

U.S. Department of Justice
FY 2015 PERFORMANCE BUDGET
Congressional Submission

Federal Prison System

Salaries and Expenses



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

A. Introduction

The President's Fiscal Year (FY) 2015 budget request for the Bureau of Prisons (BOP) S&E Appropriation totals \$6,804,000,000, with 37,172 FTEs, and 43,058 positions (20,911 Correctional Officers) to support Department of Justice (DOJ) Strategic Goal 3: Ensure and Support the Fair, Impartial, Efficient, and Transparent Administration of Justice at the Federal, State, Local, Tribal, and International Levels. This is an increase of 0.5 percent over the FY 2014 Enacted Level. 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.justice.gov/02organizations/bpp.htm>.

The BOP continues to strategically assess current and prospective operations to ensure that mission requirements are met at the lowest possible cost to the U.S. taxpayer. The BOP remains committed to acting as a sound steward of valuable taxpayer dollars. The BOP will continue to seek cost avoidance and find efficiencies throughout the BOP, while successfully executing our mission responsibilities.

“By targeting the most serious offenses, prosecuting the most dangerous criminals, directing assistance to crime “hot spots,” and pursuing new ways to promote public safety, deterrence, efficiency, and fairness – we can become both smarter *and* tougher on crime.”

— **Attorney General Eric Holder**

The Attorney General recently announced the Department's “Smart on Crime” initiative. This initiative, based on a comprehensive review of the criminal justice system, will yield a number of areas for reform. Specifically, this initiative identified five goals:

- To ensure finite resources are devoted to the most important law enforcement priorities;
- To promote fairer enforcement of the laws and alleviate disparate impacts of the criminal justice system;
- To ensure just punishment for low-level, nonviolent convictions;
- To bolster prevention and reentry efforts to deter crime and reduce recidivism;
- To strengthen protections for vulnerable populations.

The Smart on Crime initiative will help stem the tide of offenders entering the BOP and will lead to lower average sentences, where appropriate, and thus should decrease BOP's population growth over the long term, although the extent of the impact is hard to predict at this time. Even with slower growth, BOP still faces major challenges regarding existing crowding and staffing levels. The BOP's costs are directly driven by the number of inmates in its custody. Specifically, costs are driven by the number of people prosecuted and then incarcerated and the length of the sentences. The BOP cannot achieve significant savings if those two factors, which are outside of BOP's control, are not addressed.

About the BOP: The BOP was established in 1930 to provide more progressive and humane care for federal inmates, to professionalize the prison service, and to ensure consistent and centralize administration of the 11 federal prisons in operation at that time. Today, the BOP includes 119 institutions, six regional offices, a Central Office, and community corrections offices that oversee residential reentry centers and home confinement programs. The Central Office and regional offices provide administrative oversight and support to the institutions and community corrections offices.

The BOP is responsible for the custody and care of more than 215,000 Federal offenders. Approximately 81 percent of these inmates are confined in BOP operated correctional institutions or detention centers. The remainder is confined in secure privately managed or community-based facilities and local jails.

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

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

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

The BOP's most important resource is its staff. The more than 39,000 employees of the BOP ensure the security of federal prisons, provide inmates with needed programs and services, and model mainstream values. The BOP's employees help the agency meet its obligation to protect public safety and provide security and safety to the staff and inmates in its facilities. All BOP staff in its facilities are correctional workers first and are committed to the highest level of performance.

BOP Fundamentals:

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

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

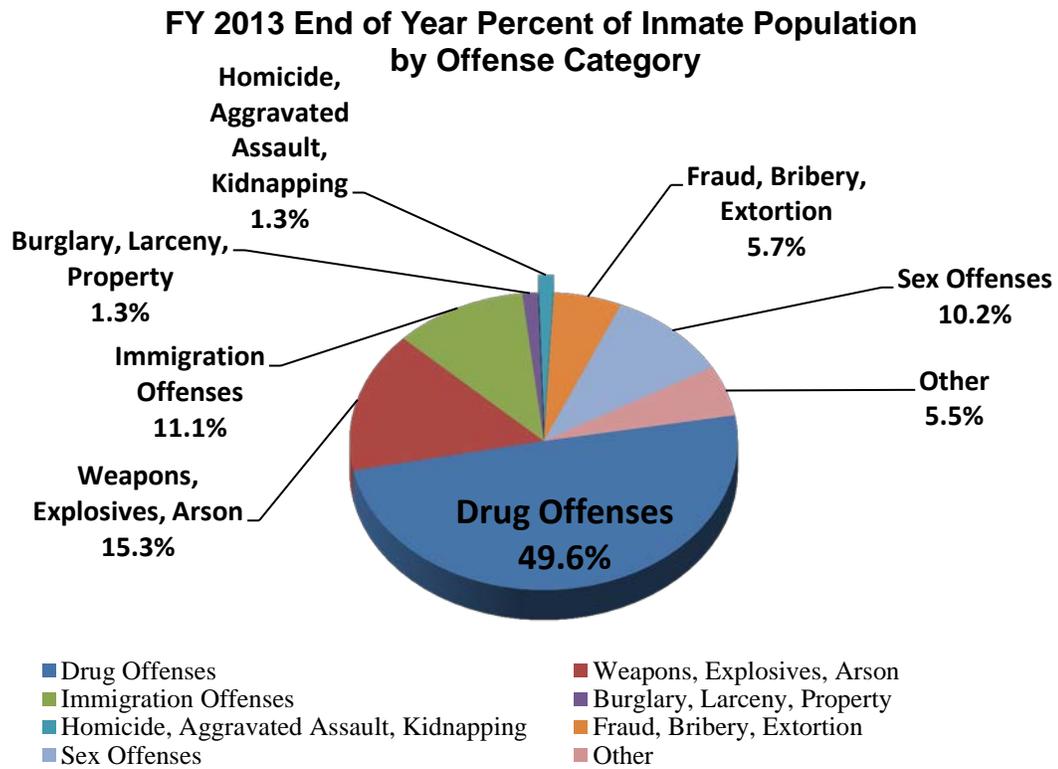
VISION STATEMENT: The Federal Bureau of Prisons, judged by any standard, is widely and consistently regarded as a model of outstanding public administration, and as the best value provider of efficient, safe, and humane correctional services and programs in America.

B. Growth of the Federal Inmate Population

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

As a result of federal law enforcement efforts and new legislation that dramatically altered sentencing in the federal criminal justice system, the 1980s brought a significant increase in the number of federal inmates. The Sentencing Reform Act of 1984 established determinate sentencing, abolished parole, and reduced good conduct time; additionally, several mandatory minimum sentencing provisions were enacted in 1986, 1988, and 1990. From 1980 to 1989, the inmate population more than doubled, from just over 24,000 to almost 58,000. During the 1990s, the population more than doubled again, reaching approximately 134,000 at the end of 1999 as efforts to combat illegal drugs, weapons, and illegal immigration contributed to significantly increased conviction rates. From 2000 to the present, the population continued to increase reaching our current population of 215,482, as of February 27, 2014.

Following is the chart of Inmate Population by Offense Category at the end of FY 2013:



The following chart illustrates the actual and projected inmate population increases based on the current trends:

Projected Population, Capacity, and Crowding

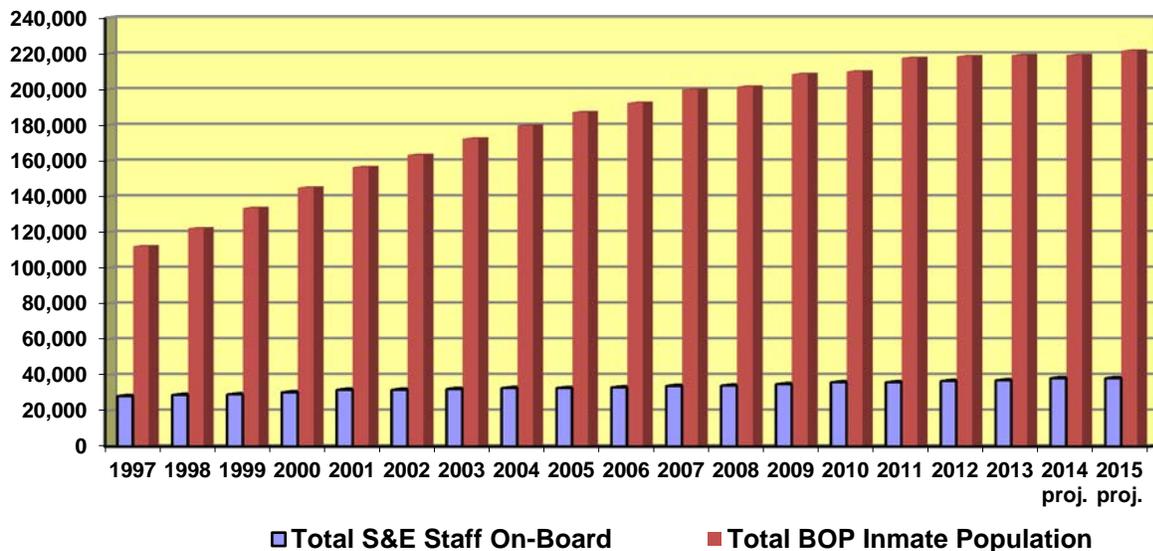
	2012 (Actual)	2013 (Actual)	2014	2015	2016	2017	2018	2019
BOP Facilities								
Starting Capacity	127,795	128,359	129,726	133,775	135,386	136,811	136,811	136,811
Additional Approved/Planned	564	1,367	4,049	1,611	1,425	-0-	-0-	-0-
Subtotal Capacity	128,359	129,726	133,775	135,386	136,811	136,811	136,811	136,811
Pop. Projection	177,556	176,849	177,298	179,798	182,798	185,998	189,198	192,398
Percent Overcrowded	38%	36%	33%	33%	34%	36%	38%	41%
Contract	41,131	42,449	42,000	42,000	42,000	42,000	42,000	42,000
Percent Contract	18.8%	19.4%	19.2%	18.9%	18.7%	18.4%	18.2%	17.9%
Total Federal Prison Population	218,687	219,298	219,298	221,798	224,798	227,998	231,198	234,398



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

The following chart illustrates the increases in the inmate population that have outpaced capacity and staffing levels over the recent past.

Total BOP Inmate and Staff Levels



C. Inmate Programs

The BOP has a responsibility to provide inmates with opportunities to participate in programs that can provide them with the skills they need to lead crime-free lives after release. The BOP's philosophy is that release preparation begins the first day of imprisonment. Accordingly, federal prisons offer a variety of inmate programs to address reentry needs, including work, education, vocational training, substance abuse treatment, observance of faith and religion, psychological services and counseling, release preparation, and other programs that impart essential life skills. The BOP also provides other structured activities designed to teach inmates productive ways to use their time.

Each year, over 45,000 federal inmates return to our communities, a number that will continue to increase as the inmate population grows. Most need job skills, vocational training, education, counseling, and other assistance such as treatment for substance use disorders, anger management, parenting skills, and linkage to community resources for continuity of care if they are to successfully reenter society.

Recently there have been several important developments in the field of reentry. There are many members of Congress as well as external stakeholders (advocacy groups, judges, state and local governments and more) who are anxious to see the BOP adjust its reentry strategy in light of current research findings and public sentiment. The **creation of the Reentry Services Division (RSD)** within BOP is a critical step, taken by the agency to respond to these concerns by enhancing BOP's focus and efforts on this part of its mission. The RSD will enhance oversight and direction for the critical area of offender reentry. The new division will further the BOP's mission of preparing inmates for reentry by focusing on reentry programming and community resource transition, thereby increasing public safety. The RSD will be comprised of five branches that were previously part of the Correctional Programs Division; National Reentry Affairs, Chaplaincy Services, Residential Reentry Management, Female Offenders and Psychology Services.

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

Substance Abuse Treatment

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

BOP is required by statutory mandate to provide residential drug abuse treatment to all inmates who volunteer and are eligible for the program. In FY 2007 and FY 2008, the BOP could not meet this requirement; however from FY 2009 through FY 2013, the BOP was able to provide residential drug abuse treatment to 100 percent of the federal inmate population eligible for treatment.

Because certain non-violent offenders who successfully complete all components of this recidivism-reducing program are eligible for an incentive of up to one year off their sentence, inmates are strongly motivated to participate. Due to limited capacity, inmates receive, on average, only a 10 month reduction. The FY 2015 budget preserves funding provided in the FY 2014 budget to expand the residential drug treatment program. An expansion of the drug treatment capacity will allow more inmates to participate in the program and earn an early release, thereby reducing crowding and costs. Specifically, such expansion will allow the BOP to treat all eligible inmates and extend the sentence reductions for those who qualify from the current 10 months average to the full 12 months allowed by statute.

Specific Pro-Social Values Programs

Based on the proven success of the residential substance abuse treatment program, the BOP has implemented additional cognitive-behavioral programs to address the needs of other segments of the inmate population (including younger offenders and high-security inmates). These programs focus on inmates' emotional and behavioral responses to difficult situations and emphasize life

skills and the development of pro-social values, respect for self and others, responsibility for personal actions, and tolerance. Many of these programs have already been found to significantly reduce inmates' involvement in institution misconduct. The positive relationship between institution conduct and post-release success makes BOP hopeful about the ability of these programs to reduce recidivism.

Work Programs

Prison work programs teach inmates occupational skills and instill in offenders sound and lasting work habits and a work ethic. All sentenced inmates in federal correctional institutions are required to work (with the exception of those who for security or medical reasons are unable to do so). Most inmates are assigned to an institution job such as food service worker, orderly, painter, warehouse worker, or groundskeeper.

In addition to these BOP work assignments, Federal Prison Industries (FPI or trade name UNICOR) is one of the BOP's most important correctional programs because it has been proven to substantially reduce recidivism. Approximately 13,000 inmates work in FPI. FPI provides inmates the opportunity to gain marketable work skills and a general work ethic -- both of which can lead to viable, sustained employment upon release. It also keeps inmates productively occupied; inmates who participate in FPI are substantially less likely to engage in misconduct. At present, FPI reaches only 8 percent of the inmate population housed in BOP facilities; this is a significant decrease from previous years. For example, in 1988 FPI employed 33 percent of the inmate population. This decrease is primarily attributable to various provisions in Department of Defense authorization bills and appropriations bills that have weakened FPI's standing in the federal procurement process.

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

Education, Vocational Training, and Occupational Training

The BOP offers a variety of programs for inmates to enhance their education and to acquire skills to help them obtain employment after release. Institutions offer literacy classes, English as a Second Language, adult continuing education, parenting classes, recreation activities, wellness education, and library services.

With few exceptions, inmates who do not have a high school diploma or a General Educational Development (GED) certificate must participate in the literacy program for a minimum of 240 hours or until they obtain a GED. The English as a Second Language program enables inmates with limited proficiency in English to improve their English language skills. Also, a number of institutions offer inmates the opportunity to enroll in and pay for more traditional college courses that could lead to a bachelor's degree.

The BOP also facilitates vocational training and occupationally oriented higher education programs. Occupational and vocational training programs are based on the needs of the specific institution's inmate population, general labor market conditions, and institution labor force needs. On-the-job training is afforded to inmates through formal apprenticeship programs, institution job assignments, and work in the FPI program.

Life Connections

The Life Connections Program is a residential multi-faith-based program that provides the opportunity for inmates to deepen their spiritual life and assist in their ability to successfully reintegrate following release from prison.

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

Specific Release Preparation Efforts

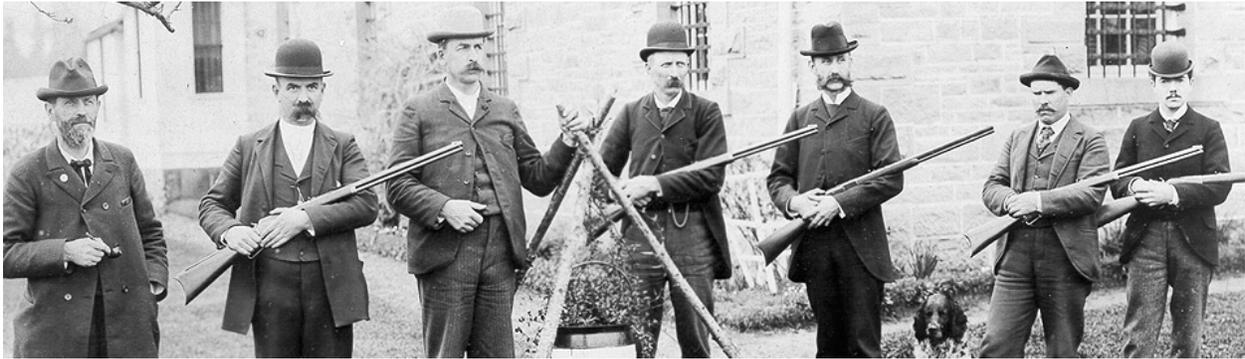
In addition to the wide array of inmate programs described above, the BOP provides a Release Preparation Program in which inmates become involved toward the end of their sentence. The program includes classes in resume writing, job seeking, and job retention skills. The program also includes presentations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

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

Residential Reentry Centers

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

D. Challenges



For more than 80 years the BOP has earned many accomplishments and faced extraordinary challenges. The challenges that can positively affect or impede progress toward achievement of agency goals are complex and ever changing. Factors that impact BOP include: general economic conditions, legislation, investigative and prosecutorial initiatives, technology, and crime rates. The BOP continues to streamline operations and increase efficiency in order to operate as inexpensively 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 already crowded conditions. BOP has focused on ways to mitigate the negative effects of a large prison population. These include expanding contract bed capacity for low security male criminal aliens, home confinement as appropriate, expansion of existing BOP capacity, acquisition of existing facilities, and construction of new facilities, as funding permits.

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 limited availability of productive work and program opportunities. Crowding also strains facilities' infrastructure like water, sewage, and power systems, and increases the maintenance service needed to keep these systems operational.

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 Sandy, Andrew, Ivan, Katrina, and Rita pose significant internal management challenges in the areas of cost control and staffing. The BOP actively monitors and works to address these areas of concern, while housing inmates in the safest and most cost effective manner.

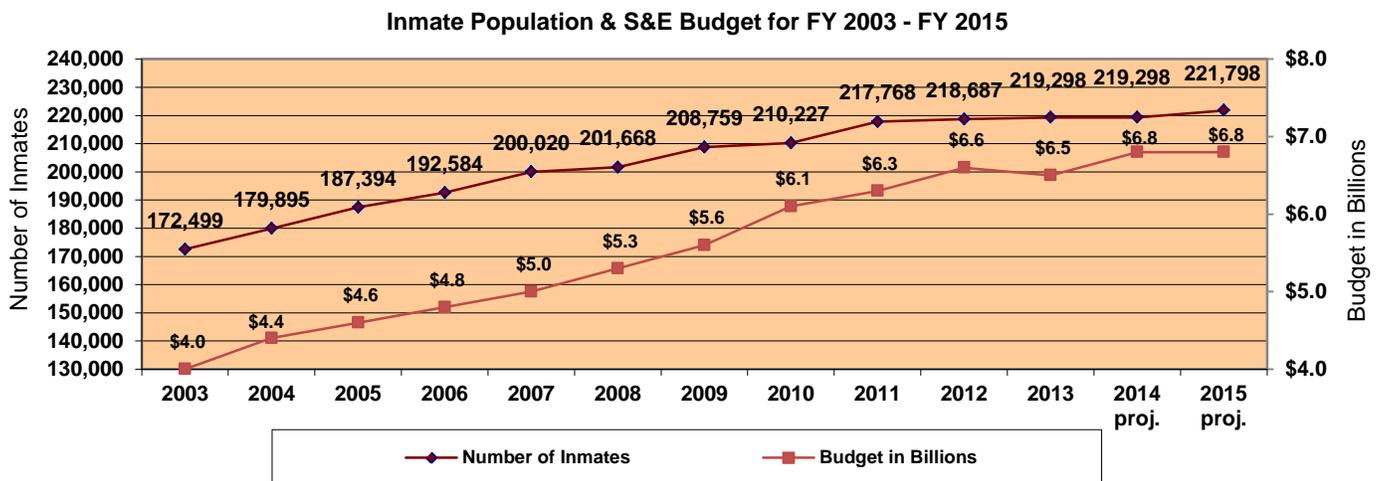
Crowding

BOP facilities are overcrowded -- 32 percent above rated capacity system-wide as of February 27, 2014.

High security overcrowding is at 51 percent and medium security is 41 percent overcrowded.

In the years following September 11, 2001, the government’s focus turned toward expanding its efforts to safeguard the American public from terrorism and increasing its national security intelligence and enforcement capabilities. While national security continues to be a high DOJ priority, the Department is reinvigorating its traditional missions as a new set of challenges have emerged, ranging from crime associated with the cyber-threats, gun safety, financial fraud enforcement, southwest border enforcement, rising health care fraud, a growing threat from intellectual property and international organized crime, and child exploitation. With increasingly effective enforcement of federal law and administration comes an increase in the number of inmates admitted to the BOP.

The BOP’s biggest challenge is managing the over-crowded federal inmate population, and providing for their care and safety, as well as the safety of BOP staff and surrounding communities, within budgeted levels.



As the nation’s largest correctional agency, the BOP is responsible for the incarceration of over 215,000 inmates. As of February 27, 2014, system-wide, the BOP is operating at 32 percent over rated capacity and crowding is of special concern at higher security facilities, with 51 percent crowding at high security facilities and 41 percent at medium security facilities. Rated capacity is the baseline used to calculate prison crowding, and is essential to managing the BOP’s inmate population to distribute the population throughout the system efficiently and equitably. The calculation for determining rated capacity involves stratified double bunking across all security levels and includes the following formulas: minimum and low security

MEDIUM SECURITY INMATES

- 77% have a history of violence;
- Over half have been sanctioned for violating prison rules;
- 50% have sentences in excess of 9 years.

HIGH SECURITY INMATES

- One out of every six inmates is affiliated with a gang;
- 50% have sentences in excess of 12 years;
- 71% have been sanctioned for violating prison rules;
- More than 87% have a history of violence.

institutions at 100 percent double bunking; medium security institutions at 50 percent double bunking; and high security institutions at 25 percent double bunking. The combined inmate population confined in high and medium facilities represents 46 percent of the BOP's institution population. The chart describes the statistics of the inmates housed in these facilities. There is a much higher incidence of serious assaults by inmates on staff at high and medium security institutions than at the lower security facilities.

The BOP manages overcrowding by double and triple bunking inmates throughout the system, and housing them in space not originally designed for inmate housing, such as television

rooms, open bays, and program space. At the end of FY 2013, 20,830 (93 percent) high security inmates were double bunked, and 14,730 (25 percent) of medium security inmates and 43,314 (85 percent) of low security inmates were triple bunked.

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

Prison Crowding has been identified as a Federal Managers Financial Integrity Act (FMFIA) material weakness, and has been reported as such each year since FY 2006 in the DOJ's Performance and Accountability Report (PAR). The Department of Justice has historically reported FMFIA information via the PAR. However, in FY 2013 the Department began reporting such information through an Agency Financial Report (AFR) instead of the PAR. In the FY 2013 AFR, prison crowding is reported as a material weakness for the Department.

In describing the issue, the AFR states: "The BOP's formal Corrective Action Plan includes utilizing contract facilities; expanding existing institutions; and acquiring, constructing, and activating new institutions as funding permits." The report further states that "The Department's corrective action efforts are not limited to the BOP alone. The Department continues to consider and implement an array of crime prevention, sentencing, and corrections management improvements that focus on accountability and rehabilitation, while protecting public safety. The Department recognizes that the BOP's capacity management efforts must be teamed with targeted programs that are proven to reduce recidivism and promote effective re-entry. The BOP will continue to work with the Department on these programs."

In light of overcrowding and stresses on prison staffing, BOP's ability to safely manage the inmate population is identified as one of the top management and performance challenges facing

the Department as identified by the Office of the Inspector General (OIG) List of Top Management Challenges for 2013. The OIG states “The Department of Justice (Department) is facing two interrelated crises in the federal prison system. The first is the continually increasing cost of incarceration, which, due to the current budget environment, is already having an impact on the Department’s other law enforcement priorities. The second is the safety and security of the federal prison system, which has been overcrowded for years and, absent significant action, will face even greater overcrowding in the years ahead.” The OIG report also says “Meeting this challenge will require a coordinated, Department-wide approach in which all relevant Department officials – from agents, to prosecutors, to prison officials – participate in reducing the costs and crowding in our prison system. In that respect, the challenge posed by the federal prison system is reflective of all of the challenges on our list: each is truly a challenge to be addressed by the Department as a whole, not just by individual Department components.”

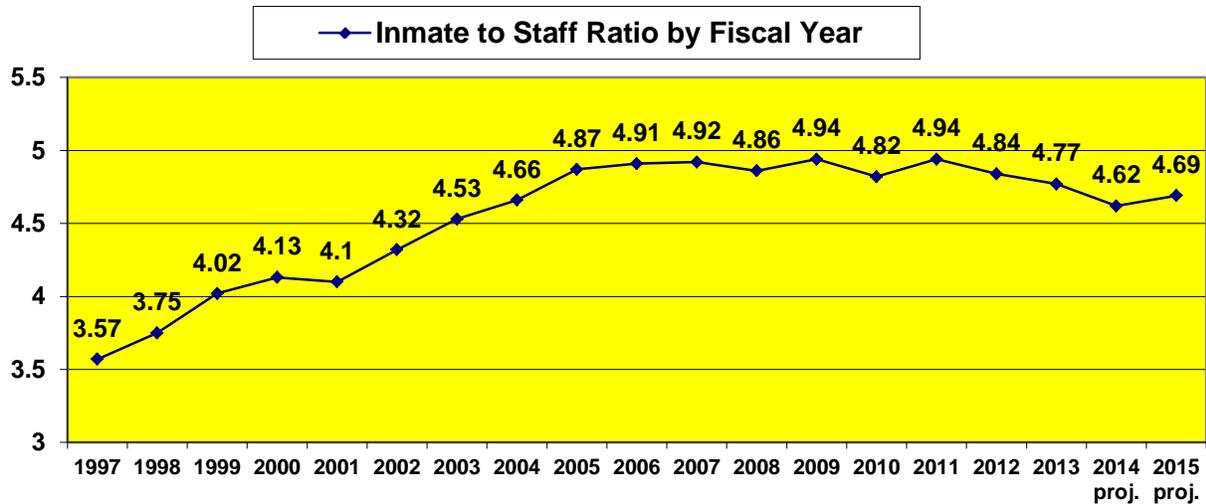
To address this material weakness, the BOP will continue implementing its Long Range Capacity Plan, making enhancements and modifications to the plan, as needed, commensurate with funding received through enacted budgets. The BOP’s formal Corrective Action Plan includes utilizing contract facilities; expanding existing institutions; and acquiring, constructing, and activating new institutions as funding permits. The BOP will continue to validate progress on construction projects at new and existing facilities through on-site inspections or by reviewing monthly construction progress reports.

Staffing

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

As the inmate population and crowding have increased, the inmate-to-staff ratio has increased by over 33 percent since 1997. In FY 2009, the five states with the highest prison populations had an average inmate-to-staff ratio of 3.10 to 1. BOP’s ratio for that year was 59 percent higher. BOP employees are considered “correctional workers first,” regardless of the position to which they are assigned. Because all non-custody staff are correctional workers, they can perform programmatic functions (such as those of an educational instructor) without the added presence of a Correctional Officer. BOP’s operational maxim also allows non-custody staff to assume the duties of Correctional Officers during inmate disturbances, or because of long-or-short-term custody staff shortages.

At the end of FY 2013, the BOP’s inmate to staff ratio (ISR) was at 4.77 to 1. The chart below illustrates inmate-to-staff ratios over time.



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

The number of inmates in BOP-operated prisons has grown from 125,560 in FY 2000 to 176,849 in FY 2013, while BOP operations staff (S&E) increased from 30,382 in FY 2000 to 37,061 in FY 2013. As a result, the BOP ISR increased from 4.13 to 1 in FY 2000 to 4.77 to 1 in FY 2013. This change in ISR causes negative impacts on BOP’s ability to effectively supervise prisoners and provide inmate programs. When an insufficient number of Correctional Officers is available to cover an institution’s mission critical custody posts on any given day, institution staff make up the difference by assigning non-custody officers (a practice termed “augmentation”), authorizing overtime, or, if no other alternative exists, leaving posts vacant. When BOP institution managers use augmentation, the normal duties performed by the augmenting staff may be curtailed or delayed, thereby interfering with BOP’s ability to provide some inmate programs. Also, rigorous research by the BOP’s Office of Research and Evaluation¹ has confirmed that the greater the ISR the higher the levels of serious assaults by inmates.

Most criminal justice agencies have some discretion in controlling their workloads, typically through priority systems developed to ensure that the most important cases are handled first. However, the BOP must, by law, accept all inmates committed to its custody. The growing numbers of offenders sentenced to prison each year creates an increasingly heavy workload for 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.

National Security

Finally, with the ongoing threats and activity of terrorist organizations, the BOP’s work has taken on significantly greater risks with the incarceration of high-profile terrorists inmates and suspects such as: Naser Abdo, Umar Abdulmutallab, Nazih al Raghie (Anas al-Libi), Waad Alwan, Mohanad Hammadi, Lawal Babafemi, Khalid al-Fawwaz, Adel Bary, Mostafa Mostafa (abu Hamza al Masri), Rezwan Ferdaus, Sulaiman Ghaith, Adis Medunjanin, Aafia Siddiqui,

¹ The Effects of Changing Crowding on Inmate Violence and Administrative Remedies Granted (2010).

and Dzhokhar Tsarnaev. The BOP has taken several steps to ensure that federal prisons are not being used to recruit terrorists or spread extremist ideologies within the U.S. prisons. Some of the steps include monitoring inmate communications, and implementing training for correctional workers to recognize signs of radicalization.

E. Best Practices

The Congress, in FY 2009, directed the Government Accountability Office (GAO) to report on BOP's methods for cost estimation, including the pricing of utilities and inmate medical care costs. The GAO released report GAO-10-94 in November 2009 and concluded **that BOP's methods for cost estimation largely reflect best practices** as outlined in GAO's *Cost Estimating and Assessment Guide*. GAO stated that "BOP followed a well-defined process for developing mostly comprehensive, well documented, accurate, and credible cost estimates". The full GAO report is available at: <http://www.gao.gov/new.items/d1094.pdf>.

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

F. Full Program Costs

FY 2015 Total Bureau of Prisons Request by DOJ Strategic Goal

The BOP's mission plays a direct role in supporting DOJ, Strategic Goal 3: Ensure and Support the Fair, Impartial, Efficient, and Transparent Administration of Justice at the Federal, State, Local, Tribal, and International Levels. In FY 2015, the BOP is requesting a total of \$6,804,000,000 with 43,058 positions and 37,172 FTEs for its S&E appropriation to support the DOJ goal to:

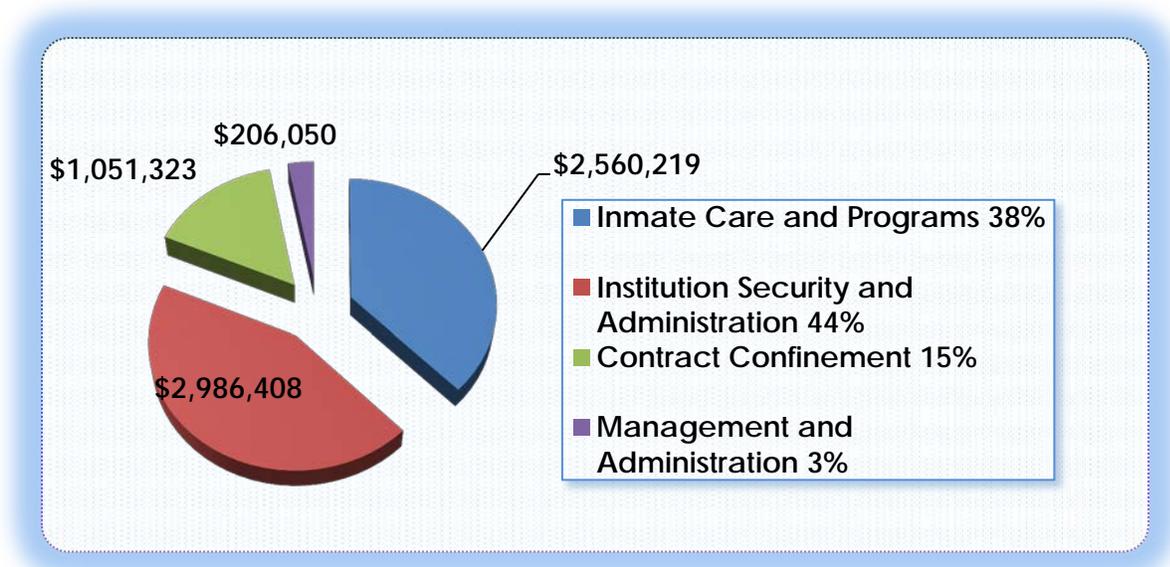
- Provide safe, secure, humane, and cost-effective confinement and transportation of federal detainees and inmates. (Strategic Objective 3.3)
- Reform and strengthen America's criminal justice system by targeting only the most serious offenses for federal prosecution, expanding the use of diversion programs,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

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

FY 2015 Budget Request by Decision Unit

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

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



Both performance and resource tables within each decision unit justification define the total costs of achieving the strategies the BOP will continue in FY 2015.

Inmate Care and Programs: \$2,560,219,000

Program Offsets

- 1) Miscellaneous Program & Administrative Efficiencies

Institution Security and Administration: \$2,986,408,000

Program Offsets

- 2) Miscellaneous Program & Administrative Efficiencies

Contract Confinement: \$1,051,323,000

Program Offsets

- 3) Miscellaneous Program & Administrative Efficiencies

Management and Administration: \$206,050,000

Program Offsets

- 4) Miscellaneous Program & Administrative Efficiencies

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 co-locating facilities, 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 conducted streamlining and other efficiency measures by de-layering and abolishing over 2,300 positions, and closing four outmoded and inefficient stand-alone prison camps. The FY 2015 President’s Budget contains additional offsets of \$157.9 million for: proposed miscellaneous program and administrative reductions.

G. Environmental Accountability



The BOP continues its progress of improving environmental and energy performance. The BOP is aggressively pursuing the Energy Saving Performance Contract (ESPC) finance mechanism permitted by Executive Order 13423 and Energy Policy Act. Forty ESPCs have been initiated over the last eight years, and the BOP has moved forward with ESPCs at thirty institutions. As part of these projects, the BOP is implementing green initiatives such as solar power, wind turbines, biomass boilers, geo-thermal systems, lighting

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

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

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

Since 2012 seven institutions were awarded energy performance contracts; the implemented Energy Conservation Measures (ECMs) are having a significant impact on the facilities consumption of water and energy. The combined square footage for the seven institutions is 3,496,974. The seven institutions have a total of 43 ECMs. The ECMs included water management, lighting enhancements, sub-metering integration, building automation upgrades, HVAC measures, refrigeration improvements, building envelope, and central plant improvements to include boilers, chillers, and cooling towers. The combined impact of the energy savings and emissions reductions generated by these ECMs is allowing the BOP to make a significant contribution to the reduction of federal greenhouse gas emissions. The consolidated projected savings for the seven sites include 151,686 MMBtu/yr in energy savings and 197,319 KGal/yr of water reductions and a significant saving in operation and maintenance costs.

The Leadership in Energy and Environmental Design (LEED) Green Building Rating System is the nationally accepted benchmark for design, construction and operation of high performance sustainable buildings. As part of this certification, these assets received points for a sustainable

site, water efficiency, energy/atmosphere, materials/resources, indoor air quality and innovative designs. The BOP was one of the first to embrace sustainable design as early as 2002 under Executive Order 13123 working with FEMP of the DOE. The newer FCI in Butner, NC is one of the first prisons in the country to be LEED “Certified.” The recently completed Aliceville, AL FCI for women achieved a Silver Rating under the LEED program, which was the first LEED Silver Rating earned for one of the BOP’s new institutions. FCI Hazelton, WV received a LEED “Gold” Rating, which was also a first for the BOP. Most recently, USP Yazoo City, MS received a LEED “Silver.” Future new prisons will be developed to reach a minimum level of “Silver.”

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

In addition to ESPCs, the BOP is also pursuing energy conservation and greening projects via non-traditional methods. After years of work at FCC Allenwood, the BOP signed a contract with Lycoming County to purchase electricity produced from landfill methane gas. The methane plant supplied FCC Allenwood with 21,411,097 kwh of renewable electric power, approximately 80% of the institution’s electric consumption. This project has increased county revenue, reduced greenhouse gas emissions and provided affordable electricity to the federal prisons.

In an effort to conserve energy system-wide, the BOP implemented an Energy Conservation Initiative in 2006. This initiative employs integrated design principles, optimization of energy performance and operational changes. As part of this initiative, the BOP reduced the consumption of electricity, natural gas, fuel oil, gasoline and water. This resulted in a 2 percent reduction in energy consumption over the fiscal year. Also, the BOP implemented additional water conservation initiatives in 2009 and 2012 to reduce water consumption throughout the system.

The BOP has a very ambitious recycling program. In FY 2012, the BOP diverted over twenty eight percent of its waste from landfills. The total landfill wastes poundage was 149,453,359 tons. Recycled poundage was 45,060,490 tons. Composted poundage was 13,089,566 tons. The BOP has implemented a Strategic Plan to achieve a fifty percent solid waste diversion by 2015. Data is now being collected each quarter from all sites to monitor progress. BOP has also developed a standardized position description for a recycling technician and encourages all institutions to implement a full time individual to improve recycling programs.

The BOP has four institutions that have various size bio-diesel operations. At these facilities, waste kitchen grease is converted into bio-diesel, and is used in vehicles and lawn equipment. The BOP anticipates this program will be expanded to most institutions over the next few years.

Water reduction challenges for the BOP continue to be a high priority. The current method of measuring for water reduction is gallons per square feet. It is difficult to achieve reductions in

water usage due to the increasing crowding in BOP facilities. The BOP continues the use of ESPCs and incorporates water conservation in every project.

II. Summary of Program Changes

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

<u>Item Name</u>	<u>Description</u>	<u>Pos.</u>	<u>FTE</u>	<u>Dollars</u> <u>(\$000)</u>	<u>Page</u>
Miscellaneous Program & Admin Reductions	Miscellaneous Program & Admin Reductions	0	0	-157,973	79
TOTAL		0	0	\$-157,973	

III. Appropriations Language and Analysis of Appropriations Language

Appropriation Language

The FY 2015 budget estimates include proposed changes in the appropriation language listed and explained below. *New language proposed for FY 2015 is italicized and underlined, and FY 2014 Enacted language proposed for deletion is bracketed.*

Federal Prison System

Salaries and Expenses

For necessary expenses of the Federal Prison System for the administration, operation, and maintenance of Federal penal and correctional institutions, and for the provision of technical assistance and advice on corrections related issues to foreign governments, [\$6,769,000,000] \$6,804,000,000: 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 \$5,400 shall be available for official reception and representation expenses: Provided further, That not to exceed \$50,000,000 shall remain available for necessary operations until September 30, [2015]2016: Provided further, That, of the amounts provided for contract confinement, not to exceed \$20,000,000 shall remain available until expended to make payments in advance for grants, contracts and reimbursable agreements, and other expenses: Provided further, That the Director of the Federal Prison System may accept donated property and services relating to the operation of the prison card program from a not-for-profit entity which has operated such program in the past, notwithstanding the fact that such not-for-profit entity furnishes services under contracts to the Federal Prison System relating to the operation of pre-release services, halfway houses, or other custodial facilities.(Department of Justice Appropriations Act, 2014.)

Analysis of Appropriation Language

No substantive language changes.

IV. Program Activity Justification

A. Inmate Care and Programs

Inmate Care and Programs	Direct Pos.	Estimate FTE	Amount (\$000's)
2013 Enacted with Rescissions and Sequestration	15,282	12,373	2,424,619
2014 Enacted	15,674	12,727	2,525,039
Adjustments to Base and Technical Adjustments			94,622
2015 Current Services	15,674	12,727	2,619,661
2015 Program Increases	0	0	0
2015 Program Offsets	0	0	-59,442
2015 Request	15,674	12,727	2,560,219
Total Change 2014-2015	0	0	35,180

1. Program Description: Inmate Care and Programs

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

This activity covers the cost of inmate food, medical care, institutional and release clothing, welfare services, transportation, gratuities, staff salaries (including salaries of 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 program needs. Regular and consistent interaction between inmates and staff provides better communication and understanding of inmate needs.

Medical Services (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 pre-sentenced inmates. New institutions are typically given two years after activation to obtain accreditation from the Joint Commission. Care Level I

institutions are not required to achieve or maintain this accreditation because they predominantly house 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. The majority of BOP medical staff are civil service clinical and support professionals, and the remaining staff are U.S. Public Health Service (USPHS) Commissions Corps Officers serving 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.
- Development of a medical treatment plan when indicated.

Episodic medical care is available through “sick call triage” on weekdays, and at all times when urgent care is needed. Medical personnel are either on-site or on-call to respond to inmate medical needs. Inmate experiencing medical emergencies that cannot be managed in a prison clinic are transported immediately to the nearest community hospital emergency department.

Chronic medical conditions are managed using evidence-based clinical practices to achieve the goals of slowing disease progression, reducing complications, promotion self-management, and maintaining inmates at a high level of functioning. Adequate control over these conditions prevents or limits acute exacerbations of illness requiring specialist intervention or hospitalization. Preventive health services are provided for identification of conditions which may be 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 Practice Guidelines. These guidelines are based on current, published recommendations from recognized authoritative organizations such as the Centers for Disease Control and Prevention (CDC), 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 these and other facility and physician services, each institution solicits comprehensive medical

contracts, which include facility and physician services, based on the 1) prevailing Operating Federal Medicare rate for the applicable geographic area for inpatient facility services, and 2) prevailing Medicare fee schedule amounts for the geographic area for outpatient services and physician services. Vendors 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 United States Medical Center for Federal Prisoners (USMCFP) Springfield, MO; the Federal Medical Center (FMC) Butner, NC; FMC Rochester, MN; FMC Lexington, KY; and FMC Devens, MA, treat male inmates, while FMC Carswell, TX, 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.
- Ambulatory care services for work cadre inmates.
- Surgical services.
- Prosthetics and orthotics.
- Management of long-term ventilator dependent patients.
- Care for long-term chronically ill and medically “fragile” inmates.
- Hospice care.

In addition to the six MRCs, Federal Correctional Institution (FCI) Fort Worth, TX, added a 40-bed, long-term care unit that will improve the agency’s ability to manage the increasing numbers of inmates needing this level of 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. Capital equipment maintenance and replacement is also a concern at the non-MRC institutions. Each is equipped with an x-ray machine, along with various pieces of medical/dental equipment to support the designated medical mission. Items such as dental radiography equipment, dental chairs and support infrastructure, defibrillators, medication dispensing cabinets, and laboratory equipment, must be maintained in perfect working order to prevent medical errors and harm to patient and equipment operators.

Increasing numbers of federal inmates require medical care, primarily as a result of the 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 pre-incarceration 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 abuse (e.g., kidney failure, liver failure), mental illness (e.g., schizophrenia and personality disorder), and a variety of respiratory conditions secondary to smoking are also prevalent.

In July 2010, the Obama Administration released the National HIV/AIDS Strategy for the United States, the nation's first comprehensive plan for responding to the domestic HIV epidemic. The President designated the DOJ as one of six executive agencies responsible for implementing the Strategy at the federal level. DOJ and the BOP have produced an operational plan and responsibility for taking steps to achieve the goals of the Strategy. The plan has been dispersed across the Department with responsibility for implementing BOP's requirements delegated to the Director of the BOP. The Strategy focuses on three overarching goals: reducing the number of new HIV infections, increasing access to care for people living with HIV, and reducing HIV-related health disparities.

HIV infection has remained stable at approximately one percent of the inmate population and these individuals are living longer both in prison and in the community due to the availability of expensive, medication regimens.

For the past several years, the incidence of chronic hepatitis C (HCV) has remained stable at approximately seven percent of the population. However, we are concerned that infectious disease experts are predicting HCV drug treatment options will grow exponentially in the coming years. More patients will be candidates for treatment and drug regimens will become more and more expensive. As treatment indications broaden in the future and multidrug regimens become the standard of care, the drug costs for managing HCV will grow significantly. Currently, the BOP has over 11,000 inmates with HCV, most of which have not been treated. It currently costs approximately \$6,600 for a standard 48-week treatment regimen. Additionally, the BOP spends approximately \$4 million for HCV testing alone. In May 2011, the FDA approved two new medications in a new class of HCV drugs called HCV protease inhibitors. The new treatment regimen is indicated for the most common HCV genotype in America, genotype 1, and involves triple therapy with one of these new drugs plus the standard combination of pegylated interferon and ribavirin. These newer agents are very expensive and could add \$20,000 to \$40,000 to the cost of treating one patient. HSD is actively developing a strategy for implementation of this new approach to treatment.

In 2012, HSD revised its HCV Clinical Practice Guideline to include guidance on the use of these newer medications which now are considered the standard treatment regimen in combination with pegylated interferon and ribavirin for genotype 1. Extensive education was given to clinical providers in the BOP and a group of Clinical Pharmacy Consultants with expertise in the management of hepatitis was convened. These consultants support the treating clinicians in their efforts to use these newer agents, and also monitor treatment to optimize patient outcomes. The FDA approved two new agents at the end of 2013. HSD staff are following this closely and are preparing to incorporate these newer agents into the pharmaceutical options available to federal inmates, as clinically indicated. In the rapidly developing pharmaceutical arsenal for the treatment of HCV, it is likely that at least two additional medications will become available in 2014, potentially adding to the cost and complexity, as well as the efficacy of HCV treatment.

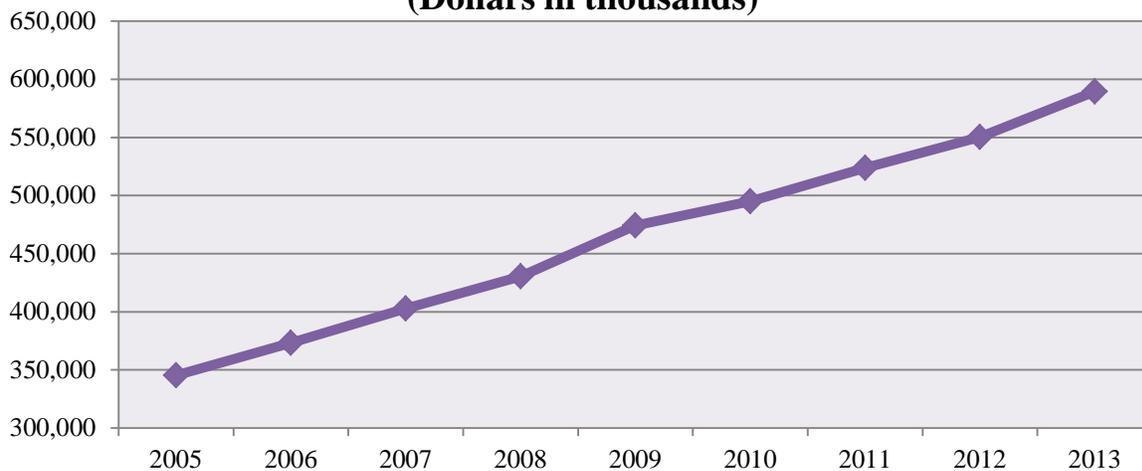
The demand and need for long-term care (LTC) beds is increasing. Options to accommodate this increased need are being explored. FCI Fort Worth, TX, has added 40 long-term care beds which are completely filled with LTC patients. USMCFP Springfield, MO, is in the process of increasing their LTC bed capacity with an additional 72 beds by converting one unit into a LTC unit. To meet certain Joint Commission requirements, these beds are being activated incrementally starting in June 2013 with anticipated full activation by spring to summer 2014. In addition, the demand and need for sub-acute care requiring 24-hour medical staffing is also increasing. Options to develop an additional short-stay unit similar to those at FCI Terminal Island, CA, and FCI Fort Worth, TX, are being explored.

While incarcerated in the federal prison system, some inmates develop terminal or severely debilitating conditions that are chronic or progressive. The medical criteria for Reduction In Sentence (RIS; AKA compassionate release) consideration was revised this year to include a life expectancy less than 18 months, rather than the previous criteria of 12 months, and the process was modified to increase efficiency of processing these requests. Educational sessions were conducted to train staff on RIS criteria and procedures.

Inmates released from secure facilities or camps to residential reentry centers (RRCs) 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 RRCs are located in an attempt to obtain cost-efficiencies where they exist.

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. The following graph illustrates the increasing obligations for actual non-salary medical costs incurred in FY 2013.

**Actual Inmate Medical Costs
(Dollars in thousands)**



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

1. **Telehealth.** Telehealth utilizes the BOP's videoconferencing capabilities through the Wide Area Network (WAN) to exchange health information and provide health care services. Since 2000, all institutions were provided funding for telehealth capabilities through WAN. Newly activating facilities are equipped with the technology and devices necessary to conduct telehealth. This equipment has a limited life cycle as well, and using base funding, institutions are responsible for maintenance, repair, or replacement as units expire. Telehealth provides access to clinical and consultative services predominately in psychiatry. Although telehealth 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. Telehealth is also being explored as a means of providing chronic care clinical encounters at institutions where there are shortages of staff physicians.

A teledermatology program has been developed and was implemented during FY 2013. This program involves a full time BOP/PHS board certified dermatologist providing asynchronous consultations on BOP inmates housed at various BOP facilities across the nation. This service reduces outside trips and medical costs associated with dermatologic services.

2. **Teleradiology.** Since 2004, the BOP has been actively involved in using teleradiology interpretation services through agreements with federally affiliated radiologists. There are 99 institutions participating in this initiative to date. 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 turnaround times previously experienced when films were mailed to providers for interpretation, and allows providers to initiate treatment timely. 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. **Health Information Technologies.** The BOP is committed to the ongoing development and deployment of health information technology systems in compliance with standards issued by the Office of the National Coordinator (ONC) for Health Information Technology. Ongoing funding is required annually for the health informatics development. BOP-wide deployment of a base electronic medical record (EMR) was completed in FY 2008. The EMR includes the components of the traditional health record, plus a closed loop medication order entry, administration, and distribution system. The EMR will utilize secure wireless technology to bring healthcare documentation to the patient's bedside on nursing care units and any other area in our facilities where care is provided (i.e., special housing units). The BOP will integrate a Laboratory Information System with the EMR, continue to refine processes, and add ancillary documentation

components in compliance with ONC standards. The BOP will work to utilize health information exchange opportunities to both make provision of healthcare for the incarcerated more efficient and assist offenders with transition back to society. The BOP has a goal to use the data 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. By quantifying the underlying disease states present in the population, we can effectively target treatments and programs to meet those needs and reduce risk for the patient and the BOP.

4. ***Levels of Care.*** The purpose of the inmate Medical Classification System is to identify inmate health care needs (medical and mental health) 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 is created for each inmate based on their need for health care at the time of their initial designation. Two SENTRY assignments are made, one based on the inmate's medical needs and one based on the inmate's mental health needs. Utilizing these assignments, the inmate is designated to an institution with the appropriate health care resources. Health Services and Psychology Services staff will update these assignments whenever an inmate's medical or mental health condition changes. Currently, HSD is able to effectively manage the designations of inmates with specific medical conditions. As the BOP inmate population increases, there has been a concomitant and steady increase in the number of inmates with Care Level 3 conditions. To accommodate the growing numbers of Care Level 3 inmates, three institutions have been identified to initiate Care Level 3 missions, one of which successfully activated that mission in both a medium and high security facility in 2013. Efforts are ongoing to activate the Care 3 mission at the other two facilities. At this time, the BOP is working with staff from other federal agencies to develop an electronic data exchange of medical information collected during the pre-sentence period to effectively identify inmates with significant medical needs and plan for placement.
5. ***Medical Claims 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. It was not feasible for BOP to keep its staff trained as experts due to continuous changes in the medical regulatory environment 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. Currently, the medical claim adjudication service is implemented at 30 BOP facilities. The initial contract for these services expires January 31, 2014; an interim six-month contract was awarded through July 31, 2014. The BOP is currently pursuing solicitation of another five-year contract. The service is anticipated to increase the accuracy of payments for medical services provided via contractual agreements along with the goal of implementing at all BOP facilities before the expiration of the new contract.
6. ***Utilization Review (UR).*** It is the BOP's policy that every institution has 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 HSD purchased a software-based clinical decision criteria system in FY 2006. Since FY 2010, 12 regional reviewers provide primary review of consults using this software. The goal is to provide standardized review and approval or denial of requested services. Two Utilization Review nurse consultants support the MRCs in their specialized mission and assist with optimal utilization of resources. Efforts are underway to develop a medical bed management tool and process that will optimize use of Care 4 beds that are staffed by nurses 24 hours each day.

7. ***Catastrophic Case Management.*** The BOP developed a process to monitor and track the length of hospital stay and associated costs of an inmate in catastrophic cases. 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 clinical-fiscal case management strategy has been adopted by all regions as of FY 2012.
8. ***Airborne/Communicable 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 Center for Disease Control and Prevention (CDC) criteria outlined in the guidance posted on the BOP Sallyport. AII rooms provide the BOP with the ability to effectively contain airborne and communicable diseases such as tuberculosis, varicella (chicken pox), measles, and potential pandemic illnesses (e.g., Avian flu), in the correctional setting. Since 1999, all new facilities are designed and built to meet these guidelines. HSD 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.*** The Business Practices Subcommittee of the HSD National Governing Board is working on the feasibility of national or regional contracting options for medical services for inmates at Residential Reentry Centers. If the committee determines this initiative benefits the agency as a cost-avoidance practice, procurement action will be initiated.

Food Service

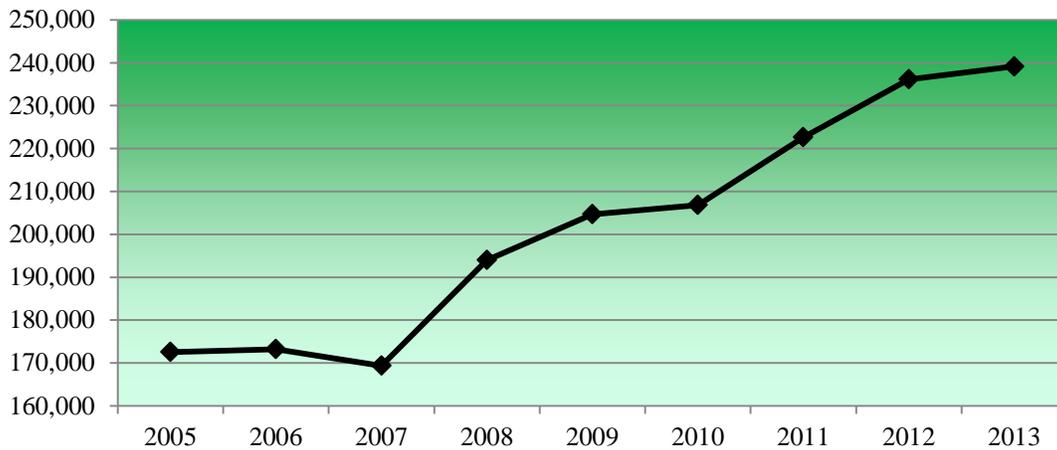


The BOP provides daily meals with consideration to the Dietary Reference Intakes (DRIs) for groups published by the Food and Nutrition Board of the National Academy of Sciences, for identified macro and micronutrients. Meal preparation is accomplished primarily by inmate workers (about 12 percent of the population) under the supervision of staff. Food preparation and recipe and menu management, are maintained by the use of a standardized national menu and a computerized Food Service management software system. USP Lompoc, CA, and FCI El Reno,

OK, utilizes 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.

During FY 2014, the BOP estimates serving nearly 194 million meals, which is nearly 531,000 meals per day and over 3.7 million meals per week. Despite cost-containment measures, the annual costs have risen due to the growing inmate population and inflationary factors. The following graph illustrates the increasing obligations for actual non-salary food costs, with nearly \$240 million incurred in FY 2013.

Actual Inmate Food Costs
(Dollars in thousands)



Education and Occupational Training



Inmate education programs include literacy, English-as-a-Second Language (ESL), occupational education, advanced occupational education (AOE), parenting, release preparation courses, and a wide-range of adult continuing, wellness, and structured and unstructured leisure time activities. Education programming provides inmates with an opportunity to learn the functional skills that support their reintegration into the community. At the end of the FY 2013, 34 percent of the designated inmate population was enrolled in one of

more education/recreation program. BOP's Office of Research² 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 35 to 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. Since the implementation of these acts in November 1997, the demand for literacy program instruction has increased. In FY 2013, 6,991 inmates attained the GED credential. 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. Release preparation courses familiarize inmates with current employer recruitment procedures and the expectations of potential employers. Offerings include pre-employment training for successful job interviews, resume preparation, filling out job applications, and mock job fairs.

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



The BOP's Post Release Employment Study demonstrates that occupational training programs decrease recidivism. Studies show that inmates who participate in these programs are 33 percent less likely to recidivate³. Federal inmates can choose a vocation, through instruction, work experiences,

² Prison Education Program Participation and Recidivism: A Test of the Normalization Hypothesis (1995).

³ The Differential Effect of Industries and Vocational Training on Postrelease Outcomes for Ethnic and Racial Groups: Research Note. Corrections Management Quarterly, 5(4), 17-24. W. Saylor and G. Gaes (2001).

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.

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. In addition, BOP psychologists have traditionally provided the courts, parole officials, and prison administrators with comprehensive psychological evaluations of offenders.

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

Drug Abuse Treatment

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

The Violent Crime Control and Law Enforcement Act (VCCLEA) of 1994 requires the BOP, subject to the availability of appropriations, to provide appropriate substance abuse treatment for 100 percent of inmates who have a diagnosis for substance abuse or dependence and who volunteer for treatment. In FY 2013 the BOP was able to provide appropriate substance abuse treatment for 100 percent of eligible inmates (15,891.)

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

Drug Abuse Education. Participants in the Drug Abuse Education course receive factual information on the relationship between drug use and crime--the impact the substance abuse has on the inmate psychologically, biologically and socially, while also motivating inmates to volunteer for the appropriate drug abuse treatment programs. In FY 2013 over 29,000 inmates participated in Drug Abuse Education.

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

A second purpose of the program is to provide those offenders who have a moderate to severe drug abuse problem with supportive program opportunities during the time they are waiting to enter the RDAP, or for those who have little time remaining on their sentence and are preparing to return to the community. In FY 2013 more than 19,000 inmates participated in Nonresidential Drug Abuse Treatment.

Residential Drug Abuse Treatment. More than half of the BOP's facilities operate the Residential Drug Abuse Program (RDAP). RDAP programs are located in a separate unit, away from the general population. The RDAP is based on Cognitive Behavioral Therapy (CBT), wrapped into a modified therapeutic community model of treatment. CBT and therapeutic communities are proven-effective treatment models with inmate populations. In FY 2013 over 15,000 inmates participated in Residential Drug Abuse Treatment.

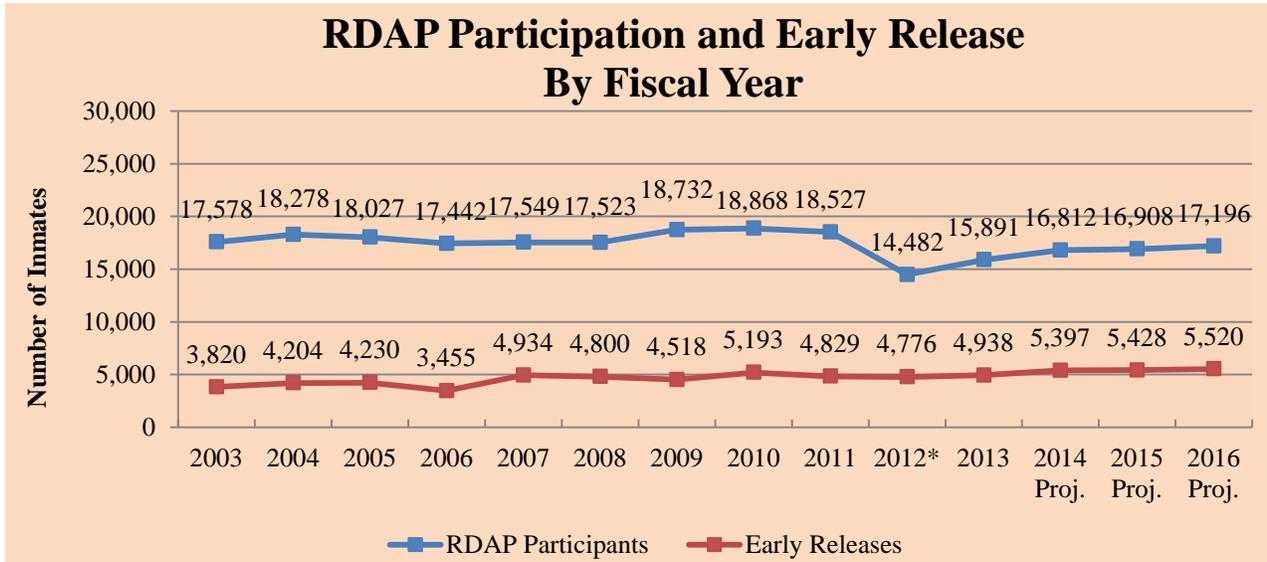
In coordination with the National Institute on Drug Abuse, the BOP conducted a rigorous three year outcome study of the residential drug abuse treatment program beginning in 1991. The results indicated that male participants are 16 percent less likely to recidivate and 15 percent less likely to relapse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

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

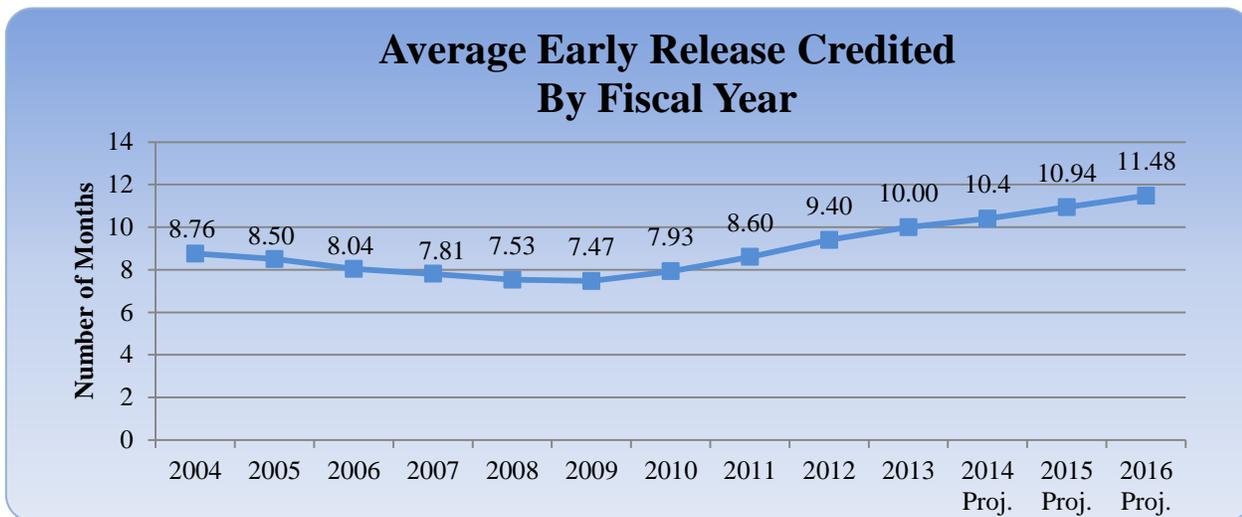
Community Treatment Services (formerly Community Follow-up Treatment) The Community Treatment Services Program (CTS) is the premier reentry effort of the Psychology Services Branch. CTS was formerly known as Transitional Drug Abuse Treatment (TDAT). CTS provides a comprehensive network of over 260 contracted community-based treatment providers serving an average of over 19,000 inmates annually, consistent with the inmate skills development initiative of the National Reentry Affairs Branch. In addition to providing transitional services to residential drug abuse program (RDAP) participants, services have expanded to include treatment for the mentally ill and sex offenders. Moreover, needed services such as crisis intervention counseling for situational depression, grief/loss, adjustment issues, anxiety, and/or enhanced treatment services for non-RDAP inmates who remain at the Residential Reentry Center (RRC) after receiving a drug/alcohol related incident are also provided as appropriate and available. These services are provided to inmates placed in RRCs or on home confinement. The network of professionals consists of licensed individuals (e.g. certified addictions counselors, psychologists, psychiatrists, social workers, professional

counselors, medical doctors, certified sex offender therapists, etc.) and specialized agencies resulting in a variety of services available in the community.

The following charts show participation and early release information:



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



Residential Drug Abuse Treatment Programs and Locations (89):

NORTHEAST REGION	FCI Petersburg - M (VA)	FCI Oxford (WI)
FCI Allenwood –L (PA)	FCI Petersburg - L (VA)	FPC Pekin (IL)
FCI Allenwood – M (PA)		FCI Sandstone (MN)
FCI Berlin (NH)	SOUTHEAST REGION	MCFP Springfield (MO)
USP Canaan (PA)	FCI Coleman –L (FL)	FCI Terre Haute (IN)
FCI Danbury (CT)	USP Coleman II (FL)	FCI Waseca (MN)
FCI Elkton (OH)	FPC Edgefield (SC)	FPC Yankton 1 (SD)
FCI Fairton (NJ)	FSL Jesup (GA)	FPC Yankton 2 (SD)
FCI Fort Dix 1 (NJ)	FCI Marianna (FL)	
FCI Fort Dix 2 (NJ)	FCI Miami (FL)	
FPC Lewisburg (PA)	FPC Miami (FL)	
FPC McKean (PA)	FPC Montgomery 1 (AL)	
FCI Schuylkill (PA)	FPC Montgomery 2 (AL)	
	FPC Pensacola (FL)	
MID-ATLANTIC REGION	FPC Talladega (AL)	SOUTH CENTRAL
FPC Alderson 1 (WV)	FCI Tallahassee (FL)	REGION
FPC Alderson 2 (WV)	FCI Yazoo City (MS)	FCI Bastrop (TX)
FPC Beckley (WV)		FPC Beaumont (TX)
FCI Beckley (WV)		FCI Beaumont – L (TX)
USP Big Sandy (KY)	NORTH CENTRAL	FCI Beaumont – M (TX)
FCI Butner 1 (NC)	REGION	USP Beaumont (TX)
FCI Butner 2 (NC)	FPC Duluth (MN)	FPC Bryan (TX)
FCI Cumberland (MD)	FCI Englewood (CO)	FMC Carswell 1 (TX)
FPC Cumberland (MD)	FPC Florence (CO)	FMC Carswell 2 (TX)
SFF Hazelton (WV)	FCI Florence (CO)	FCI El Reno (OK)
FMC Lexington 1 (KY)	FPC Greenville (IL)	FCI Fort Worth 1 (TX)
FMC Lexington 2 (KY)	FCI Leavenworth (KS)	FCI Fort Worth 2 (TX)
FCI Memphis (TN)	FPC Leavenworth (KS)	FCI Forrest City (AR)
FCI Morgantown 1 (WV)	USP Marion (IL)	FPC Forrest City (AR)
FCI Morgantown 2 (WV)	FCI Milan (MI)	FCI La Tuna (TX)

FCI Seagoville 1 (TX)	FCI Herlong, (CA)	FPC Sheridan 2 (OR)
FCI Seagoville 2 (TX)	FPC Lompoc (CA)	FCI Terminal Island 1 (CA)
FPC Texarkana (TX)	FCI Phoenix (AZ)	FCI Terminal Island 2 (CA)
	FPC Phoenix (AZ)	
WESTERN REGION	FCI Safford (AZ)	Contract Facility
FCI Dublin (CA)	FCI Sheridan (OR)	Rivers CI (NC)
FPC Dublin (CA)	FPC Sheridan 1 (OR)	

Additional Residential Psychology Treatment Programs

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

The BRAVE Program. The BOP Rehabilitation and Values Enhancement (BRAVE) Program, a program for young offenders serving lengthy sentences, addresses institutional adjustment, antisocial attitudes and behaviors, and motivation to change. Currently the BRAVE program is located at FCI Beckley. A new Brave program will be added at FCI Victorville medium in FY 2014.

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

- CHALLENGE PROGRAM LOCATIONS

 - USP ALLENWOOD, PA
 - USP ATWATER, CA
 - USP BEAUMONT, TX
 - USP BIG SANDY, KY
 - USP CANAAN, PA
 - USP COLEMAN I, FL
 - USP COLEMAN II, FL
 - USP HAZELTON, WV
 - USP LEE, VA
 - USP MCCREARY, KY
 - USP POLLOCK, LA
 - USP TERRE HAUTE, IN
 - USP TUCSON, AZ

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

- **Mental Health Step Down Units.** Mental Health Step Down Units provide intensive treatment for inmates releasing from psychiatric hospitalization and may also function to

intervene before an inmate requires hospitalization. These residential programs are located at FCI Butner (males) and USP Atlanta (males).

- **The Skills Program.** The Skills Program is designed for inmates with significant cognitive limitations and psychological difficulties that create adaptive problems in prison and in the community. This residential program is located at FCI Coleman.
- **The STAGES Program.** The Steps Toward Awareness, Growth, and Emotional Strength Program is designed to treat male inmates who have a diagnosis of Borderline Personality Disorder and have a history of behavioral problems and/or self-harm. This newly implemented residential program is located at FCI Terre Haute.
- **The Resolve Program.** The Resolve Program is a non-residential trauma treatment program for female inmates. The program was developed to address the needs of female inmates with trauma-related mental illnesses, e.g., post-traumatic stress disorder. This program is located in BOP's female institutions.

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

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

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

To date, 642 inmates have completed a Sex Offender Treatment Program. 424 are currently participating in treatment, and 2,106 are awaiting placement in treatment.

Commitment and Treatment Program (CTP): The Adam Walsh Child Protection and Safety Act requires the BOP, Sex Offender Certification Review Branch, to review releasing sex offenders for possible certification as sexually dangerous persons. The BOP has designated FCI Butner as the facility where certified, post-sentence persons and civilly committed sex offenders

will be transferred for treatment. Presently, there are 35 civilly committed sex offenders in the CTP, of these 23 are participating in the treatment program.

Religious Services

Chaplains

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

Volunteers and Contractors

Volunteers and contractors participate with Chaplains in the facilitation of these programs. Prior to any service rendered, religious volunteers and contractors have credentials verified and are screened through a national volunteer/contractor database to enhance institutional security. All religious volunteers and contractors are monitored consistent with their security clearance.

Religious Diet

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

Life Connections and Threshold Programs

The Life Connections and Threshold Programs offer inmate participants the opportunity to improve critical areas of their life within the context of their personal faith or value system. Both programs are open to inmates of all faith persuasions, including those who do not claim a religious preference, and who meet the participation criteria. Currently, under the review process, policy has been developed to provide guidance on the programs, including the utilization of mentors.

Life Connections

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 December 18, 2013, there were 2,068 inmates who have successfully completed the program and 476 inmates actively participating in the program. The LCP provides opportunities for the development of the participating inmates' faith commitment, with a goal of providing the necessary life skills and tools for successful reentry. The LCP consists of an intensive, multi-phase program which instills values and character through a curriculum of personal, social and moral development. Two phases of mentoring-incarceration and post-incarceration- are provided to LCP inmates.

In support of the Second Chance Act and as of December 18, 2013, the LCP has integrated 2,670 individual mentors into mentoring relationships with inmates in the program. In addition, as of December 18, 2013, the LCP involved 2,723 community/faith-based organizations to empower successful reentry into the community. The program has been implemented in institutions of various security levels and regions throughout the BOP. The program is being carried out in partnership with a broad spectrum of faith-based and community organizations.

Threshold

Reentry preparation for inmates not eligible for the residential LCP is offered through the Threshold program. Threshold is a non-residential spiritual and values-based program taught by Chaplains and volunteers over a six to nine month time period. This program is designed to strengthen inmate's institutional adjustment and community reentry efforts. Currently, eighty institutions are offering Threshold in FY 2014. The Life Connections and Threshold Reentry training course at the National Corrections Academy is held on an annual basis for Chaplains, Religious Services staff and Mentor Coordinators.

Inmate Transition Branch (ITB)

Since its inception in 1996, the Inmate Transition Branch's mission has been to strengthen existing BOP post release programs and to support new reentry initiatives that will enhance the post release employment of federal prisoners, including the use of community, staff, and inmate volunteers.

The ITB pioneered the design for mock job fairs in federal prisons nationwide and initiated the concept of the Career Resource Centers at each institution. The ITB also helped to fund many of the reentry resources needed by inmates to help them prepare for their successful return to society.

In FY2013, the BOP conducted 153 mock job fairs in 119 institutions. A total of 5,280 inmates participated in these events at all six regions. Moreover, a total of 357 incarcerated veterans also participated in these reentry programs nationwide.

PERFORMANCE AND RESOURCES TABLE

Decision Unit: Inmate Care and Programs												
RESOURCES			Target		Actual		Projected		Changes		Requested (Total)	
			FY 2013		FY 2013		FY 2014		Current Services Adjustments and FY 2015 Program Changes		FY 2015 Request	
Total Costs and FTE			FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000
			35,896	6,349,248	35,896	6,349,248	37,172	6,769,000	0	35,000	37,172	6,804,000
TYPE	STRATEGIC OBJECTIVE	PERFORMANCE	FY 2013		FY 2013		FY 2014		Current Services Adjustments and FY 2015 Program Changes		FY 2015 Request	
Program Activity	3.3	Inmate Care and Programs	FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000
			12,373	2,424,619	12,373	2,424,619	12,727	2,525,039	0	35,180	12,727	2,560,219
Performance Measure	3.3	# of Inmates Completing Literacy Program	6,580		6,991		6,580		132		6,712	
Performance Measure	3.4	# of Inmates Participating in the Residential Drug Abuse Treatment Program	16,044		15,891		16,812		96		16,908	

Data Definition: Currently, this measure identifies the number of inmates receiving a certificate for completing the General Educational Development (GED) program. The GED Tests measure high school level skills and knowledge. The GED credential is the most widely accepted high school equivalency credential. It offers adults, who did not complete traditional high school, an improved opportunity to pursue education and career opportunities when released to the community. Alternative literacy programs, aimed at better serving inmates with unique educational needs, will be implemented in the future. Completions for these alternative programs will be incorporated into the literacy performance measure. Residential Drug Abuse Program (RDAP) - data reported is the actual number of BOP inmates who participated in the RDAP within the Fiscal Year.

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

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

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

PERFORMANCE MEASURE TABLE										
Decision Unit: Inmate Care and Programs										
Strategic Objective	Performance Report and Performance Plan Targets		FY 2009	FY 2010	FY 2011	FY 2012	FY 2013		FY 2014	FY 2015
			Actual	Actual	Actual	Actual	Target	Actual	Target	Target
3.3	Performance Measure	Increase the # of Inmates Completing Literacy Program	5,981	6,014	6,580	5,902	6,580	6,991	6,580	6,712
3.4	Performance Measure	# of Inmates Participating in the Residential Drug Abuse Program	18,732	18,868	18,527	14,482	16,044	15,891	16,812	16,908

2. Performance, Resources, and Strategies

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

a. Performance Plan and Report for Outcomes

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

Alternative literacy programs, aimed at better serving inmates with unique educational needs, will be implemented in the future. Completions for these alternative programs will be incorporated into the literacy performance measure. BOP exceeded its target in FY 2013 with 6,991 GED completions. For FY 2014 the target remains at 6,580 completions and for FY 2015 the target is 6,712. As of October 31, 2013, there were 528 GED completions. We anticipate meeting the FY 2014 goal of 6,580. In January 2014, a new version of the GED Tests has been released. The 2014 version of the GED Tests will have modified content, and the delivery method will change from paper-based to computer-based. In FY 2013, the BOP converted six institutions to computer-based testing centers. This effort will continue in calendar year 2014. Until our entire agency is able to convert all institutions from paper-based to computer-based, the BOP will continue to use the 2002 series (paper-based) GED Tests in calendar year 2014. Training (for staff and inmates) on the content changes and the computer-based delivery method will occur in FY 2014.

In September 2013, the BOP awarded a contract and developed training titled, "2014 GED Teacher Development Training." This training focuses on the content changes of the GED tests, computer-based testing environment, and the four subtests of the new GED tests. This training will be available to Supervisors of Education and Literacy Instructors. The BOP also awarded a contract to develop drill and practice lesson plans on the computer skills needed to take and pass the new GED tests in English and Spanish.

The number of inmates participating in the residential drug abuse treatment program (RDAP) during FY 2013 was 15,891. The fiscal year results are 153 less than projected. The RDAP target was missed due to late enactment of the budget which caused a delay in implementing some of the new programs. New RDAPs are "phased in" over a 9 month period. For this reason, the full impact of the FY 2013 program expansion will not be realized until 2014, which is when all of the new programs will be at 100% of capacity. Resources received in the FY 2014 budget are vital to allow expansion of drug treatment capacity, and will help BOP reach the goal of providing 12 months sentence credits to all eligible inmates. Therefore, with the increase in the FY 2014 budget the target for FY 2014 is 16,812 and 16,908 anticipated for FY 2015.

b. Strategies to Accomplish Outcomes

In 2003, the Bureau introduced the groundbreaking reentry strategy known as the Inmate Skills Development Initiative. Since that time, there have been significant advances in research related to effective reentry programs. The BOP has begun work to incorporate these research findings into its revised reentry strategy. The creation of the Reentry Services Division (RSD) is a critical step for the agency to focus efforts on evidence based programs that use cost-efficient treatment plans, and are proven to increase individuals' likelihood of making a successful transition back to the community.

As the revised reentry strategy is developed, the BOP will begin the process of discontinuing the Inmate Skills Development System (ISDS). The revised reentry strategy will be based on BOP's longstanding history of effectively classifying and treating inmates in our custody.

The revised strategy will emphasize the following key elements:

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

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

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

The BOP awarded a contract and developed a remedial GED curriculum. The procurement to develop the updated lesson plans was completed in September 2012. In the summer of 2010, the BOP's Executive Staff approved a plan (developed by the Central Office Education Branch and six Regional Education Administrators) to fill a limited number of Education vacancies (institution). The plan was designed to specifically support the GED program. As of January 16, 2014, 79 of the 83 positions had been filled.

Drug Abuse Treatment

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

In response to the rapid growth of federal inmates with a diagnoses of a drug use disorder (40 percent of inmates entering the BOP), the BOP continues to develop evidence based treatment practices to manage and treat drug-using offenders. The BOP's strategy includes early identification through a psychology

screening, drug education, non-residential drug abuse treatment, intensive residential drug abuse treatment and community transition treatment, as discussed earlier.

c. Priority Goals

N/A

B. Institution Security and Administration

Institution Security and Administration	Direct Pos.	Estimate FTE	Amount (\$000's)
2013 Enacted with Rescissions and Sequestration	24,852	22,269	2,717,938
2014 Enacted	25,738	23,191	2,966,364
Adjustments to Base and Technical Adjustments	0	0	89,381
2015 Current Services	25,738	23,191	3,055,745
2015 Program Increases	0	0	0
2015 Program Offsets	0	0	-69,337
2015 Request	25,738	23,191	2,986,408
Total Change 2014-2015	0	0	20,044

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 and/or armed mobile perimeter patrols. There is also razor wire strung between a double fence with high mast lighting to illuminate the perimeter, and highly technical equipment such as alarm systems, and video surveillance. Entrances through the perimeter are controlled by a series of gates, electrical and manual, supplemented by metal detection systems and search procedures for weapon and contraband control. BOP has fully incorporated Closed Circuit Television technology in its 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.

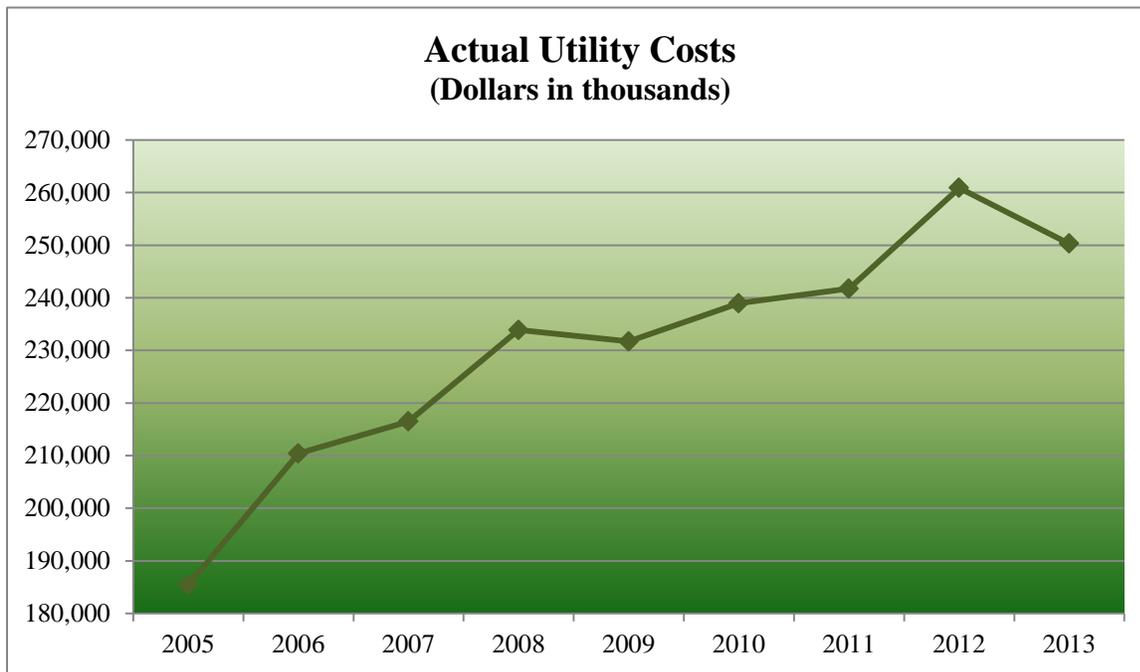
Violations of institution regulations are dealt with through the Inmate Disciplinary Process. Correctional staff members conduct investigations of the alleged misconduct and forward the findings to the Unit Discipline Committee. Depending on the seriousness of the charge, the Unit Discipline Committee 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-five of the BOP facilities are over 50 years old. As of January, 2014, BOP facilities are situated on 47 thousand acres of land and contain approximately 64 million square feet of floor area, all of which must be maintained and furnished with utility services. Each institution maintains communication systems including complete private automatic branch exchange telephone systems, radio systems including base station and mobile units, and several electronic detection and control systems.

Complex heating and air conditioning systems, high pressure steam power plants, sophisticated hospital equipment, emergency electrical power systems and fire protection, and life safety systems all require regular maintenance. The following graph illustrates the obligations for actual non-salary utility costs, with about \$250 million incurred in FY 2013.



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 Introduction to Correctional Techniques (ICT) program is a five-week program for a total of 159 hours of instruction that is taught in two phases. Phase I consists of two-weeks of training at the institution and Phase II consists of a three-week training program at the STA.

The STA oversees the curriculum development and administration of the two-week (56 hours) ICT, Phase I, course provided at all institutions for new employees prior to attending the ICT, Phase II course at the STA. The ICT, Phase II, is a three-week (104 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. In FY 2013, 2,143 new employees participated in 48 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. The STA also provides advanced correctional training for Marksman/Observer and Witness Security Escort. The majority of the advanced training programs are conducted at BOP institutions resulting in substantial cost avoidance in training costs.

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

The MSTC (part of the National Corrections Academy along with the National Institute of Corrections) serves as host to large scale training events for most BOP disciplines as well as a focal point for collaboration in training development and delivery with other DOJ agencies. In late FY 2013, the BOP's Museum was moved to the National Corrections Academy, under the direction of the MSTC, to increase its availability to over 8,000 state, local, and federal correctional professionals that come to the NCA/MSTC annually.

To maximize the use of training funds, the MSTC provides several alternatives to residential courses that include staff assist visits, off-site instruction, Distance Learning programs via web-based courses on BOP-Learn, Centra sessions, videoconferencing, and satellite broadcasts. eZ.exam, a computer based testing system, is used to administer testing, Institution Character Profiles, staff surveys, and custom reporting which provides regional and institutional staff with efficiencies to evaluate instruction, analyze detail reports, and obtain real-time data that can be used to improve processes and training. With the addition of various new technologies, the MSTC has improved capabilities in audiovisual services, video on demand, versatile classroom configurations, high-definition videoconferencing, and state-of-the-art classroom technologies.

The Human Resource Service Center (HRSC) located in Grand Prairie, Texas, is comprised of four components: Consolidated Processing Unit (CPU), Consolidated Benefits Unit (CBU), the Consolidated Staffing Unit (CSU) and the Security Information Background Section (SBIS).

- *The Consolidated Benefits Unit (CBU)* is responsible for processing applications for retirements (voluntary, mandatory, disability, and death); Federal service career deposits/re-deposits; military deposits; projected annuity calculations for retirement planning; and verifying each employee's creditable service date. The CBU also provides advice on a wide variety of benefits to include health insurance, life insurance, long term health care, flexible spending accounts, and the Thrift Savings Plan.

- *The Consolidated Processing Unit (CPU)* processes payroll and personnel transactions; sets pay; receives and processes court orders; maintains electronic Official Personnel Files (eOPF), performance, and payroll files; responds to inquiries from Human Resources Offices, staff, and third parties regarding payroll/personnel transactions, personnel documents, and files; and is the BOP's primary liaison with the Department of Justice, National Finance Center, and auditors on matters related payroll/personnel processing and time and attendance. The CPU oversees and provides guidance for the time and attendance program. Time and attendance for the BOP is complicated due to institutions employing both general schedule and wage schedule employees and having various shifts providing 24 hour coverage. Many of the shifts include pay for night differential and Sunday premium pay. In addition, the CPU maintains approximately 38,000 eOPFs as a result of the Office of Personnel Management (OPM) e-Government initiative Enterprise Human Resource Integration (EHRI).
- *The Consolidated Staffing Unit (CSU)* develops and operates a nationwide staffing program for processing job applications; manages a nationwide Delegated Examining certification program to assist field locations in staffing their positions by providing timely services to job applicants and all BOP facilities; and maintains responsibility for processing and announcing all merit promotion vacancy announcements. An Internet-based application processing and referral system (BOP-Careers) has been implemented which allows applicants to apply for positions online under merit promotion or Delegated Examining competitive examinations. The CSU is operating a nationwide staffing program (BOP-Hires) for processing job applications for the following professions: Correctional Officer, Clinical Psychologist, Registered Nurse, Nurse Practitioner, Physician Assistant, Medical Officer, and Dental Officer.
- *The Security and Background Investigation Section (SBIS)* serves as the BOP's Personnel Security office receiving background investigations from OPM. Background investigations are initiated on all new staff at the hiring location, conducted by OPM, and then sent to SBIS for adjudication. In addition to receipt of investigations, SBIS initiates all required five year re-investigations for current employees. The SBIS is also responsible for policy requirements in pre-employment procedures and contractor security.

2. Performance and Resource Tables

PERFORMANCE AND RESOURCES TABLE												
Decision Unit: Institution Security and Administration												
RESOURCES			Target		Actual		Projected		Changes		Requested (Total)	
			FY 2013		FY 2013		FY 2014		Current Services Adjustments and FY 2015 Program Changes		FY 2015 Request	
Total Costs and FTE			FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000
			35,896	6,349,248	35,896	6,349,248	37,172	6,769,000	0	35,000	37,172	6,804,000
TYPE	STRATEGIC OBJECTIVE	PERFORMANCE	FY 2013		FY 2013		FY 2014		Current Services Adjustments and FY 2015 Program Changes		FY 2015 Request	
Program Activity	3.3	Institution Security and Administration	FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000
			22,269	2,717,938	22,269	2,717,938	23,191	2,966,364	0	20,044	23,191	2,986,408
Performance Measure	3.3	Rate of serious assaults in Federal Prisons (Rate/5,000)*	13		9		13		(1)		12	
Performance Measure	3.3	% of staff on-board at BOP Inst.	90%		90%		90%		0		90%	
Performance Measure	3.3	Medium & high security crowding	Med = 46% High = 54%		Med = 45% High = 52%		Med = 40% High = 43%		Med = (0)% High = (2)%		Med = 40% High = 41%	
Outcome	3.3	Escapes from Secure Institutions	0		2		0		0		0	
Outcome	3.3	System-wide Crowding	38%		36%		33%		0		33%	

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

Data Definition: Reported assault rate is based on guilty findings of serious assaults. Serious assaults involve serious physical injury being attempted or carried out by an inmate, as well as armed assaults on the institution's secure perimeter. The crowding levels are based on a mathematical ratio of the number of inmates divided by the rated capacity of the institutions at each of the specific security levels. The percent of crowding represents the rate of crowding that is over rated capacity. For example, if an institution had a number of inmates that equaled the rated capacity, this would represent 100% occupancy, which equals 0% crowding. Any occupancy above 100% represents a percentage of crowding. System-wide: represents all inmates in BOP facilities and all rated capacity, including secure and non-secure facilities, low, medium, and high security levels, as well as administrative maximum, detention, medical, holdover, and other special housing unit categories. Minimum security facilities: non-secure facilities that generally house non-violent, low risk offenders with shorter sentences. These facilities have limited or no perimeter security fences or armed posts. 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 lower inmate-to-staff ratio than low security facilities. High security facilities: also known as U.S. Penitentiaries, highly secure perimeters, multiple and single cell housing, lowest inmate-to-staff ratio, close control of inmate movement. All BOP institutions are assigned a security classification level based in part on the physical design of each facility. 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. Low, medium, and high security levels and administrative institutions are defined as “secure,” based on increased security features and type of offenders designated.

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

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

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

PERFORMANCE MEASURE TABLE										
Decision Unit: Institution Security and Administration										
Strategic Objective	Performance Report and Performance Plan Targets		FY 2009	FY 2010	FY 2011	FY 2012	FY 2013		FY 2014	FY 2015
			Actual	Actual	Actual	Actual	Target	Actual	Target	Target
3.3	Performance Measure	Rate of serious assaults in Federal Prisons (Rate /5,000)	14/5,000	13/5,000	10/5,000	12/5,000	13/5,000	9/5,000	13/5,000	12/5,000
3.3	Performance Measure	Increase the % of staff on-board at BOP institutions to facilitate programming and maintain safety and security	89%	90%	89.00%	90.00%	90.00%	90.00%	90.00%	90.00%
3.3	Performance Measure	Manage medium & high security crow ding to assess needs for additional staff and beds	M=47% / H=49%	M=44% / H=53%	M=51% / H=55%	M=47% / H = 51%	M= 46% / H= 54%	M= 45% / H= 52%	M= 40% / H= 43%	M = 40% / H = 41%
3.3	OUTCOME Measure	Escapes from Secure Institutions	0	0	0	0	0	2	0	0
3.3	OUTCOME Measure	System-w ide Crow ding	37%	37%	39%	38%	38%	36%	33%	33%

2. Performance, Resources, and Strategies

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

a. Performance Plan and Report for Outcomes

Escapes from Secure Institutions: As illustrated in the preceding Performance and Resource Table, the outcome measure for the Institution Security and Administration decision unit is "Escapes from Secure Institutions." For FY 2013, BOP did not meet its target of zero escapes from secure institutions due to two inmates who escaped from Metropolitan Correctional Center (MCC) Chicago on 12/18/2012 and were captured separately on 12/20/2012 and 1/4/2013. The performance target will always remain at zero escapes from Secure Institutions.

Rate of Serious Assaults in Federal Prisons: Every reasonable precaution is taken to ensure that inmates are provided with a safe and secure environment in facilities according to their needs. While it is the objective of the Department and BOP to eliminate all serious assaults, the target reflects projections based on historical data and observed trends. These data represent the number of serious assaults over a 12-month period per 5,000 inmates. Due to the time required to adjudicate allegations of assault, there is a lag between the occurrence and reporting guilty findings. Accordingly, the figure reported represents incidents that were reported for the preceding 12 months ending several months before the end of the fiscal year. BOP exceeded its target for FY 2013 with 9/5,000 serious assaults. Targets for FY 2014 will remain at 13/5,000 serious assaults and will decrease to 12/5,000 for FY 2015.

Percentage of Staff On-board at BOP Institutions: This measures the percentage of staff on-board compared to the number of positions at BOP facilities. Managing the increasing federal prison population is particularly challenging. At the high security level half of the inmates in this population have sentences in excess of 12 years. Moreover, 71 percent of high security inmates have been sanctioned for violating prison rules, and more than 87 percent of high security inmates have a history of violence. One out of every six inmates at high security institutions is affiliated with a gang. Targets reflect funding available for staffing to operate prisons and do not represent optimal staffing levels. For FY 2013, BOP's actual percentage of staff on-board at BOP's facilities was 90 percent. BOP was not able to fill vacancies in a timely fashion, due to the Attorney General's hiring freeze issued back in January 2011. BOP's targets for FY 2014 and FY 2015 will remain at 90 percent.

Medium and High Security Crowding Conditions: BOP facilities remain overcrowded, which research demonstrates leads to increase serious assaults. The focus with this measure is to manage overcrowding in prisons and ensure inmate care and safety, as well as the safety of BOP staff and surrounding communities. System-wide crowding is a percentage derived from dividing the number of inmates by the rated capacity (beds) of BOP facilities. Targets reflect planned beds associated with anticipated base funding levels and don't represent BOP goals.

BOP's medium and high crowding level actual/targets for FY 2014 and FY 2015 are:

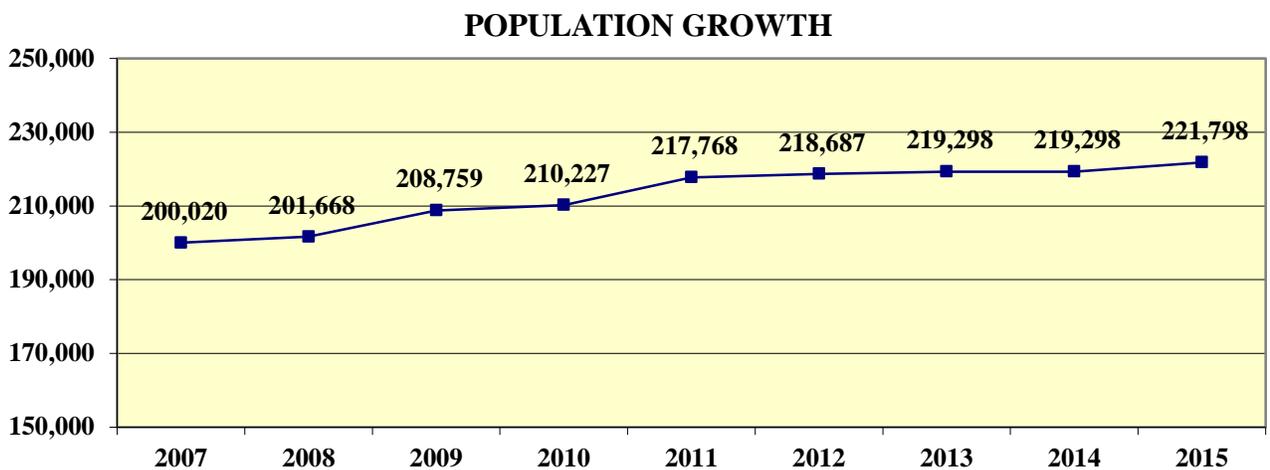
Medium Security Targets

FY 2013 – 45 percent - Actual
 FY 2014 – 40 percent
 FY 2015 – 40 percent

High Security Targets

FY 2013 – 52 percent - Actual
 FY 2014 – 43 percent
 FY 2015 – 41 percent

Prison Crowding has been identified as a Federal Managers Financial Integrity Act (FMFIA) material weakness, and is reported as such in the DOJ's FY 2013 Agency Financial Report (AFR). In light of overcrowding and stresses on prison staffing, Addressing the Growing Crisis in the Federal Prison System is identified as one of six challenges that represent the most pressing concerns for the Department of Justice.



Notes on Population Growth:

The chart above includes actual population for FY 2007 through FY 2013 and projected population numbers for FY 2014 and FY 2015. The population projections are based on data and information from a variety of sources including the Administrative Office of the U.S. Courts, the U.S. Sentencing Commission, other DOJ components, and the BOP's own information system (SENTRY).

In FY 2013, the inmate population increased by 611 net new inmates to a total population of 219,298 and system-wide crowding was at 36 percent over rated capacity, with 52 percent and 45 percent at high and medium security institutions respectively. Even with changes to the U.S. Sentencing Guidelines, which were made applicable retroactively, providing some crack cocaine offenders sentence reductions, the BOP estimates system-wide crowding to be 33% over rated capacity in FY 2014 and FY 2015.

Consistent with prior years, data from the United States Marshals Service indicates that as of January 15, 2014, there were 6,329 inmates in the Marshals Service's custody who are either waiting designation or waiting for movement to a BOP facility. This information is provided by the U.S. Marshals Service, Prisoner Operations Division, from their Justice Detainee Information System (JDIS).

b. Strategies to Accomplish Outcomes

The BOP will continue to explore opportunities to add capacity efficiently and cost-effectively through expansions of existing facilities, the acquisition and conversion of military and other properties to prison use, utilization of contract facilities and the on-going design and construction of new prisons, as funding permits. Through the on-going maintenance program (Modernization and Repair), the BOP maintains the infrastructure of federal prisons and protect taxpayer dollars. The BOP will continue to monitor staffing ratios, inmate misconduct, and schedule regular American Correctional Association accreditation/re-accreditation for its facilities. The BOP will strive to increase staffing to maintain safety as funding permits.

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

c. Priority Goals

N/A

C. Contract Confinement

Contract Confinement	Direct Pos.	Estimate FTE	Amount (\$000s)
2013 Enacted with Rescissions and Sequestration	413	247	1,017,298
2014 Enacted	413	247	1,074,808
Adjustments to Base and Technical Adjustments	0	0	925
2015 Current Services	413	247	1,075,733
2015 Program Increases	0	0	0
2015 Program Offsets	0	0	-24,410
2015 Request	413	247	1,051,323
Total Change 2014-2015	0	0	-23,485

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 19.5 percent of the BOP inmate population is housed outside of BOP facilities in alternative confinement. This includes private prisons, Residential Reentry Centers (RRCs or halfway houses), state and local facilities, and home confinement. In 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. Additionally, in 2013, the Residential Reentry Management (RRM) Branch consolidation from 6 regions was effectuated.

RRM 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), U.S. Probation Office, U.S. Parole Commission (USPC), Federal Courts, other federal agencies, state and local government agencies.

Since January 1982, the number of inmates managed in contract RRCs has increased from a daily population of 1,425 to a daily population of over 9,400 by the end of December 2013. Approximately 252 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 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 more than 29,000 inmates in 14 privately managed secure facilities. Additionally, nearly 12,000 inmates are in RRCs, home detention, short-term detention, juvenile facilities, or long-term boarders that are also privately operated.

Several categories of federal offenders (including inmates who are under probation or supervised release but need more intensive services and/or programs than can be provided under probation) are confined in smaller numbers in state, local, and private facilities. There are approximately 91 juveniles who must be separated from adult offenders and are placed as close to their respective residence as possible in state, local, and privately run community-based and secure facilities. Adult offenders whose lives might be endangered in federal facilities (protection cases) are placed in state correctional facilities. Offenders whose short sentences preclude transfer to a federal facility are placed in local jails to serve their sentences.

Approximately 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. Eighteen institutions and contract facilities provide either TeleVideo capabilities or courtroom and office space for ICE and EOIR staff to process and complete deportation decisions. The expansion of TeleVideo is progressing within the privatized contract facilities. The goal of the IRP is to complete removal proceedings for non-U.S. citizen inmates while serving their sentence, thus allowing ICE to remove them from the U.S. immediately upon release from BOP custody. As a result, ICE can minimize the number of non-U.S. citizen inmates detained after expiration of their sentence, and the BOP can manage its inmate population more efficiently by anticipating the needs of inmates who have a current order of deportation.

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

The Residential Reentry Management Branch (RRM) is responsible for the general program and policy development for the BOP's network of approximately 252 contract residential reentry centers. RRM also works with contracting to offer technical assistance in the acquisition process for RRC services. RRM provides technical assistance to the BOP's 22 RRM 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 also rests with the RRM.

The RRM 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, USPC, Administrative Office of the U.S. Courts (AOUSC), other DOJ components, the District of Columbia's (DC) Superior Court and the Court Services and Offender Supervision Agency (CSOSA). CCD staff work closely with the USMS on issues pertaining to housing USMS prisoners; with ICE on programs impacting criminal alien inmates and detainees, and efforts to maximize the IRP; and court related issues with the AOUSC. In addition, RRM develops policy and IRP; maintains the Memorandum of Understanding (MOU) with the USMS; and administers the MOU with the DC Department of Corrections regarding DC code violations.

The Privatization Management Branch is responsible for coordinating the BOP's efforts in managing a growing population of more than 29,000 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 training, technical assistance, and information services to federal, state, and local correctional agencies-including the BOP. NIC provides technical assistance either by sending a technical resource provider and/or staff to the requesting agency, or an individual or team of individuals from the requesting system visits another agency to gain expertise and experience in the specific area of concern. In FY 2013, NIC delivered 187 technical assistance training events for 2,146 participants from federal, state, and local justice agencies.

The NIC is also responsible for the National Corrections Academy (NCA), which serves as the training division that provides training and related services for federal, state, and local correctional practitioners. By developing and delivering training to prisons, jails and community corrections practitioners, the Academy enhances interaction among correctional agencies, other components of the criminal justice system, public policymakers, and public and private stakeholder organizations, thus improving correctional programming throughout the country. In FY 2013, the NIC:

- provided distance, traditional classroom and virtual instructor-led training to more than 6,000 corrections professionals:
- held four satellite broadcasts and satellite training programs, with over 15,500 participants nationwide; and
- had 44,439 corrections professionals complete e-Learning courses through the NIC Learning Center, which is a 56 percent increase over FY 2012 and a 170 percent increase over FY 2011.

The NIC also provides corrections leaders and staff with information to improve and support their operations. The NIC Information Center is the dedicated information science and collections arm of the agency. It includes the Robert J. Kutak Memorial Library located at the NCA and the NIC website at www.nicic.gov. The Center manages nearly 18,000 corrections and relevant management resources. Over 800,000 corrections practitioners accessed these resources in FY 2013.

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, the National Institute of Justice, the Bureau of Justice Assistance, the Bureau of Justice Statistics and the Office of Juvenile Justice and Delinquency Prevention and other agencies to ensure that federal monies are maximized in state and local corrections settings.

2. Performance and Resource Tables

PERFORMANCE AND RESOURCES TABLE												
Decision Unit: Contract Confinement												
RESOURCES			Target		Actual		Projected		Changes		Requested (Total)	
			FY 2013		FY 2013		FY 2014		Current Services Adjustments and FY 2015 Program Changes		FY 2015 Request	
Total Costs and FTE			FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000
			35,896	6,349,248	35,896	6,349,248	37,172	6,769,000	0	35,000	37,172	6,804,000
TYPE	STRATEGIC OBJECTIVE	PERFORMANCE	FY 2013		FY 2013		FY 2014		Current Services Adjustments and FY 2015 Program Changes		FY 2015 Request	
Program Activity	3.3	Contract Confinement	FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000
			247	1,017,298	247	1,017,298	247	1,074,808	0	(23,485)	247	1,051,323
Workload Measure	3.3	#/% of Contract Beds	42,500 / 19%		42,449 / 19%		42,000 / 19%		0		42,000 / 19%	
<p>Data Definition: The crowding levels are based on a mathematical ratio of the number of inmates divided by the rated capacity of the institutions at each of the specific security levels. The percent of crowding represents the rate of crowding that is over rated capacity. For example, if an institution had a number of inmates that equaled the rated capacity, this would represent 100% occupancy, which equals 0% crowding. Any occupancy above 100% represents a percentage of crowding. <u>System-wide:</u> represents all inmates in BOP facilities and all rated capacity, including secure and non-secure facilities, low, medium and high security levels, as well as administrative maximum, detention, medical, holdover, and other special housing unit categories. <u>Minimum security facilities:</u> non-secure facilities that generally house non-violent, low risk offenders with shorter sentences. These facilities have limited or no perimeter security fences or armed posts. <u>Low security facilities:</u> double-fenced perimeters, mostly dormitory housing, and strong work/program components. <u>Medium security facilities:</u> strengthened perimeters, mostly cell-type housing, work and treatment programs and a lower inmate-to-staff ratio than low security facilities. <u>High security facilities:</u> also known as U.S. Penitentiaries, highly secure perimeters, multiple and single cell housing, lowest inmate-to-staff ratio, close control of inmate movement.</p> <p>Data Collection and Storage: Data are gathered from several computer systems. Inmate data are collected on the BOP on-line system (SENTRY). The BOP also utilizes a population forecast model to plan for future contracting and construction requirements to meet capacity needs.</p> <p>Data Validation and Verification: Subject matter experts review and analyze population and capacity levels daily, both overall and by security level. BOP institutions print a SENTRY report, which provides the count of inmates within every institution cell house. The report further subdivides the cell houses into counting groups, based on the layout of the institution. Using this report, institution staff conduct an official inmate count five times per day to confirm the inmate count within SENTRY. The BOP Capacity Planning Committee (CPC), comprised of top BOP officials, meets quarterly to review, verify and update population projections and capacity needs for the BOP. Offender data are collected regularly from the Administrative Office of the U.S. Courts by the BOP Office of Research and Evaluation in order to project population trends. The CPC reconciles bed space needs and crowding trends to ensure that all available prison space is fully utilized, both in federal prisons and in contract care.</p> <p>Data Limitations: None known at this time.</p>												

PERFORMANCE MEASURE TABLE										
Decision Unit: Contract Confinement										
Strategic Objective	Performance Report and Performance Plan Targets		FY 2009	FY 2010	FY 2011	FY 2012	FY 2013		FY 2014	FY 2015
			Actual	Actual	Actual	Actual	Target	Actual	Target	Target
	3.3	Workload Measure	#/% of Contract Beds	36,336/ 17%	36,938 / 18%	39,834/ 18%	41,131 / 19%	42,500 / 19%	42,449/ 19%	42,000 / 19%

2. Performance, Resources, and Strategies

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

a. Performance Plan and Report for Outcomes

BOP ended FY 2013 with 42,449 beds for contract capacity, which is 19.4 percent. BOP's most recent capacity plan, used for the Congressional Submission, projects 42,000 for FY 2014 and FY 2015.

b. Strategies to Accomplish Outcomes

Since the current federal inmate population continues to 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 manage the inmate population, the BOP continues to identify cost effective approaches to alleviate overcrowding, such as acquiring and renovating existing institutions, changes through legislation, and to add bed space via contracts and activations of new prisons, as funding permits, and working towards reducing recidivism through reentry efforts. In addition, the BOP will continue to work toward reducing crowding at all security levels.

c. Priority Goals

N/A

D. Management and Administration

Management and Administration	Direct Pos.	Estimate FTE	Amount (\$000s)
2013 Enacted with Rescissions and Sequestration	1,233	1,007	189,393
2014 Enacted	1,233	1,007	202,789
Adjustments to Base and Technical Adjustments	0	0	8,045
2015 Current Services	1,233	1,007	210,834
2015 Program Increases	0	0	0
2015 Program Offsets	0	0	-4,784
2015 Request	1,233	1,007	206,050
Total Change 2014-2015	0	0	3,261

1. PROGRAM DESCRIPTION: Management and Administration

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

The BOP is managed from a Central Office in Washington, D.C., where the Director, Deputy Director, Assistant Directors, and Assistant Director/General Counsel guide the agency's headquarters functions, and the six regional offices, each of which is led by a Regional Director. The Executive Staff, which includes the Director, Deputy 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, Executive Assistants, Camp Administrators, and Jail Administrators, provide overall direction and implement policies. Staff training is provided on site at each institution, central office, regional offices, and training centers; and through external training 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, Deputy Director, six Regional Directors, and nine Program Assistant Directors and the Director of NIC in the central office and serve as the policy and decision makers for the BOP, with a span of control across the entire agency. They meet regularly in person and via videoconference and teleconference to establish and update strategic plans, goals and objectives, and to assess achievement and redirect strategies as appropriate and consistent with the President's Management Agenda and the DOJ Strategic Plan. The Executive Staff oversees BOP's resources; guides BOP's staffing, training and management

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

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 Office of Internal Affairs (OIA) reports to the Director and is responsible for investigating staff misconduct within the 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, Employment Law and Ethics, Freedom of Information and Privacy Acts, Administrative Rulemaking, 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, instill a positive work ethic, and prepare offenders for successful community reentry. The Division provides leadership and policy direction in following areas: correctional services, counter terrorism, correctional programs, inmate systems management, privatization management, 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. Correctional Services Branch includes staff that are assigned to the National Gang Intelligence Center, INTERPOL, the El Paso Intelligence Center, and 11 separate Safe Streets or

Multi-Agency Gang Task forces throughout the country. The branch is also responsible for providing intelligence products to assist staff in effectively managing prison and street gangs. Through the Sacramento Intelligence Unit (SIU), which is a multi-agency intelligence unit, investigation and operational intelligence is provided to BOP personnel, other federal, state, and local law enforcement, and correctional agencies.

The Counter Terrorism Branch has primary responsibility for enhancing BOP staff and public safety by providing timely and in-depth analyses of raw investigative and intelligence data. The Branch maintains oversight for the Counter Terrorism Unit, who produces and disseminates intelligence products, and develops and provides relevant counter terrorism training. The Counter Terrorism Unit is additionally responsible for coordinating inmate foreign language translation services.

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, DNA sample collection, 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 and inmate classification, performing the sentence calculations utilized in the admission and release of inmates, designations to 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 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, electronic, 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 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 conducts multi-level reviews of inmate cases to determine whether necessary conditions are met for civil commitment as a sexually dangerous person.

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 individual is placed in a treatment program for sexual offenders, the Commitment and Treatment Program located at FCC Butner.

Currently, an estimated 25,207 inmates have been identified as sex offenders in the BOP and to date 39,496 inmates have been reviewed by the Branch. The number of sex offenders is expected to grow with the increased prosecution of child pornography and exploitation of children cases. Approximately 600 sex offenders are reviewed monthly by the Sex Offender Certification Review Branch.

The Reentry Services Division (RSD) was established in FY 2014 to provide enhanced oversight and direction in the critical area of offender reentry. This new division furthers the BOP mission of preparing inmates for reentry by focusing on reentry programming and community resource transition, thereby increasing public safety. The RSD is comprised of five branches that were previously part of the Correctional Programs Division: National Reentry Affairs, Chaplaincy Services, Residential Reentry Management, Female Offenders, and Psychology Services. The Division has responsibilities for a variety of functions in the areas of contract residential reentry centers, residential reentry management (previously, community corrections) field offices, federally-sentenced juveniles, and community-based drug treatment, as well as liaison activities with the U.S. Marshals Service, Office of Probation and Pretrial Services, and Immigration and Customs Enforcement. RSD staff are responsible for direct oversight of field staff who monitor contract compliance at secure privatized prisons and coordinate the Bureau's privatization management efforts.

The Psychology Services Branch is responsible for planning and monitoring the delivery of psychology services, drug abuse treatment 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 outpatient and unit-based psychology treatment programs. These psychology treatment programs offer evidence-based treatment interventions for mentally ill inmates, drug use disordered inmates, and sex offenders. The Branch also oversees community-based treatment services for inmates transitioning to placement in an RRC or Home Confinement.

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 resource materials to ensure that the BOP provides for all faith groups, consistent with the Religious Freedom Restoration Act, the First Amendment, and the Second Chance Act of 2007. Chaplaincy has been at the forefront of implementing the mentor component of the Second Chance Act of 2007. The Religious Services Branch is responsible for faith based reentry programs and has implemented both the Life Connections and Threshold Programs. These programs, and others developed at local institutions, seek to address reentry barriers within the context of a person's faith or value system. The BOP employs full time, professional Chaplains in all institutions and utilizes the services of community volunteers and contractors.

The National Reentry Affairs Branch (formerly 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 Residential Reentry Management (RRM) Branch is responsible for the general program and policy development for the BOP's network of approximately 250 contract residential reentry centers. RRM also works with contracting to offer technical assistance in the acquisition process for RRC services. RRM provides technical assistance to the BOP's 22 RRM 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 RRM.

The Female Offender Program Branch works with BOP staff at all levels to ensure female offenders receive gender responsive programs and services in preparation for reentry to society. 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 Administrator is also the BOP Rape Elimination (PREA) Coordinator and responsible for developing, implementing, and overseeing the BOP's compliance with PREA. The coordinator provides oversight to all Regional PREA Coordinators and ensures an annual report of all incidents of sexually abusive behavior is submitted to the U.S. Department of Justice, Bureau of Justice Statistics.

The Health Services Division comprises of 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.

The Occupational & Employee Health Section provides technical expertise throughout the BOP for all issues and questions concerning the health of all workers while staying in compliance with federal regulations monitored under OSHA, EPA. Additionally, this section provides technical expertise and oversight of the Workers' Compensation Program for all BOP employees who incur an injury or illness while in performance of their duty according to the Federal Employee Compensation Act.

The Environmental Compliance Section provides training and technical expertise throughout the BOP 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 BOP facilities.

The Fire Protection Section provides training and 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 BOP 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 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 incidents. Additionally, the incident response section designs and implements “shelter-in-place” plans, decontamination protocols, and training for all BOP facilities.

The Safety Compliance Section provides training and technical expertise throughout the BOP for all issues and questions concerning general industry and construction safety. Often, this is accomplished by conducting occupational safety compliance audits at all BOP facilities.

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 BOP has over 39,000 employees throughout the agency.

The Personnel Director’s Branch (PDB) consists of four sections which develop and administer agency policy and procedures as well as provides HR guidance and service to all subordinate entities. The branch also works to ensure employees receive all benefits, rights and entitlements related to staff training and development, employment issues, performance, pay and incentives.

1. The Classification and Compensation Section (CCS) is responsible for managing, and planning the BOP’s position classification and pay administration programs. CCS interprets the Office of Personnel Management and Department of Justice policies and instructions and publishes supplemental guides for use within the BOP.
2. The Executive Resources Office (ERO) oversees the Senior Executive Service's (SES) merit staffing process, allocation of Senior Executive spaces, and performance management and awards programs. ERO manages the BOP's SES merit competition process by announcing all vacancies, providing preliminary qualifications screening of all applications, and reviewing all other functions and documents associated with SES recruitment and selection. ERO ensures proper maintenance of its existing allocation of SES spaces, biennially processes justifications for additional spaces and maintains the BOP's SES performance and award program.
3. The Staffing and Employee Relations Section (SERS) ensures appropriate staffing procedures are utilized, which includes the development of agency policy and national procedures based upon Executive Orders, laws, or regulations. SERS provides guidance and oversight on merit promotion procedures, hiring practices, reduction-in-force/reorganization activities, incentive awards programs, performance appraisal programs, work life programs and trainee/student programs.
4. The Workforce Systems and Evaluation Section (WSES) manages upgrades, statistical analysis and data maintenance, development, and implementation of new technology, and supports a wide variety of field programs within the workings of the PSDB. The WSES staff develop cost- savings initiatives to provide optimal Human Resource services in a

more efficient manner and they implement the use of technology to further improve HR services to staff.

The Learning and Career Development Branch (LCDB) manages and directs the BOP's training operation, including employee development, policy oversight, budget development, and curriculum development. Specifically, LCDB serves as a conduit in the development and coordination of national training programs and initiatives. With a commitment to excellence LCDB's vision is to act as a catalyst in developing future leaders of the BOP through a variety of quality training methods, leading to a better prepared and creative workforce.

The Labor Relations Branch (LRO) negotiates with the Council of Prison Locals (CPL 33) or Union on all national policies, the Master Agreement and any changes to national procedures affecting working conditions and meets with the Union during Partnership and quarterly meetings. Specifically, there are over 31,100 bargaining unit employees represented, with over 100 Local Councils, and a national council with six regional vice presidents. The LRO provides guidance and training to all levels (local, regional, and national) of BOP management regarding negotiations and labor relations matters. The LRO is the BOP's representative at non-disciplinary arbitration hearings. Finally, the LRO Branch reviews and responds to numerous items to make negotiability and labor determinations.

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, Advanced Systems, Computer Services Administration and User Support, IT Planning and Development, National Network Communications, Network Management, Office of Security Technology and Systems Development.

The Office of Public Affairs is responsible for agency media relations and serves as official Spokesperson for the agency. The office is responsible for planning, developing, and implementing media strategies to respond to inquiries that are controversial, highly complex, and sensitive in nature. The office serves as principal contact and provides overall media guidance to the BOP's regional and institution public information officers (PIOs) and has overall responsibility for training all agency PIOs. The Office of Public Affairs briefs the Director of the BOP daily regarding the content of news media reports that could impact agency operations and compiles news clips that are published for all agency staff. Additionally, the office serves as the liaison with foreign governments and international organizations requesting information, tours, and briefings with the agency.

The Office of Communications and Archives is responsible for communications functions, archival and historical programs, and provides a wide range of information services to the public, law enforcement, and other organizations. It 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. Communications & Archives develops projects, publications, and communications that enhance public knowledge of BOP and its programs; is responsible for content management of the BOP's public website; 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 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 inmate and staff programs, agency policies, and operational practice. Additionally, the Branch has developed and continues to maintain an interactive web-based system for monitoring operational information to support management decisions and measure operational performance (key indicators/strategic support system), responds to information and technical assistance requests, and processes research proposals. The Research Office generates and distributes reports on such topics as institution social climates, escapes, inmate classification, inmate programs, inmate misconduct, and privatization. The office conducts an annual survey of staff and managers in all prisons and regional offices which allows executives to monitor employees' perceptions of hiring, promotion, safety, training, workload, and so on. 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, medical and epidemiological studies such as the prevalence of HIV conversion and the expected demand for various medical services on some time horizons, inmate misconduct, gang behavior, performance measurement, and classification with respect to both security and medical needs of each inmate.

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 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. The branch is also responsible for the pickup, distribution and delivery of mail throughout the Central Office. The branch also has the responsibility for printing and copying all Central Office publications as well as servicing and maintaining all copiers throughout the Central Office. Finally, the branch is responsible for maintaining one of the most comprehensive correctional service staff libraries in the country and provides library services to employees throughout the entire agency.

Advanced Systems Branch provides development and oversight of the BOP's public website (bop.gov) and evaluates and implements "work smarter" and collaborative solutions.

Computer Services Administration and User Support Branch oversees the activity of the field IT managers and provides consultation on the selection, training, and scope of responsibilities for

such staff. The branch also serves in an advocacy role ensuring that adequate consideration is given to the impact of automated systems on day-to-day operations in the correctional setting and provides end-users support to users of automated systems, including non-BOP staff with access to BOP systems.

IT Planning & Development Branch is responsible for all IT planning and the enterprise IT budget and maintains the national information security program. The branch also acts as a certification authority for the security of automated systems such as managing the BOP's use of FBI's NCIC terminals and also serves as a liaison within and outside the DOJ on security and IT investment management matters.

National Network Communications Branch oversees the day-to-day installation, support, and design of the BOP's Wide Area Network ("WAN") and Local Area Network ("LAN") infrastructure, BOPNet. The branch manages all network connections in BOPNet, as well as connections to the mainframe system SENTRY and communications with other external DOJ systems and non-DOJ entities, including management of the BOP internet firewall.

Network Management Branch develops standards for the configuration of the BOP's Local and Wide Area Networks ("LAN/WAN"), including servers, PCs, and network-based software (GroupWise, WordPerfect, and other network applications and programs). The branch also manages major office automation enterprise systems, including desktop and Blackberry e-mail, internet proxy servers and the BOP secure remote access system. The branch is also responsible for mainframe system software, backups, and recovery.

Office of Security Technology identifies and evaluates new security-related technology and equipment; assists in the implementation of such technology and evaluates their effectiveness in the BOP; and develops standards of use for correctional technology.

Systems Development Branch is responsible for developing custom software to automate currently manual BOP-wide processes and evaluate commercial application software for use in BOP operations.

The Program Review Division is responsible for analyzing BOP programs and guiding managers in the assessment of their operations. The division assists management in the strategic planning process, coordinates and monitors oversight activities of audit and regulatory authorities, and ensures effective management and operational procedures exist throughout the BOP. As of November 2010, the Program Review Division is also responsible for the processing and management of discrimination complaints. Additionally, the division's chief executive serves as the Equal Employment Opportunity Director for the BOP.

The Program Review Branch (PRB) is composed of 15 different discipline sections, conducts program reviews of BOP programs at all levels and locations for compliance with laws, regulations and policy, adequacy of controls, efficiency of operations, and effectiveness in achieving program results. Through this process, the branch is able to provide assurance that BOP programs are operating within policy and free of fraud, waste, abuse, and mismanagement. Additionally, PRB facilitates, monitors, and evaluates the agency's implementation of the Federal Managers' Integrity Act by coordinating management assessments, thereby providing a quality assurance mechanism for the program review process. Additionally, this branch monitors the agency's secure adult correctional contract facilities to ensure inmates housed in contracted

privatized facilities are confined in a safe and secure environment in accordance with all applicable laws, regulations, and correctional standards.

The External Auditing Branch (EAB) serves as the liaison for the BOP's contacts with external audit authorities. This branch provides program management in the area of American Correctional Association (ACA) accreditation, PREA compliance audits, Office of Inspector General (OIG), Government Accountability Office (GAO), and A-123 compliance. EAB also coordinates the Integrity Act Issues component of the BOP's submission for the "Annual Accountability Report for the DOJ" and Section 2 and 4 certifications of the Federal Managers' Financial Integrity Act. The *Strategic Management Section (SMS)* of EAB monitors and analyzes BOP programs to provide timely and relevant information about specific program performance and BOP-wide patterns and trends. SMS is responsible for creating and overseeing national policy on Institution Character Profiles (ICP), Pilot Programs, and providing assistance in the development and implementation of the Strategic Management process. This effort supports the BOP's compliance with the Government Performance and Results Act.

The Equal Employment Opportunity Office (EEO) is responsible for providing EEO counseling services, reviewing formal EEO complaints and overseeing the investigations, ensuring compliance with adverse decisions, and processing hearing requests and appeals. The EEO office provides training for all BOP staff promoting an environment free of discrimination and harassment. Yearly, the EEO office submits the EEOC 462 report to DOJ for submission to the EEOC, in addition to the No Fear Report. There are currently 16 EEO staff in the Central Office, to include the EEO Officer who is a member of the Board for the Federal Dispute Resolution conference. The EEO Officer is also a trained mediator and performs mediations for other federal agencies through the shared neutrals program. Additionally, the EEO officer is responsible for the Alternative Dispute Resolution program which is conducting a Dispute Resolution Specialist pilot program in 61 locations. There are 18 full time EEO Counselors located nationwide who handle all of the EEO counseling services.

The Affirmative Employment Programs Branch (AEPB) is responsible for the effectiveness and efficiency of the BOP's Affirmative Employment and Diversity Management Program. This branch ensures adequate resources are available to administer the Affirmative Employment Plan and develops and implements Affirmative Employment Policies. Additionally, this branch analyzes workforce data (applicant flow, disciplinary actions, promotions, awards, accessions, and separations), to keep abreast of accomplishments and employment trends that affect employment, advancement, and retention. This branch also monitors and evaluates Affirmative Employment Plans and Diversity Programs at all levels to keep abreast of strengths, weaknesses, employment barriers, staff concerns and recommend corrective action(s) to the Assistant Director, Program Review Division. Annually, the branch develops the BOP's EEOC Management Directive 715 Report, Federal Equal Opportunity Recruitment Program Plan, Disabled Veterans Affirmative Action Plan and Accomplishment Report, and annual reports in support of Executive Orders. The AEPB monitors training needs and provides training and guidance to Central Office staff, diversity instructors, and special emphasis program managers.

The Administration Division provides the resources and support necessary for the BOP to perform in an effective and efficient manner. This includes the development of budget requests, the stewardship of financial resources, and procurement and property management; the coordination and analysis of information related to capacity planning which covers such varied areas as female offenders, detention needs, and the need for medical facilities; the selection of

sites for new prison construction; the design and construction of new correctional facilities; the renovation and maintenance of existing facilities; the development and maintenance of a system of financial systems/services to ensure accountability of inmate commissary funds and the management of merchandise/services to inmates; and other administrative support services required by the organization.

The Budget Development Branch formulates BOP's resource requests including budget submissions, performance measures, 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. Budget Development also represents the BOP at various interagency budget and performance related workgroups; and ensures compliance with all Congressional reporting requirements included in the Appropriations Bills.

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

The Acquisitions Branch (AQB) consists of three procurement sections. They are Privatized Corrections Contracting (PCC) Section, National Acquisition and Systems (NASS) Section, and the Residential Reentry Contracting (RRC) Section. The AQB ensures solicitations are issued in accordance with the Competition in Contracting Act and other related procurement policies and regulations. Currently, the AQB administers over 184 RRC contracts, 14 private prison contracts, and a variety of national contracts and Information Technology (IT) contracts. The AQB solicits, awards, and administers contracts for projects with national scope and impact. For example, the AQB, and specifically, the NASS awards national contracts relocation services, weapons, ammunition, and IT equipment, bio based cleaning products, translation services, and the BOPNet program for IT equipment. NASS also provides oversight and helpdesk services for all procurement systems used by contracting officers. 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 Field Acquisition Office (FAO) solicits and awards contracts of over \$100,000 for all BOP institutions and six regional offices. The FAO is also responsible for oversight and assistance of procurement operations at institutions and regional offices. This includes staff assistance, procurement training, conducting on-site and mail-in reviews of selected or random acquisitions; credit card purchases, purchase orders, contracts, and contract administration matters.

The Property and Construction Branch (PCB) consists of three sections involving procurement and property management: The Transitional Drug Abuse Treatment (TDAT) Section, Construction Contracting Section (CCS), and the Property Management Section.

PCB is responsible for soliciting and awarding contracts for community-based treatment providers. These transitional treatment services are provided to inmates residing in Residential Reentry Services facilities or on home confinement for drug abuse, mental illness, sex abuse, and crisis intervention counseling.

PCB develops, administers, and provides oversight of the BOP Design-Build construction contracting program which includes the acquisition, design, construction, and construction management 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 administers all Architect/Engineering (A/E) services for new construction and renovation studies on 50-plus year-old prison facilities (currently 33); acquires site evaluation and environmental analysis services for the investigation of potential locations and specific sites for new prison facilities; procures all vehicles for the BOP Centralized Fleet; solicits, awards, and administers contracts for projects with national scope and impact – including boiler inspections, razor wire and barbed tape components, satellite vehicle tracking, trunked land mobile radio systems, and non-lethal/lethal electrified fence maintenance.

The PCB is also responsible for maintaining, negotiating and renewing approximately 300 various agreements and associated task orders with local and state jurisdictions/municipalities, various other Federal agencies, and the Department of Justice (DOJ) and its other agency components. Intergovernmental Agreements (IGAs) are used for housing federal inmates in local and state facilities. Interagency Agreements (IAGs) are entered into with other Federal agencies for various services and Reimbursement Agreements (RAs) with the DOJ and its components for cost-sharing of maintenance and operation of various systems and services.

PCB also reviews and oversees the BOP's contracting program for developing and awarding task orders under Energy Savings Performance Contracts (ESPCs). ESPCs allow the BOP to accomplish energy savings projects without up-front capital costs and without special Congressional appropriations. Under ESPCs, an Energy Savings Company (ESCO) performs a comprehensive energy audit at a BOP facility to identify energy-saving improvements, designs and constructs a project that meets the agency's needs, and arranges the necessary funding. The ESCO guarantees energy cost savings sufficient to pay for the project over the term of the contract (usually ten years). All additional cost savings accrue to the BOP.

The PCB also maintains accountability for real and personal property through the SENTRY Property Management System; updates and disseminates BOP Property Management policy; conducts annual training for BOP property management staff; reviews and processes temporary permits/easement requests to construct, install, operate, and maintain various services (sewer, water, gas, electric) and right-of-ways; reviews and processes requests to lease office, warehouse, and parking space; acquires and distributes excess personal property to BOP facilities nationwide; administers the staff quarters rental rate program for more than 700 staff residences at 33 sites; and, provides oversight of the Transit Subsidy Benefits Program involving about 8,000 staff participating at 92 sites throughout the BOP.

PCB is also responsible for the acquisition and administration of over 200 contracts for Transitional Drug Abuse Treatment (TDAT) services. These contracts provide for TDAT service to inmates residing in Residential Reentry Centers and on Home Confinement.

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.

2. Performance and Resource Tables

PERFORMANCE AND RESOURCE TABLE

Decision Unit: Management and Administration												
RESOURCES			Target		Actual		Projected		Changes		Requested (Total)	
			FY 2013		FY 2013		FY 2014		Current Services Adjustments and FY 2015 Program Changes		FY 2015 Request	
Total Costs and FTE			FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000
			35,896	6,349,248	35,896	6,349,248	37,172	6,769,000	0	35,000	37,172	6,804,000
TYPE	STRATEGIC OBJECTIVE	PERFORMANCE	FY 2013		FY 2013		FY 2014		Current Services Adjustments and FY 2015 Program Changes		FY 2015 Request	
Program Activity	3.3	Management and Administration	FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000
			1,007	189,393	1,007	189,393	1,007	202,789	0	3,261	1,007	206,050
Performance Measure	3.3	Facilities accredited: ACA	99%		98%		99%		0		99%	
<p>Data Definition: Initial American Correctional Association (ACA) is awarded when an institution demonstrates 100% compliance with mandatory ACA standards, and substantial compliance with non-mandatory ACA standards. The BOP's policy requires all institutions to maintain ACA Accreditation.</p> <p>Data Collection and Storage: Once an audit is completed, an electronic report is received from ACA. These reports are maintained in GroupWise shared folders by institutions, and in WordPerfect files.</p> <p>Data Validation and Verification: On an annual basis, Program Review personnel develop a schedule for initial accreditation and re-accreditation of all eligible BOP facilities to ensure reviews are conducted on a regular and consistent basis. BOP policy requires institutions to initially be ACA accredited within two years of activation. Therefore, non-accredited institutions that have been activated for less than two years are excluded from calculations regarding this performance measure.</p> <p>Subject matter experts review report findings to verify accuracy and develop any necessary corrective measures. The ACA accreditation meeting minutes, identifying the institutions receiving accreditation and re-accreditation, are now on file and maintained by the BOP Accreditation Manager.</p> <p>Data Limitations: None known at this time.</p>												

PERFORMANCE MEASURE TABLE										
Decision Unit: Management and Administration										
Strategic Objective	Performance Report and Performance Plan Targets		FY 2009	FY 2010	FY 2011	FY 2012	FY 2013		FY 2014	FY 2015
			Actual	Actual	Actual	Actual	Target	Actual	Target	Target
3.3	Performance Measure	Facilities accredited: ACA	99%	99%	100%	99%	99%	98%	99%	99%

2. Performance, Resources, and Strategies

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

a. Performance Plan and Report for Outcomes

In FY 2011 and FY 2012 BOP exceeded its target of 99 percent accreditation by the American Correctional Association (ACA). However, with a non-compliance with mandatory ACA standards at FDC Miami and MCC San Diego, BOP only reached 98% accreditation for FY 2013. For FY 2014 and FY 2015 the targets will remain 99 percent for ACA accreditation.

b. Strategies to Accomplish Outcomes

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

c. Priority Goals

N/A

VI. Program Offsets by Item

Item Name: **Miscellaneous Program and Administrative Reductions**

Strategic Goal: 3.0 Ensure and Support the Fair, Impartial, Efficient, and Transparent administration of Justice at the Federal, State, Local, Tribal, and International Levels

Strategic Objective: 3.3 Provide safe, secure, humane, and cost-effective confinement and transportation of federal detainees and inmates

Budget Decision Unit(s): Inmate Care and Programs; Institution Security and Administration; Contract Confinement; and Management and Administration

Organizational Program: Operations

Program Offset: Positions 0 Agt/Atty 0 FTE 0 Dollars \$157,973,000

Description of Item

Program and administrative reductions to be identified once funds are appropriated.

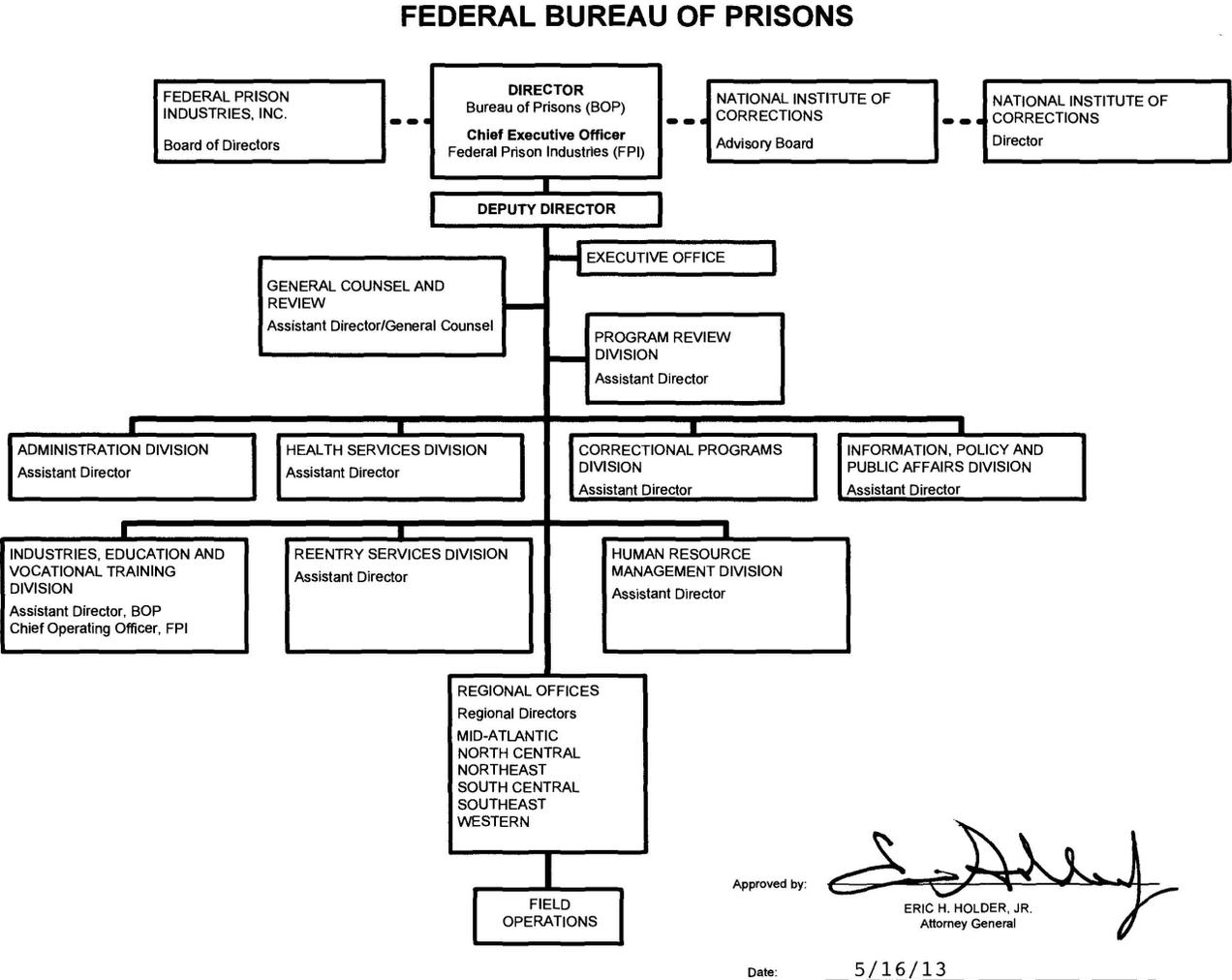
Justification

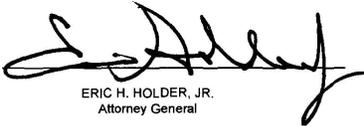
Reductions to existing operations and services necessary to pay for increases in existing costs, including pay raises, FERS contributions, and GSA rent, among others. Program and administrative reductions to be identified once funds are appropriated.

Impact on Performance

Performance impact information is not yet available for this offset.

A: Organization Chart



Approved by: 
ERIC H. HOLDER, JR.
Attorney General

Date: 5/16/13

B. Summary of Requirements

Summary of Requirements

Federal Prison System
Salaries and Expenses
(Dollars in Thousands)

	FY 2015 Request		
	Direct Pos.	FTE	Amount
2013 Enacted	41,780	35,896	6,820,217
2013 Rescissions (1.877% & 0.2%)			-141,400
2013 Sequester			-329,569
Total 2013 Enacted (with Rescissions and Sequester)	41,780	35,896	6,349,248
2014 Enacted	43,058	37,172	6,769,000
Total 2014 Enacted (with Balance Rescission)	43,058	37,172	6,769,000
Base Adjustments			
Pay and Benefits	0	0	116,974
Domestic Rent and Facilities	0	0	3,662
Prison and Detention	0	0	72,337
Total Base Adjustments	0	0	192,973
2015 Current Services	43,058	37,172	6,961,973
Program Changes			
Offsets:			
Program Offset - Miscellaneous Program and Administrative Reductions	0	0	-157,973
Subtotal, Offsets	0	0	-157,973
Total Program Changes	0	0	-157,973
2015 Total Request	43,058	37,172	6,804,000
2014 - 2015 Total Change	0	0	35,000

Note: The FTE for FY 2013 is actual and for FY 2014 and FY 2015 is estimated.

B. Summary of Requirements

Summary of Requirements

Federal Prison System
Salaries and Expenses
(Dollars in Thousands)

Program Activity	2013 Enacted with Rescissions and Sequester			2014 Enacted			2015 Technical and Base Adjustments			2015 Current Services		
	Direct Pos.	Actual FTE	Amount	Direct Pos.	Est. FTE	Amount	Direct Pos.	Est. FTE	Amount	Direct Pos.	Est. FTE	Amount
Inmate Care and Programs	15,282	12,373	2,424,619	15,674	12,727	2,525,039	0	0	94,622	15,674	12,727	2,619,661
Institution Security and Administration	24,852	22,269	2,717,938	25,738	23,191	2,966,364	0	0	89,381	25,738	23,191	3,055,745
Contract Confinement	413	247	1,017,298	413	247	1,074,808	0	0	925	413	247	1,075,733
Management and Administration	1,233	1,007	189,393	1,233	1,007	202,789	0	0	8,045	1,233	1,007	210,834
Total Direct	41,780	35,896	6,349,248	43,058	37,172	6,769,000	0	0	192,973	43,058	37,172	6,961,973
Reimbursable FTE		0			0			0			0	
Total Direct and Reimb. FTE		35,896			37,172			0			37,172	
Other FTE:												
LEAP		0			0			0			0	
Overtime		0			0			0			0	
Grand Total, FTE		35,896			37,172			0			37,172	

Program Activity	2015 Increases			2015 Offsets			2015 Request		
	Direct Pos.	Est. FTE	Amount	Direct Pos.	Est. FTE	Amount	Direct Pos.	Est. FTE	Amount
Inmate Care and Programs	0	0	0	0	0	-59,442	15,674	12,727	2,560,219
Institution Security and Administration	0	0	0	0	0	-69,337	25,738	23,191	2,986,408
Contract Confinement	0	0	0	0	0	-24,410	413	247	1,051,323
Management and Administration	0	0	0	0	0	-4,784	1,233	1,007	206,050
Total Direct	0	0	0	0	0	-157,973	43,058	37,172	6,804,000
Reimbursable FTE		0			0			0	
Total Direct and Reimb. FTE		0			0			37,172	
Other FTE:									
LEAP		0			0			0	
Overtime		0			0			0	
Grand Total, FTE		0			0			37,172	

C. Program Changes by Decision Unit

FY 2015 Program Changes by Decision Unit

Federal Prison System

Salaries and Expenses

(Dollars in Thousands)

Program Offsets	Location of Description in Narrative	Inmate Care and Programs				Institution Security and Administration			
		Direct Pos.	COs	Est. FTE	Amount	Direct Pos.	COs	Est. FTE	Amount
Program Offset-Misc. Program & Administrative Reductions	Inmate Care & Programs, Inst. Security & Admin, Contract Confinement, Management & Administration	0	0	0	-59,442	0	0	0	-69,337
Total Program Increases		0	0	0	-59,442	0	0	0	-69,337

Program Offsets	Location of Description in Narrative	Contract Confinement				Management and Administration				Total Offsets			
		Direct Pos.	COs	Est. FTE	Amount	Direct Pos.	COs	Est. FTE	Amount	Direct Pos.	COs	Est. FTE	Amount
Program Offset-Misc. Program & Administrative Reductions	Inmate Care & Programs, Inst. Security & Admin, Contract Confinement, Management & Administration	0	0	0	-24,410	0	0	0	-4,784	0	0	0	-157,973
Total Program Increases		0	0	0	-24,410	0	0	0	-4,784	0	0	0	-157,973

D. Resources by DOJ Strategic Goal/Objective

Resources by Department of Justice Strategic Goal/Objective

Federal Prison System
Salaries and Expenses
(Dollars in Thousands)

Strategic Goal and Strategic Objective	2013 Enacted with Rescissions and Sequester		2014 Enacted		2015 Current Services		2015 Increases		2015 Offsets		2015 Total Request	
	Direct/ Reimb FTE	Direct Amount	Direct/ Reimb FTE	Direct Amount	Direct/ Reimb FTE	Direct Amount	Direct/ Reimb FTE	Direct Amount	Direct/ Reimb FTE	Direct Amount	Direct/ Reimb FTE	Direct Amount
Goal 3 Ensure and Support the Fair, Impartial, Efficient, and Transparent Administration of Justice at the Federal, State, Local, Tribal and International Levels.												
3.3 Provide safe, secure, humane, and cost-effective confinement and transportation of federal detainees and inmates	33,355	5,696,263	34,520	6,069,075	34,520	6,255,491	0	0	0	-144,562	34,520	6,110,929
3.4 Reform and strengthen America's criminal justice system by targeting only the most serious offenses for federal prosecution, expanding the use of diversion programs, and aiding inmates in reentering society	2,541	652,985	2,652	699,925	2,652	706,482	0	0	0	-13,411	2,652	693,071
TOTAL	35,896	6,349,248	37,172	6,769,000	37,172	6,961,973	0	0	0	-157,973	37,172	6,804,000

Justifications for Technical and Base Adjustments

E. Justification for Technical and Base Adjustments

Federal Prison System
Salaries and Expenses
(Dollars in Thousands)

	Direct Pos.	Estimate FTE	Amount
Pay and Benefits			
1 <u>2015 Pay Raise:</u> This request provides for a proposed 1 percent pay raise to be effective in January of 2015. The amount requested, <u>\$24,181,000</u> , represents the pay amounts for 3/4 of the fiscal year plus appropriate benefits (<u>\$16,927,000</u> for pay and <u>\$7,254,000</u> for benefits.)	0	0	24,181
2 <u>Annualization of 2014 Pay Raise:</u> This pay annualization represents first quarter amounts (October through December) of the 2014 pay increase of 1.0% included in the 2014 President's Budget. The amount requested, <u>\$7,756,000</u> , represents the pay amounts for 1/4 of the fiscal year plus appropriate benefits (<u>\$5,429,200</u> for pay and <u>\$2,326,800</u> for benefits.)	0	0	7,756
3 <u>Health Insurance:</u> Effective January 2015, the component's contribution to Federal employees' health insurance increases by 3.7 percent. Applied against the 2014 estimate of <u>\$279,108,000</u> the additional amount required is <u>\$10,301,000</u> .	0	0	10,301
4 <u>FERS Regular/Law Enforcement Retirement Contribution:</u> Effective October 1, 2014 (FY 2015), the new agency contribution rates will increase to 13.2 % (up from the current 11.9%, or an increase of 1.3% for regular FERS personnel) and 28.8% for law enforcement personnel (up from the current 26.3%, or an increase of 2.5%). The amount requested, <u>\$65,818,000</u> , represents the funds needed to cover this increase.	0	0	65,818
5 <u>Retirement:</u> Agency retirement contributions increase as employees under CSRS retire and are replaced by FERS employees. Based on U.S. Department of Justice Agency estimates, we project that the DOJ workforce will convert from CSRS to FERS at a rate of 1.3 percent per year. The requested increase of <u>\$8,918,000</u> is necessary to meet our increased retirement obligations as a result of this conversion.	0	0	8,918
Subtotal, Pay and Benefits	0	0	116,974
Domestic Rent and Facilities			
1 <u>General Services Administration (GSA) Rent:</u> GSA will continue to charge rental rates that approximate those charged to commercial tenants for equivalent space and related services. The requested increase of <u>\$3,547,000</u> is required to meet our 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 FY 2015 for each building currently occupied by Department of Justice components, as well as the costs of new space to be occupied. GSA provides data on the rate increases.	0	0	3,547
2 <u>Guard Services:</u> This includes Department of Homeland Security (DHS) Federal Protective Service charges, Justice Protective Service charges and other security services across the country. The requested increase of <u>\$115,000</u> is required to meet these commitments.	0	0	115
Subtotal, Domestic Rent and Facilities	0	0	3,662

Justifications for Technical and Base Adjustments

E. Justification for Technical and Base Adjustments

Federal Prison System
Salaries and Expenses
(Dollars in Thousands)

	Direct Pos.	Estimate FTE	Amount
Prison and Detention			
1 <u>Food Cost Adjustments:</u> The Nation is experiencing high increases in food costs. An increase of <u>\$14,394,000</u> for FY 2015 is necessary to keep pace with the cost of providing inmate meals.	0	0	14,394
2 <u>Medical Cost Adjustments:</u> This provides the Bureau of Prisons with <u>\$34,921,000</u> in funding for FY 2015 mandatory cost increases incurred due to rising health care costs in the U.S.	0	0	34,921
3 <u>Utility Cost Adjustments:</u> This provides the Bureau of Prisons with <u>\$23,022,000</u> in funding for FY 2015 mandatory cost increases incurred due to rising utility costs in the U.S.	0	0	23,022
Subtotal, Prison and Detention	0	0	72,337
TOTAL DIRECT TECHNICAL and BASE ADJUSTMENTS	0	0	192,973

F. Crosswalk of 2013 Availability

Crosswalk of 2013 Availability

Federal Prison System
Salaries and Expenses
(Dollars in Thousands)

Program Activity	2013 Appropriation Enacted w/o Balance Rescission 1			Sequester			Reprogramming/Transfers			Carryover	Recoveries/ Refunds	2013 Actual		
	Direct Pos.	Estim. FTE	Amount	Estim. FTE	Actual FTE	Amount	Direct Pos.	Estim. FTE	Amount	Amount	Amount	Direct Pos.	Estim. FTE	Amount
Inmate Care and Programs	15,282	12,373	2,489,344	0	0	-64,724	0	0	26,000	0	0	15,282	12,373	2,450,620
Institution Security & Administration	24,852	22,269	2,922,925	0	0	-204,987	0	0	170,000	5,275	0	24,852	22,269	2,893,213
Contract Confinement	413	247	1,066,211	0	0	-48,914	0	0	0	0	0	413	247	1,017,297
Management & Administration	1,233	1,007	200,337	0	0	-10,944	0	0	0	0	0	1,233	1,007	189,393
Total Direct	41,780	35,896	6,678,817	0	0	-329,569	0	0	196,000	5,275	0	41,780	35,896	6,550,523
Reimbursable FTE		0			0			0						0
Total Direct and Reimb. FTE		35,896			0			0						35,896
Other FTE:														
LEAP		0			0			0						0
Overtime		0			0			0						0
Grand Total, FTE		35,896			0			0						35,896

1) The 2013 Enacted appropriation includes the 2 across-the-board rescissions of 1.877% and 0.2%

Reprogramming/Transfers

\$146M Transfer from Department (\$128 million from FBI; \$5.5 million from DEA; and \$12.5 million from FEW.
\$50.0 million is transferred from FY 2012 to FY 2012/FY 2013 Account.

Carryover:

\$5.275M direct carryover in no-year account

Recoveries/Refunds:

None

G. Crosswalk of 2014 Availability

Crosswalk of 2014 Availability

Federal Prison System
Salaries and Expenses
(Dollars in Thousands)

Program Activity	FY 2014 Enacted			Reprogramming/Transfers			Carryover	Recoveries/Refunds	2014 Availability		
	Direct Pos.	Est. FTE	Amount	Direct Pos.	Est. FTE	Amount	Amount	Amount	Direct Pos.	Est. FTE	Amount
Inmate Care and Programs	15,674	12,727	2,525,039	0	0	0	0	0	15,674	12,727	2,525,039
Institution Security & Administration	25,738	23,191	2,966,364	0	0	0	7,968	0	25,738	23,191	2,974,332
Contract Confinement	413	247	1,074,808	0	0	0	0	0	413	247	1,074,808
Management & Administration	1,233	1,007	202,789	0	0	0	0	0	1,233	1,007	202,789
Total Direct	43,058	37,172	6,769,000	0	0	0	7,968	0	43,058	37,172	6,776,968
Balance Rescission			0								0
Total Direct with Rescission			6,769,000								6,776,968
Reimbursable FTE		0			0		0			0	
Total Direct and Reimb. FTE		37,172			0		7,968			37,172	
Other FTE:											
LEAP		0			0		0			0	
Overtime		0			0		0			0	
Grand Total, FTE		37,172			0		7,968			37,172	

Reprogramming/Transfers

Carryover:

Direct Carryover in no-year account \$2.968 million, and in 2013/2014 carryover account \$5.0 million.

Recoveries/Refunds:

None.

H. Summary of Reimbursable Resources

Summary of Reimbursable Resources

Federal Prison System
Salaries and Expenses
(Dollars in Thousands)

Collections by Source	2013 Actual			2014 Planned			2015 Request			Increase/Decrease		
	Reimb. Pos.	Reimb. FTE	Amount	Reimb. Pos.	Reimb. FTE	Amount	Reimb. Pos.	Reimb. FTE	Amount	Reimb. Pos.	Reimb. FTE	Amount
States and Other	0	0	13,811	0	0	18,500	0	0	18,500	0	0	0
Staff Housing Rental	0	0	3,700	0	0	3,700	0	0	3,700	0	0	0
Federal Prison Industries	0	0	1,400	0	0	1,400	0	0	1,400	0	0	0
Meal Tickets	0	0	500	0	0	500	0	0	500	0	0	0
Sale of Farm By-Products	0	0	600	0	0	600	0	0	600	0	0	0
USMS Medical Reimbursement	0	0	18,100	0	0	18,100	0	0	18,100	0	0	0
NIC	0	0	3,300	0	0	0	0	0	0	0	0	0
Recycling	0	0	2,000	0	0	2,000	0	0	2,000	0	0	0
Sale of Vehicles	0	0	500	0	0	500	0	0	500	0	0	0
Travel and Purchase Cards	0	0	4,500	0	0	4,500	0	0	4,500	0	0	0
Energy Savings	0	0	200	0	0	200	0	0	200	0	0	0
Budgetary Resources	0	0	48,611	0	0	50,000	0	0	50,000	0	0	0

Obligations by Program Activity	2013 Actual			2014 Planned			2015 Request			Increase/Decrease		
	Reimb. Pos.	Reimb. FTE	Amount	Reimb. Pos.	Reimb. FTE	Amount	Reimb. Pos.	Reimb. FTE	Amount	Reimb. Pos.	Reimb. FTE	Amount
Institution Security and Administration	0	0	48,611	0	0	50,000	0	0	50,000	0	0	0
Budgetary Resources	0	0	48,611	0	0	50,000	0	0	50,000	0	0	0

I. Detail of Permanent Positions by Category

Detail of Permanent Positions by Category

Federal Prison System
Salaries and Expenses
(Dollars in Thousands)

Category	2013 Enacted with Rescissions & Sequestration		2014 Enacted		2015 Request				
	Direct Pos.	Reimb. Pos.	Direct Pos.	Reimb. Pos.	ATBs	Program Increases	Program Offsets	Total Direct Pos.	Total Reimb. Pos.
Correctional Institution Administration (006)	2,047	0	2,070	0	0	0	0	2,070	0
Correctional Officers (007)	20,162	0	20,911	0	0	0	0	20,911	0
Miscellaneous Operations (010-099)	889	19	899	19	0	0	0	899	19
Soc. Science, Econ. And Kindred (100-199)	3,100	18	3,165	18	0	0	0	3,165	18
Personnel Management (200-299)	868	2	887	2	0	0	0	887	2
Clerical and Office Services (300-399)	2,803	58	2,966	58	0	0	0	2,966	58
Biological Science (400-499)	2	0	2	0	0	0	0	2	0
Accounting and Budget (500-599)	975	4	989	4	0	0	0	989	4
Medical, Dental and Public Health (600-799)	2,765	8	2,818	8	0	0	0	2,818	8
Engineering and Architecture Group (800-899)	368	0	378	0	0	0	0	378	0
Attorneys (905)	177	0	181	0	0	0	0	181	0
Paralegals / Other Law (900-998)	586	0	597	0	0	0	0	597	0
Information & Arts (1000-1099)	19	0	19	0	0	0	0	19	0
Business & Industry (1100-1199)	407	0	410	0	0	0	0	410	0
Equipment/Facilities Services (1600-1699)	522	16	529	16	0	0	0	529	16
Education Group (1210-1411; 1700-1799)	1,324	9	1,365	9	0	0	0	1,365	9
Supply Services (2000-2099)	129	0	132	0	0	0	0	132	0
Transportation (2100-2199)	3	0	3	0	0	0	0	3	0
Information Technology Mgmt (2210)	410	0	417	0	0	0	0	417	0
Ungraded	4,224	2	4,320	2	0	0	0	4,320	2
Total	41,780	136	43,058	136	0	0	0	43,058	136
Headquarters (Washington, D.C.)	1,162	0	1,162	0	0	0	0	1,162	0
U.S. Field	40,618	136	41,896	136	0	0	0	41,896	136
Foreign Field	0	0	0	0	0	0	0	0	0
Total	41,780	136	43,058	136	0	0	0	43,058	136

J. Financial Analysis of Program Changes

Financial Analysis of Program Changes

Federal Prison System
Salaries and Expenses
(Dollars in Thousands)

Grades	Inmate Care and Programs		Inst. Security and Admin.		Contract Confinement		Mgmt & Admin		Total Program Changes	
	Program Offset - Misc. Program & Admin Reductions		Program Offset - Misc. Program & Admin Reductions		Program Offset - Misc. Program & Admin Reductions		Program Offset - Misc. Program & Admin Reductions			
	Direct Pos.	Amount	Direct Pos.	Amount	Direct Pos.	Amount	Direct Pos.	Amount	Direct Pos.	Amount
SES	0	0	0	0	0	0	0	0	0	0
GS-15	0	0	0	0	0	0	0	0	0	0
GS-14	0	0	0	0	0	0	0	0	0	0
GS-13	0	0	0	0	0	0	0	0	0	0
GS-12	0	0	0	0	0	0	0	0	0	0
GS-11	0	0	0	0	0	0	0	0	0	0
GS-10	0	0	0	0	0	0	0	0	0	0
GS-9	0	0	0	0	0	0	0	0	0	0
GS-8	0	0	0	0	0	0	0	0	0	0
GS-7	0	0	0	0	0	0	0	0	0	0
GS-6	0	0	0	0	0	0	0	0	0	0
GS-5	0	0	0	0	0	0	0	0	0	0
WG	0	0	0	0	0	0	0	0	0	0
Total Positions and Annual Amount	0	0	0	0	0	0	0	0	0	0
Lapse (-)	0	0	0	0	0	0	0	0	0	0
11.5 Other Personnel Compensation	0	0	0	0	0	0	0	0	0	0
Total FTEs and Personnel Compensation	0	0	0	0	0	0	0	0	0	0
12.0 Personnel benefits	0	0	0	0	0	0	0	0	0	0
21.0 Travel and Transportation of Persons	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
23.3 Communications, Utilities, and Miscellaneous Charges	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
25.2 Other Services from Non-Federal Sources	0	-29,721	0	-34,668	0	-24,410	0	-2,000	0	-90,799
26.0 Supplies and Materials	0	-29,721	0	-34,669	0	0	0	-2,784	0	-67,174
31.0 Equipment	0	0	0	0	0	0	0	0	0	0
41.0 Grants, subsidies	0	0	0	0	0	0	0	0	0	0
Total Program Change Requests	0	-59,442	0	-69,337	0	-24,410	0	-4,784	0	-157,973

K: Summary of Requirements by Object Class

Summary of Requirements by Object Class

Federal Prison System

Salaries and Expenses

(Dollars in thousands)

Object Class	2013 Actual		2014 Availability		2015 Request		Increase/Decrease	
	Direct FTE	Amount	Direct FTE	Amount	Direct FTE	Amount	Direct FTE	Amount
11.1 Full-time permanent	35,724	2,287,473	37,000	2,402,400	37,000	2,365,578	0	(36,822)
11.3 Other than full-time permanent	172	5,552	172	5,608	172	5,608	0	0
11.5 Other personnel compensation	0	214,674	0	159,400	0	155,400	0	(4,000)
Total	35,896	2,507,699	37,172	2,567,408	37,172	2,526,586	0	(40,822)
Other Object Classes								
12.0 Personnel benefits		1,263,871		1,326,452		1,390,000		63,548
13.0 Benefits for former personnel		1,789		1,800		1,800		0
21.0 Travel and transportation of persons		31,543		44,403		43,298		(1,105)
22.0 Transportation of things		9,803		6,400		5,456		(944)
23.1 GSA rent		24,084		25,547		29,094		3,547
23.2 Rental Payments to Others		2,333		2,333		2,333		0
23.3 Comm., utilities and misc. charges		269,367		292,507		308,369		15,862
24.0 Printing and reproduction		1,511		954		800		(154)
25.2 Other services		1,625,361		1,653,400		1,634,957		(18,443)
26.0 Supplies and materials		605,498		690,449		696,881		6,432
31.0 Equipment		53,807		47,410		46,134		(1,276)
41.0 Grants, subsidies, and contributions		5,723		4,405		3,919		(486)
42.0 Insurance claims and indemnities		8,000		10,000		9,773		(227)
43.0 Interest		1,595		0		0		0
Total Obligations		6,411,984		6,673,468		6,699,400		25,932

Continued on next Page

K: Summary of Requirements by Object Class

Summary of Requirements by Object Class

Federal Prison System

Salaries and Expenses

(Dollars in thousands)

Object Class	2013 Actual		2014 Availability		2015 Request		Increase/Decrease	
	Direct FTE	Amount	Direct FTE	Amount	Direct FTE	Amount	Direct FTE	Amount
ALLOCATION TO DEPT OF HHS								
11.1 Personnel compensation: PHS	0	71,143	0	71,700	0	72,600	0	900
Total workyears and personnel comp.	0	71,143	0	71,700	0	72,600	0	900
Other Objects:								
12.1 Personnel benefits: PHS		31,175		31,800		32,000		200
21.0 Travel and transportation of persons		131		0		0		0
22.0 Transportation of things		437		0		0		0
25.2 Other services		100		0		0		0
Total direct obl., HHS Allocation	0	102,986	0	103,500	0	104,600	0	1,100
Total obligations Salaries and Exp.	35,896	6,514,970	37,172	6,776,968	37,172	6,804,000	0	27,032
Unobligated Balance, Start of year		(5,275)		-7,968		0		7,968
Transfers		(196,000)		0		0		0
Unobligated Balance, End of year, Available		7,968		0		0		0
Unobligated Balance, End of year , Expiring		27,585		0		0		0
Total Direct Requirements		6,349,248		6,769,000		6,804,000		35,000
Reimbursable Workyears Full-time permanent	0		0		0		0	

L. Status of Congressionally Requested Studies, Reports, and Evaluations

Federal Prison System
Salaries and Expenses
(Dollars in Thousands)

Status of Congressionally Requested Studies, Reports, and Evaluations

1. The CJS Explanatory Statement associated with the Consolidated Appropriations Act, 2014 (page 26) adopted language by reference regarding a Government Accountability office (GAO) assessment of the growing cost of housing Federal inmates and detainees, as is the requirement for the BOP to submit a comprehensive plan to address prison population growth. Target response to Committee May 2014.
2. The CJS Explanatory Statement associated with the Consolidated Appropriations Act, 2014 (page 26) directs BOP to submit a detailed project-specify spending plans for both the New Construction and the Modernization and Repair decision units, along with a comprehensive report on the current modernization and repair backlog, in the Department's spending plan required by this Act. . Target response to Committee March 2014.
3. The Senate Report, Title II (page 78) associated with the Consolidated Appropriations Act, 2014, directs the Bureau to develop a comprehensive plan to address the anticipated growth in the Federal prison population utilizing the programs and policies already authorized. The plan shall be provided to the Committee not later than 180 days after the date of enactment of this act. Target response to Committee July 2014.
4. The House Report, Title II (page 48) associated with the Consolidated Appropriations Act, 2014, directs FPI to continue to maintain this information in a database to help inform its board of directors of opportunities to repatriate manufacturing, with the object of creating new American jobs, not competing with existing U.S. businesses, and to provide a quarterly report to the Committee on FPI's capacity to provide these services as an alternative to foreign manufacturers. Target responses to Committee quarterly during 2014.
5. The Senate Report, Title II (page 80) and House Report, Title II (page 47) associated with the Consolidated Appropriations Act, 2014, directs the BOP to continue to provide a monthly status of construction report, and to notify the Committee of any deviation from the construction and activation schedule identified in those reports. Target responses to Committee monthly in 2014.

M: Summary by Appropriation

Summary by Appropriation (FY 2013 - FY 2015)

Federal Prison System
Salaries and Expenses

Appropriation	2013 Enacted with Rescissions, Hurricane Supp. and Sequester			2014 Enacted			2015 President's Budget		
	Pos.	FTE*	\$000's	Pos.	FTE	\$000's	Pos.	FTE	\$000's
Salaries and Expenses	41,780	35,896	\$6,349,248	43,058	37,172	\$6,769,000	43,058	37,172	\$6,804,000
Buildings and Facilities	260	109	95,856	239	109	90,000	239	109	90,000
Rescission of prior funding**			-64,700						
Total B&F Resources			31,156			90,000			90,000
Federal Prison Industries	1,950	1,103	0	1,950	1,147	0	1,950	1,147	0
Commissary	791	676	0	797	746	0	797	749	0
TOTAL	44,781	37,784	6,380,404	46,044	39,174	6,859,000	46,044	39,177	6,894,000

* FY 2013 FTEs are actual.

N: Summary of Change

Summary of Change
 FY 2015 Congressional Budget
 Salaries and Expenses
 (Dollars in Thousands)

	Pos.	FTE	Amount
FY 2014 Enacted	43,058	37,172	\$6,769,000
Base Adjustments			
Pay and Benefits:			
2015 Pay Raise (1%)	0	0	24,181
Annualization of 2014 Pay Raise	0	0	7,756
FERS Rate Increase	0	0	65,818
Retirement Increases	0	0	8,918
Health Benefit Increases	0	0	10,301
Subtotal, Pay and Benefits	0	0	116,974
Prison and Detention:			
Medical Cost Adjustment	0	0	34,921
Food Cost Adjustment	0	0	14,394
Utility Cost Adjustment	0	0	23,022
Subtotal Prison and Detention	0	0	72,337
Domestic Rent and Facilities:			
GSA Rent	0	0	3,547
Guard Service	0	0	115
Subtotal, Domestic Rent & Facilities	0	0	3,662
Subtotal, Adjustments to Base	0	0	192,973
2015 Current services	43,058	37,172	6,961,973
Program Changes			
Program Decreases:			
Program Offset - Miscellaneous Program and Administrative Reductions			-157,973
Total Program Changes	0	0	-157,973
Total FY 2015 Congressional Budget	43,058	37,172	6,804,000

O. Historical Obligations by Program Area

Historical Obligations by Program Area

Federal Prison System
Salaries and Expenses
(Dollars in Thousands)

PROGRAM AREA	FY 2009	FY 2010	FY 2011	FY 2012	FY 2013
Medical	865,231	914,279	955,585	990,998	1,061,875
Food Services	366,467	375,404	396,004	412,516	417,457
Drug Treatment	79,683	87,931	92,460	95,452	103,887
Unit Management	417,807	439,392	467,893	469,029	472,850
Education	118,815	128,730	136,650	141,877	137,061
Religious Services	40,509	42,942	44,381	44,354	45,588
Psychology Services	51,657	54,120	56,266	58,810	60,334
Laundry Services	64,116	79,392	72,878	86,780	85,065
Residential Reentry Centers	262,437	283,130	297,778	309,838	320,867
Privately Operated Institutions	488,295	553,918	562,160	640,121	634,838

Note: This exhibit is provided in response to GAO Report 14-121. The report recommends that the Attorney General consult with congressional decision makers on providing additional BOP funding detail in future budget justifications.

Exhibit P. Physicians' Comparability Allowance (PCA) Worksheet

Physicians' Comparability Allowance (PCA) Worksheet

Department of Justice: Federal Bureau of Prisons

Table 1

	PY 2013 (Actual)	CY 2014 (Estimates)	BY 2015* (Estimates)	
1) Number of Physicians Receiving PCAs	283	283	291	
2) Number of Physicians with One-Year PCA Agreements	82	82	68	
3) Number of Physicians with Multi-Year PCA Agreements	201	201	223	
4) Average Annual PCA Physician Pay (without PCA payment)	\$142,700	\$142,700	\$144,127	
5) Average Annual PCA Payment	\$21,970	\$21,970	\$22,190	
6) Number of Physicians Receiving PCAs by Category (non-add)	Category I Clinical Position	283	283	291
	Category II Research Position	0	0	0
	Category III Occupational Health	0	0	0
	Category IV-A Disability Evaluation	0	0	0
	Category IV-B Health and Medical Admin.	0	0	0

*FY 2015 data will be approved during the FY 2016 Budget cycle.

7) If applicable, list and explain the necessity of any additional physician categories designated by your agency (for categories other than I through IV-B). Provide the number of PCA agreements per additional category for the PY, CY and BY.

NA

8) Provide the maximum annual PCA amount paid to each category of physician in your agency and explain the reasoning for these amounts by category.

Maximum-Clinical Positions - \$30,000
Physicians/Dentists that have over 24 months of service.

9) Explain the recruitment and retention problem(s) for each category of physician in your agency (this should demonstrate that a current need continues to persist).

In the past year, the National Recruitment Office has attended at least 19 physician-related recruitment functions and posted ads. Despite local and national efforts to recruit physicians, the BOP currently many vacant positions which average 24 months unfilled. Many of the facilities are in remote locations which make it difficult to recruit to these areas.

10) Explain the degree to which recruitment and retention problems were alleviated in your agency through the use of PCAs in the prior fiscal year.

Recruitment bonuses, student loan repayments, PCAPS, and annual leave credit for non-federal service have all been inducement packages to attract and retain physicians. Historical data shows that physician positions have been among the top five in the highest turnover rates. The loss of the PCAP tool would be devastating to BOP efforts to hire physicians.

11) Provide any additional information that may be useful in planning PCA staffing levels and amounts in your agency.

The BOP will be activating USP Yazoo City, FCI Hazelton and USP Thomson in the year 2015 and will have additional physicians receiving PCAs.