

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

before the

**United States Senate
Committee on Appropriations
Subcommittee on the Legislative Branch**

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HEARING:

U.S. Capitol Police FY 2025 Budget Hearing

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 (FY) 2025. The Department greatly appreciates the Subcommittee's continued 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. The support of Congress has allowed the Department to invest in critical aspects of its operation and address the mission requirements of an increasing threat environment. I can confidently tell you that the Capitol is safer today than it was prior to January 6. We must continue this upward trajectory. To that end, the Department FY2025 budget request includes \$906 million to fulfill our mission.

The USCP mission is unlike any other. Protecting the Congress requires a 24/7, no-fail operation. Our teams work around the clock to staff doors, corridors, plazas, garages, and street corners; to protect Members of Congress in and outside of the Capitol Complex; to gather, analyze, and disseminate intelligence; to oversee physical and technical security measures; and to plan and respond to demonstrations. To support this mission the Department has prioritized staffing and the expansion of the training, policy, and administrative functions, all of which ensure the USCP is positioned to meet the demands of today and into the future.

The Department continues to move forward and improve its operations. Earlier this year, the Department formally implemented the reorganization plan approved by the Committees. The new organizational structure is a reflection of the Department's growth and transformation, and is designed to enhance program oversight and operational efficiencies in response to recommendations provided by the Office of the Inspector General (OIG). For example, the Department's policy, audit, and training functions are now centralized under the new Assistant Chief of Police for Standards and Training Operations, and includes training liaisons that work in coordination with all Department components for maximum efficiency and accountability. Likewise, the reorganization established the Intelligence Services Bureau, fully centralizing functional oversight of intelligence analysis and streamlining information gathering and dissemination. The reorganization also established the Office of the Chief of Staff to manage the Howard C. Leibengood Center for Wellness, the Office of Accountability and Improvement, the Office of Equity and Inclusion, and the Public Information Office. In short, the reorganization demonstrates the Department's continuing efforts to enhance its operating posture in a post-January 6 environment.

The Department's FY 2025 budget request reflects the need to keep pushing forward with our progress. It provides the resources needed to continue the modernization of internal operations and shift toward a more protective model of law enforcement. Specifically, the FY 2025 budget request reflects the Department's three key budget drivers:

1. protecting the Capitol Complex,
2. countering the increasing threat environment to ensure Member safety, and
3. bolstering recruitment and retention.

I will focus on each of these key areas in turn.

Capitol Complex Protection:

Protecting the Capitol Complex from threats while, at the same time protecting Members, staff, and the public, is a complex operation that requires planning, coordination, and investment in physical and technical security.

The Department's operational planning and coordination efforts continue to improve substantially following January 6. The Department's multi-phased approach to the event planning processes and the establishment of the Incident Action Plans (IAPs) for all large and high-profile events, was a major paradigm shift. The IAPs serve as a comprehensive blueprint for intelligence, operational, command, and communication plans. The Department also engages in inter-agency coordination calls before all large and high-profile events, pre- and post-event officer briefings, after-action reports, and other measures designed to improve overall coordination and efficiency. The Department's FY 2025 budget request will allow us to continue improvements to these planning and command and control coordination functions.

Ensuring the Department's physical and technical security capabilities are sufficiently staffed and state-of-the art is another key objective of the Department's efforts to increase the physical security of Members and the Capitol Complex. The Department must keep abreast of advancements in technology to ensure it can properly identify, monitor, and deter threats, whether they exist on the ground or in cyber space. Thus, the FY 2025 budget request provides the funding needed to invest in security planning, equipment, and technology upgrades.

The Department's FY 2025 budget also includes a request for no-year funding to support the Congressional Continuity of Operations (C-COOP). The major driver behind this request is the Department's need for an independent, in-house response and deployment capability to allow it to respond to changing environments, and, ultimately, to support our mission to protect Members of Congress. This funding will allow the Department to replicate the functions of the USCP Command Center at any C-COOP site to the fullest extent possible, to include a mobile capability to support the immediate use of command and control and Leadership Coordination Center requirements for Congressional leadership. This request also provides for Information Technology equipment to establish connectivity and radio communication capabilities, as well as physical security requirements including deployable screening equipment, mobile vehicle barriers, mobile kiosks, and deployable barriers. Through close coordination with the Capitol Police Board and other stakeholders, the Department's budget request reflects a multi-year strategy to develop and implement one aspect of this multi-faceted program. This request will ensure the appropriate flexibility to procure the equipment necessary to build out C-COOP initiatives and implement as each phase is ready.

Increasing Threat Climate

Our country is in the midst of an historical rise in threats that is flamed by the current climate of heated political rhetoric; it is both unprecedented and alarming. Over the past year, we have seen a dangerous rise in acts of violence against Members of Congress, their families, and staff. This changing landscape requires that the Department take a proactive approach to threats investigation and Member protection by enhancing its intelligence gathering and sharing

capabilities. The number and increasing complexity of threats against Members requires the acquisition of cutting-edge technology that can help the Department navigate the increasingly sophisticated climate the cyber universe provides to criminal actors. We need to identify and deter threats before they materialize. The FY 2025 budget request is reflective of the Department's constant need to stay one step ahead of those who seek to do you harm.

A significant focus for the Department centers on Member security in their home states and districts. With funding provided by Congress for the purpose of enhanced member protection, the Department created the Protective Intelligence Operations Center (PIOC). The PIOC serves as the Department's fusion center by centralizing Member protection functions, to include investigations intake, air operations monitoring, the tracking of Congressional details, intelligence analysis, and the Department's newly created residential security program. This new protection model allows the Department to increase its ability to protect Members whether they are in or away from the Capitol Complex.

Recruitment and Retention:

When I joined the Department nearly three years ago, I recognized that staffing was a critical vulnerability. In fact, the Department had been understaffed for years. It took January 6 and the pandemic to make that clear. I immediately took action to maximize our capacity to hire and train new recruits to build the Department's bench strength, and I am proud of what we have accomplished to date. The Department simply cannot operate without the women and men who protect, serve, and support our mission, day in and day out. They are tough, resilient, and committed. I cannot emphasize that enough.

Thus, our FY 2025 budget request focuses heavily on increases to both sworn and civilian staffing levels. We are requesting \$642 million to fund salaries and benefits for 2,247 sworn employees and 583 civilian employees. This represents approximately 75 percent of the Department's total annual budget request and includes funding to cover items such as overtime costs and to support the Department's student loan repayment program.

As we approach the next election, the Department's staffing posture could not be more critical. The demands on our staff have already accelerated as we prepare for upcoming conventions and Member campaigns, while simultaneously handling an increasing workload as we investigate and deter threats, plan and coordinate large-scale events, and deploy specialty units to manage demonstrations – all while protecting Congress, staff, and the public on a daily basis. But our efforts are paying off and we are on the right track. Indeed, the Inspector General noted in a recent report that the Department has improved internal and external coordination of major events with an enhanced emphasis on inter-agency crisis management.

One of the most critical aspects in protecting the Campus, Members, staff and visitors is the ability to utilize mutual aid from our law enforcement partners in the National Capitol Region (NCR) and throughout the country. This aid acts as a force multiplier for large scale events at the Capitol, or to assist in the protection of Members and their families when outside of the NCR. I would like to thank this Committee and the Congress for providing the vital funding

for the USCP to reimburse agencies who assist the Department by supplying mutual aid and look forward to working with the Committee to extend this critical tool.

Increasing the Department's ranks continues to be a key priority, for both sworn and civilian personnel. The FY 2025 budget request emphasizes the centrality of this objective to the Department's overall strategic plan. Given the increasing number of threats, it is not surprising that the bulk of our staffing efforts are focused on the continued expansion of the Department's Protective Services Bureau, or PSB, which includes the Dignitary Protection Division. As threats to Members of Congress, their families, and staff continue to dominate our attention, the Department has been forced to shift resources to support threat-based protective details, Congressional events outside of the U.S. Capitol grounds, residential security assignments, and Member escort details. These efforts cannot succeed without increased funding.

We have made—and continue to make—good use of the funding Congress has provided to us thus far. Specific, new initiatives to increase our PSB ranks include a program to recruit lateral, entry-level, and reemployed annuitants. The program provides a direct path for external applicants to fill Special Agent or Investigator positions. While the Department continues to hire from within, this new recruitment campaign has provided another mechanism to increase staffing levels across all operational areas by expanding the scope of our applicant pool. The Department's FY 2025 budget request reflects this new hiring strategy and includes funding to support an increase of 126 Special Agents, half through these new, external hiring initiatives and half through internal selection.

While the Department's efforts to expand staffing are robust and remain our number one priority, we, like other law enforcement agencies, face challenges recruiting qualified personnel. Nation-wide, law enforcement agencies are experiencing record levels of attrition. Compounding the problem is the fact that officers hired during the post-9/11 surge are now eligible – or required – to retire. In addition to the new hiring initiatives described above, the Department's budget provides funding to continue our strategy of hiring and training 288 new recruits every year to increase sworn capabilities within Uniformed Operations. Equally important to the Department's efforts to maintain its operational posture are the administrative and support functions that are the backbone of the Department. Without an adequately staffed administrative infrastructure, particularly in the Offices of Human Resources and Information Services, the Department's operational mission cannot be maintained, much less enhanced.

With the support of Congress, the Department's staffing levels have increased, but we still have more to do, especially as we work to right-size the organization and curb overtime to support more sustainable work-life balances for our workforce. A key element of this effort came in FY 2023, when the USCP, at the request of Congress, hired an outside vendor to conduct an extensive, Department-wide analysis of the five pillars that make up the organization—mission, staffing, structure, training, and technology. The result was the Concept of Operations report, which was delivered at the end of February of this year. The Concept of Operations report provides 30 recommendations, as well as a valuable framework and implementation roadmap that will allow the Department to develop a model for integrated decision making and strategic planning to better inform future operations and resource requirements. The Department is currently in the process of evaluating the recommendations to

consider which to implement and how. While this work is ongoing, the Department has included funding in the FY 2025 budget request to build the initial infrastructure in three areas—staffing, training, and technology—that closely align with USCP initiatives already underway.

Conclusion:

The events of January 6 shifted the Department’s priorities and accelerated the timeline for executing them. The Department and its workforce have risen to meet the evolving demands placed on the USCP in recent years. From addressing over 95% of the OIG January 6 recommendations, to implementing the reorganization, to developing innovative hiring strategies, the Department has made great strides. None of this would have been possible without the support of this subcommittee.

However, as I stated at the outset, we are not done. There is more work to do. And we must do it within the context of a strategic, holistic, and deliberate strategy. Long term strategies take time to develop and implement in a coordinated fashion. Working in close collaboration with the Congress, I am confident that our upward trajectory will continue.

Thank you for the opportunity to appear before you today. I look forward to your questions.