

**United States Marshals Service  
FY 2013 Performance Budget  
President's Budget**

**Federal Prisoner Detention Appropriation**



**February 2012**

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## I. Overview

### A. Introduction

The Federal Prisoner Detention (FPD) Appropriation requests a total of \$1,668,235,000 for Fiscal Year (FY) 2013.

The request includes total program changes of \$34,193,000 and adjustments-to base of \$53,447,000. The request by strategic goal follows:

DOJ Strategic Goal	FPD Program Activity	Budget Request
3.3	Detention Services	\$1,623,085,000
3.3	JPATS Transportation	45,150,000
<b>Total Request</b>		<b>\$1,668,235,000</b>

Electronic copies of the Department of Justice's (DOJ) Congressional Budget Justifications and Capital Asset Plan and Business Case exhibits can be viewed or downloaded from the Internet using the Internet address:

<http://www.justice.gov/02organizations/bpp.htm>.

FPD's budget request supports an average daily population of 64,917 and assumes an increase in the number of drug and weapons offenses as a result of law enforcement initiatives to combat drug cartels as well as an increase in immigration bookings at the Southwest Border (SWB). FPD's FY 2013 detention population projections include the following assumptions:

- Continued increases in law enforcement efforts and prosecutorial resources on the SWB to combat drug and illegal gun smuggling
- Continued immigration enforcement efforts by the Department of Homeland Security (DHS)

### B. Background

In FY 2013, the Department proposes merging the Office of the Federal Detention Trustee (OFDT) with the U.S. Marshals Service (USMS). The merger will align the accountability of resources with the responsibility of federal detention operations under a single command and control structure within the USMS leadership. The OFDT will become the FPD appropriation under the USMS. USMS will expand upon OFDT's successes in achieving efficiencies, cost reductions and cost avoidance in detention through process and infrastructure improvements. The care of federal detainees in private, state and local facilities and the costs associated with these efforts will be funded from the FPD appropriation.

FPD's resource needs are directly impacted by law enforcement and prosecutorial priorities. Currently, the challenges facing law enforcement officials at the SWB directly impact the detention population. As federal law enforcement officials increase their efforts to deal with these issues, USMS must ensure sufficient resources are available to house and care for the corresponding detainees. This objective is made even more challenging given the limited detention space available in this region.

USMS will continue to explore new approaches to address diminishing bed space availability as a result of an increasing detention population from aggressive immigration and other law enforcement initiatives.

### ***C. F Y 2013 Budget Request by Strategic Goal***

The FPD budget is aligned with DOJ strategic and performance goals. The account is defined by two program activities: 1) Detention Services and 2) JPATS Transportation. These program activities correspond directly with DOJ Strategic Goals, as shown below. Each program activity identifies the related performance objectives as well as related resources. This information, along with critical performance targets and workload projections, is included in the Performance and Resource Table (See p. 21). The alignment of DOJ Strategic Goals and program activities is detailed below.

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

***Objective 3.2 - Protect judges, witnesses, and other participants in federal proceedings, and ensure the appearance of criminal defendants for judicial proceedings or confinement***

***Strategy - Transport prisoners securely and efficiently***

#### **FPD Program Activity: JPATS Transportation**

***FPD Performance Goal: Meet the Nation's Detention Requirements in the most economical manner***

***Objective 3.3 - Provide for the safe, secure, humane, and cost-effective confinement of detained persons awaiting trial and/or sentencing, and those in the custody of the federal prison system***

***Strategy - Ensure adequate, cost-effective prison and detention capacity***

#### **FPD Program Activity: Detention Services**

***FPD Performance Goal: Meet the Nation's Detention Requirements in the most economical manner***

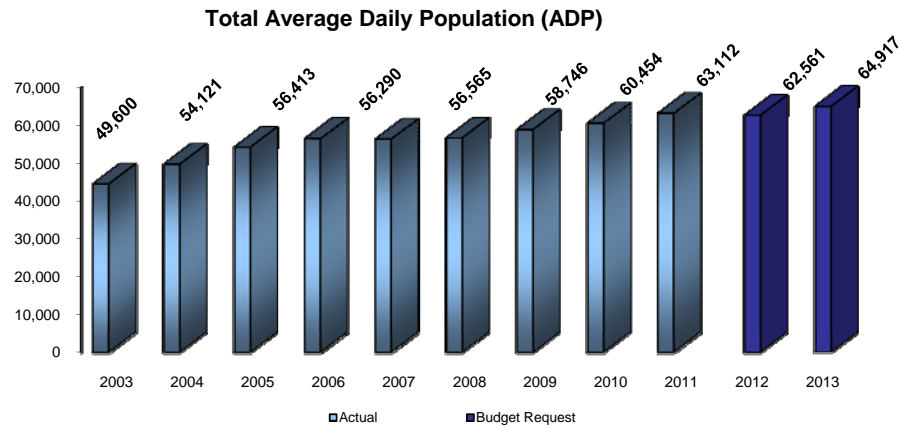
***FPD Performance Goal: Ensure safe, secure, and humane confinement***

**C.1 Budget Request - Detention Services/DOJ Strategic Goal 3 (Objective 3.3)**

**FY 2013 Request:** FPD’s request includes \$1,623,085,000 in appropriated resources for detention services. This amount includes \$1,479,603,000 for housing and subsistence of detainees. Program costs for health care and medical guards are \$89,602,000 and \$18,521,000, respectively. Also included in the total cost for this program activity is \$31,125,000 for intra-district transportation and \$4,234,000 for other associated costs.

**Adjustments-to-base:** \$73,000 for pay and benefits adjustments, rent and facilities costs, and recurring base adjustments; \$43,981,000 for other inflationary cost increases associated with increases in detention-related services. All personnel-related costs will become part of the USMS Salaries and Expenses account. (See Exhibit B)

**Program Changes:** \$59,861,000 for increase in costs associated with housing new federal detainees; program offsets of \$20,000,000 for detention efficiencies, \$106,000 for IT savings and \$5,562,000 for OFDT merger savings.



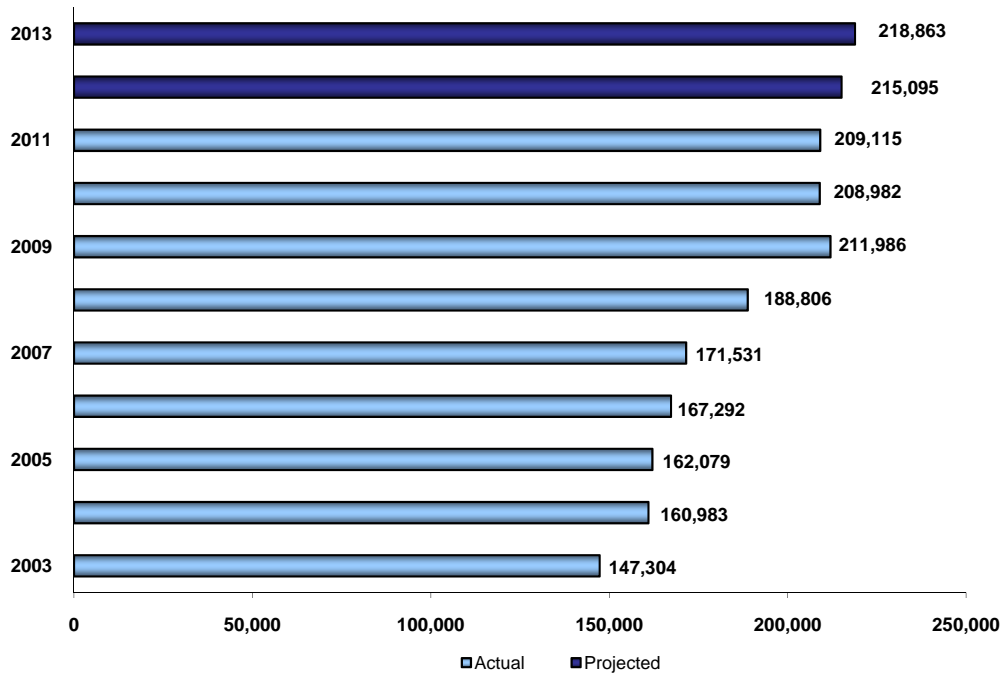
**ADP Projections:** Based on estimated bookings and time-in-detention, the ADP is currently projected to be 64,917 for FY 2013. The ADP is dependent upon the number of persons arrested by the federal law enforcement agencies coupled with the length of time defendants are detained pending adjudication, release, or subsequent transfer to the BOP following conviction and sentencing. Continuing initiatives, such as fast-tracking the prosecution of selected offenses, expediting the designation and transfer of sentenced prisoners to BOP correctional institutions, and utilizing detention alternatives, have proven successful at reducing detention time and housing costs. USMS continues to seek ways to achieve additional cost savings.

The type of offense impacts heavily on the time-in-detention; therefore, shifts in the projected number of people arrested by offense will likely impact the projected overall time-in-detention. USMS has observed that overall time-in-detention has decreased as a result of the increased population of immigration offenders referred for prosecution.

Immigration defendants, on average, are housed for less than half the time of those charged with drug, violent, and weapons offenses.

In 2013, anticipated law enforcement initiatives on the SWB that address drug and weapons trafficking are expected to increase the average time-in-detention. The most significant growth in detention over the last nine years has been in immigration along the SWB, largely due to increases in law enforcement and litigating resources devoted to the region. In the SWB Emergency Supplemental for FY 2010 – 2011, the DHS received funding to hire additional Border Patrol officers and for law enforcement activities targeted at reducing the threat of drugs and violence along the SWB. The U.S. Attorneys (USA) also received funding to increase prosecutions along the SWB. The DOJ will continue to support the Administration’s SWB priorities. However, USMS also recognizes that the increases for DHS and USA will increase the challenges to the detention program. A critical part of supporting these priorities is providing the necessary detention capacity to manage the increasing SWB arrests and prosecutions.

**Persons Booked by USMS**



### *Detention Population Forecasting Model*

A Detention Population Forecasting Model is used to take a statistical approach for predicting detention needs using factors such as population, demographic trends, number and type of criminal cases processed, average processing time per type of case, and authorized/requested positions of federal law enforcement, U.S. Attorneys, U.S. District Court judges, and immigration judges. These factors allow for the development of impact scenarios that address proposed legislation, known DOJ law enforcement initiatives and current activities. The projections are based on the past performance and behavior of the players involved. Any shift in behavior may alter the outcome.

The primary drivers of detention expenditures are the number of prisoners booked by the U.S. Marshals Service and the length of time those prisoners are held in detention. However, both of these factors are directly influenced by the activities and decisions of federal law enforcement, U.S. Attorneys, and the federal judiciary. Accordingly, USMS regularly monitors – and tries to anticipate – changes in federal law enforcement priorities and the number of on-board staff.

Nowhere has the impact of changing law enforcement priorities on detention expenditures been more observable than with the implementation of zero tolerance immigration enforcement policies along the Southwest Border. Prior to the implementation of these policies in December 2005, fewer than 40,000 persons were arrested and booked annually for criminal immigration offenses. Since implementation, the number of annual bookings for criminal immigration offenses has more than doubled, increasing to 84,328 during fiscal year 2011. USMS anticipates that bookings will continue to increase through FY 2013, from approximately 84,000 to 87,500 for immigration offenses; from 30,600 to 31,300 for drugs; and from 7,900 to 8,300 for weapons.

The impact of the added immigration bookings has been mitigated to a substantial extent by policies adopted by the U.S. Attorneys, DHS, and the federal judiciary to fast-track these cases through the criminal justice process. While the average time-in-detention for immigration offenses had been more than 100 days, the fast-tracking policies have reduced that average time-in-detention to less than 87 days, during FY 2011. The reduction in detention time has offset some of the impact of the unanticipated increase in bookings.

The FY 2013 projection assumes that law enforcement and prosecutorial priorities will remain for immigration at the Southwest Border, but will expand to encompass more drug and weapons offenses resulting from drug-related violence, which could have a significant impact on FPD's resource needs. Because USMS's projection model is largely based on past behavior, the following chart illustrates the **potential impact** of unplanned bookings by offense:

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**Impact of Increased Bookings Beyond the Fiscal Year 2013 Population Projections**

	Prisoner Bookings		Total ADP	Projected Cost Increase
	Total	Increase Above Current Projection		
<b>Bookings for Drug Offenses</b>				
+5%	32,843	1,564	65,484	\$10,993,075
+10%	34,407	3,128	66,050	\$21,982,665
+25%	39,099	7,820	67,752	\$54,989,373
+50%	46,919	15,640	70,581	\$109,886,538
+75%	54,738	23,459	73,414	\$164,838,252
<b>Bookings for Weapons Offenses</b>				
+5%	8,745	416	65,058	\$2,731,054
+10%	9,162	833	65,195	\$5,409,964
+25%	10,411	2,082	65,612	\$13,492,773
+50%	12,494	4,165	66,309	\$27,027,947
+75%	14,576	6,247	67,008	\$40,584,355
<b>Bookings for Immigration Offenses</b>				
+5%	91,816	4,372	65,459	\$10,306,508
+10%	96,188	8,744	66,001	\$20,608,799
+25%	109,305	21,861	67,625	\$51,506,993
+50%	131,166	43,722	70,335	\$103,045,263
+75%	153,027	65,583	73,043	\$154,552,257

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**The Interagency Detention Committee (IDC):** The size and complexity of federal detention means that collaboration between the agencies engaged in housing detainees under the jurisdiction of the federal government will only enhance operations and create potential opportunities for achieving efficiencies. The IDC consists of ICE, BOP, and USMS with USMS serving as Chair. This committee will address cross-cutting issues, share information, and engage in planning activities to seek mutually beneficial efficiencies as appropriate. The Committee is a working group whose major functions include:

- Share information regarding population projections and future initiatives as well as changes in operations, policies and strategies that may impact other agencies in the group;
- Share expertise and new innovations in detention management;
- Explore acquisition activities, information systems, planning models, or other operational or strategic initiatives that would benefit multiple agencies;
- Provide an opportunity to discuss policy and operational issues that exist between agencies; and
- Assign agency staff or smaller working committees to research specific issues and provide recommendations to the committee.

The initial workgroups are focused on detention areas with the potential for consolidation among federal agencies. The initial topics include a national federal pricing strategy, quality assurance program and inspections, and forecasting capacity planning.



**Capital Improvement Program (CIP):** USMS is continuing to develop the CIP into a more comprehensive program to address detention space needs in critical areas. The program offers various contractual vehicles to provide federal funding to state and local authorities for the expansion, renovation and construction of jails or the acquisition of equipment, supplies, or materials. The program consists of two parts: the Cooperative Agreement Program (CAP) and Non-Refundable Service Charge Contract (NSCC).

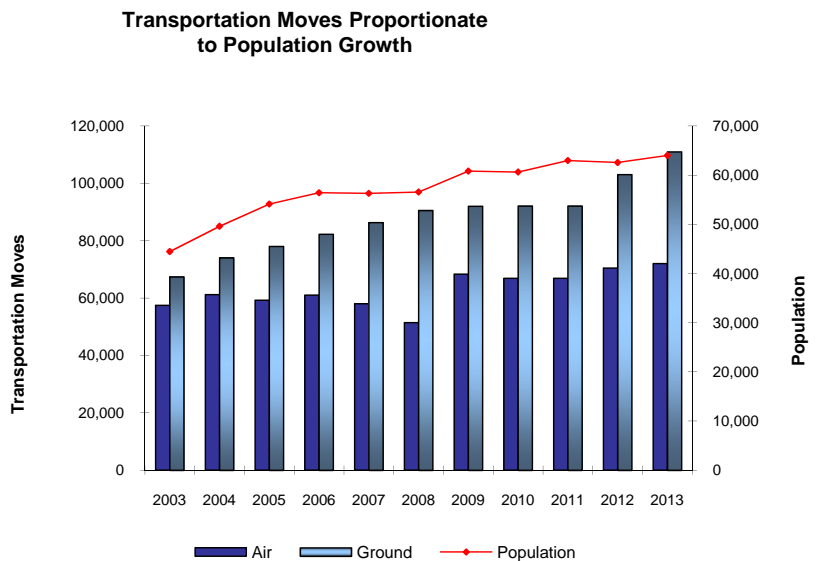
CAP provides federal resources to select state and local governments to renovate, construct, and equip detention facilities in return for guaranteed bed space for a fixed period of time for federal detainees in or near federal court cities. NSCC allows USMS to directly contract with state and local governments providing up-front funding for renovation or construction of jails to house federal detainees in exchange for guaranteed bed space at a fixed rate. The NSCC is based on a similar program used by BOP to obtain space in critical need areas. It is subject to the guidelines set by the Federal Acquisition Regulation (FAR) and will allow FPD to meet federal detention housing needs by directly infusing resources into participating state and local facilities.

***C.2 Budget Request - JPATS Transportation/DOJ Strategic Goal 3 (Objective 3.2)***

**FY 2013 Request:** FPD’s request includes \$45,150,000 for JPATS prisoner transportation. This amount includes \$39,393,000 for air transportation and \$5,757,000 for transportation support to the airlift.

**Adjustments-to-base:** \$9,393,000 for increased fuel cost, contractually-obligated lease and maintenance increases for JPATS operations. (See Exhibit B)

**FY 2013 Transportation Moves:** Transportation needs are related to the distances between courts, district offices, JPATS airlifts, medical facilities, and prisons. JPATS continues to be a critical tool in the safe, efficient, and cost-effective movement of USMS detainees and sentenced prisoners, prisoners requiring medical attention, and high-threat prisoners requiring a higher level of security. As the number of detainees and facilities has grown, so has the need for transportation.



***D. Full Program Cost***

<b>Full Program Cost by Program Activity</b>		
<b>Program Activity</b>	<b>Dollars in Thousands</b>	
<b>Detention Services</b>	Housing & Subsistence	\$1,479,603
	Health Care Services	89,602
	Medical Guards	18,521
	Transportation	31,125
	Other	4,234
	<b>Subtotal</b>	<b>1,623,085</b>
<b>JPATS Transportation</b>	JPATS	45,150
<b>Grand Total.....</b>		<b>\$1,668,235</b>

Full program costs include resources for housing, care, and transportation of detainees as well as activities that help improve the detention infrastructure and contain costs (see p. 16-20 for detail on detention activities). Investment in the detention infrastructure will enable USMS to effectively drive efficiencies and manage the detention appropriation.

USMS continues to implement efficiencies through computer programs including: eDesignate, which reduces post-sentencing time in detention; eIGA, which standardizes the pricing strategy for non-federal detention space, controlling costs and providing greater certainty in rates to be paid; and the Quality Assurance Program, which ensures that private and high volume IGA facilities meet DOJ requirements for safe, secure and humane confinement. Fundamental to these programs is shared data and the integration information technology systems such as the USMS Justice Detainee Information System (JDIS) and the JPATS Management Information System (JMIS).

***E. Mission Challenges***

The internal and external mission challenges are incorporated into Section IV Decision Unit Justification (*See p. 26-35*).

***F. Environmental Accountability***

Beginning in FY 2010, detention contracts were designed to meet the new BioPreferred federal program requirements. The USDA BioPreferred Program has identified more than 15,000 bio-based products commercially available across approximately 200 categories. Each contractor submits an annual report that reflects the percentage of BioPreferred products used within the detention facility. These reports allow USMS to determine if contractors are using these products and to establish goals for each product used.

When USMS contracts for new detention space, the procurement is conducted in compliance with the National Environmental Policy Act (NEPA). NEPA requires federal agencies to examine the impact of agency actions on the environment. The examination determines if there are any endangered species that will be affected, potential hazardous toxin emissions that could harm water supply, traffic patterns, etc., leading to the development of mitigation plans in conjunction with private service providers.

## II. Summary of Program Changes

Summary of Program Changes Decision Unit: Federal Prisoner Detention							
Item Name	DOJ Strat. Goal	Description	Pos.	Series	FTE	Dollars (\$000)	Page
Housing and Subsistence of USMS Detainees	3.3	An increase in operating cost to sustain detention operations	0		0	59,861	36
Detention Efficiencies	3.3	Cost avoidance initiatives that will generate a source of funding to offset increased cost in detention				-20,000	38
IT Savings	3.3	Cost savings initiative that will support greater management efficiency and support OMB's IT Reform.	0		0	-106	40
OFDT Merger Savings	3.3	Merge OFDT operations with USMS	0		0	-5,562	42
<b>Total</b>			<b>0</b>		<b>0</b>	<b>\$34,193</b>	

### III. Appropriation Language

#### U.S. Marshals Service

#### Federal Prisoner Detention

*For necessary expenses related to United States prisoners in the custody of the United States Marshals Service as authorized by 18 U.S.C. 4013, \$1,668,235,000, to remain available until expended: Provided, That not to exceed \$20,000,000 shall be considered "funds appropriated for State and local law enforcement assistance" pursuant to 18 U.S.C. 4013(b): Provided further, That the United States Marshals Service shall be responsible for managing the Justice Prisoner and Alien Transportation System: Provided further, That unobligated balances from the funds appropriated under the heading "General Administration, Detention Trustee" shall be transferred to and merged with this account.*

### Analysis of Appropriations Language

The Federal Prisoner Detention appropriation is established under the USMS. The FY 2013 request proposes to delete the OFDT appropriation and merge detention functions currently performed by OFDT into USMS under the Federal Prisoner Detention account. This is an efficiency improvement. Plans are underway for this merger so that it can be effective in FY 2013 and full-year savings can be realized.

**The language below was previously used for the detention appropriation:**

#### [Office of the Federal Detention Trustee]

[For necessary expenses of the Federal Detention Trustee, \$1,580,595,000, to remain available until expended: *Provided*, That the Trustee shall be responsible for managing the Justice Prisoner and Alien Transportation System: *Provided further*, That not to exceed \$20,000,000 shall be considered "funds appropriated for State and local law enforcement assistance" pursuant to 18 U.S.C. 4013(b).]

## IV. Decision Unit Justification

Federal Prisoner Detention Budget Request	Perm. Pos.	FTE	Amount (\$000)
2011 Enacted	0	0	1,515,626
2012 Enacted	0	0	1,580,595
Adjustments to Base and Technical Adjustments	0	0	53,447
2013 Current Services	0	0	1,634,042
2013 Program Increases	0	0	59,861
2013 Program Offsets	0	0	-25,668
2013 Request	0	0	1,668,235
<b>Total Change 2012-2013</b>	<b>0</b>	<b>0</b>	<b>\$87,640</b>

FPD Information Technology Breakout (of Decision Unit Total)	Perm. Pos.	FTE	Amount (\$000)
2011 Enacted	0	0	6,754
2012 Enacted	0	0	6,754
Adjustments to Base and Technical Adjustments	0	0	-833
2013 Current Services	0	0	5,921
2013 Program Offset	0	0	-106
2013 Request	0	0	5,815
<b>Total Change 2012-2013</b>	<b>0</b>	<b>0</b>	<b>-\$939</b>

### A. Program Description

#### A.1 Detention Services

Detention resources provide the housing, transportation, medical care, and medical guard services for federal detainees remanded to USMS custody. FPD resources are expended from the time a prisoner is brought into USMS custody through termination of the criminal proceeding and/or commitment to BOP.

The federal government relies on various methods to house detainees. Detention bed space for federal detainees is acquired “as effectively and efficiently as possible” through: (1) federal detention facilities, where the government pays for construction and subsequent operation of the facility through the BOP; (2) Intergovernmental Agreements (IGA) with state and local jurisdictions who have excess prison/jail bed capacity and receive a daily rate for the use of a bed; (3) private jail facilities where a daily rate is paid per bed; and, 4) CIP, which includes the CAP and the NSCC contract, where capital investment funding is provided to state and local governments for guaranteed detention bed space in exchange for a daily rate negotiated through an IGA.

In recent years, DOJ has not been able to rely as much on IGAs and federal facilities to meet the increase in the detention population, primarily because state and local governments are increasingly using their facilities for their own detention requirements

and no new federal detention facilities have been built since 2000. By 2013 it is expected that the capacity of the federal facilities will accommodate only 19% of the USMS detention population. By contrast, during FY 2000, federal facilities housed approximately 30% of the USMS detention population. With space unavailable in areas where more federal bed space is needed, DOJ has increasingly had to rely on the private sector.

USMS uses Regional Transfer Centers (RTC) and Ground Transfer Centers (GTC) to assist in reducing the bottleneck of prisoner transportation through the Federal Transfer Center (FTC) in Oklahoma City, OK. The RTCs and GTCs provide cost-effective, short-term detention beds to facilitate the movement of prisoners and allow for by-passing the FTC. Working in close coordination with JPATS, the RTCs and GTCs provide additional bed-space and transportation infrastructure to accelerate movement for those prisoners waiting to go to their designated BOP facilities.

**Detention Services Efficiencies:** A more detailed discussion of accomplishments, efficiencies and cost containment measures is provided in *Section C: Performance, Resources, and Strategies (See p. 26-33)*.

## ***A.2 JPATS Transportation***

JPATS is responsible for the efficient movement of federal prisoners and detainees by air as well as coordination of ground movements, including movements for sentenced prisoners, pretrial detainees, and criminal aliens in the custody of the USMS and BOP. JPATS operates as a revolving fund activity with total operating costs reimbursed by customer agencies. Reimbursement is calculated using a cost-per-flight-hour methodology that identifies costs that are inclusive to each customer agency, differentiates the costs by fixed and variable rates, and establishes the hourly costs for large and small aircraft usage per location.

**JPATS Efficiencies:** JPATS receives over 1,200 requests daily to move prisoners between judicial districts, correctional institutions, and other locations. In cooperation with FPD, JPATS, other government agencies, and private entities, RTCs were established to facilitate the movement of sentenced prisoners to their designated correctional institutions by:

- expanding the 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;
- freeing bed space in highly impacted districts by expediting moves;
- assisting in addressing BOP prisoner capacity demands; and,
- reducing detention costs.

USMS continues to lead optimization efforts to improve performance in the delivery of JPATS services and gain efficiencies in both time and cost. Central to new JPATS program initiatives is the data and analysis possible through the implementation of the JPATS Management Information System (JMIS). Data is now available that helps to identify areas impeding efficiency and drive program improvement through performance measurement and monitoring.

### ***Scheduling***

JMIS is able to capture how long it takes to process the request for transportation and the reasons for the time delay. The reasons for a scheduling backlog vary from lack of bed space to medical issues. Trending the data will yield information critical to quantifying bed space and other issues affecting route patterns and maximum seat utilization.

### ***Routing and In-Transit Cost***

Once the JMIS Assisted Routing & Scheduling (JARS) module is complete (expected implementation 4th quarter 2012), JPATS will have the capability to suggest various transportation routes taking into consideration prisoner rankings, points-of-origin and in-transit housing costs to create the most efficient routes in terms of time and cost. The analysis is much too complex to achieve through current manual methods.

### ***Flight Delays***

JMIS is now able to identify and track the various factors affecting on-time flight departures. Reasons for delays include failure to produce detainees on-time, lack of accompanying paper work, and mechanical or weather issues. Once a baseline is established and trends are identified, performance measures will be implemented with the cooperation from partner agencies to track each responsible component's impact on flight departure and drive improvement through aggressive monitoring and management.

## ***A.3 Enterprise Information Technology (IT) Infrastructure***

USMS will continue to develop the necessary strategies and corresponding solutions that facilitate greater efficiencies in detention. To achieve this, USMS will continue to invest in Information Technology Infrastructure to facilitate required IT solutions that integrate with existing detention agency systems.

***IT Division Enterprise & Program Management Office:*** The Program Management Office (PMO) is at the forefront of effective IT program management, largely due to its ability to apply reliable, best practice project management principles and availability of resources. The PMO will continue to improve its enterprise architecture by investing in proven solutions and risk management practices. This provides standardization and controls to effectively plan, coordinate and implement quality solutions within the enterprise architecture. Comprehensive governmental oversight of IT projects and adherence to a proven software development lifecycle process will result in maximizing the government's return on investment while mitigating risk.



Highlights of the project management efforts encompass three areas: incorporating industry standards for best practices, developing inter-agency technology solutions, and facilitating data-sharing for the detention community.

### ***Industry Standards***

USMS is committed to using industry best practices, including project management. In FY 2011, this included:

- establishing standards, methodologies and best practices scalable to the tasks at hand, thereby reducing IT costs and returning value and ensuring that all IT resources are focused on meeting or exceeding those business goals;
- dedicating two positions to fill the roles of program and project managers, thus providing additional oversight and project reporting;
- revising and publishing USMS's Software Development Life Cycle (SDLC) model and guidelines; and
- continuing to refine the USMS Configuration Management (CM) planning documentation and workflow and the Configuration Control Board (CCB) process.

### ***Inter-Agency Technology Solutions -***

USMS continues to work across the detention community to develop and refine IT solutions. Successes in FY 2011 include:

- Continued partnership with the Administrative Office for the United States Courts (AOUSC) as an eDesignate Client, allowing data to be readily shared, securely, with eDesignate.
- Implementation of a more robust, 24/7 Service Desk that offers end-to-end support to detention application users nation-wide.
- Technology pilot offerings to ICE detention partners. In FY 2010, ICE and DHS, Detention and Removal Office were offered opportunities to pilot applications such as eIGA and FRMS to leverage the government-owned solutions in support of common detention-related problems.

### ***Data-Sharing***

USMS continues to develop improved methods to share data across the detention community, including these in FY 2011:

- Partnering with the Justice Automated Booking System (JABS) program office, web services were created with ONEDOJ and JABS to share detention related

data for the sentence-to-commitment process, budget formulation, and the collection of facility information.

- Leading the Joint Prisoner Record Exchange (JPEX) working group as a key partner in the multi-agency Joint Business Operations Standards Board. JPEX will capture detainee-centric data from multiple agencies to standardize and share/use in detention-related business processes.
- Continuing support for integration with USMS Justice Detainee Information System (JDIS) and JPATS Management Information System (JMIS).

Key IT programs that continue to drive mission efficiencies include the cross-agency initiatives of eDesignate (built on a Workflow System investment infrastructure) and the DSNetwork.

**eDesignate**: eDesignate is a secure, electronic, web-based system that completely automates the sentence to commitment business process by transferring data and documents electronically. eDesignate includes eMove, a transportation module that allows USMS to submit a movement request electronically.

Since 2008, eDesignate has been fully operational in the 94 U.S. Federal Court districts. eDesignate is the enterprise technology solution used by the U.S. Courts, USMS, and BOP for the designation process and JPATS movement requests for federal prisoners.

eDesignate eliminates the paper process and creates a faster, more transparent and effective business workflow across agencies. Specifically, automated detainee data sharing for the purpose of designation and movement eliminates redundant efforts, saves time, reduces errors, provides better visibility of the process, enables better problem resolution across agencies and provides the information necessary to manage more effectively.

eDesignate enables the BOP to complete sentence computations and designations and returns disposition to the USMS. Based on the length of sentence, the USMS either maintains custody of the detainee until the sentence is served, in the case of a short sentence, or prepares the prisoner for movement to the commitment location. Delivering the necessary documents and data in one complete package to the BOP via a secure system, eDesignate enables all agencies to monitor and provide relevant information to shorten the post-sentence process, thereby saving detention costs.

Finally, eDesignate monitors performance objectives and metrics within and across agencies as well as gives managers the ability to watch and react to operational issues and trends. Managing and monitoring the Sentence to Commitment (S2C) process via eDesignate has reduced the average number of days detainees are in the S2C pipeline and ultimately resulted in a cost avoidance of \$25 million in detention housing per year.

- **eMove.** In 2008, USMS in cooperation with JPATS, implemented in all 94 USMS districts, the eDesignate Movement Request (eMove). eMove provides a seamless transition from eDesignate to complete the full automation of the sentence to commitment process. It gives USMS the ability to submit and monitor web-based movement requests to JPATS and streamlines the workflow among participating agencies by fully automating the federal detainee transportation process, thereby reducing the time from designation to commitment.

In February 2012, an enhancement to the eMove Transportation Module will be released nationwide. This enhancement will enable eMove to assist districts in scheduling and managing all in-district Judgment and Commitment (J&C) detainee moves. It will also allow USMS to submit routine out-of-district movement requests, such as Federal Writs, Attorney Special Requests, Warrant of Removals, etc., to JPATS. The national rollout will enable districts to submit and manage all prisoner movement information and data seamlessly in one central system.

For the first time, USMS will have the ability to centrally manage in-district moves, which will allow USMS to develop performance objectives and measure the operational effectiveness of how and when prisoners are moved. Because USMS will be able to monitor this effort, they will be able to determine the movements that will reduce time in detention, thus reducing detention costs.

**ePMR.** The electronic Prisoner Medical Request (ePMR) system serves to provide a workflow for medical designations. ePMR was implemented in all 94 USMS districts in 2010. It streamlines and automates the approval process for requests for detainee medical services from USMS district offices to the Office of Interagency Medical Services (OIMS). ePMR not only eliminated the paper-based request and approval system previously in place, but creates the ability to automatically capture relevant detainee data from other agency systems.

ePMR works seamlessly with existing systems and reduces the work associated with data entry, storage, and reduces costs associated with paper/printer usage. The electronic solution presents relevant data and documents in one complete package to OIMS at USMS headquarters at a single point in time. The system also provides feedback mechanisms across USMS offices for faster case resolution. Additionally, the ePMR system not only provides users within districts with a level of collaboration never before realized, but also enables managers to adjust workloads internally, monitor performance and audit status both internally and externally.

**Detention Services Network (DSNetwork):** The concept of the Detention Services Network (DSNetwork) is that of a multifaceted, full-service internet site for detention services. The goal of DSNetwork is to improve interaction between government agencies and service providers as well as reduce workload. The vision of the DSNetwork site is to

provide information to authorized detention stakeholders regarding detention service procurement and to share detention quality assurance information and other relevant detention facility data. The detention services offerings continue to be developed and implemented as detention needs arise. The following modules exist or are planned:

- Electronic Intergovernmental Agreement (eIGA)***  
 The eIGA system was successfully deployed in 2008 to manage the interaction between facility providers offering detention services and a federal agency. eIGA automates the application process by enabling a facility to provide essential information via a secure, web-based system and then provides the government with a reliable and justifiable structure for negotiation. The system streamlines the former paper-based process, tracks the negotiation between detention provider and the government, and provides audit and reporting tools.
- Facility Review Management System (FRMS)***  
 The FRMS is a web-based application developed to facilitate, standardize, record, and report the results of Quality Assurance Reviews (QAR) performed on private contracts and high-volume IGAs, as well as other IGA facilities. Since its implementation, FRMS has been utilized successfully in numerous QARs. Most recently, a reports module has been developed to provide the Detention Standards and Compliance Division with data and trend analysis information. In 2008, FRMS was chosen to receive the Attorney General’s Award for Information Technology Excellence based on its innovative concept, successful implementation and continued program success.
- My Facility/Facility Information***  
 My Facility is the module that will enable detention providers with IGAs to view and update their facility information as necessary. Facility information is currently available for detention agencies with approved access to search and view attributes of facilities including location, services provided, certifications, etc. The vision of My Facility/Facility Information is to provide timely and accurate information required by detention agencies and stakeholders, including QAR reports, to enable them to make prudent detention-related decisions.

The following represents FPD’s Information Technology Program Base:

<b>Information Technology Base for 2013</b>	
Workflow Systems (OWS)	5,815

### III. Decision Unit Performance Information

Workload/Resources		Final Target		Actual		Projected		Changes		Requested (Total)		
		FY 2011		FY 2011		FY 2012		Current Services Adjustments and FY 2013 Program Changes		FY 2013 Request		
<b>Workload:</b> Total Average Daily Population:		62,974		63,112		62,561		2,356		64,917		
State & Local Gov't (IGA) Facilities		39,997		37,378		39,155		(1,801)		37,354		
Private Facilities		10,957		13,035		11,091		4,025		15,116		
<b>Subtotal Non-federal Facilities</b>		<b>50,954</b>		<b>50,413</b>		<b>50,246</b>		<b>2,223</b>		<b>52,469</b>		
<b>Federal (BOP) Facilities</b>		<b>11,500</b>		<b>11,800</b>		<b>11,674</b>		<b>(103)</b>		<b>11,571</b>		
<b>Non-Paid Beds</b>		<b>520</b>		<b>899</b>		<b>641</b>		<b>235</b>		<b>876</b>		
<b>Workload:</b> Transportation:												
# Transportation Moves of USMS Prisoners – Air		62,132		62,132		61,283		2,337		63,620		
# Transportation Moves of USMS Prisoners – Ground		94,662		94,662		93,369		3,561		96,930		
<b>Total Costs and FTE</b>		<b>FTE   \$000</b>		<b>FTE   \$000</b>		<b>FTE   FTE</b>		<b>FTE   \$000</b>		<b>FTE   \$000</b>		
(Reimbursable FTE are included, reimbursable costs are bracketed and not included in the total)		27   \$1,515,626		27   \$1,538,274		27   \$1,580,595		(27)   \$87,640		0   \$1,668,235		
Type/ Strategic Obj.	Performance/Resources	FY 2011		FY 2011		FY 2012		FY 2013 Adjustments		FY 2013 Request		
DOJ SO 3.3	<b>Detention Services</b>	Resources	FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000
<b>Program Activity</b>		Detainee Housing & Subsistence	0	\$1,469,179	0	\$1,484,936	0	1,534,035	0	83,842	0	1,617,877
		Support	26	\$10,690	26	\$11,427	26	10,803	(26)	-5,595	0	5,208
		<b>Total:</b>	<b>26</b>	<b>\$1,479,869</b>	<b>26</b>	<b>\$1,496,363</b>	<b>26</b>	<b>\$1,544,838</b>	<b>0</b>	<b>\$78,247</b>	<b>0</b>	<b>1,650,071</b>
Efficiency	Per Day Jail Cost (Non-federal)	\$71.54		\$72.88		\$75.77		\$1.86		\$77.63		
Performance	Health Care Cost Per Capita (Non-federal)	\$1,502		\$1,624		\$1,675		(\$25)		\$1,650		
Performance	# Targeted Non-federal Facility Reviews Completed	30		30		30		0		30		
<b>OUTCOME</b>	Per Day Detention Cost	\$78.54		\$78.59		\$81.87		\$1.55		\$83.42		
<b>OUTCOME</b>	Targeted Non-federal Facilities Meeting Min Stds (Private/Large)	23		23		23		0		23		
DOJ SO 3.1	<b>JPATS Transportation</b>	Resources	FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000
<b>Program Activity</b>		JPATS	0	35,757	0	\$42,257	0	35,757	0	9,393	0	\$45,150
		Support	1	0	1	0	1	0	(1)	0	0	0
		<b>Total:</b>	<b>1</b>	<b>\$35,757</b>	<b>1</b>	<b>\$42,257</b>	<b>1</b>	<b>35,757</b>			<b>0</b>	<b>45,150</b>
<b>OUTCOME</b>	Transportation Unit Cost	\$1,775		\$1,175		\$1,830		\$57		\$1,887		

*Performance Measure Table*

<b>Decision Unit: Office of the Federal Detention Trustee</b>											
<b>Performance Report &amp; Performance Plan</b>	<b>FY 2004</b>	<b>FY 2005</b>	<b>FY 2006</b>	<b>FY 2007</b>	<b>FY 2008</b>	<b>FY 2009</b>	<b>FY 2010</b>	<b>FY 2011</b>	<b>FY 2011</b>	<b>FY 2012</b>	<b>FY 2013</b>
	<b>Actual</b>	<b>Actual</b>	<b>Actual</b>	<b>Actual</b>	<b>Actual</b>	<b>Actual</b>	<b>Actual</b>	<b>Target</b>	<b>Actual</b>	<b>Target</b>	<b>Target</b>
Per Day Jail Costs (Non-Federal)	\$61.87	\$61.92	\$62.73	\$64.40	\$67.47	\$69.01	\$70.56	\$71.54	\$72.88	\$75.77	\$77.63
Health Care Cost Per Capita (Non-federal)	\$1,333	\$1,364	\$1,544	\$1,478	\$1,528	\$1,476	\$1,630	\$1,502	\$1,624	\$1,675	\$1,650
# Targeted Facility Reviews (Non-federal)	N/A	N/A	20	22	26	29	32	30	30	30	30
Per Day Detention Cost (Non-federal)	\$66.06	\$66.33	\$67.72	\$69.30	\$72.79	\$73.05	\$76.07	\$78.54	\$78.59	\$81.87	\$83.42
Facilities Meeting Minimum Standards (Non-federal)	N/A	N/A	95% 19 of 20	100% 22 of 22	100% 26 of 26	93% 27 of 29	100% 22 of 22	100% 23 of 23	100% 23 of 23	100% 23 of 23	100% 23 of 23
Transportation Unit Costs	N/A	N/A	\$1,001	\$950	\$999	\$1,105	\$1,373	Discontinued			
Transportation Unit Costs* (New)	N/A	N/A	N/A	N/A	N/A	N/A	N/A	1,775	915	1,830	1,887

## **Data Definitions, Validation, Verification, and Limitations:**

### **Performance Measure: Paid Jail Days (IGA and Private)**

**Data Collection and Storage:** Data are maintained in 94 separate district Prisoner Tracking System (PTS) databases. This information is downloaded on a nightly basis to the Justice Detainee Information System (JDIS). All prisoner statistical reporting now comes from the JDIS system. Jail rate information is maintained in PTS/JDIS by USMS Headquarters and is updated as changes are made to contractual agreements.

**Data Validation and Verification:** Monthly data from JDIS is verified each month by completing a comparison, by district, between obligation data being reported out of FMS and prisoner program data reported from JDIS. Jail rate information is verified and validated against actual jail contracts.

**Data Limitations:** The only limitation is ensuring that USMS district level input into PTS occurs in a timely and correct manner.

### **Performance Measure: Per Day Jail Cost**

**Data Definition:** Actual average price paid (over a 12-month period) by the USMS to house federal prisoners in non-federal detention facilities. IGA jail cost represents the average cost paid by the USMS to house prisoners in facilities operated by state and/or local governments. Private jail costs represent the average cost paid by the USMS to house prisoners in facilities operated by non-governmental entities (such as for-profit corporations). Average price paid is weighted by actual jail day usage at individual detention facilities.

**Data Collection and Storage:** Data describing the actual price charged by state, local, and private detention facility operators is maintained by the USMS in their PTS and it is updated on an as-needed, case-by-case basis when rate changes are implemented. Rate information for specific facilities is maintained by USMS headquarters staff. In conjunction with daily reports of prisoners housed, reports are compiled describing the price paid for non-federal detention space on a weekly and monthly basis. Data are reported on both district and national levels.

**Data Validation and Verification:** Data reported are validated and verified against monthly reports describing district-level jail utilization and housing costs prepared by the USMS.

**Data Limitations:** Maintaining prisoner movement data is a labor-intensive process. The reliability of the reported data is often compromised by time lags between the actual movement of prisoners and key-punching of those events into the PTS system. Accordingly, it is often necessary to delay reporting of official statistics several weeks to ensure that prisoner movement records have been properly updated.

### **Performance Measure: Health Care Cost Per Capita**

**Data Definition:** Cost of health care services provided to federal prisoners under the custodial jurisdiction of the USMS. Total health care costs include the costs of health services provided by medical practitioners and medical guard services. Per capita health care costs are determined by dividing total health care expenditures for the reporting period by the average daily prisoner population for that reporting period.

**Data Collection and Methodology:** Data describing funds obligated for prisoner health care services are reported through reports generated from the USMS STARS financial system.

**Data Validation and Verification:** In accordance with generally accepted accounting principles, the USMS routinely monitors its financial data for new obligations and de-obligations.

**Data Limitation:** Data reported reflect the anticipated cost of services provided to USMS prisoners. In the event that the actual cost is different from the anticipated cost, additional funds may need to be obligated or obligated funds, de-obligated. Because of the time lag between the rendering of services and the payment of invoices, several weeks may lapse before the actual cost of health care services provided to an individual prisoner can be dispositively determined.

### **Performance Measure: Per Day Detention Cost**

**Data Definition:** Total detention costs represent the aggregation of paid jail costs and health care costs on a per capita, per day basis.

**Data Collection and Storage:** See, Paid Jail Costs and Health Care Costs, above.

**Data Validation and Verification:** See, Paid Jail Costs and Health Care Costs, above.

**Data Limitations:** See, Paid Jail Costs and Health Care Costs, above.

### **Performance Measure: Targeted Non-federal Facilities Reviews and Targeted Non-federal Facilities Meeting Minimum Standards**

**Data Definitions: Targeted Non-federal Facilities:** All Private Facilities, all Large Intergovernmental Agreement (IGA) facilities with an average daily population (ADP) of approximately 480 or more, all Medium IGA facilities with an ADP of approximately 200 – 479, and other select facilities such as those involved in agency requested facility reviews.

**Number of Targeted Reviews Completed:** Targeted Non-federal Facility Quality Assurance Reviews (QARs) completed during the fiscal year.

**Meeting Minimum Standards:** In the QAR review process, a facility may receive one of five rating levels: Excellent: Level of performance exceeds minimum standards, deficiencies are nonexistent or minor. Good: Level of performance meets minimum standards, deficiencies are minor and are offset by outstanding elements of performance. Acceptable: Level of performance meets minimum standards, deficiencies are minor. Deficient: Level of performance indicates

performance is weak, corrective action plans for internal controls are needed to maintain minimum standards. At-Risk: Level of performance does not meet minimum standards and requires immediate corrective action plans. *Facilities must receive a rating above the At Risk level to be considered to be Meeting Minimum Standards.*

**Targeted Number of Non-federal Facilities Meeting Minimum Standards:** This percentage is calculated by dividing the Targeted Non-federal Facilities Meeting Minimum Standards by the number of these facilities scheduled for review during the fiscal year.

**Data Collection and Storage:** Data describing the facility ratings and standards that are met by the individual facilities will be maintained in the FRMS system. In conjunction with the QAR reviews; state, local, and other agency inspection reports are maintained.

**Data Validation and Verification:** Data reported are validated and verified against QAR reports, repository information, state, local or other agency reported data (i.e. BOP Sentry, USMS PTS).

**Data Limitations:** Data reported often reflect a delay in reporting.

**Performance Measure: Transportation Moves (Air and Land)**

**Data Definition:** A prisoner transportation movement represents a single leg of a transport between the point of origin and the final destination; multiple movements may be required to transport a prisoner to his destination. Air movements are transports involving a JPATS operated aircraft; excluded are commercial charters. Ground movements are transports involving a bus or other vehicle.

**Data Collection and Storage:** Data describing prisoner transportation movements are maintained by JPATS in their APPS. These data are currently reported to OFDT on a quarterly basis as part of quarterly and annual reports describing the activities of JPATS.

**Data Validation and Verification:** Transportation movement data are reported by JPATS.

**Data Limitations:** Data are limited to movements of prisoners conducted by JPATS and do not include in-district movements coordinated by USMS district offices without the assistance of JPATS.

**Performance Measure: Transportation Unit Cost - Discontinued**

**Data Definition:** The total cost per prisoner (transported 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 is included as part of the reported housing costs.

**Data Collection and Storage:** Data describing prisoner movements and the costs associated with those movements are maintained in several databases. The USMS JPATS APSS 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. The USMS JPATS JCAS data system maintains information describing the cost of air movements and JPATS-sponsored ground transportation. BOP provides information describing the cost of BOP-sponsored bus transportation. The USMS PTS data system provides information describing the cost of non-federal housing. Data are maintained on each prisoner transported by JPATS. Data from the various systems are aggregated together to determine the prisoner-specific transportation costs.

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

**Data Limitations:** Maintaining prisoner movement data is a labor-intensive process. The reliability of the component data is often compromised by invalidated data entry. Accordingly, labor-intensive data analysis is often required to ensure that the data provided 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 BOP-provided in-transit housing is based on BOP-reported per capita cost of operating BOP facilities, particularly the Federal Transfer Center in Oklahoma City.

**Performance Measure: Transportation Unit Cost – New Measure THIS MEASURE HAS BEEN CHANGED FROM A PER MOVEMENT BASIS TO A PER PRISONER BASIS**

**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.

**Data Collection and Storage:** Data describing prisoner transportation and the costs associated with transportation and housing are 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 JDIS system, eGA system, and FPD records provide information describing the cost of non-federal housing. Data are maintained on each prisoner transported by JPATS. Data from the various systems are aggregated together by JMIS to determine the prisoner-specific total transportation costs.

**Data Validation and Verification:** Component data are provided to JPATS by the various agencies. JPATS validates the data for completeness and to ensure that



the data provided are within historical parameters.

**Data Limitations:** Maintaining prisoner transportation data is a labor-intensive process. The reliability of the component data is often compromised by invalidated 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 BOP-provided in-transit housing is based on BOP-reported per capita cost of operating BOP facilities, particularly the Federal Transfer Center in Oklahoma City.

## C. Performance, Resources, and Strategies

### Program Activity: Detention Services

#### FPD Performance Goal 1

Meet the Nation's detention requirements in the most economical manner

To measure success toward achieving this strategic goal, a performance goal was established to hold per day detention costs at or below inflation. This chart reflects the targeted level required to achieve that goal. The discussions below specify the mission challenges and strategies required to make the targeted level attainable. In addition, the graph depicts the specific performance level required for each contributing initiative.

#### Performance Plan and Report:

**Measure:** Per Day Detention Cost (Housing and Medical Services)

**FY 2011 Target:** \$78.54

**FY 2011 Actual:** \$78.59

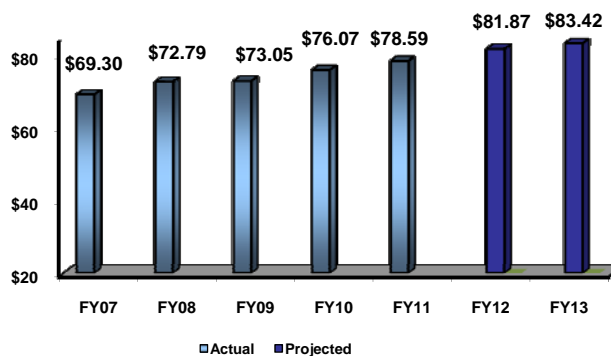
#### Challenge: Adequate Detention Beds

As state and local governments are requiring more of their capacity to house their own prisoners, fewer detention beds are available to accommodate federal detainees. The reduction in available state and local facilities forces an increased reliance on private facilities that are historically higher in cost.

#### *Strategy: Maximize the use of available bed space*

One goal of DSNetwork is to provide a means to monitor detention bed space usage and to allow for oversight of non-federal facility contracts and services. Timely and accurate data from JDIS and other systems will be integrated into DSNetwork dashboards and reports to query and monitor capacity and usage. As a consolidated detention services site, the DSNetwork will also provide a vehicle for automated processing of IGAs, detention facility review information, other detention services, and procurement data for agencies to assess, monitor, and manage detention bed space. This will allow field agencies increased flexibility to determine the best value to the federal government by better leveraging available space, transportation, and care capabilities. It will result in securing beds and related services more efficiently and is vital to holding detention costs down.

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



***Strategy: Reduce the impact of short-term sentenced (STS) prisoners on detention costs.***

Because of increased immigration enforcement along the Southwest Border, STS prisoners account for an increasing proportion of the detention population. These prisoners are serving a sentence of a year or less in detention facilities. For those whose sentence is too short to be able to move them into BOP custody, the cost is borne by FPD. In FY 2013, USMS's goal is to establish policy that will include a uniform definition for STS that can be recognized by all detention components. The policy will incorporate business rules for STS to include: time frames for designation and movement requests, transportation, physical, and fiscal custody. The guidelines in the policy will clearly note at any point in time, which component is responsible for these costs. USMS anticipates this will help to identify bed space availability and save costs. A cross-agency working group has been formed to define the policy.

**Challenge: Insufficient bed space at mission critical locations**

The need to facilitate faster movement of prisoners continues to be an area of concern for the USMS. When the Federal Transfer Center (FTC) in Oklahoma City and the overflow IGA facility, Grady County Detention Center are unable to process additional prisoners, delays are created that slow prisoner movements in other districts, thereby increasing the length of stay and resulting in increased housing costs.

***Strategy: Maximize the effectiveness of Regional Transfer Centers (RTCs) and Oklahoma City Bypass flights as necessary***

Additional RTCs strategically located near high detention populations and BOP facilities would further reduce the dependence on FTC Oklahoma and Grady County Detention Center and could result in a reduction in the time-in-detention for sentenced prisoners. JPATS, in conjunction with BOP and USMS, focused on moving prisoners faster to their destinations within available resources while maximizing the efficiency of the transportation systems. RTCs were created to supplement the FTC, increase efficiencies and reduce the backlogs in prisoner transportation. The goals of the RTCs are:

- Reduce in-transit time
- Streamline and expand ground transportation capabilities
- Assist the BOP in managing the backlog of inmates designated to BOP facilities
- Free up bed space for pretrial inmates in highly impacted districts by expediting moves
- Reduce detention and transportation costs
- Place additional housing close to JPATs arteries serving the impacted federal agencies

The East Coast RTC is located at the Robert A. Deyton facility in Lovejoy, GA. The West Coast RTC is located at the Nevada Southern Detention Center (NSDC) in Pahrump, NV.

An analysis determined that bypassing Oklahoma City will move prisoners faster and avoids bed space shortages at the FTC and Grady County Detention Center. By developing new schedules and routes, particularly between the Western and Eastern

RTC's, JPATS is able to move more prisoners in the transportation network than it would if having to route all prisoners through Oklahoma City.

***Strategy: Develop a bedspace assessment and optimization tool***

USMS will develop a model to enhance monitoring and prediction capabilities for areas with critical bedspace needs. The tool will identify bedspace availability and usage near-real time. It will also track the cost of bedspace and the corresponding impact on established budget projections. Further, it will be a component of the USMS dashboard of critical performance indicators for senior level management within USMS.

**1.2 Ensure efficient use of detention space and minimize price increases**

**Challenge: Projection of IGA Increases**

DOJ utilizes IGAs to establish the relationship with a state or local government for the use of excess bed space at a negotiated per diem rate. During the life of the agreement, a state or local government may request rate adjustments from DOJ. Historically, it was unknown how many or at what frequency the state or local governments would request such adjustments or the magnitude of the adjustments, making it difficult to project rate increases for budgeting purposes.

***Strategy: eIGA***

eIGA was developed to provide a measure of standardization for the cost and the manner in which the Intergovernmental Agreement (IGA) rates for state and local facilities are calculated. eIGA is used to establish a negotiated fixed per diem rate for each facility within the parameters of rates of similar local facilities and limits future adjustments to the per diem rate. This allows the cost of housing detainees to become more predictive as new trends and set prices are integrated to provide more comprehensive bed space requirements. eIGA continues to include more IGAs as new agreements are initiated and older agreements are renegotiated. eIGA was recently extended to ICE as a pilot program for potential long-term use. ICE has agreed to utilize the eIGA system, which will increase the opportunities for the federal government to standardize the negotiation process. In addition to the multiple benefits of the eIGA, this system has reporting capabilities, which can result in a more accurate and faster report.

***Strategy: Reduce prisoner processing time (via: eDesignate)***

eDesignate provides for a more efficient workflow between the U.S. Probation offices, the USMS, and the BOP during the sentence-to-commitment process by significantly reducing the workload of agency personnel involved in the administratively taxing designation process. All 94 Judicial Districts are using eDesignate. In 2010, eDesignate was expanded to include JPATS movement requests.

**Strategy: Increase use of detention alternatives**

USMS will continue to provide funding to the Federal Judiciary to support alternatives to pretrial detention, such as electronic monitoring, halfway house placement, and drug testing and treatment. The budgetary savings of these alternatives to detention is substantial. During FY 2011 the Administrative Office of the United States Courts was provided \$4.2 million to supplement their funding for alternatives to detention. If the defendants who were released on an alternative-to-detention program had been detained in a secure facility pending adjudication, the detention population would have been higher by approximately 1,900 prisoners per day at a cost of approximately \$44 million.

**Strategy: Maintain/gain economies of scale through partnered contracting**

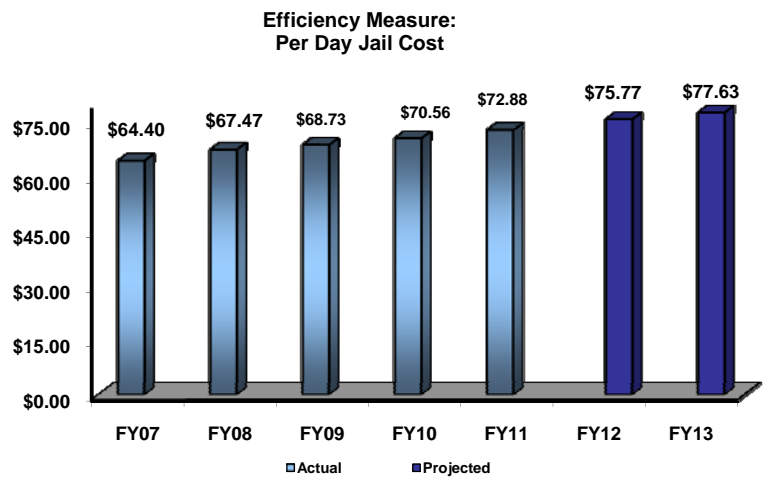
USMS will continue to partner with ICE on joint-use facilities to achieve the best cost to the Government. In this procurement process, each agency establishes a minimum level of bedspace usage to achieve the best prices. By approaching the negotiating process together, this eliminates the potential for competition between federal agencies. This methodology has worked well in the past and will continue for future negotiations as appropriate.

**Performance Plan and Report:**

**Measure:** Per Day Jail Cost

**FY 2011 Target:** \$71.54

**FY 2011 Actual:** \$72.88



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

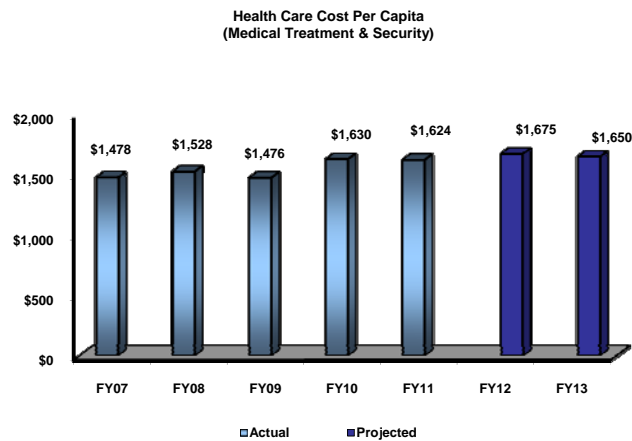
#### **Challenge: Rising Medical Costs**

An important facet of the conditions of confinement is ensuring the appropriate medical care for detainees at or near detention facilities. The challenge is to provide a uniform approach to these services at the best value to the Government while minimizing the cumbersome process for field operations.

#### ***Strategy: National Managed Care Contract***

USMS manages a National Managed Care Contract (NMCC) that establishes a national health care delivery system for USMS prisoners. The contract helps to ensure that the USMS is complying with the federal procurement statutes and regulations when it acquires medical services

for its prisoners. It also ensures that USMS prisoner medical claims are re-priced to Medicare rates in accordance with the provisions of 18 U.S.C. 4006. The NMCC has also reduced the prisoner medical-related administrative workload of the districts. The NMCC contractor is processing and paying the entire contract-related prisoner medical bills on behalf of the districts. Finally, the NMCC provides for a national discount pharmacy program that allows the USMS to receive discounts on the medications that the USMS purchases for its prisoners. The NMCC has been fully implemented in all USMS districts.



#### **Performance Plan and Report:**

**Measure:** Health Care Cost Per Capital (Medical Treatment and Security)

**FY 2011 Target:** \$1,502

**FY 2011 Actual:** \$1,624

## OFDT Performance Goal 2: Ensure safe, secure, humane confinement

To measure success toward achieving this strategic goal, a performance goal was established to ensure that 100% of all private detention facilities and 100% of high volume IGA facilities (over 480 detainees) meet minimum standards annually. The discussions below specify the mission challenges and strategies required to make the targeted levels attainable.

### 2.1: Ensure detention facilities meet established standards for confinement

#### **Challenge: Varying Detention Standards**

Concurrent with the desire to create efficiencies within detention is the need to ensure that facilities provide for the safe, secure, and humane confinement of detainees. This is especially challenging considering the vast number of state, local, and private facilities in use. The standard for confinement at these facilities varies according to local and state requirements. To address this issue, a comprehensive Quality Assurance Program was developed to ensure that the facilities providing detention bed space to the federal government meet confinement standards.

#### ***Strategy: Continuation of the Comprehensive Quality Assurance Program***

The Quality Assurance Program is a multi-faceted approach to ensure the safe, secure, and humane confinement of detainees as well as address 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*). The Federal Performance-Based Detention Standards (FPBDS) provide the foundation for the program, while the various program components ensure compliance to the standards. These components (listed below) cover all aspects of detention from construction to operational review and training.

- ***Performance-Based Contracts:*** To define acceptable conditions of confinement, FPBDS was created in cooperation and coordination with the BOP, USMS, and ICE. The FPBDS provides objective standards to ensure that all providers achieve and maintain the standards. Federal contracts are written or modified to reflect the FPBDS for all private contract facilities and high-volume (ADP >480) state and local facilities. To ensure compliance with the standards, private contractor performance evaluation and, consequently, compensation are based on the facility's ability to demonstrate alignment with the standards.
- ***Quality Assurance Reviews (QARs):*** Initially, the goal of the QAR program was to conduct on-site reviews for 100% of Targeted Non-federal Facilities, defined as: all private facilities, all agency-requested reviews, and all high-volume IGAs, as well as smaller IGA



*Reviewing Detainee Medical Records during a QAR Review*

facilities that were selected based on various criteria, e.g., a significant incident. A review identifies and reflects facility deficiencies as related to the delivery of contract services. A corrective action plan developed by the facility to address deficiencies is monitored by USMS until resolution. Since the implementation of the QAR program there has been quantifiable improvement in the quality of detention services. Specifically notable is the reduction in repeat deficiencies. The cumulative effect of these improvements resulted in increased ratings and services. Given the success of the QAR program, USMS is planning to expand it to focus on medium usage IGA facilities.

The table below captures the categories of QARs and relative performance goals. Given the large number of small IGAs, it would not be a prudent use of resources to conduct a comprehensive QAR on a facility with less than 40 ADP. The Detention Investigative Facility Report currently conducted by the USMS for these facilities is considered a more appropriate review format. However, selective QARs will continue to be conducted as discussed above.

<b>Outcome Measure: Percentage of Targeted Non-federal Facilities Meeting Minimum Standards</b>									
Facility		FY 2006	FY 2007	FY 2008	FY 2009	FY 2010	FY 2011	FY 2012	FY 2013
Type	Size (ADP)	Actual	Actual	Actual	Actual	Actual	Actual	Target	Target
<b>Performance Goal: 100% Meet Minimum Standards</b>									
Private	N/A	100%	100%	100%	100%	100%	100%	100%	100%
		9	9	10*	11	12	14	14	14
IGA	Large	100%	100%	100%	100%	100%	100%	100%	100%
	> 480	4	7	8	9	10	9 of 9	9 of 9	9 of 9
<b>Subtotal:</b>		100%	100%	100%	100%	100%	100%	100%	100%
		13	16	18	20	22	23	23	23
<b>Performance Goal: 100% of Medium Facilities Meet Minimum Standards by 2016</b>									
IGA	Medium	75%	100%	100%	75%	100%	100%	100%	100%
	200 - 480	3 of 4	4	7	6 of 8	8	7	7	7
<b>Performance Goal: Meet Annual Targets as Established</b>									
IGA	Small	100%	100%	100%	100%	100%	100%	100%	100%
	40 - 199	3	2	1	1	2	N/A	N/A	N/A
<b>As Previously Reported:</b>		95%	100%	100%	93%	N/A	N/A	N/A	N/A
		19 of 20	22	26	27	32	30	30	30

\* Note: Although there were actually 9 Private facilities in FY2008, one facility was under a new contract and was therefore given one year to achieve the standards identified in that contract. In addition, this figure includes two Pre-Occupancy QARs previously counted under Other IGA.



- ***Private Detention Facility Construction and Activation Monitoring:*** To ensure that newly constructed facilities meet all aspects of the FPBDS in addition to local and state requirements, a contract was awarded to monitor private detention facility construction and activation.
- ***Joint Review Initiative (JRI):*** USMS will continue to coordinate with the federal government detention stakeholders to develop the JRI for facility inspections. The JRI will facilitate joint reviews of shared USMS/ICE/BOP IGA facilities using a single federal baseline detention standard. The JRI will eliminate multiple federal reviews at 189 common use IGA detention facilities, resulting in a savings of taxpayer dollars.
- ***Handheld Inspection Device:*** To leverage information technology platform as a solution accelerator the Handheld Inspection Device (HID) will simplify and automate required joint inspections and serve as the integrated workflow tool and data content manager for capturing, recording and reporting.

The QAR program also provides the necessary training to those individuals working in the field to ensure proper contract oversight and adherence to federal detention standards, including:

- ***Contract Monitoring Instrument (CMI) Training:*** This training provides the skill-set necessary to monitor private and large IGA detention facilities to ensure the quality of detention services.
- ***Contract Monitoring and Enforcement Training (CMET):*** This training provides instruction on contractor officer technical representative (COTR) roles and responsibilities for administering and monitoring performance-based detention facility contracts. It includes the identification of services vulnerable to inflated costs, documentation of trends, and the necessary steps to take to enforce contract compliance.

**Performance Plan and Report:**

**Measure:** Number of Targeted Non-federal Facilities Meeting Minimum Standards

**FY 2011 Target:** 30

**FY 2011 Actual:** 30

## Program Activity: JPATS Transportation

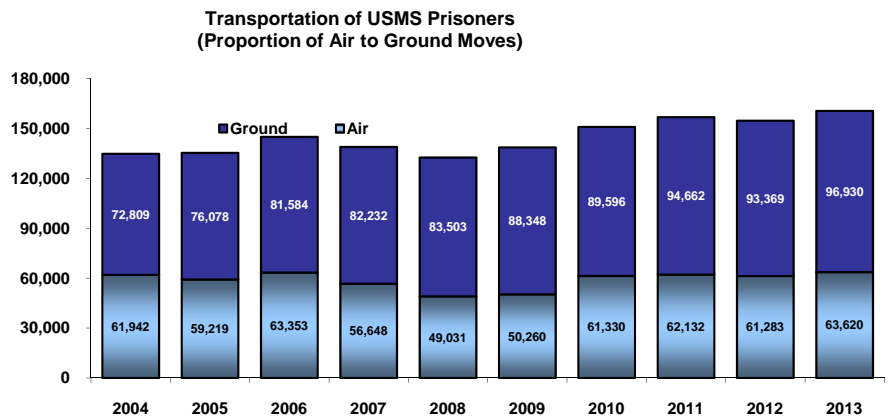
### OFDT Performance Goal 3: Increase the efficiency of the JPATS program

To measure success toward achieving this strategic goal, a performance goal was established to hold detention transportation costs at or below inflation. The discussions that follow specify the mission challenge and strategies required to make the targeted level attainable.

#### 3.1: Move prisoners faster within available resources

##### Challenge: Increasing demands on finite resources

The demand for transportation will continue to rise with the increase in detainee population. 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 having an impact on the other.



Data source is changed: Amounts reflect most accurate data available in JMIS.

Two challenges of funding transportation are determining the appropriate resources to provide the service and accurately projecting what the transportation need will be. A working group was formed to develop a methodology for projecting resources required for intra-district transportation.

##### ***Strategy: Maximize efficiency of the transportation system***

USMS will lead the optimization efforts discussed above to determine potential transportation efficiencies and drive program improvement through performance tracking and management. The optimization effort includes determining the right size aircraft as well as the optimal routes and hub locations to shorten the time between the movement request and arrival at the final destination. This will have the impact of reducing the cost per move for both transportation and associated housing. The

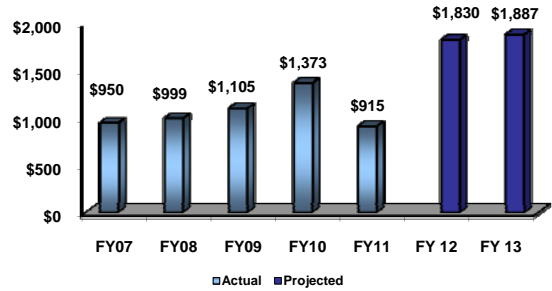
performance measure, Transportation Unit Cost (below), captures both elements from the detainee’s point-of-origin to the final destination.

**Strategy: Improve the efficiency and effectiveness of in-district moves**

In-district movements are those prisoner movements handled locally by each district and includes movement of prisoners to BOP facilities to complete the sentence-to-commitment phase.

While in-district moves comprise approximately 25% of total movement related to sentence to commitment, the USMS has no centralized ability to monitor this effort. USMS, through the eDesignate system will enhance eMove, which will provide visibility of in-district moves for the first time. This will create the opportunity to manage this effort resulting in faster movement from sentence to commitment.

**Outcome Measure:  
Transportation Unit Cost  
(Transportation via JPATS & Related Housing Cost)**



**Performance Plan and Report:**

**Measure:** Transportation Unit Cost  
(Transportation via JPATS & Related Housing Cost)

**FY 2011 Projection:** \$1,175

**FY 2011 Actual:** \$915

In FY 2011, the measure was refined. Data calculations are moving from a “per movement” cost to a “per prisoner” cost using the JMIS system.



**Loading prisoners for a JPATS flight**

## IV. Program Increases by Item

### *Detention Services*

**Item Name:** Housing of USMS Detainees  
 Budget Decision Unit(s): Federal Prisoner Detention  
 Strategic Goal(s) & Objective(s): Goal 3.3  
 Organizational Program: Detention Services

Component Ranking of Item: 1

Program Increase: Positions 0 Agt/Atty 0 FTE 0 Dollars \$59,861,000

#### Description of Item

OFDT requests \$59,861,000 for costs associated with prisoner detention and care.

#### Justification

The resources requested will provide housing and care for federal detainees remanded to USMS custody. Resources for detention are expended from the time a prisoner is brought into USMS custody through termination of the criminal proceeding and/or commitment to BOP. The size of the detainee population is attributable to a number of factors, including new and more aggressive enforcement of existing laws, new federal law enforcement initiatives and prosecutorial efforts. USMS uses a Detention Population Forecasting Model for predicting detention needs. The FY 2013 projection assumes that law enforcement and prosecutorial priorities on immigration at the Southwest Border will remain, but will expand to encompass more drug and weapons offenses resulting from drug-related violence. The resources requested provide funding for inflationary detention costs and an increased detention population.

## Funding

### Base Funding

FY 2011 Enacted				FY 2012 Enacted				FY 2013 Current Services			
Pos	agt/atty	FTE	\$(000)	Pos	agt/atty	FTE	\$(000)	Pos	agt/atty	FTE	\$(000)
0	0	0	\$1,469,179	0	0	0	\$1,526,008	0	0	0	\$1,624,576

Non-Personnel Increase Cost Summary

Non-Personnel Item	Unit Cost	Quantity	FY 2013 Request (\$000)	FY 2014 Net Annualization (Change from 2012) (\$000)
Housing of Prisoners	0	0	\$59,861	0
Total Non-Personnel	0	0	\$59,861	0

Total Request for this Item

Budget Request	Pos	Agt/Atty	FTE	Personnel (\$000)	Non-Personnel (\$000)	Total (\$000)
Current Services	0	0	0	0	\$1,624,576	\$1,624,576
Increases	0	0	0	0	59,861	59,861
Grand Total	0	0	0	0	1,684,437	1,684,437

## V. Program Offsets by Item

**Item Name:** Detention Efficiencies

Budget Decision Unit(s): Federal Prisoner Detention

Organizational Program: Detention Services

Component Ranking of Item: 2

Program Reduction: Positions 0 Agt/Atty 0 FTE 0 Dollars \$20,000,000

### Description of Item

Cost savings that will help generate a source of funding to offset anticipated increases in detention costs.

### Summary Justification

USMS will continue to implement efficiencies through IT systems including: eDesignate, which reduces post-sentencing time in detention; eIGA, which standardizes the pricing strategy for non-federal detention space, controlling costs and providing greater certainty in rates to be paid; and the Quality Assurance Program, which ensures non-federal facilities housing meets DOJ requirements for safe, secure and humane confinement.

Also, in FY 2012, an enhancement to eMove will be released nationwide. This enhancement will improve prisoner transportation by assisting districts in scheduling and managing all in-district Judgment and Commitment (J&C) detainee moves. USMS will now have the ability to submit and monitor web-based movement requests to JPATS and streamline the workflow among participating agencies by fully automating the federal detainee transportation process. eMove will allow for more efficient use of ground and air movements and further reduce the number of days from detention to commitment, thereby avoiding additional detention costs.

Additionally, USMS will continue to work cooperatively with the private sector and state and local government to establish and maintain capacity to detain persons in federal custody in cost-effective, safe, secure and humane facilities that meet appropriate standards. USMS will evaluate all factors impacting the resources required for detention and determine the initiatives to pursue to realize further efficiencies that will help achieve a cost savings of \$20 million.

# Funding

## Summary

FY 2011 Enacted				FY 2012 Enacted				FY 2013 Current Services			
Pos	agt/atty	FTE	\$(000)	Pos	agt/atty	FTE	\$(000)	Pos	agt/atty	FTE	\$(000)
0	0	0	0	0	0	0	0	0	0	0	0

## Personnel Reduction Cost Summary

Type of Position	Modular Cost per Position (\$000)	Number of Positions Reduced	FY 2013 Request (\$000)	FY 2014 Net Annualization (change from 2012) (\$000)	FY 2015 Net Annualization (change from 2013) (\$000)
Total Personnel	0	0	0	0	0

## Non-Personnel Reduction Cost Summary

Non-Personnel Item	Unit	Quantity	FY 2013 Request (\$000)	FY 2014 Net Annualization (change from 2012) (\$000)	FY 2015 Net Annualization (change from 2013) (\$000)
IGA Rate Savings	0	0	20,000	0	0
Total Non-Personnel	0	0	20,000	0	0

## Total Request for this Item

	Pos	Agt/Atty	FTE	Personnel (\$000)	Non-Personnel (\$000)	Total (\$000)	FY 2014 Net Annualization (change from 2012) (\$000)	FY 2015 Net Annualization (change from 2013) (\$000)
Current Services	0	0	0	0	0	0	0	0
Decreases	0	0	0	0	20,000	20,000	0	0
Grand Total	0	0	0	0	20,000	20,000	0	0

## V. Program Offsets by Item

**Item Name:** IT Savings

Budget Decision Unit(s): Federal Prisoner Detention

Organizational Program: Detention Services

Component Ranking of Item: 1

Program Reduction: Positions 0 Agt/Atty 0 FTE 0 Dollars \$106,000

### Description of Item

A program initiative generated by the SAVE Council. This offset will help Department-wide effort to generate management savings and provides a source of funding for Cybersecurity and IT Transformation.

### Summary Justification

As part of its effort to increase IT management efficiency and comply with OMB's direction to reform IT management activities, the Department is implementing a cost saving initiative as well as IT transformation projects. To support cost savings, the Department is developing an infrastructure to enable DOJ components to better collaborate on IT contracting; which should result in lower IT expenditures. In FY 2013 the Department anticipates realizing savings on all direct non-personnel IT spending through IT contracting collaboration. These savings will not only support greater management efficiency within components but will also support OMB's IT Reform plan by providing resources to support major initiatives in Cybersecurity, data center consolidation, and enterprise e-mail systems. The savings will also support other Department priorities in the FY 2013 request. The offset to support these initiatives for Federal Prisoner Detention is \$106,000.



# Funding

## Summary

FY 2011 Enacted				FY 2012 Current Rate				FY 2013 Current Services			
Pos	agt/atty	FTE	\$(000)	Pos	agt/atty	FTE	\$(000)	Pos	agt/atty	FTE	\$(000)
0	0	0	6,754	0	0	0	6,754	0	0	0	6,754

## Personnel Reduction Cost Summary

Type of Position	Modular Cost per Position (\$000)	Number of Positions Reduced	FY 2013 Request (\$000)	FY 2014 Net Annualization (change from 2012) (\$000)	FY 2015 Net Annualization (change from 2013) (\$000)
Total Personnel	0	0	0	0	0

## Non-Personnel Reduction Cost Summary

Non-Personnel Item	Unit	Quantity	FY 2013 Request (\$000)	FY 2014 Net Annualization (change from 2012) (\$000)	FY 2015 Net Annualization (change from 2013) (\$000)
IT Savings	0	0	106	0	0
Total Non-Personnel	0	0	106	0	0

## Total Request for this Item

	Pos	Agt/Atty	FTE	Personnel (\$000)	Non-Personnel (\$000)	Total (\$000)	FY 2014 Net Annualization (change from 2012) (\$000)	FY 2015 Net Annualization (change from 2013) (\$000)
Current Services	0	0	0	0	6,754	6,754	0	0
Decreases	0	0	0	0	106	106	0	0
Grand Total	0	0	0	0	6,648	6,648	0	0

**V. Program Offsets by Item**

**Item Name:** OFDT Merger Savings

Budget Decision Unit(s): Federal Prisoner Detention

Organizational Program: Detention Services

Component Ranking of Item: 2

Program Reduction: Positions 27 Agt/Atty 2 FTE 27 Dollars \$5,562,000

Description of Item

Merge OFDT operations with USMS. Detention resources will be transferred to the Federal Prisoner Detention (FPD) appropriation under USMS and OFDT’s onboard personnel will be absorbed into the USMS Salaries &Expenses appropriation.

Summary Justification

The OFDT/USMS merger provides several advantages. First, the merger aligns the accountability of resources with the responsibility of operations. USMS will now be responsible for formulating its detention budget and accountable for any shortfalls related to its operations management. Second, the current reimbursable agreements that USMS has with OFDT will not be needed, which will eliminate unnecessary bureaucratic layers to the financial process. Third, the merger will allow OFDT personnel to continue to carry out its mission for finding efficiencies in the detention system, but under a single command and control structure within the USMS leadership. This will allow for efficiencies in human and physical capital, while maintaining the functions and expertise that OFDT has developed over the past decade.

**Funding**

Summary

FY 2011 Enacted				FY 2012 Enacted				FY 2013 Current Services			
Pos	agt/atty	FTE	\$(000)	Pos	agt/atty	FTE	\$(000)	Pos	agt/atty	FTE	\$(000)
27	2	27	10,690	27	2	27	10,803	27	2	27	10,876

Personnel Reduction Cost Summary

Type of Position	Modular Cost per Position (\$000)	Number of Positions Reduced	FY 2013 Request (\$000)	FY 2014 Net Annualization (change from 2012) (\$000)	FY 2015 Net Annualization (change from 2013) (\$000)
Merger Savings	0	27	3,968	0	0
Total Personnel	0	27	3,968	0	0

Non-Personnel Reduction Cost Summary

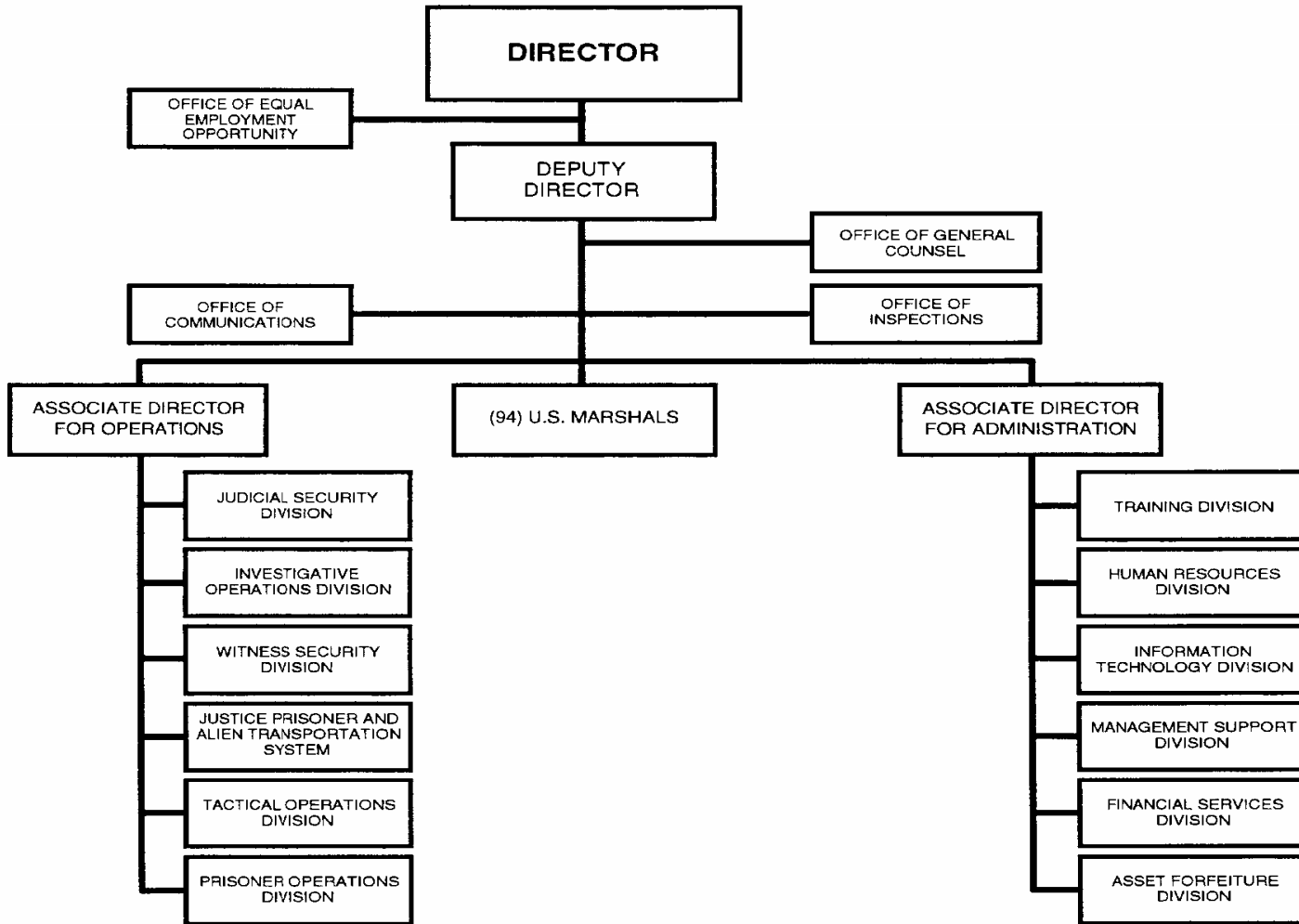
Non-Personnel Item	Unit	Quantity	FY 2013 Request (\$000)	FY 2014 Net Annualization (change from 2012) (\$000)	FY 2015 Net Annualization (change from 2013) (\$000)
Merger Savings	0	0	1,594	0	0
Total Non-Personnel	0	0	1,594	0	0

Total Request for this Item

	Pos	Agt/Atty	FTE	Personnel (\$000)	Non-Personnel (\$000)	Total (\$000)	FY 2014 Net Annualization (change from 2012) (\$000)	FY 2015 Net Annualization (change from 2013) (\$000)
Current Services	27	2	27	3,968	6,908	10,876	0	0
Decreases	27	2	27	3,968	1,594	5,562	0	0
Grand Total	0	0	0	0	5,314	5,314	0	0

A: Organizational Chart

# UNITED STATES MARSHALS SERVICE



Approved by: *Alberto R. Gonzales* Date: 8-13-07  
ALBERTO R. GONZALES  
Attorney General

**B: Summary of Requirements**

**Summary of Requirements**  
**Federal Prisoner Detention**  
(Dollars in Thousands)

	FY 2013 Request		
	Perm. Pos.	FTE	Amount
<b>2011 Enacted (without Rescissions)</b>	27	27	\$1,518,663
<b>2012 Enacted (without Rescissions)</b>	27	27	1,580,595
2012 Rescissions			
<b>Total 2012 Enacted (with Rescissions)</b>	27	27	<b>1,580,595</b>
Adjustments to Base			
Transfers:			
JCON and JCON S/TS - To Components			12
Increases:			
Pay and Benefits			51
Domestic Rent and Facilities			10
Detention			53,374
Subtotal Increases	0	0	53,435
Total Adjustments to Base	0	0	53,447
<b>2013 Current Services</b>	27	27	<b>1,634,042</b>
Program Changes			
Increases:			
Housing of USMS Detainees	0	0	59,861
Offsets:			
Detention Efficiencies	0	0	(20,000)
IT Savings	0	0	(106)
OFDT Merger Savings	(27)	(27)	(5,562)
Subtotal Offsets	(27)	(27)	(25,668)
Total Program Changes	(27)	(27)	34,193
<b>2013 Total Request</b>	<b>0</b>	<b>0</b>	<b>1,668,235</b>
2012 - 2013 Total Change	(27)	(27)	87,640

NOTE: All FTE numbers in this table reflect authorized FTE, which is the total number of FTE available to a component. Because the FY 2013 President's Budget Appendix builds the FTE request using actual FTE rather than authorized, it may not match the FY 2012 FTE enacted and FY 2013 FTE request reflected in this table.

**Summary of Requirements**  
**Federal Prisoner Detention**  
(Dollars in Thousands)

Estimates by budget activity	2011 Appropriation Enacted w/Rescissions			2012 Enacted			2013 Adjustments to Base and Technical Adjustments			2013 Current Services			2013 Increases			2013 Offsets			2013 Request		
	Pos.	FTE	Amount	Pos.	FTE	Amount	Pos.	FTE	Amount	Pos.	FTE	Amount	Pos.	FTE	Amount	Pos.	FTE	Amount	Pos.	FTE	Amount
Detention Services	27	27	1,479,869	27	27	1,544,838	0	0	44,054	27	27	1,588,892	0	0	59,861	(27)	(27)	(25,668)	0	0	1,623,085
JPATS	0	0	35,757	0	0	35,757	0	0	9,393	0	0	45,150	0	0	0	0	0	0	0	0	45,150
<b>Total</b>	<b>27</b>	<b>27</b>	<b>\$1,515,626</b>	<b>27</b>	<b>27</b>	<b>\$1,580,595</b>	<b>0</b>	<b>0</b>	<b>\$53,447</b>	<b>27</b>	<b>27</b>	<b>\$1,634,042</b>	<b>0</b>	<b>0</b>	<b>\$59,861</b>	<b>(27)</b>	<b>(27)</b>	<b>(25,668)</b>	<b>0</b>	<b>0</b>	<b>\$1,668,235</b>
Reimbursable FTE																					0
Total FTE		27			27			0		27				0			(27)				0
Other FTE:																					
LEAP																					0
Overtime																					0
Total Comp. FTE		27			27			0		27				0			(27)				0

**C: Program Increases/Offsets By Decision Unit**

**FY 2013 Program Increases/Offsets By Decision Unit**  
 Federal Prisoner Detention  
 (Dollars in Thousands)

Program Increases	Location of Description by Decision Unit	Detention Services				Total Increases
		Pos.	Agt./Atty.	FTE	Amount	
Housing of Detainees	FPD	0	0	0	59,861	59,861
<b>Total Program Increases</b>		<b>0</b>	<b>0</b>	<b>0</b>	<b>\$59,861</b>	<b>\$59,861</b>
Program Offsets	Location of Description by Decision Unit	Detention Services				Total Offsets
		Pos.	Agt./Atty.	FTE	Amount	
Detention Efficiencies	FPD	0	0	0	(20,000)	(20,000)
IT Savings	FPD				(106)	(106)
OFDT Merger Savings	FPD	(27)	(2)	(27)	(5,562)	(5,562)
<b>Total Offsets</b>		<b>(27)</b>	<b>(2)</b>	<b>(27)</b>	<b>(\$25,668)</b>	<b>(\$25,668)</b>

**D: Resources by DOJ Strategic Goal and Strategic Objective**

**Resources by Department of Justice Strategic Goal/Objective  
Federal Prisoner Detention  
(Dollars in Thousands)**

Strategic Goal and Strategic Objective	2011 Appropriation Enacted		2012 Enacted		2013 Current Services		2013				2013 Request	
	Direct, Reimb. Other FTE	Direct Amount \$000s	Direct, Reimb. Other FTE	Direct Amount \$000s	Direct, Reimb. Other FTE	Direct Amount \$000s	Increases		Offsets		Direct, Reimb. Other FTE	Direct Amount \$000s
							Direct, Reimb. Other FTE	Direct Amount \$000s	Direct, Reimb. Other FTE	Direct Amount \$000s		
<b>Goal 1: Prevent Terrorism and Promote the Nation's Security Consistent with the Rule of Law</b>												
1.1 Prevent, disrupt, and defeat terrorist operations before they occur					0	0					0	0
1.2 Prosecute those involved in terrorist act					0	0					0	0
1.3 Combat espionage against the United States					0	0					0	0
<b>Subtotal, Goal 1</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>
<b>Goal 2: Prevent Crime, Protect the Rights of the American People, and Enforce Federal Law</b>												
2.1 Combat the threat, incidence, and prevalence of violent crime					0	0					0	0
2.2 Prevent and intervene in crimes against vulnerable populations, uphold the rights of, and improve services to, America's crime victims					0	0					0	0
2.3 Combat the threat, trafficking, and use of illegal drugs and the diversion of licit drugs					0	0					0	0
2.4 Combat corruption, economic crimes, and international organized crim					0	0					0	0
2.5 Promote and protect Americans' civil rights					0	0					0	0
2.6 Protect the federal fisc and defend the interests of the United State					0	0					0	0
<b>Subtotal, Goal 2</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>
<b>Goal 3: Ensure and Support the Fair, Impartial, Efficient, and Transparent Administration of Justice at the Federal, State, Local, Tribal and International Levels</b>												
3.1 Promote and strengthen relationships and strategies for the administration of justice with state, local, tribal and international law enforcement					0	0					0	0
3.2 Protect judges, witnesses, and other participants in federal proceedings; apprehend fugitives; and ensure the appearance of criminal defendants for judicial proceedings or confinemen	0	35,757	0	35,757	0	45,150	0	0	0	0	0	45,150
3.3 Provide for the safe, secure, humane, and cost-effective confinement of detainees awaiting trial and/or sentencing, and those in the custody of the Federal Prison System	27	1,479,869	27	1,544,838	27	1,588,892	0	59,861	(27)	(25,668)	0	1,623,085
3.4 Adjudicate all immigration cases promptly and impartially in accordance with due process					0	0					0	0
<b>Subtotal, Goal 3</b>	<b>27</b>	<b>1,515,626</b>	<b>27</b>	<b>1,580,595</b>	<b>27</b>	<b>1,634,042</b>	<b>0</b>	<b>59,861</b>	<b>(27)</b>	<b>(25,668)</b>	<b>0</b>	<b>1,668,235</b>
<b>GRAND TOTAL</b>	<b>27</b>	<b>\$1,515,626</b>	<b>27</b>	<b>\$1,580,595</b>	<b>27</b>	<b>\$1,634,042</b>	<b>0</b>	<b>\$59,861</b>	<b>(27)</b>	<b>(\$25,668)</b>	<b>0</b>	<b>\$1,668,235</b>



## E. Justification for Base Adjustments

### Justification for Base Adjustments Federal Prisoner Detention

**POS**      **FTE**      **Amount**

Transfers

JCON and JCON S/TS. A transfer of \$12,000 is included in support of the Department's Justice Consolidated Office Network (JCON) and JCON S/TS programs which will be moved to the Working Capital Fund and provided as a billable service in FY 2013. The requested increase of \$12,000 is necessary for this transfer. 12

Increases

2013 Pay Raise. This request provides for a proposed 0.5 percent pay raise to be effective in January of 2013. The increase only includes the general pay raise. The amount request, \$14,000, represents the pay amounts for 3/4 of the fiscal year plus appropriate benefits (\$ 10,000 for pay and \$3,000 for benefits.) 14

Retirement. Agency retirement contributions increase as employees under CSRS retire and are replaced by FERS employees. Based on OPM government-wide estimates, we project that the DOJ workforce will convert from CSRS to FERS at a rate of 1.3 percent per year. The requested increase of \$ 6,000 is necessary to meet our increased retirement obligations as a result of this conversion. 6

FERS. On June 11, 2010, the Board of Actuaries of the civil Service Retirement System recommended a new set of economic assumptions for the Civil Service Retirement System (CSRS) and the Federal Employees Retirement System (FERS). In accordance with this change, effective October 1, 2011 (FY 2012), the total normal cost of regular retirement under FERS will increase from the current level of 12.5% of pay to 12.7%. The total FERS contribution for Law Enforcement retirement will increase from 27.0% to 27.6%. This will result in new agency contribution rates of 11.9% for normal costs (up from the current 11.7%) and 26.3% for law enforcement personnel (up from the current 25.7%). The amount requested 8,000 represents the funds needed to cover this increase. 8

Health Insurance. Effective January 2013, this component's contribution to Federal employees' health insurance premiums increased by 10 percent. Applied against the 2011 estimate of \$90,000, the additional amount required is \$ 9,000. 9

Changes in Compensable Days. The decreased cost for one compensable day in FY 2013 compared to FY 2012 is calculated by dividing the FY 2012 estimated personnel compensation \$ 2,998,000 and applicable benefits \$ 883,000 by 261 compensable days. 14

General Services Administration (GSA) Rent. GSA will continue to charge rental rates that approximate those charged to commercial tenants for equivalent space and related services. The requested increase of \$ 9,000 is required to meet our commitment to GSA. The costs associated with GSA rent were derived through the use of an automated system, which uses the latest inventory data, including rate increases to be effective in FY 2013 for each building currently occupied by Department of Justice components, as well as the costs of new space to be occupied. GSA provided data on the rate increases. 9

Security Charges. Guard Service includes those costs paid directly by DOJ and those paid to Department of Homeland Security (DHS). The requested increase of \$1,000 is required to meet our commitment to DHS and other security costs. 1

JPATS Fuel and Maintenance Increase. Increases for JPATS prisoner movements are based on 3 factors: (1) anticipated increases in fuel costs, (2) contractually-obligated lease and maintenance increases, and (3) general increases in JPATS operations. Additional resources of \$9,393,000, are required for 2013. 9,393

Jail Day Rate Increase. This request recosts the estimated 2012 state and local jail days using the anticipated 2013 increase in the national jail day rate average. The requested increase reflects the additional resources required to fund the same number of jail days in 2013 as in 2012. Jail day costs are projected to rise from the current anticipated 2012 level. An increase of \$13,981,000 is requested for FY 2013..

43,981

**Total ATB:**

0

0

\$53,447

**F: Crosswalk of 2011 Availability**

**Crosswalk of 2011 Availability**

Federal Prisoner Detention

(Dollars in Thousands)

(Dollars in Thousands)

Decision Unit	FY 2011 Enacted Without Rescissions			Rescissions			Reprogrammings / Transfers			Carryover	Recoveries	2011 Availability		
	Pos.	FTE	Amount	Pos.	FTE	Amount	Pos.	FTE	Amount	Amount	Amount	Pos.	FTE	Amount
Federal Prisoner Detention	27	27	1,518,663			(3,037)	0	0	0	38,134	11,031	27	27	1,564,791
												0	0	0
<b>TOTAL</b>	<b>27</b>	<b>27</b>	<b>\$1,518,663</b>	<b>0</b>	<b>0</b>	<b>(\$3,037)</b>	<b>0</b>	<b>0</b>	<b>\$0</b>	<b>\$38,134</b>	<b>\$11,031</b>	<b>27</b>	<b>27</b>	<b>\$1,564,791</b>
Reimbursable FTE														0
Total FTE		27			0			0					27	
Total Compensable FTE		27			0			0					27	

Carryover - FPD carried forward \$38,134,293 from funds provided in FY 2010.

Recoveries - FPD recovered \$11,031,000 from previous years for detention services.

**G: Crosswalk of 2012 Availability**

**Crosswalk of 2012 Availability**  
 Federal Prisoner Detention  
 (Dollars in Thousands)  
 (Dollars in Thousands)

Decision Unit	FY 2012 Enacted Without Rescissions			Rescissions			Reprogrammings / Transfers			Carryover Amount	Recoveries Amount	2012 Availability		
	Pos.	FTE	Amount	Pos.	FTE	Amount	Pos.	FTE	Amount			Pos.	FTE	Amount
Federal Prisoner Detention	27	27	1,580,595	0	0	0	0	0	0	26,516	4,033	27	27	1,611,144
<b>TOTAL</b>	<b>27</b>	<b>27</b>	<b>\$1,580,595</b>	<b>0</b>	<b>0</b>	<b>\$0</b>	<b>0</b>	<b>0</b>	<b>\$0</b>	<b>\$26,516</b>	<b>\$4,033</b>	<b>27</b>	<b>27</b>	<b>\$1,611,144</b>
Reimbursable FTE														0
Total FTE		27			0			0						27
Other FTE														
LEAP		0			0			0						0
Overtime		0			0			0						0
Total Compensable FTE		27			0			0						27

Carryover - FPD carried forward \$26,516,482 from funds provided in FY 2011.

Recoveries - FPD recovered \$4,033,000 from previous years for detention services as of 12/31/2011.

**H: Summary of Reimbursable Resources**

**Summary of Reimbursable Resources**

Federal Prisoner Detention

(Dollars in Thousands)

(Dollars in Thousands)

Collections by Source	2011 Actuals			2012 Planned			2013 Request			Increase/Decrease		
	Pos.	FTE	Amount	Pos.	FTE	Amount	Pos.	FTE	Amount	Pos.	FTE	Amount
Bureau of Prisons - Parole Violators	0	0	81	0	0	100	0	0	100	0	0	0
ICE - eIGA	0	0	150	0	0	150	0	0	150	0	0	0
<b>Budgetary Resources:</b>	<b>0</b>	<b>0</b>	<b>\$231</b>	<b>0</b>	<b>0</b>	<b>\$250</b>	<b>0</b>	<b>0</b>	<b>\$250</b>	<b>0</b>	<b>0</b>	<b>\$0</b>

**I: Detail of Permanent Positions by Category**

**Detail of Permanent Positions by Category**  
 Federal Prisoner Detention  
 (Dollars in Thousands)

Category	2011 Enacted		2012 Enacted		2013 Request					
	Total Authorized	Total Reimbursable	Total Authorized	Total Reimbursable	ATBs	Program Increases	Program Decreases	Total Pr. Changes	Total Authorized	Total Reimbursable
Senior Executive	2		2				(2)			
Senior Level	1		1				(1)			
Clerical and Office Services (300-399)	15		15				(15)			
Accounting and Budget (500-599)	4		4				(4)			
Attorneys (905)	2		2				(2)			
Statistician	1		1				(1)			
Business & Industry (1100-1199)	2		2				(2)			
<b>Total</b>	<b>27</b>	<b>0</b>	<b>27</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>(27)</b>	<b>0</b>	<b>0</b>	<b>0</b>
Headquarters (Washington, D.C.)								0	0	0
U.S. Field										
Foreign Field								0	0	
<b>Total</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>

## J: Financial Analysis of Program Changes

### Financial Analysis of Program Changes

Federal Prisoner Detention

(Dollars in Thousands)

(Dollars in Thousands)

Grades:	Detention Services									
	Housing of USMS Detainees		IGA Rate Savings		IT Savings		OFDT Merger Savings		Program Changes	
	Pos.	Amount	Pos.	Amount	Pos.	Amount	Pos.	Amount	Pos.	Amount
SES							(2)	(341)	(2)	(341)
GS-15							(10)	(1,238)	(10)	(1,238)
GS-14							(9)	(947)	(9)	(947)
GS-13							(6)	(534)	(6)	(534)
Total positions & annual amount	0	0	0	0	0	0	(27)	(3,060)	(27)	(3,060)
Total FTE & personnel compensation	0	0	0	0	0	0	(27)	(3,060)	(27)	(3,060)
Personnel benefits								(907)	0	(907)
Travel and transportation of persons								(136)	0	(136)
Transportation of things								(14)	0	(14)
GSA rent								(584)	0	(584)
Communication, rents, and utilities								(229)	0	(229)
Printing								(3)	0	(3)
Other Services					0	(106)		(397)	0	(503)
Subsistence & Support of Prisoners	0	59,861	0	(20,000)					0	39,861
Purchases of goods & services from Government accounts								(155)	0	(155)
Operation and maintenance of equipment								(20)	0	(20)
Supplies and materials								(39)	0	(39)
Equipment								(18)	0	(18)
<b>Total, 2013 Program Changes Requested</b>	<b>0</b>	<b>\$59,861</b>	<b>0</b>	<b>(\$20,000)</b>	<b>0</b>	<b>(\$106)</b>	<b>(27)</b>	<b>(\$5,562)</b>	<b>(27)</b>	<b>\$34,193</b>

**K: Summary of Requirements by Grade**

**Summary of Requirements by Grade**  
 Federal Prisoner Detention  
 (Dollars in Thousands)

	2011 Enacted w/Rescissions		2012 Enacted		2013 Request		Increase/Decrease	
	Pos.	Amount	Pos.	Amount	Pos.	Amount	Pos.	Amount
<b>Grades and Salary Ranges</b>								
SES, \$119,554 - 179,700	2		2		0		(2)	
GS-15, \$123,758 - 155,500	10		10		0		(10)	
GS-14, \$105,211 - 136,771	9		9		0		(9)	
GS-13, \$89,033 - 115,742	6		6		0		(6)	
<b>Total, Appropriated Positions</b>	<b>27</b>		<b>27</b>		<b>0</b>		<b>(27)</b>	
<b>Average SES Salary</b>		<b>\$170,000</b>		<b>\$170,000</b>		<b>\$0</b>		
<b>Average GS Salary</b>		<b>\$108,717</b>		<b>\$108,717</b>		<b>\$0</b>		
<b>Average GS Grade</b>		<b>14.17</b>		<b>14.17</b>		<b>0</b>		



## L: Summary of Requirements by Object Class

### Summary of Requirements by Object Class

Federal Prisoner Detention

(Dollars in Thousands)

Object Classes	2011 Actuals		2012 Availability		2013 Request		Increase/Decrease	
	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount
11.1 Direct FTE & personnel compensation	22	\$2,998	27	\$2,998			(27)	(\$2,998)
11.3 Other than full-time permanent							0	0
11.5 Total, Other personnel compensation	0	0	0	0	0	0	0	0
<i>Overtime</i>							0	0
<i>Other Compensation</i>							0	0
11.8 Special personal services payments							0	0
Total	22	2,998	27	2,998	0	0	(27)	(2,998)
Other Object Classes:								
12.0 Personnel benefits		883		883		0		(883)
21.0 Travel and transportation of persons		81		81		0		(81)
22.0 Transportation of things		8		8		0		(8)
23.1 GSA rent		584		567		0		(567)
23.2 Contract Parking		29		29		0		(29)
23.3 Comm., util., & other misc. charges		104		104		0		(104)
24.0 Printing and reproduction		1		1		0		(1)
25.1 Advisory and assistance services		19,098		18,000		18,000		0
25.2 Other services		44,255		44,255		45,150		895
25.3 Purchases of goods & services from Government accounts (Antennas, DHS Sec. Etc.)		1,327		1,327		0		(1,327)
25.6 Medical Care		14,520		18,000		18,000		0
25.7 Operation and maintenance of equipment		28		28		0		(28)
25.8 Subsistence & Support of Prisoners		1,454,311		1,524,816		1,587,085		62,269
26.0 Supplies and materials		25		25		0		(25)
31.0 Equipment		22		22		0		(22)
<b>Total obligations</b>		<b>\$1,538,274</b>		<b>\$1,611,144</b>		<b>\$1,668,235</b>		<b>\$57,091</b>
Unobligated balance, start of year		(38,134)		(26,516)				
Unobligated balance, end of year		26,516						
Recoveries of prior year obligations		(11,031)		(4,033)				
<b>Total DIRECT requirements</b>		<b>1,515,625</b>		<b>1,580,595</b>		<b>1,668,235</b>		
<b>* The Object Class display agrees with amounts as reported in the accounting system. However, the amounts reported in MAX reflect amounts by expense category.</b>								
Reimbursable FTE:								
Full-time permanent	0	\$0	0	\$0	0	\$0		
23.1 GSA rent (Reimbursable)		\$0		\$0		\$0		
25.3 DHS Security (Reimbursable)		\$0		\$0		\$0		