



## Review of United States Capitol Police Past Major Events and Protests

Investigative Number 2022-I-0014  
March 2024

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## TABLE OF CONTENTS

	<u>Page</u>
At a Glance	1
Background	1
Results	2
Conclusion	5
Appendices	6
Appendix A – Objectives, Scope, and Methodology	7
Appendix B – Abbreviations and Acronyms	8
Appendix C – Department Comments	9

## At a Glance

In accordance with our *Annual Performance Plan Fiscal Year 2022*, the Office of Inspector General (OIG) conducted a review of United States Capitol Police (USCP or Department) Past Major Events and Protests. Our objective was to determine if (1) the Department's organizational structure and processes for major events and protests were the most efficient and effective and (2) the Department complied with selected policies, procedures, applicable laws, regulations, guidance, and best practices. Our scope included operations, existing policies, and procedures related to major events and protests after January 6, 2021.

With the assistance of a subject matter expert (SME) from the U.S. Secret Service (USSS), the Department updated its planning processes for major events and protests after January 6, 2021. The updated processes resulted in USCP Directive [REDACTED] dated October 25, 2023, which directs that the Department use the Federal Emergency Management Agency (FEMA) and NIMS (National Incident Management System) planning guidelines and methodologies as a foundation with integrated processes and coordination similar to USSS.

Based on FEMA best practices and Department documentation, the changes have resulted in improved internal and external coordination of major events with an enhanced emphasis on inter-agency crisis management.

## Background

The USCP Command and Coordination Bureau (CCB) is one of three operational bureaus reporting to the Assistant Chief of Police for Uniformed Operations. According to PoliceNet<sup>1</sup>, CCB provides capabilities to acquire, coordinate, and execute mission critical objectives, which include:

- Continuity and contingency planning
- Preparing for and managing emergencies
- Planning special events
- Guiding response to incidents and emergencies
- Documenting and processing reports
- Ensuring successful prosecutorial outcomes
- Managing multi-agency responses to evolving emergency and crisis situations

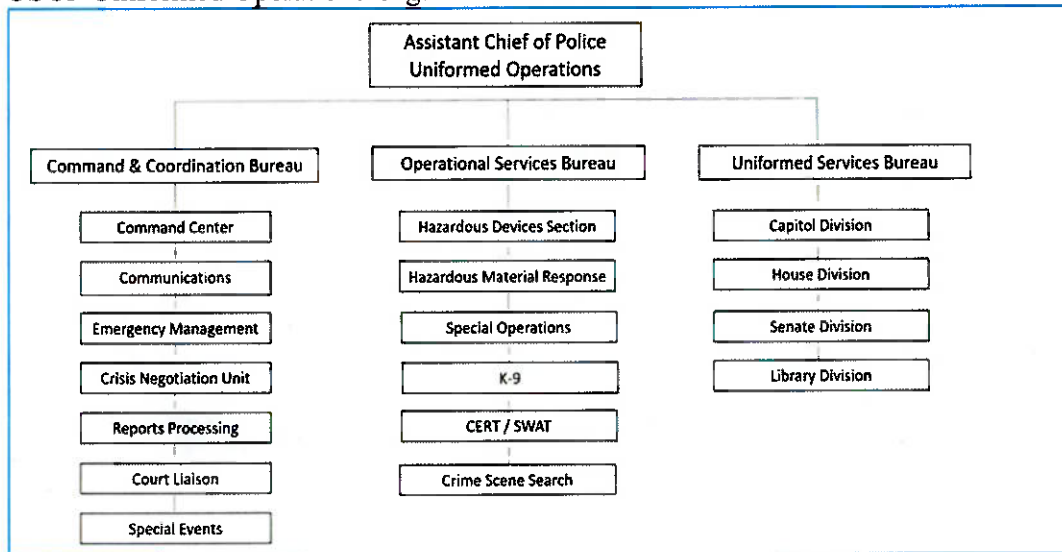
CCB has within it a Command Division and a Coordination Division. The Command Division includes the Command Center, Communications Section, Court Liaison Section, and Reports Processing Section. The Coordination Division includes the Emergency Planning Section (EPS) and Special Events Section (SES)

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<sup>1</sup> PoliceNet is the Department's intranet.



USCP Uniformed Operations Organization Chart



Source: PoliceNet.

PoliceNet states that the mission of EPS is “to protect the Congressional Community by coordinating and integrating activities necessary to build, sustain, and improve the capabilities to mitigate against, prepare for respond to, and recover from crime, disruption, terrorism, and natural or man-made disasters.” SES receives, processes, and disseminates information on a variety of activities for the Capitol Grounds. Activities include:

- Concerts
- Demonstrations
- Displays
- Head of State and Very Important Persons notifications
- Joint Meetings and Joint Sessions
- Marches and foot races

## Results

### Organizational Structure

The Department’s Coordination Division (CD) reports to the CCB Commander and is responsible for the planning process for major events and protests. The organizational structure of CD—consisting of EPS and SES—utilizes an improved planning process that resulted in expanded coordination efforts and expectation for unit output increases. Although the planning processes expanded, the Department had not increased personnel to sufficiently keep pace. A Department official did state that CD had initiated requests for additional personnel, however, the request appeared to still be open.

To temporarily enhance staffing especially after the events of January 6, 2021, the Department contracted with a SME. The SME reported directly to the command of CCB but worked closely with leaders under CCB, with the objective of improving event and incident planning between CCB, the Operational Services Bureau, and the Uniformed Services Bureau. The SME also collaborated with other units to facilitate support for production of Incident Support Plans (ISPs).

Prior to joining the Department, the SME had a similar role with USSS planning National Special Security Events (NSSE). While planning NSSEs, the SME collaborated and coordinated with other law enforcement agencies including the U.S. Park Police, the Federal Bureau of Investigation, Metropolitan Police Department, and other law enforcement agencies.

The SME reported that for several of the years prior to January 6, 2021, the Department did not frequently request assistance from other agencies. Since the events of January 6, 2021, however, the Department regularly requests support from other law enforcement agencies and due to the increased number of events, it also receives Civil Disturbance Unit support—a catalyst for change of the mutual aid memorandum of understanding (MOU) process.

### **Major Events and Protests Planning Processes**

With the assistance of the SME, the Department updated its planning processes for major events and protests after January 6, 2021. The improved updated planning processes now use FEMA planning guidelines and methodologies as a foundation with integrated processes similar to that of USSS. The changes resulted in improved internal and external coordination of major events with an enhanced emphasis on inter-agency crisis management.

A Department official stated that although significant changes have taken place none of the changes were as impactful as that of changing from the Plan of Action (POA) to the Incident Action Plan (IAP) document.

Led by the Incident Commander (IC), the IAP provides guidance for coordinating and focusing all areas of the Department for an event. Individual divisions are considered one security element used for securing an area compared to a decentralized approach. In addition, the IAP stresses the importance of the intelligence assessment and is used to counter any threats identified by the intelligence apparatus. It serves to aggregate Department resources to communicate and counter threats or vulnerabilities versus the POA, which lists available resources without coordination nor objective identification.

The IC is responsible for creating the IAP. That role rotates through the Department's leadership, usually to Deputy Chief or Inspector-level personnel. During IAP creation, asset deployment is determined and other resources added to counter specific threats that are based on event intelligence received from the USCP Intelligence and Interagency Coordination Division.

The IAP also includes planning for crowd management, fencing, counter-surveillance deployment, decontamination, and other subject areas. The intelligence final assessment is not provided until a day or two before the final IAP is completed.

The Department's IAP planning process closely follows best practices from FEMA. The planning process uses the Department's Capitol Event Tier Rating Scale—referred to as a Tier Scale—that closely follows FEMA's Six Step Complex Coordinated Terrorist Attacks planning process. The Department's Tier Scale maps to the FEMA Six-Step Planning process but differentiates the Tier Scale based on the Department's planning requirements for an event. For example, a NSSE Tier 1 event corresponds to the FEMA Step 6 where all agencies collaborate, train, and know their roles prior to the event.

#### FEMA Six-Step Planning Process



Source: FEMA.

Further aligning with the FEMA model, the Department entered into additional MOUs for major event support. For example, the Department signed MOUs with law enforcement agencies with whom it worked infrequently—agencies such as the [REDACTED]. Such MOUs have increased law enforcement coordination from other agencies.

#### Planning Best Practices

As previously stated, the Department's IAP planning processes closely followed FEMA best practices, and OIG found the Department was compliant with all relevant USCP policies and procedures.

Although CD is responsible for planning events and protests, the division requires input from other organizational elements of USCP. The IC is responsible for launching resource requests, including communication channels and interagency coordination requests, which includes Mutual Aid support. Requests through the Department's various organizational units is supported through the ISP.

On October 25, 2023, the Department released Directive [REDACTED], which articulates the role of IC, the creation of a specific strategy to achieve incident objectives, and how NIMS will be implemented. Prior to that directive, the Department did not have specific guidance for directing support or stipulating that Department-wide coordination should occur. The directive guides the Department in planning, analyzing, and preparing to respond to an identified event.

## Conclusion

The Department updated its planning processes for major events and protests after January 6, 2021, with the assistance of a SME. The updated processes resulted in USCP Directive [REDACTED], which incorporated FEMA and NIMS planning guidelines that incorporate methodologies and coordination similar to the USSS. Based on FEMA best practices and Department documentation, the changes have resulted in improved internal and external coordination of major events with an enhanced emphasis on inter-agency crisis management.

# APPENDICES



## Objective Scope and Methodology

In accordance with our *Annual Performance Plan Fiscal Year 2022*, the Office of Inspector General (OIG) conducted a review of United States Capitol Police (USCP or Department) Past Major Events and Protests. Our objective was to determine if (1) the Department's organizational structure and processes for major events and protests are the most efficient and effective and (2) the Department complied with selected policies, procedures, applicable laws, regulations, guidance and best practices. Our scope included operations, existing policies, and procedures related to major events and protests after January 6, 2021.

To accomplish our objectives, we conducted interviews with Department officials and reviewed USCP documentation related to past major events and protests. To research best practices, OIG reviewed Federal Emergency Management Agency (FEMA) guidance. We conducted this assessment in Washington, D.C., from September 2022 through October 2023. We did not conduct an audit, the objective of which would be the expression of an opinion on Department programs. Accordingly, we did not express such an opinion. Had we performed additional procedures, other issues might have come to our attention that we would have reported. This ~~report is intended solely for the information and use of the Department, the Capitol Police Board, and the USCP Oversight Committees and should not be used by anyone other than the specified parties.~~

## Abbreviations and Acronyms

Command and Coordination Bureau	CCB
Coordination Division	CD
Emergency Planning Section	EPS
Federal Emergency Management Agency	FEMA
Incident Action Plan	IAP
Incident Commander	IC
Incident Support Plans	ISP
Memorandum of Understanding	MOU
National Incident Management System	NIMS
National Special Security Events	NSSE
Plan of Action	POA
Subject Matter Expert	SME
Special Events Section	SES
United States Secret Service	USSS

## Department Response



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### UNITED STATES CAPITOL POLICE

OFFICE OF THE CHIEF  
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WASHINGTON, DC 20510-7218

January 26, 2024

COP 221338

#### MEMORANDUM

**TO:** Ronald Russo  
Inspector General

**FROM:** J. Thomas Manger  
Chief of Police

**SUBJECT:** Response to Office of Inspector General draft report *Review of the United States Capitol Police Past Major Events and Protests* (Investigative No. 2022-I-0014)

The purpose of this memorandum is to provide the United States Capitol Police's acknowledgment of the information contained within the Office of Inspector General's (OIG) draft report *Review of the United States Capitol Police Past Major Events and Protests* (Investigative No. 2022-I-0014).

The Department would like to thank the Office of Inspector General for conducting this review of United States Capitol Police past major events and protests. I am pleased that the findings of this review confirm that the Department has improved its internal and external coordination of major events and has adequate policies and procedures in place.

Thank you for the opportunity to respond to the OIG's draft report. Your continued support of the women and men of the United States Capitol Police is appreciated.

Very respectfully,

A handwritten signature in black ink, appearing to read "J. Thomas Manger".

J. Thomas Manger  
Chief of Police

cc: Ashan M. Benedict, Assistant Chief of Police for Protective & Intelligence Operations  
Jason R. Bell, Assistant Chief of Police for Standards and Training Operations  
Sean P. Gallagher, Assistant Chief of Police for Uniformed Operations  
Magdalena Boynton, Chief Administrative Officer  
[REDACTED] Program Manager/Audit Liaison

