

THE COUNCIL OF THE CITY OF NEW YORK

Hon. Christine C. Quinn
Speaker of the Council

Hon. Peter F. Vallone, Jr.
Chair, Committee on Public Safety



Hearing on the Fiscal 2014 Preliminary Budget & the Fiscal 2013 Preliminary Mayor's Management Report

Office of Emergency Management

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Table of Contents

Office of Emergency Management Overview	1
Fiscal 2014 Preliminary Budget Highlights	1
OEM Financial Summary	2
Preliminary Budget Actions	3
Fiscal 2013 PMMR Performance Measures	4
Appendix A: Budget Actions in the November and Preliminary Plans	6
Appendix B: Contract Budget	7

Office of Emergency Management Overview

The Office of Emergency Management (OEM) coordinates and supports multiagency responses to, and regularly monitors, emergency conditions and other incidents that might affect public health and safety in the City, including severe weather, natural hazards and disasters, power outages, transportation incidents, labor disruptions, aviation disasters and acts of terrorism. OEM develops and continually revises many of the City’s emergency response plans, including those for coastal storms, extreme winter weather, heat emergencies, power disruptions, and debris management. OEM educates residents and businesses on the need for preparedness and supports the efforts of the City, other government agencies and private entities in emergency planning, interagency training and exercises and business continuity planning. OEM operates the City’s Emergency Operations Center and makes recommendations about the City’s emergency response capabilities. As the City’s primary liaison with the U.S. Department of Homeland Security for consequence management, OEM oversees the City’s compliance with federal preparedness and emergency response requirements.

This report provides a review of OEM’s Preliminary Budget for Fiscal 2014. In the first section the highlights of the Fiscal 2014 Preliminary Budget are presented, along with a discussion of grant funding for emergency response activities at OEM. The report then discusses current emergency response initiatives (especially those related to Super Storm Sandy) and related funds included in the November and January Financial Plans and reviews relevant sections of the Preliminary Mayor’s Management Report for Fiscal 2013. OEM has no capital budget.

Fiscal 2014 Preliminary Budget Highlights

	2012	2013	2013	2014	*Difference
<i>Dollars in Thousands</i>	Actual	Adopted	Jan. Plan	Jan. Plan	2013 - 2014
Personal Services	\$8,882	\$12,110	\$20,669	\$6,251	(\$5,860)
Other Than Personal Services	14,427	9,358	55,356	6,500	(2,858)
Agency Total	\$23,309	\$21,469	\$76,025	\$12,751	(\$8,718)

**The difference between the Fiscal 2013 Adopted and the Fiscal 2014 Preliminary budget.*

- **Federal Funding for Super Storm Sandy Projects.** OEM will receive a total of \$20 million in additional Federal funding for Super Storm Sandy-related recovery projects.
- **PEG Credit for Funding Shifts.** As part of the November 2012 Financial Plan, OEM implemented a funding shift to obtain PEG credit and meet its reduction targets of 5.4-percent for Fiscal 2013 (\$309,000) and 8-percent for Fiscal 2014 (\$428,000). The Department shifted PS and OTPS funds along with two positions from city tax levy funds to federal grant funds.

OEM Financial Summary

<i>Dollars in Thousands</i>	2012	2013	2013	2014	*Difference
	Actual	Adopted	Jan. Plan	Jan. Plan	2013 - 2014
Budget by Unit of Appropriation					
Personal Services (001)	\$8,882	\$12,110	\$20,669	\$6,251	(\$5,860)
Other Than Personal Services (002)	14,427	9,358	55,356	6,500	(2,858)
TOTAL	\$23,309	\$21,469	\$76,025	\$12,751	(\$8,719)
Funding					
City Funds	N/A	\$5,374	\$5,104	\$4,434	(\$940)
Federal - Other	N/A	\$16,030	\$69,250	\$8,316	(\$7,714)
<i>Domestic Preparedness Equipment Support</i>	<i>N/A</i>	<i>37</i>	<i>596</i>	<i>0</i>	<i>(37)</i>
<i>FEMA Super Storm Irene</i>	<i>N/A</i>	<i>0</i>	<i>711</i>	<i>0</i>	<i>0</i>
<i>FEMA Sandy A Debris Removal</i>	<i>N/A</i>	<i>0</i>	<i>4,500</i>	<i>0</i>	<i>0</i>
<i>FEMA Sandy B Emergency Protect</i>	<i>N/A</i>	<i>0</i>	<i>15,750</i>	<i>0</i>	<i>0</i>
<i>FFY07 Citizens Corp</i>	<i>N/A</i>	<i>67</i>	<i>140</i>	<i>0</i>	<i>(67)</i>
<i>FY11 Cooperating Technical Participation Grant</i>	<i>N/A</i>	<i>0</i>	<i>557</i>	<i>192</i>	<i>192</i>
<i>Hazard Mitigation Program Grant</i>	<i>N/A</i>	<i>0</i>	<i>650</i>	<i>100</i>	<i>100</i>
<i>Interoperable Emergency Communications</i>	<i>N/A</i>	<i>110</i>	<i>591</i>	<i>0</i>	<i>(110)</i>
<i>Local Emergency Management Performance Grant</i>	<i>N/A</i>	<i>1,651</i>	<i>4,367</i>	<i>1,651</i>	<i>0</i>
<i>Metro Medical Response System</i>	<i>N/A</i>	<i>159</i>	<i>618</i>	<i>141</i>	<i>(18)</i>
<i>Regional Catastrophic Preparedness</i>	<i>N/A</i>	<i>1,675</i>	<i>11,398</i>	<i>1,282</i>	<i>(393)</i>
<i>Urban Areas Security Initiative</i>	<i>N/A</i>	<i>12,043</i>	<i>27,185</i>	<i>4,950</i>	<i>(7,093)</i>
<i>Urban Search Rescue and Response System</i>	<i>N/A</i>	<i>289</i>	<i>2,186</i>	<i>0</i>	<i>(289)</i>
Intra City	N/A	\$65	\$149	\$0	(\$65)
Other Categorical	N/A	\$0	\$65	\$0	\$0
State	N/A	\$0	\$1,457	\$0	\$0
<i>Local Government Records Management</i>	<i>N/A</i>	<i>\$0</i>	<i>\$36</i>	<i>\$0</i>	<i>0</i>
<i>SEMO Disaster Preparedness Program</i>	<i>N/A</i>	<i>0</i>	<i>1,421</i>	<i>0</i>	<i>0</i>
TOTAL	\$23,309	\$21,469	\$76,025	\$12,751	(\$8,719)
Positions					
Full-Time Positions - Civilian	108	68	123	70	2
TOTAL	108	68	123	70	2

*The difference between the Fiscal 2013 Adopted and the Fiscal 2014 Preliminary budget.

Overview of OEM's Budget Changes

The 2014 Preliminary Budget includes \$12.8 million for the Office of Emergency Management which is \$8.7 million below the Department's \$21.5 million Adopted Budget for Fiscal 2013. The Fiscal 2014 Preliminary Budget is also \$63.2 million below the Department's Current Modified Budget for Fiscal 2013 of \$76 million, a reduction of approximately 83.2-percent. This enormous

decline in funds is largely accounted for by the fact that the federal grants in the Department's Fiscal 2013 Budget are not included in OEM's Fiscal 2014 Preliminary Budget and they normally constitute about 80 to 85 percent of OEM's budget. In this instance, the influx of funding for emergency response activity due to Super Storm Sandy is driving the increase in federal funding.

Note that OEM's "Financial Summary" chart shows similarly volatile swings in its annual headcount. The chart shows OEM with a Fiscal 2013 Adopted headcount of 68 and a Fiscal 2014 Preliminary Budget headcount of 70. In between, the modified budget supports a full time headcount of 123 for Fiscal 2013. This is because such a large portion of OEM's headcount is grant-funded and thus fluctuates with OEM's grant funding during the course of the fiscal year.

Federal funds are not generally baselined but, rather, are modified into the Department's budget on a year-by-year basis as grants are awarded. The exact amount of federal grant funds in the Department's Fiscal 2014 budget will not be known until sometime after the budget has been adopted and grant requests are approved and ultimately recognized within OEM's budget.

Preliminary Budget Actions

- **Super Storm Sandy Emergency Response Funding.** As noted above, OEM's federal grant funding normally fluctuates over the course of the year. This year, that fluctuation is due to an influx of Federal Emergency Management Agency (FEMA) funding for emergency response efforts associated with Super Storm Sandy. As custodian of the city's "Coastal Storm Plan", OEM is responsible for such activities as evacuation planning and execution from flood-prone areas of the city, emergency shelter provision and management and first aid in case of a coastal storm strike such as Sandy. To that end, OEM expects to receive \$20.3 million from FEMA to assist with its emergency response efforts. OEM's expenses related to the storm are:
 - \$4 million for debris removal
 - \$5.1 million for emergency shelter support
 - \$2.9 million for emergency vehicles
 - \$2 million for demobilization efforts
 - \$750,000 for heat, light and power
 - \$334,000 for employee overtime
 - \$300,000 for food (including Meals Ready to Eat or MRE's)
 - \$4.9 million for a variety of other emergency response activities and materials (including computer equipment, water pumps, trailers and janitorial contracts)
- **PS Funding PEG.** To achieve its PEG target, OEM will shift city funds along with two city-funded positions to federal funding beginning in Fiscal 2013 totaling \$309,000 and growing to \$311,000 in Fiscal 2014, \$314,000 in Fiscal 2015, \$317,000 in Fiscal 2016 and \$320,000 in Fiscal 2017. This action contains fringe benefits as part of its overall value not contained within OEM's budget totaling \$40,000 in Fiscal 2013 and \$42,000 in Fiscal 2014 to allow OEM additional PEG credit. An offsetting action of equal value elsewhere in OEM's budget adds those funds back.
- **OTPS Funding Shift.** OEM will shift \$117,000 in OTPS funds from city to federal funding beginning in Fiscal 2014, falling to \$114,000 in Fiscal 2015, \$111,000 in Fiscal 2016 and \$108,000 in Fiscal 2017.

Fiscal 2013 PMMR Performance Measures

The Office of Emergency Management provides the city with two primary services:

- ✓ OEM ensures that City government is prepared for emergencies. OEM's goals in this regard are:
 - Efficiently coordinate emergency response and recovery.
 - Ensure that training, drills and exercises are conducted regularly.
- ✓ Prepare New York City residents and private sector entities for emergencies. OEM's goals in delivering this service are:
 - Increase emergency preparedness and awareness among City residents and private sector and not-for-profit organizations. Increase disaster volunteerism through the Community Emergency Response Team (CERT) program and Citizen Corps Council.
 - Collect and disseminate timely information.

Performance Statistics	Actual			Target		4-Month Actual	
	FY 10	FY 11	FY 12	FY 13	FY 14	FY 12	FY 13
Incidents	2,901	2,955	3,347	*	*	1,067	1,054
- Field responses	616	556	720	*	*	252	244
- Incidents monitored from Watch Command	2,285	2,399	2,627	*	*	815	810
Interagency meetings held during field responses	N/A	566	716	*	*	254	298
*Emergency Operations Center activations	14	14	8	*	*	5	4
Roll call response - Agency heads or other officials (%)	78%	72%	TBD	*	*	N/A	N/A
Roll call response - Agencies (%)	36%	34%	TBD	*	*	N/A	N/A
Roll call response - Health and medical facilities (%)	59%	55%	TBD	*	*	N/A	N/A
*Full-scale and functional exercises/drills	11	6	9	4	4	3	0
*Tabletop exercises and simulations	4	5	23	12	15	5	8
Participation in drills coordinated by other agencies or organizations	27	31	31	*	*	11	7
*Participants at instructor-led emergency management training sessions	1,822	1,990	2,815	1,500	1,500	633	599
Web-based emergency management training (hours)	N/A	N/A	4,092	*	*	N/A	866
Instructor-led emergency management training sessions	N/A	106	173	*	*	39	46
*Total participants at emergency preparedness education sessions	37,622	25,733	32,078	*	25,000	8,157	6,108
Emergency preparedness education of residents - by OEM staff	27,161	14,290	25,400	15,000	*	5,403	4,068
Emergency preparedness education of residents - by Agency partners using OEM curriculum	8,869	10,277	5,241	*	*	2,437	1,439
Emergency preparedness education in the workplace	1,592	1,166	1,437	1,500	*	317	601
Ready New York presentations conducted	355	515	440	*	*	N/A	N/A
Ready New York guides viewed online	154,901	272,877	891,964	*	*	641,251	110,772
Ready New York printed guides distributed	477,816	361,873	727,566	*	*	N/A	N/A

Performance Statistics	Actual			Target		4-Month Actual	
	FY 10	FY 11	FY 12	FY 13	FY 14	FY 12	FY 13
Subscribers to Notify NYC, CorpNet, Advance Warning System, and Citizen Corps newsletter	N/A	N/A	N/A	*	*	N/A	N/A
*Community Emergency Response Team (CERT) volunteer hours	15,290	24,636	22,415	*	*	9,937	8,229
CERT members trained	211	230	191	*	*	N/A	115
Notify NYC messages issued	N/A	N/A	905	*	*	288	456
*Time from incident to issuing of Notify NYC message (minutes: seconds)	N/A	N/A	N/A	*	☐	N/A	N/A
Subscribers to Corpnet System	1,520	1,620	1,570	*	*	N/A	N/A
OEM Facebook fans	N/A	N/A	N/A	*	*	13,327	19,025
OEM Twitter followers	N/A	N/A	N/A	*	*	34,459	4,000

- During the first four months of Fiscal 2013 the total number of incidents remained stable and OEM activated the City’s Emergency Operations Center four times compared to five times during the same period of Fiscal 2012. Since October 2012 OEM has been actively involved in Super Storm Sandy response and recovery.
- OEM conducted 46 instructor-led emergency management training sessions with 599 participants during the first four months of Fiscal 2013.
- Total participants at emergency preparedness education sessions decreased 25 percent during the reporting period due to a shift in focus toward staffing education fairs, rather than traditional presentations.
- During the first four months of Fiscal 2013 OEM trained 115 Community Emergency Response Team (CERT) members. In the same period CERT volunteered more than 8,000 hours for emergency operations

Appendix A: Budget Actions in the November and Preliminary Plans

<i>Dollars in Thousands</i>	FY 2013			FY 2014		
	City	Non-City	Total	City	Non-City	Total
OEM as of Fiscal 2013 Adopted Budget	\$5,374	\$16,096	\$21,470	\$4,820	\$6,757	\$11,577
Program to Eliminate the Gap (PEGs)						
PS Funding Shift	(\$309)	\$0	(\$309)	(\$311)	\$0	(\$311)
OTPS Funding Shift	0	0	0	(117)	0	(117)
PEGs	(\$309)	\$0	(\$309)	(\$428)	\$0	(\$428)
Other Adjustments						
Fringe Offset for PS Funding Shift	\$40	\$0	\$40	\$42	\$0	\$42
FEMA Sandy Funding	0	20,300	20,300	0	0	0
Other Federal Grants	0	32,919	32,919	0	1,560	1,560
Other Categorical Adjustments	0	65	65	0	0	0
IntraCity Adjustments	0	84	84	0	0	0
State Funding Adjustments	0	1,457	1,457	0	0	0
Other Adjustments	\$40	\$54,825	\$54,865	\$42	\$1,560	\$1,602
All Changes	(\$269)	\$54,825	\$54,556	(\$386)	\$1,560	\$1,174
OEM as of Fiscal 2014 Preliminary Budget	\$5,104	\$70,921	\$76,025	\$4,434	\$8,317	\$12,751

Appendix B: Contract Budget

OEM Fiscal 2014 Preliminary Contract Budget			
Contract Category <i>(Dollars in 000's)</i>	Number of Contracts	Value	Pct of OEM Total
Contractual Services General	1	105	3.4%
Maintenance & Repair of Motor Vehicle Equipment	1	20	0.6%
Office Equipment Maintenance	1	37	1.2%
Data Processing Equipment	1	35	1.1%
Printing Contracts	1	20	0.6%
Cleaning Services	1	20	0.6%
Transportation Expenditures	1	1	0.03%
Professional Services - Computer Services	1	10	0.3%
Professional Services - Other	1	2,842	92.0%
Preliminary Budget	9	\$3,089	100.0%