

**U.S. DEPARTMENT OF JUSTICE  
Federal Bureau of Prisons**



**PROGRAM STATEMENT  
Physical Capacity for Bureau Facilities**

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| Approved by | <i>William K. Marshall III</i><br>William K. Marshall III<br>Director, Federal Bureau of Prisons |
| DPI         | ITDD   |
| Number      | 1060.13  |
| Date        | March 19, 2026   |

**Summary of Changes**

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| <i>Program Statement Rescinded:</i> <ul style="list-style-type: none"><li>1060.12 Physical Capacity for Bureau Facilities (6/12/2025)</li></ul>  |
| <i>Changes:</i> <ul style="list-style-type: none"><li>Updates the BP-A1140, Physical Capacity Computation form.</li><li>Updates guidelines for determining permanent and temporary housing.</li><li>Updates the Optimal Capacity definition.</li></ul> |

**1. PURPOSE AND SCOPE**

To establish procedures for determining and reporting each institution’s Physical, Optimal, and Total Capacity.

Determination of available housing for inmates is an essential management information requirement. Bureau of Prisons (Bureau) capacity planning requires accurate and timely reporting of current institutions’ Physical and Optimal Capacity.

This information’s reliability is critical to:

- Bureau budget justifications for capital resources and the budget analyses performed by the Department of Justice budget staff, Office of Management and Budget, and Congress.
- Accurate tracking of Physical Capacity, which is the baseline for the statistical measurement of prison crowding, is essential to managing the Bureau’s inmate population, security levels, health care needs, and staffing.
- Provide the Bureau with the information necessary to distribute the inmate population throughout the system reasonably and equitably.

a. **Program Objectives.**

- The Bureau's inmate population will be managed and distributed on an equitable and rational basis in accord with available bedspace, security considerations, and institution needs.
- Facility design and development plans will ensure sufficient capacity is available at each security level.
- Bureau capacity planning will be based on timely and accurate information received from all appropriate sources, including institutions.

b. **Institution Supplement.** None.

2. **DEFINITIONS**

- **Capacity Planning Team** is comprised of employees who provide support service to the Population Management and Capacity Planning Committee (PMCPCC).
- **Population Management and Capacity Planning Committee (PMCPCC)** is comprised of members of Executive Staff. It streamlines communication to and from the full body of the Executive Staff on population management and capacity planning issues and actions.
- **Facility (FACL)** includes all separate, unique missions (DFCLs) within an institution.
- **Designation Facility (DFCL)** refers to the separate, unique missions (e.g., General Population, Secure Mental Health, Satellite Camp, Jail, Reintegration Unit, etc.) within a single institution.
- **Physical Capacity** is the maximum number of permanent inmate beds in a DFCL less hospital/infirmarium, Administrative Detention (AD), and Disciplinary Segregation (DS). Medical bedspace at the Medical Referral Centers is included in the Physical Capacity number. Physical Capacity is the objective measurement of inmate housing space without regard to items such as institution age or location but rather is directly related to the number of cells, rooms, cubicles, and multi-occupancy spaces and their associated square footage available for inmate housing. Temporary beds are not included in Physical Capacity.
- **Total DFCL Capacity** is a DFCL's Physical Capacity plus the capacity of housing used for medical and special housing purposes. This housing includes AD and DS.
- **Total Institution Capacity** is the number of beds in an institution. It is calculated by adding the Total DFCL Capacity within an institution.
- **Optimal Capacity** is a DFCL's Physical Capacity reduced by factors such as the DFCL's security level and care level. Optimal Capacity is based on the premise that institutions operate better when not at 100% capacity, particularly in the case of institutions with high security levels and/or high care levels. Optimal Capacity is considered an ideal state and is generally 80-95% of a DFCL's Physical Capacity, with some exceptions. Optimal Capacity is entered into Bureau's inmate information system and updated by the Capacity Planning Team. Bureau inmate information system codes can be found on the Office of Research, Evaluation, Data, and Analytics' intranet page.

- **Double Occupancy** means a room or cell to be occupied by two inmates and is less than 120 square feet and equal or greater than 55 square feet. Bureau Physical Capacity is ordinarily based on double occupancy unless there is a programmatic and/or security reason for single occupancy.
- **Single Occupancy** means a room or cell that is to be occupied by one inmate and is less than 120 square feet and ordinarily equal or greater than 50 square feet. Any use of single cells must be documented on the BP-A1140, Physical Capacity Computation form.
- **Cubicle housing** is the partitioning of a dormitory housing area into spaces of less than 120 square feet and equal to or greater than 45 square feet. Partitions are typically constructed using concrete block, but other approved permanent materials may be used. Permanent material does not include fixed furniture used to construct the appearance of a cubicle. Per Bureau Guidelines, the standard cubicle walls shall be 5'-4" high and shall be constructed with CMU blocks (concrete masonry units).
- **Multiple Occupancy housing** means a room, cell, or area of 120 square feet or more that is partitioned. The most common form of this kind of housing is an "open dormitory."
- **Permanent housing** means any designed inmate housing areas, buildings, or units which a Regional Director has proposed, the Population Management and Capacity Planning Committee (PMCCPC) has recommended, and the Director has approved for permanent inmate housing.
- **Temporary housing** means the temporary use of TV rooms, mezzanines, gyms, etc., as inmate housing to accommodate population increases or emergency situations.
- **Administrative housing** means housing which supports the mission but is not available for direct admission. Examples of administrative housing include, but are not limited to, the Special Housing Unit, an infirmary, Receiving and Discharge (R&D), and holding cells.
- **Special Housing Unit (SHU)** quarter assignments are based on the inmate's status. Each SHU bed will have two assignments: Administrative Detention (AD) and Disciplinary Segregation (DS). This duality is represented in Bureau's inmate information system to allow for identification of inmates in AD or DS status without overrepresenting the total number of SHU beds. For more information see Program Statement **Special Housing Units**.

### 3. GUIDELINES FOR DETERMINING PERMANENT AND TEMPORARY HOUSING

The following are examples of permanent and temporary housing:

#### Temporary Housing

a. Temporary housing will not be included in the count of an institution's Physical Capacity. Some examples of temporary housing are listed below:

- In the event of institution overcrowding or an emergency (e.g., natural disaster), cots may be placed in ancillary non-housing areas, such as TV rooms. Since the ancillary areas

(gym, TV rooms, etc.) are only temporarily converted to living areas to accommodate the population increase, the use of additional cots in these areas will be reported as temporary housing.

- When a facility is under construction and trailers are placed on-site to house minimum security inmates, the trailers will be reported as temporary housing.
- When conditions require the housing of additional inmates in cells designated to accommodate two inmates.
- A SHU is not considered permanent housing. When placed in SHU, inmates receive a quarter assignment. Inmates maintain their housing unit team assignments. Therefore, an institution's Physical Capacity does not change based on an inmate's placement in SHU. Bureau inmate information system codes can be found on the Office of Research, Evaluation, Data, and Analytics' intranet page.

## Permanent Housing

b. All permanent housing will be included in the institution's Physical Capacity. Some examples of permanent housing are listed below:

- A UNICOR factory is moved to another institution and UNICOR has approved the region's use of space request to convert the factory building to an inmate housing unit for general population inmates. The institution would gain additional permanent housing; their Physical Capacity count would increase.
- A cell range in a detention center is converted from segregation cells to holdover cells. This institution would gain additional permanent housing; their Physical Capacity count would increase.
- A general housing unit is converted to a drug treatment unit, and two inmate cells are converted to offices. This institution would lose permanent housing; their Physical Capacity count would decrease.

## 4. PHYSICAL CAPACITY COMPUTATION

- **Square Footage Measurement.** The square footage measurement for cells and rooms is determined by measuring the space from interior wall to interior wall and including the space occupied by beds, desks, and plumbing fixtures (toilets and sinks, excluding showers). Space occupied by constructed or permanently affixed items that obstruct the floor space (e.g., closets, concrete slabs, etc.) are excluded from the square footage measurement.

The square footage measurement for cubicles is determined by measuring the space from interior wall to interior wall including the space occupied by beds and desks but excluding hallways and walkways.

The square footage measurement for multiple occupancy housing areas is determined by measuring the entire open dorm or living area and includes hallways and walkways.

The calculated square footage measurement for the space is rounded to the nearest whole number (rounded down if the remainder is .1 to .4; rounded up if it is .5 to .9). For example, 65.2 square feet would round down to 65; 65.7 square feet would round up to 66.

Note: Standard furniture in a cell, room or cubicle includes a shared desk, a double bunk and two lockers for typical double occupancy. If denoted as single occupancy, the room will include a desk, a single bunk, and one locker.

- **Total DFCL Capacity.** Total DFCL Capacity is the Physical Capacity of Special Housing (Section 1 on the BP-A1140) plus Permanent Housing (Section 2 on the BP-A1140). The Sentry Reporting Unit on the BP-A1140 will denote the unique mission being documented. Examples include General Population, Residential Drug Abuse Program (RDAP), Satellite Camp, Jail, Mental Health, etc.

In some specialized self-contained DFCLs, AD/DS housing is located within the same housing unit. In these cases, institutions will ensure the administrative cells are counted separately from general housing.

- **DFCL Physical Capacity.** The computation of Physical Capacity for each DFCL is the Total Capacity less hospital/infirmary and detention/segregation space.

The Physical Capacity for cells, rooms, and cubicles is ordinarily based on double occupancy, unless there is a programmatic and/or security reason for single occupancy. All single occupancy housing types must be specifically documented within the housing type column on the BP-A1140. In the absence of a single occupancy note, all will be assumed double occupancy.

For multiple occupancy housing, the Physical Capacity is ordinarily based on the total square footage of the room divided by 60 square feet and then rounded to the nearest whole number. If the total number of beds is an odd number, then consistent with double occupancy the number is increased to the next even number. If there is a programmatic and/or security reason for the odd number, it must be clarified on the BP-A1140 form.

These latter spaces are reported in Section 2, Permanent Housing, of the BP-A1140, Physical Capacity Computation form. Cells, rooms, and cubicles should be reported separately from multi-occupancy spaces and then all beds are added together. The total number constitutes the total Physical Capacity for the DFCL.

Rationales for deviating from double occupancy and/or the square footage capacity calculation must be documented on the BP-A1140, Physical Capacity Computation form.

- **Medical Referral Centers (MRCs).** The MRC mission requires more specificity to compute the Physical Capacity of medical and mental health care units than using square footage alone.

For example, more space may be needed for necessary staff activities, hospital equipment, special treatment needs, etc. Since these reasons may vary considerably, each medical unit must be evaluated separately. Additionally, the amount of space per inmate need not be consistent throughout a unit. For example, the same size room might be rated for one inmate if used for intensive care, two inmates if used for inpatient care, and three inmates if used for chronic (nursing home) care.

MRCs will use the Physical Capacity standard referenced in this program statement as a baseline to calculate individual DFCLs. Then, in consultation with the Warden, Regional Director, and Health Services Division Assistant Director, the final Physical Capacity for each MRC DFCL will be established.

MRC's health care Physical Capacity will be reported for only two categories:

- Medical
- Mental Health

However, multiple Medical or Mental Health DFCLs may be appropriate, based on the specific missions of an MRC. For example, the following DFCLs may exist: Dementia Care, Hospice, Forensic Study, Competency, Restoration, etc. Additionally, there may be more than one Medical or Mental Health Unit in an MRC but, as noted above, if the separation is based on a specialized unit, it should be identified accordingly.

MRC beds necessary to support the mission but not available for direct admissions (e.g., suicide watch, seclusion, recovery, etc.) will be included in Part 1 Special Housing of the BP-A1140 Physical Capacity Computation form.

The Designation and Sentence Computation Center (DSCC) will utilize Physical Capacity for designation purposes. The projected population, available capacity, crowding levels, and population balance, along with other factors related to the individual, such as security and care levels, central inmate monitoring (CIM) and Security Threat Group (STG) concerns, distance from residence, time remaining to serve, judicial recommendations, and programming needs will also impact the designation decision.

## 5. ESTABLISHING A NEW DFCL OR MODIFYING AN EXISTING DFCL

The decision to request a new DFCL or modify an existing one is made by the Regional Director in consultation with the respective Divisions (e.g., Health Services, Reentry Services, etc.).

- Wardens will forward an original signed BP-A1140, Physical Capacity Computation form to the Regional Director upon activation of a new institution, a mission change, and/or the proposal of a new DFCL. This form must also be submitted at any time an institution's or individual reporting unit's Physical Capacity changes.
- All permanent housing areas are included in the determination of the institution's Physical Capacity and shall be reported in Section 2, Permanent Housing, of the BP-A1140, Physical Capacity Computation form.
- The Regional Director will sign and forward the BP-A1140, Physical Capacity Computation form to the Assistant Director for the Information Technology and Data Division (ITDD) to initiate a review by the PMCPC.
- Capacity Planning will coordinate the PMCPC's review. The PMCPC co-chairs, the Assistant Directors for the Correctional Programs Division (CPD) and ITDD, plus the DSCC Senior Deputy Assistant Director will review the institution's BP-A1140, Physical Capacity Computation form and any related materials.
- Capacity Planning will facilitate the PMCPC's final review of the request with the relevant Divisions (e.g., Reentry Services, Health Services, etc.) and the applicable Regional Director. For changes related to the activation of a new facility or a mission change, the PMCPC will provide its recommendation for review and consideration by the Bureau's Executive Staff. Capacity Planning, on behalf of the PMCPC, is responsible for tracking all approvals for appropriate modification of applicable systems and capacity planning reports.
- Changes to create new or modify existing DFCLs should not begin before PMCPC approval is received.
- **Computation Questions.** Questions or concerns regarding the Physical Capacity computation are directed to the Office of Research and Evaluation/Capacity Planning, ITDD.

## 6. REQUEST FOR TEMPORARY HOUSING

Requests for temporary housing are made via a memorandum from the Warden through the Regional Director to the Assistant Director ITDD for Capacity Planning to facilitate a review by the PMCPC. The Warden will include the rationale and number of beds being requested along with the quarters, range, and bed assignments (e.g., A01-901 to A01-920, lower beds only, etc.).

In the case of a situation which is expected to last no more than 90 days, an institution can reach out to the CPD Correctional Programs Branch to create new quarters assignments for the necessary temporary housing. If the emergency need extends beyond 90 days, an updated BP-A1140, Physical Capacity Computation form must be submitted to Capacity Planning Team.

## 7. REQUEST FOR A TEMPORARY MORATORIUM OR POPULATION CAP

Requests for temporary moratoriums and population caps are made via a memorandum from the Warden through the Regional Director to the Assistant Director ITDD for Capacity Planning to facilitate a review by the PMCPC.

A moratorium or population cap (“pop cap”) should be requested when an institution has a legitimate reason for being temporarily unable to manage the inmate population at a level consistent with its' established capacity. A pop cap places a temporary ceiling on the number of inmates that can be designated to a facility. A moratorium is a complete cessation of all initial designations and redesignations to an institution. Each institution should provide a detailed plan to address the source of the issue or problem. Regional Correctional Programs should closely review and track institutional requests for temporary moratoriums or pop caps.

For moratoriums, the request will include the rationale for the moratorium, the specific DFCL(s) or inmate medical and/or mental health care level(s) affected in the request, and the timeframe being requested for the moratorium.

For population caps, the request will include the rationale for the pop cap, the DFCL(s) affected by the requested cap, the total number of beds that will be open and capped, and the timeframe being requested.

Requests for moratoriums and population caps will be reviewed by the PMCPC chairs in coordination with the Assistant Directors responsible for medical and/or programmatic issues, as needed.

The PMCPC will establish a termination date when a moratorium or population cap is imposed. The pop cap or moratorium will be terminated on that date unless the Regional Director contacts the PMCPC in advance, via the Capacity Planning Team, to request an extension. The agency has a continued need to have full access of all available bed space in order to manage the flow of inmates into the Bureau.s

## **8. DOCUMENTATION AND REPORTING**

Population reports provide the total number of beds for each institution’s DFCLs by Physical Capacity, Optimal Capacity, and current population.

Capacity Planning employees will maintain documentation regarding all capacity-related decisions. They will also input and maintain information from the BP-A1140, Physical Capacity Computation form in a central database.

Capacity Planning will provide reports to Bureau leadership on a weekly and quarterly basis that include both Physical and Optimal Capacity numbers, as well as crowding by security levels.

## REFERENCES

*Program Statements*  
Special Housing Units

*Bureau Forms*  
BP-A1140 Physical Capacity Computation

*ACA Standards*  
Performance-Based Standards and Expected Practices for Adult Correctional Facilities  
(5<sup>th</sup> Edition): 5-ACI-2B-03, 5-ACI-2B-04, 5-ACI-2C-01  
Performance-Based Standards for Adult Local Detention Facilities (5<sup>th</sup> Edition): 5-ALDF-1A-05,  
5-ALDF-1A-09  
Standards for the Administration of Correctional Agencies (2<sup>nd</sup> Edition): 2-C0-2B-01

*Records Retention Requirements*  
Requirements and retention guidance for records and information applicable to this program are available in the Records and Information Disposition Schedule (RIDS) on the Bureau's intranet site.