



Survey of United States Capitol Police Field Offices

Investigative Number: 2022-I-0015

July 2023

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What We Found

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) field office operations in order to better plan future work. USCP is in the initial stages of developing field office operations. OIG identified opportunities for future reviews that include areas such as property inspections, interviews with partner agencies, reviews of agreements with partner agencies, and compliance with policies and procedures.

The Department had valid Memorandums of Understanding (MOU) with the Tampa Bay Regional Intelligence Center (TBRIC) and the Northern California Regional Intelligence Center (NCRIC) that describe responsibilities of the parties involved. OIG identified one draft procedure specifically related to USCP field offices. Although some pre-existing Department policies and procedures may apply to the field offices, USCP should clearly define their responsibilities, duties, composition, equipment, and training.

Background

The USCP Protective Services Bureau (PSB) is one of two operational bureaus reporting to the Assistant Chief of Police for Protective and Intelligence Operations. The mission of PSB is to provide safety and security for the Capitol, Members of Congress, Officers of Congress, and their immediate families. The Investigations Division within PSB is comprised of the Criminal Investigations Section (CIS),

Intelligence Operations Section and Threat Assessment Section (TAS). USCP field offices are integrated into the TAS command structure and staffed by TAS personnel. TAS is responsible for:

- Identifying individuals who inappropriately communicate/contact or threaten USCP protectees
- Assessing the individuals for potential dangerousness
- Managing individuals TAS determined as dangerous to protectees

A fusion center is a collaborative effort of two or more agencies that provides resources, expertise, and/or information to the center with the goal of maximizing the ability to detect, prevent, apprehend, and respond to crimes and hazards. USCP has two field offices—one located with the Tampa Bay Regional Intelligence Center (TBRIC) and one with the Northern California Regional Intelligence Center (NCRIC). The Florida Fusion Center is the primary fusion center for the State of Florida; the TBRIC operates as a recognized node of the Florida Fusion Center.

TBRIC members and partnerships are represented by Federal agencies, state, and local government and private sector partners, serving the eight counties in the Tampa Bay area. TBRIC is located at the Hillsborough County Sheriff's Office in Tampa, Florida.

NCRIC is a multi-jurisdictional law enforcement and public safety information fusion center comprised of the Northern California High Intensity Drug Trafficking Area (NCHIDTA) Investigative Support Center and the NCRIC Homeland

Security Programs. NCRIC was created to assist Federal, state, local, and tribal public safety agencies and critical infrastructure locations with collection, analysis, and dissemination of all major crimes and managed under the NCHIDTA Executive Board.

Results

Organizational Structure and Performance

The Department has two field offices—one located in Tampa and one in San Francisco, California—with plans for expanding to other areas of the country. The Tampa Field Office was established in September 2021 and the San Francisco Field Office was staffed in November 2021 but did not officially open until January 2022.

[REDACTED] The offices were integrated into fusion centers that provide additional resources for the Department. A fusion center is a collaborative effort of two or more agencies that provide resources, expertise, and/or information to the fusion center with the goal of maximizing the ability to detect, prevent, apprehend, and respond to crimes and hazards.

When developing its field offices, the Department became members of fusion centers for TBRIC as well as NCRIC. The Florida Fusion Center is the primary fusion center for Florida, with TBRIC operating as a recognized node of the Florida Fusion Center. The TBRIC members and partnerships are represented by Federal agencies, state and local government and private sector partners, and serve the eight counties in the Tampa Bay area—Citrus,

Hardee, Hernando, Hillsborough, Pasco, Pinellas, Polk, and Sumter. TBRIC is located at the Hillsborough County Sheriff's Office in Tampa. NCRIC is a multi-jurisdictional law enforcement and public safety information fusion center comprised of the NCHIDTA Investigative Support Center and the NCRIC Homeland Security Programs. NCRIC is managed under the NCHIDTA Executive Board. NCRIC was created to assist Federal, state, local, and tribal public safety agencies and critical infrastructure locations with the collection, analysis, and dissemination of all major crimes.

The goal of implementing field offices within the fusion centers is to enhance the Department's ability to provide resources that support investigations, protection, and events. Another key function of the offices is performing liaison duties for the congressional community in both Florida and California. A Department official stated that agents located in USCP field offices are responsible for investigating cases and follow leads generated from incidents and threat cases. Additionally, USCP agents are able to respond to incidents or initiate investigations in their districts, within an hour of reporting, which would not be feasible if the Department only had agents in Washington, D.C.



USCP has the ability to leverage capabilities of TBRIC and NCRIC to address threats within their purview. Metrics provided by

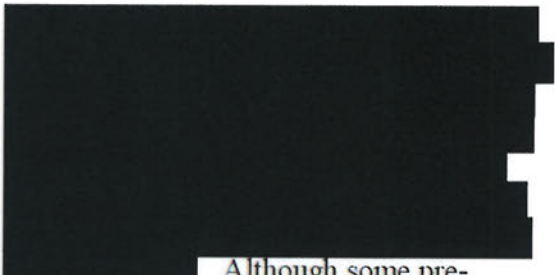
the Department indicate the field offices are engaged with various responsibilities.

USCP Field Office Policies and Procedures

USCP was in the initial stages of developing field office operations, and OIG identified one draft procedure specifically related to the Department's field offices. The Department did not have any additional policies and procedures specific to the Field Offices that defined responsibilities, duties, composition, equipment, and training.

Government Accountability Office (GAO) *Standards for Internal Control in the Federal Government; Documentation of Responsibilities through Policies*, GAO-14-704G, dated September 2014, state:

- Management documents in policies the internal control responsibilities of the organization.
- Management documents in policies for each unit its responsibility for an operational process's objectives and related risks, and control activity design, implementation, and operating effectiveness.



Although some pre-existing policies and procedures may have applied to the field offices, USCP should clearly define responsibilities, duties, composition, equipment, and training for the field offices. Additionally, pre-existing policies and procedures should be updated to reflect applicability to USCP field offices.

Agreements with External Agencies

GAO *Key Considerations for Implementing Interagency Collaborative Mechanisms*, GAO-12-1022, dated September 27, 2012, states:

[T]he action of two agencies articulating a common outcome and roles and responsibilities into a written document was a powerful tool in collaboration. Accordingly, we have recommended many times that collaborations would benefit from a formal written agreement, such as a memorandum of understanding (MOU).

To help support its field offices, the Department is a member of both TBRIC and NCRIC. OIG reviewed documentation in relation to USCP's involvement with those organizations. The Department had valid agreements in the form of MOUs with both TBRIC and NCRIC that describe responsibilities of the parties involved.

Field Office Property and Vehicles

The Department's field offices are supplied with equipment and vehicles to complete their mission. According to a Field Office inventory list from the Department, each field office is provided with computer equipment that may include laptops, monitors, printers, and other peripherals. The offices are also equipped with a search kit and portable lights. Each individual assigned to the field offices is provided with a government-owned vehicle.

Threat Case Prosecution

The Department's Office of General Counsel has three specialized attorneys who assist in the prosecution of threat cases, primarily in relation to those generated by

the field offices. The attorneys are designated as Special Assistant U.S. Attorneys (SAUSAs). SAUSAs are employed by USCP under an agreement between USCP and the Department of Justice (DOJ), but the attorneys also fulfill obligations set by DOJ. Additionally, SAUSAs retain the ability to prosecute USCP-focused threat cases with approval from their assigned jurisdiction's U.S. Attorney.

Potential Projects

OIG identified areas suitable for future review. Property inspections could be included with site visits. The inspections would be completed through existence testing to account for equipment and vehicles dedicated to field offices. Existence testing may include reviewing identifiers for equipment and vehicles such as serial numbers and vehicle identification numbers. Reviewing property would ensure equipment and vehicles are not misused or missing.

Future review could also include interviews with partner agencies and a review of their respective agreements, especially when involved with a joint mission. The review could help ensure that each agency and its perspective personnel are fulfilling their obligations according to their agreement. Interviews would include conversations about duties, performance, attendance, and working relationships. Reviewing agreements between agencies would be beneficial for defining requirements by both parties. Through the review process, important factors such as renewal dates, approvals, and contributions would ensure each party is fulfilling their obligations and agreements do not lapse.

Policies and procedures created by the Department would be a control to ensure the field offices are complying with requirements and completing their mission. A review of applicable policies and procedures would include specific field office policies and procedures. As previously stated, while pre-existing USCP policies and procedures may apply to the field offices, the Department should clearly define the field offices' responsibilities, duties, composition, equipment, and training. Specific field office policies and procedures should be in place due to the unique mission requirement.

Conclusion

USCP is in the initial stages of developing field office operations. However, OIG identified opportunities for future review. Although some pre-existing USCP policies and procedures may apply to the field offices, USCP should clearly define their responsibilities, duties, composition, equipment, and training. Examples of specific policies and procedures for field offices may include emergency response, training, protective operations, evidence storage, arrests, acquisition management, property, and reporting. Additionally, pre-existing policies and procedures should be updated to reflect applicability to USCP field offices. Thus, OIG makes the following recommendation.

Recommendation 1: We recommend that the United States Capitol Police identify and/or develop policies and procedures defining responsibilities and internal controls for the duties, composition, equipment, and training of personnel assigned to its field offices.

APPENDICES

Objective Scope and Methodology

In accordance with our *Annual Performance Plan Fiscal Year 2022*, OIG conducted a survey of USCP field office operations in order to better plan future work as part of our general oversight responsibility for the Department. Our primary objective was to gain a better understanding of USCP field offices and identify areas suited for future detailed evaluations, inspections, or audits. Our scope included existing policies and procedures related to USCP field offices.

To accomplish our objectives, we conducted interviews with Department officials and reviewed documentation related to USCP field offices. We researched Department guidance related to the Department's field offices. To research best practices, OIG consulted with a former Deputy Assistant Director for Special Intelligence and Information for the U.S. Secret Service and a former Federal Bureau of Investigation Unit Chief with experience performing field office reviews and inspections.

We conducted this assessment in Washington, D.C., from September 2022 through January 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 (Board), and the USCP Oversight Committees and should not be used by anyone other than the specified parties.

Abbreviations and Acronyms

Criminal Investigations Section	CIS
Department of Justice	DOJ
Government Accountability Office	GAO
Investigations Division	ID
Northern California High Intensity Drug Trafficking Area	NCHIDTA
Northern California Regional Intelligence Center	NCRIC
Office of the Inspector General	OIG
Protective Services Bureau	PSB
Regional Field Office	RFO
Special Assistant United States Attorney	SAUSA
Threat Assessment Section	TAS
Tampa Bay Regional Intelligence Center	TBRIC
United States Capitol Police	USCP or Department

Department Comments



UNITED STATES CAPITOL POLICE

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June 27, 2023

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MEMORANDUM

TO: Ronald F. Russo
Inspector General

FROM: J. Thomas Manger
Chief of Police

SUBJECT: Response to Office of Inspector General draft report *Survey of the United States Capitol Police Field Offices* (Report No. 2022-I-0015)

The purpose of this memorandum is to provide the United States Capitol Police response to the recommendation contained within the Office of Inspector General's (OIG) draft report *Survey of the United States Capitol Police Field Offices* (Report No. 2022-I-0015).

The Department generally agrees with the recommendation and appreciates the opportunity to work with the OIG to further improve upon the policies and procedures in place for the newly established field offices. The Department will assign Action Plans to appropriate personnel to address and remediate this recommendation.

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,

J. Thomas Manger
Chief of Police

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

