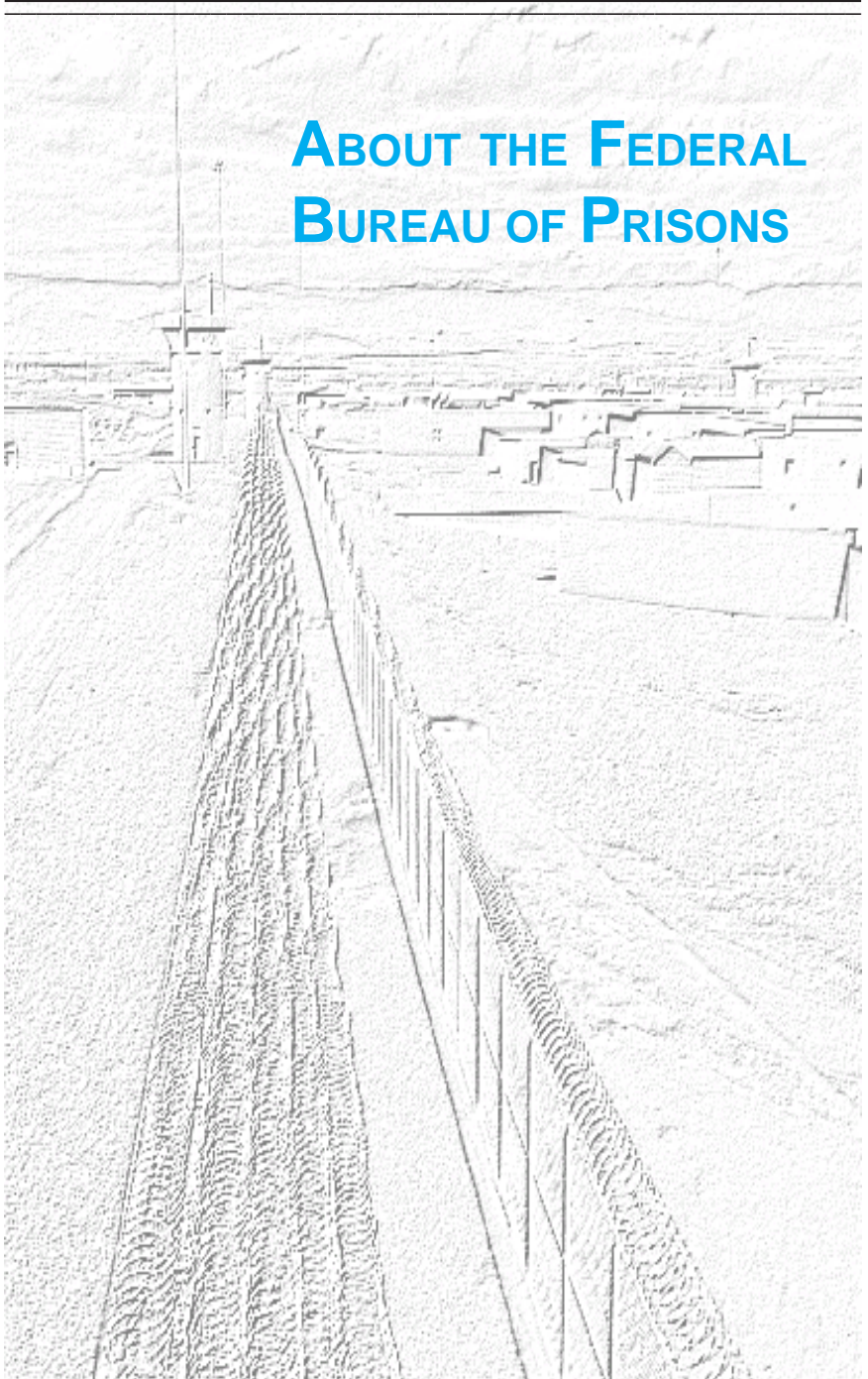


U.S. Department of Justice
Federal Bureau of Prisons



ABOUT THE FEDERAL BUREAU OF PRISONS



About the Federal Bureau of Prisons

The Federal Bureau of Prisons was established in 1930 to provide more progressive and humane care for Federal inmates, to professionalize the prison service, and to ensure consistent and centralized administration of the 11 Federal prisons in operation at that time. Today, the Bureau includes 116 institutions, 6 regional offices, a Central Office (headquarters), and community corrections offices that oversee residential reentry centers and home confinement programs. The regional offices and the Central Office provide administrative oversight and support to the institutions and community corrections offices.

The Bureau is responsible for the custody and care of more than 209,500 Federal offenders. Approximately 82 percent of these inmates are confined in Bureau-operated correctional institutions or detention centers. The remainder is confined in secure privately managed or community-based facilities and local jails.

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

The Bureau's most important resource is its staff. The more than 38,500 employees of the Bureau of Prisons ensure the security of Federal prisons, provide inmates with needed programs and services, and model mainstream values. The Bureau's employees help the agency meet its obligation to protect public safety and provide security and safety to the staff and inmates in its facilities.



Federal Correctional Institution.

Growth of the Federal Inmate Population

Most of the challenges affecting the Bureau today relate to the agency's growth. At the end of 1930 (the year the Bureau was created), the agency operated 14 institutions for just over 13,000 inmates. In 1940, the Bureau had grown to 24 institutions with 24,360 inmates. Except for a few fluctuations, the number of inmates did not change significantly between 1940 and 1980 (when the population was 24,252). However, during this same time period, the number of institutions almost doubled (from 24 to 44) as the Bureau gradually moved from operating large institutions confining inmates of many security levels to operating smaller facilities that each confined inmates with similar security needs.

As a result of Federal law enforcement efforts and new legislation that dramatically altered sentencing in the Federal criminal justice system, the 1980s brought a significant increase in the number of Federal inmates. In fact, most of the Bureau's growth from the mid-1980s to the late 1990s was the result of the Sentencing Reform Act of 1984 (which established determinate sentencing, abolished parole, and reduced good time) and mandatory minimum sentences enacted in 1986, 1988, and 1990. From 1980 to 1989, the inmate population more than doubled, from just over 24,000 to almost 58,000. During the 1990s, the population more than doubled again, reaching approximately 136,000 at the end of 1999 as efforts to combat illegal drugs, weapons, and immigration contributed to significantly increased numbers of inmates.

The Bureau projects continued population growth over the next several years. The agency is preparing for this growth through construction of new institutions, expansions at some existing facilities, and increased contracting for the housing of low security criminal aliens.

Institution Security

The Bureau ensures institution security through a combination of direct staff supervision, physical features, security technologies, and classification of inmates based on risk factors. The Bureau operates institutions at four security levels (minimum, low, medium, and high) to meet the various security needs of its diverse inmate population and has one maximum-security prison for the less than one percent of the inmates who require that level of security. It also has administrative facilities, such as pretrial detention centers and medical referral centers, that have specialized missions and confine offenders of all security levels. The characteristics that help define the security level of an institution are perimeter security measures (such as fences, patrol officers, and towers), the level of staffing, the internal controls for inmate movement and accountability, and the type of inmate living quarters (for example, cells or open dormitories). The Bureau's graduated security and medical classification schemes allow staff to assign an inmate to an institution in accordance with the inmate's individual needs. Thus, inmates who are able to function with relatively less supervision, without disrupting institution operations or threatening the safety of staff, other inmates, or the public, can be housed in lower security level institutions.

Regardless of the specific discipline in which a staff member works, all employees are “correctional workers first.” This means everyone is responsible for the security and good order of the institution. All staff are expected to be vigilant and attentive to inmate accountability and security issues, to respond to emergencies, and to maintain a proficiency in custodial and security matters, as well as in their particular job specialty. This approach allows the Bureau to operate in the most cost-effective manner with fewer correctional officers and still maintain direct supervision of inmates; it also maximizes emergency preparedness.

Architecture and technological innovations help the Bureau maintain the safety and security of its institutions; and the Bureau routinely evaluates emerging technologies to determine which might further improve the physical security of its institutions. To facilitate direct supervision of inmates, the Bureau has eliminated structural barriers (such as bars and grilles) between staff and inmates where possible. In addition, many staff offices are located near areas where programs and services are delivered. Staff circulate freely and constantly through all areas of the institution, continually interacting with inmates. This promotes a more normalized environment within the institution, with staff serving as law-abiding role models, and places staff in a better position to observe and respond to inmate behavior. Many institutions also rely on surveillance through CCTV cameras to augment direct staff supervision of inmates.

Inmate Management

Staff are the key component to effective inmate management. Constructive and frequent interaction and communication between staff and inmates are critical to maintaining accountability, ensuring security, and managing inmate behavior. Bureau staff are expected to talk with and be available to inmates and to be receptive to inmate concerns.



Correctional workers performing routine duties.

Unit management is one hallmark of the Bureau's inmate management philosophy. Unit management gives inmates direct daily contact with the staff who make most of the decisions about their daily lives. These staff (the unit manager, case manager, and correctional counselor) have offices in inmate living units, thereby facilitating inmate access to staff and vice versa. This also facilitates identification of significant inmate concerns and potential problems.

Unit staff are directly responsible for involving inmates, who housed in their units, in programs that are designed to meet their needs. Unit staff receive input from other institution employees (such as work supervisors, teachers, and psychologists) who work with the inmate, and meet with the inmate on a regular basis to develop, review, and discuss their work assignment, appropriate program opportunities, and progress, as well as any other needs or concerns. These regularly-scheduled meetings do not preclude inmates from approaching a member of the unit team or any other appropriate staff member at any time to discuss their particular issues.

Bureau staff are the inmates' primary role models during their incarceration, and the Bureau emphasizes employee ethics, responsibility, and standards of conduct. The Bureau expects its employees to conduct themselves in a manner that creates and maintains respect for the agency, the Department of Justice, the Federal Government, and the law. Bureau employees are expected to avoid situations that create conflicts of interest with their employment and to uphold and comply with the ethical rules and standards that govern their specific professions, as well as the laws, regulations, and procedures that ensure institution security and protect the safety of inmates and the general public.

Another significant way the Bureau maintains security and the safety of staff and inmates is by keeping inmates constructively occupied. Meeting the challenges posed by an increasing and changing inmate population involves more than just providing bedspace, meals, and health care. Correctional programs and activities not only reduce inmate idleness and the stresses associated with living in a prison, but also play a major role in preparing inmates for their eventual return to the community.

Inmate Programs

The Bureau also has a responsibility to provide inmates with opportunities to participate in programs that can provide them with the skills they need to lead crime-free lives after release. The Bureau's philosophy is that release preparation begins the first day of imprisonment. Accordingly, the Bureau provides many self-improvement programs, including work in prison industries and other institution jobs, vocational training, education, substance abuse treatment, parenting, anger management, counseling, religious observance opportunities, and other programs that teach essential life skills. The Bureau also provides other structured activities designed to teach inmates productive ways to use their time.

Through its Inmate Skills Development initiative, the Bureau has identified those skills (e.g., daily living, interpersonal, and cognitive skills) that appear to be essential to successful community reintegration. Identifying an inmate’s strengths and weaknesses allows Bureau staff to guide the inmate to selectively work on improving deficit areas. By targeting inmates’ specific need areas, the Bureau strives to maximize programming effectiveness for each inmate, thereby improving the likelihood of success upon release.

Prison work programs provide inmates an opportunity to acquire marketable occupational skills, as well as learn and practice sound work ethic and habits. All sentenced inmates in Federal correctional institutions are required to work (with the exception of those who for security, educational, or medical reasons are unable to do so). Most inmates are assigned to an institutional job such as a food service worker, orderly, plumber, painter, warehouse worker, or groundskeeper.

Federal Prison Industries (FPI) is one of the Bureau’s most important correctional programs. It significantly reduces recidivism and contributes to institution security and safety by engaging inmates in constructive activities. The goal is to have 25 percent of the Bureau’s eligible sentenced inmates work in FPI factories. They gain job skills through specific instruction in factory operations related to a variety of product lines and services. Inmates are compensated for their work and can receive raises based on their performance.



Inmates working in Federal Prison Industries factory.

Inmates confined in Bureau facilities can also access a broad range of other programming opportunities. For example, Bureau institutions offer religious services and programs for the approximately 30 faith groups represented within the inmate population. Inmates are granted permission to wear or retain various religious items, and accommodations are made to facilitate observances of holy days. Bureau facilities offer religious diets designed to meet the dietary requirements of various faith groups, such as the Jewish and Islamic faiths. Most institutions have sweat lodges to accommodate the religious requirements of those whose religious preference is Native American. Religious programs are led or supervised by staff chaplains, contract spiritual leaders, and community volunteers. Chaplains oversee

Inmate programs include spiritual counseling.

inmate worship services and self-improvement programs, such as those involving the study of sacred writings and religious workshops. Bureau chaplains also provide pastoral care, spiritual guidance, and counseling to inmates. Inmates may request visits and spiritual counseling from community representatives. Additionally, the



Bureau offers inmates the opportunity to participate in its Life Connections Program, a residential re-entry program implemented by the Religious Services Branch in partnership with various faith communities nationwide.

Inmates are considered responsible for their own behavior, including that which led to their incarceration, and therefore, they are strongly encouraged to participate in self-improvement programs that will provide them with the skills they need to conduct themselves as productive, law-abiding citizens upon release. Inmates show responsibility through their behavior and conduct in prison, through active and constructive involvement in programs, and by living up to their financial commitments and responsibilities. The Bureau encourages inmates to help meet their family and financial obligations with their earnings from work or other financial assets. The Inmate Financial Responsibility Program requires inmates to make payments from their earnings to satisfy court-ordered fines, victim restitution, child support, and other monetary judgments. The majority of the court-ordered fine and restitution money goes to crime victims or victim support organizations.

The Bureau strives to create an environment for inmates that is conducive to change. In addition, Bureau facilities are well-maintained, clean, and orderly in order to provide inmates and staff a healthy, normalized living and working environment.

Improving Inmates' Lives and Reducing Recidivism

Research shows that industrial work programs, vocational training, education, and drug treatment in prison play a major role in improving public safety. These programs reduce recidivism and misconduct in prison. Drug treatment programs also decrease offenders' relapse to drug use after release. Many correctional systems, including the Bureau, have documented the success of these programs.

The Post-Release Employment Project:

The Post-Release Employment Project is a long-term study designed to evaluate the impact of FPI prison industrial work experience (alone and in conjunction with

vocational and apprenticeship training) on former Federal inmates' post-release adjustment. A significant early finding of the research was that FPI program participants showed better institutional adjustment -- they were less likely to be involved in misconduct and, when involved, misconduct was less severe. Early data analysis also focused on the ex-inmates' first year in the community. (The first year after release from prison is critical to successful reintegration and to remaining crime free.) The major findings at the one-year follow-up point were that FPI program participants: (1) were significantly less likely to recidivate (i.e., be rearrested or have their post-confinement community supervision revoked) than comparison group members, (2) were more likely to be employed during their first year after release, and (3) earned slightly higher wages, on average, during the first year after release.

Ongoing research has found that, as many as 8 to 12 years after their release, inmates who worked in prison industries were 24 percent less likely to recidivate than inmates who did not participate. The results further indicated that work program participants were 14 percent more likely to be employed following release from prison than those who did not participate. In addition, minority groups that are at greatest risk for recidivism benefitted more from industrial work participation and vocational training than their non-minority counterparts. Inmates who participated in either vocational or apprenticeship training were 33 percent less likely to recidivate than inmates who did not participate.

Education:

Participation in education programs also has a positive effect on post-release success. The findings showed a significant decline in recidivism rates among inmates who completed one or more educational courses during any six-month period of their imprisonment.

Residential Substance Abuse Treatment:

Residential drug abuse treatment programs (RDAPs) are offered at more than 60 Bureau institutions, providing treatment to more than 17,000 inmates each year. Inmates who participate in these residential programs are housed together in a separate unit of the prison reserved for drug treatment. RDAPs provide intensive half-day programming, 5 days a week, for 9 months. The remainder of each day is spent in education, work skills training, and other inmate programs.

According to the results of a rigorous study of the effect of residential drug treatment, male and female inmates who completed RDAP and were released to the community for at least 3 years were significantly less likely to recidivate and significantly less likely to relapse to drug use, as compared to similar non-participating inmates. The study also found improved employment among women after release. In addition, an evaluation of inmate behavior found that institution misconduct among male inmates who completed RDAP was reduced by 25 percent when compared to misconduct among similar non-participating male inmates; and institution misconduct among female inmates who completed residential treatment was reduced by 70 percent. These results demonstrate that residential drug abuse treatment in corrections-based settings makes a significant difference in the lives of

inmates following their release from custody and yields a significant benefit to institution safety and security.

Specific Pro-Social Values Programs:

Encouraged by RDAP's positive results, the Bureau implemented a number of other residential programs for special populations (including younger offenders, high-security inmates, and intractable, quick-tempered inmates) that are responsible for much of the misconduct that occurs in Federal prisons. The cognitive restructuring approach used in the drug treatment programs served as the foundation for programs designed to change the criminal thinking and behavior patterns of inmates. These programs focus on inmates' emotional and behavioral responses to difficult situations and emphasize life skills and the development of pro-social values, respect for self and others, responsibility for personal actions, and tolerance. Each program was developed with an evaluation component to ensure the program meets the goals of promoting positive behavior. While it is too early to assess the programs' effects in terms of reducing recidivism, the Bureau has found that these cognitive restructuring programs significantly reduce inmates' involvement in institution misconduct.

Preparing Inmates for Release

Inmate program involvement is ultimately geared toward helping inmates prepare for their eventual release. The Bureau complements its array of programs with a specific Release Preparation Program, with inmate participation occurring near the end of his/her sentence. This program includes classes on resume writing, job search strategies, and job retention. It also includes presentations by representatives from community-based organizations that help ex-inmates find employment and training opportunities after release from prison. The Bureau places most inmates in residential reentry centers (also known as halfway houses) prior to their release from custody in order to help them adjust to life in the community and find suitable post-release employment.

The Bureau's Inmate Transition Branch provides additional post-release employment assistance to inmates. It helps inmates prepare release portfolios that include a resume, education and training certificates and transcripts, diplomas, and other significant documents needed for a successful job interview. Many institutions hold mock job fairs to provide inmates an opportunity to practice and improve job interview techniques and to expose community recruiters to the skills available among inmates. Qualified inmates may apply for jobs with companies that have job openings.

Community-Based Confinement and Community Activities

Residential reentry centers (RRCs) are used by the Bureau to place inmates in the community just prior to their release. These centers provide a structured, supervised environment and support in job placement, counseling, and other services. They make it possible for inmates to gradually rebuild their ties to the community and allow correctional staff to supervise offenders' activities during this important

readjustment phase. Inmates in RRCs are required to work and to pay a subsistence charge of 25 percent of their income to defray the cost of confinement. Some Federal inmates are placed in home confinement for a brief period at the end of their prison terms. They serve this portion of their sentences at home under strict schedules, curfew requirements, telephonic monitoring, and sometimes electronic monitoring.

Through public works projects, some minimum security inmates from Federal Prison Camps perform labor-intensive work off institutional grounds for other Federal entities, such as the National Park Service, the U.S. Forest Service, and the U.S. armed services. These inmates work at their job site during the day and return to the institution at the end of the work day.

Some carefully-selected Federal inmates speak to youth groups at schools, universities, juvenile offender programs, and drug treatment programs to give juveniles and young adults a first-hand understanding of the consequences of drug use and crime. Other inmates volunteer to help the communities near their institution, providing services that otherwise would not likely be performed, such as repairing or rebuilding dilapidated buildings and cleaning up or beautifying streets, roadsides, parks, schools, ball fields, and other public grounds.

Under limited circumstances, inmates who meet strict requirements are allowed temporary releases from the institution through staff-escorted trips and furloughs. The Bureau permits approved inmates to go on staff-escorted trips into the community to visit a critically-ill member of their immediate family; attend the funeral of an immediate family member; receive medical treatment; or participate in other activities, such as a religious or work-related functions.

A furlough is a temporary authorization for an appropriate inmate to be in the community without a staff escort. Inmates near the end of their sentences who require minimal security may be granted permission to go on trips into the community without escort to be present during a crisis in the immediate family, to participate in certain activities that will facilitate release transition, and to re-establish family and community ties. Furloughs are not very common, and inmates are carefully screened for risk to the community before they are released on a furlough.

Research has shown that inmates who maintain ties with their families have reduced recidivism rates. Accordingly, the Bureau helps inmates maintain their family and community ties through visiting, mail, and telephone privileges. The Bureau allows social visits with approved family and friends. The Bureau does not permit conjugal visits.

Community Involvement with Inmates and the Bureau

The Bureau welcomes community involvement in its institutions and offices. Volunteers help inmates adapt successfully to imprisonment and prepare for their eventual adjustment into the community after release. Volunteers provide a variety

of services, such as spiritual counseling, assistance with family and marriage issues, substance abuse counseling, education and vocational training, and health education.

Most institutions have Community Relations Boards that facilitate information flow between the facility and the local community, advancing public awareness and an understanding of any issues of concern at the prison. All Federal prisons have arrangements with state and local law enforcement agencies and other emergency services in the rare event of an escape or other security concern. Bureau institutions are involved in a variety of joint training activities with state, local, and other Federal law enforcement agencies; they often allow these agencies to use training areas in their institutions.

The Image of Corrections

Unfortunately, the general public often forms its impressions of prisons and correctional systems from mass media sources like movies or the news. Movies about prisons are frequently gross misrepresentations of reality. For example, *White Heat*, *Bird Man of Alcatraz*, *Cool Hand Luke*, and *The Shawshank Redemption* are fictional depictions of prison life. These movies, and many others, exaggerate life within a prison and tend to cast prison operations and administrators in a negative light.

Those who draw their impressions of prisons from movies alone may think of them as brutal environments with corrupt or incompetent staff who inflict needless cruelty on inmates. Others may think of prisons as unduly luxurious places that provide needless “amenities” at the expense of the taxpaying public. Still others come to conclusions based on documentaries of famous prisons, such as Alcatraz, or on news reports that tend to highlight an unfortunate, isolated event and make it appear as if it is representative of an entire correctional system.

The Bureau of Prisons prides itself on being an outstanding public service organization, that works diligently to achieve its goals of ensuring public safety and providing appropriate, efficient, safe, and humane correctional services and programs.

For further information, contact the Federal Bureau of Prisons at (202) 307-3198 or visit the Bureau’s website at www.bop.gov.

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