

**U.S. Department of Justice  
Federal Prison System  
FY 2009 PERFORMANCE BUDGET  
Congressional Submission  
Salaries and Expenses  
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## **I. Overview for the Bureau of Prisons, Salaries and Expenses (S&E) Appropriation**

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. Electronic copies of the Department of Justice's Congressional Budget Justifications and Capital Asset Plan and Business Case exhibits can be viewed or downloaded from the Internet using the Internet address: <http://www.usdoj.gov/jmd/2009justification/>.

The BOP was established in 1930 to house Federal inmates, to professionalize the prison service, and to centralize the administration of the 11 Federal prisons in operation at that time (now 114). The BOP administers correctional programs that balance punishment, deterrence, and incapacitation with opportunities to prepare the offender for successful reintegration into society. The BOP operates Federal prisons of varying security levels and also utilizes privately operated facilities, residential reentry centers (halfway houses), and bed space secured through Intergovernmental Agreements with state and local entities. The BOP is also a major provider of pretrial detention bed space and operates a number of metropolitan detention centers and jail units. In addition, the BOP houses all District of Columbia adult felons sentenced to a term of confinement. Finally, through the National Institute of Corrections (NIC), the BOP provides assistance to Federal, state, local, and international correctional agencies. This budget proposes the elimination of NIC funding.

For almost 30 years, the BOP has effectively managed dramatic inmate population growth. In FY 2007, the total inmate population grew by 7,436 net additional inmates.

For FY 2009, the BOP requests a total of \$5,435,754,000, with 35,299 FTEs, and 39,399 positions (19,058 Correctional Officers) for the Salaries and Expenses (S&E) appropriation to support DOJ Strategic Goal 3: Ensure the Fair and Efficient Administration of Justice. The focus of the FY 2009 budget request is to:

- maintain base resources at a level to provide for adequate staffing at federal prisons, inmate medical needs, and rising utility prices;
- provide a reasonably safe environment in response to the constantly growing inmate population by expanding contract confinement for housing low security male criminal aliens and requesting necessary resources for additional inmates.

For FY 2009, a total of \$67.139 million in program increases is requested for S&E, which is offset by a \$28 million decrease eliminating funding for the NIC and other decision unit expenses. The inmate population will continue to increase for the foreseeable future and so will the BOP's challenges to provide for safe inmate incarceration and care, and the safety of BOP staff and surrounding communities.

The requested S&E increases and offsets are as follows:

Strategic Goal	Item	Dollars (\$000)	Pos	FTE
3.3/3.4	Contract Beds (4,000 low security beds funded for ½ a year)	50,000	16	8
3.3/3.4	Population Adjustment	17,139	0	0
3.3/3.4	Eliminate NIC funding	-28,000	0	-57
TOTAL		39,139	16	-49

The BOP will use these resources to manage a total of 213,220 inmates projected by the end of FY 2009. The system-wide crowding level in BOP facilities is currently 36 percent above rated capacity, below the Bureau's overcrowding projection for the end of FY 2008, and is estimated to climb to 42 percent by the end of FY 2009. This anticipates activation of FCI Pollock, Louisiana, completed in the spring 2007.

## Background

The BOP's biggest challenge is managing the ever increasing Federal inmate population, and providing for their care and safety, as well as the safety of BOP staff and surrounding communities, within budgeted levels. Federal inmate population levels have dramatically increased over the past 30 years<sup>1</sup>. In 1980, there were fewer than 25,000 inmates in BOP custody, and now the number is around 200,000. The net growth (new admissions less releases) in the inmate population over the past six fiscal years, FY 2002 – FY 2007, averages 7,200 additional inmates each year. The number of Federal inmates going back to U.S. communities is approximately 50,000 each year. One of the BOP's top priorities is to enhance public safety by preparing this large number of inmates to successfully reintegrate into society, as law-abiding, productive citizens.

The BOP has focused on ways to reduce prison overcrowding by requesting additional contract beds for low security male criminal aliens, expansions of current facilities, and building and operating new medium and high security facilities.

BOP facilities are very crowded -- 36 percent above rated capacity system-wide as of January 29, 2008. Nearly 166,000 of the current Federal inmate population are in facilities operated by the BOP, which are intended to house only 122,000. The remainder, almost 33,800 or nearly 17 percent, are in contract care consisting of privately operated secure facilities, facilities managed by state and local governments, residential reentry centers, or home confinement. The percentage of inmates in contract care is up from 1.5 percent in 1980, 10.7

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<sup>1</sup> The population increases in the 1980s were a result of Federal law enforcement efforts and new legislation that dramatically altered sentencing in the Federal criminal justice system. The Sentencing Reform Act of 1984 established determinate sentencing, abolished parole, and reduced good time. Additionally, several mandatory minimum sentencing provisions were enacted in 1986, 1988, and 1990. The large inmate population increases of FY 1998 - 2000 were mainly due to higher number of prosecutions of drug defendants, immigration cases, and weapon offenses. The increase in FY 2001 is attributed to incarceration of District of Columbia sentenced felons in Federal prisons. Since 2002 the BOP continues to see a very high level of drug convictions that seem to have leveled off over the past 12 months, but the immense growth in weapons convictions (an increase of over 60 percent in the four year period of 2002 to 2006), and immigration convictions (an increase of nearly 50 percent for the same period) have continued.

percent in 1990, to nearly 17 percent currently. Future population, capacity, and crowding projections are shown below:

**Projected Population, Capacity, and Crowding<sup>2</sup>**

	<u>2006</u>	<u>2007</u>	<u>2008</u>	<u>2009</u>
	(Actual)	(Actual)		
BOP Facilities				
Starting Capacity	118,652	119,510	122,189	123,853
Approved/Planned	858	2,679	1,664	-0-
Subtotal Capacity	119,510	122,189	123,853	123,853
Pop. Projection	162,514	167,323	172,480	175,759
Percent Overcrowded	36%	37%	39%	42%
Contract	30,070	32,697	34,540	37,461
Percent Contract	15.6%	16.3%	16.7%	17.6%
Total Federal Prison System Population	192,584	200,020	207,020	213,220

The BOP maintains institution security through a combination of innovative prison design, highly trained staff, security technology, and careful classification of inmates. Inmates are assigned a custody level, which relates to the degree of supervision needed and ensures that offenders are placed in the safest and least expensive environment appropriate to their custody and security needs.

In order to meet the requirements of the Violent Crime Control and Law Enforcement Act (VCCLEA) of 1994, the BOP developed a comprehensive drug abuse treatment strategy consisting of five components: screening and assessment; drug abuse education; non-residential drug abuse counseling service; residential drug abuse programming; and community transitional drug abuse treatment. From 1997 through FY 2006, the BOP was able to provide residential drug abuse treatment to all inmates needing and wanting to participate prior to their release in accordance with the VCCLEA. In fiscal year 2007, the BOP provided residential drug abuse treatment to 80 percent of eligible inmates before their release from custody. Due to insufficient funding, this is the first time, since the requirement in fiscal year 1997, that the BOP has not met the 100 percent goal. Without receiving additional operations funding, the BOP will continue to be unable to meet the 100 percent goal of the VCCLEA.

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

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<sup>2</sup> The population projections are based on data and information from a variety of sources including the Administrative Office of the U.S. Courts, the U.S. Sentencing Commission, the Executive Office for United States Attorneys, the Office of the Federal Detention Trustee, the Drug Enforcement Administration, the Federal Bureau of Investigation, and the BOP's own information system (SENTRY). Additional capacity projections are tied to future enactment of funding for contract beds, new construction, and activations.

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

The BOP fully supports DOJ's Strategic Objective 3.3 and 3.4 by providing adequate health care services to inmates while making every effort to mitigate soaring medical costs. The BOP strives to maintain the accreditation standards of the Joint Commission on Accreditation of Healthcare Organizations (JCAHO) at medical centers and institutions with chronic care inmates. Meeting these standards provides a widely accepted method of assessing the quality of health care provided at BOP facilities. The BOP's goal is to have these new institutions accredited within two years of activation. By meeting JCAHO accreditation standards, BOP institutions must exhibit substantial compliance with approximately 200 health care standards during a triennial JCAHO accreditation survey. JCAHO standards not only address patients' rights, but also provide the BOP with the opportunity to assess and improve overall efficiency of health care programs. The foundation of JCAHO standards is the continuous quality improvement of health care processes and patient outcomes.

Consistent with the Government Performance and Results Act, the FY 2009 budget proposes to streamline the S&E decision unit structure from four program activities to three to align the BOP budget more closely with the mission and strategic objectives contained in the DOJ Strategic Plan (FYs 2007-2012). The budget is realigned to reflect the BOP's outputs and full costs for each major program activity by attributing management and administration costs for each program in the appropriate program decision unit. Thus, it will provide a more accurate picture of total activity costs in the budget. In this way, budget and performance are more closely linked, and provide a better basis on which to make budget decisions.

The BOP's S&E budget, which funds BOP's daily operations, was reassessed under the FY 2007 Program Assessment Rating Tool (PART) process. During this process, the BOP S&E program received a score of 84.1 percent equating to a rating of "Moderately Effective."

The following recommendations from the initial S&E PART are complete:

- 1) Complete the Taft study comparing private versus public prison management, operations and costs and make the study available for independent review and analysis. This study was contracted through the National Institute of Justice (NIJ). It concluded that private prison management was more cost effective than public prison management. The BOP prepared additional analysis on the cost and safety issues addressed in the NIJ sponsored study. The BOP used actual versus estimated costs and drew different conclusions regarding costs and safety lapses at private prisons;
- 2) Assessment of "the acceptable level of crowding in federal prisons." The BOP completed the study. The study indicated that a one percentage point increase in a Federal prison's crowding (inmate population as a percent of the prison's rated capacity) corresponds with an increase in the prison's annual serious assault rate by 4.09 assaults per 5,000 inmates. In addition, an increase of one inmate in a prison's inmate-to-custody staff ratio increases the prison's annual

serious assault rate by 4.5 assaults per 5,000 inmates. Further information to supplement the 2006 study has been requested by OMB, and has been added as a new improvement plan to the PARTweb; and

3) Study to consider using unobligated balances and modernization and repair funds to modify and/or upgrade existing facilities to house higher security inmates and contract out for lower security inmates. The BOP completed the study, and the DOJ contracted with the National Academy of Public Administration (NAPA) for an independent review and validation of this study. NAPA concluded that converting minimum or low security facilities to higher security institutions is not a cost-effective use of limited taxpayer resources.

## **Challenges**

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

The major challenge the BOP continues to face is how to manage the Federal inmate population while maintaining appropriately safe and secure prisons for inmates, staff, and surrounding communities.

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

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

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

## **FY 2009 Total Bureau of Prisons Request by DOJ Strategic Goal**

The BOP's mission plays a direct role in supporting DOJ, Strategic Goal 3: Ensure the Fair and Efficient Administration of Justice. In FY 2009, the BOP is requesting a total of \$5,435,754,000 with 39,399 positions and 35,299 FTEs for its S&E appropriation to support the Department's Strategic Goals to:

- Provide for the safe, secure and humane confinement of detained persons awaiting trial and/or sentencing, and those in the custody of the Federal Prison System. (Strategic Goal 3.3)
- Provide services and programs to facilitate inmates' successful reintegration into society, consistent with community expectations and standards. (Strategic Goal 3.4)

### **Full Program Costs**

The BOP's budget integrates both the DOJ and BOP Strategic Goals and Objectives, and each performance objective is linked with the costs of critical strategic actions. Consistent with the Government Performance and Results Act, the FY 2009 budget proposes to streamline the S&E decision unit structure from four program activities to three. This aligns the BOP budget more closely with the mission and strategic objectives contained in the DOJ Strategic Plan (FYs 2007-2012).

The budget realignment reflects the outputs and full costs in major program activity by including the appropriate costs of management and administration in each program decision unit, so that a more accurate picture of total activity costs is reflected in the budget. In this way, budget and performance are more closely linked, and provide a better basis on which to make budget decisions.

### **FY 2009 Budget Request by Decision Unit**

The BOP is requesting resources for program improvements that are critical to safely manage growth in the Federal inmate population. Even with these improvements, the projected rate of growth in the Federal inmate population will exceed the rated capacity added.

#### **Inmate Care and Programs: \$ 1,951,902,000**

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

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

Both performance and resource tables within each decision unit justification define the total costs of achieving the strategies the BOP will implement in FY 2009.

#### Program Improvements

1) Inmate Population Adjustment.

#### **Institution Security and Administration: \$2,586,384,000**

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



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

Both performance and resource tables within each decision unit justification define the total costs of achieving the strategies the BOP will implement in FY 2009.

### Program Improvements

1) Inmate Population Adjustment.

**Contract Confinement:** \$897,468,000

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

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

Both performance and resource tables within each decision unit justification define the total costs of achieving the strategies the BOP will implement in FY 2009.

### Program Improvements & Offsets

1) The addition of 4,000 low security contract beds (funded for ½ a year).

Note: Due to the lead-time associated with establishing new contracts, request is for lapsed funding of six months. This will require annualization of around \$50 million in subsequent years to cover the additional costs of 4,000 private contract beds for a full year.

2) Offsets of \$28 million are proposed, to eliminate funding for the NIC and other decision unit expenses.

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

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

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

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

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

**Offsets:** The BOP has completed a number of management actions to streamline operations, improve program efficiencies, and reduce costs to ensure the lowest possible costs despite the growing inmate population. Examples of these actions include centralizing prisoner sentence computation and inmate designation functions, consolidating the servicing of human resource and employee development functions, and transferring inmates with the most critical medical needs to dedicated BOP medical centers. The BOP completed streamlining and other efficiency measures by de-layering and abolishing over 2,300 positions, and closing four outmoded and inefficient stand alone prison camps.

## II. Summary of Program Changes

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

<b>Item Name</b>	<b>Description</b>	<b>Pos</b>	<b>FTE</b>	<b>(\$000)</b>	<b>Page</b>
Contract Beds (4,000 x\$67.86)	Funded for ½ year	16	8	50,000	56
Population Adjustment	(1,807 x \$9,483)	0	0	17,139	49
NIC funding	Eliminate NIC funding	0	-57	(28,000)	59
<b>TOTAL</b>		<b>16</b>	<b>-49</b>	<b>39,139</b>	

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

#### **Federal Prison System**

#### **Salaries and Expenses**

The FY 2009 budget estimates include proposed changes in the appropriation language listed and explained below. New language is italicized and underlined, and language proposed for deletion is bracketed.

For necessary expenses of the Federal Prison System for the administration, operation, and maintenance of Federal penal and correctional institutions, including purchase (not to exceed [669] 810, of which [642] 766 are for replacement only) and hire of law enforcement and passenger motor vehicles, and for the provision of technical assistance and advice on corrections related issues to foreign governments, [\$5,050,440,000] \$5,435,754,000: Provided, That the Attorney General may transfer to the Health Resources and Services Administration such amounts as may be necessary for direct expenditures by that Administration for medical relief for inmates of Federal penal and correctional institutions: Provided further, That the Director of the Federal Prison System, where necessary, may enter into contracts with a fiscal agent or fiscal intermediary claims processor to determine the amounts payable to persons who, on behalf of the Federal Prison System, furnish health services to individuals committed to the custody of the Federal Prison System: Provided further, That not to exceed \$6,000 shall be available for official reception and representation expenses: Provided further, That not to exceed \$50,000,000 shall remain available for necessary operations until September 30, [2009] 2010: Provided further, That, of the amounts provided for Contract Confinement, not to exceed \$20,000,000 shall remain available until expended to make payments in advance for grants, contracts and reimbursable agreements, and other expenses authorized by section 501(c) of the Refugee Education Assistance Act of 1980 (8 U.S.C.1522 note), for the care and security in the United States of Cuban and Haitian entrants: Provided further, That the Director of the Federal Prison System may accept donated property and services relating to the operation of the prison card program from a not-for-profit entity which has operated such program in the past notwithstanding the fact that such not-for-profit entity furnishes services under contracts to the Federal Prison System relating to the operation of pre-release services, halfway houses or other custodial facilities. (Department of Justice Appropriations Act,2008.)

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

#### **Analysis of Appropriation Language**

1. No substantive language changes.

#### IV. Decision Unit Justification

##### A. Inmate Care and Programs

<b>Inmate Care and Programs TOTAL</b>	<b>Perm. Pos.</b>	<b>FTE</b>	<b>Amount (\$000,s)</b>
2007 Enacted w/ Rescissions	14,615	12,786	1,801,612
2007 Supplementals	0	0	0
2007 Enacted w/Rescissions and Supplementals	14,615	12,786	1,801,612
2008 Enacted	14,469	12,501	1,815,794
Adjustments to Base and Technical Adjustments	0	93	127,070
2009 Current Services	14,469	12,594	1,942,864
2009 Program Increases	0	0	9,038
2009 Request	14,469	12,594	1,951,902
<b>Total Change 2008-2009</b>	0	93	136,108

##### 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 all inmate food, medical supplies, 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). Finally, this activity covers costs associated with Regional and Central Office executive direction and management support functions related to providing inmate care.

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

##### Medical

##### Inmate Health Care

All BOP institutions operate outpatient ambulatory care clinics. New institutions are typically given two years after activation to apply for the Joint Commission on Accreditation of Healthcare Organizations (JCAHO) accreditation except Care Level I institutions because they house predominantly a healthy inmate population. Health Services programs and operations cannot be reviewed via program review or JCAHO until the institution is fully operational. BOP

medical personnel are civil service and U.S. Public Health Service (USPHS) professionals. The USPHS provides support personnel including physicians, dentists, nurses, pharmacists, physician assistants, and nurse practitioners via a reimbursable 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 (including DNA); and development of a medical treatment plan, if indicated. To update BOP providers on the continually evolving medical practices and management of high volume or high risk diseases such as diabetes, HIV, Hepatitis, hypertension, etc., the BOP Medical Director issues Clinical Treatment Guidelines. These guidelines are based on current, published recommendations from recognized authoritative organizations such as the Centers for Disease Control, the National Institutes of Health, and the American Diabetes Association.

Episodic medical care is available through “sick call/triage” on weekdays, as well as on an urgent basis at any time. Medical staff are either on-site or on-call, and, when appropriate, inmates with emergencies are transported immediately to the nearest community hospital emergency department. Ongoing medical care is provided through appointments with a physician, physician assistant, or nurse practitioner. Management of certain conditions requires periodic consultation with community specialists, such as psychiatrists, surgeons, cardiologists and infectious disease specialists. To obtain the most competitive and cost effective rates possible, each institution solicits comprehensive medical contracts, which include facility and physician services, based on the 1) prevailing Operating Federal Medicare rate for the applicable area for inpatient facility services, and 2) prevailing Medicare fee schedule amounts for the area for outpatient services and physician services. Offerors are allowed to propose a discount from, or a discount to, those Medicare benchmarks that are then negotiated by the BOP.

The BOP currently has six Medical Referral Centers (MRCs), which are also JCAHO accredited, to supplement its health care delivery system. Each MRC provides specialized care to inmates with a variety of chronic and sub-acute medical and psychiatric conditions. The U.S. Medical Center for Federal Prisoners at Springfield, Missouri, the Federal Medical Center (FMC) Butner, North Carolina; FMC Rochester, Minnesota; FMC Lexington, Kentucky; and FMC Devens, Massachusetts, treat male inmates, while FMC Carswell, Texas, handles the MRC needs for female inmates.

Increasing numbers of federal inmates require medical care, primarily as a result of the rapidly expanding inmate population and the high number of inmates with a history of drug abuse that are entering the Federal Prison System. Although the prevalence of HIV infection has remained stable at approximately 1 percent of the inmate population, these individuals are living longer both in and outside of prison due to the availability of expensive, complex medication regimens. In 2006, 7 percent of inmates in the BOP were known to be infected with the hepatitis C virus. The BOP continues monitoring the health of hepatitis C-infected inmates and determining those who are candidates for treatment.

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

1. ***Tele-health.*** Tele-health, which is part of the BOP’s video conferencing capabilities through the Wide Area Network (WAN), uses telecommunications technologies to exchange health information and provide health care services. All institutions have

received tele-health equipment and tele-health capabilities through WAN. Tele-health provides access to clinical and consultative services predominately in psychiatry. Other disciplines under expansion include orthopedics, wound care, physical therapy, social services, nutritional counseling, psychology, dentistry, cardiology, dermatology, podiatry, OB/GYN, and oncology.

2. **Tele-radiology.** In FY 2004, the BOP entered into an interagency agreement with the Walter Reed Army Medical Center (WRAMC) to provide digital x-ray interpretations to BOP institutions. Five institutions in the Mid-Atlantic Region were the first to come on line to test the process. By the end of FY 2005, 30 institutions were on-line with tele-radiology. In May 2007, WRAMC discontinued services under this agreement. The BOP has entered into a franchise agreement with the VA to provide these services to the entire BOP.
3. **Electronic Medical Records System.** The BOP is involved in the ongoing development and deployment of an electronic medical record (EMR) system in compliance with the Federal Health Architecture Initiatives. Initial deployment of the EMR commenced in FY 2006 at the Federal Correctional Institution at Englewood, Colorado, and full BOP-wide deployment is anticipated by the end of FY 2009. The EMR will include the components of the traditional health record, plus fully integrated Pharmacy capability (i.e. Provider Order Entry through prescription administration records), fully integrated Laboratory Information System, and integration with the tele-radiology system.
4. **Levels of Care.** The Health Services Division has developed a phased implementation strategy for a Medical Classification System: Phase I - Classify BOP inmate population; Phase II - Establish beds and staffing; Phase III - Realign health care staff; Phase IV - Full implementation (including movement of inmates). The purpose of the inmate Medical Classification System is to identify inmate health care needs (medical, mental health, and forensic) and assign inmates to facilities with appropriate health care capabilities, particularly, community health care resources. Similar to the Security Designation and Custody Classification System, a score will be created for each inmate based on their need for health care at the time of their initial designation. A SENTRY assignment will be made and the inmate will be designated to an institution with the appropriate health care resources. Health Services staff will update these assignments whenever an inmate's medical or mental health condition changes. Phase I, II, and III have been completed and Phase IV is anticipated to be completed by December 2008.
5. **Bill Adjudication.** The Health Services Division has validated the medical claims processing capabilities of the Department of Veterans Affairs (VA), Financial Services Center, and determined that the services provided by the VA would result in cost savings to the BOP. As a result, a multi-disciplinary group was formed in FY 2006 to articulate technical specifications, data transfer protocols, and work flow processes to determine how adjudication services can be integrated into the BOP, and to facilitate the development of a Statement of Work to support the future acquisition of these services whether from the VA or a commercial vendor. As of November 2007, the Technical Evaluation Panel was selected and it is anticipated that a contract will be awarded to the commercial vendor or an agreement will be entered into with another Government agency by February 2008.
6. **Utilization Review (UR).** It is the policy of the BOP that every institution will have an established Utilization Review Committee (URC) chaired by the institution Clinical Director. The URC's responsibilities include reviewing all medically necessary non-emergent cases and authorizing treatment; reviewing outside medical, surgical, and dental procedures; reviewing requests for specialist evaluations; monitoring lengths of stay and interventions associated with inpatient admissions at community-based health care facilities; and making decisions (approve, refer, defer, or deny) for each case

presented. The Clinical Director is the final authority for all URC decisions. To facilitate and provide greater consistency with the UR process, the Health Services Division purchased a software-based clinical decision criteria system in FY 2006 with the goal of implementing its use at all BOP facilities by the end of FY 2008. Two new Utilization Review Nurse Consultant positions have also been established and their primary role will be to support the MRCs in their specialized mission and to assist with optimal utilization of resources.

7. ***Catastrophic Case Management.*** The BOP developed a process to monitor and track catastrophic cases and the associated costs. A single catastrophic case can easily account for 20 to 30 percent of a typical institution's annual outside medical budget. This strategy will allow the BOP to better understand the impact of catastrophic health care events on the health care budget and decision making. Data have been collected and are currently being analyzed.
8. ***Airborne/Contagious Disease Management.*** It is the policy of the BOP that each institution have at least one airborne infection isolation room (AII room), formally called a negative pressure isolation room (NPIR), which complies with the Centers of Disease Control and Prevention (CDC) and Occupational Safety and Health Administration (OSHA) guidelines for respiratory isolation. AII rooms provide the BOP with the ability to effectively contain contagious diseases such as tuberculosis (TB), varicella (chicken pox), measles, and, most recent and notable, Avian influenza (bird flu) in the correctional setting. Since 1999, all new facilities are designed and built to meet these guidelines. The Health Services Division continues to: 1) conduct market research and interview vendors for possible alternatives to structural modifications or construction necessary to provide for these rooms; 2) survey institutions on an annual basis to determine the status of AII room capabilities in the BOP; and 3) 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, an internal agency workgroup is assessing the implications of managing a pandemic in the BOP and, through the Office of Emergency Preparedness, mock exercises are being held to test readiness and response levels to such events.

#### *Safety and Environmental Health*

The Federal Employees Compensation Act (FECA) provides compensation benefits to BOP employees for disability due to personal injury or disease sustained while in the performance of duty. In 2007, the BOP initiated an Electronic Filing Program to reduce the amount of late or lost claims submissions and to meet the Presidential Safety, Health and Return to Employment (SHARE) Initiative. Utilizing the Temporary Alternative Duty (TAD) assignments, The total new injury case rates decreased by 6.3 percent from 2006 to 2007 by utilizing the Temporary Alternative Duty (TAD) assignments. In FY 2007, there were 2,548 new claims for compensation benefits. The total chargeback costs for FY 2007 were \$51.5 million with an injury rate of 7.09 per 100 employees. The majority of the compensation costs result from long-term cases that are more than one year old.

#### *Food Service*

The BOP provides daily meals that meet the Dietary Reference Intake (DRI) recommended by the Food and Nutrition Board, Institute of Medicine of the National Academies of Sciences, for vitamins and minerals. Meal preparation is accomplished primarily by inmate workers (about 12 percent of the population) under the supervision of staff. Food preparation, recipe and menu management, and cost-based budgetary accounting are maintained by the use of a computerized Food Service management software system. The United States Penitentiary (USP) at Lompoc, California, and the Federal Correctional Institution (FCI) at El Reno, Oklahoma, utilize available



land resources in limited production of beef and milk. Farm products are consumed at the producing institutions and are also shipped to nearby institutions to offset their need to purchase some products on the open market. In addition to the Lompoc and El Reno farm operations, 27 institutions maintain vegetable gardens to supplement their food program. Besides providing vegetables inexpensively to the institutions, the gardens can provide inmate jobs and vocational training opportunities. During FY 2009, the BOP estimates serving over 190 million meals, which is nearly 520,000 meals per day and almost 3.6 million meals per week.

### Education and Vocational Training

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

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

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

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

Adult Continuing Education courses are designed for inmates who have a desire to "brush up" in a special area or enroll in a special program (speed reading, English, mathematics, history, foreign languages, etc.). Wellness and leisure programs reduce inmate idleness, promote healthy life styles, and encourage the development of positive leisure time skills. Recreation wellness programs provide instructional support for Drug Abuse Programs (DAP) and Residential Drug Abuse Programs (RDAP) at most institutions.

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

instruction, work experiences, and career orientation; acquire or improve productive work skills and habits; and gain practical knowledge essential to working and functioning in a complex industrial-technical world of work.

### Inmate Transition Branch

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

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

Since 1996, the ITB has assisted in the conduct of nearly 600 mock job fairs in federal prisons. More than 19,000 inmates and over 8,000 employer and community organization/agency representatives have participated. In addition, ITB staff have assisted state prisons, regional jails and federal probation services to hold both real and mock job fairs.

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

### Drug Abuse Treatment

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

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

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

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

**Nonresidential Drug Abuse Treatment.** Unlike residential programs, inmates are not housed together in a separate unit; they are housed in and with the general inmate population. Nonresidential treatment was designed to provide maximum flexibility to meet the needs of the

offenders, particularly those individuals who have relatively minor or low-level substance abuse impairment. These offenders do not require the intensive level of treatment needed by individuals with moderate-to-severe (substance abuse or dependence) diagnoses and behavioral problems.

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

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

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

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 for up to 3 years after release. Female inmates are found to be 18 percent less likely to recidivate than inmates who did not participate in treatment. In addition, female inmates had higher rates of success than male inmates in maintaining work, acquiring educational degrees, and caring for children.

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

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

The following is a list of the 58 Residential Drug Abuse Treatment Programs in the Bureau:

### **Residential Drug Abuse Treatment Program Locations**

#### **NORTHEAST REGION**

FCI Danbury, CT

FCI Elkton, OH

FCI Fairton, NJ

FCI Ft. Dix, NJ

FPC Lewisburg, PA

FPC McKean, PA

**MID-ATLANTIC REGION**

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

**NORTH CENTRAL REGION**

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

**SOUTH CENTRAL REGION**

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

**SOUTHEAST REGION**

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

**WESTERN REGION**

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

**Psychology Unit Based Programs.**

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

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

The following is a list of the 12 Challenge Programs in the Bureau:

**Challenge**

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

### Life Connections Program

Consistent with the President's government-wide Faith Based and Community Initiative, the BOP established the Life Connections Program (LCP) in FY 2002. As of December 2007, there are 742 inmates who have completed the incarceration phase of the program. There are 209 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. 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, and is being carried out in partnership with a broad spectrum of religious and community organizations. The current sites are: FMC Carswell, Texas; FCI Milan, Michigan; FCI Petersburg, Virginia; USP Terre Haute, Indiana; and USP Leavenworth, Kansas.

### Religious Programs

Chaplaincy personnel conduct religious services of their particular faith group and accommodate the delivery of religious services for other faith groups. Chaplaincy staff perform a significant role in inmate and religious group accommodation as they provide programs across the spectrum of faiths represented in the inmate population. Chaplains also train and familiarize staff regarding diverse religious beliefs and practices of inmates, while providing guidance for institution compliance with the legal standard established by the Religious Freedom Restoration Act, the Religious Land Use and Institutionalized Persons Act and the First Amendment. 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.

In 2007, the BOP had 341 religious contracts for the delivery of services to smaller faith groups and for other related religious services (i.e., music ministry and seminar workshops). Chaplains also recruit, train, supervise, and sustain 7,721 volunteers from the community who regularly visit the institutions to participate in religious programming. Prior to any service rendered, religious volunteers and contractors have credentials verified and are screened through a national volunteer/contractor database to enhance institutional security. Approximately 160,000 religious services were conducted in FY 2007 representing the 31 religious disciplines within the prisoner population. Chaplaincy personnel also offer a wide variety of non-worship religious program options (i.e., studies of sacred writings, studies of sacred languages, retreats, choir and CCD). Religious volunteers and contractors are monitored consistent with their security clearance.

### Psychology Services

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

Both individual and group psychotherapy are available to inmates who express a desire and demonstrate the need for it. Treatment programs are offered for developing "life competency

skills" including communication, self-management, interpersonal relationships, conflict resolution, problem solution, and work skills. Short-term crisis counseling has been acknowledged by mental health professionals as a powerful, viable skill, and BOP psychologists with expertise in this area have provided training and consultation to staff in institutions. BOP psychologists have traditionally provided the courts, parole officials and prison administrators with quality psychological evaluations of offenders.

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

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

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

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

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

The Inmate Skills Development Initiative goals are to:

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

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

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

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

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

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

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

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

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

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

*The Chaplaincy Services Branch* facilitates opportunities for free exercise of religion by Federal inmates while extending this mission of pastoral care to institution staff members as their personal spiritual needs may require. This Branch has provided extensive educational materials to ensure that BOP provides for all faith groups, consistent with the Religious Freedom

Restoration Act, the Religious Land Use and Institutionalized Persons Act, and the First Amendment. Beginning in FY 2002 and continuing today, this branch has the responsibility for oversight of the residential Life Connections pilot programs. As of December 2007, there were approximately 250 Chaplains serving 31 faith traditions throughout the BOP's 114 institutions. In addition, the BOP has 7,721 volunteers and 341 contract Chaplains.

*The Inmate Skills Development Branch* coordinates efforts across the BOP's Divisions to implement skill development and reentry initiatives, which will enhance efforts to equip inmates with the necessary skills and resources to succeed upon release to the community. The Branch also provides a centralized point of liaison with external agencies involved in this effort.

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

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

An estimated 13,000 inmates have been identified as sex offenders in the Bureau of Prisons. The number of sex offenders is expected to increase with the implementation of the Adam Walsh Act. Approximately 400 sex offenders are reviewed monthly by the Sex Offender Certification Review Branch.

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



**PERFORMANCE AND RESOURCES TABLE**

**Decision Unit: Inmate Care and Programs**

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

Workload/Resources		Final Target		Actual		Projected		Changes		Requested (Total)	
		FY 2007		FY 2007		FY 2008 Enacted		Current Services Adjustments and FY 2009 Program Changes		FY 2009 Request	
<b>Workload: Total End of Year Federal Inmate Population*</b>		197,584		200,020		207,020		6,200		213,220	
<b>Total Costs and FTE</b>		<b>FTE</b>	<b>\$000</b>	<b>FTE</b>	<b>\$000</b>	<b>FTE</b>	<b>\$000</b>	<b>FTE</b>	<b>\$000</b>	<b>FTE</b>	<b>\$000</b>
		37,062	5,012,433	37,062	5,012,433	35,053	5,050,440	246	385,314	35,299	5,435,754
TYPE/ STRATEGIC OBJECTIVE	Performance	FY 2007		FY 2007		FY 2008 Enacted		Current Services Adjustments and FY 2009 Program Changes		FY 2009 Request	
		FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000
<b>Program Activity</b>	1. Inmate Care and Programs	12,786	1,801,612	12,786	1,801,612	12,501	1,815,794	93	136,108	12,594	1,951,902
<b>Performance Measure</b>	# Inmates completing at least 1 Vocational Program	12,000		13,616		12,800		100		12,900	
<b>Performance Measure</b>	Drug Treatment: %/# inmates in RDAP	100%/18,000		80%/17,549		100%/17,500		0/0		100%/17,500	
<b>Performance Measure</b>	Drug Treatment: # Non-residential Treatment	14,300		14,352		14,500		0		14,500	
<b>Performance Measure</b>	# Inmates participating in Life Connections Pilot	545		703		600		0		600	
<b>Performance Measure</b>	Inmate financial responsibility program collections (\$000)	\$10,130		\$10,602		\$10,500		\$0		\$10,500	
<b>Performance Measure</b>	% Inmates with GED/H.S. Diploma 7 months prior to release (citizens)	75%		77%		78%		1%		79%	
<b>Outcome</b>	# Inmates suicides (not to exceed)	22		12		23		1		24	

\*The chart above includes population projections for FY 2008 and FY 2009. The projections are based on data and information from a variety of sources including the Administrative Office of the U.S. Courts, U.S. Sentencing Commission, Executive Office for United States Attorneys, Office of the Federal Detention Trustee, Drug Enforcement Administration, the Federal Bureau of Investigation, and the BOP's own information system (SENTRY). Data from United States Marshals Service indicates that as of December 2007, there are nearly 9,000 inmates in Marshal's custody who are either designated or waiting to be designated to a BOP facility.

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

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

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

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

**PERFORMANCE MEASURE TABLE**

<b>Decision Unit: Inmate Care and Programs</b>											
<b>Performance Report and Performance Plan Targets</b>		<b>FY 2001</b>	<b>FY 2002</b>	<b>FY 2003</b>	<b>FY 2004</b>	<b>FY 2005</b>	<b>FY 2006</b>	<b>FY 2007</b>		<b>FY 2008</b>	<b>FY 2009</b>
		<b>Actual</b>	<b>Actual</b>	<b>Actual</b>	<b>Actual</b>	<b>Actual</b>	<b>Actual</b>	<b>Target</b>	<b>Actual</b>	<b>Target</b>	<b>Target</b>
<b>Performance Measure</b>	# Inmates completing at least 1 Vocational Program	9,301	10,190	10,673	11,553	12,476	12,805	12,000	13,616	12,800	12,900
<b>Performance Measure</b>	Drug Treatment: %/# inmates in RDAP	100% / 15,441	100% / 16,243	100% / 17,578	100% / 18,278	100% / 18,027	100% / 17,442	100% / 18,000	80% / 17,549	100% / 17,500	100% / 17,500
<b>Performance Measure</b>	Drug Treatment: # Non-residential Treatment	10,827	11,506	12,023	13,014	14,224	13,697	14,300	14,352	14,500	14,500
<b>Performance Measure</b>	# Inmates participating in Life Connections Pilot	n/a	n/a	205	545	608	443	545	703	600	600
<b>Performance Measure</b>	Inmate Financial Responsibility Program Collections (\$000)	\$8,055	\$8,362	\$8,660	\$8,919	\$9,807	\$10,020	\$10,130	\$10,602	\$10,500	\$10,500
<b>OUTCOME Measure</b>	% Inmates with GED/H.S. Diploma 7 months prior to release (citizens)	66%	73%	74%	73%	74%	74%	75%	77%	78%	79%
<b>OUTCOME Measure</b>	# Inmates suicides (not to exceed)	13	15	11	9	13	15	22	12	23	24

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

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

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

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

Regarding suicides, while it is the objective of the BOP and DOJ to prevent all suicides, the targets reflect projections based solely on historical data. The BOP was under their target for FY 2007 with 12 inmate suicides. The FY 2008 target is 23 or less inmate suicides and the FY 2009 target is 24 or less inmate suicides.

The BOP approved a new strategic indicator for a GED/H.S. diploma. As a result, the target population is refined to include only those inmates (U.S. Citizens) who are capable and desire literacy programming and are within seven months of release. The BOP exceeded its FY 2007 target with an actual of 77 percent of inmates who are capable and desire literacy programming and are within seven months of release. The FY 2008 and FY 2009 GED/H.S. diploma targets are 78 percent and 79 percent respectively.

The BOP exceeded its FY 2007 target for the number of inmates completing at least 1 Vocational Program at 13,616. Targets for FY 2008 and FY 2009 are 12,800 and 12,900 respectively.

The BOP had 17,549 inmates enrolled in the Residential Drug Treatment Program for FY 2007, which is 80 percent of eligible inmates. However, BOP's targets for FY 2008 and FY 2009 will be lowered to 17,500 since there was no additional funding provided. There has been no expansion of this program since FY 2003. Currently, there are approximately 7,600 inmates awaiting treatment, with the average growth of the waiting list continuing at about 1,000 inmates per year. Therefore, unless receiving additional funding, the BOP will continue to be unable to meet the mandate of the Violent Crime Control and Law Enforcement Act, which requires the BOP to provide appropriate substance abuse treatment for 100 percent of eligible inmates.

The BOP exceeded their target for FY 2007 for inmates enrolled in non-residential drug treatment programs with 14,352. The target of FY 2008 and FY 2009 is 14,500. Unlike residential programs, inmates are not housed together in a separate unit; they are housed in and with the general inmate population.

The BOP exceeded its FY 2007 target with 703 inmates participating in the Life Connections Pilot. It is anticipated that 600 inmates will participate in the Life Connections/Faith-Based reentry pilot programs for FY 2008 and FY 2009.

The BOP exceeded its target with a total collection of \$10,602,000 under the Inmate Financial Responsibility Program for FY 2007. Projections for FY 2008 and FY 2009 are both estimated at \$10,500,000.

## **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 and continuing to be done by treatment staff in the Bureau is proficient and meets the essential needs of the releasing population, the agency is changing the model of reentry from an emphasis on clinical assessment and program participation to a competency-based model. Termed the Inmate Skills Development (ISD) initiative, this is not a new program, but rather an entirely new strategy and way of viewing inmate management. It requires the agency to shift its philosophy and reemphasizes the Bureau's mission to prepare inmates for release and the community. These shifts have been and will be clearly and continually 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 skills;
- 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 Inmate Skills Development System (ISDS) a dynamic instrument, automated through a web-based application, utilizing information from a variety of sources, is being implemented throughout the Bureau to assist in this strategy.

Self-improvement programs designed to change thinking and behaviors have also proven to be effective in dealing with behaviors that threaten the security of staff and inmates. For example, the BOP operates its Life Connections (faith-based) pilot programs. Through these programs, the BOP provides opportunities for the development and maturation of the participating inmate's faith commitment, with a goal of reducing recidivism rates. The BOP Office of Research and Evaluation has developed a data collection instrument to measure and compare rates of recidivism and anticipates an interim report on recidivism could be produced in FY 2009, and a more complete report comparing greater numbers of inmates by FY 2011. In the interim (until this research can be completed), an evaluation has already demonstrated a positive effect of LCP participation on serious misconduct while inmates participate in the program.

The Bureau is committed to providing quality, evidence-based psychology programs to all inmates in need of these program services. All Bureau psychology treatment programs are designed on the most recent research and evidence based practices, ensuring effective treatment programs. These evidence-based treatment practices lead to: the reduction of inmate

misconduct; the reduction of inmate misuse of mental health and medical resources; the reduction of substance abuse, relapse and recidivism; the reduction of criminal activity; an increase in the level of the inmate's stake in societal norms; and an increase in standardized community transition treatment programs. Transition treatment increases the likelihood of treatment success and increases the public's health and safety.

The Challenge Program, a co-occurring disorders program for high security inmates, targets drug use, mental illness, and antisocial attitudes and behaviors. The Bureau Rehabilitation and Values Enhancement (BRAVE) Program, a program for young offenders serving lengthy sentences, addresses institutional adjustment, antisocial attitudes and behaviors, and motivation to change. These residential treatment programs utilize empirically supported interventions, including cognitive behavioral techniques delivered in a modified therapeutic community environment. These programs have been demonstrated to significantly reduce misconduct among program participants more than 50 percent.

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

Nearly half of Bureau's facilities operate the Residential Drug Abuse Program (RDAP). RDAP programs are located in a separate unit, away from the general population. Treatment is no less than 9 months in duration. The RDAP is based on the Cognitive Behavioral Therapy (CBT) Model of treatment. CBT is a proven-effective treatment model with inmate populations. All of the BOP's psychology treatment programs are unified clinical services and activities organized to treat complex psychological and behavioral problems. Therefore, CBT is the theoretical treatment philosophy of the RDAP.

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

### **c. Results of Program Assessment Rating Tool (PART) Reviews**

The BOP's S&E budget, which funds BOP's operations, was selected for reassessment under the FY 2007 Program Assessment Rating Tool (PART) process. During this process, the BOP S&E program received a score of 84.1 percent equating to a rating of "Moderately Effective". The score of 84.1 percent is an increase from the previous score of 74.2 percent received during FY 2004 and FY 2005 PART processes. The BOP continues to work with DOJ and OMB to address the previous follow-up recommendations in the areas of crowding and continue a multi-pronged approach to acquire additional capacity and looks forward to improving the score further in future years.

Follow-up actions and status as of January, 2008 are as follows:

Action: Provide additional information to supplement the 2006 study: (1) Explain the basis behind BOP's rated capacity standards, (2) Provide a timeline of previous changes made to

BOP's crowding standards in recent history, (3) Discuss alternative recommendations to relieve the negative effects of overcrowding other than new construction (e.g. increased staffing, prison improvements, etc.).

Status: Staff in the Capacity Planning Branch are currently reviewing current and historical rated capacity documents. The contents of these documents will be used to explain the basis behind the BOP's rated capacity standards and to provide a time line of the previous changes to BOP's crowding standards. The goal is to provide a response to this Improvement Action by September 30, 2008.

Action: Complete an analysis of trends in the population of BOP inmates in Residential Re-entry Centers (RRC). This analysis should include: (1) Population of Federal inmates in RRCs—by security level where available—(1997-present); (2) RRC utilization levels by security level where available—(1997-present). Utilization level is defined as the number of inmates in RRC (by security level where available) divided by the number of inmates eligible for RRC placement; (3) An explanation of legislative, policy, and management changes that have affected (increased or decreased) RRC placement or population; (4) Provide targets for number of inmates in RRCs and utilization rates, share methodologies behind such targets, and evaluate the feasibility of increasing targets.

Status: Collection of statistical data has begun in the effort to provide the requested analysis of RRC trends. The estimated completion date of this improvement plan is October 31, 2010.

Action: On a quarterly basis, the Chief of Capacity Planning will review the most recent Capacity Planning Committee decisions based on updated population projections to assess the appropriate number of contract beds for future budget requests.

Status: The current capacity plan dated December 31, 2007, used for the 2009 Congressional Budget, was provided to OMB in January 2008. NOTE: This follow-up action will be on-going and a report will be provided each quarter.

Action: Establish and monitor the agency-wide Reduction and Elimination of Duties Management Assessment Project (REDMAP) for medical operations at BOP prisons to identify and reduce/eliminate redundant functions, outdated prison management systems, and cost prohibitive initiatives. Provide a summary of the findings and track the elimination of redundant functions.

Status: The Health Services REDMAP session was held April 16-27, 2007. The process entailed a review of individual duties of Health Services staff and a review of all applicable policies to identify duties for possible elimination and streamlining.

Action: Take greater advantage of state and local and private sector bedspace to meet its space requirements.

Status: The CAR V contract (1,200 new beds for Criminal Aliens) was awarded on May 24, 2006. On January 17, 2007, the BOP awarded multiple CAR VI contracts to five offerors to house low security criminal alien inmates currently under BOP custody. Additionally, the BOP completed the ramp up of the Moshannon Valley private facility in FY 2007. The FY 2008 request provides annualization of prior year increases, which will fund 1,079 beds. The FY 2009

Congressional request includes funding for 2,622 beds. NOTE: This follow-up action will be on-going with each new FY request for additional contract beds.

Action: Provide population, crowding and rated capacity per BOP institution per region on a quarterly basis.

Status: The requested FY 2008 1st quarter report, ending December 31, 2007, was provided to OMB in January 2008. NOTE: This follow-up action will be on-going and a report will be provided each quarter.



## B. Institution Security and Administration

<b>Institution Security and Administration TOTAL</b>	<b>Perm. Pos.</b>	<b>FTE</b>	<b>Amount (\$000,s)</b>
2007 Enacted w/ Rescissions	24,861	23,745	2,435,970
2007 Supplementals	0	0	17,000
2007 Enacted w/Rescissions and Supplementals	24,861	23,745	2,452,970
2008 Enacted	24,517	22,019	2,428,517
Adjustments to Base and Technical Adjustments	0	202	149,766
2009 Current Services	24,517	22,221	2,578,283
2009 Program Increases	0	0	8,101
2009 Request	24,517	22,221	2,586,384
<b>Total Change 2008-2009</b>	<b>0</b>	<b>202</b>	<b>157,867</b>

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

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

This budget activity covers costs associated with Institution Security and Administration, Institution Maintenance, Institution Staff Training and general administration which includes oversight function of the executive staff; and regional and central office program managers in the areas of: policy development and implementation; legal services; budget development; budget execution; financial management; personnel management; facilities management; procurement and property management; research evaluation; program analysis; system support; and ADP services.

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

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

custodial needs in an institution, and a relative reduction in the mixing of aggressive and non-aggressive offenders.

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

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

Violations of institution regulations are dealt with through the Inmate Disciplinary Process. Correctional staff 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 continue to gather and share a wide variety of intelligence information and products with other law enforcement entities. Staff 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 Detention 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-seven of the BOP facilities are over 50 years old. As of January 2008, BOP facilities were situated on 44,884 acres of land and contained approximately 62 million square feet of floor area, all of which must be maintained and

furnished with utility services. Complex heating and air conditioning systems, high pressure steam power plants, sophisticated hospital equipment, emergency electrical power systems and fire protection and life safety systems all require regular maintenance. Each institution maintains communication systems including complete private automatic branch exchange telephone systems, radio systems including base station and mobile units and several electronic detection and control systems. In FY 2009, this program will provide for the maintenance and operation of 3,979 vehicles.

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

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

#### Central Office and Other Functions:

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

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

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

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

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

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

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

*The Correctional Programs Branch* is responsible for planning, documenting, monitoring, and providing the delivery of correctional programs and services to inmates. The branch provides guidance, instruction, and technical support to field staff in the areas of witness security, the central inmate monitoring system, unit management issues and training, case management, policy development, inmate financial responsibility program, inmate classification, treaty transfer program, and DC Offender issues. The branch also provides oversight for the receiving and discharge, mailroom, and select records office functions at institutions. This branch implements individual pre-release planning for inmates' successful reintegration into the community through the implementation of policy. Additionally, the Branch provides services to victims and witnesses of federal crimes to ensure their rights are upheld, their dignity and privacy respected, and their safety protected. Unit Management, an integral part of Correctional Programs, determines inmate program needs and encourages pro-social institution and

community behaviors that benefit inmates, staff, victims and society. This is accomplished through functional unit management and effective interaction.

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

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

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

*The Office of Executive Workforce Planning (OEWP)* provides expertise on a wide and complex range of HR issues that have short and long term goals. OEWP is responsible for human capital planning; management of the SES Program; coordination of resource allocation requests; operational reporting at the national level; automated systems for executive staff; and identification, evaluation and design of HR systems to meet E-Gov streamlining initiatives. Ongoing human capital planning activities in conjunction with DOJ includes the development of the human capital accountability system plan, the skills gap analysis and subsequent monitoring

plans on how the skill gaps identified can be closed. In the identification of best practices among the DOJ agencies, one of the BOP's best practices in human capital accountability is from this office. The Workforce Planning System (WPS) for Executive Staff consists of three separate systems developed and maintained by this office: The Management Preference Profile System, the Management Selection System and a CEO Module on Wardens and Associate Wardens. BOP HR data on over 36,000 employees is retrieved and analyzed using a variety of systems and software including the PC, mainframe and web systems. To address recruitment, retention and hard to fill position issues, this office administers a web-based pre-employment survey to collect a random sample of data on applicants which yields useful information about social/ethical issues related to hiring qualified law enforcement officers. In addition, turnover and staff perceptions on their workplace are monitored using the BOP's Prison Social Climate reports and Office of Personnel Management's (OPM) Human Capital Survey.

*The Personnel and Staff Development Branch (PSDB)* ensures all positions are properly classified and employees receive all benefits, rights and entitlements; develops and oversees policy related to staff training and development, performance, pay incentives, staffing and worklife; and administer the Management Selection System for Warden and Associate Warden positions. The HRMD has implemented cost savings initiatives to provide optimal human resource services in a more efficient manner and implemented the use of technology to further improve service to staff. These initiatives include consolidating all position classification to ensure greater consistency in the application of OPM classification standards and allow the development of additional standardized position descriptions. The PSDB has also developed tailored training based on individual needs by utilizing qualified and highly knowledgeable BOP staff as well as contracting with distinguished training institutions. As a result, the Leadership Enhancement and Development (LEAD) Program is in its seventh year and continues to provide training and developmental activities linked specifically to leadership competencies necessary to be effective at the highest level of the agency. As of December 2007, the LEAD Program has produced 296 graduates who have completed their program requirements. The PSDB continues to maintain, enhance, and service the BOP's Training Management System (TMS). Currently, the BOP TMS is being upgraded from the 3.5 version of SABA's Learning Management System to the 5.3 version of the software. This upgrade will position the BOP to be able to comply with OPM's Enterprise Human Resources Integration training data reporting requirements. In addition, the upgrade will enhance the BOP effectiveness in the delivery and tracking of training, training compliance management (auditing), succession planning and employee performance management. These enhancements will ensure that the Bureau's training programs and strategies continually align with the Department of Justice and the President's Management Agenda goals and initiatives.

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

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

processing. The CPU has completed pre-assessment and is in the assessment phase of an Enterprise Human Resources Initiative to switch from hard copy to electronic OPFs. The first e-OPF training was accomplished for CPU staff in December 2007.

The Consolidated Benefits Unit (CBU) provides benefit related services to staff located at every BOP location. Additionally, the CBU is responsible for Leave Administration Policy and the National Voluntary Leave Transfer Program (VLTP) as well as the DOJ Leave Bank. The CBU is responsible for ensuring employees' Service Computation Dates are accurate. CBU staff are considered our agency experts in employee benefits and leave administration. The CBU processes applications for retirements, and calculates projected annuity estimates. Additionally, they provide information regarding the effects a military activation and pre-employment military service has on an employee's retirement eligibility. In conjunction with the local Employee Services Department, the CBU assists survivors with processing employee death claims and dependent life insurance claims. 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 CBU monitors OPM, regulatory, and proposed legislative changes regarding federal employee benefits. This information is reviewed and disseminated to employees utilizing Sallyport, e-mails, informational pamphlets, and responses to individual inquiries. Lastly, the CBU is developing Distance Learning lesson plans to provide Retirement Planning Training for BOP staff that are in various stages of their careers. The training will be conducted using Centra (live instructor-managed webcast training delivery system software).

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 announcements. An Internet-based application processing and referral system (BOP-Careers) has been implemented which allows applicants to apply for positions online under merit promotion or Delegated Examining competitive examinations. The BOP-Careers systems host more than 52,000 registered users, who apply to the thousands of jobs processed by the Bureau each year. The CSU also transitioned the BOP-HIRES program effective January 2007. The BOP-HIRES program is the Bureau's nationwide staffing program for processing job applications for the following professions: Correctional Officer, Clinical Psychologist, Registered Nurse, Nurse Practitioner, Physician Assistant, and Medical Officer. The CSU also oversees the Open Continuous System that services all six Regional Offices. The CSU will now process all merit promotion actions throughout the Bureau with the exception of the Management Selection System for Warden and Associate Warden positions.

*The Labor Management Relations and Employee Security Branch* provides expert advice and guidance on matters relating to the employees' union, employee grievances, and employee disciplinary actions; provides agency representation before administrative third parties; provides advice on local negotiations; represents the agency at national negotiations; manages the personnel security and background investigation program, ensuring all employees receive appropriate background investigations and subsequent reinvestigation, with employment security approvals processed in a timely manner.

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

The STA oversees the curriculum development and administration of the two-week (56 hours) IF course provided at all institutions for new employees prior to attending the ICT at the STA. The ICT is a three-week (103 hours) program of instruction that covers hostage situations, ethics, interpersonal communication skills, special offenders, diversity, inmate discipline, legal procedures, etc. Successful completion of this program (academics, firearms and the Physical Ability Test) is required for continued employment of newly hired staff entering into law enforcement positions. The ICTP is fully accredited by the University of Eastern Kentucky. In FY 2007, 3,196 new employees participated in 70 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 2007. The STA also provides advanced correctional training for Marksman/Observer and Witness Security. The majority of the advanced training programs are conducted at BOP institutions resulting in substantial cost avoidance in training costs. In FY 2007, 754 staff members participated in 32 advanced classes. The STA continues to support and expand the on-line testing programs. The IF testing program has been in place since August 2003. As of October 30, 2007, 9,514 IF exams have been administered.

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

From October 1, 2006, to September 30, 2007, the MSTC conducted 143 residential classes, 7 off-site classes, and on-site training for 3,800 participants and 489 resource staff.

From October 1, 2007, to December 14, 2007, the MSTC conducted 23 residential classes, 2 off-site classes, and on-site training for 596 participants and 83 resource staff.



Projected: From December 16, 2007, to September 30, 2008, the MSTC anticipates conducting 119 residential classes, 1 off-site class, and on-site training for 3599 participants and 434 resource staff.

To maximize the use of tax dollars, the MSTC provides several alternatives for training to include off-site training and distance learning initiatives through Centra, a live instructor-managed webcast training delivery system. The conversion of paper-based MSTC pre/post test to online eZ.exam has eased the administrative duties of Employee Services staff in Bureau of Prisons institutions. Additionally, administering the Institution Character Profile staff surveys via eZ.exam has made that process more efficient for regional and institutional staff.

The Computer Service Department is in the process of updating all desktop computers in the computer laboratories and classrooms. The new computers will have the latest technology and will be capable of running several virtual machines. This upgrade will greatly expand and enhance the type of training conducted.

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

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

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

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

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

*The Policy Information Management Branch* is responsible for forms development and management, electronic publishing, records management and the electronic Freedom of Information Act reading room. The branch is also responsible for system-wide management of agency directives and quality assurance before and after issue. This branch's National Policy Management Office is responsible for facilitating the development of well-written, understandable, and meaningful policy that effectively guides BOP employees in their day-to-day tasks and responsibilities. This is accomplished by providing written guidance to policy developers (e.g., helping Central Office staff write outcome-based objectives for policy), involving bargaining unit employees in the policy development process, carefully reviewing newly-developed policy for clarity and consistency, conducting a meaningful clearance process involving subject matter experts, and authenticating policy by ensuring appropriate approvals have been received prior to publication and distribution. Finally, this branch serves as a liaison with the National Archives and Records Administration, assisting in the transfer of records to the National Archives and providing staff with training and advice on records management procedures.

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

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

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

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

*The Strategic Management Section (SMS)* is responsible for monitoring and analyzing BOP programs to provide timely and relevant information about specific program performance and BOP-wide patterns and trends, and is responsible for creating and overseeing national policy on Institution Character Profiles (ICP) and Pilot Programs. *The Program Analysis Section (PAS)* provides program management in the area of American Correctional Association (ACA) accreditation. PAS also serves as the liaison for BOP's contacts with external audit authorities, and is responsible for coordinating Integrity Act issues.

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

The Administration Division provides the resources and support necessary for BOP to perform in an effective and efficient manner. This includes the development of budget requests; the stewardship of financial resources; procurement and property management; the design and construction of new correctional facilities; the renovation and maintenance of existing facilities; and other administrative support services. Following, describes 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, supplementals, 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 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.

*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 Site Selection and Environmental Review 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.

*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.

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

The Field Acquisition Office (FAO) solicits, awards, and administers contracts 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.

*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 administers Architect/Engineering (A/E) services for renovation studies on 50+ year old prison facilities (37) throughout the United States; acquires site evaluation and environmental analysis services for the investigation of potential locations and specific sites for new prison facilities; is responsible for the acquisition and oversight of professional Construction Management Firm contracts to provide inspection and quality assurance during the construction of new prison facilities; provides guidance and oversight to regional offices and institutions in the specialized areas of design/build, A/E construction, utility service, and construction management contracting; and develops and conducts training to all BOP procurement staff in the specialized area of construction contracting. In addition, the PCB maintains accountability for real and personal property through the SENTRY system; conducts periodic quality assurance reviews of BOP facilities to ensure compliance with Financial Statement Accounting Standards; updates and disseminates BOP Property Management policy, as required; conducts annual training for BOP staff assigned property management responsibilities; reviews, processes, and ensures approval for temporary permits/easement requests to construct, install, operate, and maintain various services (sewer, water, gas, electric) and right-of-ways; reviews, processes, and ensures approvals for requests to lease office, warehouse, and parking space; acquires and distributes excess personal property to BOP facilities located throughout the United States; maintains the staff quarters rental rate program for more than 700 staff residences at 34 sites; and provides oversight to the Transit Subsidy Program involving over 1,600 staff participating at approximately 34 sites through out the BOP.

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

**PERFORMANCE AND RESOURCES TABLE**

**Decision Unit: Institution Security and Administration**

**DOJ Strategic Goal/Objective: 3.3**

Workload/Resources		Final Target		Actual		Projected		Changes		Requested (Total)	
		FY 2007		FY 2007		FY 2008 Enacted		Current Services Adjustments and FY 2009 Program Changes		FY 2009 Request	
<b>Workload: Total End of Year Federal Inmate Population*</b>		197,584		200,020		207,020		6,200		213,220	
<b>Total Costs and FTE</b>		<b>FTE</b>	<b>\$000</b>	<b>FTE</b>	<b>\$000</b>	<b>FTE</b>	<b>\$000</b>	<b>FTE</b>	<b>\$000</b>	<b>FTE</b>	<b>\$000</b>
		37,062	5,012,433	37,062	5,012,433	35,053	5,050,440	246	385,314	35,299	5,435,754
TYPE/ STRATEGIC OBJECTIVE	Performance	FY 2007		FY 2007		FY 2008 Enacted		Current Services Adjustments and FY 2009 Program Changes		FY 2009 Request	
		FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000
<b>Program Activity</b>	1. Institution Security and Administration	23,745	2,452,970	23,745	2,452,970	22,019	2,428,517	202	157,867	22,221	2,586,384
<b>Performance Measure</b>	# Institutions/rated capacity	114/122,189		114/122,189		115/123,853		0/0		115/123,853	
<b>Performance Measure</b>	Correctional Officers On-board	16,300		16,500		16,600		322		16,922	
<b>Performance Measure</b>	Inmate to Correctional Officer Ratio	10.17:1		10.14:1		10.39:1		0		10.39:1	
<b>Performance Measure</b>	Rate of serious assaults in Federal Prisons (Rate/5,000)**	14		12		14		0		14	
<b>Performance Measure</b>	Facilities accredited: ACA	99%		100%		99%		0		99%	
<b>Outcome</b>	Escapes from Secure Institutions	0		0		0		0		0	
<b>Outcome</b>	System-wide Crowding	36%		37%		39%		3%		42%	
<b>Outcome</b>	Per Capita (Operating) Costs NOTE: Does not include construction costs	\$69.70		\$68.28		\$70.33		\$2.11		\$72.44	

\*The chart above includes population projections for FY 2008 and FY 2009. The projections are based on data and information from a variety of sources including the Administrative Office of the U.S. Courts, U.S. Sentencing Commission, Executive Office for United States Attorneys, Office of the Federal Detention Trustee, Drug Enforcement Administration, the Federal Bureau of Investigation, and the BOP's own information system (SENTRY). Data from United States Marshals Service indicates that as of December 2007, there are nearly 9,000 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 represents 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 will focus on the rate of serious assaults (inmate on inmate per 5,000), which is a more meaningful safety indicator for BOP facilities.

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

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

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

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

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

<b>PERFORMANCE MEASURE TABLE</b>											
<b>Decision Unit: Institution Security and Administration</b>											
<b>Performance Report and Performance Plan Targets</b>		<b>FY 2001</b>	<b>FY 2002</b>	<b>FY 2003</b>	<b>FY 2004</b>	<b>FY 2005</b>	<b>FY 2006</b>	<b>FY 2007</b>		<b>FY 2008</b>	<b>FY 2009</b>
		<b>Actual</b>	<b>Actual</b>	<b>Actual</b>	<b>Actual</b>	<b>Actual</b>	<b>Actual</b>	<b>Actual</b>	<b>Target</b>	<b>Actual</b>	<b>Target</b>
<b>Performance Measure</b>	# Institutions/rated capacity	100 / 98,425	102 / 103,262	103 / 105,193	109 / 108,537	116 / 118,652	114 / 119,510	114 / 122,189	114/ 122,189	115 / 123,853	115 / 123,853
<b>Performance Measure</b>	Correctional Officers On-board	14,626	14,603	14,712	14,982	15,500	16,013	16,300	16,500	16,600	16,922
<b>Performance Measure</b>	Inmate to Correctional Officer Ratio	8.91:1	9.42:1	9.94:1	10.18:1	10.29:1	10.15:1	10.17:1	10.14:1	10.39:1	10.39:1
<b>Performance Measure</b>	Rate of assaults in Federal Prisons (Rate/5,000)	118/5,000	120/5,000	127/5,000	121/5,000	118/5,000	119/5,000	n/a	n/a	n/a	n/a
<b>Performance Measure</b>	Rate of serious assaults in Federal Prisons (Rate/5,000)	n/a	n/a	n/a	n/a	n/a	n/a	14/5,000	12/5,000	14/5,000	14/5,000
<b>Performance Measure</b>	Facilities Accredited: ACA	95%	95%	90%	94%	99%	99%	99%	100%	99%	99%
<b>OUTCOME Measure</b>	Escapes from Secure Institutions	4	0	0	2	0	1	0	0	0	0
<b>OUTCOME Measure</b>	System-wide Crowding	32%	33%	39%	41%	34%	36%	36%	37%	39%	42%
<b>OUTCOME Measure</b>	Per Capita (Operating) Costs	\$60.75	\$61.69	\$63.51	\$63.57	\$64.19	\$67.00	\$69.70	\$68.28	\$70.33	\$72.44

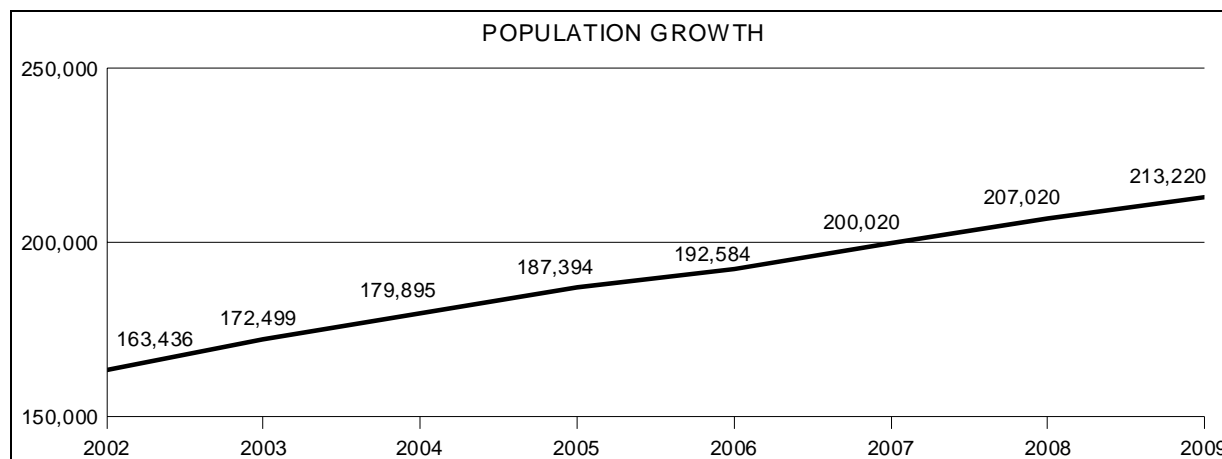


### 3. Performance, Resources, and Strategies

The Institution, Security and Administration decision unit contributes directly to the Department's Strategic Goal 3: Ensure the Fair and Efficient Administration of Justice. Within this Goal, the decision unit's resources specifically address the Department's Strategic Objective 3.3: Provide for the safe, secure, and humane confinement of detained persons awaiting trial and/or sentencing, and those in the custody of the Federal Prison System.

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

As illustrated in the preceding Performance and Resources Table, the outcome measures for this decision unit are: Escapes from Secure Institutions; System-wide Crowding and Per Capita Operating Costs. The BOP's Escapes from Secure Institutions target will always remain zero. The BOP had 0 escapes from secure institutions during FY 2007. Consequently, the FY 2008 and 2009 performance targets remain zero escapes from Secure Institutions.



The chart above includes population projections for FY 2008 and FY 2009. The projections are based on data and information from a variety of sources including the Administrative Office of the U.S. Courts, the U.S. Sentencing Commission, the Executive Office for United States Attorneys, the Office of the Federal Detention Trustee, the Drug Enforcement Administration, the Federal Bureau of Investigation, and the BOP's own information system (SENTRY).

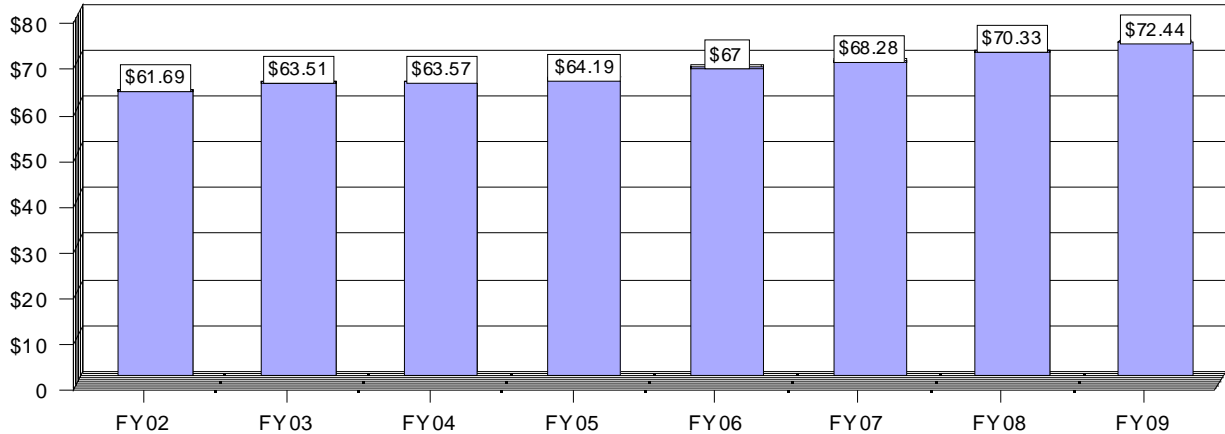
Data from the United States Marshals Service indicates that as of December 2007, there are nearly 9,000 inmates in Marshal's custody who are either waiting designation or waiting for movement to a BOP facility.

No new Federal prisons were activated in FY 2007. One facility is planned to begin the activation process in FY 2008, increasing the number of facilities to 115 with a target for rated capacity at 123,853 beds. For FY 2009, BOP will continue the activation process for FCI Pollock.

The BOP's target for employment of correctional officers in FY 2007 was 16,500. The BOP has exceeded its target for FY 2007. The estimates for FY 2008 are at 16,600, and 16,922 correctional officers in FY 2009.

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

Per Capita Costs (BOP)



Note: FY 2001 – FY 2007 are actual Per Capita costs. FY 2008 and FY 2009 are projected Per Capita costs.

The FY 2009 daily per capita target for all security levels is \$72.44, and the BOP requests 22,221 FTE and \$2,586,384,000 in this decision unit to reach this target. As illustrated in the bar graph, the BOP intends to hold inmate costs (per capita) at or below the inflationary increases. That meant an average daily increase of about 2.4 percent a year from FY 2001 – FY 2009.

Every reasonable precaution is taken to ensure that inmates are provided with a safe and secure environment in facilities according to their needs. While it is the objective of the Department and BOP to eliminate all serious assaults, the target reflects projections based on historical data and observed trends. These data represent the number of serious assaults over a 12-month period per 5,000 inmates. Due to the time required to adjudicate allegations of assault, there is a lag between the occurrence and reporting guilty findings. Accordingly, the figure reported represents incidents that were reported for the preceding 12 months ending several months before the end of the fiscal year. BOP exceeded its target with an actual of 12/5,000 serious assaults in FY 2007. BOP’s FY 2008 and FY 2009 targets are 14/5,000 serious assaults.

**b. Strategies to Accomplish Outcomes**

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

## Program Increases

**Item Name:** **Institution Population Adjustment**

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

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

Organizational Program: **Population Adjustment**

Program Increase: Positions +0 Correctional Officers 0 FTE +0 Dollars +\$17,139,000

### Description of Item

The BOP is requesting \$17,139,000 for marginal costs associated with inmate population growth. In accordance with DOJ's Goal/Objectives 3.3 and 3.4, the BOP's primary objectives are to maintain a safe and secure environment for inmates and staff in prison facilities, and provide work and other self-improvement opportunities to assist offenders in returning to their communities as productive law-abiding citizens. Without a cost adjustment to manage the additional inmates, the BOP will be unable to fulfill its required responsibilities included in the DOJ goal.

### Justification

It is projected that at least 1,807 net new inmates will be absorbed in the BOP's existing facilities (FY 2008 - FY 2009), and the marginal cost, is estimated at \$9,483 per inmate. The additional resources in this request will enable the BOP to meet the marginal costs of providing security, food, medical care, clothing, unit management, education, records, and maintenance associated with the population increase.

The Federal inmate population has grown dramatically over the past 27 years, an increase of 700 percent since 1980 when the BOP had approximately 25,000 inmates and 41 institutions to 200,582 inmates and 114 institutions as of December 20, 2007. The Federal inmate population levels are projected to increase and continue to exceed the rated capacity of the BOP institutions and current contract facilities. As a result, the BOP is taking every possible action to ensure both public safety and the safety of staff and inmates within BOP institutions, while keeping prison crowding at manageable levels. The BOP is committed to federal inmates serving their sentences in safe and humane environments, while receiving the necessary programs to afford opportunities for positive change.

The BOP has a responsibility to provide inmates with opportunities to participate in programs that provide them the ability to develop the skills they need to lead crime-free lives after release. Research demonstrates that opportunities for work experience, education, substance abuse treatment, and other self-improvement programs are vital to breaking the cycle of crime in this country.

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

Without this funding, the BOP will need to reduce and/or eliminate inmate program opportunities and further streamline prison operations. This enhancement is in direct support of the following DOJ Strategic Objectives: 1) 3.3 "Provide for the safe, secure, and humane confinement of detained persons awaiting trial and/or sentencing, and those in the custody of the

Federal Prison System” and 2) 3.4 “Provide services and programs to facilitate inmates’ successful reintegration into society, consistent with community expectations and standards”.

**Funding**

Base Funding

FY 2007 Enacted (w/resc./supps)				FY 2008 Enacted				FY 2009 Current Services			
Pos	Corr Ofcr	FTE	\$(000)	Pos	Corr Ofcr	FTE	\$(000)	Pos	Corr Ofcr	FTE	\$(000)
0	0	0	0	0	0	0	0	0	0	0	\$0

Personnel Increase Cost Summary

Type of Position	Modular Cost per Position (\$000)	Number of Positions Requested	FY 2009 Request (\$000)	FY 2010 Net Annualization (change from 2009) (\$000)
		0	\$2,822	-0-

Non-Personnel Increase Cost Summary

Non-Personnel Item	Unit Cost	Quantity	FY 2009 Request (\$000)	FY 2010 Net Annualization (change from 2009) (\$000)
See Attached				
<b>Total Non-Personnel</b>	See Attached		\$14,317	0

Total Request for this Item

	Pos	Corr. Officer	FTE	Personnel (\$000)	Non-Personnel (\$000)	Total (\$000)
Current Services	0		0	0	0	0
Increases	0		0	2,822	14,317	17,139
<b>Grand Total</b>	0		0	2,822	14,317	\$17,139

**c. Result of Program Assessment Rating Tool (PART) Reviews**

See Inmate Care and Programs Decision Unit

**Population Adjustment**

Pop Adjustment 1,807 inmates

Food Supplies (OC26)	Inmate Care	\$ 2,124,000
Medical Care (OC25)	Inmate Care	3,283,000
Medical Supplies (OC 26)	Inmate Care	821,000
Clothing/laundry (OC 26)	Inmate Care	555,000
Unit Mgmt. (OC 26)	Inmate Care	422,000
Education/Psych (OC 26)	Inmate Care	422,000
Utilities (OC 23.3)	Ins. Sec	3,351,000
Administration/Security (OC 26)	Inst. Sec	3,339,000
Staffing (11.1)	Inamte Care	986,000
Benefits (12.0)	Inamte Care	425,000
Staffing (11.1)	Inst. Sec	987,000
Benefits (12.0)	Inst. Sec	424,000
Total Population Adjustment		17,139,000

## C. Contract Confinement

<b>Contract Confinement TOTAL</b>	<b>Perm. Pos.</b>	<b>FTE</b>	<b>Amount (\$000,s)</b>
2007 Enacted w/ Rescissions	397	395	757,851
2007 Supplementals	0	0	0
2007 Enacted w/Rescissions and Supplementals	397	395	757,851
2008 Enacted	397	397	806,129
Adjustments to Base and Technical Adjustments	0	0	69,339
2009 Current Services	397	397	875,468
2009 Program Increases	16	8	50,000
2009 Program Offsets	0	-57	-28,000
2009 Request	413	348	897,468
<b>Total Change 2008-2009</b>	16	-49	91,339

### 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). Nearly 17 percent of the BOP inmate population is housed outside of BOP facilities in alternative confinement. This includes private prisons, residential reentry centers RRCs (formerly known as community corrections centers, CCCs, or halfway houses), state and local facilities, and home confinement. In March 2006, the Executive Staff approved changing the Community Corrections Centers name to Residential Reentry Centers. This name change provides a clearer description of the services and programs being offered, associates the BOP's community-based programs with other reentry initiatives being implemented around the country, and clearly differentiates community-based programs from correctional facilities.

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

Since January 1982, the number of inmates managed in contract RRCs has increased from a daily population of 1,425 to a daily population of more than 9,400 by the beginning of January 2008. Approximately 270 RRCs throughout the nation provide services to federal offenders, all of whom are preparing for their release to the community. These inmates are transferred from federal institutions to RRCs near the end of their sentence for transitional programming. Life skills, gainful employment, the reestablishment of family ties, and drug treatment are major aspects of transitional programs. Home confinement is the last phase of incarceration for offenders who have demonstrated personal responsibility and positive programming while in BOP custody. Strict accountability procedures are required for inmates on home confinement to continue the sanction of the sentence.

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

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

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

Through the Privatization Management Branch (PMB), the BOP oversees the operation of secure contract facilities. Contracts are with private companies for facility operations. Staff from the PMB ensure that contractors adhere to established performance standards and facilitate communications between contract facilities and the BOP. The BOP is the largest user of secure contract confinement among all correctional jurisdictions in the country, with over 21,000 inmates in 13 privately managed secure facilities. Additionally, over 11,700 inmates are in RRCs, home confinement, short-term detention, juvenile facilities, or long-term boarders that are also privately operated.

Several categories of federal offenders are confined in smaller numbers in state, local, and private facilities. There are approximately 180 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 many of the Mariel Cuban detainees in BOP custody. As of December 31, 2007, BOP has a total of 25 Mariel Cuban detainees in its custody. This group represents detainees with mental health and medical needs that are inhibiting their release into the community.

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

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

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

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

*The Privatization Management Branch* is responsible for coordinating the BOP's efforts in managing a growing population of more than 21,000 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)

Traditionally included in this decision unit is the National Institute of Corrections, a Federal entity that was authorized by statute 18 USC 4351, to provide corrections assistance to state and local correctional agencies. NIC provides technical assistance either by sending a technical resource provider and/or staff to the requesting agency, or an individual or team of individuals from the requesting system visits another agency to gain expertise and experience in the specific area of concern. The NIC Academy is the training division that provides training and related services for state and local correctional practitioners. By developing and delivering training to prisons, jails and community corrections practitioners, the Academy enhances interaction among correctional agencies, other components of the criminal justice system, public policymakers, and concerned public and private organizations, thus improving correctional programming throughout the country. In FY 2007, the NIC provided training to more than 59,000 corrections professionals and others nationwide viewed NIC's satellite broadcasts and satellite training programs. In addition, more than 4,000 corrections professionals completed e-Learning courses through the NIC Learning Center. Further, the NIC was directed by Congress to conduct studies on subjects such as sexual abuse of inmates, state prison health care, location of alien detention facilities (i.e., Southwest Border), and Prison Rape Prevention under the Prison Rape Elimination Act. The NIC receives some reimbursement from other agencies for training and technical assistance, and works with the Office of Justice Programs, the Department of Health and Human Services, and other agencies to ensure that Federal monies are maximized in state and local corrections settings.



**PERFORMANCE AND RESOURCES TABLE**

**Decision Unit: Contract Confinement**

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

Workload/Resources		Final Target		Actual		Projected		Changes		Requested (Total)	
		FY 2007		FY 2007		FY 2008 Enacted		Current Services Adjustments and FY 2009 Program Changes		FY 2009 Request	
<b>Workload: Total End of Year Federal Inmate Population*</b>		197,584		200,020		207,020		6,200		213,220	
Total Costs and FTE		FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000
		37,062	5,012,433	37,062	5,012,433	35,053	5,050,440	246	385,314	35,299	5,435,754
TYPE/ STRATEGIC OBJECTIVE	Performance	FY 2007		FY 2007		FY 2008 Enacted		Current Services Adjustments and FY 2009 Program Changes		FY 2009 Request	
Program Activity	1. Contract Confinement	FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000
		395	757,851	395	757,851	397	806,129	-49	91,339	348	897,468
Performance Measure	#/% of Contract Beds	31,828 / 16%		32,697 / 16%		34,540 / 17%		2,921/1%		37,461/18%	
Performance Measure	Adult corrections personnel trained by NIC	59,000		59,842		62,000		n/a		n/a	

\*The chart above includes population projections for FY 2008 and FY 2009. The projections are based on data and information from a variety of sources including the Administrative Office of the U.S. Courts, U.S. Sentencing Commission, Executive Office for United States Attorneys, Office of the Federal Detention Trustee, Drug Enforcement Administration, the Federal Bureau of Investigation, and the BOP's own information system (SENTRY). Data from United States Marshals Service indicates that as of December 2007, there are nearly 9,000 inmates in Marshal's custody who are either designated or waiting to be designated to a BOP facility.

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

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

**Data Validation and Verification:** Within BOP headquarters, staff in different divisions retrieve and verify data on a daily basis, analyze it, and formulate reports and projections. Subject matter experts review and analyze population and capacity levels daily, both overall and by security level. The BOP Capacity Planning Committee (CPC), comprised of top BOP officials, meets bi-monthly to review, verify and update population projections and capacity needs for the BOP. Offender data is collected regularly from the Office of the U.S. Courts by the BOP Office of Research in order to project population trends and the CPC reconciles bed space needs and crowding trends to ensure that adequate prison space is maintained in both federal prisons and contract facilities. The number of adult corrections staff trained by NIC is tracked on the NIC registrar's database. Corrections personnel must request and obtain approval for training through senior corrections officials who forward approved applications to the NIC registrar for entry into the database.

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

<b>PERFORMANCE MEASURE TABLE</b>											
<b>Decision Unit: Contract Confinement</b>											
<b>Performance Report and Performance Plan Targets</b>		<b>FY 2001</b>	<b>FY 2002</b>	<b>FY 2003</b>	<b>FY 2004</b>	<b>FY 2005</b>	<b>FY 2006</b>	<b>FY 2007</b>		<b>FY 2008</b>	<b>FY 2009</b>
		<b>Actual</b>	<b>Actual</b>	<b>Actual</b>	<b>Actual</b>	<b>Actual</b>	<b>Actual</b>	<b>Target</b>	<b>Actual</b>	<b>Target</b>	<b>Target</b>
<b>Performance Measure</b>	#/% of Contract Beds	26,245 / 17%	25,909 / 16%	26,287 / 15%	27,377 / 15%	27,893 / 15%	30,070 / 16%	31,828 / 16%	32,697 / 16%	34,540 / 17%	37,461 / 18%
<b>Performance Measure</b>	Adult corrections personnel trained by NIC	51,030	58,178	54,500	57,001	66,133	60,374	59,000	59,842	62,000	n/a

### 3. Performance, Resources, and Strategies

The Contract Confinement decision unit contributes directly to the Department's Strategic Goal 3: Ensure the Fair and Efficient Administration of Justice. Within this Goal, the decision unit's resources specifically address the Department's Strategic Objectives 3.3 and 3.4: Provide for the safe, secure, and humane confinement of detained persons awaiting trial and/or sentencing, and those in the custody of the Federal Prison System; and Provide services and programs to facilitate inmates' successful reintegration into society, consistent with community expectations and standards.

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

BOP's FY 2007 contract capacity target was 31,828 and BOP exceeded the target with an actual contract capacity of 32,697. This is an increase from 14.9 percent at the end of FY 2005 and 15.6 percent at the end of FY 2006 to 16.3 percent at the end of FY 2007. For FY 2008, BOP anticipates having 34,540 contract beds and projects 37,461 contract beds for FY 2009.

In FY 2007, NIC provided training, which included viewing NICs satellite broadcasts and satellite training programs, to more than 59,000 corrections professionals and others nationwide. In addition, more than 4,000 corrections professionals completed e Learning courses through the NIC Learning Center.

#### 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 keep pace with inmate population growth, the BOP continues to request funds to add bed space via contracts and activation of new prisons. Adding capacity allows the BOP and DOJ to work toward the long-term goal of reduced system-wide prison crowding to approximately 15 percent. With the requested funds, the BOP will continue to add private and other contract beds, activate new facilities, and expand existing facilities. This budget proposes to eliminate NIC funding in favour of higher priority activities in support of the Federal Prison System.

#### Program Increases

**Item Name:** **Contract for 4,000 low security private beds (1/2 year funding)**

Budget Decision Unit: **Contract Confinement**

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

Organizational Program: **Contract Beds**

Program Increase: Positions **+16** Correctional Officers **0** FTE **+8** Dollars **+\$50,000,000**

#### Description of Item

The BOP is requesting an enhancement to procure 4,000 private contract beds to house low security criminal aliens. The BOP is requesting funding for this enhancement, consistent with contract confinement funding in prior years. Due to the lead time associated with establishing new contracts,

only partial year funding of six months is requested for FY 2009. The resources required for this enhancement in FY 2009 are 16 positions, 8 FTEs and \$50,000,000. The requirements will be for services in contractor-owned/contractor-operated facilities, and the initiative will be annualized in FY 2010 when the remaining half-year of funding will be required to pay the full year costs of contracts awarded (full year costs estimated at approximately \$100,000,000). Currently, the BOP houses nearly 17 percent of its total population in contract confinement.

#### Justification

Since the mid 1980's, the BOP has contracted for the confinement of sentenced offenders in secure facilities. This gives the BOP the needed flexibility to manage a rapidly growing inmate population and to help control crowding. There are over 15,000 Low Security male criminal aliens housed in BOP facilities. This group of inmates could be contracted out if the funding is made available. 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 for these inmates, and continues to increase its use of secure contract facilities as one means of handling inmate crowding.

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

Adding 4,000 low security contract beds helps to offset crowding in BOP low security facilities caused by the increasing population. Rated capacity standards for BOP's low security facilities provide for 100 percent double bunking. As of December 20, 2007, low security crowding was 33 percent over the rated capacity, which equates to 76 percent of the inmates being triple bunked, or in some cases inmate overflow being housed in day rooms, open bays, program space, etc. The addition of contract beds will reduce the crowding rate in low security BOP facilities, which has become a severe management issue.

This enhancement is in direct support of the following DOJ Strategic Objectives: 1) 3.3 "Provide for the safe, secure, and humane confinement of detained persons awaiting trial and/or sentencing, and those in the custody of the Federal Prison System" and, 2) 3.4 "Provide services and programs to facilitate inmates' successful reintegration into society, consistent with community expectations and standards".

## Funding

### Base Funding

FY 2007 Enacted (w/resc./supps)				FY 2008 Enacted				FY 2009 Current Services			
Pos	Corr Ofcr	FTE	\$(000)	Pos	Corr Ofcr	FTE	\$(000)	Pos	Corr Ofcr	FTE	\$(000)
340		338	735,713	340		340	783,991	340	0	340	853,330

### Personnel Increase Cost Summary

Type of Position	Modular Cost per Position (\$000)	Number of Positions Requested	FY 2009 Request (\$000)	FY 2010 Net Annualization (change from 2009) (\$000)
See Attached				
Total Personnel	See Attached			

### Non-Personnel Increase Cost Summary

Non-Personnel Item	Unit Cost	Quantity	FY 2009 Request (\$000)	FY 2010 Net Annualization (change from 2009) (\$000)
See Attached				
Total Non-Personnel	See Attached			

### Total Request for this Item

	Pos	Corr. Officer	FTE	Personnel (\$000)	Non-Personnel (\$000)	Total (\$000)
Current Services	340	0	340	\$28,554	\$824,776	\$853,330
Increases/offsets	16	0	8	\$806	\$49,194	\$50,000
Grand Total	356	0	348	\$29,360	\$873,970	\$903,330

**Contract 4,000 Beds**

Program Element: Contract Confinement

Position Title	Category	Grade	Rate	Activation Year		Annualization		Non- Recurring Costs
				Pos	Amount	FTE	Amount	
Contract Administrator.....	0006	GS-14	\$ 99,536	4	398,144			
Site Contracting Officer.....	1102	GS-12	70,833	4	283,332			
Contract Oversight Specialist....	1102	GS-11	59,098	4	236,392			
Legal Instruments Examiner.....	0963	GS-09	50,473	4	201,892			
				----	-----			
Positions and Annual Salary.....				16	1,119,760			
Lapse.....			50%	-8	-559,880			
				----	-----			
Workyears and Personnel Compensation.....				8	559,880	8	559,880	
Personnel Benefits.....			44%		246,347		246,347	
Glynco Training.....			\$ 5,100		81,600		0	-61,200
Background Investigation.....			\$ 3,200		51,200		0	-40,960
Payroll Services.....			\$ 187		2,992		0	0
Supplies and Materials.....			\$ 512		8,192		0	0
Equipment.....			\$ 4,000		64,000		0	-51,200
Operational Expenses (1,000 contract beds)			\$ 24,769		48,985,789		50,454,000	0
					-----		-----	-----
Budget Authority.....					50,000,000		51,260,227	-153,360

## Program Offset

**Item Name:** **National Institute of Corrections Funding & Other Activities**

Budget Decision Unit: **Contract Confinement**

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

Organizational Program: **NIC & Contract Beds**

Program Increase: Positions **0** Correctional Officers **0** FTE **-57** Dollars **-\$28,000,000**

### Description of Item

There are program decreases of \$28 million in this budget which eliminate funding for the NIC and other activities in the Contract Confinement decision unit. NIC is the only federal government agency that is solely dedicated to providing comprehensive, technical corrections assistance to state and local correctional agencies. NIC provides technical assistance either by sending a technical resource provider and/or staff to the requesting agency, or an individual or team of individuals from the requesting system visits another agency to gain expertise and experience in the specific area of concern. The NIC Academy is the training division that provides training and related services for state and local correctional practitioners. By developing and delivering training to prisons, jails and community corrections practitioners, the Academy enhances interaction among correctional agencies, other components of the criminal justice system, public policymakers, and concerned public and private organizations, thus improving correctional programming throughout the country. In FY 2007, the NIC provided training to more than 59,000 corrections professionals and others nationwide viewed NIC's satellite broadcasts and satellite training programs. In addition, more than 4,000 corrections professionals completed e-Learning courses through the NIC Learning Center. Further, the NIC was directed by Congress to conduct studies on subjects such as sexual abuse of inmates, state prison health care, location of alien detention facilities (i.e., Southwest Border), and Prison Rape Prevention under the Prison Rape Elimination Act.

### Total Request for this Item

	Pos	Corr. Officer	FTE	Personnel (\$000)	Non-Personnel (\$000)	Total (\$000)
Current Services	57	0	57	0	0	22,138
Increases/offsets	0	0	-57	0	0	-28,000
Grand Total	57	0	-0-	0	0	\$-5,862

### **c. Result of Program Assessment Rating Tool (PART) Reviews**

See Inmate Care and Programs Decision Unit

## V. E-Gov Initiatives

### E-Government Initiatives

The Justice Department is fully committed to the President’s Management Agenda (PMA) and the E-Government initiatives that are integral to achieving the objectives of the PMA. The E-Government initiatives serve citizens, business, and federal employees by delivering high quality services more efficiently at a lower price. The Department is in varying stages of implementing E-Government solutions and services including initiatives focused on integrating government wide transactions, processes, standards adoption, and consolidation of administrative systems that are necessary tools for agency administration, but are not core to DOJ’s mission. To ensure that DOJ obtains value from the various initiatives, the Department actively participates in the governance bodies that direct the initiatives and we communicate regularly with the other federal agencies that are serving as the “Managing Partners” to ensure that the initiatives meet the needs of the Department and its customers. The Department believes that working with other agencies to implement common or consolidated solutions will help DOJ to reduce the funding requirements for administrative and public-facing systems, thereby allowing DOJ to focus more of its scarce resources on higher priority, mission related needs. DOJ’s modest contributions to the Administration’s E-Government projects will facilitate achievement of this objective.

#### A. Funding and Costs

The Department of Justice participates in the following E-Government initiatives and Lines of Business:

Business Gateway	E-Travel	Integrated Acquisition Environment	Case Management LoB
Disaster Assistance Improvement Plan	Federal Asset Sales	IAE - Loans & Grants - Dunn & Bradstreet	Geospatial LoB
Disaster Assist. Improvement Plan - Capacity Surge	Geospatial One-Stop	Financial Mgmt. Consolidated LoB	Budget Formulation and Execution LoB
E-Authentication	GovBenefits.gov	Human Resources LoB	IT Infrastructure LoB
E-Rulemaking	Grants.gov	Grants Management LoB	

The Department of Justice E-Government expenses – i.e. DOJ’s share of e-Gov initiatives managed by other federal agencies – are paid for from the Department’s Working Capital Fund. These costs, along with other internal E-Government related expenses (oversight and administrative expenses such as salaries, rent, etc.) are reimbursed by the components to the WCF. The Bureau of Prisons (BOP) reimbursement amount is based on the anticipated or realized benefits from an e-Government initiative. As such, the BOP E-Government reimbursement to the WCF is \$1.896 million for FY2008. The anticipated BOP e-Government reimbursement to WCF is \$2.287 million for FY2009.

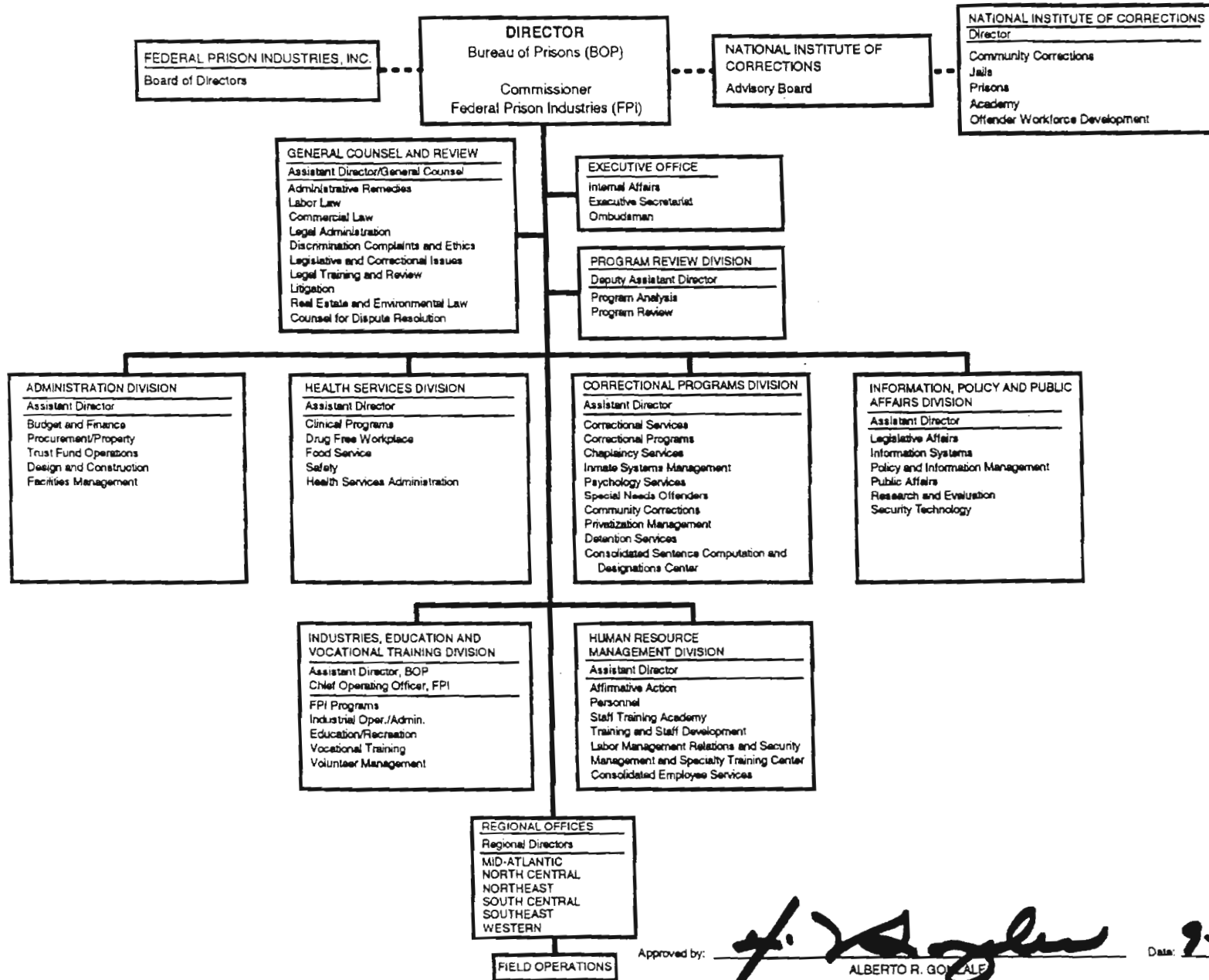


**B. Benefits**

The BOP established baseline cost estimates for each IT investment being (or planned to be) modified, replaced, or retired due to the Department’s use of an E-Government or Line of Business initiative. The BOP is measuring actual costs of these investments on an ongoing basis. As the BOP completes migrations to common solutions provided by an E-Government or Line of Business initiative, the BOP expects to realize cost savings or avoidance through retirement or replacement of legacy systems and/or decreased operational costs. The table below represents only those E-Government initiatives and Lines of Businesses where the BOP expects to realize benefits in FY2008 and FY2009.

E-Gov Initiative	FY 2008 Benefits	FY 2009 Anticipated Benefits	Comments
E-Training			For FY2008, BOP realized the benefits of tracking mandatory training for 35,000 staff. For FY 2009, BOP anticipates full delivery of online courses for all staff. Such delivery will reduce travel cost and provide increased efficiency in the delivery of training. Cost for the procurement of content development and delivery will be reduced

# FEDERAL BUREAU OF PRISONS



Approved by:

*[Handwritten Signature]*  
ALBERTO R. GONZALEZ  
Attorney General

Date: 9-29-05

B. Summary of Requirements

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

	FY 2009 Request		
	Perm Pos.	FTE	Amount
<b>2007 Enacted (with Rescissions, direct only)</b>	39,873	37,062	4,995,433
2007 Supplementals	0	0	17,000
<b>Total 2007 Revised Continuing Appropriations Resolution (with Rescissions)</b>	39,873	37,062	5,012,433
<b>2008 Enacted (with Rescissions, direct only)</b>	39,383	35,053	5,050,440
2008 Supplementals			
<b>Total 2008 Amended President's Budget (with Rescissions and Supplemental)</b>	<b>39,383</b>	<b>35,053</b>	<b>5,050,440</b>
Adjustments to base:			
Increases:			
2009 pay raise (2.9%)	0	0	60,129
2008 pay raise annualization (3.5%)	0	0	22,979
1% Increase in FERS Law Enforcement Contribution	0	0	23,819
Changes in Compensable Days (1 Day)	0	0	(11,887)
Retirement Contributions	0	0	5,755
Accident Compensation	0	0	6,704
Rental Payment to GSA	0	0	3,661
Moves (Lease Expiration)	0	0	7,000
Health Insurance Premiums	0	0	201
DHS Security	0	0	28
Base Program Cost Adjustment	0	90	101,000
Postage	0	0	132
Printing and Reproduction	0	0	42
Utilities	0	0	10,340
Medical Increases	0	0	16,145
Inmate Care	0	0	40,000
Contract Beds Cost Adjustments (Wage + Price Increase)	0	0	34,019
Subtotal	0	90	320,067
Annualization of prior years Program Increases - Pollock, LA FCI 1,152 beds	0	177	11,043
Annualization of prior years Program Increases - Walsh Act	0	28	2,816
Annualization of prior years Program Increases - Contracts for 4,500 low security private beds (65.88/day) 3,878 through '08 + 622 in '09	0	0	14,957
Subtotal Increases	0	205	28,816
Decreases:			
Non-recrural of FY 2008 Non-personnel Increases -FCI Pollock	0	0	(2,708)
Subtotal Decreases	0	0	(2,708)
Total Adjustments to Base	0	295	346,175
<b>2009 Current Services</b>	<b>39,383</b>	<b>35,348</b>	<b>5,396,615</b>
Program Changes:			
Increases:			
Contract Beds (4,000 x \$67.86) for 1/2 a year	16	8	50,000
Population Adjustment (1,807 x \$9,483)	0	0	17,139
Subtotal Increases:	16	8	67,139
Offsets:			
Elimination of NIC funding and other decision unit activities	0	(57)	(28,000)
Subtotal Offsets:	0	(57)	(28,000)
Total Program Changes	16	(49)	39,139
<b>2009 Total Request</b>	<b>39,399</b>	<b>35,299</b>	<b>5,435,754</b>
2008 - 2009 Total Change	16	246	385,314

Estimates by budget activity	2007 Approp. Enacted w/Rescissions and Supps.			2008 Enacted			2009 Adjustments to Base & Technical Adjustments			2009 Current Services			2009 Increases			2009 Offsets			2009 Request			
	Pos.	FTE	Amount	Pos.	FTE	Amount	Pos.	FTE	Amount	Pos.	FTE	Amount	Pos.	FTE	Amount	Pos.	FTE	Amount	Pos.	FTE	Amount	
1. Inmate Care & Programs	14,615	12,786	1,801,612	14,469	12,501	1,815,794	0	93	127,070	14,469	12,594	1,942,864	0	0	9,038	0	0	0	14,469	12,594	1,951,902	
2. Institution Security & Admin	24,861	23,745	2,452,970	24,517	22,019	2,428,517	0	202	149,766	24,517	22,221	2,578,283	0	0	8,101	0	0	0	24,517	22,221	2,586,384	
3. Contract Confinement	397	395	757,851	397	397	806,129	0	0	69,339	397	397	875,468	16	8	50,000	0	-57	-28,000	413	348	897,468	
<b>Total</b>	<b>39,873</b>	<b>36,926</b>	<b>5,012,433</b>	<b>39,383</b>	<b>34,917</b>	<b>5,050,440</b>	<b>0</b>	<b>295</b>	<b>346,175</b>	<b>39,383</b>	<b>35,212</b>	<b>5,396,615</b>	<b>16</b>	<b>8</b>	<b>67,139</b>	<b>0</b>	<b>-57</b>	<b>-28,000</b>	<b>39,399</b>	<b>35,163</b>	<b>5,435,754</b>	
<b>Reimbursable FTE</b>		136			136			0			136			0			0				136	
<b>Total</b>	<b>39,873</b>	<b>37,062</b>	<b>5,012,433</b>	<b>39,383</b>	<b>35,053</b>	<b>5,050,440</b>	<b>0</b>	<b>295</b>	<b>346,175</b>	<b>39,383</b>	<b>35,348</b>	<b>5,396,615</b>	<b>16</b>	<b>8</b>	<b>67,139</b>	<b>0</b>	<b>-57</b>	<b>-28,000</b>	<b>39,399</b>	<b>35,299</b>	<b>5,435,754</b>	

C: Program Increases/ Offsets by Decision Unit

FY 2009 Program Increases/ Offsets By Decision Unit  
 Federal Prison System  
 Salaries and Expenses  
 (Dollars in thousands)

Program Increases	Location of Description By Decision Unit (s)	Inmate Care and Programs				Institution Security & Administration				Contract Confinement				Total Increases			
		Pos.	Corr.Off	FTE	Amount	Pos.	Corr.Off	FTE	Amount	Pos.	Corr.Off	FTE	Amount	Pos.	Corr.Off	FTE	Amount
Contract Beds (4000 x \$67.86) for 1/2 yr. Population Adjustments (1,807 X \$9,483)	Contract Confinement	0	0	0	0	0	0	0	0	16	0	8	\$50,000	16	0	8	\$50,000
	Inmate Care/Inst. Security & Admin	0	0	0	\$9,038	0	0	0	\$8,101	0	0	0	0	0	0	0	17,139
<b>Total Program Increases</b>		<b>0</b>	<b>0</b>	<b>0</b>	<b>9,038</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>8,101</b>	<b>16</b>	<b>0</b>	<b>8</b>	<b>50,000</b>	<b>16</b>	<b>0</b>	<b>8</b>	<b>67,139</b>

Program Offsets	Location of Description By Decision Unit (s)	Inmate Care and Programs				Institution Security & Administration				Contract Confinement				Total Offsets			
		Pos.	Corr.Off	FTE	Amount	Pos.	Corr.Off	FTE	Amount	Pos.	Corr.Off	FTE	Amount	Pos.	Corr.Off	FTE	Amount
Elimination of NIC Funding and other decision unit activities	Contract Confinement	0	0	0	0	0	0	0	0	0	0	(57)	(28,000)	0	0	(57)	(28,000)
<b>Total Offsets</b>		<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>(57)</b>	<b>(28,000)</b>	<b>0</b>	<b>0</b>	<b>(57)</b>	<b>(28,000)</b>

D: Resources by DOJ Strategic Goal and Strategic Objective

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

Strategic Goal and Strategic Objective	2007 Appr. Enacted with Resc. & Sup.		2008 Enacted		2009 Current Services		2009				2009 Request		
	Direct, Reimb. Other FTE	Direct Amount \$000s	Direct, Reimb. Other FTE	Direct Amount \$000s	Direct, Reimb. Other FTE	Direct Amount \$000s	Increases		Offsets		Direct, Reimb. Other FTE	Direct Amount \$000s	
							Direct, Reimb. Other FTE	Direct Amount \$000s	Direct, Reimb. Other FTE	Direct Amount \$000s			
<b>Goal 2: Prevent Crime, Enforce Federal Laws and Represent the Rights and Interests of the American People</b>													
2.3 Prevent, suppress, and intervene in crimes against children	0	0	43	6,400	71	9,216	0	0	0	0	71	9,216	
<b>Subtotal, Goal 2</b>	0	0	43	6,400	71	9,216	0	0	0	0	71	9,216	
3.3 Provide for the safe, secure, and humane confinement of detained persons awaiting trial and/or sentencing, and those in the custody of the Federal Prison System	34,568	4,745,819	32,521	4,781,706	32,779	5,116,605	8	66,717	-57	-28,000	32,730	5,155,322	
3.4 Provide services and programs to facilitate inmates' successful reintegration into society, consistent with community expectations and standards	2,494	266,614	2,489	262,334	2,498	270,794	0	422	0	0	2,498	271,216	
<b>Subtotal, Goal 3</b>	37,062	5,012,433	35,010	5,044,040	35,277	5,387,399	8	67,139	-57	-28,000	35,228	5,426,538	
<b>Grand Total</b>	<b>37,062</b>	<b>5,012,433</b>	<b>35,053</b>	<b>5,050,440</b>	<b>35,348</b>	<b>5,396,615</b>	<b>8</b>	<b>67,139</b>	<b>-57</b>	<b>-28,000</b>	<b>35,299</b>	<b>5,435,754</b>	

## E. Justification for Base Adjustments

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

#### Increases

2009 pay raise. This request provides for a proposed 2.9 percent pay raise to be effective in January of 2009 (This percentage is likely to change as the budget formulation process progresses). This increase includes locality pay adjustment as well as the general pay raise. The amount requested, **\$60,129,000**, represents the pay amounts for  $\frac{3}{4}$  of the fiscal year plus appropriate benefits (\$42,090,000 for pay and \$18,039,000 for benefits).

Annualization of 2008 pay raise. This pay annualization represents first quarter amounts (October through December) of the 2008 pay increase of 3.5 percent included in the 2008 President's Budget. The amount requested **\$22,979,000**, represents the pay amounts for  $\frac{1}{4}$  of the fiscal year plus appropriate benefits (\$ 16,085,000 for pay and \$6,894,000 for benefits).

FERS Law Enforcement Retirement Contribution. Effective October 1, 2007, the FERS contribution for Law Enforcement retirement increased from 25.1% to 26.2%, or a total of 1.1% increase. The amount requested, **\$23,819,000**, represents the funding needed to cover this increase.

Retirement. Agency retirement contributions increase as employees under CSRS retire and are replaced by FERS employees. Based on U.S. Department of Justice Agency estimates, it is projected that the DOJ workforce will convert from CSRS to FERS at a rate of 1.3 percent per year. The requested increase of **\$5,755,000** is necessary to meet the increased retirement obligations as a result of this conversion.

Employee Compensation Fund. The **\$6,704,000** increase reflects payment to the Department of Labor for injury benefits paid in the past year under the Federal Employee Compensation Act. This estimate is based on the first quarter of prior year billing and current year estimates.

General Services Administration (GSA) Rent. GSA will continue to charge rental rates that approximate those charged to commercial tenants for equivalent space and related services. The requested increase of **\$3,661,000** is required to meet BOP's commitment to GSA

The costs associated with GSA rent were derived through the use of an automated system, which uses the latest inventory data, including rate increases to be effective in FY 2009 for each building currently occupied by Department of Justice components, as well as the costs of new space to be occupied. Rate increases have been formulated based on GSA rent billing data.

Moves (Lease Expiration): GSA requires all agencies to pay relocation costs associated with lease expirations. This request provides for the costs associated with new office relocations caused by the expiration of leases in FY 2009. Funding of \$ **7,000,000** is required for this account.

Health Insurance. Effective January 2007, the component's contribution to Federal employees' health insurance premiums increased by 2.5 percent. Applied against the 2008 estimate of \$ 8,013,000, the additional amount required is **\$201,000**.

DHS Security Charges. The Department of Homeland Security (DHS) will continue to charge Basic Security and Building Specific Security. The requested increase of **\$28,000** is required to meet our commitment to DHS. The costs associated with DHS security were derived through the use of an automated system, which uses the latest space inventory data. Rate increase expected in FY 2009 for Building Specific Security have been formulated based on DHS building data. The increased rate for Basic Security costs for use in the FY 2009 budget process was provided by DHS.

Base Program Cost Adjustment. This adjustment provides for base program costs of \$101,000,000 to enable the Federal Prison System to maintain mission critical operations - - for which funds have been previously appropriated - - at anticipated FY 2009 levels. It will fund items such as personnel costs for previously authorized positions, operational travel and supplies, and information technology maintenance costs. These costs cannot be deferred without severe negative impact on mission-critical base operations.

Postage. Effective May 14, 2007, the Postage Service implemented a rate increase of 5.1 percent. This percentage was applied to the 2008 estimate of \$ 2,588,000 to arrive at an increase of **\$132,000**.

Government Printing Office (GPO). GPO provides an estimate rate increase of 4.0 percent. This percentage was applied to the FY 2008 estimate of \$ 1,050,000 costs to arrive at an increase of **\$42,000**.

Utilities Cost Adjustments. The Bureau of Prisons institutions operate 24 hours a day/365 days a year. This adjustment is required due to rising utility prices as indicated by Bureau of Labor Statistics, Inflationary Index. The Department is applying a factor of 4.0 percent, which is **\$10,340,000**.

Medical Hospital Service Cost. The Department of Health and Human Services is projecting an increase in health care cost. The Department is applying the current CPI-U factor of 4.55 percent against medical expenses incurred on behalf of Federal inmates in the BOP's custody. The increase of **\$16,145,000** will be required for FY 2009.

Inmate Care. **\$40,000,000.** This provides for mandatory cost increases incurred by the BOP due to rising health care costs in the U.S. and the growing inmate population.

Contract Beds Cost Adjustments (Wage Increase and Contract Price Increases). The Service Contract Act of 1965, as amended, states in paragraph (3) adjustment of compensation, that if the term of the contract is more than 1 year, the minimum monetary wages and fringe benefits to be paid or furnished there under to service employees under this contract shall be subject to adjustment after 1 year and not less than once every 2 years. In addition, this request reflects resources for BOP to pay contract bed price increases, specifically costs for exercising option years. For FY 2009, an additional **\$34,019,000** is required.

Annualization of 410 additional positions approved in 2008. This provides for the annualization of: FCI Pollock, LA (**\$11,043,000**), Walsh Act (**\$2,816,000**), and Contract Beds (**\$14,957,000**) requested in the 2008 President's budget.

	2008 Increases	Annualization Required for 2009
	(\$000)	(\$000)
Annual Salary rate of 410 new positions	21,809	
Less Lapse	11,196	
Net Compensation	10,613	11,196
Other Personnel Compensation	922	977
Associated employee benefits	4,630	4,878
Travel	276	7
Transportation of things	83	1
Communication/utilities	1,746	45
Printing/Reproduction	17	1
Other Contractual Services:		
25.2 Other Services	2,640	15,020
Supplies and Materials	5,318	99
Equipment	5,749	-3,421



Subsidies	6	13
Total Cost Subject to Annualization	32,000	28,816

### **Decreases**

Changes in Compensable Days. The decreased cost for one compensable day in FY 2009 compared to FY 2008 is calculated by dividing the FY 2008 estimated personnel compensation \$2,090,258,000 and applicable benefits \$ 1,012,249,000 by 261 compensable days. The cost decrease of one compensable day is **(\$11,887,000)**.

Non-recurrence of FY 2008 Non-personnel Increases - FCI Pollock. **(\$2,708,000)**. This non-recurs the one time equipment, background investigations, and law enforcement training costs.

F: Crosswalk of 2007 Availability

**Crosswalk of 2007 Availability  
Federal Prison System  
Salaries and Expenses  
(Dollars in thousands)**

Decision Unit:	FY 2007 Enacted Without Rescissions			Rescissions			Supplementals Amount	Reprogrammings/ Transfers			Carryover/Recoveries			2007 Availability		
	Pos.	FTE	Amount	Pos.	FTE	Amount		Pos.	FTE	Amount	Pos.	FTE	Amount	Pos.	FTE	Amount
1. Inmate Care and Programs	14,615	12,786	\$1,801,612	0	0	0	0	0	0	\$20,000	0	0	0	14,615	12,786	\$1,821,612
2. Institution Security and Administration	24,861	23,745	2,435,970	0	0	0	\$17,000	0	0	0	0	0	\$16,000	24,861	23,745	2,468,970
3. Contract Confinement	397	395	757,851	0	0	0	0	0	0	(20,000)	0	0	1,144	397	395	738,995
Total	39,873	36,926	4,995,433	0	0	0	17,000	0	0	0	0	0	17,144	39,873	36,926	5,029,577
Reimbursable FTEs	136													136		
Total Compensable FTE	37,062													37,062		

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

Reprogramming was approved to cover the shortfall in Inmate Care and Programs Decision Unit.

Unobligated Balances. Funds were carried over from FY 2006 in the following accounts: S&E X account \$1,144,000; and FY 06/07 account \$16,000,000.

G: Crosswalk of 2008 Availability

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

Decision Unit:	FY 2008 Enacted			Supplementals			Reprogrammings/ Transfers			Unobligated Balances Carried Forward/ Recoveries			2008 Availability		
	Pos.	FTE	Amount	Pos.	FTE	Amount	Pos.	FTE	Amount	Pos.	FTE	Amount	Pos.	FTE	Amount
1. Inmate Care and Programs.....	14,469	12,501	\$1,815,794	0	0	0	0	0	0	0	0	0	14,469	12,501	\$1,815,794
2. Institution Security and Administration	24,517	22,019	2,428,517	0	0	0	0	0	0	0	0	\$ 13,185	24,517	22,019	2,441,702
3. Contract Confinement.....	397	397	806,129	0	0	0	0	0	0	0	0	0	397	397	806,129
Total.....	39,383	34,917	5,050,440	0	0	0	0	0	0	0	0	13,185	39,383	34,917	5,063,625
Reimbursable FTEs.....		136												136	
Total Compensable FTEs.....		35,053												35,053	

H: Summary of Reimbursable Resources

Federal Prison System  
Salaries and Expenses  
(Dollars in thousands)

Collection by Source	2007 Enacted			2008 Planned			2009 Request			Increase/Decrease		
	Pos.	FTE	Amount	Pos.	FTE	Amount	Pos.	FTE	Amount	Pos.	FTE	Amount
States	136	136	\$8,941	136	136	\$10,309	136	136	\$10,618	0	0	\$309
Staff Housing Rental	0	0	3,900	0	0	4,017	0	0	4,138	0	0	121
Federal Prison Industries	0	0	1,855	0	0	1,911	0	0	1,968	0	0	57
Meal Tickets	0	0	558	0	0	575	0	0	592	0	0	17
Sale of Farm By-Products	0	0	1,100	0	0	1,133	0	0	1,167	0	0	34
USMS Medical Reimbursement	0	0	9,300	0	0	9,579	0	0	9,866	0	0	287
NIC	0	0	459	0	0	473	0	0	487	0	0	14
Recycling	0	0	682	0	0	702	0	0	724	0	0	22
Sale of Vehicles	0	0	366	0	0	377	0	0	388	0	0	11
Travel and purchase Cards	0	0	2,839	0	0	2,924	0	0	3,012	0	0	88
Budgetary Resources:	136	136	30,000	136	136	32,000	136	136	32,960	0	0	960

I: Detail of Permanent Positions by Category

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

Category	2007 Enacted w/Recissions and Supplementals		2008 Enacted		ATBs	2009 Request				
	Total Authorized	Total Reimbursable	Total Authorized	Total Reimbursable		Program Increases	Program Decreases	Total Changes	Total Authorized	Total Reimbursable
Attorneys (905)	174	0	171	0	0	0	0	0	171	0
Paralegal Specialist (950)	78	0	78	0	0	0	0	0	78	0
Other Legal and Kindred (900-998)	478	0	473	0	0	4	0	4	477	0
Correctional Institution Administration (006)	1,971	0	1,934	0	0	4	0	4	1,938	0
Correctional Officers (007)	19,319	0	19,058	0	0	0	0	0	19,058	0
Other Misc. Occupations (001-099)	745	19	732	19	0	0	0	0	732	19
Soc. Science, Econ. and Kindred (100-199)	2,959	18	2,978	18	0	0	0	0	2,978	18
Personnel Management (200-299)	816	2	805	2	0	0	0	0	805	2
General Admin clerical and office services (300-399)	2,694	58	2,655	58	0	0	0	0	2,655	58
Biological science (400-499)	2	0	2	0	0	0	0	0	2	0
Accounting and Budget (500-599)	932	4	920	4	0	0	0	0	920	4
Medical, Dental & Public Health (600-799)	2,673	8	2,633	8	0	0	0	0	2,633	8
Engineering and Architecture Group (800-899)	354	0	350	0	0	0	0	0	350	0
Information and Arts Group (1000-1099)	19	0	19	0	0	0	0	0	19	0
Business and Industry Group (1100-1199)	386	0	381	0	0	8	0	8	389	0
Equipment, Facilities and Service Group (1600-1699)	508	16	502	16	0	0	0	0	502	16
Education Group (1410-1411; 1700-1799)	1,256	9	1,240	9	0	0	0	0	1,240	9
Supply Group (2000-2099)	124	0	123	0	0	0	0	0	123	0
Transportation (2100-2199)	3	0	3	0	0	0	0	0	3	0
Information Technology (2210)	398	0	390	0	0	0	0	0	390	0
Ungraded (culinary, farm, mechanical & construction)	3,984	2	3,936	2	0	0	0	0	3,936	2
<b>Total</b>	<b>39,873</b>	<b>136</b>	<b>39,383</b>	<b>136</b>	<b>0</b>	<b>16</b>	<b>0</b>	<b>16</b>	<b>39,399</b>	<b>136</b>
Headquarters (Washington, D.C.)	1,112	0	1,112	0	0	0	0	0	1,112	0
U.S. Field	38,761	136	38,271	136	0	16	0	16	38,287	136
<b>Total</b>	<b>39,873</b>	<b>136</b>	<b>39,383</b>	<b>136</b>	<b>0</b>	<b>16</b>	<b>0</b>	<b>16</b>	<b>39,399</b>	<b>136</b>

J: Financial Analysis of Program Changes

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

Grades	Inmate Care And Programs	Institution Security and Administration	Contract Confinement				TOTALS	
	Population Adjustments	Population Adjustments	Contract Beds		Eliminate NIC Funding and other D.U. activities	Program Changes		
	Amount	Amount	Pos.	Amount	Pos.	Amount	Pos.	Amount
SES	0	0	0	0		0	0	0
GS-15	0	0	0	0		0	0	0
GS-14	0	0	4	398		0	4	398
GS-13	0	0	0	0		0	0	0
GS-12	0	0	4	283		0	4	283
GS-11	0	0	4	237		0	4	237
GS-10	0	0	0	0		0	0	0
GS-09	0	0	4	202		0	4	202
GS-08	0	0	0	0		0	0	0
GS-07	0	0	0	0		0	0	0
GS-06	0	0	0	0		0	0	0
GS-05	0	0	0	0		0	0	0
Total Positions and annual Rate	0	0	16	1,120	0	0	16	1,120
Lapse (-)	0	0	(8)	(560)		0	(8)	(560)
11.1 FTEs and Compensation	986	987	8	560	(57)	(5,278)	(49)	(2,745)
11.5 Other personnel compensation	0	0	0	0		0	0	0
11.8 Special Personal services payment	0	0	0	0		0	0	0
Total FTEs and personnel compensation	986	987	8	560	(57)	(5,278)	(49)	(2,745)
12.0 Personnel benefits	424	424	0	246		(2,262)		(1,168)
21.0 Travel and trans of persons	0	0	0	41		0		41
22.0 Transportation of things	0	0	0	0		0		0
23.2 Rental payments to others	0	0	0	0		0		0
23.3 Comm, utilities and misc	0	3,351	0	0		0		3,351
24.0 Printing and reproduction	0	0	0	0		0		0
25.2 Other services	3,283	0	0	49,081		(20,460)		31,904
26.0 Supplies and materials	4,345	3,339	0	8		0		7,692
31.0 Equipment	0	0	0	64		0		64
41.0 Grants, subsidies, and contributions	0	0	0	0		0		0
<b>Total, 2009 program changes requested</b>	<b>9,038</b>	<b>8,101</b>	<b>8</b>	<b>50,000</b>	<b>(57)</b>	<b>(28,000)</b>	<b>(49)</b>	<b>39,139</b>

**K: Summary of Requirement by Grade**

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

Grades and Salary Ranges	2007 Enacted w/res. &sup.		2008 Enacted		2009 Request		Increase/Decrease	
	Positions	Amount	Positions	Amount	Positions	Amount	Positions	Amount
SES \$111,676 - 168,000	81		81		81		0	
GS-15 \$110,363 -143,471	471		473		473		0	
GS-14 \$93,822 -121,967	607		609		613		4	
GS-13 \$79,397 - 103,220	1,373		1,414		1,414		0	
GS-12 \$66,767 - 86,801	2,314		2,327		2,331		4	
GS-11 \$55,706 - 72,421	5,992		5,916		5,920		4	
GS-10 \$50,703 - 65,912	683		608		608		0	
GS-09 \$46,041 - 59,852	4,303		4,412		4,416		4	
GS-08 \$41,686 - 54,194	7,479		7,435		7,435		0	
GS-07 \$37,640 - 48,933	11,135		10,777		10,777		0	
GS-06 \$33,872 - 44,032	1,110		1,078		1,078		0	
GS-05 \$30,386 - 39,501	207		202		202		0	
GS-04 \$27,159 - 35,303	99		97		97		0	
Ungraded positions	4,019		3,954		3,954		0	
<b>Total appropriated positions</b>	<b>39,873</b>	<b>2,340,150</b>	<b>39,383</b>	<b>2,271,802</b>	<b>39,399</b>	<b>2,341,076</b>	<b>16</b>	<b>69,274</b>
Average SES Salary		\$146,171		\$149,387		\$153,869		
Average GS Salary		\$56,970		\$58,679		\$60,439		
Average GS Grade		8.9		8.9		8.9		

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

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

Object Class	2007 Actuals		2008 Enacted		2009 Request Positions &		Increase/Decrease Positions &	
	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount
11.1 Full-time permanent	32,753	1,894,622	34,759	1,945,976	35,005	2,000,788	246	54,812
11.3 Other than full-time permanent	121	3,541	158	3,769	158	3,769	0	0
11.5 Other personnel compensation	0	174,155	0	148,227	0	149,204	0	977
11.8 Special personal compensation	0	975	0	975	0	975	0	0
<b>Total</b>	<b>32,874</b>	<b>2,073,293</b>	<b>34,917</b>	<b>2,098,947</b>	<b>35,163</b>	<b>2,154,736</b>	<b>246</b>	<b>55,789</b>
12 Personnel benefits		925,463		961,241		1,021,922		60,681
13 Benefits for former personnel		1,159		1,159		1,345		186
21 Travel and transportation of persons		31,197		25,400		25,448		48
22 Transportation of things		11,315		13,795		13,795		0
23.1 GSA rent		18,931		20,350		24,012		3,662
23.2 Rental payments to others		2,757		2,854		2,854		0
23.3 Communications, utilities and misc. charges		239,822		242,978		256,846		13,868
24 Printing and reproduction		1,240		1,553		1,596		43
25.2 Other services		1,125,261		1,137,682		1,357,106		219,424
26 Supplies and materials		438,572		445,822		464,842		19,020
31 Equipment		56,616		36,062		31,089		(4,973)
32 Land		285		0		0		0
41 Grants, subsidies, and contributions		9,255		8,140		8,153		13
42 Insurance claims and indemnities		1,138		1,190		1,190		0
<b>Total direct obligations</b>		<b>4,936,304</b>		<b>4,997,173</b>		<b>5,364,934</b>		<b>367,761</b>

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

Object Class	2007 Enacted w/res. &sup		2008 Enacted		2009 Request		Increase/Decrease	
	Positions & Workyears	Amount	Positions & Workyears	Amount	Positions & Workyears	Amount	Positions & Workyears	Amount
ALLOCATION TO DEPARTMENT OF HEALTH AND HUMAN SERVICES								
11.1 Personnel compensation:								
PHS	0	46,463	0	46,463	0	49,600	0	3,137
Total workyears and personnel compen	0	46,463	0	46,463	0	49,600	0	3,137
Other Objects:								
12.1 Personnel benefits: PHS		19,989		19,989		21,220		1,231
21 Travel and transportation of persons		0		0		0		0
22 Transportation of things		0		0		0		0
25.2 Other services		0		0		0		0
26 Supplies and materials		0		0		0		0
Total direct obligations, HHS Allocation	0	66,452	0	66,452	0	70,820	0	4,368
Total obligations Salaries and Expenses	32,874	5,002,756	34,917	5,063,625	35,163	5,435,754	246	372,129
Unobligated balance, start-of-year		(1,144)		(13,185)		0		
Expired balance transfer to unexpired account		(16,000)		0		0		
Adjustment		(1,166)		0		0		
Unobligated balance, expiring		14,802		0		0		
Unobligated balance, end-of-year		13,185		0		0		
Total Direct Requirements		5,012,433		5,050,440		5,435,754		
Reimbursable Workyears Full-time permanent								
			136		136		0	

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

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

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

1. The Statement of Managers report, associated with FY 2008 Consolidated Appropriations Act, directs FPS to continue providing training and technical support to correctional systems throughout the country to eliminate staff sexual misconduct with inmates, training in investigating cases, and training the "trainers" in order that employees at every level will be more aware of, and better prepared to deal with, these cases. Target response to Committee is March 31, 2008.

N: Summary by Appropriation

Federal Prison System

Summary by Appropriation (FY 2007 - FY 2009)

Appropriation	2007 Joint Resolution			2008 Omnibus Bill			2009 President's Budget		
	Pos.	FTEs*	\$000's	Pos.	FTEs*	\$000's	Pos.	FTEs*	\$000's
Salaries and Expenses	39,873	36,926	\$4,995,433	39,383	34,917	\$5,050,440	39,399	35,163	\$5,435,754
GWOT Supplemental	22	11	17,000						
Buildings and Facilities	275	259	432,425	277	258	372,720	277	261	95,807
Hurricane Supplemental									
Federal Prison Industries	2,058	1,914	0	2,075	1,930	0	2,075	1,931	0
Commissary	695	695	0	701	701	0	701	701	0
<b>TOTAL</b>	<b>42,923</b>	<b>39,805</b>	<b>5,444,858</b>	<b>42,436</b>	<b>37,806</b>	<b>5,423,160</b>	<b>42,452</b>	<b>38,056</b>	<b>5,531,561</b>

\* Excludes 136 Reimbursable Workyears .

O. Summary of Change

**Summary of Change  
FY 2009 BOP Request  
Salaries and Expenses  
(Dollars in Thousands)**

	Pos.	FTE*	Amount
2008 Omnibus Enacted.....	39,383	34,917	\$5,050,440
Adjustments- to-base:			
Increases:			
2009 Pay Raise 2.9% (3/4 of the year) .....	0	0	60,129
Annualization of 2008 pay raise 3.5%.....	0	0	22,979
1% Increase in FERS Law Enforcement Contribution .....	0	0	23,819
Changes in Compensable Days (1 Day).....	0	0	(11,887)
Retirement Contributions.....	0	0	5,755
Accident Compensation.....	0	0	6,704
Rental Payment to GSA.....	0	0	3,661
Moves (Lease Expiration).....	0	0	7,000
Health Insurance Premiums.....	0	0	201
DHS Security.....	0	0	28
Base Program Cost Adjustment.....	0	90	101,000
Postage.....	0	0	132
Printing and Reproduction.....	0	0	42
Utilities.....	0	0	10,340
Medical Increases.....	0	0	16,145
Inmate Care.....	0	0	40,000
Contract Beds Cost Adjustments (Wage + Price Increase).....	0	0	34,019
Subtotal.....	0	90	320,067
Annualization & Non-recurring of Prior Years Program Increases:			
Pollock, LA FCI 1,152 beds .....	0	177	11,043
Walsh Act.....	0	28	2,816
Contracts for 4,500 low security private beds (\$65.88/day) 3,878 through '08 + 622 in '09.....	0	0	14,957
Subtotal, Annualization of prior year program increases.....	0	205	28,816
ATB Decreases			
<b>Non-recrural of FY 2008 Non-personnel Increases - FCI Pollock</b>			(2,708)
Total Adjustments-to-base changes.....	0	295	346,175
2009 Current Services.....	39,383	35,212	5,396,615
2009 Program Improvements:			
Contract Beds (4,000 x \$67.86) for 1/2 a year.....	16	8	50,000
Population Adjustment (1,807 x \$9,483).....	0	0	17,139
Subtotal, 2009 Program Improvements.....	16	8	67,139
<b>2009 Program Offsets:</b>			
<b>Elimination of NIC funding and other decision unit activities</b>	0	(57)	(28,000)
<b>Total, 2009 Program Changes</b>	16	(49)	39,139
2009 Congressional Request.....	39,399	35,163	5,435,754

\* Excludes 136 reimbursable FTEs.