

United States Department of Justice

Federal Prison System



FY 2019 PERFORMANCE BUDGET **Congressional Submission** Salaries and Expenses

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

A. Introduction

The FY 2019 Congressional budget request for the BOP S&E Appropriation totals **\$7,042,328,000**, with 35,786 FTEs and 36,016 positions (18,674 Correctional Officers). The request is a 1.2 percent increase above the FY 2018 Annual Continuing Resolution amount.

Electronic copies of the Department of Justice’s Congressional Budget Justifications and Capital Asset Plan and Business Case exhibits can be viewed or downloaded from the Internet using the Internet address: <http://www.justice.gov/02organizations/bpp.htm>.

The FY 2019 current services level funds the mandatory requirements necessary in FY 2019. It funds increases in pay and benefits and addresses increases in medical, utilities and food costs. The current services level also includes essential funding for staffing, equipment, vehicles, office and medical supplies, food, and inmate clothing, among other necessities.

These base requirements must be fully funded to cover actual costs of existing staff and operations, as noted in the FY 2014 Senate Report (S.R. 113-78), which states that, “While these activities are not considered mandatory for budget purposes, they are not truly discretionary in that the Committee has an obligation to adequately fund them regardless of budgetary constraints.”

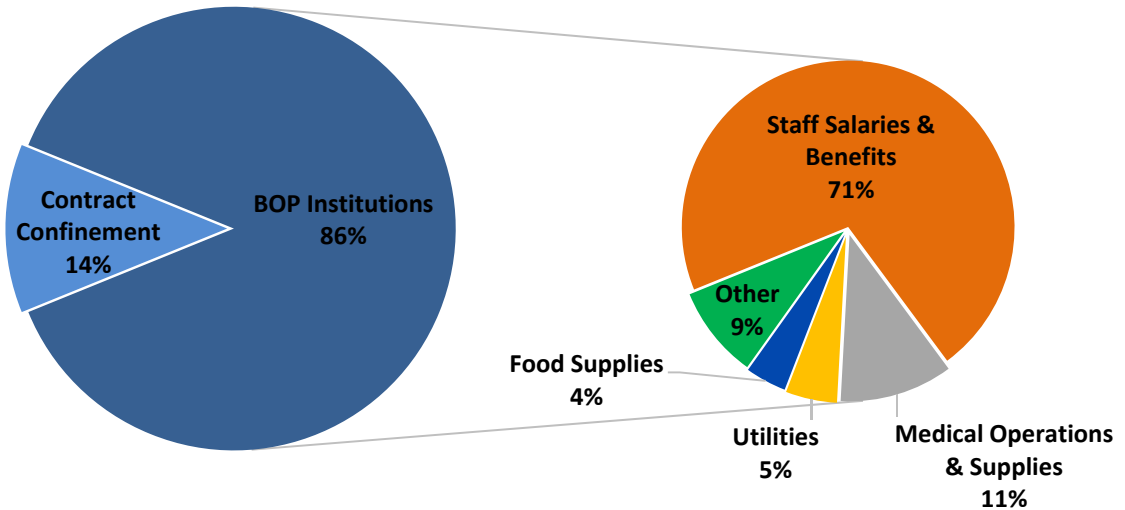
The FY 2019 request includes a program increase of \$10 million for an Apprenticeship Program. The request also includes an administrative reduction of 1,168 positions and \$121.5 million to: adjust the inmate to staff ratio at the BOP’s institutions in light of the declining inmate population and consequent decline in institution crowding; close two standalone minimum security camps and transfer the inmate population to satellite camps and; realign regional offices to remove redundancies and focus efforts on mission accomplishment at the institution level. The BOP continues to strategically assess current and prospective operations to ensure that mission requirements are met at the lowest possible cost to the U.S. taxpayer.

The BOP is a critical part of the federal criminal justice system. Arresting authorities, prosecutors, judges, and community members count on the BOP’s staff to ensure that the 184,000 individuals in our custody are accounted for at all times, treated humanely and with dignity, and returned to their communities with the training and skills they need to be productive, law-abiding citizens. The BOP must carry out its duties while ensuring its staff work in a safe environment and have the tools, training, and support they need.



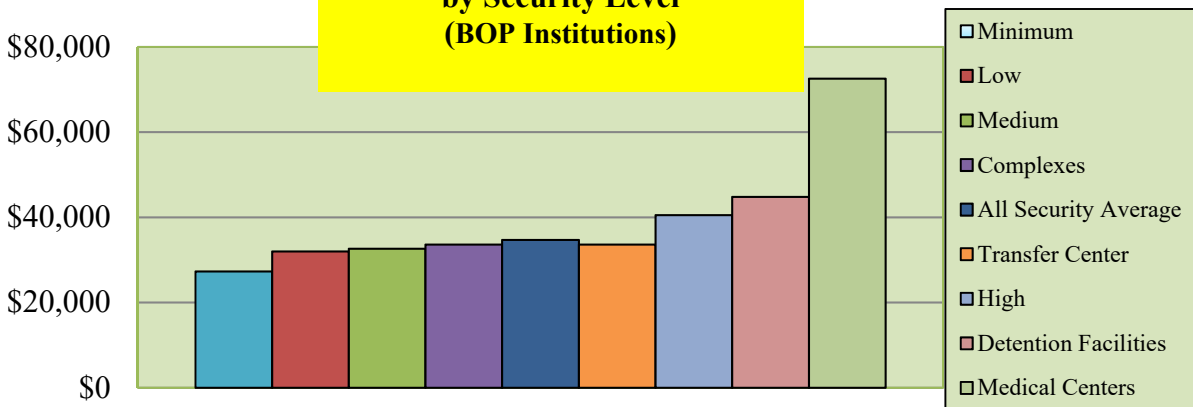
The chart below shows how the BOP's funds are used:

BOP Funding Allocations



The BOP's budget proposal emphasizes efficiency, effectiveness, and quality while focusing on meeting the changing needs of the American justice system. The budget request represents the level of funding needed to fulfill its mission. Operating the nation's largest prison system, the BOP's top priority is to focus on the safety and security of staff, inmates, and communities. The following chart shows the BOP's cost per inmate each year.

FY 2016 Per Capita Costs by Security Level (BOP Institutions)



About the BOP: The BOP was established in 1930 to provide more progressive and humane care for federal inmates, to professionalize the prison service, and to ensure consistent and centralized administration of the 11 federal prisons in operation at that time. Today, the BOP

Federal Bureau of Prisons

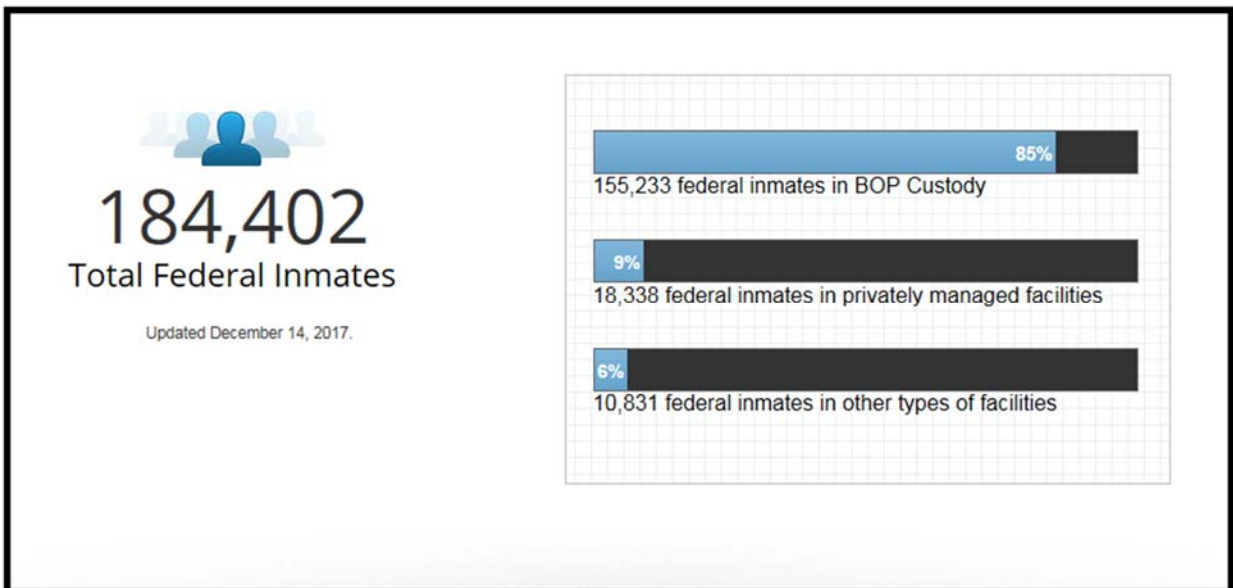


includes 122 institutions, six regional offices, a Central Office, and residential reentry offices that oversee residential reentry centers and home confinement programs. The Central Office and regional offices provide administrative oversight and support to the institutions and residential reentry offices.

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

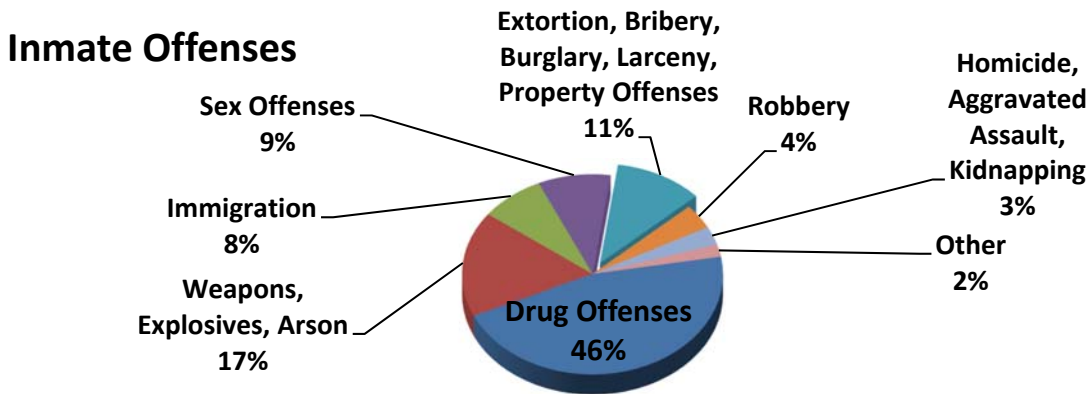


The BOP is responsible for the custody and care of over 184,000 federal offenders as of December 14, 2017. Nearly 85 percent of these inmates are confined in BOP operated correctional institutions or detention centers.



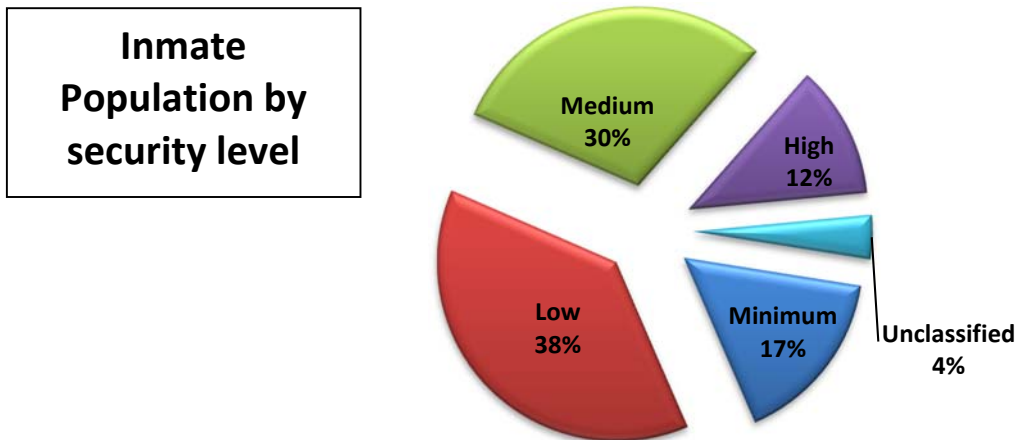


The remainder are confined in secure privately managed or community-based facilities and local jails. The following chart shows the breakdown of the current BOP population by inmate's offense category as of November, 2017:



The BOP operates federal prisons at four security levels – minimum, low, medium, and high. In addition, there are administrative facilities which have special missions, such as the detention of pretrial offenders (the BOP operates a number of metropolitan detention centers and jail units); the treatment of inmates with serious or chronic medical problems; or the containment of extremely dangerous, violent, or escape-prone inmates. Minimum security institutions are known as Federal Prison Camps (FPCs), low and medium security facilities are called Federal Correctional Institutions (FCIs), and high security institutions are called United States Penitentiaries (USPs).

The following chart shows our population by security level as of November, 2017:



Federal Bureau of Prisons



The BOP also uses privately operated facilities, bed space secured through Intergovernmental Agreements with state and local entities, Residential Reentry Centers (RRCs or halfway houses), and home confinement, as appropriate.

The BOP's most important resource is its staff. The more than 37,000 employees of the BOP ensure the security of federal prisons, and provides inmates with needed programs, services, and model mainstream values. The BOP's employees help the agency meet its obligation to protect public safety and provide security and safety to the staff and inmates in its facilities. All BOP staff in its facilities are correctional workers first and are committed to the highest level of performance.

BOP Fundamentals:

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

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

Core Ideologies:

The Bureau is committed to providing:

- A safe environment for both staff and inmates;
- Secure institutions to confine offenders and protect the public;
- Those skills building programs we can afford, to offer inmates the opportunity to live crime-free lives;
- Service and stewardship to the public and a continued tradition of excellence; and,
- Staff who are ethical, professional, well-trained, and diverse.

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



B. Population – Past and Present

During the first five decades of the Bureau’s existence, the number and type of inmates the BOP housed remained stable. Beginning in the 1980s, however, federal law enforcement efforts and new legislation dramatically altered sentencing in the federal criminal justice system, bringing about a significant increase in the number and types of persons incarcerated for federal offenses. Largely as a result, the BOP’s population doubled in the 1980s and doubled again in the 1990s. In the late ‘90s, the BOP began absorbing the DC inmate population due to the National Capital Revitalization Act. The aftermath of September 11th also brought more inmates – individuals who presented very unique security concerns - as the nation’s law enforcement efforts were targeted toward international terrorism. By 2013, the Bureau’s population climbed to almost 220,000, its highest level ever with system-wide crowding at 36 percent.

With the tightening federal budgets in the 2000s, it became increasingly difficult to fund all of the capacity that needed to house the increasing population. The Bureau was required to provide care for more and more inmates – many who arrived with costly health care needs and educational and vocational skills deficits. This crowding contributed to episodes of inmate frustration and anger, which increased the risk of harm to staff and other inmates. The BOP addressed these challenges through enhanced population management and inmate supervision strategies, improved architectural design, and improved security technologies. The BOP also began to rely upon private corrections to provide additional capacity, primarily for the low security criminal alien population.

These population pressures have abated in the past four years. Due largely to changes in prosecutorial policies and United States Sentencing Commission changes, crowding has declined significantly to the current level of 14 percent.

The sentencing changes in the 1980s and 1990s not only affected the number of inmates the BOP housed, but also the type of inmates who began coming into the system. For nearly five decades, the federal inmates the Bureau housed were largely bank robbers and white-collar inmates. However, changes in interdiction and sentencing changed the population’s composition. Currently, almost half of the population is serving sentences for drug offenses. The remainder predominantly includes inmates convicted of weapons offenses, immigration offenses, and sex offenses.

Inmates at higher security levels present additional challenges. For example, at the medium security level, approximately 79 percent of the inmates have a history of violence, 60 percent have been sanctioned for violating prison rules, and over half of the inmates in this population have sentences in excess of 8 years. At the high security level, more than 90 percent have a history of violence, 79 percent of the inmates have been sanctioned for violating prison rules, and 54 percent have sentences in excess of 12 years. More than one out of every four inmates at high security institutions is gang affiliated.



Due to the Department’s increased enforcement and prosecution efforts, the BOP projects that the inmate population will increase by about 2 percent in FY 2018 and by about 1 percent in FY 2019 after four years of decline.

Projected Population, Capacity, and Crowding

	2015	2016	2017	2018	2019
	(Actual)	(Actual)	(Actual)		
BOP Facilities					
Starting Capacity	132,803	134,470	135,232	135,898	136,087
Additional Approved/Planned	1,667	762	666	189	1,056
Subtotal Capacity	134,470	135,232	135,898	136,087	137,143
Pop. Projection	165,134	156,266	154,055	157,517	159,396
Percent Overcrowded	23%	16%	13%	16%	16%
Contract	40,589	35,904	31,562	32,271	32,656
Percent Contract	19.7%	18.7%	17.0%	17.0%	17.0%
Total Federal Prison Population	205,723	192,170	185,617	189,788	192,052

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

Over the past few years the inmate population has decreased significantly, such that today BOP’s crowding and staffing levels are much more manageable. The FY 2017 reduction in the inmate population decreased crowding in BOP’s prisons to 13 percent, the lowest it has been in decades. The size of the federal prison population and its related cost is a function of many factors, including the nation’s crime levels, federal sentencing laws, and law enforcement policies, many of which are beyond the control of the BOP.

C. Inmate Programs

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

Each year, nearly 44,000 federal inmates return to their communities. Most need job skills, vocational training, education, counseling, and other assistance such as treatment for substance



use disorders, anger management, parenting skills, and linkage to community resources for continuity of care for successful reentry into society.

Substance Abuse Treatment

The BOP's substance abuse strategy includes a required drug education course, non-residential drug abuse treatment, residential drug abuse treatment, and community transition treatment. The Violent Crime Control and Law Enforcement Act of 1994 requires the BOP to provide residential drug abuse treatment to all inmates who volunteer and are eligible for the program. Inmates are strongly motivated to participate because certain non-violent offenders who successfully complete all components of this recidivism-reducing program are eligible for a sentence reduction of up to one year. The BOP was able to provide appropriate substance abuse treatment to 100 percent of eligible inmates in FY 2017, with over 16,600 inmates participating in Residential Drug Abuse Treatment.

Work Programs

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

In addition to these BOP work assignments, Federal Prison Industries (FPI or trade name UNICOR) provides inmates the opportunity to gain marketable work skills and a general work ethic -- both of which can lead to viable, sustained employment upon release. It is one of the BOP's most successful correctional programs, as it has been proven to reduce recidivism by 24 percent. FPI also keeps inmates productively occupied and reduces the likelihood of misconduct.

Education, Vocational Training, and Occupational Training

The BOP offers a variety of programs for inmates to enhance their education and to acquire skills to help them obtain employment after release. Institutions offer literacy classes, English as a Second Language, adult continuing education, and vocational training. The BOP requires inmates without a high school diploma to enroll in a literacy program. The BOP also provides curriculums to attain a General Educational Development credential.

Life Connections

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



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

Specific Release Preparation Efforts

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

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

Residential Reentry Centers

The BOP uses Residential Reentry Centers (RRCs) -- also known as community corrections centers or halfway houses -- to place inmates in the community prior to their release from custody in order to help them adjust to life in the community and find suitable post-release employment. These centers provide a structured, supervised environment and support job placement. As part of this community-based programming, some inmates are also placed on home confinement, which is statutorily limited to 10 percent of an inmate's sentence. Individuals confined to their homes are given strict schedules to maintain, adherence to which is telephonically or electronically monitored.

D. Challenges

For more than 80 years, the BOP has earned many accomplishments and faced extraordinary challenges. The challenges that can positively affect or impede progress toward achievement of agency goals are complex and ever changing. Factors that impact BOP include: general economic conditions, legislation, investigative and prosecutorial initiatives, health care, mental health, technology, and crime rates. The BOP continues to streamline operations and increase efficiency in order to operate as inexpensively and effectively as possible.

Technology

The BOP uses security technology to enhance safety and security in its prisons. Scanning technology and advanced metal detectors are used to help detect contraband (prohibited items not authorized to be brought into the prison) and prevent assaults on staff and inmates. Emerging technology like drones poses a unique threat to the BOP, in addition to other contraband technologies like cellphones.



Crisis Management

The potential for emergencies like influenza epidemics to natural disasters like hurricanes Harvey, Irma, Maria, Katrina and Sandy is always present. Each institution has emergency response plans in place (developed in cooperation with local, state, and Federal public safety agencies) that are practiced regularly and updated. Natural disasters are always unpredictable to a certain extent, so additional resources may be needed when a crisis arises. In response to the recent hurricanes the BOP activated the government's Emergency Support Function (ESF), by providing staff and resources to assist with public safety and security. The BOP deployed more than 160 staff members to Texas as part of this effort. This deployment included a 25-person Quick Reaction Team (QRT) from each of the BOP's regions, two Mobile Command Vehicles and Mobile Bunk Houses. The BOP staff were deputized and they provided security to multiple law enforcement agencies and thousands of families affected by the storm and responded to medical emergencies.

Activation Challenges

The Fiscal Year 2018 President's Budget request included additional funding in the base for the continued activation of the Thomson facility. Since the FY 2018 Appropriation is not yet enacted, there remains an uncertainty for continued ramp-up of Thomson Facility. The BOP requested \$80 million of funding in FY 2018 for activation-related costs, including staffing, equipment, vehicles, office and medical supplies, food, and inmate clothing, among other necessities. Not receiving funding in a timely manner will result in delayed staff hires and incomplete or phased activation.

Medical Staffing

Providing medical care to inmates continues to be a major portion of the BOP's overall spending, and is an area that the BOP monitors closely to contain overall cost. In addition to rising medical costs, the BOP is facing shortages in medical staffing, as described in the Department of Justice, Office of Inspector General report issued in March 2016. The report found that recruitment of medical professionals was one of the BOP's greatest challenges and that staffing shortages (a) limit inmate access to medical care, (b) result in an increased need to send inmates outside the institution for medical care, (c) contribute to increases in medical costs, and (d) can affect prison safety and security.

Factors that contribute to medical staffing challenges are myriad, but three factors are notable. First, the majority of medical school graduates choose medical specialty fields over primary care careers; however, the Bureau overwhelmingly needs primary care physicians and is competing with the broader health care industry for a small pool of new primary care graduates. Medical specialists have higher earning potential and results in a diminished pool of practicing primary care physicians. Secondly, sister federal agencies (i.e. Veteran Health Administration, Department of Defense, National Institutes of Health, etc.) apply Title 38 compensation standards for higher salaries. The Bureau applies Title V compensation standards for all



professions other than psychiatrists, and consequently cannot compete with market salaries. Thirdly, the rural locations of many Bureau institutions results in limited local markets of health care professionals and a “hard sell” to attract these professionals to move their families to these remote locations. Even contracting medical services in remote communities is challenging, and can result in higher costs due to the need for transporting inmates with serious medical and mental health problems a further distance from the parent institution. The Bureau is constantly developing strategies to meet its medical staffing needs. Examples include increasing the number of U.S. Public Health Service health care professionals detailed to the Bureau, establishing correctional health care residency and student clinical rotation opportunities, and exploring the application of Title 38 to additional professional categories, etc.

Crowding at High Security Facilities

As the nation’s largest correctional agency, the BOP is responsible for the incarceration of over 184,400 inmates. As of December 21, 2017, system-wide, the BOP was operating at 14 percent over rated capacity; however, crowding remains a special concern at high security facilities, which are 24 percent over rated capacity. Rated capacity is the baseline used to calculate prison crowding, and is essential to managing the BOP’s inmate population to distribute the population throughout the system efficiently and equitably. The calculation for determining rated capacity involves stratified double bunking across all security levels and includes the following formulas: minimum and low security institutions at 100 percent double bunking; medium security institutions at 50 percent double bunking; and high security institutions at 25 percent double bunking.

There is a much higher incidence of serious assaults by inmates on staff at high and medium security institutions than at the lower security facilities.

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

MEDIUM SECURITY INMATES

- 79% have a history of violence;
- 60% have been sanctioned for violating prison rules; and
- 52% have sentences in excess of 8 years.

HIGH SECURITY INMATES

- More than 90% have a history of violence;
- 79% have been sanctioned for violating prison rules; and
- More than one out of every four inmates (29%) is affiliated with a gang.

Staffing

The BOP staff work around the clock, seven days a week. The BOP is a family and career-oriented agency, offering a broad range of exciting career opportunities in a work environment that promotes integrity, diversity, and professional development.



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

BOP employees are considered "correctional workers first," regardless of the position to which they are assigned. Because all non-custody staff are correctional workers, they can perform programmatic functions (such as those of an educational instructor) without the added presence of a Correctional Officer. The BOP's operational maxim also allows non-custody staff to assume the duties of Correctional Officers during inmate disturbances, or because of long or short-term custody staff shortages.

All BOP staff are trained to work with inmates, respond to emergencies, and follow security procedures. The situational awareness and diligence of BOP staff are the foundation of safety and security within BOP institutions, and are key to protecting the public. When an insufficient number of Correctional Officers is available to cover an institution's mission critical custody posts on any given day, institution staff make up the



difference by assigning non-custody officers (a practice termed "augmentation"), authorizing overtime, or, if no other alternative exists, leaving posts vacant. When BOP institution managers use augmentation, the normal duties performed by the augmenting staff may be curtailed or delayed, thereby interfering with the BOP's ability to provide some inmate programs.

High Profile Inmates and Radical Ideologies

In the years following September 11, 2001, the government's focus turned toward expanding its efforts to safeguard the American public from terrorism and increasing its national security intelligence and enforcement capabilities. The BOP's work has taken on significantly greater risks with the incarceration of high-profile terrorists inmates and suspects such as: Naser Abdo, Umar Abdulmutallab, Nazih al Raghie (Anas al-Libi), Waad Alwan, Mohanad Hammadi, Lawal Babafemi, Khalid al-Fawwaz, Adel Bary, Mostafa Mostafa (abu Hamza al Masri), Rezwan Ferdaus, Sulaiman Ghaith, Adis Medunjanin, Aafia Siddiqui, and Dzhokhar Tsarnaev.



The BOP has taken several steps to ensure that federal prisons are not used to recruit terrorists or spread extremist ideologies within the U.S. prisons. The BOP staff monitor and record all telephonic communication of inmates who have a history or nexus to terrorism, and they work closely with the FBI, the National and Local Joint Terrorism Task Forces, and other agencies to exchange intelligence with our law enforcement partners.

Cost Containment

While the Department faces the challenge of maintaining safety and security in the federal prison system, it must also look for ways to contain ballooning costs. As the costs to operate and maintain the federal prison system continue to grow, less funding will be available for the Department's other critical law enforcement and national security missions, making effective management of the federal prison system a significant challenge for the Department.

The Department must isolate the chief drivers of these costs and consider innovative solutions that might help to contain them. As mentioned in FY 2016 OIG management challenges report, inmate medical costs are a major factor in the BOP's overall rising costs and thus the BOP continues to monitor the area closely.

E. Best Practices

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

The BOP has maintained an unqualified opinion on the Financial Statements Audit since 1999.

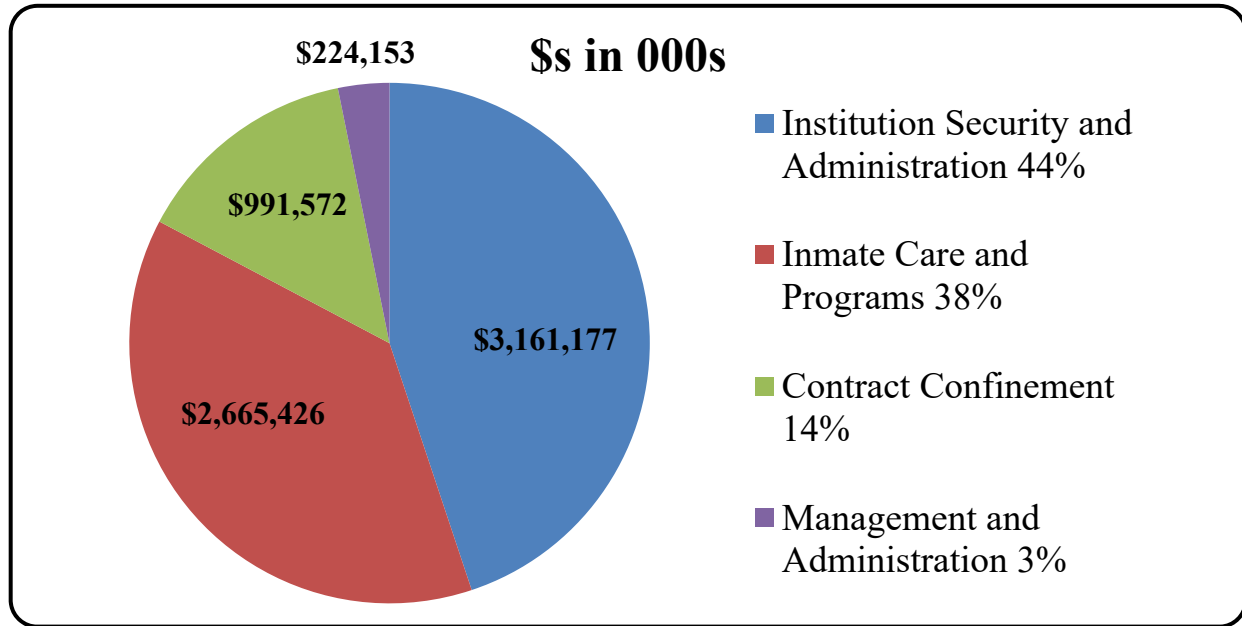
F. Full Program Costs

FY 2019 Total Bureau of Prisons Request by Decision Unit

In FY 2019, the BOP is requesting a total of \$7,042,328,000 with 35,786 FTEs and 36,016 positions for its S&E appropriation.



FY 2019 Budget Request by Decision Unit



The total costs include the following:

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

Both performance and resource tables within each decision unit justification define the total costs of achieving the strategies the BOP will continue in FY 2019.

Inmate Care and Programs: \$2,665,426,000

Institution Security and Administration: \$3,161,177,000

Contract Confinement: \$991,572,000

Management and Administration: \$224,153,000

G. Environmental Accountability

Energy Performance Contracting

The BOP continues its progress of improving environmental and energy performance. The BOP is aggressively pursuing energy performance contracting finance mechanisms permitted by Executive Order 13693. Thirty-five energy performance contracts have been initiated over the last five years, with projects awarded at twenty-three BOP institutions through FY 2017. As part of these projects, the BOP is implementing green initiatives such as solar power, wind turbines, biomass boilers, geo-thermal systems, lighting upgrades, water conservation retrofits, heating and cooling equipment replacement, and many other energy saving measures.



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

- DOE Small Team Award for the FCC Victorville Project
- Presidential Award for Leadership in Federal Energy Management
- GSA Award for the "Greening of Prisons"
- DOJ Energy and Environmental Awards to USP Hazelton and FCC Victorville
- Directors' Award Recognition for the Presidential Performance Contracting Challenge

Since FY 2012, 23 institutions have received energy performance contracts, including the Administrative United States Penitentiary (AUSP) Thomson, IL; United States Penitentiary (USP) Marion, IL; Federal Correctional Institutions (FCI) Beckley, WV; Cumberland, MD; Danbury, CT; Manchester, KY; Otisville, NY; Waseca, MN; El Reno, OK; Fort Worth, TX; Fort Dix, NJ; Ashland, KY; Milan, MI; Federal Prison Camp (FPC) Alderson, WV; Duluth, MN; Federal Medical Center (FMC) Rochester, MN; Carswell, TX; Lexington, KY; Federal Correctional Complex (FCC) Coleman, FL; Butner, NC; Metropolitan Detention Center (MDC) Brooklyn, NY; Federal Detention Center (FDC) Philadelphia, PA; and Correctional Institution (CI) Taft, CA. The combined square footage for the 23 institutions included over 14 million square-feet. The implemented Energy Conservation Measures (ECMs) have had a significant impact on the agency's reduction goals for water and energy consumption. The contracts included measures implementing water management, lighting enhancements, sub-meter integration, building automation upgrades, HVAC measures, refrigeration improvements, building envelope, and central plant improvements to include boilers, chillers, and cooling towers. Water conservation measures implemented under the PPCC had a significant impact in reducing the agency's water consumption in fiscal year 2017 with a reduction of 241 million gallons.

LEED Buildings

The Leadership in Energy and Environmental Design (LEED) Green Building Rating System is the nationally accepted benchmark for design, construction, and operation of high performance sustainable buildings. As part of this certification, these assets received points for a sustainable site, water efficiency, energy/atmosphere, materials/resources, indoor air quality and innovative designs. The BOP was one of the first to embrace sustainable design as early as 2002 under Executive Order 13123 working with FEMP of the DOE. The newer FCI in Butner, NC is one of the first prisons in the country to be LEED "Certified." The Aliceville, AL FCI for women achieved a Silver Rating under the LEED program, which was the first LEED Silver Rating earned for one of the BOP's new institutions. FCI Hazelton, WV received a LEED "Gold" Rating, which was also a first for the BOP. Most recently, USP Yazoo City, MS received a LEED "Silver." Future new prisons will be developed to reach a minimum level of "Silver."

As a leader in correctional design, and striving for compliance with mandates such as EPACT-2005, EISA-2007, EO-13693 and the Guiding Principles, BOP studied the process by which we



could achieve self-sustaining facilities by the year 2030. To achieve this goal of Net-Zero Energy Buildings (Net-ZEB), BOP continues to incorporate sustainable technologies as they present themselves. Examples include Energy Recovery, Rain Water Harvesting, Geothermal Heat Exchange, and High Performance Systems

Energy Conservation

In addition, the BOP is also pursuing energy conservation and greening projects via non-traditional methods. After years of work at FCC Allenwood, the BOP signed a contract with Lycoming County to purchase electricity produced from landfill methane gas. The methane plant supplies FCC Allenwood with over 25,000 MWh of renewable electric power, approximately 85 of the institution's electric consumption. This project has increased county revenue, reduced greenhouse gas emissions, and provided affordable electricity to the federal prisons.

In an effort to conserve energy system-wide, the BOP implemented an Energy Conservation Initiative in 2006. This initiative employs integrated design principles to optimize energy performance and operational changes. As part of this initiative, the BOP reduced the consumption of electricity, natural gas, fuel oil, gasoline, and water.

Recycling

The BOP continues to work at growing its existing recycling program. As of December 31, 2017, the BOP diverted approximately 42.6 percent of its solid waste from landfills and 97.6 percent of construction and demolition debris. The total solid waste landfill poundage was 143,564,505. Recycled poundage was 106,473,663, including composted waste and waste-to-energy. The total construction and demolition debris landfill poundage was 5,136,826 and recycling poundage, including waste-to-energy was 211,873,987. The BOP continues to strive to achieve a 50 percent solid waste landfill diversion. Data is collected each quarter from all sites to monitor progress. A new initiative to match up institutions that have found vendors for difficult to recycle items with those looking to recycle those items was undertaken. The initiative is still in the implementation phases; however, it has resulted in increased recycling of difficult items.

Water Conservation

Water reduction challenges for the BOP continue to be a high priority. The current method of measuring for water reduction is gallons per square feet. It is difficult to achieve reductions in water usage due to the nature of the environment and the large consumption that prisons demand. In an effort to achieve current Executive Orders and Mandates concerning water conservation, the Agency's Director issued a "Water Conservation Initiative" memorandum on March 5, 2012. The memorandum outlined water conservation requirements; to include monthly monitoring of water use, and new reporting obligations. The BOP continues implementation of water reduction measures in energy performance contracts and the use of water efficient products where feasible.

Together, these efforts reduced the BOP's water use by 241 million gallons of water from fiscal year 2016 to fiscal year 2017.

II. Summary of Program Changes

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

<u>Item Name</u>	<u>Description</u>	<u>Pos.</u>	<u>FTE</u>	<u>Dollars</u> <u>(\$000)</u>	<u>Page</u>
Apprenticeship Initiative	Inmate Workforce Development Program	0	0	10,000	68

III. Appropriations Language and Analysis of Appropriations Language

Appropriation Language

The FY 2019 budget estimates include proposed changes in the appropriation language listed and explained below. New language proposed for FY 2019 is italicized.

Federal Prison System

Salaries and Expenses

For necessary expenses of the Federal Prison System for the administration, operation, and maintenance of Federal penal and correctional institutions, and for the provision of technical assistance and advice on corrections related issues to foreign governments, \$7,042,328,000: Provided, That the Attorney General may transfer to the Department of Health and Human Services such amounts as may be necessary for direct expenditures by that Department for medical relief for inmates of Federal penal and correctional institutions: Provided further, That the Director of the Federal Prison System, where necessary, may enter into contracts with a fiscal agent or fiscal intermediary claims processor to determine the amounts payable to persons who, on behalf of the Federal Prison System, furnish health services to individuals committed to the custody of the Federal Prison System: Provided further, That not to exceed \$5,400 shall be available for official reception and representation expenses: Provided further, That not to exceed \$50,000,000 shall remain available for necessary operations until September 30, 2020: Provided further, That, of the amounts provided for contract confinement, not to exceed \$20,000,000 shall remain available until expended to make payments in advance for grants, contracts and reimbursable agreements, and other expenses: Provided further, That the Director of the Federal Prison System may accept donated property and services relating to the operation of the prison card program from a not-for-profit entity which has operated such program in the past, notwithstanding the fact that such not-for-profit entity furnishes services under contracts to the Federal Prison System relating to the operation of pre-release services, halfway houses, or other custodial facilities.. Note. A full-year 2018 appropriation for this account was not enacted at the time the budget was prepared; therefore, the budget assumes this account is operating under the Continuing Appropriations Act, 2018 (Division D of P.L. 115-56, as amended). The amounts included for 2018 reflect the annualized level provided by the continuing resolution.

Analysis of Appropriation Language

No substantive language changes are proposed.



V. Program Activity Justification

A. Inmate Care and Programs

Inmate Care and Programs	Direct Pos.	Estimate FTE	Amount
2017 Enacted	13,636	13,336	2,625,439
2018 Continuing Resolution	13,585	12,451	2,608,747
Adjustments to Base and Technical Adjustments	-415	-329	46,679
2019 Current Services	13,170	12,122	2,655,426
2019 Program Increases	0	0	10,000
2019 Request	13,170	12,122	2,665,426
Total Change 2018-2019	-415	-329	56,679

1. Program Description: Inmate Care and Programs

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

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

The following chart provides estimated funding (dollars in thousands) amounts for key programs funded in Inmate Care and Programs decision unit:

Program Area	FY 2016 Actuals	FY 2017 Actuals	FY 2018 Estimates	FY 2019 Estimates
Food	\$407,537	\$394,908	\$396,067	\$401,187
Medical	\$1,194,451	\$1,178,957	\$1,182,416	\$1,225,653
Unit Management	\$480,347	\$473,178	\$473,977	\$468,822
Drug Treatment	\$116,802	\$117,014	\$117,947	\$117,947
Education	\$141,194	\$137,171	\$137,573	\$148,335
Psychology Services	\$72,118	\$73,762	\$73,978	\$74,757
Chaplaincy Programs	\$47,390	\$47,838	\$47,978	\$48,149



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

a. Medical Services (Inmate Health Care)

Medically Necessary Care. The BOP delivers medically necessary health care to all offenders housed in BOP-managed facilities. Each BOP facility has a health services clinic that offers a standardized scope of services to meet basic health needs and a supplemental comprehensive medical services contract to deliver specialized care at community facilities. Onsite services include:

- Health screening on admission to identify infectious conditions, urgent medical and mental health needs including suicide risk, and medications to be continued for ongoing conditions
- Comprehensive medical history and physical exam to identify underlying infectious, chronic and behavioral health needs including risk assessment, diagnostic testing and treatment plans
- Sick call triage and episodic visits to assess, diagnose and treat short-term health problems (e.g., respiratory infections, musculoskeletal pain, headaches, etc.)
- Chronic care clinics to manage long-term diseases (e.g., diabetes, asthma, and congestive heart failure) through recurring assessments and long-term therapeutic regimens
- Preventive health visits to screen for underlying chronic conditions and immunize against transmission of preventable infectious diseases
- Long-term nursing care to manage seriously ill offenders needing help to perform activities of daily living
- Rehabilitative care to regain or maintain optimal physical and mental health function
- Oral health care to assess, diagnose, treat and prevent dental cavities and oral diseases that interfere with proper nutrition or manifest as complications of underlying medical conditions

Seven BOP facilities are medical centers that house both seriously ill and general inmates. Specialty services provided include:

- Dialysis services for offenders having chronic renal failure
- Oncology (cancer) treatment services, i.e. chemotherapy and radiation therapy
- Inpatient and forensic mental health



- Surgery services, i.e. limited orthopedic and general surgery procedures
- Prosthetics and orthotics
- Long-term ventilator-dependent management
- Dementia care
- End-of-life care

Health Care Personnel. The BOP employs or contracts licensed and credentialed health care clinicians, technicians, health administration experts and ancillary support staff to deliver its scope of services. Employees emanate from two personnel systems: The majority of employees are civil servants and the remaining are Commissioned Corps Officers in the U.S. Public Health Service detailed to the BOP per an interagency agreement. All BOP employees and contractors meet OPM standards for qualifying education and experience as well as continuing education requirements.

Health Care Challenges. The BOP has a statutory mandate to provide basic medical and mental health care funded through its annual Congressional budget allocation. Determining what constitutes medically necessary care requires a constant review of evidence-based prevention and treatment practices, and delivery of services that balance efficacy of care and quality of life both during incarceration and in preparation for release to the community. Some of the more urgent and impactful challenges facing the BOP are listed below.

- **Treatment of Offenders Having Chronic Hepatitis C Infection.** The BOP has nearly 20,000 offenders with hepatitis C virus (HCV) infection, most of whom have not had HCV treatment. In the past, the cost for a standard 48-week treatment regimen has been approximately \$6,600 per inmate. However, in 2014, new drugs were developed that allowed HCV to be essentially cured, but drove the cost of treatment up exponentially. The BOP treated 240 inmates in FY 2015 for a total cost of \$13.6 million, an average of \$57,000 per inmate. In FY 2016, the BOP treated 327 inmates for a cost of \$14 million, an average of \$43,000 per inmate. In FY 2017, the BOP treated 904 inmates for a cost of \$28 million; an average cost of \$31,000 per inmate. New pan-genotypic medications have been approved for treatment, which will create more price competition within these medications. Additionally, the BOP recently obtained voluntary price reductions for these HCV medications, which may bring the average cost down to below \$16,000 per inmate for a 12-week treatment. The BOP's treatment goal for FY 2018 is 1,500 inmates.
- **Treatment of Offenders Having HIV Infection.** The BOP has over 1,400 inmates being treated for HIV infection. The cost to provide these patients with antiretroviral medications is responsible for 28 percent to 30 percent of BOP medication expenditures, \$30.4M in FY 2016 and \$31.1M in FY 2017. The Department of Health and Human Services Panel of Antiretroviral Guidelines recommends that all patients with HIV infection receive antiretroviral therapy. Newer medications are continually being developed in order to provide treatment regimens with fewer side effects, a lower pill burden, and a higher barrier to developing viral resistance. The diversity of genotypes and resistance patterns along with rapidly changing treatment



recommendation creates a challenge for the BOP to provide cost-effective care to this population.

- **Management of Offenders with Transgender Needs.** Offenders who self-identify as transgender are individually assessed for psychosocial and medical needs. Areas of concern include appropriate housing, clothing, grooming, showering, and access to gender-appropriate general store (commissary) items as well as targeted psychological and medical care. Transgender offenders may require individual counseling and emotional support. Medical care may include pharmaceutical interventions (e.g., cross-gender hormone therapy), hair removal and surgery (if individualized assessment indicates surgical intervention is applicable). BOP has approximately 345 self-identified transgender offenders, but this subpopulation is expected to grow in number and demand for resources.
- **Continuity of Care during Community Reintegration.** Health Services Division provides inmate programs and services that develop social competency and meet basic social and health needs during incarceration, but also it provides transitional links that bolster successful reintegration into the community. This includes assisting offenders to enroll in government benefit programs, identifying provider networks that offer needed health services, and developing discharge plans that document continuity of care needs.
 - *Expansion of Social Work Services.* BOP acts as a health and social services safety net for a subpopulation of federal offenders. They may lack the knowledge and skills to navigate community resources and access basic life-sustaining services. The variation in community systems and programs make it difficult to standardize training for releasing offenders. The BOP is expanding its professional social work services to increase linking offenders to government benefit programs (e.g., Social Security Disability Insurance, veterans' benefits, Medicare and Medicaid programs, etc.) and health care networks to continue requisite medications and treatment plans.
 - *Medication Assisted Treatment for Offenders Having Opioid Use Disorder.* Medication Assisted Treatment (MAT) for offenders at risk for opioid use disorder reintegrating into the community has been a focus of the BOP in partnership with the White House Office of National Drug Control Policy (ONDCP). The BOP sponsored a field trial that provides evidence-based pre- and post-release therapy (Vivitrol™) for targeted at risk offenders entering a Residential Reentry Center (RRC). The BOP is planning a staged expansion of the MAT program beginning in FY 2018 for approximately 160 offenders releasing to the Boston, Massachusetts area. The BOP also developed and implemented mandatory training for all physicians and dentists that prescribe opioids as part of the national White House initiative to reduce opioid over-prescribing. Finally, the BOP is implementing a program to allow access and administration of naloxone by all BOP staff in situations involving possible



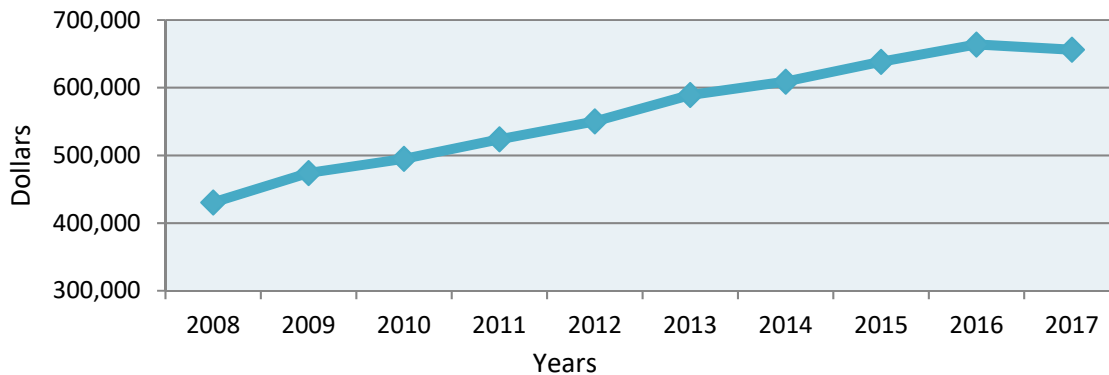
opioid overdoses. Mandatory naloxone administration training will be part of this program.

- *Participation in the National HIV/AIDS Strategy.* DOJ is designated as one of six executive agencies responsible for implementing the National HIV/AIDS Strategy at the federal level. The Strategy focuses on three overarching goals: reducing the number of new HIV infections, increasing access to care for people living with HIV, and reducing HIV-related health disparities. The BOP has expanded efforts to test and treat HIV-infected offenders during incarceration, and is engaged with other federal agencies to sustain successful management by having pharmacy and social work professionals connect releasing offenders to community programs that provide expensive life-saving medication regimens.
- **Compassionate Release of Terminally Ill, Severely Debilitated, or Elderly Offenders with Medical Conditions.** The BOP is authorized to submit a request for compassionate release to the courts for extraordinary or compelling circumstances. BOP categories for Compassionate Release / Reduction in Sentence (RIS) based on medical or mental health conditions include terminal illness, severely debilitated, and elderly (65 or older) with medical conditions. Specific criteria have been established to determine if an inmate meets eligibility requirements for this program. In addition to meeting specific medical criteria, offenders must have detailed discharge health plans outlining continued care in the community and meet stringent security requirements to be eligible.
- **Aging Offender Population.** The average age of offenders in BOP-managed facilities is 41 years and average length of sentence is 128 months. The average age of offenders in BOP facilities has increased by 8 percent over the past decade. Approximately 45 percent of offenders have multiple chronic conditions that, despite management with medications and other therapeutic interventions, will progress and may result in serious complications. As offenders age in place, demands on health resources will likely increase proportionately.
- **Continued transformation of pharmacy services.** Over the past few years, pharmacist clinical programs have expanded to provide additional patient care through the use of Collaborative Practice Agreements (CPAs). These services have resulted in significant cost avoidance for the BOP through improved efficiencies of physician services and improved patient outcomes resulting in decreased patient care costs.

Health Care Cost Containment. The BOP's medical care costs are growing at an unsustainable rate (see chart below for non-salary medical cost). The BOP has developed several strategic initiatives and operational systems designed to contain health care costs.



Actual Inmate Medical Costs (Dollars in thousands)



- Strategic Cost Containment Initiatives:
 - Medical Contracting Models.
 - The BOP is exploring the feasibility of regional comprehensive medical services contracts that serve a multi-state catchment area. The regional contracts would potentially serve not only BOP facilities, but also Residential Reentry Centers (RRC) that lack contracted health services. RRC residents often use local emergency rooms in lieu of primary care clinics.
 - The BOP expects to award a Pharmacy Benefit Management (PBM) contract for inmates housed at RRCs in FY 2018. Currently, offenders' pharmaceutical costs are paid at community rates. The implementation of a PBM contract will improve continuity of care as well as control costs for pharmaceuticals.
 - Prime Vendor Program for Medical/Surgical Supplies. In conjunction with the OMB Strategic Sourcing Leadership Counsel's goal of leveraging cost containment through volume purchasing (Prime Vendor Program), the Veterans Administration added the BOP to its newly awarded contract (i.e. Medline, Inc.) for its medical/surgical supplies Prime Vendor Program. The Bureau now participates in both Prime Vendor Programs for pharmaceuticals and medical supplies.
- Operational Cost Containment Systems:
 - Pharmacy Management. Pharmaceutical costs in the United States rise yearly as new drugs are developed and market forces favor manufacturers. The BOP contains costs through several best practices:
 - The BOP participates in strategic sourcing initiatives by leveraging the combined purchase requirements with the Department of Veterans Affairs, Department of Defense, and Indian Health Service. These initiatives include joint procurement of pharmaceutical standardization contracts. Additionally, the BOP seeks opportunities to acquire voluntary price reductions from manufacturers below statutory Federal supply schedule pricing.



- The BOP uses a tightly controlled National Drug Formulary that favors generic drugs.
 - The BOP leverages the Prime Vendor Program to purchase medications at the current discount of 9.15%.
 - The BOP adheres to recommendations of the National Pharmacy & Therapeutics Committee, which researches drug efficacy and safety.
- Telehealth Services. The BOP leverages telehealth services to deliver specialty medical services to remote locations. Delivery of health services through the BOP's Wide Area Network (WAN) takes many forms.
- BOP medical centers contract large hospital vendors to conduct specialty medicine clinics via telehealth reducing cost and security risks associated with escorted trips to community facilities.
 - FMC Lexington contracted with the University of Kentucky Medical Center for 26 specialty telemedicine clinics.
 - USMCFP Springfield contracted with Mercy Hospital, Springfield, MO for more than 30 specialty telemedicine services.
 - Through telehealth services, BOP providers are able to deliver specialty medical services to remote locations.
 - BOP psychiatrists remotely manage psychotropic medications for inmates at 4-5 sister institutions.
 - The BOP dermatologist consults with all institutions to assess need for services delivered in the community versus services delivered at institutions.
 - BOP dietitians and diabetes educators consult with all institutions.
 - BOP Regional Medical Directors conduct chronic care visits in their regional institutions.
 - BOP clinicians working at complexes conduct chronic care and follow-up visits across facilities via telehealth to optimize efficiency.
- Health Information Technology. The BOP continues to develop and deploy automated health information management systems that meet interoperability and security requirements issued by the Office of the National Coordinator (ONC) for Health Information Technology. The BOP recently launched a laboratory information system that helps reduce medical errors and expedites availability of lab results for timely clinical decisions and care. BOP needs continual investment in automated health information management systems to facilitate the exchange of information as inmates transfer within the BOP and transition to the community.
- Levels of Care. The BOP assigns each inmate and each BOP facility a care level (i.e., care level 1 is essentially healthy; care level 2 is stable chronic conditions; care level 3 is chronic conditions with manageable complications; care level 4 is need for continuous nursing care). This medical classification system enables BOP to allot its resources to better manage inmates' medical and mental health needs.



- Catastrophic Care Management. The BOP monitors hospitalized inmates and tracks catastrophic costs to closely manage care and expedite transfers to BOP medical centers when feasible. 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.
- Medical Claims Adjudication. The BOP contracts with a medical claims adjudication vendor to review claims for duplicate billing, claims for services not requested or not appropriate for the stated diagnoses, and local market rates for physician and facility charges. Contracting for medical claims adjudication enables the BOP to identify patterns of fraud, waste, and abuse.
- Utilization Review. The BOP requires every institution to implement a utilization review process to assure that only medically necessary care is provided. Health care staff uses an automated utilization review program to provide a clinical decision-making system of criteria that differentiates what is medically necessary from what is potentially elective care.
- Data Analytics. Managing data for performance and effectiveness. The Health Services Division is investigating strategies for harvesting and structuring organizational data and using the data to empower executive decision making to improve health and financial outcomes.

b. Food Services



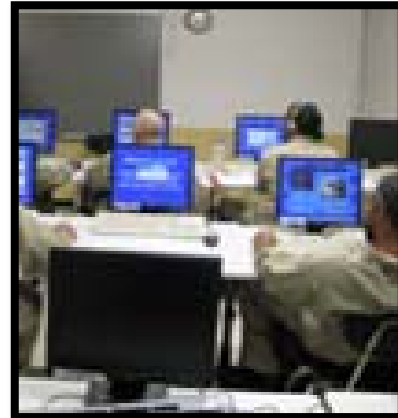
Since 2008, the BOP has used a national menu, approved by BOP Executive Staff, to be served agency-wide for standardization of food service operations. The national menu, which includes the approved menu, standardized recipes, and product specifications, is used for food procurement, preparation and meal service at all institutions. The national menu is reviewed at least annually to assess responsiveness to eating preferences, operational impact, product pricing, and nutritional content. Following the annual menu update and before implementation, a nutritional analysis is conducted by a registered dietitian to ensure the menus consider the Dietary Reference Intakes for groups published by the Food and Nutrition Board of the National Academy of Sciences.

Meal preparation is accomplished primarily by inmate workers (about 12 percent of the population) under the supervision of staff. The BOP estimates in FY 2019 it will serve approximately 175 million meals, which is nearly 479,000 meals per day and over 3.33 million meals per week.



c. Education and Occupational Training

Inmate education programs include literacy, English-as-a-Second Language (ESL), occupational education, advanced occupational education (AOE), 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. As of October 2017, 32 percent of the designated inmate population was enrolled in one or more education/recreation programs. The BOP's Office of Research¹ 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 with confirmed orders of deportation), the BOP requires inmates without a verified high school diploma or General Educational Development (GED) credential to enroll in a literacy program. There are approximately 16,000 inmates enrolled in high school equivalency programs. Curriculums are designed to teach the knowledge and

skills needed for inmates to progress from basic literacy through attainment of the GED credential. The implementation of the Violent Crime Control and Law Enforcement Act (VCCLEA) and the Prison Litigation Reform Act (PLRA), mandates that inmates with needs must participate and make satisfactory progress in the literacy program to vest their good conduct time (VCCLEA), or be eligible to earn the full amount of good conduct time. Since the implementation of these acts in November 1997, the demand for literacy program instruction has increased, leading to a wait list of approximately 16,000 inmates. In FY 2017, 2,667 inmates attained the GED credential. In FY 2014, the agency purchased (\$7.95 million) standardized curriculum for students functioning at the 6th grade thru 12th grade level. 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)

¹ Prison Education Program Participation and Recidivism: A Test of the Normalization Hypothesis (1995).



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

Other work preparation activities are also offered, including mock job fairs, and resume preparation courses. In FY 2017, education and institution staff at all institutions conducted mock job fairs with representatives from local communities.



Adult Continuing Education courses are designed for inmates who have a desire to learn about a special area or address skill deficits (computer skills, English, mathematics, financial literacy, etc.). Recreation, sport, and leisure programs reduce inmate idleness, promote healthy life styles, and encourage the development of positive leisure time skills.



The BOP's Post Release Employment Study demonstrates that occupational training programs decrease recidivism. In FY 2017, nearly 13,000 inmates completed an occupational training program. Studies show that inmates who participate in these programs are 33 percent less likely to recidivate². 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.

d. 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 a psychological interview, social history review, and behavioral observations. 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

² The Differential Effect of Industries and Vocational Training on Post release Outcomes for Ethnic and Racial Groups: Research Note. Corrections Management Quarterly, 5(4), 17-24. W. Saylor and G. Gaes (2001).



the inmates and provide information about these programs. In addition, BOP psychologists have traditionally provided the courts, parole officials, and prison administrators with comprehensive psychological evaluations of offenders.

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

e. **Drug Abuse Treatment**

The BOP continues to develop evidence-based treatment practices to manage and treat offenders with histories of substance abuse. The BOP's strategy includes early identification through a psychology screening, drug education, non-residential drug abuse treatment, intensive residential drug abuse treatment, and community transition treatment.

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

Drug Abuse Education. Participants in the Drug Abuse Education course receive factual information on the relationship between drug use and crime -- the impact the substance abuse has on the inmate psychologically, biologically and socially, while also motivating inmates to volunteer for the appropriate drug abuse treatment programs. In FY 2017, over 22,000 inmates participated in Drug Abuse Education.

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

A second purpose of the program is to provide those offenders who have a moderate to severe drug abuse problem with supportive program opportunities during the time they are waiting to enter the RDAP, or for those who have little time remaining on their sentence and are preparing to return to the community. In FY 2017, more than 21,000



inmates participated in Nonresidential Drug Abuse Treatment; for FY 2018, a similar number of participants are projected.

Residential Drug Abuse Treatment. The Violent Crime Control and Law Enforcement Act (VCCLEA) of 1994 requires the BOP, subject to the availability of appropriations, to provide appropriate residential substance abuse treatment for 100 percent of inmates who have a diagnosis for substance abuse or dependence and who volunteer for treatment. More than half of the BOP's facilities operate a Residential Drug Abuse Program (RDAP), which are located in a separate unit, away from the general population. The RDAP is based on Cognitive Behavioral Therapy (CBT), wrapped into a modified therapeutic community model of treatment. CBT and therapeutic communities are proven-effective treatment models with inmate populations. In FY 2017, 16,641 inmates participated in Residential Drug Abuse Treatment. In FY 2018 and FY 2019, a similar number of inmates are projected to participate.

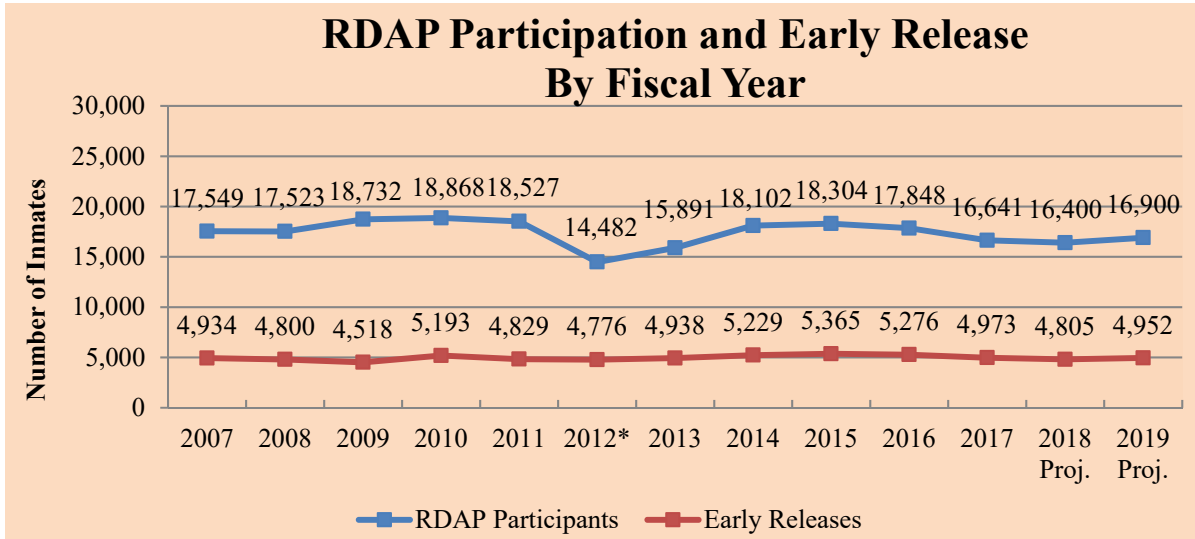
In coordination with the National Institute on Drug Abuse, the BOP conducted a rigorous three year outcome study of the residential drug abuse treatment program beginning in 1991. The results indicated that male participants are 16 percent less likely to recidivate and 15 percent less likely to relapse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

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

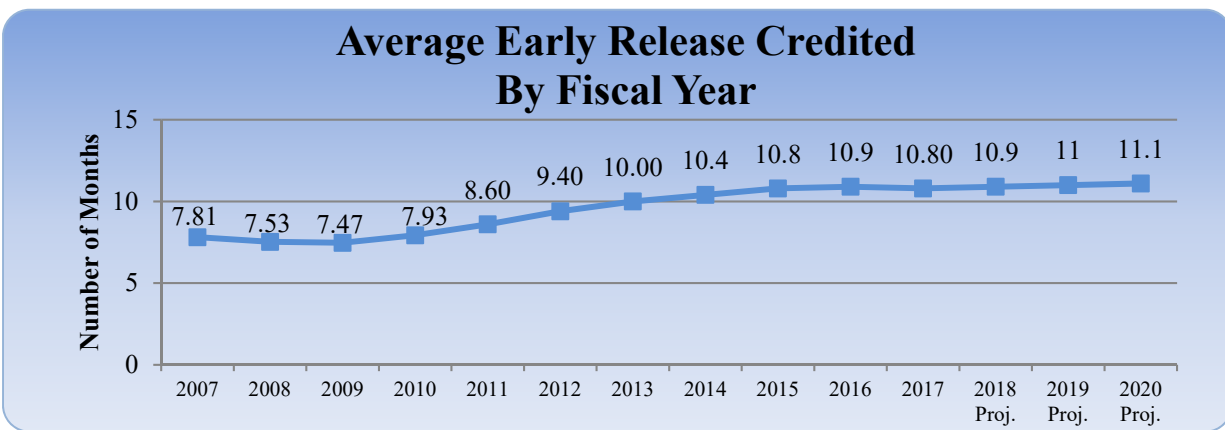
Community Treatment Services (formerly Community Follow-up Treatment) The Community Treatment Services Program (CTS), formerly known as Transitional Drug Abuse Treatment (TDAT) is the premier reentry effort of the Psychology Services Branch. CTS provides a comprehensive network of over 225 contracted community-based treatment providers serving approximately 15,000 inmates annually. This network of professionals consists of licensed individuals (e.g. certified addictions counselors, psychologists, psychiatrists, social workers, professional counselors, medical doctors, certified sex offender therapists, etc.) and specialized agencies resulting in a variety of services available in the community. In addition to providing drug treatment to Residential Drug Abuse Program participants, the BOP expanded services to include treatment for inmates with mental illness and sex offenders. Moreover, crisis intervention counseling for situational anxiety, depression, grief/loss, and adjustment issues is also available to inmates placed in Residential Reentry Centers (RRCs) or on home confinement.



The following charts show participation and early release information:



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





Residential Drug Abuse Treatment Programs and Locations (89):

NORTHEAST REGION

FCI Allenwood –L (PA)
FCI Allenwood – M (PA)
FCI Berlin (NH)
USP Canaan (PA)
FCI Danbury (CT)
FCI Elkton (OH)
FCI Fairton (NJ)
FCI Fort Dix 1 (NJ)
FCI Fort Dix 2 (NJ)
FPC Lewisburg (PA)
FPC McKean (PA)
FCI Schuylkill (PA)

MID-ATLANTIC REGION

FPC Alderson 1 (WV)
FPC Alderson 2 (WV)
FCI Beckley (WV)
USP Big Sandy (KY)
FCI Butner 1 (NC)
FCI Butner 2 (NC)
FCI Cumberland (MD)
FPC Cumberland (MD)
SFF Hazeton (WV)
FMC Lexington 1 (KY)
FMC Lexington 2 (KY)
FCI Memphis (TN)
FCI Morgantown 1 (WV)
FCI Morgantown 2 (WV)
FCI Petersburg - M (VA)
FCI Petersburg - L (VA)

SOUTHEAST REGION

FCI Coleman –L (FL)
USP Coleman II (FL)

FPC Edgefield (SC)
FSL Jesup (GA)
FCI Marianna (FL)
FCI Miami 1 (FL)
FCI Miami 2 (FL)
FPC Miami (FL)
FPC Montgomery 1 (AL)
FPC Montgomery 2 (AL)
FPC Pensacola (FL)
FPC Talladega (AL)
FCI Tallahassee (FL)
FCI Yazoo City (MS)

NORTH CENTRAL REGION

FPC Duluth (MN)
FCI Englewood (CO)
FPC Florence (CO)
FCI Florence (CO)
FPC Greenville (IL)
FCI Leavenworth (KS)
FPC Leavenworth (KS)
USP Marion (IL)
FCI Milan (MI)
FCI Oxford (WI)
FPC Pekin (IL)
FCI Sandstone (MN)
MCFP Springfield (MO)
FCI Terre Haute (IN)
FCI Waseca (MN)
FPC Yankton 1 (SD)
FPC Yankton 2 (SD)

SOUTH CENTRAL REGION

FCI Bastrop (TX)

FPC Beaumont (TX)
FCI Beaumont – L (TX)
FCI Beaumont – M (TX)
USP Beaumont (TX)
FPC Bryan (TX)
FMC Carswell 1 (TX)
FMC Carswell 2 (TX)
FCI El Reno (OK)
FCI Fort Worth 1 (TX)
FCI Forrest City - M (AR)
FCI Forrest City - L (AR)
FCI La Tuna (TX)
FCI Seagoville 1 (TX)
FCI Seagoville 2 (TX)
FPC Texarkana (TX)

WESTERN REGION

FCI Dublin 1 (CA)
FCI Dublin 2 (CA)
FCI Herlong, (CA)
FCI Lompoc (CA)
FCI Phoenix (AZ)
FPC Phoenix (AZ)
FCI Safford (AZ)
FCI Sheridan (OR)
FPC Sheridan 1 (OR)
FPC Sheridan 2 (OR)
FCI Terminal Island 1 (CA)
FCI Terminal Island 2 (CA)

Contract Facility

Rivers CI (NC)

Additional Residential Psychology Treatment Programs

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



The BRAVE Program. The BOP Rehabilitation and Values Enhancement (BRAVE) Program, a program for young offenders serving lengthy sentences, addresses institutional adjustment, antisocial attitudes and behaviors, and motivation to change. Currently BRAVE programs are located at FCI Beckley and FCI Victorville - Medium. Research results covering the first two years of the BRAVE program found inmates who completed the program reduced misconduct by 52 percent, when compared to similar inmates who did not participate in the BRAVE program.

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

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

- **Mental Health Step Down Units.** Mental Health Step Down Units provide intensive treatment for inmates releasing from psychiatric hospitalization and may also function to intervene before an inmate requires hospitalization. These residential programs are located at FCI Butner (males), USP Allenwood (males), and USP Atlanta (males).
- **The Skills Program.** The Skills Program is designed for inmates with significant cognitive limitations and social skills deficits that create adaptive problems in prison and in the community. These residential programs are located at FCI Coleman (males) and FCI Danbury (males).
- **The STAGES Program.** The Steps Toward Awareness, Growth, and Emotional Strength Program is designed to treat inmates who have a diagnosis of Borderline Personality Disorder and have a history of behavioral problems and/or self-harm. These residential programs are located at FCI Terre Haute (males) and USP Florence (males).
- **The Resolve Program.** The Resolve Program is a non-residential trauma treatment program for inmates. The program was originally developed to address the needs of female inmates with trauma-related mental illnesses, such as post-traumatic stress disorder. This program is located in 13 of the BOP's female institutions and in 2 male institutions – FCI Danbury and ADX Florence.

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



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

- The **Residential Sex Offender Treatment Program (SOTP-R)** is a high intensity program designed for high risk sexual offenders (ordinarily, inmates with multiple sex offenses, or a history of contact sexual offenses). The SOTP-R is offered at FMC Devens and USP Marion.
- The **Non-residential Sex Offender Treatment Program (SOTP-NR)** is a moderate intensity program designed for low to moderate risk sexual offenders. Many of the inmates in the SOTP-NR are first-time offenders serving a sentence for an internet sex crime. All SOMP institutions offer the SOTP-NR. SOTP-NR is available at 8 male institutions and 1 female institution.
- **Community Treatment Services** Inmates completing the SOTP-NR and the SOTP-R are expected to participate in **community** treatment services (if they receive community placement).

Since the implementation of the current program model in 2005, 1,293 inmates have completed a Sex Offender Treatment Program. Currently, there are 426 inmates participating in treatment, and 2,846 are awaiting placement in treatment. The Bureau has proposed the addition of two to four programs. However, hiring constraints and funding limitations have necessitated the deferral of the agency's plans for program expansion. Existing program resources have been deployed to maximize public safety and taxpayer value. Specifically, the Bureau ensures that programming slots are available for sexual offenders with moderate to high risk of re-offending.

Commitment and Treatment Program (CTP): The Adam Walsh Child Protection and Safety Act requires the BOP, Sex Offender Certification Review Branch, to review releasing sex offenders for possible certification as sexually dangerous persons. The BOP has designated FCI Butner as the facility where certified, post-sentence persons and civilly committed sex offenders will be transferred for treatment. Presently, there are 64 civilly committed sex offenders in the CTP, of these 30 are participating in the treatment program.

f. Chaplaincy Services

Chaplains

The BOP employs full-time chaplains in all institutions to accommodate the constitutional right to the free exercise of religion, manage religious programs, and provide pastoral care to inmates and staff. Chaplains routinely evaluate the needs of inmates in the institution and facilitate programs which address those needs. Chaplaincy Services departments offer programs directly related to spiritual development, community reentry, family relationships, personal responsibility, and basic religious instruction. Chaplains provide spiritual programs across the spectrum of faiths represented in the inmate population. Chaplains also train and familiarize staff regarding diverse religious beliefs and practices of inmates, while providing guidance for institution compliance with



the First Amendment and legal standard established by the Religious Freedom Restoration Act, and the Second Chance Act of 2007. The passage of the Second Chance Act of 2007 ushered in the opportunity to utilize mentors to assist in the reentry efforts of ex-offenders back to the community. Currently, 23 Mentor Coordinator positions have been allocated at Life Connections and Threshold Program sites to develop and expand the mentoring components of the programs.

Religious Volunteers and Contractors

Volunteers and contractors participate with chaplains in providing support to the many faith-based programs authorized to meet. Prior to any service rendered, religious volunteers and contractors have credentials verified and are screened through a national volunteer/contractor database to enhance institutional security. All religious volunteers and contractors are monitored consistent with their security clearance.

Religious Diet

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

Life Connections and Threshold Programs

The Life Connections and Threshold Programs offer inmates the opportunity to improve critical areas of their life within the context of their personal faith or value system. Both programs are open to inmates of all faith persuasions, including those who do not claim a religious preference, and who meet the participation criteria.

In FY 2002, the BOP established the Life Connections Program (LCP), an 18-month multi-faith residential program in five institutions. The institutions are FMC Carswell (TX), FCI Leavenworth (KS), FCI Milan (MI), FCI Petersburg (VA), and USP Terre Haute (IN).

The LCP provides opportunities for the development of the participating inmates' faith commitment, with a goal of providing the necessary life skills and tools for successful transition back to their respective communities. The LCP consists of a multi-phase program which instills values and character through a curriculum of personal, social and moral development. Two phases of mentoring,--incarceration and post-incarceration phase--are also provided to the LCP inmates. In addition, the program is being carried out in partnership with a broad spectrum of faith-based contractors, volunteers, and community organizations. As of November 30, 2017, 2,782 inmates have successfully completed the LCP and 429 inmates are currently participating in the program.

Inmates not eligible for the residential LCP have the opportunity to participate in the Threshold program. Threshold is a non-residential spiritual and values-based program taught by chaplains and volunteers over a six to nine month period. This program strengthens an inmate's institutional adjustment and community reentry efforts. In FY 2017, approximately eighty institutions offered the Threshold program.

The Life Connections and Threshold Reentry training course at the National Corrections Academy occurs on an annual basis for chaplains, Chaplaincy Services staff and Mentor



Coordinators.

Volunteer Services

The National Reentry Affairs Branch in the Reentry Services Division has oversight for the BOP's volunteer program. Reentry Affairs Coordinators manage volunteer services at their local institution, including: local recruitment, clearance and security compliance, training, file management, and recognition of volunteers. Volunteers provide an array of services – from one-on-one intensive mentoring and structured program and service delivery to transition support in the institutions, RRC's, and into the post-release phase. During FY 2017, over 9,300 volunteers provided services at BOP facilities during the year. There were also numerous other individuals who provided volunteer services such as employment seminars, family reunification activities, and mock job fairs.

g. **Occupational & Employee Health**

The BOP's major occupational and employee health responsibilities and initiatives include: Employee Health; Industrial Hygiene such as air quality, mold, asbestos exposure, and industrial processes; OSHA Recordkeeping; Workers' Compensation; Drug Free Work Place program; medical input into reasonable accommodation/medical leave/FMLA/LWOP; medical/psychological Fitness for Duty; and Pre-Employment Medical Assessments.

h. **Environmental & Safety Compliance**

- The Environmental and Safety Compliance Branch provides national oversight authority and staff assistance in three program areas: Environmental Compliance, Fire Protection., and Occupational Safety.
- The Environmental Compliance Section provides technical expertise throughout the agency for all issues and questions concerning the environmental management system (EMS). Often, this is accomplished by conducting environmental compliance and EMS audits at all facilities.
- The Fire Protection Section provides technical expertise throughout the BOP for all issues and questions concerning compliance with the National Fire Codes. In addition, this section provides oversight, coordination, evaluation, and monitoring of policy for all facilities fire protection and life safety projects.
- The Occupational Safety Section provides technical expertise throughout the BOP for all issues and questions concerning compliance with the Occupational Safety and Health Administration regulations. In addition, this Section conducts audits and provides staff assistance to facilities.
- Pursuant to the Homeland Security Presidential Directive 5 (HSPD-5) and the BOP's implementation of the National Incident Management System safety, officers serve as subject matter experts for any chemical, biological, radiological, nuclear, and explosive incidents.

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Additionally, the incident response section designs and implements “shelter-in-place” plans, decontamination protocols, and training for all facilities.



2. Performance and Resource Tables

Performance Materials will be provided at a later date.

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Performance Materials will be provided at a later date.



Performance Materials will be provided at a later date.



3. Performance, Resources, and Strategies

Performance Materials will be provided at a later date.

Federal Bureau of Prisons



Performance Materials will be provided at a later date.



Institution Security and Administration

Institution Security and Administration	Direct Pos.	Estimate FTE	Amount
2017 Enacted	22,993	23,802	3,129,075
2018 Continuing Resolution	22,194	23,106	3,154,953
Adjustments to Base and Technical Adjustments	-659	-566	6,224
2019 Current Services	21,535	22,540	3,161,177
2019 Request	21,535	22,540	3,161,177
Total Change 2018-2019	-659	-566	6,224

1. PROGRAM DESCRIPTION: Institution Security and Administration

This budget activity covers costs associated with Institution Security and Administration, Institution Maintenance, and Institution Staff Training.

For FY 2019, the BOP is requesting \$1.767 billion for Institution Security, \$672.1 million for Institution Administration, \$689 million for Institution Maintenance, and \$32 million for staff training.



a. Institution Security and Administration

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 with a variety of specialized populations, such as pre-trial, medical, mental health, and sex offenders. Based on BOP research, female offenders generally do not require the same degree of security as male offenders. Therefore, a modified classification system is used for female inmates. Females may also be placed in state and local facilities.

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

Within each institution, Correctional Officers are assigned to security posts that are primarily established on the basis of structural/visual considerations. The two basic categories of security are external security and internal security. External security consists of a walled or fenced perimeter supplemented by staffed security towers and/or armed mobile perimeter patrols. There is also razor wire strung between a double fence with high mast lighting to illuminate the perimeter, and highly technical equipment such as alarm systems, and video surveillance. Entrances through the perimeter are controlled by a series of gates, electrical and manual,



supplemented by metal detection systems and search procedures for weapon and contraband control. BOP has fully incorporated Closed Circuit Television technology in its institutions, 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 (five on weekdays, six 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 handled through the Inmate Disciplinary Process. Correctional staff members conduct investigations of the alleged misconduct and forward the findings to the Unit Discipline Committee. Depending on the seriousness of the charge, the Unit Discipline Committee will make a finding, or refer the report to the Discipline Hearing Officer for disposition. When practical, inmates have the opportunity to participate in, and present evidence at a due process hearing before findings are made. Inmates may appeal these decisions using the administrative remedy process.

Administrative Detention 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. Disciplinary Segregation provides for segregation of offenders found guilty of violations of rules through the Inmate Disciplinary Process.

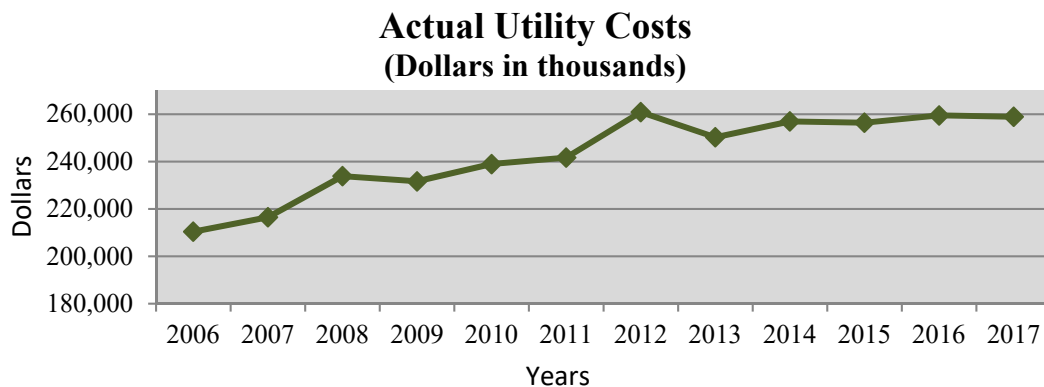
Investigative staff members continue to gather and share a wide variety of intelligence information and products with other law enforcement entities. Staff members are routinely forwarding counter terrorism intelligence data and referrals to the National Joint Terrorism Task Force; local Joint Terrorism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

b. Institution Maintenance

The Facility Maintenance program adequately maintains and safely operates the physical plants of BOP institutions. Facilities vary in age from those recently constructed to those 100 or more years old. Thirty-six of the BOP facilities are over 50 years old. As of December, 2017, BOP facilities are situated on 47 thousand acres of land and contain approximately 66 million square feet of floor area, all of which must be maintained and furnished with utility services. Each institution maintains communication systems including complete private automatic branch exchange telephone systems, radio systems including base station and mobile units, and several electronic detection and control systems.



Complex heating and air conditioning systems, high pressure steam power plants, sophisticated hospital equipment, emergency electrical power systems and fire protection, and life safety systems all require regular maintenance. The following graph illustrates the obligations for actual non-salary utility costs, with about \$260 million incurred in FY 2017.



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 that 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.

Inmate crews under staff supervision accomplish the work within the maintenance program almost entirely. 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.

c. Institution Staff Training

The Staff Training Academy (STA) at the Federal Law Enforcement Training Center (FLETC) in Glynco, Georgia, provides introductory and advanced correctional training for BOP law enforcement staff. The Introduction to Correctional Techniques (ICT) program is a five-week program for a total of 184 hours of instruction that is taught in two phases. Phase I consists of two-weeks of training at the institution and Phase II consists of a three-week training program at the STA.

The STA oversees the curriculum development and administration of the three week (104 hours) ICT Phase II course. ICT, Phase II consists of 76 hours of program instruction that covers



correctional supervision principles, national policy guidelines, interpersonal communication skills, offender characteristics, principles of diversity and inclusion, legal issues, self-defense techniques, hostage situations, ethics, special offenders, inmate discipline, practical exercises, physical abilities testing, and 28 hours of firearms training and certification with three different weapons. Successful completion of this program (academics, firearms, and the Physical Abilities Test) is required for continued employment of newly hired staff entering into law enforcement positions.

The STA provides advanced correctional skills training in disturbance control, firearms, bus operations, self-defense, baton, marksman/observer, and witness security escort. The Academy also provides training for trainers in cardiopulmonary resuscitation (CPR), automated external defibrillator (AED), disturbance control, firearms, self-defense, baton, and marksman/observer.

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

The MSTC (part of the National Corrections Academy along with the National Institute of Corrections) serves as host to large scale training events for most BOP disciplines as well as a focal point for collaboration in training development and delivery with other DOJ agencies. In late FY 2013, the BOP's Museum, which captures the BOP's rich history and traditions through various displays including documents, pictures, and artifacts, was moved to the National Corrections Academy, under the direction of the MSTC, to increase its availability to approximately 10,000 state, local, and federal correctional professionals that come to the NCA/MSTC annually.

To maximize the use of training funds, the MSTC develops and provides several alternatives to residential courses that include Distance Learning programs via web-based courses on BOP-Learn and videoconferencing. With the addition of various new technologies, the MSTC has improved capabilities in audiovisual services, video on demand, versatile classroom configurations, high-definition videoconferencing, and state-of-the-art classroom technologies.

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

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supervises and directs the overall management of Human Resources shared services for the Central Office, 6 Regional Offices, and 122 institutions that employ more than 37,000 staff.



2. Performance and Resource Tables

Performance Materials will be provided at a later date.

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Performance Materials will be provided at a later date.

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Performance Materials will be provided at a later date.



3. Performance, Resources, and Strategies

Performance Materials will be provided at a later date.

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Performance Materials will be provided at a later date.



B. Contract Confinement

Contract Confinement	Direct Pos.	Estimate FTE	Amount
2017 Enacted	299	312	1,006,522
2018 Continuing Resolution	353	240	976,514
Adjustments to Base and Technical Adjustments	0	0	15,058
2019 Current Services	353	240	991,572
2019 Request	353	240	991,572
Total Change 2018-2019	0	0	15,058

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). As of December 21, 2017, 15.8 percent of the BOP inmate population is housed outside of BOP facilities in alternative confinement. This includes private prisons, Residential Reentry Centers (RRCs or halfway houses), state and local facilities, and home confinement. In 2013, the Residential Reentry Management (RRM) Branch implemented a management consolidation from six regions to three sectors. The RRM Branch now provides management oversight to three sector management teams that in turn provide oversight to the 24 RRM field office locations throughout the nation.

The following chart provides estimated funding (dollars in thousands) amounts for key programs funded in Contract Confinement decision unit:

Program Area	FY 2014 Actual	FY 2015 Actual	FY 2016 Actual	FY 2017 Actual
Residential Reentry Centers	\$368,493	\$325,338	\$348,925	\$360,000
Private Prisons	\$639,222	\$593,110	\$569,844	\$506,000

a. Residential Reentry Centers (RRCs)

RRM staff oversee contracted community-based confinement facilities nationwide, as well as provide case management services for inmates and perform liaison activities with the U.S. Marshals Service (USMS), U.S. Probation Office, U.S. Parole Commission (USPC), Federal Courts, other federal agencies, state and local government agencies.

Since January 1982, the number of inmates managed in contract RRCs has increased from a daily population of 1,425 to a daily population of 10,749 as of November 14, 2017. Approximately 230 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. Gainful employment and the reestablishment of family ties are the 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.

b. Privatized Facilities

Since the mid-1980s, the BOP has contracted for the confinement of sentenced offenders in secure facilities. This improved BOP's flexibility to manage a rapidly growing inmate population and to help control crowding, especially in the BOP's low security facilities. The BOP has found that contract confinement is particularly suited to low and minimum security offenders. As of November 2017, 96 percent of the inmates housed in the BOP contract facilities are low security, sentenced criminal aliens.

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

Through the Privatization Management Branch (PMB), the BOP oversees the operation of secure contract facilities. Contracts are with private companies for facility operations. Staff from the PMB ensure that contractors adhere to established performance standards and facilitate communications between contract facilities and the BOP. The BOP is the largest user of secure contract confinement among all correctional jurisdictions in the country, with more than 18,200 inmates in 11 privately managed secure facilities. Additionally, over 10,700 inmates are in RRCs, home detention, short-term detention, juvenile facilities, or long-term boarder facilities operated by state correctional departments.

Several categories of federal offenders (including inmates who are under probation or supervised release but need more intensive services and/or programs than can be provided under probation) are confined in smaller numbers in state, local, and private facilities. There are approximately 42 juveniles who must be separated from adult offenders and are placed as close to their respective residence as possible in state, local, and privately run community-based and secure facilities. Adult offenders whose lives might be endangered in federal facilities (protection cases) are placed in state correctional facilities. Offenders whose short sentences preclude transfer to a federal facility are placed in local jails to serve their sentences.

Approximately 21 percent of the BOP inmate population are non-U.S. citizens. The BOP, ICE, and the Executive Office for Immigration Review (EOIR) work together to facilitate the Enhanced Institution Removal Programs (IRPs), first implemented in 1997. Fourteen institutions and contract facilities provide either TeleVideo capabilities or courtroom and office space for ICE and EOIR staff to process and complete deportation decisions. The expansion of TeleVideo is progressing within the BOP facilities. The goal of the IRP is to complete removal proceedings for non-U.S. citizen inmates while serving their sentence, thus allowing ICE to remove them from the U.S. immediately upon release from BOP custody. As a result, ICE can minimize the number of non-U.S. citizen inmates detained



after expiration of their sentence, and the BOP can manage its inmate population more efficiently by anticipating the needs of inmates who have a current order of deportation.

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

The Residential Reentry Management Branch (RRMB) is responsible for the general program, policy development, and monitoring for contractual compliance for the BOP's network of approximately 233 residential reentry centers to include contracted facilities as well as those under agreements with state, county or local governmental agreements. RRMB field office staff also review approximately 50,000 referrals for RRC placement each year and monitor each placement until the offender is released from BOP custody. RRMB also works with the contracting branch to offer technical assistance in the acquisition process for RRC services. The three branch sector management teams provide technical assistance to the BOP's 24 RRM offices in the areas of contract oversight, case management and inmate systems management. Responsibility for the BOP's network of contract confinement facilities for federal juvenile offenders also rests with the RRMB.

In addition, RRMB maintains the Memorandum of Understanding (MOU) with the U.S. Marshals Service and the Administrative Office of the U.S. Courts; and administers the MOU with the DC Department of Corrections regarding DC code violations.

The Privatization Management Branch (PMB) has overall responsibility for the administration of privately-operated secure adult correctional facility contracts. The BOP has been contracting with the private sector to help manage its inmate population throughout its more than 75- year history. Contracting with the private sector provides the BOP with the flexibility in managing its inmate population. Activation or cancellation of contract facilities can be relatively quick in response to shifting population pressures.

The PMB coordinates the BOP's efforts in managing a population of more than 19,000 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.

c. National Institute of Corrections (NIC)

Also included in this decision unit is the National Institute of Corrections, a federal entity that is authorized by statute 18 USC 4351, to provide training, technical assistance, and information services to federal, state, and local correctional agencies-including the BOP. NIC provides technical assistance 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.

NIC also provides corrections leaders and staff with information to improve and support their operations. The NIC Information Center is the dedicated information science and



curation arm of the agency. It includes the Robert J. Kutak Memorial Library located at the NCA and the NIC website at www.nicic.gov. The Center manages approximately 18,000 corrections and relevant management resources. These resources were accessed online and through the Help Desk by corrections practitioners approximately 1.26 million times in FY 2017.



2. Performance and Resource Tables

Performance Materials will be provided at a later date.

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Performance Materials will be provided at a later date.



3. Performance, Resources, and Strategies

Performance Materials will be provided at a later date.



C. Management and Administration

Management and Administration	Direct Pos.	Estimate FTE	Amount
2017 Enacted	1,046	1,063	247,764
2018 Continuing Resolution	1,052	978	220,989
Adjustments to Base and Technical Adjustments	-94	-94	3,164
2019 Current Services	958	884	224,153
2019 Request	958	884	224,153
Total Change 2018-2019	-94	-94	3,164

1. PROGRAM DESCRIPTION: Management and Administration

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

The BOP is managed from a Central Office in Washington, DC, where the Director, Deputy Director, and Assistant Directors guide the agency's headquarters functions, along with the six regional offices, each led by a Regional Director. The management staff at each institution, including Wardens, Associate Wardens, Executive Assistants, Camp Administrators, and Jail Administrators, provide overall direction and implement policies. Staff training is provided on site at each institution, central office, regional offices, and training centers; and through external training. The BOP sets and enforces high standards of training for personal and professional conduct in its workforce.

a. Executive Staff

The Executive Staff is comprised of the Director, Deputy Director, six Regional Directors, nine Program Assistant Directors, and the Director of NIC in the central office, which serves 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.



b. Central Office

The Central Office serves as the headquarters for the BOP, which is overseen and managed by (Acting) Director Thomas R. Kane. Here, national programs are developed and the following divisions provide functional support:

- Administration
- Correctional Programs
- Health Services
- Human Resource Management
- Federal Prison Industries*
- Information, Policy, & Public Affairs
- National Institute of Corrections*
- Office of General Counsel
- Program Review
- Reentry Services*

***Not funded by Management and Administration Program Activity Budget**

Administration Division

The Administration Division provides the resources and support necessary for the BOP to perform in an effective and efficient manner. This includes the development of budget requests, the stewardship of financial resources, and procurement, property management the coordination, and analysis of information related to capacity planning, which covers such varied areas as female offenders, detention needs, and the need for medical facilities. Also, the selection of sites for new prison construction; the design and construction of new correctional facilities; the renovation and maintenance of existing facilities; the development and maintenance of a system of financial systems/services to ensure accountability of inmate commissary funds and the management of merchandise/services to inmates; and other administrative support services required by the organization.

Branches in the Administration Division include:

- Budget Development
- Budget Execution
- Construction
- Facilities Management
- Finance
- Procurement Executive
- Trust Fund

Correctional Programs Division

The Correctional Programs Division (CPD) develops activities and programs designed to appropriately classify inmates, eliminate inmate idleness, and promote the skills necessary to facilitate the successful reintegration of inmates into their communities upon release. Staff are responsible for planning, documenting, monitoring, and providing the delivery of services to inmates such as case management, the agency's Victim and Witness Notification Program and the collection of court-ordered obligations through the Inmate Financial Responsibility Program. The CPD also provides national policy



direction and daily operational oversight of institution correctional services; intelligence gathering; the management of inmates placed in the Federal Witness Security Program; inmate transportation; receiving and discharge, inmate sentence computations, and the processing of inmate mail; emergency preparedness; inmate discipline; and the coordination of the treaty transfer of inmates to other countries. The Division also has responsibilities for a variety of functions in the areas liaison activities with Immigration Customs Enforcement and the U.S. Marshals Service, and secure privatized prisons. CPD staff are responsible for direct oversight of field staff who monitor contract compliance and coordinate the BOP's privatization management efforts.

Branches in the Correctional Programs Division include:

- Correctional Services
- Intelligence and Counter Terrorism
- Correctional Programs
- Designation and Sentence Computation
- Sex Offender Certification Review
- Privatization Management

Health Services Division

The Health Services Division has three primary missions relating to its concerns and responsibilities in medical care, safety and environmental health, and food services:

The health care mission of the BOP is to deliver medically necessary health care to inmates effectively in accordance with proven standards of care without compromising public safety concerns inherent to the BOP's overall mission.

The occupational safety and environmental health mission of the BOP is to provide a safe and healthful environment in which staff and inmates can work and live.

The food service mission of the BOP is to provide healthy, nutritionally-sound, and appetizing meals that meet the needs of the general population and those at nutritional risk.

Branches in the Health Services Division Include:

- Dentist
- Nurse
- Pharmacist
- Psychiatrist
- Social Worker
- Therapist
- Drug-Free Workplace
- Financial Management
- Food Service
- Health Informatics
- Health Programs
- Health Services
- Infectious Disease
- MAST
- Medical Des.& Trans.
- MSP Advisory Board
- Occupational & Employee Health
- Quality Management
- Safety & Environmental Compliance
- Staffing & Recruitment

Human Resource Management Division

The Human Resource Management Division oversees and administers personnel policy and programs developed to address the needs of BOP employees covering all areas of



personnel management. The Human Resource Management Division is a valued essential component of our organizational success, meeting the human resource and developmental needs of the BOP and all its employees. The BOP embraces the human element of our business and invests in the developmental needs of all employees.

Branches in the Human Resource Management Division include:

- Human Resources Office for Central Office Employees
- Human Resource Services Center
- Labor Relations Office
- Learning and Career Development
- Personnel and Staff Development

Information, Policy and Public Affairs Division

The Information, Policy and Public Affairs Division is committed to furthering the mission of the BOP by collecting, developing, and disseminating useful, accurate, and timely information to BOP staff, DOJ, Congress, other government agencies, and the public.

Branches in the Information, Policy and Public Affairs Division include:

- Advanced Systems
- Computer Services Administration and User Support
- IT Planning and Development
- Legislative Affairs
- National Network Communications
- National Policy and Information Management
- Network Management
- Office of Public Affairs
- Office of Research and Evaluation
- Security Technology
- Systems Development

Office of General Counsel

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

Branches in the Office of General Counsel include:

- Commercial Law
- Employment Law
- Ethics
- Legal Administrative
- Legislative Correctional Issues Litigation
- Real Estate & Environmental Law

Program Review Division

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 effective management and operational procedures exist



throughout the BOP. Additionally, the division's chief executive officer serves as the BOP's Affirmative Employment Programs Director and EEO Director.

Branches in the Program Review Division include:

- Affirmative Employment Programs Branch
- EEO Office
- External Auditing Branch
- Planning and Analysis Branch
- Program Review



2. Performance and Resource Tables

Performance Materials will be provided at a later date.

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Performance Materials will be provided at a later date.



3. Performance, Resources and Strategies

Performance Materials will be provided at a later date.



V. Program Increases by Item

Item Name: Apprenticeship Initiative

Budget Decision Unit(s): Inmate Care and Programs

Organizational Program: Expand the Occupational and Vocational Training Program

Program Increase: Positions 0 Correctional Officers 0 FTEs 0 Dollars \$10,000,000

Description of Item

Per the Presidential Executive Order Expanding Apprenticeships in America, which directed the Attorney General to promote apprenticeships among incarcerated individuals, this request is to expand capacity for the career and technical training programs. Currently, almost 7,000 inmates are enrolled in occupational and vocational training programs; this request will increase the training, capacity, testing, and certification for the inmate population.

Justification

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

Advanced Occupational Education (AOE) programs include occupational and vocational education programs provided by an accredited post-secondary institution of higher learning, an accredited vocational/technical school, or an accredited industry-based school. Due to funding constraints, these programs have declined in recent years, reducing the number of inmates able to leverage these opportunities.

Expand Occupational and Vocational Training Program

Each year, about 44,000 Federal inmates return to communities across the Nation. While some will be re-arrested and eventually return to prison, evidence-based programming can help both reduce the chances of re-arrest and reduce incarceration costs over time. Research has shown that inmates who participate in vocational or education training are 16 percent less likely to recidivate. BOP's vocational training program helps inmates acquire marketable skills in a wide variety of



trades, supporting the idea that marketable skills can help inmates obtain gainful employment and avoid returning to a life of crime. Accordingly, the BOP seeks to expand capacity for career and technical training programs, including Apprenticeships. These workforce development programs allow inmates to prepare for employment through structured trades programs approved at a State or U.S. Employment and Training Administration. Inmates acquire skills primarily through on-the-job learning from a BOP staff journeyman and receive a certificate upon completion from the U.S. Department of Labor. These vocational training programs help inmates acquire marketable and documented skills in a wide variety of trades, thereby improving their employment opportunities post-release and reducing the chance they return to Federal custody. Increased funding in this area will allow the BOP to better incorporate best practices in career and technical training into reentry programming and improve outcomes for both inmates and their communities.

Impact on Performance

Inmates releasing with a program completion and an industry recognized certificate greatly increases employability. Additional funding would allow for continued programming opportunities, resource acquisitions, and a greater number of inmates receiving credentials that lead to livable wage employment opportunities and reduce the chance of recidivism.



Funding

Base Funding

FY 2017 Enacted				FY 2018 President's Budget				FY 2019 Current Services			
Pos	Agt/Atty	FTE	\$(000)	Pos	Agt/Atty	FTE	\$(000)	Pos	Agt/Atty	FTE	\$(000)
0		0	5,087	0		0	5,087	0		0	5,087

Personnel Increase Cost Summary

Type of Position/Series	Full-year Modular Cost per Position (\$000)	1 st Year Annual -ization	Number of Positions Requested	FY 2019 Request (\$000)	2 nd Year Annual-ization	FY 2020 Net Annuali -zation (change from 2019) (\$000)	FY 2021 Net Annuali- zation (change from 2020) (\$000)
N/A							
Total Personnel	n/a						

Non-Personnel Increase/Reduction Cost Summary

Non-Personnel Item	Unit Cost	Quantity	FY 2019 Request (\$000)	FY 2020 Net Annualization (change from 2019) (\$000)	FY 2021 Net Annualization (change from 2020) (\$000)
Total Non-Personnel			10,000	-0-	-0-

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Total Request for this Item

	Pos	Agt/ Atty	FTE	Person nel (\$000)	Non- Person nel (\$000)	Total (\$000)	FY 2020 Net Annualization (change from 2019) (\$000)	FY 2021 Net Annualization (change from 2020) (\$000)
Current Services	0	0	0	0	5,087	5,087	0	0
Increases	0	0	0	0	10,000	10,000	0	0
Grand Total	0	0	0	0	15,087	15,087	0	0

Affected Crosscut: Reentry