

# United States Department of Justice



## Federal Prison System

**FY 2024 PERFORMANCE BUDGET  
Congressional Submission**

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## Table of Contents

	Page No
<b>I. Overview.....</b>	<b>1</b>
A. Introduction .....	1
B. Population – Past and Present.....	6
C. Inmate Programs .....	8
D. Challenges .....	11
E. First Step Act .....	15
F. Full Program Costs .....	22
<b>II. Summary of Program Changes .....</b>	<b>23</b>
<b>III. Appropriations Language and Analysis of Appropriations Language.....</b>	<b>24</b>
<b>IV. Program Activity Justification</b>	
A. Inmate Care and Programs .....	25
1. Program Description	
a. Medical Services .....	26
b. Food Services.....	33
c. Education and Occupational Training.....	33
d. Psychology and Community Mental Health Services .....	37
e. Substance Use Disorder Treatment.....	38
f. Chaplaincy Services .....	45
g. Other Reentry Services .....	47
h. Occupational Safety and Health.....	49
2. Performance and Resource Tables.....	51
3. Performance, Resources, and Strategies .....	54
a. Performance Plan and Report for Outcomes.....	54
b. Strategies to Accomplish Outcomes .....	55
B. Security/Management and Administration.....	57
1. Program Description	
a. Institution Security and Administration.....	57
b. Institution Maintenance .....	59
c. Institution Staff Training.....	60
d. Management Administration.....	61
2. Performance and Resource Tables.....	66
3. Performance, Resources, and Strategies .....	69
a. Performance Plan and Report for Outcomes.....	69
b. Strategies to Accomplish Outcomes .....	70

C. Contract Confinement .....	73
1. Program Description	
a. Residential Reentry Centers .....	73
b. Privatized Facilities.....	74
c. National Institute of Corrections .....	75
2. Performance and Resource Tables .....	76
3. Performance, Resources, and Strategies .....	78
a. Performance Plan and Report for Outcomes.....	78
b. Strategies to Accomplish Outcomes .....	78

**V. Program Increases by Item**

Inmate Communications.....	79
Zero Emission Vehicles.....	82

**VI. Program Offsets by Item** ..... N/A

**VII. Exhibits**

- A. Organizational Chart
- B. Summary of Requirements
- C. FY 2024 Program Increases/Offsets by Decision Unit
- D. Resources by DOJ Strategic Goal/Objective
- E. Justifications for Technical and Base Adjustments
- F. Crosswalk of 2022 Availability
- G. Crosswalk of 2023 Availability
- H-R. Summary of Reimbursable Resources
- H-S. Summary of Sub-Allotments and Direct Collections Resources (**Not Applicable**)
- I. Detail of Permanent Positions by Category
- J. Financial Analysis of Program Changes
- K. Summary of Requirements by Object Class
- L. Status of Congressionally Requested Studies, Reports, and Evaluations
- R. Summary by Appropriation
- S. Summary of Change



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

### A. Introduction

The FY 2024 Congressional budget request for the BOP S&E Appropriation totals **\$8,644,290,000** with 38,012 FTEs and 39,585 positions (20,446 Correctional Officers). 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 web address: <https://www.justice.gov/doj/budget-and-performance>.

The FY 2024 current services level funds necessary requirements in FY 2024, such as increases in employee salaries and benefits, medical, utility and food costs. The current services level also includes essential funding for staffing, equipment, vehicles, medical supplies, food, and inmate clothing, among other necessities.

Current services also include base funding of \$409.5 million for programs related to the implementation and continuation of the First Step Act (FSA), including a transfer to the National Institute of Justice of \$8.2 million for evaluations of First Step Act programs and activities. The full implementation of the FSA remains a priority for the BOP.

The FY 2024 request also includes total program increases in the amount of \$22.1 million for Inmate Communications (\$12 million); and Zero Emission Vehicles (\$10.1 million).

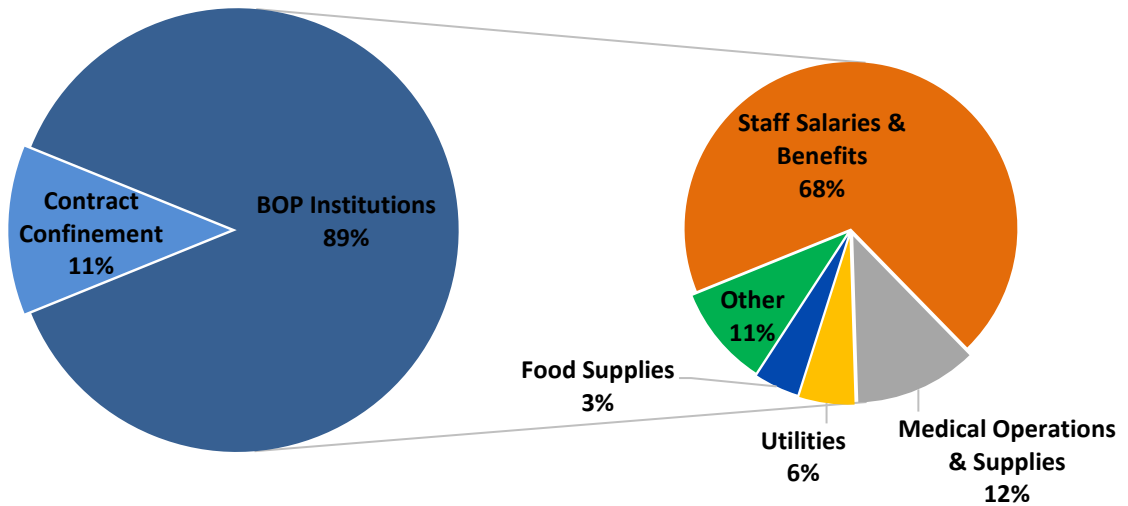
In response to the Coronavirus (COVID-19) pandemic, the BOP has taken, and will continue to take, aggressive steps to protect the safety and security of all staff and inmates. The BOP developed and implemented an action plan that addresses our modified institution operations, Continuity of Operations Program, Information Technology Readiness, supply management, inmate movement, inmate visitation, and official staff travel, as well as other important aspects of our operations. At the same time, we continue to find ways to provide inmate programming to assist inmates with reentry. With the upcoming end of the public health emergency on May 11, 2023, the BOP will reassess current policy to determine what modified operations, if any, will persist beyond that date.

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 over 158,000 individuals in our custody are always accounted for, 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.



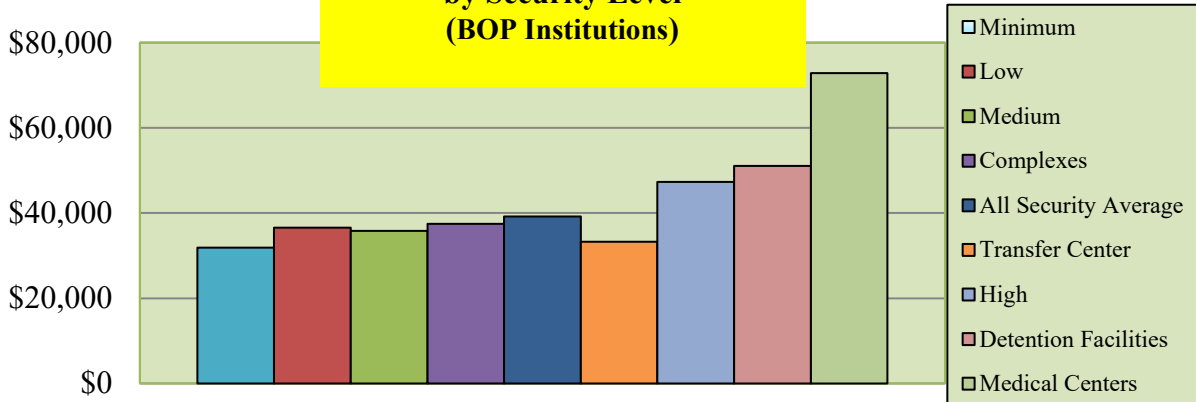
The chart below shows how the BOP's FY 2024 funds will be used:

## 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. 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 2020 Per Capita Costs by Security Level (BOP Institutions)



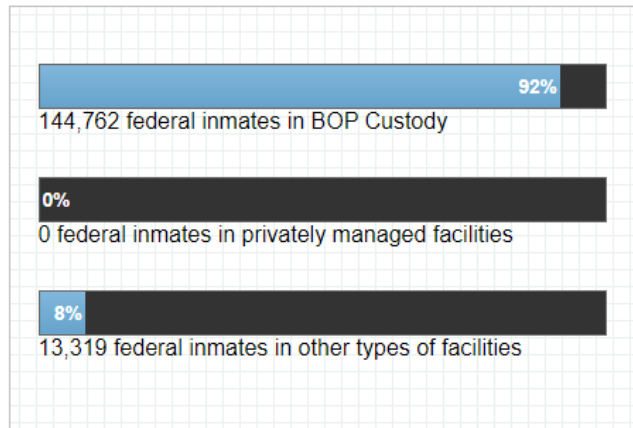
# Federal Bureau of Prisons



**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 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.

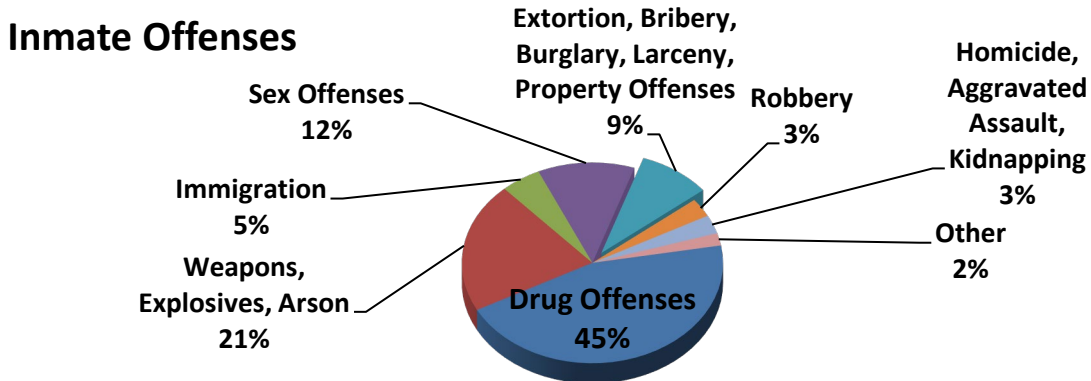
The BOP protects public safety by ensuring Federal inmates serve their sentence of imprisonment in institutions that are safe, humane, cost-efficient, and appropriately secure. The BOP also helps reduce future criminal activity by encouraging individuals to participate in a range of programs that help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

The BOP is responsible for the custody and care of over 158,000 Federal inmates as of February 23, 2023. Around 92 percent of these inmates are confined in BOP operated correctional institutions or detention centers. The remaining are confined in community-based facilities and local jails.



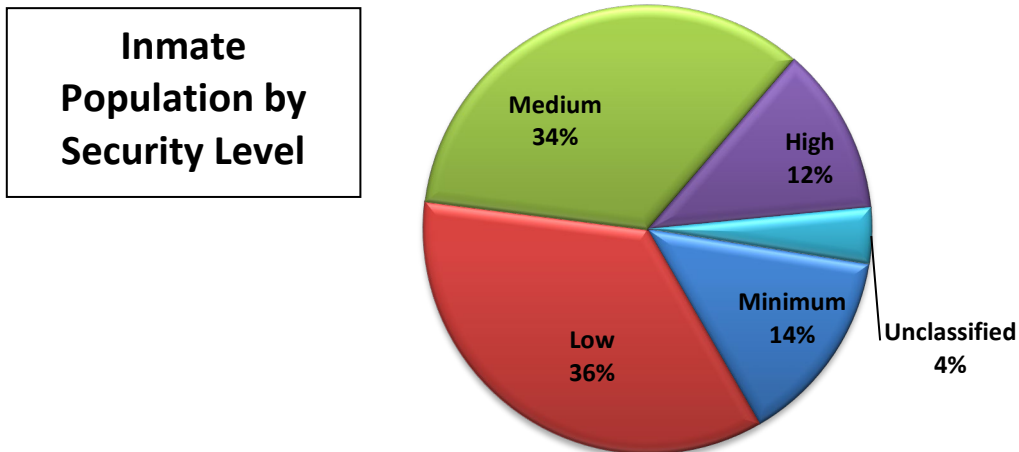


The following chart shows the breakdown of the current BOP population by inmate's offense category as of March 2023:



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 pretrial detainees (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 prison security level as of March 2023:







The BOP also uses 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 over 34,000 employees of the BOP ensure the security of Federal prisons, provide inmates with needed programs and 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;
- Skill 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 11<sup>th</sup> also brought more inmates – individuals who presented 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 the capacity that was needed to house the increasing population. The Bureau was required to provide care for increasingly more inmates – many of whom 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.

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 of more than 8 years. At the high security level, 93 percent of inmates have a history of violence, 78 percent of the inmates have been sanctioned for violating prison rules, and 54 percent have sentences of more than 12 years. Almost one third of all inmates at high security institutions are gang affiliated.

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.

# Federal Bureau of Prisons



In FY 2019, the BOP inmate population declined. This is due to the enactment of the First Step Act in 2018. Further, in FY 2020, additional decreases in the BOP inmate population occurred due to the COVID-19 pandemic and its related policies. The BOP currently projects the inmate population to increase in FY 2023 and FY 2024 from FY 2022 levels; however, the BOP is continuing FSA implementation, including increased incentives that could reduce crowding and inmate populations.

In 2021 the BOP transferred over 41,000 inmates into home confinement; between 2020 and 2022, almost 54,000 inmates were transferred to home confinement. The Budget assumes that the number of inmates transferred to home confinement in FY 2023 and FY 2024 will continue to increase. In addition, the BOP has automated the calculation of earned time credits for inmates that participate in FSA activities, which can be used towards early release, and will continue to review cases of inmates that are requesting compassionate release. The increased use of these reform tools could reduce population estimates and result in projected savings for the BOP. This is not accounted for in current projections.

The 2024 Budget also includes funding to increase hiring and retention incentives for correctional officers, thereby reducing current inmate to correctional officer ratios and ensuring safe institution conditions for both inmates and staff.

## Projected Population, Capacity, and Crowding

	2019 (Actual)	2020 (Actual)	2021 (Actual)	2022 (Actual)	2023 (Estimate)	2024 (Estimate)
BOP Facilities						
Starting Capacity	135,175	134,133	134,404	134,735	135,926	135,926
Additional Approved/Planned	-1,042	271	331	1,191	0	0
Subtotal Capacity	134,133	134,404	134,735	135,926	135,926	135,926
Pop. Projection	149,701	126,744	131,647	143,122	148,208	149,441
Percent Overcrowded	12%	-6%	-2%	5%	9%	10%
Contract	27,513	28,818	24,179	15,968	15,202	15,328
Percent Contract	15.5%	18.5%	15.5%	10.0%	9.3%	9.3%
Total Federal Prison Population	177,214	155,562	155,826	159,090	163,408	164,769

\*FY2023 and 2024 estimated population projections are exclusive of BOP's continued FSA implementation efforts



## C. Inmate Programs

The BOP has a responsibility to provide those in our care 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, mental health and substance abuse treatment, observance of faith and religion, 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.

With the First Step Act (FSA), the BOP is able to expand capacity in these programs that provide inmates with the education and skills that will assist them as they reenter into their communities upon release.

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.

The process of an inmate enrolling in the BOP's robust programming offerings begins with an individualized assessment of risk and needs. As a result of this process, inmates are recommended to engage in specific programs across 13 need areas.

### Mental Health Treatment

BOP offers appropriate mental health services throughout the process of an individual's incarceration. This begins at intake which happens in the first two weeks of a sentenced person's placement in prison. The intake assesses an individual's mental health history and needs and, in coordination with the needs assessment, may result in recommendations for specific treatment to address mental health needs (e.g., mental illness, substance use, trauma). Following the intake mental health treatment may take the form of planned recurrent care driven by a treatment plan such as individual therapy, group therapy, residential programs, or inpatient care. However, many individuals also receive intermittent care for short term needs such as grief, crisis, or short-term adjustment issues. All BOP institutions have robust suicide prevention programs that screen for risk, train staff to make referrals, and use standardized assessment protocols.

### Special Population Services

The BOP identifies members of special populations, such as women, transgender inmates, inmates who are veterans, inmates with disabilities, parents/pregnant women, and aging inmates. Programs for these populations are both gender-responsive and trauma-informed and focus on meeting the needs of these historically marginalized populations to ensure that they are afforded appropriate resources and accommodations. Program opportunities are targeted to fill gaps in



areas including career training and management, vocational deficits, healthy relationships, trauma, surviving victimization, family life and child rearing, and self-advocacy, as well as identifying and utilizing available resources.

## Substance Use Treatment

The BOP's substance use strategy includes a required drug education course, non-residential and residential drug use disorder treatment, and community transition treatment. The Violent Crime Control and Law Enforcement Act of 1994 requires the BOP to provide residential drug use disorder 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. In 2022, 11,817 individuals participated in Residential Drug Abuse Treatment. In FY 2023, the BOP is expanding provision of medication-assisted treatment (MAT) for inmates with opioid use disorder as a part of the BOP's FSA implementation. The BOP plans on adding an additional 150 MAT positions by FY 2024.

## Inmate Work Assignments and Career Technical Education Programs

Prison work programs teach inmates occupational skills and instill 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.

Finally, BOP offers approximately 200 different Career Technical Education (CTE) Programs. These programs range from exploratory career classes to certification courses to intensive apprenticeship programs commensurate with community standards leading a standardized credential in the trade or field. BOP recently launched an initiative to add career counselors to assist inmates with vocational needs in selecting the best program and trade to meet their individual strengths and goals.

## Education Programs

The BOP views Education as a broad umbrella encompassing literacy, post-secondary learning, career skills building and leisure time management. Institutions offer literacy classes, English as a Second Language, adult continuing education, and CTE training (as described above). The BOP requires inmates without a high school diploma to enroll in a literacy program and inmates



are able to attain their high school equivalency while in prison. Many facilities offer college correspondence courses, and ten BOP institutions are part of the Pell Pilot Program, offering two, or four, year degrees to inmate participants.

## Chaplaincy Programs

All inmates have access to religious observances and worship based on their identified faith traditions. In addition to worship services and scripture study, the BOP offers a number of faith-based, structured programs. The most intensive of these programs, Life Connections, is a residential, multi-faith program which focuses on reentry and utilizes mentors. A less intensive version of this program, Threshold, is also available.

## 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 recently standardized this curriculum and rebranded it as the Release Orientation Program (ROP), which is currently offered in 57 institutions and will be offered in all institutions following the issuance of a new policy. The ROP includes information regarding voting rights for incarcerated individuals, as required by Executive Order 14019. Information on voting rights is also available in Reentry Resource Libraries and through the Admissions and Orientation program.

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 formerly as “halfway houses” — to place inmates in the community prior to their release from custody 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 for some inmates, is statutorily limited to 10 percent of an inmate’s sentence or 6 months, whichever is shorter. Certain inmates under the FSA may be placed in the community for a longer period if they earn Federal Time Credits as described in the First Step Act discussion below. Individuals placed in home confinement 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 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, from influenza epidemics to natural disasters like Hurricanes Michael and Florence, 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. For example, in response to past hurricanes (Hurricanes Michael and Florence), the BOP activated the government's Emergency Support Function (ESF), providing staff and resources to assist with public safety and security. The BOP deployed staff to the institutions affected as part of this effort. The BOP staff were deputized, and they provided security to multiple law enforcement agencies and thousands of families affected by the storms and responded to medical emergencies.

### **Medical Staffing**

Providing medical care to inmates continues to be a major portion of BOP's overall spending and is an area that BOP monitors closely to contain overall costs. As described in the Department of Justice, Office of Inspector General report issued in March 2016, recruitment of medical professionals was one of the Bureau's greatest challenges, and these challenges (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.

# Federal Bureau of Prisons



Challenges to medical staffing and recruitment are myriad, but significant contributing factors include the following issues.

- The majority of medical school graduates choose medical specialty fields rather than primary care careers because of higher earning potential. However, BOP overwhelmingly needs primary care physicians and is competing with the broader health care industry for a small pool of new primary care graduates.
- Other Federal agencies (e.g., the Veterans Health Administration, Department of Defense, National Institutes of Health, etc.) can apply Title 38 compensation standards for higher salaries across all licensed medical disciplines. The Bureau began utilizing a hybrid Title 5/Title 38 pay system in 2016 for psychiatrists, adding physicians and dentists in 2020. The implementation of this hybrid Title 38 pay system yielded positive results, showing an 8% increase in these 3 medical disciplines since 2016. However, an 8% reduction of other medical disciplines not currently receiving Title 38 pay has been noted in this same time frame (e.g., nurses, paramedics, advanced practice providers). Expanding the Title 5/Title 38 pay system across all eligible medical disciplines would reverse this trend.
- The rural locations of many Bureau institutions result in limited local markets of health care professionals, and it can also be harder to attract professionals from outside these areas. Contracting medical services in remote communities is especially challenging, and often results in higher costs due to the need to transport inmates with serious medical and mental health problems away from the parent institution.

BOP is constantly developing strategies to meet its medical staffing needs. A priority is exploring expansion of the hybrid Title 38 pay system to all licensed medical professionals. Additionally, BOP experienced success in the use of a psychology-based intern program that could be mirrored for medical disciplines to entice, recruit, and retain all licensed medical professions, allowing current medical professionals to serve as preceptors for their respective disciplines while ensuring a steady flow of prospective applicants.

## **Crowding at High Security Facilities**

As the Nation's largest correctional agency, the BOP is responsible for the incarceration of over 158,000 inmates. As of February 23, 2023, system-wide, the BOP was operating at 6 percent above rated capacity; however, crowding remains a special concern at high security facilities, which are 23 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.





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.”

## **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 is committed to the goal of 100% staffing at its facilities Nationwide. To achieve this goal, the BOP has recently put into place several recruitment and retention incentives to attract new applicants for the correctional officer position as well as retain retirement eligible staff. Agency-wide there have been over 8,600 external selections made since October 2019. BOP has the authority for 25% retention for the 6 hard to fill institutions, and ongoing ability to use recruitment and relocation incentives up to 25% and group retention up to 10% for locations with hiring challenges. In FY 2024, the BOP requests funding dedicated to continue to increase hiring and retention incentives at its most affected institutions.

BOP has also put in place a higher entry pay scale for newly hired Correctional Officers for individuals who have relevant experience.

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 every staff member in the BOP is critical to this mission.

All BOP employees are considered “correctional workers first,” regardless of the position to which they are assigned. Because all non-custody staff are correctional workers and receive the same correctional officer training, they can perform programmatic functions (such as those of an

### **MEDIUM SECURITY INMATES**

- 79% have a history of violence;
- 59% have been sanctioned for violating prison rules; and
- 56% have sentences in excess of 8 years.

### **HIGH SECURITY INMATES**

- More than 90% have a history of violence;
- 78% have been sanctioned for violating prison rules; and
- Almost one third of all inmates (30%) is affiliated with a gang.



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, potentially interfering with the BOP's ability to provide some inmate programs. The BOP is working to reduce augmentation by developing an augmentation usage practice that recognizes the need to reduce the practice, while still allowing BOP to ensure its facilities are appropriately and securely staffed by BOP's dedicated employees.

## **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. In addition, the BOP is charged with the care and custody of high-profile domestic terrorists such as Dylann Roof, Brandon Russell, and James Alex Fields, Jr.

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 and mail/email communication of inmates who have a history or nexus to terrorism, both international and domestic, and they work closely with the Federal Bureau of Investigation (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 the October 16, 2020 OIG management challenges report titled, “Top Management and Performance Challenges Facing the Department of Justice—2020”, 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. First Step Act (FSA)**

The implementation of the First Step Act (FSA), enacted on December 21, 2018, remains a priority for the BOP.

### ***THE RISK AND NEEDS ASSESSMENT SYSTEM***

The Attorney General’s initial publication of a risk and needs assessment system (RNAS) in July 2019 was a key requirement of the FSA. The new risk assessment tool, called the Prisoner Assessment Tool Targeting Estimated Risk and Needs (PATTERN), is designed to predict the likelihood of general and violent recidivism for all sentenced BOP inmates. As required by the FSA, PATTERN contains static risk factors (e.g., age and crime of conviction) and dynamic items (i.e., participation or lack of participation in programs like education or drug treatment) that are associated with either an increase or a reduction in risk of recidivism. The PATTERN assessment tool provides predictive models, or scales, developed and validated for males and females separately.

In September 2019, the BOP convened a needs assessment symposium. Attendees included representatives from the BOP, the Department of Justice (DOJ), and the Independent Review Committee (IRC), as well as academic scholars and correctional leaders representing departments with strong needs assessment systems. As a result of this gathering, 12 clearly defined needs are assessed under BOP’s system. Twelve needs were identified by the expert group: Anger/Hostility, Antisocial Peers, Cognitions, Education, Family/Parenting, Finance/Poverty, Medical, Mental Health, Recreation/Leisure/Fitness, Substance Use, Trauma, and Work. A thirteenth need, Dyslexia, is statutorily required by the First Step Act.

In January 2020, the Attorney General published the RNAS, which included the revised PATTERN risk instrument (PATTERN 1.2) and the BOP’s improved needs assessment system, collectively known as the Standardized Prisoner Assessment for Reduction in Criminality (SPARC-13), which recognizes the 13 areas for assessment. At that time, every sentenced inmate in BOP custody for over 28 days were provided with the individualized results of his/her risk and needs assessment, and inmates began receiving recommendations to participate in programs designed to address identified needs.



In collaboration with the IRC and DOJ, the BOP published a list that now includes more than 80 Evidence-Based Recidivism Reduction (EBRR) programs and Productive Activities (Pas), the most robust of which are Cognitive Behavioral Therapy (CBT) interventions for mental health and substance use disorders, anger management, and criminal thinking minimization. Literacy and nearly 200 occupational training programs are also widely available, and reentry-focused programs such as parenting are offered at all sites. Every program is mapped onto the need(s) it addresses. The function of the needs assessment system is to determine what goals and associated services should be provided to each individual inmate to address their specific risks. Thus, based on the findings, inmates discuss with staff the best ways they can target the areas identified as warranting improvement. This is generally done by the inmate completing a program or other associated task. The needs assessment process is memorialized in BOP Program Statement 5400.01, First Step Act Needs Assessment, issued on June 25, 2021.

The BOP has automated both PATTERN and SPARC-13 assessments such that case management staff may fairly and accurately calculate risk and needs for inmates in a consistent manner.

### RNAS Re-Validation

The FSA requires the Department to review and re-validate the RNAS on an annual basis. An annual revalidation timeline presents a potential research and theoretical challenge for recidivism analysis.

Risk Assessment: PATTERN was developed using a seven-year dataset of BOP releases, and it was validated as an effective predictor of recidivism over the inmates' subsequent three-year period in the community. In a research setting, a researcher would normally gather data to re-validate a risk and needs assessment tool approximately three years after a large group of inmates were released from custody. Following this schedule, PATTERN and any new items would not be fully re-validated until after a large enough sample of offenders are released from BOP custody. Until this time, the most appropriate and rigorous analytic plan has been developed to meet the annual FSA re-validation requirement. While this will cause an incongruence in the re-validation processes, the results can serve as an interim estimate of the RNAS' predictive performance. As the analytic plan evolves, it and subsequent results will be documented in DOJ's annual report to Congress as required.

On February 10, 2020, the National Institute of Justice within the Office of Justice Programs (OJP), Department of Justice, released a competitive funding opportunity to hire external, independent consultants to review and revalidate PATTERN on an annual basis for up to five years. Following an extensive peer review process, the Department selected two individuals as the top candidates to perform this work.



The independent consultants conducted an initial assessment of PATTERN and identified some errors regarding how certain factors should be scored. The PATTERN tool was subsequently revised (first as PATTERN 1.2-R) and utilized by BOP to update inmate risk assessments based on the adjusted scoring criteria. On May 7, 2022, the most current PATTERN tool (version 1.3) was launched. The consultants have completed their revalidation of the risk assessment tool and have provided feedback for consideration by the Attorney General.

Needs Assessment: As noted above, NIJ solicits proposals from qualified individuals to complete the annual review and revalidation of PATTERN. NIJ has used a similar method to solicit and make awards to qualified individuals to complete the annual review and revalidation of the BOP's SPARC-13 system. The Statement of Work (SOW) specifically requests needs assessment expertise from qualified individuals. Further, NIJ collaborated with the BOP to ensure the content of the SOW includes accurate information about the BOP's current needs assessment process (i.e., number and types of assessments currently being used across the BOP, criminogenic needs assessed, use of public domain tools, etc.). The review and revalidation of the BOP's SPARC-13 system occurred in calendar year 2022. In 2021, the BOP conducted a qualitative analysis of SPARC-13 to map the needs assessment and reassessment processes from intake through release from prison using qualitative interviews; a comprehensive review of program referrals and placements linked to needs assessment; and a review of the needs assessment and classification information in a random sample of inmate case files to judge the reliability and validity of current program referral and placement decisions. The results of these interviews were used to formulate recommendations for improvement of the needs assessment process.

### FSA Time Credits and Assessment of Inmates' Risk to Recidivate

Under the FSA, an eligible inmate in BOP custody who successfully completes Evidence-Based Recidivism Reduction programming or Productive Activities may earn FSA Time Credits (FTC) to be applied towards pre-release custody or supervised release under 18 U.S.C. § 3624(g). The BOP published the final rule regarding FSA time credits on January 19, 2022.

As of February 10, 2023, the BOP inmate population consists of the following FSA inmate assignments:

- FTC Eligible: 72,736
- FTC Ineligible: 58,911
- Minimum Risk of Recidivism: 14,109
- Low Risk of Recidivism: 55,541
- Medium Risk of Recidivism: 25,626
- High Risk of Recidivism: 35,885



## Recidivism Data

In FY 2020, the BOP entered into a cooperative agreement with the International Justice and Public Safety Network (Nlets) and the FBI's Criminal Justice Information Services Division to provide for a limited exchange of criminal history information retrieved by the BOP to the DOJ Office of Attorney General (OAG). The agreement was designed to assist the DOJ OAG in fulfilling its requirements under the FSA to track and evaluate the recidivism of Federal inmates and to report on the effectiveness of the BOP's RNAS in reducing recidivism. To accomplish such tasks, the agreement provides BOP with access to FBI criminal history record information necessary to track recidivism outcomes.

Tracking the recidivism of individuals released from prison under the FSA is a critical part of measuring the success of EBRR programs and PAs and of validating the RNAS. "Recidivism" is defined as a return to BOP custody or a re-arrest within three years of release from BOP custody. It includes Driving Under the Influence (DUI) and Driving While Intoxicated (DWI) offenses but excludes other traffic offenses.

The recidivism data below accounts for a total of 29,946 FSA-related inmate releases (e.g., Fair Sentence Act, Compassionate Release, Elderly Offenders in Home Confinement, Cares Act, PATTERN-based Time Credits, and inmates initially released July 19<sup>th</sup> due to changes in Good Conduct Time) released cumulatively up to January 28, 2023, and accounts for all re-arrest recidivism up to approximately February 16, 2023.

Of those persons:

- There have been 3,722 inmates arrested for some offense.
- A total of 1,236 individuals were arrested for one or more violent offenses. These arrests include homicides (50); sexual assaults (46); robberies (107); domestic violence and other assaults (813); weapons offenses (422); and other violent offenses (105). This represents 4 percent of inmate releases.
- Recidivists were split up between Fair Sentencing Act (978), Good Conduct Time Releases (824), Compassionate Releases (714), FSA Earned Time Credits (702), and Cares Act (502). (Some inmates have more than one release reason.)
- The overall recidivism rate is 12.4 %.

Due to the relatively short period from an inmate's release (only 21 months on average), no final conclusions can or should be drawn from this data about the overall recidivism rate of those released early due to the FSA. The BOP provides an annual Second Chance Act report to Congress on the recidivism outcomes of released inmates. These reports use a rolling three-year period of recently released inmates. The Fiscal Year (FY) 2021 report presented recidivism information for 127,731 releases during FY 2014 through 2016. For FY 2016, the overall recidivism rate was 43.2%



## FSA Incentives

The BOP has long offered incentives for the most intensive programs to encourage inmates to participate. Incentives were expanded under FSA, and when an inmate completes a recommended program in an identified need area, he/she may be able to earn time credit or other desired tangibles. The BOP issued the Program Statement 5220.01, First Step Act Program Incentives, on July 14, 2021.

## Expansion/Enhancement of Programs

The BOP's philosophy is reentry preparation begins on the first day of an inmate's incarceration. Our institutions offer a variety of standardized programs to address criminogenic needs related to education, employment, substance use and mental health to assist inmates' successful transition to the community. Specialized treatment programs are offered for special populations including but not limited to sex offenders, women with histories of trauma, aging offenders, and individuals with co-existing disorders.

The BOP has established new program opportunities under the First Step Act. There are over 85 standardized structured programs in the FSA Programs Guide to assist inmates with their individualized needs to include:

- Literacy and English-as-a-Second Language programs
- Vocational training
- Mental health and substance use treatment
- Criminal cognition remediation
- Anger management
- Special population services
- Parenting
- Faith based programs (accommodates 28 congregant faith groups)

Using FSA-allotted funds, the BOP created 16 new institution-based positions to deliver more than 25 specialized programs designed specifically for women. The BOP also offers specialized programming for veterans and persons living with disabilities. The BOP is developing and implementing new initiatives such as Life Skills Laboratories to teach practical living skills to inmates with the greatest needs; providing STEM career technical education for female offenders; and modernizing the inmate education platform to include the use of tablets to make more programs accessible. Additionally, the BOP is engaged in is the White House Initiative on the National Strategy on Hunger, Nutrition and Health and is currently reviewing wellness, fitness, and vocational curricula to ensure components of the initiative are supported in program offerings. The BOP has expanded its Medication Assisted Treatment programs to inmates at all institutions, with an emphasis on those inmates nearing release. The BOP also offers five faith-based or spiritually driven programs focused on mentorship, life skills, prosocial choices, interfaith dialogue, cooperation, and emotional understanding.



To assist offenders in choosing appropriate educational paths for career and technical education purposes, the BOP created a new School Counselor position. In addition to serving as a liaison between Unit Team and Education departments, the counselors will create and manage a School Counseling Program, provide individual student academic planning and goal setting, administer and interpret career interest inventories, and provide classroom lessons that focus on success standards for reentry purposes. Currently, these positions are in various hiring stages at seven different institutions, FCC Allenwood, FCC Coleman, FCC Florence, FCC Hazelton, FCC Oakdale, FCC Tucson, and FMC Carswell. The BOP is collaborating with the Department of Labor on the Partners for Reentry Opportunities in Workforce Development (PROWD) grant initiative. Through this initiative, seven states to include Pennsylvania, California, Illinois, Arizona, North Carolina, Michigan, and Minnesota were awarded grants to provide employment preparation and assistance near the end of an offender's incarceration and continue services while residing at Residential Reentry Centers (RRCs.)

Although BOP's current menu of FSA services is large, our expert staff add new programs as the need arises. As well, a mechanism exists for external entities to submit programs for independent review if they believe they address a service gap. The agency's primary focus has been on building capacity in its many existing programs through the addition of professional program delivery staff.

One area of special focus for staff is the implementation of an agency wide de-escalation skills program, which is required by the FSA. This program provides eight hours of training to every staff member on managing stressful or conflictual situations with inmates to de-escalate them in a safe and respectful manner. There is specific content on working with inmates who may have a mental illness to resolve concerns in a safe and effective manner.

Additionally, using FSA funds, the BOP awarded several contracts for outside researchers to perform evaluations of BOP programs, including its suite of substance use treatment programs.

### Residential Reentry Centers

The BOP operates 191 separate Residential Reentry Center (RRC) locations under 151 competitive contracts and 21 Intergovernmental Agreements to provide RRC services. Since the passage of the FSA, BOP has increased our contractual capacity by 1,570 beds. Additional growth in this area will occur over time as inmates become eligible to accumulate more program credits towards time in community placements.



# Federal Bureau of Prisons



## Transfers Closer to Home

From January 1, 2019, through January 28, 2023, BOP approved nearer release transfers to place inmates in facilities nearer to their intended communities of release. The following table shows the number of releases each year, along with the average number of releases per month.

<b>Calendar Year</b>	<b># Nearer Release Transfers</b>	<b>Average # Each Month</b>
2019	2,073	173
2020	1,410	118
2021	2,525	210
2022	1,348	112
2023 (January)	106	106

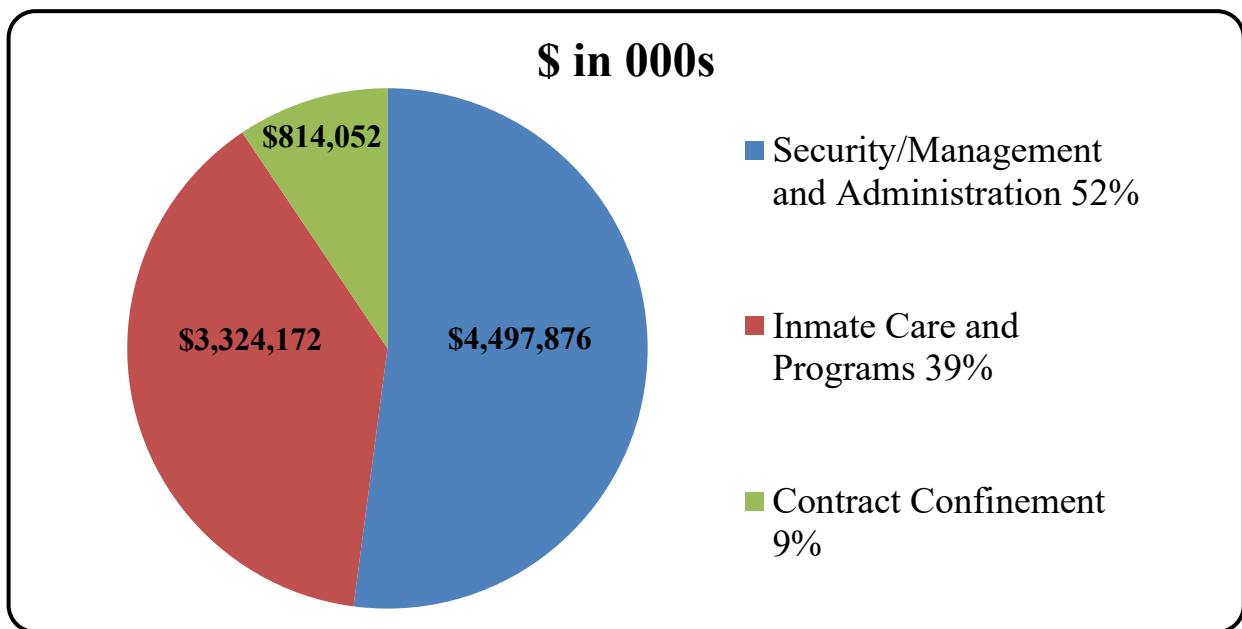


## F. Full Program Costs

### **FY 2024 Total Bureau of Prisons Request by Decision Unit**

In FY 2024, the BOP is requesting a total of \$8,636,100,000, with 39,585 positions and 38,012 FTEs for its S&E appropriation.\*

### **FY 2024 Budget Request by Decision Unit**



\*The FY 2024 Request is displayed as a post-transfer amount to the National Institute of Justice for First Step Act research

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 2024.

**Inmate Care and Programs:** \$3,324,172,000

**Security/Management and Administration:** \$4,497,876,000

**Contract Confinement:** \$814,052,000



**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 (\$000)</u>	<u>Page</u>
Inmate Communications	Security/Management and Administration	0	0	\$12,000	79
Zero Emission Vehicles	Security/Management and Administration	0	0	\$10,086	82

### III. Appropriations Language and Analysis of Appropriations Language

#### Appropriation Language

The FY 2024 Budget Request includes proposed changes in the appropriations language listed and explained below. New language compared to the FY 2023 President’s Budget proposed for FY 2024 is italicized and underlined. The language proposed for deletion is bracketed.

#### Federal Prison System

#### **Salaries and Expenses (Including Transfer of Funds)**

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, [\$8,392,588,000] \$8,644,290,000: *Provided*, That not less than \$409,483,000 shall be for the programs and activities authorized by the First Step Act of 2018 (Public Law 115–391): of which not less than 2 percent shall be transferred to and merged with the appropriation for “[Office of Justice Programs] Research, Evaluation and Statistics” for the National Institute of Justice to carry out evaluations of programs and activities related to the First Step Act of 2018: *Provided further*, 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 until expended for necessary operations: *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.

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

No substantive changes.



## IV. Program Activity Justification

### A. Inmate Care and Programs

Inmate Care and Programs	Direct Pos.	Estimate FTE	Amount
2022 Enacted	14,089	12,173	3,186,636
2023 Enacted	14,289	13,499	3,176,636
Adjustments to Base and Technical Adjustments	0	0	147,536
2024 Current Services	14,289	13,499	3,324,172
2024 Program Increases	0	0	0
2024 Request	14,289	13,499	3,324,172
<b>Total Change 2023-2024</b>	<b>0</b>	<b>0</b>	<b>147,536</b>

#### 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 U.S. 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/Occupational Training, Substance Use Treatment, 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 2021 Actuals	FY 2022 Actuals	FY 2023 Estimates	FY 2024 Estimates
Food	\$399,946	\$461,905	\$491,929	\$523,904
Medical	\$1,294,016	\$1,381,561	\$1,471,362	\$1,546,979
Unit Management	\$537,044	\$630,820	\$671,823	\$715,491
Substance Use Treatment	\$155,017	\$151,140	\$245,697	\$258,473
Education	\$164,592	\$175,290	\$186,684	\$198,818
Psychology Services	\$156,372	\$175,575	\$186,987	\$199,141
Chaplaincy Programs	\$52,880	\$54,049	\$57,562	\$61,303



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 these staff engage with all the disciplines to gather information to share with inmates for individualized services delivery. Regular and consistent interaction between inmates and staff provides better communication and understanding of inmate needs.

Under the First Step Act, all inmates are administered a risk and needs assessment when they begin serving their sentences. These tools are used to determine how each inmate will benefit from services. Staff then collaborate with the inmates to choose the programs and services best aligned with their needs to reduce their chances of reoffending or relapsing. Professional staff across disciplines, but particularly in Psychology Services, Education, Women and Special Populations, and Chaplaincy deliver programs of differing intensities with fidelity to address areas in need of remediation, alleviate symptoms, and teach new skills. Ancillary services, such as support groups and self-service reentry resource libraries, are also available.

**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 chronic 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 including telehealth services.
- On-site and Telehealth/WebEx appointments with outside medical consultants.
- 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. All seven medical centers offer 24-hour care units providing a variety of specialty services to include:

- Dialysis services for offenders with 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
- Wound Care
- Rehabilitation Services
- 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. Most 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.

- **Impact of COVID-19 on Healthcare.** The world-wide pandemic has changed the delivery of healthcare in fundamental ways. COVID-19 has changed how BOP screens and evaluate inmates, operational changes system wide to identify those at risk for COVID-19, quarantine, and isolation systems at each institution as well as testing, treatment and PPE supplies. It also fundamentally changed consultations with specialists (less in-person at an outside office and more tele-health). Many changes are speeding the delivery of healthcare, improving relationships between the BOP and State and local departments of health, and increasing communication with community hospitals. The challenge continues to be the ever-changing virus—the management of post-COVID conditions and the associated costs with treating post-COVID conditions in correctional healthcare is unknown. The Center for Disease Control and Prevention defines post-COVID conditions as new, returning, or ongoing health problems an individual experiences four or more weeks after being infected with the SARS-CoV-2. The BOP has had approximately 55,000 laboratory-confirmed COVID-19 cases since March 2020.



- **Continuity of Care during Community Reintegration.** BOP provides inmate services that develop social competency and meet basic social and health needs during incarceration, as well as transitional links that bolster successful reintegration into the community. This includes assisting offenders to enroll in government benefit programs, find appropriate housing, identifying provider networks that offer needed health services, coordinating care with the United States Probation Office, and developing discharge plans that document continuity of care needs. Additionally, all inmates have access to either an institution or regional social worker who provide additional services to other care levels and populations based on inmate request or referral.
  - *Social Work Services.* BOP acts as a health and social services safety net for a subpopulation of Federal offenders who 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 continues its professional social work services to link 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.* Medication Assisted Treatment (MAT) for offenders diagnosed with opioid use disorder is a focus of the BOP. In 2019 the BOP initiated expansion of its MAT Program to include all FDA-approved medications currently available in the United States (i.e., buprenorphine, methadone, naltrexone). First Step Act positions have been allocated to several BOP facilities to support the expansion of MAT services. Currently, the BOP has identified 128 positions dedicated to MAT services and plans to allocate 150 additional positions in FY 2023.

Since the expansion of MAT services in 2019, the BOP began the process of certifying every Medical Referral Center (MRC) as an Opioid Treatment Program (OTP) and all non-medical center institutions as Narcotic Treatment Programs (NTPs), which allows the provision of Opioid Use Disorder (OUD) medications to be offered in-house, reducing the need for outside community resources. As of November 2022, all BOP MRCs have received provisional certification as OTPs and all non-medical center institutions are awaiting accreditation as NTPs. In FY 2022, the BOP spent approximately \$7.2M on medications for OUD. BOP estimates as much as 10% of the current population may benefit from these services in the future.

- *Participation in the National HIV/AIDS Strategy.* DOJ is designated as one of the executive agencies responsible for developing and implementing the National HIV/AIDS Strategy. The Strategy focuses on three overarching goals: reducing the number of new HIV infections, increasing access to care





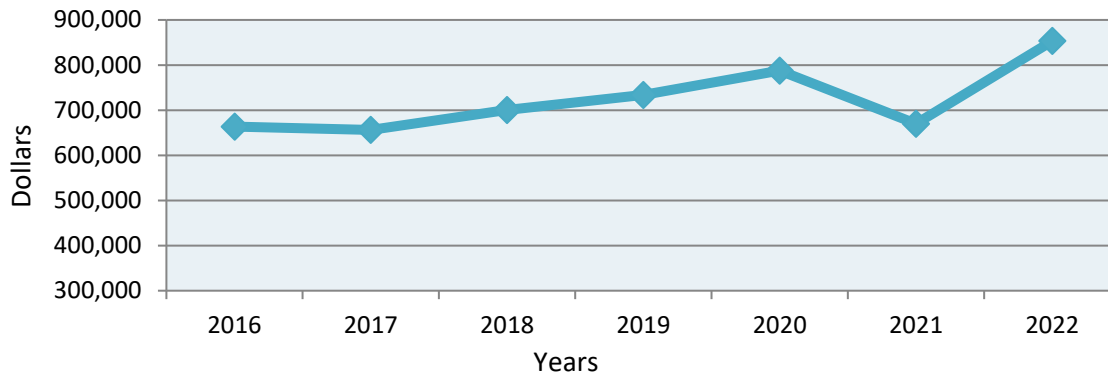
for people living with HIV, and reducing HIV-related health disparities. The BOP has expanded efforts to test and treat HIV-infected offenders during incarceration and is engaged with other Federal agencies to sustain successful management by having pharmacy and social work professionals connect releasing offenders to community programs that provide life-saving medication regimens.

- **Harm Reduction.** The BOP has implemented medical programs to reduce risk to inmates.
  - *Pre-Exposure Prophylaxis.* To aid in the effort of reducing the number of new HIV infections, the BOP has implemented a program in which inmates at high risk of acquiring HIV upon release to the community are offered Pre-Exposure Prophylaxis (PrEP). Inmates choosing to begin PrEP will be sent with up to 90 days of PrEP medication upon release and community resources information to continue PrEP after release is provided. This program is also part of the National HIV/AIDS Strategy.
  - *Naloxone availability.* The BOP has implemented a program to allow access and administration of naloxone by all BOP staff in situations involving possible opioid overdoses. Mandatory naloxone administration training for all staff has been developed and is a part of this program. In addition, the BOP offers inmates the ability to receive naloxone upon release from BOP managed institutions.
- **Aging Offender Population.** The average age of offenders in BOP-managed facilities is 39 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. The FSA expanded a pilot program for eligible elderly and terminally ill offenders to be transitioned to home confinement as part of a pilot program. Currently, there are 329 individuals in this program.

Health Care Cost Containment. Over the last decade, the BOP's medical care costs have steadily increased through FY 2020, however FY 2021 experienced a decrease due to residual COVID-19 pandemic effects. 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:
  - 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 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 developed a Joint Procurement memorandum that provides additional guidance and training for staff to ensure the purchasing of pharmaceuticals is completed in the most cost-efficient manner.
    - The BOP participates in strategic sourcing initiatives by leveraging the combined purchase requirements with the Department of Veterans Affairs (DVA), 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 DVA Prime Vendor Program to purchase medications at the current discount of 12%.



- The BOP adheres to recommendations of the National Pharmacy & Therapeutics Committee, which updates the BOP National formulary twice yearly to ensure the BOP uses the most efficacious, safe and cost-effective therapies.
- 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. The BOP has instituted a centralized fill and distribution (CFAD) site for all Central Processing Pharmacy Services (CPPS) serviced institutions. The cost-effective approach has allowed some pharmacists to dedicate more time to expand cost-effective clinical pharmacy services.
  - Telehealth Services. The BOP leverages telehealth services to deliver specialty medical services to remote locations, as well as primary care to institutions dealing with staffing challenges. 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 BOP-managed institutions.
      - BOP dietitians 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.
  - BOP Health Services Division (HSD) added a National Health Technology Branch in FY 2018 to expand the use of telehealth and other health technologies that improve the efficiency of health care delivery. Additionally, in FY 2018, HSD announced and selected a National Health Technology Administrator to manage the new branch. The National Health Technology administrator is working closely with the Office of Information Technology to expand telehealth services to all facilities, with a goal to have all sites capable of delivering services by the end of FY 2023. Currently, 69% of BOP facilities now have a Clinical Access Station and the ability to provide an enhanced telemedicine experience.



- 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 laboratory information system 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 optimal resource management as well as identifies the locations with supporting community medical resources.
- Catastrophic Care Management. The BOP monitors hospitalized inmates resulting in 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. Through monitoring of hospitalized inmates, the BOP will be able to better understand the impact of catastrophic health care events on the health care budget and decision making.
- Utilization Review. The BOP requires every institution to implement a utilization review process via a Utilization Review Committee (URC) to assure that only medically necessary care is provided. Health care staff utilize clinical decision-making software to provide objective reviews for consultations.
- Data Analytics. The BOP is improving the organization's data analytics capabilities. This is an iterative approach and may take multiple solicitations before the project is complete. The BOP has committed resources to upgrading the existing data analytics platform with the SAS Viya cloud-based enterprise application.

The BOP is building the infrastructure to support a Medical Data Governance Program, which is the foundation for a well-managed data analytics system and is supported by the Data Analytics Advisory Group. Data governance provides executive leadership a vision, direction, and authoritative functions by formalizing data management guidance and procedures. Systematizing data management across a range of activities and programs will enable the BOP to provide timely and consistent responses to outside stakeholders, performance reports to executive leaders and direction to program managers at regular intervals.

- National Secondary Laboratory Contract. The BOP has implemented a National Secondary Laboratory testing contract. By bringing in 122 facilities under one contract, the BOP can get lower pricing by larger volumes, standardizes specific tests



ordered to ensure Utilization Management and allows direct reporting of test results into the Bureau Electronic Medical Record system (BEMR). All these changes will directly reduce costs associated with ordered, processing, tracking, and uploading of laboratory results into the medical record Nationwide.

## **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 2023 and FY 2024 it will serve approximately 124 million meals, which is nearly 339,000 meals per day and over 2.38 million meals per week.

## **c. Education and Occupational Training**

The BOP conceptualizes education as a broad umbrella encompassing literacy, English-as-a-Second Language (ESL), post-secondary education, career and technical education ranging from apprenticeship to less intensive certifications, and a wide-range of structured and unstructured wellness and leisure time activities. Education programming provides offenders with an opportunity to learn academic and job skills which support their reintegration into the community. As of October 2022, 28 percent of the designated offender population was enrolled in one or more education/recreation programs. The BOP's Office of Research<sup>1</sup> has found that participation in education programs leads to a 16 percent reduction in recidivism by offenders who participate in these programs.



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



With few exceptions (i.e., pretrial offenders and sentenced deportable aliens with confirmed orders of deportation), the BOP requires offenders without a verified high school diploma or high school equivalency credential to enroll in a literacy program. There are approximately 13,028 offenders enrolled in high school equivalency programs. The BOPs high school equivalency curricula is standardized to ensure students receive

the same instruction at all institutions regarding the knowledge and skills needed for offenders to progress from basic literacy through attainment of the high school equivalency credential without any deviation from program location. The First Step Act mandates that offenders have their needs assessed and participate in recommended evidence-based recidivism reduction programs based on their specific needs. There are a variety of educational opportunities for offenders in the Bureau to include Literacy, Career and Technical Education, and Postsecondary programs as well as leisure time activities such as hobby crafts and wellness programs.

The implementation of the Violent Crime Control and Law Enforcement Act (VCCLEA) and the Prison Litigation Reform Act (PLRA), mandates that offenders 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, the demand for literacy program instruction has increased, currently there are approximately 17,096 U.S. citizens and 11,787 non-U.S. citizen offenders are engaged in the enrollment process for Literacy programs to include placement testing for enrollment. Between October 1, 2021, and September 30, 2022, 2,832 offenders attained a high school equivalency credential. The Crime Control Act of 1990 requires that non-English speaking Federal prisoners participate in English as-a-Second Language (ESL) program until they function at the equivalence of the eighth-grade level. Between October 1, 2021, and September 30, 2022, 415 offenders completed the certification requirements of Comprehensive Adult Student Assessment System (CASAS) Tests.

Special Education Teachers at Bureau facilities ensure students with learning needs are afforded accommodations, interventions, and modifications within all classes to ensure their success. All offenders are screened for disabilities, and specialized dyslexia assessment and programming is offered. Each institution has implemented the Barton Reading and Spelling System as part of its compliance with First Step Act requirements for providing an evidence-based, research driven, intervention program to remediate the condition of dyslexia. Education staff trained as Barton Tutors provide students who have dyslexia and/or reading difficulties with direct, multi-sensory instruction to address

# Federal Bureau of Prisons



individual challenges that impede their accuracy and fluency in reading, writing, spelling, and language. The Bureau offers over 200 different courses and trades resulting in industry recognized certifications and credentials. Occupational and Advanced Occupational Education (AOE) programs serve to enhance offenders' post-high school equivalence skills during incarceration and increase the employment opportunities of offenders upon release, particularly those who lack solid employment history or a marketable skill.



One program the Bureau offers is the Commercial Driver's License (CDL) program. This program is offered at FCI Edgefield, FCI McKean, FPC Montgomery, FPC Pensacola, FCI Three Rivers, and FCC Yazoo City. It provides inmates the skills and knowledge needed to successfully complete all the requirements for their Class A or B licenses which can assist them in securing employment in the trucking industry upon release. The BOP recognizes this is a growing industry and looks to provide this program at more institutions in the future. Additionally, the BOP has an agreement with the Department of Labor (DOL) allowing for the credentialing of apprenticeship programs at the National level. Offenders who complete these very intensive programs commensurate with community standards then have a portable credential to assist with post-release employment.



The BOP's Post Release Employment Study demonstrates that occupational training programs decrease recidivism<sup>2</sup>. Federal offenders 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. Between October 1, 2021, and September 30, 2022, 10,647 individuals completed an occupational training, job specific certification program.

<sup>2</sup> 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 agency continues to standardize all career and technical education programs offered. This standardization is necessary to ensure fidelity of curricula, instruction, and certifications needed for similar programs Bureau-wide. The Bureau is currently onboarding staff for seven new School Counselor positions. These individuals will work with offenders to determine employment skills and career paths while serving as a liaison between Unit Team and Education staff.

There are 15 institutions which currently offer the Pell Grant Pilot Program including: FCI Bennettsville, FCI Beaumont Low, FCI Beaumont Medium, MDC Brooklyn, FCI Cumberland, FCI Danbury, FCI Elkton, FCI Gilmer, FMC Lexington, FCI Milan, FCI Ray Brook, FCI Talladega, FCI and SPC Williamsburg, and FCI Yazoo City. These institutions in conjunction with postsecondary colleges and universities offer prison education programs for offenders to provide students the opportunity to build new skills and increase employment opportunities upon release. From October 1, 2021, through September 30, 2022, there have been a total of 21 associate degrees, 4 bachelor's degrees, and 3 certificates earned through this initiative.

In December 2020, Congress lifted the ban on Pell Grant eligibility for incarcerated students, allowing them to receive federal financial aid. The Free Application for Federal Student Aid (FAFSA) Simplification Act will ensure programs are operating in the best interest of the students, given students meet certain conditions, and be approved by Bureau locations that are responsible for overseeing instruction. The Pell Grant Reenactment will officially begin July 1, 2023, allowing the ability for all incarcerated inmates to have access to this type of financial aid. It will also give incarcerated individuals the opportunity to attain post-secondary education, gain the competitive skills and qualifications that will help them succeed when they return to their communities, and increase employment opportunities upon release. The Bureau is collaborating with the Department of Education to ensure implementation procedures for the reenactment are provided to guide staff and inmates of the new process.

The Bureau has 25 active dog training programs with several more in development. These programs include basic obedience training for rescue dogs, service dog training and whelping programs. Each program provides a minimum standard set of skills which will prepare participants for employment in a variety of jobs in the pet industry. Depending on the specific program, inmates can receive a variety of related certifications including a DOL Animal Trainer Apprenticeship certificate.

Based on the results of the individualized FSA Needs Assessments, the Bureau has many inmates with a recreation/leisure/fitness and/or medical need. To adequately address all offenders' FSA needs, the agency offers structured physical and wellness activities, including for special populations such as aging offenders or veterans, hobby craft, music, and other arts programs. Additionally, the BOP has developed a standardized health and wellness curriculum to address these needs and is currently in the process of developing a Spanish version of the program.





To support the White House Initiative on the National Strategy on Hunger, Nutrition, and Health, the BOP has added more stringent courses in nutrition to its Culinary Arts, Restaurant Management, and Personal Trainer vocational programs. Additionally, the Bureau is reviewing and expanding wellness and fitness programs to ensure the components of the initiative are supported.

Outside of formal occupational training programs, Bureau teaches offenders soft skills and other work readiness skills through job fairs and resume preparation courses. In FY 2022, education and institution staff at most institutions conducted mock job fairs with representatives from local communities, although the pandemic did impact some of these activities. The BOP has also partnered with the DOL on a grant initiative that will assist offenders with preparing for and securing employment during the final months of their incarceration and transition into Residential Reentry Centers.

d. **Psychology and Community Mental Health Services**

Psychology Services staff are an integral part of correctional treatment. They conduct needs assessments, group and individual psychotherapy, suicide risk assessments, crisis intervention, residential treatment programs, and staff consultation and training. BOP policy requires 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 programming needs and how they can be addressed with inmates. 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 provided a range of evidence-based services, including crisis intervention, individual and group psychotherapy, psychological assessment, clinical case management, psychiatric treatment, and specialized residential treatment programs. Inmates who are experiencing an acute mental illness 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 substance abuse disorder treatment and sex offender treatment programs. BOP psychologists also offer treatment services designed to reduce recidivism and develop inmates' living skills, such as anger management, problem solving, and social skills training.

Additionally, with the implementation of the First Step Act, Psychology Services staff are tasked with the assessment or intervention of seven unique needs areas (Anger/Hostility, Antisocial Peers, Criminal Cognitions, Family Parenting, Mental Health, Substance Use, and Trauma). There are currently 20 Evidence-Based Recidivism Reduction (EBRR) Programs and 13 Productive Activities (PA) available that require facilitation by Psychology staff.



Offenders with mental health needs, transitioning to the community through a RRC, on home confinement, or on Federal Location Monitoring are referred by Community Treatment Services to contracted community-based treatment providers who provide direct mental health services. Services include mental health assessment, psychiatric evaluation, medication monitoring, crisis intervention, individual and group counseling, and family therapy.

e. **Substance Use Disorder Treatment**

The BOP continues to develop evidence-based treatment practices to manage and treat offenders with histories of substance misuse and substance use disorders. Treatment protocols for Drug Education, Non-Residential Drug Abuse Programs, and Residential Drug Abuse Programs were updated and implemented in FY 2020 and FY 2021 to reflect best practices in substance use treatment and gender-responsive care in correctional settings.

The BOP's treatment strategy includes early identification through a psychology screening, psychoeducation, medication-assisted treatment, non-residential substance use treatment, intensive residential substance use treatment, integrated substance use and mental health 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 substance use, a judicial recommendation for substance use treatment, a violation due to substance use, or if the instant offense is related to substance use. If so, the inmate is required to participate in the Drug Education course and is referred to other substance use treatment programs (i.e., Non-Residential Drug Abuse Program, Residential Drug Abuse Program, Medication Assisted Treatment) as appropriate.

**Drug Education.** Participants in the Drug Education course receive information on the relationship between substance use and crime as well as the psychological, biological, and social impact substance use has on a person. Participants are encouraged to consider their substance use treatment needs and volunteer for the appropriate treatment programs. In FY 2022, 23,954 inmates participated in Drug Education, which exceeded the projection of 22,000 inmates. It is further projected that 22,000 inmates will participate in Drug Education in FY 2023, FY 2024, and FY 2025.

**Medication Assisted Treatment.** Medication Assisted Treatment (MAT) is the use of medications in combination with evidence-based psychosocial interventions to treat opioid use disorders. BOP is developing and implementing treatment protocols designed specifically for MAT Program participants, and 31 MAT Psychologist positions have been allocated to the field to ensure the full range of assessment, diagnostic, and



treatment services are available. Psychology Services and Health Services staff work collaboratively to provide MAT to offenders who meet any of the following criteria:

- An International Classification of Disease or Diagnostic and Statistical Manual of Mental Disorders, active or in remission
- Entrance into Bureau custody as an active MAT patient
- History of problematic opioid use prior to incarceration or self-report
- Positive urinalysis history for opioids during incarceration

BOP currently screens all those entering and preparing to leave the BOP for OUD. The BOP continues to develop in-house treatment capacity while at the same time allowing for the use of all three FDA-approved medications used in OUD through a network of in-house providers and contracts established with community clinics.

For continuity of care, MAT referral and clinical case management services are continued by Community Treatment Services through Federal contracts. Community-based treatment providers provide direct services for offenders in a RRC, on home confinement, or on Federal Location Monitoring. This includes offenders transitioning from MAT in the institutions and offenders requesting MAT services upon arrival to community placement. Additionally, offenders who have a positive urinalysis history for opioids post-incarceration are referred for MAT services in the community.

### **Non-Residential Drug Abuse Program (NRDAP).**

NRDAP was designed to provide maximum flexibility to meet offender treatment needs. Individuals who have relatively mild substance use problems and do not require intensive substance use treatment benefit from the shorter duration of NRDAP. Offenders who have moderate to severe substance use disorders but little time remaining on their sentences are prioritized for NRDAP participation. Finally, offenders who have completed the unit-based component of the Residential Drug Abuse Program participate in the Follow-up component of NRDAP for one year or until they transfer to community placement. In FY 2022, 20,163 inmates participated in NRDAP. In FY 2023, it is projected that 18,500 inmates will participate in NRDAP, with a similar number of participants in FY 2024 and FY 2025.

**The FIT Program.** The Female Integrated Treatment (FIT) Program is a holistic residential treatment program designed to be responsive to the gender-specific needs of women. It uses an integrated treatment model to address trauma related disorders, mental illness, and substance use disorders integrated with vocational programming. FIT Programs are located at FSL Danbury (females), FCI Tallahassee, and SFF Hazelton (females).



**Residential Drug Abuse Program (RDAP).** 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 use treatment for 100 percent of inmates who have a diagnosis for substance use disorder and who volunteer for treatment. More than half of the BOP's facilities operate a Residential Drug Abuse Program (RDAP). Participants live in a unit dedicated to RDAP, 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 have proven to be effective treatment models with inmate populations. In FY 2022, 11,817 inmates participated in Residential Drug Treatment Program. For FY 2023, 12,000 participants are projected; 14,500 participants are projected for FY 2024; and 15,500 participants are projected for FY 2025.

In coordination with the National Institute on Drug Abuse, the BOP conducted a rigorous three-year outcome study of RDAP, 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.

In FY 2021, the BOP awarded a contract to conduct a multi-year evaluation of its suite of substance use treatment programs, individually and collectively. Variables of interest include symptom reduction, institutional adjustment of participants, misconduct/criminal recidivism, and indicators of post-release adjustment. The study is expected to conclude in FY 2027.

**RDAP Follow-up Treatment.** If an inmate has time to serve in the institution after completing the RDAP, he or she must participate in RDAP 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 community placement.

**Community Treatment Services (CTS).** CTS provides a Nationwide comprehensive network of 169 contracted community-based treatment providers, screens over 2,000 inmates for services monthly, and provides clinical oversight for over 4,100 offenders in treatment daily. 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

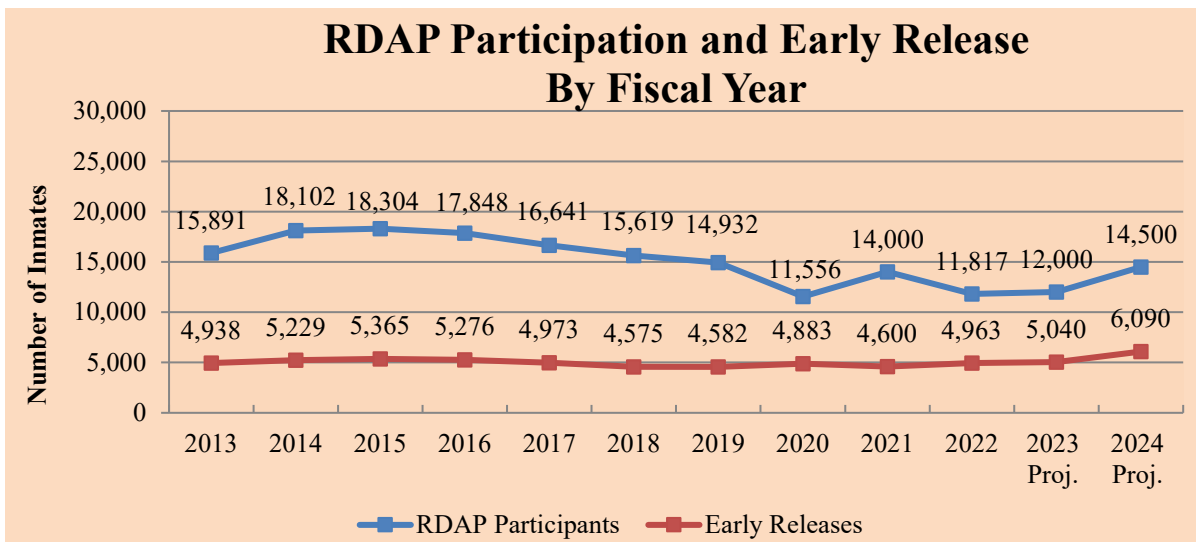


agencies resulting in a variety of behavioral health treatment services available throughout the country. In addition to providing substance use treatment to RDAP participants, the BOP expanded community-based treatment services to include treatment for all offenders with substance use disorders, mental illness, and sex offenders, including oversight for the final phase of the RDAP, Sex Offender Treatment Program (SOTP) and MAT. Moreover, crisis intervention counseling, (e.g., situational anxiety, suicidality, depression, grief/loss, and adjustment issues) is also available to offenders placed in RRCs, on home confinement, and on Federal Location Monitoring (FLM).

Consistent with the standard of care in the community, in 2023, CTS anticipates offering Peer Recovery Support services to all offenders with significant mental health, reintegration difficulties (e.g., suicidal ideations, use of drugs/alcohol, etc.) and/or with substance use disorders who would benefit from additional non-clinical recovery support services. A contract for Peer Recovery Support services was awarded in FY22. These services will be offered by certified peer support specialists and will be available to offenders 24-hours a day, 7 days a week in addition to existing individual and group counseling services.

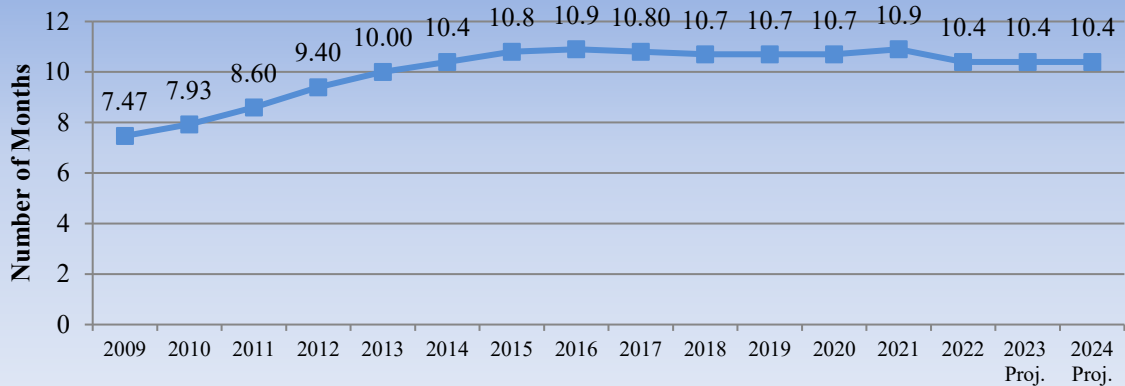
CTS also oversees all Prison Rape Elimination Act (PREA) referrals for allegations reported in the community. CTS recognizes the transition from the institution to the community is stressful for the offender as well as for the family members. CTS also offers family therapy for the offender and his/her family members to facilitate successful reentry. In addition to extensive clinical oversight of the offenders' progress in treatment, CTS staff provide contract oversight for all community-based treatment providers.

The following charts show participation and early release information:





## Average Early Release Credited By Fiscal Year



### Residential Drug Abuse Treatment Programs and Locations (80):

#### NORTHEAST REGION

FCI Allenwood –L (PA)  
 FCI Allenwood – M (PA)  
 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)

FMC Lexington 1 (KY)  
 FMC Lexington 2 (KY)  
 FCI Memphis (TN)  
 FCI Morgantown 1 (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)  
 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)  
 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)  
 FMC Fort Worth 1 (TX)  
 FCI Forrest City - M (AR)  
 FCI Forrest City - L (AR)  
 FCI La Tuna (TX)  
 FCI Seagoville 1 (TX)  
 FPC Texarkana (TX)

#### WESTERN REGION

FCI Dublin 1 (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)



## **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. 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. Currently BRAVE programs are located at FCI Beckley and FCI Victorville - Medium. The BOP is expanding this program and three additional programs will be activated soon at FCI Greenville, FCI El Reno, and FCI Williamsburg and FCI Allenwood.

**The Challenge Program.** The Challenge Program is a residential cognitive-behavioral treatment program for high security inmates with a history of substance use 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. An additional program is planned for USP Florence in FY 2023.

**Mental Health Treatment Programs.** The BOP offers a variety of specialized mental health treatment programs dedicated to the assessment diagnosis, treatment, and management of inmates with serious mental illnesses and complex behavioral problems. Specifically, these programs are designed to reduce distress, improve adaptive functioning, facilitate institutional adjustment, reduce the frequency and seriousness of misconduct, decrease inpatient psychiatric hospitalization, improve interpersonal functioning, and increase reentry success. These programs provide intensive, evidence-based mental health services utilizing a cognitive-behavioral treatment model embedded in structured and supportive environments conducive to social modeling, community feedback and physical and psychological safety.

- **Mental Health Step Down Programs.** Mental Health Step Down Programs provide intensive treatment for inmates transitioning from inpatient psychiatric settings or diverting inmates before they require hospitalization. These residential programs are located at FMC Fort Worth (males), FCI Butner (males), USP Allenwood (males), and USP Atlanta (males).
- **Transitional Care Unit.** This residential program provides high security inmates with extensive histories of serious mental illness and behavioral dysregulation, an incentivized therapeutic environment as they transition from secure treatment settings to a less restrictive environment. It is located at USP Allenwood (males).
- **The Skills Program.** The Skills Program is designed for inmates with significant cognitive limitations and social skills deficits that create adaptive and safety problems in prison and in the community. These residential programs are located at FCI Coleman (males) and FCI



Danbury (males). An additional high security program is planned for implementation at USP Allenwood (males) in calendar year 2023.

- **The STAGES Program.** The Steps Toward Awareness, Growth, and Emotional Strength (STAGES) Program is designed to treat inmates who have a diagnosis of borderline personality disorder and have a history of serious behavioral problems and/or self-directed violence. These residential programs are located at FCI Terre Haute (males) and USP Florence (males). Additional high security programs are planned for USP Allenwood (males) and FCI Waseca (females) in calendar year 2023.
- **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 16 of the BOP's female institutions and recently expanded to 16 male institutions.
- **Sex Offender Management Program.** The BOP's psychology staff also provide Sex Offender Management Programs (SOMPs) for individuals with a sex offense history 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. SOTP-NR is available at 8 male institutions and 1 female institution. An additional SOTP-NR was implemented at FCI Milan in calendar year 2022.

Inmates completing the SOTP-NR and the SOTP-R are expected to participate in community treatment services (if they receive community placement) provided by the Community Treatment Services Section of the Community Reentry Affairs Branch.

Since the implementation of the current program model in 2005, 1,849 inmates have completed a Sex Offender Treatment Program. The current program capacity is 239 and 4,333 inmates are awaiting placement in treatment. At the end of FY 2022, approximately 325 inmates were participating in Sex Offender Treatment Programs. To maximize public safety and taxpayer value, the Bureau ensures that programming slots are available for sexual offenders with a 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. As of August 2022, there are 45 civilly committed sex offenders in the CTP. Of these, 32 are participating in the treatment program.
- **Forensic Evaluation Services.** Forensic psychologists complete court-ordered evaluations for the Federal courts regarding competency to stand trial, insanity at the time of the offense, and civil commitment. In 2022, the BOP completed over 1,150 court-ordered evaluations.

Further, the BOP is the entity that completes all competency restoration services for Federal defendants found not competent to stand trial. These defendants are ordered for competency restoration under 18 U.S.C. 4241(d). While they have traditionally received these services in a medical center, the consistently increasing number of defendants ordered for restoration each year has required the generation of creative alternatives to this traditional model.

The BOP is in the process of activating its first jail-based competency restoration program at one of our detention centers, which will significantly reduce the strain on our medical centers and the current backlog of defendants waiting for restoration services. However, given the demand for this service and recent court decisions requiring the timely placement of defendants in these programs, additional programs are required to continue to meet the demand of the Federal courts.

## f. Chaplaincy Services

### **Chaplains**

The BOP employs full-time chaplains in all institutions to accommodate the free exercise of religion, manage religious programs, and provide pastoral care to inmates and staff. Under the direction of full time theologically trained Chaplains, worship services, sacred scripture studies, and faith-based reentry programming are offered across faith lines. The BOP accommodates 28 congregant faith groups and countless individual inmate religious practitioners.

Chaplains 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 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, the Second Chance Act, and the First Step Act. The passage of the Second Chance Act and First Step Act ushered in the opportunity to utilize mentors to assist in the reentry efforts of formerly incarcerated



individuals back to the community. Mentor Coordinator positions are allocated at all Life Connections Program and several Threshold sites to develop and expand the mentoring components of the programs.

### **Religious Volunteers and Contractors**

Volunteers and contractors assist institutional 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 also available for all Federal offenders upon request. 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. These faith-based reentry 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. A sixth program site was added in FY 2021. The current LCP institutions are FCI Aliceville (AL), FMC Carswell (TX), FCI Leavenworth (KS), FCI Milan (MI), FCI Petersburg (VA), and USP Terre Haute (IN). The BOP is exploring expanding LCP to FCI Greenville (IL) and FCI Fort Dix (NJ).

The LCP provides offenders the opportunity to strengthen their faith development, personal character, and life skills for successful transition back to their respective communities. The LCP includes incarceration and post incarceration phases to instill personal, social, and moral development. It also utilizes a standardized curriculum, a broad spectrum of faith-based contractors, volunteers, and community organizations.

Inmates not eligible for the residential LCP may participate in the non-residential Threshold program. Threshold is a spiritual and values-based program facilitated by chaplains, contractors, and volunteers over a six to nine-month period. This faith-based reentry program also strengthens an inmate's institutional adjustment and community reentry efforts. In FY 2022, approximately eighty institutions offered the Threshold program. This will be maintained through FY 2023, and FY 2024.

### **Community Reentry Network (CRN)**

The Community Reentry Network (CRN) is a National listing of faith-based reentry resources. The CRN includes approximately 1,400 faith-based and mentoring community organizations to



assist offenders in their reentry process. When fully implemented, CRN will be accessible inside and outside the prison walls to help returning citizens access faith communities that are eager to serve as a bridge between correctional life and community living.

## **g. Other Reentry Services**

### **Women in BOP custody. Approximately 7% of the Federal offender population are women.**

Ensuring that women receive gender responsive and trauma informed services are key to continuing the current initiatives related to incarcerated women. A number of initiatives were developed in 2022 and are underway, including:

- **Assessment of women's facilities.** Women's Institution Cultural (WIC) Assessments are being conducted by multi-disciplinary teams at every female institution. Institutions are made aware of area to improve gender-responsivity and general operations.
- **Staffing and hiring.** The BOP is working to develop ranking factors for hiring staff at women's facilities with knowledge and skills needs to work with incarcerated women. These ranking factors will increase the standards for supervisors, thus promoting individuals with an aptitude and skill set for working with women and foster succession planning for Executive Staff at women's facilities.
- **Enhanced institution orientation.** An orientation video is being developed for women incarcerated at female facilities that outlines gender responsive and trauma informed methods, programming, agency practices, expectations, institution operations, sexual safety, reporting procedures, administrative remedy process, etc. This will include interviews with incarcerated women, and women's input regarding needed content. The video will be shown and questions answered by a member of the institution leadership team during Admissions and Orientation for women entering BOP facilities.
- **Program development.** The agency is developing new programs focusing on the gender responsive needs of women in its custody. The programs include interactive family programming, non-traditional career training, sexual safety, domestic violence education and human trafficking. Sixteen Special Population Coordinators are currently on-site at female facilities with the primary goal of facilitating gender-responsive programming and additional positions are being added at Federal Correctional Complexes.

### **Aging Offender Population. Approximately 22% of BOP offenders are over the age of 49.**

Aging offenders are individuals who are 50 years of age or older. Substance use, instability, lifestyle choices and high-risk behavior may increase programming and medical needs in the aging offender population. The BOP has adopted an aging in place management strategy which is the community standard. Offenders live in facilities close to their release residence and maintain strong family/community ties to meet their aging related needs upon reentry. Mixed generation units for institutions with large aging populations are also utilized, which place value on aging offenders living with, mentoring and guiding younger offender peers to promote unit and



institution stability. Programming is offered for this population focusing on brain health, health and wellness through the lifespan, meeting reentry needs and living with chronic conditions.

**Transgender Offender Population.** Consistent with the Prison Rape Elimination Act of 2003 and relevant case law, BOP conducts individualized assessments of approximately 1,400 offenders who identify as transgender. The BOP utilizes a gender affirming care model in which accommodations affirming an individual's identified gender are available. Consistent with the community standard of care and BOP policy, the agency will provide gender confirming surgery for transgender individuals found to be appropriate for this procedure. The BOP has developed new programs focused on identifying reentry resources, meeting reentry goals, and learning to live as an individual's identified gender, which enhance the existing offerings for this special population.

**Offender Veterans.** There are approximately 8,800 uniformed service veterans in BOP custody. The combination of justice involvement and prior uniformed service creates a set of challenges, which often differentiate justice-involved veterans from other justice-involved adults. The BOP offers offender veterans the opportunity to engage in both non-residential programming and a residential Veterans Education Transitional Services (VETS) Unit which has activated at FCI Englewood, Colorado. Additionally, veteran specific programming is available focusing on a structured support group, career skills series for veterans, and resource guide for services veterans can access upon reentry.

**Volunteer Services.** Agency management of volunteer services includes recruitment, security compliance, training, file development/maintenance, and coordination of recognition banquets. Volunteers are valued partners who provide an array of services from one-on-one intensive mentoring to transitional support through post-release. During FY 2021, and during a National pandemic, the BOP managed approximately 7,600 active volunteers across the Nation. However, under modified operations, in-person volunteer services were significantly reduced during the year or were modified to accommodate a continued need. Specifically, in recognition of the value of visitation services provided by volunteers, the BOP approved mail correspondence for participating offenders and the assigned prison visitation volunteer. This accommodation allowed these volunteers to write letters to the offenders assigned to them. At the onset of the suspension of visits, this was a critical service provided to offenders who would otherwise have no contact with anyone outside of prison.

**Inside Influence.** BOP collaborated with a contractor to develop a web-based volunteer recruitment and management tool, called *Inside Influence*. *Inside Influence* is coupled with a social media marketing campaign targeted to attract skilled volunteers in locations identified with the greatest need. This project will enhance recruitment efforts to expand volunteer partnerships and reentry programming. *Inside Influence* went live in the Mid-Atlantic and Southeast regions in August 2021. A full Nation wide roll-out is expected by the end of FY 2023.



**Reentry Affairs Coordinator (RAC).** Recognizing reentry as a critical component of the BOP's mission, all staff are charged with preparing offenders for a successful transition to their community. A primary champion in this charge is the Reentry Affairs Coordinator (RAC) located at each institution. The RAC is responsible for establishing, implementing and directing reentry initiatives including partnership development, volunteer recruitment and oversight, tracking program participation, and conducting training. RACs deliver programs, activities, and events related to reentry initiatives and offender programming in the FSA Guide. This work also includes routine facilitation of programs that are documented in BOP data systems to ensure credit for FSA or other purposes. Through community outreach, RACs maintain a National community resource database containing referral information for a variety of resources such as housing, wrap-around-services, public benefits, child support order assistance, employment, vocational, educational, social, and other reentry related professional services available throughout the Nation.

## **h. Occupational Safety & Health (OSH)**

OSH provides National oversight authority and staff assistance in the following program areas:

- **Occupational Safety**  
Providing 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.
- **Environmental Compliance**  
Providing 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.
- **Fire Protection**  
Providing 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.
- **Industrial Hygiene**  
Providing technical expertise throughout the BOP for all issues and questions concerning respiratory protection program, hearing conservation program, air quality, mold, asbestos exposure, personal protective equipment (PPE) and industrial processes.
- **OSHA Recordkeeping as it relates to on-the-job injuries and reporting.**
- **Pre-Employment Medical Assessments**  
Provides the medical and psychological review of all Applicants applying for positions with the Agency and provide medical recommendation for their suitability.



- **Medical/Psychological Fitness for Duty**  
Providing technical expertise throughout the BOP for all issues and questions concerning the Agency's staff and their abilities to perform their duties in a safe manner for all. Coordinates the Agency's Independent Medical Examinations (IMEs) of staff to assess their ability to perform their essential duties.
- **Drug Free Workplace program**  
Providing technical expertise throughout the BOP for all issues and questions concerning compliance with the National guidelines set by Department of Health and Human Service (HHS) and Department of Transportation (DOT) as it relates to Agency's law enforcement mission.
- **Centralized Workers' Compensation Unit & Workers' Compensation case management**  
Providing technical expertise throughout the BOP for all issues and questions concerning compliance with the Federal Employee's Compensation Act (FECA) and management of long-term workers' compensation cases across the bureau.
- **Medical issues as it relates to reasonable accommodation and temporary job modifications.**
- **Employee Health to include addressing outbreaks at institutions which would affect BOP employees and Bloodborne Pathogen Program for staff.**
- **Medical input into reasonable accommodation/medical leave/FMLA/LWOP throughout the BOP.**



**2. Performance and Resource Tables**

<b>PERFORMANCE AND RESOURCE TABLE</b>												
<b>Decision Unit: Inmate Care and Programs</b>												
<b>RESOURCES (\$ in thousands)</b>			<b>Target</b>		<b>Actual</b>		<b>Projected</b>		<b>Changes</b>		<b>Requested (Total)</b>	
			<b>FY 2022</b>		<b>FY 2022</b>		<b>FY 2023</b>		<b>Current Services Adjustments and FY 2024 Program Changes</b>		<b>FY 2024 Request</b>	
<b>Total Costs and FTE</b> (Reimbursable: FTE are included, but costs are bracketed and not included in totals)			<b>FTE</b>	<b>\$000</b>	<b>FTE</b>	<b>\$000</b>	<b>FTE</b>	<b>\$000</b>	<b>FTE</b>	<b>\$000</b>	<b>FTE</b>	<b>\$000</b>
			36,422	7,865,000	33,310	7,754,910	38,012	8,382,588	0	253,512	38,012	8,636,100
<b>TYPE</b>	<b>STRATEGIC OBJECTIVE</b>	<b>PERFORMANCE</b>	<b>FY 2022</b>		<b>FY 2022</b>		<b>FY 2023</b>		<b>Current Services Adjustments and FY 2024 Program Changes</b>		<b>FY 2024 Request</b>	
<b>Program Activity</b>		Inmate Care and Programs	<b>FTE</b>	<b>\$000</b>	<b>FTE</b>	<b>\$000</b>	<b>FTE</b>	<b>\$000</b>	<b>FTE</b>	<b>\$000</b>	<b>FTE</b>	<b>\$000</b>
			13,299	3,186,636	12,173	3,024,415	13,499	3,176,636	0	147,536	13,499	3,324,172
<b>KPI: Output</b>	3.1	Percent of BOP facilities providing structured curriculum on voting rights to releasing individuals.	49%		100%		100%		8%		100%	
<b>KPI: Output</b>	5.2	Percent of inmates in Federal custody who have successfully completed or are enrolled in an FSA program or activity.	50%		61%		55%		5%		80%	
<b>Performance Measure</b>		# of Inmates Completing Literacy Program	3,000		2,832		3,300		100		3,400	
<b>Performance Measure</b>		# of Inmates Participating in the Residential Drug Abuse Treatment Program	12,000		11,817		14,500		1,000		15,500	
*Denotes inclusion in the DOJ Quarterly Status Report and DOJ Annual Performance Plan.												



**Data Definition:** Currently, the Literacy Program measure identifies the number of inmates receiving a certificate for completing the General Educational Development (GED) program. The GED Tests measure high school level skills and knowledge. The GED credential is the most widely accepted high school equivalency credential. The Residential Drug Abuse Program (RDAP) measure is the projected number of BOP inmates who participated in the RDAP within the Fiscal Year.

**Data Validation and Verification:** Institution education staffs verify and record inmates' high school or General Educational Development (GED) attainment in the SENTRY Education Data System when inmates enter BOP custody, or when they pass the GED Tests and obtain a high school equivalency credential. GED completion data is provided by the GED Testing Service, American Council on Education. GED completion information is posted in the BOP's internal Website (intranet) monthly, and all agency personnel have access to the information. Data is collected/entered into the BOP's SENTRY data system and the Bureau Electronic Medical Record (BEMR). Data is collected/entered primarily by Case Managers, Drug Treatment Specialists and Drug Abuse Program Coordinators in the institutions. SENTRY data tracks the inmate's status in RDAP. BEMR tracks the inmate's clinical progress, including treatment plans; 60 day treatment reviews; group contacts; individual contacts; treatment summaries, etc. Current and historical data uploads from SENTRY are provided monthly. (Although weekly data is available for current participants, it is necessary to use the monthly files to match the historical data). A Statistical Analysis Software (SAS) program was written to identify the number of inmates in BOP custody who were identified in SENTRY as DAP PART (RDAP Participation) or DAP PART D (Dual Diagnosis RDAP Participation ) or DAP PART S (Spanish RDAP Participation ) assignments for the current Fiscal Year. Both SENTRY and BEMR are stored electronically. Signed documents are inserted in the inmate's Central File and in some cases scanned and digitally stored in BEMR. Completion numbers are monitored by field education staff via monthly GED statistical reports posted on the agency's intranet. Validation is conducted by the Drug Abuse Program Coordinator through regular treatment meetings, supervision and inmate file and data reviews. Data Verification is conducted through SENTRY data which are monitored by Central Office and the Regional Offices no less than monthly. Also, verification is done through routine review of BEMR records in the course of daily activities of inmate documentation related to the RDAP. Examples of reviews conducted include but are not limited to: programs are operating as intended; participant status and progress are documented appropriately; BEMR documentation meets the clinical standard as outlined by policy and training; inmates are interviewed for RDAP appropriately; and to ensure all inmates qualified for the RDAP are receiving the RDAP before their release from BOP custody.

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



# Federal Bureau of Prisons



## PERFORMANCE MEASURE TABLE

Decision Unit: Inmate Care and Programs

Performance Measure		FY 2017	FY 2018	FY 2019	FY 2020	FY 2021	FY 2022		FY 2023	FY 2024
		Actual	Actual	Actual	Actual	Actual	Target	Actual	Target	Target
<b>Key Performance Indicator</b>	Percent of BOP facilities providing structured curriculum on voting rights to releasing individuals.	N/A	N/A	N/A	N/A	N/A	49%	100%	100%	100%
<b>Key Performance Indicator</b>	Percent of inmates in Federal custody who have successfully completed or are enrolled in an FSA program or activity.	N/A	N/A	N/A	N/A	N/A	50%	61%	55%	80%
<b>Performance Measure</b>	Increase the # of Inmates Completing Literacy Program	2,667	3,249	2,857	1,877	1,877	3,000	2,832	3,300	3,400
<b>Performance Measure</b>	# of Inmates Participating in the Residential Drug Abuse Program	16,641	15,619	14,932	11,556	10,465	12,000	11,817	14,500	15,500



### 3. Performance, Resources, and Strategies *(for Inmate Care & Prog)*

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

Percent of BOP facilities providing structured curriculum on voting rights to releasing individuals: In FY 2022, 100 percent of the Department's Bureau of Prisons (BOP) facilities provided structured curriculum on voting rights to releasing individuals. In FYs 2023 and 2024, BOP will continue to provide training and coaching to ensure fidelity in implementation. A fully negotiated policy with program review measures to ensure compliance is the long-term goal. Inmate Voting Rights Information Distribution: To provide inmates with more information regarding their voting rights, BOP posted information and voting materials on the inmate messaging system for Maine, Vermont, Puerto Rico, and Washington DC. Additionally, a standardized curriculum was developed to include information on voting rights and processes. The Bureau of Prisons' Community Reentry Affairs Branch coordinated the development of the standardized program curriculum for the Release Orientation Program (ROP) Program Statement.

Percent of inmates in Federal custody who have successfully completed or are enrolled in an FSA program or activity: In FY 2022, the Bureau provided structured training to staff on FSA processes to increase programming. The target goal for FY 2022 was set at 50%, the Bureau exceeded this goal, as of September 30, 2022, 61.3% of offenders were participating in any FSA Activity. For FY 2023 the target goal is 55%, and as of October 31, 2022, 66.9% of offenders were participating in any FSA activity. The FY 2024 target goal is 80%. The Bureau continues its efforts to increase the percent of inmates who have successfully completed or enrolled in an FSA program or activity for each fiscal year.

#### Number of Inmates Completing Literacy Program:

This measure identifies the number of inmates enrolled in a high school equivalency program receiving a certificate for successfully completing the High School Equivalency Education (HSE)/General Educational Development (GED) assessment. The HSE/GED offers adults who did not complete traditional high school an opportunity to pursue education and career opportunities once released to the community. Additionally, beginning in FY 2017 the Bureau accepted non-GED credentials earned through passing all HSE test and credentials that are recognized by the states. In FY 2022, the Bureau did not meet the goal of 3,000 HSE/GED completions. The Bureau had 2,832 completions during FY 2022, 168 completions less than the target goal, the Bureau's declining inmate population and nationwide COVID-19 operational levels are contributing factors. As more institutions return to normal programming operational status, the Bureau has set a goal for FY 2023, of 3,300 completions, and the FY 2024 projection for completions is 3,400.

The GED Testing Service provides an 8-hour, hands-on training for the new assessment content to all education staff responsible for GED instruction, consistent with funding availability, at the agency's National Corrections Academy (NCA) in Aurora, Colorado. In addition, the Bureau offers a three-day, in person HSE content training at the NCA to all literacy instructors to enhance their education course competencies and skills to better prepare inmates for the HSE/GED tests. To assist inmates with their HSE certificate effort, the Bureau



provides vouchers to inmates when they are released from Bureau's custody or are housed at the Residential Resource Centers (RRCs) so they can take HSE/GED Ready Tests before taking and passing the official GED tests to obtain HSE/GED credentials.

Number of Inmates Participating in the Residential Drug Abuse Treatment Program (RDAP): In FY 2022, the number of inmates participating in RDAP was 11,817. The BOP missed the target by 183 inmates, due largely to the BOP's modified operations because of the COVID-19 pandemic. The BOP is projecting 14,500 participants in FY 2023 and 15,500 in FY 2024.

## **b. Strategies to Accomplish Outcomes**

Percent of BOP facilities providing structured curriculum on voting rights to releasing individuals: ROP is conducted with all inmates who are 17-20 months prior to release to the Residential Reentry Center, home confinement, direct release, or those on Federal location monitoring programs. Specifically, voting rights are discussed during the legal issues lesson plan and provides materials regarding voting.

Data validation is provided by the Reentry Affairs Coordinators. Verification is conducted through receiving pre- and post-testing from each institution. Limitations: The ROP program has not been negotiated with the union. Therefore, implementation must be negotiated locally. The draft policy is ready to be negotiated. At this time, 57 out of 122 institutions voluntarily implement the ROP standardized programming.

Percent of inmates in Federal custody who have successfully completed or are enrolled in an FSA program or activity: Inmates are assigned to FSA programs and activities based on their risk and needs assessment findings. Some inmates are recommended for structured, curriculum-based programs as part of this process. Additionally, in January 2022, the Federal regulation was published establishing the ways in which time credits may be earned. As part of this calculation, the number of productive activities was greatly expanded, and inmates may also participate in FSA activities that are not structured programs. As of October 31, 2022, 66.9% of inmates were participating in any FSA activity and 33.1% were choosing to "opt out" of programs.

The BOP monitors participation in structured and unstructured FSA programs and activities for capacity planning and to ensure program offerings address the needs of the inmate population. EBRR and PAs utilize standardized program codes for program monitoring and tracking purposes. Participation and completion data for these programs are maintained in the BOP's data system. As of October 31, 2022, there were over 89,000 enrollments in EBRR programs and PAs. The BOP has been monitoring EBRR program and PA completions from the initial roll-out of these programs on January 15, 2020. Since that time through October 31, 2022, there have been over 264,000 completions in EBRR programs and PAs.

At a minimum, case managers and the inmate's unit team review, verify, and update the data input for that inmate during the inmate's routine program review, which occurs every 180 days for inmates with 12 months or more remaining on their sentence, and every 90 days for inmates with less than 12 months remaining on their sentence. The BOP continues to provide



productive work, education, occupational training, and recreational activities that have a clear correctional management purpose to minimize inmate idleness, which assists inmates with expanding employment opportunities and a successful return to the community upon release. The BOP develops and provides programs to address inmates' identified needs and target inmates with the highest risk of recidivating. The agency's strategy includes a strong component of partnership building with community organizations, State, local, and other Federal agencies. The partnerships provide inmates with an increased level of continuity of care, as well as access to resources to assist with housing, employment, and medical and mental health care.

### Substance Use Treatment

The BOP continues to develop evidence-based treatment practices to manage and treat offenders with substance misuse and substance use disorders. The BOP's strategy includes early identification through a psychology screening, drug education, non-residential substance use treatment, medication-assisted treatment, intensive residential substance use treatment, and community transition treatment, as discussed earlier.



## B. Security/Management and Administration

Security/Management and Administration	Direct Pos.	Estimate FTE	Amount
2022 Enacted	24,575	22,834	3,937,573
2023 Enacted	24,965	24,210	4,465,161
Adjustments to Base and Technical Adjustments	0	0	10,629
2024 Current Services	24,965	24,210	4,475,790
2024 Program Increases	0	0	22,086
2024 Request	24,965	24,210	4,497,876
<b>Total Change 2023-2024</b>	<b>0</b>	<b>0</b>	<b>32,715</b>

### 1. PROGRAM DESCRIPTION: Security/Management and Administration

This budget activity covers costs associated with Institution Security and Administration, Institution Maintenance, Management, and Institution Staff Training. The budget activity also includes costs associated with general administration and 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.



#### ***a. Institution Security and Administration***

All institutions are assigned a security level based in part on the physical security of each facility. Institutions in the BOP are divided into five security levels: minimum, low, medium, high, and administrative. Administrative security institutions house a variety of specialized populations, such as pre-trial, hold-over, medical, mental health, and sex offenders. Based on BOP research, incarcerated women generally do not require the same degree of security as incarcerated men. Therefore, a modified classification system is used for female inmates. Female inmates may also be placed in State and local facilities.

Each inmate is tracked through BOP's SENTRY Information System. Inmates are assigned a security and custody level, which relates to the degree of supervision needed and ensures that they 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 inmates 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. Towers are staffed 24-hours per day at all High and Administrative Maximum facilities except for facilities containing a stun-lethal fence. Inside towers are exempted. There is also razor wire strung between a double fence with high mast lighting to illuminate the perimeter, 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 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 and account for inmates. To ensure effective accountability of inmates, census checks must be conducted at all institutions. Census checks identify inmates in unauthorized and unassigned areas. All departments must conduct a census of all inmates assigned to their area during each work period (a.m. and p.m.). 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 can 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, and threats to the security and orderly running of the institution. Disciplinary Segregation provides for segregation of inmates found guilty of violations of rules through the Inmate Disciplinary Process.

Investigative staff members gather and share a wide variety of intelligence information and products with other law enforcement entities. This intelligence may be gathered from monitoring of an inmate's social communications, day-to-day

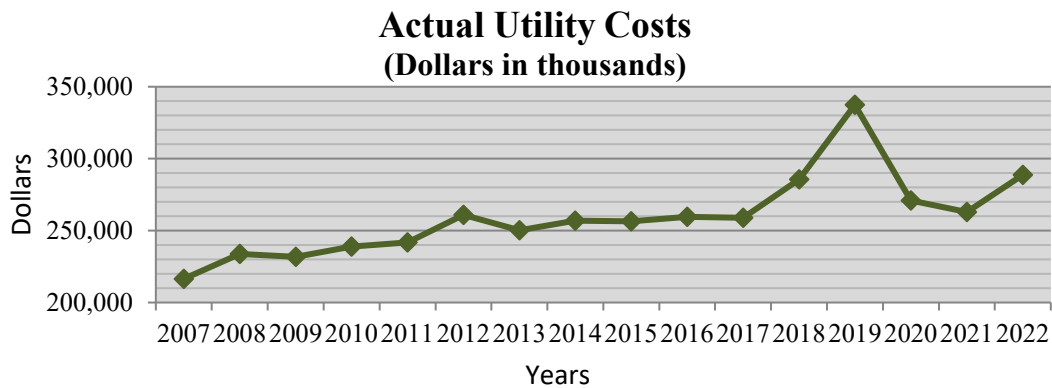


institutional conduct, and may be indicative of on-going criminal activity by the inmate. Staff members are routinely forwarding counter terrorism intelligence to the National Joint Terrorism Task Force; local Joint Terrorism Task Force(s); FBI Counterterrorism Division; and Central Intelligence Agency liaison personnel. Additionally, a significant amount of data regarding inmate financial transactions, telephone calls, and correspondence is 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. About 31 percent of the BOP's 122 institutions are over 50 years old, and 57 percent are over 30 years old. As of December 2022, BOP facilities are situated on 46 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 \$289 million incurred in FY 2022.



Note: Several Energy Savings Performance Contracts were fully paid in Fiscal Year 2019, resulting in the larger than normal difference between FY 2019, FY 2020, and FY 2021.

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 80 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 24 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 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 and visual products 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. The BOP's History Museum, which captures the agency's rich history and traditions through various displays including documents, pictures, and artifacts, is hosted at 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, video productions, 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 Services 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 and Background Investigation Section. The HRSC supervises and directs the overall management of Human Resources shared services for the Central Office, 6 Regional Offices, and 122 institutions that employ over 35,000 staff.

## **d. Management/Administration**

### **Executive Staff**

The Executive Staff is comprised of the Director, Deputy Director, Associate 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

# Federal Bureau of Prisons



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

## Central Office

The Central Office serves as the headquarters for the BOP, which is overseen and managed by Director Colette S. Peters. Here, National programs are developed and the following divisions provide functional support:

- Administration
- Correctional Programs
- Health Services
- Human Resource Management
- Federal Prison Industries\*
- Information Technology and Data Division
- 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 and coordination, and analysis of information related to capacity planning, which covers such varied areas as female inmates, 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 and Environmental Review
- Facilities Management
- Finance
- Procurement Executive
- Trust Fund



## **Correctional Programs Division**

The Correctional Programs Division (CPD) develops activities and programs designed to assure institution security, safety of staff and inmates, and orderly institution operations. The CPD also provides National policy direction of institution correctional services; intelligence gathering to include domestic and international terrorism; the management of inmates placed in the Federal Witness Security Program; inmate transportation; inmate sentence computations and custody classification, emergency preparedness; inmate discipline; Institution Hearing Program (IHP) and the coordination of the treaty transfer of inmates to other countries; and review and certification of sexually dangerous persons. The Division also has responsibilities for a variety of functions in the area's liaison activities with Immigration and Customs Enforcement and the U.S. Marshals Service. CPD coordinates the agency's Victim/Witness Program and ensures the collection of court-ordered obligations through the Inmate Financial Responsibility Program.

Branches in the Correctional Programs Division include:

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

## **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
- Medical Asset Support Teams (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 Technology and Data Division**

The Information, Technology, and Data 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, Technology, and Data Division include:

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



## **General Counsel and Review**

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 AND RESOURCE TABLE												
Decision Unit: Security/Management and Administration												
RESOURCES (\$ in thousands)			Target		Actual		Projected		Changes		Requested (Total)	
			FY 2022		FY 2022		FY 2023		Current Services Adjustments and FY 2024 Program Changes		FY 2024 Request	
Total Costs and FTE <small>(Reimbursable: FTE are included, but costs are bracketed and not included in totals)</small>			FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000
			36,422	7,865,000	33,310	7,754,910	38,012	8,382,588	0	253,512	38,012	8,636,100
TYPE	STRATEGIC OBJECTIVE	PERFORMANCE	FY 2022		FY 2022		FY 2023		Current Services Adjustments and FY 2024 Program Changes		FY 2024 Request	
Program Activity		Security/Management and Administration	FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000
			22,820	3,937,573	20,834	3,955,004	24,210	4,465,161	0	32,715	24,210	4,497,876
<b>KPI/APG:</b>	3.3	Percent of Federal law enforcement officers who receive Use of Force Sustained Training within a 3-year period.	100%		100%		100%		0%		100%	
<b>KPI:</b>	5.2	Percent of funded corrections officer positions filled at the end of each fiscal year.	88%		88%		88%		0%		88%	
<b>KPI:</b>	5.2	Percent of inquiries from external stakeholders that BOP responds to within the target response time.	80%		87%		80%		0%		80%	
<b>Performance Measure</b>		Rate of serious assaults in Federal Prisons (Rate/5,000)*	11		5		11		0		11	
<b>Performance Measure</b>		% of staff on-board at BOP Inst.	95%		%		92%		0%		92%	
<b>Performance Measure</b>		Medium & high security crowding	Med = 19% High = 20%		Med = %35 High = %26		Med = 20% High = 20%		Med = 1% High = 1%		Med = 21% High = 21%	



<b>Outcome</b>	Escapes from Secure Institutions	0	0	0	0	0
<b>Outcome</b>	System-wide Crowding	6%	5%	9%	1%	10%
<b>Outcome</b>	Facilities accredited: ACA	100%	100%	100%	0%	100%

\*Denotes inclusion in the DOJ Quarterly Status Report and DOJ Annual Performance Plan.

\*Due to the time required to adjudicate allegations of assaults, there is a lag between the occurrence and reporting guilty findings. Therefore, the figures reported represent incidents that were reported for the preceding twelve months ending several months before the end of the FY. Beginning with the FY 2007 data, data focused on the rate of serious assaults (inmate on inmate per 5,000), which is a more meaningful safety indicator for BOP facilities.

**Data Definition:** Reported assault rate is based on guilty findings of serious assaults. Serious assaults involve serious physical injury being attempted or carried out by an inmate, as well as armed assaults on the institution's secure perimeter. The crowding levels are based on a mathematical ratio of the number of inmates divided by the rated capacity of the institutions at each of the specific security levels. The percent of crowding represents the rate of crowding that is over rated capacity. For example, if an institution had a number of inmates that equaled the rated capacity, this would represent 100% occupancy, which equals 0% crowding. Any occupancy above 100% represents a percentage of crowding. System-wide: represents all inmates in BOP facilities and all rated capacity, including secure and non-secure facilities, low, medium, and high security levels, as well as administrative maximum, detention, medical, holdover, and other special housing unit categories. Medium security facilities: strengthened perimeters, mostly cell-type housing, work and treatment programs and a lower inmate-to-staff ratio than low security facilities. High security facilities: also known as U.S. Penitentiaries, highly secure perimeters, multiple and single cell housing, lowest inmate-to-staff ratio, close control of inmate movement. All BOP institutions are assigned a security classification level based in part on the physical design of each facility. Additionally, there is an administrative category for institutions that house a variety of specialized populations such as pre-trial, medical, mental health, and sex offenders. Low, medium, and high security levels and administrative institutions are defined as "secure," based on increased security features and type of offenders designated.

**Data Validation and Verification:** The most senior managers in the agency conduct annual reviews of institution performance including assaults and other misconduct. Additionally, during Program Reviews (which are conducted at least every three years), annual operational reviews, and Institution Character Profiles (which are conducted every three years), reviews of assaults and other misconduct patterns are accomplished. The SENTRY system is the BOP's operational data system, whereas the Management Analysis Portal (MAP) aggregates the SENTRY data and provides an historical perspective. Subject matter experts review and analyze population and capacity levels daily, both overall and by security level. BOP institutions print a SENTRY report, which provides the count of inmates within every institution cell house. The report further subdivides the cell houses into counting groups, based on the layout of the institution. Using this report, institution staff conduct an official inmate count five times per day to confirm the inmate count within SENTRY. The BOP Capacity Planning Committee (CPC), comprised of top BOP officials, meets quarterly to review, verify, and update population projections and capacity needs for the BOP. Inmate data are collected regularly from the Administrative Office of the U.S. Courts by the BOP Office of Research and Evaluation in order to project population trends. The CPC reconciles bed space needs and crowding trends to ensure that all available prison space is fully utilized, both in Federal prisons and in contract care. The most senior managers in the agency conduct annual reviews of institution performance including escapes. Additionally, during Program Reviews (which are conducted at least every three years), annual operational reviews, and Institution Character Profiles (which are conducted every three years), reviews of escapes (including attempts) are conducted, along with other inmate misconduct. Data for the rate of serious assaults is collected from the BOP's operational computer system (SENTRY), specifically the Chronological Disciplinary Record (CDR) module, which records all disciplinary measures taken with respect to individual inmates. This data is maintained and stored in the BOP's management information system (MAP and the Institution Management Dashboard), which permits retrieval of data in an aggregated manner. The data represents guilty findings of serious assaults on inmates. Data for the escape measure are taken from the Significant Incident Reports submitted by the institution where the incident occurred. This has become an automated process, which went Nationwide in August of 2009, known as the TruIntel system. The data is captured in data sets and made available to the Office of Research and Evaluation, which analyzes the data and makes the escape information available through the MAP, specifically the Institution Management Dashboard. Data are gathered from several computer systems. Inmate data are collected on the BOP on-line system (SENTRY). The BOP also utilizes a population forecast model to plan for future contracting and construction requirements to meet capacity needs.

**Data Limitations:** The data represents the number of guilty findings for assaults over a twelve-month period per 5,000 inmates. Due to the time required to adjudicate allegations of assault, there is a lag between the occurrence of the assault and reporting of guilty findings. Due to accelerated reporting requirements (within 15 days of quarter and fiscal year end) and to provide a more accurate assault rate, the BOP is using 12 months of completed/adjudicated CDR data for each quarter and end of fiscal year reporting, showing 12 month periods ending the last month of the previous quarter. Due to the unpredictable environment in prisons and other external factors, there may be discrepancies between projected and actual numbers contained in the performance tables. Most plans are developed based on historical data, past experience and joint agency efforts to project for the future.

# Federal Bureau of Prisons



STARTEGIC OBJECTIVE											
	Performance Measure		FY 2017	FY 2018	FY 2019	FY 2020	FY 2021	FY 2022		FY 2023	FY 2024
			Actual	Actual	Actual	Actual	Actual	Target	Actual	Target	Target
	<b>Agency Priority Goals/Key Performance Indicator</b>	Increasing the percentage of Federal law enforcement officers who receive Use of Force Sustained Training within a 3-year period to 95%.	N/A	N/A	N/A	N/A	N/A	100%	100%	100%	100%
	<b>Key Performance Indicator</b>	Percent of funded corrections officer positions filled at the end of each fiscal year.	N/A	N/A	N/A	N/A	N/A	88%	88%	88%	88%
	<b>Key Performance Indicator</b>	Percent of inquiries from external stakeholders that BOP responds to within the target response time.	N/A	N/A	N/A	N/A	N/A	80%	87%	80%	80%
	<b>Performance Measure</b>	Rate of serious assaults in Federal Prisons (Rate /5,000)	6/5,000	6/5,000	6/5,000	6/5,000	4/5,000	11/5,000	5/5,000	11/5,000	11/5,000
	<b>Performance Measure</b>	Increase the % of staff on-board at BOP institutions to facilitate programming and maintain safety and security	97%	88%	88%	90%	91%	95%		92%	92%
	<b>Performance Measure</b>	Manage medium & high security crowding to assess needs for additional staff and beds	M = 18 / H = 24%	M = 17% / H = 26%	M = 20% / H = 15%	M = 8% / H = 17%	M = 20% / H = 17%	M = 19% / H = 20%	M = 36% / H = 26%	M = 20% / H = 20%	M = 21% / H = 21%
	<b>OUTCOME Measure</b>	Escapes from Secure Institutions	1	0	0	0	0	0	0	0	0
	<b>OUTCOME Measure</b>	System-wide Crowding	13%	13%	12%	-6%	-2%	6%	5	9%	10%
	<b>OUTCOME Measure</b>	Facilities accredited: ACA	100%	100%	100%	100%	100%	100%	100%	100%	100%





### 3. Performance, Resources, and Strategies *(for Sec/Mgmt & Adm)*

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

American Correctional Association (ACA) Accreditation: In FY 2022, the BOP reached the target of 100 percent ACA accreditation. For FY 2023 through FY 2024, the targets will remain at 100 percent for ACA accreditation.

Percent of Federal law enforcement officers who receive Use of Force Sustained Training within a 3-year period: Staff in Employee Development Offices monitor the completion rates for the Use of Force mandatory training on an annual basis. This will ensure the training is completed by appropriate staff within the three-year timeframe. All active employees in a pay status will complete Use of Force training annually. Active employees in non-pay status, i.e., extended medical leave, extending military leave, may not complete Use of Force training within a 3-year period.

Percent of funded corrections officer positions filled at the end of each fiscal year: BOP is currently seeking approval from OPM to offer the following incentives at seven hard-to-fill locations: 25 percent retention to Correctional Officers (CO) and an Accelerated Promotion Program for GL-5 and GL-6 Correctional Officers. Upon successful completion of the mandatory training requirements documented by the Accelerated Promotion Training Plan, COs in this training opportunity can receive a promotion (advancement in pay) to the next grade level after 6 months rather than 52 weeks, which should allow the Bureau to be more competitive with external law enforcement entities for the purpose of pay.

Percent of inquiries from external stakeholders that BOP responds to within the target response time: BOP components responding to external stakeholders will develop internal responses that are either directly provided to external stakeholders or submitted for intra-DOJ review within BOP's target response times, at least 80 percent of the time. The offices responsible for these responses will continue to leverage their current systems to track responses and flag any incidents where target response times are not met.

Escapes from Secure Institutions: As illustrated in the preceding Performance and Resource Table, the outcome measure for the Institution Security and Administration decision unit is "Escapes from Secure Institutions." In FY 2022, the BOP had zero escapes and the performance targets for FY 2023 through FY 2024 will remain at zero. It should be noted that minimum security or camps are not classified as secure institutions.

Rate of Serious Assaults in Federal Prisons: Every reasonable precaution is taken to ensure that inmates are provided with a safe and secure environment in facilities according to their needs. While it is the objective of the Department and BOP to eliminate all serious assaults, the target reflects projections based on historical data and observed trends. These data represent the number of serious assaults over a 12-month period per 5,000 inmates. Due to the time required to adjudicate allegations of assault, there is a lag between the occurrence and reporting guilty findings. Accordingly, the figure reported represents incidents that were



reported for the preceding 12 months ending several months before the end of the fiscal year. BOP was within its target for FY 2022 with 5/5,000 serious assaults. For FY 2023 through FY 2024 the target will remain at 11/5,000. To enhance safety, we added a second officer to the housing units at our high-security institutions and issued stab resistant vests for all staff at administrative, high, medium, and low-security institutions, detention centers, and jail units. MK-4 OC (pepper) spray has been issued to all staff at all security level institutions, the MK-9 OC (pepper) spray has been authorized at specific locations and posts, and cut and puncture resistant gloves have been made available to all staff for use when conducting searches. The Bureau also continued deploying new contraband-detecting technologies, including thermal fences, enhanced walk-through metal detectors, and whole-body imaging devices. These changes help keep our staff safe during their daily interaction with inmates.

Percentage of Staff On-board at BOP Institutions: This measure provides the percentage of staff on-board compared to the number of positions at BOP facilities. In FY 2022, the BOP's actual percentage of staff on board at BOP facilities was 85 percent. The BOP's target for FY 2023 will be 86 percent of authorized positions, and 86 percent for FY 2024. The 2024 Budget requests additional funding to increase hiring and retention incentives for correctional officers.

Medium and High Security Crowding Conditions: BOP facilities continue to have high crowding rates at high security facilities which is a contributing factor to increases in the number of serious assaults. The focus with this measure is to manage overcrowding in prisons and ensure inmate care and safety, as well as the safety of BOP staff and surrounding communities. System-wide crowding is a percentage derived from dividing the number of inmates by the rated capacity (beds) of BOP facilities. The BOP is currently transitioning from using rated capacity to determine crowding levels to physical capacity, in which crowding is determined by the number of beds filled. This will allow the BOP to make more informed decisions regarding population management, and will provide more accurate bed capacity for budgetary requirements.

## **b. Strategies to Accomplish Outcomes**

The BOP will continue to monitor staffing ratios, inmate crowding, and inmate misconduct, schedule regular accreditation/re-accreditation for its facilities, and strive to increase staffing and bed space to maintain safety and security, consistent with funding. The BOP will continue to explore opportunities to add capacity efficiently and cost-effectively through expansions of existing facilities as funding permits. Through the on-going maintenance program (Modernization and Repair), the BOP maintains the infrastructure of Federal prisons to promote the safety of Correctional Officers and inmates. The BOP will continue to monitor staffing ratios, inmate misconduct, and schedule regular American Correctional Association accreditation/re-accreditation for its facilities. The BOP will strive to increase staffing to enhance safety as funding permits.

Percent of Federal law enforcement officers who receive Use of Force Sustained Training within a 3-year period: Staff in Employee Development Offices will continue to monitor the



completion rates for the Use of Force mandatory training on an annual basis. This will ensure the training is completed by appropriate staff within the three-year timeframe.

Percent of funded corrections officer positions filled at the end of each fiscal year: BOP will seek to ensure that its hiring, retention, training, and evaluation practices are adequate to provide a safe environment for individuals and correctional staff. The Department will continue its hiring efforts to ensure that all BOP facilities have appropriate staffing levels to provide secure facilities and expand access to programs that reduce the risk of recidivism and in-prison misconduct. To accurately track staffing levels, the BOP will develop and implement a reliable staffing model and stable hiring pipeline to anticipate vacancies and reduce the length of time positions are unfilled.

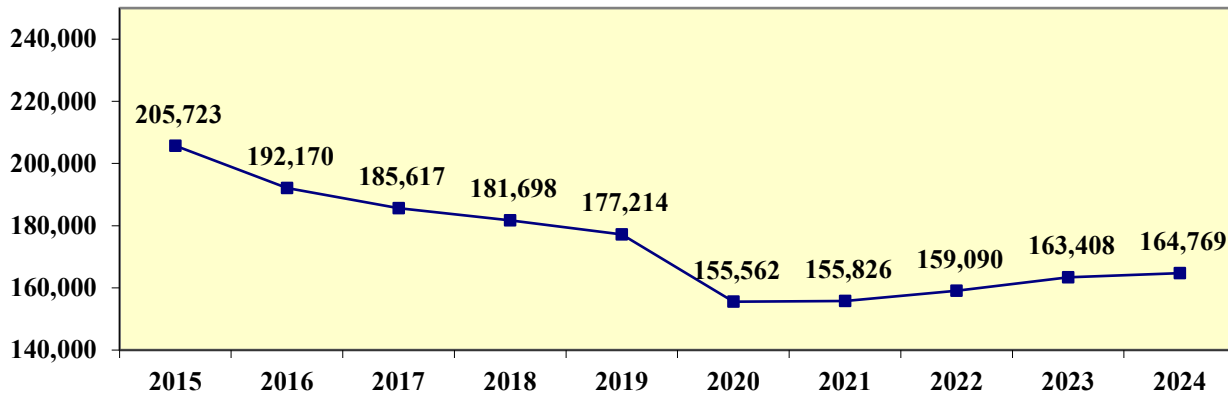
Percent of inquiries from external stakeholders that BOP responds to within the target response time: To ensure the heads of individual prisons and detention centers are accountable for their institutions, the Department will continuously monitor performance metrics. Additionally, the Department will empower appropriate components to thoroughly investigate allegations of improper conduct or adverse conditions at institutions, hold staff accountable for misconduct, and remedy improper conditions as promptly as possible. BOP will regularly disseminate information to the public, including data about prison populations, use of restrictive housing, availability and use of First Step Act programming, and recidivism rates of persons released from BOP custody.



Below are the BOP's estimates of population growth. In FY 2019, the BOP inmate population declined. This is due to the enactment of the First Step Act in 2018. Further, in FY 2020, additional decreases in the BOP inmate population occurred due to the COVID-19 pandemic and its related policies. The BOP currently projects the inmate population to increase in FY 2023 and FY 2024 from FY 2022 levels; however, the BOP is continuing FSA implementation, including increased incentives that could reduce crowding and inmate populations.

In 2021 the BOP transferred over 41,000 inmates into home confinement; between 2020 and 2022, almost 54,000 inmates were transferred to home confinement. The Budget assumes that the number of inmates transferred to home confinement in FY 2023 and FY 2024 will continue to increase. In addition, the BOP has automated the calculation of earned time credits for inmates that participate in FSA activities, which can be used towards early release, and will continue to review cases of inmates that are requesting compassionate release. The increased use of these reform tools could reduce population estimates and result in projected savings for the BOP. This is not accounted for in current projections.

## POPULATION GROWTH



### Notes on Population Data:

The chart above includes actual population for FY 2015 through FY 2022 and projected population numbers for FY 2023 through FY 2024. 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).



## C. Contract Confinement

Contract Confinement	Direct Pos.	Estimate FTE	Amount
2022 Enacted	331	303	740,791
2023 Enacted	331	303	740,791
Adjustments to Base and Technical Adjustments	0	0	73,261
2024 Current Services	331	303	814,052
2024 Program Increases	0	0	0
2024 Request	331	303	814,052
<b>Total Change 2023-2024</b>	<b>0</b>	<b>0</b>	<b>73,261</b>

### 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 February 23, 2023, 8.4 percent of the BOP inmate population are housed outside of BOP facilities in alternative confinement. This includes 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 23 RRM field office locations throughout the Nation.

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

Program Area	FY 2017 Actual	FY 2018 Actual	FY 2019 Actual	FY 2020 Actual	FY 2021 Actual	FY 2022 Actual
Residential Reentry Centers	\$411,588	\$342,466	\$352,883	\$357,596	\$405,407	\$444,665

#### 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, and State and local government agencies.



Since January 1982, the number of inmates managed in contract RRCs and home confinement placement has increased from a daily population of 1,425 to a daily population of 13,934 as of November 17, 2022. The BOP has approximately 190 RRCs throughout the Nation which provide services to Federal inmates, 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 inmates 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 contracted for the confinement of sentenced offenders in secured facilities. This improved BOP's flexibility to manage a prior rapidly growing inmate population and helped control crowding, especially in the BOP's low security facilities. The partnerships between the BOP and contract facilities remained positive over the years. However, the BOP has eliminated its reliance on these contracts as the inmate population has declined. As of December 1, 2022, all previous contracts with privately managed prisons expired or were not renewed. All inmates have been absorbed within BOP facilities.

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 190 RRCs 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 23 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.



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 public safety 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 National Corrections Academy and the NIC website at [www.nicic.gov](http://www.nicic.gov). The Center manages over 11,000 corrections and relevant management resources, with additional external sources available directly through the website. These resources were accessed online and through the Help Desk by corrections practitioners approximately 1.6 million times in FY 2022.



**2. Performance and Resource Tables**

PERFORMANCE AND RESOURCE TABLE											
Decision Unit: Contract Confinement											
RESOURCES		Target		Actual		Projected		Changes		Requested (Total)	
		FY 2022		FY 2022		FY 2023		Current Services Adjustments and FY 2024 Program Changes		FY 2024 Request	
Total Costs and FTE		FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000
		36,422	7,865,000	33,310	7,754,910	38,012	8,382,588	0	253,512	38,012	8,636,100
TYPE	PERFORMANCE	FY 2022		FY 2022		FY 2023		Current Services Adjustments and FY 2024 Program Changes		FY2024 Request	
Program Activity	Contract Confinement	FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000
		303	740,791	303	775,491	303	740,791	0	73,261	303	814,052
Workload Measure	Number/% of Contract Beds	17,823 / 11%		14,853 / 9%		15,202 / 10%		126 / 0%		15,328 / 10 %	
<p><b>Data Definition:</b> The BOP utilizes bed space secured through Intergovernmental Agreements with State and local entities, and community-based housing such as Residential Reentry Centers (RRCs or halfway houses) and home confinement.</p> <p><b>Data Validation and Verification:</b> Subject matter experts review and analyze population and capacity levels daily, both overall and by security level. BOP institutions print a SENTRY report, which provides the count of inmates within every institution cell house. The report further subdivides the cell houses into counting groups, based on the layout of the institution. Using this report, institution staff conduct an official inmate count five times per day to confirm the inmate count within SENTRY. The BOP Capacity Planning Committee (CPC), comprised of top BOP officials, meets quarterly to review, verify, and update population projections and capacity needs for the BOP. Offender data are collected regularly from the Administrative Office of the U.S. Courts by the BOP Office of Research and Evaluation to project population trends. The CPC reconciles bed space needs and crowding trends to ensure that all available prison space is fully utilized, both in Federal prisons and in contract care. Data are gathered from several computer systems. Inmate data are collected on the BOP on-line system (SENTRY). The BOP also utilizes a population forecast model to plan for future contracting and construction requirements to meet capacity needs.</p> <p><b>Data Limitations:</b> None known at this time.</p>											





PERFORMANCE MEASURE TABLE										
Decision Unit: Contract Confinement										
Performance Report and Performance Plan Targets		FY 2017	FY 2018	FY 2019	FY 2020	FY 2021	FY 2022		FY 2023	FY 2024
		Actual	Actual	Actual	Actual	Actual	Target	Actual	Actual	Target
<b>Workload Measure</b>	Number/% of Contract Beds	31,562 / 17%	28,407 / 16%	27,513 / 16%	28,818 / 19%	24,179 / 16%	17,823 / 11%	14,853 / 9%	16,329 / 10%	16,465 / 10%



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

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

The BOP ended FY 2022 with 14,853 inmates in contracted beds, which was 9 percent of the total BOP population. As of December 2022, the BOP is projecting 15,202 inmates in FY 2023 and 15,328 inmates in FY 2024.

#### **b. Strategies to Accomplish Outcomes**

Since the current Federal inmate population continues to exceed the rated capacity of the medium and high security BOP facilities, the BOP continues to review possible actions to manage institutional crowding and to ensure that Federal inmates continue to serve their sentences in a safe and humane environment.



## V. Program Increases by Item

<b>Item Name:</b>	<b><u>Inmate Communications</u></b>
Strategic Goal:	Goal 5: Administer Just Court and Correctional Systems
Strategic Objective:	5.2 Maintain a Safe and Humane Prison System
Budget Decision Unit:	<u>Institution Security and Administration</u>
Organizational Program:	<u>Institution Security and Administration</u>

Program Increase: Positions 0 Correctional Officers 0 FTEs 0 Dollars \$12,000,000

### Description of Item

This request will allow the BOP to install kiosks at facilities with the highest need nationwide that provide individuals with electronic access to court records that are operated in conjunction with the Administrative Office of U.S. Courts (AOUSC). This supports the recommendation made by the Director of the AOUSC, whose Interim Report of the Task Force on Protecting Cooperators cites the issue of court sentencing documents being used to identify an individual as a cooperator. This electronic kiosk system will keep court sentencing documents, such as Pre-sentence Reports or Statements of Reasons safeguarded. Limiting access to this type of documentation will assist in protecting cooperating witnesses and provide vulnerable inmates access to records necessary for appeals or other legal proceedings.

### Justification

In 2018, James C. Duff, Director of the Administrative Office of the U.S. Courts (AOUSC), provided the BOP the Interim Report of the Task Force on Protecting Cooperators and Recommendation Regarding the Bureau of Prisons. One of the issues cited was court sentencing documents such as Pre-sentence Reports (PSR) or Statements of Reasons (SOR) being used to identify an individual as a cooperator. Inmates would pressure other inmates for the documentation or obtain it from the community. Limiting access to this type of documentation would assist in protecting cooperating witnesses. Current BOP policy already provides that sentenced inmates cannot retain possession of a PSR or SOR; inmates can review these documents only in Unit Team offices.

The BOP has been working with AOUSC since that time to implement the recommendations as the agency is able to do so. For example, the BOP recently updated its regulations to create a specific disciplinary infraction for addressing inmates that pressure other inmates for documentation or other proof of cooperation under general prohibitions on threatening, etc.

One recommendation included developing an electronic system for inmates to access court documents. Both BOP and AOUSC's IT staff have discussed this recommendation including conducting briefings with third-party potential vendors as to researching potential solutions. All



the options discussed at a minimum would require extensive reengineering of PACER because currently members of the public who are subscribed to access PACER can obtain access to inmate information and disclose such information to inmates at the same institution as the cooperating inmate. Some options would also require construction of a new network and system for the BOP. The BOP and AOUSC continue to discuss potential implementation issues. The BOP is in the initial stages of issuing a procurement for an inmate tablet solution. Long-term, this solution would provide the capability to address access for the inmates to relevant documents, assuming of course that PACER similarly restricts other users from accessing such paperwork as well.

### Impact on Performance

The performance measures for this technology includes monthly and annual reports which will be contractually required from the vendor to designated agency technical, intelligence and administrative personnel to monitor technology efficacy, system effectiveness and performance.

### Funding

#### Base Funding

FY 2022 Enacted				FY 2023 Request				FY 2024 Current Services			
Pos	Agt/Atty	FTE	\$(000)	Pos	Agt/Atty	FTE	\$(000)	Pos	Agt/Atty	FTE	\$(000)
0	0	0	\$0	0	0	0	\$0	0	0	0	\$0

Type of Position/Series	FY 2024 Request (\$000)	Positions Requested	Full Year Modular Cost per Position (\$000)	Annualizations (\$000)			
				1st Year	2nd Year	FY 2025 (net change from 2024)	FY 2026 (net change from 2025)
	\$0	0	N/A	\$0	\$0	\$0	N/A
<b>Total Personnel</b>	<b>\$0</b>	<b>0</b>	<b>N/A</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>N/A</b>

# Federal Bureau of Prisons



## Non-Personnel Increase/Reduction Cost Summary

Non-Personnel Item	Unit Cost	Quantity	FY 2024 Request (\$000)	FY 2025 Net Annualization (change from 2024) (\$000)	FY 2026 Net Annualization (change from 2025) (\$000)
Kiosks	\$123,711	97	\$12,000	-\$6,000*	-\$3,000*
<b>Total Non-Personnel</b>			<b>\$12,000</b>	<b>-\$6,000</b>	<b>-\$3,000</b>

\*\$3 million is required in future years for maintenance/support costs.

## Total Request for this Item

	Pos	Agt/ Atty	FTE	Personnel (\$000)	Non-Personnel (\$000)	Total (\$000)	FY 2025 Net Annualization (change from 2024) (\$000)	FY 2026 Net Annualization (change from 2025) (\$000)
Current Services	0	0	0	\$0	\$0	\$0	\$0	\$0
Increases	0	0	0	\$0	\$12,000	\$12,000	-\$6,000	-\$3,000
<b>Grand Total</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>\$0</b>	<b>\$12,000</b>	<b>\$12,000</b>	<b>-\$6,000</b>	<b>-\$3,000</b>

Affected Crosscut: N/A



<b>Item Name:</b>	<b><u>Zero Emission Vehicles</u></b>
Strategic Goal:	Goal 3: Protect Civil Rights
Strategic Objective:	3.5 Advance Environmental Justice and Tackle the Climate Crisis
Budget Decision Unit:	<u>Security/Management and Administration</u>
Organizational Program:	<u>Security/Management and Administration</u>

Program Increase: Positions 0 Correctional Officers 0 FTEs 0 Dollars \$10,086,000

### Description of Item

In support of the Administration's goal of transitioning to a fully Zero Emission Vehicle (ZEV) Federal fleet, the Department's overall budget includes a total of \$46.0 million for zero emission vehicles (ZEV - battery electric, plug-in electric hybrid, and hydrogen fuel cell vehicles) acquisitions and deploying vehicle charging and refueling infrastructure, distributed across major user components. This is part of the Department's comprehensive plan pursuant to E.O. 14008, Tackling the Climate Crisis at Home and Abroad.

### Justification

The Department's ZEV acquisition strategies include vehicles for both its agency-owned and General Services Administration (GSA)-leased segments of its vehicle fleet, including incremental costs of leased vehicles and lease payments to GSA for conversion of agency-owned vehicles to GSA's leased fleet where appropriate. To ensure effective and efficient deployment of ZEVs, the Department will undertake preparation and planning for arriving ZEVs at its facilities, properly prioritizing transition to ZEVs where it is simplest, and allow time for additional planning where mission demands pose a challenge to transitioning based on current technologies. Integral to this preparation is growth in the number of agency-accessible vehicle charging stations. In installing this infrastructure on-site to support ZEVs, the Department will take the long-term view to ensure efficiencies and wise infrastructure decisions that limit total expenditures. The BOP does not currently have ZEV vehicles in its fleet or charging infrastructure; the BOP will assess existing sites to determine the best strategy for the replacement of existing vehicles with ZEV.

These acquisitions are a significant step towards eliminating tailpipe emissions of greenhouse gases from DOJ's fleet and aligning the Department's fleet operations for achieving a fully ZEV Federal fleet through the participation of major component organizations that can help implement this strategic objective through a common Departmental goal.

### Impact on Performance

This directly responds to the Department's comprehensive plan pursuant to E.O. 14008, Tackling the Climate Crisis at Home and Abroad.



**Funding**

Base Funding

FY 2022 Enacted				FY 2023 Enacted				FY 2024 Current Services			
Pos	Agt/Atty	FTE	\$(000)	Pos	Agt/Atty	FTE	\$(000)	Pos	Agt/Atty	FTE	\$(000)
0	0	0	\$0	0	0	0	\$0	0	0	0	\$0

Personnel Increase Cost Summary

Type of Position/Series	Full-year Modular Cost per Position (\$000)	1 <sup>st</sup> Year Annual-ization	Number of Positions Requested	FY 2024 Request (\$000)	2 <sup>nd</sup> Year Annual-ization	FY 2025 Net Annual-ization (change from 2024) (\$000)	FY 2026 Net Annual-ization (change from 2025) (\$000)
N/A							
<b>Total Personnel</b>	n/a						

Non-Personnel Increase/Reduction Cost Summary

Non-Personnel Item	Unit Cost	Quantity	FY 2024 Request (\$000)	FY 2025 Net Annualization (change from 2024) (\$000)	FY 2026 Net Annualization (change from 2025) (\$000)
ZEVs	TBD	TBD	\$10,086	\$0	\$0
<b>Total Non-Personnel</b>			<b>\$10,086</b>	<b>\$0</b>	<b>\$0</b>

# Federal Bureau of Prisons



Total Request for this Item

	Pos	Agt/ Atty	FTE	Personnel (\$000)	Non- Personnel (\$000)	Total (\$000)	FY 2025 Net Annualization (change from 2024) (\$000)	FY 2026 Net Annualization (change from 2025) (\$000)
Current Services	0	0	0	\$0	\$0	\$0	\$0	\$0
Increases	0	0	0	\$0	\$10,086	\$10,086	\$0	\$0
<b>Grand Total</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>\$0</b>	<b>\$10,086</b>	<b>\$10,086</b>	<b>\$0</b>	<b>\$0</b>

Affected Crosscut: None