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## **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.

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# From the Attorney General

*The Federal Bureau of Prisons is one of the paramount correctional agencies in the United States, and it gives me a great deal of pleasure to introduce the 1991 edition of the State of the Bureau.*

*In April 1992, the Department of Justice sponsored an Attorney General's Summit on Corrections, in which the Bureau played a significant role. Among the participants were correctional administrators, prosecutors, legislators, judges, and community corrections and victims' representatives working at the Federal, State, and local levels. Issues discussed at the Summit are vital to the effectiveness of our Nation's criminal justice system—the expansion of prison capacity for serious, repeat offenders; efficient prison operations; emerging legal issues; intermediate punishments for nonserious offenders; and effective correctional programs.*



*American correctional systems face enormous challenges in the 1990's. We must continue to ensure that there will be sufficient capacity in our jails and prisons to handle the chronic predators who commit a staggering number of crimes. Thus, the leadership provided by the Federal Bureau of Prisons is especially important. The Bureau is in the forefront of important correctional issues, such as inmate classification, mandatory literacy, inmate work programs, and, as this issue illustrates, progressive drug treatment to help offenders return to a drug-free and crime-free life in the community after the completion of their terms of incarceration.*

*I personally observed the professionalism of Bureau staff during the August 1991 hostage-taking episode in Talladega, Alabama. While I was most thankful for the safe release of all the hostages, I was also very impressed with the outstanding teamwork displayed by the Bureau, the FBI, and other Department of Justice personnel as a model for law enforcement.*

*This publication conveys the broad scope of Bureau programs, as well as more detailed information about what the Bureau is doing to address one of the Department of Justice's major priorities—eradicating drug abuse in America. But the State of the Bureau also conveys a sense of the dedication of Bureau staff as they meet one of the most difficult challenges in the U.S. criminal justice system.*

William P. Barr  
Attorney General

NCJRS

OCT 27 1992

ACQUISITION



# From the Director

*1991 has been a year of challenge and accomplishment for the Federal Bureau of Prisons. Managing an ever-increasing inmate population and an organization that continues to grow at an unprecedented rate, the Bureau's almost 22,000 staff deserve the credit for meeting these challenges. All of our employees should be proud of their role in the Nation's criminal justice system.*

*The year ended with the Bureau confining 71,998 inmates, a record high. This population upswing continues a trend that has seen the Bureau's population increase 200 percent since 1980—9.5 percent in 1991 alone. Despite a crowding rate that hovered between 148 and 160 percent of capacity, Bureau staff managed 68 institutions safely and securely.*



*Throughout 1991, the Bureau continued its productive relationships with the many other agencies that make up the Federal criminal justice system. The Bureau and the National Institute of Corrections (NIC) continued to support local and State corrections through a broad range of technical assistance and training programs. While expanding reliance on community corrections and intermediate punishments, the Bureau continued its efforts to bring mainstream values into prison through volunteerism and outreach programs.*

*Because an increasing number of its inmates are committed with substance abuse problems, expanding the availability of a wide range of drug treatment programs is a high priority for the Bureau. This issue of the State of the Bureau highlights these treatment programs, and also describes major program and management developments in the agency in 1991.*

*Americans can be proud of what the Federal Bureau of Prisons has accomplished in this past year. More importantly, they should be proud of the men and women who make up the Bureau—and whose untiring efforts make the organization what it is today.*

A handwritten signature in black ink, which appears to read "J. Michael Quinlan". The signature is written in a cursive, flowing style with a large loop at the beginning.

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



# Meeting the challenge

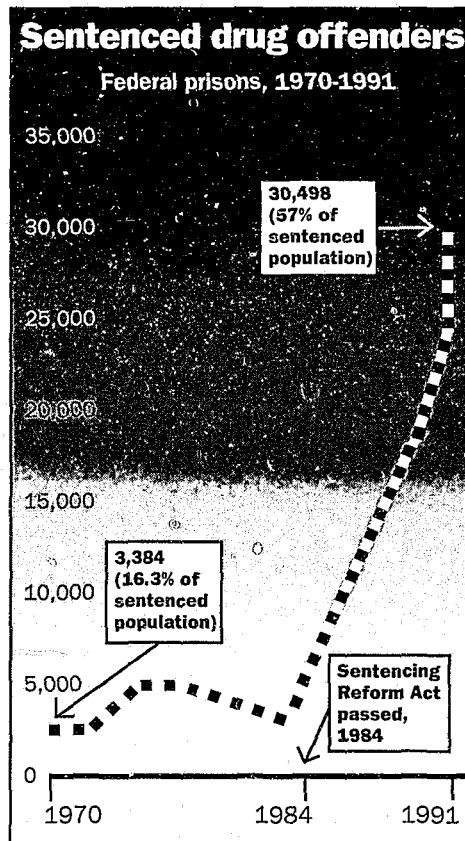
In recent years, drugs have consistently been at or near the forefront of most Americans' domestic concerns. The costs of drug abuse are staggering. They include both personal and social elements—increased crime, family breakdowns, homelessness, higher rates of HIV infection—and lead to enormous strains on government at all levels.

While rates of abuse of most drugs have leveled off since their mid-to-late-1980's peak, legislative attention to drug crimes has increased, with proportionately greater resources being devoted to the criminal justice system—the investigation and prosecution of drug crimes, and the incarceration of those convicted.

The proportion of State and Federal inmates who have a history of substance abuse is large and continues to increase:

■ According to a recent National Institute of Justice report, more than 50 percent of all U.S. inmates regularly used drugs before their last arrest.

■ According to the Bureau of Justice Statistics, 62 percent of all State inmates in 1986 reported having used drugs on a regular basis, while about 43 percent reported using drugs daily during the month before committing the offense for which they were imprisoned.



■ In the Federal Bureau of Prisons, a 1990 study of new admissions revealed that 51.7 percent were drug abusers or drug-dependent, according to categories developed by the American Psychiatric Association. Breaking down this figure according to inmates' race/ethnicity reveals that among African-Americans, the rate was 54.3 percent; among Hispanics, 60.2 percent; and among Native Americans, a shocking 78.9 percent. From this 1990 sample, 43.8 percent wanted to participate in drug treatment programs.

Another factor has increased the pressure of drug offenders on the Bureau of Prisons in particular. Since the mid-1980's, sentencing reforms have

resulted in longer sentences—with accompanying reduction of good time and abolition of parole—for most Federal offenders, but particularly for those convicted of drug crimes.

In summary, the Bureau's 1991 population, its largest ever, included both the greatest number of inmates convicted of drug crimes and the greatest number needing substance abuse treatment in the agency's history—and, of course, these groups overlap to a substantial extent. While there is no agreement over the manner in which substance abuse may result in criminal behavior, recent research has consistently found that addiction acts as a "multiplier" of crime—while criminality often occurs prior to addiction, the onset of addiction results in increased criminality. Research has also demonstrated reductions in criminal activity following both prison-based and non-prison-based drug treatment programs.

Population projections for the rest of the decade show a continued increase, so that by 1995, the Bureau of Prisons will probably hold more than 91,100 offenders, 69 percent of whom will be incarcerated for drug crimes. This drug offender population will be greater in number than the Bureau's entire population in 1991.

The need for expanded drug treatment options in the Bureau had thus become clear by the late 1980's.

**My First Day Out:**

For the first time, I walked...

...and I felt like a real person.

...and I felt like a real person.





# The evolving structure of drug treatment

Since the 1960's, the Federal Bureau of Prisons has provided drug treatment programs for Federal inmates. What began as limited assistance, primarily to narcotic-dependent inmates, eventually expanded into comprehensive substance abuse programs.

Prior to the enactment of the Narcotic Addict Rehabilitation Act (NARA) of 1966, some Federal inmates who had histories of narcotics abuse received assistance in U.S. Public Health Service hospitals located in Federal institutions in Lexington, Kentucky, and Fort Worth, Texas.

NARA mandated drug treatment for all addicts who were incarcerated under its provisions. It called for the creation of unit-based programs (housing units separate from the general inmate population and staffed by teams that included drug treatment professionals) and for aftercare (postrelease counseling and urinalysis). The first of five such units was opened in March 1968, at the Federal Correctional Institution (FCI) in Danbury, Connecticut.

Most of these drug treatment units were based on the "therapeutic community" model (a 24-hour learning environment using both peers and staff as role models), with an emphasis on group therapy. All NARA participants were required to participate in postrelease aftercare—frequent urinalyses and community-based counseling.

Long-term evaluations of the NARA programs, published as recently as 1988, concluded that the programs "...worked reasonably well, or as well as any other type of intervention has worked for the narcotic addict." However, many inmates who could benefit from such programs were not sentenced under the restrictive NARA statutes—for example, repeat offenders and inmates whose current offense involved violence. Beginning in 1971, drug treatment units were opened to serve such inmates; by 1978, there were 33 of these units in Federal institutions.

While these treatment programs were not standardized, they generally included an orientation period, unit-based programming (such as group therapy sessions and individual counseling), eventual participation in institution programs (educational, vocational, recreational), prerelease counseling, and postrelease aftercare.

By 1979, the Bureau required drug treatment programs in all its institutions to meet the NARA standards. The *Drug Abuse Incare Manual*, published in 1979, called for unit-based drug treatment programs in all institutions and specified minimum standards in such areas as program certification and staff qualifications.

By the mid-1980's, however, a climate of skepticism was prominent regarding the feasibility of any rehabilitative programs (summed up by the slogan "nothing works"). Evaluation efforts during this period were less intensive; evaluation techniques (e.g., controlling for severity of addiction, motivation for selection, and quality of program

delivery) were not built into the design of these later programs, severely restricting the possibility of a thorough evaluation.

A task force, which met in 1985 to review the Bureau's drug treatment programs, concluded that the programs had begun to erode due to the diversion of resources for other high-priority purposes, the pressures of an increasing inmate population, and a shortage of properly trained staff.

In 1986, a policy statement called for the establishment of a Drug Abuse Program Coordinator in each institution. Each warden was to decide on the type of program to be offered and the number of staff to devote to drug treatment. Most institutions chose centralized programs, in which inmates housed throughout the institution participated in program activities at a central location. By 1987, only three unit-based programs remained.

Except for the NARA programs, most of the Bureau's substance abuse treatment programs were considered "low intensity," emphasizing drug education. About one third of the institutions utilized "12-step" programs such as Alcoholics Anonymous (AA) and Narcotics Anonymous (NA). Other programs available included group psychotherapy and training in communication skills, personal development, values clarification, stress management, positive thinking, and assertiveness. Some programs offered individualized counseling, vocational planning, and prerelease planning. With the influx of

Hispanic inmates, some institutions provided programs for those not fluent in English.

This mix of programs continues, along with the new programs described in the next section. At the end of 1991, nearly 15,000 inmates—about 23 percent of the total sentenced inmate population—were enrolled in a substance abuse or drug education program.

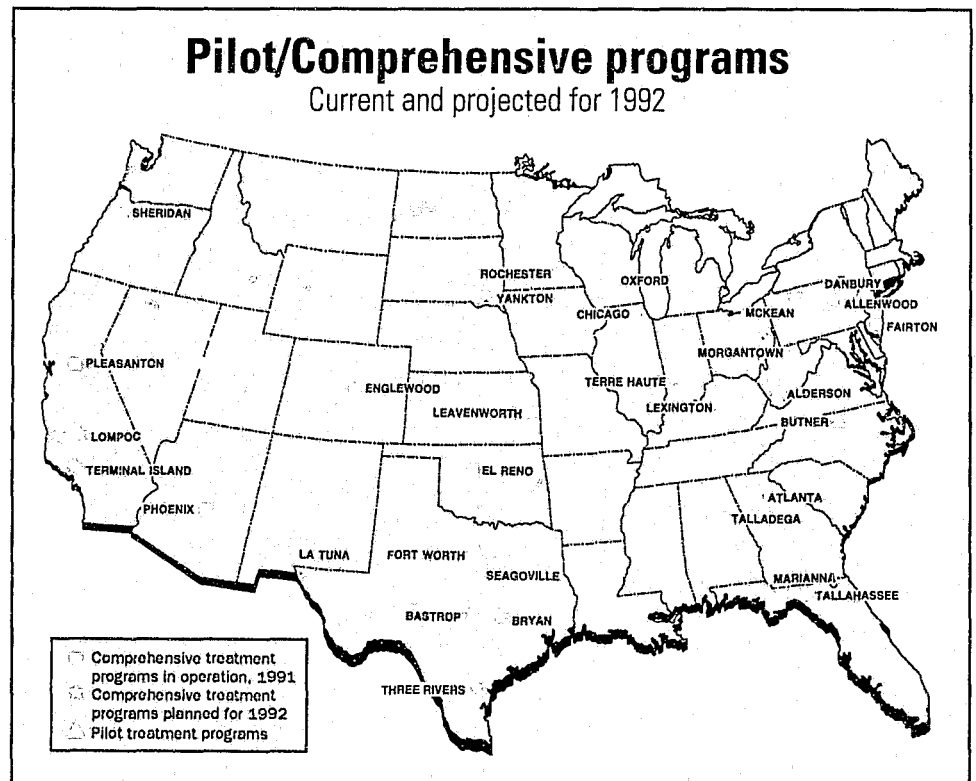
## A multidimensional treatment program

In 1988, the Bureau of Prisons reestablished the position of National Drug Abuse Program Coordinator to oversee the development and implementation of new drug treatment strategies for Federal inmates. In addition to continuing the existing low-intensity programs, revised drug education programs and new “unit-based” intensive treatment programs (see p. 7) have been instituted.

In addition, each institution now has a Drug Abuse Program Coordinator. Among other duties, the coordinator ensures that incoming inmates are screened to assess treatment program needs.

The Bureau’s emerging multidimensional approach to drug treatment builds on the programs previously in existence and adds some new ones:

■ **Drug education programs**—A classroom-oriented drug education program is the only required substance abuse program for inmates who have a history of substance abuse. All inmates for whom there is evidence that alcohol or other drug use contributed to the commission of their offense must participate, as well as individuals whose alcohol or other drug use was a reason



for a violation of parole or probation supervision, and inmates who are recommended by the court. About 7,500 inmates completed drug education programs in 1991, up from 1,613 in 1990; approximately 9,000 completions are projected for 1992.

Criteria for completion include maintaining class attendance and receiving a passing score on a written test. As an incentive to stay in the program, inmates who fail to complete are restricted to the lowest inmate pay grade.

■ **Drug counseling services**—Nonresidential counseling services are available on a voluntary basis at all institutions. These services build on the “low-intensity” group and individual services currently available at most facilities, enhanced by additional staff and resources. The low-intensity services include self-help groups such as AA and NA, group therapy sessions, stress management and personal development training, and vocational and prerelease planning. Some programs have specific

lengths and completion criteria, while others allow inmates to participate in ongoing therapy. The contributions of community volunteers are especially important during this stage; many have devoted thousands of hours in support of AA, NA, and other self-help efforts.

A psychologist or drug abuse treatment specialist coordinates all activities. The frequency and duration of each inmate’s participation in drug counseling services is tracked using both the Bureau’s computerized Psychological Data System and a “drug assignment” category on the SENTRY management information system.

■ **Residential drug abuse treatment programs**—There are two types of residential programs: *comprehensive* programs and *pilot* programs. Both accept volunteer inmate participants only. Priority is given to inmates who have 18 to 24 months remaining until

their release date, both to ensure that there is sufficient time to complete the program and to allow a smooth transition to community reintegration and aftercare.

Inmates apply for admission through their case managers, who must determine that the inmates have no detainers, pending charges, or other obligations that could interfere with placement in a prerelease or aftercare program; no history of assaultive behavior; and no serious medical problems.

Inmates meeting these criteria are referred to an institution psychologist for assessment. Only inmates who have a moderate to serious substance abuse problem are eligible. The programs are unit-based (placing inmates in fairly self-contained living units, each with its own custody/counseling staff "team," helps promote positive inmate/staff interaction and resolve problems quickly); each unit houses 100-125 offenders.

The residential programs are based upon a "biopsychosocial" understanding of substance abuse. In contrast to earlier treatment models, a biopsychosocial model takes into account a variety of factors leading to substance abuse—hereditary, psychological, and sociological. Treatment includes a strong relapse prevention component aimed at providing inmates with the skills to cope with high-risk situations. Inmates are taught how to take responsibility for their choices, respond to a lapse (a single incidence of return to drug use), and achieve a positive lifestyle characterized by a balance between work and recreation and by healthy habits (such as exercise) to reduce stress.

## Major features of residential programs

- Programs based in living units.
- Treatment staff-to-inmate ratio of 1:24 for comprehensive programs and 1:12 for pilot programs.
- Program duration of 9 months or 500 treatment hours for comprehensive programs, and 12 months or 1,000 hours for pilot programs.
- Prerequisite of 40 hours' drug education.
- About 3 hours of treatment programming per day.
- Up to 40 hours of comprehensive assessment, beginning upon entry.
- 280 hours of group/individual counseling.
- 40 hours of transitional living issues.
- Full team reviews every 90 days.
- Treatment program reviews every 30 days.
- 100 hours of health promotion/disease prevention training.
- Increased urinalysis surveillance.
- Individualized treatment plans based on assessment.
- Preference to inmates who are within 18-24 months of release.
- Comprehensive transitional services upon release.

Three of the residential programs involve larger investments of staff and fiscal resources and are considered pilot research programs. The pilot programs are very similar to the comprehensive programs, but provide a more intensive treatment experience for participants. Evaluation studies should thus be able to determine whether the level of resources invested in the *pilot* or *comprehensive* program produces the best results.

During 1991, 7 additional comprehensive residential units were approved, for a total of 12. With the 3 pilot units, there are now 15 residential treatment programs. The total of residential treatment openings more than doubled in Fiscal Year 1991, from 925 to 1,863.

■ *Transitional services*—Transitional services are provided to both comprehensive and pilot residential program participants after their release from prison. The transitional services component ensures a continuum of treatment for the inmate transferred to a Community Corrections Center or released from

custody to the supervision of U.S. Probation. It is discussed on p. 13.

Overall Drug Abuse Program enrollments in Fiscal Year 1991 exceeded those in Fiscal Year 1990 by approximately 39 percent.

■ *Staffing issues*—Spending for Bureau Drug Abuse Programs increased from approximately \$8 million in Fiscal Year 1990 to slightly more than \$10 million in Fiscal Year 1991. Most of this is accounted for by new substance abuse treatment staff. Nationwide, 102 new positions were added; more than 98 percent of these were direct-care treatment positions.

A Transitional Services Coordinator was hired at the headquarters level, and strategies for implementing care for offenders leaving the residential treatment programs have been developed as a critical element designed to enhance

the inmates' successful, drug-free reintegration into the community after release.

Recruitment for professional positions such as doctors and psychologists has often been difficult, due to widespread misperceptions of prisons and often to uncompetitive salaries. However, in 1991 the Bureau put an increased emphasis on recruitment and training of treatment specialists. Drug Abuse Program staff increased 59 percent in 1991, from 73 to 123 staff members.

The demand for professional staff has created a need for specialized drug abuse training. In response, the Bureau is developing a training program for Drug Abuse Treatment Specialists that focuses on continuing the professional model of Drug Treatment Programming for Bureau staff. To help further this, a Clinical Fellowship was created to attract a nationally recognized expert to develop a sound and relevant training curriculum that will lead to recognized certification of programs and staff.

In addition, the Bureau is exploring the possibility of developing a Drug Abuse Treatment Staff Training Center in a cooperative venture between the University of North Carolina and the Federal Correctional Institution, Butner, North Carolina.

Bureau of Prisons staff have helped develop some of the leading training tools in the field, including a National Institute of Drug Abuse *Research Monograph on Drug Treatment in Prisons and Jails* (published in 1992); a Task Force Report on Substance Abuse and Corrections, published by the National Institute of Corrections; and the book *Understanding Substance Abuse and Treatment*, published by the American Correctional Association.



# The inmate's experience with drug treatment

*"Corrections must provide training in literacy, work, and the avoidance of substance abuse for those prisoners who will assume the responsibility to benefit from them. Corrections can provide the opportunities for self-development, but only the offender can make them work."*

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

Drug abuse treatment programs can assist inmates in restructuring their values—ultimately, changing how they think, feel, and view the world. A key element in the change process is for an inmate to understand that there is a problem, that treatment is available for that problem, and that success can be achieved.

The Bureau of Prisons has adopted this philosophy in its treatment programs: the individual must accept responsibility for his or her substance abuse. Successful treatment can thus lead to empowerment of the individual—rather than “curing” him or her of a disease, under the earlier treatment model.

It follows that treatment programs too must be individualized as much as possible. Not all addictions are the same; there are marked differences in the mechanisms that underlie their development and maintenance—and, realistically speaking, in the ability of treatment staff to modify addictive

behavior patterns. Still, under this treatment model, a relapse is not a total failure. Relapse prevention training is thus an important part of the program.

Each inmate entering the institution receives a formal psychological screening, in which an assessment is made of the severity of any substance abuse problems (based on a clinical interview and, in some cases, a written instrument). An inmate is rated as having no significant problem, a moderate problem (the use of drugs or alcohol negatively affected at least one major life area—work, school, health, family, financial or legal status—in the 2-year period prior to arrest), or a serious problem (the frequent or heavy use of drugs or alcohol negatively affected two or more major life areas in the 2-year period prior to arrest).

In addition to self-referral, inmates are often recommended for program participation by their unit team. As mentioned, the living units in most Federal prisons are self-contained, each with its own staff complement (usually a unit manager, a case manager, and one or more counselors, with psychologists and education specialists in support at the institution level). This “unit management” approach allows more direct and regular contact between staff and inmates, thus increasing the accuracy of treatment staff’s assessments while defusing many of the tensions that arise in prison life. Priority for residential treatment program participation is given to inmates who have less time remaining to serve.

Before the inmate begins any course of treatment, he or she is required to sign a "treatment contract." The contract outlines the purpose and methods of treatment, and any requirements that a participant should understand before beginning. It also states that confidentiality ends when a major breach of security (such as a threat of harm to self or others) is brought to staff attention.

While individualized counseling is an important part of an inmate's treatment program, the group format is the most common, allowing interaction and mutual reinforcement among the participants.

For security reasons, small groups may be the preferred way to conduct drug education and counseling in a medium- or maximum-security facility. Small groups usually include 8 to 12 participants and meet for 1 to 2 hours each session. Typically, concepts of addiction as well as the effects of each type of drug are discussed. Videos and other audiovisual aids help stimulate involvement. Inmates are encouraged to express what they would like to obtain from participation in the group, and, if willing, to describe their experiences with drugs.

Large groups of up to 40, using a more formal "classroom" approach, can be effective in relaying information, but are more difficult to control except in minimum-security situations. Structure is essential in such larger groups, and there is less opportunity for personal disclosure. In fact, it has been helpful to discourage personal disclosure in large groups because confidentiality is more difficult to enforce.

Groups that focus on attitude change usually work better if they are more frequent (even daily as opposed to weekly or monthly), since the participants' motivation is usually higher. Daytime groups in which inmates are "called out" from work or other duties have a lower dropout rate than evening groups. Evening groups have the added advantage, however, of demonstrating the participants' commitment, since each individual's desire to participate is the primary incentive for attendance.

At the end of each program, inmates are given a certificate of completion. Some programs also give small tokens such as t-shirts or baseball caps. Other social reinforcers—helping develop group pride—might include sponsoring a basketball team within the institution or an art show related to drug abuse. Flexibility and experimentation are encouraged among program administrators to increase the involvement of inmates who can benefit, with successful methods being communicated to other administrators.

Inmate participation throughout the entire drug treatment program is tracked using the Bureau's automated data system, SENTRY. A current and a historic record for each inmate is maintained on SENTRY, noting information such as whether the inmate volunteers for the program. Information is available at every step of the inmate's progress to those managers and treatment staff who have a need to know it.

Finally, the Bureau's drug treatment programs stress health promotion and disease prevention in all their activities. Such activities as exercise, smoking cessation, and improved diet are expected of all program participants. Health is not just the absence of sickness—it is a positive goal that all inmates can strive for, and an appropriate symbol of the goals of the programs.

# Reentering the community

All but a very few inmates now in prison will eventually reenter the community. For many inmates, away from the more controlled institutional environment for the first time in months or years, this is when serious relapses—or even the resumption of their old lifestyles—are most likely.

The criminal justice system's responsibility for these inmates does not stop at the moment of their release from prison. As mentioned previously, the final transitional services segment of the Bureau's drug treatment program will include two phases. The first phase, *prerelease services*, consists of up to 6 months in a Bureau-contracted community corrections center (CCC), with continued drug treatment provided by contract community-based treatment providers.

The second phase, *aftercare services*, is coordinated with the U.S. Probation Service. Community treatment services are continued as the inmate is released from Bureau custody to the supervision of the U.S. Probation Service in the community. Several requirements have been adopted for the transitional phase:

- Communication from the institutional treatment provider to the community-based treatment provider.
- Individual and group counseling sessions for varying time frames.
- A treatment plan based on the individual inmate's needs, which includes:

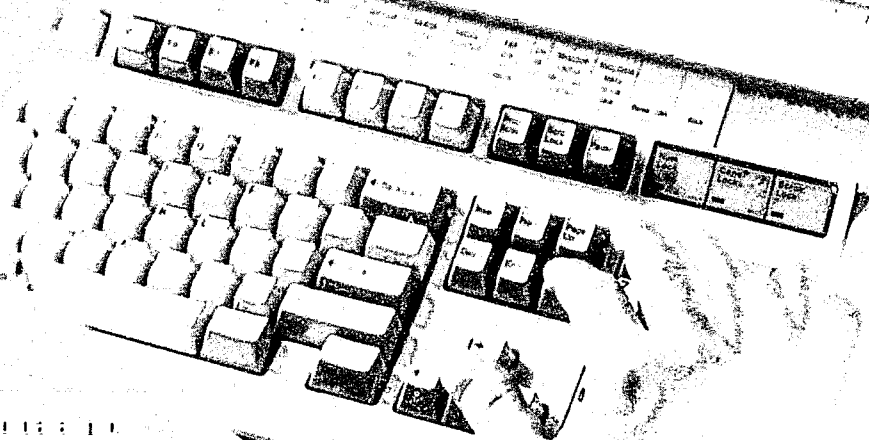
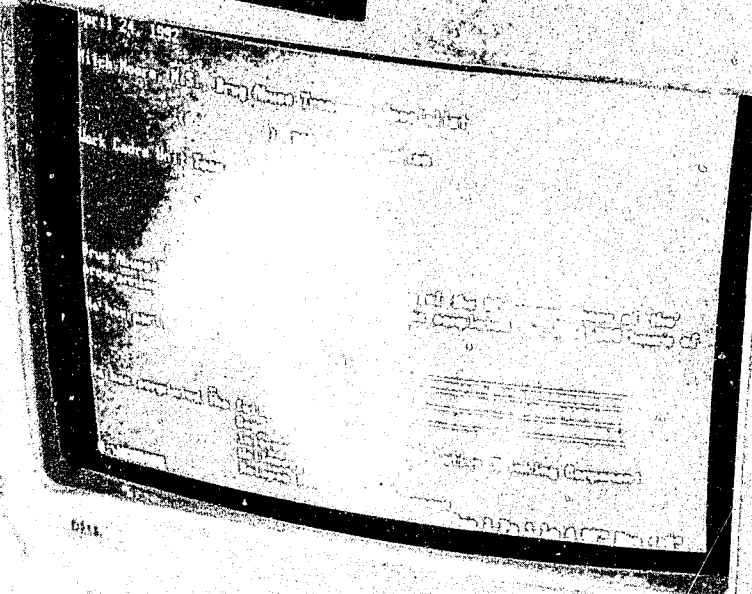
—A focus on family and work adjustment, residential issues, and relapse prevention planning (coping with high-risk events) through written assignments and group discussions.

—Random urinalysis four to six times per month during the beginning of the transitional services component and decreasing in frequency over the duration of this phase (which will vary depending on the inmate's needs).

Inmates who successfully complete either the comprehensive or the pilot residential program and who have a good record of institutional conduct (no serious rule infractions) will be given priority for transitional services, which will be established by contract in a number of communities to which inmates from the residential programs will be released. The number of such contracts is expected to increase substantially by the end of 1992.

The transitional services component of the Bureau's substance abuse treatment programs is crucial. It eases the inmate's often abrupt and potentially unsettling change from a confined to a free lifestyle, maintains the continuity of treatment in the institutional setting, and enhances the likelihood of an ultimately successful reentry into the community.

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# Research and evaluation

Without information on program and postrelease outcomes, administrators are limited in their ability to determine "what works"—and thereby effectively invest taxpayers' dollars in substance abuse program resources. Without process and outcome evaluations, program directors do not receive enough feedback to make good decisions about program modification. Since the onset of plans to expand drug treatment programs, the Bureau's Office of Research and Evaluation (ORE) staff have participated in program planning in order to design an optimal program evaluation strategy. In addition, to help guide the Bureau's research and evaluation efforts, a Research Advisory Board for substance abuse programs was set up in 1991.

The importance of increasing the knowledge base about drug-abusing offenders is reflected in a unique interagency agreement between the National Institute on Drug Abuse (NIDA), U.S. Department of Health and Human Services, and the Bureau of Prisons. In this agreement, NIDA will provide substantial long-term funding to support a comprehensive evaluation of the Bureau's drug treatment programs. This evaluation effort is also expected to be useful to administrators of other correctional systems and to policymakers addressing drug use and crime at the national level.

The evaluation project involves a multidimensional assessment of program participants with appropriate comparison groups. These comparison groups will consist of inmates who do

not participate in treatment programs and have drug abuse profiles and demographic characteristics similar to those of participants. Information on both in-prison adjustment and postrelease behavior will be collected up to 5 years after release.

The research plan incorporates three basic elements. The *process evaluation* will document actual service delivery: frequency and intensity of services, type of services, staffing patterns, physical condition of facilities, level of support services, integration within the institutional environment, and so on. The *outcome evaluation* will address questions about effectiveness: to what extent did program participation result in prosocial behavior, such as decreased criminal behavior, decreased drug use, and increased periods of employment after release? Lastly, *cost-benefit analyses* will address questions about the relationship between resources expended and outcomes achieved for various programs.

Specific questions to be addressed include:

- What type(s) of incarcerated offenders are more likely to volunteer for programs?
- Do particular offender types benefit more from participation in residential programs?
- Are longer-duration (pilot) programs more effective than shorter-duration (comprehensive) programs?
- Are residential (pilot and comprehensive) programs more effective than nonresidential (education and counseling) programs?

■ What role do transitional services play in preventing postrelease criminal behavior or drug use?

■ What are the relative effects of pretreatment characteristics (both psychological and behavioral), the treatment program, and the postrelease environment on the offenders' outcomes?

The information from these extensive research efforts should assist policymakers, program directors, and administrators. For example, if it is shown that the pilot residential programs are no more effective than the comprehensive programs in decreasing postrelease criminal behavior and drug use, then the long-term programs can be converted, saving staff and institution resources.

## Research Advisory Board members

Douglas Anglin, Ph.D.  
Drug Abuse Research Group  
Los Angeles, California

Helen M. Annis, Ph.D.  
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Addiction Research Foundation  
Toronto, Ontario, Canada

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AND CULTURAL  
ORGANIZATION



# Outreach and public involvement

To many members of the public, prisons are synonymous with rampant drug use—a perception taken from movies and TV with little basis in reality. One way to correct such misperceptions is to bring community members into institutions as volunteers. This has the added benefit of placing inmates in regular contact with persons who exhibit mainstream values.

In the area of drug treatment, self-help groups such as Alcoholics and Narcotics Anonymous have traditionally been a strong component of the services offered at institutions. Volunteers from these groups provide specialized services (family therapy, Adult Children of Alcoholics counseling, psychopharmacology education, Vietnam veterans' services, AIDS education) that broaden the drug education programs. Groups such as Prison Fellowship and Prisoner Visitation and Support that provide spiritual counseling also play an important role in providing guidance to inmates who want to stay drug-free.

Many staff members and inmates decide to give something back to the community through participation in antidrug activities, as these examples show:

■ Institutions around the Nation support participation by staff and inmates in the national Red Ribbon campaign.

■ At the Federal Correctional Institution, Memphis, Tennessee, "Project Help" brings local high school students who have been identified as "at risk" for

drug use to the institution for discussions with inmates.

■ At the Federal Prison Camp, Yankton, South Dakota, the Employees' Club donated a \$100 award to each winner of a drug awareness essay contest at each local school.

■ At the Federal Correctional Institution, Morgantown, West Virginia, inmates helped prepare a video, "Grow Up Drug Free," that included original rap music, interviews, and skits, and was shown at various area schools.

■ At the U.S. Penitentiary, Leavenworth, Kansas, inmates in the Comprehensive Drug Abuse Treatment Program have become active in the local Drug Abuse Resistance Education (DARE) program. Inmates in the Vietnam Veterans Association have begun taping their life stories to provide to community drug education programs.

■ At the Federal Prison Camp, Tyndall, Florida, inmates developed an antidrug theatrical presentation for the community. An estimated 10,000 young people in northern Florida have seen the program. Congressman Earl Hutto requested that the inmates present the program in Washington, D.C., and they did so in January, performing for military families and representatives of Congress at Andrews Air Force Base.

In 1988, the Bureau sponsored a National Drug Treatment Issues Forum in Washington, D.C.—attended by researchers, administrators, program staff, practitioners, legislators, and judges. Bureau of Prisons staff have continued to take a prominent role in the field, sponsoring regional symposia, working

with criminal justice programs on the university level, and presenting at national conferences. Service providers in State and local corrections agencies are also benefiting from the Bureau's efforts; Bureau staff have helped develop training tools and professional publications used by a number of agencies.

## Looking to the future

In 1991, the Federal Bureau of Prisons' multidimensional approach to drug programming moved into full operation. The program is regarded as a national model, and its extremely comprehensive evaluation should ensure that it can be both replicated and fine-tuned.

Inmates, of course, receive direct benefits from the program. They can learn a new lifestyle, one based on positive personal choice and health rather than substance abuse, and they can learn the personal skills necessary to successfully reintegrate into the community after release.

But the ultimate beneficiaries will be American citizens. Drug-related crime has been an American scourge over the past decade; its costs—not just to the criminal justice system, but to the educational system and the health care system—are probably uncountable. The Bureau's program aims to reduce the rate of drug-related recidivism, thus helping to restore the health of America's communities.



# 1991: The year in review

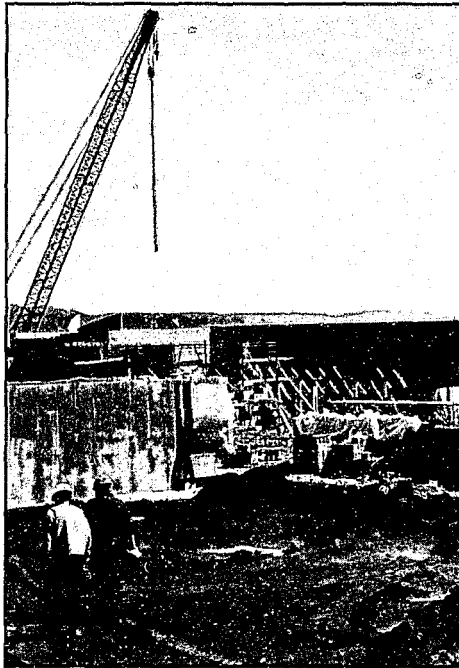
## Growth

In 1991, the Bureau of Prisons continued to grow at a substantial rate—9.5 percent in terms of numbers of inmates and 6.8 percent for staff—over December 1990 levels. At the end of 1991, the Bureau's inmate population stood at 71,998, compared to 65,744 at the end of 1990.

Due to increases in the numbers of beds (from new construction and conversion of noncorrectional facilities) and to changes in the method of calculating rated capacity (discussed below), the systemwide crowding rate remains at 148 percent. The Bureau's goal is to reduce the crowding rate to 130 percent by 1995.

About 60 percent of the Bureau's inmate population are serving time for drug offenses. The population is now approximately 27 percent non-U.S. citizens. The Federal pretrial detainee population has exploded over the last decade, from 4,000 in 1981 to more than 16,000 today. The proportion of female offenders now totals 7.9 percent—a growth rate of 233 percent since 1981 (in comparison, the male population grew by 151 percent).

The growth in inmate population has required growth in the number of staff as well—to 21,923. Recruitment remained a major emphasis. At year's end, the Bureau's workforce included



*Modular construction, used here at the Federal Correctional Complex, Florence, Colorado, is one of many cost-effective construction techniques employed by the Bureau.*

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

A new state-of-the-art medium security Federal Correctional Institution (FCI) opened in Schuylkill, Pennsylvania. Throughout the Bureau in 1991, 2,100 beds were added through new construction, and 1,114 through conversions, upgrades, and other enhancements at existing institutions. The Federal Correctional Institution in Sheridan, Oregon, which opened in 1990, received a Federal Design Achievement Award from the National Endowment for the Arts—the Government's highest design award.

*Coordination of functions*—Although the agency has always emphasized effective coordination of its various functions, its strong continued growth has underlined the need for increased emphasis in this area. The new Mid-Atlantic Regional Office, with headquarters near Baltimore, was dedicated in February. In July 1991, two new divisions were added to the Bureau's headquarters structure to provide enhanced management focus and emphasis on selected functions. The Community Corrections and Detention Division incorporated the offices of Community Corrections, Detention Programs, Community Contract Services Administration, and Community Corrections Program Development. The Information, Policy, and Public Affairs Division incorporated Information Systems, Policy Review, Research and Evaluation, Security Technology, Documents Control, Archives, and Public Affairs. This division provides information system services; coordinates all policy issuance and review; conducts research; disseminates information about security technology; and issues publications, videotapes, and other media for both public and professional audiences.

Planning and program review functions are centered in the Program Review Division. There, field-level planning information is analyzed and aggregated into agency-level plans that emphasize cost-effective integration of program and operational issues. In addition, the division conducts onsite program reviews and analyzes a wide range of other data, developing management information summaries that enable

Bureau executives to continually evaluate the status of agency operations and programs, and to achieve optimal allocation of resources.

*Rated capacity changes*—In 1991, the Bureau reviewed its system for rating the capacity of its institutions to ensure that figures used for planning and reporting purposes accurately reflect the ability of Bureau institutions to confine inmates under safe, secure conditions.

A lengthy review process culminated in the formation of a task force to ensure that appropriate capacity rating guidelines were in place and to enable consistent assessment of housing capacity, facilitating efficient population management and cost-effective future planning activity.

In July 1991, many of the task force's recommendations were put into effect. These resulted in an increase in the rated capacity in most minimum-, low-, and medium-security institutions, and a modest reduction in rated capacity in high-security facilities. From a rated capacity of 38,703 prior to these adjustments, the Bureau's capacity



*The Bureau of Prisons became one of the first correctional agencies to mandate high-school-level literacy training for inmates lacking reading skills (here, at the Federal Prison Camp, Marianna, Florida).*

was changed to 42,266, a figure that is increasing as new institutions are activated in accord with these guidelines.

## Inmates and inmate programs

In the Bureau, many self-improvement opportunities for inmates are available. Work is a mandatory program for all who are medically able; drug education programs are mandatory for specific inmates who have a history of substance abuse; and literacy programs are mandatory for the many inmates who cannot read at a 12th-grade level.

■ Individuals with substance abuse histories are nowhere more strongly concentrated than among the Nation's prisoners. Despite the fact that a large proportion of inmates (almost 50 percent in Federal prisons) have a lifelong pattern of drug dependency, many would like to change. As the number of drug offenders in Bureau custody continues to grow, it is increasingly evident that society can gain tremendous benefits from effective intervention in the lives of properly motivated inmates, while they are imprisoned.

To meet the needs of these offenders, the Bureau offers a comprehensive substance abuse treatment strategy that presents every offender with a broad range of treatment services that are of varying length and intensity. The Bureau's multilevel drug treatment strategy includes five components and is discussed in detail in pages 8-10 of this publication.

To detect and deter inmate drug use while in custody, the Bureau operates a program of random and targeted drug testing. In 1991, 81,716 urine tests were administered, resulting in a 1-percent detection rate for random tests, primarily

for marijuana usage. This indicates a low rate of drug use in Federal prisons.

■ 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.

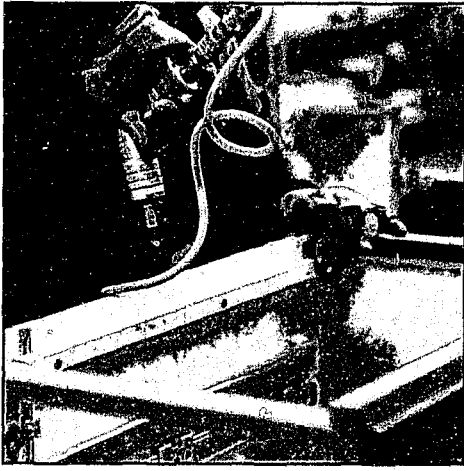
In 1991, 10,828 inmates attended\* and 4,843 completed GED programs, many as a result of this mandatory program strategy. In addition, 8,399 inmates had completed Adult Basic Education (ABE) programs by May 1.

■ 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, 25 percent of them are employed by UNICOR (14,544 in December 1991, up from 13,665 in 1990).

In 1990, UNICOR was mandated by Congress to commission an independent market study of the impact of Federal prison industrial employment on the private business sector and labor. This study, conducted by the respected accounting firm of Deloitte & Touche, was released in August 1991.

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\*This high figure reflects new enrollments from ABE courses as of May 1, 1991. Students from ABE programs had below 8th-grade-level educations, and were still in the process of completing their GED's by the end of 1991.



*For many inmates, acquiring good work habits is as important as learning specific industrial skills (here, at the Federal Prison Camp, Allenwood, Pennsylvania).*

The study concluded that UNICOR's impact on the furniture, textiles, printing, electronics, and apparel industries is negligible. The report indicated that current provisions mandating that, under some circumstances, Federal agencies purchase goods from UNICOR should be retained, that there should be no proportional expansion in UNICOR's "traditional" product groups, and that most expansion should occur in "non-traditional" areas (for instance, products currently produced offshore). The study also concluded that continuing to diversify its product lines could have adverse effects on UNICOR's ability to remain self-sustaining, that—to meet its mission to employ inmates—UNICOR's production is overwhelmingly labor-intensive, and that there is no evidence that UNICOR's prices are higher than current market prices.

In addition, the study identified strategies for future UNICOR growth: enactment of a "source preference" mandating Government purchases for selected UNICOR services; enactment of legislation permitting UNICOR to

sell on the open market products that are currently produced offshore; and consideration of mandatory set-aside legislation for UNICOR, requiring private sector Government contractors to subcontract a portion of their awards to UNICOR, a provision that would replace UNICOR's current mandatory source preference.

A major study (discussed below) for the first time offered empirical evidence of the positive effects of inmate employment on recidivism, reinforcing the importance of work programs for the Bureau.

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 1991, 18,905 participating inmates returned more than \$11.2 million through this program, and more than \$54.3 million has been collected since the program's inception in 1987.

■ A different type of prison experience is the Intensive Confinement Center. ICC's, also known as "boot camps," are based on the military induction camp



*Discipline and drill are stressed at the Intensive Confinement Center, Lewisburg, Pennsylvania.*

model. The Bureau has developed two ICC's—for male offenders at the U.S. Penitentiary in Lewisburg, Pennsylvania, and for female offenders at the Federal Prison Camp, Bryan, Texas.

Inmates must ordinarily be recommended by the sentencing judge to be considered for designation to an ICC; entry is restricted to volunteers 35 and under (for the male ICC; there is no age restriction in the female ICC) who are serving a sentence of 12-30 months. They must be serving their first period of incarceration or have a minor history of prior incarceration, be in minimum-custody status, and have no medical restrictions.

The program consists of a due process system of discipline using the Bureau's standard disciplinary policy; a strict daily regimen of physical training, military drill, and ceremony; labor-intensive work assignments; adult basic and secondary education; vocational training; drug and alcohol counseling; and other programs consistent with the needs of the inmates. Amenities such as television and radio are not available during the 6-day work week; the highly structured 16-hour day leaves little free time, and visiting and telephone access are restricted.

Prior to completion of the 6-month intensive confinement period, staff refer an inmate whom they anticipate will successfully complete the program for placement in a Community Corrections Center (CCC). This allows for continuation of drug and other programming, as well as provision of employment and other assistance in re-entering the community.

## Staff

One of the major challenges facing the Federal Bureau of Prisons is recruitment. Staffing levels, which almost doubled between fiscal years 1986 and 1991, are expected to almost double again—to about 40,000—between fiscal years 1992 and 1995. Inadequate staffing means possible compromises in security as well as dramatic increases in overtime costs. Meeting this challenge has thus become one of the agency's top priorities, requiring concomitant expansion of everything from training facilities to information systems for managing human resources.

In 1991, the recruitment of new staff generally kept pace with the growth of the inmate population—with 21,923 staff at year's end, as compared to 19,258 in December 1990—and with 91 percent of authorized positions filled at the end of the fiscal year. 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 and the number of 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 28.7 percent and 26.8 percent in 1991. In some other highlights of the year:

■ The Bureau reinforced expansion of opportunities for female staff in the workplace by allowing women to work as correctional officers (including supervisors) in high-security penitentiaries for the first time. As a result, by 1993, women will be eligible to work at all Bureau facilities.

■ The Bureau's "basic training" classes at the Federal Law Enforcement Training Center in Glynco, Georgia, graduated 3,863 students—the highest figure for a single year. The Management and Specialty Training Center (MSTC) in Aurora, Colorado, graduated 2,265 students in such fields as facilities management, special investigations, and recreation supervision.

■ Development of executive and managerial talent is a critical issue for the Bureau in a time of 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 developmental experience in prior positions.

A unique management development program was conducted by the Woodrow Wilson School of Public and International Affairs at Princeton University for 40 Bureau executives and 10 executives from State correctional systems. The course, "Public Leadership and Management Skills Program for Corrections," dealt with public management issues, quantitative and information analysis, contemporary issues in corrections, and leadership in public service.

■ Years of effort by human resource specialists from the Bureau and other agencies brought results on the national level as sweeping pay reforms were introduced for law enforcement officers. In addition to a nationwide special salary rate, law enforcement staff in a number of locations will receive locality pay increases, and a number of other enhancements will be implemented in the near future, such as foreign language bonuses and retention allowances. These adjustments are expected to have a very favorable effect on retention and recruitment.

■ A tradition of excellent labor-management relations continued in 1991, as a new Master Agreement was negotiated and ratified between the Bureau and the Council of Prison Locals, American Federation of Government Employees. The Bureau's Labor-Management Relations section added a specialist in the Fort Worth area to better serve the western institutions, and plans to add additional specialists in the future.

During the Talladega incident (see next page), union officers and members provided much-welcomed support for their fellow staff members on duty and the families of the hostages.

## Research

In 1991, the Bureau released results of a long-term study by its Office of Research, which tracked released Federal inmates who had participated in Federal Prison Industries (UNICOR) or vocational training programs while confined in Federal prisons. This study compared releasees who either had been assigned to Federal Prison Industries for at least 6 months, had received Bureau vocational



*Female inmates are often given training in nontraditional occupations—here, at the Federal Prison Camp, Marianna, Florida.*



selected control group of releasees who had not received the benefit of these programs.

The study revealed that these programs have a significant, positive effect on offenders, enhancing inmates' positive conduct while incarcerated, reducing recidivism, and increasing job-related success after release from prison. The project also demonstrated how Federal Prison Industries' value extends to the community. Prior to incarceration, many offenders have never held steady employment or developed even the most basic work habits. In Federal Prison Industries—for the first time in their lives—they learn not only specific skills, but fundamental work habits they can take with them after release from prison, as a foundation for a productive return to community life.

## Community corrections and intermediate punishments

In 1991, the Bureau's new Community Corrections and Detention Division focused both on traditional forms of community corrections and on expanding options for intermediate punishments. The Division supervised about 30 offices around the Nation that monitor Community Corrections Center (CCC) or "halfway house" contracts; 256 contracts were awarded or renewed during the year, providing more than 5,234 beds for inmates who are nearing the end of their sentences or serving short terms of confinement in the community.

■ Innovative intermediate punishment work programs cosponsored with other Federal agencies continued to expand. Interagency agreements were signed with the National Park Service and the



*Kitty Suddeth, Unit Secretary, FCI Talladega, was one of two hostages to be released before the FBI and BOP retook the unit on August 30. She provided valuable information for the rescuers. (Photo courtesy The Miami Herald.)*

National Forest Service that will allow Federal inmates to work on projects for those agencies across the country, as they already have been doing for the Alcatraz park and on National Forest land near the Federal Correctional Institution, McKean, Pennsylvania.

■ 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.

## Cooperation with other agencies

*The Talladega Incident*—Between August 21 and 30, 1991, a major hostage situation occurred at the Federal Correctional Institution (FCI), Talladega, Alabama. One hundred and

nineteen Cuban detainees took control of the detention unit in which they were housed and held as many as 11 hostages. After a 10-day siege, personnel of the FBI Hostage Rescue Team (HRT), FBI Special Weapons and Tactics (SWAT) team, and Bureau of Prisons Special Operations Response Teams (SORT) forced their way into the building. The nine hostages who had not been previously released were located and safely removed; none were injured in the retaking of the unit. No detainees were killed or seriously injured in the assault.

This episode—as unfortunate as it was—provided an excellent example of the Bureau's preparedness to work with other Department of Justice (DOJ) components (in this case especially the FBI) and other non-DOJ agencies to respond to a major crisis. A total of 260 Bureau of Prisons staff from around the Nation were quickly reassigned to Talladega to assist in managing the crisis. Throughout the crisis, Bureau staff were assisted by 184 FBI personnel, 12 U.S. Marshals Service employees, and 9 staff from the Immigration and Naturalization Service.

From the beginning of the crisis, then-Acting Attorney General William Barr played an active role in the management of the situation, convening regular briefings that were conducted by the BOP and FBI Directors. Attorney General Barr's decision to authorize the use of force to rescue the hostages was prompted by indications, after 9 days, that the situation within the unit was deteriorating and the probability of serious harm to the hostages had escalated.

Support for the families of staff becomes particularly important during a crisis. At Talladega, a Family Services Center provided counseling and regular infor-

mation updates to families of the hostages. An "800" line was set up in Washington, D.C. to allow families of inmates to call about their loved ones.

That such a lengthy hostage situation could be resolved with no loss of life, and no serious injury to either staff or detainees, is attributable to a number of factors. First, from the 1987 Cuban detainee riots, the Bureau learned lessons that were applied effectively at Talladega. Command structures were functional, resources from around the U.S. were deployed quickly and to good effect, and coordination with other agencies was exceptionally effective. The Attorney General's personal involvement in the management of this crisis was a major factor in its successful solution. Finally, the performance of BOP staff from Talladega and other institutions was the indispensable element in the successful, highly professional resolution of this incident.

■ To help enhance coordination with the Federal judiciary, the Bureau participated in a Sentencing Institute for judges of the 9th Circuit in Los Angeles, California, and a workshop for judges of the 11th Circuit near Alderson, West Virginia. Both events, cosponsored by the Bureau and the Federal Judicial Center, featured seminars, small-group workshops, exhibits, and institutional tours.

In 1991, the Bureau published the first "Judicial Guide to the Bureau of Prisons," which offers Federal Judges, other court personnel, and U.S. Probation Service staff an overview of the Bureau and its operations. The publication is individualized for each judicial district, providing each Judge with a summary of the Bureau and community

corrections resources available in that District. As the Bureau continues to grow, this publication will be regularly updated.

■ The Department of Defense continued its support for prison camps located on military installations. These camps often provide much-needed support for military bases; for instance, the laundry operation at the Federal Prison Camp, El Paso, Texas, located on Ft. Bliss, was praised as "one of the cleanest, most cost-effective" of Government laundries.

Federal Prison Industries provided substantial support for the military during the Persian Gulf war, manufacturing such vital items as communications cable (some of which was used in the Patriot missile). Factories in Memphis, Tennessee; Fairton, New Jersey; and Lexington, Kentucky were among those honored by the U.S. Army. UNICOR also produced more than a million blankets and towels as disaster relief for Kurdish refugees.

■ 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 Naturaliza-

tion Service, and the U.S. Marshals Service met regularly in support of an interagency plan—the first of its kind—to project detention needs to 1996. As mentioned, another joint program 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.

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 135,924 prisoner moves in 1991 using its "fleet" of buses and airplanes.

■ On the international front, top Bureau staff continued to meet regularly with their counterparts from the Correctional Service of Canada under an agreement concluded in 1990 to share information and undertake a number of joint ventures.

■ The National Institute of Corrections continued its work with State and local systems, training more than 1,315 correctional professionals at its National Academy of Corrections in Boulder, Colorado, and providing training to another 1,822 through conferences and



*At Sentencing Institutes, Federal Judges have an opportunity to meet with inmates (here, at the Federal Correctional Institution, Terminal Island, California) and discuss details of their sentencing and incarceration.*

workshops. NIC also responded to more than 15,000 requests for information from practitioners and policymakers, and awarded 31 grants to State and local agencies and private organizations for such projects as facilitating the use of intermediate punishments, training, and developing and implementing classification systems.

NIC reviewed construction designs for several new facilities in Panama and also assisted the State of Montana in analyzing a major disturbance at its State Prison.

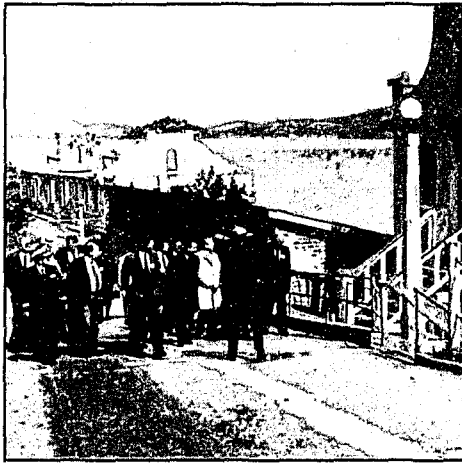
## Public outreach and community involvement

Prisons have long been perceived by society as responsible for the success or failure of inmates when they are released to the community. But rehabilitation is a three-way responsibility between the institution, the community, and the offender. While, in the final analysis, the offender bears the ultimate responsibility for success upon release, if any of the three parties involved fails to shoulder its responsibility, the chances for success after prison are diminished.

The concept of "partnerships" has increasingly been recognized as one of the keys to effective agency operations, and the Bureau has implemented it in a number of ways.

■ Through contracting, Federal prisons played an important role in local economies, regularly purchasing many goods and services from the community.

■ Volunteerism received increased emphasis in policy and practice. The Bureau recognizes that community volunteers make enormous contributions



*Officials from the National Park Service and the Federal Bureau of Prisons met at Alcatraz to dedicate the new Bureau history exhibit. More than a million visitors come to the island each year.*

to agency operations and to the well-being of offenders. Over the past year, there has been a sizeable increase in the number of people who regularly volunteer in institutions. A new national volunteer policy emphasizes the importance of these programs and provides local administrators with a consistent framework for involving volunteers—the establishment of a volunteer coordinator position at each institution, enhanced training opportunities for volunteers, and the distribution of a new publication, *Volunteer Today*. This newsletter is intended to provide a means of distributing information about volunteer programs and Community Relations Boards operating in the Bureau, recognizing outstanding volunteers and volunteer programs in Federal institutions, and recruiting new volunteers. A national planning group has been established to enhance this support network and expand volunteer programs even further.

■ The Bureau paid special attention to its more than 60-year history in 1991, sponsoring a national "Conference on the History of Federal Corrections" in Washington, D.C., that featured prominent Government officials, including Attorney General Dick Thornburgh, academics, and hundreds of attendees.

In April, a Bureau of Prisons historical exhibit was dedicated on Alcatraz Island, the second-most visited National Park in the U.S. This exhibit will correct many of the myths about the former U.S. Penitentiary at Alcatraz and educate visitors about the entire Federal prison system.

■ To further enhance outreach to the community and foster effective partnerships in corrections, the Bureau instituted in 1991 what will be an ongoing series of Community Forums. Forums involve the Bureau's Director in a series of meetings, information exchange sessions, and other activities that provide opportunities to inform the public, the media, and criminal justice professionals about current BOP operations and issues. A primary emphasis in these Forums is responsibility and involvement of the community in the correctional process.

Community Forums are planned primarily for cities that have Federal Courts and nearby Bureau institutions. However, in the future, some will be held in locations where the Bureau does not have an institution, to ensure that this outreach effort reaches the widest possible audience.

■ To promote an improved understanding of current and emerging issues in the area of female offender programs, the Bureau sponsored in 1991 another type of forum, an Issues Forum on Female Offenders, with participation by members of the judiciary, academia, other Federal agencies, and top Bureau staff. Drawing in part from this effort, the Bureau planned to publish in 1992 a special issue of the *Federal Prisons Journal* focusing on the female offender.

The predominant theme that emerged in the forum was the need to review classification techniques for female offenders, and the likelihood that increased use can be made of community correctional sanctions. Other key areas of interest were programs specifically targeted at parenting, intensive confinement (boot camp) options for women, and an examination of female offender programs in the Canadian correctional system.

■ For the first time, the Bureau and the National Institute of Corrections received authority from Congress to provide technical assistance and training to foreign governments. A new Office of External Liaison was created to coordinate such projects.

## 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 issue.

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—openness to the public, to the press, to the academic community, and to oversight by Government organizations, including Congress.

■ The Bureau's Program Review Division and internal controls processes were examined by the Department of Justice, Office of the Inspector General (OIG), and the Justice Management Division (JMD). The OIG concluded, "We believe that Bureau of Prisons management is well served by the efforts and results of Program Review Branch reviews. Activities are carried out in a professional and independent manner; reviews are thorough, effective, and well documented." The JMD's report advised, "...the Bureau of Prisons has made a major commitment of resources to achieve a comprehensive system of controls that functions at all levels of management within the BOP....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."

■ The Bureau continues to support the accreditation process of the American Correctional Association. At present, 46 Bureau institutions are accredited by ACA, with another 10 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—FCI Butner, FMC Lexington, FMC Rochester, and MCFP Springfield. This accreditation helps ensure that high-quality medical care is provided to all Bureau inmates who require it.

■ The Program Review Division has initiated the connection of management indicators (drawn from various management information systems) to many phases of the program review process. Indicators are now being evaluated in terms of their connection to the maintenance of basic activities in support of the Bureau's long-term goals and objectives.

■ The Government Accounting Office (GAO) released three major reports in 1991 related to BOP operations—on the cost of building Federal prisons, Bureau programs for the mentally ill, and drug treatment services and programs in Federal prisons. The Bureau is constantly seeking information on operational and program areas that can be improved, in order to carry out its mission in a more effective manner. These and other GAO reports are important tools in that process.

■ 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 made several changes to its building program: building correctional complexes, where several institutions are constructed on the same site, offering many economies of scale; increasing the rated capacity of institutions (as discussed earlier) and double-bunking about two-thirds of all inmates in rooms and cells of 65 square feet or more, 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.



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## Outstanding individual achievements

During the past year, a number of individuals were recognized for their outstanding achievements. The "Director's Awards" for 1990—named for the four previous Directors of the Federal Bureau of Prisons—were presented at the 1991 Wardens Conference. The Attorney General's awards were presented at the Department of Justice in spring 1991.

### *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.*



**William J. McFadden**  
Senior Officer Specialist, U.S. Penitentiary, Lewisburg, Pennsylvania

On October 18, 1990, Officer McFadden responded to a call for assistance involving two inmates in a mutual assault with sharpened instruments. He coordinated staff efforts in separating the two inmates and in forming a "human wall" between them to prevent further assault. He also physically took control of the more aggressive inmate, who had continued to swing his weapon in a threatening manner. Officer McFadden's courageous and decisive actions not only prevented further injuries to the inmates, but protected the staff members.

*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.*



**Bobby L. Tyler**  
Lieutenant, Federal Correctional Institution, El Reno, Oklahoma

On January 11, 1991, a group of inmates began a disturbance in the middle of El Reno's open compound after an inmate was stabbed. Without knowing how many inmates or weapons were involved, Lieutenant Tyler strode through the angry group and protected the injured inmate until staff removed the inmate for medical care and restored order to the compound. Under his direction, staff identified the inmates involved and placed them in the Special Housing Unit without injury to staff or further injury to inmates. Lieutenant Tyler's professional response demonstrated personal courage and impressive 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.*

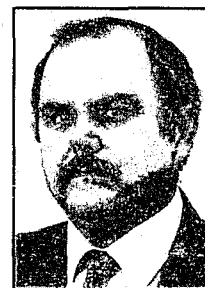
**Royce G. Pugh**  
Supervisor of Education, Federal Correctional Institution, Milan, Michigan



Royce G. Pugh has expanded his department to record-setting program levels. During fiscal year 1990, more than one-third of Bachelors' and

Associates' degrees awarded to Federal inmates were earned at FCI Milan. Mr. Pugh led the successful effort for FCI Milan's initial accreditation, and originated a half-day school/half-day work program. He also presides over a growing and diverse vocational training program and the only bona fide high school in a Bureau facility. Mr. Pugh's program is an invaluable service to the inmates committed to FCI Milan.

*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.*



**Michael Ciolli**  
Captain, Federal Correctional Institution, Terminal Island, California

Captain Ciolli has distinguished himself as a leader, not only by his personal commitment to maintaining security under challenging circumstances, but by his sound correctional services background, his broad knowledge of Bureau policy, and his sincere interest in helping employees realize their potential. Captain Ciolli's own supervisors have characterized him as the kind of supervisor for whom they would like to work. He is recognized as a role model who is trusted and respected by all with whom he has contact.

**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.



**Queen E. Thomas**  
 Inmate Systems Manager, Federal Correctional Institution, Memphis, Tennessee

Ms. Thomas established a

comprehensive recruitment agenda that was recognized for its excellence by both the Southeast and South Central Regional Offices. Through the area's Special Emphasis Program Managers, she has coordinated a variety of programs that have developed greater understanding of and appreciation for cultural diversity among staff.

**Attorney General's Award for Distinguished Service**

Given annually to an employee who has provided distinguished service to the Bureau of Prisons.



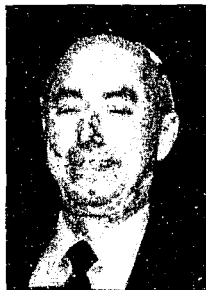
**Rebecca Zazueta**  
 Education Technician, Federal Prison Camp, Boron, California

Ms. Zazueta plays a vital role in the development and

implementation of the Youth Awareness Program, which links the institution and the community in a positive manner. She has given freely of her own time, and the results have been positive for the young people being served, the inmates, and the community.

**Attorney General's Award for Outstanding Service to DOJ Handicapped Employees**

Given annually to DOJ employees who have provided such services as recruitment, employment, or provision of services, accommodation, or equipment to handicapped employees.



**Wilbert Hupp**  
 Woodworking Machine Operator Foreman, Federal Prison Camp, Allenwood, Pennsylvania

At Allenwood, Mr. Hupp, who had previously lost his right hand and most of his left hand in an accident, has been involved in building numerous special, highly customized pieces of furniture, including items for the White House Law Library. He has made a taped classroom program depicting therapeutic methods of retraining and self-care for handicapped individuals, counsels other handicapped people, and lectures on how he overcame his disability.

**Attorney General's Award for Equal Employment Opportunity**

Given annually to a Bureau employee who has made a significant contribution to the Equal Employment Opportunity Program.



**Richard Sanchez**  
 Correctional Counselor, Federal Correctional Institution, El Reno, Oklahoma

Mr. Sanchez, Hispanic Program Coordinator at El Reno since 1989, has energized the program, making numerous contacts with the Texas and New Mexico Employment Commissions. He

has initiated action toward the establishment of IMAGE—a support group for Hispanic employees—in the Oklahoma City area. His extensive recruitment work has enhanced job opportunities for Hispanics in the Bureau.

**Attorney General's Award for Upward Mobility**

Given annually to a Bureau employee who has made significant contributions to the Upward Mobility Program.



**Janet Jacobson**  
 Human Resource Manager, Federal Correctional Institution, Terminal Island, California

Ms. Jacobson's management of the Human Resource Department and her personal qualities added greatly to the work environment at the institution. During the 18 months prior to the award, 75 percent of the 51 non-career promotions at Terminal Island were minorities and women. Her skills were evidenced by her temporary assignment as Executive Assistant while the position was vacant.

## Community service

*The following anecdotes show just some of the ways in which Federal prisons—and prisoners—gave something back to their communities in 1991:*

### ■ Persian Gulf

More than 250 Bureau employees from across the Nation left their jobs and families behind to serve in the Persian Gulf in 1990-91.

### ■ Toys and crafts for the community

Inmates at a number of institutions raise funds for the community through arts and crafts shows. In one institution, scrap wood from a furniture factory is used to construct wooden toys, which are donated to critically ill children.

### ■ Housing renovations

Through organizations such as Habitat for Humanity, inmates help renovate low-income housing and other buildings in a number of communities.

### ■ Family literacy

Bureau staff have developed innovative family literacy programs. In one program, inmates learn to read selected books, then record them for their children.

### ■ Special Olympics

Staff and inmates in institutions across the country support the Special Olympics, both as assistants during the event and through fund-raising drives.



*In April, at the Federal Prison Camp, Boron, California, inmates and supervising staff of the Inmate Emergency Response Crew helped locate a child lost in the Mojave Desert and return her to her family. The inmate fire and rescue team is the only one within 30 miles.*

### ■ Tapes and reading materials for the blind

Inmates at several institutions record news tapes for the blind each week; some have learned Braille and help produce reading materials in Braille.

### ■ Inmate clubs

Jaycees, Toastmasters, and other national organizations have many inmate chapters, which raise money for local charities—ambulance services, community food banks, and centers for abused children, to name a few.

### ■ Recycling

As recycling projects are instituted at more institutions, inmates have begun recycling aluminum cans for charities. In one case, proceeds were donated to a local youth to help defray medical expenses due to brain surgery.



THE UNIVERSITY OF MICHIGAN LIBRARY  
ANN ARBOR, MICHIGAN 48106-1000

UNIVERSITY MICROFILMS INTERNATIONAL  
SERIALS ACQUISITION DEPARTMENT  
300 NORTH ZEEB ROAD  
ANN ARBOR, MI 48106-1500



# Statistical data

December 31, 1991

## Inmate characteristics

### Institution design capacity

Total	43,753
Percent of capacity occupied	148%

### Avg. costs of confinement per inmate

Daily	\$54.99
Annual	\$20,072

### Gender

	%
Male	92.1
Female	7.9

### Inmates under Bureau jurisdiction

Total	71,998
In Bureau institutions	64,342
Other*	7,656
Sentenced	87.0%
Unsentenced	13.0%

### Median months expected to be served

All offenses	55
Drug offenses	60
Robbery	95
Property offenses	48
Extortion, fraud, and bribery	24
Violent offenses	139
Firearms, explosives, and arson	51
White-collar offenses	20
Immigration	10
Courts or corrections	28
Sex offenses	64
National security	52
Continuing criminal enterprise	132

### Race/ethnicity

	%
White	65.5
Black	31.7
American Indian	1.7
Asian	1.1
Hispanic	26.7

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

### Citizenship

	%
United States	72.8
Mexico	7.7
Colombia	4.6
Cuba	3.9
Dominican Republic	1.4
Nigeria	1.1
Others	8.5

Age	%
Younger than 26	14.1
26-30	17.7
31-35	19.9
36-40	17.8
41-45	13.6
46-50	8.2
51-55	4.8
56-60	2.7
61 or older	2.3

Type of commitments	%
U.S. Code	94.5
Probation violation	1.9
State, Territorial	1.8
District of Columbia Superior Court	1.6
Parole violation	1.0

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.*

Inmates held by security levels	%
Minimum	20.3
Low	13.7
Medium	32.3
High	11.0
Administrative	8.0
Pretrial	7.3
Holdover	4.5
INS	2.8

# New law/old law comparative figures

Offenders sentenced after November 1, 1987, are subject to Federal Sentencing Guidelines, which have altered the profile of inmates committed to the Bureau of Prisons, as shown in this chart.

## Inmate characteristics

	New law	Old law	All BOP
Number of sentenced inmates	40,984	21,688	62,672
Average age	35	41	37

## Sentence length (%)

Less than 1 year	8.0	3.0	6.3
1-3 years	25.7	6.4	19.0
3-5 years	17.7	9.9	15.0
5-10 years	22.8	16.6	20.6
10-15 years	14.4	22.5	17.2
15-20 years	5.5	14.6	8.7
More than 20 years	5.0	21.7	10.8
Life	0.7	5.3	2.3

## Type of offense (%)

Drug offenses	65.1	38.2	55.7
Robbery	6.7	19.1	11.0
Property offenses	4.7	9.6	6.4
Extortion, fraud, and bribery	6.4	10.6	7.9
Violent offenses	1.6	9.3	4.3
Firearms, explosives, and arson	7.6	4.9	6.6
White-collar offenses	1.6	1.7	1.7
Immigration	3.4	0.5	2.4
Courts or corrections	1.0	1.0	1.0
Sex offenses	0.6	1.0	0.7
National security	0.	0.2	0.1
Continuing criminal enterprise	0.4	1.9	1.0
Miscellaneous	0.8	2.0	1.2

# Federal Bureau of Prisons employees

## Personnel

Personnel, Dec. 31, 1991	21,923
--------------------------	--------

## Gender

	%
Male	73.6
Female	26.4

## Institution department

	%
Correctional Services	36.2

C.E.O.'s Office	3.6
-----------------	-----

UNICOR	5.1
--------	-----

Mechanical Services	7.4
---------------------	-----

Health Services	6.7
-----------------	-----

Business Office	6.5
-----------------	-----

Food Service	4.1
--------------	-----

Records/Inmate Systems	3.8
------------------------	-----

Education/Vocational Training	2.6
-------------------------------	-----

Personnel	3.1
-----------	-----

Recreation	1.6
------------	-----

Psychological Services	1.6
------------------------	-----

Community Programs	1.1
--------------------	-----

Unit/Case Management	9.3
----------------------	-----

Religion	0.7
----------	-----

## Race/ethnicity

	%
White	71.6

Black	18.1
-------	------

Hispanic	8.3
----------	-----

American Indian	0.7
-----------------	-----

Asian	1.3
-------	-----

# Bureau institutions

**FCC:** Federal Correctional Complex

**FCI:** Federal Correctional Institution

**FDC:** Federal Detention Center

**FMC:** Federal Medical Center

**FPC:** Federal Prison Camp

**ICC:** Intensive Confinement Center

**MCC:** Metropolitan Correctional Center

**MCFP:** Medical Center for Federal Prisoners

**USP:** U.S. Penitentiary

## **FPC Alderson**

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

## **FPC Allenwood**

Montgomery, Pennsylvania 17752  
717-547-1641  
Fax: 717-547-1504

## **FCI/FPC Ashland**

Ashland, Kentucky 41101  
606-928-6414  
Fax: 606-358-8552

## **USP/FPC Atlanta**

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

## **FCI Bastrop**

Box 730  
Bastrop, Texas 78602  
512-321-3903  
Fax: 512-321-6565

## **FCI/FPC Big Spring**

Big Spring, 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**

167 41st Street  
Brooklyn, New York 11232  
Contact through Northeast  
Regional Office

## **FPC/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

## **FPC Duluth**

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

## **FPC Eglin**

Eglin Air Force Base,  
Florida 32542  
904-882-8522  
Fax: 904-678-9291

## **FPC El Paso**

P.O. 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: 303-989-0663

## **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

## **FCC Florence**

5880 State Highway 67 South  
Florence, Colorado 81290

## **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  
809-783-2727  
Fax: 809-782-3488

## **FPC Homestead**

Homestead, Florida 33039-5000  
305-258-9676  
Fax: 305-258-7005

## **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 Klein Boulevard  
Lompoc, California 93436  
805-735-2771  
Fax: 805-737-0295

## **FCI Lompoc**

3600 Guard Road  
Lompoc, California 93436  
805-736-4154  
Fax: 805-735-4340

## **FCI Loretto**

PO Box 1000  
Loretto, Pennsylvania 15940  
814-472-4140  
Fax: 814-472-4580

## **MDC Los Angeles**

535 N. Alameda Street  
Los Angeles, California 90012-1500  
213-485-0439  
Fax: 213-626-5801

## **FCI/FPC Manchester**

Route 8, P.O. Box 7, Suite 207  
Manchester, Kentucky 40962  
606-598-1412  
Fax: 606-598-1497

## **FCI/FPC Marianna**

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

## **USP/FPC Marion**

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: 901-228-8395

## **MCC/FPC Miami**

15801 S.W. 137th Avenue  
Miami, Florida 33177  
305-253-4400  
Fax: 305-822-1179

## **FCI Milan**

Milan, Michigan 48160  
313-439-1511  
Fax: 313-439-1330

## **FPC Millington**

6696 Navy Road  
Millington, Tennessee 38053  
901-872-2277  
Fax: 901-873-8208

## **FCI Morgantown**

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

## **FPC Nellis**

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

## **MCC New York**

150 Park Row  
New York, New York 10007  
212-791-9130  
Fax: 212-571-1034

## **FCI Oakdale**

P.O. 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**

Saufley Field  
Pensacola, Florida 32509-0001  
904-457-1911  
Fax: 904-456-1996

## **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  
602-256-0924  
Fax: 602-465-7051

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Dublin, California 94568  
415-833-7500  
Fax: 415-833-7592

## **FCI Ray Brook**

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Ray Brook, New York 12977  
518-891-5400  
Fax: 518-891-0011

## **FMC Rochester**

P.O. Box 4600,  
2110 East Center Street  
Rochester, Minnesota 55903-4600  
507-287-0674  
Fax: 507-282-3741

## **FCI Safford**

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602-423-6600  
Fax: 602-428-1582

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808 Union Street  
San Diego, California 92101-6078  
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Fax: 619-231-4913

## **FCI Sandstone**

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612-245-2262  
Fax: 612-245-5178



**FCI/FPC Schuylkill**

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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: 919-735-9267

**FCI/FPC Sheridan**

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Sheridan, Oregon 97378-9601  
503-843-4442  
Fax: 503-843-3408

**MCFP Springfield**

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417-862-7041  
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205-362-0410  
Fax: 205-362-8331

**FCI Tallahassee**

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Tallahassee, Florida 32301  
904-878-2173  
Fax: 904-877-7260

**FCI Terminal Island**

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213-831-8961  
Fax: 310-547-0070

**USP/FPC Terre Haute**

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812-238-1531  
Fax: 812-234-1643

**FCI/FPC Texarkana**

Texarkana, Texas 75501  
214-838-4587  
Fax: 903-838-4071

**FCI/FPC Three Rivers**

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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**

1001D 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**

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2nd and Chestnut Streets  
Philadelphia, Pennsylvania 19106  
215-597-6317  
Fax: 215-597-6315

**South Central  
Regional Office**

4211 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

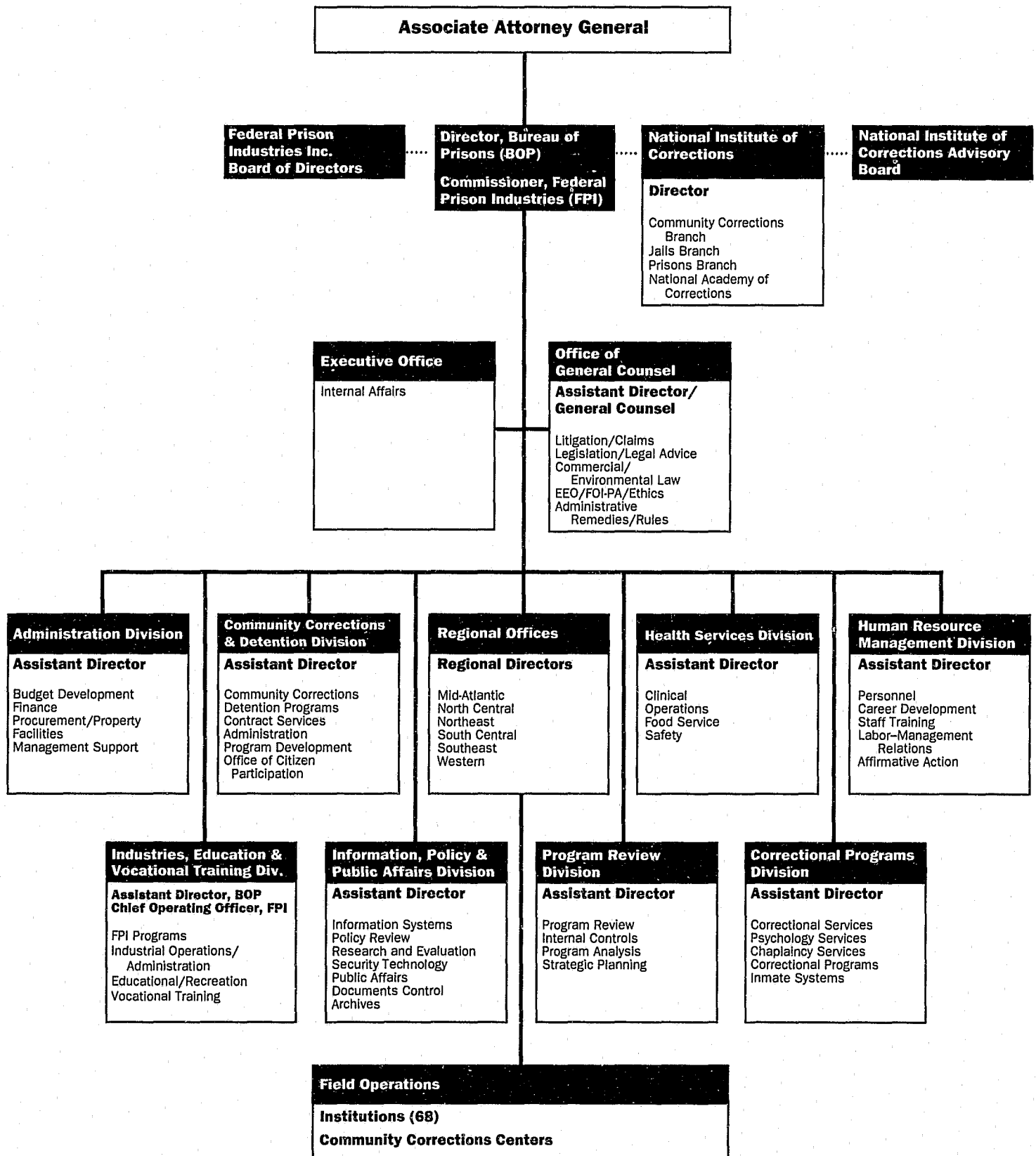
**Western  
Regional Office**

7950 Dublin Boulevard, 3rd floor  
Dublin, California 94568-2929  
510-803-4700  
Fax: 510-803-4802

**Central Office**

Federal Bureau of Prisons  
320 First Street, NW,  
Washington, DC 20534  
202-307-3198  
Fax: 202-514-6620

# Bureau organizational chart





# Response sheet

The Federal Bureau of Prisons is pleased to be able to provide this 1991 *State of the Bureau* report to its constituents, other agencies, and organizations, as well as to the public. Our objectives are to make corrections more understandable to the American public, and to

convey the important part that corrections plays in American criminal justice. If you would like to receive information not contained in this issue, or if you have other suggestions for improvements in how the information is presented, please use this form.

Direct any responses or inquiries to:

Office of Public Affairs  
Federal Bureau of Prisons  
320 First Street, NW.  
Washington, DC 20534

## Response sheet

Name \_\_\_\_\_

Title \_\_\_\_\_

Organization \_\_\_\_\_

Address \_\_\_\_\_

City \_\_\_\_\_

State \_\_\_\_\_ Zip \_\_\_\_\_

Phone (Optional) \_\_\_\_\_

Comments: \_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

I would like to receive the *Federal Prisons Journal*, a quarterly publication on prison issues

I would like to receive the *Facilities Book*, an annual directory of BOP institutions

I am not on the mailing list for this *State of the Bureau* report, but would like to be added

Please send me additional information, as noted

### Office use only

- Administration
  - Community Corrections
  - Correctional Programs
  - Health Services
  - Human Resources
  - Industries & Education
  - Public Affairs
  - Program Review
  - Regional Offices
- MARO SCRO  
NCRO SERO  
NERO WRO

## Response sheet

Name \_\_\_\_\_

Title \_\_\_\_\_

Organization \_\_\_\_\_

Address \_\_\_\_\_

City \_\_\_\_\_

State \_\_\_\_\_ Zip \_\_\_\_\_

Phone (Optional) \_\_\_\_\_

Comments: \_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

I would like to receive the *Federal Prisons Journal*, a quarterly publication on prison issues

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Please send me additional information, as noted

### Office use only

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- MARO SCRO  
NCRO SERO  
NERO WRO

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Thomas R. Kane, *Assistant Director, Information, Policy, and Public Affairs Division*

Dan Dove, *Chief, Office of Public Affairs*

Peter Jones, *Chief of Communications*

Doug Green, *Editor*

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