



CONSEQUENCE DELIVERY SYSTEM

FY 21 Cost Analysis

Rough Order of Magnitude Workbook

Strategic Planning and Analysis Directorate (SPAD)

INSTRUCTIONS

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2021

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Introduction

The Consequence Delivery System (CDS) was implemented in the Southwest Border Sectors in Fiscal Year (FY) 2011. As originally designed, CDS utilized an Analysis of Alternatives (AoA) process that incorporated 13 factors. Of these factors, three required an estimate of the cost to the sector when applying a specific consequence to an alien.

During the initial roll-out of CDS, as well as the re-evaluations in FY 2012, non-specific cost estimates were used. These estimates took into account costs that were not paid by the specific sector in question, or in many cases, by the U.S. Border Patrol in general. Many of the consequences did not have pre-determined estimates and a method of 'relative best guess' was used to complete the AoA.

FY 2013 became the first year that the Southwest Border sectors and the U.S. Border Patrol was held to CDS-specific measures of success, mandating that a quick methodology for estimating consequence- and sector-specific costs be created. Per Government Accountability Guidelines, the CDS team chose to conduct a rough order of magnitude analysis on consequence costs. To facilitate this analysis, the CDS Program Management Office (PMO) created a Cost Analysis Worksheet that was completed by each Southwest Border Sector listing their costs for applying specific consequences to deportable aliens within their sector.

In FY 2014, a new iteration of the rough order of magnitude analysis was completed in order to reflect the most recent and valid data available when completing the AoA process. Once again, this process should be completed for the current year's FY 2021 CDS re-evaluation. This instruction booklet will be used to assist the sectors with completing the attached Cost Analysis Worksheet. Once completed, the worksheets will be used to complete the FY 2021 CDS Re-Evaluations in each sector.

Analysis Characteristics

- Task:** The purpose of this exercise is to produce a set of sector-specific, consequence-based costs analysis workbooks in order to conduct a rough order of magnitude analysis¹ of the cost of consequence application to deportable aliens.
- Participants:** Each sector should select a primary point-of-contact who will work with sector subject matter experts, budget analysts, and others to produce the required information.
- Data Source:** Sectors should use actual costs incurred from October 1, 2020 through May 31, 2021. Do not use budgeted costs, only actual expenses should be included.
- Excluded Costs:** Do not include any costs not directly payable by the sector; do not include any costs that occur prior to the start of processing, including costs related to apprehension and transportation to the primary processing facility. No costs that occur after an alien is turned over to another agency should be included. Specific requirements are listed in the worksheet instructions below.
- Cost Revision:** This analysis will be revised annually at a time prior to the CDS re-evaluation within each sector.

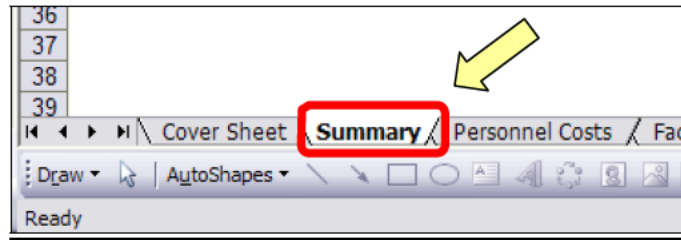
¹ A rough order of magnitude analysis is used when a quick estimate is needed and specific details are not necessarily readily available. This type of analysis is not a budget-quality cost estimate and will not be used for resource allocation or requests. See GAO Cost Estimating and Assessment Guide, Best Practices for Developing and Managing Capital Program Costs, Chapter 4 published in March, 2009 for more information.

General Guidance

When completing the CDS Cost Analysis Workbooks, please follow the general guidance as outlined below. This guidance applies to every sector and every workbook.

- Each consequence in a sector, whether available or not, has its own workbook. The workbook filename should list the consequence the workbook will address, and the consequence name is listed in the “Cover Sheet” tab.
- If a consequence has not been used in the current FY in a specific sector, only complete the ‘Sector’ and ‘Point of Contact’ field in the “Cover Page” tab of that consequence’s workbook; leave the rest of the workbook blank.
 - Included with the workbook, each sector will receive a list of consequences that, according to sector entries into e3, were applied by that sector in FY 2021; any consequence that has data in it MUST be completed for the appropriate classifications as indicated in this list (please contact the CDS-PMO *directly* with any questions).
 - In the ‘Sector’ field, enter the sector name;
 - In the ‘Point of Contact’ field, enter “Not Applicable”.
- Each sector will have three workbooks to complete for each consequence. The workbooks will cover different alien classifications as indicated below.
 - Non-Criminal Apprehensions: FIRA, SOTA, PERA.
 - Family Unit: FMUA.
 - Criminal Apprehensions: SDGA, TDGA, CRMA
- All workbooks need to be submitted to the CDS PMO when they are complete, including those that are designated “Not Available”.
- This is a post-apprehension analysis; for the purposes of CDS, do not include any costs incurred prior to the time when a consequence is decided upon for a specific individual.
 - Any time spent apprehending the alien is not included; nor is time transporting the alien for processing;
 - Any processing activities that are the same for all apprehensions regardless of consequence should not be considered – start the analysis from the point that a decision is made on which consequence the alien will receive.
- Many of the categories rely upon estimations of time. This time should be calculated in ¼ hour increments (designated by .25 [15 minutes], .5 [30 minutes], .75 [45 minutes], 1, 1.25, 1.5, etc.). As of this iteration of the analysis, times must be estimated.
- Within each worksheet, cells that are light turquoise in color require data to be entered by the sector; white and yellow colored cells are automatic calculations and should not be changed.
- If a worksheet has a “Source” area, please enter a brief description of the source and/or calculation used to come up with the data entered into the table.

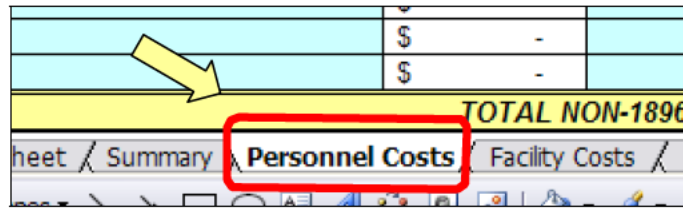
'Summary' Worksheet



As its name implies, this tab simply lists a summary for all of the costs entered into the worksheets within a specific workbook. This is a locked sheet which you can view, but you will not be able to directly enter any information into this sheet.

If, after the workbook is completed, the information on this sheet does not update, please inform the CDS team immediately.

'Personnel Costs' Worksheet



This worksheet is used to calculate the costs associated with the personnel who take part in the processing of apprehended aliens. When completing the tables in this tab only include agents or non-agents who take part in the processing of a single case – you should not list every member of the Prosecutions Unit in the “Standard Prosecutions” workbook, for example, but only the number of agents who actually take part in one case.

The ‘Personnel Costs’ worksheet contains three tables that need to be completed.

Average Salaries

The average annual salary of each agent or non-agent in the listed series or rank should be entered into the ‘Avg. Annual Salary’ column. For agents, include BPAPRA in this calculation.

This calculation does not have to be a literal average salary based upon your current staffing. Similar to how budgets are often estimated, you can use the average salary of an agent or non-agent in different localities assuming that agent (or non-agent) is Step 5. For non-agent personnel, use the highest full performance level (FPL) usually held by a person in that occupation within your sector.

As an example, let’s look at the Mission Support Specialist (MSS) position assuming a FPL of GS-12 in Miami Sector. Miami Sector has six stations and the sector headquarters. Assuming Step 5, the MSS at the various duty locations make the following amounts:

- Sector Headquarters: \$82,512
- Dania Beach Station: \$82,512
- Jacksonville Station: \$77,983
- Marathon Station: \$82,512
- Orlando Station: \$77,983
- West Palm Beach Station: \$82,512

Averaging the six locations above would make the sector average salary for a GS-12 MSS \$81,002.33. This is the amount that should be entered into the “Avg. Annual Salary” column of the ‘Average Salaries’ table.

Some sectors may not have different locality pay areas within their AOR; if that is the case you can skip this step and just put in the Step 5 salary for the appropriate GS grade level.

Once this table is complete, it will be used to auto-fill the ‘Non-Detail Employees’ and ‘Detailed Employees’ tables.

A description of each column is below.

- *Type Code* – the three or four letter code in this column will be used in the other two tables to identify which occupation you are entering.
- *Title* – self-explanatory, this is the title of the occupation/position. If there is an occupation that is not already listed, replace the "--ENTER TITLE--" text in the three lowest rows of the table with the occupation missing and complete as normal.
- *Avg. Annual Salary* – complete as described above; remember to include BPAPRA in agent calculations.
- *Avg. Hourly Salary* – this field automatically calculates the equivalent hourly salary based upon the amount entered in the previous column.

Non-Detail Employees

This table is for listing those employees who are working in their permanently assigned positions at their permanently assigned duty locations. It does not include individuals detailed to other agencies (such as those detailed to the AUSA’s office or working court security).

There are two sections within this table, one for listing agents and one for listing non-agents. Each and every individual who works on a case needs to be listed separately. Remember, we are only considering those who actively take part in a *single* case and not all of the personnel assigned to a specific unit such as the Prosecutions Unit.

When determining who to include, include any individual who participates in completing the processing of an apprehended alien from the point at which a determination is made as to which consequence the alien will receive to the point that processing is complete and the alien is ready to be repatriated or released to another agency, regardless of whether the repatriation or turning over occurs immediately. This is *not* time in custody, only time in processing. Do not include time spent making the apprehension or time spent transporting the alien to the processing location.

Include any individual who takes part in the processing of the alien regardless of how long that participation is. As described in the general guidelines section of this booklet, time should be estimated in 15-minute increments and reflected in the .25, .5, and .75 format.

A description of each column is below.

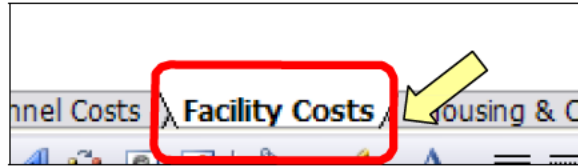
- *Type* – this field is a drop down containing the type codes listed next to each occupation in the ‘Average Salaries’ table. Select the appropriate code for the person you are entering.
- *Function* – enter a brief description of what task or role the individual is fulfilling in the processing of the alien.
- *Avg. Hourly Salary* – this field will auto-fill once a type code is selected.
- *# Hours Worked* – estimate the average number of hours that this person is involved in the processing of the alien. Remember this relates to processing activities only, and to follow the guidelines above regarding time.
- *Total Cost* – this field will auto-calculate the total estimated cost for the listed position based upon the salary and hours worked.

Detailed Employees

The ‘Detailed Employees’ table works identically to the ‘Non-Detail Employees’ table, except that it should show any individuals who are working under a detail in a non-USBP office or location. For example, an agent detailed to the AUSA’s office to assist in the processing of a specific case would be included here.

As above; please remember to follow the time guidelines stated previously.

‘Facility Costs’ Worksheet

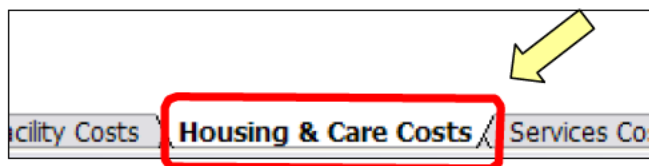


Use this worksheet to calculate the costs associated with the facilities within a sector. As this analysis is a rough order of magnitude and not a total ownership cost estimate, to simplify this step sectors should use the sum total of their incurred costs for the listed line item for all of the facilities within the sector. For example, when entering the utility cost for electricity, use the entire electrical bill for the entire sector, and not for a specific facility or station.

The timeframe that should be used to calculate the costs incurred should be from October 1, 2020 through May 31, 2021.

There is only one table in this worksheet, and a description of each column is below.

- *Cost Type* – this field is a drop-down menu listing the line items that should be included in this worksheet. Simply select the cost you are entering from the list.
- *Cost* – enter the total sector cost of the selected line item for the entire period 10/1/20 – May 31, 2021. As a reminder, this is the actual incurred costs, and not the budgeted amount.
- *Avg. Hourly Cost* - this field is automatically calculated by taking the cost in the previous column and dividing it by the number of hours in the listed time frame.
- *Avg. Time in Custody* – sectors should have subject matter experts estimate the average time that an apprehended alien is in custody from the point that actual processing begins (when a FINS number is assigned) to the point of release.
 - Please note that while this time is an estimate for the current iteration, a new functionality of the system of record will allow for pulling an actual average time in custody for subsequent analyses.
- *Total Cost* – this column will automatically calculate based upon the average hourly cost and the number of hours in custody.

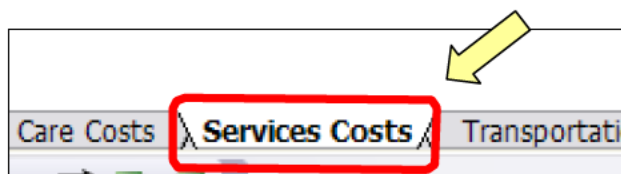
'Housing & Care Costs' Worksheet

The 'Housing & Care Costs' worksheet is used to estimate the costs associated with the housing and care of apprehended aliens while they are in U.S. Border Patrol custody. This sheet is almost identical to the 'Facility Costs' worksheet in use, except that the categories are fixed. Remember that sector-wide actual costs from October 1, 2020 through May 31, 2021 should be used for this worksheet.

Specific information on each category follows.

- *Bedding* – this includes the cost of blankets, mattresses, sheets, etc. that are used by an alien in custody; this category can also include the costs of laundering such items.
- *Meals* – meals includes any food or beverage items that are provided to individuals in USBP custody, including light snacks.
- *Toiletries* – this includes any items such as toothbrushes, tooth paste, toilet paper, sanitary napkins, etc. that are provided to those in custody.

Be aware that the "Avg. Time in Custody" column will auto-fill from the 'Housing & Care Costs' worksheet column of the same name.

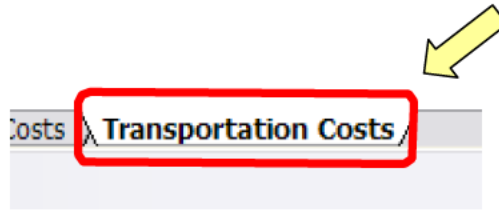
'Services Costs' Worksheet

The 'Services Costs' worksheet is used to estimate the costs associated with supplies, shipping, and other similar expenses related to the processing of an apprehended alien. Unlike the other tabs, this worksheet should list the cost per item rather than a total expenditure over the fiscal year. For example, if a file folder is used, then the cost of that single folder should be entered into the cost field.

Specific information on each column follows.

- *Category* – select the appropriate category from the drop-down list. Only list those items that have a quantifiable cost for use (i.e., do not include a single staple as the cost for that is negligible).
 - Supplies: any office or administrative supply that is used when processing the alien including folders, binders, etc. Only include these items when used solely for that alien (don't include the cost of a file drawer, only the cost of the individual file folder).
 - Shipping: include the cost of FedEx, etc. only when it relates to completing the processing of a single apprehension.
 - Other: include any item that does not fit into the other two categories; remember that only those things that are *directly* attributable to applying the current consequence to an alien should be included.
- *Item* – simply list the specific line item you are including (e.g., file folder).
- *Cost / Item* – as implied, enter the cost of a single item, even if more than one is used.
- *Quantity / Apprehension* – enter the amount of a specific item that is used in the processing of a single alien given the current consequence.
- *Est. Cost / App* – this field will automatically calculate based upon the cost per item and the quantity per apprehension.

‘Transportation Costs’ Worksheet



The ‘Transportation Costs’ worksheet is used to estimate the costs associated with transportation and travel when applying a consequence to an alien. Specifically, costs related to parking fees, fuel, and tolls are included. Any cost that is not directly attributable to the processing of a single alien receiving the consequence addressed by the current workbook should not be included, nor should any costs that are paid for by other than the Sector (e.g., G4S contract, costs reimbursed by USBP-HQ, etc.).

Specific information on each column follows.

- *Category* – select the appropriate category from the drop-down list.
 - Parking: list any fee for parking incurred during the processing of an individual and that is paid for by the sector.
 - Tolls: include any cost for tolls that a sector must pay while engaged in processing an apprehended alien.
 - Fuel: estimate the cost of fuel paid for directly by the sector during processing-related activities.
 - Other: if the sector incurs other costs directly related to the processing of an individual receiving a consequence, please select this category.
- *Item* – simply list the specific line item you are including (e.g., parking fee at courthouse).
- *Cost / Item* – as implied, enter the cost of a single item, even if more than one is used.
- *Quantity / Apprehension* – enter the amount of a specific item that is used in the processing of a single alien given the current consequence; default should be one (1).
- *Est. Cost / App* – this field will automatically calculate based upon the cost per item and the quantity per apprehension.

'Staffing' Worksheet

The staffing worksheet is not included in any of the cost estimates, and will be used to provide data for the “Staffing to the Program” factor in the Analysis of Alternatives spreadsheet. In this context, ‘staffing’ refers to the number of sector staff, both Agent and non-agent, who are assigned to work on a specific consequence on a full-time basis. Such assignments may either be permanent or on a detailed/short-term basis.

To complete this workbook, simply put the appropriate number of personnel in each column; the number of staff assigned to a headquarters component (such as the prosecutions office) should be in the “HQ” column, and the number of staff, if any, at the stations should be totaled and entered in the “Station” column.

As an example, a sector may have a Prosecutions Office that is responsible for handling all CCI and standard prosecution cases. Assuming there are 10 agents assigned to this office, the sector would put the number ‘10’ in the “HQ” column next to ‘CCI’, and ‘Standard Prosecution’. If, in addition, there were personnel at the station-level assigned to manage any cases that may be referred to the prosecutions office or to the AUSA’s office, then the total number from each of the stations should be put in the “Station” column next to ‘CCI’ and ‘Standard Prosecutions’. The “Total” column will compute automatically.

Further examples may be a sector OASISS team or an ATEP manager at the stations.

Unlike the cost estimates, the responses to this tab should be the same in EVERY classification’s workbook.

Questions?

If there are any questions regarding this instruction booklet, the workbooks, or the analysis in general contact the CDS Program Management Office; Policy Branch:

- HQ POC: Assistant Chief [REDACTED] (b)(6);(b)(7)(C)
- Phone: (b)(6);(b)(7)(C)