

Formal Statement of J. Thomas Manger
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For the United States Senate
Committee on Appropriations, Subcommittee on the Legislative Branch

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Chairman Reed, Ranking Member Fischer, 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 2024 (FY 2024 budget request). The Department greatly appreciates the Subcommittee's consistent support of the women and men of the U.S. Capitol Police, who courageously carry out their duties of protecting the Members of Congress, the Capitol Complex, and the legislative process each and every day. Congress' support has been invaluable in providing the resources needed to continue our transformation into a stronger, more protective-oriented law enforcement agency, while meeting dramatic workload increases in an increasing volatile threat environment.

The United States Capitol Police is unique among federal law enforcement agencies. We patrol a campus that is completely open. The public has a constitutional right to visit, protest, or do an early morning run through this public forum. Our officers work 24/7 to keep you safe, whether here on Capitol Hill, when you travel to your home districts, or when you travel abroad as part of a Congressional delegation. We staff the doors, corridors, plazas, garages, and street corners—in sum, every square foot of the Capitol Grounds, which includes the Capitol, eight Congressional office buildings, as well as three Library of Congress buildings. Prior to the pandemic, the Capitol was visited every year by an estimated seven to ten million people from around the world. Now that the campus is fully reopened, the Department is once again managing this increased level of visitor activity—all within the context of evolving and increasing threats against Members of Congress and their families. The FY 2024 budget request reflects this reality.

Thanks to the Emergency Security Supplemental Act (Emergency Supplemental) and the enacted FY 2023 Consolidated Appropriations Act funding (FY 2023 budget), the Department was able to direct its efforts to bolstering salaries, general expenses, and mutual aid to partner law enforcement agencies as a stop-gap measure. These appropriations, while invaluable, represented the next step in the U.S. Capitol's evolution, not the final destination. Thus, the FY 2024 budget request is predicated upon the Department's continued transformation in a post-January 6, 2021 environment, one increasingly defined by evolving technologies, an increased threat climate, and a shift towards a more protective model of law enforcement. The Concept of Operations strategic plan being developed at Congress' request will further shape and define the increased staffing and resources needed to support the Department's expanded mission.

While the Department is not defined by the events of January 6, 2021, the structural changes and recommendations issued in the aftermath continue to impact our resource needs, as do the hiring delays and other lingering effects of the pandemic. In my testimony today, therefore, I will present the FY 2024 budget request within the context of three general themes that explain the Department's forward trajectory and support our request for the funding needed to keep us on that path:

1. The Enduring Impact of January 6 and the Pandemic;
2. The Department's Future Challenges and Continued Transformation; and
3. The Need to Usher in a New Phase of Protective Policing.

Enduring Impact of January 6 and Pandemic

In the last two years, the Department confronted two events of epic proportions that are unprecedented in our nation's history: the January 6 attack on the Capitol and the coronavirus pandemic. These transformative events directly impacted the Capitol community, particularly the men and women of the U.S. Capitol Police, who responded to each crisis with courage and resilience, adjusting and pivoting when needed, and within extremely compressed timelines.

The January 6 attack on the Capitol exposed failures and weaknesses within the organization that were profound. The more than dozen after action reports shifted the Department's priorities and accelerated the timeline for executing them. Working closely with the Congress to identify mission requirements in response to the attack, Congress appropriated \$106.06 million in emergency funding through the Emergency Supplemental. This emergency funding allowed the Department to provide hazardous duty pay and retention bonuses; increase staffing levels for the Intelligence and Interagency Coordination Division; formally establish the Howard C. Liebengood Center for Wellness; onboard trauma-informed Employee Assistance Program (EAP) and wellness specialists; procure additional civil disturbance equipment for our sworn officers; provide funding for our Dignitary Protection Agents to travel and protect Members of Congress; update Department technology to enhance intelligence analysis and investigative capabilities; provide iPhones to the entire sworn workforce for information dissemination; and support Department-wide and specialty training. The emergency appropriation also allowed for the installation of physical barriers at vulnerable vehicular access points on Capitol Grounds. Congress' support at that time cannot be sufficiently overstated—it was invaluable.

The audit and oversight review of the Department's response following January 6 was another pivotal point. The Department dedicated a significant amount of time and resources to the implementation of recommendations issued by the various stakeholders and oversight entities, including the USCP Office of Inspector General (OIG), the Senate Homeland Security Committee, the General Honoré January 6 Task Force, and other third party reviewers. The OIG alone issued approximately 103 recommendations. Thanks to the Department's sustained efforts, and the support of the Congress, the vast majority of recommendations issued have been addressed, and those that remain are on a glide path to completion. However, with over 2,000 individuals currently identified in connection with the attack on the Capitol, January 6-related investigations and prosecutions are expected to continue for the foreseeable future. This will require a continued commitment of Department staffing and resources.

The pandemic represented another historic and unprecedented event that required the USCP to quickly recalibrate and move to an entirely new operational and administrative model. While House and Senate office buildings were closed to the public, the work of the Congress had to proceed unimpeded and within strict pandemic safety protocols. Under these circumstances, the men and woman of the USCP performed critical job functions with the additional risk of

harm to their personal health. The Department had to manage delayed recruitment efforts due to the closure of the Federal Law Enforcement Training Center, a move that affected the hiring and deployment of new sworn officers--essentially bringing our sworn hiring to a halt. Low officer morale, and the public's declining confidence in law enforcement, put a further strain on the organization. Hiring within law enforcement remains challenging in the post-pandemic environment, not just for the Department but nation-wide, as men and women consider other options that provide a better work-life balance.

Future Challenges and Continued Transformation

January 6 and the pandemic were unforeseen crises that occurred in rapid-fire succession, requiring the Department to act quickly to triage operational priorities. Given the exigencies it faced, the Department's funding requests were submitted under an accelerated timeline and, as a result, the Department's overall resource and staffing needs were not sufficiently recognized or addressed internally in order to develop more appropriate budget requests. Thus, the FY 2023 and FY 2024 budget requests reflect a critical reality—that prior to January 6, the Department was operating at a reduced staffing and resource baseline. Subsequent requests, therefore, have been attempts to “right-size” the Department by elevating its budgetary baseline to a more normalized level, a level that will be further impacted by the recommendations contained in the Concept of Operations strategic plan under development.

The FY 2024 budget request incorporates both the lessons learned from January 6, as well as the Department's articulation of its vision for the future as it moves towards a more protective law enforcement model. It reflects the need to improve intelligence functions by increasing analytical expertise, and operational planning and support. It reflects the need to strengthen physical security, fortify the capability of Civil Disturbance front-line responders, enhance coordination with National Capitol Region partners, strengthen physical infrastructure, and expand dignitary protection and security.

Within the FY 2024 budget request, therefore, the Department is asking for increased Salaries to fund 2,126 sworn employees at a full year rate and 78 sworn employees at a half year rate, which equates to 2,165 full-time sworn employees. The budget request also includes funding for 555 civilian employees at a full year rate and 81 civilians at a half year rate, which equates to 596 full-time civilian employees. The General Expense request is \$228.672 million. The total FY 2024 budget increase is \$106,366 million.

I fully recognize that the Department's requested increase is significant. But equally significant are the Department's growing responsibilities and challenges. Unlike other law enforcement agencies, we have been asked in the last two years to develop and implement transformational structural and strategic changes within extremely accelerated time lines, while simultaneously maintaining the staffing and resources needed to carry out the Department's daily core mission. And the effort and manpower resource allocation that undergirds these efforts are not sufficiently recognized or understood. The opening of doors throughout the Congressional Campus exemplifies this challenge. Adequately staffing a campus door requires 3 to 4 officers per shift to ensure a proper level of security (3 shifts per day, often 5-6 days per week.) Long lines are not only an inconvenience to Members, staff, and visitors, they represent a security risk

that, in these increasingly volatile times, the Department must address. While the “big picture” reforms are significant and important, staffing daily mission requirements are vital. We engage in a “no fail” mission every day, recognizing there is no tolerance for leadership or organizational failures post-January 6.

The Department’s FY 2024 budget request reflects the reality that as the Department’s mission and environment changes and evolves, so too must its staffing and resources. Therefore, the U.S. Capitol Police’s FY 2024 budget request focuses on the nine areas that continue to be central to its efforts to grow and transform. They are:

- Continued normalization of sworn and civilian staffing levels;
- Enhanced intelligence capabilities;
- Expanded Dignitary Protection capabilities;
- Expanded capabilities to address threats against Members, cyber-security, and other investigative activity;
- Expanded physical and technical security capabilities to secure the Capitol Complex;
- Enhanced event planning, and command and control coordination;
- Enhanced response and special operations capabilities;
- Strengthened training capabilities for recruit officer, in-service, physical skills, professional development, and leadership development; and
- Enhanced administrative support infrastructure to support operational and mission-oriented requirements.

Even in the relatively short time since the FY 2023 budget request was submitted, the world has continuously changed, becoming more violent and uncertain. A Member of Congress was brutally assaulted and the husband of the former House Speaker was critically wounded in a politically-motivated attack. Increasingly sophisticated cyber tools are more widely available to malicious actors who employ them to infiltrate data networks and steal private information. The sheer increase in the number of threats against Members of Congress—approximately 400% over the past 6 years—requires new and innovative techniques to identify, deter, and mitigate threats before they materialize. Upcoming elections, the campaign activities that precede them, and the increasingly heated political rhetoric further heighten the prospect of future security risks and challenges.

Ushering In a New Phase of Protective Policing

The FY 2024 budget request accounts for these growing risks. The Department recognizes that new and evolving challenges will continue to emerge, rendering it imperative that the USCP be positioned, equipped, and resourced to meet and defeat threats to Members of Congress and the Capitol Complex. Strategic planning, forward thinking, proactive versus reactive policing is the new operational model that is best suited to confront the operational challenges facing the Department today and in the future. The USCP’s traditional model of law enforcement no longer applies to the current context. The old approach of Member protection has been replaced by the need to protect a Member’s environment, as well as a Member’s family. Keeping you and your families safe is my paramount objective.

The work the Department began prior to January 6, 2021, which has since been enhanced and fine-tuned through subsequent appropriations and the Congress' support, will allow the Department to transition to the next phase of its transformation. Informed by the Concept of Operations strategic plan that is under development, the move towards a more protective-oriented model of policing will better serve the Members of Congress and will increase the safety of the Capitol Complex. The Department's proposed reorganization plan complements this strategic vision. It exemplifies the reality that a strong organizational structure fosters positive change and growth, reinforces accountability, internal controls, and employee development. With the funding provided by the FY 2024 budget request, the Department will be able to successfully transition to the next phase of its evolution, further strengthening the ability of the men and women of the U.S. Capitol Police to carry out their vital mission.

While the Department has made significant strides towards right-sizing Department personnel and pivoting toward a more protective operational model, more work remains to be done. Thus, it is critically important to maintain this momentum. The USCP has risen to meet emerging challenges at every turn, and the FY 2024 budget reflects the Department's determination to continue this upward trajectory.

Madam Chair, we thank the Subcommittee for its support and greatly appreciate our continued partnership with the Congress. We welcome any questions or comments.