



U.S. Department of Justice  
Federal Bureau of Prisons

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**FY2010  
CONGRESIONAL  
BUDGET**





**U.S. Department of Justice  
 Federal Prison System  
 FY 2010 PERFORMANCE BUDGET  
 Congressional Submission  
 Salaries and Expenses  
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# I. Overview for the Bureau of Prisons, Salaries and Expenses (S&E) Appropriation

## 1. FY 2010 Request

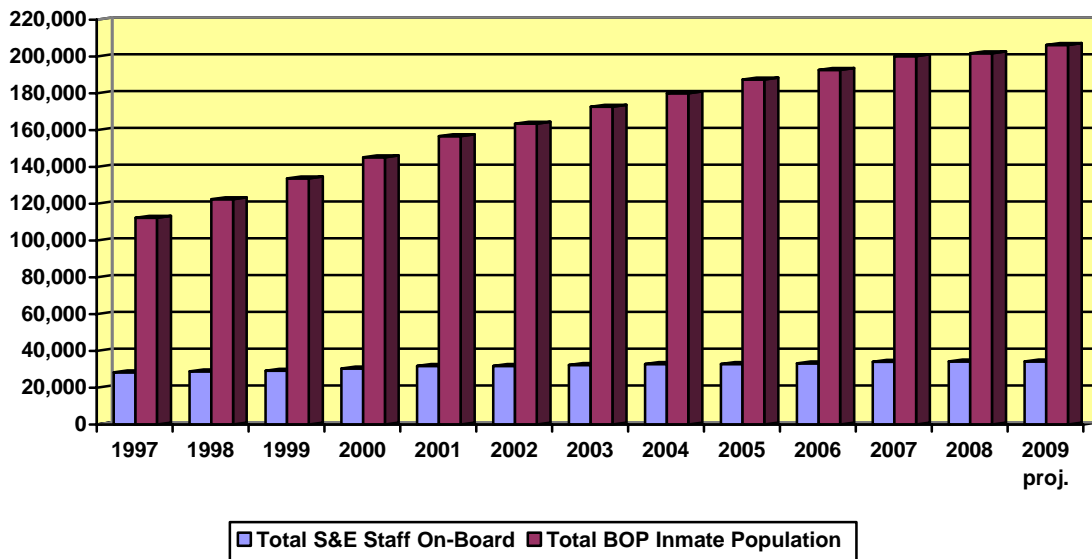
The President's FY 2010 budget request for the BOP's S&E Appropriation totals \$5,979,831,000 with 35,818 FTEs, and 40,279 positions (19,408 Correctional Officers) to support DOJ Strategic Goal 3: Ensure the Fair and Efficient Administration of Justice. Electronic copies of the Department of Justice's 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/2010justification/>.

The BOP's highest priorities continue to be:

- Filling staff positions that have direct contact with inmates to ensure the safety of Federal inmates, staff, and surrounding communities;
- Adding bed space to relieve overcrowding; and
- Maintaining inmate reentry programs such as inmate skills development, drug treatment, and education.

The FY 2010 budget request allows the BOP to maintain current staffing levels at existing federal prisons. The inmate population will continue to increase for the foreseeable future and so will the BOP's challenges to provide for safe inmate incarceration and care, and the safety of BOP staff and surrounding communities. The chart below illustrates increases in inmate and staffing levels over the recent past.

### Total BOP Inmate and Staff Levels



For FY 2010, a total of \$266 million in program increases is requested for S&E. The requested S&E increases and offsets are as follows:

Strategic Goal	Item	Dollars (\$000)	Pos	FTE
3.3	Counter Terrorism supplemental to base	10,500	22	22
3.3	Medical Cost Adjustment	16,685	0	0
3.3/3.4	Contract Beds Cost Adjustments	26,384	0	0
3.3/3.4	Contract Bed Annualization	27,000	0	8
3.3/3.4	Maintain / Increase Staffing	70,568	0	0
3.3/3.4	Activation: FCI McDowell, WV (1,280 beds) 11/2009	52,696	378	189
3.3/3.4	Activation: FCI Mendota, CA (1,152 beds) 2/2010	49,424	359	182
3.3/3.4	Inmate Skills Development – Second Chance Act Requirement	13,778	121	61
3.3/3.4	Real Property Operations Offset	(1,000)	0	0
<b>TOTAL</b>		<b>266,035</b>	<b>880</b>	<b>462</b>

The BOP will use these resources to manage a total of 210,662 inmates projected by the end of FY 2010. The system-wide crowding level in BOP facilities is currently 36 percent above rated capacity and is estimated to climb to 38 percent by the end of FY 2010.

## 2. Mission and Background

The mission of the Bureau of Prisons (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. The BOP adheres to core values, which include correctional excellence. BOP staff are correctional workers first, and committed to the highest level of performance. In addition, the BOP embraces diversity and recognizes the value and dignity of staff, inmates and the general public.

The BOP was established in 1930 to house Federal inmates, to professionalize the prison service, and to centralize the administration of the 11 Federal prisons in operation at that time (now 114). The BOP administers correctional programs that balance punishment, deterrence, and incapacitation with opportunities to prepare the offender for successful reintegration into society. The BOP operates Federal prisons at four security levels – minimum, low, medium, and high. In addition, there are administrative facilities which have special missions, such as the detention of pretrial offenders (the BOP is a major provider of pretrial detention bed space and operates a number of metropolitan detention centers and jail units); the treatment of inmates with serious or chronic medical problems; or the containment of extremely dangerous, violent, or escape-prone inmates. In addition, the BOP houses all District of Columbia adult felons sentenced to a term of confinement.

The BOP also utilizes privately operated facilities, residential reentry centers (halfway houses), and bed space secured through Intergovernmental Agreements with state and local entities. Finally, through the National Institute of Corrections (NIC), the BOP provides assistance to Federal, state, local, and international correctional agencies.

### **3. Summary of Key S&E Programs**

While the BOP does not have control over the numbers of inmates sentenced to prison, it does have control over how inmates occupy their time while incarcerated. The BOP uses this time to affect how inmates leave its custody and the impact they will have upon their return to the community. Virtually all Federal inmates will be released back to the community at some point. Most need job skills training, work experience, education, counseling, and other assistance (such as drug abuse treatment, anger management, and parenting skills) if they are to successfully reenter society.

In order to meet the requirements of the Violent Crime Control and Law Enforcement Act (VCCLEA) of 1994, the BOP developed a comprehensive drug abuse treatment strategy consisting of five components: screening and assessment; drug abuse education; non-residential drug abuse counseling service; residential drug abuse programming; and community transitional drug abuse treatment. From 1997 through FY 2006, the BOP was able to provide residential drug abuse treatment to all inmates needing and wanting to participate prior to their release in accordance with the VCCLEA. In fiscal year 2008, the BOP provided residential drug abuse treatment to 93 percent of eligible inmates before their release from custody. Due to insufficient funding, this is the second year in a row, since the requirement in fiscal year 1997, that the BOP has not met the 100 percent goal. In FY 2007, the BOP provided residential drug abuse treatment to 80 percent of eligible inmates. The increase in the treatment rate from 80 percent in FY 2007 to 93 percent in FY 2008 was due to the early release of a number of treatment-eligible inmates because the U.S. Sentencing Commission changed the sentencing guidelines to retroactively re-sentence inmates convicted of crack cocaine offenses.

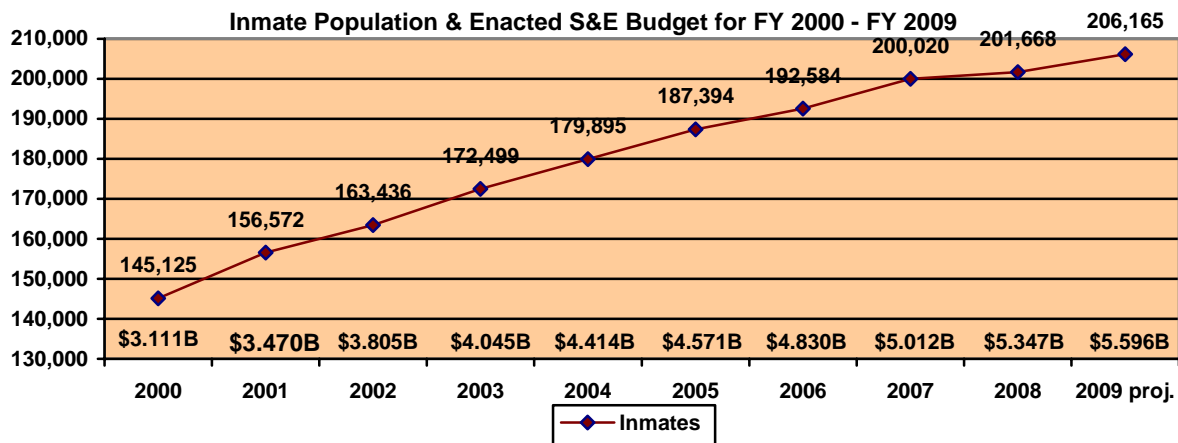
The BOP provides work and education programs and other self-improvement opportunities to assist offenders in successfully reentering society. For example, the BOP operates its Life Connections (faith-based) pilot programs (LCP). Through these programs, the BOP provides opportunities for the development and maturation of the participating inmate's faith commitment, with a goal of reducing recidivism rates. Additionally, the BOP has developed programs that target specific inmate subgroups, such as penitentiary inmates with behavioral problems, violent and predatory inmates, younger inmates serving their first significant prison term, or inmates with cognitive and social learning needs. These programs, designed to change thinking and behaviors, also improve institution security by reducing inmate idleness and serious misconduct that threatens the safety of inmates and staff.

The BOP fully supports DOJ's Strategic Objective 3.3 and 3.4 by providing adequate health care services to inmates while making every effort to mitigate soaring medical costs. The BOP strives to maintain the accreditation standards of the Joint Commission on Accreditation of Healthcare Organizations (JCAHO) at medical centers and institutions with chronic care inmates. Meeting these standards provides a widely accepted method of assessing the quality of health care provided at BOP facilities. The BOP's goal is to have these new institutions

accredited within two years of activation. By meeting JCAHO accreditation standards, BOP institutions must exhibit substantial compliance with approximately 200 health care standards during a triennial JCAHO accreditation survey. JCAHO standards not only address patients' rights, but also provide the BOP with the opportunity to assess and improve overall efficiency of health care programs. The foundation of JCAHO standards is the continuous quality improvement of health care processes and patient outcomes.

#### 4. Challenges and Statistics

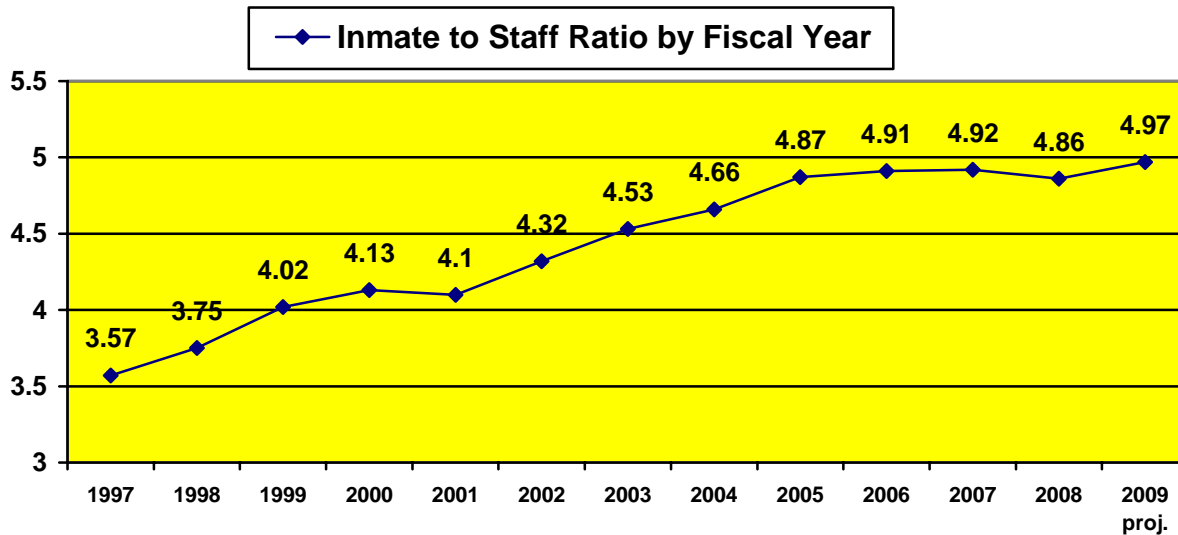
The BOP's biggest challenge is managing the ever increasing Federal inmate population, and providing for their care and safety, as well as the safety of BOP staff and surrounding communities, within budgeted levels.



Currently, there are over 204,000 inmates in BOP custody. Approximately 82 percent of the inmate population is confined in Bureau-operated institutions, while 18 percent are managed in contract care, primarily private sector prisons.

As the inmate population and crowding have increased, the inmate to staff ratio has risen 140 percent since 1997.



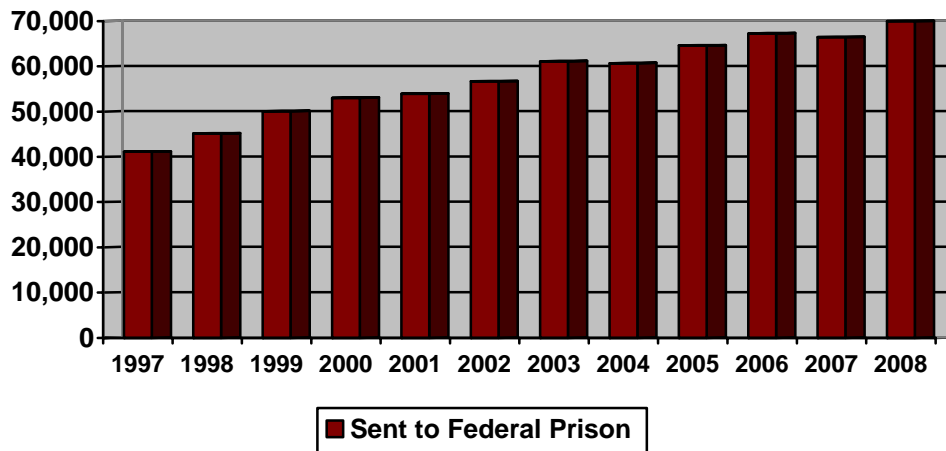


Note: Figures include all S&E and PHS staff.

The chart above illustrates inmate to staff ratios. The number of inmates in BOP operated facilities has grown by 32% from 125,560 in 2000 to 165,964 in 2008, while BOP operations staff increased by just 12%, from 30,382 in 2000 to 34,139 in 2008. As a result, the BOP inmate-to-staff ratio (ISR) increased to 4.9 to 1 in 2007 and 2008, as compared to 3.6 to 1 in 1997. This change in ISR causes a significant reduction in BOP's ability to effectively supervise prisoners. By comparison, the average ISR for the largest state corrections systems in 2007 was 3.3 to 1. Rigorous scientific research by the BOP's Office of Research and Evaluation has confirmed that the greater the ISR the higher the levels of serious violence among inmates.

The BOP has no control over the number of inmates who come into Federal custody, the length of time they stay in prison, or the skill deficits they bring with them. The increasing numbers of offenders sentenced to prison each year creates a tremendous workload for existing staff. Sentence computation and security level designations, admission and orientation processes, intake screenings for medical and psychological problems, issuance of clothing and supplies, as well as work and programming assignments all have to be completed for each inmate sentenced. The largest number yet was in FY 2008, where almost 70,000 inmates were sentenced to Federal prison. See the following graph which illustrates this trend. [Source: AOUSC D-5 Tables]

### Total Offenders Sentenced to Prison - 1997 to 2008



The most significant increases in the inmate population have occurred in the last 2 decades. While the BOP is no longer 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, and a net growth of 4,500 inmates is projected for next several years.

In 1930 (the year the Bureau was created), the BOP operated 14 institutions for just over 13,000 inmates. By 1940, the Bureau had grown to 24 institutions and 24,360 inmates. The number of inmates did not change significantly for 40 years, and in 1980, the total population was just over 24,000 inmates. From 1980 to 1989, the inmate population more than doubled to almost 58,000. This growth resulted from enhanced law enforcement efforts along with legislative reform of the Federal criminal justice system and the creation of a number of mandatory minimum penalties. During the 1990s, the population more than doubled again, reaching approximately 134,000 at the end of 1999 as the BOP experienced the effect of efforts to combat illegal drugs, firearm violations, and illegal immigration.

As a result of the National Capital Revitalization and Self-Government Improvement Act of 1997, the BOP became responsible for the District of Columbia’s sentenced felon inmate population. Almost immediately, the BOP began gradually transferring sentenced felons from the District of Columbia into BOP custody. In 2001, the BOP had completed accepting all incarcerated and newly-sentenced D.C. felon inmates.

The average net increase in the inmate population over the past five fiscal years (FY2004 – FY 2008) is close to 6,000 per year. However, in FY 2008 the inmate population increased by a net of 1,648 new inmates. The unusual slow growth of that year is attributed to inmates receiving sentence reductions, many resulting in immediate release, because 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, so that now a net growth of nearly 4,500 inmates is projected for the next several years.

The size of the BOP inmate population exceeds the rated capacity of its prisons. 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.

BOP facilities are very crowded -- 36 percent above rated capacity system-wide as of April 16, 2009. Over 167,700 of the current Federal inmate population are in facilities operated by the BOP, which are intended to house only about 123,000. The remainder, over 36,800 or 18 percent, are in contract care consisting of privately operated secure facilities, facilities managed by state and local governments, residential reentry centers, or home confinement. The percentage of inmates in contract care is up from 1.5 percent in 1980, 10.7 percent in 1990, to 18 percent currently. Future population, capacity, and crowding projections are shown below:

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

	2007 (Actual)	2008 (Actual)	2009	2010
BOP Facilities				
Starting Capacity	119,510	122,189	122,366	123,525
Approved/Planned	2,679	177	159	2,008
Subtotal Capacity	122,189	122,366	123,525	125,533
Pop. Projection	167,323	165,964	169,160	173,157
Percent Overcrowded	37%	36%	37%	38%
Contract	32,697	35,704	37,005	37,505
Percent Contract	16.3%	17.7%	17.9%	17.8%
Total Federal Prison System Population	200,020	201,668	206,165	210,662

As in past years, the BOP will continue to take a variety of steps to mitigate the negative effects of crowding in its institutions. For example, the BOP has improved the architectural design of newer facilities and has taken advantage of improved technologies in security measures such as perimeter security systems, surveillance cameras, and equipment to monitor communications. These technologies support BOP employees' ability to provide inmates the supervision they need in order to maintain security and safety in institutions. The BOP has also enhanced population management and inmate supervision strategies in areas such as classification and designation, intelligence gathering, gang management, use of preemptive lockdowns, and controlled movement.

Over the past several years, the BOP has faced numerous fiscal challenges caused by the rapidly growing inmate population and overcrowded conditions. In response, the BOP implemented a number of initiatives to streamline operations, centralize and automate functions, and reduce management positions BOP-wide. These cost savings initiatives enabled the BOP to operate more efficiently and remain within total funding levels through FY 2007. In FY 2008, the BOP required reprogramming and supplemental funds to maintain basic operations.

It has been particularly challenging to manage the Federal prison population at higher security levels. It is important to note that at the medium security level, more than half of the inmates are drug traffickers or weapons offenders, nearly 80 percent have a history of violence, and the average sentence exceeds 10 years. At the high security level, more than 70 percent of the inmates are drug offenders, weapons offenders, or robbers and another 14 percent have been convicted of murder, aggravated assault, or kidnapping, and the average sentence exceeds 15 years. Also, more than 60 percent of high security inmates have been sanctioned for violating prison rules, and nearly 90 percent have a history of violence.

Further, with the War on Terrorism, 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, and Ramzi Yousef.

As a strategy to try to keep pace with inmate population growth, the BOP continues to rely on funding for a combination of contracts with private, state, and local vendors; expansions of existing facilities where infrastructure permits; and new prison construction.

## **5. Full Program Costs**

### **FY 2010 Total Bureau of Prisons Request by DOJ Strategic Goal**

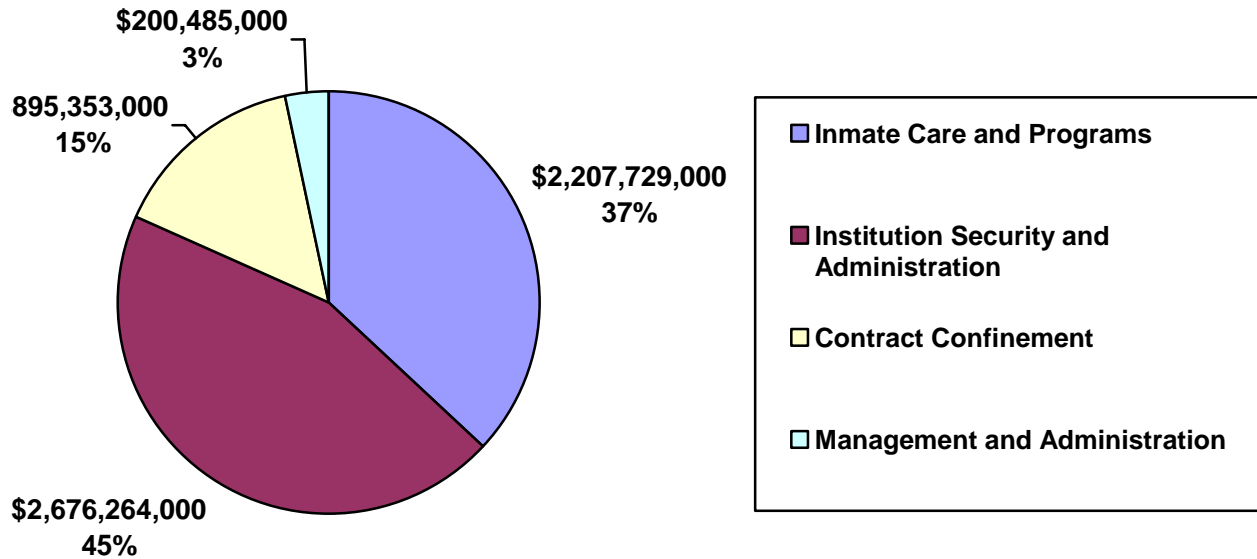
The BOP's mission plays a direct role in supporting DOJ, Strategic Goal 3: Ensure the Fair and Efficient Administration of Justice. In FY 2010, the BOP is requesting a total of \$5,979,831,000 with 40,279 positions and 35,818 FTEs for its S&E appropriation to support the Department's Strategic Goals 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)
- Provide services and programs to facilitate inmates' successful reintegration into society, consistent with community expectations and standards. (Strategic Goal 3.4)

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

## FY 2010 Budget Request by Decision Unit

The BOP is requesting base resources that are critical to safely manage growth in the Federal inmate population.



**Inmate Care and Programs:** \$2,207,729,000

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

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

Both performance and resource tables within each decision unit justification define the total costs of achieving the strategies the BOP will implement in FY 2010.

### Program Improvements

- 1) Medical Cost Adjustment
- 2) Maintain / Increase Staffing
- 3) Activation: FCI McDowell, WV
- 4) Activation: FCI Mendota, CA
- 5) Inmate Skills Development – Second Chance Act Requirement.

**Institution Security and Administration: \$2,676,264,000**

Resources for each objective that the BOP supports are identified under each decision unit.

The total costs include the following:

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

Both performance and resource tables within each decision unit justification define the total costs of achieving the strategies the BOP will implement in FY 2010.

Program Improvements

- 1) CT Supplemental to Base
- 2) Maintain / Increase Staffing
- 3) Activation: FCI McDowell, WV
- 4) Activation: FCI Mendota, CA

Offsets

Real Property Operation

**Contract Confinement: \$895,353,000**

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

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

Both performance and resource tables within each decision unit justification define the total costs of achieving the strategies the BOP will implement in FY 2010.

Program Improvements

- 1) Contract Beds Cost Adjustments
- 2) Contract Bed Annualization

**Management and Administration: \$200,485,000**

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

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

Both performance and resource tables within each decision unit justification define the total costs of achieving the strategies the BOP will implement in FY 2010.

## **5. Performance Challenges**

The challenges that impede progress toward achievement of agency goals are complex and ever changing. General economic conditions, Congressional actions, changing and new investigative and prosecutorial initiatives, internal OMB and DOJ decisions and procedures, technological developments, and criminal behavior are only a few factors that impact BOP and other law enforcement agencies, and pose new challenges that demand attention and change. The BOP continues to streamline operations and reduce costs in order to operate as efficiently and effectively as possible.

**External Challenges:** The BOP does not control the number of new admissions to federal prisons. As a result, BOP faces major challenges in effectively managing the Federal inmate population growth in overcrowded conditions and limited contract beds. BOP has focused on ways to mitigate the negative effects of prison overcrowding. These include requesting funding for additional contract beds for low security male criminal aliens, expansions of current facilities, and construction of new facilities.

In addition to the challenges of inmate population growth and new legislation, the BOP is also impacted by the continuing war on terrorism and housing an increasing number of dangerous terrorist inmates. The BOP currently houses over 1,000 inmates who have been convicted of terrorist acts (including Domestic, International, Violent Anti-Government, White Supremacy and BioChem-Nuclear). Also, as a result of these events, the BOP has added equipment, patrols, and specialized monitoring for the safe incarceration of these inmates.

**Internal Challenges:** The largest internal challenge for the BOP is to provide adequate levels of bed space and staffing to safely manage the growing inmate population. Crowding is a very real danger in prisons – causing frustration and anger for inmates whose access to basic necessities like toilets, showers, and meals becomes very limited and who face hours of idleness resulting from a limited availability of productive work and program opportunities. Crowding also strains facilities' infrastructure like water, sewage, and power systems.

Increases in the inmate population, employee involvement in external military service assignments, unpredictable events such as September 11, 2001, and devastating natural disasters such as Hurricanes Andrew, Ivan, Katrina, and Rita pose significant internal management challenges in the areas of cost control and staffing. The BOP is actively monitoring and working to address these areas of concern, while housing inmates in the safest and most cost effective manner.

**Offsets:** The BOP has completed a number of management actions to streamline operations, improve program efficiencies, and reduce costs to ensure the lowest possible costs despite the growing inmate population. Examples of these actions include centralizing prisoner sentence computation and inmate designation functions, consolidating the servicing of human resource and employee development functions, and transferring inmates with the most critical medical needs to dedicated BOP medical centers. The BOP completed streamlining and other efficiency

measures by de-layering and abolishing over 2,300 positions, and closing four outmoded and inefficient stand alone prison camps.



## II. Summary of Program Changes

The requested increases and offsets for the BOP S&E appropriation are summarized in the table below:

<b>Item Name</b>	<b>Description</b>	<b>Pos</b>	<b>FTE</b>	<b>(\$000)</b>	<b>Page</b>
Counter Terrorism Supplemental to Base	To support counter-terrorism activities	22	22	10,500	51
Medical Cost Adjustment	To cover inflationary adj. of non-salary base funding.	0	0	16,685	35
Contract Beds Cost Adjustment	Adjustment in costs of current contract beds.	0	0	26,384	63
Contract Bed Annualization	Increase of 1,000 contract beds to house inmates.	0	8	27,000	63
Maintain/Increase Staffing	Funding to maintain/increase staffing levels in FY 2010	0	0	70,568	53
FCI McDowell, WV	Activation of new institution with 1,280 beds (11/2009)	378	189	52,696	36
FCI Mendota, CA	Activation of new institution with 1,152 beds (2/2010)	359	182	49,424	36
Second Chance Act Requirements	Inmate Skills Development	121	61	13,778	39
Real Property Operations Offset	The Administration is proposing an offset to BOP's real property operations.	0	0	(1,000)	55
<b>TOTAL</b>		<b>880</b>	<b>462</b>	<b>266,035</b>	

### III. Appropriation Language and Analysis of Appropriation Language

#### Federal Prison System

#### Salaries and Expenses

The FY 2010 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.

For necessary expenses of the Federal Prison System for the administration, operation, and maintenance of Federal penal and correctional institutions, including purchase (not to exceed [810] 831, of which [766] 743 are for replacement only) and hire of law enforcement and passenger motor vehicles, and for the provision of technical assistance and advice on corrections related issues to foreign governments, [\$5,595,754,000] \$5,979,831,000: Provided, That the Attorney General may transfer to the Health Resources and Services Administration such amounts as may be necessary for direct expenditures by that Administration 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 \$6,000 shall be available for official reception and representation expenses: Provided further, That not to exceed \$50,000,000 shall remain available for necessary operations until September 30, [2010] 2011: Provided further, That, of the amounts provided for Contract Confinement, not to exceed \$20,000,000 shall remain available until expended to make payments in advance for grants, contracts and reimbursable agreements, and other expenses authorized by section 501(c) of the Refugee Education Assistance Act of 1980 (8 U.S.C.1522 note), for the care and security in the United States of Cuban and Haitian entrants: 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 (Department of Justice Appropriations Act, 2009.)

(18 U.S.C. 3050, 3059, 3651, 4001, 4002, 4003, 4007, 4008, 4009, 4010, 4011, 4013(a)(4), 4041, 4042, 4081, 4082, 4121-4129, 4253, 4281, 4351-4353, 5015

#### Analysis of Appropriation Language

1. No substantive language changes.

## IV. Decision Unit Justification

### A. Inmate Care and Programs

<b>Inmate Care and Programs TOTAL</b>	<b>Perm. Pos.</b>	<b>FTE</b>	<b>Amount (\$000s)</b>
2008 Enacted w/ Rescissions	14,303	12,335	1,788,043
2008 Supplemental	0	0	155,124
2008 Enacted w/Rescissions and Supplementals	14,303	12,335	1,943,167
2009 Enacted	14,303	12,428	2,070,002
Adjustments to Base and Technical Adjustments	0	0	40,105
2010 Current Services	14,303	12,428	2,110,107
2010 Program Increases	402	203	97,622
2010 Request	14,705	12,631	2,207,729
<b>Total Change 2009-2010</b>	<b>402</b>	<b>203</b>	<b>137,727</b>

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

The BOP is committed to effectively using its resources, to provide maximum benefit to society. Thus, the BOP relies upon empirical research to determine which programs are effective in accomplishing their objectives. The BOP's inmate programs and services are geared toward helping inmates prepare for their eventual release. The money spent on these programs is money well spent as programming helps reduce recidivism rates.

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

The purpose of Inmate Programs is to improve inmate self-control, provide educational opportunities and pre-release programs to facilitate reentry and transition, and establish healthy relationships between staff and inmates by dividing the large institution population into smaller, more manageable groups. A team of multi-disciplinary staff (i.e., Unit Manager, Case Manager, Correctional Counselor and a Unit Officer) who have administrative and supervisory authority are permanently assigned and located in housing units to work with the inmates. This places services closer to the users, and permits decision-making by those who are most knowledgeable about inmates and their programs. Regular and consistent interaction between inmates and staff provides better communication and understanding of inmate needs.

#### Medical

##### *Inmate Health Care*

All BOP institutions operate outpatient ambulatory care clinics. These clinics provide a range of outpatient services to inmates similar to those provided by ambulatory clinics found in most communities, i.e., primary health care. The clinics serve as the first level of diagnostic and

treatment services to sentenced and unsentenced inmates. New institutions are typically given two years after activation to obtain accreditation from The Joint Commission (JC). Care Level I institutions are not required to achieve or maintain this accreditation because they house predominantly a healthy inmate population. All Health Services programs and operations are subject to internal review (Program Review) and must maintain accreditation by the American Correctional Association. Each institution is also required to provide data to the Health Services Division (HSD) in the form of outcome measures for a variety of clinical conditions (HIV, hypertension, diabetes, etc.). These evaluative and accreditation activities provide the HSD with valuable data regarding the quality and appropriateness of health care in the BOP. BOP medical personnel are civil service professional clinical and support staff, and U.S. Public Health Service (USPHS) Commissioned Officers in a wide variety of clinical and specialty professions. The USPHS provides these clinicians and administrators via an Interagency Agreement.

All inmates undergo a comprehensive intake screening when admitted to BOP facilities. The screening includes:

- physical examination;
- screening for tuberculosis and other contagious diseases;
- suicide risk and mental health assessment;
- history of current and prior medical conditions;
- dental screening;
- dispensing of appropriate and necessary medications;
- ordering of appropriate tests;
- collection of DNA for the FBI database;
- and development of a medical treatment plan, if indicated.

Episodic medical care is available through “triage” on weekdays, as well as on an urgent basis at any time. Medical staff are either on-site or on-call to respond to inmate medical needs. When appropriate, inmates with emergencies are transported immediately to the nearest community hospital emergency department.

Chronic medical conditions are managed with the goal of maintaining inmates at a high level of functioning, consistent with acceptable medical practices. Adequate control over these conditions prevents or limits acute exacerbations of illness requiring specialist intervention or hospitalization. Preventive health services are provided in an effort at early identification of conditions which may be more effectively managed with early detection and treatment. Services specific to female health care, including necessary obstetric and gynecological care are provided.

To update BOP providers on the continually evolving medical practices and management of high volume or high risk diseases such as diabetes, HIV, Hepatitis, hypertension, etc., the BOP Medical Director issues Clinical Treatment Guidelines. These guidelines are based on current, published recommendations from recognized authoritative organizations such as the Centers for Disease Control, the National Institutes of Health, and the American Diabetes Association.

Management of certain conditions requires periodic consultation with community specialists, such as psychiatrists, surgeons, cardiologists and infectious disease specialists. To obtain the most competitive and cost effective rates possible, each institution solicits comprehensive medical contracts, which include facility and physician services, based on the 1) prevailing

Operating Federal Medicare rate for the applicable area for inpatient facility services, and 2) prevailing Medicare fee schedule amounts for the area for outpatient services and physician services. Offerors are allowed to propose a discount from, or a premium to, those Medicare benchmarks that are then negotiated by the BOP. Where comprehensive medical contracts are not available, institutions use Blanket Purchase Agreements for a negotiated rate, but the rate may not be benchmarked to prevailing Medicare rates.

The BOP currently has six Medical Referral Centers (MRCs) to supplement its health care delivery system. Each MRC provides specialized care to inmates with a variety of chronic and sub-acute medical and psychiatric conditions. The U.S. Medical Center for Federal Prisoners at Springfield, Missouri; the Federal Medical Center (FMC) Butner, North Carolina; FMC Rochester, Minnesota; FMC Lexington, Kentucky; and FMC Devens, Massachusetts, treat male inmates, while FMC Carswell, Texas, handles the MRC needs for female inmates. Each MRC is required to maintain the appropriate level of accreditation through The Joint Commission. The MRCs provide services such as

- dialysis services to those inmates in chronic renal failure;
- oncology (cancer) treatment services to include chemotherapy and radiation therapy;
- inpatient and forensic mental health services;
- surgical services;
- prosthetics and orthotics;
- management of long-term ventilator dependent patients;
- care for long-term chronically ill and medically “fragile” inmates;
- and hospice care.

Care provided at the MRCs is highly complex and requires the use of numerous medical specialists and advanced equipment. This capital equipment has life-cycle limitations which require replacement in a planned and timely manner. For example, a dialysis machine has a life-cycle limitation of about five years, while a standard x-ray machine has a life cycle of 12-15 years. Maintenance costs and repairs on this essential equipment are also very expensive.

Increasing numbers of federal inmates require medical care, primarily as a result of the rapidly expanding inmate population. Inmates suffer from the same constellation of medical conditions as the population at large, with significantly higher rates of disease associated with lifestyle and a lack of access to medical resources. Conditions such as diabetes, hypertension, and infectious diseases have a slightly higher rate of incidence in the incarcerated population. Conditions related to substance abuse are also prevalent (e.g., kidney failure, liver failure, and a variety of respiratory conditions secondary to smoking.) Although the prevalence of HIV infection has remained stable at approximately 1 percent of the inmate population, these individuals are living longer both in and outside of prison due to the availability of expensive, complex medication regimens. For the past several years, the incidence of chronic Hepatitis C has remained stable at approximately 7% of the population.

Pharmaceutical costs in the United States rise yearly. The BOP operates with a limited pharmaceutical formulary, and purchases medications at a prime vendor contract rate. In spite of these measures, the cost of providing adequate care to inmates with chronic medical conditions continues to rise annually.

Inmates released from secure facilities or Camps to Residential Re-entry Centers (RRC's) are provided with 30-90 days of medications based on their medical condition. In addition, the BOP incurs the costs for on-going medical care for these inmates until they are released from the RRC. BOP is reviewing the potential for establishing Preferred Provider Networks in areas where RRC's are located in an attempt to obtain cost-efficiencies where they exist.

The Health Services Division, in the BOP's Central Office, is focused on several major initiatives to provide quality health care in institutions while trying to reduce health care costs:

1. ***Tele-health.*** Tele-health, utilizes the BOP's video conferencing capabilities through the Wide Area Network (WAN) to exchange health information and provide health care services. All institutions were provided funding in FY 2000 for tele-health capabilities through WAN. New activating facilities are equipped with equipment necessary to conduct tele-health. This equipment has a limited life cycle as well, and institutions are responsible for maintenance and repair, or replacement as units expire. These costs come out of the base funding. Tele-health provides access to clinical and consultative services predominately in psychiatry. Although tele-health represents a significant opportunity to improve the quality of care and services, limitations on bandwidth, equipment and availability of providers with appropriate licensure often limit individual initiatives.
2. ***Tele-radiology.*** Since 2004, the BOP has been actively involved in using tele-radiology interpretation services through agreements with federally affiliated radiologists. In September 2008, there were 47 institutions participating in this initiative. In 2009, the goal is to provide functionality to at least 60 sites. Many older institutions require expensive infrastructure upgrades to accommodate this equipment, and a priority listing has been established. Old equipment is also becoming unserviceable and will be replaced with digital equipment in support of this initiative. This allows the BOP to obtain cost-effective pricing for interpretation services, reduce turn around times previously experienced when films were mailed to providers for interpretation, and allows providers to initiate treatment as required in a more timely manner. Maintenance costs for this equipment are very high (as much as \$100,000 per year) and efforts to negotiate lower rates with vendors have been unsuccessful. Radiation safety standards require frequent monitoring and maintenance of this equipment, and repairs can represent as much as one third of the total value of the equipment if not properly maintained. Each institution must maintain at least one active and functioning x-ray machine.
3. ***Electronic Medical Records System.*** The BOP is involved in the ongoing development and deployment of an electronic medical record (EMR) system in compliance with Presidential Directives and the Federal Health Architecture Initiatives. Initial deployment of the EMR commenced in FY 2006 at the Federal Correctional Institution at Englewood, Colorado, and full BOP-wide deployment of the initial product was completed in FY 2008. The EMR includes the components of the traditional health record, plus fully integrated Pharmacy capability (i.e. Computerized Provider Order Entry through prescription administration records), and will include a fully integrated Laboratory Information System. A five year plan for development will provide the BOP with a comprehensive record of outpatient care, inpatient services, specialty care, and complete pharmaceutical usage records. The BOP will eventually use the data set to evaluate the efficacy of our Clinical Practice Guidelines, the compliance with the

National Formulary, and provide enhanced ability to identify trends in morbidity and mortality to be used for out year budgeting requests.

4. ***Levels of Care.*** The purpose of the inmate Medical Classification System is to identify inmate health care needs (medical, mental health, and forensic) and assign inmates to facilities with appropriate health care capabilities, particularly, community health care resources. Similar to the Security Designation and Custody Classification System, a score will be created for each inmate based on their need for health care at the time of their initial designation. A SENTRY assignment will be made and the inmate will be designated to an institution with the appropriate health care resources. Health Services staff will update these assignments whenever an inmate's medical or mental health condition changes. HSD has completed the preliminary phases of this initiative, and is currently able to more effectively manage the designations of inmates with specific medical conditions. At this time, BOP staff are working with staff from other federal agencies to develop an electronic data exchange of medical information collected during the pre-sentence period to more effectively identify inmates with significant medical needs and plan for placement.
5. ***Bill Adjudication.*** In August 2008, a contract was awarded for the provision of medical claims adjudication services for certain BOP locations. This function was previously performed by staff with little training or expertise in this complex process. Due to continuous changes in the medical regulatory environment, BOP lacked the human and fiscal resources to provide adequately trained staff to perform accurate adjudication of the medical claims. The contract was awarded for a two year base period with three option year periods to be exercised at the Government's discretion. The medical claim adjudication services implementation will be phased-in through BOP with all facilities utilizing the services by the fourth option year period. Based on research conducted in FY 2005, such a service is anticipated to increase the accuracy of payments for medical services provided via contractual agreements. The BOP is currently working with the medical services contractor and the medical claims adjudication contractor to introduce these services into the billing operations at FCC Butner.
6. ***Utilization Review (UR).*** It is the policy of the BOP that every institution will have an established Utilization Review Committee (URC) chaired by the institution Clinical Director. The URC's responsibilities include reviewing all medically necessary non-emergent cases and authorizing treatment; reviewing outside medical, surgical, and dental procedures; reviewing requests for specialist evaluations; monitoring lengths of stay and interventions associated with inpatient admissions at community-based health care facilities; and making decisions (approve, refer, defer, or deny) for each case presented. The Clinical Director is the final authority for all URC decisions. To facilitate and provide greater consistency with the UR process, the Health Services Division purchased a software-based clinical decision criteria system in FY 2006. Training is in progress, with the goal of implementing the program in all Care Level III and IV institutions and creating a Regional model for Care Level I and II institutions. Two Utilization Review Nurse Consultants support the MRCs in their specialized mission and to assist with optimal utilization of resources.

7. ***Catastrophic Case Management.*** The BOP developed a process to monitor and track catastrophic cases and the associated costs. A single catastrophic case can easily account for 20 to 30 percent of a typical institution's annual outside medical budget. This strategy will allow the BOP to better understand the impact of catastrophic health care events on the health care budget and decision making. The Mid-Atlantic Region will be the first region to test a clinical-fiscal case management system.
  
8. ***Airborne/Contagious Disease Management.*** It is the policy of the BOP that each institution have at least one airborne infection isolation room (AII room), formally called a negative pressure isolation room (NPIR), which complies with the Centers of Disease Control and Prevention (CDC) and Occupational Safety and Health Administration (OSHA) guidelines for respiratory isolation. AII rooms provide the BOP with the ability to effectively contain contagious diseases such as tuberculosis (TB), varicella (chicken pox), measles, and potential pandemic illness (e.g., Avian flu), in the correctional setting. Since 1999, all new facilities are designed and built to meet these guidelines. The Health Services Division continues to survey institutions on an annual basis to determine the status of AII room capabilities in the BOP and track costs associated with community-based isolations which are necessary due to the inability of institutions without AII room capabilities to manage these cases inside the institution. In addition, HSD has developed standardized templates for managing pandemic events which are to be modified for local implementation. HSD also participates with the Office of Emergency Preparedness to develop mock exercises to test readiness and response levels to such events.
  
9. ***Medical Contracting Initiatives.*** A work group was established to comprehensively evaluate the future of health care contracting for the agency. The objectives established were to evaluate comprehensive contracting strategies for health care based on emerging trends and evaluate at least five of the Health Services Division's contracting initiatives for a limited geographic area of institutions, in light of comprehensive contracting strategies/emerging trends. The initiatives proposed by the Health Services Division to be incorporated in this work group effort are dialysis, mobile surgery, tele-health, mobile imaging, community corrections/halfway house delivery of health care, and a preferred provider network. Individual workgroups are currently assessing the feasibility of these initiatives. If it is concluded the initiatives represent value to the agency, procurement action will be initiated.

#### *Food Service*

The BOP provides daily meals that meet the Dietary Reference Intake (DRI) recommended by the Food and Nutrition Board, Institute of Medicine of the National Academies of Sciences, for vitamins and minerals. Meal preparation is accomplished primarily by inmate workers (about 12 percent of the population) under the supervision of staff. Food preparation, recipe and menu management, and cost-based budgetary accounting are maintained by the use of a computerized Food Service management software system. The United States Penitentiary (USP) at Lompoc, California, and the Federal Correctional Institution (FCI) at El Reno, Oklahoma, utilize available land resources in limited production of beef and milk. Farm products are consumed at the producing institutions and are also shipped to nearby institutions to offset their need to purchase some products on the open market. In addition to the Lompoc and El Reno farm operations, 27 institutions maintain vegetable gardens to supplement their food program. Besides providing



vegetables inexpensively to the institutions, the gardens can provide inmate jobs and vocational training opportunities. During FY 2010, the BOP estimates serving over 187 million meals, which is nearly 513,000 meals per day and almost 3.6 million meals per week.

### Education and Vocational Training

Inmate education programs include literacy, English-as-a-Second Language (ESL), occupational education, advanced occupational education (AOE,) parenting, release preparation courses; and a wide range of adult continuing, wellness, and structured and unstructured leisure time activities. Education programming provides inmates with an opportunity to learn the functional skills that support their reintegration into the community. BOP's Office of Research has found that participation in education programs leads to a 16 percent reduction in recidivism by inmates who participate in these programs.

With few exceptions (i.e., pretrial inmates and sentenced deportable aliens), the BOP requires inmates without a high school diploma or General Educational Development (GED) credential to enroll in a literacy program. This requirement affects approximately 40 percent of the total inmate population. Curriculums are designed to teach the knowledge and skills needed for inmates to progress from basic literacy through attainment of the GED credential. The implementation of the Violent Crime Control and Law Enforcement Act (VCCLEA) and the Prison Litigation Reform Act (PLRA), mandates that inmates with needs must participate and make satisfactory progress in the literacy program to vest their good conduct time (VCCLEA), or be eligible to earn the full amount of good conduct time (PLRA). Since the implementation of these acts in November 1997, the demand for literacy program instruction has increased. The Crime Control Act of 1990 requires that non-English speaking Federal prisoners participate in ESL until they function at the equivalence of the eighth grade level.

Occupational and Advanced Occupational Education (AOE) programs serve to enhance inmates' post-GED skills during incarceration and increase the employment opportunities of offenders upon release, particularly those who either lack solid employment history or a marketable skill.

Parenting programs promote positive relationships and family values. With few exceptions, all programs offer visiting room and parenting education components. Release preparation courses familiarize inmates with current employer recruitment procedures and the expectations of potential employers. Offerings include pre-employment training for successful job interviews, resume preparation, filling out job applications, and preparing employment folders that hold documents required for employment.

Adult Continuing Education courses are designed for inmates who have a desire to "brush up" in a special area or enroll in a special program (speed reading, English, mathematics, history, foreign languages, etc.). Wellness and leisure programs reduce inmate idleness, promote healthy life styles, and encourage the development of positive leisure time skills.

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

### Drug Abuse Treatment

In response to the rapid growth of federal inmates with a drug use disorder diagnosis (40 percent of inmates entering the Bureau), the Bureau continues to develop an evidence-based treatment practice to manage and treat drug-using offenders. The Bureau's strategy includes early identification through a psychology screening, drug education, non-residential drug abuse treatment, intensive residential drug abuse treatment and community transition treatment.

The Violent Crime Control and Law Enforcement Act (VCCLEA) of 1994 requires the BOP, subject to the availability of appropriations, to provide appropriate substance abuse treatment for 100 percent of inmates who have a diagnosis for substance abuse or dependence and who volunteer for treatment. However, in FY 2007 and FY 2008 the BOP did not meet this requirement due to lack of funding to expand this program.

**Drug Program Screening and Assessment.** Upon entry into a BOP facility, an inmate's records are assessed to determine if there is a clear history of drug use. If so, the inmate is required to participate in a Drug Abuse Education course.

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

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

A second purpose of the program is to provide those offenders who have a moderate to severe drug abuse problem with supportive program opportunities during the time they are waiting to enter the RDAP, or for those who have little time remaining on their sentence and are preparing to return to the community.

**Residential Drug Abuse Treatment.** Nearly half of Bureau's facilities operate the Residential Drug Abuse Program (RDAP). RDAP programs are located in a separate unit, away from the general population. Treatment is no less than 9 months in duration. The RDAP is based on the Cognitive Behavioral Therapy (CBT) Model of treatment. CBT is a proven-effective treatment model with inmate populations.

Inmates who participate in RDAP must continue drug abuse treatment in the community when they transfer to a Residential Reentry Center. The Bureau contracts with community-based treatment contractors to provide the appropriate treatment while in reentry. Co-occurring disorders with substance abuse include mental illness, trauma, and sex offenses. This continued treatment provides a continuity of care during the inmate's most difficult time of transition while still in Bureau custody.

In coordination with the National Institute on Drug Abuse, the BOP conducted a rigorous 3 year outcome study of the residential drug abuse treatment program beginning in 1991. The results indicated that male participants are 16 percent less likely to recidivate and 15 percent less likely to relapse than similarly situated inmates who did not participate in RDAP. Female inmates are found to be 18 percent less likely to recidivate than inmates who did not participate in treatment. In addition, female inmates had higher rates of success than male inmates in maintaining work, acquiring educational degrees, and caring for children.

**Non-Residential Follow-up Treatment.** Follow-up treatment is required of all inmates who complete the RDAP and return to the general population. This program reviews all the key concepts of the RDAP and lasts for a minimum of one year

**Community Transition Drug Abuse Treatment.** Community transitional drug abuse treatment (TDAT) is the final component of the institution’s RDAP. For an inmate to successfully complete the RDAP, the inmate must receive a transfer to a Residential Reentry Center (RRC) and continue treatment in a community based drug treatment program. In addition, offenders who did not participate in RDAP may be referred to community treatment by community corrections staff.

The following is a list of the 59 Residential Drug Abuse Treatment Programs in the Bureau:

**Residential Drug Abuse Treatment Program Locations**

**NORTHEAST REGION**

FCI Danbury, CT	FCI Ft. Dix, NJ
FCI Elkton, OH	FPC Lewisburg, PA
FCI Fairton, NJ	FPC McKean, PA

**MID-ATLANTIC REGION**

FPC Alderson, WV	FCI Butner, NC	FMC Lexington, KY
FPC Beckley, WV	FPC Cumberland, MD	FCI Morgantown, WV
FCI Beckley, WV	FCI Cumberland, MD	FCI Petersburg, VA

**NORTH CENTRAL REGION**

FPC Duluth, MN	FPC Leavenworth, KS	USMCFP Springfield, MO
FCI Englewood, CO	FCI Leavenworth, KS	FCI Sandstone, MN
FPC Florence, CO	FCI Milan, MI	FCI Waseca, MN
FCI Florence, CO	FCI Oxford, WI	FPC Yankton, SD
FPC Greenville, IL		

**SOUTH CENTRAL REGION**

FCI Bastrop, TX	FSL El Paso, TX	FCI LaTuna, TX
FPC Beaumont, TX	FCI El Reno, OK	FCI Seagoville, TX
FCI Beaumont, TX	FCI Fort Worth, TX	FPC Texarkana, TX
FPC Bryan, TX	FPC Forrest City, AR	
FMC Carswell, TX	FCI Forrest City, AR	

**SOUTHEAST REGION**

FCI Coleman, FL  
FPC Edgefield, SC  
FCI Jesup, GA  
FCI Marianna, FL

FPC, Miami, FL  
FPC Montgomery, AL  
FPC Pensacola, FL  
FPC Talladega, AL

FCI Tallahassee, FL  
FCI Yazoo City, MS

**WESTERN REGION**

FCI Dublin, CA  
FPC Dublin, CA  
FPC Lompoc, CA

FPC Phoenix, AZ  
FCI Phoenix, AZ  
FCI Sheridan, OR

FPC Sheridan, OR  
FCI Terminal Island, CA

In addition to these, one contractor operated facility (Rivers, NC) also offers RDAP.

**Psychology Unit Based Programs.**

**Challenge/BRAVE Programs.** The Challenge Program, a co-occurring disorders program for high security inmates, targets drug use, mental illness, and antisocial attitudes and behaviors. The Bureau Rehabilitation and Values Enhancement (BRAVE) Program, a program for young offenders serving lengthy sentences, addresses institutional adjustment, antisocial attitudes and behaviors, and motivation to change. Currently the BRAVE program is located at FCI Beckley.

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

The 9 Challenge Programs in the Bureau are as follows:

USP Allenwood	USP Beaumont	USP Big Sandy
USP Pollock	USP Lee	USP Florence
USP Atwater	USP Terre Haute	USP Victorville

**Life Connections Program**

Consistent with the President’s government-wide Faith Based and Community Initiative, the BOP established the Life Connections Program (LCP) in FY 2002. As of November 2008, there are 948 inmates who have completed the incarceration phase of the program. There are 437 inmates who have completed the incarceration phase and have been released to RRCs or directly to the community. The LCP provides opportunities for the development of the participating inmates’ faith commitment, with a goal of reducing recidivism. The LCP consists of an intensive, multi-phase program which instills values and character through a curriculum of personal, social and moral development. Two phases of mentoring are provided to LCP inmates. As of November 2008, the Life Connections Program involved 378 new mentors and partnered with over 768 community/faith-based organizations to empower successful inmate reentry into the community. The initiative is subject to rigorous empirical scrutiny to gauge both qualitative and quantitative results. The program has been implemented in institutions of various security levels and in various geographical regions of the country. It is being carried out in partnership

with a broad spectrum of religious and community organizations. The current sites are: FMC Carswell, Texas; FCI Milan, Michigan; FCI Petersburg, Virginia; USP Terre Haute, Indiana; and USP Leavenworth, Kansas.

### Religious Programs

As of December 2008, the BOP employed 252 Chaplains to accommodate religious beliefs and practices, provide pastoral care, and facilitate the spiritual growth of inmates entrusted to its care. Chaplaincy staff provide programs across the spectrum of faiths represented in the inmate population. Chaplains also train and familiarize staff regarding diverse religious beliefs and practices of inmates, while providing guidance for institution compliance with the First Amendment and legal standard established by the Religious Freedom Restoration Act, the Religious Land Use and Institutionalized Persons Act. A religious diet program is available in the BOP. The religious diet program offers religiously certified foods for those whose religious dietary needs necessitate a certification, or a no-flesh component, which allows inmates to self-select from foods to meet their religious dietary needs.

The BOP had 245 religious contracts in FY 2008 for the delivery of services to smaller faith groups and for other related religious services (i.e., music ministry and seminar workshops). Chaplains also recruit, train, supervise, and sustain around 7,000 volunteers from the community who regularly visit the institutions to participate in religious programming. Prior to any service rendered, religious volunteers and contractors have credentials verified and are screened through a national volunteer/contractor database to enhance institutional security. All religious volunteers and contractors are monitored consistent with their security clearance. In FY 2008, approximately 60,000 inmates representing 31 religious groups participated in religious services on a weekly basis. In addition, Chaplaincy personnel offer a wide variety of non-worship religious program options (i.e., studies of sacred writings, studies of sacred languages, retreats, choir and CCD). Religious Services also sponsors a unique six month spiritual/values-based program taught by chaplains and community volunteers. This program is designed to strengthen inmate community re-entry and reduce recidivism. At the conclusion of its first year, 228 inmates completed this re-entry preparation program in 21 institutions.

### Psychology Services

Psychology Services staff are an integral part of correctional treatment as they administer programs of group and individual psychotherapy, crisis intervention, pro-social skill building, and staff consultation and training. BOP policy requires that every inmate admitted to a BOP facility be given an initial psychological screening, which consists of psychological interviews, social history reviews, and behavioral observation. The purposes of the screening are to identify special treatment or referral needs; provide information useful in future crisis-counseling situations; identify strengths as well as potential adjustment problems to imprisonment; and discuss possible program needs with the inmates and provide information about these programs.

Both individual and group psychotherapy are available to inmates who express a desire and demonstrate the need for it. Treatment programs are offered for developing "life competency skills" including communication, self-management, interpersonal relationships, conflict resolution, problem solution, and work skills. Short-term crisis counseling has been acknowledged by mental health professionals as a powerful, viable skill, and BOP psychologists with expertise in this area have provided training and consultation to staff in institutions. BOP

psychologists have traditionally provided the courts, parole officials and prison administrators with quality psychological evaluations of offenders.

The BOP's psychology staff also provide sex offender treatment and management programs for sex offenders during confinement, as well as for civilly committed sex offenders. The BOP is expanding the number of programs available to sex offenders as required under the Adam Walsh Child Protection and Safety Act.

**Sex Offender Treatment Programs (SOTP).** SOTPs are residential and non-residential treatment programs that provide a wide range of cognitive-behavioral and relapse prevention techniques to treat and manage sexual offenders. The primary goal of SOTP is to help sex offenders manage their sexual deviance in order to reduce sexual recidivism.

**Sex Offender Management Programs (SOMP).** SOMPs serve three roles: pre-screen releasing sex offenders to determine applicability of civil commitment provisions, management of sex offenders' risk of inappropriate sexual conduct during confinement, and non-residential sex offender treatment.

The Inmate Skills Development Branch was established in June 2003, to coordinate efforts to implement inmate skill development initiatives across BOP's divisions and provide a centralized point of liaison with external agencies to equip inmates with the necessary skills and resources to succeed upon release.

These nine skills to be developed include: academic, vocational, interpersonal, leisure time, cognitive, character, daily living, wellness, and mental health.

The Inmate Skills Development Initiative goals are to:

1. Develop an instrument to assess individual skill needs
2. Monitor and track skill enhancement throughout incarceration
3. Link program assignments to needs identified through assessment
4. Focus on skill acquisition rather than program completion
5. Allocate program resources based on skill needs of population
6. Prioritize skill needs of high risk populations (i.e., sex offenders, criminal career, and mental health cases)
7. Develop coordinated and effective communications with internal and external components
8. Provide a seamless transition from incarceration to the community

A multi-tiered process has been developed to provide a clear framework for delivery of services and efficient methods for information collection and distribution to enhance inmate skill development. This includes:

**INMATE SKILLS ASSESSMENT (ISA):** The Bureau has developed and is still refining an assessment instrument that targets each of the nine skill areas. The ISA facilitates the entire ISD process and provides a clear operational definition of skills achievement. It was designed in collaboration with other agencies, including the courts and probation, to enhance communication and transportability to those involved with the inmate's community transition. The ISA is a dynamic instrument, automated through a web-based application, utilizing information from a variety of sources including court

documents, a structured interview with the inmate, behavioral observations of the inmate, and supplemental assessment instruments. Supplemental instruments are administered selectively based upon identified needs and include, but not limited to, the Adult Basis Learning Examination (ABLE), Test of Adult Basic Education (TABE), Weschler Adult Intelligence Scale - III (WAIS-III), Personality Assessment Inventory (PAI), and the Psychopathy Checklist - Revised (PCL - R).

The ISA is administered at the beginning of the inmate's sentence and provides staff with a comprehensive picture of an inmate's strengths and weaknesses as they relate to his/her release readiness. By beginning the process at the onset of their term of incarceration, a skill level baseline can be established, programming opportunities are maximized, and resource allocations are efficiently targeted. The assessment information is continuously updated to document and track incremental progress toward skill attainment.

**INDIVIDUALIZED SKILLS DEVELOPMENT (ISD) PLAN** that uses the information gathered through the ISA to summarize the inmate's skill strengths and deficits. The ISD Plan is continuously updated and includes objectives and action planning to address inmates' needs. The ISD Plan follows the inmate throughout the term of incarceration and upon release to the community.

**LINKING PROGRAMS TO SKILLS** the results of the ISA will be utilized to identify inmates for priority placement in programs. By linking programs to the ISD process, the Bureau will be able to identify gaps in current programs where skills are inadequately addressed and identify existing programs that are unrelated to reentry skills and where resources can be redirected elsewhere.

**MODELS OF COLLABORATION** are being developed to assist with skill enhancement and the seamless transition to the community. This component focuses on expanding inter-agency and intra-agency communication and information sharing throughout the inmate's incarceration. Through expanded web-based applications and automation, the ISD automation will allow for up-to-date information to be more accessible for sharing with relevant agencies throughout the incarceration period effectuating a seamless flow of information and providing a continuum of care. Collaborations also reduce redundancy in and amongst agencies and allows for more effective tailoring of services.

#### Inmate Transition Branch

The Inmate Transition Branch (ITB) mission is to strengthen existing and establish new BOP programs that enhance the post release employment of federal prisoners and the use of community, staff, and inmate volunteers.

To accomplish its mission, the ITB has pioneered the design for institution mock job fairs. In addition, employment resource centers are being activated in all federal prisons. To further enhance employment opportunities, prisoners close to release prepare employment folders that include all documents critical for post release employment.

Since 1996, the ITB has assisted in the conduct of nearly 600 mock job fairs in federal prisons. More than 19,000 inmates and over 8,000 employer and community organization/agency

representatives have participated. In addition, ITB staff have assisted state prisons, regional jails and federal probation services to hold both real and mock job fairs.

Volunteer programs play a major role in the sequence of pre-release activities. As part of the oversight responsibility of the branch, institutions are provided guidance and policy to recruit volunteers who support the development of inmate pre-release skills. Through their own volunteer activities, inmates may strengthen character and improve interpersonal skills. Staff engage in program efforts that clearly project the agency's commitment to education, faith, environment, public safety and welfare of the surrounding community.



**PERFORMANCE AND RESOURCES TABLE**

**Decision Unit: Inmate Care and Programs**

**DOJ Strategic Goal/Objective: 2.3, 3.3 and 3.4**

Workload/Resources		Final Target		Actual		Projected		Changes		Requested (Total)	
		FY 2008		FY 2008		FY 2009 Enacted		Current Services Adjustments and FY 2010 Program Changes		FY 2010 Request	
<b>Workload: Total End of Year Federal Inmate Population*</b>		207,020		201,668**		206,165		4,497		210,662	
Total Costs and FTE		FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000
		34,917	\$5,346,740	34,917	\$5,346,740	35,220	\$5,595,754	462	\$384,077	35,682	\$5,979,831
TYPE/ STRATEGIC OBJECTIVE	Performance	FY 2008		FY 2008		FY 2009 Enacted		Current Services Adjustments and FY 2010 Program Changes		FY 2010 Request	
Program Activity	1. Inmate Care and Programs	FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000
		12,335	1,930,243	12,335	1,930,243	12,428	2,070,002	203	137,727	12,631	2,207,729
Performance Measure	# Inmates completing at least 1 Vocational Program	12,800		14,302		14,700		400		15,100	
Performance Measure	Drug Treatment: %/# inmates in RDAP	100%/17,500		93% / 17,523		93%/17,500		0		93%/17,500	
Performance Measure	Drug Treatment: # Non-residential Treatment	14,500		14,208		14,500		0		14,500	
Performance Measure	# Inmates participating in Life Connections Pilot	600		799		600		0		600	
Performance Measure	Inmate financial responsibility program collections (\$000)	\$10,500		\$10,328		\$10,500		100		\$10,600	
Performance Measure	% Inmates with GED/H.S. Diploma 7 months prior to release (citizens)	78%		77%		78%		0		78%	
Outcome	# Inmates suicides (not to exceed)	23		25		24		1		25	

\*The chart above includes actual population numbers for FY 2008 and projections for FY 2009 and FY 2010. The projections are based on data and information from a variety of sources including the Administrative Office of the U.S. Courts, U.S. Sentencing Commission, Executive Office for United States Attorneys, Office of the Federal Detention Trustee, Drug Enforcement Administration, the Federal Bureau of Investigation, and the BOP's own information system (SENTRY). Data from United States Marshals Service indicates that as of February 2009, there are 9,600 inmates in Marshal's custody who are either designated or waiting to be designated to a BOP facility.

\*\*In FY 2008 the inmate population increased by a net of 1,648 new inmates. The unusual slow growth in FY 2008 is attributed to inmates receiving sentence reductions, many resulting in immediate release, because 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, so that now a net growth of nearly 4,500 inmates is projected for the next several years.

**Data Definition, Validation, Verification, and Limitations:**

**Data Collection and Storage:** Data are gathered from several computer systems. Inmate data is collected on the BOP on-line system (SENTRY); personnel data is collected from the National Finance Center (NFC) database and from field locations reporting on a regular basis; and financial data is collected on the Financial Management Information System (FMIS). BOP also utilizes population forecast modeling in order to plan for future construction and contracting requirements to meet capacity needs. Inmate employment data is maintained by each industry business office through the transfer of source data into an automated inmate payroll system. Vocational Training program completions are entered into the SENTRY Education Data System at the institution level. Institution education staff verify and record inmates' high school or General Educational Development (GED) attainment in the SENTRY Education Data System when inmates enter BOP custody or when they pass the GED tests and obtain a high school equivalent credential. The Office of Information Systems prepares a monthly report, which reflects the high school/GED attainment status of citizen inmates who are within 7 months of their release. GED completion data is provided by the American Council on Education, a non-profit agency, through its GED testing service. GED completion information is posted in the BOP's internal Web site quarterly and all agency personnel have access to the information.

**Data Validation and Verification:** Within BOP headquarters, staff in different divisions retrieve and verify data on a daily, weekly, and monthly basis, analyze it, and formulate reports and projections. For example, weekly population reports are analyzed and copies provided to both DOJ and OMB. Occupational and Advanced Occupational Education (AOE) training data is entered at the BOP facility level using automated reporting procedures to track program completions data. Data accuracy is monitored by field education staff via quarterly roster reports. Once year-end data is available, it is verified through a two-step process: (1) a roster report is produced by the BOP Office of Information Systems, and posted on intranet. The report identifies every inmate who completed or withdrew from a program at the given institution. (2) Local BOP staff use the list to verify that the data was correctly entered into SENTRY, and make any corrections. After the grace period ends, an automated computer run is made by the BOP Office of Research and the data is maintained in the BOP Key Indicator Information System for historic use. Drug treatment information is retrieved from SENTRY and/or Psychological Data Systems (PDS) data. Data is verified by monitoring the number of inmates on the waiting list for the Residential Drug Treatment Program (RDAP) program who are within 36 months of release, as maintained in the SENTRY database, against the total RDAP program capacity to ensure 100 percent of eligible inmates receive treatment prior to release. BOP Life Connections Pilot Program data is tracked in SENTRY and provides information on inmates enrolled in the program. Life Connections applicant information is cross-referenced and verified through records maintained in BOP's Faith-Based Program Office and at each pilot site. Inmate Financial Responsibility Program (IFRP) data is received from the Trust Fund Branch and is cross-referenced with IFRP SENTRY data on a monthly basis to ensure consistency and accuracy. High school diploma and General Education Development (GED) attainment are verified at the end of each quarter and year-end, institution and region education staff are provided with copies of GED completion data (reports from the GED Testing Service and quarterly education roster reports) to verify the accuracy of GED completions, as they are recorded in the SENTRY based Education Course System. Suicides are reported at BOP locations on SENTRY and verified by BOP headquarters staff in several different divisions. Suicide data is also verified by the National Employee Assistance Coordinator who reviews the Suicide Reconstruction Report. The BOP data undergoes a number of quality control procedures ensuring its accuracy. The FBI's III file is the primary source of rap sheet information used by courts throughout the land and is also thought to be of high quality.

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

**Decision Unit: Inmate Care and Programs**

Performance Report and Performance Plan Targets		FY 2001	FY 2002	FY 2003	FY 2004	FY 2005	FY 2006	FY 2007	FY 2008		FY 2009	FY 2010
		Actual	Actual	Actual	Actual	Actual	Actual	Actual	Actual	Target	Actual	Target
<b>Performance Measure</b>	# Inmates completing at least 1 Vocational Program	9,301	10,190	10,673	11,553	12,476	12,805	13,616	12,800	14,302	14,700	15,100
<b>Performance Measure</b>	Drug Treatment: %/# inmates in RDAP	100% /15,441	100% /16,243	100% /17,578	100% /18,278	100% /18,027	100% /17,442	80% /17,549	100% /17,500	93% /17,523	93% /17,500	93% /17,500
<b>Performance Measure</b>	Drug Treatment: # Non-residential Treatment	10,827	11,506	12,023	13,014	14,224	13,697	14,352	14,500	14,208	14,500	14,500
<b>Performance Measure</b>	# Inmates participating in Life Connections Pilot	n/a	n/a	205	545	608	443	703	600	799	600	600
<b>Performance Measure</b>	Inmate Financial Responsibility Program Collections (\$000)	\$8,055	\$8,362	\$8,660	\$8,919	\$9,807	\$10,020	\$10,602	\$10,500	\$10,328	\$10,500	\$10,600
<b>OUTCOME Measure</b>	% Inmates with GED/H.S. Diploma 7 months prior to release (citizens)	66%	73%	74%	73%	74%	74%	77%	78%	77%	78%	78%
<b>OUTCOME Measure</b>	# Inmates suicides (not to exceed)	13	15	11	9	13	15	12	23	25	24	25

N/A = Data unavailable

\* Denotes inclusion in the DOJ Annual Performance Plan

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

The Inmate Care and Programs decision unit directly contributes to two of the Department's Strategic Goals 2 and 3: Goal 2 – Prevent Crime, Enforce Federal Laws, and Represent the Rights and Interests of the American People; and Goal 3 - Ensure the Fair and Efficient Administration of Justice. Within these Goals, the decision unit's resources specifically address the Department's Strategic Objectives 2.3, 3.3 and 3.4: Prevent, suppress, and intervene in crimes against children; 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, and Provide services and programs to facilitate inmates' successful reintegration into society, consistent with community expectations and standards.

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

As illustrated in the preceding Performance and Resources Table, the outcome measure for this decision unit is: Number of Inmate Suicides.

Regarding suicides, while it is the objective of the BOP and DOJ to prevent all suicides, the targets reflect projections based solely on historical data. The BOP did not meet their target for FY 2008 and had a total of 25 inmate suicides. A contributing factor was the increased number of inmates and the increased inmate to staff ratio. The FY 2009 target is 24 or less inmate suicides and the FY 2010 target is 25 or less inmate suicides.

The BOP's new strategic indicator for a GED/H.S. diploma was refined to include only those inmates (U.S. Citizens) who are capable and desire literacy programming and are within seven months of release. The BOP missed its FY 2008 target of 78% with an actual of 77% . A contributing factor, besides limitations in resources, was occasionally, GED test results arrived at the institutions after inmates had been transferred to residential reentry centers or released from the Bureau's custody. The current BOP SENTRY structure will not allow institutions to document GED attainment in SENTRY once inmates have left the institutions. Therefore, the percentage of inmates released with a GED/H.S. diploma may be higher. The FY 2009 and FY 2010 GED/H.S. diploma targets are 78 percent.

The BOP exceeded its FY 2008 target for the number of inmates completing at least 1 Vocational Program at 14,302. Targets for FY 2009 and FY 2010 are 14,700 and 15,100 respectively.

The BOP had 17,523 inmates enrolled in the Residential Drug Treatment Program for FY 2008. BOP's targets for FY 2009 and FY 2010 will remain at 17,500. There has been no expansion of this program since FY 2003. Currently, there are approximately 7,600 inmates awaiting treatment, with the average growth of the waiting list continuing at about 1,000 inmates per year. Therefore, unless receiving additional funding, the BOP will continue to be unable to meet the mandate of the Violent Crime Control and Law Enforcement Act, which requires the BOP to provide appropriate substance abuse treatment for 100 percent of eligible inmates (dependent on funding).

Due to funding issues, the BOP missed its target for FY 2008 for inmates enrolled in non-residential drug treatment programs with 14,208. The target of FY 2009 and FY 2010 is 14,500. Unlike the residential drug abuse program, inmates are not housed together in a separate unit for

treatment, but attend treatment sessions in the Psychology Services Department while residing within the general population.

The BOP exceeded its FY 2008 target with 799 inmates participating in the Life Connections Pilot. However, the 799 inmates who are participating are broken down as: 422 participants; 243 wait list/applied and approved within institutions; 101 applied/approved waiting to be transferred and 33 in the pipeline. Those inmates approved and on the wait list are provided partial programming. The Life Connections Pilot is a volunteer program, therefore, it is anticipated that 600 inmates will participate in the Life Connections/Faith-Based reentry pilot programs for FY 2009 and FY 2010.

The BOP missed its target with a total collection of \$10,328,000 under the Inmate Financial Responsibility Program for FY 2008. Projections for FY 2009 and FY 2010 are estimated at \$10,500,000 and \$10,600,000, respectively.

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

The BOP will continue to provide productive work, education, occupational training, and recreational activities that have a clear correctional management purpose to minimize inmate idleness, while preparing inmates for employment opportunities and a successful reintegration upon release.

Though the work being done by treatment staff in the Bureau is proficient and meets the essential needs of the releasing population, the agency is changing the model of reentry from an emphasis on clinical assessment and program participation to a competency-based model. Termed the Inmate Skills Development (ISD) initiative, this is not a new program, but rather an entirely new strategy and way of viewing inmate management. It requires the agency to shift its philosophy and reemphasizes the Bureau's mission to prepare inmates for release to the community. These shifts have been and will continue to be clearly communicated with staff. The components involved in this initiative include:

- identification of the core skills needed for successful offender reentry;
- an objective assessment of those skills and continual measurement of the skills acquisition, rather than simple program completion;
- linkage of programs to specific reentry skill needs;
- allocation of resources to those inmates with the greatest skill deficiencies and hence, the greatest risk of recidivism; and
- information sharing and the building of community collaborations for a holistic approach in transitioning offenders.

The ISD System, a dynamic instrument, automated through a web-based application, utilizing information from a variety of sources, is being implemented throughout the Bureau.

Self-improvement programs designed to change thinking and behaviors have also proven to be effective in dealing with behaviors that threaten the security of staff and inmates. For example, the BOP operates its Life Connections (faith-based) pilot programs. Through these programs, the BOP provides opportunities for the development and maturation of the participating inmate's faith commitment, with a goal of reducing recidivism rates. The BOP Office of Research and Evaluation has developed a data collection instrument to measure and compare rates of

recidivism and anticipates an interim report on recidivism could be produced in FY 2009, and a more complete report comparing greater numbers of inmates by FY 2011. In the interim (until this research can be completed), an evaluation has already demonstrated a positive effect of LCP participation on serious misconduct while inmates participate in the program.

The Bureau is committed to providing quality, evidence-based psychology programs to all inmates in need of these program services. All Bureau psychology treatment programs are designed on the most recent research and evidence based practices, ensuring effective treatment programs. These evidence-based treatment practices lead to: the reduction of inmate misconduct; the reduction of inmate misuse of mental health and medical resources; the reduction of substance abuse, relapse and recidivism; the reduction of criminal activity; and an increase in the level of the inmate's stake in societal norms. Transition treatment increases the likelihood of treatment success.

The Challenge Program, a co-occurring disorders program for high security inmates, targets drug use, mental illness, and antisocial attitudes and behaviors. The Bureau 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. These residential 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 more than 50 percent.

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

Nearly half of Bureau's facilities operate the Residential Drug Abuse Program (RDAP). RDAP programs are located in a separate unit, away from the general population. Treatment is no less than 9 months in duration. The RDAP is based on the Cognitive Behavioral Therapy (CBT) Model of treatment. CBT is an evidence-based treatment model within correctional programs, therefore the Bureau has chosen the CBT treatment model for its psychology treatment programs. All residential psychology treatment programs wrap this CBT model within a modified therapeutic community framework as found effective by the treatment and correctional programs research and literature. This allows all the Bureau's psychology treatment programs to successfully treat complex psychological and behavioral problems, including substance abuse.

The Bureau also conducts drug education and nonresidential treatment in every institution. Community reentry is a required component of the RDAP. Inmates who participate in RDAP must continue drug abuse treatment in the community when they transfer to a Residential Reentry Center. The Bureau contracts with community-based treatment contractors to provide the appropriate treatment while in reentry. Co-occurring disorders with substance abuse include mental illness and trauma. This continued treatment provides a continuity of care during the inmate's most difficult time of transition.

## Program Increases

**Item Name:** Medical Cost Adjustment

Budget Decision Unit: Inmate Care and Programs

Strategic Goal(s) & Objective(s): Goal 3; Objectives 3.3

Organizational Program: Inmate Health Care

Program Increase: Positions 0 Correctional Officers 0 FTE 0 Dollars \$16,685,000

### Description of Item

This request provides for the inflationary adjustment of non-salary base funding for inmate medical care.

### Justification

The BOP is required by Federal regulations to provide necessary and suitable medical care to all inmates in its custody. The rising costs of inmate health care have been a significant concern to the BOP as it delivers medical, dental, and mental health services that are consistent with acceptable community standards. There are two primary factors contributing to increase in health care costs: 1) the increasing inmate population; and 2) inflation in the medical services industry and pharmaceutical costs. As a result, base program funding for health care is dangerously inadequate in maintaining at least the current level of services. Potential risks include delay in care, increased negative outcomes, and increase in legal liability due to the failure to provide care.

### Impact on Performance (Relationship of Enhancement to Strategic Goals)

The cost adjustment will ensure that Federal inmates continue to receive essential medical services as required by Federal regulations.

## Funding

### Total Request for this Item

	Pos	Corr. Officer	FTE	Personnel (\$000)	Non-Personnel (\$000)	Total (\$000)
Current Services						
Increases					16,685	16,685
Grand Total					16,685	16,685

**Item Name:** **FCI McDowell, WV (1,280 Beds) Activation (11/2009)**  
**FCI Mendota, CA (1,152 Beds) Activation (2/2010)**

Budget Decision Unit(s): **Inmate Care & Programs /Institution Security & Administration**

Strategic Goal(s) & Objective(s): **Goal 3; Objectives 3.3 and 3.4**

Organizational Program: **Activations**

Program Increase: Positions **737** Correctional Officers **350** FTE **371** Dollars **\$102,120,000**

#### Description of Item

The BOP is requesting an enhancement for its operation in order to begin the activation process at FCI McDowell, WV (378 pos., 189 FTEs, and \$52.696 million) and FCI Mendota, CA (359 pos., 182 FTEs, and \$49.424 million). When activated, these medium security facilities will add 2,304 medium security beds and 128 minimum security beds to BOP's capacity. The tax payers have invested \$486 million to construct these facilities and the beds should be available as soon as possible. The activation is a multi-year process, including many steps from selecting wardens and executive staff, to identifying and ordering equipment, meeting with the community, recruiting and training new staff, furnishing and equipping the new facility, and eventually accepting inmates. The total resources required for these facilities in FY 2010 are 737 positions, 371 FTEs and \$102,120,000, which also provides for one time costs of equipping the facility, conducting background investigations for new employees and providing standard law enforcement training. One-time costs are non-recurred the following year in accordance with future needs. This request includes \$22,562,000 in inmate related costs. This will provide marginal funding for security, food, medical care, clothing, unit management and records. This cost is needed for the new inmates coming into the system and may be needed at other facilities until the inmates are housed in these new facilities. When fully operational, these medium security facilities will house approximately 3,525 medium security inmates at 53 percent crowding.

#### Justification

As of April 16, 2009, there are over 204,500 inmates in Bureau of Prisons (BOP) custody, approximately 2,900 more than the end of FY 2008. Approximately 82 percent of the inmate population is confined in Bureau-operated institutions, while 18 percent are managed in contract care, primarily private sector prisons. Most Federal inmates (53%) are serving sentences for drug trafficking offenses. The remainder of the population consists of inmates convicted of weapons offenses (15%), immigration law violations (10%), fraud (5%), property crimes (4%), sex offenses (4%), other violent offenses (8%), and other miscellaneous offenses (5%). The average sentence length for inmates in BOP custody is 9.9 years. Approximately 7 percent of inmates in the BOP are women, and approximately 26 percent are not U.S. citizens.

The BOP currently operates 114 institutions at four basic security levels -- minimum, low, medium, and high. This number also includes one maximum-security prison for the less than 1 percent of the inmates who require that level of security. The graduated security categorization allows BOP to assign an inmate to an institution in accordance with his or her individual security and program needs. These needs are determined by the inmate classification system, which yields an inmate security classification of minimum, low, medium, or high. Additionally, inmates are also designated to facilities that meet program needs or other requirements (such as



health care); and the BOP operates a number of detention centers and units that confine pre-trial and pre-sentenced offenders.

The BOP has no control over the number of inmates who come into Federal custody or the length of time they stay in prison. The most significant net increases in the inmate population have occurred in the last 2 decades. While the BOP is no longer 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 and include average annual increases of approximately 5,800 inmates per year for the last 5 fiscal years (from 2003 to 2008).

The Bureau was created in 1930 and operated 14 institutions for just over 13,000 inmates. By 1940, the Bureau had grown to 24 institutions and 24,360 inmates. The number of inmates did not change significantly for 40 years, and in 1980, the total population was 24,640 inmates.

From 1980 to 1989, the inmate population more than doubled to almost 58,000. This growth resulted from enhanced law enforcement efforts along with legislative reform of the Federal criminal justice system and the creation of a number of mandatory minimum penalties. During the 1990s, the population more than doubled again, reaching approximately 134,000 at the end of 1999 as the BOP experienced the effect of increased efforts to combat illegal drugs, firearms violations, and illegal immigration. As a result of the National Capital Revitalization and Self-Government Improvement Act of 1997, the BOP became responsible for the District of Columbia's sentenced felon inmate population. Almost immediately, sentenced felons from the District of Columbia began the transfer into BOP custody. In 2001, the BOP also began accepting custodial responsibility of newly-sentenced D.C. felony inmates.

The BOP expects increases of approximately 4,500 inmates per year over the next several years. The BOP's current population of 204,553 is expected to increase to over 215,000 by the end of fiscal year 2011.

### **Institution Crowding**

The size of the BOP inmate population greatly exceeds the rated capacity of its prisons. Currently, the BOP is at 36 percent above rated capacity in Federal prisons system-wide, and 47 percent over rated capacity at medium security facilities. As in past years, the BOP will continue to increase the number of beds through additional contract beds, expansions, and new construction as funding permits, and take a variety of steps to mitigate the effects of crowding in its facilities. For example, the BOP has refined the architectural design of its newer facilities and has taken advantage of improved technologies in security measures such as perimeter security systems, surveillance cameras, and equipment to monitor communications. The BOP also enhanced population management and inmate supervision strategies in areas such as classification and designation, intelligence gathering, gang management, use of preemptive lockdowns, controlled movement, and staff training.

This request will enable requisite programming opportunities for federal offenders, promoting an atmosphere conducive to positive change while they are incarcerated and better transition upon release. Programming is extremely important for successful prisoner re-entry into American society. Research has indicated the positive connection between education/vocational training for inmates and lower recidivism.

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

With activation of these facilities, the BOP’s overall rated capacity will increase by 2,432 beds.

This enhancement is in direct support of the following DOJ Strategic Objectives: 1) 3.3 “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. and, 2) 3.4 “Provide services and programs to facilitate inmates’ successful reintegration into society, consistent with community expectations and standards.”

**Funding**

Total Request for this Item

	Pos	Corr. Officer	FTE	Personnel (\$000)	Non-Personnel (\$000)	Total (\$000)
Current Services						
Increases	737	350	371	41,335	60,785	102,120
Grand Total	737	350	371	41,335	60,785	102,120

**Item Name:** **Inmate Skills Development**

Budget Decision Unit: **Inmate Care & Programs**  
Strategic Goal(s) & Objective(s): **Goal 3; Objectives 3.3 and 3.4**  
Organizational Program: **Reentry Programs**

Program Increase: Positions +**121** Correctional Officers **0** FTE +**61** Dollars \$**13,778,000**

Description of Item

The Inmate Skills Development (ISD) initiative is a comprehensive reentry strategy being developed by the BOP. This initiative also responds to the recommendations contained in the Office of Inspector General's Final Report: The Federal Bureau of Prisons Inmate Release Preparation and Transitional Reentry Programs, Report No. 04-16; The White House Office of Faith Based and Community Reentry Initiatives; and Second Chance Act.

This initiative was the result of extensive investigation and research conducted through a re-engineering workgroup formulated in 2000 to examine how the BOP could improve efforts to provide inmates with the necessary skills to succeed upon release. This initiative is more than a new program, it is a new model of framing the reentry process that moves from fairly unstructured case management assessments and success defined as program completions to a highly structured and focused competency based model that measures success by skill acquisition and ultimately reentry success.

Justification

The BOP's mission statement has two equally important parts: the first part addresses our obligation to help protect public safety through the secure and safe confinement of inmates; the second part addresses our obligation to help inmates prepare to return to their communities and to remain crime-free. Post-release success is as important to public safety as is inmates' secure incarceration.

Offenders come to prison with a variety of characteristics they cannot change, such as criminal history and employment history. There are, however, many other very important characteristics and behaviors that can change and are often important in determining post-release success, including antisocial attitudes and beliefs, substance abuse, anger and aggression, criminal associations, educational/vocational deficiencies, and life/social skills deficiencies.

The Inmates Skills Development Initiative is needed to provide offenders with the necessary skills to succeed upon release to the community. It is a multi-tiered process that provides a clear framework for delivery of services and efficient methods for information collection and distribution to facilitate skill development for successful reentry. This framework is predicated on initiating the preparation of inmates for release to the community when they first come into our system and on a continuous basis throughout their incarceration, as well as developing partnership and resources to assist in a successful transition to the community.

Impact on Performance (Relationship of Enhancement to Strategic Goals)

This enhancement is in direct support of the following DOJ Strategic Objectives: 1) 3.3 “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” and, 2) 3.4 “Provide services and programs to facilitate inmates’ successful reintegration into society, consistent with community expectations and standards.”

**Funding**

Total Request for this Item

	Pos	Corr. Officer	FTE	Personnel (\$000)	Non-Personnel (\$000)	Total (\$000)
Current Services						
Increases	121		61	12,325	1,453	13,778
Grand Total	121		61	12,325	1,453	13,778

## B. Institution Security and Administration

<b>Institution Security and Administration TOTAL</b>	<b>Perm. Pos.</b>	<b>FTE</b>	<b>Amount (\$000,s)</b>
2008 Enacted w/ Rescissions	23,390	20,892	2,275,246
2008 Supplemental	0	0	130,921
2008 Enacted w/Rescissions and Supplementals	23,390	20,892	2,406,167
2009 Enacted	23,390	21,094	2,490,158
Adjustments to Base and Technical Adjustments	0	0	71,077
2010 Current Services	23,390	21,094	2,561,235
2010 Program Increases	478	251	116,029
2010 Program Decrease	0	0	(1,000)
2010 Request	23,868	21,345	2,676,264
<b>Total Change 2009-2010</b>	478	251	186,106

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

This budget activity covers costs associated with Institution Security and Administration, Institution Maintenance, and Institution Staff Training. All institutions are assigned a security classification level based in part on the physical design of each facility. There are four security levels: minimum; low; medium; and high. Additionally, there is an administrative category for institutions that house a variety of specialized populations such as pre-trial, medical, mental health, sex offenders, and U.S. Department of Homeland Security, Immigration and Customs Enforcement (ICE) detainees. Based on BOP research, female offenders generally do not require the same degree of security as male offenders. Therefore, a modified classification system is used for female inmates. Females may also be placed in state and local facilities.

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

Within each institution, Correctional Officers are assigned to security posts that are primarily established on the basis of structural/visual considerations. The two basic categories of security are external security and internal security. External security consists of a walled or fenced perimeter supplemented by staffed security towers or armed mobile perimeter patrols. There is also razor wire strung between a double fence with high mast lighting to illuminate the perimeter, and highly technical equipment such as alarm systems, and video surveillance. Entrances through the perimeter are controlled by a series of gates, both electrical and manual, supplemented by metal detection systems and search procedures for weapon and contraband control. BOP has fully incorporated Closed Circuit Television technology in its higher security facilities, which has enhanced supervision and provides valuable intelligence in the management of federal inmates. For practical purposes, all other security measures, processes and activities can be called internal security, commencing when an inmate is admitted and terminating upon his or her release.

Staff supervise inmates in living units, work areas, visiting areas, dining halls, and any other area where inmates may be located or have access. Regularly scheduled counts are conducted several times a day (5 on weekdays 6 on weekends) in all institutions to monitor the whereabouts of inmates. Work supervisors and program personnel are held strictly accountable for all inmates under their supervision.

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

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

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

The Facility Maintenance program is designed to adequately maintain and continue to safely operate the physical plants of BOP institutions. Facilities vary in age from those recently constructed to those 100 or more years old. Thirty-four of the BOP facilities are over 50 years old. As of January 2008, BOP facilities were situated on 44,884 acres of land and contained approximately 62 million square feet of floor area, all of which must be maintained and furnished with utility services. 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. 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. In FY 2009, this program will provide for the maintenance and operation of 4,162 vehicles.

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

normally included in the "Modernization and Repair" program of the Buildings and Facilities budget.

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

The Staff Training Academy (STA) at the Federal Law Enforcement Training Center (FLETC) Glynco, Georgia provides introductory and advanced correctional training for BOP law enforcement staff. The Introductory Correctional Training Program (ICTP) is a five-week program for a total of 159 hours of instruction that is taught in two phases. The phases consist of a two-week Institution Familiarization (IF) and a three-week Introduction to Correctional Techniques (ICT) program.

The STA oversees the curriculum development and administration of the two-week (56 hours) IF course provided at all institutions for new employees prior to attending the ICT at the STA. The ICT is a three-week (103 hours) program of instruction that covers hostage situations, ethics, interpersonal communication skills, special offenders, diversity, inmate discipline, legal procedures, etc. Successful completion of this program (academics, firearms and the Physical Ability Test) is required for continued employment of newly hired staff entering into law enforcement positions. The ICTP is fully accredited by the University of Eastern Kentucky. In FY 2008, 2,205 new employees participated in 54 classes of the ICT program.

The STA provided advanced correctional skills training for trainers in disturbance control, firearms, bus operations, self-defense, and side-handle baton in FY 2008. The STA also provides advanced correctional training for Marksman/Observer and Witness Security. The majority of the advanced training programs are conducted at BOP institutions resulting in substantial cost avoidance in training costs. In FY 2008, 584 staff members participated in 24 advanced classes. The STA continues to support and expand the on-line testing programs. The IF testing program has been in place since August 2003. A total of 1,680 new employees have been administered the IF test from October 1, 2007 thru August 22, 2008.

*The Management and Specialty Training Center (MSTC)* in Aurora, Colorado, provides the majority of the BOP's senior level training courses and curriculum development workgroups to include Job Task Analysis and Needs Analysis. The training offered at the MSTC is competency-based, providing participants the opportunity to progressively develop leadership skills and specialty competencies. Wide ranges of courses are available for institution Executive Staff, Department Heads, Supervisors, and Technical Support Staff. These courses include training for Correctional Services Supervisors, Food, Financial and Personnel staff, Education and Recreation staff, Drug Treatment and Psychology Services, Chaplains, Trust Fund staff, and others. In addition to preparing personnel for position specific responsibilities, the MSTC also trains staff to assume collateral responsibilities, such as: Hostage Negotiations Team Members, Disciplinary Hearing Officers, EEO Counselors and 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.

From October 1, 2007, to September 26, 2008, the MSTC conducted 100 residential classes, 14 off-site training with 2,813 participants and 427 resource staff, which included a DOJ National Crime Information Center class with 27 participants and 2 resource staff, and an ICE Citizen Immigration Services class with 25 participants and 4 resource staff.

From October 1 to December 31, 2008, the MSTC conducted 21 residential classes and 3 off-site classes with 522 participants and 66 resource staff, which included a Fraudulent Document Detection Class and 2 ICE Business Writing classes with 72 participants and 5 resource staff.

Projected: October 1, 2008, to September 20, 2009, the MSTC anticipates conducting 115 classes to train 3,605 participants with 466 resource staff.

To maximize the use of tax dollars, the MSTC provides several alternatives for training to include off-site training and distance learning initiatives through Centra, a webcast training delivery system. Additionally, eZ.exam is used to administer Institution Character Profile, staff surveys, etc, which has made these processes more efficient for regional and institutional staff.

Beginning in 2005, human resource and employee development functions previously performed at each BOP facility were streamlined and consolidated.

*The Consolidated Employee Service Center (CESC)* located in Grand Prairie, Texas is comprised of three components: Consolidated Processing Unit (CPU), Consolidated Benefits Unit (CBU), and the Consolidated Staffing Unit (CSU).

The Consolidated Processing Unit (CPU) processes payroll and personnel transactions; sets pay; receives and processes court orders; maintains electronic Official Personnel Folders (eOPFs), performance and payroll files; oversees the time and attendance program; responds to inquires from Employee Services offices staff and third parties regarding payroll/personnel transactions, personnel documents, and files. The CPU is the Bureau of Prisons' primary liaison with the Department of Justice, National Finance Center, and auditors on matters related to payroll processing and time and attendance. The CPU participates in an HR line of Business Workgroup tasked with recommending the selection of a shared service provider for Department of Justice payroll processing. The CPU has recently completed an Enterprise Human Resources Initiative by switching from hard copy to electronic OPFs.

The Consolidated Benefits Unit (CBU) provides benefit related services to staff located at all Bureau locations. The CBU is responsible for Leave Administration Policy and the National Voluntary Leave Transfer Program (VLTP) as well as the DOJ Leave Bank. The CBU processes applications for retirements, deposits/redeposits, military deposits, and calculates projected annuity estimates. The CBU provides advice on a wide variety of inquiries regarding all aspects of benefits, including health insurance, life insurance, long term health care, flexible spending accounts, Thrift Savings Plan, and provides updates on new benefits (FEHB dental and vision) as they develop.

The Consolidated Staffing Unit (CSU) develops and operates various nationwide staffing programs for processing job applications. The Unit serves to assist field locations in staffing their positions by providing timely services. The CSU oversees and manages two automated systems, BOP-Careers and BOP-HIRES. These two systems are utilized to carry out nationwide Delegated Examining certification programs and the Bureau's merit promotion system. The BOP-Careers system hosts more than 134,000 registered users, who apply to the more than 4,700



jobs processed by the Bureau each year. In addition, the BOP-Hires program hosts more than 13,000 users who apply to the Bureau's standing inventory system.

**PERFORMANCE AND RESOURCES TABLE**

**Decision Unit: Institution Security and Administration**

**DOJ Strategic Goal/Objective: 3.3**

Workload/Resources		Final Target		Actual		Projected		Changes		Requested (Total)	
		FY 2008		FY 2008		FY 2009 Enacted		Current Services Adjustments and FY 2010 Program Changes		FY 2010 Request	
<b>Workload: Total End of Year Federal Inmate Population*</b>		207,020		201,668**		206,165		4,497		210,662	
<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>
		34,917	\$5,346,740	34,917	\$5,346,740	35,220	\$5,595,754	462	\$384,077	35,682	\$5,979,831
TYPE/ STRATEGIC OBJECTIVE	Performance	FY 2008		FY 2008		FY 2009 Enacted		Current Services Adjustments and FY2010 Program Changes		FY 2010 Request	
		FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000
<b>Program Activity</b>	1. Institution Security and Administration	20,892	2,420,946	20,892	2,420,946	21,094	2,490,158	251	186,106	21,345	2,676,264
<b>Performance Measure</b>	# Institutions/rated capacity	115/123,853		114/122,366		115/123,525		0/2,008		115/125,533	
<b>Performance Measure</b>	Correctional Officers On-board	16,600		16,538		17,227		175		17,402	
<b>Performance Measure</b>	Inmate to Correctional Officer Ratio	10.39:1		10.04:1		9.86:1		.19		10.05:1	
<b>Performance Measure</b>	Rate of serious assaults in Federal Prisons (Rate/5,000)***	14		12		15		0		15	
<b>Outcome</b>	Escapes from Secure Institutions	0		0		0		0		0	
<b>Outcome</b>	System-wide Crowding	39%		36%		37%		1		38%	

\*The chart above includes actual population numbers for FY 2008 and projections for FY 2009 and FY 2010. The projections are based on data and information from a variety of sources including the Administrative Office of the U.S. Courts, U.S. Sentencing Commission, Executive Office for United States Attorneys, Office of the Federal Detention Trustee, Drug Enforcement Administration, the Federal Bureau of Investigation, and the BOP's own information system (SENTRY). Data from United States Marshals Service indicates that as of February 2009 there are 9,600 inmates in Marshal's custody who are either designated or waiting to be designated to a BOP facility.

\*\*In FY 2008 the inmate population increased by a net of 1,648 new inmates. The unusual slow growth in FY 2008 is attributed to inmates receiving sentence reductions, many resulting in immediate release, because 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, so that now a net growth of nearly 4,500 inmates is projected for the next several years.

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

**Data Definition:** The low, medium and high crowding levels are based on a mathematical ratio of the number of inmates divided by the rated capacity of the institutions at each of the specific levels. System-wide: represents all inmates in BOP facilities and all rated capacity, including secure and non-secure (minimum security) facilities, low, medium and high security levels, as well as administrative maximum, detention, medical, holdover, and other housing unit categories. Low security facilities: double-fenced perimeters, mostly dormitory housing, and strong work/program components. Medium security facilities: strengthened perimeters, mostly cell-type housing, work and treatment programs and a higher staff-to-inmate ratio than low security facilities. High security facilities: also known as U.S. Penitentiaries, highly secure perimeters, multiple and single cell housing, highest staff-to-inmate ratio, close control of inmate movement. Assaults include assaults between inmates and inmates, and inmates and staff.

**Data Collection and Storage:** Data are gathered from several computer systems. Inmate data is collected on the BOP on-line system (SENTRY); personnel data is collected from the National Finance Center (NFC) database and from field locations reporting on a regular basis; and financial data is collected on the DOJ Financial Management Information System (FMIS). BOP also utilizes population forecast modeling in order to plan for future construction and contracting requirements to meet capacity needs. Data for escapes from secure prisons are taken from the Significant Incident Reports (recorded on BOP form 583) submitted by the institution where the escape occurred. The form is submitted to the BOP's Central Office where it is recorded in a log. Copies of the report are also sent to the respective regional office where the information is reviewed. The information from the log is transferred to, and maintained by, the Office of Research and Evaluation, which analyzes the data and makes it available through the Key Indicators Management Information System. Data (rate of assaults in federal prisons per 5,000 inmates) are collected from the BOP's SENTRY, specifically the CDR module, which reports all disciplinary measures taken with respect to individual inmates. This data are maintained and stored in the BOP's management information system (Key Indicators), which permits retrieval of data in an aggregated manner. The data represents all adjudicated assaults and combines both "inmate on inmate" and "inmate on staff" assaults.

**Data Validation and Verification:** Within BOP headquarters, staff in different divisions 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. The BOP Office of Research collects offender data regularly from the Office of the U.S. Courts in order to project population trends and the CPC reconciles bed space needs and crowding trends to ensure that adequate prison space is maintained in both federal prisons and contract facilities. Correctional officer on-board numbers are gathered each pay period and verified through NFC payroll records. The correctional officer to inmate ratio is based on number of correctional officers on-board divided into total inmate population in BOP facilities. Inmate assaults and escapes from secure BOP institutions are reported at BOP locations on SENTRY and verified by BOP Correctional Programs Division (Intelligence Section) and the BOP Office of Research. On an annual basis, BOP Program Review personnel develop a schedule for initial accreditation and reaccreditations of all eligible BOP facilities to ensure reviews are conducted on a regular and consistent basis. Subject matter experts review report findings to verify accuracy and develop any necessary corrective measures. Actual obligation data is collected and analyzed from the DOJ Financial Management Information System (FMIS) and compared against the average daily inmate population to determine the per capita costs. Expense and population data are corroborated through contact with BOP regional offices and prison facilities, and reconciled to enacted appropriations, earned reimbursements, billings, and treasury reports.

**Data Limitations:** Due to the unpredictable environment in prisons and other external factors, there may often be discrepancies between projected and actual numbers contained in the performance tables. Most plans are developed based on historical data, past experience and joint agency efforts to project for the future. In addition, budget delays and shortfalls also affect performance results.

**PERFORMANCE MEASURE TABLE**

**Decision Unit: Institution Security and Administration**

Performance Report and Performance Plan Targets		FY 2001	FY 2002	FY 2003	FY 2004	FY 2005	FY 2006	FY 2007	FY 2008		FY 2009	FY 2010
		Actual	Actual	Actual	Actual	Actual	Actual	Actual	Actual	Target	Actual	Target
<b>Performance Measure</b>	# Institutions/rated capacity	100 / 98,425	102 / 103,262	103 / 105,193	109 / 108,537	116 / 118,652	114 / 119,510	114 / 122,189	115 / 123,853	114 / 122,366	115 / 123,525	115 / 125,533
<b>Performance Measure</b>	Correctional Officers On-board	14,626	14,603	14,712	14,982	15,500	16,013	16,500	16,600	16,538	17,227	17,402
<b>Performance Measure</b>	Inmate to Correctional Officer Ratio	8.91:1	9.42:1	9.94:1	10.18:1	10.29:1	10.15:1	10.14:1	10.39:1	10.04:1	9.86:1	10.05:1
<b>Performance Measure</b>	Rate of assaults in Federal Prisons (Rate /5,000)	118/5,000	120/5,000	127/5,000	121/5,000	118/5,000	119/5,000	n/a	n/a	n/a	n/a	n/a
<b>Performance Measure</b>	*Rate of SERIOUS assaults in Federal Prisons (Rate /5,000)	n/a	n/a	n/a	n/a	n/a	n/a	12/5,000	14/5,000	12/5,000	15/5,000	15/5,000
<b>OUTCOME Measure</b>	*Escapes from Secure Institutions	4	0	0	2	0	1	0	0	0	0	0
<b>OUTCOME Measure</b>	*System-wide Crowding	32%	33%	39%	41%	34%	36%	37%	39%	36%	37%	38%

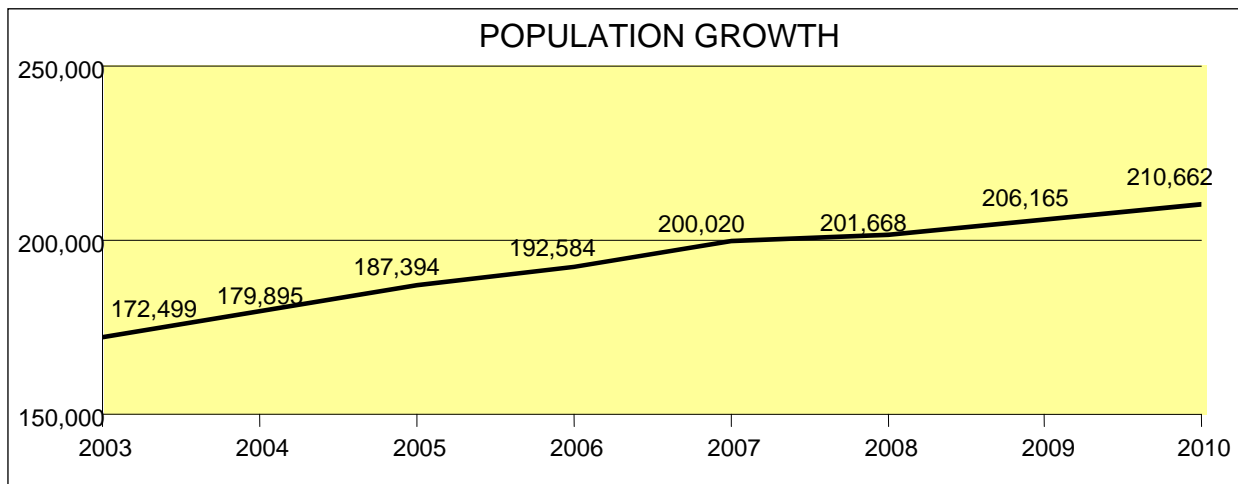
N/A = Data unavailable

### 3. Performance, Resources, and Strategies

The Institution, Security and Administration decision unit contributes directly to the Department's Strategic Goal 3: Ensure the Fair and Efficient Administration of Justice. Within this Goal, the decision unit's resources specifically address the Department's Strategic Objective 3.3: 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.

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

As illustrated in the preceding Performance and Resources Table, the outcome measures for this decision unit are: Escapes from Secure Institutions and System-wide Crowding. The BOP's Escapes from Secure Institutions target will always remain zero. The BOP had 0 escapes from secure institutions during FY 2008. Consequently, the FY 2009 and 2010 performance targets remain zero escapes from Secure Institutions.



The chart above includes population projections for FY 2009 and FY 2010. The 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).

Data from the United States Marshals Service indicates that as of February 2009, there are 9,600 inmates in Marshal's custody who are either waiting designation or waiting for movement to a BOP facility.

No new Federal prisons were activated in FY 2008. One facility, FCI Pollock, LA, is planned to continue the activation process in FY 2009, increasing the number of facilities to 115 with a target for rated capacity at 123,525 beds. In FY 2010, BOP will complete the activation process of FCI Pollock.

The BOP's target for employment of correctional officers in FY 2008 was 16,600. The BOP missed the target. Contributing factors include: budget constraints and the delay of FCI

Pollock activation. The estimates for FY 2009 and 2010 are 17,227 and 17,402 correctional officers respectively.

Every reasonable precaution is taken to ensure that inmates are provided with a safe and secure environment in facilities according to their needs. While it is the objective of the Department and BOP to eliminate all serious assaults, the target reflects projections based on historical data and observed trends. These data represent the number of serious assaults over a 12-month period per 5,000 inmates. Due to the time required to adjudicate allegations of assault, there is a lag between the occurrence and reporting guilty findings. Accordingly, the figure reported represents incidents that were reported for the preceding 12 months ending several months before the end of the fiscal year. BOP exceeded its target with an actual of 12/5,000 serious assaults in FY 2008. BOP's FY 2009 and FY 2010 targets are 15/5,000 serious assaults.

**b. Strategies to Accomplish Outcomes**

Dependent on funding, the BOP will continue to add capacity efficiently and cost-effectively through expansions of existing facilities, the acquisition and conversion of military and other properties to prison use, utilization of contract facilities and the on-going design and construction of new prisons, and through the BOP's intense on-going maintenance program (Modernization and Repair) to maintain the infrastructure of federal prisons and protect taxpayer dollars. The BOP will continue to monitor staffing ratios, inmate misconduct, and schedule regular ACA accreditation/re- accreditation for its facilities.

## Program Increases

**Item Name:** CT Supplemental to Base  
Budget Decision Unit: Institution Security & Administration  
Strategic Goal(s) & Objective(s): Goal 3; Objectives 3.3  
Organizational Program: Counter Terrorism Activities

Program Increase: Positions 22 Correctional Officers 0 FTE 22 Dollars \$10,500,000

### Description of Item

This proposal would provide \$10.5 million for the BOP to support counter-terrorism (CT) activities, which have been funded through war supplemental appropriation requests. The funding would cover some CT expenses required to provide increased monitoring and translation capabilities of incarcerated terrorists and effectively disseminate information to other law enforcement agencies.

### Justification

Due to continued aggressive pursuit of terrorists and terrorist related activity (investigations with intelligence/national security related interests), as well as the housing of inmates who have engaged in or contributed to activities that classify them as international terrorists, a number of concerns regarding the housing and management of these inmates and related intelligence gathering continue to emerge. For these reasons, the BOP has enhanced its capabilities with a dedicated CT office to responsibly address growing CT related issues and actively work with other DOJ and DOD law enforcement agencies to effectively gather, monitor, translate, and disseminate information pertinent to the management of the terrorist population and prevent further terrorist activity. Specially trained individuals staff the BOP CT Unit to perform the functions outlined above in a cost-effective manner.

### Impact on Performance (Relationship of Enhancement to Strategic Goals)

The DOJ – OIG recommended that the BOP ensure that all mail of inmates on its mail monitoring lists is read and that targets are set and measured for random reading of other inmate mail, including translation of foreign language mail. Further, OIG recommended that BOP ensure that all telephone calls of inmates on the telephone monitoring lists are monitored, including foreign language calls, and that random monitoring of other inmate telephone calls includes a target for monitoring a percentage of foreign language calls. All these activities will be impacted by the requested funding. This enhancement is in direct support of the following DOJ Strategic Objectives: 1) 3.3 “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”.

## Funding

### Total Request for this Item

	Pos	Corr. Officer	FTE	Personnel (\$000)	Non-Personnel (\$000)	Total (\$000)
Current Services						
Increases	22		22	2,800	7,700	10,500
Grand Total	22		22	2,800	7,700	10,500



**Item Name:** Maintain/ Increase Staffing

Budget Decision Unit: Inmate Care and Programs and Institution Security & Administration

Strategic Goal(s) & Objective(s): Goal 3; Objectives 3.3 and 3.4

Organizational Program: Staffing

Program Increase: Positions 0 Correctional Officers 0 FTE 0 Dollars \$70,568,000

Description of Item

The BOP is requesting funding to maintain / increase staffing level in FY 2010. For many years, rescissions, unfunded portions of the pay raise, and unfunded or underfunded base requirements, have eroded funding needed to maintain adequate staffing levels.

Justification

Operating the Federal Prison System at 36 percent over rated capacity without commensurate personnel increases has placed severe demands on staff. Prison overcrowding is commonly related to an increase in inmate idleness, inmate violence, and inmate litigation. Insufficient institution staffing levels can seriously compromise the security of our Federal prisons, endangering life and property. A recent BOP study found that an increase in either prison crowding (the percent of inmates above rated capacity) or staff span of control (the number of inmates supervised per staff member) leads to an increase in serious assaults. The study concluded that an increase of one inmate in a Federal prison's inmate to custody staff ratio increases the prison's annual serious assault rate, by approximately 4.5 per 5,000 inmates, independent of all control variables. The number of inmates in BOP operated facilities has grown by 32 percent from 125,560 in 2000 to 165,964 in 2008, while BOP operations staff increased by just 12 percent, from 30,382 in 2000 to 34,139 in 2008. As a result, the BOP inmate-to-staff ratio increased to 4.9 to 1 in 2007 and 2008, as compared to 3.6 to 1 in 1997. This change in inmate-to-staff ratio causes a significant reduction in BOP's ability to effectively supervise inmates and to provide them reentry programming.

Impact on Performance (Relationship of Enhancement to Strategic Goals)

Increasing the number of staff in federal prisons will improve the inmate to staff ratio, which will result in better supervision, safety, and programming of the inmates. This enhancement is in direct support of the following DOJ Strategic Objectives: 1) 3.3 "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" and, 2) 3.4 "Provide services and programs to facilitate inmates' successful reintegration into society, consistent with community expectations and standards".

## Funding

### Total Request for this Item

	Pos	Corr. Officer	FTE	Personnel (\$000)	Non-Personnel (\$000)	Total (\$000)
Current Services						
Increases	-0-			70,568		70,568
Grand Total	-0-			70,568		70,568

**Item Name:** **Real Property Operations Offset**

Budget Decision Unit: **Institution Security & Administration**

Strategic Goal(s) & Objective(s): **Goal 3; Objectives 3.3 and 3.4**

Organizational Program: **Real Property Operation**

Program Offset: Positions **0** Correctional Officers **0** FTE **0** Dollars **\$(1,000,000)**

Description of Item

The Administration is proposing to offset BOP’s funding by \$1 million.

Justification

The proposed offset is based on efficiencies which could further be generated through the “Go Green” initiative. This involves using Hybrid vehicles for perimeter patrols, using bio-diesel fuel which is made from used cooking oil, expanding recycling programs to include ferrous and non-ferrous metals , textiles (clothing), plastic, oils, antifreeze, batteries, tires, cardboard, paper, construction debris, pallets, e-waste, glass, toner cartridges, light bulbs and sawdust.

**Funding**

Total Request for this Item

	Pos	Corr. Officer	FTE	Personnel (\$000)	Non-Personnel (\$000)	Total (\$000)
Current Services						
Increases	-0-				-1,000	-1,000
Grand Total	-0-				-1,000	-1,000

## C. Contract Confinement

<b>Contract Confinement TOTAL</b>	<b>Perm. Pos.</b>	<b>FTE</b>	<b>Amount (\$000,s)</b>
2008 Enacted w/ Rescissions	397	397	806,129
2008 Supplemental	0	0	8,889
2008 Enacted w/Rescissions and Supplementals	397	397	815,018
2009 Enacted	413	405	840,933
Adjustments to Base and Technical Adjustments	0	0	1,036
2010 Current Services	413	405	841,969
2010 Program Increases	0	8	53,384
2010 Request	413	413	895,352
<b>Total Change 2009-2010</b>	<b>0</b>	<b>8</b>	<b>54,419</b>

### 1. PROGRAM DESCRIPTION: Contract Confinement

This budget activity covers costs associated with BOP inmates in contract care, costs associated with management and oversight of contract confinement functions (and for the National Institute of Corrections). Currently 18 percent of the BOP inmate population is housed outside of BOP facilities in alternative confinement. This includes private prisons, residential reentry centers RRCs (formerly known as community corrections centers, CCCs, or halfway houses), state and local facilities, and home confinement. In March 2006, the Executive Staff approved changing the Community Corrections Centers name to Residential Reentry Centers. This name change provides a clearer description of the services and programs being offered, associates the BOP's community-based programs with other reentry initiatives being implemented around the country, and clearly differentiates community-based programs from correctional facilities.

Community corrections staff throughout the nation utilize and oversee contract community-based confinement, provide case management services for inmates in contract facilities, and perform liaison activities with the U.S. Marshals Service (USMS), the U.S. Probation Service, the U.S. Parole Commission, Federal Courts, other federal agencies, state and local government agencies.

Since January 1982, the number of inmates managed in contract RRCs has increased from a daily population of 1,425 to a daily population of over 10,000 by the end of November 2008. Approximately 270 RRCs throughout the nation provide services to federal offenders, all of whom are preparing for their release to the community. These inmates are transferred from federal institutions to RRCs near the end of their sentence for transitional programming. Life skills, gainful employment, the reestablishment of family ties, and drug treatment are major aspects of transitional programs. Home confinement is the last phase of incarceration for offenders who have demonstrated personal responsibility and positive programming while in BOP custody. Strict accountability procedures are required for inmates on home confinement to continue the sanction of the sentence.

Since the mid 1980s, the BOP has contracted for the confinement of sentenced offenders in secure facilities. This gives the BOP the needed flexibility to manage a rapidly growing inmate population and to help control crowding. Growth is particularly significant among the BOP's low security level populations. The BOP has found that contract confinement is particularly suited to low and minimum security offenders. The great majority of inmates in BOP contract facilities are low

security, short-term, sentenced criminal aliens. The BOP has committed to contracting out these inmates, and continues to increase its use of secure contract facilities as a means of handling inmate crowding.

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

Through the Privatization Management Branch (PMB), the BOP oversees the operation of secure contract facilities. Contracts are with private companies for facility operations. Staff from the PMB ensure that contractors adhere to established performance standards and facilitate communications between contract facilities and the BOP. The BOP is the largest user of secure contract confinement among all correctional jurisdictions in the country, with over 22,000 inmates in 13 privately managed secure facilities. Additionally, over 13,300 inmates are in RRCs, home confinement, short-term detention, juvenile facilities, or long-term boarders that are also privately operated.

Several categories of federal offenders are confined in smaller numbers in state, local, and private facilities. There are approximately 140 juveniles who must be separated from adult offenders and are placed as close to their respective residence as possible in state, local, and privately run community-based and secure facilities. Adult offenders whose lives might be endangered in federal facilities (protection cases) are placed in state correctional facilities. Offenders whose short sentences preclude transfer to a federal facility are placed in local jails to serve their sentences.

Mariel Cuban detainee placements into the BOP have been affected by the *Clark v Martinez* Supreme Court decision. The decision ruled that indefinite detention was not permissible if a criminal alien could not be returned to their country of citizenship. Consequently, the Department of Homeland Security, Immigration and Customs Enforcement (ICE), released nearly all of the Mariel Cuban detainees in BOP custody. As of December 31, 2008, BOP has a total of 11 Mariel Cuban detainees in its custody. This group represents detainees with mental health and medical needs that are inhibiting their release into the community.

Approximately 26 percent of the BOP inmate population are non-U.S. citizens. The BOP, ICE, and the Executive Office for Immigration Review (EOIR) work together to facilitate the Enhanced Institution Removal Programs (IRPs), first implemented in 1997, and now in place at 30 BOP institutions and contract facilities around the nation. Thirteen of the 30 facilities provide courtroom and office space for ICE and EOIR staff to process and complete deportation decisions. All IRP sites facilitate the release of inmates with deportation orders. The goal of the IRP is to complete removal proceedings for non-U.S. citizen inmates while serving their sentence, thus allowing ICE to remove them from the U.S. immediately upon release from BOP custody. As a result, ICE can minimize the number of non-U.S. citizen inmates detained after expiration of their sentence, and the BOP can manage its inmate population more efficiently by anticipating the needs of inmates who have a current order of deportation.

Following are Central Office functions for: Community Corrections and Detention Services Branch; Privatization Management Branch; and the National Institute of Corrections.

*The Community Corrections and Detention Services Branch (CCD)* is responsible for the general program and policy development for the BOP's network of approximately 270 contract residential reentry centers. CCD provides technical assistance to the BOP's 26 community corrections offices in the areas of contract oversight, case management, inmate systems management, and financial management. Responsibility for the BOP's network of contract confinement facilities for Federal juvenile offenders and short-term detention facilities also rests with the CCD.

The CCD is also responsible for liaison duties with BOP staff at all locations as well as other agencies regarding detention issues. Agencies include the USMS, ICE, EOIR, Office of the Federal Detention Trustee (OFDT), and other DOJ components. CCD staff work closely with the USMS on issues pertaining to housing USMS prisoners; with ICE on housing criminal alien detainees, and efforts to maximize the IRP; and with the OFDT to comply with Congressional requirements including reports and pilot projects. In addition, CCD develops policy for pretrial prisoners; the IRP; and maintains the Memorandum of Understanding with the USMS.

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

#### National Institute of Corrections (NIC)

Also included in this decision unit is the National Institute of Corrections, a Federal entity that is authorized by statute 18 USC 4351, to provide corrections assistance to state and local correctional agencies. NIC provides technical assistance either by sending a technical resource provider and/or staff to the requesting agency, or an individual or team of individuals from the requesting system visits another agency to gain expertise and experience in the specific area of concern. The NIC Academy is the training division that provides training and related services for state and local correctional practitioners. By developing and delivering training to prisons, jails and community corrections practitioners, the Academy enhances interaction among correctional agencies, other components of the criminal justice system, public policymakers, and concerned public and private organizations, thus improving correctional programming throughout the country. In FY 2008, the NIC provided training to more than 40,100 corrections professionals and others nationwide viewed NIC's satellite broadcasts and satellite training programs. In addition, more than 2,500 corrections professionals completed e-Learning courses through the NIC Learning Center. Further, the NIC was directed by Congress to conduct studies on subjects such as sexual abuse of inmates, state prison health care, location of alien detention facilities (i.e., Southwest Border), and Prison Rape Prevention under the Prison Rape Elimination Act. The NIC receives some reimbursement from other agencies for training and technical assistance, and works with the Office of Justice Programs, the Department of Health and Human Services, and other agencies to ensure that Federal monies are maximized in state and local corrections settings.

**PERFORMANCE AND RESOURCES TABLE**

**Decision Unit: Contract Confinement**

**DOJ Strategic Goal/Objective: 3.3 and 3.4**

Workload/Resources		Final Target		Actual		Projected		Changes		Requested (Total)	
		FY 2008		FY 2008		FY 2009 Enacted		Current Services Adjustments and FY 2010 Program Changes		FY 2010 Request	
<b>Workload: Total End of Year Federal Inmate Population*</b>		207,020		201,668**		206,165		4,497		210,662	
Total Costs and FTE		FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000
		34,917	\$5,346,740	34,917	\$5,346,740	35,220	\$5,595,754	462	\$384,077	35,682	\$5,979,831
TYPE/ STRATEGIC OBJECTIVE	Performance	FY 2008		FY 2008		FY 2009 Enacted		Current Services Adjustments and FY 2010 Program Changes		FY 2010 Request	
Program Activity	1. Contract Confinement	FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000
		397	814,529	397	814,529	405	840,933	8	54,419	413	895,352
Performance Measure	#/% of Contract Beds	34,540 / 17%		35,704 / 18%		37,005 / 18%		500/0%		37,505 / 18%	
Performance Measure	Adult corrections personnel trained by NIC	62,000		40,100		50,000		0		50,000	

\*The chart above includes actual population numbers for FY 2008 and projections for FY 2009 and FY 2010. The projections are based on data and information from a variety of sources including the Administrative Office of the U.S. Courts, U.S. Sentencing Commission, Executive Office for United States Attorneys, Office of the Federal Detention Trustee, Drug Enforcement Administration, the Federal Bureau of Investigation, and the BOP's own information system (SENTRY). Data from United States Marshals Service indicates that as of February 2009, there are 9,600 inmates in Marshal's custody who are either designated or waiting to be designated to a BOP facility.

\*\*In FY 2008 the inmate population increased by a net of 1,648 new inmates. The unusual slow growth in FY 2008 is attributed to inmates receiving sentence reductions, many resulting in immediate release, because 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, so that now a net growth of nearly 4,500 inmates is projected for the next several years.

**Data Definition:** The low, medium and high crowding levels are based on a mathematical ratio of the number of inmates divided by the rated capacity of the institutions at each of the specific levels. System-wide: represents all inmates in BOP facilities and all rated capacity, including secure and non-secure (minimum security) facilities, low, medium and high security levels, as well as administrative maximum, detention, medical, holdover, and other special housing unit categories. Low security facilities: double-fenced perimeters, mostly dormitory housing, and strong work/program components. 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. Assaults include assaults between inmates and inmates, and inmates and staff.

**Data Collection and Storage:** Data are gathered from several computer systems. Inmate data is collected on the BOP on-line system (SENTRY); personnel data is collected from the National Finance Center (NFC) database and from field locations reporting on a regular basis; and financial data is collected on the DOJ Financial Management Information System (FMIS). BOP also utilizes population forecast modeling in order to plan for future construction and contracting requirements to meet capacity needs.

**Data Validation and Verification:** Within BOP headquarters, staff in different divisions 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. Offender data is collected regularly from the Office of the U.S. Courts by the BOP Office of Research in order to project population trends and the CPC reconciles bed space needs and crowding trends to ensure that adequate prison space is maintained in both federal prisons and contract facilities. The number of adult corrections staff trained by NIC is tracked on the NIC registrar's database. Corrections personnel must request and obtain approval for training through senior corrections officials who forward approved applications to the NIC registrar for entry into the database.

**Data Limitations:** Due to the unpredictable environment in prisons and other external factors, there may often be discrepancies between projected and actual numbers contained in the performance tables. Most plans are developed based on historical data, past experience and joint agency efforts to project for the future. In addition, budget delays and shortfalls also affect performance results.



**PERFORMANCE MEASURE TABLE**

**Decision Unit: Contract Confinement**

Performance Report and Performance Plan Targets		FY 2001	FY 2002	FY 2003	FY 2004	FY 2005	FY 2006	FY 2007	FY 2008		FY 2009	FY 2010
		Actual	Actual	Actual	Actual	Actual	Actual	Actual	Target	Actual	Target	Target
<b>Performance Measure</b>	#/% of Contract Beds	26,245 / 17%	25,909 / 16%	26,287 / 15%	27,377 / 15%	27,893 / 15%	30,070 / 16%	32,697 / 16%	34,540 / 17%	35,704 / 18%	37,005 / 18%	37,505 / 18%
<b>Performance Measure</b>	Adult corrections personnel trained by NIC	51,030	58,178	54,500	57,001	66,133	60,374	59,842	62,000	40,100	50,000	50,000

N/A = Data unavailable

\* Denotes inclusion in the DOJ Annual Performance Plan

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

The Contract Confinement decision unit contributes directly to the Department's Strategic Goal 3: Ensure the Fair and Efficient Administration of Justice. Within this Goal, the decision unit's resources specifically address the Department's Strategic Objectives 3.3 and 3.4: 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; and Provide services and programs to facilitate inmates' successful reintegration into society, consistent with community expectations and standards.

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

BOP's FY 2008 contract capacity target was 34,540 and BOP exceeded the target with an actual contract capacity of 35,704. This is an increase from 14.9 percent at the end of FY 2005, 15.6 percent at the end of FY 2006, 16.3 percent at the end of FY 2007 to 17.7 percent at the end of FY 2008. For FY 2009, BOP anticipates having 37,005 contract beds and projects 37,505 contract beds for FY 2010.

In FY 2008, NIC provided training, which included viewing NIC's satellite broadcasts and satellite training programs, to 40,100 corrections professionals and others nationwide. In addition, more than, 2,500 corrections professionals completed e-Learning courses through the NIC Learning Center. NIC anticipates training 50,000 adult corrections personnel in both FY 2009 and FY 2010.

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

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

As a strategy to try to keep pace with inmate population growth, the BOP continues to request funds to add bed space via contracts and activation of new prisons. Adding capacity allows the BOP and DOJ to work toward the long-term goal of reduced system-wide prison crowding to approximately 15 percent. With the requested funds, the BOP will continue to add private and other contract beds, activate new facilities, and expand existing facilities.

## Program Increases

**Item Name:** **Contract Bed Cost Adjustments and Contract Bed Annualization**

Budget Decision Unit: **Contract Confinement**

Strategic Goal(s) & Objective(s): **Goal 3; Objectives 3.3 and 3.4**

Organizational Program: **Contract Beds**

Program Increase: Positions **0** Correctional Officers **0** FTE **8** Dollars **\$53,384,000**

### Description of Item

The BOP is requesting \$27 million to procure 1,000 contract beds to house low security male criminal aliens. The requirements will be for services in contractor-owned/contractor-operated facilities. In addition the BOP is requesting \$26.384 million for adjustment in costs of current contract beds. Currently, the BOP houses (36,712 inmates) 18 percent of its total population in contract confinement.

### Justification

Since the mid 1980's, the BOP has contracted for the confinement of sentenced offenders in secure facilities. This gives the BOP the needed flexibility to manage a rapidly growing inmate population and to help control crowding. There are over 15,000 Low Security male criminal aliens housed in BOP facilities. These inmates could be contracted out if the funding is made available and the BOP has found that contract confinement is particularly suited to this group of offenders. The great majority of inmates in BOP contract facilities are male low security short-term sentenced criminal aliens. The BOP has committed to contracting out for these inmates, and continues to increase its use of secure contract facilities as funding allows.

The cost adjustment of \$26.384 million is required in FY 2010 to meet the requirement of the Service Contract Act of 1965, as amended, which states in paragraph (3) adjustment of compensation, that if the term of the contract is more than 1 year, the minimum monetary wages and fringe benefits to be paid or furnished there under to service employees under this contract shall be subject to adjustment after 1 year and not less than once every two years. In addition this request also provides for contract bed price increases.

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

Adding 1,000 low security contract beds helps to reduce crowding in BOP low security facilities. As of April 9, 2009, low security overcrowding was 38 percent, which equates to 76 percent of the inmates being triple bunked, or in some cases inmate overflow regularly being housed in day rooms, open bays, program space, etc. The addition of contract beds will reduce the crowding rate in low security BOP facilities, which has become a severe management issue.

This enhancement is in direct support of the following DOJ Strategic Objectives: 1) 3.3 "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" and, 2) 3.4 "Provide services and programs to facilitate inmates' successful reintegration into society, consistent with community expectations and standards".

## Funding

### Total Request for this Item

	Pos	Corr. Officer	FTE	Personnel (\$000)	Non-Personnel (\$000)	Total (\$000)
Current Services						
Increases			8	955	52,429	53,384
Grand Total			8	955	52,429	53,384

## D. Management and Administration

<b>Institution Security and Administration TOTAL</b>	<b>Perm. Pos.</b>	<b>FTE</b>	<b>Amount (\$000,s)</b>
2008 Enacted w/ Rescissions	1,293	1,293	181,022
2008 Supplemental	0	0	1366
2008 Enacted w/Rescissions and Supplementals	1,293	1,293	182,388
2009 Enacted	1,293	1,293	194,661
Adjustments to Base and Technical Adjustments	0	0	5,824
2010 Current Services	1,293	1,293	200,485
2010 Program Increases	0	0	0
2010 Request	1,293	1,293	200,485
<b>Total Change 2009-2010</b>	<b>0</b>	<b>0</b>	<b>5,824</b>

### 1. PROGRAM DESCRIPTION: Management and Administration

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

The BOP is managed from a Central Office in Washington, D.C., where the Director, Assistant Directors, and Assistant Director/General Counsel guide the agency's headquarters functions, and six regional offices, each of which is led by a Regional Director. The Executive Staff, which includes the Director, Assistant Directors, and Regional Directors, meet once per quarter to review all major issues and determine policy for the BOP. The management staff at each institution, including Wardens, Associate Wardens, and Executive Assistants, provide overall direction and implement policies. Staff training is provided on site at each institution, central office, regional offices, and training centers; and through external training provided by the Office of Personnel Management, National Institute of Corrections, other federal agencies, colleges/universities, and private agencies. The BOP sets and enforces high standards of training for personal and professional conduct in its workforce.

#### Central Office and Other Functions:

A summary of Central Office and other oversight functions for this decision unit is provided below:

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

The Office of Internal Affairs (OIA) reports to the Director and is responsible for investigating staff misconduct within the Bureau of Prisons (BOP). The OIA provides liaison and investigative assistance to the Department of Justice, Office of the Inspector General (OIG), when there are allegations of waste, fraud, mismanagement, and/or other improper activities by BOP employees, contract and Public Health Service employees working in BOP facilities, contract/halfway house employees, and staff working in privatized facilities. The OIA also coordinates with the OIG and/or the Federal Bureau of Investigation when investigations may lead to criminal prosecution or when there are allegations involving the abuse of an individual's rights under the constitution.

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

The Correctional Programs Division ensures a safe, secure institution environment for inmates and staff, and encourages inmate population activities and programs designed to eliminate idleness and instill a positive work ethic. The Division provides leadership and policy direction in ten areas: correctional services, correctional programs, psychology services, religious services, inmate systems management, female offenders, inmate skills development, privatization management, community corrections, and detention services. Also, the Correctional Programs Division is responsible for answering inquiries from the general public, elected officials, the courts, and other law enforcement agencies concerning correctional issues, intelligence and counter terrorism, inmate correspondence, and administrative remedy filings.

*The Correctional Services Branch* has primary responsibility for security and custody issues. This includes oversight for emergency preparedness (to include Special Operations Response Teams, disturbance control, contingency planning and annual crisis management training), locksmith operations, inmate discipline, the inmate urinalysis program, and the intelligence gathering network. Additionally, this branch is responsible for monitoring and revising all program statements applicable to Correctional Services, as well as, develops specifications for all contracts related to weapons, chemical agents, and emergency equipment. This branch continues to seek ways to reduce violence in BOP facilities by providing incident preventive and response protocols for adaptation at the institution level. The initiatives include drug interdiction, operating and maintaining security posts within federal institutions, and enhancing the intelligence network for the detection and prevention of security hazards and breaches on Federal property.

*The Intelligence and Counter Terrorism Branch* includes staff that are assigned to the National Drug Intelligence Center, FBI's National Joint Terrorism Task Force, the National Gang Intelligence Center, and the Gang Targeting, Enforcement and Coordination Center. The branch is also responsible for monitoring communications for all international and domestic terrorists held in BOP facilities and providing intelligence products to assist staff in effectively managing prison and street gangs.

*The Correctional Programs Branch* is responsible for planning, documenting, monitoring, and providing the delivery of correctional programs and services to inmates. The branch provides guidance, instruction, and technical support to field staff in the areas of witness security, the

central inmate monitoring system, unit management issues and training, case management, policy development, inmate financial responsibility program, inmate classification, treaty transfer program, and DC Offender issues. The branch also provides oversight for the receiving and discharge, mailroom, and select records office functions at institutions. This branch implements individual pre-release planning for inmates' successful reintegration into the community through the implementation of policy. Additionally, the Branch provides services to victims and witnesses of federal crimes to ensure their rights are upheld, their dignity and privacy respected, and their safety protected. Unit Management, an integral part of Correctional Programs, determines inmate program needs and encourages pro-social institution and community behaviors that benefit inmates, staff, victims and society. This is accomplished through functional unit management and effective interaction.

*The Designation and Sentence Computation Branch* is responsible for policy development related to sentence computations, performing the sentence calculations, admission and release of inmates, initial designation of the place of confinement as well as the creation and delivery of classroom-based and multimedia training programs for these policy areas from a central location. The branch also has responsibility for coordinating airlift and bus movement of federal inmates in conjunction with the Detention Trustee, the Justice Prisoner Alien Transportation System in Kansas City, and U.S. Marshals throughout the United States, territories and possessions. The branch monitors various court rulings and decisions, modifications to statutes, updates to the U.S. Sentencing Guidelines, Administrative Office of the U.S. Courts policies and procedures and the U.S. Parole Commission rules and practices in order to stay abreast of current developments in the Federal criminal justice system and amend policies and procedures to incorporate these changes. The branch responds to inmate Administrative Remedies, controlled correspondence signed by the BOP Executive Staff, written and telephonic inquiries from law enforcement, state and local corrections agencies, prosecutors and defense attorneys at all levels of the government, and public inquiries on related issues.

The Female Offender Administrator works with BOP staff at all levels to ensure female offenders receive appropriate programs and services. Additionally, the Administrator works with other BOP divisions to ensure programs are designed and implemented to meet the needs of incarcerated parents and their children.

The following summarizes the Central Office responsibilities for: Psychology Services Branch; Chaplaincy Services Branch; Inmate Skills Development Branch; Sex Offender Certification Review Branch and the Health Services Division.

*The Psychology Services Branch* is responsible for planning and monitoring the delivery of psychology services, forensic evaluations for federal offenders, the suicide prevention program, psychological evaluations for the community witness protection program, the employee assistance program, and the development and implementation of unit-based psychology treatment programs, e.g. mental health programs, adjustment programming, etc., and victims assistance training. In addition, the Branch is responsible for drug abuse treatment program initiatives through standardized drug education programs, intensive residential treatment programs, non-residential treatment programs, follow-up to residential drug abuse treatment programming when transferred to general population, and community transition programming.

*The Chaplaincy Services Branch* facilitates opportunities for free exercise of religion by Federal inmates while extending this mission of pastoral care to institution staff members as their personal spiritual needs may require. This Branch has provided extensive educational materials

to ensure that BOP provides for all faith groups, consistent with the Religious Freedom Restoration Act, the Religious Land Use and Institutionalized Persons Act, and the First Amendment. Beginning in FY 2002 and continuing today, this branch has the responsibility for oversight of the residential Life Connections pilot programs. In 2008, there are 252 Chaplains serving 31 faith traditions throughout the BOP's 114 institutions. In addition, the BOP has around 7,000 volunteers and 245 contract Chaplains.

*The Inmate Skills Development Branch* coordinates efforts across the BOP's Divisions to implement skill development and reentry initiatives, which will enhance efforts to equip inmates with the necessary skills and resources to succeed upon release to the community. The Branch also provides a centralized point of liaison with external agencies involved in this effort. The Branch is focused on developing a competency-based model with measurable and demonstrable outcomes to improve offenders' reentry skills and achieve a reduction in recidivism, reduce public costs and promote public safety.

*The Sex Offender Certification Review Branch* was established in May of 2007 as the result of the Adam Walsh Child Protection and Safety Act of 2006. The branch reviews inmate cases to determine whether necessary conditions are met for civil commitment as a sexually dangerous person. The Branch conducts multiple tiers of review to ensure every sex offender is properly examined.

Inmate cases are identified and reviewed prior to their release, and undergo a range of risk assessments and psychological reviews, the results of which are utilized to determine a probability of risk for committing another sexual offense. Those identified as being at higher risk of sexual recidivism are reviewed by a Certification Review Panel, which determines whether to certify the individual as a sexually dangerous person. When a federal court concludes an individual is a sexually dangerous person the Branch ensures the individual is placed in a treatment program for sexual offenders operated by the Psychology Services Branch.

An estimated 20,000 inmates have been identified as sex offenders in the Bureau of Prisons and to date 15,000 inmates have been reviewed by the Branch. The number of sex offenders is expected to increase with the implementation of the Adam Walsh Act. Approximately 400 sex offenders are reviewed monthly by the Sex Offender Certification Review Branch.

The Health Services Division comprises three primary program functions: inmate health care, safety and environmental health, and food services. The Medical Director's Branch, in collaboration with the Operations Branch, ensures that inmates are provided medically necessary health care in accordance with proven standards of care without compromising public safety concerns. The Safety and Environmental Health Section is responsible for a safe and healthy environment in which staff and inmates can work and live. The Food Service Section establishes requirements for healthy, nutritionally sound, and appetizing meals that meet the needs of the general population and those at nutritional risk.

#### Occupational Safety

The Occupational Safety Section provides technical expertise throughout the Bureau of Prisons for all issues and questions concerning compliance with the 29 Code of Federal Regulations, Part 1910 Occupational Safety and Health General Industry Standards and 29 Code of Federal Regulations, Part 1926 Occupational Safety and Health Construction Standards.



### Environmental Compliance

The Environmental Compliance Section provides technical expertise throughout the Bureau of Prisons for all issues and questions concerning environmental compliance environmental management systems (EMS). Often, this is accomplished by conducting environmental compliance and EMS audits at all Bureau facilities.

### Fire Protection/Incident Response

The Fire Protection Section provides technical expertise throughout the BOP for all issues and questions concerning compliance with the National Fire Codes. In addition, this section provides oversight, coordination, evaluation, and monitoring of policy for all Bureau facilities fire protection and life safety projects.

The combination of recent terrorist activity, natural disasters, and the Presidential directive on homeland security (HSPD-5) has focused attention on the response capabilities of all Federal Agencies. Therefore, the National Incident Management System (NIMS) Incident Safety Officer program has been implemented throughout the BOP. All incident Safety Officers serve as subject matter experts for any chemical, biological, radiological, nuclear, and explosive (CBRNE) incidents. Additionally, the incident response section designs and implements “shelter-in-place” plans, decontamination protocols and training for all BOP facilities.

### Workers Compensation

The Federal Employees Compensation Act (FECA) provides compensation benefits to BOP employees for injury or disease sustained while in the performance of duty. Use of the Veterans Administration Workers’ Compensation Management Information System (WCMIS) electronic filing program has reduced the amount of late or lost claim submissions, allowing the BOP to meet the Presidential Safety, Health and Return to Employment Initiative (SHARE) for timeliness. In FY 2008, there were 2,483 new claims for compensation benefits, a 4.8% decrease from 2007. The total chargeback costs for FY 2008 were \$55.8 million, an 8.3% increase from 2007. The total injury rate for FY 2008 was 6.9 per 100 employees, a 5.5% decrease from 2007. Approximately 80% of the compensation costs result from long-term cases that are more than one year old. The utilization of Temporary Duty Assignments has aided in preventing many cases from being on the long term rolls. Additionally, the BOP is working on a third party procurement to assist in long term case management and to contain and reduce costs.

The Human Resource Management Division (HRMD) is responsible for the development, implementation, and administration of all human resource (HR) and training policies and programs that meet the regulatory requirements of the Federal Government.

*The Affirmative Employment Programs Branch* plans, develops, and implements the Bureau of Prisons (BOP) Federal Equal Opportunity Recruitment Program, Disabled Veterans Affirmative Action Program, Section 501 Rehabilitation Act Program, and Title VII Affirmative Employment Program; monitors compliance with the Equal Employment Opportunity Commission’s (EEOC) Management Directive 715 (MD-715), and various Executive Orders concerning recruitment, hiring, and advancement of staff; provides management staff with techniques and procedures to assess, identify and eliminate barriers to the recruitment, hiring, advancement and retention of staff; monitors the recruitment efforts at all levels to ensure a diverse pool of qualified applicants are available for positions BOP-wide; and develops and implements the Diversity Management Program.

*The Personnel and Staff Development Branch (PSDB)* ensures all positions are properly classified and employees receive all benefits, rights and entitlements; develops and oversees policy related to staff training and development, performance, pay incentives. The PSDB ensures appropriate staffing procedures are utilized, which includes the development of national policy along with national procedures based upon Executive Orders, laws, or regulations. PSDB also provides guidance on merit promotion procedures, hiring practices, and student programs; manages the recruitment, relocation, and retention incentives programs, Intergovernmental Personnel Act activity, above the minimum rate requests for superiorly-qualified hires, student loan repayments, requests for reemployed annuitants, waivers to the maximum entry age requirement and the national incentive awards and employee performance programs, work life program; and administers the Management Selection System for Warden and Associate Warden positions.

The HRMD has implemented cost savings initiatives to provide optimal human resource services in a more efficient manner and implemented the use of technology to further improve service to staff. These initiatives include consolidating all position classification to ensure greater consistency in the application of OPM classification standards and allow the development of additional standardized position descriptions.

The PSDB has also developed tailored training based on individual needs by utilizing qualified and highly knowledgeable BOP staff as well as contracting with distinguished training institutions. As a result, the Leadership Enhancement and Development (LEAD) Program is in its seventh year and continues to provide training and developmental activities linked specifically to leadership competencies necessary to be effective at the highest level of the agency. As of December 2008, the LEAD Program has produced 326 graduates who have completed their program requirements.

The PSDB continues to maintain, enhance, and service the BOP's Training Management System (TMS). Currently, the BOP TMS is being upgraded from the 3.5 version of SABA's Learning Management System to the 5.3 version of the software. This upgrade will position the BOP to be able to comply with OPM's Enterprise Human Resources Integration training data reporting requirements. In addition, the upgrade will enhance the BOP effectiveness in the delivery and tracking of training, training compliance management (auditing), succession planning and employee performance management. These enhancements will ensure that the Bureau's training programs and strategies continually align with the Department of Justice and the President's Management Agenda goals and initiatives.

*The Labor Management Relations Branch* provides expert advice and guidance on matters relating to the employees' union, employee grievances, and employee disciplinary actions; provides agency representation before administrative third parties; provides advice on local negotiations and represents the agency at national negotiations.

*The Ombudsman Program* provides staff a confidential, independent, and neutral resource outside of the formal reporting process. The Ombudsman Program is directed by a senior independent staff person who reports to the Director. The Ombudsman serves as a designated neutral who is available for all staff to assist with work related concerns, issues, or problems. The Ombudsman Program is voluntary and is an additional resource for staff which does not replace any existing formal processes for a redress of grievances or complaints, nor does it alter the time frames involved in those processes.

The Information, Policy, and Public Affairs Division facilitates the sharing and dissemination of information within the BOP and to external constituents, including Congress, other components of the Federal Government; state and local governments; members of the criminal justice community; the media; and the general public. The Division includes the offices of Public Affairs, Legislative Affairs, Research and Evaluation, Information Systems, Policy Information Management, and Security Technology.

*The Office of Public Affairs* is responsible for public and media relations, communications functions, archival and historical programs, and provides a wide range of information services to the media, the public, and other organizations. This office serves as the primary contact for 6 regional offices and 114 institutions with respect to media policy and national media issues. In addition, this office coordinates responses to national media contacts, responds to numerous inquiries from local and national news organizations, compiles a detailed weekly report from the Director to the Deputy Attorney General, prepares informational videotape programs, and compiles daily news article clippings for review by all staff. This office develops projects, publications, and communications that enhance public knowledge of BOP and its programs; is responsible for content management of the Bureau's public website and Sallyport; serves as the primary editor for agency communications; and maintains liaison with foreign governments and international organizations requesting technical assistance, advice, and information.

The Office of Public Affairs also conducts historical research and develops publications and special presentations on BOP history for both internal and external audiences; responds to requests from BOP offices, other Federal agencies, scholars, the press, and the general public for historical information and records; collects and preserves historical records and artifacts; and develops displays on BOP history.

*The Office of Legislative Affairs* works closely with the DOJ Office of Legislative Affairs in all areas. The office's major functions include: tracking and analyzing legislation of interest to the BOP; maintaining contact with Members of Congress and their staff; responding to Congressional inquiries and concerns; preparing the Director and other staff for Congressional hearings and visits with members of Congress; coordinating implementation of new laws; and coordinating tours for Congressional members and/or their staffers and others.

*The Office of Research and Evaluation* supports the mission of the BOP by conducting rigorous social science research to evaluate many inmate programs and agency policies. Additionally, the Branch maintains an interactive PC-based system for monitoring management information systems (key indicators/strategic systems), responding to information and technical assistance requests, and processing research proposals. The Research Office generates and distributes reports on such topics as institution social climate, escapes, inmate classification, inmate programs, staff misconduct, and privatization. The office also responds to requests for prison impact assessments and information or technical assistance from BOP staff and outside agencies. Finally, the Office of Research provides the agency with critical information and analyses regarding issues such as population projections, gangs, HIV, inmate misconduct, medical classification, performance measurement, and inmate classification.

*The Policy Information Management Branch* is responsible for forms development and management, electronic publishing, records management and the electronic Freedom of Information Act reading room. The branch is also responsible for system-wide management of agency directives and quality assurance before and after issue. This branch's National Policy Management Office is responsible for facilitating the development of well-written,

understandable, and meaningful policy that effectively guides BOP employees in their day-to-day tasks and responsibilities. This is accomplished by providing written guidance to policy developers (e.g., helping Central Office staff write outcome-based objectives for policy), involving bargaining unit employees in the policy development process, carefully reviewing newly-developed policy for clarity and consistency, conducting a meaningful clearance process involving subject matter experts, and authenticating policy by ensuring appropriate approvals have been received prior to publication and distribution. Finally, this branch serves as a liaison with the National Archives and Records Administration, assisting in the transfer of records to the National Archives and providing staff with training and advice on records management procedures.

*The Office of Security Technology* is responsible for identifying, evaluating, assisting, and developing security technology initiatives and equipment within BOP; centralizing the identification and screening of new equipment and technology for potential use; establishing relationships with other federal and State law enforcement agencies regarding technology; responding to field requests for technical solutions to operational problems; and establishing standards for the use of security systems.

*The Office of Information Systems* ensures the provision of current, automated data and information systems for all BOP locations. Responsibilities include: computer services, the agency internet and intranet sites, application system development, technical support, personal computer support, financial systems, and field support.

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

*The Program Review Branch*, composed of 14 different disciplines, conducts program reviews of BOP programs at all levels and locations for compliance with the laws, regulations and policy, adequacy of controls, efficiency of operations, and effectiveness in achieving program results.

*The Strategic Management Section (SMS)* is responsible for monitoring and analyzing BOP programs to provide timely and relevant information about specific program performance and BOP-wide patterns and trends, and is responsible for creating and overseeing national policy on Institution Character Profiles (ICP) and Pilot Programs.

*The Program Analysis Section (PAS)* provides program management in the area of American Correctional Association (ACA) accreditation. PAS also serves as the liaison for BOP's contacts with external audit authorities, and is responsible for coordinating Integrity Act issues.

*The Contract Facility Monitoring (CFM) Section* is responsible for monitoring the agency's secure adult correctional contract facilities and large Intergovernmental Agreements. Through this process, the agency is assured inmates housed in contract facilities are confined in a safe and secure environment in accordance with all applicable laws, regulations, and correctional standards.

The Administration Division provides the resources and support necessary for BOP to perform in an effective and efficient manner. This includes the development of budget requests; the stewardship of financial resources; procurement and property management; the design and construction of new correctional facilities; the renovation and maintenance of existing facilities; and other administrative support services. The following paragraphs describe the functions of the Branches and the positions may be included in both the BOP's Salaries and Expenses and Buildings and Facilities appropriations.

*The Budget Development Branch* formulates BOP's resource requests including budget submissions, amendments, supplemental requests, prison impact assessment estimates and resource reprogrammings; justifies the budget estimates by preparing formal budget exhibits, written testimony and detailed data which support the agency's funding requests before the Department of Justice, the Office of Management and Budget, and the House and Senate Appropriations Subcommittees; and represents the BOP at various interagency budget related workgroups.

*The Budget Execution Branch* encompasses the planning and control process from the point of enactment of the appropriations through the obligations and expenditure of resources and achievement of resource goals. The Budget Execution Branch's primary objective is to ensure that the BOP does not exceed obligation, workyear, and position levels prescribed by Congress in Public Law on an annual basis. To ensure this objective is met, the Branch focuses on the following: determine if adequate funding and positions are available to effectively carry out the mission of the BOP within approved levels; provide guidance involving the interpretation and application of budget execution concepts and requirements to Regions, Central Office, and Training Centers; develop and maintain BOP policy by ensuring that Budget Execution program Statements are consistent with external governing agencies regulations (i.e., Office of Management and Budget and the Department of Justice); ensure financial reports required to be submitted to outside agencies provide an accurate picture of the financial status of the BOP; and develops, maintains, and coordinates specialized training courses for BOP Budget Analysts.

*The Finance Branch* ensures that all financial transactions are recorded in an accurate and timely manner in the financial management system in order to produce the financial reports necessary for monitoring the financial status of the BOP and its institutions; develops BOP accounting policies and internal controls to ensure compliance with the requirements of the Department of Justice, the Office of Management and Budget, the General Services Administration, and the Department of Treasury; disburses Central Office vendor and travel payments; manages contract programs which support the financial management mission of the BOP such as the Government-wide Travel Charge Card Program, the third party draft program, the BOP Travel Management Center contract; develops specifications for the design and operation of the BOP's financial management system; and prepares the annual Financial Statement of the Federal Prison System required by the Chief Financial Officer Act of 1990 and the Government Management Reform Act of 1994 (GMRA).

*The Capacity Planning and Site Selection Branch* coordinates and analyzes information related to capacity planning, covering such varied areas as female offender needs, the D.C. felon requirements, detention requirements, medical facilities, new facilities construction and contract confinement. The Branch also produces and updates the BOP's Capacity Plan, which is the official composite for the determination of correctional capacity requirements; assists the Office of Research in developing population projections by population subgroups based on data from the Administrative Office of the U.S. Courts, and is responsible for reviewing rated capacity

changes (i.e., renovations) at each institution and assuring that those changes are properly reflected in SENTRY. The branch identifies sites for new correctional facilities; provides public information programs for local officials and the general public to garner support for proposed facilities; and coordinates the development of the required environmental impact studies.

*Facilities Management Branch* directs and monitors the existing institution modernization and repair program and the vehicle fleet; establishes policy governing the maintenance of existing facilities; and provides technical support to both BOP staff and outside entities regarding architectural, engineering, and facilities issues.

*The Design and Construction Branch* is responsible for the planning, design, and construction of new institutions for the BOP; develops design and related technical standards and policies for development of new BOP facilities; participates in BOP's long range capacity expansion planning; and provides technical advice and support within BOP and to outside entities related to architectural, engineering, construction, and project management issues.

*Procurement Executive's (PE) Office* has the responsibility and oversight for all Bureau acquisitions and real and personal property accountability. In addition, the PE's Office is responsible for the management and training of the Bureau acquisition workforce. This includes ensuring acquisition staff receive all required training and have proper warrant authority to procure goods and services for the Bureau. The PE's Office is comprised of the Acquisitions Branch, Property and Construction Branch, Field Acquisition Office, and Compliance and Review Section.

*The Acquisitions Branch (AQB)* develops BOP-wide procurement policy to ensure supplies and services needed to operate correctional facilities are acquired in a timely manner, within Federal statutory regulations, and at the best value to the Government. The AQB is responsible for maintaining a competitive business arena and protecting the integrity of the BOP's national procurement program. The AQB solicits, awards, and administers contracts for projects with national scope and impact. For example, the AQB awards national contracts in the areas of community corrections, relocation services, weapons, ammunition, and information technology (IT) equipment, including the inmate telephone system and the BOPNet program for IT equipment. The AQB provides procurement oversight, and oversees the largest purchase card program in the Department of Justice. The AQB provides direct contract services and develops procurement and oversight policies for the private operation and management of secure adult corrections/detention facilities. The value of these contracts is in the hundreds of millions of dollars.

*The Field Acquisition Office (FAO)* solicits, awards, and administers contracts over \$100,000 for the day-to-day operation for all BOP institutions and six regional offices. The FAO is also responsible for oversight of the procurement operations at all BOP institutions. This includes staff assistance, training on contractual matters, conducting on-site and mail-in reviews of all acquisitions; credit card purchases, contracts, purchase orders, and contract administration.

*The Property and Construction Branch (PCB)* develops, administers, and provides oversight of the BOP Design-Build construction contracting program which includes the acquisition, design, and construction of all new prison facilities throughout the United States; establishes all utility contracts (i.e., electric, water, sewer, telephone and natural gas) for all newly constructed prison facilities; procures and administrates Architect/Engineering (A/E) services for renovation studies on 50+ year old prison facilities (34) throughout the United States; acquires site evaluation and

environmental analysis services for the investigation of potential locations and specific sites for new prison facilities; is responsible for the acquisition and oversight of professional Construction Management Firm contracts to provide inspection and quality assurance during the construction of new prison facilities; provides guidance and oversight to regional offices and institutions in the specialized areas of design/build, A/E construction, utility service, and construction management contracting; and develops and conducts training to all BOP procurement staff in the specialized area of construction contracting.

In addition, the PCB maintains accountability for real and personal property through the SENTRY system; conducts periodic quality assurance reviews of BOP facilities to ensure compliance with accounting standards; updates and disseminates BOP Property Management policy, as required; conducts annual training for BOP staff assigned property management responsibilities; reviews, processes, and ensures approval for temporary permits/easement requests to construct, install, operate, and maintain various services (sewer, water, gas, electric) and right-of-ways; reviews, processes, and ensures approvals for requests to lease office, warehouse, and parking space; acquires and distributes excess personal property to BOP facilities located throughout the United States; maintains the staff quarters rental rate program for more than 700 staff residences at 33 sites; and provides oversight of the Transit Subsidy Program involving over 6,400 staff participating at approximately 83 sites through out the BOP.

Finally, *the Trust Fund Branch* provides commissary services; ensures the financial integrity of the Trust Fund and Inmate Deposit Fund; implements and manages a BOP-wide inmate telephone calling program; and provides management oversight for the laundry and warehouse operations.

**PERFORMANCE AND RESOURCES TABLE**

**Decision Unit: Management and Administration**

**DOJ Strategic Goal/Objective: 3.3**

Workload/Resources		Final Target		Actual		Projected		Changes		Requested (Total)	
		FY 2008		FY 2008		FY 2009 Enacted		Current Services Adjustments and FY 2010 Program Changes		FY 2010 Request	
<b>Workload: Total End of Year Federal Inmate Population*</b>		207,020		201,668**		206,165		4,497		210,662	
Total Costs and FTE		FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000
		34,917	\$5,346,740	34,917	\$5,346,740	35,220	\$5,595,754	462	\$384,077	35,682	\$5,979,831
TYPE/ STRATEGIC OBJECTIVE	Performance	FY 2008		FY 2008		FY 2009 Enacted		Current Services Adjustments and FY2010 Program Changes		FY 2010 Request	
Program Activity	1. Management and Administration	FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000
		1,293	181,022	1,293	181,022	1,293	194,661	0	5,824	1,293	200,485
Performance Measure	Facilities accredited: ACA	99%		100%		99%		0		99%	
Outcome	Per Capita (Operating) Costs NOTE: Does not include construction costs	\$70.33		\$70.75		\$72.87		\$2.19		\$75.06	

\*The chart above includes actual population numbers for FY 2008 and projections for FY 2009 and FY 2010. The projections are based on data and information from a variety of sources including the Administrative Office of the U.S. Courts, U.S. Sentencing Commission, Executive Office for United States Attorneys, Office of the Federal Detention Trustee, Drug Enforcement Administration, the Federal Bureau of Investigation, and the BOP's own information system (SENTRY). Data from United States Marshals Service indicates that as of February 2009 there are 9,600 inmates in Marshal's custody who are either designated or waiting to be designated to a BOP facility.

\*\*In FY 2008 the inmate population increased by a net of 1,648 new inmates. The unusual slow growth in FY 2008 is attributed to inmates receiving sentence reductions, many resulting in immediate release, because 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, so that now a net growth of nearly 4,500 inmates is projected for the next several years.

**Data Definition, Validation, Verification, and Limitations:** The BOP strives to have all facilities accredited within two years of activation by both ACA and JCAHO.

**Data Definition:** The low, medium and high crowding levels are based on a mathematical ratio of the number of inmates divided by the rated capacity of the institutions at each of the specific levels. System-wide: represents all inmates in BOP facilities and all rated capacity, including secure and non-secure (minimum security) facilities, low, medium and high security levels, as well as administrative maximum, detention, medical, holdover, and other special housing unit categories. Low security facilities: double-fenced perimeters, mostly dormitory housing, and strong work/program components. Medium security facilities: strengthened perimeters, mostly cell-type housing, work and treatment programs and a higher staff-to-inmate ratio than low security facilities. High security facilities: also known as U.S. Penitentiaries, highly secure perimeters, multiple and single cell housing, highest staff-to-inmate ratio, close control of inmate movement. Assaults include assaults between inmates and inmates, and inmates and staff.

**Data Collection and Storage:** Data are gathered from several computer systems. Inmate data is collected on the BOP on-line system (SENTRY); personnel data is collected from the National Finance Center (NFC) database and from field locations reporting on a regular basis; and financial data is collected on the DOJ Financial Management Information System (FMIS). Once an ACA audit is completed, an electronic report is received from the ACA. These reports are maintained in GroupWise shared folders by institution, in WordPerfect files, and a hard copy is filed in an institution folder.

**Data Validation and Verification:** BOP Health Service's Office of Quality Management (OQM) develop initial JCAHO accreditation schedules based on new facility activations. OQM staff, who are subject matter experts, monitor the JCAHO contract, schedule the reviews, monitor and verify the results and work with staff to develop corrective measures as needed.

**Data Limitations:** Due to the unpredictable environment in prisons and other external factors, there may often be discrepancies between projected and actual numbers contained in the performance tables. Most plans are developed based on historical data, past experience and joint agency efforts to project for the future. In addition, budget delays and shortfalls also affect performance results.



**PERFORMANCE MEASURE TABLE**

**Decision Unit: Management and Administration**

Performance Report and Performance Plan Targets		FY 2001	FY 2002	FY 2003	FY 2004	FY 2005	FY 2006	FY 2007	FY 2008		FY 2009	FY 2010
		Actual	Actual	Actual	Actual	Actual	Actual	Actual	Actual	Target	Actual	Target
<b>Performance Measure</b>	*Facilities accredited: ACA	95%	95%	90%	94%	99%	99%	100%	99%	100%	99%	99%
<b>OUTCOME Measure</b>	Per Capita (Operating) Costs NOTE: Does not include construction costs	\$60.75	\$61.69	\$63.51	\$63.57	\$64.19	\$67.00	\$68.28	\$70.33	\$70.75	\$72.87	\$75.06

N/A = Data unavailable

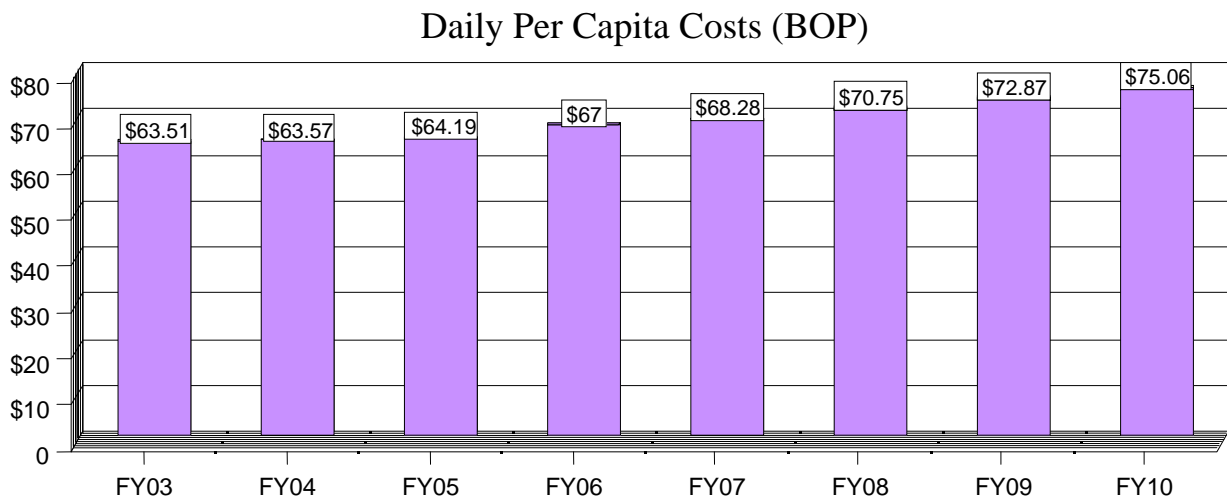
\* Denotes inclusion in the DOJ Annual Performance Plan

### 3. Performance, Resources, and Strategies

The Management and Administration decision unit contributes directly to the Department's Strategic Goal 3: Ensure the Fair and Efficient Administration of Justice. Within this Goal, the decision unit's resources specifically address the Department's Strategic Objective 3.3: 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.

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

As illustrated in the preceding Performance and Resources Table, the outcome measure for this decision unit is Per Capita Operating Costs.



Note: FY 2003 – FY 2008 are actual Per Capita costs. FY 2009 and FY 2010 are projected Per Capita costs.

The FY 2010 daily per capita target for all security levels is \$75.06. As illustrated in the bar graph, the BOP intends to hold inmate costs (per capita) at or below the inflationary increases. That meant an average daily increase of about 2.6 percent a year from FY 2003 – FY 2010.

For the first time in history, in August 2007, the BOP reached 100 percent accreditation by the American Correctional Association (ACA), which is a major milestone and accomplishment for the agency. In FY 2008, the BOP, again, achieved 100 percent accreditation. The ACA recognizes agencies that have reached this milestone with its prestigious Golden Eagle award, the highest honor bestowed by ACA. For FY 2009 and FY 2010 targets are to remain at 99 percent for ACA.

#### b. Strategies to Accomplish Outcomes

Dependent on funding, the BOP will continue to add capacity efficiently and cost-effectively through expansions of existing facilities, the acquisition and conversion of military and other properties to prison use, utilization of contract facilities and the on-going design and construction of new prisons, and through the BOP's intense on-going maintenance program (Modernization and Repair) to maintain the infrastructure of federal prisons and protect taxpayer dollars. The BOP will continue to monitor staffing ratios, inmate misconduct, and schedule regular accreditation/re-accreditation for its facilities.

# FEDERAL BUREAU OF PRISONS

A: Organizational Chart

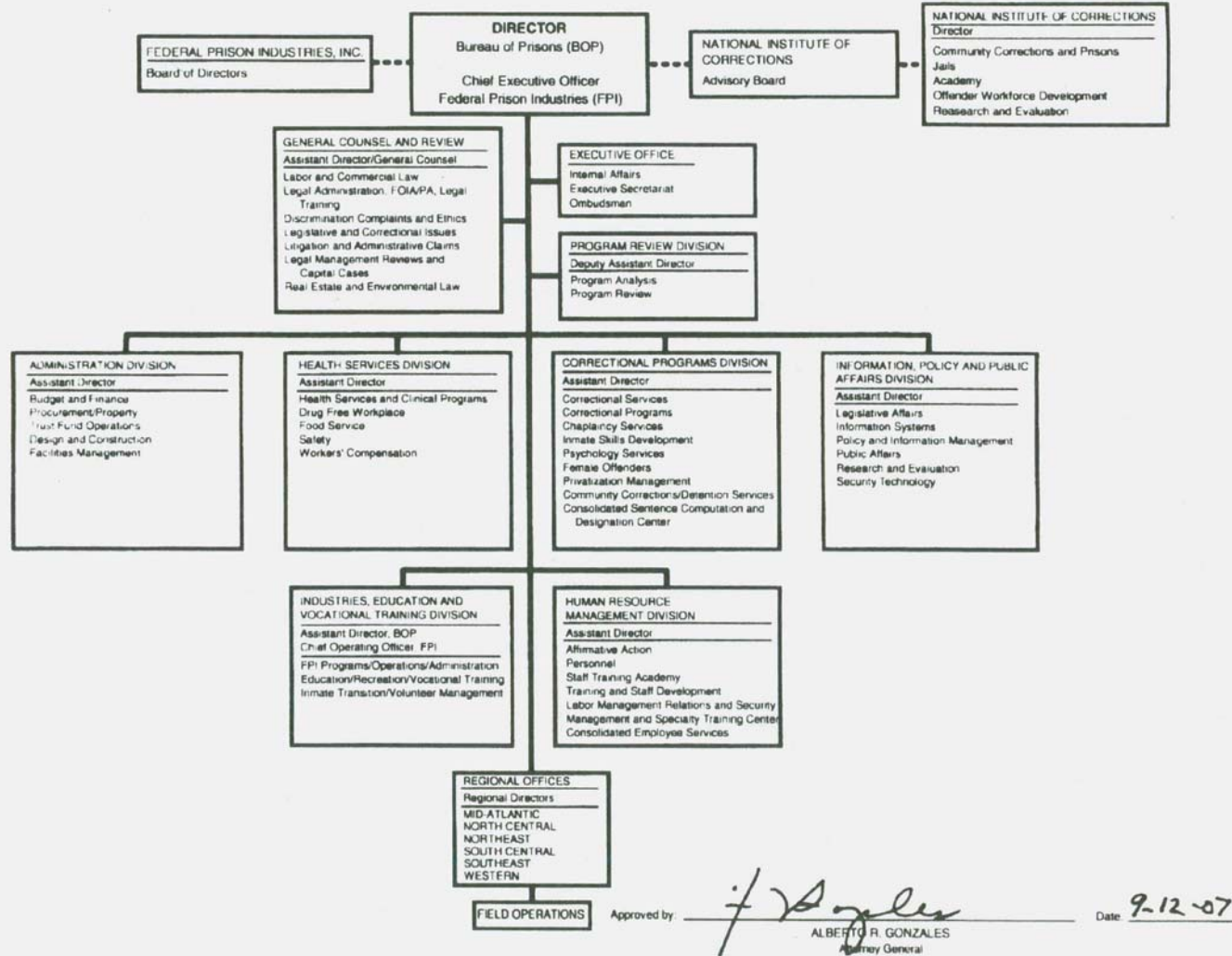


Exhibit A - Organizational Chart

B. Summary of Requirements

Summary of Requirements  
Federal Prison System  
Salaries and Expenses  
(Dollars in thousands)

	2010 Request		
	Perm Pos.	FTE	Amount
<b>2008 Enacted (with Rescissions, direct only)</b>	39,383	34,917	5,050,440
2008 Supplementals	0	0	296,300
<b>Total 2008 Enacted (with Rescissions and Supplementals)</b>	<b>39,383</b>	<b>34,917</b>	<b>5,346,740</b>
<b>2009 Enacted (with Rescissions, direct only)</b>	39,399	35,220	5,595,754
2009 Supplementals	0	0	0
<b>Total 2009 Enacted (with Rescissions and Supplemental)</b>	<b>39,399</b>	<b>35,220</b>	<b>5,595,754</b>
Adjustments to base:			
Increases:			
2010 pay raise (2%)	0	0	51,492
2009 pay raise annualization (3.9%)	0	0	42,049
Retirement Contributions	0	0	5,766
Health Insurance Premiums	0	0	3,924
Employee Compensation Fund	0	0	2,872
Utilities Cost Adjustment	0	0	11,124
Rental Payment to GSA	0	0	15
DHS Security	0	0	37
Postage	0	0	1
Printing and Reproduction	0	0	32
Working Capital Fund	0	0	730
Subtotal Increases	<b>0</b>	<b>0</b>	<b>118,042</b>
<b>2010 Current Services</b>	<b>39,399</b>	<b>35,220</b>	<b>5,713,796</b>
Program Increases:			
Counter Terrorism Supplemental to Base	22	22	10,500
Medical Cost Adjustment	0	0	16,685
Contract Beds Cost Adjustments	0	0	26,384
Contract Bed Annualization	0	8	27,000
Maintain / Increase Staffing	0	0	70,568
Activation: FCI McDowell, WV (1,280 beds) 11/2009	378	189	52,696
Activation: FCI Mendota, CA (1,152 beds) 2/2010	359	182	49,424
Inmate Skills Development - Second Chance Act Requirement	121	61	13,778
Subtotal Program Increases	<b>880</b>	<b>462</b>	<b>267,035</b>
Program Decreases:			
Real Property Operation	<b>0</b>	<b>0</b>	<b>(1,000)</b>
Subtotal Program Decreases	<b>0</b>	<b>0</b>	<b>(1,000)</b>
Total Program Changes	880	462	266,035
<b>2010 Total Request</b>	<b>40,279</b>	<b>35,682</b>	<b>5,979,831</b>
2009 - 2010 Total Change	880	462	384,077

Estimates by budget activity	2008 Approp. Enacted w/ Rescissions and Supps.			2009 Enacted			2010 Adjustments to Base & Technical Adjustments			2010 Current Services			2010 Increases			2010 Offsets			2010 Request		
	Pos.	FTE	Amount	Pos.	FTE	Amount	Pos.	FTE	Amount	Pos.	FTE	Amount	Pos.	FTE	Amount	Pos.	FTE	Amount	Pos.	FTE	Amount
1. Inmate Care & Programs	14,303	12,335	1,943,167	14,303	12,428	2,070,002	0	0	40,105	14,303	12,428	2,110,107	402	203	97,622	0	0	0	14,705	12,631	2,207,729
2. Institution Security & Admi	23,390	20,892	2,406,167	23,390	21,094	2,490,158	0	0	71,077	23,390	21,094	2,561,235	478	251	116,029	0	0	-1,000	23,868	21,345	2,676,264
3. Contract Confinement	397	397	815,018	413	405	840,933	0	0	1,036	413	405	841,969	0	8	53,384	0	0	0	413	413	895,353
4. Management & Administra	1,293	1,293	182,388	1,293	1,293	194,661	0	0	5,824	1,293	1,293	200,485	0	0	0	0	0	0	1,293	1,293	200,485
<b>Total</b>	<b>39,383</b>	<b>34,917</b>	<b>5,346,740</b>	<b>39,399</b>	<b>35,220</b>	<b>5,595,754</b>	<b>0</b>	<b>0</b>	<b>118,042</b>	<b>39,399</b>	<b>35,220</b>	<b>5,713,796</b>	<b>880</b>	<b>462</b>	<b>267,035</b>	<b>0</b>	<b>0</b>	<b>-1,000</b>	<b>40,279</b>	<b>35,682</b>	<b>5,979,831</b>
<b>Reimbursable FTE</b>	136			136			0			136			0			0			136		
<b>Total</b>	<b>39,383</b>	<b>35,053</b>	<b>5,346,740</b>	<b>39,399</b>	<b>35,356</b>	<b>5,595,754</b>	<b>0</b>	<b>-</b>	<b>118,042</b>	<b>39,399</b>	<b>35,356</b>	<b>5,713,796</b>	<b>880</b>	<b>462</b>	<b>267,035</b>	<b>0</b>	<b>0</b>	<b>-1,000</b>	<b>40,279</b>	<b>35,818</b>	<b>5,979,831</b>

C: Program Increases/ Offsets by Decision Unit

FY 2010 Program Increases/ Offsets By Decision Unit  
 Federal Prison System  
 Salaries and Expenses  
 (Dollars in thousands)

Program Increases	Location of Description By Decision Unit (s)	Inmate Care and Programs				Institution Security & Administration				Contract Confinement				Total Increases			
		Pos.	Corr.Off	FTE	Amount	Pos.	Corr.Off	FTE	Amount	Pos.	Corr.Off	FTE	Amount	Pos.	Corr.Off	FTE	Amount
CT Supp. To Base	Institution Security & Admin.	0	0	0	0	22	0	22	10,500	0	0	0	0	22	0	22	\$10,500
Medical Cost Adjustemnt	Inmate Care and Programs	0	0	0	16,685	0	0	0	0	0	0	0	0	0	0	0	16,685
Contract Beds Cost Adjustemnt	Contract Confinement	0	0	0	0	0	0	0	0	0	0	0	26,384	0	0	0	26,384
Contract Bed Annualization	Contract Confinement	0	0	0	0	0	0	0	0	0	0	8	27,000	0	0	8	27,000
Maintain / Increase Staffing	Inmate Care and Institution Security	0	0	0	26,672	0	0	0	43,896	0	0	0	0	0	0	0	70,568
FCI McDowell, WV (1,280 beds) 11/	Inmate Care and Institution Security	146	25	73	22,051	232	152	116	30,645	0	0	0	0	378	177	189	52,696
FCI Mendota, CA (1,152 beds) 2/20	Inmate Care and Institution Security	135	23	69	18,436	224	150	113	30,988	0	0	0	0	359	173	182	49,424
Inmate Skills Development	Inmate Care and Programs	121	0	61	13,778	0	0	0	0	0	0	0	0	121	0	61	13,778
<b>Total Program Increases</b>		<b>402</b>	<b>48</b>	<b>203</b>	<b>97,622</b>	<b>478</b>	<b>302</b>	<b>251</b>	<b>116,029</b>	<b>0</b>	<b>0</b>	<b>8</b>	<b>53,384</b>	<b>880</b>	<b>350</b>	<b>462</b>	<b>267,035</b>

Program Offsets	Location of Description By Decision Unit (s)	Inmate Care and Programs				Institution Security & Administration				Contract Confiner				Total Offsets			
		Pos.	Corr.Off	FTE	Amount	Pos.	Corr.Off	FTE	Amount	Pos.	Corr.Off	FTE	Amount	Pos.	Corr.Off	FTE	Amount
Real Property Operations	Institution Security & Administration	0	0	0	0	0	0	0	-1,000	0	0	0	0	0	0	0	-1,000
<b>Total Offsets</b>		<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>-</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>(1,000)</b>

Total Program Increases & Offsets

<b>Total Program Increases</b>		<b>402</b>	<b>48</b>	<b>203</b>	<b>97,622</b>	<b>478</b>	<b>302</b>	<b>251</b>	<b>115,029</b>	<b>0</b>	<b>0</b>	<b>8</b>	<b>53,384</b>	<b>880</b>	<b>350</b>	<b>462</b>	<b>266,035</b>
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D: Resources by DOJ Strategic Goal and Strategic Objective

Resources by Department of Justice Strategic Goal/ Objective  
 Federal Prison System  
 Salaries and Expenses  
 (Dollars in thousands)

Strategic Goal and Strategic Objective	2008 Appr. Enacted with Resc. & Sup.		2009 Enacted		2010 Current Services		2010				2010 Request	
	Direct, Reimb. Other FTE	Direct Amount \$000s	Direct, Reimb. Other FTE	Direct Amount \$000s	Direct, Reimb. Other FTE	Direct Amount \$000s	Increases		Offsets		Direct, Reimb. Other FTE	Direct Amount \$000s
							Direct FTE	Direct Amount \$000s	Direct, Reimb. Other FTE	Direct Amount \$000s		
<b>Goal 2: Prevent Crime, Enforce Federal Laws and Represent the Rights and Interests of the American People</b>												
2.3 Prevent, suppress, and intervene in crimes against children	43	6,400	71	9,216	71	9,400	0	0	0	0	71	9,400
<b>Subtotal, Goal 2</b>	43	6,400	71	9,216	71	9,400	0	0	0	0	71	9,400
<b>Goal 3: Ensure the Fair and Efficient Administration of Justice</b>												
3.3 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	32,417	4,855,590	32,616	5,022,784	32,616	5,132,754	382	235,744	0	(1,000)	32,998	5,367,498
3.4 Provide services and programs to facilitate inmates' successful reintegration into society, consistent with community expectations and standards	2,593	484,750	2,669	563,754	2,669	571,642	80	31,291	0	0	2,749	602,933
<b>Subtotal, Goal 3</b>	35,010	5,340,340	35,285	5,586,538	35,285	5,704,396	462	267,035	0	(1,000)	35,747	5,970,431
<b>Grand Total</b>	<b>35,053</b>	<b>5,346,740</b>	<b>35,356</b>	<b>5,595,754</b>	<b>35,356</b>	<b>5,713,796</b>	<b>462</b>	<b>267,035</b>	<b>0</b>	<b>(1,000)</b>	<b>35,818</b>	<b>5,979,831</b>

## E. Justification for Base Adjustments

### Justification for Base Adjustments Federal Prison System Salaries and Expenses

#### Increases

2010 pay raise. This request provides for a proposed 2.0 percent pay raise to be effective in January of 2010 (This percentage is likely to change as the budget formulation process progresses). This increase includes locality pay adjustment as well as the general pay raise. The amount requested, **\$51,492,000**, represents the pay amounts for ¾ of the fiscal year plus appropriate benefits (\$36,044,000 for pay \$15,448,000 for benefits).

Annualization of 2009 pay raise. This pay annualization represents first quarter amounts (October through December) of the 2009 pay increases if 3.9 percent included in the 2009 President's Budget. The amount requested **\$42,049,000**, represents the pay amounts for ¼ of the fiscal year plus appropriate benefits (\$29,434,000 for pay and \$12,615,000 for benefits).

Retirement. Agency retirement contributions increase as employees under CSRS retire and are replaced by FERS employees. Based on OPM government-wide estimate, we project that the DOJ workforce will convert from CSRS to FERS at a rate of 3 percent per year. The requested increase of **\$5,766,000** is necessary to meet the increased retirement obligations as a result of this conversion.

Health Insurance. Effective January 2008, this component's contribution to Federal employees' health insurance premiums increased by 2.0 percent. Applied against the 2009 estimate of \$ 196,250,000, the additional amount required is **\$3,924,000**.

Employee Compensation Fund. The **\$2,872,000** increase reflects payment to the Department of Labor for injury benefits paid in the past year under the Federal Employee Compensation Act. This estimate is based on the first quarter of prior year billing and current year estimates.

Utilities Cost Adjustments. The Bureau of Prisons institutions operate 24 hours a day/365 days a year. This adjustment is required due to rising utility prices nation-wide. The amount required for FY 2010 is **\$11,124,000**.

General Services Administration (GSA) Rent. GSA will continue to charge rental rates that approximate those charged to commercial tenants for equivalent space and related services. The requested increase of **\$15,000** is required to meet BOP's commitment to GSA. The costs associated with GSA rent were derived through the use of an automated system, which uses the latest inventory data, including rate increases to be effective in FY 2010 for each building currently occupied by Department of Justice components, as well as the costs of new bedspace to be occupied. GSA provided data on the rate increase.

DHS Security Charges. The Department of Homeland Security (DHS) will continue to charge Basic Security and Building Specific Security. The requested increase of **\$37,000** is required to meet our commitment to DHS, and cost estimates were developed by DHS.

Postage. Effective May 11, 2009, the Postage Service implemented a rate increase of 4.8 percent. This percentage was applied to the 2010 estimate of \$21,000 to arrive at an increase of **\$1,000**.

Printing and Reproduction. GPO provides an estimate rate increase of 4.0 percent. This percentage was applied to the FY 2009 estimate of \$800,000 costs to arrive at an increase of **\$32,000**.

Working Capital Fund Rate Increases. Components in the DC metropolitan area use and rely on the Department's Working Capital Fund (WCF) for support services including telecommunications services, computer services, finance services, as well as internet services. The WCF continues to invest in the infrastructure supporting the telecommunications services, computer services, internet services. Concurrently, several initiatives are being implemented and additional resources are being directed to financial management in an effort to maintain a clean audit status. Funding of **\$730,000** is required for this account.

F: Crosswalk of 2008 Availability

**Crosswalk of 2008 Availability  
Federal Prison System  
Salaries and Expenses  
(Dollars in thousands)**

Decision Unit	2008 Enacted Without Rescissions			Rescissions			Supplementals Amount	Reprogrammings/ Transfers			Carryover/Recoveries			2008 Availability		
	Pos.	FTE	Amount	Pos.	FTE	Amount		Pos.	FTE	Amount	Pos.	FTE	Amount	Pos.	FTE	Amount
1. Inmate Care and Programs	14,303	12,335	\$1,788,043	0	0	0	\$115,700	0	0	\$38,334	0	0	\$1,090	14,303	12,335	\$1,943,167
2. Institution Security and Administration	23,390	20,892	2,275,246	0	0	0	71,400	0	0	62,466	0	0	27,240	23,390	20,892	2,436,352
3. Contract Confinement	397	397	806,129	0	0	0	0	0	0	8,400	0	0	489	397	397	815,018
4. Management & Administration	1,293	1,293	181,022	0	0	0	0	0	0	0	0	0	1,366	1,293	1,293	182,388
<b>Total</b>	<b>39,383</b>	<b>34,917</b>	<b>5,050,440</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>187,100</b>	<b>0</b>	<b>0</b>	<b>109,200</b>	<b>0</b>	<b>0</b>	<b>30,185</b>	<b>39,383</b>	<b>34,917</b>	<b>5,376,925</b>
Reimbursable FTEs		136													136	
Total Compensable FTE		35,053			0				0			0			35,053	

Supplemental funding was provided from Global War on Terrorism (GWOT) Supplemental.

Reprogramming was approved to cover the FY 2008 Shortfalls.

Unobligated Balances. Funds were carried over from FY 2007 in the following accounts: S&E X account 489,000; and FY 07/08 account \$29,696,000.



G: Crosswalk of 2009 Availability

**Crosswalk of 2009 Availability  
Federal Prison System  
Salaries and Expenses  
(Dollars in thousands)**

Decision Unit:	2009 Enacted			Supplementals			Reprogrammings/ Transfers			Unobligated Balances Carried Forward/ Recoveries			2009 Availability		
	Pos.	FTE	Amount	Pos.	FTE	Amount	Pos.	FTE	Amount	Pos.	FTE	Amount	Pos.	FTE	Amount
1. Inmate Care and Programs	14,303	12,428	\$2,070,002	0	0	0	0	0	0	0	0	0	14,303	12,428	\$2,070,002
2. Institution Security and Administration	23,390	21,094	2,490,158	0	0	0	0	0	0	0	0	\$ 17,981	23,390	21,094	2,508,139
3. Contract Confinement	413	405	840,933	0	0	0	0	0	0	0	0	0	413	405	840,933
4. Management & Administration	1,293	1,293	194,661	0	0	0	0	0	0	0	0	0	1,293	1,293	194,661
<b>Total</b>	<b>39,399</b>	<b>35,220</b>	<b>5,595,754</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>17,981</b>	<b>39,399</b>	<b>35,220</b>	<b>5,613,735</b>
Reimbursable FTE		136												136	
Total Compensable FTE		35,356												35,356	

**H: Summary of Reimbursable Resources**

**Summary of Reimbursable Resources  
Federal Prison System  
Salaries and Expenses  
(Dollars in thousands)**

<b>Collection by Source</b>	<b>2008 Enacted</b>			<b>2009 Planned</b>			<b>2010 Request</b>			<b>Increase/Decrease</b>		
	<b>Pos.</b>	<b>FTE</b>	<b>Amount</b>	<b>Pos.</b>	<b>FTE</b>	<b>Amount</b>	<b>Pos.</b>	<b>FTE</b>	<b>Amount</b>	<b>Pos.</b>	<b>FTE</b>	<b>Amount</b>
States	136	136	\$12,200	136	136	\$8,000	136	136	\$8,240	0	0	\$240
Staff Housing Rental	0	0	4,100	0	0	4,000	0	0	4,120	0	0	120
Federal Prison Industries	0	0	1,650	0	0	1,800	0	0	1,854	0	0	54
Meal Tickets	0	0	550	0	0	500	0	0	515	0	0	15
Sale of Farm By-Products	0	0	950	0	0	900	0	0	927	0	0	27
USMS Medical Reimbursement	0	0	12,500	0	0	12,000	0	0	12,360	0	0	360
NIC	0	0	400	0	0	500	0	0	515	0	0	15
Recycling	0	0	1100	0	0	1000	0	0	1,030	0	0	30
Sale of Vehicles	0	0	550	0	0	300	0	0	309	0	0	9
Travel and purchase Cards	0	0	3,000	0	0	3,000	0	0	3,090	0	0	90
<b>Budgetary Resources:</b>	<b>136</b>	<b>136</b>	<b>37,000</b>	<b>136</b>	<b>136</b>	<b>32,000</b>	<b>136</b>	<b>136</b>	<b>32,960</b>	<b>0</b>	<b>0</b>	<b>960</b>

I: Detail of Permanent Positions by Category

**Detail of Permanent Positions by Category  
Federal Prison System  
Salaries and Expenses**

Category	2008 Enacted w/Recissions and Supplementals		2009 Enacted		2010 Request					
	Total	Total	Total	Total	ATBs	Program Increases	Program Decreases	Total Changes	Total Authorized	Total Reimbursable
	Authorized	Reimbursable	Authorized	Reimbursable						
Attorneys (905)	171		171			2		2	173	
Paralegal Specialist (950)	78		78			2		2	80	
Other Legal and Kindred (900-998)	473		477			8		8	485	
Correctional Institution Administration (006)	1,934		1,938			43		43	1,981	
Correctional Officers (007)	19,058		19,058			350		350	19,408	
Other Misc. Occupations (001-099)	732	19	732	19		132		132	864	19
Soc. Science, Econ. and Kindred (100-199)	2,978	18	2,978	18		61		61	3,039	18
Personnel Management (200-299)	805	2	805	2		19		19	824	2
General Admin clerical and office services (300-399)	2,655	58	2,655	58		53		53	2,708	58
Biological science (400-499)	2		2					0	2	
Accounting and Budget (500-599)	920	4	920	4		18		18	938	4
Medical, Dental & Public Health (600-799)	2,633	8	2,633	8		44		44	2,677	8
Engineering and Architecture Group (800-899)	350		350			6		6	356	
Information and Arts Group (1000-1099)	19		19					0	19	
Business and Industry Group (1100-1199)	381		389			6		6	395	
Equipment, Facilities and Service Group (1600-1699)	502	16	502	16		6		6	508	16
Education Group (1410-1411; 1700-1799)	1,240	9	1,240	9		26		26	1,266	9
Supply Group (2000-2099)	123		123			2		2	125	
Transportation (2100-2199)	3		3					0	3	
Information Technology (2210)	390		390			9		9	399	
Ungraded (culinary, farm, mechanical & construction)	3,936	2	3,936	2		93		93	4,029	2
<b>Total</b>	<b>39,383</b>	<b>136</b>	<b>39,399</b>	<b>136</b>	<b>0</b>	<b>880</b>	<b>0</b>	<b>880</b>	<b>40,279</b>	<b>136</b>
Headquarters (Washington, D.C.)	1,112		1,112						1,112	
U.S. Field	38,271	136	38,287	136		880		880	39,167	136
<b>Total</b>	<b>39,383</b>	<b>136</b>	<b>39,399</b>	<b>136</b>	<b>0</b>	<b>880</b>	<b>0</b>	<b>880</b>	<b>40,279</b>	<b>136</b>

J: Financial Analysis of Program Changes

**Financial Analysis of Program Changes  
Federal Prison System  
Salaries and Expenses  
(Dollars in thousands)**

Grades	CT Supplemental		Medical Cost Adjustment		Contract Bed Cost Adjustment		Contract Bed Annualization		Maintain / Increase Staffing			
	Institution Security & Administration	Security	Inmate Care & Programs		Contract Confinement		Contract Confinement		Inmate Care & Programs		Institution Security & Administration	
	Pos.	Amount	Pos.	Amount	Pos.	Amount	Pos.	Amount	Pos.	Amount	Pos.	Amount
SES	0	0	0	0	0	0	0	0	0	0	0	0
GS-15	0	0	0	0	0	0	0	0	0	0	0	0
GS-14	1	105	0	0	0	0	0	0	0	0	0	0
GS-13	16	1,614	0	0	0	0	0	0	0	0	0	0
GS-12	1	75	0	0	0	0	0	0	0	0	0	0
GS-11	0	0	0	0	0	0	0	0	0	0	0	0
GS-10	0	0	0	0	0	0	0	0	0	0	0	0
GS-09	4	206	0	0	0	0	0	0	0	0	0	0
GS-08	0	0	0	0	0	0	0	0	0	0	0	0
GS-07	0	0	0	0	0	0	0	0	0	0	0	0
GS-06	0	0	0	0	0	0	0	0	0	0	0	0
GS-05	0	0	0	0	0	0	0	0	0	0	0	0
Total Positions and annual Rate	22	2,000	0	0	0	0	0	0	0	0	0	0
Lapse (-)	0	0	0	0	0	0	0	0	0	0	0	0
11.1 FTEs and Compensation	22	2,000	0	0	0	0	8	663	0	18,670	0	30,375
11.5 Other personnel compensation	0	0	0	0	0	0	0	0	0	0	0	0
11.8 Special Personal services payment	0	0	0	0	0	0	0	0	0	0	0	0
Total FTEs and personnel compensation	22	2,000	0	0	0	0	8	663	0	18,670	0	30,375
12.0 Personnel benefits	0	800	0	0	0	0	0	292	0	8,002	0	13,521
21.0 Travel and trans of persons	0	25	0	0	0	0	0	0	0	0	0	0
22.0 Transportation of things	0	0	0	0	0	0	0	0	0	0	0	0
23.2 Rental payments to others	0	0	0	0	0	0	0	0	0	0	0	0
23.3 Comm, utilities and misc	0	0	0	0	0	0	0	0	0	0	0	0
24.0 Printing and reproduction	0	0	0	0	0	0	0	0	0	0	0	0
25.2 Other services	0	7,550	0	12,514	0	26,384	0	26,045	0	0	0	0
26.0 Supplies and materials	0	125	0	4,171	0	0	0	0	0	0	0	0
31.0 Equipment	0	0	0	0	0	0	0	0	0	0	0	0
41.0 Grants, subsidies, and contributions	0	0	0	0	0	0	0	0	0	0	0	0
<b>Total, 2010 program changes</b>	<b>22</b>	<b>10,500</b>	<b>0</b>	<b>16,685</b>	<b>0</b>	<b>26,384</b>	<b>8</b>	<b>27,000</b>	<b>0</b>	<b>26,672</b>	<b>0</b>	<b>43,896</b>

Continued on next page

**J: Financial Analysis of Program Changes (Continued)**

Grades	FCI McDowell, WV				FCI Mendota, CA				Inmate Skills Development		Real Property Operations	Total Program Increases and Offsets	
	Inmate Care & Programs		Institution Security Administration		Inmate Care & Programs		Institution Security & Administration		Inmate Care & Programs		Inst. Security & Admin.	Pos.	Amount
	Pos.	Amount	Pos.	Amount	Pos.	Amount	Pos.	Amount	Pos.	Amount	Amount		
SES	0	0	1	149	0	0	1	149	0	0	0	2	298
GS-15	2	278	0	0	2	278	0	0	0	0	0	4	556
GS-14	0	0	2	236	0	0	2	236	0	0	0	5	577
GS-13	7	700	8	800	6	600	7	700	0	0	0	44	4,414
GS-12	14	1,176	4	336	13	1,092	4	336	6	504	0	42	3,519
GS-11	37	2,579	16	1,120	34	2,370	16	1,120	115	8,056	0	218	15,245
GS-10	0	0	2	131	0	0	2	131	0	0	0	4	262
GS-09	32	1,909	19	1,140	32	1,909	17	1,020	0	0	0	104	6,184
GS-08	0	0	48	2,665	0	0	48	2,665	0	0	0	96	5,330
GS-07	15	795	102	5,396	13	689	99	5,237	0	0	0	229	12,117
GS-06	19	930	1	49	18	881	1	49	0	0	0	39	1,909
Wage Grade	20	1,434	29	2,076	17	1,217	27	1,941	0	0	0	93	6,668
Total Positions and annual Rate	146	9,801	232	14,098	135	9,036	224	13,584	121	8,560	0	880	57,079
Lapse (-)	(73)	(2,999)	(116)	(4,317)	(66)	(2,983)	(111)	(4,480)	(60)	0	0	(426)	(14,779)
11.1 FTEs and Compensation	73	6,802	116	9,781	69	6,053	113	9,104	61	8,560	0	462	92,008
11.5 Other personnel compensation	0	543	0	1,116	0	503	0	1,052	0	0	0	0	3,214
11.8 Special Personal services payment	0	11	0	0	0	7	0	0	0	0	0	0	18
Total FTEs and personnel compensation	73	7,356	116	10,897	69	6,563	113	10,156	61	8,560	0	462	95,240
12.0 Personnel benefits	0	2,991	0	4,303	0	2,666	0	4,003	0	3,766	0	0	40,344
21.0 Travel and trans of persons	0	68	0	835	0	47	0	737	0	200	0	0	1,912
22.0 Transportation of things	0	52	0	67	0	36	0	45	0	0	0	0	200
23.2 Rental payments to others	0	0	0	0	0	0	0	0	0	0	0	0	0
23.3 Comm, utilities and misc	0	34	0	2,964	0	23	0	2,027	0	0	0	0	5,048
24.0 Printing and reproduction	0	0	0	11	0	0	0	7	0	0	0	0	18
25.2 Other services	0	3,686	0	3,303	0	2,518	0	7,090	0	706	(1,000)	0	88,796
26.0 Supplies and materials	0	4,037	0	1,085	0	2,758	0	743	0	62	0	0	12,981
31.0 Equipment	0	3,820	0	7,180	0	3,820	0	6,180	0	484	0	0	21,484
41.0 Grants, subsidies, and contributions	0	7	0	0	0	5	0	0	0	0	0	0	12
<b>Total, 2010 program changes</b>	<b>73</b>	<b>22,051</b>	<b>116</b>	<b>30,645</b>	<b>69</b>	<b>18,436</b>	<b>113</b>	<b>30,988</b>	<b>61</b>	<b>13,778</b>	<b>0</b>	<b>462</b>	<b>266,035</b>

**K: Summary of Requirement by Grade**

**Summary of Requirements by Grade  
Federal Prison System  
Salaries and Expenses  
(Dollars in thousands)**

Grades and Salary Ranges	2008 Enacted w/ Recessions & Supplementals		2009 Enacted		2010 Request		Increase/Decrease	
	Positions	Amount	Positions	Amount	Positions	Amount	Positions	Amount
SES \$117,787 - 177,000	83		83		85		2	
GS-15 \$120,830 -153,200	471		471		475		4	
GS-14 \$102,721-133,543	609		613		618		5	
GS-13 \$86,927-113,007	1,414		1,414		1,458		44	
GS-12 \$73,100-95,026	2,327		2,331		2,373		42	
GS-11 \$60,989-79,280	5,916		5,920		6,138		218	
GS-10 \$55,512-72,164	608		608		612		4	
GS-09 \$50,408-65,531	4,412		4,416		4,520		104	
GS-08 \$45,639-59,333	7,435		7,435		7,531		96	
GS-07 \$41,210-53,574	10,777		10,777		11,006		229	
GS-06 \$37,084-48,207	1,078		1,078		1,117		39	
GS-05 \$33,269 - 43,251	202		202		202		0	
GS-04 \$29,736 - 38,655	97		97		97		0	
Ungraded positions	3,954		3,954		4,047		93	
<b>Total appropriated positions</b>	<b>39,383</b>	<b>2,385,468</b>	<b>39,399</b>	<b>2,458,029</b>	<b>40,279</b>	<b>2,615,048</b>	<b>880</b>	<b>157,019</b>
Average SES Salary		\$149,387		\$153,869		\$153,869		
Average GS Salary		\$60,571		\$62,933		\$64,192		
Average GS Grade		8.9		8.9		8.9		

**L: Summary of Requirement by Object Class**

**Summary of Requirements by Object Class  
Federal Prison System  
Salaries and Expenses  
(Dollars in thousands)**

Object Class	2008 Enacted		2009 Enacted		2010 Request		Increase/Decrease	
	w/Recissions & Supplementals							
	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount
11.1 Full-time permanent	33,157	1,989,367	35,062	2,085,491	35,524	2,241,469	462	155,978
11.3 Other than full-time permanent	137	4,062	158	4,255	158	4,255	0	0
11.5 Other personnel compensation	0	192,309	0	230,806	0	234,020	0	3214
11.8 Special personal compensation	0	932	0	932	0	950	0	18
<b>Total</b>	<b>33,294</b>	<b>2,186,670</b>	<b>35,220</b>	<b>2,321,484</b>	<b>35,682</b>	<b>2,480,694</b>	<b>462</b>	<b>159,210</b>
Other Object Classes								
12.0 Personnel benefits		1,003,527		1,056,590		1,137,582		80,992
13.0 Benefits for former personnel		948		1,100		1,100		0
21.0 Travel and transportation of persons		27,027		32,821		34,733		1,912
22.0 Transportation of things		9,546		12,464		12,664		200
23.1 GSA rent		19,515		22,627		22,642		15
23.2 Rental payments to others		2,160		2,160		2,160		0
23.3 Comm., utilities and misc. charges		278,016		282,845		299,049		16,204
24.0 Printing and reproduction		1,187		1,133		1,152		19
25.2 Other services		1,164,483		1,263,086		1,334,668		71,582
26.0 Supplies and materials		463,545		529,014		541,995		12,981
31.0 Equipment		27,755		5,182		26,666		21,484
32.0 Land		7,228		0		0		0
41.0 Grants, subsidies, and contributions		7,201		7,201		7,213		12
42.0 Insurance claims and indemnities		1,783		1,783		1,783		0
<b>Total direct obligations</b>		<b>5,200,591</b>		<b>5,539,490</b>		<b>5,904,101</b>		<b>364,611</b>

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**L. Summary of Requirements by Object Class (Cont'd)**

Object Class	2008 Enacted		2009 Enacted		2010 Request		Increase/Decrease	
	Positions & Workyears	Amount	Positions & Workyears	Amount	Positions & Workyears	Amount	Positions & Workyears	Amount
<b>ALLOCATION TO DEPT OF HEALTH &amp; HUMAN SVCS.</b>								
11.1 Personnel compensation: PHS	0	50,078	0	52,031	0	53,072	0	1,041
Total workyears and personnel comp.	0	50,078	0	52,031	0	53,072	0	1,041
Other Objects:								
12.1 Personnel benefits: PHS		21,380		22,214		22,658		444
21.0 Travel and transportation of persons		0		0		0		0
22.0 Transportation of things		0		0		0		0
25.2 Other services		0		0		0		0
26.0 Supplies and materials		0		0		0		0
Total direct obligations, HHS Allocation	0	71,458	0	74,245	0	75,730	0	1,485
<b>Total obligations Salaries and Exp.</b>	<b>33,294</b>	<b>5,272,049</b>	<b>35,220</b>	<b>5,613,735</b>	<b>35,682</b>	<b>5,979,831</b>	<b>462</b>	<b>366,096</b>
Unobligated balance, start-of-year		(13,185)		(17,981)		0		
Expired balance transfer to unexpired account		(17,000)		0		0		
Adjustment		59,683		0		0		
Unobligated balance, expiring		27,212		0		0		
Unobligated balance, end-of-year		17,981		0		0		
Total Direct Requirements		5,346,740		5,595,754		5,979,831		
Reimbursable Workyears Full-time permanent			136		136		136	



## **M. Status of Congressionally Requested Studies, Reports, and Evaluations**

### **Federal Prison System Salaries and Expenses**

#### **Status of Congressionally Requested Studies, Reports, and Evaluations**

- 1 The FY 2009 Omnibus Bill directs BOP to report to the Committees on the costs incurred by BOP and the reimbursements received for housing ICE detainees and inmates of other Federal and State agencies. The report will be provided to the Department in April 2009 for submission to the Congress.
- 2 The FY 2009 Omnibus Bill directs BOP to notify the House and Senate Committees on Appropriations of current correctional officer staffing levels, by facility, and of the staff-inmate ratios for all Federal prisons. Target response to Committees is on a monthly basis.
- 3 The FY 2009 Omnibus Bill directs BOP to report to the House and Senate Committees on Appropriations on its current and projected dentist staffing needs and its plans to address this situation. The report was provided to the Department in April 2009 for submission to the Congress.
- 4 The FY 2009 Omnibus Bill directs BOP to continue the work to address and prevent sexual misconduct and to report to the House and Senate Committees on Appropriations on progress made in this area. The report was provided to the Department in March 2009 for submission to the Congress.
- 5 The FY 2009 Omnibus Bill directs BOP to report to the House and Senate Committees on Appropriations on its backlog of M&R and its schedule for addressing them. Target response is on a quarterly basis.

**N: Summary by Appropriation**

**Summary by Appropriation (FY 2008 - FY 2010)  
Federal Prison System  
Salaries and Expenses**

Appropriation	2008 Omnibus Bill			2009 Omnibus Bill**			2010 President's Budget		
	Pos.	FTEs*	\$000's	Pos.	FTEs*	\$000's	Pos.	FTEs*	\$000's
Salaries and Expenses	39,383	34,917	\$5,050,440	39,399	35,220	\$5,595,754	40,279	35,682	\$5,979,831
GWOT Supplemental	0	0	9,100						
War Supplemental	0	0	178,000						
Approved Reprogramming	0	0	109,200						
Total S&E Resources	39,383	34,917	\$5,346,740						
Buildings and Facilities	277	258	372,720	293	277	575,807	284	268	96,744
Federal Prison Industries	2,075	1,930	0	2,075	1,931	0	2,075	1,931	0
Commissary	701	701	0	701	701	0	714	712	0
<b>TOTAL</b>	<b>42,436</b>	<b>37,806</b>	<b>5,719,460</b>	<b>42,468</b>	<b>38,129</b>	<b>6,171,561</b>	<b>43,352</b>	<b>38,593</b>	<b>6,076,575</b>

\* Excludes 136 Reimbursable Workyears .

\*\* The Administration is requesting \$5.038 million in supplemental funding for BOP S&E to support counter terrorism activities.

**O: Summary of Change**

**Summary of Change  
FY 2010 BOP Request  
Salaries and Expenses  
(Dollars in Thousands)**

	Pos.	FTE*	Amount
2009 Enacted	39,399	35,220	\$5,595,754
Adjustments- to-base			
Increases			
2010 Pay Raise (2.0%)	0	0	51,492
Annualization of Jan., 2009 Pay Raise (3.9%)	0	0	42,049
Retirement	0	0	5,766
Health Insurance Premiums	0	0	3,924
Employee Compensation Fund	0	0	2,872
Utilities Cost Adjustment	0	0	11,124
Rental payments to GSA	0	0	15
DHS Security	0	0	37
Postage	0	0	1
Printing and reproduction	0	0	32
Working Capital Fund	0	0	730
Total, Adjustment to Base	0	0	118,042
2010 Current Services	39,399	35,220	5,713,796
Program Changes			
Program Increases:			
Counter Terrorism Supplemental to Base	22	22	10,500
Medical Cost Adjustment	0	0	16,685
Contract Beds Cost Adjustments	0	0	26,384
Contract Bed Annualization	0	8	27,000
Maintain/Increase Staffing	0	0	70,568
FCI McDowell, WV (1,280 beds) 11/2009	378	189	52,696
FCI Mendota, CA (1,152 beds) 2/2010	359	182	49,424
Inmate Skills Development - Second Chance Act Requirement	121	61	13,778
Subtotal, Program Increases	880	462	267,035
Program Decrease:			
Real Property Operation	0	0	(1,000)
Subtotal, Program Decrease	0	0	(1,000)
Total, Program Changes	880	462	266,035
2010 Congressional Budget Request	40,279	35,682	5,979,831

\* Excludes 136 reimbursable FTEs.