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**UW-Madison
Police Department**
UNIVERSITY OF WISCONSIN-MADISON

TO: TOM ENGELS, WISCONSIN STATE SENATE SARGEANT AT ARMS
FROM: JEFFREY ELLIS, UW-MADISON POLICE LIEUTENANT
RE: AUDIT OF THE SENATE AND ASSEMBLY PANIC DEVICE SYSTEM
DATE: MAY 20, 2022

Overview:

On February, 11th 2022, I was asked by Chief Kristen Roman to conduct an audit for the Wisconsin State Senate regarding panic devices and the associated alarms at the Wisconsin State Capitol. On February, 24th 2022, I met with Senate Sergeant at Arms, Tom Engels, at the UW-Madison Police Department (UWPD). During the meeting with Mr. Engels, he explained there was an incident in January related to the effectiveness of the panic alarms at the Wisconsin State Capitol and the response by the Wisconsin State Capitol Police. Mr. Engels stated it was at his suggestion that Capitol Police request UWPD to conduct an audit/review of the panic alarms.

Background:

The Wisconsin State Capitol has a small number of panic devices that were installed prior to 2011. Panic devices became more prevalent after 2011 in response to the Act 10 protests. The panic alarm system and devices are owned by the Wisconsin State Senate and Assembly. The system was installed and is maintained by Capital Fire and Security. The Wisconsin State Capitol Police are responsible for monitoring and responding to the alarms if activated.

The current panic alarm system is composed of mostly [REDACTED] devices, with a few [REDACTED] devices. However, the majority of the devices deployed are [REDACTED]. When activated, the alarms [REDACTED] positioned throughout the Wisconsin State Capitol and [REDACTED] panels located in an electronic access-controlled room within the Wisconsin State Capitol Police Department.

The Wisconsin State Capitol Police Department is the police agency responsible for monitoring and maintaining alarms for buildings under the Department of Administration, including the Wisconsin State Capitol. The Wisconsin State Capitol Police Department actively monitors alarms for over 190 facilities across the State of Wisconsin. There are [REDACTED] alarms throughout these facilities including several in the Wisconsin State Capitol.

KRISTEN ROMAN
Associate Vice Chancellor | Chief of Police

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Audit:

On March 2, 2022, Sgt. Nic Banuelos and I met with Wisconsin State Senate staff to discuss the audit process and what information needed to conduct the review. During the meeting, it was agreed that the review would focus on current policies, procedures, testing, and training. We requested to visit the Wisconsin State Capitol Police and dispatch center. We also requested to visit a sample of Senator's offices, from which alarms are activated. We also requested to speak with Wisconsin State Capitol Police staff, dispatch staff, and Capital Fire and Security employees who work with and respond to alarms.

On April 7, 2022 Sgt. Banuelos and I met with State Senate Staff, Wisconsin State Capitol Police, and Capital Fire and Security. We visited the Wisconsin State Capitol Police dispatch where we observed dispatch center operations, including testing of panic devices. We also visited [REDACTED] where the panic device panels are kept and [REDACTED] where panic devices are deployed.

Review Documents provided by Wisconsin State Capitol Police and Wisconsin State Senate Sergeant at Arms:

- Scope of work documents for panic device work by Capital Fire and Security
- Product specification sheet for panic device equipment currently installed in the Capitol building
- Wisconsin State Capitol Police policy and procedures
- Wisconsin State Capitol Police training task sheet
- Alarm event log from Wisconsin State Capitol Police

Areas of Concern:

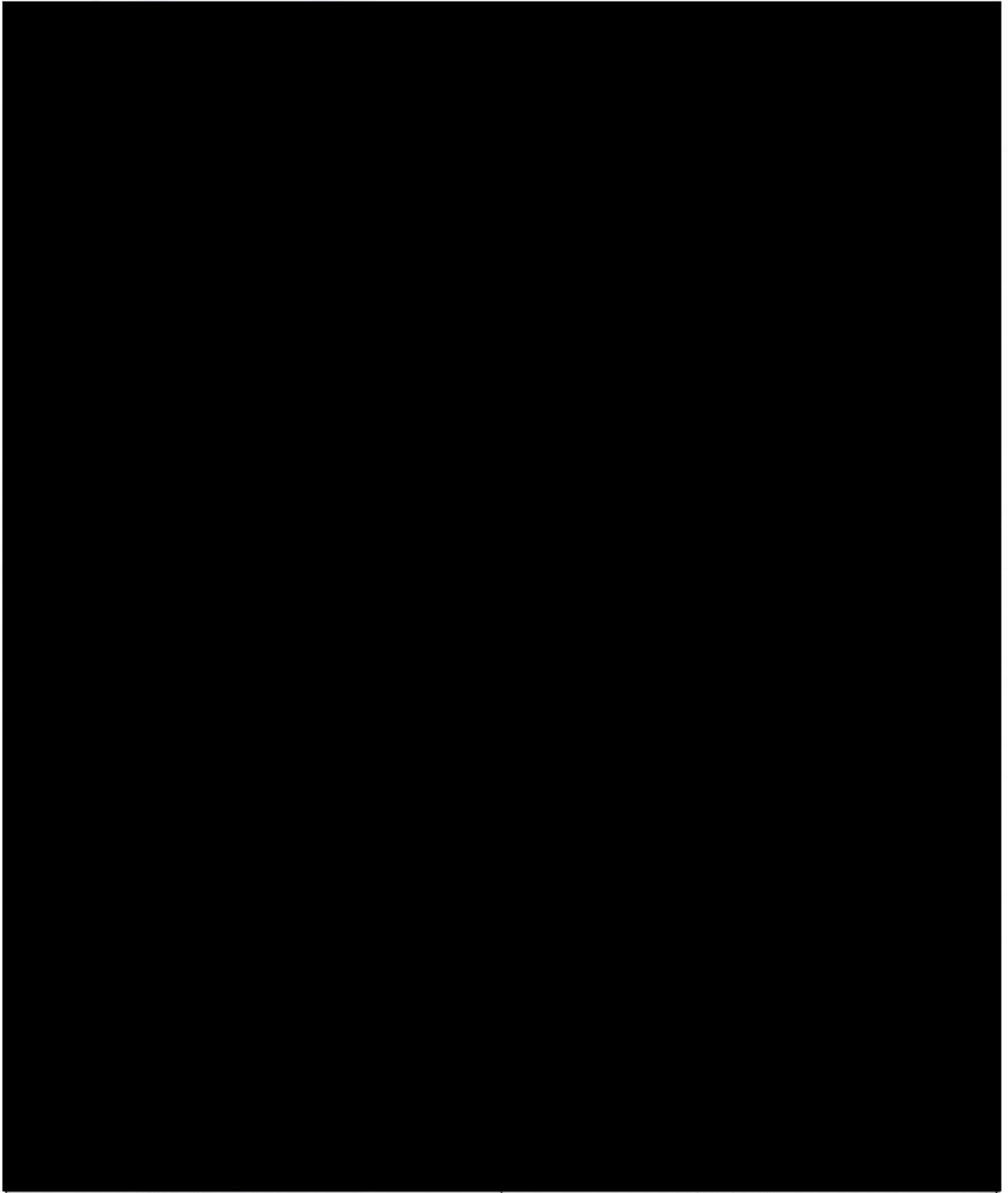
Contract: The Wisconsin State Senate and Assembly have a "working arrangement" with Capital Fire and Security. There is currently no active contract between the Wisconsin State Senate and Assembly and Capital Fire and Security. The contract that was provided for review was an installation contract but does not include testing, reporting, updating the system, or maintenance of the system. (*Current known contracts located in appendix #1*)

Training: Currently there is no mandatory training for Senate and Assembly staff on use of panic devices and what they should expect from Wisconsin State Capitol Police when police respond to the alarms.

Panic Device Locations:



Panic Device Types: The system was installed over a number of years, resulting in several types of panic devices with varied functionality. A majority of the panic buttons are [REDACTED] style devices and run [REDACTED] throughout the Wisconsin State Capitol. There are some panic devices with [REDACTED] instead of [REDACTED] panic devices that are [REDACTED], and still others that [REDACTED].



Location of Panic Alarm Panels:

Memorandum of Understanding (MOU): Currently there is no MOU between the Wisconsin State Senate and the Wisconsin State Capitol Police to cover roles and responsibilities for alarms, testing, reports, and maintenance of the system.

System Ownership: The panic alarm system is owned and maintained by the Wisconsin State Senate and Wisconsin State Assembly, yet the system itself is housed and monitored within the Wisconsin State Capitol Police Department. The joint ownership and system monitoring creates a lack of continuity, which in turn affects response.

Testing: There is no scheduled testing of the panic devices or designee responsible for testing.

Communication: There are no scheduled meetings to address issues between Wisconsin State Capitol Police and the Wisconsin State Senate and Assembly.

False Alarms: Staff cause false activations for a variety of reasons including [REDACTED] accidental activation. While data was unavailable, it happens frequently enough that the Wisconsin State Capitol Police reference responding to them in procedure PR-7-900 (appendix 2). *NOTE: I requested alarm logs from Capital Fire and Security to review alarm logs for the Wisconsin State Capitol but, did not receive the logs at the time of this report's completion.*

System enclosures: The enclosures are located [REDACTED] within the Wisconsin State Capitol Police Department. During the audit process, we observed the enclosures were not secured and the keys to the enclosures were located in the key way. Additional keys for the enclosures were located on top of the enclosures unsecured. The manuals for the enclosures and panels were located next to the enclosures with codes to override the system inside the binders. Key ownership is also a concern, neither Capital Fire nor Security nor Wisconsin State Capitol Police has taken ownership of the keys, and responsibility for their safekeeping.

[REDACTED]

Recommendations:

Memorandum of Understanding (MOU): An MOU between the Wisconsin State Senate and Assembly and the Wisconsin State Capitol Police is highly recommended. MOU's are very common documents between public entities and help clarify roles and responsibilities.

Contract: Currently there is no signed contract between Capital Fire and Security and the Wisconsin State Senate and Assembly. The working arrangement between Capital Fire and Security and the Wisconsin State Senate and Assembly has no defined roles and responsibilities or cost structure for Capital Fire and Security. An active contract would allow for maintenance and program upgrades to be planned and executed on a yearly basis instead of as needed.

Testing: Designate quarterly testing and documentation of all panic devices. This will ensure that all devices are properly operational and if not, allow for those devices to be fixed and/or replaced.

Training: Develop training for both civilian and law enforcement staff regarding use and response to panic devices. Training should be mandatory for all new employees.

Monthly meetings: Conduct monthly meetings with Wisconsin State Senate, Assembly, and Wisconsin State Capitol Police. This meeting should address ongoing threats, upcoming events, alarm issues, and other topics of need.

Alarm Panels in dispatch:

[REDACTED], this is not efficient or safe, and causes delay in police response.

Alarm panel security: Panels should be secured at all times unless being worked on by a technician. Keys should be secured in a location not in the same room as the panels and only accessible by technicians. System manuals should be removed and not stored in the same rooms as the panels. Install panel tamper switches in each enclosure to notify when the enclosure is opened.

Device type and locations: All devices shall be updated to the same type of device and a set standard for locations [REDACTED] of designated staff. Designated location standards should be located [REDACTED]. The offset of the devices shall be no more than 3-4 inches.

Inventory of panic devices and locations: A complete inventory of panic devices and locations of the devices is needed. *NOTE: During our office visits most staff were unaware if they had panic devices and the locations.*

Guidelines for devices: Set guidelines for the use and installation of panic devices. All Senators and Assembly Members shall have a panic device [REDACTED] and at least one additional panic device [REDACTED].

Policy and Procedure Review: Upon upgrade to system and addition of a MOU, a Policy and Procedure review and update by Capitol Police.

Review of System: A complete review of current functioning system by the Wisconsin State Senate, Assembly, and Wisconsin State Capitol Police. This will help assist in determining the best path forward for all entities and if needed selecting a new system if needed.

Summary:

The use of panic devices throughout the Wisconsin State Capitol is needed for the safety and security of the Wisconsin State Senate and Assembly. The current system has a layer of complexity due to the system being owned by the Wisconsin State Senate and Assembly but monitored by the Wisconsin State Capitol Police. These complexities have caused issues in the upkeep, maintenance, proper system testing, and training. Lack of communication between the Wisconsin State Senate, Assembly and the Wisconsin State Capitol Police has also created stress and compromised trust between the Wisconsin State Senate and Assembly and the Wisconsin State Capitol Police.

The system that is installed in the Wisconsin State Capitol functions at a high level when used properly. However, we have identified vital flaws that if not rectified, could cause a delay in response by the Wisconsin State Capitol Police, endangering the safety of the occupants of the Wisconsin State Capitol Building. A working MOU between the Wisconsin State Senate, Assembly and the Capitol Police is an important step in defining the roles and responsibilities between the two entities. A monthly meeting between the Wisconsin State Senate, Assembly and the Wisconsin State Capitol Police will help foster communication and trust.

A priority list of physical fixes to the panic device system should be developed between the Wisconsin State Senate, Assembly and the Wisconsin State Capitol Police. Upgrading the panic device system is important and [REDACTED] Wisconsin State Capitol Police dispatch [REDACTED] should take priority. Defining who is responsible for inventory, testing and the documentation is important to the long-term success of the system. Ensuring devices are working properly and batteries are changed on a routine basis is important. Securing the system panels and keys should be a priority for overall system integrity. Developing guidelines for the use and location of panic devices will ensure the success of the overall system and safety of the occupants in the building.