

**U.S. Department of Justice**

**FY 2014 PERFORMANCE BUDGET  
Congressional Submission**

**United States Parole Commission**



**April 2013**

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# **I. Overview for the U.S. Parole Commission**

## **1. Introduction**

In FY 2014, the President's Budget includes a total of \$13,021,000, 85 positions (7 attorneys) and 74 FTE for the U.S. Parole Commission (USPC). This request includes adjustments to base totaling \$109,000 and no program changes.

Note that USPC is not requesting any enhancements for information technology (IT), although the request includes \$1,047,000, 7 FTE, and 7 positions for IT activities.

Electronic copies of the Department of Justice's (DOJ) Congressional Budget Justifications and Capital Asset Plan and Business Case exhibits can be viewed or downloaded from the Internet using the Internet address: <http://www.justice.gov/02organizations/bpp.htm>.

## **2. Background**

### **Mission**

The mission of the U.S. Parole Commission is to promote public safety and strive for justice and fairness in the exercise of its authority to release, revoke and supervise offenders under its jurisdiction.

### **Jurisdiction**

The U.S. Parole Commission has jurisdiction over the following types of cases:

All Federal Offenders who committed an offense before November 1, 1987;  
All District of Columbia Code Offenders;  
Uniform Code of Military Justice Offenders who are confined in a Bureau of Prisons' institution;  
Transfer Treaty cases (U.S. citizens convicted in foreign countries, who have elected to serve their sentence in this country); and,  
State Probationers and Parolees in the Federal Witness Protection Program.

In all of these cases, the Parole Commission has the responsibility for:

- making determinations regarding the initial conditions of supervision;
- managing the offender's risk in the community;
- modification of the conditions of supervision for changed circumstances;
- early discharge from supervision, issuance of a warrant or summons for violation of the conditions of supervision; and,

- revocation of release for such offenders released on parole or mandatory release supervision.

**Federal Offenders** (offenses committed before November 1, 1987): The Parole Commission has the responsibility for granting or denying parole to federal offenders who committed their offenses before November 1, 1987 and who are not otherwise ineligible for parole. Supervision in the community is provided by U.S. Probation Officers.

**District of Columbia Code Offenders:** The Parole Commission has the responsibility for granting or denying parole to D.C. Code offenders who committed their offenses before August 5, 2000, and who are not otherwise ineligible for parole. Supervision in the community is provided by Supervision Officers of the Court Services and Offender Supervision Agency (CSOSA) of the District of Columbia and U.S. Probation Officers.

**Uniform Code of Military Justice Offenders:** The Parole Commission has the responsibility for granting or denying parole to parole-eligible Uniform Code of Military Justice offenders who are serving a sentence in a Bureau of Prisons institution. Supervision in the community for military parolees is provided by U.S. Probation Officers.

**Transfer-Treaty Cases:** The Parole Commission has the responsibility for conducting hearings and setting release dates for U.S. citizens who are serving prison terms imposed by foreign countries and who, pursuant to treaty, have elected to be transferred to the United States for service of that sentence. The Parole Commission applies the federal sentencing guidelines promulgated by the U.S. Sentencing Commission in determining the time to be served in prison before release for offenders who committed their offenses after October 31, 1987. For those offenders who committed their offenses before November 1, 1987, the U.S. Parole Commission applies the parole guidelines that are used for parole-eligible federal and military offenders.

**State Probationers and Parolees in Federal Witness Protection Program:** In addition to its general responsibilities, the Parole Commission is also responsible for the revocation of release for certain state probationers and parolees who have been placed in the federal witness protection program. Supervision in the community is provided by United States Probation Officers.

### **Organizational Structure**

- **The Chairman and Commissioners** render decisions in National Appeals Board cases; create and maintain a national parole policy; grant or deny parole to all eligible federal and District of Columbia prisoners; establish conditions of release; modify parole conditions and/or revoke the parole or mandatory/supervised releases of offenders who have violated the conditions of supervision; and administer the USPC crime victim notification program.

- **The Office of Budget and Management** provides management and advisory services to the Chairman, Commissioners, management officials, and staff in the areas of human resources management, workforce development and training; budget and financial management; contracts and procurement; facilities and property management; telecommunications; security; and all matters pertaining to organization, management, and administration.
- **The Office of Case Operations** conducts parole hearings with federal and D.C. prisoners and parole revocation hearings with parole violators; and plans and schedules parole hearing dockets.
- **The Office of Case Services** monitors the progress of prisoners and parolees through pre-release and post-release; prepares and issues warrants and warrant supplements; drafts letters of reprimand; requests and analyzes preliminary interviews; and issues parole certificates.
- **The Office of Information Systems** is responsible for delivering and supporting information technology systems and services; maintaining and reporting statistical workload data; and administering the records management program.
- **The Office of the General Counsel** advises the Commissioners and staff on interpretation of the agency's enabling statutes; drafts implementing rules and regulations; and assists U.S. Attorney's Offices in defending the Commission against lawsuits brought by prisoners and parolees. The office also oversees responses to requests submitted under the Freedom of Information Act and Privacy Act.

### 3. Challenges

The Parole Commission has the authority to make decisions regarding federal (including military, Foreign Treaty and Witness Protection Program) and District of Columbia offenders who are candidates for parole consideration, parolees released from prison to the community, and District of Columbia offenders serving a term of supervised release. The Parole Commission (1) provides services and programs to facilitate inmates' successful reintegration into society, consistent with community expectations and standards; (2) supervises, revokes, and releases federal and District of Columbia offenders; (3) establishes and applies sanctions that are consistent with public safety and the appropriate punishment for crimes involving sex offenders, gangs, crimes of violence with firearms, and domestic violence; (4) establishes and implements guidelines to reduce recidivism; and (5) works collaboratively with the Court Services and Offender Supervision Agency (CSOSA), the Federal Prison System, the U.S. Marshals, the U.S. Attorneys Office (USA), the U.S. Probation Office (USPO), Public Defender Services (PDS), the D.C. Metropolitan Police Department, the D.C. Superior Court, and others to facilitate strategies that support anti-recidivism programs.

The following is a brief summary of the role USPC plays in supporting the Department of Justice's Strategic Goal 3.

#### **Strategic Goal 3: Ensure and Support the Fair, Impartial, Efficient, and Transparent Administration of Justice at the Federal, State, Local, Tribal, and International Levels**

**Strategic objective 3.3** – Provide for the safe, secure, humane, and cost-effective confinement of detainees awaiting trial and/or sentencing, and those in the custody of the federal prison system.

- Develop and implement enhanced strategies to evaluate reentry and supervision that will ensure community safety, reduce serious violent crime, and reduce recidivism.
- Establish short term intervention sanctions for administrative violators.
- Establish and implement guidelines to reduce recidivism.
- Enhance current sanctions and develop new alternatives to incarceration to reduce recidivism for low-risk, non-violent offenders, such as the Reprimand Sanction Hearings Program, Short-term Intervention for Success Pilot Program, and Mental Health Pilot Program.
- Establish conditions of release. Develop risk assessment instruments and guidelines to identify high risk offenders to require intense supervision sanctions to reduce the changes of recidivism. The Parole Commission targets those offenders involved in gang activity, sex offenses, gun-related offenses, and domestic violence.
- Issue warrants in a timely fashion to remove violent offenders from the community.
- D.C. Jail and Corrections: Develop new procedures for conducting probable cause and revocation hearings for Technical Parole Violators.
- Build a collaborative community approach to assisting victims and witnesses. Enhance decision-making through cooperation with external partners in criminal justice to ensure that the victim's input is considered prior to a decision. Develop policies and procedures to incorporate video conferencing for victim and witness input.

#### **4. Full Program Costs**

The FY 2014 budget request for USPC is \$13,021,000, 85 full time permanent positions (including 7 attorneys) and 74 workyears. USPC's budget is integrated with its own priorities as well as the Department's Strategic Goals and Objectives, and therefore each performance objective is linked with the costs of critical strategic actions.

USPC'S budget is integrated with its own priorities as well as the Department's Strategic Goals and Objectives. The total costs include the following:

- The direct costs of all outputs
- Indirect costs
- Common administrative systems

The performance and resource tables define the total costs of achieving the strategies the USPC will implement in FY 2014. The various resource and performance charts incorporate the costs of lower level strategies which also contribute to achievement of objectives, but which may not be highlighted in detail in order to provide a concise narrative. Also included are the indirect costs of continuing activities, which are central to the USPC's operations.

## 5. Performance Challenges

The challenges that impede progress towards achievement of agency goals are complex and ever changing.

**External Challenges:** There are many external challenges, outside of its control, that the USPC has to address to be successful in meeting its goals. A major task before the Parole Commission is to take immediate action on violent offenders, while reducing recidivism rates for low-risk, non-violent offenders. While the Parole Commission's workload depends heavily on the activities of its criminal justice partners, it has developed programs to reduce recidivism, reduce prison overcrowding, reduce violent crime, and promote the public's safety.

The USPC employs video conferencing in approximately 24% of the hearings it conducts. Video conferencing gives all participants in the hearing the ability to clearly see and hear the proceedings and provides significant savings to the USPC in travel costs and examiner time. Legislation will be required to authorize the USPC to make full use of available technology to conduct hearings with persons under its jurisdiction, including prisoners transferred to BOP custody under prisoner transfer treaties and parolees awaiting uncontested revocation hearings and early termination of parole hearings.

**Internal Challenges:** The USPC faces two significant internal challenges in the years ahead, one dealing with its aging workforce and the other with technology. Both challenges are intertwined and will require creative and resourceful solutions.

As is the case with most Federal agencies, the USPC's workforce is aging and, as such, employee retirements will result in the need to recruit and retain replacement workers. The Commission expects up to 20, or almost a quarter, of its employees to be eligible for retirement within the next five years. With the upcoming retirements and staff reductions, the expertise of the staff becomes a challenge. The caseload challenges are increasing, especially in the areas of mental health and sex offenses. As a result, the number of offenders with mental health and sex disorders is increasing. There continues to be greater emphasis by the courts on the growing population with mental health disorders and the USPC needs to adjust internally by defining the special skill sets needed to address this growing workload and to develop its staff so we can address this particular workload. The staff must have the expertise to evaluate these disorders and set conditions of supervision that adequately address them. This is especially challenging because of USPC's small size. Innovation and creative, more flexible, recruitment options will have to be employed to meet this challenge.

A somewhat related, and pressing second challenge is the Commission's need to expand its paperless process and take full advantage of technological innovation, especially in light of a potential "brain drain" over the next five years. In preparation for this eventuality, the Commission is pressing ahead with implementation of its Offender Management System (OMS), albeit with a more measured approach because of budget constraints. Moving to a paperless process will require sensitivity to a number of issues, including: access to case files; the need to meet statutory deadlines; the need to capture more reliable data; security concerns; working with multiple stakeholders, such as BOP, CSOSA, USPO, USA, and PDS; continuity of operation; and finally, having remote access at hearings.

## **II. No Program Changes**

## **III. Appropriations Language and Analysis of Appropriations Language**

### United States Parole Commission Salaries and Expenses

*For necessary expenses of the United States Parole Commission as authorized, \$13,021,000.*

A full-year 2013 appropriation for this account was not enacted at the time the budget was prepared; therefore, this account is operating under a continuing resolution (P.L. 112-175). The amounts included for 2013 reflect the annualized level provided by the continuing resolution.

### **Analysis of Appropriations Language**

No substantive changes proposed.



## IV. Program Activity Justification

### A. United States Parole Commission

<i>United States Parole Commission</i>	<b>Direct Pos.</b>	<b>Estimate FTE</b>	<b>Amount</b>
2012 Enacted	85	87	\$12,833,000
2013 Continuing Resolution	85	74	12,833,000
2013 Continuing Resolution 0.612% Increase			79,000
Base and Technical Adjustments			109,000
2014 Current Services	85	74	13,021,000
2014 Request	85	74	13,021,000
<b>Total Change 2012-2014</b>			188,000

<i>United States Parole Commission-Information Technology Breakout (of USPC Total)</i>	<b>Direct Pos.</b>	<b>Estimate FTE</b>	<b>Amount</b>
2012 Enacted	6	6	\$999,000
2013 Continuing Resolution	6	6	999,000
2013 Continuing Resolution 0.612% Increase			6,000
Adjustments to Base and Technical Adjustments			42,000
2014 Current Services	6	6	1,047,000
2014 Request	6	6	1,047,000
<b>Total Change 2012-2014</b>			48,000

#### 1. Program Description

The U.S. Parole Commission makes parole release decisions for eligible federal and District of Columbia (D.C.) prisoners, determines the conditions of parole or supervised release, issues warrants and revokes parole and supervised release for violation of the conditions of release. The Parole Commission contributes to the Department's priority of ensuring public safety through (1) seeking to reduce prison overcrowding through lower recidivism rates, (2) implementing new revocation guidelines, (3) taking swift and immediate action toward preventing high risk behaviors of violent offenders, and (4) expanding alternatives to incarceration for low-risk, non-violent offenders.

#### Responsibilities

- **Manage the offender's risk in the community**
- **Issue warrants for violation of supervision**
- **Determine probable cause for revocation process**
- **Make parole release decisions**
- **Authorize method of release and the condition under which release occurs**
- **Prescribe, modify and monitor compliance with the terms and conditions governing offender's behavior while on parole or mandatory or supervised release**
- **Revocation of parole, mandatory or supervised release of offenders**
- **Release from supervision those offenders who no longer pose a risk to public safety**
- **Promulgate rules, regulations, and guidelines for the exercise of its authority and the implementation of a**

**Parole Guidelines:** Parole guidelines structure incarceration and release decision-making and are built around a two-dimensional matrix that considers offense severity and offender risk. For each combination of offense severity and risk, the guidelines indicate a range of time to be served. The Parole Commission may release outside the guideline range if it determines there is good cause for doing so. Inmates are furnished a written notice stating the reason(s) for the Parole Commission's determination and a summary of the information relied upon.

**Anti-recidivism Efforts:** The Parole Commission continues to work with its criminal justice partners to increase the number of low-risk offenders referred to the Secured Residential Treatment and Residential Substance Abuse Treatment Program in the District of Columbia. An overwhelming majority of offenders violate the conditions of their release on parole or supervised release because of a non-criminal violation related to the use of drugs or failure to participate in treatment for drug use, drug testing, or drug treatment. Increasing the participation in these programs will likely improve the chances that a low-risk offender won't return to prison, thereby reducing the American taxpayer's cost to house these offenders.

In addition, the expansion of the Reprimand Sanction Hearings Program to increase the number of offenders referred to the Parole Commission for violating the administrative conditions of their release will prevent many offenders from returning to prison. The USPC also initiated a "Notice to Appear Project," increasing the use of the summons to target non-violent offenders who do not pose a danger to the community and are likely to appear. We expect the Notice to Appear Project to reduce hardship on offenders and their family by allowing them to remain in the community pending revocation proceedings as well as reduce the overall time in custody. The hope is that this effort will provide an opportunity for offenders to return to compliant behavior.

USPC has also initiated a pilot program, Short-term Intervention for Success (SIS), to provide significantly shorter terms of incarceration in order to gain the offender's cooperation as a partner for success by remaining crime free to successfully complete their term of supervision. During the SIS pilot, the Commission agreed that it would limit the prison term to no more than eight months for those approved for the pilot. Since its inception, there have been approximately 250 persons approved for the SIS pilot. The average length of the prison term for those approved for the project has been 3.5 months. The average length of the prison term for similarly situated administrative violators was about 11 months for the two year period preceding the implementation of this pilot project. The reduced prison sanctions alone have saved the government significant incarceration costs. The Commission will be compiling statistics regarding the recidivism rates of administrative violators that complete the short-term sanction versus those that served longer prison terms for similar violations prior to commencement of the project.

With the rise of the number of mentally ill persons appearing before the Parole Commission in revocation hearings, a pilot program to establish a Mental Health hearing docket was created in FY 2012 to conduct up to eight hearings a month for men and women diagnosed with mental health disorders. Of the 7,615 offenders under supervision in D.C., 21% have a mental health disorder. Studies have shown that people with mental health disorders recidivate at a higher rate than those without such disorders. The goal is to increase the treatment engagement of mentally

ill offenders to reduce their risk in the community, reduce the rate of recidivism and, thereby, reduce the cost of incarceration. USPC must address non-compliance, determine sanctions that would allow the offender to remain in the community under supervision, and work collectively with our criminal justice partners, such as CSOSA, to ensure that an agreed upon case plan would be followed.

Finally, the Parole Commission continues to develop and implement enhanced strategies to evaluate reentry and supervision that will ensure community safety, reduce serious violent crime, and reduce recidivism. As emphasized in previous budget justifications, a special focus will be placed on those offenders involved in sex offenses, domestic violence, gang affiliation, child abuse, and firearms offenses.

In FY 2011, the average cost for the Bureau of Prisons to confine an inmate was about \$29,000 annually. Based on this figure and the Parole Commission's projection that nearly 300 offenders annually can be diverted from lengthy stays in federal prisons, the American taxpayer can avoid almost \$9 million in prison costs each year by promoting alternatives to incarceration and reducing recidivism. The additional benefits increase dramatically when one considers that those returned to the community will find work and become tax-paying citizens, adding to the coffers of the U.S. Treasury.

The Parole Commission continues to support the Second Chance Act of 2007 objective to ensure the safe and successful return of prisoners to the community with the aforementioned programs. The Administration has continued to invest in new strategies and policies in accordance with the Act. The first stated purpose of the Act is: "...to break the cycle of criminal recidivism, increase public safety, and help states, local units of government, and Indian Tribes, better address the growing population of criminal offenders who return to their communities and commit new crimes..." The nation's current constrained fiscal situation demands that we try new cost-effective approaches to reducing recidivism, thereby reducing taxpayer costs while simultaneously enhancing public safety. Our core mission supports that philosophy, which continues to be an Administration priority.

In FY 2012, the Parole Commission held its first annual Re-Entry and Community Service Awards Program in recognition of the success of the re-entrant population and their considerable contributions to the community. The participants successfully returned to the community, completed supervision while rebuilding their lives, and in the process of re-connecting with their families and the community, found ways to assist others in achieving worthy goals. At the ceremony, the Chairman of the Commission noted that it is extremely important to recognize the success stories of those who effectively complete supervision and that "...too often, negative imaging and messaging prevail in the public sentiment, failing to recognize the positive impact re-entrants contribute to our communities." Those honored gave back to the community in a number of ways: by working to feed the homeless; serving the constituents of the District of Columbia through government action; and, by promoting the importance of an education to inner-city students.

2. PERFORMANCE AND RESOURCES TABLE																
Decision Unit: U.S. Parole Commission																
WORKLOAD/ RESOURCES		Target			Projected Actual			Projected			Changes			Requested (Total)		
		FY 2012			FY 2012			FY 2013			Current Services Adjustments and FY 2014 Program Change			FY 2014 Request		
Total Costs and FTE		FTE		\$0	FTE		\$000	FTE		\$000	FTE		\$000	FTE		\$000
		87		12,833	87		12,833	74		12,912			109	74	0	13,021
TYPE/ STRATEGIC OBJECTIVE	PERFORMANCE															
Program Activity	U.S. Parole Commission															
Performance Measure	Warrants		2,000			2,364			2,000			-				2,000
Performance Measure	Appeals		160			223			160			-				160
Performance Measure	Parole Hearings		2,000			2,210			2,000			-				2,000
Performance Measure	Revocation Hearings		1,200			1,758			1,500			-				1,500
Performance Measure	Supervised Release		1,500			1,651			1,500			-				1,500

<b>PERFORMANCE MEASURE TABLE - CURRENT</b>							
<b>Decision Unit: U.S. Parole Commission</b>							
		<b>FY 2010</b>	<b>FY 2011</b>	<b>FY 2012</b>		<b>FY 2013</b>	<b>FY 2014</b>
<b>Performance Report and Performance Plan Targets</b>		Actual	Actual	Target	Actual	Target	Target
<b>Performance Measure</b>	Warrants	2,352	2,494	2,000	2,364	2,000	2,000
<b>Performance Measure</b>	Appeals	165	206	160	223	160	160
<b>Performance Measure</b>	Parole Hearings	2,194	2,277	2,000	2,210	2,000	2,000
<b>Performance Measure</b>	Revocation Hearings	1,285	1,555	1,200	1,758	1,500	1,500
<b>Performance Measure</b>	Supervised Release	1,639	1,878	1,500	1,651	1,500	1,500

The following proposed measures are not available at this time; however, the Commission is in the process of developing systems that will capture the proposed measures and will begin collecting such data in FY 2013. We fully expect to be able to provide our first report highlighting outcomes by FY 2014.

<b>PERFORMANCE MEASURE TABLE - PROPOSED</b>							
<b>Decision Unit: U.S. Parole Commission</b>							
		<b>FY 2010</b>	<b>FY 2011</b>	<b>FY 2012</b>	<b>FY 2012</b>	<b>FY 2013</b>	<b>FY 2014</b>
<b>Performance Report and Performance Plan Targets</b>		Actual	Actual	Target	Actual	Target	Target
<b>Performance Measure</b>	% of all non-violent cases that were provided alternatives to incarceration. The alternatives include:	N/A	N/A	N/A	N/A	Developing Baseline	TBD
	Drug treatment	N/A	N/A	N/A	N/A	Developing Baseline	TBD
	Mental health treatment	N/A	N/A	N/A	N/A	Developing Baseline	TBD
	Reprimand Sanction Hearing Program	N/A	N/A	N/A	N/A	Developing Baseline	TBD
	Letters of Reprimand	N/A	N/A	N/A	N/A	Developing Baseline	TBD
	Notice to Appear	N/A	N/A	N/A	N/A	Developing Baseline	TBD
	Continued supervision in the community	N/A	N/A	N/A	N/A	Developing Baseline	TBD
	Adjust conditions of release in the community	N/A	N/A	N/A	N/A	Developing Baseline	TBD

<b>Outcome</b>	% of offenders provided alternatives to incarceration that do not re-offend during the first year:	N/A	N/A	N/A	N/A	Developing Baseline	TBD
	Drug treatment	N/A	N/A	N/A	N/A	Developing Baseline	TBD
	Mental health treatment	N/A	N/A	N/A	N/A	Developing Baseline	TBD
	Reprimand Sanction Hearing Program	N/A	N/A	N/A	N/A	Developing Baseline	TBD
	Letters of Reprimand	N/A	N/A	N/A	N/A	Developing Baseline	TBD
	Notice to Appear	N/A	N/A	N/A	N/A	Developing Baseline	TBD
	Continued supervision in the community	N/A	N/A	N/A	N/A	Developing Baseline	TBD
	Adjust conditions of release in the community	N/A	N/A	N/A	N/A	Developing Baseline	TBD
<b>Performance Measure</b>	% of offenders with low-level violations eligible for reduced sentences without a hearing.	N/A	N/A	N/A	N/A	Developing Baseline	TBD
<b>Outcome</b>	Increase in the percentage of offenders offered reduced sentences without a hearing.	N/A	N/A	N/A	N/A	Developing Baseline	TBD
<b>Performance Measure</b>	Number of warrants issued for arrests of violence (e.g.,	N/A	N/A	N/A	N/A	Developing Baseline	TBD

	domestic assault, possession/use of weapon, sexual assault, robbery).						
<b>Outcome</b>	Percentage of offenders held in custody due to probable cause.	N/A	N/A	N/A	N/A	Developing Baseline	TBD



### 3. Performance, Resources and Strategies

The USPC contributes to the Department's Strategic Goal 3: Ensure and Support the Fair, Impartial, Efficient, and Transparent Administration of Justice at the Federal, State, Local, Tribal, and International Levels. Within this Goal, USPC's resources specifically address one of the Department's Strategic Objectives: 3.3 – provide for the safe, secure, humane, and cost-effective confinement of detainees awaiting trial and/or sentencing, and those in the custody of the federal prison system.

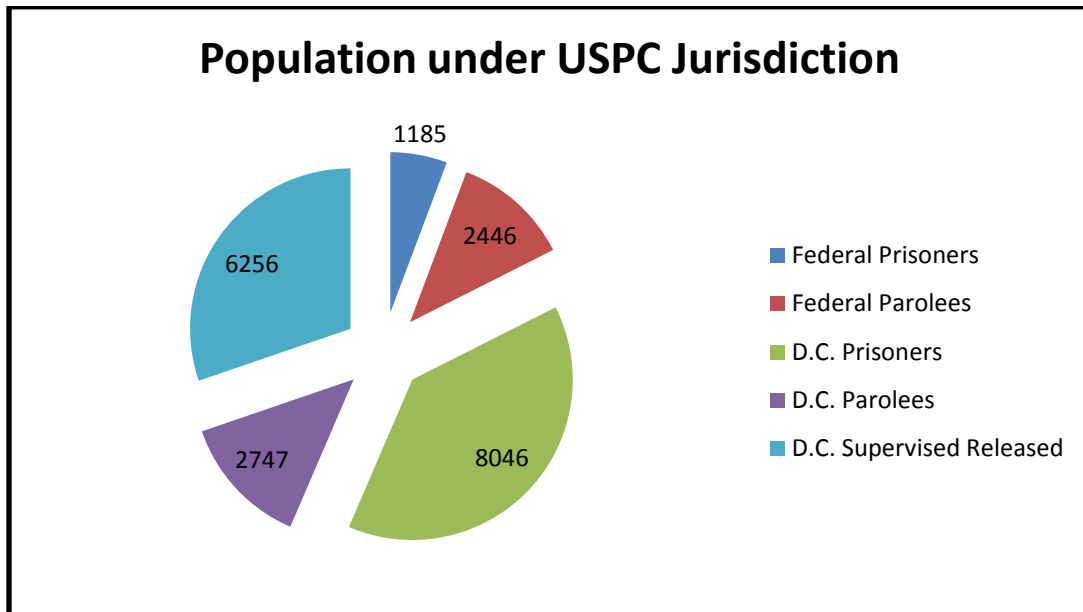
The USPC has developed programs to reduce recidivism, reduce prison overcrowding, reduce violent crime, and promote the public's safety. It complements the Department's efforts to reduce rates of recidivism among Federal and District of Columbia (D.C.) offenders and supports Departmental priorities, including:

- Reducing prison overcrowding
  - Reduce escalating and crippling costs for the federal and D.C. governments to house low risk, non-violent offenders for administrative violations.
- Lowering recidivism rates
  - Greater emphasis on reentry strategies, such as the substance abuse programs, Mental Health Pilot Program, Short-term Intervention for Success Pilot Program, and the Reprimand Sanction Hearing Program.
  - Measuring the effectiveness of the conditions imposed on offenders in the community
  - Establish graduated sanctions that permit the Parole Commission to address non-compliant behavior without returning the offender to prison
- Promoting alternatives to incarceration
  - Identifying and implementing programs to assist offenders in maintaining success under supervision
  - Developing and implementing a program to send offenders to treatment programs
  - Establish graduated sanctions that permit the Parole Commission to address non-compliant behavior without returning the offender to prison
- Reducing violent crime, especially crime perpetuated with guns or by gangs
  - Significantly reduce delays in the issuance of warrants needed to apprehend violent offenders
  - Sharing information and collaborating with other federal, state, and local law enforcement partners

#### a. Changes in Population and Workload

In FY 2011, the Parole Commission's total prisoner and parolee population, federal and D.C., including D.C. supervised releases, was approximately 20,680. The D.C. population under the Parole Commission's jurisdiction was 17,049, including 8,046 prisoners and 9,003 parolees and supervised releases. The remaining 3,631 individuals consist of federal offenders (including federal prisoners, parolees, transfer treaty, and military justice offenders) and state probationers and parolees in the Federal Witness Protection Program.

The following chart describes the FY 2011 population under USPC’s jurisdiction, as highlighted in the April 2012 Parole Commission Report to Congress required by the United States Parole Commission Extension Act of 2011, Pub. L. 112-44:



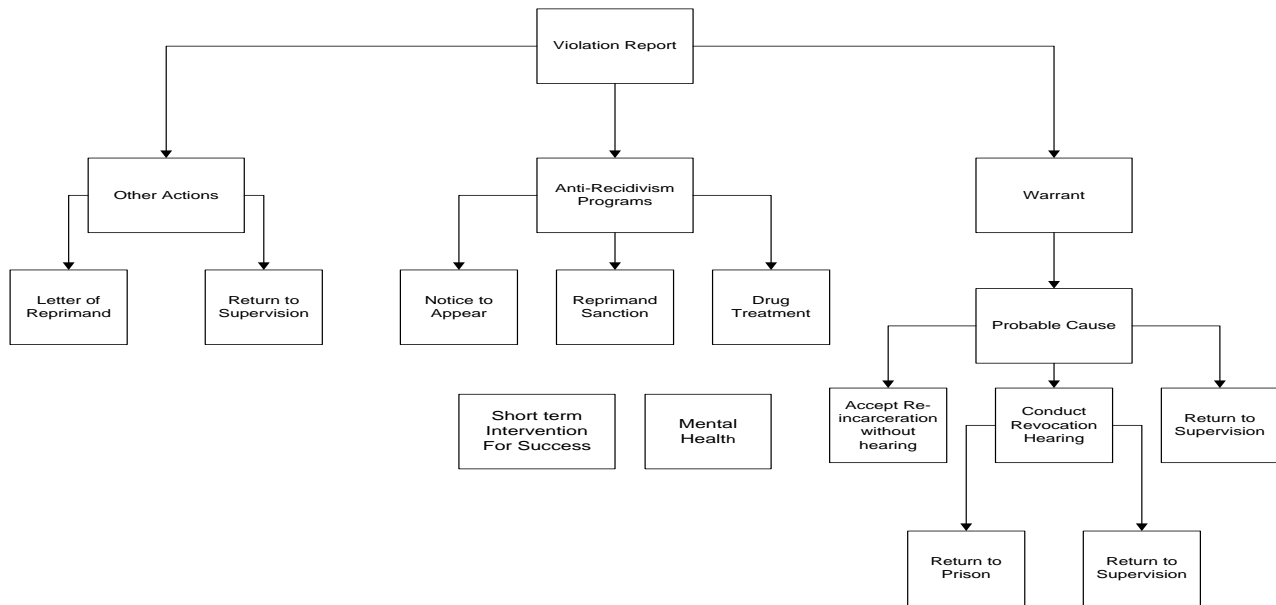
Much of the D.C. caseload is driven by the management and evaluation of the progress of offenders in the community; the tracking of those at risk; the imposition of additional sanctions or conditions to ensure public safety; and finally, requests for warrants as a result of violations of the terms and conditions of parole. When a warrant is issued, a request for a preliminary interview follows, and a hearing follows.

Local revocation hearings are held at facilities in the locality where a parolee has been arrested, and they require much more work because the hearings are adversarial. An offender may contest the charges and is entitled to representation by an attorney, along with the ability to call witnesses. Additionally, these hearings are more costly to the Parole Commission, because they often involve travel to a remote location, where the examiner is only able to handle a particular case. In an institutional hearing, the parolee has admitted to the charges or been convicted of new criminal activity, and the issues to be heard involve the degree of responsibility and the length of additional incarceration. Institutional hearings are less costly, because the examiner can handle several cases during one docket. The Parole Commission has determined that local revocations are about 2-3 times as labor intensive as institutional hearings.

**b. Performance Plan and Strategies to Accomplish Outcomes**

The USPC continues to collaborate with CSOSA to develop new performance measures that will identify the effectiveness of the Parole Commission’s strategy to reduce recidivism.

In its effort to reduce recidivism, the Parole Commission has developed graduated sanctions to address non-compliant behavior thereby reducing the number of low-risk, non-violent offenders returning to prison. The flow chart below displays the process the Parole Commission follows after it receives a violation report and determines the best approach for a particular offender:



One major goal of the Parole Commission is to issue warrants for those that willfully violate the conditions of their release and for those with the most egregious behavior, typically tied to violence, child abuse, sex offenses, etc. This approach will keep our communities safe while also returning the more productive, low-risk offenders back to the community in a timely and cost efficient manner. The long-term goals and outcomes USPC plans to track includes:

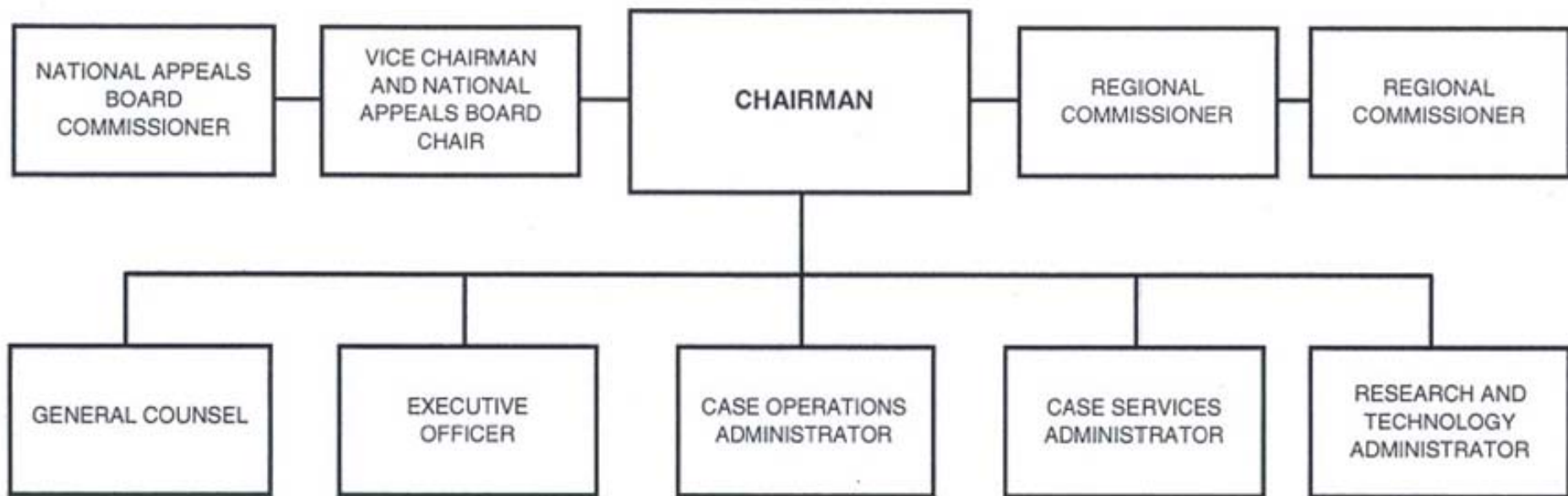
- the percentage of low-risk, non-violent cases that are provided drug treatment, quick hits, and warnings instead of incarceration,
- the percentage of offenders with low-level violations offered reduced sentences without a hearing, and
- the percentage of warrants approved and issued for offenders violating their conditions of release while under USPC supervision in the community.

For low-risk non-violent offenders, the USPC is pursuing a strategy focused on increasing the number of low-risk offenders returned to supervision rather than being subjected to a probable

cause hearing, which would likely result in a revocation of parole and a return to prison. The key programs in reducing the rate of recidivism include:

- the use of a notice ordering the appearance of an offender under supervision in the community to appear at a revocation hearing,
- the use of reprimand sanctions hearings to confront an offender to address non-compliant behavior and to make a commitment to make positive behavioral changes, thus complying with the conditions of release,
- the use of drug treatment centers to address an offender’s drug abuse problem thereby reducing the chance of returning to prison, and
- the use of mental health pilot program to address non-compliant behavior, determine sanctions and develop a case plan that allows the offender to remain in the community.

# UNITED STATES PAROLE COMMISSION



Approved by:

ERIC H. HOLDER, JR.  
Attorney General

Date: Dec. 21, 2010

**B. Summary of Requirements**

**Summary of Requirements**  
 United States Parole Commission  
 Salaries and Expenses  
 (Dollars in Thousands)

	FY 2014 Request		
	Direct Pos.	Estimate FTE	Amount
<b>2012 Enacted</b>	<b>85</b>	<b>74</b>	<b>12,833</b>
<b>Total 2012 Enacted (with Balance Rescission)</b>	<b>85</b>	<b>74</b>	<b>12,833</b>
<b>2013 Continuing Resolution</b>			
2013 CR 0.612% Increase			79
<b>Total 2013 Continuing Resolution (with Balance Rescission and Supplemental)</b>	<b>85</b>	<b>74</b>	<b>12,912</b>
<b>Technical Adjustments</b>			
Adjustment - 2013 CR 0.612%			-79
<b>Total Technical Adjustments</b>	<b>0</b>	<b>0</b>	<b>-79</b>
<b>Base Adjustments</b>			
Transfers:			
JCON and JCON S/TS	0	0	38
Pay and Benefits	0	0	120
Domestic Rent and Facilities	0	0	30
<b>Total Base Adjustments</b>	<b>0</b>	<b>0</b>	<b>188</b>
<b>Total Technical and Base Adjustments</b>	<b>0</b>	<b>0</b>	<b>109</b>
<b>2014 Current Services</b>	<b>85</b>	<b>74</b>	<b>13,021</b>
<b>2014 Total Request</b>	<b>85</b>	<b>74</b>	<b>13,021</b>
<b>2014 Total Request (with Balance Rescission)</b>	<b>85</b>	<b>74</b>	<b>13,021</b>
2012 - 2014 Total Change	0	0	188

Note: The FTE for FY 2012 is actual and for FY 2013 and FY 2014 are estimates.

**B. Summary of Requirements**

**Summary of Requirements**

United States Parole Commission

Salaries and Expenses

(Dollars in Thousands)

Program Activity	2012 Appropriation Enacted			2013 Continuing Resolution *			2014 Technical and Base Adjustments			2014 Current Services		
	Direct Pos.	Actual FTE	Amount	Direct Pos.	Est. FTE	Amount	Direct Pos.	Est. FTE	Amount	Direct Pos.	Est. FTE	Amount
U. S. Parole Commission	85	74	12,833	85	74	12,912	0	0	109	85	74	13,021
<b>Total Direct</b>	<b>85</b>	<b>74</b>	<b>12,833</b>	<b>85</b>	<b>74</b>	<b>12,912</b>	<b>0</b>	<b>0</b>	<b>109</b>	<b>85</b>	<b>74</b>	<b>13,021</b>
Total Direct with Rescission			12,833			12,912			109			13,021
Reimbursable FTE		0			0			0			0	
Total Direct and Reimb. FTE		74			74			0			74	
Other FTE:												
LEAP		0			0			0			0	
Overtime		0			0			0			0	
Grand Total, FTE		74			74			0			74	

Program Activity	2014 Increases			2014 Offsets			2014 Request		
	Direct Pos.	Est. FTE	Amount	Direct Pos.	Est. FTE	Amount	Direct Pos.	Est. FTE	Amount
U. S. Parole Commission	0	0	0	0	0	0	85	74	13,021
<b>Total Direct</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>85</b>	<b>74</b>	<b>13,021</b>
Total Direct with Rescission			0			0			13,021
Reimbursable FTE		0			0			0	
Total Direct and Reimb. FTE		0			0			74	
Other FTE:									
LEAP		0			0			0	
Overtime		0			0			0	
Grand Total, FTE		0			0			74	

\*The 2013 Continuing Resolution includes the 0.612% funding provided by the Continuing Appropriations Resolution, 2013 (P.L. 112-175, Section 101(c)).

D. Resources by DOJ Strategic Goal and Strategic Objective

**Resources by Department of Justice Strategic Goal/Objective**  
 United States Parole Commission  
 Salaries and Expenses  
 (Dollars in Thousands)

Strategic Goal and Strategic Objective	2012 Appropriation Enacted		2013 Continuing Resolution *		2014 Current Services		2014 Increases		2014 Offsets		2014 Total Request	
	Direct/ Reimb FTE	Direct Amount	Direct/ Reimb FTE	Direct Amount	Direct/ Reimb FTE	Direct Amount	Direct/ Reimb FTE	Direct Amount	Direct/ Reimb FTE	Direct Amount	Direct/ Reimb FTE	Direct Amount
<b>Goal 1 Prevent Terrorism and Promote the Nation's Security Consistent with the Rule of Law</b>												
1.1 Prevent, disrupt, and defeat terrorist operations before they occur.	0	0	0	0	0	0	0	0	0	0	0	0
1.2 Prosecute those involved in terrorist acts.	0	0	0	0	0	0	0	0	0	0	0	0
1.3 Combat espionage against the United States.	0	0	0	0	0	0	0	0	0	0	0	0
<b>Subtotal, Goal 1</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>
<b>Goal 2 Prevent Crime, Protect the Rights of the American People, and enforce Federal Law</b>												
2.1 Combat the threat, incidence, and prevalence of violent crime.	0	0	0	0	0	0	0	0	0	0	0	0
2.2 Prevent and intervene in crimes against vulnerable of violent crime	0	0	0	0	0	0	0	0	0	0	0	0
2.3 Combat the threat, trafficking, and use of illegal drugs and the diver	0	0	0	0	0	0	0	0	0	0	0	0
2.4 Combat corruption, economic crimes, and international organized crime.	0	0	0	0	0	0	0	0	0	0	0	0
2.5 Promote and protect Americans' civil rights.	0	0	0	0	0	0	0	0	0	0	0	0
2.6 Protect the federal fisc and defend the interests of the United State	0	0	0	0	0	0	0	0	0	0	0	0
<b>Subtotal, Goal 2</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>
<b>Goal 3 Ensure and Support the Fair, Impartial, Efficient, and Transparent Administration of Justice at the Federal, State, Local, Tribal and International Levels.</b>												
3.1 Promote and Strengthen relationship and strategies for the administration of justice with state, local, tribal and international law enforcement.	0	0	0	0	0	0	0	0	0	0	0	0
3.2 Protect judges, witnesses, and other participants in federal proceedings; apprehend fugitives; and ensure the appearance of criminal defendants for judicial proceedings or confinement.	0	0	0	0	0	0	0	0	0	0	0	0
3.3 Provide for the safe, secure, humane, and cost-effective confinement of detainees awaiting trial and/or sentencing, and those of the custody of the Federal Prison System.	74	12,833	74	12,912	74	13,021	0	0	0	0	74	13,021
3.4 Adjudicate all immigration cases promptly and impartially in accordance with due process.	0	0	0	0	0	0	0	0	0	0	0	0
<b>Subtotal, Goal 3</b>	<b>74</b>	<b>12,833</b>	<b>74</b>	<b>12,912</b>	<b>74</b>	<b>13,021</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>74</b>	<b>13,021</b>
<b>TOTAL</b>	<b>74</b>	<b>12,833</b>	<b>74</b>	<b>12,912</b>	<b>74</b>	<b>13,021</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>74</b>	<b>13,021</b>

**Note:** Excludes Balance Rescission and/or Supplemental Appropriations.

\*The 2013 Continuing Resolution includes the 0.612% funding provided by the Continuing Appropriations Resolution, 2013 (P.L. 112-175, Section 101 (c)).



E. Justification for Technical and Base Adjustments

Justifications for Technical and Base Adjustments

United States Parole Commission

Salaries and Expenses

(Dollars in Thousands)

	Direct Pos.	Estimate FTE	Amount
<b>Technical Adjustments</b>			
1 <u>Adjustment - 2013 CR 0.612%:</u> PL 112-175 section 101 (c) provided 0.612% across the board increase above the current rate for the 2013 CR funding level. This adjustment reverses this increase.	0	0	-79
<b>Subtotal, Technical Adjustments</b>	<b>0</b>	<b>0</b>	<b>-79</b>
<b>Transfers</b>			
1 <u>JCON and JCON S/TS:</u> A transfer of \$38 thousand is included in support of the Department's Justice Consolidated Office Network (JCON) and JCON S/TS programs which will be moved to the Working Capital Fund and provided as a billable service in FY 2014.	0	0	38
<b>Subtotal, Transfers</b>	<b>0</b>	<b>0</b>	<b>38</b>
<b>Pay and Benefits</b>			
1 <u>2014 Pay Raise:</u> This request provides for a proposed 1 percent pay raise to be effective in January of 2014. The amount requested, \$73,000, represents the pay amounts for 3/4 of the fiscal year plus appropriate benefits (\$51,000 for pay and \$22,000 for benefits.)			73
2 <u>Annualization of 2013 Pay Raise:</u> This pay annualization represents first quarter amounts (October through December) of the 2013 pay increase of 0.5% included in the 2013 President's Budget. The amount requested \$12,000, represents the pay amounts for 1/4 of the fiscal year plus appropriate benefits (\$ 8,400 for pay and \$3,600 for benefits).			12
3 <u>Health Insurance:</u> Effective January 2014, the component's contribution to Federal employees' health insurance increases by 6.3 percent. Applied against the 2013 estimate of \$417,000, the additional amount required is \$26,000.			26
4 <u>Retirement:</u> Agency retirement contributions increase as employees under CSRS retire and are replaced by FERS employees. Based on U.S. Department of Justice Agency estimates, we project that the DOJ workforce will convert from CSRS to FERS at a rate of 1.3 percent per year. The requested increase of \$9,000 is necessary to meet our increased retirement obligations as a result of this conversion.			9
<b>Subtotal, Pay and Benefits</b>	<b>0</b>	<b>0</b>	<b>120</b>
<b>Domestic Rent and Facilities</b>			
1 <u>General Services Administration (GSA) Rent:</u> GSA will continue to charge rental rates that approximate those charged to commercial tenants for equivalent space and related services. The requested increase of \$26,000 is required to meet our commitment to GSA. The costs associated with GSA rent were derived through the use of an automated system, which uses the latest inventory data, including rate increases to be effective FY 2014 for each building currently occupied by Department of Justice components, as well as the costs of new space to be occupied. GSA provides data on the rate increases.			26
2 <u>Guard Services:</u> This includes Department of Homeland Security (DHS) Federal Protective Service charges, Justice Protective Service charges and other security services across the country. The requested increase of \$4,000 is required to meet these commitments.			4
<b>Subtotal, Domestic Rent and Facilities</b>	<b>0</b>	<b>0</b>	<b>30</b>
<b>TOTAL DIRECT TECHNICAL and BASE ADJUSTMENTS</b>	<b>0</b>	<b>0</b>	<b>109</b>

F. Crosswalk of 2012 Availability

**Crosswalk of 2012 Availability**

United States Parole Commission  
Salaries and Expenses  
(Dollars in Thousands)

Program Activity	2012 Appropriation Enacted w/o Balance Rescission			Balance Rescission			Reprogramming/Transfers			Carryover	Recoveries/ Refunds	2012 Actual		
	Direct Pos.	Actual FTE	Amount	Direct Pos.	Actual FTE	Amount	Direct Pos.	Actual FTE	Amount	Amount	Amount	Direct Pos.	Actual FTE	Amount
U.S. Parole Commission	85	74	12,833	0	0	0	0	0	0	0	0	85	74	12,833
Grand Total, FTE		74			0			0					74	

G. Crosswalk of 2013 Availability

**Crosswalk of 2013 Availability**  
 United States Parole Commission  
 Salaries and Expenses  
 (Dollars in Thousands)

Program Activity	FY 2013 Continuing Resolution			Supplemental Appropriation Amount	Reprogramming/Transfers			Carryover Amount	Recoveries/ Refunds Amount	2013 Availability		
	Direct Pos.	Estim. FTE	Amount		Direct Pos.	Estim. FTE	Amount			Direct Pos.	Estim. FTE	Amount
U.S. Parole Commission	85	74	12,912	0	0	0	0	0	0	85	74	12,912
<b>Total Direct</b>	<b>85</b>	<b>74</b>	<b>12,912</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>85</b>	<b>74</b>	<b>12,912</b>
Total Direct with Rescission			12,912									12,912
Grand Total, FTE		74				0		0			74	

\*The 2013 Continuing Resolution includes the 0.612% funding provided by the Continuing Appropriations Resolution, 2013 (P.L. 112-175, Section 101 c)

H. Summary of Reimbursable Resources

**Summary of Reimbursable Resources**

United States Parole Commission

Salaries and Expenses

(Dollars in Thousands)

Collections by Source	2012 Actual			2013 Planned			2014 Request			Increase/Decrease		
	Reimb. Pos.	Reimb. FTE	Amount	Reimb. Pos.	Reimb. FTE	Amount	Reimb. Pos.	Reimb. FTE	Amount	Reimb. Pos.	Reimb. FTE	Amount
Office for Victims of Crime	0	0	68	0	0	68	0	0	0	0	0	-68
<b>Budgetary Resources</b>	<b>0</b>	<b>0</b>	<b>68</b>	<b>0</b>	<b>0</b>	<b>68</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>-68</b>

Obligations by Program Activity	2012 Actual			2013 Planned			2014 Request			Increase/Decrease		
	Reimb. Pos.	Reimb. FTE	Amount	Reimb. Pos.	Reimb. FTE	Amount	Reimb. Pos.	Reimb. FTE	Amount	Reimb. Pos.	Reimb. FTE	Amount
U. S. Parole Commission	0	0	68	0	0	68	0	0	0	0	0	-68
<b>Budgetary Resources</b>	<b>0</b>	<b>0</b>	<b>68</b>	<b>0</b>	<b>0</b>	<b>68</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>-68</b>

I. Detail of Permanent Positions by Category

**Detail of Permanent Positions by Category**

United States Parole Commission

Salaries and Expenses

(Dollars in Thousands)

Category	2012 Appropriation Enacted		2013 Continuing Resolution		2014 Request				
	Direct Pos.	Reimb. Pos.	Direct Pos.	Reimb. Pos.	ATBs	Program Increases	Program Offsets	Total Direct Pos.	Total Reimb. Pos.
Commissioners (185)	5	0	5	0	0	0	0	5	0
Clerical and Office Services (300-399)	34	0	34	0	0	0	0	34	0
Accounting and Budget (500-599)	2	0	2	0	0	0	0	2	0
Attorneys (905)	7	0	7	0	0	0	0	7	0
Case Analysts (101)	18	0	18	0	0	0	0	18	0
Hearing Examiners (101)	12	0	12	0	0	0	0	12	0
Information Technology Mgmt (2210)	7	0	7	0	0	0	0	7	0
<b>Total</b>	<b>85</b>	<b>0</b>	<b>85</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>85</b>	<b>0</b>
Headquarters (Washington, D.C.)	85	0	85	0	0	0	0	85	0
U.S. Field	0	0	0	0	0	0	0	0	0
Foreign Field	0	0	0	0	0	0	0	0	0
<b>Total</b>	<b>85</b>	<b>0</b>	<b>85</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>85</b>	<b>0</b>

**K. Summary of Requirements by Grade**

**Summary of Requirements by Grade**

United States Parole Commission

Salaries and Expenses

(Dollars in Thousands)

Grades and Salary Ranges				2012 Enacted		2013 Continuing Resolution		2014 Request		Increase/Decrease	
				Direct Pos.	Amount	Direct Pos.	Amount	Direct Pos.	Amount	Direct Pos.	Amount
EX	\$	145,700	- 199,700	5	0	5	0	5	0	0	0
GS-15	\$	123,758	- 155,500	6	0	6	0	6	0	0	0
GS-14	\$	105,211	- 136,771	14	0	14	0	14	0	0	0
GS-13	\$	89,033	- 115,742	9	0	9	0	9	0	0	0
GS-12	\$	74,872	- 97,333	10	0	10	0	10	0	0	0
GS-11	\$	62,467	- 81,204	6	0	6	0	6	0	0	0
GS-10	\$	56,857	- 73,917	1	0	1	0	1	0	0	0
GS-9	\$	51,630	- 67,114	9	0	9	0	9	0	0	0
GS-8	\$	46,745	- 60,765	4	0	4	0	4	0	0	0
GS-7	\$	42,209	- 54,875	9	0	9	0	9	0	0	0
GS-6	\$	37,983	- 49,375	9	0	9	0	9	0	0	0
GS-5	\$	37,075	- 44,293	3	0	3	0	3	0	0	0
<b>Total, Appropriated Positions</b>				<b>85</b>	<b>0</b>	<b>85</b>	<b>0</b>	<b>85</b>	<b>0</b>	<b>0</b>	<b>0</b>
<b>Average EX Salary</b>					<b>149,627</b>		<b>157,108</b>		<b>157,108</b>		
<b>Average GS Salary</b>					<b>80,364</b>		<b>84,382</b>		<b>85,226</b>		
<b>Average GS Grade</b>					<b>12</b>		<b>12</b>		<b>12</b>		

L. Summary of Requirements by Object Class

Summary of Requirements by Object Class

United States Parole Commission

Salaries and Expenses

(Dollars in Thousands)

Object Class	2012 Actual		2013 Availability *		2014 Request		Increase/Decrease	
	Direct FTE	Amount	Direct FTE	Amount	Direct FTE	Amount	Direct FTE	Amount
11.1 Full-Time Permanent	70	6,108	70	6,828	70	6,938	0	110
11.3 Other than Full-Time Permanent	4	639	4	358	4	364	0	6
11.5 Other Personnel Compensation	0	116	0	31	0	0	0	-31
<i>Overtime</i>	0	31	0	31	0	0	0	-31
<i>Other Compensation</i>	0	85	0	0	0	0	0	0
11.8 Special Personal Services Payments	0	0	0	0	0	0	0	0
<b>Total</b>	<b>74</b>	<b>6,863</b>	<b>74</b>	<b>7,217</b>	<b>74</b>	<b>7,302</b>	<b>0</b>	<b>85</b>
<b>Other Object Classes</b>								
12.0 Personnel Benefits		2,099		2,281		2,316		35
21.0 Travel and Transportation of Persons		160		163		145		-18
22.0 Transportation of Things		24		47		43		-4
23.1 Rental Payments to GSA		753		2,007		2,033		26
23.2 Rental Payments to Others		96		60		99		39
23.3 Communications, Utilities, and Miscellaneous Charges		119		98		98		0
24.0 Printing and Reproduction		2		2		2		0
25.0 Other Services		2,513		967		913		-54
26.0 Supplies and Materials		53		25		25		0
31.0 Equipment		125		45		45		0
<b>Total Obligations</b>		<b>12,807</b>		<b>12,912</b>		<b>13,021</b>		<b>109</b>
Subtract - Unobligated Balance, Start-of-Year		0		0		0		0
Subtract - Transfers/Reprogramming		0		0		0		0
Subtract - Recoveries/Refunds		0		0		0		0
Add - Unobligated End-of-Year, Available		26		0		0		0
Add - Unobligated End-of-Year, Expiring		0		0		0		0
<b>Total Direct Requirements</b>	<b>0</b>	<b>12,833</b>	<b>0</b>	<b>12,912</b>	<b>0</b>	<b>13,021</b>	<b>0</b>	<b>109</b>
Reimbursable FTE								
Full-Time Permanent	0		0		0		0	
23.1 Rental Payments to GSA (Reimbursable)		0		0		0		0
25.3 Other Goods and Services from Federal Sources - DHS Security (Reimbursable)		0		0		0		0

\*The 2013 Availability includes the 0.612% funding provided by the Continuing Appropriations Resolution, 2013 (P.L. 112-175, Section 101 (c)).