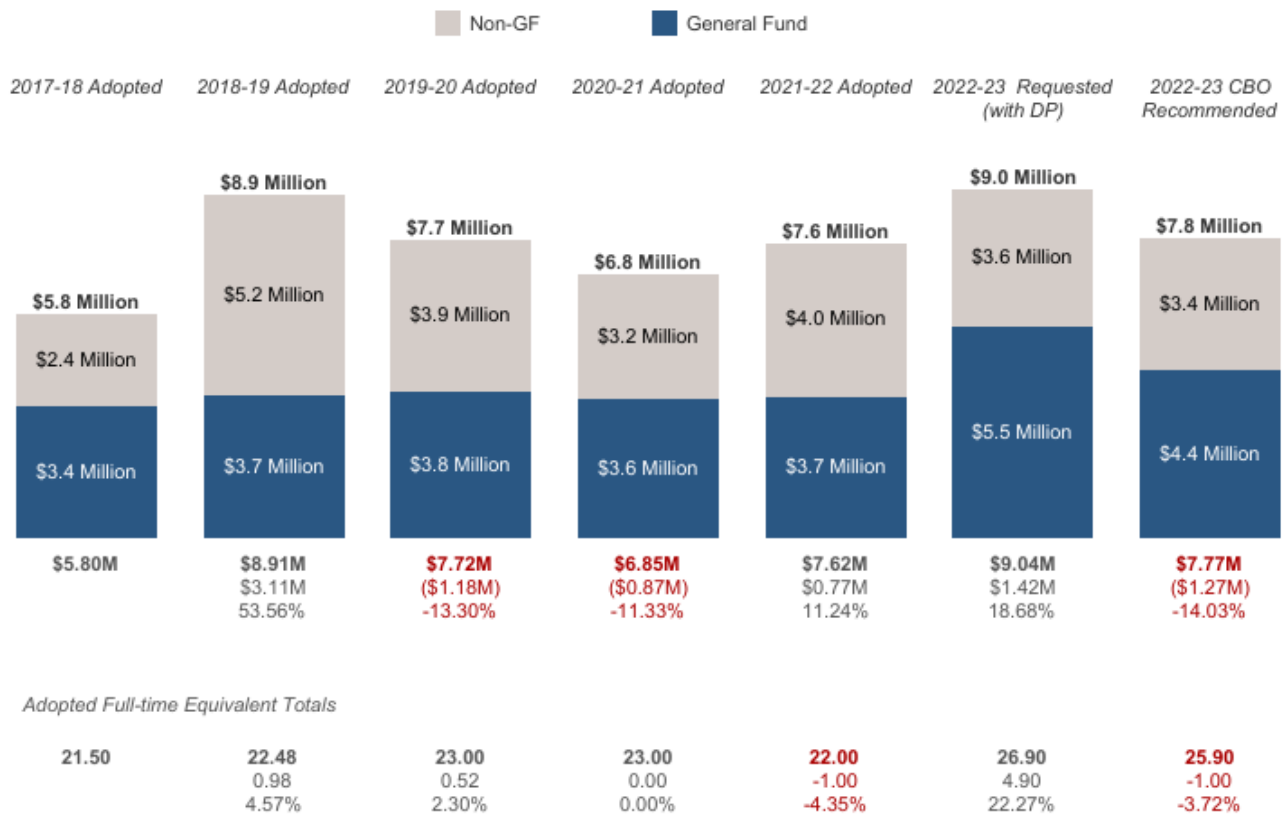




# Bureau of Emergency Management

## Adopted Budget Revenues | 5-Year Lookback



## EXECUTIVE SUMMARY

The Requested Budget for the Portland Bureau of Emergency Management (PBEM), including decision packages for FY 2022-23, is \$9.4 million with 26.9 positions. PBEM has submitted five decision packages for consideration. The following are recommendations of the City Budget Office:

- 13106 Disability Equity Program (CBO Recommends)
- 13148 Independent Assessment, \$225,000 of One-time General Fund resources (CBO does not recommend)

- 13149 Crisis Information Management Software, \$500,000 of One-time General Fund resources (CBO does not recommend)
- 13153 Shelter Coordinator, \$359,108 of One-time General Fund resources and 1.0 Limited Term FTE (CBO Recommends)
- 13154 Mitigation Program, \$200,000 of One-time General Fund resources (CBO does not recommend)

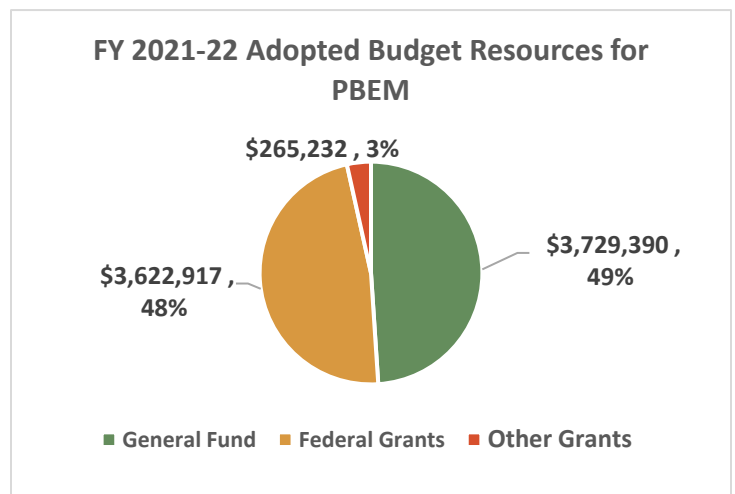
## BASE BUDGET & KEY ISSUES

These are the issues that you think are most salient, important, and timely for Council and/or the public to understand with respect to the bureau. These issues will often cross programs and potentially have implications for other bureaus as well. They can be significant because they pertain to:

### Financial and Performance Overview of PBEM in Year two of pandemic

#### Grant: General Fund relatively stable

The overall ratio of grants to general fund support for PBEM has remained relatively consistent over past four years, with modest fluctuations between 45-49% of resources derived from grants. CBO has highlighted the risk associated with reliance on grant resources for operations, specifically where the grants support larger expenses (example- costs of operating the City’s Emergency Coordination Center). Over time this funding source has proven more stable than other grant-funded programs at the City, and after nearly 20 years of relatively consistent resource receipt, the funds may be characterized as more reliable for PBEM.



Many grants received and managed by PBEM are pass-through, where the City is the regional hub and passes the resources to other local governments and partner agencies. These programs have continued during the pandemic, with adjusted service delivery models as applicable.

#### Current year financial position

The bureau has experienced highs of nearly 20% of authorized positions being vacant over the past 1-2 years, and FY 2020-21 resulted in significant underspending of General Fund resources over the past four years. As of mid-FY 2021-22, the bureau has filled the majority of these vacant positions. CBO has reviewed current year spending of General Fund resources as compared to prior spending patterns; but the analysis is limited by the fact that PBEM has been without a dedicated finance manager since January 2020. This position was purposefully left vacant in FY 2020-21 pending reassignment to the newly created Community Safety Division in the Office of Management and Finance with the expectation the body of work would be centrally managed with other public safety bureau finances. This position has not been filled in OMF, and as such, there has been no dedicated resource to answer questions or manage PBEMs finances for a significant amount of time. Organizationally, this leaves holes in determining how PBEM is positioned financially at the mid-way point in the current fiscal year.

While the CBO can conduct cursory analysis of spending patterns, there is a significant amount of information the CBO generally receives from bureau finance managers- often a qualitative component to the quantitative reports gleaned from City finance systems. If the CSD is now responsible for providing PBEM with financial support, CBO recommends the unit establish a service level agreement with PBEM, and more importantly, a consistent working relationship to share financial information in order to inform more timely decision-making ability with PBEMs leadership.

## **Changes in Service from Internal Planning Focus to Community Service Focus**

### **Recognition of Changing Services Over Time**

PBEMs central core service is to serve as the regional planning and coordination bureau for the City as part of its disaster preparedness. The bureau fosters a culture of resiliency, for both City bureaus and the community served by the City. These services are provided through the City's General Fund, however PBEM is somewhat unique in that its programs are considered to be included in the City's cost pool for overhead, where 100% of the program's costs are resourced by a split of General Fund discretionary and General Fund overhead resources.

City Financial Policies govern what is considered an overhead cost pool function, primarily the following criteria for FIN 2.08.02:

- The service is a benefit to all City Bureaus
- The service provides an oversight or regulatory function for City Bureaus
- The service exists within the General Fund
- If the bureau demand for a service is difficult to predict from one fiscal year to the next
- If the cost of a service are difficult to charge to customer bureaus through a rate times unit model.

At present, there may be programs that have grown over time at PBEM where there is clear benefit for emergency preparedness, however these programs are focused on providing services outside of the City. The CBO is charged with convening the General Fund Overhead Committee to review services in the cost pool. This committee will be meeting in the Spring of 2022 and it is the practice of the committee to review services in the City's overhead cost pool and the committee may bring recommendations to changes at this time. Any recommendations to change bureau programming to be included into the cost pool, or to be removed from the cost pool would be made to Council with the Fall Monitoring Process as there is potential for Current Appropriation Level (CAL) targets to be necessary as part of providing stability in services.

## **DECISION PACKAGES**

### **Disability Equity Program**

*13106, \$382,440, 1.00 FTE*

#### **Request Summary**

Requested General Fund one-time resources would fund a Limited Term Disability Equity Planner and approximately \$110,000 of external services over a two-year time period. The Disability Equity Planner would provide subject matter expertise at PBEM for planning, training, and emergency response in

accordance with the Americans with Disabilities Act (ADA). The proposal supports a one-time all bureau training on disability issues and ADA best practices for disaster planning response.

### **CBO Analysis**

In December 2021, the City Auditor released an audit titled Emergency Management: Pandemic highlights City's longstanding neglect of people with disabilities. Chief amongst the audits findings are:

- The City, specifically PBEM, does not have expertise or capacity for planning efforts to meet the needs of the disability community in the event of a large scale emergency event.
- Likewise, many bureau emergency plans are out of date, and are inconsistent in planning for the disability community in an emergency. PBEM is the central coordinating bureau responsible for City planning efforts.
- There is significant potential liability and risk to the City as evident in other jurisdictions where oversight or settlement agreements are utilized through the US Department of Justice (DOJ).
- Multiple bureaus are part of the solution to this issue, as evident in the fragmented assignment of roles and responsibilities between at least four bureaus (Office of Community and Civic Life, Office of Equity, PBEM, and the Office of the City Attorney).

PBEMs proposal is for one-time General Fund resources spread over two years to address the urgent issues raised by the 2021 audit. The bureau did not request ongoing funds as it would have been challenging to find a suitable offset in order to adhere to the Mayor's budget guidance. The bureau acknowledges that ongoing resources are likely required to ensure a meaningful response to gaps in current service, and one of the recommendations of the December 2021 audit was for such a position to be prioritized at PBEM. Opportunities to address equity highlighted in the audit findings are areas where a longer period of time and consistent (relentless) follow-up will be necessary to maintain compliance. Examples of this include the number of bureau emergency plans that are not only incomplete/out of date, but they also do not reflect ADA planning efforts.

It is important to highlight that the City has not uniformly resourced or named points of contact or expertise for ADA compliance, which spans several bureaus. The Police Bureau, the Office of Equity and Human Rights, and the Portland Bureau of Transportation each have separate decision packages specific to adherence with ADA compliance in their Requested FY 2022-23 Budget submissions. PBEMs proposal would not only aim to provide more equitable service to the disability community in Portland, but also address known liabilities in ADA compliance in effort to not open the City to further litigation which would benefit multiple bureaus and the City as a whole.

CBO recommends \$191,220 of one-time resources to hire a limited term position who will specialize in disability services for emergency management and ADA compliance. This represents 50% of the bureaus request, and this amount is primarily the result of overall constrained General Fund resources. There is certainly a need for multiple bureaus to play a role in ensuring the City meets the needs of disabled Portlanders, but there is currently no clear citywide structure clearly defining respective roles and responsibilities of involved bureaus. The Budget Office is separately recommending funding for a disability program consultant and an ADA Title II and Title VI investigator within the Office of Equity and Human Rights; through the work of these three requests the City should be able to both address immediate near-term needs and develop a streamlined recommended Citywide structure to ensuring enterprise-wide ADA compliance.

## **CBO Recommendation: 191,220 One-time General Fund | 1.00 FTE**

### **Independent Assessment**

*13148, \$225,000, 0.00 FTE*

#### **Request Summary**

PBEM requests \$225,000 in one-time General Fund resources to conduct an independent assessment of the service delivery model utilized by the Bureau. The outside consultant would review PBEMs financial support structure, programing, and functions as compared to national standards or similar sized jurisdictions.

#### **CBO Analysis**

Formerly a division within the Fire Bureau, PBEM was first established as the Portland Office of Emergency Management in 2004<sup>1</sup>, and then in 2012<sup>2</sup> the organization was codified as a Bureau. The bureau has been responsible for coordinating disaster response planning, mitigation planning, and tasked with expanded roles in City training and emergency response volunteer support since at least 2004. Resources are split between receipt of grants and City General Fund, and this has been consistent practice over time. Since 2012, the bureau has conducted intensive strategic planning efforts, beginning in FY 2011-12<sup>3</sup>, and continuing on a biennial basis through their most recent five-year strategic plans. These planning efforts involve multiple stakeholders in their development.

In its nearly twenty years as an independent entity Office, the office has predominantly provided operational support in key areas and managed Citywide training events and relatively short periods of emergency response activations (predominately snow/ice, wind, or other in weather related events). Over the past two years, however, the bureau has experienced internal changes while enduring multiple declared disasters and crisis incidents. It is important to highlight the bureau has not received new FTE authorization since March 2020, the onset of the COVID-19 pandemic, and the bureau has managed severe weather and smoke events while simultaneously managing the ongoing response for the public health crisis. It is timely for the bureau to undertake a comprehensive assessment as described in the submitted decision package given the changing dynamic nature of PBEM's work over the past two years, and the sunseting of the most recent strategic plan.

CBO does not recommend resources due to a lack of available General Fund one-time resources at this time.

#### **CBO Recommendation: \$0 one-time | 0.00 FTE**

### **Crisis Information Management Software**

*13149, \$500,000, 0.00 FTE*

#### **Request Summary**

PBEM requests \$500,000 of one-time General Fund resources to pursue new Crisis Information

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<sup>1</sup> 178616 Establish Portland Office of Emergency Management amend PCC 3 & 15

<sup>2</sup> 185304 Rename Portland Office of Emergency Management Portland Bureau of Emergency Management amend PCC

<sup>3</sup> 36881 Emergency Management Strategic Plan 2011-12

Management Software. The bureau did have a software provider, however the contract expired in 2020 and a new service has not been secured. This software would provide a standardized secure location for sharing emergency response information between PBEM and other bureaus or agencies.

### **CBO Analysis**

It is standard for emergency management agencies to have crisis management specific software. This allows for common reporting, privacy and security of sensitive information, and the ability to document resources as part of any reimbursement processes (federal, state, or local reimbursements). The bureau was in the process of transitioning from the legacy system and vendor in March 2020 when the pandemic began, and this project was deprioritized in order to stand up services at the Emergency Coordination Center (ECC), which have continued for the last 24 months.

In the absence of a formal crisis management system, PBEM has been overly reliant on separate systems which lack security or accessibility to partner agencies (example: the Microsoft 365 suite is not compatible with PPB operating systems). It is anticipated that the procurement and implementation of service specific software would result in efficiencies for end users and reduce risk for records management during emergencies. The dollar amount of this request is a rough estimate, and the final amount is likely to fluctuate pending a formal bid or Request For Proposals.

Due to constrained General Fund resources and competing proposals for said resource, CBO has not prioritized this request for recommended funding. CBO does recognize that pending the results of an internal agency assessment that this request is likely to come forward in subsequent budget processes as the bureau does not have dedicated resources for new technology outside of the current service level funding which is intended to support annual contract maintenance and support for selected software.

**CBO Recommendation: \$0 one-time resources | 0.00 FTE**

## **Shelter Coordinator**

*13153, \$359,108, 1.00 FTE*

### **Request Summary**

PBEM requests \$359,108 in one-time General Fund resources and 1.0 FTE to provide a dedicated point of contact for supporting shelter services for houseless persons during emergency or disaster events. At present the City does not have a dedicated resource supporting this work and has relied upon a patchwork approach of volunteers and existing staff to support shelter services most recently during severe heat, cold/snow/ice events, and wildfire smoke events.

### **CBO Analysis**

The current staffing model for emergency declarations in deploys in-the-moment activation and staffing efforts. However, recent increases in climate-driven emergencies has led to much more frequent activations across all seasons, presenting operational challenges for PBEM to adequately plan for sheltering and supporting houseless community members during these events. This proposal would add staff capacity that would be dedicated to supporting the full picture of emergency and disaster response, including working with partners, training and scheduling volunteers, and overall enhancements to support sheltering logistics. PBEM anticipates a continued reliance on City staff to support emergency shelters at City owned facilities (such as the Portland Building or Community Centers).

During winter weather activations in December 2021, PBEM coordinated approximately 13,240 hours of volunteer time (City, County, Metro, and community partners for a total of 773 volunteers). With multiple

sites operating and different logistics at each site it has been challenging operationally for the bureau to provide consistent support for volunteers without the continued reliance on current staff voluntarily increasing their workdays during emergencies. The bureau indicates this proposal can be considered one-time in that its first primary purpose and body of work would be dedicated to the development of systems to support the logistics of operating emergency shelters, recognizing that without ongoing dedicated resources the coordination efforts may be more easily transitioned to alternative providers once there are documents systems, plans and process in place to transfer to an outside partner.

CBO does recommend new General Fund resources for this request given the urgent need to rebalance emergency management workload for weather related activations. It is also critical to highlight the importance of this proposal due to the inability for small bureaus such as PBEM has limited capacity to internally realign. In addition, the majority of staff at PBEM have been working significantly increased hours without additional compensation due to FLSA classifications prohibiting overtime pay. The collective good will of staff has its limits and results in burnout and exhaustion. During the next two years CBO also recommends a transition planned for ongoing support be developed with partner agencies to transition this workload off of PBEM and into a base level planning for supporting the houseless community during emergencies.

**CBO Recommendation: \$359,108 one-time General Funds | 0.00 FTE**

## **Mitigation Program**

*13154, \$200,000, 0.00 FTE*

### **Request Summary**

PBEM requests \$200,000 of General Fund one-time resources to hire a consultant to augment existing staff work to identify outside resources (grants, private philanthropy) to support mitigation planning efforts. The contractor would research and develop hazard mitigation projects and seek resources to fund mitigation projects at the City.

### **CBO Analysis**

As discussed in the analysis of the bureau's base budget, PBEM is a bureau funded with approximately 49% of its resources coming from granting agencies. The largest grant supporting PBEMs ongoing operations is the Emergency Management Planning Grant (EMPG), which defers operating and ownership costs of the City's Emergency Coordination Center (ECC). At present, neither the bureau nor the City has a dedicated resource actively searching for grants or philanthropic agencies to fund disaster mitigation and hazard panning efforts.

Over the past two years the City has been faced with the need to respond to disaster declaration for a wide variety of events such as: wildfire smoke, floods, landslides, and excessive/severe heat and snow events. In addition, there is the ever-present threat of a major earthquake on the Cascadia subduction zone, and as recently experiences, prolonged disaster response to a global pandemic.

Each of these respective hazards represents one potential area to place focused planning disaster response. Without internal capacity to solicit or apply for outside resources, the bureau becomes more dependent on the fluctuation of available new General Fund resources where requests from one bureau are weighed against other City priority areas. CBO encourages the bureau to continue its pursuit of new resources to support hazard planning efforts at the City through outside resources, assuming that one-time grant resources will be scoped to support specific one-time projects per financial policy. As proposed, this request does not commit the City to future ongoing operations, rather its intent is to

diversify the resource base in support of specific projects.

While the proposal is promising for its return on investment, due to the lack of available one-time resources CBO does not recommend this request. In the event this resource is determined to be of higher priority elsewhere in the bureau’s financial planning efforts, the CBO recommends potential reallocation of internal resources during next fiscal year given the historical underspending which predates the pandemic.

**CBO Recommendation: \$0 one-time resources | 0.00 FTE**

## SUMMARY OF REQUESTS AND RECOMMENDATIONS

Below is a summary of PBEM’s total budget.

		2021-22 Adopted Budget	2022-23 Requested Base (A)	Bureau Decision Packages (B)	CBO Recommended Adjustments (C)	Total Recommended Budget (A+B+C)
Revenue	Intergovernmental	\$3,888,149	\$3,332,739	\$151,954	(\$151,954)	\$3,332,739
	Interagency Revenue	\$62,314	\$86,416	\$0	\$0	\$86,416
	General Fund Overhead	\$2,003,149	\$2,187,014	\$966,614	(\$647,418)	\$2,506,210
	General Fund Discretionary	\$1,663,927	\$1,615,843	\$699,934	(\$468,642)	\$1,847,135
<b>Revenue</b>	<b>Sum:</b>	<b>\$7,617,539</b>	<b>\$7,222,012</b>	<b>\$1,818,502</b>	<b>(\$1,268,014)</b>	<b>\$7,772,500</b>
Expense	Personnel	\$3,837,075	\$3,511,939	\$645,222	(\$265,438)	\$3,891,723
	Internal Materials and Services	\$1,036,070	\$1,092,790	\$0	\$0	\$1,092,790
	External Materials and Services	\$2,744,394	\$2,571,187	\$1,173,280	(\$1,002,576)	\$2,741,891
	Contingency	\$0	\$46,096	\$0	\$0	\$46,096
<b>Expense</b>	<b>Sum:</b>	<b>\$7,617,539</b>	<b>\$7,222,012</b>	<b>\$1,818,502</b>	<b>(\$1,268,014)</b>	<b>\$7,772,500</b>