

**United States Marshals Service  
FY 2020 Performance Budget  
President's Budget**

**Justice Prisoner and Alien Transportation System  
Revolving Fund**



**March 2019**

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## **I. 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 with total operating costs reimbursed by customer agencies. JPATS coordinates the movement of Federal prisoners and detainees in the custody of the U.S. Marshals Service (USMS) and the Bureau of Prisons (BOP), including pretrial, sentenced, and criminal aliens. JPATS also transports Department of Defense and state and local prisoners on a reimbursable, space-available basis.

Using USMS and BOP projected prisoner population movement requirements, JPATS develops total projected costs associated with air transportation. JPATS uses OMB Circular A-126 guidelines to identify fixed and variable cost categories and applies activity-based costing to develop flight hour rates. JPATS bills its customers based on the number of flight hours and the number of seats the customers use to move their prisoners/detainees.

As a revolving fund, JPATS operates with numerous benefits, including but not limited to:

- the no-year account mitigates risks of unanticipated customer program changes or cost variances providing a consistent funding stream;
- the concept of full-cost recovery meets program goals for transparency and equitable distribution of costs and adheres to industry best practices;
- the revolving fund allows for multi-year funding and leasing authority for capital acquisitions; and
- the authority to retain proceeds from disposal of aircraft, support equipment, and parts encourages good stewardship and disciplined asset management.

The JPATS revolving fund generates cost stability for customer agencies because the fund can absorb cost fluctuations for operating expenses such as fuel and aircraft maintenance on a short-term basis. It also allows JPATS to set aside funds over time to replace aircraft and major aircraft parts and enables JPATS to plan the procurement of equipment or maintenance lease agreements when needed.

JPATS is committed to ensuring each scheduled mission is properly staffed with a well-trained, professional crew. Each mission includes qualified pilots and aircraft maintenance personnel to safely operate the aircraft. Experienced law enforcement and security officers ensure crew and airlift site safety and the safe, secure transfer of prisoners. Each flight is also staffed by a certified medical specialist who validates required screenings and medical records and ensures all prisoners are medically stable and fit to fly.

### **A. Budget Assumptions**

JPATS continually seeks opportunities to improve the quality of prisoner movement services, optimize the transportation network, and produce efficiencies for the customer. Key assumptions for this budget formulation include:

- Based on customer requested requirements, the programmed replacement aircraft in Las Vegas will be faster, larger and provide greater capabilities. Therefore, the costs

associated with operating and maintaining the aircraft will increase. In addition to greater capacity, the newly acquired aircraft will provide Extended Range Twin Engine Operational Performance Standards (ETOPS) capabilities. This extended range capability will enable JPATS to fly greater distances faster and reach BOP and USMS facilities in Hawaii and other overseas areas.

- The price per gallon of jet fuel continues to fluctuate in an upward trend due to the changing market.
- Owned large aircraft ensure a higher availability rate for missions, provide surge capability, and are more cost-effective than leased aircraft.

## **B. Efficiencies, Savings, and Increased Value**

JPATS continually examines its operational areas to provide reliable, quality services while seeking to increase efficiencies and generate savings for the customer agencies.

### JPATS Efficiencies:

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 are the data and analysis made possible through the JPATS' Management Information System (JMIS). More accurate and timely data is now available to help management analyze program areas. Working both internally and externally across its customer base, JPATS is using performance data to identify potential problems, create viable solutions, and drive program improvements. JPATS measures and monitors weekly and monthly performance and reports quarterly performance to the Director, USMS, and the JPATS Executive Committee (JEC) through the JPATS Working Group (JWG).

### JPATS Savings:

Maintaining three owned 737 aircraft in support of Oklahoma City-based JPATS operations ensures optimal availability by providing a contingency aircraft for use when primary aircraft are undergoing maintenance or when surge missions are required. Examples of surge missions flown during FY 2018 include evacuation support for hurricane-ravaged Puerto Rico and the movement of prisoners from overcrowded and expensive commercial facilities along the Southwest Border to more affordable BOP facilities. Ownership of the 737 aircraft has proved to provide JPATS greater operational flexibility, fewer logistical concerns (benefits of supporting a common platform), and a reduced security risk.

### JPATS Increased Value:

Continually reviewing program performance metrics and staying in tune with customer requirements ensures JPATS is providing value and meeting customer expectations. In 2017 JPATS initiated a cost analysis for replacement of the Las Vegas aircraft, a Saab 2000, in anticipation of the end of its useful life. As a result, a lease-to-purchase option was supported by the GSA Capital Asset Planning (CAP) tool in the Federal Aviation Interactive Reporting System (FAIRS) system. JPATS management, with approval from the JEC, opted to sell the Saab aircraft because of increased risk of mission failure, escalating maintenance costs including

an upcoming overseas heavy maintenance requirement, and expensive pilot training. JPATS sold the Saab aircraft in July 2018.

Customer requirements and the business case results support the purchase of a larger, long range capable aircraft which offers flexibility for mission expansion and other advantages due to fleet commonality. In FY 2019, JPATS procurement staff will enter into a lease with the option to purchase a 737 aircraft with ETOPS capability, providing overseas mission capability.

In FY 2018, the USMS benefited from continuing collaborations between JPATS and the USMS Investigative Operations Division (IOD). Working together, JPATS and IOD developed internal protocols to check the viability of utilizing JPATS transportation options for IOD’s international extraditions before contracting with commercial vendors. Several extraditions, including routine movements from Bogota as well as several movements from Mexico, were accomplished using JPATS assets and personnel. These movements provided IOD benefits derived from the experience and professionalism of USMS employees who perform air movements on a daily basis. The IOD partnership provides better value for the agency, while bringing in additional revenue for JPATS.

**C. Budget Summary**

JPATS Revolving Fund program estimates for Obligation Authority (OA) and Personnel Data are based upon customers’ projected requirements and estimated carry forward authority.

**Financial Operations, FY 2018 – 2020**  
(\$ in thousands)

	<b>FY 2018</b>	<b>FY 2019</b>	<b>FY 2020</b>
	<b>Actual</b>	<b>Estimate</b>	<b>Estimate</b>
Operating	55,797	57,082	62,045
Less Depreciation	(1,330)	(3,017)	(3,425)
Operating Authority	54,467	54,065	58,620
Carry Forward Authority*	35,955	15,000	15,000
Total Authority	90,422	69,065	73,620
Civilian Positions	123	123	123
Civilian End Strength	95	110	113
Personal Contract Guards	102	124	124
Average GS Salary	\$90,187	\$97,659	\$93,238
Average SES Salary	\$182,719	\$187,557	\$191,752

\* From SF-133, “Report on Budget Execution and Budgetary Resources,” dated September 30, 2018.

## D. Revenues and Expenses

Accumulated Operation Results (AOR) for FY 2018 and anticipated AOR for FY 2019 and FY 2020 are shown below. The Revenue and Expenses chart on page 11 provides corollary details.

### Revenues and Expenses, FY 2018 – 2020 (\$ in thousands)

	<u>FY 2018</u>	<u>FY 2019</u>	<u>FY 2020</u>
Revenue	52,418	57,082	62,045
Cost Of Operations (includes depreciation)	(54,967)	(57,082)	(62,045)
Operating Results	(2,549)	0	0
Non-Operating Adjustment - Other	1,675	0	0
Net Operating Results (NOR)	(874)	0	0
Prior Year AOR	19,906	19,032	19,032
AOR Adjustments	0	0	0
Net Accumulated Operating Results (AOR)	19,032	19,032	19,032

## II. JPATS Performance Challenges

### Transporting Prisoners in a Safe, Timely, and Economical Manner

**Challenge:** JPATS must continue to successfully transport prisoners safely, timely, and economically within limited resources to provide the best value to its customers. JPATS must look for innovative solutions to create greater efficiency and sustain optimum program performance within the current transportation infrastructure.

#### A. Conduct Safe, Secure, Humane Prisoner Transport

**Strategy: Improve the quality and timeliness of intelligence to reduce potential threats.**

JPATS continues to improve its capability to produce quality and timely intelligence on prisoners and operational sites necessary to maintain safe and secure missions. JPATS created an Intelligence Research Specialist program that ties into intelligence assets across the USMS and BOP to develop and share prisoner attributes and threat information relevant to prisoner operations and transportation. Actionable intelligence produced daily mitigates risks associated with potential threats during transportation operations. JPATS continues to increase the capture of prisoner attribute data in JMIS and developed daily intelligence products for its crews to access through mobile devices.

JPATS completed improvements to its perimeter security program to increase JPATS' protective posture, raise threat awareness, and reduce risk. Actions were taken following an extensive

study of perimeter security procedures at the various airlift sites and across the national transportation network including implementation of quarterly and annual improved tactics training, procurement of improved tactical gear and additional automatic weapons, and making security information available throughout the duty day to security personnel via tablets. These enhancements provide a heightened sense of threat awareness and a more robust security posture to ensure improved officer and crew safety.

**Strategy: Ensure safe and reliable aviation operations while minimizing risk.**

JPATS continues to leverage new aviation technologies to minimize safety and operational effectiveness risks. JPATS implemented a comprehensive Aviation Safety Management System (SMS) that defines and documents JPATS' operations and aligns them with the GSA's Interagency Committee on Aviation Policy (ICAP) and the International Standards-Business Aviation Organization (IS-BAO) best practices. JPATS' SMS was recognized and achieved IS-BAO Stage Two Certification. IS-BAO compliance is considered to be the Gold Standard in both Federal Aviation and International Commercial Aviation.

JPATS reviewed its training methods and requirements and ensured documentation in accordance with Federal Aviation Administration (FAA) requirements. The review further identified best practices to implement for maintenance and scheduling personnel and resulted in the development of a formal training program. Finally, JPATS was able to expand quarterly stand-down day training to all Aviation functional areas. The project is completed having formalized the structure and tracking tools to ensure all JPATS Aviation personnel get equal treatment and training opportunity as defined in their program.

In addition, JPATS will continue to transform aviation support functions and train its personnel for optimal aviation operations as well as maintain IS-BAO Certification. Finally, JPATS is exploring new technologies to add predictive analysis tools to its SMS, allowing JPATS to foresee and mitigate significant risks of future incidents or accidents.

## **B. Transport Prisoners in a Timely Manner**

**Strategy: Reduce scheduling process time and movement request backlog.**

JPATS continues to optimize the JMIS Assisted Routing and Scheduling System (JARS), which plans the trips and routes of routine prisoner transportation through information technology processes. JARS schedules nearly 82 percent of JPATS' prisoner movement requests, 81 percent of which are completed as scheduled, allowing transportation specialists to focus on high priority and more complex prisoner transportation schedules. JPATS continuously monitors and assesses movement request timelines to ensure maximum delivery with minimal backlog. The greatest percentage of backlogged prisoners results from designated prisoners being delayed in transit due to lack of bed space at their final BOP destination, particularly at medical and study care facilities. JPATS is partnering with the BOP to leverage facility bed space data and integrate with JMIS movement request destination data to achieve greater efficiencies and reduce timelines for prisoner scheduling to final destination.

**Strategy: Reduce prisoner processing errors, increase transfer time, and eliminate airlift site refusals.**

In concert with its customers (USMS and BOP), JPATS completed a proof-of-concept to allow USMS and BOP to compile documents required for prisoner movement in electronic form. The current paper prisoner movement packet consists of a movement order, prisoner profile with security information and a photo, a medical form with tuberculosis (TB) clearance, and additional documents as required by each agency. The new system, a secure cloud-based, web-accessed technology referred to as the Movement Packet (MPAC), facilitates the transfer of prisoners from one transport officer or facility to another across DOJ partners. This technology will incorporate an electronic movement request from data provided by USMS and BOP systems and demonstrate the efficiency and accuracy of enabling facility and transport staff to review the documents prior to movement on a desktop, laptop, or mobile device. Most notably, electronic prisoner transportation documentation and data that can be viewed prior to or “just in time” at airlift sites will reduce errors produced from rekeying data across systems and eliminate prisoner transfer denials that arise from missing paperwork. BOP’s Amazon GovCloud environment is hosting the system; portals for BOP, USMS, and private facilities will be deployed by FY 2019.

Additionally, the USMS is developing the new Capture System with the current focus on prisoner management functionality. JPATS is working with the Capture program team to exchange JPATS prisoner transportation data in JMIS with Capture. This improves processes and data integration for both systems. Capture will provide JMIS with an updated Movement Request form and JMIS will provide Trip and Prisoner Transportation information to district personnel through the Capture interface. This functionality is due out in FY 2019.

### **C. Transport Prisoners in an Economical Manner**

**Strategy: Use the most economic bed space before and during transit.**

JPATS continues to develop methods and procedures to move prisoners waiting movement out of high-cost paid jail beds to lower-cost beds during the pre-transit status. Likewise, JPATS continues to work with the BOP and the USMS, Prisoner Operations Division (POD) to house prisoners-in-transit in the most economical jail beds available while at the same time reducing to the greatest extent possible the number of days a prisoner is in both pre- and in-transit status.

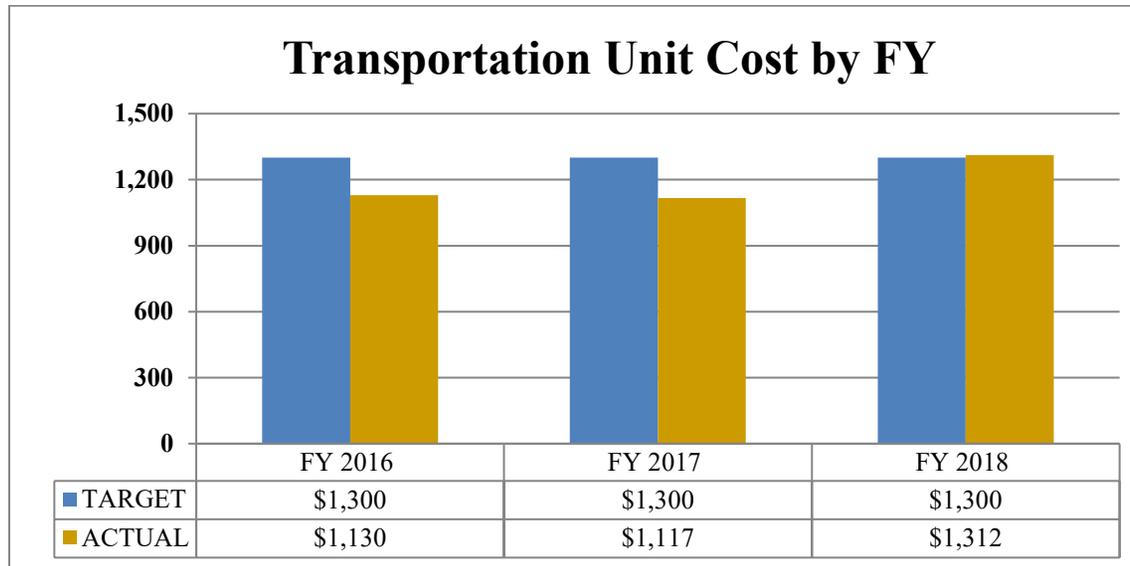
### III. Performance Tables

#### Performance and Resources Table

PERFORMANCE AND RESOURCES TABLE												
Decision Unit: Justice Prisoner and Alien Transportation System												
RESOURCES			Target		Actual		Projected		Changes		Requested (Total)	
			FY 2018		FY 2018		FY 2019		Current Services Adjustments and FY 2018 Program Changes		FY 2020 Request	
Total Costs and FTE (\$ in thousands) (reimbursable FTE are included, but reimbursable costs are bracketed and not included in the total)			FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000
			110	\$52,282	95	\$54,467	110	\$54,065	3	\$4,555	113	\$58,620
TYPE	STRATEGIC OBJECTIVE	PERFORMANCE	FY 2018		FY 2018		FY 2019		Current Services Adjustments and FY 2019 Program Changes		FY 2019 Request	
Program Activity		Prisoner Movement	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount
			110	\$52,282	95	\$54,467	110	\$54,065	3	\$4,555	113	\$58,620
Performance Measure: Output Workload	3.1	1. Number of requests for air and ground transportation of prisoners	114,000		109,261		114,000		0		114,000	
Performance Measure: Output Unit Cost	3.1	2. Transportation Unit Cost	\$1,300		\$1,312		\$1,350		\$0		\$1,350	

PERFORMANCE MEASURE TABLE											
Decision Unit: Justice Prisoner and Alien Transportation System											
Strategic Objective	Performance Report and Performance Plan Targets		FY 2014	FY 2015	FY 2016	FY 2017	FY 2018		FY 2019	FY 2020	FY 2021
			Actual	Actual	Actual	Actual	Target	Actual	Target	Target	Target
3.1	Performance Measure: Workload	1. Number of requests for air and ground transportation of prisoners.	117,255	111,540	106,297	112,824	114,000	109,261	114,000	114,000	114,000
	Performance Measure: Output	2. Transportation Unit Cost	\$1,257	\$1,282	\$1,130	\$1,117	\$1,300	\$1,312	\$1,350	\$1,350	\$1,350

Transportation Unit Cost: The FY 2020 target is \$1,350 per rate-based prisoner. Historical Transportation Unit Cost is depicted in the graph below.



## **Performance, Resources, and Strategies**

### **a. Performance Plan and Report for Outcomes**

The JPATS strategic plan requires partnering with the USMS and BOP to maintain financial and operational responsibilities for transporting prisoners, conducting effective daily operations, and promoting problem resolution and process improvement at the national level. JPATS leverages its current systems, participates with the USMS in implementing Capture, and partners with the BOP to integrate and advance data sharing solutions focused on providing more efficient operations and reporting capabilities across agencies.

Through the project “Assessment of Current and Potential Airlift Sites and Routes,” JPATS revalidated the selection of current sites and routes and developed a formal, standardized process to initiate and complete an airlift site assessment. This process not only ensures that JPATS regularly revalidates aviation, security, and business considerations, but provides JPATS’ partners a method to request changes with complete transparency and documentation of the request, coordination, decision, and impacts to the operations of all stakeholders.

### **b. Strategies to Accomplish Outcomes**

One of the most effective ways JPATS can reduce bed space expenses is by efficiently scheduling and transporting prisoners. JPATS is doing this by using automation to reduce or eliminate paper-based processes and create dynamic scheduling that is responsive to facility capacity constraints. By utilizing automation, JPATS reduces errors and has better information when scheduling prisoners. This reduces refusals during transport and facility exchanges, subsequently reducing delays and additional contracted bed space costs.

JPATS created a program to support transportation services through mobile technology. The use of mobile devices serves to expedite operations, improve data collection and reporting, and reduce risk. Risk reduction examples include the provision of electronic prisoner manifests with prisoner photos and key information to aviation enforcement officers, real-time weather updates and airport information to JPATS dispatchers and pilots, and in-flight prisoner medical information to mission paramedics for communication to medical practitioners during immediate care.

To achieve its mission of safe, secure, and economical prisoner transportation, JPATS must ensure effective law enforcement and officer safety while managing cost, infrastructure investment, and personnel resource constraints. JPATS is assessing staffing requirements and pursuing employee scheduling alternatives to ensure personnel with special skills are available when needed. JPATS developed and is implementing specialized aviation law enforcement training to enhance officer safety and standardization for both employees and contractors.

#### IV. JPATS Operating Budget

##### Chart 1: Operating Cost Changes

##### Changes in the Cost of Operations, FY 2018 – 2020 (\$ in thousands)

<b>FY 2018 Actual*</b>	<b>\$54,967</b>	<b>FY 2019 Estimate*</b>	<b>\$57,082</b>
Pricing Adjustments:		Pricing Adjustments:	
Aircraft Fuel	836	Aircraft Fuel	1,655
Aircraft Maintenance	(1,176)	Aircraft Maintenance	3,651
Aircraft Leases	525	Aircraft Leases	(1,933)
Civilian Labor	2,247	ASO Contract Guards	547
Employee Training	362	Interagency Agreements	(329)
Admin Support/IAs	1,082	Non-Cap Equipment	466
Non-Cap Equipment	(3,935)	Aircraft Depreciation	408
Aircraft Depreciation	1,687	Other	498
Travel	530	Subtotal	4,963
Other	(43)		
Subtotal	2,115		
<b>FY 2019 Estimate*</b>	<b>\$57,082</b>	<b>FY 2020 Estimate*</b>	<b>\$62,045</b>

\* Estimate including depreciation.

##### Chart 2: Sources of New Orders/Revenue

##### Sources of New Orders and Revenue, FY 2018 – 2020 (\$ in thousands)

New Orders	FY 2018	FY 2019	FY 2020
a. Operating Orders From Customers			
USMS	\$31,401	\$35,521	\$38,605
BOP	20,607	21,561	23,440
Other	410	0	0
b. Non-Operating Orders From Customers			
USMS	0	0	0
BOP	155	0	0
Other	1,520		
<b>Total Orders From Customers</b>	<b>\$54,093</b>	<b>\$57,082</b>	<b>\$62,045</b>

### Chart 3: Revenues and Expenses

#### Revenues and Expenses, FY 2018 – 2020 (\$ in thousands)

Description	FY 2018 (Actual)	FY 2019 (Estimate)	FY 2020 (Estimate)
<b>REVENUE</b>			
Operations	52,418	57,082	62,045
Other Income		0	0
<b>Total Revenue</b>	<b>52,418</b>	<b>57,082</b>	<b>62,045</b>
<b>EXPENSES</b>			
<i>Aircraft Operating Expenses</i>			
Aircraft Fuel	10,483	11,319	12,974
Aircraft Maintenance	12,047	10,871	14,522
Aircraft Leases	4,174	4,699	2,766
<b>Aircraft Operating Expenses Total:</b>	<b>26,704</b>	<b>26,889</b>	<b>30,262</b>
<i>Labor Related Expenses</i>			
Civilian Labor	13,220	15,467	15,715
Employee Training	305	667	665
Guards, Contract Services	4,135	3,993	4,540
<b>Labor Related Expenses Total:</b>	<b>17,660</b>	<b>20,127</b>	<b>20,920</b>
<i>Mission Support Expenses</i>			
Contract Crew	25	40	0
Aircraft Ground Support Expenses	262	179	232
Navigation Data, Tech Periodicals	173	221	252
Medical Expense	266	245	287
Mission Travel	453	658	626
<b>Mission Support Expenses Total:</b>	<b>1,179</b>	<b>1,343</b>	<b>1,397</b>
<i>Non-Mission Support Expenses</i>			
Facilities Expenses	1,532	1,642	1,744
Admin & Support Expenses (including Interagency Agreements)	1,828	2,910	2,566
Non-Cap Equip Purchase/Rental	4,349	414	880
Non-Mission Travel	268	593	575
Other Expenses	117	147	276
<b>Non-Mission Support Exp Total:</b>	<b>8,094</b>	<b>5,706</b>	<b>6,041</b>
<b>Total Expenses</b>	<b>53,637</b>	<b>54,065</b>	<b>58,620</b>
<b>Operating Results</b>	<b>(1,219)</b>	<b>3,017</b>	<b>3,425</b>
Depreciation	(1,330)	(3,017)	(3,425)
<b>Net Operating Results</b>	<b>(2,549)</b>	<b>0</b>	<b>0</b>
Non-Operating Revenue	1,675	0	0
Prior Year Accumulated Operating Results	19,906	19,032	19,032
<b>Accumulated Operating Result Adjustments</b>	<b>0</b>	<b>0</b>	<b>0</b>
<b>Net Accumulated Operating Results</b>	<b>\$19,032</b>	<b>\$19,032</b>	<b>\$19,032</b>