Exploration of the nature of the work done by United States Marshals Service employees in the district of Nevada

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EXPLORATION OF THE NATURE OF THE WORK
DONE BY U.S. MARSHALS SERVICE
EMPLOYEES IN THE DISTRICT
OF NEVADA

by

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Bachelor of Arts
Arizona State University
2000

A thesis submitted in partial fulfillment
of the requirements for the

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Master of Arts in Criminal Justice

Examination Committee Chair

Dean of the Graduate College

Examination Committee Member

Graduate College Faculty Representative
ABSTRACT

Critical Analysis of the Nature of the Work Done by U.S. Marshal Service Employees in the District of Nevada

by

Michael Schlaerth

Dr. Richard McCorkle, Examination Committee Chair
Professor of Criminal Justice
University of Nevada, Las Vegas

For the first time in its 212 year history, the United States Marshals Service created a position for employees specifically designated to assist district offices experiencing administrative and operational problems. This move was promoted by a recruiting session in April of 2001 which was designed entirely to train individuals for the job entitled GS-082. This move is the result of the agency's overall need for more labor. However, while these agents carry the title of "Deputy Marshal", they do not require the same intense training of the standard GS-1811 agents, as their duties do not demand it. Employees in the Marshals Service are finding their tasks changed due to this expansion.

This research involved a survey of the District of Nevada U.S. Marshals offices in order to explore the nature of the work done by their employees. This was done in the form of mail surveys. The Marshals Service is progressive, but other agencies have recently undergone similar expansion and change. The research explores the work done by Marshals Service employees through literature review and field surveys.
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CHAPTER 1

INTRODUCTION

The United States Marshal Service was created in 1789 by the first Congress in the Judiciary Act of 1789. The Marshals were thereby given the authority to support the federal courts within their judicial districts and to carry out all lawful orders issued by judges, Congress or the President. However, at this time there was no police force to represent the federal government's enforcement of laws at the local level. Through the late 18th to the mid 19th centuries most local law enforcement was handled by the Marshals and their deputies. Their tasks have been augmented throughout their history, sometimes temporarily, sometimes permanently. Up to 1870 it was they who took the national census every 10 years. They also distributed presidential proclamations, collected different kinds of statistical information on commerce and manufacturing, and supplied the names of government employees for the national register. In more recent times during the Civil Rights Movement of the 1960's and 1970's it was this agency that helped integrate schools and other institutions. During the 1996 Olympics in Atlanta it was they who provided protection for the athletes (USMS-OPA Pub. No. 3, 1994). The Marshal service has and continues to set examples of how policing agencies in the U.S. could expand and improve.
According to the U.S. Marshals Service Office of Public Affairs (2000), it is no surprise that the Marshals, who have been at the forefront of nation-wide policing adaptations, have implemented the new position of GS-082 Deputy U.S. Marshal. The numerous tasks of protecting the courts, fugitive investigations, protection of federal witnesses, prisoner transport and custody, asset seizure, and to a lesser extent special operations had simply made the agency less efficient nationally due to the heavy inundation of work, combined with the lack of manpower to handle it. To help alleviate this problem, a recruiting session was scheduled in April of 2001. From April 1st to April 10th Professional Credential Services (P.C.S.) accepted 25,000 individuals for the new Deputy U.S. Marshal, GS-082 written test. These individuals, upon completion of their training, are charged with the primary tasks court security, but are also qualified to assist in any of the jobs the 1811 Criminal Investigators do (except special operations), with the stipulation that they do not handle cases themselves. The Office of District Affairs will assign these new deputies to districts which need assistance in carrying out their missions. Other employees who carry the title GS-1811, or “Criminal Investigators”, also perform these tasks but will slowly shift to the sole functions of criminal investigations, and special operations.

The U.S. Marshals Service has three “tiers of operations” which involve the major operational function of the employees (USMS-Fact Sheet, 2000, p. 2). The titles used to describe employees who perform these tasks are 1811 Criminal Investigators, 082 Deputy U.S. Marshals, and 1802 Detention Officers. Detention Officers are primarily present in larger offices. The administrative employees differ from office to office, but they primarily provide a support role for the operations performed by the others.
Approximately 1,200 of the employees are currently focused on administration tasks, and 2,700 on operations. Also, almost 800 Courtroom Security Officers (CSOs) are employed by the Marshal Service, but are not present in every office, and exist as a separate appendage of the U.S. Marshals Service.

Other law enforcement agencies have different infrastructures than the Marshals Service does. Most other law enforcement agencies such as the Federal Bureau of Investigations, Drug Enforcement Agency, Immigration and Naturalization Service, and other specific police departments have diverse job descriptions. However, all policing agencies have members who participate in more hands-on field work, and others who provide specific administrative functions. It is more than likely that the different tasks performed by individuals within different departments directly affects perceptions which employees have for their organizations. By understanding other policing agencies, in particular the federal law enforcement agencies which belong to the Department of Justice as the Marshal Service does, it will be easier to understand the environment in which the Marshal Service exists.

There are several Department of Justice Agencies which serve under the U.S. Attorney General. These include the FBI, DEA, INS, and U.S. Marshals Service. Like the Marshals Service, the FBI is similarly supported by nearly a dozen different divisions which answer directly to the Deputy Director (FBI-RSU, 2001). Slightly less diverse in the number of divisions is the Drug Enforcement Agency (DEA) which functions through an Administrator and Deputy Administrator (DEA-ISS, 2001). The Immigration and Naturalization Service (INS) functions under a Director and Deputy Director, and claims the largest number of federal employees in any department (INS-OPP, 2001).
The primary goal of this exploratory research is to explore the nature of the work provided by the U.S. Marshals Service. To better understand this, the study will go beyond simply analyzing the agency itself. The Marshals Service exists as a law enforcement agency within the criminal justice system, and that role must first be understood so it can be determined what part the Marshals Service plays. This is better understood when other federal agencies, especially those in the DOJ, are also discussed. To better understand the climate in which these agencies operate, an understanding of current issues relevant to them must be drawn out.

Five major concepts will be identified in each section with the goal of identifying the Marshals Service role in the criminal justice system. First, a section will examine the expanded role of federal policing. This will explain the manner in which federal law enforcement (which the Marshals Service is a part of) has expanded and what effect it has had on the criminal justice system. Second, the research will identify issues involving interaction between federal law enforcement agencies. This section will provide information regarding issues which federal law enforcement takes on in regard to information sharing. Third, a section regarding structure and task orientation of police agencies will illustrate how the major federal, state, and local law enforcement branches (which will have been mentioned as co-existing with the Marshals Service in the sections before) operate and function today. Fourth, a section will take the previous section regarding different types of law enforcement and identify these agency similarities and differences to the U.S. Marshals Service. Finally, three sections will focus on the concepts
which will eventually be discussed by the survey of this research. These include
*expansion, different jobs,* and *politics* as they affect the Marshals Service. These sections
will offer insight into how the U.S. Marshals Service functions.

This research will further explore interesting factors which influence the work done
by the employees for this agency. This will be accomplished through the survey, which
set out to analyze six topics including demographics, current duties and history with the
U.S. Marshals Service, job satisfaction, nature and level of workload, job training, and
perceptions and attitudes toward recent organizational changes. Statistical analysis will
serve to indicate major factors involving the above sections.
CHAPTER 2

LITERATURE REVIEW

Expanded Role of Federal Policing

The U.S. Marshals Service has been a part of tremendous growth in federal law enforcement in recent years. Federal law enforcement has been growing in tasks, personnel, budget, and law enforcement authority as a result. The Marshals Service has likewise grown, like other agencies for similar purposes. Many tendencies go along with this type of expansion.

According to Landay (1996), the beginning of this expansion has some roots in the 1970's, when federal law enforcement tightened its grasp on organized crime and white-collar crime. Federal law enforcement compromised 41,000 employees in 32 agencies in 1996. There were over 85,000, more than double the number of officers by 2000 (FBJS, 2000). From 1996 to 2000 the total salary for all these agencies rose from $2.2 billion to $4.2 billion (FBJS, 2000). The Agency experiencing the most rapid growth is the INS. The agency increased in personnel from 6,000 in 1993 to 17,500 in 2000 (BJS, 2001). Though less dramatic, other federal law enforcement agencies have grown as well in recent years. For example, FBI agents increased from approximately 10,670 to 12,610 between 1992 and 1998. The DEA staff increased from 7,480 to 8,480 in the same amount of time (TRAC, 2000).
There are three explanations for the expansion of federal law enforcement. The first explanation for the expansion is the federal "mission creep" and lack of coordination among agencies. Former Attorney General Dick Thornberg said "Bureaucratic 'mission creep' has lead to overlaps in jurisdiction, and has complicated interagency coordination" (Landay, 2001, pp. 1-2).

The second explanation by Strossen is much more skeptical of federal policing, and indicates that federal abuse of power is more dangerous than that of state or local officers because it is more difficult to prove accountability. Strossen states that "The exponential growth in federal law enforcement power has not been accompanied by any systematic oversight or review of federal police practices" (Strossen, 1997, p. 544).

The third explanation by Gest (2001) is similar to Landay's in that it blames the lack of clarity in policy and law for the growing federalization. The presentation of a trial in a federal court as opposed to a state court is decided by a "substantial federal interest," which describes the cases instead of defining them (Gest, 2001, p. 63). He believes that this is the reason that most of all federal criminal provisions enacted by congress since 1865 have become law from 1970 to the present.

The ABA's Criminal Justice Section (1998) set out to express concern for the number of new federal crimes being created by congressional legislation. A task force was formed intending to identify the issue of federal crime legislation becoming legally popular for congress. They noted that crimes which used to be a state matter have now become a federal matter. The problem has become so bad that no organized source is conveniently accessible to define federal criminal law. As a result, there is now more of a violation of federal law than at any time in the nation's history. Furthermore, the ABA has pointed
out that there is a trend in which highly publicized criminal incidents are frequently accompanied by calls for specific congressional legislation.

According to the U.S. Marshals Service Office of Public Affairs (2001), there are now over half a million state and local fugitives—a record high. Nadelman (1993) points out that the U.S. Marshals Service has been focusing on international crime for this same reason (especially since 1979). The National Central Bureau (NCB) is an example of conglomerate federal efforts, as all branches of U.S. law enforcement are represented in this international law enforcement network. Federal law enforcement certainly was not prepared for the terrorist attacks on the World Trade Center buildings on September 11, 2001. This was followed by the Anti-Terrorism Act of 2001 (Schumner, 2002), so perhaps some events simply have no recourse other than expanding the federal role.

The growth of federal law enforcement has generated considerable concern and debate. The above explanations describe the extent to which this holds true. These ideas indicate that crime is often federalized to solve a problem. Thus, the issue of the federalization of crime is identified and indicated as a great deal of concern to those who feel that federal and state crime have become too compromised.

Interaction Between Federal Law Enforcement Agencies

There has been speculation about how federal law enforcement agencies interact and whether those agencies interact fairly and accurately. The U.S. Marshals Service has a vested interest in effective policing agency communication because it not only interacts with the other agencies, but exists as one of them. Furthermore, the Marshals Service belongs to the Department of Justice, which has come under scrutiny for poor information...
sharing among the larger agencies. There is also a push by agencies to remedy the inefficiencies in information sharing and co-operation.

According to Gist (1998) growth among federal law enforcement agencies necessitates more co-operation and information sharing between federal, state, and local police agencies. She claims that this is necessary because in the past there has been poor coordination among different agencies resulting in overlapping task enforcement, and gaps in implementing various actions.

Senator Schumer (Democrat) of New York (2002) suspects in a press release that a new supercomputer should be made available to coordinate federal law enforcement activities. He made the statement “You’ve got the FBI, the CIA, INS, ATF, DEA, DOJ, NSA, and so on; critical information is easily lost in that alphabet soup.” He went on to blame the INS in particular for failing to “…share, coordinate and analyze information vital to preventing terrorist activity” (Schumner, 2002, pp. 1-2).

Seper (2002) opens that terrorist activity, like that of September 11th, was enabled by poor information sharing among federal agencies. He believes that state and local police agencies would be pleased to work with federal law enforcement agencies if they were only given the chance. He blames the FBI in particular for holding back potentially useful information which could often times be used to apprehend suspects, pointing out that “About 12,000 FBI agents are assigned nationwide, with nearly 650,000 state and local law enforcement officers across the country” (Semper, 2002, p. B5).

It has been mentioned previously by Landay (1996) that the “mission creep” of federal law enforcement is the cause of complications in law enforcement through inter-agency
cooperation. Strossen (1997) said that there was no oversight to insure cooperation in
information sharing. It is clear that, as federal agencies compliment and cooperate, state
and local police agencies must be included. This will both justify their expansion and
increase their efficiency.

Structure and Task Orientation of Policing Agencies

When considering the growth of federal law enforcement agencies it is helpful to
understand the role each agency fulfills in the criminal justice system. In regard to the
U.S. Marshals Service, it is particularly important to examine similar law enforcement
agencies in the Department of Justice (DOJ). The U.S. Marshals Service along with the
FBI, DEA, and INS represent this function of the DOJ. The current study will examine
these agencies individually to better understand the environment in which the Marshals
Service operates.

FBI

According to FBI's Research Services Division (2001) The Bureau of Investigations
was formed in 1908 during Theodore Roosevelt’s Presidency. The Attorney General
Charles Bonaparte was given the task of organizing the special agents who were the first
among the Bureau, including their first Deputy Director, Stanley Finch. This came at a
time when the U.S. was going through an idealistic, reformist phase known as the
Progressive Era (1900-1918). Though it’s primary function was crimes at the federal
level, the Bureau had rather humble beginnings.

The first major task was enforcing the Mann Act of 1910, which prohibited the
transportation of women across state lines for immoral purposes. This law led to the first
expansion period, increasing the number of agents to nearly 300 agents were taken on. In 1917 it expanded again during World War I. The FBI took on the increased tasks of enforcing the Espionage Act, Selective Service Act, and the Sabotage Act. During a period known as the "lawless years" (1921-1933), many changes were implemented under J. Edgar Hoover's directorship (FBI-RSD, 2001, p. 2). Among the most significant were increased standards of special training, creation of an identification division, and creation of a field office inspection system. Congress passed a number of laws shortly thereafter which allowed agents to stretch their jurisdiction across state lines, and thus, in 1935 the Bureau of Investigations became the Federal Bureau of Investigations. During World War II a new trend was begun, as the FBI's powers expanded overseas, acting as intelligence agents. Since that time, congressional legislation and organized crime have been the primary components in the expansion and creation of new divisions within the Bureau.

The primary goal of the FBI is to investigate federal crimes, and enforce federal laws. The Bureau is headed by a Director and supported by a Deputy Director. The Criminal Justice Information Service is the central repository for criminal justice information services in the FBI. They provide state-of-the-art identification and information services to local, state, federal, and international criminal justice communities. Formal training takes place in Quantico, Virginia for new agents and staff the FBI Training Division.

According to Porter (1997) Director Louis J. Freeh began the modern restructuring when he was appointed in 1993. He brought with him a clear agenda that served to deal with government downsizing and crimes that followed as a result. Many offices were...
merged, reorganized, or abolished. And 600 special agents were moved from administrative positions to investigative positions in field offices.

Freeh has strengthened ties with 11 European countries to combat international crime. He oversaw the creation of the National Infrastructure Protection Center (NIPC) in 1998 which was created primarily to deal with the new threat of cybercrime. Several key issues in crime are also being dealt with more effectively by the FBI because of restructuring and adaptations in the law and legal codes. Espionage is being combated through the Economic Espionage Act of 1996, abortion clinic violence through the Freedom of Access to Clinic Entrances Act of 1994, interstate stalking and spousal abuse through a portion of the Violent Crime Control and Law Enforcement Act of 1994. In more recent years such action as the building of a new forensic laboratory, the forming of a critical incident response group, and improved standards of those agents on the nuclear, biological, and chemical (NBC) investigations have been going on from 1998 to 2003. Political and administrative needs and concerns are clearly the primary factors in each case for any changes or adaptations in the FBI. Today there are over 12,000 FBI agents to deal with these issues.

DEA

For over one hundred years there have been issues over the context and legality of drugs in America. At the turn of the century, the federal government began instituting gradual controls and restrictions on what was known as “wonder drugs,” such as heroine, cocaine, and opium (DEA-ISS, 2001, p.1). Since then, various government agencies have been charged with the task of enforcing ever-changing drug laws as the organizations that trafficked illegal drugs grew larger and more sophisticated. On July 1, 1973 President
Richard Nixon created the Drug Enforcement Agency by linking the Bureau of Narcotics and Dangerous Drugs with several law enforcement and intelligence gathering agencies (DEA-ISS, 2001). By 1979 it was estimated that 25 million Americans were illicit drug users, the highest estimated number in U.S. history (Beirne & Messerschmidt, 2000).

According to the DEA Information Services Section (1997), this agency, like the FBI is headed by a Director, and supported by a Deputy Director. Special Agents cooperate with state and local law enforcement using state-of-the-art technology and equipment to enforce drug laws in the field. Training for all agents takes place in the DEA Justice Training enter in Quantico, Virginia.

The DEA takes on the task of continually adapting their operations to enforce laws on drugs which are deemed illegal. The Health and Human Services division is continually helping DEA agents with medical information regarding the hazards of some drugs. State, local, and county police are also instrumental in helping to decipher which drugs are considered dangerous and need to have legal boundaries.

Currently the DEA is growing through a period of growth within the organization. A new training facility made specifically for drug enforcement training has been built in Quantico, Virginia and holds 250 trainees at a time. This serves as a testament to the organizations growing importance and the growing political concern for managing drug problems in the United States. The agency currently employs over 9,300 agents and support staff.

INS

Smith explains in her Overview of INS History (1998) that the Immigration and Naturalization Service was officially formed in June, 1933 in accordance with Executive
Order 6166, which united the Immigration Service with the Naturalization Service in order to reduce the high workload due to immigration and new policies in both agencies. During World War II, President Roosevelt moved the INS from the Department of Labor to the Department of Justice. In the mid-1950s the agency launched “Operation Wetback” to control the first massive influx of illegal-alien Mexicans traveling to the U.S. (Smith, 1998, p. 81). In 1986 the INS took action again, enforcing sanctions on U.S. employers who hired undocumented aliens. Due to migration patterns, the modern ease of international travel, and renewed public concern of immigration the INS has expanded greatly in the second half of the 20th century. Numbering only 8,000 INS workers after World War II, the agency now has more than 30,000 total employees.

The Agency is headed by a Director and Deputy Director. The primary tasks of the INS are to prevent the smuggling and illegal immigration of aliens into the United States, and enforce and administer all immigration laws over all those who travel to the U.S. by land, sea, air, and port.

Currently the INS is an agency of great priority in the Department of Justice. As of April 2001, the agency had undergone a restructuring period. The agency has separated enforcement and immigration service functions in an effort to improve performance and increase results for immigrants and the general public. The tasks that are to be in the enforcement wing include preventing illegal immigration by safeguarding the borders and enforcing immigration laws as provided in the Immigration and Naturalization Act of 1970 (Smith, 1998). The immigration services functions involve providing immigration benefits such as legal permanent resident status, non-immigrant status, and naturalization. A recruiting period is meant to provide for this development. To help with the agency’s
new hiring, and to pay for the restructuring, the Fiscal Year 2002 budget will include $100 million to the agency. Attorney General John Ashcroft stated the Bush Administration was “intent to turn the agency around.” Restructuring of the INS, according to Ashcroft was a “priority” (INS-OPPIRM, 2001, p.7).

Bureaucratization and Professionalism in Policing

Due to factors such as necessity, resource availability, and leadership, many policing agencies have different characteristics. Most attributes vary according to the degree of bureaucratization, and professionalism.

Table 1
Bureaucratization and Professionalism in Policing

<table>
<thead>
<tr>
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<th>High Bureaucratization</th>
<th>Low Bureaucratization</th>
</tr>
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<tbody>
<tr>
<td>High Professionalism</td>
<td>Legalistic</td>
<td>Service</td>
</tr>
<tr>
<td>Low Professionalism</td>
<td>Militaristic</td>
<td>Fraternal</td>
</tr>
</tbody>
</table>

According to Whitaker & Phillips (1983), professionalism is roughly defined as a measure of education levels combined with accuracy of task performance, whereas bureaucratization is meant to mean the level of involvement from the administrative source. Legalistic agencies are seen as emphasizing both service delivery and law enforcement at equal levels. Militaristic police departments are viewed as bureaucratic and non-professional. Both are generally linked to high arrest rates. Those departments that are deemed as service departments do not have high demand from the administration, but are staffed with competent personnel. Finally, fraternal agencies are those most likely
to have officers more occupied with tasks such as "pluming, pets, and cars" than actual criminal activity (Whitaker & Phillips, 1983, p. 69).

**Agencies Similarities/Differences to U.S. Marshals Service**

The Marshals Service shares similarities and differences with other policing agencies. The function of policing works separately from the courts and corrections, but has the same overall goals. All agencies are effected by the political environments in which they are embedded, or federal legislation, state statutes or local ordinances meant to combat crime. Standards of hire may deviate, but carry similar demands for potential officer's respect for the law, as every branch carries out background checks, and drug tests. In each department organizational and political differences can effect all, down to the immediate task of field agents (Houston & Parsons, 1998). Steady expansion or downsizing is possible in any agency when it is deemed necessary by administrators. Finally, each branch of policing cooperates together, when necessary, to the common goal of serving and protecting society.

On more specific terms, there are many more inter-departmental similarities which make specific policing agencies appear similar to the Marshals. Each member of the Department of Justice has a respective director who answers to the Attorney General completing a nationally oriented form of policework. Investigations is a key form of law enforcement, and all DOJ agencies have specific employees who carry out this task. The U.S. Marshals Service uses the term Criminal Investigators, Criminal Investigators (FBI), Diversions Investigators (DEA), and Investigators (INS).
Like the U.S. Marshals Service, the INS and FBI have gone through great structural transition in recent years. The FBI took administrative agents from field investigations in 1993 (FBI-RSU, 2001), and in the INS the tasks and training of enforcement agents now differs from immigration agents (INS-OPPRIM, 2001).

The function of policing has some core fundamental values which, as we see, are shared by many different departments. It is expected that as these similarities exist, trends are developed across all agencies concerned. For the purpose of the current study, it is necessary to explore the extent to which these similarities effect the attitudes and behaviors of officers of the law. As a priority, it is necessary to explore how trends tend to effect the attitudes and behaviors of the different agents within an office.

U.S. Marshals Service Organizational Charts

The Marshals Service serves as one of many federal law enforcement agencies. It exists within the Department of Justice, and has the primary function of Criminal Investigations. According to the U.S. Government Manual (2002) like many other federal agencies the U.S. Marshals Service answers directly back to the Deputy Attorney General who answers to the Attorney General. The Attorney General is the highest official in the Department of Justice (see Table 2). This position involves representing the United States in legal matters generally, and giving advice to the president to heads of the executive departments when requested. The Attorney General also represents the government before the Supreme Court in cases of great importance.
According to the U.S. Marshals Service Office of Public Affairs (2001), within the U.S. Marshals Service itself, the Director is the highest position in the agency (see Table 3). The Director oversees the 95 district offices and suboffices and ensures that they are serving their function as well as making necessary changes and adaptations. Each district office has a presidentially appointed Marshal, who gains their office politically. The Chief

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**Table 2**
Organizational Chart of the Marshals Service Within The Department of Justice

```
  Attorney General  ↓
    Deputy Attorney General  ↓
  U.S. Marshals Service
```

**Table 3**
Organizational Chart of the U.S. Marshals Service

```
    Director  ↓
        ↓
  Presidentially Appointed Marshals
        ↓
  Assistant Chiefs & Chief Deputies
            ↓  ↓
  Assistant Supervisors ⇔ Seizure Supervisor
           & Warrant Supervisors
               ↓  ↓
  Criminal Investigators (1811s), Administrative Employees
  Deputy Marshals (082s), &
  Detentions Officers (1802s)
```
Deputy and Assistant Chief answer directly back to the Marshal. In a typical office (considering any number of variances in suboffices and smaller district offices) the Assistant Supervisor, Warrant Supervisor, and Seizure Supervisor all serve under the Assistant Chief and Chief Deputy, and oversee the work done by the Criminal Investigators (1811s), Deputy Marshals (082s), Detentions Officers (1811s), and Administrative Employees.

Recent Expansion in the U.S. Marshals Service

According to Tucille (2000), the U.S. Marshals Service owes recent expansion to the Fugitive Apprehension Act of 2000. The act came about in order to more successfully apprehend fugitives in Federal, State, and local felony cases and allow greater subpoena authority to the U.S. Marshals Service. As a result, operating funds have increased, and the budget has too. The U.S. Marshals Service Office of Public Affairs (2002) attributes the bill to the cause for recent expansion, though federal funding has also increased in recent years prior to 2000 (BJS Sourcebook, 2002).

The budget has grown from $539.7 million in 2000, to 626.4 million in 2002, which is an increase of 16.1% after the passing of the Fugitive Apprehensions Act. The budget increase from 2000 to 2001 was the greatest increase from the previous year in the past two decades. This growth has partially come in the form of hiring of new 082 Deputy Marshals, who have been employed since the act came about. As mentioned earlier, these employees primarily provide court security, but also perform the tasks of any other Deputy U.S. Marshal, including assisting in criminal investigations cases (see Table 4).
Table 4
Budget Summary for the U.S. Marshals Service (1990-2002)

<table>
<thead>
<tr>
<th>Fiscal Year</th>
<th>Annual Budget</th>
</tr>
</thead>
<tbody>
<tr>
<td>1990</td>
<td>$246,300,000</td>
</tr>
<tr>
<td>1991</td>
<td>$291,000,000</td>
</tr>
<tr>
<td>1992</td>
<td>$328,200,000</td>
</tr>
<tr>
<td>1993</td>
<td>$338,900,000</td>
</tr>
<tr>
<td>1994</td>
<td>$341,000,000</td>
</tr>
<tr>
<td>1995</td>
<td>$396,600,000</td>
</tr>
<tr>
<td>1996</td>
<td>$448,200,000</td>
</tr>
<tr>
<td>1997</td>
<td>$483,000,000</td>
</tr>
<tr>
<td>1998</td>
<td>$498,100,000</td>
</tr>
<tr>
<td>1999</td>
<td>$501,900,000</td>
</tr>
<tr>
<td>2000</td>
<td>$540,500,000</td>
</tr>
<tr>
<td>2001</td>
<td>$603,000,000</td>
</tr>
<tr>
<td>2002</td>
<td>$626,400,000</td>
</tr>
</tbody>
</table>

(Bureau of Justice Statistics Sourcebook, 2002)

Different Tasks in the U.S. Marshals Service

The U.S. Marshals now have new (082) Deputy U.S. Marshals working along side (1811) Criminal Investigators, and the less abundant (1802) Detention Officers. These employees make up the “three tiers of operations” in the service (USMS-Fact Sheet, 2000, p. 2). Administrative employees work for the U.S. Marshals Service, but do not perform any of the operational tasks that the above employees do. Thus, it is necessary for the purpose of this study to define (according to Marshal terminology) what these terms mean.

The administrative tasks in the Marshals Service have certain roundabout themes. These tasks are all support based, and vary from office to office. Often such tasks include support work involving seized assets, the departmental budget, and statistical analysis.
(USMS-OPA, 2000). Such agents administer greatly needed supportive work to compliment the operations agents who are in high demand due to the nature of their task. Such tasks orientation is similar in any other policing agency as all need a support staff to compliment field work.

However, in the Marshals terms the three tiers of operations are themselves not all the same. Of the three types of operational employees, potential 1811 Criminal Investigators, 082 Deputy US Marshals, and 1802 Detentions Officers all go through 7 weeks of training at the Federal Law Enforcement Training Center (FLETC) in Glynco, Georgia. There they are taught to function as operational employees for the U.S. Marshals Service. A further 3 weeks deputy training is required for the 082 deputies and 1811 Criminal Investigators. And finally, Criminal Investigators go through a further 6 weeks of Criminal Investigative training. Administrative employees and others are either civilians, or are hired from other agencies. There are agents in all Department of Justice agencies, as well as some local law enforcement, who fit a specific descriptional training agenda similar to this for different departmental tasks. In any case, there is division of task orientation and training in the U.S. Marshals Service, just as there is a difference between departments.

Politics In The Marshals

The Marshals are profoundly effected, from the Deputy Director to the actual agents, by political change. This is true of any police agency, but particularly by DOJ departments. In such cases sweeping reform, often primarily directed at specific
departments, is meant to alleviate major problems in crime. Political influence often comes in the form of departmental restructuring, and adherence to congressional action.

For the purpose of this study, political environments are the mediums in which social change through legal legislation may be enacted for different purposes in different agencies. Indeed influence may vary, but if strong enough, it can carry the weight of law when enacting congressional legislation. People in political environments who are deemed as elites (Houston & Parsons, 1998) consider themselves correct in any form of suggestion they chose to make. Other people who see the political arena as diverse or pluralistic in nature tend to seek out legislation which will last because of agreement between different ideologies. Others seek out studies and facts that favor legitimization of their own idealist viewpoints when they act and propose legislation. Finally, those who see a winning strategy to their legislation and are not afraid to act on it are commonly referred to as the gamers. One thing is historically certain in law enforcement, and that is that no one strategy has constantly dominated the political arena. Indeed these comparisons hold true in any political arena, even in a policing agency in which the members have opinions about the laws they uphold and the department policies they enact (see Table 5).

<table>
<thead>
<tr>
<th></th>
<th>Coercion Tactics</th>
<th>Consensus Tactics</th>
</tr>
</thead>
<tbody>
<tr>
<td>Cooperation Strategy</td>
<td>Elites</td>
<td>Pluralists</td>
</tr>
<tr>
<td>Conflict Strategy</td>
<td>Idealists</td>
<td>Gamers</td>
</tr>
</tbody>
</table>
Increasing federal law enforcement control is also the simplest answer to sweeping trends in crime as these departments do not have any fundamental agency to adhere, nor physical boundaries like local police. This implemented role has been the primary cause of the expansion of the U.S. Marshals Service, and would be the basis for any expansion among the 95 district offices and 157 suboffices.

The facts about the organizational demand on Marshals speak to the growing concerns of the politicians, directors, marshals, and chiefs in the service. As of the Fiscal Year 2000, 2,770 operations agents were in the field, and 1,247 were serving as administrative agents. This will soon change when of the 25,000 expected applicants an estimated total of 5,000 (082) Deputy Marshals who will soon serve in district offices and suboffices. Thus, there is an immediate demand for those who will serve as a support function for the field agents (USMS-OPA, 2001).

However, the demand for expansion does not entirely end with the hiring of more 082 deputies. Upon being made Deputy Director in November, 1999 Michael Ramon also saw a need for more field agents. Simply put “With over two and a half million state and local fugitives out there, the opportunity for growth in the Marshal Service is unbelievable.” (USMS-OPA, 2000, p. 1). This stresses a growing need for both types of agents. Furthermore, a primary concern for the Marshals Service is controlling drug trade, as the budget jumped 38.6 million dollars from 1999 to the Fiscal Year 2000 just for that very reason. Such a task could not fully be accomplished on the administrative level, and would require heightened efforts in fugitive investigations. This would naturally demand more support for the operational tasks of protection of the judiciary, justice prisoner and alien transport, and seizure of drug-related assets (National Drug control Strategy, 1999).
Expansion and increased funding throughout the department is the feasible solution, and cannot entirely happen through supporting just one function of the Marshals Service.

The U.S. Marshals Service employees are the target of the study within the policy making process, as their jobs change according to new policy (Houston and Parsons, 1998). They react to what is given them through their superiors (director to politicians and people, deputies to directors and chiefs, etc.) and thus, do their job. However, as is evident, this process can work effectively or be flawed. It is this that effects the attitudes and behaviors of employees. However, change may happen on many different levels, and for the purpose of this research, cannot be examined without making inferences. Thus, it can only be said that organizational changes may or may not affect the employees in the service, and the source of the “political environment” may vary in nature and level in the organization.
CHAPTER 3

THE CURRENT STUDY

This study will examine the nature of work done by U.S. Marshal Service employees by surveying those members in the District of Nevada. This research is meant to serve as a case-in-point of how the service functions, what the members think of their jobs, and the employee's reflections on the service and the work it provides for the Department of Justice. Two major tasks must therefore be taken on. Most importantly, the research must identify key factors relevant to the jobs of U.S. Marshals Service employees in the District of Nevada. Second, information relevant to the nature of jobs in the Marshals Service must be statistically analyzed. This approach will create a better understanding of the nature of the Marshals Service offices in this particular District.

In regard to issues already brought up by the research done in this study, it is expected that some key factors will yield some useful information. When considering the similarity in the nature of expansion and change in the INS and FBI to that of the U.S. Marshals Service it is possible to better understand the importance of expansion. Furthermore, the research will indicate what type of policing agency the U.S. Marshals Service may be, considering the two key factors of bureaucratization and professionalism. The political environment in which the agency exists and functions will also be considered. Expansion and change will be evaluated while keeping in mind that many changes are rather recent.
To further understand this, the study will consider the reasons for which any changes have come about. Finally, while evaluating the extent of the above issues, previous research from other literature will be related to the study, and brought up whenever relevant.
CHAPTER 4

METHODOLOGY

Source of Data

Data for this study came from a survey of employees at the District of Nevada United States Marshal’s Service. The main office is in Las Vegas, supported by a suboffice in Reno. The total number of Marshal Service employees given the survey was 55. The Las Vegas office had 43 employees (24 Criminal Investigators, 4 Deputy Marshals, 4 Detentions Officers, and 11 administrative employees). The Reno suboffice had a total of 12 employees stationed there (11 Criminal Investigators, and 1 administrative employee). Of all the U.S. Marshals Service employees in the District of Nevada who were given survey booklets there were 35 Criminal Investigators (1811s) or 60.3% of the total number of employees, 4 Deputy Marshals (082s) or 6.9%, 4 Detentions Officers (1802s) or 6.9%, and 12 administrative employees or 20.7% of the total. The Institutional Review Board (IRB) at the University of Nevada, Las Vegas has approved the research done on these subjects.

In November of 2001 I contacted the Deputy Chief regarding the possibility of conducting a survey of agents and staff with the agency. The Deputy Chief then arranged an interview in which I met with the Marshal (the agency head). After four meetings, an
acceptable survey was approved by the Marshal for duplication. He made no amendments to anything other than to the jargon of the survey for better, clearer responses.

The Survey Instrument

The survey was comprised of 31 items that covered six topics: demographics, current duties and history with the U.S. Marshals Service, job satisfaction, nature and level of workload, job training, and perceptions and attitudes toward recent organizational changes.

Self-administered questionnaires were given to the employees, along with previously stamped and addressed return envelopes. The instructions assured the respondents of the purpose of the survey and that participation was completely voluntary and anonymous. The surveys were placed on the desks of the employees by the secretary of the Marshals Service in Las Vegas. The secretary then sent an envelope with the same instructions from the Marshal to the Reno secretary for distribution to those employees.

After the first three weeks, only 31 surveys had been distributed to the Marshal Service employees. A mistake was made as the Marshal thought the research only required Criminal Investigators to respond. A total of 55 had to be distributed, so a second wave of surveys (totaling 30) were distributed in the same manner as the first. This time a note was attached reading:

"If you have not yet filled out a survey booklet please do so. Your response would be greatly appreciated, and would also help the relevance of the information already collected from your co-workers. If you have any questions feel free to contact me. Thank you."

Before this second wave was sent out, I asked the secretary by phone why so few surveys were returned, and the secretary informed me that only Criminal Investigators

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received the survey due to miscommunication between myself and the District of Nevada Marshal. Thus, the second round proved to be important in generating more surveys.

Of the 55 U.S. Marshal Service employees, 25 responded to the survey for a total of 45.5%. After the first wave was sent out, 17 responses were collected. The second wave yielded 8 total responses. There was a risk of a sampling bias due to the fact that there were non-respondents who did not return the surveys and non-respondents may have different attitudes about their jobs than respondents. However, because the survey respondents were anonymous and the surveys were sent back directly to the researcher (thereby reducing potential fear from the respondents that their answers will "get back" to the agency), the differences between respondents and non-respondents should be minimal. Under these conditions, sampling bias does not appear to be a major alternative explanation for my findings.

Plan of Analysis

Data for the surveys were analyzed using SPSS-PC. This study is exploratory in nature, and is based on a small number of cases. Consequently, only univariate and bivariate analyses of the data were conducted.
CHAPTER 5

FINDINGS

Hypothesis Results

Univariate Analysis

Table 6
Description of Sample

<table>
<thead>
<tr>
<th></th>
<th>N</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Male/Female (N=25)</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Males</td>
<td>17</td>
<td>68.0</td>
</tr>
<tr>
<td>Females</td>
<td>8</td>
<td>32.0</td>
</tr>
<tr>
<td>Age (N=23), Mean: 38.4 years old</td>
<td></td>
<td></td>
</tr>
<tr>
<td>30 or younger</td>
<td>4</td>
<td>17.4</td>
</tr>
<tr>
<td>31-35</td>
<td>6</td>
<td>26.1</td>
</tr>
<tr>
<td>36-40</td>
<td>8</td>
<td>34.8</td>
</tr>
<tr>
<td>41-45</td>
<td>0</td>
<td>0.0</td>
</tr>
<tr>
<td>older than 45</td>
<td>5</td>
<td>21.7</td>
</tr>
<tr>
<td>Years in the service (N=24), Mean: 8.1 years</td>
<td></td>
<td></td>
</tr>
<tr>
<td>5 or less</td>
<td>8</td>
<td>33.3</td>
</tr>
<tr>
<td>6-10</td>
<td>8</td>
<td>33.3</td>
</tr>
<tr>
<td>11-15</td>
<td>4</td>
<td>16.7</td>
</tr>
<tr>
<td>16-20</td>
<td>3</td>
<td>12.5</td>
</tr>
<tr>
<td>more than 20</td>
<td>1</td>
<td>4.2</td>
</tr>
<tr>
<td>Line of work (N=25)</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Criminal Investigator</td>
<td>18</td>
<td>75.0</td>
</tr>
<tr>
<td>Deputy U.S. Marshal</td>
<td>0</td>
<td>0.0</td>
</tr>
<tr>
<td>Detentions Officer</td>
<td>1</td>
<td>4.0</td>
</tr>
<tr>
<td>Other</td>
<td>6</td>
<td>24.0</td>
</tr>
<tr>
<td>Hours worked a week (N=25), Mean: 45.6 hr/wk</td>
<td></td>
<td></td>
</tr>
<tr>
<td>40-45</td>
<td>11</td>
<td>44.0</td>
</tr>
<tr>
<td>46-50</td>
<td>5</td>
<td>20.0</td>
</tr>
<tr>
<td>51-55</td>
<td>9</td>
<td>36.0</td>
</tr>
</tbody>
</table>
Table 6 shows the demographics of the sample. Of those responding to the survey, 68% were men and 32% were women.

The variables of **age** and **years in the service** are indicators of levels of experience. The majority of the sample is between 31 and 40 years old (60.9%), and has worked in the U.S. Marshals Service for less than 10 years (66.7%). The average age of an employee was 38.4 years old, and the average years of experience in the Marshals Service was 8.1 years. The line of work which the employee is working in is also mentioned, and stands for the job title of employees. The majority of respondents (75%) were Criminal Investigators. Furthermore, administrative tasks and other office work were simply defined as **other**. Finally, **hours worked a week** is used to describe the sample more exactly, and the highest percentage of employees (44%) work 40 to 45 hours a week. The average hours a given employee worked was 45.6 hours a week.

**Part I: Univariate Statistics**

**Job Satisfaction**

Table 7 summarizes the levels of job satisfaction for employees in the District of Nevada. Most (84%) indicated that they were satisfied on some level with their jobs, and not a single respondent indicated that they were waiting to change jobs in the U.S. Marshals Service. A total of 76 percent indicated that they were comfortable with their current position and a similar portion reported that they did not want to move to another line of work. An open-ended question asked "What is your ultimate goal in the U.S. Marshals Service?". This relates to job satisfaction because it indicates the ultimate goal that would satisfy the employee. The most common answer to this question came from 14
Criminal Investigators, and was simply “to retire healthy”. This is not a surprising response, as fugitive investigations involve dangerous situations.

Table 7
Job Satisfaction

<table>
<thead>
<tr>
<th>Job Satisfaction (N=25)</th>
<th>N</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Satisfied</td>
<td>21</td>
<td>84.0</td>
</tr>
<tr>
<td>Dis-Satisfied</td>
<td>4</td>
<td>16.0</td>
</tr>
<tr>
<td>Comfortable doing another task (N=25)</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Yes</td>
<td>6</td>
<td>24.0</td>
</tr>
<tr>
<td>No</td>
<td>19</td>
<td>76.0</td>
</tr>
<tr>
<td>Considered moving to another line of work (N=25)</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Yes</td>
<td>6</td>
<td>24.0</td>
</tr>
<tr>
<td>No</td>
<td>19</td>
<td>76.0</td>
</tr>
<tr>
<td>Waiting to change job in USMS (N=24)</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Yes</td>
<td>0</td>
<td>0.0</td>
</tr>
<tr>
<td>No</td>
<td>24</td>
<td>100.0</td>
</tr>
</tbody>
</table>

The Most Rewarding Part of the Job

Table 8 indicates the most rewarding parts of the job for Criminal Investigators and others. These tasks represent the primary functions of all Marshals Service employees. The “others” indicated include anyone who does not primarily perform Criminal Investigations, including Deputy Marshals, Detentions Officers, and Administrative Assistants.

The Criminal Investigators mostly indicated that fugitive investigations were the most rewarding part of the job (72.2%). The most common single aspect of the job chosen as the most rewarding part by others was asset seizure (28.6%), followed by other responses which all differed totaling 71.4 percent. These individuals did not select any of the
options given in the booklet, but instead wrote-in another task as the most rewarding part of the job in the space provided.

Table 8
The Most Rewarding Part of Employees Jobs

<table>
<thead>
<tr>
<th>Most rewarding part of the job (N=25)</th>
<th>1811 Criminal Investigators (N=18)</th>
<th>Other Employees (N=7)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Protecting the Courts</td>
<td>16.7%</td>
<td>0.0%</td>
</tr>
<tr>
<td>Fugitive Investigations</td>
<td>72.2%</td>
<td>0.0%</td>
</tr>
<tr>
<td>Special Operations</td>
<td>5.6%</td>
<td>0.0%</td>
</tr>
<tr>
<td>Protection of Federal Witnesses</td>
<td>0.0%</td>
<td>0.0%</td>
</tr>
<tr>
<td>Prisoner Transport and Custody</td>
<td>0.0%</td>
<td>0.0%</td>
</tr>
<tr>
<td>Asset Seizure</td>
<td>0.0%</td>
<td>28.6%</td>
</tr>
<tr>
<td>Other</td>
<td>5.6%</td>
<td>71.4%</td>
</tr>
</tbody>
</table>

The Least Rewarding Part of the Job

Table 9 further indicates the respondents opinions on the primary tasks of the Marshals Service. This shows the results from respondents who were asked to indicate the least rewarding aspects of their jobs.

The majority of Criminal Investigator respondents indicated that prisoner transport and custody was the least rewarding part of their jobs (55.6%). All other employees who responded indicated an array of different responses which had relevance to their jobs (100%).
Table 9
The Least Rewarding Part of Employees Jobs in Relation to the Jobs They Perform

<table>
<thead>
<tr>
<th>Least rewarding part of the job (N=21)</th>
<th>1811 Criminal Investigators (N=18)</th>
<th>Other Employees (N=6)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Protecting the Courts</td>
<td>0.0%</td>
<td>0.0%</td>
</tr>
<tr>
<td>Fugitive Investigations</td>
<td>0.0%</td>
<td>0.0%</td>
</tr>
<tr>
<td>Special Operations</td>
<td>5.6%</td>
<td>0.0%</td>
</tr>
<tr>
<td>Protection of Federal Witnesses</td>
<td>5.6%</td>
<td>0.0%</td>
</tr>
<tr>
<td>Prisoner Transport and Custody</td>
<td>55.6%</td>
<td>0.0%</td>
</tr>
<tr>
<td>Asset Seizure</td>
<td>22.2%</td>
<td>0.0%</td>
</tr>
<tr>
<td>Other</td>
<td>5.6%</td>
<td>100.0%</td>
</tr>
</tbody>
</table>

Nature and Level of Workload

The nature and level of the workload handled by Marshals Service employees in Nevada may have changed as a result of internal and external factors. Respondents were asked in the survey to report whether the change had effected the nature and level of their work. They were asked to consider their experience in the past year, primarily because during this time 082 deputies have had a year to become familiar with the office and other employees have had time to work with them.

Table 10 indicates the extent to which the nature and level of the workload handled by the respondents is perceived to have changed. The job has become more difficult for most employees (58.3%), and the sheer amount of work has increased for the majority of the employees as well (83.3%). However, only half of the respondents indicated that their job requirements have changed in the past year. It is likely that the nature of their work has not changed, but their workload has increased.
Table 10
Nature and Level of Workload

<table>
<thead>
<tr>
<th></th>
<th>N</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>In the last year the job has become more difficult (N=24)</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Agree</td>
<td>14</td>
<td>58.3</td>
</tr>
<tr>
<td>Disagree</td>
<td>10</td>
<td>41.7</td>
</tr>
<tr>
<td>Job requirements have changed in the past year (N=24)</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Yes</td>
<td>12</td>
<td>50.0</td>
</tr>
<tr>
<td>No</td>
<td>12</td>
<td>50.0</td>
</tr>
<tr>
<td>Workload has increased in the past year (N=24)</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Yes</td>
<td>20</td>
<td>83.3</td>
</tr>
<tr>
<td>No</td>
<td>4</td>
<td>16.7</td>
</tr>
</tbody>
</table>

Job Training

There are now 082 Deputy Marshals and a new form of training created for them at the Federal Law Enforcement Training Center (FLETC) in Glynco, Georgia. It is likely that what the respondents went through in training accurately prepared them for their current jobs. Furthermore, any employee other than one working in operations would be unable to give first-hand knowledge of this training center. All other positions do not require such training.

According to Table 11, nearly two-thirds (63.2%) of the respondents indicated that the U.S. Marshals Service operational training center has changed since they were trained. Whatever level of training they went through, most (94.7%) of the employees in the District of Nevada who responded indicated that their training effectively dealt with the issues they are currently facing as employees.
Table 11
Training

<table>
<thead>
<tr>
<th>The USMS (FLETC) Has Changed Since Their Training (N=19)</th>
<th>N</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Yes</td>
<td>12</td>
<td>63.2</td>
</tr>
<tr>
<td>No</td>
<td>7</td>
<td>36.8</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Training Was Effective (N=19)</th>
<th>N</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Yes</td>
<td>18</td>
<td>94.7</td>
</tr>
<tr>
<td>No</td>
<td>1</td>
<td>5.3</td>
</tr>
</tbody>
</table>

An open-ended question which read “What was the greatest challenge in your overall training to the level you are in today?” was also asked regarding training. Only 11 respondents answered this question, and ten of these individuals were Criminal Investigators. A total of 7 of these respondents indicated “getting training” or some form of this response as their answer. Though no respondents elaborated on this, it suggests that there are tasks which current Criminal Investigators train for which were not handled when they went through the Federal Law Enforcement Training Center (FLETC).

The Effects of Organizational Change

Table 12 indicates the extent to which respondents believe that organizational change has affected employees. Questions regarding congressional legislation as well as the changing role of the Marshals Service measure the impact of recent organizational change. Legislation in the form of the Fugitive Apprehensions Act of 2000 (USMS-OPA, 2001), has directly increased the budget, and likewise created the basis for expansion in the U.S. Marshals Service. Thus, new deputies have been, and will continue to be
employed, reducing the workload and benefiting the Marshals Service. This could have an influence on responses to questions regarding organizational change.

Table 12
The Effects of Organizational Changes

<table>
<thead>
<tr>
<th></th>
<th>N</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Congressional legislation on attitudes and behaviors (N=24)</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Positive</td>
<td>4</td>
<td>16.7</td>
</tr>
<tr>
<td>Neutral</td>
<td>14</td>
<td>56.0</td>
</tr>
<tr>
<td>Negative</td>
<td>6</td>
<td>25.0</td>
</tr>
<tr>
<td>Deputies &amp; Crim. Investigators doing separate tasks has increased efficiency so far (N=22)</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Yes</td>
<td>9</td>
<td>40.9</td>
</tr>
<tr>
<td>No</td>
<td>13</td>
<td>59.1</td>
</tr>
<tr>
<td>The role of the USMS has increased in responsibility in recent years (N=24)</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Agree</td>
<td>22</td>
<td>91.7</td>
</tr>
<tr>
<td>Disagree</td>
<td>2</td>
<td>8.3</td>
</tr>
<tr>
<td>082 Deputies coexisting with 1811 Crim. Investigators is an efficient move toward the future (N=24)</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Agree</td>
<td>13</td>
<td>54.2</td>
</tr>
<tr>
<td>Disagree</td>
<td>11</td>
<td>45.8</td>
</tr>
<tr>
<td>Job pressure increased because of structural changes (N=24)</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Agree</td>
<td>14</td>
<td>56.0</td>
</tr>
<tr>
<td>Disagree</td>
<td>11</td>
<td>44.0</td>
</tr>
<tr>
<td>New 082 Deputies will be a benefit in the future (N=24)</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Agree</td>
<td>15</td>
<td>62.5</td>
</tr>
<tr>
<td>Disagree</td>
<td>9</td>
<td>37.5</td>
</tr>
<tr>
<td>Structural changes will improve attitudes (N=23)</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Agree</td>
<td>13</td>
<td>56.5</td>
</tr>
<tr>
<td>Disagree</td>
<td>10</td>
<td>43.5</td>
</tr>
<tr>
<td>Behaviors will reflect approval of recent structural change (N=23)</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Agree</td>
<td>12</td>
<td>52.2</td>
</tr>
<tr>
<td>Disagree</td>
<td>11</td>
<td>47.8</td>
</tr>
</tbody>
</table>

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Congressional legislation did not profoundly affect the responses of most employees, as 56% thought it had a neutral affect on the attitudes and behaviors of the respondents. However more employees thought it had a negative effect (25%) than a positive one (16.7%). Furthermore, the divided tasks which 082 Deputy Marshals now perform alongside 1811 Criminal Investigators in Nevada was seen as inefficient by most employees (59.1%).

The majority of the questions asking for agreement or disagreement with structural changes yielded positive responses toward change. Most respondents agreed that Deputy Marshals and Criminal Investigators coexisting was an efficient move towards the future (54.2%), and likewise agreed that newly trained Deputy Marshals would be a benefit in the future (62.5%). Moreover, most believed that recent structural changes would improve employee attitudes (56.5%) and also behaviors (52.2%).

Despite the fact that these employees mostly welcome change, most of them still feel that the scope of the Marshals Service duties have increased in recent years (91.7%), and that job pressure has increased (56%). Furthermore, most respondents indicated that 082 deputies had made their office or suboffice more efficient so far (59.1%).

Part II: Hypothesis Results

Bivariate Findings

Table 13 summarizes the relationship between age and the belief that the role of the Marshals Service has changed in recent years. A chi-square test offered some validity to this information. The table shows that only one respondent (5.9%) believed that the role of the U.S. Marshals Service has not increased in recent years, and the respondent has
been in the service for 21 years or more. The increased role of federal law enforcement and the U.S. Marshals Service, the resulting expansion in personnel, and the addition of new deputies may all be factors in the responses of employees with all types of experience.

Table 13
The Role of the U.S. Marshals Service in Relation to the Years the Respondent Has Been in the U.S. Marshals Service

<table>
<thead>
<tr>
<th></th>
<th>5 Years or Less (N=7)</th>
<th>6 Years or More (N=17)</th>
</tr>
</thead>
<tbody>
<tr>
<td>The Role of the U.S. Marshals Service Has Increased in Recent Years</td>
<td>100.0%</td>
<td>94.1%</td>
</tr>
<tr>
<td>The Role of the U.S. Marshals Service Has Not Increased in Recent Years</td>
<td>0.0%</td>
<td>5.9%</td>
</tr>
</tbody>
</table>

Though not statistically relevant, Table 14 shows the approval of the newly created 082 deputies by those who work different ranges of office hours. Work experience can also be measured in the form of hours worked a week. Those who work more hours intrinsically have an experience of their office that other employees do not. In other words, long work hours must be worked by some to accomplish their necessary tasks for the office. As a result, those who work longer hours do this because less work hours would mean their tasks would not be accomplished. Long work hours may not be desired by these people, and they may want more employees sharing the work with them.

The employees who work less than the median 45.6 hours a week were less likely to support 082 deputies and 1811 Criminal Investigators dividing tasks (80%). However,
those who work above the median mostly believe that these employees sharing
operational work is a benefit (58.3%). Thus, the data tends to show those who work
longer hours approve of the complementary roles of Deputy Marshals and Criminal
Investigators.

Table 14

<table>
<thead>
<tr>
<th>Work less than median 45.6 hours a week (N=10)</th>
<th>Work more than median 45.6 hours/week (N=12)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Deputies and Criminal Investigators sharing operational work is a benefit</td>
<td>20.0%</td>
</tr>
<tr>
<td>Deputies and Criminal Investigators sharing operational work is not a benefit</td>
<td>80.0%</td>
</tr>
</tbody>
</table>

Table 15 presents the frequency distribution of on the relationships between employee satisfaction or dissatisfaction-satisfaction, and the impact supervisors have made on employees job performance. As mentioned before by Whitaker and Phillips (1983), any given policing agency has trends in the levels of professionalism and bureaucratization in their workplace which define the behavior of the employees. According to this perspective, the two primary measures of professionalism are education and accuracy of task performance. When considering a District of Nevada U.S. Marshals Service employee, the table indicates a possible way to measure professionalism. Education levels
are considered to be high (as all employees have a bachelors degree or higher), and accuracy of job performance is identified (in this case) by indicating if the respondent’s supervisor has made a positive impact on the individual’s job performance.

<table>
<thead>
<tr>
<th>Satisfied With Their Job (N=21)</th>
<th>Not Satisfied With Their Job (N=4)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Supervisor Has Made A Positive Impact on Job Performance</td>
<td>85.7%</td>
</tr>
<tr>
<td>Supervisor Has Made A Neutral Impact on Job Performance</td>
<td>4.8%</td>
</tr>
<tr>
<td>Supervisor Has Made A Negative Impact on Job Performance</td>
<td>9.5%</td>
</tr>
</tbody>
</table>

Most of the respondents (85.7%) who indicated that they were satisfied with their job also said that their direct supervisor has made a positive impact on their job performance. Thus, there may be professionalism as far as job performance through positive supervisory impact is concerned in the Marshals offices in the District of Nevada.

It should be noted that, despite positive responses toward direct supervisors, there were negative responses toward management as well. There was an open-ended question which read “What do you see as the greatest challenge for the U.S. Marshals Service today?”. There were two fairly common responses to this question. Five individuals indicated that there was some form of a problem with “management”. Four respondents indicated that the Marshal should be removed as a “political appointee”. The position of a Marshal is one of appointment, and they are rarely brought in from inside the service. One
respondent said "Getting rid of the U.S. Marshal as a presidential appointee (and the U.S. Marshal Director Spot)-Promoting from within the U.S. Marshals."

Though it was the Marshal in the District of Nevada who approved the survey and allowed it to be duplicated and circulated throughout his offices, he did not request that any fundamental changes be made other than those regarding the technical jargon of the survey. Furthermore, he did not require that employees fill out the survey, nor was the time and place of the survey's completion specified. Finally, there was never and breach of anonymity amongst those who completed the surveys.

Table 16 shows the frequency distribution of supervisors making a positive and negative impacts on job performance, and their willingness to change their job in the Marshals Service. The table indicates that 78.3 percent of the total sample believes that their direct supervisor has made a positive impact on their job, as well as the fact that they are not waiting for the opportunity to change jobs. Only 4.3 percent indicated that their supervisor has made a negative impact, and that the respondent wished for another job.

<table>
<thead>
<tr>
<th>Supervisors Making Impact on Job Performance</th>
<th>Waiting to Change Job in USMS (N=1)</th>
<th>Not Waiting to Change Job in USMS (N=23)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Supervisor Has Made A Positive Impact on Job Performance</td>
<td>0.0%</td>
<td>78.3%</td>
</tr>
<tr>
<td>Supervisor Has Made A Neutral Impact on Job Performance</td>
<td>0.0%</td>
<td>17.4%</td>
</tr>
<tr>
<td>Supervisor Has Made A Negative Impact on Job Performance</td>
<td>100.0%</td>
<td>4.3%</td>
</tr>
</tbody>
</table>

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The two tables (Table 15 and Table 16) present frequencies which relate to measures of job satisfaction and supervisors making impacts on job performances. It appears that those employees who’s supervisors make a positive impact on their job performance also are satisfied with their jobs, and it is noteworthy to mention that these people do not tend to have plans to leave the task they currently perform for their office.
CHAPTER 6

DISCUSSION

This chapter discussed the major findings as well as other information worth mentioning. With regard to shortcomings in the study, some possible methods are discussed for future research on the U.S. Marshals Service.

Findings

1. Expanded Role of the U.S. Marshals Service

The most relevant information that this study has found is that the Marshals Service has increased in responsibility in recent years. The district of Nevada’s offices, along with the U.S. Marshals Service as a whole, and other Department of Justice agencies are witness to this expansion. Newer and more experienced employees alike concur on this fact.

What does it mean when employees indicate that the role has been augmented? It is possible that 082 deputies are “plugging the gap” that operations has been unable to fill without them. Perhaps simple caseloads of work have so accumulated that personnel have not been able to handle it as it has in the past.

There are many possibilities that this research did not explain as to why the role of the Marshals Service has increased in recent years. Perhaps the increase in the number of
fugitives has increased the role of Criminal Investigators. It is possible that not enough
deputies are available to protect the courts, protect federal witnesses transport prisoners,
or seize assets. Or perhaps with so many things to be done, by operations or
administration, doing one task detracts from another.

Another relevant point which was validated by the research was that those employees
who work longer hours are in favor the division of tasks between 1811 Criminal
Investigators and 082 Deputy Marshals. The research showed that operations handles
many diverse tasks, and likewise, division of labor is a natural move toward efficiency.
However, those who worked less hours clearly opposed the divided or shared workload. It
is possible that those who favor this move either work in close contact with deputies, or
are distant from them, and this is reflected in the hours they work. It is also possible that
those who have worked more hours in the service desire a decrease in workload, and
believe that 082 deputies are the answer. Furthermore, it is possible that, since there are
so few 082 Deputy Marshals, that those employees who work few hours are comfortable
with this fact. Perhaps they do not want it to be interrupted by structural change, and
those who work longer hours desire any form of divided labor, or increased in manpower.

2. Professionalism and Bureaucratization

The measures of professionalism and bureaucracy were mentioned earlier in order
to establish a given policing agency's performance. It was hypothesized that the District
of Nevada had high levels of professionalism, and high levels of bureaucratization,
making them a "legalistic" inclined policing agency according to the table provided by
Whitaker and Phillips (1983). Several factors were worth mentioning, though the
hypothesis was never conclusively proven. Since education levels were high throughout
the U.S. Marshals service (a bachelors or better) there is some evidence that the employees were somewhat professional according to the table. I also tried to discover how professional the employees were by inferring that if they were content with their job, and did not want to leave, their tasks were being done well, perhaps because they have incentive in continuing to do so. Furthermore, supervisors, administration and congressional legislation were all considered as levels of bureaucratization for the purpose of the research. It was found that the employees were mostly satisfied with their jobs, and satisfied with their supervisor's impact on their job as well.

The research also showed that the majority of the employees believe that their supervisor has made a positive impact on their job performance, and that they had no desire to leave. However, this does not tell us about the accuracy of their task performance which is the key to understanding professionalism.

It was not established if the jobs of the Deputy Chief, Assistant Chief, or Marshal heavily influenced their work. Nor was it established if the Director or Congress' actions lead to high levels of bureaucratization effecting the District of Nevada U.S. Marshals Service employees. Perhaps a better understanding of how policy is passed down and the exact effect it has on employees would better define bureaucratization, especially since there is expansion currently going on within the service. If this had been identified through the research and surveys it is possible that a more profound sense of the bureaucratization effecting the employees could be reached.
Limitations

The research was greatly limited by the lack of previous research on the U.S. Marshals Service. This was both a hindrance in regard to obtaining structural information and general data U.S. Marshals Service, as well as any literature in the forms of books, journal articles, and other relevant writings. It was the partial task of this research to remedy this fact, and provide a better understanding of this agency.

The research was further limited by the inability to conduct a national survey, as I was not given approval by the U.S. Marshals Headquarters in Washington, D.C. to do it. Finally, some noteworthy limitations may be beneficial to future research on this subject. The information that was collected answered some questions, but brought up more. The questionnaire could not be re-written to answer newly raised questions which cannot be addressed by this research or any of the work cited, but it did touch on some issues (particularly regarding bureaucratization), which would require more follow-up questions that would hopefully produce relevant results.

Suggestions for Further Research

If the U.S. Marshals Service would allow more research to be done on their organization more literature would be available to the public, whom they serve. Perhaps more support would be generated for this federal agency’s expansion which is currently going on. Further research in the form of a national survey may also address concerns of employees which they may deem as particularly relevant. Furthermore, recruiting for the service may benefit as well, as more better qualified applicants will be able to access a greater amount of information on the service for the future.
A great deal of issues may be addressed by a national survey of this agency's employees. It would be helpful to explore the inter-departmental cooperation that the Marshals Service shares with other agencies. A study of the exact tasks of an employee in this agency would also be helpful, as these individuals vary greatly in the tasks they perform. Finally, it would be interesting to research the 95 Marshals in the United States to further understand their past. This would be especially helpful because many of them have qualifications are from outside the department, and it would be worth finding out how their previous experience has effected the positions which they hold today.
CHAPTER 7

CONCLUSIONS

The U.S. Marshals Service has withstood the test of time by constantly adapting. Adapting, like the United States itself. This research took the District of Nevada as a study of how the modern agency functions with all the expansion and recruiting that is present in other Department of Justice agencies at this time.

The research established that the employees in the district of Nevada were certainly affected by recent change. All types of employees, both new and experienced, indicated that the role that the U.S. Marshals Service plays is being augmented. This would support the logic behind the passing of congressional legislation for the U.S. Marshals Service, the recent restructuring and recruiting, and the increase in the service’s budget.

Even though the research did not conclusively show that the District of Nevada offices had high levels of bureaucratization, and high levels of professionalism together, making them a “legalistic” policing agency, there were some indicators of it. It was worth noting that supervisor in the offices surveyed had made a positive impact on the performance of the employees. This was shown in relation to the members being both satisfied with their jobs, and little desire to change work should the opportunity arise.

Furthermore, administrative changes in the form of expansion were being implemented as a form of bureaucracy.
This research raised many questions in regard to the diverse role of the U.S. Marshals Service. It served as a case in point of how one district’s employee’s feel about their job and their agency as a whole. The role of newly trained 082 Deputy Marshals was clearly defined in regard to their training, task, and opinions within the agency about their contribution to the service.

Further research would yield more conclusive results, but this study has provided a point of reference, and some valid questions which may be raised again. It was fortunate that it was done at a time of great expansion and transition in which the cause of change can be more thoroughly examined.

Perhaps tomorrow’s Marshals Service will look as unfamiliar to us as today’s would to George Washington.
BIBLIOGRAPHY


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