

# THE COUNCIL OF THE CITY OF NEW YORK

Hon. Corey Johnson  
Speaker of the Council

Hon. Joseph C. Borelli  
Chair, Committee on Fire and Emergency Management



Report of the Finance Division on the  
Fiscal 2021 Preliminary Plan and the  
Fiscal 2020 Preliminary Mayor's Management Report for the  
**New York City Emergency Management**

March 3, 2020

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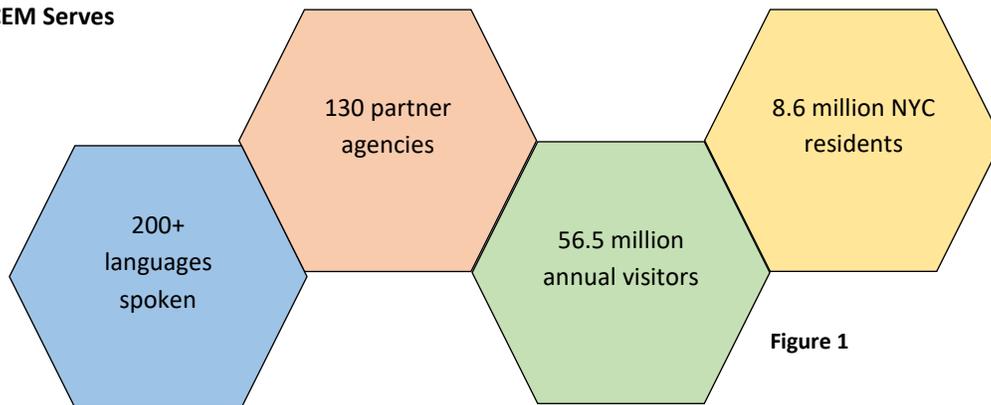
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## New York City Department of Emergency Management Overview

NYC Emergency Management (NYCEM) helps New Yorkers before, during and after emergencies through preparedness, education, and response. The agency leads the coordination for multiagency responses to emergencies and other significant incidents in New York City, including planned events, severe weather and other natural and non-natural hazards including power outages, transportation disruptions, public health incidents and acts of terrorism. To accomplish this mission, NYCEM leads programs that improve the City’s ability to prepare for, respond to and recover from emergencies. This includes developing New York City emergency plans, collaborating with over 400 local, state, federal, nonprofit and other entities, educating the public about emergency preparedness and hosting all-hazard training and exercises.

NYCEM also works to advance long-term initiatives that reduce risk and increase the resiliency of New York City through mitigation planning (including the country’s first web-based local Hazard Mitigation Plan) and FEMA mitigation grant coordination. NYCEM manages the City’s Emergency Operations Center, which includes the 24/7/365 Watch Command and Emergency Management response program. As the City’s primary liaison with the U.S. Department of Homeland Security for consequence management, NYCEM oversees the City’s compliance with federal preparedness and emergency response requirements.

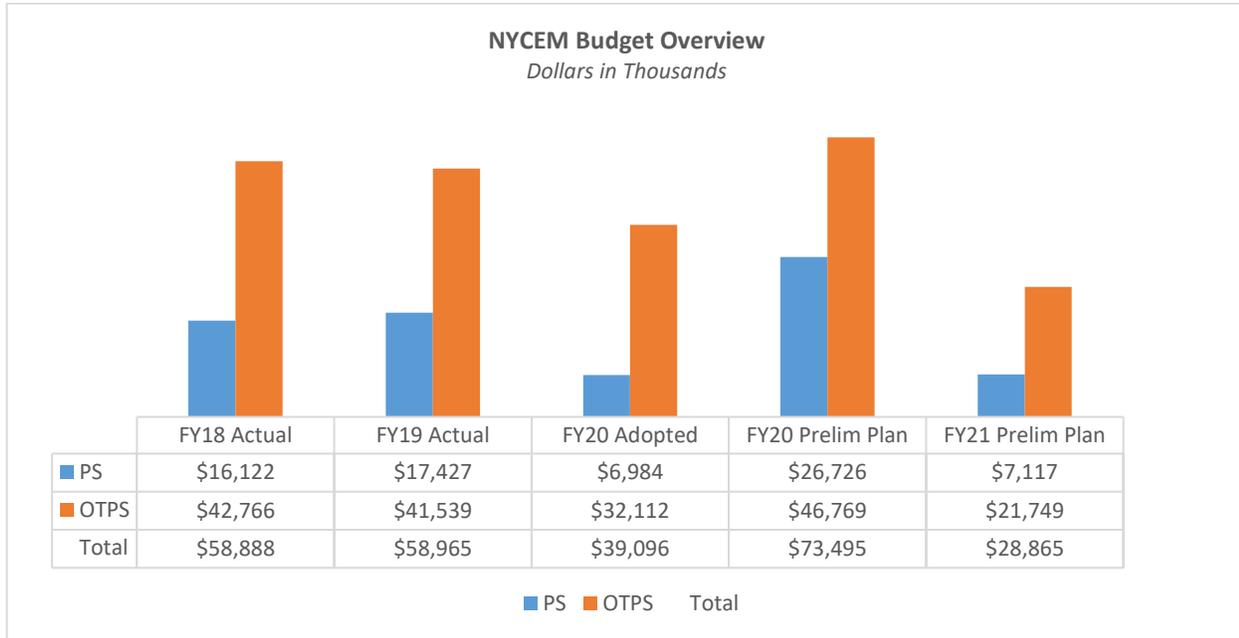
**Who NYCEM Serves**



**Figure 1**

This report provides an overview of NYCEM’s Preliminary Budget for Fiscal 2021. In the first section, the highlights of the agency’s \$28.9 million Fiscal 2021 expense budget are presented and analyzed by the allocation to Personal Services or Other Than Personal Services. Second, a Financial Summary chart that details NYCEM’s budget by unit of appropriation, funding source, and headcount. Third, an analysis of significant Financial Plan actions included in the November 2019 and Preliminary Financial Plans. Finally, a review of relevant sections of the Preliminary Mayor's Management Report for Fiscal 2020. NYCEM does not have a Capital Budget.

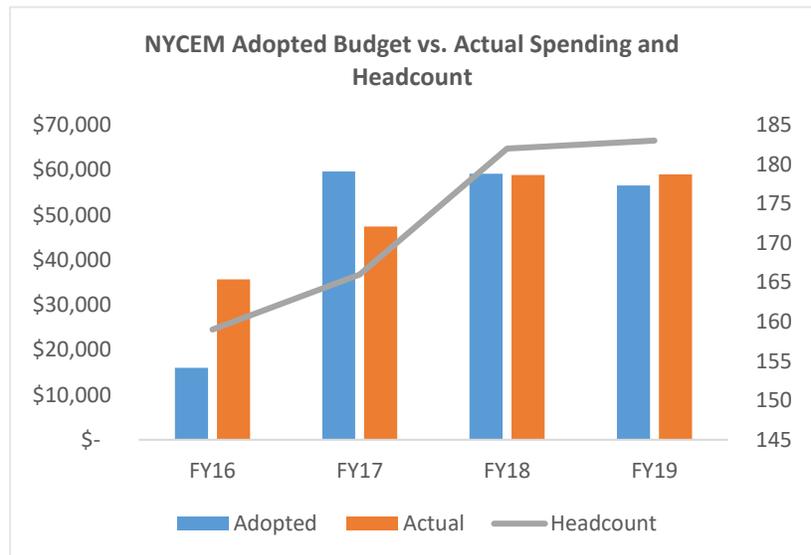
### Fiscal 2021 Preliminary Budget



**Figure 2**

NYCEM’s Fiscal 2021 Preliminary Budget totals \$28.9 million, including \$7.1 million for Personal Services (PS) to support a headcount of 67 positions, and \$21.7 million for Other Than Personal Services (OTPS). NYCEM’s OTPS budget comprises approximately 75 percent of the agency’s Fiscal 2021 Preliminary Budget. The Fiscal 2021 Preliminary Budget is \$44 million less than the current Fiscal 2020 Budget. The funding and headcount drops in Fiscal 2021 are a result of the Office of Management and Budget’s (OMB) budgeting practice whereby non-City funds and the associated positions are not included in the Preliminary Plan but are recognized during the course of the fiscal year.

Over the last four years, NYCEM’s budget and headcount has grown significantly, with a 253 percent increase from Fiscal 2016 to Fiscal 2019, and two percent between Fiscal 2018 and Fiscal 2020. During the same time, actual spending has increased by 65 percent with an average of \$5.8 million per year over the last four years.



**Figure 3**

In Fiscal 2019, NYCEM’s actual spending was \$58.9 million, the highest ever for the Department. If current trends continue, the Department will remain steady around \$60 million in actual spending annually.

## Highlights of NYCEM's Fiscal 2021 Preliminary Budget

- **New Needs.** Since the adoption of the Fiscal 2020 Budget, NYCEM's budget does not reflect any new needs.
- **Other Adjustments**
  - **Urban Areas Security Initiative (UASI).** In November, the Department recognized a Fiscal 2018 Urban Area Security Initiative (USAI) Grant for \$21.5 million that added 171 positions. This is funded by FEMA and assists high-threat, high-density urban areas to appropriately prevent and respond to potential acts of terrorism. This funding stream is one of NYCEM's largest.
- **Citywide Savings**
  - **Thermal Mapping.** In January, the Department recognized savings of \$1.1 million. The service collects thermal mapping data up to 7,000 centerline miles to identify road surface temperature patterns. The maps will be used to monitor road temperatures, conditions, and forecast road conditions. The agreement was made for \$8 million; however in Fiscal 2020, the Department generated a savings of \$1.1 million in this program.

## NYC Emergency Management in Action

NYCEM responds to and prepares for events inside and outside of the five boroughs. The following three events are notable that NYCEM prepared for and responded to in 2019 and 2020.

- **Hurricane Dorian.** On August 30 2019, in advance of Hurricane Dorian, FEMA activated the New York Task Force 1 (NY TF-1) to deploy from New York City to Jacksonville, Florida to support Hurricane Dorian preparation and response<sup>1</sup>. New York Task Force-1 is sponsored by New York City Emergency Management and is made up of specially trained personnel from the FDNY and NYPD for Urban Search and Rescue. Of the approximately 210 NY TF-1 members, 47 Staff from NYPD, FDNY, and NYCEM were deployed to Florida. Additionally, FDNY sent the 25-member Incident Management Team to Florida. In previous years, NY TF-1 was deployed for Hurricanes Harvey, Irma, Maria, and Florence.
- **Puerto Rico Earthquake.** On January 7, 2020 Puerto Rico sustained a 6.4 magnitude earthquake on the southwestern edge of the island. Through a City-to-City mutual aid agreement, NYCEM responded by deploying two teams to provide assistance. On January 9, four people were deployed, one from NYPD, two from NYCEM and one from the Department of Buildings (DOB). On January 14, an additional 24 deployed. In total, New York City has 28 personnel in Puerto Rico, 16 are building inspectors and engineers from the DOB, two mental health professionals, nine emergency managers and one member of the NYPD. The New York City team is working closely with the cities of San Juan, Guayanilla, Ponce, Peñuelas and Guánica to coordinate the earthquake response. Specifically, the team is organizing resources to assist with structural damage assessments, as well as assessing the need for mental health and counseling services.

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<sup>1</sup> [https://www1.nyc.gov/site/em/about/press-releases/20190830\\_pr\\_nycem\\_ny\\_tf1\\_deploys\\_to\\_florida\\_in\\_support\\_of\\_hurricane\\_dorian.page](https://www1.nyc.gov/site/em/about/press-releases/20190830_pr_nycem_ny_tf1_deploys_to_florida_in_support_of_hurricane_dorian.page)

- Coronavirus.** On January 30, 2020, the World Health Organization declared Coronavirus a public health emergency of international concern. As of this writing, the Coronavirus has infected thousands of people worldwide, but none in New York City. The Administration and city agencies are preparing for potential cases in New York City. NYCEM is focusing on preparation and coordination to respond. Other agencies, including the Department of Health, the Mayor’s Office for Health and Human Services, NYC Health and Hospitals, FDNY and the Mayor’s Office of Immigrant Affairs are taking steps to coordinate a response if coronavirus is confirmed in New York City<sup>2</sup>.

**NYCEM Programs and Initiatives** <sup>3</sup>

New York City Emergency Management operates the following eight programs and initiatives throughout the City. Including student fellowships, updates on severe weather in NYC and post-disaster housing models, NYCEM has created several ways for New Yorkers to mitigate, prepare for, respond to, and recover from disasters.

The figure displays eight informational cards arranged in a grid. Each card features a logo or icon on the left and a text box on the right. The cards are as follows:

- Notify NYC:** A red square with the text 'Notify NYC' in white. The text box is blue and describes it as the official source for emergency alerts and city services.
- Partners in Preparedness:** A circular logo with 'PARTNERS IN PREPAREDNESS' around the perimeter and 'NYC Emergency Management' at the bottom. The text box is orange and describes a nationally recognized program for emergency preparedness.
- NYC Severe Weather:** A teal square with the text 'NYC Severe Weather' in white. The text box is teal and describes a site for learning about severe weather emergencies.
- The John D. Solomon Fellowship for Public Service:** A black square with a white skyline silhouette and the text 'JOHN D. SOLOMON FELLOWSHIP FOR PUBLIC SERVICE'. The text box is brown and describes a student fellowship for emergency management.
- Ready New York:** A yellow square with a black and white hazard stripe border and the text 'READY NEW YORK' in bold. The text box is green and describes a public education campaign.
- Know Your Zone:** A circular logo with a rainbow border and the text 'KNOW YOUR ZONE' in the center. The text box is brown and describes a resource for hurricane information.
- NYC CERT:** A green square with the text 'NYC CERT' in large green letters and 'NYC Community Emergency Response Team' below. The text box is green and describes a training program for emergency response.
- Post-disaster housing prototype:** A grey square with the text 'New York City built and tested a post-disaster housing prototype for residents who may lose their homes as the result of a disaster, such as a catastrophic coastal storm'. To the right is a photograph of a modern, multi-story residential building with a yellow and grey facade.

Figure 4

<sup>2</sup> <https://www1.nyc.gov/office-of-the-mayor/news/037-20/de-blasio-administration-outlines-preparedness-novel-coronavirus#/0>

<sup>3</sup> <https://www1.nyc.gov/site/em/index.page>

## Financial Plan Summary

<b>NYCEM Financial Summary</b>						
<i>Dollars in Thousands</i>						
	<b>FY18</b>	<b>FY19</b>	<b>FY20</b>	<b>Preliminary Plan</b>		<b>*Difference</b>
	<b>Actual</b>	<b>Actual</b>	<b>Adopted</b>	<b>FY20</b>	<b>FY21</b>	<b>FY20-FY21</b>
<b>Spending</b>						
Personal Services	\$16,122	\$17,427	\$6,984	\$26,726	\$7,117	\$132
Other Than Personal Services	42,766	41,539	32,112	46,769	21,749	(10,363)
<b>TOTAL</b>	<b>\$58,888</b>	<b>\$58,965</b>	<b>\$39,096</b>	<b>\$73,495</b>	<b>\$28,865</b>	<b>(\$10,231)</b>
<b>Funding</b>						
City Funds			\$38,586	\$37,333	\$28,814	(\$9,772)
Other Categorical			0	81	0	0
State			0	675	0	0
Federal - Other			510	34,837	51	(459)
Intra City			0	663	0	0
<b>TOTAL</b>	<b>\$58,888</b>	<b>\$58,965</b>	<b>\$39,096</b>	<b>\$73,495</b>	<b>\$28,865</b>	<b>(\$10,231)</b>
<b>Budgeted Headcount</b>						
Full-Time Positions - Civilian	182	183	67	215	67	0
<b>TOTAL</b>	<b>182</b>	<b>183</b>	<b>67</b>	<b>215</b>	<b>67</b>	<b>0</b>

The difference of Fiscal 2020 Adopted Budget compared to Fiscal 2021 Preliminary Budget.

Figure 5

NYCEM's budget consists of two units of appropriation (UA). They are U/A – 001 Personal Services (PS) and U/A – 002 Other Than Personal Services (OTPS). Although there are only two Units of Appropriation, NYCEM's budget codes provide additional information on how funding is allocated within the Agency. Some of the larger budget items within the 001 U/A are Fiscal 2018 UASI salaries, totaling more than \$14 million, city-funded positions, totaling more than \$3.8 million, and the Emergency Management Performance Grant, with more than \$2 million in funding. For U/A 002, building rentals are the largest item with more than \$13.5 million. Other large budget items include Hurricane Dorian disaster response at \$4.9 million, Flood Protection at \$4.5 million, and Telephone and Other Communications of \$1.4 million.

The Fiscal 2021 Preliminary Budget totals \$28.9 million, which is \$10.2 million less than the Fiscal 2020 Adopted Budget of \$39 million. The adopted budget included more city and federal funds for Fiscal 2020 than Fiscal 2021. The Fiscal 2020 Adopted Budget reflects differences for Fiscal 2021 that will be resolved from addition of federal funding, as is currently underway in Fiscal 2020.

The agency's Fiscal 2020 Budget as of the Preliminary Plan increases by \$34.4 million, or approximately 88 percent, when compared to the Fiscal 2020 Adopted Budget. This is due to NYCEM recognizing an additional \$34.8 million in federal funding for Fiscal 2020. Although NYCEM has had a reliable and increasing stream of federal funds, a question of their contingency plan for staffing and program funding, if sufficient federal funding, were not allocated, is warranted.

NYCEM's OTPS Budget for Fiscal 2020 has more than \$46 million in funding. Professional Services is the largest area with more than \$18.9 million. These are all contracted funds for translators, consultants and more. Building Rentals comprises \$13.5 million, and Contractual Services includes \$4.9 million. Together these three funding areas comprise nearly 80 percent of NYCEM's OTPS budget.

The Urban Areas Security Initiative (UASI) grant is one of NYCEM's most significant federal funding sources. The UASI funds are allocated to high-threat, high-density urban areas to assist with efforts to build and sustain the capabilities necessary to prevent, protect against, mitigate, respond to, and

recover from acts of terrorism. NYCEM uses UASI funding throughout each division. It is a critical funding source to the agency’s preparedness and response efforts. The OTPS portion of the funding supports major initiatives such as the annual maintenance of the emergency supply stockpile, including annual rotation of expired items, the entire Ready New York outreach program, and the agency’s comprehensive training and exercise schedule. As of the Fiscal 2021 Preliminary Budget, the agency has only received \$51,418 in UASI grants, which is baselined in NYCEM’s budget. For Fiscal 2020, the agency has received \$30.5 million in UASI grants, of which \$15 million supports 177 positions, as of the Fiscal 2021 Preliminary Plan. The Fiscal 2020 Adopted Budget recognized \$510,435 in UASI grants.



Similarly, NYCEM’s annual headcount also experiences changes after the release of the Preliminary Plan. This is in part because a large portion of NYCEM’s headcount is grant-funded and changes with NYCEM’s grant funding during the course of the fiscal year. NYCEM’s Fiscal 2021 budgeted headcount consists of 67 City-funded positions, and one position funded by federal funds. The headcount breakdown is as follows: 41 full-time positions at NYCEM; six full-time positions for Notify NYC language work (in 2017, Notify NYC introduced new multilingual messaging to offer common notifications in 13 languages, American Sign Language (ASL), and audio formats); and 20 full-time positions for special City projects.

NYCEM’s budget supports the following divisions and units within the agency<sup>4</sup>. In addition to the staffing and work above, NYCEM is also the sponsoring agency for the City’s New York Task Force 1<sup>5</sup>, which includes approximately 210 personnel from Fire Department of New York (FDNY), New York Policy Department (NYPD), and Emergency Medical Services (EMS). New York Task

**Figure 6**

Force 1 is part of Urban Search & Rescue (US&R). New York Task Force 1 is tasked with locating, extricating and providing medical treatment to victims trapped because of structural collapses and other natural or man-made emergencies. National US&R consists of 28 Task Forces located throughout the country.

<sup>4</sup> <https://www1.nyc.gov/site/em/about/divisions-units.page>

<sup>5</sup> <https://www.nytf1.org/about-ny-tf-1>

**Financial Plan Actions.** The Preliminary Plan introduces budget changes that increase NYCEM’s Fiscal 2020 Budget by \$34.4 million when compared to the Fiscal 2020 Adopted Budget. Changes consist of other adjustments, namely a Thermal Mapping Savings of \$1.1 million and numerous budget realignments; no new needs for Fiscal 2020 or 2021. All of the changes are shown in the Appendix.

### Fiscal 2020 PMMR Performance Measures

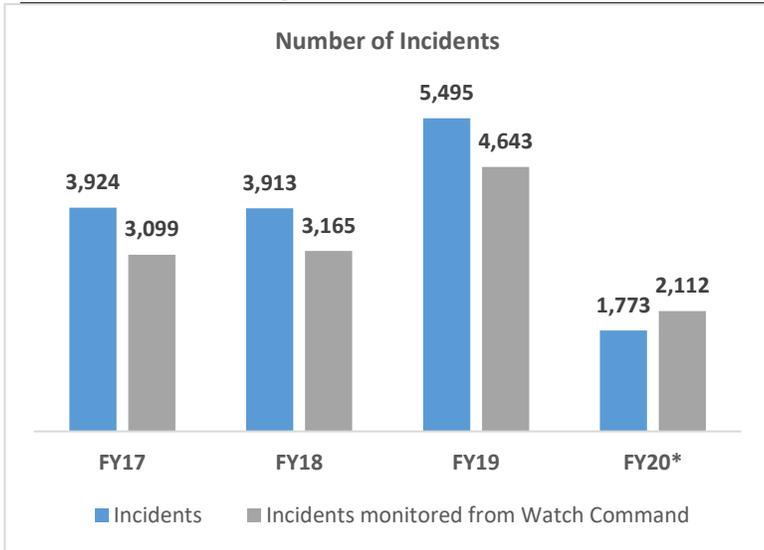
The Fiscal 2020 PMMR outlines the responsibilities and goals of the NYCEM and presents measures of the agency’s performance. According to the PMMR, NYCEM runs programs to increase preparedness and resilience, such as Ready New York, Partners in Preparedness, Citizen Corps and Community Emergency Response Teams (CERT), and works with elected officials, community boards, civic groups and others. Neither the budget nor the PMMR provides information on how much it costs for NYCEM to run these programs.

NYCEM lays out its services and goals in the PMMR, which are to 1) ensure that City government is prepared for emergencies; and 2) prepare New York City residents and private sector entities for emergencies.

The chart below from the PMMR provides performance indicators from Fiscal 2017 to Fiscal 2019, target data for Fiscal 2020 and Fiscal 2021, and four-month actual data for Fiscal 2019 and Fiscal 2020. All indicators are included since the two core services as identified by the PMMR list in detail the main services provided by NYCEM.

NYCEM Performance Indicators	Actual			Target		4-Month Actual	
	FY17	FY18	FY19	FY20	FY21	FY19	FY20
Incidents	3,924	3,913	5,495	*	*	1,570	1,773
Field Responses	825	748	853	*	*	239	339
Incidents monitored from Watch Command	3,099	3,165	4,643	*	*	1332	2,112
Interagency meetings held during field responses	198	204	342	*	*	78	82
Emergency Operations Center activations	15	15	21	*	*	2	12
Full-scale and functional exercises/drills	18	15	17	14	14	9	5
Tabletop exercises and simulations	20	22	27	31	31	13	13
Participation in drills coordinated by other agencies or organizations	41	49	45	*	*	16	9
Participants at instructor-led emergency management training sessions	2,626	3,131	3,026	2,500	2,500	1,217	737
Total participants at emergency preparedness education sessions	92,863	102,569	90,325	75,000	75,000	33,919	26,862
Ready New York webpage views	42,674	24,561	18,999	*	*	6,823	11,064
Subscribers to Corpnet System	1,490	1,496	771,515	*	*	1,566	789,453
Community Emergency Response Team (CERT) volunteer hours	17,779	21,286	18,176	*	*	4,117	6,861
CERT members trained	172	118	93	*	*	0	40
Notify NYC messages issued	1,986	1,626	2,775	*	*	744	1358
Average time from incident to issuing of Notify NYC message (minutes:seconds)	6:44	7:50	5:54	7:00	7:00	6:10	5:00
Subscribers to Notify NYC, CorpNet, Advance Warning System, and Citizen Corps Newsletter	559,928	752,540	771,515	*	*	762,007	789,453

Figure 7



During the first four months of Fiscal 2020 NYCEM was actively involved in 1,773 incidents that necessitated interagency coordination, a 13 percent increase during the same reporting period in Fiscal 2019. The number of interagency incidents had been decreasing until Fiscal 2019, when the number of interagency incidents increased 40 percent compared to Fiscal 2018. Of the total number of incidents in Fiscal 2019, 85 percent are monitored from Watch Command. The number monitored from Watch Command increased 59 percent, from 1,332 to

Figure 8. \*FY20 is 4-month actual

2,112, during the first four months of Fiscal 2020 when compared to Fiscal 2019. This four-month period follows a larger trend that NYCEM is responding to more emergencies. The PMMR does not explain why certain incidents are monitored or not monitored by the Watch Command. Additionally, the PMMR does not provide reasons for interagency coordination, and why this number increased by 47 percent in Fiscal 2020. Moving forward, this report recommends that the PMMR identify what constitutes an incident being monitored at Watch Command.

Furthermore, the EOC was activated 12 times from July to October in Fiscal 2020, an increase of 10 from two when compared to the same reporting period in Fiscal 2019. The EOC was activated for a blackout, six flooding events, Hurricane Dorian, and high winds.

**Appendix:**

**A. Budget Actions in the November and the Preliminary Plans**

NYCEM Budget as of the Adopted FY20 Budget	FY20			FY21		
	City	Non-City	Total	City	Non-City	Total
<i>Dollars in Thousands</i>						
	<b>\$38,585</b>	<b>\$510</b>	<b>\$39,095</b>	<b>\$29,017</b>	<b>\$48</b>	<b>\$29,065</b>
<b>Other Adjustments</b>						
Thermal Mapping Savings	(\$1,159)	\$0	(\$1,159)	\$0	\$0	\$0
Agency Phone Plan Review	(8)	0	(8)	(16)	0	(16)
CSBA Attorneys Collective Bargaining	18	0	18	20	0	20
Intra-City with OEM for JOC	0	663	0	0	0	0
PS Savings for Grant-Funded Personnel	(103)	0	(103)	(206)	0	(206)
Put up Mayor Fund \$ in FY20	0	33	33	0	0	0
FEMA, UASI, Other	0	34,958	0	0	0	0
City Service Corps	0	(3)	(3)	0	3	3
<b>Subtotal, Other Adjustments</b>	<b>(\$1,252)</b>	<b>\$35,651</b>	<b>\$34,399</b>	<b>(\$203)</b>	<b>\$3</b>	<b>(\$199)</b>
<b>TOTAL, All Changes</b>	<b>(\$1,252)</b>	<b>\$36,651</b>	<b>\$34,399</b>	<b>(\$203)</b>	<b>\$3</b>	<b>(\$199)</b>
<b>NYCEM Budget as of the Preliminary FY21 Budget</b>	<b>\$37,333</b>	<b>\$36,161</b>	<b>\$73,495</b>	<b>\$28,814</b>	<b>\$51</b>	<b>\$28,865</b>

**B. NYCEM Contract Budget**

NYCEM FY21 Preliminary Contract Budget				
<i>Dollars in Thousands</i>				
Category	FY20 Adopted	Number of Contracts	FY21 Preliminary	Number of Contracts
Contractual Services - General	\$5	1	\$5	1
Data Processing Equipment Maintenance	20	1	20	1
Maintenance and Repairs - Motor Vehicle Equip	14	1	10	1
Office Equipment Maintenance	37	1	37	1
Prof. Services - Other	5,944	1	2,923	1
Transportation Services	1	1	1	1
<b>TOTAL</b>	<b>\$6,020</b>	<b>6</b>	<b>\$2,996</b>	<b>6</b>