

State of the Bureau 1992

U.S. Department of Justice • Federal Bureau of Prisons



Federal Bureau of Prisons Mission Statement

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

Cultural Anchors/Core Values

■ *Bureau family*

The Bureau of Prisons recognizes that staff are the most valuable resource in accomplishing its mission, and is committed to the personal welfare and professional development of each employee. A concept of “Family” is encouraged through healthy, supportive relationships among staff and organization responsiveness to staff needs. The active participation of staff at all levels is essential to the development and accomplishment of organizational objectives.

■ *Sound correctional management*

The Bureau of Prisons maintains effective security and control of its institutions utilizing the least restrictive means necessary, thus providing the essential foundation for sound correctional management programs.

■ *Correctional workers first*

All Bureau of Prisons staff share a common role as correctional worker, which requires a mutual responsibility for maintaining safe and secure institutions and for modeling society’s mainstream values and norms.

■ *Promotes integrity*

The Bureau of Prisons firmly adheres to a set of values that promotes honesty and integrity in the professional efforts of its staff to ensure public confidence in the Bureau’s prudent use of its allocated resources.

■ *Recognizes the dignity of all*

Recognizing the inherent dignity of all human beings and their potential for change, the Bureau of Prisons treats inmates fairly and responsively and affords them opportunities for self-improvement to facilitate their successful re-entry into the community. The Bureau further recognizes that offenders are incarcerated as punishment, not for punishment.

■ *Career service orientation*

The Bureau of Prisons is a career-oriented service, which has enjoyed a consistent management-philosophy and a continuity of leadership, enabling it to evolve as a stable, professional leader in the field of corrections.

■ *Community relations*

The Bureau of Prisons recognizes and facilitates the integral role of the community in effectuating the Bureau’s mission, and works cooperatively with other law enforcement agencies, the courts, and other components of government.

■ *High standards*

The Bureau of Prisons requires high standards of safety, security, sanitation, and discipline, which promote a physically and emotionally sound environment for both staff and inmates,

Cover Photo: Among the tools that the Bureau of prisons has integrated into the planning process are automated information systems. Pictured, left to right: Nathan W. Carrington, Unit Manager; Gene Harris, Executive Assistant; and Lieutenant Brenda Hearn, Federal Correctional Institution, Jesup, Georgia.

From the Attorney General

I'm very pleased to be able to introduce the 1992 edition of the *State of the Bureau*. Since I became Attorney General earlier this year, one of my priorities has been to acquaint myself with the Federal Bureau of Prisons and its many and varied operations. For the past few years the Bureau has been the largest component of the Department of Justice, certainly it is the component that has undergone the most significant growth.



Although 1993 brings a new administration, a new Attorney General, and a new Director of the Bureau of Prisons, under our system of government there is always a great deal of continuity. Principles we all cherish will remain the foundation of our work—accessibility and openness to all citizens, a workforce that reflects the true diversity and strength of America, and sound decision-making that is guided by what is right under the law.

That the inevitable growing pains have been handled as smoothly as they have is a tribute to the professionalism and sense of service of the more than 25,000 men and women who make up the Bureau's workforce. The American people can consider themselves fortunate to have such dedicated public servants.

Last summer I, along with hundreds of thousands of other south Floridians, witnessed first-hand the incredible devastation caused by Hurricane Andrew. The only value to this tragedy was that it brought out the best in so many people—prominent among them the Bureau of Prisons staff members at Miami and Homestead, who stuck to their posts maintained security, and kept their inmate charges safe, although many staff members could not even contact their own families.

After the hurricane, Bureau staff from around the Nation responded to their coworkers' loss of homes and possessions with an outpouring of support. Despite the losses, and the total destruction of the Homestead prison camp, Bureau staff went right to work rebuilding the detention center in Miami, and I am proud to announce that it was rededicated in February of this year—a major feat of logistics, coordination, and plain hard work.

At the same time we all know that we are in an era of limited resources, and we must harness every bit of creativity we possess to find workable, cost-effective solutions to very large problems. We must treat prison bedspace as a scarce resource, used for the protection of society by housing offenders who truly threaten our communities. For those who pose no risk to the public, community-based alternatives to incarceration better serve the goals of justice and the needs of the offender. We must develop prevention and early intervention programs that will reduce strains on the prison system by reducing the number of people who enter the criminal justice system in the first place. We in the criminal justice system must be sensitive to the needs of victims in everything we do.

I am confident that Federal Bureau of Prisons staff will help meet these challenges, as they have met so many others outlined here in the 1992 *State of the Bureau*.

A handwritten signature in cursive script, reading "Janet Reno".

Janet Reno
Attorney General



From the Director

At the end of 1992, a major transition occurred in the Federal Bureau of Prisons. On December 4, I was named the Bureau's 6th director. J. Michael Quinlan, who had served with the Bureau for 21 years—and as director since 1987—stepped down to move into retirement. Mike Quinlan took on the daunting task of steering the Bureau through a period of unprecedented growth—a near-doubling of the inmate population and the addition of more than 20 new correctional facilities—while developing the organizational structures to support this huge increase in size.

Despite these sweeping changes, the Bureau remains an excellent organization, with a strong sense of family. Mike Quinlan's working philosophy was that staff are our most important resource—and he supported enhancements to our recruitment, training, career development, and affirmative action programs. He increased the Bureau's reliance on strategic planning and management information systems to help ensure that leaders made informed decisions. He led outreach efforts to other law enforcement agencies and the community, spearheaded the Bureau's exploration of various intermediate sanctions, and stressed the importance of offenders' reintegration into the community.

Transition is often a challenging time for any organization; however, the Bureau's strong foundation will serve us very well. This time of transition will be characterized not by dramatic changes, but by continued professional growth and organizational improvement.

Throughout the Bureau's history, it has always been a career agency, with leaders who develop by moving up through the ranks and a variety of different positions. In my career, I began in 1976 as a psychologist at the Federal



Correctional Institution (FCI), Morgantown, West Virginia, and in 1983 became chief of psychology services there. I was an instructor and later director of staff training at the Staff Training Academy in Glynco, Georgia; associate warden of FCI Ft. Worth, Texas; warden of FCI Butner, North Carolina; and assistant director for the Program Review Division, which coordinates and facilitates the Bureau's strategic management,

program oversight, and planning processes.

The Bureau's program review and strategic planning systems have been integral in meeting the recent challenges of rapid growth in our inmate population. This *State of the Bureau* details the enhanced management focus and the mechanisms designed to ensure that every aspect of our operations receives informed oversight—by all levels of management (the field, the regional offices, and the central office). This constant “fine-tuning” is absolutely necessary to help us continue to progress and to preserve not only the safe, secure, and humane institutions we are so proud of during the period of Government cost containment that lies ahead, but also the emphasis on programs that facilitate inmates' preparation for a productive—and hopefully crime-free—return to life in the community after release.

Having been the Bureau's Assistant Director for the Program Review Division from May 1989 to December 1992—and now being the Bureau's 6th Director—I am very proud to introduce to the readers of the *State of the Bureau* this issue's special focus on program review and planning. I welcome your comments on this issue, as well as on other aspects of the Bureau and its operations.

A handwritten signature in black ink that reads "Kathy Hawk". The signature is written in a cursive, flowing style.

Kathleen M. Hawk, Director

At left: Federal Correctional Institution, Jesup, Georgia.



Program Evaluation

and Planning in the Federal Bureau of Prisons

Prisons are unique organizations in many ways, with an overriding need to consider security in all aspects of their operations, and a need to offer employment and other programs such as education and drug treatment to train inmates, prevent idleness while incarcerated, and prepare them for what will hopefully be a productive return to the community upon release. Yet there are also ways in which prisons resemble corporations, hospitals, military bases, and other complex organizations. Prisons share with these other organizations a need to contain costs, to increase operational efficiencies, and to make hard choices about allocating resources in an era when they are increasingly scarce.

The Bureau has doubled in size in less than a decade as the battle against drug-related crime brought increased law enforcement and prosecutorial initiatives, as well as changes in Federal sentencing. Since 1988 alone, the agency's inmate population has increased by 95 percent—with proportional increases in budget and staffing. The Bureau's tradition has always been to provide safe and humane conditions of incarceration and a variety of programs to help those inmates who want to change. But such traditions inevitably come under pressure from population and organizational growth of this magnitude.

Taxpayers are rightly concerned about the significant increases in national spending for prisons. But the twin objectives of protecting the public while providing meaningful programs such as work, literacy, and drug treatment for inmates—95 percent of whom will eventually return to the community—have always been the core of the Bureau's mission and cannot be compromised.

At left: Federal Prison Industries, or UNICOR, which employs roughly a fifth of the inmate population (excluding minimum-security inmates) in producing goods and services for the Federal Government, is one of 14 separate areas with its own evaluation guidelines. Pictured: Warden J.D. Lamer with Linda McReynolds, Accounting Technician, and Lisa Ognilla, Fabric Worker Foreman, Federal Correctional Institution, Jesup, Georgia.

To preserve the quality of its programs and maintain a good working environment for its employees in the face of inmate population growth, the Bureau had to explore ways to increase its operational efficiencies. As the recent history of American business has shown, a successful way to do that is by developing enhanced methods of planning and evaluating operations and opening new channels of communication—from the correctional officer on the line all the way up to the most senior managers. The Bureau developed a flexible planning/evaluation/reporting structure—outlined in this publication—that incorporates various data systems to provide clear, concrete feedback to managers at all levels of the organization.

Management information is only worth collecting if it is put to use effectively. The thrust of the Bureau's efforts in the 1990's has been to combine program evaluation information with strategic planning into one "strategic management cycle." Planning is no longer a top-down mechanism: it occurs at the level of the individual department or housing unit in an institution, bringing line staff in touch with the mission of the organization—and keeping senior managers apprised of concerns, constraints, and new initiatives suggested by the field.

The Bureau evaluates its programs for a number of reasons:

- To assure itself (and the Attorney General) that its programs are in compliance with law and organizational policy; are managed effectively; and are achieving the agency's strategic goals.
- To ensure that its operations maintain strong internal controls in the face of unprecedented staffing and inmate population levels, a younger workforce, an influx of more

sophisticated and violent offenders, and a more diverse inmate population requiring varied and intensive programs and services in such areas as education, health care, detention, and drug treatment.

At right: Good management involves all departments and levels of staff in every institution. Pictured: Correctional Officer Allen Noey with three inmates, Federal Correctional Institution, Petersburg, Virginia.

The systems now in place not only meet the requirements of the Federal Manager's Financial Integrity Act (FMFIA),* but have strengthened, standardized, and expanded the Bureau's review process. Broadly, the ongoing process now includes:

- To ensure that it responds effectively to increased levels of scrutiny from Congress, the Department of Justice's Office of the Inspector General, the General Accounting Office (GAO), and other outside agencies, as well as private citizens and the media.

- To justify the resource requirements needed to carry out its mission at a time when public revenues are shrinking.

Ultimately, as a component of the U.S. Department of Justice, the Bureau of Prisons is responsible to the taxpayers. This publication outlines the ways in which the Bureau has attempted to live up to its responsibility for public stewardship.

Background

The Bureau has, throughout its history, used a variety of evaluation tools, ranging from periodic formal assessments (such as audits and surveys) to monitoring tools that allow continuous tracking of programs. In 1988, then-Director J. Michael Quinlan integrated the Bureau's audit, review, evaluation, and planning functions by creating the Program Review Division.

The creation of this new division gave program review an importance in the organization equal to that of such traditional correctional operations as correctional programs and health services. The Program Review Division has continued its search for ways to integrate functions and bring useful information to Bureau managers. This article will discuss aspects of the program review process—strategic planning, independent evaluation, self-evaluation, climate assessment, external oversight, and program monitoring—and how they have become inter-related in a single Strategic Management Cycle.

- The identification of "high-risk" areas.
- An annual opportunity to refine evaluation guidelines in each of 14 program areas: correctional services, correctional programs, psychology, chaplaincy, inmate systems, community corrections, health services, food service, safety, UNICOR (prison industries), education, facilities (maintenance), financial management, and human resource management (personnel, training, and affirmative action).
- A plan for correcting all significant systemic problems identified over the past year.
- An annual "letter of assurance" in which the program head personally assures the Attorney General that programs are working as planned, and that any areas that may need improvement have plans in place to correct them.

Strategic planning

Never have the demands on the Bureau been more challenging. The challenge for Bureau staff is to find ways to accomplish the organization's goals as efficiently and effectively as possible. Increasingly, large organizations have come to rely on strategic planning as a means of ensuring that the processes of goal development and fulfillment are linked in an organized fashion. In 1988, the Office of Strategic Planning was established to introduce this methodology to the Bureau.

*FMFIA, passed in 1983, requires that individual managers establish internal controls to help reduce waste, fraud, and abuse of public funds and resources; that agency heads provide annual "assurance reports" to Congress and the President that their controls are working; and that agencies comply with Government Accounting Office (GAO) and Office of Management and Budget (OMB) auditing and reporting standards.





For the first 2 years, institutions were encouraged but not required to adopt strategic planning, and each institution was allowed to develop its own strategic planning mechanisms. As more and more institutions set up planning processes, the level of expertise increased until, in 1991, it was decided that strategic planning could be institutionalized Bureau-wide.

The current strategic planning process entails a two-way flow of information. Line staff identify critical issues, which are passed through wardens to their superiors, the six regional directors, and through program administrators to assistant directors. Conversely, once Bureau goals are established by the executive staff (based on input they receive from the field), supporting action steps within each discipline are developed by regional and institutional program managers. While the Bureau has long-term strategic goals—and all subcomponents share these goals—individual subcomponents, such as institutions, regions, or divisions, are likely to have distinctive objectives and action plans related to their respective responsibilities.

Progress towards the achievement of these goals is reported to the executive staff every quarter. In 1992, the Strategic Planning Office began to reduce reporting requirements for managers by introducing an automated strategic planning program that could be used on personal computers. In 1993, this program will be used Bureau-wide.

The Bureau's evaluation programs begin and end with strategic planning. Planning sets the agenda for new initiatives and is required when program needs are identified through evaluation. The development of evaluation guidelines is another critical component of the strategic management process. To ensure that evaluation resources are assigned where they are most needed, guidelines for the 14 program areas (see section 2) are reviewed at least once a year by the program managers and program review staff.

At left: 4 Food service is another of the 14 program areas with its own evaluation guidelines. A smoothly functioning food service operation is essential to the safe and orderly running of any prison. Pictured: inmate workers with Raymond Simmons, Assistant Food Service Administrator, in background; Federal Correctional Institution, Jesup, Georgia.

PLANNING IN ACTION

Under the streamlining initiative, a number of functions were targeted for reduction. For example, in 1993, the Bureau has reduced its training budget by 22 percent, eliminated conferences, trimmed administrative travel and staff overtime, and instituted salary funding and staff reductions of 10 percent at the central and regional offices, and 5 percent at each of the 70 institutions.

During this past year, planners asked staff, in effect, to reevaluate the Bureau's purpose. At all levels of the agency, they were to review individual responsibilities and determine whether they were performing functions that directly related to the achievement of Bureau goals and objectives, and, if not, whether there was still a reason to continue them. These strategic issues were presented to the Bureau's executive staff—the director, and the assistant and regional directors—who used this input to formulate goals for 1993 and beyond.

As a result, the Bureau reaffirmed its long-term goals in six important areas: population management, human resource management, security and facility management, correctional leadership and effective public administration, inmate programs and services, and building partnerships. Under the fourth area, for example, a grassroots streamlining initiative was launched. Staff from all institutions, regional offices, training centers, and central office (headquarters) participated in identifying functions that should be considered for potential reduction or elimination.

Independent evaluation

At regular intervals, program review teams (PRT) coordinated by the Program Review Division evaluate every Federal institution, regional office, central office branch, and community corrections office throughout the country. PRT's are made up of subject-matter experts who work at other locations, headed by experienced central office reviewers. The central office-based reviewers are field technicians who are selected on average for 2-year assignments, after which they typically return to the field as program managers.

The benefits of an impartial review by the PRT's are obvious:

■ With so many new line staff, managers, and institutions, the Bureau's need for a consistent interpretation of policy, management expectations, and evaluation standards has never been greater.

■ Because of the consistency with which program review evaluations are conducted, review findings are catalogued and monitored across regions, institution security levels, time periods, and disciplines. In this way, trends are identified and monitored, and feedback is provided to program administrators so that modifications can be made locally, regionally, or Bureau-wide.

■ All reviews include procedures to assess safety, security, human resource management, responsiveness, and cost-efficiency. The information collected last year is presently being studied to determine if trends could be identified across different programs and institutions.

■ Although the independent evaluation is conducted by Bureau staff who come from outside the institution being evaluated, an important aspect of the evaluation prevents it from being "dis-owned" by institution staff. The evaluation guidelines—the reviewer's "road map"—are developed primarily by program staff, not by outside reviewers. The program staff responsible for the development of guidelines form an organizational structure that includes the institutions and the six regional offices and central office as well. Within this structure, issues for guideline development are identified at the institution level. Regional and central office staff bring these issues to the formal meetings with the evaluation staff to build and modify the evaluation guidelines. In this way, program staff have a direct investment in the guidelines and, thus, the evaluation process.

At right: b "Double-bunking" is increasingly the norm in Federal prisons. As the pressures of crowding increased dramatically during the 1990's, the Bureau's planning processes developed appropriate ways to manage the increasing population without compromising security, safety, or essential program activities. Pictured: inmates in a two-person room at the Federal Correctional Institution, Petersburg, Virginia.

PLANNING IN ACTION

To meet its goal of population management, the Bureau attempts to reduce crowding whenever possible. Accordingly, the Bureau has developed a streamlined "capacity planning" process—the process by which inmate population projections are married to short- and long-term institution capacity plans to allow the optimally efficient use of the Bureau's population capacity. In 1991, the process was modified to allow "double-bunking" (more than one inmate per room or cell) up to 100 percent in minimum- and low-security facilities, 50 percent in medium-security facilities, and 25 percent in high-security and detention facilities. This "rated capacity" approach to the management of the Bureau's inmate population is very cost-effective, while appropriately focused on the security and program needs of the inmate population.

In addition, plans have been developed regarding the mission of new institutions (what mix of inmates, at what security level, they will hold), as well as for changing the mission of existing institutions. In all, these design and capacity changes will reduce the funding required for construction over the next 10 years by hundreds of millions of dollars.

At the end of 1992, the Bureau refined its review policy to allow differing time schedules for reviews, based upon situations at individual institutions. Previously, each institution had been reviewed every 2 years. Under the new policy, indicator data for institution programs with "superior" or "good" ratings will be examined at the 2-year point; if the examination warrants, those programs will then be reviewed every 3 years. Those with lesser ratings will be reviewed more frequently—targeting Program Review Division resources where they are most needed.

Self-evaluation

Another essential component of the Bureau's program review process is self-evaluation. While the program review teams coordinated by the Program Review Division perform regular evaluations at every Federal institution, regional office, central office branch, and community corrections office throughout the country, field staff responsible for managing the 14 targeted program areas also conduct their own evaluations.

Local staff, using the same evaluation guidelines as the independent program review teams, assemble review teams and examine documentation, interview

staff, observe meetings and activities, quantify data, measure productivity, and conduct surveys. Self-examinations are required at least once between reviews by program review teams, but institutions are greatly encouraged to conduct them more frequently, on an ongoing basis.

In 1992 alone, more than 420 self-evaluations occurred at the department level. As with the independent, outside PRT evaluations, the major objectives of the self-evaluation are to:





- Determine whether the program is functioning successfully.
- Ascertain whether it will continue to perform at this level.
- Highlight exemplary programs.
- Point to specific areas requiring corrective action.

Correcting problems identified by the self-evaluations may involve staff training, procedural changes, additional management attention, or additional resources.

The self-evaluation process benefits the Bureau in a number of ways. First, it places program “ownership” where it belongs—on local managers and supervisors. Second, self-evaluation provides an outstanding way for new staff to become familiar both with the program and with management’s expectations for it. Third, it is a cost-effective extension of the central office program review function. Finally, self-evaluation allows local staff to identify and correct problems before they become issues that must be addressed by senior managers.

To ensure that managers understand the self-evaluation process, the Program Review Division has developed a course of instruction conducted at the Bureau’s Management and Specialty Training Center in Aurora, Colorado. In 1992, 330 department heads, wardens, associate wardens, and program administrators received formal training in how to conduct a self-evaluation.

Climate assessment

While refining and expanding program-evaluation initiatives such as those previously discussed, the Bureau recognizes that management must also be tuned in to the interpersonal dynamics or “climate” of each institution. Are the staff generally upbeat, or resigned; relaxed, or tense? Do they feel safe on the job? What is the overall

At left: Paul Barnard, Central Tool Room Officer (standing) and an inmate worker replace tools on a “shadow board, which displays an outline of all tools used in the facility and allows instant inventorying. Federal Correctional Institution, Jesup, Georgia.

PLANNING IN ACTION

Strict tool control is one of the vital security functions in any prison. While inmates must use tools in their daily work, the possibilities for converting them to weapons or escape implements are obvious.

Continued program review findings for tool control problems provided the impetus for the Bureau to develop an automated tool control program that is presently operational in 90 percent of all facilities. The new system allows an institution to track possible deficiencies in identification, classification, supervision and storage of tools, and increase or decrease internal controls accordingly—thus enhancing institution safety and security.

PLANNING IN ACTION

Audits conducted by the Department of Justice’s Office of the Inspector General revealed that “life safety” projects conducted by some institutions were not receiving the priority they should have. Data generated by program reviews in the Facilities area enabled Bureau of Prisons program managers in the Facilities and Safety disciplines to better track ongoing life safety projects and monitor their completion.

attitude of the inmates towards the institution, the staff, and other inmates? Are the lines of communication between management and staff open or closed?

One of the most important ways that Bureau staff assess the interpersonal dynamics in an institution is through MBWA—“management by walking around.” This means that department heads and institution senior staff are out and about, interacting with staff and inmates and observing operations firsthand. Managers are on the floor, in the classrooms and clinics, and walking the compound with inmates and line staff. They are present at the dining hall for inmates’ meals. They are periodically assigned duty officer responsibilities that require them to inspect, observe, and assess institution-wide programs, services, housing units, and facilities.

In 1992, and for the preceding 4 years, the Bureau has added more formal climate assessment measurements to these informal, time-tested methods of prison management. Since 1988, the Bureau’s Office of Research and Evaluation has conducted annual “prison climate sur-

veys” of a large cross-section of institution staff. Because the surveys are uniformly administered, the Bureau can analyze the results in a variety of ways to help create a picture of each institution’s climate, compare the overall climate against selected staff subgroups (such as correctional officers), and note any changes in morale from previous years. This information is closely monitored by staff at all management levels.

In addition to climate surveys, the Bureau also instituted other, more informal methods to help capture the dimensions of institution functioning that “hard” data might otherwise fail to reflect. Interview teams led by a regional

director periodically visit each institution, meeting with a random sampling of managers, line staff, and inmates. The interviewers evaluate such interpersonal concerns as mood, morale, professionalism, communication up and down the line, and responsiveness.

These interview-based assessments were used in 1992 by regional office staff as a followup and extension of the climate surveys; for the first time they also were included in every evaluation by program review teams. While the results of these face-to-face surveys could not be measured statistically, the interviews did allow evaluators to go beyond the initial data provided by surveys to provide more in-depth, qualitative insights.

Like policy and performance problems, morale and institution climate can profoundly affect the overall success of a program. Climate assessment helps management understand the "big picture." The Bureau's local self- and program review evaluation methods used this year allowed managers to identify incidents of policy noncompliance, the strength of the controls in place to keep the operation going, and the underlying technical causes of program failures. Climate assessment helped managers to better understand and monitor attitudinal shifts and trends, and, when necessary, intervene before a problem occurred.

External oversight

In addition to the massive expansion of prisons and prisoners, the Bureau has experienced a substantial increase in the number of external reviews, audits, and inquiries. In 1992, this scrutiny came primarily from

At right: A program review in the Education Department, Federal Correctional Institution, Jesup, Georgia. Program review team member Marty Cannon, Supervisor of Education, Federal Correctional Institution, Milan, Michigan, interviews an inmate.

PLANNING IN ACTION

Some examples from the Bureau's South Central Region show how climate assessment works in practice:

■ **The Federal Detention Center and Federal Correctional Institution, Oakdale, Louisiana, are located in an economically depressed area of the State. As part of the climate assessment process, the South Central Regional Director met with spouses of staff members to find out their concerns, one of which was the area schools. As a result, the wardens of FDC and FCI Oakdale established a task force to work with local educators and help bring parents into the schools as volunteers.**

■ **As the population of Hispanic inmates increases, so does the need for Spanish-speaking staff members. The Federal Correctional Institution, La Tuna, located in a heavily Hispanic area of Texas, had a larger pool of Spanish-speaking recruits than it needed. As a result of the assessment process, La Tuna has now become a "feeder" institution, continuing to recruit Spanish-speaking staff who then go to work at other institutions.**

■ **Staff perceptions gathered through a climate assessment helped support the decision to change the mission of the Federal Correctional Institution, Bastrop, Texas, from medium- to low-security. A number of staff stated that they thought the institution's physical layout could create potential security problems when holding medium-security inmates.**

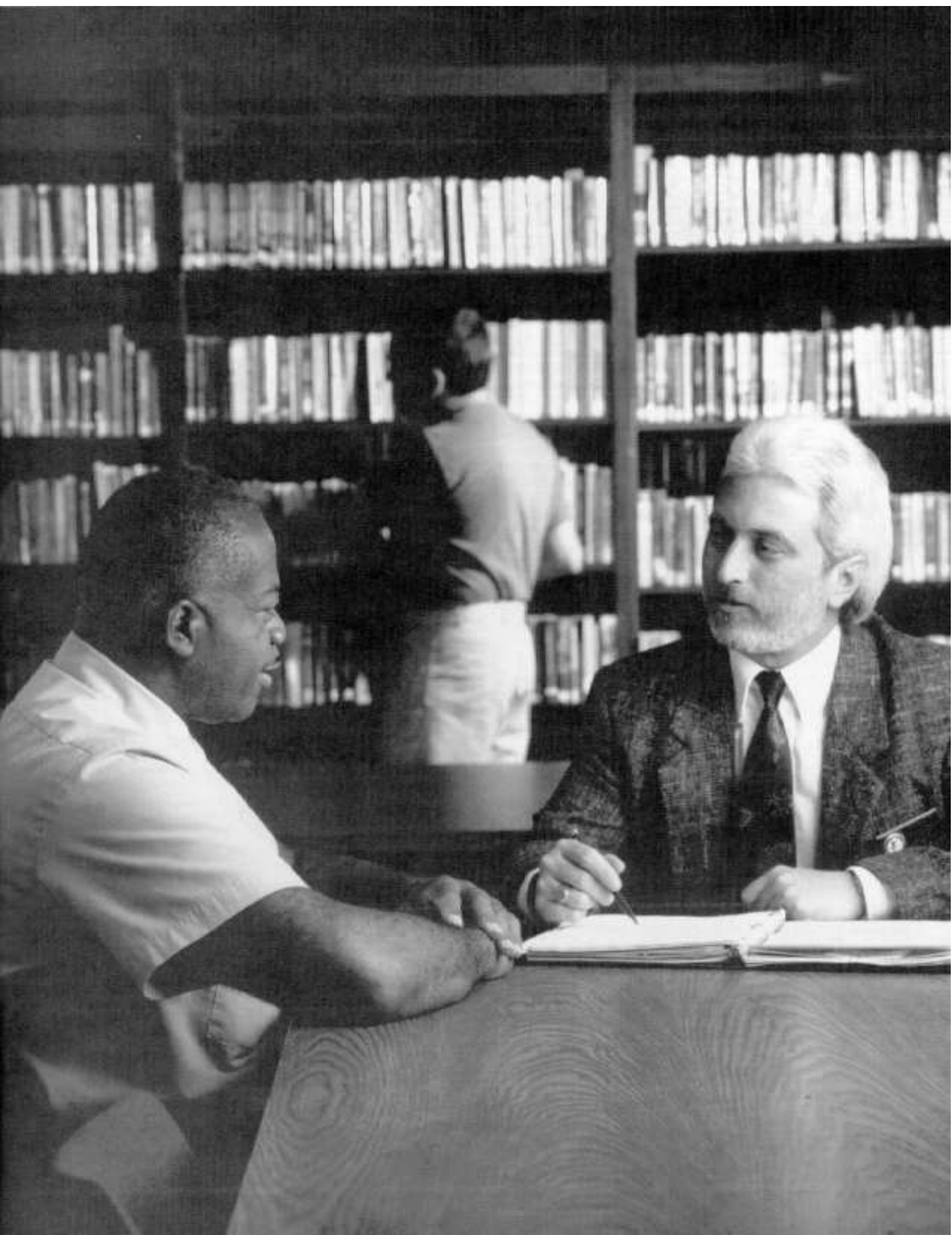
Congress, the GAO, and the Department of Justice. This added another level of independent review that Bureau managers could draw upon.

The Bureau carefully coordinates all external audits through one office in its Program Review Division, which shares the results with appropriate administrators so that the results of these reviews may be integrated with other findings. In fact, the results of one such 1992 audit, conducted by the Justice Management Division, Department of Justice, concerned the Bureau's program review function itself. The audit concludes:

"...The Bureau of Prisons has made a major commitment of resources to achieve a very comprehensive system of control that functions at all levels of management within the BOP. The decision to make such a commitment seems most appropriate in view of the difficult nature of BOP programs and extensive growth in recent years of the BOP workload and corresponding management control problems....The program is both well conceived and well managed, and provides a sound basis for the year-end reasonable assurance provided by the Director to the Attorney General."

Program monitoring

Consistent with the principles of quality-oriented management systems used in many private- and public-sector organizations, the Bureau has made significant strides over the past 3 years to move away from "reaction management" toward a more proactive, program-monitoring approach to managing prisons. The term "program monitoring" here refers to oversight that relies on the frequent monitoring of important measures used by managers at all levels of the organization. This year Bureau





staff routinely monitored program performance, financial indicators, population characteristics, and other essential indicators. By constantly taking the pulse of the organization, staff were better able to project needs and circumvent crises.

At left: "Management by walking around" is a traditional way for wardens to keep informed about the activities of every institutional department. Pictured: Warden Carolyn Rickards (center), with Darlene Ely, Accounting Supervisor, and Jim Wagner, Controller, Federal Correctional Institution, Petersburg, Virginia.

PLANNING IN ACTION

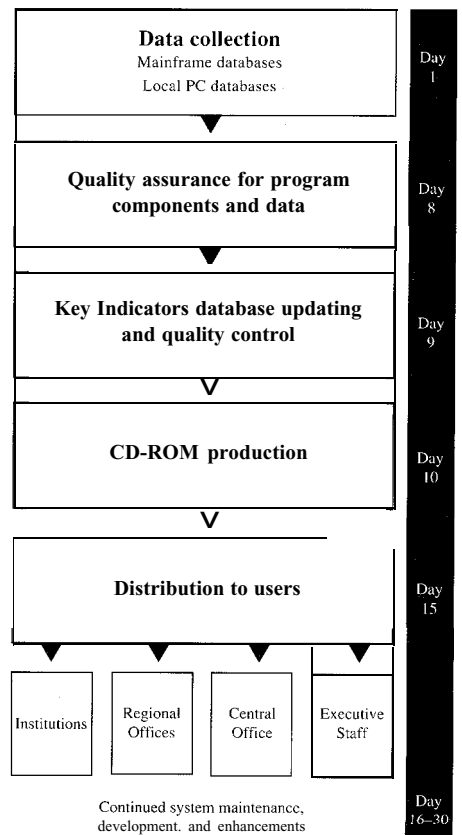
Since 1990, senior managers in the Correctional Services Branch have used Key Indicators to closely track all uses of force by Bureau staff. Data on uses of force—including, for instance, whether a staff team was needed to control the situation, what type of restraints was used, and the total time any inmate spends under restraint—are entered daily at the institution level, reviewed at both the regional and Central Office level, and aggregated to provide a Bureau-wide monthly report. Managers are alert for any unusual patterns that might indicate a need for upper-level intervention; as an example, a high-security penitentiary that reported significant increases in uses of force over other penitentiaries might require additional training for staff.

Access to information and staff involvement are critical components of quality-oriented systems. It would be inefficient to have the Bureau's most senior managers monitor programs if mid-level managers and line staff do not. In this regard, a management-indicator tracking system—Key Indicators—developed by the Office of Research and Evaluation and first implemented in 1988, continued to serve the Bureau very well in 1992. This tracking system has become a vehicle for disseminating key data elements, from a number of information sources, to Bureau managers. The system contains data elements relating to inmate characteristics, behavior and programs, staff demographics, financial management, and community corrections. Data can be reviewed by institution, region, and institution security level, and displayed in tabular or graphic form (see chart).

One of the great strengths of the Key Indicators system is that it requires no special data entry work by Bureau staff. The system pulls in data from pre-existing sources, runs statistical programs on these data, and reformats the information in ways useful for managers.

Additionally, Key Indicators displays data patterns over time in monthly, quarterly, or yearly increments, enabling trend analysis. This tracking system has an advantage over "hard copy" reports in that it allows staff to make comparisons that have specific relevance to their needs, as opposed to relying on more standardized reporting information. Staff can use this system to justify resource requests, establish and monitor goals, gain additional perspective on their own operations, and monitor critical characteristics and program performance.

Key Indicators Monthly Schedule



During the past several years, an automated "information module," extracted from Key Indicators, has been developed that provides a concise summary of important institution management data, thus permitting the identification of important trends. This year's improvements to the module allowed executive staff members to quickly review as many as 50 important indicators for each of the Bureau's institutions, representing various program areas. Furthermore, when reviewing any facility, they were able to scan data relative to similar Bureau institutions, and to skip over data within normal ranges to focus selectively on indicators that diverge from the norm, having unusually high or low values. Through automation, the same modules reviewed by the executive staff were made available to other managers. For example, each warden could view his or her own institution's trend data and comparison data for other institutions.

The Bureau's executive staff tracks program trends and accomplishments and provides divisional strategic planning briefings to the director. These briefings may involve the use of charts, graphs, and brief narratives that illustrate trends for a wide range of program components. For example, the Correctional Programs Division may report on such key areas as inmate security level, race, citizenship, age, sentence length, furloughs, residential drug treatment, escapes, and assaults.

In 1992 as in 1991, significant time at executive staff meetings was dedicated to a close review of trend data, one institution at a time. In light of this information, the focus of executive staff discussions includes not only systemic program issues but operational issues concerning the overall functioning of each region and its respective institutions.

Conclusion

The administrative nature of strategic planning and management systems may at first glance seem far removed from the often tense and sometimes dangerous "real world" of prisons. However, both research and the empirical experiences of prison managers lead to the conclusion that well-managed prisons are also safer, more secure, and more humane. Given the Bureau's commitment to good management and the empowerment of staff at all levels of the organization, the question then becomes: what techniques help achieve these goals?

A number of evaluation and planning strategies and accomplishments have been touched upon in these pages. To think of these initiatives as autonomous would be misleading; the whole—these coordinated, interdepen-

At Right: b Many Bureau recycling programs began through staff initiatives formalized through the strategic planning process. Pictured: Inmates from the Federal Prison Camp, Petersburg, Virginia, work at a recycling operation at nearby Fort Lee. The joint operation-prison and military base—recycles 12 truckloads of waste each month.

PLANNING IN ACTION

When an inmate has a complaint, he or she is required first to contact staff and try to informally resolve it. If this is unsuccessful, the inmate may then file a formal request for "administrative remedy," which must be responded to within 15 calendar days. Using Key Indicators, wardens can monitor—on a monthly, quarterly, or yearly basis—the number of administrative remedies filed by inmates, and can compare the filings at their institution against comparable filings at other institutions. If an increase in filings is seen, wardens can quickly identify the specific area (e.g., quality of the food, access to educational programs or medical services) and follow up with the appropriate administrative staff. If necessary, the warden may decide to speak personally to the inmate(s) involved, or even call a "town meeting" with the inmates to get at the source of the problem. Key Indicators enables Bureau managers to monitor many such trends and quickly identify areas in need of management attention.

dent planning and evaluation systems—is much more than the sum of the parts. They achieve their maximum potential only when used as an integrated process, which the Bureau calls the "Strategic Management Cycle"; it establishes a framework for all of the agency's program-review strategies. Self-evaluations and independent evaluations complement each other; both are enriched by climate assessments. Monitoring instruments both support and are supported by the other evaluation tools.

In 1991, the Strategic Planning Office became part of the Program Review Division. In 1992, strategic planning, for the first time, was formally integrated with the program review process. As a result, grassroots initiatives were considered both for formulating strategic plans and identifying potential weaknesses that should be targeted in upcoming reviews. Plans for corrective action and strategic initiatives were cross-linked for the first time. Program monitoring tools were redesigned to correlate to the Bureau's strategic goals. And, in 1992, guidelines for enhanced policy

development were approved, requiring a justification for any proposed new policies in light of the Bureau's strategic goals.

1992 was a most challenging year for the Bureau of Prisons. It was also the year that saw a number of promising strategies and tools continue to move toward an optimal, agency-wide, integrated system; a system that strives to replace conjecture with knowledge and empowerment. In an unprecedented way, the Strategic Management Cycle challenges all Bureau staff to be accountable for, and involved in, the management and continuous improvement of their programs.



The Year in Review

Growth and transition

In December 1992, the Bureau of Prisons underwent a major transition in leadership, as Kathleen M. Hawk was named to head the organization as its sixth director upon the retirement of J. Michael Quinlan. Director Hawk—the first woman to head the Bureau—had previously served as warden, Federal Correctional Institution, Butner, North Carolina; chief of Bureau staff training, Staff Training Academy, Glynco, Georgia; and assistant director, Program Review Division, among other positions in her 16-year career.

In 1992, the Federal Bureau of Prisons' inmate population grew by 11 percent over December 1991 levels; staffing levels grew by 9 percent. At the end of 1992, the Bureau's inmate population stood at 79,859, compared to 71,998 at the end of 1991.

Due to increases in the number of beds (from expansion of existing Bureau institutions, new construction, or conversion of noncorrectional facilities) and to changes in the method of calculating rated capacity (discussed below), the systemwide crowding rate remains at 137 percent. The Bureau's goal is to reduce the crowding rate to 130 percent by 1995.

Throughout the Bureau in 1992, 1,736 beds were added through new construction, and 758 through conversions, upgrades, and other enhancements at existing institutions. A new medium-security Federal Correctional Institution (FCI) opened in Manchester, Kentucky.



Keeping inmates productively occupied is one of the major challenges the Bureau faces as the population continues to grow.

About 60 percent of the Bureau's inmate population are serving time for drug offenses. The population is approximately 25 percent non-U.S. citizens. The Federal pretrial detainee population has exploded over the last decade, from 4,000 in 1981 to 7,000 today. The proportion of female offenders now totals 8 percent—representing a growth rate considerably higher than that of the male population.

The growth in inmate population and numbers of facilities have required increases in the number of staff as well—to 23,846, from 21,923 in 1991. Recruitment remained a major emphasis. At year's end, the Bureau's

workforce included 38.6 percent correctional services staff, with the remainder in such occupational categories as health services, chaplaincy, mechanical services, food service, psychology, and education.

■ The first elements of what will be an increasingly important organizational concept for the Bureau of Prisons came on line in 1992. Federal Correctional Complexes (FCC's) have several institutions of different security levels on a common site. As well as sharing utilities, administrative services, and an inmate labor pool, FCC's will provide increased career opportunities for employees and for spouses who are both employed by the Bureau, without the disruption of moving families to other Bureau locations.

The Federal Prison Camp (FPC), one of four facilities being constructed at FCC Florence, Colorado, opened in July 1992. The other facilities at that location—to be opened in 1993 and 1994 will be a medium-security

Federal Correctional Institution, a high-security penitentiary, and an administrative maximum-security penitentiary, designed to replace the U.S. Penitentiary, Marion, Illinois, as the most secure facility in the Federal system.

Two existing Bureau facilities—in Allenwood, Pennsylvania, and Butner, North Carolina—are being expanded to FCC status. The existing Federal Prison Camp at Allenwood is being integrated with newly constructed low-, medium-, and high-security Federal institutions. The existing Federal Correctional Institution and camp at

medically able. Participation in drug education programs is mandatory for specific inmates who have a history of substance abuse, and involvement in literacy programs is mandatory for the many inmates—45 percent—who do not have a high school diploma or a GED.

■ Individuals with substance abuse treatment needs are nowhere more strongly concentrated than among the Nation's prisoners. Because a substantial proportion of Federal inmates have a lifelong pattern of drug dependency, it is evident that society benefits from effective intervention in the lives of properly motivated inmates.



The Federal Correctional Institution, Manchester, Kentucky, the Bureau's newest medium-security institution, opened in 1992.

Butner will be complemented with a medical center for female prisoners. Two additional FCC's are in the developmental stages in Beaumont, Texas, and Coleman, Florida.

■ The Bureau has often adapted former military properties to penal use (and has a number of prison camps on active military bases). In 1992, the Bureau signed an agreement with the Department of the Army to convert a large part of Ft. Dix, New Jersey, which was designated for closure, to low- and minimum-security use. Two low-security institutions and a satellite camp, with a capacity of more than 3,500 inmates, will operate under a supervising warden and supporting associate wardens—making Ft. Dix overall the largest facility in the Federal system.

Inmates and inmate programs

In the Bureau, many self-improvement opportunities for inmates are available. Work is mandatory for all who are

To meet the needs of such offenders, the Bureau offers a comprehensive substance abuse treatment strategy that presents every offender with a broad range of treatment options of varying length and intensity. The Bureau's multilevel drug treatment strategy includes education, counseling, residential programs (in which inmates live in special units and receive about 3 hours of intensive drug treatment programming per day, for a total of 500 treatment hours), and transitional services to ensure a continuum of treatment when an inmate is transferred to a Community Corrections Center or placed on probation. Sixteen residential programs were opened in 1992, bringing the total systemwide to 31.

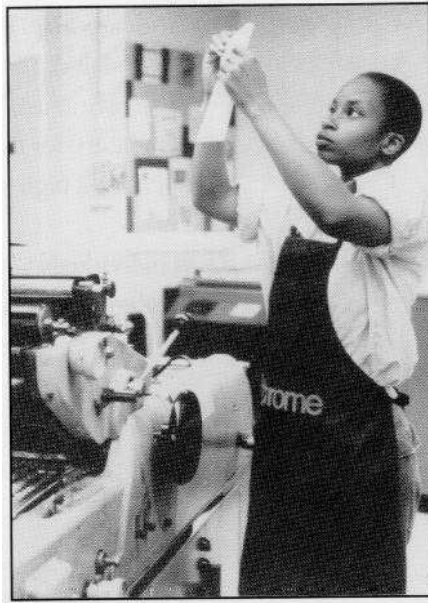
To detect and deter inmate drug use while in custody, the Bureau operates a program of random and targeted drug testing. In 1992, more than 47,000 random tests were administered, resulting in only a 1.3-percent detection rate.

■ In Federal prisons, meeting inmate literacy needs is a major area of program emphasis. Inmates must attain a specified educational level—before they can be assigned to higher paying jobs in the institution. This facet of the Bureau’s educational program was implemented in a progressive fashion, and is now set at 12th-grade equivalency. As a result, literacy program completions are up 600 percent since mandatory education started in 1982. In 1992, 5,450 inmates completed GED programs as a result of this mandatory program strategy.

■ Perhaps the most important of all correctional programs is the inmate work program referred to as Federal Prison Industries, or UNICOR, a wholly owned Government corporation since 1934. While all able-bodied Federal inmates must work, about 22 percent of them are employed by UNICOR (15,897 in December 1992, up from 14,610 in 1991).

In June, the Brookings Institution in Washington, D.C., sponsored a Prison Industries Summit to bring together Bureau and Department of Justice officials; representatives of labor and trade associations; business executives; and Congressional staff to discuss public policy issues related to prison industries. Participants in the Brookings summit have continued to focus on UNICOR issues in regular Workgroup meetings.

In October, the National Prison Industries Task Force met at the Supreme Court, chaired by former Attorney General Griffin Bell. The Task Force meeting was attended by high-level representatives from the executive and legislative branches of Government, the criminal justice system, and the private sector. Participants in these meetings discussed such issues as the Congressionally



Above. One of Federal Prison Industries’ major objectives is to teach inmates good work habits, not just specialized industrial skills. Right: A class at the Intensive Confinement Center, Bryan, Texas.

mandated independent market study of Federal Prison Industries operations completed in 1991, its recommendations for the future growth of prison industries, specific industry and labor concerns related to UNICOR operations, and the development of strategies to ensure that the growth in inmate employment will parallel the rising inmate population in ways designed to minimize any negative impact upon the private sector.

Many UNICOR field operations had notable achievements in 1992. For instance, the Federal Correctional Institution, Fort Worth, Texas, was nominated for the “Partnership for Progress Award” by the U.S. Postal Service, given for outstanding achievements

in postal automation. More than 10 million pieces of automation-compatible mail will be processed by FCI Fort Worth’s UNICOR operation in the next fiscal year, saving Federal agencies more than \$1 million in that year alone.

■ Inmates returned much of what they earned in work programs to victims through the Inmate Financial Responsibility Program, which seeks to collect court-ordered fines, restitution orders, and other judgments. In 1992, 18,505 participating inmates returned more than \$14.16 million through this program, and more than \$67 million has been collected since the program’s inception in 1987.

In April, the Department of Justice’s Office for Victims of Crime recognized Bureau facilities and staff for their outstanding contributions in the collection of fines for deposit in the Crime Victims Fund. Receiving awards were the Federal Prison Camp, Eglin, Florida; the Federal Medical Center, Lexington, Kentucky; and Paul Horner, former chief of the Inmate Financial Responsibility Program (IFRP), Central Office.

■ The Bureau’s first Intensive Confinement Center (ICC) for female offenders opened at the Federal Prison Camp,

Bryan, Texas, in July 1992. The first inmate team graduated in January 1993. The Bryan ICC houses 120 female inmates, with a staffing complement of 29. The first ICC, for male offenders, opened in 1991 at the U.S. Penitentiary, Lewisburg, Pennsylvania, and had graduated 417 inmates as of year's end.

The ICC program, the Bureau's adaptation of the "boot camp" concept, is designed to teach inmate participants self-discipline and self-respect and prepare them for a successful adjustment to society upon release. Inmates who successfully complete the 6-month program will be permitted to serve the remainder of their sentence in community-based correctional facilities (rather than more secure facilities) until they become eligible for prerelease programming.

Programming consists of physical labor and intensive self-improvement programming for 17 hours a day, 6 days a week. A labor-intensive work assignment for the Bryan ICC was established with the U.S. Forest Service in New Waverly, Texas; inmates work in the forest.

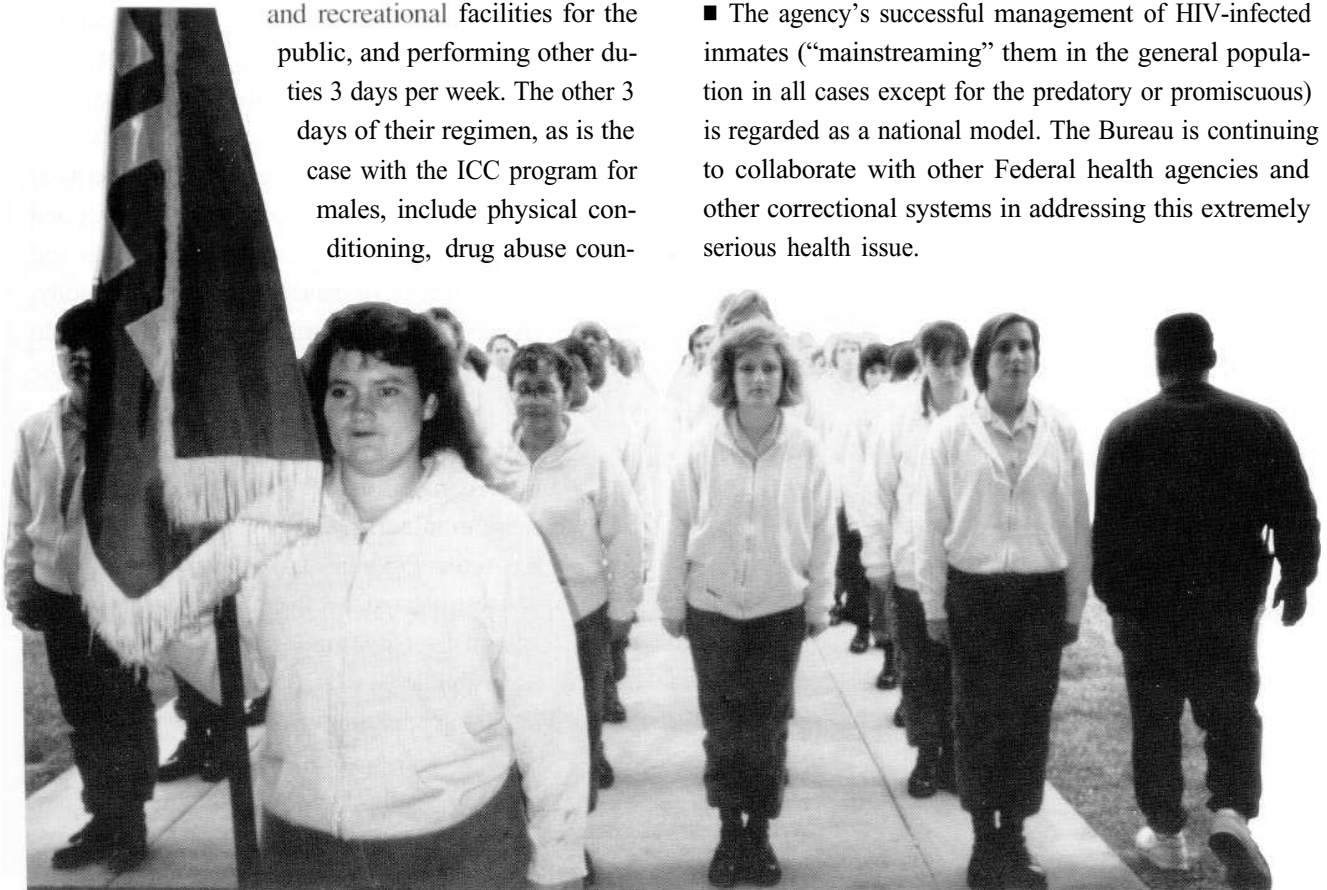
clearing brush, maintaining trails and recreational facilities for the public, and performing other duties 3 days per week. The other 3 days of their regimen, as is the case with the ICC program for males, include physical conditioning, drug abuse coun-

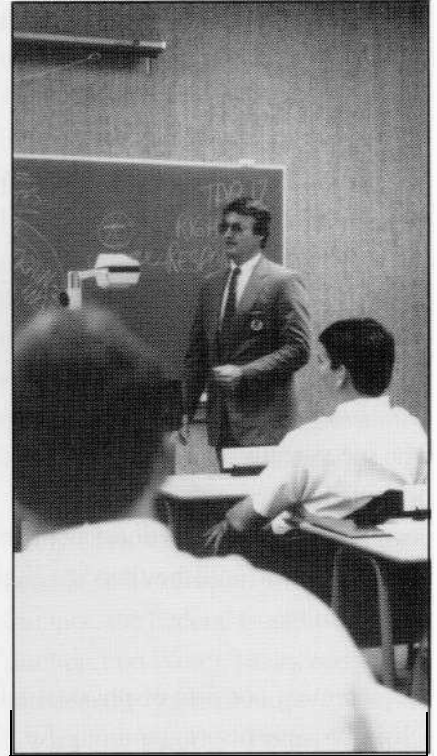
seling, religious services, and training in life coping skills, literacy, and vocational skills. Because physical health is an important component of the program, the ICC is a smoke-free environment for inmates and staff.

Participation in the ICC is voluntary—with the approval of the sentencing judge. Living conditions are strict: inmates have few privileges; Sundays and Federal holidays are the only days that inmates are permitted to receive visits and participate in recreational activities; personal property and telephone calls are very limited.

■ An old health threat, tuberculosis, reemerged in a new drug-resistant form in 1992; because of its ability to spread among confined populations, its prevention has become a major concern for Bureau medical operations (although there were no multi-drug-resistant cases in the Bureau in the last year). The Department of Health and Human Services convened a task force on which the Bureau served to provide a correctional perspective—that resulted in the *Natnional Action Plan to Conhat Mlilti-Drug-Resistant Tuberculosis*

■ The agency's successful management of HIV-infected inmates ("mainstreaming" them in the general population in all cases except for the predatory or promiscuous) is regarded as a national model. The Bureau is continuing to collaborate with other Federal health agencies and other correctional systems in addressing this extremely serious health issue.





"Basic training" for all new Bureau employees at the Federal Law Enforcement Training Center, Glynco, Georgia, includes role-playing exercises, firearms and self-defense instruction, and classroom work.

■ The Bureau's chaplaincy staff undertook a major project in 1993: a series of work groups focusing on the "multicultural" spiritual needs of the increasingly diverse inmate population. Work groups on Hispanics, Native Americans, African-Americans, and women developed a solid knowledge base for use by staff in the field and made a number of recommendations for enhancements in chaplaincy programs.

Staff

One of the major challenges facing the Federal Bureau of Prisons is recruitment. Staffing levels, which almost doubled in the 5 years from 1986 to 1991, are expected to almost double again by 1995. Inadequate staffing can potentially mean compromises in security as well as dramatic increases in overtime costs. Meeting this challenge has become one of the agency's top priorities, requiring additional expansion of everything from training facilities to information systems for managing human resources.

In 1992, the recruitment of new staff generally kept pace with the growth of the inmate population—with 23,846 staff at year's end, as compared to 21,923 in December 1991. The Bureau's comprehensive recruitment strategy—including a professional advertising campaign based around the slogan "Do Your Career Justice"—has resulted in major increases in the number of correctional officer applicants, as well as the numbers of minority and bilingual applicants. The percentages of minorities and women employed in the Bureau have also grown steadily, from 22.7 percent and 18 percent, respectively, in 1981 to 28.6 and 27.1 percent in 1992. In other highlights of the year:

■ Bureau efforts in Affirmative Action produced significant advances in minority recruitment and promotion. Affirmative Action Programs (AAP) were significantly enlarged and restructured to reflect the increasing importance of cultural diversity to the agency. In addition to its current responsibilities—which include minority recruitment, diversity training, and special emphasis programs—the AAP branch will have a strong research mission involved in tracking the career development and advancement, job satisfaction, and work environment experienced by minorities in the Bureau. AAP will also assess

the impact of Bureau policies and practices on minority staff. The branch will be tasked with proposing and advocating changes to Bureau policies and strategic plans to ensure staff representation.

On July 1, the League of United Latin American Citizens presented then-Director J. Michael Quinlan with its highest award to honor excellence in Bureau of Prisons operations, services provided to staff, commitment to cultural diversity, and the quality of the programs and opportunities offered to inmates. Currently, 8.3 percent of the Bureau's staff are of Hispanic origin. In the past year, the number of GS/GM-13 Hispanic managers in the Bureau grew by 43 percent. Then-Arkansas Governor Bill Clinton and Texas Governor Ann Richards addressed conference participants.

■ In May, the Bureau's training facility at the Federal Law Enforcement Training Center in Glynco, Georgia, celebrated its 10th anniversary. With a staff of only 18, the academy provided training for 1,400 employees in its first year. In 1992, the academy's 72 staff members provided introductory and specialty training to more than 6,000 Bureau employees. Eighty percent of the Bureau's current workforce are Glynco graduates.

At the Management and Specialty Training Center (MSTC) in Aurora, Colorado, 4,570 students attended classes in such fields as facilities management, special investigations, food service, paralegal support, and recreation supervision.

■ Development of executive and managerial talent is a critical issue, given the Bureau's rapid expansion. For that reason, the agency has implemented a range of programs to identify, train, and develop the administrative skills of its employees, who, in comparison to their predecessors, must assume supervisory and management-level duties with less on-the-job experience in prior posi-

tions. As an example, 41 Bureau executives attended a course sponsored by the Woodrow Wilson School of Public and International Affairs of Princeton University. The course, entitled "Public Leadership and Management Skills for Corrections," focused on global and domestic policy issues that affect corrections. The Brookings Institution also sponsored a program for the Bureau's senior managers entitled "Political Realities in Public Management."

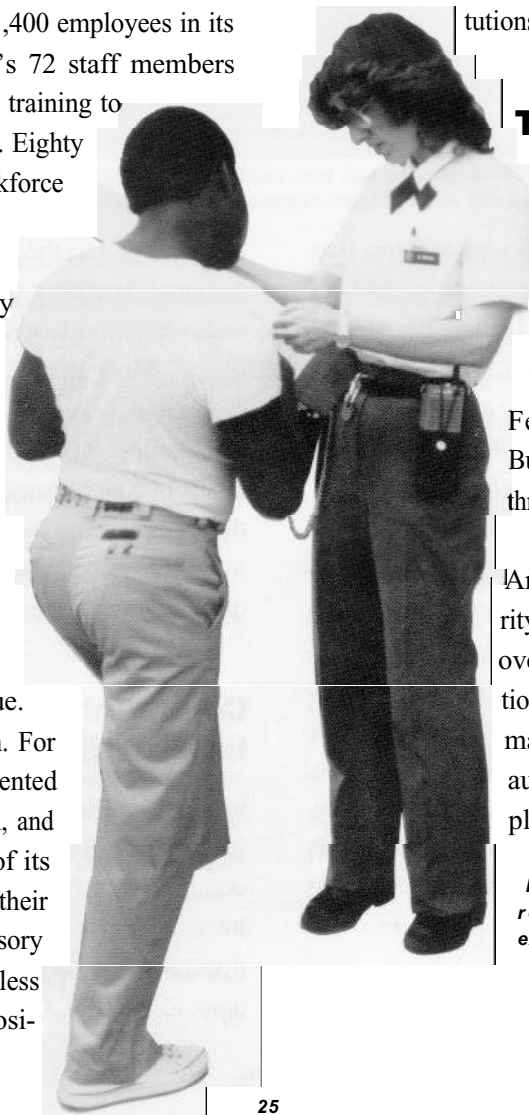
■ A tradition of excellent labor-management relations continued in 1992, as a new Master Agreement was negotiated and ratified between the Bureau and the Council of Prison Locals, American Federation of Government Employees. Warden Pat Keohane, U.S. Penitentiary, Terre Haute, Indiana, received the 1992 AFGE Council of Prison Locals National Labor Relations Award, presented annually to Bureau Chief Executive Officers. Warden Keohane was nominated for his tireless efforts at creating positive labor/management relations in the institutions he supervised.

Technology and research

■ A major new telephone system for inmates promises both enhanced security and increased services. The new Inmate Telephone System (ITS), installed first at the Federal Correctional Institution, Butner, North Carolina, will be in place throughout the Bureau in about 3 years.

Among the system's numerous security and control capabilities are control over telephone numbers called, duration of calls, location from which calls may be placed, and call accounting audit trails. The direct-dial ITS will place the financial responsibility for

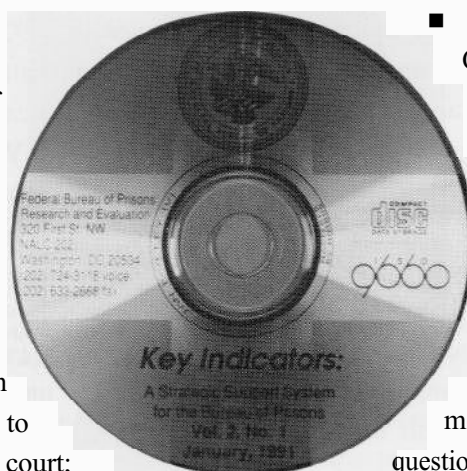
Recruitment of minorities and women remains a major emphasis for the expanding Bureau workforce.



the payment of calls on the inmates. (In traditional BOP phone systems, all outgoing calls were “collect,” placing the financial burden on family members in most cases.)

The new system greatly reduces accounting costs through its ability to “sell” telephone credits to inmates in the institution commissary or inmate store. These credits are then automatically transferred to the ITS on the following morning. The ITS can give account balances and the cost of the last completed call through a voice response system, allowing inmates to check on the status of their accounts.

■ In October, the Bureau’s Office of Security Technology completed the installation of a video teleconferencing system between the U.S. Courthouse in Tallahassee, Florida, and the new Federal Detention Center (FDC) in Tallahassee. The system enables the court to conduct certain pretrial procedures without having to move offenders from the FDC to the court; this will dramatically reduce the costs and security risks associated with transporting inmates.



The Tallahassee system is the first of such systems that the Bureau will pilot for the Department of Justice. Similar systems are being considered to link the Metropolitan Detention Centers in Guaynabo, Puerto Rico, and New York City with their respective courthouses. A fourth system is planned to link the Federal Medical Center, Lexington, Kentucky, with the Immigration and Naturalization Service Regional Office in Chicago to permit Executive Office of Immigration Review judges to conduct detention and deportation hearings.

■ As Bureau information systems are increasingly placed on personal computer networks, the threat of data contamination by virus increases. To help counter these dangers, and to increase the level of protection from inmate abuses, the Bureau’s Information, Policy, and Public Affairs Division established a Computer Security Office within the Office of Information Systems.

■ The Bureau began to distribute nonsensitive program (policy) statements and operations memoranda electronically, via CD-ROM (Compact Disc-Read Only Memory). This technology allows users to access the most current policy quickly and easily and-in the long term-will greatly reduce the bulk associated with paper distribution. CD-ROM enables users to conduct name or word string searches to rapidly identify relevant policies and retrieve portions of those policies that address their specific needs.

■ In August, experts from the AFGE Council of Prison Locals (CPL) and the Bureau’s labor-management relations staff gathered at a local television studio in Denver for a video teleconference to review changes and answer staff questions about the new Master Agreement between the CPL and the Bureau. Staff were able to watch the teleconference live at most Bureau institutions and phone in questions. This program was the first human resource training performed via teleconference—at less than one-fourth the cost of an in-person conference.

■ On July 16, the National Institute of Corrections’ National Academy of Corrections conducted a nationwide satellite video teleconference, entitled “Ethics in the ‘90’s.” More than 2,300 State and local correctional professionals and educators from 28 States participated via satellite. The 2-hour program included taped segments in which correctional administrators from around the Nation expressed their views; viewers in remote locations were able to participate live by phoning in their questions and comments.

Community corrections and intermediate sanctions

In 1992, the Bureau’s Community Corrections and Detention Division focused both on traditional forms of community corrections and on expanding options for intermediate sanctions. The Division supervised 33 offices around the Nation that monitor Community Corrections Center (CCC) or “halfway house” contracts; 250

contracts were awarded or continued during the year, providing 5,014 beds for inmates who are nearing the end of their sentences or serving short terms of confinement in the community.

- Innovative intermediate sanction/work programs co-sponsored with other Federal agencies continued to expand. Two examples:

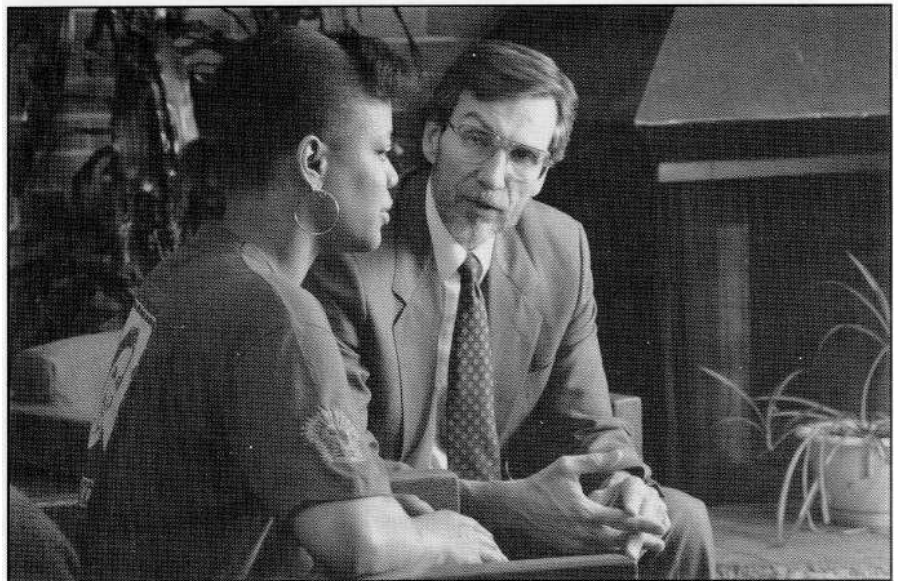
The Federal Correctional Institution, Loretto, Pennsylvania, signed an interagency agreement with the Department of the Interior, National Park Service (NPS), and the Allegheny Portage Railroad that will allow an inmate work cadre to assist the NPS in maintaining the grounds and facilities of the Allegheny Portage Railroad National Historical Site.

As a result of an informal arrangement between the National Weather Service (NWS) and the Federal Correctional Institution, Schuylkill, Pennsylvania, the FCI has recently become a weather observatory for the NWS. Inmate volunteers measure and record weather data at least twice each day. The Schuylkill observatory provides important information because of the site's elevation and location and because there are no other NWS observatories in the area. The project also provides information to the Pennsylvania Department of Transportation for Schuylkill County, which maintains local highways. Schuylkill camp inmates also maintain a Forest Fire Observation Point, in cooperation with the Pennsylvania State Department of Environmental Resources (DER).

- Bureau staff continued to work closely with the U.S. Probation Service in the development of electronic monitoring and home confinement programs—which provide appropriate, cost-effective supervision for offenders in an increasing number of judicial districts.

- The Bureau and the U.S. Probation Office in the Northern District of Ohio developed a pilot project to

establish several Comprehensive Sanctions Centers (CSC's). CSC's will provide judges and wardens with a full range of sanctions—creating environments that may be less restrictive than imprisonment, but more restrictive than traditional Community Corrections Centers—without compromising community safety. The program will contain six different levels of supervision, ranging from day-reporting to 24-hour confinement. CSC's also will have an intensive treatment component. A key compo-



A probation officer and Community Corrections Center resident, Volunteers of America Regional Correctional Center, Minneapolis, Minnesota.

ment of the program will be helping offenders reintegrate into the community by working closely with family members and a support network of community-based volunteers, who will work in conjunction with program staff.

Cooperation with other agencies

The worst natural disaster ever to affect the agency occurred in 1992—Hurricane Andrew. Thanks to advance weather warnings and successful emergency preparedness plans—and a great deal of help from other Federal, State, and local agencies—Federal Prison Camp (FPC), Homestead, and Metropolitan Correctional Center (MCC), Miami, staff and inmates were kept safe from Hurricane Andrew's destruction. However, Miami's

buildings and grounds suffered significant damage, while Homestead's were totally destroyed. Tragically, a third of the 400 Bureau staff members in south Florida lost their homes.



Above: Staff clean up after the hurricane, Metropolitan Correctional Center, Miami, Florida. Below: A UNICOR truck split in half by the hurricane.

On August 23, the day before the hurricane hit south Florida, 146 FPC Homestead inmates and 63 institution staff were moved to MCC Miami. When Hurricane Andrew reached Miami at 5:00 a.m. on the 24th, there were 1,402 inmates and 408 staff members at the MCC. In addition, more than 200 family members had gathered in the institution's visiting room and training center to "ride out" the storm. The hurricane immediately knocked out electricity, water, and phone service. Fortunately, no one suffered serious injuries.

The Bureau had begun emergency evacuation procedures as the storm approached, positioning staff and vehicles near South Florida to be ready to move in after the hurricane passed. Airlifts were also arranged when the Bureau identified a Miami-area airport that was operational. As the buses and airplanes moved toward the institution, MCC Miami and FPC Homestead staff—who had just endured a terrifying storm—undertook procedures to ensure security, and began assessing the damage and preparing for an orderly evacuation.

By 10:00 p.m. on August 26—just 2 days after the storm hit—Bureau staff, assisted by the U.S. Marshals Service, had safely transported nearly 1,400 inmates to other Bureau and non-Bureau correctional facilities throughout the Southeast Region. This astonishing feat was accomplished through hours of hard work and outstanding interagency teamwork.

The staff of FPC Homestead and MCC Miami remained on the job at the institution during the hurricane and the time required to evacuate inmates and secure the facility. Despite the fact that many lost their homes and all their possessions to the storm—and, in a number of cases, had no idea of the whereabouts of family members and no way of contacting them—they remained focused on their professional duties.

MCC Miami came back on line early in 1993; FPC Homestead will not be reopened. A bright spot to the disaster was the outpouring of support from Bureau staff and friends of the Bureau for the Miami and Homestead employees who suffered so greatly and lost so much. By the end of the year, institutions around the Nation had raised \$295,000 in disaster relief and collected many truckloads of food, clothing, and personal items.

■ In April and May, Los Angeles was swept by some of the worst riots in modern U.S. history. In response to a presidential order to dispatch Federal law enforcement personnel to south-central Los Angeles to keep the peace, 20 of the Bureau's Special Operations Response Teams (SORT's) from Federal institutions nationwide traveled to the riot-torn area on Friday, May 1.



The SORT's were actively involved in protecting property, patrolling neighborhoods, searching burned-out buildings for possible victims, and serving as support for the Los Angeles Police Department (LAPD). SORT's also were responsible for apprehending four individuals possessing cocaine, preventing an individual from stabbing a woman, and apprehending a sniper who had been shooting at residents. In this incident, which occurred at night, the SORT surrounded the building where the sniper was hiding, and, using a "stealth entry maneuver," captured the individual and placed him in the custody of the LAPD. In the absence of the SORT's, staff onsite at the home institutions maintained security; there were no disturbances during the riot period.



A The NIC Academy in Boulder, Colorado, trains State and local corrections professionals.

■ The Bureau worked closely with other Department of Justice components in 1991. Detention issues were a major focus of interagency efforts. The Bureau, the Immigration and Naturalization Service, the U.S. Marshals Service, the Executive Office of Immigration Review, and the Community Relations Service met regularly as the Department's Joint Detention Planning Committee, under the auspices of the Office of the Deputy Attorney General, in continuing support of an interagency plan to project the Department's detention needs to 1996. Another joint program, as previously described, was the electronic monitoring project managed by the Bureau in cooperation with the U.S. Parole Commission and the U.S. Probation Service for offenders in home confinement status.

■ To help enhance coordination with the Federal judiciary, the Bureau participated in a Sentencing Institute for about 65 judges of the 2nd and 8th Circuits in Lexington, Kentucky. Co-sponsored by the Bureau of Prisons and the Federal Judicial Center, the Institute focused on the relationship between the U.S. Sentencing Commission and the courts, sentencing guideline issues and the amendment cycle, hearing factors, the role of the probation officer in guideline sentencing, intermediate sanctions and conditions of supervision, and plea bargaining factors. Bureau staff sponsored exhibits about matters of mutual concern. In addition, the Bureau published an enhanced second edition of the *Judicial Guide to the Bureau of Prisons*.

■ The Department of Defense continued its support for conversions of military property to prison use and for prison camps located on military installations, which often provide much-needed work crews and services for base maintenance. As mentioned, a portion of Ft. Dix, New Jersey, is in the process of conversion from an Army base to a major complex of minimum- and low-security institutions-the largest in the Federal system.

■ The National Institute of Corrections continued its work with State and local systems, training more than 1,360 correctional professionals at its NIC Academy in Boulder, Colorado, and providing training to another 3,187 through conferences and workshops. NIC also responded to more than 8,700 requests for information from practitioners and policymakers, awarded 38 grants to State and local agencies and private organizations (for such projects as facilitating the use of intermediate sanctions, training, and developing and implementing classification systems), and conducted 60.5 technical assistance visits to State and local agencies.

■ One of the Bureau's largest interagency projects is the prisoner transportation program, operated in cooperation with the U.S. Marshals Service, which carried out 157,454 prisoner moves in 1992 using Bureau buses and U.S. Marshals airplanes.

To support this critical operation, a Federal Transfer Center (FTC), to be located at the Will Rogers World Airport in Oklahoma City, Oklahoma, will be privately built, then leased to and operated by the Bureau of Prisons. The FTC will provide temporary confinement for about 1,000 prisoners in transit from either the courts to designated facilities or between facilities. Locating this operation at the Will Rogers World Airport will relieve the Federal Correctional Institution, El Reno of this operational task.

■ In May, a special program was held at the Federal Correctional Institution, La Tuna, Texas, to observe the 50th anniversary of the Mexican/American Prisoner Transfer program. The program included representatives from the Government of Mexico and U.S. Federal law enforcement officials from the Bureau, the U.S. Attorney's Office in northern and western Texas, the U.S. Marshals Service, the Immigration and Naturalization Service, and the U.S. Parole Commission.

■ This year marks the 20th anniversary of the Witness Security Program. Many individuals in the program are incarcerated in Bureau facilities—currently, more than 400 inmates. Administered by the U.S. Marshals Service and coordinated with the Department of Justice's Office of Enforcement Operations (Criminal Division) and the Bureau of Prisons' Inmate Monitoring Section, this program has been a vital tool in the battle against organized crime for many years. The conviction rate in trials where the testimony of protected witnesses was offered is more than 86 percent. More than 5,800 witnesses, as well as 7,200 of their family members, have entered the Witness Security Program since 1971. During that time, not one witness in the program has been harmed because of his or her testimony.

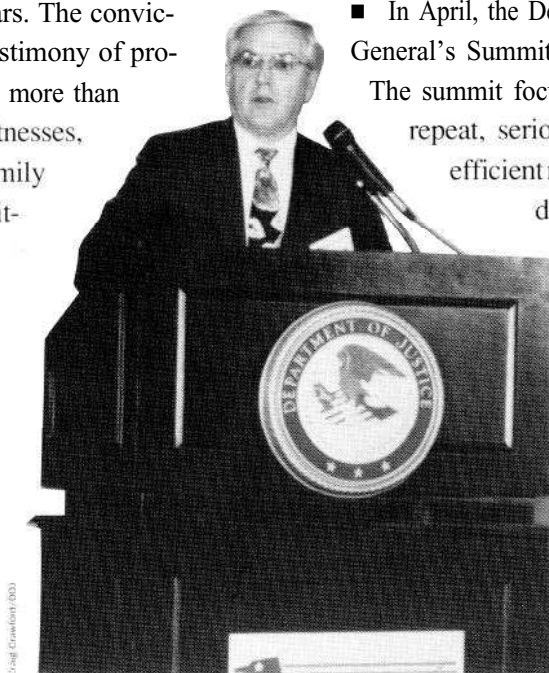
■ Last year, the Bureau and the National Institute of Corrections received legislative authority to provide technical assistance to foreign governments. A Bureau/NIC team spent 2 weeks in Romania surveying Romania's correctional system and formulating recommendations for its localized and systemic improvements. The team visited nine institutions to meet with their commanders and support staffs, and made recommendations regarding Romania's inmate classification scheme, inmate work and program assignments, the stratification of institutions (by security level), organizational management, and conditions of confinement. In addition, the team reviewed draft legislation concerning prison management and confinement. Formal training in confrontation avoidance and inmate searching procedures was provided for training instructors.

Another assessment team visited Jamaica in September to assist Jamaican corrections staff in such areas as management and organizational structure, inmate classification, and security and custody methods. In addition, the Bureau provided short-term technical assistance to the corrections agencies in Colombia, Ecuador, Bolivia, and Panama. All technical assistance is conducted in coordination with the U.S. Department of State.

Public outreach and community involvement

■ In April, the Department of Justice hosted the Attorney General's Summit on Corrections in McLean, Virginia. The summit focused on increasing prison capacity for repeat, serious, and violent offenders in a cost-efficient manner; the appropriate use of intermediate punishments for nonserious, nonviolent offenders; trends in the role of the courts in corrections; and effective institutional programming, including work, drug treatment, and education/literacy programs. Bureau staff played a major role in preparing for the conference and presenting at many of the sessions.

Parker Evatt, Director, South Carolina Department of Corrections, speaks at the Attorney General's Summit on Corrections.

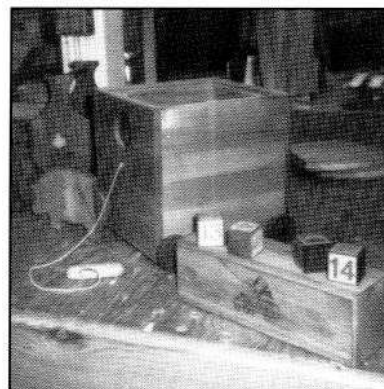


Former Attorney General William P. Barr was keynote speaker at the Summit. Other primary speakers were former Solicitor General of the United States Kenneth W. Starr; Chairman of the U.S. House Judiciary Subcommittee on Intellectual Property and Judicial Administration William J. Hughes; Massachusetts Governor William Weld; South Carolina Department of Corrections Director Parker Evatt; and then-Bureau of Prisons Director J. Michael Quinlan. In addition, the conference included workshops and plenary sessions on capacity expansion strategies, efficient management, effective institutional programming, intermediate sanctions, and legal issues in corrections.

Guests included State legislators; members of the judiciary; Federal, State, and local officials involved in corrections and intermediate sanctions in the community; and representatives of related professional associations, victims of crime, local police and prosecution agencies, and the media. Altogether, about 300 public policy officials from around the Nation attended the Summit.

■ Volunteerism received increased emphasis in policy and practice in 1992. Community volunteers make enormous contributions to agency operations and to the well-being of offenders. Over the past year, there have been significant efforts to increase the number of people who regularly volunteer in institutions, augmenting existing academic, counseling, and religious programs.

In May, the Bureau established the National Office of Citizen Participation (NOCP) to help expand the role of volunteerism within the Bureau of Prisons. The NOCP will foster new partnerships with the private sector; strengthen existing linkages with public and charitable organizations; provide support to institutions and Regional Offices; and act as a liaison to national service organizations. A priority for the office will be the development of new programs and initiatives to provide a



A Scrap wood from the UNICOR factory is turned into toys for charity at the Federal Correctional Institution, Sheridan, Oregon.

support network for released inmates who are attempting to reintegrate into the community and remain crime-free.

■ Renew America, a national environmental organization, announced that the UNICOR Strategic Recycling program located at the Federal Prison Camp, Duluth has been selected to receive a Certificate of Environmental Achievement. The Duluth program was chosen for its success in protecting the environment, while serving as a model that can be replicated around the country. Items recycled throughout the camp include cardboard, office paper, tin cans, aluminum cans, fabric swatches, and pallets. UNICOR Strategic Recycling will be listed in Renew America's 1992 *Environmental Success Index*, the most comprehensive guide to the Nation's environmental programs.

■ A special issue of the *Federal Prisons Journal* focused on the female offender—a growing segment of the Bureau's inmate population and that of correctional systems nationwide. The issue immediately became a leading resource in an area that has received too little attention, discussing the need to review classification techniques for female offenders, parenting programs, women's health care in prison, management of women's institutions, and other topics.

■ The American Correctional Association (ACA) awarded the Bureau of Prisons' video "Toymakers" first place in the "Special Interest" category of its annual film awards. The 18-minute program, written, directed, and produced by the Bureau's Office of Public Affairs, highlights the Federal Correctional Institution, Sheridan, Oregon's innovative toy building operation. Inmates involved in this program make toys out of scrap wood generated at the institution's furniture factory and, through the local

Kiwanis Club, donate them to a nearby children's hospital and other local charities.

Program integrity

The Bureau has always emphasized professionalism and integrity in its operations. However, with the rapid growth of the organization and the relative inexperience of many staff, this is an especially challenging and important issue. See the front section of this publication, "Program Review and Planning in the Federal Bureau of Prisons," for further discussion.

Program integrity within the Bureau is ensured through a well-developed system of internal controls—such as regular program reviews—and management systems for monitoring the quality of programs throughout the Bureau and the enhancement of operations at Bureau institutions. Program integrity also is safeguarded by the openness of Bureau facilities—to the public, to the press, to the academic community, and to oversight by Government organizations, including Congress.

- The Bureau continues to support the accreditation process of the American Correctional Association. At present, 52 Bureau institutions are accredited by ACA, with another 6 accreditations in process. In addition, the Joint Commission on the Accreditation of Healthcare Organizations has accredited or is preparing to accredit a number of Bureau medical facilities—in Butner, North Carolina; Lexington, Kentucky; Rochester, Minnesota and Springfield, Missouri. This accreditation helps ensure that medical care commensurate with community health care delivery standards is provided to all Bureau inmates who require it.

- A particularly important focus for the Bureau in managing public moneys in a time of tightening Federal budgets is cost containment. With a major facility expansion program underway, the agency is focusing on achieving additional construction economies, and has recently

At right: Inmates using the telephones at the Federal Correctional Institution, Jesup, Georgia. A new direct-dial inmate telephone system is beginning to be installed and will be in place throughout the Bureau in about 8 years. The new system places financial responsibility for the payment of calls on inmates.

made several changes to its building program: building correctional complexes (as discussed earlier) that offer many economies of scale; increasing the rated capacity of institutions and double-bunking about two thirds of all inmates, thus reducing per capita inmate costs by

one-third; using inmate workers on selected construction projects; and reducing the amount of program space in prison support areas to a level that supports basic programming.

Construction costs typically represent 3 to 5 percent of the total expense for a facility over its life; the major operational cost is staffing. Because of its staff—efficient institution design philosophy and flexible use of employees, Bureau institutions use an average of 27 percent fewer staff than comparable State institutions—another example of how the responsible use of public funds is incorporated into Bureau planning.

- Federal Prison Industries hired an ombudsman to examine and report on private sector concerns, serve as an unbiased mediator and conciliator, and look for opportunities for partnerships that benefit both the private sector and FPI. The new ombudsman reviews and makes final decisions on customer waiver appeals and reports to FPI's Board of Directors regarding FPI's impact on the private sector. He works with private companies and trade associations, striving to find mutually beneficial methods of resolving problems and complaints in order for FPI to achieve its correctional mission without unduly affecting the private sector.





Outstanding individual achievements

During the past year, a number of individuals were recognized for their outstanding achievements. The “Directors’ Awards”—named for the first four directors of the Federal Bureau of Prisons—and the Equal Employment Opportunity Award are the highest honors given by the Bureau. The Attorney General’s awards are presented by the Attorney General in a ceremony at the Department of Justice.

DIRECTORS’ AWARDS

The Sanford Bates Award

Granted annually, since 1967, to non-supervisory employees for exceptionally outstanding service or for incidents involving extraordinary courage or voluntary risk of life in performing an act resulting in direct benefit to the Bureau or to governmental operations.

David Marshall and Robert Perdue

Correctional Officers, Federal Correctional Institution, Phoenix, Arizona

Officers Marshall and Perdue risked their own lives to help prevent the escape of two heavily armed inmates from FCI Phoenix in October 1991. Their courage and professionalism exemplify the highest standards of the Federal Bureau of Prisons.

The James V. Bennett Award

Granted annually, since 1967, to supervisory and management employees for exceptionally outstanding service or for incidents involving extraordinary courage or voluntary risk of life in performing an act resulting in direct benefit to the Bureau or to governmental operations.

Thomas Wilson

Correctional Supervisor, Federal Correctional Institution, Jesup, Georgia

In July 1991, while working as operations lieutenant at the Metropolitan Correctional Center, Miami, Florida,

Mr. Wilson was held at gunpoint by inmates who threatened to kill him in their escape attempt. His calmness and clear thinking under extreme pressure demonstrated true leadership ability.

The Myrl E. Alexander Award

Granted annually, since 1970, to any employees who through their own initiatives have been instrumental in the development of new techniques in Correctional Programs, or who have succeeded exceptionally well in the implementation of new and innovative procedures.

Donna M. Henke

Financial Manager, Federal Correctional Institution, Otisville, New York

Ms. Henke, on her own initiative, implemented several new programs within her department that increased the efficiency of institutional operations, and has shown consistent success in tackling unresolved problems.

The Norman A. Carlson Award

Granted annually, since 1987, to employees who have shown excellence in leadership and who have demonstrated the highest personal and professional standards of attainment.

Rita K. Suddeth

Unit Secretary, Federal Correctional Institution, Talladega, Alabama

While being held hostage by Cuban detainees during the Talladega incident in August 1991, Ms. Suddeth demonstrated extraordinary courage and resourcefulness in support of her fellow hostages and of the rescue effort.

EQUAL EMPLOYMENT OPPORTUNITY AWARD

Granted to any employee who, through exceptional achievements in training, recruitment, management, or other activity, advances equal employment opportunity in the Federal Bureau of Prisons.

Frederick Menifee

Associate Warden, Federal Correctional Institution, Oakdale, Louisiana

At FCI Oakdale, Mr. Menifee developed a very progressive recruitment program. He is active in the community through the National Association of Blacks in Criminal Justice and has increased staff involvement and participation in Affirmative Action programs.

ATTORNEY GENERAL'S AWARDS**Distinguished Service**

For accomplishing assigned duties in such an exemplary manner as to set a record of achievement that will inspire others to improve the quality of their work.

Audrey Hartwell

Legal Technician, Metropolitan Correctional Center, San Diego, California

Outstanding Service to Disabled Employees

For providing such services as recruitment, employment, or provision of services, accommodation, or equipment to disabled employees of the Department of Justice.

Arthur F. Pulford

Case Management Coordinator, Federal Prison Camp, Duluth, Minnesota

Attorney General's Award for Upward Mobility

For making significant contributions to the Upward Mobility Program—in leadership, training, program development or implementation, or other areas that enhance mobility for lower-grade employees.

Diane Schatz

Employee Development Manager, Metropolitan Correctional Center, New York, New York

The John Marshall Award (Providing Legal Advice)

In recognition of outstanding legal achievement in furnishing sound legal opinions and expertise in areas involving significant litigation or matters of importance to the Government.

Dominique Raia

Staff Attorney, Metropolitan Correctional Center, New York, New York

Excellence in Management

For extraordinary achievements in the improvement of operational or program effectiveness, efficiency, or productivity; the reduction of costs through innovative administrative initiatives; or the reduction of fraud, waste, mismanagement, or abuse.

David A. Chapman

Administrator, Intensive Confinement Center, U.S. Penitentiary, Lewisburg, Pennsylvania

Kathleen M. Hawk

Then-Assistant Director, Program Review Division

Excellence in Administrative Support

For outstanding performance over a sustained period or extraordinary achievements that overcame unusual difficulties in unique situations of high importance to the organization's mission.

Mary (Kathy) Grabowski

Warden's Secretary, Federal Correctional Institution, Otisville, New York

Clarita J. Rodriguez

Secretary, Federal Prison Camp, Bryan, Texas

Meritorious Public Service

In recognition of the most significant contributions of citizens and organizations who have assisted the Department of Justice in accomplishing its missions and objectives.

Sandra J. Menley

Chairperson, Community Relations Board, Federal Correctional Institution, Bastrop, Texas

Attorney General's Medallion

In recognition of outstanding achievements in support of the mission of the U.S. Department of Justice.

Thomas R. Kane

Assistant Director, Information, Policy, and Public Affairs Division (Acting Director, July-December, 1992)

Statistical data

December 31, 1992

Inmate characteristics

Institution design capacity

Total	52,757
Percent of capacity occupied	137%

Average costs of confinement per inmate

Daily	\$56.84
Annual	\$20,830

Inmates under Bureau jurisdiction

Total	79,859
In Bureau institutions	71,671
Other*	8,188
Sentenced	88.3%
Unsentenced	11.7%

*Includes inmates in Community Corrections Centers, State boarders, juveniles, and other contract categories.

Median months expected to be served

All offenses	60
Drug offenses	64
Robbery	96
Property offenses	48
Extortion, fraud, and bribery	23
Violent offenses	143
Firearms, explosives, and arson	51
White-collar offenses	20
Immigration	13
Courts or corrections	28
Sex offenses	66
National security	58
Continuing criminal enterprise	136

Type of commitments (%)

U.S. Code	96.0
Probation violation	1.5
Parole violation	1.2
State, Territorial	.8
District of Columbia Superior Court	.4

Gender (%)

Male	92
Female	8

Race/ethnicity (%)

White	65.0
Black	32.3
American Indian	1.7
Asian	1.0
Hispanic	27.1

Citizenship (%)

U.S.	72.8
Mexico	8.4
Colombia	4.6
Cuba	3.4
Dominican Republic	1.4
Nigeria	1.1
Others	8.1

Inmates held by security levels (%)

Minimum	22.2
Low	14.2
Medium	32.4
High	10.2
Administrative	8.2
Pretrial	6.7
Holdover	3.7
INS	2.4

Substance abuse before commitment (%)

	Used in past	Reported problem
Alcohol	64.0	12.8
Cannabis	26.2	6.0
Cocaine	24.2	14.4
Other narcotics	12.5	6.2
Tranquilizers	7.6	1.7
Amphetamines	7.0	2.9
Heroin	6.8	5.2
Barbiturates	3.9	1.1
Other drugs	3.7	1.2
Hallucinogens	2.7	0.3
PCP	1.0	0.2
Inhalants	0.8	0.3

Substance abuse estimates are based on a sample of new commitments

Age (%)

Younger than 26	13.4
26-30	17.7
31-35	19.5
36-40	17.5
41-45	13.5
46-50	8.6
51-55	4.8
56-60	2.8
61 or older	2.2

New law/old law

comparative figures

Inmate characteristics

	New law	Old law	All BOP
Number of sentenced inmates	47,721	15,665	63,386
Average age	36	40	37

Sentence length (%)

Less than 1 year	6.3	3.1	5.5
1-3 years	23.2	5.4	18.8
3-5 years	16.7	9.1	14.8
5- 10 years	24.9	14.6	22.3
10-15 years	16.0	22.7	17.7
15-20 years	6.3	15.7	8.6
More than 20 years	5.7	24.2	10.3
Life	0.9	5.2	2.0

Type of offense (%)

	New law	Old law	All BOP
Drug offenses	65.1	24.5	51.7
Robbery	7.0	13.4	9.1
Property offenses	4.4	5.9	4.9
Extortion, fraud, bribery	6.5	7.0	6.7
Violent offenses	1.4	5.9	2.9
Firearms, explosives, arson	8.7	3.0	6.8
White-collar offenses	1.3	1.1	1.2
Immigration	2.6	0.3	1.8
Courts or corrections	0.8	0.6	0.7
Sex offenses	0.6	0.7	0.6
National security	0.1	0.1	0.1
Continuing criminal enterprise	0.4	1.5	0.7
Miscellaneous	0.8	0.6	0.7

Employees

Personnel

Dec. 31, 1992	23,846
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Institution department (%)

Correctional Services	34.9
CEO's Office	3.5
UNICOR	5.0
Mechanical Services	7.4
Health Services	6.8
Business Office	6.8
Food Service	4.1
Records/Inmate Systems	3.7
Education/Vocational Training	2.7
Personnel	3.3
Recreation	1.6
Psychological Services	1.9
Community Programs	1.0
Unit/Case Management	9.2
Religion	0.7
Training/Staff Development	0.8

Gender (%)

Male	72.9
Female	27.1

Race/ethnicity (%)

White	71.3
Black	17.9
Hispanic	8.6
American Indian	0.8
Asian	1.4

Bureau institutions

FCC: Federal Correctional Complex

FCI: Federal Correctional Institution

FDC: Federal Detention Center

FMC: Federal Medical Center

FPC: Federal Prison Camp

ICC: Interwe Confinement Center

LSCI: Low Security Correctional Institution

MCC: Metropolitan Correctional Center

MCFP: Medical Center for Federal Prisoners

USP: US Penitentiary

FPC Alderson
West Virginia 24910
304-445-2901
Fax: 304-445-2675

FPC/LSCI Allenwood
Montgomery, Pennsylvania 17752
717-547-1641
Fax: 717-547-1504

FCI/FPC Ashland
Ashland, Kentucky 41105
606-928-6414
Fax: 700-358-8552

USP/FPC Atlanta
601 McDonough Blvd. S.E.
Atlanta, Georgia 30315-0182
404-622-6241
Fax: 404-331-2137

FCI Rastrop
BOX 730
Bastrop, Texas 78602
512-321-3903
Fax: 512-321-6565

FCI/FPC Big Spring
Brg Sprng, Texas 79720-7799
915-263-8304
Fax: 915-267-5910

FPC Boron
P. O. Box 500
Boron, California 93516
619-762-5161
Fax: 619-761-6409

MDC Brooklyn
100 29th Street
Brooklyn, New York 11232
Contact through Northeast Regional Office

PPC/ICC Bryan
P. O. Box 2197, 1100 Ursuline
Bryan, Texas 77803-4951
409-823-1879
Fax: 409-260-9546

FCI/FPC Butner
P. O. Box 1000
Butner, North Carolina 27509
919-575-4541
Fax: 919-575-6341

FMC Carville
P. O. Box 68, FMC
Carville, Louisiana 70721
504-642-5044
Fax: 504-389-0637

MCC Chicago
71 West Van Buren
Chicago, Illinois 60605
312-322-0567
Fax: 312-322-0565

FCI/FPC Danbury
Danbury, Connecticut
06811-3099
203-743-6471
Fax: 203-746-7393

FCI/FDC/FPC Dublin
Dublin, California 94568
415-833-7500
Fax: 415-833-7599

FPC Duluth
Duluth, Minnesota 55814
218-722-8634
Fax: 218-722-8792

FPC Eglin
Eglin Air Force Base,
Florida 32542
904-882-8522
Fax: 904-729-8261

FPC El Paso
PO Box 16300
El Paso, Texas 79906-0300
915-540-6150
Fax: 915-540-6165

FCI/FPC El Reno
P. O. Box 1000
El Reno, Oklahoma
73036-1000
404-262-4875
Fax: 404-743-1227

FCI/FPC Englewood
Littleton, Colorado 80123
303-985-1566
Fax: 303-763-2553

FCI/FPC Estill
610 East Railroad Ave.
Highway 321 South
Estill, South Carolina 29918

FCI/FPC Fairton
P. O. Box 280
Fairton, New Jersey 08320
609-453-1177
Fax: 609-453-4015

FCI/FPC Florence
5880 State Highway 67 South
Florence, Colorado 81290

FCI Fort Dix
Fort Dix, NJ 08640
609-723-1100
Fax: 609-724-0779

FCI Fort Worth
3150 Horton Road
Fort Worth, Texas 76119-5996
817-535-2111
Fax: 817-531-2193

MDC Guaynabo
P. O. Box 34028
Fort Buchanan, Puerto Rico
00934
809-782-6532
Fax: 809-749-4363

FCI/FPC Jesup
2600 Highway 301 South
Jesup, Georgia 31545
912-427-0870
Fax: 912-427-1226

FCI/FPC La Tuna
La Tuna, New Mexico-Texas
88021
915-886-3422
Fax: 915-886-4977

USP/FPC Leavenworth
Leavenworth, Kansas 66048
913-682-8700
Fax: 913-682-3617

USP/ICC/FPC Lewisburg
Lewisburg, Pennsylvania 17837
717-523-1251
Fax: 717-524-5805

FMC Lexington
3301 Leestown Road
Lexington, Kentucky 40511
606-255-6812
Fax: 606-255-9860

USP/FPC Lompoc
3901 Kiern Boulevard
Lompoc, California 93436
805-735-2771
Fax: 805-737-0295

FCI Lompoc
3600 Guard Road
Lompoc, California 93436
805-736-4154
Fax: 805-735-8084

FCI Loretto
P. O. Box 1000
Loretto, Pennsylvania 15940
814-472-4140
Fax: 814-472-4580

MDC Los Angeles
535 N. Alameda Street
Los Angeles, California 90012
213-485-0439
Fax: 213-626-5801

FCI/FPC Manchester
Route 8, P. O. Box 7, Suite
207
Manchester, Kentucky 40962
606-598-1900
Fax: 606-598-1413

FCI/FPC Marianna
3625 FCI Road
Marianna, Florida 32446
904-526-2313
Fax: 904-482-6837

USP/FPC Marton
Marion, Illinois 62959
618-964-1441
Fax: 618-964-1695

FPC Maxwell
Maxwell Air Force Base
Montgomery, Alabama 36112
205-834-3681
Fax: 205-269-1430

FCI/FPC McKean
P. O. Box 5000 (McKean
County)
Bradford, PA 16701
814-362-8900
Fax: 814-362-3287

FCI Memphis
1101 John A. Denie Road
Memphis Tennessee
38134-7690
901-372-2269
Fax: 700-228-8395

MCC/FPC Miami
15801 S. W. 137th Avenue
Miami, Florida 33177
305-253-4400
Fax: 305-822-1206

FCI Milan
Milan, Michigan 48160
313-439-1511
Fax: 313-439-1944

FPC Millington
6696 Navy Road
Millington, Tennessee 38053
901-872-2277
Fax: 901-8738202

FCI Morgantown
Morgantown, West Virginia
26505
304-296-4416
Fax: 304-296-7549

FPC Nellis
Nellis Air Force Base, Area 11
Las Vegas, Nevada
89191-5000
702-644-5001
Fax: 702-644-7483

MCC New York
150 Park Row
New York, New York 18007
212-791-9130
Fax: 212-571-1034

FCI Oakdale
PO Box 5050
Oakdale, Louisiana 71463
318-335-4070
Fax: 318-687-9181

FDC Oakdale
P. O. Box 5060
Oakdale, Louisiana 71463
318-335-4466
Fax: 318-335-4476

FCI Otisville
P. O. Box 600
Otisville, New York 10963
914-386-5855
Fax: 914-386-9455

FCI/FPC Oxford
Box 500
Oxford, Wisconsin 53952-0500
608-584-5511
Fax: 608-584-5315

FPC Pensacola
110 Raby Avenue
Pensacola, Florida 32509-5127
904-457-1911
Fax: 904-458-7295

FCI/FPC Petersburg
P. O. Box 1000
Petersburg, Virginia
23804-1000
804-733-7881
Fax: 804-733-3728

FCI/FPC Phoenix
37900 N. 45th Avenue,
Dept 1680
Phoenix, Arizona 85027
602-465-9757
Fax: 602-465-7051

FCI Ray Brook
P. O. Box 300
Ray Brook, New York
12977
518-891-5400
Fax: 518-891-0011

FMC Rocheater
PO Box 4600
2110 East Center Street
Rochester, Minnesota
55903-4600
507-287-0674
Fax: 507-282-3741

FCI Safford
RR 2, Box 820
Safford, Arizona 85546
602-428-6600
Fax: 602-428-1582

MCC San Diego
808 Union Street
San Diego, California
92101-6078
619-232-4311
Fax: 619-595-0390



FCI Sandstone
Sandstone, Minnesota 55072
612-245-2262
Fax: 612-245-5178

FCI/FPC Schuylkill
P. O. Box 700
Minersville, Pennsylvania
17954
717-544-7100
Fax: 717-544-7225

FCI Seagoville
Seagoville, Texas 75159
214-287-2911
Fax: 214-287-4827

FPC Seymour Johnson
Caller Box 8004
Goldsboro, NC 27533-8004
919-735-9711
Fax: 919-735-0169

FCI/FPC Sheridan
27072 Ballston Road
Sheridan, Oregon 97378-9601
503-843-4442
Fax: 503-843-3408

MCFP Springfield
P. O. Box 4000
Springfield, Missouri 65808
417-862-7041
Fax: 417-837-1717

FCI/FPC Talladega
565 East Renfroe Road
Talladega, Alabama 35160
205-362-0410
Fax: 205-362-8331

FCI Tallahassee
501 Capital Circle, N.E.
Tallahassee, Florida 32301.
3572
904-965-2000
Fax: 904-942-8374

FCI Terminal Island
Terminal Island, California
90731
213-831-8961
Fax: 310-547-0070

USP/FPC Terre Haute
Terre Haute, Indiana 47808
812-238-1531
Fax: 812-238-9873

FCI/FPC Texarkana
Texarkana, Texas 75507
903-838-4587
Fax: 903-838-4071

FCI/FPC Three Rivers
P. O. Box 4000
Three Rivers, Texas, 78071
512-786-3576
Fax: 512-786-4909

FCI Tucson
8901 South Wilmot Road
Tucson, Arizona 85706
602-741-3100
Fax: 602-574-0775

FPC Tyndall
Tyndall Air Force Base
Florida 32403-0150
904-286-6777
Fax: 904-286-6603

FPC Yankton
Box 680
Yankton-South Dakota 57078
605-665-3262
Fax: 605-665-4703

Regional Offices

**Mid-Atlantic
Regional Office**
10010 Junction Drive
Suite 100-N
Annapolis Junction,
Maryland 20701
301-317-7000
Fax: 301-317-7015

**North Central
Regional Office**
Air World Center
10920 Ambassador Drive,
Suite 200
Kansas City, Missouri
64153
816-891-7007
Fax: 816-891-1349

**Northeast
Regional Office**
U.S. Customs House, 7th
floor
2nd and Chestnut Streets
Philadelphia, Pennsylvania
19106
215-597-6317
Fax: 215-597-6315

**South Central
Regional Office**
421 Cedar Springs Road
Suite 300
Dallas, Texas 75219
214-767-9700
Fax: 214-767-9724

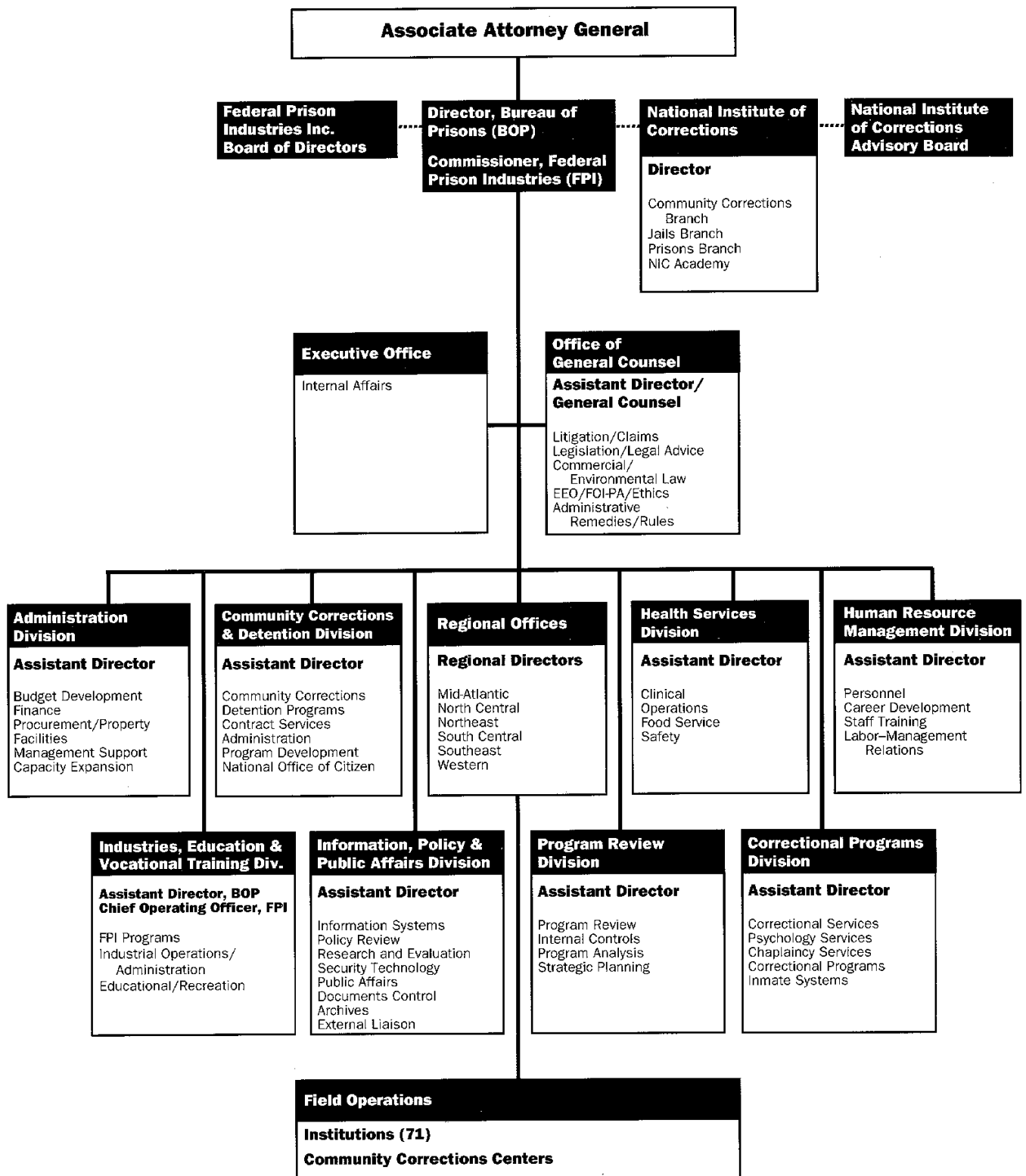
**Southeast
Regional Office**
523 McDonough Boulevard SE
Atlanta, Georgia 30315
404-624-5202
Fax: 404-624-8151

Western Regional Office
7950 Dublin Boulevard, 3rd floor
Dublin, California 94568
510-803-4700
Fax: 510-803-4802

Central Office

Federal Bureau of Prisons
320 First Street, NW
Washington, DC 20534
202-307-3198

Bureau organizational chart



Response sheet

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