

**United States Marshals Service
FY 2021 Performance Budget
President's Budget**

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



February 2020

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I. Overview

The Justice Prisoner and Alien Transportation System (JPATS) mission is to coordinate and transport prisoners and detainees safely, securely, and humanely in a timely and economical manner. JPATS is a revolving fund with total operating costs 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 USMS and BOP projected prisoner population movement requirements, JPATS develops total projected costs associated with air transportation. JPATS uses OMB Circular A-126 guidelines to identify fixed and variable cost categories and applies activity-based costing to develop flight 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 mitigates risks of unanticipated customer program changes or cost variances providing a consistent funding stream;
- the concept of full-cost recovery achieves program goals for transparency, equitable distribution of costs, and adheres to industry best practices;
- the revolving fund allows for multi-year funding and leasing authority for capital acquisitions; and
- the authority to retain proceeds from disposal of aircraft, support equipment, and parts encourages good stewardship and disciplined asset management.

The JPATS revolving fund generates 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 allows JPATS to set aside funds over time to replace aircraft and major aircraft parts. Also, JPATS can plan the procurement of equipment or maintenance lease agreements when needed.

JPATS is committed to ensuring each scheduled mission is properly staffed with a well-trained, professional crew. Each mission includes qualified pilots and aircraft maintenance personnel to safely operate the aircraft. Experienced law enforcement and security officers ensure crew and airlift site safety and the safe, secure transfer of prisoners. Each flight is also staffed by a certified medical specialist who validates required screenings and medical records and ensures all prisoners are medically stable and fit to fly.

A. Budget Assumptions

JPATS continually strives to improve the quality of prisoner movement services, optimize the transportation network, and produce efficiencies for the customer. Key assumptions for this budget formulation include:

- Costs associated with operating and maintaining complex, advanced aircraft continue to increase. The FY 2021 Budget will reflect a more advanced 737-700 aircraft in Las Vegas that provides greater range and capacity compared to legacy assets. This difference will provide greater capabilities to JPATS' customers but not without a cost. Specifically, transportation unit cost will increase;
- The price per gallon of jet fuel continues to fluctuate in an upward trend. Less expensive contract fuel is purchased wherever possible but is not always available at mission critical airlift stops; and
- Owned large aircraft ensure greater availability for missions, afford surge capability, and are more cost-effective than leased aircraft.

B. Efficiencies, Savings, and Increased Value

JPATS continually examines its operational areas to provide reliable, 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 and gain efficiencies in both time and cost. Central to JPATS' program initiatives are 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. JPATS is using performance data to identify potential problems, create solutions, and drive program improvements. For example, JPATS developed a custom Route Optimizer program that analyzes prisoner movement requests within the scheduling system and recommends the ten best routes to produce the highest possible aircraft seat utilization rates. JPATS is driving efficiencies by utilizing this program to validate scheduled routes and adjusting these routes when possible to increase the number of prisoners being transported. As a result, comparing FY 2017-2019 to the three years prior (FY 2014-2016), the Route Optimizer increased the average prisoners moved per flight by almost 7%. The number of prisoners moved on JPATS' large aircraft increased an average of 2,654 prisoners per year, while the total flight hours required to move them decreased by 50 hours per year. The Route Optimizer enabled JPATS to move more prisoners using fewer flight hours. Based on the average flight hour rate, this equated to a \$1,574,000 savings per year to JPATS' customers.

JPATS Savings:

JPATS and its partners are realizing increased operational stability and sustained program savings after completion of the Large Aircraft Contingency (LAC) initiative, which resulted in acquisition of a third Boeing 737. Maintaining three owned 737 aircraft in support of Oklahoma City-based JPATS operations ensures optimal availability by providing a contingency aircraft for use when primary aircraft are undergoing maintenance or when surge missions are required. With the additional 737 acquired under the LAC initiative, JPATS sustained a 99% aircraft availability rate average in FY 2019 and avoided 153 mission cancellations. Had these missions

been cancelled, an estimated 76,000 prisoner movements would have been prolonged (backlogged) in the system, adding stress to the network and increasing costs to customers. For example, the Federal Prisoner Detention (FPD) account would have incurred over \$6,980,000 in additional housing per diem costs if missions had been cancelled, based on an average detention cost of \$91.80 per day, because it would have continued to house those detainees while their transfer to the Bureau of Prisons was delayed.

Ownership of the 737 aircraft has proven to provide JPATS greater operational flexibility, fewer logistical concerns (benefits of supporting a common platform), and a reduced security risk. Examples of surge missions flown during FY 2019 include evacuation of 1,861 BOP prisoners from hurricane-ravaged Marianna Detention Center and the movement of designated prisoners from overcrowded and expensive USMS contracted facilities to more affordable BOP facilities.

JPATS Increased Value:

JPATS provides value and meets customer expectations by continually reviewing program performance metrics and staying in tune with customer requirements. JPATS monitors weekly and monthly performance as well as quarterly performance reports to the Director, USMS, and the JPATS Executive Committee (JEC) through the JPATS Working Group (JWG). JPATS continues to seek solutions that add value to the program. Seeking the best value for its USMS and BOP partners, JPATS initiated a cost analysis for replacement of the Las Vegas aircraft, a Saab 2000, in anticipation of its retirement. JPATS then initiated a progressive lease-to-purchase contract after receiving approval from the JEC. Subsequently, JPATS sold the Saab aircraft prior to the date extensive maintenance was due and returned the monies collected to the JPATS revolving fund.

After extensive consultation with its customers to determine mission needs in the future, JPATS procurement staff entered into a lease for a 737-700 aircraft with Extended-Range Twin-Engine Operational Performance Standards (ETOPS) capability, which provides larger, faster, and longer-range (including overseas) mission options. JPATS has an option to purchase the aircraft, and is on track to do so in FY 2020.

Another example of increasing value realized in FY 2020 is the shift of aircraft maintenance provider from the Federal Aviation Administration (FAA) Universal Service Agreement to a commercial vendor. As a result, JPATS negotiated a five-year, \$51,000,000 commercial vendor maintenance contract that will save the agency and its partners an estimated \$6,000,000 (over 10%). The vendor has already proven itself as an experienced maintainer, providing quality service and helping contribute to sustaining a 99% Boeing 737 availability rate.

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 2019 – 2021

	(\$ in thousands)		
	FY 2019	FY 2020	FY 2021
	Actual	Estimate	Estimate
Operating	54,774	62,045	69,604
Less Depreciation	(1,327)	(3,425)	(3,585)
Operating Authority	53,447	58,620	66,019
Carry Forward Authority*	41,113	46,038	49,623
Total Authority	94,560	104,658	115,642
Civilian Positions	123	123	123
Civilian End Strength	97	113	112
Personal Contract Guards	99	124	124
Average GS Salary	\$97,252	\$93,238	\$96,820
Average SES Salary	\$186,542	\$191,752	\$189,428

D. Revenues and Expenses

Accumulated Operation Results (AOR) for FY 2019 and anticipated AOR for FY 2020 and FY 2021 are shown below. The Revenue and Expenses chart on page 13 provides corollary details.

Revenues and Expenses, FY 2019 – 2021

(\$ in thousands)

	<u>FY 2019</u> <u>Actual</u>	<u>FY 2020</u> <u>Estimate</u>	<u>FY 2021</u> <u>Estimate</u>
Revenue	52,652	62,045	69,604
Cost Of Operations (includes depreciation)	(53,920)	(62,045)	(69,604)
Operating Results	(1,268)	0	0
Non-Operating Adjustment – Other	2,603	0	0
Net Operating Results (NOR)	1,335	0	0
Prior Year AOR	19,032	20,367	20,367
AOR Adjustments	0	0	0
Net Accumulated Operating Results (AOR)	20,367	20,367	20,367

II. JPATS Performance Challenges

Transporting Prisoners in a Safe, Timely, and Economical Manner

Challenge: JPATS must 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.

A. Conduct Safe, Secure, Humane Prisoner Transport

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

JPATS continues to improve 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. Actionable intelligence produced daily mitigates risks associated with potential threats during transportation operations. JPATS continues to increase the capture

of prisoner attribute data in JMIS and develop daily intelligence products for its crews to access through mobile devices.

JPATS completed improvements to its security program to increase JPATS' protective posture, raise threat awareness, and reduce risk. Following an extensive study of perimeter airlift and hangar security procedures, actions were taken including implementation of monthly, quarterly and annual weapons and tactics training, procurement of improved tactical gear, radios, Tasers and automatic weapons, and making security information available throughout the duty day to security personnel via tablets. These enhancements heighten threat awareness and provide a more robust security posture to ensure improved officer, crew, and public safety. In FY 2019, JPATS continued to coordinate JPATS' hangar security improvements through USMS Judicial Security Division (JSD). JSD is responsible for facility security improvement project management and JPATS is working with JSD to implement upgrades as resources are available.

Ensuring its law enforcement officers are well versed in the latest security training and have a formal professionalized curriculum has been a priority for JPATS. The USMS Training Division worked with JPATS to develop a formal initial training curriculum to address basic law enforcement training requirements for Aviation Enforcement Officers (AEOs). The first-ever Enforcement Officer Training Program (EOTP) was conducted at the Federal Law Enforcement Training Center in Glynco, GA from July 28 to August 21, 2019. Six AEOs completed the course.

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

JPATS leverages the extensive aviation professional experience of its staff along with established practices and proven technologies to maximize safety, reliably perform to standards, and minimize risks. The organization continues to enhance its comprehensive aviation Safety Management System (SMS). JPATS has been recognized by the Federal community for its program that defines and documents operations and adheres to the International Standards-Business Aviation Organization (IS-BAO) and Federal Aviation Interagency Committee for Aviation Policy (ICAP) best practices. JPATS recently achieved IS-BAO Stage III Certification. Stage III Certification compliance is considered to be the gold standard for safe and effective operations in Federal Aviation and International Commercial Aviation organizations. It is also a requirement of ICAO (International Civil Aviation Organization) to operate outside the United States. JPATS' strong SMS program and mature safety culture was again proven in FY 2019 with over 3,854 hours flown conducting 103,563 prisoner air movements without accident or incident (zero accidents).

In FY 2019, JPATS aviation managers continued to expand aviation training methods and ensured documentation complies with FAA standards. Their review further identified best practices to implement for maintenance and scheduling personnel and resulted in the development of a formal training program within the aviation department. JPATS continues to transform aviation support functions and train its personnel for optimal aviation operations. Simultaneously, JPATS explores new technologies such as predictive analysis tools, enabling the organization to foresee and mitigate risks of potential incidents or accidents. In FY 2019, GSA

and ICAP recognized JPATS for its exceptional SMS and named it the Best Small Aviation Program of the Year.

B. Transport Prisoners in a Timely Manner

Strategy: Reduce scheduling process time and movement request backlog.

Automated scheduling is critical to reducing processing time and the potential for human error. 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. JPATS' goal is to process 80% of prisoner movement requests through automation. In 2019, 83% of JPATS' prisoner movement requests were scheduled through the JARS system. 81% of the prisoner movement requests were completed as scheduled, without human intervention, which allowed transportation specialists to focus on high priority, complex prisoner transportation schedules.

JPATS continuously monitors and assesses movement request timelines to ensure maximum delivery with minimal backlog. Backlogged prisoners result from designated prisoners being delayed in transit due to lack of bed space in transit or at their final BOP destination, particularly at medical and study care facilities. JPATS partners with the BOP to gather facility bed space data and integrates it within JMIS to achieve greater efficiencies and reduce time from prisoner initial movement to final destination.

Strategy: Reduce prisoner processing errors, decrease transfer time, and eliminate airlift site refusals.

JPATS monitors and assesses transit time from submission of the movement request to transfer of custody to ensure timely movement initiation and limited days in transit. Delays in transit are costly and directly impact the Federal Prisoner Detention (FPD) account. JPATS therefore establishes targets for average prisoner transit time and cost of 28 days and \$2,000 respectively. In 2019, JPATS continued to affect tactics to reduce prisoner processing and contain prisoner transit days resulting in an average prisoner transit time of 24.3 days and cost of \$1,800. Based on 107,315 prisoner movements requested, this reduction in transit time equated to approximately \$21,500,000 cost avoidance (107,315 x \$200) to the FPD.

In concert with USMS and BOP, JPATS is implementing a project to automate the process and documents required for prisoner movement into an electronic Movement Packet (MPAC). A paper prisoner movement packet is currently required to accompany the prisoner. The new system, which uses secure technology, facilitates the transfer of prisoners from one transport officer or facility to another across DOJ partners by incorporating an electronic movement request from data provided by USMS and BOP systems. The MPAC proof-of-concept demonstrated the efficiency and accuracy of enabling facility and transport staff to review the documents prior to movement on a desktop, laptop, or mobile device. Most notably, electronic prisoner transportation documentation and data that can be viewed prior to or "just in time" at airlift sites, reduces errors produced from rekeying data across systems and eliminates prisoner

transfer denials that arise from missing paperwork. BOP's Amazon GovCloud environment is hosting the system. The BOP application was deployed in FY 2018, the USMS application in FY 2019, and private facilities will be deployed in FY 2020. The required USMS and BOP documents will be available in FY 2020 as the deployment of USMS Capture and BOP's Insight systems are completed.

JPATS also completed work in FY 2019 with the USMS Capture program team by exchanging JPATS' prisoner transportation data within JMIS with Capture. This improves processes and data integration for both systems. When Capture is fully deployed it will provide JMIS with an updated Movement Request and JMIS will provide Trip and Prisoner Transportation information to district personnel. Capture deployment began in FY 2019 and will be completed in FY 2023.

C. 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 awaiting movement out of high-cost jail beds to lower-cost beds during the pre-transit status. Likewise, JPATS continues to work with the BOP and the USMS to house prisoners in transit in the most economical jail beds available.

III. Performance Tables

Performance and Resources Table

PERFORMANCE AND RESOURCES TABLE												
Decision Unit: Justice Prisoner and Alien Transportation System												
RESOURCES			Target		Actual		Projected		Changes		Requested (Total)	
			FY 2019		FY 2019		FY 2020		Current Services Adjustments and FY 2021 Program Changes		FY 2021 Request	
Total Costs and FTE (\$ in thousands) (reimbursable FTE are included, but reimbursable costs are bracketed and not included in the total)			FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000
			110	\$54,065	97	\$53,447	113	\$58,620	-1	\$7,399	112	\$66,019
TYPE	STRATEGIC OBJECTIVE	PERFORMANCE	FY 2019		FY 2019		FY 2020		Current Services Adjustments and FY 2021 Program Changes		FY 2021 Request	
Program Activity		Prisoner Movement	FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000	FTE	\$000
			110	\$54,065	97	\$53,447	113	\$58,620	-1	\$7,399	112	\$66,019
Performance Measure: Output Workload	3.1	1. Number of requests for air and ground transportation of prisoners	114,000		107,315		114,000		-3,800		110,200	
Performance Measure: Output Unit Cost	3.1	2. Transportation Unit Cost	\$1,350		\$1,328		\$1,350		\$100		\$1,450	

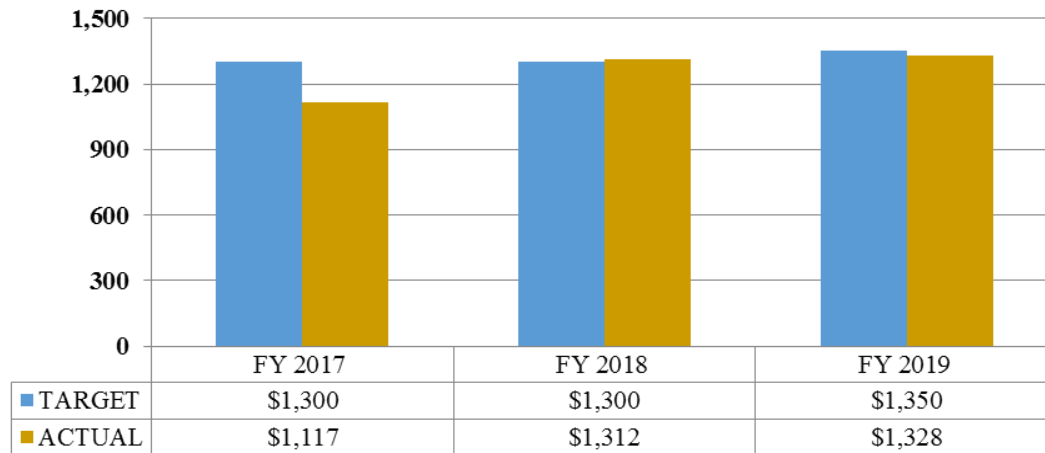
PERFORMANCE MEASURE TABLE

Decision Unit: Justice Prisoner and Alien Transportation System

Strategic Objective	Performance Report and Performance Plan Targets		FY 2015	FY 2016	FY 2017	FY 2018	FY 2019		FY 2020	FY 2021	FY 2022
			Actual	Actual	Actual	Actual	Target	Actual	Target	Target	Target
3.1	Performance Measure: Workload	1. Number of requests for air and ground transportation of prisoners.	111,540	106,297	112,824	109,261	114,000	107,315	114,000	110,200	108,800
	Performance Measure: Output	2. Transportation Unit Cost	\$1,282	\$1,130	\$1,117	\$1,312	\$1,350	\$1,328	\$1,350	\$1,450	\$1,450

Transportation Unit Cost: The FY 2021 target is \$1,450 per rate-based prisoner. JPATS has acquired a new asset, a 737-700 aircraft, which has a higher operating cost than the aircraft it replaces, therefore affecting the Transportation Unit Cost. Historical Transportation Unit Cost is depicted in the graph below.

Transportation Unit Cost by FY



Performance, Resources, and Strategies

a. Performance Plan and Report for Outcomes

The JPATS' plan is to sustain and build on partnerships with the USMS and BOP. JPATS' goals and objectives ensure they 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 technology, participates with the USMS in implementing Capture, and partners with the BOP to integrate and advance data sharing solutions focused on providing more efficient management decision data and reporting capabilities across the agencies.

Through the project "Assessment of Current and Potential Airlift Sites and Routes," JPATS revalidated a selection of current sites and routes and developed a standardized process to initiate and complete airlift site assessments. This process not only ensures that JPATS regularly revalidates aviation, security, and business considerations, but provides JPATS' partners a change request mechanism for transparency, information sharing, and documentation.

b. Strategies to Accomplish Outcomes

One of the most effective ways JPATS can reduce bed space expenses is by efficiently scheduling and transporting prisoners. JPATS is doing this by using automation to reduce or eliminate paper-based processes and create dynamic scheduling that is responsive to facility capacity constraints. By utilizing automation, JPATS reduces errors and has better information when scheduling prisoners. This reduces refusals during transport and facility exchanges, subsequently reducing delays and additional contracted bed space costs.

JPATS created a program to support transportation services through mobile technology. The use of mobile devices serves 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 developed and is implementing 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 2019 – 2021 (\$ in thousands)

FY 2019 Actual*	\$53,920	FY 2020 Estimate*	\$62,045
Pricing Adjustments:		Pricing Adjustments:	
Aircraft Fuel	3,378	Aircraft Fuel	1,805
Aircraft Maintenance	3,754	Aircraft Maintenance	(431)
Aircraft Leases	(2,479)	Aircraft Leases	2,106
Civilian Labor	1,842	Civilian Labor	172
ASO Contract Guards	668	ASO Contract Guards	262
Interagency Agreements	608	Interagency Agreements	267
Non-Cap Equipment	(3,188)	Non-Cap Equip/Software	2,320
Depreciation	2,098	Aircraft Depreciation	179
Employee Training	490	Commercial Contracts	491
Facility Expenses	355	Capitalized Equipment	280
Other	599	Other	108
Subtotal	8,125	Subtotal	\$7,559
FY 2020 Estimate*	\$62,045	FY 2021 Estimate*	\$69,604

* Includes depreciation.

Chart 2: Sources of New Orders/Revenue

Sources of New Orders and Revenue, FY 2019 – 2021 (\$ in thousands)

New Orders	FY 2019	FY 2020	FY 2021
a. Operating Orders From Customers			
USMS	32,199	\$38,605	\$44,433
BOP	19,973	23,440	25,171
Other	480	0	0
b. Non-Operating Orders From Customers			
USMS	0	0	0
BOP	2,603	0	0
Other	0	0	0
Total Orders From Customers	\$55,255	\$62,045	\$69,604

Chart 3: Revenues and Expenses

Revenues and Expenses, FY 2019 – 2021 (\$ in thousands)

Description	FY 2019 (Actual)	FY 2020 (Estimate)	FY 2021 (Estimate)
REVENUE			
Operations	\$52,652	\$62,045	\$69,604
Other Income	0	0	0
Total Revenue	52,652	62,045	69,604
EXPENSES			
<i>Aircraft Operating Expenses</i>			
Aircraft Fuel	9,596	12,974	14,779
Aircraft Maintenance	10,768	14,522	14,091
Aircraft Leases	5,245	2,766	4,872
Aircraft Operating Expenses Total:	25,609	30,262	33,742
<i>Labor Related Expenses</i>			
Civilian Labor	13,873	15,715	16,455
Employee Training	175	665	692
Guards, Contract Services	3,872	4,540	4,442
Labor Related Expenses Total:	17,920	20,920	21,589
<i>Mission Support Expenses</i>			
Contract Crew	8	0	37
Aircraft Ground Support Expenses	343	232	723
Navigation Data, Tech Periodicals	183	252	259
Medical Expense	262	287	288
Mission Travel	519	626	629
Mission Support Expenses Total:	1,315	1,397	1,936
<i>Non-Mission Support Expenses</i>			
Facilities Expenses	1,389	1,744	1,877
Admin & Support Expenses (including Interagency Agreements)	1,958	2,566	2,759
Equipment Purchase/Rental	4,068	880	3,399
Non-Mission Travel	206	575	537
Other Expenses	128	276	181
Non-Mission Support Exp Total:	7,749	6,041	8,753
Total Expenses	52,593	58,620	66,019
Operating Results	59	3,425	3,585
Depreciation	(1,327)	(3,425)	(3,585)
Net Operating Results	(1,268)	0	0
Non-Operating Revenue	2,603	0	0
Prior Year Accumulated Operating Results	19,032	20,367	20,367
Accumulated Operating Result Adjustments	0	0	0
Net Accumulated Operating Results	\$20,367	\$20,367	\$20,367