

May 24, 2016

L E G I S L A T I V E A N A L Y S T ' S O F F I C E

LAO 
75
YEARS OF
SERVICE

Office of Emergency Services: Emergency Operations and Critical Infrastructure Support Proposal

Presented to:
Senate Budget and Fiscal Review Committee
Hon. Mark Leno, Chair





Emergency Operations and Critical Infrastructure Support Budget Request

- ☑ **January Budget Proposes \$35 Million.** The Governor's proposal requests 77 positions and \$35 million from the General Fund in 2016-17, including \$20 million in one-time spending on fire equipment. The proposal also includes a reduction of federal fund authority of \$3.9 million.
 - The proposal includes 16 different components. These components relate to fire response, disaster coordination, facilities, technology, and other activities for the department.

- ☑ **LAO Recommends Approving \$3.1 Million.** As part of our February budget analysis, we reviewed the Governor's proposal and found that the Governor's Office of Emergency Services (OES) was not able to provide the details necessary to assess the merits of many of the individual components. Accordingly, we recommend approving a total of \$3.1 million and 35.5 positions.

- ☑ **Committee Staff Recommends Approving \$17 Million.** The Senate Budget and Fiscal Review (SBFR) Committee staff recommends approving \$17 million and 54.5 positions.



Emergency Operations and Critical Infrastructure Support Budget Request

(Continued)

Governor's Proposal, LAO Recommendations, and SBFR Staff Recommendations for 2016-17						
Program	Governor's Proposal		LAO Recommendations		SBFR Staff Recommendations	
	Positions	General Fund	Positions	General Fund	Positions	General Fund
Fire Response						
Fire Apparatus Fleet Replacement and Augmentation	—	\$20,000,000	—	—	—	\$10,000,000
Fire and Rescue Branch Staffing	12	2,528,000	—	—	7	1,712,000
Automated Vehicle Location	—	342,000	—	\$193,000	—	227,000
Fire Apparatus Operating Costs and Maintenance	—	102,000	—	—	—	102,000
Disaster Coordination						
Statewide Disaster Programs	2	4,987,000	—	188,000	—	188,000
Regional Response and Readiness	13	1,951,000	—	—	6	879,000
Law Enforcement Branch Staffing	6	1,661,000	—	—	4	1,107,000
Disaster Logistics Program	3	421,000	3	421,000	3	421,000
Facilities						
Regional Coordination Center	—	700,000	—	700,000	—	700,000
Fire Maintenance Shop Lease	—	94,000	—	94,000	—	94,000
Technology						
Information Technology	—	1,030,000	—	1,030,000	—	1,030,000
Cal EOC Support	3	495,000	3	495,000	3	495,000
Other						
Federal Emergency Management Program	—	700,000	—	—	—	—
Emergency Operations Incident Support Training	—	169,000	—	—	—	—
Public Safety Communications	28	—	28	—	28	—
Administrative Support	10	—	1.5	—	3.5	—
Totals	77	\$35,180,000	35.5	\$3,121,000	54.5	\$16,955,000

SBFR = Senate Budget and Fiscal Review.



Description of Proposals and Recommendations—Fire Response

Fire Apparatus Fleet Replacement and Augmentation

- Governor’s Proposal:** \$20 million to purchase 62 fire apparatus.
- LAO Recommendation:** Reject proposal.
 - Proposal relies on a Blue Ribbon Commission Report. This report is over ten years old, and its analytical basis is unclear.
 - OES has not evaluated the amount of state and local resources currently available for fire response in order to identify current gaps or needs for additional OES fire apparatus.
- SBFR Staff Recommendation:** Approve \$10 million for 27 fire apparatus.

Fire and Rescue Branch Staffing

- Governor’s Proposal:** \$2.5 million and 12 positions to support fire apparatus maintenance and coordination activities associated with the 62 additional fire apparatus, as well as the existing fleet.
- LAO Recommendation:** Reject proposal.
 - Since we recommend not funding the additional apparatus, the additional staffing related to these new fire apparatus would not be necessary.
 - OES has not provided evidence to support the need for additional staffing related to its existing fleet—such as information to support that its current staffing levels are inadequate.
- SBFR Staff Recommendation:** Approve \$1.7 million and seven positions associated with the additional 27 fire apparatus recommended.



Description of Proposals and Recommendations—Fire Response

(Continued)

Automated Vehicle Location (AVL)

- Governor's Proposal:** \$342,000 for AVL, which provides real-time information on vehicle location and condition for existing fleet and additional 62 apparatus.
- LAO Recommendation:** Approve \$193,000 to limit funding to existing fleet.
 - It is reasonable for OES to use an AVL system to better track and monitor its fire apparatus.
- SBFR Staff Recommendation:** Approve \$227,000 to limit funding to existing fleet and additional 27 apparatus recommended for funding.

Fire Apparatus Operating Costs and Maintenance

- Governor's Proposal:** \$102,000 for operating and maintenance costs in 2016-17, increasing to \$224,000 annually thereafter, for additional fire apparatus proposed.
- LAO Recommendation:** Reject proposal.
 - Since we recommend not funding the additional apparatus, the additional operating and maintenance costs would not be necessary.
- SBFR Staff Recommendation:** Approve \$102,000 annually for operating and maintenance costs.



Description of Proposals and Recommendations—Disaster Coordination

Statewide Disaster Programs

Governor’s Proposal: \$5 million General Fund and reduction of \$3.9 million in federal funds, as shown in figure below.

Governor’s Proposal for Statewide Disaster Programs			
	State General Fund	Federal Funds	Department’s Rationale
Recovery Public Assistance			
State and federal funding adjustment	\$3,490,382	-\$3,128,714	Increases in workload that are not eligible for federal reimbursement because they are from (1) state-only disasters or (2) federal disasters that are no longer reimbursable because they were not closed out within the required eight-year time frame.
Backlog of state-only claims	188,000	—	Backlog of claims for state-only disasters. To be closed out over three years.
Hazard Mitigation			
State and federal funding adjustment	970,000	-970,000	Lack of federal grants for state hazard mitigation plan activities in last two years and uncertain future federal grant funding.
Staffing primarily for climate adaptation (two positions)	561,261	—	Increases in size and complexity of climate adaptation-related workload.
Pre-Disaster and Flood Mitigation			
State and federal funding adjustment	-222,500	222,500	Alignment of state and federal funding based on actual federal matching requirements.
Totals	\$4,987,143	-\$3,876,214	

LAO Recommendation: Approve \$188,000 General Fund to address backlog of state-only disaster claims.

- OES was unable to provide adequate information to demonstrate the required mix for state and federal funds to enable it to adequately address its needs.
- OES has not adequately justified the need for two positions to address climate adaptation, including what its state role should be and how these positions will be utilized.

SBFR Staff Recommendation: Approve \$188,000 General Fund to address backlog of state-only disaster claims.



Description of Proposals and Recommendations—Disaster Coordination (Continued)

Regional Response and Readiness

- Governor's Proposal:** \$2 million and 13 positions.
- LAO Recommendation:** Reject proposal.
 - OES has not clearly demonstrated that its existing resources are insufficient. While OES has provided anecdotal evidence of increasing threats, it has not provided data to support the amount of these threats.
- SBFR Staff Recommendation:** Approve \$879,000 and six positions.

Law Enforcement Branch Staffing Increase

- Governor's Proposal:** \$1.7 million and six positions.
- LAO Recommendation:** Reject proposal.
 - OES has not clearly demonstrated that its existing resources are insufficient. While OES has provided anecdotal evidence of increasing threats, it has not provided data to support the amount of these threats.
- SBFR Staff Recommendation:** Approve \$1.1 million and four positions.



Description of Proposals and Recommendations—Disaster Coordination (Continued)

Disaster Logistics Program

- Governor's Proposal:** \$421,000 and three positions to support disaster logistics and address gaps identified in a recent assessment study, the 2012 Logistics Capability Assessment Tool.
- LAO Recommendation:** Approve proposal.
- SBFR Staff Recommendation:** Approve proposal (previously approved by SBFR Subcommittee No. 4).



Description of Proposals and Recommendations—Facilities

Regional Coordination Center

- Governor's Proposal:** \$700,000.
- LAO Recommendation:** Approve \$700,000 in 2016-17 but reduce to \$500,000 in 2017-18 (and reduce further beginning in 2021-22).
 - Requested same funding levels in the out years assume that one-time and short-term costs associated with the office moves and tenant improvements will continue on an ongoing basis.
- SBFR Staff Recommendation:** Approve proposal with technical modification (previously approved by SBFR Subcommittee No. 4).

Fire Maintenance Shop Lease

- Governor's Proposal:** \$94,000 for a lease for a fire maintenance facility.
- LAO Recommendation:** Approve proposal.
- SBFR Staff Recommendation:** Approve proposal.



Description of Proposals and Recommendations—Information Technology

Information Technology

- Governor's Proposal:*** \$1 million for hardware and software, including geographic information system licenses.
- LAO Recommendation:*** Approve proposal.
- SBFR Staff Recommendation:*** Approve proposal.

Cal EOC Support

- Governor's proposal:*** \$495,000 and 3 positions for training and modifications to the Cal EOC online emergency management system.
- LAO Recommendation:*** Approve proposal.
- SBFR Staff Recommendation:*** Approve proposal.



Description of Proposals and Recommendations—Other Activities

Federal Emergency Management Program

- Governor’s Proposal:** \$700,000 to replace in-kind match for federal grant with cash match.
- LAO Recommendation:** Reject proposal.
 - OES has failed to justify the benefit to the state of shifting the state’s match from in-kind resources to cash.
- SBFR Staff Recommendation:** Reject proposal.

Emergency Operations Incident Support Training

- Governor’s Proposal:** \$169,000 for additional specialized training.
- LAO Recommendation:** Reject proposal.
 - OES has not clearly articulated what additional specialized training would be provided with the requested funds, how it differs from existing training, or what additional benefits the training would provide.
- SBFR Staff Recommendation:** Reject proposal.

Public Safety Communications (PSC)

- Governor’s Proposal:** Reestablish 28 permanent positions that were eliminated when PSC was transferred from the California Department of Technology to OES.
- LAO Recommendation:** Approve proposal.
- SBFR Staff Recommendation:** Approve proposal (previously approved by SBFR Subcommittee No. 4).



Description of Proposals and Recommendations—Other Activities

(Continued)

Administrative Support

- Governor's Proposal:*** Ten administrative support positions added based on number of other positions to be added in budget request.

- LAO Recommendation:*** Approve 1.5 positions.
 - Reduce support staff commensurately with our recommended reductions in new programmatic staff.

- SBFR Staff Recommendation:*** Approve 3.5 positions.