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The Attorney General has determined that the publication of this periodical is necessary in the transaction of public business required by law of the Department of Justice.



Progress: A Coordinated Plan

The "Federal Detention Plan—1992-1996" has only nine pages of text. Yet the modest-appearing document is a landmark: the first joint effort to address the huge federal jail space crisis.

The plan was developed by the Marshals Service and the Federal Bureau of Prisons (BOP), with the assistance of the Immigration and Naturalization Service (INS).

According to Gary E. Mead, Associate Director for Operations Support, "The plan has been endorsed by the three agencies, which are using it as a primary tool for future planning and budget proposals. Nothing is guaranteed because implementation obviously depends on actions by the Administration and appropriations from the Congress during this difficult era of federal budget austerity."

"However, the important factor is that a coordinated plan has now been developed after years of fragmented effort," Mead said. "It represents a consensus of the key agencies with responsibilities for prisoner detention. It can be a catalyst for progress."

The objective, the plan said, is a coordinated "BOP/USMS approach to resolving the detention problem through a combination of traditional and new approaches to acquiring detention beds, at the least possible cost to the federal government."

Growing Numbers

There is now a daily average of more than 14,000 prisoners in Marshals Service custody.

"By 1996, approximately 25,000 detention beds will be needed for ... unsentenced federal prisoners," the plan said. "In 1996, however, the current funding level will provide only 14,303 beds through the use of available detention options."

The plan proposed: "From 1992-1996, almost 13,000 additional federal detention beds could be obtained through the Cooperative Agreement Program (CAP), pri-



vate facilities, and construction of new federal detention space."

(Under CAP, the Marshals Service provides funds to improve local jail facilities and expand jail capacity in return for guaranteed space for federal prisoners. Since 1982, the Marshals Service has awarded \$101.4 million to counties and municipalities under 152 CAP agreements which have resulted in more than 5,767 guaranteed bedspaces.)

Combined with new space obtained in FY 1990 and proposed for FY 1991, CAP, private facilities, and new construction would provide a total of 31,755 detention beds by 1996, according to the plan and Marshals Service officials.

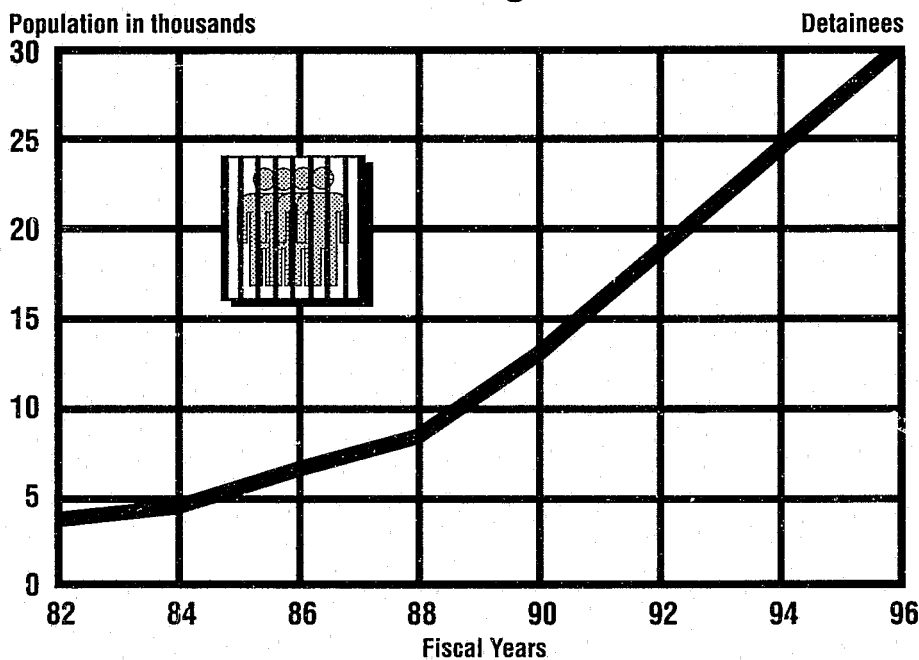
The total would be 6,600 beds more than the projected 1996 need of 25,000-plus, the plan said. It added: "These beds, however, are not in any way considered 'surplus' or unnecessary" because prisoner projections may increase, INS will need space, and some beds could be used for sentenced prisoners.

Daniel B. Wright, U.S. Marshal for the Western District of New York (left) and Marshals Service Director K. Michael Moore present a ceremonial check for \$400,000 in Cooperative Agreement Program funds to help finance the renovation of the Monroe County Jail in New York. Receiving the check are Monroe County Sheriff Andrew P. Meloni (right) and Deputy County Executive Brian Curran. In return for the funds, the county has agreed to house 20 Marshals Service prisoners for 15 years.



“The goal is to establish federal detention facilities in or near court cities with large numbers of Marshals Service prisoners.”

Surge In Prisoner Population 1982 through 1996



high-rise Metropolitan Detention Centers (MDC's) in San Diego, Los Angeles, New York, and Chicago, and has converted existing corrections facilities to detention centers in Miami and Otisville, New York. In addition, BOP has created detention units for pre-sentenced prisoners at its existing corrections facilities in Atlanta; Memphis; Tucson; Milan, Michigan; Danbury, Connecticut; Pleasanton, California; Englewood, Colorado; and Morgantown, West Virginia.

The Bureau of Prisons also has received funds for 5,400 more beds; new detention centers in Miami; Brooklyn; Seattle; Washington, D.C.; and Puerto Rico; and new or expanded detention units at facilities in Fort Worth; Tallahassee; Atlanta; Milan; Danbury, Connecticut; Petersburg, Virginia; and Fairton, New Jersey.

In November, the Bureau of Prisons announced that the new Metropolitan Detention Center in Washington, D.C., would be very large—1,000 beds—and would be designed “to hold prisoners for the U.S. Marshals Service.”

“Its construction will provide federal law enforcement agencies in the D.C. area with additional resources to even more aggressively enforce federal statutes and keep dangerous offenders in custody awaiting trial in federal court,” Bureau of Prisons Director J. Michael Quinlan said.

The Bureau of Prisons said it hoped the new institution would be operational in 1993.

FY 1991 funds also have been requested by BOP for a total of 1,250 beds in detention unit additions that include: a facility to be selected in the Northeast; Sheridan, Oregon; Butner, North Carolina; El Reno, Oklahoma; Seagoville, Texas; and Memphis.

The Bureau of Prisons has requested FY 1992 funds to build a 1,000-bed Metropolitan Detention Center in Philadelphia and a 500-bed detention center in Houston.

The Federal Detention Plan proposed several new concepts for jail facilities. One

FY 90-91 CAP Agreements Exceeding \$1 Million

Fresno County (E/CA)	\$2.0
Dade County (S/FL)	2.3
Tangipahoa (E/LA)	1.6
Lafayette Parish (W/LA)	1.2
Union County (NJ)	3.0
Sandoval County (NM)	2.0
Montgomery County (S/OH)	1.2
Multnomah County (OR)	1.25
Lexington County (SC)	1.35
W. Va. Jail Authority (N/WV)	1.50

ALL FIGURES IN MILLIONS

Federal Jails

The key to the plan is its proposal for creation of a federal detention system for pre-sentenced prisoners along with a major expansion of CAP. While continuing to rely heavily on local jails, the goal is to establish federal detention facilities in or near court cities with large numbers of Marshals Service prisoners.

Of the 31,755 total beds proposed by 1996, BOP would provide some 17,124—or 54 percent—in new and existing federal facilities.

The Bureau of Prisons now operates four



**“The jail space crisis can be solved
only by extraordinary, long-term cooperation.”**

Prisoner Transport

A red van pulls into the sally port at the Eastern District of Missouri and the overhead door closes behind it. Two officers in brown uniforms get out of the van. Franklin County (Missouri) Deputy Sheriffs Mark Bettis and Kevin Cross have arrived to transport federal prisoners from the Marshals Office to the Franklin County Jail.

Franklin County officers not only house federal prisoners, but they transport them between the jail and the courthouse as well. “It is a win-win relationship,” said Marshal Marvin Lutes. “The arrangement provides funds for additional manpower for the county, and I can put more Deputies out on the street working warrants. We are currently operating a mini-fugitive task force with the county, city, and FBI. We would not have the manpower for this task force if we did not have the transportation agreement.”

Captain Steve Elliott, Franklin County Jail Superintendent, agrees, “The arrangement helps us too.” The county hired four additional Deputies—two per shift—to handle the twice-daily, 65-mile runs between the jail and the courthouse in downtown St. Louis. Each run takes about three hours, allowing the Deputy Sheriffs to spend the rest of their shift doing county work.

The four-year-old Franklin County jail usually has about 40 federal prisoners a day in its 100 beds. “If I have additional space, I call the Marshals Office and tell them we have room for more. If we need more beds for the county, I call the Marshal to come get a few,” said Elliott.

“We have a great relationship,” said Lutes. “If every jail in the country was like Franklin County, we wouldn’t have any problems.”

The Marshals Service pays the county \$68 for housing and all transportation between the jail and the Marshals Office. The money provides salaries for the four additional Deputy Sheriffs, and the county bought a van.

It’s time to load the prisoners for the trip back to Franklin County. The four Deputies—two Deputy Sheriffs and two Deputy Marshals—work together as they take prisoners from the three cells, and handcuff and chain them for travel. Deputy Marshal Woodrow McGlothlin checks his list and the prisoners are moved from the cell area to the van.

The sally port door rolls up and the Deputy Sheriffs drive away with the prisoners. Instead of making the 2½-hour round trip to the jail—hours that would probably require overtime—the Deputy Marshals are available to work on fugitive investigations.

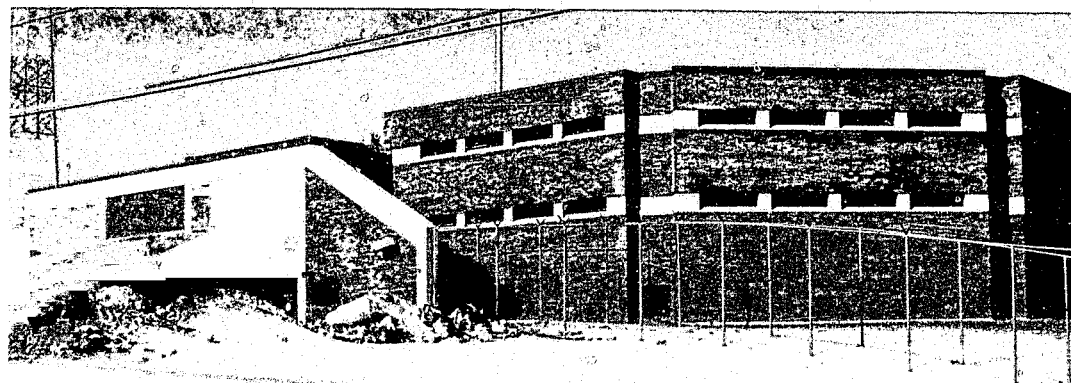


Deputy Marshal Woodrow McGlothlin and Franklin County Deputy Sheriff Mark Bettis move prisoners into a van for transport to the county jail.

suggestion involved incorporating detention centers, called Federal Correctional Centers (FCC), as part of future federal court construction projects. The FCC’s would be part of multi-building complexes which would provide for the collocation of the courts, probation, pre-trial services, and offices for the Marshals, public defenders, and U.S. Attorneys.

A second concept calls for Federal Regional Jails, which involves constructing centrally-located detention facilities to serve a number of federal court cities in a particular geographic area.

The Plan also recommends the construction of additional BOP facilities between 1992 and 1996: FCC’s in the Middle District of Florida and the Minneapolis-St. Paul area; one regional jail for the Los Angeles-San Diego area and another for the Sacramento area; an MDC in San Francisco; detention centers for the Cleveland, St. Louis, and El Paso areas; a detention unit for the Detroit area; and an annex to the MDC in Chicago.



Signs of Progress

Even without full implementation of the plan, Service officials said, progress already is being made in many districts.

In Dallas, Marshal Thomas C. Kupferer of the Northern District of Texas said the town of Mansfield built a new jail to increase revenue—and offered all of its 144 beds to the USMS. With the jail only some 30 miles from Dallas and Fort Worth, “We have had a big savings in personnel time,” Kupferer said.

Marshal John T. Callery said jail space in the Western District of Tennessee was so scarce for a time that his prisoners were housed in Mississippi, Arkansas, and Missouri. “Deputies had to start out at 2 a.m. on some runs,” Callery said.

That problem was solved recently: a new jail in Mason, only 45 minutes from Memphis, made 125 or more beds available; a federal prison 25 minutes away provided 50 new beds.

In Tallahassee, Marshal W.L. “Mac” McLendon has been beset by problems of geography: the Northern District of Florida is 450 miles long and includes 14 jails where prisoners are housed.

“The space shortage has a tremendous impact on operations,” McLendon said. “In excess of 15 percent of our work years are expended on prisoner transportation.” However, he said, things are changing: a new CAP agreement provides 25 beds 10 miles away; in 1992 BOP will supply 150 beds at a new unit in Tallahassee.

Associate Director Mead pointed out that, despite some progress, the jail space crisis can be solved only by extraordinary, long-term cooperation among all the branches of the federal government.

Mead noted that the new plan sternly concludes: “If adequate bedspace to detain thousands of potentially dangerous unsentenced prisoners is not acquired, public safety and the federal criminal justice system itself could be threatened.” **This is the last of three articles.**



CHIP BEUCHERT

Funds from the Cooperative Agreement Program built this addition to the St. Clair County Jail in Illinois. The new construction added 80 bedspaces for federal prisoners. Sheriff Merl Justus and U.S. Marshal Donald R. Brookshier (S/L) agree that the program has benefited both agencies.

Guaranteed Space

Under the Plan, the Cooperative Agreement Program (CAP) would grow substantially: more funds for local jail expansion or renovation in return for *guaranteed* space for federal prisoners. The plan proposes 11,500 CAP beds by 1996—37 percent of the total.

Patricia H. Macherey, chief of the Prisoner Operations Division at Marshals Service Headquarters, said “A new

emphasis on CAP is already making a major contribution.” In FY 1990 alone, she said, \$25.9 million was obligated for 1,345 beds under the CAP program.

Private detention facilities are also addressed in the Plan, which notes that they might provide four percent of detention space by 1996—1,380 beds. As part of a pilot study, the USMS has been involved in discussions on housing inmates in a 440-bed private facility in Leavenworth, Kansas.