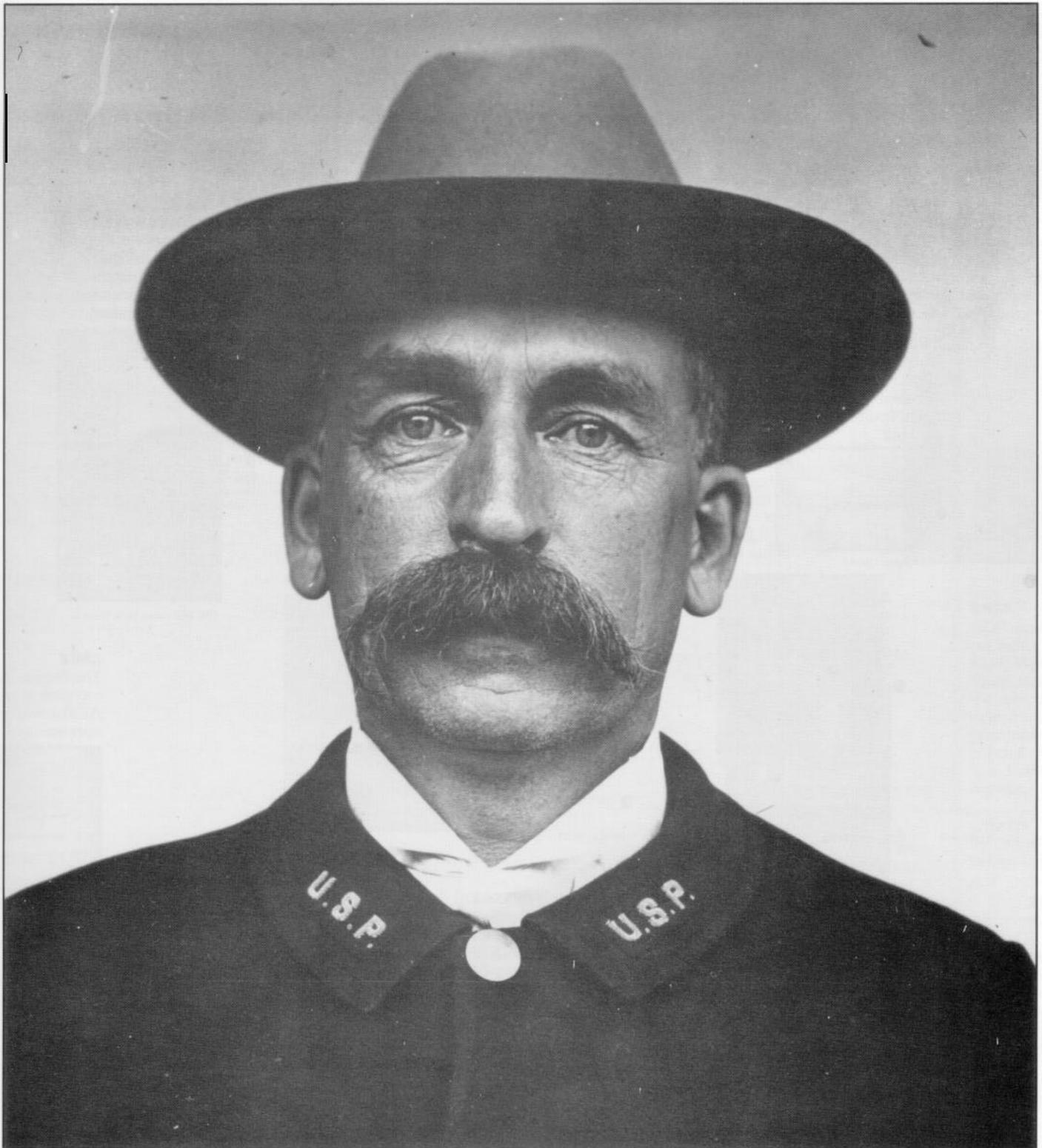


# 60 Years of a Proud Tradition

An historical perspective of the Federal Bureau of Prisons



*Gilbert L. Palmer, Warden, McNeil Island, 1893-1901 (at that time McNeil Island was a Marshals Service jail; it officially became a Federal penitentiary in 1907).*

# The Bureau Today

The Bureau begins its seventh decade of operation with a focus on managing a dramatically increased inmate population. Throughout the 1980's, the corrections sector of the U.S. criminal justice system grew to historic, unprecedented proportions—the Federal inmate population more than doubled since 1980. The Bureau's population at the middle of 1990 was 56,999—170 percent of rated capacity. This growth occurred 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 Nation's demographics.

To deal with its expanding population, the Bureau has proceeded with expedited facility expansion, surplus site acquisition, and new construction programs. The activation of new facilities in six locations in the last year alone was accompanied by adding minimum

security camps and new housing units at existing facilities. In addition, the Bureau is developing innovative alternatives to traditional confinement and inmate programs.

**Classification and programs**  
Inmates and facilities are classified in a security level system reaching from the least secure, camp-type settings through maximum security penitentiaries, including specialized institutions such as detention and medical centers.

The inmate classification system assists staff in making rational assignments for inmates in a time of increasing overcrowding. It places inmates in the least restrictive institution that meets their specific security and custody needs, and is closest to their homes. The system considers factors such as offense severity, history of escape or violence, expected length of incarceration, and type of prior commitments.

A broad range of programs and services is offered at each location, including education, vocational training, recreation, medical, religious, and other services. Inmates are permitted in-person visitation, correspondence, phone calls, and media access in all locations.

Currently, about 50 percent of all Federal inmates are incarcerated for drug-related offenses. As law enforcement agencies at all levels dedicate increasing resources to control drugs, it is certain the percentage of drug offenders in BOP custody will increase. Each Bureau facility has a chemical abuse program that includes screening all inmates upon admission and identifying the level of drug problem they have, if any. In-house treatment programs are available, including several pilot programs that provide up to 1,000 hours of "social learning" therapy. The Bureau also has an aggressive program, based on inmate urinalysis, to control illicit drug use in its institutions.



Federal Prison Industries (trade name UNICOR) is a wholly owned Federal Government corporation that employs and trains inmates through the operation of factories that produce high-quality products and services for the Federal Government market, and is also responsible for inmate education and training programs. These industrial jobs are a critical factor in avoiding inmate idleness and unrest, and in instilling useful skills and work habits.

Community corrections programs are vital in managing overcrowding. Most BOP community-based residential programs are provided in contract Community Corrections Centers (CCC's) near the offender's home community. Innovative nonresidential programs such as home confinement and electronic monitoring also have been developed in a number of Federal jurisdictions for lower security, nonviolent offenders.

Literacy programs are a major emphasis of the Bureau; the mandatory literacy standard, which, among other things, governs work assignments, has been increased from the 6th grade level in 1982, to the 8th grade level in 1986, to high school equivalency in 1990.

### Human resources

Improved programs and services for inmates have been matched by initiatives in human resource development. With the expansion of the coming decade, the development of new managerial talent is a vital activity. 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. More than one-third of all staff have college backgrounds. All new employees are required to undergo 4 weeks of formal training during their first 45 days with the Bureau, with specialty and refresher training offered regularly. Currently, the BOP employs

more than 16,000 staff in 64 institutions and other offices.

The near-doubling of the agency's size in the 1990's will also require even more sophisticated approaches to planning and management. For that reason, a strategic planning approach to managing scarce Bureau resources is essential.

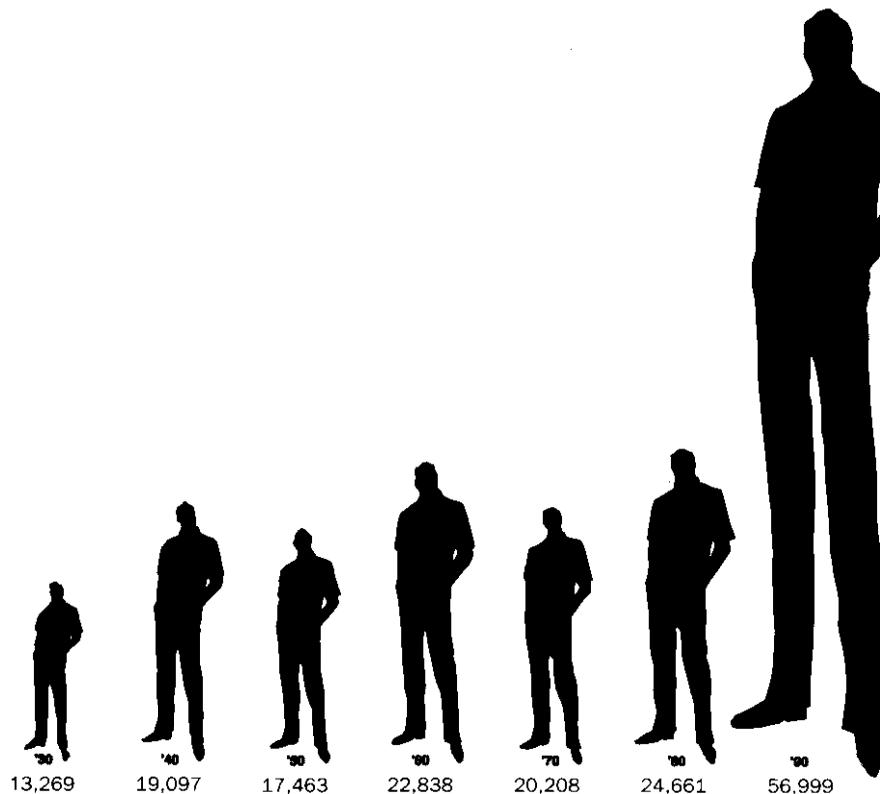
Interagency cooperation is also vital to the effective functioning of the Nation's criminal justice system. The Bureau will maintain its productive relationships with the many other agencies that make up the Federal criminal justice system and the Department of Justice's constituent agencies and organizations.

Over the years, as this timeline shows, tens of thousands of employees have served as the foundation of a highly professional Bureau of Prisons. The Bureau's staff are justifiably proud of the public service they provide. #

**Current operating institutions are shown as solid dots on the map. Institutions that were formerly operated by the Bureau and were either closed or converted to State operation are represented by numbers, keyed to the following list:**

1. Alaska. See box at left of map. The Bureau operated facilities in the territory (later the State) from 1952-1964: Anchorage jail, Fairbanks jail, Juneau jail, Ketchikan jail, Nome jail, and Elmendorf Prison Camp.
2. U.S. Penitentiary, Alcatraz.
3. Federal Prison Camp, Avon Park, Florida.
4. Federal Prison Camp, Benton City, Washington.
5. Camp Bragg, North Carolina.
6. Camp Dix, New Jersey.
7. Camp Eustis, Virginia.
8. Camp Meade, Maryland.
9. Camp Riley, Kansas.
10. Reformatory, Chillicothe, Ohio.
11. Federal Detention Center, El Paso, Texas.
12. Federal Detention Center, Florence, Arizona.
13. Federal Prison Camp Dupont, Fort Lewis, Washington.
14. Fort Wadsworth, New York.
15. Federal Prison Camp, Greenville, South Carolina.
16. Federal Prison Camp, Kooskia, Idaho.
17. Leavenworth Annex (U.S. Disciplinary Barracks), Fort Leavenworth, Kansas.
18. U.S. Penitentiary, McNeil Island, Washington.
19. Federal Detention Center, Miami, Florida.
20. Federal Prison Camp, Mill Point, West Virginia.
21. National Training School for Boys, Washington, DC.
22. Natural Bridge Camp, Greenlee, Virginia.
23. New Orleans Jail.
24. Federal Detention Headquarters, New York City ("West Street Jail").
25. Federal Prison Camp, Sewart, Tennessee.
26. Federal Prison Camp, Tucson, Arizona.
27. Federal Prison Camp, Tule Lake, California.
28. Federal Prison Camp, Wickenburg, Arizona.

### Inmate Population Growth





**1779-1930—Early history of Federal corrections**

**1779-1891**  
Virtually no Federal prisons; Federal Government pays State prisons to incarcerate most of those convicted of violating Federal laws.

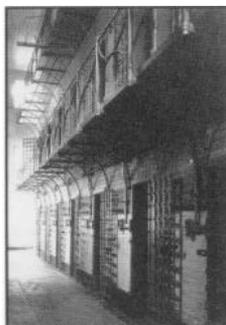


Walnut Street Jail, Philadelphia, 1790—America's first true correctional institution.

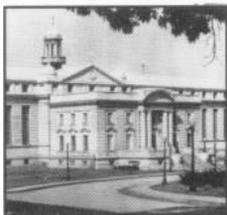
**1831-1882**  
Some Federal offenders are held at a Federal penitentiary in Washington, DC, operated by the Department of the Interior.

**1891**  
Three Prisons Act passed by Congress, authorizing the establishment of three Federal penitentiaries.

**1895**  
USP Leavenworth is opened; fully activated in 1906.



**1902**  
USP Atlanta is opened.



**1907**  
Territorial jail at McNeil Island, which began operations in 1875, is designated the 3rd Federal penitentiary.



**1928**  
Federal reformatory for young men is opened in Chillicothe, Ohio.

**1927**  
Federal reformatory for women is opened in Alderson, West Virginia.



**May 14, 1930**  
Federal Bureau of Prisons established.



'32

'34



**1929**  
West Street Jail opens in New York City, to house those awaiting trial and sentencing.

**1929-1930**  
Assistant Attorney General Mabel Walker Willebrandt hires leading prison reformer Sanford Bates to organize and operate a new, centralized Federal Bureau of Prisons. Bates is named Director of the new Bureau in 1930.

**1932**  
USP Lewisburg opens; incorporating many innovations, it is intended to be the model for future Federal prisons.



**1933**  
BOP establishes medical center in Springfield, Missouri. The Springfield staff includes physicians, dentists, nurses, pharmacists, and psychiatrists from the U.S. Public Health Service.

Officers' Training School is closed due to budget cuts.

**1930**  
Officers' Training School opens at West Street Jail; later moved to USP Lewisburg.

Bureau begins to open prison camps to provide minimum security housing and work assignments in forestry and road building.

**1934**  
Alcatraz is opened.

Act of Congress establishes Federal Prison Industries, Incorporated, to provide training and paid work for inmates.

# 60 Years of a

## An historical perspective of



'38      1940      '42      '44      '46      '48      1950      '52      '54



**1937**  
James V. Bennett  
succeeds  
Sanford Bates  
as Director.

**1938-1940**  
Nine new "Federal  
Jails" (later called  
"Federal Correc-  
tional Institutions")  
are built.



FCI Terminal Island.

**1941-45**  
The Prison System  
contributes to the war  
effort as Prison Indus-  
tries produces a  
multitude of goods  
for the Army and  
Navy. Enlistment  
regulations are  
changed to permit  
released offenders to  
enter the military.



**1939**  
BOP acquires  
National Training  
School for Boys in  
Washington, DC.



**1946**  
The Alcatraz  
"Blastout" leaves 2  
officers and 3 inmates  
dead.



**1950**  
The Youth Corrections  
Act enhances the  
special treatment  
already accorded to  
younger offenders.



FPC Mill Point, West Virginia.

**1952**  
The Bureau institutes  
a system of jails in  
Alaska, which  
operates until 1964.



Federal Building, Ketchikan,  
Alaska.

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# Proud Tradition

## the Federal Bureau of Prisons



'56      '58      1960      '62      '68      '74

**Late 1950's**  
Early unit management program is initiated at FCI Ashland. The unit management concept concentrates programs and services for inmates into more easily manageable residential units and is based on the philosophy of promoting direct interaction between staff and inmates.

**1958**  
Legislation extends diagnostic services and indeterminate sentencing, previously available primarily to youth under the Youth Corrections Act, to adult offenders.

The so-called "Medical Model" or "Rehabilitation Model," is given its widest application in the Bureau. Under this model, counseling, education programs, and classification based on an inmate's individual needs are pursued as if crime were a disease that could be cured by prescribing a particular program of activity and study.



**1961**  
The Bureau pioneers in the development of community corrections by opening three experimental "pre-release centers," or halfway houses, for youth.

**1964**  
Myrl E. Alexander succeeds James V. Bennett as Director.

**1963**  
Alcatraz is closed.



**1968**  
Robert F. Kennedy Center for Youth opens in Morgantown, West Virginia, replacing the National Training School.

Morgantown adopts the unit management concept pioneered at Ashland in the 1950's. In the 1970's, unit management is implemented throughout the Bureau.



Senator Edward Kennedy speaks at Morgantown; Director Myrl Alexander is at right.

**1965**  
Prisoner Rehabilitation Act is passed, making halfway houses, furloughs, and work/study release available to adult offenders.



**1969**  
Uniform staff training standards adopted by BOP; training centers opened at El Reno in 1971 and Atlanta in 1972.

**1973**  
The Bureau introduces the Inmate Grievance Process giving inmates a formal process through which they can voice complaints and seek redress without fear of retribution.



**1974**  
BOP opens regional offices, modernizes communication system.

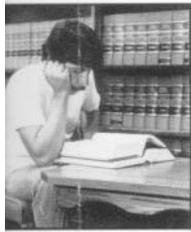
National Correctional Institute



'74 '76 '78 1980 '82 '84 '86 1990



Bureau introduces the Inmate Evacuation Procedure, giving inmates a formal process through which they can voice complaints and seek redress without fear of retribution.



**1974**  
BOP operations are regionalized; 5 regional offices are established; modern executive staff system established.

National Institute of Corrections founded.

**1978**  
A more highly structured, uniform classification system is implemented in the Bureau, to ensure better security and a safe and humane environment for each inmate.

**1980**  
BOP accepts responsibility for housing excludable Mariel Cuban refugees.

**1981**  
Bureau opens Staff Training Center at the Federal Law Enforcement Training Center in Glynco, Georgia. All new employees receive 3 weeks of intensive training.



**1982**  
6th grade mandatory literacy standard introduced.

**1984**  
Medical Center is opened in Rochester, Minnesota, in close partnership with the Mayo Clinic. Programs include medical staff training; medical care is offered here to both male and female inmates.



**1986**  
Mandatory literacy standard increased to 8th grade.

**1987**  
J. Michael Quinlan succeeds Norman A. Carlson as Director.

**1987**  
Mariel detainees riot in Atlanta and Oakdale. Negotiations result in peaceful conclusion.



**1988**  
Program Review and Human Resource Management divisions formed to improve management and facilitate the major expansion of the Bureau.

**1989**  
BOP inmate population soars above 50,000 for the first time; projections indicate population of 100,000 by the year 1995; an ambitious program to build new institutions and recruit new staff is initiated.



# BOP Firsts and Mosts

First Federal warden  
William Jewell, keeper of the United States Jail, Philadelphia, 1775.

First Federal warden under the Three Prisons Act  
James W. French, Leavenworth, 1895.

First Federal warden of a newly constructed Federal prison  
Samuel H. Hawk, Atlanta, 1902.

First woman to serve as a Federal warden  
Mary B. Harris, Alderson, 1927.

First black Federal warden  
Lee Jett, Englewood, 1971.

First Hispanic Federal warden  
Enrique M. Lucero, Safford, 1980.

First (and only) Federal warden to be taken hostage  
Thomas B. White, Leavenworth, 1931 (he was shot, but survived).



## **First BOP Seal 1930-1970**

First (and only) Federal warden to be arrested for corruption and held in his own prison  
Albert E. Sartain, Atlanta, 1924.

First Attorney General to direct the Federal Bureau of Prisons  
William D. Mitchell, 1930.

First warden to become Director of the Bureau  
Myrl Alexander (Danbury).

First Federal inmate after the Three Prisons Act  
John Grindstone, Leavenworth, 1895.

First correctional officer to be killed in the line of duty  
J.B. Waldrup, Leavenworth, 1901.

First Federal prison to house females  
Leavenworth, 1896.

Longest sentence served  
Robert Stroud ("The Birdman of Alcatraz"), 1909-1963.

Last Federal inmate to be executed  
Victor H. Feguer, 1963, for kidnapping.



## **Second BOP Seal 1970-1978**

Only Federal prisoners to be executed in a

Federal prison  
Carl Panzran, Leavenworth, 1930;  
Anthony Chebatoris, Milan, 1938; and  
partners Robert J. Suhay and Glen J. Applegate, Leavenworth, 1938.

First youth reformatory  
National Training School for Boys, Washington, D.C. (incorporated 1866; opened as the Reform School for Boys in 1870; acquired by the BOP in 1939).

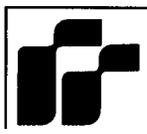
First youth reformatory after the Three Prisons Act  
Chillicothe, 1926.

First prison camp  
Maxwell, 1930.

First Federal detention jail  
Federal Detention Headquarters, New York City (West Street Jail), 1929.

First Bureau medical director  
Dr. Justin K. Fuller, 1937-1941.

First meeting of the board of directors of Federal Prison Industries, Inc.  
December 27, 1934.



## **Third BOP Seal 1978-1982**

First new factories authorized by Federal Prison Industries  
Lewisburg and Chillicothe, 1934 (in addition to building new factories, FPI assumed control of all existing factories).

First President of FPI  
Sanford Bates.

First mass escape  
Leavenworth, June 1, 1898 (17 prisoners working at the construction site; all were recaptured).

First facility located on a military base  
Leavenworth (it was originally in the military prison at Ft. Leavenworth).

First military property to be turned over to the Bureau  
Chillicothe, formerly Camp Sherman in Ohio.

First Federal institution to be placed permanently within an operating military base  
Maxwell, 1930.

First training facility  
Officers' Training School, West Street Jail, New York City, 1929.



## **Current BOP Seal 1982-Present**

First director of training  
Dr. Jesse O. Stutsman.

First executive staff for the Bureau  
Sanford Bates, Director; James V. Bennett, Assistant Director for Industries; William T. Hammack, Assistant Director for Fiscal Affairs and Personnel; Austin H. McCormick, Assistant Director for Inmate Training and Discipline.

Longest tenure as a warden  
Thomas B. White, at Atlanta, Leavenworth, and La Tuna, 1924-1951.

Longest tenure as a camp superintendent  
James B. Gaffney, at Maxwell and Tucson, 1930-1961.