

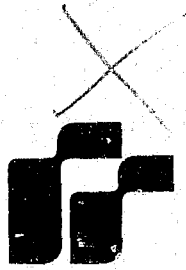


U.S. Department of Justice
Federal Prison System

1977

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ACQUISITIONS

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Training in the Printing Plant at Marion includes an apprenticeship program in composition, camera and plate-making and offset printing. This program is approved by the United States Department of Labor, Bureau of Apprenticeship and Training and the Marion, Illinois Area Multi-Trades Joint Apprenticeship Standards.

EARLY HISTORY

Before the Bureau of Prisons was established in 1930, there were only seven Federal prisons, less than one-sixth of the number of institutions in the Federal Prison System today.

The seven original prisons were all funded separately by Congress and operated under policies and regulations established individually by the wardens. The Federal Government had over 12,000 offenders in these institutions and an equal number in State and local facilities.

All prisons of that era, Federal as well as State, were little more than human warehouses. They were badly overcrowded, some containing double the population they were built for. Inmates often slept in basements, corridors and makeshift dormitories.

The prevailing philosophy, duly carried out by correctional administrators, was that offenders were sent to prison to be punished for their crimes. Security and discipline were the paramount considerations and were maintained through a system of rigid rules that governed all aspects of an inmate's conduct. Breaking a rule brought swift, frequently harsh and arbitrary punishment.

As might be expected, time hung heavy for offenders in those days. Food, one of the most

important concerns to an inmate, was monotonous, sometimes consisting of only a single dish. Invariably it was served from buckets. After the evening meal, inmates were locked in their cells for the night.

Bathing was a once-a-week affair, with long lines of inmates waiting their turn at the showers. Recreation was limited to weekends and highlighted by the traditional ball game.

Inmates found it extremely difficult to maintain family ties. They could write few letters and rarely were allowed visits from their families. Institutions were remote from population centers, imposing a further hardship on families seeking to visit.

Rehabilitation was a correctional concept whose time had not yet come. Little or no thought was given to education or vocational training. For self-improvement, inmates could turn to a ragged collection of library books.

Federal prison personnel numbered about 650 in the late 1920's, entirely too few to staff the institutions adequately. On the job, employees' lives, like those of the inmates, were austere and regimented. Pay was low, vacations were unheard of, and training was non-existent.

The Federal Bureau of Prisons is Established

In 1929, a Congressional Committee was established to study conditions in Federal prisons.

In the same year, a correctional study group chosen to develop the Federal Prison System outlined a penal philosophy providing practical steps to improve the national prisons.

This philosophy recognized that the chief mission of prisons was to protect the public, but that protection could be best achieved by rehabilitation of inmates, almost all of whom would eventually be released from custody and returned to the community.

Based on the recommendations of the Congressional Committee and the correctional study group, legislation was proposed which resulted in an Act of Congress, signed by Presi-

dent Hoover on May 14, 1930. This legislation established the Bureau of Prisons and directed it to develop an integrated system of institutions to provide custody and treatment based on the individual needs of offenders.

Congress gave vigorous support to the new agency. Subsequent legislation approved open camps, the construction of new facilities, and a program of diversified industrial employment within the institutions. An independent three-man Board of Parole also was established, replacing the old system of institution boards.

The young Bureau moved rapidly in planning and constructing the new institutions, improving existing facilities and living conditions, and upgrading and training personnel. As the Bureau grew, so did its goals of developing into a professional, effective service.

Architects rendering of new Federal Correctional Institution, Memphis.



Federal Prisons Today

— For the second year in a row, the inmate population of the Federal Bureau of Prisons rose to an all-time high.

— A new institution was opened.

— A new Division, Community Programs and Correctional Standards, was created to address major jail problems throughout the country, to work on incarceration standards for offenders in Federal custody, to improve community-based corrections programs, to carry out research in corrections, and to administer staff training.

— The National Institute of Corrections established its Jail Center in Boulder, Colorado.

— Employment of women and minorities increased.

— Federal Prison Industries expanded, providing more paying jobs for inmates and improved services to other government agencies.

— The Office of Professional Responsibility was established to maintain high standards of professional conduct.

— A tragic fire at the Federal Correctional Institution at Danbury, Conn., resulted in an improved fire prevention program.

The Bureau of Prisons, as an integral part of the Federal criminal justice system, continued to perform its mission of protecting society by carrying out the judgments of the Federal courts and safeguarding Federal offenders committed to the custody of the Attorney General.

Overcrowding

The Federal inmate population continued to reach unprecedented levels during 1977. With

few exceptions, the Bureau of Prisons' 38 correctional institutions and 11 Community Treatment Centers (halfway houses) experienced increased population pressures and were filled beyond physical capacities.

The inmate population increased 11 percent, climbing from 27,185 on October 1, 1976, to 30,262 on September 30, 1977. This rise came on top of a 15 percent increase for the previous Fiscal Year and transitional quarter.

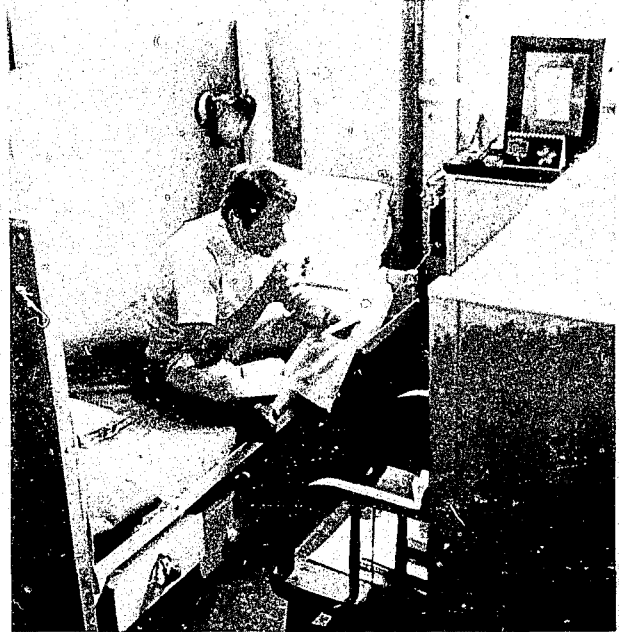
The 27-month increase of 6,500 inmates meant that the inmate population was 33 percent above the physical capacities of the Bureau's institutions.

In an effort to ease the effects of overcrowding, 29 percent of the population was either confined in minimum security facilities or living in more than 430 Federal and non-Federal Community Treatment Centers (halfway houses) throughout the nation.

The Bureau stepped up its use of Community Treatment Centers during 1977, transferring 39 percent of all releasees to these Centers to serve out the last two to three months of their sentences compared to 33 percent in 1976.

For confined offenders, the problem was met through double-bunking and makeshift dormitories.

As another effort to meet the population crunch, two Federal institutions—at Pleasanton and Terminal Island, both in California—will no longer be co-correctional. Converting Pleasanton to an all-female institution and Terminal Island to all male has given the Bureau additional flexibility in meeting the needs of the rapidly increasing number of incarcerated offenders. Two institutions, Fort



Partitions help assure inmates a measure of privacy in their living quarters.

Cells of iron and concrete (left) still characterize many Federal prisons.

Worth, Texas, and Lexington, Kentucky, remain co-correctional.

Among the primary reasons for this rise in population—which affected state and local as well as Federal institutions—were more convicted offenders receiving prison sentences and an increase in the nation's population in the crime prone ages of 20 to 30.

Overcrowding results not only in less living space per inmate and loss of individual privacy, but also in waiting lists for offenders who want to participate in programs of work, education, and recreation. Research indicates that in youth and young adult institutions, overcrowding increases assaultive behavior

among inmates. Moreover, more offenders are now housed at considerable distances from their homes and families.

Compounding the problems of overcrowding is recent action by the courts, making it clear that present levels of overcrowding will not be tolerated. A Federal District Court in New York during 1977 ordered the Bureau to end double-bunking at the Bureau's New York Metropolitan Correctional Center. By year's end, a dozen State correctional systems were also under court orders to reduce overcrowding.

Bureau Philosophy

The Federal prison system has attempted

to develop a balanced philosophy, one that recognizes that punishment, deterrence, incapacitation and rehabilitation are all valid purposes of incarceration. Offenders are deprived of liberty by the courts as punishment, to prevent them from committing further crimes while incarcerated, and to deter others. Incarceration should be under humane conditions and offenders should have access to a wide variety of programs including education, vocational training and counseling, designed to help them change their patterns of criminal behavior.

Rehabilitation or change cannot be coerced. Offenders can change their behavior only if they themselves are motivated to do so.

Double-bunking helps to accommodate the overflowing Federal prison population.



New Institutions

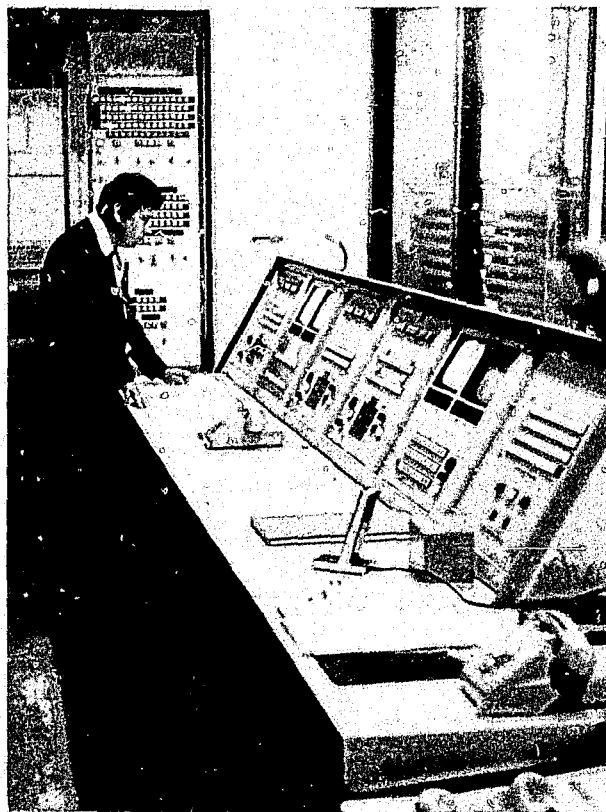
Current correctional trends are toward building smaller, more humane institutions. The Bureau's new facilities, both those built and planned since 1970, are designed to house no more than 500 inmates. The new Federal Correctional Institutions, though ringed by fences, resemble a campus environment with housing units separate from administrative, programmatic, and recreational areas. Among the advantages of this design are more privacy and individuality for inmates, the ability to divide the population according to individual and group needs, and more effective management because of decentralized programs and services.

The medium security young adult male Federal Correctional Institution at Memphis was the only new facility to open in 1977. Memphis has a physical capacity of 420, which includes a 16-man detention component for U. S. Marshal prisoners.

Memphis has four housing units accommodating inmates in individual rooms. Inmates range in age from 18 to 26 and are primarily committed from the Southeast. A full range of correctional programs is offered, in addition to a Federal Prison Industries electronics factory which employs up to one-third of the population.

Standards for Corrections

The large number of recent court decisions ordering improved conditions of incarceration, including living space standards, has led to an awareness of a lack of a national, generally-accepted set of standards for corrections, both institutional and community-based.



Modern technology instead of iron bars provides security at the San Diego Metropolitan Correctional Center.

During 1977, several professional organizations, including the American Correctional Association, issued correctional standards to which the Courts might refer when judging the merit of inmate suits. The standards developed by these organizations sometimes vary, however, and in any event are not a substitute for official standards.

One of the primary tasks of the Bureau's new Community Programs and Corrections Standards Division is to examine existing correctional standards and develop official standards for Federal prisons and for contract

facilities, including jails and Community Treatment Centers, housing Federal offenders. The standards will cover such subjects as living space, safety and health, security, classification, discipline, programs and administration.

Developing standards for jails is particularly critical. While nearly all correctional systems in the country are overcrowded and conditions in many are unsatisfactory, the problem is worse in local jails, where most Federal offenders are housed on contract while awaiting trial. The Bureau's aim is to help these contract jails meet Federal standards.

New Jail Center

The Bureau also helps local jails through the National Institute of Corrections, established as a part of the Juvenile Justice and Delinquency Prevention Act of 1974, and attached to the Bureau of Prisons.

The Institute in June, 1977, opened its Jail Center in Boulder, Colorado. The Jail Center trains local and State personnel in jail organization and management, legal and constitutional issues, programs and services, alternatives to incarceration, volunteer programs, use of community resources, jail standards and inspection systems, and intake diagnostic services. The Center expects to train about 800 jail trainers and managers during Fiscal 1978.

During 1977, the Institute also carried out 144 technical assistance projects in 43 States, the District of Columbia, and the territory of Guam. Of the 144 projects, 63 were related to staff development, 65 to jails, 14 to field services and two to screening for risk.

The Institute also continued its administration of correspondence jail training courses. During Fiscal 1977, it awarded certificates to 3,355 State and local jail personnel for successfully completing its "Jail Operations" study course, and 714 to jail managers who completed its "Jail Administration" study program.

In addition to training and technical assistance, the Institute also offers information and clearinghouse services to the correctional community and helps State and local correctional agencies to build the capacity to do their own research.

NIC is governed by a 16-member advisory board comprised of correctional practitioners, government officials, and concerned citizens.

From 1972 until the passage of enabling legislation, NIC operated in the Department of Justice, using Bureau of Prisons personnel and Law Enforcement Assistance Administration (LEAA) funds.

Fiscal 1977 represented the first year NIC had received Congressional funding. A total of \$5,043,000 was appropriated to the Institute, of which \$4,043,000 was made available for grants and contracts to fund projects in the four areas that form the core of NIC activity.

These areas—staff development, jail operations and programs, field services, and screening and classification—were determined in a series of hearings at which persons in the field identified the high-priority needs of corrections that the Institute could address.

A total of 71 grants were awarded during the year, 37 of which went to state and local correctional agencies. Funds were awarded to agencies in 27 states and the District of Columbia.

The Institute's budget for 1978 is \$9,900,000 which will also be used to improve the practices of corrections, including probation and parole, at the State and local levels.

Equal Employment Opportunity

The Bureau continued to make progress in expanding job opportunities for minorities and women. The Bureau in 1971 set a goal of 33 percent minorities for all new hires. Its actual performance since that time has been 28.4 percent of all new employees. The level of minority employees was 18 percent at the end of Fiscal 1977, compared to 16 percent the previous year and 6 percent in 1970.

The Bureau in 1976 abandoned its traditional policy that women could not serve as correctional officers in all-male institutions and set a goal of 10 percent of all correctional officer jobs to be held by women except in the major penitentiaries.

Women correctional officers have since been appointed in all institutions except penitentiaries and by the end of 1977 more than 8 percent of all correctional officers were women. Additionally, women at year's end represented 15.8 percent of the Bureau's work force, compared to 14.5 percent a year earlier and 9.8 percent in 1970.

More Jobs Through Industries

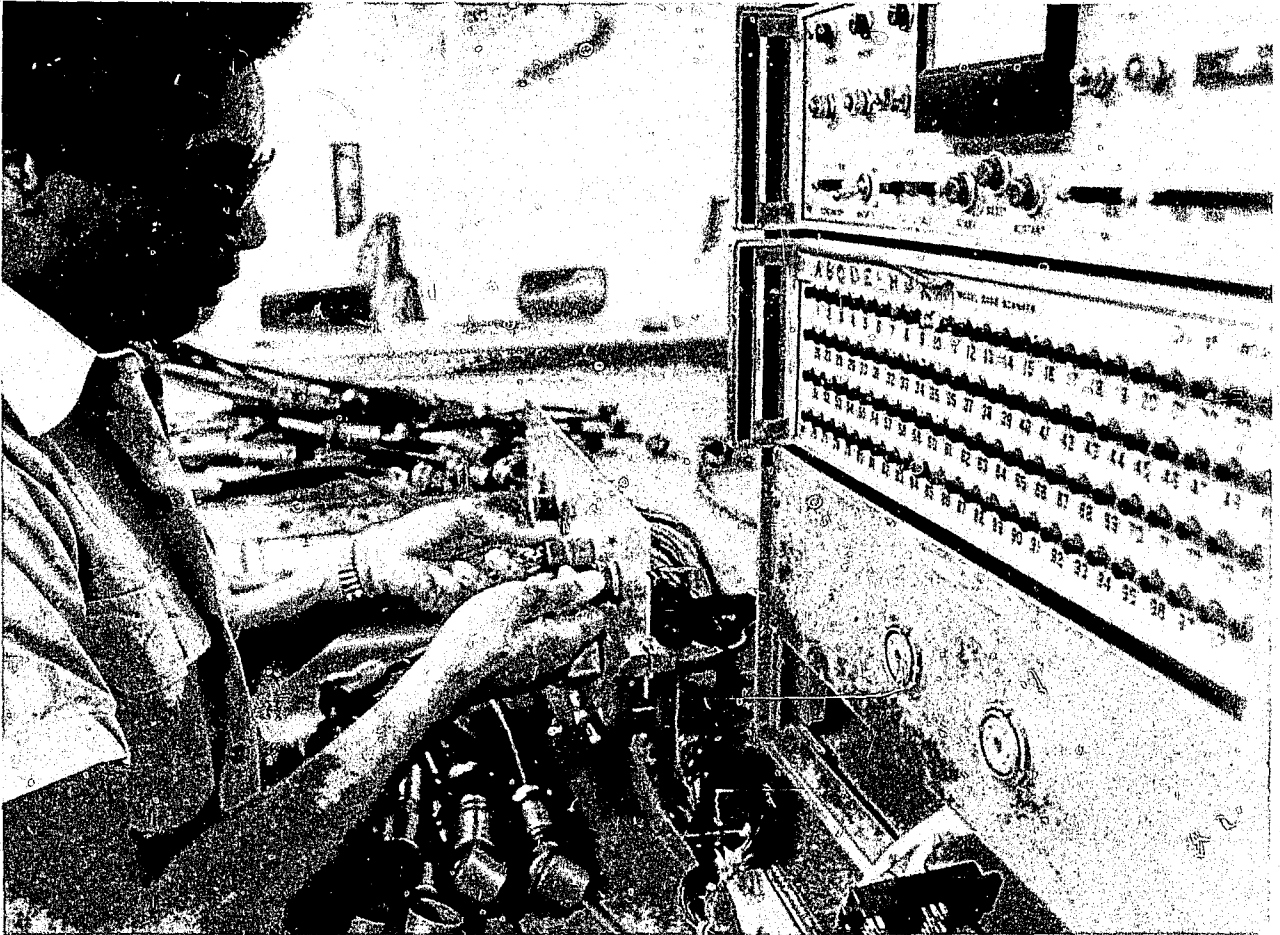
To help offset the problems associated with having large numbers of inmates idle and to channel their energies into constructive work, 11 new Federal Prison Industries operations were established at as many Federal institutions during the year to provide employment opportunities and income for more inmates.

A data entry shop was established at Miami, Florida, a machine tool and die shop at McNeil Island, Washington, an electronic cable factory at Memphis, Tennessee, textile/sewing operations at San Diego, California, Butner, North Carolina, and Lewisburg (Camp), Pennsylvania, a wood plastics prototype shop at Petersburg, Virginia, a brush operation at New York, New York, an auto repair shop at Pleasanton, California, a boat fender operation at El Paso, Texas, and a print plant, which was acquired from the Department of Health, Education and Welfare, at Lexington, Kentucky.

Federal Prison Industries now has 70 industrial operations in 32 institutions and employs an average of 6,094 inmates (compared to 5,500 in 1976). Sales to other government agencies during the fiscal year amounted to \$86,465,032 (compared to \$78,153,903 for FY 1976); inmate wages were \$6,036,797 (compared to \$5,408,753 in 1976); and payment to other inmates in the form of meritorious service awards amounted to \$1,992,359 (compared to \$1,300,000 in 1976). The Corporation also funded \$4,371,997 for vocational training programs within the Bureau of Prisons.

FPI, a self-sustaining government corporation, was established by Congress in 1934. Inmates can earn up to 70 cents an hour manufacturing products and providing services for U. S. government agencies. Inmates not directly employed by industries can earn money, paid out of FPI profits, by doing other meritorious work in the institutions.

During the coming year, FPI will continue to establish new industries. To assist in this, a major industrial design effort will contribute proprietary products to the Corporation's lines. In addition, a special task force looking



Federal Prison Industries permits inmates to earn money while providing goods and services for other government agencies.

at energy industries will identify possible new products/services, an outgrowth of the New Enterprises Task Force established earlier.

Professional Responsibility

The Federal prison system is a criminal justice agency and is responsible for carrying out in a lawful and humane manner the orders

of U. S. Courts to incarcerate individuals convicted of criminal offenses.

All officers and employees are required to conduct themselves in a thoroughly professional manner and to refrain from acts that are contrary to law, in violation of policies or regulations, or otherwise destructive of public confidence in the ability of the agency to carry out its mission.

The Bureau in September created an Office of Professional Responsibility, which reports to the Director, to help the Bureau maintain the professional standards required of all officers and employees.

Fire Safety

A fire that broke out in a dormitory at the Federal Correctional Institution at Danbury, Connecticut, on July 7, 1977, resulted in the death of five inmates due to smoke inhalation and asphyxiation. Seventy-four other persons were injured, including 68 inmates.

The Board of Inquiry determined that the fire "was humanly initiated, either intentionally or unintentionally."

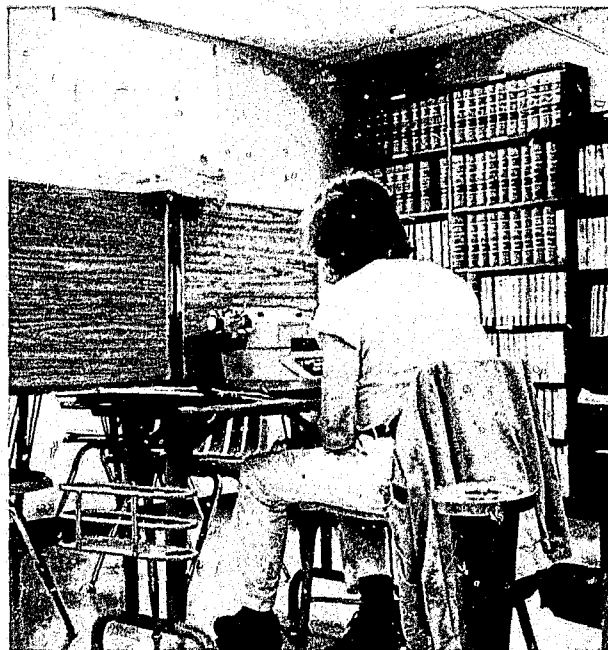
As a result of the tragedy, the Bureau began carrying out a wide ranging program of improved fire safety.

Expanding Inmate Rights

Inmate rights have been expanded in recent years through legislation, court decisions and Bureau of Prisons policies, including the Bureau's Administrative Remedy Procedures and the Freedom of Information and Right to Privacy Acts.

The Bureau's Administrative Remedy Procedures give inmates the opportunity to air their complaints to the warden and receive timely written responses. If dissatisfied with the response, the inmate may appeal to the regional office and beyond that to the Bureau's General Counsel in Washington.

Complaints under these procedures totaled 14,000 in 1977, an increase of about 40 percent over the previous year. Relief was granted in about 20 percent of the cases. Issues most



Typewriters and law books facilitate offender access to the courts.

often raised by inmates were disciplinary actions, requests for transfer, and changes in programs and assignments.

These procedures have led to a reduction in the heavy number of law suits being filed by Federal prisoners in Federal courts. The Federal Judicial Conference of the United States took note of this fact in March when it announced that for the last half of calendar 1976 compared to the last half of 1975: "Prisoner petitions were also down as 17 percent fewer Federal prisoner cases were filed and 4 percent fewer State petitions. It appears as though the grievance procedures established by the Bureau of Prisons and the recent approval of the Parole Commission Act (May 4, 1976) are effectively reducing these prisoner cases."

Under the Freedom of Information Act, offenders are entitled to inspect portions of their record files, and under the Privacy Act of 1974 (effective in September, 1975), they are protected against unauthorized disclosure of information of a private nature about themselves. During 1977, the Bureau's legal office received some 2,200 formal requests for information under these two Acts, a 37 percent increase over 1976 and the transitional quarter.

Also in recent years, Federal inmates have benefited from liberalized rules regarding correspondence, making telephone calls, having visitors, personal grooming, writing and publishing manuscripts, and talking to news reporters.

After a six-months trial period, the Bureau in January made permanent a media policy permitting reporters to interview any inmate in custody provided the inmate is willing. While benefiting the inmates, the new rule also is in keeping with contemporary trends toward more openness in governmental programs, and it permits the public to have more knowledge of, and more impact on, the operation of Federal correctional institutions.

The public was given a further opportunity to influence policy when, pursuant to a court order, the Bureau on May 23, 1977 published its first proposed rules in the Federal Register. This procedure gives the public an opportunity to comment on these rules before their formal adoption. During Fiscal 1978, the Bureau will continue to publish all regulatory material which affects either inmates or the general public.

The Bureau's legal office also worked closely with the Department of Justice and Congressional staff on legislation affecting the Bureau,

notably the major revision of the Federal Criminal Code (S. 1437).

The Senate on July 21, 1977, ratified the Prisoner Transfer Treaty between Mexico and the United States. The Bureau's legal staff worked closely with the State Department on the drafting and implementation of this treaty, as well as a similar one with Canada.

Staff Training

Fiscal 1977 was the first full year of operations for the Bureau's third residential Staff Training Center in Denver (the other two are in Atlanta and Dallas). The opening of this Center in August, 1976, and continued expansion of other programs means that training opportunities for employees have peaked at about 32,000 hours of training per month. An average of 1,652 men and women participated each month in a variety of in-service and outside training and education programs during the year.

The Dallas, Atlanta and Denver training centers continue to maintain full classes of new students for the two-week "Introduction to Correctional Techniques" course (a requirement for all new employees) and the one-week "Advanced Correctional Techniques" program (required of career employees every three years).

The three Bureau specialty training centers have expanded class offerings to employees. A "Cooking and Baking" course has been added to the curriculum at the Food Service Training Center at Oxford, Wisconsin. The Physicians' Assistants program at Springfield, Missouri, continues to fill classes and graduate trained employees.

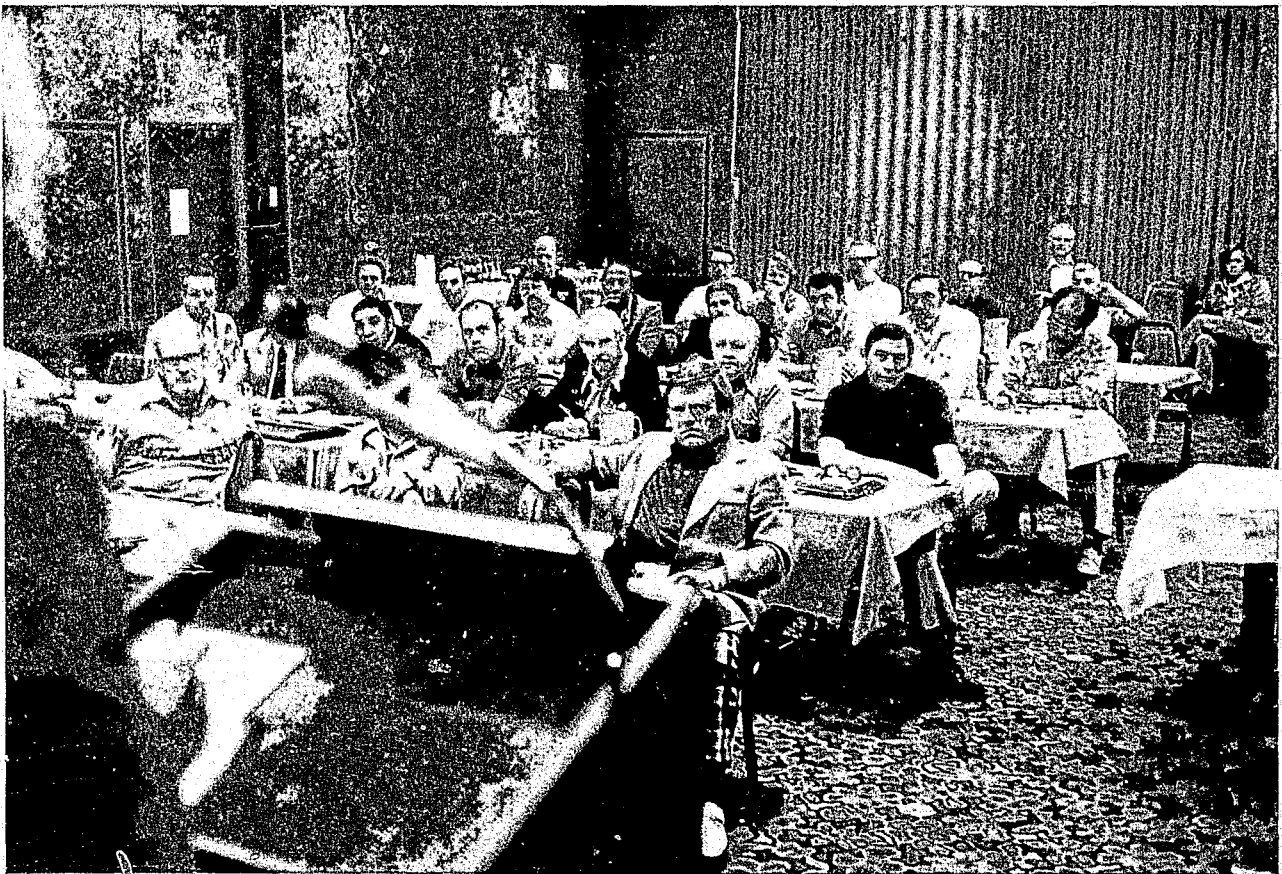
There has been a significant increase in Supervisory and Management training for mid-level managers. Five mid-level managers' programs are now offered to Correctional Supervisors, Unit Managers, Department Heads, and Federal Prison Industries managers. In addition, a specialty program for new Case Managers is now being offered.

Each institution has a full time Training Coordinator, and all "in-house" programs are supplemented by outside training and educa-

tion opportunities provided by universities, other government agencies and private firms.

Of the 34 high potential employees selected to participate in the cooperative work-study program between the University of Miami and the Federal Correctional Institution, Miami, Florida, 11 have graduated with advanced degrees and one with an undergraduate degree, and a number of certificates and college credits have been awarded for completion of courses of study.

Seminars, conferences and training sessions help keep wardens and other Bureau of Prisons personnel abreast of latest developments in criminal justice.



Programs for Inmates

Inmates in Federal institutions have available, in addition to work, a wide variety of programs including religious services, education, vocational training, medical and mental health care, counseling and recreation.

Chaplaincy Services

All inmates are afforded opportunities for pursuing their individual beliefs and practices. The 57 full-time staff chaplains are assisted by outside clergy working under contract and by more than 3,000 community volunteers.

Chaplaincy Services personnel provide pastoral care, conduct worship services, facilitate the observance of religious holidays and diets, and coordinate chapel activities which offer a wide variety of Christian and non-Christian religious resources to inmates.

Education and Training

The Bureau's education and training programs, involving 500 teachers and \$15 million, are designed to prepare inmates to meet the requirements of the work place and of everyday living upon discharge from custody.

The education courses for inmates range from basic literacy through college and include occupational training.

During Fiscal 1977, inmates enrolled in 66,650 courses in education, training and related programs. Of these, 34,500 or 51.8 percent of course enrollments were completed during the year. An additional 18,319 or 27.5 percent were still "active" enrollments at the end of the year, for a combined completion and retention rate of 79.3 percent and a dropout rate of 20.7 percent.

Also during the year, 198 inmates received postsecondary degrees—178 of them Associate Degrees, 18 Bachelors' and two Masters'.

The Bureau's occupational training program includes on-the-job and vocational training. Currently 74 programs in 38 different trades in 12 institutions are registered by the U. S. Department of Labor's Bureau of Apprenticeship Training or with State apprenticeship agencies.

The Bureau relies on the community to help its full time staff. Hundreds of community volunteers and special education contractors supplement staff teaching. College training is provided by nearby universities and community colleges.

Mental Health, Counselling Services

The Federal prison system's mental health programs help inmates with drug abuse, alcoholism, and other behavioral problems. These programs are conducted by 92 full-time psychologists, 14 psychiatrists, 13 interns and a number of psychiatric nurses.

A psychiatric in-patient service is maintained at the Medical Center for Federal Prisoners, Springfield, Missouri. The Federal Correctional Institution at Butner, North Carolina, also offers intensive psychiatric services.

A Task Force was established by the Director of the Bureau of Prisons to assess the impact and role of the psychologist in the Federal prison system. Task Force findings revealed that psychologists were perceived as valuable members of the correctional team by institutional administrators and staff, who indicated a need for greater involvement by psychologists in in-service training, staff con-



This modern education center at the Federal Correctional Institution at Lompoc, California, offers inmates basic literacy through college training.

sultation, and overall program design, implementation and evaluation.

Inmates addicted to narcotics may receive treatment at 21 institutions with drug abuse programs. Some 2,860 inmates took part in these programs during the year. Several hundred more were enrolled in alcohol abuse treatment units at six institutions.

All Bureau institutions have formal structured counseling programs for offenders. In addition, correctional counselors visit work areas in the daytime, and living quarters and recreation areas during inmate off-duty time,

in order to be available to help inmates resolve problems. The Bureau has more than 400 correctional counselors and more than 300 caseworkers assigned to the various institutions.

Health and Dental Care

Health care facilities in each Federal prison vary in size from small dispensaries to accredited hospitals. Some 565 professional, technical and support staff are employed, including 62 physicians.

The dental care needs of Federal inmates are served by 48 dental officers and all Bureau

facilities have maintained their accreditation as Hospital Dental Clinics by the American Dental Association.

Safety

In the area of occupational safety, the Federal Bureau of Prisons has been cited by the U. S. Department of Labor's Occupational Safety and Health Administration as having one of the better programs in the Federal government.

Leisure and Recreation

During their leisure hours, offenders have available a wide variety of supervised indoor and outdoor sports and craft activity, including weight-lifting, basketball, football and baseball. Institutions are equipped with television sets and with legal and general reference libraries. About one million paperback books have been contributed by the National Women's Committee of Brandeis University working through publishers and book dealers. With the support of the National Endowment for the Arts, the Bureau during the year placed professional artists as full-time teachers at six institutions.

Inmates are now permitted to spend up to \$60 a month in the prison commissaries for such items as candy, tobacco, toilet articles and other personal amenities. Any earnings beyond that go into savings or are used to help support their families.

Community Programs

Only about 30 percent of the 96,000 convicted offenders today who are under some form of Federal supervision are in prison. The re-

maining 70 percent are in community programs such as probation or parole, or in community-based programs conducted by the Federal Bureau of Prisons.

The objective of community-based programs is to ease the transition of inmates back into the community. These programs, including halfway houses, furloughs, work and study release, and drug aftercare, were improved and participation generally increased during Fiscal 1977.

The BOP operates 11 Community Treatment Centers (halfway houses) around the country. In addition, at the end of the year, the Bureau had contracts with 425 halfway houses operated by State and local or private agencies, compared to 260 at the end of 1976. The centers provide extensive pre-release services for selected offenders during the last two or three months of their sentences, with an average stay of about 70 days. Centers are also used for those offenders serving short sentences, for unsentenced offenders participating in the Pre-Trial Services Program and for others under community supervision who need the help of a center.

Staff give residents assistance in reestablishing community ties, obtaining jobs, furthering their education, and resolving personal problems. Some 8,500 inmates were transferred from Federal institutions to halfway houses during 1977.

Furloughs are unescorted trips into the community, either for part of a day or for overnight. Overnight furloughs are usually from three to seven days. Furloughs permit inmates to assist in family emergencies, to find jobs, to attend activities in the community, and otherwise prepare for release.

The Bureau granted 17,685 overnight furloughs of three to seven days during 1977, compared to approximately 16,140 in 1976. In addition, about 8,600 day furloughs were granted.

Work and study release programs permit inmates to leave the institution during the day and hold a regular job or go to school in the community. They return to the institution at night. These programs have increased modestly with approximately 950 inmates participating in these programs during the past year. With the increased use of halfway houses, work and study release have not been growing as rapidly as in previous years.

Approximately 2,200 drug dependent offenders on probation or parole received help from the Bureau's drug supervisory aftercare programs. They participated in drug clinics around the country on an outpatient basis. Services offered vary but all clients take part in counseling sessions and are tested regularly for drugs. Other services include job placement and counseling, psychiatric care, emergency medical care (detoxification), and hospitalization. The Bureau does not administer any community drug programs but, rather, contracts for all services.

Juveniles

All Federal inmates committed under juvenile statutes were phased out of Federal institutions during the year either by release or by transfer to appropriate state, local and private juvenile facilities. Placements were made, when possible, in community-based facilities in or near the juvenile's home town, according to the Bureau's long-standing policy and recent statutory requirements. More than 200 juveniles were involved.

Research

The Bureau's Office of Research has or is conducting a variety of projects to yield useful information about the Bureau's programs and policies.

A recently completed study on the effects of overcrowding in 37 Federal institutions showed that higher inmate population levels are associated with increased misconduct and assaultive behavior. The relationship between violence and overcrowding is strongest in institutions that house young adults and youthful offenders.

A follow-up study of inmates released from prison in 1956 shows a recidivism rate of 34 percent at two years, 51 percent at five years, and 59 percent at ten years, with a rise of one-half to one percent yearly up to 18 years.

Research also shows that the Bureau's furlough program has a success rate of 99 percent.

Ongoing studies are on Community Treatment Centers, optional programming (allowing inmates to choose their own programs), the Bureau's Metropolitan Correctional Centers used for detention of Federal offenders, former inmates at Alcatraz (closed in 1963), sexual assaults and co-corrections.

Decentralization

The administration of the Federal prison system has been decentralized and is now carried out by six divisions and by five regional offices.

The six divisions, each headed by an Assistant Director, are Correctional Programs, Planning and Development, Medical and Services,

Federal Prison Industries, Inc., the National Institute of Corrections, and Community Programs and Correctional Standards.

The five regions are headquartered in Atlanta, Burlingame (near San Francisco), Dallas, Kansas City, and Philadelphia, and each is headed by a Regional Director.

The U. S. Parole Commission has similarly been regionalized and works closely with the Bureau to carry out their joint responsibilities.

Most Federal institutions have also been decentralized through establishment of functional units. These units break an institution down into small, semi-autonomous sub-groups of 50 to 120 inmates each, housed together, under the supervision of a small permanently assigned staff team, consisting typically of a unit manager, caseworkers, correctional counselors, a psychologist and an education specialist. This new arrangement puts authority and responsibility in the hands of line staff who have close, frequent contact with offenders.

A study by Denver University's Center for Public Management concluded that functional unit management "appears to increase overall institutional effectiveness."

Resources

The Bureau's total budget (including new institution construction costs) for FY 1977 was \$344,098,000 and total employment reached 9,176 on September 30, 1977. This compares with total budget authority of \$240,373,000 and year-end employment of 8,830 for FY 1976.

Most of the new positions were for activation of new institutions and the expansion of unit management. Rising costs, especially in



Ideally, Federal inmates should have private rooms like this one at the Chicago Metropolitan Correctional Center.

utilities, and an increased inmate population contributed significantly to the increase.

Future Plans

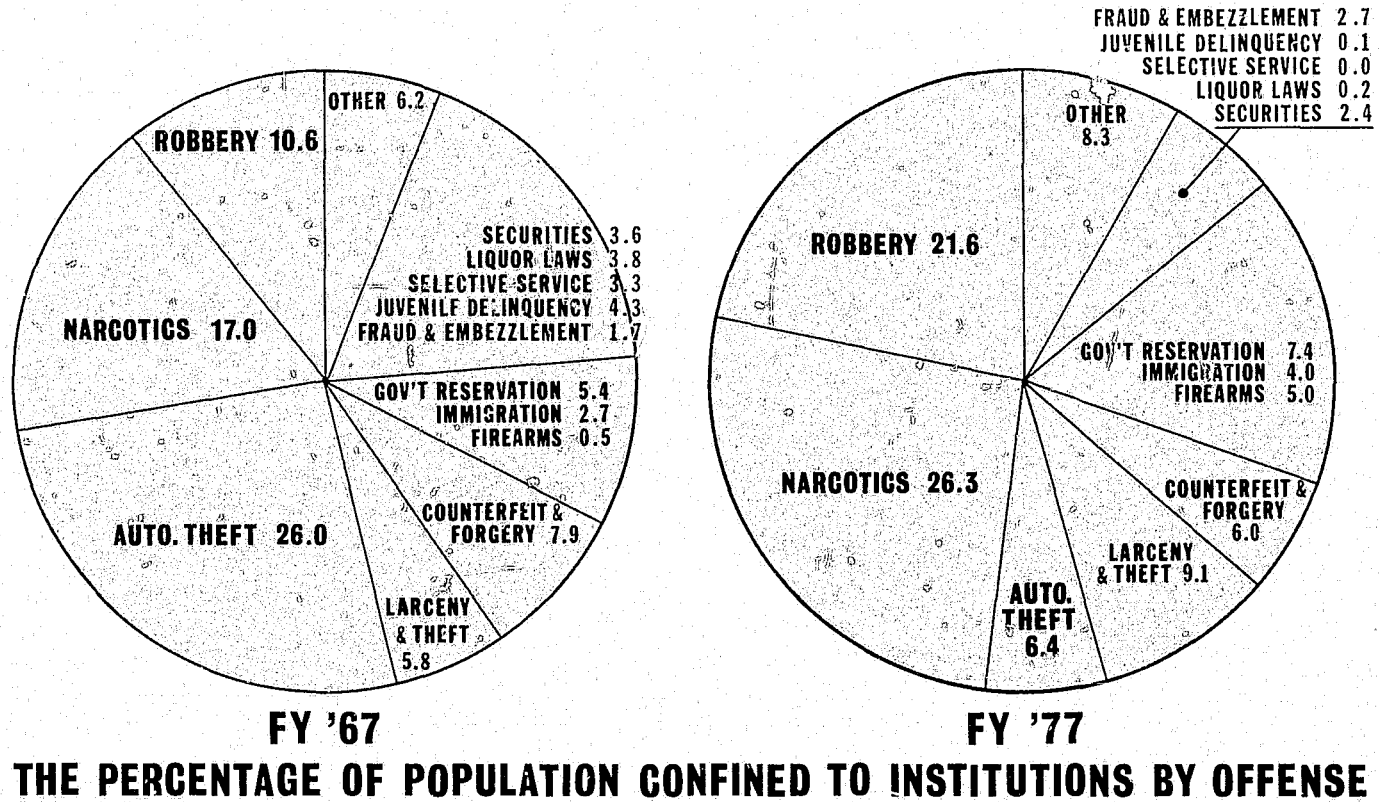
Four new Federal Correctional Institutions are under construction. The Bastrop, Texas, facility, which will have one of the largest solar energy systems in the world, will open in 1978, as will one at Talladega, Alabama. The institutions at Otisville, New York, and Lake Placid, New York, are scheduled to open in 1979 and 1980, respectively. The four facilities will accommodate approximately 2,000 inmates.

Currently in the design stage and approved for construction are the Detroit Metropolitan Correctional Center to house pre-trial detainees and a Federal Correctional Institution at Camarillo, California. New housing units are planned or under construction at federal institutions at La Tuna, Texas, Pleasanton, California, and Miami, Florida.

The Bureau eventually hopes to close down its three ancient, Bastille-like penitentiaries that incarcerate up to 2,000 inmates each in

cages of concrete and steel. These would be replaced by modern institutions, of no more than 500 inmates, which would be manageable, more flexible, and less abrasive. Such institutions would give each inmate the privacy of his or her own room, would help reduce the violence associated with prison living, and would improve safety for both staff and inmates. In the long run, such institutions will enhance the effectiveness of the Federal criminal justice system by providing offenders with an opportunity to change.

BUREAU OF PRISONS



FEDERAL PRISON SYSTEM

	FTS	SWITCHBOARD		
SOUTH CENTRAL REGION				
Regional Office—Dallas, Texas 75219:				
3883 Turtle Creek Blvd.	749-1112	214-749-1112	Reg. Director	Charles L. Benson
FDC, El Paso, Texas 79925	572-7808	915-543-7637	Administrator	Herminio Lopez
FCI, El Reno, Oklahoma 73036	736-5521	405-262-4875	Warden	Timothy Keohane
FCI, Fort Worth, Texas 76119	738-4011	817-535-2111	Warden	Louis J. Gengler
FCI, La Tuna, Texas 88021	572-7682	915-886-3422	Warden	Floyd E. Arnold
FCI, Seagoville, Texas 75159	749-7781—2	214-287-2911	Warden	Charles H. Young
FCI, Texarkana, Texas 75501	731-3190	214-838-4587	Warden	Fred Frey
SOUTHEAST REGION				
Regional Office—Atlanta, Ga. 30331:				
Bldg. No. 300, Greenbriar Office Park				
3500 Greenbriar Parkway S.W.	246-7851—5	404-763-7851—5	Reg. Director	Gary R. McCune
FCI, Ashland, Kentucky 41101	924-5614	606-928-6414	Warden	Earl V. Aiken, Jr.
USP, Atlanta, Georgia 30315	242-3803—6	404-622-6241	Warden	Jack A. Hanberry
FCI, Butner, N.C. 27509:				
Old North Carolina Highway 75	629-5403—4	919-575-4541	Warden	Gilbert L. Ingram
FPC, Eglin Air Force Base, Fla. 32542	949-5391	904-832-5391	Superintendent	Joseph Petrovsky
FCI, Lexington, Kentucky 40507	355-2581	606-255-6812	Warden	William H. Rauch
FCI, Miami, Florida 33177:				
15801 S.W. 137th Avenue	350-4236	305-253-4400	Warden	W. J. Kenney
FPC, Maxwell Air Force Base:				
Montgomery, Alabama 36112	534-7578/7459	205-293-2784	Superintendent	Charles Beaver
FCI, Memphis, Tennessee 38134:				
1101 John A. Denies Rd.	222-4172	901-372-2269	Warden	Hal R. Hopkins
FCI, Tallahassee, Florida 32304	946-4243	904-878-2173—9	Warden	David C. Lundgren
NORTH CENTRAL REGION				
Regional Office—Kansas City, Mo. 64153:				
K.C.I. Bank Bldg., 8800 N.W. 112th St.	754-5680	816-243-5680	Reg. Director	James D. Henderson
MCC, Chicago, Illinois 60605:				
71 W. Van Buren Street	353-6819	312-353-6819	Warden	Robert Elsea
USP, Leavenworth, Kansas 66048	758-5901	913-682-8700	Warden	Irl E. Day
USP, Marion, Illinois 62959	271-0306	618-964-1441	Warden	George Wilkinson
FCI, Milan, Michigan 48160	374-5391	313-439-1571	Warden	Harold Miller
FCI, Oxford, Wisconsin 53952	364-5611	608-584-5511	Warden	Ogis Fields
FCI, Sandstone, Minn. 55072		612-245-2262—4	Warden	Max L. Mustain
USMCFP, Springfield, Missouri 65802	754-2751	417-862-7041	Director	P. J. Ciccone, M.D.
USP, Terre Haute, Indiana 47808	335-8391	812-238-1531	Warden	George Ralston, Jr.
NORTHEAST REGION				
Regional Office—Philadelphia, Pa. 19113:				
Scott Plaza II, Industrial Highway	596-1871	215-596-1871—7	Reg. Director	Gerald M. Farkas
FCI, Alderson, West Virginia 24910	924-1800	304-445-2901	Warden	Carson Markley
FPC, Allenwood—Montgomery, Pa. 17752		717-547-1641	Superintendent	Robert Anderson
FCI, Danbury, Conn. 06810	643-9444	203-746-2444	Warden	William R. Nelson
USP, Lewisburg, Pa. 17837	591-3800	717-523-1251	Warden	Charles E. Fenton
FCI, Morgantown, West Virginia 26505	923-7556	304-296-4416	Warden	William Garrison
MCC, New York, N.Y. 10007:				
150 Park Row	662-9130—9	212-791-9130—9	Warden	Harold D. Thomas, Jr.
FCI, Petersburg, Virginia 23803	925-7102	804-733-7881	Warden	Z. Stephen Grzegorek

WESTERN REGION

Regional Office—Burlingame, Calif. 94010:

330 Primrose Rd., Fifth Floor		415-347-0721	Reg. Director	E. O. Toft
FCI, Englewood, Colorado 80110	327-2881	303-985-1566	Warden	John T. Hadden
FDC, Florence, Arizona 85232		602-868-5862—3	Administrator	Jack L. Fevurly
FCI, Lompoc, California 93436	960-6261	805-735-2771	Warden	Larry F. Taylor
USP, McNeil Island, Steilacoom, Washington 98388	391-8770	206-588-5281	Warden	Lawrence R. Putman
FCI, Pleasanton, California 94568		415-829-3522—3	Warden	Kenneth McDannell
FPC, Safford, Arizona 85546		602-428-6600	Superintendent	Charles M. Montgomery, Jr.
MCC, San Diego, California 92101: 808 Union Street	891-4311	714-232-4311	Warden	Walter R. Lumpkin
FCI, Terminal Island, California 90731	791-1261	213-831-8961	Warden	Lawrence Grossman

STAFF TRAINING CENTERS

Atlanta, Georgia 30315:

523 McDonough Blvd. S.E.	242-6649/6640	404-622-4366	Director	Dennis Luther
Aurora, Colorado 80011: 15400 E. 14th Place, Suite 500	327-3486	303-837-3486	Director	Sam Samples
Dallas, Texas 75219: 3883 Turtle Creek Blvd.	749-7202	214-749-7202	Director	Karen Byerly
Food Service Training Center, c/o F.C.I. Oxford, Wisc. 53952		608-584-5511	Director	Larry C. Long
Physician Assistant Training Center, c/o USMCFP, Springfield, Mo. 65802	754-2751	417-862-7041	Director	Richard Bunker

COMMUNITY TREATMENT CENTERS

Atlanta, Georgia 30315:

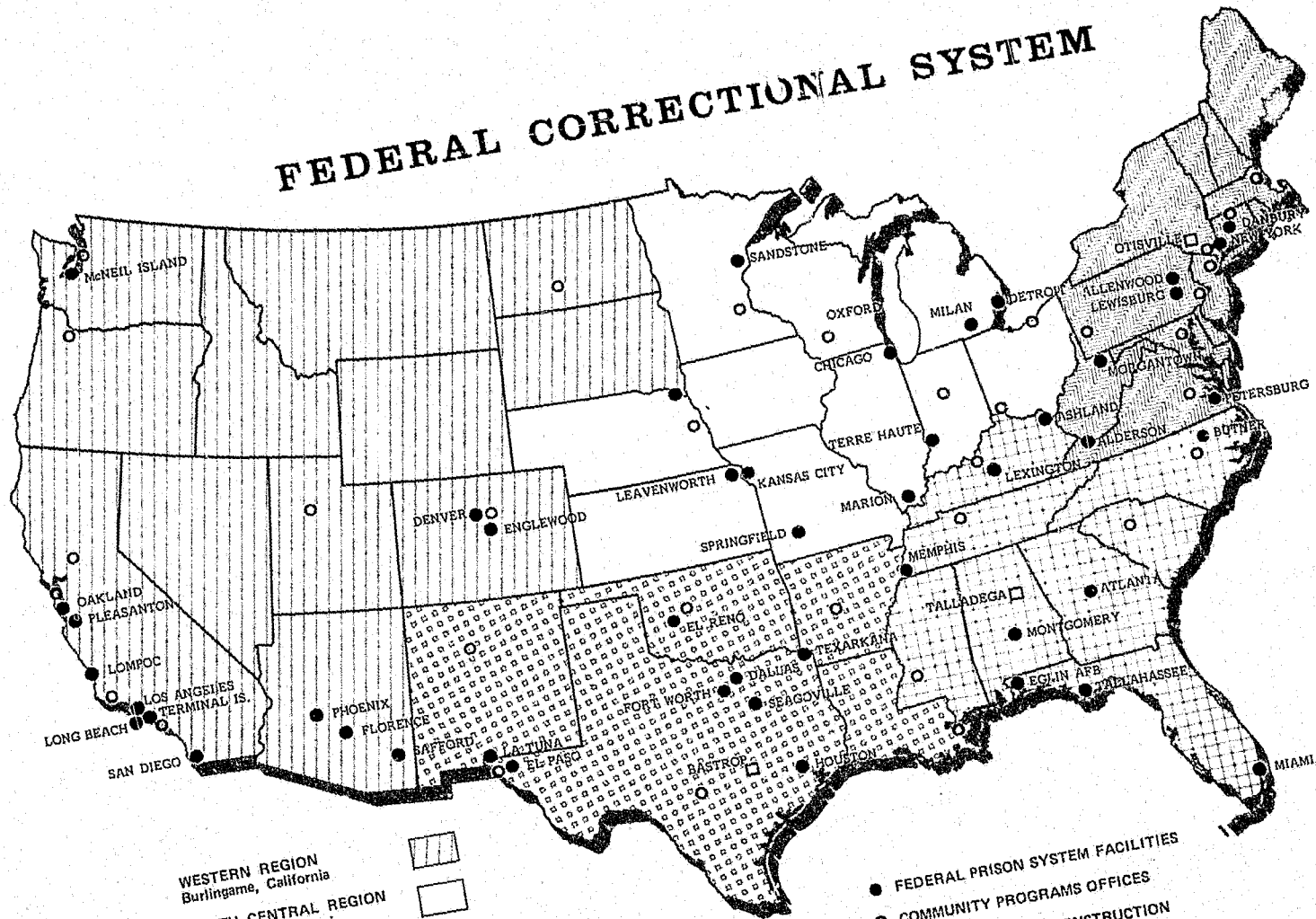
715 McDonough Blvd. S.E.	242-4445	404-627-4534 /526-4445	Director	Frank Kennebrew
Chicago, Illinois 60605: 826 S. Wabash Avenue	353-5678	312-353-5678	Director	Robert F. Thompson
Dallas, Texas 75246: 3401 Gaston Avenue	749-3525	214-749-3525	Director	Wilbert A. Wycliff
Detroit, Michigan 48216: 1950 Trumbull Avenue	226-7042	313-226-7042	Director	Robert H. Guzik
*Detroit, Michigan 48201: The Milner Arms Apartments, 40 Davenport, Apt. No. 295	226-4810	313-226-4810		
Houston, Texas 77004: 2320 LaBranch Avenue	527-4933	713-226-4934	Director	Gene R. Freeman
Kansas City, Missouri 64106: 404 E. 10th Street	758-3946	816-374-3946	Director	Charles R. Hendricks
*Kansas City, Kansas 66101: 1019 N. 7th Street	758-4741	816-374-4741		
Long Beach, California 90813: 1720 Chestnut Avenue		213-432-2961	Director	Dona M. Bietz
Los Angeles, California 90006: 1212 S. Alvarado Street	798-4771	213-688-4770	Director	John P. Schippers
New York, New York 10019: Woodward Hotel, 210 W. 55th Street	656-4728	212-826-4728	Director	Matthew Walsh
*New York, New York 10019: Bryant Hotel, 230 W. 54th Street	662-5994	212-971-5738		
Oakland, California 94610: 205 MacArthur Blvd.	536-7231—2	415-273-7231	Director	Howard H. Masters
Phoenix, Arizona 85003 316 W. Roosevelt	261-4176	602-261-4176	Director	Gerald J. Quatsoe

FCI—Federal Correctional Institution
FDC—Federal Detention Center
FPC—Federal Prison Camp

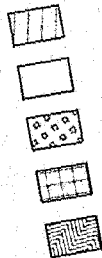
MCC—Metropolitan Correctional Center
USMCFP—U.S. Medical Center for Federal Prisoners
USP—United States Penitentiary

* Satellite Unit

FEDERAL CORRECTIONAL SYSTEM



- WESTERN REGION
Burlingame, California
- NORTH CENTRAL REGION
Kansas City, Missouri
- SOUTH CENTRAL REGION
Dallas, Texas
- SOUTHEAST REGION
Atlanta, Georgia
- NORTHEAST REGION
Philadelphia, Pennsylvania



- FEDERAL PRISON SYSTEM FACILITIES
- COMMUNITY PROGRAMS OFFICES
- FACILITIES UNDER CONSTRUCTION