

**United States Marshals Service  
FY 2014 Performance Budget  
President's Budget Submission**

**Federal Prisoner Detention Appropriation**



**April 2013**

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**I. Overview**

**A. Introduction**

**In FY 2014, the Federal Prisoner Detention (FPD) Appropriation requests a total of \$1,635,538,000, 27 positions and 19 FTE to provide housing, transportation and care for federal detainees housed in non-federal detention facilities.**

The request includes a technical adjustment of \$1,580,595,000 to reflect the transfer of the Office of the Federal Detention Trustee (OFDT) to the FPD account. It also includes

adjustments-to-base of \$68,000 and program increases of \$54,875,000. An \$80 million cancellation of prior year balances is proposed for the OFDT appropriation. The request by strategic goal follows:

DOJ Strategic Goal	FPD Program Activity	Budget Request
3.3	Detention Services	\$1,590,388,000
3.2	JPATS Transportation	45,150,000
<b>Total Request</b>		<b>\$1,635,538,000</b>
2014 Balance Cancellation		-80,000,000
<b>2014 Total Request (with Balance Cancellation)</b>		<b>1,555,538,000</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 (ADP) of 62,131. The projected detention population is largely the result of a moderating growth rate for the number of persons arrested by the federal law enforcement agencies and decreases in 1) the proportion of defendants detained by the courts for more than four days and 2) the length of time defendants are detained pending adjudication and subsequent transfer to the Bureau of Prisons (BOP).

Based on current data, the detention population’s growth rate of arrests and bookings will be slower than the rate observed historically. However, immigration enforcement on the Southwest Border will continue through FY 2014, primarily resulting in a continued increase in the number of persons arrested for immigration offenses.

## **B. Background**

In FY 2013, the U.S. Marshals Service (USMS) and the OFDT began the process of merging detention operations into the USMS. The merger aligns the accountability of resources with the responsibility of federal detention operations under a single command and control structure within the USMS leadership. Currently, the OFDT is operating under a continuing resolution. However, in FY 2014, the OFDT will become the FPD account under the USMS. USMS will continue to expand upon OFDT’s successes in achieving efficiencies, cost reductions and cost avoidances 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.

For FY 2014, the FPD budget will continue to reflect the strategies and performance goals established by the OFDT as well as support the USMS’s strategic goals and performance measures for detention. USMS will continue the efforts that have proven

effective to contain and manage detention costs and to employ the strategies that support FPD's performance goals.

USMS's detention resource needs are directly impacted by law enforcement and prosecutorial priorities. Linking law enforcement initiatives with detention funding requests is key to providing Congress with accurate information for budget forecasting, cost containment and effective results.

As federal law enforcement agencies increase their efforts, 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. While fluctuations in the ADP are outside of USMS direct control, USMS will continue to coordinate the acquisition of sufficient detention space in the most cost efficient manner.

### **C. FY 2014 Budget Request by Strategic Goal**

The FPD budget is aligned with DOJ and USMS strategic goals and objectives. The FPD account is defined by two program activities: 1) Detention Services and 2) JPATS Transportation. 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 and USMS strategic goals and objectives 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***

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

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

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

***FPD Performance Goal 1: Meet the Nation's Detention Requirements in the most economical manner***

***USMS Strategic Goal 3: Optimize National Detention Operations With Well-Established Business Practices That Achieve Cost Effective, Safe, Secure, And Humane Confinement And Transportation***

***DOJ 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***

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

**FPD Program Activity: Detention Services**

***FPD Performance Goal 1: Meet the Nation’s Detention Requirements in the most economical manner***

***FPD Performance Goal 2: Ensure safe, secure, and humane confinement***

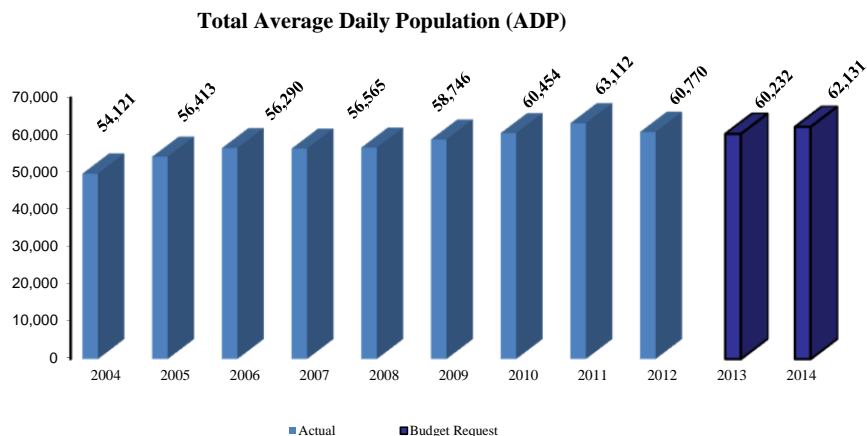
***USMS Strategic Goal 3: Optimize National Detention Operations With Well-Established Business Practices That Achieve Cost Effective, Safe, Secure, And Humane Confinement And Transportation***

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

**FY 2014 Request:** FPD’s request includes \$1,590,388,000 in appropriated resources for detention services. This amount includes \$1,436,921,000 for housing and subsistence of detainees. Program costs for health care and medical guards are \$101,043,000 and \$24,014,000, respectively. Also included in the total cost for this program activity is \$24,682,000 for intra-district transportation and \$3,728,000 for incidental costs associated with prisoner housing and transportation such as prisoner meals while in transit, prisoner clothing, and parking for government vehicles.

**Adjustments-to-base:** \$68,000 for pay and benefits adjustments and facilities costs (See Exhibit B, E)

**Program Increases:** \$54,875,000 for increase in costs associated with housing new federal detainees. (See Exhibit B, J)

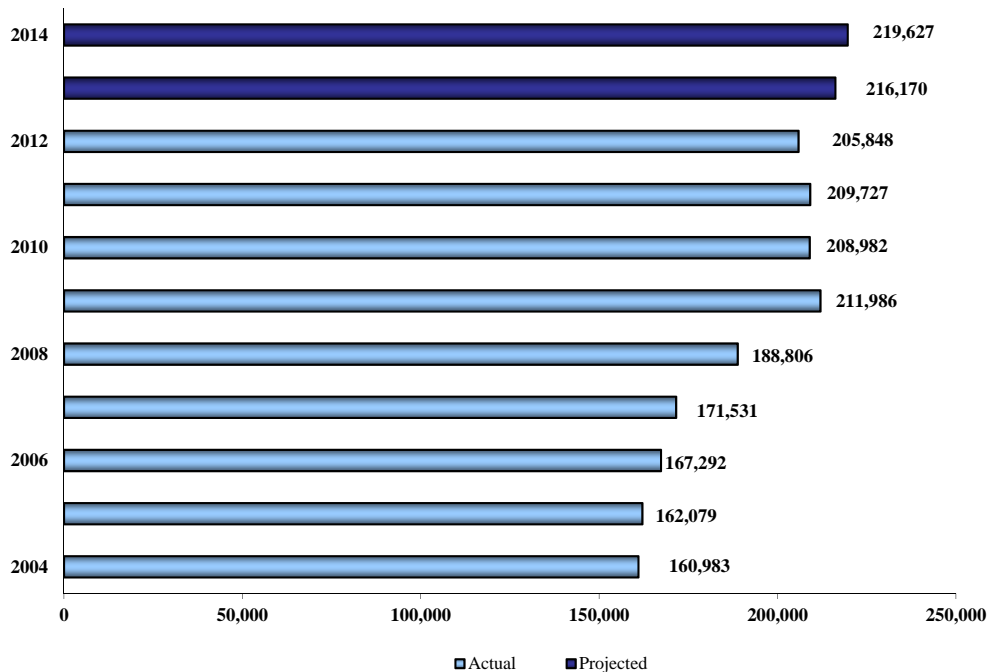


**ADP Projections:** Based on estimated bookings and time-in-detention, the ADP is currently projected to be 62,131 for FY 2014. The ADP is dependent upon the number of persons arrested by the federal law enforcement agencies coupled with the length of time defendants are detained pending adjudication, 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. The 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. The 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.

The most significant growth in detention over the last nine years has been along the SWB, largely due to increases in law enforcement and litigating resources devoted to the region for immigration-related offenses. In the SWB Emergency Supplemental for FY 2010, the Department of Homeland Security (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 USMS recognizes that the increases for DHS and USA will increase the challenges to the detention program. A critical part of supporting these priorities is adjusting 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 USMS 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, the 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 92,000 during fiscal year 2012. The USMS anticipates that bookings for



immigration offenses will continue to increase through FY 2014, from approximately 92,000 to 98,000.

The impact of the added immigration bookings has been mitigated 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 80 days, during FY 2012. The reduction in detention time has offset some of the impact of the unanticipated increase in bookings.

The FY 2014 projection assumes that law enforcement and prosecutorial priorities will remain for immigration at the Southwest Border. Because the USMS projection model is largely based on past behavior, the following chart illustrates the **potential impact** of unplanned bookings by offense:

<i>Impact of Increased Bookings Beyond the Fiscal Year 2014 Population Projections</i>				
	Prisoner Bookings		Total ADP	Projected Cost Increase
	Total	Increase Above Current Projection		
<b><i>Bookings for Drug Offenses</i></b>				
Baseline	31,279		62,131	
+5%	32,879	1,600	62,709	\$11,489,904
+10%	34,479	3,200	63,285	\$22,912,551
+25%	39,280	8,001	65,016	\$57,339,236
+50%	47,281	16,002	67,902	\$114,675,429
+75%	55,282	24,003	70,787	\$172,014,666
<b><i>Bookings for Weapons Offenses</i></b>				
Baseline	8,329		62,131	
+5%	8,764	435	62,280	\$2,944,973
+10%	9,199	870	62,428	\$5,887,251
+25%	10,504	2,175	62,873	\$14,712,923
+50%	12,679	4,350	63,615	\$29,397,217
+75%	14,854	6,525	64,357	\$44,107,786
<b><i>Bookings for Immigration Offenses</i></b>				
Baseline	87,444		62,131	
+5%	92,093	4,649	62,719	\$11,345,617
+10%	96,742	9,298	63,304	\$22,614,390
+25%	110,688	23,244	65,067	\$56,593,351
+50%	133,933	46,489	67,996	\$113,064,700
+75%	157,177	69,733	70,930	\$169,631,694

***Capital Improvement Program (CIP):*** The 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 the 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. The program 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.

During fiscal year 2010, in exchange for a \$20 million Capital Improvement Program (CIP) award, OFDT entered into an intergovernmental agreement with the State of Maryland to use up to 500 beds at the Maryland Correctional Adjustment Center (now Chesapeake Detention Facility) in Baltimore, MD. The facility is in close proximity to the federal district court in Baltimore, MD and provided for dedicated and guaranteed detention space for prisoners held in USMS custody in the District of Maryland. Given that the USMS has full utilization of the facility at a fixed operating cost, the effective per diem rate was reduced from \$198 to approximately \$131. Over a 20-year period, this CIP award will result in estimated \$40 million cost avoidance for basic prisoner housing while providing dedicated detention space in a metropolitan area without requiring construction.

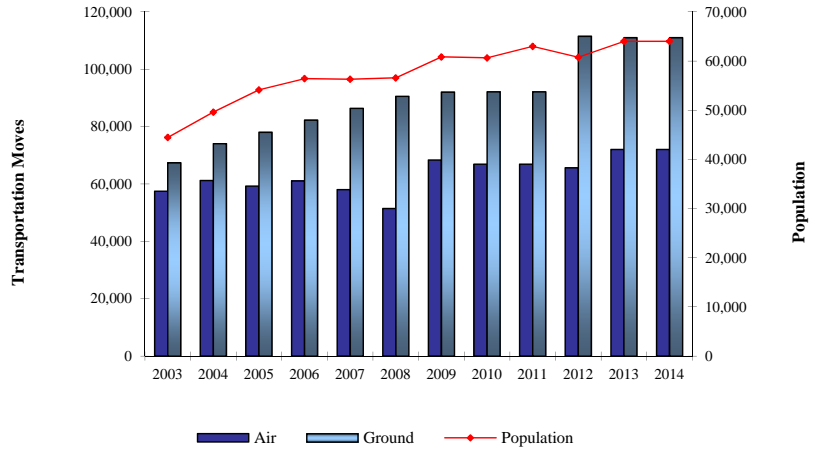
### ***C.2 Budget Request – Justice Prisoner and Alien Transportation System Transportation (JPATS)/DOJ Strategic Goal 3 (Objective 3.2)***

**FY 2014 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.

**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.

**Transportation Moves Proportionate to Population Growth**



**D. Full Program Cost**

Full Program Cost by Program Activity		
Program Activity	Dollars in Thousands	
Detention Services	Housing & Subsistence	\$1,436,921
	Health Care Services	101,043
	Medical Guards	24,014
	Transportation	24,682
	Other	3,728
	<b>Subtotal</b>	<b>1,590,388</b>
JPATS Transportation	JPATS	45,150
<b>Total Request</b> .....		<b>\$1,635,538</b>
<b>2014 Balance Cancellation</b> .....		<b>-80,000</b>
<b>Total Request (with Balance Cancellation)</b> .....		<b>\$1,555,538</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. 15-20) for detail on detention activities). Investment in the detention infrastructure will enable the 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 Intergovernmental Agreement (IGA) facilities meet DOJ requirements for safe, secure and humane confinement. Fundamental to these programs is shared data and the integration of 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 Program Activity Justification (See p. 15-35).

### **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 the USMS to determine if contractors are using these products and to establish goals for each product used.

When the 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

Item Name	Description				Page
		Pos.	FTE	Dollars (\$000)	
<b>Housing and Subsistence of USMS Detainees</b>	<b>Increase in operating cost to sustain detention operations</b>	<b>0</b>	<b>0</b>	<b>54,875</b>	<b>36</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, \$1,635,538,000, 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 the unobligated balances remaining under the heading "General Administration, Detention Trustee" after the cancellation of funds therein shall be transferred to and merged with this account.*

Note. – A full-year 2013 appropriation for this account was not enacted at the time the budget was prepared; therefore, this account is operating under a continuing resolution (P.L. 112-175). The amounts included for 2013 reflect the annualized level provided by the continuing resolution

##### **Office of the Federal Detention Trustee**

###### *(cancellation)*

*Of the unobligated balances from prior year appropriations available under this heading, \$80,000,000 are hereby permanently cancelled: Provided, That no amounts may be cancelled from amounts that were designated by the Congress as an emergency requirement pursuant to the Concurrent Resolution on the Budget or the Balanced Budget and Emergency Deficit Control Act of 1985, as amended.*

Note. – A full-year 2013 appropriation for this account was not enacted at the time the budget was prepared; therefore, this account is operating under a continuing resolution (P.L. 112-175). The amounts included for 2013 reflect the annualized level provided by the continuing resolution

#### **Analysis of Appropriations Language**

The Federal Prisoner Detention appropriation is being established under the USMS. The FY 2013 request proposed to delete the OFDT appropriation and merge detention functions currently performed by OFDT into USMS under the FPD account. This is an efficiency improvement. USMS and OFDT have begun the merger process.

#### IV. Program Activity Justification

Federal Prisoner Detention Budget Request	Perm. Pos.	FTE	Amount (\$000)
2012 Enacted	27	27	1,580,595
2013 Continuing Resolution with 0.612% Increase	27	19	1,590,268
Base and Technical Adjustments	27	19	1,580,663
2014 Current Services	27	19	1,580,663
2014 Program Increases	0	0	54,875
2014 Request	27	19	1,635,538
<b>2014 Balance Rescission</b>	<b>0</b>	<b>0</b>	<b>-80,000</b>
2014 Total Request (with Balance Rescission)	27	19	<b>1,555,538</b>
<b>Total Change 2012-2014</b>	<b>27</b>	<b>19</b>	<b>\$54,943</b>

FPD Information Technology Breakout (of Decision Unit Total)	Perm. Pos.	FTE	Amount (\$000)
2012 Enacted	0	0	6,754
2013 Continuing Resolution with 0.612% Increase	0	0	6,795
Base and Technical Adjustments	0	0	6,511
2014 Current Services	0	0	6,511
2014 Request	0	0	6,511
<b>Total Change 2012-2014</b>	<b>0</b>	<b>0</b>	<b>243</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 2014 it is expected

that the capacity of the federal facilities will accommodate only 18% 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.

The 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 500 requests daily to move prisoners between judicial districts, correctional institutions, and other locations. 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.

The 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 captures how long it takes to process the request for transportation and the reasons for any 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 3rd quarter 2013), 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 Detention Management Services Automation***

Through an integration of support provided by the Office of the Chief Information Officer (OCIO) and the Prisoner Operations Division (POD) Detention Management Services (DMS) team, the USMS will continue to identify process automation opportunities, design support solutions, and invest in Information Technology Infrastructure to facilitate improved efficiencies through process automation and when appropriate the integration of existing detention systems and services.

Key detention automation programs that continue to drive mission efficiencies include the cross-agency initiatives of eDesignate and the DSNetwork.

**eDesignate:** eDesignate is a secure, electronic, web-based system that completely automates the sentence to commitment process by transferring data and documents electronically. eDesignate includes eMove, a transportation module that allows the 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 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 was released nationwide. This enhancement enables eMove to assist districts in scheduling and managing all in-district Judgment and Commitment (J&C) detainee moves. This module allows USMS to submit routine out-of-district movement requests, such as Federal Writs, Attorney Special Requests, Warrant of Removals, etc., to JPATS. eMove enables districts to submit and manage all prisoner movement information and data seamlessly in one central system.

USMS now has 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 is now 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. The system 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, ePMR 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 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 FY 2014 (Dollars in Thousands)</b>	
Workflow Systems (OWS)	6,511

**B. Performance Resources Table**

Workload/Resources		Target		Actual		Projected		Changes		Requested (Total)		
		FY 2012		FY 2012		FY 2013 CR		Current Services Adjustments and FY 2014 Program Changes		FY 2014 Request		
<b>Workload:</b> Total Average Daily Population:		62,561		60,770		60,232		1,899		62,131		
State & Local Gov't (IGA) Facilities		39,155		34,960		35,089		(472)		34,617		
Private Facilities		11,091		13,328		12,713		2,555		15,268		
<i>Subtotal Non-federal Facilities</i>		<i>50,246</i>		<i>48,288</i>		<i>47,802</i>		<i>2,083</i>		<i>49,885</i>		
<i>Federal (BOP) Facilities</i>		<i>11,674</i>		<i>11,651</i>		<i>11,977</i>		<i>(641)</i>		<i>11,336</i>		
<i>Non-Paid Beds</i>		<i>641</i>		<i>831</i>		<i>453</i>		<i>457</i>		<i>910</i>		
<b>Workload:</b> Transportation:												
# Transportation Moves of USMS Prisoners – Air		61,283		65,618		68,243		0		68,243		
# Transportation Moves of USMS Prisoners – Ground		93,369		111,505		115,965		0		115,965		
<b>Total Costs and FTE</b>		<b>FTE</b>	<b>\$000</b>	<b>FTE</b>	<b>\$000</b>	<b>FTE</b>	<b>FTE</b>	<b>FTE</b>	<b>\$000</b>	<b>FTE</b>	<b>\$000</b>	
(Reimbursable FTE are included, reimbursable costs are bracketed and not included in the total)		27	\$1,580,595	21	\$1,599,090	19	\$1,590,268	0	\$54,943	19	\$1,635,538	
Type/ Strategic Obj.	Performance/Resources	FY 2012		FY 2012		FY 2013 CR		Current Services Adjustments and FY 2014 Program Changes		FY 2014 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	1,534,035	0	\$1,544,334	0	1,534,315	0	54,943	18	1,579,585
		Support	26	10,803	20	\$9,728	18	10,803	0	0	0	10,803
		<b>Total:</b>	<b>26</b>	<b>\$1,544,838</b>	<b>20</b>	<b>\$1,554,062</b>	<b>18</b>	<b>1,545,118</b>	<b>0</b>	<b>\$54,943</b>	<b>18</b>	<b>1,590,388</b>
Efficiency	Per Day Jail Cost (Non-federal)	\$75.77		\$74.21		\$76.03		\$2.48		\$78.51		
Performance	Health Care Cost Per Capita (Non-federal)	\$1,675		\$1,890		\$1,937		76		\$2,013		
Performance	# Targeted Non-federal Facility Reviews Completed	30		30		30		0		30		
<b>OUTCOME</b>	Per Day Detention Cost	\$81.87		\$78.23		\$82.39		\$3.57		\$85.32		
<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	\$45,028	0	45,150	0	0	0	\$45,150
		Support	1	0	1	0	1	0	1	0	1	0
		<b>Total:</b>	<b>1</b>	<b>\$35,757</b>	<b>1</b>	<b>\$45,028</b>	<b>1</b>	<b>45,150</b>	<b>1</b>	<b>\$0</b>	<b>1</b>	<b>45,150</b>
<b>OUTCOME</b>	Transportation Unit Cost	\$1,830		\$1,273		\$1,400		\$0		\$1,450		

*Performance Measure Table*

**Decision Unit: Federal Prisoner Detention**

Performance Report & Performance Plan	FY 2005	FY 2006	FY 2007	FY 2008	FY 2009	FY 2010	FY 2011	FY 2012	FY 2012	FY 2013	FY 2014
	Actual	Actual	Actual	Actual	Actual	Actual	Actual	Target	Actual	Target	Target
Per Day Jail Costs (Non-Federal)	\$61.92	\$62.73	\$64.40	\$67.47	\$69.01	\$70.56	\$72.88	\$75.77	\$74.21	\$76.03	\$78.51
Health Care Cost Per Capita (Non-federal)	\$1,364	\$1,544	\$1,478	\$1,528	\$1,476	\$1,630	\$1,624	\$1,675	\$1,890	\$1,937	\$2,013
# Targeted Facility Reviews (Non-federal)	N/A	20	22	26	29	32	30	30	30	30	30
Per Day Detention Cost (Non-federal)	\$66.33	\$67.72	\$69.30	\$72.79	\$73.05	\$76.07	\$78.59	\$81.87	\$78.23	\$82.39	\$85.32
Facilities Meeting Minimum Standards (Non-federal)	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	100% 23 of 23
Transportation Unit Costs	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	915	1,830	1,273	1,400	1,450

Note: The FY 2012 Enacted and FY 2013 Continuing Resolution reflect resources under the OFDT appropriation. FY 2014 resources reflect the shifting of OFDT resources to the FPD account.

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

### **Performance Measure: Average Daily Population (ADP)**

**Data Definition:** Number of prisoners in the custodial jurisdiction of the USMS on an average daily basis. ADP is calculated on a per capita, per day basis.

**Data Collection and Storage:** Data are maintained by the Justice Detainee Information System (JDIS) database. All prisoner statistical information is derived from JDIS.

**Data Validation and Verification:** Monthly data are verified by comparing the data recorded in JDIS with billing data provided by non-federal detention service providers. Jail rate information is verified and validated against actual jail contracts.

**Data Limitations:** Limited by the timely entry of prisoner data into JDIS.

### **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 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 the JPATS Management Information System (JMIS). These data are currently reported to FPD 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, eIGA 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

### C1. 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 2012 Target:** \$81.87

**FY 2012 Actual:** \$78.23

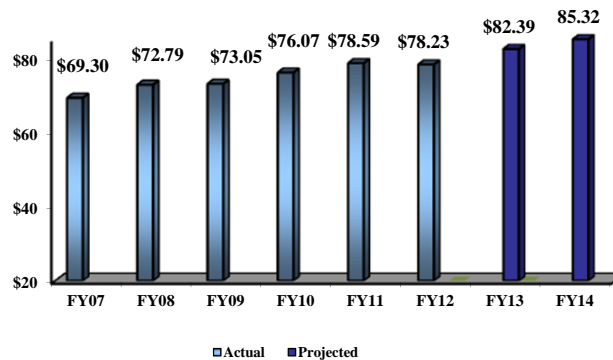
#### Challenge: Adequate Detention Beds

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 district offices 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 appropriation.

The USMS formed a STS workgroup comprised of the USMS, JPATS and BOP. The workgroup was tasked with the following:

- Identifying the issues created by STS prisoners;
- Identifying the extent and impact of this population on current and future USMS, JPATS and BOP housing and transportation assets and costs;
- Developing options for business practices;
- Defining agency responsibilities and recommending contractual and operational actions to better process, house and manage this population
- Developing business rules to process STS/Magistrate cases into BOP custody. This will enable agencies to efficiently manage this specific prisoner population and reduce detention and transportation costs.

On May 21, 2012, a 90-day pilot project began to request designations and tentative release dates for STS prisoners from the BOP Designation and Sentence Computation Center (DSCC). On August 1<sup>st</sup>, the pilot was extended for 90 days. It is anticipated the project will demonstrate efficiencies in the management of the STS population to reduce costs in housing and transportation. The districts that are participating in the pilot include: Arizona, Western Texas and Southern Texas.

The USMS goal is to establish policy in FY 2013 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. The USMS anticipates this will help to identify bed space availability and save costs.

**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 increasing 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; and
- 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.

A JPATS 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 bed space assessment and optimization tool***

The USMS will develop a model to enhance monitoring and prediction capabilities for areas with critical bed space needs. The tool will identify bed space availability and usage near-real time. It will also track the cost of bed space 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. ICE utilizes the eIGA system, which has increased 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.

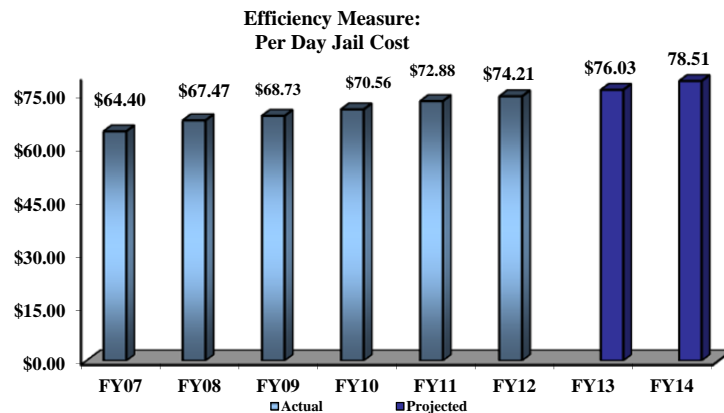
**Strategy: Increase use of detention alternatives**

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 (AOUSC) was provided \$3.9 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 2,900 prisoners per day at a cost of approximately \$67 million. FY 2012 data has not been finalized.

**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 2012 Target:** \$75.77  
**FY 2012 Actual:** \$74.21



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

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

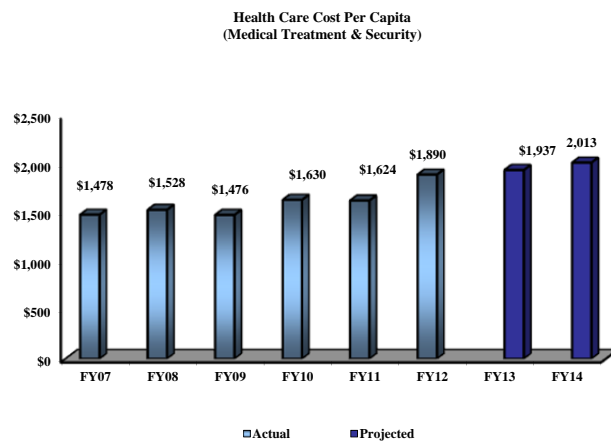
An important facet of the conditions of confinement is ensuring the appropriate medical care for detainees at or near detention facilities. The challenge is to provide a uniform approach to these services at the best value to the Government while minimizing the cumbersome process for field operations.

#### ***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 2012 Target:** \$1,675

**FY 2012 Actual:** \$1,890

## FPD 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 selected 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 select IGA facilities over 480 ADP. 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):*** The QAR program conducts on-site reviews for Targeted Non-federal Facilities, defined as: private facilities, all agency-requested reviews, and IGA facilities that were selected based on various criteria, e.g., size or a



***Reviewing Detainee Medical Records during a QAR Review***

significant incident, such as a suicide. Also, “After Action Reviews” are conducted when a significant incident occurs. 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 its 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	FY 2014
Type	Size (ADP)	Actual	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%	100%
		9	9	10*	11	12	14	14	14	14
IGA	Large	100%	100%	100%	100%	100%	100%	100%	100%	100%
	> 480	4	7	8	9	10	9 of 9	9 of 9	9 of 9	9 of 9
<b>Subtotal:</b>		13	16	18	20	22	23	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%	100%
	200 - 480	3 of 4	4	7	6 of 8	8	7	7	7	7
<b>Performance Goal: Meet Annual Targets as Established</b>										
IGA	Small	100%	100%	100%	100%	100%	100%	100%	100%	100%
	40 - 199	3	2	1	1	2	N/A	N/A	N/A	N/A
<b>As Previously Reported:</b>		95%	100%	100%	93%	N/A	N/A	N/A	N/A	N/A
		19 of 20	22	26	27	32	30	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:

- ***Detention Facility Investigative Report 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 representative (COR) 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 2012 Target:** 30

**FY 2012 Actual:** 30

## C. Program Activity: JPATS Transportation

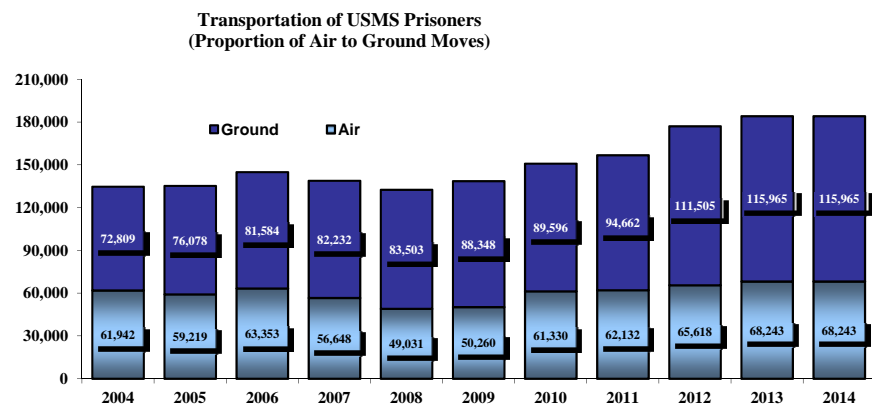
### FPD Performance Goal 3: Increase the efficiency of the JPATS program

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 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

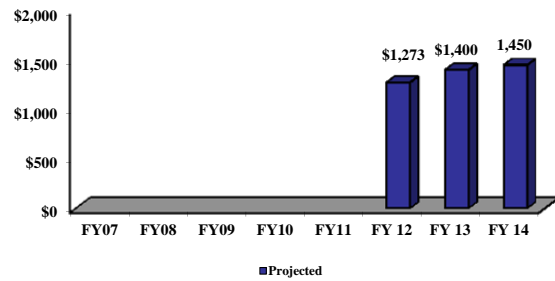
performance measure, Transportation Unit Cost (below), captures both elements from the detainee's point-of-origin to the final destination.

**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 2012 Projection:** \$1,830

**FY 2012 Actual:** \$1,273



**Loading prisoners for a JPATS flight**

## V. Program Increase by Item

**Item Name:** Housing of USMS Detainees

Budget Decision Unit(s): Federal Prisoner Detention

Strategic Goal/Objective: DOJ Strategic Goal 3, Objective 3.3

Organizational Program: Detention Services

Component Ranking of Item: 1

Program Increase: Positions 0 Agt/Atty 0 FTE 0 Dollars \$54.875 million

### Description of Item

USMS requests an increase of \$54,875,000 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. The USMS uses a Detention Population Forecasting Model for predicting detention needs. The FY 2014 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.

### Impact on Performance (Relationship of Increase to Strategic Goals and Priority Goals)

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

# Funding

## Base Funding

FY 2012 Enacted				FY 2013 CR				FY 2014 Current Services			
Pos	agt/ atty	FTE	\$(000)	Pos	agt/ atty	FTE	\$(000)	Pos	agt/ atty	FTE	\$(000)
27	2	27	1,544,838	27	2	19	1,545,118	27	2	19	1,535,513

## Non-Personnel Increase Cost Summary

Non-Personnel Item	Unit Cost	Quantity	FY 2014 Request (\$000)	FY 2015 Net Annualization (Change from 2014) (\$000)	FY 2016 Net Annualization (Change from 2015) (\$000)
Housing			\$54,875		
Total Non-Personnel			\$54,875		

## Total Request for this Item

	Pos	Agt/Atty	FTE	Personnel (\$000)	Non-Personnel (\$000)	Total (\$000)	FY 2015 Net Annualization (Change from 2014) (\$000)	FY 2016 Net Annualization (Change from 2015) (\$000)
Current Services	27	2	19	3,290	1,532,223	1,535,513		
Increases	0	0	0	0	54,875	54,875		
Grand Total	27	2	19	3,290	1,587,098	1,590,388		

## **VI. Program Offset by Item**

**No program offsets are proposed.**

**B. Summary of Requirements**

**Summary of Requirements**

Federal Prisoner Detention  
(Dollars in Thousands)

	FY 2014 Request		
	Direct Pos.	Estimate FTE	Amount
<b>2012 Enacted</b>	27	27	1,580,595
<b>2013 Continuing Resolution</b>	27	19	1,580,595
2013 CR 0.612% Increase	0	0	9,673
<b>Total 2013 Continuing Resolution</b>	0	0	1,590,268
<b>Technical Adjustments</b>			
USMS FPD	27	19	1,580,595
<b>Base Adjustments</b>			
Transfers:			
JCON AND JCON S/TS - To Components	0	0	12
Pay and Benefits	0	0	56
<b>Total Base Adjustments</b>	0	0	68
<b>Total Technical and Base Adjustments</b>	27	19	1,580,663
<b>2014 Current Services</b>	27	19	1,580,663
<b>Program Changes</b>			
Increases:			
Housing of USMS Detainees	0	0	54,875
<b>Total Program Changes</b>	0	0	54,875
<b>2014 Total Request</b>	27	19	1,635,538
2014 Balance Cancellation	0	0	-80,000
<b>2014 Total Request (with Balance Cancellation)</b>	27	19	1,555,538
2012 - 2014 Total Change	0	-8	54,943

Note: The FTE for FY 2012 is actual and for FY 2013 and FY 2014 are estimates.

2012 Enacted and 2013 Continuing Resolution reflect resources under the Office of the Federal Detention Trustee (OFDT). Technical Adjustment reflects the shifting of OFDT resources to the FPD account.

**B. Summary of Requirements**

**Summary of Requirements**

Federal Prisoner Detention

(Dollars in Thousands)

Program Activity	2012 Appropriation Enacted			2013 Continuing Resolution *			2014 Technical and Base Adjustments			2014 Current Services		
	Direct Pos.	Actual FTE	Amount	Direct Pos.	Est. FTE	Amount	Direct Pos.	Est. FTE	Amount	Direct Pos.	Est. FTE	Amount
Detention Services	27	27	1,544,838	27	19	1,545,118	0	0	1,535,513	27	19	1,535,513
JPATS	0	0	35,757	0	0	45,150	0	0	45,150	0	0	45,150
<b>Total Direct</b>	<b>27</b>	<b>27</b>	<b>1,580,595</b>	<b>27</b>	<b>19</b>	<b>1,590,268</b>	<b>0</b>	<b>0</b>	<b>1,580,663</b>	<b>27</b>	<b>19</b>	<b>1,580,663</b>
Grand Total, FTE		27			19			0			19	

Program Activity	2014 Increases			2014 Offsets			2014 Request		
	Direct Pos.	Est. FTE	Amount	Direct Pos.	Est. FTE	Amount	Direct Pos.	Est. FTE	Amount
Detention Services	0	0	54,875	0	0	0	27	19	1,590,388
JPATS	0	0	0	0	0	0	0	0	45,150
<b>Total Direct</b>	<b>0</b>	<b>0</b>	<b>54,875</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>27</b>	<b>19</b>	<b>1,635,538</b>
Balance Cancellation			0			-80,000			-80,000
Total Direct with Cancellation			54,875			-80,000			1,555,538
Total Direct FTE		0			0			19	
Grand Total, FTE		0			0			19	

\*The 2013 Continuing Resolution includes the 0.612% funding provided by the Continuing Appropriations Resolution, 2013 (P.L. 112-175, Section 101(c)).

Note: The 2012 Enacted and 2013 Continuing Resolution reflect resources under the OFDT appropriation. The Technical Adjustment reflects the shifting of OFDT resources to the FPD account.

**C. Program Changes by Decision Unit**

**FY 2014 Program Increases/Offsets by Decision Unit**

Federal Prisoner Detention

(Dollars in Thousands)

Program Increase	Location of Description by Program Activity	Federal Prisoner Detention			
		Direct Pos.	Agt./ Atty.	Est. FTE	Amount
Housing of USMS Detainees	Detention Services	0	0	0	54,875
<b>Total Program Increase</b>		<b>0</b>	<b>0</b>	<b>0</b>	<b>54,875</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	2012 Appropriation Enacted		2013 Continuing Resolution *		2014 Current Services		2014 Increases		2014 Total Request	
	Direct/ Reimb FTE	Direct Amount	Direct/ Reimb FTE	Direct Amount	Direct/ Reimb FTE	Direct Amount	Direct/ Reimb FTE	Direct Amount	Direct/ Reimb FTE	Direct Amount
<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>										
3.2 Protect judges, witnesses, and other participants in federal proceedings; apprehend fugitives; and ensure the appearance of criminal defendants for judicial proceedings or confinement.	0	35,757	0	45,150	0	45,150	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 of the custody of the Federal Prison System.	27	1,544,838	19	1,545,118	19	1,535,513	0	54,875	19	1,590,388
<b>Subtotal, Goal 3</b>	<b>27</b>	<b>1,580,595</b>	<b>19</b>	<b>1,590,268</b>	<b>19</b>	<b>1,580,663</b>	<b>0</b>	<b>54,875</b>	<b>19</b>	<b>1,635,538</b>
<b>TOTAL</b>	<b>27</b>	<b>1,580,595</b>	<b>19</b>	<b>1,590,268</b>	<b>19</b>	<b>1,580,663</b>	<b>0</b>	<b>54,875</b>	<b>19</b>	<b>1,635,538</b>

**Note:** Excludes Balance Rescission.

\*The 2013 Continuing Resolution includes the 0.612% funding provided by the Continuing Appropriations Resolution, 2013 (P.L. 112-175, Section 101 (c)).

Note: The 2012 Enacted and 2013 Continuing Resolution reflect resources under the OFDT appropriation. The 2014 Current Services reflects the shifting of OFDT resources to the FPD account.

E. Justification for Technical and Base Adjustments

Justifications for Technical and Base Adjustments

Federal Prisoner Detention

(Dollars in Thousands)

	Direct Pos.	Estimate FTE	Amount
<b>Technical Adjustments</b>			
2 The Office of the Federal Detention Trustee merger with USMS	27	19	1,580,595
<b>Transfers</b>			
1 A transfer of \$12 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 2014..	0	0	12
<b>Pay and Benefits</b>			
1 <u>2014 Pay Raise:</u> This request provides for a proposed 1 percent pay raise to be effective in January of 2014. The amount request, \$36, represents the pay amounts for 3/4 of the fiscal year plus appropriate benefits (\$26 for pay and \$10 for benefits.)			36
2 <u>Annualization of 2013 Pay Raise:</u> This pay annualization represents first quarter amounts (October through December) of the 2013 pay increase of 0.5% included in the 2013 President's Budget. The amount requested \$5, represents the pay amounts for 1/4 of the fiscal year plus appropriate benefits (\$3.6 for pay and \$1.4 for benefits).			5
6 <u>Health Insurance:</u> Effective January 2014, the component's contribution to Federal employees' health insurance increases by XX percent. Applied against the 2013 estimate of \$ _____, the additional amount required is \$5,000.			9
7 <u>Retirement:</u> Agency retirement contributions increase as employees under CSRS retire and are replaced by FERS employees. Based on U.S. Department of Justice Agency 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 is necessary to meet our increased retirement obligations as a result of this conversion.			6
<b>Subtotal, Pay and Benefits</b>	<b>0</b>	<b>0</b>	<b>56</b>
<b>TOTAL DIRECT TECHNICAL and BASE ADJUSTMENTS</b>	<b>27</b>	<b>19</b>	<b>1,580,663</b>

F. Crosswalk of 2012 Availability

**Crosswalk of 2012 Availability**

Federal Prisoner Detention

(Dollars in Thousands)

Program Activity	2012 Appropriation Enacted w/o Balance Rescission			Reprogramming/Transfers			Carryover	Recoveries/ Refunds	2012 Actual		
	Direct Pos.	Actual FTE	Amount	Direct Pos.	Actual FTE	Amount	Amount	Amount	Direct Pos.	Actual FTE	Amount
Detention Services	27	27	1,544,838	0	0	0	26,516	3,528	27	27	1,574,882
JPATS	0	0	35,757	0	0	0	0	0	0	0	35,757
<b>Total Direct</b>	<b>27</b>	<b>27</b>	<b>1,580,595</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>26,516</b>	<b>3,528</b>	<b>27</b>	<b>27</b>	<b>1,610,639</b>
Total Direct FTE		27			0					27	
Grand Total, FTE		27			0					27	

**Carryover:** OFDT carried forward \$26,516,482 from funds provided in FY 2011.

**Recoveries:** OFDT recovered \$3,527,891 from previous years for detention services as of 9/30/2012.

Note: The Crosswalk reflects resources under the OFDT appropriation.

G. Crosswalk of 2013 Availability

**Crosswalk of 2013 Availability**  
Federal Prisoner Detention  
(Dollars in Thousands)

Program Activity	FY 2013 Continuing Resolution			2013 Reprogramming/Transfers			2013 Carryover	2013 Recoveries/Refunds	2013 Availability		
	Direct Pos.	Estim. FTE	Amount	Direct Pos.	Estim. FTE	Amount	Amount	Amount	Direct Pos.	Estim. FTE	Amount
Detention Services	27	19	1,545,118	0	0	0	11,783	70,481	27	19	1,627,382
JPATS	0	0	45,150	0	0	0	0	0	0	0	45,150
<b>Total Direct</b>	<b>27</b>	<b>19</b>	<b>1,590,268</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>11,783</b>	<b>70,481</b>	<b>27</b>	<b>19</b>	<b>1,672,532</b>
Total Direct FTE		19			0					19	
Grand Total, FTE		19			0		0			19	

**Carryover:** OFDT carried forward \$11,782,843 from funds provided in FY 2012.

**Recoveries:** OFDT recovered \$70,480,947 from previous years for detention services as of 12/31/2012.

\*The 2013 Continuing Resolution includes the 0.612% funding provided by the Continuing Appropriations Resolution, 2013 (P.L. 112-175, Section 101 (c)).

Note: The Crosswalk reflects resources under the OFDT appropriation.

H. Summary of Reimbursable Resources

**Summary of Reimbursable Resources**

Federal Prisoner Detention

(Dollars in Thousands)

Collections by Source	2012 Actual			2013 Planned			2014 Request			Increase/Decrease		
	Reimb. Pos.	Reimb. FTE	Amount	Reimb. Pos.	Reimb. FTE	Amount	Reimb. Pos.	Reimb. FTE	Amount	Reimb. Pos.	Reimb. FTE	Amount
Bureau of Prisons - Parole Violators	0	0	83	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>233</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>

Obligations by Program Activity	2012 Actual			2013 Planned			2014 Request			Increase/Decrease		
	Reimb. Pos.	Reimb. FTE	Amount	Reimb. Pos.	Reimb. FTE	Amount	Reimb. Pos.	Reimb. FTE	Amount	Reimb. Pos.	Reimb. FTE	Amount
Detention Services	0	0	233	0	0	250	0	0	250	0	0	0
<b>Budgetary Resources</b>	<b>0</b>	<b>0</b>	<b>233</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>

Note: The 2012 Actual and 2013 Planned reflect resources under the OFDT appropriation. The 2014 Request reflects the shifting of OFDT resources to the FPD account.

I. Detail of Permanent Positions by Category

<b>Detail of Permanent Positions by Category</b> Federal Prisoner Detention (Dollars in Thousands)			
Category	2012 Appropriation Enacted	2013 Continuing Resolution	2014 Request
	Direct Pos.	Direct Pos.	Total Direct Pos.
Senior Executive	2	2	2
Senior Level	1	1	1
Clerical and Office Services (300-399)	14	14	14
Accounting and Budget (500-599)	4	4	4
Attorneys (905)	2	2	2
Mathematics and Statistics (1500-1599)	1	1	1
Business & Industry (1100-1199)	2	2	2
Information Technology Mgmt (2210)	1	1	1
<b>Total</b>	<b>27</b>	<b>27</b>	<b>27</b>
Headquarters (Washington, D.C.)	27	27	27

J. Financial Analysis of Program Changes

**Financial Analysis of Program Changes**

Federal Prisoner Detention  
(Dollars in Thousands)

Non-Personnel Costs	Detention Services	
	Housing of USMS Detainees	
	Direct Pos.	Amount
25.7 Operation and Maintenance of Equipment		54,875
<b>Total Program Change Requests</b>	<b>0</b>	<b>54,875</b>

\*Program Offset reflects a rescission of unobligated balances.

**K. Summary of Requirements by Grade**

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

Grades and Salary Ranges	2012 Enacted		2013 Continuing Resolution		2014 Request		Increase/Decrease	
	Direct Pos.	Amount	Direct Pos.	Amount	Direct Pos.	Amount	Direct Pos.	Amount
SES/SL \$ 119,554 - 179,700	2	0	2	0	2	0	0	0
GS-15 \$ 123,758 - 155,500	10	0	10	0	10	0	0	0
GS-14 \$ 105,211 - 136,771	9	0	9	0	9	0	0	0
GS-13 \$ 89,033 - 115,742	6	0	6	0	6	0	0	0
<b>Total, Appropriated Positions</b>	<b>27</b>	<b>0</b>	<b>27</b>	<b>0</b>	<b>27</b>	<b>0</b>	<b>0</b>	<b>0</b>
<b>Average SES Salary</b>		<b>170,000</b>		<b>170,850</b>		<b>171,700</b>		
<b>Average GS Salary</b>		<b>108,717</b>		<b>109,261</b>		<b>109,804</b>		
<b>Average GS Grade</b>		<b>14</b>		<b>14</b>		<b>14</b>		

Note: The 2012 Enacted and 2013 Continuing Resolution reflect resources under the OFDT appropriation. The 2014 Request reflects the shifting of OFDT resources to the FPD account.



L. Summary of Requirements by Object Class

Summary of Requirements by Object Class

Federal Prisoner Detention

(Dollars in Thousands)

Object Class	2012 Actual		2013 Availability *		2014 Request		Increase/Decrease	
	Direct FTE	Amount	Direct FTE	Amount	Direct FTE	Amount	Direct FTE	Amount
11.1 Full-Time Permanent	21	2,738	19	2,477	19	2,518	0	41
<b>Other Object Classes</b>								
12.0 Personnel Benefits		837		757		772		15
21.0 Travel and Transportation of Persons		80		80		80		0
22.0 Transportation of Things		7		7		7		0
23.1 Rental Payments to GSA		555		555		555		0
23.2 Rental Payments to Others		26		26		26		0
23.3 Communications, Utilities, and Miscellaneous Charges		101		101		101		0
25.1 Advisory and Assistance Services		13,880		13,880		13,880		0
25.2 Other Services from Non-Federal Sources		45,414		45,414		45,414		0
25.3 Other Goods and Services from Federal Sources		765		765		777		12
25.6 Medical Care		20,994		20,994		20,994		0
25.7 Operation and Maintenance of Equipment		8		8		8		0
25.8 Subsistence and Support of Persons		1,513,640		1,495,486		1,550,361		54,875
26.0 Supplies and Materials		20		20		20		0
31.0 Equipment		25		25		25		0
<b>Total Obligations</b>		<b>1,599,090</b>		<b>1,580,595</b>		<b>1,635,538</b>		<b>54,943</b>
Subtract - Unobligated Balance, Start-of-Year		-26,516		-11,783		0		11,783
Subtract - Recoveries/Refunds		-3,528		-70,481		0		70,481
Add - Unobligated End-of-Year, Available		11,783		0		0		0
<b>Total Direct Requirements</b>	<b>0</b>	<b>1,580,829</b>	<b>0</b>	<b>1,498,331</b>	<b>0</b>	<b>1,635,538</b>	<b>0</b>	<b>137,207</b>

\*The 2013 Availability includes the 0.612% funding provided by the Continuing Appropriations Resolution, 2013 (P.L. 112-175, Section 101 (c)).

Note: The 2012 Enacted and 2013 Availability reflect resources under the OFDT appropriation. The 2014 Request reflects the shifting of OFDT resources to the FPD account.