



United States  
Sentencing Commission



Federal Bureau of Prisons

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## REPORT TO CONGRESS

on the

# MAXIMUM UTILIZATION OF PRISONS RESOURCES

June 30, 1994

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## INTRODUCTION

The Sentencing Reform Act of 1984 provides that the U.S. Sentencing Commission and the Federal Bureau of Prisons shall submit to Congress a joint report concerning the maximum utilization of prison resources:

The Commission and the Bureau of Prisons shall submit to Congress an analysis and recommendations concerning maximum utilization of resources to deal effectively with the Federal prison population. Such report shall be based upon consideration of a variety of alternatives, including -- (1) modernization of existing facilities; (2) inmate classification and periodic review of such classification for use in placing inmates in the least restrictive facility necessary to ensure adequate security; and (3) use of existing Federal facilities, such as those currently within military jurisdiction.

-- 28 U.S.C. § 994(q).

To fulfill this directive, the Sentencing Commission and the Bureau of Prisons reviewed a number of relevant documents including: Bureau population statistics and projections; Bureau policies on designating the place of imprisonment, temporary release of prisoners, and halfway houses; and long-range planning in the construction and operation of prison facilities.

## OVERVIEW

The promulgation of Federal sentencing guidelines is only one of many significant changes to the criminal justice system that have occurred during the last 6 years. Others include heightened emphasis on passage, enforcement, and expansion of mandatory minimum sentencing statutes and the allocation of increased resources for Federal law enforcement, prosecution, and the judiciary.

On March 31, 1994, the Bureau of Prisons was responsible for more than 92,000 inmates, including 8,300 in contract facilities. The Bureau estimates that by 1998 its facilities will house 113,000 inmates, and its contract facilities will house an additional 11,000 offenders. Congress already has funded the construction of new facilities or conversion of surplus facilities that would accommodate 36,000 new offenders by the end of fiscal year 1998. All of these beds are currently under development and will be ready for activation between 1994 and 1998.

The need to expand Federal prison capacity so dramatically has its origins in the mid-1980s when Congress passed sentencing reform and mandatory minimum legislation. In 1987, the Federal Bureau of Prisons was responsible for 49,864 inmates (44,215 in Federal institutions and the balance in contract facilities). In its institutions, the Bureau was operating at 159 percent of capacity. Although the total inmate population has continued to grow rapidly, crowding actually has declined to 137 percent in the past 6 years. This reduced level of crowding was due to the Bureau's expansion program, as well as adoption of a revised capacity assessment system that incorporated wide-spread double-bunking. By continuing its current construction plan, it hopes to reduce the crowding level in Federal facilities to 108 percent by 1998, based upon current population projections. Within the next few years, as the population increases and the funded institutions are built, a coordinated Federal effort will be required to ensure that resources are available to handle the almost 10,000 new (net increase) prisoners expected to be received annually by the Bureau of Prisons.

The Bureau of Prisons' report to the Sentencing Commission for fiscal year 1991 pointed out that prison crowding is a serious challenge because it taxes staff and facilities beyond intended capabilities, hampers internal institutional security, and may jeopardize public safety. Crowding at a specified population level does not automatically render an institution uninhabitable or unconstitutional. Other factors, including the physical plant, security level of the facility, type of inmates, number of staff, available programs, and work opportunities all must be taken into account in determining the realistic operating capacity of a given institution. However, under some circumstances crowding can impose inordinate constraints upon and challenges to staff and inmates and give rise to objectionable conditions of confinement. Because of its emphasis on well-rounded programs, work, and staff professionalism, the Bureau of Prisons to date has been fortunate in avoiding these consequences.

The Bureau's 1991 report to the Sentencing Commission indicated that institutional administrators believed that the sentencing guidelines initially had been somewhat helpful in managing institutions because the consistency in sentencing had relieved some of the aggravations that followed from disparate pre-guidelines sentences in different courts. In the past year there have been indications of some adverse impact with regard to sentencing issues, which have been identified as a cause of some institutional disruptions during this time period. Inmates involved in such incidents identified sentencing policies as a cause of their perceptions of unfairness, specifically the statutory distinction in sentences for crack versus powder cocaine, and the imposition of mandatory minimum terms.

There are other significant challenges as well, including:

Long-term offenders -- a growing portion of the Bureau's population which presents administrators with the particularly unique challenge of how to motivate toward positive conduct and program participation individuals who often hold little hope of ever being released to the community.

- Keeping pace with the increasing number of prisoners who are coming into the Federal criminal justice system, particularly as budget cuts across a number of domestic programs become more substantial to meet the demands of deficit reduction.
- The increasing number of offenders requiring specialized substance abuse treatment.
- Larger numbers of aging offenders requiring medical care.
- A non-U.S. citizen population component which continues to hover in the 25 percent range.
- The growing number of women offenders and related issues of parenting and ties with children.
- The anticipated retirement of large numbers of experienced staff before the end of the decade, in the face of continued system expansion which will require an offsetting pool of seasoned staff.

## ANALYSIS

The following sections discuss the specific areas on which Congress asked the Sentencing Commission and the Bureau of Prisons to report:

### A. Modernizing Facilities

#### 1. Changing Institutional Philosophies

New construction has traditionally been regarded as the primary way to cope with prison crowding, but the Bureau of Prisons has not relied solely on that strategy to accomplish its mission. A flexible expansion philosophy has allowed the Bureau to add bedspace at the lowest possible cost to the taxpayer. The agency has redefined its capacity to provide for double-bunking in most of its institutions, maximized the use of existing physical plants, increased overall operational efficiency, and acquired a number of suitable surplus properties for conversion to correctional use.

Even in the area of new construction, new approaches are being used. For example, it has adopted a new paradigm for building larger facilities of up to 500 offenders in minimum-security facilities, 1,600 at low-security, 1,200 at medium-security, and 950 at high-security

institutions. The increased institution size takes advantage of greater economies of scale to provide for more cost-effective construction and operation of those facilities.

The Bureau also has adopted paradigms for institutions that are co-located at "complexes" to enhance its ability to provide safe, secure, and humane facilities and to obtain the most value for appropriated dollars. Institutions at complexes share a number of core services and program space, to reduce costs and overall square footage.

## 2. Redefining Capacity

The Bureau has gained experience over the years in managing crowded institutions. From that experience, it has concluded that with an objective and comprehensive inmate classification program in place, institutions can be adequately managed over extended periods of time without each inmate requiring a single cell of a prescribed size. Accordingly, the Bureau has redefined and modified the living unit/institution design approaches developed in the 1970's, and has revised the rated capacity of prison cells to incorporate double-bunking as the norm in most institutions.

This approach provides for 25 percent double-bunking at high security and detention facilities, 50 percent double-bunking at medium security institutions, and 100 percent double-bunking at low and minimum security facilities. This carefully considered change increased the Bureau's existing rated capacity by more than 5,000 beds at virtually no cost. However, all existing capacity has been double-bunked to safe limits and all new institutions have been designed to be double-bunked to the maximum prudent level. Consequently, there are virtually no additional opportunities for bedspace gains via double-bunking.

## 3. Maximizing Use of Existing Physical Plants

The Bureau of Prisons' interest continues in extending the life expectancy and operational capacity of existing facilities, within available resources, through its renovation and modernization program. This includes an automated maintenance program to effectively prevent deterioration, breakdown, and malfunction of physical plant components and comprehensive inspections to appropriately identify repair and modernization projects which are beneficial and cost effective. Costs to modernize and repair existing facilities to effectively prolong their "usability" greatly reduces the more costly requirements for new construction. Typical upgrades to existing facilities include electrical and utility systems, life safety, sewage and water treatment, accessibility for persons with disabilities, asbestos abatement, and energy conservation.

#### 4. Increasing Overall Efficiency

The Bureau of Prisons is focusing its efforts on the most efficient use of money and space. Most prominent among these efforts have been design and other changes referenced above, which have reduced per bed construction costs.

In other efforts to increase efficiency, the Bureau has:

Redeployed 10 percent of the staff in its Central and Regional Offices to field locations, allowing improved delivery of programs and services, and increased security, in the face of continued crowding.

Relied on more than 6,000 volunteers in Bureau facilities who extend the programs and services provided by Bureau employees, by assisting with educational, religious, counseling and other activities that help offenders prepare for their eventual return to life in the community after release.

Extended its range of programming to the community with few or no additional resources by participating in a number of community service projects. Typical programs give inmates an opportunity to participate in various projects in concert with the community. Inmates are involved in making and repairing toys to give to sick or needy children, and raising money for many local charities. Carefully screened, nonviolent inmates are involved in repairing public facilities, assisting students with communication skills, visiting elementary and secondary schools and colleges to talk to students about the dangers of drug abuse and gang membership, and maintaining National Forest facilities.

Enhanced its information systems to provide improved data access and functional automation. For example, a new Education Module was added to SENTRY, which produces an official, comprehensive educational transcript for an inmate. This transcript reflects both education needs, as well as the courses and classes the inmate has participated in during his or her incarceration. The module also records educational test scores, which greatly reduces the amount of re-testing needed when inmates transfer between institutions. Also tracked are periodic educational reviews, reasons for withdrawal from classes, types of exemptions, and reasons for exemptions from classes. The easy availability of inmate education information has reduced the amount of time needed for unit staff to review inmates' institution progress, and eliminated manual searches for this data.

## B. Use of Existing Federal and Other Surplus Facilities

Other alternatives to new construction can help expand prison capacity. The Bureau has aggressively sought potential prison conversion possibilities from former military bases, college campuses, mental institutions, and religious seminaries.

The Bureau always gives careful consideration to the use of military bases and other conversion sites as potential prison facilities. However, in many instances and for a variety of reasons, these conversions are not always practical. For example, if the conversion site does not include buildings suitable for reuse or rehabilitation as a prison, it would be of little value to the Bureau in light of competing private sites that are donated to the Bureau by the local community. In other cases, hazardous material problems from prior use can make the cost of conversion prohibitive.

Just as importantly, many military properties are not well suited to confining typical drug offenders, a population group that comprises the greatest component of the Bureau population increase. These inmates generally require higher security housing than ordinarily is available on a converted military base. Consequently, this option provides the prospect of only limited additional population relief.

Even so, some locations can be suitable for minimum- and low-security facilities. The Sentencing Commission has examined Bureau information generally regarding correctional uses of other Federal facilities and, specifically, Bureau analysis of the process and problems involved in locating a prison on existing military facilities.<sup>1</sup> As of February 1994, the Bureau of Prisons was operating eight prison facilities on active military bases and 14 prison facilities on deactivated bases and former military property.

The Bureau also has two prison facilities under design or construction on deactivated bases and military property, and is actively considering a number of other bases that are closed (or scheduled to close) as sites for BOP facilities. The most significant recent conversion was the former military brigade area at Fort Dix, New Jersey. This conversion permits the Bureau to expand its low security capacity by 3,200 to 4,000 inmates over the next several years. Other promising conversions include former military properties at Fort Devens, Massachusetts, Carswell Air Force Base, Texas, and a vacant college property in Waseca, Minnesota.

The Bureau report (Attachment A) listed the results of the analysis of 80 military properties designated for closure and realignment. For a number of sites, the existence of serious environmental cleanup problems or political opposition makes a conversion to Bureau use infeasible. Some sites are simply too small. Others are located on properties with high market value, making

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<sup>1</sup> The Bureau's 1991 report addressing use of military installations, "Siting Activities and the Closure/Realignment of Military Bases" (August 1991), is included as Attachment A. (This is the Bureau's most recent report on this subject.)

designation to prison facilities unlikely. Several sites have been identified as suitable and the Bureau has requested the acreage. Several other sites are awaiting further evaluation. Both the Sentencing Commission and the Bureau of Prisons anticipate this analysis will continue as further base closures are approved by Congress.

### C. Inmate Classification/Programs

#### 1. Classification System Enhancements

Pursuant to 28 U.S.C. § 994(q)(2), the Sentencing Commission and the Bureau of Prisons are directed to analyze inmate classification "for use in placing inmates in the least restrictive facility necessary to ensure adequate security." As part of that effort, the Sentencing Commission has reviewed documentation provided by the Bureau of Prisons on the operation, efficiency, and adequacy of inmate classification within the Federal correctional system.

The Bureau initiated the use of an objective classification scheme in 1978, and the system has undergone continual refinement since that time. The Bureau continues to revise this system to reduce costs and ensure that inmates are maintained in the least restrictive environment consistent with correctional needs.<sup>2</sup> The most recent revision of the classification system was in June 1992 and the Bureau continues to monitor its use.<sup>3</sup> Significant recent changes include: designation of community corrections center failures for drug abuse to Bureau institutions with drug abuse programs; adjustments in public safety factor scoring to improve designation accuracy; authorization of direct designations to urban work camp programs; and, other technical adjustments to make implementation more effective.

Historically, Bureau policies and programs have been developed with male inmates in mind. However, the number of women inmates in the BOP has increased rapidly in recent years (more than tripling over the past 8 years), a significantly faster rate than the male population. As a result, the agency has placed increased emphasis on providing programs that meet the needs of women offenders and on adopting appropriately different management approaches for male and female inmates.

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<sup>2</sup> The strategic plan for 1993 included the development and implementation of a new designation and custody classification system for female offenders in recognition of current data indicating that female offenders are less of a security risk than are male offenders. The Bureau's Operations Memorandum No. 125-93 (5100) was issued July 1, 1993, to implement changes with respect to the scoring of female inmates. A copy of this memorandum is included as Attachment B.

<sup>3</sup> The full designation and custody manual is included here as Attachment C.



In its original form, the Bureau's inmate classification determined the security level of both male and female inmates based on the same criteria. In recent years, however, it has been recognized that in this case, "equality" or sameness of treatment of all inmates across gender lines, is not a valid approach to inmate classification. As a result, in July 1993, the Bureau established a new classification scheme for women, which has resulted in a downward security level shift of the female inmate population. This new system recognizes that background factors, which reliably predict violence or tendencies to escape in men, are not equally valid predictors for those categories of conduct with regard to female inmates.

The progressive implementation of this system already has resulted in a significant change in the classification profile of female Federal offenders. In March 1994, 63 percent of females were scored as minimum security, compared to 51 percent before the new system was implemented. Once the entire female population is reclassified, it is estimated that as many as 73 percent of women will be eligible for minimum security placement.

## 2. Maximum Utilization of Program Resources

The Bureau continues to enhance its program opportunities and inmate management strategies in an effort to reach more inmates more effectively, and to help them prepare for a productive, crime-free return to community life after release. The following are some examples of key programs:

### *Inmate Employment*

Providing adequate levels of inmate employment is important to the Bureau of Prisons, particularly as its population continues to expand. As noted earlier, under present law, the BOP's inmate population is projected to rise from more than 90,000 today to 124,000 by the year 1998.

Currently, Federal Prison Industries (FPI) employs 16,000 Federal inmates and must create and sustain approximately 6,000 additional inmate jobs by the year 1998 to keep pace with the BOP's burgeoning population. FPI is the single most important correctional program to combat inmate boredom and idleness. It is essential to the secure and orderly operation of institutions and the safety of inmates, staff and the residents of communities where Federal correctional facilities are located.

Prior to incarceration, many offenders have never held steady employment or had an opportunity to develop even the most basic work habits. In FPI -- for the first time in their lives -- they learn not only specific skills, but work traits they can take with them after release from prison. Recent Bureau research has demonstrated the effectiveness of FPI work opportunities and vocational training in preparing inmates for a productive return to the community after release. The Bureau's Office of Research compared releasees who had been either assigned to FPI for at least 6 months, had received Bureau vocational training, or both.

with a carefully selected control group of releasees who had not received the benefit of these programs. The results showed that inmates involved in these programs had better institutional adjustment, were more likely to be employed after release to the community, and at the end of the first year of community supervision were less likely to be returned to prison.

FPI's statute mandates that it maximize inmate employment while minimizing its impact on private sector and labor. However, the rapid inmate employment growth required over the next 6-7 years will make it highly difficult for FPI to continue to meet its employment goals while successfully minimizing its impact on the private sector.

Congress recognized FPI's dilemma and in 1990 directed an independent market study be conducted of FPI operations. This study was completed by the accounting/consulting firm of Deloitte & Touche and published in August 1991. It recommended complementing FPI's traditional product lines with new growth strategies. Since the 1991 report, the Brookings Institution has coordinated a series of "Summit" discussions aimed at winning private sector support for these initiatives. A comprehensive report of the Summit process was provided to Members of Congress on October 10, 1993, regarding new growth strategies for FPI. Representatives of industry, labor, and FPI continue to work together to find ways to employ Federal inmates while minimizing the impact of such employment on the private sector and labor.

#### *Alternatives to Incarceration and Reintegration Efforts*

The Sentencing Commission has initiated an Alternatives Study Group constituted to gather and review relevant information regarding community-based sanctions. The Bureau of Prisons participated in the formation of that group, which will review existing programs, analyze their effectiveness, and make recommendations, as appropriate, for enhancing alternatives to incarceration capabilities at the Federal level.

Separate from the Alternatives Study Group, the Bureau of Prisons is taking a proactive approach in developing viable residential and non-residential, sanction-oriented alternatives to institutionalization to meet the demands of sentencing reform, the protection of public safety, and offender needs. In July 1991, the Bureau created a new division of community corrections and detention, formerly a branch in the correctional programs division. This new division is responsible for the development and nationwide implementation of policies and procedures related to the administration of community corrections and detention.

Community correction centers (CCC) provide two program components within their facilities: a pre-release component and a community corrections component. The pre-release component consists of facilities to assist offenders in making the transition from an institutional setting to the community. It serves as a resource while offenders are under Bureau supervision. The community corrections component is designed to be sufficiently

punitive to be a legitimate sanction, meeting the needs of the court and society, yet allowing the offender to undertake other responsibilities, such as participation in work, substance abuse education, and community service. Except for employment and other required activities, offenders in the CCC component must remain in the facility at all times. Recreation, visitation, and other activities and programs are provided in-house.

The Bureau of Prisons makes extensive use of home confinement in the last stage of an inmate's sentence as part of the transition continuum. Approximately one-fifth of the transition population are on some form of home confinement. The Bureau's goal is to place all eligible and appropriate inmates on home confinement after they have demonstrated that they no longer need the full service of a halfway house setting.

Current law (Title 18, Section 3624 (c) of the United States Code) allows inmates sentenced under provisions of both "old law" and "new law" statutes, to be placed on home confinement for pre-release purposes. The length of the placement is limited to 10 percent of the inmates' term or 6 months, whichever is less. The Bureau is currently overseeing in excess of 900 inmates in home confinement status.

The Bureau of Prisons recently committed itself to the development of a "full service" community corrections center concept. This is a multi-faceted center with a range of supervision, accountability, and program options to reach a much broader spectrum of offenders. All necessary service personnel, such as substance abuse counselors and U.S. probation officers, are located at these multi-faceted centers. It is designed to provide the courts with a wider range of sentencing options and institution administrators with the confidence that a community program will be tailored to the individual needs of the transitioning inmate.<sup>4</sup> More than 4,100 Federal prisoners currently are housed on a daily basis in community-based correctional facilities.

The Bureau of Prisons actively supports the development of electronic monitoring programs, and has worked with the U.S. Parole Commission and the Administrative Office of U.S. Courts' Probation and Pretrial Services Division to establish and implement these programs. The Bureau has developed several urban work camp facilities where offenders spend up to 18 months in the community while working on Federal installations to service the needs of those Federal agencies.

Taken together, these alternative measures are an important aspect of Federal confinement, and represent prudent use of resources. However, just as is the case with double-bunking, future bedspace gains in this area are likely to be minimal. A relatively constant percentage of the Bureau's population may safely be confined on community

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<sup>4</sup> The pilot of this program was developed in the Northern District of Ohio in cooperation with the U.S. Probation Office and is serving the needs of offenders from the greater Cleveland area.

programs at any one time, given the typical range of security requirements among Federal offenders. If the Bureau's offender mix were to change radically, then this percentage might shift accordingly. However, absent any information suggesting such a change is forthcoming, we cannot expect to generate major capacity gains in the community corrections area.

### *Intensive Confinement Centers ("Boot Camps")*

The Intensive Confinement Center (ICC) concept (sometimes referred to as prison "boot camps") is a relatively new innovation in corrections, but is also in use in a number of States throughout the United States. The BOP opened a male ICC adjacent to the U.S. Penitentiary in Lewisburg, Pennsylvania, in December 1990, and a female ICC in July 1992 on the grounds of the Federal Prison Camp, Bryan, Texas.

The institution phase of the ICC program focuses not just on fewer amenities, physical activities, and a more well-defined daily schedule for inmates, but also on programs such as education, drug treatment, values, self-esteem-building, parenting, stress reduction, and life skills. The program is voluntary and designations to these programs are coordinated with the sentencing courts. No summary discipline is used in BOP ICC programs; all Constitutionally-required due process discipline safeguards are in place, in accord with standard BOP policy.

An inmate who successfully completes the institutional portion of the program will be transferred to a Community Corrections Center (halfway house). At the halfway house, inmates progress through phases of increasing freedom based on demonstrated personal responsibility and commitment to law-abiding behavior.

While at the halfway house, ICC inmates receive the standard transitional services such as assistance with job placement and establishing a residence. Staff at the halfway houses are encouraged to reinforce the wellness philosophy of the ICC by allowing inmates to continue with their exercise routines. Inmates who participated in a drug program at the institution phase are referred for participation in an intensive out-patient counseling and drug testing throughout transition to community life while in a halfway house or on home confinement. Virtually all inmates who complete the institutional and community phases are then placed on some type of court- or Parole Commission-ordered supervision. The period of supervision is monitored by the U.S. Probation Service.

### *Drug Treatment*

Recent evaluations indicate that about 30 percent of all offenders in the Bureau have moderate to severe drug or other substance abuse histories, and would potentially benefit from appropriate treatment. The Bureau recognizes the tremendous benefits society can gain from effective intervention in the lives of motivated drug abusers while they are imprisoned.

While the agency has offered drug treatment programs since the 1960's, in 1987 the agency recognized it was experiencing a major increase in the number of drug- and other substance-abusing inmates, and BOP began designing additional, state-of-the-art drug abuse treatment programming.

Drug education is the first level of the Bureau's program, providing the foundation for successful treatment. Participation is required of all inmates with a substance abuse history, although any inmate wishing to enroll in this program will be admitted.

The next level of programming is drug abuse counseling services available to every inmate, at any time during incarceration. These services include both individual and group treatment provided by psychologists and substance abuse specialists. Additional counseling options, sometimes provided by community volunteers, include self-help groups like Alcoholics Anonymous (AA), Narcotics Anonymous (NA), stress management, personal development training, and pre-release planning.

The third level of programming consists of comprehensive treatment programs aimed at individuals who have moderate and severe substance abuse problems, and who may require extended, specialized, residential treatment programming. These programs include an intensive treatment regimen within a separate residential living unit. Participants are taught how to achieve a balanced lifestyle, and a strong relapse prevention emphasis is provided by teaching offenders how to cope with high risk situations that may lead to a return to drug use.

Transitional services are offered to inmates as they are about to be released. These are services provided during the final portion of the program, and which involve reintegration into the community through transfer to a CCC. Even before this transfer takes place, the last few months of programming in the prison focus on relapse prevention; high risk situations are discussed and a specific relapse prevention plan is prepared for the individual. Family concerns, job issues, and supervision requirements are discussed in detail. Releasing inmates are then placed in the community for as much as 6 months before release.

The Bureau also is committed to long-term follow-up, and is participating in one of the most complete evaluations ever conducted regarding the effectiveness of professionally managed prison-based drug treatment programs. Under the provisions of an interagency agreement, the National Institute on Drug Abuse is funding an extensive multi-site study by the BOP's Office of Research and Evaluation.

#### *Parenting and Other Family Programs*

The Bureau offers a wide array of family-oriented programs. They are aimed at strengthening the parenting skills of inmate parents and at increasing the quality of interaction between inmate-parents and their children.

All Bureau of Prisons female institutions and at least one male institution in each of the Bureau's six geographical regions offer parenting programs, created to cultivate positive relationships between inmates, their spouses, and their children. Each program offers access to social services and volunteer and community services, and opportunities to participate in family literacy and parenting education programs. Inmates also learn job search and retention skills, budget management, stress management, time management, and other valuable traits, including prenatal care and family nutrition .

### *Literacy and Education*

The Bureau of Prisons places a high priority on literacy programming for its population. Current estimates are that about 45 percent of all newly committed inmates have a significant literacy deficit, meaning that they are poorly prepared for functioning in today's society.

Consequently, the Bureau has developed a literacy program which has proved highly successful in motivating inmates to raise their literacy and other educational skills. Every Bureau inmate who cannot demonstrate 12th grade functioning on standardized tests is required to participate in a literacy program for 120 days if they have not successfully completed the program in less time. If the inmate has not successfully completed the program within the mandatory 120 days, he or she may choose to withdraw. However, except for a few narrow exception categories, inmates who have not demonstrated 12th grade proficiency may not be promoted in any prison job above the entry level. Because of the high demand for jobs in Bureau institutions, particularly in FPI, where pay levels are relatively high, this incentive has been very successful.

Computer assisted instruction (CAI) plays a significant role in the delivery of education services to Federal prisoners. Literacy, high school equivalency, English-as-a-Second Language and some occupational training courses are available via computer assisted instruction in most Federal correctional institutions. CAI has substantially helped the Bureau to efficiently meet the goals established by its mandatory literacy enrollment policies since computer based instruction helps individual instructors manage larger numbers of students per classroom hour, than would otherwise be possible.

To illustrate the success of these programs, during fiscal year 1993, there were 12,447 enrollments in the General Education Development (GED) courses in Bureau institutions, with 5,725 completions. Similarly, 3,604 inmates enrolled that year in English as a Second Language programs, with 2,108 completions. Beyond basic coursework, 33,419 inmates enrolled in other continuing education courses, with 28,854 completions. These levels of programming demonstrate the active role the Bureau is taking in preparing its inmates for successful community functioning upon release.

## CONCLUSION

The Sentencing Commission and the Bureau of Prisons believe that current Bureau policies, programs, and plans are adequate to ensure maximum utilization of resources. Consequently, at this time neither agency makes specific recommendations to Congress concerning the use of prison resources, including the Bureau's inmate classification system. Because the policies and practices of both agencies will continue to evolve, the Commission and the Bureau emphasize the importance of their respective agencies maintaining a close working relationship in order to continue a periodic review of these and related issues.