



ECC COVID-19 Requests

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SUMMARY

In response to the breadth and depth of community needs for emergency support in the face of the COVID-19 crisis, in FY 2019-20 the City allocated \$3.0 million in General Fund resources to establish an incident budget, along with \$1.0 million re-prioritized within the Portland Housing Bureau (PHB) budget and \$140 million in Coronavirus Aid, Relief, and Economic Security (CARES) Act funding. These funds support services including additional shelter, hygiene, and restroom facilities; food box delivery and grocery gift cards; household and hygiene supplies; short-term rent assistance; support for small businesses; and more. In many cases, these services are currently funded through December 2020 and will not be able to continue through the end of the fiscal year without additional resources. At the same time, demand for these emergency services is holding steady or increasing as the pandemic continues to affect our community.

The City's Emergency Coordination Center (ECC) has submitted several requests for resources to extend the City's ability to provide these services through the end of FY 2020-21, and in some cases to expand services to meet needs that are not currently funded. Combined, these requests total \$12.0 million in new General Fund contingency resources. These requests generally meet the criteria of being urgent, unforeseen, and serving our most vulnerable community members due to the duration and reach of the COVID-19 pandemic. **However, supporting these requests in full as submitted would drain all available General Fund unrestricted contingency resources and require several million dollars in reductions submitted by other bureaus.** Given the City's projected financial outlook, this would limit Council's ability to address other current year critical funding needs and drive future cuts to City programs and services.

The requests submitted by the ECC reflect the total cost of current or expanded service levels through June 2021 if the City were to use only General Fund resources for costs currently covered largely by CARES dollars or submitted for Federal Emergency Management Agency (FEMA) reimbursement. However, there are many open questions about how much of these costs may be covered by other sources:

- Delays in processing requests to FEMA means that the City does not know whether many costs will be eligible for reimbursement. The ECC notes that any costs that FEMA does approve for reimbursement will still require 25% matching funds from the City.
- The duration of the Federal disaster declaration will significantly impact the City's financial liability. The disaster declaration could be ended at any point, or could continue to be in effect further into the fiscal year.
- There may also be an opportunity to reprioritize CARES Act allocations based on spending reports provided in October, as it is possible it will not be feasible for all projects to fully spend down

current CARES allocations by the current expiration date of December 2020. Reprioritized CARES funds may help boost City provision of some of the services discussed below through December, but cannot be used to cover projected expenses for January-June 2021.

As such, CBO recommends the following:

- CBO recommends allocating \$290,000 for Emergency Coordination Center costs to provide a 25% match if the FEMA declaration of emergency is extended through June 2021. If this does not happen, Council will need to have a larger discussion about continued activation of the ECC. This money would be returned to the General Fund in the Spring BMP if not required.
- CBO's understanding is that Council would need to make a decision in the Fall BMP about whether to move forward with the comprehensive hygiene and outdoor shelter requests (\$2.1 million) given the amount of time required to decommission these facilities. These projects have been submitted to FEMA for approval and, if funded, would only require the 25% matching funds. Any funding allocated now that ends up being reimbursed by FEMA would be returned to the General Fund in the Spring BMP. CBO recommends that Council make this decision in the context of broader discussions and funding options for homeless services and public space management, including the possibility of reprioritizing other resources to support these programs.
- The food security and household assistance requests (\$8.3 million) are not eligible for FEMA reimbursement. However, CBO's understanding is that these programs are potentially scalable and also being supported by other jurisdictions. Again, CBO recommends that Council make the decision about allocating additional resources within this broader context of a regional approach and other possible funding options.

Key Decisions for Council

Emergency Coordination Center Operations Requests (\$3.25 Million Total)

These two requests are for continued operations of the ECC through the end of FY 2020-21. Some of these costs may be reimbursable by FEMA (with a 25% match from the City), but the extent of FEMA reimbursement is currently unknown.

1. The ECC is requesting carryover of the remaining \$1.65 million in General Fund resources allocated by Council for initial COVID-19 incident response.
 - Currently, most of the daily operational costs of the ECC are being submitted to FEMA for reimbursement and if approved by FEMA will continue to be eligible at 75% through the duration of the disaster declaration. The carryover is proposed to cover non-FEMA-reimbursable costs and the FEMA 25% match requirement for projects like outdoor shelters, hygiene stations and bathrooms, communications, personal protective equipment, cleaning supplies, food box delivery, and camp cleanups through December 2020. New requests summarized below are primarily to extend these services through the end of FY 2020-21.
 - The total projected cost for all of these activities from March 2020 through December 2020 is \$4.9 million. Due to delays from FEMA in processing project requests, it is unknown whether some or all of these costs may be ultimately eligible for reimbursement. As such, CBO recommends carrying over these resources, emphasizing that there is a high degree of uncertainty about the level of non-federal funding that will be required to maintain current service levels.

- If additional CARES money is available and allocated to help support City operations, the incident budget could be used to help cover the additional ECC costs noted below from January to June.
2. The ECC submitted a request for an additional \$1.6 million in General Fund discretionary resources to fund ECC activation through June 2021. This request has since been revised to \$1.2 million, as noted below.
- These expenses have all been submitted to FEMA for reimbursement. If approved, only the 25% match – approximately \$290,000 – would be required.
 - Approximately \$690,000 of this request would cover personnel costs for ECC positions that are currently being funded by CARES resources through December. This includes approximately 16 casual staff positions being filled by employees who would otherwise have been laid off. The alternatives to allocating additional resources for these positions would be to 1) staff these positions with existing City employees, funded by existing bureau budgets, or 2) begin transitioning to a longer-term response that assigns responsibilities currently carried out by the ECC to the appropriate City bureaus.
 - \$180,000 is for Portland Fire & Rescue to assist Multnomah County with testing sites.
 - \$198,000 is for Citywide messaging, signs and media campaigns, primarily for costs related to translation services.
 - Another \$630,000 is for Citywide requests related to personal protective equipment and disinfectant supplies. Since this request was submitted, the ECC notes that these costs have shifted back to bureaus and these resources are not required.

Food Security and Household & Hygiene Supplies Requests (\$8.3 Million Total)

These costs are not reimbursable by FEMA, so any additional support must come from City resources. These programs currently have funding through December 2020, but are experiencing demand higher than they are able to meet. These services could be expanded through reallocation of underspent CARES funds, but those funds would have to be expended before December 2020. The requests below reflect continuation of these programs through June 2021 with an expansion from current service levels.

3. The ECC is requesting \$7.95 million in General Fund contingency resources to increase funding for the Food Security project, including food gift cards, food box distribution, and culturally specific foods. This would enhance current service levels and extend the program through June 2021.
- The City has currently allocated \$4.5 million through December 2020. To date, over 2,000 food gift cards, 20,000 food boxes, and over 110,000 free lunches for children have been provided. Despite this, requests for support from the community have exceeded available resources. In August and September, requests from community partners for food boxes were 50% higher than available supply, and the program estimates a gap of 10,000 food gift cards beyond current supply through the end of the fiscal year.
 - Other organizations are also providing food box distribution through the USDA Farms to Families program. However, the Food Security project notes that the short time increments of USDA contract award periods and changing program requirements create instability in the food security network, with some programs having to pause distribution to adjust to new requirements and

others opting out entirely. The City program has been able to provide a consistent, reliable source of food support, and is more able to customize offerings to community members' needs than many other organizations.

- The largest unmet need is for culturally specific food options. Pre-packaged USDA or food pantry food boxes often contain foods, such as pork or dairy products, that do not meet the dietary guidelines of certain religious and cultural communities. The City, with the ability to customize food boxes and provide gift cards as an alternative, is better able to flexibly meet these needs than many other partners in the food security network.
 - Without additional resources, the City's Food Security Program will cease as of January 2021.
 - In terms of other hunger relief efforts currently underway, the Portland Children's Levy recently allocated funds for a new cycle of three-year hunger relief grants, with an estimated \$2.4 million to be spent in FY 2020-21. The Levy's allocation committee directed staff to negotiate all new grants flexibly to allow grantees to meet emergent community needs during the pandemic. Additional programs are being offered by Multnomah County and local school districts, which face many of the same uncertainties and limitations described above.¹
4. The ECC is requesting \$300,000 in General Fund contingency resources to extend a program distributing household and hygiene supplies, such as diapers and toilet paper, through community-based organizations (CBOs).
- Through interviews with community partners, this was identified as a gap not covered by other agencies or other ECC projects. The ECC is purchasing these supplies in bulk to distribute to partners, resulting in a lower total cost than if each individual organization purchased supplies.
 - The City has currently allocated \$160,000 toward this effort, or \$20,000 per month through December 2020. The ECC notes that requests have risen steadily since May, reaching \$50,000 in August. The ECC is working with CBOs to explore alternative funding options, such as online and in-kind donations, corporate donations, and recruiting volunteer grant writers.
 - Without additional resources, the household and hygiene supply program will cease as of January 2021.

Comprehensive Hygiene Response and Outdoor Shelter Requests (\$2.1 million total)

These requests may be FEMA-reimbursable, with a 25% City match, but the extent of possible FEMA reimbursement is currently unknown. These two programs, more so than some of the City's other emergency relief efforts, would require significant time and some resources to decommission. Given this timing factor, CBO recommends Council make a decision about whether or not to allocate additional resources in the Fall BMP so that the programs have clarity about their next steps. If Council did allocate

¹ Multnomah County is working with 38 community organizations to distributed \$3 million in assistance that can be used for a range of needs including rent, utilities, and food. Because these are CARES resources, they will not be available into 2021. Food pantries managed by the Schools Uniting Neighborhoods (SUN) network are beginning to come back online, but for a variety of reasons provide mainly pre-packed food boxes that are not as flexible to culturally specific food needs. Most schools in the area are also providing meals for children enrolled in school, but this does not include food support for adults or any children younger than school age in the family.

additional resources and costs were reimbursed by FEMA, resources could be returned to the General Fund in the Spring BMP.

5. \$1.075 million is being requested for a comprehensive hygiene response serving unsheltered Portlanders with portable hygiene stations and supplementing Portland Parks & Recreation (PP&R) brick and mortar restrooms with additional services.²
 - Costs for 49 portable restrooms at PP&R sites as well as approximately 100 portable hygiene stations managed by HUCIRP have been submitted to FEMA for project approval, and if approved by FEMA will continue to be eligible at 75% through the duration of the disaster declaration. This request assumes that the declaration will expire as of December 2020 to ensure sufficient resources are available for key supplies and operational costs. If the portable hygiene stations are not approved by FEMA, or if they are approved by FEMA and funds to support the 25% match requirement are not available, the City will not be able to continue providing the portable hygiene stations. The contract for this service will end on December 30, 2020.
 - Through the summer, costs of maintaining PP&R brick and mortar restrooms have been covered through Parks' regular operating budget, with only the cost of supplemental portable restrooms billed to the ECC. Due to plumbing limitations and expiration of seasonal staff terms, PP&R must close many of its brick and mortar restrooms during the winter (about mid-October through mid-March). The bureau plans to increase cleaning frequency for portable restrooms at these locations to ensure ongoing availability of hygiene facilities; this request reflects an estimated increased portable restroom cost of \$269,240 total over five months. PP&R notes that this is significantly less expensive than keeping brick and mortar restrooms open through the winter.
6. The ECC is also requesting \$1.05 million to maintain funding for three emergency outdoor shelters serving up to 135 unsheltered individuals.
 - The three shelters are prioritizing specific groups that may face additional barriers to accessing shelter, including people who identify as LGBTQ, people of color, older adults, women, and people with disabilities.
 - This project has been submitted to FEMA for potential reimbursement at 75%, but it is uncertain at this point a) whether it will be approved and b) as noted elsewhere, how long funding will be available. If FEMA funding is not extended, without additional City investment the shelters will have to close in January 2021.
 - CBO's understanding is that this request is separate from other City and Joint Office of Homeless Services shelter projects in response to COVID-19. This includes both a) traditional congregate shelters adapted to meet social distancing requirements and b) motel options for those who have tested positive for COVID-19, are exhibiting symptoms consistent with COVID-19, are transitioning out of other facilities, or are otherwise in need of an isolated shelter space.

² A map of currently available hygiene facilities is available at:

<https://pdx.maps.arcgis.com/apps/webappviewer/index.html?id=3abca53221c64d6a9e35c5c8572a9696>

Additional Analysis

For informational purposes, the chart below shows the community organizations receiving support from the City through several of the ECC projects described above.

Community-Based Organizations Receiving Support Through Various ECC Projects

-  - Rental assistance through Portland Housing Bureau
-  - PDX CARES food gift cards
-  - Food box program
-  - Household cleaning and hygiene supplies

Organization	Support Types
African Family Holistic Health Organization	House, Gift Card, Cleaning
African Youth and Community Organization	House, Gift Card, Cleaning
APANO	Food Box, Cleaning
Asian Pacific Network of Oregon	Cleaning
Arabic Speaking Community (LCSNW)	Cleaning
BEAM	House
Bhutanese Refugees	Gift Card, Cleaning
Bienestar de la Familia	Cleaning
Black Community Portland	House, Gift Card, Food Box, Cleaning
Black Parent Initiative	House, Gift Card, Cleaning
Bridge 10008 SE Halsey	House
Brown Hope/Black Resilience Fund	House, Food Box, Cleaning
Centre of African Immigration and Refugees (CAIRO)	House
Cofa Alliance National Network (CANN)	Cleaning
Community Alliance of Tenants	Food Box, Cleaning
Derose Community Bridge 1511 SE 122nd	House
Disabled Refugee Alliance	Gift Card, Cleaning
Division Midway	House, Gift Card, Cleaning
Douglas Latinas	House
Ebony Collective	Cleaning
Ethiopian & Eritrean Community Resource Center	Gift Card, Food Box, Cleaning
Familias en Accion	Gift Card, Food Box, Cleaning
First Church of the Apostolic Faith	House
Hacienda/Living Cully	House, Gift Card, Cleaning
HAKI	House, Gift Card, Food Box
Highland Haven	House
HOLLA Mentors	Cleaning
Home Forward Community Services	House
Human Solutions	House, Food Box, Cleaning
Impact NW	Gift Card, Cleaning
Iraqi Society of Oregon	Gift Card, Cleaning
IRCO	House, Gift Card, Cleaning
Karen and Zomi Refugees	Cleaning
Latino Network	Gift Card
Iu Mien Community Of Oregon	Cleaning
Lutheran Community Services Northwest	Gift Card, Food Box, Cleaning
Mingala Grocery-Rohingya Community	Cleaning
Mother & Child Education Center	Food Box, Cleaning
Mercy Connections	Food Box
MESO	House
Mt Hood Community College	House
Mt Olivet Baptist Church	House
NAMI Multnomah County	Cleaning
NAACP	Gift Card

Organization	Support Types
NAYA	Gift Card
Nepali Bhutanese Community	Cleaning
New Avenues for Youth (NAFY)	Cleaning
New Light Chuukese Church	Cleaning
Ngoc Chau Temple (Vietnamese Community)	Cleaning
Northwest Association of Sierra Leone	Food Box, Cleaning
NW Somali Community Organization of Oregon	Gift Card
North by Northeast	Cleaning
Oregon Chinese Coalition	House
Pacific Islander Community/Asian Family Center	Gift Card, Food Box, Cleaning
PCRI	House, Gift Card, Cleaning
POIC-RAHS	House, Gift Card, Cleaning
Pueblo Unido	Gift Card, Cleaning
Pride NW	House
Reach CDC	Food Box, Cleaning
Real Choice Initiative	Food Box, Cleaning
REAP	Food Box, Cleaning
Refugees Care Collective	Food Box, Cleaning
RISEN	Food Box, Cleaning
ROSE CDC	Food Box, Cleaning
Rosewood Initiative	House, Gift Card, Cleaning
Salvation Army	House
Samoan/Chuukese Community: IRCO	Cleaning
Self Inhancement, Inc. (SEI)	Gift Card, Cleaning
Slavic Community Center of the NW	House, Gift Card, Cleaning
Somali American Council of Oregon	Gift Card
Somali Bantu Citizen Group	Cleaning
Somali Empowerment Circle	Gift Card
St Johns All Nations Church	House
St. John's Food Share	Food Box, Cleaning
Straightway Services	House
SUN Community Schools Program (PP&R)	Food Box, Cleaning
Togo Community Organization of Oregon	Food Box, Cleaning
United Congolese Community Organizations	Food Box, Cleaning
Urban League	House, Gift Card
Utopia PDX	House
Weno Piis Fono Community Organization	Cleaning
Wisdom of the Elders	House
Verde	Gift Card
Vietnamese Community of Oregon	Gift Card
Village Gardens	Cleaning
VOZ Worker's Rights	Gift Card, Food Box, Cleaning
Youth organized and united to help (Y.O.U.th)	House, Gift Card, Food Box, Cleaning