

# United States Department of Justice



## Federal Prison System

### FY 2021 PERFORMANCE BUDGET Congressional Submission

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

### **A. Introduction**

The FY 2021 Congressional budget request for the BOP S&E Appropriation totals **\$7,611,126,000**, with 35,123 FTEs and 38,809 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 internet using the internet address: <https://www.justice.gov/CJ>.

The FY 2021 current services level funds necessary requirements in FY 2021. It funds increases in employee benefits and addresses increases in medical, utilities and food costs. The current services level also includes essential funding for staffing, equipment, vehicles, office and medical supplies, food, and inmate clothing, among other necessities.

Current services also includes base funding of \$104.6 million for programs related to the implementation of FY 2020 First Step Act (FSA) initiatives. This includes expansion of Medication Assisted Treatment (MAT) to treat inmates' opioid use and help prevent relapse upon reintegration into society, expansion of Residential Reentry Centers (RRCs) to help inmates transition back into their communities, and expansion of evidence-based re-entry programs. Base funding for FSA also includes the BOP's Innovations in Corrections initiative to incentivize development of innovative and evidence-based pilot projects in reentry approaches, inmate-focused IT improvements such as upgrading the BOP's computer-based education network, and a multi-year evaluation of the BOP's programs and tools relating to recidivism reduction. The full implementation of the FSA remains a priority for the BOP.

The FY 2021 request includes a total program increase of \$341 million. Out of this total, \$304.9 million is dedicated to FSA related initiatives which include: FSA-RRC Expansion (\$244.5 million); FSA-Expand MAT Nationwide (\$37.1 million); and FSA-Expand Reentry Programs (\$23.3 million). The remaining program increases consist of the following: Cellphone Detection Technology (\$12.5 million); Survey and Inspection of Prison Electrical and Utility Systems (\$10.0 million); IT Modernization (\$8.4 million); and Counter Drone Threat (\$5.3 million).

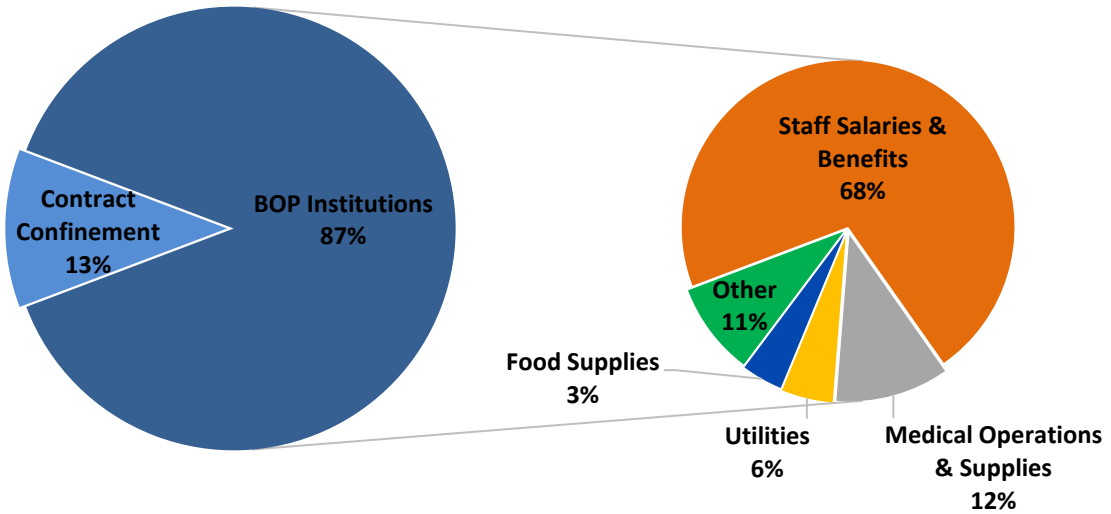
To fund these critical initiatives, the FY 2021 request includes an offset of \$388.8 million for Administrative Savings and a \$36.280 million offset due to savings from the declining inmate population as a result of the FSA.

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 175,000 individuals in our custody are accounted for at all times, treated humanely and with dignity, and returned to their communities with the training and skills they need to be productive, law-abiding citizens. The BOP must carry out its duties while ensuring its staff work in a safe environment and have the tools, training, and support they need.



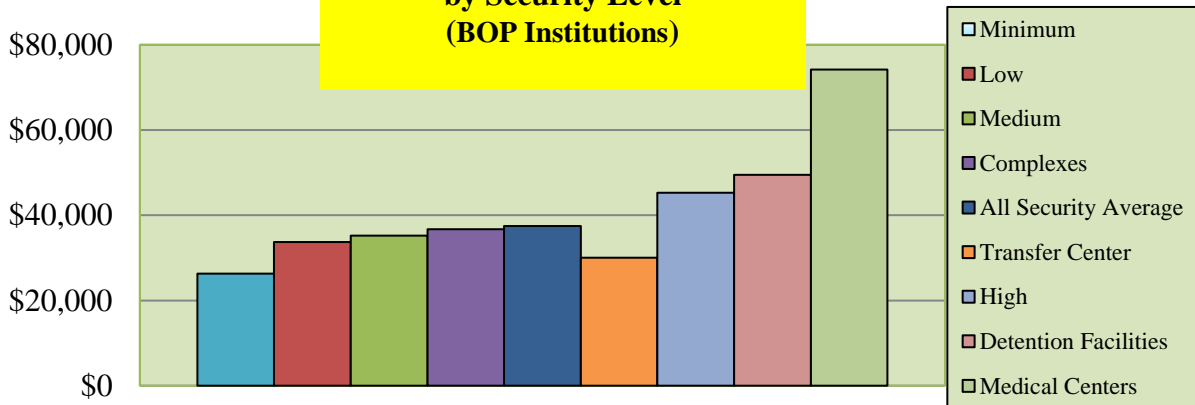
The chart below shows how the BOP's funds are used:

## BOP Funding Allocations



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

## FY 2018 Per Capita Costs by Security Level (BOP Institutions)



# Federal Bureau of Prisons



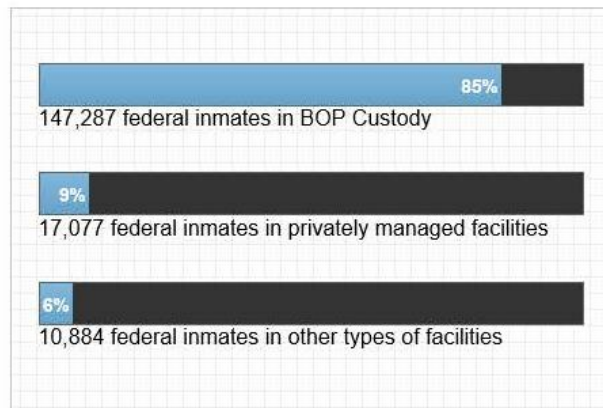
**About the BOP:** The BOP was established in 1930 to provide more progressive and humane care for federal inmates, to professionalize the prison service, and to ensure consistent and centralized administration of the 11 federal prisons in operation at that time. Today, the BOP includes 122 institutions, 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 offenders serve their sentence of imprisonment in institutions that are safe, humane, cost-efficient, and appropriately secure. The BOP also helps reduce future criminal activity by encouraging inmates to participate in a range of programs that help them adopt a crime-free lifestyle upon their return to the community.



The BOP is responsible for the custody and care of over 175,000 federal offenders as of January 2, 2020. Nearly 84 percent of these inmates are confined in BOP operated correctional institutions or detention centers.

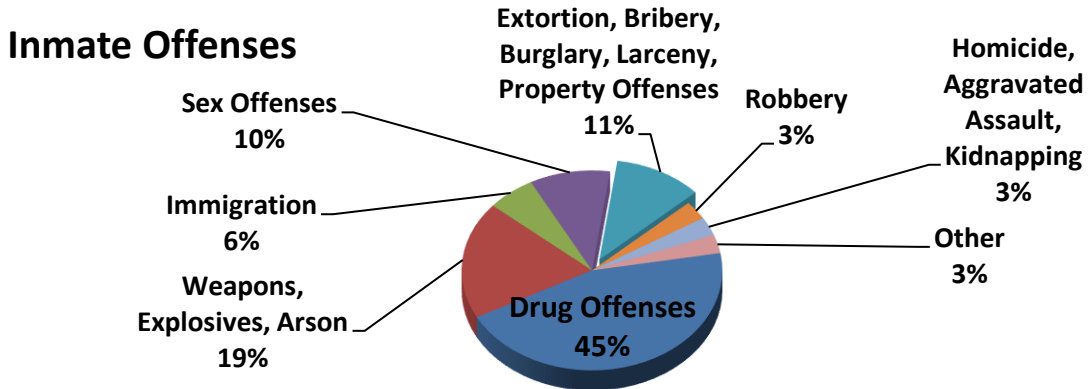
  
**175,248**  
Total Federal Inmates  
Last Updated January 2, 2020.





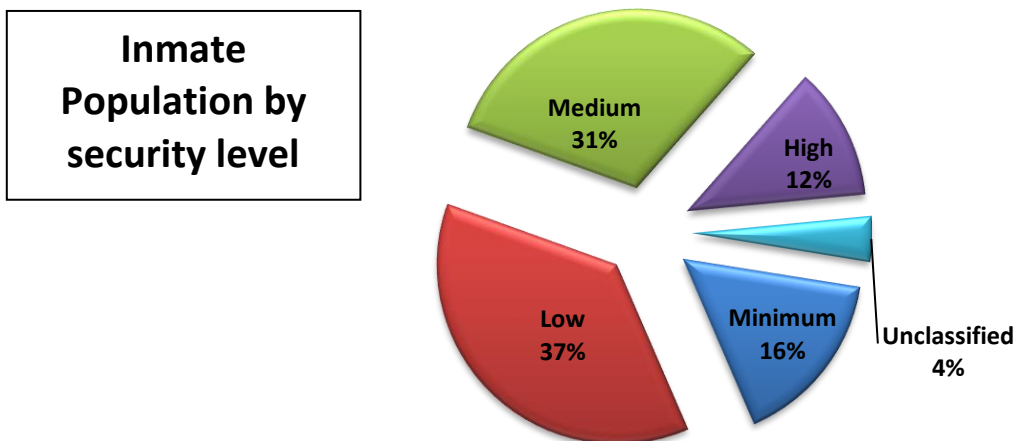


The remainder are confined in secure privately managed or community-based facilities and local jails. The following chart shows the breakdown of the current BOP population by inmate's offense category as of December, 2019:



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

The following chart shows our population by prison security level as of December, 2019:





# Federal Bureau of Prisons



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

The BOP's most important resource is its staff. The approximately 35,000 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;
- Those skills building programs we can afford, to offer inmates the opportunity to live crime-free lives;
- Service and stewardship to the public and a continued tradition of excellence; and,
- Staff who are ethical, professional, well-trained, and diverse.

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



## **B. Population – Past and Present**

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

With the tightening federal budgets in the 2000s, it became increasingly difficult to fund all of the capacity that was needed to house the increasing population. The Bureau was required to provide care for more and 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, 59 percent have been sanctioned for violating prison rules, and over half of the inmates in this population have sentences in excess of 8 years. At the high security level, 90 percent of inmates have a history of violence, 80 percent of the inmates have been sanctioned for violating prison rules, and 54 percent have sentences in excess of 12 years. Almost one third of all inmates at high security institutions are gang affiliated.

Since FY 2014 the total inmate population has declined every year. Between FY 2014 and FY 2019 the BOP population has declined by 42,084 inmates. This decline has continued into FY 2020: From the beginning of FY 2020 to January 2, 2020, the population has declined by 1,966 inmates. The reduction in the inmate population has decreased crowding in BOP's prisons to 10 percent, the lowest it has been in decades.

# Federal Bureau of Prisons



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.

Due to the First Step Act, which was enacted in December of 2018, the BOP inmate population declined in FY 2019. However, because of the Department’s increased enforcement and prosecution efforts, the population is projected to increase by nearly 2 percent from the end of FY 2019 to the end of FY 2021.

## Projected Population, Capacity, and Crowding

	2016	2017	2018	2019	2020	2021
	(Actual)	(Actual)	(Actual)	(Actual)	(Estimate)	(Estimate)
BOP Facilities						
Starting Capacity	134,470	135,232	135,898	135,175	134,133	135,860
Additional Approved/Planned	762	666	-723	-1,042	1,727	0
Subtotal Capacity	135,232	135,898	135,175	134,133	135,860	135,860
Pop. Projection	156,266	154,055	153,291	149,701	151,604	147,819
Percent Overcrowded	16%	13%	13%	12%	12%	9%
Contract	35,904	31,562	28,407	27,513	27,863	33,037
Percent Contract	18.7%	17.0%	15.6%	15.5%	15.5%	18.3%
Total Federal Prison Population	192,170	185,617	181,698	177,214	179,467	180,856

### C. Inmate Programs

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

With the First Step Act, the BOP looks forward to further enriching these programs which will 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.

## **Substance Abuse Treatment**

The BOP's substance abuse strategy includes a required drug education course, non-residential drug abuse treatment, residential drug abuse treatment, and community transition treatment. The Violent Crime Control and Law Enforcement Act of 1994 requires the BOP to provide residential drug abuse treatment to all inmates who volunteer and are eligible for the program. Inmates are strongly motivated to participate because certain non-violent offenders who successfully complete all components of this recidivism-reducing program are eligible for a sentence reduction of up to one year. The BOP was able to provide appropriate substance abuse treatment to 100 percent of eligible inmates in FY 2019, with over 14,900 inmates participating in Residential Drug Abuse Treatment. Separately, the BOP is also in the process of expanding its medication assisted treatment (MAT) program for treating inmates with opioid use disorder as a part of the BOP's FSA implementation.

## **Work Programs**

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

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

## **Education, Vocational Training, and Occupational Training**

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



## **Life Connections**

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

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

## **Specific Release Preparation Efforts**

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

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

## **Residential Reentry Centers**

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

## **D. Challenges**

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





## **Technology**

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

## **Crisis Management**

The potential for emergencies, 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. In response to recent hurricanes, the BOP activated the government's Emergency Support Function (ESF), providing staff and resources to assist with public safety and security. The BOP deployed more than 68 staff to the institutions affected as part of this effort. This deployment included a two 25-person Quick Reaction Teams (QRT) from two of the BOP's regions, two Mobile Command Vehicles and Mobile Bunk Houses. The BOP staff were deputized and they provided security to multiple law enforcement agencies and thousands of families affected by the storm and responded to medical emergencies.

## **Activation Challenges**

The Fiscal Year 2018 Spend Plan included \$80 million for the continued activation of AUSP Thomson facility. In June 2018, the BOP announced the planned activation of AUSP Thomson, as a high security prison with several specialized missions. The BOP then moved the Special Management Unit (SMU) from the USP Lewisburg, to AUSP Thomson. AUSP Thomson has a high security work cadre, a transitional unit for inmates who have completed the SMU program, and other specialized missions. As of January 2, 2020, the Thomson facility has 970 inmates.

## **Medical Staffing**

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



Factors that contribute to medical staffing challenges are myriad, but three factors are notable. First, the majority of medical school graduates choose medical specialty fields over primary care careers; however, the Bureau overwhelmingly needs primary care physicians and is competing with the broader health care industry for a small pool of new primary care graduates. Medical specialists have higher earning potential, and this results in a diminished pool of practicing primary care physicians. Second, sister federal agencies (i.e. Veteran Health Administration, Department of Defense, National Institutes of Health, etc.) apply Title 38 compensation standards for higher salaries. The Bureau applies Title V compensation standards for all professions other than psychiatrists, and consequently cannot compete with market salaries. However, the Bureau was recently approved to utilize Title 38 pay authority for physicians, dentists, and psychiatrists and the Bureau's Human Resource Management Division (HRMD) is currently working through the necessary steps to make this occur. Third, the rural locations of many Bureau institutions results in limited local markets of health care professionals and a "hard sell" to attract these professionals to move their families to these remote locations. Even contracting medical services in remote communities is challenging, and can result in higher costs due to the need for transporting inmates with serious medical and mental health problems a further distance from the parent institution.

The Bureau is constantly developing strategies to meet its medical staffing needs. Examples include increasing the number of U.S. Public Health Service health care professionals detailed to the Bureau, establishing correctional health care residency and student clinical rotation opportunities, and exploring the application of Title 38 to additional professional categories, etc.

### **Crowding at High Security Facilities**

As the nation's largest correctional agency, the BOP is responsible for the incarceration of over 175,000 inmates. As of January 2, 2020, system-wide, the BOP was operating at 10 percent over rated capacity; however, crowding remains a special concern at high security facilities, which are 14 percent over rated capacity. Rated capacity is the baseline used to calculate prison crowding, and is essential to managing the BOP's inmate population to distribute the population throughout the system efficiently and equitably. The calculation for determining rated capacity involves stratified double bunking across all security levels and includes the following formulas: minimum and low security institutions at 100 percent double bunking; medium security institutions at 50 percent double bunking; and high security institutions at 25 percent double bunking.





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

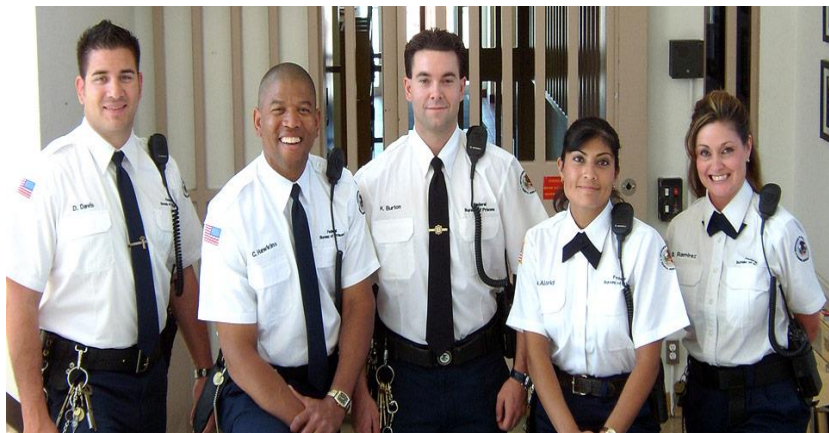
The Government Accountability Office (GAO) released a report on the BOP titled *Growing Inmate Crowding Negatively Affects Inmates, Staff, and Infrastructure* (GAO-12-743), September 2012. GAO states, “According to BOP and our observations, the growth of the federal inmate population and related crowding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

## 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. In an effort 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 almost 10,500 selections made since March 2018. BOP has established 10% recruitment, relocation, and retention incentives at our hard-to-fill locations, and a 5% nationwide retention incentive for retirement-eligible employees. BOP has also put in place a higher entry pay scale for newly-hired Correctional Officers for individuals who have relevant experience. With these efforts, the BOP has seen a net increase of 545 staff since the start of FY 2020.

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



### MEDIUM SECURITY INMATES

- 79% have a history of violence;
- 59% have been sanctioned for violating prison rules; and
- 55% have sentences in excess of 8 years.

### HIGH SECURITY INMATES

- More than 90% have a history of violence;
- 80% have been sanctioned for violating prison rules; and
- Almost one third of all inmates (30%) is affiliated with a gang.



Detention Center in Guaynabo, Puerto Rico.

These losses underscore the challenges the dedicated men and women working for the BOP face daily. While there are many facets to the BOP's operations, the foundation for it all is the safe, secure, and orderly operation of its institutions, and each and every staff member in the BOP is critical to this mission.

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

All BOP staff are trained to work with inmates, respond to emergencies, and follow security procedures. The situational awareness and diligence of BOP staff are the foundation of safety and security within BOP institutions, and are key to protecting the public. When an insufficient number of Correctional Officers is available to cover an institution's mission critical custody posts on any given day, institution staff make up the difference by assigning non-custody officers (a practice termed "augmentation"), authorizing overtime, or, if no other alternative exists, leaving posts vacant. When BOP institution managers use augmentation, the normal duties performed by the augmenting staff may be curtailed or delayed, thereby interfering with the BOP's ability to provide some inmate programs. The BOP tries to limit the use of augmentation as much as possible.

## **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, and they work closely with the FBI, the National and Local Joint Terrorism Task Forces, and other agencies to exchange intelligence with our law enforcement partners.



## Cost Containment

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

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

## E. First Step Act

The implementation of the First Step Act, which was signed by President Donald Trump on December 21, 2018, remains a priority for the BOP. Below are three major developments related to the implementation of the First Step Act of 2018 (FSA):

- Over 3,100 federal prison inmates were released from the BOP's custody as a result of the increase in good conduct time under the Act. In addition, the Act's retroactive application of the Fair Sentencing Act of 2010 (reducing the disparity between crack cocaine and powder cocaine threshold amounts triggering mandatory minimum sentences) has resulted in 2,471 sentence reductions.
- The prioritization of \$75 million in existing resources to fully fund the FSA implementation from the 2019 budget. The BOP plans to invest \$90 million into FSA implementation in FY 2020.
- The publication of the FSA Risk and Needs Assessment System (RNAS) in July 2019 that will help identify all federal prison inmates who may qualify for pre-release custody by participating in authorized recidivism reduction programming and/or productive activities.

### *Implementation Progress, New and Expanded BOP Programs Under FSA*

In preparation for the release, the BOP coordinated with US Probation Offices and created individualized release plans for every inmate to ensure a seamless transition.

The BOP has taken active steps to implement the FSA:

**Compassionate Release.** The BOP updated its policies to reflect the new procedures for inmates to obtain "compassionate release" sentence reductions under 18 U.S.C. Section 3582 and 4205(g). Since the Act was signed into law, 124 requests have been approved, as compared to 34 total in 2018.



**Expanded Use of Home Confinement.** The FSA authorizes BOP to maximize the use of home confinement for low risk offenders. Currently, there are over 2,400 inmates on Home Confinement. The legislation also expands a pilot program for eligible elderly and terminally ill offenders to be transitioned to Home Confinement as part of a pilot program. Since enactment of the law, 382 inmates have qualified to be transitioned under the pilot program.

**Drug Treatment.** The BOP has always had a robust drug treatment strategy. Offenders with an identified need are provided an individualized treatment plan to address their need. About 15,000 BOP inmates are currently enrolled in drug treatment programs, including the well-regarded Residential Drug Abuse Program (RDAP).

**Medication Assisted Treatment (MAT).** The FSA requires BOP to assess the availability of and the capacity to treat heroin and opioid abuse through evidence-based programs, including medication-assisted treatment. In the wake of the opioid crisis, this initiative is important to improve reentry outcomes. Every inmate, within 15 months of release who might qualify for MAT, has been screened.

**Effective Re-Entry Programming.** FSA implementation includes helping offenders successfully reintegrate into the community – a critical factor in preventing recidivism and, in turn, reducing the number of crime victims. Finding gainful employment is an important part of that process. In furtherance of this goal, the BOP launched a “Ready to Work” initiative to connect private employers with inmates nearing release under the FSA.

**Other BOP programs** directed towards the full implementation of the FSA include the operation of twenty-one pilot dog programs, the development of a youth mentoring program, the identification of a dyslexia screening tool, and issuance of a new policy for its employees to carry and store personal weapons on BOP institution property. BOP has also updated existing guidance and training concerning the use of restraints on pregnant inmates, as well as verified that existing policies and contracts comply with the FSA requirement to provide sanitary products to female offenders free of charge. BOP also offers de-escalation training to its employees and officers in accordance with the Act. Finally, BOP has updated its mental health awareness training regarding inmates with psychiatric disorders, and more than 31,700 BOP employees have already received the updated training.

### ***The Risk and Needs Assessment Tool – PATTERN***

The Attorney General’s publication of a risk and needs assessment system was a key requirement of the FSA. The publication of the RNAS report makes the changes in the law to good conduct time effective.

The RNAS is among several robust measures the Department has taken to implement the FSA, which seeks to reduce risk and recidivism among the prison population and assist inmates’ successful reintegration into society. The new system will be used to assess all federal inmates for risk and identify criminogenic needs that can be addressed by evidence-based programs, such as drug treatment, job training, and education. The system was developed in consultation with the FSA-established Independent Review Committee (IRC), the BOP, the National Institute of





## Federal Bureau of Prisons

Justice (NIJ), the Administrative Office of the U.S. Courts, the National Institute of Corrections, and over two dozen stakeholders groups.

The new tool to be used by the BOP is called the Prisoner Assessment Tool Targeting Estimated Risk and Needs (PATTERN). PATTERN is designed to predict the likelihood of general and violent recidivism for all BOP inmates. As required by the FSA, PATTERN contains static risk factors (e.g. age and crime of conviction) as well as 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.

The PATTERN assessment, modeled specifically for the federal prison population, achieves a higher level of predictability and surpasses what is commonly found for risk assessment tools for correctional populations in the U.S.

### **F. Best Practices**

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

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

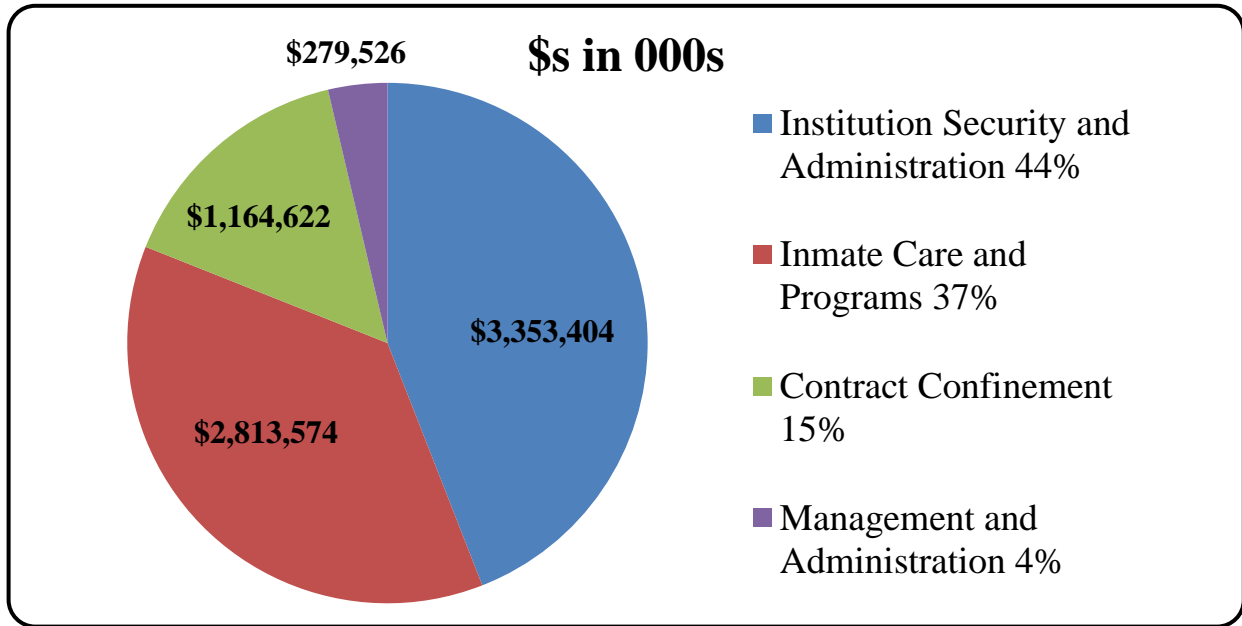
### **G. Full Program Costs**

#### **FY 2021 Total Bureau of Prisons Request by Decision Unit**

In FY 2021, the BOP is requesting a total of \$7,611,126,000 with 38,809 positions and 35,123 FTEs for its S&E appropriation.



## FY 2021 Budget Request by Decision Unit



The total costs include the following:

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

Both performance and resource tables within each decision unit justification define the total costs of achieving the strategies the BOP will continue in FY 2021.

**Inmate Care and Programs:** \$2,813,574,000

**Institution Security and Administration:** \$3,353,404,000

**Contract Confinement:** \$1,164,622,000

**Management and Administration:** \$279,526,000

## H. Environmental Accountability

### Environmental and Energy Performance

The BOP has made significant progress in environmental and energy performance. The agency continues to integrate and improve prior practices and requirements, as funding permits. In FY 2018, approximately \$3.8 million of self-funded energy conservation projects were initiated; these projects provided for an estimated annual savings of \$2.2 million. In 2019, there were no identified self-funded energy projects. The BOP has utilized energy performance contracting finance mechanisms, including Energy Savings Performance Contracts (ESPC) and Utility



Energy Service Contracts (UESC). Performance contracts provide services for design, acquisition, financing, installation, testing, and, where appropriate, operation, maintenance, and repair of an identified energy or water conservation measure or series of measures at one or more agency locations.

With 122 federal prisons and approximately 147,000 inmates in BOP-operated facilities, the BOP is the largest energy and water consumer within the Department of Justice. Like all government entities, the BOP is required to meet the goals established in the Energy Policy Act of 2005, the Energy Independence Act of 2007, and Executive Order 13834. The BOP continues to pursue energy performance contracts to help meet these goals, but with the large inmate population and aging infrastructure, energy performance contracts alone are not sufficient to meet these goals. An engineering firm performed a contract study on one existing institution to determine the estimated cost to meet the guiding principles. The estimate for this work is approximately \$5 million per institution. To meet the 15 percent requirement, the BOP would have to make 18 prisons sustainable.

### **Environmental Management Systems**

The BOP has established Environmental Management Systems (EMS) at all institutions. Each institution's EMS is audited and certified on a regular basis. This process has allowed the BOP to identify and rectify environmental regulatory issues quickly and effectively. Audits have identified issues such as fuel tanks requiring repair or replacement, storm water runoff issues, and improper handling of hazardous waste. If these repairs are not made, there is a real possibility that an incident causing damage to the environment could occur.

### **Energy Performance Contracting**

The BOP continues its progress of improving environmental and energy performance. ESPC Standard Operating Procedures are updated annually, providing better guidance to the field and addressing a GAO audit conducted several years ago. The BOP continues to pursue energy performance contracting finance mechanisms permitted by Executive Order 13834. One example of innovation in the ESPC program was working side by side with the Department of Energy (DOE) in FY 2019 to initiate the first Energy Savings Agreement (ESA) contract within the BOP, an avenue not previously available. Twenty-six different energy performance contracts have been initiated over the last six years, with projects awarded at twenty-five BOP institutions through FY 2019. Since FY 2012, the BOP has awarded twenty-seven energy conservation projects, implementing \$497.7 million in green initiatives such as solar power, wind turbines, biomass boilers, geo-thermal systems, lighting upgrades, water conservation retrofits, building automation systems, heating and cooling equipment replacement, and many other energy saving measures.

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

- DOE Small Team Award for the FCC Victorville Project
- Presidential Award for Leadership in Federal Energy Management
- GSA Award for the "Greening of Prisons"





- DOJ Energy and Environmental Awards to USP Hazelton and FCC Victorville
- Directors' Award Recognition for the Presidential Performance Contracting Challenge (PPCC)
- DOE Federal Energy and Water Management Award

Since FY 2012, 27 institutions have received energy performance contracts, including the Administrative United States Penitentiary (AUSP) Thomson, IL; United States Penitentiary (USP) Marion, IL; Federal Correctional Institutions (FCI) Beckley, WV; Cumberland, MD; Danbury, CT; Manchester, KY; Otisville, NY; Waseca, MN; El Reno, OK; Fort Worth, TX; Fort Dix, NJ; Ashland, KY; Milan, MI; Federal Prison Camp (FPC) Alderson, WV; Duluth, MN; Federal Medical Center (FMC) Rochester, MN; Carswell, TX; Lexington, KY; Seagoville, TX; Three Rivers, TX; Federal Correctional Complex (FCC) Coleman, FL; Butner, NC; Metropolitan Detention Center (MDC) Brooklyn, NY; Los Angeles, CA; Federal Detention Center (FDC) Philadelphia, PA; Metropolitan Correctional Center (MCC) San Diego, CA; and Correctional Institution (CI) Taft, CA. The combined square footage for the 27 institutions included over 16 million square-feet. The implemented Energy Conservation Measures (ECMs) have had a significant impact on the agency's reduction goals for water and energy consumption. The contracts included measures implementing water management, lighting enhancements, sub-meter integration, building automation upgrades, HVAC measures, refrigeration improvements, building envelope, and central plant improvements to include boilers, chillers, and cooling towers. Water conservation measures implemented under energy performance contracts had a significant impact in reducing the agency's water consumption in fiscal year 2019 with a reduction of 277 million gallons. With the implementation of the performance contracts in 2012, the agency's water consumption has been reduced from 10.2 billion gallons annually to 8.6 billion gallons in FY 2019, just below the EISA 2007 baseline of 8.9 billion gallons.

### **LEED Buildings**

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

As a leader in correctional design, and striving for compliance with mandates such as EPACT-2005, EISA-2007, EO 13834 and the Guiding Principles, BOP studied the process by which the



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

### **Energy Conservation**

In addition, the BOP is also pursuing energy conservation and greening projects via non-traditional methods. After years of work at FCC Allenwood, the BOP signed a contract with Lycoming County to purchase electricity produced from landfill methane gas. The methane plant supplies FCC Allenwood with approximately 25,000 MWh of renewable electric power, approximately 90% of the institution's electric consumption. This project has increased county revenue, reduced greenhouse gas emissions and provided affordable electricity to the federal prisons.

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

### **Recycling**

The BOP continues to work at growing its existing recycling program. As of September 30, 2019, the BOP diverted approximately 41.3 percent of its solid waste from landfills and 50.2 percent of construction and demolition debris. The total solid waste landfill poundage was 147,936,093. Recycled poundage was 100,239,083 including composted waste and waste-to-energy. The total construction and demolition debris landfill poundage was 5,322,322 and recycling poundage, including waste-to-energy was 5,361,271. The BOP continues to strive to achieve a fifty percent solid waste landfill diversion. Data are collected each quarter from all sites to monitor progress. Information on difficult to recycle items is being passed between institutions located in close geographic areas to facilitate recycling of more difficult items. Institution specific activities such as equipment failure, long lock downs, and mass shakedowns impacted solid waste diversion in the last quarter.

### **Water Conservation**

Water reduction challenges for the BOP continue to be a high priority. The current method of measuring for water reduction is gallons per square feet. It is difficult to achieve reductions in water usage due to the nature of the environment and the large consumption that prisons demand. In an effort to achieve current Executive Orders and Mandates concerning water conservation, the Agency's Director issued a "Water Conservation Initiative" memorandum on March 5, 2012. The memorandum outlined water conservation requirements; to include monthly monitoring of water use, and new reporting obligations. The BOP continues implementation of water reduction measures in energy performance contracts and the use of water efficient products where feasible. Together, these efforts reduced the BOP's water use by 287 million gallons of water from fiscal year 2018 to fiscal year 2019.



## 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>
<b>First Step Act - RRC Expansion</b>	<b>FSA Reentry Program</b>	<b>0</b>	<b>0</b>	<b>\$244,483</b>	<b>73</b>
<b>First Step Act - Expand MAT Nationwide</b>	<b>FSA Treatment Program</b>	<b>53</b>	<b>27</b>	<b>\$37,070</b>	<b>77</b>
<b>First Step Act - Expand Reentry Programs</b>	<b>FSA Reentry Program</b>	<b>76</b>	<b>38</b>	<b>\$23,305</b>	<b>82</b>
<b>Cellphone Detection Technology</b>	<b>Security Technology</b>	<b>0</b>	<b>0</b>	<b>\$12,500</b>	<b>86</b>
<b>Survey and Inspection of Prison Electrical &amp; Utility Systems</b>	<b>Electrical and Utility Systems</b>	<b>0</b>	<b>0</b>	<b>\$10,000</b>	<b>91</b>
<b>IT Modernization</b>	<b>IT System</b>	<b>0</b>	<b>0</b>	<b>\$8,415</b>	<b>94</b>
<b>Counter Drone Threat</b>	<b>Security Technology</b>	<b>0</b>	<b>0</b>	<b>\$5,250</b>	<b>98</b>

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

#### Appropriation Language

The FY 2021 budget estimates include proposed changes in the appropriation language listed and explained below. New language proposed for FY 2021 is italicized.

#### Federal Prison System

#### Salaries and Expenses

For necessary expenses of the Federal Prison System for the administration, operation, and maintenance of Federal penal and correctional institutions, and for the provision of technical assistance and advice on corrections related issues to foreign governments, [*\$7,470,000,000*] *\$7,611,126,000*, of which not less than [*\$75,000,000*] *\$409,483,000* shall be for the programs and activities authorized by the First Step Act of 2018 (Public Law 115–391): Provided, That the Attorney General may transfer to the Department of Health and Human Services such amounts as may be necessary for direct expenditures by that Department for medical relief for inmates of Federal penal and correctional institutions: Provided further, That the Director of the Federal Prison System, where necessary, may enter into contracts with a fiscal agent or fiscal intermediary claims processor to determine the amounts payable to persons who, on behalf of the Federal Prison System, furnish health services to individuals committed to the custody of the Federal Prison System: Provided further, That not to exceed \$5,400 shall be available for official reception and representation expenses: Provided further, That not to exceed \$50,000,000 shall remain available 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

The appropriated amount which shall be for the programs and activities authorized by the First Step Act is increased to show the total funding requested for First Step Act implementation, including base and program increase funding requested.



## IV. Program Activity Justification

### A. Inmate Care and Programs

Inmate Care and Programs	Direct Pos.	Estimate FTE	Amount
2019 Enacted	13,705	11,664	2,722,958
2020 Enacted	13,828	12,345	2,828,900
Adjustments to Base and Technical Adjustments		195	-75,701
2021 Current Services	13,828	12,540	2,753,199
2021 Program Increases	129	65	60,375
2021 Request	13,957	12,605	2,813,574
<b>Total Change 2020-2021</b>	<b>129</b>	<b>260</b>	<b>-15,326</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 Public Health Service commissioned officers), and operational costs of functions directly related to providing inmate care. This decision unit also represents costs associated with inmate programs (Education and Vocational Training, Drug Treatment, Life Connections, Religious and Psychological Services).

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

Program Area	FY 2018 Actuals	FY 2019 Actuals	FY 2020 Estimates	FY 2021 Estimates
Food	\$404,517	\$408,209	\$412,000	\$408,209
Medical	\$1,223,350	\$1,276,919	\$1,316,000	\$1,276,919
Unit Management	\$455,738	\$452,029	\$465,590	\$452,029
Drug Treatment	\$109,238	\$115,829	\$155,017	\$155,017
Education	\$136,674	\$143,281	\$157,281	\$157,281
Psychology Services	\$72,797	\$74,260	\$93,660	\$93,660
Chaplaincy Programs	\$45,672	\$44,545	\$45,881	\$44,545





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

**a. Medical Services (Inmate Health Care)**

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

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

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

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



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

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

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

- **Treatment of Offenders Having Chronic Hepatitis C Infection.** The BOP has nearly 20,000 offenders with hepatitis C virus (HCV) infection, most of whom have not had HCV treatment. In the past, the cost for a standard 48-week treatment regimen had been approximately \$6,600 per inmate. However, in 2014, new drugs were developed that allowed HCV to be essentially cured, but drove the cost of treatment up exponentially. The BOP treated 240 inmates in FY 2015 for a total cost of \$13.6 million, an average of \$57,000 per inmate. In FY 2016, the BOP treated 327 inmates for a cost of \$14 million, an average of \$43,000 per inmate. In FY 2017, the BOP treated 904 inmates for a cost of \$28 million, an average cost of \$31,000 per inmate. In 2016 and 2017 new pan-genotypic medications were approved for treatment, which created more price competition within these medications and continued to drive costs down and enabled further expansion of treatment. In FY 2018, the BOP treated 1,683 inmates for a cost of \$25 million, an average cost of \$14,700 per inmate and in FY 2019 the BOP treated 3,107 inmates for a cost of \$32 million, an average of approximately \$10,500 per inmate. The BOP has expanded efforts to test and treat all inmates for HCV. The most recent update to hepatitis treatment guidance recommends treatment of all inmates testing positive for HCV. The BOP's treatment goal is 3,200 inmates for FY 2020 and FY 2021 at a cost of approximately \$35 million each year.
- **Treatment of Offenders Having HIV Infection.** The BOP has over 1,400 inmates being treated for HIV infection. The cost to provide these patients with antiretroviral medications is responsible for 28 percent to 30 percent of BOP medication expenditures, \$31.1M in FY 2017, \$33.7M in FY 2018, and \$32.8M in FY 2019.





The Department of Health and Human Services Panel of Antiretroviral Guidelines recommends that all patients with HIV infection receive antiretroviral therapy. Newer medications are continually being developed in order to provide treatment regimens with fewer side effects, a lower pill burden, and a higher barrier to developing viral resistance. The diversity of genotypes and resistance patterns along with rapidly changing treatment recommendation creates a challenge for the BOP to provide cost-effective care to this population.

- **Management of Offenders with Transgender Needs.** Offenders who self-identify as transgender are individually assessed for psychosocial and medical needs. Areas of concern include appropriate housing, clothing, grooming, showering, and access to gender-appropriate general store (commissary) items as well as targeted psychological and medical care. The BOP has over 700 self-identified transgender offenders, and this subpopulation is expected to grow in number.
- **Continuity of Care during Community Reintegration.** Health Services Division provides inmate programs and services that develop social competency and meet basic social and health needs during incarceration, but also it provides transitional links that bolster successful reintegration into the community. This includes assisting offenders to enroll in government benefit programs, identifying provider networks that offer needed health services, and developing discharge plans that document continuity of care needs.
  - *Expansion of Social Work Services.* BOP acts as a health and social services safety net for a subpopulation of federal offenders 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 is expanding its professional social work services to increase linking offenders to government benefit programs (e.g., Social Security Disability Insurance, veterans' benefits, Medicare and Medicaid programs, etc.) and health care networks to continue requisite medications and treatment plans.
  - *Medication Assisted Treatment for Offenders Having Opioid Use Disorder.* Medication Assisted Treatment (MAT) for offenders at risk for opioid use disorder reintegrating into the community has been a focus of the BOP. The BOP sponsored a field trial that provides evidence-based pre- and post-release therapy (Vivitrol™) for targeted at risk offenders entering a Residential Reentry Center (RRC). The BOP launched a staged expansion of the MAT program beginning in FY 2019 for approximately 160 offenders releasing to the Boston, Massachusetts area, and recently selected a Pharmacist and Social Worker as transitional care specialists to coordinate the expansion. The BOP also developed and implemented mandatory training for all physicians and dentists that prescribe opioids to reduce opioid over-prescribing. Finally, the BOP has implemented a program to allow access and administration of



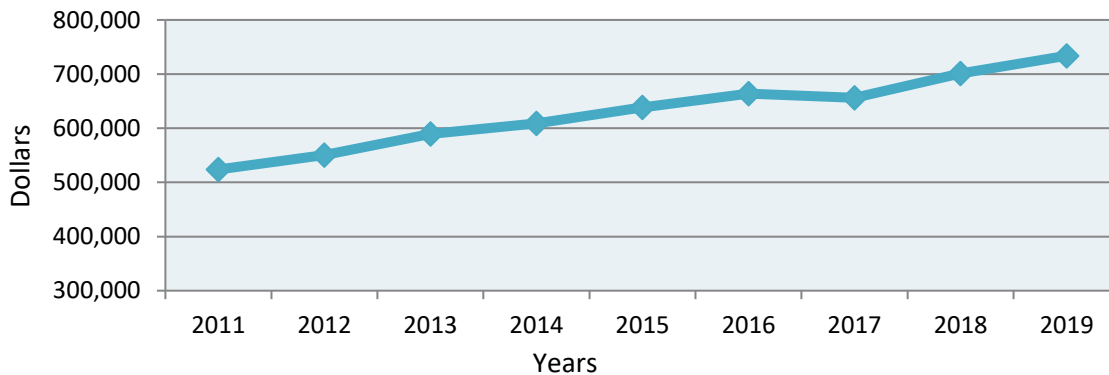
naloxone by all BOP staff in situations involving possible opioid overdoses. Mandatory naloxone administration training has been developed and is a part of this program. The program will continue to expand nationwide if additional funding is approved. All three FDA approved medications, Buprenorphine, Methadone, and Vivitrol, would be available at nearly half of BOP institutions, while Vivitrol would continue to be available at all BOP facilities.

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



Health Care Cost Containment. The BOP’s medical care costs have risen steadily over the last decade (see chart below for non-salary medical cost). The BOP has developed several strategic initiatives and operational systems designed to contain health care costs.

## Actual Inmate Medical Costs (Dollars in thousands)



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



- The BOP leverages the Prime Vendor Program to purchase medications at the current discount of 9.15%.
- The BOP adheres to recommendations of the National Pharmacy & Therapeutics Committee, which researches drug efficacy and safety.
- Telehealth Services. The BOP leverages telehealth services to deliver specialty medical services to remote locations. Delivery of health services through the BOP's Wide Area Network (WAN) takes many forms.
  - BOP medical centers contract large hospital vendors to conduct specialty medicine clinics via telehealth, reducing cost and security risks associated with escorted trips to community facilities.
    - FMC Lexington contracted with the University of Kentucky Medical Center for 26 specialty telemedicine clinics.
    - USMCFP Springfield contracted with Mercy Hospital, Springfield, MO for more than 30 specialty telemedicine services.
  - Through telehealth services, BOP providers are able to deliver specialty medical services to remote locations.
    - BOP psychiatrists remotely manage psychotropic medications for inmates at BOP-managed institutions.
    - BOP dietitians and diabetes educators consult with all institutions.
    - BOP Regional Medical Directors conduct chronic care visits in their regional institutions.
    - BOP Pharmacists conduct chronic care visits to assist in managing patients with chronic conditions such as psychiatric and diabetes.
  - 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 to expand the use of telehealth and other health technologies that improve the efficiency of health care delivery. In FY 2018, HSD announced and selected a National Health Technology Administrator to manage the new branch.
- Health Information Technology. The BOP continues to develop and deploy automated health information management systems that meet interoperability and security requirements issued by the Office of the National Coordinator (ONC) for Health Information Technology. The BOP recently launched a laboratory information system that helps reduce medical errors and expedites availability of lab results for timely clinical decisions and care. BOP needs continual investment in automated health information management systems to facilitate the exchange of information as inmates transfer within the BOP and transition to the community.
- Levels of Care. The BOP assigns each inmate and each BOP facility a care level (i.e., care level 1 is essentially healthy; care level 2 is stable chronic conditions; care level 3 is chronic conditions with manageable complications; care level 4 is need for



continuous nursing care). This medical classification system enables BOP to allot its resources to better manage inmates' medical and mental health needs.

- Catastrophic Care Management. The BOP monitors hospitalized inmates and tracks catastrophic costs to closely manage care and expedite transfers to BOP medical centers when feasible. A single catastrophic case can easily account for 20 to 30 percent of a typical institution's annual outside medical budget. This strategy will allow the BOP to better understand the impact of catastrophic health care events on the health care budget and decision making.
- Medical Claims Adjudication. The BOP contracts with a medical claims adjudication vendor to review claims for duplicate billing, claims for services not requested or not appropriate for the stated diagnoses, and local market rates for physician and facility charges. Contracting for medical claims adjudication enables the BOP to identify patterns of fraud, waste, and abuse. The BOP awarded a new claims adjudication contract in June 2019. The medical claims processing transition period ended in September 2019. The BOP plans to pilot The new system design beginning in will be approved by BOP in November 2019 with the pilot institution scheduled for June 2020. In FY 2020, the roll-out plan includes four to five institutions per month with the goal to be in all of the BOP institutions 24 months after launching the new system.
- Utilization Review. The BOP requires every institution to implement a utilization review process to assure that only medically necessary care is provided. Health care staff uses an automated utilization review program to provide a clinical decision-making system of criteria that differentiates what is medically necessary from what is potentially elective care.
- Data Analytics. The Health Services Division is investigating strategies for harvesting and structuring organizational data and using the data to empower executive decision making to improve health and financial outcomes. The Health Services Division awarded an Advisory Assistance (A&A) Service (external consultant) contract on October 1, 2018. The A&A will examine the organization's data integration requirements for medical, financial and staffing systems and recommend ways to improve the data integration for clinical trends and outcomes; healthcare financial modeling; and staffing models. The work has been extended to March 31, 2020, and will support data driven decisions during strategic planning, health care cost avoidance and cost savings initiatives.





## 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 2021 it will serve approximately 167 million meals, which is nearly 457,000 meals per day and over 3.2 million meals per week.

## c. Education and Occupational Training

Inmate education programs include literacy, English-as-a-Second Language (ESL), occupational education, advanced occupational education (AOE), release preparation courses, and a wide-range of adult continuing, wellness, and structured and unstructured leisure time activities. Education programming provides inmates with an opportunity to learn the functional skills that support their reintegration into the community. As of August 2019, 33 percent of the designated inmate 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 inmates 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 inmates and sentenced deportable aliens with confirmed orders of deportation), the BOP requires inmates without a verified high school diploma or high school equivalency credential to enroll in a literacy program. There are approximately 16,600 inmates enrolled in high school equivalency programs. Curriculums are designed to teach the knowledge and skills needed for

inmates to progress from basic literacy through attainment of the high school equivalency credential. The implementation of the Violent Crime Control and Law Enforcement Act (VCCLEA) and the Prison Litigation Reform Act (PLRA), mandates that inmates with needs must participate and make satisfactory progress in the literacy program to vest their good conduct time (VCCLEA), or be eligible to earn the full amount of good conduct time. Since the implementation of these acts in November 1997, the demand for literacy program instruction has increased, leading to a wait list of approximately 11,300 U.S. citizens and 5,100 non-U.S citizen inmates. In FY 2019, 3,155 inmates attained the high school equivalency credential. The Crime Control Act of 1990 requires that non-English speaking federal prisoners participate in ESL until they function at the equivalence of the eighth grade level. Occupational and Advanced Occupational Education (AOE) programs serve to enhance inmates' post-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.

Other work preparation activities are also offered, including mock job fairs and resume preparation courses. In FY 2019, education and institution staff at all institutions conducted mock job fairs with representatives from local communities.



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





The BOP's Post Release Employment Study demonstrates that occupational training programs decrease recidivism. In FY 2019, nearly 11,438 inmates completed an occupational training program. During this year, the BOP developed and established national standards for apprenticeship programs through partnership with the U.S. Department of Labor. These standards are being used to promote

apprenticeship programs, agency-wide. Standardized apprenticeship programs afford inmates the opportunity to obtain nationally recognized certificates that will increase post-release employment opportunities. Studies show that inmates who participate in these programs are 33 percent less likely to recidivate<sup>2</sup>. Federal inmates can choose a vocation, through instruction, work experiences, and career orientation; acquire or improve productive work skills and habits; and gain practical knowledge essential to working and functioning in a complex industrial technical world of work.

#### **d. Psychology Services**

Psychology Services staff are an integral part of correctional treatment as they administer programs of group and individual psychotherapy, crisis intervention, pro-social skill building, and staff consultation and training. BOP policy requires every inmate admitted to a BOP facility be given an initial psychological screening, which consists of a psychological interview, social history review, and behavioral observations. The purposes of the screening are to identify special treatment or referral needs; provide information useful in future crisis counseling situations; identify strengths as well as potential adjustment problems to imprisonment; and discuss possible program needs with the inmates and provide information about these programs. In addition, BOP psychologists have traditionally provided the courts, parole officials, and prison administrators with comprehensive psychological evaluations of offenders.

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

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<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).



## e. Drug Abuse Treatment

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

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

**Drug Abuse Education.** Participants in the Drug Abuse Education course receive factual information on the relationship between drug use and crime -- the impact substance abuse has on the inmate psychologically, biologically and socially, while also motivating inmates to volunteer for the appropriate drug abuse treatment programs. In FY 2019, over 22,000 inmates participated in Drug Abuse Education; for FY 2020, it is projected that 23,700 inmates will participate; and for FY 2021, a similar number of inmates participating is projected.

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

A second purpose of the program is to provide those offenders who have a moderate to severe drug abuse problem with supportive program opportunities during the time they are waiting to enter the RDAP, or for those who have little time remaining on their sentence and are preparing to return to the community. In FY 2019, more than 20,000 inmates participated in Nonresidential Drug Abuse Treatment; for FY 2020, 22,000 inmates are projected to participate; and for FY 2021, 22,200 are projected to participate.

**Residential Drug Abuse Treatment.** The Violent Crime Control and Law Enforcement Act (VCCLEA) of 1994 requires the BOP, subject to the availability of appropriations, to provide appropriate residential substance abuse treatment for 100 percent of inmates who have a diagnosis for substance abuse or dependence and who volunteer for treatment. More than half of the BOP's facilities operate a Residential Drug Abuse Program (RDAP), which are located in a separate unit, away from the general population. The RDAP is based on Cognitive Behavioral Therapy (CBT), wrapped into a modified therapeutic community model of treatment. CBT and therapeutic communities are proven-effective treatment models with inmate populations. In FY 2019, 14,932 inmates



participated in Residential Drug Abuse Treatment. In FY 2020 and FY 2021, a similar number of inmates are projected to participate.

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

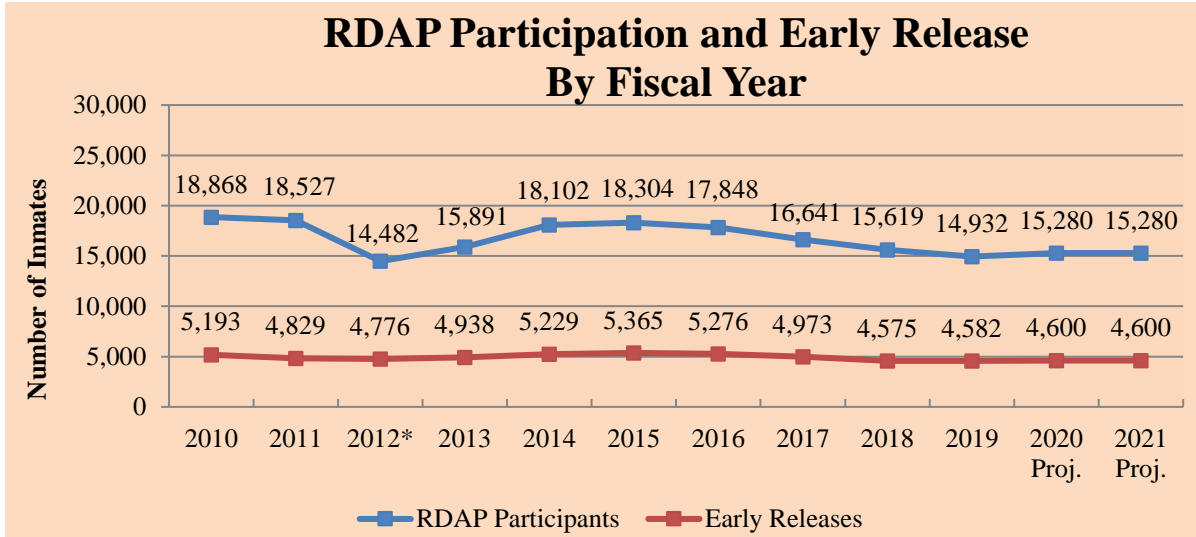
**RDAP Follow-up Treatment** If an inmate has time to serve in the institution after completing the RDAP, he or she must participate in “follow-up” treatment in the institution. Follow-up treatment ensures the inmate remains engaged in the recovery process and is held to the same level of behavior as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

**Community Treatment Services (formerly Transitional Drug Abuse Treatment)**

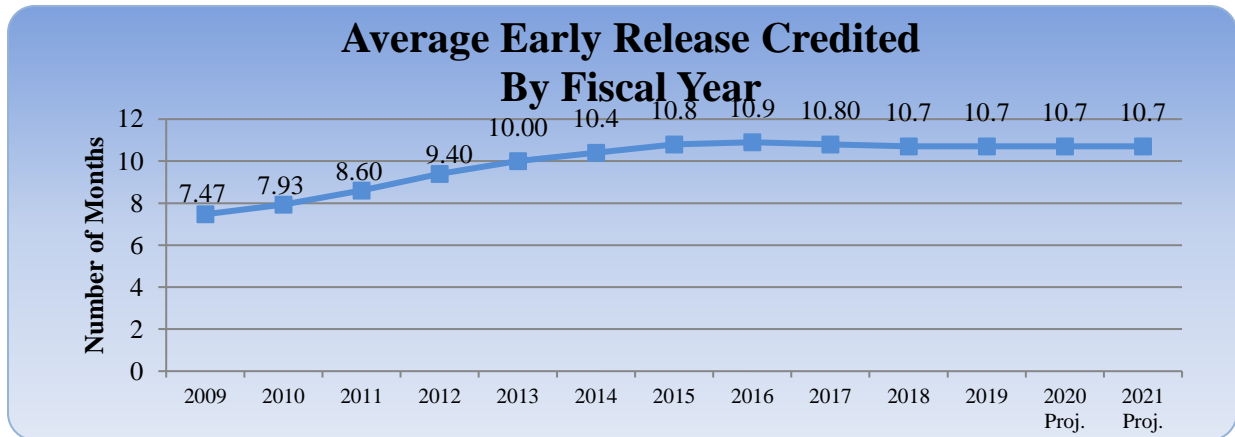
CTS provides a nationwide comprehensive network of 240 contracted community-based treatment providers, screens over 2,300 inmates for services monthly, and provides clinical case management for over 3,400 inmates in treatment every day. This network of professionals consists of licensed individuals (e.g. certified addictions counselors, psychologists, psychiatrists, social workers, professional counselors, medical doctors, certified sex offender therapists, etc.) and specialized agencies resulting in a variety of social and rehabilitative services available throughout the country. In addition to providing drug treatment to Residential Drug Abuse Program participants, the BOP expanded services to include treatment for inmates with mental illness and sex offenders, including oversight for the final phase of the Sex Offender Treatment Program (SOTP). Moreover, crisis intervention counseling for situational anxiety, suicidality, depression, grief/loss, and adjustment issues is also available to inmates placed in Residential Reentry Centers (RRCs) and on home confinement. CTS also oversees all of the Prison Rape Elimination Act (PREA) referrals for allegations reported in the community. CTS recognizes the release from the institution is stressful for the offender as well as for the family members. As a means to facilitate successful reentry, CTS offers family therapy for the offender and his/her family members. In addition to contract oversight, CTS staff provide extensive clinical oversight of the offenders’ progress while in treatment.



The following charts show participation and early release information:



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





## Residential Drug Abuse Treatment Programs and Locations (85):

### NORTHEAST REGION

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

### MID-ATLANTIC REGION

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

### Contract Facility

Rivers CI (NC)

### 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)  
FCI Seagoville 2 (TX)  
FPC Texarkana (TX)

### WESTERN REGION

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

### **Additional Residential Psychology Treatment Programs**

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

**The BRAVE Program.** The BOP Rehabilitation and Values Enhancement (BRAVE) Program, a program for young offenders serving lengthy sentences, addresses institutional adjustment, antisocial attitudes and behaviors, and motivation to change. Currently BRAVE programs are





located at FCI Beckley and FCI Victorville - Medium. Research results covering the first two years of the BRAVE program found inmates who completed the program reduced misconduct by 52 percent, when compared to similar inmates who did not participate in the BRAVE program.

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

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

- **Mental Health Step Down Programs.** Mental Health Step Down Programs provide intensive treatment for inmates releasing from psychiatric hospitalization and may also function to intervene before an inmate requires hospitalization. These residential programs are located at FMC Fort Worth (males), FCI Butner (males), USP Allenwood (males), and USP Atlanta (males).
- **Transitional Care Unit.** This residential program supports high security inmates with serious mental illness 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 problems in prison and in the community. These residential programs are located at FCI Coleman (males) and FCI Danbury (males).
- **The STAGES Program.** The Steps Toward Awareness, Growth, and Emotional Strength (STAGES) Program is designed to treat inmates who have a diagnosis of Borderline Personality Disorder and have a history of behavioral problems and/or self-harm. These residential programs are located at FCI Terre Haute (males) and USP Florence (males).
- **The FIT Program.** The Female Integrated Treatment (FIT) Program is a 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. Special emphasis is placed on job skills and reentry. It is located at FCI Danbury (females).
- **The Resolve Program.** The Resolve Program is a non-residential trauma treatment program for inmates. The program was originally developed to address the needs of female inmates





with trauma-related mental illnesses, such as post-traumatic stress disorder. This program is located in 13 of the BOP's female institutions and in 2 male institutions – FCI Danbury and ADX Florence.

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

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

- The **Residential Sex Offender Treatment Program (SOTP-R)** is a high intensity program designed for high risk sexual offenders (ordinarily, inmates with multiple sex offenses, or a history of contact sexual offenses). The SOTP-R is offered at FMC Devens and USP Marion.
- The **Non-residential Sex Offender Treatment Program (SOTP-NR)** is a moderate intensity program designed for low to moderate risk sexual offenders. Many of the inmates in the SOTP-NR are first-time offenders serving a sentence for an internet sex crime. SOTP-NR is available at 8 male institutions and 1 female institution.
- 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 National Reentry Affairs Branch.

Since the implementation of the current program model in 2005, 1,628 inmates have completed a Sex Offender Treatment Program. Currently, there are 253 inmates participating in treatment, and 3,558 are awaiting placement in treatment. 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. Presently, there are 64 civilly committed sex offenders in the CTP, of these 29 are participating in the treatment program.



## f. Chaplaincy Services

### **Chaplains**

The BOP employs full-time chaplains in all institutions to accommodate the constitutional right to the free exercise of religion, manage religious programs, and provide pastoral care to inmates and staff. Chaplains routinely evaluate the needs of inmates in the institution and facilitate programs which address those needs. Chaplaincy Services departments offer programs directly related to spiritual development, community reentry, family relationships, personal responsibility, and basic religious instruction. Chaplains provide spiritual programs across the spectrum of faiths represented in the inmate population. Chaplains also train and familiarize staff regarding diverse religious beliefs and practices of inmates, while providing guidance for institution compliance with the First Amendment and legal standard established by the Religious Freedom Restoration Act, and the Second Chance Act of 2007. The passage of the Second Chance Act of 2007 ushered in the opportunity to utilize mentors to assist in the reentry efforts of ex-offenders back to the community. Mentor Coordinator positions have been allocated at several Life Connections and Threshold Program sites to develop and expand the mentoring components of the programs.

### **Religious Volunteers and Contractors**

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

### **Religious Diet**

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

### **Life Connections and Threshold Programs**

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

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

The LCP provides opportunities for the development of the participating inmates' faith commitment, with a goal of providing the necessary life skills and tools for successful transition back to their respective communities. The LCP consists of a multi-phase program which instills values and character through a curriculum of personal, social and moral development. Two phases of mentoring, incarceration and post-incarceration phase, are also provided to the LCP inmates. In



addition, the program is being carried out in partnership with a broad spectrum of faith-based contractors, volunteers, and community organizations.

Inmates not eligible for the residential LCP have the opportunity to participate in the Threshold program. Threshold is a non-residential spiritual and values-based program taught by chaplains and volunteers over a six to nine month period. This program strengthens an inmate's institutional adjustment and community reentry efforts. In FY 2019, approximately sixty institutions offered the Threshold program. This will be maintained through FY 2021.

## Volunteer Services

The National Reentry Affairs Branch in the Reentry Services Division has oversight for the BOP's volunteer program. Reentry Affairs Coordinators manage volunteer services at their local institution, including: local recruitment, clearance and security compliance, training, file management, and recognition of volunteers. Volunteers provide an array of services – from one-on-one intensive mentoring and structured program and service delivery to transition support in the institutions, RRC's, and into the post-release phase. During FY 2019, approximately 10,900 volunteers provided services at BOP facilities during the year. There were also numerous other individuals who provided volunteer services such as employment seminars, family reunification activities, and mock job fairs.

## g. Occupational & Employee Health

The BOP's major occupational and employee health responsibilities and initiatives include:

- Pre-Employment Medical Assessments
- Medical/psychological Fitness for Duty
- Drug Free Work Place program
- Workers' Compensation case management
- Industrial Hygiene technical expertise throughout the BOP for all issues and questions concerning: respiratory protection program, hearing conservation program, air quality, mold, asbestos exposure, and industrial processes
- Employee Health to include addressing outbreaks at institutions which would affect BOP employees and Bloodborne Pathogen Program for staff
- OSHA Recordkeeping
- Medical input into reasonable accommodation/medical leave/FMLA/LWOP throughout the BOP

## h. Environmental & Safety Compliance

- The Environmental and Safety Compliance Branch provides national oversight authority and staff assistance in three program areas: Environmental Compliance, Fire Protection., and Occupational Safety.
- The Environmental Compliance Section provides technical expertise throughout the agency for all issues and questions concerning the environmental management system (EMS). Often, this is accomplished by conducting environmental compliance and EMS audits at all facilities.



- The Fire Protection Section provides technical expertise throughout the BOP for all issues and questions concerning compliance with the National Fire Codes. In addition, this section provides oversight, coordination, evaluation, and monitoring of policy for all facilities fire protection and life safety projects.
- The Occupational Safety Section provides technical expertise throughout the BOP for all issues and questions concerning compliance with the Occupational Safety and Health Administration regulations. In addition, this Section conducts audits and provides staff assistance to facilities.
- Pursuant to the Homeland Security Presidential Directive 5 (HSPD-5) and the BOP's implementation of the National Incident Management System safety, officers serve as subject matter experts for any chemical, biological, radiological, nuclear, and explosive incidents. Additionally, the incident response section designs and implements "shelter-in-place" plans, decontamination protocols, and training for all facilities.



Federal Bureau of Prisons

2. Performance and Resource Tables

PERFORMANCE AND RESOURCE TABLE											
Decision Unit: Inmate Care and Programs											
RESOURCES		Target		Actual		Projected		Changes		Requested (Total)	
		FY 2019		FY 2019		FY 2020		Current Services Adjustments and FY 2021 Program Changes		FY 2021 Request	
Total Costs and FTE		FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000
		34,580	7,250,000	33,323	7,250,000	34,623	7,470,000	500	141,126	35,123	7,611,126
TYPE	PERFORMANCE	FY 2019		FY 2019		FY 2020		Current Services Adjustments and FY 2021 Program Changes		FY 2021 Request	
Program Activity	Inmate Care and Programs	FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000
		12,292	2,722,958	11,664	2,722,958	12,345	2,828,900	260	-15,326	12,605	2,813,574
Performance Measure	# of Inmates Completing Literacy Program	3,000		2,857		3,000		0		3,000	
Performance Measure	# of Inmates Participating in the Residential Drug Abuse Treatment Program	15,700		14,932		15,000		0		15,000	



**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 Abuse Treatment Specialists and Drug Abuse Treatment 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 offenders in BOP custody who were identified in SENTRY as DAP PART (Drug Abuse Program Participation) or DAP PART D (Drug Abuse Program Participation Dually Diagnosed – Mental Illness and Drug Abuse) or DAP PART S (Drug Abuse Program Participation Spanish – Non-English speaking US Citizens) 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, uncertain funding, 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 Report and Performance Plan Targets		FY 2015	FY 2016	FY 2017	FY 2018	FY 2019		FY 2020	FY 2021
		Actual	Actual	Actual	Actual	Target	Actual	Target	Target
<b>Performance Measure</b>	Increase the # of Inmates Completing Literacy Program	6,184	6,456	2,667	3,249	3,000	2,857	3,000	3,000
<b>Performance Measure</b>	# of Inmates Participating in the Residential Drug Abuse Program	18,304	17,848	16,641	15,619	15,700	14,932	15,000	15,000



### 3. Performance, Resources, and Strategies

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

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 General Educational Development (GED) assessment. The 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 the HiSet and TASC high school equivalency tests.

In January 2014, a new version of the GED test was released with modified content and a computer-based delivery method. As of September 2018, all BOP GED testing centers were converted to computer-based GED testing and the agency saw an increase in computer-based testing completions for that fiscal year. In FY 2019, the agency fell short of meeting the goal of 3,000 high school equivalency credentials obtained by 143, due largely to the BOP's declining inmate population. For FY 2020 and FY 2021, the BOP is projecting 3,000 completions.

As part of converting paper-based GED testing to computer-based testing, each BOP institution has been provided with a variety of resource materials designed to assist teachers in guiding students to successful certificate attainment and monitoring their learning progress. 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 in Aurora, Colorado. Training on the modified content is ongoing, and professional development is available through Bureau Learning University (an in-house learning system) intranet posting, as well as in person training sessions. This training takes educators through an overview of the new GED 2014 test standards, instructional practices, and evidence based writing using the BOP's standardized GED 2014 textbooks.

Number of Inmates Participating in the Residential Drug Abuse Treatment Program (RDAP): In FY 2019, the number of inmates participating in RDAP was 14,932, the BOP missed the target by 68 inmates, due largely to the BOP's declining inmate population. The BOP is projecting 15,000 participants in FY 2020 and FY 2021.

**b. Strategies to Accomplish Outcomes**

The BOP will continue to provide productive work, education, occupational training, and recreational activities that have a clear correctional management purpose to minimize inmate idleness, while preparing inmates for employment opportunities and a successful reintegration upon release. The BOP will develop and provide 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.

*Drug Abuse Treatment*

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



## B. Institution Security and Administration

Institution Security and Administration	Direct Pos.	Estimate FTE	Amount
2019 Enacted	23,507	20,453	3,359,192
2020 Enacted	23,507	21,072	3,435,333
Adjustments to Base and Technical Adjustments	0	227	-91,929
2021 Current Services	23,507	21,299	3,343,404
2021 Program Increases	0	0	10,000
2021 Request	23,507	21,299	3,353,404
<b>Total Change 2020-2021</b>	<b>0</b>	<b>227</b>	<b>-81,929</b>

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

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

For FY 2021, the BOP is requesting \$1.9 billion for Institution Security, \$700.0 million for Institution Administration, \$715.0 million for Institution Maintenance, and \$38.0 million for staff training.



#### a. Institution Security and Administration

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

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

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



through the perimeter are controlled by a series of gates, electrical and manual, supplemented by metal detection systems and search procedures for weapon and contraband control. BOP has fully incorporated Closed Circuit Television technology in its institutions, which has enhanced supervision and provides valuable intelligence in the management of federal inmates. For practical purposes, all other security measures, processes, and activities can be called internal security, commencing when an inmate is admitted and terminating upon his or her release.

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

Violations of institution regulations are handled through the Inmate Disciplinary Process. Correctional staff members conduct investigations of the alleged misconduct and forward the findings to the Unit Discipline Committee. Depending on the seriousness of the charge, the Unit Discipline Committee will make a finding, or refer the report to the Discipline Hearing Officer for disposition. When practical, inmates have the opportunity to participate in, and present evidence at a due process hearing before findings are made. Inmates may appeal these decisions using the administrative remedy process.

Administrative Detention provides for the separation of inmates who require closer supervision and monitoring from those in the general population. Such cases include, but are not limited to, protective custody, serious escape risks, and threats to the security and orderly running of the institution. Disciplinary Segregation provides for segregation of offenders found guilty of violations of rules through the Inmate Disciplinary Process.

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

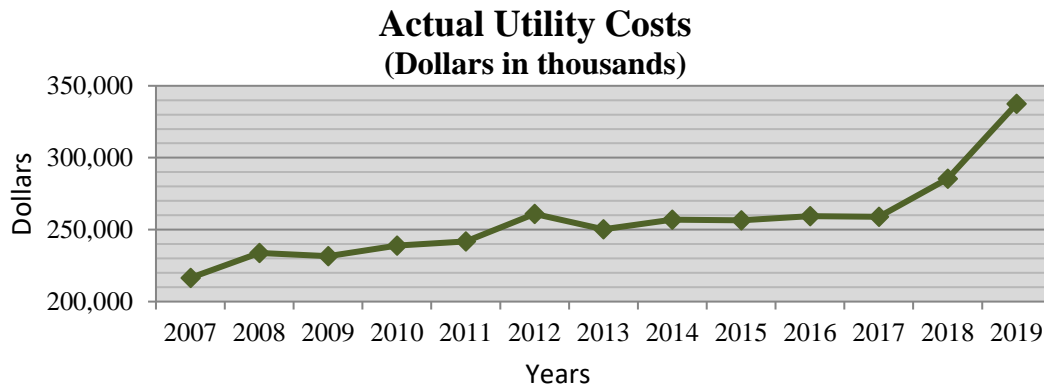
***b. Institution Maintenance***

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. Thirty-six of the BOP facilities are over 50 years old. As of August, 2019, 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 \$337 million incurred in FY 2019.



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 into law enforcement positions.

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

*The Management and Specialty Training Center (MSTC)* in Aurora, Colorado, provides senior level training courses, Distance Learning programs and audio visual 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

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supervises and directs the overall management of Human Resources shared services for the Central Office, 6 Regional Offices, and 122 institutions that employ more than 35,000 staff.



## 2. Performance and Resource Tables

PERFORMANCE AND RESOURCE TABLE											
Decision Unit: Institution Security and Administration											
RESOURCES		Target		Actual		Projected		Changes		Requested (Total)	
		FY 2019		FY 2019		FY 2020		Current Services Adjustments and FY 2021 Program Changes		FY 2021 Request	
Total Costs and FTE		FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000
		34,580	7,250,000	33,323	7,250,000	34,623	7,470,000	500	141,126	35,123	7,611,126
TYPE	PERFORMANCE	FY 2019		FY 2019		FY 2020		Current Services Adjustments and FY 2021 Program Changes		FY 2021 Request	
Program Activity	Institution Security and Administration	FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000
		21,082	3,359,192	20,453	3,359,192	21,072	3,435,333	227	-81,929	21,299	3,353,404
Performance Measure	Rate of serious assaults in Federal Prisons (Rate/5,000)*	11		6		11		0		11	
Performance Measure	% of staff on-board at BOP Inst.	88%				88%		2%		90%	
Performance Measure	Medium & high security crowding	Med = 17% High = 15%		Med = 20% High = 15%		Med = 20% High = 15%		Med = 0% High = 1%		Med = 20% High = 16%	
Outcome	Escapes from Secure Institutions	0		0		0		0		0	
Outcome	System-wide Crowding	12%				12%		-3%		9%	

\*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

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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. Offender 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. In addition, budget delays and shortfalls also affect performance results.





PERFORMANCE MEASURE TABLE									
Decision Unit: Institution Security and Administration									
Performance Report and Performance Plan Targets		FY 2015	FY 2016	FY 2017	FY 2018	FY 2019		FY 2020	FY 2021
		Actual	Actual	Actual	Actual	Target	Actual	Target	Target
<b>Performance Measure</b>	Rate of serious assaults in Federal Prisons (Rate /5,000)	8/5,000	7/5,000	6/5,000	6/5,000	11/5,000	6/5,000	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	91%	89%	97%	88%	88%	88%	88%	90%
<b>Performance Measure</b>	Manage medium & high security crowding to assess needs for additional staff and beds	M = 32% / H = 47%	M = 22% / H = 31%	M = 18% / H = 24%	M = 17% / H = 26%	M = 17% / H = 15%	M = 20% / H = 15%	M = 20% / H = 15%	M = 20% / H = 16%
<b>OUTCOME Measure</b>	Escapes from Secure Institutions	0	0	1	0	0	0	0	0
<b>OUTCOME Measure</b>	System-wide Crowding	23%	16%	13%	13%	12%	12%	12%	9%



### 3. Performance, Resources, and Strategies

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

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 2019, the BOP had zero escapes and the performance targets for FY 2020 through FY 2021 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 2019 with 6/5,000 serious assaults. For FY 2020 through FY 2021 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 high-security institutions, detention centers, and jail units. Pepper spray has been issued to all staff at high and medium security institutions, detention centers, medical centers, and jail units, 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, and that helps keep America safe.

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. Managing the crowded federal prison population is particularly challenging at the high security level as more than half of the inmates in this population have sentences in excess of 12 years. Moreover, 80 percent of high security inmates have been sanctioned for violating prison rules, 92 percent of high security inmates have a history of violence, and almost one-third of inmates at high security institutions is gang affiliated. In FY 2019, the BOP’s actual percentage of staff on board at BOP facilities was 88 percent. The BOP’s target for FY 2020 will be 88 percent of authorized positions and 90 percent for FY 2021.

Medium and High Security Crowding Conditions: BOP facilities continue to have high crowding rates at high security facilities, which BOP research suggests contributes 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. Targets reflect planned beds associated with anticipated base funding levels and do not represent BOP goals.

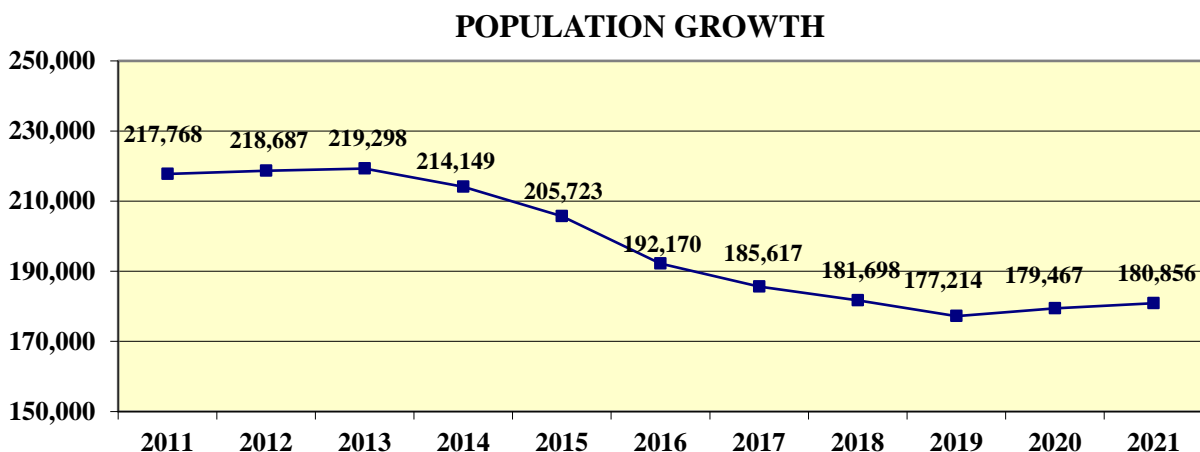
BOP’s medium and high security crowding level targets for FY 2019 through FY 2021 are:

**Medium Security Targets**

FY 2019 – 20 percent  
 FY 2020 – 20 percent  
 FY 2021 – 20 percent

**High Security Targets**

FY 2019 – 15 percent  
 FY 2020 – 15 percent  
 FY 2021 – 16 percent



Notes on Population Data:

The chart above includes actual population for FY 2011 through FY 2019 and projected population numbers for FY 2020 through FY 2021. 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).

**b. Strategies to Accomplish Outcomes**

The BOP will continue to explore opportunities to add capacity efficiently and cost-effectively through expansions of existing facilities, the acquisition and conversion of military and other properties to prison use, and the use of contract 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.



## C. Contract Confinement

Contract Confinement	Direct Pos.	Estimate FTE	Amount
2019 Enacted	299	268	917,207
2020 Enacted	299	268	945,446
Adjustments to Base and Technical Adjustments	0	3	-25,307
2021 Current Services	299	271	920,139
2021 Program Increases	0	0	244,483
2021 Request	299	271	1,164,622
<b>Total Change 2020-2021</b>	<b>0</b>	<b>3</b>	<b>219,176</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 January 2, 2020, 15.9 percent of the BOP inmate population is housed outside of BOP facilities in alternative confinement. This includes private prisons, Residential Reentry Centers (RRCs or halfway houses), state and local facilities, and home confinement. In 2013, the Residential Reentry Management (RRM) Branch implemented a management consolidation from six regions to three sectors. The RRM Branch now provides management oversight to three sector management teams that in turn provide oversight to the 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 2015 Actual	FY 2016 Actual	FY 2017 Actual	FY 2018 Actual	FY 2019 Actual
Residential Reentry Centers	\$359,914	\$377,646	\$411,588	\$342,466	\$352,883
Private Prisons	\$542,580	\$564,912	\$451,922	\$450,904	\$454,560

#### 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 10,197 as of January 2, 2020. The BOP has approximately 230 RRCs throughout the



nation which provide services to federal offenders, all of whom are preparing for their release to the community. These inmates are transferred from federal institutions to RRCs near the end of their sentence for transitional programming. Gainful employment and the reestablishment of family ties are the major aspects of transitional programs. Home confinement is the last phase of incarceration for offenders who have demonstrated personal responsibility and positive programming while in BOP custody. Strict accountability procedures are required for inmates on home confinement to continue the sanction of the sentence.

b. Privatized Facilities

Since the mid-1980s, the BOP has contracted for the confinement of sentenced offenders in secure facilities. This improved BOP's flexibility to manage a rapidly growing inmate population and to help control crowding, especially in the BOP's low security facilities. The BOP has found that contract confinement is particularly suited to low and minimum security offenders. As of January 2, 2020, 96 percent of the inmates housed in the BOP contract facilities are low security, sentenced criminal aliens.

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

Through the Privatization Management Branch (PMB), the BOP oversees the operation of secure contract facilities. Contracts are with private companies for facility operations. Staff from the PMB ensure that contractors adhere to established performance standards and facilitate communications between contract facilities and the BOP. The BOP is the largest user of secure contract confinement among all correctional jurisdictions in the country, with more than 17,000 inmates in 12 privately managed secure facilities. Additionally, over 10,800 inmates are in RRCs, home detention, short-term detention, juvenile facilities, or long-term boarder facilities operated by state correctional departments.

Several categories of federal offenders (including inmates who are under probation or supervised release but need more intensive services and/or programs than can be provided under probation) are confined in smaller numbers in state, local, and private facilities. There are approximately 25 juveniles who must be separated from adult offenders and are placed as close to their respective residence as possible in state, local, and privately run community-based and secure facilities. Adult offenders whose lives might be endangered in federal facilities (protection cases) are placed in state correctional facilities. Offenders whose short sentences preclude transfer to a federal facility are placed in local jails to serve their sentences.

Approximately 19 percent of the BOP inmate population are non-U.S. citizens. The BOP, ICE, and the Executive Office for Immigration Review (EOIR) work together to facilitate the Enhanced Institution Removal Programs (IRPs), first implemented in 1997. Fourteen institutions and contract facilities provide either TeleVideo capabilities or courtroom and office space for ICE and EOIR staff to process and complete deportation decisions. The





expansion of TeleVideo is progressing within the BOP facilities. The goal of the IRP is to complete removal proceedings for non-U.S. citizen inmates while serving their sentence, thus allowing ICE to remove them from the U.S. immediately upon release from BOP custody. As a result, ICE can minimize the number of non-U.S. citizen inmates detained after expiration of their sentence, and the BOP can manage its inmate population more efficiently by anticipating the needs of inmates who have a current order of deportation.

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

*The Residential Reentry Management Branch (RRMB)* is responsible for the general program, policy development, and monitoring for contractual compliance for the BOP's network of approximately 230 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.

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

The PMB coordinates the BOP's efforts in managing a population of more than 17,000 inmates located in contractor operated secure correctional facilities. Staff from this branch oversee the management and operation of facilities, develop new requirements; establish policy and procedures; develop and manage contract budgets; and serve as liaisons between the contractors and the BOP and other members of the federal family.

c. National Institute of Corrections (NIC)

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



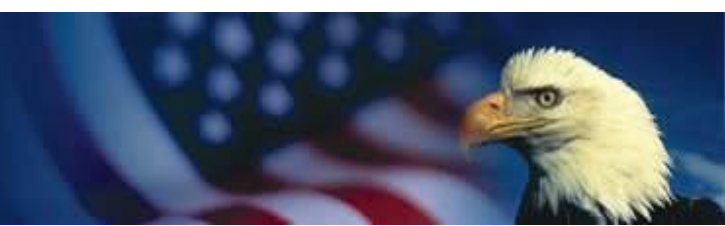
the requesting agency, or an individual or team of individuals from the requesting system visits another agency to gain expertise and experience in the specific area of concern.

NIC also provides corrections leaders and staff with information to improve and support their 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 12,500 corrections and relevant management resources, with even more available directly on the website. These resources were accessed online and through the Help Desk by corrections practitioners approximately 1.4 million times in FY 2019.



2. Performance and Resource Tables

PERFORMANCE AND RESOURCE TABLE											
Decision Unit: Contract Confinement											
RESOURCES		Target		Actual		Projected		Changes		Requested (Total)	
		FY 2019		FY 2019		FY 2020		Current Services Adjustments and FY 2021 Program Changes		FY 2021 Request	
Total Costs and FTE		FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000
		34,580	7,250,000	33,323	7,250,000	34,623	7,470,000	500	141,126	35,123	7,611,126
TYPE	PERFORMANCE	FY 2019		FY 2019		FY 2020		Current Services Adjustments and FY 2021 Program Changes		FY 2021 Request	
Program Activity	Contract Confinement	FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000
		268	917,207	268	917,207	268	945,446	3	219,176	271	1,164,622
Workload Measure	#/% of Contract Beds	28,498 / 16%		27,513/16 %		27,863 / 16%		174 / 0%		33,037 / 18%	
<p><b>Data Definition:</b> The BOP utilizes privately operated facilities, 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 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. 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 2015	FY 2016	FY 2017	FY 2018	FY 2019		FY 2020	FY 2021
		Actual	Actual	Actual	Actual	Target	Actual	Target	Target
<b>Workload Measure</b>	#/% of Contract Beds	40,589/ 20%	35,904/ 19%	31,562/ 17%	28,407/ 16%	28,498/ 16%	27,513/ 16%	27,863/ 16%	33,037/ 18%



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

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

The BOP ended FY 2019 with 27,513 inmates in contracted beds, which was 16 percent of the total BOP population. The BOP is projecting 27,863 inmates in contracted beds for FY 2020, and 33,037 inmates for FY 2021.

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

Since the current federal inmate population continues to exceed the rated capacity of BOP facilities, the BOP is taking every possible action to manage institutional crowding and to ensure that federal inmates continue to serve their sentences in a safe and humane environment.





## D. Management and Administration

Management and Administration	Direct Pos.	Estimate FTE	Amount
2019 Enacted	1,046	938	250,643
2020 Enacted	1,046	938	260,321
Adjustments to Base and Technical Adjustments	0	10	-6,960
2021 Current Services	1,046	948	253,361
2021 Program Increases	0	0	26,165
2021 Request	1,046	948	279,526
<b>Total Change 2020-2021</b>	<b>0</b>	<b>10</b>	<b>19,205</b>

### 1. PROGRAM DESCRIPTION: Management and Administration

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

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

#### a. Executive Staff

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



## b. Central Office

The Central Office serves as the headquarters for the BOP, which is overseen and managed by Director Kathleen Hawk Sawyer. Here, national programs are developed and the following divisions provide functional support:

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

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

### Administration Division

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

Branches in the Administration Division include:

- |   |                         |
|---|-------------------------|
| ○ Budget Development                    | ○ Finance               |
| ○ Budget Execution                      | ○ Procurement Executive |
| ○ Construction and Environmental Review | ○ Trust Fund            |
| ○ Facilities Management                 |                         |

### Correctional Programs Division

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



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

Branches in the Correctional Programs Division include:

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

### Health Services Division

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

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

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

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

Branches in the Health Services Division Include:

- Dentist
- Nurse
- Pharmacist
- Psychiatrist
- Social Worker
- Therapist
- Drug-Free Workplace
- Financial Management
- Food Service
- Health Informatics
- Health Programs
- Health Services
- Infectious Disease
- 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, Policy and Public Affairs Division

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

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

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

## Office of General Counsel

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

Branches in the Office of General Counsel include:

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



## Program Review Division

The Program Review Division is responsible for analyzing BOP programs and guiding BOP managers in the assessment of their operations. The division assists management in the strategic planning process, coordinates and monitors oversight activities of audit and regulatory authorities, and ensures effective management and operational procedures exist throughout the BOP. Additionally, the division's chief executive officer serves as the BOP's Affirmative Employment Programs Director and EEO Director.

Branches in the Program Review Division include:

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





## 2. Performance and Resource Tables

PERFORMANCE AND RESOURCE TABLE											
Decision Unit: Management and Administration											
RESOURCES		Target		Actual		Projected		Changes		Requested (Total)	
		FY 2019		FY 2019		FY 2020		Current Services Adjustments and FY 2021 Program Changes		FY 2021 Request	
Total Costs and FTE		FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000
		34,580	7,250,000	33,323	7,250,000	34,623	7,470,000	500	141,126	35,123	7,611,126
TYPE	PERFORMANCE	FY 2019		FY 2019		FY 2020		Current Services Adjustments and FY 2021 Program Changes		FY 2021 Request	
Program Activity	Management and Administration	FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000
		938	250,643	938	250,643	938	260,321	10	19,205	948	279,526
Performance Measure	Facilities accredited: ACA	100%		100%		100%		0		100%	
<p><b>Data Definition:</b> Initial American Correctional Association (ACA) is awarded when an institution demonstrates 100% compliance with mandatory ACA standards, and substantial compliance with non-mandatory ACA standards. The BOP's policy requires all institutions, except for newly activated institutions, to maintain ACA Accreditation.</p> <p><b>Data Validation and Verification:</b> On an annual basis, Program Review personnel develop a schedule for initial accreditation and re-accreditation of all eligible BOP facilities to ensure reviews are conducted on a regular and consistent basis. BOP policy requires institutions to initially be ACA accredited within two years of activation. Therefore, non-accredited institutions that have been activated for less than two years are excluded from calculations regarding this performance measure. Subject matter experts review report findings to verify accuracy and develop any necessary corrective measures. The ACA accreditation meeting minutes, identifying the institutions receiving accreditation and re-accreditation, are now on file and maintained by the BOP Accreditation Manager. Once an audit is completed, an electronic report is received from ACA. These reports are maintained in GroupWise shared folders by institutions, and in Word files.</p> <p><b>Data Limitations:</b> None known at this time.</p>											



PERFORMANCE MEASURE TABLE									
Decision Unit: Management and Administration									
Performance Report and Performance Plan Targets		FY 2015	FY 2016	FY 2017	FY 2018	FY 2019		FY 2020	FY 2021
		Actual	Actual	Actual	Actual	Target	Actual	Target	Target
<b>Performance Measure</b>	Facilities accredited: ACA	99%	100%	100%	100%	100%	100%	100%	100%



**3. Performance, Resources and Strategies**

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

In FY 2019, the BOP reached the target of 100 percent ACA accreditation. For FY 2020 and through FY 2021, the targets will remain at 100 percent for ACA accreditation.

**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.



## V. Program Increases by Item

**Item Name:** Residential Reentry Center (RRC) Expansion for the First Step Act (FSA)

**Budget Decision Unit(s):** Contract Confinement

**Organizational Program:**

**Program Increase:** Positions 0 Correctional Officers 0 FTEs 0 Dollars \$244,483,000

### Description of Item

For FY 2021, the BOP is requesting \$244.5 million to expand its prerelease capacity by adding 8,700 new beds in Residential Reentry Centers (RRCs), commonly called halfway houses. This funding increase is necessary to both meet legal requirements of the First Step Act of 2018 (FSA) that relate to BOP's prerelease custody capacity, and to extend the average length of stay in an RRC to the best practice of 180 days in the RRC (currently 130 days).

### Justification

In order to comply with the FSA, the BOP anticipates a need to increase Residential Reentry Center (RRC) capacity and BOP resources. This is necessary to both meet legal requirements of the First Step Act that relates to BOP's prerelease custody capacity, and to extend the average length of stay in an RRC to the best practice of 180 days in the RRC (currently 130 days).

On December 21, 2018, the President signed into law the FSA. The FSA requires the BOP to have pre-release custody capacity available for all eligible inmates, and the FSA will allow eligible inmates to earn 10 days in prerelease custody for every 30 days of successful participation in evidence-based recidivism reduction programming or productive activities, with no anticipated cap on the prerelease credit that can be earned. In general, an inmate is eligible to use earned time credits to be placed in prerelease custody if, under the Risk and Needs Assessment System (RNAS), the inmate has been determined to be a minimum or low risk to recidivate. According to the report on the FSA RNAS released in July 2019, roughly 50 percent of BOP's inmate population is classified as having a minimum or low risk to recidivate.

At the same time, best practices suggest that the preferred length of stay for an inmate in an RRC is 180 days – long enough for an inmate's programming in the RRC to effect change in the inmate's behavior and without creating an overly long stay that leads to an unstimulating environment. The current average length of stay in the BOP's RRCs is 130 days.

As a result of the FSA's requirement that the BOP have prerelease custody capacity available for all eligible inmates, the FSA's creation of earned time credits that a large portion of BOP's



inmates will be eligible to earn and use for prerelease custody placement by FY 2021, and the intentional increasing of the average length of stay to 180 days to align with best practices, the BOP projects that it will need funding for 8,700 additional RRC beds in FY 2021. At an average daily cost of \$77 per inmate per RRC bed, approximately \$244.483 million is requested to meet this requirement of the FSA.

Note that actual increases in beds will be adjusted based upon the number of additional inmates released under the benefits of the FSA, any additional time granted for inmates in the community, and the resources available to the Residential Reentry Management Branch.

Current budgetary allocations for RRCs fund utilization of available beds at approximately 70% nationwide: BOP is under contract for approximately 14,500 beds, and about 10,500 inmates are in RRCs. This additional funding will further allow for available beds to be utilized at contractual capacity, provide BOP more RRC capacity in major metropolitan areas where much of the need for prerelease custody in the coming years will occur, and allow BOP to meet its legal requirements under the FSA.

### Impact on Performance

The FSA includes its own reporting requirements, which requires a biannual GAO audit and requires the Attorney General to report annually to Congress on the activities implemented, the effectiveness of the programming, recidivism rates, and associated savings.





## Funding

### Base Funding

FY 2019 Enacted				FY 2020 Enacted				FY 2021 Current Services			
Pos	Agt / Atty	FTE	\$(000)	Pos	Agt / Atty	FTE	\$(000)	Pos	Agt / Atty	FTE	\$(000)
148		136	352,883	148		148	361,583	148		148	361,583

### 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 2021 Request (\$000)	2 <sup>nd</sup> Year Annual-ization	FY 2022 Net Annuali-zation (change from 2021) (\$000)	FY 2023 Net Annuali-zation (change from 2022) (\$000)
N/A							
<b>Total Personnel</b>	n/a						

### Non-Personnel Increase/Reduction Cost Summary

Non-Personnel Item	Unit Cost	Quantity	FY 2021 Request (\$000)	FY 2022 Net Annualization (change from 2021) (\$000)	FY 2023 Net Annualization (change from 2022) (\$000)
	\$77/Day	8,700 beds x 365 days	\$244,483	-0-	-0-
<b>Total Non-Personnel</b>			<b>\$244,483</b>	<b>-0-</b>	<b>-0-</b>

# Federal Bureau of Prisons



Total Request for this Item

	Pos	Ag t/ At ty	FTE	Personn el (\$000)	Non- Person nel (\$000)	Total (\$000)	FY 2022 Net Annualizat ion (change from 2021) (\$000)	FY 2023 Net Annualization (change from 2022) (\$000)
Current Services	148	0	148	22,973	338,610	361,583	0	0
Increases	0	0	0	0	244,483	244,483	0	0
<b>Grand Total</b>	148	0	148	22,973	583,093	606,066	0	0

Affected Crosscut: Reentry



**Item Name:** **First Step Act – Expand MAT Nationwide**

**Budget Decision Unit(s):** Inmate Care and Programs and Contract Confinement

**Organizational Program:**

**Program Increase:** Positions 53 Correctional Officers 0 FTEs 27 Dollars \$37,070,000

## Description of Item

Medication Assisted Treatment (MAT) is the use of medications with counseling and behavioral therapies to treat substance use disorders and prevent opioid overdose. The BOP's MAT initiative is designed to prevent relapse to opioid use upon reintegration in the community, hopefully also reducing recidivism.

The objective is to expand the BOP's MAT Program to a nationwide full MAT program utilizing all treatment modalities. The BOP is investing \$37.1 million and 53 new positions in FY 2020 to expand MAT treatment from a small pilot program to a program available at half of the BOP's institutions. This request includes funding and personnel to expand the therapies to all BOP institutions.

Currently, the MAT program centers around the use of naltrexone with continuation therapy for buprenorphine and methadone. The next MAT expansion target includes the prescribing and dispensing of buprenorphine and methadone for all inmates having an opioid use disorder, who are serving 30 months or less and meet established criteria, and who volunteer for MAT. Program participants with a 30 month sentence or less will be evaluated for MAT upon intake, which will continue while incarcerated as well as during supervised release to reduce opioid craving and promote drug-free behavior during reintegration into their communities. Lastly, the program will move towards the appropriate initiation of MAT from the time of incarceration to supervisory or full term release. This initiative is supported by the First Step Act and the White House Office of National Drug Control Policy (ONDCP) as a BOP Deliverable of the 2019 National Drug Control Strategy and the BOP GAO Drug Treatment Programs audit.

Based on BOP data and experience of other correctional jurisdictions, it is estimated that 10 percent of the BOP's population may be eligible to receive MAT services.

## Justification

The ONDCP highlighted the national impact of illicit drug use across the country through its release and annual update of the National Drug Control Strategy. The Strategy calls for a response to the opioid abuse epidemic, which includes heroin and prescription drugs like oxycodone, hydrocodone, and methadone. This epidemic results in the death of approximately 115 Americans a day. Specific to corrections, the Strategy addresses increasing the availability of MAT for



incarcerated individuals and the efforts to improve prevention and reentry programs to protect public safety and improve outcomes for people returning to communities from prisons and jails. The concerning intersection between public safety and public health is obvious. The First Step Act, Title IV, Sec.407 specifically calls for implementation of evidence-based treatment for opioid and heroin abuse. The BOP has historically provided substance abuse treatment through the Residential and Non-Residential Drug Abuse Treatment Programs (RDAP and NRDAP). Over 35,000 inmates with substance use disorders participate in these programs each year. While these programs have been very successful for the majority of inmates while incarcerated within the BOP, research has shown that abstinence-based programs outside of the correctional environment offer a one in ten chance of success for opioid dependent participants. Outside the more controlled environment seen within corrections, treatment programs that combine medication assisted and behavioral therapy increase the likelihood of success. As such, the introduction of MAT into the reentry process provides a comprehensive response to enhance the likelihood of effective treatment and functional reentry back into society, with a hope of preventing relapse, overdose, and re-arrest/re-incarceration; all of which are associated with high societal costs.

## Impact on Performance

The Bureau determined that expansion to a National MAT Program would require a collaborative effort between multiple Divisions and Offices within the BOP to include Information, Policy, and Public Affairs Division – Office of Research and Evaluation; Health Services Division (psychiatry, medical, pharmacy, social work); Reentry Services Division - Residential Reentry Management Branch, National Reentry Affairs Branch (CTS) Psychology Services Branch (Drug Treatment Programs), Correctional Programs Division (Correctional Programs, Correctional Services, and Designations & Sentence Computation Center) and Administration Division.

MAT decreases illicit opiate use and other criminal activity among people with substance use disorders, and the treatment can increase inmates' ability to gain and maintain employment. The Health Services Division will work with the Office of Research and Evaluation to determine the feasibility of designing an appropriate observational study to determine if recidivism is impacted. Commencement of this research would be contingent upon the availability of resources to expand MAT to a national level to include all inmates and medications.

A tentative concept is to design a longitudinal, observational, cohort comparison study. The appropriate endpoints of such a study would need to be thoroughly discussed to ensure the research would contribute, in a meaningful way, to the literature regarding MAT within the reentry population. Other potential performance indicators for consideration are as follows:

- Number of operational MAT programs
- Number of inmates screened for MAT programming
- Number of participants engaged in MAT programming

## Federal Bureau of Prisons



- Rates of misconduct and security concerns associated with illicit opioid use among the inmate population (e.g., incident reports for possession and use of opioids, identified opioid contraband)

Target levels of performance for FY 2021 are:

- 75% of planned MAT programs are implemented
- 100% of inmates screened for MAT programming
- All three medications are utilized for MAT Treatment.
- 30% reduction in the rates of opioid-related misconduct





## Funding

### Base Funding

FY 2019 Enacted				FY 2020 Enacted				FY 2021 Current Services			
Pos	Agt/ Atty	FTE	\$(000)	Pos	Agt/ Atty	FTE	\$(000)	Pos	Agt/ Atty	FTE	\$(000)
<u>2</u>		<u>2</u>	1,000	<u>55</u>		<u>29</u>	39,070	<u>55</u>		<u>55</u>	42,970

### 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 2021 Request (\$000)	2 <sup>nd</sup> Year Annual-ization	FY 2022 Net Annuali-zation (change from 2021) (\$000)	FY 2023 Net Annuali-zation (change from 2022) (\$000)
Physicians	\$249.1		18	\$2,242	\$2,242	\$2,242	-0-
Pharmacists	\$179.3		16	\$1,434	\$1,434	\$1,434	-0-
Social Workers	\$125.8		18	\$1,132	\$1,132	\$1,132	-0-
Program Analysts	\$179.3		1	\$179.3	-0-	-0-	-0-
<b>Total Personnel</b>			<b>53</b>	<b>\$4,986</b>	<b>\$4,808</b>	<b>\$4,808</b>	<b>-0-</b>

### Non-Personnel Increase/Reduction Cost Summary

Non-Personnel Item	Unit Cost	Quantity	FY 2021 Request (\$000)	FY 2022 Net Annualization (change from 2021) (\$000)	FY 2023 Net Annualization (change from 2022) (\$000)
Medications (Naltrexone, Buprenorphine, Methadone)			\$32,084	-0-	-0-
<b>Total Non-Personnel</b>			<b>\$32,084</b>	<b>-0-</b>	<b>-0-</b>

# Federal Bureau of Prisons



Total Request for this Item

	Pos	Agt/ Atty	FTE	Person nel (\$000)	Non- Person nel (\$000)	Total (\$000)	FY 2022 Net Annualization (change from 2021) (\$000)	FY 2023 Net Annualization (change from 2022) (\$000)
Current Services	55	0	55	10,156	32,814	42,970	0	0
Increases	53	0	27	4,986	32,084	37,070	4,808	0
<b>Grand Total</b>	<b>108</b>	<b>0</b>	<b>82</b>	<b>15,142</b>	<b>64,898</b>	<b>80,040</b>	<b>4,808</b>	<b>0</b>

Affected Crosscut: Opioids, Reentry



**Item Name:** **First Step Act - Expand Reentry Programs**

**Budget Decision Unit(s):** Inmate Care and Programs

**Organizational Program:**

**Program Increase:** Positions 76 Correctional Officers 0 FTEs 38 Dollars \$23,305,000

## Description of Item

The BOP will increase access to evidence-based risk reduction programs (EBRRs) as required under the First Step Act of 2018 (FSA). Specifically, the BOP will focus on adding capacity to existing mental health, life skills, special need, and educational/vocational programs as well as adding new programs as they are identified and evaluated.

## Justification

The BOP has long espoused the philosophy that reentry begins on day one for each of the over 175,000 inmates in our custody. With the First Step Act, we look forward to enhancing our existing evidence based programs that reduce recidivism and starting new programs to help improve the lives of our inmates, thereby helping to keep our communities safer. Funding would total approximately \$6.8 million for personnel costs and \$16.8 million for non-personnel costs, and funding would expand the BOP's reentry programs in the following ways:

- Pilot Programs

Funds are requested to contract with outside experts to develop and evaluate pilot programs that, if proven effective, will be added to the catalog of EBRR programs. Three pilot programs will be added as follows:

1. **Vocational Rehabilitation:** This program will target inmates with physical or cognitive impairments who have limited work histories. It will instill life skills while also proving career technical aptitude assessment and education.
2. **Non-Traditional Career Training for Women:** Women have lower rates of vocational experience than men, and often programs are in female-dominated fields. This program will provide educational information about other career options including job readiness credentialing. A holistic, strength-based model will be incorporated into the program.
3. **STEM Career Program:** This pilot will add an apprenticeship in a STEM field for inmates who may be able to work in these high-demand fields.



- Vocational Program Materials and Machinery

Funds are requested to create new career technical education programs leading to national certification in well-paying, high demand fields. Some of these programs require specialized spaces to operate and also tools and other supplies. Examples of programs that will be implemented using these funds are welding (Welders, Helmets, Welding Vests, Gloves, Metal Welding Stock, Acetylene gas, Oxygen, Textbooks, Workbooks); HVAC (Furnaces Air Conditioning Units, Refrigerant, Tools, Textbooks, Workbooks); Plumbing (Piping, Fittings, Tools, Textbooks, Workbooks); and Automotive Mechanic (Engines, Transmissions, Drive Trains, Coolant Systems, Lifts, Tools, Textbooks, Workbooks).

- Staff to Implement Reentry Programs

- 10 psychology positions will allow the Bureau to expand a CBT program for younger offenders with behavioral issues (BRAVE) so that each region has a program. Eight of the positions will be used to program inmates in restrictive housing at high security facilities in the hopes of returning them to general population where they will have greater access to EBRRs and be able to lower their risk levels through participation.
- 29 positions will be used to add capacity for EBRRs and programming at female facilities. Research has demonstrated women gain greater benefit from programs developed specifically for the female population than those created for male inmates. The Bureau has EBRRs of this type in its catalog but does not have devoted staff to deliver them, meaning some are not offered at any site. Women have higher needs in certain areas, particularly relational issues. These staff will also be used to staff the above-mentioned intensive pilot programs and to implement new EBRRs. Finally, these staff will assist with ensuring women have adequate work opportunities at the facility that allow them access to male-dominated career fields where they will be assets to community employers.
- 37 Vocational Training (VT) Instructors positions are requested, allowing for greater access to high demand career technical education and apprenticeship programs. These individuals will also staff the work related, pilot programs and welding/HVAC programs.

### Impact on Performance

The First Step Act provides opportunity to add new inmate programs and to enhance and expand existing programs, to help reduce risk, reduce recidivism, and better prepare inmates to return to our communities.

**Funding**

Base Funding

FY 2019 Enacted				FY 2020 Enacted				FY 2021 Current Services			
Pos	Agt/Atty	FTE	\$(000)	Pos	Agt/Atty	FTE	\$(000)	Pos	Agt/Atty	FTE	\$(000)
0		0	0	70		35	19,400	70		70	24,650

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 2021 Request (\$000)	2 <sup>nd</sup> Year Annual-ization	FY 2022 Net Annuali-zation (change from 2021) (\$000)	FY 2023 Net Annuali-zation (change from 2022) (\$000)
Psychologists	\$179.2		39	\$3,494	\$3,494	\$3,494	-0-
VT Instructors	\$179.2		37	\$3,315	\$3,315	\$3,315	-0-
<b>Total Personnel</b>	<b>\$179.2K</b>		<b>76</b>	<b>\$6,809</b>	<b>\$6,809</b>	<b>\$6,809</b>	<b>-0-</b>





Non-Personnel Increase/Reduction Cost Summary

Non-Personnel Item	Unit Cost	Quantity	FY 2021 Request (\$000)	FY 2022 Net Annualization (change from 2021) (\$000)	FY 2023 Net Annualization (change from 2022) (\$000)
Contracts with outside experts to develop pilot programs.			16,496	-0-	-0-
<b>Total Non-Personnel</b>			<b>16,496</b>	<b>-0-</b>	<b>-0-</b>

Total Request for this Item

	Pos	Agt/ Atty	FTE	Person nel (\$000)	Non-Person nel (\$000)	Total (\$000)	FY 2022 Net Annualization (change from 2021) (\$000)	FY 2023 Net Annualization (change from 2022) (\$000)
Current Services	70	0	70	12,543	12,107	24,650	0	0
Increases	76	0	38	6,809	16,496	23,305	6,809	0
<b>Grand Total</b>	<b>146</b>	<b>0</b>	<b>108</b>	<b>19,352</b>	<b>28,603</b>	<b>47,955</b>	<b>6,809</b>	<b>0</b>

Affected Crosscut: Reentry



**Item Name:** Cellphone Detection Technology  
**Budget Decision Unit(s):** Institution Security and Administration

**Organizational Program:**

**Program Increase:** Positions 0 Correctional Officers 0 FTEs 0 Dollars \$12,500,000

### Description of Item

Contraband cellphones have been an ongoing correctional security and public safety concern for the BOP as well as for state and local correctional agencies across the country. The Correctional Programs Division's Forensic Lab provides important investigative intelligence based on analysis of contraband devices seized or found in institutions. In response, the BOP has taken steps to enhance security procedures at our prisons to further our efforts to interdict contraband cellphones. The BOP has deployed whole body imaging devices, which have proven to be very successful at detecting contraband cell phones hidden by inmates in body orifices, in each secure correctional institution. Additionally, the BOP has deployed sophisticated walk-through metal detectors that detect all stainless, aluminum and ferrous metal contraband, including cell phones and components. The devices have been deployed in each high security facility.

The BOP requests funding to implement cell phone detection and mitigation technology. The funding will allow BOP to deploy either a Managed Access Solution (MAS) or Micro-Jamming Solution (MJS) at six facilities depending on site-specific environmental and security factors. MAS and MJS are the two viable wireless interdiction technologies that are technically feasible and deployable today. MAS is deployed by a vendor under a sub-license from a wireless carrier, captures all cellular signals within the geo-spatial confines of a prison, and disables unauthorized cellular signals from contraband devices. It can be configured to provide intelligence for internal prison security and is favored by the wireless industry. In contrast, MJS jams all cellular signals within the geo-spatial confines of a prison, but does not provide intelligence for internal prison security. The objective is to render cellular communication within the geospatial area useless. The infrastructure required for installation and operation of either a MAS or MJS system is roughly equivalent.

In the FY 2020 budget, the BOP received funding to gauge the efficacy of both technologies, as well as determine their efficacy and cost-effectiveness, through two pilot projects. BOP will complete both pilot projects to assess the technologies' ability to address the compelling public safety issue of contraband cell phones. This testing is mission critical as these devices are used by inmates and co-conspirators to conduct illicit criminal activity, foment escape, facilitate the introduction of dangerous contraband, and threaten staff, other inmates and members of the public.

On April 11, 2019, the BOP, in collaboration with the South Carolina Department of Corrections (SC DOC), National Telecommunications and Information Administration (NTIA) and the Federal



Communications Commission, conducted a test of micro-jamming technology at the Broad River Correctional Institution in Columbia, South Carolina. The test was conducted to determine if micro-jamming could prevent wireless communication by an inmate using a contraband device at the inmate housing unit level. Prior to this test, the BOP had conducted a limited cell phone jamming demonstration with NTIA in 2010, and a micro-jamming test at the individual cell housing unit level, in Cumberland, Maryland in 2018. As part of the April 11 test, NTIA conducted an independent evaluation of micro-jamming technology to determine its efficacy and interference potential with Radio Frequency communications. The BOP and NTIA will review the data and analysis results from both BOP's and NTIA's testing and develop recommendations for strategic planning and possible acquisition. DOJ expects the NTIA test report to validate the BOP SC DOC micro jamming test.

## Justification

This funding request is responsive to GAO-11-893, "A Report to Congressional Committees, BUREAU OF PRISONS, Improved Evaluations and Increased Coordination Could Improve Cell Phone Detection."

As noted in the CJS Committee's FY 2020 Funding Bill Report (H. Rept. 116-101), Contraband Cell Phones.—"The Committee encourages the Department to continue to work with the Federal Communications Commission to address the issue of contraband cell phones and other devices. These devices are being used nationwide by inmates to plan attacks, promote the distribution of controlled substances and weapons, engage in gang activity, and intimidate victims, witnesses, and correctional staff. The Committee directs BOP to follow up on the efforts described in its 2016 report to Congress on cell phone detection, managed access systems, and signal blocking technology approaches to thwart such devices. BOP must ensure that incarcerated individuals who use these illicit devices will no longer have access to the networks and spectrum to direct activities in or beyond the prison."

## Impact on Performance

Contraband cell phones pose a serious risk concern for correctional security as well as public safety. Additional funding would further allow the BOP to stem the introduction of contraband cellphones into the secure facilities.

BOP GOAL FOUR (Correctional Leadership and Effective Public Administration/Objective 4.01/Increasing the Use of Technology: Research and evaluations of emerging security technologies.

BOP GOAL FIVE (Public Safety, National Security & Inmate Programming)/5.11 Deter inmates from engaging in organized gang/group activities or continuing criminal activity during incarceration.

## Federal Bureau of Prisons



The performance measures for this technology installation are that all cellular communications (i.e. call, SMS, etc.) emanating from the geo-fenced institution confines will be detected by the proprietary technology and the cellular signal from the contraband cell phone will be disabled, not allowing connection to a wireless carrier network. Daily, weekly and monthly reports will be contractually required from the vendor to designated agency technical, intelligence and administrative personnel to monitor system effectiveness and performance.

# Federal Bureau of Prisons



## Funding

### Base Funding

FY 2019 Enacted				FY 2020 President's Budget				FY 2021 Current Services			
Pos	Agt/Atty	FTE	\$(000)	Pos	Agt/Atty	FTE	\$(000)	Pos	Agt/Atty	FTE	\$(000)
0		0	0	0		0	4,625	0		0	4,625

### 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 2021 Request (\$000)	2 <sup>nd</sup> Year Annual-ization	FY 2022 Net Annuali-zation (change from 2021) (\$000)	FY 2023 Net Annuali-zation (change from 2022) (\$000)
N/A							
<b>Total Personnel</b>	n/a						

### Non-Personnel Increase/Reduction Cost Summary

Non-Personnel Item	Unit Cost	Quantity	FY 2021 Request (\$000)	FY 2022 Net Annualization (change from 2021) (\$000)	FY 2023 Net Annualization (change from 2022) (\$000)
MAS/MJS Cellphone Detection Technology Systems	\$2,083	6	12,500		
<b>Total Non-Personnel</b>	<b>\$2,083</b>	<b>6</b>	<b>12,500</b>	<b>-0-</b>	<b>-0-</b>



# Federal Bureau of Prisons



Total Request for this Item

	Pos	Agt/ Atty	FTE	Person nel (\$000)	Non- Person nel (\$000)	Total (\$000)	FY 2022 Net Annualization (change from 2021) (\$000)	FY 2023 Net Annualization (change from 2022) (\$000)
Current Services	0	0	0	0	4,625	4,625	0	0
Increases	0	0	0	0	12,500	12,500	0	0
<b>Grand Total</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>17,125</b>	<b>17,125</b>	<b>0</b>	<b>0</b>

Affected Crosscut: None



**Item Name:** Survey and Inspection of Prison Electrical & Utility Systems

Strategic Goal: Goal 3: Reduce Violent Crime and Promote Public Safety

Strategic Objective: 3.1 Combat violent crime, promote safe communities, and uphold the rights of victims of crime

Budget Decision Unit: Institution Maintenance

Organizational Program: Institution Maintenance

Program Increase: Positions 0 Agt/Atty 0 FTE 0 Dollars \$10,000,000

### Description of Item

For FY 2021, the BOP is requesting \$10 million to procure the services of Architectural and Engineering firms to conduct and inspect the current conditions of the electrical and utility systems for the 10 BOP institutions which are most in need. The estimated cost for each assessment is \$1 million.

### Justification

This request directly responds to the following concerns and comments in the House Commerce, Justice, Science, and Related Agencies (CJS) Committee’s FY 2020 Funding Bill Report (H. Rept. 116-101), “The Committee supports efforts to ensure that Federal detainees are held in humane conditions, especially those who are detained in Federally-operated facilities. The Committee was disturbed by reports of critical HVAC and electrical systems failures at Metropolitan Detention Center, Brooklyn. Therefore, the Committee directs the Department to conduct and publish a report by October 1, 2020, on the current state of detention facility infrastructure in facilities operated by BOP……. For the purposes of determining if a deficiency may potentially constitute a violation of the Federal right, such deficiencies shall include, but are not limited to: (1) building core heating; (2) cooling and electrical systems; (3) emergency or backup systems; (4) building shell insulation; and (5) water leaks, mold, or mildew-related conditions impacting water infrastructure. The report shall also describe the mechanisms to be employed by BOP to repair, remedy, mitigate, or resolve such potential violations, and estimated cost of such mechanisms.”

Currently, there are no resources available to detect system failures prior to a failure occurring. As systems fail, the BOP scrambles to provide emergency funding to avert and fix the situation. This has proven to be very costly, a life safety concern and creates a strain on the limited existing Modernization and Repair (M&R) funds, and it is by no means a good way to manage a maintenance program. The BOP’s buildings, systems and assets continue to age and the amount of funding provided is not enough to keep pace with required maintenance and repairs. The BOP

## Federal Bureau of Prisons



operates 122 federal prisons nationwide. To date, 57 facilities are over 30 years old and 36 facilities are over 50 years old, and most have not undergone major renovations from the time they were constructed or acquired and converted to prison use by the BOP. The aging infrastructure, particularly major systems such as heating, cooling, plumbing and electrical operate 24 hours a day, 7 days a week, 365 days a year, and therefore, is under tremendous stress.

Recent HVAC and electrical failures at several prison facilities have drawn attention to this critical problem which needs to be addressed. In response to the unfortunate occurrences, the BOP has devised a plan to become more proactive in identifying system failures before they occur. This request for additional resources will permit the BOP to begin the inspection process of institutions that have the potential to breakdown.

### Impact on Performance

The BOP's goal is to maintain a safe and productive environment for staff and inmates. This request is a first step in a multi-pronged approach. Being able to identify where potential system problems may occur, starting with the institutions that are most in need, is vital and will allow the BOP to develop a plan of action. If funding is not provided for this initiative, the BOP will continue to operate as is, on an emergency reactive basis since it would be unknown when one of these old systems would fail.

# Federal Bureau of Prisons

## Funding

### Base Funding

FY 2019 Enacted				2020 Continuing Resolution				FY 2021 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

### Non-Personnel Increase/Reduction Cost Summary

Non-Personnel Item	Unit Cost	Quantity	FY 2021 Request (\$000)	FY 2022 Net Annualization (change from 2021) (\$000)	FY 2023 Net Annualization (change from 2022) (\$000)
Electrical/Utility System Assessments(10institutions)	1,000	10	10,000		
<b>Total Non-Personnel</b>	<b>1,000</b>	<b>10</b>	<b>10,000</b>	<b>0</b>	<b>0</b>

### Total Request for this Item

	Pos	Agt/Atty	FTE	Personnel (\$000)	Non-Personnel (\$000)	Total (\$000)	FY 2022 Net Annualization (change from 2021) (\$000)	FY 2023 Net Annualization (change from 2022) (\$000)
Current Services	0		0	\$0	\$0	\$0	\$0	\$0
Increases	0		0	0	10,000	10,000	0	0
<b>Grand Total</b>	<b>0</b>		<b>0</b>	<b>0</b>	<b>10,000</b>	<b>10,000</b>	<b>0</b>	<b>0</b>

### Affected Crosscuts

N/A



**Item Name:** **IT Modernization**

**Budget Decision Unit(s):** Management and Administration

**Organizational Program:**

**Program Increase:** Positions 0 Correctional Officers 0 FTEs 0 Dollars \$8,415,000

## **Description of Item**

The BOP is responsible for the custody and care of approximately 176,000 Federal offenders. SENTRY is a real-time information system consisting of various applications used to manage all aspects of an inmate's confinement (sentence computation, work and program assignments, discipline, etc.) and for property management.

SENTRY was first developed in the early 1980s and has been updated periodically throughout the years, due to changes in requirements, legislation, BOP policy, and user enhancement requests. SENTRY uses the COBOL programming language, which was developed in 1959. This funding would allow BOP to update SENTRY's applications to the latest software applications standard. SENTRY's code and programs are outdated and in need of near-term modernization, and the number of BOP personnel with subject matter expertise who can provide technical support on the current system is dwindling due to retirements and separations.

In addition to BOP staff, SENTRY is used by staff in the Justice Management Division, Office of the Pardon Attorney, U.S. Navy, U.S. Marshals Service, U.S. Probation Service, Immigration and Naturalization Service, Interpol, Drug Enforcement Administration, Federal Bureau of Investigation, Criminal Division, U.S. Sentencing Commission, U.S. Parole Commission, selected offices of the U.S. Army, and U.S. Attorney's Offices. Data from the system is shared with the Veterans Administration, IRS, SSA and Department of State for fraud detection. The BOP's system is used by over 20,000 staff and its data is relied upon by over 22 federal agencies.

## **Justification**

Modernization of the platform and applications will ensure that the SENTRY platform remains operational and meet BOP's requirements in the near- and long-term. BOP is proposing to modernize the SENTRY program by:

- Migrating the system to a cloud platform, consistent with Federal CIO Council and PMA initiatives. This will enable greater redundancy, disaster recovery, and scaling capabilities. Use of the cloud will also allow the BOP to monitor and manage costs by ensuring that infrastructure resources are based on actual consumption and dynamic need versus estimated capacity requirements.



- Modernizing the code and software, to reduce the risk of system downtime and enable ongoing commercial software support. While the platform's components are currently supported and updated, such support may not be available long term due to the declining demand in the commercial sector for COBOL support.

Estimated costs of \$8.4 million are based on vendor proposed solutions to the BOP's modernization initiative. Costs are inclusive of Contractor support, and the Software/Systems Support required for complete migration.

The BOP expects to realize cost savings from the SENTRY modernization effort in that cloud infrastructure cost is significantly lower than traditional mainframe infrastructure costs, which include hardware costs, software licensing costs, and runtime costs. A hard figure for cost savings cannot be determined at this time as it will be dependent on the overall cloud systems architecture and software systems design and deployment.

### **Impact on Performance**

The Bureau of Prisons methodology for modernization should not directly affect users as BOP will be able to develop the new system in a new infrastructure environment. Operational performance during modernization likewise is not impacted. The intent during modernization is to maintain parallel environments, and cut over to the modern environment after data synchronization once operational and sustainability testing has been completed.

Modernization of SENTRY includes conversion and redevelopment of over 900 COBOL programs to end-state JavaEE-compliant applications. The solution will include the use of tools and methodologies for the conversion of the code and programs while the current production system is still in use.





## Funding

### Base Funding

FY 2019 Enacted				FY 2020 President's Budget				FY 2021 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

### 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 2021 Request (\$000)	2 <sup>nd</sup> Year Annual-ization	FY 2022 Net Annuali-zation (change from 2021) (\$000)	FY 2023 Net Annuali-zation (change from 2022) (\$000)
N/A							
<b>Total Personnel</b>	n/a						

### Non-Personnel Increase/Reduction Cost Summary

Non-Personnel Item	Unit Cost	Quantity	FY 2021 Request (\$000)	FY 2022 Net Annualization (change from 2021) (\$000)	FY 2023 Net Annualization (change from 2022) (\$000)
Vendor Services(Software/Systems Support	8,415	1	8,415		
<b>Total Non-Personnel</b>			<b>8,415</b>	<b>-0-</b>	<b>-0-</b>

# Federal Bureau of Prisons



Total Request for this Item

	<b>Pos</b>	<b>Agt/ Atty</b>	<b>FTE</b>	<b>Person nel (\$000)</b>	<b>Non- Person nel (\$000)</b>	<b>Total (\$000)</b>	<b>FY 2022 Net Annualization (change from 2021) (\$000)</b>	<b>FY 2023 Net Annualization (change from 2022) (\$000)</b>
Current Services	0	0	0	0	0	0	0	0
Increases	0	0	0	0	8,415	8,415	0	0
<b>Grand Total</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>8,415</b>	<b>8,415</b>	<b>0</b>	<b>0</b>

Affected Crosscut: None



**Item Name:** Counter Drone Threat Technology

Budget Decision Unit(s): Institution Security and Administration

Organizational Program:

Program Increase: Positions 0 Correctional Officers 0 FTEs 0 Dollars \$5,250,000

## Description of Item

In October 2018, Congress passed new legislation, the Preventing Emerging Threats Act of 2018, as part of the 2018 Federal Aviation Administration (FAA) Reauthorization Act which gives the BOP important new tools to counter the domestic drone threat (counter unmanned aircraft systems, aka CUAS). The Department is taking steps to implement that authority. The Act authorizes the Attorney General to protect certain types of facilities and assets from “credible threats” presented by drones.

BOP plans to procure ten fixed detection and mitigation CUAS systems to protect high-security installations and one mobile CUAS system to use in high-risk inmate prison transfers or in emergent situations such as a facility-wide disturbance.

## Justification

This request is responsive to the 2019 DOJ OIG Audit of DOJ’s efforts to protect BOP facilities against threats posed by drones. It also addresses the Preventing Emerging Threats Act of 2018 (part of the FY18 Federal Aviation Administration (FAA) Reauthorization Act). That law clarifies the authority of DOJ and DHS to use technologies capable of countering drones (CUAS) technologies notwithstanding otherwise potentially applicable federal surveillance laws (the Wiretap Act and Pen/Trap Act), the Computer Fraud and Abuse Act, and the Aircraft Sabotage Act. The law also authorizes the Attorney General to protect a “covered facility and asset” from “credible threats” posed by drones. The term “covered facility and asset” is defined to include DOJ facilities (such as federal prisons, courthouses, and other DOJ buildings), important public events, and active federal law enforcement investigations or security operations. In general, facilities and assets must be identified as high-risk from drone-related threats in order to be protected.

Bad actors are introducing contraband into Federal prisons using new sophisticated methods such as drone incursion. BOP has and continues to explore various CUAS interdiction technologies to detect and interdict this threat. CUAS technology is mission-critical, as UAS are used by inmates and co-conspirators to conduct surveillance, plan escapes, introduce contraband, and conduct other illicit criminal activity. As noted above, the recently passed FAA Reauthorization Act provides the Department of Justice and Bureau of Prisons the legal authority to detect and disable drones deemed to be a "credible threat" to our facilities.



BOP requests CUAS detection and mitigation protection extending two miles out from the secure perimeter of our institutions, specifically fully integrated systems that will allow for the detection, tracking, interdiction, engagement and mitigation of small (less than 55 LB total weight) unmanned aircraft systems. The applicable integrated system would be capable of:

1. Detection
2. Location/Tracking
3. Identification
4. Classification
5. Threat/No-threat
6. Response
7. Verification
8. Mitigation/Attribution of UAS(Owner Verification)

The general operational environment of the CUAS system will contemplate:

1. Mixed use airspace where in both threat and “friendly” drones may be operating
2. Drone performance that consists of:
  - a. Flying altitudes from ground level to 18000 feet
  - b. Velocities from 0 to 100 m/sec
  - c. Highly variable UAS dimensions, but in general less than 4 feet in their maximum length, width and height dimensions
  - d. Materials ranging from carbon fiber to high density plastic to light metal alloys and others
3. Both commercially-available as well as custom-made UAS
4. Detection ranges of 2 miles with tracking at .75 miles and kill/interdiction as far out as legally possible
5. Both command operation as well as autonomous (non-Radio Frequency (RF) signal programmed) functioning
6. Use of Global Positioning System (GPS)
7. Surveillance UAS target is generally isolated in the middle of an open area with limited ground clutter and other interfering signal sources such as people and RF. There may, however, be roads where vehicular traffic is moving within the zone of interest.

The CUAS detection capability will utilize RF detection (scanning for the command/control link from the operator to the UAS) as the primary means of detection, but will integrate other sensors for corroboration and reliability: Radar, Acoustic, and Electro-Optical (EOIR). The CUAS mitigation primary capability, with DOJ/National Telecommunications and Information Administration(NTIA)/Federal Aviation Administration(FAA) approval, will be RF jamming and/or cyber-attack (“taking control” of the drone by hijacking its command signal). Additional mitigation capabilities may include: hunter-killer response drones with net capture capability; kinetic responses for perimeter patrol vehicles (i.e., less than lethal net guns, advanced targeting capability for M4 lethal weapons platform, 12 shotgun gauge less than lethal drone killer net round).



The capabilities of the mobile CUAS system would include the detection and mitigation technologies delineated above, expect a mobile CUAS will be deployed in the following manner. When escorting a high risk, high security inmate, the BOP Special Operations Team convoy would include a CUAS surveillance/detection vehicle; notice would be given through the Federal Communications Commission/NTIA Notice to Airmen (NOTAM) process that UAS airspace is restricted along vehicular route of transport; and a fast-deployable, mobile CUAS mitigation capability described above would be incorporated in the vehicle.

### Impact on Performance

This initiative will reduce dangerous contraband introduced into BOP facilities. It will deter inmates from engaging in continuing criminal activity during incarceration. BOP currently has no other law enforcement tools to combat drone threats other than restricted anti-UAS airspace. The BOP is the only DOJ component to receive FAA approval for restricted UAS airspace up to 400 feet for 109 of 122 Federal correctional institutions under FAA Regulation 99.7, Special Security instructions. Restricted UAS airspace will only keep honest UAS operators honest; it will not counter bad actors who use UAS to introduce dangerous contraband into or conduct illicit surveillance over Federal prisons. The performance measures for this technology includes daily, weekly, and monthly reports which will be contractually required from the vendor to designated agency technical, intelligence and administrative personnel to monitor system effectiveness and performance.



## Funding

### Base Funding

FY 2019 Enacted				FY 2020 President's Budget				FY 2021 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

### 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 2021 Request (\$000)	2 <sup>nd</sup> Year Annual-ization	FY 2022 Net Annuali-zation (change from 2021) (\$000)	FY 2023 Net Annuali-zation (change from 2022) (\$000)
N/A							
<b>Total Personnel</b>	n/a						

### Non-Personnel Increase/Reduction Cost Summary

Non-Personnel Item	Unit Cost	Quantity	FY 2021 Request (\$000)	FY 2022 Net Annualization (change from 2021) (\$000)	FY 2023 Net Annualization (change from 2022) (\$000)
Fixed CUAS System	500	10	5,000		
Mobile CUAS System	250	1	250		
<b>Total Non-Personnel</b>			<b>5,250</b>	<b>-0-</b>	<b>-0-</b>



# Federal Bureau of Prisons



Total Request for this Item

	Pos	Agt/ Atty	FTE	Person nel (\$000)	Non- Person nel (\$000)	Total (\$000)	FY 2022 Net Annualization (change from 2021) (\$000)	FY 2023 Net Annualization (change from 2022) (\$000)
Current Services	0	0	0	0	0	0	0	0
Increases	0	0	0	0	5,250	5,250	0	0
<b>Grand Total</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>5,250</b>	<b>5,250</b>	<b>0</b>	<b>0</b>

Affected Crosscut: None