

U.S. Department of Justice
Federal Bureau of Prisons

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Federal Bureau of Prisons



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1989 State of the Bureau



Federal Bureau of Prisons



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U.S. Department of Justice
National Institute of Justice

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STATE OF THE BUREAU OF PRISONS

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STATE OF THE BUREAU OF PRISONS

Foreword

The past year has been one of great accomplishments for the Bureau of Prisons, because of the dedicated effort and professionalism of 16,598 Bureau staff, who have together worked hard to meet the challenges of 1989 and who are proud to serve the Nation's criminal justice system. The Bureau ended the 1980's with a year that focused on managing a dramatically increased inmate population. The real challenge of overcrowding has been to administer Federal prisons in a manner that ensures public safety, while providing every inmate with safe, humane conditions of confinement. The Bureau's population at the end of 1989 was 53,347 — 164 percent of rated capacity. This upswing is a continuation of a trend that has seen the Bureau's population more than double since 1980. The population increased 18 percent in 1989 alone.

To deal with this expanding population, the Bureau has proceeded with expedited facility expansion, surplus site acquisition, and new construction programs. The activation of facilities in six locations was accompanied by adding minimum security camps and new housing units at existing facilities. But, in addition, the Bureau is developing new, innovative options to traditional confinement and inmate programs.

The Bureau also recognizes that interagency cooperation is vital to the effective functioning of the Nation's criminal justice system. The Bureau and the National Institute of Corrections (NIC) have continued their longstanding technical support of State corrections. The Bureau also has continued its productive relationships with the many other agencies that make up the Federal criminal justice system and the Bureau's many constituent agencies and organizations.

The Bureau's management structure has been highly effective over the years. But a near-doubling of the agency's size in the 1990's will

require even more functional and sophisticated approaches to planning and management. For that reason, strategic management of Bureau resources has come to play a more pivotal role in agency operations. The emphasis on local planning initiatives that are systematically linked to overall agency planning strategies will be a key factor in managing growth in the next decade. This approach will help Bureau staff more effectively collect, analyze, and act upon the critical management information needed to efficiently administer a rapidly growing agency.

As the Bureau meets the needs of a changing criminal justice system, it has been responsive to changes in our society, its expectations, and the American workforce. Improved programs and services for inmates have been matched by new initiatives in human resource development. With the prospect of an expanding agency in the coming decade, the identification and development of new managerial talent have been vital activities. The steps now being taken to recruit, train, and develop staff will be the foundation of an even more professional Bureau for the 1990's and beyond.

This publication describes the Bureau's role in today's correctional scene and how it is preparing to do an even better job as it begins to meet the challenges of the 90's. The introductory chapters provide an overview of the past decade in Federal corrections, Bureau operations in 1989, and information about the Bureau and the major accomplishments of its Divisions throughout the year. The succeeding chapters describe in more detail the activities of each Division.



*J. Michael Quinlan, Director
Federal Bureau of Prisons*

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Bureau Overview

Highlights of the Year

The Bureau's commitment to proactive management was demonstrated in a number of areas this year:

- *Maintaining secure, safe, humane institutional operations for 53,000 inmates and 16,500 staff.*
- *Obtaining staff and monetary resources to effectively operate a severely overcrowded system, while opening six new facilities, which added 2,100 beds to the Federal Prison System.*
- *Supporting the Administration's War on Drugs, through cooperation with the Office of National Drug Control Policy, continued expansion of institutional capacity, and exploration of new drug treatment strategies.*
- *Introducing and operationalizing management enhancements that entail the concepts of strategic planning and participative management, empowering staff, and establishing caring relationships.*
- *Emphasizing enhanced work conditions through a solid working relationship with the Council of Prison Locals and its leadership.*
- *Enhancing relationships with the U.S. Marshals Service, to assist in providing critical detention bedspace.*
- *Developing the correctional complex approach, to meet Bureau capacity needs in a cost effective manner.*

- *Implementing the Key Indicators/Strategic Support system to provide managers at all levels with state-of-the-art capability for retrieval of information regarding critical operational and management facts.*
- *Developing and implementing the institutional "character profile" approach to evaluating institutional climates and improving the workplace.*
- *Developing the Federal Correctional Center concept, to better meet the needs of the Federal criminal justice system detention and flexible sentencing sanctions for offenders.*
- *Beginning publication of the Federal Prisons Journal, a quarterly professional publication for the advancement of practical management and treatment strategies in the field of corrections.*
- *Furthering relationships with local communities through the expanded use of Community Relations Boards, which provide open communications between Bureau institutions and their home communities.*
- *Emphasizing employee and inmate wellness and nutrition, including heart-healthy meals and the Smoke-Free Workplace program.*

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Mission of the Bureau of Prisons

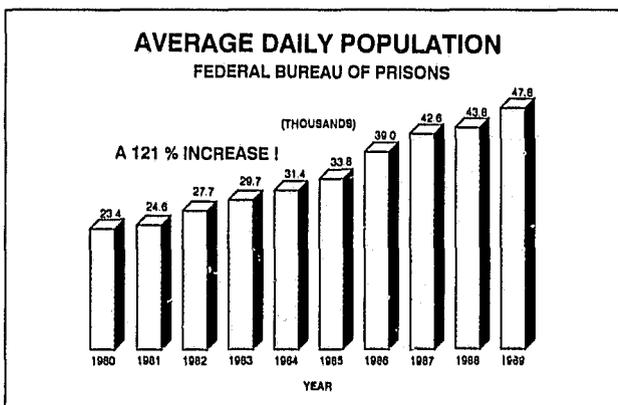
The mission of the Bureau of Prisons throughout the 1980's has been to:

- Maintain secure, safe, and humane correctional institutions for individuals placed in the care and custody of the Attorney General, and provide program opportunities to all inmates who qualify and who wish to participate.
- Develop and operate correctional programs that seek a balanced application of the concepts of punishment, deterrence, incapacitation, and rehabilitation.
- Provide, primarily through the National Institute of Corrections, assistance to State and local correctional agencies.

A Criminal Justice Overview at Decade's End

Throughout the decade of the 80's, the corrections sector of the U.S. criminal justice system has undergone unprecedented changes, most notably because of increased numbers of offenders. This growth has reached historic, unprecedented proportions — the Federal inmate population more than doubled since 1980. The Bureau has experienced this growth largely as a result of new enforcement emphases at the Federal level, the enactment of new drug laws, the continuing impact of Federal sentencing guidelines, and changes in the demographics of the American populace.

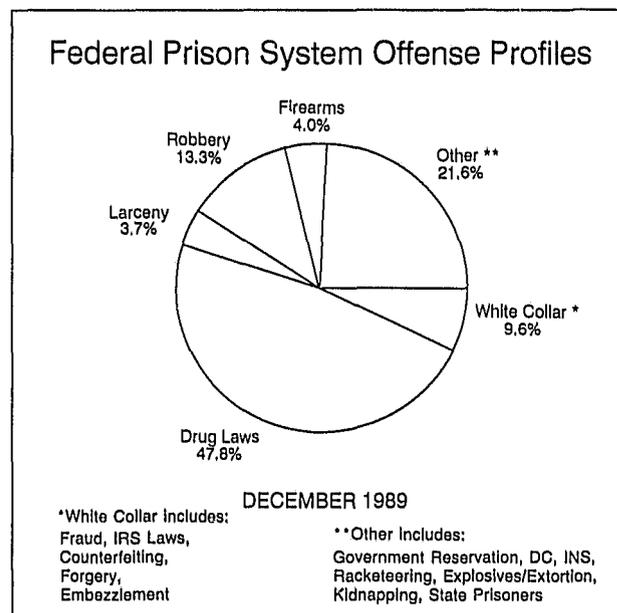
The Bureau of Justice Statistics reported that, nationwide, as of June 30, 1989,¹ more than 673,000 inmates were under the jurisdiction of State and Federal correctional institutions. The Bureau held 53,347 inmates as of December 31, 1989. This compares with 23,223 on that date in 1979 — a 130 percent increase. Passing through a decade that experienced this scale of growth is significant in itself, but the last year has provided perhaps the most vivid example of the degree of change this has entailed. Overall, the Nation's prison population grew by 7.3 percent during the first six months of 1989 alone, and the Bureau of Prisons grew by 9.6 percent during that same period. Nationally, this year's growth more than doubled last year's demand for new State and Federal prison beds, with an increase equivalent to 800 additional beds each week.



¹The last time period for which complete statistics are available.

The demographics of our Nation have, to a certain extent, contributed to this prison population boom. The link between criminality and age has been exacerbated by the "echo baby boom" as children of the post-World War II baby boom have passed through their "prime crime" years. This factor, magnified by a greatly enhanced law enforcement emphasis, has made a significant impact on the criminal justice system.

Probably more importantly, heightened drug law enforcement activity has exerted a significant upward pressure on prison populations. The Administrative Office of the Courts reports that drug-related criminal cases have increased by 229 percent in the last decade. These cases now constitute 24 percent of all criminal case filings and 44 percent of all criminal trials. Proportionately, the Bureau of Prisons now holds twice as many drug offenders as it did 10 years ago.



In addition to these demographic and enforcement trends, which are driving inmate population increases in a direct way, the committed population is continuing to shift toward longer sentences. In 1980, the number of prisoners with sentences of more than one year was 139 per 100,000. For 1988, it was 237 per 100,000. As of last June 30,² the comparable figure had increased further, to 260 per 100,000.

This rapid growth in the inmate population is placing extreme pressures on the Federal Prison System. It not only taxes staff and facilities beyond intended limits, but places inmates in less than desirable living conditions, even for a prison environment. As overcrowding increases, the potential for tensions and interpersonal conflicts rises. As a result, the challenge of overcrowding is not only to ameliorate actual physical crowding by providing additional bedspace, but to augment services, programs, and meaningful inmate jobs in a way that prevents tensions and idleness from rising to unmanageable levels.

²The last date for which complete statistics are available.

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The continued expansion of the Federal Prison System is essential in order to cope with this situation. The Federal inmate population has grown by 30,000 inmates since January 1980, while just 8,400 beds have been added during that same period. Now, with only 32,494 beds across the entire system, some individual Federal institutions are operating at 200 percent of rated capacity. During this period of rapid growth, the Bureau has taken every possible action within available resources to reduce institutional overcrowding to manageable proportions and to ensure that Federal inmates continue to serve their sentences in a safe and humane environment. These actions include increasing the use of contract facilities, expanding existing institutions, acquiring surplus properties, and constructing new institutions. The Bureau also is initiating several new construction techniques that, if successful, will shorten the construction time for new institutions.

Added to increased numbers of commitments and lengthier sentences, Bureau staff must contend with a far different inmate population than that of 10 years ago.

- At the beginning of 1980, only 22.7 percent of the Bureau's population consisted of drug offenders; now it is 47.8 percent; the Administrative Office of the U.S. Courts reports a 229 percent increase in drug-related criminal cases in this decade.
- The percentage of non-U.S. citizens increased from 4 percent to 27 percent.
- Offenders sentenced for crimes such as liquor law violations, hijacking, white slavery, Selective Service violations, and juvenile delinquency essentially disappeared from the Federal prison population during the decade.
- The inmate population grew older, shifting from 35 percent of the population older than 35 at the end of 1979, to the present 50 percent.
- The length of sentences has shifted; proportionately, about half as many inmates have sentences of one year or less as was true a decade ago.

Other changes have taken place in the 80's.

- The Bureau's classification system has become far more sophisticated, enabling staff to better judge the kind of institutional security each offender requires.
- The Bureau is now a major factor in pretrial detention in the Federal criminal justice system. In 1980, the agency's detention involvement was centered around three Metropolitan Correctional Centers and a few auxiliary jail operations; today, the Bureau houses 5,500 such cases in its facilities.
- As prisoner transportation issues became more important, the Bureau and the U.S. Marshals Service recognized the need to coordinate even more closely. From a basic bus and van system has grown an extensive airlift operation, which has resulted in greater efficiencies in prisoner movement.
- The Bureau's capability to provide legal support to field staff has been greatly enhanced, and has culminated in

the establishment of an agency paralegal training program that is unique in Federal Government.

- Inmate programs have been supported in increasing numbers and sophistication; in many locations they now include: advanced, state-of-the-art strategies such as computerized instruction; high-quality treatment services for offenders with substance abuse histories; and increased literacy emphasis through a combination of required programs for inmates whose skill levels are deficient and incentives that link literacy levels with higher-paying work assignments in the institution.
- Unit management grew as a viable management strategy in the Bureau, reaching every institution, from low-security camps to the highest security penitentiary at Marion, Illinois.
- Training programs grew significantly, and the use of the Federal Law Enforcement Training Center in Glynn, Georgia, was supplemented by specialty training centers in other locations around the Nation. Ten years ago, about 20,000 training instances took place and 1,200 new staff were provided introductory training; in 1989, 76,000 training instances took place, and 3,275 went through the introductory training.
- UNICOR employment and sales to other agencies increased, from 6,181 to 13,370 inmates and \$103 million to \$373 million, respectively. These increases were not the result of any inherent organizational growth or profit imperative, but out of a need to employ reasonable numbers of inmates in the face of increased population levels.
- Management strategies, and the information systems that support them, are far more sophisticated today than in 1980. While the Bureau's SENTRY automated data system has been highly functional over the years, it is now being supplemented by expanded use of microcomputers and specific software programs, such as the Key Indicators/Strategic Support System.
- Privatization of correctional functions was limited at the beginning of the decade to community treatment centers; in the intervening years it expanded to full-scale institutional operations, although still primarily in the lower security categories and for selected subpopulations, such as alien detainees and juveniles.
- The Bureau fostered a strategic planning structure for the agency in which each institution develops and attains locally important goals, while also pursuing the major goals set for the Bureau as a whole by the Director and the Executive Staff. Furthermore, institutions provide necessary management information that enables the Bureau's Regional and Central offices to obtain the resources needed to support field operations and administer the agency in a cost-effective manner.
- The Bureau has expanded its program review process through centralized program reviews and the use of Character Profiles, a systematic approach to evaluating institutional climates and improving the workplace.

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- The Bureau more fully developed its ties to the community, through enhancement of inmate programming in the community, as well as through the inception and growth of Community Relations Boards and other mechanisms that maintain strong ties with the local community in which Bureau institutions are located.

The growth and change experienced in the past decade are expected to continue, not only in the Bureau, but in other agencies in the criminal justice community. State prisons, local and Federal detention facilities, probation, parole, the prosecutorial apparatus, and the courts — all must anticipate dramatic increases in caseload and workload in the 1990's.

Bureau History

Prior to the Bureau's formulation by an act of Congress in 1930, there were seven Federal prisons, each funded separately by Congress and operated under policies and procedures established locally by each warden. During this period, approximately 12,000 Federal offenders were in these facilities, with an equal number in State and local institutions. Overcrowding prevailed, institutions were understaffed, and rigid rules were used to enforce prison discipline. There were very few inmate educational or vocational training programs.

In 1929, Congress formed a committee to study conditions at existing Federal prisons. A study group also developed a correctional philosophy that outlined practical measures for improving Federal prisons. Based upon the recommendation of the Congressional committee, legislation was signed on May 14, 1930, which created the Federal Bureau of Prisons. The Bureau was directed to develop an integrated system of prisons to provide custody and programs based on the individual needs of offenders.

Congress supported the new agency through additional legislation that authorized minimum-security camps, construction of new institutions, and diversified programs, including industrial employment. This latter program was made possible through the creation of Federal Prison Industries, Inc., a wholly-owned Government corporation now known by the trade name UNICOR. The Bureau subsequently planned and constructed new facilities, improved existing institutions, and upgraded and added new programs.

With the Bureau's growth, its reputation as an efficient, professional service developed. The Bureau is a professional agency that has been headed over the years by career prison administrators. Only five Directors have served the agency throughout its 59-year history:

1930-37	Sanford Bates
1937-64	James V. Bennett
1964-70	Myrl E. Alexander
1970-87	Norman A. Carlson
1987-Present	J. Michael Quinlan

Bureau of Prisons Goals for 1990

As the Bureau works to meet the challenges of the 1990's, it must continue to do the basics well. Coupled with this is a

strong sense of dedication to ensuring public safety, operating with a high degree of professionalism, and maintaining secure, safe, and spotlessly sanitary institutional environments for staff and inmates. In accord with that philosophy, the Bureau's Executive Staff adopted the following 10 major goals for FY 1990.

Increased Bedspace

Increase level one (low security) bedspace by 280 and secure (medium and high) bedspace by 5,258. In the long term, overcrowding in Bureau facilities is to be reduced to 130 percent of rated capacity by FY 1995.

Staffing

Maintain staffing nationwide of at least 95 percent of available positions and no less than 80 percent in any one discipline.

Inmate Work

Eliminate inmate idleness for all assignable inmates, using traditional as well as innovative strategies.

Strategic Planning

Implement strategic planning fully in regional offices and Central Office divisions by the end of FY 1990; implementation of strategic planning for the entire agency to be accomplished by the end of FY 1991.

Training

Enhance training initiatives to ensure that staff possess basic competencies for their job.

Organizational Initiatives

Implement activation of a sixth region; complete transfer of program review functions to the Central Office to enhance efficiencies in bringing services to the field, e.g., mentoring, coaching, and technical assistance.

Automation

Develop a plan for and begin implementation of full automation of all internally generated inmate records and policy statements.

Confinement Alternatives

Provide a fuller range of sentencing options (including less costly community sanctions) by expanding the number of intermediate sanction programs; adequately explain to the public the nature and appropriateness of such sanctions.

Public Education

Promote a more positive and accurate public understanding of the Bureau by increasing contact between the community and Bureau staff at all levels; continue to develop organizational pride among staff, including the Bureau "Family Concept."

UNICOR Functional Management

Complete systemwide implementation of UNICOR's functional management system.

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Vision for the Future

The Bureau's goals reflect a vision for its future. Planned management action, coupled with the personal and professional investment of staff at all levels in the Bureau's mission, can make this vision a reality. This statement is a concrete way of expressing what Bureau leadership envisions the agency will be like a decade from now.

The Bureau will continue to be a prominent, positive factor in corrections in this country.

The Bureau's reputation for professionalism and for doing the basics well will be enhanced by innovation and exploration of new programs, designs, and organizational structures.

Bureau facilities will provide adequate space for inmate housing and programs.

Institutional operations will reflect new designs that are optimized for function — that is, specific high-security, medical, or program institutions. Classification refinements will complement allocation of resources and assist in allocating programs specifically designed to assist suitable offenders, particularly those with serious drug abuse histories.

New correctional alternatives and programs will emerge and be implemented.

Community corrections and intermediate sanctions, which are sufficiently punitive or restrictive to serve as viable options to traditional confinement, will be an increasingly important segment of the criminal justice system.

Bureau management will become increasingly professional.

The Bureau will maintain a pattern of quality growth throughout the next decade, continuing its emphasis on accountability at all levels. Growth will be facilitated through the use of correctional complexes that will efficiently co-locate facilities of several security categories, new design concepts, and innovative technologies. Internal communications will be enhanced, and staff at all levels will have available to them structures and systems that will allow them to take innovative, but prudent, risks in proposing new, improved programs and

systems. The Bureau will take new initiatives in the area of external communications, and Community Relations Boards will enhance the Bureau's relationship with local communities.

Human resources will be regarded as a scarce commodity; programs and services will reflect that philosophy.

Internal human resources programs will be expanded to recruit, train, and optimally develop the managers and leaders of the next decade. Leadership qualities will be a predominant theme in policy, program, and practice. Meaningful, effective evaluation systems will be used for assessment and promotion reviews. Staff involvement at all levels will increase, as participatory management becomes the norm and the use of institution climate surveys and other employee-based information systems becomes more sophisticated. Staff wellness will expand from a concept to a fully ingrained part of the Bureau culture. The Bureau will foster even more significant systems for rewarding its staff in tangible ways for their accomplishments.

UNICOR, Health Services, and other Bureau components will increasingly perform their specialty functions in a manner more like their community counterparts.

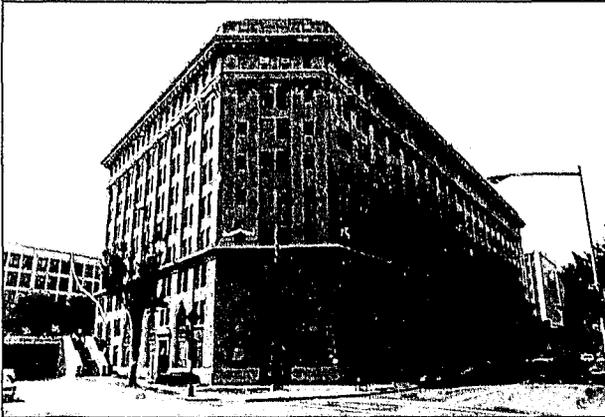
The Bureau will challenge and refute the idea that Government operations are inherently more inefficient or ineffective or cannot be carried out in a manner similar to those of the private sector. New programs emulating the private sector will be explored.

The National Institute of Corrections (NIC) will continue to serve the larger criminal justice community, including State and local agencies.

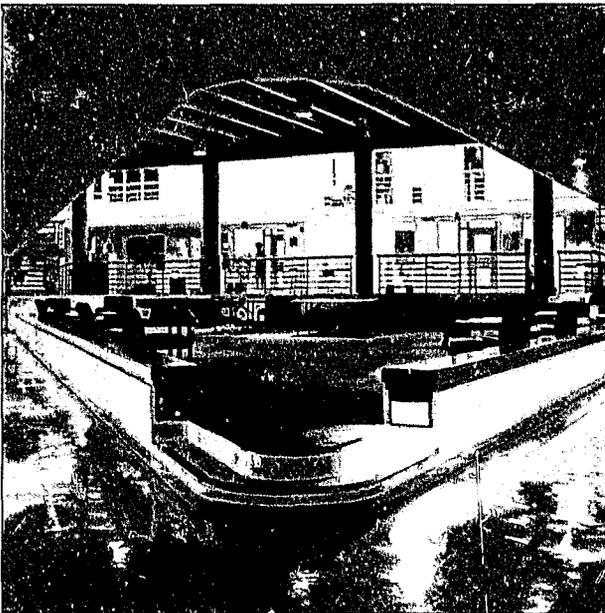
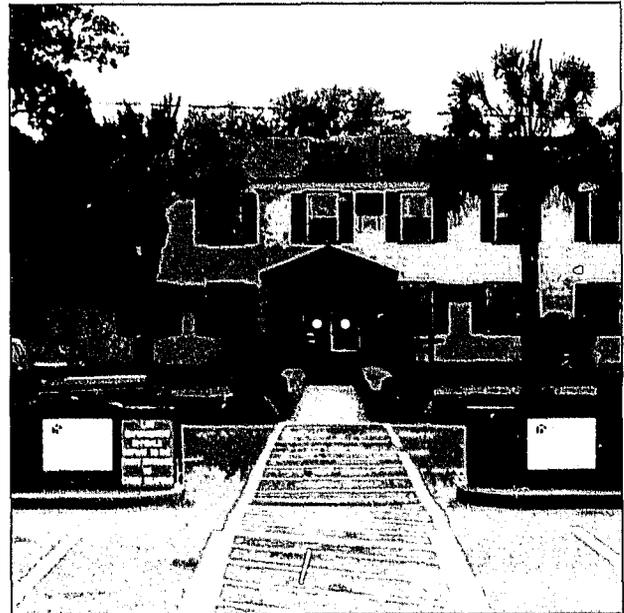
NIC will continue to serve the needs of the overall correctional community in this Nation, and it will further enhance the concepts of quality growth in State and local programs through professionalism, education, and technical assistance. The Institute will remain available to assist State and local agencies in addressing critical needs and developing programs that successfully meet those needs.

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The Bureau in 1989



As the Bureau ends the decade of the 80's and looks ahead to the 90's, it does so with 16,500 staff, who operate 62 institutions nationwide. The Bureau is organized into a Central Office in Washington, DC, where the Director, Assistant Directors, and General Counsel manage typical agency headquarters functions, and into five geographic regions, each with a Regional Director. The Bureau also has staff training operations in Glynco, Georgia; Aurora, Colorado; Dallas, Texas; and Fort Worth, Texas.



Institutional operations span a broad range of security levels and types of physical plants. Inmates and facilities are classified in a security level system reaching from level one (minimum-security camp-type settings) through level six (maximum security at the U.S. Penitentiary, Marion, Illinois). Between these extremes are level two through five Federal Correctional Institutions and other U.S.

Penitentiaries (spanning low, medium, and high security), as well as administrative institutions such as Metropolitan Correctional Centers; medical facilities such as those in Springfield, Missouri, Rochester, Minnesota, and Lexington, Kentucky; and several other specialized institutions, each of which offers security for all levels of inmates.

The Bureau provides confinement services at each category of institution appropriate to the custody needs of that population. A broad range of programs and services is offered at each location, including education, vocational training, recreation, medical treatment, religious programs, and other services. Inmates are permitted in-person visitation, correspondence, phone calls, and media access opportunities in all locations.

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Major Accomplishments in 1989

The Bureau achieved a number of major accomplishments in 1989. The information contained in this section is discussed in additional detail in the respective Division's chapter.

Executive Office of the Director

The Executive Office of the Director supports the Director in managing overall agency functions through the Assistant and Regional Directors, and consists of the Chief of Staff and Offices of Public Affairs, Research, Strategic Planning, Internal Affairs, and General Counsel.

Office of Public Affairs

This section is responsible for the public information, congressional liaison, and communications functions within the Director's Office. Under the Chief of the Office of Public Affairs are the Bureau's Public Information Officer, Congressional Liaison, and Chief of Communications.

Major Accomplishments in 1989

- Provided a wide range of public information services to the media, the public, and other organizations.
- Developed improved written communications vehicles for Bureau-related information.
- Developed projects that enhance public knowledge of the Bureau and its programs.
- Conducted a multifaceted congressional liaison program.

Office of Research

The Bureau's Office of Research and Evaluation provides information relevant to current and future questions in the field of corrections through social science research.

Major Accomplishments in 1989

- Enhanced the Key Indicators Executive Information System.
- Wrote and distributed more than 40 research reports, addressing critical correctional topics.
- Responded to more than 60 major requests for information or technical assistance from Bureau staff and outside agencies.
- Held the first meeting of the Research Issues Forum.
- Administered the Prison Social Climate Survey (PSCS) to a representative sample of staff across the Bureau.

Office of Strategic Planning

The Office of Strategic Planning is responsible for supporting and monitoring the Bureau's strategic planning efforts.

Major Accomplishments in 1989

- Developed and disseminated "Bureau of Prisons Goals...for 1990 and Beyond."
- Provided 30 strategic planning orientation sessions at various field locations.
- Provided support services for the 1989 National Wardens

Conference and the Bureau's Executive Staff.

- Developed and coordinated the first National Specialty Training Program for institution Executive Assistants.
- Provided extensive coordination and support for the Wardens Advisory Group network.

Office of Internal Affairs

The Office of Internal Affairs (OIA), working with the Department of Justice Office of the Inspector General, provides liaison and investigative assistance regarding allegations of waste, fraud, mismanagement, and improper activities.

Major Accomplishments in 1989

- Organized the Office of Internal Affairs from the former Bureau Office of Inspection, including integration with the Department of Justice Office of Inspector General.
- Took a more active role in providing related training to Bureau community corrections and contract staff.
- Continued to identify policy deficiencies and make recommendations where appropriate.

Office of General Counsel

The Office of General Counsel provides legal advice and assistance to Bureau officials, with regard to management, policy development, decisionmaking, and contract matters.

Major Accomplishments in 1989

- Opened a paralegal training program to help meet an increasing demand for legal services.
- Established separate legal branches in the areas of commercial activity, correctional policy, and human resources.
- Increased the ethics training available to Bureau staff.
- Provided critical advice to management and litigation support in major court cases.

Administration Division

The Administration Division manages the Bureau's financial systems and provides facility and other administrative support.

Major Accomplishments in 1989

- Continued to advance the Bureau's programs and operational goals through the budgetary process.
- Activated six institutions, adding 2,100 beds to the Bureau's capacity.
- Implemented a highly improved inmate telephone system pilot program at FCI Butner, North Carolina.
- Implemented an innovative video arraignment program linking the Denver Federal Courthouse and the FCI, Englewood, Colorado.
- Intensified training for Inmate Systems Management (ISM) staff.

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Correctional Programs Division

The Correctional Programs Division is responsible for managing correctional services (security) operations in Bureau institutions, community corrections, case management, and unit management, as well as religious and psychological services.

Major Accomplishments in 1989

- Managed 107,000 inmate movements within the Prisoner Transportation Section.
- Implemented three pilot programs for comprehensive high-intensity drug abuse treatment programs.
- Developed significant revisions to the security designations classification system, which will more appropriately account for public safety factors in the designations process.
- Expanded the Bureau's community corrections program to include additional options, such as electronic monitoring, home confinement, and Federal Correctional Centers.
- Began new initiatives that ensure the Bureau meets the needs of female offenders in custody.
- Implemented major improvements in the Bureau's inmate locator system, to enhance responsiveness to the public and other agencies that use this service.
- Established the Office of Victim Assistance for victim and witness notifications, including availability of a toll-free telephone number to provide victims with an easy means for obtaining information.
- Managed the Inmate Financial Responsibility Program; \$30 million has been collected to date from 35,000 inmates involved in the program.

Industries, Education, and Training Division

The Industries, Education, and Training Division is responsible for inmate industrial work, education, and training programs.

Major Accomplishments in 1989

- Developed a detailed strategic plan covering all program components of the Division.
- Implemented a new functional management model in Federal Prison Industries (UNICOR) that places operational control of factories at the institution level.
- Implemented an integrated annual business planning cycle for UNICOR.
- Compiled total UNICOR sales for FY 1989 of \$373 million and factory earnings of \$42 million — new highs in both categories.
- Raised the education requirement for assignment to the highest paying jobs in UNICOR, from eighth grade level literacy to a high school diploma (or equivalent).

Health Services Division

The Health Services Division's mission is to provide high-quality medical, dental, and psychiatric care; nutritious and

appetizing meals; safe living conditions for inmates; and a safe working environment for Bureau staff and inmates.

Major Accomplishments in 1989

- Designed and implemented a National Wellness Program for staff and implemented the Heart Healthy food plan for inmates.
- Designed and implemented a Continuing Professional Education program for health care providers.
- Implemented an equity formula for distribution of medical resources.
- Developed a patient stratification system to ensure assignment of appropriate, cost-efficient levels of care.

Human Resources Management Division

The Human Resource Management Division is responsible for national recruitment, selection, training, and staff retention programs, as well as pay and position management, staffing and examining, personnel research and program development, career development, and labor-management relations.

Major Accomplishments in 1989

- Continued high-profile recruitment activity in all job areas.
- Achieved significant progress in obtaining pay enhancements critical to staff recruitment and retention.
- Continued to operate the largest new employee examining process in the Federal government outside of the Office of Personnel Management.
- Developed improved technology to support the Bureau's career development system.
- Implemented a number of significant improvements in staff training.

Program Review Division

The Program Review Division is responsible for assessing and evaluating all Bureau operations and review activities.

Major Accomplishments in 1989

- Established a strategy to centralize the review process for all program areas and initiated the centralized review of three areas.
- Executed a major effort to better train staff on the management assessment and review process.
- Established a process to integrate information from program reviews with information from Key Indicators, Climate Surveys, Institution Character Profiles, and other sources.
- Reorganized internal control activities in order to enhance the Bureau's ability to prevent and detect fraud, waste, and abuse.
- Revised the limited compliance review process and issued a schedule for those reviews through FY 1990.

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National Institute of Corrections

The National Institute of Corrections (NIC) is a national center for assistance to State and local correctional agencies throughout the country. The Institute provides direct service and funding to support State and local agencies' efforts to improve their management, operations, services, and programs.

Major Accomplishments in 1989

- Provided training for more than 2,500 corrections professionals, primarily State and local, at its Academy in Boulder, Colorado.
- Provided technical assistance to State and local agencies in 49 states, the District of Columbia, and Puerto Rico, in response to more than 600 requests.
- Responded, primarily through the NIC Information Center, to more than 10,000 requests for information from correctional practitioners, State and local policymakers, and others.
- Awarded 46 grants to State and local agencies, organizations, and individuals in 23 states and the District of Columbia to undertake projects to advance correctional operations or to conduct projects of national scope.
- Hosted an initial organization and planning meeting for the Task Force on Correctional Substance Abuse Strategies in September 1989.

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Executive Office of the Director

In the Bureau's Central Office in Washington, DC, the Director, Assistant Directors, and their staffs provide necessary program and policy development services, as well as important legal, fiscal, and personnel support to Bureau field operations. In addition, vital communications with the Department of Justice, the Congress, and other agencies are carried out in Washington. Bureau interests also are served through centralized liaison functions with other organizations, the media, and the public.

The Executive Office of the Director is composed of the Director, a Chief of Staff, and Offices of Public Affairs, Research, Strategic Planning, Internal Affairs, and General Counsel. These sections assist the Director in managing overall agency functions through the Assistant and Regional Directors.

Chief of Staff

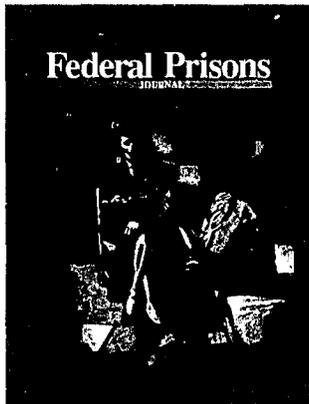
The Chief of Staff serves as liaison with the Bureau's Assistant and Regional Directors, manages the immediate functions of the Director's Office, and supervises the offices of Public Affairs, Research, and Strategic Planning.

Office of Public Affairs

This section is responsible for the public information, congressional liaison, and communications functions within the Director's Office. Under the Chief of the Office of Public Affairs are the Bureau's Public Information Officer, Congressional Liaison, and Chief of Communications.

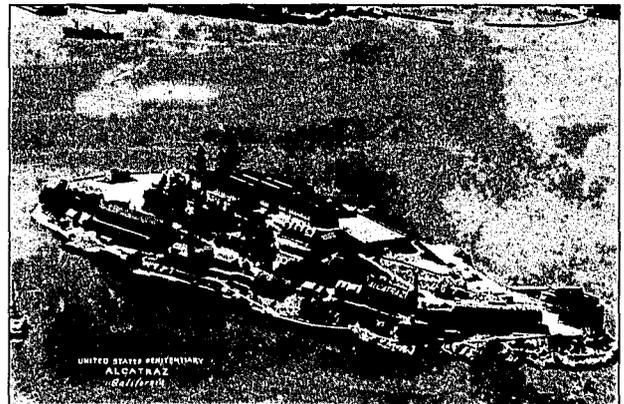
Accomplishments in 1989

- Provided a wide range of public information services to the media, the public, and other organizations; provided major assistance to UNICOR in its public information program regarding mandatory source legislation.
- Coordinated major media contacts, including responding to 2,500 inquiries from news organizations during a time of intensive scrutiny of correctional activities.
- Coordinated the weekly report from the Director to the Attorney General.
- Developed improved written communications vehicles for Bureau-related information, including the preparation and distribution of the "State of the Bureau" report for 1988 and the development of the *Federal Prisons Journal*;



prepared numerous informational videotape programs; reviewed 1,750 magazines and other publications for items of correctional interest for field staff that were disseminated to field locations; published the *Monday Morning Highlights* weekly.

- Developed projects that enhance public knowledge of the Bureau and its programs; initiated a joint information project with the National Park Service at the former U.S. Penitentiary, Alcatraz, California; coordinated filming of a Home Box Office documentary at USP Lewisburg, Pennsylvania, which is scheduled for airing in mid-1990; provided information to schools throughout the Nation as a part of the National High School Debate, which had as its topic public policy on prison overcrowding; processed 5,300 non-Freedom of Information Act requests for information; and distributed 750 informational packages regarding Bureau operations.



- Conducted a congressional liaison program that included coordination with the Department of Justice Office of Legislative Affairs, maintaining direct contact with Members of Congress and their staffs, managing Congressional correspondence and telephone inquiries, and conducting tours of Bureau institutions for Members and their staffs; processed 3,000 written and 1,750 telephonic congressional inquiries.
- Processed 575 documents for the Director's signature and that of other Department of Justice officials; wrote and edited 375 documents in the Communications section, many of them major briefing papers, speeches, reports, and other records.
- Provided extensive support for the 1989 National Wardens Conference, including agenda and speech preparation, as well as production of a videotape providing the field with information regarding the Conference.

Other Activities

The Office will continue to seek innovative methods for communicating the Bureau's mission to the public, other agencies, the media, and the Congress. These will include expanded use of video technology, new publication strategies, and in-person contacts with target audiences.

STATE OF THE BUREAU OF PRISONS

The office coordinates information regarding Community Relations Boards in Bureau institutions nationwide. Community Relations Boards provide an open avenue of communication for Bureau institutions to their home communities, and they are an equally effective method for community representatives to learn about the Bureau and their local institution. Community Relations Boards now operate in the majority of institutions, offering local citizens, government officials, and other interested parties an opportunity to share with facility staff information about issues of mutual interest.

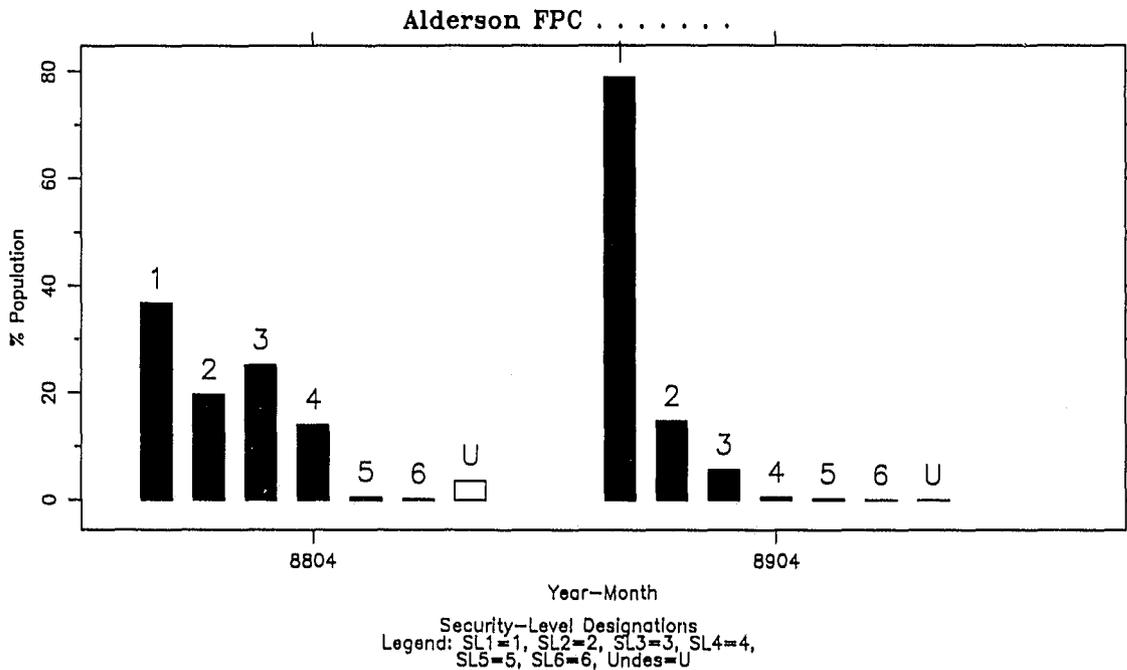
Office of Research

The Bureau's Office of Research and Evaluation provides information relevant to current and future questions in the field of corrections through social science research. Primary functions include conducting studies, developing and maintaining information systems, maintaining the Central Office Library, producing and distributing reports, responding to information requests, providing technical assistance, and processing research proposals.

Accomplishments in 1989

- Enhanced the Key Indicators/Strategic Support System, an integrated information system that is currently available to managers on microcomputers at 26 institutions and other locations. The system assists managers in identifying significant trends regarding inmates, staff, financial management, and institutional operations. It is intended to form the backbone of the Bureau's internal management and oversight structures in coming years and will be integrally related to virtually every function in the agency. Featuring a unique system of standalone microcomputers using existing mainframe computer data, Key Indicators provides Bureau managers at all levels with critical comparative data on not only their own operations, but emerging trends across all organizational levels. Having this information in hand at the earliest possible moment enables prompt, effective management intervention when necessary, including the redirection of resources to areas where imbalances are developing.

BOP Office of Research Security-Level Designation Percentages



STATE OF THE BUREAU OF PRISONS

- Projected the Bureau's population through 1995, when it is anticipated that Federal institutions will house 95,000 inmates, 65,000 of whom will be sentenced for drug crimes. The expected effects of the 1984 Comprehensive Crime Control Act and the 1986 Anti-Drug Abuse Act are discussed in this report.
 - Wrote and distributed more than 40 research reports, addressing topics such as the Bureau's projected inmate population, HIV infection among inmates, sex offenders in Federal institutions, inmates' costly health care needs, private sector management of prisons, shock incarceration, serious prison infractions, substance abuse programs, food strikes in Federal facilities, sentenced non-citizens, uses of Key Indicators, a re-examination of crowding research, privatization of prison operations, and social climates in Bureau institutions. Many of the reports were designed and produced for a variety of audiences via a desktop publishing system.
 - Responded to more than 60 major requests for information or technical assistance from Bureau staff and outside agencies, each request requiring 8 to 160 hours of staff time to complete. Data generated on such topics as population projections, furloughs, non-citizens, UNICOR, and legal residences of inmates were considered by managers in formulating Bureau policy and programs.
 - Held the first meeting of the Research Issues Forum, at which experts from academia, corrections, and the private sector reviewed the Office's research agenda and discussed correctional issues. These individuals made suggestions regarding the Bureau's high-intensity drug treatment evaluation, management of long-term inmates, and costs of confinement.
 - Administered the Prison Social Climate Survey (PSCS) to a representative sample of staff across the Bureau to support management by providing information about employees' perceptions of their jobs, their places of work, and the Bureau as an organization. These data are available, along with other measures of social climate, on the Key Indicators/Strategic Support System.
 - Issued a Research Bulletin on sex offenders in Federal institutions. Characteristics of the general inmate population are compared with those of sex offenders, and facilities that house the highest numbers of sex offenders are listed.
 - Assisted in the development of the Mariel Cuban Classification Form that is now in use to help identify low-risk detainees for placement in general populations rather than secure units. The Office continues to assess the system.
 - Analyzed 14 food strikes that occurred in Bureau facilities during an 18-month period, showing that food strikes are typically nonviolent. In the aftermath of the strikes, most institutions reported changes in one or more of three general areas: improvement of intelligence-gathering operations and emergency preparation, correction of program deficiencies of which inmates complained, and staff attitudes and behavior.
 - Reviewed serious prison infractions in the early 1970's and the mid-1980's; the study revealed an average of 23 major disturbances, riots, fights, etc., per year from 1970 through 1973, whereas despite a doubling of the prison population, there was an average of only 24 major infractions identified per year in fiscal years 1985, 1987, and 1988. The research findings appeared in the *Federal Prisons Journal*.
 - Reviewed shock incarceration programs, also known as "boot camp" prisons, which are designed to confine primarily young, nonviolent adult offenders, with no record of adult incarceration, for a short period in a highly regimented program of strict discipline, military-style drills, and physical exercise. An analysis of these programs revealed that their effectiveness in achieving correctional goals remains unproven and that perhaps fewer than 100 Federal offenders would currently be eligible to participate in such a program.
 - Compiled a report on sentenced non-citizens in the Bureau, which shows a 600 percent increase in their number since FY 1980. They are predominantly white Hispanic males, most of whom are drug violators. The report suggests that alternative approaches to managing the sentenced non-citizen population be considered.
 - Reviewed in four reports the involvement of the private sector in corrections, also known as "privatization." The reports review issues associated with privatization as well as discuss the Bureau's experience with privatization, which has primarily involved contracting with private facilities for housing selected subpopulations, giving the Bureau flexibility in dealing with a rapidly increasing inmate population.
 - Issued a report on HIV infection among inmates that reviews the Bureau's HIV policy, gives a profile of HIV infection in the Bureau, and presents staff concerns and education issues.
 - Issued a report that appeared in *Corrections Today* on substance abuse programs that described how program managers and evaluation staff are working together in designing drug abuse treatment programs with an evaluation component, which will assist the Bureau in monitoring elements of the program.
- ### Other Activities
- As a long-term project, will continue development of a sophisticated model for forecasting the Federal prison population. The system will eventually be available through a microcomputer to Bureau managers and their staffs. It will provide both short- and long-term projections by age, sex, race, offense, and geographic region and will allow the user to model the impact of different criminal justice policy scenarios.
 - Will continue development of population projection mechanisms that will assess the security/custody classification system for possible ways to reduce crowding and investigate the possibilities for expanding intermediate sanction programs.

STATE OF THE BUREAU OF PRISONS

- Will commence a joint project with the Bureau of Justice Statistics for the administration of a national survey of prison inmates. In FY 1991, \$800,000 will be set aside for this project, which will actually be carried out by the Census Bureau through an interagency agreement. The survey will allow the Bureau to compare State and Federal prison populations, as well as develop improved profiles of offender drug use and educational and job histories. Such information can be used in planning education and training programs. The survey also will contain self-reported inmate data on criminal histories, institutional misconduct, and prison activities, all of which will assist in identifying the type of inmates who fail to conform to institutional rules and regulations. This is the first time the Bureau will participate in this type of survey.
- Will continue a comprehensive recidivism study in which detailed inmate misconduct and drug abuse data are assessed to provide information relevant to inmate programming and release policies.
- Will continue developing reports on the Post-Release Employment Project, which was designed to assess the association between vocational program involvement and subsequent post-release employment performance.
- Will continue data collection and further develop evaluative information on the effectiveness of the Bureau's high-intensity drug treatment programs at FCI Lexington, Kentucky; FCI Tallahassee, Florida; and FCI Butner, North Carolina. This project also will include collecting and analyzing data regarding representative subsets of other Bureau inmates in drug programs at the five Bureau facilities with moderate-intensity drug programming.
- Will continue data collection for the pretrial forensic referrals project, for which information pertaining to the efficient and effective use of forensic services is being gathered. A report comparing evaluations of individuals referred for competency to stand trial to those referred for criminal responsibility will be completed in 1990. Findings will be reviewed by legal and psychiatric professionals.
- Will develop a study that will have implications for management of long-term inmates. Initially, a profile of the long-term offender will be produced. Options for programming these inmates will then be investigated.

For more information about Bureau research projects, contact the Chief of Research and Evaluation at 202/724-3121.

Office of Strategic Planning

The Office of Strategic Planning is responsible for supporting and monitoring the Bureau's strategic planning efforts. The Office provides training and support to the Central Office, regional offices, and field locations, assisting staff in adapting the principles of strategic management to their particular needs. This Office also coordinates the activities of all Wardens' Advisory Groups (WAG), monitors the

progress of task forces appointed by the Bureau's Executive Staff as well as progress toward Executive Staff initiatives overall, and documents major issues proposed for consideration by the Executive Staff.

Accomplishments in 1989

- Developed and disseminated "Bureau of Prisons Goals...for 1990 and Beyond," a publication outlining Bureau planning initiatives, which serves as a clear guide to all Bureau staff regarding the direction the agency is taking in the next year.
- Provided 30 strategic planning orientation sessions at institution retreats, specialty training, and national conferences; these sessions provided mid- and upper-level managers with the opportunity to learn what strategic planning is, how it is being implemented throughout the Bureau, and how it can be implemented effectively at the local level.
- Provided support services for the 1989 National Wardens Conference and summarized and tracked 300 issue papers presented before the Executive Staff throughout the year.
- Developed and coordinated the first National Specialty Training Program for institution Executive Assistants, providing for the first time a focused training environment for employees in this critical developmental position.

Other Activities

Wardens' Advisory Groups

Wardens' Advisory Groups are an important component of the Bureau's management structure. They have been established to provide the Bureau's Executive Staff with input regarding institution management perspectives on issues that affect Bureau employees and operations. The WAG's support each Division of the Bureau as well as the Executive Office of the Director. The nine WAG's provide a mechanism for soliciting wardens' input and expertise on major issues that arise in any functional area. Members of the Executive Staff sponsor each Group and provide liaison with the Executive Staff as a whole. A member of the Office of Strategic Planning attends each WAG meeting for recording purposes, and prepares a written document for review or action by the WAG members, Executive Staff sponsors, and the Director. A list of the WAG's and their members is available as Appendix H.

Task Forces

Eight task forces were formed during the past year to develop information and recommendations for the Bureau's Executive Staff. Membership in these groups is listed in Appendix I.

- Long Range Institution Utilization — Provided recommendations regarding the Bureau's population management and institution long-range mission needs.
- Short-Term Response to Overcrowding — Examined options available to the Bureau for obtaining additional near-term inmate bedspace through new utilization patterns for existing facilities, as well as conversion and upgrading security at selected locations.

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- Institution Complexes — Identified the essential elements for the design and development of a correctional complex.
- Future UNICOR Management Structures — Examined the future of UNICOR management structures, including a review of the matrix management system. Their recommendation — that matrix management be replaced with a “functional management” structure — was approved and implemented.
- Design, Construction, and Activation — An ongoing task force was established to review the design, construction, and activation plans for new facilities.
- Reservation Housing and Training Facilities — Developed written guidelines and procedures to govern the use, construction, and modification of reservation housing and training facilities.
- Transportation of Inmates with Medical Needs — Examined the problems confronting the Bureau in its medical transportation system, and developed options for responding to this important issue.
- Inmate Access to Computers — This task force, formed in late 1988, presented its findings to the Executive Staff in 1989. Recommendations included the creation of computer specialist positions at each institution, increased security awareness measures, and additional computer training for staff.



Office of Internal Affairs

The Bureau sets and enforces high standards of personal and professional conduct for its workforce. The Office of Internal Affairs (OIA), under the Director, provides liaison and investigative assistance to the recently established Department of Justice Office of the Inspector General

regarding allegations of waste, fraud, mismanagement, and improper activities on the part of agency employees. Investigations that may lead to criminal sanctions are also coordinated by either the Office of the Inspector General (OIG) or the Federal Bureau of Investigation.

Accomplishments in 1989

- Formed the Office of Internal Affairs, upon the inception of the OIG, replacing the former Office of Inspections; the Office has the added responsibility of interest in criminal matters. During this transitional period, three OIA inspectors were temporarily detailed to the OIG, and the remaining OIA staff were retained to maintain Office operations and provide liaison to the OIG.
- Took a more active role in providing related training to Bureau community corrections and contract staff, as a result of concerns regarding the potential for operational problems in community contract facilities.

Other Activities

During FY 1990, the Office will develop more clearly defined lines of communication and coordination of complaints between OIA and the OIG regional and national offices. Options include soliciting additional field input on integrity issues that will be incorporated into the Bureau's operational procedures. Further refinement of this Office's functioning will allow Bureau management to continue to take immediate corrective action, including criminal investigations, where indicated in the interest of institution security. The Office will conduct its activities within the overall mission of the OIG to discover waste, fraud, and abuse.

Office of General Counsel

The Office of General Counsel provides legal advice and assistance to officials of the Bureau, with regard to management, policy development, decisionmaking, and contract matters. Bureau legal staff provide litigation support in hundreds of lawsuits brought by Federal inmates each year. This support ranges from assistance provided to Assistant United States Attorneys by institution paralegals in local Magistrate and District Court hearings, to Supreme Court cases argued by the Solicitor General's office with support by Bureau legal staff. Suits encompass such matters as tort claims, conditions of confinement, mental competency, personal liability actions against Bureau staff, contract protests, injunctive actions, and petitions for writ of habeas corpus. The Office is also involved in many nonlitigation matters, including legislation and environmental matters. Legal staff also train Bureau staff in the legal aspects of correctional work, conduct contract reviews, handle requests for release of records under the Freedom of Information and Privacy Acts, process tort and administrative claims, review employee discrimination complaints, and prepare Bureau rules for publication in the *Federal Register*.

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Accomplishments in 1989



- Opened a paralegal training program in April 1989 to help meet an increasing demand for legal services. The Training Center, located in Dallas, Texas, provides a 12-month paralegal training program, specifically geared to correctional litigation. Academic training is offered in a variety of legal subjects, coupled with work experience in processing administrative claims. The students also receive training in writing litigation reports and answering inmate grievances filed under the administrative remedy process.
- Established separate legal branches in the areas of commercial activity, correctional policy, and human resources to meet the increased demand for legal guidance in these areas.
- Increased the ethics training available to Bureau staff to heighten awareness of ethics-related issues and to prevent development of not only conflict-of-interest situations, but also circumstances that might give the appearance of such a conflict.
- Provided critical advice to management and litigation support in major court cases and prevailed in various court decisions that supported Bureau policies and operations. For example, the Court of Appeals for the District of Columbia Circuit upheld the Bureau's designation process, enabling the Bureau to continue considering past affiliations with groups that participated in violent criminal activities as a factor in making classification decisions. In a second case, the Supreme Court upheld the Bureau's regulation authorizing prison officials to reject incoming publications found detrimental to prison security as reasonably related to legitimate penological interests.

Major Legal Actions Filed or Decided in 1989

Thornburgh v. Abbott — The issue in this litigation was the constitutionality of prison regulations governing the receipt of publications by Federal inmates. The Supreme Court heard this case in its 1988-1989 term and, on May 15, 1989, held that the Bureau regulation authorizing prison officials to reject incoming publications found to be

detrimental to prison security was valid under the First Amendment, as reasonably related to legitimate penological interests.

Butler v. Thornburgh — This suit challenged the constitutionality of the Bureau's treatment of female inmates. Plaintiffs identified several areas of alleged discrimination (e.g., housing, education, and facility assignments) and claimed they were being deprived of their Fifth Amendment rights to equal protection of the law. The case was tried in July 1989, and closing arguments are scheduled for early 1990.

Baraldini v. Thornburgh — This case challenged conditions at the High Security Unit for Women at FCI Lexington, Kentucky. The District Court held that conditions at the Unit, which has since been closed, did not violate constitutional standards. The Court did, however, rule in favor of a challenge by two inmates who asserted they were designated to the Unit improperly because of their beliefs and associations with radical groups. The Bureau disputed these rulings and appealed. The Court of Appeals for the District of Columbia Circuit ruled in September 1989 that the Bureau had good reason for transferring these inmates into such a high-security setting, and that their past affiliations with groups that participated in violent criminal activities (including assistance to members in prison escapes) could be considered by the Bureau in making classification decisions.

Pollard v. Bogan — In this case, an inmate alleged improper medical treatment and deliberate indifference to medical needs by the staff at the Federal Medical Center, Rochester, Minnesota. Many records were produced at the hearing before a U.S. Magistrate, and considerable evidence was presented. The Magistrate found that the petitioner was receiving adequate medical care from the Bureau and the Mayo Clinic. Accordingly, the Court dismissed the action. On appeal and request for reconsideration, the Judge affirmed the Magistrate's report and recommendations.

Brice v. Turner — In this pending case, an inmate at the Medical Center for Federal Prisoners, Springfield, Missouri, is attempting to compel the Bureau to provide him with a kidney transplant, rather than the current use of kidney dialysis, which the Bureau considers an available, legitimate, and reasonable alternative.

C.H. Federal Witness v. Warden Sullivan — This personal liability action attacked the conditions of confinement in a witness protection unit. The issue was ultimately reduced to whether double-bunking was inherently dangerous. After lengthy discovery, the Court found that the current methods of double-bunking in the unit did not subject inmates in the unit to unusual dangers.

Martin and the San Francisco Chronicle v. Rison, et al. — This litigation challenged Bureau regulations barring an inmate from acting as a reporter, publishing under a byline, or conducting a business while confined. The case was tried in December 1989 and January 1990; a decision is pending.

STATE OF THE BUREAU OF PRISONS

American Federation of Government Employees, et al. v. Thorburgh, et al. — This case challenges the Bureau's Drug-Free Workplace testing program. The District Court has entered an injunction barring the Bureau from conducting compulsory urinalysis testing of Bureau non-management employees, absent reasonable suspicion that drug use by an individual impairs his or her ability to perform on the job.

United States of America v. District of Columbia — This litigation relates to the District of Columbia Department of Corrections' refusal to accept any new commitments, citing population caps on its institutions and alleging that the Attorney General is obligated to designate alternative institutions for its inmates. The United States contested this interpretation, arguing that the statute provides the Attorney General with the unfettered right to designate prisoners to a variety of institutions, including those in the District of Columbia. In a late 1988 opinion, the U.S. District Court for the District of Columbia enjoined the D.C. Department of Corrections from refusing to accept newly sentenced prisoners designated by the Attorney General to the D.C. Department of Corrections. The Court has required the District to file a motion with the Court 10 days before any requested refusal to accept inmates into the D.C. institutions.

Buchanan v. United States — This Federal Torts Claim Act (FTCA) suit was brought by 28 American inmates who were at the Federal Detention Center, Oakdale, Louisiana, at the time of the Cuban uprising in November 1987. The plaintiffs allege that due to the failure of the Bureau staff to avert the riot and get them out of the prison, they suffered mental and physical anguish as a result of being taken hostage by the Cuban inmates. A ruling is pending on the issue that the discretionary function exemption to the FTCA is applicable to the Bureau in this instance.

Other Issues and Initiatives

Sentencing Reform

In January 1989, the Supreme Court held that the sentencing guidelines promulgated by the U.S. Sentencing Commission

are constitutional. These guidelines establish a range of sentences for all categories of Federal offenses and defendants according to specific, detailed factors. Parole is abolished, and "good time" provisions are significantly reduced. This will require the Bureau to maintain at least a dual sentencing scheme to cover inmates sentenced both before and after implementation of the Sentencing Reform Act.

Organizational Issues

In calendar year 1989, the Office of General Counsel continued implementation of the strategic planning process begun in 1988. As part of the reorganization of the legal office, separate branches were established in the following areas: commercial (including such areas as contract-related matters, environment, and real estate); correctional policy and planning (including such areas as correctional management and legislation); and human resources (including such areas as EEO and ethics). The agency has also taken steps to begin consolidating the processing of requests for release of information and steps for increasing legal support within the regional offices.

Ethics

In calendar year 1989, the Bureau's Deputy Designated Agency Ethics Officer provided ethics training to several hundred staff. This training was offered to new employees during orientation, to procurement staff, and at various national conferences and training sessions attended by chief executive officers, associate wardens, controllers (business managers), and other administrative and line staff.

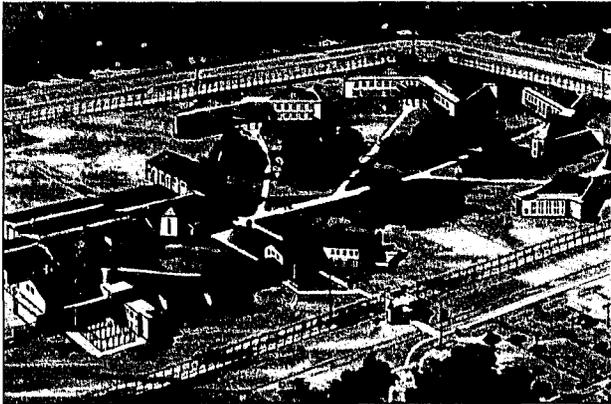
EEO

In calendar year 1989, the Equal Employment Opportunity Office was able to close 99 complaints and significantly reduce the number of cases waiting to be processed.

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Administration Division

The Administration Division provides the resources and support necessary for the Bureau to perform in an effective and efficient manner. This includes the development and maintenance of the Bureau's physical facilities, the development of budget requests and stewardship of financial resources, the provision of modern, automated data and information systems, and other administrative support services as required by the organization.

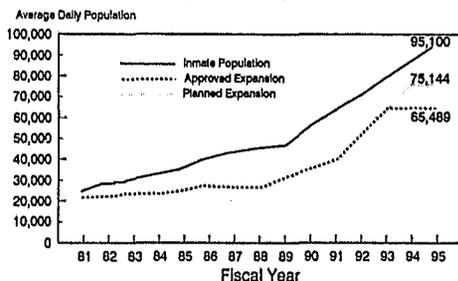


1989 Accomplishments

- Activated six institutions, adding 2,100 beds to the Bureau's capacity. Architectural design programs were developed in draft form for Federal Correctional Institutions, U.S. Penitentiaries, Federal Prison Camps, Metropolitan Detention Centers, administrative facilities, and correctional complexes. These programs are being developed to maintain consistency not only in the design of new institutions but in the renovation of existing institutions. In addition, several new construction techniques are expected to shorten the construction time for new institutions. These include the use of precast concrete modular cells, the use of Computer-Assisted Drafting for the design of new facilities, and the design and construction of Federal Correctional Complexes. In the case of the correctional complexes, several correctional facilities of different security levels (e.g., minimum, low, medium, and high) would be constructed at one site, yielding greater efficiency in operations and enabling staff to serve in a number of institutional settings without having to transfer.

- Achieved continued success in the budgetary process as evidenced by substantial increases in the Bureau's level of resources. In FY 1989, the agency received total funding of more than \$1.5 billion. Late in the 1989 calendar year, the FY 1990 appropriation act for the Department of Justice was signed by the President. The act included \$2.7 billion to fund Bureau activities.
- Completed implementation of a new pilot inmate telephone system at FCI Butner, North Carolina, and the system was approved for further implementation at other locations. This system provides automated control over the telephone numbers inmates are permitted to call. Without staff assistance, inmates can call only a specified list of numbers previously approved by staff. This system will help prevent inmates from making unauthorized contacts. In addition, the system makes inmates financially responsible for their long-distance telephone calls rather than placing this burden on family members and friends.
- Began, in conjunction with the United States District Court in Denver, Colorado, a video arraignment program. The project links the Denver Federal Courthouse and the FCI Englewood, CO. Each site has a single wide-angle video link, audio link, and fax machine. The intent of the project is to reduce inmate transportation and supervision for arraignments, initial hearings, and similar proceedings where all parties involved have agreed to this as the procedure of choice. The project will be evaluated over the next 12 months.
- Offered intensified training for Inmate Systems Management (ISM) staff. In December 1988, a Policy and Training Section was established in ISM for this purpose. Over the past year (1989) more than 450 staff received a minimum of 30 hours of specialized training conducted by this training section. Prior to the inception of this new group, approximately 75 to 100 ISM staff received formal ISM training on a yearly basis. Instead of conducting all training at the Management and Specialty Training Center, located in Aurora, Colorado, training for legal technicians was conducted at institution sites. A central location is chosen for the training; legal technicians located at other institutions within approximately 300 miles of the training site are included in the training.
- Joined forces with the Department of Justice and redirected Bureau financial system resources toward the Department of Justice's financial management system, rather than continuing to pursue development of a separate automated accounting system.
- Enhanced the financial training program by developing structured, regularly scheduled accounting technician and contracting officer training courses.
- Successfully completed the pilot program of coinless vending machines at USP Leavenworth, Kansas. This program enables inmates to purchase vending machine items by using a plastic card (similar to a credit card) with a value recorded on a magnetic strip. Card values

Comparison of Inmate Population with Approved and Planned Expansion Programs



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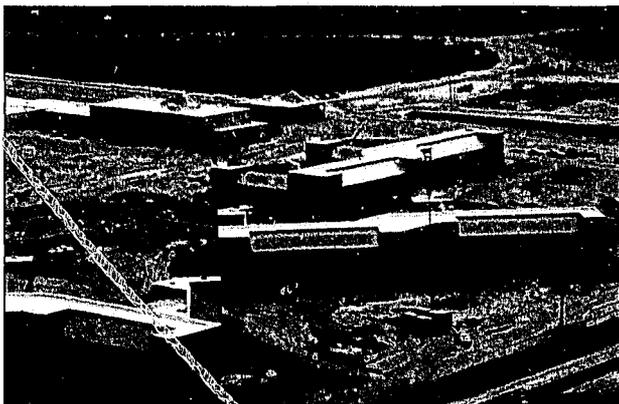
can be purchased in the Commissary Sales Unit. The program is an alternative to inmates having coins in their possession.

Other Division Activities and Programs

Facility Activation

During 1989, the following new institutions were opened:

- Federal Correctional Institution with a Satellite Prison Camp McKean, Pennsylvania
- Federal Correctional Institution with a Satellite Prison Camp Sheridan, Oregon
- Federal Prison Camp El Paso, Texas
- Federal Prison Camp Seymour Johnson, North Carolina
- Federal Detention Center (Temporary) Ft. Polk, Louisiana
- Federal Detention Center (Temporary) Ft. Gordon, Georgia



New Construction

An additional 11 new institutions were under construction or design in 1989. These institutions are planned to add approximately 10,500 beds to the capacity of the Federal Prison System.

- FCI, Fairton, NJ — Capacity 550 beds — To be completed in early 1990.
- FCI, Jesup, GA — Capacity 700 beds, with adjacent 150-bed satellite camp — To be completed in 1990.
- FPC, Millington, TN — Capacity 150 beds — To be activated in early 1990.
- FCI, Three Rivers, TX — Capacity 700 beds, with adjacent 150-bed satellite camp — To be completed in 1990.
- MDC, Guaynabo, Puerto Rico — Capacity 350 beds — To be completed in 1991.
- FCI, Minersville, PA — Capacity 700 beds, with adjacent 150-bed satellite camp — To be completed in 1991.

- FCI, Manchester, KY — Capacity 700 beds, with adjacent 150-bed satellite camp — To be completed in 1991.
- MDC, Miami, FL — Capacity 1,000 beds — To be completed in 1992.
- FCI, Estill, SC — Capacity 800 beds, with adjacent 250-bed satellite camp — To be completed in 1992.
- FCI, Cumberland, MD — Capacity 800 beds, with adjacent 250-bed satellite camp — To be completed in 1992.
- Florence, CO — A complex of new facilities that will provide approximately 2,250 beds — Planned for completion during 1993, to include 500 minimum-security beds, 750 medium-security beds, and 1,000 high-security beds in two facilities, one of which will undertake the mission now carried out by USP Marion, IL.
- Allenwood, PA — A complex that will provide about 2,000 additional beds — Planned for completion during 1993, with minimum-, low-, medium-, and high-security components.

Site Identification and Acquisition

In 1989, an expanded national campaign was initiated to identify existing facilities that may be suitable for conversion to Federal prisons. In the past, military facilities, colleges, a mental hospital, and a seminary were converted to correctional use. These conversions have been both expeditious and cost-effective. In identifying potential conversion properties, the Bureau looks for facilities that can house large numbers of people and have support facilities such as food service and other program and administrative areas.

Also, because the need for increasing capacity is so great, the agency has been intensifying efforts to locate and acquire suitable sites for the construction of new institutions. In order to move as quickly as possible, the environmental impact process has been initiated on four potential sites during 1989, in anticipation of having the projects funded for construction in the FY 1990 budget. In addition, there are targeted sites and specific proposals in hand from interested communities at seven other locations.

Privatization

Privatization has been a growing factor in corrections nationwide. From community programs and special populations, privately owned and managed correctional facilities now are beginning to spread their services to other low-security inmate categories, detention centers, and even medium-security institutions. While the Bureau has for years used private community resources for prerelease programming, inmate population pressures have caused the agency to examine this option more closely. Selected subpopulations, such as detained or convicted aliens, are now being housed in privately managed institutions, and the few juveniles in Federal custody are held in private facilities.

STATE OF THE BUREAU OF PRISONS

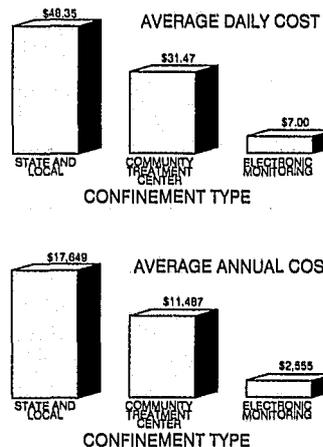
Given the certainty of continued population pressures, and the need to develop flexible options to meet them, the Bureau will continue to explore private correctional resources when to do so would benefit the Government.

Military Property Expansion Options

The Bureau is continuing to work with the military to establish Federal Prison Camps on active military bases. This approach remains the most cost-effective method of obtaining space for minimum-security Federal offenders.



FY 1989 CONTRACT CONFINEMENT COSTS

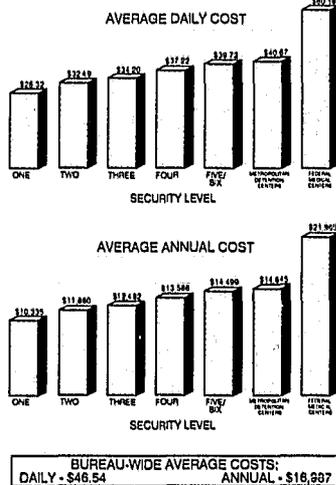


Automated Information Systems

The Bureau continues to rely heavily on automation to support institution operations. These systems are invaluable in coping with the demands of a large and growing organization. The SENTRY Inmate Management and Control System is continually being expanded to meet the needs of most program areas. During the past year, work has begun on an Administrative Remedies Module that will provide an automated index of remedy actions filed and will generate the required notifications to inmates and staff that are currently typed and mailed. A major new initiative, the Inmate Discipline Module, was also started. It will produce a chronological log of all inmate disciplinary hearings and provide internal tracking of the Incident Report process.

The SENTRY network's responsiveness will be enhanced by the new FTS 2000 contract, which was awarded in 1989 by the General Services Administration to AT&T and U.S. Sprint to provide telecommunications service to the Federal Government for the next 10 years. This and other projects such as the video court link at FCI Englewood, Colorado, are examples of how the Bureau is keeping abreast of high technology to facilitate its mission.

FY 1989 COST OF INMATE CUSTODY



BUREAU-WIDE AVERAGE COSTS:
DAILY - \$46.54 ANNUAL - \$16,827

Beyond this, a renewed sense of cooperation exists between the Department of Defense and the Bureau at all levels. Several Department of Defense initiatives were undertaken in 1989 that may benefit the Federal Prison System. The Base Realignment and Closure Act and the Commission on Alternative Utilization of Military Facilities (of which the Director of the Bureau is a member) identify military installations that may ultimately be available for corrections use. Although at the present time no specific sites have been acquired through these processes, they offer considerable potential for the future.

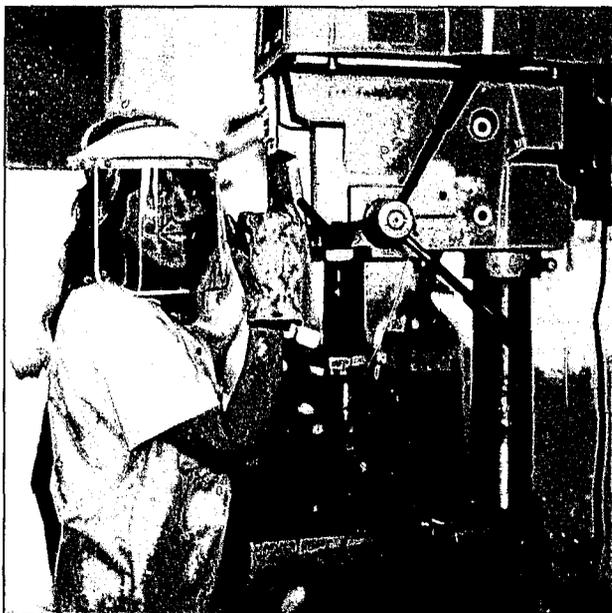
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Correctional Programs Division

The Correctional Programs Division is responsible for managing correctional services (security) operations in Bureau institutions, community corrections, case management, and unit management as well as religious and psychological services.

1989 Accomplishments

- Managed the Inmate Financial Responsibility Program in close coordination with the Administrative Office of the U.S. Courts and the Department of Justice. This is a systematic collection program for court-imposed fines, fees, costs, and assessments, which heretofore had remained unpaid in many instances. An inmate's program participation is reviewed each time unit staff review the inmate's case for custody classification, furloughs, halfway house placement, or other changes that involve an assessment of responsibility. To date, \$30 million has been collected from 35,000 inmates who have been involved in the program.
- Managed 107,000 inmate movements within the Prisoner Transportation Section in an effective, efficient manner; the system features effective coordination of auto, van, bus, and airplane travel and has been a major improvement over former, less precisely coordinated methods.
- Implemented three pilot programs for comprehensive high-intensity drug abuse treatment programs to meet the needs of an increasing number of inmates in the Bureau with substance abuse problems. As these programs are fully evaluated, the best features will be carried forward into programs at other Bureau locations.
- Developed the concept of Federal Correctional Centers, which if approved by the Department of Justice, Office of Management and Budget, and the Congress, would enable the Bureau to reenter the arena of community corrections with its own community institutions, offering



a wider range of community corrections options to the courts than presently is available.

- Developed significant revisions to the security designations system. The new system will more appropriately account for public safety factors in the designations process and will result in restratification of institution security levels. When fully implemented, this system also will replace the current numerical designation categories with minimum-, low-, medium-, and high-security categories.
- Implemented a more in-depth community corrections contract oversight process that will ensure the efficient, programmatically sound use of public funds for contract community corrections programs.
- Established, as a result of the increased number of female offenders committed in recent years, a Female Offender Section in the Central Office, with a Female Offender Coordinator who is responsible for managing the program. This section is responsible for designing systems to collect and maintain necessary data on female offenders, developing programs to meet those needs, and serving as a resource center for the Bureau in regard to female offenders.



- Began to adopt an upgraded firearms system for Bureau-specific applications. The Bureau's weaponry has become an increasing concern, as its institutions receive larger numbers of sophisticated offenders, particularly those with drug crime involvement. The increasing possibility of an armed assault on staff, at the institution's perimeter or during an escorted trip, created the need to review standard weaponry and to develop recommendations for upgrading where necessary. Major changes approved this year include the use of 9 mm. autoloading handguns for escort duty and the phased adoption of a new rifle, based on a .223 caliber cartridge. This weaponry will provide an additional measure of protection for staff and ensure

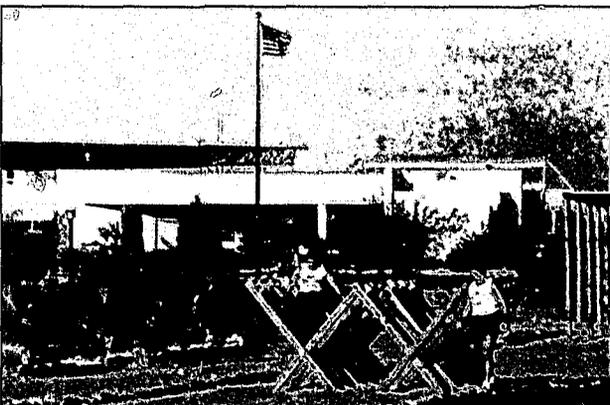
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that public safety is not jeopardized through an inmate escape.

- Developed a computerized lockshop operation that is being implemented in several institutions. This system will provide an enhanced degree of key control, which is critical in a correctional setting, and also offers great efficiencies for staff maintaining the program.
- Continued to expand the Special Operations Response Teams (SORT) concept, making it mandatory at certain locations. Many teams received specialized training in use of restraints, use of force, response to emergency situations, and rapid deployment techniques. A national competition between SORT teams from 12 institutions was held in Phoenix, Arizona, in September 1989. The USP Lompoc, California, SORT was the overall winner of this competition, which demanded a high level of proficiency and speed in running, negotiating an obstacle course, shooting, and other related skills.



- Continued to manage the Bureau's inmate furlough policy in a conservative manner, one that takes into full account the need to ensure public safety, while at the same time meeting the legitimate correctional needs of nondangerous offenders who are nearing an established release date.



- Expanded the operation of the national inmate locator center in Washington, DC. The purpose of the locator center is to assist the public or other government agencies in locating specific Federal prisoners. Recently, because

of the rapid increase in the prisoner population, another staff person was added to the office to assist with the increased volume of inquiries. Additionally, to improve efficiency in the processing of inquiries, a telephone recording holds the calls in the order received. The locator center telephone number is 202/724-3126.

- Converted the former Community Treatment Centers to Community Correctional Centers to increase the level of services available to Federal offenders in the community and provide additional sentencing options to the courts. These centers offer a broader range of programs and services to both pre- and post-institutional offenders.
- Developed a proposal to pilot a new uniform shirt for correctional staff. The Bureau has traditionally avoided a military-type system of uniform dress that may tend to increase the interpersonal distance between offenders and other staff. The pilot program in five institutions will test a shirt that maintains the previous less formal uniform style, but provides a somewhat greater appearance of professionalism.

Other Division Activities and Programs

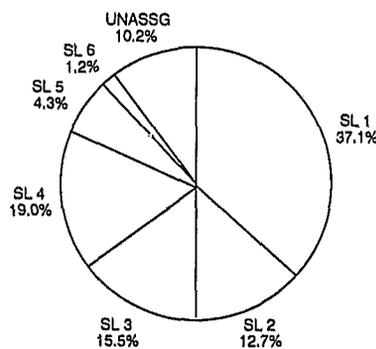
Classification and Designation Issues

The Bureau's current inmate classification system, which has been in effect since 1979, has resulted in efficient dispersal of inmates to appropriate institutions. The system incorporates factors such as offense severity, history of escape or violence, expected length of incarceration, and type of prior commitments. The present system groups inmates into six security levels, level one being the least restrictive and level six the most highly controlled.

Institutional security levels are determined by factors such as type of perimeter security, number of towers or external patrols, detection devices, security of housing areas, type of living quarters, and level of staffing.

Population By Inmate Security Level

DECEMBER 1989



TOTAL 53,270

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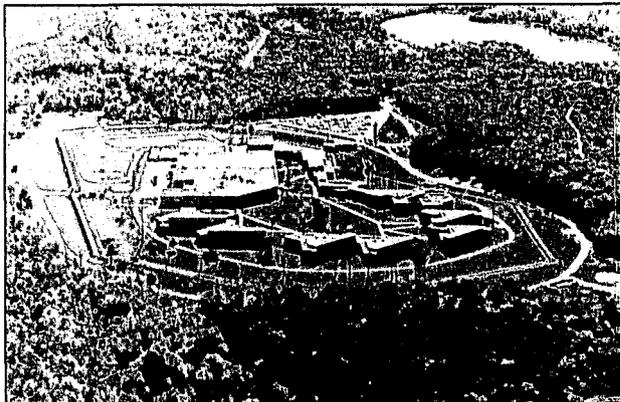
Since inception, the security designations system has been continually modified through changes in policy. During the past several years, a number of reforms in the law and law enforcement initiatives have had a major impact on the number of inmates being arrested, prosecuted, and confined within the Bureau. The background profile of these offenders has changed significantly since 1982. These changes have had a major effect on designation decisions for these inmates, and the Bureau is in the process of revising its designation policy to codify current practices and to make application of the system more consistent.

Major changes being considered include adding public safety factors and discontinuing the identification of institutions by a numerical security level. Institutions will be classified as minimum, low, medium, high, and administrative (housing all security levels). Inmate security needs will be determined by the security score, in addition to public safety factors (i.e., deportable alien, high severity drug offenders, sex offenders, offenders involved with firearms, etc.).

Detention Issues

The Federal pretrial population has increased from 3,630 inmates in 1979 to approximately 13,500. Presently, the Bureau houses nearly 5,500 pretrial inmates. A recent survey of Marshals Service districts predicts the need for approximately 30,000 beds by the end of 1995.

Historically, the Bureau housed only sentenced prisoners. However, the Bureau has become involved in detention operations because of a growing nationwide need for suitable jail-type space for the housing of detainees, pretrial inmates, and other prisoners. In the past, the U.S. Marshals Service has contracted for detention space in State and local facilities. In a number of areas, most notably the West Coast, Northeast, and selected cities in the Midwest, Southeast, and Southwest, the need for jail space has become critical. The problem is compounded by the increasing number of jail inmates in State systems, reducing substantially the beds available to the U.S. Marshals, who are responsible for housing unsentenced prisoners.

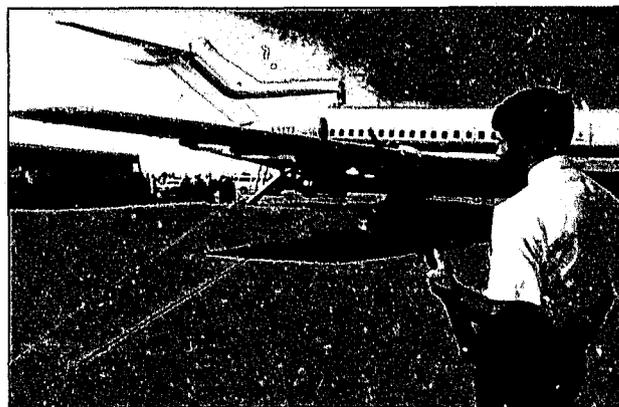


The mission of FCI Otisville, New York, was recently changed from housing a predominantly sentenced population to detaining pretrial inmates. Other short-term measures are being considered to relieve the bedspace shortage, including

use of temporary modular housing units in existing institutions. A task force of senior Bureau officials was appointed by the Director to develop strategies to address the overcrowding problem. Funding has been approved for four detention facilities in the FY 1990 budget. In the short term, the activation of new institutions (FCI Fairton and FCI McKean) should provide some additional relief for these detention problems.

Prisoner Transportation

An important joint agency program is the prisoner airlift operated by the Prisoner Transportation Section of the Bureau and the U.S. Marshals Service. During 1989, 107,127 moves were completed. The present system of inmate movement provides efficient, cost-effective prisoner transportation that benefits both organizations, as well as the courts.



For several decades, the Bureau and the USMS transported prisoners almost exclusively by ground transportation, with the Bureau using a moderate-sized fleet of buses and the USMS using automobiles and vans. With the increased prison population in the 1980's, both agencies explored the possibility of air transportation. Today, the Bureau and USMS jointly operate two Boeing 727 aircraft, three Sabre Liners, one Jetstar, and one King Air aircraft. In addition, the Bureau operates 47 buses. Nine of the buses have regular weekly routes, while the others are used for special runs and to supplement the airlift operation.

The Prisoner Transportation Section, in conjunction with the Bureau's Computer Section, has purchased and is installing a Vehicle Tracking System. This system has features that will allow communication between vans and buses, to institutions, and to the Central Office, from anywhere in the United States. Also, the system has a primary feature of being able to determine the location of an equipped vehicle within one-quarter mile, in case of emergency.

Use of Force

Because of the importance of maintaining professional standards in the area of use of necessary force, the Bureau established a task force of experienced administrators and managers to examine this issue. The group reviewed restraint and forced-move issues and looked at programs in both

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Federal and State correctional systems. Several recommendations for management of use of force and application of restraints were submitted and approved. A policy was issued setting guidelines for authorization for the use of force, calculated use of force, application of restraints in all situations, confrontation avoidance procedures, safeguards, use of chemical agents, medical attention, documentation, and after-action review of all such incidents.

Videotapes are being completed that will be of great assistance to institutional staff in this area. The tapes provide a general overview of the use of force, explaining the Bureau's philosophy and advising staff of the policy requirements. The tapes also provide specific direction and guidance on reporting and after-action reviews and the use of team techniques to be used when it has been determined that force must be used. The task force also is continuing to review use of force and its application in medical facilities. A new Program Statement on this important topic was issued in June 1989.



Special Operations Response Teams (SORT) consist of staff who receive specialized training in the use of restraints, use of force, response to emergency situations, and rapid deployment techniques. Specially selected staff receive training and develop a high level of proficiency in running, negotiating obstacle courses, shooting, and related skills. These staff may be called upon to respond to hostage situations, to remove resistant inmates from cells, respond to disturbances, or provide special escort or supervision services. The most common use of SORT is in performing safe, humane forced cell moves. Using a technique that involves assigning each team member a specific task (such as restraining a specific limb or applying leg irons), SORT staff can quickly restrain and move inmates with a minimum potential of injury to them or to the staff involved.

Emergency Preparedness

During October 1989, the Bureau's Executive Staff approved a recommendation to establish an Office of Emergency Preparedness within the Correctional Programs Division. The mission of this office will be to support the following functions:

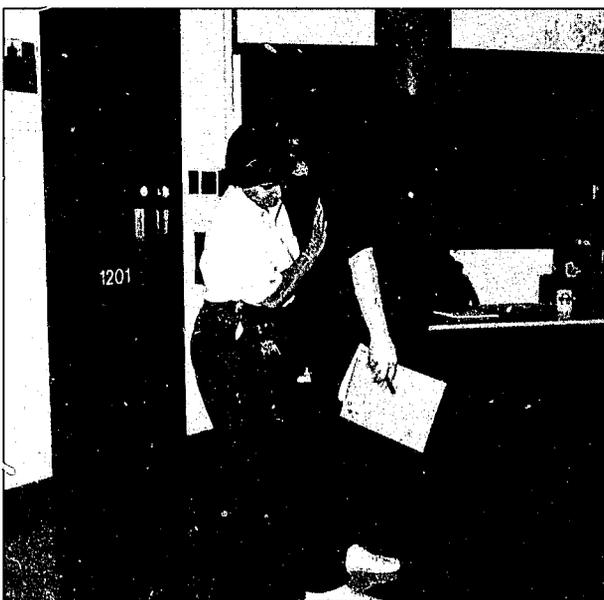
- Recommend uniform standards regarding training, resources, and competitions for institution SORT and disturbance control teams.

- Identify units and specialists in various emergency response areas (i.e., sniper, rappelling, and disturbance control).
- Participate in audits of local SORT and disturbance control team training and emergency planning.
- Provide local, regional, and national training for SORT's.
- Track implementation of recommendations made in the After-Action Report regarding the Cuban detainee disturbances at USP Atlanta, Georgia, and FDC Oakdale, Louisiana.
- Develop an information system to track available equipment and supplies for use in all types of emergency situations; to review proposed institution emergency preparedness plans; and to perform onsite security evaluations of new institutions.

Female Offenders

The Federal female inmate population has increased dramatically since 1980. The Bureau presently confines 3,698 female inmates — about 6.5 percent of its total population and a 23 percent increase from the previous year. These inmates are currently housed at:

- | | |
|----------------------------------|---------------------------------|
| • FPC Alderson, WV | Level 1 (Minimum) |
| • FPC Danbury, CT | Level 1 (Minimum) |
| • FCI Lexington, KY | Administrative |
| • FCI Marianna, FL
(one unit) | Level 3/4/5/6 (Medium/
High) |
| • FPC Marianna, FL | Level 1 (Minimum) |
| • FCI Pleasanton, CA | Level 2/3/4 (Low/Medium) |
| • FPC Phoenix, AZ | Level 1 (Minimum) |
| • FPC Bryan, TX | Level 1 (Minimum) |



In addition to the above facilities, the Bureau maintains female units at FCI Tucson, Arizona; MCC Chicago, Illinois; MDC Los Angeles, California; MCC New York,

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New York; and MCC San Diego, California. Females continue to receive high-quality medical care at FCI Lexington, Kentucky, and FMC Rochester, Minnesota.

Education and recreation programs are available to all female inmates. In the area of job training, the Bureau's apprenticeship training programs have been accredited by the Women's Bureau of the U.S. Department of Labor, Bureau of Apprenticeship and Training. These programs assist in preparing women for such nontraditional jobs as auto mechanics, electricians, plumbers, painters, and bricklayers.

Psychology Services

The Bureau provides a full range of psychology services to inmates confined in its facilities. These programs, administered by a Chief of Psychology Services at the individual institution, include crisis intervention, individual and group counseling, and other individual and group activities intended to provide inmates with an opportunity for change.

One of the most important facets of the institutional psychology program is that of suicide prevention. The Bureau has always been sensitive to the prevention of self-destructive behavior by inmates, and since 1982 has had a comprehensive policy on suicide prevention. The suicide prevention program begins at the intake screening process, upon an inmate's initial commitment to the institution. All Bureau staff are trained to identify inmates who show signs of self-destructive behavior. Inmates showing any signs of self-destructive behavior are placed under 24-hour suicide watch supervision.

During 1989, a total of 1,400 inmates were evaluated for suicide potential; of these evaluations, 600 resulted in suicide watch placement. Eleven (11) inmates committed suicide in 1989. The Bureau of Prisons conducts a thorough investigation after each suicide, reconstructing all of the events leading to the act and analyzing all pertinent information that may be useful in the prevention of future suicide attempts.

During 1989, the first training class was conducted on the Bureau's Victims Assistance Plan. A group of 30 Bureau psychologists and chaplains from various institutions was trained in the effects of victimization, critical incident debriefings, and the implementation strategies of the Victims Assistance Plan. Two training classes have been approved for 1990, one in January and one in July. This training experience will be expanded to other Bureau disciplines in future classes.

The Victims Assistance Plan has been presented to other law enforcement agencies, such as the National Sheriffs Association, the American Correctional Association Task Force on Victims of Crime, and the Society for the Study of Traumatic Stress.

Drug Issues

The Bureau continues to provide high-quality drug treatment services to committed offenders, operating typical institutional counseling and group activities to assist offenders with substance abuse problems. In addition, in

1989 the Bureau funded three residential drug treatment units with strong research components and a commitment to long-term follow-up in order to assess program effectiveness and the impact on recidivism.

For FY 1990, five additional residential treatment programs will be developed that require several hundred hours of treatment and an extensive aftercare program. These residential programs will entail comprehensive assessment, group and individual therapy based on the individual's needs, life skills development, aftercare planning involving relapse-prevention components, and strong evaluation components.

The Bureau provides programs to detect, deter, and treat for illicit drug use because of the impact such use may have on inmate and staff safety, institution security, and the community. Accordingly, a major element of the proactive effort to control drug use is the Bureau's inmate urinalysis program.

Under current procedures, at least 50 percent of inmates involved with community activities undergo urine testing. All inmates suspected of using drugs are tested monthly, and at least 5 percent of each institution's total inmate population is tested randomly each month. The urinalysis includes tests for morphine, methadone, codeine, other opiates, barbiturates, amphetamines, cocaine and cocaine metabolite, phencyclidine, and THC (marijuana).

During 1989, 31,810 random tests were administered, 28,029 suspected user tests were administered, and 8,270 tests were given to inmates returning from community activities — a total of 68,109 urine tests for the year. Results of the tests revealed a 2.1 percent positive rate for illegal substance use — or 1,430 positive tests (40.5 percent for THC, 25.1 percent for opiates, 22.2 percent for cocaine, and 18.1 percent for other drugs).

Other drug abuse deterrence and detection efforts include:

- Visiting surveillance/security procedures.
- Inmate telephone monitoring.
- Inmate financial monitoring.
- Law enforcement liaison.
- Inmate mail monitoring.
- Physical searches of institution areas.

Community Corrections

Community corrections activities have been expanding quite rapidly, in numbers of inmates, scope of programs, and complexity of responsibilities. The current expansion is expected to continue, largely due to the severe overcrowding in Bureau facilities, the Sentencing Reform Act, and the new sentencing guidelines. The average daily population in these community facilities in 1989 was 3,445.

Recognizing the need for substantially increased resources to provide adequate contract oversight, the Executive Staff authorized additional positions dedicated exclusively to contract oversight. A Community Corrections Contract Oversight Specialist is currently located in each Community

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Corrections field office. The Executive Staff also authorized expansion of Correctional Management Centers to all regions; there are now 12 centers in place. These centers are Bureau facilities that provide pretrial detention space, space for short-term sentenced offenders, and a full range of community corrections programs, such as residential prerelease, inmates sentenced to community confinement by the courts, and a base of supervision for other programs such as electronic monitoring and home confinement.

The community-based residential programs available in 1989 included both typical community corrections centers and local detention facilities. Each provide the offender with a suitable temporary residence, structured programs, assistance in job placement, and counseling, while monitoring their activities. Drug testing and counseling and alcohol monitoring and treatment are provided to offenders in need of such services.

During 1989, an average of 6,232 offenders per day were housed in community-based residential programs and contract detention facilities. Over 2,274,947 mandays were served in these facilities. The average per capita cost for inmates in residential programs was \$27.41 and \$43.50 for those in detention facilities. Over \$5 million was collected in subsistence from employed offenders to help defray the cost of their confinement, with an average of \$4.41 per day collected from each individual.

Electronic Monitoring

Electronic monitoring is a relatively new correctional management strategy that can be used with nondangerous offenders at a reduced cost to the public. In these programs, the offender is required to wear a nonremovable electronic device that enables staff monitoring the program to determine whether the offender is in an authorized location at any given time. Various technologies are available in the marketplace, and monitoring can be done by a contract service or by the agency itself. The cost of a typical electronic monitoring program is \$7 per day, compared with about \$28 per day for a typical minimum-security camp. The maximum amount of time an inmate may spend on electronic monitoring is 120 days. This program has potential for use by not only the Bureau of Prisons, but also U.S. Probation and other segments of the correctional community.

The community control projects that use this technique were first implemented in southern Florida and central California, and 75 inmates currently participate in the program. The Bureau is currently working with the Probation Service to expand this program to 10 additional judicial districts.

Home Confinement

Home confinement, in several forms, is another community corrections option that can be used effectively in holding nondangerous offenders accountable for their acts. In actuality, Community Corrections Center (CCC) programs have used this approach (calling it "live out" status) for many years. In this program, inmates spend the final portion of their sentence at home, while still in prisoner status. By allowing such offenders to leave home only to work at their

regular jobs, the Court can require offenders to support their family, pay restitution and court costs, and even pay for the cost of their supervision in the community. This can, in essence, be a cost-free confinement option for society. At present, about 100 Federal offenders are in such programs. A variant of home confinement involves use of electronic monitoring; approximately 18 inmates are currently included in this aspect of the program.

Federal Correctional Centers

From the early 1960's to 1982, the Bureau operated Community Corrections Centers in leased space, with Bureau staff. There were never more than a dozen or so centers; at the same time, the Bureau contracted with a large number of private and public organizations to provide prerelease services. Currently, all Community Corrections Center services are provided under contract.

However, a number of changes in the criminal justice environment are moving the Bureau toward reinstating its own operations. Contractor compliance with contract provisions is becoming increasingly important. There is a growing emphasis on using home confinement and other intermediate sanctions as an alternative to prison. Jail space is diminishing for short-term commitments, CCC failures, and those awaiting transport to designated institutions. Because of these concerns, the Bureau hopes to return to Bureau-operated Community Corrections Centers, to be known as Federal Correctional Centers (FCC), in larger metropolitan areas, upon approval of the Department of Justice, Office of Management and Budget, and the Congress.

FCC's will be multifunctional facilities, operated by Bureau staff with possible contractor assistance. They will provide the following services:

- Detention space for offenders in pretrial and holdover status.
- Residential programs for prerelease inmates transferred from institutions.
- A residential community corrections component for short-term commitment and community confinement cases.
- A base of operations for home confinement programs.
- Detention space for pretrial prisoners, inmates in short-term confinement, and community program failures.
- A location for Correctional Management Center staff to perform functions now performed in Community Corrections offices.
- A training resource for contract programs in the service area.
- A component for intensive substance abuse treatment.

The Bureau will still use contract programs in smaller areas. FCC's will place the Bureau back in the operational mainstream of community corrections.

Maribel Cuban Detainees

Since the resolution of the Atlanta/Oakdale disturbances in 1987, the Bureau has assisted in a joint effort with the

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Department of Justice, Immigration and Naturalization Service, Public Health Service, and Community Relations Service staff in the review of confined Mariel Cuban detainees. Approximately 3,000 detainees in Bureau/INS custody have been released to communities throughout the United States. Currently, there are 2,046 Mariel Cubans in Bureau custody, with 399 serving active criminal sentences. A total of 122 Mariels have been returned to Cuba, with an additional 270 having been served repatriation notices. Although many Mariels have been released, a large number have been received into Bureau custody from INS detention facilities and from State institutions after completion of sentences. A substantial number of community failures have been returned to custody; it is estimated that 2,000 additional Mariel Cubans who are potential INS detainees are currently in State and local custody.

The Mariel detainee population presents an extremely unique and challenging concern for all levels in the Bureau. It is evident that this subpopulation will continue to remain in the Bureau for years to come. As a result, the Bureau is developing a policy that will address long-term Mariel Cuban issues. This policy will establish guidelines and direction to staff having management responsibility for Mariel Cuban detainees in Federal institutions.

Financial Responsibility

The Inmate Financial Responsibility Program resulted from close coordination among the Bureau, the Administrative Office of the U.S. Courts, and the Department of Justice. It is a systematic collection program for court-imposed fines, fees, costs, and assessments, which heretofore had remained unpaid in many instances. In April 1988 the Bureau implemented this collection system nationwide. The Bureau encourages each sentenced inmate to satisfy his or her legitimate financial obligations. Each inmate is provided the opportunity to develop a financial plan to satisfy those obligations, and program participation is examined each time unit staff review the inmate's case for custody classification, furloughs, halfway house placement, or other changes that involve an assessment of responsibility.

By the end of 1989, 16,000 inmates had been identified as having some form of court-ordered financial obligation, with about 12,600 actively participating in the program. Approximately 23,000 inmates have met their financial obligations through this program since its beginning. Since the inception of this program, 35,000 inmates have contributed a total of \$30,578,930, and during 1989, inmates paid \$18,593,000 toward their obligations. Virtually 100 percent of the funds collected are redistributed to the victims of crime through direct restitution or deposits to a victims' fund to expand and improve victim assistance programs nationwide.

Victim/Witness Program

The Office of Victim Assistance was established in 1988, in coordination with the Bureau's Financial Responsibility Program. A national policy has been developed for victim-witness programs; technical assistance has been provided to field locations. During 1989, there was a significant increase

in the number of requests for victim and witness notifications. A toll-free telephone number was established to provide victims with an easy means for obtaining information. The number for the program is 1-800/359-3267.

The Office of Victim Assistance, in a joint effort with the Executive Office for U.S. Attorneys, monitors approximately 500 inmates for whom 1,100 victims and witnesses have requested notification of release. This figure reflects a nearly 100 percent increase over the same period last year.

Assistance to States

The Bureau houses 4,300 State inmates, including about 1,900 D.C. Code offenders. This assistance is provided most often in cases where a particular State does not have the security assets to confine particularly dangerous offenders, where protection is necessary for separation cases, or in the aftermath of a disturbance or natural disaster when the State has lost prison capacity for a relatively brief period.

In the case of D.C. offenders, the Bureau has over the years assisted the District in relieving its overcrowding and has housed long-term female D.C. offenders. In July 1989, the Bureau accepted 250 District prisoners in response to the Administration's anti-drug initiative. However, complicating this longstanding arrangement is the fact that D.C. authorities contend that all of their prisoners are the responsibility of the Attorney General. This issue is currently the subject of litigation.

In 1989, Bureau staff also assisted in the transportation of prisoners and provision of available bedspace for 800 Pennsylvania State prisoners after a riot at Camp Hill, Pennsylvania, and for 40 Virgin Islands prisoners after hurricane damage to a prison in that locale.

Furloughs

The Bureau's furlough program has been in effect since the mid-1960's and is generally considered to be an effective way of reintroducing eligible inmates with a firm release date to their home communities. An inmate may be authorized a furlough to facilitate release planning; to strengthen family ties or to be present during a family emergency; or to participate in selected educational, social, civic, religious, or other bona fide programs; to obtain medical services not available in the institution; or to appear in court. Furloughs are not used to shorten sentences.

Furloughs are effective ways of accomplishing several correctional goals:

- Providing a period of "decompression" for those inmates who have impending, firm release dates, by providing a reasonable transition from a closed and regimented environment to the community.
- Allowing time for inmates to obtain employment and renew family ties on their own, which are proven aids to successful reintegration into society, or to access selected programs not otherwise available in the institution.
- Enabling a period of closer supervision in the community for inmates nearing release, to better assess their readiness for eventual long-term community functioning.

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The Bureau has always considered its responsibility to the public to be the top priority in administering the furlough program, as well as any other inmate program. This responsibility includes ensuring that the public is not endangered by the inappropriate placement of dangerous or sophisticated offenders in the community on furlough, as well as providing adequate preparation for those offenders who are to be released to the community through completion of their sentences or parole.

Minimum eligibility requirements for consideration for a furlough ordinarily state that an inmate be within two years of a firm release date. In addition, except for obtaining local medical treatment not otherwise available in the institution, an inmate must have community custody (the lowest custody level available) to be considered for a furlough. The warden may not ordinarily grant a furlough to an inmate convicted of a serious crime against a person or an inmate whose presence in the community could create unusual concern regarding public safety. The warden approves a furlough only after extensively reviewing all eligibility requirements and receiving input from the relevant U.S. Probation Office. Ordinarily, any offender who has been involved in sophisticated criminal activity, large-scale drug offenses, pornography, sexual offenses, escapes, use of drugs or alcohol in the institution, or offenses involving the use of weapons will not be approved for furlough.

U.S. Penitentiary, Marion, Illinois

The United States Penitentiary at Marion, Illinois, operates a unique program that is often the subject of critical comment and media attention. Popularized as a replacement for the former U.S. Penitentiary on Alcatraz Island, Marion indeed manages a group of offenders whom research has established as far more dangerous than those previously confined at Alcatraz. Marion is a highly controlled facility that houses some of the Nation's most dangerous offenders.

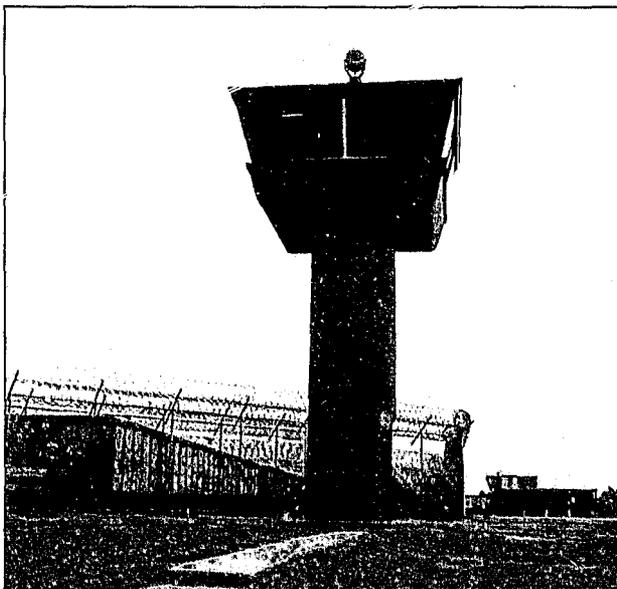
Marion is the most secure facility in the Bureau of Prisons.



It houses inmates with maximum custody needs who have demonstrated an inability to satisfactorily adjust to the general population at other, lower security facilities. The average sentence length at Marion is 39 years. The institution includes three general population units, two pre-transfer units, a Control Unit, a special housing unit for inmates needing an unusual degree of protection in a secure setting, and a minimum-custody satellite camp.

Marion operates under a highly controlled system of individual and small group activity, but it is not a "lockdown" facility. The general population units at Marion are highly secure, in that movement and interaction among inmates are limited and controlled, but access is provided to basic needs, such as showers and recreation. Educational and religious programs are provided through alternative means, including closed-circuit television and individual staff contact, and full medical and dental services are available. There are approximately 310 inmates in the general population at Marion.

The pre-transfer units give an inmate the opportunity to demonstrate more responsible and acceptable behavior in a less restrictive setting prior to transfer to a lower security facility. Inmates in these units have greater freedom of movement and interaction with other inmates than those in the general population units, take their meals in the dining room in relatively large groups, and work in the UNICOR



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cable factory. Successful adjustment in these units may lead to a transfer to a lower security level institution.

The Control Unit is specifically designed to house the most assaultive and dangerous inmates in the Federal system. Placement in this unit occurs only after an inmate has clearly demonstrated an inability to live in close proximity with others without endangering the safety of staff or other inmates. Prior to such placement, each inmate is provided a full hearing; the results of that hearing, along with investigative material, are reviewed by an Executive Panel consisting of a Bureau Regional Director and Assistant Director. Conditions in the Control Unit are necessarily the most restrictive in the Bureau, with all movement and interaction of inmates carefully controlled. Each inmate in the Control Unit receives an in-person review by the Executive Panel every other month. Basic needs, such as recreation, personal hygiene, religious programs, visitation, educational programs, and medical services, are provided. At any given time, there are about 45 inmates in the Control Unit.

The Special Housing Unit houses a very small number of inmates who, by nature of their offense or actions during incarceration, cannot be housed with other inmates. Though conditions are substantially less restrictive than in the Control Unit, each inmate in this unit receives an in-person review by the Executive Panel every other month. Currently, there are seven inmates in the Special Housing Unit.

The satellite camp is a minimum-security facility located outside the secure perimeter of the institution; it houses approximately 235 inmates. These inmates provide for the basic maintenance of the institution and the logistical support of the facility. The inmates at the camp have no contact, either visual or verbal, with inmates at the main facility.

By operating Marion as a closely controlled facility, and confining the most predatory high-security cases there, other institutions can operate with a more open atmosphere and offer a wider range of programs and services without jeopardizing staff or inmate safety. Despite the controversy often associated with Marion's operation, its program and many details of its policies and procedures have been extensively reviewed by the Federal courts and found to be in full compliance with all constitutional standards. The emphases at Marion are security, safety, and provision of programs and services in a controlled fashion to offenders who otherwise would be confined in detention and segregation units, where they would receive far fewer such opportunities than Marion provides.

Religious Programs

The Bureau of Prisons recognizes the value of religious practice and personal spiritual growth for inmates and staff. The Bureau has 106 staff chaplains who facilitate religious activities for a variety of faith groups in the institutions.

Additionally, personal counseling is available for any faith group represented among the inmate population. Typical activities include worship, religious study, personal growth seminars, prayers, holiday observance, and a broad range of ceremonies that include the sweat lodge and sacred pipe for Native Americans.

Comprehensive Bureau policies that incorporate the principles of equitable provision for all faith groups are at work in all facilities. Unmet religious needs of inmates are rarely experienced in the system. Citizen involvement from the local communities contributes greatly to the provision of total religious support for the inmate populations.

Other Program Developments

The Correctional Programs Division is constantly examining new means for delivering improved programs and services to committed offenders. In the coming year, the following initiatives will be explored:

- Developing a national level training program for all Drug Abuse Treatment Specialists that will lead to certification by an independent certifying organization.
- Developing support for low-intensity drug education and limited group treatment in every Bureau facility.
- Providing for initiation of moderate intensity treatment programs in at least 10 facilities throughout the Bureau.
- Expanding the Community Control project (which uses electronic monitoring and other enhanced supervision strategies) in 10 additional districts, in coordination with the U.S. Parole Commission and U.S. Probation.
- Expanding electronic monitoring to include additional Federal jurisdictions, and in coordination with expanded home confinement programs.
- Exploring the concept of shock incarceration by developing Bureau-operated intensive confinement programs that will incorporate many features of existing Bureau operations with intensified physical training, work, education, and training.
- Continuing development of a "program institution," which will constitute a new delivery system for Bureau programs. A proposal for the program institution concept was considered and approved by the Executive Staff in August 1989. The new delivery system will concentrate the greatest number of BOP programs at institutions that house inmates who have the greatest program needs and who are most amenable to self-improvement and constructive change. The first-phase pilot of intensified inmate programs will include a new institution and two "program units" at existing institutions. Potential components of the program institution will include postrelease services, intensive education and substance abuse programs, and highly active volunteer participation.

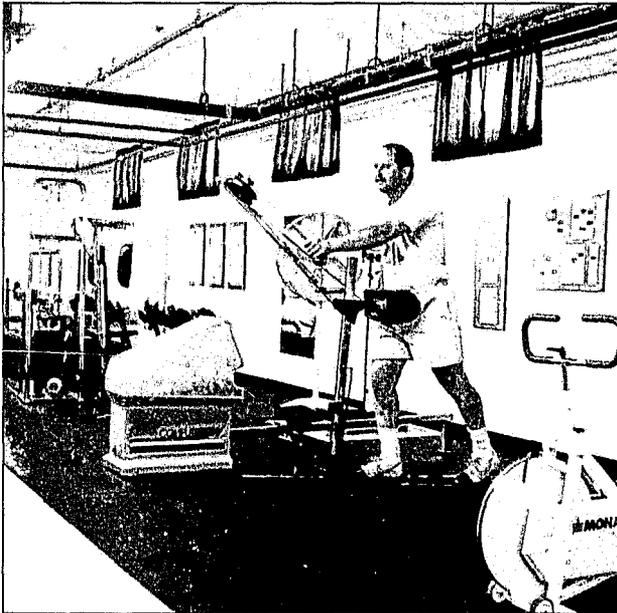
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Health Services Division

The Health Services Division's mission is to provide high-quality medical, dental, and psychiatric care; nutritious and appetizing meals; safe living conditions for inmates, and a safe working environment for staff and inmates.

1989 Accomplishments

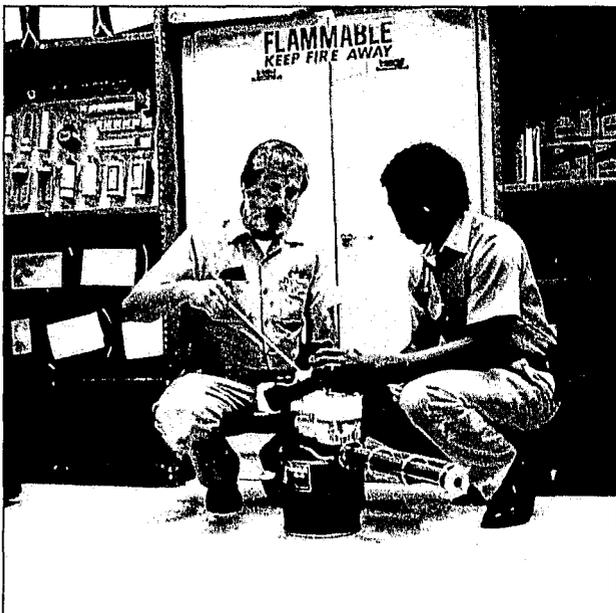
- Designed and implemented a National Wellness Program that provides staff at all levels with the opportunity to learn how to carry out such a program in a practical way. The addition of staff wellness facilities at many locations, and the enhancement of existing facilities in institutions, has been a major feature of this program.



- Implemented the Heart Healthy food plan for inmates and installed a computer program for monitoring the nutritional value of food, to more efficiently and effectively manage the food service program in all Bureau institutions.
- Designed and implemented, as part of a larger quality assurance program, a Continuing Professional Education program for health care providers, so that the Bureau's health care providers have the opportunity to maintain and upgrade their professional skills on a regular basis.
- Implemented several initiatives for improving health care delivery, including a patient stratification system to ensure assignment of appropriate levels of care.
- Implemented a National Red Ribbon Campaign to further promote drug education and drug prevention programs. In support of this program, sponsored by the National Federation of Parents for Drug-Free Youth, the Bureau sponsored a variety of activities, including providing public speakers at local high schools, wearing red ribbons and T-shirts by staff in support of a drug-free society, sponsoring special displays at shopping centers, sponsoring poster contests, and offering joint activities with local law enforcement agencies.
- Conducted a National Health Services Administrators conference to discuss recruiting, training, quality control, contracting, and other pertinent topics. The conference theme was "Quality Health Care for the 1990's"; discussions focused on issues such as recruitment and retention, budget and funding activities, referrals to medical facilities, the wellness program, the drug-free workplace program, and quality assurance in health care provision. The conference was held jointly with the Community Corrections Managers conference and allowed for presentations from many BOP divisions on issues of mutual concern.
- Conducted a Chief of Health Programs National Conference with the theme "Administration and Healthcare Issues for the 90's." The sessions addressed such topics as continuing medical education programs, staff retention and development, funding and budgeting, blending of medicine and corrections, appropriate medical designations, medical referrals, and chronic care facility use. The conference was held jointly with Supervisors of Education, and allowed for other presentations of mutual concern to educators and physicians.
- Provided hazardous waste management training for all Safety Managers at a national training session. Topic areas included asbestos abatement and control, hazardous material storage mechanisms, and environmental audits. In addition, an exhibit of state-of-the-art products and services allowed for comparisons and evaluations of the latest technological advances in the handling of hazardous materials.
- Implemented a number of initiatives for improved recruiting of health services personnel. In addition to the placement of 300 health care providers, notable achievements included: the development and use of

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recruitment display booths at a number of national health service organizations' conferences, formation of an Associate Recruiter training program, development of a recruitment manual, initiation of a retention work group, and publication of a recruitment brochure for potential applicants. Activities culminated in the development of a recruitment task force combining personnel from the Health Services Division and the Human Resource Management Division to focus solely on recruitment of health care providers.



- Developed and implemented an equity formula for the distribution of medical resources to the institutions. Historical concerns over the equitable distribution of resources led to the development of a new funding formula that will apportion resources in a manner more closely approximating actual needs. Previous allocation factors relied on unvalidated self-reported information. After careful budget analyses, four factors were determined to be the best indicators of resource needs at the nonmedical facilities: the size of the population, the proportion of jail-type or holdover inmates, the proportion of female inmates, and a characteristic describing the age and security level mix in the population. Jail-type detainees, females, and older inmates each have a documented greater need for medical services, and the services provided to these groups are generally more expensive. The six medical referral centers are excluded from the equity allocation formula and are funded based on their need to ensure a stable core of medical programs and services.
- Sponsored an Issues in Corrections Forum on Federal Prison Health Care in Springfield, Missouri. Guests included representatives from several congressional offices, State and local correctional officials, medical professionals, criminal justice professionals, Federal Prison System officials, other government officials, and

private citizens. Papers were presented on medical legal issues, health care in State correctional systems, and health care in the Federal Prison System. In a series of workshops, conference participants discussed specific health care issues and proposed possible strategies to resolve some of the difficult problems faced in correctional health care.



- Promoted the concept of a "clean air environment" to protect the health and safety of staff and inmates. Recently enacted policy restricts areas where smoking is permitted in institutions and offices. The Chief Executive Officer of each facility has the responsibility for identifying areas where smoking will not be permitted, including: elevators, storage rooms, warehouses, libraries, corridors, halls, dining facilities, kitchens and food preparation areas, medical and dental care delivery areas, Government passenger vehicles, administrative areas and offices, conference rooms, auditoriums, classrooms, gymnasiums, exercise rooms, and restrooms. In selected areas where staff are confined for extended periods (such as control centers, control centers, and perimeter vehicles), smoking or nonsmoking will depend on the preference of the personnel involved.

Other Division Activities and Programs

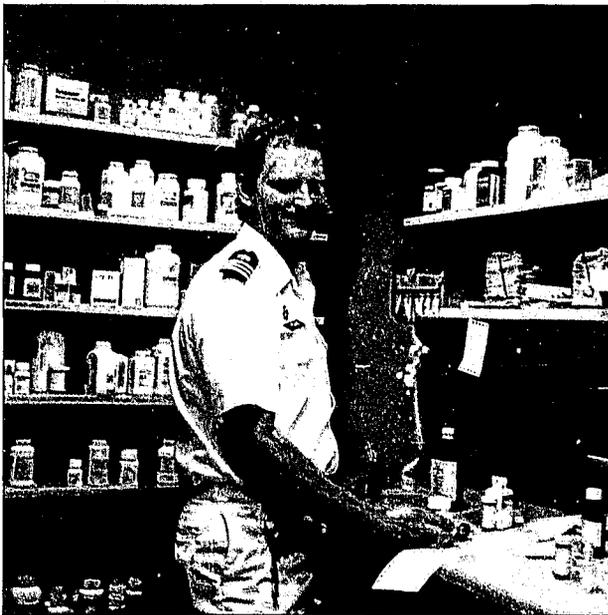
Health Care Operations

Medical and dental care are provided within each Bureau facility in a cost-effective manner, commensurate with community standards. Major medical centers at Springfield, Missouri, Lexington, Kentucky, Terminal Island, California, and the psychiatric services at FCI Butner, North Carolina, are accredited by the Joint Commission on Accreditation of Healthcare Organizations, and local health care services are provided at each institution by qualified professionals in the medical field. The relatively new Bureau Medical Center in

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Rochester, Minnesota, will seek accreditation within the next year.

The Bureau has benefited from the services of the U.S. Public Health Service (PHS) medical specialists since 1930; the Bureau's Medical Director has always been a PHS officer, and the current Medical Director holds the rank of Assistant Surgeon General. In addition to a variety of civil service medical staff, the U.S. Public Health Service provides the Bureau with physicians, dentists, psychiatrists, nurses, psychologists, hospital administrators, and pharmacists. PHS officers also work alongside civil service Bureau staff in key positions within the Health Services Division at the Central Office level.



Each Bureau facility has a health care unit that provides medical care consistent with the needs of the particular facility. In addition, six Bureau facilities have been designated as "major" medical referral centers.

- Butner, NC Mental health care (male)
- Ft. Worth, TX Chronic care/skilled nursing (male)
- Lexington, KY Major medical and psychiatric treatment (female)
- Rochester, MN Major medical treatment (male and female). Its location, in close proximity to the Mayo Clinic, provides excellent opportunities for consultant services with the clinic.
- Springfield, MO Major medical and psychiatric treatment (male)
- Terminal Island, CA A 19-bed facility providing a wide variety of medical treatment to inmates on the West Coast (male).

Food Service Operations

During FY 1989, Food Services staff served 52 million meals, 6 million more than in FY 1988. The average cost of providing these meals was \$2.45 per inmate per day (\$2.17 for raw food, \$0.23 for nonfood items such as soap and dishes, and \$0.05 for equipment). Supervision for meal preparation and service was provided by 620 staff members utilizing 5,000 inmate workers. Approximately 1,200 inmates receive religious diets each day, with an additional 2,750 inmates receiving therapeutic diets as ordered by institution physicians.

Environmental Health and Safety

Safety staff are responsible for planning and implementing a comprehensive program that will provide a safe and healthy environment for both staff and inmates. Safety staff operate pursuant to regulations of the Occupational Safety and Health Act of 1970, the National Fire Code, and the standards of the American Correctional Association, and they ensure that environmental and occupational safety matters such as handling of hazardous wastes, flammables, and other issues are properly dealt with at each Bureau location.

Mental Health Services

The Bureau of Prisons offers inmates a full range of mental health services, through staff psychologists and psychiatrists, as well as through contract and community mental health specialists. FCI Butner, North Carolina, serves as the Bureau's major referral center for mental health cases, with FMC Rochester, Minnesota, and MCFP Springfield, Missouri, also providing major mental health programs. In addition to traditional treatment services, the Bureau also provides forensic services to the courts, including a range of evaluative mental health studies as provided for by Federal law.

In 1989, the Bureau retained a consultant Chief of Psychiatry who is currently evaluating issues in delivery of mental health services in the Bureau. In late 1990, an Issues Forum is planned on Mental Health Issues, which will enable the Bureau to further refine the services and programs available in this important area.

Acquired Immune Deficiency Syndrome (AIDS)

AIDS presents unprecedented legal and ethical concerns. The balance between the rights of individual AIDS sufferers and those of uninfected individuals (both staff and inmate) is difficult to strike. Nevertheless, the Bureau believes that a balanced approach is possible — one that favors provision of the least restrictive measures consistent with the orderly management of its institutions. The Bureau's approach is consistent with all contemporary advisories from the Centers for Disease Control in Atlanta, Georgia, and was used as a model in the report of the President's Commission on the HIV Epidemic.

Confidentiality, counseling, and education continue to be the areas of greatest emphasis in the Bureau's HIV program. Only those staff who have a need to know that an inmate is HIV-positive are provided that information. Inmates who are HIV-positive are offered counseling by Bureau staff on their

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condition, the course of the disease, and the implications for personal conduct, both in and out of the institution.



An educated staff and inmate population will ensure more responsible behavior and a continued low viral transmission rate within the prison system. For that reason, numerous avenues of education, including lectures, discussion groups, written materials, and videotapes, have been used to inform staff and inmates. The underlying presumption in all training and operational procedures is that blood, semen, vaginal fluids, and any body fluids containing visible blood are contaminated, and both inmates and staff must be protected accordingly.

The Bureau tests inmates in the following categories for the presence of HIV antibodies:

- A sample population of all newly committed inmates.
- All inmates prior to release.
- All inmates who volunteer to be tested.
- All inmates displaying clinical signs of HIV infection.
- All inmates displaying predatory or promiscuous behavior.

**HIV Test Results By Category
Calendar Year 1989
Total Tests = 28,403**

Category	Positive Test Results
New Commitments	2.76%
Releases	1.53%
Voluntary Tests	2.69%
Clinically Indicated	9.52% ³
Cumulative Total	2.82%

³Predatory/promiscuous cases included in this category.

The sample of newly committed inmates who are tested will receive additional tests at regular intervals, in an effort to monitor the rate of viral transmission within the prison system. However, the small rate of seroconversion, or change in HIV status during confinement, implies little or no transmission during confinement.

Inmates who test positive for the presence of HIV antibodies receive state-of-the-art medical care. The most advanced medication available (AZT and pentamidine) is dispensed to appropriate inmates. Most HIV-positive cases are mainstreamed in the general population, except when acute care is needed. Hospitalization of those requiring inpatient care is focused at the Bureau's facilities in Springfield, Missouri, and Lexington, Kentucky. Professional management of AIDS cases has rendered isolation unnecessary, except when predatory or promiscuous behaviors are displayed, in which case the inmate is placed in administrative detention.

Medical Recruitment

The Bureau continues to have difficulty in recruiting and retaining health care professionals; across all medical job categories, the agency has a turnover rate of approximately 25 percent. To address this problem, a Medical Recruitment Task Force was established. Personnel from the Health Services Division and the Human Resource Management Division have joined together in a task force that will focus all of their combined resources and skills on recruiting health service professionals.

Wellness

The concept of wellness is relatively new in the area of health care, and even newer to organizations such as the Bureau. Wellness incorporates concepts in psychological well-being (stress reduction and relaxation) and physical well-being (physical fitness, nutrition, and smoke-free environments). The Health Services Division has spearheaded the Bureau's efforts at incorporating wellness into its organizational philosophy. All facilities have implemented wellness programs for staff. Numerous institutions have fitness centers with weight training and other exercise equipment. Smoking cessation classes, weight control seminars, aerobic exercise classes, physical fitness testing, and cholesterol screening exemplify the activities in many wellness programs for institution staff. Education about AIDS for both staff and inmates, along with the drug-free workplace program, reach beyond their specific goals to overlap with wellness and a more broadly defined health care philosophy.

Improved Administration

Sound management of the varied functions in this Division calls for a variety of new management strategies. Plans call for the pilot testing of a Food Service computer system; development of an administrative system for health service administrators; identification of an approved commercial pharmacy system for Bureau-wide installation; and development of specifications and solicitation of bids for a general health care and medical system for use by health

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service administrators, both in infirmaries and in the hospital setting.

Health Care Costs

Just as society in general has seen a dramatic increase in the cost of medical care, so has the Bureau. Between 1980 and 1989, a period of rapid inflation of health care costs nationwide, the costs associated with outside medical care for Federal prisoners rose from \$4.1 million to \$24 million. Total costs for Bureau health care for 1989 were \$119 million, approximately \$2,400 per inmate. In addition to an increase in the absolute costs associated with medical care provided within Bureau facilities, a staggering increase has been seen in expenses incurred when inmates require community hospitalization or consultant services provided by outside medical specialists. The rising number of inmates and the complexity of the medical problems they present are forcing the Bureau increasingly to seek the assistance of such outside medical resources. Nevertheless, when adjusted for inflation, the Bureau is spending the same "real dollars" today for medical care as over the past few years.

Drug-Free Workplace

The Bureau is committed to ensuring the health, safety, and welfare of its employees through the establishment of a drug-free workplace. The Bureau's initiative in the area of the drug-free workplace has fulfilled important objectives of upholding the law and ensuring that staff who work in Federal correctional facilities are not impaired in any way in their ability to perform vital public safety functions. This program, which began June 1, 1988, was carefully designed in conjunction with the U.S. Department of Health and Human Services, and in accord with the requirements of current caselaw, ensuring that the testing process is as unobtrusive as possible and that maximum safeguards are in place for confidentiality and accuracy. Currently, the Bureau tests all applicants, upper-level managers (GM-13 and above), and those reasonably suspected of illegal drug use for the presence of illegal drugs in their urine. A preliminary injunction has been issued by the Northern District of California that bars testing of additional categories of employees.

- Out of a total of 8,500 prospective employees tested at the applicant stage, the Bureau has declined to employ 65 job applicants because of preemployment positive tests.
- Of the 750 managerial employees tested since the inception of the program, only 2 had positive tests. Both employees had tested positive for marijuana; one resigned and the other was terminated.
- Seventy employees have been tested for reasonable suspicion of drug use; 35 of these tests yielded positive results and none of those individuals remain employed by the Bureau.

Hospice Care

A hospice program that recognizes and affirms the human dignity of terminally ill inmates is assisting patients at the United States Medical Center for Federal Prisoners in Springfield, Missouri. The program is designed to help dying inmates work through the grieving process, build stronger relationships with their families, address personal issues before death, and accept death with peace and dignity. The program uses community hospice leaders, a staff chaplain, and a staff psychologist to train inmate volunteers to serve as hospice counselors.

Pregnancy Services

As the major medical facility for female inmates, FCI Lexington, Kentucky, provides services for the majority of high-risk or problem cases in pregnant female offenders. A special unit has been assigned to house these inmates. A unit counselor is assigned specifically to pregnant inmates in order to address their needs and concerns. The counselor initiates procedures for placement of the baby with the inmate's family, coordinates a program that provides a baby blanket and photograph to the mother, and serves as the liaison among the institution staff on issues of prenatal and post-pregnancy care. Inmates in labor are transported to a local community hospital for delivery. A community services center provides temporary placement with foster families until arrangements are finalized by the counselor and family members regarding the baby's placement. Inmates who are under a physician's care for postpartum procedures remain in the unit.

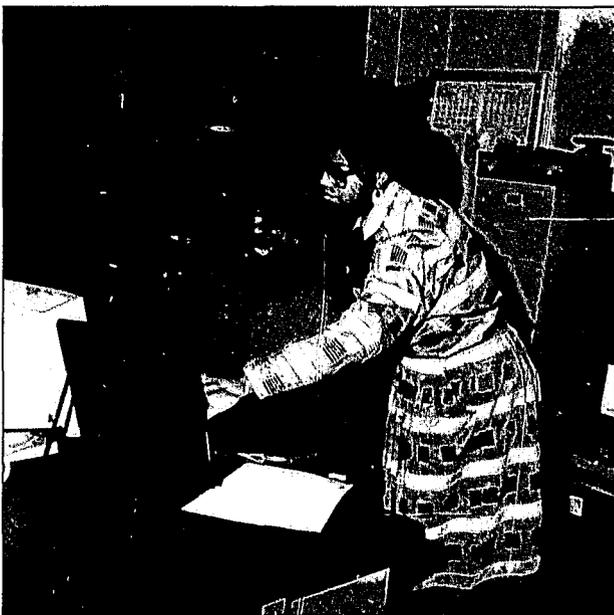
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Human Resources Management Division

The Human Resource Management Division was created in June 1988, consistent with the approach now taken by many public and private sector organizations, providing increased emphasis on national recruitment, selection, training, and retention programs and improved integration of human resource policy issues with other Bureau-wide policy developments. Divisional functions also include pay and position management, career development, and labor-management relations. With the Bureau's tremendous manpower development needs in the coming decade, this Division is critical.

1989 Accomplishments

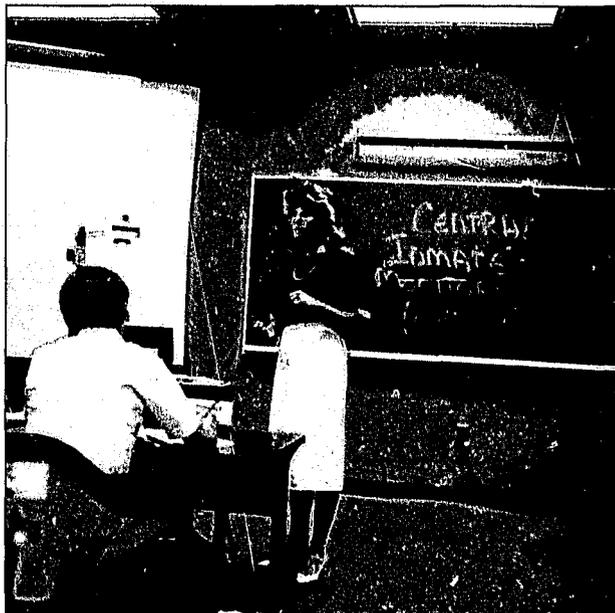
- Continued high-profile recruitment activity, including extensive placement of advertisements in a large number and variety of newspapers and magazines, targeting various population segments (including minorities, professionals, and technicians). The initial response to fourth-quarter mailings was 1,700 inquiries about Bureau employment. By the end of the year, targeted medical recruitment activity had produced contacts leading to 123 commitments for Bureau employment, primarily in the doctor, physician assistant, and nurse categories.



- Jointly completed a strategic planning session with national recruitment staff and the Health Services Division to coordinate their efforts in attracting top medical service staff for Bureau institutions.
- Achieved significant progress in the area of pay enhancements that are critical to staff recruitment and retention, particularly in specialty occupations and high-cost areas. Six additional correctional officer special salary rates were obtained for Bureau locations where recruitment and retention previously were hampered by higher local pay rates. Some 1,200 correctional officers are now on special pay rates nationwide. Additional special salary rates for a battery of other occupations were obtained from the Office of Personnel Management

(OPM) for hard-to-fill locations. Nationwide, 950 non-correctional officer employees are now under special pay rates.

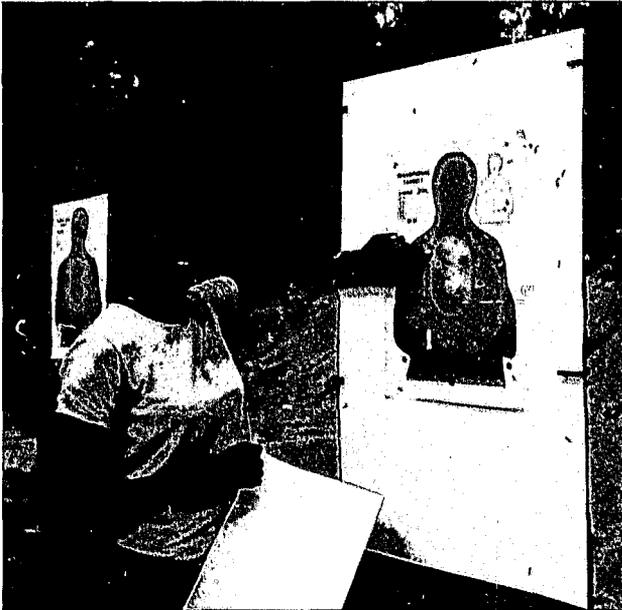
- Continued to operate the Bureau's own applicant processing and hiring program for selected occupations, including correctional officer positions. The Bureau now operates the largest examining process in the Federal government outside of the OPM; more than 23,000 applicants were processed in FY 1989.
- Developed optical scanning technology for use in a revised Management Preference Profile system for the Bureau, as well as a database that tracks the career and duty station preferences of Bureau managers and executives. The Career Development Office also created a Managerial Skills Profile for use by agency managers, allowing them to receive feedback from their supervisors concerning skills in 10 major job dimensions. In addition to its use in providing managers with personal feedback, the process helps identify the training needs of broad groups of agency managers.



- Implemented a number of significant improvements in staff training, and provided 76,000 separate training instances to Bureau staff in all programs. Employee Development Manager positions were elevated to the department head level Bureau-wide, and Employee Development Counselor positions were established to work in this department. Increased funding was obtained for institution-based training, and the Management Specialty Training Center also received additional emphasis; in addition to more than doubling classroom space, new positions and funding were provided. Advanced writing skills, Master Agreement training, and a skill development guide for managers were offered Bureau-wide.
- Continued to increase the percentage of minorities and women employed by the Bureau. From 36.6 percent in

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1981, these groups have grown steadily to 43.6 percent of the Bureau workforce. Another major accomplishment was completion of the first-ever national training seminar for 157 participants, primarily Special Emphasis Program Managers responsible for minority hiring and development at local facilities.



- Dedicated a great amount of staff time and effort, both in Washington, DC, and in the field, to providing information and assistance to the National Advisory Committee on Law Enforcement (NACLE), a Congressional panel examining law enforcement pay and benefits. This effort included a focus on less traditional law enforcement occupations, i.e., plumber, UNICOR factory foreman, teachers.
- Held a series of Leadership Forums designed to provide high-potential mid-level managers, predominantly from field locations, with the opportunity to develop their leadership skills, as well as learn more about headquarters functions and the workings of the Department of Justice, the Congress, and other portions of the Federal criminal justice system; forums have been characterized by very high interest, enthusiasm, and a desire to learn more about the agency.
- Reviewed and modified staffing guidelines to provide efficient and equitable distribution of human resources throughout the Bureau. The guidelines were used in the allocation of 1,500 positions nationwide in FY 1990, and are used whenever workforce planning is conducted. Closely associated with this effort was completion of a comprehensive assessment of management growth projections for 1990-1995.
- Initiated the new automated payroll and personnel processing system, the Human Resource Management Information System; pilot testing in the Central Office was highly successful.

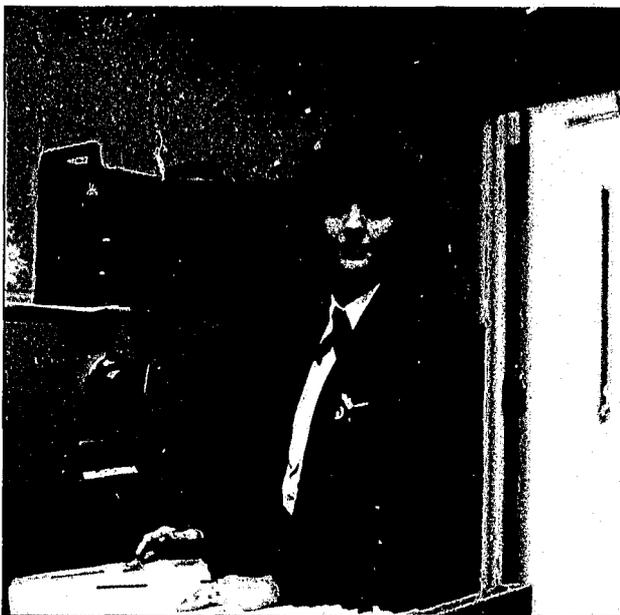
- Negotiated a revised performance evaluation plan between the Bureau and the American Federation of Government Employees, the exclusive union representing Bureau employees. With the Master Agreement as the controlling factor, Labor Management Relations (LMR) revised the standardized disciplinary and adverse action letters and provided training to all Human Resource Managers.
- Coordinated four nationwide conferences on issues in corrections, involving members of Congress, the judiciary, academicians, Federal officials, and Bureau staff. To enhance the information provided to Bureau managers in national conferences regarding specialized functional areas, a comprehensive "Conference Core Pamphlet" was prepared for distribution prior to those conferences.

Other Division Activities and Programs

Recruitment and Staffing

Maintaining high-quality staff in the face of rapid system expansion is the key challenge to the Human Resource Management Division. College and specialty recruiting are major features of the Bureau's efforts to continue to professionalize its staff; one-third of all Bureau staff have college backgrounds. The recruitment and retention of qualified minority, female, and disabled employees have been hallmarks of the Bureau over the years. These efforts continue.

The Bureau has continued to seek delegated hiring authority from the Office of Personnel Management to improve direct contact with applicants and speed the hiring process. Selection of applicants is primarily a local decision.



Staff Training

The Bureau continues to concentrate a great deal of effort on enhancing the professionalism of its 16,598 employees. The Bureau's commitment to staff training heightened in 1989

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with the creation of a Senior Deputy Assistant Director for Training and Career Development. The goal for staff training is to provide every Bureau employee with the knowledge, skills, and abilities required to ensure high standards of employee performance and conduct. The staff training network is composed of the Staff Training Operations Office in Washington, DC; a Staff Training Academy at the Federal Law Enforcement Training Center, Glynco, Georgia; a Management and Specialty Training Center in Denver, Colorado; and, in addition to the Food Service and Commissary Training Center at the FCI Fort Worth, Texas, a Paralegal Training Center has been established in Dallas, Texas.

All new employees are required to undergo at least four weeks of formal training during their first 45 days with the Bureau. The first portion of that training is a minimum 40-hour course entitled "Institution Familiarization," designed to teach employees skills that they must have prior to entering a specific job assignment. They then attend a three-week "Introduction to Correctional Techniques" class at the Staff Training Academy at Glynco. In 1989, 3,276 employees were provided this introductory training. Employees are taught correctional theory and Bureau policy, and they participate in practical training in firearms, self-defense, and other basic correctional skills. Bureau training exceeds ACA standards in the number of training hours provided employees.

Specialty training is an important part of maintaining the professionalism of the Bureau's staff. For instance, at Glynco, about 450 staff were trained in specialty courses such as locksmithing, bus operations, firearms, and instructor training. Both staffing levels and training space at the Management and Specialty Training Center in Denver increased. The training area was more than doubled, and the Bureau's first computer learning center classroom for staff was opened, with 16 terminals available to assist employees in obtaining needed computer skills. At this center, almost 1,600 staff were trained in a wide range of areas; the other specialty training centers provided courses for an additional 800 employees.

In addition, employees receive a minimum of 40 hours of training each year. A variety of specialized courses are offered in such areas as financial management, correctional supervision, unit management, cooking and baking, industrial operations, locksmithing, and bus operations.

Career Development

The expansion of the agency and the Bureau's philosophy of promoting from within mean that developing employees to assume higher and more technical positions is critical.

Management development is a particularly high priority. In FY 1989 more than \$275,000 was allocated to institutions for local development of managers. Managerial training ranged from self-development manuals in technical areas to formal training using Dale Carnegie. Specific training courses were supplemented by an extensive in-house conference effort and the initiative of the Leadership Forum

— an intensive five-day management development experience for the Bureau's future leadership.



The development of technical positions is also a high priority. The agency has 277 full-time trainee positions in the personnel management, safety, contracting, accounting, and legal fields. An extensive in-house career development course allows employees to identify careers that would interest them and provides development plans to qualify them for these careers.

Labor-Management Relations

The Bureau, through its labor-management relations programs, is fostering a positive work environment for all employees. The relationship between the agency and the Council of Prison Locals has been characterized by outstanding cooperation. This has been demonstrated on important issues such as negotiation of a master agreement, mutually supportive contributions to the National Advisory Committee on Law Enforcement, collective labor-management action in the face of a legislative challenge to UNICOR's preference in the Federal marketplace, and joint appearances by Director Quinlan and National union President Mike Grotfend in information videotapes sent to all Bureau field locations.

Awards

The Bureau recognizes outstanding employee performance with a wide range of incentives and other awards, capped by the Director's Awards presented at the National Wardens Conference. In 1989, the following staff received these prestigious awards:

- Elizabeth C. Dougherty Contract Specialist, Northeast Regional Office, received the Sanford Bates Award for her outstanding contributions to contracting in the Bureau.

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- Frank Beas, Jr., Controller, USP Terre Haute, Indiana, was awarded the James V. Bennett Award in recognition of his creative and innovative leadership of the Business Office at Terre Haute.
- Donna G. Brock, Chief, UNICOR Accounting, Central Office, and Lawrence (Bill) Bartolo, Regional Training Administrator, FCI Morgantown, West Virginia, were co-winners of the Myrl E. Alexander Award. Ms. Brock was honored for superior initiative in accounting management. Mr. Bartolo received his award for his outstanding work on the Bureau's new career development program.
- Lester Fleming, Chief Correctional Supervisor, FCI Bastrop, Texas, was recognized with this year's Norman A. Carlson Award for his contributions to correctional management.
- Jackie Taylor, Lieutenant, FCI Marianna, Florida, received the Director's Equal Employment Opportunity

Award for his contributions to equal opportunity in the Bureau.

The 1988 Strategic Planning Awards were also presented at the Conference. FPC Big Spring, Texas, and FCI Oxford, Wisconsin, shared the Institution Strategic Planning Award and John J. Shook, Executive Assistant at FCI Ray Brook, New York, received the Individual Strategic Planning Award.

In addition, Wardens' Special Achievement Awards were presented to Al Turner, USMCFP Springfield, Missouri, and Tony Belaski, FCI Englewood, Colorado, for superior leadership and development in their respective institutions. Wardens' Public Service Awards were presented to George Wigen, MCC New York, New York; Bob Matthews, USP Leavenworth, Kansas; and John Clark, MCC Miami, Florida, for their leadership in civic and local activities in their communities.



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Industries, Education, and Training Division

The Industries, Education, and Training (IET) Division consists of two elements — Federal Prison Industries (trade name UNICOR) and Education — and is responsible for inmate industrial work, education, and training programs.

1989 Accomplishments

- Developed a detailed strategic plan covering all program components of the Division and initiated a reporting system to report monthly progress toward meeting the Division's goals.
- Implemented a new management model in Federal Prison Industries (UNICOR), replacing the matrix management of the past and placing operational control of factories at the institution level.
- Implemented an integrated annual business planning cycle for UNICOR, linking strategic goals to business objectives, sales forecasts, and financial and operational planning.
- Compiled total UNICOR sales for FY 1989 of \$373 million and factory earnings of \$42 million — new highs in both categories. To achieve this level of sales, UNICOR purchased \$298 million in raw materials and supplies from various private sector vendors (80 percent of sales).
- Raised the education requirement for assignment to the highest paying jobs in UNICOR, from eighth grade level literacy to a high school diploma (or equivalent), providing additional linkage between education and work programs. There were 10,500 literacy (ABE) completions during the year, up from 9,300 in 1988.
- Developed new, comprehensive, risk-based audit guidelines, which were used by the Program Review Division to begin auditing UNICOR field locations. A follow-up system was implemented to ensure appropriate and timely corrective action.
- Designed a Product Development Template to facilitate the thorough analysis of new product ideas and implement the intent of the Borrowing Authority Legislation. UNICOR Product Development Centers were reorganized and provided with new operating priorities to permit timely development of new product lines.
- Completed detailed work measurement analyses at 25 institutions, with completion of all sites scheduled for early 1990. These analyses permit factory managers to accurately determine the inmate workforce capacity available for each factory, providing the corporation with better planning tools for managing growth.
- Piloted a training program for new teachers that will now become the basis for annual training of all new teachers.
- Concluded, through a Task Force on English as a Second Language (ESL), a pilot at FCI Milan, Michigan, and established a standardized placement test for the Bureau.
- Piloted the National Issues Forum curriculum at FCI Milan, Michigan, with AIDS as the topic focus. This is a cooperative education program for inmates sponsored by the IET Education section and the Health Services Division.



- Worked with the Bicentennial Commission in a cooperative effort to raise consciousness of constitutional issues among the inmate population. A pilot effort is in the planning stages for FCI Morgantown, West Virginia.
- Developed, through recreation departments, linkages with newly appointed institution-based wellness coordinators, and expanded programs to include nutrition, physical and mental health, and overall wellness programs.
- Implemented the SENTRY-based education data system in 1989, which resulted in more reliable year-end data.

Federal Prison Industries Activities

Operating as a wholly-owned, nonappropriated, Federal Government corporation, Federal Prison Industries (trade name UNICOR) functions as an important component of the Federal Prison System. The mission of UNICOR is to employ and train inmates through the operation of and earnings from factories producing high-quality products and services for the Federal Government. UNICOR may sell its products and services only to Federal Government agencies. Federal Prison Industries has a Board of Directors appointed by the President to represent the interests of various segments of Government and the economy. The Board is composed of the following individuals, representing the indicated areas:

- | | |
|-----------------------------------|--|
| • Donald A. Schwartz,
Chairman | Representing Retailers and
Consumers |
| • Dr. William E. Morgan | Representing Agriculture |
| • Paul T. Shirley | Representing Industry |
| • Richard B. Abell | Representing the Attorney
General |
| • Robert Q. Millan | Representing the Secretary of
Defense |
| • Vacant | Representing Labor |

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- John Marshall Briley (Member Emeritus)
- J. Michael Quinlan Director, Bureau of Prisons (Ex Officio)

Inmate Employment

Inmate employment in UNICOR continues to be a critical factor in the successful management of prison overcrowding, as well as providing inmates with useful skills, work habits, and some income. Inmate employment remained relatively stable during the year, reflecting an emphasis upon reducing instances of overemployment in some factories. Average monthly UNICOR employment during calendar year 1989 was 13,370, which was 27 percent of the total inmate population and 39 percent of the inmates eligible for work.



UNICOR corporate earnings support inmate programs, funding (in FY 1989) \$11.35 million for inmate vocational training and inmate performance pay for those in nonindustrial programs. Additionally, the corporation provided preindustrial training for inmates to be employed in industries.

In 1989, the Bureau Executive Staff approved a plan for centralized coordination and development of all inmate work programs, industrial and nonindustrial, with education and vocational training programs within an integrated career planning context. This coordination should produce more nonindustrial inmate work program opportunities as well as allow the enrollment of more inmates for longer periods in various educational programs.

This effort is aimed at further reducing inmate idleness in the expanding population, while mitigating the pressures to accommodate the bulk of the inmate population growth in Federal Prison Industries. Another aim is to provide greater education and training opportunities to an inmate population in preparation for eventual return to an increasingly complex society.

Product Divisions

UNICOR's traditional means of expanding to meet Bureau population growth and reducing its impact on the private sector has been diversification of its products and services. UNICOR offers 250 different products for sale to the Federal Government.

In 1989, UNICOR management made the decision to split the Metal/Woods Product Division into two divisions, due to the diversity and complexity of the products manufactured. Other product divisions are Data/Graphics; Electronics, Optics and Plastics; and Textiles and Leathers.

Some examples of products and services UNICOR produces include: electronic cable assemblies, executive and systems furniture, metal pallet racks, stainless steel food service equipment, mattresses, towels, utility bags, brooms, brushes, data entry, signage, and printing. Product Development Centers ensure further diversification of product and service lines as the corporation grows.

During 1989, the Data/Graphics Division coordinated the implementation of a data entry service at FCI Marianna, Florida, for the U.S. Patent Office. This is a difficult task, requiring 100 percent accuracy. The Patent Office's contractor has praised the service the Marianna inmates are providing as the highest level of quality from any source of supply for this service.

The Textiles Division managed substantial savings on purchases of materials by changing the way leather materials are purchased — going to a yearly contract that is negotiated quarterly. This Division also closed out all unprofitable product lines, replacing them with profitable lines and actually increasing inmate employment overall.

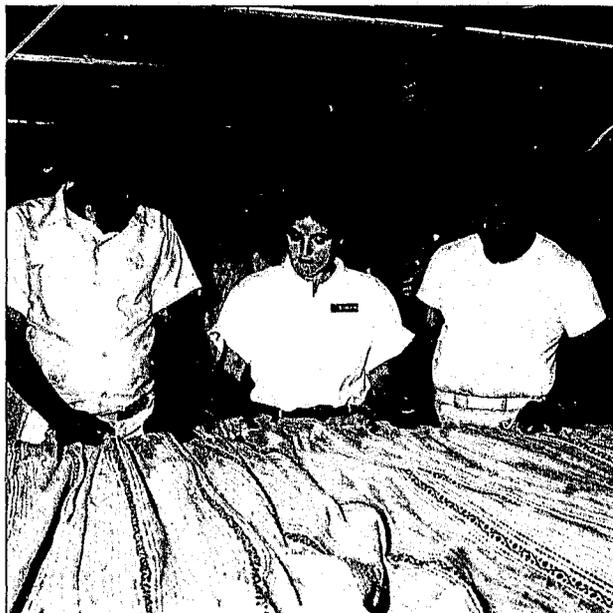
The Electronics Division had record sales during 1989 of \$125 million and also managed to reduce inventory costs during the year by \$10 million. This Division is currently piloting joint venture efforts through which UNICOR provides the labor to assemble component parts for private companies selling to the Federal Government.

The Metal/Woods Division opened three major furniture factories during 1989, at FCI's Marianna, Florida; Sheridan, Oregon; and McKean, Pennsylvania. FCI McKean is producing component parts such as panels and work stations for other UNICOR factories, including FPC Duluth, Minnesota, and USP Lewisburg, Pennsylvania. Formerly, UNICOR had to purchase these parts from the private sector. This effort will help UNICOR increase production of systems and modular furniture to meet the growing market demand in this area.

Diversification has been the primary means by which UNICOR avoids becoming unduly competitive with the private sector. Additionally, product guidelines are now established that ensure the public, in a very explicit process of announcements, notifications, and eventual hearings, that expansion of existing UNICOR product lines or plans for new product lines will not become unduly competitive burdens. In the first half of 1990, UNICOR plans to proceed through the guidelines process on several proposed product

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lines, in order to employ increased numbers of inmates in several new Federal institutions.



Functional Management

Functional management in the industrial setting embodies the concept of moving operational controls from a centralized location in the UNICOR Central Office divisions to decentralized control under the warden, just as any other institutional function.

Full implementation of functional management requires that wardens have the information necessary to oversee industrial operations at their factories, and that they understand the issues behind the information. During 1989, a "UNICOR Issues and Indicators" training program for wardens was developed, and all wardens were provided with the training at regional wardens conferences.

To implement the new functional management model approved in 1989, extensive efforts were made to make wardens and UNICOR institution managers full partners in the development of the corporation's Business/Operating Plan. Top corporate management officials visited every factory to facilitate agreement among headquarters and factory managers on production goals for 1990.

Implementation of functional management also requires that staff at all levels of the organization have policies and job skills necessary to ensure consistent and well-managed operations. A Management Control System (MCS) was designed during 1989, involving comprehensive policy and procedures covering all aspects of manufacturing planning and control. This system will be implemented by 1992 at all locations through an extensive training program for UNICOR staff. MCS integrates components such as production planning, customer planning, customer order entry and allocation, material planning and purchasing, job scheduling, and financial management into an efficient, "closed-loop" planning and manufacturing process widely used in private industry.

Implementation of these control procedures will be coordinated with the phased-in installation of computer hardware and MCS-compatible software programs to assist staff in making the calculations involved in some phases of the system. The MCS and the supporting automated information system (UNICOR Support System) will link factories and headquarters, providing institution managers with the tools necessary to manage their factories, and providing headquarters managers with the tools to monitor factory performance and determine where technical assistance and support are needed.

Procurement Preference

Industrial operations are critical to the safe, orderly, and secure operation of Federal prisons, and UNICOR's preferred source status in the Federal Acquisition Regulations is required to maintain this program emphasis and ensure enough work to avoid inmate idleness. This preferred status acts as an offset to the stigma of prison-made goods, the cost of operating within a prison environment, and the training of unskilled inmates.

If it is to continue its traditional role of providing inmate employment levels adequate to support Bureau management of the inmate population, while marketing only to the Federal Government, UNICOR will have to become an increasing presence in the Federal marketplace. Presently, UNICOR sales represent only a fraction of 1 percent of the overall Federal market. However, continued expansion of UNICOR's industrial programs has resulted in some negative reactions from elements of the private sector, and those concerns have been raised to the Congressional level. During 1989, legislation was introduced, but not passed, that would have removed the special procurement status that ensures adequate inmate employment levels in the Federal Prison System.

Because UNICOR is committed to ensuring that in a time of inmate population growth its operations do not inappropriately infringe on private-sector interests, alternative marketing approaches may have to be considered. As a result, the corporation is examining various market options that would ensure needed growth and continue to take private sector concerns into consideration. Some of these options include forming partnerships with private sector companies rather than competing with them. An "Issues in Corrections Forum" to discuss both traditional and nontraditional market options was held in December 1989, with representatives from the private sector, Congress, and other interested parties participating.

Privatization

Privatization of government functions is a concept that has spread to corrections in the last decade. While the Bureau is using private correctional resources on a limited basis for selected subpopulations, there are other avenues for private sector involvement in prison operations, and prison industries is one such area.

To begin to explore possible private sector linkages, UNICOR is about to open its first factory under a

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management services contract. The data entry factory at FCI Fairton, New Jersey, will be operated by a private concern. Through this contract, UNICOR hopes to not only develop a new method of partnership with the private sector, but also teach inmates how the private sector data entry industry manages and operates its factories.

Other private sector partnerships are also being planned, not only in production subcontracting and management services contracts, but in marketing. This is an area in which UNICOR must concentrate, given the dual pressures of expanding to support the Bureau while reducing its impact on the private sector.

Education, Training, and Recreation Activities

Education

The Education section of the Division is responsible for providing a wide range of educational opportunities, vocational training, leisure programs, and recreational services to offenders. The Bureau continues to offer inmates opportunities to improve their academic skills in programs ranging from literacy to postsecondary education, to acquire marketable skills in vocational training programs, and to make good use of leisure time through recreation programs. Over 200 separate occupational programs are offered, covering 40 different skill areas. Fifty postsecondary technical institutes, junior and community colleges, and four-year colleges in 23 States provide courses to 2,000 Federal inmates annually. Because of the exploding Federal prison population, the need for structured education and recreation activities is becoming increasingly important from a management and security perspective. This necessitates finding alternatives to standard programming.

Education and Training Completions

The Bureau's inmate program completion data demonstrate that education departments throughout the system are keeping pace with the population growth, as numbers of completions surpass last year by 10,000:

Program	1988	1989
ABE	9,287	10,546
GED	2,608	3,100
ESL	1,141	1,781
Continuing Education	11,916	14,984
Postsecondary Education	8,165	7,356
Occupational Training	9,972	11,016

Mandatory Literacy Program

The Bureau recognizes that an increased demand for well-trained employees in the marketplace has meant that the criteria for literacy standards have increased in the free world. The Bureau program now requires that all inmates performing below the eighth grade level enroll in an Adult Basic Education (ABE) class for at least 90 days, with promotions to institution and UNICOR jobs above the entry level contingent upon meeting the eighth-grade literacy standard.

Computer-assisted instruction for academic programs has also aided in the success of the mandatory literacy program. Inmates enjoy the one-to-one feedback and the immediate

reinforcement they receive working with computers. Twenty-six Federal prisons now have integrated computer-assisted instruction systems provided by a private vendor.



High School Program

Approximately 45 percent of Federal prisoners lack a high school diploma when admitted to the Federal prison system. All Federal prisoners are now required to have a verified high school diploma or GED certificate to be promoted to the top-paying UNICOR jobs. Financial gain and other incentives have proved to be strong motivators for the inmate population.

Based on a task force recommendation, the CASAS, a test developed for the Bureau by the Comprehensive Adult Student Assessment System, will become the standard for placement into and exit from all levels of ESL. This program is for those inmates whose language is not English and who cannot function in an English-speaking environment.

The ESL program will be divided in two separate components: English-as-a-Second-Language and Advanced English-as-a-Second-Language. Both components will teach survival skills such as completing forms and handling intensive oral situations. In the future, the task force will address issues related to achievement and diagnostic tests, an ESL standardized curriculum, and the possibility of a mandatory ESL program.

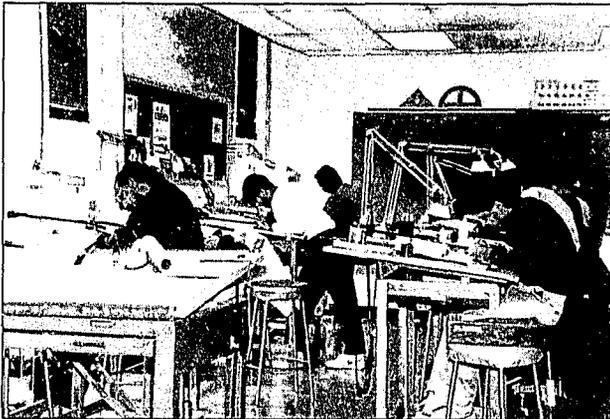
Postsecondary Programs

Education program options extend to postsecondary instruction, continuing education, and general-interest classes ranging from music appreciation to foreign languages. Of particular interest to inmates has been the first National Issues Forum for inmates held at a Bureau institution. This pilot program was a cooperative effort of Education and Health Services and focused on the topic of AIDS.

Occupational Training

A major effort is underway in all institutions to integrate academic skills with vocational training tasks. To reinforce literacy and writing skills, the vocational training curriculum has been modified; students practice academic skills in an occupational environment. Additional efforts have been made to provide the institution job details with skilled workers trained in education, as a form of hands-on training.

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Inmates with an interest and need may enroll in specific occupational training programs and courses offered by the local education department. Selection is partially based on labor market demands throughout the geographical area served by the institution, as well as the release destination of the institution's inmates.

Recreation and Leisure Activities

Institutional recreation programs are coordinated by the education department. Leisure activities and recreation programs provide stress release for the incarcerated population. An increased number of structured wellness programs for inmates are provided in conjunction with the medical and unit management departments. Recreation activities include traditional indoor and outdoor sports, as well as less physical activities. Education departments also provide support programs such as leisure and law libraries, admission and orientation lectures, prerelease programs, and a variety of social education classes.

Other Division Activities and Programs

The strategic plan in the Division includes the following initiatives for 1990:

- Continuing to communicate the new philosophy for UNICOR, based on responsiveness, problem-solving, and communication.
- Developing policies and procedures for all aspects of manufacturing planning and control and implementation of the Management Control System at 10 institutions.
- Implementing the Management Control System's planning component to ensure that all UNICOR locations are "working to the plan," i.e., complying with the agreed-upon production plan.
- Implementing a Customer Service Program and establishing a Customer Service Group to ensure that customers' expectations are met and that all UNICOR staff are sensitized to the customer's role in the corporation.
- Developing a comprehensive factory activation plan, including a system for tracking progress and a procedure for evaluating the success of each factory opening.
- Examining ways for reducing overhead to enable UNICOR prices to be competitive.
- Establishing a "profit-sharing" mechanism for institutions to provide incentives for meeting production goals and enhance the objectives of functional management.
- Developing a comprehensive employee development plan for UNICOR staff at all levels.
- Applying new product guidelines to ensure that all new or revised product ideas are adequately reviewed.
- Developing marketing strategies that will ensure adequate growth for the corporation, including full implementation of local marketing and direct sales efforts whereby institution managers assist in opening up and maintaining markets in the local Federal sector.
- Exploring nontraditional marketing options such as subcontracting with prime Government contractors.
- Implementing the non-industrial work alternatives program to reduce the growth demands on UNICOR.
- Developing new options and the expansion of the existing programs to motivate inmates toward full participation in all programs; 97 new positions were recently approved for career counselors, teachers, and recreation staff.
- Linking inmate career counseling, education, training, and work into a continuous and coordinated prison career plan.
- Expanding and extending leisure and recreation activities to meet both institution and inmate needs.
- Supporting the program institution concept, so that selected institutions may provide enhanced programming opportunities for inmates identified as good risks.
- Exploring the possibility of using newly created community correction oversight positions to increase the linkage between pre- and postrelease, to improve vocational effectiveness, and to provide information to potential employers about attitudes of ex-offenders.
- Continuing the integration of vocational training experiences with academic learning to make the latter more relevant.
- Expanding interaction with community-based services and volunteers to increase programs available to inmates, as well as keep abreast of the state-of-the-art knowledge in education.
- Intensifying career development efforts for teachers, assistant supervisors of education, and recreation personnel.
- Expanding use of data to manage programs and support budget requests and allocations of funds by refining SENTRY tracking data as well as the annual report and annual plans.
- Expanding the National Issues Forum for inmates to other institutions, to expand existing education offerings with programs in which flexible, high-interest public issues are discussed.
- Extending integrated computer-assisted instruction systems to 10 additional institutions during the year.

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Program Review Division

The Program Review Division is responsible for assessing and evaluating all Bureau operations and internal review activities. This entails conducting reviews of Bureau programs and operations at agency headquarters, regional offices, and field facilities, as well as monitoring reviews of the same entities conducted by Bureau personnel outside the Program Review Division. This Division collects and integrates information and data generated during program reviews with other information sources to assist Bureau management. The Division also is responsible for internal control functions that ensure the validity of Bureau program reviews and measurement tools, and it administers the inmate grievance procedure.

1989 Accomplishments

- Established a strategy to centralize the review process for all program areas. Initiated steps to centralize the reviews of Health Services, Correctional Services, and community corrections. This centralization will enable the Division to conduct objective, consistent appraisals of operation functions and will free regional office staff, who previously conducted reviews, to provide necessary technical assistance to institution staff. The consistent collection of information will provide a credible database on which management decisions can be made. In addition, a new system of review was established, the Institution Character Profile, resulting from an onsite visit to each institution by regional and Central Office staff, which assesses the quality of life in each institution and is intended to complement the Prison Social Climate Survey conducted by questionnaire. These Profiles add an essential dimension to the assessment of institution functions.
- Executed a major effort to better train staff on the management assessment and review process. Significant improvement has occurred in the training of all review staff and those administrators responsible for overseeing the systems of internal controls. New initiatives were begun that better prepare field staff for assessing their areas of responsibility to guard against waste, fraud, and abuse.
- Established a process to integrate information from program reviews with information from Key Indicators, Climate Surveys, institution character profiles, and other sources; these continuing efforts were initiated to make the information as useful to as many management levels as possible. Program Review reports were revised to increase their value to users. The formats for reports and trend papers used to disseminate information derived from reviews were improved to allow easier and wider use.
- Reorganized the Division's internal control activities in order to enhance the Bureau's ability to prevent and detect fraud, waste, and abuse. This task is accomplished by monitoring the internal review functions as well as working closely with the General Accounting Office (GAO) and DOJ's Office of Inspector General to ensure that the systems of control are sound. A system of oversight was established to provide quality assurance to

all program review activities to ensure that the assessments are relevant, thorough, and exact. Greater attention was directed to the management assessment process, where individual specialists were assigned to work with specific program areas.

- Reshaped the limited compliance review process, and issued a schedule for such reviews through FY 1990. The emphasis has been toward making the process a vital part of ongoing management activities throughout the Bureau by linking it closely with the strategic planning process.
- Continued to refine the Institutional Climate Survey process, which involves a questionnaire-based assessment of the staff's perception of the quality of relationships and working environment in each institution and the staff's individual psychological and physical well-being. The final survey report is an enumerative summary that profiles staff responses to questions from the following categories: personal safety and security, quality of life, personal well-being, and work environment.
- Revised the Bureau policy on program reviews to more accurately reflect Division responsibilities and clearly inform field locations regarding that function. Developed a more sophisticated data system for categorizing and recording review results; improved the formats for reports and trend papers used to disseminate information derived from reviews, to provide for easier and wider use.
- Further enhanced the efficiency of the inmate grievance procedure to ensure that inmates and staff view it as a viable complaint resolution mechanism.
- Doubled the number of subject matters to which the centralized review process applied, and expanded and adapted reviewer training; updated the Bureau training programs for examiners to ensure that high-quality, well-trained staff are involved in the examining process.

Other Division Activities and Programs

Enhanced Information Utilization

The Division is working to increase the accessibility and usefulness of information provided to Bureau managers. Division staff will assist in operationalizing the Key Indicators system and in making available to managers all useful information derived from the various internal and external systems of review and assessment, so that administrators will be better able to make informed decisions. Also, the automated system for collecting and retrieving division information is being greatly remodeled and enhanced, with a primary goal of information integration and synthesis.

Material Weaknesses

The Management Control Audit Process used by the Department of Justice serves to identify material weaknesses in agency and Bureau operations within the Department and leads to corrective action. The Bureau identified under this program three material weaknesses in its operations.

- Overcrowding. Overcrowding was identified in 1985 as a critical issue. This has been a continuing issue, primarily due to the large number of newly sentenced offenders

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entering the Federal Prison System in recent years and the lengthier sentences being imposed. Despite a major program that has already increased available bedspace by over 35 percent since 1980 through renovation or new construction, the Bureau is continuing a major expansion effort that will provide sufficient bedspace to eliminate overcrowding. This expansion program is expected to conclude in 1995, at which time overcrowding should be reduced to 130 percent of capacity, and will no longer constitute a material weakness.

- **Staffing.** This was identified as a material weakness in 1987. The Bureau's expected near-doubling in size, coupled with changes in our Nation's demographics and workplace conditions, has created concerns regarding the problem of meeting future staffing needs. Specifically, a shrinking American workforce and a Federal pay scale that is increasingly uncompetitive with both the private and other public sector agencies are factors that complicate Bureau recruitment and retention efforts. These concerns are particularly acute in hiring and retaining healthcare and other specialty staff, retaining staff in high cost-of-living areas, and developing of managerial talent. To address this problem, the Bureau has created a new Division that has as its sole mission developing programs and services to meet these human resource needs. Enhanced recruiting measures and efforts to adjust Federal law enforcement pay scales are only two of the steps taken thus far to develop programs that will meet and sustain the Bureau's staffing levels in the next decade. Planned action in this area should remove staffing demands as a material weakness by the end of FY 1991.
- **Health and Safety Code Compliance.** Complying with all applicable health and safety codes has become a greater

task with the passage of time, and this area was identified as a material weakness in 1987. This is, in part, because of the growth in the number of Bureau institutions and the levels of overcrowding experienced in most facilities, but also because more stringent health and safety requirements now cover a wide variety of topics, ranging from fire safety standards to disposal of hazardous wastes. The Bureau has committed itself to a five-year plan that addresses all applicable health and safety concerns over that period. By the end of FY 1991, sufficient progress will have been made to eliminate this factor as a material weakness in agency operations.

The Bureau has commenced a massive construction and site acquisition program to address the first concern, added a Human Resources Management Division to deal with staffing needs resulting from this growth, and is identifying specific conditions and corrective steps necessary to remedy the health and safety issues involved in the third area.

Informational Initiatives

As an ongoing effort, the Division intends to continue educating staff regarding the Division, its responsibilities, and its activities. This is necessary because of the Division's relatively recent activation and because the review process is not always viewed as the vital and useful tool it can become. A working knowledge of the Division and its functions will be achieved by issuing videotapes to regional offices and field facilities, by publishing a Division newsletter, and by continuing to improve the quality of staff training in all components of the management assessment and control process. Training initiatives include a cross-development course and formal, ongoing classes in strategic management, Key Indicators, and the institution character profile for staff at all levels.

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National Institute of Corrections

The National Institute of Corrections (NIC) is a national center for assistance to State and local correctional agencies throughout the country. The Institute provides direct service and funding to support State and local agencies' efforts to improve their management, operations, services, and programs. The Institute's program is carried out through five activities authorized by its enabling legislation, Public Law 93-415: training, technical assistance, research and evaluation, policy and program formulation and implementation, and operation of a clearinghouse.

The Institute has three program divisions — Prisons, Jails, and Community Corrections — that oversee programs and services for State and local agencies in each area. Two service divisions — the National Academy of Corrections and the NIC Information Center (the latter is a contractor-operated function) — serve practitioners from all areas of corrections. The Jails Division, Academy, and Information Center are located in Boulder, Colorado, while the administrative offices of the Institute and the Prisons and Community Corrections divisions are located in Washington, DC.

A 16-member Advisory Board appointed by the U.S. Attorney General provides policy direction and guidance to the National Institute of Corrections. The Board is composed of the following individuals:

- John E. Clark, Attorney-at-Law, San Antonio, Texas - Chairman
- Richard Abell, Assistant Attorney General, Office of Justice Programs, Washington, DC (Ex Officio)
- Honorable Benjamin F. Baer, Chairman, U.S. Parole Commission, Bethesda, Maryland (Ex Officio)
- Norman A. Carlson, Senior Fellow, University of Minnesota, Stillwater, Minnesota
- Terrence Donahue, Acting Administrator, Office of Juvenile Justice and Delinquency Prevention, Washington, DC (Ex Officio)
- John F. Duffy, Sheriff, San Diego, California
- Newman Flanagan, Suffolk County District Attorney, Boston, Massachusetts
- Judge John C. Godbold, Director, Federal Judicial Center, Washington, DC (Ex Officio)
- Reuben M. Greenberg, Chief of Police, Charleston, South Carolina
- Norval Morris, Professor, University of Chicago Law School, Chicago, Illinois
- Sheila Gall, Assistant Secretary for Development, Department of Health and Human Services, Washington, DC (Ex Officio)
- J. Michael Quinlan, Director, Federal Bureau of Prisons, Washington, DC (Ex Officio)
- Ralph Rossum, Dean of the Faculty, Claremont McKenna College, Claremont, California
- James Rowland, Director, Department of Corrections, Sacramento, California

- Samuel Saxton, Director, Prince George's County Correctional Center, Upper Marlboro, Maryland
- Larry W. Stirling, San Diego Municipal Court, San Diego, California

1989 Accomplishments

- The National Institute of Corrections provided training for more than 2,500 corrections professionals, primarily State and local, at its Academy in Boulder, Colorado. Also, the Institute and the Bureau initiated joint planning efforts for the delivery of management training.
- Technical assistance was provided to State and local agencies in 49 States, the District of Columbia, and Puerto Rico, in response to more than 600 requests. Almost half of these efforts assisted local jurisdictions in specific areas of jail planning, design, management, operation, and training.
- The NIC Information Center responded to more than 10,000 requests for information from correctional practitioners, State and local policymakers, and others.
- The Institute awarded 46 grants to State and local agencies, organizations, and individuals in 23 States and the District of Columbia, to undertake projects to advance correctional operations or to conduct projects of national scope.
- The National Institute of Corrections was selected as the recipient of the National Criminal Justice Association's 1989 Criminal Justice Service Award. The Institute was recognized for "responding knowledgeably and expeditiously to requests from states for assistance and diligence in developing approaches to address correctional issues that take into account both policy and practical considerations."
- The process to relocate the NIC National Academy of Corrections, Jails Division, and Information Center to Louisville, Kentucky, was formally terminated on September 30, 1989. The Shelby Campus of the University of Louisville had been selected as the site for the Academy and other offices after a nationwide search for a permanent location. The NIC Advisory Board elected to formally terminate the relocation project when it became clear that budget constraints prohibited appropriation of funding for construction and operation of the Academy.
- The Institute hosted an initial organization and planning meeting for the Task Force on Correctional Substance Abuse Strategies in Washington, DC, in September 1989. The Task Force is a joint effort of the NIC and the Bureau of Justice Assistance (BJA) to better clarify and coordinate the work of Federal agencies in the area of substance abuse treatment and control in corrections. The Task Force will define current needs and future directions in this area for both NIC and BJA.

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Other Institute Activities and Programs

Publications

The Institute published eight new topical reports on various aspects of corrections for use by the field. Developed as the result of studies and technical assistance activities conducted by NIC, these publications included:

Current Issues in Parole Decisionmaking: Understanding the Past; Shaping the Future.

Economic Sanctions in Community Corrections.

Legal Issues and the Mentally Disordered Prisoner.

Programming for Mentally Retarded and Learning Disabled Inmates.

An Administrator's Overview: Questions and Answers on Treating the Incarcerated Male Sex Offender.

Management of Crowded Prisons.

Maximum Security Disruptive Inmate Management Guide.

Correctional Education: A State-of-the-Art Analysis.

In addition to these publications, the National Sheriffs' Association published a comprehensive curriculum, *First/Second Line Jail Supervisors Training Manual*, which was developed through Institute funding.

Jail Planning, Design, and Construction Assistance

The NIC Jails Division devotes a large part of its resources to assisting individual local jurisdictions in understanding and implementing the necessary steps to plan, design, and construct facilities to meet their local detention needs. In one program — which provides ongoing assistance to counties from the planning stage, through the design and construction stages, up to the transition to the new facility — the Jails Division assisted 50 local jurisdictions during 1989. A \$60,000 cooperative agreement award was made to obtain an evaluation of this ongoing Planning of New Institutions program; the results of the evaluation will lead to any indicated changes in specific segments of the program or in the overall delivery strategy. The Jails Division also continued to serve as a source of assistance and information for local jurisdictions that expressed interest in adopting the podular/direct supervision concept of jail architecture and inmate management, providing such assistance onsite to more than 25 jurisdictions during the year.

Large Jails

The Jails Division has identified nearly 70 jurisdictions with average daily jail populations in excess of 1,000 inmates. These metropolitan and urban counties also have the most crowded jails, operating at about 130 percent of their rated capacity on average. In order to assist them, the Jails Division developed a *Large Jail Network Bulletin* and will be conducting regional sessions for peer training and information exchange.

Objective Jail Classification

The Institute completed a multiyear \$300,000 cooperative agreement to develop model objective jail classification systems for small, medium, and large jails. It is now

initiating a multiphased targeted technical assistance effort for jails interested in adopting an objective classification model for management of inmates and assistance in making programming decisions.

Correctional Competency Profiles

The NIC Academy is using a systematic process to analyze key correctional positions for which it provides training. During 1989, the Academy developed competency profiles for the positions of warden/superintendent, community corrections administrator, jail administrator, institutional department head, and correctional trainer. The competency profile identifies the duties and tasks performed in an occupation. The profile also lists necessary worker traits and attitudes; general skills and knowledge; and the tools, supplies, equipment, and materials the worker uses. The profile can be used as a basis for performance appraisals, job descriptions, or curriculum development. Using the wardens' profile, which was nationally validated by persons in that position, the Academy in 1989 initiated the development of a training package for wardens. When completed, the wardens' training package will include an assessment tool to evaluate individual training needs and a 21-day training program with individual topical modules. Additional training packages will be developed from other correctional profiles.

Female Offenders

Many jurisdictions are faced with special concerns in dealing with the unique female offender population, which has increased steadily over the last five years. In an effort to provide the field with pertinent and updated information, the Institute awarded two \$100,000 grants focusing on female offenders. The grants are in the areas of female offender classification and female offender programming, with both projects to be completed within 18 months. In addition, the NIC Prisons Division funded four technical assistance efforts that dealt specifically with female offender issues; the issues ranged from alternative programming for pregnant offenders to site selection for female institutions. Special funding was also designated for a study on construction of women's institutions.

NASA Technology in Corrections

The Institute and the National Aeronautics and Space Administration (NASA) embarked on a joint effort to study aerospace technology that could be applied to corrections. This two-year project began in May 1989, in response to the needs of prison officials responsible for maintaining a secure, safe, and humane environment in increasingly overcrowded prisons and jails. The first phase of the project entails identifying and prioritizing the problems that might be addressed through aerospace technology. A series of meetings began at NASA research centers across the country, bringing together correctional officials and top NASA engineers and scientists to discuss correctional problems and aerospace technologies. By mid-1990, the specific technologies to be developed for corrections will be identified and the tailoring of these technologies will begin.

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Elderly Offenders

As the length of prison sentences and the percentage of older Americans continue to increase simultaneously, prison systems are incarcerating ever-larger numbers of older offenders. Florida, for example, predicts that by the year 2000, its prison system will experience a 129 percent increase in elderly inmates. To begin addressing the problems of increasing numbers of elderly inmates in correctional institutions, the Prisons Division convened an initial meeting of national representatives to identify issues and make recommendations. The Division will continue this effort by funding some of the group's project recommendations in the next fiscal year.

Sex Offender Treatment

In response to continued requests from the field for technical assistance in developing sex offender treatment programs, the Institute piloted a train-the-trainer seminar that used curriculum and audiovisual aids developed through two separate NIC cooperative agreement awards. During 1990, the Institute will provide two additional seminars in which participating State teams will obtain the curriculum and audiovisual aids, and will be trained to use them to train other professionals working with sex offenders in their respective States. In addition, the Institute will publish in 1990 "A Practitioner's Guide to Treating the Incarcerated Male Sex Offender."

Offenders with Mental Retardation

The Institute entered into an interagency agreement with the President's Committee on Mental Retardation (PCMR) to partially fund a Presidential Forum on "Offenders with Mental Retardation and the Criminal Justice System," held in Washington, DC, in September 1989. A report to the President is being developed as a result of the forum and will contain recommendations on how the criminal justice system can be more responsive to the special needs of the mentally retarded. A second interagency agreement with the PCMR will allow collaboration in planning and developing a guidelines manual on the subject of correctional industry programs for offenders with mental retardation.

Intermediate Sanctions

The concept of intermediate sanctions responds to important emerging issues in the Bureau and the corrections community as a whole. The idea that not every convicted offender should go to a traditional prison has been circumscribed until recent years by the fact that probation has been the only other option available to sentencing authorities. However, the Bureau recognizes that the courts need additional, more flexible options in sentencing offenders who need supervision beyond that available on probation, but do not present a risk to the community that would require imprisonment. In addition, community

programs for non-dangerous offenders provide a cost-effective alternative to costly prison construction. The Bureau's adoption of intermediate sanctions grew out of this frame of reference.

In 1989, the Institute began a two-year project to improve and expand the use of intermediate sanctions in 12 large cities and counties in the United States. The term "intermediate sanctions" refers to a range of penalties and programs for offenders that do not involve total confinement. The State Justice Institute (SJI) joined with NIC in designing, funding, and managing this project. (SJI is a private nonprofit corporation established by Congress to improve the administration and quality of justice in State courts.) As a kickoff for the project, a major symposium on intermediate sanctions was held for teams of judges, corrections practitioners, prosecutors, law enforcement chiefs, defense attorneys, legislators, and other key leaders involved in the sentencing process from the 12 jurisdictions. In the second phase, the project will provide follow-up technical assistance to the teams in carrying out strategies they have chosen to improve intermediate sanctions in their jurisdictions.

Survey of Residential Community Corrections Programs

Last year the Institute began the first national survey of all public and private residential community corrections facilities in the United States. This effort identified nearly 700 facilities. In 1990, the Institute will publish a national resource directory listing each program, its organizational affiliation, services offered, and source and types of referrals. A final report summarizing general findings from the survey will assist policymakers and program operators in making more informed decisions about the use of residential programs.

"Research in Corrections" Monograph Series

The Institute continued a *Research in Corrections* monograph series to improve the dialogue between researchers and practitioners on significant corrections topics. Development of the series is funded jointly with the Robert J. Kutak Foundation. Each monograph includes a summary of research in a particular area by a leading researcher. It also includes articles by two or more practitioners addressing significant policy and operational issues raised by the research. The monographs published in 1989, the second year of the series, were: *The Cost of Corrections: In Search of the Bottom Line* and *The Effectiveness of the "New" Intensive Supervision Programs*. The next research topics will be female criminality and correctional officer stress.

Assistance for Parole Decisionmaking

For a second year, the Institute provided assistance to State paroling authorities in developing and implementing explicit policies guiding individual release and revocation decisions.

STATE OF THE BUREAU OF PRISONS

Rather than relying on a single model, the assistance tailors policies to each state's individual needs. States receiving assistance in 1989 were Massachusetts, South Carolina, Tennessee, Virginia, and New York.

Urban Probation Executives' Network

The Institute began supporting networking of chief executives from 13 of the largest city/county probation departments in the country. Combined, the agencies' annual budgets exceed \$400 million; they supervise more than

380,000 offenders. Network members, almost all relatively new to their agencies, are interested in learning what their peers are doing on key business issues (e.g., officer safety, use of weapons by probation officers, and strategies for supervising/monitoring drug distributors). The NIC Community Corrections Division brings these people together for quarterly working sessions and helps identify resources for dealing with the issues explored by the group.

STATE OF THE BUREAU OF PRISONS

Appendix A

Executive Staff Telephone Listings

Director, J. Michael Quinlan	202-724-3250
Chief of Staff, Thomas Kane	202-724-3250
Chief, Office of Research, Gerald Gaes	202-724-3118
Chief, Office of Strategic Planning, Roger Rose	202-724-6364
Chief, Office of Internal Affairs, Al Kanahale	202-724-3286
Chief, Office of Public Affairs, James Jones	202-724-3198
Public Information, Greg Bogdan	202-724-3198
Communications, Richard Phillips	202-724-3198
Congressional Liaison, John Pendleton	202-724-3198
General Counsel, Wallace H. Cheney	202-724-3062
Deputy General Counsel, Bill Burlington	202-724-3062

Administration Division

(Financial Mgmt., Facilities, Inmate Systems Mgmt., Info. Systems, Budget, Planning & Mgmt. Analy., Technology Assess.)

Assistant Director, Wade Houk	202-724-3123
Senior Deputy Assistant Director, Joseph Bogan	202-724-3230
Deputy Assistant Director, Bob Newport	202-724-3230

Correctional Programs Division

(Correctional Services, Correctional Programs, Psychology, Chaplaincy, Community Programs)

Assistant Director, Gilbert L. Ingram	202-724-3226
Senior Deputy Assistant Director, Jim Meko	202-724-3226
Deputy Assistant Director, Bill Toney	202-724-3226

Health Services Division

(Health Care, Food & Farm Services, Environmental Health & Safety, Inmate Accident Compensation)

Assistant Director, Dr. Kenneth P. Moritsugu	202-724-3055
Senior Deputy Assistant Director, Jesse James	202-724-3055
Senior Deputy Assistant Director, Ron Waldron	202-724-3055

Human Resource Management Division

(Labor Mgmt., EEO, Pay & Position Mgmt., Program Devel. & Analysis, Recruitment, Staff Training, Examining & Staffing)

Assistant Director, Doug Lansing	202-724-3145
Senior Deputy Assistant Director, Roger Scott	202-724-3082
Deputy Assistant Director, David Helman	202-724-3082

Industries, Education And Vocational Training

(Industrial Programs, Inmate Education & Training)

Assistant Director, Richard Seiter	202-783-5700
Senior Deputy Assistant Director, Jim Swinson	202-783-5700
Deputy Assistant Director, Glen Pommerening	202-783-5700
Deputy Assistant Director, Joe Crabtree	202-783-5700
UNICOR General Counsel, Ira Kirschbaum	202-783-5700

Program Review Division

(Program Review, Internal Controls, Administrative Remedy, Program Analysis)

Assistant Director, Kathy Hawk	202-724-7033
Deputy Assistant Director, Chris Erlewine	202-724-7033

National Institute Of Corrections

(Tech. Assistance, Grants, Natl. Academy of Corrections, Jails, Prisons, & Community Corrections Divisions, Information Center)

Director, M. Wayne Huggins	202-724-3106
Deputy Director, Larry Solomon	202-724-3106

STATE OF THE BUREAU OF PRISONS

Regional Directors

George Wilkinson, Northeast Region, Philadelphia, PA	215-597-6314
Deputy Regional Director, James Greco	
Jerry Williford, Southeast Region, Atlanta, GA	404-624-5221
Deputy Regional Director, Keith Olson	
Larry DuBois, North Central Region, Kansas City, MO	816-891-7007
Deputy Regional Director, Sam Calbone	
Charles Turnbo, South Central Region, Dallas, TX	214-767-9700
Deputy Regional Director, Keith Hall	
Calvin Edwards, Western Region, Belmont, CA	415-595-8160
Deputy Regional Director, John D. Caulfield	

STATE OF THE BUREAU OF PRISONS

Appendix B

Institutional Listings

Northeast Regional Office	597-6314	215/597-6314	Regional Director	George Wilkinson
U.S. Customs House, 7th Floor, 2nd & Chestnut Street Philadelphia, PA 19106				
FCI Alderson, Glen Ray Road, Alderson, WV 24910		924-3000	304/445-2901	Warden Raymond Andrews
FPC Allenwood, Montgomery, PA 17752		592-1209	717/547-1641	Warden Joe Class
FCI Danbury, Route 37, Danbury, CT 06810-3099		642-9441	203/743-6471	Warden John Sullivan
FCI Fairton, PO Box 280, Fairton, NJ 08332		No FTS	609/453-1177	Warden Mike Cooksey
USP Lewisburg, RD #5, William Penn Road, Lewisburg, PA 17837		591-3800	717/523-1251	Warden Pat Keohane
FCI Loretto, PO Box 1000, Loretto, PA 15940		592-0000	814/472-4140	Warden George Ellen Hurst
FCI McKean, PO Box 5000, Bradford, PA 16738		No FTS	814/362-8900	Warden Dennis Luther
FCI Morgantown, Greenbag Road, Morgantown, WV 26505		923-4556	304/296-4416	Warden Larry Cox
MCC New York, 150 Park Row, New York, NY 10007-1779		662-9130	212/791-9130	Warden George Wigen
FCI Otisville, PO Box 699, Otisville, NY 10963		887-1055	914/386-5855	Warden Greg Hershberger
FCI Petersburg, VA 23804-1000		920-3230	804/733-7881	Warden Pat Whalen
FCI Ray Brook, PO Box 300, Ray Brook, NY 12977-0300		561-3075	518/891-5400	Warden William Perrill
Southeast Regional Office	248-1221	404/624-5221	Regional Director	Jerry Williford
FCI Ashland, Route 716, Ashland, KY 41101		358-8011	606/928-6414	Warden Bill Story
USP Atlanta, 601 McDonough Boulevard SE, Atlanta, GA 30315		251-0100	404/622-6241	Warden Robert Matthews
FCI Butner, Old Highway 75, Butner, NC 27509-1000		629-8011	919/575-4541	Warden John Hadden
FPC Eglin, Eglin AFB, FL 32542-7606		534-9100	904/882-8522	Warden Willie Scott
FCI Lexington, Lexington, KY 40511-8799		355-7000	606/255-6812	Warden Patrick R. Kane
FPC Homestead, Homestead AFB, FL 33039-5000		No FTS	305/258-6546	Supt. Willie Thompson
FCI Jesup, Jesup, GA		No FTS	912/427-0870	Warden R.E. Honsted
FCI Marianna, 100 FCI Road, Marianna, FL 32446		No FTS	904/526-2313	Warden F.P. "Sam" Samples
FPC Maxwell AFB, Montgomery, AL 36112		No FTS	205/834-3681	Warden Wayne Seifert
FCI Memphis, 1101 John A. Denie Road, Memphis, TN 38134-7690		228-8200	901/372-2269	Warden Jeff Clark
MCC Miami FL, 15801 S.W. 137th Avenue, Miami, FL 33177		822-1100	305/253-4400	Warden Steve Pontesso
FPC Millington, 6696 Navy Road, Millington, TN 38053		No FTS	901/872-2277	Supt. John E. Hahn
FPC Pensacola, Pensacola, FL 32506		No FTS	904/457-1911	Supt. Joseph Petrovsky
FPC Seymour Johnson, Seymour Johnson AFB, NC		No FTS	919/734-8913	Supt. Ward Miller
FCI Talladega, 902 Renfroe Road, Talladega, AL 35160		534-1011	205/362-0410	Warden Donald Southerland
FCI Tallahassee, 501 Capitol Circle NE, Tallahassee, FL 32301-3400		965-7543	904/878-2173	Warden J.D. Lamer
FPC Tyndall, PO Box 40150, Tyndall AFB, FL 32403-0150		No FTS	904/283-3838	Supt. Bill Willingham
North Central Regional Office	752-1301	816/891-7007	Regional Director	Larry DuBois
10920 Ambassador Drive Suite 200 Air World Center Kansas City, MO 64153				
MCC Chicago, 71 W. Van Buren Street, Chicago, IL 60605		322-7500	312/322-7500	Warden Mark Henry
FPC Duluth, PO Box 1000, Duluth, MN 55814		787-0011	218/722-8634	Warden Gary Gasele
USP Leavenworth, 1300 Metropolitan, Leavenworth, KS 66048		758-1000	913/682-8700	Warden Gary Henman
USP Marion, Rt. 5, PO Box 2000, Marion, IL 62959		277-5400	618/964-1441	Warden John Clark
FCI Milan, PO Box 9999, Arkona Road Milan, MI 48160		378-0011	313/439-1511	Warden John Gluch
FCI Oxford, County Highway G & Elk Road, Grand Marsh, WI 53952		364-2611	608/584-5511	Warden Ed Brennan
FMC Rochester, PO Box 4600, Rochester, MN 55903-4600		787-1110	507/287-0674	Warden Peter Carlson
FCI Sandstone, Kettle River Road, Sandstone, MN 55072		782-0011	612/245-2262	Warden Gene Gill
USMCFP Springfield, Springfield, MO 65808		No FTS	417/862-7041	Warden Al Turner
USP Terre Haute, Highway 63 South, Terre Haute, IN 47808		335-0531	812/238-1531	Warden Thomas Kindt
FPC Yankton, PO Box 680, Yankton, SD 57078		No FTS	605/665-3262	Supt. Charles Crandell

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United States Department of Justice Bureau of Prisons

Institutional Listings

South Central Regional Office 4211 Cedar Springs Rd, Suite 300 Dallas, TX 75219	729-9700	214/767-9700	Regional Director	Charles Turnbo
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FCI Bastrop, Highway 95, PO Box 730, Bastrop, TX 78602	521-3050	512/321-3903	Warden	Carlos Ortiz
FPC Big Spring, 1900 Simler Avenue, Big Spring, TX 79720-7799	738-9000	915/263-8304	Warden	Mike Fitzpatrick
FPC Bryan, 1100 Ursuline Street, PO Drawer 2197, Bryan, TX 77806	527-1540	409/823-1879	Supt.	C. H. Sherrod
FPC El Paso, PO Box 16300, El Paso, TX 79902	No FTS	915/564-6155	Supt.	Dale A. Brown
FCI El Reno, Highway 66 West, El Reno, OK 73036	743-1011	405/262-4875	Warden	Arthur Beeler
FCI Fort Worth, 3150 Horton Road, Ft. Worth, TX 76119-5996	738-4011	817/535-2111	Warden	Ron Burkhart
FCI La Tuna, PO Box 1000, Anthony, TX 88021	572-3313	915/886-3422	Warden	Tom Wooten
FDC Oakdale I, PO Box 5050, 209 E. 5th Avenue, Oakdale, LA 71463	687-9000	318/335-4070	Warden	O.C. Jenkins
FDC Oakdale II, PO Box 5060, Oakdale, LA 71463	687-9000	318/335-4070	Warden	Luther Turner
FCI Seagoville, Seagoville, TX 75159	749-0011	214/287-2911	Warden	Ron Thompson
FCI Texarkana, PO Box 7000, Texarkana, TX 75505	731-3190	214/838-4587	Warden	Mark Luttrell

Western Regional Office 1301 Shoreway Road, 4th Floor Belmont, CA 94002	468-1700	415/595-8160	Regional Director	Calvin Edwards
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FPC Boron, PO Box 500, Boron, CA 93516	791-1164	619/762-5161	Warden	Larry Taylor
FCI Englewood, 9595 West Quincy Avenue, Littleton, CO 80123	320-1566	303/985-1566	Warden	Tony Belaski
FPC Lompoc, 3600 Guard Road, Lompoc, CA 93436	791-1471	805/735-2771	Warden	Walter Wells
USP Lompoc, 3901 Klein Boulevard, Lompoc, CA 93436	791-1471	805/735-2771	Warden	R.H. (Dick) Rison
MDC Los Angeles, 535 Alameda Street, Los Angeles, CA 90053-1500	996-7000	213/485-0439	Warden	Margaret Hambrick
FPC Nellis, Area #2, Nellis AFB, NV 89191-5000	No FTS	702/644-5001	Supt.	Jon Dobre
FCI Phoenix, Box 1680, Black Canyon Stage I, Phoenix, AZ 85027-9741	762-8000	602/256-0924	Warden	O.I. White
FCI Pleasanton, 5701 8th Street, Camp Parks, Dublin, CA 94568	462-0000	415/829-3522	Warden	Loy Hayes
FCI Safford, RR #2, Box 820, Safford, AZ 85546-9729	762-6336-8	602/428-6600	Warden	Joe Sivley
MCC San Diego, 808 Union Street, San Diego, CA 92101-6078	890-0000	619/232-4311	Warden	Rob Roberts
FCI, Sheridan, 27072 Ballston Road, PO Box 5001, Sheridan, OR 97318	No FTS	503/843-4442	Warden	George Killinger
FCI Terminal Island, 1299 Seaside Avenue, Terminal Is., CA 90731-0207	793-1160	213/831-8961	Warden	Fred Stock
FCI, Tucson, 8901 S. Wilmot Road, Tucson, AZ 85706	762-6921	602/741-3100	Warden	Joel Knowles

Staff Training Centers

Federal Law Enforcement Building 21, Glynco, GO 31524	230-2711	912/267-2711	Director	John Hurley
Management & Specialty 601 Chambers Road, Suite 300, Aurora, CO 80011	564-0557	303/361-0557	Director	Andrea King-Wessel
Food Management c/o FCI, Fort Worth, TX 76119	738-4322	817/535-2111	Director	Jerry B. Hafter
Trust Fund c/o FCI, Fort Worth, TX 76119	738-4322	817/535-2111	Director	Robert B. Habeeb
Paralegal 4211 Cedar Springs Road, Suite 250, Dallas, TX 75219	729-9999	214/767-9999	Director	Casey Skvorc

STATE OF THE BUREAU OF PRISONS

Appendix C

Statistics on Federal Bureau of Prisons Employees as of December 31, 1989

Personnel - 16,598 positions

Department	Gender	
Management/Administrative ¹	12.8%	Male 75.7%
Correctional Services	38.3%	Female 24.3%
Education	2.3%	
Recreation	2.3%	
Religious Services	1.0%	
Personnel	2.4%	
Business Office	7.1%	
Food Services	4.4%	
UNICOR	5.7%	
Mechanical Services	9.6%	
Psychology Services	1.2%	
Medical	6.8%	
Inmate Systems	3.7%	
Other	2.4%	

		Race	
		White	72.8%
		Black	18.4%
		Hispanic	6.8%
		American Indian	0.8%
		Asian	1.1%

¹Includes executive and administrative positions, unit managers, case managers, counselors and secretaries.

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Type of Offenses

	Percent	Time Served (mo.)
Drug Abuse Prevention Act - 1970	47.8%	20.0
Robbery	13.3%	40.3
Fraud	6.0%	12.4
Larceny	3.7%	14.6
Government Reservations, Sea	2.9%	12.6
DC	4.0%	24.9
Firearms Laws	4.0%	15.9
Immigration & Naturalization	1.1%	4.0
Racketeering	2.7%	24.3
Forgery	1.0%	12.4
Internal Revenue Laws	0.9%	11.2
Counterfeiting	1.0%	15.1
Explosives/Extortion	0.8%	27.6
Kidnapping	1.0%	63.6
Embezzlement	0.7%	9.1
Other	5.9%	14.5
State Prisoners	3.1%	36.8

Average Number of Prior Arrests = 6

0 Priors	22.8%
1 Prior	12.3%
2 Priors	9.2%
3 Priors	7.4%
4 Priors	6.3%
5 or More Priors	42.0%

Average Number of Prior Convictions = 4

0 Priors	29.6%
1 Prior	14.8%
2 Priors	11.0%
3 Priors	8.6%
4 Priors	6.7%
5 or More Priors	29.3%

Average Number of Prior Commitments = 2

0 Priors	50.5%
1 Prior	16.0%
2 Priors	9.8%
3 Priors	6.6%
4 Priors	4.9%
5 or More Priors	12.2%

Average Age of Population = 37

Average Age at First Arrest = 24

Average Age at First Commitment = 28

Educational Statistics

Program	1988	1989
ABE	9,287	10,546
GED	2,608	3,100
ESL	1,141	1,781
Continuing Education	11,916	14,984
Postsecondary Education	8,165	7,356
Occupational Training	9,972	11,016

HIV Test Results by Category - 1989

Total Tests = 28,403

Category	Positive Test Results
New Commitments	2.76%
Releases	1.53%
Voluntary Tests	2.69%
Clinically Indicated	9.52% ⁵
Cumulative Total	2.82%

⁵Predatory/promiscuous cases included in this category.

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Appendix E

FY 1989 Cost of Inmate Custody (per Inmate)

	Average Daily Cost	Average Annual Cost			
Bureau-Wide	\$46.54	\$16,987	Metro. Detention Centers	\$40.67	\$14,845
Security Level			Medical Centers	\$60.18	\$21,965
1	\$28.32	\$10,335	Contract Confinement		
2	\$32.49	\$11,860	State and Local	\$48.35	\$17,649
3	\$34.20	\$12,482	Community Treatment Center	\$31.47	\$11,487
4	\$37.22	\$13,586	Electronic Monitoring	\$7.00	\$2,555 ⁶
5/6	\$39.72	\$14,499	Support Costs ⁷	\$8.14	\$2,970

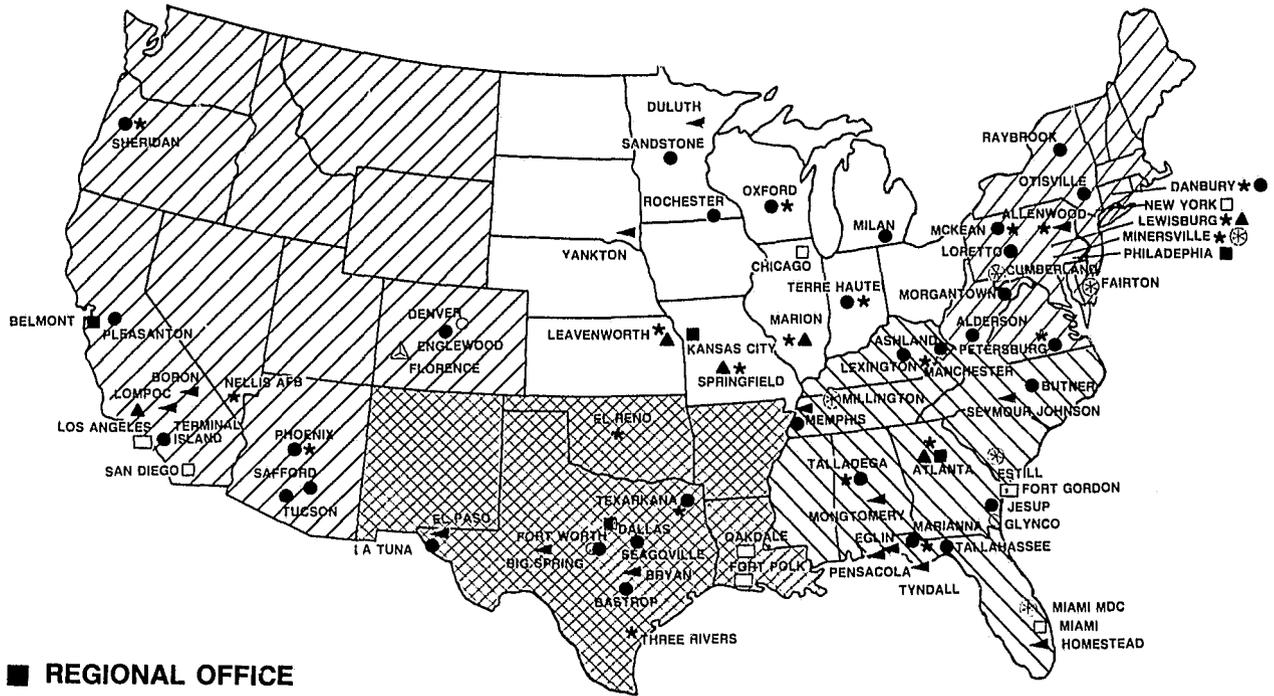
⁶Excluding U.S. Probation costs of supervision of monitored offenders.

⁷This figure reflects Central and Regional Office operations and Staff Training services, and is included in the Average Daily and Annual costs, but is not included in the various subcategory costs.

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Appendix F

Map of Bureau Locations



- REGIONAL OFFICE
- ▲ UNITED STATES PENITENTIARY
- FEDERAL CORRECTIONAL INSTITUTION
- ◄ FEDERAL PRISON CAMP
- * SATELLITE FEDERAL PRISON CAMP
- METROPOLITAN CORRECTIONAL CENTER
- METROPOLITAN/FEDERAL DETENTION CENTER
- △ FEDERAL CORRECTIONAL COMPLEX
- △ US MEDICAL CENTER
- FPS TRAINING CENTER
- ⊗ NEW FACILITIES CURRENTLY BEING DEVELOPED

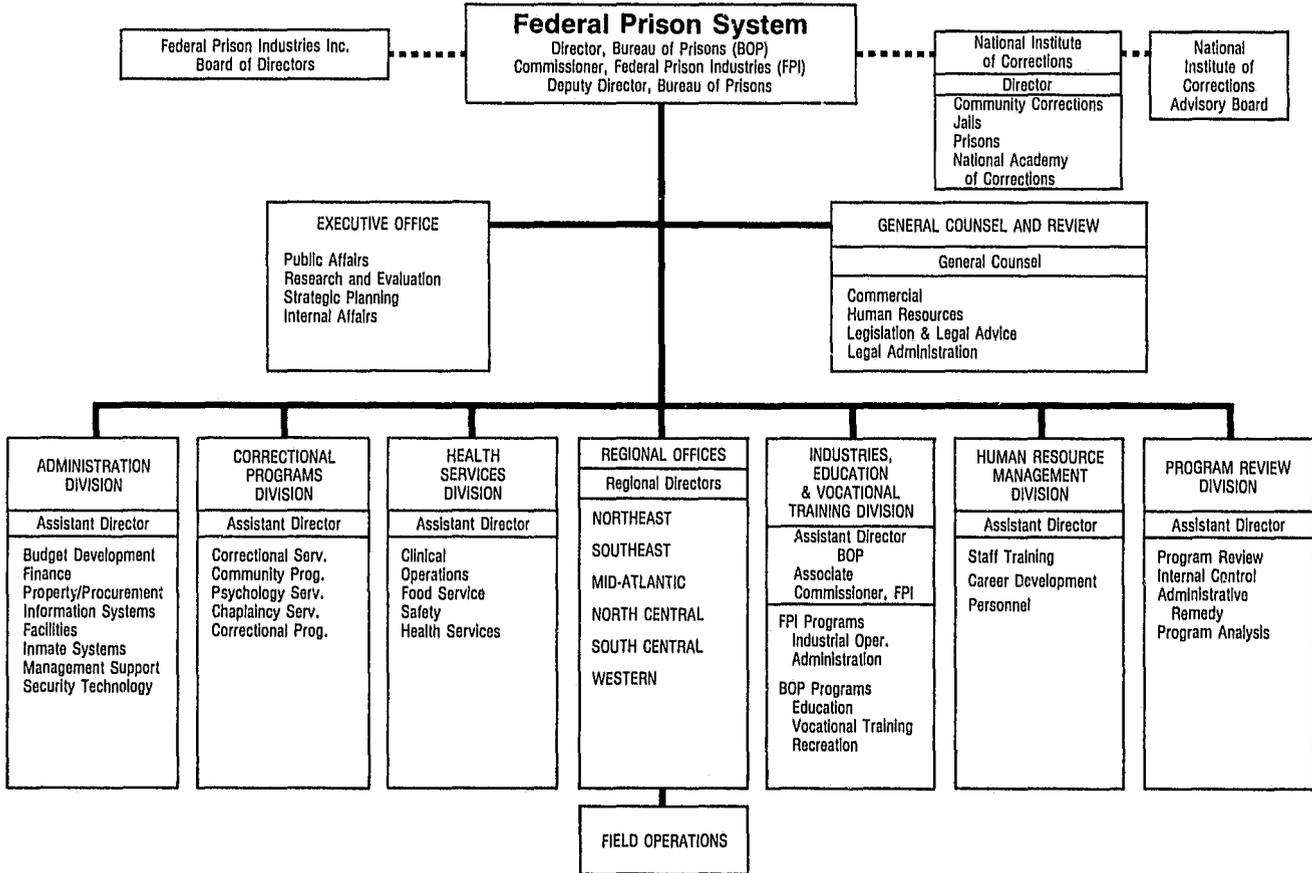
- ▨ WESTERN REGION
- NORTH CENTRAL REGION
- ▩ SOUTH CENTRAL REGION
- ▨ SOUTHEAST REGION
- ▨ NORTHEAST REGION

FEBRUARY 1990
 PRODUCED BY THE
 MANAGEMENT SUPPORT BRANCH
 ADMINISTRATION DIVISION

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Appendix G

Bureau Organizational Chart



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Appendix H

Wardens' Advisory Group Listing

Effective January 1, 1990

EXECUTIVE OFFICE

Mike Quinlan, Sponsor
Jerry Williford, Sponsor
Tony Belaski, Chair
Homer Sherrod
Gary Gasele
O.C. Jenkins
Joe Class
Wayne Siefert
Mike Fitzpatrick *

HEALTH SERVICES

Ken Moritsugu, Sponsor
Wally Cheney, Sponsor
Pat Kane, Chair
John Hadden
Al Turner
John Clark
Pete Carlson
Ron Burkhart
Fred Stock

HUMAN RESOURCE MANAGEMENT - I (TRAINING)

Doug Lansing, Sponsor
Larry DuBois, Sponsor
Sam Samples, Chair
Walter Wells
Ron Thompson
Willie Scott
J.D. Lamer
Bill Story
Greg Hershberger

HUMAN RESOURCE MANAGEMENT - II (OPERATIONS)

Doug Lansing, Sponsor
Larry DuBois, Sponsor
Dick Rison, Chair
George Wigen
Larry Taylor
Dale Brown
Dennis Luther
Steve Pontesso

* NEW MEMBERS

** NEW CHAIRS

ADMINISTRATION

Wade Houk, Sponsor
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STATE OF THE BUREAU OF PRISONS

Appendix I

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