel	Total	FY 2028 (net change from 2027)	FY 2029 (net change from 2028)
Current Services	0	0	0	\$0	\$0	\$0	\$0	\$0
Increases	0	0	0	\$0	\$4,000	\$4,000	-\$4,000	\$0
Grand Total	0	0	0	\$0	\$4,000	\$4,000	-\$4,000	\$0

5. Affected Crosscuts N/A



Federal Bureau of Prisons

Item Name: **Bureau Electronic Medical Record Replacement**

Budget Decision Unit(s): Inmate Care and Programs

Organizational Program: Inmate Care and Programs

Program Increase: Positions 9 Agt/Attys 0 FTE 5 Dollars \$81,700,000

Description of Item

The Bureau of Prisons (BOP) is requesting \$81.7 million and 9 positions/5 FTE to fund the replacement of the Bureau Electronic Medical Record (BEMR).

BEMR was deployed in 2006 at the first site and fully deployed at all sites by 2009. At that time BEMR was primarily for ambulatory care. Additional functionality and upgrades were added as applicable to support BOP's medical record retention needs. However, this approach has left gaps between needed upgrades and application capabilities. Due to this process and the age of the system, BEMR currently lacks many essential functions to promote interoperability, comprehensive tracking and analysis of medical costs to include those provided by community providers, as well as applications to improve provider efficiency and patient management such as voice-to-text and in-patient modules. These shortcomings lead to decreased provider efficiency that negatively impacts patient care, exacerbates staffing challenges and a lack of critical information used for benchmarking costs. These functions are commonplace in current state-of-the-art electronic medical record systems in use in the community and other correctional systems today, such as systems which are certified by the Office of the National Coordinator (ONC)¹⁶. BEMR does not meet the standards required for certification.

As part of BOP's larger cloud migration initiative, the Information Technology and Data Division (ITDD) has recommended that BOP's electronic health record, currently BEMR, be migrated to the BOP enterprise cloud platform (ECP). To help BOP define the best path forward, in 2016 BOP Health Services Division (HSD) commissioned a contractor to study all options to include status quo, upgrade/enhancement of BEMR, or full replacement with an off-the-shelf solution. The contractor determined replacement is the best course of action representing the greatest value with the lowest total cost of ownership while meeting all the needs of the BOP.

Implementation of a new solution is estimated to cost \$80.9 million and will require up to three years to complete and additional funds for personnel to support this project, given the complexity of the existing BEMR system and the required functionality. To further inform and guide HSD strategic planning, HSD published a Request for Information (RFI) for EMR replacement in September 2022. Responses from this RFI along with findings reported by the contractor in 2016 were used in computing this estimate.

¹⁶ [The Office of the National Coordinator for Health Information Technology \(ONC\)](https://healthit.gov/about/) is at the forefront of the administration's health IT efforts and is a resource to the entire health system to support the adoption of health information technology and the promotion of nationwide, standards-based health information exchange to improve health care. <https://healthit.gov/about/>



Federal Bureau of Prisons

SENTRY - This project will include an interface with BOP's SENTRY system, which provides data entry and retrieval of operational information related inmates and BOP's Real and Personal Property assets. Inmate information stored in SENTRY includes inmate demographics and location data, sentence computations, financial responsibility obligations, administrative remedies, designation/custody classification forms, education transcripts, inmate disciplinary history, and over 30 categories of inmate assignments. This will improve bed management, medical duty status codes, and medical holds in real time. Further classification of beds by care type (routine/urgent routine/emergency) would help reduce wait time for Medical Referral Center bed allocation by the Office of Medical Designations and Transportation during re-designation, thereby reducing the care duration of out-of-network providers.

Health Information Exchange (HIE) & Direct Messaging - This functionality will allow potential electronic exchange of vital health information across providers to facilitate residential reentry services coordination of health care in compliance with the First Step Act 2018. The Act specifies the transitional services that can be provided to returning inmates under the program, including educational, literacy, vocational, and the transitional jobs strategy; substance abuse treatment and services; coordinated supervision and services for offenders, including physical health care and comprehensive housing and mental health care; family services; and validated assessment tools to assess the risk factors of returning prisoners. The Second Chance Reauthorization Act amends the authorization for the program to pivot the focus toward providing community-based transitional services to former inmates returning to the community. HIE requires experienced staff to manage the application and training with all BOP institutions. It also requires implementation of policy and contract review. The cost of the HIE will be based on fees associated to connect to each State or region where applicable.

Telehealth Integration - For continuity of care, creating an interface with the current telehealth platform will be a priority with the BOP Electronic Record. Currently, the platform is leveraging Cisco Webex for visits, however this was intended as a short-term solution during COVID. There are vendors that have more integrated solutions that are centered on health care. This would assist with storing images captured during telehealth visits, as well as other data collected via peripheral equipment (EKG, vital signs equipment, etc.).

Pharmacy Module - The pharmacy module will include several enhancements per Federal Drug Administration (FDA) requirements, which will improve workflow outcomes and reduce cost of medications at each institution. The pharmacy module will also contain an application specifically designed to support Medication Assisted Treatment (MAT) medication within the facility.

Justification

The BOP provides medical care for its population through a combination of onsite (within the institution that is similar to "in-network" care) medical services offered by both employed and contracted providers, and through offsite ("out-of-network" care) referred medical services.

The BOP needs a reliable, safe, and legally comprehensive method to maintain a complete legal health record. Since 2020, the Health Technology Branch has improved the health record by developing enhancements, however an internal Data Integration & Analytics Plan identified BOP



Federal Bureau of Prisons

had major risks as its current system was unable to address health care trends, track outcomes, and thus could not reduce identified costs for the BOP.

This enhancement further supports the Office of the Inspector General's recommendations relating to tracking and addressing rising health care costs.¹⁷ Additionally, this request will work in conjunction with the First Step Act of 2018 to strengthen the furtherance of treating opioid use disorder (OUD) via MAT.

Overall, it would improve the ability to reply to data requests, allow the ability to make cost comparisons and most importantly ensure efficient compliance with FDA and accreditation guidelines.

Impact on Performance

These changes will improve BOP's ability to comply with all its reporting and accreditation requirements. In addition, it will comply with the transition of care for reentry services by improving health data exchange with community providers/health care facilities.

Given BEMR's age, it requires numerous upgrades so that overall healthcare performance can be reconciled utilizing standard codes that are used by out-of-network community care hospitals medical claims. Further, this would allow benchmarking of out-of-network care costs and efficiency to internal care & cost. Currently BOP tracks value by volume of care or just that which is fee-based. These investments will allow us to do it on a value-based care model using a more sophisticated model as is appropriate with medical costs.

¹⁷ [Management Advisory Memorandum: Notification of Concerns Resulting from Multiple Office of the Inspector General Reviews Related to the Federal Bureau of Prisons Strategy for its Medical Services Contracts | U.S. Department of Justice Office of the Inspector General](#)



Federal Bureau of Prisons

Funding

1. Base Funding

FY 2025 Enacted				FY 2026 Enacted				FY 2027 Current Services			
Pos	Agt/ Atty	FTE	Amount (\$000)	Pos	Agt/ Atty	FTE	Amount (\$000)	Pos	Agt/ Atty	FTE	Amount (\$000)
0	0	0	\$0	0	0	0	\$0	0	0	0	\$0

2. Personnel Increase Cost Summary

Type of Position/Series	FY 2027 Request (\$000)	Positions Requested	Full Year Modular Cost per Position (\$000)	Annualizations (\$000)			
				2 nd Year	3 rd Year	FY 2028 (net change from 2027)	FY 2029 (net change from 2028)
Health Informatics Specialist GS 12/5	\$805	9	\$161	\$805	\$644	\$644	\$0
Total Personnel	\$805	9	\$161	\$805	\$644	\$644	\$0

3. Non-Personnel Offset Cost Summary

Non-Personnel Item ¹⁸	FY 2027 Request (\$000)	Unit Cost (\$000)	Quantity	Annualizations (\$000)	
				FY 2028 (net change from 2027)	FY 2029 (net change from 2028)
Replace BEMR	\$80,895	N/A	N/A	-\$50,895	\$0
Total Non-Personnel	\$80,895	N/A	N/A	-\$50,895	\$0

4. Total Request for this Item

Category	Positions			Amount Requested (\$000)			Annualizations (\$000)	
	Count	Agt/ Atty	FTE	Personnel	Non- Personnel	Total	FY 2028 (net change from 2027)	FY 2029 (net change from 2028)
Current Services	0	0	0	\$0	\$0	\$0	\$0	\$0
Increases	9	0	5	\$805	\$80,895	\$81,700	-\$50,251	\$0
Grand Total	9	0	5	\$805	\$80,895	\$81,700	-\$50,251	\$0

5. Affected Crosscuts

N/A

¹⁸Current estimate for replacement of legacy electronic health record (EMR) with an ONC certified full-function commercial off-the-shelf product indicates that \$30.0 million is required annually for on-going maintenance.