

**United States Marshals Service
FY 2016 Performance Budget
President's Budget Submission**

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



February 2015

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**Fiscal Year (FY) 2016 Budget Estimates
Justice Prisoner and Alien Transportation System
United States Marshals Service
February 2015**

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I. Overview

The Justice Prisoner and Alien Transportation System (JPATS) mission is to coordinate and transport prisoners and detainees safely, securely, and humanely, in a timely and economical manner. JPATS is a revolving fund with total operating costs being reimbursed by customer agencies. JPATS coordinates the movement of the majority of federal prisoners and detainees, including sentenced, pretrial and criminal aliens, in the custody of the U.S. Marshals Service (USMS) and the Bureau of Prisons (BOP). JPATS also transports Department of Defense and state and local prisoners on a reimbursable, space-available basis.

Using projected prisoner movement requirements provided by the customers, JPATS projects total costs associated with air transportation. OMB Circular A-126 guidelines are utilized to identify fixed and variable air transportation cost categories, and with the utilization of activity based costing, flying hour rates are developed. Customers are billed based on the number of flight hours and the number of seats utilized to move their prisoners/detainees.

The JPATS Revolving Fund provides numerous benefits, including, but not limited to: 1) it is a no-year account with a consistent funding stream from the customer agencies; 2) it operates under the concept of full-cost recovery; 3) it provides for multi-year funding/leasing authority for capital acquisitions; and 4) it has authority to retain proceeds from the disposal of JPATS aircraft and parts. The JPATS Revolving Fund provides stability in costs to the customer agencies since the fund can absorb, on a short-term basis, cost fluctuations for operating expenses such as fuel and major aircraft maintenance. It also simplifies the task of replacing aircraft and obtaining major aircraft parts by enabling JPATS to extend the cost of equipment purchases or equipment leases over several years, and to plan the procurement of equipment, or equipment lease agreements when needed.

JPATS is committed to ensuring that each scheduled flight is staffed with qualified flight personnel to safely operate each aircraft, that adequate security officers are present to ensure the safety of the detainees/prisoners being transported and the crew, and that at least one medical professional is present. Paramedics ensure that all prisoners have the required screenings and possess medical records. The paramedics also perform a visual assessment of the inmates prior to boarding to determine they are medically stable, and fit to fly. All large and medium aircraft, which transport the majority of the prisoners, have one paramedic assigned per flight.

A. Budget Assumptions

JPATS continues to look for opportunities to optimize the transportation network and produce efficiencies for the customer. The key assumptions for this budget formulation include:

- Large aircraft maintenance increase is developed based on current year actual expenses versus previously used industry Conklin and de Decker averages.
- The price per gallon of jet fuel continues to fluctuate due to the changing market.
- The acquired 737-400 aircraft result in a significant savings to the customers.

B. Efficiencies and Savings

JPATS continually examines its operational areas seeking to increase efficiency and improve the quality of services to generate savings for the customer agencies.

JPATS Efficiencies: JPATS continues to lead optimization efforts to improve performance in the delivery of services and gain efficiencies in both time and cost. Central to JPATS program initiatives is the data and analysis made possible through the JPATS Management Information System (JMIS). More accurate data is now available, which helps management analyze areas that impede efficiency, which, in turn, drives program improvement through performance measurement and monitoring.

JPATS receives over 500 requests daily to move prisoners between judicial districts, correctional institutions, and other locations. JPATS created Regional Transfer Centers (RTCs) and JPATS Transfer Annexes (JTAs) to facilitate the movement of these prisoners to their destination and reduce housing costs by:

- expanding the in-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 and BOP contract facilities;
- freeing bed space in highly impacted districts; and,
- assisting the BOP in addressing prisoner capacity demands, especially for private contract facilities

JPATS Savings: JPATS projected that the acquisition of the 737 aircraft would result in a yearly savings of approximately six million dollars a year over continuing to lease two MD-80 aircraft. The savings result from a more efficient fuel burn rate and lower cost of aircraft operation overall. The cost to lease the aircraft exceeds the combined costs incurred when owning including aircraft maintenance, depreciation, capital investment, and replacement leases. Additionally, due to the burn rate reduction of over 200 gallons of fuel per flight hour, the change in aircraft type has provided a positive environmental impact. JPATS has also added to its strategic plan, efforts to support environmental stewardship.

C. Budget Summary

The following table provides the JPATS Revolving Fund program estimates for Obligation Authority (OA) and Personnel Data. The OA requested is based upon the customers' projected requirements and estimated carry forward authority for FY 2015 and FY 2016.

Financial Operations

JPATS

2016

(Dollars in Thousands)

	<u>FY 2014</u>	<u>FY 2015</u>	<u>FY 2016</u>
	<u>Actual</u>	<u>Estimate</u>	<u>Estimate</u>
<u>Authority</u>			
Operating	46,889	52,807	55,971
Less Depreciation	(2,511)	(3,204)	(3,055)
Operating Authority	44,378	49,603	52,916
*Carry Forward Authority	20,958	20,958	20,958
**Total Authority	65,336	70,561	73,874
<u>Staffing</u>			
Civilian Positions	123	123	123
Civilian End Strength	97	102	107
Personal Contract Guards	90	90	90
Average GS Salary	84,898	87,502	88,418
Average SES Salary	174,663	177,365	180,912

*Carry Forward Authority from FY 2014 SF-133, "Report on Budget Execution and Budgetary Resource," dated September 30, 2014

D. Revenues and Expenses

Revenues and Expenses

JPATS

2016

(Dollars in Thousands)

	<u>FY 2014</u> <u>Actual</u>	<u>FY 2015</u> <u>Estimate</u>	<u>FY 2016</u> <u>Estimate</u>
Revenue	52,706	52,807	55,971
Cost Of Operations (Includes Depreciation)	<u>(47,594)</u>	<u>(52,807)</u>	<u>(55,971)</u>
Operating Results	5,112	0	0
Adjustment - Other	<u>0</u>	<u>0</u>	<u>0</u>
Net Operating Results (NOR)	5,112	0	0
Prior Year Accumulated Operating Results (AOR)	(3,877)	1,235	1,235
AOR Adjustments	<u>0</u>	<u>0</u>	<u>0</u>
Net Accumulated Operating Results (AOR)	1,235	1,235	1,235

The actual FY 2014 AOR results are reported as well as the anticipated AOR for FY 2015 and FY 2016. The Revenue and Expenses chart on page 13 provides the corollary details.

II. JPATS Performance Challenges

A. Transporting Prisoners in a Safe, Timely, and Economical Manner

Challenge: JPATS must continue to successfully transport prisoners safely, timely, and economically with limited resources and uncontrollable factors such as jet-fuel prices. JPATS must look for innovative solutions to create greater efficiency within the current transportation infrastructure, which will in turn impact the cost of detainee housing. The interdependence of transportation and housing precludes addressing one without having an impact on the other.

1. Conduct Safe, Secure, Humane Prisoner Transport

Strategies: Use new technologies to provide greater intelligence capabilities and develop JPATS specific training programs. JPATS is directing more focus on research and receipt of quality and timely intelligence on prisoner attributes, which is critical to safe and secure missions. Law enforcement's awareness of a prisoner's gang affiliations, aggressive and violent tendencies, and emotional instability can enable the reduction or mitigation of volatile situations. JPATS plans to redesign prisoner data elements in JMIS to increase the accuracy and completeness of this information and work with the USMS to implement matching data elements in JDIS for efficient data sharing. JPATS is focused on identifying the appropriate mix of contractors and FTE personnel to ensure they are trained in various situational scenarios.

2. Transport Prisoners in a Timely Manner

Strategies: Reduce the Number of Court Deadline Extensions, Schedule Process Time, and Movement Request Backlog. JPATS is focusing on two specific strategies to transport prisoners in a timely manner. By monitoring the number of extensions required, JPATS has developed strategies to reduce the number of extensions, resulting in timely prisoner transport. An extension is a court-approved continuance request. JPATS has also developed the JMIS Assisted Routing and Scheduling System (JARS), which plans the trips and routes of routine prisoner transportation through information technology processes. Currently, JARS schedules nearly 60% of JPATS prisoner movement requests, 75% of which are completed as scheduled. A recent upgrade to Oracle Transportation Management (OTM)/JARS increased planning speed by 33%, thereby allowing schedulers to focus on higher priority and more complex prisoner transportation schedules.

3. Transport Prisoners in an Economical Manner

Strategy: Utilize the Most Economic Bed Space Pre/In-Transit. JPATS continues to develop methods and procedures to move prisoners waiting movement out of high-cost paid jail beds to lower-cost beds during the pre-transit status. Likewise, JPATS continues to house prisoners-in-transit in the most economical jail beds available while at the same time reducing to the greatest extent possible the number of days a prisoner is in both pre- and in-transit status.

III. Performance Tables

PERFORMANCE AND RESOURCES TABLE												
Decision Unit: Justice Prisoner and Alien Transportation System												
RESOURCES			Target		Actual		Projected		Changes		Requested (Total)	
			FY 2014		FY 2014		FY 2015		Current Services Adjustments and FY 2016 Program Changes		FY 2016 Request	
Total Costs and FTE			FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000
			95	\$58,578	95	\$44,378	102	\$49,603	5	\$3,313	107	\$52,916
TYPE	STRATEGIC OBJECTIVE	PERFORMANCE	FY 2014		FY 2014		FY 2015		Current Services Adjustments and FY 2016 Program Changes		FY 2016 Request	
Program Activity		Prisoner Movement	FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000
			95	\$58,578	95	\$44,378	102	\$49,603	5	\$3,313	107	\$52,916
Performance Measure: Workload	3.2	1. Number of requests for air and ground transportation of prisoners	120,816		117,255		119,629		0		119,629	
Performance Measure: Outcome	3.2	2. Transportation Unit Cost	\$1,350		\$1,257		\$1,350		-\$50		\$1,300	

The FY 2014 target was based on a leased aircraft program for the large aircraft program, \$1,350. In FY 2015 and FY 2016, the operating budget was formulated with the newly acquired aircraft as opposed to leased aircraft. The FY 2016 estimated Transportation Unit Cost is \$1,300.

Definition of Terms or Explanations for Indicators.

Workload:

JPATS receives requests to move prisoners and determines the appropriate mode of transportation (i.e., ground and/or air movement). JPATS uses the JPATS Transportation module within the JMIS to schedule and track movements electronically.

Total Workload: Includes the number of ground, as well as air transportation requests. This gives a broad view of actions needed to facilitate prisoner movements.

Performance Measure:

1. Transportation Unit Cost

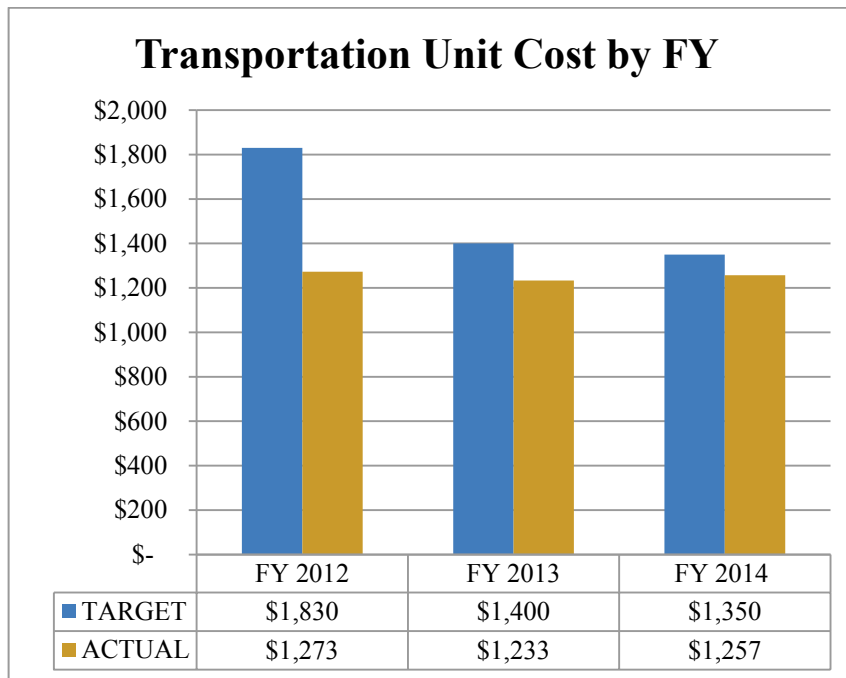
- a. Data Definition:** The total cost per prisoner (transportation coordinated by JPATS) incurred from the prisoner's point of origin to final destination. Component costs include the cost of transporting the prisoner (by air, bus, van, and car) and the cost of housing the prisoner while in-transit. The cost of BOP-provided in-transit housing and bus transportation is included as part of the reported costs.
- b. Data Collection and Storage:** Data describing prisoner transportation and the costs associated with transportation and housing is maintained in several databases. The USMS 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 Justice Detainee Information System (JDIS), and the eIGA system and other records managed by Federal Prisoner Detention (FPD), provide information describing the cost of non-federal housing. Data is maintained on each prisoner transported by JPATS. Data from the various systems is aggregated together by JMIS to determine the prisoner-specific total transportation costs.
- c. Data Validation and Verification:** Component data is provided to JPATS by the various agencies. JPATS validates the data for completeness and to ensure that the data provided is within historical parameters.
- d. Data Limitations:** Maintaining prisoner transportation data is a labor-intensive process. The reliability of the component data is often compromised by invalid 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 of BOP-provided in-transit housing are based on BOP-reported per capita cost of operating BOP facilities, particularly the Federal Transfer Center in Oklahoma City.

2. Factors Affecting FY 2015 and FY 2016 Plans. The USMS and JPATS' strategic plans encompass the efforts to optimize use of the transportation network. The performance metric captures the entire prisoner cost of transportation, including in-transit housing. Given finite resources and uncontrollable fuel prices, USMS must look for innovative solutions to create greater efficiency within the current infrastructure. The interdependence of transportation and housing precludes addressing one without the other. The measure of Transportation Unit Cost shows the cost effectiveness of strategies to reduce total transportation time, strategies to optimize routing (since there are normally several legs to the trip), strategies to maximize seat utilization, and strategies to utilize the most cost effective housing available. The demand for transportation will continue to rise with the increase in detainee population.

PERFORMANCE MEASURE TABLE								
Decision Unit: Justice Prisoner and Alien Transportation System								
Strategic Objective	Performance Report and Performance Plan Targets		FY 2012	FY 2013	FY 2014		FY 2015	FY 2016
			Actual	Actual	Target	Actual	Target	Target
3.2	Performance Measure: Workload	1. Number of requests for air and ground transportation of prisoners.	117,265	124,412	120,816	117,255	119,629	119,629
3.2	Performance Measure: Output	2. Transportation Unit Cost.	\$1,273	\$1,233	\$1,350	\$1,257	\$1,350	\$1,300

Transportation Unit Cost: The number of pre-transit/in-transit days is shorter, resulting in cost savings. The FY 2016 target has been adjusted to \$1,300 per rate-based prisoner.

Historical Transportation Unit Cost is depicted in the graph below.



Performance, Resources, and Outcomes

a. Performance Plan and Report for Outcomes

JPATS strategic plan involves partnering with its customers to meet financial and management responsibilities for transporting prisoners, produce immediate positive results on daily operations, and promise improvement on a national level. JPATS will leverage JMIS OTM/JARS, explore the use of web-based software and integration with the advanced avionics on the large aircraft to advance these goals, and strive for outcomes that the partner agencies expect.

JMIS to JDIS Custody Housing integration eliminated 86% of the data entry from JDIS-maintained data. The automatic integration of JDIS custody records from JPATS movements in and out of JPATS RTCs/JTAs resulted in a reduction of time consuming data entry into JDIS to update custody and housing records. The JMIS to JDIS Custody Housing Data also includes validation reporting to improve data quality.

b. Strategies to Accomplish Outcomes

JPATS will leverage automation to reduce/eliminate the paper-based processes and create dynamic-based scheduling that is responsive to facility capacity constraints. JPATS will leverage the upgraded avionics on the 737-400 aircraft that will provide improved communications, navigation, and flight-control systems.

JPATS will create a central repository for electronic prisoner data available via mobile devices with the ability to produce prisoner manifests with prisoner photos and key information. Use of mobile devices will improve in-flight weather tracking and communication with JPATS dispatch. For medical technicians, mobile devices will improve in-flight productivity and communication with JPATS medical officer to avoid/resolve prisoner refusal issues and prevent flight delays.

JPATS must manage the balance between effective law enforcement, cost, and crew duty restrictions. JPATS will conduct an assessment of the correct employee/contractor ratio, pursue scheduling alternatives and software tools to ensure personnel with special skill sets are available when needed. JPATS will develop training in recent advances in tactical and safety training programs for personal contract guards.

IV. JPATS Operating Budget

FY 2016 Budget Estimates
Changes in the Costs of Operation
JPATS
(Dollars in Thousands)

FY 2014 Actual Cost of Operations with Depreciation	47,594
Pricing Adjustment	
Aircraft Fuel	2,420
Aircraft Maintenance	(956)
Aircraft Leases	993
Civilian Labor	843
Employee Training	306
Security Guards	166
Mission Support Expenses	317
Depreciation	693
Non Mission Travel	276
Other	<u>155</u>
Subtotal	5,213
FY 2015 Budget Estimate	52,807
Pricing Adjustments:	
Aircraft Fuel	(527)
Aircraft Maintenance	1,543
Aircraft Leases	990
Civilian Labor	991
Security Guards	(38)
Admin/Tech Svc	303
Depreciation	(150)
Other	<u>52</u>
Subtotal	3,164
FY 2016 Budget Estimate	55,971

Chart 1

FY 2016 Budget Estimates
Sources of New Orders and Revenue
JPATS
(Dollars in Thousands)

	<u>FY 2014*</u>	<u>FY 2015</u>	<u>FY 2016</u>
	<u>Actual</u>	<u>Estimate</u>	<u>Estimate</u>
1. New Orders			
a. Orders from Customers			
USMS	33,981	36,198	37,406
BOP	18,411	16,609	18,565
Other	314	0	0
a. Total Orders from Customers	52,706	52,807	55,971

* FY 2014 orders based on JPATS Revenue reported on JPATS FY 2014 Income Statement

FY 2016 Budget Estimates
Revenues and Expenses
JPATS
Financial Operations
(Dollars in Thousands)

	FY 2014	FY 2015	FY 2016
	Actual	Estimate	Estimate
Revenue			
Operations	52,706	52,807	55,971
Other Income			
Total Revenue	52,706	52,807	55,971
Expenses			
<i>Aircraft Operating Expenses</i>			
Aircraft Fuel	12,008	14,428	13,900
Aircraft Maintenance	9,629	8,673	10,216
Aircraft Leases	3,415	4,408	5,398
<i>Aircraft Operating Expenses Total</i>	25,052	27,509	29,514
<i>Labor Related Expenses</i>			
Civilian Labor	12,053	12,896	13,887
Employee Training	327	633	659
Guards, Contract Services	2,475	2,641	2,604
<i>Labor Related Expenses Total</i>	14,855	16,170	17,150
<i>Mission Support Expenses</i>			
Contract Crew	181	133	143
Aircraft Ground Spt Expenses	200	336	187
Navigation Data, Tech Periodicals	198	230	186
Medical/PHS Expenses	200	210	243
Mission Travel	567	754	655
<i>Mission Support Expenses Total</i>	1,346	1,663	1,414
<i>Non-Mission Support Expenses</i>			
Facilities Expenses	1,320	1,648	1,736
Admin & Support Expenses	1,679	1,700	2,284
Non-Cap Equip Purchases/Rental	81	213	138
Non-Mission Travel	125	401	472
Other Expenses	625	299	208
<i>Non-Mission Support Expenses Total</i>	3,830	4,261	4,838
Total Expenses	45,083	49,603	52,916
Operating Results	7,623	3,204	3,055
Depreciation	(2,511)	(3,204)	(3,055)
Net Operating Results	5,112	0	0
Prior Year Accumulated Operating Results	(3,877)	1,235	1,235
Accumulated Operating Result Adjustments	0	0	0
Net Accumulated Operating Results	1,235	1,235	1,235

Chart 3