

**U.S. Department of Justice
Federal Prison System
FY 2013 PERFORMANCE BUDGET
Congressional Submission**

Salaries and Expenses



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

1. Introduction

The President's FY 2013 request for the Bureau of Prisons (BOP) S&E Appropriation totals \$6,820,217,000, with 37,839 FTEs, and 41,904 positions (20,162 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. Electronic copies of the DOJ's Congressional Budget Justification 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, an agency of the DOJ, is responsible for the custody and care of over 217,000 federal inmates.

The BOP's highest priorities continue to be:

- ❖ **Ensuring the safety of federal inmates, staff, and surrounding communities;**
 - ❖ **Reducing inmate crowding to help prevent violence in prison by adding bed space; and**
 - ❖ **Maximizing the use of inmate reentry programs such as education and drug treatment in order to reduce recidivism, and seek long term strategies to control population growth.**
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The BOP operates 117 prisons with administrative oversight and support provided by the central office and regional offices. As the inmate population is projected to continue to increase for the foreseeable future, the BOP continues to require increased resources to provide for safe inmate incarceration and care, and the safety of BOP staff and surrounding communities, which is why the requested operating funds are vital. Nevertheless, the BOP has made great strides in past years in streamlining and consolidating functions and operating as efficiently as possible.

The BOP has been "doing more with less" for many years by co-locating institutions; delayering management positions; closing four stand-alone minimum security prisons; and consolidating procurement, sentence computation, inmate designation, human resources and other functions. At the same time the agency has managed an ever growing number of inmates with relatively fewer staff, as compared to the size of the inmate population. In total, the BOP has streamlined operations, improved program efficiencies, and reduced costs to function very economically even as the mandatory workload increases every year.

For FY 2013, a net increase of \$23.4 million in program changes is proposed. The request includes \$81.4 million in program enhancements to begin the activation process for two institutions, the United States Penitentiary (USP) at Yazoo City, Mississippi and the Federal Correctional Institution (FCI) at Hazelton, West Virginia, and to acquire 1,000 private contract beds. Offsets of \$58 million are included for: a proposed legislative initiative which, if passed, would allow additional Good Conduct Time credit for inmates; expanding the compassionate release program; information technology savings; and additional realignment of regional and administrative operations.

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

Projected Population, Capacity, and Crowding

	2009 (Actual)	2010 (Actual)	2011 (Actual)	2012	2013
BOP Facilities					
Starting Capacity	122,366	125,778	126,713	127,795	128,433
Additional Approved/Planned	3,412	935	1,082	638	3,002
Subtotal Capacity	125,778	126,713	127,795	128,433	131,435
Population Projection	172,423	173,289	177,934	182,624	188,051
Percent Overcrowded	37%	37%	39%	42%	43%
Contract	36,336	36,938	39,834	40,144	41,217
Percent Contract	17.4%	17.6%	18.3%	18.0%	18.0%
Total Federal Prison Population	208,759	210,227	217,768	222,768	229,268

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 contract beds and prison activations. Also, these projections do not incorporate the impacts of proposed legislation to increase potential Good Conduct Time awards for sentenced inmates.

The requested S&E increases and offsets are shown in the following table.

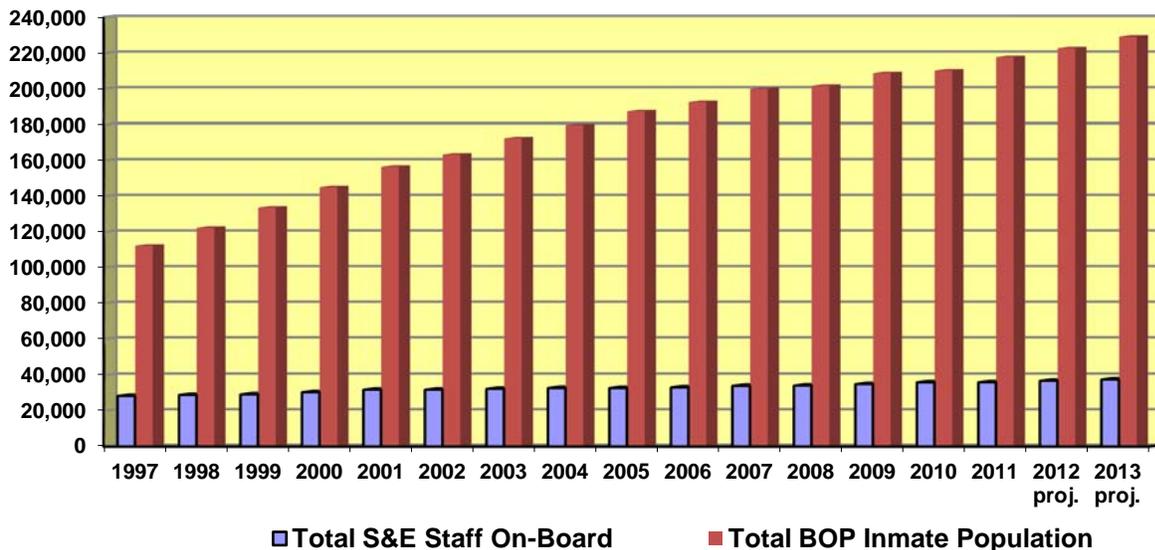
Strategic Goal	Item	Dollars (\$000)	Pos.	FTE
3.3	Begin Activation: USP Yazoo City, MS (1,216 new beds)	28,421	416	104
3.3	Begin Activation: FCI Hazelton, WV (1,280 new beds)	27,084	389	97
3.3	Private Contract Bed Increase (1,000 beds)	25,865	4	2
3.3	Offset: Good Conduct Time Legislative Proposal	(41,000)	0	0
3.3	Offset: Expand Compassionate Release	(3,154)	0	0
3.3	Offset: IT Savings	(2,831)	0	0
3.3	Offset: Realign Regional Office and Administrative Operations	(11,001)	(60)	(60)
TOTAL		\$23,384	749	143

The S&E base budget incorporates increases in costs for food, medical, utilities, and existing contract beds. 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>.

In FY 2011, the inmate population increased by 7,541 net new inmates to a total population of 217,768 and system-wide crowding was at 39 percent over rated capacity, with 55 percent and 51 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 still expects an additional increase of 11,500 inmates by the end of FY 2013. Overcrowding and inmate to staff ratios will increase given incarceration trends. At the end of FY 2011, 20,244 (97 percent) high security inmates were double bunked, and 21,570 (35 percent) of medium security inmates and 35,796 (81 percent) of low security inmates were triple bunked, or housed in space not designed for inmate housing, such as television rooms, open bays, program space etc., with the remainder double bunked.

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



The BOP will use the requested resources to manage over 229,000 inmates projected by the end of FY 2013. The system-wide crowding level in BOP facilities is estimated to be 43 percent above rated capacity by the end of FY 2013, and overcrowding at high and medium security facilities is projected to be 52 percent and 63 percent respectively. It has been particularly challenging to manage the federal prisoner population at higher security levels. The combined inmate population confined in medium and high facilities represents 40 percent of the entire inmate population.

<p>MEDIUM SECURITY INMATES</p> <ul style="list-style-type: none"> • 67% are drug or weapons offenders; • 75% have a history of violence; • 40% have been sanctioned for violating prison rules; • 50% have sentences in excess of 8 years. <p>HIGH SECURITY INMATES</p> <ul style="list-style-type: none"> • 70% are drug or weapons offenders or robbers; • 10% have been convicted of murder, aggravated assault, or kidnapping; • 50% have sentences in excess of 10 years; • 70% have been sanctioned for violating prison rules; • 90% have a history of violence.
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In accordance with the Administration's direction to focus on place-based policies and initiatives [M-09-28], the BOP has a long standing practice of locating many of its new federal prisons in rural areas. As stated in the White House memo "the prosperity, equity, sustainability, and livability of neighborhoods, cities and towns, and larger regions depend on the ability of the federal government to enable locally-driven, integrated, and place-conscious solutions guided by meaningful measures, not disparate or redundant programs which neglect their impact on regional development." The BOP's positive impact on rural communities is significant. By bringing in new federal jobs, stimulation of local businesses and housing, contracting with hospitals and other local vendors, and coordinating with local law enforcement, the BOP improves the economy of the town and the entire region where these rural facilities are located.

2. Mission and Background

The mission of the Bureau of Prisons (BOP), an agency of the Department of Justice (DOJ), is to protect society by confining offenders in the controlled environments of prisons and community-based facilities that are safe, humane, cost-efficient, and appropriately secure, and that provide work and other self-improvement opportunities to assist offenders in becoming law-abiding citizens. The BOP adheres to its core values; Correctional Excellence, Respect, and Integrity. BOP staff are correctional workers first and are committed to the highest level of performance.

The BOP was established in 1930 to house federal inmates, to professionalize the prison service, and to centralize the administration of the 11 federal prisons in operation at that time (now 117). The BOP administers correctional programs that balance punishment, deterrence, and incapacitation with opportunities to prepare the offender for successful reintegration into society. The BOP operates federal prisons at four security levels – minimum, low, medium, and high. In addition, there are administrative facilities which have special missions, such as the detention of pretrial offenders (the BOP 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. Finally, through the National Institute of Corrections (NIC), the BOP provides assistance to federal, state, local, and international correctional agencies.

Summary of Key S&E Programs

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

In order to meet the requirements of the Violent Crime Control and Law Enforcement Act (VCCLEA) of 1994, the BOP developed a comprehensive drug abuse treatment strategy

consisting of five components: screening and assessment; drug abuse education; non-residential drug abuse counseling service; residential drug abuse programming; and community transitional drug abuse treatment. From 1997 through FY 2006, the BOP was able to provide residential drug abuse treatment to all inmates needing and volunteering to participate prior to their release in accordance with the VCCLEA. In FY 2007 and FY 2008, the BOP was unable to provide residential drug abuse treatment to 100 percent of eligible inmates before their release from custody due to insufficient funding (In FY 2007, the BOP provided residential drug abuse treatment to 80 percent of eligible inmates and in FY 2008, the BOP provided residential drug abuse treatment to 93 percent of eligible inmates). In FY 2009, FY 2010 and FY 2011, the BOP once again provided residential drug abuse treatment to all inmates needing and volunteering to participate prior to their release. The increase in the treatment rate to 100 percent in FY 2009 was due in part to in-house expansion of drug treatment programming and also the release of more than 3,000 inmates who benefitted from the retroactive application of a change in U.S. Sentencing Commission guidelines for offenders convicted of crack cocaine offenses.

The number of inmates participating in the residential drug abuse treatment program during FY 2011 was 18,527. Certain inmates convicted of non-violent offenses are eligible for a sentence reduction of up to 12 months after successful completion of the program. Due to limited capacity, inmates eligible for the reduction receive an average of only about 8 months. Resources requested in this budget are vital to allow expansion of drug treatment capacity, and will help BOP reach the goal of providing the full 12 months sentence reduction to all eligible inmates.

The BOP provides work and education programs and other self-improvement opportunities to assist offenders in successfully reentering society. For example, the BOP operates its Life Connections (faith-based) pilot programs. Through these programs, the BOP provides opportunities for the development and maturation of the participating inmate's faith commitment, with a goal of reducing recidivism rates. Additionally, the BOP has developed programs that target specific inmate subgroups, such as high security inmates with behavioral problems, violent and predatory inmates, younger inmates serving their first significant prison term, inmates with cognitive and social learning needs, and extremely disruptive inmates housed in Special Management Units. These programs, designed to change thinking and behaviors, improve institution security by reducing inmate idleness and serious misconduct that threatens the safety of inmates and staff. The Administration has proposed legislation that will continue to provide inmates with incentives for good behavior as well as to participate in programming that is proven to reduce the likelihood of recidivism. The proposed sentencing reforms include a new sentence reduction credit, which inmates can earn for participation in education and vocational programming.

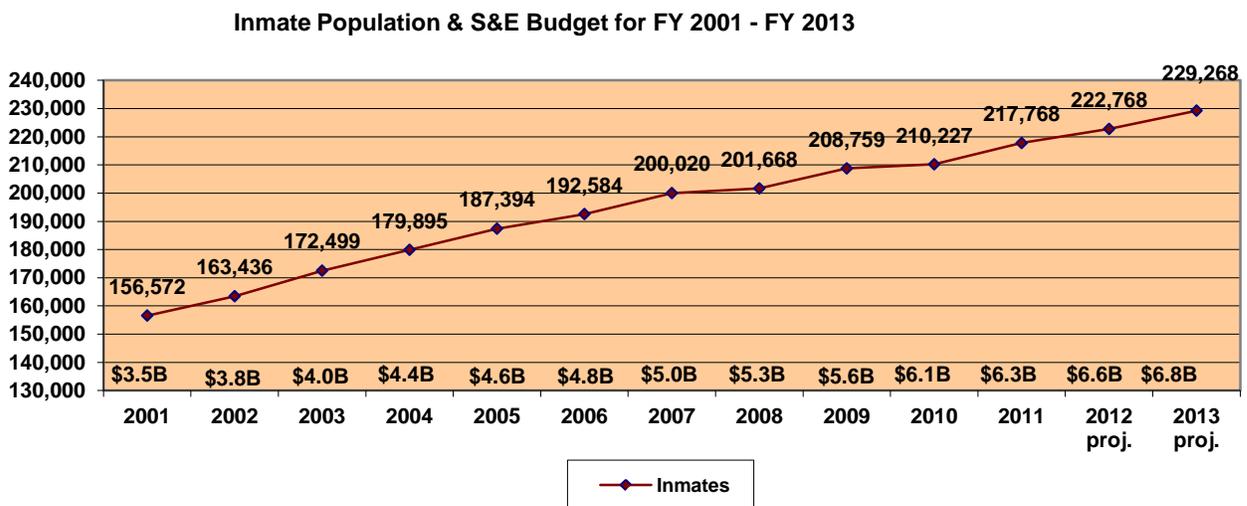
The BOP fully supports DOJ Strategic Objective 3.3 by providing adequate health care services to inmates while making every effort to mitigate soaring medical costs in the U.S. The BOP strives to maintain the accreditation standards of the Joint Commission at medical centers and institutions with chronic care inmates. Meeting these standards provides a widely accepted method of assessing the quality of health care provided at BOP facilities. The BOP's goal is to have these new institutions accredited within two years of activation. By meeting Joint Commission accreditation standards, BOP institutions must exhibit substantial compliance with approximately 200 health care standards during a triennial Joint Commission accreditation survey. The Joint Commission standards not only address patients' rights, but also provide the

BOP with the opportunity to assess and improve overall efficiency of health care programs. The foundation of Joint Commission standards is the continuous quality improvement of health care processes and patient outcomes.

3. Challenges and Statistics

In the years following September 11, 2001, the government’s focus turned appropriately 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 financial crisis, 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 continually increasing federal inmate population, and providing for their care and safety, as well as the safety of BOP staff and surrounding communities, within budgeted levels.

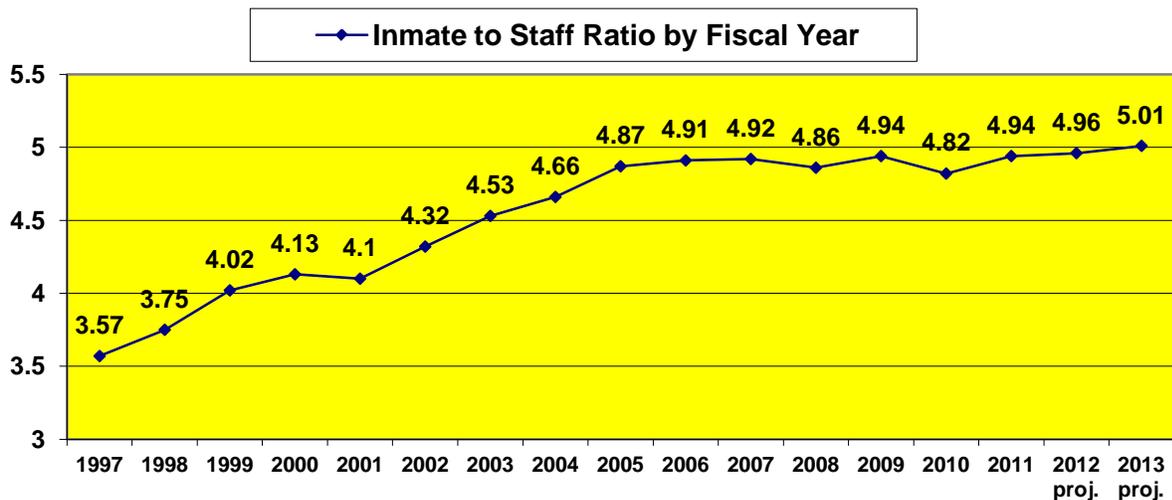


As of February 2, 2012, there are over 217,000 inmates in BOP custody. Approximately 81 percent of the inmate population is confined in Bureau-operated institutions, while 19 percent are managed in contract care, primarily privately operated prisons.

As the inmate population and crowding have increased, the inmate to staff ratio has increased by over 38 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. However, many state correctional systems do not use this staffing model.

At the end of FY 2011, the BOP's ratio was again at its highest rate of 4.94 to 1. The chart below illustrates inmate to staff ratios over time.



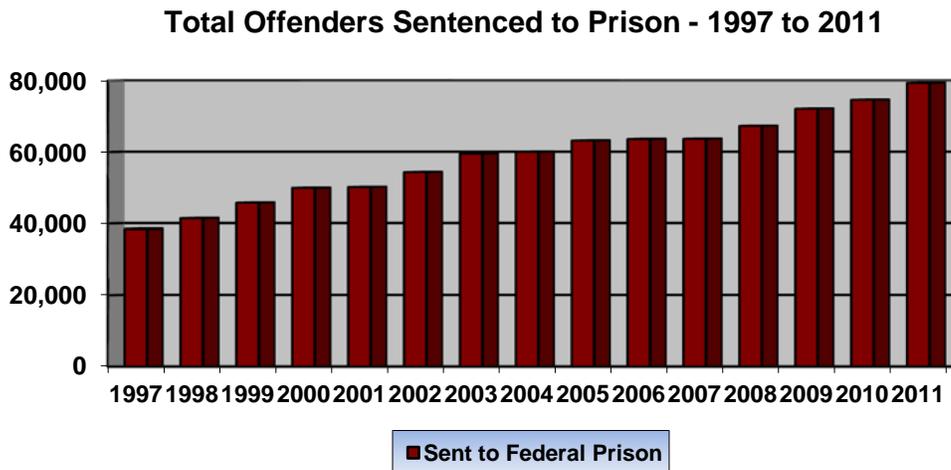
Note: Figures include all S&E and PHS staff.

The number of inmates in BOP-operated prisons has grown from 125,560 in FY 2000 to 177,934 in FY 2011, while BOP operations staff (S&E) increased from 30,382 in FY 2000 to 35,987 in FY 2011. As a result, the BOP inmate-to-staff ratio (ISR) increased from 4.13 to 1 in FY 2000 to 4.94 to 1 in FY 2011. 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. The largest number to be admitted in the history of the BOP was in FY 2011, when

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

79,387 inmates were sentenced to federal prison. See the following graph which illustrates this trend.



The most significant increases in the inmate population have occurred in the last two decades. While the BOP is not experiencing the dramatic net population increases of 10,000 to 11,400 inmates per year that occurred from 1998 to 2001, the net increases and workload are still significant (over 7,500 new inmates in FY 2011), and a net growth of approximately 11,500 inmates is projected during FY 2012 and FY 2013.

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

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

The average net increase in the inmate population over the past five fiscal years (FY 2007 – FY 2011) is over 5,000 per year. In FY 2008, the inmate population had a net growth of 1,648 new inmates. The low increase that year is attributed to inmates receiving sentence reductions, many resulting in immediate release, after the U.S. Sentencing Commission lowered sentencing guidelines for crack cocaine offenses and made the changes effective retroactively resulting in re-sentencing for thousands of inmates. The effect of this change was almost fully realized in FY 2008. In FY 2009 and FY 2011, a net growth of 7,091 and 7,541 new inmates was realized, and an additional 1,468 in FY 2010. A net growth of about 5,800 inmates per year is projected for FY 2012 and FY 2013.

The size of the BOP inmate population exceeds the rated capacity of its prisons. Rated capacity is the baseline used to calculate prison crowding, and is essential to managing the BOP's inmate population to distribute the population throughout the system efficiently and equitably. The calculation for determining rated capacity involves stratified double bunking across all security levels and includes the following formulas: minimum and low security institutions at 100 percent double bunking; medium security institutions at 50 percent double bunking and; high security institutions at 25 percent double bunking. The BOP's streamlining initiative of centralizing the Designation and Sentence Computation functions at one center has allowed it to more efficiently and effectively manage the distribution of inmates throughout the federal system.

BOP facilities are overcrowded -- 38 percent above rated capacity system-wide as of February 2, 2012.
High security overcrowding is at 53 percent and medium security is 49 percent overcrowded.

Over 176,000 of the current federal inmate population are in facilities operated by the BOP, which are intended to house only 127,847. The remainder, over 40,600 or 19 percent are in contract care consisting of privately operated secure facilities, facilities managed by state and local governments, residential reentry centers, or home confinement. The percentage of inmates in contract care is up from 1.5 percent in 1980, and 11 percent in 1990, to 19 percent currently.

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

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

As a strategy to try to manage the inmate population growth, the BOP continues to rely on funding for a combination of contracts with private, state, and local vendors; increasing use of residential reentry centers and home confinement; acquisitions; expansions of existing facilities where infrastructure permits; and new prison construction.

Prison Crowding has been identified as a Federal Managers Financial Integrity Act (FMFIA) material weakness, and is reported as such each year in the DOJ's Performance and Accountability Report (PAR). It describes the issue as, "The growth of the federal inmate

population continues to exceed available capacity. At the end of FY 2011, the inmate population housed in BOP operated institutions reached 177,934. Inmates were housed in a rated capacity of 127,795, resulting in an over-crowding rate of 39 percent above rated capacity. The BOP's Long Range Capacity Plan relies on multiple approaches to house the increasing federal inmate population, such as contracting with the private sector and state and local facilities for certain groups of low-security inmates; expanding existing institutions where infrastructure permits, programmatically appropriate, and cost effective to do so; and acquiring, constructing, and activating new facilities as funding permits." In light of overcrowding and stresses on prison staffing, BOP's ability to safely manage the increasing federal inmate population is one of the Department's top ten management and performance challenges identified by the Office of the Inspector General in the DOJ PAR, stating "In sum, the Department continues to face difficult challenges in providing adequate prison and detention space for the increasing prisoner and detainee populations and in maintaining the safety and security of prisons."

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 convicted terrorists such as: Zacarias Mossaoui, Nidal Ayyad (World Trade Center Bomber), Terry Nichols, Sheik Rahman, Richard Reid, Ramzi Yousef, Ahmed Ghailani, and Colleen LaRose (aka Jihad Jane).

4. Full Program Costs

FY 2013 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 2013, the BOP is requesting a total of \$6,820,217,000 with 41,904 positions and 37,839 FTEs for its S&E appropriation to support the DOJ goal to:

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

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 2013 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 implement in FY 2013.

The BOP is requesting base resources that are critical to managing current crowding conditions and future growth in the federal inmate population.

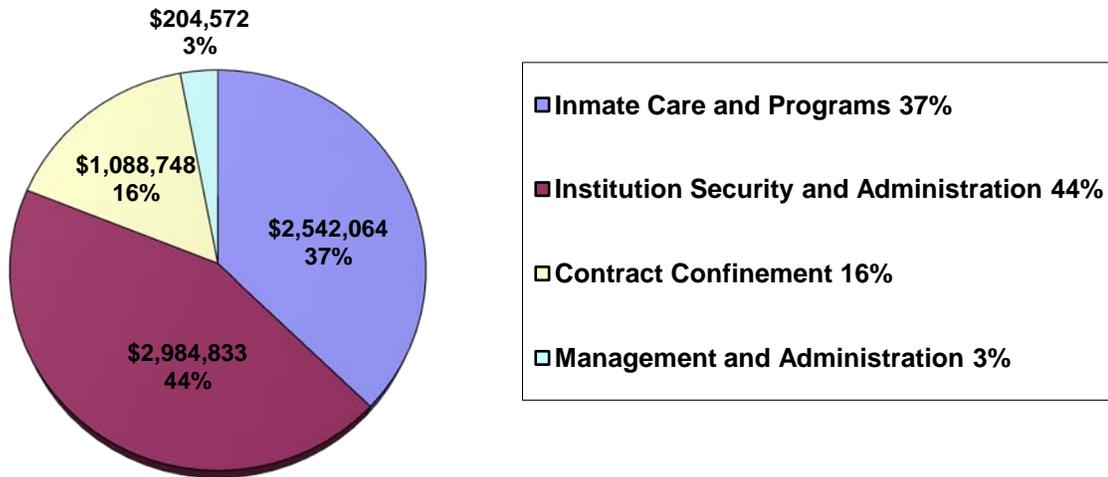


Figure 1
Inmate Care and Programs: \$2,542,064,000

Program Improvements and Offsets

- 1) Begin Activation: USP Yazoo City, MS
- 2) Begin Activation: FCI Hazelton, WV
- 3) Offset: Good Conduct Time
- 4) Offset: Expand Compassionate Release

Institution Security and Administration: \$2,984,833,000

Program Improvements and Offsets

- 1) Begin Activation: USP Yazoo City, MS
- 2) Begin Activation: FCI Hazelton, WV
- 3) Offset: Good Conduct Time
- 4) Offset: Expand Compassionate Release
- 5) Offset: IT Savings

Contract Confinement: \$1,088,748,000

Program Improvement

- 1) Procure 1,000 private contract beds

Management and Administration: \$204,572,000

Program Offset

- 1) Realign Regional Office and Administrative Operations

5. Performance Challenges

The challenges that impede progress toward achievement of agency goals are complex and ever changing. General economic conditions, Congressional legislation, changing and new investigative and prosecutorial initiatives, technological developments, and crime rates are only a few factors that impact BOP and other law enforcement agencies, and pose new challenges that demand attention and change. The BOP continues to streamline operations and increase efficiency in order to operate as inexpensively, efficiently, and effectively as possible.

External Challenges: The BOP does not control the number of new admissions to federal prisons. As a result, BOP faces major challenges in effectively managing the federal inmate population growth in 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 ever 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 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.

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.

This budget contains additional offsets of \$58 million for: proposed Good Conduct Time legislation, expansion of the compassionate release program, information technology savings, and realignment of administrative operations.

Good Conduct Time Proposed Legislation Change: The Administration has proposed legislation to amend federal inmate Good Conduct Time credit to encourage positive behavior. The proposal would increase good time credit availability by seven days for each year of the sentence

imposed. In addition to increasing the incentive for inmate good behavior, this proposal would have the added benefit of slowing the rate of inmate growth. If enacted before FY 2013, this change could potentially result in a significant cost avoidance of up to \$41 million in FY 2013.

Compassionate Release Program: Under current law, the BOP may release inmates who are terminally ill or otherwise eligible for early release due to “extraordinary or compelling circumstances.” Criteria for release under these circumstances are established both in law and administratively determined policy. By amending current administratively established policies, the BOP could release more inmates in FY 2013.

Information Technology Savings: As part of its effort to increase IT management efficiency and comply with OMB’s direction to reform IT management activities, the Department is implementing a cost saving initiative as well as IT transformation projects. This offset represents savings that will be generated through greater inter-component collaboration in IT contracting. Funds will be redirected to support the Department’s Cyber-security and IT transformation efforts as well as other high priority requests.

Realign Regional Office and Administrative Operations: The BOP has made great strides in the past in consolidating functions and streamlining operations. The BOP has been “doing more with less” for many years by co-locating institutions; delayering management positions; closing four stand-alone minimum security prisons; consolidations of procurement, sentence computation, inmate designation, and human resources and other functions; all while managing an ever growing number inmates and with fewer staff compared to the size of the inmate population. In executing this offset, the BOP will make additional streamlining reductions to its regional offices and administrative positions in an attempt to achieve increased administrative efficiencies.

6. Environmental Accountability

The BOP continues its progress towards improving environmental and energy performance. The BOP is aggressively pursuing the Energy Saving Performance Contract (ESPC) finance mechanism permitted by Executive Order 13423 and the Energy Policy Act. Twenty-seven ESPCs have been initiated over the last five years, and the BOP has moved forward with ESPCs at twenty-one 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.

For example, four institutions have recently completed ESPCs and the Energy Conservation Measures (ECMs) are having a significant impact on the facilities consumption of water and energy. The four institutions are the FCI Englewood, CO; FCI Big Spring, TX; Federal Correctional Complex (FCC) Victorville, CA; and FCC Petersburg. The combined acreage for the four institutions is 2,518 and the total building space is 3,580,000 square feet. The four institutions have a total of 28 ECMs. The ECMs included water management, sub-metering, control upgrades, wind energy, solar PV, solar thermal, biomass, geothermal, lighting, HVAC and plumbing upgrades, and electric vehicles. 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 four sites are electrical 12,036,552 KWh/yr., natural gas 118,286 MBtu/yr., water 126,302 KGal/yr., sewage 70,900 KGal/yr. annually, and a significant saving in operation and maintenance costs. Total emissions reductions for the four sites include CO₂ 24,705,781 lbs./yr., NO_x 19,693 lbs./yr., and SO_x 25,348 lbs./yr.

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

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

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

In addition to ESPCs, the BOP is also pursuing many energy conservation and greening projects via traditional methods. As an example, the BOP has recently signed a contract with Lycoming County, PA, to utilize methane gas from a landfill to provide electricity and hot water to the FCC in Allenwood, PA.

The FCC in Butner, NC is one of the first prisons in the country to be LEED “Certified”. The Leadership in Energy and Environmental Design (LEED) Green Building Rating System is the nationally accepted benchmark for design, construction and operation of high performance sustainable buildings. As part of this certification, these assets received points for a sustainable site, water efficiency, energy/atmosphere, materials/resources, indoor air quality and innovative designs. Currently, new prisons are being built in Yazoo City, MS, Aliceville, AL, and Hazelton, WV. These prisons will be at a minimum LEED “Certified”.

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 two percent reduction in energy consumption over the fiscal year. Also, the BOP implemented additional water conservation initiatives in 2009 to reduce water consumption throughout the system.

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

The BOP has six institutions that have various size bio-diesel operations. At these facilities, waste kitchen grease is converted into bio-diesel, and is used in vehicles and lawn equipment. The United States Penitentiary in Big Sandy, KY produces over 500 gallons of bio-diesel per month. The BOP anticipates this program might be expanded to all institutions over the next few years.

II. Summary of Program Changes

The requested increases and 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>(\$000)</u>	<u>Page</u>
USP Yazoo City, MS (1,216 beds)	To begin the activation process (operations) at USP Yazoo City, MS.	416	104	28,421	75
FCI Hazelton, WV (1,280 beds)	To begin the activation process (operations) at FCI Hazelton, WV.	389	97	27,084	75
Contract Bed Increase	Procure 1,000 private contract beds.	4	2	25,865	78
Offset: Good Conduct Time Credit Proposed Legislation	Increase Good Conduct Time credit availability by seven days per year and for program participation.	0	0	(41,000)	80
Offset: Expand Compensate Release	Release a greater number of inmates under this authority.	0	0	(3,154)	81
Offset: IT Savings	DOJ IT contracting collaboration.	0	0	(2,831)	82
Offset: Realign BOP Regional Office and Administrative Operations	Undergo a review to streamline regional office and non-institution operations.	(60)	(60)	(11,001)	83
TOTAL		749	143	\$23,384	

III. Appropriations Language and Analysis of Appropriations Language

Appropriation Language

The FY 2013 budget estimates include proposed changes in the appropriation language listed and explained below. New language is *italicized and underlined*, and language proposed for deletion is bracketed.

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, [including purchase (not to exceed 835, of which 808 are for replacement only) and hire of law enforcement and passenger motor vehicles,] and for the provision of technical assistance and advice on corrections related issues to foreign governments, [\$6,551,281,000] *\$6,820,217,000*: *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, [2013] *2014*: *Provided further*, That, of the amounts provided for contract confinement, not to exceed \$20,000,000 shall remain available until expended to make payments in advance for grants, contracts and reimbursable agreements, and other expenses authorized by section 501(c) of the Refugee Education Assistance Act of 1980 (8 U.S.C 1522 note), for the care and security in the United States of Cuban and Haitian entrants: *Provided further*, That the Director of the Federal Prison System may accept donated property and services relating to the operation of the prison card program from a not-for-profit entity which has operated such program in the past notwithstanding the fact that such not-for-profit entity furnishes services under contracts to the Federal Prison System relating to the operation of pre-release services, halfway houses, or other custodial facilities.

Analysis of Appropriation Language

No substantive language changes; however, the specific provision included under the Federal Prison System for vehicle purchases is deleted as this authority is granted under the Department of Justice's authorization act (P.L.107-273).

IV. Decision Unit Justification

A. Inmate Care and Programs

Inmate Care and Programs TOTAL	Perm. Pos.	FTE	Amount (\$000s)
2011 Enacted	14,705	12,697	2,294,174
2012 Enacted	15,003	13,021	2,421,272
Adjustments to Base and Technical Adjustments	120	338	121,860
2013 Current Services	15,123	13,359	2,543,132
2013 Program Increases	279	70	19,054
2013 Program Offsets	0	0	(20,122)
2013 Request	15,402	13,429	2,542,064
Total Change 2012-2013	399	408	120,792

1. Program Description: Inmate Care and Programs

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

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

The purpose of inmate programs is to improve inmate self-control, provide educational opportunities and pre-release programs to facilitate reentry and transition, and establish healthy relationships between staff and inmates by dividing the large institution population into smaller, more manageable groups. A team of multi-disciplinary staff (i.e., Unit Manager, Case Manager, Correctional Counselor and a Unit Officer) who have administrative and supervisory authority are permanently assigned and located in housing units to work with the inmates. This places services closer to the users, and permits decision-making by those who are most knowledgeable about inmates and their 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 unsentenced 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. BOP medical staff come from two personnel systems: The majority 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 more effectively managed with early detection and treatment. Services specific to female health care, including necessary obstetric and gynecological care are provided.

To update BOP providers on the continually evolving medical practices and management of high volume or high risk diseases such as diabetes, HIV, hepatitis, hypertension, etc., the BOP Medical Director issues Clinical 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 has no competitive advantage when soliciting for contracts in the local community. As the covered population is limited to the population of the institution, and the ability to spread the costs across the population is also limited, there is no incentive for vendors to apply discounts to the benchmark rates. In many cases, the premium effectively resets the reimbursements for services to a fee for service rate.

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, 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 MCRs, FCI Fort Worth completed the first phase of activating 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. It is anticipated that all 40 beds will be activated by the spring of 2012.

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 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 rapidly expanding inmate population. Inmates suffer from the same constellation of medical conditions as the population at large, with significantly higher rates of disease associated with 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), and 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.

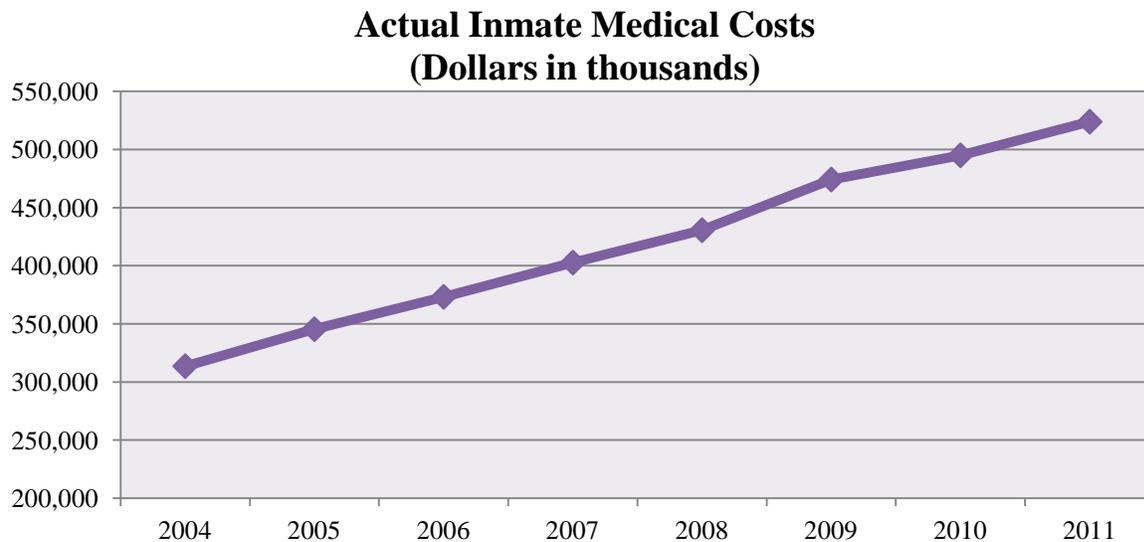
For the past several years, the incidence of chronic hepatitis C (HCV) has remained stable at approximately seven percent of the population. However, we are concerned that infectious disease experts are predicting that HCV drug treatment options will grow exponentially in the next five years. More patients will be candidates for treatment and drug regimens will become more and more expensive. As treatment indications broaden in the future and multi-drug regimens become the standard of care, the drug costs for managing HCV will grow significantly. The BOP currently 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.

The demand and need for long-term care beds is increasing. Options to accommodate this increased need are being explored. FCI Fort Worth has added forty long-term care beds. 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 Terminal Island and Fort Worth are being explored.

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, with over \$523 million incurred in FY 2011.



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

- 1. 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.
- 2. Teleradiology.** Since 2004, the BOP has been actively involved in using teleradiology interpretation services through agreements with federally affiliated radiologists. In September 2011, there were 99 institutions participating in this initiative. In 2012, the goal is to provide functionality to at least 5 additional sites, dependent on funding. 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 as required in a timelier manner. Maintenance costs for this equipment are very high (as much as \$100,000 per year) and efforts to negotiate lower rates with vendors have been unsuccessful. Radiation safety standards require frequent monitoring and maintenance of this equipment, and repairs can represent as much as one third of the total value of the equipment if not properly maintained. Each institution must maintain at least one active and functioning x-ray machine.

- 3. *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. 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. We 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 Bureau will integrate a Laboratory Information System with the EMR. We will continue to refine processes and add ancillary documentation components in compliance with ONC standards. We 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 more 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, 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. HSD is currently able to more 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, HSD is evaluating the various options to expand the Care Level 3 mission to additional institutions and to date has targeted three institutions to initiate Care Level 3 missions by 2013. 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 more effectively identify inmates with significant medical needs and plan for placement.

5. **Bill Adjudication.** In August 2008, a contract was awarded for the provision of medical claims adjudication services for certain BOP locations. This function was previously performed by staff with little training or expertise in this complex process. 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. The medical claim adjudication services implementation will be phased in through BOP with approximately 65 facilities utilizing the services by the fourth option year period. The service is anticipated to increase the accuracy of payments for medical services provided via contractual agreements. The BOP is currently working with the medical services contractors and the medical claims adjudication contractor to operationalize these services in multiple regions in FY 2012.
6. **Utilization Review (UR).** It is the BOP's policy that every institution have an established Utilization Review Committee (URC) chaired by the institution clinical director. The URC's responsibilities include reviewing all medically necessary non-emergent cases and authorizing treatment; reviewing outside medical, surgical, and dental procedures; reviewing requests for specialist evaluations; monitoring lengths of stay and interventions associated with inpatient admissions at community-based health care facilities; and making decisions (approve, refer, defer, or deny) for each case presented. The clinical director is the final authority for all URC decisions. To facilitate and provide greater consistency with the UR process, the HSD purchased a software-based clinical decision criteria system in FY 2006. Since FY 2010, six regional reviewers now 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.
7. **Catastrophic Case Management.** The BOP developed a process to monitor and track catastrophic cases and the associated costs. A single catastrophic case can easily account for 20 to 30 percent of a typical institution's annual outside medical budget. This strategy will allow the BOP to better understand the impact of catastrophic health care events on the health care budget and decision making. The Mid-Atlantic Region successfully tested this clinical-fiscal case management system and the remaining regions will adopt this practice in FY 2012.
8. **Airborne/Contagious Disease Management.** It is the policy of the BOP that each institution have at least one airborne infection isolation room (AII), formally called a negative pressure isolation room (NPIR), which complies with the CDC and Occupational Safety and Health Administration guidelines for respiratory isolation. AII rooms provide the BOP with the ability to effectively contain contagious diseases such as tuberculosis, varicella (chicken pox), measles, and potential pandemic illness (e.g., Avian flu), in the correctional setting. Since 1999, all new facilities are designed and built to meet these guidelines. The 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. During 2009, the pandemic flu plan was activated locally at a number of BOP sites, to include regular FCIs, USPs, and detention centers.

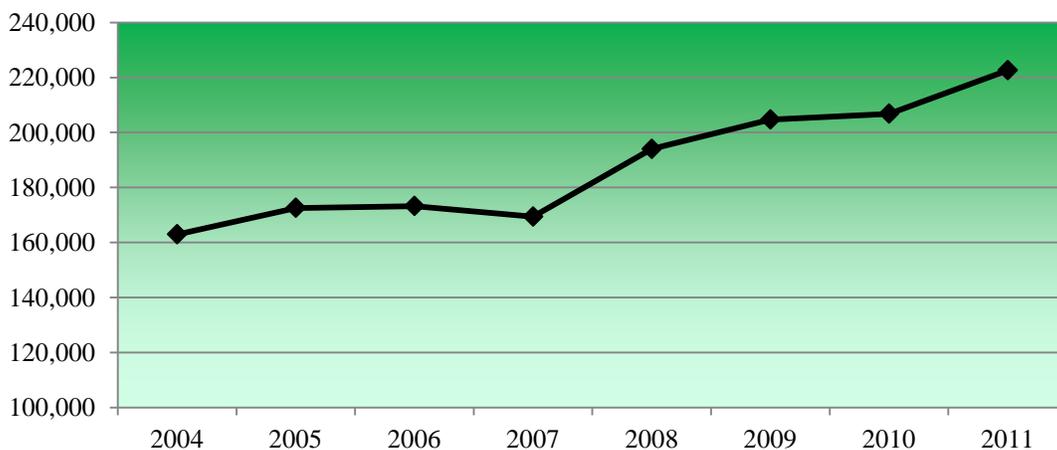
- 9. *Medical Contracting Initiatives.*** A work group was established to comprehensively evaluate the future of health care contracting for the agency. The objectives established were to evaluate comprehensive contracting strategies for health care based on emerging trends and evaluate at least five of the HSD's contracting initiatives for a limited geographic area of institutions. The initiatives proposed by the HSD to be incorporated in this work group effort are dialysis, mobile surgery, telehealth, mobile imaging, community corrections/halfway house delivery of health care, and a preferred provider network. The Business Practices Subcommittee of the HSD National Governing Board is continuing to assess the feasibility of national or regional contracting options for these services. If it is concluded the initiatives represent value to the agency, procurement action will be initiated.

Food Service

The BOP provides daily meals that meet the Dietary Reference Intake recommended by the Food and Nutrition Board, Institute of Medicine of the National Academies of Sciences, for vitamins and minerals. Meal preparation is accomplished primarily by inmate workers (about 12 percent of the population) under the supervision of staff. Food preparation, recipe and menu management, and cost-based budgetary accounting are maintained by the use of a standardized national menu and a computerized Food Service management software system. USP Lompoc, CA, and FCI El Reno, OK, utilize available land resources in limited production of beef and milk. Farm products are consumed at the producing institutions and are also shipped to nearby institutions to offset their need to purchase some products on the open market.

During FY 2013, the BOP estimates serving over 206 million meals, which is nearly 564,000 meals per day and over 3.9 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 almost \$223 million incurred in FY 2011.

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



Education and Vocational Training

Inmate education programs include literacy, English-as-a-Second Language (ESL), occupational education, advanced occupational education (AOE), parenting, release preparation courses, and a wide range of adult continuing, wellness, and structured and unstructured leisure time activities. Education programming provides inmates with an opportunity to learn the functional skills that support their reintegration into the community. At the end of the FY 2011, 37 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. The Administration has proposed legislation that will continue to provide inmates with incentives for good behavior as well as to participate in programming that is proven to reduce the likelihood of recidivism. The proposed sentencing reforms include a new sentence reduction credit, which inmates can earn for participation in education and vocational programming.

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

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

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

The BOP's Post Release Employment Study convincingly demonstrates that occupational training programs decrease recidivism. Studies show that inmates who participate in these

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

programs are 33 percent less likely to recidivate³. Federal inmates can choose a vocation, through instruction, work experiences, and career orientation; acquire or improve productive work skills and habits; and gain practical knowledge essential to working and functioning in a complex industrial technical world of work.

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. Bureau 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 Bureau), the Bureau continues to develop evidence based treatment practices to manage and treat drug-using offenders. The Bureau's strategy includes early identification through a psychology screening, drug education, non-residential drug abuse treatment, intensive residential drug abuse treatment and community transition treatment.

The Violent Crime Control and Law Enforcement Act (VCCLEA) of 1994 requires the BOP, subject to the availability of appropriations, to provide appropriate substance abuse treatment for 100 percent of inmates who have a diagnosis for substance abuse or dependence and who volunteer for treatment. In FY 2007 and FY 2008, the BOP did not meet this requirement due to inadequate funding for program expansion; however, in FY 2009, FY 2010 and FY 2011, the Bureau was able to provide appropriate substance abuse treatment for 100 percent of eligible inmates.

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 the instant offense is related to drug use. If so, the inmate is required to participate in the Drug Abuse Education course.

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).

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.

Nonresidential Drug Abuse Treatment. Unlike residential programs, inmates are not housed together in a separate unit; they are housed in and with the general inmate population. Nonresidential treatment was designed to provide maximum flexibility to meet the needs of the offenders, particularly those individuals who have relatively minor or low-level substance 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.

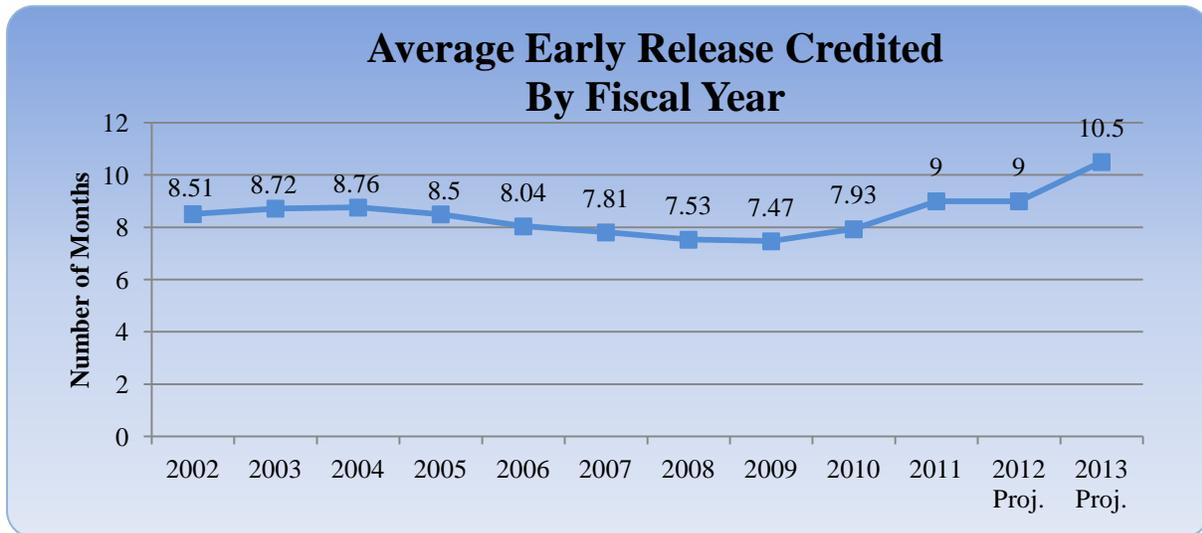
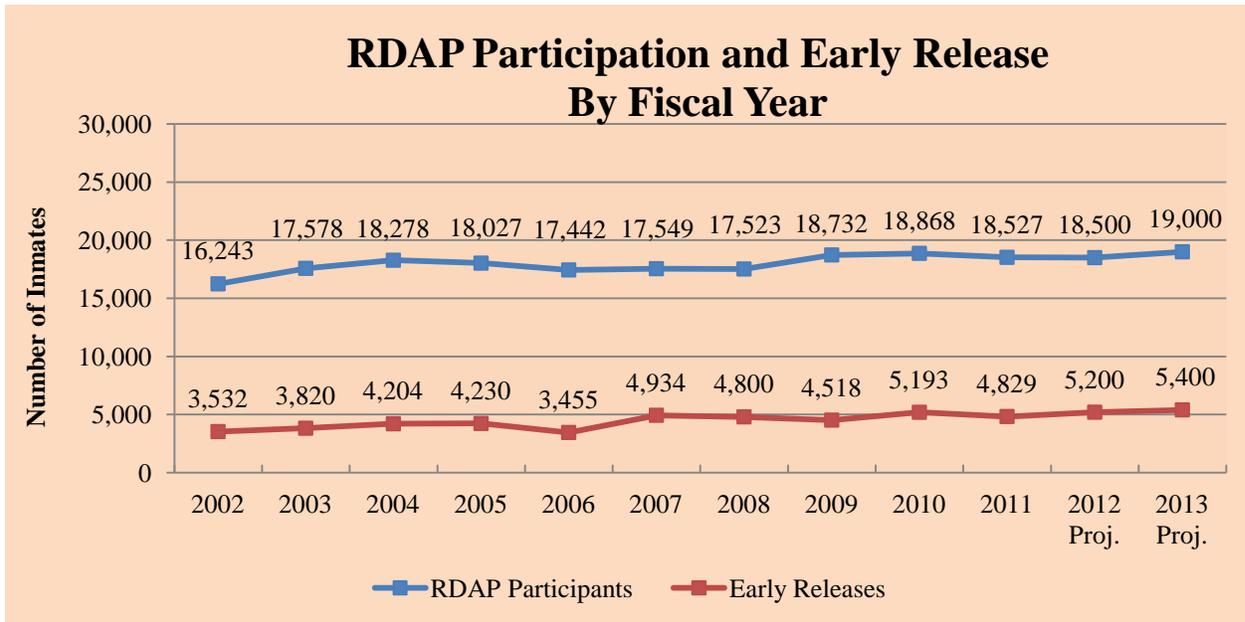
Residential Drug Abuse Treatment. More than half of the Bureau's facilities operate the Residential Drug Abuse Program (RDAP). RDAP programs are located in a separate unit, away from the general population. The RDAP is based on Cognitive Behavioral Therapy (CBT), wrapped into a modified therapeutic community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

Inmates who participate in RDAP continue with drug abuse treatment when transferred to a Residential Reentry Center in the community while still in Bureau custody. The Bureau contracts with community-based treatment providers, often the same treatment providers who will continue the offender's course of treatment when released to community supervision. This ensures a continuity of treatment and supervision.

If an inmate still 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.

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

The following charts show participation and early release information:



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

Residential Drug Abuse Treatment Program Locations:

NORTHEAST REGION

FCI Danbury, CT
FCI Elkton, OH

FCI Ft. Dix, NJ
FCI Fairton, NJ
FPC Lewisburg, PA

FPC McKean, PA

MID-ATLANTIC REGION

FPC Alderson, WV
FCI Beckley, WV
FPC Beckley, WV
FCI Butner, NC
FCI Cumberland, MD
FPC Cumberland, MD
FMC Lexington, KY
FCI Morganton, WV
FCI Petersburg – Med, VA
FPC Petersburg – Low, VA

NORTH CENTRAL REGION

FPC Duluth, MN
FCI Englewood, CO
FCI Florence, CO

FPC Florence, CO
FPC Greenville, IL
FCI Leavenworth, KS
FPC Leavenworth, KS
FCI Milan, MI
FCI Oxford, WI

FPC Pekin, IL
USMCFP Springfield, MO
FCI Sandstone, MN
FCI Waseca, MN
FPC Yankton, SD

SOUTH CENTRAL REGION

FCI Bastrop, TX
FCI Beaumont, TX (Low)
FCI Beaumont, TX (Med)
FPC Beaumont, TX
FPC Bryan, TX
FMC Carswell, TX
FCI El Reno, OK
FCI Fort Worth, TX
FCI Forrest City, AR
FPC Forrest City, AR
FCI LaTuna, TX

FCI Seagoville, TX
FPC Texarkana, TX

SOUTHEAST REGION

FCI Coleman, FL
FPC Edgefield, SC
FCI Jesup, GA
FCI Marianna, FL
FPC, Miami, FL
FPC Montgomery, AL
FPC Pensacola, FL
FPC Talladega, AL
FCI Tallahassee, FL
FCI Yazoo City, MS

WESTERN REGION

FCI Dublin, CA
FPC Dublin, CA
FCI Herlong, CA
FPC Lompoc, CA
FCI Phoenix, AZ
FPC Phoenix, AZ
FCI Sheridan, OR
FPC Sheridan, OR
FCI Terminal Island, CA

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

Additional Residential Psychology Treatment Programs

The BRAVE Programs. The Bureau Rehabilitation and Values Enhancement (BRAVE) Program, a program for young offenders serving lengthy sentences, addresses institutional adjustment, antisocial attitudes and behaviors, and motivation to change. Currently the BRAVE program is located at FCI Beckley.

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 15 Bureau penitentiaries.

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 Florence, CO
USP Hazelton, WV
USP Lee, VA

USP McCreary, KY
USP Pollock, LA
USP Terre Haute, IN
USP Tucson, AZ
USP Victorville, CA

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

Mental Health Treatment Programs The BOP offers a series of specialized mental health treatment programs dedicated to the management of treatment of seriously mentally ill inmates. Specifically, these programs are designated 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 FCI Danbury (females).
- **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 Bureau's female institutions.

Sex Offender Management Programs. The BOP's psychology staff also provide Sex Offender Management Programs (SOMPs) for sex offenders during confinement. The following institutions have a SOMP mission: FCI Englewood, CO (Low); FCI Elkton (Low); FCI Marianna, FL (Medium); FMC Devens, MA; FCI Petersburg, VA (Medium); USP Tucson, AZ (High); FCI Seagoville, TX (Low); USP Marion, IL (Medium). SOMP is a multi-component program that includes the Sex Offender Treatment Program (SOTP), assessment, specialized correctional management, and population management.

The Bureau'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. Most 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, 328 inmates have completed a Sex Offender Treatment Program and an additional 300 are currently participating in treatment.

Commitment and Treatment Program (CTP): The Adam Walsh Child Protection and Safety Act requires the Bureau to review releasing sex offenders for possible certification as sexually dangerous persons. The Bureau 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 four civilly committed sex offenders in the CTP.

Religious Services

Chaplains

The Bureau 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. 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 in the delivery of pastoral care. Policy is being developed to expand the use of mentors; 23 Mentor Coordinator positions have been approved at Life Connections and Threshold Program sites.

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 all inmates who meet the participation criteria. The Office of Research and Evaluation is conducting continuing study of both programs to determine their level of success both during and post incarceration.

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 November 1, 2011, there were 1,612 inmates who have completed the incarceration phase of the program. There are 1,149 inmates who have completed the incarceration phase and have been released to RRCs or directly to the community. The LCP provides opportunities for the development of the participating inmates' faith commitment, with a goal of reducing recidivism. The LCP consists of an intensive, multi-phase program which instills values and character through a curriculum of personal, social and moral development. Two phases of mentoring are provided to LCP inmates.

In support of the Second Chance Act and as of November 1, 2011, the Life Connections Program has integrated 1,956 individual mentors into mentoring relationships with inmates in the program. In addition, as of November 1, 2011, the Life Connections Program involved 1,987 community/faith-based organizations to empower successful reentry into the community. The initiative is subject to rigorous empirical scrutiny to gauge both qualitative and quantitative results. The program has been implemented in institutions of various security levels and in various geographical regions of the country. It is being carried out in partnership with a broad spectrum of religious and community organizations. The current sites are: FMC Carswell, TX; FCI Milan, MI; FCI Petersburg, VA; USP Terre Haute, IN; and USP Leavenworth, KS.

Threshold

Reentry preparation for inmates not eligible for the residential Life Connections Program is offered through the Threshold program. Threshold is a non-residential spiritual/values based program taught by chaplains and volunteers over a six to nine month time period. This program is designed to strengthen inmate community reentry and reduce recidivism. Currently, seventy five institutions are planning or offering Threshold in FY 2012. "Getting Started with Threshold" and "Designing Thresholds to Meet Your Need" video conference training sessions are held regularly for regional and institutional staff. Life Connections Program and Threshold training for sixty agency staff including Mentor Coordinator sites is planned for January 2012 at the National Training Academy.

The National Reentry Affairs Branch coordinates efforts to implement inmate skill development initiatives across BOP's divisions and provide a centralized point of liaison with external agencies to equip inmates with the necessary skills and resources to succeed upon release. These efforts address the requirements of the Second Chance Act's Federal Prisoner Reentry Initiative.

The primary objectives of the reentry strategy include the following:

- ❖ Identification of the core skills needed for successful offender reentry: academic, vocational/career development, interpersonal, leisure time, cognitive, character, daily living, wellness, and mental health.
- ❖ An objective assessment of those skills and continual measurement of the skills acquisition, rather than simple program completion, by completing an Inmate Skills Assessment (ISA).

The Bureau has developed and continues to refine an assessment instrument that targets each of the nine skill areas. The ISA facilitates the entire ISD process and provides a clear operational definition of skills achievement. It was designed in collaboration with

other agencies, including the courts and probation, to enhance communication and transportability to those involved with the inmate's community transition. The ISA is a dynamic instrument, automated through a web-based application, utilizing information from a variety of sources including court documents, a structured interview with the inmate, behavioral observations of the inmate, and supplemental assessment instruments. Supplemental instruments are administered selectively based upon identified needs and include, but not limited to, the Adult Basis Learning Examination (ABLE), Test of Adult Basic Education (TABE), and Wechsler Adult Intelligence Scale - III (WAIS-III). The ISA is being used in all Bureau correctional institutions.

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

The ISD uses the information gathered through the ISA to summarize the inmate's skill strengths and deficits and create an Individualized Skills Development Plan (ISD Plan). The ISD Plan is continuously updated and includes objectives and action planning to address inmates' needs. The ISD Plan follows the inmate throughout the term of incarceration and upon release to the community.

- ❖ Linkage of programs to specify reentry skills identified through assessment.

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

- ❖ Allocation of resources to those inmates with the greatest skill deficiencies and hence, the greatest risk of recidivism.
- ❖ Information sharing and the building of community collaborations for the holistic seamless approach in transitioning offenders.

Models of collaboration are being developed to assist with skill enhancement and the seamless transition to the community. This component focuses on expanding inter-agency and intra-agency communication and information sharing throughout the inmate's incarceration. Special population needs, such as incarcerated veterans, disabled offenders, females and others, are coordinated through collaborations with external agencies to deliver targeted services. Through expanded web-based applications and automation, the ISD automation will allow for up-to-date information to be more accessible for sharing with relevant agencies throughout the incarceration period effectuating a seamless flow of information and providing a continuum of care. Collaborations also reduce redundancy in and amongst agencies and allows for more effective tailoring of services.

Inmate Transition Branch

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

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

Since 1996, the ITB has assisted in the conduct of nearly 850 mock job fairs in 117 federal prisons. More than 30,000 inmates and over 17,750 employer and community organization/agency representatives have participated. In addition, ITB staff have assisted state prisons, regional jails and federal probation services to hold both real and mock job fairs.

ITB also administers the UNICOR Bonding Program. Initiated in 2006, it provides a \$5,000 bond for employed ex-offenders who previously worked in Federal Prison Industry factories for a minimum of six months prior to their release.

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

Performance and Resource Table

PERFORMANCE AND RESOURCES TABLE											
Decision Unit: Inmate Care and Programs											
DOJ Strategic Goal/Objective: 3.3											
Workload/Resources		Final Target		Actual		Projected		Changes		Requested (Total)	
		FY 2011		FY 2011		FY 2012		Current Services Adjustments and FY 2013 Program Changes		FY 2013 Request	
Workload: Total End of Year Federal Inmate Population*		217,261		217,768		222,768		6,500		229,268	
Total Costs and FTE		FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000
		36,244	6,282,410	36,244	6,282,410	37,083	6,551,281	756	268,936	37,839	6,820,217
TYPE/ STRATEGIC OBJECTIVE	Performance	FY 2011		FY 2011		FY 2012		Current Services Adjustments and FY 2013 Program Changes		FY 2013 Request	
Program Activity	1. Inmate Care and Programs	FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000
		12,697	2,294,174	12,697	2,294,174	13,021	2,421,272	408	120,792	13,429	2,542,064
Performance Measure	# of Inmates Completing Literacy Program	6,161		6,580		6,580		168		6,748	
Performance Measure	# of Inmates Participating in the Residential Drug Abuse Treatment Program			18,527		18,500		500		19,000	

*The chart above includes actual population numbers for FY 2011 and projected population numbers for FY 2012 and FY 2013. 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). Data from United States Marshals Service indicates that as of December 31, 2011, there were 6,586 inmates in Marshal's custody who are either designated or waiting to be designated to a BOP facility.

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. In the near future, alternative literacy programs, aimed at better serving inmates with special learning needs, will be implemented. 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 inmates who participated in the RDAP within FY 2011, and the number of projected participants in FY 2012 and 2013.

Data Collection and Storage: Institution education staff verify and record inmates' high school or General Educational Development (GED) attainment in the SENTRY Education Data System when inmates enter BOP custody or when they pass the GED tests and obtain a high school equivalent credential. GED completion data is provided by the GED Testing Service, American Council on Education. GED completion information is posted in the BOP's internal Web site (intranet) quarterly 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 "basic" status in RDAP as WAIT, PARTICIPANT, COMPLETE, WITHDRAW, EXPELLED, or INCOMPLETE. PDS tracks the inmate's clinical progress, including: treatment plans; 60 day treatment reviews; group contacts; individual contacts; treatment summaries, etc. Both SENTRY and PDS are stored electronically. Signed documents are inserted in inmate's Central File.

Data Validation and Verification: Completion numbers are monitored by field education staff via quarterly GED statistical reports posted on the agency's internal website. Data is verified by monitoring the number of inmates on the waiting list for the Residential Drug Treatment Program (RDAP) program who are within 36 months of release, as maintained in the SENTRY database, against the total RDAP program capacity to ensure 100 percent of eligible inmates receive treatment prior to release. 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 PDS and SENTRY data which are monitored by Central Office and the Regional Offices no less than monthly. 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												
Performance Report and Performance Plan Targets		FY 2004	FY 2005	FY 2006	FY 2007	FY 2008	FY 2009	FY 2010	FY 2011		FY 2012	FY 2013
		Actual	Target	Actual	Target	Target						
Performance Measure	Increase the # of Inmates Completing Literacy Program	n/a	n/a	n/a	n/a	n/a	5,981	6,014	6,161	6,580	6,580	6,748
Performance Measure	# of Inmates Participating in the Residential Drug Abuse Program *				17,549	17,523	18,732	18,868		18,527	18,500	19,000
N/A = Data unavailable												
* Denotes inclusion in the DOJ FY 2012 – 2016 Strategic Plan												

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 for the safe, secure, humane, and cost effective confinement of detainees awaiting trial and/or sentencing, and those in the custody of the Federal Prison System.

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 special learning 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 2011 with 6,580 completions. For FY 2012, the target remains at 6,580 and for FY 2013 it increases to 6,748 completions.

The number of inmates participating in the residential drug abuse treatment program during FY 2011 was 18,527. Certain inmates convicted of non-violent offenses are eligible for up to a 12 month sentence reduction after successful completion of the program. Due to limited capacity inmates eligible for the reduction receive an average of about 8 months. Resources requested in this 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, without additional staff resources for FY 2012 residential drug abuse treatment participants will remain at 18,500. However, with an increase requested in FY 2013 the target increases to 19,000.

b. Strategies to Accomplish Outcomes

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

Though the work being done by treatment staff in the Bureau is proficient and meets the needs of the releasing population, the agency is changing the model of reentry from an emphasis on clinical assessment and program participation to a competency-based model. Termed the Inmate Skills Development (ISD) initiative, this is not a new program, but rather an entirely new strategy and way of viewing inmate management. It requires the agency to shift its philosophy

and reemphasizes the Bureau's mission to prepare inmates for release to the community. These shifts have been and will continue to be clearly communicated with staff. The components involved in this initiative include:

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

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

The Bureau awarded a contract and developed a remedial GED curriculum. The remedial curriculum was sent to field staff, and it is posted on the Intranet to enhance literacy instruction. An updated curriculum will be provided in FY 2012. In August 2011, the Bureau submitted the proposed rules language for alternative literacy programs to the Department of Justice. In the summer of 2010, the Bureau'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.

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 Bureau), the Bureau continues to develop evidence based treatment practices to manage and treat drug-using offenders. The Bureau's strategy includes early identification through a psychology screening, drug education, non-residential drug abuse treatment, intensive residential drug abuse treatment and community transition treatment, as discussed earlier.

The resources requested in this budget would allow the BOP to expand the RDAP program, treat additional inmates, and allow eligible inmates additional time off for program completion.

B. Institution Security and Administration

Institution Security and Administration TOTAL	Perm. Pos.	FTE	Amount (\$000,s)
2011 Enacted w/ Rescissions	23,868	21,705	2,783,664
2012 Enacted	24,326	22,220	2,880,290
Adjustments to Base and Technical Adjustments	0	275	94,955
2013 Current Services	24,326	22,495	2,975,245
2013 Program Increases	526	131	36,451
2013 Program Offsets	0	0	(26,863)
2013 Request	24,852	22,626	2,984,833
Total Change 2012-2013	526	406	104,543

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, both electrical and manual, supplemented by metal detection systems and search procedures for weapon and contraband control. BOP has fully incorporated Closed Circuit Television technology in its higher security facilities, which has enhanced supervision and provides valuable intelligence in the management of federal inmates. For practical purposes, all other security measures, processes and activities can be called internal security, commencing when an inmate is admitted and terminating upon his or her release.

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

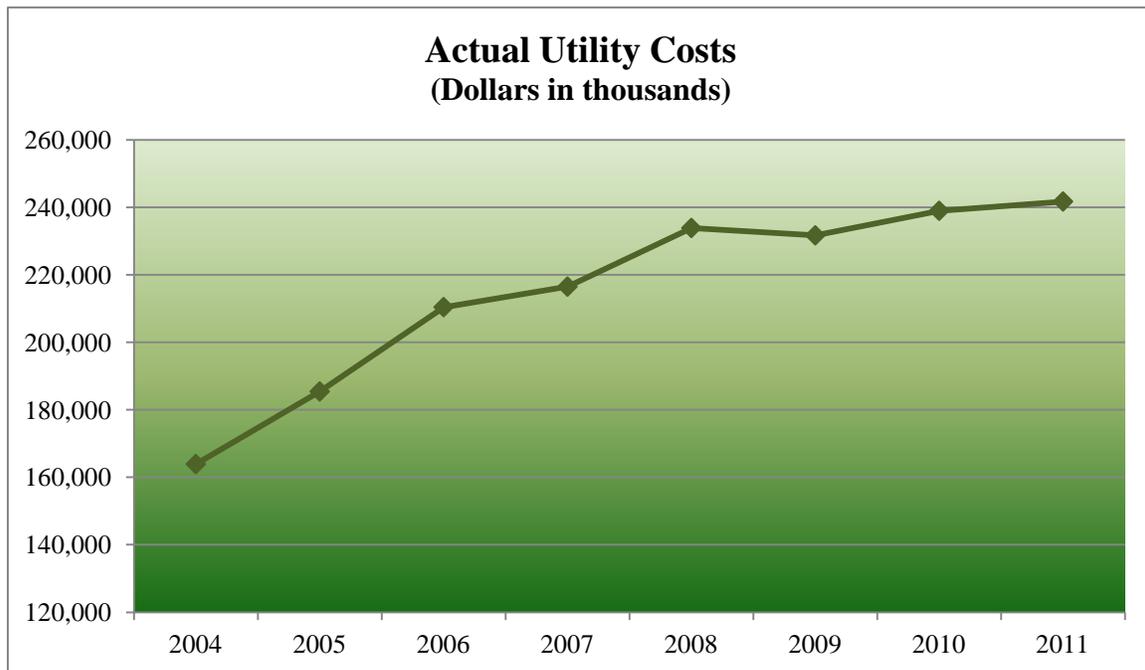
Violations of institution regulations are dealt with through the Inmate Disciplinary Process. Correctional staff members conduct investigations of the alleged misconduct and forward the findings to the Unit Discipline Committee. Depending on the seriousness of the charge, the Unit Discipline Committee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

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

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

The Facility Maintenance program is designed to adequately maintain and continue to safely operate the physical plants of BOP institutions. Facilities vary in age from those recently constructed to those 100 or more years old. Thirty-three of the BOP facilities are over 50 years old. As of January 20, 2012, BOP facilities are situated on 46,030 acres of land and contain approximately 62 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. In FY 2013, this program will provide for the maintenance and operation of 4,019 vehicles.

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. Despite energy saving initiatives, discussed earlier in the budget, the growing inmate population and inflationary factors have significantly increased utility costs. The following graph illustrates the increasing obligations for actual non-salary utility costs, with about \$242 million incurred in FY 2011.



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 (103 hours) program of instruction that covers hostage situations, ethics, interpersonal communication skills, special offenders, diversity, inmate discipline, legal procedures, etc. Successful completion of this program (academics, firearms and the Physical Ability Test) is required for continued employment of newly hired staff entering into law enforcement positions. The program is fully accredited by the University of Eastern Kentucky. In FY 2011, 1,851 new employees participated in 43 classes of the ICT program.

The STA provided advanced correctional skills training for trainers in disturbance control, firearms, bus operations, self-defense, and side-handle baton in FY 2011. The STA also provides advanced correctional training for Marksman/Observer and Witness Security. The majority of the advanced training programs are conducted at BOP institutions resulting in substantial cost avoidance in training costs.

The Management and Specialty Training Center (MSTC) in Aurora, Colorado, provides senior level training courses, Distance Learning programs and audio visual support for the Bureau of Prisons. 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, Disciplinary 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.

In its new Aurora location and configuration, the MSTC (part of the National Corrections Academy along with the National Institute of Corrections element) serves as host to large scale training events for most Bureau of Prisons disciplines as well as a focal point for collaboration in training development and delivery with other DOJ agencies.

To maximize the use of training funds, the MSTC provides several alternatives to residential courses that include staff assists, off-site instruction, Distance Learning programs via web-based courses on BOP-Learn, Centra sessions, videoconferencing, and satellite broadcasts. eZ.exam 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) provides benefit related services to staff located at all Bureau locations. The CBU processes applications for retirements, deposits/redeposits, military deposits, and calculates projected annuity estimates. The CBU provides advice on a wide variety of inquiries regarding all aspects of benefits, including health insurance, life insurance, long term health care, flexible spending accounts, Thrift Savings Plan, and provides updates on new benefits (FEHB dental and vision) as they develop.

The Consolidated Processing Unit (CPU) processes payroll and personnel transactions; sets pay; receives and processes court orders; maintains Official Personnel Files (OPF), performance, and payroll files; oversees the time and attendance program; responds to inquiries from Human Resources offices, staff and third parties, regarding payroll/personnel transactions, personnel documents and files; and is the Bureau of Prisons primary liaison with the Department of Justice, National Finance Center and auditors on matters related payroll processing and time and attendance.

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.

The Security and Background Investigation Section (SBIS) serves as the Bureau of Prisons personnel security office receiving background investigations from the Office of Personnel Management (OPM). Background investigations, are initiated on all new staff at the hiring location, are conducted by OPM 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 office is also responsible for policy requirements in pre-employment procedures and contractor security.

Performance and Resource Table

PERFORMANCE AND RESOURCES TABLE											
Decision Unit: Institution Security and Administration											
DOJ Strategic Goal/Objective: 3.3											
Workload/Resources		Final Target		Actual		Projected		Changes		Requested (Total)	
		FY 2011		FY 2011		FY 2012		Current Services Adjustments and FY 2013 Program Changes		FY 2013 Request	
Workload: Total End of Year Federal Inmate Population*		217,261		217,768		222,768		6,500		229,268	
Total Costs and FTE		FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000
		36,244	6,282,410	36,244	6,282,410	37,083	6,551,281	756	268,936	37,839	6,820,217
TYPE/ STRATEGIC OBJECTIVE	Performance	FY 2011		FY 2011		FY 2012		Current Services Adjustments and FY 2013 Program Changes		FY 2013 Request	
Program Activity	1. Institution Security and Administration	FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000
		21,705	2,783,664	21,705	2,783,664	22,220	2,880,290	406	232,186	22,626	2,984,833
Performance Measure	Rate of serious assaults in Federal Prisons (Rate/5,000)**	16		10		16		0		16	
Performance Measure	% of staff on-board at BOP Inst.	90%		89%		89%		1%		90%	
Performance Measure	Medium & high security crowding	Med = 47% High = 52%		Med = 51% High = 55%		Med = 63% High = 48%		Med = 0 High = 4%		Med = 63% High = 52%	
Outcome	Escapes from Secure Institutions	0		0		0		0		0	
Outcome	System-wide Crowding	0		39%		42%		0		43%	

* The chart above includes actual population numbers for FY 2011 and projected population numbers for FY 2012 and FY 2013. 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). Data from United States Marshals Service indicates that as of December 31, 2011, there were 6,586 inmates in Marshal's custody who are either designated or waiting to be designated to a BOP facility.

**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. They include sexual assaults 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 bi-monthly 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

Performance Report and Performance Plan Targets		FY 2004	FY 2005	FY 2006	FY 2007	FY 2008	FY 2009	FY 2010	FY 2011		FY 2012	FY 2013
		Actual	Actual	Actual	Actual	Actual	Actual	Actual	Actual	Target	Actual	Target
Performance Measure	Rate of SERIOUS assaults in Federal Prisons (Rate /5,000)	n/a	n/a	n/a	12/5,000	12/5,000	14/5,000	13/5,000	16/5,000	10/5,000	16/5,000	16/5,000
Performance Measure	Increase the % of staff on-board at BOP institutions to facilitate programming and maintain safety and security	n/a	n/a	n/a	n/a	n/a	89%	90%	90.00%	89.00%	89.00%	90.00%
Performance Measure	Manage medium & High security crowding to assess needs for additional staff and beds	n/a	n/a	n/a	n/a	n/a	M=47% / H=49%	M=44% / H=53%	M=49% / H=58%	M=51% / H=55%	M=63% / H=48%	M=63% / H=52%
OUTCOME Measure	Escapes from Secure Institutions	2	0	1	0	0	0	0	0	0	0	0
OUTCOME Measure	*System-wide Crowding	41%	34%	36%	37%	36%	37%	37%		39%	42%	43%

N/A = Data unavailable

* Denotes inclusion in the DOJ FY 2012 - FY 2016 Strategic Plan

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 for the safe, secure, humane, and cost effective confinement of detainees awaiting trial and/or sentencing, and those in the custody of the Federal Prison System.

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." The performance target will always remain at zero escapes from Secure Institutions. For FY 2011, BOP met its target of 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 2011 with 10/5,000 serious assaults. With the continued increase in inmates, BOP's targets for FY 2012 and FY 2013 will remain at 16/5,000 serious assaults.

Percentage of Staff On-board at BOP Institutions: This measures the percentage of staff on-board compared to the authorized number of positions at BOP facilities. Managing the increasing federal prison population is particularly challenging. At the high security level, more than 70 percent of the inmates are drug offenders, weapons offenders, or robbers and another 10 percent have been convicted of murder, aggravated assault or kidnapping, and the average sentence is in excess of 10 years. Also, 70 percent of high security inmates have been sanctioned for violating prison rules, and nearly 90 percent have a history of violence. Targets reflect funding available for minimal staffing to operate prisons and do not represent required staffing levels. For FY 2011, 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 target for FY 2012 is 89 percent and FY 2013 is 90 percent.

Medium and High Security Crowding Conditions: BOP facilities are at historic overcrowding levels, which research demonstrates leads to increase serious assaults. The focus with this measure is to manage the ever increasing federal inmate population, and providing for their 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 constrained base funding levels and don't represent BOP goals.

BOP's medium and high crowding level targets for FY 2012 and FY 2013 (based on the capacity plan dated January 10, 2012) are:

Medium Security Targets

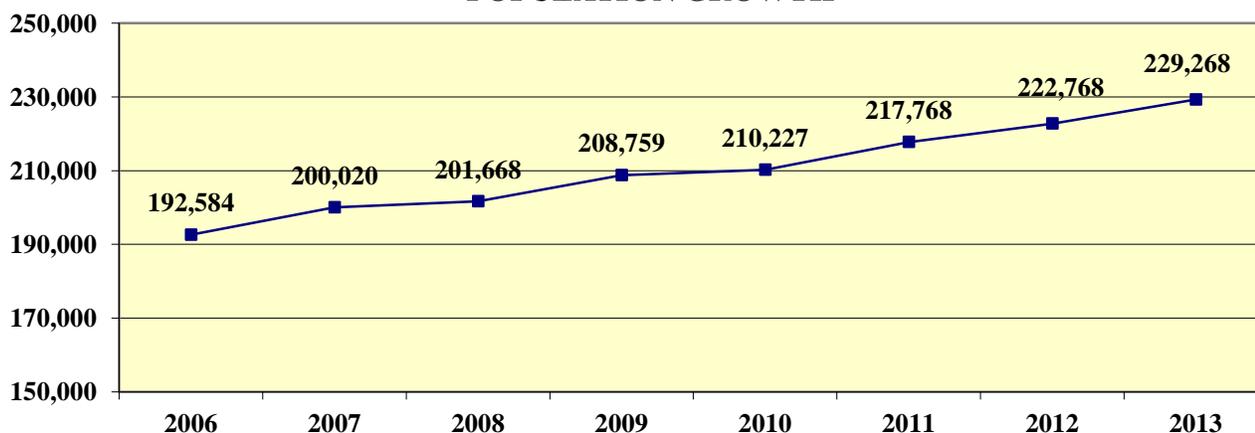
FY 2011 – 51 percent - Actual
 FY 2012 – 63 percent
 FY 2013 – 63 percent

High Security Targets

FY 2011 – 55 percent - Actual
 FY 2012 – 48 percent
 FY 2013 – 52 percent

Prison Crowding has been identified as a Federal Managers Financial Integrity Act (FMFIA) material weakness, and is reported as such each year in the DOJ's Performance and Accountability Report (PAR). In light of overcrowding and stresses on prison staffing, BOP's ability to safely manage the increasing federal inmate population is one of the Department's top ten critical management and performance challenges identified by the Office of the Inspector General.

POPULATION GROWTH



Notes on Population Growth:

The chart above includes actual population projections for FY 2006 through FY 2011 and projected population numbers for FY 2012 and FY 2013. 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 2011, the inmate population increased by 7,541 net new inmates to a total population of 217,768 and system-wide crowding was at 39 percent over rated capacity. Even with retroactive provisions providing some crack cocaine offenders the opportunity to receive a reduced sentence, the BOP still expects an additional increase of 11,500 inmates between

FY 2012 and the end of FY 2013. Overcrowding and staffing rates will increase given incarceration trends. BOP estimates system-wide crowding to be 42 percent over rated capacity for FY 2012 and 43 percent over rated capacity for FY 2013.

Consistent with prior years, data from the United States Marshals Service indicates that as of December 31, 2011, there were 6,586 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 intense 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 ACA accreditation/re-accreditation for its facilities. The BOP will strive to increase staffing to maintain safety within constrained budgets.

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

C. Contract Confinement

Contract Confinement TOTAL	Perm. Pos.	FTE	Amount (\$000,s)
2011 Enacted w/ Rescissions	413	413	996,772
2012 Enacted	413	413	1,040,213
Adjustments to Base and Technical Adjustments	0	0	22,670
2013 Current Services	413	413	1,062,883
2013 Increases	4	2	25,865
2013 Request	417	415	1,088,748
Total Change 2012-2013	4	2	48,535

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 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 detention. In March 2006, the Executive Staff approved changing the Community Corrections Centers name to Residential Reentry Centers. This name change provides a clearer description of the services and programs being offered, associates the BOP's community-based programs with other reentry initiatives being implemented around the country, and clearly differentiates community-based programs from correctional facilities.

Community corrections staff throughout the nation utilize and oversee contract community-based confinement, provide case management services for inmates in contract facilities, and perform liaison activities with the U.S. Marshals Service (USMS), the U.S. Probation Office, the 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 11,300 by the end of December 2011. Approximately 260 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 detention 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 detention to continue the sanction of the sentence.

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

inmates, and continues to increase its use of secure contract facilities as a means of handling inmate crowding.

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

Through the Privatization Management Branch (PMB), the BOP oversees the operation of secure contract facilities. Contracts are with private companies for facility operations. Staff from the PMB ensure that contractors adhere to established performance standards and facilitate communications between contract facilities and the BOP. The BOP is the largest user of secure contract confinement among all correctional jurisdictions in the country, with more than 27,000 inmates in 15 privately managed secure facilities. Additionally, 13,000 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 150 juveniles who must be separated from adult offenders and are placed as close to their respective residence as possible in state, local, and privately run community-based and secure facilities. Adult offenders whose lives might be endangered in federal facilities (protection cases) are placed in state correctional facilities. Offenders whose short sentences preclude transfer to a federal facility are placed in local jails to serve their sentences.

Mariel Cuban detainee placements into the BOP have been affected by the *Clark v Martinez* Supreme Court decision. The decision ruled that indefinite detention was not permissible if a criminal alien could not be returned to their country of citizenship. Consequently, the Department of Homeland Security, Immigration and Customs Enforcement (ICE), released nearly all of the Mariel Cuban detainees, including those remaining in BOP custody. As of October 2011, BOP has 2 Mariel Cuban detainees in its custody. They have mental health and medical needs that are inhibiting their release into the community.

Approximately 27 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: Community Corrections and Detention Services Branch; Privatization Management Branch; and the National Institute of Corrections.

The Community Corrections and Detention Services Branch (CCD) is responsible for the general program and policy development for the BOP's network of approximately 250 contract residential reentry centers. CCD also works with community corrections contracting (CCC) to offer technical assistance in the acquisition process for RRC services. CCD provides technical assistance to the BOP's 22 community corrections offices in the areas of contract oversight, case management, inmate systems management, and financial management. Responsibility for the BOP's network of contract confinement facilities for federal juvenile offenders and short-term detention facilities also rests with the CCD.

The CCD is also responsible for liaison duties with BOP staff at all locations as well as other agencies regarding detention issues. Agencies include the USMS, ICE, EOIR, 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, CCD develops policy for pretrial prisoners 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 27,000 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 2011, NIC delivered 455 technical assistance training events to 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 2011, the NIC:

- provided distance, traditional classroom and virtual instructor-led training to more than 57,000 corrections professionals:

- held five satellite broadcasts and satellite training programs, with over 15,500 participants nationwide; and
- had 16,462 corrections professionals complete e-Learning courses through the NIC Learning Center, which is a 60% increase over FY 2010 and a 401% increase over FY 2008.

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 manages nearly 20,000 documents, with nearly 15% of those being available online at www.nicic.gov.

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, and other agencies to ensure that federal monies are maximized in state and local corrections settings.

Performance and Resource Table

PERFORMANCE AND RESOURCES TABLE											
Decision Unit: Contract Confinement											
DOJ Strategic Goal/Objective: 3.3											
Workload/Resources		Final Target		Actual		Projected		Changes		Requested (Total)	
		FY 2011		FY 2011		FY 2012		Current Services Adjustments and FY 2013 Program Changes		FY 2013 Request	
Workload: Total End of Year Federal Inmate Population*		217,261		217,768		222,768		6,500		229,268	
Total Costs and FTE		FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000
		36,244	6,282,410	36,244	6,282,410	37,083	6,551,281	756	268,936	37,839	6,820,217
TYPE/ STRATEGIC OBJECTIVE	Performance	FY 2011		FY 2011		FY 2012		Current Services Adjustments and FY 2013 Program Changes		FY 2013 Request	
Program Activity	1. Contract Confinement	FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000
		413	996,772	413	996,772	413	1,040,213	2	48,535	415	1,088,748
Workload Measure	#/% of Contract Beds	40,337 / 19%		39,834 / 18%		40,145 / 18%		1,051 / 0%		41,196 / 18%	

* The chart above includes actual population numbers for FY 2011, and projected population numbers for FY 2012 and FY 2013. 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). Data from United States Marshals Service indicates that as of December 31, 2011, there were 6,586 inmates in Marshal's custody who are either designated or waiting to be designated to a BOP facility.

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. 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.

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.

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 bi-monthly 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.

Data Limitations: None known at this time.

PERFORMANCE MEASURE TABLE

Decision Unit: Contract Confinement

Performance Report and Performance Plan Targets		FY 2004	FY 2005	FY 2006	FY 2007	FY 2008	FY 2009	FY 2010	FY 2011		FY 2012	FY 2013
		Actual	Actual	Actual	Actual	Actual	Actual	Actual	Actual	Target	Actual	Target
Workload Measure	#/% of Contract Beds	27,377 / 15%	27,893 / 15%	30,070 / 16%	32,697 / 16%	35,704 / 18%	36,336/ 17%	36,938 / 18%	40,337 / 19%	39,834/ 18%	40,145 / 18%	41,196 / 18%

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 for the safe, secure, humane, and cost effective confinement of detainees awaiting trial and/or sentencing, and those in the custody of the Federal Prison System.

a. Performance Plan and Report for Outcomes

BOP ended FY 2011 with 39,834 beds for contract capacity, which is 18.3 percent. This is an increase from 14.9 percent at the end of FY 2005, 15.6 percent at the end of FY 2006, 16.3 percent at the end of FY 2007 to 17.7 percent at the end of FY 2008, 17.4 percent at the end of FY 2009, and 17.6 percent at the end of FY 2010. As of February 02, 2012, BOP had 40,652 beds for contract capacity, which is 18.7 percent. BOP's most recent capacity plan, dated January 10, 2012, projects 40,144 contract beds for FY 2012 and 41,218 for FY 2013.

b. Strategies to Accomplish Outcomes

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

As a strategy to try to keep pace with inmate population growth, the BOP continues to identify cost effective approaches to alleviate overcrowding in the inmate population, 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.

D. Management and Administration

Institution Security and Administration TOTAL	Perm. Pos.	FTE	Amount (\$000,s)
2011 Enacted	1,293	1,293	207,800
2012 Enacted	1,293	1,293	209,506
Adjustments to Base and Technical Adjustments	0	0	6,067
2013 Current Services	1,293	1,293	215,573
2013 Program Offsets	(60)	(60)	(11,001)
2013 Request	1,233	1,233	204,572
Total Change 2012-2013	(60)	(60)	(4,934)

1. PROGRAM DESCRIPTION: Management and Administration

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

The BOP is managed from a Central Office in Washington, D.C., where the Director, Assistant Directors, and Assistant Director/General Counsel guide the agency's headquarters functions, and the six regional offices, each of which is led by a Regional Director. The Executive Staff, which includes the Director, Assistant Directors, and Regional Directors, meet once per quarter to review all major issues and determine policy for the BOP. The management staff at each institution, including Wardens, Associate Wardens, 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, six Regional Directors, and eight Program Assistant Directors and the Director of NIC in the central office and serve as the policy and decision makers for the BOP, with a span of control across the entire agency. They meet regularly in person and via videoconference and teleconference to establish and update strategic plans, goals and objectives, and to assess achievement and redirect strategies as appropriate and consistent with the President's Management Agenda and the DOJ Strategic Plan. The Executive Staff oversees BOP's resources; guides BOP's staffing, training and management development

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

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

The Office of General Counsel provides legal advice, assistance, and representation to BOP officials in the areas of Correctional Law, Commercial Law, Real Estate and Environmental Law, Inmate Civil and Criminal Litigation, Inmate Remedies, Administrative Claims, 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, psychology services, residential drug abuse programs, religious services, inmate systems management, female offenders, inmate skills development and reentry affairs, privatization management, community corrections, and detention services. Also, the Correctional Programs Division is responsible for answering inquiries from the general public, elected officials, the courts, and other law enforcement agencies concerning correctional issues, intelligence and counter terrorism, inmate correspondence, and administrative remedy filings.

The Correctional Services Branch has primary responsibility for security and custody issues. This includes oversight for emergency preparedness (to include Special Operations Response Teams, disturbance control, contingency planning and annual crisis management training), locksmith operations, inmate discipline, the inmate urinalysis program, and the intelligence gathering network. Additionally, this branch is responsible for monitoring and revising all program statements applicable to Correctional Services, as well as, develops specifications for all contracts related to weapons, chemical agents, and emergency equipment. This branch continues to seek ways to reduce violence in BOP facilities by providing incident preventive and response protocols for adaptation at the institution level. The initiatives include drug interdiction, operating and maintaining security posts within federal institutions, and enhancing the intelligence network for the detection and prevention of security hazards and breaches on federal property. Correctional Services Branch includes staff that are assigned to the National Gang Intelligence Center, the Gang Targeting, Enforcement and Coordination 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 Bureau 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 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 following summarizes the Central Office responsibilities for: Psychology Services Branch; Drug Treatment Programs Branch, Chaplaincy Services Branch; National Reentry Affairs Branch; Sex Offender Certification Review Branch and the Health Services Division.

The Psychology Services Branch is responsible for planning and monitoring the delivery of psychology services, forensic evaluations for federal offenders, the suicide prevention program, psychological evaluations for the community witness protection program, the employee assistance program, and the development and implementation of unit-based psychology treatment programs, e.g. mental health programs, adjustment programming, and skill training. In addition, the Branch is responsible for sex offender treatment program initiatives including assessment, management, and residential and non-residential treatment programs.

The Drug Treatment Programs Branch facilitates the development and implementation of evidence based drug education and treatment programs for the estimated forty percent of the Bureau's population. In addition, the Branch is responsible for inmate assessment, intervention, management and treatment of the drug abusing offender and the Transitional Drug Abuse Program treating inmates transferring to a RRC or Home Detention. Drug Treatment Programs Branch provides treatment and management to inmates with dual disorders; i.e. the mentally ill and the sex offender.

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 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.

An estimated 24,127 inmates have been identified as sex offenders in the Bureau of Prisons and to date 34,033 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 500 sex offenders are reviewed monthly by the Sex Offender Certification Review Branch.

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

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

Since 1996, the ITB have assisted in the conduct of nearly **850** mock job fairs in 116 federal prisons. More than **30,000** inmates and over **10,750** employer and community organization/agency representatives have participated. In addition, ITB staff have assisted state prisons, regional jails and federal probation services to hold both real and mock job fairs.

ITB also administers the UNICOR Bonding Program. Initiated in 2006, it provides a \$5,000 bond for employed ex-offenders who previously worked in Federal Prison Industry factories for a minimum of six months prior to their release.

Volunteer programs play a major role in the sequence of pre-release activities. As part of the oversight responsibility of the branch, institutions are provided guidance and policy to recruit volunteers who support the development of inmate pre-release skills. Through their own volunteer activities, inmates may strengthen character and improve interpersonal skills. Staff

engage in program efforts that clearly project the agency's commitment to education, faith, environment, public safety and welfare of the surrounding community.

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 Bureau of Prisons 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 Bureau employees who incur an injury or illness while in performance of their duty according to the Federal Employee Compensation Act. Use of the Veterans Administration Workers' Compensation Management Information System, electronic filing program has reduced the amount of late or lost claim submissions, allowing the BOP to meet the Presidential Protecting Our Workers and Ensuring Reemployment Initiative for timeliness.

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

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

The combination of recent terrorist activity, natural disasters, and the Presidential directive on homeland security (HSPD-5) has focused attention on the response capabilities of all federal agencies. Therefore, the National Incident Management System 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 Human Resource Management Division (HRMD) is responsible for the development, implementation, and administration of all human resource (HR) and training policies and programs that meet the regulatory requirements of the federal government.

The Affirmative Employment Programs Branch plans, develops, and implements the Diversity Management Program, Federal Equal Opportunity Recruitment Program, Disabled Veterans

Affirmative Action Program, Section 501 Rehabilitation Act Program, and Title VII Affirmative Employment Program; monitors compliance with various Executive Orders; and provides management staff with techniques and procedures to assess, identify and eliminate barriers that adversely impact the recruitment, hiring, advancement and retention of staff.

The Personnel and Staff Development Branch (PSDB) consists of five sections which develop and administer agency policy and procedures as well as providing 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. The Classification and Compensation Section (CCS) is responsible for managing, and planning the Bureau'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. 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. 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. The Training and Staff Development Section (TSDS) develops, issues, and provides guidance on national training policy for the BOP. TSDS has developed tailored training based on individual needs by utilizing qualified and highly knowledgeable BOP staff as well as contracting with distinguished training institutions. 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 Labor Management Relations Branch negotiates with the Council of Prison Locals 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. The LR Branch provides guidance and training to all levels (local, regional and national) of BOP management regarding negotiations and labor relations matters (e.g. ULP charges). The LR Branch is the BOP's representative at non-disciplinary arbitration hearings. Finally, the LR Branch reviews and responds to numerous items to make negotiability and labor determinations.

The Ombudsman Program provides staff a confidential, independent, and neutral resource outside of the formal reporting process. The Ombudsman Program is directed by a senior independent staff person who reports to the Director. The Ombudsman serves as a designated neutral who is available for all staff to assist with work related concerns, issues, or problems.

The Ombudsman Program is voluntary and is an additional resource for staff which does not replace any existing formal processes for a redress of grievances or complaints, nor does it alter the time frames involved in those processes.

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

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 Bureau'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 Bureau of Prisons 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 Bureau'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.

Prior research has demonstrated convincingly that despite the stigma of imprisonment and the various barriers ex-offenders face in securing housing, employment and services, prison programs can have an effect on post-release employment and recidivism. Rigorous scientific evaluations of BOP programs affirm that, for every thousand inmates who release without having completed a needed education or drug treatment or vocational training program, it is expected that at least 160 more of them will recidivate than if they had received education or drug abuse programs, and at least 240 more of them to recidivate than if they had received vocational/occupational training. This project is intended to determine the effectiveness of correctional programs in reducing recidivism. Those that are found to be effective will be expanded; if programs are not found to be effective they will be modified or replaced by other programs.

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.

The Office of Information Systems develops, procures, and maintains information systems for all BOP locations. Responsibilities of the six branches include: network administration, the agency internet and intranet sites, application system development, technical software and hardware support, technical training of IT staff, and field support. The Office of Information Systems also includes the Office of Security Technology, which is responsible for identifying, evaluating,

assisting, and developing security technology initiatives and equipment within BOP and establishing relationships with other federal and state law enforcement agencies regarding such technology.

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 BOP's Competition Advocate and the Equal Employment Opportunity Director for the Bureau of Prisons.

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, mismanagement, and illegal acts. 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, 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 Branch (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. In November 2010, 17 full time EEO Counselors were added to various institutions to facilitate the EEO process.

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

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

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

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

System required by the Chief Financial Officer Act of 1990 and the Government Management Reform Act of 1994 (GMRA).

The Capacity Planning and Site Selection Branch coordinates and analyzes information related to capacity planning, covering such varied areas as female offender needs, the D.C. felon requirements, detention requirements, medical facilities, new facilities construction and contract confinement. The Branch also produces and updates the BOP's Capacity Plan, which is the official composite for the determination of correctional capacity requirements; assists the Office of Research in developing population projections by population subgroups based on data from the Administrative Office of the U.S. Courts, and is responsible for reviewing rated capacity changes (i.e., renovations) at each institution and assuring that those changes are properly reflected in SENTRY. The branch identifies sites for new correctional facilities; provides public information programs for local officials and the general public to garner support for proposed facilities; and coordinates the development of the required environmental impact studies.

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

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

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

The Acquisitions Branch (AQB) is responsible for maintaining a competitive business arena and protecting the integrity of the BOP's national procurement program. The AQB solicits, awards, and administers contracts for projects with national scope and impact. For example, the AQB awards national contracts in the areas of private prison contracts, residential reentry, relocation services, weapons, ammunition, and information technology (IT) equipment, including the inmate telephone system and the BOPNet program for IT equipment. The AQB provides procurement oversight, and oversees the largest purchase card program in the Department of Justice. The AQB provides direct contract services and develops procurement and oversight policies for the private operation and management of secure adult corrections/detention facilities. The value of these contracts is in the hundreds of millions of dollars.

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

The Property and Construction Branch (PCB) develops, administers, and provides oversight of the BOP Design-Build construction contracting program which includes the acquisition, design, and construction of all new prison facilities throughout the United States; establishes all utility contracts (i.e., electric, water, sewer, telephone and natural gas) for all newly constructed prison facilities; procures and administrates Architect/Engineering (A/E) services for renovation studies on 50+ year old prison facilities (33) throughout the United States; acquires site evaluation and environmental analysis services for the investigation of potential locations and specific sites for new prison facilities; and develops and conducts training to all BOP procurement staff in the specialized area of construction contracting.

In addition, the PCB maintains accountability for real and personal property through the SENTRY system; updates and disseminates BOP Property Management policy, as required; conducts annual training for BOP staff assigned property management responsibilities; reviews, processes, and ensures approval for temporary permits/easement requests to construct, install, operate, and maintain various services (sewer, water, gas, electric) and right-of-ways; reviews, processes, and ensures approvals for requests to lease office, warehouse, and parking space; acquires and distributes excess personal property to BOP facilities located throughout the United States; maintains the staff quarters rental rate program for more than 700 staff residences at 33 sites; and provides oversight of the Transit Subsidy Program involving over 7,200 staff participating at approximately 87 sites throughout the BOP.

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

Performance and Resource Table

PERFORMANCE AND RESOURCES TABLE											
Decision Unit: Management and Administration											
DOJ Strategic Goal/Objective: 3.3											
Workload/Resources		Final Target		Actual		Projected		Changes		Requested (Total)	
		FY 2011		FY 2011		FY 2012		Current Services Adjustments and FY 2013 Program Changes		FY 2013 Request	
Workload: Total End of Year Federal Inmate Population*		217,261		217,768		222,768		6,500		229,268	
Total Costs and FTE		FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000
		36,244	6,282,410	36,244	6,282,410	37,083	6,551,281	756	268,936	37,839	6,820,217
TYPE/ STRATEGIC OBJECTIVE	Performance	FY 2011		FY 2011		FY 2012		Current Services Adjustments and FY 2013 Program Changes		FY 2013 Request	
Program Activity	1. Management and Administration	FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000
		1,293	207,800	1,293	207,800	1,293	209,506	(60)	(4,934)	1,233	204,572
Performance Measure	Facilities accredited: ACA	99%		100%		99%		0%		99%	
<p>* The chart above includes actual population numbers for FY 2011 and projected population numbers for FY 2012 and FY 2013. 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). Data from United States Marshals Service indicates that as of December 31, 2011, there were 6,586 inmates in Marshal's custody who are either designated or waiting to be designated to a BOP facility.</p> <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												
Performance Report and Performance Plan Targets		FY 2004	FY 2005	FY 2006	FY 2007	FY 2008	FY 2009	FY 2010	FY 2011		FY 2012	FY 2013
		Actual	Target	Actual	Target							
Performance Measure	*Facilities accredited: ACA	94%	99%	99%	100%	100%	99%	99%	99%	100%	99%	99%
* Denotes inclusion in the DOJ Annual Performance Plan												

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 for the safe, secure, humane, and cost effective confinement of detainees awaiting trial and/or sentencing, and those in the custody of the Federal Prison System.

a. Performance Plan and Report for Outcomes

In FY 2007 and FY 2008, the BOP achieved 100 percent accreditation by the American Correctional Association (ACA). For FY 2011, BOP exceeded its target and achieved 100 percent accreditation by the ACA. However, for FY 2012 and FY 2013, 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.

V. Program Increases by Item

Item Name: **Begin the Activation of USP Yazoo City, MS (1,216 beds) and FCI Hazelton, WV (1,280 beds)**

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

Strategic Goal & Objective 3.3 Provide for the safe, secure, humane, and cost-effective confinement of detainees awaiting trial and/or sentencing, and those in the custody of the federal prison system.

Organizational Program: Activations

Component Ranking of Item: 1 and 2 of 3

Program Increase: Positions 805 Correctional Officers 406 FTE 201 Dollars \$55,505,000

Description of Item

The BOP requests 805 positions, 201 FTE and \$55.5 million in FY 2013 to begin the activation process at USP Yazoo City, MS (416 positions, 104 FTE, and \$28.4 million), and FCI Hazelton, WV (389 positions, 97 FTE, and \$27.1 million). When activated, the USP Yazoo City facility will add 960 high security beds and the FCI Hazelton facility will add 1,152 medium security beds; also both institutions have minimum security work camps. A new prison activation is a multi-year process that includes, many steps from selecting wardens and executive staff, to identifying and ordering equipment, meeting with the community, recruiting and training new staff, furnishing and equipping the new facilities, and eventually accepting inmates. The requested resources will provide for the one-time costs of equipping the facilities, conducting background investigations for new employees and providing standard law enforcement training.

Justification

The size of the BOP inmate population exceeds the rated capacity of its prisons. At the end of FY 2011, the BOP was at 39 percent above rated capacity in Federal prisons system-wide, 55 percent over rated capacity at high security facilities and 51 percent over rated capacity at medium security facilities. This means that 97 percent of high security inmates were double bunked and 35 percent of medium security inmates were triple bunked, with the remainder double bunked. As in past years, the BOP will continue to take a variety of steps to mitigate the effects of crowding in its facilities. For example, the BOP has refined the architectural design of its newer facilities and has taken advantage of improved technologies in security measures such as perimeter security systems, surveillance cameras, and equipment to monitor communications. The BOP also enhanced population management and inmate supervision strategies in areas such as classification and designation, intelligence gathering, gang management, use of preemptive lockdowns, controlled movement, and staff training.

This request will enable requisite programming opportunities for federal offenders, promoting an atmosphere conducive to positive change while they are incarcerated and better transition upon

release. Programming is extremely important for successful prisoner reentry into American society. Research has indicated the positive connection between education/vocational training for inmates and lower recidivism.

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

The BOP expects an additional increase of about 11,500 inmates between start of FY 2012 and the end of FY 2013, of which over 1,200 are projected to be high security inmates and over 6,500 are projected to be medium security inmates. The BOP's total population of 217,768 (end of FY 2011) is expected to increase to around 229,200 by the end of FY 2013.

Impact on Performance (Relationship of Increase to Strategic Goals and Priority)

With activation of these facilities, the BOP's overall rated capacity will increase by 2,496 beds, and crowding at high security facilities is projected to be at 47 percent and crowding at medium security facilities is projected to be at 62 percent by FY 2014. Without the program increases, crowding at high security facilities will be at 56 percent and crowding at medium security facilities will be at 66 percent by the FY 2014.

This enhancement is in direct support of the following DOJ Strategic Objectives: 1) 3.3 Provide for the safe, secure, humane, and cost-effective confinement of detainees awaiting trial and/or sentencing, and those in the custody of the federal prison system.

Funding

Summary

FY 2011 Enacted				FY 2012 Enacted				FY 2013 Current Services			
Pos.	C/O	FTE	\$(000)	Pos.	C/O	FTE	\$(000)	Pos.	C/O	FTE	\$(000)
N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A

Personnel Increase Cost Summary

Personnel	Number of Positions Requested			FY 2013 Request (\$000)	FY 2014 Net Annualization (change from 2013) (\$000)
	Pos.	Corr. Ofc.	FTE		
Yazoo City Activation	416	218	104	9,827	29,657
Hazelton Activation	389	188	97	9,177	27,684
Total Personnel	805	406	201	19,004	57,341

Non-Personnel Increase Cost Summary

Non-Personnel Item	FY 2013 Request (\$000)	FY 2014 Net Annualization (change from 2013) (\$000)
Yazoo City Activation	18,594	(1,236)
Hazelton Activation	17,907	(2,702)
Total Non-Personnel	36,501	(3,938)

Total Request for this Item

	Pos.	Corr. Officer	FTE	Personnel (\$000)	Non-Personnel (\$000)	Total (\$000)	FY 2014 Net Annualization (Change from 2013) (\$000)
Current Svcs.	0		0	0	0	0	
Increases							
Yazoo City	416	218	208	\$9,827	\$18,594	\$28,421	\$28,421
Hazelton	389	188	195	\$9,177	\$17,907	\$27,084	\$24,982
Grand Total	805	406	403	\$19,004	\$36,501	\$55,505	\$53,403

Item Name: 1,000 Contract Beds

Budget Decision Unit: Contract Confinement
Strategic Goal & Objective: 3.3 Provide for the safe, secure, humane, and cost-effective confinement of detainees awaiting trial and/or sentencing, and those in the custody of the federal prison system.
Organizational Program: Private Beds
Component Ranking of Item: 3 of 3

Program Increase: Positions 4 Correctional Officers 0 FTE 2 Dollars \$25,865,000

Description of Item

The BOP requests 4 positions, 2 FTE and \$25.9 million to procure 1,000 contract beds to house low security male criminal aliens. The requirements will be for services in contractor-owned/contractor-operated facilities. Currently, the BOP houses 40,494 inmates, which is 18.7 percent of its total population, in contract confinement.

Justification

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

In FY 2011, the inmate population increased by 7,541 net new inmates to a total population of 217,768 and system-wide crowding was at 39 percent over rated capacity. Even with retroactive provisions providing some crack cocaine offenders the opportunity to receive a reduced sentence, the BOP still expects an additional increase of 11,500 inmates between the start of FY 2012 and the end of FY 2013. Overcrowding and staffing rates will increase given incarceration trends.

The addition of contract beds will reduce the crowding rate in low security BOP facilities, which has become a significant management issue. Since the mid 1980's, the BOP has contracted for the confinement of low security sentenced offenders in secure facilities, per Administration direction. This has given the BOP the flexibility to manage a rapidly growing inmate population and to help control crowding. The great majority of inmates in BOP contract facilities are male low security short-term sentenced criminal aliens. There are almost 10,000 low security male criminal aliens currently housed in BOP facilities. These inmates could be contracted out if the funding is made available, and the BOP has found that contract confinement is particularly suited to this group of offenders.

Impact on Performance (Relationship of Increase to Strategic Goals and Priority)

Adding 1,000 low security contract beds helps to reduce crowding in BOP low security facilities, and system-wide. At the end of FY 2011, low security overcrowding was 37 percent, which equates to 81 percent of the inmates being triple bunked, or in some cases inmate overflow regularly being housed in television rooms, open bays, program space, etc.

This enhancement is in direct support of the following DOJ Strategic Objectives: 1) 3.3 Provide for the safe, secure, humane, and cost-effective confinement of detainees awaiting trial and/or sentencing, and those in the custody of the federal prison system.

Funding

Summary

FY 2011 Enacted				FY 2012 Enacted				FY 2013 Current Services			
Pos.	C/O	FTE	\$(000)	Pos.	C/O	FTE	\$(000)	Pos.	C/O	FTE	\$(000)
60	0	60	575,900	60	0	60	608,100	60	0	60	622,155

Personnel Increase Cost Summary

Type of Position	Modular Cost per Position (\$000)	Number of Positions Requested	FY 2013 Request (\$000)	FY 2014 Net Annualization (change from 2013) (\$000)
Total Personnel		4	288	260

Non-Personnel Increase Cost Summary

Non-Personnel Item	Unit Cost (\$000)	Quantity	FY 2013 Request (\$000)	FY 2014 Net Annualization (change from 2013) (\$000)
Total Non-Personnel	\$25.577	1,000	25,577	0

Total Request for this Item

	Pos.	Corr. Officer	FTE	Personnel (\$000)	Non-Personnel (\$000)	Total (\$000)	FY 2014 Net Annualization (Change from 2013) (\$000)
Current Services	60	0	60	6,300	615,855	622,155	0
Increases	4	0	2	\$288	\$25,577	\$25,865	\$260
Grand Total	64	0	62	\$6,588	\$641,432	\$648,020	\$260

VI. Program Offsets by Item

Item Name: Increase Good Conduct Time Proposed Legislation

Budget Decision Unit(s): Inmate Care and Program and Institution Security & Administration

Strategic Goal & Objective 3.3 Provide for the safe, secure, humane, and cost-effective confinement of detainees awaiting trial and/or sentencing, and those in the custody of the federal prison system.

Organizational Program: Operations – Slow the rate of inmate growth

Component Ranking of Item: 1 of 4

Program Reduction: Positions 0 Correctional Officers 0 FTE 0 Dollars \$(41,000,000)

Description of Item

The Administration has proposed legislation to amend Federal inmate good conduct time credit to provide inmates incentives that encourage positive behavior. The proposed legislation will continue to provide inmates with incentives for good behavior as well as to participate in programming that is proven to reduce the likelihood of recidivism. The proposed sentencing reforms include (1) an increase in the amount of credit an inmate can earn for good behavior, and (2) a new sentence reduction credit, which inmates can earn for participation in education and vocational programming. These proposals if enacted before FY 2013 could result in significant cost avoidance, potentially up to \$41 million in FY 2013, by slowing the rate of the federal inmate prison population growth.

At the end of FY 2011, the BOP was operating at 39 percent over its rated capacity system-wide. Crowding is of special concern at higher security facilities including penitentiaries (operating at 55 percent over capacity) and medium-security institutions (operating at 51 percent over capacity). The BOP has managed severe crowding by double bunking throughout the system – 97 percent of all high-security inmates are double-bunked. In addition, approximately 35 percent of all medium-security inmates are triple-bunked with the remainder double bunked or inmates are being housed in space that was not designed for inmate housing. Correctional administrators agree that crowded prisons result in greater tension, frustration, and anger among the inmate population, which leads to conflicts and violence, and certainly constrain the BOP's ability to provide reentry programming to inmates.

This change would increase the incentives for inmates to comply with institution rules and would slow the growth of the inmate population. Inmates who refuse to comply with institution rules would not earn some or all of the credits and would not be released as early.

The full savings of the proposed offset is only achievable if the legislation is enacted on time.

Item Name: **Expand Compassionate Release**

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

Strategic Goal(s) & Objective(s) 3.3 Provide for the safe, secure, humane, and cost-effective confinement of detainees awaiting trial and/or sentencing, and those in the custody of the federal prison system.

Organizational Program: Compassionate Releases

Component Ranking of Item: 2 of 4

Program Offset: Positions 0 Correctional Officers 0 FTE 0 Dollars \$(3,154,000)

Description of Item

Under current law, the BOP may release inmates who are terminally ill or otherwise eligible for early release due to “extraordinary or compelling circumstances.” Criteria for release under these circumstances are established both in law and administratively determined policy. By amending current administratively established policies, the BOP could release more inmates in FY 2013.

Continuing increases in the inmate population pose substantial ongoing challenges for the BOP. In FY 2011, the inmate population increased by 7,541 net new inmates to a total population of 217,768 and system-wide crowding was at 39 percent over rated capacity, with 55 percent and 51 percent at high and medium security institutions respectively. Even with retroactive provisions providing some crack cocaine offenders the opportunity to receive a reduced sentence, the BOP still expects an additional increase of 11,500 inmates between FY 2012 and the end of FY 2013. Overcrowding and staffing rates will increase given incarceration trends.

The BOP uses 18 U.S.C. 4205 (g) and 18 U.S.C. 3582 (c) (1) (A) in particularly extraordinary or compelling circumstances which could not reasonably have been foreseen by the court at the time of sentencing. The compassionate release program is designed to ensure:

- ❖ A motion for a modification of a sentence will be made to the sentencing court only in particularly extraordinary or compelling circumstances that could not reasonably have been foreseen by the court at the time of sentencing.
- ❖ The public will be protected from undue risk by careful review of each compassionate release request.
- ❖ Compassionate release motions will be filed with the sentencing judge in accordance with the statutory requirements of 18 U.S.C. § 3582 (c) (1) (A) or § 5405 (g).

Item Name:**IT Savings**

Budget Decision Unit(s):
 Strategic Goal & Objective

Institution Security and Administration
 3.3 Provide for the safe, secure, humane, and cost-effective confinement of detainees awaiting trial and/or sentencing, and those in the custody of the federal prison system.

Organizational Program:

IT Savings

Component Ranking of Item:

3 of 4

Program Reduction: Positions 0 Correctional Officers 0 FTE 0 Dollars \$(2,831,000)

Description of Item

As part of its effort to increase IT management efficiency and comply with OMB's direction to reform IT management activities, the Department is implementing a cost saving initiative as well as IT transformation projects. To support cost savings, the Department is developing an infrastructure to enable DOJ components to better collaborate on IT contracting; which should result in lower IT expenditures. In FY 2013 the Department anticipates realizing savings on all direct non-personnel IT spending through IT contracting collaboration. These savings will not only support greater management efficiency within components but will also support OMB's IT Reform plan by providing resources to support major initiatives in Cyber security, data center consolidation, and enterprise e-mail systems. The savings will also support other Department priorities in the FY 2013 request. The offset to support these initiatives for the BOP is \$2.8 million.

Item Name: **Realign Regional Office and Administrative Operations**

Budget Decision Unit(s): Management and Administration
Strategic Goal & Objective 3.3 Provide for the safe, secure, humane, and cost-effective confinement of detainees awaiting trial and/or sentencing, and those in the custody of the federal prison system.
Organizational Program: Reorganization

Component Ranking of Item: 4 of 4

Program Reduction: Positions (60) Correctional Officers 0 FTE (60) Dollars \$(11,001,000)

Description of Item

The BOP currently operates 117 prisons, a central office, six regional offices, a training center, and a number of community corrections offices. The BOP has made great strides in past years in consolidating functions and streamlining operations. The BOP will conduct a review for additional streamlining reductions to its regional offices and administrative positions. The BOP has been “doing more with less” for many years by co-locating institutions; delayering management positions; closing four stand-alone minimum security prisons; consolidations of procurement, sentence computation, inmate designation, and human resource and other functions; all while managing an ever growing number inmates and doing it with fewer staff compared to the size of the inmate population.

The BOP intends to continue its efforts to streamline its business process by reducing or realigning its regional office operations. As part of this effort, the BOP plans to eliminate approximately 60 positions and FTE with an associated cost savings of \$7.2 million and an operational savings estimated at \$3.8 million. The BOP will undergo a review to determine how to best consolidate its regional functions and/or locations and non-institution based staff for this realignment.