



One Year Later: A Status Report on the Federal-Local Partnership on Homeland Security

September 9, 2002

It has now been one year since the horrific attack on America on September 11, 2001. Since that time, every city across the nation has been confronted with the massive challenge of significantly upgrading security, emergency preparedness and response capabilities, and communication systems with the regional, state and federal partners. Mayors, at the forefront of our nation's homeland security efforts, have quickly and effectively responded to this new challenge as highlighted in this status report.

Mayors also recognize that we cannot secure our cities alone – and that a stronger federal-local partnership is essential. This status report finds that progress has been made in improving the federal-local partnership in areas such as aviation security, information sharing, and bio-terrorism preparedness. Mayors have worked closely with Homeland Security Director Tom Ridge, other key members of the Administration, and the Congress on these issues, and we expect that further progress will be made.

At the same time, however, mayors continue to wait for the federal government to fully meet its obligation in the federal-local homeland security partnership. To date, no significant financial assistance has been provided directly to cities across the country for this new domestic war against terrorism. We must ensure that our nation's first responders have the training, equipment and other resources necessary to protect our cities and thus the nation as effectively as possible.

MAYORS LEAD ON LOCAL HOMELAND SECURITY

Over the past year, mayors across the nation have worked to improve public safety in their own cities, and to build new partnerships with the private sector, metro-area communities, the states, and the federal government. Mayors have not been waiting for assistance from Washington to act. For example:

- **Cities have significantly tightened security and access to public buildings and public utilities.** Examples – Reno has created security teams for each government building; Anchorage re-keyed and changed codes at many public facilities; Charlotte has coordinated with local nuclear power plants to tighten security.
- **Cities have conducted vulnerability assessments of potential key targets.** Examples – Phoenix conducted security site assessments citywide; Chicago is a pilot site for the U.S. Department of Energy’s Critical Infrastructure Protection Program; Los Angeles conducted a six-month infrastructure needs assessment, identifying \$133 million in homeland security improvements.
- **Airports are more secure** – not just because mayors lobbied successfully for federalization of airport security screeners – but also because of actions taken at the local level. For example, Salt Lake City, spurred by the Winter Olympics, implemented an explosives detection system for all baggage nearly one year before the federal deadline. This was done as a direct result of Mayor Anderson’s leadership.
- **Mayors have worked closely with the private sector to make cities more secure.** Examples – Philadelphia and other cities have been meeting with building managers, and plant owners to promote additional security measures and coordination. Las Vegas works closely with private casino security forces.
- **Cities have expanded biological and chemical surveillance efforts.** Examples – Washington’s metro system now has detectors; Baltimore purchased dosimeters to detect radiation and has been testing water systems and reservoirs several times daily.
- **Cities have conducted many more exercises to help prepare for emergencies and improve response capabilities.** Examples – There were recent evacuation exercises in Orlando and mass casualty simulations in Pittsburgh. Kansas City held table top exercises to prepare for possible public health threats. Oklahoma City held protective equipment training for EMS and hospital personnel.
- **Cities have more and better equipment for our first responders.** Examples – New York now provides firefighters hand-held radiation detectors. Many cities have purchased additional protective gear to prepare for possible chemical or biological threats.

- **Cities have vastly expanded public information and education efforts.** Examples – Orlando published educational materials in English and Spanish on preparing for terrorism; Los Angeles has a homeland security educational program for its elementary and secondary schools.
- **Cities have improved emergency communications systems.** Example – Detroit is connecting radio systems used by police, fire, and EMS.

THE FEDERAL-LOCAL PARTNERSHIP

One month after September 11, The U.S. Conference of Mayors held an Emergency Safety and Security Summit attended by over 200 mayors, police chiefs, fire chiefs, and public health officials. At that Summit, the delegates developed *A National Action Plan for Safety and Security in America's Cities* which made recommendations in three areas related to homeland security: 1) Transportation Security; 2) Emergency Preparedness; and 3) Federal-Local Law Enforcement.

Our Summit and National Action Plan highlighted that, as the domestic troops in this war, it is important that local governments have both the resources and intelligence information they need to keep America's cities and the nation safe and secure. To that end, we are working closely with Homeland Security Director Tom Ridge with whom we have met many times, as well as other Cabinet Members and key officials in the Administration. Mayors have testified before numerous congressional committees. We have held numerous national conversations on homeland security since our Summit at our annual meetings, task force meetings, media events and through public webcasts. And, we have conducted and released several surveys of our members on issues directly related to homeland security.

In some key areas of the federal-local partnership, there has been progress. For example, 36 hours after the attacks of September 11 the Conference called for the federalization of airport security screening operations, which has become the law of the land with the creation of the Transportation Security Administration (TSA). However, in the area of new federal resources being provided to cities there has been little action, and the money that has been provided – such as in the area of biological defense – has been provided primarily through the states. Some key concerns regarding the federal-local partnership include:

KEY PRIORITIES

- **Direct funding to cities for first responders to help reimburse expenses already incurred for planning, training, equipment and overtime, and additional future needs in this area;**
- **Full funding for existing law enforcement resources such as the COPS program and Local Law Enforcement Block Grant. Local law enforcement officers are our first line of defense against domestic terrorism, and we must continue our aggressive efforts against traditional crime;**
- **Reimbursement for airport security improvements as mandated under the Transportation Security Act;**
- **Continued improvement in federal information sharing; and**
- **An improved border inspection system.**

Following is a detailed listing of some of the key recommendations contained in our National Action Plan, and the status of these recommendations at the federal level one year after the tragic and criminal attacks of September 11, 2001. The nation's mayors remain 100 percent committed to the domestic war against terrorism, and will continue to work within our cities and with our regional, state and federal partners to ensure that our cities and the nation are safe and secure, and that our metro economies can continue to prosper and drive the nation's economy toward recovery.

Homeland Security Block Grant

A survey conducted by USCM found that from September 11, 2001 through the end of 2002, cities would spend over \$2.6 billion on additional and mostly unbudgeted homeland security costs. To help reimburse cities for these costs and ensure that they have the resources needed to meet homeland security needs, mayors called for the creation of a new flexible Homeland Security Block Grant to be used for additional planning, training, equipment, and officer deployment through the use of overtime.

Federal Action: To date, local governments have received no new direct funding for first responder preparedness and terrorism prevention. At our urging, President Bush is proposing a \$3.5 billion first responders initiative which would provide funding for training, equipment and planning to the states. The states would then be allowed to design a formula for sub-allocating 75 percent of this funding to local governments, which has raised serious concern regarding when and if cities will receive this funding. Congress is moving forward through appropriation and authorization bills on this issue, but it is still very unclear how this new funding will be provided. Senator Hillary Rodham Clinton (NY) and nine other Senators have introduced a Homeland Security Block Grant Bill (S. 2038) which would provide funding directly to cities, which the Conference of Mayors strongly supports.

Existing Law Enforcement Resources

The Administration is proposing to cut funding for existing law enforcement programs such as the COPS program (80 percent cut) and the Local Law Enforcement Block Grant (merged and cut 20 percent). If approved by Congress, these cuts would result in a major reduction in the ability of mayors and the police to prevent and respond to both traditional street crime and the new threat of domestic terrorism.

Federal Action: The Senate has approved level funding for these programs, but the House has not yet acted on its FY 2003 bill. It is also worth noting that President Bush has vetoed emergency supplemental funding approved by Congress for additional grants to fire departments (\$150 million) and for improvements in communication systems (\$50 million).

Cabinet-Level Department of Homeland Security

To help streamline federal planning and coordination with local governments, mayors called for a Cabinet-level Office of Homeland Security to be authorized by Congress and given budgetary authority over all federal personnel and programs related to homeland protection.

Federal Action: President Bush has now called for the creation of a new Department of Homeland Security, which has been approved by the House and is pending in the Senate.

Federal-Local Information Sharing

Extreme concern was raised during the Emergency Safety and Security Summit by mayors and police chiefs regarding the lack of information sharing between the federal government and local governments. That is why mayors called for major changes in federal procedures including changes to the USA Patriot Act to remove legal barriers to the sharing of greater intelligence with local law enforcement, and at our urging legislation was introduced in the House and Senate.

Federal Action: Progress has been made with the FBI and INS now providing much more detailed information to local governments through the NCIC and other communications systems, through additional Joint Terrorism Task Forces and new Anti-Terrorism Task Forces, and with the deployment of the new Homeland Security Advisory System. In addition, the House of Representatives has passed legislation to amend the USA Patriot Act as called by the Conference of Mayors. The Senate Judiciary Committee has approved similar legislation, and it is hoped that the bill will make it through the Senate floor, and eventually be sent to President Bush. However, believe that intelligence sharing must be further streamlined, that new protocols regarding cooperation are still needed, and that a direct communication system between federal law enforcement and mayors and local law enforcement should be implemented.

Border Security

After September 11, the Conference of Mayors immediately recognized the importance of the nation's borders as the frontline in the nation's economic and physical security, where the business of transportation in international trade, cargo and freight processing and traveler and tourist processing is conducted 24 hours a day, every day. Noting that efficient trade, travel and security against terror are not mutually exclusive, the Conference called for coordinated, integrated border policy and major changes in the level of attention paid to border ports-of-entry including staffing of border agencies, the way that inspections are conducted, critically calling for immediate, rapid integrated implementation of technology as a critical component of "Smart Border" policy solutions to facilitate international trade, and achieve efficient cargo, worker and tourist movement.

Federal Action: While the Administration has stated support for free trade and job creation as a top priority, to date, local efforts to return freight, worker and tourist movement and processing to pre-9/11 levels have been stymied by inspection and crossing delays not least as a result of federal insistence on locating transportation inspection stations literally at border crossing points and failure to coordinate and consult with cities on the range of border issues. Smart, comprehensive integrated technology solutions are far from becoming reality at the nation's overland ports-of-entry. In addition, inspector staffing levels at

the border, particularly in the US Customs Service and INS have been severely affected by staffing losses to the Transportation Security Agency.

Aviation Security

President Bush signed the Aviation and Transportation Security Act on November 19, 2001 creating the Transportation Security Administration. The nation's mayors strongly support the full federalization of airport security screening, including screening all luggage and cargo for explosives, a greatly expanded air marshal program, uniform security standards for all airports, immediate and full funding to pay for airport security infrastructure improvements and the creation of a governing board comprised of key federal agencies, airline representatives, security experts, and mayors.

Federal Action: Airlines have reinforced cockpit doors with locks or steel bars. However, cockpit security will be accomplished when airlines meet the April 9, 2003 deadline to have installed reinforced cockpit doors on all aircraft. Checked and carry-on luggage is being inspected by dogs, randomly by screeners, and matching bags for explosives, guns, knives and razors. Yet, guns, knives, razors, and other potential tools of terrorists are getting on airplanes. We urgently need the federal government to respond and get the personnel and the explosive detection machines in all our 429 commercial airports immediately. The initial response from our airports to increase security was swift, positive, and without regard for cost. However, we now find ourselves making an equally strong commitment to meeting mandated airport security improvements with little guidance to actual cost or its funding sources. To date, our airports have received \$175 million from the FY 2002 Defense Appropriations Act for the first wave of immediate security improvements after September 11. This is \$269 million short of what was actually needed and does not include the \$3 to \$5 billion cost of acquiring explosive detection machines and building our airport needs, to meet the installation requirement.

We strongly urge Congress to approve full and accurate funding for airport security in the FY 2003 budget.

It is worth noting that less than a month after the President turned down \$5.1 billion in fiscal 2002 supplemental funding for homeland security, including \$480 million for the TSA, and \$150 million for airport security infrastructure improvements, on September 4, the President requested \$996 million of it back, including \$546 million for the TSA. Unfortunately, this request does not include money targeted locally for airport security improvements.

Rail Security

The nation's mayors called on lawmakers and the Administration to include in the Aviation and Transportation Security Act substantial funding to secure passenger and freight rail infrastructure and operations including system wide security upgrades, reimbursement of extraordinary security-related costs incurred since September 11, 2001, such as the hiring and training of additional police officers, canine-assisted security units, and surveillance equipment; completion of New York tunnel life safety projects and rehabilitation of tunnels in Washington, D.C. and Baltimore, and increased accessibility of Penn Station, New York City, for safety and emergency response situations as well as funding to greatly secure the national rail infrastructure outside of the Northeast Corridor.

Federal Action: The rail security issue is a urgent concern of the U.S. Conference of Mayors due to the fact that the bill calling for infrastructure and operational security improvements has languished in Congress since last October. Mayors call on Congress to support the proposal in the Homeland Security Bill that approves \$1.2 billion for Amtrak security upgrades and urgently request Congress to resolve differences in the stalled rail security bill and quickly approve this urgently needed security funding.

Port Security

President Bush signed the Aviation and Transportation Security Act on November 19, 2001 creating the Transportation Security Administration. The nation's mayors identified port security as a serious weakness in the nation's transportation infrastructure and called for inclusion of port security in the Security Act. Recognizing that last year U.S. seaports handled over \$737 billion in primarily containerized cargo and that the nation's 20 largest ports handle over 95 percent of U.S. international trade and that just 2 percent of the 6 million cargo containers annually are inspected, mayors called on creation of a federal grant program to enable ports to utilize new technologies, flexible federal funds to meet the unique local needs of seaports, and encouraged the federal government to enhance the communication among ports, local seaport security committees, labor and federal agencies such as the FBI, the U.S. Coast Guard, and the U.S. Customs Service.

Federal Action: As urged by the Conference, the Senate passed a bill in December that would create committees to evaluate port security and coordinate law enforcement responses to security threats at the nation's 50 most strategic seaports. It also would authorize a total of \$1.1 billion over 6 years for additional customs personnel, training and security improvements. On March 20, the House Transportation and Infrastructure Committee approved a bill that would authorize \$225 million in grants through fiscal 2005 to enhance port security. It would require the Transportation Department to evaluate security threats at each of the nation's 361 ports.

Mayors call on Congress to quickly move the bill out of Conference Committee for full approval.

Public Health: Biological and Chemical Preparedness

September 11 highlighted the growing concerns among public health officials and mayors about the preparedness of our public health system. The Conference called for an infusion of federal funds which would help to build the local public health infrastructure and begin to coordinate the needed resources at the local level.

Federal Action: In January 2002, the Department of Health and Human Services informed states on the distribution process for the \$1.1 billion that would be available to help them strengthen their capacity to respond to bioterrorism and other public health emergencies resulting from terrorism. The money would allow states to begin planning and building the public health systems necessary to respond. While specific language was included in the guidance that called for meaningful collaboration between state and local public health agencies, there was no system set in place for tracking local involvement in the state plans.

Recent reports have indicated that while local health departments were engaged in the initial planning stages for the state plans, many expressed concerns about the limited involvement in drafting and reviewing state plans, and about plans to allocate funds that would not meet local needs. It was noted that the distribution of local funding was at the state's complete discretion and some cities are concerned that politics could interfere with good public health policy.

Surveys Available

Surveys conducted by The U.S. Conference of Mayors on city costs related to homeland security and city priorities for homeland protection can be found at usmayors.org.