

**Formal Statement of J. Thomas Manger,
Chief, United States Capitol Police**

**For the United States House of Representatives
Committee on Appropriations, Subcommittee on the Legislative Branch**

March 30, 2022

Chairman Ryan, Ranking Member Herrera Beutler, and Members of the Subcommittee, thank you for the opportunity to present the United States Capitol Police (“USCP” or “Department”) budget request for Fiscal Year (“FY”) 2023. The Department greatly appreciates the Subcommittee’s continued support of the women and men of the Department as well as Congress’ generosity in providing the resources needed to support our crucial mission to protect the Congress and the U.S. Capitol.

The USCP mission is complex, relentless, and unique in federal law enforcement. Each day, the Department protects the U.S. Capitol, the symbol of democracy around the world, an institution that in the very near future, will once again be open to the general public. As part of its mission, the USCP protects Members of Congress, the legislative process, staff, and the dignitaries and visitors that are present on the Capitol Grounds on a daily basis. To fulfill its mission, the USCP must keep pace with evolving challenges, additional responsibilities, and increasing service demands. From the dramatic increase in threats and directions of interest against Members of Congress, to increased staffing, recruitment and training demands, all USCP organizational elements are being tested to keep up with the increased workload and as a result, our resources are stretched.

In my testimony today, I will touch on three general themes to frame where the Department is currently, and where we are going over the next several years. Those themes are:

- 1) Allocation of Emergency Security Supplemental Appropriations Resources;
- 2) FY 2023 Budget Request; and
- 3) Future State of the United States Capitol Police.

Allocation of Emergency Security Supplemental Appropriations Resources

Following the events of January 6, 2021, the Department worked closely with the Congress to identify mission requirements for responding to and transforming from those events. As a result, the Congress appropriated \$106.06 million in emergency supplemental funding. These funds were not only intended to provide support to the Department, but to lay the foundation for which the USCP could begin to transform from a primarily policing organization into a protective agency.

As a top priority, the emergency supplemental appropriation provided funding to address the safety, health and wellbeing of the workforce. This included money that provided hazard bonuses to employees who responded to the events of January 6, 2021; retention bonuses necessary to retain personnel after we saw attrition nearly double our normal rate; student loan repayments, which has also served as a valuable recruitment and retention tool; and funding to partner with the U.S. Marshals Service to provide peer-support and other critical incident

response capabilities for the USCP. To address the enhanced protective mission requirements, the supplemental funding also provided us the ability to address increased overtime requirements; to hire intelligence analysts, wellness specialists and trauma-informed employee assistance specialists; and to provide additional threat based protective details for Members.

The emergency security supplemental appropriation also provided general expense funds to support the advancement and upgrading of equipment, tools, and systems to more effectively carry out our mission. General expenses funding went toward the procurement of critical life-safety equipment for officers and operational civilians, to include state-of-the-art civil disturbance response equipment; the reimbursement for much needed state and local law enforcement assistance in meeting the Department's mission across the country; the implementation of advanced technology to support the enhancement of the Department's intelligence analysis capacity; intelligence analysis capabilities within the USCP regional office functional areas; and mobile phones for all USCP sworn personnel so that critical threat and intelligence information could be immediately disseminated for awareness and action.

Understanding the critical nature of times when the Department needs assistance to protect the Capitol Complex, the emergency security supplemental appropriation provided the Department mutual aid funding. Accordingly, Public Law 117-31 provided for the establishment of reimbursable mutual aid agreements with local, state, and federal law enforcement partners to ensure the USCP has capacity to respond to critical incidents within the Capitol Complex. This authority has already proven invaluable, as the Department has utilized this provision on several separate occasions since the passage of the supplemental appropriation, ensuring that the Congressional community remained safe and could proceed with its business uninterrupted.

FY 2023 Budget Request

It is important to put the last five years into context, in order to fully understand where the Department is going and how the FY 2023 budget request serves as the middle point of the transformation process. First, the operational mission load of the Department's uniformed operations has increased significantly, to include requiring enhanced security within the House parking garages, the O'Neill House Office Building, around the chambers, and the implementation of a pre-screener program. At the same time, specialty unit capabilities expanded to meet our mission's ongoing evolution, most notably the canine explosive detection program and the Hazardous Devices Section.

Second, the shooting at the Congressional baseball practice in Alexandria, Virginia, marked an accelerated rate of both threats and acts of violence directed toward the Congress. Since that time, the oversight and constitutional responsibilities of Congress has garnered unprecedented attention through increased demonstration activities on the Capitol Grounds and often hostile social media commentary. This has resulted in the necessary bolstering of operations for dignitary protection, threat assessment, criminal investigation, and intelligence capabilities. Officers in all of these areas require the necessary training to fully and efficiently perform these functions resulting in a need to increase officer training.

Third, the USCP had to pivot to an entirely new operational and administrative model when the global pandemic hit in March 2020. All recruiting and Academy training was suspended and the Federal Law Enforcement Training Centers (FLETC) paused operations,

resulting in the postponement of recruit officer hiring for nearly a year. The outcome resulted in unprecedented levels of sworn attrition and no new sworn officers being added to fill the void to support our critical mission during this period. The Department also had to adapt its recruiting, testing and hiring processes to be fully virtual, while maintaining the highest employment suitability standards, in order to prepare for the reopening of FLETC while still operating in a pandemic environment. In addition, the Department had to implement health-safety protocols for carrying out its mission all while having hundreds of employees fall ill from the virus. Added to those challenges was dealing with the requests for reasonable accommodations from employees due to the pandemic, which impacted officer utility to fulfill operational mission requirements.

Concurrent with the aforementioned challenges was the public's declining perception of the law enforcement profession and the significant impacts to officer morale following the events of January 6, 2021. We also experienced a profound impact from the deaths of four USCP officers within a five month period, all of which contributed to ever increasing sworn attrition that outpaced the Department's ability to backfill vacancies. Collectively, these factors, among many others, have resulted in a considerable strain on the Department's resources and capabilities.

It is important to note, however, that throughout these challenges the Congress provided generous support and resources to the Department. Without Congress's support, the Department's ability to successfully meet its mission would have been in grave doubt.

In developing the Department's FY 2023 budget request, we considered the previous funding provided for the various programmatic activities, with the understanding that investigations into the challenges and failures leading up to and on January 6, 2021, remain ongoing and may lead to future resource requirement needs.

However, to a large extent, this FY 2023 budget request is predicated on what we know now. The request is being guided, in part, by recommendations set forth by the USCP Office of Inspector General. The Inspector General has submitted numerous flash reports which included their findings on contributory policy, training, deployment, leadership, and staffing gaps that affected the Department's preparedness and response to the events of January 6. Additionally, select recommendations from the General Honoré Report (Task Force 1/6) commissioned by the U.S. House of Representatives, were taken into consideration. This report included physical security, staffing, and operational recommendations for improvements to the safety and security of the Capitol Complex and the operational capabilities of the USCP. In addition, recommendations contained in the joint report issued by the United States Senate Committee on Rules and Administration and the Senate Committee on Homeland Security and Governmental Affairs were also reviewed, adopted, and factored into the formulation of the budget request. All of the above referenced reports share a commonality regarding the need for enhanced intelligence analysis and Member protection capabilities within the Department.

Through the continued transformation of the Department in a post-January 6 environment, the mission load of the USCP will undoubtedly continue to increase as we experience an intensifying threat environment and more routine occurrences of large-scale demonstrations on Capitol Grounds. The continuous process of evaluation, change, and improvement that is needed to ensure the USCP can meet its mission nonetheless has put a strain

on the Department and its personnel because it affects every facet of the organization both operationally and administratively. Ultimately, the mission must be carried out by both sworn and civilian employees. The Department's budget request therefore represents our commitment to protect the Capitol Complex and Member safety while considering the necessary resources to support our sworn and civilian employees, as well, in the execution of our mission.

Accordingly, the FY 2023 USCP budget request includes budgetary authority and resources to fund 2,126 sworn and 567 civilian positions. This includes funding for 126 new sworn officers toward mission critical requirements, to include but not limited to K-9 officers, intelligence analysts, threat assessment agents, and counter surveillance officers.

The request for the Salaries appropriation is \$522.280 million, which is an increase of \$53.419 million over the FY 2022 enacted level. The cost increases are attributed to the annualization of salaries for authorized FTEs; the annualization of benefits; COLA, lump sum and miscellaneous payments; overtime; the student loan repayment program; retention allowances; and recruitment bonuses. The General Expenses request is \$185.818 million, which is an increase of \$52.170 million over the FY 2022 enacted level. For Salaries and General Expenses together, the total budget request for the FY 2023 annual budget appropriation is \$708.098 million, which is an increase of 17.52% over FY 2022 enacted levels.

Within this budget request, the Department is asking for increased Salaries and General Expenses funding focused primarily in nine areas intended to continue the Department's efforts to transform into a more protective law enforcement organization. The nine areas of focus are:

1. Continuation of normalization of staffing levels and work-life balance for the post COVID-19 and January 6, 2021, environment;
2. Enhancing the Department's intelligence capabilities;
3. Expanding Dignitary Protection capabilities;
4. Expanding the capabilities to address threats / Directions of Interest toward Members / Cyber-security and other investigations;
5. Expanding physical and technical security capabilities in support of securing the Capitol Complex;
6. Enhancing event planning and command & control coordination;
7. Enhancing response and special operations capabilities;
8. Reengineering training capabilities to meet recruit officer, in-service, physical skills, professional development and leadership development needs; and,
9. Enhancing the support operations infrastructure in order to execute other mission-oriented transformational activities.

Furthermore, in this budget request the Department is seeking funding to continue the development and implementation of additional wellness and resiliency elements. Since the beginning of 2021, two officers died in the line of duty, one officer was lost to suicide, and two officers passed away following a significant health issue. Each of these losses of our valued colleagues were further exacerbated by the impacts on our employees and their families from the events of January 6, 2021; the fatal attack on April 2, 2021 at the North Barricade of the U.S. Capitol; and the ongoing pandemic. It is our responsibility to support the women and men who carry out the mission during these unprecedented times. The Department will do that through expanding its wellness and resiliency programs, implementing innovative human capital

management protocols, requesting improvements to annuity-related benefits, utilizing specialty pay to incentivize mission sets, and increasing training to ensure our officers and our administrative support teams are prepared to support their respective critical mission functions in a holistically healthy manner. In addition, the Department is seeking funds to increase its recruitment efforts through new hiring strategies to grow the number of qualified sworn applicants, which will assist with the work/life balance of our current personnel once those are applicants are onboarded.

And lastly, the FY 2023 budget request includes the costs associated with the utilization of contracted security guards to address secondary security posts. This will allow onboard sworn personnel to be realigned to meet critical frontline security requirements while additional full-time sworn personnel are recruited, hired, trained, and deployed effectively. This will also have a direct impact on the Department's ability to address immediate work/life balance issues facing our workforce.

Future State of the United States Capitol Police

History has shown us the challenges the USCP must be prepared to meet in the performance of its mission. The velocity, trajectory, and sheer number of threats the Department must be prepared to detect, assess, prevent, deter, address, and mitigate are ever evolving and are increasing. These multi-dimensional threats are posed by lone individuals with malicious intent, domestic terrorist groups, and international organizations. In addition, the advent of advanced technology brings with it new and ever-more complex threats, both against the Congress and the community we protect.

The events previously faced by the Department, the USCP's current posture and the potential for future impacts drives the resource allocation and mission capabilities for the Department. As the USCP looks to the future, we will be focused on investing in the workforce; optimizing operational capacity, resiliency, and readiness to meet mission requirements; enhancing information and intelligence gathering, analysis, utilization and dissemination; training to prepare to address challenges; and maintaining the responsible management of the resources generously provided by the Congress. As a central part of these general focus areas, I anticipate our workforce will continue to grow as we adapt our sworn staffing model to accommodate both current and future requirements, while also ensuring the women and men who stand post each day have the opportunity to have a greater work/life balance than today.

Mr. Chairman, as the Department has noted over the last year, the events of January 6, 2021, exposed critical deficiencies with operational planning, intelligence, staffing, training, 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 these areas both now and in the future, as well as ensure the workforce has the necessary wellness and resiliency tools at their disposal so that we remain a strong agency. We thank the Subcommittee for its support and guidance during this process, for its support with both the Emergency Security Supplemental Appropriations Act and the Consolidated Appropriations Act of 2022, and for its keen understanding of our mission and the required resources needed to deliver the services expected by the Congress in the future.

Thank you, and I would be pleased to answer any questions at this time.