

**Formal Statement of J. Thomas Manger,  
Chief, U.S. Capitol Police**

**before the**

**Committee on Appropriations  
Subcommittee on the Legislative Branch**

**of the  
United States House of Representatives**

**January 11, 2022**

**HEARING:**

***Security of the Capitol Campus since the Insurrection of January 6, 2021***

Chairman Ryan, Ranking Member Herrera Beutler, distinguished Members of the Subcommittee, I am J. Thomas Manger, Chief of the U.S. Capitol Police (USCP). Thank you for providing me the opportunity to share the significant improvements we have made following the events of January 6, 2021, and the many ways the brave men and women of the U.S. Capitol Police serve our country every day.

Since taking on the responsibility of leading the men and women of the U.S. Capitol Police, I have watched them work tirelessly to fulfill their mission of protecting the U.S. Capitol, the Members of Congress, the legislative process, and everyone who visits the Capitol on a daily basis. It is a unique mission filled with challenges that the general public does not always fully grasp or appreciate. Unlike agencies such as the White House, the Pentagon, the CIA and other buildings, the USCP safeguards a public institution that, but for the restrictions of COVID-19, is regularly open to the public, who can just walk in off the street. The work of my officers makes it possible for Members to serve their constituents, and to engage in their legislative functions in a safe and secure environment.

On January 6, my officers prevailed in that mission. Confronted with a violent mob and vastly outnumbered, they displayed resilience, fortitude, and unimaginable bravery. Together with our federal, state, and local law enforcement partners, they fought under conditions that, in my four decades of law enforcement, I have never witnessed. Their eyes inflamed by repeated shots of pepper and bear spray, their bodies assaulted and beaten with bricks, flag poles, rebar, pipes, bats, sticks, Tasers, among other weapons, they fought *for over four hours*. Fighting hand-to-hand, using ingenuity and displaying incredible grit, they did not give up. Congress was able to do its job and *not one* Member, or staff, was physically harmed.

Sadly, I cannot say the same for the U.S. Capitol Police. Many officers suffered injuries, and in the wake of the attack we lost Officers Brian Sicknick and Howard Liebengood--who left behind a partner, a wife, children, parents, sisters, and brothers. On the heels of their deaths we also lost Officer William Evans. Our law enforcement colleagues at the Metropolitan Police Department also suffered loss and injuries in the attack. The physical injuries suffered that day may heal, but the emotional and psychological trauma inflicted will not soon disappear.

And yet, those officers that were able, returned to their jobs the very next day. That's resilience. That's dedication. That's commitment. They did their job on January 6 and from the moment I took my oath of office in July, it became my responsibility to do everything I can to give them all the support and resources they need.

January 6 exposed critical deficiencies with operational planning, intelligence, staffing, and equipment. I recognize those issues have to be addressed, and that is what we are doing. My executive leadership team and I are focused on the transformational change needed to make improvements in those areas. We thank the Committee for its support and guidance during this process, particularly its support for the Emergency Security Supplemental Appropriations Act, which has been used to initiate many of the improvements that will be discussed today, as well as the Capitol Police Emergency Assistance Act.

The Capitol Police has been thoroughly—and understandably—scrutinized. We are the subject of investigations and questioning by the Office of Inspector General for the Capitol Police, the Government Accountability Office, the Select Committee to Investigate the January 6th Attack on the United States Capitol, the committees of jurisdiction within the United States House of Representatives and the United States Senate, and other entities. Many recommendations for reform have been issued.

I am pleased to report that we have addressed a significant portion of the many recommendations issued to the Department. Indeed, of the 103 recommendations issued by the Inspector General, we have implemented and/or addressed over 90 of them. However, I recognize that more work still remains to be done.

Understanding the time constraints imposed on my live testimony before the Committee, I am submitting this Formal Statement for inclusion in the permanent hearing record.

### **Overview of Post-January 6 Improvements**

Let me start with a high-level overview of our post-January 6 improvements, which began on January 7, 2021. Indeed, on that day, the U.S. Capitol Police embarked on a transformational mission. I think it is safe to say that there is no part of the Department that escaped our review. This painstaking but critical process—which is ongoing—yielded tremendous benefits and allowed us to address the many challenges the Department faced during the January 6 attack. In less than a year, we developed, and in many instances implemented, significant strategic, tactical, and operational improvements to *every* USCP Bureau. Our improvements number in the hundreds, and they include:

- improvements to the way the U.S. Capitol Police gathers, analyzes, uses, shares, and disseminates intelligence;
- improvements to our Civil Disturbance Unit (CDU) through state-of-art equipment and increased training, staffing, and command and control capabilities;
- recruitment of an expert in National Special Security Events to maximize intelligence, improve communications and coordination, and effectively allocate assets for large and high-profile events;
- participation in large-scale joint exercises, both internally and with federal law enforcement partners;
- routine in-person briefings for uniformed officers at roll calls prior to large and high-profile events;
- development of a Critical Incident Response Plan to obtain immediate and extensive assistance from partner agencies—we employed this on September 18, 2021;
- distribution of cell phones to all officers to improve communications;
- improved and expanded CDU training sessions for recruits, officers, and supervisors;
- expanded wellness and health-related services to address physical and mental injuries and provide resiliency skills department-wide;
- new recruitment and retention initiatives to strengthen and increase our workforce; and
- an enhanced public information office to improve the speed and accuracy of information disseminated to the general public and the media.

While this is a 30,000 foot overview of the reforms taking place within the U.S. Capitol Police, I believe that it provides a better context of the sheer magnitude of the improvements we have made to date.

### **Specific Areas of Focus**

The Department has made considerable progress in five specific areas that are summarized as follows:

- 1) Training, equipment, and personnel;
- 2) Department-wide operational planning for special events;
- 3) CDU enhancements;
- 4) Intelligence gathering and dissemination; and
- 5) Incident command.

I will address each area in turn.

#### ***1. Training, Equipment and Personnel***

No law enforcement agency can be effective if its officers are unprepared. Preparation cannot be achieved without training. Thus, training is a top priority for the Department.

In the months following January 6, we embarked on a concerted effort to dramatically improve our officer training at every level and rank. We are taking a comprehensive approach to enhancing physical, in-service, and entry-level training, with a particular focus on the CDU, and our front line officers. Although COVID-19 has delayed our timelines, we have nevertheless accomplished or are implementing in the near future the following:

- increased staffing at the Department's Training Services Bureau;
- mandatory training for armor up, shelter-in-place, and lock down drills, for both House and Senate chambers;
- tactical positioning training for Uniformed Services Bureau officers;
- purchase of state-of-the-art, 360° VirTra police simulator training;
- participation in daily truck interdiction and monitoring exercises;
- engagement in joint exercise maneuvers with the CDU, SWAT team, and the D.C. National Guard; and
- increased number of recruit officer training classes.

We continue to have a need for additional training staff, as well as a larger training facility that could better accommodate the USCP's size and mission. These needs are included in our upcoming budget requests and are a top priority for the Department.

Of course, officers cannot effectively do their jobs without the proper equipment. Notwithstanding COVID-related supply chain delays, our efforts in the distribution and upgrading of equipment are particularly robust. Guided by the best practices of other federal law enforcement agencies and our own internal review, the USCP has ordered and Capitol Police officers will be provided, among other things:

- new hard riot gear, including ballistic helmets;
- high-impact and splash droplet eye protection;
- fire retardant suits;
- respirators with voice protection;
- impact protective gloves;
- portable decontamination kegs; and
- expanded oxygen supply kits.

We have also increased our equipment orders to include:

- new shields—of various sizes—which will be stored in strategic locations throughout the Capitol Grounds;
- three additional Long Range Acoustical Devices;
- single- and multi-shot 40 MM launchers;
- a dedicated response vehicle;
- electronic control devices; and
- FN303 and pepper ball systems.

On a parallel track, we improved, and where necessary developed, operational equipment inventory tracking and storage processes, as well as expanded our equipment storage facilities. Equipment deployment strategies have also been approved. We are receiving equipment on a staggered basis due to global supply chain issues, but anticipate having all new inventory in place by March 2022.

USCP sworn and civilian employees are the life blood of the Department. However, since 2016, the USCP mission has expanded as a result of increased threats to Members, projects and facility acquisitions that require additional postings and the pre-screener initiative. In addition, there is an increased need to bolster CDU staffing. Post-January 6th, the Department has attrited 153 officers, either through retirements (many officers who joined the Department in the post-9/11 hiring surge are reaching 20 years of service) or voluntary departures. This is in addition to the 175 officers who are on some form of approved leave, to include Family and Medical Leave and leave associated with January 6th. This fact, along with the temporary closure of the Federal Law Enforcement Training Centers (FLETC) as a result of the global pandemic, have contributed to the USCP's shortfall of over 425 officers on any given day, causing a rise in mandatory overtime requirements and adding stress to a work force already stretched thin.

This staffing shortfall is the biggest challenge facing the USCP. However, working with the various oversight committees of jurisdiction and the Capitol Police Board (Board), the USCP has developed a two-part strategy to address personnel concerns and relieve officer stress while still maintaining required levels of security.

The first pillar of the USCP's strategy involves the contracting of security officers to staff posts that the USCP has identified as suitable for security officer coverage (such as interior posts where individuals have already been screened by sworn personnel at building entrances). This provides the fastest option to supplement the sworn workforce and provide USCP officers the opportunity for increased leave and training opportunities. In addition, the USCP is increasing recruit classes at FLETC with the goal of bringing on approximately 280 additional officers per year to get ahead of attrition rates. Finally, the Department is exploring re-employed annuitant and lateral hiring initiatives, additional retention bonuses, and exploring specialty pay for CDU assignments.

The second pillar focuses on employee wellness to maintain a healthy work force. The list of accomplishments in this area is substantial. For example,

- the USCP will soon inaugurate the Howard C. Liebengood Center for Wellness so employees have a central location for all their wellness needs;
- contracted with the Center for Mind Body Medicine and the U.S. Marshals Service to provide trauma and resiliency skills to the workforce;
- provided Trauma-Informed mental health support through a contract with the House Office of Employee Assistance;
- implemented a Wellness Support Dog program with the addition of two support dogs;
- implemented a Peer Support Program and detailed trained, sworn officers to the Wellness Program to provide the Peer Support for other sworn officers;
- in the process of hiring 3 Wellness Specialists and 3 Trauma Informed Specialists to permanently expand wellbeing and resiliency services; and finally,
- increased the USCP Fitness Center contract staff by 4 Wellness Specialists to support, among other things, enforcement of COVID protocols and provide 24-hour access to personal health and wellbeing plans.

## ***2. Department-wide operational planning for special events***

We took a significant step in in shoring up our operational planning by hiring a former Secret Service official with extensive experience in major event and National Special Security Event planning to help oversee a new department-wide operational planning process. We now take a multi-phased approach to the event planning process, with a focus on information gathering, intelligence, asset determination, internal coordination, and execution. We created the Department's first Critical Incident Response Plan to formalize assistance requests from partner agencies. We continue to work on developing our own Special Event Assessment Rating – or SEAR—similar to the system employed by the Department of Homeland Security, to establish a scale for resource planning.

All of these efforts undergird our progress on operational coordination and management, which includes the creation of Incident Action Plans (IAPs) for all large and high-profile events. This has been a game-changer. IAPs are now disseminated Department-wide in advance of all large and high-profile events, and serve as a comprehensive blue print for intelligence, operational, command, and communications plans, and include media, logistics, and deployment components as well. The Department now also engages in inter-agency coordination calls before all large and high-profile events, pre- and post-event officer briefings and readouts, resource realignments, the dissemination of use-of-force and other relevant bulletins, after-action reports, and other measures designed to improve overall coordination and efficiency.

### *3. Civil Disturbance Unit Enhancements*

We are focusing a great deal of our efforts on our front-line officers—the CDU—and for good reason. They are our bulwark. And many of the improvements already mentioned are directed to our CDU teams. We have taken significant steps to strengthen their effectiveness and increase officer protection. From providing additional of training classes—with both state and federal agencies—to conducting table top exercises and refresher courses for officers and officials, we have made great strides. Keeping our officers safe is my paramount objective.

Recognizing the strategic and tactical importance of our CDU officers, we want to elevate their status and incentivize them to remain in the unit. To that end, we intend to create eight hard platoons staffed by officers assigned to the Uniformed Services Bureau and the Operational Services Bureau. Each of these platoons will be permanent units whose members—officers as well as commanders—stay together when activated. This internal integration will build rapport, consistency, camaraderie, and the strong commitment needed for these first responders to do their jobs effectively. We will provide them with training modeled after the U.S. Secret Service, U.S. Park Police, and other agencies with needs similar to our own who have had success with this model.

We have, however, fortified the CDU by the establishment of a new unit of which I am particularly proud—the Bicycle Response Team. We can now deploy 100 trained and certified officers, as well as eight trained and certified officials, to complement CDU operations. The entire Bike Response Team was stood up and launched for action in four months.

Informed by the weapons used on January 6, we also conducted a review and upgrade of all CDU equipment. To that end, and in addition to the equipment I previously mentioned, we ordered (and in many instances already issued) eye protectors, portable decontamination kits, shot launchers, and other protective equipment. The Department’s operational bureaus further developed a quarterly inventory process and internal controls for munitions. We replaced all damaged and/or expired shields, and developed tactical plans to store additional equipment throughout strategic locations on the Capitol complex.

In addition, the training provided to CDU has been significantly enhanced. The following is a list of training provided specifically for CDU:

- held three CDU Basic Training Courses and trained 110 officers and officials – 40 hour course;
- held three CDU Refresher Training Courses prior to the September 18 demonstration – 16 hour course;
- held six PR-24 heavy baton courses and trained 164 officers and officials – 8 hour course;
- trained twenty-four FN-303 Operators of Less-than-Lethal weapons, trained 97 officers and officials – 8 hour course;
- trained three FN-303 Armorer/Instructors – 8 hour course;
- trained seven CDU Instructors to teach 40MM – 24 hour course;
- trained seven Containment and Emergency Response Team Instructors to teach 40MM – 24 hour course;
- trained five Officers in Level 1 Public Order Training by Secret Service – 40 hour course;
- deployed one Officer to Seattle Police Crowd Management Training – 8 hour course;
- deployed one Captain to Seattle Police Crowd Management Training – 8 hour course;
- conducted multiple USCP/National Guard Training Exercises – Multiple 3 hour courses;
- deployed eight CDU Officials to Virginia Beach Police Department CDU Commanders Course – 4 hour course;
- trained two Instructors in Pepper Ball Armorer Course – 16 hour course;
- hosted a USCP Public Order Commanders Course for 30 personnel – 40 hour course for CDU Commanders;
- hosted six USCP CDU Table Top Exercises;
- conducted hazardous materials refresher training for 84 personnel – 32 hour course;
- developed CDU Specialty Assignment Plan and Vacancy Announcement;
- designated CDU Captain to oversee all CDU training and operations; and
- redesigned CDU Incident Action Plans for improved event planning.

This wide array of training has yielded a more cohesive, better equipped, and better trained CDU to protect the Capitol campus.

#### ***4. Intelligence gathering and dissemination***

As I noted at the outset, our improvements touch every component of the U.S. Capitol Police, but few changes are as dramatic as the ones we have made to the way we gather, analyze, and disseminate intelligence.



I would first like to step back and highlight an important point: our improvements to the Department’s lead intelligence component—the Intelligence and Interagency Coordination Division (IICD)—are not the sole result of the events of January 6<sup>th</sup>. Prior to that date, the Department recognized that IICD’s decentralized structure had created informational silos, a reality that hampered its intelligence role and mission. The Department was aware that it needed to expand into a centralized bureau with over-arching responsibility for the intelligence function. Thus, our current efforts build upon a pre-existing foundation of change. This continuous focus has yielded significant improvements, including:

- a nation-wide search for a permanent intelligence director—the Department is in the final stages of the process and expects to make a selection in the coming weeks;
- the development of a USCP intelligence product that is now shared with the Intelligence Community;
- the issuance of a daily intelligence report distributed to *all* officers;
- daily intelligence briefings for Department leadership;
- quarterly in-person intelligence briefings at roll calls;
- bi-weekly classified intelligence briefings;
- the sharing of intelligence assessments with external law enforcement partners;
- the coordination and lead role in calls with intelligence partners in advance of large and/or high-profile events;
- the revision of all intelligence SOPs, a process that is currently underway;
- the development of new position descriptions for all Intelligence Research Specialists that align with OPM position descriptions;
- the realignment of Task Force officers to enhance intelligence sharing and dissemination; and
- receipt of authorization for increasing staffing.

The Department will continue to be forward-looking and proactive in its efforts to create a proven and reliable intelligence collection, analysis, and dissemination program.

## ***5. Incident Command***

Since January 6th, the USCP has formalized the process for designating incident commanders for large and high-profile events, and developed contingency plans that anticipate and account for gaps in commander communications with officers.

The development and implementation of Incident Action Plans before every large or high-profile event will go a long way towards ensuring that we are never again confronted with another January 6. Indeed, IAPs are designed to align to the Incident Command Structure. Thus, we have revised and improved our internal planning process to include increased involvement by all affected divisions to ensure all commanders are prepared for any event. We have incorporated enhanced contingency plans into our overall planning process to account for unforeseen circumstances, and we have implemented and mandated standardized after-action-reports that solicit input from all ranks to provide “lessons learned” to inform future event planning.

The Department has also made significant inroads into fortifying one of the critical pillars of event planning—inter-agency coordination. On this front, the Department has made many advancements, including:

- development of the first Critical Incident Response Plan to formalize the receipt of assistance from partner agencies;
- execution of specific memoranda of understanding to facilitate inter-agency coordination and assistance;
- implementation of a radio patch with external partner agencies from the National Capital Region (NCR) to improve inter-operability; and
- increased number of published reports for events occurring outside the NCR.

### **Conclusion**

As I mentioned at the outset, the Department has accomplished a great deal in the past year. I am extremely proud of the resilience, commitment, and dedication of all those, sworn and civilian, in the Department—from my executive leadership team, to first-line supervisors, to every rank-and-file officer. I am confident that the U.S. Capitol Police is a stronger, better prepared law enforcement agency today. However, we cannot afford to be complacent. I have asked a lot of the entire Department and will continue to press for more. The safety and security of the U.S. Capitol, the Congress, and the legislative process remain the top priorities.

Once again, thank you for the opportunity to testify before the Subcommittee today. I want to thank you for all of the support that you show the woman and men of the Department and I would be pleased to answer any questions that you may have at this time.