

An Overview of OFDT's Strategic Goals and Objectives

A Message from the Detention Trustee

The Office of the Federal Detention Trustee's (OFDT) Strategic Plan for 2006-2011 lays out a foundation for a National detention strategy which will allow OFDT to meet its fiduciary and management responsibilities and ensure a consistent and efficient approach for the management of detention operations as well as the Justice Prisoner and Alien Transportation System (JPATS).

Each strategic objective reflects an important facet of OFDT's mission and drives the actions undertaken to meet strategic goals. Each goal is built, in part, upon practical pilot program applications that, in the short-term, produce an immediate positive impact on daily operations, while holding forth the promise of long-term improvement on a national level. The Strategic Plan creates the framework for cascading operational business plans and performance work plans as well as ensures the linkage between budget and performance. Internal and external performance measurements tie to resources and provide clear and quantifiable indicators of mission accomplishment.

The Office of the Federal Detention Trustee is committed to improving federal detention operations across the Nation and within its territories. It views the valued and experienced partnership with participating detention agencies as centric to its mission's success and therefore will strive to maintain an atmosphere of open communication and cooperation with key stakeholders. OFDT's goal is to continually seek ways to realize efficiencies without hampering operations, and striving for savings that can be reinvested in infrastructure improvements that provide cost containment over the long-term.

Going forward, OFDT is proud that many key aspects of its Strategic Plan are rooted in real-world solutions and are producing the kind of results that Congress, the Office of Management and Budget (OMB), and the Department of Justice (DOJ) were looking for when they created OFDT in 2001. The rapid rise in detention over the past few years requires a commitment to fulfill the strategic goals of improving detention management, ensuring effective expenditure of funds, and improving the management of JPATS. We welcome these challenges.

Stacia A. Hylton
Federal Detention Trustee

Summary of OFDT Strategic Goals and Performance Targets

Highlights from the Office of the Federal Detention Trustee's "*Strategic Plan 2006-2011*." For a hard copy of the Strategic Plan, please contact OFDT.

OFDT Strategic Goal 1: Meet the Nation's detention requirements in the most economical manner

Performance Target: Hold all detention costs at or below the national rate of inflation

Detention bed-space is commonly referred to as Federally operated facilities (BOP) and non-Federal (USMS managed state and local government facilities and private facilities). DOJ acquires detention bed space to house pretrial detainees through reimbursable Intergovernmental Agreements (IGAs) with state and local governments and contracts with private vendors. BOP supplements these

agreements and contracts by providing limited Federal detention space for pretrial detainees particularly in large metropolitan areas. As the need for detention space increases for all Federal partners, the "mix" of BOP, IGA and private facilities will change. In addition, OFDT is ever mindful of the impact of maintaining available detention space in key locations. For example, the decreasing availability of detention bed space, particularly, in or near court cities, seriously impacts the USMS' ability to produce prisoners for trials, judicial proceedings, legal hearings, and meetings with attorneys.

Strategic Objectives for Goal #1:

1.1: Ensure adequate detention space

Ensuring availability of sufficient bed space for the increasing detention population requires continuous monitoring and frequent adjustments by OFDT, USMS, BOP, and ICE. Due to the increased Federal detainee population coupled with increases in state and local jail occupancy levels¹ and the prohibitive costs for Federal construction, DOJ is increasingly turning to private detention facilities to provide needed detention space. This requires proactive efforts and a sound strategy on the part of OFDT to identify and procure sufficient bed space to meet detainee requirements for all participating agencies, and to provide the best value to the Government.

OFDT Strategies:

Expand, via automation, the capabilities of the existing National Repository, which identifies available detention space. The National Repository is being renamed to reflect ongoing enhancements. The new name, Detention Services Network (DSNetwork) emphasizes the new network capabilities forthcoming in DSNetwork which provides "One-stop shopping" for detention facilities and services. Hosting several applications, DSNetwork improves the interaction between detention service providers, users and government agencies through an Internet site. The applications include e-government services for:

- Electronic Intergovernmental Agreements (eIGA) – e-government application process that establishes a core-rate.
- Detention Services Schedule (DSS) – A concept similar to the GSA schedule that focuses on detention bed space and services.
- Facility Review Management Systems (FRMS) – an automated process that facilitates inspections and reviews for contract and high volume IGA facilities.

When placing detainees in facilities, DSNetwork will allow field agencies increased flexibility to determine the best value to the Government. It accomplishes this by better leveraging available space, existing transportation, and care capabilities. DSNetwork provides a consistent flow of empirical data for future planning, acquisition, and statistical analysis. These benefits lend to improving the vital linkage of procurement plans to the budget process for participating agencies.

This interagency procurement strategy for the detention community will result in securing beds and related services more rapidly, easier and faster. DSNetwork offers a wealth of information to the detention community and provides an easy-to-use resource for information on detention services.

Improve accuracy of projections. Accurately projecting the detainee population is key to ensuring adequate space as well as critical to the formulation of OFDT's budget for detention community resources. Since the Federal criminal detention population is influenced by a number of factors, many of which are uncontrollable, there is no methodology to guarantee complete accuracy. Although OFDT's appropriation is vulnerable to significant increases in the detainee population, the following efforts seek to make it less so.

Identify key detention population indicators from U.S. Government components that affect detention and integrate them into current detention forecasting models. OFDT will refine the methodology for forecasting detention population based on incremental changes in Federal arrests, bookings, and prosecutions (based on increases in appropriated funding for Federal law enforcement agencies and the United States Attorneys). OFDT will also develop mechanisms to track the type and cost of health care services provided to detainees; and to develop procedures across detention agencies for sharing detention population projections.

Analyze case law and proposed legislation to determine the impact on future detention population trends. Researching case law and proposed legislation will assist OFDT in determining the impact of those actions on future detention requirements. OFDT will monitor proposed legislation, law enforcement, and prosecutorial initiatives, and enhance coordination with EOUSA and Federal law enforcement agencies to better analyze the impact of increases in staffing levels, detention policies, and operational practices. Working closely with the AOUSC and EOUSA will ensure that OFDT is aware of developing prosecutorial initiatives, and will facilitate the inclusion of future U.S. Attorney caseload into annual surveys and data calls.

Refine the detention population forecasting model to more effectively merge trend analysis with out-year projections to reduce the degree of error at budget formulation and submission points. OFDT will continue improvement of the detention population projection methodology through the refinement of current methods, increased data gathering and analysis, improved information sharing among participating agencies, and the integration of new simulations addressing the impact of proposed legislation and law enforcement and prosecutorial initiatives.

Increase bed space in mission critical locations. OFDT is working to mitigate the problem associated with the single Federal Transfer Center (FTC), which is used by JPATS. The FTC often operates at full capacity and unable to process additional incoming prisoners, which creates delays that retard prisoner movements in other districts. Increasing in-transit housing capabilities will allow JPATS to move more prisoners faster, thereby reducing the number of days in detention and related detention cost.

1.2: Ensure efficient use of detention space and regulate price adjustments

OFDT's approach to increasing the efficient use of detention space while decreasing detention costs is multi-faceted. Strategies include a standard pricing model for IGA detention space, automation of the designation process maximizing the utilization of available bed space, maximizing the utilization of the least expensive bed space, and exploring and implementing detention alternatives.

OFDT Strategies

Establish and implement a core-pricing model (or core per diem rates) for IGAs This strategy is undertaken to provide another element in projecting bed space costs, to standardize nationwide pricing for Federal agencies for the use of local and state facilities, and to streamline and automate the IGA process. Based upon related Government models (*e.g.*, travel per diem rates), OFDT will establish and implement an automated pricing model for all IGA detention space and services requirements. This model will provide a range of standard pricing for space and services currently provided by state and local facilities and billed to OFDT's appropriation by participating agencies.

Reduce prisoner processing time (via: eDesignate)

Working with the U.S. Courts, USMS, and BOP, OFDT partnered with the District of Arizona to pilot an initial "proof of concept" system to streamline and automate the designation process for Federal detainees. In coordination with the field operations of these agencies, OFDT focused on improving and automating the workflow process by utilizing simple technology to transfer designation cases via a secure, centralized web server across varied operating systems and agencies. As demonstrated in the pilot program, automating the workflow process ensured that sentenced offenders are designated and transported to BOP prison facilities as rapidly as possible. This increase in efficiency resulted in reducing the number of days spent in detention, thereby reducing detention costs. OFDT initiated the National roll out in early FY 2006 and is moving forward to aggressively implement the enterprise-wide, web-based eDesignate solution for all districts. In addition, OFDT will leverage eDesignate capability with other legacy systems to improve detention information management. OFDT will integrate detainee data with existing detention legacy systems (*i.e.*, SENTRY, Automated Prisoner Scheduling System) and develop interoperability with BOP's centralized Designation and Sentence Computation Center and web-based content management system. This will streamline the designation process, enable secure electronic transfer of detainee information, and provide comprehensive tracking and reporting tools to the agencies.

Maximize the use of available space OFDT, as an independent entity, will facilitate the development and implementation of policies and procedures that establish priorities and practices for the use of the most efficient detention space (considering cost, convenience, and operating areas). As indicated previously, OFDT will continue efforts to expand the utilization of DSNetwork. This effort will allow field agencies increased flexibility to determine the best

value to the Government in placing detainees in facilities by better leveraging available space, existing transportation, and care capabilities.

Maximize use of most cost effective space OFDT, in conjunction with BOP and USMS, will establish policy and procedures to ensure that allocated Federal bed space, which is the least costly detention space, is at 100% utilization for housing detainees.

Increase use of detention alternatives OFDT will target process improvements for alternatives to detention to reduce requirements, where feasible. The first initiative in this area involves newly sentenced prisoners with short-term sentences (STS cases). OFDT will establish and implement with BOP and USMS, policy and procedures to significantly reduce the practice of leaving STS cases in local detention beds, rather than committing them to BOP facilities. This effort will result in significant detention costs avoidance.

Other strategies to ensure sufficient bed space and other resources include working with the Administrative Office of the U.S. Courts (AOUSC) to establish procedures and practices that ensure a sound approach to the usage of non-secure detention (*e.g.*, halfway house and home confinement). OFDT will develop guidelines for the use of OFDT funds by the AOUSC to support alternatives to detention for pretrial detainees. Guidelines will be based on the AOUSC pretrial risk prediction tool and will ensure that OFDT funds are used in the most effective manner

Train to maximize "best practices" The Office of the Federal Detention Trustee will develop annual interagency regional training that establishes best practices for effective detention management to provide participating detention program agencies regional training opportunities to reinforce standard operating procedures for detention management of beds and the introduction of new information technology-based systems and procedures. As OFDT's IT detention infrastructure and architecture mature, the management of detention beds will continue to be more automated and more integrated.

1.3: Ensure adequate medical services are provided in the most economical manner

OFDT will establish policy and procedures in conjunction with BOP and USMS that will ensure that sufficient Federal medical bed space for designated prisoners is adequate and readily available in order to contain the growth of medical costs associated with post sentence prisoners and the workload on USMS in regards to transportation and security.

In addition, OFDT has identified funds and provided contract support to the USMS in order to ensure the establishment of a National Medical Contract. The contract will address several existing issues due to the complexity and requirements associated with this program, such as established practices meeting the FAR regulations for obtaining medical services, the legislative requirements of ensuring that the Medicaid/Medicare rates be utilized, and a

uniform approach for tracking and measuring contract performance and tracking all medical costs. The USMS has been able to contain costs, but establishing the contract will ensure best price is achieved while meeting the goal of consolidating the current methods, ensuring uniformity, providing support for reducing the workload of field operations and resolving the current issues of procuring medical services individually across 94 judicial districts with one National procurement action.

OFDT Strategic Goal 2: *Ensure safe, secure, and humane confinement*

Performance Target: Ensure 100% of Private Detention Facilities Meet Minimum Standards Annually and 100% of High Volume & High Risk Detention Facilities Meet Standards by 2008

Concurrent with the desire to create efficiencies within detention is the critically important need to ensure safe, secure, and humane confinement. However, this is especially challenging considering the vast number of (over 1,600) facilities in use as well as the different types of facilities in use. Clearly, detention standards are required to address the variance among Federal, state and local governments, and privately owned and managed facilities; as well as a vehicle(s) to ensure compliance to those standards.

To ensure adherence to the Federal Performance-Based Detention Standards, Federal contracts will be written or modified to reflect the standards, and private contractor performance evaluation and compensation will be based on their ability to demonstrate alignment with the standards. The comprehensive Quality Assurance Review Program that includes assessment, follow-up, and training ensures that the safe, secure, and humane confinement criteria are met, as well as addressing Congress' concerns for public safety as it relates to violent prisoners (*e.g., Interstate Transportation of Dangerous Criminals Act, also known as Jenna's Act*).

Strategic Objectives for Goal #2:

Ensure detention facilities meet established standards for confinement

Ensuring availability of sufficient bed space for the increasing detention population requires continuous monitoring and frequent adjustments by OFDT, USMS, BOP, and ICE. Due to the increased Federal detainee population coupled with increases in state and local jail occupancy levels and the prohibitive costs for Federal construction, DOJ is increasingly turning to private detention facilities to provide needed detention space. This requires proactive efforts and a sound strategy on the part of OFDT to identify and procure sufficient bed space to meet detainee requirements for all participating agencies, and to provide the best value to the Government.

OFDT Strategies

Adherence to Federal Performance-Based Detention Standards via Performance Based Contracts OFDT will develop and publish performance-based contracting procedures and a long-term strategy to incorporate Federal

Performance-Based Detention Standards into all private detention facility contracts. Application of the standards will provide a baseline for ensuring consistency in safe, secure, and humane prisoner confinement. To implement the Federal Performance-Based Detention Standards, performance-based contracting procedures will be included in all future contract vehicles and, where feasible, in existing contracts. Contract performance measures will be the tool by which private facility contractors will be held programmatically and financially accountable for services promised.

Implementation of the Quality Assurance Program Quality Assurance Reviews will be conducted by OFDT to ensure that all private and high volume IGA detention facilities (facilities with an average daily population of greater than 500) comply with Federal Performance-Based Detention Standards and deliver consistent contractual services to the Government. Quality Assurance Review reports will identify detention facility deficiencies and financial weaknesses related to delivery of contract services, and the actions necessary to correct those concerns. OFDT will publish review reports and policies and procedures for compiling, maintaining, and monitoring data describing detention facility compliance with the Federal Performance-Based Detention Standards and the delivery of contracted services. OFDT also will work with the USMS to automate facility inspection reports/checklist (USMS-218) to effectively evaluate and recommend changes; ensuring items of greatest operational risk are targeted. Through this program, OFDT will identify, track and resolve deficiencies and weaknesses.

Provide Comprehensive Training OFDT will provide a comprehensive training program for contract monitoring to introduce processes, procedures, and skills to enhance detention operations in private, state and local detention facilities. This training program will be provided to contracting officer technical representatives (COTR) and inspectors to ensure an effective quality assurance program, including facility, medical care, and financial contract compliance. Training initially will be offered on-site at regional locations; in the long-term, it will be available via Intranet-based training. Comprehensive contract monitoring training will enable COTRs and inspectors to better understand the Federal Performance-Based Detention Standards and detention program processes to ensure that facilities provide for the safe, secure, and humane treatment of prisoners, and that agreed-upon contractual services are delivered.

OFDT Strategic Goal 3: *Increase the efficiency of JPATS program*

Performance Target: Hold detention transportation costs at or below inflation

There are multiple challenges facing the JPATS program. Most JPATS assets are fully dedicated to executing the mission based on the business model that has proven successful in the past. A more concerted effort, however, is required to address the ever-growing prisoner and alien population, and the static budget levels and transportation infrastructure that do not mirror that growth. At the core of these efforts, OFDT is looking to integrate an enhanced ground transportation system and implement recommended changes to the JPATS transportation, scheduling, and billing system. JPATS' infrastructure requires both immediate and long-term relief.

Although the organization is not in a position to add to its air fleet, the objective is to find ways to enhance the infrastructure.

Strategic Objectives for Goal #3:

3.1: Move prisoners faster within available resources

OFDT is also working to mitigate the problem associated with the single Federal Transfer Center (FTC), which is used by JPATS. The FTC often operates at full capacity and is unable to process additional incoming prisoners, which creates delays that slow prisoner movements in other districts. Increasing in-transit housing capabilities will allow JPATS to move more prisoners faster.

OFDT Strategies

Reduce "choke points" for in-transit prisoners Effective use of strategically located ground transportation hubs also enables cheaper and faster movements. A critical and ongoing weakness for JPATS is insufficient bed space at key "choke points" for in-transit prisoners. In 2005, with OFDT's facilitation and the help of the USMS Western District of Oklahoma, Grady County, Oklahoma, reopened an underused jail facility to provide JPATS an additional 200 beds to augment the BOP's Federal Transfer Center (FTC). The added space, in proximity to the FTC, relieves potential bottlenecks and helps keep JPATS running more efficiently. OFDT plans to incorporate the same concept in areas where the detainee level is highly saturated and other facilities exist with the ability to facilitate ground and air movements. A thorough review will allow OFDT, in conjunction with participating agencies, to develop a methodology for planning and evaluating the efficiency of JPATS air transportation scheduling and routing to promote efficient and cost-effective operations. Identifying and prioritizing areas of concern will assist this increasingly complex organization to focus on transportation efficiencies needed to improve future JPATS transportation operations.

Maximize the efficiency of the transportation system OFDT will lead and facilitate a thorough review of all JPATS scheduling processes and procedures for land and air to determine potential transportation efficiencies. One area of consideration is the shift in the balance of land to air moves with the goal of maximizing air moves for longer distances and ground moves for less lengthy moves. This however, requires further analysis of capabilities as well as the impact of detention locations and choke points.