



Testimony of

Martin O'Malley  
Mayor of Baltimore, Maryland

On Behalf of

The United States Conference of Mayors

Before the

Committee on Appropriations  
United States Senate

On

"Homeland Security"

April 10, 2002

Good afternoon. I am Martin O'Malley, Mayor of Baltimore, Maryland. I am here today on behalf of The U.S. Conference of Mayors, for which I am Co-Chair of the Federal-Local Law Enforcement Task Force.

I want to thank Chairman Byrd and Senator Stevens for calling today's hearing, as well as the entire Committee.

Thank you for the opportunity to join you today to discuss a topic critical to our nation's cities and to our nation: in protecting our people in the wake of the tragic events of September 11<sup>th</sup>, how do elected officials address unmet needs and how can the Federal government work more effectively with cities to assist in meeting these needs?

### **The New Paradigm For Homeland Security**

Today, we are fighting a different kind of war – on two fronts. One front is in Afghanistan, where we have the best technology, the best equipment, the best intelligence being sent right to the front, and no expense is spared.

But for the first time in nearly 200 years, the second front is right here at home. And to date, it's where we've seen the greatest loss of life. Yet, we have insufficient equipment, too little training, and a lack of intelligence sharing with federal authorities – although, on this last point, we're working with Homeland Security Director Ridge and FBI Director Mueller to make it better. And currently, we have very little in the way of national funding targeted for homeland defense where it is truly needed – at the local government level.

Local government must be the first line of defense on the home front. It can't be a federal or state function. There are no federal or state Fire Departments or medics. There are about 11,000 FBI agents compared to 650,000 local police officers. And as we saw in New York, there is no time to bring people and equipment in from somewhere else when terror strikes. For those critical first hours – when there is the greatest opportunity to save lives – local governments are largely on their own.

Today, in the new world in which we live, every mayor has a choice to make: your city can be prepared or not; it can be a hard target or it can be a soft target; you can make a huge unanticipated investment now to keep your people safe, or you can cross your fingers, wait for help from a higher level of government, and hope for the best.

In Baltimore, we have chosen to make the investment. We are not waiting for Annapolis. We are not waiting for Washington. If our city had waited for advice on self-defense from Washington in the war of 1812, all of us would be singing “God Save the Queen.”

### **Baltimore’s Interim Homeland Security Response**

Baltimore is a fairly typical city in terms of our vulnerability – but somewhat unique in terms of our greatness. I think what we are doing today provides a good illustration of what cities are being asked to do in our nation’s defense. We are moving forward on three fronts:

#### **On the Intelligence front:**

- Recruited Richard Hunt, retired Chief of Criminal Intelligence for the FBI.
- Created and formalized a statewide security intelligence network, working with other law enforcement agencies.
- Engaged in ongoing dialogue with the FBI and Department of Justice to improve intelligence sharing.
- Met daily with Federal authorities to obtain intelligence.
- Created a web-based surveillance system to provide real time reporting from hospitals, ambulances, animal control, school attendance and over-the-counter medicine to track common symptoms in uncommon amounts – as well as hospital bed availability.
- Tested reservoirs and the water system several times daily.

## **Second, on the Security front, we have:**

- Completed a citywide assessment of infrastructure vulnerabilities.
- Completed a deployment plan to secure and protect City's vulnerabilities, such as major buildings, water system, stadiums, major rail and interstate highway bridges and tunnels.
- Called daily security briefings with Police, Health, Fire, Public Works, Transportation and IT Departments and State officials almost every day.
- Bolstered police and security presence at City buildings.
- Arrested and charged people who make bomb threats.

## **Third, on the Emergency Response front:**

- Recruited a civil preparedness expert, former NYPD Chief Louis Anemone to update our emergency preparedness blueprint, with four graduated levels of response.
- Recruited experts like the U.S. Army Soldier and Biological Chemical Command (SBCCOM) in Aberdeen at Aberdeen and the Center for Civilian Biodefense at Johns Hopkins University to advise the Security Council.
- Implemented a bio-terrorism plans with hospital CEO's.
- Met with local news directors to discuss City's ongoing preparedness and dissemination of information in the event of an emergency.
- Completed an assessment of personal protective equipment requirements for all emergency responders and submitted unified request for said additional equipment to MEMA.

## **Local Homeland Security: Extraordinary Costs**

We calculate that the prudent steps we've taken since September 11<sup>th</sup> already have cost the city approximately \$6.5 million. When we go on alert, our Police Department still has to fight crime. The chemical attack that has taken the most lives in Baltimore still is heroin and cocaine. So rather than pulling officers away from their duties, we call other officers back, or they work 12-hour shifts.

Through the end of the fiscal year, we expect to have to spend an additional \$4.4 million – largely on police salaries. We consider it our patriotic duty to step up to the plate. But when we approved our budget for this fiscal year, we did not anticipate that our police, fire and emergency responders would double as local militia in a war on terrorism. We need to strengthen our supply lines from Washington.

In addition to the approximately \$11 million I've mentioned, we also have a \$3.5 million request pending with the Maryland Emergency Management Agency for personal protective equipment. Right now, our first responders are not fully equipped. And our water utility plans to spend an additional \$24 million in capital funds to convert chlorine gas to bleach at all of our water and waste water facilities. As a tradeoff to help pay for these unbudgeted costs, we have implemented tight spending controls in virtually every program area except for public safety and criminal adjudication. We have frozen more than 250 vacant General Fund positions Citywide. This freeze affects everything from our ability to fully staff our recreation centers to our efforts at collecting mixed refuse and maintaining our roads and streetlights—all very important quality-of-life issues for the people of Baltimore and high priorities for me as Mayor. We have also put a hold on approximately \$6 million worth of non-personnel spending Citywide for contractual services as well as the purchase of materials, supplies and equipment.

### **Aid from the Federal Government**

Back in November, the State along with the big seven jurisdictions submitted a comprehensive funding request to Congress for such things as equipment, overtime costs, renovation of the backup emergency operations center and training.

As a result of this request, in the FY02 Defense Appropriations bill, which President Bush signed in December, \$20 billion was appropriated for homeland security. Included in this bill was a total of \$39 million for the State of Maryland to in part, protect the Capitol. As indicated, the funding was only provided to the State of Maryland and the two jurisdictions adjacent to Washington, DC. The funds were distributed as follows:

- \$8.5 million to Montgomery County for police and fire vehicles, bio-terrorism response, vaccines and reimbursement from 9/11,
- \$7.9 million to Prince George's County for hazmat vehicles, vaccines and fire and police operations and equipment,
- \$10.5 million for State Department of Health and Mental Hygiene for bio-terrorism response, vaccines, training and computer upgrades,
- \$7 million to the Maryland State Police for inoperability and IT systems, computer upgrade and patchwork of crime watch list,
- \$3.5 million for the Maryland State Police for bomb squad unit, bomb squad robots and a helicopter,
- \$986,000 to the Maryland State Police for Baltimore Washington International Airport bomb and canine team,
- \$508,000 to the Maryland State Police for field operation system,
- \$9,000 to the Maryland State Police for crime lab equipment and training.

The Conference of Mayors released a survey which found that from September 11, 2001 through the end of 2002, cities will spend an additional \$2.6 billion on new homeland security priorities including equipment, overtime and training.

Mayors know the importance of public safety and are 100 percent committed to the homeland war against terrorism. But we must forge a new federal-local partnership to make sure that our domestic troops - police, fire, emergency workers and other city employees - have the resources needed for this new challenge.

Let me touch on just a few points contained in our National Action Plan on Safety and Security.

### **Supporting Our First Responders**

Mayors appreciate the Administration proposing \$3.5 billion for first responders, and want to work with Congress to make sure that those dollars are provided in the most efficient and effective manner.

To that end, it is our belief that funding must be provided directly to city and county first responders, rather than all flowing through the states.

I know that this Committee heard from governors this morning, so I want to stress this point. I am very concerned that despite the best intentions of the Administration in developing its plan, the needs of the local first response community will not be met unless funding is provided directly to medium and larger sized cities and counties.

We must also ensure that the funding can be used to not only prepare for a possible attack, but to also help prevent future attacks. Our police departments must have access to the funding, and officer deployments such as overtime should be specifically authorized.

For example, mayors called for and support the more detailed terrorism alert system unveiled by Governor Ridge, but these alerts will continue to require more officers on the streets -- in essence national security being provided by local law enforcement.

This is why the Conference of Mayors strongly supports legislation sponsored by Senator Clinton (S. 2038) and several other Senators to create a highly flexible \$3.5 billion Homeland Security Block Grant.

I also want to thank Congress and the Administration for the recent infusion of new funding focused on building the nation's public health infrastructure. But we must remain vigilant in understanding that most of the capacity needs to respond to chemical and biological events are at the local level.

### **The Ongoing Fight Against Crime**

While we wage the new war against terrorism, we must not retreat from the ongoing fight against crime.

As of last year, violent crime was estimated to be at a 20-year low nationwide. Mayors strongly believe that major factors in this crime reduction were additional officers on the streets, the deployment of new technology, and a new focus on community policing -- all of which were greatly assisted by the COPS program and Local Law Enforcement Block Grant (LLEBG).

Over the past two years, Baltimore has seen a 24 percent reduction in crime which I can assure you would not have been possible without the help of these federal resources.

But crime is still a major issue in cities, and key indicators, such as the economy and return of more than 600,000 ex-convicts annually to our cities, have led some experts to predict an upswing in crime rates.

That is why we find it counterintuitive that OMB is proposing to cut COPS by 80 percent and eliminate the block grant by merging it into the state Byrne Grant program. This comes on top of a 25 percent reduction in the local block grant last year.

We simply cannot fund homeland defense by de-funding local law enforcement, and we strongly believe that one of the best ways to prevent terrorism is to have more officers on the streets armed with better technology.

### **Airport Security**

We are pleased that many of our aviation security recommendations are being implemented by Congress and the Administration, in particular federalizing airport screeners, screening all checked baggage and the year-end requirement to have explosive detection systems in place.

I cannot stress enough the importance of honoring the language and timetables of the aviation security law. Installation of sophisticated explosive detection systems at all 429 commercial airports by December 31 is a top priority of the nation's mayors.

And, I want to urge Congress to appropriate funding for the reimbursement of security costs incurred by local government in meeting federal security mandates at our airports.

### **Transit Security**

Second, with more than nine billion trips logged on the nation's public transit systems each year, securing these systems and protecting riders from potential terrorist activities must be a high priority.

To increase security while not compromising our ability to meet growing demand for public transit, we have called for new resources for security personnel; the deployment of new technologies; and infrastructure improvements including secure transit control facilities, fencing and barriers.

### **Passenger and Freight Rail Security**

Third, The U.S. Conference of Mayors strongly supports Amtrak's FY03 request of at least \$1.2 billion. Eliminating long distance routes would have a devastating impact on the nation in normal times of travel; and much more so in the event of a national emergency as we saw on September 11.

Funding should also be supported to improve Amtrak's security.

Now, more than ever, we must strengthen our nation's passenger rail system, not dismantle it.

### **A New Federal Response is Needed**

Fighting terrorism and safeguarding our citizens from terrorism always has been a national challenge. But now the paradigm has changed – our homeland is vulnerable. Without a dramatic shift in how we finance a portion of our homeland security, protecting our homeland will become an unfunded mandate on local governments.

Federal support today for local homeland security is a patchwork of programs. They are largely uncoordinated and provide no common standards for how states and localities should best use these funds. Even the programs that have the highest potential impact – like FEMA's FIRE Grant programs – meet only a fraction of local government needs. FEMA provided just \$100 million last year, and is providing \$360 million this year, despite nearly \$3 billion in applications from fire departments in the first round of the program.

Local governments need stable funding for this effort. We also need a one-stop shop to turn to for assistance in gearing up for this war.

## **Conclusion**

Finally, I would like to make one more point in conclusion. Although our armed forces are fighting thousands of miles from our shores, this war is not primarily about Afghanistan or Osama Bin Laden. It is about how strong we are as a nation... about what we are willing to do to maintain our way of life – which is being threatened in very real ways, as people have died going about their daily routines.

The people who flew airliners filled with innocent people into buildings filled with innocent people were not uneducated... they were not acting alone... and they were not unprepared to die trying to destroy our way of life.

They will not relent. So the question remains: what are we willing to do to protect our way of life? How will America rise to the challenge, and how will we become even stronger?

We must safeguard our nation. But we also must continue to invest in our people and our cities. This is not and cannot be an either or situation.

Clearly, there is no easy answer to how we fund the war on the homefront. Overcoming the overwhelming task can be accomplished. This country has done it before and can do it again.

Now is the time for all parties – cities, states, the federal government and our private sector partners - to rise to the challenge. And, we must succeed.

**CITY OF BALTIMORE**  
**SUMMARY OF EMERGENCY PREPAREDNESS COSTS FOR FISCAL YEAR 2002**  
**(Ending June 30, 2002)**

<b>Table 1. Summary of Emergency Preparedness Costs Incurred by City Agencies from September 2001 Through March 2002</b>			
<b>Agency</b>	<b>Personnel Expenses</b>	<b>Non-Personnel Expenses</b>	<b>Subtotal All Expenses</b>
Police Department	3,045,281	51,306	3,096,587
Fire Department	432,415	203,079	635,494
Health Department	383,463	162,858	546,321
Office of Transportation	45,027	5,011	50,039
Public Works – General Services	51,127	119,275	170,402
Bureau of Water and Waste Water	116,020	1,654,453	1,770,473
Circuit Court	0	58,000	58,000
Sheriff's Office	158,548	0	158,548
Mayor's Office of Information Technology	2,963	0	2,963
<b>TOTAL</b>	<b>4,234,844</b>	<b>2,253,982</b>	<b>6,488,826</b>

Note: All figures presented here are preliminary and subject to change.

<b>Table 2. Summary of Anticipated Remaining Costs for Emergency Preparedness in FY2002</b>			
<b>Agency</b>	<b>Personnel Expenses</b>	<b>Non-Personnel Expenses</b>	<b>Subtotal All Expenses</b>
Police Department	2,639,059	379,234	3,018,293
Fire Department	32,139	1,920	34,059
Health Department	94,500	256,250	350,750
Office of Transportation	0	61,100	61,100
Public Works – General Services	0	70,000	70,000
Bureau of Water and Waste Water	48,971	493,791	542,762
Circuit Court	0	215,000	215,000
Sheriff's Office	75,355	0	75,355
<b>TOTAL</b>	<b>2,890,024</b>	<b>1,477,195</b>	<b>4,367,219</b>

Note: All figures presented here are preliminary and subject to change.

CITY OF BALTIMORE  
AGENCY ACTIVITIES SINCE SEPTEMBER 11<sup>TH</sup>  
(Ending June 30, 2002)

I. Police Department – General Fund

*Actual expenses - \$2,527,827*

*Anticipated expenses - \$2,815,393*

*Activities/costs include:*

- *\$2,527,827 spent in personnel costs - regular time, overtime and benefits – and non-personnel costs including consultant payments - \$6,200 to Lou Anemone and \$34,566 to Richard Hunt*
- *\$2,815,393 anticipated in personnel costs with an estimate that the City will spend \$235,000 per pay period for 2 pay periods and another \$1.77 million for one pay period, assuming there is another attack. There is also \$383,744 for non-personnel costs such as plant traffic barriers and additional payments to the consultants.*

II. Police Department – Water and Waste Water Fund

*Actual expenses - \$568,760*

*Anticipated expenses - \$202,900*

*Activities/costs include:*

- *\$578,760 spent on regular time, overtime and benefits.*
- *\$202,900 anticipated future costs based on \$50,000 per pay period times four pay periods*

III. Health Department

*Actual expenses - \$546,321*

*Anticipated expenses - \$350,750*

*Activities/costs include:*

- *\$546,321 spent consists of personnel costs – regular time, overtime and benefits – diverted to bioterrorism activities, including personnel sent to work at anthrax testing and clinic sites*
- *\$350,750 anticipated costs include minimal ongoing personnel expenses for clinics and bioterrorism response as well as funding to strengthen the bioterrorism surveillance network (add staff, more training for hospitals, web based reporting system)*

IV. Fire Department

*Actual expenses - \$635,494*

*Anticipated expenses - \$34,059*

*Activities/costs include:*

- *\$635,494 spent for regular time, overtime and benefits for use of the fire boat in the Port and response to hazmat calls. Non-personnel costs relate to maintenance of the fire boat and Battalion truck responding to hazmat calls with an additional amount for equipment and supplies*
- *\$34,059 anticipated costs reflect decision to cease fireboat patrol. Costs are estimated based on weekly level of hazmat calls and maintenance*

V. Transportation Office

*Actual expenses - \$50,039*

*Anticipated expenses –\$61,000*

*Activities/costs include:*

- *\$50,039 spent consists of personnel –regular time, overtime and benefit - costs*
- *\$61,000 anticipated cost is for camera modification at the Emergency Operations Center and other City buildings (City Hall, Benton)*

VI. Bureau of Water and Waste Water

*Actual expenses - \$1,770,474*

*Anticipated expenses -\$542,762*

*Activities/costs include:*

- *\$1,770,474 spent represents costs for increased security and monitoring, including sample testing of the water distribution system, storm center coverage and labor and materials for welding manholes closed*
- *\$542,762 anticipated costs consist of ongoing personnel based on the average costs for four-week period for water sampling and security and additional costs for fencing, cameras, barricades, electronic door lock monitors, front entrance security, card readers, traffic barriers, automated gates and security contract costs*

VII. Department of Public Works – General Services

*Actual expenses - \$170,402*

*Anticipated expenses -\$70,000*

*Activities/costs include:*

- *\$170,402 spent in personnel functions – regular time, overtime and benefits – for renovating the Emergency Operations Center as well as \$10,000 in overtime costs as the Central Garage in the days following 9/11*
- *\$70,000 anticipated for installation of the ground source heat pump at the Emergency Operations Center*

VIII. Sheriff's Office

*Actual expenses -\$158,548*

*Anticipated expenses -\$75,355*

*Activities/costs include:*

- *\$158,548 spent in overtime salaries and wages, along with benefits*
- *\$75,355 anticipated personnel costs based on a \$10,000 per pay period plus overtime and benefits*

IX. Circuit Court

*Actual expenses -\$58,000*

*Anticipated expenses - \$215,000*

*Activities/costs include:*

- *\$58,000 spent for video cameras in the judges chambers*
- *\$200,000 anticipated cost for new, more secure garage doors for Courthouse East*
- *\$15,000 anticipated for video cameras in the Family Court division*

X. Mayor's Office of Information Technology

*Actual expenses -\$2,963*

*Anticipated expenses -\$0*

*Activities/costs include:*

- *\$2,963 spent for personnel overtime and benefits*