

FY 2011

PERFORMANCE BUDGET

President's Budget Submission



Office of the Federal Detention Trustee

U. S. Department of Justice

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I. Overview

A. Introduction

The Office of the Federal Detention Trustee (OFDT) requests a total of 29 permanent positions, 28 full-time equivalents (FTE), and \$1,533,863,000 for Fiscal Year (FY) 2011.

The request represents an increase of \$95,200,000 over the FY 2010 President's Budget. The requested increase includes \$427,000 for adjustments-to-base and \$94,773,000 for program increases. The request by strategic goal is as follows:

DOJ Strategic Goal	OFDT Program Activity	Request
3.3	Detention Services	\$1,498,106,000
3.1	JPATS Transportation	35,757,000
	Total Request	\$1,533,863,000

Electronic copies of the Department of Justice's 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.usdoj.gov/jmd/2011justification/>.

OFDT's budget request will support an average daily population of 62,082 and assumes an increase in the number of drug and weapons offenses as a result of law enforcement initiatives to combat drug cartels at the Southwest Border. OFDT's FY 2011 detention population projections include the following assumptions:

- Continued increases in law enforcement efforts on the Southwest Border to combat drug and illegal gun smuggling
- Continued immigration enforcement efforts by DHS
- Continued prosecutorial resources, particularly at the Southwest Border

B. Background

OFDT's resource needs are directly impacted by law enforcement and prosecutorial priorities. Currently, the challenges facing law enforcement officials at the Southwest Border directly impact the detention population overseen by OFDT. Violence from Mexican drug cartels spilling across the border into the United States, along with drug and gun trafficking and immigration enforcement efforts led by the Department of Homeland Security (DHS), directly impact the detainee population. As federal law enforcement officials increase their efforts to deal with these issues, OFDT 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. OFDT is uniquely positioned to address the complex nature of detention



housing, including cross-agency co-ordination at the federal level as well as the state and local levels.

OFDT was established as a DOJ organization in September 2001 by Congressional directive in response to growing concerns regarding federal detention. Congress believed that the size and scope of federal detention demanded a central organization that could direct resources, facilitate the implementation of programmatic changes, and improve the coordination of detention activities within DOJ, including the immigration agencies that are now part of DHS.

In 2005, Congress directed OFDT to assume the responsibility for managing the Justice Prisoner and Alien Transportation System (JPATS) to improve management and ensure unimpeded prisoner transportation operations and operational fairness among partner agencies. In FY 2007, JPATS funding was transferred to OFDT.

Mission Statement

Manage and regulate the federal detention programs and JPATS by establishing a secure and effective operating environment that drives efficient and fair expenditure of appropriated funds.

OFDT has proven successful in achieving efficiencies and cost reduction and avoidance in detention through process and infrastructure improvements outlined in a national detention strategy which addresses the requirements of the United States Marshal Service (USMS), the Bureau of Prisons (BOP), and the Immigration and Customs Enforcement (ICE). OFDT will continue to explore new approaches to address diminishing detention capacity in an environment of an increasing detention population resulting from aggressive immigration and other law enforcement initiatives.

C. FY 2011 Budget Request by Strategic Goal

The OFDT budget is aligned with DOJ and OFDT strategic and performance goals and the mission 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. Further, 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 page 21*). The alignment of DOJ Strategic Goals, OFDT Strategic Goals, and program activities is detailed below.

DOJ Strategic Goal 3.1 Protect judges, witnesses, and other participants in federal proceedings, and ensure the appearance of criminal defendants for judicial proceedings or confinement

OFDT Program Activity: JPATS Transportation

OFDT Strategic Goal 3: Increase efficiency of the JPATS program

DOJ Strategic Goal 3.3 Provide for the safe, secure, and humane confinement of detained persons awaiting trial and/or sentencing and those in custody of the Federal Prison System

OFDT Program Activity: Detention Services

OFDT Strategic Goal 1: Meet the Nation's Detention Requirements in the most economical manner

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

C.1 Budget Request - Detention Services/DOJ Strategic Goal 3.3

FY 2011 Request: OFDT's request includes \$1,498,106,000 in appropriated resources for detention services. This amount includes \$1,352,901,000 for detention costs. Program costs for health care and medical guards are \$90,513,000 and \$17,962,000, respectively. Also included in the total cost for this program activity is \$32,496,000 for intra-district transportation and \$4,234,000 for other associated costs.

Adjustments-to-base: OFDT requests 2 FTE for the annualization of positions requested in FY 2010 and \$427,000 for pay and benefit adjustments, rent, recurring base adjustments, and other inflationary cost increases. (*See Exhibit B*).

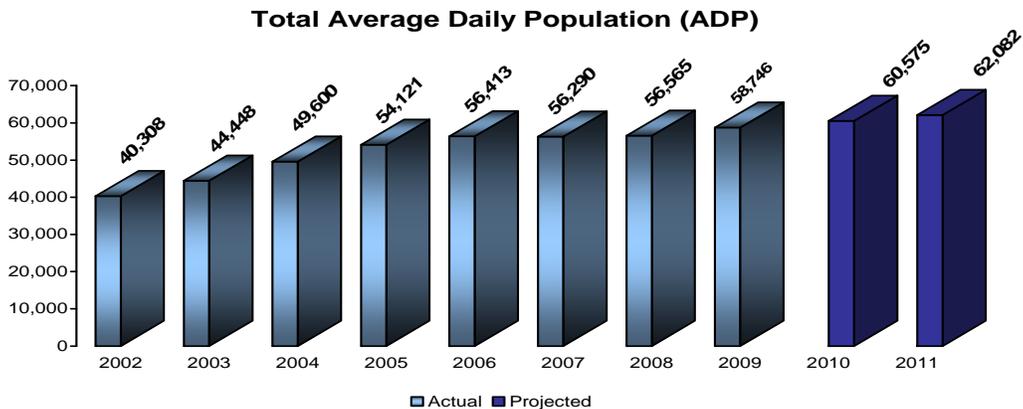
Program Changes: OFDT requests \$94,773,000 for program enhancements. The request includes \$91,611,000 for additional operating costs associated with housing federal detainees, \$162,000 and 2 positions for program oversight and support, and \$3,000,000 for increased intra-district transportation costs.

OFDT is requesting an increase of \$91,611,000 in operating costs to sustain detention operations. As law enforcement initiatives and prosecutorial priorities have changed, particularly on the Southwest Border, OFDT is forced to find new solutions to address the shortage of detention space. Many times, more expensive private detention facilities are needed to fill the critical housing need. Also, when space is located, it is often at a greater distance from the federal courts requiring prisoners to be transported greater distances, and thus increasing transportation costs for prisoners.

OFDT is also requesting \$162,000 and 2 positions to support costs associated with detention program oversight support. This funding will allow OFDT to expand its oversight responsibilities as well as build on its many IT successes by providing ever-

increasing levels of technical support and new solutions to the many technology challenges in the detention community.

In recent years, new methods to improve transportation efficiency have been utilized to increase efficiency. Historically, USMS personnel have supplied transportation for federal detainees; however, in many districts other mission critical demands have forced USMS to refocus field personnel on other priorities. As a solution, OFDT and USMS have identified districts in which transportation agreements with either IGAs or private contracts is a cost effective and operationally viable method to meet transportation needs. OFDT is requesting \$3,000,000 to support increased transportation costs.

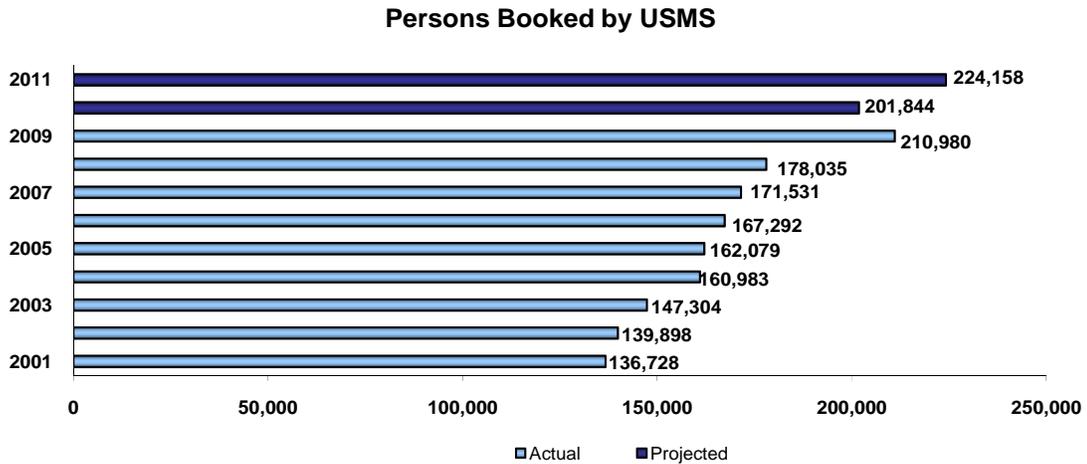


ADP Projections: The ADP is projected to be 62,082 in FY 2011 based on estimated bookings and time-in-detention. Projected ADP is dependent upon the number of persons arrested by the federal law enforcement agencies coupled with the length of time defendants are detained pending adjudication, release 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 time and detention costs.

OFDT has invested much time and effort in refining the projection model to provide decision makers at all levels with the best information possible to determine funding requirements, however, funding levels have not always been sufficient to support the projections.

The type of offense impacts heavily on time-in-detention; therefore, shifts in the projected number of people arrested by offense will likely impact the projected overall time in detention. In recent years, OFDT has observed that overall time-in-detention has decreased as a result of the increasing population of immigration offenders referred for prosecution. Compared to drug, violent and weapons defendants, immigration defendants are housed for half of the time. In 2011, anticipated law enforcement

initiatives on the Southwest Border that address drug and weapons trafficking are expected to drive up the time in detention and, therefore, overall ADP.



Detention Population Forecasting Model

The OFDT population forecasting model uses 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 the authorized positions of federal law enforcement, US Attorneys, US 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 will alter the outcome.

The primary drivers of detention expenditures are the number of prisoners booked by the US Marshals Service and 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, US Attorneys, and the federal judiciary. As the activities and decisions of these groups change from that historically observed, detention expenditures are directly affected. Accordingly, OFDT 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 by the DHS along the Southwest border. Prior to the implementation of these policies beginning in December 2005, fewer than 40,000 persons were arrested and booked annually for criminal immigration offenses. Since implementation of these policies, the number of annual bookings for criminal immigration offenses has more than doubled, increasing to 85,000 during fiscal year 2009. The change in policy and the corresponding impact was impossible for OFDT to predict.

While there has been substantial growth in bookings for immigration offenses, OFDT anticipates that bookings for immigration offenses will level off during FY 2010 and FY 2011; increasing to approximately 90,000 by FY 2011.

The impact of the added immigration bookings has been mitigated to a substantial extent by policies adopted by the US Attorneys 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 time-in-detention to about 80 days, on average during FY 2009. The reduction in detention time has mitigated the impact of the unanticipated increase in bookings.

The FY 2011 projection assumes that law enforcement and prosecutorial priorities will remain at the Southwest Border but will expand to encompass more drug and weapons offenses resulting from the drug-related violence. Because OFDT's projection model is largely based on past behavior, new law enforcement initiatives can have a significant impact on OFDT's resource needs. The following chart illustrates the potential impact of unplanned bookings by offense:

<i>Impact of Increased Booking Beyond FY 2011 Population Projections</i>				
	Total Bookings	Increase Above Current Projection	Total ADP	Projected Cost Increase
<i>Bookings for Drug Offenses</i>				
+5%	37,706	1,500	63,126	\$3,101,237
+10%	39,206	3,000	63,626	\$3,101,237
+25%	43,706	7,500	65,126	\$42,860,687
+50%	51,206	15,000	67,626	\$109,126,437
+75%	58,706	22,500	70,126	\$175,392,187
<i>Bookings for Weapons Offenses</i>				
+5%	9,586	400	62,776	\$3,975,945
+10%	9,986	800	62,926	\$7,951,890
+25%	11,186	2,000	63,376	\$9,727,812
+50%	13,186	4,000	64,126	\$16,354,387
+75%	15,186	6,000	65,626	\$56,113,837
<i>Bookings for Immigration Offenses</i>				
+5%	97,263	5,000	62,926	\$5,751,867
+10%	102,263	10,000	63,226	\$7,951,890
+25%	117,263	25,000	64,126	\$22,980,962
+50%	142,263	50,000	65,626	\$62,740,412
+75%	167,263	75,000	68,626	\$142,259,312

Capital Improvement Program (CIP): OFDT will expand the Cooperative Agreement Program to a more comprehensive program that offers various contractual vehicles to provide federal funding for the expansion, renovation and construction of jails or the acquisition of equipment, supplies, or materials required to address detention space needs in critical areas. The program is available to fund projects primarily by state and local authorities. There are now two parts of the program: the Cooperative Agreement

Program (CAP), which functions as before, and the Non-Refundable Service Charge Contract.

Cooperative Agreement Program

CAP is a grant program that provides 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. This program provides an avenue for securing bed space in areas where detention space is scarce and private facilities are unable to fill the gap. Historically, CAP funds were most often awarded in large amounts to a select number of state and local governments in areas with an identified detention space need. State and local governments were responsible for the construction and were able to seek reimbursement from the federal government for the associated costs.

OFDT has identified methods to streamline the CAP process and distribute CAP funds in a more expeditious manner. Some of the methods to ensure that it obtains the maximum return on its investment include leveraging a long-term, fixed per diem rate, which allows for per diem rate increases within a fixed acceptable margin of growth, mirroring the length of the CAP agreement. This will ensure that the government receives the highest return on the capital investment for the entire period of the agreement. This is the same approach used when contracting for detention space with private industry.

Non-Refundable Service Charge Contract

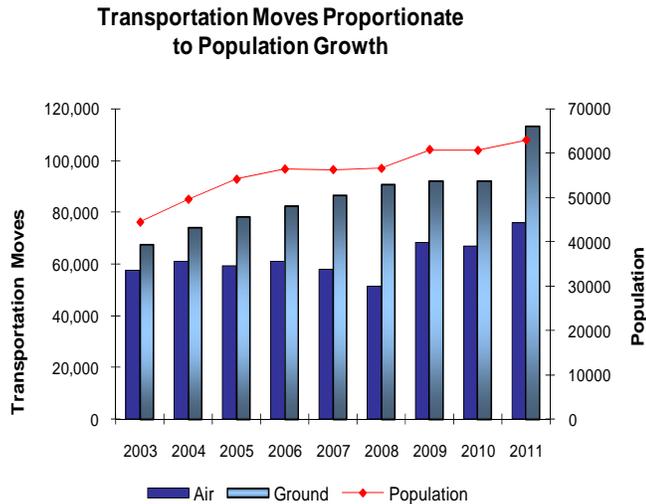
OFDT is planning to use a non-refundable service charge contract as a vehicle to address the shortage of detention space in critical need areas. This program will provide a method for OFDT to directly contract with a state or local government to provide up-front funding for renovation or construction of jails to house federal detainees in exchange for guaranteed bed space at a fixed rate. The program is based on a similar program used by BOP to obtain space in critical need areas. It will be subject to the guidelines set by the Federal Acquisition Regulation (FAR) and will allow OFDT to directly infuse resources into participating state and local facilities to meet federal detention housing needs.

C.2 Budget Request - JPATS Transportation/DOJ Strategic Goal 3.1

FY 2011 Request: OFDT requests \$35,757,000 for JPATS prisoner transportation. This includes \$30,000,000 for air transportation and \$5,757,000 for transportation support to the airlift.

FY 2011 Transportation Moves

Transportation needs are related to the distances between courts, district offices, JPATS lifts, 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 that require medical attention, and high-threat prisoners requiring additional security. As the number of detainees and facilities has grown, the transportation need has increased.



D. Full Program Cost

Full Program Cost by Program Activity		
Program Activity	Dollars In Thousands	
Detention Services	Housing & Subsistence	\$1,352,901
	Health Care Services	90,513
	Medical Guards	17,962
	Transportation	32,496
	Other	4,234
	Subtotal	1,498,106
JPATS Transportation	JPATS	35,757
Grand Total		\$1,533,863
*Amounts may not add due to rounding.		

OFDT’s program is designed to ensure the safety of prisoners and provide for the effective and efficient expenditure of detention resources. Full program costs include resources for detention activities and OFDT office operations. Detention activities consist of the housing and care of detainees as well as activities that help improve the detention infrastructure and contain costs (see p. 14-32 for detail on detention activities). OFDT office operations includes resources to maintain staff and perform functions that support the detention program. OFDT staff initiates development of solutions to improve detention operations. Once these solutions are proven effective and are being implemented, the cost of operating and maintaining the systems becomes programmatic

and is allocated directly to detention as these solutions directly impact the detention of prisoners.

The FY 2011 budget request continues to fund strategies that support OFDT's performance goals. One of OFDT's greatest mission challenges is the state of technology within the detention community, including pulling together data and processes of multiple agencies with disparate and incompatible legacy IT systems and capabilities. An effective IT backbone will support OFDT's efforts to drive efficiencies in detention operations and processes (see p. 16-20).

OFDT has successfully implemented efficiencies through several 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 non-federal facilities housing meets DOJ requirements for safe, secure and humane confinement. Central to this strategy is the integration with the USMS Justice Detainee Information System (JDIS). Detainee data that is provided and managed within JDIS is critical to the development of many of OFDT's planned solutions.

OFDT continually seeks ways to realize efficiencies without hampering operations and strives for savings that can be reinvested in infrastructure improvements that provide cost containment over the long-term.

E. Mission Challenges

The internal and external mission challenges are incorporated into Section IV Decision Unit Justification (*See pages 14-34*).

F. Environmental Accountability

OFDT has pro-actively sought ways to incorporate environmentally friendly practices into office operations. OFDT purchases recycled products (toner, paper, etc), provides recycling receptacles for used products, and encourages overall paper and energy reduction through policies on duplex copying, and powering down computers and lights at the end of each day. In addition, the office is transitioning to paperless technology and has automated most of its workflow processes (see p. 16-20). All files will be electronic. OFDT is currently developing a policy to further address environmentally-friendly practices that will reduce the impact on the environment and, hopefully, also increase operating efficiency.

When OFDT 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 human environment. The examination will determine if there are any endangered species that will be affected,

hazardous toxin emissions, harm to water supply, traffic patterns, etc., which will lead to the development of mitigation plans in conjunction with private service providers.

G. OFDT Organization

In December of 2007, Congress approved the proposed organization of the Office of the Federal Detention Trustee (OFDT). This organizational structure supports OFDT’s mandate to oversee detention management and to improve the operations and coordination of detention activities. In general, the new organizational structure provides better alignment to support increased emphasis on strategic planning, better outcome measurement, improved projection methodologies, strengthened financial management, enhanced program review of detention operations, and better linkage between performance and budget.

The Federal Detention Trustee and Deputy Federal Detention Trustee currently oversee 25 full-time equivalent employees organized into four primary divisions: Budget, Finance and Forecasting; Information Technology; Procurement; and Detention Standards and Compliance. The General Counsel and the Administration and Management Division provide overall support to the office and the JPATS director reports directly to the Trustee.

The organization chart is shown at Exhibit A.

II. Summary of Program Changes by Decision Unit to Strategic Goal

Summary of Program Changes							
Decision Unit: Office of the Federal Trustee							
Item Name	DOJ Strat. Goal	Description	Pos.	Series	FTE	Dollars (\$000)	Page
Housing and Care of USMS Detainees	3.3	An increase in operating costs to sustain detention operations.	0		0	91,611	35
Program Oversight & Infrastructure	3.3	Funding for expansion of Quality Assurance Reviews of detention facilities as well as support for the information technology infrastructure.	2	300-399	1	162	37
Transportation	3.3	Funding to support increased transportation costs.	0		0	3,000	40
Total			2		1	\$94,773	

III. Appropriation Language

For necessary expenses of the Federal Detention Trustee, [\$1,438,663,000] \$1,533,863,000 , 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 [5,000,000] \$20,000,000 shall be considered “funds appropriated for State and local law enforcement assistance” pursuant to 18 U.S.C. § 4013(b). (*Department of Justice Appropriations Act, [2009] 2010.*)

IV. Decision Unit Justification

Office of the Federal Detention Trustee	Perm. Pos.	FTE	Amount (\$000)
2009 Enacted with Rescissions	23	23	1,295,319
2009 Supplemental	0	0	60,000
2009 Enacted w/Rescissions and Supplemental	0	0	1,355,319
2010 Enacted	27	25	1,438,663
Adjustments to Base and Technical Adjustments	0	2	427
2011 Current Services	27	27	1,439,090
2011 Program Increases	2	1	94,773
2011 Request	29	28	1,533,863
Total Change 2010-2011	2	3	\$95,200

OFDT Information Technology Breakout (of Decision Unit Total)	Perm. Pos.	FTE	Amount (\$000)
2009 Enacted w/Rescissions	4	4	5,502
2010 Enacted	4	4	6,341
Adjustments to Base and Technical Adjustments	0	0	...
2011 Current Services	0	0	6,341
2011 Program Increases	1	1	403
2011 Request	5	5	6,744
Total Change 2010-2011	1	1	\$403

A. Program Description

A.1 Detention Services

OFDT has oversight responsibility for federal detention services relating to the detention of federal detainees. These resources provide the housing and care for federal detainees remanded to USMS custody. Resources are expended from the time a prisoner is brought into USMS custody and extend 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 where capital investment funding is provided to state and local governments for guaranteed detention bed space in exchange for a daily rate through an IGA, and the Non-refundable Service Charge Contract where OFDT directly contracts with a state or local government to provide upfront funding for

renovation or construction of jails to house federal detainees in exchange for guaranteed bed space at a fixed rate.

In recent years, DOJ has not been able to rely as much on IGAs and federal facilities to meet the surge 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. With space unavailable in areas where more federal bed space is needed, DOJ has increasingly turned to the private sector. By 2011 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.

Regional Transfer Centers (RTC) and Ground Transfer Centers (GTC) 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 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 who are waiting to go to their designated BOP facilities.

Detention Services Efficiencies

Detention efficiencies have been discussed generally above. A more detailed discussion of OFDT accomplishments, efficiencies and cost containment measures is provided in *Section C: Performance, Resources, and Strategies (See pages 25-34)*.

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 deportable and criminal aliens in the custody of the USMS, BOP, or ICE. 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.

JPATS Efficiencies

JPATS receives over 900 requests daily to move prisoners between judicial districts, correctional institutions, and other locations. Previously, JPATS relied on the single, centrally located FTC to house prisoners short-term between flights. When the facility reached full capacity and could not process additional incoming prisoners, the delays created a backlog of prisoner movement requests through the nation. This resulted in increased length of stay in detention facilities and a corresponding increase in detention costs.

In cooperation with OFDT, JPATS, other government agencies, and private entities, RTCs were established to facilitate the movement of sentenced prisoners to their designated correctional institutions. Establishing these hubs expanded the transit infrastructure in several ways: they improved the transportation system by reducing in-transit time, expanding ground transportation capabilities, decreasing reliance on the FTC by strategically placing 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.

A.3 Enterprise Information Technology (IT) Infrastructure

OFDT has been leading the effort to develop the necessary strategies and corresponding solutions that facilitate greater efficiencies across detention agencies. OFDT continues to invest in an IT project management environment to provide cost effective solutions as well as integrate with existing agency systems.

OFDT's IT Division Enterprise & Project Management Office: OFDT is at the forefront of effective enterprise management at the Department, largely due to its ability to invest in effective project management. OFDT continues to improve its enterprise architecture by building its project management capabilities. 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 OFDT's project management efforts encompass three areas: incorporating industry standards for best practices, developing inter-agency technology solutions for the detention community, and facilitating data-sharing.

- **Industry Standards** – OFDT is committed to ensuring its IT Division uses industry best practices, including the area of project management. In FY 2009, this included:
 - Implementation of Project Web Access and the Enterprise Project Management Suite, a leading tool in the planning and monitoring of information technology projects.
 - Certification of OFDT IT staff members in the Information Technology Infrastructure Library (ITIL) V3, an internationally recognized standard for managing information technology infrastructure, development and operations.
- **Inter-Agency Technology Solutions** – OFDT continued to build on its successful record of working across the detention community to develop and refine IT solutions. Successes in FY 2009 included:

- Continued partnership with the Administrative Office for the United States Courts (AOUSC) that resulted in the creation of a Centralized Probation Automated Court Tracking System (PACTS) as an eDesignate Client, allowing data to be readily shared, securely, with eDesignate. The centralized client provides for greater standardization and better monitoring, and serves to transfer the burden of support away from the 94 field offices to one central office staffed to manage it.
- Continued to maintain the OFDT Service Desk in support of over 4,000 users nation-wide.
- **Data-Sharing** – OFDT continued to build on its success in developing improved methods to share data across the detention community, including:
 - Creating the Unified Facility Database (UFD) V1.0 to standardize and synchronize detention facility information across OFDT systems and share that information with other detention agencies.
 - Creating web services with ONEDOJ and JABS to share detention related data necessary for the Sentence to Commitment process.
 - Continuing support for integration with USMS Justice Detainee Information System (JDIS).

Key IT programs driving mission efficiencies include the cross-agency initiatives of eDesignate and the DSNetwork.

eDesignate: eDesignate is the technology application and process sanctioned by the U.S. Courts, USMS, and BOP to designate federal prisoners. Phase One of the project was successfully implemented with all 94 U.S. Judicial districts processing detainee data and documents via eDesignate to the BOP’s Designation and Sentence Computation Center (DSCC) to complete the sentence to designation portion of the process. Phase Two of the eDesignate Project Movement to Commitment is currently rolling out to the districts.

eDesignate eliminated the paper-based process, creating a more transparent and effective business workflow that enabled detention data sharing across agencies. Specifically, automated detainee data sharing across agency lines eliminates redundant efforts, saving time, reduces errors, provides better visibility of the process, enables better problem resolution across agencies and provides the information necessary to make prudent decisions.

Currently within eDesignate, the BOP completes sentence computations and designations on individual cases received from the Courts and returns disposition to the USMS. Based on the computations, the USMS either maintains custody until the sentence is served, in the case of a short sentence, or prepares the prisoner for movement to his or her

commitment location. eDesignate also serves to provide a workflow for medical designations and studies. It enables the gaining BOP institution an electronic means of receiving designated prisoner documentation in preparation for receipt of the individual. Delivering the necessary prisoner electronic documents and data in one complete package to the DSCC via a secure system and enabling all agencies to monitor and provide relevant information, when needed, shortens the post-sentence process, thereby saving detention costs.

Finally, eDesignate provides the means and data necessary to monitor performance objectives and metrics within, and across, agencies as well as gives managers the ability to watch and react to operational issues and trends.

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 lengthy and cumbersome workloads. The vision of the DSNetwork site is to provide information to authorized detention stakeholders regarding detention service procurement, availability of detention bed space for federal use, and detention facility data. The detention services offerings continue to be developed and implemented as detention needs arise. Currently, the following modules exist:

- **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 facility's IGA application is routed electronically for review to specific federal agencies that might require the services. The system streamlines the former paper-based process, tracks the negotiation between detention provider and the government, and provides a full range of potential 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 and continues to be improved. Most recently, a reports module has been developed to provide OFDT's Detention Standards and Compliance Division 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 DSNetwork portal is intended to meet the ever changing needs of the detention community by providing information on housing, transportation, and medical care as well as offering the government management analysis and reporting through electronic documentation and data collection.

Trustee Automated Office System (TAOS). TAOS is OFDT's enterprise knowledge management application developed to support office collaboration, business workflows, document management, and performance tracking. TAOS serves to increase the effectiveness of internal office practices by sharing work products, automating routine office functions, and eliminating paper-based transactions, and supports telework capability. Through TAOS, OFDT is able to conduct day-to-day business processes electronically in a timely and effective manner, as well as store content for future transactions.

Detention Invoicing and Reconciliation System. OFDT will contract for the design, development, and testing of an automated centralized detention invoicing and tracking system. The system will be hosted on the web-based Detention Services Network (DSNetwork) and will convert a decentralized and non-standardized manual invoicing process into a time- and cost-efficient, automated, web-based system. The system will integrate with existing USMS processes, JDIS and, potentially, with DOJ sponsored systems to efficiently effect jail bill reconciliation and ease payment processing from the districts. This system would significantly reduce the labor associated with the current manual systems and result in a more efficient process with automated analytical capabilities. With sufficient funding, the IT system development will occur in FY 2010 with a pilot test and refinements occurring in FY 2011, culminating with implementation in FY 2011-FY 2012.

The following represents OFDT's Information Technology Program Base:

Information Technology Base for 2011	
Detention Services Network (DSNetwork)	826,000
OFDT Workflow Systems (OWS)	3,138,000
The Trustee Automated Office System (TAOS)	1,542,000
Detention Invoicing and Reconciliation System	450,000
Reimbursable Agreement - OCIO	193,000
Reimbursable Agreement - E-Gov – OCIO	190,000
Reimbursable Agreement - IT Security- OCIO	405,000
Total	\$6,744,000

Performance and Resource Table

Decision Unit: Office of the Federal Detention Trustee DOJ Strategic Objectives:														
3.1 Protect judges, witnesses, and other participants in federal proceedings, and ensure the appearance of criminal defendants for judicial proceedings or confinement														
3.3 Provide for the safe, secure, and humane confinement of detained persons awaiting trial and /or sentencing and those in custody of the Federal Prison System														
Workload/Resources		Final Target		Actual		Projected		Changes		Requested (Total)				
		FY 2009		FY 2009		FY 2010 Enacted		Current Services Adjustments and FY 2011 Program Changes		FY 2011 Request				
Workload: Total Average Daily Population:		60,821		58,746		60,575		1,507		62,082				
State & Local Gov't (IGA) Facilities		40,486		36,554		38,699		406		39,105				
Private Facilities		7,450		9,819		9,136		1,821		10,957				
Subtotal Non-federal Facilities		47,936		46,373		47,835		2,227		50,062				
Federal (BOP) Facilities		12,035		11,531		11,990		(490)		11,500				
Non-Paid Beds		850		842		750		(230)		520				
Workload: Transportation:														
# Transportation Moves of USMS Prisoners – Air		68,321		53,337		66,915		9,163		76,078				
# Transportation Moves of USMS Prisoners – Ground		92,037		96,175		92,134		21,125		113,259				
Total Costs and FTE		FTE		\$000		FTE		\$000		FTE		\$000		
(Reimbursable FTE are included, reimbursable costs are bracketed and not included in the total)		23		\$1,295,319		22		\$1,353,682		25		\$1,438,663		
Type/ Strategic Obj.	Performance/Resources	FY 2009		FY 2009		FY 2010		Current Svc & Prog. Changes		FY 2010 Request				
DOJ SO 3.3	Detention Services	Resources	FTE		\$000		FTE		\$000		FTE		\$000	
Program Activity		Direct Pres Bud:	0		1,311,535		0		1,311,536		0		1,392,602	
		Support:	22		9,244		21		9,244		24		10,304	
		Total:	22		\$1,320,779		21		\$1,320,780		24		\$1,402,906	
Efficiency	Per Day Jail Cost (Non-federal)	\$68.73		\$69.01		\$70.98		\$1.31		\$72.29				
Performance	Health Care Cost Per Capita (Non-federal)	\$1,724		\$1,476		\$1,594		\$169		\$1,763				
Performance	# Targeted Non-federal Facility Reviews Completed	28		29		32		8		40				
OUTCOME	Per Day Detention Cost	\$74.81		\$73.05		\$76.51		\$2.03		\$78.54				
OUTCOME	Targeted Non-federal Facilities Meeting Min Stds	26		27		27		4		31				
DOJ SO 3.1	JPATS Transportation	Resources	FTE		\$000		FTE		\$000		FTE		\$000	
Program Activity		Direct Pres Bud:	0		32,920		0		32,903		0		35,757	
		Support:	1		0		1		0		1		0	
		Total:	1		\$32,920		1		\$32,903		1		\$35,757	
OUTCOME	Transportation Unit Cost	\$1,148		\$1,105		\$1,150		\$40		\$1,190				

Performance Measure Table

Decision Unit: Office of the Federal Detention Trustee										
Performance Report & Performance Plan	FY 2003	FY 2004	FY 2005	FY 2006	FY 2007	FY 2008	FY 2009		FY 2010	FY 2011
	Actual	Actual	Actual	Actual	Actual	Actual	Target	Actual	Target	Target
Per Day Jail Costs (Non-Federal)	\$60.87	\$61.87	\$61.92	\$62.73	\$64.40	\$67.47	\$68.73	\$69.01	\$70.98	\$72.29
Health Care Cost Per Capita (Non-federal)	\$1,315	\$1,333	\$1,364	\$1,544	\$1,478	\$1,939 Adjusted: \$1,528	\$1,724	\$1,476	\$1,594	\$1,763
# Targeted Facility Reviews (Non-federal)	N/A	N/A	N/A	100% 20	22	26	28	29	32	40
Reduce "Wait Time" in Detention from Designation to Commitment	N/A	21	20	16	21	Discontinued				
Per Day Detention Cost (Non-federal)	\$	\$66.06	\$66.33	\$67.72	\$69.30	\$72.79	\$74.81	\$73.05	\$76.51	\$78.54
Facilities Meeting Minimum Standards (Non-federal)	N/A	N/A	N/A	95% 19 of 20	100% 22 of 22	100% 26 of 26	93% 26 of 28	93% 27 of 29	27	31
Transportation Unit Costs	N/A	N/A	N/A	\$1,001	\$950	\$999	\$1,148	\$1,105	\$1,150	\$1,190

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 to OFDT of prisoners housed, OFDT compiles reports 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 to OFDT 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 to OFDT by the USMS 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 to OFDT 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 due to reporting systems inaccessible to OFDT.

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 to OFDT 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

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 by OFDT to determine the prisoner-specific transportation costs.

Data Validation and Verification: Component data are provided to OFDT by the various agencies. OFDT 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 to OFDT 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

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

To measure success toward achieving this strategic goal, OFDT established a performance goal of holding per day detention costs down. 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 2009 Target: \$74.81

FY 2009 Actual: \$73.05

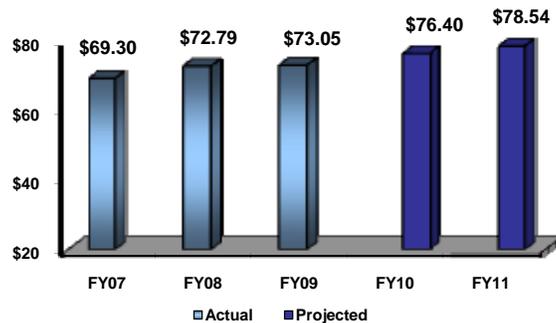
Challenge: Adequate Detention Beds

As state and local governments are requiring more of their available 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 via the DSNetwork*

The DSNetwork's goals have been enhanced to include, on a real-time basis, a full-service detention housing tool to monitor detention bed space usage and to allow for oversight of non-federal facility contracts and services. As a consolidated detention services site, the DSNetwork will also provide a vehicle for automated processing of IGAs, a Detention Services Schedule, detention facility review information, and other detention services and procurement data for agencies to assess, monitor, and manage detention bed space. This initiative 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 easier and faster and is vital to maintaining detention costs below inflation levels.

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



Strategy: Multi-year Acquisition Plan (MAP)

OFDT is strategically planning detention procurement needs by implementing MAP. An effective MAP will provide a foundation to identify the agencies' anticipated bed space needs and the impact the bed space requirements will have on OFDT. In addition, the MAP will provide OFDT with the ability to consolidate and coordinate bed space and find the most effective detention space. The MAP will allow future rate increases to be planned, eliminating the need for discretionary negotiations for actual costs, and will help determine the amount needed in future budget requests. As a result, MAP will create a unified process which will lead to equality in rates.

Challenge: Insufficient bed space at mission critical locations

As discussed previously, JPATS used a single Federal Transfer Center (FTC) which often operated at full capacity. When the facility was unable to process additional incoming prisoners, delays were created that slowed prisoner movements in other districts, thereby increasing the length of stay and resulting in increased housing costs. In FY 2006, OFDT facilitated the identification and implementation of Grady County Detention Center for use as an overflow facility for FTC Oklahoma and has since been able to increase the number of prisoner movements routed through Oklahoma City.

Strategy: Increase the number of Regional Transfer Centers (RTC) and Ground Transfer Centers (GTC) as necessary

With the success of Grady County as an overflow facility, OFDT recognized that additional RTCs strategically located near high detention populations and BOP facilities would further reduce the dependence on FTC Oklahoma and could result in reduction in the time in detention for sentenced prisoners. In particular, OFDT analysis showed that locating an additional transfer center in the Central District of California, where a JPATS aircraft would stage overnight instead of returning to Oklahoma City, would significantly facilitate transfers to the BOP along the west coast.

Lastly, the needs on the east coast are being met by the Robert Deyton Detention Facility in Lovejoy, Georgia. The Deyton facility, much like San Bernardino, allows for prisoners to remain in the east without having to pass through Oklahoma City. The facility meets three (3) separate airlift sites in Atlanta, Tampa, and Jacksonville, along with providing ground transportation to BOP facilities in the southeast and mid-Atlantic.

To improve the efficiency of ground transportation, the Laredo, Texas Detention Center was constructed and activated in October 2008. This new GTC provides approximately 1,300 beds available as a staging area for in-state designations, and for "short-term" sentenced prisoners. Additionally, ground transportation capabilities have also expanded the JPATS major-use detention facilities at CCA Leavenworth, Kansas and CCA Florence, Arizona.

Future centers will most likely use existing state, local or private jail facilities where OFDT will enter into agreements/contracts for the transfer center beds. Where practical and feasible, OFDT will negotiate transportation agreements with the jail facilities in order to augment and accelerate ground transfer to BOP facilities as well. When identifying the best transfer center locations to determine if other overnight staging of JPATS aircraft is both feasible and provides significant cost and/or operational benefits,

additional analysis of transportation routes, costs, needs, location of BOP facilities and length of stay will be conducted.

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.

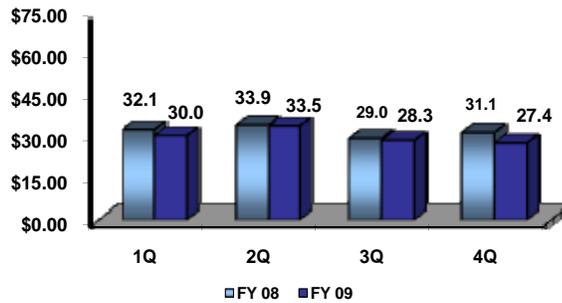
Strategy: eIGA

OFDT developed eIGA 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 establishes a negotiated fixed per diem rate for each facility based on rates of similar local facilities and limits future adjustments to the per diem rate. This allows the cost of housing detainees to be more predictive as historical trends and set prices are integrated to provide more comprehensive bed space requirements. Implementation of eIGA extends over a 3-4 year period that began in FY 2007. There were 65 eIGAs completed in 2008 and 90 in 2009.

Strategy: Reduce prisoner processing time (via: eDesignate)

As discussed previously, eDesignate provides for a more efficient workflow between the US Probation offices, the USMS, and the BOP during the sentence-to-commitment process by reducing the workload of agency personnel involved in the administratively taxing designation process. By the end of FY 2008, all 94 Judicial Districts were using eDesignate.

eDesignate: Average Days to Designation



Using designation data to compare those districts that have been using eDesignate for two full years (92 districts) the average time from sentence to designation was reduced by 6.6 days from FY 2008 to FY 2009. This reduction in the average designation days for these districts alone can be attributed to over \$15.8M in cost avoidance within the detention account. Today, all 94 districts are using eDesignate and realizing greater efficiencies and cost avoidance.

Strategy: Increase use of detention alternatives

OFDT 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 impact of these programs is significant. The federal detention account would incur additional detention costs if the defendants who were in the detention alternative program were detained in secure facilities.

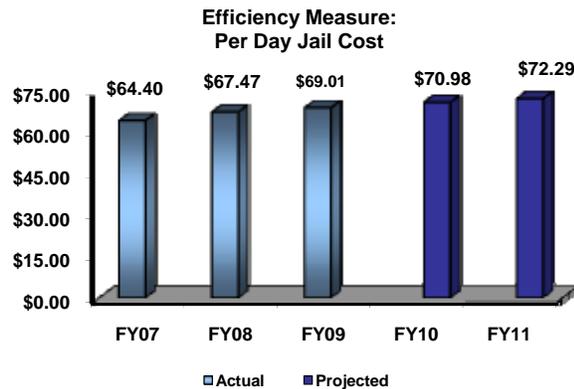
Performance Plan and Report:

Measure: Per Day Jail Cost

FY 2009 Target: \$68.73

FY 2009 Actual: \$69.01

The actual Per Day Jail Cost exceeded the target by less than half a percent. This was due to slightly higher per diem rates than originally projected. Adjustments to the FY 2010 projections have been made accordingly.



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

Challenge: Rising Medical Costs

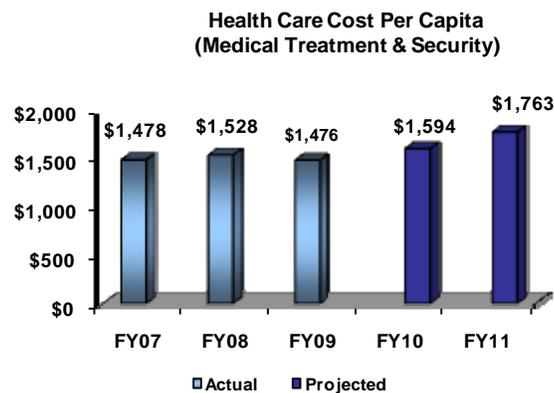
An important facet of the conditions of confinement is ensuring the appropriate medical care for detainees at or near detention facilities. The challenge is to provide a uniform approach to these services at the best value to the government while minimizing the cumbersome process for field operations.

Strategy: National Medical Contract

OFDT awarded a national managed-care medical contract to meet the needs of the USMS, the legislative requirements of Medicare and Medicaid, and the Federal Acquisition Regulations. The national managed-care medical contract provides a uniform, systematic approach that will reduce staff work hours and track medical savings nationwide. Implementation continues with a Nationwide Pharmacy Program, Provider Network, and Re-pricing in place during the first quarter of FY 2009.

Performance Plan and Report:

Measure: Health Care Cost Per Capital (Medical Treatment and Security)
FY 2009 Target: \$1,724
FY 2009 Actual: \$1,476



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

To measure success toward achieving this strategic goal, OFDT established a performance goal of ensuring that 100% of all private detention facilities meet minimum standards annually and 100% of high volume IGA facilities meet minimum standards. 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 standards for confinement at these facilities vary according to local and state requirements. To address this issue, OFDT developed a comprehensive Quality Assurance Program to ensure that the facilities providing detention bed space to the Federal government meet a minimum condition of confinement standard.



QAR Review in Progress at the Central Arizona Detention Center

Strategy: Implementation of a Comprehensive Quality Assurance Program

The OFDT 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, OFDT created FPBDS in cooperation and coordination with the BOP, USMS, and ICE. The FPBDS provides a system of objective checks and balances 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 compensation is based on each 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, which was defined as: all private facilities, all agency requested reviews, and all high-volume IGAs, as well as smaller IGA facilities that were selected for review using various criteria, e.g., a significant incident has occurred. These reviews identify facility deficiencies as related to the delivery of contract services. Corrective actions are then developed by the facility and monitored by OFDT for 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, it is now expanding to focus on Medium IGAs.

The table below has been modified to capture the new categories of QARs and relative performance goals. Note that there are far too many Small IGAs and 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.

Outcome Measure:							
Percentage of Targeted Non-federal Facilities Meeting Minimum Standards							
Facility		FY 2006	FY 2007	FY 2008	FY 2009	FY 2010	FY 2011
Type	Size (ADP)	Actual	Actual	Actual	Actual	Target	Target
Performance Goal: 100% Meet Minimum Standards							
Private	N/A	100%	100%	100%	100%	100%	100%
		9	9	10*	11	12	12
IGA	Large	100%	100%	100%	100%	100%	100%
	> 480	4	7	8	9	10 of 11	10 of 11
Subtotal:		100%	100%	100%	100%	96%	96%
		13	16	18	20	22 of 23	22 of 23
Performance Goal: 100% of Medium Facilities Meet Minimum Standards by 2016							
IGA	Medium	75%	100%	100%	75%	57%	54%
	200 - 480	3 of 4	4	7	6 of 8	4 of 7	7 of 13
Performance Goal: Meet Annual Targets as Established							
IGA	Small	100%	100%	100%	100%	100%	50%
	40 - 199	3	2	1	1	1 of 2	2 of 4
As Previously Reported:		95%	100%	100%	93%	N/A	N/A
		19 of 20	22	26	27 of 29	27 of 32	31 of 40
* 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							

Also, during FY 2010 – 2011, OFDT will be engaged in the development of detention standards for facilities housing juveniles. Upon completion of those standards, a pilot QAR will be conducted in preparation for implementation of a full juvenile QAR program. 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 of administering and monitoring detention facility performance-based contracts. It includes the identification of services vulnerable to inflated costs, the documentation of trends and the necessary steps to take to enforce contract compliance.
- ***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, OFDT has awarded a contract to monitor private detention facility construction and activation.

Performance Plan and Report:

Measure: Percent of Targeted Non-federal Facilities Meeting Minimum Standards

FY 2009 Target: 26 of 28 (93%)

FY 2009 Actual: 27 of 29 (93%)

Program Activity: JPATS Transportation

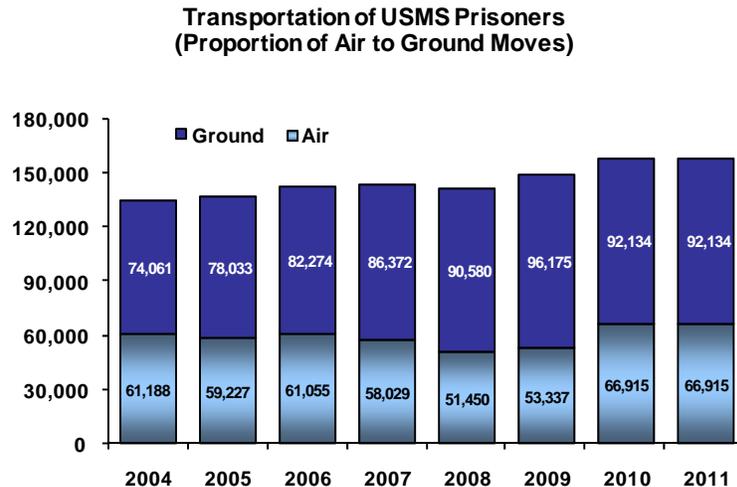
OFDT Strategic Goal 3: Increase the efficiency of the JPATS program

To measure success toward achieving this strategic goal, OFDT established a performance goal of holding 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, OFDT must look for innovative solutions to create greater efficiency within the current infrastructure. The interdependence of transportation and housing within detention operations precludes addressing one without having an impact on the other. The strategies to increase the number of transfer centers and the reduction in “wait time” in detention from designation to commitment (via eDesignate) have already been discussed.



Strategy: Maximize efficiency of the transportation system OFDT will lead and facilitate a thorough review of all JPATS scheduling (e.g., ground, air) processes and procedures to determine potential transportation efficiencies and merge those procedures into existing strategies. This will have the impact of reducing the burden on air transportation and the cost per move. However, as transportation and housing costs are interdependent, the performance measure, Transportation Unit Cost (below) captures both elements from the detainee’s point of origin to the final destination. With additional RTCs and GTCs in place, bed space bottlenecks will be reduced, thereby permitting a more efficient transportation flow and an overall reduction in the cost (housing plus transportation) per move.

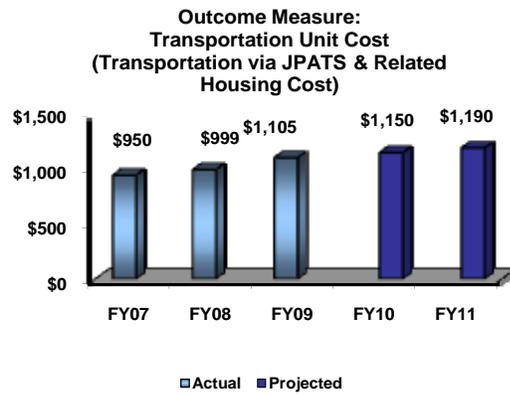
Performance Plan and Report:

Measure: Transportation Unit Cost

(Transportation via JPATS & Related Housing Cost)

FY 2009 Projection: \$1,148

FY 2009 Actual: \$1,105



Unloading prisoners after a JPATS flight

V. Program Increases by Item

Detention Services

Item Name:	<u>Housing of USMS Detainees</u>
Budget Decision Unit(s):	<u>Office of the Federal Detention Trustee</u>
Strategic Goal(s) & Objective(s):	<u>Goal 3.3</u>
Organizational Program:	<u>Detention Services</u>

Program Increase: Positions 0 Agt/Atty 0 FTE 0 Dollars \$91,611,000

Description of Item

OFDT requests \$91,611,000 for costs associated with prisoner detention and care.

Justification

OFDT is responsible for oversight and funding for federal detention services relating to the detention of federal detainees. The resources requested will provide housing and care for federal detainees remanded to USMS custody. 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. The USMS is responsible for processing, housing, and producing federal detainees for all federal court actions.

Impact on Performance (Relationship of Increase to Strategic Goals)

The OFDT requires additional resources to house all federal detainees. Without this increase, OFDT will be unable to house all federal detainees committed to USMS custody.

Impact on Performance (Relationship of Increase to Strategic Goals)

If additional funding is not received, OFDT will face a significant shortfall in detention resources.

Funding

Base Funding

FY 2009 Enacted (w/resc/supps)				FY 2010 Enacted				FY 2011 Current Services			
Pos	agt/atty	FTE	\$(000)	Pos	agt/atty	FTE	\$(000)	Pos	agt/atty	FTE	\$(000)
0	0	0	\$1,238,928	0	0	0	\$1,363,106	0	0	0	\$1,363,106

Non-Personnel Increase Cost Summary

Non-Personnel Item	Unit Cost	Quantity	FY 2011 Request (\$000)	FY 2012 Net Annualization (Change from 2011) (\$000)
Housing of Prisoners	0	0	\$91,611	0
Total Non-Personnel	0	0	91,611	0

Note: For the purpose of this exhibit, the average unit cost for detention and detention-related services associated with the increased number of required detention bed days is \$71.17. The program increase reflects the actual cost of where the additional prisoners are expected to be housed.

Total Request for this Item

	Pos	Agt/Atty	FTE	Personnel (\$000)	Non-Personnel (\$000)	Total (\$000)
Current Services	0	0	0	0	\$1,363,106	\$1,363,106
Increases	0	0	0	0	91,611	91,611
Grand Total	0	0	0	0	1,454,717	1,454,717

Detention Services

Item Name:	<u>Program Oversight and Infrastructure</u>
Budget Decision Unit(s):	<u>Office of the Federal Detention Trustee</u>
Strategic Goal(s) & Objective(s):	<u>Goal 3.3</u>
Organizational Program:	<u>Detention Services</u>

Program Increase: Positions 2 Agt/Atty 0 FTE 1 Dollars \$162,000

Description of Item

The Office of the Federal Detention Trustee (OFDT) requests 2 positions, 1 FTE, and \$162,000 for costs associated with information technology (IT) infrastructure and detention program oversight.

Justification

OFDT is a small policy office charged with coordinating federal detention policy. OFDT has made dramatic strides in developing standards to be used in oversight of the detention system and building a cross-component infrastructure to assist the detention community in carrying out its mission. OFDT seeks to build on these efforts with additional resources to further enhance its program oversight capabilities.

OFDT is requesting \$162,000 to fund 2 additional positions. These positions have certain elements in common: they are serving a support function as well as attempting to design and drive program initiatives. Unlike other components, OFDT relies upon positions that are typically supportive in nature, and to develop policy and move the detention program forward. While contractor support is available, these positions serve inherently governmental roles in managing funds, contracts, and people. Currently, the ratio of FTE to contractor support is out of balance. In order to adequately manage the detention program OFDT requests the following additional positions:

1. IT Project Manager – OFDT is requesting one IT project manager to assist with the on-going efforts to develop and integrate technology solutions across the detention community. Specifically, this requested position will:
 - Develop and/or monitor IT policy, guidance and regulations.
 - Assist the CIO in division planning and resource management to include workforce management, acquisition management, requirements management, and configuration management.
 - Oversee the budget formulation, tracking, reporting, and supporting budgetary documentation.
 - Work to define and develop OFDT's IT architecture to ensure it meets the needs of the organization and integrates innovative technologies.
 - Direct the information systems quality assurance and independent system and infrastructure acceptance testing.

- Monitor and coordinate responses to requests for information from oversight government offices and from the public under the Freedom of Information Act.

The IT Division relies heavily on contractor staff to support the development and implementation of OFDT's technology programs. OFDT employees constitute 21 percent of IT Division staff, with contractor staff constituting the remaining 79 percent. It is evident that OFDT's reliance on contractor staff is substantial and the need for oversight is necessary. The position requested will improve the high contractor to FTE ratio and will realign the excessive workload of the current IT manager who is providing direction and oversight to contract staff. This position is inherently governmental as only a federal employee can oversee contract staff.

2. Contracting Officer - OFDT requests one position to oversee the administration of contracts for the housing of federal prisoners in private detention facilities. Increasing bed space needs have forced the expanded use of private detention facilities. Contracting Officers are government employees, who by virtue of a Warrant are empowered to negotiate, award, administer, modify, cancel, or terminate contracts on behalf of the government.

DOJ began using private non-federal secure detention facilities in the 1990s to handle population growth. The intent was to use these resources temporarily and to stop using them once the needs could be met through federal, state and local facilities. However, population growth has continued and private facilities have become an important and long lasting part of carrying-out the detention mission. Today contracts with private facilities cost approximately \$300 million annually. As the use of private contracts continues to expand, additional personnel are needed to oversee the contracting process.

Impact on Performance

Additional resources will allow OFDT to significantly expand its oversight role. An increased investment in technology will leverage and expand OFDT's proven ability to work across agencies to further develop IT solutions for the detention community. The positions are required to ensure the successful implementation of these initiatives.

Funding

Base Funding

FY 2009 Enacted (w/resc/supps)				FY 2010 Enacted				FY 2011 Current Services			
Pos	agt/ atty	FTE	\$(000)	Pos	agt/ atty	FTE	\$(000)	Pos	agt/ atty	FTE	\$(000)
0	0	0	9,816	0	0	0	10,304	0	0	0	10,731

Personnel Increase Cost Summary

Type of Position	Modular Cost per Position (\$000)	Number of Positions Requested	FY 2011 Request (\$000)	FY 2012 Net Annualization (change from 2011) (\$000)
IT Project Manager	189	1	81	61
Contracting Officer	189	1	81	61
Total Personnel	378	2	162	122

Total Request for this Item

	Pos	Agt/Atty	FTE	Personnel (\$000)	Non-Personnel (\$000)	Total (\$000)
Current Services	27	0	27	\$10,731	0	\$10,731
Increases	2	0	1	162	0	162
Grand Total	29	0	28	10,893	0	10,893

Detention Services

Item Name:	<u>Transportation</u>
Budget Decision Unit(s):	<u>Office of the Federal Detention Trustee</u>
Strategic Goal(s) & Objective(s):	<u>Goal 3.3</u>
Organizational Program:	<u>Detention Services</u>

Program Increase: Positions 0 Agt/Atty 0 FTE 0 Dollars \$3,000,000

Description of Item

An additional \$3,000,000 is requested for costs associated with an increase in IGA and private transportation agreements needed to fulfill mission needs.

Justification

OFDT has gained various efficiencies, including reducing the amount of time between designation and commitment of sentenced detainees. In order to facilitate the faster movement of detainees, transportation is needed. Historically, USMS field personnel have supplied transportation for federal detainees. In recent years, USMS had insufficient resources to move sentenced detainees in an efficient timeframe, resulting in increased costs in paid detention space. As a result, OFDT continues to work with USMS to seek methods to resolve the transportation need through the IGAs and private contracts, which when utilized effectively prove to enhance the movement of prisoners in an efficient timeframe.

There are three transportation options for detainees: DUSM transportation, IGA transportation, or private contract transportation. The need for a transportation agreement is determined by assessing which combination works best for each district. In order to identify the most cost effective solution, an assessment is made on a case by case basis and includes such factors as DUSMS staff levels and workload at the individual district, number of transportation moves required, and the cost of longer stays in paid detention space within the district. A final determination is made based on which assets bring the best value to the government without impacting safety.

Impact on Performance

This increase is necessary to efficiently transport federal detainees to federal facilities and allow USMS field personnel to focus on other mission critical duties.

Funding

Base Funding

FY 2009 Availability				FY 2010 President's Budget				FY 2011 Current Services			
Pos	agt/ atty	FTE	\$(000)	Pos	agt/ atty	FTE	\$(000)	Pos	agt/ atty	FTE	\$(000)
0	0	0	\$27,177	0	0	0	\$29,496	0	0	0	\$29,496

Non-Personnel Increase Cost Summary

Non-Personnel Item	Unit Cost	Quantity	FY 2011 Request (\$000)	FY 2012 Net Annualization (Change from 2011) (\$000)
Transportation	0	0	\$3,000	0
Total Non-Personnel	0	0	\$3,000	0

Total Request for this Item

	Pos	Agt/Atty	FTE	Personnel (\$000)	Non-Personnel (\$000)	Total (\$000)
Current Services	0	0	0	0	\$29,496	\$29,496
Increases	0	0	0	0	3,000	3,000
Grand Total	0	0	0	0	\$32,496	\$32,496