# **Compendium of Federal Bureau of Prisons Oversight Products**

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For more than two decades, the Office of the Inspector General (OIG) has conducted extensive oversight of the Federal Bureau of Prisons (BOP). The BOP generally has been responsive to findings and recommendations in our oversight products. As of February 2024, the OIG had closed approximately 80 percent of the recommendations from prior reports and Management Advisory Memoranda. Nonetheless, numerous important recommendations remain open. As these products and our 2023 Top Management and Performance Challenges report reflect, the BOP continues to face significant and serious issues that require the consistent and substantial attention of BOP and Department of Justice (DOJ) leadership.

Since the issuance of the OIG's <u>first compendium</u> of non-investigative BOP oversight products in February 2022, we have enhanced our BOP oversight by creating a BOP Interdisciplinary Team of experienced Special Agents, Auditors, Program Analysts, Inspectors, and a new Victim/Witness Program Specialist. This team leverages our collective knowledge of BOP operations and oversight. The OIG received funding to hire additional staff for this team, which allows the OIG to increase the quantity of BOP oversight work we initiate, as well as the quantity of BOP misconduct complaints accepted for investigation. The BOP Interdisciplinary Team combines the OIG's expertise in BOP misconduct investigations; evaluation of systemic BOP-wide issues through advanced data analytics; targeted inspections of specific BOP institutions to assess compliance with correctional policies and standards; and a risk-based approach to identify waste, fraud, and abuse in BOP programs and contracts. The BOP Interdisciplinary Team has enhanced both internal OIG collaboration and OIG-BOP collaboration.

This compendium of 117 OIG audit, inspection, evaluation, and review reports; Management Advisory Memoranda; survey results; and data dashboards encapsulates the OIG's oversight of the BOP's programs, operations, and systemic challenges since 2002. The products are organized around four primary themes: (1) Safety and Security of BOP Institutions, (2) Health and Welfare of Inmates, (3) Staffing and Inmate Management Programs, and (4) Cost Management. Each theme is broken down into two or more subthemes. Although some OIG oversight products span more than one theme, each product is listed only once, under the most relevant theme.

The OIG also conducts oversight of the BOP through investigations of misconduct allegations. Reports that solely reference or summarize the OIG's investigative work or misconduct-related findings are not included in this compendium. The OIG's summaries of investigative findings in cases involving administrative misconduct, including certain cases concerning high-level BOP officials, can be found here. Press releases

related to criminal and civil cases investigated by the OIG and our summaries of public developments in criminal and civil cases can be found here.<sup>1</sup>

# Safety and Security of BOP Institutions

Ensuring the safety and security of BOP inmates and staff is among the BOP's highest priorities. Critical threats to safety and security include the introduction of contraband, such as cell phones or illegal drugs, into BOP facilities; weak information security programs and inadequate monitoring of high-risk inmates; sexual misconduct or abuse involving inmates or staff; unsafe infrastructure; facilities issues such as security camera deficiencies; and ineffective processes to address operational security issues or policies.

#### Contraband

The OIG has conducted significant oversight of issues related to the BOP's interdiction of contraband into its facilities, revealing weaknesses in the BOP's staff search practices and policy and the need for increased protection against unmanned aircraft systems (drones). (For OIG products examining contraband risks related to the BOP's security camera system and facility exterior door alarms, see the <a href="Infrastructure">Infrastructure</a>, <a href="Facilities">Facilities</a>, and <a href="Prison Operations">Prison Operations</a> section of this compendium.)

- Management Advisory Memorandum: Notification of Urgent Security Concerns Involving Staff Entering BOP Facilities (August 2021)
- Audit of the Department of Justice's Efforts to Protect Federal Bureau of Prisons Facilities Against Threats Posed by Unmanned Aircraft Systems (September 2020)
- Review of the Federal Bureau of Prisons' Contraband Interdiction Efforts (June 2016)
- The Federal Bureau of Prisons' Drug Interdiction Activities (January 2003)

## Information Security and National Security

The OIG has reviewed the strength of the BOP's information security program and practices, as well as its efforts to monitor high-risk inmates and inmate communications, especially in the post-9/11 environment, to prevent criminal activity and radicalization of the inmate population. While we include the OIG's most recent audit reports of BOP systems pursuant to the Federal Information Security Modernization Act of 2014, we do not include other cyclical audit reports such as annual financial statement audits.

 Audit of the Federal Bureau of Prisons' BOP Network System Pursuant to the Federal Information Security Modernization Act of 2014, Fiscal Year 2022 (March 2023)

<sup>1</sup> In addition, the OIG's <u>FOIA Reading Room</u> contains misconduct reports that have been released recently in response to Freedom of Information Act requests to the OIG.

- Audit of the Federal Bureau of Prisons' Information Security Program Pursuant to the Federal Information Security Modernization Act of 2014, Fiscal Year 2022 (March 2023)
- Audit of the Federal Prison Industries, Inc.'s Unicor Services Business Group System Pursuant to the Federal Information Security Modernization Act of 2014, Fiscal Year 2021 (March 2022)
- Audit of the Federal Bureau of Prisons' Information Security Program Pursuant to the Federal Information Security Modernization Act of 2014, Fiscal Year 2019 (May 2020)
- Audit of the Federal Bureau of Prisons' Sentry System Pursuant to the Federal Information Security Modernization Act of 2014, Fiscal Year 2019 (May 2020)
- Audit of the Federal Bureau of Prisons' Monitoring of Inmate Communications to Prevent Radicalization (March 2020)
- Management Advisory Memorandum of Concerns Identified with the Federal Bureau of Prisons'
   Compliance with Department of Justice Requirements on the Use and Monitoring of Computers,
   Cybersecurity, and Records Retention (March 2020)
- The Federal Bureau of Prisons' Monitoring of Mail for High-Risk Inmates (September 2006)
- A Review of the Bureau of Prisons' Selection of Muslim Religious Service Providers (April 2004)
- Independent Evaluation Pursuant to the Government Information Security Reform Act Fiscal Year 2002, The Federal Bureau of Prisons' Inmate Telephone System II (November 2002)

#### Reporting, Handling, and Deterring Misconduct/Abuse Involving BOP Staff and Inmates

The OIG has evaluated the BOP's procedures for reporting, handling, and deterring staff and inmate misconduct and has investigated such allegations. (For OIG products examining impacts of the BOP's security camera system deficiencies on detecting and deterring staff and inmate misconduct, see the <a href="Infrastructure">Infrastructure</a>, Facilities, and Prison Operations section of this compendium.)

- Notification of Concerns Regarding Federal Bureau of Prisons' Policies Pertaining to Special Housing Unit Logs Used to Record Mandatory Rounds and the Retention Period for the Original Logs (February 2024)
- Audit of the Department of Justice's Law Enforcement and Corrections Components' Use-of-Force Policies (September 2023)
- Evaluation of the Federal Bureau of Prisons' Efforts to Address Sexual Harassment and Sexual Assault Committed by Inmates Toward Staff (February 2023)

- Management Advisory Memorandum: Notification of Concerns Regarding the Federal Bureau of Prisons' (BOP) Treatment of Inmate Statements in Investigations of Alleged Misconduct by BOP Employees (October 2022)
- Management Advisory Memorandum of Concerns Identified During Mock Exercises by Federal Bureau of Prisons Special Operation Response Teams (June 2020)
- Management Advisory Memorandum of Concerns Identified in the Federal Bureau of Prisons Time-Sensitive Reporting Process (February 2020)
- Management of the Special Programs Unit at the Federal Bureau of Prisons Metropolitan Detention Center in Brooklyn, New York (September 2015)
- Progress Report on the Department of Justice's Implementation of the Prison Rape Elimination Act (October 2014)
- Enhanced Screening of BOP Correctional Officer Candidates Could Reduce Likelihood of Misconduct (September 2011)
- Review of the Department of Justice's Effort to Prevent Staff Sexual Abuse of Federal Inmates (September 2009)
- Deterring Staff Sexual Abuse of Federal Inmates (April 2005)
- Review of the Federal Bureau of Prisons' Disciplinary System (September 2004)

#### Infrastructure, Facilities, and Prison Operations

The BOP is responsible for maintaining its facilities in operationally sound condition and in compliance with security, safety, and environmental requirements. The OIG has evaluated the effects of physical infrastructure and facilities issues—including the BOP's maintenance of its institutions and security camera system—on the safety and security of institution staff and inmates' conditions of confinement. OIG inspections have identified areas needing immediate attention at specific institutions, and OIG audits and reviews have assessed enterprise-wide BOP operations, such as its development of national corrections policies and its processes to address operational security issues.

- <u>Inspection of the Federal Bureau of Prisons' Federal Correctional Institution Tallahassee</u> (November 2023)
- Inspection of the Federal Bureau of Prisons' Federal Correctional Institution Waseca (May 2023)
- <u>Limited-Scope Review of the Federal Bureau of Prisons' Strategies to Identify, Communicate, and Remedy Operational Issues</u> (May 2023)
- The Federal Bureau of Prisons' Efforts to Maintain and Construct Institutions (May 2023)

- Evaluation of the Federal Bureau of Prisons' Policy Development Process (September 2022)
- Management Advisory Memorandum: Impact of the Failure to Conduct Formal Policy Negotiations on the Federal Bureau of Prisons' Implementation of the FIRST STEP Act and Closure of Office of the Inspector General Recommendations (November 2021)
- Management Advisory Memorandum: Notification of Needed Upgrades to the Federal Bureau of Prisons' Security Camera System (October 2021)
- Management Advisory Memorandum: Notification of Security Concerns at the Federal Bureau of Prisons Camp Locations (June 2021)
- Review and Inspection of Metropolitan Detention Center Brooklyn Facilities Issues and Related Impacts on Inmates (September 2019)
- Audit of the Federal Bureau of Prisons' Armory Munitions and Equipment (March 2016)
- A Review of Federal Prison Industries' Electronic-Waste Recycling Program (October 2010)

#### Health and Welfare of Inmates

The BOP is responsible for providing inmates adequate medical care; mental healthcare; and, as noted on its website, a <a href="https://humane.com/humane.

#### **Healthcare of Inmates**

The OIG has monitored the BOP's efforts to provide essential medical and mental healthcare to inmates. Additionally, as part of the Pandemic Response Accountability Committee (PRAC) Health Care Subgroup—comprising multiple OIGs that oversee the federal agencies that provide or reimburse for healthcare services—the OIG evaluated various aspects of the BOP's healthcare during the Coronavirus Disease 2019 (COVID-19) pandemic.

- Review of Personnel Shortages in Federal Health Care Programs During the COVID-19 Pandemic (PRAC, September 2023)
- <u>Insights on Telehealth Use and Program Integrity Risks Across Selected Health Care Programs</u>

  <u>During the Pandemic</u> (PRAC, December 2022)
- <u>Federal COVID-19 Testing Report: Data Insights from Six Federal Health Care Programs</u> (PRAC, January 2021)

- Review of the Federal Bureau of Prisons' Use of Restrictive Housing for Inmates with Mental Illness (July 2017)
- Follow-up Audit of the Federal Bureau of Prisons' Efforts to Manage Inmate Health Care (July 2010)
- The Federal Bureau of Prison's Efforts to Manage Inmate Health Care (February 2008)

#### Welfare of Inmates

The OIG has evaluated issues impacting the welfare of inmates in BOP custody, such as the BOP's management of inmate deaths, its supervision of high-profile inmates, the effects of the COVID-19 pandemic on inmates, and its management of the unique needs of inmate subpopulations. (For OIG products examining the effects of physical infrastructure and facilities issues on inmate welfare, see the Infrastructure, Facilities, and Prison Operations section of this compendium.)

- Evaluation of Issues Surrounding Inmate Deaths in Federal Bureau of Prisons Institutions (February 2024)
- Notification of Concerns Regarding the Federal Bureau of Prisons' Use of Temporary Secure Enclosures with Limited Space for Lengthy Time Periods (December 2023)
- Management Advisory Memorandum: Notification of Concerns Regarding Federal Bureau of Prison Policies Pertaining to the Use of Oleoresin Capsicum Aerosol Spray on Inmates with Certain Pre-Existing Medical Conditions (June 2023)
- <u>Investigation and Review of the Federal Bureau of Prisons' Custody, Care, and Supervision of Jeffrey Epstein at the Metropolitan Correctional Center in New York, New York (June 2023)</u>
- <u>Inmate Perceptions of the Federal Bureau of Prisons' Management of the Coronavirus Disease 2019</u> <u>Pandemic (May 2023)</u>
- Capstone Review of the Federal Bureau of Prisons' Response to the Coronavirus Disease 2019 Pandemic (March 2023)
- <u>Investigation and Review of the Federal Bureau of Prisons' Handling of the Transfer of Inmate James</u> <u>"Whitey" Bulger</u> (December 2022)
- The DOJ OIG's collection of interactive dashboards relating to COVID-19 within the BOP (March 2020–May 2023)
- Remote Inspection of Metropolitan Correctional Center Chicago (March 2021)
- Remote Inspection of Federal Correctional Complex Butner (January 2021)
- Remote Inspection of Federal Correctional Institution Milan (January 2021)

- Remote Inspection of Federal Correctional Institution Terminal Island (January 2021)
- Remote Inspection of Federal Correctional Complex Coleman (January 2021)
- Remote Inspection of Federal Medical Center Fort Worth (December 2020)
- Remote Inspection of the CORE Services Group, Inc.'s Brooklyn House Residential Reentry Center, Brooklyn, New York (November 2020)
- Remote Inspection of the GEO Group, Inc.'s Toler House Residential Reentry Center, Newark, New Jersey (November 2020)
- Remote Inspection of Federal Correctional Complexes Oakdale and Pollock (November 2020)
- Remote Inspection of Metropolitan Detention Center Brooklyn (November 2020)
- Remote Inspection of Federal Bureau of Prisons Contract Correctional Institution Giles W. Dalby,
   Operated by Management & Training Corporation (August 2020)
- Remote Inspection of Federal Bureau of Prisons Contract Correctional Institution Moshannon Valley,
   Operated by the GEO Group, Inc. (August 2020)
- Remote Inspection of Federal Bureau of Prisons Contract Correctional Institution McRae, Operated by CoreCivic (August 2020)
- Remote Inspection of Federal Correctional Complex Tucson (July 2020)
- Remote Inspection of Federal Correctional Complex Lompoc (July 2020)
- Review of the Department of Justice's Implementation of the Death in Custody Reporting Act of 2013 (December 2018)
- Review of the Federal Bureau of Prisons' Management of Its Female Inmate Population (September 2018)
- Review of the Impact of an Aging Inmate Population on the Federal Bureau of Prisons (May 2015)

# Staffing and Inmate Management Programs

According to the BOP's website, ensuring public safety by preparing individuals for successful reentry into our communities, through skills building programs and ensuring the accuracy of inmates' incarceration terms, is a critical component of the <u>BOP's mission</u>. The BOP's <u>Core Ideologies</u>, as described on its website, include providing staff who are ethical, professional, well-trained, and diverse corrections professionals.

#### **Staffing**

The OIG has published multiple products detailing the BOP's staffing levels and challenges. BOP staffing issues are pervasive and remain a long-standing concern for the OIG. The BOP is DOJ's largest component, with 122 institutions, 6 regional offices, a headquarters, 2 staff training centers, and 22 residential reentry management offices <u>nationwide</u>. About 34,000 BOP staff managed <u>about 155,000 inmates</u> as of February 2024, according to the BOP's website.

In addition to the products listed below, other OIG products listed in this compendium have identified BOP staffing challenges touching on the following topics: inadequate BOP assessments of institution staffing level needs (Limited-Scope Review); use of augmentation (temporarily reassigning non-Correctional Officers to Correctional Officer posts) and staff discipline issues (Waseca Inspection, Tallahassee Inspection, Limited-Scope Review); impacts of insufficient medical staffing during the pandemic (remote inspections, Capstone Review, Health Care Personnel Shortages (PRAC); staffing shortfalls (Inmate Deaths, Waseca Inspection, Tallahassee Inspection, Chaplaincy Services, Female Inmate Population, Aging Inmate Population); and staff hiring efforts (Limited-Scope Review, Enhanced Screening of Correctional Officer Candidates).

- Staff Perceptions of the Federal Bureau of Prisons' Management of the Coronavirus Disease 2019

  Pandemic: A Follow-up Survey of BOP Staff (September 2021)
- Management Advisory: Analysis of the Federal Bureau of Prisons' Fiscal Year 2019 Overtime Hours and Costs (December 2020)
- Review of the Federal Bureau of Prisons' Medical Staffing Challenges (March 2016)

#### **Inmate Management Programs**

The OIG has monitored the effectiveness of the BOP's implementation of various inmate management programs.

- Review of the Institutional Hearing and Removal Program Expansion for Federal Inmates (September 2021)
- Audit of the Federal Bureau of Prisons' Management and Oversight of its Chaplaincy Services Program (July 2021)
- Audit of the Federal Bureau of Prisons' Management of Inmate Placements in Residential Reentry Centers and Home Confinement (November 2016)
- Review of the Federal Bureau of Prisons' Release Preparation Program (August 2016)
- Review of the Federal Bureau of Prisons' Untimely Releases of Inmates (May 2016)
- Status Review on the Department's International Prisoner Transfer Program (August 2015)

- Audit of the Management of Federal Prison Industries and Efforts to Create Work Opportunities for Federal Inmates (September 2013)
- The Federal Bureau of Prisons' Compassionate Release Program (May 2013)
- Review of the Department of Justice's International Prisoner Transfer Program (December 2011)
- Audit of the Department of Justice Processing of Clemency Petitions (September 2011)
- Audit of the Federal Bureau of Prisons' Furlough Program (September 2010)

### Cost Management

Maintaining cost-efficient facilities and good stewardship of public funds are essential to the BOP's mission; however, the OIG has found that procurement and financial management remain significant strategic management challenges within the BOP. In FY 2023, the BOP's enacted budget was approximately \$8.7 billion, representing almost 23 percent of DOJ's overall budget that year. The OIG conducts reviews, evaluations, and audits of the BOP's budget management and expenditures to ensure that the BOP is utilizing its funds and managing its operations efficiently and effectively. The OIG has assessed the BOP's costs of medical care, costs of its Residential Reentry Centers (RRC) and contract prisons, and its overall procurement and management of contracts.

#### **Costs of Medical Care**

The BOP spends a portion of its budget on contracts supporting its mission-critical medical functions that allow it to fulfill its obligation to provide inmate services consistent with accepted corrections community standards. The OIG has repeatedly found that the BOP needs to better plan, administer, and manage the cost of providing medical care to its inmate population.

- Review of the U.S. Department of Justice's Accounting of Drug Control Funding Fiscal Year 2022 (March 2023)
- Management Advisory Memorandum: Notification of Concerns Resulting from Multiple Office of the Inspector General Reviews Related to the Federal Bureau of Prisons Strategy for Its Medical Services Contracts (September 2022)
- Audit of the Federal Bureau of Prisons' Procurements Awarded to NaphCare, Inc. for Medical Services Provided to Residential Reentry Management Branch Inmates (September 2022)
- Audit of the Federal Bureau of Prisons Comprehensive Medical Services Contracts Awarded to the University of Massachusetts Medical School (March 2022)
- Management Advisory Memorandum: Notification of Concerns Identified in the Federal Bureau of Prisons' Acquisition and Administration of Procurements Awarded to NaphCare, Inc. for Medical Services Provided to Community Corrections Management Inmates (February 2022)

- <u>Management Advisory Memorandum: Notification of Concerns Regarding Potential Overpayment</u> by the Federal Bureau of Prisons for Inmate Health Care Services (February 2022)
- Management Advisory Memorandum: Notification of Concerns Identified in Connection with the Federal Bureau of Prisons' Procurement of Air Ambulance Services (April 2021)
- Review of the Federal Bureau of Prisons' Pharmaceutical Drug Costs and Procurement (February 2020)
- Audit of the Federal Bureau of Prisons' Contract Awarded to Correct Care Solutions, LLC for the Federal Correctional Complex in Coleman, Florida (September 2019)
- Audit of the Federal Bureau of Prisons' Contracts Awarded to Pacific Forensic Psychology Associates, Inc., San Diego, California (September 2018)
- Procedural Reform Recommendation for the Federal Bureau of Prisons [Regarding Incomplete and Inadequate Healthcare Claims Data in Electronic Format] (December 2017)
- Audit of the Federal Bureau of Prisons' Contract No. DJBP0616BPA12004 Awarded to Spectrum Services, Inc., Victorville, California (March 2017)
- The Federal Bureau of Prisons' Reimbursement Rates for Outside Medical Care (June 2016)
- Audit of the Federal Bureau of Prisons' September 2011 Procurement of X-Ray Equipment Under Contract GS-07F-0182T (June 2014)
- Follow-up Audit of Medical Development International's Performance Under the Federal Correctional Complex Butner Medical Services Contract Butner, North Carolina (November 2013)

#### **Oversight of RRCs and Contract Prisons**

The BOP's RRC program successfully transitions federal inmates into communities by providing them with a structured and supervised environment. The OIG has conducted numerous audits of RRC contracts to ensure proper acquisition, performance, and oversight. In addition, although the BOP ended its use of privately owned prisons in December 2022, the OIG performed reviews and audits to ensure proper administration and oversight of privately owned prisons when they were in use.

- Audit of the Federal Bureau of Prisons' Residential Reentry Center Contracts Awarded to Reynolds & Associates, Inc., Washington, D.C. (September 2018)
- Audit of the Federal Bureau of Prisons Residential Reentry Center Contract No. DJB200244 Awarded to Centre, Inc. Fargo, North Dakota (June 2017)
- Audit of the Federal Bureau of Prisons' Contract with CoreCivic, Inc. to Operate the Adams County Correctional Center in Natchez, Mississippi (December 2016)

- Audit of the Federal Bureau of Prisons Residential Reentry Center Contract No. DJB200143 Awarded to Liberty Management Services, Inc., Philadelphia, Pennsylvania (September 2016)
- Audit of the Federal Bureau of Prisons Residential Reentry Center Contract No. DJB200113 Awarded to Mirror, Inc. Wichita, Kansas (September 2016)
- Review of the Federal Bureau of Prisons' Monitoring of Contract Prisons (August 2016)
- Audit of the Federal Bureau of Prisons Contract No. DJB1PC007 Awarded to Reeves County, Texas to Operate the Reeves County Detention Center I/II (April 2015)
- Audit of the Federal Bureau of Prisons Residential Reentry Center in Brooklyn, New York Contract No. DJB200055 (March 2015)
- Audit of the Federal Bureau of Prisons Residential Reentry Center Contract with Glory House, Inc., Contract No. DJB200112, Sioux Falls, South Dakota (July 2014)
- Audit of the Federal Bureau of Prisons' Contracting for and Management of Residential Reentry Centers (March 2012)

#### Contract Procurement, Administration, and Oversight

To ensure responsible use of its funds, the BOP must conduct robust acquisition planning and contract administration and oversight. The OIG has conducted numerous audits and reviews examining the BOP's procurement processes, compliance with contracting laws and regulations, and the adequacy of its contract administration and oversight.

- Audit of the Federal Bureau of Prisons' Contract Awarded to the American Correctional Association (November 2023)
- Audit of the Federal Bureau of Prisons' Sole-Source Contract Actions (September 2023)
- Management Advisory Memorandum: Notification of a Need to Heighten Awareness of and <u>Compliance with Laws and Regulations Relating to Procurements from Foreign Countries</u> (April <u>2022</u>)
- Audit of the Federal Bureau of Prisons' Perimeter Security Strategy and Efforts Related to the Contract Awarded to DeTekion Security Systems, Incorporated, to Update the Lethal/Non-Lethal Fence at Nine United States Penitentiaries (September 2020)
- Management Advisory Memorandum of Concerns Identified with the Federal Bureau of Prisons' Procurement of Food Products, Investigations Division (Reissued) (June 2020)
- <u>Procedural Reform Recommendation for the Federal Bureau of Prisons on Ensuring that Contractor and Grantee Employees Are Notified of Whistleblower Rights and Remedies (January 2020)</u>

- Audit of the Federal Bureau of Prisons' Perimeter Security Upgrade Contract for Administrative U.S. Penitentiary Thomson Awarded to DeTekion Security Systems, Incorporated (March 2019)
- Audit of the Federal Bureau of Prisons' Contract Awarded to Sealaska Constructors, LLC, to Build Facilities at Federal Correctional Institution Danbury, in Danbury, Connecticut (September 2018)
- Audit of the Federal Bureau of Prisons' Efforts to Improve Acquisition Through Strategic Sourcing (March 2014)