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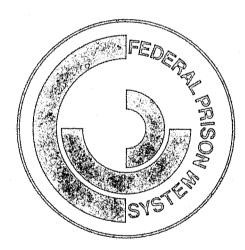






FEDERAL PRISON SYSTEM





United States Department of Justice

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

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 Presiimportant 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 rew 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.

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 threeman 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.

Federal prisons today

— The inmate population of the Federal Bureau of Prisons rose at a record rate in 1976 and reached an all-time high of 27,185.

- Three new institutions and a third staff training center were opened.

— The National Institute of Corrections established priorities and received independent funding from the Congress for 1977.

- Employment of women and minorities increased.

— A new policy was established permitting press representatives to interview inmates.

--- The use of inmates for medical experiments was ended.

- Federal Prison Industries expanded, providing more jobs for inmates.

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.

Overcrowded Prisons

The 37 correctional institutions and 15 community Treatment Centers (halfway houses) in the Federal prison system were filled to capacity and beyond during 1976.

The inmate population increased nearly 15 percent, from 23,713 to 27,185 between July 1, 1975, and September 30, 1976. This was the largest increase for a comparable period in the Bureau's 46-year history both percentage-wise

and in absolute numbers. During the year, the Bureau surpassed the previous record of 25,355 inmates reached in June, 1962. By the end of September, the inmate population was 22 percent above the system's physical capacity.

The Bureau met the problem by transferring many inmates to camps and halfway houses and by increasing the operating capacities of institutions through double-bunking and creation of makeshift dormitory facilities.

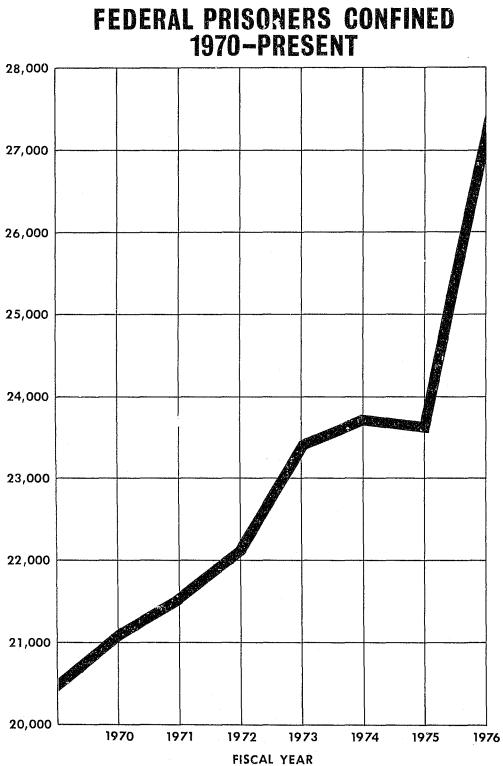
Among the causes of the increased population, which affected all Federal, state and local institutions, were the increase in the population in the crime prone ages of 20 to 30, longer sentences imposed by the courts, and fewer offenders placed on probation and parole.

The increased prison population is also a more aggressive population. A Board of Inquiry in June, 1976, studied increased violence in the U.S. Penitentiary at Lewisburg, Pennsylvania, and reported:

"The one factor that stands out . . . is the increase in the number of young, aggressive, immature and criminalistic inmates . . . There is also a noticeable increase in the severity of the offenses for which individuals are committed as well as the presence of more extensive prior criminal records . . .

"An increase in offender severity is not something unique to the Lewisburg institution, nor to the Federal Prison System. For a number of years a trend has been developing toward community-based correctional approaches. As a result there has

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been a gradual change in the prison population throughout the country . . . Prisons are increasingly populated by the most severe of those offenders apprehended in the criminal justice process."

Overcrowding and increased violence comes at a time when Federal courts are demanding better conditions of incarceration. These include the right to freer exercise of religion, greater access to courts and counsel, more liberal correspondence and visitation rules, adequate medical care, protection from cruel and unusual punishment, procedures for the redress of grievances and protection of their safety and lives.

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, 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.

New Institutions

Whether chances for rehabilitation can be increased by programs in which inmates voluntarily participate is being tested in one of the three new institutions opened during the year. This is the Federal Correctional Institution at Butner, North Carolina, dedicated May 13, 1976, to James V. Bennett, Bureau Director from 1937 to 1964. Mr. Bennett conceived the institution in the 1950's to treat mentally ill inmates and to try new methods of rehabilitation. Very little is known about the basic causes of crime and how to deal with violent, disruptive prisoners without punishment, and Butner is expected to help fill the gaps in this knowledge.

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Staff training is an integral part of Bureau of Prisons operations.



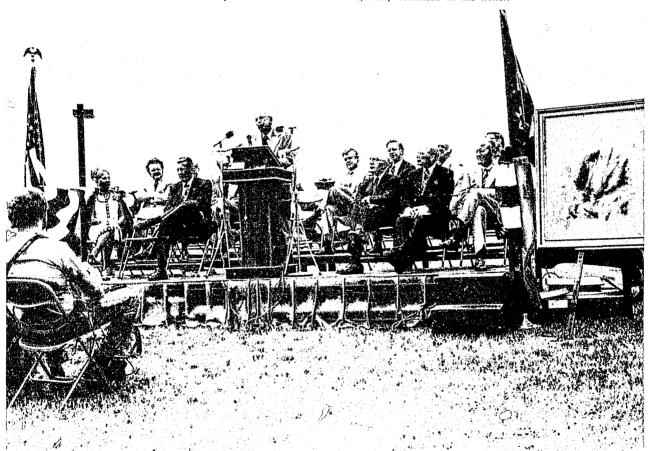
Housing 425 inmates, Butner is in reality two institutions in one—mental health and correctional. The mental health component provides diagnosis and treatment for offenders with serious emotional problems and for courtreferred study cases. The correctional component houses repeat offenders, who while required to work, may select their own institutional programs such as education and counseling, and who may be transferred out at their own request without negative consequences.

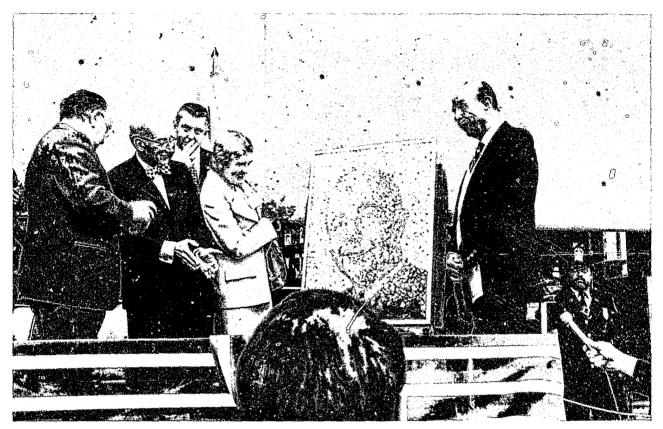
This program is designed to test the philosophy that inmate participation in correctional programs must be voluntary if such programs are to have any positive impact in changing behavior. The evaluation will be conducted by a research team from the University of North Carolina.

Also helping to relieve population pressures was the new Federal Correctional Institution at Miami, Florida, dedicated March 26, 1976, to another former Bureau Director, Myrl E. Alexander, who served from 1964 to 1970. The new institution accommodates 300 male inmates aged 24 and under and like Butner is contemporary in appearance and has a full range of modern correctional programs.

The third facility, dedicated October 15, 1975, will do little to relieve population pressures. The downtown Chicago Metropolitan Correctional Center is a 26-story detention center

Former Bureau of Prisons Director James V. Bennett speaks at the opening of the Federal Correctional Local ition at Butner, N.C., dedicated in his honor.





The Chicago Metropolitan Correctional Center was dedicated October 15, 1975, to U.S. Judge William J. Campbell (right) posing next to his portrait in mosaic.

housing up to 500 persons awaiting trial or serving short Federal sentences. It provides for offenders previously kept in local jails in the Chicago area under contract. Like its predecessors in New York and San Diego, the Chicago MCC resembles an office building and demonstrates that incarceration for individuals awaiting trial can be secure without building oldfashioned jails with iron cages and concrete corridors. Substituting modern technology such as lexan windows, narrow apertures, closed circuit TV, and controlled access—for iron and concrete not only makes these centers more humane and less abrasive but they also cost less to build than the traditional jail.

National Institute of Corrections

The National Institute of Corrections, established by the Juvenile Justice and Delinquency Prevention Act of 1974 and attached to the Bureau of Prisons, is authorized to carry out a program of technical assistance and training for state and local correctional personnel and others who work with offenders.

Governed by a 16-member advisory board of correctional administrators, government officials and outside citizens, NIC is also empowered to carry out correctional research and evaluation programs; to serve as a clearinghouse and information center; to help improve corrections programs at state, local and Federal levels; and to help establish correctional policy, goals and standards.

From 1972 until passage of enabling legislation, the institute operated in the Department of Justice, using Bureau of Prison personnel and Law Enforcement Assistance Administration (LEAA) funds. The Institute during 1976 solicited the opinions of a cross section of correctional administrators, scholars and interested citizens to pinpoint primary funding targets for the immediate future. Four were selected: staff deelopment, jail operations and programs, field services and screening and classification for risk.

Also during the year, NIC, using LEAA and Bureau resources, sponsored and administered 11 major program grants involving correctional training and research. The Institute administered a "Jail Operations" study course, successfully completed by 4,200 state and local jail personnel, and awarded certificates to 750 jail managers who completed NIC's "Jail Administration" study program.

With its Advisory Board established, its Director selected, its first budget appropriation by Congress which includes \$4 million for program grants, and its priorities set, NIC entered Fiscal 1977 prepared to work at maximum effectiveness.

Equal Employment Opportunity

Discarding a tradition that barred women as correctional officers in all-male institutions, the Bureau in January, 1976, set a goal of 10 percent of all correctional officer jobs to be held by women except in the major penitentiaries. This policy recognizes that women make competent officers, their presence helps to normalize the atmosphere in institutions, and they are entitled to equal employment opportunities. By the end of the transitional quarter, the number of female officers rose to 291, an increase of nearly 8 percent.

Altogether, women at the end of September accounted for 14.5 percent of all employees, compared to 13.6 percent at the end of Fiscal 1975 and to 9.8 percent in 1970.

Minority hiring has also steadily increased throughout the Federal Prison System. The minority percentage of the work force stood at



Kathleen Jones (left) and Juanita Southern (right) were among the first correctional officers hired for the Chicago Metropolitan Correctional Center (background).

16.9 percent at September 30, 1976 compared to 15.3 percent at the end of 1975 and 6.6 percent in 1970.

Staff Training

Training opportunities were significantly expanded with the dedication of the third residential Staff Training Center in Denver August 22, 1976. Along with the existing centers at Dallas and Atlanta, the addition of the Denver facility permits the Bureau to train a total of 2,700 employees a year.

All new employees are required to complete a two-week "Introduction to Correctional Techniques." Career employees also attend a oneweek "Advanced Correctional Techniques" program every three years, to upgrade job skills and knowledge.

The Bureau also has three speciality training centers—for physicians' assistants at Springfield, Missouri, for food service administrators at Oxford, Wisconsin, and for locksmiths at Leavenworth, Kansas.

The Bureau also conducts a variety of training programs for mid-level managers, including those in Federal Prison Industries.

Each institution has a full time training coordinator and all "in-house" programs are supplemented by outside training and education opportunities provided by universities, other government agencies and private firms. During the year, the Bureau established a cooperative work-study program geared toward correctional management with the University of Miami for employees at the Federal Correctional Institution at Miami, Florida. Thirty men and women, identified as having high potential as future leaders in the Bureau, were enrolled.

Liberalized Rules

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While modernizing its institutions and upgrading personnel, the Bureau during 1976 also updated rules and regulations in keeping with contemporary trends toward more openness in governmental programs. On July 1, a news media policy was adopted permitting the press to interview any inmate in custody provided the inmate is willing. The Bureau also liberalized its policies with regard to inmate writing for outside publication, incoming publications and inmate grooming.

Pursuant to a court order, the Bureau beginning in Fiscal 1977 will publish regulations in the Federal Register, giving the public at least 30 days to make comments and suggestions for changes before formally adopting the new rules.

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Medical Experiments

The Bureau ended the use of Federal inmates in medical experimentations during the year. The only remaining program, which provided inmate volunteers for the Federal Addiction Research Center at Lexington, /Kentucky, to study potentially addictive and other drugs, is being phased out. The Bureau decided to end the program when a task force raised serious questions as to whether participation in such projects by inmates can really be voluntary because of the inherently coercive nature of prisons.

Industries Expansion

Five new Federal Prison Industries operations were established at four Federal institutions during the year to provide more opportunities for employees and more income for inmates. A business service shop was established at Lexington, Kentucky, an electronics cable factory also at Lexington, an electronic equipment factory at McNeil Island, Washington, a duplicating production training unit at Fort Worth, Texas, and a wood furniture factory at Ashland, Kentucky.

Federal Prison Industries now has 60 industrial operations in 25 institutions and employs an average of 5,500 inmates (compared to 5,300 in 1975). Sales to other government agencies during the 15-month period amounted to \$99,753,337 (\$78,153,903 for 4 quarters of FY 1976 compared to \$68,838,262 for the 12-month 1975 Fiscal year); inmate wages were \$6,912,156 (\$5,408,753 for four quarters compared to \$4,563,293 in 1975); and payment to other inmates in the form of meritorious service awards amounted to \$1,617,401 (\$1,281,969 in four quarters compared to \$1,085,995 in 1975).

FPI, a self-sustaining government corpora-

tion, was established by Congress in 1934. Inmates can earn up to 70 cents an hour manufacturing furniture and other goods and providing such services as key punching for U.S. government agencies. Inmates not directly employed by industries can earn money, paid out of FPI profits, by doing other work in the institutions.

Inmates are permitted to spend up to \$50 a month in the prison commissaries for such items as candy, tobacco, and toilet articles. Any earnings beyond that go into savings or are used to help support their families.

During the coming year, FPI will establish new industries at several Bureau of Prisons' institutions. These will provide work experience and industrial learning opportunities for more of the rapidly increasing Federal inmate population.

Offender Rights

The Bureau's Administrative Remedies Procedures provides inmates the opportunity to air their complaints and to be assured of timely written responses. If dissatisfied with the response of the warden or other institutional administrator, the inmate may appeal to the regional office and beyond that to the Bureau's General Counsel in Washington.

Complaints are presently filed at the rate of 10,000 per year, and relief is granted in approximately 20 percent of the cases filed. Issues most often raised by inmates are disciplinary actions, requests for transfer, and changes in programs and assignments.

This administrative procedure has led to a reduction in the heavy number of law suits being filed in Federal courts.

The Chief Justice of the Supreme Court, Warren Burger, commented on the Federal Bureau of Prisons in his year-end report issued January 3, 1976 for developing "simple, workable internal procedures to deal with prisoner complaints" that have cut down on the growth of inmate suits. "Federal judges should not be dealing with prisoner complaints which, although important to a prisoner, are so minor that any well-run institution should be able to resolve them fairly without resort to Federal judges," said the Chief Justice.

Under the Freedom of Information Act, offenders are also entitled to inspect portions of their record files and under the Privacy Act of 1974, which became effective in September 1975, they are given protection against unauthorized disclosure of information of a private nature about themselves. More than 1,600 formal requests for information under these two Acts were processed during the 15-month period.

Inmate Programs

Inmates in Federal institutions have available religious services, education, vocational training, medical care, counseling, recreation and the right to correspond, make telephone calls, and have visitors.

All offenders are given opportunities for pursuing their individual religious beliefs. A total of 61 full time chaplains are employed and they are aided by outside ministers, working under contract, and by more than 2,000 community volunteers. Chaplains conduct worship services, provide pastoral care, and coordinate community-related chapel activity that offers a wide variety of program choices for all inmates.

Education

Five hundred teachers and an annual expenditure of more than \$11 million are involved in meeting offenders' educational interests. The courses range from basic literacy training through college courses. The adult basic education programs are remedial courses designed to bring each inmate with the need and ability to at least a sixth grade level in reading, writing and arithmetic. Adult secondary education pro-



A female inmate learns a practical skill, drafting, at the co-correctional Federal institution at Lexington, Kentucky.

grams permit offenders to earn high school diplomas or equivalency degrees. Occupational training is also offered and includes vocational, on-the-job and apprenticeship training. Currently, 67 programs in 34 different trades in 12 institutions are registered by the U.S. Department of Labor's Bureau of Apprenticeship and Training or with State apprenticeship agencies.

During the 15-month period, 16,200 individual inmates took part in formal educational programs. They completed 27,611 courses including 12,127 college level courses. (By comparison, there were only 8,541 completions in 1970.) 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.

Health Care, Other Services

Offenders are provided medical and dental care while incarcerated. Health care facilities in each Federal prison vary in size from small dispensaries to 14 hospitals accredited by the Joint Commission on Hospital Accreditation. Some 533 professional, technical and support staff are employed, including 41 physicians. Their efforts are supplemented by 500 local consultants in medical specialties.

The Federal prison system's mental health programs help inmates with drug abuse, alcoholism and severe psychiatric behavioral problems. More than 100 full time professionals, including 80 full time psychologists, 14 psychiatrists, and psychiatric nurses, direct these programs.

A large scale psychiatric in-patient service is maintained at the Medical Center for Federal Prisoners, Springfield, Missouri. The new institution at Butner, North Carolina, also offers intensive psychiatric services. Special mental health care is also given inmates at two psychiatric referral centers at the Federal Correctional Institutions at Danbury, Connecticut, and Terminal Island, California, where court evaluations are also performed for competency hearings.

Inmates addicted to narcotics may receive treatment at 17 institutions with drug abuse treatment programs. Some 3,156 inmates took part in these programs during the 15-month period. An additional 255 were enrolled in alcohol abuse treatment units at three institutions.

Dental care is also provided. Federal institutions are served by 48 dental officers and all Bureau facilities have maintained their accreditation as Hospital Dental Clinics by the American Dental Association.

All Bureau institutions have formal structured counseling programs for offenders. 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 394 correctional counselors and 329 caseworkers assigned to the various institutions.

Leisure

During their leisure hours, offenders may participate in a variety of indoor and outdoor sports and craft activity, supervised by education-recreation staff. Institutions are equipped with television sets and with legal and general reference libraries. Nearly one million paperback books have been contributed by the National Women's Committee of Brandeis University and by 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 the Federal Penitentiary at Leavenworth, Kansas, and at the Federal Correctional Institutions at Lompoc, California, and Tallahassee, Florida. During Fiscal 1977, this artists-in-residency program will be extended to three more institutions.

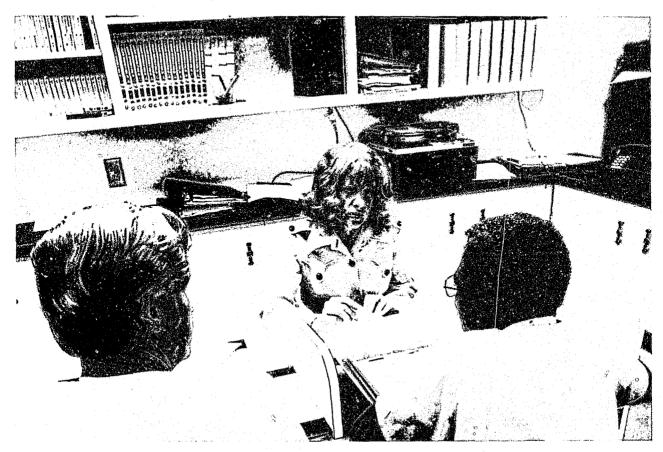
In a further extension of the arts, inmates at the Federal Correctional Institutions at Terminal Island and Lompoc, both in California, are now producing plays with the aid of outside professional groups.

Community Programs

The Bureau continued to expand community programs during the year, to help ease the transition of offenders back into society as their sentences draw to a close. A new policy adopted in July, 1976, permits inmates in minimum custody or community custody status to take part in community activities sponsored by the Jaycees, churches and other groups.

The use of furloughs—lasting three to seven days—permits offenders to assist in family emergencies, to find jobs and to otherwise prepare for release. The Bureau granted 22,391 furloughs during the 15-month period, compared to 19,810 in Fiscal 1975. Figures compiled by the Bureau's Office of Research showed that only one of 100 furloughs results in failure —escape or rearrest.

The use of halfway houses—where inmates serve out the last part of sentences while holding jobs and reestablishing community ties—



Inmates at the Federal Correctional Institution at Seagoville, Texas, study for their high school equivalencies.

was expanded to assist more inmates and to help relieve institution overcrowding. By the end of the year, 43 percent of all releasees were being transferred to halfway houses compared to 30 percent at the beginning of the year.

Decentralization

The administration of the Federal Prison System has been decentralized and is now carried out by five divisions and by five regional offices.

The five divisions, each headed by an Assistant Director, are Correctional Programs, Planning and Development, Medical and Services, Federal Prison Industries, Inc., and the National Institute of Corrections/Staff Training. 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.

Federal institutions have also been decentralized through establishment of functional units. These units break institutions down into small, semi-autonomous sub-groups of 50 to 100 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.

Preliminary studies clearly indicate that decentralization has been effective in creating a safer and more humane institutional environment, better programing for inmates, a better relationship between inmates and staff, speedier decision-making, and better communication between line staff and administrative staff within the institutions.

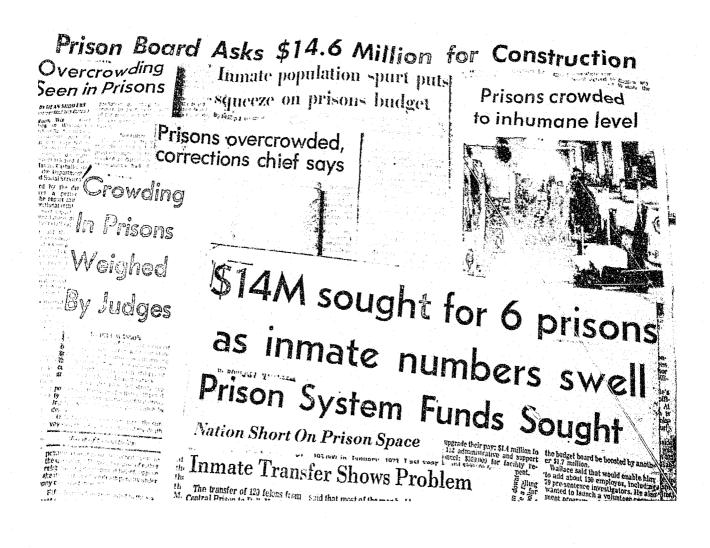
Resources

The Bureau's total budget (including new institution construction costs) for FY 1976

and the transitional quarter was \$303,804,000 and total employment reached 8,931 on September 30, 1976. This compares to \$220,784,000 for the four quarters of Fiscal 1975 and employment of 8,293 in June 1975.

Most of the new positions were for activation of new institutions and the expansion of unit management. Much of the increase in funding reflects rising costs—the cost of confinement per inmate per day rose to \$21.62 from \$20.34 in Fiscal 1975.

The budget included \$17 million for physical improvements, which included rehabilitation of utility systems at five institutions and major



rehabilitation of existing structures at 28 institutions.

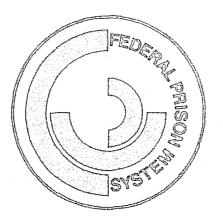
Future Plans

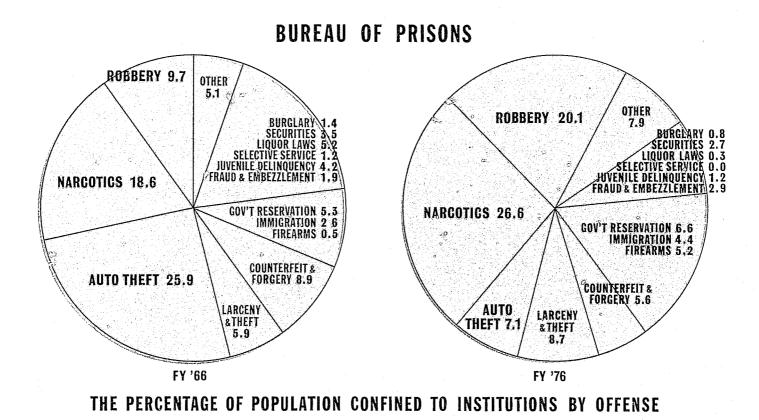
Two more Federal Correctional Institutions are under construction, one at Memphis, Tennessee, to open early in 1977, and the second at Bastrop, Texas, to open the following year. Together they will house 1,000 inmates.

Two additional institutions are in the design stage, for Otisville, New York, and Talladega, Alabama. Each will house 500 and the Otisville facility will also have a 100-bed minimum security maintenance camp. The Bureau is also planning new Metropolitan Correctional Centers in Detroit and in the State of Arizona.

Despite the "voluntarism" and "optional programming" that now permit inmates to "opt out" of programs, participation is increasing rapidly. A study by the Bureau shows that program enrollments rose from 21,480 on July 1, 1975 to 36,478 by May 30, 1976. Predictions that voluntarism might cause education, training, counseling and other program enrollments to decline were unfounded.

The Bureau eventually hopes to close down its 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.







FEDERAL CORRECTIONAL SYSTEM

UNITED STATES DEPARTMENT OF JUSTICE

BUREAU OF PRISONS

Washington, D. C. 20534

FTS

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