

**United States Marshals Service  
FY 2018 Performance Budget  
President's Budget**

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



**May 2017**

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## Table of Contents

<b>I. Overview .....</b>	<b>4</b>
A. Budget Assumptions .....	4
B. Efficiencies and Savings .....	5
C. Budget Summary .....	6
D. Revenues and Expenses .....	6
<b>II. JPATS Performance Challenges .....</b>	<b>7</b>
A. Transporting Prisoners in a Safe, Timely, and Economical Manner .....	7
1. Conduct Safe, Secure, Humane Prisoner Transport.....	7
2. Transport Prisoners in a Timely Manner .....	8
3. Transport Prisoners in an Economical Manner.....	8
<b>III. Performance Tables .....</b>	<b>9</b>
Performance and Resources Table.....	9
Definition of Terms or Explanations for Indicator .....	10
Performance Measure Table .....	11
Performance, Resources, and Strategies .....	12
<b>IV. JPATS Operating Budget.....</b>	<b>13</b>
Chart 1: Operating Cost Changes .....	13
Chart 2: Sources of New Orders/Revenue .....	13
Chart 3: Revenues and Expenses .....	14
<b>V. USMS JPATS Exhibits</b>	
A. Organizational Chart	
B. Summary of Requirements	
D. Resources by DOJ Strategic Goals and Strategic Objective - Not Applicable	
F. Crosswalk of 2016 Availability	
G. Crosswalk of 2017 Availability	
H. Summary of Reimbursable Resources	
I. Detail of Permanent Positions by Category	
K. Summary of Requirements by Object Class	
M. Schedule of Aircraft	

## **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 reimbursed by customer agencies. JPATS coordinates the movement of federal prisoners and detainees in the custody of the U.S. Marshals Service (USMS) and the Bureau of Prisons (BOP), including pretrial, sentenced, and criminal aliens. JPATS also transports Department of Defense and state and local prisoners on a reimbursable, space-available basis.

Using its customers' projected prisoner movement requirements, JPATS projects total costs associated with air transportation. JPATS uses OMB Circular A-126 guidelines to identify fixed and variable air transportation cost categories, and applies activity-based costing to develop flying hour rates. JPATS bills its customers based on the number of flight hours and the number of seats the customers use to move their prisoners/detainees.

As a revolving fund, JPATS operates with numerous benefits, including but not limited to:

- the no-year account provides a consistent funding stream from customer agencies;
- operation under the concept of full-cost recovery;
- multi-year funding/leasing authority for capital acquisitions; and
- authority to retain proceeds from disposal of aircraft, support equipment, and parts.

The JPATS revolving fund creates cost stability for customer agencies, because the fund can absorb cost fluctuations for operating expenses such as fuel and aircraft maintenance on a short-term basis. 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 each scheduled mission is properly staffed with a well-trained crew of professionals. Each mission includes qualified flight personnel to safely operate the aircraft. Experienced law enforcement and security officers ensure crew safety and the safe, secure transfer of prisoners. At least one certified medical specialist validates required screenings and medical records to ensure all prisoners are medically stable and fit to fly.

### **A. Budget Assumptions**

JPATS continually seeks opportunities to improve transportation service quality, optimize the transportation network, and produce efficiencies for the customer. Key assumptions for this budget formulation include:

- The 737-400 aircraft maintenance increase is based on current year actual expenses.
- The price per gallon of jet fuel continues to fluctuate due to the changing market.
- The three acquired 737-400 aircraft ensure a higher availability rate for missions and a significant savings to the customers.

## **B. Efficiencies and Savings**

JPATS continually examines its operational areas to provide consistent, quality services while seeking to increase efficiencies and 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 and timely data is now available to help management analyze program areas. Working both internally and externally across its customer base, JPATS is using performance data to identify potential problems, create viable solutions, and drive program improvement. JPATS measures and monitors weekly and monthly performance and reports quarterly performance to its customers and the JPATS Executive Committee (JEC).

### JPATS Savings:

JPATS projected that acquisition of two 737 aircraft would save approximately \$6,000,000 per year compared to continued leasing of two MD-80 aircraft. Since purchasing the aircraft in FY 2013, actual savings have exceeded this estimate. Combined ownership costs incurred, including maintenance, depreciation, capital investment, and replacement leases for extended maintenance, were less than the cost of the long-term aircraft lease.

A subsequent business case analysis indicated that a third "contingency" large aircraft would be more economical over time. Therefore, with approval from the JEC, JPATS purchased a third 737 in FY 2016. The lease-to-purchase contract was supported by the General Services Administration (GSA) Capital Asset Planning (CAP) tool in the Federal Aviation Interactive Reporting System (FAIRS). JPATS conducted an extensive aircraft acceptance process prior to the purchase. After flying missions for approximately a year and completing a scheduled heavy maintenance check, JPATS purchased the aircraft using the JPATS working capital fund carryover account. The purchase is projected to save the program \$16,800,000 over five years. In addition to cost savings, owned and operated aircraft provide greater operational flexibility and in the case of the large aircraft the operational profile is less of a security risk.

In FY 2015, JPATS sold its Hawker aircraft after securing a more cost-effective small aircraft lease alternative. The lease for the small aircraft mission is approximately a 30% savings to JPATS customers. This operational change resulted in a reduction of \$3,400 per flight hour in FY 2016, a decrease of \$427 per flight hour in FY 2017, and in FY 2018 a decrease of \$513 per flight hour.

JPATS renewed for the fourteenth year its Universal Service Agreement with the Federal Aviation Administration (FAA) for aircraft maintenance. The FAA continues to provide service for all JPATS-owned aircraft, thus achieving the best value for the government.

### C. Budget Summary

JPATS Revolving Fund program estimates for Obligation Authority (OA) and Personnel Data are based upon customers' projected requirements and estimated carry forward authority.

#### Financial Operations, FY 2016 – 2018 (\$ in thousands)

		<b>FY 2016</b>	<b>FY 2017</b>	<b>FY 2018</b>
		<b>Actual</b>	<b>Estimate</b>	<b>Estimate</b>
<u>Authority</u>	Operating	54,837	53,211	54,678
	Less Depreciation	(1,655)	(1,646)	(2,396)
	Operating Authority	53,182	51,565	52,282
	Carry Forward Authority*	20,186	23,832	20,186
	Total Authority	73,368	75,397	72,468
<u>Staffing</u>	Civilian Positions	123	123	123
	Civilian End Strength	96	108	110
	Personal Contract Guards	109	90	90
	Average GS Salary	\$88,056	\$90,110	\$90,247
	Average SES Salary	\$179,043	\$186,614	\$181,376

\* From SF-133, "Report on Budget Execution and Budgetary Resources," dated September 30, 2016.

### D. Revenues and Expenses

Accumulated Operation Results (AOR) for FY 2016 and anticipated AOR for FY 2017 and FY 2018 are shown below. The Revenue and Expenses chart on page 14 provides corollary details.

#### Revenues and Expenses, FY 2016 – 2018 (\$ in thousands)

	<b>FY 2016</b>	<b>FY 2017</b>	<b>FY 2018</b>
Revenue	46,270	53,211	54,678
Cost Of Operations (includes depreciation)	(44,039)	(53,211)	(54,678)
Operating Results	2,231	0	0
Non-Operating Adjustment - Other	2,676	0	0
Net Operating Results (NOR)	4,907	0	0
Prior Year AOR	(930)	3,977	3,977
AOR Adjustments	0	0	0
Net Accumulated Operating Results (AOR)	3,977	3,977	3,977

## **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 within limited resources to provide the best value to its customers. JPATS must look for innovative solutions to create greater efficiency and sustain optimum program performance within the current transportation infrastructure.

#### **1. Conduct Safe, Secure, Humane Prisoner Transport**

**Strategy: Improve the quality and timeliness of intelligence to reduce potential threats.**

JPATS continues to build its capability to produce quality and timely intelligence on prisoners and operational sites necessary to maintain safe and secure missions. JPATS created an Intelligence Research Specialist program that ties into intelligence assets across the USMS and BOP to develop and share prisoner attributes and threat information relevant to prisoner operations and transportation. JPATS continues to increase the capture of prisoner attribute data in JMIS and developed daily intelligence products for its crews to access through mobile devices.

In concert with its customers (USMS and BOP), JPATS is developing a proof-of-concept system to allow USMS and BOP to compile documents required for prisoner movement in electronic form. Prisoner transfer requires the exchange of specific movement documents. The current paper prisoner movement packet for both parties consists of a movement order, prisoner profile with security information and a photo, a medical form with tuberculosis (TB) clearance, and additional documents as required by each agency. The new system, referred to as the Movement Package project (MPAC), will facilitate the transfer of prisoners from one transport officer or facility to another with a web-based application using responsive design, and demonstrate the feasibility of providing transport staff the ability to view these documents on a desktop, laptop or mobile device. The prototype and eventual production system will be hosted in BOP's Amazon GovCloud environment.

**Strategy: Ensure safe and reliable aviation operations while minimizing risk.**

JPATS continues to leverage new aviation technologies to minimize safety and operational effectiveness risks. JPATS is currently implementing a comprehensive Aviation Safety Management System (SMS) that defines and documents JPATS operations and aligns them with the U.S. General Services Administration's (GSA) Interagency Committee on Aviation Policy (ICAP) and the International Standards-Business Aviation Organization (IS-BAO) best practices. In addition, JPATS will continue to transform aviation support functions and train its personnel for optimal aviation operations as well as attain IS-BAO Certification. Finally, JPATS is exploring new technologies to add predictive analysis tools to its SMS allowing JPATS to foresee and mitigate significant risks of future incidents or accidents.

## **2. Transport Prisoners in a Timely Manner**

**Strategy: Reduce scheduling process time and movement request backlog.**

JPATS continues to optimize the JMIS Assisted Routing and Scheduling System (JARS), which plans the trips and routes of routine prisoner transportation through information technology processes. JARS schedules nearly 77% of JPATS prisoner movement requests, 87% of which are completed as scheduled, allowing transportation specialists to focus on high priority and more complex prisoner transportation schedules. JPATS continuously monitors and assesses movement request timelines to ensure maximum delivery with minimal backlog. The greatest percentage of backlogged prisoners results from designated prisoners being delayed in transit due to lack of bed space at their final BOP destination. JPATS is partnering with the BOP to leverage facility bed space data and integrate with JMIS movement request destination data to achieve greater efficiencies and reduce timelines for prisoner scheduling to final destination.

## **3. Transport Prisoners in an Economical Manner**

**Strategy: Use the most economic bed space before and during 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 2016		FY 2016		FY 2017		Current Services Adjustments and FY 2018 Program Changes		FY 2018 Request	
Total Costs and FTE (\$ in thousands)		FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount
		107	\$52,916	96	\$42,384	108	\$51,565	2	\$717	110	\$52,282
TYPE	PERFORMANCE	FY 2016		FY 2016		FY 2017		Current Services Adjustments and FY 2018 Program Changes		FY 2018 Request	
Program Activity	Prisoner Movement	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount
		107	\$52,916	96	\$42,384	108	\$51,565	2	\$717	110	\$52,282
Performance Measure: Workload	1. Number of requests for air and ground transportation of prisoners	119,629		106,297		115,000		(1,000)		114,000	
Performance Measure: Outcome	2. Transportation Unit Cost	\$1,300		\$1,130		\$1,300		\$0		\$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:**

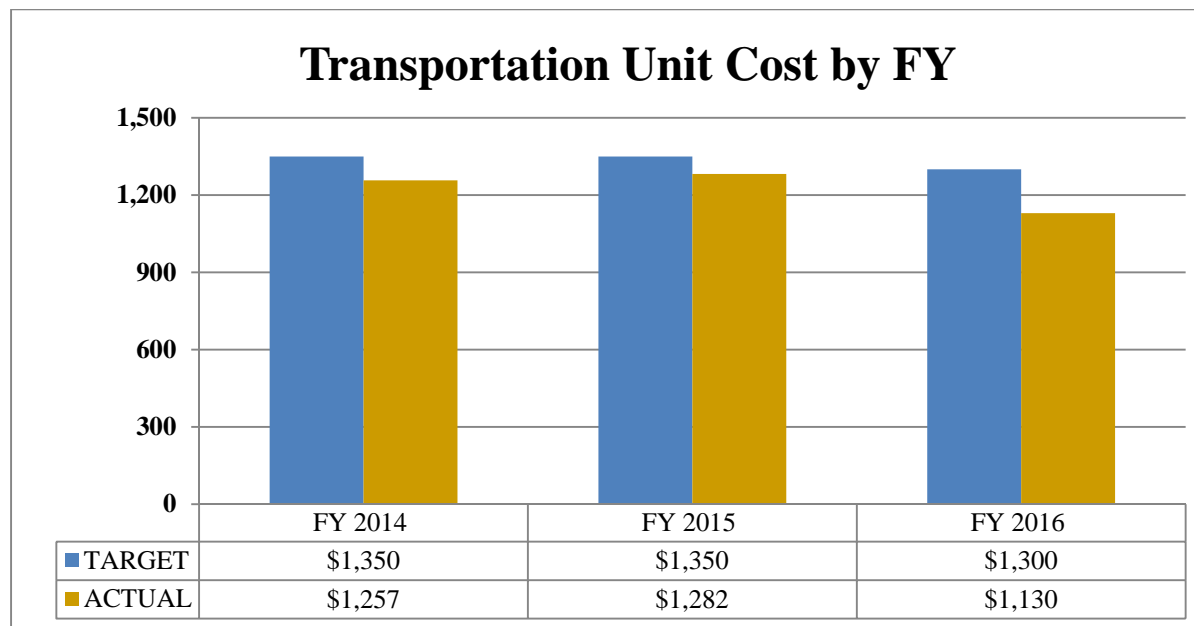
### **1. Transportation Unit Cost.**

- a. Data Definition:** The total average 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.
- 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 tracking 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 in the JPATS Billing Module and JPATS-coordinated ground transportation. Ground transportation is derived using the mileage between two locations and the cost per mile for the ground vehicle type. The USMS Justice Detainee Information System (JDIS), and the eIGA system, and other records managed by Federal Prisoner Detention (FPD), provide per diem costs for in-transit housing. Data is maintained on each prisoner transported by JPATS. Data from the various systems is aggregated together by JMIS in a cost metric datamart to determine the prisoner-specific total transportation costs.
- c. Data Validation and Verification:** JPATS validates the flight hours and movement 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. At times the reliability of the component data may be compromised by invalid data entry and invalid data requests. Additionally, data describing the cost of BOP and USMS sponsored transportation is based on standardized formulae for calculating the cost of operating their buses, vans, and cars.

**2. Factors Affecting FY 2017 and FY 2018 Plans.** The USMS and JPATS' strategic plans encompass efforts to optimize the transportation network. The performance metric captures the entire prisoner cost of transportation, including in-transit housing. Given finite resources and uncontrollable fuel prices, the USMS seeks innovative solutions to create greater efficiency within the current infrastructure. The interdependence of transportation and housing precludes addressing one without the other. The Transportation Unit Cost measure shows the cost effectiveness of strategies to reduce total transportation time, strategies to optimize routing (since there are normally several legs to each trip), strategies to maximize seat utilization, and strategies to utilize the most cost effective housing available.

PERFORMANCE MEASURE TABLE							
Decision Unit: Justice Prisoner and Alien Transportation System							
Performance Report and Performance Plan Targets		FY 2014	FY 2015	FY 2016		FY 2017	FY 2018
		Actual	Actual	Target	Actual	Target	Target
<b>Performance Measure: Workload</b>	1. Number of requests for air and ground transportation of prisoners.	117,255	111,540	119,629	106,297	115,000	114,000
<b>Performance Measure: Output</b>	2. Transportation Unit Cost	\$1,257	\$1,282	\$1,300	\$1,130	\$1,300	\$1,300

Transportation Unit Cost: The FY 2018 target remains at \$1,300 per rate-based prisoner. Historical Transportation Unit Cost is depicted in the graph below.



## **Performance, Resources, and Strategies**

### **a. Performance Plan and Report for Outcomes.**

The JPATS strategic plan requires partnering with the USMS and BOP to maintain financial and operational responsibilities for transporting prisoners, conduct effective daily operations, and promote problem resolution and process improvement at the national level. JPATS leverages its current systems, participates with the USMS in implementing Capture, and partners with the BOP to integrate and advance data sharing solutions focused on providing more efficient operations and reporting capabilities across agencies.

### **b. Strategies to Accomplish Outcomes.**

JPATS is using automation to reduce or eliminate paper-based processes and create dynamic scheduling that is responsive to facility capacity constraints.

JPATS will create a program to support transportation services through mobile technology. The use of mobile devices will serve to expedite operations, improve data collection and reporting, and reduce risk. Risk reduction examples include the provision of electronic prisoner manifests with prisoner photos and key information to aviation enforcement officers, real-time weather updates and airport information to JPATS dispatchers and pilots, and in-flight prisoner medical information to mission paramedics for communication to medical practitioners during immediate care.

To achieve its mission of safe, secure, and economical prisoner transportation, JPATS must ensure effective law enforcement and officer safety while managing cost, infrastructure investment, and personnel resource constraints. JPATS is assessing staffing requirements and pursuing employee scheduling alternatives to ensure personnel with special skills are available when needed. JPATS is developing specialized aviation law enforcement training to enhance officer safety and standardization for both employees and contractors.

#### IV. JPATS Operating Budget

##### Chart 1: Operating Cost Changes

##### Changes in the Cost of Operations, FY 2016 – 2018 (\$ in thousands)

<b>FY 2016 Actual Cost*</b>	\$44,039	<b>FY 2017 Estimate*</b>	\$53,211
Pricing Adjustments:		Pricing Adjustments:	
Aircraft Fuel	5,231	Aircraft Fuel	(1,124)
Aircraft Leases	1,862	Aircraft Leases	(4,023)
Civilian Labor	1,616	Civilian Labor	617
Contract Crews	280	Contract Crews	(130)
Security Guards	(529)	Aircraft Maintenance	4,925
Aircraft Ground Support	137	Aircraft Depreciation	762
Mission Travel	343	Interagency Contracts	251
Other	232	Other	189
Subtotal	9,172	Subtotal	1,467
<b>FY 2017 Estimate</b>	\$53,211	<b>FY 2018 Estimate</b>	\$54,678

\* Actual cost of operations including depreciation.

##### Chart 2: Sources of New Orders/Revenue

##### Sources of New Orders and Revenue, FY 2016 – 2018 (\$ in thousands)

New Orders	FY 2016*	FY 2017	FY 2018
a. Operating Orders From Customers			
USMS	\$27,842	\$33,920	\$34,423
BOP	17,877	19,291	20,255
Other	551	0	0
b. Non-Operating Orders From Customers			
USMS	1,872		
BOP	804		
<b>Total Orders From Customers</b>	<b>\$48,946</b>	<b>\$53,211</b>	<b>\$54,678</b>

**Chart 3: Revenues and Expenses**

**Revenues and Expenses, FY 2016 – 2018**  
(\$ in thousands)

	FY 2016 (Actual)	FY 2017 (Estimate)	FY 2018 (Estimate)
Revenue			
Operations	46,270	53,211	54,678
Other Income			
<b>Total Revenue</b>	<b>46,270</b>	<b>53,211</b>	<b>54,678</b>
Expenses			
<i>Aircraft Operating Expenses</i>			
Aircraft Fuel	6,997	12,228	11,104
Aircraft Maintenance	8,224	8,221	13,146
Aircraft Leases	4,913	6,775	2,752
<i>Aircraft Operating Expenses Total</i>	20,134	27,224	27,002
<i>Labor Related Expenses</i>			
Civilian Labor	12,783	14,075	14,692
Employee Training	245	569	626
Guards, Contract Services	3,821	3,292	3,379
<i>Labor Related Expenses Total</i>	16,849	17,936	18,697
<i>Mission Support Expenses</i>			
Contract Crew	105	385	255
Aircraft Ground Spt Expenses	160	297	323
Navigation Data, Tech Periodicals	142	204	160
Medical/PHS Expenses	186	78	177
Mission Travel	352	695	661
<i>Mission Support Expenses Total</i>	945	1,659	1,576
<i>Non-Mission Support Expenses</i>			
Facilities Expenses	1,578	1,690	1,545
Admin & Support Expenses	1,606	2,151	2,412
Non-Cap Equip Purchases/Rental	374	193	271
Non-Mission Travel	262	474	583
Other Expenses	636	238	196
<i>Non-Mission Support Expenses Total</i>	4,456	4,746	5,007
<b>Total Expenses</b>	<b>42,384</b>	<b>51,565</b>	<b>52,282</b>
<b>Operating Results</b>	<b>3,886</b>	<b>1,646</b>	<b>2,396</b>
Depreciation	-1,655	-1,646	-2,396
<b>Net Operating Results</b>	<b>2,231</b>	<b>0</b>	<b>0</b>
Non-Operating Revenue	2,676	0	0
Prior Year Accumulated Operating Results	-930	3,977	3,977
Accumulated Operating Result Adjustments	0	0	0
<b>Net Accumulated Operating Results</b>	<b>3,977</b>	<b>3,977</b>	<b>3,977</b>