

FIGHTING TERROR

Administration's Budget Slashes
Counterterrorism Programs as Attacks
Continue to Increase Abroad

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The Department of Homeland Security (DHS) is responsible for advancing critical federal efforts to prevent and mitigate terror threats in the United States. DHS administers programs that assist state and local governments and other interested stakeholders in preventing and responding to terror threats and incidents. Although the Trump Administration proposed an overall increase in the budget of DHS by \$4.7 billion in Fiscal Year (FY) 2018, or 7.1 percent, numerous critical programs that mitigate terror threats are cut dramatically.

At the request of Senator Claire McCaskill, the Democratic staff of the U.S. Senate Committee on Homeland Security and Governmental Affairs examined the impacts of potential cuts to counterterrorism programs.

THE REPORT FOUND:

- Although DHS has informed the American people that “the United States is engaged in a generational fight against terrorists,” the Administration’s budget proposal for FY 2018 will cut \$582.8 million from critical counterterrorism programs that DHS administers.
- If the Administration’s budget proposal is adopted, critical counterterrorism grant programs like the Countering Violent Extremism Grant Program, the Complex Coordinated Terrorist Attacks Grant Programs, and the Law Enforcement Officer Reimbursement Program will be eliminated. Other counterterrorism programs are reduced dramatically.
- Visible Intermodal Prevention and Response Teams will be reduced by 74 percent. The Democratic staff of the Committee was informed by agency officials that although the operational plans are “fully scalable,” the 74 percent funding reduction will “limit” the presence of VIPR teams across the country.
- While the Administration’s budget calls for deep reductions to critical counterterrorism programs throughout DHS, nearly \$1.6 billion of the Administration’s budget proposal will be used to construct 74 miles of physical barrier along the Southwest border at a cost of approximately \$21.6 million per mile. No metrics have been developed or cost-benefit analyses conducted to systematically measure the contributions of a border barrier to border security.

COUNTERTERRORISM PROGRAMS HELP SECURE VULNERABLE SOFT TARGETS

The Department of Homeland Security (DHS) plays a critical role in preventing and responding to terrorist threats and incidents. According to DHS, “[t]he United States is engaged in a generational fight against terrorists, who seek to attack the American people, our country, and our way of life.”¹ DHS has informed the American public that “soft” targets, those locations that have open access to the public, are highly vulnerable to terrorist attack. According to DHS:

[T]errorist groups are urging recruits to adopt easy-to-use tools to target public places and events. Specific attack tactics have included the use of vehicle ramming, small arms, straight-edged blades or knives, and homemade explosives, as well as other acts such as taking hostages.²

DHS administers a variety of programs that assist state and local governments and other interested stakeholders in preventing and responding to terror threats and incidents. Homeland Security experts agree that these programs are necessary to adequately protect from terrorist attacks against soft targets. The former director of the National Counterterrorism Center under Presidents Bush and Obama, Michael Leiter, testified before this Committee that DHS’ counterterrorism programs “have been critical in situations like Orlando and Boston for preparing people to respond when the tragedy occurs.”³

The Police Commissioner for New York City echoed the importance of these programs: “This funding is absolutely critical. It is the backbone of our entire counter-terrorism apparatus.”⁴ Christian Marrone, a senior administration official in both the Obama and Bush Administrations and most recently the Chief of Staff of the Department of Homeland Security, stated, “We must ensure the men and women on the front lines have the tools and training they need to handle such situations.”⁵ In a joint op-ed, former DHS Secretary Michael Chertoff, former acting DHS Secretary and DHS Deputy Secretary James Loy, former TSA Administrator John Pistole, and Christian Marrone wrote:

¹ Department of Homeland Security, National Terrorism Advisory System Bulletin (May 15, 2017) (online at <https://www.dhs.gov/sites/default/files/ntas/alerts/National%20Terrorism%20Advisory%20System%20Issued%20May%2015%2C%202017.pdf>).

² *Id.*

³ Senate Committee on Homeland Security and Governmental Affairs, Testimony of Michael Leiter, *Hearing on Ideology and Terror: Understanding the Tools, Tactics, and Techniques of Violent Extremism*, 115th Cong. (June 14, 2017).

⁴ *Trump’s Unbalanced Homeland Security Budget*, The Atlantic (Mar. 23, 2017) (online at <https://www.theatlantic.com/politics/archive/2017/03/trump-budget-department-of-homeland-security/520512/>).

⁵ *Trump’s sluggish hiring could hamper anti-terror plans; Perhaps most crucially, Trump has not yet decided on a permanent leader of the FBI*, Politico (June 4, 2017).

Homeland Security secretaries have strongly advocated for a risk-based approach to national security. Threats to the United States are too varied, vulnerabilities too challenging, and potential consequences too damaging, to focus exclusively on one threat at the expense of all others. While border security and interior immigration enforcement are important priorities, they cannot come at the expense of terrorism prevention, narcotics and migrant interdiction at sea, and disaster preparedness.⁶

IMPACT OF THE ADMINISTRATION'S BUDGET ON COUNTERTERRORISM PROGRAMS

The Administration proposed an overall increase in the budget of DHS by \$4.7 billion in FY 2018, or 7.1 percent; however, numerous critical programs that mitigate terror threats are cut dramatically.⁷ Multiple programs structured to secure mass transportation and other soft targets are cut by over 50 percent or eliminated entirely.⁸ In total, the Administration's budget proposal for FY 2018 will cut \$582.8 million from critical counterterrorism programs that DHS administers.

PROPOSED CUTS TO DHS COUNTERTERRORISM PROGRAMS				
	FY 2017 Enacted Budget	FY 2018 Budget	Total Cut	% Cut
Countering Violent Extremism (CVE)	\$10,000,000	\$0	-\$10,000,000	-100.00%
Complex Coordinated Terrorist Attacks (CCTA)	\$35,940,000	\$0	-\$35,940,000	-100.00%
Law Enforcement Officer Reimbursement Program (LEO)	\$45,000,000	\$0	-\$45,000,000	-100.00%
Visible Intermodal Prevention and Response (VIPR) Operations	\$58,100,000	\$15,100,000	-\$43,000,000	-74.01%
Urban Area Security Initiative (UASI)	\$605,000,000	\$448,844,000	-\$156,156,000	-25.81%
State Homeland Security Program (SHSP)	\$467,000,000	\$349,362,000	-\$117,638,000	-25.19%
Emergency Management Performance Grants (EMPG)	\$350,000,000	\$279,335,000	-\$70,665,000	-20.19%
Port Security Grant Program (PSGP)	\$100,000,000	\$47,809,000	-\$52,191,000	-52.19%
Public Transportation Security Assistance	\$100,000,000	\$47,809,000	-\$52,191,000	-52.19%
TOTAL	\$1,771,040,000	\$1,188,259,000	-\$582,781,000	-32.91%

Despite deep reductions to critical counterterrorism programs at DHS, nearly \$1.6 billion of the Administration's budget proposal will support the construction of 74 miles of physical barrier along the

⁶ *Trump's Unbalanced Homeland Security Budget*, The Atlantic (Mar. 23, 2017) (online at <https://www.theatlantic.com/politics/archive/2017/03/trump-budget-department-of-homeland-security/520512/>).

⁷ Department of Homeland Security, *FY 2018 Budget in Brief* (May 2017).

⁸ Department of Homeland Security, *Federal Emergency Management Agency Congressional Justification*, FY 2018 (https://www.dhs.gov/sites/default/files/publications/CFO/17_0524_Federal_Emergency_Management_Agency.pdf).

Southwest border at a cost of approximately \$21.6 million per mile.⁹ U.S. Customs and Border Protection (CBP) has not developed metrics or conducted cost-benefit analyses that systematically measure the contributions of a border barrier to border security.¹⁰

Countering Violent Extremism Grant Program is Eliminated

The Countering Violent Extremism (CVE) Grant Program was created to assist states, local governments, and nonprofit institutions in enhancing the resilience of communities targeted by violent extremists, providing alternatives to individuals who have started down the road to extremism, and creating or amplifying alternative messages to violent extremist recruitment and radicalization.¹¹ According to the head of the interagency CVE Task Force, DHS received more than \$100 million in funding requests from applicants in 42 states, despite only having appropriations to provide \$10 million in two-year funding.¹² On January 13, 2017, DHS announced 31 individual grant awards for organizations located across the country, including in Boston, Minneapolis, Los Angeles, Detroit, Nebraska, Houston, Illinois, New Jersey, Texas, and New York City.¹³ Among the awardees were organizations devoted to countering ISIS's recruitment efforts within the United States and an organization devoted to rehabilitating former neo-Nazis and other domestic extremists.¹⁴

Upon confirmation, DHS Secretary John Kelly ordered a policy review of the CVE Grant Program.¹⁵ On June 23, DHS announced awards to 26 local law enforcement and community organizations.¹⁶ Secretary Kelly stated in a press release announcing the awards that "DHS is focused on stepping up efforts to counter terrorist recruitment and radicalization, including through close collaboration with state and local partners."¹⁷ Despite this commitment, the Administration's FY 2018 budget proposal eliminates funding for the CVE Grant Program.¹⁸

⁹ Department of Homeland Security, U.S. Customs and Border Protection, *Procurement, Construction, and Improvements: Fiscal Year 2018 Congressional Justification* (May 2017).

¹⁰ Government Accountability Office, *Southwest Border Security: Additional Actions Needed to Better Assess Fencing's Contributions to Operations and Provide Guidance for Identifying Capability Gaps* (GAO-17-331) (Feb. 2017).

¹¹ Department of Homeland Security, *Fact Sheet: FY 2016 Countering Violent Extremism (CVE) Grants* (July 6, 2016).

¹² Pub. L. No. 114-113 (2015) and Office for Community Partnerships, Briefing with Democratic staff of the Senate Homeland Security and Governmental Affairs Committee (June 9, 2017).

¹³ Department of Homeland Security, *Statement by Secretary Jeh Johnson Announcing First Round of DHS's Countering Violent Extremism Grants* (Jan. 13, 2017).

¹⁴ *Id.*

¹⁵ Department of Homeland Security: *DHS Awards Grants to Counter Terrorist Recruitment and Radicalization in U.S.* (June 23, 2017).

¹⁶ *Id.*

¹⁷ *Id.*

¹⁸ Department of Homeland Security, Federal Emergency Management Agency, *Budget Overview: Fiscal Year 2018 Congressional Justification* (May 2017).

Complex Coordinated Terrorist Attacks Grant Program is Eliminated

Following the terrorist attacks in Paris, France in 2015, DHS established the Complex Coordinated Terrorist Attacks (CCTA) grant program.¹⁹ This program is designed to help local law enforcement respond to a new form of terrorism—complex coordinated attacks. These attacks, which DHS has described as “more diffuse, difficult to detect, and less costly to implement” than terrorist attacks launched in the past, represent a new challenge to local communities in the targeted areas. CCTA grants will help law enforcement and other community institutions prepare for these difficult-to-predict attacks, and encourage cross-jurisdictional collaboration.²⁰

State, local, and territorial governments are eligible for the grants. The first awards under this program, for a total of \$35.9 million, are due to be announced in the next two months, and if the Administration's budget request is adopted, the first awards will be the last.²¹ The Administration's budget eliminates all funding for CCTA grants in FY 2018.²²

Law Enforcement Officer Reimbursement Program is Eliminated

The Law Enforcement Officer (LEO) Reimbursement Program offsets the costs of state and local law enforcement to provide security at airport terminals outside of the gated perimeter. Increased security standards were established following the attacks of September 11, 2001, and the LEO Reimbursement Program assists in mitigating the law enforcement costs.²³

Airport operators can apply for grants from TSA to defray the costs of partnerships between state and local law enforcement agencies and airport operators to keep visitors secure. In a single year, TSA administered as many as 324 agreements with airport operators to help cover the cost of law enforcement support at their airports.²⁴ Law enforcement officers serving at these airports provided approximately 2.5 million hours of service in just one year.²⁵

¹⁹ Department of Homeland Security, *Federal Emergency Management Agency Congressional Justification*, FY 2018 (https://www.dhs.gov/sites/default/files/publications/CFO/17_0524_Federal_Emergency_Management_Agency.pdf).

²⁰ Department of Homeland Security, *Notice of Funding Opportunity: Fiscal Year 2016 Program to Prepare Communities for Complex Coordinated Terrorist Attacks* (December 7, 2016) (https://www.fema.gov/media-library-data/1481122577571-484a17b27924f8882d259fa1c5e797d2/Fiscal_Year_2016_Program_to_Prepere_Communities_for_Complex_Coordinated_Terrorist_Attacks_NOFO_FINAL_20161207.pdf).

²¹ *Id.*

²² Department of Homeland Security, Federal Emergency Management Agency, *Budget Overview: Fiscal Year 2018 Congressional Justification* (May 2017).

²³ Pub. L. No. 107-71 (2001).

²⁴ Email from Office of Legislative Affairs, Transportation Security Administration, to the Democratic staff of the Homeland Security and Governmental Affairs Committee (June 14, 2017).

²⁵ *Id.*

The Administration's proposed budget for FY 2018 will eliminate the LEO Reimbursement Program completely, a reduction of \$45 million.²⁶ For the more than 300 airport operators that participate in this program, alternative sources of funding to meet law enforcement security requirements must be found.²⁷ Eliminating this funding will disproportionately impact the small and mid-size airports that depend on assistance from the LEO Reimbursement Program to meet their security requirements.²⁸

One such mid-size airport that will be impacted by the elimination of the LEO Reimbursement Program is the St. Louis Lambert International Airport. With the express acknowledgement that “the safety of our passengers is our number one priority,” the airport spends more than \$400,000 to meet airport security requirements.²⁹ The Airport Director for St. Louis Lambert International Airport, Rhonda Hamm-Niebruegge, stated:

It is critically important we offer a competitive and cost effective airport so we can be a strong partner with our air carriers and continue to grow. Even though St. Louis Lambert International Airport has been successful in doing so in recent years, we are seeing more and more unfunded mandates coming our way and we are concerned about the long term impact. ... [W]ithout the program all funding for law enforcement will come from other airport programs.³⁰

Visible Intermodal Prevention and Response Teams Are Reduced 74 Percent

Visible Intermodal Prevention and Response (VIPR) teams are multi-disciplinary groups of security officers deployed to various locations to prevent and deter acts of terrorism.³¹ VIPR teams typically consist of Federal Air Marshals, Behavioral Detection Officers, Transportation Security Specialists-Explosives, Transportation Security Inspectors, and canine teams.³² Based on current intelligence and threat information, VIPR teams are deployed to secure vulnerable areas by working closely with federal, state, and local law enforcement officials. In addition to VIPR's primary deployments to airport terminals and mass transit hubs, the teams assist with security operations at high profile events with large crowds such as the Super Bowl and Presidential Inaugurations.³³

²⁶ Department of Homeland Security, Transportation Security Administration, *Budget in Brief* (May 2017).

²⁷ *Id.*

²⁸ Email from Office of Legislative Affairs, Transportation Security Administration, to Democratic staff of the Homeland Security and Governmental Affairs Committee (June 12, 2017).

²⁹ Email from Rhonda K. Hamm-Niebruegge, Airport Director, St. Louis Lambert International Airport, to Homeland Security and Governmental Affairs Committee Staff (June 20, 2017).

³⁰ *Id.*

³¹ Briefing to the Democratic staff of the Committee on Homeland Security and Governmental Affairs by Department of Homeland Security, *Visible Intermodal Prevention and Response* (June 1, 2017).

³² House Committee on Oversight and Government Reform, Testimony of Roderick Allison, *Hearing on Federal Air Marshal Service: Oversight*, 114th Cong. (Sept. 17, 2015).

³³ Briefing to the Democratic staff of the Committee on Homeland Security and Governmental Affairs by Department of Homeland Security, *Visible Intermodal Prevention and Response* (June 1, 2017).

VIPR teams play a critical role in keeping passengers safe. Since the program's inception in 2005, VIPR has conducted more than 92,000 security operations, over 50,000 of which were conducted on mass transit and other non-aviation venues.³⁴ Regarding the operations of TSA and its VIPR teams, the chief of police for Amtrak testified that “Amtrak has found one of its most reliable partners to help keep ‘America’s Railroad’ safe.”³⁵

More than 31 million customers travel on Amtrak in a single year, a record number of riders.³⁶ On an average day, approximately 85,000 passengers are transported by more than 300 Amtrak trains.³⁷ Penn Station in New York City is the busiest train station in the country, totaling 650,000 visitors per day, more than the population of Baltimore.³⁸ This is more than double the number of visitors that move through Atlanta’s Hartsfield-Jackson Airport each day, the world’s busiest airport.³⁹ VIPR teams are deployed to these types of soft targets.

Despite the important work of VIPR teams deployed across the nation, the Administration’s proposed FY 2018 budget will reduce funding for VIPR teams by \$43 million. Seventy-four percent of the VIPR team budget will be cut, resulting in a reduction in the number of VIPR teams from 31 teams to only 8, and eliminating 277 full-time employees.⁴⁰

The FY 2018 Congressional Justification for TSA states:

By carefully applying the risk-based planning principles outlined in recently implemented VIPR Concept of Operations (CONOPS), TSA has number of VIPR teams needed to maintain an acceptable security posture from 31 to 8.⁴¹

The Democratic staff of the Committee, in contrast to the Congressional Justification, was informed by agency officials that although the VIPR CONOPS are “fully scalable,” the 74 percent funding reduction will “limit” the presence of VIPR teams across the country.⁴²

³⁴ *Id.*

³⁵ Senate Committee on Commerce, Science, and Transportation, Subcommittee on Surface Transportation and Merchant Marine Infrastructure, Safety, and Security, Testimony of Chief Neil Trugman, *Hearing on Assessing the Security of Our Critical Transportation Infrastructure* (Dec. 7, 2016) (S. Hrg. 114-582).

³⁶ Senate Committee on Commerce, Science, and Transportation, Subcommittee on Surface Transportation and Merchant Marine Infrastructure, Safety, and Security, Testimony of Chief Neil Trugman, *Hearing on Assessing the Security of Our Critical Transportation Infrastructure* (Dec. 7, 2016) (S. Hrg. 114-582).

³⁷ Amtrak, *National Fact Sheet FY 2016* (<https://www.amtrak.com/ccurl/1006/987/National-Fact-Sheet-FY2016.pdf>).

³⁸ *How to Squeeze 1,200 Trains a Day Into America’s Busiest Transit Hub*, The Star-Ledger (Nov. 24, 2013) (http://www.nj.com/news/index.ssf/2013/11/how_to_squeeze_1200_trains_a_day_into_americas_busiest_transit_hub.html)

³⁹ *World’s Busiest Airport? Atlanta Takes the Title, Again*, USA Today (Sept. 12, 2016) (<https://www.usatoday.com/story/travel/flights/todayinthesky/2016/09/12/worlds-busiest-airport-atlanta-takes-title-again/90271028/>).

⁴⁰ Department of Homeland Security, Transportation Security Administration, *Budget in Brief* (May 2017).

⁴¹ *Id.*

⁴² Briefing to the Democratic staff of the Committee on Homeland Security and Governmental Affairs by Department of Homeland Security, *Visible Intermodal Prevention and Response* (June 1, 2017).

Homeland Security Grant Program is Reduced by \$274 Million

The Department of Homeland Security's Homeland Security Grant Program (HSGP) was created to support state, local, and tribal efforts to prevent terrorism and other catastrophic events, and to prepare the nation for the threats and hazards that pose the greatest risk to the security of the United States.⁴³ The program, administered by FEMA, funds a range of activities, including planning, organization, equipment purchase, training, exercises, and management and administration across all core capabilities and mission areas.⁴⁴ DHS and FEMA are required to ensure that at least 25% of allocated grant funding is dedicated to law enforcement terrorism prevention activities.⁴⁵

The Department establishes state and local funding thresholds and evaluates grant applications using a comprehensive risk methodology focused on three principal elements: threat, vulnerability, and consequence. These elements account for various factors including known or suspected terrorist presence, value of targeted infrastructure, and population density.⁴⁶

HSGP is comprised of three distinct grant programs: the Urban Area Security Initiative, the State Homeland Security Program, and Operation Stonegarden.⁴⁷ The Administration budget proposal for FY 2018 reduces HSGP funding by \$273.8 million.⁴⁸ A 25% nonfederal cost match will be required for all grants.⁴⁹ Currently, no nonfederal cost match is required.⁵⁰

The Urban Area Security Initiative (UASI) assists high-threat, high-density urban areas with efforts to build, sustain, and deliver the capabilities necessary to prevent, protect against, mitigate, respond to, and recover from acts of terrorism.⁵¹ Thirty-three metropolitan areas are eligible for \$580 million in UASI funding in FY 2017, with the largest allocations available for the New York City, Chicago, Los Angeles, Washington, D.C., and San Francisco metropolitan areas.⁵² In addition, \$25 million was appropriated for the Nonprofit Security Grant Program within UASI.⁵³ The Administration's FY 2018 funding request would decrease total UASI funding by \$156.2

⁴³ Department of Homeland Security, *Notice of Funding Opportunity (NOFO) Fiscal Year 2017 Homeland Security Grant Program (HSGP)* (June 2, 2017).

⁴⁴ Department of Homeland Security, *Fiscal Year 2017 Homeland Security Grant Program Fact Sheet* (June 2, 2017).

⁴⁵ 6 U.S.C. § 607.

⁴⁶ Department of Homeland Security, *Fiscal Year 2017 Homeland Security Grant Program Fact Sheet* (June 2, 2017).

⁴⁷ Department of Homeland Security, *Notice of Funding Opportunity (NOFO) Fiscal Year 2017 Homeland Security Grant Program (HSGP)* (June 2, 2017).

⁴⁸ Pub. L. No. 115-31 (2017); Department of Homeland Security, Federal Emergency Management Agency, *Budget Overview: Fiscal Year 2018 Congressional Justification* (May 2017).

⁴⁹ Department of Homeland Security, Federal Emergency Management Agency, *Budget Overview: Fiscal Year 2018 Congressional Justification* (May 2017).

⁵⁰ Department of Homeland Security, *Notice of Funding Opportunity (NOFO) Fiscal Year 2017 Homeland Security Grant Program (HSGP)* (June 2, 2017).

⁵¹ *Id.*

⁵² Memorandum from the Federal Emergency Management Agency to Members of Congress (June 2, 2017).

⁵³ Pub. L. No. 115-31 (2017).

million.⁵⁴ The UASI program has been instrumental in assisting bomb squads, SWAT teams, and hazardous materials response teams in metropolitan areas throughout the country. Response vehicles, an ordnance disposal robot, bomb suits, and a “frag bag” purchased with UASI funds were utilized during the response to Faisal Shahzad’s attempted Times Square bombing in May 2010.⁵⁵ In May 2015, Philadelphia-area police, fire and medical emergency responders utilized tourniquets, mobile lighting, and technical rescue teams that were paid for and trained using UASI funding to respond to an Amtrak derailment that killed 8 and injured more than 200 passengers and crew.⁵⁶

All 50 states, the District of Columbia, and five U.S. territories are eligible for the State Homeland Security Program (SHSP) funding, with the largest allocation available for the state of New York and the smallest allocations available for the U.S. Virgin Islands, American Samoa, and the Northern Mariana Islands.⁵⁷ The Administration’s FY 2018 budget request would decrease SHSP funding by \$117.6 million.⁵⁸

This decreased figure includes funding for the Tribal Homeland Security Grant Program and Operation Stonegarden, which supports enhanced cooperation and coordination among U.S. Customs and Border Protection (CBP), the United States Border Patrol, and federal, state, local, tribal, and territorial law enforcement agencies.⁵⁹ SHSP funding has been used for a variety of state and local counterterrorism initiatives including support for a regional web-based emergency operations center in south Florida, interoperable communications equipment in Wisconsin, and chemical, biological, radiological, nuclear, or explosive incident response teams in North Dakota.⁶⁰

Emergency Management Performance Grant Program is Cut by \$71 Million

The Emergency Management Performance Grant (EMPG) Program, administered by FEMA, provides assistance to states and territories in order to sustain and enhance the effectiveness of their emergency management programs for all hazards preparedness.⁶¹ The EMPG

⁵⁴ Pub. L. No. 115-31 (2017); Department of Homeland Security, Federal Emergency Management Agency, *Budget Overview: Fiscal Year 2018 Congressional Justification* (May 2017).

⁵⁵ National Urban Area Security Initiative Association, *A Report on the Effectiveness of the Urban Area Security Initiative Program* (Aug. 2011).

⁵⁶ House Homeland Security Committee, Subcommittee on Emergency Preparedness, Response, and Communications, *Hearing on State of Emergency: The Disaster of Cutting Preparedness Grants*, 114th Cong. (Mar. 15, 2016) (H. Hrg. 114-59).

⁵⁷ Department of Homeland Security, *Fiscal Year 2017 Homeland Security Grant Program Fact Sheet* (Jun. 2, 2017); Memorandum from the Federal Emergency Management Agency to Members of Congress (June 2, 2017).

⁵⁸ Pub. L. No. 115-31 (2017); Department of Homeland Security, Federal Emergency Management Agency, *Budget Overview: Fiscal Year 2018 Congressional Justification* (May 2017).

⁵⁹ Department of Homeland Security, Federal Emergency Management Agency, *Budget Overview: Fiscal Year 2018 Congressional Justification* (May 2017).

⁶⁰ See, generally Broward County, Florida, *Broward County Commission Regular Meeting Minutes* (Dec. 6, 2016); Wisconsin Department of Military Affairs Division of Emergency Management, *Homeland Security Grant Program FFY 2016 Investment Budget* (Jul. 25, 2016); North Dakota Department of Emergency Services, *Homeland Security Program Page* (www.nd.gov/des/homeland) (accessed Jun. 17, 2017).

⁶¹ Department of Homeland Security, Federal Emergency Management Agency, *Budget Overview: Fiscal Year 2018 Congressional Justification* (May 2017).

program is referred to as “the backbone of the nation's emergency management system.”⁶² It is used by emergency management agencies throughout the country to supplement planning, training, exercises, emergency warning systems, personnel expenses, and public education associated with natural and man-made disasters.⁶³

In a single year, EMPG funds were used to train 236,996 state, local, and tribal personnel, conduct 17,621 community preparedness outreach campaigns, and sustain 27,463 emergency response systems.⁶⁴ The program is particularly supportive of rural jurisdictions that lack resources to develop sophisticated emergency management systems.

Despite the important work of this program, the Administration-proposed FY 2018 budget request reduces EMPG funding by \$70.7 million, or 20 percent.⁶⁵

Port Security Grant Programs is Cut by \$52 Million

The Port Security Grant Program (PSGP) directly supports maritime transportation infrastructure security activities.⁶⁶ It assists port authorities, facility operators, and state and local government agencies with training and exercises, enhanced domain awareness, and the prevention of, response to, and protection from chemical, biological, radiological, nuclear, and explosive attacks.⁶⁷ Applications for PSGP funding are reviewed by the U.S Coast Guard Captain of the Port in coordination with the U.S. Department of Transportation's Maritime Administration and are prioritized using a comprehensive risk formula based on threat, vulnerability, and consequence.⁶⁸ Past grant recipients include the Virginia Port Authority, the Port of New Orleans, the Port of Tacoma in the state of Washington, and the Michigan State Police.⁶⁹ The Administration's FY 2018 budget request would reduce PSGP funding by \$52.2 million.⁷⁰

⁶² Letter from John “Rusty” Russell, President, International Association of Emergency Managers, to Chairman Cochran and Ranking Member Mikulski, Senate Appropriations Committee (Feb. 4, 2015).

⁶³ Department of Homeland Security, *Notice of Funding Opportunity (NOFO) Fiscal Year 2017 Emergency Management Performance Grant (EMPG)* (June 2, 2017).

⁶⁴ National Emergency Management Association and International Association of Emergency Managers, *Emergency Management Performance Grants: Providing Returns on a Nation's Investment* (Mar. 16, 2013).

⁶⁵ Pub. L. No. 115-31 (2017); Department of Homeland Security, Federal Emergency Management Agency, *Budget Overview: Fiscal Year 2018 Congressional Justification* (May 2017).

⁶⁶ Department of Homeland Security, *Fiscal Year 2017 Port Security Grant Program Fact Sheet* (Jun. 2, 2017).

⁶⁷ Department of Homeland Security, *Notice of Funding Opportunity (NOFO) Fiscal Year (FY) 2017 Port Security Grant Program (PSGP)* (Jun. 2, 2017).

⁶⁸ Department of Homeland Security, *Fiscal Year 2017 Port Security Grant Program Fact Sheet* (Jun. 2, 2017).

⁶⁹ Email from Federal Emergency Management Agency, Congressional Affairs Division, to Homeland Security and Governmental Affairs Committee Staff (June 12, 2017).

⁷⁰ Department of Homeland Security, Federal Emergency Management Agency, *Budget Overview: Fiscal Year 2018 Congressional Justification* (May 2017).

Public Transportation Security Assistance Cut by \$52 Million

According to the Transportation Security Administration (TSA), there are more than 10 billion passenger trips on mass transit systems each year.⁷¹ In contrast, air travel constitutes approximately 932 million trips in a single year.⁷² Thus, ten times as many mass transit trips are taken each year as compared to air travel trips.

Public Transportation Security Assistance is a term used to describe three distinct counterterrorism programs.⁷³ The Transit Security Grant Program (TSGP) provides financial assistance to owners and operators of mass transit systems, including subways, buses, ferries, and commuter rail lines, to protect critical surface transportation infrastructure and the traveling public from acts of terrorism.⁷⁴ Agencies' eligibility for TSGP funding is based on the daily ridership and the historical eligibility of the transit systems' UASI jurisdictions.⁷⁵ The Intercity Passenger Rail Program provides supplemental funding to Amtrak to protect its passengers from terrorism, emergencies, and major disasters.⁷⁶ The Intercity Bus Security Grant Program supports infrastructure security activities for operators of private bus systems serving the nation's highest risk metropolitan areas.⁷⁷ Each year, carriers transport passengers for 750 million intercity bus trips.⁷⁸ For instance, Greyhound carries around 18 million passengers per year to 48 states and ten Canadian locations.⁷⁹

Public Transportation Security Assistance has been used to supply critical patrol teams, upgrade security cameras, and provide active shooter training for the Bay Area Rapid Transit system in San Francisco,⁸⁰ and to harden rail yards and provide bus security for the Washington Metropolitan Area Transit Authority.⁸¹ In 2015, the Kansas City Area Transportation Authority was awarded \$174,000 to develop a blueprint for responding to a potential terrorist attack on the region's bus system and to train employees on how to defuse hostile situations.⁸² Despite

⁷¹ Department of Homeland Security, Transportation Security Administration, *Budget in Brief* (May 2017).

⁷³ Pub. L. No. 115-31 (2017); Department of Homeland Security, Federal Emergency Management Agency, *Budget Overview: Fiscal Year 2018 Congressional Justification* (May 2017).

⁷³ Pub. L. No. 115-31 (2017); Department of Homeland Security, Federal Emergency Management Agency, *Budget Overview: Fiscal Year 2018 Congressional Justification* (May 2017).

⁷⁴ Department of Homeland Security, *Notice of Funding Opportunity (NOFO) Fiscal Year (FY) 2017 Transit Security Grant Program (TSGP)* (Jun. 2, 2017).

⁷⁵ *Id.*

⁷⁶ Briefing to Committee on Homeland Security and Governmental Affairs by Department of Homeland Security, *FY 2017 Homeland Security Grant Programs Roll-out Briefing* (Jun. 2017).

⁷⁷ Briefing to Committee on Homeland Security and Governmental Affairs by Department of Homeland Security, *FY 2017 Homeland Security Grant Programs Roll-out Briefing* (June 2017); Department of Homeland Security, *Notice of Funding Opportunity (NOFO) Fiscal Year 2017 Intercity Bus Security Grant Program (IBSGP)* (June 2, 2017).

⁷⁸ House Committee on Homeland Security, Subcommittee on Emergency Preparedness, Testimony on TSA Office of Security Policy and Industry Engagement Surface Division Director Sonya Proctor, *Protecting our Passengers: Perspectives on Securing Surface Transportation in New Jersey and New York* (June 21, 2016).

⁷⁹ Greyhound, *About Greyhound: Facts and Figures* (Apr. 2016) (<https://www.greyhound.com/en/about/facts-and-figures>).

⁸⁰ San Francisco Bay Area Rapid Transit, *2017 Report to Congress* (2017).

⁸¹ Washington Metropolitan Area Transit Authority, Finance & Administration Committee, *Approval of Transit Security Grants* (Sept. 16, 2010).

⁸² Kansas City Area Transportation Authority, *Kansas City Wins Grant to Combat Transit Terrorism* (July 30, 2015).

this critical work, the Administration's FY 2018 budget request would reduce Public Transportation Security Assistance by \$52.2 million.⁸³

CONCLUSION

The Department of Homeland Security is responsible for advancing critical federal efforts to prevent and mitigate terror threats in the United States. Budgetary cuts of this magnitude to a variety of important counterterrorism efforts will have significant negative impacts.

⁸³ Pub. L. No. 115-31 (2017); Department of Homeland Security, Federal Emergency Management Agency, *Budget Overview: Fiscal Year 2018 Congressional Justification* (May 2017).