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To: "Kershner, Cay" <cacayk@issdl.bis.city>
Date: 2/5/99 11 52am
Subject: Basic Emergency Services Plan Acceptance

Hello Cay,

On January 27th the Basic Emergency Services Plan was accepted by Council
Could you please send me a copy of the resolution with its assigned number?
Rueter B139/316 - Thank you

35763

CITY OF PORTLAND, OREGON

BASIC EMERGENCY SERVICES PLAN

Part One & Part Two



PORTLAND OFFICE
of
EMERGENCY MANAGEMENT

January 1999

Under the Direction of *Commissioner Jim Francesconi* &
Emergency Manager Fire Chief Robert Wall
Compiled by 1998-99 Portland Office of Emergency Management Staff

Emergency Management Coordinator, Battalion Chief Steven Mur
Assistant Emergency Management Coordinator, Captain Bill Morris
Planning Specialist Patty Rueter
Training Specialist Patty Stephens

City of Portland
Vera Katz
Mayor

35763

January 1999

To All Bureaus

Initially, we must commend all bureaus for their participation in developing and maintaining their plans for a safer employee work environment and a safer and more responsive city for our citizens. Our continued cooperative efforts in this direction will prove worthwhile in many aspects of our service in the future.

Enclosed is the revised Basic Emergency Services Plan, Part I and Part II of the Comprehensive Emergency Management Plan, (hereafter referred to as "The Basic Plan") for the City of Portland. This Basic Plan supersedes previous plans. It provides a framework in which the City of Portland can plan and perform emergency functions during a disaster or national emergency.

The key to accomplishing the City's emergency management objectives depends on the cooperation of all City Bureaus. Training, exercising and participating in programs coordinated by the Portland Office of Emergency Management (POEM) staff is imperative for building an efficient emergency management system. POEM's role is to provide access to the programs which keep the City prepared, able to respond to, recover from, and mitigate emergencies. This includes advocating for adequate funding to accomplish the activities mandated by Title 15 of the City Code.

Part One and Part Two of this Plan have been approved by the Mayor and City Council. It will be revised and updated as required. All bureaus are requested to advise POEM of any changes which might result in its improvement or increase its usefulness. Plan changes will be transmitted to all addresses on the distribution list.

It is hereby directed that review of this Basic Plan and over all emergency responsibilities by all City bureau managers be accomplished prior to October 1, annually, or as indicated through plan activation or exercise. Thorough familiarity with this Plan will result in the efficient and effective execution of emergency responsibilities, and better service to the citizens of Portland, Oregon.

Government entities complying with this Plan shall not be liable for injury, death, or loss of property except in cases of willful misconduct or gross negligence

MAYOR, CITY OF PORTLAND, OREGON

COMMISSIONERS, CITY OF PORTLAND, OREGON

1) _____

2) _____

3) _____

4) _____

CITY AUDITOR, CITY OF PORTLAND, OREGON

5) _____

TABLE OF CONTENTS

	<u>Page</u>
PART ONE: ADMINISTRATION	
PROMULGATION	1
TABLE OF CONTENTS	iii
FOREWORD	iv
AUTHORITY	v
DISTRIBUTION LIST	vi
ANNEX ASSIGNMENT	viii
 PART TWO: BASIC PLAN	
AUTHORITY AND REFERENCES	1
PURPOSE	2
SITUATION	2
ASSUMPTION	
A Levels of Emergency	
B Limits to Liability	
C General	
D Execution of Operations	3
CONCEPT OF OPERATIONS	5
A General	
B Incident Command System	
C Disaster Declarations	
D Phases of Emergency Management	
ORGANIZATION & ASSIGNMENT OF RESPONSIBILITIES	7
A General	
B Organization	
C Common City Bureau & Office Responsibilities	
D Duties of Boards, Councils, Staff & POEM	
 GLOSSARY	 12
 APPENDICES	 15
A Essential Emergency Functions Matrix	
B Response Actions of City Bureaus	
C Annex Assignment Updates	
D Ordinance No 172303	
E. Chapter 15 04	

FOREWORD

The Chief of The Portland Bureau of Fire, Rescue and Emergency Services, as the Emergency Manager, and Portland Office of Emergency Management (POEM) are charged with the development and implementation of an all-hazards emergency management plan in the City of Portland

This Plan attempts to be all inclusive in combining the four phases of emergency management, which are

Mitigation/Loss Prevention activities which eliminate or reduce the probability of disaster or reduce the amount of damage inflicted if a disaster occurs,

Preparedness activities which governments, organizations, and individuals develop to save lives and minimize damage,

Response activities to address the immediate or short term effects of an emergency or disaster Response includes immediate actions to save lives, protect property and meet basic human needs

Recovery short and long term activities which restore &/or improve basic services to prevent/reduce future loss

The situations addressed by this Plan are those in which the actions of many different bureaus must be coordinated This major coordination effort differs from those emergencies handled on a daily basis by the Portland Bureau of Fire, Rescue and Emergency Services, the Portland Police Bureau, Maintenance Bureau, Water Works, and others Portland Office of Emergency Management, housed in the Bureau of Fire, Rescue and Emergency Services has the responsibility of bureau coordination during response, as well as developing plans, training and exercising of the three other phases

AUTHORITY

This Plan is issued by the Portland City Council pursuant to the provisions of Chapter 401, Oregon Revised Statutes (ORS), Title 15 City Emergency Code of the City of Portland, and The Charter of the City of Portland, Oregon (Chapter 2, Article 1, Section 2-105a)

Summary of ORS 401

- 401 305 Emergency management agency of city Emergency Program Manager, Each City may establish an emergency management agency which shall be directly responsible to the executive officer or governing body of the city The executive officer or governing body of each city which participates shall appoint an Emergency Program Manager who shall have responsibility for the organization, administration, and operation of such agency, subject to the direction and control of the city and may perform such functions outside the territorial limits as required under any mutual aid agreement or as authorized by the city
- 401 315 City authorized to incur obligations for emergency services In carrying out the provisions of ORS 401 015 to 401 105, 401 260 to 401 325 and 401 355 to 401 580, cities may enter into contracts and incur obligations necessary to mitigate, prepare for, respond to, or recover from emergencies or major disasters
- 401 325 Emergency management agency appropriation, tax levy (1) Each city may make appropriations in the manner provided by law for making appropriations for the expenses of the city, for the payment of expenses of its emergency management agency, and may levy taxes upon the taxable property within the city (2) An appropriation made under subsection (1) of this section shall be budgeted so that it is possible to identify it as a distinguishable expense category
- 401 335 Temporary housing for disaster victims, political subdivisions authority Any political subdivision of this state is expressly authorized to acquire, temporarily or permanently, by purchase, lease, or otherwise, sites required for installation of temporary housing units for disaster victims and to enter into arrangements necessary to prepare and equip such sites to utilize the housing units

Distribution List
City of Portland, Oregon
Basic Emergency Services Plan

- 1 Mayor
- 2 Commissioner #1
- 3 Commissioner #2
- 4 Commissioner #3
- 5 Commissioner #4
- 6 City Auditor
- 7 Division of Records Management
- 8 Office of City Attorney
- 9 Bureau of Buildings
- 10 Bureau of Emergency Communications
- 11 Bureau of Environmental Services
- 12 Bureau of Fire, Rescue and Emergency Services
- 13 Portland Office of Emergency Management
- 14 Office of Finance & Administration
- 15 Bureau of Financial Planning
- 16 Grants Compliance Program
- 17 Bureau of Personnel Services
- 18 Risk Management Division
- 19 Bureau of Housing and Community Development
- 20 Bureau of General Services
- 21 DIVISION of Communications Services
- 22 DIVISION of Facilities Services
- 23 DIVISION of Fleet Services
- 24 Office of Neighborhood Involvement
- 25 Metropolitan Human Rights
- 26 Bureau of Parks and Recreation
- 26 Planning Bureau
- 27 Police Bureau
- 28, Bureau of Purchases and Stores
- 29 Office of Transportation
- 30 Bureau of Maintenance
- 31 Bureau of Traffic Management
- 32 Bureau of Transportation Engineering and Development
- 33 Bureau of Water Works
- 34 Hydro

Liaison Distribution

35763

- 1 American Red Cross
- 2 Gresham Emergency Management
- 3 METRO
- 4 Multnomah County Emergency Management
- 5 Oregon Emergency Management
- 6 Port of Portland Planning
- 7 Salvation Army
- 8 Tri-Met
- 9 US Army Corps of Engineers
- 10 Consolidated Washington County Emergency Management
- 11 Veteran Administration Medical Center
- 12 Bonneville Power Administration
- 13 Multnomah County RFPD 30
- 14 Multnomah County Drainage District
- 15 American Medical Response
- 16 Portland Public Schools
- 17 Civil Air Patrol
- 18 Multnomah County Health

APPENDIX C
ANNEX ASSIGNMENT UPDATES

35763

<u>Annexes</u>	<u>Assigned To</u>	<u>Update</u>
1 Emergency Operations Center	POEM	9/96
2 Emergency Operations Center Activation Guide	POEM	98draft
3 Emergency Public Information	POEM	3/93
4 Health and Human Services	County/City Health Officer	98draft
5 Resource Service	POEM	10/89
6 Shelter Service	Red Cross	10/89
7 Radiological	POEM/HAZMAT-Fire	2/89
8 Hazard Analysis	POEM	2/98
9 Flood Plan	Maintenance	6/97
10 Public Works Response Plan	Maintenance	6/97
11 Inclement Weather Plan	Maintenance	10/95
12 Earthquake Plan	POEM/Fire/Buildings	98draft
13 Emergency Telephone List	POEM	7/98
14 Volcano Plan	Maintenance	6/80
15 Hazardous Materials Plan	POEM/HAZMAT-Fire	3/98
16 Aircraft Accident-Water Plan	Port of Portland	6/97
17 Damage Assessment Plan	Buildings	10/92
18 Oregon State Fire Service Plan	State Fire Marshal	7/97
19. Terrorism	POEM/Police	98draft
20 Evacuation Plan	Police	6/90
21 Snow and Ice Response Plan	Maintenance	11/98
22 Water Bureau Emergency Plan	Water Works	4/97
23 Mass Casualty Plan	Fire Bureau/Emergency Medical Service	11/96
24 Communications-Warning	Emergency Communications POEM/ General Services	96
25 Forested and Wildland Interface Areas Fire Protection Plan	Fire	7/97
26 Amateur Radio Communications Plan	Amateur Radio Club	3/92
27 Hydroelectric Power Emergency Action Plan	Water Works - Hydro Electric Division	4/96
28 Civil Air Patrol Plan	Civil Air Patrol	4/97
29 911 Telephone Communications Failure	BOEC/BGS	6/96

BASIC EMERGENCY SERVICES PLAN

35763

I AUTHORITY AND REFERENCES

The Portland City Council and the Portland Office of Emergency Management, pursuant to the provisions of the City Emergency Code, Resolution _____, Oregon Revised Statutes, Chapter 401 and references noted, issue this Plan

A **Authority**

- 1 Oregon Revised Statutes, Chapter 401, 1995 Edition, as amended
- 2 Emergency Code, Title 15 of the Code of the City of Portland, as amended
- 3 Chapter 2, Article 1, Section 2-105a of The Charter of the City of Portland, Oregon as amended 1994

B **References**

- 1 Federal
 - a Civil Defense Act of 1950 (PL 81-920), as amended
 - b Disaster Relief Act of 1974 (PL 93-288), as amended
 - c Emergency Management & Assistance (Code of Federal Regulations – Title 44)
 - d Public Law 93-288 “Robert T Stafford disaster Relief & Emergency Assistance Act ”
- 2 State
 - a Oregon Emergency Management Plan, 1995, as amended
 - b 1997 Oregon State Fire Service (annual) Plan as amended
- 3 County
 - a Ordinance No 171061 agreement with Multnomah County and the Cities of Gresham, Troutdale, Fairview, Wood Village and Maywood Park for co-location and consolidation of emergency management
- 4 City
 - a BOEC Standard Operating Procedures (SOP)
 - b Emergency Occurrence Manual, Bureau of Police
 - c Mutual Aid Agreements (verbal or written) are in existence Bureau of General Services, Communication Division Intergovernmental agreement as a multi-agency provider, Verbal agreements with US West direct

Portland Office of Emergency Management

Verbal agreements with Technical Advisory Council members (Corps of Engineers, American Red Cross, 304th Aerospace Rescue and Recovery Squadron, Multnomah Co Dept Of Human Services, Tri-County Community Council, Tri-Met, OR State Defense Force, Civil Air Patrol and Amateur Radio Groups.)

Bureau of Fire, Rescue & Emergency Services The Fire Bureau has mutual aid agreements with all neighboring fire departments as well as the State Department of Forestry

Bureau of Police Mutual Aid Law Enforcement Agencies Agreement 15 law enforcement agencies, City, County, Departments, Port, State & Federal

Bureau of Maintenance Written Public Works Cooperation Assistance Agreements with Multnomah Co, Clackamas Co, State Highway Division and others

Bureau of Environmental Services Verbal agreements with Consolidated Drainage Districts (MCDD, Peninsula Drainage District Nos 1 & 2, and Sandy Drainage District)

Bureau of Water Works
Agreements with Army Corp of Engineers, water utilities in Oregon and Washington and other public and private sector agreements for the restoration of water service

II PURPOSE

The purpose of the City of Portland Plan is to assist Portland City government in minimizing the adverse effects to life, property and the environment and the community infrastructure from natural, technological and human-caused disasters

This Plan intends to define, who does what, when, where and how in order to mitigate, prepare for, respond to, and recover from the effects of disasters

III SITUATION

A **General**

Portland is a metropolitan community with a population of approximately 506,000 people, located on the Willamette River near its juncture with the Columbia River. Portland is a largest city in the State of Oregon and a major port on the West Coast with a direct link to the Pacific Rim nations

B **Ordinance 171061** sets a structure for the planning process between entities of Multnomah County so that better coordination can occur before, during and post disaster. Multnomah County, as a result of the ordinance, is divided into two geographic areas represented by Boards, Eastside and Westside, which will facilitate the development and the interface between all jurisdictions involved

C Natural Disaster

The City of Portland is exposed to severe weather hazards such as snow, ice, windstorms, and flooding. The City is also exposed to forest fire and geologic hazards such as earthquake, volcano, and landslide. An epidemic may require total City government commitment to support health officials.

D Human-Caused Disaster

Explosions and major fires occur in Portland. Hazardous materials incidents have occurred during the transportation and/or use of chemicals and petroleum products. Incidents of civil disturbance have also occurred. Human caused disasters also include terrorism and use of weapons of mass destruction, neither of which have occurred locally, but are possible.

E Technological Disaster

Includes a range of hazards emanating from the manufacture, transportation, and use of such substances as radioactive materials, chemicals, explosives, flammables, agricultural pesticides, herbicides and disease agents, oil spills on land, coastal waters or inland water systems, and debris from space.

IV ASSUMPTIONS**A. Levels of Emergency**

- 1 Level 1 Emergency – Normal Operations achievable by a single bureau assigned and trained to respond such as a police, fire, water or transportation emergency
- 2 Level 2 Emergency – This is determined by the incident commander and could require two or three bureau coordination. The IC could activate the EOC on a limited basis to provide an emergency phone bank, enhanced radio communications and the ability to track an ongoing threat to the City or to assist other agencies and/or jurisdictions
- 3 Level 3 Emergency - Triggered by the imminent threat to the City of wide spread or severe damage, injury or loss of life or property resulting from any natural or person-made cause. This could require a full activation of the Emergency Operations Center. Level 3 Emergency is termed "State of Emergency" and is officially declared by the Mayor or designated City Official in charge.

B Limits to Liability

- 1 The statutes provide that the City and its agents are not liable while complying or attempting to comply with the emergency provisions or any rule promulgated under the statutes except in the cases of willful misconduct or gross negligence.
- 2 It is impossible to anticipate all varying factors in an emergency situation. This Basic Plan is a guide to approaching emergency situations. No provision in the Basic Plan and its subsequent annexes is intended to be mandatory. This plan may be carried out

in a flexible manner. This plan should not be interpreted as a guarantee that any specific task will be done in a specific order or that any specific task will be done at all. The Basic Plan represents an optimal approach to an emergency situation. It does not create a right to rely on the city, its employees, officers or agents to carry out the plan in any particular manner or at all.

- 3 Property owners, citizens and visitors should not rely on this plan to assure the operation or availability of any public service. Persons should develop a back-up system where it is necessary to prevent property damage or loss of life.
- 4 Property owners should not rely on this plan to protect their property from damage or destruction. Property owners should develop their own plan for dealing with emergency situations.
- 5 Any emergency situation will involve other units of government. Other units of government should not rely on this plan to be implemented.

C General

- 1 Essential City services will be maintained as long as conditions permit and restored as soon as possible.
- 2 A disaster occurrence will require prompt and effective emergency response and recovery operations by City government, volunteer organizations, and the private sector support organizations which will be coordinated through the City Emergency Operations Center by the Portland Office of Emergency Management in collaboration with the Incident Commander.
- 3 Citizens will need to be prepared to take care of themselves for up to 72 hours.
- 4 Some disasters may be of such magnitude and severity that County, State and/or Federal assistance is required, such assistance may be obtained through the Disaster Declaration Process (Title 15 04 040). According to ORS 401 055, the request must flow from the City to the County and then to the state. The Disaster Declaration Process and the acquisition of additional resources will be coordinated through the City Emergency Operations Center by the staff of the Portland Office of Emergency Management under the direction of the Incident Commander.

D Execution of Operations

- 1 The Mayor shall have ultimate responsibility for the resolution of conflicts regarding the application of limited resources to a variety of concurrent emergency situations.
- 2 The Mayor has the authority and responsibility to initiate major evacuations based on the reliable advice of Police, Fire, and Emergency Management staff - City Code Title 15 08 020 - J. Minor evacuations of a localized scale may be initiated upon discretion of the Police and Fire Chiefs or the Incident Commander (IC). In a level III Emergency, the City IC is empowered to act on the Mayor's behalf.

Any evacuation done as a result of an emergency will attempt to keep families together. Residents within the City who are not being moved will be given information on improving their protection through the City Public Information Officer (PIO) and/or by use of the Emergency Alert System, if possible.

- 3 The authority to activate the Portland EOC will come from the Mayor, an incident commander, staff member of the Portland Office of Emergency Management, Chief of the Portland Fire Bureau, Chief of the Portland Police Bureau, either director in charge of the Water or Maintenance Bureaus, or any of their designees
- 4 It is the responsibility of POEM to notify appropriate bureaus and offices of both the activation and deactivation of the Emergency Operations Center (EOC)
- 5 The strategic objectives of the City during an emergency period will be to
 - a Preserve life
 - b Stabilize the incident
 - c Protect the environment
 - d Protect community infrastructure
 - e Minimize property loss
 - f Restore essential facilities and services

V

CONCEPT OF OPERATIONS

A **General**

It is the responsibility of government to provide services, which contribute to the protection of life, property, environment, and community infrastructure from the effects of hazardous events. The Portland Office of Emergency Management has the primary responsibility for emergency management coordination. This Plan is based upon the concept that emergency functions for various bureaus or agencies involved in emergency management will generally parallel normal day-to-day functions. To the extent possible, the same personnel and material resources will be employed in both cases. The efforts that would normally be required for non-essential functions will be redirected to the accomplishment of emergency tasks by the bureaus or agencies concerned (Title 15 020-B). Refer to Essential Emergency Functions Matrix Appendix A.

B **Incident Command System (ICS)**

Portland will structure its response to and management of a disaster by using the Incident Command System that parallels the National Interagency Incident Management System (NIIMS) model. There may be changes to the organizational structure, assignment of responsibilities, and other details in order to be appropriately responsive to the specific incident.

C **Disaster Declaration**

The Mayor may declare a local state of disaster. The effect of the declaration is to activate the relevant aspects of the Plan and to authorize the furnishing of aid and assistance. When the emergency exceeds local government capability to respond, assistance will be requested from neighboring jurisdictions in accordance with existing mutual aid agreements, from County government and subsequently the county will request aid from State government (Title 15 04 040). Finally the Federal government will be called upon by the state when all state resources are expended. The response to the requests will be coordinated through the Portland Office of Emergency Management (15 12 020-C).

D **Phases of Emergency Management**

This Basic Plan and the Comprehensive Emergency Management Plan follow an all-hazard approach and acknowledge that most responsibilities and functions performed during an emergency are not hazard specific. All phases of emergency management are addressed as shown below and are addressed in part in the Comprehensive Emergency Management Plan.

1 Mitigation/Loss Prevention

Mitigation activities are those which eliminate or reduce the probability of a disaster occurring. Also included are those long-term activities that lessen the undesirable effects of unavoidable hazards. Mitigation activities include education, code enforcement, plan review, and structural retrofitting.

2 Preparedness

Preparedness activities serve to develop the response capabilities needed in the event an emergency should arise. Planning and training are among the activities conducted under this phase.

3 Response

Response is the actual provision of emergency services during a crisis. These activities help to reduce casualties, damage, and speed the recovery. Response activities include alert and warning, evacuation, rescue, direction and control, and other similar operations.

4 Recovery

Recovery is both a short-term and long-term process. Short-term operations seek to restore vital services to the community and provide for the basic needs of the public. Long-term recovery focuses on restoring the community to its normal, or improved, state of affairs. The recovery period is also an opportune time to institute mitigation measures, particularly those related to the recent emergency. This is also the phase to reassess the Plan and planning process for deficiencies. Restoration to upgrade damaged areas is possible if it can be shown extra repairs will mitigate or lessen the chances of, or

VI ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

A **General**

It is important to realize that no one bureau is going to rescue a City during a disaster situation. Further, it is true that City government agencies will not possess all the resources and talent necessary to protect the citizens of the City. Acknowledging the jurisdictional limitations, planning for response and recovery, preparedness and mitigation can be enhanced by cross-jurisdictional collaboration throughout the planning process.

B **Organization**

The duties of councils and Portland Office of Emergency Management are outlined starting on page 9. The list of organizational emergency responsibilities is clarified in the consolidation ordinance.

C **Common City Bureau and Office Responsibilities**

The authority of Title 15 (15 12 020-A) gives POEM the responsibility to assist and facilitate review, training and planning coordination for City bureaus and offices assigned emergency responsibilities. The review, training records and evaluation results will be compiled by October 1 of each year and be part of the City Council annual review of the Plan in December of each year. Schedules of annex update and bureau and office responsibilities are listed in Appendices B & C.

All City Departments, Bureaus and Offices have the common task of creating a bureau plan that will include the following:

ALL BUREAUS, DEPARTMENTS & OFFICES SHOULD

- 1 Have a plan that defines essential services and provides for continued operation during an emergency.
- 2 Have a plan for protection of vital records and resumption of business after an emergency.
- 3 Have a plan that details the line of succession for policy and operations.
- 4 Provide general emergency awareness and preparedness training to all employees.
- 5 Provide specialized training for designated employees.
- 6 Assure that all appropriate Bureau personnel are working in an emergency or event.
- 7 Assure payroll procedures and processes can be carried out in the emergency mode.

BUREAUS, DEPARTMENTS & OFFICES WITH EMERGENCY RESPONSIBILITIES SHOULD

Extending beyond the rudimentary preparedness activities stated above, Bureaus with primary and secondary functions in an emergency should include the following plans

- 1 Establish a line of succession and provide personnel to the EOC as appropriate to the size of disaster and as required by POEM and the Incident Commander Also to include field operations, Bureau EOC's and essential services
- 2 Accomplish primary or support functions as indicated in Primary/Support Matrix
- 3 Develop and maintain/update operating procedures to accomplish primary and support functions
- 4 Participate in and assign personnel to the Westside User Board who have the authority to speak for and commit their bureau's resources
- 5 Provide such documentation as may be appropriate to detail operating procedures, communications protocols and emergency tasks
- 6 Have a plan to document decisions made, directions given, actions taken, results obtained and other information relevant to an emergency
- 7 Participation plans for coordinated information dispersal to the general public

EMERGENCY MANAGERS OF BUREAUS, DEPARTMENTS OR OFFICES

- 1 Develop and maintain the annexes to the Plan as assigned
- 2 Bureaus assigned with incident command of a specific incident are to nominate individuals, provide names, phone/pager numbers of even and odd team incident commander to POEM The Mayor has the authority to accept such nominations or to request alternative names The Mayor may assume command or reassign command as he/she sees fit
- 3 Section chiefs, Branch Directors, Division/Group Supervisors, Unit leaders and other positions with the ICS structure are assigned as shown in Appendix B, the Primary & Support Bureaus with these assignments are to nominate individuals (odd and even team members) and to provide names and phone/page numbers to POEM The City Emergency Manager has the authority to accept such nominations or to request alternative names The City Incident Commander has the authority to make such changes to staffing and organization structure as she/he sees fit
- 4 Primary and support provision of tasks and functions are assigned as shown in Appendix B The primary provider is responsible for the plan annex

DUTIES OF COUNCILS AND POEM

The gray blocks denote City of Portland responsibility

EMERGENCY MANAGEMENT POLICY BOARD

City Council Members or **representatives from Portland**, Gresham, Troutdale,
Fairview, Wood Village & Maywood Park

Emergency Management Policy Board will:

Approve annual work plan
Review annual budgetary items
Review allocation of formulas for costs
Make recommendations for program elements

DISASTER POLICY COUNCIL

Mayor
City Commissioners
Risk & Office of Finance & Administration Directors
City Attorney
Auditor

Disaster Policy Council will:

Select Representative for Emergency Management Policy Board
Approve City Plan
Require bureau and office participation
Provide direction to POEM
Meet when needed

WEST MULTNOMAH COUNTY USER BOARD

City of Portland Emergency Management Council
Multnomah County
Maywood Park, Port of Portland, Sauvie Island Fire

Westside User Board (WUB) will

Approve exercise schedule
Make Budget recommendations
Relate Bureau, Office and agency plans with the Basic Plan
Approve training schedule
Make recommendations to DPC
Meet as necessary
Involve bureaus and office directors in development and implementation of emergency management systems

Westside User Board is responsible for the cooperative emergency management

planning of the "portion of the County which lies west of the Portland/Gresham city boundary. (approximately NE/SE 162nd Ave & SE 174th) 35763

EMERGENCY MANAGEMENT COUNCIL
Emergency Managers from City of Portland Bureaus

Emergency Management Council will:

Be responsible for updating designated annexes and plans for City Bureaus
Monitor City of Portland response, recovery, preparedness and mitigation programs
Follow guidelines as established in the Basic Plan and Title 15

EMERGENCY MANAGEMENT STAFF
Multnomah County Emergency Management Coordinators
Portland Office of Emergency Management Coordinator

Emergency Management Staff will:

Develop and maintain jurisdictional program management
Coordinate activities with City jurisdictions, region and state
Develop implementation plan for consolidation and co-location per Ordinance 171061
Supervise staff

PORTLAND OFFICE OF EMERGENCY MANAGEMENT
Fire Chief/Emergency Manager
Division Chief/Assistant Emergency Manager
Battalion Chief/ Emergency Coordinator
Captain/Assistant Emergency Coordinator
Planning Program Specialist
Operations Assistant Program Specialist

POEM will:

Maintain City Plan in state of readiness
Ensure EOC readiness through training and exercise
Coordinate efforts of Disaster Policy Council, Westside User Board and Technical Advisory Council
Serve as liaison between all parties
Plan, develop, schedule and facilitate disaster exercises and training
Coordinate Public Outreach Program
Coordinate matters of emergency preparation, response, recovery and mitigation with operational bureaus as needed by Bureaus

TECHNICAL ADVISORY COUNCIL (TAC)

35763

304th Air Rescue
American Red Cross
American Medical Response
Bonneville Power Administration
Civil Air Patrol
Columbia Regional Urban Search & Rescue K-9 Division
ECHO (Emergency Communications for Hazardous Operations)
Life Flight
KXL Radio
KBBT fm
KUFO am
KATU TV
METRO
Multnomah County Emergency Management
National Weather Service
Northwest Medical Teams
Northwest Natural
Oregon Department of Transportation
Oregon National Guard
Pacific Power & Light
Portland Amateur Radio Club
Portland General Electric Co
Portland Housing Authority
Portland Public Schools
Salvation Army
TRI-MET/MAX
U S Army Corps of Engineers
U S Coast Guard
U S West Communications

Technical Advisory Council will:

Meet as needed

Work individually with POEM

Identify linkages between Emergency plans and City plan

The Technical Advisory Council is made up of liaison agencies with specialized areas of expertise. They are called upon in a disaster to attend to the special needs populations or special needs of the population such as utilities, communication, State and Federal concerns. POEM and City Bureaus have written and/or verbal agreements with many mentioned.

GLOSSARY OF TERMS

35763

Annex

A responsibility guide that identifies actions that are specifically related to a function or hazard

BOEC

Portland Bureau of Emergency Communications

A city bureau located at 9911 SE Bush and responsible for administering the 911 emergency telephone program for fire, police and medical emergency response dispatch

City

The City of Portland, Oregon

Disaster

The occurrence or imminent threat of widespread or severe damage, injury or loss of life or property resulting from any natural or human caused event, including fire, flood, earthquake, wind, storm, wave action, oil spill, or other water contamination, radioactive incident, epidemic, air contamination, blight, drought, infestation, explosion, riot, hostile military or paramilitary action, or other public calamity requiring emergency action

Disaster Policy Council

The policy group which consists of the Mayor, City Commissioners, and the City Auditor

Drill

A supervised instruction period aimed at testing, developing and maintaining skills in a particular operation. A drill is often a component of an exercise

Emergency

Any human-made, technological or natural event or circumstance causing or threatening loss of life, injury to persons or property, human suffering or financial loss including but not limited to fire, explosion, flood, severe weather, drought, infestation, earthquake, volcanic activity, spills or releases of petroleum products or other hazardous material, contamination, utility or transportation emergencies, disease, blight, infestation, explosion, riot, hostile or paramilitary action, or structure failure of a dam, building or infrastructure, or other public calamity requiring emergency action (per Chapter 15 04 04 030)

EAS - Emergency Alert System

A network of broadcast stations and interconnecting facilities which have been authorized by the Federal Communications Commission to operate in a controlled manner during a war, state of public peril or disaster, or other national emergency as provided by the Emergency Broadcast System Plan

EMS - Emergency Medical Services

This is a medical emergency response system administered by the Oregon Emergency Medical System. The system consists of organized air and ground ambulance emergency medical response and response protocol

EOC - Emergency Operations Center

For the City of Portland, the location, facility, and staff which provide coordination functions during an emergency or disaster. The EOC is located at 9911 SE Bush. The EOC may be activated by the Mayor, Portland Office of Emergency Management, Bureau Directors or Incident Commanders in the case of emergency and will become the command center for dealing with the emergency.

Exercise

An activity designed to promote emergency preparedness, test or evaluate emergency operations plans, procedures or facilities, train personnel in emergency response duties, and demonstrate operational capability. There are three specific types of exercises:

- A. **Tabletop Exercise:** An activity in which elected and appointed officials and key agency staff is presented with simulated emergency situations. It is usually informal, in a conference room environment, and designed to elicit constructive discussion by the participants as they attempt to examine and then resolve problems based on existing emergency operating plans. The purpose is for participants to evaluate plans and procedures and to resolve questions of coordination and assignment of responsibilities in a non-threatening format and under minimum stress.
- B. **Functional Exercise:** An activity designed to evaluate the capability of an individual function or complex activity within a function. It is applicable where the activity is capable of being effectively evaluated in isolation from other emergency management activity. (Example) A Direction and Control Functional Exercise. An activity designed to test and evaluate the centralized emergency operations capability and timely response of one or more units of government under a stress environment. It is centered in an EOC or interim EOC, and simulates the use of outside activity and resources.
- C. **Full-scale Exercise:** A full-scale exercise is intended to evaluate the operational capability of emergency management systems in an interactive manner over a significant period of time. It involves the testing of a major portion of the basic elements existing within emergency operations plans and organizations in a stress environment. This type of exercise includes the mobilization of personnel and resources and the actual movement of emergency workers, equipment, and resources required to demonstrate coordination and response capability.

FEMA

Federal Emergency Management Agency. The Federal Agency charged with development of an Integrated Emergency Management System and with supporting Emergency Management and disaster Assistance efforts at all levels of government. FEMA is divided into regions. Portland is under Region 10.

Hazard

A potential event or circumstance which presents a threat to life, the environment and/or property.

ICS - Incident Command System

A system used to organize and manage the response to an emergency incident, disaster, and operation of Portland's EOC. This system is being used at the local, State and Federal level throughout the country.

Mayor

The Mayor of the City of Portland, Oregon

Mutual - Aid Agreements

Arrangements between organizations, either public or private, for reciprocal aid and assistance in case of disaster too great to be dealt with unassisted.

NIIMS - National Interagency Incident Management System

The Incident Command System used to manage emergencies and disasters.

PIO - Public Information Officer for the City of Portland, Oregon

Usually this is a position operating out of the Mayor's office. In the case of a major emergency, POEM will provide the PIO with emergency information who will in turn release this material to the news media.

POEM - Portland Office of Emergency Management

City office, located within the Fire Bureau and under supervision of the Fire Chief, responsible for coordinating disaster-related activities and resources, maintaining and operating the EOC, and providing public information and awareness programs on local hazards.

SOP - Standard Operating Procedures

A steady and continuous reference to those procedures which are unique to a situation and which are used for accomplishing specialized functions.

State of Emergency

The duly proclaimed existence of conditions of a disaster or extreme peril to the safety or health of persons and damage to property within local jurisdictional boundaries. For the City of Portland, the emergency must be declared by the Mayor and is normally issued prior to requesting State and/or Federal assistance.

APPENDICES

35763

Appendix A - Essential Emergency Functions Matrix

The following matrix outlines the essential functions which will need to be acted upon within the first 72 hours of a disaster or a level 3 emergency within the City of Portland Bureaus. The scenario of an earthquake was used to develop the matrix. Other information is available in the Emergency Operations Center Activation Guide.

OFFICE BUREAU	FUNCTION	72HR	1WK	2WK
Mayor or Council				
	Inform citizens	X	X	X
	Liaison with state	X	X	X
	Liaison with county	X	X	X
	Provide Leadership	X	X	X
FIRE				
	Fire Fighting	X		
	Rescue	X		
	Hazardous Materials Response	X		
	Medical	X		
	Staff EOC	X	X	X
POLICE				
	Maintain Order	X	X	X
BOEC				
	Provide Communications	X	X	X
ONI				
	Coordinate Neighbors	X	X	X
	Information & Referral	X	X	X
TRANSPORTATION				
	Bridges	X	X	X
	Lifelines	X	X	X
	Arterial Roads		X	X
	Collectors		X	X
	Local		X	X
	Traffic Signals		X	X
	Debris Removal	X	X	X
WATER				
	Fire Fighting	X	X	X
	Public Health	X	X	X
	Economic Vitality		X	X

BES				
	Sanitary Sewer	X	X	X
	Storm Sewer		X	X
	Garbage Collection		X	X
BUILDINGS				
	Inspect Damaged Buildings	X	X	X
	Permits		X	X
FINANCE & ADMIN				
	Collect Fees		X	X
	Pay Contractors		X	X
	Pay Employees		X	X
	Safety	X	X	X
	Run Data Systems		X	X
	Run Accounting Systems		X	X
PURCHASING & STORES				
	Materials/Workers/Supplies	X	X	X
PARKS				
	Provide Volunteer Opportunities	X	X	X
EMERGENCY MANAGEMENT				
	Alert EOC responders	X		
	Staff/Assemble EOC Teams	X		
	Monitor actual emergency conditions	X	X	
	Advise & Assist Mayor	X	X	
	Coordinate public information dissemination	X	X	X
	Liaison with agencies	X	X	X
	Effect declaration of emergency	X		

APPENDIX C
ANNEX ASSIGNMENT UPDATES

<u>Annexes</u>	<u>Assigned To</u>	<u>Update</u>
1 Emergency Operations Center	POEM	9/96
2 Emergency Operations Center Activation Guide	POEM	98draft
3 Emergency Public Information	POEM	3/93
4 Health and Human Services	County/City Health Officer	98draft
5 Resource Service	POEM	10/89
6 Shelter Service	Red Cross	10/89
7 Radiological	POEM/HAZMAT-Fire	2/89
8 Hazard Analysis	POEM	2/98
9 Flood Plan	Maintenance	6/97
10 Public Works Response Plan	Maintenance	6/97
11 Inclement Weather Plan	Maintenance	10/95
12 Earthquake Plan	POEM/Fire/Buildings	98draft
13 Emergency Telephone List	POEM	7/98
14 Volcano Plan	Maintenance	6/80
15 Hazardous Materials Plan	POEM/HAZMAT-Fire	3/98
16 Aircraft Accident-Water Plan	Port of Portland	6/97
17 Damage Assessment Plan	Buildings	10/92
18 Oregon State Fire Service Plan	State Fire Marshal	7/97
19. Terrorism	POEM/Police	98draft
20 Evacuation Plan	Police	6/90
21 Snow and Ice Response Plan	Maintenance	11/98
22 Water Bureau Emergency Plan	Water Works	4/97
23 Mass Casualty Plan	Fire Bureau/Emergency Medical Service	11/96
24 Communications-Warning	Emergency Communications POEM/ General Services	96
25 Forested and Wildland Interface Areas Fire Protection Plan	Fire	7/97
26 Amateur Radio Communications Plan	Amateur Radio Club	3/92
27 Hydroelectric Power Emergency Action Plan	Water Works - Hydro Electric Division	4/96
28 Civil Air Patrol Plan	Civil Air Patrol	4/97
29 911 Telephone Communications Failure	BOEC/BGS	6/96

35763

- * Adopt revision to Basic Emergency Services Plan and amend City Code to reflect changes (Ordinance, repeal City Code sections 15 04, 15 08 and 15 12, and adopt new sections 15 04, 15 08 and 15 12)

The City of Portland ordains

Section 1 The Council finds

- 1 City Code Section 15 12 020 states that the Chief of the Bureau of Fire, Rescue and Emergency Services supervises the City's Office of Emergency Management, and requires that office to bring forth a Basic Emergency Services Plan (the Plan) annually, for presentation to the City Council
- 2 The purpose of the Plan is to assist Portland City government in minimizing the adverse effects from natural, technological and human-caused disasters The new Plan includes an essential emergency functions matrix, which outlines the necessary actions to be taken by major City bureaus after an earthquake in the first seventy-two hours to two weeks
- 3 In reviewing the Plan, the Office of Emergency Management and the Fire Chief recommend a repeal of City Code Chapters 15 04, 15 08 and 15 12 and adoption of new regulations, providing in greater detail than before the duties and authorities that the Mayor has during a state of emergency, describing the duties and authorities of the Office of Emergency Management , and listing the participating bureaus

NOW, THEREFORE, the Council directs

- a The Basic Emergency Services Plan is hereby adopted, substantially as set forth in Exhibit A, attached to this ordinance
- b City Code sections 15 04, 15 08 and 15 12 are hereby repealed
- c Revised City Code sections 15 04, 15 08 and 15 12 are hereby adopted, substantially as set forth in Exhibit B, attached to this ordinance

Section 2 The Council declares that an emergency exists because it is important for the Code to clarify the roles and responsibilities of City officials in the event of a disaster , therefore, this ordinance shall be in force and effect from and after its passage by the Council

Passed by the Council, MAY 27 1998

Commissioner Miller Kafoury

Kathryn Steinberg
May 12 1998

BARBARA CLARK
Auditor of the City of Portland
By

Barbara Clark Deputy

Chapter 15.04
EMERGENCY CODE

Sections:

15 04 010	Title
15.04.020	Purpose
15.04 030	Definitions
15 04 040	Declaration of State of Emergency

15.04.010 Title

This title shall be known as the "Emergency Code."

15.04.020 Purpose

The purpose of this Code is to provide for regulations which set forth the responsibilities of the City in the event an emergency or disaster exists within the City. The regulations are intended to reduce the vulnerability of the City to loss of life, injury to persons or property and human suffering and financial loss resulting from emergencies and to assign authority and responsibilities to various City bureaus. The State has assigned the responsibility for responding to emergencies and disasters to local governments.

15.04.030 Definitions

1. Disaster means an occurrence of imminent threat of widespread or severe damage, injury, or loss of life or property resulting from any natural, technological or human-made cause including fire, flood, earthquake, windstorm, wave action, oil spill or other contamination, radioactive incident, epidemic, air contamination, blight, drought, infestation, explosion, riot, hostile or paramilitary action, or structure failure of a dam, building or infrastructure, or other public calamity requiring emergency action
2. Emergency means any human-made, technological or natural event or circumstance causing or threatening loss of life, injury to persons or property, human suffering or financial loss including but not limited to fire, explosion, flood, severe weather, drought, earthquake, volcanic activity, spills or releases of petroleum products or other hazardous material, contamination, utility or transportation emergencies, disease, blight, infestation, unmanageable crisis influx of migrants, civil disturbance, riot, sabotage and war.
- 3 State of emergency means a situation which involves an emergency or a disaster

15.04.040 Declaration of State of Emergency

1. A state of emergency exists when
 - A. The situation requires a coordinated response beyond that which occurs routinely,
 - B. The required response is not achievable solely with the added resources acquired through mutual aid or cooperative assistance agreements, and
 - C. The Mayor or other City official as provided in PCC 15 08 010 has declared that a state of emergency or disaster exists by proclamation
2. The declaration shall be in writing, shall designate the geographic boundaries of the area in which the state of emergency exists, and shall fix the duration of time in which the state or emergency shall exist. The initial duration shall not exceed a two week period, but may be extended in two week increments.
3. The Mayor shall have the power to request the Governor to declare a state of emergency or disaster within the City. The request must be submitted by the Mayor through the governing body of Multnomah County.
4. The Mayor shall terminate the state of emergency by proclamation when the emergency no longer exists or when the threat of an emergency has passed, and if the Governor has declared a state of emergency, shall ask the Governor to terminate the declaration.

Chapter 15.08
EXECUTIVE RESPONSIBILITY

Sections:

- 15 08 010 Mayor and Successor to Mayor
- 15 08 020 Authority
- 15 08 030 Declaration of Nuisance
- 15 08 040 Enforcement
- 15 08.050 Controlling Provisions

15.08.010 Mayor and Successor to Mayor

1. The Mayor is the Chief Executive of the City of Portland. If the Mayor, for any reason, is unable or unavailable to perform the duties of office under this Code during a state of emergency, the duties shall be performed by the first of the following who is able and available:
 - A. The President of the Council,
 - B. The Council member who has most recently served as President of the Council,
 - C. The Council member holding the position with the lowest number;
 - D. The first of the City officials in the order listed in Section 2-206(g) of the Charter of the City of Portland.
2. The powers of the successor to the Mayor shall be the same as the Mayor and the duration of succession shall be until such time as the Mayor is able to perform the duties of office

15.08.020 Authority

1. Upon the declaration of a state of emergency, the Mayor shall assume centralized control and shall have authority over all bureaus, departments and other City offices as among other powers. The Mayor may delegate any administrative or operative authority vested in the Mayor
2. In addition to other powers granted to the Mayor, the Mayor may:
 - A Utilize all City owned resources,
 - B Designate persons to coordinate the work of public and private relief agencies operating in the area and exclude from the area, any person or agency refusing to cooperate and work under the Coordinator or to coordinate with other agencies engaged in the emergency work

- C Regulate by rationing, freezing, use of quotas, prohibitions on shipments, price fixing, allocation or other means, the use, sale or distribution of food, feed, fuel, clothing and other commodities, materials, goods and services
- D Order the removal of debris and wreckage which may threaten the public health or safety on public or private property consistent with the provisions of PCC 15 08 030
- E Barricade streets and prohibit vehicular or pedestrian traffic, or regulate the same on any public street leading to the area designated as an emergency area for such distance as may be deemed necessary under the circumstances
- F Prohibit or limit the number of persons who may gather or congregate upon any public street, public place or any outdoor place within the area designated as an emergency area.
- G Establish a curfew for the designated emergency area which fixes the hours during which all persons other than officially authorized personnel may not be upon the public streets or other public places.
- H To the extent allowed by law, prohibit the sale, carrying or possession of any weapons or explosives of any kind on public streets or public places.
- I Establish rent controls and provide temporary or permanent housing by purchase, lease or otherwise and to enter into arrangements necessary to prepare or equip the living units for occupancy
- J Order the evacuation of persons from designated areas as necessary
- K Order such other measures as may be necessary to protect the life, safety and health of persons or the safety of property.
- L Adopt rules for the expeditious issuance of permits necessary to address issues which arise from the emergency or disaster.
- M Enter into contracts to the extent authorized by Charter, PCC 8-104 and 8-105.

15.08.030 Declaration of Nuisance

- 1 Debris or wreckage resulting from a natural disaster or emergency situation is declared to be a nuisance
- 2 The nuisance shall be abated as provided by City Code, however, in situations where the public health or safety may be in danger, the City may summarily abate the nuisance and assess the property for the actual cost. Assessment procedures shall be followed

15.08.040 Enforcement

Any person who violates any emergency measure shall be subject to a civil penalty of not more than \$500 per occurrence. Enforcement shall be by the Code Hearings Officer in accordance with the provisions of PCC Title 22.

15.08.050 Controlling Provisions

In the event of an emergency, these Code provisions shall control over any conflicting Code provisions.

Chapter 15.12
OFFICE OF EMERGENCY MANAGEMENT

Sections:

- 15 12 010 Organization
15 12 020 Duties

15.12.010 Organization

(Amended by Ord No 159980, effective Aug 5, 1987) The Office of Emergency Management shall be directly responsible to the Mayor and shall be supervised by the City Fire Chief.

15.12.020 Duties

(Amended by Ord. No. 159980; and 161377, effective Nov. 3, 1988) It shall be the responsibility of the Office of Emergency Management to recommend to the City Council a basic emergency services plan to assist the Mayor in the performance of his/her duties by this Code. In order to develop and maintain a basic emergency services plan, the duties of the Office of Emergency Management shall include, but not be limited to the following:

- A. To have the authority to and cause those officials of City departments, bureaus or offices with emergency services capabilities to prepare coordinated annexes to the basic emergency services plan. Such departments, bureaus, and offices shall include, but not be limited to, the following:
- 1 Bureau of Environmental Services
 - 2 Office of Finance and Administration
 - 3 Bureau of Fire, Rescue & Emergency Services
 4. Bureau of Maintenance
 - 5 Bureau of Police
 - 6 Bureau of Water Works
 - 7 Bureau of Emergency Communications
 - 8 Bureau of General Services
 - 9 Bureau of Buildings

- B. To provide a plan for the procurement of personnel, equipment, material, and supplies from City and private sources, for use in the event of a state of emergency, and to provide for the accounting of the procurements
- C To provide a plan for the coordination of emergency plans, programs and operations of federal, state, and county agencies, and other public or private agencies and corporations with emergency service capabilities
- D To annually review the basic emergency services plan and submit to the City Council, during the month of December each year, the results of the review and any recommendations for revision
- E. To provide for, with the consent of the Council, coordinated operations under simulated state of emergency conditions.
- F. To provide training and exercises to keep city emergency responders proficient in their emergency response and recovery roles and skills.

G:\FIRE\MISC.AB\FIRE.ORD

RESOLUTION No.

35763

Approve the annual review of the Basic Emergency Services Plan (Resolution)

WHEREAS, by virtue of City Code Section 15 12 010, the Chief of the Bureau of Fire, Rescue and Emergency Services (Bureau) supervises the City's Office of Emergency Management, and

WHEREAS, City Code Section 15 12 020 requires the Office of Emergency Management to recommend to the City Council a Basic Emergency Services Plan to assist the Mayor in the performance of her duties, and

WHEREAS, City Code Section 15 12 020(4) requires the Office of Emergency Management to annually review the Basic Emergency Services Plan and submit to the City Council the results of the review and any recommendations for revisions, and

WHEREAS, The Chief of the Bureau has submitted his annual review of the Basic Emergency Services Plan, a copy of which is attached to this resolution

NOW, THEREFORE, BE IT RESOLVED THAT

- 1 The City Council hereby approves the Chief of the Bureau's annual review of the City's Basic Emergency Services Plan, and
- 2 The City Council authorizes the Fire Chief to work toward implementation of the recommendations contained in the Chief's review of the Basic Emergency Services Plan as time and resources allow

Adopted by the Council
Commissioner Francesconi
Kathryn Steinberg/Fire Bureau
January 14, 1999

JAN 27 1999

GARY BLACKMER
Auditor of the City of Portland

By *Bette Olson*
Deputy

RESOLUTION NO. 35763

Title

Approve the annual review of the Basic Emergency Services Plan (Resolution)

INTRODUCED BY	DATE FILED JAN 22 1999
Comm. Francesconi <i>Ji</i>	<i>Frank</i> Gary Blackmer Auditor of the City of Portland
NOTED BY COMMISSIONER	By <i>Cay Kershner</i> Deputy
Affairs	For Meeting of _____
Finance and Administration	ACTION TAKEN
Safety	
Utilities	
Works	
BUREAU APPROVAL	
Bureau Fire Bureau	
Prepared by Date KATHRYN STEINBERG	
Budget Impact Review ___ Completed ___ Not Required	
Bureau Head Chief Wall	

AGENDA		FOUR-FIFTHS AGENDA	COMMISSIONERS VOTED AS FOLLOWS	
			YEAS	NAYS
Consent	Regular	Francesconi	✓	
NOTED BY		Hales	✓	
City Attorney		Saltzman	_____	
City Auditor		Sten	✓	
City Engineer		Katz	_____	