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Strategic Goal Six: Protect American Society by Providing for the Safe, Secure, and Humane Confinement of Persons in Federal Custody

Strategic Objective & Annual Goal 6.1: Detention

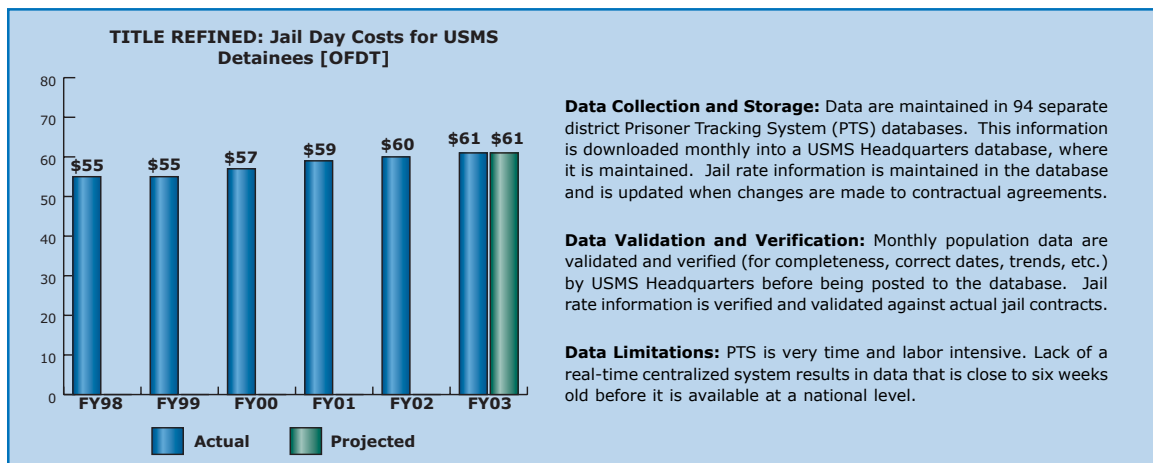
Provide for the safe, secure and humane confinement of detained persons awaiting trial, sentencing, or immigration proceedings

6.1A Ensure Adequate, Cost Effective Detention Capacity

Historically, the U.S. Marshals Service (USMS) has administered the Federal Prisoner Detention program for the federal government using funding appropriated specifically for the care of prisoners in federal custody. In FY 2003, the Office of Federal Detention Trustee (OFDT) assumed the oversight role of housing USMS detainees in private, state, and local facilities. This function includes housing, subsistence, medical care, and medical guard service for federal detainees. The responsibility begins when a prisoner is brought into USMS custody. It continues through the trial process, and ends when a prisoner is acquitted or arrives at a designated Bureau of Prisons facility to serve a sentence. The pre-trial population is generated by public policy and multi-component investigative and prosecutorial efforts within the DOJ or other federal law enforcement agencies.

Performance Measure: TITLE REFINED: Jail Day Costs for U.S. Marshals Service Detainees [OFDT]

- **FY 2003 Target:** \$61
- **FY 2003 Actual:** \$61
- **Discussions:** The target jail day cost was achieved in FY 2003. The OFDT and USMS continue to work cooperatively with the state and local governments and the private sector to establish and maintain adequate capacity to detain persons in federal custody in cost-effective, safe, secure and humane facilities, throughout the federal judicial process. In FY 2003, the USMS met 73% of its housing needs through agreements with state and local governments or the private sector. The remaining 27% of its prisoners were housed in federally operated detention facilities.



Strategic Objective & Annual Goal 6.2: Prison Capacity

Ensure that sufficient cost effective prison capacity exists so that violent and other serious criminal offenders are imprisoned to the fullest extent of the law

6.2A Reduce Prison Crowding

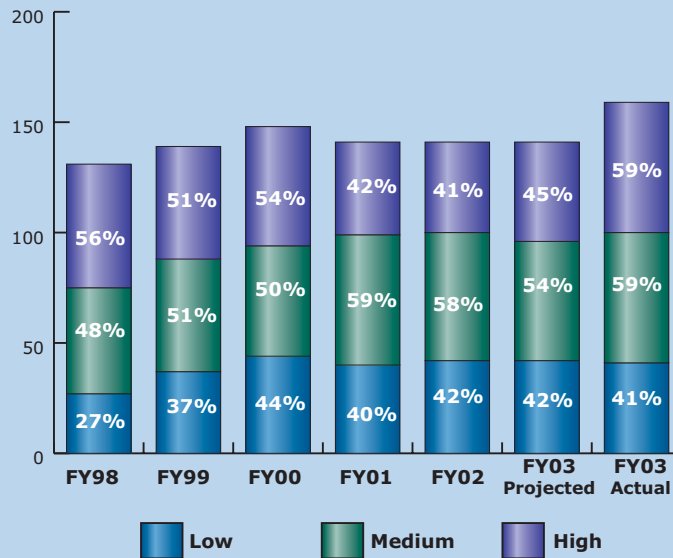
The Department's Bureau of Prisons (BOP) facilities are crowded at 33% above rated capacity system-wide. While state and local incarceration growth rates have declined in recent years, BOP has experienced record growth: an increase of 10,027 inmates during FY 1998; over 11,373 in FY 1999; 11,436 in FY 2000; 11,447 in FY 2001; 6,864 FY 2002; and 9,063 in FY 2003. Recent population increases are a result of aggressive law enforcement policies combined with the imposition of lengthy sentences. Increases from FY 1998 to FY 2000 were mainly due to higher number of prosecutions of drug defendants, immigration cases, and weapons offenses, while the increase in FY 2001 is attributed to growth in the D.C. inmate population drug prosecutions, and prosecutions of weapons, as reported by the Administrative Office of the U.S. Courts and the U.S. Sentencing Commission.

BOP constantly monitors facility capacity, population growth, and prisoner crowding. As federal inmate population levels are projected to increase and continue to exceed the rated capacity of BOP, every possible action is being taken to protect the community, while keeping institutional crowding at manageable proportions to ensure that federal inmates continue to serve their sentences in a safe and humane environment.

Performance Measure: % Crowding by Security Level [BOP]

- **FY 2003 Target:**
42% Low; 54% Medium; 45% High
- **FY 2003 Actual:**
41% Low; 59% Medium; 59% High
- **Discussion:** Due to the delay in passage of the FY 2003 budget until March 2003, planned prison activations were delayed, which resulted in higher than projected crowding at medium and high security facilities.

% Crowding by Security Level [BOP]



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 security 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.

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 database, and financial data is collected on the Financial Management Information System (FMIS) and from field locations reporting on a regular basis. BOP also utilizes population forecast modeling in order to plan for future construction and contracting requirements to meet capacity needs.

Data Validation and Verification: Subject matter experts review and analyze population and capacity levels daily, both overall and by security level. The BOP Capacity Planning Committee, comprised of top BOP officials, meets bi-monthly to review, verify and update population projections and capacity needs for 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 Committee reconciles bed space needs and crowding trends to ensure that adequate prison space is maintained, both in federal prisons and in contract care.

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.

Strategic Objective & Annual Goal 6.3: Prison Operations

Maintain and operate the federal prison system in a safe, secure, humane and efficient manner

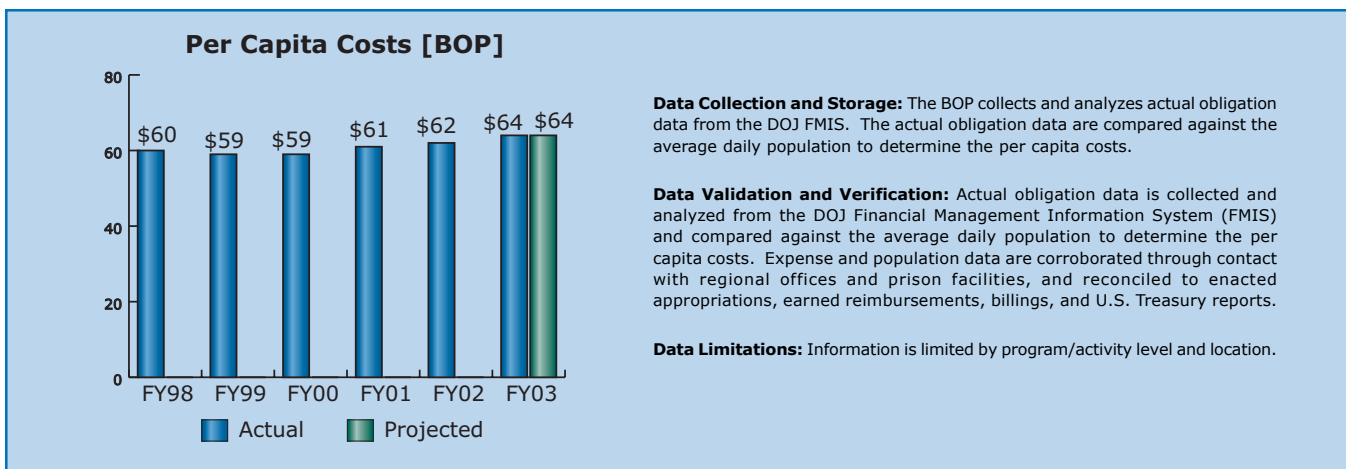
6.3A Operate Facilities Efficiently

The goal of the BOP Facilities Management Program is to ensure existing facilities are maintained in compliance with security, safety, applicable regulations, building codes, and industry standards. Established in 1994, facility training has been offered to both line staff and managers to develop staff skill levels for present and future facilities operations. The training program has assisted institutions in lowering operating costs by training staff to perform required testing and maintenance procedures in-house and require less contracting with outside resources.

BOP is currently participating in a joint interagency agreement with the General Services Administration National Utilities Management Program (NUMP). The agreement provides authority to NUMP for negotiation and transportation of natural gas for use by BOP at various institutions. Institutions under the NUMP program will continue to receive the best possible price for gas regardless of fluctuations in the gas market.

Performance Measure: Per Capita Costs [BOP]

- **FY 2003 Target:** \$64
- **FY 2003 Actual:** \$64
- **Discussion:** The BOP met its target per capita cost in FY 2003. The BOP continues to hold down per capita by using cost containment initiatives. Some of these initiatives include shared services at prison complexes as well as a continuation of reduced travel and equipment expenses.



6.3B Operate Facilities that are Safe and Secure

One of DOJ's most serious objectives is the safe, secure, and humane treatment of detainees and inmates. The Department has the highest regard for human rights and public safety. Therefore, it strives to maintain facilities that meet the accreditation standards of several professional organizations, including the American Correctional Association (ACA).

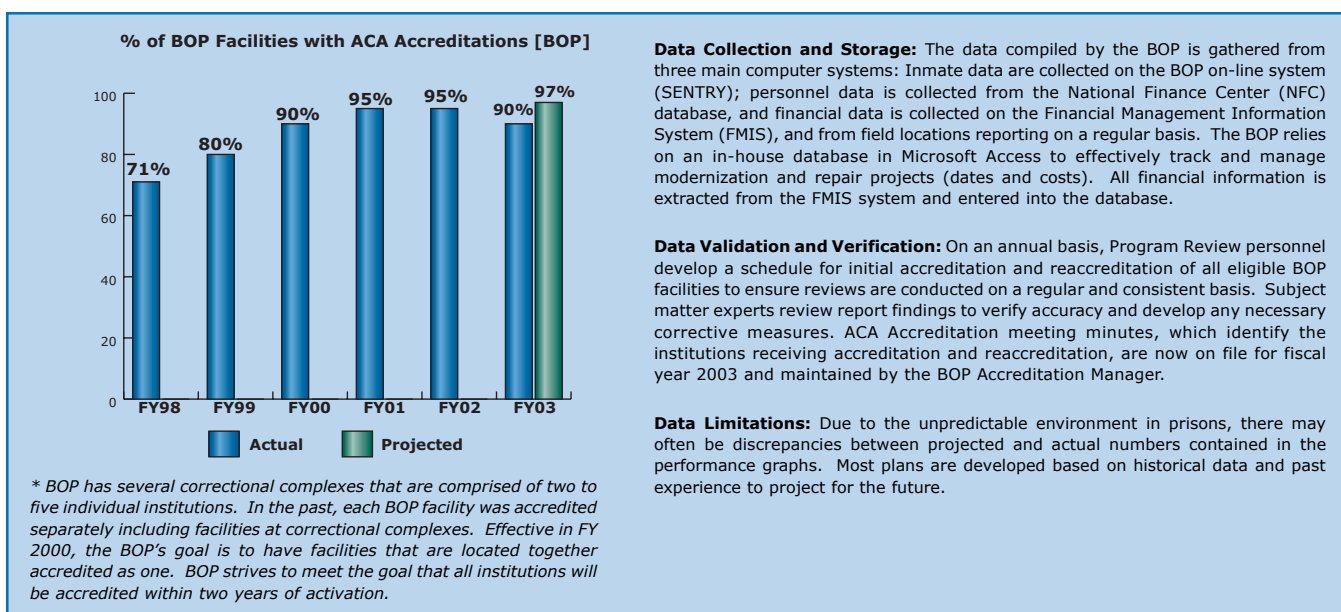
BOP significantly reduces the possibility of escape with long-term emphasis on security enhancements, physical plant improvements, enhanced training, and increased emphasis on staff supervision of inmates.

Inmate idleness is the number one cause of inmate unrest and violence in prison. Federal Prison Industries (FPI) is the most important correctional management inmate program in the Bureau of Prisons. FPI employs and provides skills training and ensures the safe and secure operation of the institutions. Not only does FPI play a vital role in the management of inmates, but it also improves the likelihood that inmates will remain crime-free upon their release from BOP facilities. A comprehensive

study conducted by BOP demonstrated that FPI provides inmates with an opportunity to develop work ethics and skills, contributes substantially to lower recidivism, and increases job-related success of inmates upon their release.

Performance Measure: % of BOP Facilities with ACA Accreditations [BOP]

- **FY 2003 Target:** 97%
- **FY 2003 Actual:** 90%
- **Discussion:** Four BOP institutions initially scheduled for accreditation in FY 2003 have completed their audits; however, they will not receive accredited status until January 2004. All other required institutions are in the process of being accredited with the exception of two, which are expected to begin the process in FY 2004. The BOP continues to strive to meet the goal that all facilities will be accredited within two years of activation. Each year new facilities are activating which affects the percentages of facilities that can be reviewed.

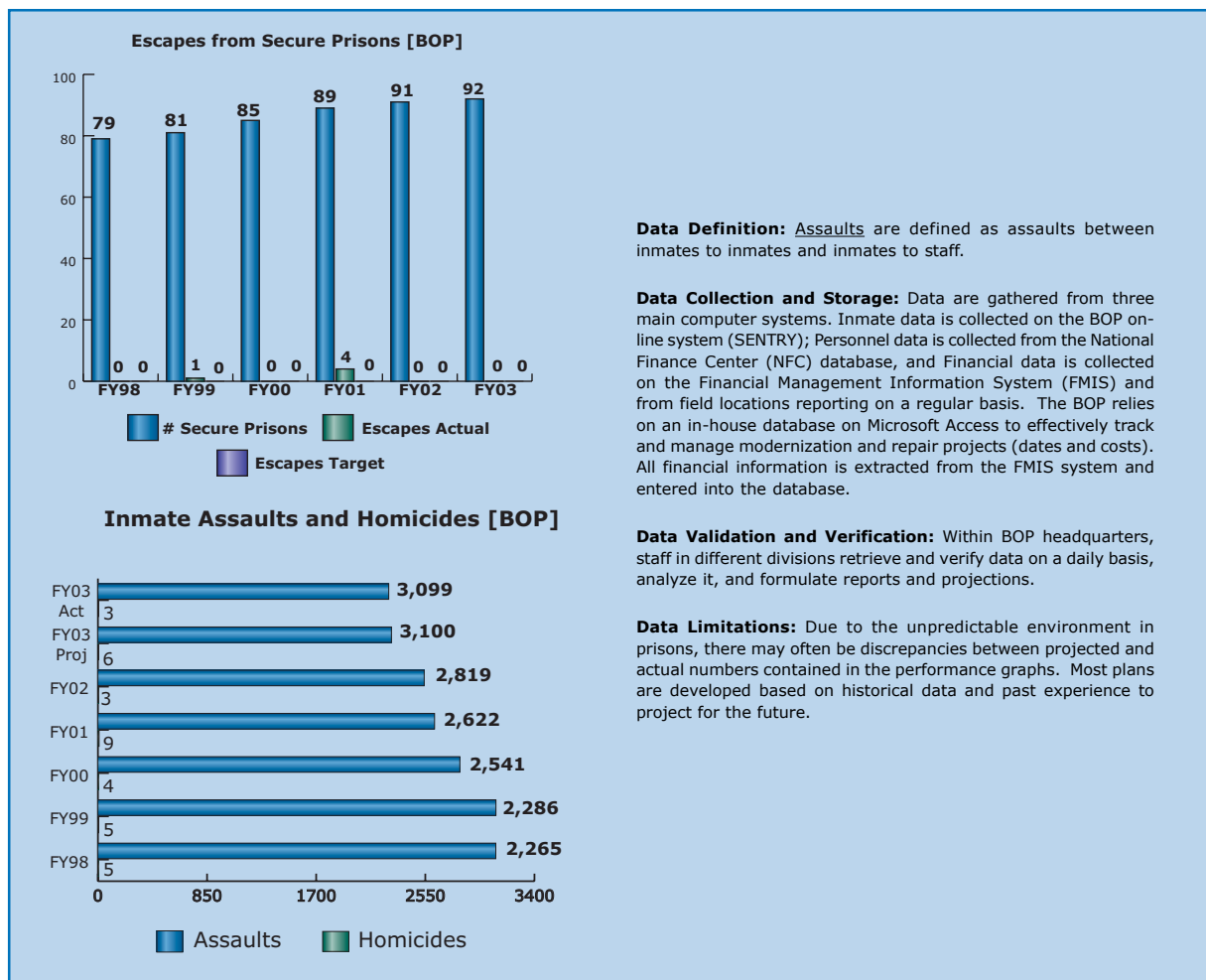


Performance Measure: Escapes from Secure Prisons [BOP]

- **FY 2003 Target:** 0
- **FY 2003 Actual:** 0
- **Discussion:** Despite increasingly sophisticated and dangerous inmates, and increased overcrowding at higher security facilities, there were no escapes from the BOP's 92 secure prisons during FY 2003. The BOP utilizes strategies to prevent escapes emphasizing enhanced training, intelligence gathering, sanctions, identification, detection, and deterrence.

Performance Measure: Inmate Assaults and Homicides [BOP] (NOTE: While it is the objective of the Department to eliminate all assaults and homicides, the targets reflect predictions based solely on historical data.)

- **FY 2003 Target:** 3,100 Assaults; 6 Homicides
- **FY 2003 Actual:** 3,099 Assaults; 3 Homicides
- **Discussion:** Every reasonable precaution is taken to ensure that all inmates are provided with a safe and secure environment during incarceration by placing inmates in facilities according to their security needs. The lower number of assaults and homicides during FY 2003 is attributed in part to use of cameras and closed-circuit video recording equipment, which act as deterrents to misconduct, assaults, and homicides within institutions.



Strategic Objective & Annual Goal 6.4: Inmate Services

Provide services and programs to facilitate inmates' successful reintegration into society, consistent with community expectations and standards

6.4A Provide Work and Education Programs

BOP plays a vital role in federal law enforcement, not only by incarcerating offenders, but also in helping to break the cycle of crime. First and foremost, BOP protects public safety by ensuring that federal offenders serve their sentences. Through imprisonment, BOP helps deter criminal activity by showing actual and potential offenders the consequences of crime. To help break the cycle of crime, BOP provides a range of educational and vocational training programs and counseling to assist inmates in successful transition to the community upon release.

BOP provides work and education programs and other self-improvement opportunities to assist offenders in becoming law-abiding citizens. The BOP Post-Release Employment Study demonstrated that

these programs could lead to lower recidivism and improve institutional security by reducing inmate idleness.

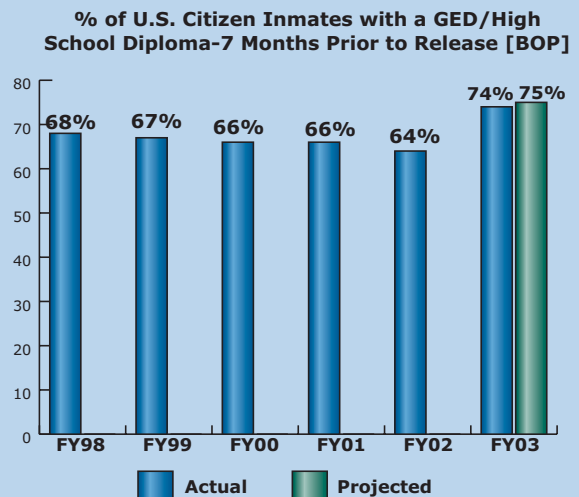
Performance Measure: % of U.S. Citizen Inmates with a GED/High School Diploma, 7 Months Prior to Release [BOP] (**NOTE:** Actual data prior to FY 2003 reflects total inmate population, as U.S. Citizen only data could not be separated.)

- **FY 2003 Target:** 75%
- **FY 2003 Actual:** 74%
- **Discussion:** The BOP met its goal for FY 2003 and has steadily improved in this area over the past year.

Data Collection and Storage: Inmate data are collected on the BOP on-line system (SENTRY); personnel data is collected on the National Finance Center (NFC system); and financial data on the Financial Management Information System (FMIS). BOP relies on the BOP inmate tracking system (SENTRY) in order to identify and track inmates in work, education, and recreation programs. Reports on education and other programs are extracted from the SENTRY database, generally on a quarterly basis. One exception to this is the General Education Diploma (GED) program completion reporting that is provided by the American Council on Education, a non-profit agency, through its GED testing services. GED completions are reported to BOP headquarters with copies to institution and regional education personnel.

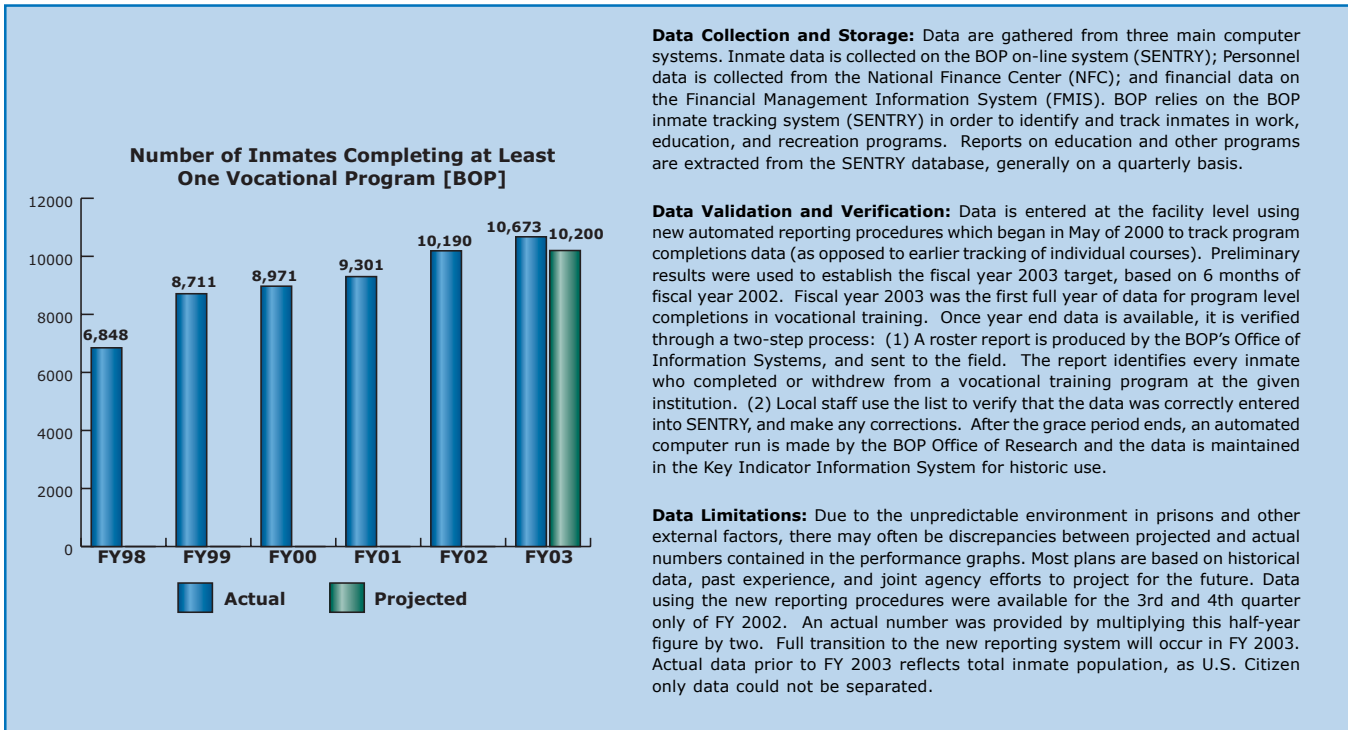
Data Validation and Verification: Within BOP headquarters, staff in different divisions retrieve and verify data on a daily basis, analyze it, and formulate reports and projections. During FY 2003, the BOP exceeded the target for program completions. Incarcerated adults who participate in training programs and acquire a marketable skill are more successful in obtaining gainful employment upon release.

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 based on historical data, past experience, and joint agency efforts to project for the future.



Performance Measure: Number of Inmates Completing at Least One Vocational Program [BOP]

- **FY 2003 Target:** 10,200
- **FY 2002 Actual:** 10,673
- **Discussion:** During FY 2003, the BOP exceeded the target for program completions. Incarcerated adults who participate in training programs and acquire a marketable skill are more successful in obtaining gainful employment upon release.



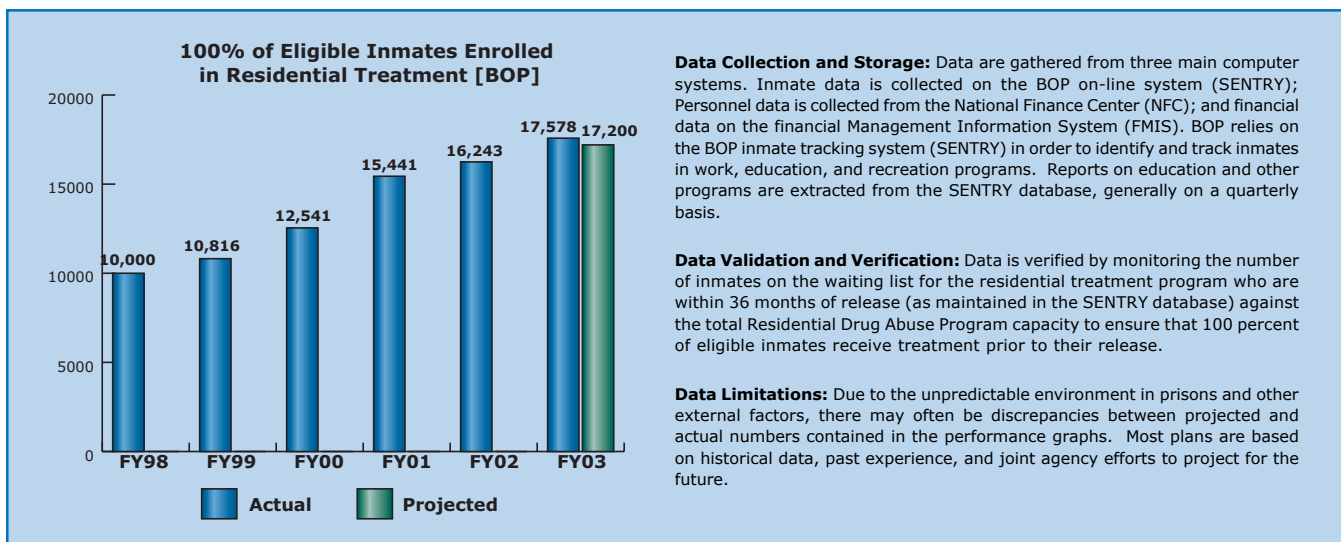
6.4B Provide Residential Drug Treatment Programs to Eligible Inmates

The Violent Crime Control and Law Enforcement Act (VCCLEA) of 1994 requires BOP to provide appropriate substance abuse treatment for 100% of “eligible” inmates by the end of FY 1997 and each year thereafter. To be eligible for treatment the prisoner must be: sentenced to BOP custody; determined by BOP to have a substance abuse disorder; residing in a BOP institution; and be within 24 to 36 months of release. An estimated 34% of the sentenced federal inmate population has a substance abuse disorder and requires some type of drug abuse treatment.

In response to the rapid growth in the federal inmate population with drug abuse histories, BOP developed a comprehensive drug abuse treatment strategy consisting of four components: drug abuse education; non-residential drug abuse treatment programs; residential drug abuse treatment programs; and transitional drug abuse treatment services.

Performance Measure: 100% of Eligible Inmates Enrolled in Residential Drug Treatment [BOP]

- **FY 2003 Target:** 17,200 Enrolled
- **FY 2003 Actual:** 17,578 Enrolled
- **Discussion:** Target estimates are based on the number of eligible inmates within 36 months of release. The actual number for fiscal year 2003 is slightly higher than projected and reflects additional inmates enrolling as vacancies occur due to court writ or disciplinary reasons. The Violent Crime Control and Law Enforcement Act of 1994 requires the BOP to provide residential substance abuse treatment for 100% of eligible inmates. Approximately 34% of the BOP sentenced population is diagnosed with a substance use disorder. Typically, inmates are selected for the program based on their projected release date.



6.4C Provide Cost Effective Quality Inmate Health Care

In support of the DOJ's objective to provide cost effective quality health care to inmates, the BOP strives to meet the accreditation standards of the Joint Commission on Accreditation of Health Care Organizations (JCAHO), at all correctional facilities. Meeting these standards provides a method of assessing the quality of health care provided at BOP facilities. BOP's goal is to have institutions accredited within two years of activation. By meeting JCAHO accreditation standards, each BOP institution must exhibit substantial compliance with approximately 200 health care standards during a triennial JCAHO accreditation survey. DOJ has the highest regard for Constitutional and human rights; therefore, it strives to maintain correctional facilities that ensure inmates receive humane health care treatment that is not indifferent to their health care needs.

JCAHO standards not only address patient's rights, but also provide BOP the opportunity to assess and improve the overall efficiency of health care programs. The foundation of JCAHO standards is the continuous quality improvement of health care processes and patient outcomes. By improving its health care efficiency, the BOP seeks to improve quality and control costs.

Performance Measure: Percent Eligible BOP Facilities with JCAHO Accreditation [BOP]

- **FY 2003 Target:** 99%
- **FY 2003 Actual:** 99%
- **Discussion:** During FY 2003, the BOP met its accreditation goal of 99%. The BOP continues to strive to meet the goal that all institutions are accredited within two years of activation. Each year new institutions are activating, which affects the percentages of facilities that can be reviewed.

