



UNITED STATES CAPITOL POLICE  
OFFICE OF INSPECTOR GENERAL



ASSESSMENT OF FIREARMS AND USE OF FORCE  
SIMULATOR TRAINING SYSTEM

Report Number: OIG-2025-04

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## Abbreviations and Acronyms

Architect of the Capitol	AOC
Capitol Visitor Center	CVC
Contracting Officer's Representative	COR
Eney, Chestnut, Gibson Memorial Building	Headquarters
Federal Law Enforcement Training Center	FLETC
Firearms and Use of Force Simulators	Simulators
Fiscal Year	FY
Office of Inspector General	OIG
Office of Logistical Services	OLS
Training Services Bureau	TSB
United States Capitol Police	USCP or the Department

## EXECUTIVE SUMMARY

In accordance with our *Annual Performance Plan Fiscal Year 2024*, dated November 2023, the Office of Inspector General (OIG) conducted an assessment of the United States Capitol Police (USCP or the Department) firearms and use of force simulator (simulator) training system. The scope of the assessment included the USCP controls, processes, and operations related to the simulator training system since the inception of the training system.

OIG objectives were to determine if the Department (1) established adequate internal controls and processes for ensuring compliance with Department policies, and (2) complied with applicable policies and procedures, as well as applicable laws, regulations, and best practices.

After the events of January 6, 2021, the Department initiated the acquisition of a simulator training system to enhance its training capabilities. USCP planned to acquire four simulators and install these throughout the Capitol Complex and Federal Law Enforcement Training Center (FLETC) in Cheltenham, Maryland. The first unit was installed and operational at FLETC since late 2022, and recruit classes utilize this simulator for use of force and scenario-based training. USCP installed the second simulator in the Rayburn Range and has provided specific firearms training during open range times since early 2023. As of June 2024, the vendor has not delivered the remaining simulators due to lack of appropriate space for their installation. USCP plans to utilize these simulators to provide training specific to firearms and use of force simulations.

During the FY 2023 financial statement audit, OIG noted several issues with the contract and expenses related to the simulator training system. These issues included funds to be put to better use and confusion about basic aspects of the contract.

Overall, the Department established Directive [REDACTED], dated January 23, 2024. However, the Department did not have adequate controls in place to ensure preparations were in place prior to acquisition of this training system. Therefore, the vendor was unable to deliver two of the four contracted simulators for more than three years after contract execution, and USCP has yet to install them because the necessary space is not available.

Additionally, OIG was unable to test compliance with the procedures identified in Directive [REDACTED] because the Department has not yet initiated the training identified in the directive since the Department has not yet obtained the two simulators that the Department will use to perform this training. While USCP has two operational simulators the Department will not be using these to perform the training that Directive [REDACTED] identifies.

OIG made one recommendation as shown in Appendix A. On August 20, 2024, OIG provided a draft report to the Department for comments. We incorporated the Department's comments and attached its response in its entirety in Appendix B.

## BACKGROUND

After the events of January 6, 2021, United States Capitol Police (USCP or the Department) began the process of acquiring a firearms and use of force simulator (simulator) training system to enhance its training capabilities. The Department created a working group to network with other agencies that had acquired similar systems to gain an understanding of the systems' capabilities. Shortly after the initiation of the working group, USCP selected the Contracting Officer's Representative (COR) for this project. The Department selected the vendor for this project through a sole source contract. The COR began to exchange information with the vendor's representatives to develop the options for the specific training system for the Department. USCP planned to acquire four units of the simulator training system that would be installed around the Capitol Complex. The locations include the Federal Law Enforcement Training Center (FLETC) in Cheltenham, Maryland, the Rayburn Range, the Capitol Visitor Center (CVC) loading dock, and the Eney, Chestnut, Gibson Memorial Building (Headquarters). In September 2021, the Department entered into a contract for the right to use four simulator training systems.

According to Directive [REDACTED], dated May 29, 2020, all contracts over \$150,000 must be reviewed by the Office of General Council (OGC). The Procurement Officer waived the review of the contract to acquire the simulator training system. The OGC review document states this review was because the requirement must be awarded by the end of the fiscal year.

In November 2022, the vendor delivered the first simulator. This simulator is located at FLETC and used for recruit class training. Since January 2023, 21 recruit classes have utilized this simulator for scenario-based training. During this training each recruit participates in a variety of use of force scenarios that requires them to interact with subjects, react with the appropriate level of force, and utilize the correct tools.

In March 2023, the contractor installed the second simulator, located at the Rayburn Range. The Department utilizes the Rayburn Range simulator to provide specific firearms training during open range times. The simulator allows USCP to perform this training without the ambient noise, chemical and inhalant exposure, and the constraints associated with the live fire range. Firearms instructors and officers can use the simulator to address deficiencies officers are having during firearms qualifications and for firearms marksmanship skills practice. Additionally, officers use this simulator to complete taser certification.

The Training Services Bureau (TSB) operates the simulators at FLETC and the Rayburn Range. TSB staffs these simulators with personnel based on the subject of the course. For example, trainers who are subject matter experts in use of force teach

**Exhibit 1: Recruits Utilizing Simulator**



Source: OIG generated.

use of force training, and trainers who completed the firearms instructor training program teach firearms training.

USCP plans to install the remaining two simulators in the CVC loading dock and Headquarters. The Department will use these simulators to provide scenario-based firearms and use of force training as a standalone curriculum, whereas the Department uses the FLETC and Rayburn Range simulators as components of other training courses. USCP will use the CVC and Headquarters simulators to provide scenario-based training for situations similar to what officers encounter on the Capitol Complex. The Department will staff the CVC and Headquarters simulators with employees specifically hired to provide simulator-based training.

During the Fiscal Year (FY) 2023 financial statement audit, OIG first became aware of various issues related to the contract for the simulator

**Exhibit 2: Recruits Utilizing Simulator**



Source: OIG captured.

system. In August 2023, USCP recorded payments for simulator training systems totaling \$545,000. OIG found that there was confusion within the Department about basic aspects of the contract. For example, most divisions OIG spoke with presumed USCP owned the simulators and it took contacting the vendor to confirm that USCP does not own the simulators. There was also misunderstanding surrounding the base period of the contract. The purchase order states the base period is four months and the subsequent periods are one year. However, almost all parties we discussed the contract with, including the COR and the vendor, believe the base period should have been one year.

As a result, OIG provided the following recommendation related to this finding: “We recommend that the United States Capitol Police (USCP) conduct a thorough review of the contract to determine if it should be amended to ensure that USCP only pays for training systems that are operational.” In January 2024, the Department executed a modification to the contract to remove \$41,223.64 of the costs related to the two undelivered units from the existing annual lease and extend the period of performance at no cost to the Department. The no-cost extension was done to correct the error related to the four-month base period of the contract.

The Department can obtain scenarios for the simulators through a variety of sources. Currently USCP utilizes a combination of generic content provided by the vendor and content that other agencies have developed. In the future, USCP intends to produce their own content using a system that can create custom scenarios using computer generated characters and pictures of actual locations around the Capitol Complex.

As of June 2024, the Department had not taken delivery of the remaining two simulators. Without the installation of these two simulators, USCP has been unable to conduct all the intended simulator-specific training.

## OBJECTIVES, SCOPE, AND METHODOLOGY

In accordance with our *Annual Performance Plan Fiscal Year 2024*, USCP OIG conducted an assessment of the Department's simulator training system. OIG objectives were to determine whether the Department (1) established adequate internal controls and processes for ensuring compliance with Department policies, and (2) complied with applicable policies and procedures, as well as applicable laws, regulations, and best practices. The scope of the assessment included the USCP controls, processes, and operations related to the simulator training system since the inception of this training system.

To accomplish our objectives, we interviewed Department officials, viewed demonstrations of the training systems, reviewed documentation, and reviewed the following SOPs and directives:

- Directive [REDACTED], dated January 24, 2024
- Directive [REDACTED], dated January 23, 2024,
- Directive [REDACTED], dated September 30, 2020.

However, OIG was unable to test the procedures outlined in Directive [REDACTED] as the Department has not yet installed the CVC and Headquarters simulators which USCP plan to utilize for scenario-based training as identified in this directive.

OIG conducted this assessment in Washington, D.C., from February through August 2024. This assessment was conducted in accordance with the Council of Inspectors General on Integrity and Efficiency's *Quality Standards for Inspection and Evaluation*, dated December 2020.

On August 20, 2024, we provided a draft copy of this report to Department officials for comment. On August 28, 2024, OIG conducted an exit conference with Department officials. We incorporated Department comments as applicable and attached the response to the report in its entirety as Appendix B.

## RESULTS

Overall, the Department established a directive related to the simulator training system. However, OIG was unable to test compliance with procedures related to simulator training as the Department was unable to conduct this training without the remaining simulators, which are planned to be utilized to conduct scenario-based training outlined in this directive. Additionally, USCP did not have adequate controls in place to ensure that space was made available for the simulators prior to their acquisition.

## Department Controls

The Department established a Directive related to the simulator training system. This directive established controls and procedures for types of training, instructor requirements, and record keeping. However, the Department did not have adequate controls in place to ensure proper preparations were in place prior to acquisition. USCP entered a contract for the right to use four simulator training systems, but they were not prepared to receive and utilize the systems.

### Department Established Directive

The Department established Directive [REDACTED] related to the simulator training system. This Directive defines the types of training that the Department will conduct such as virtual firearms training and decision-making simulation training. The directive details Department policy for training required for individuals to be simulator instructors. For example, instructors who conduct decision-making simulation training must complete use of force, law enforcement, and simulator-specific trainings. Instructors who conduct virtual firearms training must complete firearms instructor specific training. Additionally, the directive details the Department's policy for record keeping related to completed simulator training. Instructors are required to enter each training in the APEX Learning module and complete a [REDACTED], for each training.

### Inadequate Controls to Ensure Available Space Prior to Procurement

The Department procured equipment prior to requesting space or the modification of space from the Architect of the Capitol (AOC) needed to install these items. The Department identifies space requirements for new programs during the Force Development process and identifies the facility needs in the related business case. The Office of Acquisition Management awards contracts for the procurement of the related items for the new programs. USCP formally requests additional space and the modification of space from AOC through the submission of a [REDACTED] form. However, there is no control in place to ensure that space is available or approved by AOC prior to procuring the related items.

The Department entered a contract for the right to use four simulator training systems in September 2021; however, the Department did not place this item into service at FLETC until 13 months later in November 2022. Similarly, when receiving the second simulator for placement in the Rayburn Range, the Department did not place the simulator into service until March 2023, 17 months after contract execution. USCP did not formally request the necessary space from AOC for the remaining units to be located at Headquarters until January 2022, and the CVC loading dock until February 2022. As a result, the vendor was prepared to deliver this system, but the Department did not have access to the required space or build-out. As of June 2024, the Department has not taken delivery of the remaining two simulators, as USCP does not have properly built out space for the simulators.

Additionally, during a discussion with Office of Logistical Services (OLS) officials, they informed OIG that USCP's procurement of items prior to AOC making space available is a

systemic issue. The Department has purchased and taken delivery of items prior to requesting approval from AOC for the installation of these items. AOC has denied several of these instances to provide space or installation of the purchased item, as AOC required additional input from USCP such as changes to operational requirements.

The Department did not have an established control to ensure that USCP requested the necessary space and required build-out of space from the AOC prior to the procurement of equipment. The Department executed this contract at the end of fiscal year 2021, preceding preparations to ensure that USCP could install and utilize the training system once received. Additionally, the Department demonstrated insufficient coordination between bureaus and external parties to ensure all parties involved with this acquisition had appropriate information about the status of the acquisition and their responsibilities to ensure the Department could place it in service when received. Without controls in place, the Department risks purchasing items that cannot be installed or cannot be put in use. This is possible as these items may be procured without space or completion of modifications from AOC.

The Department provided additional context in response to the OIG's draft report. According to a Department official, senior Department officials communicated with AOC about the four simulator locations on multiple occasions prior to the execution of the contract. Once USCP leadership confirmed intent to move forward the relevant office was instructed to begin the formal process and continue working with AOC. Following the execution of the contract USCP officials met with AOC to formalize the locations of the four simulators

## **Conclusions**

Overall, the Department established a Directive related to the simulator training system. The policies and procedures established include guidance for types of training, instructor requirements, and record keeping. However, the Department does not have controls in place to ensure that space is prepared to utilize items it has procured prior to contract execution.

**Recommendation 1:** We recommend that the United States Capitol Police implement a control to ensure coordination between bureaus and external parties when procuring items that require requesting additional space or the build-out of space from the Architect of the Capitol.

## **Compliance with Policies and Procedures**

We were unable to complete testing related to Department compliance of Directive [REDACTED]. The training identified in this Directive relates specifically to the simulators that will be located at the CVC loading dock and at Headquarters. The Department plans to utilize these two simulators to conduct training that is specific simulator-based training. USCP utilizes the two currently installed simulators as part of other training programs for which this directive does not include guidance. Since the Department has not yet taken delivery of these simulators and the Department cannot perform this training, we were unable to complete testing for the identified procedures.

# APPENDICES

**List of Recommendations**

**Recommendation 1:** We recommend that the United States Capitol Police implement a control to ensure coordination between bureaus and external parties when procuring items that require requesting additional space or the build-out of space from the Architect of the Capitol.

## Department Comments



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### UNITED STATES CAPITOL POLICE

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September 6, 2024

COP 240411

#### MEMORANDUM

**TO:** David T. Harper  
Inspector General

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

**SUBJECT:** Response to Office of Inspector General draft report *Assessment of the Firearms and Use of Force Simulator Training System* (Report No. OIG-2024-07)

The purpose of this memorandum is to provide the United States Capitol Police response to the recommendations contained within the Office of Inspector General's (OIG) draft report *Assessment of the Firearms and Use of Force Simulator Training System* (Report No. OIG-2024-07).

The Department generally agrees with the recommendation and appreciates the OIG's assessment of the simulator training system. The Department will assign an Action Plan to appropriate personnel regarding the recommendation in effect in order to achieve long term resolution of these matters.

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

