

U.S. Department of Justice
United States Marshals Service



THE DIRECTOR'S REPORT:

A REVIEW OF THE UNITED STATES MARSHALS SERVICE IN FY 1989

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U.S. Department of Justice
National Institute of Justice

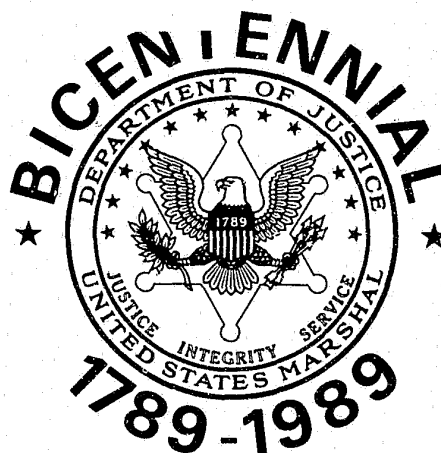
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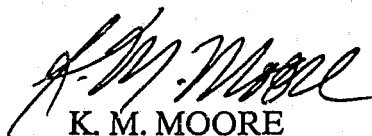
PREFACE

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 1989.

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, 1989. 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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K. M. MOORE

Director

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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

The Marshals Service Bicentennial

In 1989, the Marshals Service proudly looked back over 200 years of service to the United States. This year saw many celebrations of that dedication to the principles of our Constitution and the rule of law.

The Bicentennial celebrations included a series of special exhibition rodeos, a national essay contest on the Marshals Service for students in grades 9-12, and a national pistol competition with participation from Federal, state and local law enforcement agencies. Several honorary ceremonial Marshals Service Poses were formed to carry the U.S. Marshals Service name and flag in events and parades. Then, on September 23, 1989, the Marshals Service had a 200th anniversary birthday party in Philadelphia, Pennsylvania.

Other special Bicentennial events include a museum exhibit created in cooperation with the Smithsonian Institution. Entitled "America's Star: U.S. Marshals 1789-1989," the exhibition opened in December 1988 at the U.S. Supreme Court Exhibit Gallery in Washington, D.C. and will be on a nationwide tour until May 1991. In addition, the United States Marshals National Memorial was created in Oklahoma City, Oklahoma.

The celebration is a recognition of the present as well as the past. At no time in its 200 year history have the demands on the Marshals Service been greater than they are today.

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.

In FY 1989, legislation passed in Congress which would alter once again the structure and responsibilities of the Service. Among the more notable changes were establishing a U.S. Marshal for the District of Columbia; giving the bureau the authority to have personal service contracts for security guards and the execution of non-criminal process; giving the Attorney General, rather than the local court, the authority to make interim replacements to U.S. Marshal vacancies; and providing for the appointment of the Director of the Marshals Service by the President with confirmation by the Senate.

After two centuries of evolution, today the basic functions of the Marshals Service are as crucial as ever to the Federal 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 1989 accomplishments, this report provides a portrait of the organization, its responsibilities, and its role in the Federal justice system.

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 includes 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 organized 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). 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 the following outline of its seven functional areas.

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

- Photographing, fingerprinting, and compiling vital statistics of all arrested Federal prisoners; and
- Custody and care of all remanded Federal prisoners.

Prisoner Security 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, transfers between Federal institutions, and state/local extradition cases, when requested.

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.

Special Operations and Analysis

- Supporting a wide range of emergency situations;
- Providing a civilian law enforcement escort for nuclear missiles; and
- Analyzing information about potential threats to the criminal justice system.

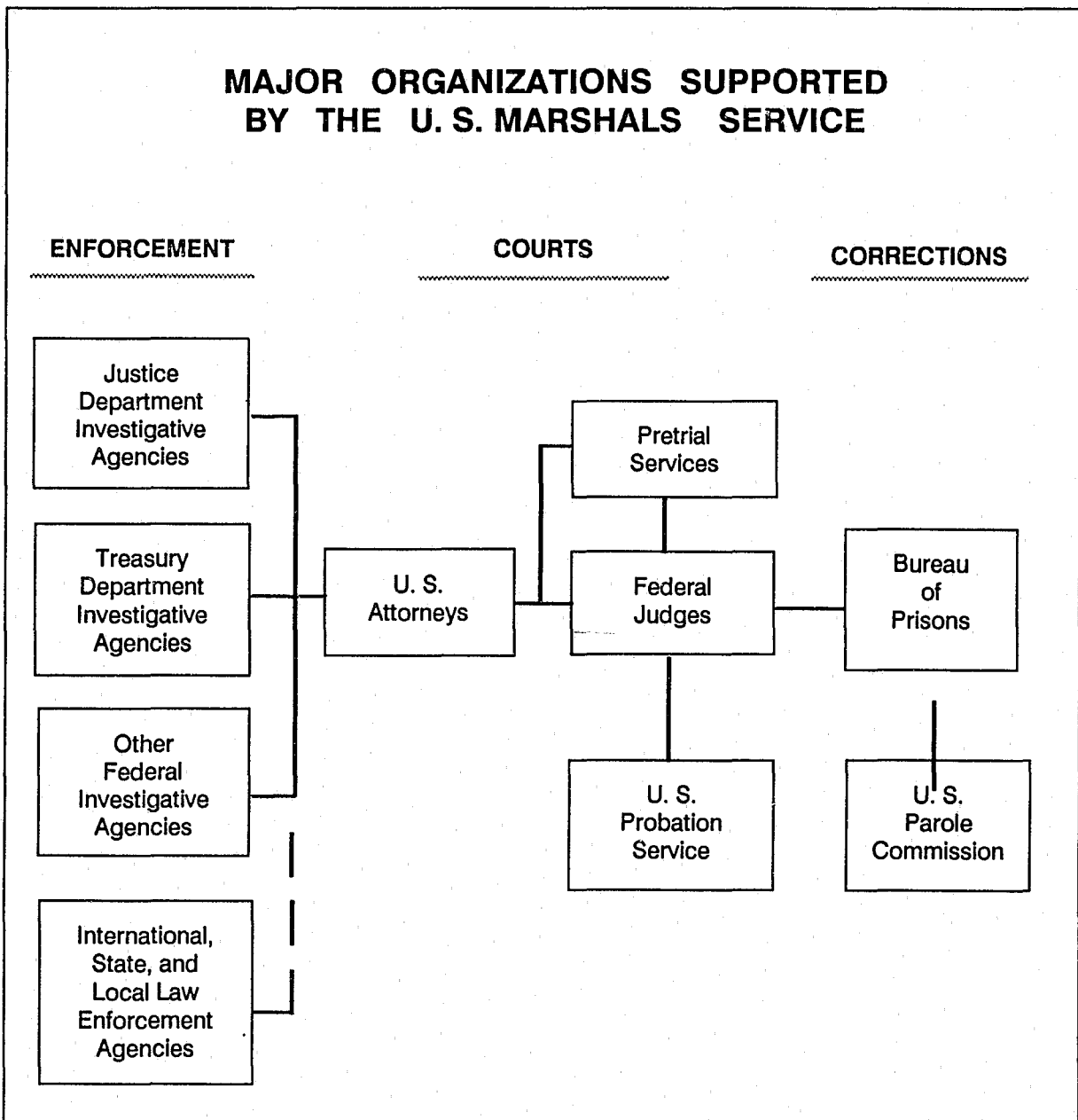
As depicted by the chart on the next page, the work of the Marshals Service can be considered in terms of its support to the major organizations of the system. (Also see Appendix A.)

The USMS not only serves as a primary investigative agency performing felony fugitive arrests, but also facilitates 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 1989. Security for the judicial system, which includes Protection of the Judiciary (12 percent) and Prisoner

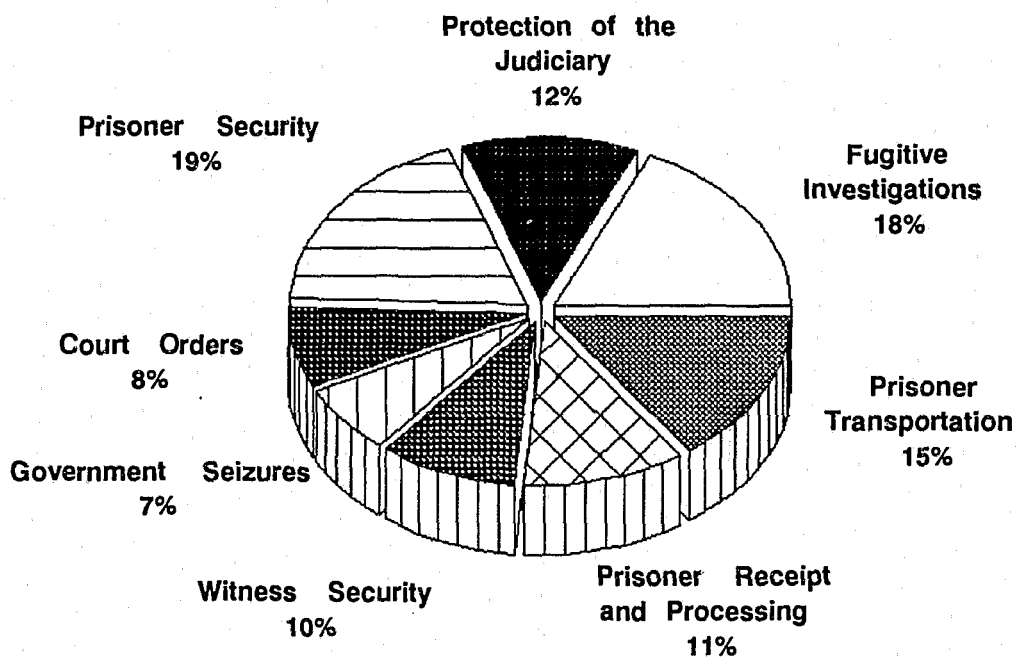
MAJOR ORGANIZATIONS SUPPORTED BY THE U. S. MARSHALS SERVICE



Security (19 percent), requires the largest expenditure of time, followed by Fugitive Investigations (18 percent), Prisoner Receipt and Processing (11 percent), Prisoner Production and Transportation (15 percent), Witness Security (10 percent), Execution of Court Orders (eight percent), and Government Seizures (seven percent).

The chapters of this report generally follow the order in which defendants or offenders come into contact with the Marshals Service and the Federal justice system as previously described. The chapters provide a comprehensive view of activities and workload accomplishments of the U.S. Marshals Service in FY 1989.

Time Expended by Deputy U.S. Marshals in FY 1989



CHAPTER 2

Fugitive Investigations

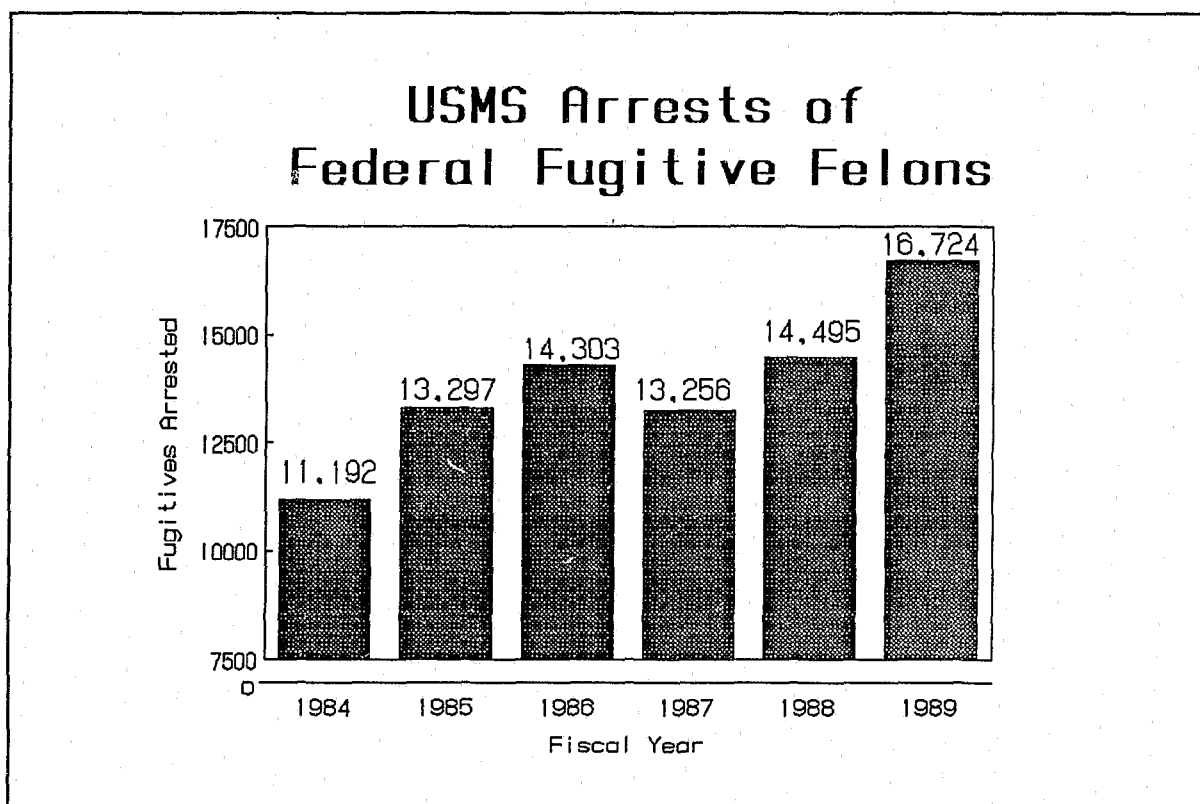
The efforts of the Marshals Service in Fugitive Investigations throughout FY 1989 continued to justify the Service's reputation as the "Best Fugitive Hunters in the World."

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 1989, the USMS received a total of 78,641 Federal warrants. Of this total, 20,020 were designated as USMS priority felony warrants. USMS priority warrants are for escape, bond default, and parole and probation violations; felony violations in cases where the originating

agency does not have arrest authority; and fugitive warrants generated by the Drug Enforcement Administration (DEA) initiatives.

During FY 1989, the Marshals Service arrested 16,724 Federal fugitive felons, an increase of 2,229 from FY 1988.

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



Drug Fugitives

In FY 1989, the Attorney General shifted the primary responsibility for the apprehension of Drug Enforcement Administration (DEA) fugitives to the Marshals Service. This change defines clearer lines of responsibility for Federal law enforcement and provides a greater focus on the rising drug fugitive population in this county.

USMS investigators located more DEA drug fugitives in FY 1989 than all other Federal law enforcement agencies combined. The number of DEA fugitive arrests and locates is expected to rise and will contribute greatly to the President's War on Drugs.

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 special enforcement operations to locate large numbers of Federal, state, local, and international 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.

During 1989, the Marshals Service assumed full administrative and investigative responsibility for fugitives generated by DEA investigations. This new responsibility increased the USMS primary felony workload by 10,980 warrants in 1989. USMS investigators cleared 3,753 of these drug fugitive warrants, through

either arrest, locating the fugitive, or having the case dismissed. Other agency arrests based on these same type warrants numbered 2,640.

During FY 1989, the Marshals Service emphasized training all investigators in the area of electronic surveillance, providing instruction in basic techniques and how to properly apply them. By incorporating modern technologies such as electronic surveillance into basic investigative procedures, the Marshals Service continues to increase its effectiveness in fugitive investigations.

The following chart highlights the USMS fugitive workload and program accomplishments. In FY 1989, criminal investigations accounted for 18 percent of all operational time expended by the USMS.

"15 Most Wanted" Fugitives

The USMS created its "15 Most Wanted" list in 1983. The 100 fugitives who have appeared on this nationally distributed list are considered to be major 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 chart on the next page shows the range of original offenses with which these fugitives are charged. It demonstrates the growth of cases involving narcotics and drug-related crimes, and the increased emphasis within Federal law enforcement agencies to combat the drug problems.

FY 1989 was a landmark year for the USMS "15 Most Wanted" Fugitive Program with 14 "Top 15" fugitives being arrested. Five of the 14 were apprehended solely by the Marshals Service, three by a combination of local police and Marshals Service, four by local authorities, and two by combinations of other Federal law enforcement agencies and local authorities.

Among the most notable FY 1989 arrests were the following:

JOHN MATTHEW BOSTON was arrested by Jamaican Police accompanied by three

FY 1989 USMS WARRANT WORKLOAD

Categories	Received During Year	Warrants or Cases Closed and Cleared				On Hand Beginning Of Year ('89)	On Hand End Of Year ('89)
		USMS Arrests	Other Agency Arrests	Detainers Filed	Dismissals		
USMS Felony							
Fugitive	13,294	8,704	829	2,377	871	10,580	11,093
Other Felony	22,196	5,816	10,912	2,874	3,004	19,130	18,720
Misdemeanor	36,425	11,263	1,843	629	17,729	32,322	37,283
DEA Fugitives	6,726	2,204	2,640	762	787	4,254	4,587
TOTAL	78,641	27,987	16,224	6,642	22,391	66,286	71,683

Deputy U.S. Marshals who had tracked him to a rooming house in Montego Bay, Jamaica. Boston, who has a criminal history dating back to 1961 and was known to frequently carry automatic weapons, was arrested without incident.

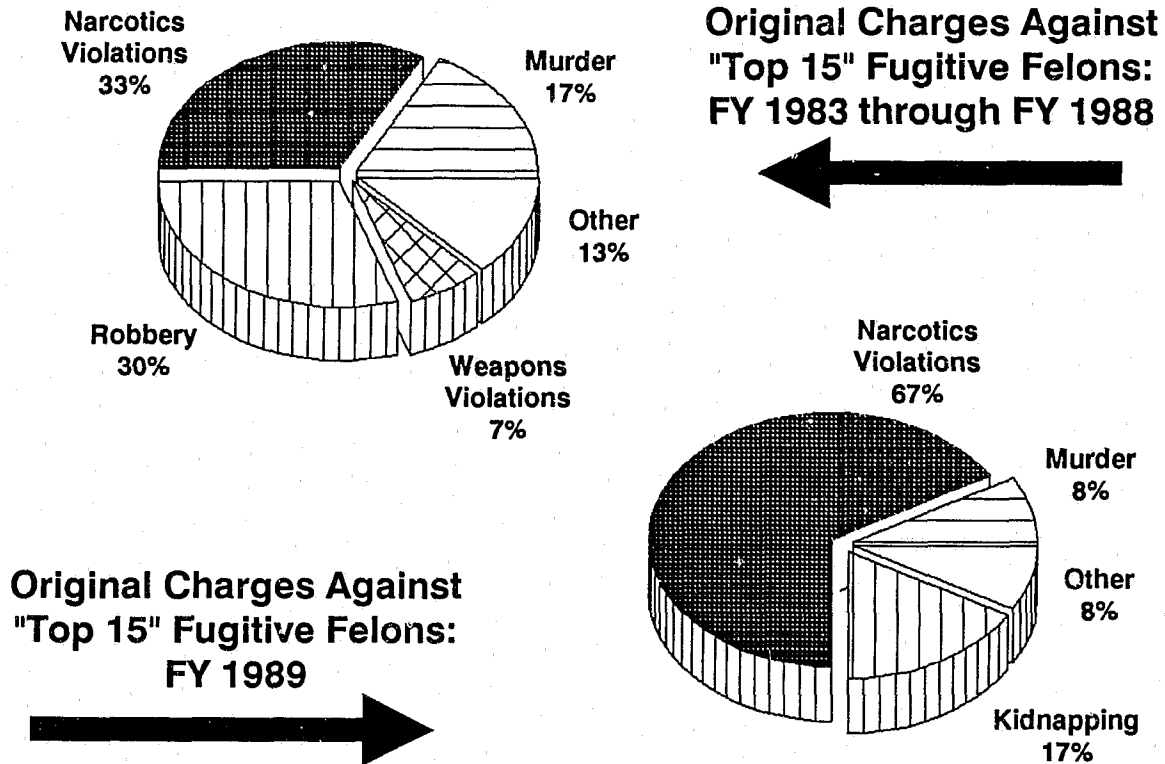
A narcotics user/dealer, Boston had been wanted by the Marshals Service on a Federal parole violation warrant from the Eastern District of New York since February 1986, and had been on the "15 Most Wanted" list since August 1988. His parole had been revoked at that time after he was identified as the alleged gunman in a "drug war" killing in South

Carolina. He has more than six years remaining to be served on a 20-year sentence for armed bank robbery and conspiracy. He was convicted for the 1971 hold-up of the National Bank of North America (New York City) in which nearly \$200,000 was stolen.

VERNON EARLE was arrested in Maryland by USMS personnel with the assistance of the Baltimore Police Department. The arrest was made without incident although Earle attempted to flee through the bathroom window of the third floor apartment where he was living.

ORIGINAL CHARGES AGAINST FEDERAL FUGITIVES ON THE USMS "15 MOST WANTED" LIST

Of the individuals on the USMS "Top 15" List, the number of individuals who had originally been charged with narcotics and other drug-related offenses has grown from one-third to two-thirds of the total.



A Jamaican national and alleged enforcer for the "Shower Posse", Earle had been serving a sentence of 65 years to life for a drug-related homicide at the time of his escape with seven other inmates. The profile of Earle on the popular television show "America's Most Wanted" led to reports of his being seen in Baltimore, Maryland. The Lorton Task Force, which was responsible for locating the eight fugitives, centered its investigation in that city and apprehended Earle after a six week investigation.

WENDELL RAY SHACKLEFORD was arrested by Deputy U.S. Marshals from the Southern and Western Districts of Texas. Shackelford was charged with conspiracy to manufacture methamphetamine, and was also under investigation by the Texas Rangers for the murder of two people in Waco, Texas.

**The search of the
fugitive's apartment by
Deputy U.S. Marshals,
Texas Rangers, and agents
of the Bureau of Alcohol,
Tobacco and Firearms
produced a loaded AK-47
assault rifle and a loaded
.306 caliber deer rifle.**

Shackelford was arrested in his car at an apartment complex in West Houston. He had a loaded .45 caliber automatic pistol near his feet on the floorboard at the time of his arrest. He also admitted that there were other weapons in his apartment and consented to a search. Deputy U.S. Marshals, Texas Rangers, and agents of the Bureau of Alcohol, Tobacco and Firearms searched the apartment and discovered a loaded AK-47 assault rifle and a loaded .306 caliber deer rifle, along with

chemicals and equipment used to manufacture methamphetamine.

MILTON DOBBIN EVANS, a convicted narcotics distributor and the alleged head of an interstate drug organization, was arrested by Deputy U.S. Marshals from the Middle District of Georgia. The Deputies were assisted by agents of the Bureau of Alcohol, Tobacco and Firearms, and state and local law enforcement officers.

Known to have close associations with biker clubs, including a Macon, Georgia, chapter of the Outlaws, Evans was a fugitive from Federal drug charges in the Middle District of Georgia. He fled from the Macon area shortly after he was indicted in April 1989 on various narcotics and firearms charges.

Deputy Marshals tracked Evans to a mobile home located in Sparta, Georgia, where Evans was arrested without incident. Two other people were taken into custody during the arrest, and a loaded .45 caliber pistol, along with a quantity of drugs, was found in the mobile home. The Deputies also seized \$6,000 in cash.

A native of Laurens County, Georgia, Evans has a criminal record dating back to 1978 when he was convicted on burglary charges and sentenced to five years imprisonment. He was subsequently convicted in 1982 for possession/distribution of narcotics and for illegal firearms possession. Probation from his 1982 conviction was revoked in 1983 when he was convicted again on drug possession charges and sentenced to serve two and a half years. During a previous arrest, Evans had a 12-gauge shotgun and a 9mm semi-automatic weapon in his possession.

RODNEY BROWNING was arrested in Rialto, California, by a task force of six Deputy U.S. Marshals, two officers from the Los

Angeles County Sheriff's Department, and a San Bernardino police officer. The arrest was made without incident when the task force closed in on a vehicle occupied by Browning.

Browning and his older brother had been indicted in the Central District of California on the charge of heading a vast cocaine and heroin network that is alleged to have supplied hundreds of pounds of cocaine to cities in Southern California and other parts of the country. The indictment charges that the brothers' gang employed thousands of dealers and couriers, and netted an estimated \$2.5 million a month. The gang is also charged with using violence and murder to keep other dealers out of its territory.

The fugitive is reported to be a major supplier of cocaine and crack to the "Bloods" and "Crips", two street gangs in Los Angeles.

Browning is reported to be a major supplier of cocaine and crack to the "Bloods" and "Crips", two street gangs in Los Angeles. A USMS investigative team conducting a surveillance in a Los Angeles area known to be frequented by Browning came under gunfire with their vehicle being hit by five rounds at close range. All rounds missed the Marshals Service personnel and the gunman escaped.

A search of Browning's house produced a .44 Magnum pistol with two boxes of ammunition, a small amount of narcotics, and \$14,500 in cash. Four automobiles belonging to Browning were also seized.

SAM LANGFORD, JR. was arrested in Knoxville, Tennessee in September 1989. The arrest by Deputy U.S. Marshals and Knoxville police officers followed a stake out of an apartment in Knoxville, where Langford was staying with a girlfriend.

Langford was arrested on a Federal warrant issued in the Northern District of Mississippi on parole violation charges, the result of his being wanted for the April 1988 brutal killing of a man in Columbus, Mississippi. He had been out of prison since 1986, having received parole from a seven year sentence imposed by a Federal court in Kentucky in early 1984 for interstate transportation of stolen property.

The arrest came after USMS investigators learned the description of a car Langford was believed to be using. A member of the Knoxville Police Department's Organized Crime Narcotics Unit spotted the car, which had been abandoned in a shopping mall. Additional information developed from the discovery of the car led investigators to the apartment Langford was using. Langford surrendered without resistance when Deputies and Knoxville police officers spotted him in the apartment.

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.

STOP Operations

During FY 1989, the Marshals Service sponsored a fugitive initiative in the Washington, DC, and Baltimore, MD, area.

The Street Terror Offender Program—codename STOP—was the Marshals Service's response to requests from William Bennett, Director of the Office of National Drug Control Policy, for suggestions on how to effectively combat drugs and drug-related violent crimes in the District of Columbia area.

In contrast with many of the other programs proposed to combat drugs and drug-related violent crimes, Operation STOP was intended to be a quickly implemented effort to help check the growth of criminal activity and reverse its momentum. STOP was a great success for the Marshals Service, a fact which is directly attributable to the coordinated efforts of many people within the Marshals Service. STOP produced a serious impact on the Washington area drug community in two important phases.

Phase I of STOP targeted known "crack houses" for eviction of the residents. A total of 209 evictions were completed within a seven

day period. During the evictions, 25 individuals were arrested and 24 firearms and other weapons were seized.

Phase II targeted career narcotics criminals with three or more drug felony arrests/convictions and outstanding drug or drug-related homicide warrants. Of the 840 fugitives targeted, 456 were arrested, 155 were located in jails in other areas, and 42 cases were administratively cleared by investigations. Included in the total number arrested were 25 individuals wanted for 40 drug homicide warrants. The chart below provides a summary of the STOP workload accomplishments.

The information gathered about the arrested individuals provides a profile of a drug fugitive. The average drug fugitive arrested during STOP was a 31 year old male with six prior arrests, armed and considered dangerous. He had been at large for 10 months, and committed his first felony at the

Operation STOP Accomplishments

Drug Fugitives Arrested	431
Homicide Fugitives Arrested	25
Non-STOP Arrests	82
Warrants Cleared	816
Average Time at Large	10 Months
Cost per Arrest	\$2,850
Cost per Warrants Cleared	\$1,593
Value of Assets Seized	\$138,967
Value of Contraband Seized	\$93,157
Length of Operation	8 Weeks
Personnel Assigned	90
Fugitives Arrested Outside of STOP Area	38
Fugitives Extradited/Pending Removal	36

Operation STOP

Profile of a Drug Fugitive

DESCRIPTION	AVERAGES	POINTS OF INTEREST
Age	31	Oldest: 59
Gender	84% Male	16% Female
Prior Arrests	6	Highest 29
Time at Large	10 Months	Longest: 8.5 Years
Armed and Dangerous	62%	Total: 281
Age when Committed First Felony	20	Youngest: 15 (Homicide)

age of 20. The above chart outlines this profile along with information about the extreme cases.

STOP provides an example of how law enforcement agencies can maximize the results of their efforts. By targeting repeat and serious offenders, with each arrest agencies can hamper criminal activity while improving public safety. At the same time, the combined efforts of Federal and local agencies make it possible to accomplish arrests that individual agencies working alone could not complete.

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 (with two representatives assigned to the National Central Bureau Interpol offices in Washington, D.C., and one assigned to Interpol's General Secretariat in Lyon, France), the Department of State, the Central Intelligence Agency, the El Paso Intelligence Center (EPIC), the National Narcotic Border Interdiction System (NNBIS), U.S. law enforcement attachés, foreign governments, and other sources.

One example of the support which these international contacts provide to the operational employees of the Marshals Service is demonstrated by the volume of activity at EPIC. EPIC provides information and disseminates intelligence reports. USMS resource usage at EPIC increased by 76 percent from FY 1988 to FY 1989, keeping the

USMS as one of the highest ranking agencies among the 10 participating Federal agencies.

In FY 1989, 486 new international investigations were opened. This figure includes 276 cases initiated by the Marshals Service, 130 cases initiated by Interpol, and 80 inquiries from other agencies.

**In FY 1989,
281 international cases
were closed
while 486 new
international investigations
were opened.**

The cases closed by arrest, location of the fugitive, or dismissal totaled 281. This includes a concentrated effort to research and close cases dating from FY 1986. Of the 275 cases opened in 1986, only 46 remain open as of the end of FY 1989.

Some of the major cases closed during FY 1989 were:

- **Linda Leary, Paul Heilbrunn, and Richard Heilbrunn**, a mother and her two sons, were wanted by the Southern District of Indiana for narcotics violations. They had been part of an international drug ring that netted profits of approximately \$50 million. When indictments were issued for their arrest in 1987, they fled the country.

Investigation by USMS personnel in the Southern District of Indiana revealed that they had emigrated to Austria where they were active in the local government and were investing millions in Austrian schillings into local

companies. In May 1989, by request of Interpol Washington, Leary and her sons were arrested by Austrian authorities and extradited back to the United States.

- **Ronald Perkins** was listed by the Canadian authorities as one of their Ten Most Wanted Fugitives. His felony charges included five counts of rape, six counts of indecent assault, and one count of sexual assault.

On the morning of Friday, June 9, 1989, Perkins was arrested without incident in Houston, Texas, as the result of a concerted effort by the Royal Canadian Mounted Police (RCMP), USMS personnel from Tampa, Florida, and Houston, Texas, and the Houston Police Department.

- **Deborah Troxell** was wanted in Illinois for pleading guilty to three counts of distribution of cocaine. Each count carries a maximum penalty of 27 years imprisonment and a one million dollar fine.

Troxell fled after being released on bond. Information developed by the USMS indicated that she was probably en route to Libya. Lookouts were placed with Interpol Washington and the State Department. Libya responded that she had entered their country, but had been expelled as an undesirable to Italy. The USMS developed information that Troxell had entered and then left Italy, and was travelling in and out of countries bordering the Mediterranean. Lookouts were kept on the subject, and she was arrested by U.S. Customs agents as she attempted to use her passport to clear customs at JFK Airport in New York City.

- **Islak Kadarishko**, along with two co-defendants, were indicted in February 1987 for conspiring to distribute cocaine in Boston, Massachusetts, and Miami and Ft. Lauderdale, Florida. Kadarishko was arrested in Florida, released on a \$25,000 corporate surety bond, and ordered to appear in Boston. When he failed to appear, a warrant was issued in June 1987.

Investigation by USMS personnel from the District of Massachusetts revealed that Kadarishko might have fled to either Israel or Canada. An international fugitive investigation was initiated and an International Red Notice issued.

Through coordination with the Canadian Embassy, members of the RCMP in Montreal and Toronto helped the Marshals Service with the extensive investigation and tracking of this fugitive. He was arrested by the Canadian Immigration authorities for false identity and possession of a stolen passport.

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. The Marshals Service was selected to perform these removals because of

its expertise and training in the movement of Federal prisoners.

**Because of its expertise
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In addition to the responsibility for returning Federal fugitives, the Marshals Service returns state and local fugitives on a cost reimbursable basis on request. The Service also escorts, on a case-by-case basis, subjects that are deported, expelled or have voluntarily agreed to surrender to the United States. The Service also assists and provides security at U.S. military air bases for foreign escorts transiting the United States en route to their country from another foreign country.

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 special cases or cases involving expulsions or deportations). In other situations, 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 certify all documents and present them through its diplomatic channels), the district where the warrant originated, and any other Federal, state, or local agency involved in the extradition.

The extradition of high-profile fugitives has increased significantly in recent years. The movement of fugitives with organized crime connections, affiliation with a terrorist group, or membership in a known dangerous gang, and of drug kingpins has necessitated stringent security arrangements which include increasing the number of USMS personnel escorting the fugitive, using aircraft (USMS-owned, privately-leased jets, and occasionally military aircraft), and pre-arranging the use of military bases.

The extradition process is complicated and time-consuming, frequently requiring stringent security arrangements because of the number of high-profile fugitives with known connections to organized crime and terrorist groups.

In FY 1989, the USMS opened 240 requests for international removals either by extradition, deportation, or expulsion. Before the end of the year, 184 of these fugitives were returned. Examples of FY 1989 high profile fugitive extraditions are:

- **Saeid Asefi Inanlou** was extradited from Frankfurt, Germany, to San Diego, California, by three Deputy U.S. Marshals from the Southern District of California. Inanlou was arrested by German authorities based on a provisional arrest request from the United States.

Inanlou, an Iranian national, was indicted in the Southern District of California for conspiracy to defraud the United States in circumventing export laws, theft of military property involving sophisticated Navy F-14 fighter plane parts, unlawful exportation of defense articles, wire fraud, interstate transportation of stolen property, and aiding and abetting. Some of the Defense articles stolen included amplifiers for the Phoenix missile system, computerized circuit cards, infrared aerial cameras, and navigational systems.

Three escorts were used for the removal because intelligence information received indicated that Iran had asked for his return to their country and it was possible the Iranian nationals would attempt to interfere with the removal. To prevent any incidents during the transfer in Germany, the German authorities instructed the Deputy Marshals to pre-board their flight. Inanlou was then delivered to the Deputies on board the flight.

- **Nicholas and Sharon Kukielski** were extradited from Lilongwe, Malawi, by Deputy U.S. Marshals from the Districts of Rhode Island and Massachusetts. The Kukielskis were wanted for importing and distribution of large amounts of marihuana. This is a precedent setting case because it was the first time anyone had been extradited from Malawi to the United States.
- **Roel Adolfo Escobar** was extradited from Guatemala City, Guatemala, to Los Angeles, California, by Deputy U.S. Marshals from the Central District

of California. Escobar was wanted by the State of California for murder and attempted murder. This was the first time a Guatemalan citizen was extradited to the United States.

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 forces 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 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 1989, the OCDE task forces were responsible for the return of 1,629

indictments and the seizure of over \$544 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.

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. The 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.

The USMS is also responsible for the negotiation, award and administration of approximately 845 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 1989, the receipt and processing of prisoners consumed 11 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.

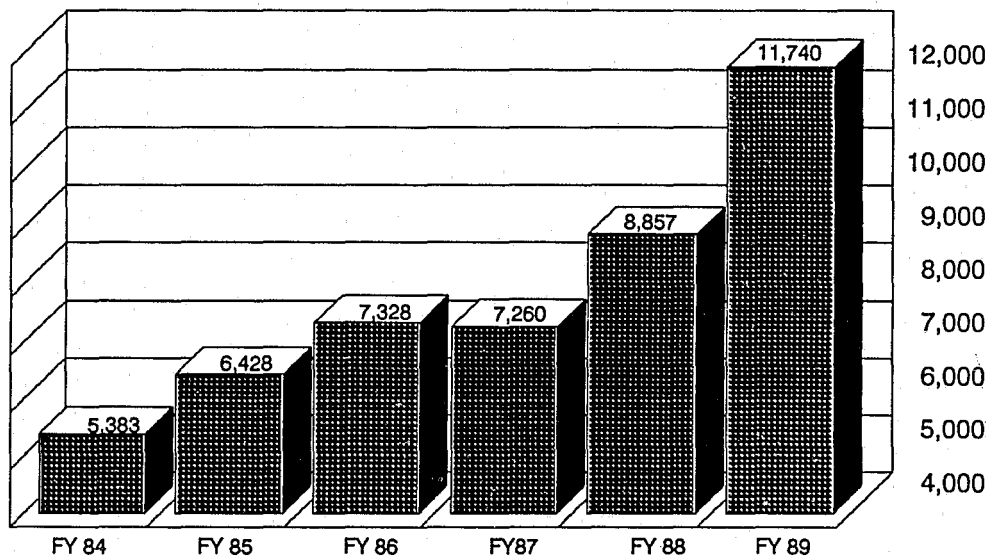
In FY 1989, the number of Federal prisoners received increased eight percent, from 82,144 in FY 1988 to 88,784 in FY 1989. The average length of prisoner detention for both Federal and contract facilities increased from 36 days in FY 1988 to 41 days in FY 1989.

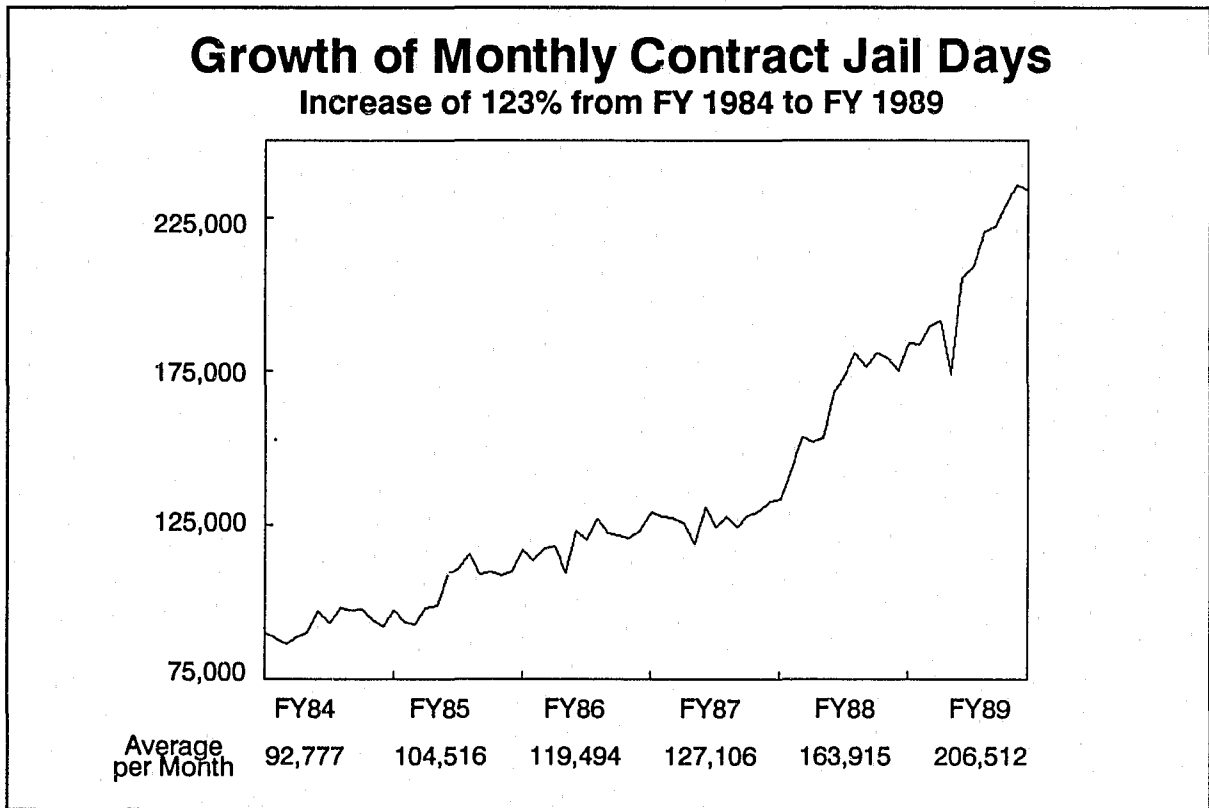
From FY 1984 to FY 1989, the number of inmate days in contract facilities increased 123 percent. Due to these increases in the number of prisoners received and the length of time they remain in USMS custody, the average daily number of prisoners in USMS custody rose to 11,740 in FY 1989, an increase of 32 percent over FY 1988 and 118 percent over FY 1984.

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 to uphold the Sentencing Reform Act of 1984, and the continued impact of the entire Comprehensive Crime Control Act of 1984.

Growth of Average Daily Population Levels

Overall Increase of 118% from FY 1984 to FY 1989





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 1989, approximately 845 Intergovernmental Service Agreements (IGA) were in effect between the USMS and state and local governments for jail space. This was a slight decrease over the number of agreements in effect during the previous fiscal year. During FY 1989, 199 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 1989, due to a continuing shortage of field personnel, only 55 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.

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 1989, 607 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.

Critical Jail Space Shortage: Focus on the Northeast Region

In FY 1989, all USMS districts continued to have difficulty finding adequate jail space for the increasing prisoner load. Nowhere was this more evident than in the Northeast region of the country. Overcrowded local and Federal jails forced the Marshals to drive hundreds of miles to house prisoners awaiting trial. Some prisoners had to be transported as far away as Texas to await sentencing. The number of pre-trial detainees in the District of Massachusetts jumped from 56 in October of 1984 to 105 in October 1989, with virtually no available space in local and state facilities. In 1980, the District of Rhode Island averaged two prisoners awaiting trial or sentencing per month; in 1989, the average was 50 per month. The problems of extensive overtime, excessive travel demands, and administrative juggling are illustrated by the following examples:

- In Rhode Island, Deputy U.S. Marshals routinely travel two hours to the Federal detention center in Hartford, Connecticut or the nearest Federal prison in Danbury, Connecticut, a six-hour round-trip. Danbury has an inmate capacity of 514 and currently has over 860 prisoners.
- With the two pre-trial detention centers near New York City full, the Southern District of New York sometimes must house its female prisoners as far away as Alderson, West Virginia, about 500 miles.
- Deputies in the Eastern District of Pennsylvania must travel nine hours one way to Alderson to house their female prisoners. Most male prisoners are housed in either Otisville, New York (four hours one-way) or Petersburg, Virginia (six hours one-way).
- The Northeast crisis reached the breaking point for the Marshals Service and the Federal court system when the Marshals in Massachusetts and Rhode Island had to run 24-hour cell block operations in the Federal courthouses because all local and Federal jail space had been exhausted.

This severe detention space crisis in the Northeast region prompted the Marshals Service to undertake an aggressive approach to resolve the emergency detention space needs of the Northeast districts. The Northeast Regional Task Force was formed with representatives of the Marshals Service and Bureau of Prisons in late FY 1989. This Task Force is developing a system to allocate detention space at Bureau of Prisons facilities when the Marshals have exhausted all available detention space.

Marshals Service districts throughout the country are encountering the same problems as the northeast region. The following examples demonstrate the severity of the jail space crisis.

- Deputies in the Western District of Missouri travel two hours round trip to reach the nearest contract facilities. During a typical trial week, Deputies are 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 are not returned to the facilities until after 8:00 p.m., with the Deputies returning to their office or homes an hour later.
- The prisoner load for the Southern District of West Virginia quadrupled in the last three years, with most of the prisoners charged in drug cases. The local jail was 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 Federal prisoners at the local facilities.
- Despite overcrowded conditions, the 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.

- Faced with a critical need for jail space in Cleveland, the U.S. Marshal from the Northern District of Ohio has had to request detention space in BOP facilities in Kentucky.

USMS Detention Surveys

In an effort to develop a concise national picture of the jail crisis and its impact on the Marshals Service, the agency conducted national detention surveys in 1987 and 1989. The surveys measured average daily prisoner populations and bedspace shortfalls in the 271 Federal court cities where court is held on a daily basis and assessed the detention space status (emergency, critical, serious, potential, or no problem) of each city through 1995.

Based on the results of the 1989 survey, it is projected that the USMS prisoner population level will reach an estimated 29,600 by 1995. Of the 271 Federal court cities reviewed, 181 have already been identified as having serious detention space problems. By 1995, these cities will have a projected bedspace shortfall of 20,347 beds.

The Marshals Service estimates that by 1995 approximately 5,800 beds can be obtained through the USMS CAP program. Most of the additional beds required by 1995 will have to be created by either BOP or the private sector. The overall estimated cost to resolve the USMS detention crisis is \$1.2 billion (\$230.5 million of that total for CAP).

The 1989 survey validated the prisoner population levels projected in the initial USMS survey of 1987. With the full impact of the Sentencing Reform Act still to be felt, there is every reason to expect that the

projections based on the 1989 survey will be met.

If these trends continue and the projected Federal inmate levels are reached, the Federal judicial system will collapse unless new bedspace is created quickly. Several USMS districts already routinely operate 24-hour cell block operations due to the lack of jail space. Federal judges in Massachusetts have threatened the Marshals Service with contempt of court orders if they refuse to accept prisoners. State and local detention resources are exhausted and cannot support any significant increase in Federal population levels.

The Federal government may be faced with either limiting arrests or having to place an increasingly violent unsentenced inmate population on some type of pre-trial release. The costs to provide the level of detention resources required will be enormous and aggressive action must be taken now as the creation of additional bedspace takes time to accomplish.

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, especially in the Northeast.

Role of the Bureau of Prisons Detention Facilities

The Bureau of Prisons currently operates only 47 detention facilities most of which are not able operationally to house unsentenced Federal prisoners not located within daily commuting distance to Federal courts.

Of these 47 BOP facilities, only five are designated Metropolitan Correctional Centers (MCCs) and assigned to provide full detention services for unsentenced prisoners. As shown in the table below, by the end of FY 1989, these facilities were 80 percent over capacity.

Population pressures on the 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

BOP Metropolitan Correctional Centers (MCCs)			
Location	Capacity	Population	Percent of Capacity
Chicago	363	628	173%
Los Angeles	541	843	156%
Miami	424	1,047	247%
New York	473	864	183%
San Diego	546	847	155%
TOTAL	2,347	4,229	180%

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 1989, BOP facilities were 66 percent over their rated capacity, with 54,000 inmates housed in them.

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 twice the FY 1989 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.

DOJ Interagency Detention Task Force

In recognition of the growing detention crisis, the USMS, BOP, and INS joined together to establish a high level task force to discuss various problem areas in acquiring jail space and to work together to coordinate a Department of Justice Detention Strategy. The first meeting of this group was held September 12, 1989. Meetings will be held twice a month to provide a forum for exchange of vital information and discussion of mutual problems.

A New Approach to the Jail Crisis: Private Jails

The Marshals Service was granted authority to enter into detention agreements with the private sector as part of the Anti-Drug Abuse Act of 1988. The development of two pilot projects has already begun with the issuance

of a Request for Proposals (RFP) to qualified vendors for approximately 200 bedspaces in private detention facilities to be located in the Providence, Rhode Island/Boston, Massachusetts area and the Kansas City, Missouri area. The first awards are anticipated to be made by midyear 1990. INS will also participate in utilization of bedspace generated by this initiative.

As part of the Anti-Drug Abuse Act of 1988, the Marshals Service was granted authority to enter into detention agreements with the private sector.

Cooperative Agreement Program (CAP)

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 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 1989, 19 CAP agreements were awarded in 18 districts with a total funding value in excess of \$8.6 million. As the next chart shows, a total of 567 guaranteed bedspaces were acquired for USMS prisoners at an average cost of only \$15,182 a bed. The average cost of future CAP bedspaces will increase in the future as more bedspaces are acquired through the funding of new construction projects.

**COOPERATIVE AGREEMENT PROGRAM
AGREEMENTS AWARDED IN FY 1989**

USMS District	Jail	Funding	Number of Beds	Length of Agreement in Years
M/Alabama	Dothan City	\$48,013	15	8
W/Arkansas	Crawford County	\$240,000	12	15
S/Georgia	Glennville City	\$50,000	15	15
E/Louisiana	St. Tammany Parish	\$800,000	84	15
W/Louisiana	Shreveport City	\$150,000	15	10
N/New York	Albany County	\$250,000	15	15
Oregon	Multnomah County	\$500,000	20	15
M/Florida	Charlotte County	\$500,000	30	15
M/Florida	Lee County	\$1,000,000	25	15
North Dakota	Grand Forks County	\$300,000	30	15
N/Ohio	Lake County	\$1,000,000	60	15
S/Texas	Nueces County	\$1,000,000	96	20
E/Washington	Yakima County	\$500,000	30	15
M/Georgia	Bibb County	\$1,000,000	30	15
Idaho	Latah County	\$20,000	5	5
Nevada	Douglas County	\$400,000	15	15
South Dakota	Pennington County	\$300,000	15	15
Utah	Salt Lake County	\$400,000	50	15
W/Virginia	Rockingham County	\$150,000	5	10
TOTAL	19 JAILS	\$8,608,013	567	

Since the beginning of the program late in 1982, the Service has acquired a total of 4,131 bedspaces in 79 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.

Of the 19 CAP actions completed in FY 1989, eight were in Federal court cities identified as emergency cities by 1992 in the

1989 detention space survey conducted by the Service. These eight CAP agreements will provide 306 beds for USMS prisoners.

Federal Excess Property Program (FEP)

As part of the effort to give local jails an incentive to provide temporary housing for Federal prisoners, the USMS developed the 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 between the USMS and state and local governments.

FY 1989 Report of Excess Property Transferred to Contract Facilities

Property Category	Property Value
Motor Vehicles, Trailers, and Cycles	\$81,978
Engines, Turbines, and Components	57,108
Woodworking Machinery and Equipment	548
Metal Working Machinery	23,077
Services and Trade Equipment	8,853
Special Industry Machinery	14,378
Agricultural Machinery and Equipment	2,935
Construction, Excavating, Highway Equipment	588
Materials Handling Equipment	2,229
Refrigeration, Air-Conditioning, and Air Circulating Equipment	46,836
Pumps and Compressors	508
Maintenance and Repair Shop Equipment	8,722
Hand Tools	4,071
Communication, Detection, and Coherent Radiation Equipment	19,208
Electrical Wire and Power and Distribution Equipment	3,370
Medical, Dental, and Veterinary Equipment	64,480
Instruments and Lab Equipment	10,836
Photographic Equipment	4,713
General ADP Equipment	8,482
Furniture	151,151
Household and Comm. Furniture, Appliances	1,162
Food Preparation and Serving Equipment	111,340
Office Machinery, Text Processors, and Visible Record Equipment	50,132
Musical Instruments, Phonos, and Radios	5,734
Recreation and Athletic Equipment	444
Cleaning Equipment and Supplies	5,726
Clothing and Insignia	489,398
Miscellaneous	706,555
NATIONAL TOTAL	\$1,884,562

Accountable property equalled \$688,607 (37% of the national total) in FY 1989, while Consumable Goods equalled \$1,195,955 (63% of the national total).

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 \$12.4 million in Federal excess

property to 380 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 been a great benefit to 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 1989, excess property valued at \$1,884,562 was transferred to 111 state and local jail and correctional facilities in 30 districts. Consumable items such as clothing and individual equipment accounted for 63 percent of the transferred property. The chart

on the preceding page lists the value of the properties transferred in FY 1989.

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 intergovernmental 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.

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.

Prisoners are produced for judicial proceedings in accordance with court calendars, and for out-patient medical care and hospitalization, as required. The production of prisoners includes their transportation between contract and Federal facilities and the USMS district holding cells.

Prisoner transportation involves the physical relocation of prisoners from one USMS district to another. Usually it 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.

National coordination of prisoner transportation occurs when there is a change of custody and the receiving agency is more than 25 miles outside the originating USMS district. One example of this type of transportation is the transfer of sentenced prisoners from the USMS to the Bureau of Prisons (BOP), when the BOP facility is outside of the originating USMS district. Transfers of unsentenced prisoners between USMS districts when the distance between the originating district and the ultimate destination is more than 25 miles also involve the national program.

Transfers of an unsentenced prisoner from one USMS district to a contiguous USMS district or transfers of a sentenced prisoner to a BOP facility within the originating district handled by the originating district without the involvement of the national program.

FY 1989 PRISONER PRODUCTIONS

Workload Category	FY 1988	FY 1989	Percent Change
Number of Prisoner Productions	379,100	414,719	9%
Average Number of Productions per Prisoner Received	4.6	4.7	2%

PRISONER PRODUCTIONS

As the chart on the preceding page indicates, the number of prisoner productions increased nine percent from FY 1988 to FY 1989. The average number of productions per prisoner increased from 4.6 in FY 1988 to 4.7 in FY 1989. The average number of productions has not increased sharply due to the lack of Deputy U.S. Marshals to produce defenders at the initial appearances. This function is now being performed increasingly by the arresting agency due to the limited USMS resources.

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 productions 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.

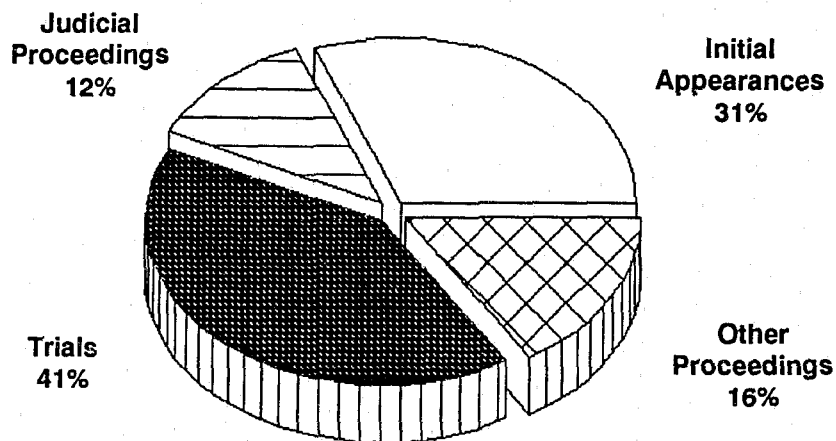
As the following chart shows, the largest category of productions is for trials (41 percent). The second largest category is for initial appearances (31 percent). Judicial proceedings other than initial appearances or trials account for 12 percent of prisoner productions. The remaining productions (16 percent) are for such things as prisoner medical care and attorney meetings.

The Marshals Service continues to be faced with providing increased security for

TYPES OF PRISONER PRODUCTIONS

FY 1989 (Source: USM-268 Reports)

Total: 414,719 Productions



[Other proceedings include productions for medical care, meetings with attorneys, etc.]

prisoners' trials in the courtroom, and while moving the prisoners to and from the courtroom. As more arrests are made in support of anti-drug and organized crime initiatives, the Marshals Service must maintain custody of the most dangerous types of offender. The need for prompt and secure prisoner transportation is underscored by the scope of criminal activities of these offenders, the resources at their disposal, and their proven willingness to do whatever is necessary to disrupt judicial proceedings. As the full impact of the Sentence Reform Act is felt, prisoners will be even more prone to violence and will require more secure escort as the potential for plea bargaining is eliminated and mandatory sentencing is applied.

As is true in many aspects of reports about law enforcement, numbers in charts are unable to adequately convey the nature of the work. Although there were no fatal incidents in FY 1989, it has only been one year since two Deputy U.S. Marshals had to kill two assailants when they attempted to free a USMS prisoner who was being taken to a doctor's office for medical treatment.

PRISONER TRANSPORTATION

In FY 1989, as seen in the following chart, both the number of prisoner transportation movements and the amount of hours expended in district support of prisoner transportation increased by 17 percent. While the average number of hours per prisoner movements did not change, 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 eight percent of the average Deputy U.S. Marshal's duty hours.

National Prisoner Transportation System

Transportation of prisoners over short distances is 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-distance transportations are coordinated from one centralized location by the National

FY 1989 PRISONER TRANSPORTATION			
Workload Category	FY 1988	FY 1989	Percent Change
Number of Prisoner Movements	92,051	107,391	17%
Total Hours Expended In Prisoner Transportation	245,762	287,604	17%
Average Number of Hours Expended per Prisoner Movement	2.7	2.7	—
Average Number of Prisoner Movements per Workyear	718	778	8%

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

Through the use of its centralized ticketing program, the Marshals Service saved a total of \$989,990 (43% of original cost) on airline fares when commercial air trips had to be used.

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 1989, a total of 107,391 prisoner movements were conducted by the USMS. Of this total, 38,338 (36 percent of all movements) were conducted by the Service-owned B727 jet aircraft.

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 \$2,288,637 in FY 1989. By using centralized ticketing, NPTS saved a total of \$989,990 on airline fares, a 43.3 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 1989, NPTS saved the Special Assignments Program a total of

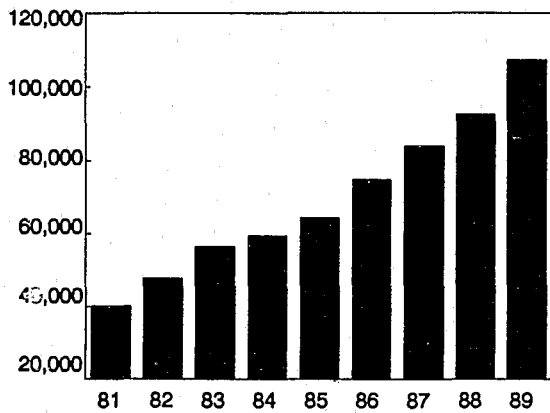
\$663,459 or 46.2 percent in air transportation costs.

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 1989, the cost per movement by the NPTS airlift was \$234, compared to \$617 per movement by commercial air and \$1,322 for each movement by air charter.

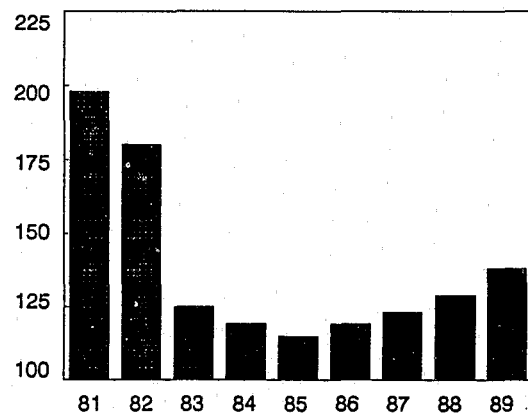
In addition to reducing the costs of prisoner movements, NPTS increased the efficiency of the USMS by steadily reducing the number of workyears required to move prisoners. In FY 1981, 200 workyears were required to complete 40,218 prisoner movements for an average of 201 movements per workyear. In FY 1989, the USMS made 107,391 prisoner movements using only 138 workyears, resulting in an average of 778 movements per workyear. The reduction in workyears used for prisoner movements has enabled the Service

HISTORICAL TRENDS:

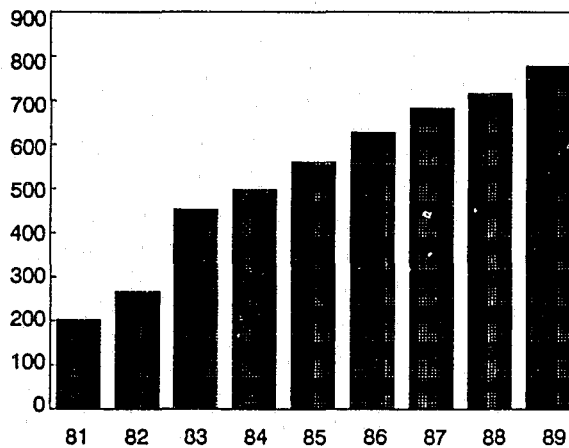
Prisoner Movements Completed



Work Years Expended



Ratio of Prisoner Movements per Work Years Expended



to address critical workyear shortages in other pressing areas.

As the first two charts on the previous page show, the number of prisoners movements through the NPTS system has climbed consistently since 1981, with an overall increase of 167 percent, while the number of workyears expended in transportation has declined by 30 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 system, 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 over 600 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 1989.

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.

Program Overview

In FY 1989, the average Deputy U.S. Marshal spent 38 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.

JUDICIAL OFFICERS IN FY 1989

Type of Officer	Authorized	Senior	Other	Total
Supreme Court	9		2 ^a	11
Circuit Court	168	66		234
District Court	575	236		811
Full Time Magistrates	313		3 ^b	316
Part Time Magistrates	159			159
Magistrate/Clerk	9			9
Bankruptcy Court	291		17 ^b	308
Tax Court	26	4	14 ^c	44
Claims Court	16		4 ^b	20
Court of Trade	9			9
D.C. Superior Court	51	14		65
D.C. Commissioners	15			15
Veterans Court of Appeal	7			7
TOTAL	1,648	320	40	2,008

^aRetired Chief Justice
& Associate Justice

^bRecalled Judges

^cSpecial Trial Judges

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.

The passage of the Anti-Drug Abuse Act of 1988 and similar laws continues to cause the marked growth in the Marshals Service's judicial security workload. More complex security problems result as the war on drugs produces more alleged international terrorists, major drug traffickers, and others for proceedings in the Federal courts.

This trend is also reflected in threats against members of the judiciary. In FY 1989, 331 threats were reported, a 55 percent increase

above FY 1988. The 93 protective details which were required in FY 1989 represent a 35 percent increase over FY 1988. [For more information on the Marshals Service's handling of threats, see Chapter 9, Special Operations and Analysis.]

Prominent Cases in FY 1989

In FY 1989, 239 cases required extraordinary security procedures, a 33 percent increase over the number of such cases in FY 1988. The cases most often involved charges against alleged members of drug cartels, with an increasing number of international cartels implicated in the proceedings. The following are examples of cases which required unusual levels of security during the year.

U.S. vs. Rupley, et al.: This trial, in Reno, Nevada, started in January 1988, and continued through May 1989. The case involved 20 defendants charged with manufacturing, possessing, and selling controlled substances; racketeering; and operating a continuing criminal enterprise. The case began with 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 called over 100 witnesses. This trial utilized approximately 20 USMS operational personnel at a cost of over \$900,000. The jury found 12 of the defendants guilty on 65 of the 71 counts.

U.S. vs. Jerry Allen LeQuire, et al.: This trial, in the Middle District of Georgia, involved 25 defendants, 17 in-custody and eight fugitives. The defendants were charged with operating a continuing criminal enterprise, RICO violations, narcotics trafficking, and obstruction of justice (murder). Jerry LeQuire was the

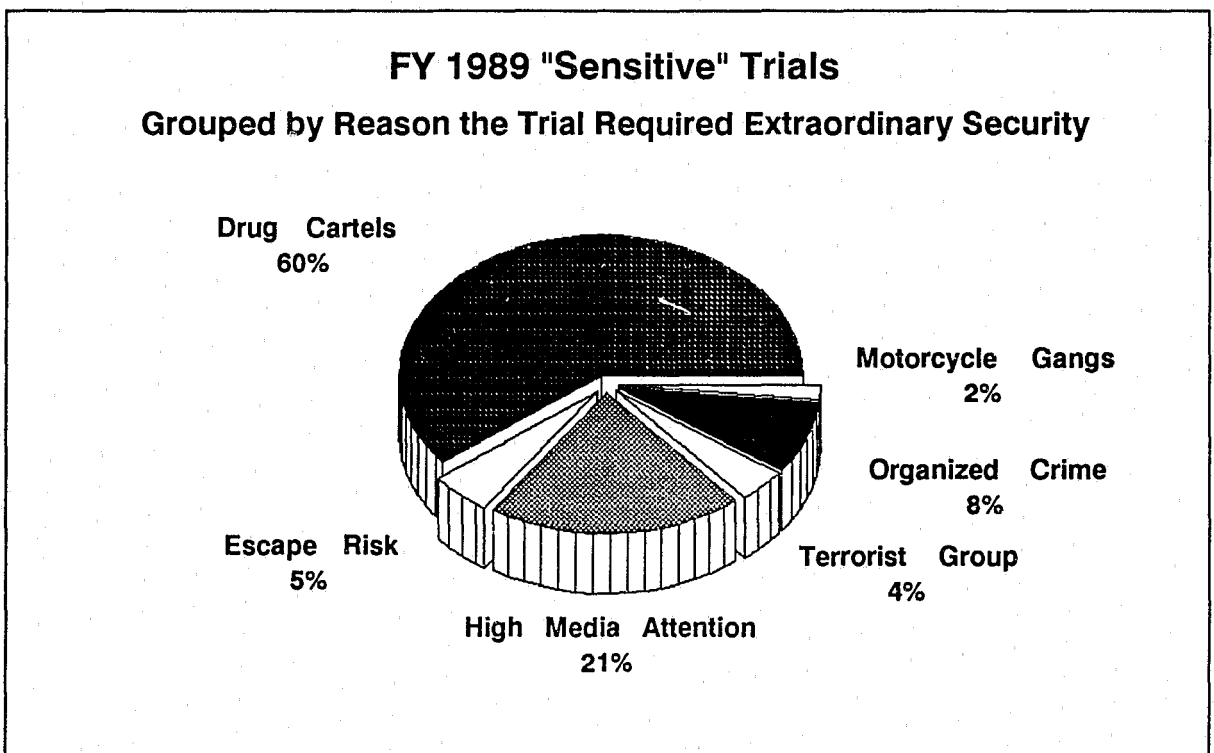
alleged leader of a drug organization that relies on violence, including murder, to sustain its position as a leading drug-distribution network. Information obtained by DEA indicated that the day before the trial began LeQuire ordered and financed the murder of a key witness's mother in Montgomery, Alabama, and that three assassins using automatic weapons carried out the execution. The defendants were found guilty.

U.S. vs. Marlow Cole, et al.: This trial, in the Northern District of Illinois, involved 18 defendants charged with conspiracy, distribution of narcotics, and firearms violations. Five defendants were in-custody, nine on bond, and four were still fugitives as the case went to trial. The combination of in-custody and on bond defendants made the security arrangements more complex. During the arrest of the defendants, over 20 handguns were recovered, pointing out the potential for

violence in this case. The trial ended with a guilty plea in April 1989.

U.S. vs. Ruggiero, et al.: This trial, in the Eastern District of New York involved 11 defendants who are all alleged members of the Gambino and Columbo organized crime families. The sensitive nature of this trial was heightened by the fact that it was the third time this case had gone to trial, the previous two trials having ended in mistrial. The defendants were found guilty on narcotics and RICO charges in May 1989.

U.S. vs. Causey Bryant, et al.: This trial, in the Middle District of Florida, involved 22 in-custody defendants charged with narcotics violations. The defendants are alleged members of a Florida street gang referred to as the "Miami Boys." A guilty verdict was delivered in May 1989, after the trial had cost the government \$90,000.



U.S. vs. Lyndon LaRouche, et al.: This trial, in the Eastern District of Virginia, involved seven defendants charged with soliciting funds under fraudulent pretenses. The principle defendant is considered to be on the radical fringe of the right wing political movement and ran on the independent ticket for the Presidency. The trial drew high national media coverage.

U.S. vs. Patrick Swindall, et al.: This trial, in the Northern District of Georgia, involved a U.S. Congressman who still held his position and was up for re-election as the case went to trial. The Congressman was charged and convicted with perjuring himself ten times before a Federal grand jury when questioned about his involvement with an alleged money launderer.

Although most of the protection details performed by the Marshals Service occur during the time that a trial is in progress, some must be implemented before the proceedings have commenced, while others continue long after the proceedings have concluded.

Although most of the protection details performed by the Marshals Service occur during the time that a trial is in progress, others occur before the proceedings have commenced. Still others occur after the proceedings have concluded. Regardless of the time that the threat is received, protection details are implemented based on the serious nature of the threat. Examples of protection

details which occurred during FY 1989 include the following.

A protective detail in Puerto Rico which began in FY 1984 for Chief Judge Perez-Giminez continued through FY 1989. The U.S. Attorney for Puerto Rico was provided protection from 1985 through September 1989. Both of these details were established as a result of the "Los Macheteros" terrorist cases in Connecticut and Puerto Rico, and the movement in Puerto Rico for independence from the United States.

The trial of *U.S. vs. Rios, et al.*, began on March 30, 1989. The main defendant in this trial was Filiberto Ojeda-Rios, the leader and founder of "Los Macheteros." Because of the threats related to this case, the Marshals Service provided protection for the presiding judge and her family. Ojeda-Rios was charged with assault on a Federal officer in connection with the injury of FBI Special Agent Abelardo Alba during a mass arrest by FBI agents of members of "Los Macheteros" terrorist group on August 30, 1985. This trial ended after five months, with a verdict of not guilty. The intensive security requirements for the trial alone cost the Marshals Service over one million dollars.

In another case, *U.S. vs. Matta Ballesteros*, the defendant was found guilty of operating a continuing criminal enterprise, conspiracy to import narcotics, conspiracy to possess with intent to distribute, and aiding and abetting. Matta Ballesteros is allegedly the leader of an interlocking group of traffickers controlling the flow of illegal drugs from Mexico, and is believed to be the connection between the Mexican dealers and the Colombian Medellin Drug Cartel. The trial was held in the Central District of California. As a result of threats received from a Mexican drug organization, two Assistant U.S. Attorneys were under Marshals Service protection throughout the

trial. In addition, intrusion alarms were installed at each of their residences.

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 (fingerprinted, photographed, etc.), produced for court, and detained by the Marshals Service. In FY 1989, 44,891 cases were commenced against 62,042 criminal defendants in the U.S. District Courts for an array of charges. This represents a six percent increase in the number of cases and a five percent increase in the number of defendants over FY 1988 figures.

The chart below depicts the number of defendants by offense for categories which the Marshals Service considers to be high risk. The

risk comes from the potential for violence and disruption in the courtroom.

Many of the offenses which are considered high risk in terms of court security are on the rise. For example, both the number of cases and number of defendants in the cases involving drug abuse offenses has increased 15 percent since FY 1988. 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: four percent increase in cases and six percent increase in defendants;
- Weapons and Firearms: eight percent increase in cases and four percent increase in defendants;

**U.S. DISTRICT COURTS
DEFENDANTS IN CRIMINAL CASES COMMENCED IN 1989**

Homicide	238	Controlled	
Robbery	1,532	Substances	2,070
Assault	624	Weapons and	
Burglary	136	Firearms	2,432
Larceny	4,110	Traffic and	
Embezzlement	2,202	Drunk Driving	8,324
Fraud	8,939	Other (General)	1,985
Auto Theft	450	Immigration Laws	2,674
Forgery and		National Defense	
Counterfeiting	2,032	Laws	192
Escape	967	Agricultural Acts	462
Marihuana	5,921	Custom Laws	233
Narcotics	14,380	Other (Special)	2,139

Total 62,042

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

- Immigration Laws: two percent increase in cases and six percent increase in defendants; and
- Custom Laws: two percent increase in cases and 48 percent increase in defendants.

Preliminary proceedings disposed of by magistrates (148,439) rose by four percent in FY 1989. This includes a 23 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 (28,916) dropped by 26 percent while the number of prisoner petitions (19,404) decreased by 24 percent. This decrease, along with the decrease in FY 1988, disguises the decade-long increases that reached a record high in FY 1987.

The USMS also provides judicial protection in civil proceedings when there is potential harm to court personnel, a potential disruption of proceedings, or if the civil case involves an incarcerated individual.

The USMS also provides judicial protection to a select number of civil proceedings when there is potential harm to court personnel, a potential disruption of proceedings, or if the civil case involves an incarcerated individual. Although the total number of civil cases commenced in FY 1989 (233,293) represents a three percent decrease from FY 1988, many of the types of cases in which Marshals Service personal most often provide security

increased. Real property actions (condemnation, foreclosure, and ejections) decreased eight percent, but forfeiture and penalty cases increased by 27 percent.

Judges handled 41,390 prisoner petition cases in FY 1989, an increase of seven percent over FY 1988. These cases represent 18 percent of all civil cases heard by judges in FY 1989.

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.

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

In FY 1989, CSOs detected 40,544 concealed weapons that individuals were attempting to take into U.S. courthouses, 23,948 of which were confiscated. Fifty-two percent of the weapons detected (20,977) were firearms. Approximately 18 percent of the detected firearms were illegal.

CSOs made 11 arrests and assisted in arresting or turning over to local law enforcement personnel 115 others. Additionally, 7,032 pieces of contraband were confiscated, consisting of items which could be used as weapons (e.g., 5-inch safety pins, ice picks, hacksaw blades).

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 in the Southern District of New York and the Middle District of Florida, the International Court of Trade, the U.S. Tax Court, the Veterans' Appeals Court, DEA Headquarters, and the National Courts Building in the District of Columbia. In all, 75 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

**The USMS oversees
the installation of security
systems in new and
renovated court facilities,
and provides security advice
throughout the design and
implementation phases
to ensure that appropriate
attention is given to the
security requirements of the
Federal buildings.**

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. 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 supplemental equipment often

must be brought in to meet temporary increased security needs for specific trials.

In FY 1989, 192 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 included Sacramento, California, for \$128,000; and San Diego, California, for \$100,000. Completion of these major projects will provide modern and reliable electronic security systems to the courts at these locations.

To reduce the administrative burden on the local Marshal's staff and to improve the quality of maintenance, a national service contract was put in place to provide maintenance for installed 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 administrative 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 1989, there were 1,691 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 coping with a difficult situation to coordinating the 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 for whatever length of time necessary. 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 1989, the Service provided protective services for 52 sequestered juries.

In addition, the Service monitors the number of threats to participants in the Federal judicial process. In FY 1989, there were 331 reported threats. There has been a 55 percent increase in the number of threats against the judiciary since 1988, when 213 judicial threats were received.

In threat situations where evidence indicates the probability of the threat being carried out is good, the Service provides physical protection. In FY 1989, there were 93 protective service details, a 35 percent increase over FY 1988. 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 1989, there were 49 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. The highly visible enforcement presence which was maintained throughout the conferences ensures that no incidents occur.

The judicial security programs of the Service are experiencing steady growth, both in total workload and in areas of responsibility. This growth is expected to continue into the 1990s as the nation continues to utilize judicial procedures to fight the drug crisis. The Service gives its highest priority to meeting the needs of the judicial process.

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 1989, 185 new principal witnesses entered the Witness Security Program. During the same period, the USMS provided protection and funding for 1,854 principal witnesses and their families who were already under the auspices of the Program.

Prominent Cases in FY 1989

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 1989. 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 v. James Arcangelo, et al.: In September 1989, all six defendants in this case pleaded guilty, and are awaiting sentencing, to charges of theft and sale of stolen firearms from the Mossberg shotgun factory in New Haven, Connecticut. Two of these defendants are known to have ties to both the Genovese and the Patriarca La Cosa Nostra (LCN) families. Both are known to have resorted to violence in the past. One protected witness testified in this case. This witness has cooperated with the FBI, DEA, Bureau of Alcohol, Tobacco and Firearms (ATF), United States Secret Service (USSS), and state and local authorities. The witness has many violent enemies, and his cooperation is known to the defendants.

USA v. Robert Smith, et al.: Two protected witnesses testified against the nine defendants, all of whom were all found guilty of manufacturing and distributing cocaine, crack, and marihuana in the Philadelphia area.

USA v. Ralph Hubert Barger, et al.: Based on the testimony of four protected witnesses, four members of the Hell's Angels Motorcycle Club were found guilty of conspiracy to commit murder and are awaiting sentencing in this case. Charges included transportation of stolen explosive materials in interstate commerce for the purpose of killing members of the rival Outlaws Motorcycle Club.

USA v. Guillermo Rayes, et al.: The protected witness in this case had acted as a courier for

the defendants, transporting cocaine and money between Chicago and points in Florida in secret compartments installed in cars for this purpose. Five defendants associated with the Cali Drug Cartel were charged with importation and distribution of cocaine. All were found guilty and are awaiting sentencing.

USA v. Jaime Concha-Quintero, et al.: One protected witness testified against 27 defendants charged with trafficking cocaine from Colombia into the United States. Fifteen were found guilty, four pleaded guilty, and eight are fugitives. Information has been developed that individuals are actively seeking to locate and assassinate the witness and family members.

USA v. Fawaz Younis: Younis, a Shiite Moslem terrorist, was charged in a multiple count indictment in connection with a hijacking and conspiracy case involving a Jordanian airliner in Beirut, Lebanon. Younis was recently tried for and convicted of air piracy, kidnapping, and the destruction of a Jordanian Airliner. In addition to providing security for two protected witnesses that testified in this case, extraordinary security measures were implemented to produce Fawaz Younis as well. These measures required the involvement of Witness Security resources—personnel, equipment, and safe-site facilities. Younis was sentenced on October 4, 1989, to a maximum of 30 years.

Because of the highly deserved reputation the Witness Security Program enjoys in successfully providing security for protected witnesses, the Program has been used to provide security in high profile cases even when there are no protected witnesses. In April of FY 1989, the Witness Security Program was called on to provide a protection detail for William J. Bennett, the Director of the President's Office on the National Drug

Control Policy. The detail continued throughout the fiscal year.

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;

FY 1989 PROGRAM PARTICIPANTS			
Activity	FY 1988	FY 1989	% Change
New Principal Witnesses	208	185	-11%
Active Principal Witnesses	783	878	+12%
Active Program Participants (Witnesses and Family Members)	1,632	1,854	+14%
Average Number of Months Witnesses Are Funded	16	17	—
Cumulative Principal Witnesses	5,253	5,438	+4%
Cumulative Program Participants (Witnesses and Family Members)	11,157	11,511	+3%
Number of Principal Witnesses Reactivated during FY 1989	109	115	+6%

- 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 down 11 percent from FY 1988 to FY 1989. Cumulative Principal Witnesses and Cumulative Program Participants (witnesses and family members) increased four and three percent, respectively.

The number of principal witnesses reactivated during FY 1989 increased by 6 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 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 1989, the full range of Program services was available to all authorized non-prisoner witnesses. As the chart below illustrates, these services may include personal protection during productions, documentation, housing, transportation of personal belongings, employment assistance, a living stipend, and other services as needed.

FY 1989 WITNESS SECURITY PROGRAM SERVICES

Primary Services	307	Preliminary Interviews
	501	Witnesses Produced
	3,743	Production Days
	193	Child Visitations
Support Services	2,298	New Personal History Documents
	1,544	Employment Assistance
	474	Household Relocations
Financial Services	28,802	Voucher Transactions

In FY 1989, there were 3,743 production days, or an increase of 20 percent over the 3,132 production days in FY 1988. "Production days" represent the number of days that a witness, who has been returned to the danger area, is produced for a court appearance. During FY 1989, 501 witnesses were produced, averaging 7.5 production days each. Both the number of witnesses produced and average number of productions are up from FY 1988, when 459 witnesses were produced an average of 6.8 productions each. This nine percent increase in witnesses produced 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. This is no small accomplishment in that a verified death threat hangs over the majority of witnesses.

In FY 1989, the number of court-ordered productions for child visitations more than doubled from the previous year.

In FY 1989, the number of court-ordered productions for child visitations more than doubled from the previous year. Child visitations require the difficult coordination of bringing together family members from the different states in which they live, without compromising the security requirements of the multiple protectees. Obviously these visits require around the clock security details and expend a substantial amount of personnel and resources.

Almost every major Federal case brought in this country today includes the testimony of a

protected witness. So convincing and so vital is the inside information provided by these witnesses that over 86 percent of the defendants against whom they have testified over the years have been convicted. The testimony of the 189 protected witnesses who entered the program in FY 1986, has led so far to the conviction of 735 defendants, or 91 percent. The sentences meted out in these cases are also significant.

Safesite and Orientation Center

In November 1987, the Marshals Service opened the Witness Security Safesite and Orientation Center. This Center provides 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 sophisticated communications and security equipment installed to provide constant surveillance. Patrols of the outer

perimeter supplement the monitoring equipment.

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.

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.

Executing court orders and other process accounted for 15 percent of the average Deputy U.S. Marshal's duty hours in FY 1989. This includes all hours expended in the investigation and execution of process and related activities. Although the percentage of

time that Deputy U.S. Marshals spent in process activities has not changed in the past three years, the portion of the time spent in activities directly related to government seizures has risen, so that in FY 1989, almost half of the process time was government seizure time. [For more information about activities related to government seizures, see Chapter 8.]

Program Accomplishments

As designer items increased in popularity throughout the 1980s, the number of people attempting to make and sell fake designer items also increased. This has resulted in the Marshals Service executing an increasing number of restraining orders against these persons. In FY 1989, Deputy U.S. Marshals in the District of New Jersey confiscated thousands of dollars worth of fake Gucci, Rolex, Adidas, Chanel, Polo, Fila, Fendi, Coke, Garfield, and Snoopy items at one flea market. As the result of another court order, Deputy U.S. Marshals in Pennsylvania seized the largest number of unreleased and allegedly illegal copies of Disney animated films found in one place. The defendant in this case is accused of copyright and trademark infringement.

Temporary restraining orders and seizures are only two types of process that are executed by the Marshals Service. In order to simplify recordkeeping of process activities, the USMS categorizes court orders and 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.

As shown in the chart below, the USMS received 343,089 court orders excluding warrants. A total of 337,398 court orders were closed out: 222,003 were served in person, 80,879 were served by mail, and 34,516 were returned to the courts unexecuted.

The volume of process received remained virtually the same in FY 1989, while the volume of process closed out increased by only one percent. Within the categories of types of service, however, more significant changes are apparent. The percentage of process closed by successful service rose from 85 percent of the total in FY 1988 to 90 percent of the total in FY 1989.

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. In FY 1989, the volume of process served by mail increased ten percent over the volume served by mail in FY 1988, and the volume of process served in person increased five percent. The volume of process that had

to be returned to the courts unexecuted decreased by 44 percent.

The largest portion of process is still executed in person 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 on the following page, the percentages between these categories of execution are significantly different between criminal and civil process. For all criminal process served, 96.2 percent was served in person without any prior attempts to serve by mail; .4 percent was served in person after at least one attempt by mail, and 3.4 percent was

**FY 1989 EXECUTION OF
NON-WARRANT COURT ORDERS**

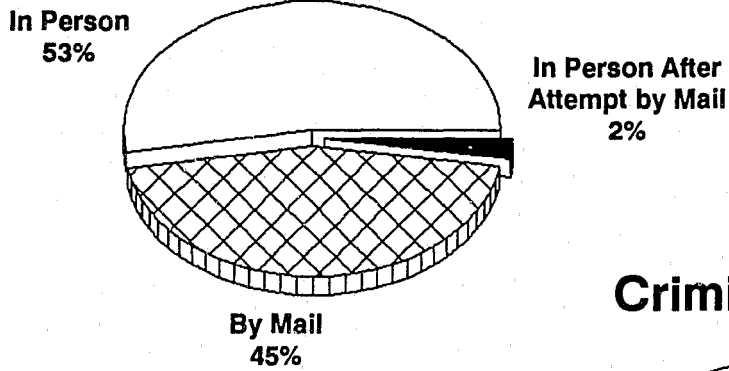
Categories	Received from Courts	Served in Person	Served by Mail	Returned Unexecuted
Government Civil	90,919	59,893	18,236	12,289
Government Criminal	138,170	124,100	4,403	9,819
Private Civil	109,332	34,213	58,175	11,907
Private Criminal	4,668	3,797	65	501
Total	343,089	222,003	80,879	34,516

served by mail. For all civil process served, two percent was served in person after at least one attempt by mail, 45 percent was served by mail,

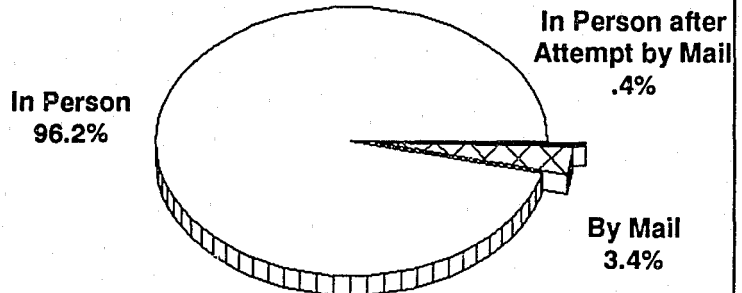
and 53 percent was served in person without prior attempts by mail.

FY 1989 Execution of Process by Type of Service

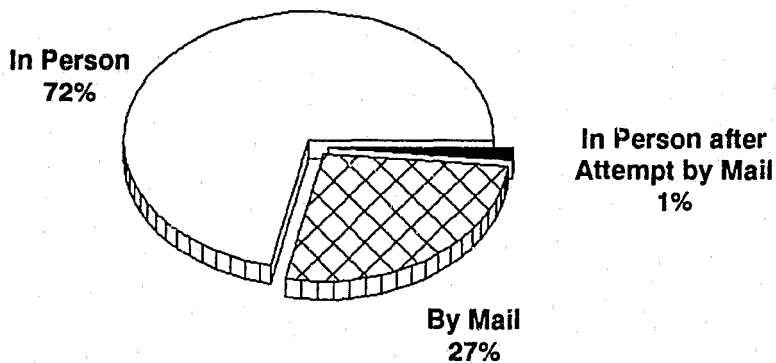
Civil Process



Criminal Process



Total Process



The task which the Marshals Service provides to the Federal courts through the execution of court orders is both fundamental and practical. 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 1989, 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 from the budgets of the seizing agencies. The operations of the Fund are outlined in the chart on the following page.

FY 1989 was the fourth full year of operation for the Fund, with gross income totalling \$580.7 million, added to the \$20.5 million carry-over from FY 1988. Of the \$601.2 million available in the Fund, \$271 million was expended for management expenses, contingent payments (liens, mortgages, remission, mitigation), equitable sharing disbursements, and program-related expenses. An additional \$281.1 million was transferred to the Bureau of Prisons for prison reconstruction. The carry-over for FY 1990 was \$15 million.

Through the Equitable Sharing Program, in FY 1989 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 1989, a total of 11,730 equitable sharing decisions were made to transfer cash and property worth \$156.5 million.

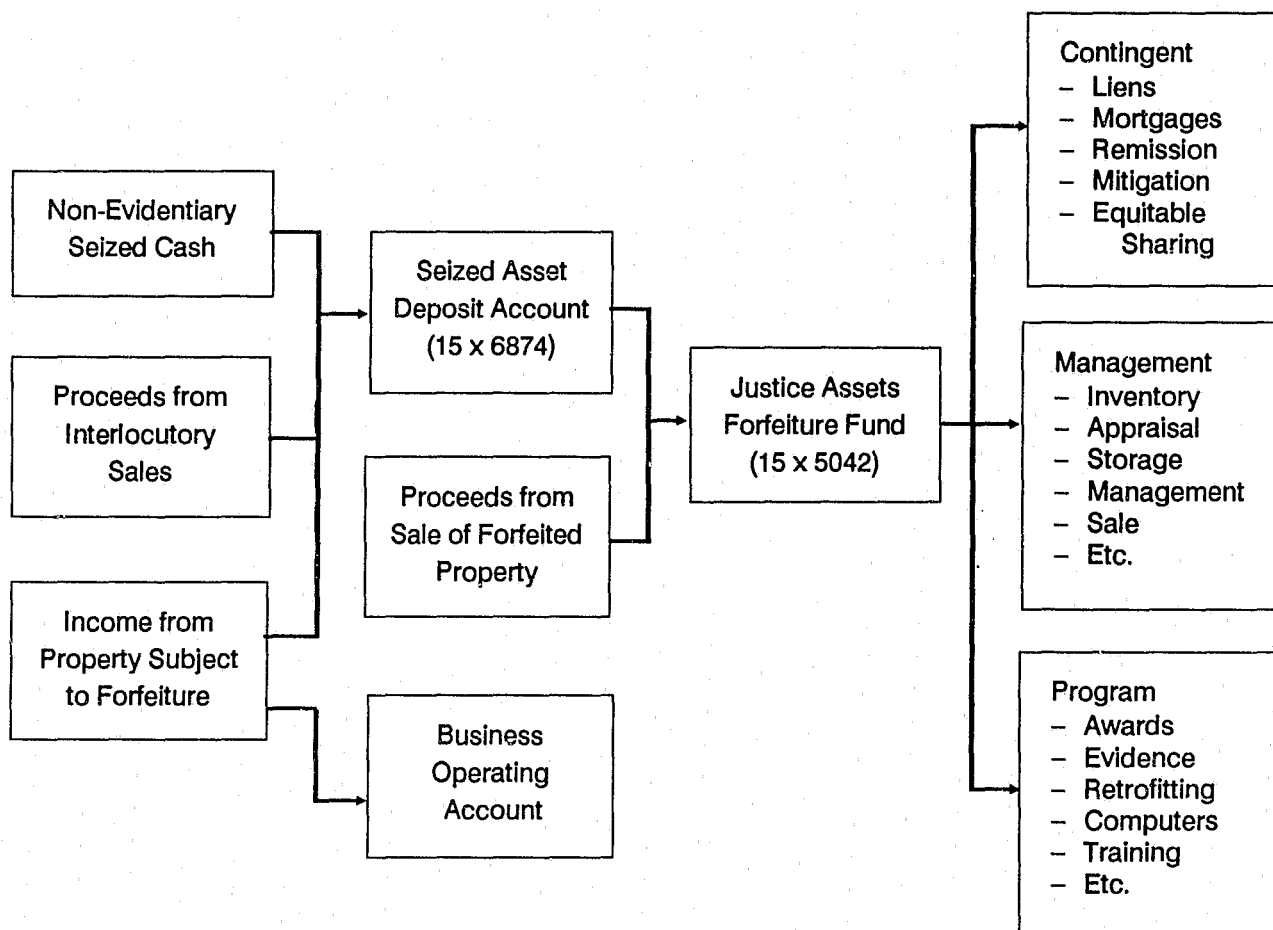
Training was again a major initiative in FY 1989. A 40-hour seized asset training class for USMS personnel is held at least three times per year at the Federal Law Enforcement Training Center in Glynco, Georgia. Seized asset management instruction also played a large part in the Training Academy's training sessions for Chief Deputy U.S. Marshals. In

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 seized and successfully managed and/or disposed of in FY 1989. Highlights include:

- A consolidated auction of jewelry and personal property was conducted in the Northern District of Georgia at the International Convention and Trade Center in Atlanta. Among the items for auction which originated in 26 districts was a 1985 Rolls Royce. Gross sales proceeds from this auction totalled over \$1 million.
- A criminal case originating in the Northern District of Illinois involved

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



simultaneous service of restraining orders on 67 currency exchanges located in 13 states spanning 16 USMS districts and suboffices. In order to prevent vast sums of money from being moved or records destroyed, service of these restraining orders had to occur within an hour of a grand jury indictment on 12 persons. Over 120 IRS agents assisted the Marshals Service, making simultaneous service of the currency exchanges possible.

- In the Southern District of New York, a RICO case against Drexel, Burnham, & Lambert Inc., involving securities and mail fraud on Wall Street resulted in the forfeiture of \$222,196,770 under a plea agreement. This represents the largest amount ever forfeited and deposited to the Assets Forfeiture Fund from a single case.
- One of the largest real property seizures ever occurred in the District of Nevada during 1989. This case involved a marijuana smuggling ring that had allegedly been operating for 20 years. Known as the Mancuso Organization, they had vast real property holdings in four states. In addition to the 18 individuals indicted, the grand jury sought criminal forfeiture against 30 parcels of real property valued at \$19.5 million. Personal property seizures in this case amounted to more than \$100,000 in value and included cars, exercise equipment, pre-Columbian art work, and over 2,000 bottles of wine. Interest in various businesses and bank accounts are also being pursued for forfeiture.

The Marshals Service efforts continued in consolidating and selling vehicles administratively seized by Department of Justice

agencies. During FY 1989, the seized vehicle inventory more than tripled in the Southern District of California alone—from 1,170 vehicles on hand worth \$6.6 million to 3,810 vehicles valued at \$15.6 million. During the same time period, that district disposed of 4,452 vehicles, mostly by sale.

**Seizure of criminal assets,
and the resulting lack of
resources necessary to
continue drug operations,
effectively dismantles
drug enterprises.**

Efforts to safeguard and maintain valuable seized aircraft continued in FY 1989. At the end of the fiscal year, 106 aircraft valued at \$13.5 million were in the seized asset inventory. In FY 1988, a national contract for aircraft maintenance and disposal was implemented. By FY 1989, this aspect of the program had grown to require two contracts—one for the East and another for the West. A sale of 11 aircraft held in July 1989 resulted in gross income of over \$636,000.

By the end of FY 1989, the Marshals Service had in custody 26,334 properties worth over a billion dollars. 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.

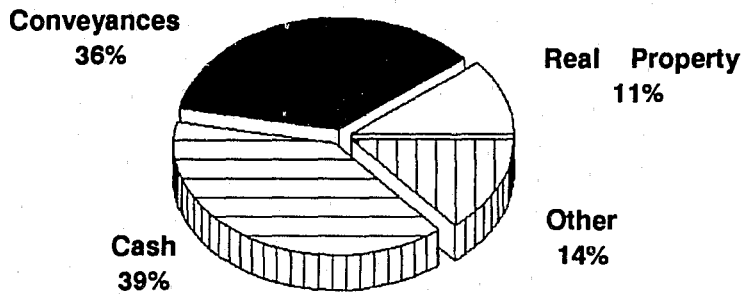
The NASAF program provides a vital public service in the seizure and successful

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.

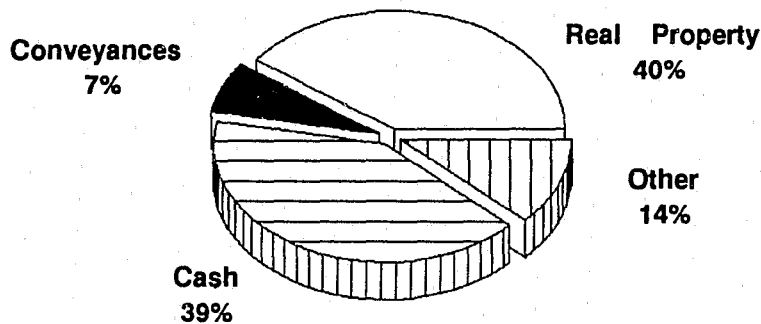
Awarding some of the forfeited assets to state and local law enforcement agencies allows these agencies to utilize the forfeited assets to strengthen existing law enforcement

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.

Comparison of Number of Properties Under Seizure FY 1989 End-of-Year Total:26,334



Comparison of Value of Properties Under Seizure FY 1989 End-of-Year Total:Over \$1,000,000,000



CHAPTER 9

Special Operations and Analysis

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

The Marshals Service has developed a variety of special skills and programs to keep up with the capabilities of other law enforcement agencies and to stay ahead of the criminals.

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 and range of training responsibilities.

By the mid-1980s, the Service recognized the need to enhance its capacity to assess the level of danger in the threats made against judicial officers. Additional information gathering and threat assessment capabilities have developed as the threat analysis function has become an integral part of many of the traditional functions of the agency.

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 information 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 1989, USMS personnel escorted 1,353 missile convoys without a major incident. Since FY 1984, the number of convoys escorted by the USMS per year has increased 36 percent.

Special Operations Group

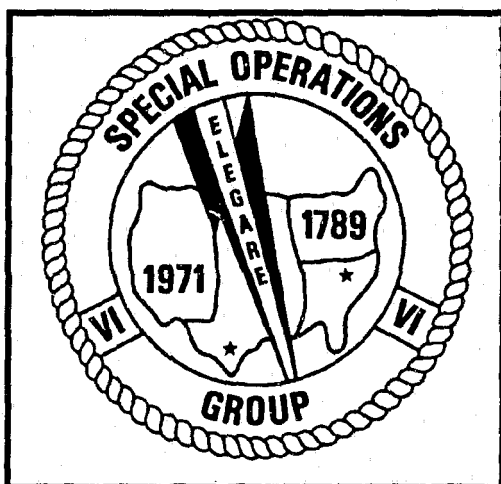
As the role of the USMS evolved in the criminal justice system and the nature of its duties became more complex, the Service required higher levels of proficiency to effectively perform its functions. In 1971, the Special Operations Group (SOG) was established in order to meet demands for specialized expertise and to provide back up support to U.S. Marshals as they carried out their responsibility for enforcing major restraining orders and injunctions issued by the Federal Courts. 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 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 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 within six hours to form an emergency response force anywhere in the country.

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 1989, the Special Operations Group took part in over 50 special assignments and major operational details. In June 1989 as part of the President's drug war initiative, the Special Operations Group participated in the "crack house" eviction campaign which was conducted in Washington, DC. Within one week over 300 evictions were executed. This operation received extensive national media coverage and was lauded by the citizenry of the District of Columbia.

Major operational assignments often involve the transportation of extremely dangerous prisoners. In FY 1989, SOG provided security for the movement and trials of high risk prisoners such as Juan Matta Ballesteros, convicted narco-terrorist, and Filiberto Ojeda-Rios, self-proclaimed leader of Los Macheteros, a Puerto Rican Nationalist Group.

Other major operational assignments during the fiscal year included SOG's involvement in extraditing drug cartel members from Colombia to the United States; assisting the U.S. Marshal from the Eastern District of California in removing Indian squatters from the Toyon Wintu Center in Redding, California; and being the first law enforcement group to respond to President Bush's order to restore law and order after widespread looting took place in St. Croix, Virgin Islands, following the aftermath of Hurricane Hugo.

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.

**Following the aftermath of
Hurricane Hugo,
SOG was the first law
enforcement group to respond
to President Bush's order to
restore law and order after
widespread looting took place
in St. Croix, Virgin Islands.**

In addition to the on-going assistance 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 a Memorandum 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 1989 include training 88 INS agents in street survival tactics. In addition, SOG trained 134 foreign police officers from the Philippines, Honduras, Ecuador, and Colombia. This training was sponsored under the State Department's Anti-Terrorism 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 community. 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 any dangerous situation.

Over the past five years, the Marshals Service has taken on a more active role in

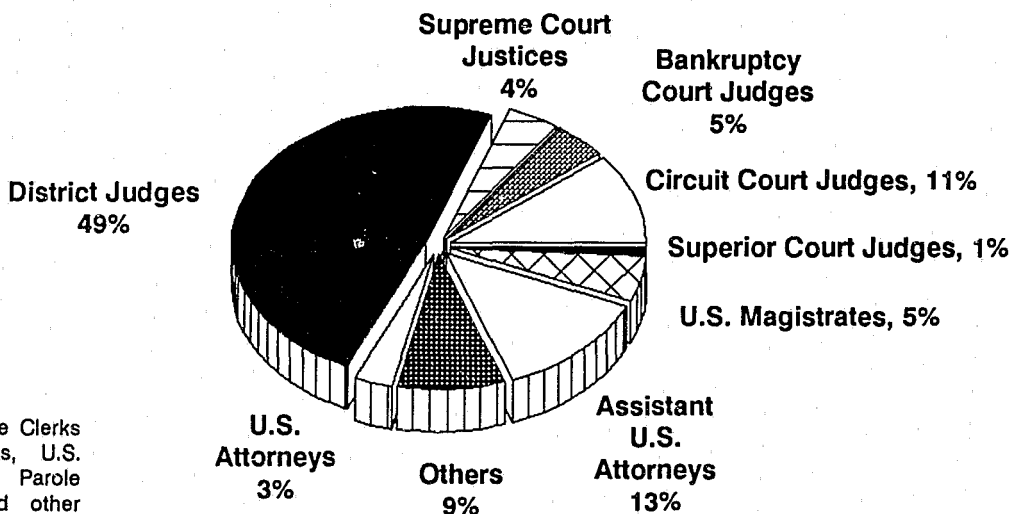
information gathering as well as threat assessment and liaison functions. The USMS now collects, analyzes, and disseminates information relative to threats against all USMS protectees.

In FY 1989, the USMS conducted 86 formal threat assessments in a wide variety of areas, including assessments involving drug cartels, five extremist groups, and terrorist organizations. An additional 365 investigations were conducted at the request of USMS district offices, USMS Headquarters, and other law enforcement agencies.

The different targets of threats investigated by the USMS in FY 1989 are demonstrated in the chart below. In FY 1989 as in FY 1988, judges and magistrates are the recipients of the threats approximately 75 percent of the time.

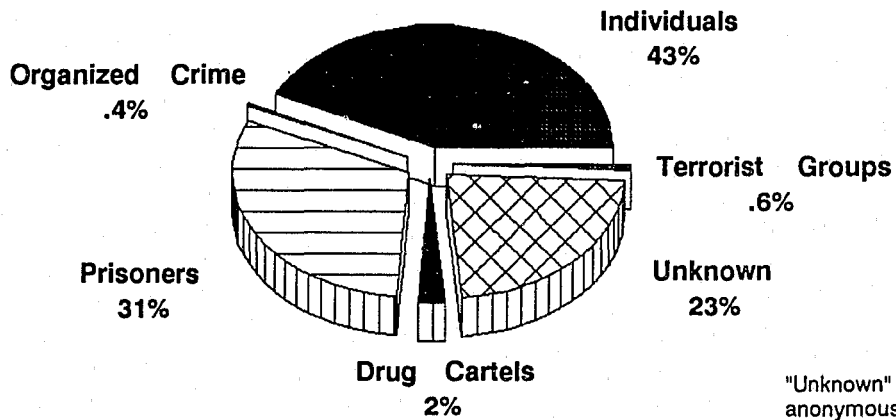
The chart on the next page demonstrates the categories of people who made threats against the Federal judicial system in FY 1989.

FY 1989 Targets of Threats to the Federal Judiciary



"Others" include Clerks of the Courts, U.S. Probation and Parole personnel, and other members of the judicial community.

Sources of Threats to the Federal Judiciary in FY 1989



This chart shows the problem that individuals pose to the security of the judiciary. Individuals other than prisoners make approximately 43 percent of the threats, while prisoners instigate 31 percent.

Threats from drug-related, nontraditional organized criminal groups comprised the highest percentage of any of the groups identified as threat sources. A rise in the seriousness of threats from drug cartels has resulted in a substantial increase in the need for threat assessments concerning them.

Organizations responsible for threats in FY 1989 consisted of Puerto Rican independence/terrorist groups, Black street gangs, Jamaican gangs, domestic drug cartels operated by Rayful Edmond and Elrader Browning, and Colombian drug cartels operated by Juan Matta Ballesteros, Pablo Escobar Gaviria, and Jose Rodriguez Gacha.

The map on the next page illustrates the geographic locations of the 331 reported threats to the judiciary in FY 1989. As

indicated, 72 of the 94 districts (77 percent) had at least one potentially serious threat against the judiciary.

After the information about a specific threat source or situation is collected and analyzed, it is disseminated to USMS field offices. In FY 1989, such information was provided to USMS district offices 360 times.

Some of the more widely publicized cases in which threat information was disseminated were the new indictments on the murder of a DEA Agent in Mexico; Juan Matta Ballesteros, a major drug cartel leader; threats against the "drug czar," William Bennett; and Colombian drug cartel members and their extradition to the United States.

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 analytical support concerning threat information about extremely sensitive trials and property seizures.

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

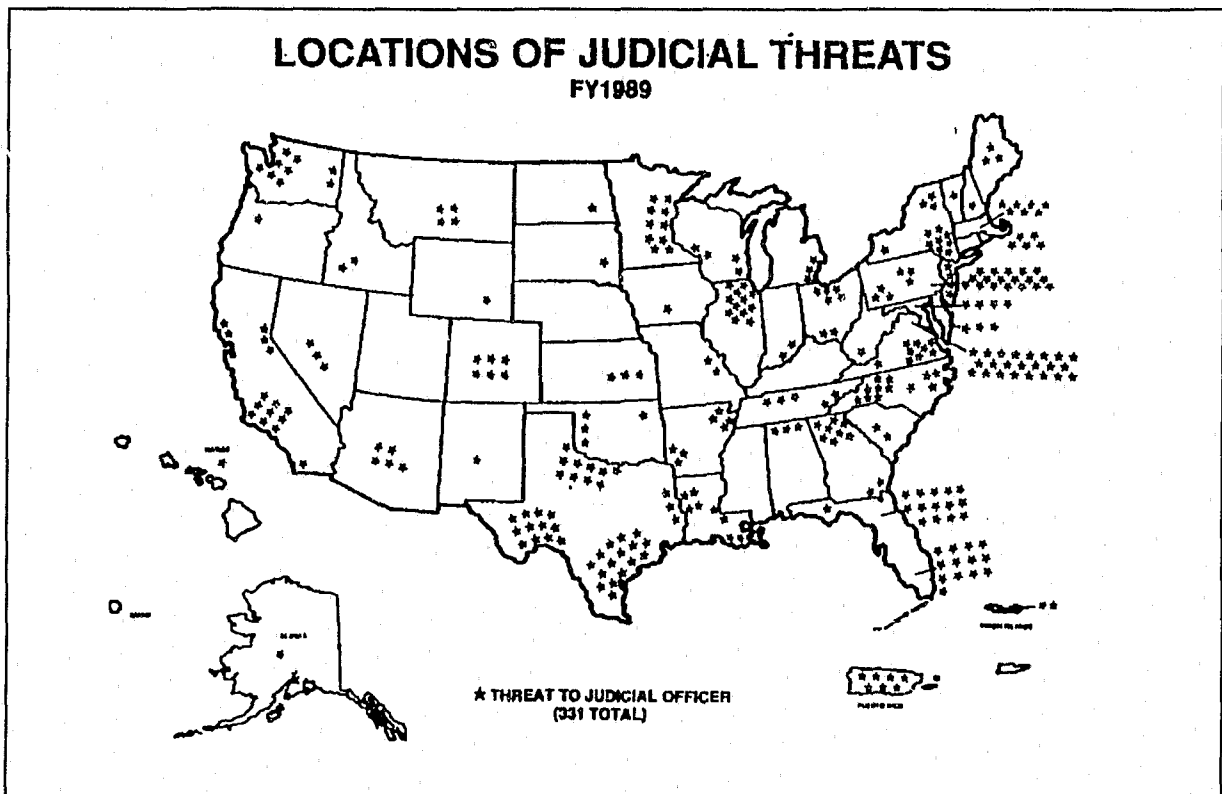
The USMS also provides training in threat assessments to other Federal, state, and local law enforcement officials on a select basis. In FY 1989, 1,860 individuals were trained in nine seminars on dangerous motorcycle gangs, street gangs, terrorists, Jamaican organized crime, and other extremist groups.

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.

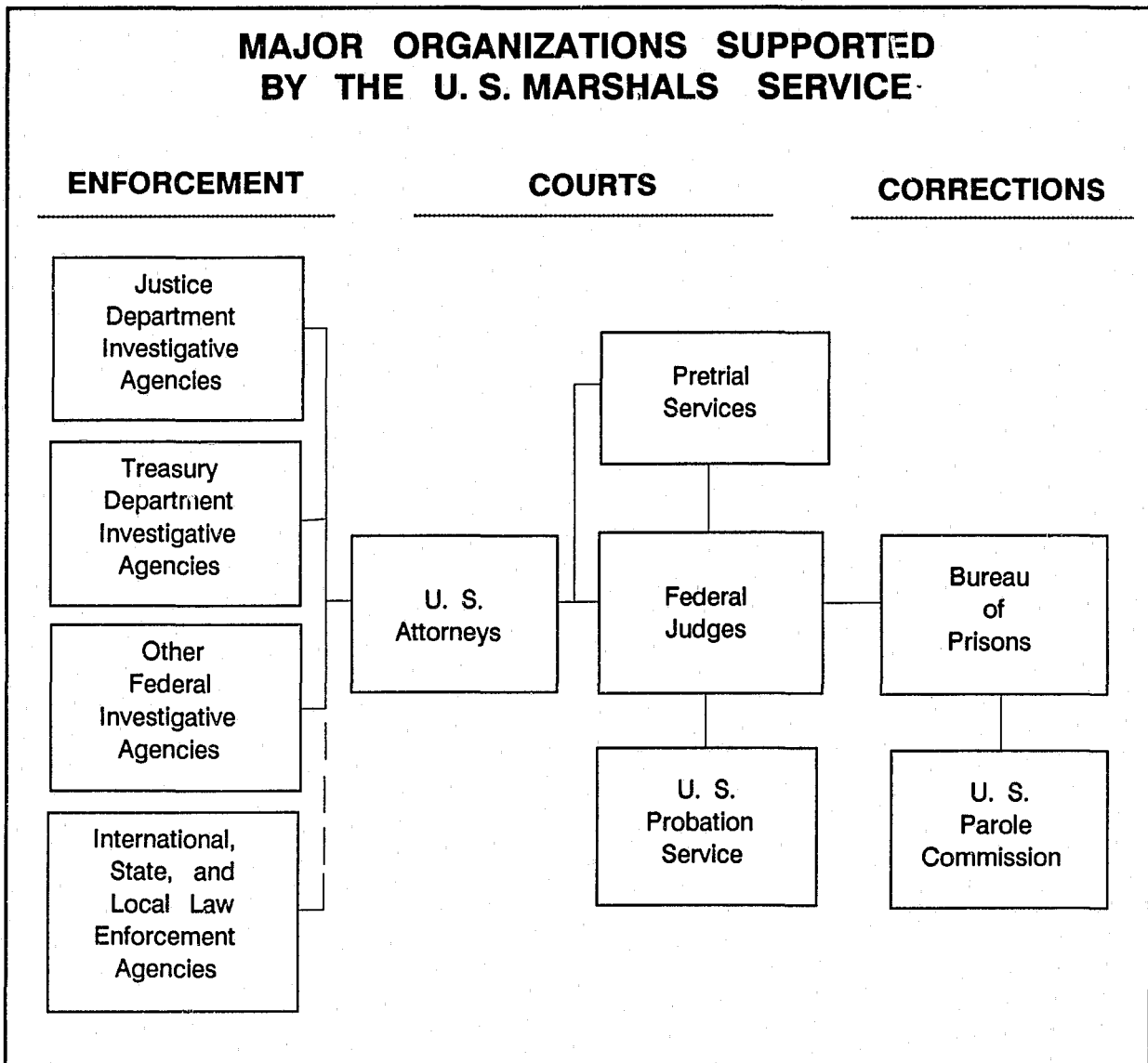
- Federal Bureau of Prisons Disruptive Groups Task Force
- California Prison Gangs Task Force
- National Drug Policy Board
- Italian/American Organized Crime Working Group
- Polygraph Oversight Committee
- International Association of Law Enforcement Intelligence Analysts
- INS Border Task Force

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, court-room 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 escapees 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 Street Terror Offender Program (STOP);
- Coordination of arrest and secure transportation of international extradition 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 **Office of 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. The Director represents the Service in interactions with high level officials throughout the public and private sectors.

The **Office of the Deputy Director** assists in the establishment of policy, goals, and objectives. The Deputy Director 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.

As a result of the establishment of the DOJ Office of the Inspector General in FY 1989,

the functions of the Office of the Assistant Director for Inspections were realigned during the past fiscal year. In April 1989, the **Office of Internal Security (OIS)** became a component under the direction of the Deputy Director.

OIS administers and implements the DOJ personnel and information security programs for the Marshals Service; enacts the emergency preparedness program; and administers the internal controls program. Specifically, OIS initiates and adjudicates initial and updated background investigations; processes requests for security clearances for access to classified national security information; conducts security interviews of applicants for Headquarters positions; conducts background investigations; issues policy and guidance regarding the classification, handling, storage, and destruction of classified information; and develops policy and monitors compliance with the USMS records management program.

In FY 1989, OIS initiated a total of 381 background investigations, a decrease of 23 percent from FY 1988. This decline was attributed to a reduction of resources brought about by the transfer of funds and staff to the IG, and an increase in the cost of conducting background investigations completed by the Office of Personnel Management (OPM). OPM has granted OIS authority to conduct background investigations, which is generally more cost effective for the agency. As a result of the loss of staff to the DOJ IG's office in FY

Ethics Officer

On January 1, 1989, a new attorney–advisor position was established in the Office of Legal Counsel devoted to ethics advisory services. Under the guidance of the USMS General Counsel, this attorney–advisor provides advice and counsel to all USMS employees concerning ethics and conflict of interest matters, ensures compliance with financial disclosure requirements, and prepares and conducts training of USMS employees on ethics rules and regulations. In addition to the general ethics functions performed by the office, in FY 1989 11 training sessions were conducted across the country and responses were prepared for 91 inquiries.

1989, however, only two of the total investigations completed were conducted by OIS.

OIS processed 163 requests for security clearances, down 21 percent from FY 1988. This decrease was a result of fewer requirements for clearances and a department-wide effort to minimize the number of personnel who hold clearances.

During FY 1989, OIS conducted 134 security interviews, initiated 313 credit inquiries, and processed 475 classified documents. Additionally, in support of the USMS Bicentennial activities, OIS processed the applications of 73 individuals to become members of the United States Marshals Posse, an equestrian group formed to represent the Marshals Service at various ceremonies throughout the nation.

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 may 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 **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, as well as providing technical assistance and coordination.

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. In addition to administering the procurement and acquisition functions, this office provides guidance and staff support in all areas of budget and finance including USMS financial planning.

The **Budget Division** formulates, presents, and justifies the budget submissions for the Marshals Service Salary and Expenses, Support of U.S. Prisoners, and the Department of Justice Assets Forfeiture Fund Appropriations. The budget submissions are presented to the Department of Justice, the Office of Management and Budget (OMB), and Congress. In addition to developing related plans, programs, policies, and procedures, this division performs all budget execution activities for the three appropriations.

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

The United States Marshals Service Act

In FY 1989, the efforts of both the Office of Legal Counsel and the Office of Congressional and Public Affairs were rewarded with the passage of the United States Marshals Service Act, which was signed into law by President Ronald Reagan on November 18, 1988.

Some of the important 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 private 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; and
- Providing for the appointment of the Director of the Marshals Service by the President with confirmation by the Senate.

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 in the American economy to provide the goods and services. In addition, the Procurement Division staff trains field personnel regarding the applicable procurement laws, regulations, and procedures.

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 1989 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 1989, this office conducted 37 EEO counselling sessions. To minimize the cost of the program, 35 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 16 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 15 FY 1989 counsellings and nine FY 1988 counsellings for a total for 24 formal complaints in FY 1989. Six cases were still in the counselling stage at the end of the fiscal year.

In FY 1989, tremendous efforts continued to reduce the backlog of uninvestigated or unresolved EEO complaints. The EEO Office resolved 45 complaints during FY 1989, 30 of which had been filed prior to FY 1989. Of the 30 pre-FY 1989 complaints, 10 were resolved through settlement, two were closed at the request of the complainant, and 18 were rejected.

The EEO Office also investigated 17 EEO complaints during FY 1989. At the end of the fiscal year, no investigation had been initiated on only five cases.

At the end of FY 1989, the USMS **Affirmative Action Program** was transferred to the EEO Office. The Affirmative Action Program continued to sponsor and participate in numerous affirmative action programs in FY 1989, including Black History Month Observance; National Hispanic Heritage Week; job fairs sponsored by the United Negro College Fund; and conferences for the National Organization of Black Law Enforcement Executives (NOBLE), the National Association for Equal Opportunity in Higher Education, the Sixth Annual National Puerto Rican Conference, the National Association of Blacks in Criminal Justice (NABCJ), and the International Association of Women Police.

The **Personnel Management Division** (PMD) is responsible for matters pertaining to the employment, direction, and general administration of USMS employees. In FY 1989, 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.

The Field Administrative Review Committee continued working 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.

Throughout FY 1989, the Marshals Service supported the National Advisory Commission on Law Enforcement. The Commission

reviewed the salary and benefits of all Federal law enforcement agencies and compared them to state and local pay and benefits.

The **Facilities Management Division** is responsible for all matters relating to facilities design and construction, office space acquisition, and the printing and distribution functions. During FY 1989, the functions of managing the USMS motor vehicle fleet and providing property management support were added to the division's area of responsibility.

During FY 1989, the Marshals Service improved coordination with the Administrative Office of the U.S. Courts by scheduling regular planning and policy meetings, and continuing to work with the National Institute of Building Sciences in developing revisions to the U.S. Courts Design Guide. The Service also coordinated with the Bureau of Prisons in developing secure linkages connecting the Metropolitan Correctional Centers and U.S. Courthouses.

Design concepts were developed for the USMS Air Operations Hangar in Oklahoma City, Oklahoma, and the Special Operations training facility in Camp Beauregard, Louisiana. In both projects, the General Services Administration (GSA) has delegated leasing responsibility to the Marshals Service.

Construction activity for 110 major projects nationwide were designed and coordinated in FY 1989. Projects included improvements to cellblocks, installation of prisoner elevators, and upgrades to security systems.

The Marshals Service expanded its capabilities in the production of visual communications with the establishment of an in-house graphics section. The graphics office is available as a service facility, with the ability to create everything from thumbnail sketches

to final camera-ready art, photography, and videotape documentaries.

The establishment of regional printing contracts with three Government Printing Office (GPO) regional printing procurement offices has resulted in faster and more cost effective printing services to USMS field offices. Rapid duplication of materials for administrative use was enhanced in FY 1989 through the replacement of 107 photocopiers in various Headquarters and field offices with high speed machines.

In FY 1989, a computer inventory control system was installed in the USMS Warehouse. The system provides tracking for the shipping and receiving of materials. It also provides an address directory for all the districts, and an employee locator system for warehouse employees.

During the past fiscal year, the Marshals Service maintained a fleet of approximately 1,500 motor vehicles, either through ownership or lease. In FY 1989, vehicle information system software was purchased which enabled the Service to convert the manual vehicle inventory and maintenance data to an automated form, thereby improving response time and accuracy of vehicle cost information. In addition, in a new initiative, 70 high mileage police-type cars were replaced with assorted non-police type vehicles leased to assist in fugitive apprehension and surveillance responsibilities.

During FY 1989, the property management support function completed 1,604 property transactions, excessed 490 pieces of property, issued 3,686 badges and/or credentials, completed 99 employee relocations, and issued 96 freight bills-of-lading.

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 through the management of the 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 systems.

The Communication Center manages USMS access to the FBI's National Crime Information Center (NCIC), the National Law Enforcement Telecommunications System (NLETS), and the Treasury Enforcement Communications System (TEC). 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 audio-visual and communications needs during a crisis situation.

By the end of FY 1989, computer systems had been installed in every district office, providing a basic level of automation for the Service. Conversion of manual records and installation of automated information systems were continuing as the year ended.

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 of Justice, the Office of Management and Budget, and Congress.

The division conducts special ad hoc studies as requested by management, Headquarters divisions, or districts. During FY 1989, some of the topics studied were methods to identify felons attempting to purchase weapons, the cost of implementing the death penalty in the Federal system, a review of EEO policies within the Marshals Service, and evaluation of service provided by Headquarters to the districts.

Resource Analysis also provides support to inter-divisional/field committees working within the agency (such as the Data Project Work Group and the Forms and Data Review Committee) and to inter-agency committees in which the Service participates (including DOJ's Equipment and Technology Committee, the Research and Statistics Committee, and the Office of the National Drug Control Policy'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 administers OMB's Information Resource Management Program, and the Productivity Improvement Program, including A-76 privatization, for the USMS.

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, Career Development programs, Merit Promotion programs, Employee Assistance and Health programs, and Fitness-in-Total program. This division also coordinates USMS participation in management training.

In addition to the usual administration of the Deputy U.S. Marshal recruiting program by the **Law Enforcement Recruiting Branch**, in FY 1989 the Marshals Service 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.

Accomplishment of the Service's **Merit Promotion Program** in FY 1989 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; and
- Continued use of the Merit Promotion Assessment Center, implemented in

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 employees through fitness assessments, medical screenings, exercise and nutrition prescription, and wellness education.

FY 1987, as a valuable selection and development tool. Four assessment cycles were conducted in FY 1989, evaluating 120 candidates for Chief Deputy and Supervisory Deputy U.S. Marshal positions.

In FY 1989, the Marshals Service continued to place employment ads in various career magazines. The ads announced the upcoming Deputy U.S. Marshals examination and contained a profile on two Marshals Service officials.

One tool used by the Marshals Service 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 1989, the Marshals Service continued 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 reinforced the **Employee Assistance Program (EAP)**, the **Critical Incident and Response Program (CIRP)**, and the **Retirement Assistance Program (RAP)**. These programs are administered by the Employee Assistance and Health Branch of the Employee Development Division.

FIT continues to stress the USMS belief in the importance of physical fitness and well-being. In FY 1989, 37 additional FIT Coordinators were trained, bringing the total to 243. By the end of the program's fifth year,

USMS TRAINING IN FY 1989

Class	Number of Classes	Number of Students
Basic Deputy U.S. Marshal	3	112
Protective Services	11	249
Drivers Instructor Training Program	1	5
Basic Instructor	2	3
Catalog of Courses	5	147
Contemporary Management Concepts	4	98
Introduction to Management and Leadership Seminars	4	80
Federal Emergency Management Agency Schools	3	24
Court Security Inspectors School	1	9
Law Enforcement Spanish Training Programs	4	39
Court Security Officer Orientation	6	293
Firearms Instructor	2	39
National Asset Seizure and Forfeiture	3	111
Prisoner Detention	1	25
State and Local Court Security	3	104
State and Local Fugitive Investigators Course	3	72
Witness Security Basic	2	21
White Collar Crime Training Program	2	2
TOTAL	60	1,433

over 78 percent 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 Sixth Annual Challenge which included a 5 mile run, a 2.5 mile run, and a 2.5 mile walk. The USMS publishes the FIT Beat on a 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.

In FY 1989, the Academy trained 1,433 personnel in 60 separate schools and conferences, including students from the Marshals Service as well as from other law enforcement agencies. The resulting 22,449 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 on the preceding page depicts the training conducted by program areas.

FY 1989 also saw the Service's external training mandate added to the Academy's program responsibilities. In an effort to maximize the benefits of external training, the Academy initiated a review of the program's administration. As a result of this review, the external training program has been revised to be more responsive to the needs of the field.

After an extensive planning and development phase, in FY 1989 the Academy formally implemented its multi-tiered management

training program. An important aspect of this program is the emphasis on continued learning throughout the employee's career. In furtherance of this objective, four two-week conferences were conducted for 80 of the Service's first-line supervisors. In addition, 94 personnel were trained in four eight-day conferences conducted for district, division, and branch chiefs, as well as program managers.

The Academy also held five three-day seminars which specifically focused on the increasingly complex duties in the areas of assets seizure and forfeiture, finance, budget, procurement, and facilities management. Four seminars were held to train 86 Chief Deputy U.S. Marshals, and one seminar was held for 40 U.S. Marshals.

As a result, approximately 300 members of the Service's management team received formal classroom instruction in FY 1989. Furthermore, the Academy laid the foundation for a comprehensive external training program by identifying and targeting relevant training courses offered by outside vendors that would be of benefit to its managers.