**United States Marshals Service**

**FY 2014 Performance Budget**

**President’s Budget**

**Justice Prisoner and Alien Transportation System**

**Revolving Fund**



April 2013

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1. **Overview**

The Justice Prisoner and Alien Transportation System (JPATS) mission is to coordinate and transport prisoners and detainees safely, securely, and humanely, in a timely and economical manner. JPATS is a revolving fund activity with total operating costs being reimbursed by customer agencies. JPATS coordinates the movement of the majority of federal prisoners and detainees, including sentenced, pretrial and criminal aliens, in the custody of the U.S. Marshals Service (USMS) and the Bureau of Prisons (BOP). JPATS also transports Department of Defense and state and local prisoners on a reimbursable, space-available basis.

Using projected prisoner movement requirements provided by the customers, JPATS projects total costs associated with air transportation. OMB Circular A-126 guidelines are utilized to identify fixed and variable air transportation cost categories, and with the utilization of activity based costing, flying hour rates are developed. Customers are billed based on the number of flight hours and the number of seats utilized to move their prisoners/detainees.

The JPATS Revolving Fund provides numerous benefits, including, but not limited to: 1) no-year-account with a consistent funding stream from the customer agencies; 2) operates under the concept of full-cost recovery; 3) provides for multi-year funding/leasing authority for capital acquisitions; and 4) has authority to retain proceeds from the disposal of JPATS aircraft and parts. The JPATS Revolving Fund provides stability in costs to the customer agencies since the fund can absorb, on a short-term basis, cost fluctuations for operating expenses such as fuel and major aircraft maintenance. It also simplifies the task of replacing aircraft and obtaining major aircraft parts by enabling JPATS to extend the cost of equipment purchases or equipment leases over several years, and to plan the procurement of equipment, or equipment lease agreements when needed.

JPATS is committed to ensuring that each scheduled flight is staffed with qualified flight personnel to safely operate each aircraft, that adequate security officers are present to ensure the safety of the detainees/prisoners being transported and the crew, and that at least one medical professional is present for any medical emergency on all medium and large aircraft which transport the majority of prisoners.

1. Budget Assumptions

JPATS continues to look for opportunities to optimize the transportation network and produce efficiencies for the customer. However, the transportation needs of the customers continue to grow. The key assumptions for this budget formulation include:

* An increase of 659 flying hours projected by the customer agencies.
* The price of jet fuel will continue to increase.
* A major maintenance for the SAAB aircraft.

1. Efficiencies and Savings

JPATS continually examines its operational areas seeking to increase efficiency and improve the quality of services to generate savings for the customer agencies.

***JPATS Efficiencies:*** JPATS receives over 500 requests daily to move prisoners between judicial districts, correctional institutions, and other locations. In coordination with the Federal Prisoner Detention (FPD) program, JPATS created Regional Transfer Centers (RTC) and JPATS Transfer Annexes (JTA) to facilitate the movement of prisoners to their destination and reduce housing costs by:

* expanding the in-transit infrastructure;
* reducing in-transit time;
* expanding ground transportation capabilities;
* decreasing reliance on the Federal Transfer Center (FTC) by strategic placement of housing near airlift sites and BOP contract facilities;
* freeing bed space in highly impacted districts; and,
* assisting the BOP in addressing prisoner capacity demands, especially for private contract facilities.

JPATS continues to lead optimization efforts to improve performance in the delivery of services and gain efficiencies in both time and cost. Central to JPATS program initiatives is the data and analysis made possible through the JPATS Management Information System (JMIS). More accurate data is now available which helps management analyze areas that impede efficiency which, in turn, drives program improvement through performance measurement and monitoring.

1. Budget Summary

The following table provides the JPATS Revolving Fund estimates for budget authority and personnel. The budget authority requested is based upon the customers’ projected requirements and estimated carry forward authority for FY 2013 and FY 2014.

|  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- |
| Financial Operations | | | | | |
| JPATS | | | | | |
| 2014 | | | | | |
| (Dollars in Thousands) | | | | | |
|  | | | | | |
|  | | | | | |
|  | | **FY 2012** | **FY 2013** | **FY 2014** | |
| Authority | |  |  |  | |
| Operating | | 59,366 | 50,472 | 60,325 | |
| Less Depreciation | | (1,772) | (1,755) | (1,747) | |
| Operating Authority | | 57,594 | 48,717 | 58,578 | |
| \*Carry Forward Authority | | 35,574 | 41,273 | 17,773 | |
| Total Authority | | 93,168 | 89,990 | 76,351 | |
|  | |  |  |  | |
|  | |  |  |  | |
|  | |  |  |  | |
| Staffing | |  |  |  | |
| Civilian Positions | | 123 | 123 | 123 | |
| Civilian End Strength | | 95 | 95 | 99 | |
| Personal Contract Guards | | 90 | 90 | 90 | |
|  | | | | | |
| Average GS Salary | 79,255 | 82,195 | 84,953 |
| Average SES Salary | | 172,674 | 173,537 | 175,609 | |
|  | | | | | |
|  | | | | | |
| \*Carry Forward Amount from FY 2012 SF-133 dated 9/30/2012 | | | | | |

|  |  |  |  |
| --- | --- | --- | --- |
| Revenue and Expenses | | | |
| JPATS | | | |
| 2014 | | | |
| (Dollars in Thousands) | | | |
|  |  |  |  | |
|  |  |  |  | |
|  | **FY 2012** | **FY 2013** | **FY 2014** | |
| Revenue | 57,133 | 50,472 | 60,325 | |
| Cost of Operations | (53,025) | (50,472) | (60,325) | |
| Operating Results | 4,108 | 0 | 0 | |
| Adjustment – Other |  |  |  | |
| Net Operating Results (NOR) | 4,108 | 0 | 0 | |
|  |  |  |  | |
| Accumulated Operating Results (AOR) – Beginning | (5,176) | (1,068) | (1,068) | |
| AOR Adjustments |  |  |  | |
| Accumulated Operating Results (AOR) | (1,068) | (1,068) | (1,068) | |

The actual accumulated operating results are reported as well as the anticipated AOR for FY 2013 and FY 2014 are provided. The Revenue and Expenses chart on page 11 provides the corollary details.

1. **JPATS Performance Challenges**
2. Transporting Prisoners in a Timely and Economical Manner

**Challenge:** The demand for prisoner transportation continues to rise with the increase in the detainee and prisoners populations. Given uncontrollable factors such as jet-fuel prices, JPATS must look for innovative solutions to create greater efficiency within the current transportation infrastructure, which will in turn impact the cost of detainee housing. The interdependence of transportation and housing precludes addressing one without having an impact on the other.

1. Transport Prisoners in a Timely Manner

**Strategy: Reduce Schedule Process Time and Request Backlog**

BOP is attempting to create an Electronic Inmate Case File (EICF). Once BOP completes this project, the USMS will be able to send documents from eDesignate (a secure, electronic, web-based system that completely automates the sentence to commitment process) directly to EICF, thus likely eliminating the need for a hard-copy travel folder currently required. This will reduce the time involved in the manual process of collecting and accounting for each file. In addition, this project will create the ability to access SENTRY (the BOP’s Inmate tracking system that provides information about incarcerated individuals) data which can enhance the existing eDesignate work flow process thereby reducing the sentence to commitment processing time. Additionally, the JMIS Assisted Routing and Scheduling module, when fully implemented, is expected to further reduce the time it takes to schedule a prisoner for transport and to prioritize the prisoner movement based on process code as well as the cost of pre-transit housing, further assisting in reducing housing costs.

1. Transport Prisoners in an Economical Manner

**Strategy: Develop the Next Generation Aircraft Owner/Leasing Option for Greater Flexibility**

JPATS must ensure that an adequate number and appropriate aircraft are available to meet demands. Remaining with leased aircraft will require contracting for newer more reliable aircraft since the current leased fleet is reaching the end of their useful life. However, acquiring newer leased aircraft also likely increase the overall cost. JPATS analyzed requirements for the next generation aircraft acquisition and concluded that the operating and maintenance costs of two owned mid-range aircraft has the potential to save between $5-6 million annually. JPATS funded the aircraft through the revolving fund carryforward reimbursable authority. JPATS continually seeks ways to become more efficient in every aspect of the prisoner transportation mission. This includes working with the BOP and the USMS to attempt to move medical prisoners in the most economical fashion possible. Medical transportation is extremely costly in comparison to regular transportation. Accordingly, JPATS continually works toward better coordination to move medical prisoners on regular air missions.

1. **Performance and Resource Table**

|  |  |  |  |  |  |  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- |
| **PERFORMANCE AND RESOURCES TABLE** | | | | | | | | | | | |
| **Decision Unit: Justice Prisoner and Alien Transportation System** | | | | | | | | | | | |
| DOJ Strategic Objective III: Provide for the safe, secure, humane, and cost-effective confinement of detainees awaiting trial and/or sentencing, and those in the customary of the federal prison system. • Hold the detention and transportation costs at or below inflation. Optimize the prisoner transportation network. (USMS Goal III, Objective 3.5) | | | | | | | | | | | |
| **RESOURCES** | | **Target** | | **Actual** | | **Projected** | | **Changes** | | **Requested (Total)** | |
|  | | **FY 2012** | | **FY 2012** | | **FY 2013 CR** | | **Current Services Adjustments and FY 2014 Program Changes** | | **FY 2014 Request** | |
| 1. Number of requests for air and ground transportation of prisoners | | N/A | | 111,117 | | 114,450 | | 19,962 | | 134,412 | |
| **Total Costs and FTE** | | **FTE** | **$000** | **FTE** | **$000** | **FTE** | **$000** | **FTE** | **$000** | **FTE** | **$000** |
| **92** | **$57,575** | **92** | **$51,895** | **95** | **$48,717** | **0** | **$9,861** | **95** | **$58,578** |
| **TYPE/ STRATEGIC OBJECTIVE** | **PERFORMANCE** | **FY 2012** | | **FY 2012** | | **FY 2013 CR** | | **Current Services Adjustments and FY 2014 Program Changes** | | **FY 2014 Request** | |
| **Program Activity** | **1. Prisoner Movement** | **FTE** | **$000** | **FTE** | **$000** | **FTE** | **$000** | **FTE** | **$000** | **FTE** | **$000** |
| **92** | **$57,575** | **92** | **$51,895** | **95** | **$48,717** | **0** | **$9,861** | **95** | **$58,578** |
| Performance Measure Outcome | 1. Transportation Unit Cost | $1,830 | | $1,273 | | $ 1,400 | | $ 50 | | $1,450 | |

Notes: New metrics modified and submitted for approval

With one year of historical data available to increase the validity of unit cost estimates, FY 2013’s unit transportation cost measure target was reduced to the level of $1,400. The FY 2014 transportation unit cost target was established utilizing the new FY 2013 base and allowing for cost inflation.

**A. Definition of Terms or Explanations for Indicators.**

**Workload:**

1. JPATS receives requests to move prisoners and determines the appropriate mode of transportation (i.e., ground and/or air movement). JPATS uses the JPATS Transportation module within the JPATS Management Information System (JMIS), to schedule and track movements electronically.

**Total Workload:** The workload was modified in FY 2012 to include the number of ground, as well as air transportation requests. This gives a broader view of actions needed to facilitate prisoner movements.

**Performance Measure:**

**In keeping with the strategic approach of DOJ, JPATS developed the following performance measure in FY 2011 and the measure reporting began in FY 2012.**

**1.   Transportation Unit Cost**

**a. Data Definition:** The total cost per prisoner (transportation coordinated by JPATS) incurred from the prisoner’s point of origin to final destination.  Component costs include the cost of transporting the prisoner (by air, bus, van, and car) and the cost of housing the prisoner while in-transit.  The cost of BOP-provided in-transit housing and bus transportation is included as part of the reported costs.

**b. Data Collection and Storage:**  Data describing prisoner transportation and the costs associated with transportation and housing is maintained in several databases.  The USMS JPATS Management Information System (JMIS) data system maintains information describing prisoner movements such as the points of origin and final destination, how the prisoner was moved, and where the prisoner was housed, as applicable, while in-transit.  JMIS also maintains information describing the cost of air movements and JPATS-coordinated ground transportation.  BOP provides information describing the cost of BOP-sponsored bus transportation.  The USMS Justice Detainee Information System (JDIS), and the eIGA system and other records that had been managed by OFDT, provide information describing the cost of non-federal housing.  Data is maintained on each prisoner transported by JPATS. Data from the various systems is aggregated together by JMIS to determine the prisoner-specific total transportation costs.

**c. Data Validation and Verification:** Component data is provided to JPATS by the various agencies.  JPATS validates the data for completeness and to ensure that the data provided is within historical parameters.

**d. Data Limitations:**  Maintaining prisoner transportation data is a labor-intensive process.  The reliability of the component data is often compromised by invalid data entry.  Accordingly, labor-intensive data analysis is often required to ensure that the data provided to JPATS passes certain logical tests. Additionally, data describing the cost of BOP-sponsored transportation is based on standardized formulae provided by the BOP for calculating the cost of operating their buses. The costs of BOP-provided in-transit housing are based on BOP-reported per capita cost of operating BOP facilities, particularly the Federal Transfer Center in Oklahoma City.

**B. Factors Affecting FY 2013 and FY 2014 Plans**. The USMS and JPATS’ strategic plans encompass the efforts to optimize use of the transportation network. The performance metrics capture the entire workload of transportation requests and performance related to the entire prisoner cost of transportation, including in-transit housing. Given finite resources and uncontrollable fuel prices, USMS must look for innovative solutions to create greater efficiency within the current infrastructure. The interdependence of transportation and housing precludes addressing one without the other. The measure of Transportation Unit Cost shows the cost effectiveness of strategies to reduce total transportation time, strategies to optimize routing (since there are normally several legs to the trip), strategies to maximize seat utilization, and strategies to utilize the most cost effective housing available. The demand for transportation will continue to rise with the increase in detainee population.

1. **JPATS Operating Budget**

|  |  |  |
| --- | --- | --- |
| Fiscal Year (FY) 2014 Budget Estimates | | |
| Changes in the Costs of Operation | | |
| JPATS | | |
| 2014 | | |
| (Dollars in Thousands) | | |
|  | |  |
| FY 2012 Budget Estimate\* | 59,859 |  |
|  | | |
| MidYear Budget 2012 | 55,879 |  |
| Pricing Adjustment | | |
| Aircraft Fuel | | (1,932) |
| Aircraft Maintenance | | (466) |
| Aircraft Leases | | 646 |
| Civilian Labor | | (474) |
| Depreciation | | (17) |
| JPATS Management Information System-Transportation | | (722) |
| Medical Expenses | | (137) |
| Other – Relocation | | (1,752) |
| Other | | (553) |
|  | | |
| FY 2013 Budget Estimate | 50,472 |  |
|  | | |
| Pricing Adjustments: | | |
| Aircraft Fuel | | 2,777 |
| Aircraft Maintenance | | 1,934 |
| Civilian Labor | | 995 |
| Contract Crews | | 280 |
| Increased Variable Cost - Flight Hours | | 551 |
| Depreciation | | (8) |
| Law Suit Contingency | | 3,152 |
| Other | | 172 |
|  | |  |
| FY 2014 Budget Estimate | 60,325 |  |

\* FY 2012 Budget Estimate includes $57,575 Operating Level, as reported in the FY 2013 President’s Budget, and $2,384 depreciation.

## Chart 1

|  |  |  |  |
| --- | --- | --- | --- |
| Fiscal Year (FY) 2014 Budget Estimates | | | |
| Sources of New Orders and Revenue | | | |
| JPATS | | | |
| 2014 | | | |
| (Dollars in Thousands) | | | |
|  | | | |
|  | **FY 2012** | **FY 2013** | **FY 2014** |
| 1. New Orders | | | |
| a. Orders from Customers | | | |
| USMS | 37,761 | 33,955 | 43,276 |
| BOP | 18,199 | 16,517 | 17,049 |
| OFDT | 1,043 |  |  |
| Other | 130 |  |  |
|  | | | |
| a. Total Orders from Customers | 57,133 | 50,472 | 60,325 |

## Chart 2

|  |  |  |  |
| --- | --- | --- | --- |
| Fiscal Year (FY) 2014 Budget Estimates | | | |
| Revenues and Expenses | | | |
| JPATS | | | |
| Financial Operations | | | |
| 2014 | | | |
| (Dollars in Thousands) | | | |
|  | **FY 2012** | **FY 2013** | **FY 2014** |
| **Revenue** | **FY2012** |  |  |
| Operations | 57,133 | 50,472 | 60,325 |
| Other Income |  |  |  |
| **Total Income** | **57,133** | **50,472** | **60,325** |
|  |  |  |  |
| **Expenses** |  |  |  |
| *Aircraft Operating Expenses* |  |  |  |
| Aircraft Fuel | 14,472 | 12,539 | 15,317 |
| Aircraft Maintenance | 4,798 | 4,333 | 6,266 |
| Aircraft Leases | 12,027 | 12,673 | 12,627 |
| *Aircraft Operating Expenses Total* | 31,297 | 29,545 | 34,210 |
|  |  |  |  |
| *Labor Related Expenses* |  |  |  |
| Civilian Labor | 12,014 | 11,615 | 12,344 |
| Employee Training | 300 | 452 | 615 |
| Guards, Contract Services | 2,459 | 2,233 | 2,545 |
| *Labor Related Expenses Total* | 14,773 | 14,300 | 15,504 |
|  |  |  |  |
| *Mission Support Expenses* |  |  |  |
| Contract Crew | 174 | 100 | 380 |
| Aircraft Ground Spt Expenses | 340 | 353 | 365 |
| Navigation Data, Tech Periodicals | 167 | 199 | 227 |
| Medical/PHS Expenses | 336 | 200 | 237 |
| Mission Travel | 445 | 507 | 808 |
| *Mission Support Expenses Total* | 1,462 | 1,359 | 2,017 |
|  |  |  |  |
| *Non-Mission Support Expenses* |  |  |  |
| Facilities Expenses | 1,323 | 1,356 | 1,490 |
| Admin & Support Expenses | 1,798 | 1,172 | 1,212 |
| Non-Cap Equip Purchases/Rental | 137 | 85 | 194 |
| Non-Mission Travel | 121 | 380 | 378 |
| Other Expenses | 342 | 520 | 3,573 |
| *Non-Mission Support Expenses Total* | 3,721 | 3,513 | 6,847 |
|  |  |  |  |
| **Total Expenses** | **51,253** | **48,717** | **58,578** |
|  |  |  |  |
|  |  |  |  |
| Operating Results | 5,880 | 1,755 | 1,747 |
| Depreciation | (1,772) | (1,755) | (1,747) |
| Net Operating Results | 4,108 | 0 | 0 |
| PY AOR | (5,176) | (1,068) | (1,068) |
| AOR Adjustments |  |  |  |
| Accumulated Operating Results | (1,068) | (1,068) | (1,068) |
|  |  |  |  |
| **Net Income from all sources** | **(1,068)** | **(1,068)** | **(1,068)** |

## Chart 3