

**FY 2012**

**PERFORMANCE BUDGET**

President's Budget Submission



**Office of the Federal Detention Trustee**

**U. S. Department of Justice**

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## I. Overview

### A. Introduction

The Office of the Federal Detention Trustee (OFDT) requests a total of 29 permanent positions, 29 full-time equivalents (FTE), and \$1,595,360,000 for Fiscal Year (FY) 2012.

The request includes total program changes of \$156,575,000 and adjustments-to base of \$122,000. The request by strategic goal follows:

DOJ Strategic Goal	OFDT Program Activity	Budget Request
3.3	Detention Services	\$1,559,603,000
3.1	JPATS Transportation	35,757,000
<b>Total Request</b>		<b>\$1,595,360,000</b>

\* In the new Strategic Plan, OFDT will fall under 4.3

OFDT is not requesting any enhancements for information technology (IT), although the request includes \$6,754,000, 5 FTE and 5 positions for base IT activities.

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>.

OFDT's budget request supports an average daily population of 62,561 and assumes an increase in the number of drug and weapons offenses as a result of law enforcement initiatives to combat drug cartels as well as a significant increase in immigration bookings at the Southwest Border. OFDT's FY 2012 detention population projections include the following assumptions:

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

### B. Background

OFDT's resource needs are directly impacted by law enforcement and prosecutorial priorities. Currently, the challenges facing law enforcement officials at the Southwest Border directly impact the detention population overseen by OFDT. As federal law enforcement officials increase their efforts to deal with these issues, OFDT must ensure sufficient resources are available to house and care for the



corresponding detainees. This objective is made even more challenging given the limited detention space available in this region. OFDT is uniquely positioned to address the complex nature of detention housing, including cross-agency co-ordination at the federal level as well as the state and local levels.

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

Subsequently, in 2005, Congress directed OFDT to assume the responsibility for managing the Justice Prisoner and Alien Transportation System (JPATS) to improve management and ensure unimpeded prisoner transportation operations and operational fairness among partner agencies. In FY 2007, funding for JPATS was transferred to OFDT and, in FY 2009, the DOJ approved a JPATS director position under OFDT.

**Mission Statement**

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

OFDT has had great success in achieving efficiencies, cost reductions, and cost avoidance in detention through process and infrastructure improvements that address the requirements of the USMS, the Bureau of Prisons (BOP), and the U.S. Immigration and Customs Enforcement (ICE). OFDT will continue to explore new approaches to address diminishing bed space availability as a result of an increasing detention population from aggressive immigration and other law enforcement initiatives.

***C. F Y 2012 Budget Request by Strategic Goal***

The OFDT budget is aligned with DOJ and OFDT strategic and performance goals and the mission is defined by two program activities: 1) Detention Services; and 2) JPATS Transportation. These program activities correspond directly with DOJ Strategic Goals, as shown below. (In the new Strategic Plan currently under development, OFDT's program activities will both fall under Strategic Goal 4.3) Further, each program activity identifies the related performance objectives as well as related resources. This information, along with critical performance targets and workload projections, is included in the Performance and Resource Table (See p. 22). The alignment of DOJ Strategic Goals, OFDT Strategic Goals, and program activities is detailed below.

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

**OFDT Program Activity: JPATS Transportation**

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

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

**OFDT Program Activity: Detention Services**

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

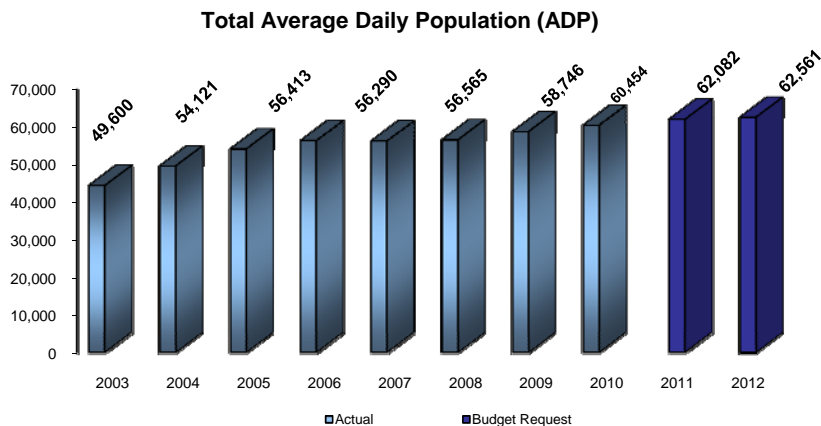
*OFDT Strategic Goal 2: Ensure safe, secure, and humane confinement*

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

**FY 2012 Request:** OFDT's request includes \$1,559,603,000 in appropriated resources for detention services. This amount includes \$1,420,167,000 for housing and subsistence of detainees. Program costs for health care and medical guards are \$86,892,000 and \$17,876,000, respectively. Also included in the total cost for this program activity is \$30,443,000 for intra-district transportation and \$4,225,000 for other associated costs.

**Adjustments-to-base:** OFDT requests 2 FTE for the annualization of positions requested in FY 2011, \$122,000 for pay and benefits adjustments, rent, recurring base adjustments and other inflationary cost increases. (See Exhibit B)

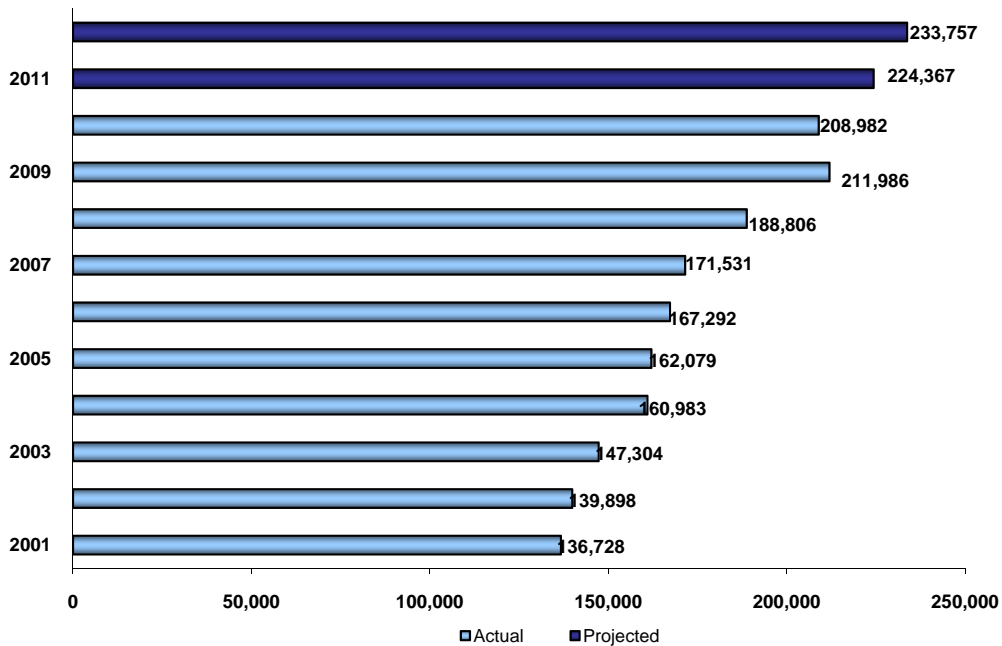
**Program Changes:** OFDT requests \$156,584 for costs associated with housing federal detainees, and program offsets of \$5,000 for administrative efficiencies and \$4,000 for technology refresh.



**ADP Projections:** Based on estimated bookings and time-in-detention, the ADP is currently projected to be 62,561 for FY 2012. 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. OFDT 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. In recent years, OFDT has observed that overall time-in-detention has decreased as a result of the increased population of immigration offenders referred for prosecution. Immigration defendants, on average, are housed for less than half the time of those charged with drug, violent, and weapons offenses. In 2012, anticipated law enforcement initiatives on the Southwest Border that address drug and weapons trafficking are expected to increase the average time-in-detention.

**Persons Booked by USMS**



***Detention Population Forecasting Model***

The OFDT population forecasting model uses a statistical approach for predicting detention needs using factors such as population, demographic trends, number and type of criminal cases processed, average processing time per type of case, and authorized/requested positions of federal law enforcement, U.S. Attorneys, U.S. District Court judges, and immigration judges. These factors allow for the development of impact scenarios that address proposed legislation, known DOJ law enforcement

initiatives and current activities. The projections are based on the past performance and behavior of the players involved. Any shift in behavior may alter the outcome.

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

Nowhere has the impact of changing law enforcement priorities on detention expenditures been more observable than with the implementation of zero tolerance immigration enforcement policies by the DHS along the Southwest Border. Prior to the implementation of these policies 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 83,000 during fiscal year 2010. The change in policy and the corresponding impact was impossible for OFDT to predict. OFDT anticipates that bookings for immigration offenses will continue to increase through FY 2012, from approximately 83,000 to 96,000.

The impact of the added immigration bookings has been mitigated to a substantial extent by policies adopted by the U.S. Attorneys, DHS, and the federal judiciary to fast-track these cases through the criminal justice process. While the average time-in-detention for immigration offenses had been more than 100 days, the fast-tracking policies have reduced that average time-in-detention to less than 86 days, during FY 2010. The reduction in detention time has offset the impact of the unanticipated increase in bookings.

The FY 2012 projection assumes that law enforcement and prosecutorial priorities will remain for immigration at the Southwest Border, but will expand to encompass more drug and weapons offenses resulting from the drug-related violence, which could have a significant impact on OFDT's resource needs. Because OFDT's projection model is largely based on past behavior, the following chart illustrates the **potential impact** of unplanned bookings by offense:

<b><i>Impact of Increased Booking Beyond FY 2012 Population Projections</i></b>				
	Total Bookings	Increase Above Current Projection	Total ADP	Projected Cost Increase
<b><i>Bookings for Drug Offenses</i></b>				
+5%	36,797	1,752	63,031	\$9,456,928
+10%	38,550	3,505	63,502	\$18,950,002
+25%	43,806	8,761	64,913	\$47,371,739
+50%	52,568	17,523	67,263	\$94,721,147
+75%	61,329	26,284	69,612	\$142,031,296
<b><i>Bookings for Weapons Offenses</i></b>				
+5%	9,463	451	62,679	\$2,430,955
+10%	9,913	901	62,798	\$4,842,420
+25%	11,265	2,253	63,152	\$12,142,271
+50%	13,518	4,506	63,746	\$24,319,513
+75%	15,771	6,759	64,340	\$36,523,009
<b><i>Bookings for Immigration Offenses</i></b>				
+5%	101,337	4,826	62,970	\$8,279,356
+10%	106,162	9,651	63,383	\$16,640,203
+25%	120,639	24,128	64,615	\$41,576,469
+50%	144,767	48,256	66,671	\$83,185,599
+75%	168,894	72,383	68,725	\$124,757,139

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

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

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



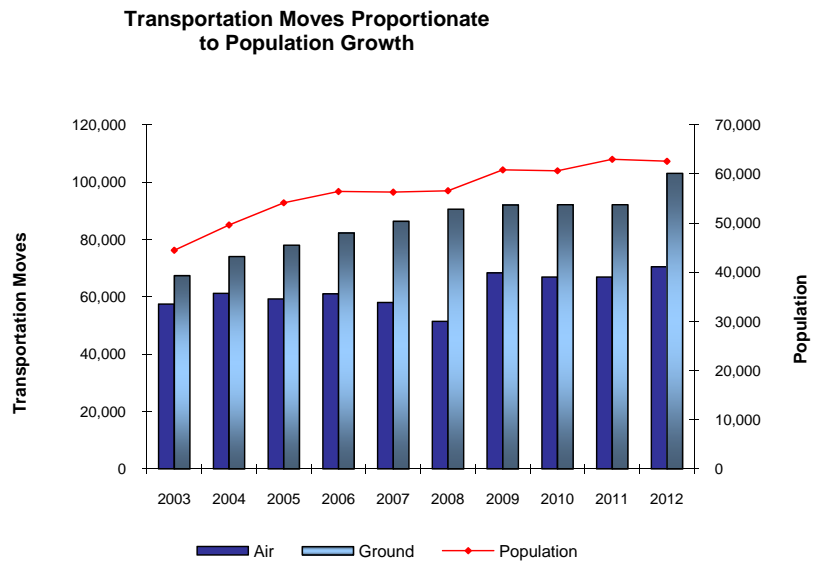
**Capital Improvement Program (CIP):** OFDT is continuing to develop the CIP into a more comprehensive program to address detention space needs in critical areas. The program offers various contractual vehicles to provide federal funding to state and local authorities for the expansion, renovation and 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 is a grant program that 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. The Non-Refundable Service Charge Contract (NSCC) allows OFDT to directly contract with state and local governments provide up-front funding for renovation or construction of jails to house federal detainees in exchange for guaranteed bed space at a fixed rate. The NSCC is based on a similar program used by BOP to obtain space in critical need areas. It is subject to the guidelines set by the Federal Acquisition Regulation (FAR) and will allow OFDT to meet federal detention housing needs by directly infusing resources into participating state and local facilities.

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

**FY 2012 Request:** OFDT requests \$35,757,000 for JPATS prisoner transportation. This includes \$30,000,000 for air transportation and \$5,757,000 for transportation support to the airlift.

**FY 2012 Transportation Moves:** Transportation needs are related to the distances between courts, district offices, JPATS airlifts, medical facilities, and prisons. JPATS continues to be a critical tool in the safe, efficient, and cost-effective movement of USMS detainees and sentenced prisoners, prisoners requiring medical attention, and high-threat prisoners requiring a higher level of security. As the number of detainees and facilities has grown, so has the need for transportation.



***D. Full Program Cost***

<b>Full Program Cost by Program Activity</b>		
<b>Program Activity</b>	<b>Dollars in Thousands</b>	
<b>Detention Services</b>	Housing & Subsistence	\$1,420,167
	Health Care Services	86,892
	Medical Guards	17,876
	Transportation	30,443
	Other	4,225
	<b>Subtotal</b>	<b>1,559,603</b>
<b>JPATS Transportation</b>	JPATS	35,757
<b>Grand Total.....</b>		<b>\$1,595,360</b>

OFDT’s program is designed to ensure the safe, secure, and humane confinement of prisoners while achieving effective and efficient expenditure of detention resources. Full program costs include resources for detention activities and OFDT office operations. Detention activities consist of the housing and care of detainees as well as activities that help improve the detention infrastructure and contain costs (see p. 15-21 for detail on detention activities). OFDT’s office operations budget includes resources to maintain staff and perform functions that support the detention program. OFDT staff also initiates development of IT solutions to improve detention operations. Once these solutions are proven effective and are fully implemented, the cost of operating and maintaining the programs becomes an expense of the detention account as these solutions directly support the detention of prisoners. One of OFDT’s greatest mission challenges continues to be pulling together data and processes of multiple agencies with disparate and incompatible systems and capabilities. Investment in detention infrastructure will enable OFDT to effectively drive efficiencies and manage the detention account. (see p. 15-21).

OFDT 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 non-federal facilities meet DOJ requirements for safe, secure and humane confinement. Fundamental to these programs is shared data and the integration information technology systems such as the USMS Justice Detainee Information System (JDIS) and the JPATS Management Information System (JMIS).

OFDT continues to expand its efforts to bring transparency to detention. OFDT has redesigned its website to make information easier to access. Statistics are regularly updated on the web site and contract information is posted as information becomes available.

## ***E. Mission Challenges***

The internal and external mission challenges are incorporated into Section V Decision Unit Justification (*See p. 27-35*).

## ***F. Environmental Accountability***

OFDT has proactively sought ways to incorporate environmentally friendly practices into office operations. OFDT purchases recycled products (toner, paper, etc); utilizes recycling receptacles for used products; and encourages overall paper and energy reduction through policies on duplex copying and powering down computers and lights at the end of each day. In addition, the office is transitioning to paperless technology and has automated most of its workflow processes (see p. 17-21). All files will be electronic. OFDT is currently developing a policy to further address environmentally-friendly practices that will reduce the impact on the environment and, hopefully, also increase operating efficiency.

Additionally, OFDT supports environmental initiatives by educating its employees in “green” purchasing. All OFDT purchase cardholders, contracting officers, and contracting officer’s technical representatives completed specialized training offered online by Defense Acquisition University. All new OFDT employees assigned to these positions must complete the training.

Beginning in FY 2010, OFDT designed detention contracts 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. To meet BioPreferred requirements, OFDT created contract language that is used throughout its detention contracts. Each contractor submits an annual report that reflects the percentage of BioPreferred products it uses within the detention facility. These reports allow OFDT to determine if contractors are using these products and to establish goals for each product used.

When OFDT contracts for new detention space, the procurement is conducted in compliance with the National Environmental Policy Act (NEPA). NEPA requires federal agencies to examine the impact of agency actions on the 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.

## ***G. OFDT Organization***

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

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

The OFDT is under new leadership beginning with the FY 2012 budget process. OFDT is in the process of updating its strategic plan, which runs through FY 2011.

The organization chart is shown at Exhibit A.

## II. Summary of Program Changes

Summary of Program Changes Decision Unit: Office of the Federal Trustee							
Item Name	DOJ Strat. Goal	Description	Pos.	Series	FTE	Dollars (\$000)	Page
<b>Housing and Subsistence of USMS Detainees</b>	3.3	An increase in operating cost to sustain detention operations	0		0	156,422	36
<b>Program Oversight &amp; Infrastructure</b>	3.3	Funding for support positions – Statistician and Contracting Officer	2		2	162	38
<b>Administrative Efficiencies</b>	3.3	Reduction in office operations for administrative items, such as printing, publications, travel, conferences, supplies, etc to achieve Department-wide savings	0		0	-5	41
<b>Technology Refresh</b>	3.3	Reduction to technology budget by extending the refresh cycle.	0		0	-4	43
<b>Total</b>			0		0	\$156,575	

### **III. Appropriation Language**

*For necessary expenses of the Federal Detention Trustee, \$1,595,360,000, to remain available until expended: Provided, That the Trustee shall be responsible for managing the Justice Prisoner and Alien Transportation System: Provided further, That not to exceed \$20,000,000 shall be considered "funds appropriated for State and local law enforcement assistance" pursuant to 18 U.S.C. 4013(b).*

Note.—A full-year 2011 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. 111–242, as amended). The amounts included for 2011 reflect the annualized level provided by the continuing resolution.

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

No substantive changes proposed.

Note: The FY 2012 President's Budget uses the FY 2011 President's Budget language as a base so all language is presented as new.

## IV. Decision Unit Justification

Office of the Federal Detention Trustee Budget Request	Perm. Pos.	FTE	Amount (\$000)
2010 Enacted with Rescissions	27	25	1,438,663
2010 Supplemental	0	0	7,000
2010 Enacted w/Rescissions and Supplementals	27	25	1,445,663
2011 Continuing Resolution	27	25	1,438,663
Adjustments to Base and Technical Adjustments	0	2	122
2012 Current Services	27	27	1,438,785
2012 Program Increases	2	2	156,575
2012 Request	29	29	1,595,360
<b>Total Change 2011-2012</b>	<b>0</b>	<b>0</b>	<b>\$156,697</b>

OFDT Information Technology Breakout (of Decision Unit Total)	Perm. Pos.	FTE	Amount (\$000)
2010 Enacted w/Rescissions	5	5	5,497
2011 Continuing Resolution	5	5	6,754
Adjustments to Base and Technical Adjustments	0	0	0
2012 Current Services	0	0	6,754
2012 Program Increases	0	0	0
2012 Request	5	5	6,754
<b>Total Change 2011-2012</b>	<b>0</b>	<b>0</b>	<b>\$0</b>

### A. Program Description

#### A.1 Detention Services

OFDT has oversight responsibility for federal detention services relating to the detention of federal detainees. OFDT resources provide the housing and care for federal detainees remanded to USMS custody. Resources are expended from the time a prisoner is brought into USMS custody 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 Non-refundable Service Charge 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 2012 it is expected that the capacity of the federal facilities will accommodate only 19% of the USMS detention population. By contrast, during FY 2000, federal facilities housed approximately 30% of the USMS detention population. With space unavailable in areas where more federal bed space is needed, DOJ has increasingly had to rely on the private sector.

OFDT has established 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:** Detention efficiencies have been discussed generally above. A more detailed discussion of OFDT accomplishments, efficiencies and cost containment measures is provided in *Section C: Performance, Resources, and Strategies* (See p. 27-33).

## ***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 deportable and criminal aliens in the custody of the USMS, BOP, or ICE. JPATS operates as a revolving fund activity with total operating costs reimbursed by customer agencies. Reimbursement is calculated using a cost-per-flight-hour methodology that identifies costs that are inclusive to each customer agency, differentiates the costs by fixed and variable rates, and establishes the hourly costs for large and small aircraft usage per location.

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

- expanding the transit infrastructure;
- reducing in-transit time;
- expanding ground transportation capabilities;
- decreasing reliance on the 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.

OFDT, through the efforts of the new Director, will 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). Once implementation is complete, data will be available to identify areas impeding efficiency and drive program improvement through performance measurement and monitoring.

### ***Scheduling***

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

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

Once fully implemented, JMIS 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. This is much too complex to achieve through current manual methods.

### ***Flight Delays***

JMIS will also create the ability 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 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.

### ***Contract Costs***

Analysis is currently underway to break from past practices in contracting to explore new contracting options which will yield effective delivery of services at a reduced cost.

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

OFDT is leading the effort to develop the necessary strategies and corresponding solutions that facilitate greater efficiencies across detention agencies. To achieve this, OFDT continues to invest in Information Technology Infrastructure to facilitate required IT solutions that integrate with existing detention agency systems.

**OFDT's IT Division Enterprise & Program Management Office:** OFDT is at the forefront of effective IT program management, largely due to its ability to apply reliable, best practice project management principles and availability of resources. OFDT

continues to improve its enterprise architecture by investing in proven solutions and risk management practices. This provides standardization and controls to effectively plan, coordinate and implement quality solutions within the enterprise architecture. Comprehensive governmental oversight of IT projects and adherence to a proven software development lifecycle process will result in maximizing the government's return on investment while mitigating risk.

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

### ***Industry Standards***

OFDT is committed to using industry best practices, including project management. In FY 2010, this included:

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

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

OFDT continues to work across the detention community to develop and refine IT solutions. Successes in FY 2010 include:

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

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

OFDT continues to develop improved methods to share data across the detention community, including these in FY 2010:

- Partnering with the Justice Automated Booking System (JABS) program office, OFDT created web services with ONEDOJ and JABS to share detention related data for the sentence-to-commitment process, budget formulation, and the collection of facility information.
- Leading the Joint Prisoner Record Exchange (JPEx) working group as a key partner in the multi-agency Joint Business Operations Standards Board. JPEx will capture detainee-centric data from multiple agencies to standardize and share/use in detention-related business processes.
- Continuing support for integration with USMS Justice Detainee Information System (JDIS) and JPATS Management Information System (JMIS).

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

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

eDesignate enables the BOP to complete sentence computations and designations and returns disposition to the USMS. Based on the length of sentence, the USMS either maintains custody of the detainee until the sentence is served, in the case of a short sentence, or prepares the prisoner for movement to the commitment location. If the detainee must be moved via JPATS, eDesignate allows the USMS to submit a movement request electronically. eDesignate also serves to provide a workflow for medical designations. 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.

**Detention Services Network (DSNetwork):** The concept of the Detention Services Network (DSNetwork) is that of a multifaceted, full-service internet site for detention services. The goal of DSNetwork is to improve interaction between government agencies and service providers as well as reduce workload. The vision of the DSNetwork site is to provide information to authorized detention stakeholders regarding detention service procurement and to share detention quality assurance information and other relevant detention facility data. The detention services offerings continue to be developed and implemented as detention needs arise. The following modules exist or are planned:

- ***Electronic Intergovernmental Agreement (eIGA)***  
The eIGA system was successfully deployed in 2008 to manage the interaction between facility providers offering detention services and a federal agency. eIGA automates the application process by enabling a facility to provide essential information via a secure, web-based system and then provides the government with a reliable and justifiable structure for negotiation. The system streamlines the former paper-based process, tracks the negotiation between detention provider and the government, and provides audit and reporting tools.
- ***Facility Review Management System (FRMS)***  
The FRMS is a web-based application developed to facilitate, standardize, record, and report the results of Quality Assurance Reviews (QAR) performed on private contracts and high-volume IGAs, as well as other IGA facilities. Since its implementation, FRMS has been utilized successfully in numerous QARs. Most recently, a reports module has been developed to provide OFDT's 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.
- ***Electronic Prisoner Medical Request (ePMR)***  
The ePMR pilot was implemented in FY 2010 to address a critical gap in the processing of detainee medical referrals from the USMS district to headquarters medical officials.

- Detention Invoicing and Reconciliation System***  
 OFDT will work with the USMS to design and implement an automated centralized detention invoicing and tracking system. Hosted on DSNetwork, the application will convert a decentralized and non-standardized manual invoicing process into a time- and cost-effective web-based solution. This application will integrate with existing USMS processes within JDIS and DOJ sponsored systems to efficiently reconcile the detainee jail bill and serve to accurately and promptly release payment from the districts to the detention providers. This application is expected to reduce the labor associated with the current manual systems and result in a more efficient process and provide monitoring and reporting capabilities. Development of a proof of concept pilot is planned for FY 2011; full implementation is planned for FY 2012.

**Trustee Automated Office System (TAOS):** TAOS is OFDT’s enterprise knowledge management application developed to support office collaboration, business workflows, document management, and performance tracking. Built in Microsoft SharePoint, TAOS serves to increase the effectiveness of office practices by sharing work products, automating routine office functions, and eliminating paper-based transactions. TAOS provides OFDT with a mechanism to plan for continued operations during contingency situations as well as supports the administration’s telework policy. TAOS enables OFDT to conduct day-to-day business processes electronically in a timely and effective manner.

The following represents OFDT’s Information Technology Program Base:

<b>Information Technology Base for 2012</b>	
Detention Services Network (DSNetwork)	593,000
OFDT Workflow Systems (OWS)	3,669,000
The Trustee Automated Office System (TAOS)	1,365,000
Detention Invoicing and Reconciliation System	450,000
Reimbursable Agreement - OCIO	180,000
Reimbursable Agreement - E-Gov – OCIO	184,000
Reimbursable Agreement - IT Security- OCIO	313,000
<b>Total</b>	<b>\$6,754,000</b>

### Performance and Resource Table

Decision Unit: Office of the Federal Detention Trustee      DOJ Strategic Objectives:													
3.1 Protect judges, witnesses, and other participants in federal proceedings, and ensure the appearance of criminal defendants for judicial proceedings or confinement													
3.3 Provide for the safe, secure, and humane confinement of detained persons awaiting trial and /or sentencing and those in custody of the Federal Prison System													
Workload/Resources			Final Target		Actual		Projected		Changes		Requested (Total)		
			FY 2010		FY 2010		FY 2011 CR		Current Services Adjustments and FY 2012 Program Changes		FY 2012 Request		
<b>Workload:</b> Total Average Daily Population:			60,575		60,454		60,832		1,729		62,561		
State & Local Gov't (IGA) Facilities			38,699		37,248		37,729		1,426		39,155		
Private Facilities			9,136		10,942		10,937		154		11,091		
<b>Subtotal Non-federal Facilities</b>			<b>47,835</b>		<b>48,190</b>		<b>48,666</b>		<b>1,580</b>		<b>50,246</b>		
<b>Federal (BOP) Facilities</b>			<b>11,990</b>		<b>11,554</b>		<b>11,586</b>		<b>88</b>		<b>11,674</b>		
<b>Non-Paid Beds</b>			<b>750</b>		<b>710</b>		<b>580</b>		<b>61</b>		<b>641</b>		
<b>Workload:</b> Transportation:													
# Transportation Moves of USMS Prisoners – Air			66,915		64,279		66,915		(22,775)		44,140		
# Transportation Moves of USMS Prisoners – Ground			92,134		99,344		92,134		4,357		96,491		
Total Costs and FTE			FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000	
(Reimbursable FTE are included, reimbursable costs are bracketed and not included in the total)			25	\$1,438,663	25	1,420,045	27	\$1,438,663	2	\$156,697	29	\$1,595,360	
Type/ Strategic Obj.	Performance/Resources		FY 2010		FY 2010		FY 2011				FY 2012 Request		
DOJ SO 3.3	<b>Program Activity</b>	<b>Detention Services</b>	Resources	FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000		
			Detainee Housing & Subsistence	0	1,392,602		1,373,295	0	1,392,602	0	156,584	0	1,549,186
			Support	24	10,304	24	10,198	27	10,304	1	113	28	10,417
			<b>Total:</b>	<b>24</b>	<b>\$1,402,906</b>	<b>24</b>	<b>1,383,493</b>	<b>27</b>	<b>\$1,402,906</b>	<b>1</b>	<b>156,697</b>	<b>28</b>	<b>1,559,603</b>
Efficiency	Per Day Jail Cost (Non-federal)		\$70.98		\$70.56		\$74.02		\$1.75		\$75.77		
Performance	Health Care Cost Per Capita (Non-federal)		\$1,594		\$1,630		\$1,502		\$173.00		\$1,675		
Performance	# Targeted Non-federal Facility Reviews Completed		32		32		30		0		30		
<b>OUTCOME</b>	Per Day Detention Cost		\$76.51		\$76.07		\$78.96		\$2.91		\$81.87		
<b>OUTCOME</b>	Targeted Non-federal Facilities Meeting Min Stds		27		27		31		0		31		
DOJ SO 3.1	<b>Program Activity</b>	<b>JPATS Transportation</b>	Resources	FTE	\$000	FTE	\$000	FTE	\$000			FTE	\$000
			JPATS	0	35,757		36,552	0	35,757	0	0	1	\$35,757
			Support	1	0	1		0	0	0	0	1	0
			<b>Total:</b>	<b>1</b>	<b>\$35,757</b>	<b>1</b>	<b>36,552</b>	<b>1</b>	<b>35,757</b>				
<b>OUTCOME</b>	Transportation Unit Cost		\$1,150		\$1,373.1		\$1,775		\$0		\$1,775		

*Performance Measure Table*

**Decision Unit: Office of the Federal Detention Trustee**

Performance Report & Performance Plan	FY 2004	FY 2005	FY 2006	FY 2007	FY 2008	FY 2009	FY 2010	FY 2011	FY 2012
	Actual	Actual	Actual	Actual	Actual	Actual	Actual	Target	Target
Per Day Jail Costs (Non-Federal)	\$61.87	\$61.92	\$62.73	\$64.40	\$67.47	\$69.01	\$70.56	\$74.02	\$75.77
Health Care Cost Per Capita (Non-federal)	\$1,333	\$1,364	\$1,544	\$1,478	\$1,528	\$1,476	\$1,630	\$1,502	\$1,675
# Targeted Facility Reviews (Non-federal)	N/A	N/A	20	22	26	29	32	30	30
Per Day Detention Cost (Non-federal)	\$66.06	\$66.33	\$67.72	\$69.30	\$72.79	\$73.05	\$76.07	\$78.96	\$81.87
Facilities Meeting Minimum Standards (Non-federal)	N/A	N/A	95% 19 of 20	100% 22 of 22	100% 26 of 26	93% 27 of 29	100% 22 of 22	100% 23 of 23	100% 23 of 23
Transportation Unit Costs	N/A	N/A	\$1,001	\$950	\$999	\$1,105	\$1,373	Discontinued	
Transportation Unit Costs* (New)	N/A	N/A	N/A	N/A	N/A	N/A	N/A	1,775	1,775

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

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

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

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

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

### Performance Measure: Per Day Jail Cost

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

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

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

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

### Performance Measure: Health Care Cost Per Capita

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

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

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

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

### Performance Measure: Per Day Detention Cost

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

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

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

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

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

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

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

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



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

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

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

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

**Data Limitations:** Data reported often reflect a delay in reporting due to reporting systems inaccessible to OFDT.

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

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

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

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

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

**Performance Measure: Transportation Unit Cost - 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 by OFDT to determine the prisoner-specific transportation costs.

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

**Data Limitations:** Maintaining prisoner movement data is a labor-intensive process. The reliability of the component data is often compromised by invalidated data entry. Accordingly, labor-intensive data analysis is often required to ensure that the data provided to OFDT passes certain logical tests. Additionally, data describing the cost of BOP-sponsored transportation is based on standardized formulae provided by the BOP for calculating the cost of operating their buses, the costs BOP-provided in-transit housing is based on BOP-reported per capita cost of operating BOP facilities, particularly the Federal Transfer Center in Oklahoma City.

**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, OFDT's eIGA system, and OFDT's records provide information

describing the cost of non-federal housing. Data are maintained on each prisoner transported by JPATS. Data from the various systems are aggregated together by JMIS to determine the prisoner-specific total transportation costs.

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

**Data Limitations:** Maintaining prisoner transportation data is a labor-intensive process. The reliability of the component data is often compromised by invalidated data entry. Accordingly, labor-intensive data analysis is often required to ensure that the data provided to JPATS passes certain logical tests. Additionally, data describing the cost of BOP-sponsored transportation is based on standardized formulae provided by the BOP for calculating the cost of operating their buses, the costs BOP-provided in-transit housing is based on BOP-reported per capita cost of operating BOP facilities, particularly the Federal Transfer Center in Oklahoma City.

## C. Performance, Resources, and Strategies

### Program Activity: Detention Services

#### OFDT Strategic Goal 1:

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

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

#### Performance Plan and Report:

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

**FY 2010 Target:** \$76.51

**FY 2010 Actual:** \$76.07

#### Challenge: Adequate Detention Beds

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

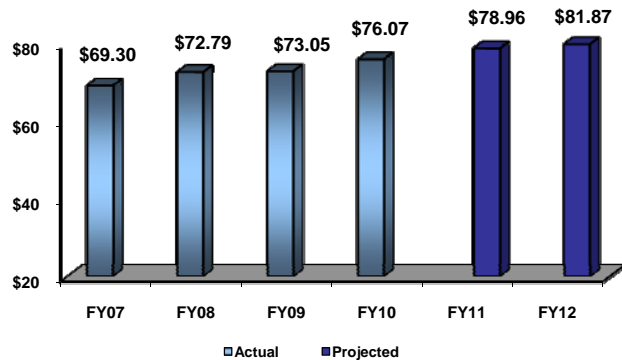
#### *Strategy: Maximize the use of available bed space*

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

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

The need to facilitate faster movement of prisoners continues to be an area of concern for OFDT. When the Federal Transfer Center (FTC) in Oklahoma City and Grady County

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



Detention Center are unable to process additional prisoners, delays are created that slow prisoner movements in other districts, thereby increasing the length of stay and resulting in increased housing costs.

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

OFDT recognized that 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, USMS and OFDT, has focused on moving prisoners faster to their destinations within available resources while maximizing the efficiency of the transportation systems. RTCs and GTCs were created to supplement the FTC, increase efficiencies and reduce the backlogs in prisoner transportation. The goals of the RTCs and GTCs 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 pre-trial inmates in highly impacted districts by expediting moves
- Reduce detention and transportation costs
- Place additional housing close to JPATs arteries serving the impacted federal agencies
- Reduce aircraft loads and increase seat availability

Currently, the East Coast RTC is located at the Robert A. Deyton facility in Lovejoy, GA. The West Coast RTC need will be satisfied through the newly constructed 1,000 bed Nevada Southern Detention Center (NSDC) in Pahrump, NV. This facility activated in October 2010.

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

**Challenge: Projection of IGA Increases**

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

***Strategy: eIGA***

OFDT developed eIGA to provide a measure of standardization for the cost and the manner in which the Intergovernmental Agreement (IGA) rates for state and local facilities are calculated. eIGA 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 ones are initiated and older ones are renegotiated. eIGA has recently been extended to ICE as a pilot program for potential long-term use. If, after the pilot, ICE determines they will use eIGA, this will increase the opportunities for the federal government to standardize the negotiation process.

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

As discussed previously, eDesignate provides for a more efficient workflow between the US Probation offices, the USMS, and the BOP during the sentence-to-commitment process by 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**

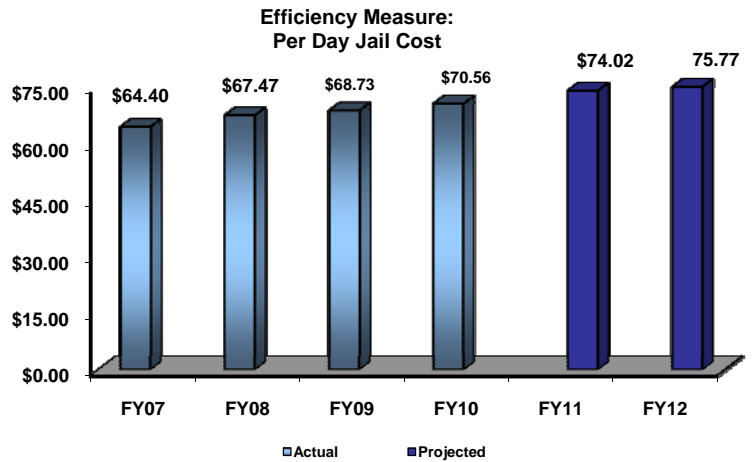
OFDT will continue to provide funding to the Federal Judiciary to support alternatives to pretrial detention, such as electronic monitoring, halfway house placement, and drug testing and treatment. The budgetary savings of these alternatives to detention is substantial. During FY 2009, OFDT provided the AOUSC with \$3.7 million to supplement their funding for alternatives to detention. If the defendants who were released on an alternative-to-detention program had been detained in a secure facility pending adjudication, the detention population would have been higher by approximately 1,900 prisoners per day at a cost of approximately \$44 million.

**Performance Plan and Report:**

**Measure:** Per Day Jail Cost

**FY 2010 Target:** \$70.98

**FY 2010 Actual:** \$70.56



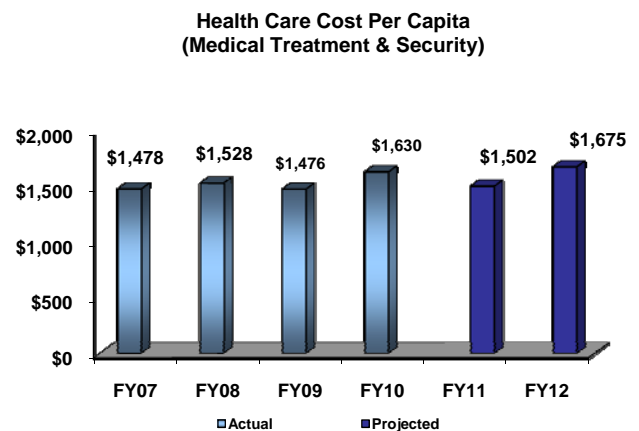
### 1.3: Ensure adequate medical services are provided in the most economical manner

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

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

#### ***Strategy: National Medical Contract***

OFDT awarded a national managed-care medical contract to meet the needs of the USMS, the legislative requirements of Medicare and Medicaid, and the Federal Acquisition Regulations. The national managed-care medical contract provides a uniform, systematic approach that will reduce staff work hours and track medical savings nationwide. The contract currently covers over 75 percent of the nation and is expected to expand. Implementation continues with a Nationwide Pharmacy Program, Provider Network, and Re-pricing, which began in FY 2009 and was rolled out nationwide in FY 2010.



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

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

**FY 2010 Target:** \$1,594

**FY 2010 Actual:** \$1,630

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

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

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

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

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

### ***Strategy: Implementation of a Comprehensive Quality Assurance Program***

The OFDT Quality Assurance Program is a multi-faceted approach to ensure the safe, secure, and humane confinement of detainees as well as address Congress' concerns for public safety as it relates to violent prisoners (e.g., *Interstate Transportation of Dangerous Criminals Act*, also known as *Jenna's Act*). The Federal Performance-Based Detention Standards (FPBDS) provide the foundation for the program, while the various program components ensure compliance to the standards. These components (listed below) cover all aspects of detention from construction to operational review and training.

- ***Performance-Based Contracts:*** To define acceptable conditions of confinement, OFDT created FPBDS in cooperation and coordination with the BOP, USMS, and ICE. The FPBDS provides a system of objective checks and balances to ensure that all providers achieve and maintain the standards. Federal contracts are written or modified to reflect the FPBDS for all private contract facilities and high-volume (ADP >480) state and local facilities. To ensure compliance with the standards, private contractor performance evaluation and, consequently, compensation are based on the facility's ability to demonstrate alignment with the standards.
- ***Quality Assurance Reviews (QARs):*** Initially, the goal of the QAR program was to conduct on-site reviews for 100% of Targeted Non-federal Facilities, defined as: all private facilities, all agency-requested reviews, and all high-volume IGAs, as well as smaller IGA facilities that were selected based on various criteria, e.g., a significant incident. A review identifies and reflects facility deficiencies as related to the delivery of contract services. A corrective action plan developed by the facility to address deficiencies is



***QAR Review in Progress at the Central Arizona Detention Center***



monitored by OFDT 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, it is now expanding to focus on Medium IGAs.

The table below has been modified to capture the new categories of QARs and relative performance goals. 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.

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

Also during FY 2010-2011 OFDT is engaging in the development of detention standards for facilities housing juveniles in the custody of USMS. A pilot was conducted in June 2010 at an IGA facility in Arizona that currently houses juveniles. A full juvenile QAR program is being developed for this facility. In



addition, transportation standards have also been developed and a pilot has also taken place in June at a facility in Arizona. The QAR program also provides the necessary training to those individuals working in the field to ensure proper contract oversight and adherence to federal detention standards, including:

- ***Contract Monitoring Instrument (CMI) Training:*** This training provides the skill-set necessary to monitor private and large IGA detention facilities to ensure the quality of detention services.
- ***Contract Monitoring and Enforcement Training (CMET):*** This training provides instruction on contractor officer technical representative (COTR) roles and responsibilities for administering and monitoring performance-based detention facility contracts. It includes the identification of services vulnerable to inflated costs, documentation of trends, and the necessary steps to take to enforce contract compliance.
- ***Private Detention Facility Construction and Activation Monitoring:*** To ensure that newly constructed facilities meet all aspects of the FPBDS in addition to local and state requirements, OFDT has awarded a contract to monitor private detention facility construction and activation.

**Performance Plan and Report:**

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

**FY 2010 Target:** 27 of 32

**FY 2010 Actual:** 32

## Program Activity: JPATS Transportation

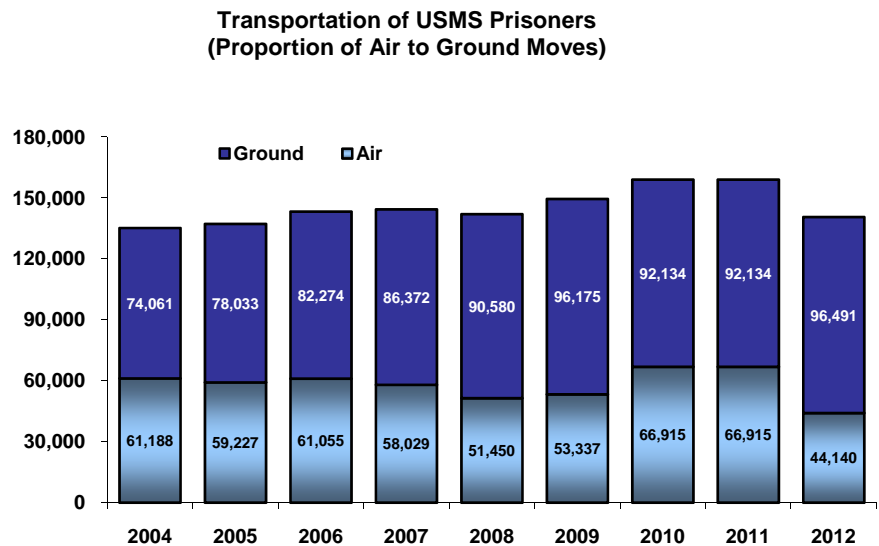
### OFDT Strategic Goal 3: Increase the efficiency of the JPATS program

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

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

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

The demand for transportation will continue to rise with the increase in detainee population. Given finite resources and uncontrollable fuel prices, OFDT must look for innovative solutions to create greater efficiency within the current infrastructure. The interdependence of transportation and housing precludes addressing one without having an impact on the other. To the extent possible, efforts will continue to shift from air transportation to the less costly ground transportation.



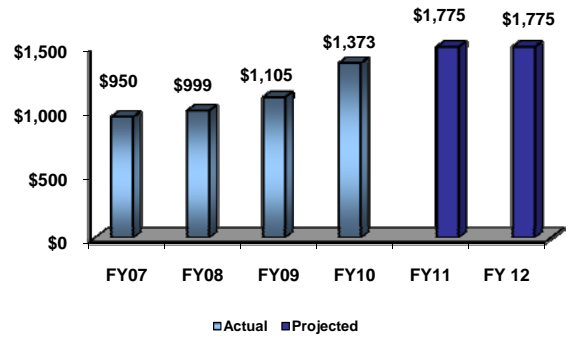
Two challenges of funding transportation are determining the appropriate resources to provide the service and accurately projecting what the transportation need will be. OFDT and USMS have formed a working group to develop a methodology for projecting resources required for intra-district transportation.

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

OFDT, through the JPATS Director, will lead the optimization efforts discussed above to determine potential transportation efficiencies and drive program improvement through performance tracking and management. The expectation is that 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.

**Performance Plan and Report:**  
**Measure:** Transportation Unit Cost  
(Transportation via JPATS & Related  
Housing Cost)  
**FY 2010 Projection:** \$1,150  
**FY 2010 Actual:** \$1,373  
**Discontinued**

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



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



**Unloading prisoners after a JPATS flight**

## V. Program Increases by Item

### *Detention Services*

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

Component Ranking of Item: 1

Program Increase: Positions 0 Agt/Atty 0 FTE 0 Dollars \$156,584,000

#### Description of Item

OFDT requests \$156,584,000 for costs associated with prisoner detention and care.

#### Justification

OFDT is responsible for oversight and funding for federal detention services relating to the detention of federal detainees. The resources requested will provide housing and care for federal detainees remanded to USMS custody. The size of the detainee population is attributable to a number of factors, including new and more aggressive enforcement of existing laws, new federal law enforcement initiatives and prosecutorial efforts. The USMS is responsible for processing, housing, and producing federal detainees for all federal court actions.

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

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

## Funding

### Base Funding

FY 2010 Enacted (w/resc/supps)				FY 2011 CR				FY 2012 Current Services			
Pos	agt/atty	FTE	\$(000)	Pos	agt/atty	FTE	\$(000)	Pos	agt/atty	FTE	\$(000)
0	0	0	\$1,392,602	0	0	0	\$1,392,602	0	0	0	\$1,392,602

Non-Personnel Increase Cost Summary

Non-Personnel Item	Unit Cost	Quantity	FY 2012 Request (\$000)	FY 2013 Net Annualization (Change from 2012) (\$000)
Housing of Prisoners	0	0	\$156,584	0
Total Non-Personnel	0	0	156,584	0

Note: For the purpose of this exhibit, the average unit cost for detention and detention-related services associated with the increased number of required detention bed days is \$73.91. The program increase reflects the actual cost of where the additional prisoners are expected to be housed.

Total Request for this Item

Budget Request	Pos	Agt/Atty	FTE	Personnel (\$000)	Non-Personnel (\$000)	Total (\$000)
Current Services	0	0	0	0	\$1,392,602	\$1,392,602
Increases	0	0	0	0	156,584	156,584
Grand Total	0	0	0	0	1,549,186	1,549,186

## *Detention Services*

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

Component Ranking of Item: 2

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

### Description of Item

The Office of the Federal Detention Trustee (OFDT) requests 2 positions, 2 FTE, and \$162,000 for costs associated with detention program oversight. The requested positions are for a statistician and contracting officer.

### Justification

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

OFDT is requesting \$162,000 to fund 2 additional positions. These positions will serve as a support function as well as designing and driving program initiatives. OFDT relies upon positions that are typically supportive in nature to develop policy and move the detention program forward. These positions serve inherently governmental roles in managing funds, contracts, and people. In order to adequately manage the detention program, OFDT requests the following additional positions:

1. Statistician - OFDT is requesting funding for one additional statistician. Currently, OFDT has one full-time statistician dedicated to monitoring the federal detention population and developing projections of future federal criminal arrests and the size of the detention population. Additional staff would allow for succession planning and give OFDT the ability to transfer and retain institutional knowledge as well as provide professional development. As OFDT continues to refine its projections, an additional statistician is needed to expand law enforcement and prosecutorial staffing patterns into the detention population projection model, evaluate pretrial release and detention practices, assess current prisoner transportation practices to model future needs based on the increasing detention population and availability of BOP bed space, and conduct a regular survey of the U.S. Attorneys to determine prosecutorial priorities and the potential impact on the detainee population.

Both the FY 2009 House and Senate marks expressed a need for additional detention data. The House Mark recommended that the Department work with the National Academy of Sciences to develop a model for estimating the impact of immigration workload on the Department. The Senate Mark directed OFDT to

report quarterly on the numbers of individuals in detention and associated costs. The additional statistician is required to meet these efforts.

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

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

Impact on Performance

Additional resources will allow OFDT to significantly expand its oversight role. Without these additional positions, OFDT will be limited in its abilities to provide sufficient oversight and timely and accurate information and data.

**Funding**

Base Funding

FY 2010 Enacted (w/resc/supps)				FY 2011 CR				FY 2012 Current Services			
Pos	agt/ atty	FTE	\$(000)	Pos	agt/ atty	FTE	\$(000)	Pos	agt/ atty	FTE	\$(000)
27	0	25	10,304	27	0	25	10,304	27	0	27	10,304

Personnel Increase Cost Summary

Type of Position	Modular Cost per Position (\$000)	Number of Positions Requested	FY 2012 Request (\$000)	FY 2013 Net Annualization (change from 2012) (\$000)
IT Project Manager	189	1	81	61
Contracting Officer	189	1	81	61
Total Personnel	378	2	162	122

Total Request for this Item

	Pos	Agt/Atty	FTE	Personnel (\$000)	Non-Personnel (\$000)	Total (\$000)
Current Services	27	0	27	\$10,304	0	\$10,304
Increases	2	0	2	162	0	162
Grand Total	29	0	29	10,466	0	10,466



## VI. Program Offsets by Item

### *Detention Services*

**Item Name:** Administrative Efficiencies  
**Budget Decision Unit(s):** Office of the Federal Detention Trustee  
**Strategic Goal(s) & Objective(s):** Goal 3.3  
**Organizational Program:** Detention Services

Component Ranking of Item: 1

Program Increase: Positions 0 Agt/Atty 0 FTE 0 Dollars (\$5,000)

#### Description of Item

OFDT would achieve these savings through each component reducing the amount it spends on various administrative items. These items include, but are not limited to: printing, publications, travel, conferences, supplies and general equipment.

#### Justification

This reduction is part of the Department's plan to institute substantive efficiencies without unduly taxing either the people or the missions of DOJ.

#### Impact on Performance

No substantive impact.

### **Funding**

#### Base Funding

FY 2010 Enacted (w/resc/supps)				FY 2011 CR				FY 2012 Current Services			
Pos	agt/ atty	FTE	\$(000)	Pos	agt/ atty	FTE	\$(000)	Pos	agt/ atty	FTE	\$(000)
0	0	0	6,574	0	0	0	6,563	0	0	0	6,563

#### Non-Personnel Reduction Cost Summary

Non-Personnel Item	Unit Cost	Quantity	FY 2012 Request (\$000)	FY 2013 Net Annualization (Change from 2012) (\$000)
Administrative Efficiencies & Tech Refresh	0	0	(\$5)	0
Total Non-Personnel	0	0	(5)	0

Total Request for this Item

Budget Request	Pos	Agt/Atty	FTE	Personnel (\$000)	Non-Personnel (\$000)	Total (\$000)
Current Services	0	0	0	0	6,563	\$6,563
Decreases	0	0	0	0	(5)	(5)
Grand Total	0	0	0	0	6,558	6,558

***Detention Services***

**Item Name:** Technology Refresh  
**Budget Decision Unit(s):** Office of the Federal Detention Trustee  
**Strategic Goal(s) & Objective(s):** Goal 3.3  
**Organizational Program:** Detention Services

Component Ranking of Item: 2

Program Increase: Positions 0 Agt/Atty 0 FTE 0 Dollars (\$4,000)

Description of Item

This offset reflects the savings realized by OFDT by extending the refresh rate of desktops and laptops by one year. Projected savings are based on average costs for laptops and desktops and the refresh rate for FY 2010.

Justification

Most desktops and laptops are used primarily for basic office automation applications. Extending the technology refresh rate of desktops and laptops by one year is preferable to programmatic or personnel reductions.

Impact on Performance

The impact of this proposal on Department operations is expected to be minimal.

**Funding**

Base Funding

FY 2010 Enacted (w/resc/supps)				FY 2011 CR				FY 2012 Current Services			
Pos	agt/ atty	FTE	\$(000)	Pos	agt/ atty	FTE	\$(000)	Pos	agt/ atty	FTE	\$(000)
0	0	0	6,574	0	0	0	6,563	0	0	0	6,563

Non-Personnel Reduction Cost Summary

Non-Personnel Item	Unit Cost	Quantity	FY 2012 Request (\$000)	FY 2013 Net Annualization (Change from 2012) (\$000)
Administrative Efficiencies	0	0	(\$4)	0
Total Non-Personnel	0	0	(4)	0

Total Request for this Item

Budget Request	Pos	Agt/Atty	FTE	Personnel (\$000)	Non-Personnel (\$000)	Total (\$000)
Current Services	0	0	0	0	6,563	\$6,563
Decreases	0	0	0	0	(4)	(4)
Grand Total	0	0	0	0	6,559	6,559