We, the United States of America, are at war. We are actively engaged in a conflict against the Saddam Hussein regime. Nevertheless, this article will not focus on the conflict being waged thousand of miles away in the heart of the Middle East. Instead, it will attempt to canvass some of the shortcomings of the ongoing war on terrorism that is being waged in America's heartland and cities. This country was irrevocably shaken out of its protective slumber September 11th 2001. This rude awakening has forever changed the way that we will view our borders and the free access that makes this country great. During a terrorist strike, life and death decisions won't be made from the White House or even the Pentagon. County executives, mayors and municipal officers all over America will make these decisions. Although the founding fathers envisioned the federal government as the protector and the provider for the "common defense", that weight will be borne by the employees of local government. This "common defense" is a broad undertaking since there are thousands of vulnerable positions that terrorist may choose to exploit.

Astonishingly, as cities and states scramble to prepare to defend their citizens from what President Bush describes as the "evil doers," officials are frustrated that their battle plans have not received the financial support that other military conflicts demand. While our troops abroad have the most sophisticated military hardware at their disposal, frontline soldiers (identified in the press as first responders) here in the U.S. may not have all the equipment they need.

This article will examine the challenges states and cities face in this war on terrorism. We will explore some of the actions public officials have taken to thwart the threat of terrorist such as Osama Bin Laden and his sympathizers. Particular focus will

be placed on our first responders- police, firemen, and health care professionals –many of whom who gave their lives in the first battle of this epic confrontation. Finally, as we examine the battle plans and actions across the country, we will focus on preparations taking place in Baltimore, Maryland. Baltimore has taken several steps to guard itself in this war on terrorism and to enhance its homeland security. However, as we will learn, these efforts have not been cheap and are not without severe costs.

A Whole New World

The morning of September 11th, 2001, changed everything. The notion of relative invulnerability has been irrevocably challenged and changed. Before this date, elected and public officials' main concerns ranged from maintaining social services to repairing the potholes in our roads. Three thousand plus dead in New York City and several hundred at the Pentagon have forced these same officials to reshuffle their priorities. In addition to everyday government functions, local and state officials are responsible for the safety of the country's cities, "towns, bridges, reservoirs, pipelines, factories, power plants and ports".[1] According to one major study, the threat of biological attacks should be of major concern to local authorities.[2] Since effective biological weapon detectors for major buildings, intersections, subways and other areas where large crowds gather are not economically viable, readiness at the local level is critical in coping with a biological attack.[3] Local fire and police officials must be able to respond effectively to an attack and communicate quickly with federal authorities.[4]

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[1] MSNBC, MSNBC News, Terrorism & Security, States, *Cities Struggle with Security*, <http://www.msnbc.com/news/879030.asp?0cv=CB10>(March 4, 2003)
[2] Michael E. O'Hanlon et al., *Protecting the Homeland Security: A preliminary Analysis*, 67 (The Brookings Institution 2002).
[3] *Id*. at 68
[4] *Id*.

Indeed, in an assessment by the National Governors Association, enhancing bio-terrorism preparedness was one of many priorities identified by the nation's governors.[5] Other areas of responsibility include: 1) improving coordination between federal, state and local levels of government 2) developing interoperable communications[6] between first responders 3) rebuilding public health system to address bio-terror threats 4) securing points of entry at borders, airports and sea ports and 5) effectively deploying the national guard during an emergency or crisis.[7]

According to the U.S. Conference of Mayors, water and wastewater security, stadium and arena security, highway security, rail security and specialized training are additional priorities that need to be addressed.[8] In fact, many mayors view a chemical, biological or bomb threat as a greater concern than traditional crime.[9] Given the high concern over a biological or chemical attack, a clear majority of mayors plan to purchase specialized equipment and provide training for this contingency.[10] This training and equipment is essential for our frontline soldiers to effectively respond to another attack.

First Responders: Our Frontline Soldiers

According to the U.S. Conference of Mayors, there are nearly "650,000 police officers in the nation's cities who stand ready to work with federal agencies to make the

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[5] National Governors' Association, *States' Homeland Security Priorities*, 1 (issue brief of NATIONAL GOVERNORS ASSOCIATION) (August 19, 2002).
[6] interoperable is word describing systems that can communicate or work with each other.
[7] *Id*.
[8] The United States Conference of Mayors, *A National Action Plan for Safety and Security in America's Cities*, 5-14 (document from U.S.C.M.) (December 2001).
[9] Cities United for Science Progress, *One Year Later: Homeland Security: Mayors on the Frontline, Executive Summary of Findings*, 3 (emergency preparedness survey from CUSP)) (2002). Moreover, according to the survey while nearly three-fourths of surveyed mayors were satisfied with their preparedness plan in response to a terrorist emergency only a third of respondents were pleased with their ability to detect threats or risks. *See Id*. at 4.
[10] *Id*. at 5.

nation safer and more secure."[11] Additionally, fire and rescue and emergency medical services personnel are considered first responders as well.[12] Any response to a terrorist act would involve these frontline soldiers since local police, firemen and medics are always at the forefront of urban and municipal incidents. Reflecting on the Oklahoma City Bombing tragedy, former Governor Frank Keating concurred stating "the true heavy lifting of the initial rescue and recovery operations… was the task of local fire, police, and emergency medical personnel."[13]

Training and dependable communications are crucial in having first responders effectively react to terrorism.[14] The American Fire Service argued that current weapons of mass destruction training was invaluable and should continue under any plan to reorganize federal training programs.[15] Additionally, training should include more hospitals and medical professionals to "improve the ability of the health system to recognize and contain biological and chemical attacks."[16] Early recognition and intervention in such a scenario would reduce the number of casualties and costs substantially.[17]

Moreover, it is important that training include field exercises to test federal, state, and local coordinated emergency response systems.[18] In a simulation of a smallpox attack on the United States, massive confusion arose because of the complicated issue of

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[11] The United States Conference of Mayors, *A National Action Plan for Safety and Security in America's Cities*, 15 (document of the U.S.C.M.) (December 2001).
[12] The American Fire and Emergency Service, *Protecting Our Nation: The American Fire Service Position Paper on the Department of Homeland Security*, 1 (position paper of A.F.E.S.) (July 2002).
[13] Frank Keating, Catastrophic Terrorism: Local Response to a National Threat, http://www.homelandsecurity.org/journal/articles/Keating.htm> (accessed March 20, 2003).
[14] O'Hanlon et al, *Protecting the American Homeland: A Preliminary Analysis* at 68.
[15] The American Fire and Emergency Service, *Protecting Our Nation: The American Fire Service Position Paper on the Department of Homeland Security* at 4.
[16] O'Hanlon et al, *Protecting the American Homeland: A Preliminary Analysis* at 70.
[17] O'Hanlon et al, *Protecting the American Homeland: A Preliminary Analysis* at 70-71.
[18] *Id*. at 70.

federalism.[19] One participant, former Senator Sam Nunn, warned "' we're going to have absolute chaos if we start having war between the federal government and the state government.'"[20]

Effective communications equipment is also necessary to avoid chaos. When reflecting on the crisis response to September 11th, the National Governors Association noted that the "ability to save lives is directly proportional to the capability to communicate."[21] After the September 11th attacks, when firefighters, police, rescue workers and federal agents rushed to the Twin Towers and the Pentagon, they discovered that their radios were not compatible.[22] To avoid a repeat situation, it is vital that there are interoperable equipment standards for first responders and that the communications equipment of one responding party is compatible with others.[23] As a Brookings Institute study explained, "during a disaster, communication is essential to the coordination of relief efforts and the flow of information- both of which are necessary to keep emergency response systems functional and reduce stress and panic."[24] Despite these technological and training challenges, cities and states have not been paralyzed and have begun to take action.

War on Terror: The Local Battle Plan

State and local governments have already begun to implement their battle plans in the war on terror. According to a report by the United States Conference of Mayors,

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[19] Kennedy School News and Communications, KSG on the Hill, *Testimony to the Judiciary Committee of the United States*, <http://www.ksg.harvard.edu/news/onthehill/2002/kamarck_111402.htm> (accessed March 19, 2003).
[20] *Id*.
[21] National Governors' Association, *States' Homeland Security Priorities* at 2.
[22] David Clark, *Incummunicado: First Responders Still Struggling with Incompatible Radios* <http://homeland.cq.com/hs/aggregatedocs.do> (accessed March 5, 2003).
[23] National Governors' Association, *States' Homeland Security Priorities* at 2.
[24] O'Hanlon et al, *Protecting the American Homeland: A Preliminary Analysis* at 73-74.

these efforts have ranged from increased security at schools, public utilities and public buildings, to training city staff in safe handling of mail.[25]

In Scottsdale Arizona, for example, security has been increased at all special event, sports and entertainment venues. Anthrax response teams have been developed in Little Rock Arkansas. In Boston, city officials purchased protective equipment for their first responders.[26]

Actions have been taken on the state level as well. The State of Florida has created a regional task force to bring together surrounding state and local officials, law enforcement and other first responders to coordinate planning efforts and improve communication at all levels.[27] North Carolina has established a registry of biological and chemical agents.[28] Pennsylvania has ordered National Guard troops to watch the state's nuclear power facilities.[29] The Maryland Legislature has given the state's Secretary of Health and Mental Hygiene the authority to isolate and quarantine individuals to prevent the outbreak of disease caused by exposure to a deadly agent.[30]

These quick responses to terrorist threats have not come without costs. As our elected leaders will attest, effective security and preparedness comes with a "mammoth price tag."[31]

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[25] The United States Conference of Mayors, The Cost of Heightened Security in America's Cities, 11 (survey by U.S.C.M.) (January 2002).
[26] *Id*. at passim.
[27] The White House, *Summary of State Responses*, <http//www.whitehouse.gov/homeland/stateandlocal/> (accessed March 18, 2003).
[28] *Id*.
[29] *Id*.
[30] MD. Code Ann.., Health-General § 18-905 (a)(ii)(2002).
[31] MSNBC, MSNBC News, Terrorism & Security, States, *Cities Struggle with Security, supra.*

Financing the War on Terror

Waging war can be an expensive proposition. To pay for the war in Iraq, President Bush's initial request was for $79 billion alone. For cities and states, their engagement in the war on terror could conceivably last longer than the remaining battles against Saddam's regime. Local officials have already spent an estimated $2.6 billion in this war on terror from September 11, 2001 through the end of 2002. These unbudgeted costs included expenses for planning, training, equipment and overtime.

The Brookings Institute estimated that on the low end, it would cost governments $3.1 billion to adopt preferred options in enhancing homeland security. For example, it was estimated that with training it would cost $1.1 billion to expand the Nunn-Lugar-Domenici program[32] and improve training of medical personnel to recognize signs of a biological attack. Also included in the estimate was $500 million to stockpile antibiotics and vaccines both nationally and locally. Another $200 million would be necessary to purchase dependable inoperable communications equipment.[33]

With these tremendous costs, state and local officials have complained that federal assistance has been inadequate. President Bush's budget for fiscal year 2003 proposed $3.5 billion for first responders.[34] These funds would have been used for training and to purchase personal protective equipment, medical equipment, communications equipment, biological and chemical detection equipment, and other

[32] This program was "created to help cities deal with large scale terrorism [by providing] training to local police departments, fire departments, and hospitals in large cities for responding to an attack, particularly with conventional or chemical weapons." *See* O'Hanlon et al, *Protecting the American Homeland: A Preliminary Analysis* at 70.

[33] This $200 million figure is on the very low end. A joint Treasury and Justice department policy group estimates that $18 billion would be needed to replace all communications equipment used by state and local government. See David Clark, *Incummunicado: First Responders Still Struggling with Incompatible Radio, supra.*

[34] George W. Bush, *Protecting the Homeland*, Budget for Fiscal Year 2003, 17.

necessary items. Unfortunately however, for cities and states, the budget that President Bush signed into law left first responders with only $1.2 billion in new money.[35] Much of Bush's original proposal simply transferred money from existing programs for fire and police departments.[36]

In response to subsequent criticism, the Bush administration sought to cover the shortfall through a supplemental request that was recently approved.[37] In fact, Congress added an additional $230 million in funding.[38] The Bush administration has also proposed another $3.5 billion for first responders for Fiscal Year 2004 Budget.[39]

Fortunately, Bush's initial request for $1.2 billion in fiscal year 2003 to help state and local systems respond to bioterrorism attacks was fully funded.[40] According to Health and Human Services Secretary Tommy G. Thompson, the administration would provide nearly $1.4 billion in grants for fiscal year 2003 to enhance public health agencies and prepare hospitals for potential bioterror events.[41]

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[35] Martin Kady II and Andrew Taylor, Budget Fight Over 'First Responders' is Escalating <http//homeland.cq.com/hs/d…/news108-000000612011.html@allnews&pub=news&=tru> (accessed March 5, 2003).
[36] *Id*.
[37] George W. Bush, *Statement on Signing the 2003 Fiscal Year Omnibus Appropriations Bill*, Office of the Press Secretary, February 20, 2003. *See also Request for FY 2003 Supplemental Appropriations*, Executive Office of President, Office of Management and Budget (March 25, 2003).
[38] Email from Congressional Quarterly, Homeland Security listserv, to David Bradley, Special Assistant to the City Solicitor, Baltimore City solicitor's Office, *Homeland Security Daily* (April 14, 2003). According to the email the "supplemental spending package for the war in Iraq that includes $3.9 billion for the Department of Homeland Security, of which $2.23 billion - $230 million more than the administration requested will go to grants for local police, fire and medical services. Of that amount, $1.3 billion is for grants to state governments, which would have to distribute 80 percent of the money to local governments. Another $200 million is allocated for grants for protection of critical infrastructure.
[39] George W. Bush, *Department of Homeland Security*, Budget for Fiscal Year 2004, 149.
[40] George W. Bush, *Protecting the Homeland*, Budget for Fiscal Year 2003, 19.
[41] CQ, Homeland Security, HHS: 'Immediate' Funding Released for States' Biowar Defense, Smallpox Shots <http://homeland.cq.com/hs/home.do > (accessed March 21, 2003).

Despite this assistance, state and local officials also note that federal government mandates, the terror alert system and the administration's Iraq policy can also have an impact on a city or state's budget.

Hidden War Expenses

Federal mandates can increase costs for local jurisdictions. It is estimated that security mandates from Washington D.C. cost states $4 billion last year.[42] For example, the aviation security law enacted after September 11th added security responsibilities that state and local jurisdictions had to fulfill until federal officers were deployed.[43] The Transportation Security Administration ("TSA") ordered airports to replace departing National Guard troops with state or local officers to patrol many of the country's airports.[44] State and local officials have demanded that TSA pay for this service.[45]

Mandates in the Bioterrorism Act have also added expenses to local budgets. This act requires all community water systems serving populations greater than 3,300 to conduct vulnerability assessments and develop or revise an emergency response plan.[46] In Georgia, state agencies are funding and providing technical assistance, training and guidance to localities across the state.[47]

Cities also incur expenses when the federal government raises the Homeland Security Threat Level. Cities must pay for beefed up security around water supplies,

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[42] MSNBC, MSNBC News, Terrorism & Security, States, *Cities Struggle with Security*, <http://www.msnbc.com/news/879030.asp?0cv=CB10>(March 4, 2003).
[43] Jeremy Torobin, *All Politics is Local: Whitehouse Finds Some Resistance to Security Mandates* <http://homeland.cq.com/hs/aggregatedocs.do > (accessed March 5, 2003).
[44] David Clarke and Jeremy Torobin, *Locals Want Feds to Pay for Airport Cops* <http://homeland.cq.com/hs/aggregatedocs.do > (accessed March 5, 2003).
[45] *Id*.
[46] Georgia Water & Pollution Control Association, *Passage of Recent "Bioterrorism Act" Mandates Action From Over 200 Georgia Community Water Systems!*, <http://www.gwpca.org/Security/security_training.PDF> (accessed March 5, 2003).
[47] *Id*.

bridges and other potential targets.[48] Consequently, as Baltimore City Mayor Martin O'Malley noted, even though the nation is in high alert "there is still no federal money in place to support America's cities to deploy police officers, firefighters and health workers here in the front line of this particular theater of this war."[49]

Indeed, Baltimore is a good example of the fiscal and security challenges that cities face when confronting the war on terror.

Charm City and the War on Terror

It was your typical summer day in Baltimore's Inner Harbor. The sun was out and our nation's pastime was in full swing as families were arriving to Camden Yards to enjoy the back end of a Baltimore Orioles' doubleheader. However, this calm was rudely interrupted by the piercing scream of civil defense sirens across the city.[50] The sky was awash with a thick noxious smoke and thousands of fans had to be turned away from seeing their team do battle on the baseball diamond. Although unconfirmed, there was worry that the smoke was filled with unhealthy and dangerous chemicals. A sixty-car train carrying hazardous materials had derailed and was on fire.[51] With the heart of the city shut down and firefighters donning protective gear, Mayor Martin O'Malley had to rely on his firefighters' expertise and the city's emergency plans to get the city through this crisis.[52]

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[48] David Clarke, *Something's got to Give: Orange Alert Puts Cities in Red*, <http://homeland.cq.com/hs/aggregatedocs.do > (accessed March 5, 2003).
[49] MSNBC, Local News, *Homeland Security Could Break Baltimore's Budget*, <http://www.msnbc.com/local/wbal/A1538300.asp> (March 19, 2003).
[50] CNN, U.S., Baltimore Roads Reopened After Train Fire <http://www.cnn.com/2001/US/07/19/derailed.train/> (accessed April 14, 2003).
[51] *Id*.
[52] Kate Herman, Thinking About the Unthinkable: How Baltimore got a Firsthand Lesson In the Value of Disaster Preparedness, <http://www.ndol.org/blueprint/2001_nov-dec/22_unthinkable.html> (accessed April, 14 (2003).

This incident only reinforced O'Malley's belief in emergency preparedness. Since Sept. 11th, Baltimore has taken the lead in preaching the virtues of emergency preparedness particularly in the face of a bioterror attack. Indeed, O'Malley has moderated a series of national videoconferences on urban emergency preparedness, including one centered on bioterrorism.[53]

In confronting bioterrorism, it is a smallpox attack that has generated the most concern. Although lacking the dramatic flair of a smoked filled chemical fire, a smallpox attack can be very deadly. During the 1950s and 1960s, smallpox killed one out of every three individuals who caught the contagious disease.[54] Although eradicated in 1980, government officials fear that terrorist may have access to the virus and will attempt to use it against the American public.[55]

In response, President Bush announced a plan to vaccinate up to a half million health care workers.[56] Under the original plan, the federal government would work with state and local officials to form volunteer "Smallpox teams" to provide medical care in the event of a small pox attack.[57] After the initial vaccinations, a second wave of vaccinations would be offered up to 10 million or more health care workers, police and

[53] *Mayor O'Malley Hosts Internet Videoconference on Bioterrorism*, Press Advisory, Office of the Mayor (October 1, 2001).
[54] *Smallpox Vaccination Plan Leaves Many Questions Unanswered*, American College of Emergency Physicians News (ACEP newsletter), January 2003.
[55] *Declaration Regarding Administration of Smallpox Countermeasures*, Notice and Declaration, Dept. of Health and Human Services, billing code 4150-24 (January 24, 2003).
[56] *Smallpox Vaccination Plan Leaves Many Questions Unanswered*, American College of Emergency Physicians News (ACEP newsletter), January 2003.
[57] AMA Smallpox Program bulletin, p. 1

other first responders.[58] In the final phase, vaccinations would be offered to the entire U.S. population.[59]

Inevitably, there have been obstacles in implementing this plan. Critics argue that the risks of the vaccination program outweigh any desire to guard against a potential small pox attack that may never materialize.[60] According to experts, if you vaccinate the entire population, between 250 to 2,500 individuals will die and about ten times that number will suffer complications.[61] Already, three dozen cases of heart inflammation have been linked to the vaccine. Indeed, it is those risks that may explain why few volunteers have taken the vaccine. According to the Washington Post, "of the 450,000 healthcare workers states hoped to vaccinate, fewer than 32,000 have volunteered."

In addition to low participation, money is an issue as well. From the screening to the follow-up protocols, it costs an average of $249 per person for an immunization.[62] Nearly three times the cost budgeted by federal officials.[63]

These costs are also an issue for the City of Baltimore that has already begun immunizations. Over a period of four months, the City has spent $137,281.46 in implementing its smallpox vaccination program.[64] Not only has the monetary expense been significant, these costs have affected other important health services. According to

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[58] *Smallpox Vaccination Plan Leaves Many Questions Unanswered*, American College of Emergency Physicians News (ACEP newsletter), January 2003.
[59] Baltimore HD Press release 2/21/03.
[60] Ceci Connolly, *U.S. Smallpox Vaccine Program Short of Goal*, 129 Washington Post A1 (April 13, 2003).
[61] *Smallpox Vaccination Plan Leaves Many Questions Unanswered*, American College of Emergency Physicians News (ACEP newsletter), January 2003.
[62] *Id*.
[63] *Id*.
[64] *Baltimore City Health Department FY 2003 Bioterrorism Interim Report Workpapers*, Baltimore City Health Department (April 2003).

Ruth Vogel, director of the health department's Terrorism Preparedness and Response Commissioner's Office:

> Smallpox vaccine activities cost us the equivalent of 4 midlevel clinicians and 1 [fulltime] physician each at 15 working days of seeing patients (75 days of service). With salary, fringe and indirect costs on contracts for professional service, this costs [the health department] the equivalent of $35,536, which was entirely uncompensated and managed only by taking clinical resources from the STD clinics. The 75 patient-service-days represents 900 STD patient episodes. With our average disease prevalence, this would correspond to 90 cases of gonorrhea, 99 cases of Chlamydia, 7 cases of untreated syphilis, and about 6 cases of undetected HIV. From my experience at the smallpox clinics, there many [health] employees who were vaccinated by us, but they provided no clinical staff to serve, so the cost of running these clinics was borne entirely by clinical personnel that should be doing something else (treating STDs, giving childhood vaccinations).[65]

Liability is another concern for states, cities and other health care entities administering the vaccine. City health departments and other health care facilities are considered shielded from liability under section 304 of the Homeland Security Act (the

[65] E-mail from Ruth Vogel, Director, Terrorism Preparedness and Response Commissioner's Office, Baltimore City Health Department, to David Bradley, Special Assistant to the City Solicitor, Baltimore City Solicitor's Office, *FYI* (April 9, 2003).

"Act").[66] However, some health care experts are worried that provisions in the Act relating to the federal government's right of recovery for breach of contract may negate liability protections.[67]

In addition to liability concerns, there is the issue of compensation for adversely affected health care and emergency workers who receive the vaccination. Since negligence must be proven to recover from the federal government, some health care and emergency workers may seek recovery from state workers' compensation programs.[68] Therefore, location would determine what compensation, if any, an affected health or emergency professional would receive.

Congress has sought to address these issues by including $142 million for smallpox vaccination efforts in the recently passed Iraqi war supplemental.[69] $100 million would be spent to help defray the costs of inoculations. The remaining $42 million is dedicated to compensating those seriously harmed by the vaccine.[70] Whether this $142 million is enough to entice more volunteers and adequately reimburse cities and states for their smallpox vaccination expenses remains to be seen.

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[66] CDC, Questions and Answers, *Smallpox Program Implementation Liability Issues*, <http://www.bt.cdc.gov/agent/smallpox/vaccination/vaccination-program-qa.asp?type=cat&cat=Smallpox+Program+Implementation&subCat1=Liability+Issues> (accessed March 31, 2003). According to the CDC under Section 304, no claim for injury or death "attributable to a small pox countermeasure [can] be brought against entities or individuals who are covered by Section 304 protections." Covered entities and individuals include administering health care bodies and their officials, agents and employees as well as licensed health care professionals. Any remedies must be sought against the United States. A small pox counter measures include small pox vaccine, other substances used to treat or prevent small pox, or vaccinia immune globulin.

[67] ASTHO, *Smallpox Pre-event Vaccination: Liability and Compensation Concerns*, <www.astho.org/templates/ display_pub.php?u=JnB1Yl9pZD02OTU=> (accessed March 31, 2003) According to ASTHO "under existing language, minor, non-willful, or non-willful, or non-material negligence or breach of contract may negate liability coverage."

[68] *Id*.

[69] Nick Anderson, Congress Oks $79-Billion War Spending Measure, <http://www.latimes.com/news/nationworld/nation/la-war-warspend13apr13,1,4011824.story> (accessed April 14, 2003).

[70] *Id*.

Unfortunately, the nearly $140,000 Baltimore has spent on its smallpox vaccination program only represents a fraction of City's overall homeland security costs. Baltimore has spent $14,885,418 on homeland security since September 11, 2001. Of that, $12,382,799 came from City coffers. This covered costs for overtime, equipment purchases and personnel reassigned from other duties.[71] Although the City was able to use slightly over $2.5 million from state and federal assistance, none of this represented new federal funding but rather funds from pre-existing programs redirected to homeland security.[72] In terms of new funding as a result of September 11th, the City has received only $1,198,402.[73]

Given Baltimore's enormous financial obligations for the war on terror it is clear that more federal assistance is necessary. For fiscal year 2003, Baltimore has budgeted $3,859,500. However, even with additional federal and state funds, the City will not be able to cover the $8.3 million it estimates it needs for training.[74] Completely out of the question is the additional $120 million the City estimates it needs to fully fund its remaining domestic preparedness needs.[75] When one considers the actual costs in this war, one can appreciate the Mayor O'Malley's comment that "our nation cannot fund

[71] *Updated Homeland Security Expenditures, Funding, and Needs*, Memorandum to Mayor (February 19, 2003) There was $2.9 million in expenditures on police intelligence personnel reassigned to homeland security. Additionally, $884,840 was expended in salaries for City employees recalled to active duty in the U.S. military or Maryland National Guard. It is city policy to pay the difference in salary for military personnel and to pay the full salary for National Guard personnel.
[72] *Id*.
[73] *Id*.
[74] The City expects to receive an additional $1,687,677 from state and federal grants.
[75] *Id*. According to the City, these funds would pay for expenses such as new communications equipment, water /waste water plant conversion, chemical and biological response training.

America's homeland security on the back of property taxes and fire hall bingo proceeds" alone.[76]

Conclusion

With the war on terror raging, the entire country is on an alert status. The Topekas, Albuquerques, Wichita Falls, New Yorks and Baltimores of the world have attacked the war on terrorism with ranging degrees of preparation. Such preparation has come at a considerable expense and some cities like Baltimore have been forced to use general funds. These funds will come from core service areas and to some extent all of Baltimore will suffer. Indeed, as cities like Baltimore continue to gear up their emergency preparedness efforts, it is an open question whether these municipalities can continue to provide services at pre-September 11th levels.

[76] MSNBC, MSNBC News, Terrorism & Security, States, *Cities Struggle with Security*, <http://www.msnbc.com/news/879030.asp?0cv=CB10>(March 4, 2003).