

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

**Federal Prisoner Detention Appropriation**



**May 2017**

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## I. Overview

### A. Introduction

The United States Marshals Service (USMS) Federal Prisoner Detention (FPD) Appropriation provides housing, transportation, and care for federal detainees housed in non-federal detention facilities. For FY 2018, the FPD Appropriation requests a total of 19 positions, 19 full-time equivalent (FTE), and \$1,536,000,000. The request includes adjustments-to-base of \$121,051,000 and a program increase of \$50,349,000.

<b>Federal Prisoner Detention</b>			
	Positions	FTE	Amount* (\$000)
FY 2016 Enacted	19	19	\$1,454,414
FY 2017 Continuing Resolution	19	19	\$1,451,815
FY 2018 Request	19	19	\$1,536,000

\* Does not include balance rescissions

The USMS is not requesting any program enhancements for information technology (IT). The request includes nine positions, nine FTE, and \$19,006,000 for IT activities as reported in the Agency IT Portfolio Summary (formerly Exhibit 53A). Of this amount, \$8,274,000 is for the Capture Initiative (formerly referred to as the NextGen initiative). The FPD account currently has one IT position. The eight positions reported in the Agency IT Portfolio Summary reflect all USMS FTE that support a detention function. The IT resources provide for support staff, hardware, applications providing access to detention facility information, facility contract information, electronic Intergovernmental Agreement (eIGA), prisoner movement, and an e-Gov site providing secure role-based access to detention information.

Electronic copies of the Department of Justice's Congressional Budget Justifications and Capital Asset Plan and Business Case exhibits can be viewed or downloaded from the Internet using the Internet address: <http://www.justice.gov/02organizations/bpp.htm>

### B. Background

The FPD appropriation funds costs associated with the care and custody of federal detainees in private, state, and local facilities. The USMS must ensure sufficient resources are available to house and care for its detainees. While fluctuations in the Average Daily Population (ADP) are largely outside of USMS' direct control, the USMS continues to coordinate the acquisition of sufficient detention space in the most cost-efficient manner. This objective becomes more challenging in times when detention space availability is limited.

The USMS continues to refine and improve detention operations to be more cost-effective and to be more responsive to the needs of the fluctuating detention environment. The USMS continues

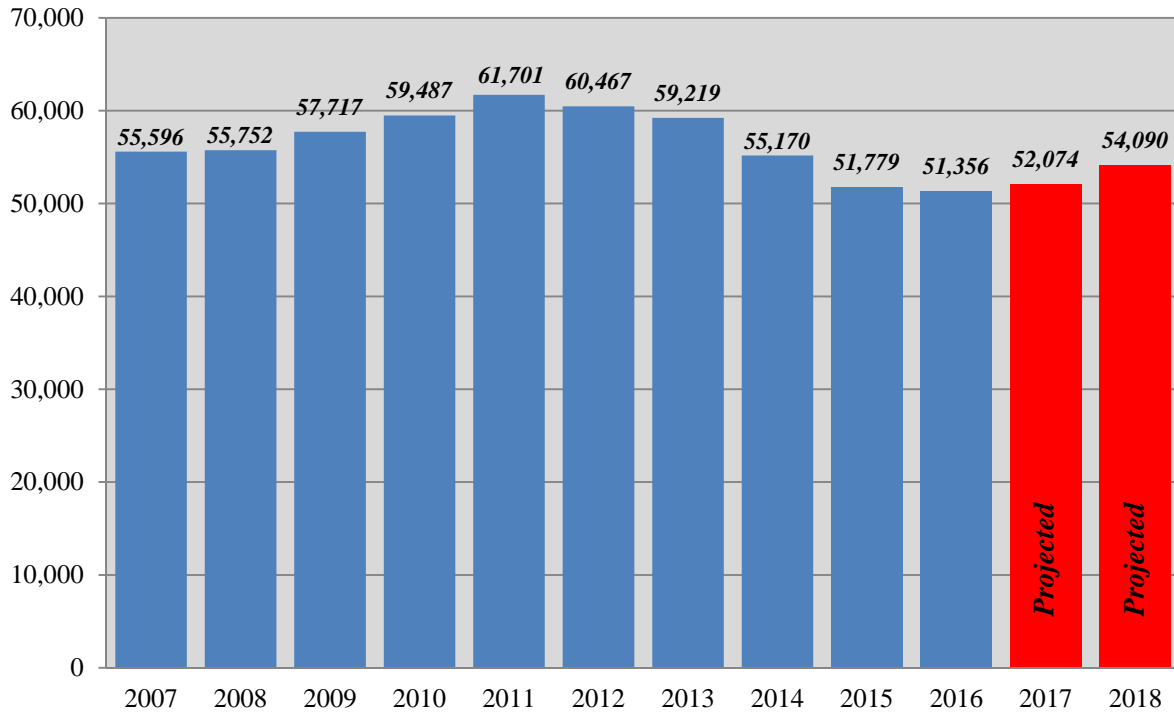
to aggressively seek efficiencies; work with federal, state, and local partners regarding bed space; and reduce contract costs. These measures also help contain detention expenditures.

Additionally, law enforcement and prosecutorial priorities directly impact USMS detention resource needs. Linking law enforcement initiatives and detention funding requests is essential to provide the Congress accurate information for budget forecasting, cost containment and effective results.

**Decline in the Prisoner Population:** Since FY 2011, when the ADP peaked at 61,701, the USMS has experienced a substantial decrease in the federal detainee population. ADP declined to 51,356 in FY 2016, a level the USMS has not observed since 2004. This decline in the federal detention population is directly attributable to the decrease in the number of prisoners charged with an offense in the federal courts coupled with prisoners spending less time in detention.

In addition, continuing initiatives such as fast-track prosecution of selected offenses, expedited designation and transfer of sentenced prisoners to BOP institutions, and alternatives to detention have proven successful at reducing detention time, particularly during the post-sentencing period, and resulted in a substantial decrease in the detention population from peak levels.

**Average Daily Population  
Fiscal Year 2007 through 2018**



**Projecting the Prisoner Population:** Projecting the ADP for the detention account is a challenging exercise due to the complexity and dynamic nature of the variables used to calculate projections. For example, detention projections are calculated using reliable trend analyses comprised of several leading indicators which are factored into the projection with a significant degree of accuracy, such as types of bookings, time in detention, law enforcement and attorney

staffing levels. However, other influences which are frequently established outside of the budget process can have substantial influence on detention needs, such as special law enforcement and prosecutorial initiatives. For this reason, population projections are in a fairly constant state of flux and require periodic adjustments. Despite the complexities of projecting the detention population, building the budget request using current patterns and trends keeps the budget in alignment with detention requirements.

**Average Daily Detention Population and  
Prisoners Received, by Offense  
Fiscal Year 2007 through 2018**

Fiscal Year	ADP	Total Prisoners Received				
		<u>Immigration</u>	<u>Drugs</u>	<u>Weapons</u>	<u>Other</u>	
2007	55,596	177,835	54,843	31,987	9,028	81,977
2008	55,752	200,532	78,404	30,713	8,746	82,669
2009	57,717	208,527	85,234	31,705	8,732	82,856
2010	59,487	211,032	82,977	30,253	8,335	89,467
2011	61,701	210,822	84,341	31,087	8,090	87,304
2012	60,467	207,433	91,527	28,937	8,590	78,379
2013	59,219	222,504	98,027	28,382	8,305	87,790
2014	55,170	204,633	82,178	24,525	7,578	90,352
2015	51,779	196,548	71,403	24,993	8,332	91,820
2016	51,356	197,006	68,739	25,923	9,150	93,194
2017	Projected 52,074	200,643	71,743	25,807	9,032	94,061
2018	Projected 54,090	207,767	79,630	26,574	8,778	94,061

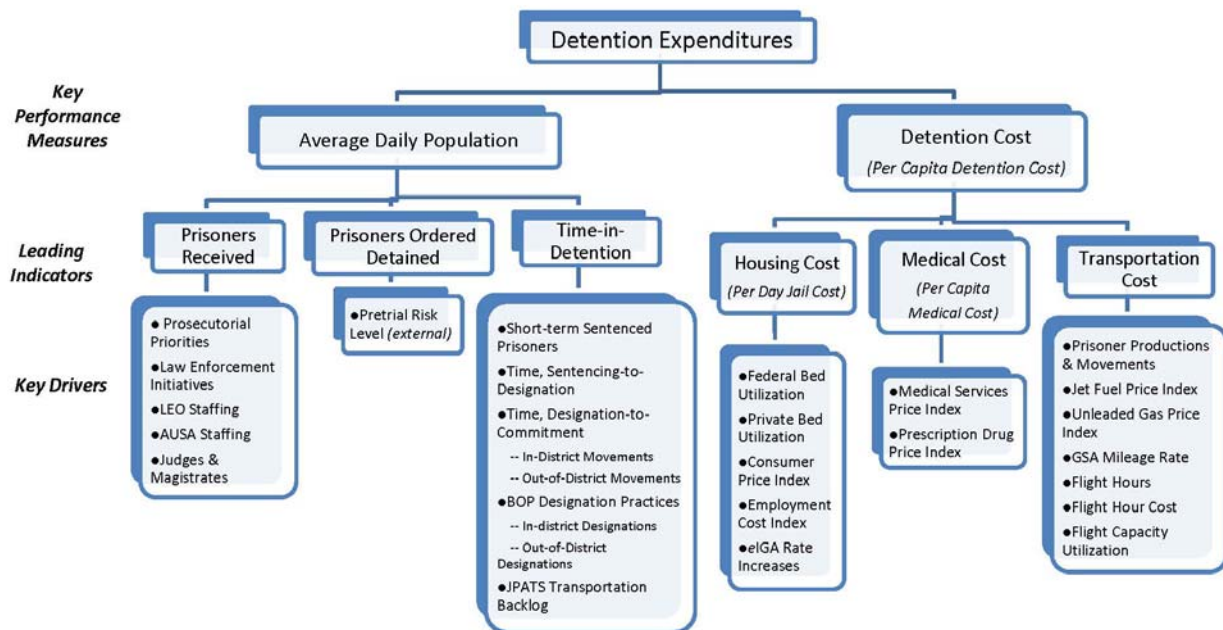
**Detention Population Forecasting Model:** The USMS uses a statistical approach to predict detention needs. The Detention Population Forecasting Model incorporates factors such as population, demographic trends, number and type of criminal cases processed, average processing time per type of case, and 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 USMS bases detention projections on past performance and behavior of the players involved. Any shift in behavior may alter the outcome.

The detention population projection for FY 2018 is a particularly challenging assessment for the USMS. During prior years, the long-term trend has reflected steady annual increases in the number of prisoners received. This trend translated directly to increases in the overall detention population. However, since FY 2014, the number of prisoners received for prosecution significantly decreased. This decrease may be due to factors such as reduced funding for federal law enforcement agencies and changes in prosecutorial practices and priorities. Consequently, it is difficult to determine whether the current trend will continue. If the trend is only temporary, prosecutorial activity may substantially increase after a period of stagnation, particularly as a result of the change in Administration and prosecutorial priorities.

As shown in the chart below, the primary drivers of detention expenditures are the number of prisoners booked by the USMS and the length of time those prisoners are held in detention. However, both of these factors are directly influenced by activities and decisions throughout federal law enforcement components, U.S. Attorneys offices, and the federal judiciary. Accordingly, the USMS regularly monitors – and tries to anticipate – changes in federal law enforcement priorities and the number of on-board staff.



## Primary Drivers of Detention Expenditures



**Capital Improvement Program (CIP):** The CIP is a comprehensive program used 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 in exchange for detention beds. The USMS has approximately 70 active CIP agreements that provide detention beds in critical areas. While the number of new CIP agreements has slowed in recent years, this program remains an essential tool in helping the USMS provide adequate detention beds in areas where space is limited.

The program consists of two parts: the Cooperative Agreement Program (CAP) and Non-Refundable Service Charge Contract (NSCC). CAP provides federal resources to select state and local governments to renovate, construct, and equip detention facilities in return for guaranteed bed space for a fixed period of time for federal detainees in or near federal court cities. The NSCC allows the USMS to directly contract with state and local governments providing up-front funding for renovation or construction of jails to house federal detainees in exchange for guaranteed bed space at a fixed rate. The program is subject to the guidelines set by the Federal

Acquisition Regulation (FAR) and allows the USMS to meet federal detention housing needs by directly investing resources into participating state and local facilities.

For example, during FY 2010 the Office of the Detention Trustee (OFDT), FPD's predecessor, entered into an IGA with the State of Maryland to use up to 500 beds at the Maryland Correctional Adjustment Center (now Chesapeake Detention Facility) through 2025 in exchange for a \$20,000,000 CIP award. The facility is in close proximity to the federal district court in Baltimore and provided dedicated, guaranteed detention space for prisoners held in USMS custody in the District of Maryland. Full utilization of the IGA at a fixed operating cost reduced the effective per diem rate from \$198 to approximately \$131.

**Detention Information Technology Infrastructure:** The USMS is modernizing its information technology infrastructure to maintain its IT business requirement for detention-related systems and to establish a new foundation for future technology requirements. In FY 2016, the USMS began efforts to modernize, replace, and consolidate outdated USMS prisoner management information systems. This will result in operational efficiencies, new mobile computing capabilities, increased officer safety, and improved internal and external information sharing across all district offices and for headquarters program managers.

The USMS continues to use IT to implement efficiencies through programs including eDesignate, which reduces post-sentencing time in detention; eIGA, which standardizes the pricing strategy for non-federal detention space, controlling costs and providing greater certainty in rates to be paid; and the Quality Assurance Program, which ensures that private facilities meet DOJ requirements for safe, secure and humane confinement. Shared data and the integration of information technology systems such as the USMS Justice Detainee Information System (JDIS) and the JPATS Management Information System (JMIS) are fundamental to these programs.

### **C. FY 2018 Request**

The FPD account is defined by one program activity: Detention Services. The FPD request includes \$1,536,000,000 in appropriated resources for this activity. This amount includes \$1,367,973,000 for housing and subsistence of detainees, \$75,950,000 for health care, \$25,442,000 for medical guards, and \$65,283,000 for transportation costs. The requested amount also includes \$1,352,000 for incidental costs associated with prisoner housing and transportation such as prisoner meals while in transit, prisoner clothing, and parking for government vehicles.

**Adjustments-to-Base:** FPD's base adjustments of \$121,051,000 reflect an increase of \$64,000 for pay and benefits and \$33,772,000 for other inflationary cost increases associated with increases in detention-related services. Also, a technical adjustment to restore prior year balances of \$87,215,000 is included to ensure that sufficient base resources are maintained.

**ADP Projections:** The USMS currently projects an FY 2018 ADP of 54,090 based on estimated bookings and time-in-detention. The ADP is directly related to the number of persons arrested by federal law enforcement agencies coupled with the length of time defendants are detained

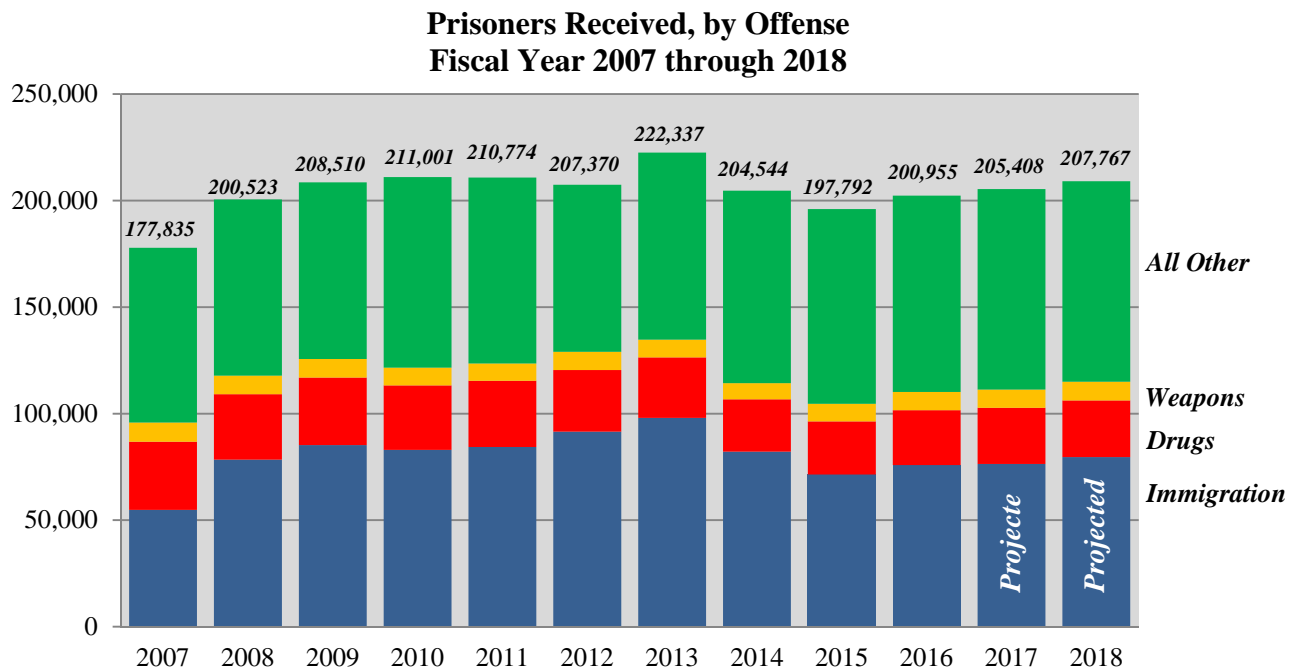


pending adjudication, release, or subsequent transfer to the Bureau of Prisons (BOP) following conviction and sentencing.

**Full Program Cost:** Full program costs include resources for housing, care, and transportation of detainees as well as activities that help improve the detention infrastructure and contain costs. Investment in detention infrastructure will enable the USMS to effectively drive efficiencies and manage the detention appropriation.

Full Program Cost by Program Activity		
Program Activity	Program Category	Amount (\$000)
Detention Services	Housing & Subsistence	\$1,367,973
	Health Care Services	75,950
	Medical Guards	25,442
	Transportation	65,283
	Other	1,352
<b>Total Request</b>		<b>\$1,536,000</b>

The number of prisoners received by the USMS has decreased by approximately 10% between FY 2013 and FY 2016, from 222,337 to 200,955. The primary drivers for this change were immigration offenses (29,288 fewer prisoners received in FY 2016 compared to FY 2013) and drug offenses (2,459 fewer prisoners).



The FPD appropriation operates within a structure that offers little opportunity for economies of scale. Each additional prisoner received translates into a direct expenditure. For example, an additional three percent increase in the number of prisoners received for drug offenses (or 797 additional prisoners) would result in an \$11,746,689 increase in detention expenditures. As the chart below demonstrates, in the drugs, weapons, and immigration offense categories, an unplanned three to 10 percent increase in prisoners received results in a level that is within historical boundaries.

<b>Impact of Increase in Prisoners Received Beyond FY 2018 Population Projections</b>				
<b>Category / Increase</b>	<b>Prisoner Bookings</b>		<b>Total ADP</b>	<b>Projected Cost Increase</b>
	<b>Total</b>	<b>Variance from Projection</b>		
<b><i>Prisoners Received for Drug Offenses</i></b>				
Baseline	26,574	---	54,090	---
+3%	27,371	797	54,450	\$11,746,689
+5%	27,903	1,329	54,689	\$19,577,815
+10%	30,560	2,657	55,288	\$39,155,630
<b><i>Prisoners Received for Weapons Offenses</i></b>				
Baseline	8,778	---	54,090	---
+3%	9,041	263	54,212	\$3,971,976
+5%	9,217	439	54,293	\$6,619,960
+10%	9,656	878	54,495	\$13,239,919
<b><i>Prisoners Received for Immigration Offenses</i></b>				
Baseline	79,630	---	54,090	---
+3%	82,019	2,389	54,469	\$12,383,508
+5%	83,612	3,982	54,721	\$20,639,180
+10%	91,575	7,963	55,353	\$41,278,360

The USMS projects that the Southwest Border (SWB) will continue to be a focal point of federal law enforcement in FY 2018. During FY 2016, more than half of all prisoners the USMS received were in the five judicial districts comprising the SWB (Arizona, Southern California, New Mexico, Southern Texas, and Western Texas). In light of the Administration’s policy to increase immigration enforcement and immigration-related prosecutions, the USMS projects an increase of 6,812 prisoners received between FY 2016 and FY 2018, and estimates that about two-thirds of that increase will occur in the SWB districts as a result of immigration offenses. Though lower than the peak level observed during FY 2013, the projected increase generally reflects continued increases in federal law enforcement resources in these districts and federal law enforcement’s emphasis on protecting and securing the SWB.

Historically, implementation of zero-tolerance immigration enforcement policies along the SWB has had the most significant impact on the detention population and USMS workload. After these policies were implemented during 2005, the number of prisoners received for immigration

offenses increased from nearly 40,000 to a peak of 98,000 in FY 2013. Those offenses remain at 68,000 in FY 2016. At the height of these programs, immigration offenders comprised almost half of all persons received by the USMS. Although the USMS observed a decrease in the number of persons received for immigration offenses during FY 2016, the USMS expects the number to increase due to immigration enforcement-related activity.

#### **D. Sustainability**

The USMS has designed detention services contracts that increase the purchase and use of renewable, environmentally friendly bio-based products. The USDA BioPreferred Program has identified more than 15,000 commercially-available, bio-based products across approximately 200 categories. Each contractor submits an annual report that indicates the percentage of BioPreferred products used within the detention facility. The USMS uses these reports to determine contractor compliance with contract standards for bio-based product utilization.

The USMS conducts contract procurement for new detention space 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.

The USMS evaluates environmental documentation submitted by contract applicants during the acquisition process, and verifies submissions for accuracy in accordance with solicitation environmental instructions. When comparing competing proposals, the USMS credits those proposals that have a lower, or smaller negative, impact on the human environment.

#### **E. Challenges**

The USMS continues to analyze cost savings measures for economies of scale; communicate transparently with the Department, Office of Management and Budget (OMB), and Congress; and pursue resources to accomplish the USMS' core mission, operate programs, improve detention management, ensure officer and detainee safety, and provide the highest possible security for the federal judicial process.

The USMS detention resources are directly impacted by law enforcement and prosecutorial priorities and larger legislative reforms such as immigration reform, Southwest Border initiatives, and changes to sentencing guidelines. To meet these challenges, the USMS continues to reform business practices to optimize national detention operations. This will include robust interagency and non-governmental collaboration efforts to develop innovative solutions to effectively forecast and manage prisoner processing, housing, transportation, and medical costs. In streamlining detention operations and providing for monitoring and performance based reporting, the USMS plans to develop a comprehensive IT environment that will modernize technology infrastructure, allow for enhanced data sharing and facilitate greater efficiencies across the agency.

## II. Summary of Program Changes

<b>Item Name</b>	<b>Description</b>	<b>Positions</b>	<b>FTE</b>	<b>Amount (\$000)</b>	<b>Page</b>
<b>Population Increase – Immigration Enforcement</b>	Resources to fund additional bed space to house increased detention population	<b>0</b>	<b>0</b>	<b>\$50,349</b>	<b>31</b>

### **III. Appropriations Language and Analysis of Appropriations Language**

#### **Appropriations Language**

UNITED STATES MARSHALS SERVICE  
FEDERAL PRISONER DETENTION

(INCLUDING TRANSFER OF FUNDS)

For necessary expenses related to United States prisoners in the custody of the United States Marshals Service as authorized by section 4013 of title 18, United States Code, [~~\$1,454,414,000~~]\$1,536,000,000, to remain available until expended: *Provided*, That not to exceed \$20,000,000 shall be considered “funds appropriated for State and local law enforcement assistance” pursuant to section 4013(b) of title 18, United States Code: *Provided further*, That the United States Marshals Service shall be responsible for managing the Justice Prisoner and Alien Transportation System: *Provided further*, That any unobligated balances available from funds appropriated under the heading “General Administration, Detention Trustee” shall be transferred to and merged with the appropriation under this heading.

[(CANCELLATION)]

*[Of the unobligated balances from prior year appropriations available under this heading, \$24,000,000, are hereby permanently cancelled: Provided, That no amounts may be cancelled from amounts that were designated by the Congress as an emergency requirement pursuant to the Concurrent Resolution on the Budget or the Balanced Budget and Emergency Deficit Control Act of 1985, as amended. (Department of Justice Appropriations Act, 2016.)]*

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

No substantive changes proposed.

## IV. Program Activity Justification

### A. Detention Services

<b>Detention Services</b>	<b>Direct Positions</b>	<b>Estimated FTE</b>	<b>Amount* (\$000)</b>
2016 Enacted	19	19	\$1,454,414
2017 Continuing Resolution	19	19	\$1,451,815
2017 Continuing Resolution (with Balance Rescission)	19	19	\$1,364,600
Adjustments to Base and Technical Adjustments	0	0	\$121,051
2018 Current Services	19	19	\$1,485,651
2018 Program Increases	0	0	\$50,349
2018 Request	19	19	\$1,536,000
<b>Total Change 2017-2018</b>			<b>\$171,400</b>

\* Does not include balance rescissions.

<b>Detention Services – IT Breakout</b>	<b>Direct Positions</b>	<b>Estimated FTE</b>	<b>Amount (\$000)</b>
2016 Enacted	1	1	\$36,221
2017 Continuing Resolution	1	1	\$11,026
2018 Current Services	1	1	\$19,006
2018 Request*	1	1	\$19,006
<b>Total Change 2017-2018</b>			<b>\$7,980</b>

\* Capture Initiative funding is \$8,274,000.

#### 1. Program Description

##### *Detention Services*

Detention resources provide housing, transportation, medical care, and medical guard services for federal detainees remanded to USMS custody. The FPD appropriation expends resources from the time a prisoner is brought into the USMS custody until criminal proceedings are terminated and/or the detainee is committed to BOP.

The federal government relies on various methods to house detainees. The USMS acquires detention bed space for federal detainees as effectively and efficiently as possible through:

- federal detention facilities, where FPD uses BOP facilities for which the federal government has already paid for construction and subsequent operation;

- Intergovernmental Agreements with state and local jurisdictions that have excess prison/jail bed capacity and receive a daily rate for the use of a bed;
- private jail facilities where a daily rate is paid per bed; and
- the Capital Improvement Program, which includes the CAP and the NSCC, 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 certain high demand areas (e.g., the Southwest Border), DOJ has not been able to rely as much on IGAs and federal facilities to meet housing requirements. Accordingly, in 2017, the USMS expects that federal facility capacity will accommodate only 18% of its detention population. By contrast, during FY 2000, federal facilities housed approximately 30% of the USMS detention population. As less space in federal facilities is available, DOJ has increasingly had to rely on the private sector.

### ***Detention Management Services Automation***

The USMS continues to facilitate efficiencies through process automation by identifying process automation opportunities, designing support solutions, and investing in IT infrastructure – when appropriate, integrating existing detention systems and services. The USMS’ primary operational mission systems for Federal Prisoner Detention are the Justice Detainee Information System (JDIS) and Detention Services Network. The current configuration and support for these systems lack stability, scalability, centralization, and are no longer technologically sustainable. System capabilities do not meet current operational mission requirements effectively or efficiently. Moreover, the systems do not easily interface with external local, state, and federal partners for complex data sharing.

**Capture Initiative:** In FY 2016, the USMS began to integrate required IT solutions with existing systems to maximize the government’s return on investment. The development of Capture is expected to take four years at a cost of approximately \$107,000,000.

Capture incorporates a comprehensive integration and improvement of all current USMS operational business and mission capabilities (automated and manual), a consolidation of operational data, and an improvement of operational business processes at headquarters and in the field. The transformation to implement Capture will be accomplished, in part, with a new web-based solution that enables user access from multiple platforms (i.e., desktops, tablets, and mobile phones) in a manner which is intuitive for each distinctive USMS line of business.

Today, if a deputy wants to retrieve all known data on a specific prisoner, they must access multiple applications on different systems and manually search filing cabinets to consolidate information about the detainee. Capture will implement an electronic master prisoner record which will provide biographic information, warrants, associates, detainees’ current location, and other relevant details. Access to the master prisoner record will increase officer safety by making information about prisoner gang relationships, medical issues, or violent tendencies readily available. Deputies will access data using mission applications on the device that best supports their mission.

Capture is structured using a line of business (LoB) model to ensure that it meets the needs of the organization. Detention Operations is supported by the Prisoner Management LoB, which is composed of eight Mission Functions. While each Mission Function may appear to be unique and independent of the others, in actual practice there is considerable overlap and synergy among them.

Prisoner Management follows the life cycle that spans the duration of a prisoner's custody by USMS, from arrest to commitment or release. The Mission Functions are derived from the high-level stages of this life cycle. Following arrest, prisoner **Intake** is the means by which a subject comes into USMS custody, and where the arrested individual's personal history and data are collected along with charges and case information. Intake is effectively the beginning of the subject's custody with USMS. The **Custodies** period involves ongoing prisoner **Productions** for court appearances, which can include the initial appearance hearing, numerous pretrial motions, the trial itself, and adjudication and sentencing. For prisoners found guilty, the **Designation** Mission Function describes the means by which the prisoner is designated to serve their sentence in a federal prison facility. Throughout the duration of custody, the USMS is responsible for **Medical Management** of the prisoner as medical issues arise, as well as ongoing In-District and Out-of-District **Transportation** of the prisoner during the pretrial, trial, and sentencing period. Transportation also comes into play following Designation, when the prisoner is moved to a designated federal prison. To house prisoners during custody, the USMS contracts with private jail facilities or enters into inter-governmental agreements (IGAs) with state, county, or local jails. The **Facilities and Inspections** function supports contract and IGA management, as well as the regular inspections conducted by either USMS or contracted Subject Matter Experts. Finally, support staff at district offices and headquarters use the **Financial and Billing** process to reconcile and pay jail invoices.

Since it is important to retire JDIS legacy system functionalities, the USMS has established a release plan that consists of six deployments from FY 2018 to FY 2020. The USMS is focusing on the development of Prisoner Management's Intake, Custodies, Productions, Transportation, and Facilities and Inspections for the first release in early 2018.

Implementation of Capture is a mission-critical priority for the USMS. It will create efficiencies and benefit the USMS through:

- Significant improvement in operational business capabilities to enhance intelligence gathering, reporting, and decision-making that enhance and emphasize officer safety.
- Significant improvement in data management, retrieval, and reporting capabilities that make timely, integrated information available not only to the USMS but also to other federal, state, and local law enforcement agencies. As the USMS identifies and develops solutions beneficial to the USMS and the Department, it will strengthen its partnerships with DOJ components, other agencies, and state and local law enforcement. These efforts will improve the USMS' ability to discover information and generate knowledge, providing the USMS integrated, seamless, and reliable systems that are readily accessible to relevant data.



- Advanced enterprise data security which implements role-based access controls at the enterprise level, ensuring data can only be accessed by those with a need to know.
- Cost avoidance in man-hours spent manually searching, cleansing, consolidating, and analyzing data.
- Fielding integrated systems with configuration and support that are stable, scalable, centralized, and technologically sustainable.
- Reporting and analytics which will enable the integration of operational and administrative data management with analytical capability. This will include analytical tools, conversion to digital format, data sharing, electronic recording, geospatial map displays, search, security, data storage, and enterprise reporting.

**Detention Services Network (DSNet):** DSNet is a multifaceted, full-service internet site for the management of detention services and prisoner processing. The USMS' Prisoner Operations Division (POD) administers the DSNet via programs that provide for the housing, transportation, and care of federal prisoners throughout all 50 states and its U.S. territories. The web-based DSNet system optimizes national detention operations with well-established business practices that achieve cost effective, safe, secure, and humane confinement and transportation of prisoners.

The DSNet system automates many of the processes required to manage prisoners while storing case information related to the "Arrest to Commitment" lifecycle. DSNet is the primary tool utilized by POD to manage detention services and supports the following specific functions:

- Automation of the "sentence to commitment" process for federal detainees
- Management and procurement of private detention services via state and local intergovernmental agreements
- Inspection and procurement of "bed space" for detention services
- Approval of prisoner medical requests

Modernization of DSNet will provide a comprehensive integration into the Capture initiative, further improving current USMS operational business and mission capabilities at headquarters, in the field, and with detention partners. Detention services offerings continue to be developed and implemented as detention needs arise. The DSNet site currently includes six modules: eDesignate, eMove, Electronic Prisoner Medical Record (ePMR), Electronic Intergovernmental Agreement (eIGA), Facility Review Management System (FRMS), and Detention Facility Review (DFR).

**eDesignate:** eDesignate is a secure, electronic, web-based system that automates the Sentence to Commitment (S2C) process by transferring data and documents electronically. eDesignate includes eMove, a transportation module that allows the USMS to submit movement requests electronically.

Since 2008, eDesignate has been fully operational in all 94 U.S. Federal Court districts. It is the enterprise technology solution used by the U.S. Courts, USMS, and BOP for federal prisoner designations and JPATS movement requests. eDesignate eliminates the paper process and

creates a faster, more transparent, and effective workflow across agencies. Specifically, automated detainee data sharing for designation and movement eliminates redundant efforts, saves time, reduces errors, provides better visibility of the process, enables better problem resolution across agencies, and provides information necessary to manage more effectively.

eDesignate enables the BOP to complete sentence computations and dispositions for designation or return to the USMS. Disposition is based on the sentence length: in the case of a short-term sentence, the USMS maintains custody of the detainee until the sentence is served; for longer sentences, the USMS prepares the prisoner for movement to the commitment location.

eDesignate delivers the necessary documents and data in one complete package to the BOP via a secure system, which saves detention costs by enabling all agencies to monitor and provide relevant information to shorten the post-sentence process.

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 S2C process via eDesignate has reduced the average number of days detainees are in the S2C pipeline.

**eMove:** In 2008, the USMS implemented eMove in all 94 USMS districts in cooperation with JPATS. eMove provides a seamless transition from eDesignate to complete the full automation of the S2C process. It gives the USMS the ability to submit and monitor web-based movement requests to JPATS and streamlines the workflow among participating agencies by fully automating the federal detainee transportation request process, thereby reducing the time from designation to commitment.

In February 2012, an eMove enhancement was released nationwide that enables districts to schedule and manage all in-district Judgment and Commitment (J&C) detainee moves. The module allows the USMS to submit routine out-of-district movement requests, such as Federal Writs, Attorney Special Requests, and Warrant of Removals, to JPATS. eMove enables districts to submit and manage all prisoner movement information seamlessly in one central system.

The USMS now centrally manages in-district moves, which allows the USMS to develop performance objectives and measure the operational effectiveness of prisoner movement. With this monitoring capability, the USMS can identify movements that minimize time-in-detention, thus reducing detention costs.

**ePMR:** ePMR was implemented in all 94 USMS districts in 2010 to provide a workflow for medical designations. The system streamlines and automates the approval process for requests for detainee medical services from USMS district offices to the Office of Interagency Medical Services (OIMS). ePMR eliminated a paper-based request and approval system and provided the ability to automatically capture relevant detainee data from other agency systems.

ePMR works seamlessly with existing systems and reduces the work associated with data entry, storage, and reduces costs associated with paper/printer usage. The electronic solution presents relevant data and documents in one complete package to OIMS at USMS headquarters at a single point in time. The system also provides feedback mechanisms across USMS offices for faster

case resolution. Additionally, ePMR not only provides users within districts with a level of collaboration never before realized, but also enables managers to adjust workloads internally, monitor performance and audit status both internally and externally.

**eIGA:** The USMS deployed eIGA system in 2008 to manage its interaction with facility providers offering detention services. 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.

**FRMS:** The FRMS is a web-based application developed to facilitate, standardize, record, and report the results of Quality Assurance Review (QAR) performed on private facility contract performance. The system documents and produces a comprehensive QAR report that provides consolidated facility information and historic data. FRMS information ensures the adequacy and sufficiency of services provided in non-federal detention facilities that house federal detainees. In 2008, FRMS received the Attorney General's Award for Information Technology Excellence based on its innovative concept, successful implementation, and continued program success.

**DFR:** The DFR application module automates the review of non-federal facility reviews. The application allows easy, standardized recording of review results, which then can be summarized into reports for USMS management's use.

## 2. Performance Resources Table

<b>PERFORMANCE AND RESOURCES TABLE</b>												
<b>Decision Unit: Detention Services</b>												
<b>Workload / Resources (\$ in thousands)</b>			<b>Target</b>		<b>Actual</b>		<b>Projected</b>		<b>Changes</b>		<b>Requested (Total)</b>	
			<b>FY 2016</b>		<b>FY 2016</b>		<b>FY 2017</b>		<b>Current Services Adjustments and FY 2018 Program Changes</b>		<b>FY 2018 Request</b>	
<b>Total Average Daily Population</b>			<b>52,644</b>		<b>51,356</b>		<b>52,074</b>		<b>2,016</b>		<b>54,090</b>	
State & Local Gov't (IGA) Facilities			32,867		32,216		32,141		1,489		33,630	
Private Facilities			10,014		9,463		9,887		744		10,631	
<b>Subtotal Non-Federal Facilities</b>			<b>42,881</b>		<b>41,679</b>		<b>42,029</b>		<b>2,232</b>		<b>44,261</b>	
<b>Federal Facilities (BOP)</b>			<b>9,538</b>		<b>9,436</b>		<b>9,790</b>		<b>(83)</b>		<b>9,707</b>	
<b>Non-Paid Beds</b>			<b>225</b>		<b>241</b>		<b>256</b>		<b>(134)</b>		<b>122</b>	
<b>Total Costs and FTE</b> (Reimbursable: FTE are included, but costs are bracketed and not included in totals)			<b>FTE</b>	<b>Amount</b>	<b>FTE</b>	<b>Amount</b>	<b>FTE</b>	<b>Amount</b>	<b>FTE</b>	<b>Amount</b>	<b>FTE</b>	<b>Amount</b>
			19	\$1,454,414 [\$650]	15	\$1,439,291 [\$202]	19	\$1,364,600 [\$650]	0	\$171,400 [\$0]	19	\$1,536,000 [\$650]
<b>Type / Strategic Objective</b>	<b>Performance / Resources</b>		<b>FY 2016</b>		<b>FY 2016</b>		<b>FY 2017</b>		<b>Current Services Adjustments and FY 2018 Program Changes</b>		<b>FY 2018 Request</b>	
<b>Program Activity</b>	<b>Detention Services</b>	<b>Resources</b>	<b>FTE</b>	<b>Amount</b>	<b>FTE</b>	<b>Amount</b>	<b>FTE</b>	<b>Amount</b>	<b>FTE</b>	<b>Amount</b>	<b>FTE</b>	<b>Amount</b>
		Detainee Housing & Subsistence	19	\$1,454,414 [\$650]	15	\$1,439,291 [\$202]	19	\$1,364,600 [\$650]	0	\$171,400 [\$0]	19	\$1,536,000 [\$650]
Efficiency	Per Day Jail Cost (Non-Federal)		\$80.67		\$81.13		\$82.34		\$0.75		\$83.09	
Performance	Health Care Cost Per Capita (Non-Federal)		\$2,020		\$2,165		\$2,245		\$0.46		\$2,291	
Performance	# Targeted Non-Federal Facility Reviews Completed*		18		18		18		0		18	
Outcome	Per Day Detention Cost		\$86.46		\$86.82		\$88.38		\$0.96		\$89.34	
Outcome	# Targeted Non-Federal Facilities Meeting Minimum Standards		18 of 18		18 of 18		18 of 18		0		18 of 18	

**PERFORMANCE MEASURE TABLE**

**Decision Unit: Detention Services**

<b>Performance Report and Performance Plan Targets</b>		<b>FY 2012</b>	<b>FY 2013</b>	<b>FY 2014</b>	<b>FY 2015</b>	<b>FY 2016</b>		<b>FY 2017</b>	<b>FY 2018</b>
		<b>Actual</b>	<b>Actual</b>	<b>Actual</b>	<b>Actual</b>	<b>Target</b>	<b>Actual</b>	<b>Target</b>	<b>Target</b>
Efficiency Measure	Per Day Jail Costs (Non-Federal)	\$74.21	\$74.63	\$76.24	\$79.24	\$80.67	\$81.13	\$82.34	\$83.09
Performance Measure	Health Care Cost Per Capita (Non-Federal)	\$1,890	\$1,873	\$2,044	\$2,168	\$2,020	2,165	\$2,245	\$2,291
Performance Measure	# Targeted Facility Reviews (Non-Federal)	23	23	15	15	18	18	18	18
Performance Measure: Outcome	Per Day Detention Cost (Non-Federal)	\$78.23	\$80.33	\$82.81	\$85.59	\$86.46	86.82	\$88.38	\$89.34
Performance Measure: Outcome	Targeted Non-Federal Facilities (Private) Meeting Minimum Standards	100% 23 of 23	100% 23 of 23	100% 15 of 15	100% 15 of 15	100% 18 of 18	100% 18 of 18	100% 18 of 18	100% 18 of 18

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

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

- a) **Data Definition:** Number of prisoners in the custodial jurisdiction of the USMS on an average daily basis. ADP is calculated on a per capita, per day basis.
- b) **Data Collection and Storage:** Data is maintained in the Justice Detainee Information System (JDIS) database. All prisoner statistical information is derived from JDIS.
- c) **Data Validation and Verification:** Monthly data are verified by comparing the data recorded in JDIS with billing data provided by non-federal detention service providers. Jail rate information is verified and validated against actual jail contracts.
- d) **Data Limitations:** Limited by the timely entry of prisoner data into JDIS.

### **2. Performance Measure: Per Day Jail Cost**

- a) **Data Definition:** Actual average price paid per day (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.
- b) **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 prisoner tracking system (PTS) and it is updated on an as-needed, case-by-case basis when rate changes are implemented. Rate information for specific facilities is maintained by USMS headquarters staff. In conjunction with daily reports of prisoners housed, reports are compiled describing the price paid for non-federal detention space on a weekly and monthly basis. Data are reported on both district and national levels.
- c) **Data Validation and Verification:** Data reported are validated and verified against monthly reports describing district-level jail utilization and housing costs prepared by the USMS.
- d) **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.

### 3. Performance Measure: Health Care Cost Per Capita

- a) **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.
- b) **Data Collection and Methodology:** Data describing funds obligated for prisoner health care services are reported through reports generated from the USMS financial system.
- c) **Data Validation and Verification:** In accordance with generally accepted accounting principles, the USMS routinely monitors its financial data for new obligations and de-obligations.
- d) **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 accurately determined.

### 4. Performance Measure: Per Day Detention Cost

- a) **Data Definition:** Total detention costs represent the aggregation of paid jail costs and health care costs on a per capita, per day basis.
- b) **Data Collection and Storage:** See items 2 and 3 above.
- c) **Data Validation and Verification:** See items 2 and 3 above.
- d) **Data Limitations:** See items 2 and 3 above.

### 5. Performance Measure: Targeted Non-Federal Facilities Reviews and Targeted Non-Federal Facilities Meeting Minimum Standards

#### a) Data Definitions:

Targeted Non-Federal Facilities: All private facilities receive a Quality Assurance Review (QAR), and all IGA facilities housing more than five USMS prisoners per year receive a Detention Facility Review (DFR).

Number of Targeted Reviews Completed: Targeted non-federal facility 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, offset by outstanding elements of performance.

Acceptable: Level of performance meets minimum standards; deficiencies are minor.

Deficient: Level of 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 Private Facilities Meeting Minimum Standards: This percentage is calculated by dividing the Private Facilities Meeting Minimum Standards by the number of these facilities scheduled for review during the fiscal year.

- b) **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 reviews are maintained in the DFR system.
- c) **Data Validation and Verification:** Data reported are validated and verified against QAR reports, repository information, state, local or other agency reported data (i.e. BOP Sentry, USMS PTS).
- d) **Data Limitations:** Data reported often reflect a delay in reporting.



### 3. Performance, Resources, and Strategies

#### Program Activity: Detention Services

##### **FPD Performance Goal 1**

**Meet the Nation’s detention requirements in the most economical manner.**

The USMS established a performance goal of maintaining per day detention costs at or below inflation to measure the success of obtaining detention space in the most cost-efficient manner. The chart and discussions identify the targeted level required to achieve that goal, and explain the mission challenges and strategies required to make the targeted level attainable.

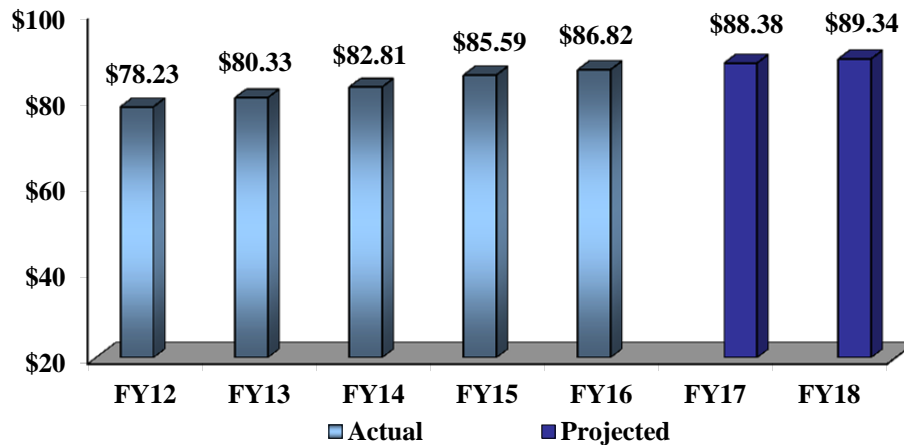
##### **Performance Plan and Report:**

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

**FY 2016 Target:** \$86.46

**FY 2016 Actual:** \$86.82

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



##### **Challenge: Adequate Detention Beds**

When state and local governments require more capacity to house their own prisoners, fewer detention beds are available to accommodate federal detainees. A reduction in state and local facility availability forces an increased reliance on private facilities that are habitually higher in cost.

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

One goal of DSNet is to provide a means to monitor detention bed space usage and to allow for improved oversight of non-federal facility contracts and services. Timely and accurate data from

JDIS and other systems will be integrated into DSNet dashboards and reports to query and monitor capacity and usage. As a consolidated detention services site, the DSNet will also provide a vehicle for automated processing of IGAs, detention facility review information, and procurement data for agencies to assess, monitor, and manage detention bed space. This will give district offices increased flexibility to determine the best value to the federal government by leveraging available space, transportation, and care capabilities. The result is greater efficacy securing beds and other related services while holding detention costs down.

**FPD Performance Goal 2**

**Ensure efficient use of detention space and minimize price increases.**

**Challenge: Projection of IGA Increases**

DOJ uses intergovernmental agreements to establish relationships with state and local governments for the use of excess bed space at a negotiated per diem rate. During the life of an agreement, a state or local government may request rate adjustments from DOJ. Historically, the USMS did not know the quantity, frequency, or magnitude of such adjustments; the lack of that information added to the difficulty of projecting accurate rate increases for budgeting purposes.

***Strategy: eIGA***

eIGA was developed to provide a measure of standardization for the cost and the manner in which 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 per diem rate adjustments. The cost of housing detainees becomes more predictable as new trends and set prices are integrated with more comprehensive bed space requirements. eIGA is adding more IGAs as new agreements are initiated and older agreements are renegotiated. The eIGA system also has reporting capabilities which enable more accurate, timely reports.

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

eDesignate provides for a more efficient workflow between the U.S. Probation offices, the USMS, and the BOP during the sentence-to-commitment process by significantly reducing the workload of agency personnel involved in the administratively taxing designation process. All 94 Judicial Districts are use eDesignate. In 2010, eDesignate was expanded to include JPATS movement requests.

***Strategy: Increase use of detention alternatives***

The USMS will continue to provide funding to the federal judiciary to support alternatives to pretrial detention, such as electronic monitoring, halfway house placement, and drug testing and treatment. The budgetary savings of these alternatives to detention is substantial. The USMS provides the Administrative Office of the United States Courts (AOUSC) with \$4,000,000 annually to supplement its 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 be higher and the costs to house those defendants would far exceed the amount provided to AOUSC.

**Strategy: *Maintain/gain economies of scale through partnered contracting***

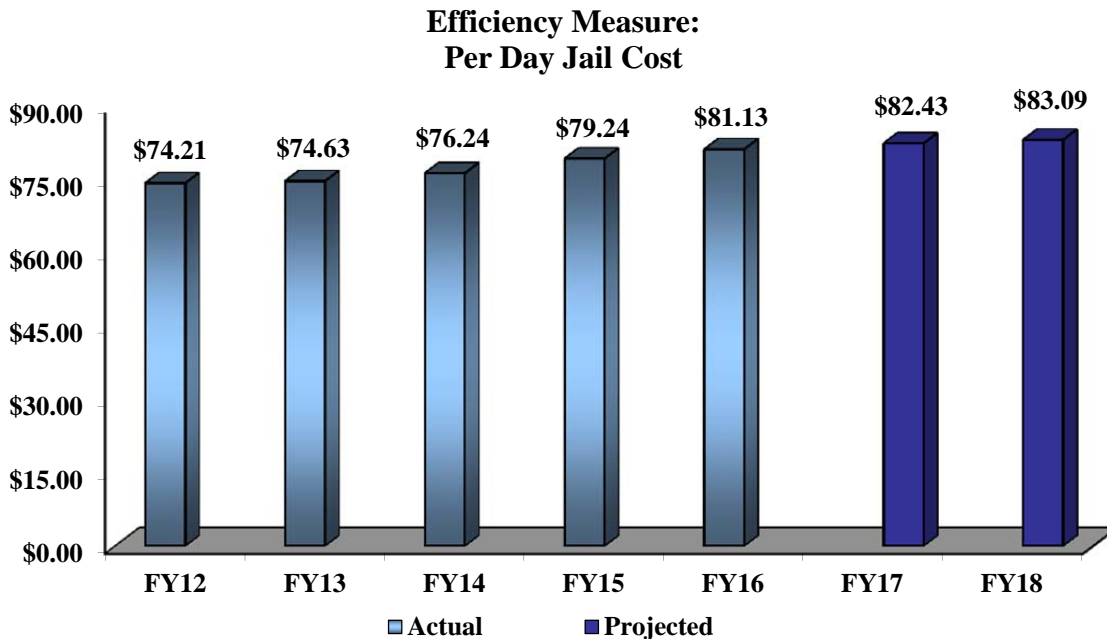
The USMS will continue to partner with Immigration, Customs, and Enforcement (ICE) and BOP as appropriate on joint-use facilities to achieve the best cost to the Government. In this procurement process, each agency establishes a minimum level of bed space usage to achieve the best prices. Approaching the negotiating process together eliminates the potential for competition between agencies. This methodology has worked well in the past and will continue for future negotiations as appropriate.

**Performance Plan and Report:**

**Measure:** Per Day Jail Cost

**FY 2016 Target:** \$80.67

**FY 2016 Actual:** \$81.13



**FPD Performance Goal 3**

**Ensure adequate medical services are provided in the most economical manner.**

**Challenge: Rising Medical Costs**

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

**Strategy: National Managed Care Contract**

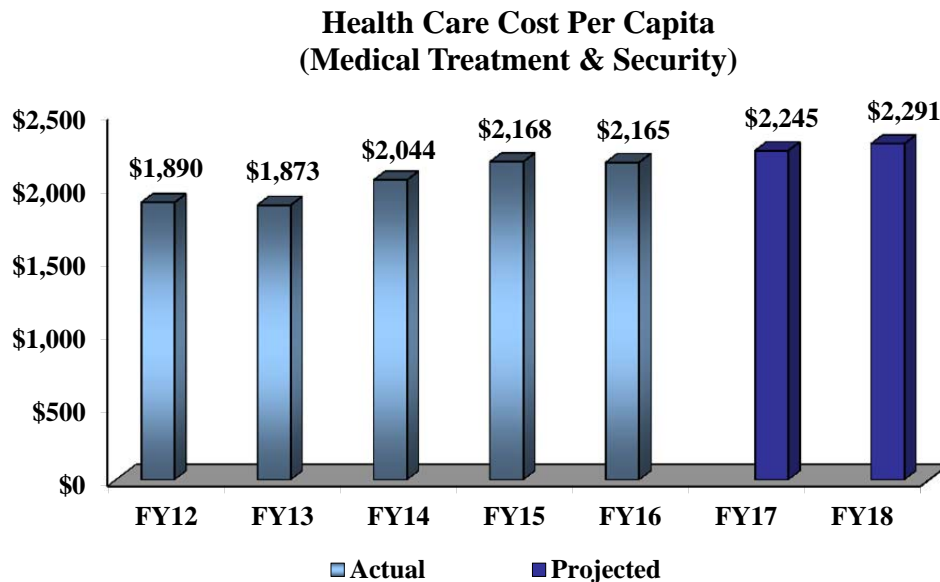
The USMS manages a National Managed Care Contract (NMCC) that establishes a national health care delivery system for USMS prisoners. The contract ensures that the USMS acquisition of medical services complies with federal procurement statutes and regulations, and that USMS prisoner medical claims are re-priced to Medicare rates in accordance with the provisions of 18 U.S.C. 4006. The NMCC has also reduced the district administrative workload related to prisoner medical issues, because the NMCC contractor processes and pays all contract-related prisoner medical bills on behalf of the districts. Finally, the NMCC includes a national discount pharmacy program that allows the USMS to receive discounts on medications that it purchases for prisoner care. The NMCC has been fully implemented in all USMS districts.

**Performance Plan and Report:**

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

**FY 2016 Target:** \$2,020

**FY 2016 Actual:** \$2,165



**FPD Performance Goal 4**  
**Ensure detention facilities meet established standards for confinement.**

**Challenge: Varying Detention Standards**

Concurrent with the desire to create efficiencies within detention, the USMS needs to ensure facilities provide for the safe, secure, and humane confinement of detainees. These competing imperatives are especially challenging given FPD’s reliance on a large number of state, local, and private facilities. Confinement standards at these facilities vary according to local and state requirements. To address this issue, the USMS developed a comprehensive Quality Assurance Program to ensure that facilities providing detention bed space to the federal government meet confinement standards.

**Strategy: Continuation of the Comprehensive Quality Assurance Program**

The Quality Assurance Program is a multi-faceted approach to ensure the safe, secure, and humane confinement of detainees and address public safety concerns relating 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 various program components ensure compliance with standards by covering all aspects of detention from construction to operational review and training.

- **Performance-Based Contracts:** To define acceptable conditions of confinement, FPBDS was created in cooperation and coordination with the BOP, USMS, and ICE. The FPBDS provides objective standards to ensure that all providers achieve and maintain the standards. Federal contracts are written or modified to reflect the FPBDS for all private contract facilities. To ensure compliance with the standards, private contractor performance evaluation and, consequently, compensation are based on the facility’s ability to demonstrate alignment with the standards.
- **Quality Assurance Reviews (QARs):** The QAR program conducts on-site reviews for Targeted Non-Federal Facilities, which are private facilities and select IGA facilities. If a contract review identifies facility deficiencies in the delivery of services, the facility develops a corrective action plan developed by the facility which the USMS monitors until the deficiencies are resolved. USMS implementation of QARs has led to a quantifiable improvement in detention services quality; in particular, the reduction in repeat deficiencies is notable. Cumulatively, these improvements resulted in higher ratings and services.

The table below captures the categories of QARs and relative performance goals. All actively used IGA facilities receive an annual review utilizing the Detention Investigative Facility Report.

<b>Outcome Measure: Percentage of Targeted Non-Federal Facilities Meeting Minimum Standards</b>									
Facility		FY 2012	FY 2013	FY 2014	FY 2015	FY 2016		FY 2017	FY 2018
Type	Size (ADP)	Actual	Actual	Actual	Actual	Target	Actual	Target	Target
<b>Performance Goal: 100% Meet Minimum Standards</b>									
Private	N/A	100%	100%	100%	100%	100%	100%	100%	100%
		14	14	15	15	18	18	18	18
IGA	Large	100	100%	N/A	N/A	N/A	N/A	N/A	N/A
	> 480	9	9	N/A	N/A	N/A	N/A	N/A	N/A
Subtotal		100%	100%	100%	100%	100%	100%	100%	100%
		23	23	15	15	18	18	18	18

- ***Private Detention Facility Construction and Activation Monitoring:*** The USMS awarded a contract to monitor private detention facility construction and activation, to ensure newly-constructed facilities meet all aspects of the FPBDS in addition to local and state requirements.
- ***Joint Review Initiative (JRI):*** The USMS is coordinating with federal government detention stakeholders to develop the JRI for facility inspections. The JRI will facilitate joint reviews of shared USMS/ICE/BOP IGA facilities using a single federal baseline detention standard.

**Performance Plan and Report:**

**Measure:** Number of Targeted Non-Federal Facilities Meeting Minimum Standards

**FY 2016 Target:** 18

**FY 2016 Actual:** 18

## V. Program Increases by Item

**Item Name:** Population Increase – Immigration Enforcement

**Budget Decision Unit(s):** Detention Services

**Organizational Program:** Prisoner Operations

**Program Increase:** Positions 0 Agt/Atty 0 FTE 0 Dollars \$50,349,000

### **Description of Item**

The USMS requests an increase of **\$50,349,000** for costs associated with prisoner detention and care, to fund additional bed space needed for an increased detention population.

### **Justification**

The requested resources will provide housing and care for federal detainees remanded to USMS custody. As border security and immigration enforcement efforts expand, the USMS anticipates an increase in the detention population on the Southwest Border. The USMS expends resources for detention from the time a prisoner is brought into its custody through termination of the criminal proceeding and/or commitment to the BOP. The size of the detainee population is dependent upon the number of arrests by federal law enforcement agencies and the length of time defendants are detained pending adjudication, release, or subsequent transfer to the BOP following conviction and sentencing.

Starting in FY 2012, the USMS experienced an unprecedented decrease in the detention population. The USMS attributes this trend to the declining rate of arrests/bookings coupled with prisoners spending less time in detention. The USMS uses a Detention Population Forecasting Model to predict detention needs. In response to current trends, the USMS has lowered its population projections to reflect a slower rate of growth, and believes that the current projection provides the best estimate based on available information. The USMS cannot control the number of detainees who enter the system nor can it release detainees to stay within available funding; therefore, projections can deviate significantly within a short amount of time.

### **Impact on Performance**

Based on projected ADP, the USMS requires additional resources to house all federal detainees. Without this increase, the USMS will be unable to house all federal detainees in custody. The performance measures currently reported reflect the costs associated with the projected population.

## Funding

### Base Funding

FY 2016 Enacted				FY 2017 Continuing Resolution				FY 2018 Current Services			
Pos	Agt/ Atty	FTE	Amount (\$000)	Pos	Agt/ Atty	FTE	Amount (\$000)	Pos	Agt/ Atty	FTE	Amount (\$000)
19	0	15	\$1,454,414	19	0	19	\$1,451,815	19	0	19	\$1,485,651

### Non-Personnel Increase

Non-Personnel Item	Unit Cost	Quantity	FY 2018 Request (\$000)	FY 2019 Net Annualization (change from 2018) (\$000)	FY 2020 Net Annualization (change from 2019) (\$000)
Housing of Detainees	N/A	N/A	\$50,349	\$0	\$0
Total Non-Personnel	N/A	N/A	\$50,349	\$0	\$0

### Total Request for this Item

Category	Pos	Agt/ Atty	FTE	Personnel (\$000)	Non- Personnel (\$000)	Total (\$000)	FY 2019 Net Annualization (change from 2018) (\$000)	FY 2020 Net Annualization (change from 2019) (\$000)
Current Services	19	0	19	\$3,512	\$1,482,139	\$1,485,651	N/A	N/A
Increases	0	0	0	\$0	\$50,349	\$50,349	\$0	\$0
Total	19	0	19	\$3,512	\$1,532,488	\$1,536,000	\$0	\$0