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Competition in Corrections: Comparing Public and Private Sector Operations

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Executive summary

On July 21, 1997, the Federal Bureau of Prisons (BOP) announced that Wackenhut Corrections Corporation (now The GEO Group) had won the competition for a 10-year contract to manage a new federal correctional facility. Located in Taft, California, the new facility—known as Taft Correctional Institution (TCI)—had been designed and built by the federal government to house low-and minimum-security inmates.

In 2005, the CNA Corporation (CNAC) was asked to participate in the task of evaluating the first five years of this contract. The following report compares the cost of the TCI contract with the cost of operating the facility "in-house" during this period. A separate report prepared by the BOP analyzes the quality of contractor performance at Taft. A report prepared by Abt Associates reviews both the cost and quality of the contract services at this institution.

CNAC analysis indicates that the observed cost of the TCI contract was virtually identical to the estimated cost of in-house operation by government employees—based on practices observed at similar BOP facilities.

Using a cost model based on Circular A-76 guidelines and information available at the beginning of the TCI contract, we found that our initial estimate of the expected in-house cost of operating the facility was lower than the expected cost of the management contract. Using this model with actual (rather than expected) wage rates, inflation rates, and inmate population levels, we found that:

- Observed contract costs were generally higher than our initial estimates of what the BOP would have spent to operate TCI itself (i.e., the costs avoided through private sector management of the facility).

- Observed contract per diem costs exceeded expected contract costs, largely due to award fee payments and reimbursements for wage increases mandated by Service Contract Act revisions.

Using observed expenditures reported at TCI and three similar BOP facilities, we found that:

- Observed per diem costs with contractor management were not substantially different from observed facility-level per diem costs at BOP comparison sites.

- Observed per diem costs with contractor management were slightly lower than observed per diem avoidable costs at BOP facilities during the first two years of full-scale operations.

- In the last two years of the period under review, observed per diem contract costs were similar to observed per diem avoidable costs at comparable federal facilities once allowances were made for changes in the mix of security levels in the inmate population.

In short, the cost of routine contract operations was very similar at TCI and the three comparable government facilities. It was also generally higher than our initial estimates of what it would have cost the BOP to run TCI once it was fully activated.

To test the robustness of these results, we used an alternative estimate of materials costs and found that contract costs were again generally higher than in-house facility-level costs. When avoidable support costs were included in this alternative in-house estimate, we found that there was no consistent difference in the cost of public and private management. Over the four years of full-scale operations studied, the observed cost of the TCI contract was lower than the alternative estimate of in-house avoidable costs for the first half of the period and higher for the second half.

When we expanded the scope of our analysis to include the initial year of operation—the "activation period"—we found that the contract costs were lower than our estimate of in-house activation costs.

When we combined cost estimates for the activation period with those for full-scale operations, we found that the estimated avoidable cost of government operations at TCI was roughly

$4 million or 2.6 percent higher—on a present value basis—than the actual cost of contract operations at the facility.

We also identified three sources of potential savings:

- Reductions in centralized support costs
- Reductions in the cost of facility activation
- The general discipline—for both private and public sector managers—attributable to the on-going competition among service-providers.

The BOP's experience with TCI and the three comparable public facilities provides an opportunity to examine the cost of private and public sector service-providers over a span of years. On-going comparisons of this nature have the potential to encourage fiscal responsibility – the effective and efficient use of available resources. The task ahead will be to continue the process that has been started.

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Chapter 1 BACKGROUND: The federal government reinvented

On July 21, 1997, the Federal Bureau of Prisons (BOP) announced that Wackenhut Corrections Corporation (now the GEO Group) had won the competition for a 10-year contract to manage a new federal correctional facility. Located in Taft, California, the new facility had been designed and built by the federal government to house low- and minimum-security inmates. Although the BOP had previously contracted with private-sector prison management companies for specific services, Taft Correctional Institution (TCI) was to become the first government-owned and contractor-operated federal prison.

The Congressional mandate

The decision to outsource the management of TCI was made by Congress. The FY 1997 appropriations act for the Department of Justice directed the Bureau of Prisons to "undertake a 5-year prison demonstration project involving the two Taft facilities ... to give the administration and Congress an opportunity to monitor safety and operational concerns" previously identified by the Department of Justice.[1] In response, the BOP issued a request for proposals (RFP) "to provide for the comprehensive management and operation of a Government-owned/contractor-operated correctional facility."[2]

The RFP required bidders to submit a "tiered" rate schedule: a firm-fixed price for housing up to 1,946 low and minimum security inmates each month and an incremental per diem rate which would apply whenever the inmate population fell between 1,946 and approximately 2,355 individuals. The successful bidder would receive a service contract with an award fee option to be granted at

[1] Conference Report to Accompany H.R. 3610, Making Omnibus Consolidated Appropriations for Fiscal Year 1997, P.L. 104-208, September 23, 1996. Note: Only the first 5 years of the 10-year TCI contract were to be treated as part of the demonstration project.

[2] Cover letter for RFP PCC-0001, dated November 27, 1996.

the discretion of the Government in recognition of exceptional performance. In exchange, the winning contractor would be required to provide "all necessary personnel, equipment, materials, supplies, and services" needed to operate the facility with a population of up to approximately 2,355 inmates.[3] The final contractor selection was to be based on best-value. After the BOP reviewed the bids submitted by private corrections companies, it awarded a 3-year contract with 7 option years to Wackenhut Corrections Corporation (now the GEO Group).

Evaluating costs at TCI

The first 5 years of the GEO contract were treated as a "demonstration project." The task of evaluating the outcome of this project was undertaken in stages. In September 1999, the National Institute of Justice (NIJ) announced that Abt Associates of Cambridge, Massachusetts had won the competition for a contract to analyze the cost and quality of the services provided by GEO during the first five years of the contract.

The BOP itself commissioned a series of shorter, more focused reports comparing both the cost and quality of publicly and privately managed federal prisons.[4] In August 2005, the BOP contracted with the CNA Corporation to provide a synthesis of the cost analyses found in these earlier studies. The BOP also produced a report evaluating GEO's performance.[5]

This report compares both the expected and the actual cost of using private management at TCI with estimates of what the government would have spent to operate the facility itself. These "in-house" cost estimates were based on staffing practices in use at comparable BOP facilities during the first year of the TCI contract.

[3] RFP PCC-0001, dated November 27, 1996.

[4] USDOJ/BOP/ORE (2004), Nelson (1999) and Nelson (2005).

[5] USDOJ/BOP/ORE (2005).

An overview of our approach

Our evaluation of TCI proceeds as follows. In Chapter 2, we use the bid submitted by GEO to define the expected cost of contract operations. To estimate the amount that the BOP would have spent to operate TCI itself, we use a modified version of the methodology outlined in Circular A-76 along with BOP staffing information from FY 1998—i.e., the information available at the beginning of the contract.

To define the scope of costs in each estimate, we consider the impact of each option on the overall federal budget. We treat as relevant only those expenditures which were expected to change as a result of the contract. Specifically, we compare the costs which the BOP expected to incur under contractor management (i.e., monitoring costs and contract payments) with an estimate of the cost which the BOP avoided by using private sector management (i.e., the cost the BOP would have incurred if it had managed TCI itself).

In Chapter 3, we use this model with actual (rather than expected) wage rates, inflation rates, and inmate population levels. In Chapter 4, we examine operations at TCI and three comparison facilities in light of staffing and cost reports at older and smaller low-security BOP institutions. We find that costs are higher at the other institutions.

In the final chapter of this report, we expand our analysis to include activation expenses for TCI. When we compare expenditures over the full 5 years of the TCI demonstration project on a present value basis, we find no significant difference in the cost of public and private sector operations at the facilities reviewed: The present value of our estimate for costs avoided by using private sector management was 2.6 percent higher than the present value of the costs attributable to the TCI contract.

We were also able to identify several sources of the cost difference. We find that the cost of routine operation was remarkably similar at government and contract prison facilities. There were, however, three other sources of potential savings:

- Reductions in centralized support costs
- Reductions in the cost of facility activation
- The general discipline—for both private and public sector managers—attributable to the on-going competition among service-providers.

The BOP's experience with TCI and the three comparable public facilities provides an opportunity to examine the cost of private and public sector service-providers over a span of years. On-going comparisons of this nature have the potential to encourage fiscal responsibility – the effective and efficient use of available resources. The task ahead will be to continue the process that has been started.

Chapter 2 LOOKING FORWARD: Predicted differences in the cost of public and private correctional services

The context for cost comparisons

The interests of U.S. taxpayers provide the framework for this study. We first consider two forward-looking questions: "How much did the BOP expect to pay for the TCI contract?" and "How much did the BOP think it would have cost to manage TCI itself?" A comparison of the answers to these questions will help determine the *expected* financial impact of outsourcing on taxpayers.

Although these questions sound straightforward in theory, they are not always easy to answer in practice. A useful starting point for analyzing this "make-or-buy" decision can be found by comparing two distinct cost measures:

- The payments that the government expects to make to satisfy its contractual obligations to GEO plus the expected cost of monitoring less any net government revenues (such as corporate profits taxes) generated by the project
- The expenditures that the government expects to ***avoid*** through private operation, such as staff compensation, other direct costs, and avoidable support costs.

The difference between these two estimates is readily interpreted as the expected financial impact on taxpayers. This approach reflects the marginal cost logic of microeconomics—the notion that it only makes sense to pursue an activity if the benefits realized or the costs avoided by doing so outweigh any new expenses incurred.[6] As a result, these questions allow the analyst to use the conventions of

[6] See Kelley (1989) for a general treatment of this avoidable cost approach to evaluating government services. See Appendix A for examples of policy guidelines that implement this approach, and for an explanation of how this approach would work in an activity-based cost accounting system.

economic theory to evaluate the financial impact of the TCI demonstration project.

The first of these cost measures illustrates one of the benefits of this approach to "make-or-buy" decisions: It requires relatively little information about the contractor's internal costs and profit rates. In other words, the size of GEO's profit (or loss) has no relevance to the evaluation of its performance as the TCI contractor as long as the company provides the services promised in the contract. Such information has no bearing on the *government's* anticipated expenditures on either contract fees or monitoring. And because government expenditures alone determine the bill ultimately paid by taxpayers, the analyst can ignore the details of the contractor's internal operations—to the extent that they are not directly linked to the quality of the service provided.

The second of these cost measures highlights an important issue to be resolved when using such an approach to evaluate TCI: The in-house cost measure requires the analyst to construct a detailed alternative scenario, one in which the government "makes" the service in-house. To estimate these hypothetical costs, the analyst must choose both the appropriate set of costs to measure and the best available method of putting this decision into practice. In the case of TCI, this task was easier than it might have been since the BOP operated three federal facilities that were virtually identical to TCI. Nevertheless, a number of adjustments were needed before any conclusions could be drawn from public-private comparisons.

The mechanics of cost predictions

Unadjusted raw data rarely support direct comparisons of facility operating costs—even when similar public and private facilities are in operation at the same time. Table 1 lists the raw data available from four similar prisons at the end of FY 1998. At that time, TCI was "ramping up" to full-scale operations. The other three facilities were owned and operated by the BOP: Forrest City, Arkansas; Yazoo City, Mississippi; and Elkton, Ohio. The three BOP prisons had essentially the same physical lay-out as Taft, but they had been open a few months longer and were therefore operating closer to capacity.

Table 1. FY 1998 obligations

	Taft (GEO mgmt.)	Forrest City (BOP mgmt.)	Yazoo City (BOP mgmt.)	Elkton (BOP mgmt.)
Contract fees	$28,574,643			
Monitoring	$618,691			
BOP operating costs		$21,177,267	$20,576,692	$23,989,298
Annual support	$3,457,161	$2,507,883	$2,436,761	$2,840,893
Total reported cost	$32,650,495	$23,685,150	$23,013,453	$26,830,191
Average daily population, 1998	1,092	1,566	1,538	1,697

The data in Table 1 help identify the adjustments needed before consistent comparisons can be made. These include:

- Allowances for differences in inmate population
- Adjustments to ensure that all direct costs are captured in both scenarios
- Adjustments to ensure that support cost estimates reflect an avoidable cost approach to project evaluation
- Adjustments for "deobligated" funds and contract modifications.[7]

OMB Circular A-76 provides a detailed set of costing instructions that are aimed at ensuring that the total or "full" cost to the government of both the in-house and contract provision of services is estimated appropriately. We use a modified version of this approach in order to capture the net taxpayer impact of using private management at TCI. We start by computing the constant-

[7] Federal budgeting practices require agencies to "obligate" more money than is likely to be expended on this type of contract. As a result, funds will be "deobligated" if the contractor is awarded less than the maximum possible award fee bonus or if contractor profits from inmate phone calls are deducted from monthly payments. The contract value may also be increased through a formal modification to allow for unforeseen expenses such as inmate burial costs or wage increases mandated by the Service Contract Act (41 USC 351).

dollar long-run cost per inmate-day for both scenarios at the facility level. (We defer our discussion of inflation adjustments and activation costs to later chapters.)

In the remainder of this chapter, we describe the expected cost of contract operations at TCI once the facility has been fully activated. We then review the components of the estimated cost for in-house operations given the same inmate population. In each scenario, there are two sets of cost estimates to identify: the *direct* cost of operations and the *indirect* cost of supporting the activity. We use the cost parameters specified in Circular A-76 as the starting point for our analysis and discuss the extent to which these guidelines are consistent with an avoidable cost methodology.

Private facility predictions

To begin, we compute the constant dollar cost of contract operations using information available at the end of FY 1998. The fixed price structure of the contract between GEO and the Bureau of Prisons indicates the nature of the assumptions and adjustments required. The contract provided for:

- A fixed monthly fee of $2,303,499.72 as long as the average daily inmate population remained ***at or below 1,946 inmates***
- An additional fee of $5.58 per inmate per day when the average daily population exceeded 1,946.[8]

For consistency, the cost of contract and in-house operations should be computed using the same number of inmates. Given the structure of the contract, it makes sense to assume an average daily population (ADP) of *at least* 1,946 inmates—to do otherwise would

[8] An inflation adjustment was scheduled for the option years of the contract: Both the fixed monthly fee and the added fee per inmate-day were expected to increase in the fourth year of the contract. Because this initial public-private comparison uses 1998 prices (i.e., eliminates expected inflation), we can ignore these future price increases at this stage. They will be revisited in a later chapter.

overstate the cost of the GEO contract. Because population levels observed in 1998 fall short of 1,946 at all four facilities, it makes sense to stay relatively close to this minimum ADP to avoid extrapolation errors. For the purposes of this analysis, we compute contract and monitoring expenditures at TCI assuming an average daily population of 1,946 inmates. As a result, we expect gross payments to be $2,303,499.72 per month or $27,641,997 annually.

Several other assumptions are needed to complete this estimate. To avoid any appearance of favoritism, we assume that GEO received neither award fee bonuses nor performance penalties. This approach is consistent with adequate fulfillment of the terms of the contract.

Circular A-76 authorizes contract monitoring costs equal to ten government positions for a contract of this size. Because observed monitoring costs at TCI were lower than this amount, we use $618,691, the monitoring expenditure reported for 1998.

Circular A-76 stipulates that revenues generated from corporate profits taxes and/or the sale of government assets are to be credited against the cost of contractor payments. To compute the credit for tax revenues, we use the OMB rate to compute the income tax credit for a "miscellaneous services" company and reduce by 0.5 percent the expected net cost to the government of contractor fees.

Although the TCI contract did not involve a sale or transfer of assets, routine operations did generate revenues in the form of profits from inmate phone calls and commissary purchases. Since these revenues were retained by GEO, the BOP deducted an off-setting amount from its monthly payments to the contractor. Because the BOP does not report these revenues at the facility level for its own institutions, we compute the expected credit from the experience of TCI during early years of the contract. Phone fee rebates averaged $50,000 per month during the first 2 years of the project. We therefore reduce expected annual contract expenses (i.e., the net amount paid to GEO by the federal government) by $600,000.

Table 2 combines these estimates and presents the expected direct contract cost in FY 1998 prices. The per diem cost of $38.75

represents the expected direct cost per inmate-day once the facility was fully activated. We defer our discussion of support costs and activation expenditures to a later section.

Table 2. Expected direct contract cost, FY 1998 prices

Expected contract fees	$27,641,997
Monitoring costs	$618,691
Phone fees	-$600,000
Corporate profits taxes	-$138,210
	$27,522,478
Per diem, ADP = 1,946	$38.75

Public facility predictions

We now estimate the cost of running a comparable BOP facility. This cost would include annual operating costs for 1,946 inmates, as well as the avoidable portion of annual BOP support costs.[9] The major components of operating cost are staff compensation and direct costs such as equipment, supplies, and services.

Expected staffing costs

To develop our in-house estimate, we start with the cost of government employees. Circular A-76 requires the government to create a staffing plan to serve as the basis for an in-house cost bid. Because the TCI contract was awarded through a "private-private" competition (with no public sector bid), the actual staffing plans at comparable BOP facilities were used to develop a hypothetical in-house bid.

Staffing patterns: Table 3 presents the staffing patterns used at the three comparison facilities in March 1999. The number of full-time employees are reported by grade for each facility.

[9] The ***un***avoidable portion of BOP support cost is by definition a government expense no matter who manages the Taft facility. Because choice of facility management has no impact on the ***un***avoidable cost of the system as a whole, these costs should be excluded from any attempt to calculate the potential cost savings from outsourcing.

Table 3. BOP staffing patterns, March 1999

	Grade 2	Grade 3	Grade 4	Grade 5	Grade 6	Grade 7	Grade 8	Grade 9	Grade 10	Grade 11	Grade 12	Grade 13	Grade 14	Grade 15	Total
Elkton															
GS	0	0	0	4	44	64	41	46	2	49	24	4	2	3	283
WS	0	0	6	4	1	1	21	4	0	0	0	0	2	0	39
														Total FTEs	322
Forrest City															
GS	0	0	0	11	46	50	41	37	5	39	20	4	2	2	257
WS	0	7	0	3	1	2	29	4	1	0	0	0	1	0	48
														Total FTEs	305
Yazoo City															
GS	1	0	0	16	36	46	44	30	1	45	19	3	2	2	245
WS	0	0	9	1	1	5	17	4	0	0	0	0	1	0	38
														Total FTEs	283

The staffing plan proposed by GEO in its original bid to manage TCI provides another reference point. Table 4 indicates the number of full-time equivalent (FTE) employees specified, with GEO job titles converted into GS and WS grades using typical grades for the BOP staff who hold the corresponding positions at BOP facilities.

Table 4. GEO staffing pattern (specified in original bid)

	Grade 2	Grade 3	Grade 4	Grade 5	Grade 6	Grade 7	Grade 8	Grade 9	Grade 10	Grade 11	Grade 12	Grade 13	Grade 14	Grade 15	Total
GS	0	0	0	0	13.2	165.25	10.8	64.6	11.2	57.4	21.5	3	2	3	351.95
WS	0	0	4	1	2	2	16.6	1	1	1	0	0	1	0	29.6
														TOTAL FTEs	381.55

An initial comparison of Table 3 and Table 4 reveals a significant difference in the two staffing models: There are 60 more staff members at the GEO facility than at any of the three comparison sites. The difference in these two models persists even when staffing patterns are adjusted for minor variations in the way staff assigned to the facility are counted. (See Table 7 below.) In general, there are more staff members at the lowest grades in the GEO model. However, some of these discrepancies shrink when allowances are

made for the authorized vacancy rate at Taft: The contract stipulated that GEO could remain in compliance as long as its vacancy rate was at or below 10 percent. (We will return to these staffing pattern differences in a later section.)

Staff salaries and benefits: Defining appropriate staff compensation rates is the next step in estimating the cost of BOP prison operations. Tables 5 and 6 provide the annual rates computed by the method spelled out in OMB Circular A-76. The relevant salary schedules are those published for 1997 and 1998 for federal law enforcement officers in "the rest of the U.S." (the Taft facility is not located within the bounds of an area having a separate "locality rate" or cost-of-living adjustment). Because the GEO contract ran from August of one year to July of the next year, the labor rates for a given contract year would necessarily be a weighted average of the annual schedules for the years in question.

Following the A-76 guidelines for GS employees, we took the base salary for "step 5" in each of the 2 years as a starting point. The base salary rate reported below assumes that the staff was paid at the 1997 rate for 4 months and the 1998 rate for the remaining 8 months. We then computed benefits using the percentage add-ons specified in Circular A-76 for federal law enforcement personnel.

Table 5. Blended GS locality rates—law enforcement staff in the "rest of the U.S.," 1997 and 1998

Grade &step	Blended base rate	Retirement 37.70%	Insurance 5.60%	Medicare 1.45%	Misc. 1.70%	Annual total
GS-1, Step 5	15,336	5,782	859	222	261	$22,459
GS-2, Step 5	16,694	6,294	935	242	284	$24,448
GS-3, Step 5	22,138	8,346	1,240	321	376	$32,422
GS-4, Step 5	24,854	9,370	1,392	360	423	$36,399
GS-5, Step 5	28,504	10,746	1,596	413	485	$41,744
GS-6, Step 5	30,217	11,392	1,692	438	514	$44,253
GS-7, Step 5	32,716	12,334	1,832	474	556	$47,912
GS-8, Step 5	34,329	12,942	1,922	498	584	$50,275
GS-9, Step 5	36,866	13,898	2,064	535	627	$53,990
GS-10, Step 5	40,598	15,305	2,273	589	690	$59,455
GS-11, Step 5	43,328	16,335	2,426	628	737	$63,454
GS-12, Step 5	51,931	19,578	2,908	753	883	$76,053
GS-13, Step 5	61,752	23,281	3,458	895	1,050	$90,436
GS-14, Step 5	72,973	27,511	4,086	1,058	1,241	$106,868
GS-15, Step 5	85,838	32,361	4,807	1,245	1,459	$125,710

For WS personnel, we used the 1997–1998 WS hourly rate for Fresno, California, as a starting point. (This is the locality pay schedule that would have been used to determine the pay of WS staff at TCI.) Because the WS schedules run from the end of April to the end March in the following year, the relevant base pay rate is again a weighted average. We computed the annual WS "base pay" rate by assuming that WS staff members are paid for 2,087 hours per year and that they worked 8 months at 1997 rates and 4 months at 1998 rates. Again, we computed total annual compensation by using the percentage add-ons specified in Circular A-76 for law enforcement personnel.

Table 6. Blended WS locality rates—"rest of the U.S.", 1997–1998

Grade & step	Blended base rate	Retirement 37.70%	Insurance 5.60%	Medicare 1.45%	Misc. 1.70%	Annual total
WS-1, Step 4	28,919	10,902	1,619	419	492	$42,352
WS-2, Step 4	30,839	11,626	1,727	447	524	$45,164
WS-3, Step 4	32,766	12,353	1,835	475	557	$47,986
WS-4, Step 4	34,672	13,071	1,942	503	589	$50,777
WS-5, Step 4	36,599	13,798	2,050	531	622	$53,599
WS-6, Step 4	38,449	14,495	2,153	558	654	$56,309
WS-7, Step 4	40,265	15,180	2,255	584	685	$58,968
WS-8, Step 4	42,025	15,844	2,353	609	714	$61,546
WS-9, Step 4	43,757	16,497	2,450	634	744	$64,083
WS-10, Step 4	45,511	17,157	2,549	660	774	$66,650
WS-11, Step 4	46,860	17,666	2,624	679	797	$68,627
WS-12, Step 4	48,523	18,293	2,717	704	825	$71,062
WS-13, Step 4	50,617	19,082	2,835	734	860	$74,128
WS-14, Step 4	53,058	20,003	2,971	769	902	$77,704
WS-15, Step 4	55,779	21,029	3,124	809	948	$81,688

Final computation of in-house staffing costs requires (1) that a choice be made among the BOP staffing models listed in Table 3 and Table 4, and (2) that adjustments be made for differences in the types of staff who count as assigned to the facility. In an effort not to underestimate the number of staff members that the BOP would have assigned to Taft, we chose the Elkton staffing pattern as a starting point—among the three BOP facilities studied, Elkton had the largest staff. We then made the following adjustments to the Elkton staffing pattern:

- We deleted the 15 staff positions assigned to UNICOR operations at Elkton because the GEO staffing plan does not include the comparable positions at Taft.[10]

[10] There was a UNICOR factory at Taft during part of the demonstration project, but it was staffed by BOP employees. Because these federal employees would be at Taft no matter who managed the prison facility, these positions do not represent a cost that the BOP can avoid through privatization. Because we are trying to identify avoidable Taft costs by looking at comparable BOP institutions, it is appropriate to exclude the UNICOR positions at Elkton from the analysis performed in this study.

- We added the appropriate set of Public Health Service (PHS) positions to the Elkton staffing pattern because these individuals were not counted in the original BOP count.
- We added six positions to the Elkton pattern to reflect the change in current staffing that would be necessary if the Elkton camp housed the same number of inmates as the comparable facility at Taft.[11]

Table 7. Expected cost of government salaries and benefits

	Positions	Compensation
Reported BOP staffing	322	$18,069,881
Less UNICOR positions	(15)	($861,459)
Plus PHS	5	$334,349
Plus full camp	6	$309,092
Total, BOP staffing model	318	$17,851,863
Geo staffing model	381.55	$21,123,811

Other staff costs: Circular A-76 also requires the analyst to estimate the cost of employee overtime and personnel liability insurance. We use average overtime expenses at BOP low security facilities to estimate the former cost.[12] To estimate the expected cost of self-insuring against personnel liabilities, we use the OMB cost factor of 0.7 percent of staff compensation costs. Table 8 lists the combined results of these adjustments for the two distinct staffing plans identified in Table 7.

[11] This adjustment for expanded camp staffing reflects the comments of John LaManna, warden of FCI Elkton.

[12] In FY 1998, overtime averaged 8 percent of base pay at 14 minimum security BOP facilities. To compute the expected overtime (or "premium pay") expenses, we apply this rate to the cost of base salaries, wages, and social security benefits.

Table 8. Expected labor cost of government employees, FY 1997–1998 blended salaries

	BOP model	GEO model
Staff compensation	$17,851,863	$21,123,811
Overtime	$1,045,496	$1,237,118
Personnel liability	$124,963	$147,867
	$19,022,323	$22,508,796

Expected cost of inmate services

The cost of inmate services is another major component of prison operating costs. Table 9 reports this information for the relevant cost centers at each of the comparison facilities. In each case, FY 1998 expenditures per inmate per day on supplies and "other services" formed the basis of these calculations.[13]

Table 9. Cost of inmate services by facility

Amount spent per inmate day on supplies & other services (FY 1998)	Elkton ($)	Forrest City ($)	Yazoo City ($)
Food & farm	2.63	2.65	2.14
Medical & PHS	2.36	1.78	1.87
Other services	0.49	0.52	0.49
Unit management	0.12	0.06	0.08
Gen. & occupational ed.	0.21	0.28	0.33
Leisure programs	0.12	0.11	0.10
Religious programs	0.06	0.04	0.03
Psychology programs	0.01	0.01	0.01
Total	6.00	5.46	5.05
Estimate used:	5.50		

We used the average of these three per diem rates (i.e., $5.50) to compute the institution-level cost calculations for in-house operations. We assumed the average inmate population to be 1,946.

Note that the $5.50 estimate of BOP cost per day for inmate service costs corresponds closely to the adjustment factor of $5.58 built into

[13] We used reported FY 1998 average daily inmate populations to compute the relevant number of inmate days.

the GEO contract for inmate population levels in excess of 1,946. This similarity indicates that the expected additional or "incremental" cost to the BOP of expanding Taft operations to 2,000 or even 2,100 inmates would be roughly the same under the GEO contract as at a hypothetical Taft facility operated by BOP employees. It follows that results comparing public and private management costs computed for inmate populations of 1,946 should be relatively "robust"—i.e., not sensitive to moderate changes in the scale of prisons operations. (We review the accuracy of these predictions in a later chapter.)

Other expected operating costs

A number of miscellaneous costs—such as travel, utilities, and equipment—constitute the final component of BOP prison operating costs. Table 10 lists the expenditures reported by the three comparison facilities for these items in FY 1998.

Table 10. Other direct costs, FY 1998

Amount spent per year on	Elkton ($)	Forrest City ($)	Yazoo City ($)
Travel	246,861	233,329	259,756
Transportation	84,312	56,700	27,817
Utilities	1,459,808	942,611	984,655
Other admin services	253,863	211,135	186,631
Admin supplies	435,593	464,243	468,509
Equipment	81,501	16,581	8,023
Grants	2,905	11,218	13,690
Insurance claims	2,341	274	4,723
Interest	1,306	1,649	2,560
Total	2,568,490	1,937,740	1,956,365
Estimate used (average of Forrest City and Yazoo City):		1,947,052	

It is immediately apparent that the other direct costs reported by Elkton exceed those reported by the other two facilities. A line-by-line comparison of the three reports reveals that expenditures on

utilities account for virtually all of this roughly $500,000 discrepancy—a cost difference attributable to the climate differences among the facilities.[14] Because the Taft facility is located in southern California, it appeared likely in 1999 that utility costs at Taft would be closer to those of Forrest City and Yazoo City than to those of Elkton. (The accuracy of this prediction is discussed in a later section of this report.)

To calculate the appropriate level of miscellaneous expenditures for the hypothetical BOP operation of Taft, we assumed these "other direct costs" to be fixed or independent of small variations in inmate populations. We computed the "other operating costs" estimate reported below as the average of miscellaneous costs reported by Forrest City and Yazoo City.

Circular A-76 also provides a cost factor for expected casualty insurance expenses. The OMB guidelines specify an amount equal to 0.5 percent of the value of government-furnished property. However, this rate exceeds the amount generally charged to private corrections companies. Because these commercial insurance rates average between 0.1 and 0.3 percent, we split the difference and used a rate of 0.2 percent to estimate in-house self-insurance costs.[15] The TCI contract required GEO to maintain insurance to cover at least $75 million in property damages. It follows that the expected casualty insurance expense would be $150,000 per year.

Expected operating costs compared

At this point, we can compare the expected facility-level cost of private operations with the expected facility-level cost of in-house operations. Table 11 summarizes our calculations thus far. When we look at facility operating costs alone, ***we do not predict that private management will save money in the long run.*** The expected facility-level cost per inmate-day is ***higher*** with contractor management than with

[14] This assumption is based on conversations with Warden LaManna at the Elkton facility.

[15] See the discussion of the insurance cost of in-house operations in Abt (2005).

in-house management given an inmate population of 1,946 and given the BOP's proposed staffing plan.

Table 11. Operating cost comparison, FY 1998 prices

	Contract expenses ($)	In-house expenses, BOP model ($)
Expected contract fees	27,641,997	
Monitoring costs	618,691	
Phone fees	-600,000	
Corporate profits taxes	-138,210	
Staff compensation		17,851,863
Overtime		1,045,496
Personnel liability		124,963
Inmate services		3,906,595
Other reported direct costs		1,947,052
Casualty insurance		150,000
Total:	27,522,478	25,025,970
Per diem, ADP=1,046	38.75	35.23

There are obvious qualifications to this result:

- These estimates of in-house expenses do not include "support" or "overhead" costs.
- These estimates do not include activation expenses.
- These estimates may not be consistent with future observations.

In the next section, we address the issue of support costs and defer the remaining questions for later chapters.

Support costs, avoidable and otherwise

Within the BOP cost accounting system, the term "support costs" refers to a set of common or joint expenditures that are budgeted and tracked centrally. Many of these support expenditures—such as central office costs—benefit ***all*** BOP facilities, both publicly- and privately-managed. As a result, these costs are essentially independent of outsourcing—they are the same whether GEO runs

Taft as a BOP contractor or the BOP runs Taft directly on its own behalf.

On the other hand, some support costs are genuinely avoidable through private management. For example, staff training is primarily the responsibility of whoever operates the Taft facility. If Taft is run by GEO, then the BOP can avoid a significant portion of the training cost that it would incur if it operated Taft directly.

Economic analysis tells us that only the avoidable portion of support costs is relevant to outsourcing decisions. Support costs that remain unchanged whether a service is outsourced or not are irrelevant to the analysis at hand and can be safely ignored.[16] In the analysis that follows, we work to identify the *avoidable* component of BOP support costs.

Evaluating BOP support expenditures

The four major categories of BOP support costs are training, regional office costs, national programs, and central office costs. To calculate the relevant support costs for a hypothetical BOP facility, we must first determine which of these categories represent genuinely avoidable expenditures. By eliminating those that are independent of the decision to use private management, one is left with support costs that can reasonably be treated as avoidable.

For the purposes of this study, it is reasonable to assume that all regional and central office expenditures are ***un***avoidable and can thus be ignored when evaluating the merits of outsourcing. Because training is primarily the responsibility of Taft management, ***all*** training expenditures have been classified as avoidable.[17] Finally,

[16] The process defined in OMB Circular A-76 is somewhat different: In public-private competitions conducted under these guidelines, a standard cost factor equal to 12 percent of direct labor costs is used as a proxy for general and administrative public sector costs. See Atkin et al. (2005) for a review of the debate over the treatment of overhead or support expenses in the A-76 guidelines.

[17] This assumption favors the private management option because it probably overstates the true extent to which training costs can be avoided.

roughly half of national program expenditures have been classified as avoidable. Table 12 summarizes this breakdown. Appendix A contains a more detailed discussion of these distinctions.

Table 12. BOP support cost breakdown, FY 1998

	Total support costs, FY 98	Avoidable support costs	Unavoidable support costs
Regional	$51,358,354		$51,358,354
Training	$15,334,688	$15,334,688	
Central office	$81,736,375		$81,736,375
National programs	$115,312,279	$65,895,852	$49,416,427
Total	$263,741,695	$81,230,540	$182,511,156
Mark-up needed to allocate support cost:	11.84%	3.65%	8.19%

Public and private predictions once again

Preliminary results

We now combine the elements of our model for in-house operations[18] and present our total cost estimates for in-house and contract operations. Table 13 summarizes our results based on information available in 1999. When compared on an avoidable cost basis, in-house operations are predicted to be cheaper than contract operations once the facilities are fully activated. The same result is obtained when the estimates for public and private operations are compared on a total cost basis.[19]

[18] As mentioned above, we use observed staffing at Elkton to define the staffing plan for Taft, i.e., the staffing level that would have been adopted if Taft had been managed by the BOP.

[19] As mentioned above, we follow accounting conventions at the BOP, and assign support costs (both avoidable and otherwise) to individual facilities in proportion to reported operating (or direct) cost. As a result, facilities with higher operating costs also have higher support costs. Since predicted operating costs are higher with contract management at TCI, the unavoidable support costs assigned to this option are also higher. Assigning the same

(continued from previous page)

Table 13. Total cost estimates for in-house and contract operations (FY 1998 prices)

	Contract expenses ($)	In-house expenses, BOP model ($)
Expected contract fees	27,641,997	
Monitoring costs	618,691	
Phone fees	(600,000)	
Corporate profits taxes	(138,210)	
Staff compensation		17,851,863
Overtime		1,045,496
Personnel liability		124,963
Inmate services		3,906,595
Other reported direct costs		1,947,052
Casualty insurance		150,000
Total facility-level costs:	27,522,478	25,025,970
Per diem, ADP = 1,946	38.75	35.23
Avoidable support cost		913,448
Total avoidable cost	27,522,478	5,939,418
Per diem, ADP = 1,946	38.75	36.52
Unavoidable support cost	2,254,091	2,049,627
Total cost	29,776,569	27,989,045
Per diem, ADP = 1,946	41.92	39.41

Remaining questions

Examining this result in greater detail allows us to identify relevant cost drivers for both public and private sector operations. In the next chapter, we test the predictions of this ex ante in-house model against the results reported by a variety of low security institutions during the first five years of the TCI contract.

absolute amount of unavoidable cost to both estimates would not change the result.

Chapter 3 ON-GOING ACTIVITY: Competing public and private facilities in operation

By 1999, TCI and the three BOP comparison facilities were fully activated. During the next 4 years, these facilities evolved and expanded. In this chapter, we compare our initial predictions with actual expenditures reported by these facilities for this time period. These comparisons will illustrate the sensitivity of results to assumptions made about the number and type of inmates housed and the extent of adjustments for inflation.

We first review the scale of operations at each of the four facilities—as measured by their respective average daily populations. We then present the following cost estimates:

- Expected expenditures at TCI using observed TCI population data and the original terms of the contract
- Observed expenditures at TCI
- Expected in-house expenditures using our observed ex ante in-house model (with observed TCI population data, observed government wage data and observed inflation rates)
- Observed expenditures at BOP comparison sites
- Expected in-house expenditures using populations observed at BOP comparison sites and our ex ante in-house model
- Expected in-house expenditures using TCI population data and an in-house model updated to reflect experience at other BOP institutions during first five years of the project.

After analyzing estimates based on our initial in-house model, we find that:

- Observed contract per diem costs exceeded estimates of in-house per diem costs based on observed wages and inflation rates.

- Observed contract per diem costs exceeded expected contract costs, largely due to award fee bonus payments and reimbursements for wage increases mandated by Service Contract Act revisions.

- In-house cost estimates based on observed wages and inflation rates exceeded expected contract costs, largely due to the more frequent cost-of-living and inflation adjustments built into the in-house cost model.

- Observed per diem costs with contractor management were not significantly different from observed facility-level per diem costs at BOP comparison sites, thus supporting the finding in the previous chapter that outsourcing did not result in lower per diem *direct* costs at TCI.

- Observed per diem costs with contractor management were slightly lower than observed per diem *avoidable* costs at BOP facilities during the first 2 years of full-scale operations.

- In later years, observed per diem contract costs were comparable to observed per diem avoidable in-house costs once allowances were made for changes in the mix of security levels in the inmate population.

- The in-house model developed in the previous chapter *over-estimated* per diem costs for the two BOP institutions that maintained minimum security camps; the model *under-estimated* costs for the BOP institution that had its camp up-graded from minimum to low security.

In general, on the basis of our FY 1998 model we found little evidence that per diem costs at contract facilities were significantly different from avoidable costs at similar in-house facilities:

- Estimates of avoidable in-house per diem costs were no higher than those observed at the contract facility.
- Avoidable per diem costs observed at the BOP facilities with minimum security camps were comparable to those observed at the contract facility.

When we updated the original model in light of more recent experience, we again found little evidence of significant cost differences: The estimated avoidable cost of in-house operations was lower than the observed cost of contract operations in 2 out of 4 years.

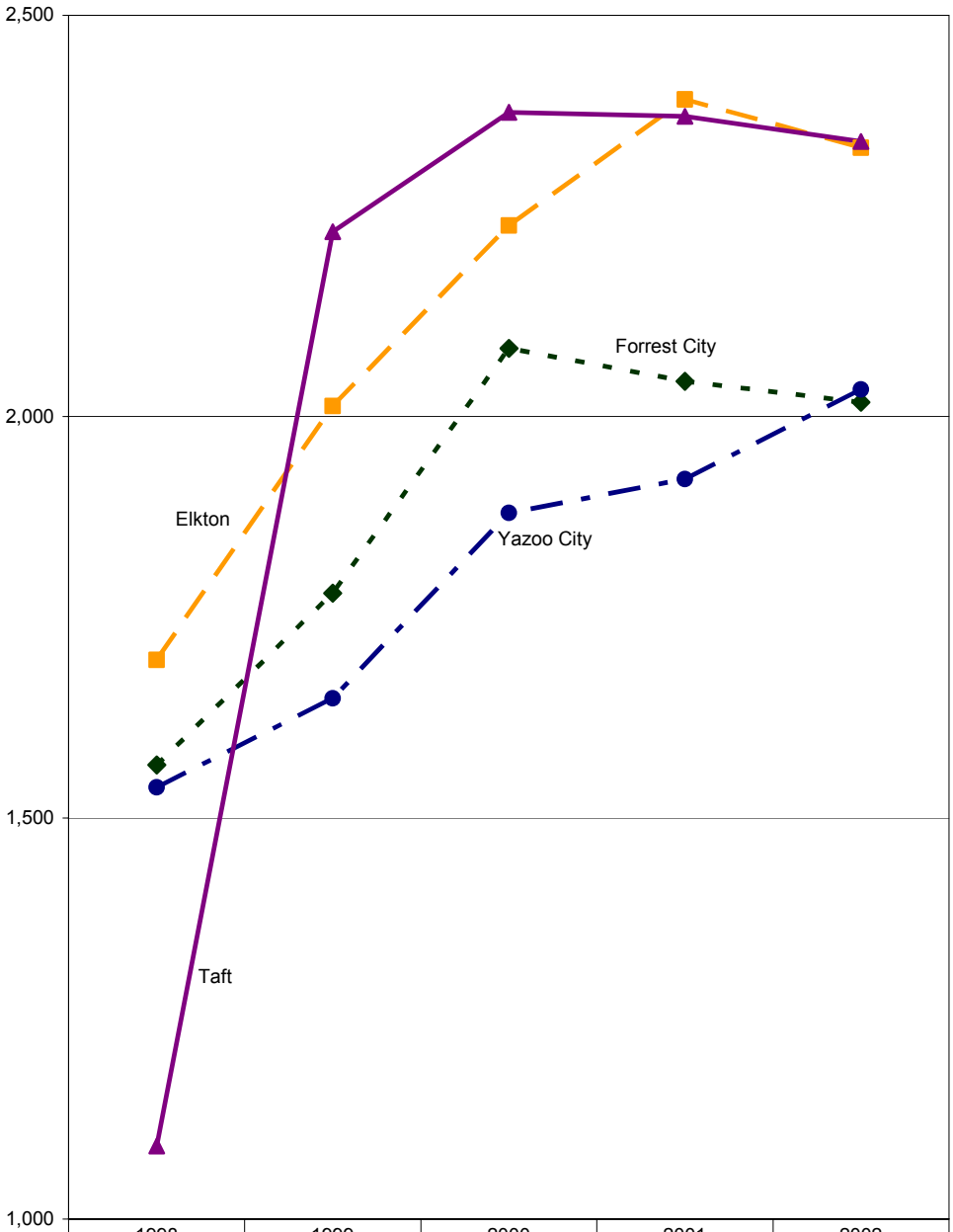
Inmate populations served

Figure 1 illustrates the growth in the population at TCI and the three comparison facilities over the period FY 1998 through FY 2002: The graph illustrates general trends, and the table provides the institution-specific details. The data are taken from the annual per diem reports for all BOP facilities.

The average daily population in these four facilities grew at different rates at different points in time. The population at TCI increased dramatically during FY 1998 as the institution finished its initial "ramp-up" period. The average daily population at TCI reached a maximum of 2,379 in FY 2000 and tapered off very slightly in the 2 subsequent years.

The average daily population at Elkton (the first of the three BOP comparison facilities to include a minimum security camp) was initially below that of TCI but had reached the same level as TCI by FY 2001. Both TCI and Elkton had an average daily population of about 2,340 in FY 2002. The inmate populations at Forrest City and Yazoo City grew most rapidly during FY 1998 and FY 1999 as camps were opened and filled. The population at Yazoo City grew more slowly over the period FY 2000 through FY 2002, whereas the population at Forrest City declined slightly. By FY 2002, the inmate populations at Forrest City and Yazoo City were virtually the same—an average of 2,026—and were smaller than the population at Elkton by about 300 inmates.

Figure 1. Average daily inmate population

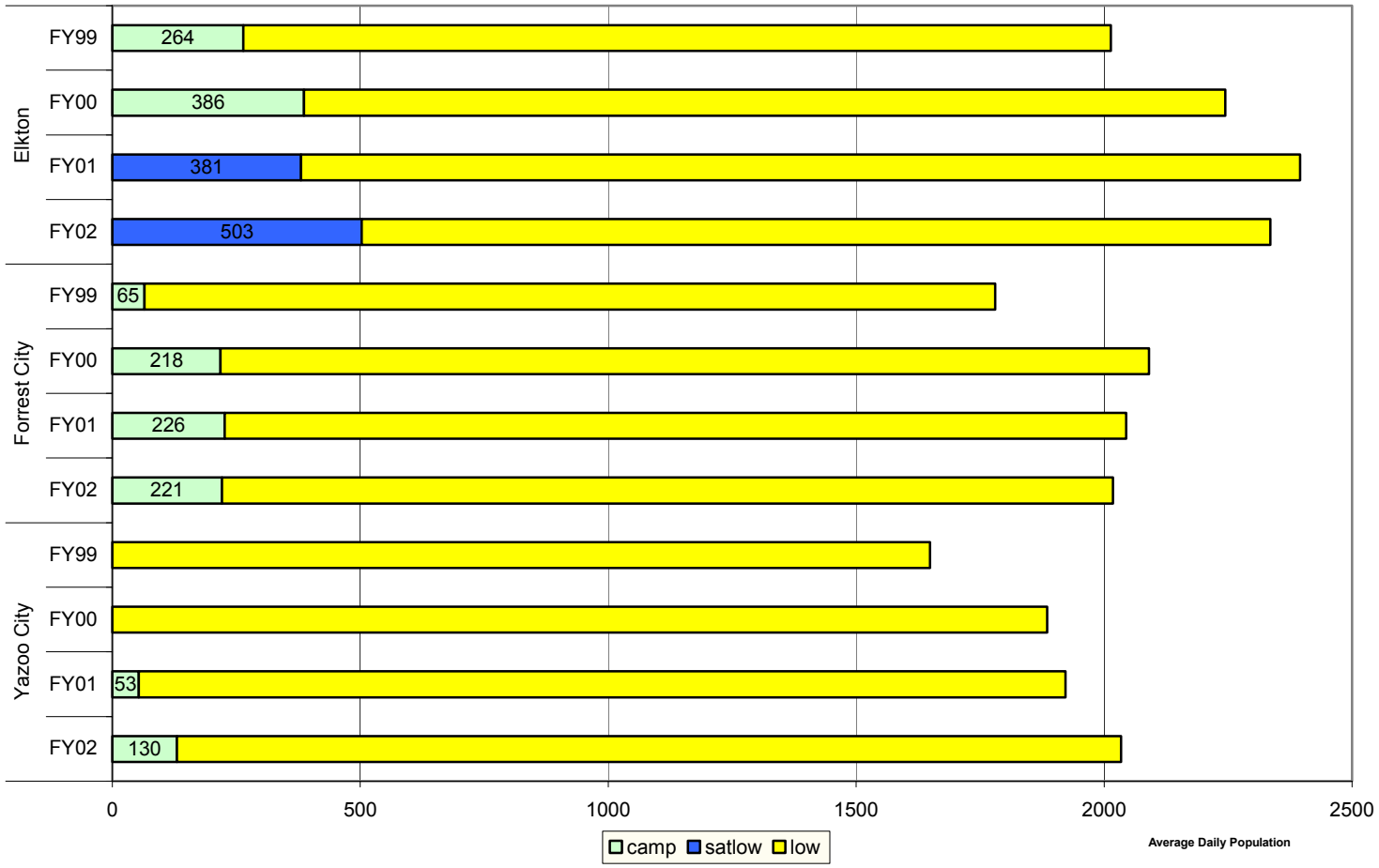


	1998	1999	2000	2001	2002
Elkton	1,697	2,013	2,238	2,395	2,335
Forrest City	1,566	1,780	2,085	2,044	2,018
Yazoo City	1,538	1,649	1,880	1,922	2,034
Taft	1,091	2,230	2,379	2,374	2,343

Figure 2 provides a more detailed comparison of the sources of inmate population growth at the three BOP comparison institutions. Starting in FY 2000, much of the increase in the size of the inmate population at Forrest City and Yazoo City was due to the addition of minimum security camp facilities. This means that although these two facilities will eventually gain the cost advantages of a larger scale of operations, they must (in the short run) bear the cost of hiring new staff in advance of having new facilities filled to capacity.

During this period, there were changes in both the number and types of inmates housed at Elkton. The camp at Elkton was used more intensively: After it was upgraded to a satellite low (SATLOW) security facility, the original minimum security inmates were replaced by a larger number of higher risk individuals. This change will ultimately have two offsetting effects on per diem costs: Although Elkton gained scale economies attributable to an expanded scale of operation, it also had to absorb the higher cost of increased security at its satellite facility.

Figure 2. Security levels at comparison sites, FY 1999–2002



Predicted and observed *contract* costs in the private facility

In this section, we compare the contract costs predicted by the model developed in the previous chapter with the contract expenditures observed during the first five years of the TCI contract.

Predicted expenditures at TCI

To compute the anticipated total annual contract expenditures, we use the payment schedule specified in the original TCI contract and make allowances for differences in inmate population. To estimate phone fee profits and corporate profits tax credits, we use the conventions discussed in the previous chapter (see the discussion of Table 2 above). To compute per diem costs, we use observed TCI population levels for each of the years FY 1999 through FY 2002. Finally, we assume that there were no avoidable BOP support or overhead costs for this contracting scenario. The results of this analysis are presented in the top half of Table 14.

Observed expenditures at TCI

To allow for differences in accounting conventions between GEO and the BOP, we use *net* payment data prepared by GEO to compute observed costs. (These payments include the net value of contract modifications for award fee bonuses and penalties, Service Contract Act wage changes, and phone profit deductions.)

To compute government monitoring expenditures in this scenario, we rely on the government's financial management system. We again use the approach described in the last chapter to estimate corporate profits tax credits and assume that there are no avoidable costs in this scenario. The results of these computations are presented in the lower half of Table 14.

Table 14. Predicted and observed contract costs (current dollars)

	Predicted cost of contract operations, current year prices				
	Base contract	1999	2000	2001	2002
Population at TCI	1,946	2,230	2,379	2,374	2,343
Gross payments to contractor	$27,641,997	$27,643,582	$27,644,413	$29,473,826	$29,915,753
Monitoring costs	$618,691	$618,691	$618,691	$618,691	$618,691
Phone profit adjustment	-$600,000	-$600,000	-$600,000	-$600,000	-$600,000
Corp. profit tax credit	-$138,210	-$138,218	-$138,222	-$147,369	-$149,579
Total predicted avoidable cost	$27,522,478	$27,524,055	$27,524,882	$29,345,148	$29,784,866
Per diem	$38.75	$33.82	$31.61	$33.87	$34.83
Unavoidable overhead	$2,254,091	$1,889,332	$2,214,347	$2,286,610	$2,244,777
Total contract cost	$29,776,569	$29,413,387	$29,739,229	$31,631,758	$32,029,643
Per diem	$41.92	$36.14	$34.25	$36.50	$37.45

	Observed cost of contract operations, current year prices				
	Base contract	1999	2000	2001	2002
Population at TCI	1,946	2,230	2,379	2,374	2,343
Net payments to contractor	$27,041,997	$27,576,105	$28,618,490	$31,685,186	$32,770,472
Monitoring costs	$618,691	$580,857	$441,183	$566,014	$418,596
Fed. tax credit	-$138,210	-$137,881	-$143,092	-$158,426	-$163,852
Total avoidable contract cost	$27,522,478	$28,019,081	$28,916,581	$32,092,774	$33,025,216
Per diem	$38.75	$34.42	$33.21	$37.04	$38.62
Unavoidable overhead	$2,254,091	$1,889,332	$2,214,347	$2,286,610	$2,244,777
Total contract cost	$29,776,569	$29,908,413	$31,130,928	$34,379,384	$35,269,993
Per diem	$41.92	$36.74	$35.85	$39.68	$41.24

Combining these estimates reveals an important result:

- The per diem cost *observed* during the first five years consistently exceeds the contract rate *predicted* by the model developed in the previous chapter.

This difference is particularly dramatic in the later years of the project. For example, the model predicts a contract cost of $34.83 per inmate-day given the average daily population observed in FY 2002. However, the average expenditure per inmate-day amounted to $38.62.

There are a number of explanations for this difference. For example, the initial model did not include allowances for award fee

bonus payments or fee increases to offset changes in the Service Contract Act wage rates. The initial fee structure was also developed for a somewhat smaller inmate population. In the next section, we will compare these two estimates with the predicted cost of in-house management at TCI.

Predicted *in-house* costs: the in-house model revisited

To estimate the predicted cost of in-house operations over the first five years of the project, we used the in-house model developed in the previous chapter. We started with the Elkton staffing plan described above. Because both GS and WS pay schedules change annually in the middle of the contract year, we again used the "blended" wage and salary rates described in the previous chapter. In other words, the wage rates used in any given year represent an average of the two schedules in force during that year.

To estimate the predicted cost of inmate services and other direct costs, we used the costs presented in Table 13. To allow for annual price increases in the cost of these goods and services, we used the observed change in the consumer price index reported for urban wage earners.

The sum of these personnel, materials, and insurance costs provided our estimate of the total predicted cost of operations at the facility level. We computed per diem facility-level costs using the inmate population levels actually observed at TCI.

To compute the predicted level of avoidable costs, we needed to allow for the impact of private management on BOP support costs. To do so, we first identified the share of BOP support costs that would probably be avoided by outsourcing. We then used this share to "pro-rate" the general support cost multiplier used each year to define the total cost of operations at each BOP facility. [20]

Table 15 summarizes the results of these calculations. As with contract cost estimates, we see that the predicted per diem cost of in-house operations fell as the population grew.

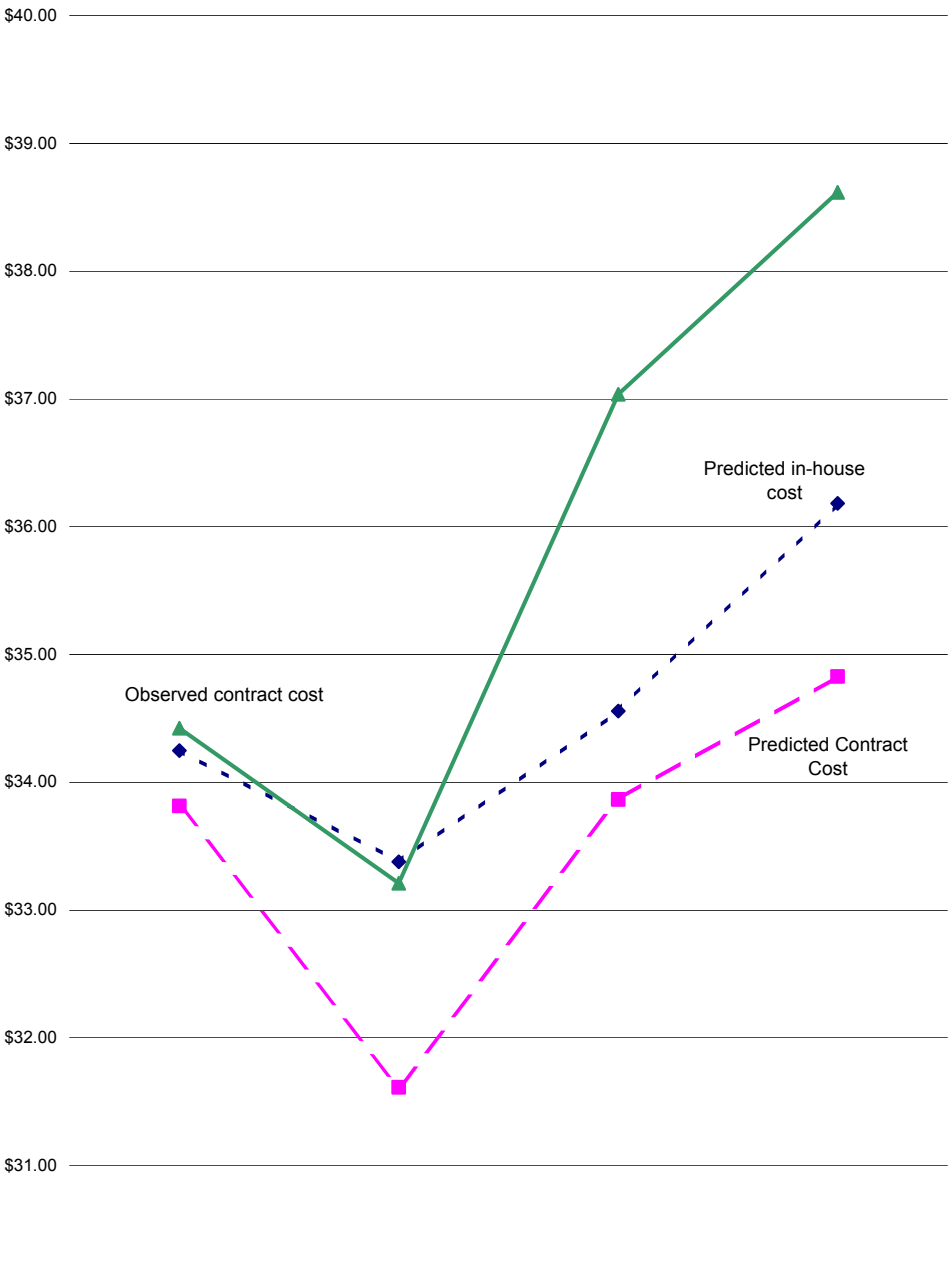
[20] These calculations are discussed in detail in appendix D.

Table 15. Predicted expenditures for in-house operations

	1998 model	1999	2000	2001	2002
Population (based on TCI ADP)	1,946	2,230	2,379	2,374	2,343
Staff salary & benefits	$17,851,863	$18,559,546	$19,429,989	$20,123,640	$21,033,228
Premium compensation	$1,045,496	$1,086,942	$1,137,919	$1,178,543	$1,231,813
Personnel liability	$124,963	$129,917	$136,010	$140,865	$147,233
Total personnel cost	$19,022,322	$19,776,405	$20,703,918	$21,443,048	$22,412,274
Annual wage adjustment		3.54%	4.69%	3.57%	4.52%
Inmate services	$3,906,595	$4,574,765	$5,050,761	$5,177,237	$5,180,145
Annual Inflation adjustment		2.19%	3.49%	2.72%	1.38%
Other direct costs	$1,947,052	$1,989,692	$2,059,133	$2,115,141	$2,144,330
Casualty insurance	$150,000	$153,285	$158,635	$162,950	$165,198
Annual Inflation adjustment		2.19%	3.49%	2.72%	1.38%
Total facility-level cost	$25,025,969	$26,494,147	$27,972,446	$28,898,376	$29,901,947
Per diem	$35.23	$32.55	$32.13	$33.35	$34.97
Avoidable overhead	$913,448	$1,382,994	$1,090,925	$1,046,121	$1,040,588
Total avoidable in-house cost	$25,939,417	$27,877,142	$29,063,371	$29,944,497	$30,942,535
Per diem	$36.52	$34.25	$33.38	$34.56	$36.18
Unavoidable overhead	$2,049,627	$1,777,757	$2,131,500	$2,048,895	$2,048,283
Total cost	$27,989,044	$29,654,899	$31,194,872	$31,993,392	$32,990,818
Per diem	$39.41	$36.43	$35.83	$36.92	$38.58

Figure 3 combines the cost predictions reported above for contract and in-house operations. (To highlight the differences among the estimates, the cost axis is truncated at $30.)

Figure 3. Predicted contract and avoidable in-house costs compared with observed contract costs



	1999	2000	2001	2002
predicted in-house	$34.25	$33.38	$34.56	$36.18
predicted contract	$33.82	$31.61	$33.87	$34.83
observed contract	$34.42	$33.21	$37.04	$38.62

We first note that the *predicted* per diem cost of contract operations is below that computed for in-house operations. This would appear to contradict our results in the previous chapter. However, closer examination reveals that ***observed contracting costs equal or exceed the per diem costs predicted for in-house operations.*** In other words, when we compare observed contracting costs with predictions from the in-house cost model, we do not find evidence of cost savings for fully activated facilities.

Nevertheless, an important question remains: "Would the BOP in fact have been able to achieve the in-house per diem cost levels predicted by our model?" To tackle this question, we turn to observed cost reports from comparison sites.

Observed costs at comparison BOP institutions

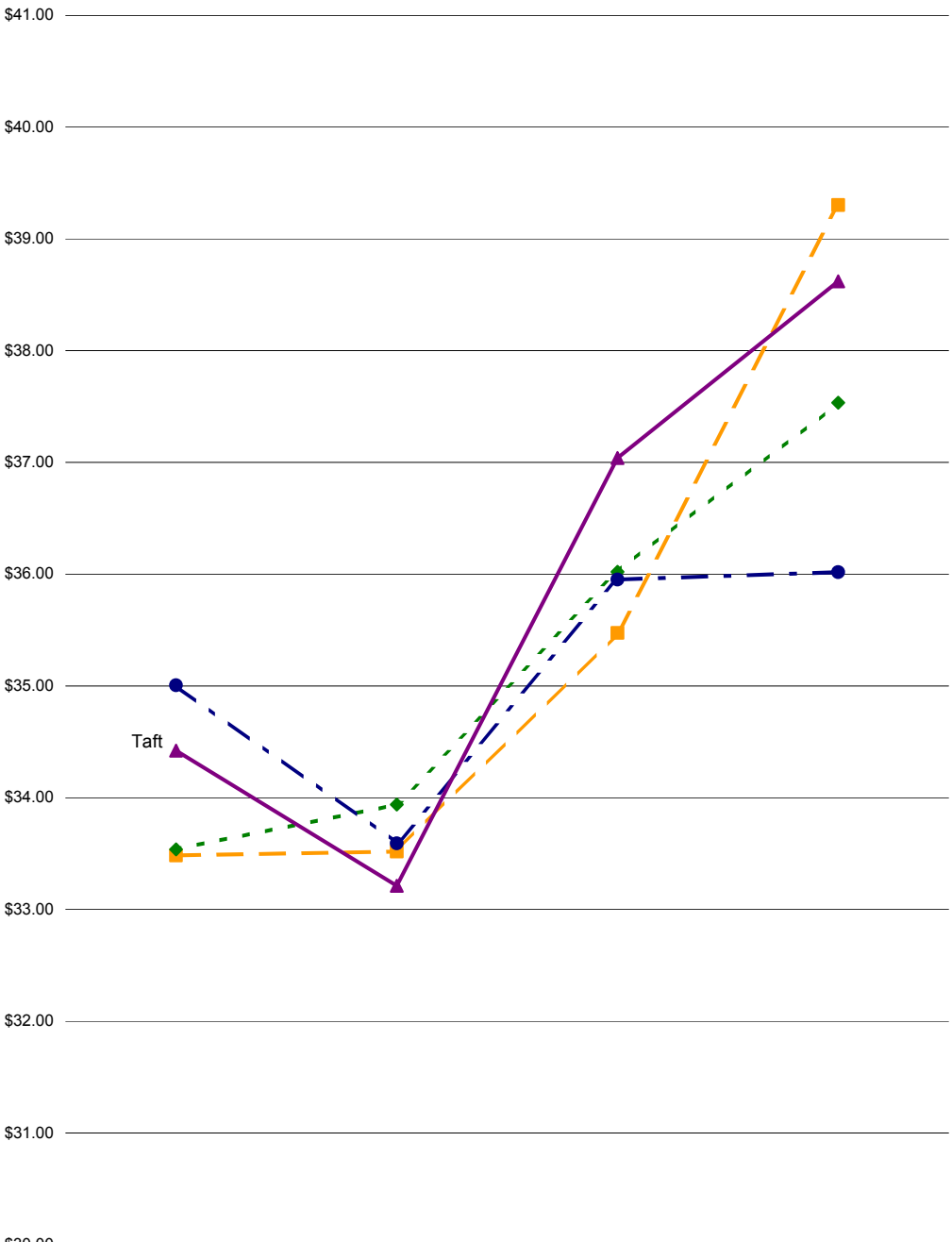
In this section, we discuss the facility-level and avoidable costs observed at the comparison facilities: Elkton, Forrest City, and Yazoo City. Specifically, we use expenditures reported by the BOP financial management system for each of the institutions in question and add in the avoidable portion of BOP support costs. To obtain the avoidable cost per inmate day, these cost estimates are divided by the number of inmate-days reported for each facility.

Facility-level costs observed at comparison sites

Facility-level costs at the BOP facilities include all expenditures from appropriated funds tracked at the facility level.[21] (Facility-level cost reports do not include allowances for avoidable support expenditures; these will be discussed in the following section.)

[21] Because Public Health Service staff working for the BOP are paid out of the BOP appropriation, these costs are included. In contrast, the cost of UNICOR staff and supplies are not included because they are paid out of the program's sales revenue.

Figure 4. Reported facility-level per diem costs (excluding avoidable support costs)



	1999	2000	2001	2002
Elkton	$33.48	$33.52	$35.47	$39.30
Forrest City	$33.54	$33.94	$36.02	$37.53
Yazoo City	$35.01	$33.59	$35.95	$36.02
Taft	$34.42	$33.21	$37.04	$38.62

As Figure 4 shows, the observed cost per inmate-day at TCI has been virtually identical to the average per diem cost observed at the three comparison facilities when facility-level costs alone are considered. In other words, ***this demonstration project did not result in substantially lower facility-level per diem costs at TCI than at comparable, fully-activated institutions.***

Avoidable **costs observed at comparison sites**

Expanding our analysis to allow for the impact of private management on support costs tells a slightly different story. Figure 5 presents a comparison of avoidable costs at all four institutions.

We see that observed per diem costs at TCI were initially *lower* than the avoidable per diem costs reported by the three comparison facilities. However, later years suggest more comparable per diem costs. In FY 2001, all four facilities reported virtually identical per diem avoidable costs. The data for FY 2002 suggest a different ranking among the four institutions:

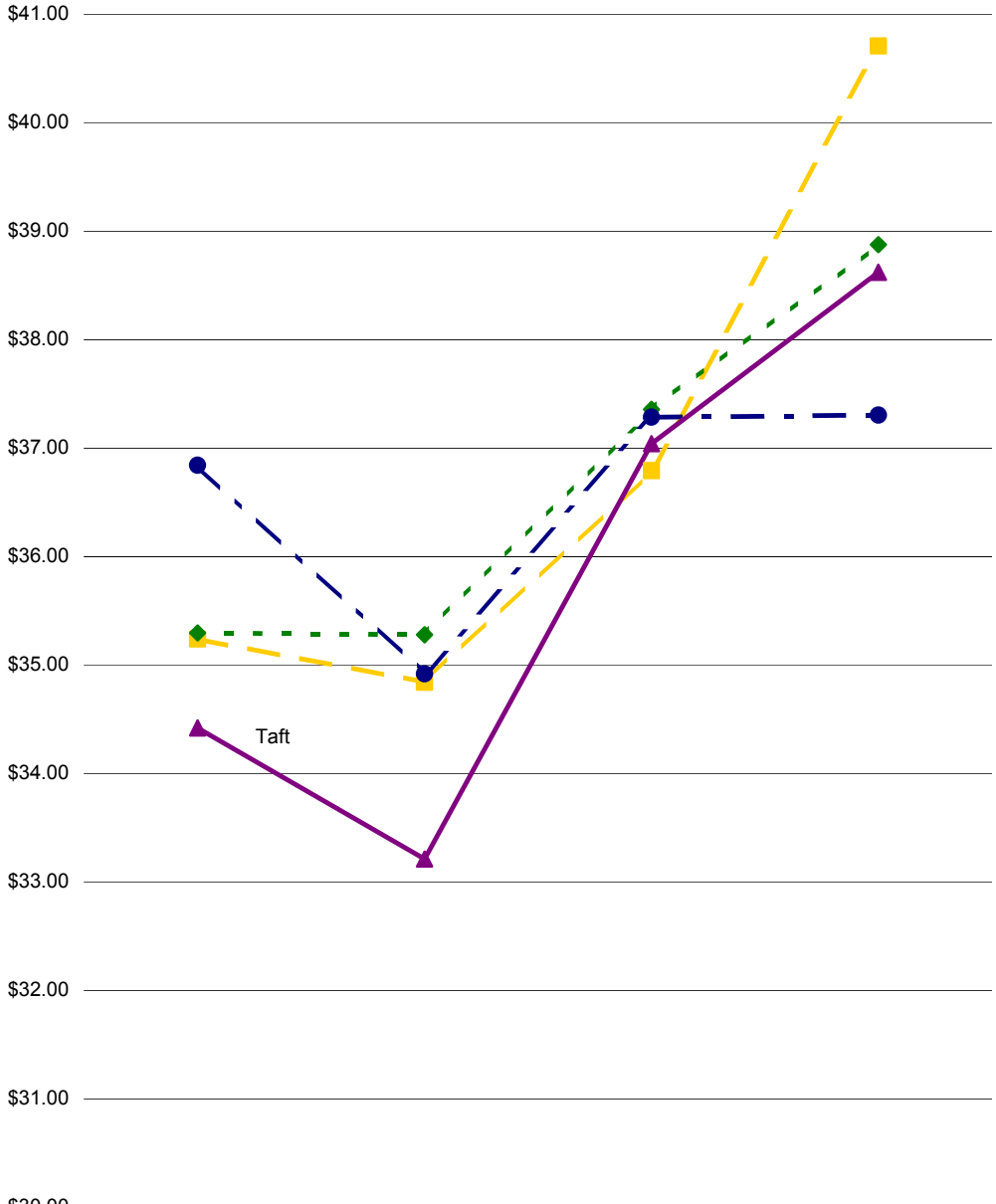
- Avoidable per diem costs at Elkton in FY 2002 exceeded those reported by TCI by slightly more than $2.
- Avoidable per diem costs reported by Forrest City at this time were virtually identical to those reported by TCI.
- Avoidable per diem costs reported by Yazoo City at this time were $1.40 lower than those reported by TCI.

A combination of scale economies and security reclassifications generally explains this divergence in the later half of the evaluation period.

- The increase in per diem costs at Elkton was largely due to the change in the security classification of the "camp" at the facility. (As mentioned earlier, this satellite institution was upgraded from a minimum security camp to a satellite low security institution, with the result that 34 additional corrections officers were hired.)

- The increase in per diem costs at Forrest City can be attributed to a slight decline in the institution's average daily population.
- The relative stability of per diem costs at Yazoo City can be attributed to the slow but steady growth of its inmate population.

Figure 5. Reported avoidable per diem cost (including avoidable support costs)



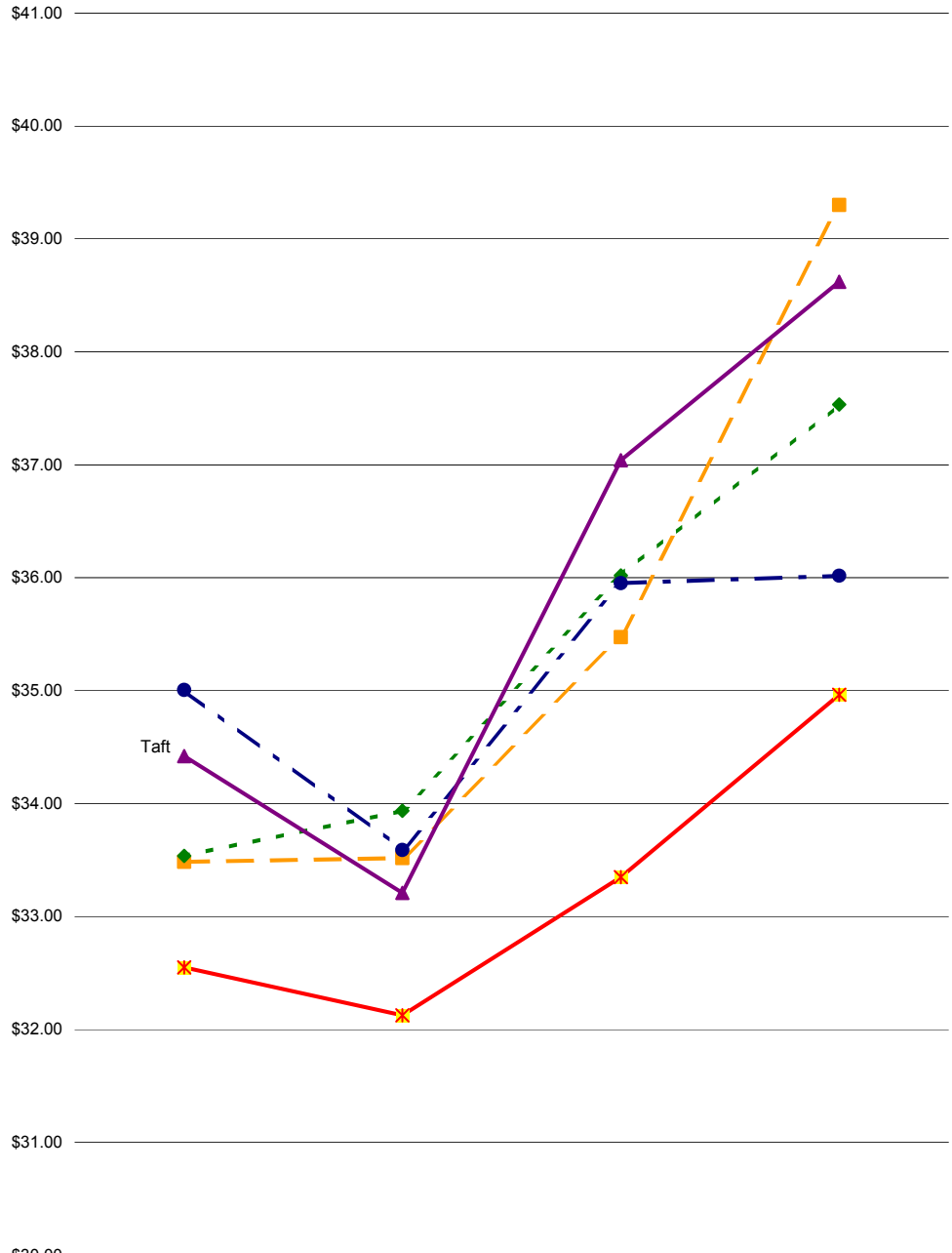
	1999	2000	2001	2002
Elkton	$35.24	$34.84	$36.79	$40.71
Forrest City	$35.29	$35.28	$37.36	$38.87
Yazoo City	$36.84	$34.92	$37.29	$37.30
Taft	$34.42	$33.21	$37.04	$38.62

Evaluating the results thus far

Did public and private management differ in their cost to taxpayers? The answer to this question requires us to work out what the BOP would have spent to run Taft itself. And this can only be done by resorting to hypothetical scenarios—with the inevitable risk of endless debate.

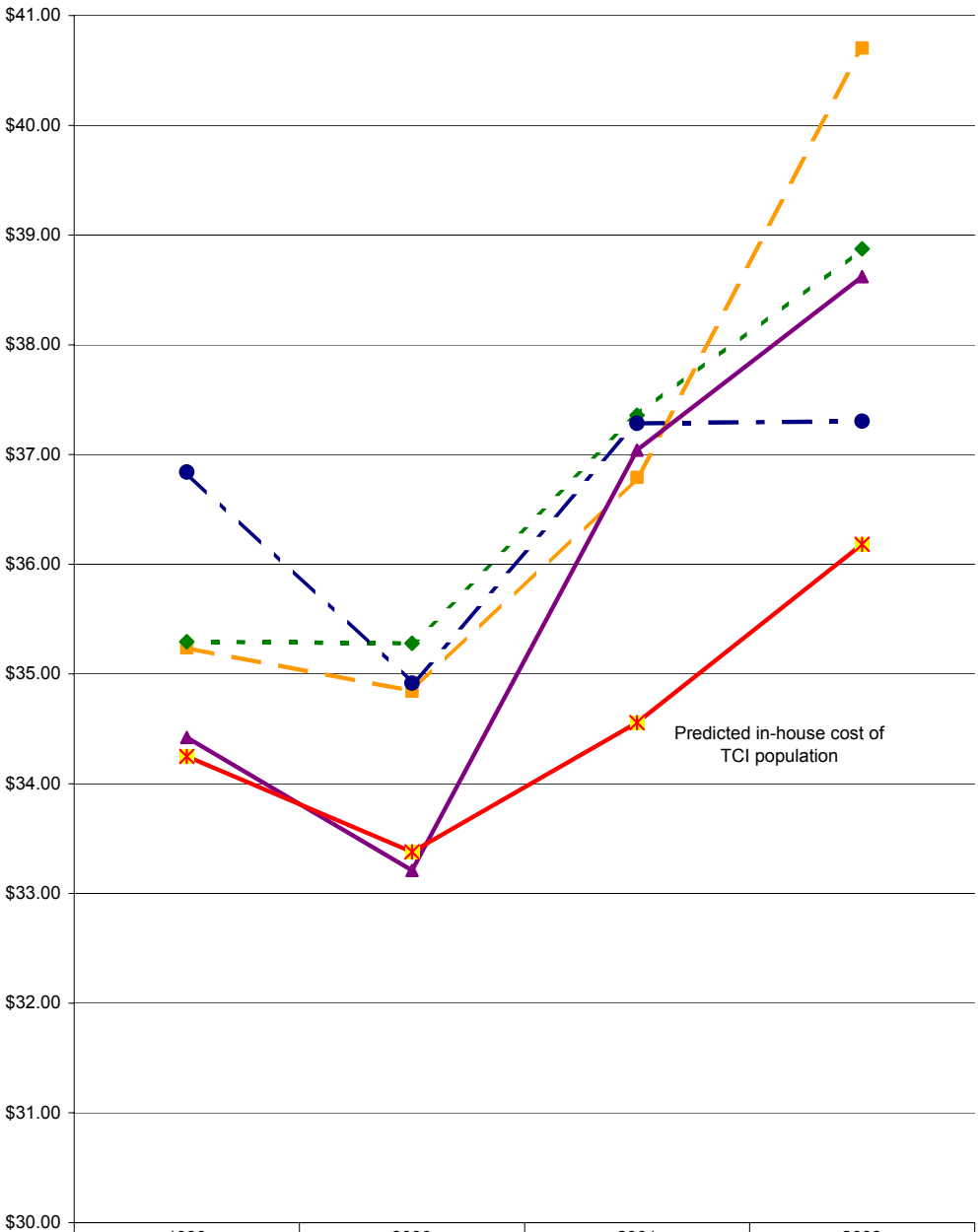
We noted earlier that observed contracting costs were higher than the per diem costs predicted by our in-house model. However, it remains to be seen whether or not the BOP would in fact have been able to achieve the cost levels predicted by this model. Figure 6 and Figure 7 illustrate the problem. We see in Figure 6 that facility-level in-house costs predicted by the in-house model are below observed facility-level costs at all four institutions. In Figure 7, we see that the avoidable in-house per diem costs predicted by the in-house model are consistently below observed per diem costs at BOP facilities.

Figure 6. Observed and predicted facility-level per diem costs



	1999	2000	2001	2002
Elkton	$33.48	$33.52	$35.47	$39.30
Forrest City	$33.54	$33.94	$36.02	$37.53
Yazoo City	$35.01	$33.59	$35.95	$36.02
Taft	$34.42	$33.21	$37.04	$38.62
Predict. in-house	$32.55	$32.13	$33.35	$34.97

Figure 7. Observed and predicted avoidable per diem costs (including avoidable support costs)



	1999	2000	2001	2002
Elkton	$35.24	$34.84	$36.79	$40.71
Forrest City	$35.29	$35.28	$37.36	$38.87
Yazoo City	$36.84	$34.92	$37.29	$37.30
Taft	$34.42	$33.21	$37.04	$38.62
Predicted	$34.25	$33.38	$34.56	$36.18

Predicting in-house costs at comparison sites

Does our in-house model provide a reliable estimate of what the BOP would have spent to operate Taft itself? One test of the model is to see how well it predicted observed costs at BOP facilities. Table 16 provides a head-to-head comparison of cost predictions and observations at the three comparison sites. We see that:

- The in-house model *over-estimated* the cost of housing inmates at Forrest City and Yazoo City.
- The in-house model *over-estimated* the cost of housing inmates at Elkton during the first two years of this period and *under-estimated* the cost for the last two years.

A look at individual cost categories allows us to explain many of these differences:

- The in-house model over-predicted staffing costs at Forrest City and Yazoo City but accurately predicted staffing costs at Elkton prior to the change in the security level of the camp at this facility. This result is not surprising because the 1998 Elkton staffing plan was used as the basis for the in-house model. Forrest City and Yazoo City have consistently housed fewer inmates than Elkton. Thus, it is reasonable to assume that they would adopt different staffing patterns than Elkton.
- The in-house model under-predicted staffing costs at Elkton after the camp was upgraded from a minimum to a low security institution. This is also not surprising because the change in security level led to an increase in the number of corrections officers at the facility.
- The accuracy of in-house predictions for the cost of goods and services declined somewhat over time. In general, the in-house model under-predicted the cost of goods and services at Elkton and Forrest City, but it was neither consistently too high nor too low in its predictions for Yazoo City. This result can be attributed to the difficulty of extrapolating 1998 data over multiple years.

Table 16. Predicted and observed cost at BOP comparison facilities (current dollars)

Elkton	1999		2000		2001		2002	
	Predicted	Observed	Predicted	Observed	Predicted	Observed	Predicted	Observed
Salary and benefits ($)	18,559,546	17,623,873	19,429,989	18,889,936	20,123,640	20,696,323	21,033,228	22,024,577
Premium compensation ($)	1,086,942	968,765	1,137,919	1,166,206	1,178,543	1,964,451	1,231,813	2,251,666
Services ($)	6,402,492	6,015,495	7,105,186	7,323,521	7,641,990	8,347,407	7,619,219	9,219,867
Total	26,048,980	24,608,134	27,673,095	27,379,663	28,944,173	31,008,181	29,884,260	33,496,111
Elkton population	2,013		2,238		2,395		2,335	
Per diem facility cost ($)	35.45	33.49	33.88	33.52	33.11	35.47	35.06	39.30
Per diem avoidable cost ($)	37.31	35.25	35.22	34.84	34.34	36.79	36.32	40.71

Forrest City	1999		2000		2001		2002	
	Predicted	Observed	Predicted	Observed	Predicted	Observed	Predicted	Observed
Salary and benefits ($)	18,559,546	15,201,194	19,429,989	17,242,022	20,123,640	18,108,198	21,033,228	19,351,538
Premium compensation ($)	1,086,942	809,173	1,137,919	895,926	1,178,543	899,843	1,231,813	934,500
Services ($)	5,924,501	5,783,010	6,780,358	7,689,738	6,876,527	7,863,481	6,918,363	7,360,708
Total	25,570,989	21,793,376	27,348,266	25,827,686	28,178,709	26,871,523	29,183,404	27,646,745
Forrest City population	1,780		2,085		2,044		2,018	
Per diem facility cost ($)	39.36	33.54	35.84	33.85	37.77	36.02	39.62	37.53
Per diem avoidable cost ($)	41.42	35.30	37.25	35.18	39.17	37.35	41.04	38.87

Yazoo City	1999		2000		2001		2002	
	Predicted	Observed	Predicted	Observed	Predicted	Observed	Predicted	Observed
Salary and benefits ($)	18,559,546	15,201,194	19,429,989	15,956,986	20,123,640	16,940,960	21,033,228	18,151,421
Premium compensation ($)	1,086,942	809,173	1,137,919	1,391,774	1,178,543	1,131,466	1,231,813	1,597,283
Services ($)	5,655,759	5,783,010	6,345,131	5,701,078	6,610,468	7,148,585	6,953,737	6,991,224
Total ($)	25,302,247	21,793,376	26,913,039	23,049,838	$7,912,651	25,221,012	29,218,778	26,739,929
Yazoo City population	1,649		1,880		1,922		2,034	
Per diem facility cost ($)	42.04	36.21	39.11	33.50	39.79	35.95	39.36	36.02
Per diem avoidable cost ($)	44.24	38.11	40.66	34.82	41.26	37.29	40.76	37.30

Updating the in-house model

Additional information allows us to update our original cost coefficients. Because the camp at TCI remained a minimum security institution, a reasonable option is to retain the original staffing plan for Elkton and adjust, as necessary, our estimates for overtime and the cost of goods and services to reflect experience.

From Table 16, we see that our original model "under-predicted" overtime and services expenses in later years.

To update our estimate of overtime expenses, we use the reported average ratio of premium pay to permanent wages and salaries at 14 low security institutions operated by the BOP.

Analysis performed by Abt Associates provides an alternative method of predicting the cost of goods and services used in low security institutions. Table 17 uses the regression equation specified by Abt to estimate this "other direct cost."

We see that even with increases in our materials cost estimates,

- The predicted facility-level cost of in-house operations is below the observed cost of contract operations in 3 out of 4 years and
- The predicted avoidable cost of in-house operations is lower than the observed cost of contract operations in 2 out of 4 years.

In other words, we do not find evidence that the private management of TCI led to significantly lower facility-level costs after the institution was fully activated. The cost savings to be realized must therefore come from elsewhere.

Table 17. Updated in-house cost estimates

	1999	2000	2001	2002
Population (based on TCIADP)	2,230	2,379	2,374	2,343
Staff salary & benefits ($)	18,559,546	19,429,989	20,123,640	21,033,228
Premium compensation ($)	1,206,506	1,348,435	1,380,369	1,599,818
Personnel liability ($)	129,917	136,010	140,865	147,233
Total personnel cost ($)	19,895,969	20,914,434	21,644,874	22,780,279
Annual wage adjustment	3.54%	4.69%	3.57%	4.52%
Goods and services ($)	7,687,801	8,289,783	8,470,439	8,543,992
Casualty insurance ($)	153,285	158,635	162,950	165,198
Annual inflation adjustment	2.19%	3.49%	2.72%	1.38%
Total facility-level cost ($)	27,737,055	29,362,851	30,278,263	31,489,469
Per diem ($)	34.08	33.72	34.94	36.82
Avoidable overhead ($)	1,447,874	1,145,151	1,096,073	1,095,834
Total avoidable in-house cost ($)	29,184,929	30,508,003	31,374,336	32,585,302
In-house per diem ($)	35.86	35.04	36.21	38.10
Unavoidable overhead ($)	1,861,156	2,237,449	2,146,729	2,157,029
Total cost ($)	31,046,085	32,745,452	33,521,064	34,742,331
Per diem ($)	38.14	37.61	38.69	40.63

Observed cost of contract operations, current year prices	1999	2000	2001	2002
Population at TCI	2,230	2,379	2,374	2,343
Net payments to contractor ($)	27,576,105	28,618,490	31,685,186	32,770,472
Monitoring costs ($)	580,857	441,183	566,014	418,596
Fed. tax credit ($)	-137,881	-143,092	-158,426	-163,852
Total avoidable contract cost ($)	28,019,081	28,916,581	32,092,774	33,025,216
Contract per diem ($)	34.42	33.21	37.04	38.62
Unavoidable overhead ($)	1,889,332	2,214,347	2,286,610	2,244,777
Total contract cost ($)	29,908,413	31,130,928	34,379,384	35,269,993
Per diem ($)	36.74	35.75	39.68	41.24

Figure 8 illustrates the differences in the two sets of these per diem cost estimates. (To show the size of the difference relative to the overall level of per diem costs, the scale of the cost axis is not truncated at $30.)

Figure 8. Observed contract costs and updated *avoidable* in-house costs

	1999	2000	2001	2002
In-house per diem	$35.60	$34.69	$35.86	$37.55
Contract per diem	$34.42	$33.21	$37.04	$38.62

There are two ways in which we can broaden the scope of our analysis:

- Consider TCI and the three comparison institutions in the context of other BOP facilities
- Include the activation period for TCI and the three comparison institutions in our evaluation of the Taft contract.

The next chapter provides details of operations at a number of older and smaller BOP facilities. The final chapter of this report presents an analysis of all 5 years of the Taft demonstration project—including the start-up year.

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Chapter 4 BOP operations in a broader context

In this chapter, we examine the costs and staffing patterns reported by the three BOP comparison sites in light of operations at other low security BOP institutions.

Inmates at other low-security institutions

Table 18 lists population data for the three comparison institutions in the context of other low security facilities. Specifically, it documents the differences in the scale of operations at TCI and 14 BOP institutions over the period FY 1999 through FY 2002.[22]

It is clear that TCI and the three comparison institutions were larger and grew faster than the other low security institutions. In FY 1999, the average population at the three BOP comparison sites exceeded the average population at 11 other BOP low-security institutions by almost 600 inmates; the population at TCI exceeded that of the other low-security facilities by more than 1,000 inmates.

Over the period FY 1999 through FY 2002, the average population at the three comparison sites also grew faster: Their average annual growth was 5.5 percent whereas the average rate at the non-comparison sites was only 2.7 percent. As the facility-level data in Table 18 show, the population at three non-comparison facilities (Big Spring, Seagoville, and Texarkana) actually declined.

By FY 2002, the average population at the three comparison sites exceeded that at other BOP minimum security facilities by just over 800 inmates. At TCI, this difference had grown to almost 1,025 inmates.

[22] The growth rates reported in the table are computed as annual compound rates. More formally, the rate of change in the average daily inmate population over the 4-year period is implicitly defined as $ADP_{2002} = ADP_{1999}(1 + r)^3$, where r is the average annual growth rate.

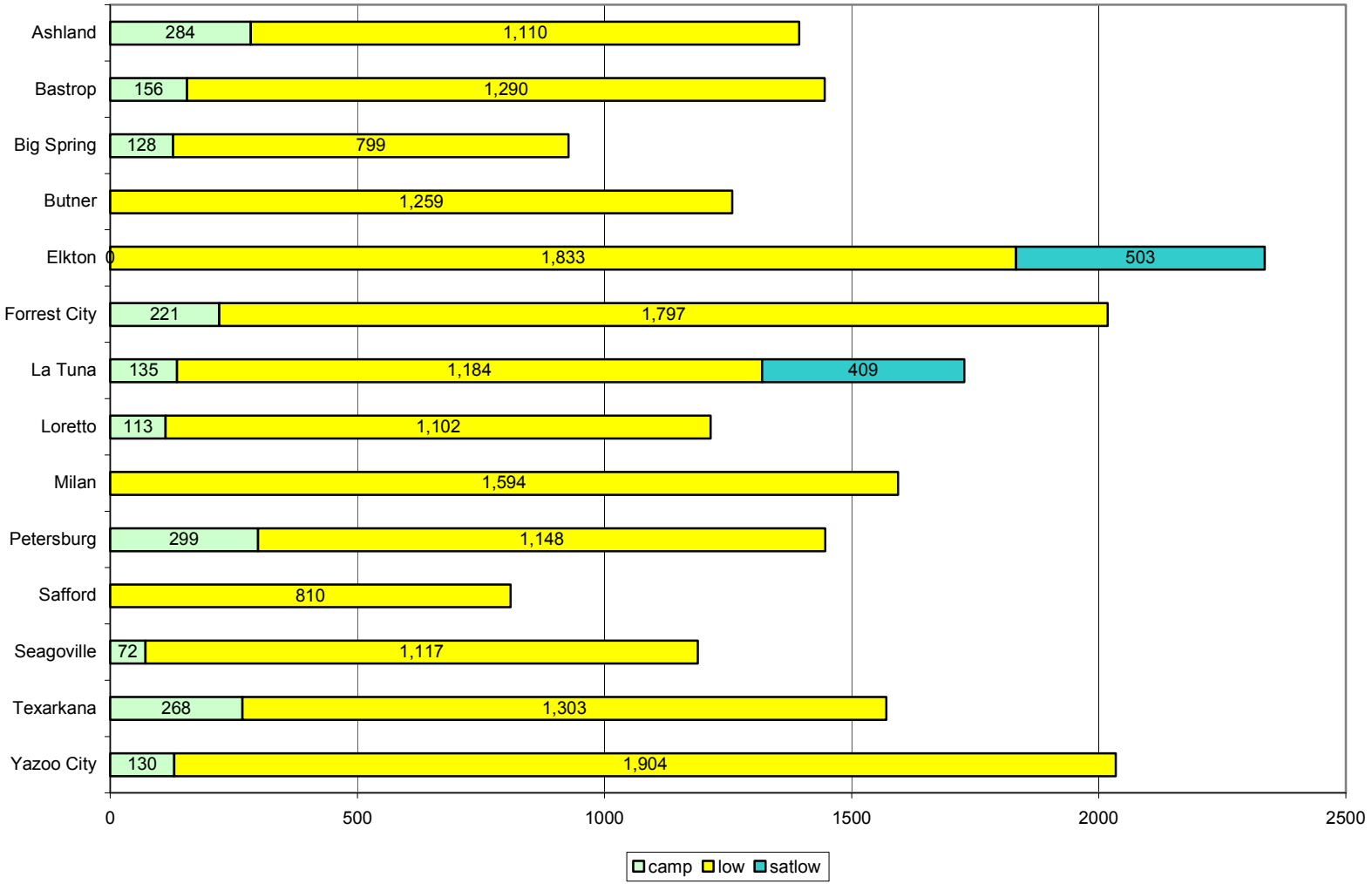
Table 18. Average daily population at BOP low-security facilities

Institution	1999	2000	2001	2002
Ashland	1,309	1,353	1,341	1,394
Bastrop	1,244	1,320	1,418	1,445
Big Spring	1,119	1,259	984	927
Butner	1,241	1,330	1,256	1,259
Elkton	2,013	2,238	2,395	2,335
Forrest City	1,780	2,085	2,044	2,018
La Tuna	1,322	1,346	1,396	1,728
Loretto	837	875	1,172	1,214
Milan	1,369	1,474	1,569	1,594
Petersburg	1,389	1,504	1,547	1,447
Safford	777	802	806	810
Seagoville	1,196	1,274	1,125	1,189
Texarkana	1,655	1,674	1,714	1,571
Yazoo City	1,649	1,880	1,922	2,034
Average, non-comparison sites	1,223	1,292	1,303	1,325
Average growth rate 1999–2002				2.7%
Average, comparison sites	1,814	2,068	2,120	2,129
Average growth rate 1999–2002				5.5%
Taft	2,230	2,379	2,374	2,343

Figure 9 illustrates other differences among other BOP institutions designated as "low security." The data used to create this figure, along with data for previous years, are reported in appendix C.

In FY 2002, 3 of the 14 facilities (Butner, Milan, and Safford) had no minimum security (camp) inmates. La Tuna operated both a minimum security camp and a satellite low security facility with the added costs that come from having two remote facilities. In contrast, all three of the comparison institutions operated a single camp. Elkton operated the largest one, a satellite low security facility that had been converted from a minimum security camp. Forrest City and Yazoo City both continued to operate minimum security camps.

Figure 9. Inmate population by security level, FY 2002



Expenditures at other low security facilities

Table 19 places expenditures at the comparison facilities in the context of other low security facilities. The cost per inmate day at the three BOP comparison sites has remained below that of other low security facilities: The difference in the averages of the two groups has ranged between $14 and $15 per day over the period of this study.

Table 19. Facility-level costs per inmate-day at BOP institutions

Institution	1999 ($)	2000 ($)	2001 ($)	2002 ($)	Average annual growth
Ashland	52.61	53.71	53.99	54.52	1.20%
Bastrop	45.45	44.45	44.93	45.47	0.01%
Big Spring	46.74	43.82	58.75	61.36	9.50%
Butner	38.87	40.03	43.18	46.98	6.52%
Elkton	33.48	33.52	35.47	39.30	5.49%
Forrest City	33.54	33.94	36.02	37.53	3.82%
La Tuna	47.21	48.38	56.33	51.76	3.11%
Loretto	51.62	53.27	41.73	41.91	-6.71%
Milan	56.45	53.15	53.31	54.10	-1.40%
Petersburg	51.49	51.92	48.01	51.08	-0.27%
Safford	48.30	50.07	50.39	51.21	1.98%
Seagoville	49.68	51.31	65.15	64.38	9.02%
Texarkana	39.38	41.83	42.83	47.06	6.12%
Yazoo City	35.01	33.59	35.95	36.02	0.95%
Average, non-comparison sites	47.98	48.36	50.78	51.80	2.59%
Average, comparison sites	34.01	33.68	35.82	37.62	3.42%
Difference in averages	13.97	14.68	14.96	14.18	
Taft	34.42	33.21	37.04	38.62	3.91%

Costs per inmate day grew somewhat faster at the comparison facilities than at other BOP low security institutions: For the period FY 1999 through FY 2002, the average annual growth rate in per diem costs was 3.42 percent at the three comparison sites, an average of 2.59 percent at the 11 other low security institutions, and

3.91 percent at TCI.[23] This result is best understood in the context of annual changes in public sector labor costs for this period.

Table 20 presents the annual percentage cost of living increase in the Federal GS pay schedule, as well as the corresponding rates of change in the consumer price index (i.e., the annual rate of inflation).[24] A comparison of Table 19 and Table 20 shows that the growth rate in per diem costs observed at all of the minimum security institutions was less than the average annual increase in the Civil Service pay rates. Because salaries and benefits are the largest component of facility-level costs, the relatively low rates of growth in per diem costs could indicate an increasing effort to hold down expenditures.

Table 20: Annual rates of inflation and GS cost of living increases

	FY 98–09	FY 99–00	FY 00–01	FY 01–02	Annual avg.
Change in GS pay scale:	3.54%	4.69%	3.57%	4.52%	4.09%
Change in the CPI:	2.19%	3.49%	2.72%	1.38%	2.40%

Figure 10, Table 21, and Table 22 help identify the areas in which the greatest cost savings were realized at the three comparison facilities. Figure 10 displays the different components of per diem costs at all fourteen BOP facilities in FY 2002, whereas Table 21 provides the maximum and minimum levels observed for each cost component. Table 22 indicates the differences between the averages

[23] As before, the growth rates reported in the table are computed as annual compound rates. More formally, the rate of change in the cost per inmate-day over the 4-year period is implicitly defined as $Cost_{2002} = Cost_{1999}(1 + r)^3$, where r is the average annual compound growth rate.

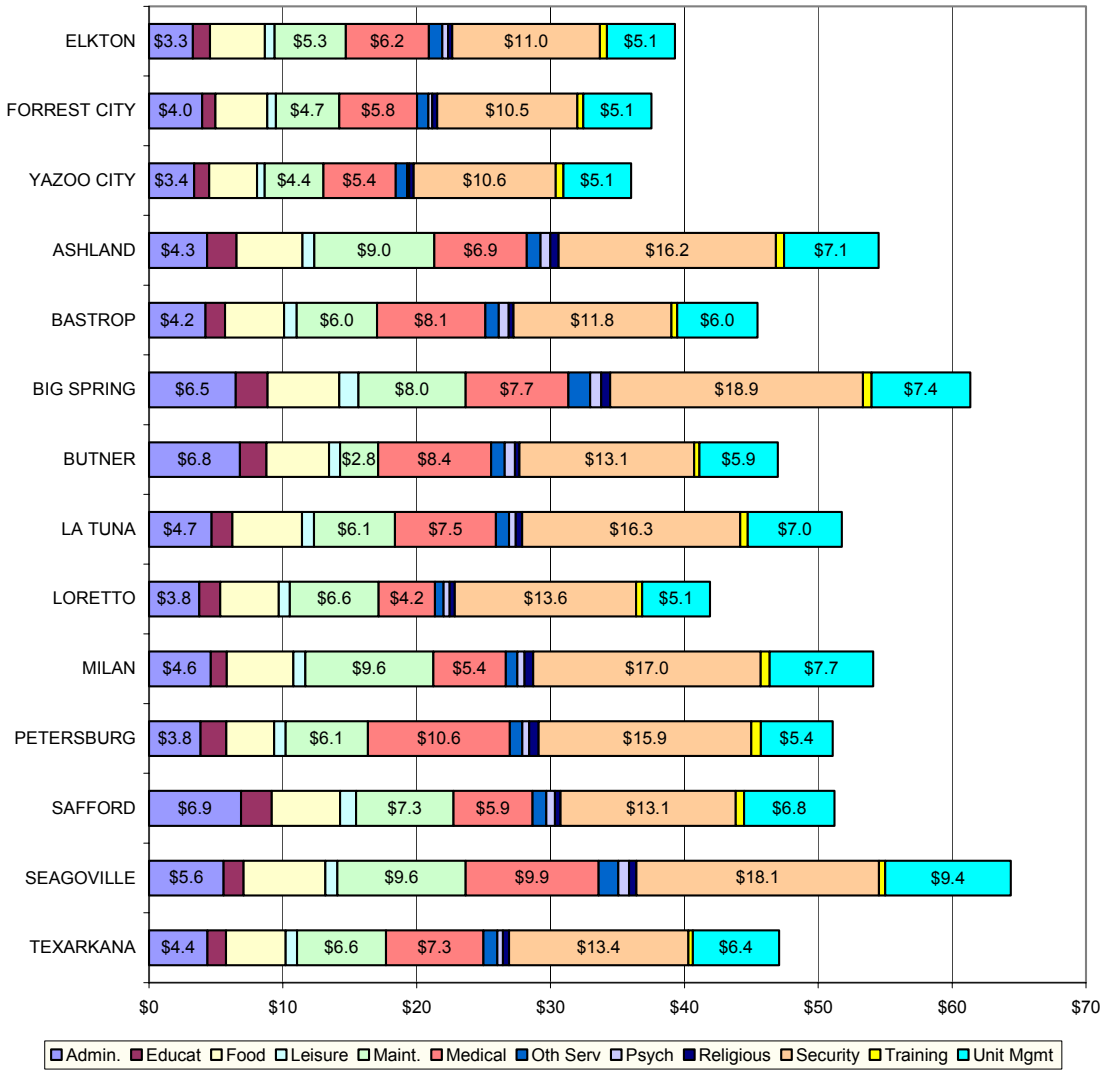
[24] The annual changes in the CPI are taken from the Bureau of Labor Statistics web site. The annual changes in federal GS pay scales are taken from footnotes to the OPM pay tables issued each year. The average annual growth rate is computed as the average compound rate for the annual rates listed.

for each cost component computed separately for the 3 comparison facilities and the other 11 low security institutions.

Table 22, along with Figure 10, allows for cost component comparisons on an institution-by-institution basis. In particular, we see that in FY 2002:

- No low security institution had lower per diem **security** costs than the three comparison facilities.
- No low security facility had lower per diem **unit management** costs, although Loretto and Petersburg reported similar results.
- No low security facility had significantly lower per diem **administration** costs, although again Loretto and Petersburg reported similar results.
- Only Butner reported lower per diem **maintenance** expenditures.
- Loretto did report lower per diem **medical** costs than did the three comparison institutions, whereas Milan and Safford reported similar per diem costs.

Figure 10. Facility expenditures per inmate-day, FY 2002



From Table 21, we see that for low security institutions as a whole, the largest variation in per diem costs occurred in Security, followed by Maintenance and Medical, then by Unit Management and Administration. This result is not surprising given the diversity of size, design, and age of the institutions in question.

Table 21. Contributions to per diem costs, FY 2002

Cost center	Maximum ($)	Minimum ($)	Difference ($)
Admin.	6.87	3.28	3.59
Education	2.38	1.00	1.38
Food	6.11	3.55	2.55
Leisure	1.44	0.57	0.87
Maintenance	9.58	2.84	6.74
Medical	10.60	4.20	6.40
Other serve	1.63	0.66	0.97
Psych	0.83	0.16	0.68
Religious	0.69	0.30	0.39
Security	18.88	10.47	8.42
Training	0.73	0.34	0.39
Unit mgmt	9.37	5.06	4.31

Table 22 helps identify the magnitude of cost efficiencies at the comparison institutions. On average, the comparison facilities had lower expenditures per inmate-day in *every* cost center when compared with other low security institutions. For example, the average expenditure per inmate-day on Administrative Services was $1.50 lower in the three comparison facilities than in the remaining 11 low security institutions.

Table 22. Per diem cost components, averages for FY 2002

Institution	Average comparison sites ($)	Average, non-comparison sites ($)	Comparison. less non-comparison sites ($)
Admin.	3.55	5.05	-1.50
Education	1.13	1.77	-0.63
Food	3.84	4.83	-1.00
Leisure	0.65	0.96	-0.31
Maintenance	4.82	7.07	-2.25
Medical	5.81	7.45	-1.65
Other services	0.89	1.06	-0.17
Psych	0.29	0.63	-0.34
Religious	0.34	0.51	-0.16
Security	10.70	15.21	-4.51
Training	0.52	0.54	-0.02
Unit mgmt	5.08	6.73	-1.65

Figure 11. Facility budget shares, FY 2002

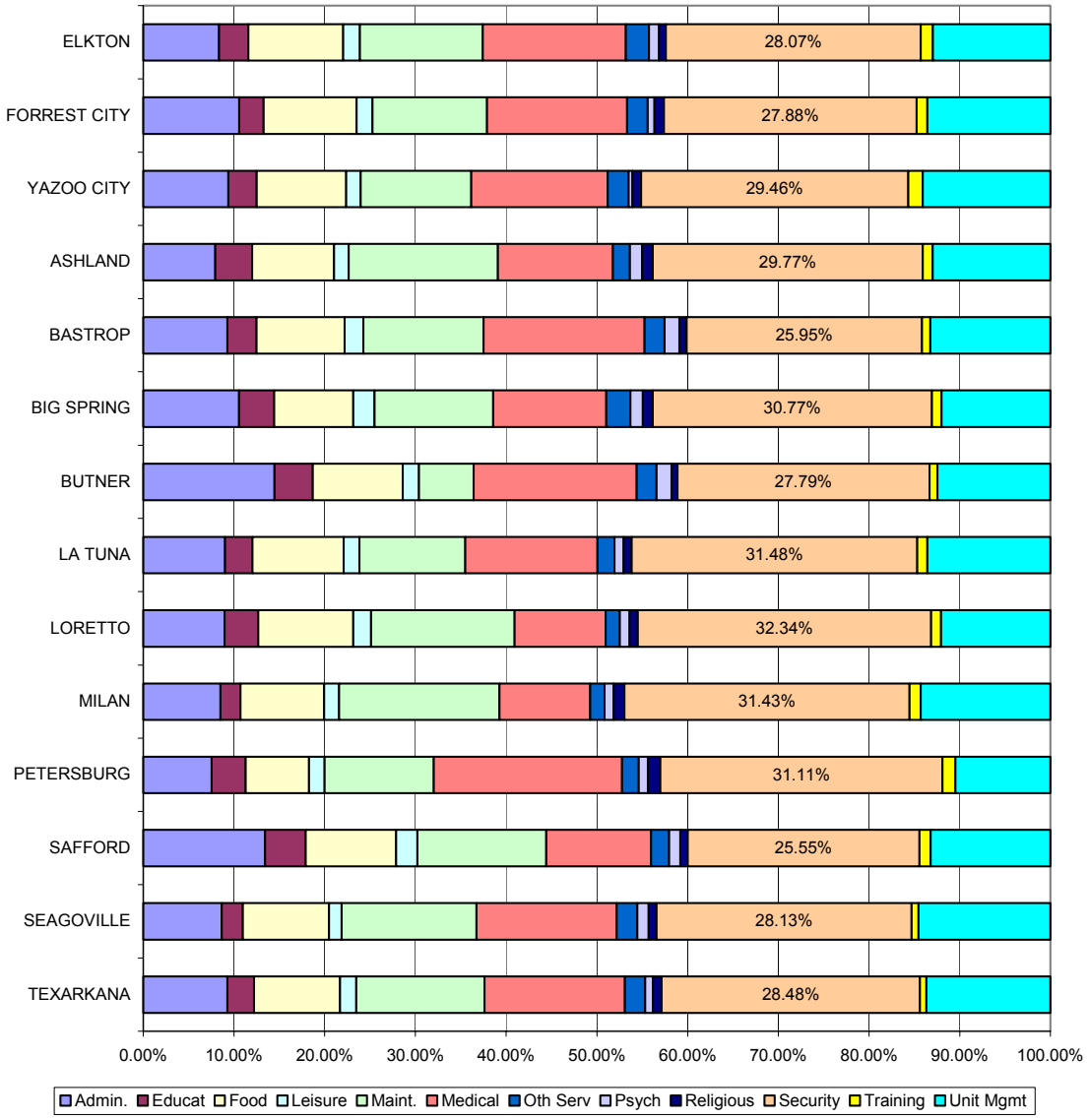


Table 23 reports the averages of expenditure shares computed separately for the 3 comparison facilities and the 11 non-comparison institutions. The table also reports the differences in expenditure shares by cost center. Remember that expenditure shares do not indicate the absolute size of the budgets in question. For example, even though the *share* of administration in total spending is lower on average at the comparison sites, the actual amount spent on administration may well be higher than at a representative non-comparison site.

The fourth column of Table 23 provides a measure of the efficiency gains by cost center for the comparison facilities. A negative number in this column indicates that the particular cost center represents a *smaller* fraction of total spending in the comparison facilities than in the remaining 11 low security institutions. Such efficiencies can be attributed to a variety of sources—including the advantage of larger-scale operations in a newly-built modern facility.

Table 23. Cost shares, averages for FY 2002

Institution	Average comparison sites (%)	Avg., non-comparison sites (%)	Comparison. less non-comparison sites (%)
Administration	9.44	9.79	-0.34
Education	3.01	3.43	-0.43
Food	10.19	9.37	0.83
Leisure	1.72	1.85	-0.13
Maintenance	12.79	13.57	-0.78
Medical	15.42	14.43	1.00
Other services	2.36	2.03	0.34
Psych	0.77	1.22	-0.45
Religious	0.92	0.97	-0.05
Security	28.47	29.34	-0.87
Training	1.38	1.04	0.33
Unit management	13.52	12.96	0.56

For example, administrative expenses represent an average of 9.44 percent of total spending at the comparison institutions and 9.79 percent at the other low security facilities. The difference is -0.34 percent: In other words, Administration as a fraction of total expenditures is smaller at the comparison institutions.

Table 23 also helps identify changes in the factors that determine *per diem costs* at the larger comparison institutions. For any given cost center, if its share in *total* spending is smaller at comparison facilities, then its share in *spending per inmate-day* (i.e., in per diem cost) is also smaller. Remembering that per diem cost is generally smaller at the comparison facilities, we see that any cost center with a negative entry in Table 23 essentially gets a smaller piece of a smaller "pie:" It represents a smaller proportion of a lower per diem cost. In other words, these cost centers represent the most important sources of cost savings at the larger scale institutions.

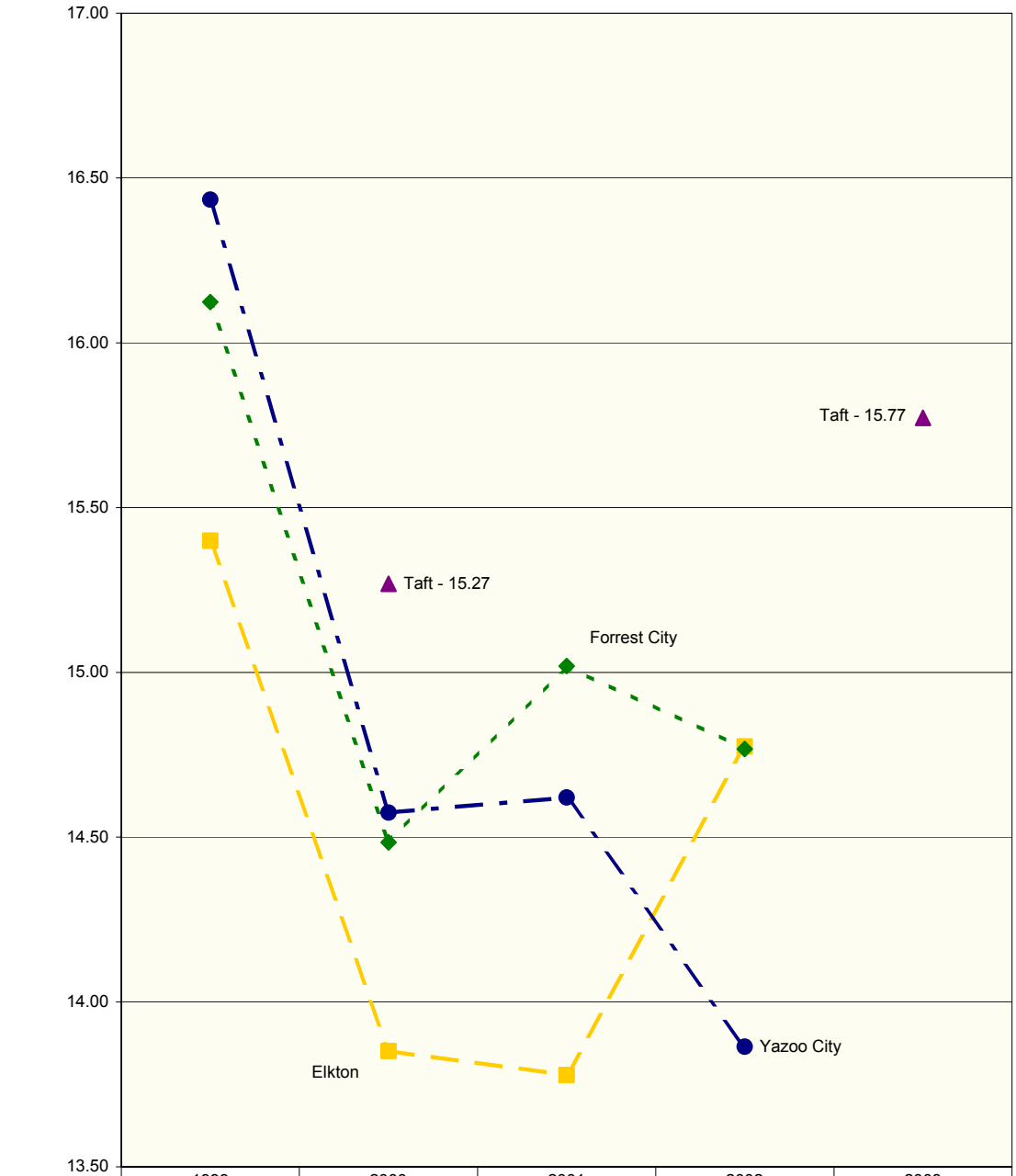
Staffing levels and compensation

A look at staffing patterns over time makes it possible to understand *how* some of these cost savings were realized. Figure 12 presents a summary of the staffing policies found at TCI and the three comparison institutions over the period FY 1999 through FY 2003. At the publicly-managed facilities, the FTEs reported for each facility include the actual number of full-time BOP staff on board (and *not* assigned to UNICOR) in August of the year in question. For FY 2002, the actual number of PHS staff on board was added to the BOP complement; the authorized number of PHS staff was used for earlier years due to data availability. Staffing patterns listed for TCI represent the *active* (not authorized) number of FTEs reported by GEO.

From Figure 12 we see that over the period in question, the three BOP comparison facilities employed fewer FTEs per inmate than GEO used at TCI.[25] Because labor costs are higher at the federal facilities, this leaner staffing policy is a necessary component of any effort to compete with private sector providers of corrections services.

[25] Similar staffing trends can also be found at many of the smaller low security facilities. See appendix E for details.

Figure 12. Staffing ratios: FTEs per 100 inmates



	1999	2000	2001	2002	2003
ELK	15.40	13.85	13.78	14.78	
FOR	16.12	14.48	15.02	14.77	
YAZ	16.43	14.57	14.62	13.86	
Taft		15.27			15.77

Table 24 and Table 25 detail this difference in labor cost and illustrate the extent to which the gap is attributable to differences in non-wage benefits.[26] The Service Contract Act (SCA) is used to define the representative private sector labor cost, whereas Civil Service Law Enforcement pay schedules are used to define the analogous public sector cost.[27]

We need several calculations to convert the SCA hourly rates to a *cost per hour worked*. Table 24 provides these calculations for a generic corrections officer. The work year specified in the SCA is 2,080 hours, with employees to receive at least 10 paid holidays and 10 days of paid vacation leave. Along with an hourly wage, the SCA specifies a benefit of $2.56 to be applied to *hours worked* only. This benefit is designed to cover the cost of personal leave and other health and welfare benefits. The employer's share of Social Security and Medicare costs (7.65 percent of wages) represents the remainder of the benefits paid to SCA workers.

Using these details about employee benefits and the hourly wage specified in the SCA for Kern County, California, it is possible to compute the total annual cost of hiring a generic corrections officer. The cost per hour *worked* is computed as the ratio of the total annual cost for the employee to the number of hours actually spent on the job. To do this, we assumed that SCA employees were allowed as many personal leave days as Civil Service workers, and were given the minimum number of days for paid vacations and

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[26] The labor costs calculated here are intended for the purposes of illustration, rather than to indicate the actual cost of a particular employee. They are based on publicly-available information about wage and benefit rates as well as the methods by which final compensation is calculated.

[27] Many (but not all) of the positions at TCI are covered by the Service Contract Act, legislation that specifies minimum hourly wage and benefit levels for specific groups of employees working under federal contract. There is evidence that SCA wages and benefits are *above* those that GEO would otherwise offer. GEO originally contested the Department of Labor finding that certain TCI positions were covered by the SCA. After the Department of Labor rejected GEO's protest, the fee specified in the original contract with the BOP was amended to reflect higher than anticipated labor costs.

holidays. We also assumed that all available leave days are used in the year in which they are accrued.

We can perform a similar calculation for a public sector corrections officer. The Civil Service wage rates appropriate for TCI are found in the "rest-of-the-U.S." locality pay table for law enforcement employees. The calculations were done for a GS-7, step 5 (a grade appropriate for a junior corrections officer who has passed his or her probationary period). The work year for Civil Service employees is 2,087 hours. Employees with less than 3 years of service accrue 4 hours of personal leave and 4 hours of annual leave per bi-weekly pay period. All employees receive 10 paid holidays per year.

The benefit rate used to compute the total cost of a public sector employee was taken from the OMB Circular A-76 and was applied to annual base pay (including vacation and leave days). The benefit rate specified for law enforcement employees was 47.05 percent, consisting of retirement benefits (38.2 percent), insurance and health benefit (5.7 percent), Medicare (1.45 percent), and miscellaneous fringe benefits (1.7 percent). This information about public sector labor compensation provided the basis for the annual cost calculations listed in Table 7 for a generic Civil Service corrections officer.

We computed the cost per hour actually worked by the Civil Service Corrections Officer as before: the ratio of annual compensation to the number of hours on the job. To do this calculation, we assumed that all leave days were used in the year accrued.

These calculations give rise to several observations. For the years covered by this study:

- The minimum hourly *wage* rate specified in the SCA for a Kern County Corrections Officer exceeds that specified for a junior Civil Service Law Enforcement employee.

- The *cost per hour worked* for a generic corrections officer has been consistently *lower* for the SCA employee than for the Civil Service employee.

- Civil Service employees receive more costly benefits than the minimum specified in the SCA. These benefits include days of vacation and personal leave paid at their regular hourly rates – rather than the reduced rates implied by the terms of the SCA.

Table 24. Cost per hour worked for SCA corrections officers

Corrections officer—Service Contract Act, Bakersfield, CA, October 1998

	Hourly rates				Cost	
	Base ($)	Benefits ($)	Total ($)	Hours	Per year ($)	Per hr worked ($)
Work hrs	17.30	2.56	19.86	1,816	36,066	
Personal leave				104		
Vacation	17.30	1.32	18.62	80	1,490	
Holidays	17.30	1.32	18.62	80	1,490	
				2,080	39,046	21.50

Corrections officer—Service Contract Act, Bakersfield, CA, September 1999

	Hourly rates				Cost	
	Base ($)	Benefits ($)	Total ($)	Hours	Per year ($)	Per hr worked ($)
Work hrs	18.81	2.56	21.37	1,816	38,808	
Personal leave				104		
Vacation	18.81	1.44	20.25	80	1,620	
Holidays	18.81	1.44	20.25	80	1,620	
				2,080	42,048	23.15

Corrections officer—Service Contract Act, Bakersfield, CA, February 2001

	Hourly rates				Cost	
	Base ($)	Benefits ($)	Total ($)	Hours	Per yea ($)r	Per hr worked ($)
Work hrs	19.47	4.05	23.52	1,816	42,711	
Personal leave				104		
Vacation	19.47	1.49	20.96	80	1,677	
Holidays	19.47	1.49	20.96	80	1,677	
				2,080	46,065	25.37

Corrections officer—Service Contract Act, Bakersfield, CA, March 2002

	Hourly rates				Cost	
	Base ($)	Benefits ($)	Total ($)	Hours	Per year ($)	Per hr worked ($)
Work hrs	22.51	4.28	26.79	1,816	48,654	
Personal leave				104		
Vacation	22.51	1.72	24.23	80	1,939	
Holidays	22.51	1.72	24.23	80	1,939	
				2,080	52,531	28.93

Table 25. Cost per hour worked, GS-7 law enforcement

Law enforcement, GS-7 Step 5, RUS January 1999

	Hourly rates				Cost	
	Base ($)	Benefits ($)	Total ($)	Hours	Per year	Per hr worked ($)
Work hrs	16.39	7.71	24.10	1,799	43,359	
Personal leave	16.39	7.71	24.10	104	2,507	
Vacation	16.39	7.71	24.10	104	2,507	
Holidays	16.39	7.71	24.10	80	1,928	
				2,087	50,300	27.96

Law Enforcement, GS-7 Step 5, RUS January 2000

	Hourly rates				Cost	
	Base ($)	Benefits ($)	Total ($)	Hours	per year ($)	Per hr worked ($)
Work hrs	17.15	8.07	25.22	1,799	45,369	
Personal leave	17.15	8.07	25.22	104	2,623	
Vacation	17.15	8.07	25.22	104	2,623	
Holidays	17.15	8.07	25.22	80	2,018	
				2,087	52,632	29.26

Law Enforcement, GS-7 Step 5, RUS January 2001

	Hourly rates				Cost	
	Base ($)	Benefits ($)	Total ($)	Hours	Per year	($)Per hr worked ($)
Work hrs	17.77	8.36	26.13	1,799	47,009	
Personal leave	17.77	8.36	26.13	104	2,718	
Vacation	17.77	8.36	26.13	104	2,718	
Holidays	17.77	8.36	26.13	80	2,090	
				2,087	54,535	30.31

Law Enforcement, GS-7 Step 5, RUS January 2002

	Hourly rates				Cost	
	Base ($)	Benefits ($)	Total ($)	Hours	Per year	Per hr worked ($)
Work hrs	18.57	8.74	27.31	1,799	49,126	
Personal leave	18.57	8.74	27.31	104	2,840	
Vacation	18.57	8.74	27.31	104	2,840	
Holidays	18.57	8.74	27.31	80	2,185	
				2,087	56,990	31.68

Table 25. Cost per hour worked, GS-7 law enforcement (continued)

Law Enforcement, GS-7 Step 5, RUS January 2003						
	Hourly rates			Cost		
	Base ($)	Benefits ($)	Total ($)	Hours	Per year	Per hr worked ($)
Work hrs	19.32	9.09	28.41	1,799	51,110	
Personal leave	19.32	9.09	28.41	104	2,955	
Vacation	19.32	9.09	28.41	104	2,955	
Holidays	19.32	9.09	28.41	80	2,273	
				2,087	59,292	32.96

Law Enforcement, GS-7 Step 5, RUS January 2004						
	Hourly rates			Cost		
	Base ($)	Benefits ($)	Total ($)	Hours	per year ($)	Per hr worked ($)
Work hrs	19.69	9.26	28.95	1,799	52,089	
Personal leave	19.69	9.26	28.95	104	3,011	
Vacation	19.69	9.26	28.95	104	3,011	
Holidays	19.69	9.26	28.95	80	2,316	
				2,087	60,427	33.59

Figure 13 shows how this cost difference has evolved over time: The gap between the Civil Services and Service Contract Act labor costs closed significantly in early 2002. Recently, however, it has begun to expand again as Civil Service workers receive annual cost of living increases while the SCA wage for corrections officers remains unchanged.

Figure 13. Compensation per hour worked in Kern County, CA: Service Contract Act corrections officer and GS-6, step 5 law enforcement officer

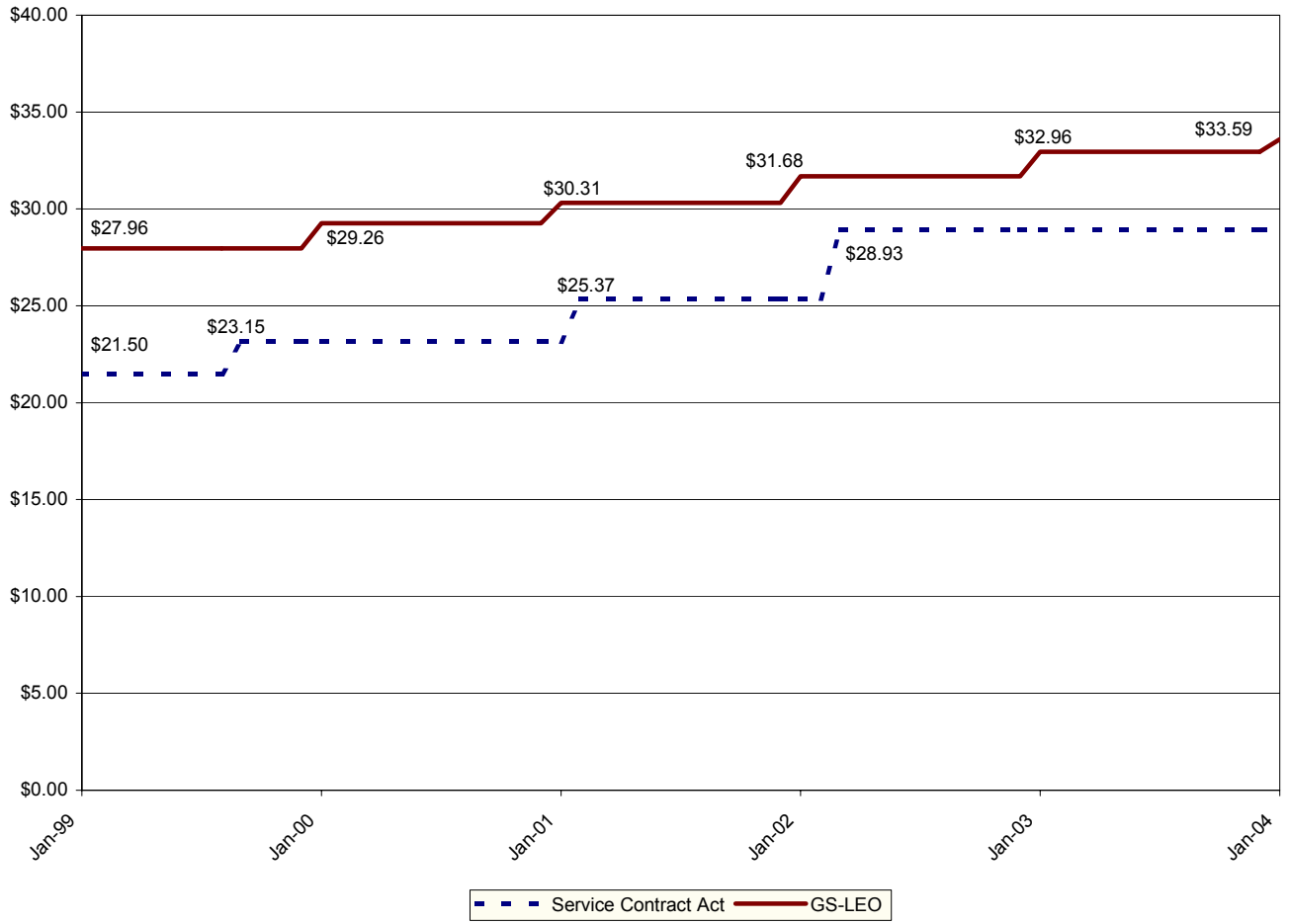

Table 26 and Table 27 provide a more detailed version of how staffing patterns have been adapted to allow for these differences in labor costs. Table 27 presents a breakdown of the data reported in Figure 12. We see that the greatest difference in staffing patterns occurs in Correctional Services, with Taft employing significantly more staff both in absolute numbers and on a per inmate basis. To some extent, this difference is offset by the fact that all employees in BOP facilities are qualified corrections officers.

Table 26. Staffing patterns at comparison facilities

	Elkton				Forrest City				Yazoo City				Taft	
	2002	2001	2000	1999	2002	2001	2000	1999	2002	2001	2000	1999	2003	2000
Business	18	18	18	23	20	22	21	21	18	18	18	18	11	11.2
Computer services	2	2	2	2	2	2	2	2	2	2	1	1	3	2
Correctional services	143	132	124	118	122	131	129	118	121	119	123	118	184.4	177
Education/vocational training	13	12	12	13	8	8	9	8	10	9	8	8	18	14
Food services	18	16	15	16	13	15	16	14	11	13	10	11	14.2	13.6
Hospital	26	25	23	25	27	28	26	24	21	22	20	21	31.4	36.5
Inmate services	4	4	4						2	2	2	3	2	2
Mechanic	25	25	21	22	21	20	18	22	21	21	19	19	16	14
Other, no UNICOR	15	10	12	10	13	9	10	10	12	6	7	6	5	5
Personnel	9	9	8	9	8	7	7	8	7	8	9	9	6	6
Psychiatry	5	3	5	5	3	4	5	5	2	4	4	5	2.5	3.5
Recreation	9	10	9	9	8	8	8	8	6	6	6	5	5	3
Religion	2	3	3	3	3	3	3	3	3	4	2	3	2	2
UNTCS management	46	50	44	44	42	42	42	37	41	40	36	35	59	61
Warden's office	10	11	10	11	8	8	6	7	5	7	9	9	10	12
Grand total	345	330	310	310	298	307	302	287	282	281	274	271	369.5	363
ADP	2,335	2,395	2,238	2,013	2,018	2,044	2,085	1,780	2,034	1,922	1,880	1,649	2,343	2,379

Table 27. Staff per 100 inmates at comparison facilities

	Elkton				Forrest City				Yazoo City				Taft	
	2002	2001	2000	1999	2002	2001	2000	1999	2002	2001	2000	1999	2003	2000
Business	0.77	0.75	0.80	1.14	0.99	1.08	1.01	1.18	0.88	0.94	0.96	1.09	0.47	0.47
Computer services	0.09	0.08	0.09	0.10	0.10	0.10	0.10	0.11	0.10	0.10	0.05	0.06	0.13	0.08
Correctional services	6.12	5.51	5.54	5.86	6.05	6.41	6.19	6.63	5.95	6.19	6.54	7.16	7.87	7.46
Education & vocational training	0.56	0.50	0.54	0.65	0.40	0.39	0.43	0.45	0.49	0.47	0.43	0.49	0.77	0.59
Food services	0.77	0.67	0.67	0.79	0.64	0.73	0.77	0.79	0.54	0.68	0.53	0.67	0.61	0.57
Hospital	1.11	1.04	1.03	1.24	1.34	1.37	1.25	1.35	1.03	1.14	1.06	1.27	1.34	1.53
Inmate services	0.17	0.17	0.18	0.00	0.00	0.00	0.00	0.00	0.10	0.10	0.11	0.18	0.09	0.08
Mechanics	1.07	1.04	0.94	1.09	1.04	0.98	0.86	1.24	1.03	1.09	1.01	1.15	0.68	0.59
Other less UNICOR	0.64	0.42	0.54	0.50	0.64	0.44	0.48	0.56	0.59	0.31	0.37	0.36	0.21	0.21
Personnel	0.39	0.38	0.36	0.45	0.40	0.34	0.34	0.45	0.34	0.42	0.48	0.55	0.26	0.25
Psychiatry	0.21	0.13	0.22	0.25	0.15	0.20	0.24	0.28	0.10	0.21	0.21	0.30	0.11	0.15
Recreation	0.39	0.42	0.40	0.45	0.40	0.39	0.38	0.45	0.29	0.31	0.32	0.30	0.21	0.13
Religion	0.09	0.13	0.13	0.15	0.15	0.15	0.14	0.17	0.15	0.21	0.11	0.18	0.09	0.08
UNTCS management	1.97	2.09	1.97	2.19	2.08	2.05	2.01	2.08	2.02	2.08	1.91	2.12	2.52	2.56
Warden's office	0.43	0.46	0.45	0.55	0.40	0.39	0.29	0.39	0.25	0.36	0.48	0.55	0.43	0.50
Grand total	14.78	13.78	13.85	15.40	14.77	15.02	14.48	16.12	13.86	14.62	14.57	16.43	15.77	15.27

Staffing Patterns at Other Low Security Institutions

Table 28 provides a comparison between the staffing patterns at the three comparison sites and other low security institutions. Again, the experience is different at these two groups of institutions. We see that, on average, the 11 other low security facilities employ more staff per inmate than either TCI or the 3 comparison sites. Specifically, the average staffing ratio at the "non-comparison" sites is higher in every category, with the largest absolute difference occurring in Correctional Services.

Table 28. FTEs per 100 inmates at low security institutions

	Average, other low security facilities				Average, comparison facilities			
	2002	2001	2000	1999	2002	2001	2000	1999
Admin systems	0.79	0.81	0.82	0.89	0.63	0.58	0.64	0.7
Business	1.16	1.26	1.26	1.36	0.88	0.90	0.94	1.2
Computer services	0.12	0.15	0.12	0.15	0.09	0.08	0.08	0.1
Correctional services	8.27	8.63	8.29	8.57	6.04	5.93	6.03	6.5
Education & vocational training	0.72	0.70	0.68	0.70	0.49	0.46	0.45	0.5
Food services	1.16	1.15	1.11	1.24	0.66	0.64	0.64	0.7
Hospital	1.19	1.23	1.22	1.34	0.92	0.90	0.89	1.0
Public Health Service	0.26	0.30	0.33	0.35	0.23	0.28	0.24	0.3
Inmate services	0.16	0.16	0.16	0.16	0.09	0.09	0.10	0.1
Mechanics	1.94	1.96	1.97	2.10	1.05	0.97	0.98	1.2
Personnel	0.44	0.47	0.49	0.54	0.38	0.36	0.39	0.5
Psychiatry	0.51	0.55	0.57	0.61	0.16	0.16	0.23	0.3
Recreation	0.46	0.50	0.47	0.50	0.36	0.36	0.35	0.4
Religion	0.19	0.18	0.19	0.20	0.13	0.16	0.13	0.2
UNTCS management	2.29	2.29	2.27	2.38	2.02	2.09	2.03	2.1
Warden's office	0.61	0.61	0.63	0.70	0.36	0.41	0.39	0.5
Total, no UNICOR	20.25	20.95	20.59	21.79	14.48	14.37	14.51	16.0

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Chapter 5 LOOKING BACK: Total expenditures over the first five years of the Taft contract

In this chapter, we expand our analysis to include the activation period at TCI. Because inmate populations are normally quite low when institutions first open their doors, the basic form of the TCI contract forces us to shift the basis of comparison for the facility's activation period. As mentioned in Chapter 2, GEO received a fixed monthly payment as long as the facility population was at or below 1,946 inmates.[28] This "tiered" price structure renders per diem cost measures meaningless before inmates arrive and during the first few months of operations. We therefore need to compare activation expenditures at TCI and BOP facilities for each institution as a whole—rather than on a cost per inmate-day basis. This approach will also make it possible to compute the taxpayer impact of the first five years of the TCI contract.

Activation expenditures compared

The activation period in a BOP facility can last as long as 2 years. It is defined as the period that starts when staff first arrive and ends when the facility reports an average daily inmate population (ADP) equal to 95 percent of capacity. For Taft, this meant achieving an ADP of 1,946 inmates. TCI reached this level at the end of FY 1998, 13 months after the contract began. Elkton initially had a lower planned capacity: Only half of the 512 beds in its minimum security camp were activated at first. Elkton reached 100 percent of this lower capacity utilization—an ADP of 1,792 inmates—after 18 months of operation.

It is plausible to assume that the BOP could have activated TCI at the same rate as Elkton if it had been authorized to operate the facility. Thus, the observed cost of the first 18 months of operation

[28] These payments began several months before the first inmates arrived, thus allowing GEO to hire staff and prepare the institution for regular operation.

at Elkton—September 1996 through February 1998—becomes a starting point for estimating the activation costs avoided at Taft.[29]

Table 29 lists the expenditures reported for Elkton during its activation period. (Because many purchases are generally obligated late in the fiscal year, the cost estimate for the period October 1997 through February 1998 (i.e., the first 5 months of FY 1998) are reported as 5/12 of the annual totals for this year.)

Table 29. Elkton activation costs (then-year prices)

	OCCD3	FY 1996 ($)	FY 1997 ($)	FY 1998 ($)
Permanent salary	111	16,541	5,806,463	5,188,960
Other than permanent salary	113		2,522	3,692
Premium compensation	115	262	181,053	403,652
Special services	118		37,000	0
Benefits	121	796,133	3,408,905	2,150,629
Travel	210	50,791	336,780	71,428
Transportation	220		340,664	33,615
Other rent	232	300		0
Utilities	233		708,007	589,116
Printing	240		10,873	0
Other services	250	560	1,465,837	512,722
Supplies	260	9,737	8,292,214	1,256,050
Equipment	310	3,172,834	3,639,898	41,205
Grants	410		25	2,133
Insurance claims	420		2,992	187
Interest	430		8,428	0
Total		4,047,157	24,241,661	10,253,389

Because activation at TCI would have occurred later than the observed activation at Elkton, the expenditures listed in Table 29 need to be adjusted for inflation. Table 30 reports the Elkton activation expenditures on a "constant dollar" basis. We used the

[29] This approach also roughly controls for the number of bed-days provided in each scenario. TCI reported 19,706 inmate-days during its activation period; Elkton reported slightly more (21,648 inmate-days during its longer activation period.) An allowance can be made for differences in the timing of bed-day availability by reporting expenditures on a "constant dollar" basis.

annual GDP deflators for federal government consumption expenditures to express these values in FY 1998 prices.[30]

Table 30. Inflation-adjusted activation costs (Elkton, FY 1998 prices)

	OCCD	FY 1996 ($)	FY 1997 ($)	FY 1998 ($)	Total ($)
Inflation adjustment:		103.7%	101.4%	100.0%	
Permanent salaries	111	17,148	5,886,666	5,188,960	11,092,774
Other than permanent salaries	113		2,557	3,692	6,248
Premium compensation	115	271	183,554	403,652	587,478
Special services	118		37,511	0	37,511
Benefits	121	825,372	3,455,991	2,150,629	6,431,992
Travel	210	52,656	341,432	71,428	465,516
Transportation	220		345,370	33,615	378,985
Other rent	232	311		0	311
Utilities	233		717,786	589,116	1,306,903
Printing	240		11,023	0	11,023
Other services	250	581	1,486,084	512,722	1,999,387
Supplies	260	10,095	8,406,751	1,256,050	9,672,896
Equipment	310	3,289,362	3,690,174	41,205	7,020,741
Grants	410		25	2,133	2,159
Insurance claims	420		3,033	187	3,220
Interest	430		8,545	0	8,545
Total		4,195,796	24,576,503	10,253,389	39,025,688

The expenditures listed in Table 30 provide a basis for comparing a hypothetical in-house activation budget with observed contract fees at Taft. Table 31 combines this information with the obligations and monitoring costs reported for contract operations at TCI during the first 13 months of its operations (i.e., the period before it was classified as "fully activated"). As before, the avoidable cost of contract operations is assumed to be the sum of *net* payments made to contractors and other contract-related costs such as on-site government monitors and supplies provided by the BOP. The avoidable cost of BOP activation is estimated as the sum of facility-

[30] We used GDP deflators instead of OMB recommended factors to estimate the impact of inflation because the latter were not posted for this period on the current OMB website.

level activation expenditures and avoidable overhead expenses (estimated at the rate observed in FY 1998).

Table 31. Activation expenses compared

BOP contract obligations, FY 1998 prices ($)	
Net contract payments, 8/97–12/19/97	9,272,256
Net contract payments, 12/20/97–9/98	21,071,759
Monitoring expenses	623,460
Remaining inventory	7,000,000
Total direct cost	37,967,475
Tax credit, 8/97–12/19/97	-46,361
Tax credit, 12/20/97–9/98	-105,359
Avoidable contracting cost	37,815,755
Unavoidable overhead (8.19% of avoidable contract cost)	3,097,110
Total contracting cost	40,912,865

Elkton estimate: first 18 months, FY 1998 prices ($)	
Staff salaries and benefits	18,034,041
Premium compensation	587,478
Total personnel costs	18,621,518
Materials & supplies	20,400,949
Personnel liability	3,220
Current operating cost	39,025,688
Avoidable overhead (3.65%)	1,424,437
Total avoidable in-house cost	40,450,125
Unavoidable overhead (8.19 %)	3,196,204
Total in-house cost	43,646,329

Net impact of outsourcing: a present value approach

We now have almost all the information needed to compute the net impact of outsourcing for the first five years of the TCI contract. The remaining task is to make allowances for inflation and the opportunity cost of money.

A dollar spent in FY 2002 does not have the same value to taxpayers living in FY 1998 as a dollar spent in FY 1999. One method of adjusting for these factors is to consider the terms on which the federal government could borrow by selling Treasury securities. Nominal interest rates from sales of these securities provide a measure of the opportunity cost of funds for government agencies.

This is the logic that underlies OMB circular A-94 (a policy guide that instructs government analysts to use nominal interest rates on Treasury securities to evaluate nominal cash flows in cost-effectiveness analysis). In 1998, the nominal interest rate for 5-year Treasury securities was 5.7 percent. In Table 32 and Table 33, we use this factor to compute beginning period (FY 1998) and ending period (FY 2002) values for the avoidable and total costs incurred during the first five years of the TCI contract.

Table 32. Aggregate financial impact of the Taft contract—current, beginning, and ending values of *avoidable costs*

	1998	1999	2000	2001	2002	
"Then-year" prices:						
Avoidable contract cost ($)	37,815,755	29,908,413	31,130,928	34,379,384	35,269,993	
Avoidable in-house cost ($)	40,450,125	31,046,085	32,745,452	33,521,064	34,742,331	
Difference ($)	(2,634,370)	(1,137,672)	(1,614,524)	858,320	527,662	
FY 1998 prices:	1998	1999	2000	2001	2002	Value in FY 98 $
Discount factors	100.00%	94.61%	89.51%	84.68%	80.11%	
Avoidable contract cost ($)	37,815,755	28,295,566	27,863,912	29,112,073	28,255,658	151,342,964
Avoidable in-house cost ($)	40,450,125	29,371,888	29,309,001	28,385,258	27,832,935	155,349,206
Difference ($)	(2,634,370)	(1,076,322)	(1,445,089)	726,815	422,723	(4,006,242)
						(2.58%)
FY 2002 prices	1998	1999	2000	2001	2002	Value in FY 02 $
Future value factors	124.82%	118.09%	111.72%	105.70%	100.00%	
Avoidable contract cost ($)	47,203,340	35,319,808	34,780,998	36,339,009	35,269,993	188,913,147
Avoidable in-house cost ($)	50,491,680	36,663,322	36,584,823	35,431,765	34,742,331	193,913,921
Difference ($)	(3,288,340)	(1,343,514)	(1,803,825)	907,244	527,662	(5,000,773)
						(2.58%)

Table 33. Aggregate financial impact of the Taft contract—current, beginning, and ending values for *total expenditures*

	1998	1999	2000	2001	2002	
"Then-year" prices:						
Total contracting cost ($)	40,351,991	29,908,413	31,130,928	34,379,384	35,269,993	
Total in-house cost ($)	43,646,329	31,046,085	32,745,452	33,521,064	34,742,331	
Difference	(3,294,338)	(1,137,672)	(1,614,524)	858,320	527,662	
						Value in
FY 1998 prices:	1998	1999	2000	2001	2002	FY 98 $
Discount factors	100.00%	94.61%	89.51%	84.68%	80.11%	
Total contracting cost ($)	40,351,991	28,295,566	27,863,912	29,112,073	28,255,658	153,879,199
Total in-house cost ($)	43,646,329	29,371,888	29,309,001	28,385,258	27,832,935	158,545,410
Difference ($)	(3,294,338)	(1,076,322)	(1,445,089)	726,815	422,723	(4,666,211)
						(2.94%)
						Value in
FY 2002 prices	1998	1999	2000	2001	2002	FY 02 $
Future value factors	124.82%	118.09%	111.72%	105.70%	100.00%	
Total contracting cost ($)	50,369,184	35,319,808	34,780,998	36,339,009	35,269,993	192,078,992
Total in-house cost ($)	54,481,326	36,663,322	36,584,823	35,431,765	34,742,331	197,903,567
Difference ($)	(4,112,142)	(1,343,514)	(1,803,825)	907,244	527,662	(5,824,576)
						(2.94%)

When this nominal interest rate is used to adjust for the inter-temporal opportunity costs of financial resources, we see that there is less than a 3 percent difference between the present value of the cost of in-house operations and the corresponding cost of contract operations at TCI.

This result holds whether total costs *or* avoidable costs—as defined in this report—are used.[31] In other words, the impact on taxpayers—as measured by observed performance—is quite small.

[31] The difference in total costs is slightly larger – in both absolute and percentage terms – than the difference in avoidable costs. This is an artifact of the way in which total costs are calculated. Following BOP accounting conventions, shared or joint support costs are assigned on a percentage basis.

(continued from previous page)

However, although the cost estimates for contract and in-house operations were remarkably similar, we should consider one other factor when evaluating the TCI contract. It is the impact of the threat of outsourcing on the set of incentives facing both public and private sector providers of correctional services.

In this example, staff members at the three BOP facilities were well aware of the fact that the cost and quality of their operations were being compared to those observed at TCI. This perception of competition forced all of the facility managers to monitor their usual methods of "doing business."

Similarly, private sector managers were interested in expanding their respective market shares. Economic principles suggest that the private corrections companies bid aggressively in order to win the first institution-level management contract awarded by the BOP. Such on-going comparisons have the potential to encourage *all* prison operators – public or private – to provide quality services at the lowest possible prices.

Thus, facilities with smaller operating costs are assigned smaller amounts of support costs. Since the facility-level contract cost estimate is smaller than the avoidable cost of in-house operations, the former is assigned a smaller amount of unavoidable support cost. This leads to an increase in the difference between the estimates for the two scenarios.

Appendix A: BOP support costs, FY 1998

Assigning *un*avoidable costs

It is clear that some support expenditures, such as staff training, are directly affected by outsourcing—they become the responsibility of the contractor and are thus "avoided" by the Bureau.[32] Such avoidable support costs are appropriately assigned to in-house operations only.

However, other support expenditures are necessarily incurred whether TCI operations are outsourced or not. These "unavoidable" expenditures serve to maintain a system that supports *all* facilities—be they public or private—that house federal inmates. It follows that the cost of these common resources should be allocated to *all* facilities on a consistent basis. The analyst must first distinguish between avoidable and unavoidable support costs and then choose a method of assigning the unavoidable portion consistently.[33]

Consistency with activity-based cost accounting

Some have tried to reject this type of avoidable cost analysis by invoking the logic of activity-based cost (ABC) accounting. In particular, some have argued that an ABC approach to project evaluation requires the analyst to assign little or no government overhead to contract operations and a full 12 percent share (of

[32] The BOP does not actually escape ultimate responsibility for these costs: Because GEO knew it would have to pay for staff training, it would have included an allowance for these costs in the bid it submitted to the BOP when competing for the contract.

[33] The "incrementalist" or "marginalist" logic of this argument is grounded in conventional economic analysis and can be found in a number of guidebooks on public sector project evaluation. Kelley (1989) provides a textbook-like treatment of the subject. A number of government costing guides make this point; several are quoted at the end of this appendix.

labor costs) to in-house facilities. However, a more careful review of ABC methods in practice shows that activity-based costing actually requires an avoidable cost approach to assigning common costs.

ABC accounting methods represent a recent attempt to solve a long-standing accounting conundrum: that of properly allocating the cost of services shared by two or more divisions within an organization. An ABC accounting approach consists of four basic steps:[34]

1. Assign and analyze activities.
2. Gather cost data and trace costs to activities.
3. Establish outputs.
4. Identify activity drivers and analyze costs.

For the analysis of TCI, we must identify two basic groups of activities:

- Those activities associated with hiring federal law enforcement personnel to staff and run BOP facilities
- Those activities associated with awarding contracts to private companies to manage BOP facilities.

(Given this definition of activities, the BOP's measure of output would naturally become inmate bed-days in public and/or private prison facilities.)

There are then three basic types of costs to be traced to these two sets of activities—and ultimately assigned to outputs: direct costs, indirect costs, and general and administrative (G&A) costs. The last of these three categories (G&A costs) is defined as "costs that

[34] This breakdown can be found in hundreds of references. This particular version is adapted from OSD Comptroller iCenter (2002) and DoD (1995). The former is available on line at http://www.dod.mil/comptroller/icenter/learn/abconcept.htm, and the latter at http://www.dod.mil/nii/bpr/bprcd/0201i.htm .

cannot be reasonably associated with any particular product or service produced—overhead—and would remain the same no matter what output the activity produced." (OSD Comptroller, 2002, p. 6). In other words, G&A costs are unavoidable by definition.[35]

It is commonly observed that the allocation of such G&A costs is inherently arbitrary and potentially misleading.[36] Some authorities recommend omitting consideration of such unavoidable costs.[37] This approach limits the risk of unduly inflating the cost of an activity by assigning it a disproportionate share of unavoidable expenditures.

An alternative approach—one that would have the same effect as omitting G&A costs in the case of TCI—is to allocate unavoidable costs to both sets of activities on the same basis. This approach is used to define the "total cost" measures presented in this report. This technique provides a measure of the full cost operations but will not distort the relative ranking of the available options.

To implement this version of ABC accounting, we must first choose a measure common to both sets of activities. The one we propose here is among the simplest: the direct cost of each set of activities. Once adopted, this measure becomes the basis upon which G&A costs are allocated to both in-house and outsourced prison operations. We can assign unavoidable overhead costs to each set of

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[35] We note in passing that there is some ambiguity in the definitions used in the public sector for indirect and overhead costs. Some authorities divide total cost into direct and indirect components and further divide indirect cost into overhead and G&A expenditures. Others divide total cost into direct and overhead expenditures. These analysts then divide their notion of overhead into indirect and G&A expenses. These approaches differ only in word choice; they are mathematically identical. (See Atkins (2005, p. 5) for a discussion of this issue in the context of Circular A-76.) All groups agree that G&A expenditures are unavoidable. We adopt the second usage for the purposes of this report.

[36] A detailed discussion of this point can be found in Kelley (1989, 2002) and in Martin (1993).

[37] See, for example, DoD (1995). The relevant section of this guidebook is reproduced in the appendix of this report.

activities at a rate that is proportional to their predicted direct costs. We see, as a result, that it is fully consistent with ABC accounting principles to use an avoidable cost approach to allocating overhead.

Avoidable costs at the BOP

Still to be determined is the extent to which BOP support costs are in fact unavoidable. Nelson (1999) examines the elements of these support costs for FY 1998 and derives percentage cost factors appropriate to an A-76 style analysis for that year. That analysis is presented in this section.

As mentioned in the report, the four major categories of BOP support costs are training, regional office costs, national programs, and central office costs. For the purposes of this study, we assume that all regional and central office expenditures are ***un***avoidable. Because training is primarily the responsibility of Taft management, ***all*** training expenditures have been classified as avoidable. Finally, roughly half of national program expenditures have been classified as ***un***avoidable, because a variety of these expenses are incurred whether TCI is privately-managed or not.

Appendix Table 1. BOP avoidable national program costs, FY 1998

		Total	Avoidable	Unavoidable
Inmate care & programs		$1,302,958	$1,302,958	$0
Institution security		$7,279,840	$7,279,840	$0
Institution administration		$54,756,609	$32,928,275	$21,828,334
Note: Adjustments to institution administration include the following costs:				
Printing & reproduction (BOP provides Taft forms)	$2,095,648			
Workman's compensation (included elsewhere)	$18,632,686			
Unemployment (included elsewhere)	$1,100,000			
Total:	$21,828,334			
Staff training		$23,520	$23,520	$0
Institution maintenance		$883,431	$883,431	$0
Administration		$27,237,472	$0	$27,237,472
Note: Administration adjustments include the following costs:				
Central office building Security-Guard Service	$1,019,823			
Central office/regional office	$9,180,532			

		Total	Avoidable	Unavoidable
building lease				
Justice Data Center Services	$15,700,000			
FMIS Migration	$500,000			
National Incentive Awards	$47,391			
Communication-Utilities Misc.	$151,667			
Supplies	$181,978			
Services (Miscellaneous)	$346,036			
Personnel costs (buyout & other)	$110,044			
Total:	$27,237,472			
Other national programs support costs:				
75% of data processing		$5,731,757	$5,731,757	$0
Background Investigation-Central Office		$300,949	$0	$300,949
CC 856 (FMIS migration equipment) OCCD 310		$103,967	$103,967	$0
Background investigations—field		$12,347,281	$12,347,281	$0
Terre Haute bus operations—field		$1,097,139	$1,097,139	$0
Vehicle purchases		$4,197,684	$4,197,684	$0
Relocation—central office		$30,419	$0	$30,419
National awards		$19,253	$0	$19,253
Total - national programs		$115,312,279	$65,895,852	$49,416,427

The "unavoidable" column indicates which of the reported support costs were deducted from reported totals. These deletions can be explained as follows:

- Printing costs were deleted from "Institution Administration" because the BOP provides forms to Taft (just as it would if Taft were publicly managed).
- Workers' compensation and unemployment expenses were deleted from "Institution Administration" because they were already accounted for in the method used to calculate staff compensation costs.
- Apart from the costs listed above, all other Institution Administration costs were classified as avoidable.
- All "Administration" expenditures were assumed to be independent of outsourcing and were deleted.

- Central office relocation and background investigation costs were assumed to be independent of outsourcing and were deleted.

- The cost of national awards was assumed to be independent of outsourcing and was deleted.

All other expenditures on national programs were treated as avoidable. This approach tends to *overestimate* BOP avoidable costs, thereby *strengthening* the case for outsourcing. (The higher are BOP costs of "in-house" operations, the more likely it is that privatized operations will save money.) This approach was taken to avoid the appearance of favoritism.

The next step is to determine how much of these avoidable costs should be assigned to the BOP operation of Taft. Under current BOP cost accounting practice, support costs are allocated to individual secure institutions in proportion to each institution's reported operating expenditures. This approach is consistent with methods commonly used to allocate overhead expenditures to operating divisions in private companies.

Appendix Table 2. BOP operations and total support costs, FY 1998

	Operations ($)	Support ($)	Support (%)	Total expenditure ($)
Secure BOP facilities	1,963,547,736	232,529,919	11.84%	2,196,077,655
Off-line BOP facilities	218,595,167	25,886,774	11.84%	244,481,941
Taft	29,193,235	3,457,161	11.84%	32,650,396
NIC	15,660,867	1,867,841	11.93%	17,528,707
Contract state & local	99,714,279			99,714,279
Contract comm. corr.	104,010,122			104,010,122
Legal settlement	75,015,590			75,015,590
Total BOP expenditures	2,505,736,995	263,741,695		2,769,478,690

Appendix Table 2 indicates *total* BOP operating and support expenditures reported for FY 1998, along with the implied "overhead rates" for these expenditures. The portion of support costs officially allocated to BOP contracts with state and local governments and community corrections facilities is included with

the operations expenditures reported in **Appendix Table 2**. No support costs were allocated to the moneys expended in settling legal claims.

The 11.84 percent add-on used to allocate support costs to secure BOP facilities is clearly too high for the purposes of this analysis: It includes ***both*** avoidable and unavoidable support costs.

Appendix Table 3: BOP avoidable support costs, FY 1998

	Total support costs, FY 98 ($)	Avoidable support costs ($)
Regional	51,358,354	
Training	15,334,688	15,334,688
Central office	81,736,375	
National programs	115,312,279	65,895,852
Total	263,741,695	81,230,540
Mark-up needed to allocate support cost:	11.84%	3.65%

Appendix Table 3 indicates how we can use the above assumptions about support costs to adjust the 11.84 percentage add-on. In particular, it lists the amounts spent by the BOP in each of the four support cost categories during FY 1998, and indicates what portion of these expenditures are classified as genuinely avoidable. **Appendix Table 3** also makes it possible to compute the percentage add-on needed to calculate *avoidable* support costs for the (hypothetical) BOP operation of Taft. If one follows the current BOP practice of allocating support cost in proportion to operating costs, then the appropriate percentage add-on is 3.65 percent (instead of 11.84 percent).

Policy statements

Department of Defense, (1995, Chapter 4)

- **Direct costs:** The first tier [of costs] includes only the direct costs that have an apparent relationship to the organizational element plus the allocated managerial costs

from the managerial elements. These direct costs normally include only the personnel payroll, supplies, and individual rental equipment that would vary with the size and mission of the element. Other variable costs may be included if the accounting system is sufficiently sophisticated.....

- **Incremental costs:** The second tier includes all of the costs of the first tier plus the support costs of the organization. This represents a larger portion of the total cost and a truer representation of the actual costs. The only question is the reliability of the additional costs. Because these costs are not directly related to operations, they must be distributed twice, once to the operational elements and again to the activity model. There is also the added complication of inter-support activity costs. Depending on which is allocated first, dollars may be distributed differently. Even with a strong rationale, this increases of the subjectivity of the comparative cost figures that result…

- **Full costs:** [This tier] includes all of the organization's costs, including direct, managerial, support, and general overhead. This tier has the capability of producing the approximate full cost of the output and all of the activities. It is also misleading that this can be easily accomplished and still be a representative cost. Because so many decision rules and procedures have to be determined at each distribution and allocation, the final relationships are merely a function of the assumptions made. Because of its complexity and theoretical unreliability, this method is rarely used and is not recommended for function process reengineering projects. This is the concept that would be employed to establish and maintain a fully functional activity-based accounting system rather than to capture costs for a project.

Martin (1993, pp. 10-11)

Cited in costing guidance prepared by the state governments of Colorado and Montana, the government of Alberta, Canada,

A. When to Use Fully Allocated Costs

...Cost comparisons using fully allocated costs are useful in determining if the in-house cost of providing a target service is comparable with private-sector market prices. The state of Texas, for example, routinely compares the fully allocated cost of in-house service delivery with private sector market prices. If the fully-allocated cost of in-house delivery is greater than 110 percent of the prevailing private-sector market price, the state agency must reduce its costs within a specified period of time or the service may be targeted for contracting out. In addition, it may be appropriate to consider fully allocated costs when comparing the operating efficiency of service delivery before and after privatization. For example, if prior to privatization the per-household fully-allocated unit cost of garbage collection was $9, compared to total private-contracting costs of $6, these figures may be used to reflect the relative operating efficiency of public and private service provision. These figures do not, however, necessarily reflect the *cost savings* that will be realized through privatization...

B. When Not to Use Fully Allocated Costs

The use of fully allocated costs is generally inappropriate in estimating the *savings* to be realized by contracting out a target service that is currently conducted in-house. In other words, the amount of money that is likely to be saved is not simply the difference between fully allocated in-house cost and the total contracting cost. This is because contracting out does not generally result in a dollar-for-dollar reduction in government overhead costs. For example, the contracting out of a target service, or a portion thereof, may result in decreasing the workload of service departments like personnel, finance, and facilities management, but the workload reductions may be insufficient to have any significant effect on the costs of maintaining these departments. When attempting to determine the potential cost savings associated with the contracting out of a target

service, the appropriate in-house costs to use are the "avoidable costs".

C. Avoidable Costs

Avoidable costs are those in-house costs that will not be incurred if a target service, or portion thereof, is contracted out.

Massachusetts Department of Revenue (2005, p. 3)

Appendix Table 4: Types of cost analyses, uses and examples

	Questions to be answered:	Example
Full costs	What is the cost of all resources used to provide the service?	Landfill—the cost of all resources, from all departments, needed to provide landfill service
Average unit costs	What cost should be the basis for setting fees?	Town clerk—the cost of processing one marriage license
Job costs	What is the cost of performing one job?	Vehicle repair—the cost of repairing a vehicle
Incremental costs	What would it cost to expand the service?	Libraries—the additional costs of opening a branch library two evenings per week?
Avoidable costs	What costs would be avoided if some or all of the service were dropped, or if a different service delivery method (e.g., contracting) were used?	Fire—costs that would be saved if an existing fire station were closed. Ambulance—costs that would be saved by contracting for the service

Appendix B: Inmate population data

In this section we list our inmate population data by facility and security level.

Appendix Table 5. Man-days and ADP by facility

		Total man-days				ADP				Percentage distribution			
		2002	2001	2000	1999	2002	2001	2000	1999	2002	2001	2000	1999
Ashland	**Total**	**508,866**	**489,478**	**495,100**	**477,636**	**1,394**	**1,341**	**1,353**	**1,309**	**100.0%**	**100.0%**	**100.0%**	**100.0%**
Ashland	**Low**	405,060	394,863	394,487	378,212	1,110	1,082	**1,078**	1,036	79.6%	80.7%	79.7%	79.2%
Ashland	**Camp**	103,806	94,615	100,613	99,424	284	259	**275**	272	20.4%	19.3%	20.3%	20.8%
Bastrop	**Total**	**527,514**	**517,458**	**483,077**	**454,034**	**1,445**	**1,418**	**1,320**	**1,244**	**100.0%**	**100.0%**	**100.0%**	**100.0%**
Bastrop	**Low**	470,700	454,655	423,851	400,490	1,290	1,246	**1,158**	1,097	89.2%	87.9%	87.7%	88.2%
Bastrop	**Camp**	56,814	62,803	59,226	53,544	156	172	**162**	147	10.8%	12.1%	12.3%	11.8%
Big Spring	**Total**	**338,417**	**359,284**	**460,725**	**408,585**	**927**	**984**	**1,259**	**1,119**	**100.0%**	**100.0%**	**100.0%**	**100.0%**
Big Spring	**Low**	291,796	309,822	399,441	347,410	799	849	**1,091**	952	86.2%	86.2%	86.7%	85.0%
Big Spring	**Camp**	46,621	49,462	61,284	61,175	128	136	**167**	168	13.8%	13.8%	13.3%	15.0%
Butner	**Total**	**459,537**	**458,294**	**486,709**	**452,911**	**1,259**	**1,256**	**1,330**	**1,241**	**100.0%**	**100.0%**	**100.0%**	**100.0%**
Elkton	**Total**	**852,407**	**874,252**	**819,186**	**734,926**	**2,335**	**2,395**	**2,238**	**2,013**	**100.0%**	**100.0%**	**100.0%**	**100.0%**
Elkton	**Low**	668,951	735,333	678,179	638,426	1,833	2,015	**1,853**	1,749	78.5%	84.1%	82.8%	86.9%
Elkton	**Camp**			141,007	96,500			**385**	264	21.5%	15.9%	17.2%	13.1%
Elkton	**FSL**	183,456	138,919			503	381						
Forrest City	**Total**	**736,562**	**746,176**	**763,139**	**649,876**	**2,018**	**2,044**	**2,085**	**1,780**	**100.0%**	**100.0%**	**100.0%**	**100.0%**
Forrest City	**Low**	655,890	663,592	683,508	626,125	1,797	1,818	**1,868**	1,715	89.0%	88.9%	89.6%	96.3%
Forrest City	**Camp**	80,672	82,584	79,631	23,751	221	226	**218**	65	11.0%	11.1%	10.4%	3.7%
La Tuna	**Total**	**630,622**	**473,126**	**492,784**	**482,640**	**1,728**	**1,296**	**1,346**	**1,322**	**100.0%**	**100.0%**	**100.0%**	**100.0%**
La Tuna	**Low**	432,254	376,896	416,083	410,623	1,184	1,033	**1,137**	1,125	68.5%	79.7%	84.4%	85.1%
La Tuna	**Camp**	49,247	58,978	76,701	72,017	135	162	**210**	197	7.8%	12.5%	15.6%	14.9%
La Tuna	**FSL**	149,121	37,252			409	102	**0**	0	23.6%	7.9%	0.0%	0.0%
Loretto	**Total**	**443,262**	**427,941**	**320,376**	**305,659**	**1,214**	**1,172**	**875**	**837**	**100.0%**	**100.0%**	**100.0%**	**100.0%**
Loretto	**Low**	402,152	386,294	281,312	271,666	1,102	1,058	**769**	744	90.7%	90.3%	87.8%	88.9%
Loretto	**Camp**	41,110	41,647	39,064	33,993	113	114	**107**	93	9.3%	9.7%	12.2%	11.1%
Milan	**Total**	**581,748**	**572,688**	**539,328**	**499,535**	**1,594**	**1,569**	**1,474**	**1,369**	**100.0%**	**100.0%**	**100.0%**	**100.0%**
Petersburg	**Total**	**528,099**	**564,629**	**550,358**	**507,047**	**1,447**	**1,547**	**1,504**	**1,389**	**100.0%**	**100.0%**	**100.0%**	**100.0%**
Petersburg	**Low**	418,984	451,782	437,678	403,375	1,148	1,238	**1,196**	1,105	79.3%	80.0%	79.5%	79.6%
Petersburg	**Camp**	109,115	112,847	112,680	103,672	299	309	**308**	284	20.7%	20.0%	20.5%	20.4%
Safford	**Total**	**295,730**	**294,361**	**293,468**	**283,761**	**810**	**806**	**802**	**777**	**100.0%**	**100.0%**	**100.0%**	**100.0%**
Seagoville	**Total**	**433,921**	**410,777**	**466,265**	**436,459**	**1,189**	**1,125**	**1,274**	**1,196**	**100.0%**	**100.0%**	**100.0%**	**100.0%**

		Total man-days				ADP				Percentage distribution			
		2002	**2001**	**2000**	**1999**	**2002**	**2001**	**2000**	**1999**	**2002**	**2001**	**2000**	**1999**
Seagoville	**Low**	407,735	410,753	466,265	436,459	1,117	1,125	**1,274**	1,196	94.0%	100.0%	100.0%	100.0%
Seagoville	**Camp**	26,186	24			72	0	**0**	0	6.0%	0.0%	0.0%	0.0%
Texarkana	**Total**	**573,294**	**625,515**	**612,717**	**604,010**	**1,571**	**1,714**	**1,674**	**1,655**	**100.0%**	**100.0%**	**100.0%**	**100.0%**
Texarkana	**Low**	475,517	496,154	485,677	481,007	1,303	1,359	**1,327**	1,318	82.9%	79.3%	79.3%	79.6%
Texarkana	**Camp**	97,777	129,361	127,040	123,003	268	354	**347**	337	17.1%	20.7%	20.7%	20.4%
Yazoo City	**Total**	**742,503**	**701,666**	**688,020**	**601,792**	**2,034**	**1,922**	**1,880**	**1,649**	**100.0%**	**100.0%**	**100.0%**	**100.0%**
Yazoo City	**Low**	695,062	682,311	688,020	601,792	1,904	1,869	**1,880**	1,649	93.6%	97.2%	100.0%	100.0%
Yazoo City	**Camp**	47,441	19,355			130	53	**0**	0	6.4%	2.8%	0.0%	0.0%

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Appendix C: Expenditures at BOP facilities, FY 1999–2002

In this section, we list facility-level expenditures reported by the BOP financial management system.

Appendix Table 6.1. Ashland expenditures

OCCD3	*Data*	*1999*	*2000*	*2001*	*2002*	*00-99*		*01-00*		*02-01*	
Food	**Total DU A**	$2,293,315	$2,567,967	$2,439,430	$2,501,657	$274,652	19.7%	-$128,537	129.9%	$62,228	4.7%
Medical	**Total DU B**	$3,722,861	$3,518,845	$3,206,577	$3,515,885	-$204,017	-14.7%	-$312,268	315.7%	$309,308	23.6%
Other services	**Total DU C**	$529,190	$564,951	$517,982	$520,341	$35,761	2.6%	-$46,970	47.5%	$2,359	0.2%
Security	**Total DU E**	$7,157,847	$7,593,160	$7,639,131	$8,257,502	$435,313	31.3%	$45,971	-46.5%	$618,371	47.1%
Unit Mgmt	**Total DU F**	$3,217,144	$3,480,449	$3,518,722	$3,602,256	$263,305	18.9%	$38,272	-38.7%	$83,534	6.4%
Education	**Total DU G**	$971,053	$1,060,997	$1,043,034	$1,125,903	$89,944	6.5%	-$17,963	18.2%	$82,870	6.3%
Leisure	**Total DU H**	$383,530	$389,256	$410,752	$448,107	$5,726	0.4%	$21,496	-21.7%	$37,355	2.8%
Religious	**Total DU J**	$292,826	$306,387	$311,135	$325,483	$13,561	1.0%	$4,748	-4.8%	$14,348	1.1%
Psych	**Total DU K**	$339,313	$366,103	$316,509	$367,908	$26,790	1.9%	-$49,594	50.1%	$51,399	3.9%
Admin.	**Total DU M**	$2,285,221	$2,379,866	$2,327,088	$2,202,927	$94,644	6.8%	-$52,778	53.4%	-$124,161	-9.5%
Training	**Total DU N**	$342,907	$285,517	$327,548	$303,630	-$57,390	-4.1%	$42,031	-42.5%	-$23,918	-1.8%
Maint.	**Total DU P**	$3,599,323	$4,012,112	$4,368,776	$4,567,024	$412,789	29.7%	$356,664	-360.5%	$198,248	15.1%
111	**PERMANENT SAL**	$12,699,897	$13,236,991	$13,401,049	$14,079,307	$537,094	38.6%	$164,057	-165.8%	$678,258	51.7%
113	**Other THAN PERM SAL**	$13,796	$19,623	$22,185	$10,843	$5,827	0.4%	$2,562	-2.6%	-$11,342	-0.9%
115	**PREMIUM COMP.**	$1,159,621	$1,062,429	$971,033	$1,064,682	-$97,192	-7.0%	-$91,396	92.4%	$93,649	7.1%
118	**SPECIAL SERVICES**	$0	$0	$0	$0	$0	0.0%	$0	0.0%	$0	0.0%
121	**BENEFITS**	$4,940,966	$5,327,162	$5,602,259	$6,131,329	$386,196	27.8%	$275,097	-278.1%	$529,070	40.3%
210	**TRAVEL**	$152,158	$173,701	$192,442	$170,891	$21,543	1.5%	$18,741	-18.9%	-$21,551	-1.6%
220	**TRANSPORTATION**	$42,842	$33,503	$34,409	$10,821	-$9,339	-0.7%	$906	-0.9%	-$23,588	-1.8%
233	**UTILITIES**	$1,146,572	$1,303,150	$1,626,676	$1,912,443	$156,578	11.3%	$323,526	-327.0%	$285,767	21.8%
240	**PRINTING**	$0	$0	$0	$0	$0	0.0%	$0	0.0%	$0	0.0%
250	**OTHER SERVICES**	$1,850,510	$1,829,749	$1,595,928	$1,526,299	-$20,762	-1.5%	-$233,821	236.4%	-$69,629	-5.3%
260	**SUPPLIES**	$2,982,984	$3,287,458	$2,972,906	$2,811,891	$304,474	21.9%	-$314,552	318.0%	-$161,015	-12.3%
310	**EQUIPMENT**	$131,846	$241,549	$0	$13,599	$109,703	7.9%	-$241,549	244.2%	$13,599	1.0%
410	**GRANTS**	$13,312	$10,295	$7,707	$6,441	-$3,017	-0.2%	-$2,588	2.6%	-$1,266	-0.1%
420	**INSURANCE CLAIMS**	$27	$0	$90	$78	-$27	0.0%	$90	-0.1%	-$12	0.0%
430	**INTEREST**	$0	$0	$0	$0	$0	0.0%	$0	0.0%	$0	0.0%
	INST TOTAL	**$25,134,531**	**$26,525,609**	**$26,426,683**	**$27,738,623**	**$1,391,079**	**100.0%**	**-$98,927**	**100.0%**	**$1,311,940**	**100.0%**
	AVG POP	**1,309**	**1,353**	**1,341**	**1,394**	**44**		**-12**		**53**	
	PER DIEM COST	**$52.61**	**$53.71**	**$53.99**	**$54.52**	**$1.11**		**$0.28**		**$0.52**	

Appendix Table 6.2. Bastrop expenditures

OCCD3	Data	1999	2000	2001	2002	00-99		01-00		***02-01***	
Food	**TOTAL DU A**	$2,063,884	$2,053,774	$2,230,757	$2,334,989	-$10,110	-1.30%	$176,983	9.64%	$104,232	14.33%
Medical	**TOTAL DU B**	$3,098,191	$3,384,348	$4,073,903	$4,259,362	$286,156	36.74%	$689,555	37.54%	$185,459	25.49%
Other serv	**TOTAL DU C**	$448,715	$434,096	$504,589	$530,426	-$14,618	-1.88%	$70,493	3.84%	$25,837	3.55%
Security	**TOTAL DU E**	$5,278,422	$5,572,923	$5,963,232	$6,223,384	$294,501	37.81%	$390,309	21.25%	$260,152	35.76%
Unit Mgmt	**TOTAL DU F**	$2,740,735	$2,938,106	$3,096,539	$3,175,282	$197,371	25.34%	$158,433	8.63%	$78,743	10.82%
Education	**TOTAL DU G**	$652,527	$680,636	$732,061	$767,294	$28,109	3.61%	$51,425	2.80%	$35,233	4.84%
Leisure	**TOTAL DU H**	$356,112	$376,798	$461,594	$490,691	$20,687	2.66%	$84,796	4.62%	$29,097	4.00%
Religious	**TOTAL DU J**	$170,418	$210,365	$219,609	$192,291	$39,947	5.13%	$9,244	0.50%	-$27,318	-3.76%
Psych	**TOTAL DU K**	$322,128	$351,859	$375,427	$389,175	$29,731	3.82%	$23,568	1.28%	$13,748	1.89%
Admin.	**TOTAL DU M**	$2,306,560	$2,125,587	$2,068,780	$2,224,125	-$180,973	-23.24%	-$56,807	-3.09%	$155,345	21.35%
Training	**TOTAL DU N**	$245,941	$223,006	$241,001	$219,911	-$22,934	-2.94%	$17,995	0.98%	-$21,090	-2.90%
Maint.	**TOTAL DU P**	$2,954,830	$3,065,810	$3,286,524	$3,174,531	$110,980	14.25%	$220,715	12.02%	-$111,993	-15.40%
111	**PERMANENT SAL**	$10,426,870	$10,482,947	$11,246,445	$11,446,971	$56,076	7.20%	$763,498	41.57%	$200,527	27.57%
113	**OTHER THAN PERM SAL**	$7,250	$0	$8,382	$559	-$7,250	-0.93%	$8,382	0.46%	-$7,823	-1.08%
115	**PREMIUM COMP.**	$779,939	$960,855	$1,008,333	$1,068,726	$180,916	23.23%	$47,478	2.58%	$60,393	8.30%
118	**SPECIAL SERVICES**	$13,522	$11,173	$16,459	$15,315	-$2,349	-0.30%	$5,285	0.29%	-$1,143	-0.16%
121	**BENEFITS**	$4,168,371	$4,181,610	$4,526,682	$4,975,253	$13,240	1.70%	$345,072	18.79%	$448,571	61.66%
210	**TRAVEL**	$125,546	$124,521	$127,787	$105,625	-$1,025	-0.13%	$3,266	0.18%	-$22,162	-3.05%
220	**TRANSPORTATION**	$126,018	$57,374	$80,454	$100,897	-$68,644	-8.81%	$23,080	1.26%	$20,443	2.81%
233	**UTILITIES**	$1,099,759	$1,184,692	$1,187,037	$1,106,409	$84,933	10.90%	$2,345	0.13%	-$80,628	-11.08%
240	**PRINTING**	$141	$0	$0	$0	-$141	-0.02%	$0	0.00%	$0	0.00%
250	**OTHER SERVICES**	$1,028,557	$1,122,462	$1,207,043	$1,394,104	$93,905	12.06%	$84,581	4.61%	$187,061	25.71%
260	**SUPPLIES**	$2,799,747	$3,210,499	$3,828,281	$3,755,793	$410,752	52.74%	$617,781	33.64%	-$72,488	-9.96%
310	**EQUIPMENT**	$55,479	$69,980	$11,843	$0	$14,501	1.86%	-$58,137	-3.17%	-$11,843	-1.63%
410	**GRANTS**	$6,210	$6,154	$4,962	$7,823	-$56	-0.01%	-$1,191	-0.06%	$2,861	0.39%
420	**INSURANCE CLAIMS**	$1,053	$5,042	$309	$3,984	$3,989	0.51%	-$4,733	-0.26%	$3,675	0.51%
430	**INTEREST**	$0	$0	$0	$0						
	INST TOTAL	$20,638,462	$21,417,308	$23,254,016	$23,981,460	$778,846	100.00%	$1,836,708	100.00%	$727,444	100.00%
	AVG POP	1,244	1,320	1,418	1,445	76		98		27	
	PER DIEM COST	$45.45	$44.45	$44.93	$45.47	-$1.00		$0.48		$0.54	

Appendix Table 6.3: Big Spring expenditures

OCCD3	Data	1999	2000	2001	2002	00-99		01-00		*02-01*	
Food	**TOTAL DU A**	$2,107,443	$2,193,963	$1,877,144	$1,807,320	$86,520	8.26%	-$316,819	-32.90%	-$69,825	20.57%
Medical	**TOTAL DU B**	$2,449,393	$2,666,997	$2,569,325	$2,592,725	$217,604	20.76%	-$97,672	-10.14%	$23,400	-6.89%
Oth Serv	**TOTAL DU C**	$529,800	$512,359	$529,806	$550,434	-$17,441	-1.66%	$17,448	1.81%	$20,628	-6.08%
Security	**TOTAL DU E**	$5,448,539	$5,795,680	$6,043,470	$6,388,903	$347,140	33.12%	$247,790	25.73%	$345,433	-101.74%
Unit Mgmt	**TOTAL DU F**	$2,241,172	$2,439,505	$2,715,851	$2,495,561	$198,333	18.92%	$276,346	28.70%	-$220,290	64.88%
Educat	**TOTAL DU G**	$516,700	$606,037	$728,052	$805,656	$89,337	8.52%	$122,014	12.67%	$77,604	-22.86%
Leisure	**TOTAL DU H**	$363,260	$388,082	$448,243	$488,613	$24,822	2.37%	$60,161	6.25%	$40,371	-11.89%
Religious	**TOTAL DU J**	$177,236	$263,756	$279,791	$225,889	$86,520	8.26%	$16,035	1.67%	-$53,902	15.88%
Psych	**TOTAL DU K**	$229,522	$224,133	$251,524	$281,597	-$5,390	-0.51%	$27,391	2.84%	$30,074	-8.86%
Admin.	**TOTAL DU M**	$2,313,941	$2,204,501	$2,327,327	$2,192,555	-$109,440	-10.44%	$122,826	12.75%	-$134,772	39.70%
Training	**TOTAL DU N**	$222,203	$216,200	$216,481	$220,415	-$6,002	-0.57%	$280	0.03%	$3,934	-1.16%
Maint.	**TOTAL DU P**	$2,491,050	$2,627,127	$3,114,374	$2,712,201	$136,077	12.98%	$487,247	50.59%	-$402,173	118.45%
111	**PERMANENT SAL**	$9,527,438	$9,943,424	$10,301,989	$10,811,632	$415,986	39.69%	$358,565	37.23%	$509,643	-150.11%
113	**OTHER THAN PERM SAL**	$14,867	$18,883	$8,190	$17,551	$4,016	0.38%	-$10,693	-1.11%	$9,361	-2.76%
115	**PREMIUM COMP.**	$860,960	$873,008	$826,161	$971,439	$12,048	1.15%	-$46,846	-4.86%	$145,277	-42.79%
118	**SPECIAL SERVICES**	$0	$0	$0	$0	$0	0.00%	$0	0.00%	$0	0.00%
121	**BENEFITS**	$4,070,064	$4,326,002	$4,555,664	$4,936,055	$255,937	24.42%	$229,662	23.85%	$380,391	-112.04%
210	**TRAVEL**	$118,092	$151,876	$143,479	$119,502	$33,784	3.22%	-$8,398	-0.87%	-$23,977	7.06%
220	**TRANSPORTATION**	$126,225	$92,732	$59,600	$40,601	-$33,492	-3.20%	-$33,133	-3.44%	-$18,999	5.60%
232	**OTHER RENT**	$0	$0	$0	$9,900	$0	0.00%	$0	0.00%	$9,900	-2.92%
233	**UTILITIES**	$753,553	$787,804	$887,086	$735,215	$34,251	3.27%	$99,282	10.31%	-$151,870	44.73%
240	**PRINTING**	$0	$0	$0	$0	$0	0.00%	$0	0.00%	$0	0.00%
250	**OTHER SERVICES**	$837,450	$867,865	$974,888	$892,356	$30,415	2.90%	$107,023	11.11%	-$82,532	24.31%
260	**SUPPLIES**	$2,678,876	$2,893,649	$3,340,532	$2,216,581	$214,773	20.49%	$446,883	46.40%	-$1,123,952	331.04%
310	**EQUIPMENT**	$96,072	$165,519	$0	$0	$69,446	6.63%	-$165,519	-17.19%	$0	0.00%
410	**GRANTS**	$6,600	$5,580	$3,671	$4,038	-$1,021	-0.10%	-$1,908	-0.20%	$366	-0.11%
420	**INSURANCE CLAIMS**	$62	$12,000	$128	$7,000	$11,938	1.14%	-$11,872	-1.23%	$6,872	-2.02%
430	**INTEREST**	$0	$0	$0	$0	$0	0.00%	$0	0.00%	$0	0.00%
	INST TOTAL	$19,090,259	$20,138,341	$21,101,388	$20,761,869	$1,048,082	100.00%	$963,047	100.00%	-$339,519	100.00%
	AVG POP	1,119	1,259	984	927	140		-275		-57	
	PER DIEM COST	$46.74	$43.82	$58.75	$61.36	-$2.92		$14.93		$2.61	

Appendix Table 6.4: Butner expenditures

OCCD3	Data	1999	2000	2001	2002	00-99		01-00		***02-01***	
Food	**TOTAL DU A**	$1,970,010	$2,131,315	$2,061,975	$2,144,603	$161,305	8.85%	-$69,340	-19.01%	$82,628	4.60%
Medical	**TOTAL DU B**	$2,871,537	$2,936,649	$2,911,499	$3,881,766	$65,112	3.57%	-$25,151	-6.89%	$970,267	54.05%
Oth Serv	**TOTAL DU C**	$347,865	$633,275	$562,073	$472,946	$285,411	15.67%	-$71,202	-19.52%	-$89,127	-4.96%
Security	**TOTAL DU E**	$5,230,497	$5,520,960	$5,590,125	$5,999,199	$290,464	15.94%	$69,165	18.96%	$409,073	22.79%
Unit Mgmt	**TOTAL DU F**	$2,305,346	$2,315,578	$2,572,840	$2,689,206	$10,232	0.56%	$257,262	70.51%	$116,366	6.48%
Educat	**TOTAL DU G**	$684,002	$798,385	$931,680	$908,094	$114,383	6.28%	$133,295	36.53%	-$23,586	-1.31%
Leisure	**TOTAL DU H**	$328,292	$343,906	$370,780	$382,014	$15,613	0.86%	$26,874	7.37%	$11,235	0.63%
Religious	**TOTAL DU J**	$163,510	$104,602	$103,638	$147,810	-$58,908	-3.23%	-$964	-0.26%	$44,172	2.46%
Psych	**TOTAL DU K**	$309,318	$327,667	$322,373	$351,055	$18,349	1.01%	-$5,294	-1.45%	$28,681	1.60%
Admin.	**TOTAL DU M**	$2,320,083	$3,200,241	$3,000,692	$3,123,846	$880,158	48.31%	-$199,549	-54.69%	$123,155	6.86%
Training	**TOTAL DU N**	$89,381	$114,104	$190,854	$185,643	$24,724	1.36%	$76,749	21.04%	-$5,211	-0.29%
Maint.	**TOTAL DU P**	$984,859	$1,002,997	$1,176,130	$1,304,474	$18,137	1.00%	$173,134	47.45%	$128,343	7.15%
Comm Prg.	**TOTAL DU R**		$1,003			$1,003	0.06%	-$1,003	-0.27%	$0	0.00%
Admin.	**TOTAL DU X**	$4,046		$867		-$4,046	-0.22%	$867	0.24%	-$867	-0.05%
111	**PERMANENT SAL**	$9,230,569	$9,934,392	$10,281,971	$10,581,590	$703,823	38.63%	$347,579	95.27%	$299,619	16.69%
113	**OTH THAN PERM SAL**	$2,571	$0	$8,103	$4,672	-$2,571	-0.14%	$8,103	2.22%	-$3,431	-0.19%
115	**PREMIUM COMP.**	$780,699	$812,241	$834,579	$1,033,984	$31,542	1.73%	$22,338	6.12%	$199,405	11.11%
118	**SPECIAL SERVICES**	$0	$0	$0	$0	$0	0.00%	$0	0.00%	$0	0.00%
121	**BENEFITS**	$3,774,854	$4,131,819	$4,219,345	$4,832,193	$356,965	19.59%	$87,526	23.99%	$612,848	34.14%
210	**TRAVEL**	$149,338	$151,010	$191,606	$145,451	$1,672	0.09%	$40,596	11.13%	-$46,155	-2.57%
220	**TRANSPORTATION**	$61,513	$68,227	$10,256	$53,099	$6,714	0.37%	-$57,971	-15.89%	$42,843	2.39%
233	**UTILITIES**	$29,309	$23,682	$16,514	$24,701	-$5,627	-0.31%	-$7,168	-1.96%	$8,186	0.46%
240	**PRINTING**	$0	$0	$50	$0	$0	0.00%	$50	0.01%	-$50	0.00%
250	**OTHER SERVICES**	$1,189,674	$1,040,952	$1,159,704	$1,602,571	-$148,722	-8.16%	$118,752	32.55%	$442,868	24.67%
260	**SUPPLIES**	$2,225,424	$3,005,055	$2,982,999	$3,305,178	$779,631	42.79%	-$22,055	-6.05%	$322,178	17.95%
310	**EQUIPMENT**	$86,237	$258,593	$87,294	$4,154	$172,356	9.46%	-$171,299	-46.95%	-$83,140	-4.63%
410	**GRANTS**	$5,723	$4,413	$3,075	$2,585	-$1,310	-0.07%	-$1,338	-0.37%	-$490	-0.03%
420	**INSURANCE CLAIMS**	$72,838	$300	$30	$478	-$72,538	-3.98%	-$270	-0.07%	$447	0.02%
430	**INTEREST**	$0	$0	$0	$0	$0	0.00%	$0	0.00%	$0	0.00%
	INST TOTAL	$17,608,747	$19,430,683	$19,795,525	$21,590,655	$1,821,936	100.00%	$364,842	100.00%	$1,795,130	100.00%
	AVG POP	1,241	1,330	1,256	1,259	89		-74		3	
	PER DIEM COST	$38.87	$40.03	$43.18	$46.98	$1.15		$3.15		$3.80	

Appendix Table 6.5: Elkton Expenditures

OCCD3	Data	1999	2000	2001	2002	00-99		01-00		***02-01***	
Food	**TOTAL DU A**	2,909,855	$3,147,827	$3,552,203	$3,500,230	$237,972	8.59%	$404,375	11.14%	-$51,973	-2.09%
Medical	**TOTAL DU B**	3,144,116	$3,619,927	$4,660,866	$5,283,325	$475,811	17.17%	$1,040,939	28.69%	$622,459	25.02%
Oth Serv	**TOTAL DU C**	594,712	625,390	$626,967	$852,065	$30,677	1.11%	$1,578	0.04%	$225,097	9.05%
Security	**TOTAL DU E**	6,531,926	7,202,845	$8,510,560	$9,403,850	$670,919	24.21%	$1,307,715	36.04%	$893,290	35.90%
Unit Mgmt	**TOTAL DU F**	3,349,980	3,785,146	$4,179,834	$4,335,600	$435,167	15.70%	$394,687	10.88%	$155,766	6.26%
Educat	**TOTAL DU G**	886,539	$885,511	$939,115	$1,084,281	-$1,029	-0.04%	$53,604	1.48%	$145,166	5.83%
Leisure	**TOTAL DU H**	484,256	$534,676	$605,451	$611,526	$50,420	1.82%	$70,774	1.95%	$6,075	0.24%
Religious	**TOTAL DU J**	243,614	$264,644	$296,394	$258,004	$21,030	0.76%	$31,750	0.88%	-$38,390	-1.54%
Psych	**TOTAL DU K**	288,992	$367,068	$331,198	$372,020	$78,075	2.82%	-$35,870	-0.99%	$40,822	1.64%
Admin.	**TOTAL DU M**	2,434,703	$2,593,232	$2,388,508	$2,797,859	$158,529	5.72%	-$204,724	-5.64%	$409,351	16.45%
Training	**TOTAL DU N**	274,883	$333,387	$417,102	$458,080	$58,504	2.11%	$83,715	2.31%	$40,978	1.65%
Maint.	**TOTAL DU P**	3,465,914	$4,020,011	$4,499,984	$4,539,272	$554,096	19.99%	$479,974	13.23%	$39,288	1.58%
Comm Prg.	**TOTAL DU T**	-$1,357				$1,357	0.05%	$0	0.00%	$0	0.00%
111	**PERMANENT SAL**	12,453,504	$13,284,500	$14,557,171	$15,180,931	$830,996	29.98%	$1,272,671	35.07%	$623,760	25.07%
113	**OTH THAN PERM SAL**	8,860	$3,844	$39	$0	-$5,017	-0.18%	-$3,804	-0.10%	-$39	0.00%
115	**PREMIUM COMP.**	968,765	$1,166,206	$1,964,451	$2,251,666	$197,441	7.12%	$798,244	22.00%	$287,216	11.54%
121	**BENEFITS**	5,161,510	$5,601,592	$6,139,113	$6,843,646	$440,083	15.88%	$537,521	14.81%	$704,533	28.32%
210	**TRAVEL**	171,427	$208,550	$243,874	$251,765	$37,123	1.34%	$35,324	0.97%	$7,891	0.32%
220	**TRANSPORTATION**	80,677	$66,095	$39,630	$73,441	-$14,582	-0.53%	-$26,466	-0.73%	$33,812	1.36%
232	**OTHER RENT**		$21,958	$64	$1,753	$21,958	0.79%	-$21,894	-0.60%	$1,689	0.07%
233	**UTILITIES**	1,413,879	$1,668,484	$1,842,612	$1,719,126	$254,605	9.19%	$174,129	4.80%	-$123,486	-4.96%
250	**OTHER SERVICES**	1,230,532	$1,549,205	$2,199,226	$2,723,540	$318,673	11.50%	$650,021	17.91%	$524,314	21.07%
260	**SUPPLIES**	3,014,521	$3,572,593	$4,010,915	$4,290,864	$558,072	20.14%	$438,322	12.08%	$279,950	11.25%
310	**EQUIPMENT**	98,891	$226,448	$0	$138,503	$127,557	4.60%	-$226,448	-6.24%	$138,503	5.57%
320	**LAND & STRUCTURE**	5,120	$3,195	$2,595	$0	-$1,925	-0.07%	-$600	-0.02%	-$2,595	-0.10%
410	**GRANTS**		$6,689	$8,206	$19,422	$6,689	0.24%	$1,517	0.04%	$11,216	0.45%
420	**INSURANCE CLAIMS**	448	$305	$286	$1,453	-$143	-0.01%	-$19	0.00%	$1,167	0.05%
430	**INTEREST**										
	INST TOTAL	$24,608,134	$27,379,663	$31,008,181	$33,496,111	$2,771,529	100.00%	$3,628,518	100.00%	$2,487,929	100.00%
	AVG POP	2,013	2,238	2,395	2,335	225		157		-60	
	PER DIEM COST	$33.49	$33.52	$35.47	$39.30	$0.03		$1.95		$3.83	

Appendix Table 6.6: Forrest City expenditures

OCCD3	Data	1999	2000	2001	2002	00-99		01-00		***02-01***	
Food	**TOTAL DU A**	2,387,863	$2,869,490	$3,066,549	$2,836,779	$481,627	11.94%	$197,059	18.88%	-$229,771	-29.64%
Medical	**TOTAL DU B**	2,926,141	$4,038,853	$3,946,716	$4,276,456	$1,112,712	27.58%	-$92,138	-8.83%	$329,740	42.53%
Oth Serv	**TOTAL DU C**	564,376	$676,007	$700,363	$621,307	$111,630	2.77%	$24,356	2.33%	-$79,056	-10.20%
Security	**TOTAL DU E**	6,132,431	$7,010,340	$7,467,545	$7,708,725	$877,909	21.76%	$457,205	43.80%	$241,179	31.11%
Unit Mgmt	**TOTAL DU F**	2,759,320	$3,374,981	$3,460,474	$3,748,369	$615,661	15.26%	$85,493	8.19%	$287,895	37.14%
Educat	**TOTAL DU G**	600,414	$737,704	$723,191	$737,677	$137,290	3.40%	-$14,513	-1.39%	$14,486	1.87%
Leisure	**TOTAL DU H**	408,230	$468,452	$428,207	$488,591	$60,221	1.49%	-$40,244	-3.86%	$60,384	7.79%
Religious	**TOTAL DU J**	193,693	$214,939	$287,618	$285,281	$21,247	0.53%	$72,679	6.96%	-$2,337	-0.30%
Psych	**TOTAL DU K**	316,099	$337,220	$248,508	$208,951	$21,121	0.52%	-$88,712	-8.50%	-$39,557	-5.10%
Admin.	**TOTAL DU M**	2,357,709	$2,614,092	$2,700,323	$2,926,768	$256,383	6.36%	$86,231	8.26%	$226,445	29.21%
Training	**TOTAL DU N**	320,984	$328,918	$285,749	$324,307	$7,934	0.20%	-$43,169	-4.14%	$38,559	4.97%
Maint.	**TOTAL DU P**	2,826,116	$3,156,690	$3,556,279	$3,483,536	$330,574	8.19%	$399,589	38.28%	-$72,743	-9.38%
111	**PERMANENT SAL**	10,607,630	$11,969,842	$12,550,600	$13,220,647	$1,362,212	33.77%	$580,758	55.64%	$670,047	86.43%
113	**OTH THAN PERM SAL**	8,013	$25,919	$44,910	$33,562	$17,906	0.44%	$18,991	1.82%	-$11,347	-1.46%
115	**PREMIUM COMP.**	809,173	$895,926	$899,843	$934,500	$86,753	2.15%	$3,917	0.38%	$34,657	4.47%
121	**BENEFITS**	4,585,551	$5,246,262	$5,512,688	$6,097,328	$660,710	16.38%	$266,427	25.52%	$584,640	75.42%
210	**TRAVEL**	226,150	$259,807	$192,703	$202,535	$33,656	0.83%	-$67,104	-6.43%	$9,832	1.27%
220	**TRANSPORTATION**	82,894	$68,760	$15,723	$81,896	-$14,134	-0.35%	-$53,037	-5.08%	$66,173	8.54%
233	**UTILITIES**	962,740	$1,268,040	$1,484,226	$1,360,823	$305,299	7.57%	$216,186	20.71%	-$123,403	-15.92%
240	**PRINTING**	0	$0	$0	$0	$0	0.00%	$0	0.00%	$0	0.00%
250	**OTHER SERVICES**	1,297,105	$2,286,864	$1,845,688	$2,057,542	$989,759	24.53%	-$441,176	-42.26%	$211,854	27.33%
260	**SUPPLIES**	3,057,077	$3,648,901	$4,158,339	$3,647,996	$591,824	14.67%	$509,439	48.80%	-$510,343	-65.83%
310	**EQUIPMENT**	148,606	$143,681	$158,745	$0	-$4,925	-0.12%	$15,063	1.44%	-$158,745	-20.48%
410	**GRANTS**	8,140	$13,685	$7,361	$9,916	$5,545	0.14%	-$6,324	-0.61%	$2,555	0.33%
420	**INSURANCE CLAIMS**	289	$0	$697	$0	-$289	-0.01%	$697	0.07%	-$697	-0.09%
430	**INTEREST**	7	$0	$0	$0	-$7	0.00%	$0	0.00%	$0	0.00%
	INST TOTAL	$21,793,376	$25,827,686	$26,871,523	$27,646,745	$4,034,310	100.00%	$1,043,837	100.00%	$775,223	100.00%
	AVG POP	1,780	2,085	2,044	2,018	305		-41		-26	
	PER DIEM COST	$33.54	$33.94	$36.02	$37.53	$0.39		$2.08		$1.52	

Appendix Table 6.7: La Tuna expenditures

OCCD3	Data	1999	2000	2001	2002	00-99		01-00		*02-01*	
Food	TOTAL DU A	$2,381,208	$2,448,938	$2,970,909	$3,281,898	$67,730	6.85%	$521,971	10.58%	$310,989	7.89%
Medical	TOTAL DU B	$3,012,948	$2,717,872	$3,480,274	$4,755,830	-$295,077	-29.84%	$762,402	15.45%	$1,275,556	32.35%
Oth Serv	TOTAL DU C	$584,495	$526,526	$637,453	$609,793	-$57,969	-5.86%	$110,927	2.25%	-$27,661	-0.70%
Security	TOTAL DU E	$6,576,518	$7,558,986	$9,095,052	$10,275,762	$982,468	99.37%	$1,536,066	31.14%	$1,180,710	29.94%
Unit Mgmt	TOTAL DU F	$3,251,014	$3,312,383	$3,843,472	$4,428,103	$61,369	6.21%	$531,090	10.77%	$584,631	14.83%
Educat	TOTAL DU G	$564,357	$595,789	$831,569	$981,442	$31,431	3.18%	$235,780	4.78%	$149,873	3.80%
Leisure	TOTAL DU H	$428,729	$453,485	$637,167	$565,057	$24,756	2.50%	$183,682	3.72%	-$72,109	-1.83%
Religious	TOTAL DU J	$255,881	$253,677	$323,657	$291,418	-$2,203	-0.22%	$69,980	1.42%	-$32,240	-0.82%
Psych	TOTAL DU K	$272,244	$285,313	$304,704	$328,738	$13,069	1.32%	$19,392	0.39%	$24,034	0.61%
Admin.	TOTAL DU M	$2,086,212	$2,288,997	$2,552,336	$2,945,978	$202,785	20.51%	$263,338	5.34%	$393,642	9.98%
Training	TOTAL DU N	$283,550	$258,454	$376,254	$365,542	-$25,096	-2.54%	$117,800	2.39%	-$10,712	-0.27%
Maint.	TOTAL DU P	$3,083,974	$3,069,419	$3,650,164	$3,816,928	-$14,554	-1.47%	$580,744	11.77%	$166,764	4.23%
111	PERMANENT SAL	$11,436,693	$11,686,479	$14,432,151	$15,808,996	$249,786	25.26%	$2,745,672	55.66%	$1,376,845	34.91%
113	OTH THAN PERM SAL	$79,765	$90,988	$38,680	$44,198	$11,223	1.14%	-$52,308	-1.06%	$5,518	0.14%
115	PREMIUM COMP.	$1,321,419	$1,610,367	$1,335,787	$1,605,270	$288,948	29.22%	-$274,580	-5.57%	$269,484	6.83%
118	SPECIAL SERVICES	$15,365	$12,465	$18,065	$13,540	-$2,900	-0.29%	$5,600	0.11%	-$4,525	-0.11%
121	BENEFITS	$4,538,972	$4,916,747	$6,031,315	$7,130,817	$377,775	38.21%	$1,114,568	22.59%	$1,099,501	27.88%
210	TRAVEL	$197,075	$214,600	$296,808	$330,797	$17,525	1.77%	$82,208	1.67%	$33,990	0.86%
220	TRANSPORTATION	$36,825	$78,966	$62,120	$103,485	$42,141	4.26%	-$16,845	-0.34%	$41,365	1.05%
231	ERROR	$0	-$38	$0	$0	-$38	0.00%	$38	0.00%	$0	0.00%
233	UTILITIES	$666,715	$658,180	$1,056,918	$902,357	-$8,535	-0.86%	$398,738	8.08%	-$154,560	-3.92%
250	OTHER SERVICES	$1,474,263	$1,343,778	$1,840,499	$3,093,359	-$130,485	-13.20%	$496,721	10.07%	$1,252,860	31.77%
260	SUPPLIES	$2,875,188	$3,036,169	$3,500,108	$3,583,629	$160,981	16.28%	$463,940	9.40%	$83,521	2.12%
310	EQUIPMENT	$118,254	$54,554	$64,676	$0	-$63,699	-6.44%	$10,122	0.21%	-$64,676	-1.64%
410	GRANTS	$19,222	$23,979	$25,424	$28,011	$4,758	0.48%	$1,445	0.03%	$2,586	0.07%
420	INSURANCE CLAIMS	$1,376	$42,605	$459	$2,029	$41,229	4.17%	-$42,146	-0.85%	$1,570	0.04%
430	INTEREST	$0	$0	$0	$0	$0	0.00%	$0	0.00%	$0	0.00%
	INST TOTAL	$22,781,131	$23,769,838	$28,703,011	$32,646,488	$988,707	100.00%	$4,933,172	100.00%	$3,943,478	100.00%
	AVG POP	1,322	1,346	1,396	1,728	24		50		332	
	PER DIEM COST	$47.21	$48.38	$56.33	$51.76	$1.17		$7.95		-$4.57	

Appendix Table 6.8: Loretto expenditures

OCCD3	Data	1999	2000	2001	2002	00-99		01-00		*02-01*	
Food	TOTAL DU A	$1,604,527	$1,778,463	$1,863,414	$1,944,922	$173,936	13.97%	$84,951	10.13%	$81,508	11.37%
Medical	TOTAL DU B	$1,920,199	$1,850,733	$1,804,640	$1,860,952	-$69,466	-5.58%	-$46,093	-5.50%	$56,313	7.86%
Oth Serv	TOTAL DU C	$322,455	$286,572	$242,747	$292,818	-$35,884	-2.88%	-$43,824	-5.23%	$50,071	6.99%
Security	TOTAL DU E	$4,504,876	$4,909,429	$5,582,110	$6,004,797	$404,553	32.50%	$672,680	80.22%	$422,687	58.99%
Unit Mgmt	TOTAL DU F	$1,546,554	$1,743,739	$1,956,016	$2,241,850	$197,185	15.84%	$212,277	25.31%	$285,835	39.89%
Educat	TOTAL DU G	$506,662	$519,851	$578,839	$691,685	$13,189	1.06%	$58,988	7.03%	$112,846	15.75%
Leisure	TOTAL DU H	$318,891	$341,998	$355,540	$363,954	$23,107	1.86%	$13,542	1.61%	$8,415	1.17%
Religious	TOTAL DU J	$184,927	$191,355	$187,816	$166,846	$6,429	0.52%	-$3,539	-0.42%	-$20,970	-2.93%
Psych	TOTAL DU K	$167,967	$167,607	$219,457	$199,849	-$360	-0.03%	$51,850	6.18%	-$19,608	-2.74%
Admin.	TOTAL DU M	$1,931,115	$1,956,461	$2,048,496	$1,662,828	$25,346	2.04%	$92,035	10.98%	-$385,667	-53.82%
Training	TOTAL DU N	$235,102	$217,387	$198,525	$201,337	-$17,715	-1.42%	-$18,862	-2.25%	$2,813	0.39%
Maint.	TOTAL DU P	$2,525,834	$3,047,840	$2,814,834	$2,937,160	$522,006	41.94%	-$233,007	-27.79%	$122,326	17.07%
Comm Prg.	TOTAL DU R		$2,430			$2,430	0.20%	-$2,430	-0.29%	$0	0.00%
111	PERMANENT SAL	$8,694,708	$9,192,297	$9,956,162	$10,405,926	$497,589	39.97%	$763,865	91.09%	$449,764	62.77%
113	OTH THAN PERM SAL	$6,195	$0	$7,691	$0	-$6,195	-0.50%	$7,691	0.92%	-$7,691	-1.07%
115	PREMIUM COMP.	$631,101	$687,014	$728,819	$710,329	$55,914	4.49%	$41,805	4.99%	-$18,490	-2.58%
118	SPECIAL SERVICES	$0	$0	$0	$0	$0	0.00%	$0	0.00%	$0	0.00%
121	BENEFITS	$3,435,752	$3,663,779	$4,043,077	$4,347,272	$228,027	18.32%	$379,298	45.23%	$304,195	42.45%
210	TRAVEL	$114,790	$137,335	$162,214	$95,640	$22,545	1.81%	$24,879	2.97%	-$66,574	-9.29%
220	TRANSPORTATION	$42,575	$14,922	$42,081	$35,924	-$27,653	-2.22%	$27,159	3.24%	-$6,157	-0.86%
232	OTHER RENT	$0	$1,089	$1,350	$2,950	$1,089	0.09%	$261	0.03%	$1,600	0.22%
233	UTILITIES	$473,507	$486,973	$523,455	$487,334	$13,466	1.08%	$36,481	4.35%	-$36,121	-5.04%
250	OTHER SERVICES	$764,551	$619,116	$589,063	$531,240	-$145,435	-11.68%	-$30,053	-3.58%	-$57,823	-8.07%
260	SUPPLIES	$1,524,327	$1,898,349	$1,744,766	$1,886,990	$374,022	30.05%	-$153,583	-18.31%	$142,224	19.85%
310	EQUIPMENT	$72,465	$275,337	$26,886	$63,080	$202,873	16.30%	-$248,451	-29.63%	$36,194	5.05%
320	LAND & STRUCTURE	$0	$28,874	$0	$0	$28,874	2.32%	-$28,874	-3.44%	$0	0.00%
410	GRANTS	$8,170	$5,612	$4,743	$2,316	-$2,558	-0.21%	-$869	-0.10%	-$2,428	-0.34%
420	INSURANCE CLAIMS	$968	$3,181	$22,125	$0	$2,213	0.18%	$18,944	2.26%	-$22,125	-3.09%
440	ERROR	$0	-$14	$0	$0	-$14	0.00%	$14	0.00%	$0	0.00%
	INST TOTAL	$15,769,108	$17,013,865	$17,852,432	$18,569,000	$1,244,757	100.00%	$838,567	100.00%	$716,568	100.00%
	AVG POP	837	875	1,172	1,214	38		297		42	
	PER DIEM COST	$51.62	$53.27	$41.73	$41.91	$1.66		-$11.54		$0.17	

Appendix Table 6.9: Milan expenditures

OCCD3	Data	1999	2000	2001	2002	00-99		01-00		*02-01*	
Food	TOTAL DU A	$2,783,204	$2,790,844	$2,884,596	$2,896,437	$7,639	1.96%	$93,752	4.85%	$11,841	1.25%
Medical	TOTAL DU B	$3,031,139	$3,051,547	$2,821,678	$3,145,186	$20,408	5.24%	-$229,869	-11.90%	$323,508	34.04%
Oth Serv	TOTAL DU C	$530,236	$436,317	$550,169	$498,908	-$93,919	-24.11%	$113,852	5.89%	-$51,262	-5.39%
Security	TOTAL DU E	$8,473,134	$9,005,770	$9,670,201	$9,894,665	$532,636	136.71%	$664,431	34.39%	$224,465	23.62%
Unit Mgmt	TOTAL DU F	$3,858,482	$3,810,107	$4,211,784	$4,500,450	-$48,375	-12.42%	$401,677	20.79%	$288,666	30.38%
Educat	TOTAL DU G	$750,662	$771,580	$748,699	$692,990	$20,919	5.37%	-$22,881	-1.18%	-$55,709	-5.86%
Leisure	TOTAL DU H	$445,094	$461,280	$456,304	$518,553	$16,186	4.15%	-$4,976	-0.26%	$62,249	6.55%
Religious	TOTAL DU J	$279,309	$289,783	$283,982	$371,195	$10,475	2.69%	-$5,801	-0.30%	$87,213	9.18%
Psych	TOTAL DU K	$424,058	$419,686	$384,617	$315,931	-$4,372	-1.12%	-$35,069	-1.82%	-$68,686	-7.23%
Admin.	TOTAL DU M	$2,535,837	$2,576,853	$3,119,706	$2,683,729	$41,016	10.53%	$542,853	28.10%	-$435,976	-45.88%
Training	TOTAL DU N	$336,512	$370,259	$384,765	$388,132	$33,747	8.66%	$14,506	0.75%	$3,367	0.35%
Maint.	TOTAL DU P	$4,757,960	$4,611,203	$5,010,545	$5,571,136	-$146,756	-37.67%	$399,341	20.67%	$560,591	58.99%
111	PERMANENT SAL	$14,852,757	$15,385,705	$16,052,327	$16,234,304	$532,949	136.79%	$666,622	34.51%	$181,976	19.15%
113	OTH THAN PERM SAL	$48,511	$56,219	$58,608	$70,588	$7,708	1.98%	$2,389	0.12%	$11,980	1.26%
115	PREMIUM COMP.	$1,195,905	$1,238,858	$1,302,407	$1,586,055	$42,953	11.02%	$63,548	3.29%	$283,648	29.85%
118	SPECIAL SERVICES	$7,595	$13,930	$13,440	$11,870	$6,335	1.63%	-$490	-0.03%	-$1,570	-0.17%
121	BENEFITS	$6,048,342	$6,259,568	$6,779,052	$7,116,912	$211,226	54.22%	$519,484	26.89%	$337,860	35.55%
210	TRAVEL	$135,560	$182,672	$154,570	$130,290	$47,113	12.09%	-$28,103	-1.45%	-$24,280	-2.56%
220	TRANSPORTATION	$61,422	$47,415	$106,006	$81,969	-$14,007	-3.60%	$58,591	3.03%	-$24,037	-2.53%
232	OTHER RENT	$0	$125	$25	$0	$125	0.03%	-$100	-0.01%	-$25	0.00%
233	UTILITIES	$1,612,528	$1,496,738	$1,528,455	$1,661,747	-$115,790	-29.72%	$31,716	1.64%	$133,292	14.03%
250	OTHER SERVICES	$1,233,515	$1,160,617	$1,255,857	$1,217,773	-$72,898	-18.71%	$95,241	4.93%	-$38,084	-4.01%
260	SUPPLIES	$2,887,417	$2,709,625	$3,135,751	$3,027,785	-$177,792	-45.63%	$426,126	22.06%	-$107,966	-11.36%
310	EQUIPMENT	$105,396	$30,291	$134,885	$329,137	-$75,105	-19.28%	$104,594	5.41%	$194,252	20.44%
410	GRANTS	$15,000	$11,951	$3,686	$8,007	-$3,049	-0.78%	-$8,265	-0.43%	$4,321	0.45%
420	INSURANCE CLAIMS	$1,679	$1,515	$1,976	$874	-$164	-0.04%	$462	0.02%	-$1,102	-0.12%
430	INTEREST	$0	$0	$0	$0	$0	0.00%	$0	0.00%	$0	0.00%
	INST TOTAL	$28,205,627	$28,595,230	$30,527,045	$31,477,311	$389,603	100.00%	$1,931,815	100.00%	$950,266	100.00%
	AVG POP	1,369	1,474	1,569	1,594	105		95		25	
	PER DIEM COST	$56.45	$53.15	$53.31	$54.10	-$3.30		$0.16		$0.80	

Appendix Table 6.10: Petersburg Expenditures

OCCD3	Data	1999	2000	2001	2002	00-99		01-00		02-01	
Food	TOTAL DU A	$2,236,848	$2,519,134	$2,335,403	$1,884,791	$282,286	11.78%	-$183,731	13.21%	-$450,612	340.30%
Medical	TOTAL DU B	$3,821,340	$4,668,427	$4,271,609	$5,599,377	$847,087	35.34%	-$396,818	28.52%	$1,327,768	-1002.72%
Oth Serv	TOTAL DU C	$587,271	$649,327	$547,443	$493,144	$62,056	2.59%	-$101,884	7.32%	-$54,299	41.01%
Security	TOTAL DU E	$8,129,509	$8,552,127	$9,184,314	$8,392,068	$422,619	17.63%	$632,186	-45.44%	-$792,245	598.30%
Unit Mgmt	TOTAL DU F	$2,764,628	$2,953,144	$2,724,648	$2,828,031	$188,515	7.87%	-$228,496	16.43%	$103,383	-78.07%
Educat	TOTAL DU G	$984,946	$991,661	$938,757	$1,012,266	$6,715	0.28%	-$52,903	3.80%	$73,508	-55.51%
Leisure	TOTAL DU H	$414,379	$445,421	$419,372	$462,990	$31,042	1.30%	-$26,049	1.87%	$43,618	-32.94%
Religious	TOTAL DU J	$216,573	$219,373	$149,595	$366,782	$2,801	0.12%	-$69,778	5.02%	$217,187	-164.02%
Psych	TOTAL DU K	$669,679	$702,385	$534,681	$273,872	$32,705	1.36%	-$167,704	12.06%	-$260,809	196.96%
Admin.	TOTAL DU M	$2,456,648	$2,847,378	$1,943,924	$2,033,118	$390,730	16.30%	-$903,454	64.94%	$89,195	-67.36%
Training	TOTAL DU N	$262,220	$287,605	$277,994	$384,501	$25,385	1.06%	-$9,610	0.69%	$106,507	-80.43%
Maint.	TOTAL DU P	$3,560,547	$3,665,331	$3,782,430	$3,246,813	$104,784	4.37%	$117,100	-8.42%	-$535,618	404.49%
111	PERMANENT SAL	$13,596,427	$13,820,477	$12,384,735	$12,479,865	$224,050	9.35%	-$1,435,742	103.21%	$95,130	-71.84%
113	OTH THAN PERM SAL	$115,019	$121,413	$121,382	-$4,439	$6,393	0.27%	-$31	0.00%	-$125,821	95.02%
115	PREMIUM COMP.	$1,295,873	$1,635,920	$1,773,306	$2,113,555	$340,047	14.19%	$137,387	-9.88%	$340,249	-256.95%
118	SPECIAL SERVICES	$0	$0	$0	$0	$0	0.00%	$0	0.00%	$0	0.00%
121	BENEFITS	$5,242,521	$5,598,954	$5,263,467	$5,318,695	$356,432	14.87%	-$335,486	24.12%	$55,228	-41.71%
210	TRAVEL	$191,803	$242,141	$289,228	$306,889	$50,337	2.10%	$47,088	-3.38%	$17,661	-13.34%
220	TRANSPORTATION	$80,167	$108,244	$62,255	$43,043	$28,077	1.17%	-$45,990	3.31%	-$19,212	14.51%
233	UTILITIES	$1,095,356	$1,046,051	$1,684,834	$1,205,700	-$49,306	-2.06%	$638,783	-45.92%	-$479,134	361.84%
240	PRINTING	$1,182	$0	$0	$0	-$1,182	-0.05%	$0	0.00%	$0	0.00%
250	OTHER SERVICES	$1,722,450	$2,324,029	$2,433,791	$2,799,477	$601,579	25.10%	$109,763	-7.89%	$365,686	-276.16%
260	SUPPLIES	$2,669,616	$3,451,611	$3,041,876	$2,683,240	$781,995	32.63%	-$409,735	29.45%	-$358,636	270.84%
310	EQUIPMENT	$71,527	$128,041	$33,211	$5,296	$56,513	2.36%	-$94,830	6.82%	-$27,915	21.08%
410	GRANTS	$19,970	$23,985	$20,735	$26,713	$4,015	0.17%	-$3,250	0.23%	$5,978	-4.51%
420	INSURANCE CLAIMS	$2,675	$448	$1,348	-$282	-$2,227	-0.09%	$900	-0.06%	-$1,630	1.23%
430	INTEREST	$0	$0	$0	$0	$0	0.00%	$0	0.00%	$0	0.00%
	INST TOTAL	$26,104,587	$28,501,311	$27,110,169	$26,977,753	$2,396,724	100.00%	-$1,391,142	100.00%	-$132,416	100.00%
	AVG POP	1,389	1,504	1,547	1,447	115		43		-100	
	PER DIEM COST	$51.49	$51.92	$48.01	$51.08	$0.43		-$3.91		$3.07	

Appendix Table 6.11: Safford expenditures

OCCD3	Data	1999	2000	2001	2002	00-99		01-00		*02-01*	
Food	TOTAL DU A	$1,498,551	$1,575,519	$1,601,400	$1,510,490	$76,968	8.01%	$25,882	15.68%	-$90,911	-28.56%
Medical	TOTAL DU B	$1,512,474	$1,818,772	$1,792,590	$1,744,439	$306,298	31.86%	-$26,182	-15.86%	-$48,152	-15.13%
Oth Serv	TOTAL DU C	$297,474	$326,292	$310,800	$303,699	$28,817	3.00%	-$15,492	-9.38%	-$7,101	-2.23%
Security	TOTAL DU E	$3,451,611	$3,676,978	$3,749,299	$3,868,674	$225,368	23.44%	$72,321	43.80%	$119,375	37.51%
Unit Mgmt	TOTAL DU F	$1,730,699	$1,760,781	$1,979,699	$1,997,966	$30,082	3.13%	$218,919	132.59%	$18,267	5.74%
Educat	TOTAL DU G	$542,681	$558,672	$626,067	$677,800	$15,991	1.66%	$67,395	40.82%	$51,733	16.25%
Leisure	TOTAL DU H	$304,581	$319,879	$340,500	$353,100	$15,298	1.59%	$20,621	12.49%	$12,600	3.96%
Religious	TOTAL DU J	$116,676	$149,215	$113,199	$123,295	$32,538	3.38%	-$36,016	-21.81%	$10,096	3.17%
Psych	TOTAL DU K	$145,175	$151,369	$175,396	$188,783	$6,195	0.64%	$24,027	14.55%	$13,386	4.21%
Admin.	TOTAL DU M	$1,966,820	$2,065,214	$1,912,291	$2,032,242	$98,393	10.23%	-$152,922	-92.62%	$119,951	37.69%
Training	TOTAL DU N	$142,553	$200,913	$220,948	$186,611	$58,360	6.07%	$20,035	12.13%	-$34,337	-10.79%
Maint.	TOTAL DU P	$1,987,414	$2,054,513	$2,001,038	$2,154,393	$67,099	6.98%	-$53,475	-32.39%	$153,354	48.18%
111	PERMANENT SAL	$7,171,313	$7,495,440	$7,691,440	$7,890,337	$324,127	33.71%	$195,999	118.71%	$198,898	62.49%
113	OTH THAN PERM SAL	$7,082	$22,857	$17,871	$0	$15,775	1.64%	-$4,986	-3.02%	-$17,871	-5.62%
115	PREMIUM COMP.	$467,992	$545,829	$472,404	$464,785	$77,837	8.10%	-$73,425	-44.47%	-$7,619	-2.39%
118	SPECIAL SERVICES	$0	$0	$0	$0	$0	0.00%	$0	0.00%	$0	0.00%
121	BENEFITS	$3,011,609	$3,172,645	$3,315,213	$3,611,361	$161,036	16.75%	$142,569	86.35%	$296,148	93.05%
210	TRAVEL	$187,984	$203,400	$173,209	$130,583	$15,416	1.60%	-$30,192	-18.29%	-$42,626	-13.39%
220	TRANSPORTATION	$85,862	$111,901	$77,800	$62,123	$26,039	2.71%	-$34,100	-20.65%	-$15,678	-4.93%
233	UTILITIES	$421,904	$404,337	$454,621	$536,815	-$17,567	-1.83%	$50,284	30.45%	$82,194	25.83%
240	PRINTING	$0	$0	$0	$0	$0	0.00%	$0	0.00%	$0	0.00%
250	OTHER SERVICES	$656,017	$773,028	$918,355	$671,074	$117,010	12.17%	$145,327	88.02%	-$247,281	-77.70%
260	SUPPLIES	$1,593,735	$1,829,149	$1,684,261	$1,758,316	$235,414	24.49%	-$144,888	-87.75%	$74,055	23.27%
310	EQUIPMENT	$81,676	$88,654	$9,399	$9,163	$6,978	0.73%	-$79,255	-48.00%	-$236	-0.07%
410	GRANTS	$11,271	$10,693	$8,424	$6,630	-$578	-0.06%	-$2,269	-1.37%	-$1,794	-0.56%
420	INSURANCE CLAIMS	$266	$184	$232	$303	-$82	-0.01%	$48	0.03%	$71	0.02%
430	INTEREST	$0	$0	$0	$0	$0	0.00%	$0	0.00%	$0	0.00%
	INST TOTAL	$13,696,708	$14,658,116	$14,823,228	$15,141,490	$961,407	100.00%	$165,113	100.00%	$318,262	100.00%
	AVG POP	777	802	806	810	25		4		4	
	PER DIEM COST	$48.30	$50.07	$50.39	$51.21	$1.78		$0.31		$0.83	

Appendix Table 6.12: Seagoville expenditures

OCCD3	Data	1999	2000	2001	2002	00-99		01-00		02-01	
Food	TOTAL DU A	$2,190,979	$2,588,909	$2,891,456	$2,650,531	$397,930	18.33%	$302,548	10.46%	-$240,925	-20.28%
Medical	TOTAL DU B	$2,257,988	$2,826,285	$3,354,673	$4,316,598	$568,296	26.18%	$528,388	18.26%	$961,924	80.96%
Oth Serv	TOTAL DU C	$440,312	$521,754	$557,288	$633,483	$81,442	3.75%	$35,534	1.23%	$76,195	6.41%
Security	TOTAL DU E	$6,753,141	$7,094,591	$7,944,280	$7,859,335	$341,449	15.73%	$849,689	29.37%	-$84,945	-7.15%
Unit Mgmt	TOTAL DU F	$2,933,979	$3,151,402	$3,638,984	$4,066,953	$217,423	10.02%	$487,582	16.85%	$427,969	36.02%
Educat	TOTAL DU G	$478,066	$546,917	$639,263	$647,669	$68,851	3.17%	$92,346	3.19%	$8,406	0.71%
Leisure	TOTAL DU H	$379,786	$397,673	$350,059	$390,634	$17,887	0.82%	-$47,615	-1.65%	$40,576	3.42%
Religious	TOTAL DU J	$286,826	$303,649	$294,417	$242,136	$16,823	0.77%	-$9,232	-0.32%	-$52,281	-4.40%
Psych	TOTAL DU K	$279,881	$335,330	$276,087	$351,186	$55,449	2.55%	-$59,243	-2.05%	$75,099	6.32%
Admin.	TOTAL DU M	$1,982,991	$2,224,211	$2,389,491	$2,419,217	$241,220	11.11%	$165,280	5.71%	$29,726	2.50%
Training	TOTAL DU N	$226,628	$224,508	$217,850	$208,343	-$2,121	-0.10%	-$6,658	-0.23%	-$9,507	-0.80%
Maint.	TOTAL DU P	$3,477,806	$3,643,880	$4,198,201	$4,154,105	$166,075	7.65%	$554,321	19.16%	-$44,097	-3.71%
111	PERMANENT SAL	$11,962,109	$12,548,136	$13,260,398	$13,528,786	$586,027	27.00%	$712,261	24.62%	$268,389	22.59%
113	OTH THAN PERM SAL	$0	$5,679	-$2,262	$0	$5,679	0.26%	-$7,940	-0.27%	$2,262	0.19%
115	PREMIUM COMP.	$786,629	$1,099,353	$1,482,671	$1,714,036	$312,724	14.41%	$383,318	13.25%	$231,365	19.47%
118	SPECIAL SERVICES	$14,925	$15,040	$18,150	$22,455	$115	0.01%	$3,110	0.11%	$4,305	0.36%
121	BENEFITS	$4,577,377	$4,994,393	$5,343,287	$5,791,174	$417,016	19.21%	$348,895	12.06%	$447,886	37.70%
210	TRAVEL	$162,364	$113,187	$139,890	$124,036	-$49,177	-2.27%	$26,703	0.92%	-$15,855	-1.33%
220	TRANSPORTATION	$29,373	$46,482	$34,482	$26,593	$17,109	0.79%	-$12,000	-0.41%	-$7,889	-0.66%
233	UTILITIES	$1,247,608	$1,268,381	$1,477,663	$1,354,911	$20,773	0.96%	$209,282	7.23%	-$122,752	-10.33%
250	OTHER SERVICES	$389,691	$841,240	$923,826	$1,543,750	$451,549	20.80%	$82,587	2.85%	$619,923	52.18%
260	SUPPLIES	$2,324,643	$2,840,340	$4,007,969	$3,831,213	$515,697	23.76%	$1,167,629	40.36%	-$176,756	-14.88%
310	EQUIPMENT	$190,999	$86,306	$65,581	$2,230	-$104,693	-4.82%	-$20,726	-0.72%	-$63,351	-5.33%
410	GRANTS	$1,996	$295	$180	$245	-$1,702	-0.08%	-$115	0.00%	$65	0.01%
420	INSURANCE CLAIMS	$669	$276	$212	$762	-$394	-0.02%	-$63	0.00%	$550	0.05%
430	INTEREST	$0	$0	$0	$0	$0	0.00%	$0	0.00%	$0	0.00%
	INST TOTAL	$21,688,385	$23,859,108	$26,752,048	$27,940,189	$2,170,723	100.00%	$2,892,940	100.00%	$1,188,141	100.00%
	AVG POP	1,196	1,274	1,125	1,189	78		-149		64	
	PER DIEM COST	$49.68	$51.31	$65.15	$64.38	$1.63		$13.84		-$0.77	

Appendix Table 6.13: Texarkana expenditures

OCCD3	Data	1999	2000	2001	2002	00-99		01-00		02-01	
Food	TOTAL DU A	$2,790,827	$2,753,654	$2,886,463	$2,558,059	-$37,173	-2.10%	$132,809	10.70%	-$328,404	-172.48%
Medical	TOTAL DU B	$3,603,201	$3,859,841	$3,778,376	$4,177,987	$256,641	14.52%	-$81,465	-6.56%	$399,610	209.88%
Oth Serv	TOTAL DU C	$673,161	$595,557	$673,558	$603,675	-$77,604	-4.39%	$78,001	6.28%	-$69,883	-36.70%
Security	TOTAL DU E	$6,308,116	$7,131,195	$7,526,614	$7,685,938	$823,079	46.56%	$395,419	31.86%	$159,324	83.68%
Unit Mgmt	TOTAL DU F	$3,215,077	$3,363,504	$3,461,884	$3,691,502	$148,428	8.40%	$98,380	7.93%	$229,618	120.60%
Educat	TOTAL DU G	$781,437	$875,773	$893,154	$792,788	$94,336	5.34%	$17,382	1.40%	-$100,366	-52.71%
Leisure	TOTAL DU H	$357,983	$402,592	$457,496	$485,081	$44,609	2.52%	$54,904	4.42%	$27,585	14.49%
Religious	TOTAL DU J	$111,821	$112,845	$205,546	$256,715	$1,024	0.06%	$92,702	7.47%	$51,169	26.87%
Psych	TOTAL DU K	$254,067	$218,061	$218,239	$231,195	-$36,006	-2.04%	$179	0.01%	$12,955	6.80%
Admin.	TOTAL DU M	$2,015,019	$2,715,182	$2,357,284	$2,504,041	$700,163	39.61%	-$357,897	-28.83%	$146,757	77.08%
Training	TOTAL DU N	$214,082		$216,746	$192,205	-$214,082	-12.11%	$216,746	17.46%	-$24,542	-12.89%
Maint.	TOTAL DU P	$3,463,081	$3,527,406	$4,121,446	$3,808,020	$64,324	3.64%	$594,040	47.86%	-$313,426	-164.62%
111	PERMANENT SAL	$11,785,265	$12,439,209	$12,997,010	$13,363,723	$653,943	36.99%	$557,801	44.94%	$366,713	192.60%
113	OTH THAN PERM SAL	$22,001	$38,026	$19,650	$19,472	$16,025	0.91%	-$18,376	-1.48%	-$177	-0.09%
115	PREMIUM COMP.	$1,111,638	$1,098,910	$1,174,257	$1,467,611	-$12,727	-0.72%	$75,346	6.07%	$293,355	154.07%
118	SPECIAL SERVICES	$13,173	$12,283	$15,475	$15,578	-$889	-0.05%	$3,192	0.26%	$103	0.05%
121	BENEFITS	$4,282,340	$4,890,109	$5,159,667	$5,590,926	$607,769	34.38%	$269,558	21.72%	$431,258	226.50%
210	TRAVEL	$136,626	$167,801	$142,977	$113,227	$31,175	1.76%	-$24,824	-2.00%	-$29,750	-15.62%
220	TRANSPORTATION	$74,645	$118,555	$77,029	$100,181	$43,909	2.48%	-$41,526	-3.35%	$23,152	12.16%
232	OTHER RENT	$0	$45,609	$49,625	$57,370	$45,609	2.58%	$4,016	0.32%	$7,745	4.07%
233	UTILITIES	$1,162,038	$1,301,621	$1,716,472	$1,415,526	$139,583	7.90%	$414,851	33.42%	-$300,946	-158.06%
250	OTHER SERVICES	$1,366,483	$1,798,928	$1,497,921	$1,642,905	$432,444	24.46%	-$301,007	-24.25%	$144,985	76.15%
260	SUPPLIES	$3,520,836	$3,434,819	$3,898,169	$3,162,981	-$86,017	-4.87%	$463,350	37.33%	-$735,188	-386.13%
310	EQUIPMENT	$285,224	$182,222	$24,656	$16,872	-$103,002	-5.83%	-$157,566	-12.69%	-$7,784	-4.09%
410	GRANTS	$26,531	$26,954	$21,523	$20,790	$423	0.02%	-$5,431	-0.44%	-$733	-0.38%
420	INSURANCE CLAIMS	$1,072	$562	$2,377	$44	-$510	-0.03%	$1,815	0.15%	-$2,333	-1.23%
430	INTEREST	$0	$0	$0	$0	$0	0.00%	$0	0.00%	$0	0.00%
	INST TOTAL	$23,787,871	$25,555,608	$26,796,808	$26,987,207	$1,767,737	100.00%	$1,241,200	100.00%	$190,399	100.00%
	AVG POP	1,655	1,674	1,714	1,571	19		40		-143	
	PER DIEM COST	$39.38	$41.83	$42.83	$47.06	$2.45		$1.01		$4.23	

Appendix Table 6.14: Yazoo City expenditures

OCCD3	Data	1999	2000	2001	2002	00-99		01-00		02-01	
Food	TOTAL DU A	$2,049,085	$2,368,549	$2,602,167	$2,639,059	$319,463	16.13%	$233,618	10.76%	$36,892	2.43%
Medical	TOTAL DU B	$2,853,655	$2,892,550	$3,500,889	$4,017,647	$38,895	1.96%	$608,339	28.02%	$516,758	34.02%
Oth Serv	TOTAL DU C	$469,019	$458,335	$450,187	$614,312	-$10,684	-0.54%	-$8,148	-0.38%	$164,125	10.81%
Security	TOTAL DU E	$6,234,060	$7,239,821	$7,075,146	$7,876,290	$1,005,761	50.80%	-$164,675	-7.58%	$801,143	52.74%
Unit Mgmt	TOTAL DU F	$2,953,730	$3,252,244	$3,608,299	$3,761,617	$298,515	15.08%	$356,055	16.40%	$153,318	10.09%
Educat	TOTAL DU G	$589,832	$603,968	$751,573	$833,655	$14,136	0.71%	$147,605	6.80%	$82,081	5.40%
Leisure	TOTAL DU H	$304,093	$367,373	$394,768	$423,038	$63,279	3.20%	$27,396	1.26%	$28,270	1.86%
Religious	TOTAL DU J	$225,815	$230,957	$368,255	$255,148	$5,142	0.26%	$137,298	6.32%	-$113,107	-7.45%
Psych	TOTAL DU K	$107,366	$125,800	$126,535	$116,512	$18,433	0.93%	$735	0.03%	-$10,023	-0.66%
Admin.	TOTAL DU M	$2,247,540	$2,456,637	$2,463,041	$2,510,843	$209,097	10.56%	$6,404	0.29%	$47,802	3.15%
Training	TOTAL DU N	$284,489	$321,177	$419,754	$425,432	$36,688	1.85%	$98,577	4.54%	$5,678	0.37%
Maint.	TOTAL DU P	$2,751,121	$2,732,427	$3,460,398	$3,266,376	-$18,694	-0.94%	$727,970	33.53%	-$194,022	-12.77%
111	PERMANENT SAL	$10,372,257	$11,085,059	$11,774,668	$12,323,333	$712,802	36.00%	$689,608	31.76%	$548,666	36.12%
113	OTH THAN PERM SAL	$57,400	$52,337	$40,936	$38,912	-$5,064	-0.26%	-$11,401	-0.53%	-$2,025	-0.13%
115	PREMIUM COMP.	$1,045,967	$1,391,774	$1,131,466	$1,597,283	$345,807	17.46%	-$260,307	-11.99%	$465,817	30.67%
121	BENEFITS	$4,489,309	$4,819,590	$5,125,356	$5,789,176	$330,281	16.68%	$305,766	14.08%	$663,820	43.70%
210	TRAVEL	$229,812	$224,368	$221,767	$213,328	-$5,445	-0.27%	-$2,601	-0.12%	-$8,439	-0.56%
220	TRANSPORTATION	$58,093	$22,264	$34,107	$62,745	-$35,830	-1.81%	$11,843	0.55%	$28,639	1.89%
233	UTILITIES	$1,026,129	$1,131,958	$1,288,899	$1,304,425	$105,829	5.34%	$156,940	7.23%	$15,527	1.02%
250	OTHER SERVICES	$1,302,352	$1,301,258	$1,521,843	$1,866,690	-$1,093	-0.06%	$220,585	10.16%	$344,847	22.70%
260	SUPPLIES	$2,462,526	$2,837,838	$4,053,598	$3,519,877	$375,312	18.95%	$1,215,760	56.00%	-$533,722	-35.14%
310	EQUIPMENT	$0	$80,193	$0	$0	$80,193	4.05%	-$80,193	-3.69%	$0	0.00%
320	LAND & STRUCTURE	$0	$72,975	$0	$0	$72,975	3.69%	-$72,975	-3.36%	$0	0.00%
410	GRANTS	$22,829	$24,969	$21,000	$21,545	$2,140	0.11%	-$3,969	-0.18%	$545	0.04%
420	INSURANCE CLAIMS	$3,018	$2,195	$7,464	$2,613	-$823	-0.04%	$5,269	0.24%	-$4,850	-0.32%
430	INTEREST	$114	$3,061	-$92	$0	$2,947	0.15%	-$3,153	-0.15%	$92	0.01%
	INST TOTAL	$21,069,807	$23,049,838	$25,221,012	$26,739,929	$1,980,031	100.00%	$2,171,174	100.00%	$1,518,917	100.00%
	AVG POP	1,649	1,880	1,922	2,034	231		42		112	
	PER DIEM COST	$35.01	$33.59	$35.95	$36.02	-$1.42		$2.36		$0.07	

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Appendix D: BOP Support costs, FY 1999–2002

Because the direct cost per inmate-day at the privately-run TCI has been just slightly higher than the per diem cost at the three comparison sites, the impact of outsourcing on taxpayers will depend on differences in support cost as between public and privately-managed facilities.

It is tempting to assign a full share of this "overhead" to publicly-managed facilities and little or nothing to private ones, arguing that the contract facilities do not actually receive this "support." However, this approach does not reflect the financial reality of outsourcing. Although administrative overhead—generally labeled "support"—is allocated to all BOP institutions on the basis of their respective budgets, a significant proportion of these expenditures would continue even if the facilities were privatized. In other words, these support costs cannot be avoided through outsourcing.

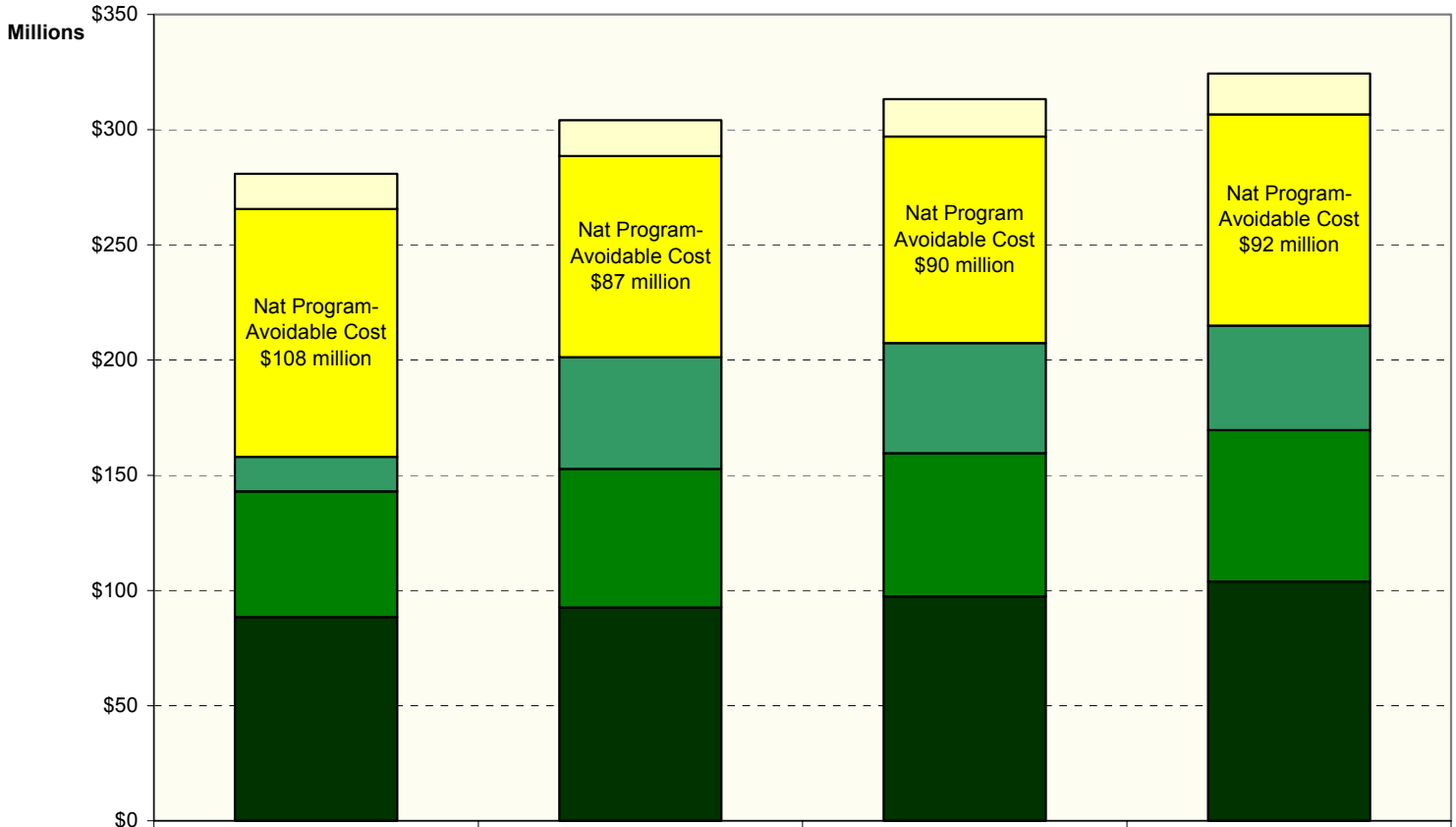
To make realistic comparisons between public and private facilities, it is essential to distinguish between fixed and avoidable support costs. A common approach is to allocate only *avoidable* support costs to public facilities and to allocate only contract monitoring costs to privately-managed facilities. This technique makes it possible to determine the full financial impact of switching from public to private management at the facility level—the direct and indirect cost of running the publicly-managed facility is avoided, only to be replaced by the cost of contracting with a private sector provider of corrections services.[38]

[38] The same results are obtained from a common alternative approach. Adding a share of *all* support costs to the budgets of public facilities and a share of *unavoidable* support to the cost of contract facilities does not change the estimated budget impact of privatization.

To put this approach into practice it is necessary to identify the fixed and avoidable components of BOP support cost. There are four major categories of support costs within the Federal Bureau of Prisons: Central Office, Regional Offices, Training, and National Programs. Of these cost categories, it is reasonable to assume that Central Office and Regional Office expenditures are *fixed*—they are not affected by the outsourcing of a limited number of federal facilities. In contrast, training costs are reasonably treated as *avoidable* because they would become the responsibility of any contractor assuming responsibility for a federal facility. National Program expenditures represent a mix of fixed and avoidable costs.[39] Appendix Table 8 highlights the avoidable portion of support costs in each year for the period FY 1999 through 2002.

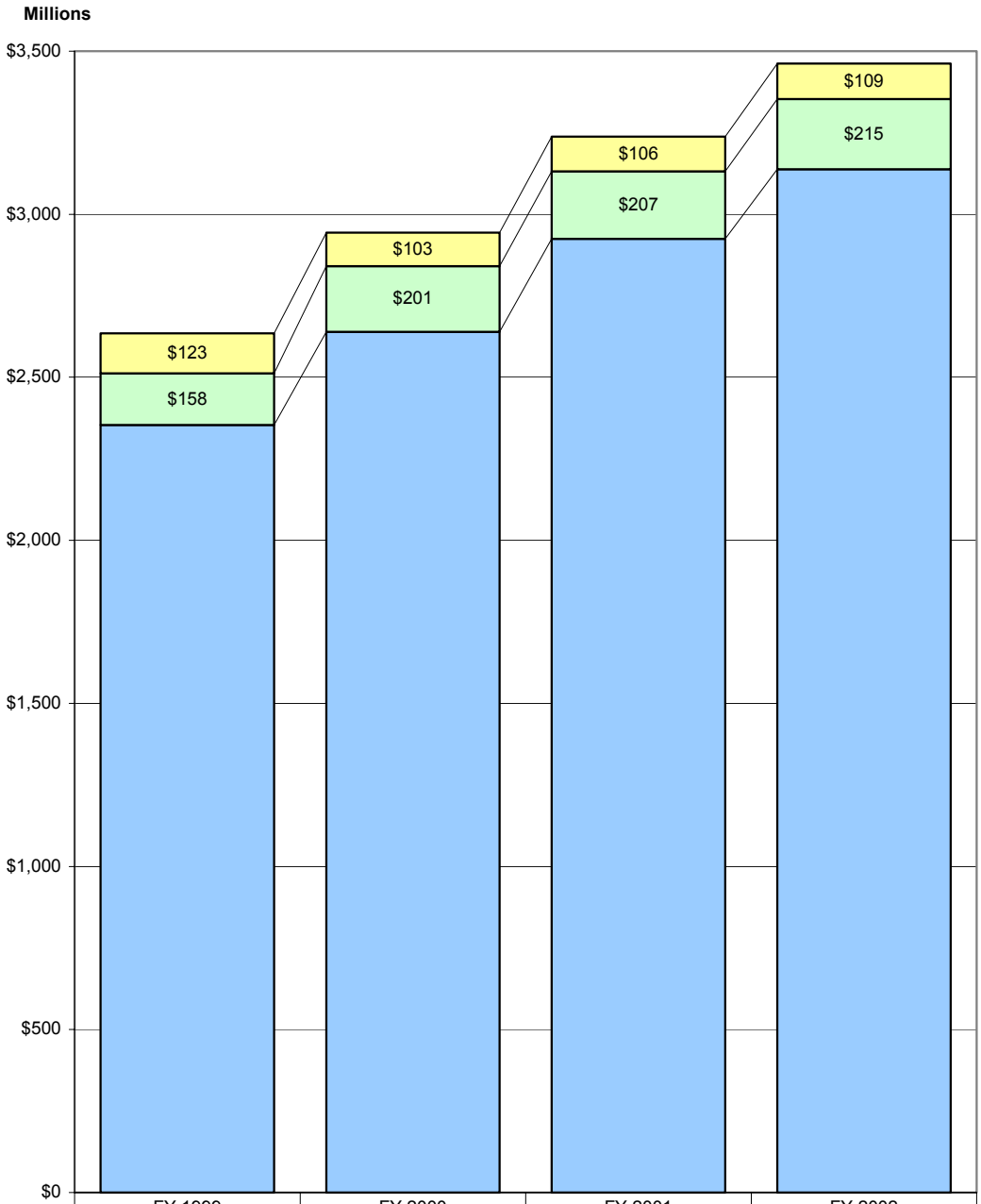
[39]A detailed breakdown of National Program costs is presented in Appendix Table 9.

Figure 14. BOP support costs for correctional facilities



	FY 1999	FY 2000	FY 2001	FY 2002
Training	$15,352,133	$15,527,153	$16,247,984	$17,669,193
Nat Prg-Avoidable	$107,601,532	$87,329,872	$89,587,404	$91,601,436
Nat Prg-Unavoidable	$15,041,427	$48,554,111	$47,828,532	$45,493,262
Regional Offices	$54,557,055	$60,055,839	$62,124,003	$65,768,394
Central Office	$88,368,873	$92,652,457	$97,455,634	$103,770,863

Figure 15. BOP direct expenditures and support costs



	FY 1999	FY 2000	FY 2001	FY 2002
Avoidable	$122,953,666	$102,857,025	$105,835,387	$109,270,629
Unavoidable	$157,967,356	$201,262,407	$207,408,168	$215,032,518
Total Direct	$2,354,037,884	$2,639,517,889	$2,924,559,979	$3,138,191,078

OMB circular A-76 specifies an overhead or support cost rate of 12 percent. In the case of prison privatization, this rate is far higher than the one needed to allocate the avoidable portion of support costs—it exceeds even the rate needed to allocate the full amount of support costs to secure facilities. As figure 10 shows, the support cost rate needed to make realistic comparisons between public and private facilities falls in the range of 3.5 percent to 5.5 percent. Table 7 summarizes the rates reported in figure 10.

Appendix Table 7. BOP support cost rates, FY 1998–2002

	1998	1999	2000	2001	2002
Avoidable overhead costs	3.65%	5.22%	3.9%	3.62%	3.48%
Unavoidable overhead costs	8.19%	6.71%	7.62%	7.09%	6.85
Total overhead rate	11.84%	11.93%	11.52%	10.71%	10.33%

Appendix Table 8. BOP support cost breakdown

	FY 2002			FY 2001		
	Gross	**Avoidable**	**Unavoidable**	**Gross**	**Avoidable**	**Unavoidable**
Support cost components						
Regional offices	65,768,394		65,768,394	62,124,003		62,124,003
Central office	103,770,863		103,770,863	97,455,634		97,455,634
Training	17,669,193	17,669,193		16,247,984	16,247,984	
National programs	137,094,698	91,601,436	45,493,262	137,415,935	89,587,404	47,828,532
Total support costs, adult facilities	324,303,147	109,270,629	215,032,518	313,243,556	105,835,387	207,408,168
Support rate	10.61%	3.57%	7.04%	10.99%	3.71%	7.28%
Secure institutions:	**Direct**	**Support**	**Rate**			
Minimum	121,596,973	12,901,547	10.61%	116,151,361	12,761,340	10.99%
Low	543,615,467	57,678,084	10.61%	520,749,115	57,213,761	10.99%
Medium	705,645,684	74,869,633	10.61%	684,842,301	75,242,382	10.99%
High	282,847,315	30,010,351	10.61%	246,730,026	27,107,781	10.99%
Detention	257,208,722	27,290,074	10.61%	249,128,725	27,371,321	10.99%
Admin	27,939,810	2,964,439	10.61%	27,570,878	3,029,162	10.99%
Complex	423,388,883	44,921,936	10.61%	408,157,886	44,843,567	10.99%
Medical	343,500,165	36,445,672	10.61%	317,020,946	34,830,517	10.99%
Private (incl. Taft)	166,248,834	8,977,437	5.40%	145,969,866	7,964,897	5.46%
Total, active secure	2,871,991,852	296,059,173		2,716,321,105	290,364,728	
Contract Community Corrections	146,942,160			130,336,055		
Contract state & local	207,098,281			180,948,515		
Total, active institutions	***3,226,032,293***	***296,059,173***		***3,027,605,675***	***290,364,728***	
Taft (activation phase)						
NIC	20,560,004	2,181,435	10.61%	24,987,117	2,745,289	10.99%
Other off-line	245,639,221	26,062,539	10.61%	183,251,757	20,133,538	10.99%
Total BOP	3,492,231,519	***324,303,147***		3,235,844,550	***313,243,556***	

Appendix Table 8 (continued)

	FY 2000			FY 1999		
	Gross	Avoidable	Unavoidable	Gross	Avoidable	Unavoidable
Support cost components			-			-
Regional offices	60,055,839		60,055,839	54,557,055		54,557,055
Central office	92,652,457		92,652,457	88,368,873		88,368,873
Training	15,527,153	15,527,153		15,352,133	15,352,133	
National programs	135,883,983	87,329,872	48,554,111	122,642,960	107,601,532	15,041,427
Total support costs, adult facilities	304,119,432	102,857,025	201,262,407	280,921,021	122,953,666	157,967,356
Support rate	11.68%	3.95%	7.73%	11.98%	5.24%	6.74%
Secure institutions:						
Minimum	110,422,444	12,894,841	11.68%	103,239,127	12,366,929	11.98%
L	492,082,822	57,464,130	11.68%	434,323,913	52,027,299	11.98%
Medium	605,615,980	70,722,232	11.68%	561,800,519	67,297,616	11.98%
High	236,331,323	27,598,147	11.68%	193,735,572	23,207,423	11.98%
Detention	189,715,620	22,154,488	11.68%	178,359,842	21,365,577	11.98%
Admin	27,020,320	3,155,361	11.68%	49,442,087	5,922,626	11.98%
Complex	316,391,899	36,947,409	11.68%	296,470,152	35,513,912	11.98%
Medical	266,984,249	31,177,714	11.68%	258,663,894	30,985,132	11.98%
Private (incl. Taft)	57,020,117	3,307,084	5.80%			
Total, active secure	2,301,584,773	265,421,407		2,076,035,106	248,686,514	0
Contract Community Corrections	119,993,757			109,849,731		
Contract state & local	134,713,733			122,801,186		
Total, active institutions	***2,556,292,263***	***265,421,407***		***2,308,686,023***	***248,686,514***	
Taft (activation phase)				29,479,609	3,531,338	11.98%
NIC	18,124,693	2,116,554	11.68%	20,820,899	2,516,664	12.09%
other off-line	319,808,423	36,581,471	11.44%	227,702,269	26,186,505	11.50%
Total BOP	2,894,225,379	304,119,432		2,586,688,801	***280,921,021***	

Appendix Table 9. National program costs itemized

BUDGET ACTIVITY AND PROGRAM			FY 2002 Gross ($)	FY 2002 Avoidable($)	FY 2002 Unavoidable($)	FY 2001 Gross ($)	FY 2001 Avoidable($)	FY 2001 Unavoidable($)
BA1		**INMATE CARE & PROGRAMS**						
DU	B	MEDICAL SERVICES	533,424	533,424		319,517	319,517	0
	C	OTHER INMATE SERVICES	0	0		0	0	
	F	UNIT MANAGEMENT	165,038	165,038		97,650	97,650	0
	G	GEN. & OCCUPA. EDUC.	626,008	626,008		652,401	652,401	0
TOTAL BA1			**1,324,469**	**1,324,469**		**1,069,568**	**1,069,568**	**0**
BA2		**INSTITUTION SECURITY, ADMINISTRATION, AND MAINTENANCE**						
DU	E	INSTITUTION SECURITY	14,900,460	14,900,460		14,069,022	14,069,022	0
	M	INSTITUTION ADMINISTRATION:						
		NATIONAL AWARDS	159,240		159,240	9,443		9,443
		WORKERS COMPENSATION	25,275,380	25,275,380		22,639,681	22,639,681	0
		UNEMPLOYMENT COMPENSATION	1,045,000	1,045,000		1,045,000	1,045,000	0
		GSA RENT	-863,625		-863,625	1,271,000		1,271,000
		POSTAGE	2,329,528	2,329,528		2,280,000	2,280,000	0
		UNICOR FORMS	1,900,000		1,900,000	2,023,365		2,023,365
		FEDERAL TELEPHONE SERVICE	8,029,754	8,029,754		10,358,873	10,358,873	0
		DOJ INVESTIGATION SUPPORT	85,283		85,283	76,723		76,723
		CONSULTANT CREDIT REPORTS	120,610	120,610		54,164	54,164	0
		MEDICAL CREDENTIAL VER	30,000	30,000		25,667	25,667	0
		JUSTICE DATA PROCESSING	13,611,166		13,611,166	12,685,079		12,685,079
		FMIS/HRMIS	5,123,002		5,123,002	5,769,279		5,769,279
		SALARY CHECK PROCESSING	5,320,000	5,320,000		5,410,864	5,410,864	0
		FINANCIAL STATEMENTS	1,175,662		1,175,662	1,053,631		1,053,631
		EEO INVESTIGATIONS	450,112	450,112		606,894	606,894	0
		OTHER SERVICES	327,200		327,200	7,856		7,856
		NON-CASH AWARDS				64,870		64,870
		INSURANCE CLAIMS	385,714	385,714		190,838	190,838	0
		UNREFUNDED UNICOR RELOCATION CHARGES	598,137		598,137	45,000		45,000
		RELOCATION CHARGES	83,299	83,299		52,038	52,038	
		RELOCATION SERVICES OPERATIONS	87,224	87,224		62,408	62,408	0
		MISC SERVICES	5,611,632	5,611,632		4,117,584	4,117,584	0
		OTHER: REFUND OF FMS MIGRATION COSTS	-310,368		-310,368			
		OTHER: STATE PRISONER BILLINGS WRITE-OFF				-618,136		-618,136
		TOTAL DU M	70,573,950	48,768,253	21,805,697	69,232,120	46,844,010	22,388,110

BUDGET ACTIVITY AND PROGRAM			FY 2002			FY 2001		
			Gross ($)	Avoidable($)	Unavoidable($)	Gross ($)	Avoidable($)	Unavoidable($)
	N	STAFF TRAINING	2,208	2,208		1,101	1,101	0
	P	INSTITUTION MAINTENANCE	2,146,397	2,146,397		1,539,658	1,539,658	0
TOTAL BA2			**87,623,015**	**65,817,318**	**21,805,697**	**84,841,901**	**62,453,791**	**22,388,110**
BA4		**MANAGEMENT & ADMINISTRATION**						
DU	X	ADMINISTRATION:						
		CO BUILDING SECURITY	1,580,907		1,580,907	1,547,861		1,547,861
		CO/RO BUILDING LEASE	10,459,368		10,459,368	9,911,265		9,911,265
		WORKERS COMPENSATION	1,330,300		1,330,300	1,191,562		1,191,562
		UNEMPLOYMENT COMPENSATION	55,000		55,000	55,000		55,000
		INSURANCE CLAIMS			0	99,000		99,000
		TELEPHONE SERVICES	3,225,797		3,225,797	3,137,582		3,137,582
		UNICOR FORMS			0	111,430		111,430
		BACKGROUNDS, POSTAGE, SALARY CHECKS, FMIS/HRMIS, DATA CENTER, ETC.	4,550,412		4,550,412	5,222,676		5,222,676
		PERSONNEL COSTS/TRAVEL	6,832		6,832	11,054		11,054
TOTAL BA4			**21,208,616**		**21,208,616**	**21,287,430**		**21,287,430**
SUBTOTAL - GROSS NATIONAL PROGRAMS CHARGES *			**110,156,100**	**67,141,787**	**43,014,312**	**107,198,899**	**63,523,359**	**43,675,540**
ADJUSTMENTS TO GROSS: **								
X 156 CHARGES TO CO						-231		-231
PROJECT 27Q (DEATH ROW) CHARGES TO TERRE HAUTE						-72,754		-72,754
DATA PROCESSING CHARGES (M 158) CHARGES FROM FIELD, CO (75%)			7,801,081	7,801,081		7,865,283	7,865,283	0
LAW LIBRARY CHARGES (G75) FROM FIELD, CO			2,356,367	2,356,367		2,139,712	2,139,712	0
BACKGROUND INVESTIGATIONS/REIVESTIGATIONS FROM FIELD, CO (M 197)			7,862,987	7,650,936	212,051	8,218,536	7,996,896	221,639
VEHICLE PURCHASES (P 136)			6,842,334	6,842,334		4,998,220	4,998,220	0
TERRE HAUTE BUS OPS (P 373)			1,425,693	1,425,693		1,321,633	1,321,633	0
PRIVATIZATION, D.C. INITIATIVE FROM FIELD, CO (T 450, 451)			635,313		635,313	2,137,077		2,137,077
SECURITY & BACKGROUND INVESTIGATION OPS (22MS)			1,710,408	1,710,408		1,611,113	1,611,113	0
NATIONAL AWARD CHARGES FROM FIELD, CO (M 449)			178,413		178,413	195,753		195,753
AUDITED FINANCIAL STATEMENTS, QA VISITS (M 456)			110,594	110,594		160,856	160,856	0
D.C. RECORDS OFFICE CHARGES FROM FIELD, CO (F 429)			306,021		306,021	119,795		119,795
FURLOUGH TRANSFER CHARGES FROM FIELD (F66 466)			202,656	202,656		89,169	89,169	0

BUDGET ACTIVITY AND PROGRAM	FY 2002 Gross ($)	FY 2002 Avoidable($)	FY 2002 Unavoidable($)	FY 2001 Gross ($)	FY 2001 Avoidable($)	FY 2001 Unavoidable($)
FORMS CHARGES FROM CO (M 197)	162,296		162,296	236,839		236,839
HRM AUTOMATION (22M4)	12,511	12,511				
UNREFUNDED UNICOR RELOCATION CHARGES TO OFFLINE	-598,137		-598,137	-45,000		-45,000
RELOCATION SERVICES OPS SALARIES FROM CO (M 156)	1,582,993		1,582,993	1,359,872		1,359,872
UNICOR DIRECT MAIL REFUNDS						
less DU R (COMM CORR) LEASE CHARGES						
SPECIAL PROJECT CHARGES	-3,652,930	-3,652,930		-118,838	-118,838	
TOTAL ADJUSTMENTS TO NATIONAL PROGRAMS TOTAL	**26,938,598**	**24,459,649**	**2,478,949**	**30,217,037**	**26,064,045**	**4,152,992**
GRAND TOTAL - NET NATIONAL PROGRAMS CHARGES	**137,094,698**	**91,601,436**	**45,493,262**	**137,415,935**	**89,587,404**	**47,828,532**

Appendix Table 9 (continued)

BUDGET ACTIVITY AND PROGRAM			FY 2000 Gross	FY 2000 Avoidable	FY 2000 Unavoidable	FY 1999 Gross	FY 1999 Avoidable	FY 1999 Unavoidable
BA1		**INMATE CARE & PROGRAMS**						
DU	B	MEDICAL SERVICES	943,457	943,457	0	649,148	649,148	0
	C	OTHER INMATE SERVICES	8,000	8,000	0	4,208,870	4,208,870	0
	F	UNIT MANAGEMENT	179,934	179,934	0	338,407	338,407	0
	G	GEN. & OCCUPA. EDUC.	591,232	591,232	0	590,025	590,025	0
TOTAL BA1			1,722,624	1,722,624	0	5,786,450	5,786,450	0
BA2		**INSTITUTION SECURITY, ADMINISTRATION, AND MAINTENANCE**						
DU	E	INSTITUTION SECURITY	11,817,993	11,817,993	0	13,296,583	13,296,583	0
	M	INSTITUTION ADMINISTRATION:						
		NATIONAL AWARDS	153,190		153,190	163,250		163,250
		WORKERS COMPENSATION	20,930,489	20,930,489		20,451,724	20,451,724	
		UNEMPLOYMENT COMPENSATION	1,045,000	1,045,000		1,100,000	1,100,000	
		GSA RENT	301,647		301,647	1,702,429		1,702,429
		POSTAGE	2,308,773	2,308,773				
		UNICOR FORMS				1,628,699		1,628,699
		FEDERAL TELEPHONE SERVICE	10,520,802	10,520,802				
		DOJ INVESTIGATION SUPPORT	77,902		77,902			
		CONSULTANT CREDIT REPORTS	92,917	92,917				
		MEDICAL CREDENTIAL VER	28,000	28,000				
		JUSTICE DATA PROCESSING	10,582,108		10,582,108			
		FMIS/HRMIS	7,561,444		7,561,444			
		SALARY CHECK PROCESSING	4,750,000	4,750,000				
		FINANCIAL STATEMENTS	790,405		790,405			
		EEO INVESTIGATIONS						
		OTHER SERVICES	9,310,464		9,310,464			
		NON-CASH AWARDS	34,765		34,765			
		INSURANCE CLAIMS	288,500	288,500				
		UNREFUNDED UNICOR RELOCATION CHARGES						
		RELOCATION CHARGES						
		RELOCATION SERVICES OPERATIONS	25,406	25,406				
		MISC SERVICES				45,222,125	45,222,125	
		OTHER: REFUND OF FMS MIGRATION COSTS						
		OTHER: STATE PRISONER BILLINGS WRITE-OFF	-1,416,073		-1,416,073			
		TOTAL DU M	67,385,737	39,989,886	27,395,850	70,268,227	66,773,849	3,494,378

BUDGET ACTIVITY AND PROGRAM			FY 2000 Gross	FY 2000 Avoidable	FY 2000 Unavoidable	FY 1999 Gross	FY 1999 Avoidable	FY 1999 Unavoidable
	N	STAFF TRAINING	50,000	50,000				
	P	INSTITUTION MAINTENANCE	1,212,313	1,212,313		397,458	397,458	
TOTAL BA2			**80,466,043**	**53,070,193**	**27,395,850**	**83,962,267**	**80,467,889**	**3,494,378**
BA4		**MANAGEMENT & ADMINISTRATION**						
DU	X	ADMINISTRATION:						
		CO BUILDING SECURITY	1,422,906		1,422,906	1,033,361		1,033,361
		CO/RO BUILDING LEASE	9,848,945		9,848,945	9,466,320		9,466,320
		WORKERS COMPENSATION	0					
		UNEMPLOYMENT COMPENSATION	0					
		INSURANCE CLAIMS	0					
		TELEPHONE SERVICES	0			312,277		312,277
		UNICOR FORMS	0					
		BACKGROUNDS, POSTAGE, SALARY CHECKS, FMIS/HRMIS, DATA CENTER, ETC.	5,576,990		5,576,990	319,476		319,476
		PERSONNEL COSTS/TRAVEL	1,164,215		1,164,215	-889		-889
TOTAL BA4			18,013,056	0	18,013,056	11,130,545	0	11,130,545
SUBTOTAL - GROSS NATIONAL PROGRAMS CHARGES *			**100,201,723**	**54,792,816**	**45,408,907**	**100,879,263**	**86,254,340**	**14,624,923**
ADJUSTMENTS TO GROSS: **								
X 156 CHARGES TO CO								
PROJECT 27Q (DEATH ROW) CHARGES TO TERRE HAUTE								
DATA PROCESSING CHARGES (M 158) CHARGES FROM FIELD, CO (75%)			12,947,760	12,947,760		7,717,343	7,717,343	
LAW LIBRARY CHARGES (G75) FROM FIELD, CO			1,818,526	1,818,526		1,483,874	1,483,874	
BACKGROUND INVESTIGATIONS/REIVESTIGATIONS FROM FIELD, CO (M 197)			7,961,441	7,746,735	214,706	7,050,494	6,916,915	133,579
VEHICLE PURCHASES (P 136)			7,263,467	7,263,467		3,785,139	3,785,139	
TERRE HAUTE BUS OPS (P 373)			1,421,830	1,421,830		1,288,261	1,288,261	
PRIVATIZATION, D.C. INITIATIVE FROM FIELD, CO (T 450, 451)			845,089		845,089			
SECURITY & BACKGROUND INVESTIGATION OPS (22MS)			1,364,143	1,364,143				
NATIONAL AWARD CHARGES FROM FIELD, CO (M 449)			13,855		13,855	21,698		21,698
AUDITED FINANCIAL STATEMENTS, QA VISITS (M 456)								
D.C. RECORDS OFFICE CHARGES FROM FIELD, CO (F 429)								

BUDGET ACTIVITY AND PROGRAM	FY 2000 Gross	FY 2000 Avoidable	FY 2000 Unavoidable	FY 1999 Gross	FY 1999 Avoidable	FY 1999 Unavoidable
FURLOUGH TRANSFER CHARGES FROM FIELD (F66 466)						
FORMS CHARGES FROM CO (M 197)	199,326		199,326	359,713		359,713
HRM AUTOMATION (22M4)				155,661	155,661	
UNREFUNDED UNICOR RELOCATION CHARGES TO OFFLINE						
RELOCATION SERVICES OPS SALARIES FROM CO (M 156)	1,846,822		1,846,822	32,657		32,657
UNICOR DIRECT MAIL REFUNDS				-30,313		-30,313
less DU R (COMM CORR) LEASE CHARGES				-100,830		-100,830
SPECIAL PROJECT CHARGES						
TOTAL ADJUSTMENTS TO NATIONAL PROGRAMS TOTAL	35,682,260	32,562,461	3,119,799	21,763,697	21,347,193	416,504
GRAND TOTAL - NET NATIONAL PROGRAMS CHARGES	**135,883,983**	**87,355,277**	**48,528,705**	**122,642,960**	**107,601,532**	**15,041,427**

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Appendix E: Facility Staffing Patterns, FY 1999 through 2002

In this appendix, we list the staffing plans for a group of low security BOP facilities.

Staff FTEs by Facility, August 2002

Division	ASH	BAS	BIG	ELK	FOR	LAT	LOR	MIL	PET	SAF	SEA	TEX	YAZ	Avg., Non-Comp.	Avg., Comp. Site	Diff.
ADMINSYS	10	10	10	15	13	17	7	16	9	6	11	9	12	10.5	13.3	2.8
BUSINESS	16	13	15	18	20	20	13	15	15	14	16	17	18	15.4	18.7	3.3
CMPSRV	2	2	2	2	2	3	1	2			2	2	2	1.6	2.0	0.4
CORRSVCS	116	89	93	143	122	153	90	139	129	59	118	115	121	110.1	128.7	18.6
EDUCVT	14	9	10	13	8	11	8	9	13	7	8	7	10	9.6	10.3	0.7
FOODSERV	16	15	13	18	13	21	13	18	15	9	18	16	11	15.4	14.0	-1.4
HOSPITAL	16	16	16	19	23	21	11	17	15	9	18	19	17	15.8	19.7	3.9
PHS (actual)	3	3	4	7	4	0	4	4	5	3	5	4	4	3.5	5.0	1.5
INMSRV	3		3	4		2	2	2	4		2	3	2	2.1	2.0	-0.1
MECHANIC	29	21	21	25	21	31	24	32	30	19	26	25	21	25.8	22.3	-3.5
PERSONEL	7	5	6	9	8	7	3	9	6	4	6	6	7	5.9	8.0	2.1
PSYCH	5	10	4	5	3	10	3	8	5	3	12	8	2	6.8	3.3	-3.5
RECREATN	6	7	6	9	8	8	5	7	6	4	5	7	6	6.1	7.7	1.6
RELIGION	3	2	2	2	3	3	2	3	4	1	2	3	3	2.5	2.7	0.2
UNTCSMGT	39	27	23	46	42	36	24	38	33	19	31	35	41	30.5	43.0	12.5
WARDNOFF	7	8	7	10	8	9	5	10	9	9	7	10	5	8.1	7.7	-0.4
Total, no UNICOR	292	237	235	345	298	352	215	329	298	166	287	286	282	269.7	308.3	38.6
ADP	1,394	1,445	927	2,335	2,018	1,728	1,214	1,594	1,447	810	1,189	1,571	2,034	1,331.9	2,129.0	797.1

Staff FTEs per 100 Inmates, August 2002

Division	ASH	BAS	BIG	ELK	FOR	LAT	LOR	MIL	PET	SAF	SEA	TEX	YAZ	Avg., Non-Comp.	Avg., Comp. Site	Diff.
ADMINSYS	0.72	0.69	1.08	0.64	0.64	0.98	0.58	1	0.62	0.74	0.93	0.57	0.59	0.8	0.6	-0.2
BUSINESS	1.15	0.9	1.62	0.77	0.99	1.16	1.07	0.94	1.04	1.73	1.35	1.08	0.88	1.2	0.9	-0.3
CMPSRV	0.14	0.14	0.22	0.09	0.1	0.17	0.08	0.13	0	0	0.17	0.13	0.1	0.1	0.1	0.0
CORRSVCS	8.32	6.16	10	6.12	6.05	8.85	7.41	8.72	8.91	7.28	9.92	7.32	5.95	8.3	6.0	-2.2
EDUCVT	1	0.62	1.08	0.56	0.4	0.64	0.66	0.56	0.9	0.86	0.67	0.45	0.49	0.7	0.5	-0.2
FOODSERV	1.15	1.04	1.4	0.77	0.64	1.22	1.07	1.13	1.04	1.11	1.51	1.02	0.54	1.2	0.7	-0.5
HOSPITAL	1.15	1.11	1.73	0.81	1.14	1.22	0.91	1.07	1.04	1.11	1.51	1.21	0.84	1.2	0.9	-0.3
PHS (AUTH)	0.22	0.21	0.43	0.3	0.2	0	0.33	0.25	0.35	0.37	0.42	0.25	0.2	0.3	0.2	0.0
INMSRV	0.22	0	0.32	0.17	0	0.12	0.16	0.13	0.28	0	0.17	0.19	0.1	0.2	0.1	-0.1
MECHANIC	2.08	1.45	2.27	1.07	1.04	1.79	1.98	2.01	2.07	2.35	2.19	1.59	1.03	1.9	1.0	-0.9
PERSONEL	0.5	0.35	0.65	0.39	0.4	0.41	0.25	0.56	0.41	0.49	0.5	0.38	0.34	0.4	0.4	-0.1
PSYCH	0.36	0.69	0.43	0.21	0.15	0.58	0.25	0.5	0.35	0.37	1.01	0.51	0.1	0.5	0.2	-0.4
RECREATN	0.43	0.48	0.65	0.39	0.4	0.46	0.41	0.44	0.41	0.49	0.42	0.45	0.29	0.5	0.4	-0.1
RELIGION	0.22	0.14	0.22	0.09	0.15	0.17	0.16	0.19	0.28	0.12	0.17	0.19	0.15	0.2	0.1	-0.1
UNTCSMGT	2.8	1.87	2.48	1.97	2.08	2.08	1.98	2.38	2.28	2.35	2.61	2.23	2.02	2.3	2.0	-0.3
WARDNOFF	0.5	0.55	0.76	0.43	0.4	0.52	0.41	0.63	0.62	1.11	0.59	0.64	0.25	0.6	0.4	-0.2
Total, no UNICOR	20.9	16.4	25.4	14.8	14.8	20.4	17.7	20.6	20.6	20.5	24.1	18.2	13.9	20.2	14.5	-5.8

Staff FTEs by Facility, August 2001

Division	ASH	BAS	BIG	ELK	FOR	LAT	LOR	MIL	PET	SAF	SEA	TEX	YAZ	Avg., Non-Comp.	Avg., Comp. Site	Diff.
ADMINSYS	10	10	9	14	12	15	7	16	11	7	12	9	11	10.6	12.3	1.7
BUSINESS	18	17	15	17	22	19	14	18	16	14	16	18	18	16.5	19.0	2.5
CMPSRV	3	2	2	1	2	3	1	2	2		2	2	2	1.9	1.7	-0.2
CORRSVCS	116	93	93	134	128	151	92	147	135	57	120	124	115	112.8	125.7	12.9
EDUCVT	12	8	7	12	8	10	7	10	14	7	7	9	9	9.1	9.7	0.6
FOODSERV	15	14	13	16	15	19	13	18	15	11	17	15	10	15.0	13.7	-1.3
HOSPITAL	16	16	13	20	23	20	12	20	18	9	18	19	14	16.1	19.0	2.9
PHS (AUTH)	4	3	4	6	5	4	4	4	4	3	6	3	7	3.9	6.0	2.1
INMSRV	3		3	4		2	2	2	4		2	3	2	2.1	2.0	-0.1
MECHANIC	28	21	23	23	19	27	26	31	29	16	28	27	20	25.6	20.7	-4.9
PERSONEL	7	5	6	8	7	7	4	8	8	5	5	7	8	6.2	7.7	1.5
PSYCH	4	9	4	4	3	9	4	9	11	3	11	8	3	7.2	3.3	-3.9
RECREATN	6	7	7	10	7	10	5	7	7	5	5	7	6	6.6	7.7	1.1
RELIGION	3	2	3	3	3	3	2	3	2	1	3	2	4	2.4	3.3	0.9
UNTCSMGT	39	29	23	50	41	36	21	38	32	21	30	30	42	29.9	44.3	14.4
WARDNOFF	5	8	7	11	8	10	7	9	7	7	8	12	7	8.0	8.7	0.7
Total, no UNICOR	289	244	232	333	303	345	221	342	315	166	290	295	278	273.9	304.7	30.8
ADP	1,341	1,418	984	2,395	2,044	1,396	1,172	1,569	1,547	806	1,125	1,714	1,922	1,307.2	2,120.3	813.1

Staff FTEs per 100 Inmates, August 2001

Division	ASH	BAS	BIG	ELK	FOR	LAT	LOR	MIL	PET	SAF	SEA	TEX	YAZ	Avg., Non-Comp.	Avg., Comp. Site	Diff.
ADMINSYS	0.75	0.71	0.91	0.58	0.59	1.07	0.6	1.02	0.71	0.87	1.07	0.53	0.57	0.8	0.6	-0.2
BUSINESS	1.34	1.2	1.52	0.71	1.08	1.36	1.19	1.15	1.03	1.74	1.42	1.05	0.94	1.3	0.9	-0.4
CMPSRV	0.22	0.14	0.2	0.04	0.1	0.21	0.09	0.13	0.13	0	0.18	0.12	0.1	0.1	0.1	-0.1
CORRSVCS	8.65	6.56	9.45	5.59	6.26	10.8	7.85	9.37	8.73	7.07	10.7	7.23	5.98	8.6	5.9	-2.7
EDUCVT	0.89	0.56	0.71	0.5	0.39	0.72	0.6	0.64	0.9	0.87	0.62	0.53	0.47	0.7	0.5	-0.2
FOODSERV	1.12	0.99	1.32	0.67	0.73	1.36	1.11	1.15	0.97	1.36	1.51	0.88	0.52	1.1	0.6	-0.5
HOSPITAL	1.19	1.13	1.32	0.84	1.13	1.43	1.02	1.27	1.16	1.12	1.6	1.11	0.73	1.2	0.9	-0.3
PHS (AUTH)	0.3	0.21	0.41	0.25	0.24	0.29	0.34	0.25	0.26	0.37	0.53	0.18	0.36	0.3	0.3	0.0
INMSRV	0.22	0	0.3	0.17	0	0.14	0.17	0.13	0.26	0	0.18	0.18	0.1	0.2	0.1	-0.1
MECHANIC	2.09	1.48	2.34	0.96	0.93	1.93	2.22	1.98	1.87	1.99	2.49	1.58	1.04	2.0	1.0	-1.0
PERSONEL	0.52	0.35	0.61	0.33	0.34	0.5	0.34	0.51	0.52	0.62	0.44	0.41	0.42	0.5	0.4	-0.1
PSYCH	0.3	0.63	0.41	0.17	0.15	0.64	0.34	0.57	0.71	0.37	0.98	0.47	0.16	0.6	0.2	-0.4
RECREATN	0.45	0.49	0.71	0.42	0.34	0.72	0.43	0.45	0.45	0.62	0.44	0.41	0.31	0.5	0.4	-0.1
RELIGION	0.22	0.14	0.3	0.13	0.15	0.21	0.17	0.19	0.13	0.12	0.27	0.12	0.21	0.2	0.2	0.0
UNTCSMGT	2.91	2.05	2.34	2.09	2.01	2.58	1.79	2.42	2.07	2.61	2.67	1.75	2.19	2.3	2.1	-0.2
WARDNOFF	0.37	0.56	0.71	0.46	0.39	0.72	0.6	0.57	0.45	0.87	0.71	0.7	0.36	0.6	0.4	-0.2
Total, no UNICOR	21.6	17.2	23.6	13.9	14.8	24.7	18.9	21.8	20.4	20.6	25.8	17.2	14.5	21.0	14.4	-6.6

Staff FTEs by Facility, August 2000

Division	ASH	BAS	BIG	ELK	FOR	LAT	LOR	MIL	PET	SAF	SEA	TEX	YAZ	Avg., Non-Comp.	Avg., Comp. Site	Diff.
ADMINSYS	10	8	10	15	13	12	7	15	14	7	11	11	12	10.5	13.3	2.8
BUSINESS	17	17	15	18	21	14	16	18	17	15	16	17	19	16.2	19.3	3.1
CMPSRV	1	1	2	2	2	2	1	3	2		2	2	1	1.6	1.7	0.1
CORRSVCS	120	92	98	124	130	107	77	141	133	60	121	119	120	106.8	124.7	17.9
EDUCVT	14	8	7	11	9	7	6	10	13	6	7	10	8	8.8	9.3	0.5
FOODSERV	16	12	14	15	16	16	12	17	13	9	17	17	9	14.3	13.3	-1.0
HOSPITAL	15	15	13	18	23	18	13	22	16	9	17	19	14	15.7	18.3	2.6
PHS (AUTH)	6	3	4	6	3	3	5	4	4	4	6	4	6	4.3	5.0	0.7
INMSRV	3		2	4		2	2	2	4		2	3	2	2.0	2.0	0.0
MECHANIC	28	22	22	22	20	28	26	30	29	17	28	24	19	25.4	20.3	-5.1
PERSONEL	6	7	6	8	7	7	4	9	7	5	5	7	9	6.3	8.0	1.7
PSYCH	5	10	4	5	5	9	3	11	11	2	11	8	4	7.4	4.7	-2.7
RECREATN	7	6	5	9	7	7	5	7	7	5	6	6	6	6.1	7.3	1.2
RELIGION	3	2	3	3	3	3	2	3	2	2	3	1	2	2.4	2.7	0.3
UNTCSMGT	41	29	25	47	42	33	20	35	30	19	30	31	37	29.3	42.0	12.7
WARDNOFF	7	7	7	8	7	7	7	10	11	8	7	10	9	8.1	8.0	-0.1
Total, no UNICOR	299	239	237	315	308	275	206	337	313	168	289	289	277	265.2	300.0	34.8

ADP	1,353	1,320	1,259	2,238	2,085	1,346	875	1,474	1,504	802	1,274	1,674	1,880	1288.1	2067.7	779.6

Staff FTEs per 100 Inmates, August 2000

Division	ASH	BAS	BIG	ELK	FOR	LAT	LOR	MIL	PET	SAF	SEA	TEX	YAZ	Avg., Non-Comp.	Avg., Comp. Site	Diff.
ADMINSYS	0.74	0.61	0.79	0.67	0.62	0.89	0.80	1.02	0.93	0.87	0.86	0.66	0.64	0.82	0.64	-0.2
BUSINESS	1.26	1.29	1.19	0.80	1.01	1.04	1.83	1.22	1.13	1.87	1.26	1.02	1.01	1.26	0.94	-0.3
CMPSRV	0.07	0.08	0.16	0.09	0.10	0.15	0.11	0.20	0.13	0.00	0.16	0.12	0.05	0.12	0.08	0.0
CORRSVCS	8.87	6.97	7.78	5.54	6.24	7.95	8.80	9.57	8.84	7.48	9.50	7.11	6.38	8.29	6.03	-2.3
EDUCVT	1.03	0.61	0.56	0.49	0.43	0.52	0.69	0.68	0.86	0.75	0.55	0.60	0.43	0.68	0.45	-0.2
FOODSERV	1.18	0.91	1.11	0.67	0.77	1.19	1.37	1.15	0.86	1.12	1.33	1.02	0.48	1.11	0.64	-0.5
HOSPITAL	1.11	1.14	1.03	0.80	1.10	1.34	1.49	1.49	1.06	1.12	1.33	1.14	0.74	1.22	0.89	-0.3
PHS (AUTH)	0.44	0.23	0.32	0.27	0.14	0.22	0.57	0.27	0.27	0.50	0.47	0.24	0.32	0.33	0.24	-0.1
INMSRV	0.22	0.00	0.16	0.18	0.00	0.15	0.23	0.14	0.27	0.00	0.16	0.18	0.11	0.16	0.10	-0.1
MECHANIC	2.07	1.67	1.75	0.98	0.96	2.08	2.97	2.04	1.93	2.12	2.20	1.43	1.01	1.97	0.98	-1.0
PERSONEL	0.44	0.53	0.48	0.36	0.34	0.52	0.46	0.61	0.47	0.62	0.39	0.42	0.48	0.49	0.39	-0.1
PSYCH	0.37	0.76	0.32	0.22	0.24	0.67	0.34	0.75	0.73	0.25	0.86	0.48	0.21	0.57	0.23	-0.3
RECREATN	0.52	0.45	0.40	0.40	0.34	0.52	0.57	0.47	0.47	0.62	0.47	0.36	0.32	0.47	0.35	-0.1
RELIGION	0.22	0.15	0.24	0.13	0.14	0.22	0.23	0.20	0.13	0.25	0.24	0.06	0.11	0.19	0.13	-0.1
UNTCSMGT	3.03	2.20	1.99	2.10	2.01	2.45	2.29	2.37	1.99	2.37	2.35	1.85	1.97	2.27	2.03	-0.2
WARDNOFF	0.52	0.53	0.56	0.36	0.34	0.52	0.80	0.68	0.73	1.00	0.55	0.60	0.48	0.63	0.39	-0.2
Total, no UNICOR	22.1	18.1	18.8	14.1	14.8	20.4	23.5	22.9	20.8	20.9	22.7	17.3	14.7	20.6	14.5	-6.1

Staff FTEs by Facility, August 1999

Division	ASH	BAS	BIG	ELK	FOR	LAT	LOR	MIL	PET	SAF	SEA	TEX	YAZ	Avg., Non-Comp.	Avg., Comp. Site	Diff.
ADMINSYS	10	9	11	14	12	13	7	15	14	7	12	11	11	10.9	12.3	1.4
BUSINESS	18	18	16	23	23	14	17	19	19	14	15	16	18	16.6	21.3	4.7
CMPSRV	1	2	2	2	2	2	1	3	2	1	2	2	1	1.8	1.7	-0.1
CORRSVCS	122	91	90	119	119	103	78	140	139	60	115	109	117	104.7	118.3	13.6
EDUCVT	13	9	7	13	8	6	6	10	14	7	4	10	8	8.6	9.7	1.1
FOODSERV	16	15	15	15	14	16	12	19	14	11	16	17	11	15.1	13.3	-1.8
HOSPITAL	16	16	15	19	21	17	13	24	17	7	18	21	13	16.4	17.7	1.3
PHS (AUTH)	6	3	4	6	3	4	4	4	5	4	5	4	6	4.3	5.0	0.7
INMSRV	3		3			2	2	2	4		1	3	3	2.0	1.0	-1.0
MECHANIC	28	23	22	21	23	27	26	30	29	18	28	26	19	25.7	21.0	-4.7
PERSONEL	8	7	6	9	8	7	4	9	9	3	6	7	10	6.6	9.0	2.4
PSYCH	5	10	4	5	4	9	3	11	11	3	9	9	5	7.4	4.7	-2.7
RECREATN	6	6	6	8	8	7	5	7	7	5	6	6	5	6.1	7.0	0.9
RELIGION	3	2	2	3	3	3	2	3	3	2	3	1	3	2.4	3.0	0.6
UNTCSMGT	41	29	23	43	33	34	18	37	31	19	30	29	36	29.1	37.3	8.2
WARDNOFF	8	8	8	10	7	9	7	11	10	7	8	9	9	8.5	8.7	0.2
Total, no UNICOR	304	248	234	310	288	273	205	344	328	168	278	280	275	266.2	291.0	24.8
ADP	1,309	1,244	1,119	2,013	1,780	1,322	837	1,369	1,389	777	1,196	1,655	1,649	1221.7	1814.0	592.3

Staff FTEs per 100 Inmates, August 1999

Division	ASH	BAS	BIG	ELK	FOR	LAT	LOR	MIL	PET	SAF	SEA	TEX	YAZ	Avg., Non-Comp.	Avg., Comp. Site	Diff.
ADMINSYS	0.76	0.72	0.98	0.7	0.67	0.98	0.84	1.1	1.01	0.9	1	0.66	0.67	0.9	0.7	-0.2
BUSINESS	1.38	1.45	1.43	1.14	1.29	1.06	2.03	1.39	1.37	1.8	1.25	0.97	1.09	1.4	1.2	-0.2
CMPSRV	0.08	0.16	0.18	0.1	0.11	0.15	0.12	0.22	0.14	0.13	0.17	0.12	0.06	0.1	0.1	-0.1
CORRSVCS	9.32	7.32	8.04	5.91	6.69	7.79	9.32	10.2	10	7.72	9.62	6.59	7.1	8.6	6.5	-2.0
EDUCVT	0.99	0.72	0.63	0.65	0.45	0.45	0.72	0.73	1.01	0.9	0.33	0.6	0.49	0.7	0.5	-0.2
FOODSERV	1.22	1.21	1.34	0.75	0.79	1.21	1.43	1.39	1.01	1.42	1.34	1.03	0.67	1.2	0.7	-0.5
HOSPITAL	1.22	1.29	1.34	0.94	1.18	1.29	1.55	1.75	1.22	0.9	1.51	1.27	0.79	1.3	1.0	-0.4
PHS (AUTH)	0.46	0.24	0.36	0.3	0.17	0.3	0.48	0.29	0.36	0.51	0.42	0.24	0.36	0.4	0.3	-0.1
INMSRV	0.23	0	0.27	0	0	0.15	0.24	0.15	0.29	0	0.08	0.18	0.18	0.2	0.1	-0.1
MECHANIC	2.14	1.85	1.97	1.04	1.29	2.04	3.11	2.19	2.09	2.32	2.34	1.57	1.15	2.1	1.2	-0.9
PERSONEL	0.61	0.56	0.54	0.45	0.45	0.53	0.48	0.66	0.65	0.39	0.5	0.42	0.61	0.5	0.5	0.0
PSYCH	0.38	0.8	0.36	0.25	0.22	0.68	0.36	0.8	0.79	0.39	0.75	0.54	0.3	0.6	0.3	-0.3
RECREATN	0.46	0.48	0.54	0.4	0.45	0.53	0.6	0.51	0.5	0.64	0.5	0.36	0.3	0.5	0.4	-0.1
RELIGION	0.23	0.16	0.18	0.15	0.17	0.23	0.24	0.22	0.22	0.26	0.25	0.06	0.18	0.2	0.2	0.0
UNTCSMGT	3.13	2.33	2.06	2.14	1.85	2.57	2.15	2.7	2.23	2.45	2.51	1.75	2.18	2.4	2.1	-0.3
WARDNOFF	0.61	0.64	0.71	0.5	0.39	0.68	0.84	0.8	0.72	0.9	0.67	0.54	0.55	0.7	0.5	-0.2
Total, no UNICOR	23.2	19.9	20.9	15.4	16.2	20.7	24.5	25.1	23.6	21.6	23.2	16.9	16.7	21.8	16.0	-5.7

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