

**Federal Prison System  
Buildings and Facilities  
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## **I. Overview for the Bureau of Prisons, Buildings and Facilities (B&F) Appropriation**

The Bureau of Prisons (BOP) was established in 1930 to provide more progressive and humane care for Federal inmates, to professionalize the prison service, and to ensure consistent and centralized administration of the 11 Federal prisons in operation at that time (now 115). The mission of the BOP, an agency of the Department of Justice (DOJ), is to protect society by confining offenders in the controlled environments of prisons and community-based facilities that are safe, humane, cost-efficient, and appropriately secure, and that provide work and other self-improvement opportunities to assist offenders in becoming law-abiding citizens. Electronic copies of the Department of Justice's Congressional Budget Justifications and Capital Asset Plan and Business Case exhibits can be viewed or downloaded from the Internet using the Internet address: <http://www.usdoj.gov/jmd/2011justification/>.

The BOP's biggest challenge is managing the growing Federal inmate population, and providing for inmate's care and safety in crowded conditions, as well as the safety of BOP staff and surrounding communities, within budgeted levels. The average net increase in the inmate population over the past five fiscal years (FY 2005 – FY 2009) is close to 5,800 per year. In FY 2008, the inmate population had its smallest increase, growing by a net of 1,648 new inmates attributed to inmates receiving sentence reductions, many resulting in immediate release, after the U.S. Sentencing Commission changed sentencing guidelines to retroactively re-sentence inmates convicted of crack cocaine offenses. The effect of this change was almost fully realized in FY 2008. In FY 2009, a net growth of 7,091 new inmates was realized, and a net growth of at least 7,000 inmates per year is projected for FY 2010 and FY 2011.

Rated capacity is the baseline used to calculate prison crowding, and is essential to managing the BOP's inmate population to distribute the population throughout the system efficiently and equitably. The calculation for determining rated capacity involves stratified double bunking across all security levels and includes the follow formulas: minimum and low security institutions at 100 percent double bunking; medium security institutions at 50 percent double bunking and; high security institutions at 25 percent double bunking.

BOP facilities are overcrowded, and are operating at 36 percent above rated capacity system-wide as of January 21, 2010. As of May 2009, 18,630 (93 percent) high security inmates were double bunked, and 14,180 (26 percent) medium security inmates and almost 35,000 (81 percent) low security inmates were triple bunked. Overcrowding and staffing rates will worsen given incarceration trends. Over 171,200 of the current Federal inmate population are in facilities operated by the BOP. The remainder, over 37,300 inmates or 17.9 percent, are in contract care including privately operated secure facilities, facilities managed by state and local governments, residential reentry centers, or home confinement. The percentage of inmates in contract care has steadily increased from 1.5 percent in 1980, 10.7 percent in 1990, 13.5 percent in 2000, to 17.9 percent currently. Future population, capacity, and crowding projections are shown in the following tables:

## Projected Population, Capacity, and Crowding<sup>1</sup>

	2008 (Actual)	2009 (Actual)	2010	2011	2012	2013	2014	2015	2016
BOP Facilities									
Starting Capacity	122,189	122,366	125,778	126,708	128,534	131,670	132,398	133,686	136,750
Additional Approved/Planned	177	3,412	930	1,826	3,136	728	1,288	3,064	4,696
Subtotal Capacity	122,366	125,778	126,708	128,534	131,670	132,398	133,686	136,750	141,446
Pop. Projection	165,964	172,423	176,962	183,569	186,315	189,059	191,804	194,548	197,293
Percent Overcrowded	36%	37%	40%	43%	42%	43%	43%	42%	39%
Contract	35,704	36,336	38,797	39,190	40,944	42,697	44,449	46,202	47,954
Percent Contract	17.7%	17.4%	18.0%	17.6%	18.0%	18.4%	18.8%	19.2%	19.6%

The B&F appropriation is composed of two decision units: 1) The New Construction decision unit includes funding to expand existing facilities and acquire or construct new facilities; and 2) The Modernization and Repair (M&R) decision unit includes funding to maintain existing facilities in an adequate state of repair to provide a safe and secure environment to continue operations, thereby protecting taxpayer capital investments.

For FY 2011, a total of \$269,733,000 with 287 positions; and 268 FTEs is requested for the B&F appropriation to support DOJ Strategic Goal 3: Ensure the Fair and Efficient Administration of Justice. This request includes resources to acquire and renovate U.S. Penitentiary (USP) Thomson, Illinois, to add bed space for higher security inmates. It is critical that the BOP move forward with this request for additional capacity as inmate crowding, particularly in higher security facilities remains a serious concern for the BOP. In addition, this request continues prior year level base resources for the M&R program.

As a strategy to try to keep pace with inmate population growth, the BOP continues to rely on a combination of contracts with private, state, and local vendors; increasing use of residential reentry centers; expansions of existing facilities where infrastructure permits; acquisition and renovation of existing structures; and new prison construction.

The M&R program provides the resources to undertake essential rehabilitation, modernization and renovation of buildings, other structures, and associated systems, necessary modifications to meet legal requirements and accommodate correctional

<sup>1</sup> The population projections are based on data and information from a variety of sources including the Administrative Office of the U.S. Courts, the U.S. Sentencing Commission, the Executive office for United States Attorneys, the Office of the Federal Detention Trustee, the Drug Enforcement Administration, the Federal Bureau of Investigation, and the BOP's own information system (SENTRY). Additional capacity projections are tied to future enactment of funding for contract beds, new construction, and activations.

programs, repair or replacement of utilities systems and other critical infrastructure and repair projects at existing institutions in order to keep all systems and structures in an adequate state of repair. Proper maintenance, modernization, and repair of BOP institutions are essential. Failure to adequately maintain structures and utility systems erodes capital investment and multiplies the costs in future years for accomplishing the required maintenance and repair. Most important, failure to maintain structures can cause direct and/or indirect security problems.

DOJ completed activation of the Asset Management Plan (AMP) system achieving compliance with the Real Property Management initiative from OMB. The AMP inventories all real property and related information and tracks repair needs. This significant DOJ accomplishment is due, in large part, to the hard work of BOP staff, as the Federal Prison System accounts for over 90 percent of all of DOJ's capital assets.

In accordance with the Administration's direction to focus on place-based policies and initiatives [M-09-28], the BOP has a long standing practice of locating many of its new Federal prisons in rural areas. As stated in the White House memo "The prosperity, equity, sustainability, and livability of neighborhoods, cities and towns, and larger regions depend on the ability of the Federal government to enable locally-driven, integrated, and place-conscious solutions guided by meaningful measures, not disparate or redundant programs which neglect their impact on regional development." The BOP's positive impact on rural communities is significant. From bringing in new federal jobs, stimulation of local businesses and housing, contracting with hospitals and other local vendors, and coordinating with local law enforcement, the BOP improves the economy of the town and the entire region where these rural facilities are located.

### **Environmental Accountability**

The BOP continues its progress of improving environmental and energy performance. The BOP is aggressively pursuing the Energy Saving Performance Contract (ESPC) finance mechanism permitted by Executive Order 13423 and Energy Policy Act. Twenty-one ESPCs have been initiated over the last two years and the BOP has moved forward with seventeen of them. As part of these projects, the BOP is implementing green initiatives such as solar power, wind turbines, biomass boilers, lighting upgrades, water conservation retrofits, heating and cooling equipment replacement, and many other energy saving measures.

For example, at the Federal Correctional Complex (FCC) in Victorville, CA, an ESPC was utilized to install a 750 kW wind turbine and a 74.5kW photovoltaic array with new integrated HVAC controls for a total savings of 13.2 billion BTU's over the last few years. This forward thinking approach has been presented in the Boston Business Journal in 2005. In 2007, FCC Victorville initiated an aluminum can recycling program that diverted more than 3,500 pounds of aluminum cans from the local landfill. During FY 2008, the institution expanded services to include virtually all ferrous and nonferrous metals, textiles, plastic oils, antifreeze, batteries, tires, cardboard, paper, construction debris pallets, e-waste, glass toner cartridges, light bulbs and sawdust.

USP Hazelton, WV has a prison sanitation “green purchasing” project which involves the institution purchasing 100 percent, green seal-certified, bio-based, or environmentally-friendly sanitation supplies. The USP continually seeks out the best solutions to its sanitation needs – i.e. those that are safe, cost-effective, and minimize negative impact on the environment.

Over the last three years, the BOP’s ESPC Program has won the following national awards:

- 2006 DOE Small Team Award for the FCC Victorville Project
- 2007 Presidential Award for Leadership in Federal Energy Management
- 2007 GSA Award for the “Greening of Prisons”
- 2009 DOJ Energy and Environmental Awards to USP Hazelton and FCC Victorville

In addition to ESPCs, the BOP is also pursuing numerous energy conservation and greening projects via traditional methods. As an example, the BOP is working with Lycoming County, Pennsylvania, in an effort to utilize methane gas from a landfill to provide electricity and hot water to the Federal Correctional Complex in Allenwood, PA.

The FCC in Butner, NC is one of the first prisons in the country to be LEED “Certified”. The Leadership in Energy and Environmental Design (LEED) Green Building Rating System is the nationally accepted benchmark for design, construction and operation of high performance sustainable buildings. As part of this certification, these assets received points for a sustainable site, water efficiency, energy/atmosphere, materials/resources, indoor air quality and innovative designs. If funding levels allow, the Bureau intends on utilizing the LEED system on future new construction projects and renovations.

In an effort to conserve energy system-wide, the BOP Director also implemented an Energy Conservation Initiative in 2006. This initiative employs integrated design principles, optimization of energy performance and operational changes. As part of this initiative, the BOP reduced the consumption of electricity, natural gas, fuel oil, gasoline and water. This resulted in a 2 percent reduction in energy consumption over the fiscal year. Also, the BOP implemented additional water conservation initiatives in 2009 to reduce water consumption throughout the system.

The BOP also has a very ambitious recycling program. As an example, the Safety Department at the FCC in Lompoc, California, operates a multi-faceted recycling and environmental awareness operation. The institution employs several inmate workers to sort recyclable materials throughout the complex. In FY 2007, FCC Lompoc’s recycling efforts kept 320,000 tons of recyclables, such as wood, cardboard, ferrous metals, non-ferrous metals, tires, batteries, anti-freeze, engine oil, cooking oil, wood pallets, plastics, light bulbs, computers and paper from entering the waste stream. The recycling program generated \$28,885 in FY 2007 and saved more than \$24,000 in land fill disposal fees.

The BOP has five institutions that have various size bio-diesel operations. At these facilities, waste kitchen grease is converted into bio-diesel, and is used in vehicles and lawn equipment. The United States Penitentiary in Big Sandy, Kentucky produces over

500 gallons of bio-diesel per month. The BOP anticipates this program might be expanded to all institutions over the next few years.

### **FY 2011 Total Bureau of Prisons Request by DOJ Strategic Goal**

The BOP's mission plays a direct role in supporting DOJ, Strategic Goal 3: Ensure the Fair and Efficient Administration of Justice. For FY 2011, a total of \$269,733,000, with 287 positions and 268 FTEs is requested for the B&F appropriation to support the Department's Strategic Goal to:

- Provide for the safe, secure, and humane confinement of detained persons awaiting trial and/or sentencing, and those in the custody of the Federal Prison System (Strategic Goal 3.3)

### **Full Program Costs**

The BOP's budget integrates both DOJ and BOP Strategic Goals and Objectives. Each performance objective is linked with the costs of critical strategic actions. The 2011 B&F budget request includes resources to acquire and renovate a state facility in Thomson, Illinois, and a small amount for critical Modernization and Repair needs of existing institutions.

Both performance and resource tables within each decision unit justification define the total costs of achieving the strategies the BOP will implement in FY 2011.

### **FY 2011 Budget Request by Decision Unit**

#### New Construction Funds: \$195,523,000

For FY 2011, \$25,523,000 in New Construction base funds are required to provide for ongoing expenses within the decision unit. Also, to increase capacity and reduce projected overcrowding, \$170,000,000 is requested to acquire and renovate USP Thomson, IL (Thomson Correctional Center). The requested resources for the program improvement are critical to managing growth in the Federal inmate population, which greatly exceeds the rated capacity. This request will help to address the shortage of bed space at higher security institutions as the population increases.

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

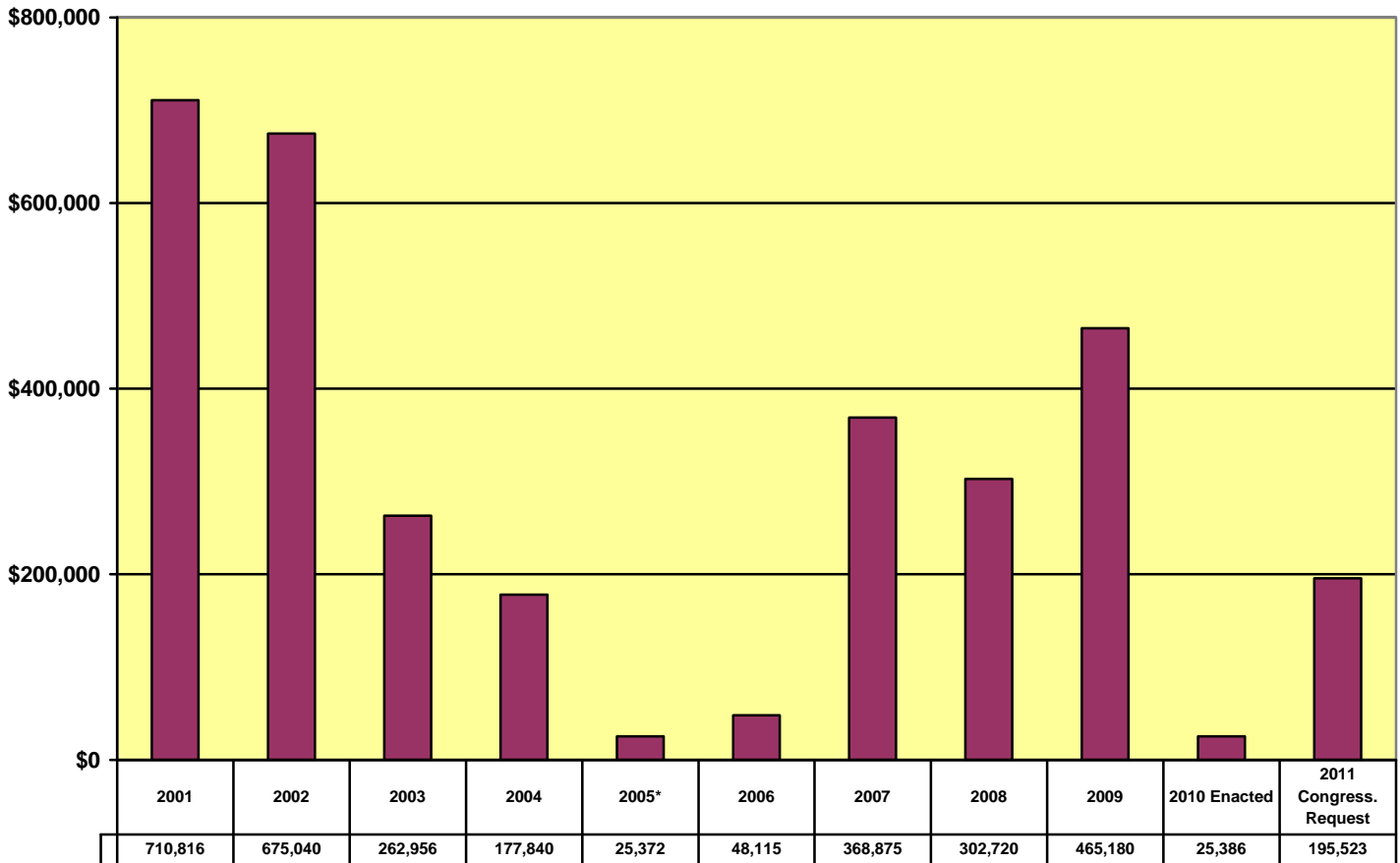
- The direct cost of all activities
- Indirect costs
- Common administrative systems costs

**Program Improvements:**

	Dollars (\$000)	<u>Pos.</u>	<u>FTE</u>
Funds to Acquire and Renovate USP Thomson, IL (Thomson Correctional Center)	\$170,000	6	5
Total Program Increases	170,000	6	5

The following chart shows the history of New Construction funding levels from FY 2001 to the FY 2011 request.

**New Construction Funding (\$000)**



**\*In FY 2005, OMB placed a moratorium on new prison construction.**

**Note: The BOP absorbed enacted rescissions against new construction project funds in FY 2002 of \$5.7 million and FY 2004 of \$51.9 million.**

Modernization and Repair: \$74,210,000

It is extremely important that sufficient funding for the M&R program be provided to address critical repair and safety projects in order to maintain Federal prisons. A DOJ across-the-board offset of \$43,000 is being applied to the M&R program in an effort to reduce overall Department travel expenditures. For FY 2011, an adjusted M&R base amount of \$74,210,000 is requested. This level for M&R will fund some of the most basic repairs of BOP's aging facilities' infrastructures.

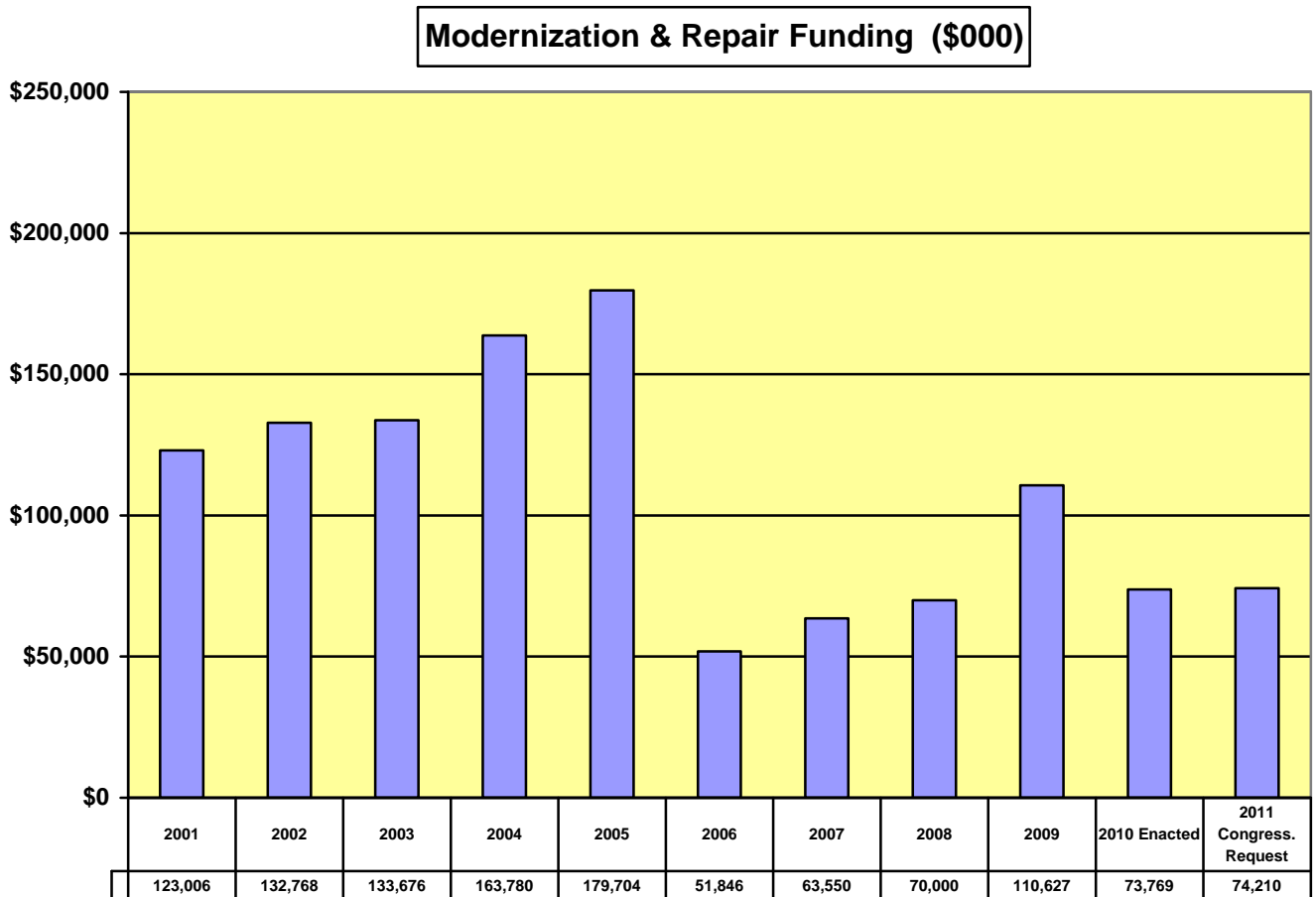
The M&R program provides the necessary resources to undertake essential rehabilitation, renovation and replacement projects at existing institutions to ensure that structures, utilities systems, and other plant facilities are kept in an adequate state of repair.

Delays in completing needed repairs would increase the number and cost of unfunded projects as well as contribute to additional deterioration of BOP's aging and inadequate infrastructures. M&R is essential to institution security because deteriorated facilities can add to increased risk of escape, inability to lock down cells, or violence due to inadequate living conditions.

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

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

The following chart shows the history of M&R funding levels from FY 2001 to the FY 2011 Request.





## Challenges

The major challenge the BOP continues to face is how to care for and manage the increasing Federal inmate population, while maintaining appropriately safe and secure prisons. The most significant increases in the inmate population have occurred in the last two decades. While the BOP is not experiencing the dramatic population increases of between 10,000 and 11,400 inmates per year that occurred from 1998 to 2001, the increases are still significant (over 7,000 inmates in FY 2009), and a net growth of 7,000 inmates per year is projected for FY 2010 and FY 2011. Therefore, adding new capacity to accommodate the increasing inmate population is crucial to address overcrowding and effectively managing federal inmates.

One-third of the BOP's 115 institutions are over 50 years old. The BOP prioritizes its major M&R projects (typically those costing about \$300,000 or more) so that only the most critical are funded first in order to maintain safe and secure facilities. Additional resources are required to reduce the backlog and fund some of the critical and failing infrastructure needs such as roof repairs and perimeter fence security systems. Maintaining sufficient M&R resources is essential to ensuring BOP facilities are kept in an adequate state of repair for the safety of staff, inmates, and the surrounding communities. Failure to adequately maintain structures and utility systems erodes capital investment and multiplies the costs in future years for accomplishing the required maintenance and repair. This is particularly important given the Administration's emphasis on agency asset management planning processes.

It has been particularly challenging to manage the Federal prisoner population at higher security levels. The combined inmate population confined in medium and high facilities represents almost 40 percent of the entire inmate population. It is important to note that at the medium security level, about 67 percent of the inmates are drug offenders or weapons offenders, approximately 75 percent have a history of violence, 40 percent have been sanctioned for violating prison rules, and half of the inmates in this population have sentences in excess of 8 years. At the high security level, more than 70 percent of the inmates are drug offenders, weapons offenders, or robbers, another 10 percent have been convicted of murder, aggravated assault, or kidnapping, and half of the inmates in this population have sentences in excess of 10 years. Furthermore, nearly 70 percent of high security inmates have been sanctioned for violating prison rules, and more than 90 percent have a history of violence.

Further, with the ongoing threats and activity of terrorist organizations, the BOP's work has taken on significantly greater risks with the incarceration of high-profile convicted terrorists such as: Zacarias Mossaoui, Nidal Ayyad (World Trade Center Bomber), Terry Nichols, Sheik Rahman, Richard Reid, Ramzi Yousef, and Ahmed Ghailani.

## II. Summary of Program Changes

Item Name	Description				Page
		Pos.	FTE	Dollars (\$000)	
Acquire and Renovate USP Thomson, IL	Funding to Acquire and Renovate USP Thomson, IL	6	5	170,000	26
Offset: Reduce Travel Expenditures	Modernization and Repair Program - Offset of travel expenditures	0	0	(43)	29
<b>Total Program Changes</b>		<b>6</b>	<b>5</b>	<b>\$169,957</b>	

### **III: Appropriations Language and Analysis of Appropriations Language**

#### **Appropriations Language**

The 2011 budget estimates include proposed changes in the appropriation language listed and explained below. New language is italicized and underlined, and language proposed for deletion is bracketed.

#### **Buildings and Facilities**

For planning, acquisition of sites and construction of new facilities; purchase and acquisition of facilities and remodeling, and equipping of such facilities for penal and correctional use, including all necessary expenses incident thereto, by contract or force account; and constructing, remodeling, and equipping necessary buildings and facilities at existing penal and correctional institutions, including all necessary expenses incident thereto, by contract or force account, [\$99,155,000] *\$269,733,000*, to remain available until expended, of which not less than [\$73,769,000] *\$74,210,000* shall be available only for modernization, maintenance and repair, and of which not to exceed \$14,000,000 shall be available to construct areas for inmate work programs: Provided, That labor of United States prisoners may be used for work performed under this appropriation. (Department of Justice Appropriations Act, 2010.)

#### **Analysis of Appropriations Language**

No substantive language changes proposed.

## U.S. Department of Justice

### IV. Decision Unit Justification

#### A. New Construction

<b>New Construction TOTAL</b>	<b>Perm. Pos.</b>	<b>FTE</b>	<b>Amount</b>
2009 Enacted with Rescissions	152	134	465,180
2009 Supplementals	0	0	0
2009 Enacted w/Rescissions & Supps.	152	134	465,180
2010 Enacted	143	125	25,386
Adjustments to Base and Tech. Adj.	(3)	(3)	137
2011 Current Services	140	122	25,523
2011 Program Increases	6	5	170,000
2011 Request	146	127	195,523
<b>Total Change 2010-2011</b>	<b>3</b>	<b>2</b>	<b>\$170,137</b>

**No Information Technology for this program.**

#### 1. Program Description

##### New Construction

For FY 2011, \$25,523,000 in new construction base funds are required to provide for ongoing expenses within the decision unit. New Construction base resources are essential to the program and are required for the Oklahoma Transfer Center lease payments (approximately \$10 million per year); salaries and administrative costs of architects, project managers, site selection, procurement, and other staff necessary to carry out the program objective; environmental requirements and geo-technical exploration; construction of inmate work program areas; expansion and conversion projects, i.e. additional special housing unit space; and any unforeseen preliminary project costs issues which may arise and are not included in the individual project cost estimate. Further, new construction base funds are utilized when site investigations are required for a project in which a specific location has not yet been identified.

In addition, \$170,000,000 in New Construction program increases are requested to acquire and renovate USP Thomson, IL (Thomson Correctional Center). This increase will provide up to 1,600 new high security cells to help address crowding at this level, which is 51 percent over rated capacity as of January 21, 2010.

Most criminal justice agencies have some degree of discretion in controlling their workloads, typically through priority systems developed to ensure that the most important cases are handled first. However, the BOP must, by law, accept all inmates sentenced to confinement by the Federal courts. In addition, in accordance with the D.C. Revitalization Act of 1997, the BOP must accept responsibility for the District of Columbia sentenced felon population.

The BOP regularly reviews capacity requirements, considers the current and projected inmate population levels, current law enforcement initiatives, geographic origin of the confined population, and the age and condition of existing facilities. As federal inmate population levels are projected to continue increasing, the BOP strives to take all possible actions within constrained budget levels to protect the community, while keeping institutional population numbers at manageable levels to ensure that federal inmates continue to serve their sentences in a safe and humane environment.

The BOP strives to accommodate its population in the safest and most cost effective manner. When funding allows, increased capacity is accomplished through the utilization of contract facilities, expansion of existing facilities, acquisition and conversion of military and other properties to prison use, and the ongoing design and construction of new prisons, consistent with the capacity plan.

From a cost perspective, the expansion of existing institutions is considered by BOP to be a cost effective technique for increasing prison capacity, and the BOP has recently added housing units at facilities where program space and systems infrastructure can absorb further population increases. However, where major program and support areas such as food service and utilities are already seriously over capacity, expansion may be cost prohibitive and other alternatives need to be considered.

The major challenges in managing the federal prisoner population stem from the increasing inmate population particularly at higher security institutions. It is important to note that at the medium security level, about 67 percent of the inmates are drug offenders or weapons offenders, approximately 75 percent have a history of violence, 40 percent have been sanctioned for violating prison rules, and half of the inmates in this population have sentences in excess of 8 years. At the high security level, more than 70 percent of the inmates are drug offenders, weapons offenders, or robbers, another 10 percent have been convicted of murder, aggravated assault, or kidnapping, and half of the inmates in this population have sentences in excess of 10 years. Furthermore, nearly 70 percent of high security inmates have been sanctioned for violating prison rules, and more than 90 percent have a history of violence.

GAO Report 08-634, PRISON CONSTRUCTION, recommended that the BOP communicate in DOJ's annual Congressional budget submission: (1) the extent to which project costs may vary from initial estimates, and (2) changes that may impact the functionality of projects.

- (1) Actual Costs May Vary from Initial Estimates - The cost estimates appearing on the Status of Construction exhibit are preliminary and are updated periodically based on the following factors: when full construction funds are anticipated to become available; geographic location; historical and projected cost escalation; and allowances for uncertainty as to actual sites to be developed. Preliminary estimates in this budget have increased primarily due to when full construction funds are anticipated to become available and based on security level and capacity changes noted on the next page. Although cost escalation is currently lower due to the current recession, preliminary cost estimates historically increase

(approximately 5 percent or more) each year until full funding is provided for projects and construction contracts can be awarded.

- (2) Changes from the FY 2010 Congressional Budget - At FCI McDowell, WV, deep fill soil has settled at several locations under the perimeter security fencing which will impact the Contractor's ability to complete the project within the original performance period. Thus, the project's construction completion date has been changed from November 2009 to February 2010. Construction at FCI Mendota, CA is now complete. Previously, the contractor indicated that the project would be completed one month earlier than anticipated, therefore, the BOP moved up the construction completion date to January 2010 from February 2010. Additionally, through a modification of the current contract, construction of the Federal Prison Camp (FPC) and UNICOR factory was awarded on September 25, 2009. Construction completion for the FPC is estimated to be April 2011. As a result of lower than expected contract awards for USP Yazoo City, MS and FCI Hazelton, WV, available funds from both projects were utilized for a future project "Acquire Existing Institution for USP". This will add much needed bed space for the increasing high security inmate population. Due to FY 2011 funding constraints, the activation funding date for FCI Aliceville, AL was moved to FY 2012. The estimated activation funding date for FCI Leavenworth, KS; USP Forrest City, AR; and USP El Reno, OK have been changed from FY 2014 to FY 2015; also USP Bennettsville, SC; USP Letcher County, KY; FCI North Central; and FCI Florida have been changed from FY 2014/2015 to FY 2016, consistent with the fiscal year in which construction funding is anticipated to be received.

**PERFORMANCE AND RESOURCES TABLE**

**Decision Unit: New Construction**

**DOJ Strategic Goal/Objective: 3.3**

Workload/Resources		Final Target		Actual		Projected		Changes		Requested (Total)	
		FY 2009		FY 2009		FY 2010 Enacted		Current Services Adjustments and FY 2011 Program Changes		FY 2011 Request	
<b>Workload:</b>											
<b>1. Number of beds added (BOP facilities)</b>		1,159		3,412		930		896		1,826	
<b>2. End of Year Capacity (BOP facilities)</b>		123,525		125,778		126,708		1,826		128,534	
<b>Total Costs and FTE</b>		<b>FTE</b>	<b>\$000</b>	<b>FTE</b>	<b>\$000</b>	<b>FTE</b>	<b>\$000</b>	<b>FTE</b>	<b>\$000</b>	<b>FTE</b>	<b>\$000</b>
		277	\$575,807	277	\$575,807	268	\$99,155	0	\$170,578	268	\$269,733
TYPE/ STRATEGIC OBJECTIVE	Performance	FY 2009		FY 2009		FY 2010 Enacted		Current Services Adjustments and FY 2011 Program Changes		FY 2011 Request	
		FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000
<b>Program Activity</b>		134	\$465,180	134	\$465,180	125	\$25,386	2	\$170,137	127	\$195,523
<b>Performance Measure</b>	<b>3. Number of Environmental Impact Studies/Environmental Assessments completed</b>	2		1		1		2		3	
<b>Performance Measure</b>	<b>4. Number of major construction awards</b>	2		2		0		0		0	
<b>OUTCOME</b>	<b>5. Number of facilities completed</b>	0		0		3		(2)		1	
<b>OUTCOME</b>	<b>6. System-wide crowding level *</b>	37%		37%		40%		3%		43%	

Data Definition, Validation, Verification, and Limitations:

**Data Definition:** The number of beds equates to rated capacity. Medium security facilities: strengthened perimeters, mostly cell-type housing, work and treatment programs and a higher inmate-to-staff ratio than low security facilities. High security facilities: also known as U.S. Penitentiaries, highly secure perimeters, multiple and single cell housing, highest inmate-to-staff ratio, close control of inmate movement. For new construction projects, a Notice to Proceed (NTP) is issued by the contracting officer, shortly after award of a design-build contract. The NTP authorizes the contractor to begin work under the contract, initially the start of design. Mission critical facilities are all existing BOP institutions.

**Data Collection and Storage:** Data are gathered from several computer systems. Each project is assigned a specific project code. Each obligation and expenditure is entered into FMIS by the specific project code. Award of design-build contracts for new construction projects are maintained and monitored through the BOP's fund control system and DOJ's FMIS. The status of all critical mission facilities are maintained in the BOP's on-line system (SENTRY) as well as the daily generated prisoner population reports.

**Data Validation and Verification:** Within BOP headquarters, staff retrieve and verify data on a daily basis, analyze it, and formulate reports and projections. Subject matter experts review and analyze population and capacity levels daily, both overall and by security level. The BOP Capacity Planning Committee (CPC), comprised of top BOP officials, meets bi-monthly to review, verify, and update population projections and capacity needs for the BOP. Purchase requests for design-build contracts are approved by specific project management staff (based on dollar threshold limitations); commitments are entered into a computer based fund control system; and purchase requests are forwarded for procurement action. Once the procurement office awards a contract/purchase order, the obligation is entered into the DOJ FMIS. Each month, FMIS obligations are reconciled with the BOP's fund control register by project, and forwarded to the Central Office Finance Branch, Business Office, to ensure accuracy and compliance. The contracting officer issues the NTP, shortly after award of a design-build contract. The award of a contract is based on completing the procurement of the contract and receipt of the necessary environmental or political requirements or clearances.

**Data Limitations:** Due to the unpredictable environment in prisons and other external factors, there may be discrepancies between projected and actual numbers contained in the performance tables. Most plans are developed based on historical data, and past experience to project for the future. In addition, budget delays and shortfalls also affect performance results. The time required for a project to go from NTP to "completion" depends on numerous factors, such as: the extent of site development or remediation activities required; climate of the project site (how many months of good construction weather); what time of year the NTP is issued; unusual weather; unforeseen site conditions; and quality of management by the contractor.



**PERFORMANCE MEASURE TABLE**

**Decision Unit: New Construction**

Performance Report and Performance Plan Targets		FY 2003	FY 2004	FY 2005	FY 2006	FY 2007	FY 2008	FY 2009		FY 2010	FY 2011
		Actual	Actual	Actual	Actual	Actual	Actual	Target	Actual	Target	Target
<b>Performance Measure</b>	Number of Environmental Impact Studies/Environmental Assessments completed.	0	1	1	1	0	2	2	1	1	3
<b>Performance Measure</b>	Number of major construction awards	2	0	1	0	2	1	2	2	0	0
<b>OUTCOME Measure</b>	Number of facilities completed	2	9	1	2	1	0	0	0	3	1
<b>OUTCOME Measure</b>	*System-wide Crowding in Federal Prisons	39%	41%	34%	36%	37%	36%	37%	37%	40%	43%

\* Denotes inclusion in the DOJ Annual Performance Plan

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

The New Construction decision unit contributes directly to the Department's Strategic Goal 3: Ensure the Fair and Efficient Administration of Justice.

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

As illustrated in the preceding Performance and Resources Table, the outcome measures for this decision unit include: Number of facilities completed/constructed and System-wide crowding level.

BOP completed one environmental impact study/environmental assessment in FY 2009 (USP Yazoo City, MS). For FY 2010, BOP anticipates one (USP South Central/Forrest City, AR). For FY 2011, there are now three anticipated (USP El Reno, USP Bennettsville, SC and Leavenworth, KS).

BOP had two major construction awards in FY 2009 (USP Yazoo City, MS and FCI Hazelton, WV). For FY 2010 and FY 2011, there are no awards anticipated.

For FY 2009, there were no facilities completed. However, for FY 2010, BOP anticipates three (FCI McDowell, WV, FCI Mendota, CA and FCI Berlin, NH) to be completed. For FY2011, BOP anticipates one more completions (Aliceville, AL).

Population projections for FY 2009 to FY 2011 are based on data and information from a variety of sources including the Administrative Office of the U.S. Courts, U.S. Sentencing Commission, the Executive Office for United States Attorneys, the Office of the Federal Detention Trustee, the Drug Enforcement Administration, the Federal Bureau of Investigation, and the BOP's own information system (SENTRY). The FY 2009 actual crowding rate was 37 percent. However, for FY 2010 and FY 2011 the crowding target is projected to increase to 40 percent and 43 percent respectively.

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

The BOP strives to acquire needed capacity through a multi-pronged approach of contracts with private providers of correctional services for male low security special populations, with state and local governments, expansions of existing facilities and construction and acquisition of new prisons.

The BOP completed construction of 11 new medium and high security facilities in FY2004/FY 2005, completed one in January 2006 (FCI Butner, NC) and one in April 2006 (SFF Hazelton, WV). In addition, FCI Pollock, LA was completed in February 2007 and started taking inmates in May 2009. BOP continues to contract out for male special population low and minimum security inmates. A total of 37,329 inmates (17.9 percent) were housed in contract confinement as of January 21, 2010.

## B. Modernization and Repair

<b>Modernization and Repair TOTAL</b>	<b>Perm. Pos.</b>	<b>FTE</b>	<b>Amount</b>
2009 Enacted with Rescissions	141	143	110,627
2009 Supplementals	0	0	0
2009 Enacted w/Rescissions & Supps.	141	143	110,627
2010 Enacted	141	143	73,769
Adjustments to Base and Tech. Adj.	0	(2)	484
2011 Current Services	141	141	74,253
2011 Program Offsets	0	0	(43)
2011 Program Increases	0	0	0
2011 Request	141	141	74,210
<b>Total Change 2010-2011</b>		<b>(2)</b>	<b>\$441</b>

**No Information Technology for this program.**

### 1. Program Description

#### **Modernization and Repair**

For FY 2011, a total of \$74,210,000 is requested for the Modernization and Repair (M&R) program. This program provides the resources to undertake essential rehabilitation, modernization and renovation of buildings, other structures, and associated systems, necessary modifications to meet legal requirements and accommodate correctional programs, repair or replacement of utilities systems and other critical infrastructure and repair projects at existing institutions in order to keep all systems and structures in a good state of repair. Proper maintenance, modernization, and repair of BOP institutions are essential. Failure to adequately maintain structures and utility systems erodes capital investment and multiplies the costs in future years for accomplishing the required maintenance and repair. Most important, failure to maintain structures can cause direct and/or indirect security problems.

Most maintenance and repair projects are performed using inmate work crews. This provides instructional work for inmates and labor for the work to be performed. Inmate work crews require staff supervision to direct the work being performed and for obvious security reasons.

Almost one-third of the BOP's 115 institutions are over 50 years old, and most have not undergone major renovations from the time they were constructed or acquired and converted to prison use by the BOP. Each facility has numerous buildings, as well as inmate living quarters on the compound, many of which require extensive work to maintain an adequate state of repair to assure that they meet established standards. Prison facilities are subjected to much heavier than normal use, since they are continuously used 24 hours a day, 365 days a year. Because of the size of the population, at medium and

high security prisons, the facilities are over utilized, causing extensive wear and tear, as well as premature deterioration. This is especially true in many of the older facilities where the utility system infrastructures (water, sewer, electrical, and heating/air conditioning) were originally designed for a smaller inmate population.

Institutions perform detailed annual inspections of all areas of their physical plants and provide a list of projects to their regional office for all items which are in need of remedial action. The six regional offices consolidate major project request lists from their facilities and forward the priority lists to the central office. The central office prioritizes all the major M&R project requests submitted by the regions and allocates funds for as many projects as practical.

As of December 31, 2009, the BOP had 709 ongoing M&R projects at various stages of completion. Individual project costs range from a low of \$10,000 to many millions of dollars. To manage this volume of projects and resources most efficiently, the BOP has significantly improved the M&R program by using long range master planning with detailed surveys of older facilities; establishing a project time limit policy (three years); and striving to attain the Federal Facilities Council recommended 2 percent replacement value level of annual funding.

To address the large inventory of older facilities, the BOP established a Long Range Master Plan that includes surveys of pertinent facilities. The first facilities to be surveyed were those which are over 50 years old and have not had any major renovations. Surveys are conducted by contractors to determine the extent of renovations required to bring the older facilities to an adequate state of repair, and whether the costs of repair would equal or exceed the cost of replacing the facility. Survey results, along with other known renovation needs, are then used by management in a long range plan, so M&R projects can be prioritized and planned well in advance.

A three year time limit policy for M&R projects was implemented in 1998 to ensure that institutions either complete scheduled projects in a timely manner, or the projects will be cancelled. When a project is cancelled, the funding is applied to the next highest priority project. All projects are monitored so local, regional, and central office management are informed of projects which may not meet the time limit. The number of M&R projects being cancelled per fiscal year decreased from 65 in FY 2002 down to eight in FY 2009.

The replacement value method of requesting funding was first implemented in FY 2000 which allowed the BOP to adopt a project management approach to the M&R program, since it should ensure a reliable funding stream and stable work force. This method is based on recommendations of the Federal Facilities Council (FFC) which recommends that facilities maintenance programs should be funded at a minimum of 2 to 4 percent of their replacement value. It is important that sufficient funding for the M&R program be provided to address the most critical repair and safety projects in order to safely operate and maintain Federal prison facilities.

Using this method of funding rather than the previous line item method, allows projects to be planned well in advance, and preliminary/preparation work can be performed prior to the scheduled start of the projects. Previously, preliminary work could not always be performed since this required considerable expense, and there was no assurance projects would be funded. In addition, staff and jobs can now be scheduled to meet the unique requirements of each institution and project; i.e. shifting inmates between housing units at a given institution. The level of planning provided by this funding method enables management to obligate funds and start projects on schedule, which was not previously the case. Under the prior method, projects were funded up-front as line items, so staff and funding were dedicated to specific projects which could not be started until preliminary/preparation work was completed.

The replacement value method of funding has shortened the time required to complete large M&R projects, through concurrent management of projects in phases, based on projected availability of funds. Under this method, managers can plan projects in smaller stages over a longer period of time and can schedule work to allow for regional and seasonal weather conditions, as well as the unique needs of the facilities and availability of local contractors. Prior to this method, it could take BOP from four to five years to complete large M&R projects. With the replacement value method, the time to complete these projects can be reduced by two to three years.

The BOP M&R projects are classified under five general categories for internal management purposes, (Life Safety, General Improvements, Infrastructure Improvements, Hazardous Waste and Energy Savings). Within each of these categories are special projects to meet various regulations and codes requirements. Life Safety projects are required to make corrective actions in order to comply with National Fire Code (NFPA 101) standards. General Improvement projects are established to modernize and/or improve equipment, entire rooms, such as kitchens, or buildings that require total rehabilitation of structures, including walls, and utilities. Infrastructure Improvement projects are established to modernize or replace utilities, such as water pipes and electrical systems. Hazardous Waste projects are established to abate hazardous waste, such as asbestos, through removal, encapsulation, and other methods as necessary. Energy Savings projects are established to conserve energy by using more energy efficient equipment and systems. Energy projects are also required to meet pertinent energy conservation laws and regulations.

The five categories may also contain subcategories of projects (such as Accessibility, Environmental, and others) to meet specific needs. For example, General Improvement projects may each include smaller Accessibility projects to meet Architectural Barriers Act requirements. Environmental projects are necessary for the BOP to be in compliance with environmental and safety regulations required by the Environmental Protection Agency (EPA) and the Office of Safety and Health Administration (OSHA).

Finally, the BOP has made significant progress in environmental and energy performance and will continue to integrate and update prior practices and requirements. This will further ensure enhanced performance and compliance with statutory and legal

requirements. The BOP is actively utilizing the Energy Saving Performance Contract (ESPC) finance mechanism permitted by Executive Order 13423 and Energy Policy Act.

An ESPC is a contract that provides for the performance of services for the design, acquisition, financing, installation, testing, operation, and where appropriate, maintenance and repair, of an identified energy or water conservation measure or series of measures at one or more locations. The contractor must incur costs of implementing energy savings measures, including at least the cost (if any) incurred in making energy audits, acquiring and installing equipment, and training personnel in exchange for a predetermined share of the value of the energy savings directly resulting from implementation of such measures during the term of the contract. Payment to the contractor is contingent upon realizing a guaranteed stream of future energy and cost savings, with any savings in excess of that guaranteed by the contractor accruing to the Federal Government. The BOP has seventeen ESPCs in different phases, and plans to look into the utilization of these contracts at every institution where it is practical.

The M&R program has demonstrated substantial improvements through the implementation of the Long Range Planning method with its associated facility surveys, the project time limit policy, and the 2 percent replacement value method of requesting funding. These changes have helped the BOP complete more projects in a shorter period of time and stretch its repair dollars. With the time limit policy, the BOP has been able to substantially reduce the M&R unobligated balance from over \$118 million in FY 1999 down to \$28.7 million at the end of FY 2009.

The BOP has a current backlog of M&R major project priorities totaling 111 projects at an approximate cost of \$282 million. This list is not all encompassing of BOP's M&R needs. The list reflects only those major projects (typically costing over \$300,000) that have been approved to receive funding as resources become available. Also, the list does not reflect the universe of unfunded repair and improvement projects (less than \$300,000) which are managed and prioritized at the regional level. There are also many more M&R projects greater than \$300,000 that are needed, but have not been approved and added to the unfunded list due to the very constrained funding levels received for the M&R program.

Up to this point, BOP's priority has been the funding of emergency, security, and life safety type projects. For FY 2011, an M&R base amount of \$74,210,000 is requested which equates to 0.29 percent of the replacement value. This level for M&R will fund some of the most critical repairs of BOP's aging facilities' infrastructure.

**PERFORMANCE AND RESOURCES TABLE**

Decision Unit: Modernization and Repair of Existing Facilities											
DOJ Strategic Goal/Objective: 3.3											
Workload/Resources		Final Target		Actual		Projected		Changes		Requested (Total)	
		FY 2009		FY 2009		FY 2010 Enacted		Current Services Adjustments and FY 2011 Program Changes		FY 2011 Request	
<b>Workload:</b>											
1. Total projects established		300		371		300		50		350	
Total Costs and FTE		FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000
		277	\$575,807	277	\$575,807	268	\$99,155	(5)	\$578	263	\$99,733
TYPE/ STRATEGIC OBJECTIVE	Performance	FY 2009		FY 2009		FY 2010 Enacted		Current Services Adjustments and FY 2011 Program Changes		FY 2011 Request	
Program Activity		FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000
		143	\$110,627	143	\$110,627	143	\$73,769	(2)	\$441	141	\$74,210
Performance Measure	2. Total projects completed and closed	194		412		350		(75)		275	
Performance Measure	3. Total projects active at year end	718		618		568		75		643	
OUTCOME	4. Court ordered remedial projects	0		0		0		0		0	
	5. Dollar value of fines for violations	0		0		0		0		0	
Performance Measure	6. Number of facilities over 30 years old	48		48		50		0		50	
	7. Number of facilities over 50 years old	32		32		33		0		33	
	8. Long range master plan for facilities over 50 years old in development	0		0		0		0		0	
	9. Long range master plan for facilities over 50 years old – total completed	25		25		25		0		25	

Data Definition, Validation, Verification, and Limitations:

**Data Definition:** Medium security facilities: strengthened perimeters, mostly cell-type housing, work and treatment programs and a higher inmate-to-staff ratio than low security facilities. High security facilities: also known as U.S. Penitentiaries, highly secure perimeters, multiple and single cell housing, highest inmate-to-staff ratio, close control of inmate movement. The three-year time limit policy for M&R projects means that institutions are allowed three years to complete scheduled projects or the project is canceled and the funds are committed to other high priority M&R projects. To ensure that electronic equipment utilized for life safety

sustains trouble-free operation, the BOP schedules life cycle equipment replacement based on a ten-year cycle. The critical equipment is radio systems and PBX (Public Branch Exchange) systems. Mission critical facilities are all existing BOP institutions.

**Data Collection and Storage:** Data are gathered from several computer systems. Each project is assigned a specific project code. Each obligation and expenditure is entered into FMIS by the specific project code. Modernization and Repair (M&R) projects are closely monitored to ensure completion and closure prior to the 3-year time limit. At the start of every fiscal year, the BOP's Central Office identifies the M&R projects that will reach the 3-year time limit by the end of that fiscal year. The BOP relies on an in-house data base in Microsoft Access and DOJ's FMIS to effectively track and manage M&R projects (dates and costs). The BOP uses the Total Maintenance System (TMS) program to determine nationally which radio, PBX System and equipment qualify for replacement annually, based on age and performance.

**Data Validation and Verification:** Within BOP headquarters, staff retrieve and verify data on a daily basis, analyze it, and formulate reports and projections. Subject matter experts review and analyze population and capacity levels daily, both overall and by security level. Purchase requests are approved by specific project management staff (based on dollar threshold limitations); commitments are entered into a computer based fund control system; and purchase requests are forwarded for procurement action. Once the procurement office awards a contract/purchase order, the obligation is entered into the DOJ FMIS. Each month, FMIS obligations are reconciled with the BOP's fund control register by project, and forwarded to the Central Office Finance Branch, Business Office, to ensure accuracy and compliance. M&R data is maintained in the Microsoft Access database and is verified periodically against FMIS which also tracks the financial status of projects. On an annual basis, the BOP's Central Office Facilities Branch documents which electronic equipment, utilized for life safety, will be at the end of the ten year life cycle. This is accomplished through review and evaluation of the systems by field staff, the contractor, and close monitoring of the TMS program. Each institution enters their data into the TMS program and the information on the critical equipment is reviewed and verified by their respective Regional Office for accurate dates and equipment condition. .

**Data Limitations:** Due to the unpredictable environment in prisons and other external factors, there may be discrepancies between projected and actual numbers contained in the performance tables. Most plans are all required equipment replacements based on the ten-year life cycle developed based on historical data, and past experience to project for the future. In addition, budget delays and shortfalls also affect performance results. For example, due to budget shortfalls in the past in the M&R program could not be completed due to limited funds, and some replacements had to be delayed to the following year.



**PERFORMANCE MEASURE TABLE**

**Decision Unit: Modernization & Repair**

Performance Report and Performance Plan Targets		FY 2003	FY 2004	FY 2005	FY 2006	FY 2007	FY 2008	FY 2009		FY 2010	FY 2011
		Actual	Actual	Actual	Actual	Actual	Actual	Target	Actual	Target	Target
<b>Performance Measure</b>	M&R projects: Completed/Active	476/725	474/770	461/781	423/592	435/603	438/612	194/718	412/618	350/568	275/643
<b>Performance Measure</b>	Number of facilities over 30 years old	49	51	52	55	55	55	48	48	50	50
<b>Performance Measure</b>	Number of facilities over 50 years old	33	33	35	36	36	34	32	32	33	33
<b>Performance Measure</b>	Long range master plan for facilities over 50 years in development	3	1	1	0	0	0	0	0	0	0
<b>Performance Measure</b>	Long range master plan for facilities over 50 years - total completed	17	20	24	25	25	25	25	25	25	25

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

The Modernization and Repair (M&R) decision unit contributes directly to the Department's Strategic Goal 3: Ensure the Fair and Efficient Administration of Justice.

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

As illustrated in the preceding Performance and Resources Table, the outcome measures for this decision unit include: Court ordered remedial projects and Dollar value of fines for violations.

In FY 2009, the BOP completed and closed 412 M&R projects, leaving 618 active at year end. In FY 2010, BOP anticipates completing and closing 350 M&R projects, leaving 568 active at year end. In FY 2011, BOP anticipates completing and closing 275 M&R projects, leaving 643 active at year end. Institutions perform detailed annual inspections of all areas of their physical plants and provide a list of projects to their regional office for all items which are in need of remedial action, and they are placed on a priority list for funding.

The BOP projects that there will continue to be no court ordered remedial projects or dollar value of fines for violations for FY 2009 to FY 2011. The BOP follows a plan to assure that existing facilities meet established standards.

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

The M&R program has demonstrated substantial improvements through the implementation of the Long Range Planning method with its associated facility surveys, the project time limit policy, and the Federal Facilities Council (FCC) recommended minimum 2 percent replacement value method of requesting funding.

The BOP completed construction of 11 new medium and high security facilities in FY 2004/FY 2005, completed one in January 2006 (FCI Butner, NC) and one in April 2006 (SFF Hazelton, WV). In addition, FCI Pollock, LA was completed in February 2007 and started taking inmates in May 2009. BOP continues to contract out for male special population low and minimum security inmates. A total of 37,329 inmates (17.9 percent) were housed in contract confinement as of January 21, 2010.

## V. Program Increases by Item

### Item Name: Acquire and Renovate USP Thomson, Illinois

Budget Decision Unit: New Construction  
 Strategic Goal & Objective: Goal 3; Objective 3.3  
 Organizational Program: New Construction

#### Program Increase:

	<u>Pos.</u>	<u>Agt./Atty</u>	<u>FTE</u>	<u>Dollars (\$000)</u>
Acquire and Renovate USP Thomson, IL (Thomson Correctional Center)	6	0	5	170,000
<b>Total Program Increase</b>	<b>6</b>	<b>0</b>	<b>5</b>	<b>\$170,000</b>

#### Description of Item

For FY 2011, resources are requested to acquire and renovate U.S. Penitentiary (USP) Thomson, Illinois (Thomson Correctional Center). This facility will house high security federal inmates and provide much needed bed space at this security level.

#### Justification

Crowding at high security facilities is of great concern to the BOP. These institutions are operating at 51 percent over rated capacity. Further, inmate crowding at high security levels is projected to worsen in future years, as the population continues to outpace capacity. The BOP operates a cost efficient new construction program and utilizes other means of acquiring bed space whenever possible to achieve the most efficient operations. This request will add high security bed space to house persons prosecuted and sentenced under Federal law.

The Thomson Correctional Center is a relatively new facility in good condition, built to house high security inmates. The requested funds will be used to acquire the Thomson facility and convert it to meet Federal prison standards. Acquiring and renovating this recently built, modern facility will allow the BOP to quickly add needed capacity.

The BOP regularly reviews capacity requirements, considering the projected inmate population levels, current law enforcement initiatives, geographic origin of the confined population, and the age and condition of existing facilities. Every action is taken to protect the community, while keeping institutional crowding at manageable proportions. This helps to ensure that federal inmates continue to serve their sentences in a safe and humane environment where they receive appropriate programming and job training.

Through continual work with DOJ and the U.S. Courts, population trends are monitored and BOP population projections are adjusted accordingly. Federal inmate population levels are projected to increase and continue to exceed the rated capacity of BOP institutions and contract facilities. As of January 21, 2010, the inmate population in BOP institutions was 171,289, while

only operating at a rated capacity of 125,811. Inmate crowding, especially at high security levels, is at maximum manageable proportions and additional bed space is crucial to provide some relief for staff and inmates. In fact, high levels of crowding and increased inmate to staff ratios correlate to increased rates of serious assaults, which is of greatest concern for the BOP. Inmate crowding that is not addressed will continue to endanger staff, inmates, and the community.

Federal prison overcrowding, particularly at high security institutions, has provided additional challenges to managing the Federal prisoner population. At the high security level, more than 70 percent of the inmates are drug offenders, weapons offenders, or robbers, another 10 percent have been convicted of murder, aggravated assault, or kidnapping, and half of the inmates in this population have sentences in excess of 10 years. Furthermore, nearly 70 percent of high security inmates have been sanctioned for violating prison rules, and more than 90 percent have a history of violence.

This request to acquire and renovate the Thomson Correctional Center to Federal prison use will provide up to 1,600 new high security cells to help address crowding at this level. The new capacity that this request will provide is critical to the safe operations of BOP institutions.

**Impact on Performance (Relationship of Increase to Strategic Goals)**

The new construction funding request is in direct support of the DOJ Strategic Plan, Goal 3, Ensure the Fair and Efficient Administration of Justice. Higher security facilities will continue to use disciplinary/segregation housing and bunking in program areas and open areas just to manage the general population, making it more difficult to secure the institutions in case of emergencies, and raising threat levels for staff, communities, and inmates.

**Acquire and Renovate USP Thomson, IL**

**Funding**  
(Dollars in Thousands)

Base Funding

FY 2009 Enacted			FY 2010 President's Budget			FY 2011 Current Services		
<u>Pos</u>	<u>FTE</u>	<u>Dollars</u>	<u>Pos</u>	<u>FTE</u>	<u>Dollars</u>	<u>Pos</u>	<u>FTE</u>	<u>Dollars</u>
0	0	\$0	0	0	\$0	0	0	\$0

Personnel Increase Cost Summary

<u>Type of Position</u>	<u>Modular Cost per Position</u>	<u>Number of Positions Requested</u>	<u>FY 2011 Request</u>	<u>FY 2012 Net Annualization (change from 2011)</u>
Project Mgr.	154/yr.	2	1,239	(1,239)
Constr. Rep./ Contract Spec.	122/yr.	4	1,758	(1,758)
<b>Total</b>	<b>\$276/yr.</b>	<b>6</b>	<b>\$2,997</b>	<b>(\$2,997)</b>

**Note: Positions are available for four years.**

Non-Personnel Increase Cost Summary

<u>Item</u>	<u>Unit</u>	<u>Quantity</u>	<u>FY 2011 Request</u>	<u>FY 2012 Net Annualization (change from 2011)</u>
Project Costs	1	1	\$167,003	(\$167,003)

Total Request for this Item

	<u>Pos.</u>	<u>FTE</u>	<u>Personnel</u>	<u>Non-Personnel</u>	<u>Total</u>
Current Services	0	0	0	0	0

Increases:

Acquire and Renovate USP Thomson, IL	<u>6</u>	<u>5</u>	<u>2,997</u>	<u>167,003</u>	<u>170,000</u>
<b>Grand Total</b>	<b>6</b>	<b>5</b>	<b>\$2,997</b>	<b>\$167,003</b>	<b>\$170,000</b>

## VI. Program Offsets by Item

### Item Name: Reduce Travel Expenditures

Budget Decision Unit: Modernization and Repair  
Strategic Goal & Objective: Goal 3; Objective 3.3  
Organizational Program: Modernization and Repair

<b>Program Reduction:</b>	<b><u>Pos.</u></b>	<b><u>Agt./Atty</u></b>	<b><u>FTE</u></b>	<b><u>Dollars</u></b> <b><u>(\$000)</u></b>
Reduce Travel Expenditures	0	0	0	(\$43)

### **Description of Item**

For FY 2011, an offset in the amount of \$43,000, from the Modernization and Repair program, is proposed in an effort to reduce overall DOJ travel expenditures.

### **Justification**

The Department is continually evaluating its programs and operations with the goal of achieving across-the-board economies of scale that result in increased efficiencies and cost savings. In FY 2011, DOJ is focusing on travel as an area in which savings can be achieved. For the Federal Prison System's Buildings and Facilities appropriation, travel or other management efficiencies will result in proposed offsets of \$43,000. This offset will be applied in a manner that will allow the continuation of effective law enforcement program efforts in support of Presidential and Departmental goals, while minimizing the risk to health, welfare and safety of agency personnel.

### **Impact on Performance (Relationship of Increase to Strategic Goals)**

This offset is in direct support of the DOJ Strategic Plan, Goal 3, Ensure the Fair and Efficient Administration of Justice.

**Reduce Travel Expenditures Offset**

**Funding**  
(Dollars in Thousands)

Base Funding

FY 2009 Enacted			FY 2010 President's Budget			FY 2011 Current Services		
<u>Pos</u>	<u>FTE</u>	<u>Dollars</u>	<u>Pos</u>	<u>FTE</u>	<u>Dollars</u>	<u>Pos</u>	<u>FTE</u>	<u>Dollars</u>
0	0	0	0	0	0	0	0	0

Personnel Reduction Cost Summary

<u>Type of Position</u>	<u>Modular Cost per Position</u>	<u>Number of Positions Reduced</u>	<u>FY 2011 Request</u>	<u>FY 2012 Net Annualization (change from 2011)</u>
N/A	N/A	N/A	<u>0</u>	<u>0</u>
<b>Total Personnel</b>	<b>0</b>	<b>0</b>	<b>\$0</b>	<b>\$0</b>

Non-Personnel Reduction Cost Summary

<u>Item</u>	<u>Unit Cost</u>	<u>Quantity</u>	<u>FY 2011 Request</u>	<u>FY 2012 Net Annualization (change from 2011)</u>
Travel Expenditures Offset	N/A	N/A	(43)	<u>0</u>
<b>Total Non-Personnel</b>			<b>(\$43)</b>	<b>0</b>

Total Request for this Item

	<u>Pos.</u>	<u>FTE</u>	<u>Personnel</u>	<u>Non-Personnel</u>	<u>Total</u>
Current Services	0	0	0	0	0
Decreases	<u>0</u>	<u>0</u>	<u>0</u>	(43)	(43)
<b>Grand Total</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>(\$43)</b>	<b>(\$43)</b>