

U.S. Department of Justice
United States Marshals Service



**THE DIRECTOR'S REPORT:
A REVIEW OF THE
UNITED STATES MARSHALS SERVICE
IN FY 1988**

118862

U.S. Department of Justice
National Institute of Justice

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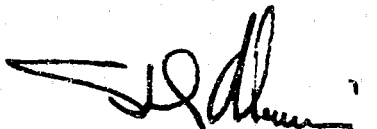
PREFACE

The United States Marshals Service occupies a unique place in the judicial and law enforcement system of this nation. Virtually every Federal law enforcement initiative involves the Marshals Service: producing prisoners for trial; protecting the courts, judges, attorneys, and witnesses; tracking and arresting fugitives; managing and disposing of seized drug assets; and taking custody of and transporting prisoners. The Federal criminal justice system simply *cannot function* without the successful performance of these diverse duties. As this report shows, the Marshals Service combined a growing workload with significant achievements in FY 1988.

Because the Marshals Service carries out such broad responsibilities, it has access to data on a wide range of issues—from average daily prisoner populations to the number of threats made against the Federal judiciary. Information on these issues and others has been collected in this report, which not only provides a comprehensive overview of the activities of the U.S. Marshals Service but also offers an inside look at our Federal judicial and law enforcement system. The annual report is becoming an increasingly valuable planning and management tool.

Information for this report was gathered over a 12-month period ending September 30, 1988. Data on workload and accomplishments are collected on a regular basis from the Marshals Service 94 district offices. Time utilization data are collected from all district employees and contract staff. Information concerning the workload of the Federal courts cited in this publication was obtained from the Administrative Office of the U.S. Courts.

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STANLEY E. MORRIS
Director

NCJRS
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ACQUISITIONS

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Executive Summary

The following highlights outline some of the major accomplishments achieved by the U.S. Marshals Service in FY 1988.

Fugitive Investigations

- Over the past fiscal year, fugitive arrests increased by nine percent to a total of 14,495 felony arrests.
- WANT II investigative teams arrested 249 fugitives, including 218 major narcotics fugitives, 12 of whom had been at large for eight years or longer.
- Sixty-eight foreign countries requested USMS investigative assistance in 183 cases. To date, 13 foreign fugitives have been arrested, 73 others have been located and are pending further action, and 33 cases have been administratively closed.
- The 237 cases requiring investigation abroad resulted in 33 extraditions, 28 pending actions where the fugitive has been located, and 102 cases which have been administratively closed.
- Criminal investigations accounted for 19 percent of all operational time expended by the USMS, down four percent from FY 1987.

Prisoner Processing and Detention

- The number of Federal prisoners received decreased by six percent while the amount of time prisoners were detained in custody increased significantly. The resulting daily average number of prisoners in USMS custody grew by 22 percent to 8,857 prisoners in FY 1988.
- The average number of days a prisoner was detained, in both Federal and contract facilities, increased from 30 days in FY 1987 to 36 days in FY 1988.
- Due to a continuing shortage of field personnel, only 53 percent of the required 1,085 jail inspections were completed. These 575 inspections represent a 20 percent increase in inspections from FY 1987.
- In return for necessary renovation or construction of detention facilities, local jails agreed to guarantee 373 bedspaces for USMS prisoners in 13 districts for \$7.63 million under the Cooperative Agreement Program.
- This year under the Federal Excess Property Program, the USMS transferred \$1.44 million of excess property to 95 state and local jails and

correctional facilities in 36 districts. The Program is part of the effort to give local jails an incentive to provide temporary jail space for Federal prisoners.

Prisoner Production and Transportation

- Since FY 1987, the number of prisoner productions for court appearances increased 27 percent to 379,000 productions. Meanwhile, the average number of productions per prisoner increased from 3.6 to 4.6 this year.
- The number of prisoner movements increased by 10 percent to 92,051 and the total hours expended in district support of prisoner transportation increased by 11 percent.
- The cost per movement by USMS airlift was only \$212, compared to \$783 per prisoner via commercial aircraft and \$1,331 by chartered aircraft.
- Using USMS centralized ticketing, the National Prisoner Transportation Service saved \$817,002 in commercial airline fares in transporting prisoners and \$266,134 in expenses for deputies traveling on USMS special assignment.

Protection of the Judiciary

- In FY 1988, 43,503 cases were initiated against 59,977 criminal defendants; a three percent increase in case load and a four percent increase in total defendants. Drug-related offenses increased 16 percent. Preliminary magistrate proceedings increased by seven percent. This includes a 24 percent rise in detention hearings.
- Court Security Officers detected 55,910 weapons, of which 45 percent were firearms, and confiscated 8,685 weapons which were being taken into U.S. courthouses. CSOs made 45 arrests and assisted in arresting, or turning over to local law enforcement, 177 others.
- Deputy U.S. Marshals spent 31 percent of their time providing protection to 507 Federal judicial facilities and 1,611 judges and magistrates. During the year, no prisoner successfully escaped from a courtroom, no judicial officer was harmed while under protection initiated by a threat, and no judicial proceeding was disrupted to the extent that justice was thwarted.

Witness Security

- The Witness Security Program admitted 255 new principal witnesses, bringing the cumulative total of witnesses to 5,649, up five percent from 1987.

- There were 3,132 production days, an increase of 73 percent over FY 1987. The increase reflects the trend of multiple witnesses testifying at trials of long duration. No witness following the guidelines of the Program was injured or killed.
- In cases where protected witnesses testified, over 86 percent of the defendants were convicted. Of these 3,891 convictions, 81 percent were imprisoned, with 89 defendants receiving either life imprisonment or death sentences.

Execution of Court Orders

- Of the 333,987 non-warrant court orders received by the USMS, 63 percent were served in person, 22 percent were served by mail, and 15 percent were returned unexecuted after one or more attempts to deliver them in person.

Government Seizures

- The gross income of the Assets Forfeiture Fund totalled \$275 million in FY 1988. This included the \$68 million carry-over from FY 1987. Subtracting FY 1988 expenditures, the carry-over for FY 1989 is \$19.1 million.
- Cash accounted for approximately 44 percent of the assets under seizure, while real estate property accounted for 36 percent. The remaining 20 percent included conveyances (e.g., cars, boats, planes) and other assets, such as jewelry, antiques, and livestock.

Special Operations and Intelligence

- USMS personnel escorted 1,331 missile convoys, a 23 percent increase over the number of convoys escorted in FY 1987.
- The Special Operations Group (SOG) participated in 53 special assignments in FY 1988, including 16 major operational details and 12 special training courses. Major operational details included suppression of the disturbances at the Federal prisons in Oakdale, Louisiana, and Atlanta, Georgia; movement of high risk prisoners; and arrest of extremely dangerous fugitives.
- The number of reported threats to the judiciary totaled 213. At least one potentially serious threat against the judiciary was reported in 63 of the 94 districts.

CHAPTER I

Overview of the U.S. Marshals Service

The Judiciary Act of 1789, one of the first major actions of the first Congress of the United States, created the office of U.S. Marshal and established the Federal judicial system. President George Washington appointed the first 13 U.S. Marshals, whose broad mission was to provide support to the courts and to execute all lawful precepts directed under the authority of the United States.

This broad mandate entailed a wide variety of functions. The Marshals and their Deputies served the subpoenas, summonses, writs, warrants, and other process issued by the courts, made all arrests, and processed all Federal prisoners, as well as disbursed the funds, and paid the fees and expenses of the court clerks, U.S. Attorneys, jurors, and witnesses. They also rented the courtrooms and jail space, and hired the bailiffs, criers, and janitors. In short, the Marshals and their Deputies performed all the details necessary for the courts to function.

From 1789 to 1853, the Marshals reported to the Secretary of State. In 1853, the Attorney General began assuming the Secretary's role of providing guidance and at times issuing specific orders. In 1969, the Marshals were centralized by order of the Attorney General with the creation of the U.S. Marshals Service and the establishment of an Office of the Director. This action was in response to the tumultuous domestic situation of the 1960's which

called for centralized coordination of the Marshals' activities. Today, the U.S. Marshal continues to be a Presidentially-appointed agent of the Department of Justice, whose activities are supervised and coordinated by the Director of the Marshals Service under the authority of the Attorney General.

As FY 1988 ended, legislation was pending in Congress which would alter once again the structure and responsibilities of the Service. Although the legislation was not passed until early FY 1989, many of the FY 1988 policy developments and workload accomplishments were made in anticipation of its enactment.

**After two centuries
of evolution,
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still provides the critical link
between the Executive and
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ensuring the effective
operation of the Federal
criminal justice system.**

After two centuries of evolution, today the basic functions of the Marshals Service are as crucial as ever to the Federal justice system. The Marshals Service provides the critical link between the Executive and

Judicial Branches, serving as the law enforcement agency performing Executive Branch functions that are essential to the operation of the justice system. Through this review of the U.S. Marshals Service (USMS) functions and FY 1988 accomplishments, this report provides a portrait of the organization, its responsibilities, and its role in the Federal justice system.

**The USMS is involved
at all stages of the
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from warrant investigation
to disposition
of the defendant.**

The USMS is involved throughout the various stages of the criminal justice system. Involvement begins at the investigation and arrest stage for those defendants or prisoners who escape or violate bond, probation, or parole (Fugitive Investigations). In addition, the USMS has custody of all Federal pretrial detainees. Upon receipt of the defendant, the USMS must process the individual, which involves fingerprinting, photographing, and recording personal information (Prisoner Processing and Detention). The defendant may be moved from one jail or court location to another and is produced for judicial proceedings and trial as needed (Prisoner Transportation and Production). The trial may require additional security or protection for officers of the court (Protection of the Judiciary). Successful prosecution, particularly in orga-

nized crime cases, may require protection for witnesses (Witness Security).

Also, the Court issues process related to the case, i.e., subpoenas, writs of habeas corpus, which must be served by a Deputy U.S. Marshal (Execution of Court Orders). The issued court orders may include seizure and forfeiture actions which require the custody and management of assets obtained from illegal activities (Government Seizures).

Thus, the USMS is involved at all stages of the Federal justice system from warrant investigation to disposition or release of the defendant or offender. The USMS role throughout the system can be seen through its seven functional areas outlined below:

Fugitive Investigations

- Execution of Federal arrest warrants emanating from the U.S. Courts, including those for the majority of probation and parole violators, mandatory release violators, bond default fugitives, and escaped Federal prisoners;
- Execution of international extraditions; and
- International fugitive operations.

Prisoner Receipt and Processing

- Photographic, fingerprinting, and vital statistic compilation for all arrested Federal prisoners; and
- Custody and care of all remanded Federal prisoners.

Prisoner Production and Transportation

- Secure and timely presentation of prisoners for court appearance; and
- Transportation services for Federal detainees remanded to Marshals Service custody, throughout justice system processing and transfers between Federal institutions.

Protection of the Judiciary

- Personal protection for the Federal judiciary and their family members;
- Analysis of threats against the Federal judiciary;
- Protection of jurors, and all other persons serving the court;
- Management of the Court Security Officer program to provide perimeter security at Federal courthouses; and
- Staffing for courtroom and courthouse security, advice and intelligence support, and other protective services as may be required.

Witness Security

- Witness protection, relocation, and child visitation services in return for testimony in critical criminal cases.

Execution of Court Orders

- Execution of all Federal court orders, including government and private, civil and criminal process.

Government Seizures

- Seizure, management, and disposal of assets under custody of the Justice Department.

In addition, through the Special Operations and Intelligence functions, the Marshals Service provides support to a wide range of emergency situations; distinct activities, such as providing a civilian law enforcement escort for nuclear missiles; and information and analysis of potential threats to the criminal justice system.

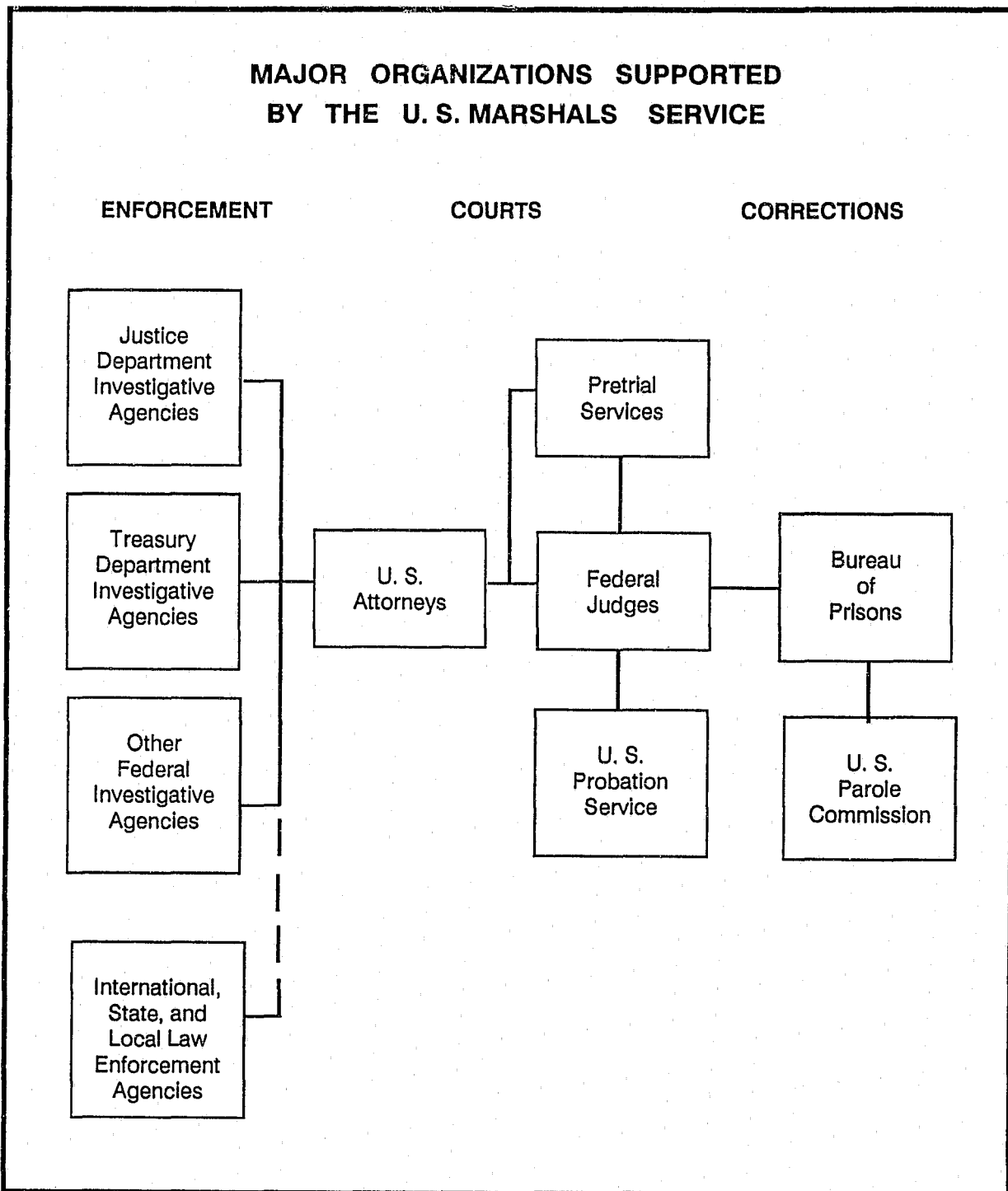
As depicted by the chart on the next page, the work of the Marshals Service can be considered in terms of its support to the major organizations of the system. (Also see Appendix A.)

The Marshals Service facilitates the functioning of other criminal justice organizations by providing a variety of specialized support services.

The USMS not only serves as a primary investigative agency performing felony fugitive arrests, but also facilitates the functioning of other criminal justice organizations by providing a variety of specialized support services such as judicial security, witness protection, detention of prisoners, prisoner transportation, prisoner presentation to court, and seized

asset management. In addition, the USMS works extensively with international, foreign, state, and local law enforcement agencies on a variety of justice system operations.

Because of the range of responsibilities and the relatively small size of the organization, personnel in the Marshals Service work in every program area. The chart on the next page shows how the USMS

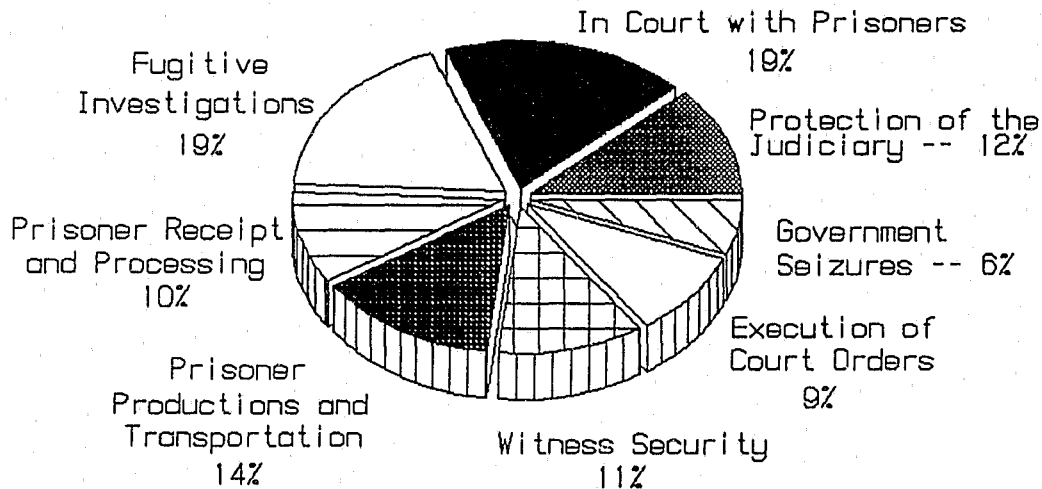


operational hours were expended in FY 1988. Security for the judicial system, which includes Protection of the Judiciary (12 percent) and In-Court with Prisoners (19 percent), requires the largest expenditure of time, followed by Fugitive Investigations (19 percent), Prisoner Receipt and Processing (10 percent), Prisoner Production and Transportation (14 percent), Witness Security (11 percent), Ex-

ecution of Court Orders (nine percent), and Government Seizures (six percent).

The chapters of this report follow the order in which defendants or offenders come into contact with the USMS and the Federal justice system as previously described. The chapters provide a comprehensive view of USMS FY 1988 activities and workload accomplishments.

Time Expended by Deputy U.S. Marshals in FY 1988



CHAPTER 2

Fugitive Investigations

The efforts of the Marshals Service in Fugitive Investigations throughout FY 1988 continued to justify the Service's reputation as the "Best Fugitive Hunters in the World".

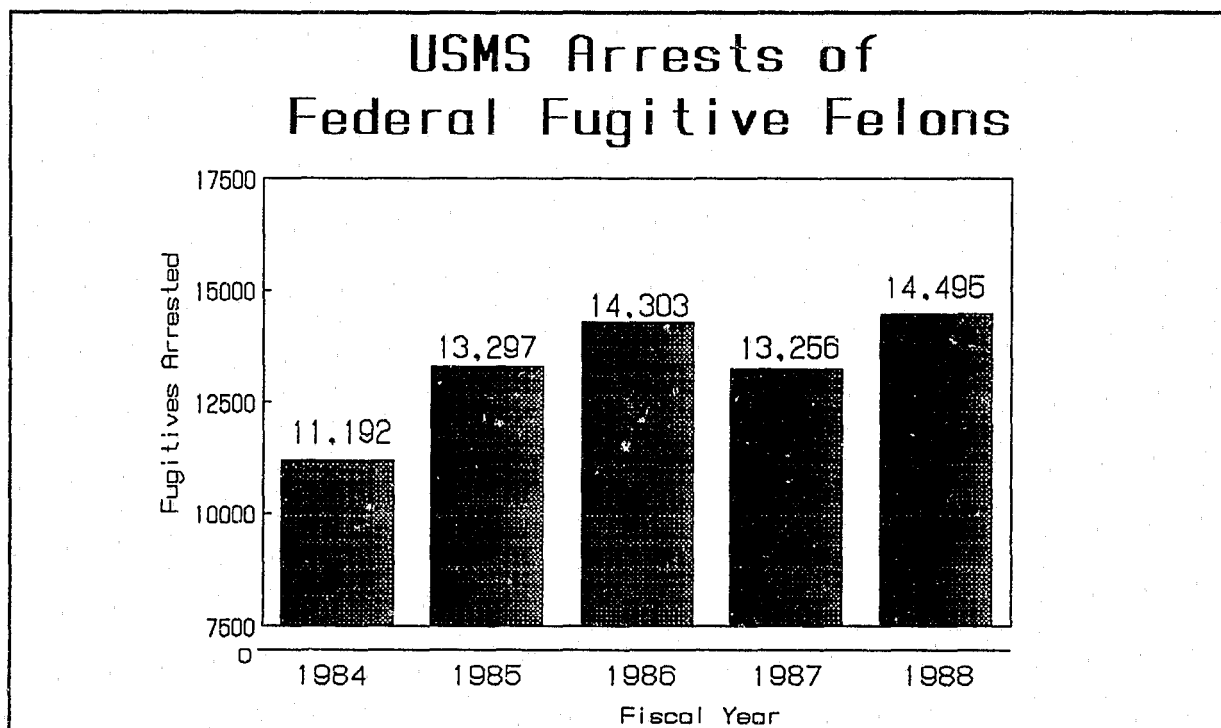
Because of its statutory responsibility for executing all Federal arrest warrants, the Marshals Service receives a copy of all warrants issued by the Federal courts. In 1988, the USMS received a total of 75,097 Federal warrants. Of this total, 12,209 were designated as USMS priority warrants. USMS priority warrants are for escape, bond default, parole and probation violations, and felony violations in cases where the originating agency does not have arrest authority.

During FY 1988, the Marshals Service arrested 14,495 Federal fugitive felons, an increase of 1,239 from FY 1987.

Marshals continue to utilize both innovative and traditional methods to locate and arrest fugitives. During this past year, the USMS used "sting" operations, task forces, sophisticated electronic equipment, and "a lot of shoe leather" in accomplishing this important mission.

Program Overview

In 1979, the Attorney General recognized the need for a specialized law enforcement entity to help combat the growing Federal fugitive problem. The USMS was mandated to serve as the lead



fugitive apprehension force within the Federal government. In this respect, the USMS:

- locates and apprehends fugitive felons;
- conducts regional Fugitive Investigative Strike Team (MINI-FIST) and Warrant Apprehension Narcotics Team (WANT) operations to locate large numbers of Federal, state, and local fugitives in a short time using a multi-agency task force concept;
- conducts criminal investigations within the United States on behalf of foreign country Interpol members;
- coordinates and conducts all international extraditions for the United States; and
- participates in special Federal task forces, such as the Organized Crime Drug Enforcement (OCDE) Task Force.

Execution of Warrants

The USMS has primary responsibility to investigate Federal warrants for escape, bond default, parole and probation violations, and felony violations in cases where the originating agency does not have arrest authority. In addition, the Marshals Service has the policy of assisting other Federal agencies with arrests in conjunction with any outstanding warrants. The Service also assists foreign governments in locating fugitives in the United States.

The chart below highlights the USMS fugitive workload and program accomplishments. In FY 1988, criminal investigations accounted for 19 percent of all operational time expended by the USMS.

15 Most Wanted Fugitives

The USMS created its "15 Most Wanted" list in 1983. The 86 fugitives who have appeared on this nationally distributed list are considered to be major

Categories	Received During Year	Warrants Closed				On Hand Beginning Of Year ('88)	On Hand End Of Year ('88)
		USMS Arrests	Other Agency Arrests	Detainers Filed	Dismissals		
USMS Felony							
Fugitive	12,209	7,422	447	2,480	810	9,845	10,896
Other Felony	26,346	7,073	11,526	3,595	3,896	19,612	19,868
Misdemeanor	36,542	10,431	1,750	829	21,232	29,900	32,199
TOTAL	75,097	24,926	13,723	6,904	25,938	59,357	62,963

criminals of extreme danger to the community or involved in high-profile cases. The investigation of these most wanted felons involves the use of "task forces," with investigative support being provided at the national level to coordinate leads and resources throughout the country.

The following chart indicates the range of original offenses with which these fugitives are charged.

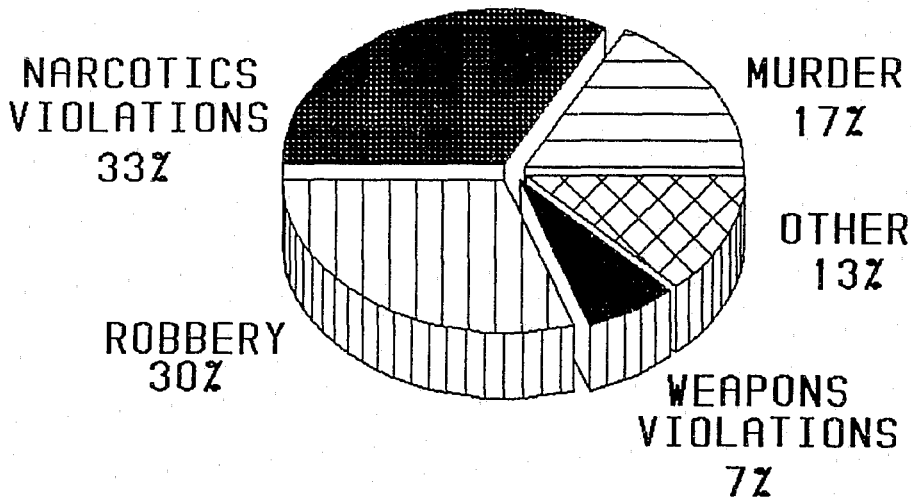
FY 1988 was a landmark year for the "15 Most Wanted" Program. A record total of 19 fugitives on the list were arrested or located during FY 1988, bringing to 72 the total number of "15 Most Wanted" cases which have been closed.

Among the most notable FY 1988 arrests were the following:

RICHARD "RICKY" DOUGLAS CRAVERO: On January 27, 1988, U.S. Marshals and Detectives from the Metro Dade Police Department in Florida arrested escaped torture-killer and drug trafficker Richard Cravero. Cravero is the reputed leader of the "Dixie Mafia," which is believed by law enforcement officials to be responsible for at least 35 drug-related murders and disappearances throughout the country.

Cravero escaped September 8, 1987, from the Union Correctional Institution in Raiford, Florida, where he was serving three life sentences for multiple murders.

Original Charges Against Federal Fugitives on USMS "15 Most Wanted" List



He also faces an additional 50 years of Federal sentences from convictions on charges of possession of explosive devices, possession and distribution of dangerous drugs, and conspiracy to procure perjured testimony from a witness. His criminal record dates back to 1970 for convictions including first degree murder, drug offenses, intimidation, and aggravated assault.

LEE R. THURMAN: On April 14, 1988, U.S. Marshals arrested parole violator Lee Thurman in Centreville, Virginia. Thurman had been added to the "15 Most Wanted" list on August 2, 1984. The arrest was the result of a cooperative effort between the Marshals Service and the Fairfax County Police Department.

In April of 1974, Thurman and an accomplice robbed a bank, took hostages, and escaped from the police after a shootout and car chase. Arrested several weeks later, Thurman was sentenced to 20 years and paroled in December 1980. In May of 1983, Thurman violated his parole when he was charged with robbery of a department store in Chattanooga, Tennessee. Thurman and an accomplice allegedly lcoholbound and gagged the store security guard, then used a forklift to pick up the store's safe, drive it through a wall, and load it into a dump truck. They escaped with \$30,000 in cash and jewelry.

ADAMS OTIS FISHER: Adams Fisher, a Bandido Motorcycle club member, was arrested on August 1, 1988, in El Paso, Texas, by U.S. Marshals, assisted by Alcohol, Tobacco, and Firearms (ATF) agents and local police. Originally charged with a firearms violation, Fisher was a probation violator who also was wanted by Corpus Christi Police for a throat slashing

murder he was accused of committing in 1986, by ATF for bombing conspiracy, and by the Drug Enforcement Administration (DEA) for narcotics violations.

Fisher's 1986 murder charge alleges that he slashed the throat of a patron at a bar and then returned to his table to finish his drink while the man bled to death. At the time of Fisher's arrest by the U.S. Marshals, he was armed with a .25 caliber automatic pistol, but no shots were fired during his arrest.

KEM LEONARD MARTINSON: Kem Martinson, a self-proclaimed mercenary who deals in narcotics and firearms, was arrested by U.S. Marshals in a hotel in Las Vegas, Nevada, on July 28, 1988. Martinson had been wanted since early 1987 for failure to surrender in Topeka, Kansas, to serve a three year prison sentence following a conviction for sale and distribution of narcotics and firearms.

Martinson was known to be affiliated with a narcotics network operating in Kansas, Florida, Colorado, and California. During Martinson's initial arrest, a search warrant was executed and agents located 70 weapons of various caliber in his house.

JOHN MATTHEW BOSTON: John Matthew Boston was arrested in Montego Bay, Jamaica, on October 28, 1988, after a joint investigation by U.S. Marshals and Jamaican Police. Boston was added to the "15 Most Wanted" list on August 29, 1988. Boston violated his Federal parole in February of 1986, when he was charged with murder in Ridgeland, South Carolina. Boston was also wanted for questioning in a murder which occurred in

Ashland, Kentucky. Both homicides were drug-related.

Boston was originally arrested in New York, and charged with bank robbery. Boston and an accomplice had stolen, at gun point, \$186,000 during a 10 minute bank robbery. He was sentenced to 20 years for armed robbery. While being tracked by the U.S. Marshals and the FBI, Boston allegedly committed three additional bank robberies and the murder in South Carolina.

Task Force Operations

The Marshals Service has always emphasized working with other law enforcement agencies to accomplish their mutual responsibility of enforcing laws and protecting the public. In recent years, this policy has been formalized through several programs targeted at specific levels of cooperation.

FIST Operations

The Fugitive Investigative Strike Team (FIST) program was initiated in 1981. FIST was designed to address the problem which all jurisdictions face of fugitives who commit additional crimes. Whether evading Federal, state, or local justice systems, the majority of fugitives continues to commit crimes while remaining at large. These felons present a problem to all jurisdictions, particularly when they have been convicted on such charges as narcotics trafficking, robbery, murder, rape, grand theft, and other felonies. Taking the lead in fugitive investigations, the USMS encourages state and local governments to join in organized task force efforts, called FIST operations, to decrease the population of fugitive felons in the target areas.

In FY 1987, the Marshals Service changed the focus of the FIST operations from major geographic areas to smaller areas. Generally known as MINI-FISTs, these special task forces are spearheaded by USMS district offices and involve Federal, state, and local law enforcement agencies. The agencies share resources such as information from investigations, office space, equipment, and personnel to track down and apprehend fugitives. The joint efforts have developed into an effective and cost efficient method of returning fugitives to the criminal justice system.

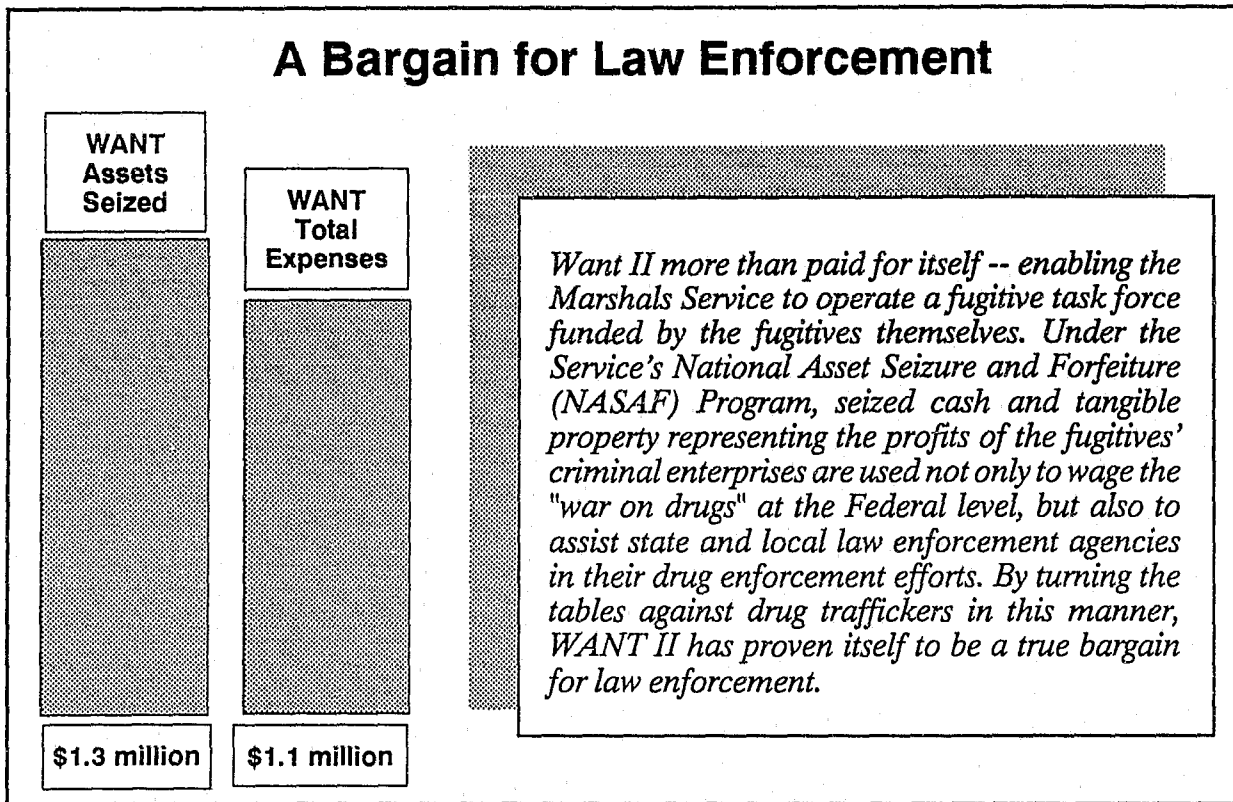
The law enforcement organizations and the communities which they serve benefit from the apprehension of fugitives. Long term benefits also occur as the task forces are followed by improved working relationships among the participating agencies. Cooperation among Federal, state, and local law enforcement agencies last long after FIST and MINI-FIST operations are concluded.

The WANT program was designed to demonstrate that a full-time, concentrated effort targeting narcotics fugitive cases could have a significant impact on the growing backlog of fugitive cases.

The WANT Program

In the forefront of accomplishments in FY 1988 was the extremely successful Warrant Apprehension Narcotics Team (WANT) II operation. Implemented as a

A Bargain for Law Enforcement



pilot program in FY 1987, the first WANT was designed to demonstrate that a full-time, concentrated effort targeting narcotics fugitive cases could have a significant impact on the growing backlog.

WANT II confirmed this premise. In 10 weeks, operating in seven major cities, USMS investigative teams arrested 249 fugitives, including 218 major narcotics fugitives who had previously eluded capture. Among those apprehended were 12 drug traffickers who had been at large for eight years or longer.

WANT's target, the growing backlog of narcotics fugitive cases, is the result of two contributing factors: the limited resources available to law enforcement agencies and the plentiful resources available to

narcotics fugitives. In recent years, Federal law enforcement agencies have focused their resources on stemming the flow of narcotics into the United States. Their efforts to prosecute the targets of their investigations are frustrated if the defendants become fugitives; however, because of limited resources, agencies cannot give adequate attention to the recapturing of narcotics fugitives.

Meanwhile, with little regard for national boundaries or law enforcement jurisdictions, and with extraordinary amounts of cash at their fingertips, narcotics fugitives have been able to easily avoid recapture and prosecution. This combination of events resulted in an increase in narcotics cases of more than 24 percent in the last two years.

The WANT program was headquartered in El Paso, Texas, and operated there and in six other cities (Galveston, New Orleans, Mobile, Tampa, Miami, and Jacksonville). In 10 weeks of operation, 105 USMS investigators working in teams made 249 arrests, including 218 narcotics fugitives; cleared 402 narcotics warrants; and initiated appropriate judicial and diplomatic actions against eight fugitives who were located outside of the jurisdiction of the U.S. Courts.

The first phase of the WANT program was the development of Marshals Service investigative files on every outstanding Federal narcotics fugitive. Careful attention to the administrative details in the cases produced the first results: 184 warrants were "cleared" by determining that a number of fugitives were already in jail or otherwise not prosecutable (in some cases, the fugitives were deceased).

The U.S. Attorneys and the investigative agencies were asked to prioritize the remaining fugitives based on their importance to ongoing prosecutions or the impact their recapture would have on the narcotics traffic.

WANT investigators not only arrested narcotics fugitives, but also seized assets and contraband which the fugitives had in their possession. Seized in the operation was \$231,000 worth of cocaine, marijuana, and other narcotics; 37 weapons valued at over \$10,000; \$57,000 in cash; and personal and real property valued at almost \$1,200,000.

In addition to removing major felons from their fugitive status, the WANT program provided an auxiliary benefit to the Marshals Service through the design and implementation of a computer

program capable of storing and sorting through massive amounts of details from the fugitive case files. Marshals Service personnel developed this program to generate investigative leads which the teams use in pursuing the fugitives.

International Fugitive Operations

The Marshals Service continues to serve as a point of coordination for international investigations. This responsibility includes the management and coordination of all international investigations and extraditions referred to and from the USMS.

**The Marshals Service
establishes and maintains its
international contacts
through Interpol
the Department of State,
the CIA, EPIC, NNBS,
foreign embassy law
enforcement attachés,
foreign governments,
and other sources.**

The Marshals Service establishes and maintains its international contacts through Interpol (with two representatives assigned to the National Central Bureau Interpol offices in Washington, D.C., and one assigned to Interpol's General Secretariat in St. Cloud, France), the Department of State, the Central Intelligence Agency, the El Paso Intelligence Center (EPIC), the National Narcotic Border Interdiction System (NNBS), foreign embassy law enforcement attachés, foreign governments, and other sources.

One example of the support which these international contacts provides to the operational employees of the Marshals Service is demonstrated by the volume of activity at EPIC. EPIC provides information and disseminates intelligence reports. In FY 1988, the Marshals Service's ranking in EPIC resource usage increased from seventh to fourth of the 10 participating Federal agencies.

In FY 1988, 237 cases in 42 different USMS districts required investigation abroad. Thirty-nine different foreign law enforcement agencies were asked for assistance in these cases. Thirty-three fugitives were arrested, 28 were located and are pending further action, and 102 cases were administratively closed.

**The Marshals Service
was asked
by 68 foreign countries
to assist in investigating
183 cases.**

During this same time, 68 foreign countries asked the Marshals Service for investigative assistance in 183 cases. Fifty USMS districts were tasked with providing this assistance. By the end of the year, 13 foreign fugitives had been arrested, 73 others had been located and were pending further action, and an additional 33 cases were administratively closed.

Requests for investigative assistance in 38 additional cases came to the Marshals Service through the Department of Justice Office of International Affairs. These cases were referred to 18 USMS districts. Twelve fugitives were arrested by the

USMS in these cases, three others were located and are pending further action, and two cases were administratively closed.

Noteworthy international cases include the following.

- *Juan Matta Ballesteros* was arrested by the Marshals Service in Puerto Rico after his expulsion from the Dominican Republic. Matta Ballesteros was wanted for escape from Eglin Federal Prison Camp and faces life without parole on his drug charges. An accused kingpin of one of the largest narcotics trafficking cartels in the world, Matta was arrested on warrants charging him with escape from Federal custody, conspiracy to smuggle cocaine, possession with intent to distribute cocaine, and engaging in continuing criminal enterprise.
- *Colin Hawks Room* was wanted by the Australian authorities for embezzling approximately \$4,000,000 in Australian currency. In response to a request from the Australian Federal Police, U.S. Marshals conducted an investigation including leads from Hawaii, California, Florida, and New York. Room was known to have traveled extensively between these states while in hiding, as he completed the manuscript for his book entitled *The Tasmanian Devils*. The investigation ultimately led Deputy U.S. Marshals to an address in Washington, D.C., where Room was arrested.
- *Eric Rubin* was arrested in Israel as a result of information supplied by the U.S. Marshals who had been

working the case along with Scotland Yard officers. Along with 12 others, Rubin is suspected of robbing £40 to £60 million from a bank in England. Authorities describe this as one of the largest bank robberies in England's history.

Investigation by the Marshals Service and Scotland Yard tracked Rubin through a girlfriend from New York to Los Angeles. Deputies in Los Angeles were able to make a visual sighting, but were unable to make an apprehension due to heavy traffic. Information was later received that Rubin left the United States and flew to Israel, where he was subsequently arrested.

- *Michael Hermann Kortmann* was wanted by the Federal Republic of West Germany for fraud in excess of 20 million Deutsch marks. An executive of a leasing company in Cologne and Dusseldorf, West Germany, Kortmann was suspected of transferring the money to Switzerland through the United Kingdom and Guernsey by producing fictitious invoices from June 1983 through August 1987.

Although Kortmann was known to be traveling extensively across the United States, Marshals Service investigators linked him to a bank in San Francisco, where he was making substantial money transactions. Surveillance of the bank resulted in Kortmann's arrest by USMS investigators in October 1988. At the time of his arrest, Kortmann had \$46,322 in U.S. currency, \$290,853 in foreign currency, \$18,064 in

cashiers checks, and numerous false identification documents with him.

Extraditions

The USMS is responsible for handling international extraditions involving individuals who have violated Federal criminal law. This responsibility was assigned to the USMS in 1977 when a Memorandum of Understanding was executed between the Department of State and the Department of Justice. This memorandum transferred to the Department of Justice the appropriation authority for extraditing fugitives charged with criminal offenses from foreign countries to the United States.

Since FY 1977, the Marshals Service has had the responsibility for extraditing from foreign countries to the United States fugitives charged with criminal offenses.

The responsibility includes performing international extraditions for Federal, state, and local agencies. Extraditions performed for other Federal agencies are funded by the USMS, while extraditions performed for state and local agencies are completed on a reimbursable basis.

The extradition process is complicated and time-consuming. In some cases where the international dimensions have been defined clearly in advance, the USMS works directly with foreign police (i.e., in FIST-related cases or cases involving expulsions or deportations). In other situ-

ations, the process involves coordination with the host government, the Office of International Affairs at the Department of Justice (which must approve each request for extradition), the Department of State (which must formally present the warrant through its diplomatic channels), the district where the warrant originated, and any other Federal, state, or local agency involved in the extradition.

In cases where the fugitive has organized crime connections, affiliation with a terrorist group, or is a member of a known dangerous gang, stringent security arrangements must be made. These may include increasing the number of personnel escorting the fugitive, pre-arranging the use of a military base, and using military aircraft if necessary.

**In FY 1988, the USMS
conducted 175 international
extraditions.**

In FY 1988, the USMS conducted 175 international extraditions. Examples of FY 1988 high profile fugitive extraditions are:

- *Pilar Perada-Villapudua*, a USMS "15 Most Wanted" fugitive, was expelled from Mexico to Yuma, Arizona, based on his U.S. charges. Perada-Villapudua was wanted for failure to appear on original cocaine smuggling charges. He was also suspected of being involved in a 1978 shoot-out with DEA agents. Perada-Villapudua received a 20-year sentence after his return to the United States.
- *Francisco Caro* was extradited to California from Canada for numerous drug charges. His wife, Yolando Caro, had been extradited from Canada to California in FY 1987. Caro is the cousin and alleged right-hand man of Caro Quintero, head of one of the three top Mexican drug cartels. Both Francisco and Yolando Caro possess in-depth knowledge of Quintero's cartel, which was involved in the torture-killing of DEA Agent Enrique Camarena.
- *David Friedland*, another USMS "15 Most Wanted" fugitive, was deported from the Maldives, a former British colony located in the Indian Ocean, to New Jersey. After becoming suspicious of Friedland and his activities, the Maldives national police conducted a background investigation which revealed an outstanding Interpol Red Notice identifying him as a USMS fugitive. Friedland, a former New Jersey Senator, was wanted for failure to surrender to begin serving a seven-year sentence following his conviction for major fraud and obstruction of justice.
- *Harvey Milton Prager* was extradited from London to Maine for conspiracy to possess with intent to distribute over 1,000 pounds of marihuana. Prager, along with approximately 20 other individuals, was involved in the biggest drug smuggling conspiracy in Maine history. At his trial in Maine, Prager requested that instead of being sent to prison he be allowed to open a hospice to treat AIDS patients and other terminally ill individuals.

After Prager was found guilty, the judge placed him on five-year probation with the stipulation that he open and operate a hospice for AIDS patients and terminally ill individuals for the entire five-year period. If Prager fails to meet the stipulation of the Judgment and Commitment, he must serve a five-year prison term.

Organized Crime Drug Enforcement Task Forces

The Marshals Service has participated in Organized Crime Drug Enforcement (OCDE) Task Force operations since 1982. This program involves a coordinated drug enforcement effort in 13 OCDE task force regions and promotes the full use of investigative techniques and forfeiture actions to impede major criminal organizations.

One Deputy U.S. Marshal is assigned to each of the 13 USMS OCDE Task Force locations in Atlanta, Baltimore, Boston, Chicago, Denver, Detroit, Houston, Los Angeles, Miami, New York, St. Louis, San Diego, and San Francisco.

During FY 1988, the 13 OCDE task forces were responsible for the return of 3,809 indictments and the seizure of over \$292 million in cash and property.

OCDE cases impact all aspects of USMS operational and administrative functions. The operations of the OCDE task forces generate work in the areas of international extraditions, witness security, criminal investigations, and asset seizures.

Through its involvement with the OCDE Task Forces, the Marshals Service participates with other Federal law enforcement agencies in a coordinated effort to fight major criminal organizations.

Fugitive Investigations is a diverse and challenging USMS function involving domestic and international fugitive operations, executing warrants, and participating in task forces and other joint operations. Within these activities, the USMS interacts routinely with various law enforcement agencies from Federal, state, and local governments, and international organizations. These interactions often result in innovative and resourceful means to effectively carry out the historic duty of the USMS to bring fugitives to justice.

CHAPTER 3

Prisoner Processing and Detention

The USMS is responsible for all Federal prisoners detained for judicial proceedings. Its Prisoner Support Program was established to ensure expeditious, economical, and secure methods for the receipt, processing, custody, and production of Federal prisoners. This responsibility includes the need to acquire sufficient, acceptable detention space for Federal prisoners undergoing judicial proceedings who must be detained in non-Federal facilities.

Each individual arrested or detained for violation of a Federal statute must be brought before a magistrate or judge for an initial hearing. Upon completion of the hearing, the prisoner may be remanded to the custody of the USMS until such time as the charges are dismissed or the prisoner is released on bond or personal recognizance, is tried and acquitted, or is convicted and delivered to an institution for service of the imposed sentence.

Program Overview

The USMS assumes custody of individuals arrested by all Federal agencies and maintains custody of detained illegal alien material witnesses. Each individual brought into USMS custody who has not been previously in the Federal prison system is assigned a prisoner control number, fingerprinted, and photographed. Records are established for criminal and personal data,

personal property, medical history, and other information. Inquiries are made through the National Crime Information Center (NCIC) and various state or regional data bases to determine if there are other outstanding charges against the person, and requests for name and fingerprint checks are forwarded to the Federal Bureau of Investigation.

**USMS responsibility
for a Federal prisoner
lasts from the time
the prisoner is remanded
into custody until the prisoner
is released on bond,
has the charges dismissed
or is acquitted, or is convicted
and delivered to a Federal
institution for service of the
imposed sentence.**

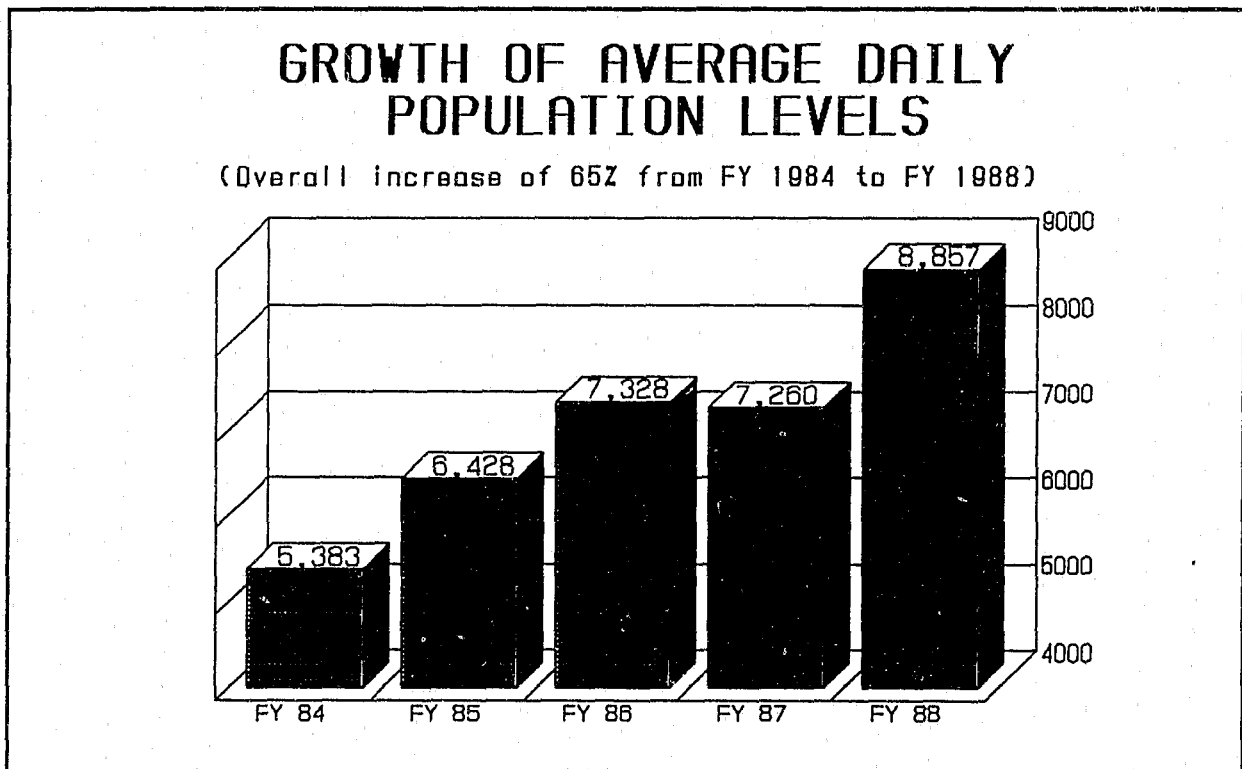
The USMS is also responsible for the negotiation, award and administration of approximately 858 intergovernmental agreements (IGAs) with state and local detention facilities for housing USMS prisoners when Federal facilities are not available. The Cooperative Agreement Program (CAP) and the Federal Excess Property (FEP) Program are designed to provide assistance to those state and local facilities that provide housing for Federal prisoners.

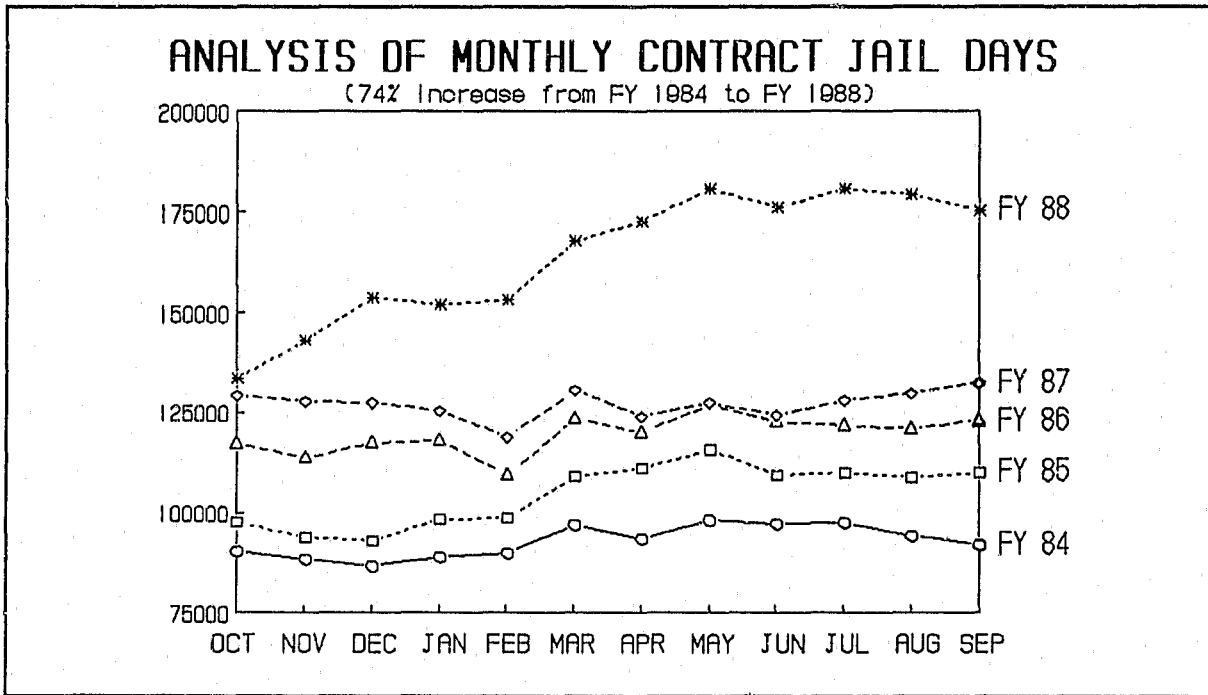
Responsibility for the detention of prisoners is challenging in its diversity and complexity. Deputy U.S. Marshals, for example, are faced with such complex issues as investigating inmate suicides, arranging for the hospitalization and care of prisoners with terminal illnesses or contagious diseases such as AIDS, finding lodging for dependent children of prisoners and alien material witnesses, and deciding whether the USMS will grant the transfer of prisoners to state authorities pursuant to state writs. The Federal courts also call upon USMS personnel to investigate and resolve prisoner complaints against local jails.

In FY 1988, the receipt and processing of prisoners consumed 10 percent of all Deputy U.S. Marshal duty hours. This included time spent in the actual receipt of prisoners as well as time spent in

inspections of local jails or in administering interagency agreements with state or local detention facilities.

The implementation of the Comprehensive Crime Control Act (CCCA) of 1984 impacted several USMS workload areas. These include the custody and housing of pre-trial defendants; production of defendants at detention and other judicial hearings and trial; and the apprehension of defendants who have violated release conditions or have failed to appear for trial. While the nature of these responsibilities of the USMS did not change with the enactment of the CCCA, the volume of work has increased considerably. In addition, the administration's law enforcement initiatives against organized crime and drug trafficking have also contributed to USMS workload increases.





In FY 1988, the number of Federal prisoners received decreased six percent, from 83,929 in FY 1987 to 82,144 in FY 1988. While the number of prisoners received has stabilized in recent years, the amount of time the prisoners are detained in custody has grown enormously, generating a massive increase in the USMS average daily prisoner population. In FY 1988, the daily average number of prisoners in USMS custody was 8,857, up 22 percent from FY 1987 and 65 percent from FY 1984.

The average length of prisoner detention for both Federal and contract facilities increased from 30 days in FY 1987 to 36 days in FY 1988. The number of inmate days in contract facilities increased 74 percent from FY 1984 to FY 1988.

Since FY 1984, the USMS has experienced increases in the volume of

work relating to prisoners in terms of the daily average number of prisoners in USMS custody, the number of prisoner productions, and the average length of prisoner detention in both Federal and contract facilities. USMS workload is expected to continue to increase due to the passage of the Anti-Drug Abuse Act of 1988, the recent ruling on the Sentencing Reform Act of 1984, and the continued impact of the Comprehensive Crime Control Act of 1984.

Finding Adequate Detention Space

The Federal Government traditionally has been dependent upon state and local units of government to provide for the housing, custody, and care of persons detained for violations of Federal laws who are awaiting trial or sentencing, or being held as material witnesses in a Federal prosecution. In recent years, however, the USMS has continued to encounter serious problems in obtaining

adequate bedspace for its prisoners in cities where Federal court is held.

During FY 1988, approximately 858 Intergovernmental Service Agreements (IGA) were in effect between the USMS and state and local governments for jail space. This was a slight increase over the number of agreements in effect during the previous fiscal year. During FY 1988, 134 IGA actions were completed, involving new awards or price modifications.

Periodic jail inspections are performed as a requirement of the IGA. These inspections are designed to ascertain the level of compliance of each facility with established national detention standards and to identify those conditions of confinement which are substandard and need improvement. In FY 1988, due to a continuing shortage of field personnel, only 53 percent of the required jail inspections were completed. The national jail crisis has forced USMS districts to concentrate their limited resources on daily production of prisoners over long distances.

By the end of FY 1988, 273 local jails were severely restricting or had terminated space for Federal prisoners.

Even though not all the inspections were conducted, the 575 which were completed represent a 20 percent increase from FY 1987. Most of the inspections which were not accomplished involved zero-use or minimum-use facilities. In many instances, the reports

filed from these inspections motivated local officials to correct deficiencies and thereby reduce their liability in potential prisoner rights litigation.

By the end of FY 1988, 273 local jails were severely restricting or had terminated space for Federal prisoners. These restrictions or terminations were due to severe overcrowding and an ever-increasing amount of prisoner litigation and court orders concerning substandard conditions of confinement. The result for the USMS has been a significant increase in the number of unsentenced Federal prisoners who have to be detained in already overcrowded Federal institutions or in contract jails in outlying rural areas.

Detaining Federal prisoners in outlying rural areas entails a significant drain on limited agency resources. Rural jails are small, requiring the Marshals Service to house the prisoners in several jails, usually in different directions from the Court. Additional Deputies and equipment are required to transport prisoners in multiple locations; subsequently, there are higher costs as well as greater risks involved.

In FY 1988, all Marshals Service districts had difficulty finding adequate jail space. The problems of extensive overtime, excessive travel demands, and administrative juggling are illustrated by the following examples.

- To house its large prisoner population, the USMS Northern District of California made daily trips to three county jails, at an average of 13 miles one-way, and to Pleasanton Federal Correctional Institution (FCI), 27 miles one-way. They also

averaged two trips a week to Colusa County, 124 miles away one-way, and three trips a week to Terminal Island FCI, 425 miles—and eight hours—one-way. Trips to Terminal Island usually required two vans, thereby doubling the number of deputies involved.

- Between its own expanding prisoner population and the emergencies within the state and local systems, in FY 1988 the USMS District of Oregon was able to house only one-third of its prisoners within the Portland metropolitan area. The rest were housed in the Western District of Washington, causing Deputies to travel as much as 300 miles one-way. The jails with potential bedspaces not only were far away, but also had limitations on the number of beds they could make available. The end result for the district was having only two to six prisoners in each of numerous jails, making the transportation problems even worse.
- Deputies in the USMS Western District of Missouri traveled two hours round trip to reach the nearest contract facilities. During a typical trial week, Deputies had to be on the road by 5:00 a.m. to pick up the prisoners and have them ready for the 7:30 a.m. opening of court. The prisoners usually were not returned to the facilities until after 8:00 p.m., with the Deputies returning to their office or homes an hour later.
- Districts with smaller numbers of prisoners still had problems finding jail space. The prisoner load for the USMS District of Rhode Island doubled in the past three years. During 1988, the state correctional facility would only house three USMS prisoners, requiring the District to house approximately 22 prisoners in New Hampshire or Otisville FCI, New York (170 miles one-way).
- The prisoner load for the USMS Southern District of West Virginia quadrupled in the last three years, with most of the prisoners charged in drug cases. The local jail has been ordered by the court to reduce its inmate population from 204 to 120 by July 1, 1989 (44 inmates are Federal prisoners). When the Public Defender complained that he did not have adequate access to his clients who were being housed 75 miles away, the judge ordered that all Public Defender clients must be housed at the local facility. Because of extraordinary increases in the number of prisoners, it has become impossible to house all Public Defender clients there.
- Despite overcrowded conditions, the USMS District of South Carolina had been able to use jail facilities in three counties which were about one-half hour away from the U.S. District Court. As the state makes arrangements to house sentenced inmates in county jails for as long as three years before transferring them to state institutions, the Marshals Service has been asked to make alternate arrangements for housing its prisoners.
- It is not uncommon for several USMS districts in the northeast to

transport prisoners to a Federal jail located six hours from the Court. Their problems are further compounded by the significant increase of drug-related multi-defendant terrorist trials in that area.

In order to effectively assess the extent of the Federal short term detention space crisis, and to develop a plan to meet projected prisoner load growth levels for the next five years, the Service conducted a national detention space survey of all the Federal court cities in February 1987. All U.S. Marshals were asked to provide estimates for the period from FY 1987 through FY 1992 on the average daily prisoner population levels and resultant bedspace shortfalls; to assess each city's detention situation; and to recommend solutions to resolve the identified bedspace shortages. A total of 267 Federal court cities were covered in the survey.

**From 1984 to 1988,
the portion of BOP's
inmate population housed
within its own facilities
increased 37 percent
while its rated capacity
increased only 13 percent.**

As expected, the results were dramatic and served to substantiate the Service's position that the Federal government must take immediate action to resolve the Federal short term detention space crisis. By 1992, the USMS daily prisoner load is projected to increase by 8,000. Of the 267 cities surveyed, 142 (54 percent) either currently have or by 1992 will have

serious detention shortages. The jails currently utilized to house USMS prisoners are 104 percent above their rated inmate capacity.

By 1992, the count of cities in emergency status is projected to increase to 72. This number represents 27 percent of the Federal court cities, but would house 67 percent of the prisoner load. An update of the survey will be conducted in FY 1989.

Use of Federal Facilities

The growth in the Service's prisoner levels has generated increased demands for bedspace, not only in already overcrowded local facilities but also in Federal detention facilities. The overcrowded Federal facilities have been unable to support increases in USMS prisoner population levels. As a result, the USMS detained prisoners committed to Federal institutions decreased four percent from FY 1987 (3,200 fewer USMS detainees a year).

Population pressures on the Bureau of Prisons (BOP) facilities continue to increase as its population levels swell. At the end of FY 1984, the BOP had an inmate population of 32,317, which was 30 percent over the rated capacity of the BOP facilities. An additional 3,284 prisoners were housed in state, local, or private facilities.

From 1984 to 1988, the portion of BOP's inmate population housed within its own facilities increased 37 percent while its rated capacity increased only 13 percent. During this same time, the number of BOP prisoners housed in contract facilities increased 99 percent. By the end of FY 1988, BOP facilities

were 57 percent over their rated capacity, with 44,142 inmates housed in them. An additional 6,542 BOP prisoners were housed in state, local, or private facilities.

The National Drug Policy Board's report from the Subcommittee on Pre-trial Detention, Immigration Detention, and Prison Space predicted that the Sentencing Reform Act impact could push BOP's sentenced population level to between 78,000 and 125,000 inmates by 1997. This would be two to three times the FY 1988 population.

Overcrowded Federal detention facilities present serious security problems. Because BOP construction has not been able to support its own population growth, the USMS will have to continue to rely on contract facilities to house the projected increases in USMS prisoner levels.

Cooperative Agreement Program

A program which has had a major beneficial impact on the ability of the USMS to provide for the adequate detention of unsentenced Federal prisoners is the Cooperative Agreement Program (CAP). Begun in 1982, this program allows the Marshals Service to enter into negotiated agreements with the state and local governments for the necessary renovation or construction of detention facilities in exchange for guaranteed bed space for the Federal prisoners for a specified time period.

In FY 1988, 11 CAP agreements were awarded in 11 districts with a total funding value in excess of \$6.1 million. In addition, \$1.5 million was obligated in two funding modifications to existing agreements. (See chart on following

page.) In all, 373 guaranteed bedspaces were acquired for USMS prisoners at an average cost of only \$20,456 a bed.

Since the beginning of the program late in 1982, the Service has acquired a total of 3,664 bedspaces in 68 Federal court cities. However, the increases in the number of prisoners requiring confinement are diluting the gains made by the CAP program. In addition to caseload growth, local officials are at times unwilling to relinquish detention space regardless of the amount of CAP funding offered. Often this is due to the lack of adequate local funds to provide a matching share for the CAP project.

In FY 1988, 373 guaranteed bedspaces were acquired for USMS prisoners at an average cost of only \$20,456 a bed.

Of the 13 CAP actions completed in FY 1988, eight were in Federal court cities identified as emergency cities by 1992 in the 1987 detention space survey conducted by the Service. These eight CAP agreements will provide 241 beds for USMS prisoners.

Federal Excess Property Program

As part of the effort to give local jails an incentive to provide temporary housing for Federal prisoners, the USMS developed the Federal Excess Property (FEP) Program in 1982. This program allows local contract facilities to utilize government-furnished excess Federal property at no cost to enhance jail services and programs. It has led to a greatly improved level of cooperation

**COOPERATIVE AGREEMENT PROGRAM
AGREEMENTS AND MODIFICATIONS
AWARDED IN FY 1988**

USMS District	Jail	Funding	Number of Beds	Length of Agreement in Years
<u>New CAP Agreement Awards</u>				
E/California	Fresno County	\$1,000,000	35	8
Kansas	Sedgwick County	\$400,000	20	15
E/Kentucky	Campbell County	\$250,000	20	10
Maine	Maine Department of Corrections	\$1,000,000	20	20
Maryland	Caroline County	\$250,000	24	10
New Mexico	Dona Ana County	\$380,000	40	10
E/North Carolina	Johnston County	\$500,000	20	20
N/Ohio	Lucas County	\$200,000	10	15
South Dakota	Hughes County	\$50,000	12	10
E/Texas	Smith County	\$100,000	50	15
N/Texas	Tarrant County	\$2,000,000	100	15
Totals for New Agreements	11 Jails	\$6,130,000	351	
<u>CAP Agreement Modifications</u>				
N/California	San Francisco	\$1,300,000	10	10
M/North Carolina	Orange County	\$200,000	12	15
Totals for Modifications	2 Jails	\$1,500,000	22	
GRAND TOTAL	13 ACTIONS	\$7,630,000	373	

between the USMS and state and local governments.

Special authorization was obtained from the Department of Justice to allow USMS districts to transfer surplus security equipment to the FEP program. Under this authorization, the critical

need for added security at holding facilities has been augmented by the provision of walk-through and x-ray metal detectors to 22 contract jails, including 15 major use facilities. The ability of these local facilities to handle the more sophisticated Federal prisoner has thereby been enhanced.

Since the program's inception, the Service has provided \$10.5 million in federal excess property to 365 jails located in 80 judicial districts. In one district, extensive electrical and plumbing supplies were furnished to a facility for use by inmates to upgrade the existing building. The program has greatly benefitted local governments under strict budget constraints by providing everyday necessities such as clothing, blankets, medical equipment, kitchen supplies, and paint. The FEP program continues to provide an incentive for local governments to contract with the USMS.

During FY 1988, excess property valued at \$1,442,590 was transferred to 95 state and local jail and correctional facilities in 36 districts. Consumable items such as clothing and individual equipment accounted for 50 percent of

the transferred property. The chart on the following page lists the value of the properties transferred in FY 1988.

The function of processing and detaining prisoners has been a primary responsibility of the USMS throughout its history. As problems such as confinement conditions and overcrowding have become more complex, the USMS has worked to develop innovative solutions through programs such as CAP and FEP. These efforts enhance inter-governmental relations, prevent the need to construct and maintain Federal pre-trial jail facilities, and improve the conditions of local jails. The USMS continues to strive to meet the present challenges of safely and efficiently processing and detaining all Federal prisoners in order to support the functioning of the Federal judiciary and justice system.

**FY 1988 Report of Excess Property
Transferred to Contract Facilities**

Property Category	Property Value
Motor Vehicles, Trailers, and Cycles	\$26,955
Woodworking Machinery and Equipment	517
Metal Working Machinery	10,187
Services and Trade Equipment	2,978
Special Industry Machinery	4,678
Agricultural Machinery and Equipment	2,715
Materials Handling Equipment	1,524
Refrigeration, Air-Conditioning, and Air Circulating Equipment	62,448
Pumps and Compressors	6,209
Plumbing, Heating, and Sanitation Equipment	2,000
Hand Tools	280
Communication, Detection, and Coherent Radiation Equipment	73,515
Electrical and Electronic Equipment	1,124
Electrical Wire and Power and Distribution Equipment	36,473
Medical, Dental, and Veterinary Equipment	49,913
Instruments and Lab Equipment	100,170
Photographic Equipment	46,807
Training Aids and Devices	10,647
Furniture	173,033
Food Preparation and Serving Equipment	41,802
Office Machinery, Text Processors, and Visible Record Equipment	35,788
Musical Instruments, Phonos, and Radios	5,816
Recreation and Athletic Equipment	2,065
Cleaning Equipment and Supplies	13,895
Textile, Leathers, and Tents	3,728
Clothing and Insignia	400,572
Miscellaneous	326,751
National Total	\$1,442,590

Accountable and Aggregate Property totalled \$715,268, or 49.6% of the total, while Consumable Goods totalled \$727,322, or 50.4% of the total.

CHAPTER 4

Prisoner Production and Transportation

The U.S. Marshal is responsible for the timely production of Federal prisoners for legal hearings, meetings with attorneys, and trials. This includes transporting defendants from one geographic location to another and taking newly sentenced prisoners to institutions, as well as transferring sentenced prisoners between institutions. The USMS also ensures that the security, safety, and civil rights of pre-trial detainees and sentenced prisoners are maintained while they are in USMS custody. These responsibilities can be grouped into the two closely related functions of prisoner production and prisoner transportation.

Prisoner production involves the local transportation of prisoners to and from contract and Federal facilities and district holding cells for appearances at judicial proceedings in accordance with court calendars, and for out-patient medical care and hospitalization, as required.

Prisoner transportation involves the physical relocation of prisoners from one

USMS district to another, and often includes the transfer of custody, either from district to district or from the USMS to another agency. Transfers are grouped by the distance involved and whether or not there is a change of custody.

When there is a change of custody, as in the transfer of sentenced prisoners from the USMS to the Bureau of Prisons (BOP), and the BOP facility receiving the prisoners is more than 25 miles outside the originating USMS district, the transfer is considered a "long-haul" and is coordinated at the national level. Transfers of unsentenced prisoners between USMS districts when the distance between the originating district and the ultimate destination is more than 25 miles are also called long-hauls and involve the national program.

Transfers of an unsentenced prisoner from one USMS district to a contiguous USMS district when the transfer does not require a trip of more than 25 miles into the contiguous district, or transfers of a sentenced prisoner to a BOP facility

FY 1988 PRISONER PRODUCTIONS

Workload Category	FY 1987	FY 1988	Percent Change
Number of Prisoner Productions	298,467	379,100	27%
Average Number of Productions per Prisoner Received	3.6	4.6	28%

within the originating district, are "short-haul" movements and are handled by the originating district without assistance from the national program.

PRISONER PRODUCTIONS

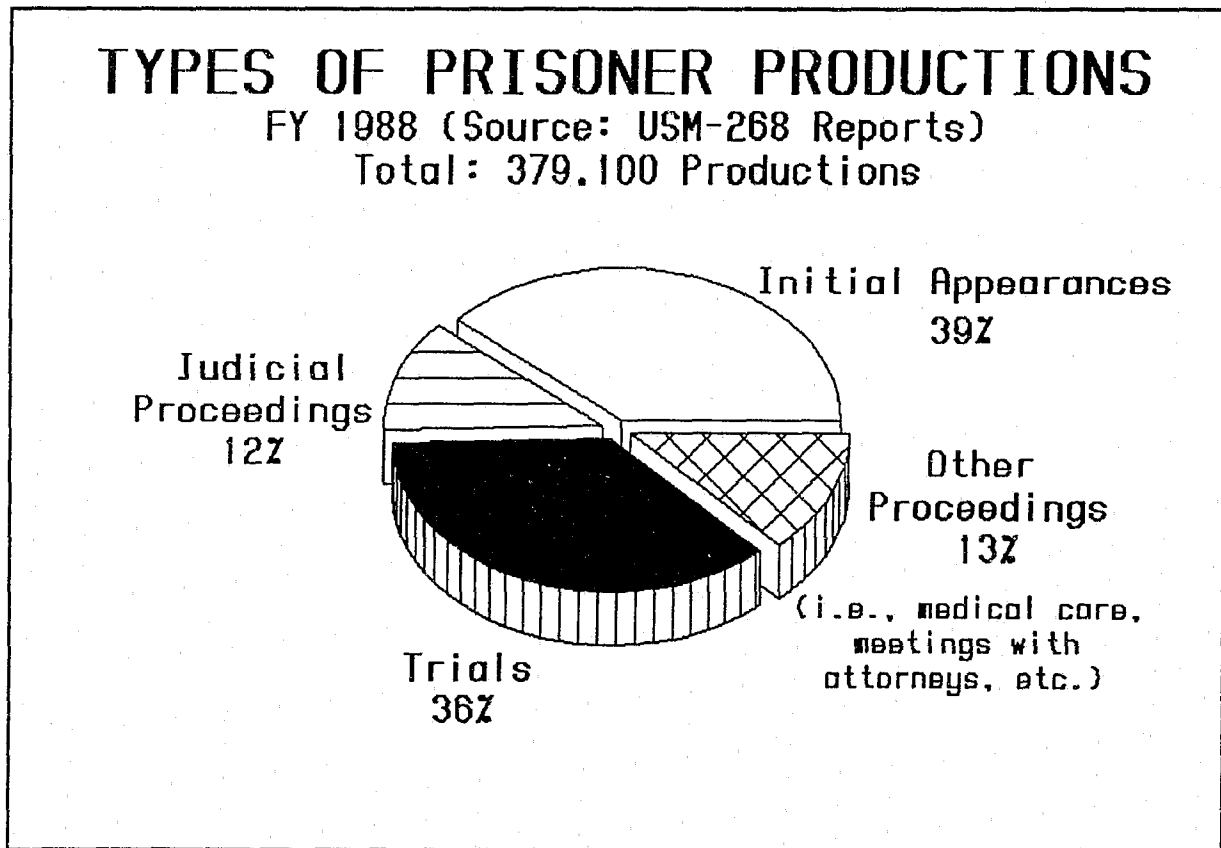
As the chart on the preceding page indicates, the number of prisoner productions increased 27 percent from FY 1987 to FY 1988. The average number of productions per prisoner increased from 3.6 in FY 1987 to 4.6 in FY 1988.

In FY 1987, the Marshals Service began maintaining information on the number of prisoner productions by type of appearance. Appearances are grouped in four categories: initial appearances, judicial proceedings, trials, and other. The category "Other" includes produc-

tions for medical care, meetings with attorneys, transfers within a district from one sub-office to another, and transfers between jails because of jail space shortages.

As the following chart shows, the largest category of productions is for initial appearances (39 percent). The second largest category is for trials (33 percent). Judicial proceedings other than initial appearances or trials account for 12 percent of prisoner productions. The remaining productions (13 percent) are for such things as prisoner medical care and attorney meetings.

As is true in many aspects of reports about law enforcement, numbers in charts are unable to adequately convey the nature of the work. On March 10,



1988, in what started as a routine production of a prisoner to a doctor's office, two Deputy Marshals were ambushed and momentarily held at gunpoint by an armed man and woman attempting to free the prisoner. In the confrontation which followed, the two assailants were killed. Neither Deputy was hurt, and the prisoner remained in custody.

**PRISONER
TRANSPORTATION**

In FY 1988, as seen in the following chart, the number of prisoner transportation movements increased by 10 percent, while the total hours expended in district support of prisoner transportation increased by 11 percent. The average number of prisoner movements per workyear continued to increase as the Marshals Service continued to utilize more efficient methods of transportation.

In FY 1988, the prisoner production and transportation functions accounted for 14 percent of the average Deputy U.S. Marshal's duty hours.

**National Prisoner
Transportation System**

Short-haul transportations are completed by district personnel in vehicles such as cars, vans, and buses on a routine basis. To ensure that the maximum number of prisoners are moved in the most secure and cost effective manner, long-haul transportations are coordinated from one centralized location by the National Prisoner Transportation System (NPTS) in Kansas City, Missouri. NPTS consists of a variety of USMS aircraft and supporting feeder systems, including buses, vans, and sedans. When NPTS cannot meet court-imposed deadlines within the constraints of its fixed schedules, commercial services (commercial air, air charter) are used.

Since FY 1984, the Marshals Service has been acquiring a fleet of aircraft to transport Federal prisoners to and from required court appearances. The Service-owned aircraft program (SOAP) began with a single engine Cessna 185 aircraft. Through Federal seizures and the Government Surplus Property Program, the Service acquired at no cost to the

FY 1988 PRISONER TRANSPORTATION

Workload Category	FY 1987	FY 1988	Percent Change
Number of Prisoner Movements	83,907	92,051	10%
Total Hours Expended in Prisoner Transportation	221,300	245,762	11%
Average Number of Hours Expended per Prisoner Transported	2.6	2.7	4%
Average Number of Prisoner Movements per Workyear	682	718	5%

government 13 single and multi-engine small aircraft with a market value exceeding \$750,000.

In FY 1985, the USMS acquired a B727-100 jet to replace the smaller Convair 580. Valued at over \$4.5 million, the jet was obtained by the USMS at no cost through the government surplus property program. Retrofitting was required to bring the aircraft up to Federal Aviation Administration standards and to equip it for transporting prisoners. This was made possible by using funds which would have been expended for commercially contracted aircraft to support prisoner transportation requirements. In FY 1986, the USMS aircraft fleet added a seized Cessna 310 aircraft through the National Asset Seizure and Forfeiture Program.

In FY 1987, NPTS implemented a program to replace the older and slower aircraft with newer, more cost efficient aircraft. Two Beechcraft Queen Air aircraft were surplused to another government agency, and the Service acquired one King Air 200 and one Mitsubishi MU2 aircraft, both of which are faster and more cost effective to operate.

In FY 1988, a second Boeing 727-100 jet and five Sabreliner Model 80 jet aircraft were added to the fleet. These additional aircraft are faster and more cost effective to operate. They will also greatly enhance the NPTS service now provided to local USMS districts.

During FY 1988, a total of 92,051 prisoner movements were conducted by the USMS. Of this total, 37,877 (41 percent of all movements) were conducted by the Service-owned B727 jet aircraft.

This represents a 28 percent increase over FY 1987 airlift movement totals. A total of 1,349 prisoners were transported by commercial air. At 1.5 percent of all movements, this represents a 19 percent reduction from the FY 1987 figure.

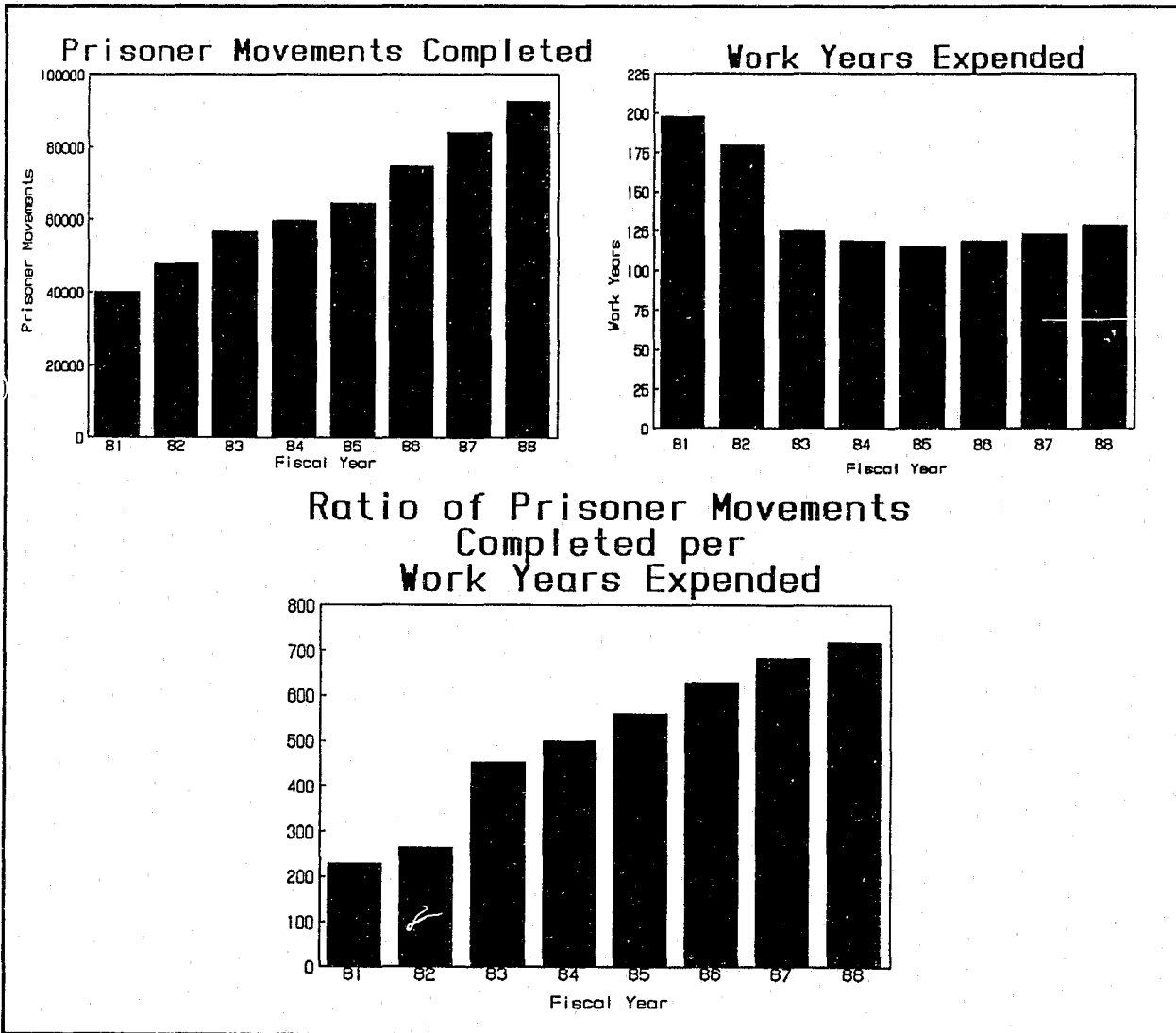
In FY 1988, a second Boeing 727-100 jet and five Sabreliner Model 80 jet aircraft were added to the fleet, which will enable faster and more cost effective service to local USMS districts.

When commercial air trips have to be used to transport prisoners, NPTS schedules the trips through a centralized ticketing program. This program gives NPTS greater ability to control the scheduling of prisoner trips, making maximum use of the best available rates while minimizing the per diem and overtime expenditures. For example, if NPTS had relied solely on Government contract rates for travel between designated cities, commercial air trips would have cost \$1,531,565 in FY 1988. By using centralized ticketing, NPTS saved a total of \$817,002 on airline fares, a 53.3 percent savings. As a result of the success of centralized ticketing for scheduling prisoner trips, the program was expanded to include all Deputy Marshals traveling in support of USMS special assignments. In FY 1988, NPTS saved the Special Assignments Program a total of \$266,134 or 45.5 percent in air transportation costs.

NPTS resourcefulness continues to result in reductions to the cost per prisoner movement as well as the overall costs of the system. The best example of this is the cost per prisoner movement. In FY 1988, the cost per movement by the NPTS airlift was \$212, compared to \$783 per movement by commercial air and \$1,331 for each movement by air charter.

In addition to reducing the costs of prisoner movements, NPTS increased the efficiency of the USMS by steadily reducing the number of workyears

required to move prisoners. In FY 1981, 200 workyears were required to complete 40,218 prisoner movements. In FY 1988, the USMS made 92,051 prisoner movements using only 129 workyears. The reduction in workyears used for prisoner movements has enabled the Service to address critical workyear shortages in other pressing areas. As the first two charts below page show, the number of prisoners movements through the NPTS system has climbed consistently since 1981, with an overall increase of 129 percent, while the number of workyears



expended in transportation has declined by 36 percent, even with the slight increases in recent years. The third chart displays the constant increase in the number of prisoner movements accomplished per workyear expended in the program, clearly indicating the productivity increases being achieved.

The production and transportation of prisoners has been exclusively a USMS

function since 1789. Today, Federal prisoners are transported between distances which spread across the United States. The USMS utilizes a variety of transportation systems such as an airlift, buses, and vans to cover the vast terrain. Programs such as SOAP and Federal seizures enable the USMS to perform this function in the most efficient and least costly manner.

CHAPTER 5

Protection of the Judiciary

The Marshals Service is responsible for ensuring the integrity of the Federal judicial system by establishing and maintaining security for 507 Federal judicial facilities throughout the nation. This program activity provides for the personal safety of everyone involved in the judicial process. The following chart shows the distribution of judicial officers in FY 1988.

In addition to these persons, the Service also protects U.S. Attorneys and their staffs, probation officers, public defenders, other court employees, jurors, witnesses, spectators, and other trial

participants. When warranted, this protection extends to members of an official's family.

The trend in judicial threats and violence pertains equally to civil as well as criminal proceedings. This year, U.S. District Judge Richard Daronco of the Southern District of New York was murdered at his home by a man whose daughter had been the plaintiff in a civil case before the judge. Judge Daronco ruled for the defendant. After murdering the judge, the man shot and killed himself. Judge Daronco was not under USMS protection at the time of his murder.

JUDICIAL OFFICERS IN FY 1988

Type of Officer	Authorized	Senior	Other	Total
Supreme Court	9		1 ^a	10
Circuit Court	168	48		216
District Court	575	178		753
Full Time Magistrates	292			292
Part Time Magistrates	174			174
Bankruptcy Court	284		16 ^b	300
Tax Court	19	7	15 ^c	41
Claims Court	16			16
Court of Trade	9			9
D.C. Superior Court	51	15		66
D.C. Commissioners	14			14
TOTAL	1,611	248	32	1,891

^aRetired Chief Justice

^bRecalled Judges

^cSpecial Trial Judges

Program Overview

In FY 1988, the average Deputy U.S. Marshal spent 31 percent of his or her time providing protection to the judiciary. This includes all time spent protecting judges or other court officers both in and away from courtrooms, time spent in courtrooms maintaining prisoners in custody, as well as time spent operating or monitoring security equipment.

It is the philosophy of the Marshals Service that the administration of justice may be accomplished only in a setting which is physically secure, and perceived as secure by all parties.

Considering that the goal of providing protection is preventive in nature, the most significant accomplishments can be seen in terms of what did not happen. No prisoner escaped from a courtroom; no judicial officer was harmed while under protection; and no judicial proceeding was disrupted to the extent that justice was thwarted. The overall goal of ensuring the integrity of the judicial process and the safety of the Federal judiciary was achieved.

The security needs of the Federal judicial system require continual assessment. New initiatives targeted at organized crime, drug related violent crime, and white collar crime bring into the courtroom more dangerous defendants with greater resources. The publicity given to potentially volatile civil matters

such as school desegregation, tax evasion, bankruptcy, and property seizures expose the courts to more violent outbreaks.

Assessments of security needs include a review of the optimal use of USMS personnel in combination with other security personnel and security equipment to provide a sufficient means of ensuring the safety of the judicial system and all of its participants. It is the philosophy of the USMS that the administration of justice may be accomplished only in a setting which is physically secure, and perceived as secure by all parties.

Prominent Cases in FY 1988

Throughout FY 1988, the USMS provided security for the full spectrum of criminal and civil proceedings or trials. The following are examples of cases which required unusual levels of security during the year.

U.S. vs. Rupley, et al.: This trial started January 19, 1988, in Reno, Nevada. The case involved 20 defendants charged with manufacturing, possessing, and selling controlled substances; racketeering; and operating a criminal enterprise. Initially, the case required unusual levels of security because of the charges and the number of defendants, with almost half of the defendants in custody throughout the hearings. Security levels were increased during the trial when USMS personnel became concerned about potential violence. The defense is expected to call over 100 witnesses. This trial utilized approximately 20 operational personnel throughout FY 1988, at a cost of over \$500,000. This trial is expected to continue until March 1989.

U.S. vs. Scutari, et al.: This trial started January 18, 1988, and ended April 9, 1988, in Fort Smith, Arkansas. The case involved anti-semitic and neo-nazi group leaders who were charged with sedition. The defendants were reportedly associated with groups such as the Aryan Nation; the Covenant, the Sword, the Arm of the Lord (CSA); the Ku Klux Klan (KKK); the New Order; the White American Resistance (WAR); and others.

While the defendants were all acquitted of the sedition charges, the trial nevertheless required extensive security because it involved several reportedly dangerous persons and groups. This case required 10 operational personnel during the trial and cost approximately \$500,000.

U.S. vs. Carlos Lehder-Rivas, et al.: Starting on November 16, 1987, this case involved two in-custody defendants who were tried in Jacksonville, Florida. The main defendant, Carlos Lehder-Rivas, is considered one of the world's most dangerous drug traffickers. He was being tried as one of the leaders of the Medellin Cartel which reportedly controls 80 to 90 percent of all cocaine imported into the United States. The Medellin Cartel has been described as the "largest drug-smuggling ring in the Western Hemisphere."

It is believed the Lehder-Rivas and his associates were behind the 1984 assassination of Colombia's Minister of Justice Rodrigo Lara. Justice Lara helped arrange the extradition treaty between the United States and Colombia for drug cartel leaders. They were also suspected in the slaying of a Colombian Supreme Court Justice who was on a panel that approved extraditions, and the killing of 20 lower court judges who handled similar cases.

For reasons of safety, after signing Lehder-Rivas' extradition order, Colombian Minister of Justice Enrique Parajo Gonzales was transferred to Colombia's embassy in Budapest. The distance was not safe enough; he was shot and badly wounded by assailants suspected of being drug cartel members.

After requiring the assignment of 40 USMS court security personnel and the expenditure of over \$500,000, this case ended in a conviction on April 19, 1988.

U.S. vs. Victor Gerena, et al.: This case involved 19 defendants: two in custody, three fugitives, and 14 on bond. Alleged members of the Puerto Rican terrorist group known as "Los Macheteros" (the machete wielders), the defendants were charged with the 1983 robbery of a Wells Fargo depot in Hartford, Connecticut, in which \$7 million were stolen. More than 200 FBI agents, 30,000 documents, 200 hours of video surveillance, and 5,300 photographs were involved in the development of the case.

By the end of FY 1988, the actual trial still had not begun. The evidentiary and other hearings which occurred throughout FY 1988 utilized 32 USMS operational personnel at a cost of over \$1 million. This case has cost the Marshals Service \$2.5 million since its beginning in FY 1987.

Judicial Security Workload

Examining the workload of the Federal court system is an important indicator of the USMS workload, since Federal defendants must be processed (finger-printed, photographed, etc.), produced for court, and detained by the Marshals Service. In FY 1988, 43,503 cases were commenced against 59,977 criminal

defendants in the U.S. District Courts for an array of charges. This represents a three percent increase in the number of cases and a four percent increase in the number of defendants over FY 1987 figures.

The chart below depicts the number of defendants by offense. Many of the offenses which are considered high risk in terms of court security are on the rise. For example, the number of cases involving drug abuse offenses has increased 16 percent since FY 1987 while the number of defendants in these cases has increased 14 percent. These cases are expected to continue to rise due to the passage of the Anti-Drug Abuse Act of 1988. Other offenses that have increased are:

- Escape: seven percent increase in cases and four percent increase in defendants;
- Weapons and Firearms: five percent increase in cases and eight percent increase in defendants;
- Immigration Laws: 16 percent increase in cases and nine percent increase in defendants; and
- National Defense Laws: 55 percent increase in cases and 58 percent increase in defendants.

The seriousness of these offenses increases the potential for violence and disruption in the courtroom.

**U.S. DISTRICT COURTS
DEFENDANTS IN CRIMINAL CASES COMMENCED**

Homicide	194	Controlled	
Robbery	1,523	Substances	1,887
Assault	682	Weapons and	
Burglary	146	Firearms	2,345
Larceny	4,178	Traffic and	
Embezzlement	2,206	Drunk Driving	7,795
Fraud	9,853	Other (General)	2,254
Auto Theft	502	Immigration Laws	2,512
Forgery and		National Defense	
Counterfeiting	2,324	Laws	239
Escape	912	Agricultural Acts	421
Marihuana	5,495	Postal Laws	240
Narcotics	12,083	Other (Special)	2,186

Total 59,977

** Source: Administrative Office of U.S. Courts
Note: The AOUSC Fiscal Year is from July 1 through June 30.

Preliminary proceedings disposed of by magistrates (143,714) rose by seven percent in FY 1988. This includes a 24 percent increase in the number of detention hearings, indicative of an increased workload for the U.S. Marshals Service.

The number of criminal proceedings handled by magistrates (38,988) dropped by six percent while the number of prisoner petitions (25,587) decreased by five percent. These decreases from the FY 1981 record high numbers in these two categories disguise the increases that occurred throughout the 1980s. Since FY 1981, criminal matters handled by magistrates have increased 49 percent, while prisoner petitions have increased 73 percent.

The USMS also provides judicial protection to a select number of civil proceedings when security is necessary due to potential harm to court personnel or a potential disruption of proceedings, or if the civil case involves an incarcerated individual. Although the total number of civil cases commenced in FY 1988 (239,634) represents less than one percent increase from FY 1987, many of the areas in which Marshals Service personnel most often provide security increased. For example, foreclosure cases increased by 6.2 percent, and cases involving rent, lease, and ejectment increased by 12.8 percent.

Prisoner petition cases handled by judges (16.2 percent of all civil cases) increased by four percent over FY 1987.

Judicial Facility Security

In FY 1983, the USMS received responsibility for contracting for security

in areas adjacent to the courts, and for the procurement, installation, and maintenance of security systems for judicial areas. This change occurred after the Federal courts and the Department of Justice reviewed the existing program and determined that inadequate security was being provided and that centralized control of the program in the USMS would be the best way to improve the level of security.

Court Security Officer Program

Since its inception in 1983, the Court Security Officer (CSO) program has grown to incorporate a force of 1,139 officers located in all 94 USMS districts. CSOs have special, limited deputation through the Marshals Service to enable them to enforce laws and maintain order within Federal courthouses and buildings. They accomplish this by providing a daily deterrent and reactive force against unauthorized, illegal, or potentially life-threatening activities directed toward judges, jurors, witnesses, defendants, other court personnel, and property.

CSOs provide a daily deterrent and reactive force against unauthorized, illegal, or potentially life-threatening activities directed toward court personnel.

Hired through private contractors, each CSO is a graduate of a law enforcement training program at either the Federal, state, or local level, and has a minimum of three years of law enforcement experience before becoming a CSO. The Marshals Service provides each CSO with a brief

orientation session at the Federal Law Enforcement Training Center (FLETC) in Glynco, Georgia, to review basic law enforcement techniques and introduce them to the responsibilities of the Marshals Service.

In FY 1988, CSOs detected 55,910 weapons from being taken into U.S. courthouses, 8,685 of which were confiscated. Forty-five percent of the weapons detected (24,983) were firearms. Approximately five percent of the detected firearms were illegal.

CSOs made 45 arrests and assisted in arresting or turning over to local law enforcement personnel 177 others. Additionally, 1,373 pieces of contraband were confiscated, consisting of items which could be used as weapons (e.g., 5-inch safety pins, ice picks, hacksaw blades.). During FY 1988, drugs and drug paraphernalia detected by CSOs increased by 10 percent.

Perimeter security and entrance screening, the CSOs' main concerns, are considered the first line of protection when assessing the security needs of any trial.

When preparing for a sensitive trial, the Marshals Service includes the activities of the CSOs as an integral part of the plan. Perimeter security and entrance screening, the CSOs' main concerns, are considered the first line of protection when assessing the security needs of any trial.

The program's success has been noted by other agencies and offices around the country. The Marshals Service has implemented similar security programs for the U.S. Attorney and the International Court of Trade in the Southern District of New York; the U.S. Attorney in the Middle District of Florida; and the U.S. Attorney, the U.S. Tax Court, and the National Courts Building in the District of Columbia. In all, 63 additional CSOs are providing security at these locations, working under the direction of the local U.S. Marshal.

Judicial Security System Program — System Design and Installation

Prior to 1983, the General Services Administration (GSA) designed and installed all security systems and equipment in Federal courthouses. After accepting the responsibility for physical security of the courts and receiving the procurement authority to operate this program, the Marshals Service utilized several independent private contractors to provide installation and repair service at over 500 court locations. In FY 1987, a single national contract was awarded to consolidate all services.

The USMS oversees the installation of security systems in new and renovated court facilities. Security advice is provided early in the design phase through review of plans and specifications and on-site visits as necessary. New court space is constantly being acquired and close coordination with GSA is maintained to ensure that appropriate attention is given to the security requirements of the Federal buildings maintained by GSA. In older courthouses, security systems have had to be replaced due to age or poor installation. Additional equipment often

is needed to meet increased security needs.

In FY 1988, 141 enhancement projects were contracted to Mosler, Inc., the national security systems contractor. Although many of these projects were for small jobs (i.e., \$10,000 or less), some major upgrade projects were initiated. These include Detroit, Michigan, \$443,000; Cleveland, Ohio, \$208,000; Brooklyn, New York, \$182,000; Philadelphia, Pennsylvania, \$217,000; Newark, New Jersey, \$228,000; and Dallas, Texas, \$199,000. Other major upgrade projects have been initiated in New York City and Los Angeles. Completion of these major projects will provide the courts at these locations modern and reliable electronic security systems.

Maintenance of these installed systems is a major problem that consumed an inordinate amount of staff resources at the district office level. Under the new national security systems contract, maintenance procedures have been simplified to reduce the burden on the local Marshal's staff and to improve the quality of service. The contract calls for quick response to trouble calls and for a yearly service check on all equipment. During FY 1988, there were 1,868 service calls made under the contract. Site visits by court security personnel and reports from the districts indicate a clear improvement in the maintenance of installed systems.

Other Judicial Security Duties

USMS Court Security Inspectors assigned to the judicial circuits provide

technical assistance, particularly for high risk or sensitive trials. This assistance ranges from basic advice on how to cope with a difficult situation to the coordination of actions needed to deploy a team of security personnel and supporting equipment to a court facility to ensure the safety and integrity of a sensitive trial.

The Service is responsible for the protection and security of sequestered juries. Sequestered juries are confined or isolated while deliberating a verdict. This confinement could last several days. These assignments, which exhaust large amounts of resources, are necessary not only for the physical protection of jurors but also to ensure that the jury's objectivity is not tainted by outside influence. In FY 1988, the Service provided protective services for 32 sequestered juries.

The Marshals Service supports the Federal judicial system by providing protection to sequestered juries, threatened individuals, and judicial conferences, as well as providing technical assistance in security matters.

In addition, the Service monitors the number of threats to participants in the Federal judicial process. In FY 1988, there were 213 reported threats. There has been a 344 percent increase in the number of threats against the judiciary since 1980, when 48 judicial threats were received.

Related to the threats received, the Service provides physical protection in situations where evidence indicates the probability of the threat being carried out. In FY 1988, there were 69 protective service details, a 13 percent increase over FY 1987. These details encompass security both in and away from the court facility when there is a confirmed threat to a judicial officer or family member.

The USMS also provides security at judicial conferences. In FY 1988, there were 36 judicial conferences. Each conference requires special security procedures because of the number of judicial officers gathered together at one time. Whenever possible, the district in which the conference is occurring provides the security services needed to protect the conference. However, if the conference is held in a small district or at a remote location, or if one or more of the attending judges is already under a

protective detail, it becomes necessary for the USMS to send personnel from other districts to provide adequate security.

Evaluating the level of security which will ensure the safety of conference attendees has become more complex in recent years as the problems of drug usage and increased levels of violent crime have spread to more parts of the country. For example, one USMS protective detail to a judicial conference in FY 1988 required over 25 operational personnel, at a cost of nearly \$50,000 for the one week period. The highly visible enforcement presence which was maintained throughout the conference ensured that no incidents occurred.

In all, the judicial security programs of the Service are seeing steady growth, both in total workload and in areas of responsibility. The Service gives its highest priority to meeting these needs.

CHAPTER 6

Witness Security

The Witness Security Program is the Government's most effective way to obtain testimony against accused drug dealers, major organized crime members, and terrorists. The Marshals Service provides protection to government witnesses when their lives become endangered because they have agreed to provide critical information to the Government and the courts about organized crime and other serious criminal enterprises. This protection is provided 24 hours a day to all such witnesses while they are in a "threat" environment and upon their return to a danger area for pretrial conferences, trials, or other court appearances. The witnesses and authorized dependents are given new identities, moved to another city, and provided services necessary to assist them in becoming self-sustaining and acclimated to their new community as quickly as possible.

During FY 1988, 255 new principal witnesses entered the Witness Security Program. During the same period, the USMS provided protection and funding for 1,632 principal witnesses and their families who were already under the auspices of the Program.

Prominent Cases in FY 1988

The Witness Security Program continued to have a significant impact on the government's efforts to break up and destroy drug cartels, organized crime, and terrorist groups in the United States during 1988. Protected witnesses were

produced in numerous Federal, state, and local courts to testify about the inner workings of these illicit groups. Examples of significant cases in which protected witnesses provided testimony are:

USA vs Carlos Lehder-Rivas: The Jacksonville, Florida, trial of Carlos Lehder-Rivas charged that under Lehder-Rivas' leadership, the Medellin Cartel of Columbia imported 4.4 tons of cocaine into the United States through northeast Florida. The cartel has been described as "the largest drug-smuggling ring in the Western Hemisphere" and Lehder-Rivas is considered one of the four most powerful drug smugglers in the world. With the testimony provided by six protected witnesses about the drug trafficking charges, as well as Lehder-Rivas' involvement in kidnapping, murder, and racketeering, he was convicted, sentenced to prison for life plus 135 years, and fined \$325,000.

USA vs Mutula Shakur, et al.: Three protected witnesses testified in this New York City trial against two defendants charged with the 1981 Brinks armored car robbery, and the deaths of two police officers and one armored car guard. The two defendants are members and associates of the Black Liberation Army, Weather Underground, the May 19th Communist Coalition, and the Republic of New Africa. Both defendants were found guilty and were sentenced to a total of 130 years in prison.

USA vs Angelo Ditullio, et al.: In Philadelphia, five protected witnesses testified against six members of the Scarfo La Cosa Nostra (LCN) crime family in a 46-count indictment charging distribution, sale, possession, manufacture, and import of Phenyl-2-propanone (P2P) for the manufacturing of methamphetamine. This group is responsible for importing P2P from Germany for sale in the Philadelphia area. Five convicted defendants will serve prison sentences totalling 23 years plus a total of 30 years probation.

USA vs Roland Bartlett, et al.: The principal defendant in this major heroin distribution case was found guilty and sentenced to 35 years to life for his participation in drug trafficking. Bartlett is the reputed leader of "the Family," a Philadelphia-based organization that has conducted between \$3 and \$7 million in heroin trafficking per year from 1981 to 1986. The members of this organization are believed to have committed acts of violence, including murder, against witnesses who have testified against them in the past. One protected witness testified in this case.

USA vs Gordon Edgecomb: Two protected witnesses testified against 15 defendants involved in the largest cocaine distribution network ever uncovered in Akron, Ohio. The Edgecomb cocaine distribution organization received shipments of cocaine from Cuba and Colombia, and is believed to be responsible for a murder in the collection of a cocaine debt. To date, nine of the defendants have been sentenced to a total of 37 years for narcotics violations.

USA vs James Thomas Nolan: Eight protected witnesses testified in the Ft. Lauderdale area in a case involving 13 members of the Outlaws Motorcycle Gang charged with RICO statute and narcotics violations, prostitution, white slavery, 10 counts of murder, kidnapping, extortion, and robbery. All defendants were convicted, but have not yet been sentenced.

USA vs Mark Reiter, Angelo Ruggiero, et al.: This case targeted a large-scale narcotics enterprise known as the "Jackson Organization," which was responsible for the distribution of large quantities of heroin in the Manhattan and Bronx areas of New York City; Bridgeport, Connecticut; Washington, D.C.; and Boston, Massachusetts. Four protected witnesses testified against 27 members and associates of the Gambino LCN organized crime family and the Jackson drug organization who were charged with 27 counts of RICO statute, continuing criminal enterprise (CCE), and narcotics violations. The principal defendant, Mark Reiter, was convicted and sentenced to life without parole. Seventeen other defendants were convicted and received a total of 425 years in prison.

Program Overview

Applications for Program participation originate with the various U.S. Attorneys or Organized Crime Strike Force offices and are forwarded to the Department of Justice's Office of Enforcement Operations (OEO) in the Criminal Division. This office determines the suitability of Program applicants based on information supplied by the U.S. Attorney, the investigative agency, and the USMS, as

well as psychological evaluations performed by the Bureau of Prisons.

Criteria for establishing suitability include information concerning:

- the person's criminal record;
- the possibility of securing similar information from other sources;
- the relative importance of the person's testimony;
- the results of psychological evaluations and the potential for inflicting harm on an unsuspecting community;
- an assessment as to whether providing protection will substantially infringe upon the relationship between a child who would be relocated and a parent who would not; and
- other factors the Attorney General considers appropriate.

Applications for prisoner witnesses are also directed to OEO. The Bureau of Prisons is responsible for providing protection to prisoner witnesses while they are serving their sentences. Designation of an institution for serving the sentence, medical treatment, and all other decisions relative to a protected prisoner's housing are in the purview of the Bureau of Prisons. The USMS is involved only in their secure transportation between penal institutions and during their court-related appearances in the danger area. Upon completion of their sentences, prisoner witnesses may be sponsored for

full services under the Witness Security Program. In such cases, the U.S. Attorney must follow all of the admission requirements specified for new witnesses.

New participants over the age of 18 must enter into a Memorandum of Understanding which clearly delineates the obligations of the Program participant and the extent of Program services to be provided. The pre-enrollment and orientation phases of the Program and the day-to-day maintenance of funded witnesses are generally handled by inspectors in the Witness Security Division. Deputy U.S. Marshals assist with security and protection when witnesses are returned to testify in the danger area (the location where they are best known and in the greatest jeopardy because of their cooperation).

Specifically, the protected person must agree:

- to testify and provide information to appropriate law enforcement officials;
- to not commit any crimes;
- to take all precautions to preserve his or her own security;
- to comply with all legal obligations and civil judgments;
- to cooperate with all reasonable requests of Government officials administering the Program;
- to designate an individual to act as an agent for the service of legal

process (to avoid incurring large debts and other lawful obligations while on the Program);

- to make a sworn statement relative to all outstanding legal obligations, including child custody and visitation;
- to disclose any state or Federal probation or parole responsibilities; and
- to regularly inform Program officials of his or her activities and whereabouts.

The guidelines of the Program provide that the Attorney General may terminate protection for any individual who substantially violates the terms of this memorandum of understanding. Such a decision is not subject to judicial review. If the witness violates the terms of the Program, the USMS provides written

notification of the cessation of Program services in all instances where the witness's whereabouts are known. In cases where a witness leaves the relocation area without advising USMS personnel of his or her departure or planned destination, an individual automatically loses the protection services.

Program admissions were up 22 percent from FY 1987 to FY 1988. This increase reflects the national efforts to combat narcotics activities. Cumulative Principal Witnesses and Cumulative Program Participants (witnesses and family members) each increased four percent. The number of principal witnesses reactivated during FY 1988 increased by 12 percent. Reactivated witnesses are ones who were once considered terminated from funding, but who have had to be placed back into an active status in the Program. The increase in the number of reactivated

FY 1988 PROGRAM PARTICIPANTS

Activity	FY 1987	FY 1988	% Change
New Principal Witnesses	170	208	+21%
Active Principal Witnesses	787	783	—
Active Program Participants (Witnesses and Family Members)	1,731	1,632	-6%
Average Number of Months Witnesses Are Funded	15	16	—
Cumulative Principal Witnesses	5,045	5,253	+4%
Cumulative Program Participants (Witnesses and Family Members)	11,279	11,755	+4%
Number of Principal Witnesses Reactivated during FY 1988	97	109	+12%

witnesses is due to increases in the number of threats against witnesses, loss of employment, or medical reasons.

These and other program data are provided in the chart on the preceding page.

Program Services

Once protection has been approved, the Attorney General decides the extent of protective services to be provided to witnesses and their dependents. During FY 1988, the full range of Program services was available to all authorized non-prisoner witnesses. As illustrated below, these services may include personal protection during productions, documentation, housing, transportation of personal belongings, employment assistance, a living stipend, and other services as needed.

Productions of protected witnesses for court-related appearances were down 11 percent in FY 1988. Research into the

cause of this decrease resulted in the reporting of a new statistic on production days. A "production" is the return of the witness to a danger area for court appearances at the request of the sponsoring attorney. "Production days" are the number of days during the "production" that the witness appears before the court.

In FY 1987, there were 1,807 production days. In FY 1988, there were 3,132 production days, or an increase of 73 percent. The increase reflects the trend of multiple witnesses testifying at trials of long duration. During all of these production days, no witness following the guidelines of the Program was injured or killed.

During FY 1988 in cases where protected witnesses testified, over 86 percent of the defendants were convicted. Of the 3,891 defendants thus convicted, 3,167 (81 percent) were incarcerated, with 89 receiving sentences

FY 1988 WITNESS SECURITY PROGRAM SERVICES

Primary Services	252	Preliminary Interviews
	1,381	Productions of Witnesses
	3,132	Production Days
Support Services	1,264	New Personal History Documents
	652	Employment Interviews
	317	Household Relocations
	418	FOIA, Congressional Requests
Financial Services	21,972	Voucher Transactions

of either life imprisonment or death. In addition, 845 forfeitures from these defendants resulted in \$34 million in fines to the government.

Safesite and Orientation Center

In November 1987, the Marshals Service opened a new Witness Security Safesite and Orientation Center. The center will provide a safe and secure place to interview and initiate protected witnesses and their families into the Program.

At the center, new witnesses complete a comprehensive admission and evaluation program before moving to their permanent relocation area. All participants undergo a thorough physical and dental examination, as well as psychological counselling to prepare them for their move. Each family is given orientation briefings about the relocation area, including information on jobs, schools, and climate. Participants choose their new names and begin the redocumentation process.

The center was designed to provide a secure environment in which the new participants can begin to acclimate to the new life they are starting. The center has full-service apartments and holding cells, medical and dental facilities, an indoor and outdoor gym, and interview rooms. Doctors are available on an on-call basis.

Security is the foremost consideration at the center, with the most sophisticated communications and security equipment installed to provide constant surveillance. Patrols of the outer perimeter supplement the monitoring equipment.

Because of the security concerns, access to the center is strictly controlled. The closed dedication ceremony for the opening of the facility included the first and only tour of the facility for people who are not directly involved in the Program. At the ceremony a plaque was unveiled which lists all the people who helped to make the center possible, ranging from then President Reagan to the architect for the facility. The plaque also contains the following dedication of the facility:

To the men and women of the United States Marshals Service Witness Security Program whose untiring efforts ensure that those with the courage to come forward against organized crime and terrorism will continue to do so without fear of intimidation or retaliation.

The Witness Security Program continues to be an effective mechanism for the successful prosecution of drug traffickers, organized crime, terrorists, and other serious criminal elements. The USMS will continue to effectively meet its responsibilities in protecting government witnesses and eradicating serious criminal enterprises from society.

CHAPTER 7

Execution of Court Orders

The legislation creating the Office of the U.S. Marshal in 1789 granted the Marshals the authority to carry out all lawful orders issued by the three branches of the Federal government. This included serving subpoenas, warrants, writs, and other process. Although a far more complex activity than in 1789, the execution of court orders remains one of the seven primary functions of the USMS.

Program Overview

Every year the USMS executes hundreds of thousands of summonses, writs, mandates, and other process for the Federal courts, United States Attorneys, private litigants, Federal agencies, foreign governments, and others. Service of process includes summonses and complaints in civil

actions, subpoenas in both civil and criminal actions, writs of habeas corpus, writs of execution, and enforcement of major injunctions. In order to simplify the recordkeeping, the USMS categorizes the process into four groups based on the type of case and plaintiff. These groups are government civil, government criminal, private civil, and private criminal process.

Executing court orders and other process accounted for 15 percent of the average Deputy U.S. Marshal's duty hours in FY 1988. This includes all hours expended in the investigation and execution of process and related activities.

As shown in chart below, the USMS received 333,987 court orders excluding warrants. A total of 334,256 court orders

FY 1988 EXECUTION OF NON-WARRANT COURT ORDERS

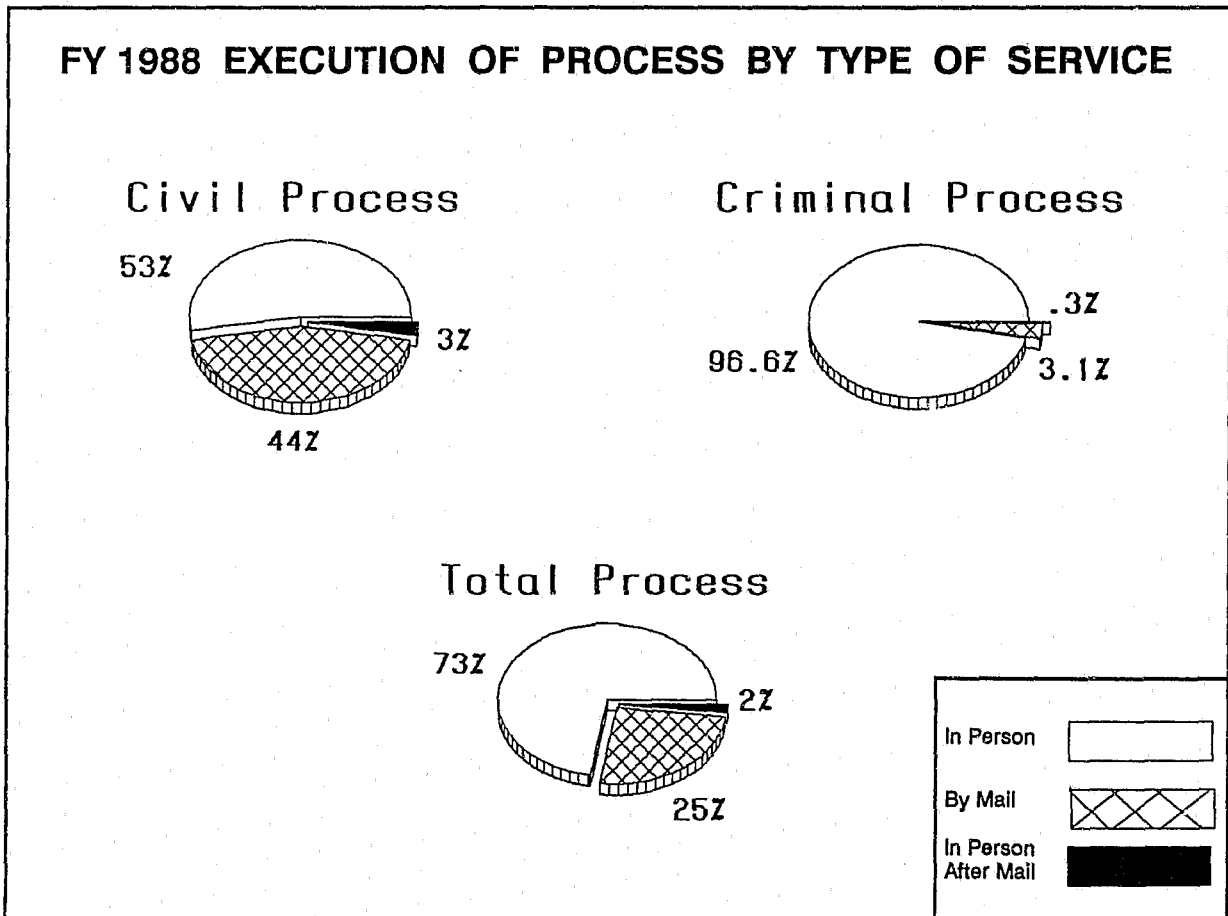
Categories	Received from Courts	Served in Person	Served by Mail	Returned Unexecuted
Government Civil	87,583	55,319	19,196	12,864
Government Criminal	131,600	120,184	3,962	10,140
Private Civil	110,661	32,587	50,144	26,047
Private Criminal	4,143	3,156	69	588
Total	333,987	211,246	73,371	49,639

were closed out: 211,246 were served in person, 73,371 were served by mail, and 49,639 were returned to the courts unexecuted.

Since the 1983 change in the Federal rule covering the procedures for serving process [Federal Rules of Civil Procedure 4 (c) 2 (C) (ii)], the Marshals Service has attempted to increase the volume of process served by first class mail. Despite these efforts, the larger portion of process is still executed in person. This is because personal service is required in the majority of criminal process and in government seizure cases (i.e., Warrants for Arrest in Rem). Additionally, what at first may appear to be routine work (i.e., summonses and

complaints filed in debt collection cases) may require significant investigation by the deputies executing the process as they try to locate the individuals attempting to avoid service.

Statistics are maintained not only on the volume of process served in person and by mail, but also on the volume served in person after at least one attempt by mail. As depicted in the chart below, the percentages between these categories of execution are significantly different between criminal and civil process. For all criminal process served, 96.6 percent was served in person without any prior attempts to serve by mail, .3 percent was served in person after at least one attempt by mail, and 3.1



percent was served by mail. For all civil process served, three percent was served in person after at least one attempt by mail, 44 percent was served by mail, and 53 percent was served in person without prior attempts by mail.

Each type of court order requires specific actions to be taken in the successful execution of the order. One of the most important conditions imposed on each court order is the deadline set by the courts, establishing the timeframe within which the Marshals Service must act. Before the date set by the court, the Service must either successfully execute the court order, or return it to the court with an explanation of why it was not executed.

Although the volume of court orders returned unexecuted in FY 1988 was up 19 percent from FY 1987, 52 percent of

the returned process was in the private civil category.

**Proper execution of
court orders allows
the Federal justice system
to operate in a smooth
and efficient manner.**

The task which the Marshals Service provides to the Federal courts through the execution of court orders is both practical and fundamental. By seeing that these court documents are correctly delivered and that the conditions within them are successfully met, the Service ensures that the Federal justice system is able to continue to operate in a smooth and efficient manner.

CHAPTER 8

Government Seizures

During FY 1988, the National Asset Seizure and Forfeiture (NASAF) Program dealt with increasingly complex asset seizures and asset management problems. NASAF is a critical component of the Department's asset seizure and forfeiture initiative—a powerful tool for dealing with major criminal enterprises.

The objective of the asset seizure and forfeiture initiative is to dismantle drug trafficking rings and other continuing criminal enterprises not only by prosecuting and imprisoning the drug kingpins, their top echelons, money launderers and drug financiers but also by stripping away the criminal assets of the illegal organization. Removing both the leadership and the illegal assets from a criminal organization destroys its power and ability to continue its illegal activities.

The USMS has responsibility not only for seizing property, but also for administering the Department of Justice's program for the management and disposal of property subject to judicial and administrative forfeiture. Specially trained and knowledgeable property managers, criminal investigators, and administrative personnel are assigned to the NASAF Program. Their mission is to establish and oversee seized asset management services, funding, and information within the Marshals Service.

One important responsibility within the NASAF function is management of the Justice Assets Forfeiture Fund. The primary purpose of the Fund is to provide a source of funding for seizure and forfeiture related expenses that would otherwise be paid for out of the budgets of the seizing agencies. The operation of the Fund is shown in the chart on the following page.

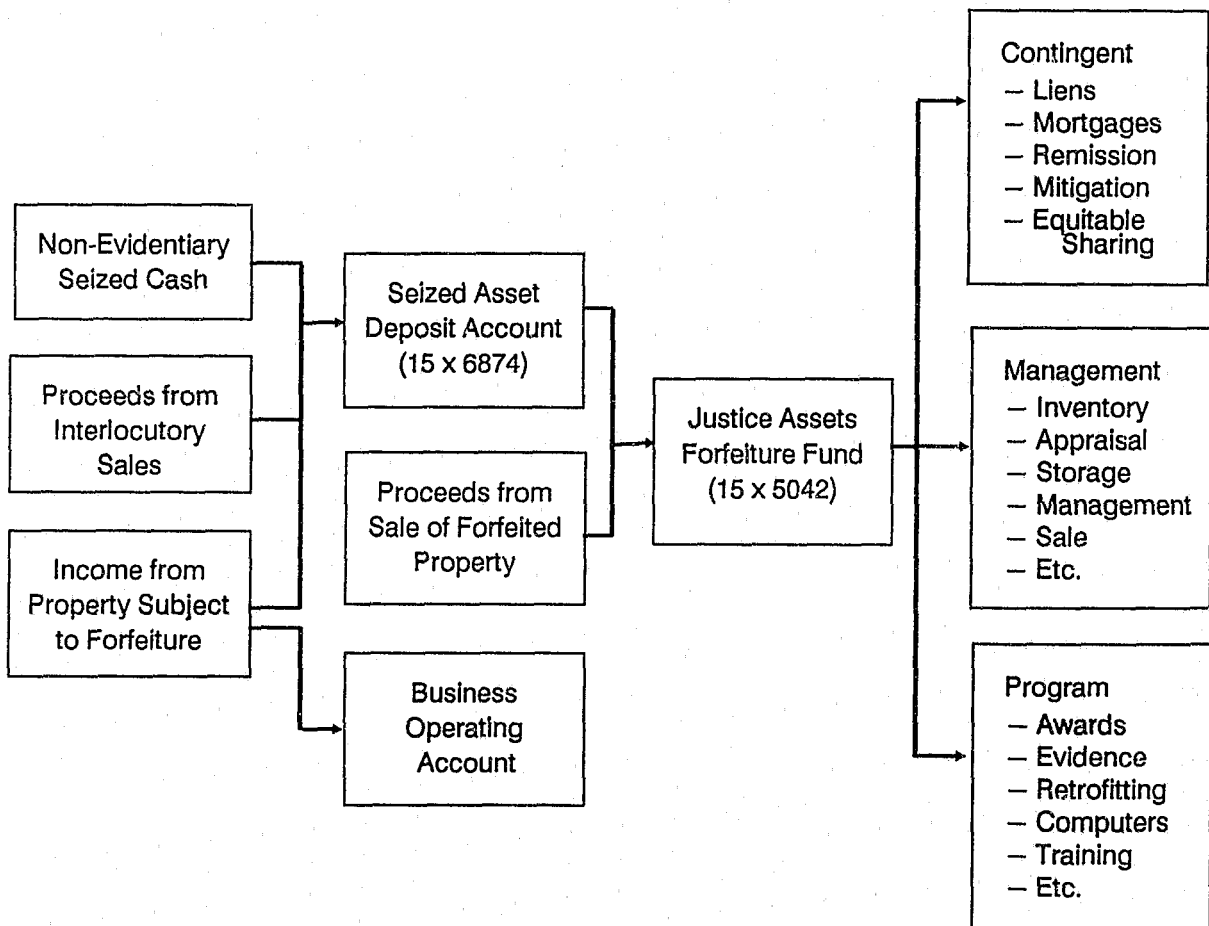
The primary purpose of the Assets Forfeiture Fund is to provide a source of funding for seizure and forfeiture related expenses that would otherwise be paid for out of the budgets of the seizing agencies.

FY 1988 was the third full year of operation for the Fund, with gross income totalling \$207 million, added to the \$68 million carry-over from FY 1987. Of the \$275 million available in the Fund, \$160.5 million was expended for management expenses, contingent payments (liens, mortgages, remission, mitigation), equitable sharing disbursements, and program-related expenses. An additional \$95.4 million was transferred to the Bureau of Prisons for prison reconstruction, leaving a carry-over of \$19.1 million for FY 1989.

Through the Equitable Sharing Program, in FY 1988 the Department was able to share a portion of the seized cash and proceeds of forfeiture sales and property (e.g., cars, boats) with state and local agencies which participated in case investigations resulting in a successful forfeiture. During FY 1988, a total of 8,341 equitable sharing decisions were made to transfer cash and property worth \$104,030,918.

For the first time in FY 1988, NASAF played an active part in the WANT program, targeting DEA fugitives and any forfeitable assets which they were thought to possess. By the completion of WANT II, 60 properties with an estimated value of \$1.25 million were seized for forfeiture from drug fugitives. In addition, three real property cases were referred to the U.S. Attorneys Office for possible case action.

**OPERATIONS OF THE DEPARTMENT OF JUSTICE
ASSETS FORFEITURE FUND (AFF)**



Training was again a major initiative in FY 1988. A 40-hour seized asset training class for USMS personnel is held at least three times per year at the Federal Law Enforcement Training Center in Glynco, Georgia. Seized asset management instruction also played a large part in the Training Academy's new training sessions for Chief Deputy U.S. Marshals. In addition to internal training efforts, the USMS continued to be involved in regional conferences for Assistant U.S. Attorneys focusing on pre-seizure and asset management issues.

Many valuable operating businesses, parcels of real property, and other assets were successfully managed and/or disposed of in FY 1988. Highlights include:

- Four consolidated jewelry sales were conducted by a commercial broker, resulting in gross proceeds of over \$1.1 million for 1,687 pieces of jewelry. One such sale, conducted by Butterfield & Butterfield of San Francisco, utilized a televideo hookup to Los Angeles allowing simultaneous bidding in both locations.
- Two sales of 462 Tibetan art works brought gross proceeds of \$668,000 at auction. This represents 336 percent of the appraised value of \$198,835.
- Forfeiture actions were completed in the case involving the DKG Ranch in Texas—one of the first major cases prosecuted under the civil forfeiture statutes enacted in the Comprehensive Crime Control Act of 1984. Sales of jewelry, gold bars, and a Rolls Royce forfeited in

this case brought total proceeds of \$2,666,392.

The Marshals Service efforts continued in consolidating and selling vehicles administratively seized by Department of Justice agencies. In the southwest border area in FY 1988, the USMS maintained and sold approximately 3,620 vehicles for proceeds of more than \$2.8 million.

**The NASAF program
provides a vital
public service through
the seizure and
successful management
of assets previously used
for illegal purposes.**

A national contract for aircraft maintenance and disposal was completed and activated in FY 1988. This contract will handle the 79 aircraft valued at \$9,594,874 which have been seized for forfeiture.

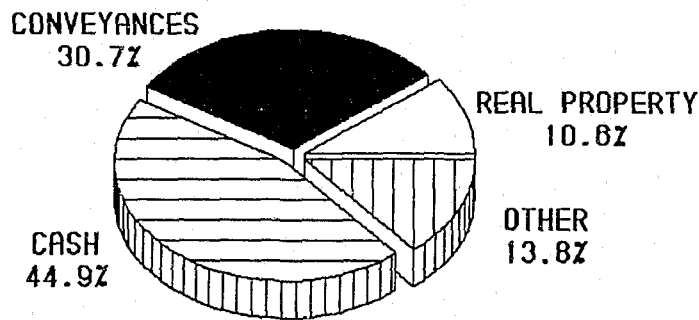
By the end of FY 1988, the Marshals Service had in custody 17,528 properties worth \$798.4 million. Properties under seizure are divided into four categories: real property, cash, conveyances, and other. "Other" includes all property excluded from the first three categories, including antiques, livestock, jewelry, laboratory equipment and chemicals, and electronic equipment. The charts on the next page show the proportions of these four categories by the number of properties under seizure and the value of the properties.

The NASAF program provides a vital public service in the seizure and successful management of assets previously used for illegal purposes. Seizure of criminal assets, and the resulting lack of necessary resources to continue drug operations, effectively dismantles drug enterprises.

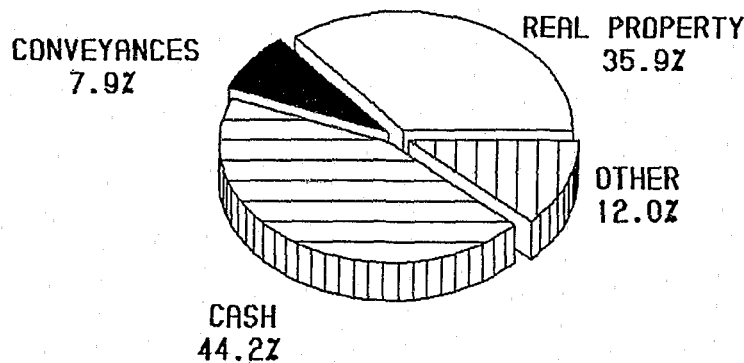
Awarding some of the forfeited assets to state and local law enforcement agencies allows these agencies to utilize

the forfeited assets to strengthen existing law enforcement activities and reduce the burden on the taxpayers. By successfully managing seized businesses, the Marshals Service provides economic protection to innocent employees and clients, who were unaware of the owner's illegal activities and are dependent upon the enterprise for employment or services. Through these activities, NASAF constitutes an effective strategy against drugs and an important public service.

Number of Properties Under Seizure (As of September 30, 1988)



Value of Properties Under Seizure (As of September 30, 1988)



CHAPTER 9

Special Operations and Intelligence

Because of its wide range of duties and associations, the USMS plays a unique role in the Federal criminal justice system. Just as the USMS responsibilities have continued to evolve during its 200-year history, the strategies and techniques for fulfilling those responsibilities have changed. To keep up with the capabilities of other law enforcement agencies and to stay ahead of the criminals, the Marshals Service has developed special skills and programs.

In the early 1970s, special programs were developed to address extraordinary problems, such as the Anti-Air Piracy Program. Although most of these have been integrated into other programs, the Missile Escort function remains a distinct responsibility of the Marshals Service.

During this same time period, the Service recognized the need to develop better means of responding to emergency situations. The Special Operations Group was established as an emergency response team. Through the years, SOG has grown to incorporate a wide variety of response tactics, as well as a range of intelligence and training responsibilities.

By the mid-1980s, the Service recognized the need to enhance its capacity to assess the level of danger related to threats against judicial officers. As the Threat Analysis function has matured within the agency, additional

intelligence gathering and threat assessment capabilities have developed.

Missile Escort Program

Because the government cannot use military force to restore order in civilian situations, Deputy U.S. Marshals provide law enforcement assistance during nuclear weapons movements. Deputies arrest civilians who interfere with the missile convoy, provide intelligence on individuals or groups who pose a potential threat, and assist with traffic control.

This assistance is provided to the military through a reimbursable agreement with the U.S. Air Force. The Department of Defense reimburses the USMS for positions which were dedicated to providing this support to the Strategic Air Command in the northcentral United States, Missouri, Montana, North Dakota, South Dakota, and Wyoming. In addition, the USMS provides the same type of assistance to the Department of Defense in the southwestern section of the country for cruise missile movement.

In FY 1988, USMS personnel escorted 1,331 missile convoys, a 23 percent increase over the number of convoys escorted in FY 1987. Since FY 1984, the number of convoys escorted by the USMS has increased 36 percent.

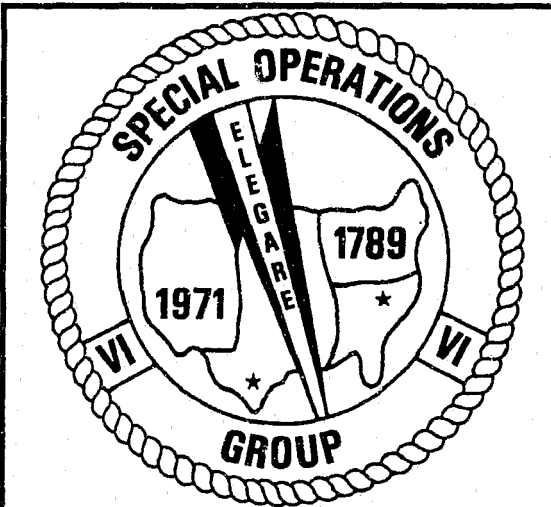
Special Operations Group

As the role of the USMS evolved in the criminal justice system and the nature of its duties became more complex, the Service required higher levels of proficiency to effectively perform its functions. In 1971, the Special Operations Group (SOG) was established in order to meet one of the demands for specialized expertise and to provide back up support to U.S. Marshals as they carry out their responsibility for enforcing major restraining orders and injunctions issued by the Court. SOG also provides support in areas that concern priority or dangerous situations, such as movements of large groups of high risk prisoners, and high risk trials involving drug traffickers or subversive groups and organizations.

SOG consists of an elite, well trained, self-sufficient, mobile group of Deputy Marshals capable of responding anywhere within the United States and its territories within a few hours of receiving an activation order. Members of the

SOG unit keep a ready deployment bag of issued equipment with them at all times to enable them to leave their assigned district at a moment's notice. In this manner, when the group arrives, it is fully equipped and self-supporting.

In order to be self-sufficient, members receive special training to augment the distinctive talents they bring into the unit from past experiences. Training includes building entry and search techniques, helicopter operations including rappelling and deployment, confrontation management, operational planning and organization, small unit tactics, leadership reaction, emergency medical care, bomb recognition, and the use of special purpose equipment such as night vision devices, laser scopes, and video equipment. SOG has personnel trained as helicopter and fixed-wing pilots, emergency medical technicians, explosive ordnance and disposal technicians; and bilingual deputies (Spanish, Chinese, French, and German). All SOG personnel receive training in the proper

	<p>The Special Operations Group is called on to perform tactical missions because it is an elite, highly trained unit. Membership is voluntary but demanding. Rigorous standards must be met both physically and mentally. On call 24-hours a day, the unit can assemble an emergency response force anywhere in the country within six hours.</p>
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use and deployment of automatic weapons.

SOG's design permits individual Marshals and Headquarters elements to gain immediate access to expert supplemental personnel and equipment to meet operational needs beyond the scope of normal functions. Additionally, the unit design enables the Director of the USMS to respond to the needs identified or requested by the Attorney General in addressing situations of national significance.

In FY 1988, the Special Operations Group took part in 53 special assignments, including 16 major operational details and 12 special training courses. Two of the major operational details in FY 1988 involved SOG's participation in suppressing the disturbances at the Federal prisons in Oakdale, Louisiana, and Atlanta, Georgia.

Major operational assignments often involve the transportation of extremely dangerous prisoners. In FY 1988, SOG provided security for the movement and trials of high risk prisoners such as Fawaz Younis, accused hijacker; Jerry Le Quire, international drug dealer; and Juan Matta Ballesteros, accused narco-terrorist.

SOG also participates in the execution of warrants when it is believed that the pending arrest has a high potential for violence. For example, in FY 1988, SOG assisted in the arrest of Kem Martinson in Las Vegas, Nevada. Convicted in 1987 of charges for the sale and distribution of narcotics and the unlawful possession and sale of firearms, Martinson had been on the Marshals Service "15 Most

Wanted" list for failing to surrender to serve sentence.

SOG capabilities include building entry and search techniques, helicopter operations, confrontation management, small unit tactics, leadership reaction, emergency medical care, bomb recognition, and the use of weapons and special purpose equipment.

The Special Operations Group Training Center and base is located at Camp Beauregard, Pineville, Louisiana. Here, SOG instructors conduct the tactical law enforcement training for Marshals Service personnel and other Federal, state, local, and foreign police agencies. They also advise and assist the districts in matters that require expertise in tactical problems. In addition to providing ample space to store and maintain additional SOG equipment, the base also offers a place to stage and rehearse operations. SOG also assists in the development and testing of weapons and all types of law enforcement operational equipment.

The situations into which SOG is sent often require USMS personnel to work closely with personnel from other agencies, including local, state, Federal, and international jurisdictions, and both civilian and military agencies. Under United States law, the government cannot use military force to restore order

in civilian situations; therefore, the military authorities have to rely on civilian law enforcement agencies if trouble develops.

In addition to the on-going assistance which the USMS Missile Escort program provides to the military, SOG provides specialized assistance on both a continuing and an ad hoc basis. Under the terms of the memoranda of understanding, SOG provides training in security involving civilians, assists in security programs when requested, and is committed to respond to the aid of the military if circumstances develop which the military security cannot handle.

Significant training accomplishments for SOG in FY 1988 include training over 200 INS agents in street survival tactics. In addition, SOG trained 72 foreign police officers from Ecuador and Bolivia. This training was sponsored under the State Department's Anti-terrorist Assistance Program and consists

of basic police training, street survival tactics, and use of firearms.

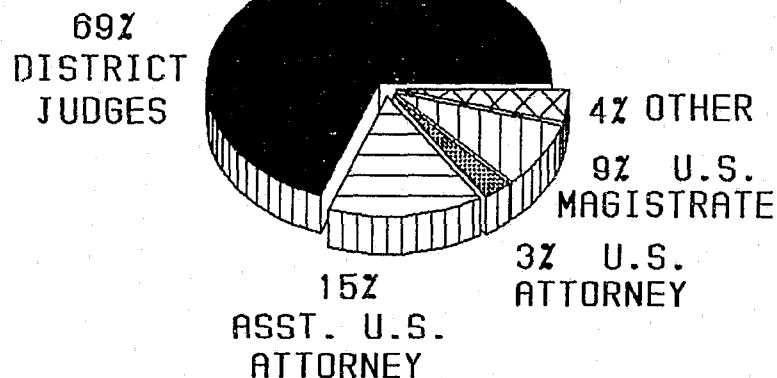
Threat Analysis

The USMS established a threat analysis unit in 1983 to enhance its capability to assess the level of danger related to threats against the Judicial family. The increasing number of threats and the growing sophistication of criminal organizations, including terrorist groups, compelled the Marshals Service to develop the ability to assess the danger in any situation.

Over the past five years, the Marshals Service has taken on a more active role in intelligence gathering as well as threat assessment and liaison functions. The USMS now collects, analyzes, and disseminates information relative to threats against all USMS protectees.

In FY 1988, the USMS conducted 71 formal threat assessments in a wide

FY 1988 TARGETS OF THREATS TO THE FEDERAL JUDICIARY



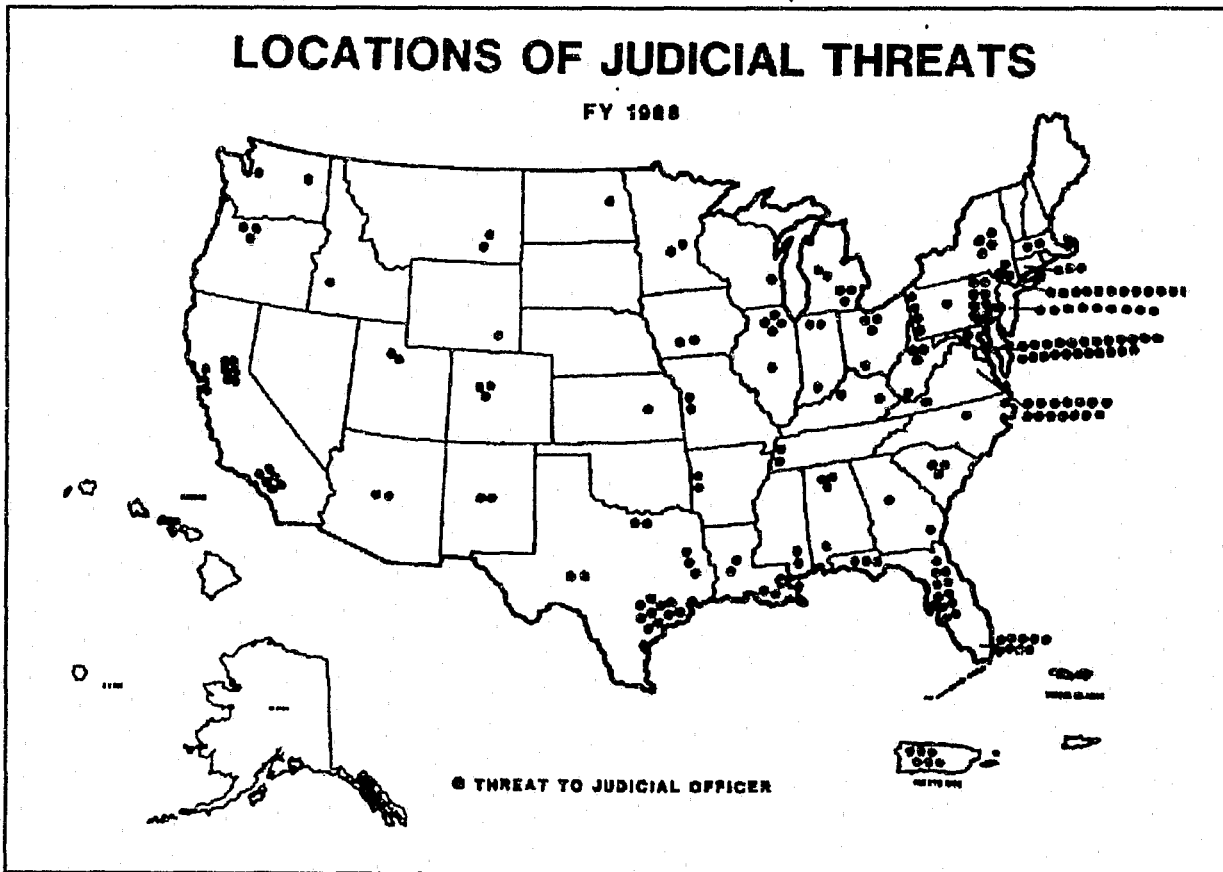
variety of areas, including 36 assessments involving drug cartels, five extremist groups, and seven terrorist organizations. An additional 202 investigations were conducted at the request of USMS district offices, USMS Headquarters, or other law enforcement agencies.

The different targets of threats investigated by the USMS in FY 1988 are demonstrated in the chart on the preceding page.

The map below illustrates the geographic locations of the 213 reported threats to the judiciary in FY 1988. As indicated, 63 of the 94 districts (67 percent) had at least one potentially serious threat against the judiciary.

After the information is collected and analyzed, it is disseminated to USMS field offices through Threat Intelligence Briefs (TIB). The TIB is designed to provide precise information to USMS district offices about a specific threat source or situation. In FY 1988, 65 TIBs were published on a wide variety of subjects, including groups and specific individuals considered dangerous.

Some of the more widely publicized cases in which TIBs were prepared were the Colombian Medellin Drug Cartel; Fawaz Younis, charged with the hijacking of a Royal Jordanian Alia Airlines plane with U.S. citizens on board; and the Mexican Drug Cartel responsible for the deaths of two DEA personnel.



Through the Threat Analysis function, the USMS also provides on-site assistance to field operations, such as personally briefing individuals assigned to protection details and providing intelligence support at extremely sensitive trials and property seizures.

Districts designate deputies to be Threat Coordinators, who are then given special intelligence training to develop the skills necessary to provide in-district threat intelligence support as well as to support national-level threat assessments through investigation and collection of information.

The USMS also provides intelligence training to other Federal, state, and local law enforcement officials on a select basis. In FY 1988, 466 individuals were trained in nine seminars on dangerous motorcycle gangs, terrorists, and paramilitary and other extremist groups.

Through the Threat Analysis function, the USMS maintains formal liaison with

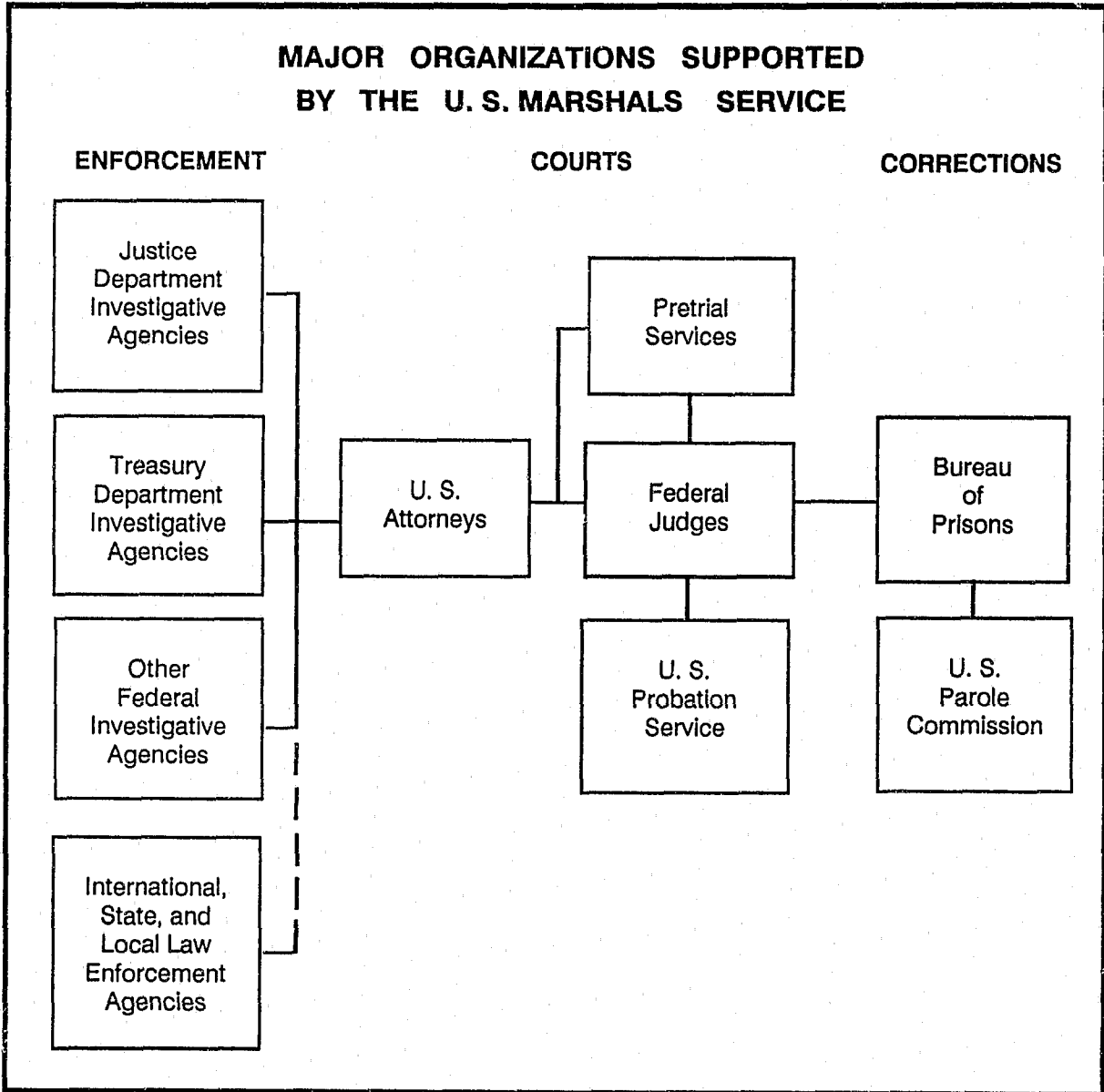
every major Federal civilian and military law enforcement agency, as well as numerous state and local agencies. Through these contacts, the Marshals Service is represented on the following task forces and working groups.

- Federal Bureau of Prisons Disruptive Groups Task Force
- California Prison Gangs Task Force
- National Drug Policy Board
- Italian/American Organized Crime Working Group
- Polygraph Oversight Committee
- International Association of Law Enforcement Intelligence Analysts
- INS Border Task Force

These contacts provide the USMS with direct access to information and critical personnel in other agencies for the purpose of emergency assistance, coordination, and security considerations.

APPENDIX A

USMS Support of Other Federal Justice System Components



The support services which the USMS provides to the other Federal Justice System Components are described on the following pages.

To Other Federal Investigative Agencies

- Investigation of felony warrants on behalf of Federal agencies without arrest authority;
- Photographic, fingerprinting, and vital statistic services for all arrested Federal prisoners;
- Custody and care of remanded Federal prisoners; and
- Seizure, management, and disposal of assets captured by the Justice Department.

To U.S. Attorneys

- Personal protection of U.S. Attorneys;
- Witness protection, relocation, and child visitation services in return for testimony in critical criminal cases;
- Service of process;
- Payment of witness fees and expenses;
- Production of prisoners and witnesses for hearings and trials;
- Providing testimony in cases where the USMS prepared prosecution reports; and
- Planning assistance and technical advice on seizures and forfeitures.

To Pre-Trial Services

- Care, custody, and transportation of violators until completion of hearings; and
- Production of defendants for pre-trial interviews.

To Federal Judges

- Analysis of threats against, and personal protection for, the Federal Judiciary and their family members;
- Protection of jurors and all other persons serving the court;
- Staffing for, and advice on, courtroom and courthouse security, as well as other protective services as may be assigned;
- Investigation of bond default cases; and
- Execution of court orders.

To U.S. Probation Service

- Apprehension of probation violators.

To Bureau of Prisons

- Investigation and arrest of Federal fugitives, including escapees from Federal prisons, failures from Community Treatment Center programs, violators of parole or probation conditions;
- Transportation services for Federal detainees remanded to USMS custody, sentenced prisoners committed to non-Federal detention facilities, and BOP Prisoners being transferred between Federal institutions; and
- Investigation and arrest of persons accused of aiding and abetting escapes from Federal custody.

To U.S. Parole Commission

- Apprehension of parole violators;
- Production of violators at hearings; and

- Housing, transportation, and support services for violators until committed to Federal institutions.

To USMS Interface With International, Foreign, State, and Local Law Enforcement Agencies

- Special deputations to state and local law enforcement officers which enable them to assist in the Federal investigative and prosecution efforts;
- Funds for regional sweeps of Federal, State, and local fugitives through programs such as the Fugitive Investigation Strike Team (FIST) and the Warrant Apprehension Narcotics Team (WANT);
- Coordination of arrest and secure transportation of international ex-

tradition cases;

- Funds and supplies for jail improvement and renovation (through the Cooperative Agreement and Federal Excess Property Programs);
- Inspections of local contract jail facilities;
- State and local training in court security, jail operations, fugitive investigations, and the establishment of on-going intergovernmental FIST operations;
- Cooperative transportation of state fugitives; and
- Execution of joint use detention contracts with state and local units of government.

APPENDIX B

Executive Direction, Support, and Staff Development

The Marshals Service Headquarters offices provide the executive direction and control necessary to manage national and limited international programs effectively and to coordinate the various operations of the 94 district offices. Specialized management support functions are provided from the Headquarters divisions and offices to minimize the time spent by managers and supervisors in the field on administrative matters, to ensure consistency in the application of USMS policies and procedures, and to provide stringent control for those management activities contained within these programs.

Executive Direction

The **Director** of the U.S. Marshals Service exercises overall managerial direction and supervision, establishes policy, and determines the goals and objectives of the Service. He represents the Service in interactions with high level officials throughout the public and private sectors.

The **Office of the Deputy Director** assists the Director in the establishment of policy, goals, and objectives; exercises overall executive direction and supervision of U.S. Marshals; approves specific policy guidelines; oversees internal control review activities; and assumes the functions of the Director whenever necessary.

The **Office of Legal Counsel** is charged with the responsibility for providing legal representation and advice to the Director and other USMS officials, and adjudicating all claims filed with the agency. This function involves representing the USMS and its officials at the Merit Systems Protection Board, Equal Employment Opportunity hearings, Union grievances, arbitrations, adverse actions, and unfair labor practices. It also involves representing the USMS at U.S. District and Circuit Courts in litigation regarding USMS official actions and operations. Legal advice is also rendered to management and all USMS district offices with respect to the legality of procedures, regulations and practices relating to criminal law, personnel practice, labor relations, ethics, and other matters.

The **Office of Congressional and Public Affairs** is responsible for managing the internal and external communications of the Service, including communications with Congressional offices, other Department of Justice units, the press, the general public, and USMS personnel. This office monitors and reviews all proposed and pending legislation which would impact on the Service. In addition, this office is responsible for Service-wide communications and produces information bulletins and the Service's law enforcement newsletter.

The United States Marshals Service Act of 1988

Throughout FY 1988, both the Office of Legal Counsel and the Office of Congressional and Public Affairs were involved with issues related to the United States Marshals Service Act, which was signed into law by President Ronald Reagan on November 18, 1988.

Some of the changes instituted by the Act include:

- Establishing the Marshals Service, by statute, as a bureau of the Department of Justice;
- Establishing a U.S. Marshal for the Superior Court of the District of Columbia;
- Authorizing personal services contracts for security guards and for execution of non-criminal process.
- Authorizing the Attorney General to set realistic fees for the service of process and to establish regulations setting the amount of commissions collected on property seized and sold under court order.
- Authorizing the Attorney General to appoint interim replacements to U.S. Marshal vacancies;
- Providing for the appointment of the Director of the Marshals Service by the President with confirmation by the Senate.

The Office of Special Assignments is responsible for the development of policies and procedures concerning the extraordinary operational missions throughout the 94 judicial districts. This office implements the programs relating to the staffing and funding of such missions, and provides technical assistance and coordination.

The Office of the Assistant Director for Inspections is responsible for conducting management audits and internal investigations, ensuring the security of personnel and information, and establishing emergency preparedness programs within the Marshals Service.

Audits of USMS activities are performed to provide management with the analytical information needed to properly assess field and program operational effectiveness. The audits are of a financial, compliance, or operational nature. In FY 1988, the USMS completed 35 audits.

The Office of Inspections also conducts USMS internal investigations, which are initiated when allegations of misconduct are made against an employee of the Service. In FY 1988, Inspections initiated 154 internal investigations, resulting in 35 letters of clearances and 57 adverse actions. The adverse actions ranged in severity from letters of instructions to dismissals. At the close of the fiscal year, 25 investigative cases remained open and 19 cases were pending review by the USMS Labor Relations Branch.

The Office of Internal Security (OIS) is a component of the Office of Inspections. OIS is responsible for the

personnel security, information security, and emergency preparedness programs within the Marshals Service.

In FY 1988, OIS initiated a total of 492 full field background investigations on USMS employees and contractors. OIS also initiated 1,595 name and fingerprint searches on applicants and contract employees. This represents a 382 percent increase over the workload for FY 1987, largely due to the implementation of security screening of contract personnel for the Court Security Division. In addition, the OIS staff completed 134 security interviews, initiated 320 credit inquiries, and conducted 1,022 background investigation reviews. During FY 1988, 206 security clearances were requested from the Department of Justice, bringing the total number of USMS employees with access to national security information to 818. OIS also processed 359 classified documents during FY 1988, an 82 percent increase over FY 1987.

The **Office of the Assistant Director and Comptroller** is responsible for the acquisition and deployment of the financial resources that are necessary to operate the Marshals Service. All procurement responsibilities were combined with the functions of budget, finance, and accounting under the Office of the Assistant Director and Comptroller in FY 1988. In addition to administering the procurement and acquisition functions, this office provides guidance and staff support in all areas of budget, finance, and accounting, including USMS financial planning.

The **Budget Division** formulates, presents, and justifies the Departmental, Office of Management and Budget

(OMB), and Congressional budget submissions for the Marshals Service Salary and Expenses, Support of U.S. Prisoners, and the Department of Justice Assets Forfeiture Fund Appropriations. In addition to developing related plans, programs, policies, and procedures, this division performs all budget execution activities for the three appropriations.

In FY 1988, the Budget, Finance, and Procurement functions were combined under the Office of the Assistant Director and Comptroller to centralize the responsibility for the acquisition and deployment of the financial resources necessary for the Marshals Service to operate.

The **Finance Division** is responsible for maintaining and developing the mechanisms that enable the Marshals Service to keep track of its financial obligations and to satisfy all valid financial obligations through the disbursement of available funds. To carry out these responsibilities, the division formulates general procedures and guidelines, and furnishes instruction and direct assistance as necessary. Each year the division arranges for the payment of approximately 20,000 invoices; audits and pays approximately 3,000 travel and relocation advances; and operates an imprest fund for travel advances, local travel expenses, and small purchases. In addition, the Finance Division coordinates USMS relations with government

contractors that provide charge cards, travel services, and employee relocation services.

Responsibilities of the **Procurement Division** include awarding and administering all contracts and small purchases for the Service to acquire the goods and services necessary for the USMS to function. After working with managers to define their requirements for goods and services, the division seeks out the best sources to provide the goods and services. In addition, the Procurement Division staff trains field personnel regarding applicable laws, regulations, and procedures.

The Administrative Divisions provide support on a wide range of administrative matters to district offices and other Headquarters divisions.

Support

Support on a wide range of administrative matters necessary for effective operations is provided to district offices and other Headquarters divisions by the administrative divisions. Although the services provided to the district offices in FY 1988 were essentially the same as in previous years, a reorganization of the administrative functions changed the names of the divisions responsible for providing the services. The following descriptions identify the divisions as of the end of the fiscal year.

The **Office of Equal Employment Opportunity (EEO)** provides assistance

to the operational and administrative activities of the Service on matters relating to equal employment opportunity. In addition to advising and assisting in the formulation of EEO policy and procedures, the office administers the EEO complaints processing system. This system involves informal counselling for employees, applicants, and management in an effort to resolve allegations of discrimination, as well as investigating formal allegations and adjudicating complaints of discrimination.

In FY 1988, this office conducted 46 EEO counselling sessions. To minimize the cost of the program, 45 of the sessions were conducted by telephone. In an effort to provide quicker response to allegations of discrimination, all counselling sessions were performed by full-time EEO staff. In 21 of the counselling sessions, the allegations raised were resolved at the informal stage (i.e., a formal complaint was not filed). Formal complaints were filed in 17 cases, a 43 percent reduction from the number of complaints filed in FY 1987. Eight cases were still in the counselling stage at the end of the fiscal year.

In FY 1988, a tremendous effort was made to reduce the backlog of uninvestigated or unresolved EEO complaints. The EEO Office resolved 22 complaints, 18 of which had been filed prior to FY 1988. Of the 18 pre-FY 1988 complaints, 13 were resolved through settlement, three were closed at the request of the complainant, and two were rejected. The EEO Office also investigated 23 EEO complaints during FY 1988, five of which had been filed in FY 1988, 13 in FY 1987, and the remaining five cases in FY 1986 or FY 1984. At the end of the fiscal

year, 16 cases were pending investigation.

The **Personnel Management Division (PMD)** is responsible for matters pertaining to the employment, direction, and general administration of USMS employees. In FY 1988, a number of initiatives were taken to improve the delivery of personnel services and the overall personnel management program.

Special emphasis was placed on improving retirement assistance and benefits processing. A more efficient retirement process has been implemented which will reduce the impact of the projected increased attrition rates in the near future.

In FY 1988, PMD implemented a Management Consultation Program to assist district management with their daily operations. The program has been very successful in providing management feedback about both positive and negative areas. It has also provided employees with an opportunity to speak candidly about their concerns and general work satisfaction.

The Field Administrative Review Committee reviewed the workforce composition of administrative positions in district offices to determine ways to improve district operations and to develop the level of expertise necessary to handle the increasingly complex administrative functions which districts perform. Three models for structuring administrative positions have been proposed, based on the level of activity in the office.

PMD was able to establish special salary rates for entry level Deputy positions in a number of geographical areas. This made the Marshals Service the first major law enforcement agency to establish these higher rates of pay for operational positions. This action will greatly enhance the recruitment and retention of operational personnel in these locations.

In FY 1988, the Master Labor Union Agreement was renegotiated. The Agreement will assist both management and employees in a continuation of the close cooperation that has marked past labor relations in the USMS.

The **Facilities Management Division** is responsible for all matters relating to facilities and office space, and for the printing and distribution functions.

A major focus for Facilities Management during FY 1988 was the relocation of the USMS Headquarters and warehouse. In addition, in FY 1988 the division updated the USMS facility requirements for a revision to the U.S. Courts Design Guide, involving coordination with the General Services Administration (GSA), the Administrative Office of the U.S. Courts, and the National Institute of Building Sciences. The division also obtained authority from GSA to lease airplane hanger facilities in Oklahoma City, Oklahoma, and Avoca, Pennsylvania, to support the USMS Airlift program; obtained authority to lease training facilities for the SOG at Camp Beauregard, Louisiana; developed the framework for a USMS nationwide health and safety program; and designed

Relocation of the U.S. Marshals Service Headquarters

The U.S. Marshals Headquarters moved into its new facilities at Lincoln Place, Arlington, VA during the summer of 1988. The Drug Enforcement Administration (DEA) will join the USMS in the 12-story twin tower complex during FY 1989.

The new USMS building contains joint-use conference rooms, modern computer facilities, a state-of-the-art communications center, special secure areas, and an operations command center. The building is protected by an advanced system comprised of both security personnel and alarms systems.

At the end of FY 1988, plans were being made for construction of a cafeteria, fitness area, day care center, and auditorium/training center for use by the Marshals Service and DEA.

The USMS warehouse also moved into new facilities during FY 1988, greatly enhancing the storage capabilities of the Service.

and monitored the construction of several cellblock facilities for various district offices.

Establishment of the Printing and Distribution Branch in FY 1988 enabled significant improvements in printing, duplication, and dissemination services to Headquarters and the districts. Both internal and external communications have improved as a result. A program for updating copying equipment was established. Geographic printing contracts were established through the Government Printing Office for large volume copy needs, reducing the response time on printing projects from months to days.

The Property Management Division is responsible for providing property management support to the USMS. This division also develops policy and procedures relative to the management of the USMS Government-owned and Government-leased motor vehicle fleet. In FY 1988, the USMS fleet included 1,393 agency owned or commercially leased vehicles.

The Technical Services Division provides data processing and communications services to both the districts and Headquarters. In addition, the division operates a 24-hour a day, 365-days a year Communications Center which is the hub of the communications support for all USMS activities.

Technical Services provides data processing support to all offices and programs within the Service by selecting and installing computer systems, and developing computer programs. The division also manages the USMS Computer Facility.

The division plans, designs, implements, and maintains USMS radio communications systems. This includes two-way radio service, secure and non-secure voice communications, and data system communications.

The Communications Center operates the USMS access to the FBI's National Crime Information Center (NCIC) and the National Law Enforcement Teletype System (NLETS). Through both telephone and facsimile equipment, the Communications Center is able to communicate world-wide over either secure or standard systems.

The Technical Services Division also supports the USMS Operations Center, a facility designed to provide complete audiovisual and communications needs during a crisis situation.

The **Resource Analysis Division** provides staff support and management assistance across a wide range of organizational, planning, and general management concerns. The division collects data on the workload, accomplishments, and time expenditures of all districts. The information is used to conduct workload trend analyses and analytical reviews, and to prepare reports such as *The Director's Report* and *The Report to the U.S. Marshals*. The information is also used to support the USMS budget requests and in response to data requests from the Department, OMB, and Congress.

The division conducts special ad hoc studies as requested by management, Headquarters divisions, or districts. During FY 1988, some of the topics studied were delays obtaining security

clearances for new employees, the impact of jail overcrowding on the detention of Federal prisoners, and the impact of the Sentencing Reform Act on USMS workload.

Resource Analysis also provides support to inter-divisional committees working within the agency (such as the Data Project Work Group) and to inter-agency committees in which the Service participates (including DOJ's Equipment and Technology Committee, DOJ's Statistics and Evaluation Committee, and the National Drug Policy Board's Science and Technology Committee).

Resource Analysis is responsible for recommending staffing allocation levels for the districts and responding to allocation requests throughout the year. It also manages OMB's Information Resource Management and Productivity Improvement programs for the USMS.

**The programs of the
Employee Development
Division and the USMS
Training Academy are
available to all USMS
managers as they
endeavor to fulfill their
responsibilities for staff
development.**

Staff Development

Although all USMS divisions and managers have responsibility for staff development, the following programs take the lead in this area.

The **Employment Development Division (EDD)** administers the Deputy U.S. Marshal/law enforcement recruiting program, Affirmative Action programs, Career Development programs, Merit Promotion programs, Employee Assistance and Health programs, and Fitness-in-Total program. This division also coordinates USMS participation in external training.

In addition to the usual activities concerning the recruitment and hiring of Deputy U.S. Marshals, in FY 1988 the **Law Enforcement Recruiting Program** was granted authority by the U.S. Office of Personnel Management (OPM) to administer the Deputy U.S. Marshals written test in seven cities which are chronically understaffed. These cities are Los Angeles, San Francisco, San Diego, New York, Detroit, Miami, and the District of Columbia. This special testing authority not only gave the Service the opportunity to increase significantly the recruitment efforts in these locations, but also increased the probability of filling the positions with strong local talent.

Accomplishments of the Service's **Merit Promotion Program** in FY 1988 include:

- Establishment of 150 "Senior Deputy" positions in the districts as part of the Service's plan to encourage employee growth and to improve the retention rate.
- Continued use of the Merit Promotion Assessment Center, implemented in FY 1987, as a valuable selection and development tool. Three assessment cycles were conducted in FY 1988, evaluating 91 candidates for Chief Deputy and Supervisory Deputy U.S. Marshal positions.

- Administration of the Chief/Supervisory Merit Promotion examination to over 1,000 employees in 156 different locations. The test is another of the valuable tools used to identify individuals for management positions.

The **USMS Affirmative Action Program** sponsored or participated in numerous affirmative action programs in FY 1988, including Black History Month Observance in Detroit, Michigan; National Hispanic Heritage Week in San Diego, California; National Organization of Black Law Enforcement Executives (NOBLE) Conference in New York City; National Association for Equal Opportunity in Higher Education (NAFEO) Conference in Washington, D.C.; Job Fair at the Department of Labor sponsored by the United Negro College Fund; Fifth Annual National Puerto Rican Conference in Washington, D.C.; National Association of Blacks in Criminal Justice (NABCJ) in New Orleans, Louisiana; and International Association of Women Police in Atlanta, Georgia.

In FY 1988, the Marshals Service placed an employment ad in the Communication Publishing Group's Career Focus magazine for the first time. The ad announced the upcoming Deputy U.S. Marshals examination and contained a profile on two Marshals Service officials.

One tool used by the USMS Affirmative Action is the **Cooperative Education (Co-op) Program**, which is designed to recruit, train, and place college students in USMS law enforcement positions. The primary

objectives are to ensure the improved recruiting of minority group members and women; to increase USMS involvement with a variety of educational institutions; and to better control the quality of permanent hires, since the Co-op program selects from among college graduates who have been evaluated on the job.

In FY 1988, the Marshals Service increased its commitment to programs that contribute to quality job performance by addressing the overall physical and mental health of USMS employees. In addition to continued development of the **Fitness-in-Total Program (FIT)**, the Service implemented a new **Employee Assistance Program (EAP)**, **Critical Incident and Response Program (CIRP)**, and **Retirement Assistance Program (RAP)**. These programs are administered by the Employee Assistance and Health Branch of the Employee Development Division.

FIT continued to stress the USMS's belief in the importance of physical fitness and well-being. In FY 1988, 41 additional FIT Coordinators were trained, bringing the total to 265. By the end of the program's fourth year, over four-fifths of the USMS workforce had joined the FIT program.

Over the past year, the USMS participated in several fitness activities, including the National Law Enforcement Olympics and the Special Olympics Torch Run. Additionally, the USMS sponsored its own fitness events in a number of districts, as well as the Director's Fifth Annual Challenge which included a five mile run, a 2.5 mile run, and a 2.5 mile walk. The USMS publishes the FIT Beat on a

Employee Health Programs

The **Employee Assistance Program (EAP)** assists USMS employees in the management of medical, behavioral, and personal problems. EAP provides a comprehensive and confidential problem assessment and referral service to all employees, and manages a national external EAP contract with Occupational Health Services, Inc.

The **Critical Incident and Response Program (CIRP)** assists employees who are victims of traumatic events. Because law enforcement personnel may expect to experience, witness, or participate in overwhelming traumatic events during their careers, it is important for their agency to help them cope with the normal stress reactions produced during such events. Failure of the body to cope may lead to post-traumatic stress disorder, a debilitating illness.

The **Retirement Assistance Program (RAP)** provides educational and counselling services to USMS employees with regard to retirement from the Service. RAP acts as liaison with the USM Retirement Association.

The **Fitness-in-Total Program (FIT)** stresses the USMS's belief in the importance of physical fitness and well-being. FIT is designed to increase job performance, physical readiness, and overall quality of health for its employees through fitness assessments, medical screenings, exercise and nutrition prescription, and wellness education.

USMS TRAINING IN FY 1988

Class	Number of Classes	Number of Students
Basic Deputy U.S. Marshal	4	188
Protective Services	5	113
Advanced Deputy U.S. Marshal	4	90
Basic Instructor	1	3
Court Security Officers Orientation	6	332
Firearms Instructor	2	45
White Collar Crime	1	2
Management Assessment Center	3	78
National Asset Seizure and Forfeiture	4	132
Prisoner Detention	2	48
State and Local Court Security	6	203
State and Local Fugitive Investigators Course	3	72
U.S. Marshals Orientation	1	4
Witness Security Basic	3	57
Administrative Financial Managers Seminar	2	48
Detention Officers	14	22
TOTAL	61	1,437

semi-monthly basis to keep employees informed on fitness topics and to report on the fitness activities and accomplishments of USMS offices and employees.

The U.S. Marshals Service **Training Academy** conducts initial, refresher, specialized, and management training for Marshals Service law enforcement and administrative support personnel. In order to provide the most comprehensive and current instruction possible, the Academy continually modifies and updates its courses. Curriculum committees consisting of field and Headquarters personnel convene on a regular basis to evaluate program

content and to ensure that the courses contain the knowledge and skills essential to fulfill the various missions of the Service.

During FY 1988, the Academy trained 1,497 personnel, including students from the Marshals Service as well as from other law enforcement agencies in 61 separate schools and conferences. The resulting 22,303 student training days helped the Marshals Service maintain its position as one of the top 10 agencies at the Federal Law Enforcement Training Center (FLETC) at Glynco, Georgia. The chart above lists the training conducted at the Academy by program area.

In FY 1988, the Academy focused on implementing a revised two-week Protective Services Curriculum. By requiring pre-attendance certification of cardiopulmonary resuscitation (CPR) and minimum physical fitness standards, the revamped program was able to include contemporary training methods that satisfy changing operational missions.

In addition to these functions, the Training Academy assumed responsibility for USMS management training in February 1988. The eight-member training committee which was established to reassess the management needs of the Service met three times in 1988, providing direction and insight on the programs to be developed. As a result, the Management Training Branch was created to develop management and leadership programs which will be implemented at Glynco during FY 1989.

Looking Toward the 200th Anniversary of the U.S. Marshals Service

The USMS will celebrate its Bicentennial in 1989. The primary objective of the commemoration is to promote public awareness and understanding of the important and often fascinating role that the Service has played in America's 200 year history.

A major feature of the Bicentennial celebration will be the joint Smithsonian-USMS travelling exhibit entitled, "America's Star: United States Marshals 1789 - 1989." By the end of FY 1988, arrangements had been finalized for the exhibit's cross-country tour, with the first showing in December 1988 at

the Supreme Court building in Washington, D.C. The tour will continue throughout 1990, appearing in museums in 13 cities.

Throughout FY 1988, work on the first full-length history of the Marshals continued. The book, entitled *The Lawmen: U.S. Marshals and their Deputies 1789-1989*, will be published in 1989.

The California-based U.S. Marshals Posse was joined by two new U.S. Marshals Posses, based in Oklahoma and Arizona. These mounted equestrian units represent the Service at parades and other public events. By the end of FY 1988, plans had been made for the California-based Posse to ride in the 1989 Rose Bowl and Presidential Inaugural Parades.

Other Bicentennial activities include a national high school essay contest, athletics and firearms competitions in all districts, and various youth education projects.

The U.S. Marshals Foundation, established as a private, nonprofit corporation in 1986, promotes public awareness of the U.S. Marshals Service and Federal law enforcement. A National United States Marshals Memorial has been planned to commemorate the more than 400 Marshals and Deputy Marshals who were killed in the line of duty during the Service's history. In FY 1988, 7.5 acres were denoted for use as the National Memorial in Oklahoma City, Oklahoma. The groundbreaking ceremony was held September 23, 1988.