

Analysis By: Christy Owen

PORTLAND BUREAU OF EMERGENCY MANAGEMENT

All Funds Budget Summary	Adopted FY 2014-15	Request Base FY 2015-16	Decision Pkgs FY 2015-16	Request Total FY 2015-16	Percent Change
Resources					
Intergovernmental Revenues	\$1,358,254	\$2,350,415	\$0	\$2,350,415	73.0%
Interagency Revenue	10,000	10,000	0	10,000	0.0%
General Fund Discretionary	2,217,084	1,048,840	560,109	1,608,949	-27.4%
General Fund Overhead	1,183,147	1,212,345	647,412	1,859,757	57.2%
Total Resources	\$4,768,485	\$4,621,600	\$1,207,521	\$5,829,121	22.2%
Expenditures					
Personnel Services	\$1,514,234	\$2,161,383	\$192,468	\$2,353,851	55.4%
External Materials and Services	1,313,029	1,703,192	99,167	1,802,359	37.3%
Internal Materials and Services	738,925	757,025	18,754	775,779	5.0%
Capital Outlay	0	0	897,132	897,132	NA
Fund Transfers - Expense	1,202,297	0	0	0	-100.0%
Total Requirements	\$4,768,485	\$4,621,600	\$1,207,521	\$5,829,121	22.2%
Total Bureau FTE	13.00	18.00	2.00	20.00	53.8%

Percent Change is the change from FY 2014-15 Adopted Budget to FY 2015-16 Total Requested Budget.

Key Issues

Strategic Planning and Significant Projects

The Portland Bureau of Emergency Management (PBEM) is the City's central coordinating bureau responsible for leading emergency preparedness initiatives and planning within the City, and to some extent the Portland Metropolitan region. In the spring of 2014, PBEM began a three-year work plan primarily geared towards advancing emergency preparedness initiatives, hazard mitigation planning, and to broaden citizen awareness of resource availability in the event of an emergency. Included in this strategic plan is PBEM's goal for the City of Portland to receive national accreditation through the Emergency Management Accreditation Program (EMAP) by 2016. Few communities have achieved this national standard, and PBEM reports that this summer the bureau will submit an initial compliance assessment. Results of this initial assessment will better determine if the City is on track for receiving EMAP accreditation in 2016.

FY 2013-14 was the first partial year that PBEM moved operations to the Emergency Coordination Center (ECC). The facility provides a location to conduct training exercises for bureau emergency contacts and Neighborhood Emergency Teams (NETs). Since opening in 2013, the ECC was brought online 17 times for training exercises, planned event response, and responding to unplanned emergency incidents. There were two planned tabletop exercises where the Disaster Policy Council was convened to model responses focused on earthquake scenarios. Additional exercises were held to test the City's recently completed Damage Assessment Plan; this exercise involved staff from multiple bureaus in the City. By convening

these events, the bureau is able to learn and document process improvements while ensuring the ECC is meeting the functional requirements in anticipation of activating the ECC in real emergency situations.

Starting in July 2014, PBEM in conjunction with other City stakeholders from the Bureau of Development Services (BDS), the Office of Management and Finance (OMF), and the Portland Development Commission (PDC), began the process to outline work that would be required to inventory buildings within the City that are defined as being Unreinforced Masonry (URM) and pose significant threats in either human-caused or natural disaster situations. Funds were approved in the Fall BMP for BDS to hire a limited-term structural engineer to refresh the City's current inventory of URM structures which are primarily located in the Central Business District and in Old Town/ Chinatown. The previous inventory was conducted from 1993-1996, and the data is out of date and likely inaccurate due to any retrofits or demolitions that may have occurred in the past 20 years. The project is moving forward with two Technical Committees and a (yet to be convened) Policy Committee working to set appropriate retrofit standards and timelines, identify financial constraints, and provide URM policy recommendations to Council. The project team is targeting 2016 to complete the baseline inventory analysis and to prepare recommendations to Council if changes in current policy are suggested.

Historically, PBEM has been the recipient of pass-through grant funds supporting regional emergency preparedness grants; these funds are primarily designated through the Urban Areas Security Initiatives (UASI) and Emergency Management Performance Grant (EMPG). The EMPG resources are specific to PBEM and the UASI funds were primarily dispersed to regional partners. The federal resources impacting this region have been limited in recent years, the grants received by PBEM have been more local in scope, and specifically the EMPG funds support ongoing operations in the bureau more so than one-time activities. The bureau relies on the EMPG grant for planning and operations expenses associated with the ECC. Loss of this grant resource would significantly impact PBEM's current service level operations. In 2014, PBEM was awarded a Federal Emergency Management Agency (FEMA) Pre-Disaster Mitigation Grant to update the 2010 Natural Hazard Mitigation Plan. A consultant will be retained in the spring of FY 2014-15 to begin this project, and the bureau anticipates the updated plan to be complete in 2016.

PBEM's Five-Year financial outlook assumes the continuation of General Fund resources plus growth attributed to inflation. This projection also includes EMPG funds continuing in support of current service level operations within the bureau. The most significant risk to the bureau's projections is the potential loss of grant revenues that support ongoing services. Without dedicated resources, PBEM would require additional General Fund appropriation; otherwise, programs would either be scaled back or eliminated. CBO recommends the bureau continue to pursue grant opportunities for one-time expenses and lessen the reliance on grant funds for ongoing operations.

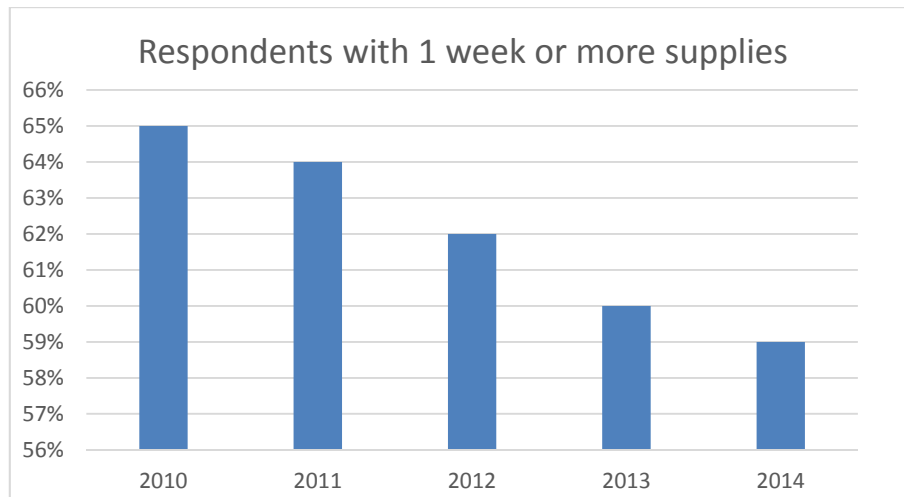
Emergency Preparedness Key Performance Measures

The FY 2014-15 Adopted Budget included emergency preparedness as one of three citywide priority areas, and PBEM is the lead bureau for reporting on Citywide performance on emergency preparedness initiatives. In the past year, the bureau has worked with the City Budget Office and where appropriate, bureau asset managers to develop and report on Key Performance Measures (KPMs) on a quarterly basis.

Determining what would be accurate KPMs for citywide emergency preparedness and resiliency has been a challenging process. It would be different to gauge success in fostering a more resilient City-owned infrastructure since projects that would harden infrastructure are multi-year projects and may not experience movement on a quarterly basis. However, this does not mean that the City should not report on the status of infrastructure projects even if movement is slower over time because the goal of the metrics is to keep the issue in the forefront and inform Council decision throughout the budget monitoring and development process.

One significant measure where there was improvement in Citywide KPMs is the reported increase in the percent of bureaus having Continuity of Operations (COOP) plans that meet or exceed FEMA standards. COOP plans are planning documents geared towards ensuring the continuity of essential city services in the event of a natural or human-caused disaster or other disruption. At present, 58% of bureaus have a COOP plan that meets this standard, up from 50% at the start of the fiscal year. However, there are several large bureaus that do not have plans that meet this standard. For the bureaus that do provide public safety or essential services, it is important to report on this metric on a by-bureau basis so that Council is aware of which bureaus are in need of extra direction to meet this citywide KPM. In order to further COOP planning in the City, PBEM has requested 1.0 limited term FTE, discussed in the review of Decision Package EM_03.

One outward facing KPM is the percent of city residents with one week of emergency supplies on hand, as reported in the Auditor's annual survey. This measure is a gauge of residents' preparedness to meet essential needs in the immediate time after a disaster before either outside aide is received or essential services are restored. The chart below shows the past five years of responses to the survey question.



While the trend shows that fewer residents in Portland are reporting that they have one week or more of supplies on hand, it is important to note that FEMA's annual Preparedness in America for 2014 reports that nationally the number of households with adequate emergency supplies is 52% and additional survey questions delve into the content of the supplies and if the supply kits are regularly updated¹. FEMA reports that the reliability of the household kits may not be to the standards that FEMA would recommend, but what individuals perceive as the appropriate level of supplies for emergency response.

The City's survey is not as comprehensive as the national FEMA survey, and the City has never conducted a more comprehensive emergency preparedness survey to gauge the resident's adequacy of emergency planning and perceptions of readiness in the event of an emergency. CBO recommends PBEM consider the potential for conducting a local emergency preparedness survey in the coming years to provide baseline data and measure effectiveness of citywide KPMs related to outward facing programs, such as the NET and BEECN programs. In the event the bureau is projected to have underspending in discretionary resources in the current year, which would be consistent with the prior year spending patterns, the bureau could request a Spring BMP programmatic carryover to fund a survey specific to Portland residents.

Recently, PBEM began working with the City's Capital Asset Managers Group (CAMG) to create a KPM to measure the City's infrastructure resiliency for critical infrastructure and City-owned assets. As PBEM does not own the assets that will need to be reported on as a part of the measure it is very important for PBEM to be a part of the discussion with asset managers to ensure that measures of emergency preparedness are defined consistently so the group can report in the future. It is recommended that PBEM becomes part of the CAMG, especially as the City continues to report on the status of backbone infrastructure.

Decision Package Analysis & Recommendations

Program Coordinator Continuity of Operations Plan, EM_03, \$122,139, 1.00 FTE

PBEM has requested \$122,139 in one-time General Fund discretionary resources to fund 1.0 limited-term Program Coordinator that would be responsible for coordinating and assisting City Bureaus in the development of the required basic Continuity of Operations (COOP) plans. Once the updated and current plans are complete, PBEM anticipates that existing staff will be able to work with bureaus to ensure maintenance and compliance with Federal Emergency Management Agency (FEMA) standards. This request is PBEM's top priority in the FY 2015-16 Requested Budget.

Since 2008, PBEM has been working with Bureaus to develop their COOP plans which are the guiding tool for ensuring that essential services are ready to continue in the event of an emergency. A more formal effort started in 2013 to make COOP planning more of a priority Citywide. PBEM reports that only a handful of bureaus had some form of a COOP plan in place when this effort began in 2013, and many did not achieve the minimal FEMA standards. Since this time, the bureau has hosted a series of workshops with City COOP planners to assist in the development of COOP plans that meet more exacting FEMA minimum COOP standards. In 2014, PBEM created the first Citywide COOP that would be used to continue essential citywide functions following incidents, natural or human-caused, that disrupt business operations. The limited-term Program Coordinator would be focused on individual bureau COOP plans to ensure that the plans meet or exceed FEMA standards. COOP plans are robust operational plans for bureaus to develop. According to the Oregon Department of Emergency Managementⁱⁱ, the seven specific objectives of COOP plans are to:

1. Ensure the safety of employees
2. Ensure continuous performance of a department's essential functions
3. Protect essential equipment, records, and assets
4. Reduce disruptions to operations
5. Minimize damage and losses
6. Achieve an orderly recovery from emergency operations
7. Identify relocation sites and ensure operational requirements are met before disasters occur

Approximately 58% of bureaus have an adequate COOP plan, and the expected results for the requested Project Coordinator position is that the City would have 75% of bureau plans meeting or exceeding FEMA standards. The most complex part of developing the bureau COOP plan has proven to be documenting the narrative requirements, as most plans currently consist of lists of primary bureau contacts and inventories of equipment as opposed to detailing the exact responsibilities and roles of essential service providers during or immediately following an emergency. PBEM estimates that it would take three years of dedicated effort to receive 100% compliance with bureaus, as several large bureaus have deficient COOP plans which could take four to six months of effort to meet the minimal standards.

CBO recommends this request as there is a defined project scope to dedicate resources to move COOP planning forward citywide, focusing existing resources on updating and maintaining plans. Given the technical nature of COOP planning, the bureau should also consider the possibility of using contract services as this may get a qualified entity to be dedicated to COOP planning onboard earlier in the fiscal year due to the length of time recruitments take. In the past year, the KPM for bureau COOP plans has improved, and with additional focus on gaining bureau compliance in the coming year the KPM for overall City Emergency Preparedness should consider to show improvement. In order to work towards achieving 100% compliance citywide on a more accelerated timeline, CBO recommends a Citywide Budget Note directing bureaus that are currently not compliant to report to their commissioner in charge with quarterly status updates as to what efforts the bureau is making towards compliance and when the expected completion date will be. The intent of this Budget Note is to ensure that ongoing resources are not required to meet this citywide goal.

CBO Recommendation: \$122,139, 1.00 FTE

Seismic Building Assessment, EM_02, \$89,404

As part of the City's Continuity of Operations Plan (COOP), PBEM has identified the need to establish baseline seismic assessment data for existing City facilities. OMF Facilities is managing a Citywide contract for a Facilities Conditions Assessment, and this request will add a seismic assessment to the review process as these sites were identified by PBEM as locations considered essential and the current seismic status is unknown. This request is for one-time General Fund resources to increase the contract by adding this additional scope of work onto the general conditions assessments of fifteen City-owned facilities into the contract for seismic assessment.

One of the challenges for developing and measuring a citywide Key Performance Measure related to overall infrastructure resiliency and adequacy of Bureau COOP planning is that the City does not have an accurate baseline of the current seismic standards of the facilities and assets that would be used in an emergency or pose risk to employees and the public during working hours. Increasing the contract to include a seismic assessment for essential facilities to the baseline conditions assessment will fill the gap in data for two of the KPMs in the Emergency Preparedness priority area.

The current timeline for the first consultant's preliminary report is to have a draft assessment of OMF-Facility Services owned facilities by July 2015. If approved, the additional seismic assessment would be incorporated into the current scope of work with the anticipation that the assessments could be completed in the next fiscal year. CBO recommends this request is funded through the Facilities Major Maintenance account reserves. Without a current baseline inventory of the structural and seismic condition of essential city assets, it will not be possible to measure if efforts to increase resiliency have been effective. This package will increase Facilities Major Maintenance accounts and the facilities identified by PBEM that do not pay into the Major Maintenance program will be assessed their share of the cost of adding the seismic assessment portion to the contract. Bureaus that do not pay into the Major Maintenance program will be direct-charged their portion of the contract increase.

CBO Recommendation: \$0

Accessibility Upgrades at Sears Facility, EM_01, \$897,132, 0.00 FTE

The SFC Jerome F. Sears facility is located in southwest Portland and was conveyed to the City of Portland from the Department of Defense in FY 2012-13. The City acquired the property at no cost so long as the facility is primarily used for emergency operations. This request for \$897,132 would fund the upgrades to become compliant with current Americans with Disabilities Act (ADA), therefore allowing the facility to gain more operational benefit to the City. At present, the facility is primarily used for storage.

The goal of developing the Sears Facility is to eventually have a West Side Operations Center to ensure emergency services are available on both sides of the Willamette River. In the FY 2014-15 Fall BMP, resources were dedicated to replace and enhance the City's fueling infrastructure, including the installation of a new fueling system at the Sears Facility. This project is underway and is being managed within the Office of Management and Finance. The current planning document for the facility lists the ADA upgrades as the second phase of required construction that would have to occur prior to any City operations using the facility. Per the conveyance terms, approximately 35% of the facility would be held ready for an emergency leaving 65% available for bureaus to operate at the location. After some initial work with OMF-Facilities, the project scope has been designed to include the following ADA upgrades: installation of an elevator, correcting stairs, renovating restrooms, revising door locations, updating hardware, adding accessible parking, and updating the emergency egress.

The facility was rezoned in 2014 to allow for future utilization and for the installation of the above aforementioned fuel station. There have been no additional updates from OMF Facilities, which still rates the confidence level of the ADA construction phase as 'low confidence.' Without the ADA projects, the

additional phases that would allow for usage cannot commence. These phases of the project would include the seismic strengthening and facility hardening that would be required to meet essential facility standards and low-confidence cost estimates for the seismic upgrades and relocation of PBOT's de-icing function total \$8.4 million.

Cost estimates provided in early 2014 for facility operations and major maintenance contributions remain unchanged at \$767,840. There is no current estimate for the cost of Bureau of Technology Services at this location. There is no dedicated resource for the future costs of operating and maintaining the facility and there are no further occupancy plans solidified with other City bureaus. Without partner bureaus or tenants, the Sears Facility would require additional General Fund resources for the daily operations and maintenance. At present, there currently is a reliance on grant funds to pay for 50% of the current ECC operating costs. Grant funds covering daily operations carry more financial risk to the City.

CBO does not recommend funding the requested ADA upgrades in FY 2015-16 due to a lack of an overall project plan and funding plan for ongoing operations and maintenance. However, CBO does recommend if additional resources are available in the April 2015 forecast that dedicating funding towards developing a facility usage plan that includes a total project cost, timelines, and cost of facility operations. OMF-Facilities estimates this effort could be in the range of \$400,000-\$800,000.

CBO Recommendation: \$0

Assistant Program Specialist- BEECN Program, EM_04, \$98,846, 1.00 FTE

PBEM has requested 1.0 limited-term Assistant Program Specialist to serve as the bureau's Volunteer Program Developer responsible for developing the Basic Earthquake Emergency Communications Node (BEECN) volunteer team and to provide additional coordination resources for the City's Neighborhood Emergency Teams (NET).

The BEECN program began in winter of 2012 and established 48 BEECN sites, which serve as a place to go after a major earthquake to obtain emergency assistance. The primary focus of the BEECN program is to provide the communication infrastructure in the event that the telecommunications infrastructure is not working post-earthquake. Small emergency supply caches are located at each BEECN site. Each BEECN requires a group of eight trained volunteers, four per shift, who would respond in the event of an earthquake. Currently, there are few BEECN volunteers trained and ready to be deployed in the event of an earthquake, and the desired amount of volunteers would be 384 citywide. The program is set up to utilize BEECN volunteers as a proactive measure to get information to residents before a disaster occurs so they know where to go for receiving communications from the City during a disaster.

It is PBEM's plan to hire a limited-term volunteer coordinator dedicated to recruiting and training volunteers for the BEECN program. The position would work in conjunction with the NET program manager on enhancements and to the NETwork program with large employers and with local school districts developing a pilot Campus Community Emergency Response Team (C-CERT) program. Current volunteer support resources in PBEM are primarily focused on the ongoing support required to have

active trained NETs and the additional workload of establishing the BEECN program to its intended scope has taken more time than originally anticipated. Maintaining qualified trained volunteers capable of responding in the event of an emergency is a core program of PBEM as measured in the KPM to increase the number of neighborhoods with an active NET. At present, there is 1.0 FTE dedicated to the NET Program to recruit, train, and manage the network of active 570 NET volunteers. PBEM and Portland Fire & Rescue have trained and certified over 2,740 NET volunteers since the program held its first class in June of 1994.

Bureau performance measures tied to effective outreach are likely to increase from the current levels through funding this request. PBEM has identified this request for one-time funds because the bureau plans to have a dedicated increase in recruitment efforts for the identified programs, and once this is complete, the ongoing support and maintenance of the BEECN volunteer base would transition to the current Volunteer Coordinator position.

CBO does not recommend this request. While the position would support a defined body of work, it will be difficult to start new volunteer programs without additional resources available in the out-years to continue support should this program require additional support.

CBO Recommendation: \$0, 0 FTE

Endnotes

ⁱ http://www.fema.gov/media-library-data/1409000888026-1e8abc820153a6c8cde24ce42c16e857/20140825_Preparedness%20in%20America_August%202014%20Update_508.pdf

ⁱⁱ http://www.oregon.gov/OMD/OEM/plans_train/docs/coop/oem_coop_manual.pdf

City of Portland

Decision Package Recommendations (Includes Contingency and Ending Balance)

	Bureau Requested					CBO Analyst Recommendations					
	Bureau Priority	FTE	Gen Fund Ongoing	Gen Fund 1-Time	Other Revenues	Total Expenses	FTE	Gen Fund Ongoing	Gen Fund 1-Time	Other Revenues	Total Expenses
Portland Bureau of Emergency Management											
<i>Adds</i>											
EM_03 - Program Coordinator - Continuity Operations	01	1.00	0	56,654	65,485	122,139	1.00	0	56,654	65,485	122,139
EM_04 - Assistant Program Spec. - BEECN Program	02	1.00	0	45,850	52,996	98,846	0.00	0	0	0	0
EM_01 - Accessibility Upgrades at Sears Facility	03	0.00	0	416,135	480,997	897,132	0.00	0	0	0	0
EM_02 - Seismic Building Assessment	04	0.00	0	41,470	47,934	89,404	0.00	0	0	0	0
<i>Total Adds</i>		<i>2.00</i>	<i>0</i>	<i>560,109</i>	<i>647,412</i>	<i>1,207,521</i>	<i>1.00</i>	<i>0</i>	<i>56,654</i>	<i>65,485</i>	<i>122,139</i>
Total Portland Bureau of Emergency Management		2.00	0	560,109	647,412	1,207,521	1.00	0	56,654	65,485	122,139