

increase air capacity either by establishing long term leases of larger planes and/or purchasing planes to provide better value to the government over a 10-year period.

Automation (Prisoner Processing): Prisoner processing involves several agencies, which has made it difficult to automate and share information. The time between prisoner arrest until release or incarceration is a target-rich environment for improved processes and efficiencies (*e.g.*, improved maintenance of prisoner records -- location, schedule of moves to and from court and detention facilities, and to incarceration facilities).

Addressing the issue: OFDT, in conjunction with the U.S. Courts, USMS, and BOP, has successfully initiated the web-based eDesignate solution. This enterprise solution automates the paperwork required to designate and move a prisoner from detention to incarceration. eDesignate streamlines district workload, creates greater efficiency, saving both time and money, improves the process and reporting for management, and moves convicts faster to incarceration. Automating the designation process enables us to meet the challenges presented by the rapid rise in Federal criminal cases over the past few years, as we strive to ensure the continued effectiveness of the judicial process. This project is moving forward with nationwide implementation.

External Factors Affecting Mission

Congressionally driven law enforcement initiatives are often outside the budget cycle. When major new initiatives are introduced in mid-budget cycle, the detention community is unable to prepare for rapid changes in requirements for bed-space or transportation.

OFDT Strategic Goals and Performance Targets (Overview)

DOJ Strategic Goal 4.3 Provide for the safe, secure, and humane confinement of detained persons awaiting trial and/or sentencing

OFDT Strategic Goal 1: Meet the Nation's detention requirements in the most economical manner

Performance Goal: Hold all detention costs at or below the National rate of inflation

Performance Measure (Outcome): Per Day Detention Cost (Housing & Medical/Services)

Strategic Objectives:

1.1: Ensure adequate detention space

Performance Goal: Ensure Adequate Detention Space

Performance Measures (Output): Average Daily Population Detained

1.2: Ensure efficient use of detention space and regulate price adjustments

Performance Goal: Hold housing costs at or below inflation

Performance Measures (Output): Per Day Jail Cost

1.3: Ensure adequate medical services are provided in the most economical manner

Performance Goal: Hold medical costs at or below inflation levels (for medical services)

Performance Measures (Output): Health Care Cost Per Capita

OFDT Strategic Goal 2: Ensure safe, secure, and humane confinement

Performance Goal: Ensure 100% of Private Detention Facilities Meet Minimum Standards Annually and 100% of High Volume & High Risk Detention Facilities Meet Standards by 2008

Performance Measure (Outcome): % of Targeted Non-Federal Facilities Meeting Standards

Strategic Objectives:

2.1: Ensure detention facilities meet established standards for confinement

Performance Goal: Complete 100% of Private Facility Reviews Annually and 100% of High Volume and Agency Requested IGA(s) by 2008

Performance Measures (Output): # of Targeted Non-Federal Facility Reviews Completed

DOJ Strategic Goal 4.1 Ensure the appearance of criminal defendants for judicial proceedings or confinement

OFDT Strategic Goal 3: Increase the efficiency of JPATS program

Performance Goal: Hold detention transportation costs at or below inflation

Performance Measure (Outcome): Costs per Move (USMS only)

Strategic Objectives:

3.1: Move prisoners faster within available resources

Performance Goal: Reduce "Wait Time" in Detention from Designation to Commitment from 2 to 14 days by 2008 (on a National average)

Performance Measures (Output): # Days in Detention Post-Sentencing

STRATEGIC GOALS, OBJECTIVES, AND STRATEGIES

DOJ Strategic Goal 4.3 Provide for the safe, secure, and humane confinement of detained persons awaiting trial and/or sentencing

**OFDT Strategic Goal 1:
Meet the Nation’s detention requirements in the most economical manner**

SG 1 Performance Goal: Hold all detention costs at or below the National rate of inflation								
SG 1 Performance Measure (Outcome): Per Day Detention Cost (Housing & Medical/Services)								
	2004 Actual	2005 Actual	2006	2007	2008	2009	2010	2011
Non Federal	\$66.06	\$66.33	\$68.10	\$69.53	\$71.98	\$74.51	\$77.05	\$79.59
NOTE: Total Detention Expenses included in the OFDT budget = (BOP ADP x Medical Costs) + (Non-Fed ADP x Medical) + (Non-Fed ADP x Per Diem X 365) However, as housing costs are not included for BOP, this measure includes costs for Non Federal only								
Data Source: USMS Jail Utilization Report (actual)								

Detention bed-space is commonly referred to as Federally operated facilities (BOP) and non-Federal (USMS managed state and local government facilities and private facilities). DOJ acquires detention bed space to house pretrial detainees through reimbursable Intergovernmental Agreements (IGAs) with state and local governments and contracts with private vendors. BOP supplements these agreements and contracts by providing limited Federal detention space for pretrial detainees particularly in large metropolitan areas. As the need for detention space increases for all Federal partners, the “mix” of BOP, IGA and private facilities will change. In addition, OFDT is ever mindful of the impact of maintaining available detention space in key locations. For example, the decreasing availability of detention bed space, particularly, in or near court cities, seriously impacts the USMS’ ability to produce prisoners for trials, judicial proceedings, legal hearings, and meetings with attorneys.¹

¹ The USMS detention population between FY 2000 and FY 2005 increased an average of 9.0% annually (34,907 to 53,706). Of the average daily population in FY 2005 (53,706), 12,309 detainees were housed in facilities owned and operated by the BOP. The remaining detainees (41,397) were housed in a combination of detention facilities operated by state and local governments (34,188) and private correctional vendors (7,209).

Strategic Objectives

1.1: Ensure adequate detention space

<i>SO 1.1 Performance Goal: Ensure Adequate Detention Space</i>								
<i>SO 1.1 Performance Measures (Output): Average Daily Population Detained</i>								
	2004 Actual	2005 Actual	2006	2007	2008	2009	2010	2011
BOP Federal	11,848	12,351	12,300	12,300	12,300	12,300	12,300	12,300
IGA (State & Local Gov't)	30,057	34,561	38,462	41,220	43,566	46,069	48,638	51,380
Private	7,695	7,209	7,600	9,400	10,200	11,000	11,900	12,800
Non Federal	37,752	41,770	46,062	50,620	53,766	57,069	60,538	64,180
Total	49,600	54,121	58,362	62,920	66,066	69,369	72,838	76,480
Data Source: USMS Jail Utilization Report (actual)								

Ensuring availability of sufficient bed space for the increasing detention population requires continuous monitoring and frequent adjustments by OFDT, USMS, BOP, and ICE. Due to the increased Federal detainee population coupled with increases in state and local jail occupancy levels² and the prohibitive costs for Federal construction, DOJ is increasingly turning to private detention facilities to provide needed detention space. This requires proactive efforts and a sound strategy on the part of OFDT to identify and procure sufficient bed space to meet detainee requirements for all participating agencies, and to provide the best value to the Government.

Strategies

1.1.1 Expand, via automation, the capabilities of the existing National Repository, which identifies available detention space. The National Repository is being renamed to reflect ongoing enhancements. The new name, Detention Services Network (DSNetwork) emphasizes the new network capabilities forthcoming in DSNetwork which provides “One-stop shopping” for detention facilities and services. Hosting several applications, DSNetwork improves the interaction between detention service providers, users and government agencies through an Internet site. The applications include e-government services for:

- Electronic Intergovernmental Agreements (eIGA) – e-government application process that establishes a core-rate.
- Detention Services Schedule (DSS) – A concept similar to the GSA schedule that focuses on detention bed space and services.
- Facility Review Management Systems (FRMS) – an automated process that facilitates inspections and reviews for contract and high volume IGA facilities.

² Local Jail Detainee Population. The Bureau of Justice Statistics (2005) reported that on June 30, 2004, the Nation’s local jails were operating at 94% of available capacity, on average. Of the 50 largest jail jurisdictions, 21 were operating above their rated capacity. Additionally, while the rated capacity of the nation’s local jails increased by 19,132, during the 12 months ending June 30, 2004, the local jail population that was housed increased by 22,572. Increased local demands for bed space further limit use for Federal detainees.

- An Automated Multi-year Acquisition Plan (MAP) - available for detention agency utilization for long-range planning.

When placing detainees in facilities, DSNetwork will allow field agencies increased flexibility to determine the best value to the Government. It accomplishes this by better leveraging available space, existing transportation, and care capabilities. DSNetwork provides a consistent flow of empirical data for future planning, acquisition, and statistical analysis. These benefits lend to improving the vital linkage of procurement plans to the budget process for participating agencies.

This interagency procurement strategy for the detention community will result in securing beds and related services more rapidly, easier and faster. DSNetwork offers a wealth of information to the detention community and provides an easy-to-use resource for information on detention services.

Performance Measurement: Available Bed Space. OFDT will track the success of this strategy by comparing estimates to actual detention bed space utilized and will utilize this data for continual improvement.

1.1.2 Improve accuracy of projections. Accurately projecting the detainee population is key to ensuring adequate space as well as critical to the formulation of OFDT's budget for detention community resources. Since the Federal criminal detention population is influenced by a number of factors, many of which are uncontrollable, there is no methodology to guarantee complete accuracy. Although OFDT's appropriation is vulnerable to significant increases in the detainee population, the following efforts seek to make it less so.

Identify key detention population indicators from U.S. Government components that affect detention and integrate them into current detention forecasting models. OFDT will refine the methodology for forecasting detention population based on incremental changes in Federal arrests, bookings, and prosecutions (based on increases in appropriated funding for Federal law enforcement agencies and the United States Attorneys). OFDT will also develop mechanisms to track the type and cost of health care services provided to detainees; and to develop procedures across detention agencies for sharing detention population projections.

Analyze case law and proposed legislation to determine the impact on future detention population trends. Researching case law and proposed legislation will assist OFDT in determining the impact of those actions on future detention requirements. OFDT will monitor proposed legislation, law enforcement, and prosecutorial initiatives, and enhance coordination with EOUSA and Federal law enforcement agencies to better analyze the impact of increases in staffing levels, detention policies, and operational practices. Working closely with the AOUSC and EOUSA will ensure that OFDT is aware of developing prosecutorial initiatives, and will facilitate the inclusion of future U.S. Attorney caseload into annual surveys and data calls.

Refine the detention population forecasting model to more effectively merge trend analysis with out-year projections to reduce the degree of error at budget formulation and submission points. OFDT will continue improvement of the detention population projection methodology

through the refinement of current methods, increased data gathering and analysis, improved information sharing among participating agencies, and the integration of new simulations addressing the impact of proposed legislation and law enforcement and prosecutorial initiatives.

Performance Measurement: Budget Estimate vs. Actual Detention Bed Days. OFDT will track the success of this strategy by comparing budget estimates to actual detention bed days and will utilize this data for continual improvement.

1.1.3 Increase bed space in mission critical locations. OFDT is working to mitigate the problem associated with the single Federal Transfer Center (FTC), which is used by JPATS. The FTC often operates at full capacity and unable to process additional incoming prisoners, which creates delays that retard prisoner movements in other districts. Increasing in-transit housing capabilities will allow JPATS to move more prisoners faster, thereby reducing the number of days in detention and related detention cost.

Performance Measurement: OFDT is pursuing a measure that defines acceptable travel distance from a court city to a detention facility in order to ensure that there is sufficient bed space in mission critical locations.

1.2: Ensure efficient use of detention space and regulate price adjustments

<i>SO 1.2 Performance Goal: Hold housing costs at or below inflation</i>								
<i>SO 1.2 Performance Measures (Output): Per Day Jail Cost</i>								
	2004 Actual	2005 Actual	2006	2007	2008	2009	2010	2011
IGA (State & Local Gov't)	\$57.85	\$57.97	\$59.77	\$60.49	\$62.37	\$64.30	\$66.29	\$68.35
Private	\$77.23	\$78.60	\$81.47	\$83.37	\$86.79	\$90.35	\$94.05	\$97.91
Non Federal	\$61.87	\$61.92	\$63.35	\$64.74	\$67.00	\$69.32	\$71.75	\$74.24
* BOP facilities are not displayed as they are direct funded and therefore not included in the OFDT budget								
Data Source: USMS Jail Utilization Report (actual)								

OFDT's approach to increasing the efficient use of detention space while decreasing detention costs is multi-faceted. Strategies include a standard pricing model for IGA detention space, automation of the designation process maximizing the utilization of available bed space, maximizing the utilization of the least expensive bed space, and exploring and implementing detention alternatives.

Strategies

1.2.1 Establish and implement a core-pricing model (or core per diem rates) for IGAs (See Appendix A for this strategy's Project Plan). This strategy is undertaken to provide another element in projecting bed space costs, to standardize Nationwide pricing for Federal agencies for the use of local and state facilities, and to streamline and automate the IGA process. Based upon related Government models (e.g., travel per diem rates), OFDT will establish and

implement an automated pricing model for all IGA detention space and services requirements. This model will provide a range of standard pricing for space and services currently provided by state and local facilities and billed to OFDT's appropriation by participating agencies.

Performance Measurement: In order to demonstrate the program's effectiveness, OFDT will establish cross-agency performance measures. Before this initiative can be appropriately measured, OFDT must develop and implement a mechanism for tracking and validating the use of the core-pricing model in negotiations (anticipated in early FY 2007). This program will streamline the process of procuring housing and allow the cost of housing of detainees to be more predictive as historical trends and set pricing are integrated to provide more comprehensive bed space requirements. It will also allow OFDT to establish performance criteria associated with the core-pricing model, to regulate and to oversee negotiations, yet allow agencies room for negotiation (implementation to begin in FY 2006).

1.2.2 Reduce prisoner processing time (via: eDesignate)

S 1.2.2 Performance Goal: Reduce Total Detention Costs by Reducing # of Days in Detention								
S 1.2.2 Performance Measures (Output): Detention Cost Avoided*								
	2004 Actual	2005 Actual	2006	2007	2008	2009	2010	2011
Sentencing to Designation	27	27	27	25	24	24	24	24
Designation to Commitment	21	20	20	17	14	14	14	14
Total # Days Post Sentencing	48	47	47	42	38	38	38	38
# Days Reduced	N/A	1	0	5	4	0	0	0
Detention Cost Avoided* (\$000)	N/A	\$2,892	0	\$17,498	\$15,219	0	0	0
*Detention Cost Avoided = Year-to-Year change in detention x (Total Average Daily Population x .80) x Average Total Detention Cost (per capita)								
Data Source: BOP, Office of Research and Evaluation								

Working with the U.S. Courts, USMS, and BOP, OFDT partnered with the District of Arizona to pilot an initial "proof of concept" system to streamline and automate the designation process for Federal detainees. In coordination with the field operations of these agencies, OFDT focused on improving and automating the workflow process by utilizing simple technology to transfer designation cases via a secure, centralized web server across varied operating systems and agencies. As demonstrated in the pilot program, automating the workflow process ensured that sentenced offenders are designated and transported to BOP prison facilities as rapidly as possible. This increase in efficiency resulted in reducing the number of days spent in detention, thereby reducing detention costs. OFDT initiated the National roll out in early FY 2006 and is moving forward to aggressively implement the enterprise-wide, web-based eDesignate solution for all districts. In addition, OFDT will leverage eDesignate capability with other legacy systems to improve detention information management. OFDT will integrate detainee data with existing detention legacy systems (i.e., SENTRY, Automated Prisoner Scheduling System) and develop interoperability with BOP's centralized Designation and Sentence Computation Center and web-based content management system. This will streamline the

designation process, enable secure electronic transfer of detainee information, and provide comprehensive tracking and reporting tools to the agencies.

Performance Measurement: # Days in Detention Post Sentencing OFDT will track the reduction in detention days and calculate the corresponding cost to quantify the detention costs avoided under this strategy.

1.2.3 Maximize the use of available space OFDT, as an independent entity, will facilitate the development and implementation of policies and procedures that establish priorities and practices for the use of the most efficient detention space (considering cost, convenience, and operating areas). As indicated previously, OFDT will continue efforts to expand the utilization of DSNetwork. This effort will allow field agencies increased flexibility to determine the best value to the Government in placing detainees in facilities by better leveraging available space, existing transportation, and care capabilities.

Performance Measurement: Available Bed Space Usage (# beds used / # beds available) OFDT will quantify the success of this strategy by calculating the percentage of the number beds used to the number available (similar to hotel occupancy rates). The increases in the available bed usage will then be converted to costs to calculate the detention cost avoidance.

1.2.4 Maximize use of most cost effective space OFDT, in conjunction with BOP and USMS, will establish policy and procedures to ensure that allocated Federal bed space, which is the least costly detention space, is at 100% utilization for housing detainees.

Performance Measurement: OFDT cannot track this cost reduction strategy separately. However, the impact of this effort will be reflected in the performance measure for this strategic goal: Per Day Jail Cost.

1.2.5 Increase use of detention alternatives OFDT will target process improvements for alternatives to detention to reduce requirements, where feasible. The first initiative in this area involves newly sentenced prisoners with short-term sentences (STS cases). OFDT will establish and implement with BOP and USMS, policy and procedures to significantly reduce the practice of leaving STS cases in local detention beds, rather than committing them to BOP facilities. This effort will result in significant detention costs avoidance.

Other strategies to ensure sufficient bed space and other resources include working with the Administrative Office of the U.S. Courts (AOUSC) to establish procedures and practices that ensure a sound approach to the usage of non-secure detention (*e.g.*, halfway house and home confinement). OFDT will develop guidelines for the use of OFDT funds by the AOUSC to support alternatives to detention for pretrial detainees. Guidelines will be based on the AOUSC pretrial risk prediction tool and will ensure that OFDT funds are used in the most effective manner.

Performance Measurement: # Days Avoided via Detention Alternatives (Estimated) OFDT will track the number of detention days avoided and calculate the corresponding cost to quantify the detention costs avoided under this strategy.

1.2.6 Train to maximize “best practices” The Office of the Federal Detention Trustee will develop annual interagency regional training that establishes best practices for effective detention management to provide participating detention program agencies regional training opportunities to reinforce standard operating procedures for detention management of beds and the introduction of new information technology-based systems and procedures. As OFDT’s IT detention infrastructure and architecture mature, the management of detention beds will continue to be more automated and more integrated.

Performance Measurement: OFDT cannot quantify the impact of this strategy directly. However, the overall impact of this effort will be reflected in the performance measure for this strategic goal: Per Day Jail Cost.

1.3: Ensure adequate medical services are provided in the most economical manner

SO 1.3: Performance Goal: Hold medical costs at or below inflation levels (for medical services)								
SO 1.3: Performance Measures (Output): Health Care Cost Per Capita (Medical: treatment, transportation & security)								
	2004 Actual	2005 Actual	2006	2007	2008	2009	2010	2011
Non Federal	\$1,529	\$1,610	\$1,734	\$1,747	\$1,820	\$1,894	\$1,933	\$1,953
Data Source: USMS Status of Funding Report (actual)								

OFDT will establish policy and procedures in conjunction with BOP and USMS that will ensure that sufficient Federal medical bed space for designated prisoners is adequate and readily available in order to contain the growth of medical costs associated with post sentence prisoners and the workload on USMS in regards to transportation and security.

In addition, OFDT has identified funds and provided contract support to the USMS in order to ensure the establishment of a National Medical Contract. The contract will address several existing issues due to the complexity and requirements associated with this program, such as established practices meeting the FAR regulations for obtaining medical services, the legislative requirements of ensuring that the Medicaid/Medicare rates be utilized, and a uniform approach for tracking and measuring contract performance and tracking all medical costs. The USMS has been able to contain costs, but establishing the contract will ensure best price is achieved while meeting the goal of consolidating the current methods, ensuring uniformity, providing support for reducing the workload of field operations and resolving the current issues of procuring medical services individually across 94 judicial districts with one National procurement action.

**OFDT Strategic Goal 2:
Ensure safe, secure, and humane confinement**

SG 2 Performance Goal: Ensure 100% of Private Detention Facilities Meet Minimum Standards Annually and 100% of High Volume (ADP >500) IGA Detention Facilities Meet Minimum Standards by Year 2009							
SG 2 Performance Measures (Outcome): % of Targeted Non-Federal Facilities Meeting Standards							
	2005 Actual	2006	2007	2008	2009	2010	2011
IGA	N/A	36% (4 of 11 facilities)	82% (9 of 11 facilities)	100% (11 of 11 facilities)	100% (11 of 11 facilities)	100% (11 of 11 facilities)	100% (11 of 11 facilities)
Private	N/A	100% (9 of 9 facilities)	100% (15 of 15 facilities)	100% (16 of 16 facilities)	100% (17 of 17 facilities)	100% (18 of 18 facilities)	100% (19 of 19 facilities)
Targeted Non Federal	N/A	65% (13 of 20 facilities)	92% (24 of 26 facilities)	100% (27 of 27 facilities)	100% (28 of 28 facilities)	100% (29 of 29 facilities)	100% (30 of 30 facilities)
Data Source: OFDT Quality Assurance Status Report (actual)							

Concurrent with the desire to create efficiencies within detention is the critically important need to ensure safe, secure, and humane confinement. However, this is especially challenging considering the vast number of (over 1,600) facilities in use as well as the different types of facilities in use. Clearly, detention standards are required to address the variance among Federal, state and local governments, and privately owned and managed facilities; as well as a vehicle(s) to ensure compliance to those standards.

Strategic Objectives

2.1: Ensure detention facilities meet established standards for confinement

SO 2.1 Performance Goal: Complete 100% of Private Facility Reviews Annually and 100% of High Volume (ADP >500) and Agency Requested IGA Detention Facility Reviews by Year 2008							
SO 2.1 Performance Measures (Output): % of Targeted Non-Federal Facilities Reviews Completed							
	2005 Actual	2006	2007	2008	2009	2010	2011
IGA	N/A	36% (4 of 11 facilities)	82% (9 of 11 facilities)	100% (11 of 11 facilities)	100% (11 of 11 facilities)	100% (11 of 11 facilities)	100% (11 of 11 facilities)
Private	N/A	100% (9 of 9 facilities)	100% (15 of 15 facilities)	100% (16 of 16 facilities)	100% (17 of 17 facilities)	100% (18 of 18 facilities)	100% (19 of 19 facilities)
Targeted Non Federal	N/A	65% (13 of 20 facilities)	92% (24 of 26 facilities)	100% (27 of 27 facilities)	100% (28 of 28 facilities)	100% (29 of 29 facilities)	100% (30 of 30 facilities)
* NOTE: BOP facilities are not included in this display as they have ACA accreditation							
Data Source: OFDT Quality Assurance Status Report (actual)							

To ensure adherence to the Federal Performance-Based Detention Standards, Federal contracts will be written or modified to reflect the standards, and private contractor performance evaluation and compensation will be based on their ability to demonstrate alignment with the standards. The comprehensive Quality Assurance Review Program that includes assessment, follow-up, and training ensures that the safe, secure, and humane confinement criteria are met, as well as addressing Congress' concerns for public safety as it relates to violent prisoners (e.g., *Interstate Transportation of Dangerous Criminals Act, also known as Jenna's Act*).

Strategies

2.1.1 Adherence to Federal Performance-Based Detention Standards via Performance Based Contracts OFDT will develop and publish performance-based contracting procedures and a long-term strategy to incorporate Federal Performance-Based Detention Standards into all private detention facility contracts. Application of the standards will provide a baseline for ensuring consistency in safe, secure, and humane prisoner confinement. To implement the Federal Performance-Based Detention Standards, performance-based contracting procedures will be included in all future contract vehicles and, where feasible, in existing contracts. Contract performance measures will be the tool by which private facility contractors will be held programmatically and financially accountable for services promised.

Performance Measurement: #/% Facilities with Performance-Based Contracts

OFDT will track the number and percent of facilities with performance based contracts.

2.1.2 Implementation of the Quality Assurance Program Quality Assurance Reviews will be conducted by OFDT to ensure that all private and high volume IGA detention facilities (facilities with an average daily population of greater than 500) comply with Federal Performance-Based Detention Standards and deliver consistent contractual services to the Government. Quality Assurance Review reports will identify detention facility deficiencies and financial weaknesses related to delivery of contract services, and the actions necessary to correct those concerns. OFDT will publish (see 2.1 for E-Gov initiatives) review reports and policies and procedures for compiling, maintaining, and monitoring data describing detention facility compliance with the Federal Performance-Based Detention Standards and the delivery of contracted services. OFDT also will work with the USMS to automate facility inspection reports/checklist (USMS-218) to effectively evaluate and recommend changes; ensuring items of greatest operational risk are targeted. Through this program, OFDT will identify, track and resolve deficiencies and weaknesses.

Performance Measurement: # of Corrective Actions Open 30+ days OFDT will track the resolution of deficiencies and weaknesses by monitoring the number of aged (30 days) unresolved corrective actions. These deficiencies and weaknesses will be closely monitored until a resolution is reached or punitive action is required.

2.1.3 Provide Comprehensive Training OFDT will provide a comprehensive training program for contract monitoring to introduce processes, procedures, and skills to enhance detention operations in private, state and local detention facilities. This training program will be provided to contracting officer technical representatives (COTR) and inspectors to ensure an effective quality assurance program, including facility, medical care, and financial contract compliance. Training initially will be offered on-site at regional locations; in the long-term, it will be available via Intranet-based training. Comprehensive contract monitoring training will enable COTRs and inspectors to better understand the Federal Performance-Based Detention Standards and detention program processes to ensure that facilities provide for the safe, secure, and humane treatment of prisoners, and that agreed-upon contractual services are delivered.

Performance Measurement: OFDT cannot quantify the impact of this strategy directly.

DOJ Strategic Goal 4.1 Ensure the appearance of criminal defendants for judicial proceedings or confinement

**OFDT Strategic Goal 3:
Increase the efficiency of JPATS program**

SG 3 Performance Goal: Hold detention transportation costs below inflation*						
SG 3 Performance Measure (Outcome): Transportation Unit Costs						
2005 Actual	2006	2007	2008	2009	2010	2011
N/A	Define Transportation Unit Cost and Data Collection Methodology	Test/Refine Methodology	Calculate Impact of strategies to unit cost	Target < (2008 unit costs X inflation)	Target < (2009 unit costs X inflation)	Target < (2010 unit costs X inflation)
	Establish 2005 Baseline	Resolve data quality issues				
Implement Strategies						
* As adjusted for fuel increases						
Data Source: To be determined						

There are multiple challenges facing the JPATS program. Most JPATS assets are fully dedicated to executing the mission based on the business model that has proven successful in the past. A more concerted effort, however, is required to address the ever-growing prisoner and alien population, and the static budget levels and transportation infrastructure that do not mirror that growth. At the core of these efforts, OFDT is looking to integrate an enhanced ground transportation system and implement recommended changes to the JPATS transportation, scheduling, and billing system. JPATS’ infrastructure requires both immediate and long-term relief. Although the organization is not in a position to add to its air fleet, the objective is to find ways to enhance the infrastructure.

Strategic Objectives:

3.1 Move prisoners faster within available resources

SO 3.1 Performance Goal: Reduce “Wait Time” in Detention from Designation to Commitment from 21 to 14 days by 2008								
SO 3.1 Performance Measures (Output): # Days from Designation to Commitment								
	2004 Actual	2005 Actual	2006	2007	2008	2009	2010	2011
Designation to Commitment	21	20	20	17	14	14	14	14
Data Source: BOP, Office of Research and Evaluation								

OFDT is also working to mitigate the problem associated with the single Federal Transfer Center (FTC), which is used by JPATS. The FTC often operates at full capacity and is unable to process additional incoming prisoners, which creates delays that slow prisoner movements in other districts. Increasing in-transit housing capabilities will allow JPATS to move more prisoners faster.

Strategies

3.1.1 Reduce “choke points” for in-transit prisoners Effective use of strategically located ground transportation hubs also enables cheaper and faster movements. A critical and ongoing weakness for JPATS is insufficient bed space at key “choke points” for in-transit prisoners. In 2005, with OFDT’s facilitation and the help of the USMS Western District of Oklahoma, Grady County, Oklahoma, reopened an underused jail facility to provide JPATS an additional 200 beds to augment the BOP’s Federal Transfer Center (FTC). The added space, in proximity to the FTC, relieves potential bottlenecks and helps keep JPATS running more efficiently. OFDT plans to incorporate the same concept in areas where the detainee level is highly saturated and other facilities exist with the ability to facilitate ground and air movements. A thorough review will allow OFDT, in conjunction with participating agencies, to develop a methodology for planning and evaluating the efficiency of JPATS air transportation scheduling and routing to promote efficient and cost-effective operations. Identifying and prioritizing areas of concern will assist this increasingly complex organization to focus on transportation efficiencies needed to improve future JPATS transportation operations.

3.1.2 Maximize the efficiency of the transportation system OFDT will lead and facilitate a thorough review of all JPATS scheduling processes and procedures for land and air to determine potential transportation efficiencies. One area of consideration is the shift in the balance of land to air moves with the goal of maximizing air moves for longer distances and ground moves for less lengthy moves. This however, requires further analysis of capabilities as well as the impact of detention locations and choke points.

Performance Measurement: OFDT will develop appropriate performance measurement as strategies and initiatives are solidified.

MANAGEMENT GOALS, OBJECTIVES, AND STRATEGIES

The management goals, objectives and strategies represent those initiatives that are considered of high importance, many of which provide the foundation for successful execution of the strategic goals. However, they are not to be considered representative of the *total* efforts of OFDT in these areas, rather they are of the highest importance as they relate to strategic planning. The following OFDT management goals are aligned within the structure of the President's Management Agenda.

Integrate Budget and Performance

1.1 Improve the operating plan for OFDT OFDT will improve the operating plan incorporating detainee population data (actuals and projections) and ensure the appropriate linkage to budget formulation and execution, as well as provide oversight of the USMS detention operating plan. The OFDT Budget Office will review strategic goals and objectives for the current and out years within each of OFDT's key function areas, as well as related project and business action plans, to ensure adequate resources are available for successful execution. Regular, monthly reviews of the budget's execution status will result in a strong and effective account and will allow appropriate lead-time for leadership decisions regarding the allocation of funds.

1.2 Improve the integration of procurement into the budget process OFDT budget and procurement divisions will work together to establish policy and procedures to ensure that procurement requirements and the budget function are fully integrated (*e.g.*, linking the process for negotiating bed space rates to budget formulation), resulting in greater accuracy of future budget submissions.

Strategically Manage Human Capital

2.1 Right-size the JPATS staff OFDT will review JPATS staffing to ensure that JPATS has a highly effective staff structure – personnel in the right positions and locations -- to most effectively meet mission requirements. The Trustee chairs the Pricing Methodology and Right-Sizing Committee, which is comprised of representatives from all JPATS client agencies. The Committee is tasked with ensuring equality in charging and servicing clients and, as part of that effort, will review JPATS staffing to ensure appropriate personnel levels and locations. This will result in an organization that is suitably staffed to meet mission requirements in the most effective manner.

Improve Financial Performance

3.1 Ensure agency-level financial management integrity and efficiency OFDT will refine policy and formalize procedures (via manuals) to achieve greater effectiveness in agency level financial operations. This will ensure that OFDT has the capability to develop long-term budgets and programs that are in compliance with financial audits and internal control procedures. It will also ensure that OFDT's operating plan fully incorporates detainee population projections into formulation of the detention budget, and that formulation and execution are appropriately linked.

3.1.1 Refine procedures and policies for an effective agency-level financial operation. The office will establish formal, written internal OFDT policies and procedures, as well as policies and procedures for certain interagency actions (e.g., reimbursable agreements, obligation of funds, notification procedures when the appropriated quarterly level is at risk).

3.1.2 Refine financial internal control procedures. OFDT will refine financial internal control procedures to include procedural manuals for the full-range of budget processes, including forecasting, formulation, and execution. OFDT will establish internal controls and interagency procedures to integrate with DOJ's financial and budget architecture. These controls will assist in the development of a detailed and fully documented annual budget cycle (to include out-year requirements), including timelines, which will be provided to detention agencies in order to integrate OFDT's and detention agencies' planning cycles for detention resources. These steps will also assist in developing properly planned and researched budget submissions, which are error free and justifiable in resource management allocation forums. In addition, these procedures will enable OFDT to clearly and effectively conduct audits of all financial operations, ensuring compliance (e.g., ensuring that OFDT and the USMS Prisoner Services Division meet the requirements of DOJ's annual financial audit), and improve the accuracy and timeliness of budget projections, submissions, and execution.

3.2 Automate the detention billing and payment system OFDT's Budget Office, in concert with the Information Technology (IT) Division, will introduce an automated detention billing and payment system. The Budget Office will develop the financial processes and procedures required to successfully execute an auditable, automated system. The IT Division will convert a decentralized and non-standardized manual billing approach into a time and cost efficient, automated, web-based system used to reimburse other agencies and to pay bed space and medical providers for services rendered and facilities provided. Automating the billing and payment systems over a secure web-based Internet capability will significantly reduce the labor associated with the current manual or semi-automated system. It will also result in a more efficient accounting system and provide additional automated analysis capability for future projections, thus improving accuracy and timeliness.

3.3 Ensure the equitable distribution of costs OFDT will develop a system to monitor the equitable and fair distribution of costs and expenses for the use of JPATS transportation assets, to include the regular monitoring of JPATS prisoner movements and costs. This will ensure that JPATS client agencies are fairly charged for the use of JPATS assets, thereby promoting equality among participating agencies. This will be accomplished through a decision-making process that takes into consideration all entities involved and evaluating those decisions for the impact on the Federal Government as a whole, rather than a single agency. Additionally, OFDT will develop an approach to accurately define and then monitor the key elements in JPATS that will pay the most dividends for the entire program while maintaining effective operations. This will be accomplished by reviewing and building upon existing studies and assessments, the technical expertise of participating agencies, and existing IT capabilities to facilitate the identification of problem areas and the development and implementation of proposed solutions.

Improve Competitive Sourcing

4.1 Develop a Multi-Year Acquisition Plan (MAP) OFDT will complete a MAP based on agency projections for detention housing requirements five years out. This MAP will centralize detention and service projections, providing a comprehensive view of out-year requirements to allow for improved planning and full integration of procurement with the budget process. Each detention agency will prepare an Advance Procurement Plan (APP) to OFDT for incorporation into the MAP and OFDT budget submissions. The APP will link projected population growth with agency detention space and service requirements for the upcoming five years. Accurate projections and consolidated state and local (IGA) pricing models will help stabilize government costs and achieve “best value” results government-wide. This approach will result in fiscal efficiencies by merging shared facilities and awarding longer procurements to achieve economies of scale.

4.2 Develop a Detention Services Schedule for all detention agencies. OFDT will develop a program-wide detention services availability and price list that will provide USMS, ICE, and BOP with a simplified process of acquiring detention or correctional services in varying quantities while obtaining volume discounts. Under indefinite delivery contracts, the USMS, ICE, and BOP will be able to place an order directly with the contractor in accordance with the terms and conditions of the pricelist. The Detention Services Schedule will allow detention agencies access to bed-space and other services faster, easier, and more economically.

4.3 Develop the legal aspect of deduction procedures for performance-based contracting

OFDT will develop the legal aspect of deduction procedures for performance-based contracting in private facilities that are fair and consistent in their application (see Appendix B for this strategy’s Project Plan). The purpose is to develop the legal aspect of procedures for a reduction in contract price for performance-based contracting. When a deficiency is identified, but the contractor fails to take corrective action, the Government is entitled to a reduction in the contract price. Reducing the contract price serves to assure quality in the performance of contracts and to ensure the American public receives value for its tax dollars. Ensuring that the procedures for taking a reduction in contract prices are fair and consistent will make the action less subject to legal challenge.

Expand Electronic Government

5.1 Develop and implement a multi-year OFDT Detention Services Information Technology Architecture The current state of technology within the detention community is characterized by multiple agencies with disparate and incompatible legacy IT systems and capabilities. Many of the data processes used by these entities are either manual or were created within a local IT environment that does not easily lend itself to electronic information sharing. Developing a strategy and an IT architecture that introduces new commercial-off-the-shelf technology, while leveraging current IT assets and capabilities where practical, will assist in streamlining detention operations and reducing costs. Leveraging current information collected in this area by enhancing the reporting process will eliminate the need for additional monthly reporting requirements. Working on system-wide processes and procedures with an effective IT backbone to support the effort will also allow OFDT to implement a best practices and lessons learned information sharing capability. OFDT will develop a multi-year strategy that comprehensively addresses the IT requirements of detention operations, and establishes the foundation for future technological requirements and the approach to integrate enterprise solutions

Program Evaluation

To improve the planning process and ultimately overall performance, OFDT will use program evaluations together with performance measures to assess its effectiveness in meeting the goals and objectives outlined in its Strategic Plan. These program evaluations will be accomplished through various means such as internal and external reviews (*e.g.* DOJ audits, including the Office of Inspector General and financial). In addition, during the OFDT PART review process, OFDT will consult with OMB to define mutually agreeable parameters of an independent routine program evaluation. Unlike current program evaluations this effort will include an assessment of OFDT oversight functions.