STATEMENT OF
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COMMITTEE ON THE BUDGET OF THE
JUDICIAL CONFERENCE OF THE UNITED STATES
BEFORE THE SUBCOMMITTEE ON
COMMERCE, JUSTICE, STATE, THE JUDICIARY
AND RELATED AGENCIES OF THE
COMMITTEE ON APPROPRIATIONS OF THE
UNITED STATES HOUSE OF REPRESENTATIVES

March 11, 2004

INTRODUCTION

Chairman Wolf, Mr. Serrano, and Members of the Subcommittee, thank you for giving me the opportunity to testify on the judiciary's fiscal year 2005 budget request. With me today is Leonidas Ralph Mecham, Director of the Administrative Office of the United States Courts, who is also the Secretary of the Judicial Conference of the United States and a member of its Executive Committee.

Before addressing our fiscal year 2005 request, on behalf of the entire judiciary I want to thank you for your interest and concern about the Third Branch of government. We recognize the ongoing fiscal constraints you face and the difficult circumstances under which you had to enact an appropriations bill for fiscal year 2004 and will have in fiscal year 2005. The efforts of this subcommittee to try and ensure adequate funding for our system of justice are greatly appreciated. We also want to thank you for your role in providing a fiscal year 2003 emergency supplemental to construct needed accommodations for 15 new Article III judgeships authorized by the Congress and to allow Criminal Justice Act panel attorneys to receive timely payments for their work.

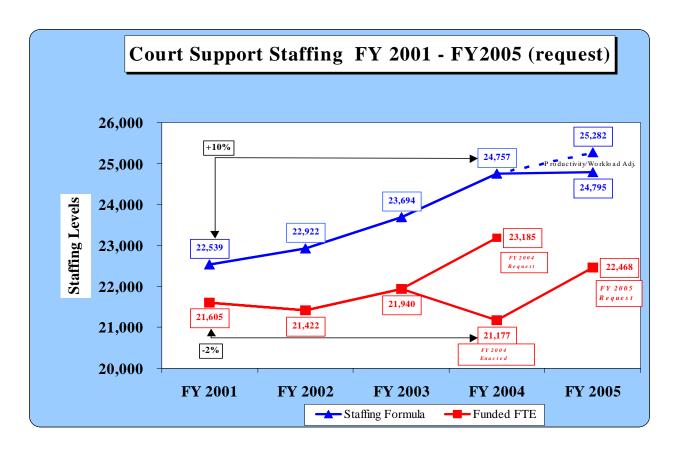
Finally, I want to acknowledge the hard work of your dedicated staff John Martens and Rob Nabors, who are both moving on to other assignments. They are professionals of the highest caliber with whom we have been fortunate to have been associated. Their thoughtful and careful consideration of our issues and needs has been very much appreciated. We wish them the best in their new endeavors and look forward to continuing our positive working relationship with Anne Marie Goldsmith and Linda Pagelson.

JUDICIARY FACING A CRISIS

Mr. Chairman and members of the subcommittee, it is not possible to describe our fiscal year 2005 budget request without first dealing with fiscal year 2004. The message I want to leave with you today is that the federal judiciary is at a crisis point. As you are aware, the final funding levels in the Consolidated Appropriations Act, 2004 were not what we had all worked toward, and left the judiciary in a very tenuous position both for this year and for the future. The courts' workload and the resources provided to handle that workload are headed in opposite directions.

As a result of lower appropriations over the last two fiscal years, court non-salary operating expenses were reduced by 32 percent below requirements. These expenses can not be cut again in fiscal year 2005 without adversely affecting court operations. In addition, despite continuing growth in workload, court support staffing levels are declining. Because of budgetary constraints, our court managers are in the unenviable position of consciously downsizing their offices at a time when workload is increasing.

As displayed in the graph below, not only will we have fewer court support staff on board in September 2004 than in September 2003, but our staff will be below the level funded in fiscal year 2001.



We are very concerned about the impact of the overall federal budget on the courts.

Unless the Congress makes the Third Branch as high a priority as Defense and Homeland

Security, we run the risk of creating a second class system of justice. For fiscal year 2005,

Congress received an overall non-defense, non-homeland security budget request from the

President that is only 0.5 percent above last year. If the Judiciary's fiscal year 2005 enacted appropriation is limited to this overall rate of growth, we will be forced to slash court operating expenses in half, and to fire or lay off an estimated 3,800 court employees, almost 20 percent of

our probation officers and clerks' office personnel. Even at the level of increase Congress provided in fiscal year 2004, 4.7 percent above fiscal year 2003, courts will still be operating at staffing levels that are below those funded in fiscal year 2001. Both of these scenarios would have a devastating impact on the courts from which it will take years to recover.

Further complicating the court funding outlook, as described by the Chief Justice in his Year-End Report, is the uncertainty and delay in the budget process. For the last two years, the courts were forced to operate for almost five months under a series of continuing resolutions. Operating under these lengthy continuing resolutions "...has disrupted the Judiciary and forced it to operate at inadequate levels of funding...," stated the Chief Justice. We recognize that operating in this manner is not the choice of the Appropriations Committee. However, as a separate, coequal branch of government, should extended continuing resolutions be considered again this year, we request that Congress consider full-year funding of the courts.

As our nation shifts its focus to protecting the homeland and bringing terrorist and other criminal and immigration cases to trial, these efforts can be successful only if our federal judiciary remains strong and is adequately funded. Courts have no control over the number of cases filed, the number of felons released from prison that must be supervised, or the number of indigent defendants requiring representation under the Constitution of the United States.

Because workload continues to increase and resources have, in fact, been declining, a crisis is emerging in the courts that soon will place the judiciary in jeopardy of not being able to perform its core services and functions. We are appealing to the Congress to recognize the federal

judicial system as a high priority for the nation and ask that you provide the funds the courts need to perform their constitutional and statutory responsibilities.

BUDGET OVERVIEW

The judiciary's fiscal year 2005 appropriations request totals just over \$5.7 billion and represents an 11.5 percent increase over fiscal year 2004 enacted appropriations levels.

Approximately 71 percent of the requested increase (\$421 million) is required just to maintain current services - the level necessary to fund uncontrollable expenses (e.g., judges compensation, GSA rent), allow the courts to return to fiscal year 2003 end-of-year on-board levels, fund required adjustments to pay and benefits, maintain the judiciary's core information technology infrastructure, and provide representation for indigent defendants. The remaining 29 percent of the judiciary's requested increase (\$168 million) is required for programmatic and workload-related needs, primarily resulting from the increases in criminal and bankruptcy filings and the number of offenders released from prison into our communities with a need for supervision and drug and mental health treatment. A detailed explanation of our fiscal year 2005 request is included as an appendix.

In addition, because of some urgent difficulties that the courts face this year, the judiciary is seeking a fiscal year 2004 supplemental appropriation of \$55 million. When originally submitted to the President in December 2003, \$39 million was requested to avoid adverse personnel actions in the courts, while \$16 million is needed to avert a three-week suspension of payments to court appointed panel attorneys. Unfortunately, the timing is such now that adverse personnel actions are unavoidable, unless the supplemental appropriation is enacted by mid-

March. If enacted later in the fiscal year, planned furloughs could still be avoided, a portion of the critical law enforcement and information technology infrastructure reductions could be restored, and panel payments could be made without delay. Mr. Chairman, we greatly appreciate your interest in this pending request and look forward to working with you to see it enacted.

WORKLOAD INCREASES

As I mentioned, the workload of the judiciary is largely uncontrollable, whether it is processing criminal, civil, or bankruptcy cases; providing jury services, supervision and treatment of defendants and released felons; or representing those financially unable to obtain private counsel. The judiciary is at the mercy of Congress as it enacts new laws that increase the amount and complexity of the judiciary's workload, and that increase or redirect resources in the investigative and prosecutorial activities that feed the judicial system. Likewise, the judiciary's workload is also driven by executive branch priorities and changes in investigative and prosecutorial policies.

The judiciary's fiscal year 2005 funding and staffing request is based on existing workload in the courts in 2004. Since the judiciary was critically underfunded in fiscal years 2003 and 2004 and its appropriation does not support the workload increases that have occurred since 2002, this request, out of necessity, is one of catching up. From 2002 to 2004, criminal cases are projected to increase 10 percent, activated pretrial services cases by 17 percent, bankruptcy filings by 11 percent, and CJA representations by 19 percent, to name but a few key indicators. In addition to the increase in real numbers, the amount of time involved in handling these activities also is increasing.

I am hearing from my colleagues around the country that they are becoming busier every day and it is not related exclusively to the increased filings. There has been a distinct change in prosecutorial policies of the U.S. Attorneys where cases are being shifted from state or local to federal courts, more cases are coming to trial rather than plead out, and more motions are being litigated. In addition, the "Project Safe Neighborhood" program initiated by the U.S. Attorneys' offices has caused a significant increase in most judicial districts in the most egregious felony cases, often resulting in lengthy, high-profile criminal trials. Also, the courts along the southwest border, which already have been burdened by the explosive growth since 1995, are facing a revised spurt of growth due to alien smuggling cases as a result of increased surveillance of the borders.

The priorities established by the Department of Justice are the prerogative of the executive branch. We raise this issue only to point out it they directly affect the judiciary's workload that needs to be met with adequate resources. This combination of increased workload and reduced resources threatens to compromise the ability of the judiciary to perform its basic work to the satisfaction of judges, Congress, and the public.

IMPACT ON COURTS

Overall funding for the courts in fiscal year 2004 is, in real dollar terms, less than fiscal year 2002 levels. Fiscal year 2004 funding allotted to our Probation, Pretrial Services and Clerks Offices results in the reduction of 645 full-time-equivalents (FTE) below the level required simply to maintain end-of-year on board staff. Courts have had to take drastic actions just to be able to keep the doors open, albeit sometimes at reduced hours of operation.

In order to achieve this magnitude of staffing reductions, courts are freezing the filling of most vacant positions and are planning for the involuntary separation and buyout of hundreds of employees, and the furlough of thousands of court employees. To date, 54 involuntary separations have been requested by the courts, 365 court positions are planned to be eliminated through buyouts and early outs, and 545 furlough days already have been taken by court staff. In response to a survey of the 372 court units, with a 70 percent response rate to date, a total of 165 firings or layoffs have occurred or are planned and 2,563 employees have been or will be furloughed for a total of 16,184 days by years end, absent any funding relief in fiscal year 2004. Due to this funding shortfall, courts have also had to defer important investments in technology and equipment. These technological investments often require significant resources at the outset, but ultimately result in the more efficient delivery of services and effective dispensing of justice.

In order to manage an increasing workload with an actual reduction in staff, courts are taking a variety of actions. The probation and pretrial services system has adopted the approach, "if you can't do it all, do what matters most" to cope with the influx of new demanding cases. Officers review existing supervision cases to identify those that are the most stable and compliant, and that pose the least relative risk to the community. Then, applying criteria and rules approved by the Judicial Conference of the United States, the probation officers recommend to the judge and U.S. Attorney's office early termination of supervision.

Other changes being implemented or considered include eliminating electronic monitoring in conjunction with home confinement and reducing the term of supervised release

from three to two years. One district has eliminated the Offender Re-entry Program, which assists Bureau of Prison inmates with transition back into the community including parenting classes, financial counseling, drug and alcohol counseling, and employment assistance, to name some of the beneficial activities that will be foregone. When these types of services are reduced, the possibility of offender recidivism increases. In these difficult times, the highly-trained cadre of probation and pretrial services officers is having to make these hard choices, always keeping in mind the best way to ensure safe communities with insufficient resources.

Courts are facing tough choices and must change the way they conduct business by giving less attention to lower priority matters. These would include the collection, pursuit, and distribution of restitution and fine payments and reducing training support offered to private attorneys on the case management/electronic case filing (CM/ECF) system. When fully implemented, this system has enabled bankruptcy courts to handle more cases, but it requires a heavy up-front investment of court staff time. Reduced funding for interpreters and contract court reporters will impact the ability of courts to schedule criminal hearings and trials. Also, without sufficient staff, delays in the execution of court orders could result in the postponed release of prisoners and the processing of appeals.

(Additional examples from impact statements)

COST CONTAINMENT

The fiscal year 2005 request reflects the implementation of significant cost containment initiatives that were approved by the Judicial Conference at its September 2003 session. These initiatives reduced the fiscal year 2005 appropriations request for the salaries and expenses

account by almost \$150 million.

The budget is based in large part on work measurement staffing formulas that are regularly updated and refreshed. The Judicial Conference is in the midst of its planned update of these formulas, which is expected to be approved at its September 2004 session. In anticipation of the impact of information technology, business process improvements, and other economy and efficiency efforts, the fiscal year 2005 staffing formulas were reduced by 2 percent. Likewise, in anticipation of the impact of the Judicial Conference policy to allow termination of compliant cases meeting certain criteria, the request for new probation positions was reduced by 66 positions.

The Judicial Conference, when considering its budget request, does not simply add on to the previous year's base to reflect workload increases. The fiscal year 2005 request includes significant permanent base reductions in two areas. The salary line was scrubbed to ensure that base salary funds requested were consistent with the actual salaries paid to those employees. The expense categories were similarly reviewed to reflect savings resulting from current procurement practices and actual spending experience of the courts.

The Judicial Conference also approved increases to the non-statutory miscellaneous fees under its purview. While this is not a cost-cutting measure, it does reduce the amount of appropriated funds required by \$62 million due to anticipated increased fee revenue. The increases include inflationary adjustments to certain fees for the first time since 1996, and

increases in the appellate filing fee and motion-specific fees in bankruptcy cases.

PANEL ATTORNEY RATES

Mr. Chairman and members of the Subcommittee, we have taken to heart the report language accompanying the Fiscal Year 2004 Consolidated Appropriations Act and have not asked for a panel attorney rate increase above inflation for noncapital cases. We are embarking on a comprehensive survey of judges about the defender services program and representation by court-appointed counsel. An integral part of this survey will be an assessment of the efficacy of panel attorney rates and the quality of representation across the country. Until the analysis is completed, we will request increases to the noncapital panel attorney rate only to reflect inflation.

I ask your indulgence as I give a plea for the importance of providing inflationary increases to the panel attorney rates. In the years leading up to the 1984 and 2002 rate increases, we faced crises in the panel attorney system. This came about because panel attorney rates had not been keeping pace with inflation over the years and were eroded year-by-year. Further, the low rates were compromising the ability to find competent counsel. Congress came to the rescue, and the one-year cost increase was substantial. Routine and consistent increases to cover inflationary costs are the equitable way to proceed, since the majority of the panel attorney rate covers only overhead costs, which themselves are subject to inflationary increases. It will also avoid the necessity of having to bail out the system at a sizable cost when it is once again in crisis.

The judiciary is requesting a panel attorney rate increase for capital cases beyond the inflationary increase to \$159 per hour. Capital cases are very different than all other cases and present a very unique set of circumstances for the courts and the court-appointed attorneys who agree to take the cases. To begin with, the law requires that at least one attorney must be knowledgeable and experienced in representing defendants who are charged with the death penalty. A very limited number of attorneys meet this qualification. Consequently, the same lawyers are asked repeatedly to assume on this very burdensome responsibility.

When lawyers take on a case of this type, the remainder of their practice is foregone for the length of the case, which frequently lasts at least two years. Since most of these lawyers are sole practitioners or in very small firms, their sole source of income for the duration becomes the \$125 an hour paid by the government, well below the rates charged in private practice. This needs to cover all overhead expenses, including retirement and benefits, salary for staff in the office, as well as a salary for the attorney. In addition, when the attorney is working on the case, future work is foregone and the law practice has to be rebuilt at the conclusion of the case. The rate needs to be raised to a level where a lawyer is willing to handle more than one case of this type, at a time when the number of capital cases is increasing.

CONTRIBUTIONS OF THE ADMINISTRATIVE OFFICE

The Administrative Office of the United States Courts has come through a very difficult fiscal year and has served and supported the courts in an exemplary manner. The only way the courts have managed to work their way through the recent funding difficulties and uncertainties is through the efforts and support of Administrative Office staff. The more the courts have to do,

and the fewer resources with which they have to do it, the more challenging is the job of the Administrative Office. With only a fraction of the resources that the courts have, it manage to guide us through and support our needs.

The Administrative Office continues to serve as the central support agency for the federal courts, with key responsibility for judicial administration, policy implementation, program management, and oversight. It performs important administrative functions, but also provides a broad range of legal, financial, management, program, and information technology services to the courts. None of these responsibilities has gone away, but new ones continually get added, and the Administrative Office staff has been essentially frozen for ten years.

In my role as Chairman of the Judicial Conference Committee on the Budget, I have had the opportunity over the years to work with many staff throughout the Administrative Office.

They are dedicated and hard working, and care deeply about their fundamental role in supporting this country's system of justice.

The fiscal year 2005 budget request for the Administrative Office is \$72.2 million, representing an increase of \$6.8 million, or 10.5 percent above the fiscal year 2004 available appropriation. More than 85 percent of the requested increase is necessary to support adjustments to base, mainly standard pay and general inflationary increases, as well as funding to replace a lower level of fee carryover with appropriated funds. Of the remaining \$1 million increase, \$617,000 is requested to provide six additional FTE to implement more efficient

practices, provide appropriate support to the probation and pretrial services program, and to provide court program oversight, audits, reviews, and assessments.

I urge the Subcommittee to fund fully the Administrative Office's budget request. The increase in funding will ensure that the Administrative Office continues to provide program leadership and administrative support to the courts, and lead the efforts for them to operate more efficiently.

CONTRIBUTIONS OF THE FEDERAL JUDICIAL CENTER

I want to say a few words about the Federal Judicial Center and its request. First, I should mention that the Center has a new director, Judge Barbara J. Rothstein. Last year the Chief Justice and Board of the Federal Judicial Center selected her to succeed Judge Smith. Judge Rothstein has been a federal district judge since 1980. I look forward to working with her to ensure that the Center's budget is adequate to allow it to continue to provide very important educational and analytical services for judges and their staffs.

I strongly recommend that the Subcommittee approve full funding for the Federal Judicial Center's request, which is only 4 percent over its 2004 level. The requested increase is limited only to funds for the normal adjustments to the base budget and a small amount for the Center's portion of a judiciary-wide initiative to implement a cafeteria-style flexible benefits program.

The Center provides judges and their staffs orientation seminars to ease the transition to

their new jobs, and helps them throughout their careers as new needs arise--for example how probation officers should deal with gangs among offender populations and how judges and clerks can implement the Alternative Dispute Resolution Act of 1998. The committees of the Judicial Conference turn to the Center for top-quality policy research and analysis on the efficacy of proposed changes in rules and procedures. Its work on class action reform is only the latest example of its contribution in this regard.

I can assure you from my perspective as a federal judge, that the modest funds appropriated to the Center (less than one-half of one percent of the judiciary's budget) produce a significant return on investment. I urge you to approve full funding for the Federal Judicial Center in fiscal year 2005.

JUDICIAL COMPENSATION

Before closing, I would like to express our appreciation for Congress' approval of a fiscal year 2004 Employment Cost Index (ECI) adjustment for federal judges, members of Congress and top officials in the executive branch. The Judicial Conference encourages Congress to authorize an ECI adjustment for fiscal year 2005, which will require a provision to waive section 140 of Public Law 97-92. We urge that Congress take action this year to avoid further salary erosion.

CONCLUSION

Chairman Wolf, Mr. Serrano, and Members of the subcommittee, this concludes my statement. I look forward to working with you and I would be pleased to respond to any questions you may have.

SUMMARY

The fiscal year 2005 appropriation request for the *Courts of Appeals, District Courts, and Other Judicial Services* totals \$5,467,832,000, an increase of \$579,856,000, or 11.9 percent, over fiscal year 2004 available appropriations. In addition to appropriated funds, the judiciary utilizes other funding sources to supplement our appropriations including fee collections, carry forward of fee balances from a prior year, and the use of no-year funds. When all sources of funds are considered, the increase in obligations for fiscal year 2005 is only \$497,264,000 or 9.4 percent.

Of the \$579,856,000 increase in appropriations, 73 percent (\$424,520,000) is adjustments to the fiscal year 2004 base associated with standard pay and other inflationary increases as well as other adjustments that will allow the courts to maintain current services in fiscal year 2005. The remaining 27 percent (\$155,336,000) is needed to respond to increased requirements for magistrate judges, federal defender offices, security, drug and mental health treatment, information technology, enhanced employee benefits, continuity of operations, panel attorney hourly capital rates, and to fund additional court staff required to process growing workload. The request for the principal programs are summarized below.

Salaries and Expenses

The salaries and expenses of circuit, district, and bankruptcy courts and probation and pretrial services offices account for most of our request. A total of \$4,640,847,000 in obligations is required for this account, including funding for the Vaccine Injury program, in fiscal year 2005. Funding totaling \$317,132,000 is expected to be available from other sources including fee collections and carryforward balances to fund Salaries and Expenses requirements. This leaves an appropriation need of \$4,323,715,000, which is \$365,623,000 above the fiscal year 2004 available appropriation.

Of the \$365,623,000 increase, 64 percent (\$233,695,000) is needed to fund adjustments to the fiscal year 2004 base including: pay and benefit increases for judges (\$11,541,000); increases in the number of senior judges, and magistrate judges adjustments (\$6,719,000); pay and benefit increases for court support and probation and pretrial services staff (\$83,452,000); fiscal year 2004 supplemental appropriations requirements and restoration of court support staffing to the fiscal year 2003 end-of-year on-board level (\$73,181,000); increases necessary to maintain fiscal year 2004 staffing levels and information technology support because of a reduction in non-appropriated funding (\$24,993,000); increases for space rental and associated costs (\$71,027,000); a reduction for shifting Federal Protective Service charges to the Court Security appropriation (-\$74,028,000); inflationary increases for operating costs (\$8,249,000); increases to support existing and newly installed automated systems and to continue work on information technology systems currently under development (\$21,401,000); and increases for maintenance of telecommunications systems and systems for new space coming on-line (\$7,160,000).

The remaining 36 percent (\$131,928,000) will fund 8 additional magistrate judges and their staff to help Article III judges handle civil cases and the record level of criminal cases facing the courts (\$3,539,000); 870 court support FTEs to address the shortfall in the level of staffing and operating costs funded in fiscal year 2004 (\$87,110,000); a reduction of 233 court support FTEs for fiscal year 2005 workload changes, including productivity and workload adjustments to the staffing formulas (-\$17,493,000); increases to support new automated systems and infrastructure improvements (\$7,092,000); additional funding for telecommunications to provide broadband remote access for judges and court employees, wireless access for probation and pretrial services officers, and upgrades for the federal judiciary television network (\$5,321,000); a cafeteria-style flexible benefits program for employees to reduce turnover and attract high quality new hires (\$35,236,000); increased mental health and substance abuse treatment for projected growth in the number of offenders and defendants under supervision requiring this treatment (\$8,881,000); and an increase in the annual recurring costs of the judiciary's off-site court operations support center (\$2,242,000).

Defender Services

An appropriation of \$698,035,000 is required for the Defender Services program to provide representation for eligible criminal defendants in fiscal year 2005. This is an increase of \$99,935,000 above the available fiscal year 2004 appropriation.

Of this increase, 95 percent (\$95,046,000) is needed for adjustments to the fiscal year 2004 base for inflationary and workload increases. Included in these adjustments are standard pay and inflation increases for Federal Defender Organizations (\$12,727,000); a cost-of-living adjustment to the capital and non-capital panel attorney rates (\$2,714,000); annualization and other inflationary increases and (\$2,625,000); increase in the projected number of representations (\$45,862,000); funding to maintain base caseload costs (\$16,526,000); funding for the panel attorney payment shortfall in fiscal year 2004 (\$16,423,000); a reduction for shifting Federal Protective Service charges to the Court Security appropriation (-\$1,231,000); and a reduction in non-recurring costs (-\$600,000).

The remaining increase of 5 percent (\$4,889,000) will fund an increase in the hourly panel attorney rate for capital cases, beyond the inflationary increase requested, to \$159 effective on April 1, 2005 (\$2,966,000); a cafeteria-style benefits program for employees to reduce turnover and attract high quality new hires (\$1,214,000); an increase for a new budget analyst position at the Administrative Office (\$109,000); and start-up costs of two new federal defender offices expected to be opened in fiscal year 2005 (\$600,000).

Fees of Jurors and Commissioners

For the Fees of Jurors program, an appropriation of \$62,800,000 is required, an increase of \$5,588,000 from the fiscal year 2004 available appropriation. This increase is the result of an increase in the projected number of juror days (\$658,000); an increase for inflation (\$1,542,000); an increase for the replacement in carry forward balances in fiscal year 2004 (\$2,357,000); and

an increase in funding to maintain the fiscal year 2004 service level (\$1,031,000).

Court Security

For the Court Security program, an appropriation of \$383,282,000 is required, which is an increase of \$108,710,000 above the fiscal year 2004 available appropriation. Of this increase, 83 percent (\$90,191,000) is for adjustments to base including: an increase for standard pay and benefit increases (\$185,000); a court security officer hourly wage adjustment (\$9,673,000); an increase to annualize the costs for 26 new court security officers (CSOs) (\$732,000); non-pay inflationary increases (\$367,000); an increase for the cyclical replacement of security systems and equipment (\$4,283,000); an increase of 15 additional CSOs associated with fiscal year 2005 new and existing space (\$560,000); an increase for Federal Protective Service security charges due to the shifting of funding from the Salaries and Expenses and Defender Services appropriation (\$75,259,000); increased charges for space for CSOs (\$2,106,000); a reduction of eight CSO positions that were shifted to the Court of Appeals for the Federal Circuit (-\$541,000); and a reduction in non-recurring security systems and equipment (-\$2,433,000).

The remaining increase of 17 percent (\$18,519,000) will fund perimeter security improvements, additional and replacement security systems and equipment, CSO radio repeater installations, and systems in probation and pretrial services offices, (\$17,965,000); five additional FTEs to provide the U.S. Marshals Service with the resources needed to more effectively and efficiently administer the Judicial Facility Security Program (\$528,000); and a cafeteria-style benefits program for employees to reduce turnover and attract high quality new hires (\$26,000).