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MANAGEMENT ADVISORY MEMORANDUM

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Analysis of the Federal Bureau of Prisons'
Fiscal Year 2019 Overtime Hours and Costs

AUDIT DIVISION



December 8, 2020

Management Advisory Memorandum

To: Michael Carvajal
Director
Federal Bureau of Prisons

A handwritten signature in blue ink, appearing to read "Michael E. Horowitz".

From: Michael E. Horowitz
Inspector General

Subject: Analysis of the Federal Bureau of Prisons' Fiscal Year 2019 Overtime Hours and Costs

The Office of the Inspector General (OIG) consistently identifies managing the federal prison system as one of the most significant challenges facing the Department of Justice, which includes staffing challenges. Over the past 5 years, in the course of our oversight work, the OIG has identified several issues at the Federal Bureau of Prisons (BOP) related to insufficient staffing and certain overtime costs.¹ One of the tools that BOP utilizes to supplement staffing is authorizing BOP employees to work overtime. As part of our efforts to further analyze the BOP's staffing situation, the OIG recently undertook an assessment of the BOP's overtime spending, to see what that pattern of spending revealed regarding the BOP's staffing challenges. The OIG is providing this memorandum to the BOP to serve as an informational report on BOP overtime hours and costs for fiscal year (FY) 2019.

BOP payroll costs in FY 2019 accounted for around 54 percent of BOP's \$7.66 billion net operating costs. In total, BOP employees worked 6.71 million overtime hours during FY 2019, at a cost of \$300.9 million. These overtime costs represent roughly 7 percent of BOP's total FY 2019 payroll costs.

In this memorandum, the OIG describes trends, anomalies, and the results of certain OIG analysis that may assist BOP leadership in assessing its personnel resource strategy and decision making. We present our analysis of BOP's FY 2019 overtime hours and costs related to individual employees, occupation, facility security level, and location. Overall, our analysis shows that overtime is not uniform across BOP; rather, a small percentage of employees and locations account for a large percentage of the agency's overtime. We believe this information can assist BOP in its efforts to understand its use of overtime, strategically address staffing challenges, and enhance its operations. BOP reviewed a draft of this memorandum, and we incorporated BOP feedback, as appropriate. BOP opted not to provide a written response to accompany the public release of this memorandum.

¹ Appendix 1 includes descriptions of OIG reports that include concerns regarding BOP staffing and overtime.

BOP Staffing and Vacancy Overview

BOP is responsible for the custody and care of federal inmates confined in 122 institutions at 98 locations across the United States, which are comprised of 4 different security levels – minimum, low, medium, high – and administrative facilities. In FY 2019, BOP reported a population of 177,214 inmates, which is a decrease of approximately 42,000 inmates (19 percent) from its all-time high population of 219,298 inmates in FY 2013.

According to the National Finance Center, 37,985 individuals worked at BOP during FY 2019. BOP data indicates that staffing levels in FY 2017 through FY 2019 were substantially less than the number of direct positions in BOP’s enacted budgets. The difference between budgeted positions and filled positions was particularly acute for correctional officers, as outlined in Table 1.

Table 1
Budgeted v. Actual Positions

Fiscal Year	All BOP Employees				BOP Correctional Officers			
	Budgeted Positions	Positions Filled as of Sept	Difference	Vacancy Rate	Budgeted Positions	Positions Filled as of Sept	Difference	Vacancy Rate
2017	37,974	37,722	252	<1%	19,863	18,226	1,637	8%
2018	38,557	35,677	2,880	7%	20,446	17,151	3,295	16%
2019	38,557	35,790	2,767	7%	20,446	16,936	3,510	17%

Source: BOP’s Congressional Budget Submissions and BOP

BOP Overtime Analysis

A safe and secure correctional setting requires a minimum staff count, meaning BOP has limited flexibility when it comes to staffing levels and assignments. Therefore, a staffing shortage at a BOP facility presents a significant challenge. BOP uses staff overtime as a mechanism to supplement staffing, as well as for escorting inmates for outside medical trips and emergencies.²

In general, overtime is a type of premium payment for hours of work officially ordered or approved in excess of 40 hours in a workweek, or in excess of 8 hours in a day, performed by an employee. For most BOP employees, the overtime hourly rate of pay is an amount equal to 1.5 times the employee’s hourly rate of basic pay plus the applicable shift differential.³ Federal laws and regulations place pay limitations on some employees; however, as a practical matter, most BOP

² BOP also uses augmentation, which assigns individuals other than correctional officers, such as teachers or healthcare professionals, to temporarily fill security posts. However, we cannot quantify any overtime related to augmentation because this data is not tracked in the National Finance Center’s payroll system from which we obtained BOP’s overtime data.

³ A night shift differential is an entitlement for hours worked between 6 p.m. and 6 a.m. for General Schedule (GS) federal employees (i.e., white collar positions), and 3 p.m. and 8 a.m. for Federal Wage System (FWS) employees (i.e., trades, crafts, and labor positions). The employee’s base rate is increased by the differential (either 7.5 percent or 10 percent) for regular hours. Night differentials for overtime hours are more restrictive, meaning that an employee may not be eligible for the night shift differential for overtime hours.

employees can either work significant overtime and not reach the pay limit or are not subject to the maximum earnings limitation.⁴

We analyzed BOP's use of overtime to identify any trends, anomalies, or specific areas of concern, which might assist BOP in addressing staffing challenges. The scope of our analysis covered BOP employee overtime hours and earnings from September 30, 2018 through October 12, 2019, to include the 27 bi-weekly pay periods that fell within FY 2019 utilizing payroll data from the National Finance Center. Our analysis included two types of premium payments: paid overtime, as defined above, and compensatory time, for which overtime pay may not be received, but an equal amount of time off is earned. A detailed description of the data used for our analysis appears in Appendix 2.

In total, during FY 2019, BOP employees worked 6,710,437 overtime hours, the equivalent of 3,107 full-time positions, at a cost of \$300,874,769. Of this total, just over 356,000 hours and \$13.8 million (both 5 percent) were associated with compensatory time.⁵ Our analysis found that overtime is not uniform across BOP; rather, a small percentage of employees and locations account for a large percentage of the agency's overtime.

Individual Employee Overtime Usage

During FY 2019, 31,126 BOP employees worked 6.71 million overtime hours in total. Of the employees who claimed overtime hours, 14 percent (4,324 employees) accounted for 50 percent, or 3.36 million overtime hours. In FY 2019 most employees who used overtime charged between 80 and 520 overtime hours, which is equivalent to between 2 and 13 weeks, as shown in Table 2.⁶

Table 2
Overtime Hours by Employee

OT hours	8 hours or less	>8-80 hours	>80-520 hours	>520-1,040 hours	>1,040-2,160 hours	>2,160 hours or more
Equals Up To	1 Day	1 Pay Period	1 Quarter	½ Year	1 Year + 1 pay period ^a	> 1 Year + 1 pay period
Employees	2,843	10,500	14,136	2,999	622	26
As a %	9%	34%	45%	10%	2%	0.1%

^a Typically, there are 26 pay periods, or 2,080 hours in a year. FY 2019 included 27 pay periods, or 2,160 hours.

Source: OIG analysis of the National Finance Center's payroll data

⁴ An employee may receive premium pay only to the extent that the payment does not cause total pay to exceed the greater of the bi-weekly or, in special circumstances, annual rate for GS-15 or level V of the Executive Schedule, 5 U.S.C. §5547 (2014). In 2019, the annual rates ranged from \$156,000 to \$166,500, depending on the location. The limitation does not apply to FWS employees, Fair Labor Standards Act (FLSA) overtime for employees covered under FLSA, or compensatory time earned for travel.

⁵ Generally, the monetary value of compensatory time earned is computed at the employee's overtime rate. Depending on the circumstances, an employee may receive compensatory time off from work on an hour for hour basis with no overtime payment or payment at the overtime rate.

⁶ Throughout this report, differences in the total amounts are due to rounding. The sum of individual numbers prior to rounding may differ from the sum of the individual numbers rounded.

At the high-end, 26 employees had more than 2,160 overtime hours, which means in FY 2019 each of these 26 employees worked overtime equivalent to more than one full-time position. Nineteen of these 26 employees (73 percent) were correctional officers. Essentially, these 26 employees worked as many hours in a single year as at least two full-time employees. Indeed, two employees, a correctional officer and a Materials Handler Supervisor, each had over 3,000 hours of overtime, which means they each worked the equivalent of 2.4 full-time employees working regular 40-hour work weeks.⁷

Additionally, we found that 15 of these 26 employees worked in three BOP complexes: 6 were at Federal Correctional Complex (FCC) Coleman, a complex with four institutions in Sumterville, Florida; 5 were at FCC Forrest City, a complex with two institutions in Forrest City, Arkansas; and 4 were at FCC Beaumont, a complex with three institutions in Beaumont, Texas.

We also determined that a large share of the overtime expenses was paid to a relatively small group of employees. Specifically, of the 31,126 employees that had overtime hours, 4,143 employees (13 percent) received \$150.4 million in overtime payments, which accounted for 50 percent of the overtime costs. However, we further found that, in FY 2019, almost 70 percent of the 31,126 employees that were paid overtime earned \$10,000 or less in overtime payments, as shown in Table 3.

Table 3
Overtime Costs by Employee

OT Costs	\$0 ^a	>\$0-\$100	>\$100-\$1,000	>\$1,000-\$10,000	>\$10,000-\$100,000 ^b	>\$100,000 and more
Employees	566	672	5,550	14,535	9,772	31
As a %	2%	2%	18%	47%	31%	0.1%

^a The National Finance Center data we used for our analysis included 566 employees with overtime hours, but no overtime payments. This resulted from the employees earning compensatory time for travel, which is valued at \$0 for accounting purposes.

^b Almost 90 percent of the employees in this range earned between \$10,001 and \$40,000.

Source: OIG analysis of the National Finance Center's payroll data

At the high-end, 31 employees earned over \$100,000 in overtime. Seventeen of these employees were correctional officers, and all but five of the remaining employees were employed under the Federal Wage System (FWS) (i.e., trades, craft, and labor occupations). Ten of the employees with the highest overtime payments worked in two BOP complexes: five were at FCC Coleman and five were at FCC Beaumont. The employee with the highest amount of paid overtime, a Cook Supervisor, received \$139,014 in overtime payments in addition to the employee's

⁷ According to the Office of Personnel Management's FWS job grading standard, materials handling primarily involves receiving, storing, and assembling for issue, shipment, and distribution, a wide variety of bin and bulk supplies, materials, equipment, and commodities using mechanized, automated, and manual material moving equipment, devices, and systems.

\$93,673 other pay. This equated on average to \$5,149 in biweekly pay in addition to the \$3,469 other pay that the employee received biweekly.⁸

Based on our analysis of overtime hours and costs by pay period, we identified 7 employees who had between 160 and 183.5 overtime hours in one or more pay periods, which equals 2 full-time positions or more, in addition to the employees' regular hours. Six of the 7 employees were among the 26 employees with the highest number of total overtime hours for the 27 pay periods in FY 2019. The highest earner in a single pay period was a Correctional Program Officer at the Western Regional Office, an administrative office in Stockton, California, who was paid \$11,079 for 102 overtime hours in only 1 pay period.

Overtime Usage by Occupation

We analyzed BOP's FY 2019 overtime hours and costs by grouping similar positions together to identify trends related to different occupational areas. Our analysis indicates that BOP's staffing concerns were particularly acute for correctional officer positions. BOP employees in positions related to maintaining its facilities, such as equipment maintenance and operations, electrical, and plumbing, as well as food preparation, were the second largest occupational group in terms of both overtime hours and costs, as shown in Figure 1.

⁸ Cook Supervisor is classified as an FWS position, meaning the position is not subject to limitations on premium pay.

Figure 1
Overtime Costs by Occupational Areas



	Category	OT Hours	% OT Hours	OT Costs	% OT Cost
	Correctional Officers	4,789,947	71%	\$206,716,767	69%
	Federal Wage System (trades, craft, and labor occupations): Food preparation, warehouse and stock handling, equipment maintenance and operations, electrical, plumbing, laundry, welding, gardening, and painting	754,031	11%	\$39,270,047	13%
	Inmate Programs: Correctional program and treatment specialists, recreation, sports, social work, chaplains, and education	461,496	7%	\$23,019,398	8%
	Support and Administration: Clerical, human resources, accounting, legal, business, and information technology	355,979	5%	\$15,582,040	5%
	Health Services: Physician, nursing, aide/technician, dietician, therapist, laboratory, diagnostics, pharmacy, health system and records administration, dentistry, dental hygiene, and psychology	237,984	4%	\$10,700,237	4%
	Other: ^a Electronics technician, facilities and services, safety and occupation health, engineering, food services, security administration, environmental protection, and inventory management	111,001	2%	\$5,586,278	2%

^a The positions included in this category are General Schedule positions, rather than Federal Wage System positions.

Source: OIG analysis of the National Finance Center's payroll data

We also analyzed BOP's overtime hours and costs by position for the eight positions with the most overtime, as shown in Table 4.⁹

⁹ If one employee held two or more different positions, the employee is counted under each position for which the employee worked overtime. BOP employees are considered correctional workers first, regardless of their position. This allows non-custody staff to assume correctional officers' posts, including during an overtime shift. However, post-specific information is not included as part of the data we evaluated.

Table 4
Occupations with the Most Overtime

BOP Position	% of BOP Employees ^a	Overtime Hours	% of Total OT Hours	Overtime Costs	% of Total OT Costs	Cost / Hour
Correctional Officer	48%	4,789,947	71%	\$206,716,767	69%	\$43.16
Cook Supervisor	4%	304,652	5%	\$16,306,582	5%	\$53.53
Correctional Treatment Specialist	5%	205,591	3%	\$11,023,422	4%	\$53.62
Materials Handler Supervisor	3%	133,218	2%	\$5,850,781	2%	\$43.92
Nurse	3%	118,339	2%	\$5,521,155	2%	\$46.66
Maintenance Worker Supervisor	2%	110,221	2%	\$5,837,811	2%	\$52.96
Utility System Repairer Operator Supervisor	1%	74,679	1%	\$4,229,847	1%	\$56.64
Secretary	2%	73,012	1%	\$2,822,702	1%	\$38.66

^a To determine the percentage of BOP employees, the OIG tallied the number of individuals who worked at BOP in FY 2019 as the benchmark for the relative size of the workforce.

Source: OIG analysis of the National Finance Center's payroll data

As shown above, while correctional officers made up almost half of all BOP staff positions, they accounted for approximately 70 percent of overtime hours and costs, meaning that correctional officers worked more overtime on average than any other position. We also noted that the hourly overtime costs are significantly higher for some of the eight BOP positions that had the most overtime.¹⁰ For example, Utility Systems Repairer-Operator Supervisors had the most expensive hourly overtime rate of about \$57 per hour, while secretaries had the least expensive hourly overtime rate of about \$39 per hour.¹¹

Overtime Usage by Prison Security Level

The size of inmate populations is a factor in determining minimum staffing requirements at BOP facilities. We noted previously in this report that the BOP inmate population has decreased significantly since FY 2013. However, as of August 31, 2019, even with this population decrease, BOP facilities remained at 12 percent above overall rated capacity. Specifically, high, medium, and low security facilities were 16 percent, 20 percent, and 22 percent above their rated capacity, respectively. On the other hand, minimum security facilities were 19 percent below their rated capacity.

We attempted to analyze BOP's use of overtime in FY 2019 based on facility security level. However, given the way that overtime is tracked in the data available to us from the National

¹⁰ We calculated the hourly cost of overtime by dividing total overtime costs by total overtime hours for a given position.

¹¹ According to the Office of Personnel Management's FWS job grading standard, Utility Systems Repairing-Operating primarily involves repairing and operating one or more utility systems, including air conditioning, heating, water, and wastewater.

Finance Center, we could only identify overtime by security level for locations that had a single institution. Since FCCs are comprised of multiple institutions with different security levels, in addition to facilities with identifiable security levels, we also identified FCCs and administrative facilities, as summarized in Table 5.

Table 5
BOP Institutions by Security Level

Location Type	Number of Locations	Number of Institutions	% of Institutions	Attached Facilities & Operations
Minimum	7	7	6%	Federal Detention Center: 1
Low	20	20	16%	Minimum Security Satellite Camp: 13 Low Security Satellite Prison: 2 Federal Detention Center: 4
Medium	31	31	25%	Minimum Security Satellite Camp: 30 Low Security Satellite Prison: 1 Federal Detention Center: 7
High	7	7	6%	Minimum Security Satellite Camp: 7
Administrative	18	18	15%	Minimum Security Satellite Camp: 3 Medical Mission: 6
FCC	15	39 Institutions: 11 High Security 16 Medium Security 10 Low Security 2 Administrative	32%	Minimum Security Satellite Camp: 13 Federal Detention Center: 1 Medical Mission: 1

Source: BOP

Our analysis of overtime across BOP's four security levels, FCCs, and administrative facilities is summarized in Table 6.

Table 6
Overtime Hours and Costs by Facility Type

Facility Type	% of BOP Employees at the Facilities	Overtime Hours	% of OT Hours	Overtime Costs	% of OT Costs
FCC	33%	2,764,308	41%	\$121,877,881	41%
Medium	25%	1,421,521	21%	\$63,286,785	21%
Administrative	17%	1,124,158	17%	\$52,410,622	17%
Low	16%	937,593	14%	\$43,650,876	15%
High	8%	400,977	6%	\$17,080,539	6%
Minimum	2%	34,539	0.5%	\$1,445,917	0.5%
Total	100%	6,683,096	100%	\$299,752,619	100%

Source: OIG analysis of the National Finance Center's payroll data

As shown above, FCCs relied on overtime to a greater degree than other facility types. While 33 percent of BOP employees working at correctional facilities worked at FCCs, these institutions accounted for 41 percent of the overtime hours and costs. High, medium, low, and minimum security facilities used proportionally less overtime.

Overtime Usage by Geographic Location and Institution

We analyzed BOP's FY 2019 overtime by region to determine if any of its six regions incurred higher or lower than average overtime hours and costs. This analysis is focused on correctional institutions, meaning we excluded administrative offices and training facilities. Based on our analysis, we found that overtime was roughly proportionate to the size of the workforce in each region, as shown in Figure 2.

Figure 2
Overtime by BOP Region



Region	% of BOP Employees at the Facilities	Overtime Hours	% of OT Hours	Full-Time Equivalent	Overtime Costs	% of OT Costs
1. Southeast	17%	1,365,052	20%	632	\$59,310,451	20%
2. Northeast	18%	1,181,606	18%	547	\$54,823,421	18%
3. Mid-Atlantic	18%	1,172,881	18%	543	\$51,303,858	17%
4. South Central	16%	1,130,344	17%	523	\$50,315,606	17%
5. North Central	17%	981,399	15%	454	\$43,778,400	15%
6. Western	14%	851,815	13%	394	\$40,220,882	13%
TOTALS	100%	6,683,096	100%	3,094	\$299,752,619	100%

Source: OIG analysis of the National Finance Center's payroll data

The geographical locations can also be divided into rural and urban areas.¹² Using U.S. Census Bureau's categories based on 2010 census data, we identified each location as residing in a county that is completely rural, mostly rural, or mostly urban.¹³ We did not identify any substantial differences in the amount of overtime among the different categories. We found that:

¹² Urban areas are defined as areas encompassing 50,000 or more people. Rural areas encompass all population, housing, and territory not included within an urban area.

¹³ Completely rural counties have a population that is 100 percent rural. Mostly rural counties have a population that is 50.0–99.9 percent rural. Mostly urban counties have a population that is less than 50.0 percent rural.

- 4 percent of employees were at locations that are completely rural, accounting for 4 percent of total overtime hours and costs;
- 28 percent of employees were at locations that were mostly rural, accounting for around 26 percent of total overtime hours and costs; and
- 68 percent of employees were at locations that were mostly urban, accounting for around 70 percent of total overtime hours and costs.

We also analyzed the differences in overtime costs and hours among all BOP facilities. As mentioned in the Security Levels section of this report, the data available to us from the National Finance System does not track overtime separately by institution at FCCs. Based on our analysis, we found that the 19 locations with most the most overtime hours made up just over 50 percent of BOP's total overtime hours even though these facilities only represented around 36 percent of the BOP workforce, as shown in Table 7.

Table 7
Detail of Overtime at BOP's Facilities with the Most Overtime

Location	% of BOP Employees	Overtime Hours	% of Total OT Hours	Overtime Costs	% of Total OT Costs	2019 Recruitment Incentive ^a
1. FCC Coleman	3.4%	428,739	6.4%	\$18,247,715	6.1%	No
2. FCC Butner	3.4%	359,960	5.4%	\$16,215,027	5.4%	No
3. FCC Beaumont	2.2%	297,946	4.4%	\$13,090,265	4.4%	Yes
4. FCC Terre Haute	1.9%	193,448	2.9%	\$8,648,199	2.9%	No
5. FCC Victorville	2.4%	177,824	2.6%	\$8,794,187	2.9%	No
6. FCC Florence	2.5%	174,227	2.6%	\$7,274,397	2.4%	Yes
7. MDC Brooklyn	1.3%	170,072	2.5%	\$8,476,593	2.8%	No
8. FCC Hazelton	2.2%	162,125	2.4%	\$6,838,625	2.3%	Yes
9. FCC Allenwood	2.4%	157,879	2.4%	\$6,742,299	2.2%	No
10. FCC Yazoo City	2.0%	151,130	2.3%	\$6,409,731	2.1%	Yes
11. FCC Forrest City	1.5%	149,660	2.2%	\$6,581,674	2.2%	No
12. USP Atlanta	1.2%	147,062	2.2%	\$6,883,330	2.3%	No
13. FCC Tucson	1.6%	142,444	2.1%	\$6,117,578	2.0%	No
14. FCI Fort Dix	1.6%	126,753	1.9%	\$6,539,484	2.2%	Yes
15. FCC Petersburg	1.4%	125,260	1.9%	\$5,721,672	1.9%	No
16. FCC Pollock	1.7%	106,095	1.6%	\$4,584,369	1.5%	No
17. USP Lewisburg	1.2%	97,992	1.5%	\$4,225,945	1.4%	No
18. FCI Memphis	0.7%	95,283	1.4%	\$4,131,239	1.4%	No
19. FCC Lompoc	1.2%	91,610	1.4%	\$4,537,285	1.5%	No
TOTAL	36%	3,355,507	50%	\$150,059,615	50%	

^a Between July and December 2019, BOP offered a 10 percent recruitment incentive at 19 hard-to-fill locations. Five of the 19 hard-to-fill locations were also among the 19 locations with the most overtime hours.

Source: OIG analysis of the National Finance Center's payroll data

As shown above, 14 of the 15 BOP FCCs, all of which are comprised of between 2 and 4 institutions, were among the 19 locations with the most overtime. The percentages of total

overtime at five locations, including FCC Coleman, FCC Beaumont, Metropolitan Detention Center (MDC) Brooklyn, United States Penitentiary (USP) Atlanta, and Federal Correctional Institution (FCI) Memphis, were close to double that of the percentages of the BOP workforce at the locations. For example, while FCC Coleman accounted for 3.4 percent of BOP employees, it accounted for 6.4 percent of overtime hours.

We noted in conducting our analysis of overtime costs and hours among BOP facilities that BOP's administrative and training facilities used relatively little overtime. The overtime hours and costs at the Central Office, Grand Prairie Office Complex, six regional offices, and two staff training centers were less than one-half of one percent of BOP's total overtime hours and costs. Combined, the locations had 27,342 hours of overtime, equal to an additional 12.7 full-time positions, at a cost of \$1,122,151.

Conclusion

We believe this information and our analyses provides the BOP with important information that can assist BOP in its efforts to understand its use of overtime, strategically address staffing challenges, and enhance its operations and the safety and security of its institutions. The OIG will continue to evaluate BOP's programs and resources, including staffing.

PRIOR OIG WORK

Over the past 5 years, the OIG has identified several issues at BOP related to insufficient staffing, which are summarized below.

- In May 2015, we issued a [review](#) of the impact of an aging inmate population in BOP.¹⁴ The review found that institutions did not have enough health services staff to address older inmates' health needs. Health services vacancies led to an increased reliance on outside medical providers, which in turn required additional staff for medical escorts. Overtime paid to correctional officers escorting inmates for outside medical care was a significant budget item totaling \$53 million in FY 2013.
- In March 2016, we issued a [review](#) of BOP's medical staffing challenges.¹⁵ As of September 2014, BOP's institutions had only filled 3,215, or 83 percent, of 3,871 health services positions. BOP's ability to recruit and retain medical staff was limited by lower-than-market compensation, the institutions' locations, and the prison work environment. Again, health services vacancies led to an increased reliance on outside medical providers. Overtime paid to employees transporting inmates to outside medical care was a significant budget item totaling \$60 million in FY 2014.

In response to our recommendations that BOP develop ways to address medical vacancies, BOP exempted 429 medical vacancies from a 2017 to 2018 hiring freeze and filled 303 of those positions as of October 2018. Considering the difficulty of filling these high demand positions, BOP continued to offer employment incentives and enacted several strategies, including expanding and examining its recruiting practices and identifying hiring obstacles. BOP also implemented a pilot program allowing Public Health Service officers from the Department of Health and Human Services, who already make up a significant percentage of BOP's medical staff, to fill temporary clinical assignments to satisfy professional licensing requirements.

- In March 2017, we issued an [audit](#) of a BOP contract awarded to a healthcare services provider for Dental Assistants at the FCC Victorville, a complex with three institutions in southern California.¹⁶ During 25 of 46 months from August 2012 through May 2016, one of the four Dental Assistant positions specified in the contract was vacant. BOP policy states that institutions should have 1 Dental Officer for every 1,000 inmates; however, FCC

¹⁴ U.S. Department of Justice (DOJ) Office of the Inspector General (OIG), [The Impact of an Aging Inmate Population on the Federal Bureau of Prisons](#), Evaluation and Inspections Report 15-05 (May 2015, Revised February 2016), <https://oig.justice.gov/reports/2015/e1505.pdf> (accessed March 20, 2020).

¹⁵ U.S. Department of Justice (DOJ) Office of the Inspector General (OIG), [Review of the Federal Bureau of Prisons' Medical Staffing Challenges](#), Evaluation and Inspections Report 16-02 (March 2016), <https://oig.justice.gov/reports/2016/e1602.pdf> (accessed March 20, 2020).

¹⁶ U.S. Department of Justice (DOJ) Office of the Inspector General (OIG), [Audit of the Federal Bureau of Prisons' Contract No. DJBP0616BPA12004 Awarded to Spectrum Services Group, Inc. Victorville, California](#), Audit Report 17-20 (March 2017), <https://oig.justice.gov/reports/2017/a1720.pdf> (accessed April 13, 2020).

Victorville had 4 Dental Officers for over 5,000 inmates and 1 in 4 inmates was on a waiting list for routine dental care.

In response to our recommendation that BOP work with its contractor to reduce extended vacancies for Dental Assistants and consider expanding their working hours, BOP changed its vetting process by increasing the applicant pool and running background checks simultaneously rather than consecutively. BOP also hired a fifth Dental Assistant, which allowed FCC Victorville to stagger shifts and provide emergent coverage outside of normal hours. In response to our recommendation that BOP assess FCC Victorville's dental program needs prior to soliciting future contracts, FCC Victorville implemented procedures to ensure that contract staff conduct meaningful needs assessments for existing and future contracts.

- In July 2017, we issued a [review](#) of BOP's use of restrictive housing for inmates with mental illness.¹⁷ As of October 2015, only 28 of 49, or 57 percent, of BOP's full-time Psychiatrist positions were filled. Additionally, BOP's FY 2016 budget request indicated that a significant number of institutions did not meet a baseline of 1 Psychologist for every 500 inmates. This issue was evident at six of the seven institutions the OIG visited, where at least one mental health staff position was vacant.

In response to our recommendation that BOP identify steps to prioritize and incentivize hiring mental health staff at institutions that have inmates with mental illness in long-term restrictive housing, BOP issued an internal memorandum, which identified compensation as a barrier to filling Psychologist positions. The document details 11 incentives for new and existing employees, including additional compensation and work flexibilities, and encourages hiring managers to use all available incentives. As of April 2019, BOP reported that 17 of 18 Psychologist positions at the Administrative Maximum U.S. Penitentiary Florence in Colorado were filled. Additionally, at the Administrative Security U.S. Penitentiary Thomson in Illinois, a new institution, five of the eight doctoral level Psychologist positions were filled, and two of the remaining three positions were advertised.

- In September 2018, we issued a [review](#) of BOP's management of its female inmate population.¹⁸ The Women and Special Populations Branch, a small headquarters function that assists with BOP's management of female inmates, appeared to be understaffed given its broad mission. BOP also had vacancies in the Resolve program, a trauma treatment program run by the Psychology Services Branch, as well as Social Worker vacancies. BOP prohibits cross-gender searches of female inmates, resulting in the inefficient use of staff time as female correctional officers are pulled from other posts to conduct searches.

In response to our recommendations that BOP address staffing in the Women and Special Populations Branch and the Resolve program, in February 2020, BOP reported that as the result of funding increases provided by the FY 2020 appropriation, it intended to allocate 9 and 12 positions to the respective functions. In response to our recommendation that BOP increase the availability of female staff at female institutions, BOP obtained the

¹⁷ U.S. Department of Justice (DOJ) Office of the Inspector General (OIG), [Review of the Federal Bureau of Prisons' Use of Restrictive Housing for Inmates with Mental Illness](#), Evaluation and Inspections Report 17-05 (July 2017), www.oig.justice.gov/reports/2017/e1705.pdf (accessed March 20, 2020).

¹⁸ U.S. Department of Justice (DOJ) Office of the Inspector General (OIG), [Review of the Federal Bureau of Prisons' Management of Its Female Inmate Population](#), Evaluation and Inspections Report 18-05 (September 2018), <https://oig.justice.gov/reports/2018/e1805.pdf> (accessed March 20, 2020).

authority to recruit female-only applicants for some correctional officer vacancies. BOP used this authority in FY 2019 to hire 79 female correctional officers. BOP also provided data showing that during FY 2019 it hired 993 new female employees, of which 297 were hired to work at its female institutions.

- In July 2020, we issued a [remote inspection](#) of FCC Lompoc examining the institution's response to the coronavirus pandemic.¹⁹ The report is part of a series 16 such inspections of selected BOP-managed prisons, contract prisons, and Residential Reentry Centers. At FCC Lompoc, a preexisting shortage of medical staff was among the biggest challenges in mitigating COVID-19 transmission because of the burdens of screening inmates and staff members for COVID-19 symptoms while still providing routine medical care to the institution's approximately 2,700 inmates. Additionally, an insufficient number of correctional staff members resulted in Lompoc officials delaying full implementation of staff movement restrictions until 15 days after the BOP directed institutions with COVID-19 cases to further modify operations.
- Additionally, our work highlighted staffing shortages in BOP's [Designation and Sentence Computation Center](#) which is responsible for sentence computations; and the institutions' [pharmacy clinics](#) where pharmacists meet with individual inmates to discuss managing health conditions with drugs.²⁰

¹⁹ U.S. Department of Justice (DOJ) Office of the Inspector General (OIG), [Remote Inspection of Federal Correctional Complex Lompoc](#), Evaluation and Inspections Pandemic Response Report 20-086 (July 2020), https://oig.justice.gov/sites/default/files/reports/20-086_0.pdf (accessed October 21, 2020).

²⁰ U.S. Department of Justice (DOJ) Office of the Inspector General (OIG), [Review of the Federal Bureau of Prisons' Untimely Releases of Inmates](#), Evaluation and Inspections Report 16-03 (May 2016), <https://oig.justice.gov/reports/2016/e1603.pdf> (accessed March 20, 2020). DOJ OIG, [Review of the Federal Bureau of Prisons' Pharmaceutical Drug Costs and Procurement](#), Evaluation and Inspections Report 20-027 (February 2020), https://oig.justice.gov/sites/default/files/reports/e20027_1.pdf (accessed August 24, 2020).

DATA DESCRIPTION

To analyze BOP overtime hours and costs for FY 2019, the OIG obtained BOP overtime data from the National Finance Center’s (NFC) INSIGHT system. INSIGHT is an online portal that provides access to reports containing federal employees’ payroll and personnel information. For this analysis, the OIG downloaded a transaction and personnel details report originally created for OIG by the Justice Management Division. The OIG Office of Data Analytics paired the data with additional information about BOP’s facilities and the Office of Personnel Management’s classifications for General Schedule and Federal Wage System positions. The OIG analyzed transactions covering September 30, 2018, through October 12, 2019, to include the 27 bi-weekly pay periods that fell within FY 2019. The data include all corrections or adjustments that were processed as of February 1, 2020. Employees of Federal Prison Industries, also known as UNICOR, and the National Institute of Corrections were excluded from the overtime analysis. Contract employees were also excluded from the overtime analysis.

The following table describes the NFC transaction code and transaction code prefix conditions used to identify overtime hours in the data. The transaction descriptions come from the Time & Attendance Reporting Handbook for the Department of Justice.

Transaction Code	Transaction Code Prefix	Description
17	12	Fair Labor Standards Act (FLSA) overtime travel
19	All	Overtime “over 8”, part of 40-hour workweek
21	All	Overtime “over 40”
23	All	FLSA overtime travel for Wage Grade (WG) employees
24	All	Overtime travel under Title 5
25	All	Non-WG overtime “over 40” plus General Schedule (GS) night differential
26	All	Non-WG overtime “over 8”, part of 40-hour workweek, plus GS night differential
30	All	Unscheduled call-back overtime not worked, these hours are paid at the employee’s overtime rate
32	All	Compensatory time earned
34	All	FLSA overtime pay in excess of the regular “Title 5 and “1931 Act” overtime calculations (dollars only)

Source: Time & Attendance Reporting Handbook for the Department of Justice

To generate statistics on overtime hours and costs in this report, the OIG defined an employee as a distinct combination of social security number, region, institution, occupational series code, and official title. Thus, if an employee changed positions or transferred to a different institution during FY 2019, an employee would be counted as a separate employee for each institution at which they worked. The OIG made this choice to more accurately account for overtime hours and costs for each region, institution, and position.²¹

²¹ For the individual employees’ analysis, individuals are counted as one employee regardless if they changed locations or positions. For the occupations’ analysis, if one employee held two or more different positions, the employee is counted under each position for which the employee worked overtime.

To generate statistics on the percentage of BOP employees for various charts, the OIG used a separate report that tallied the number of individuals who worked at BOP in FY 2019. The OIG generated the report using employment data from INSIGHT. The OIG used this report to normalize the data to see whether the percentage of overtime hours or costs appeared disproportionate to the relative size of the workforce.

While reviewing the data, the OIG identified some data quality issues with the NFC data. For example, an employee who underwent a personnel action involving a change in position may have had inconsistent values for the occupational series code and job title during the transition. However, this was rarely seen throughout the dataset and did not materially change the substance of the themes presented in this report.