

FILED
OFFICE OF THE CITY CLERK
OAKLAND

2010 JUN 24 PM 6:01

CITY OF OAKLAND

AGENDA REPORT

TO: Office of the City Administrator
ATTN: Dan Lindheim
FROM: Oakland Fire Department
DATE: July 6, 2010

RE: A Report and Ordinance Authorizing the City Administrator to Designate the Oakland Fire Department to Charge A User Fee For the Public Safety Services Rendered in Connection with Motor Vehicle Accidents by the City of Oakland Fire Department to Non-Residents, and Amending the Master Fee Schedule to Include the New User Fees and A Resolution Waiving The Advertisement And Request For Proposal/Qualifications Process And Authorizing The City Administrator To Enter Into A Three Year Agreement With Fire Recovery, USA To Provide Billing And Collection Services In Connection With The City's Public Safety Service User Fee Ordinance In Exchange For Retention Of A Percentage Of Revenue Collected To Be Determined By The City Administrator

SUMMARY

Staff has prepared a report and proposed ordinance authorizing the City Administrator to designate the Oakland Fire Department to charge a user fee for the public safety services rendered as a result of motor vehicle accidents (MVA) caused by persons who are not Oakland residents and deemed to be at-fault and any and all criminally negligent drivers, regardless residence, and amending the Master Fee Schedule and a resolution to waive the advertisement and competitive bid process and authorizing the City administrator to enter into a three year agreement with Fire Recovery, USA to provide billing and collection services in connection with the City's Public Safety Service User Fee Ordinance in exchange for retention of a percentage of revenue collect to be determined by the City Administrator.

FISCAL IMPACT

Billing non-resident at-fault motor vehicle insurance carriers will help recover the cost of services associated with providing emergency response and medical services at the scene of motor vehicle accidents. There will be no upfront costs to the City. When fully implemented, it is estimated that up to \$400,000 per year or \$33,333 per month will be recovered based on the 2009 run volume. Fire Recovery, USA will retain a negotiated percentage of the fee collected as their payment for services provided under the agreement.

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All amounts collected as a result of this ordinance shall be deposited to the General Fund (Fund 1010), Org (20611), insurance claims/settlement (48411), Fire Suppression(PS17), to offset the associated costs of personnel, supplies, and equipment of Fire Services. The contract will be managed by the Fire Department's Chief Financial Officer.

BACKGROUND

The Oakland Fire Department (OFD) provides emergency response services for motor vehicle accidents and vehicle fires. Oakland, being a major business hub in the Bay Area, flanked by several major interstate freeways and highways, has an increasing number of non-resident drivers and deemed to be at-fault and any and all criminally negligent drivers regardless of residence, traveling through the area. A significant volume of the vehicle accidents involve non-Oakland residents, who are often found to be at-fault. Currently, Oakland taxpayers bear the full cost of providing these services. It is in the best interest of the City of Oakland and fiscally prudent to file claims to recover a portion of the cost of responding to vehicle accidents involving non-residents. A three year agreement will allow for immediate collection of revenue and time to develop a RFP, which will be tailored to the City's needs and based on feedback received during the first two years.

Tax dollars should fund basic services required to operate a fire department, and not subsidize expenses resulting from automobile accidents by non-Oakland residents negligent drivers regardless of residence. All persons operating motor vehicles in the State of California are required to maintain sufficient liability insurance coverage, which pays expenses related to accidents when the carrier is at fault. Moreover, Fire Investigators routinely work in collaboration with insurance companies to determine the cause of vehicle fires and accidents. It is reasonable to recover the costs associated with these investigations.

Based on these circumstances, OFD is requesting authority to bill at-fault motor vehicle insurance carriers of non-residents and to utilize the billing services of Fire Recovery USA for the duration of three years without having to go through the advertising and bid processes.

KEY ISSUES AND IMPACTS

City of Oakland taxpayers are paying for services rendered to non-residents who are involved in vehicle accidents in Oakland. Billing the insurance carriers of at-fault non-resident persons, deemed to be at-fault and all criminally negligent drivers regardless of residence, who receive high quality emergency response and medical services reimburses the City for a portion of the costs associated with responding to motor vehicle accidents. Adoption of the Ordinance will allow for collection of fees estimated to be \$400,000 annually when fully implemented, which will be deposited to the General Fund and offset costs necessary to provide fire services to the Oakland community.

Waiving the advertisement and competitive bid process is in the best interest of the City of Oakland because it will allow the City to receive the benefit in the least amount of time, which is essential during this economic crisis. Using Fire Recovery, USA allows for implementation of

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the collection services in a timely manner, with a proven vendor. Moreover, staff has conducted extensive research and determined that Fire Recovery, USA is the only company that is currently performing this service in California. It is highly unlikely that advertising and a formal bid process would yield a different result. Experience in the state is essential as laws governing collection vary depending upon the state. Fire Recovery, USA has the expertise in this area and has a third party contract with many California Public agencies. Fire Recovery USA provides cost recovery services for the City of Roseville Fire Department, City of Stockton Fire Department, Montezuma Fire District and other California Agencies. Fire Recovery, USA is familiar with all applicable state laws and insurance regulations and can begin processing cost recovery claims within a reasonable amount of time of executing a contract for service. Fire Recovery, USA's fee to administer this program will be negotiated by the City Administrator. Currently other jurisdictions pay between 17% and 20% of collected revenues for the service. There is no cost to the City for uncollected revenues. The collection is directly from the insurance companies which carry the coverage for the non-Oakland residents and deemed to be at-fault and all criminally negligent drivers regardless of residence.

Considering the current staff level, the start-up investments, software capacity and expertise on the fire service collections, staff recommends to outsource this collection.

Fire Recovery USA was recommended to be the contractor based on the following:

- Fire department cost recovery billing is a specialized service that uses advanced techniques and methods to recover a significant percentage of cost recovery claims;
- Fire Recovery USA provides such services and was selected by the City of Roseville after a RFP process in March 2009, and provides services for other public agencies within California;
- Fire Recovery USA is familiar with all applicable state laws and insurance regulations and can begin processing cost recovery claims within 60 days of executing a contract for service.

The three year period provides a reasonable amount of time for software set up and program implementation. During this period staff will evaluate and revise the scope of work to maximize revenue collection. Information gathered during this period will be used to negotiate future contracts and if competitors offer the service in the future, the RFP/RFQ will be developed accordingly.

PROGRAM DESCRIPTION

The Oakland Fire Department (OFD) provides services for motor vehicle accidents, vehicle fires, and structures fires, among other things. A significant volume of the vehicle accidents involve non-Oakland residents, who receive these services at the expense of Oakland taxpayers. Therefore, it is prudent to file claims to recover a portion of the cost of their emergency response.

OFD plans to use a third party contractor, Fire Recovery, USA to administer the program. Minimal City staff time will be required for the program as the contractor will perform all duties

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associated with billing and collection of the fees. The contractor will use an additional staff person for this account. This person could be hired by the contractor from the City's layoff list, if appropriate. The OFD Chief Financial Officer and staff will oversee and provide internal services including provision of necessary incident reports and deposit and accounting for fees collected.

SUSTAINABLE OPPORTUNITIES

Economic: This is a cost recovery effort in which the costs would otherwise be paid by Oakland tax payers. In many cases, non-residents are involved in motor vehicle accidents and, as non-residents; do not contribute to tax base supporting the local fire department. The contractor will need one staff to work on this account that could be hired from the City's layoff list if appropriate.

Environmental: There are no environmental opportunities associated with this report.

Social Equity: In many cases, non-residents are involved in motor vehicle accidents and, as non-residents; do not contribute to tax base supporting the local fire department.

DISABILITY AND SENIOR CITIZEN ACCESS

There are no Americans with Disability Act (ADA) or senior access issues contained in this report.

RECOMMENDATION AND RATIONAL

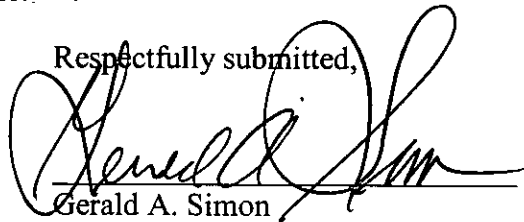
In all fairness to Oakland taxpayers, approval of billing to at-fault motor vehicle insurance carriers of non-residents will help recover costs of services rendered to non-residents which accounts for the majority of motor vehicle accidents. Staff recommends that the City Council adopt the Ordinance and approve the resolution.

ACTION REQUESTED OF THE COUNCIL

Staff recommends that the City Council take the following actions:

1. Adopt an Ordinance to: 1) establish and implement a program to charge user fee for the deployment of public services rendered by the City of Oakland Fire Department and; 2) modify the Master Fee Schedule as shown in Exhibit A.
2. Approve a resolution to waive the advertisement and competitive bid process and authorizing the City administrator to enter into a three year agreement with Fire Recovery, USA to provide billing and collection services in connection with the City's Public Safety Service User Fee Ordinance in exchange for retention of a percentage of revenue collect to be determined by the City Administrator.

Respectfully submitted,

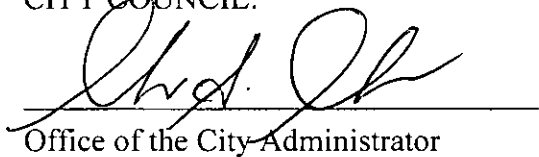


Gerald A. Simon
Fire Chief

Reviewed by:
Nina S. Morris, Assistant to the Director
Office of the Fire Chief

Prepared by:
Donna Hom, Chief Financial Officer

APPROVED AND FORWARDED TO THE
CITY COUNCIL:



Office of the City Administrator

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APPROVED AS TO FORM AND LEGALITY

INTRODUCED BY COUNCILMEMBER _____

City Attorney

OAKLAND CITY COUNCIL

ORDINANCE No. _____ C.M.S.

ORDINANCE ADDING TITLE 8, *HEALTH AND SAFETY*, CHAPTER 8.56, *EMERGENCY RESPONSE SERVICES FEES PROGRAM*, TO THE OAKLAND MUNICIPAL CODE TO ESTABLISH AND IMPLEMENT A PROGRAM TO CHARGE USER FEES FOR THE EMERGENCY RESPONSE SERVICES RENDERED BY THE CITY OF OAKLAND IN CONNECTION WITH MOTOR VEHICLE ACCIDENTS CAUSED BY ANY AND ALL NON-RESIDENT DRIVERS DEEMED TO BE AT-FAULT AND ANY AND ALL CRIMINALLY NEGLIGENT DRIVERS, REGARDLESS OF RESIDENCE, AND AMENDING THE MASTER FEE SCHEDULE TO INCLUDE THE NEW USER FEES

WHEREAS, the City of Oakland's emergency services response to incidents on streets and highways continues to increase each year and environmental protection requirements involving equipment and training, and Homeland Security regulations involving equipment and training, create additional demands on all operational aspects of Oakland's fire and rescue services; and

WHEREAS, the increased demands for City of Oakland Fire Department ("OFD") emergency services, training and equipment create significant costs for the City of Oakland; and

WHEREAS, the OFD has investigated different methods to maintain a high level of quality of emergency service capability throughout times of constantly increasing service demands, where maintaining an effective response by OFD decreases the costs of incidents to insurance carriers through timely and effective management of emergency situations, saves lives and reduces property damage; and

WHEREAS, raising real property tax to meet the increasing costs associated with increased service demands irrespective of the jurisdiction in which the vehicle owner resides places a significant burden upon the City of Oakland and the burden of increased costs falls upon the City of Oakland as well; and

WHEREAS, the burden of expense to provide these services only continues to escalate along with the calls for service, the expense of staffing, purchasing, maintaining, and the cost of operations as well, only increase; and

WHEREAS, it is not fair to City of Oakland property owners because property owners already subsidize emergency response costs provided by the City of Oakland in connection with motor vehicle accidents through payment of property taxes and staff has determined that the majority of motor vehicle accidents to which OFD responds involve individuals not owning property or paying taxes in the City of Oakland; and

WHEREAS, state law authorizes public entities to seek reimbursement for their emergency response expenses from persons guilty of criminally negligent driving, that is driving under the influence of drugs and/or alcohol or driving with intentionally negligent operation of motor vehicles, that causes any incident requiring an emergency response, although insurance carriers of such criminally negligent drivers are barred from paying emergency response expense claims related to such incidents (Cal. Gov. Code §53150, et. Seq.); and

WHEREAS, state law otherwise permits local public entities to pursue collection of emergency response expenses from insurance carriers of non-criminally negligent drivers (Cal. Gov. Code §53158); and

WHEREAS, the Oakland City Council wishes to establish and implement a system for the billing and collection of emergency response user fees to pay for Oakland Fire Department emergency response costs generated by 1) any and all criminally negligent drivers, regardless of residence, including, but not limited to, drivers deemed to be under the influence of alcohol and/or drugs and drivers whose intentionally negligent conduct, and 2) drivers, regardless of residence, who are guilty of criminally negligent driving such as driving under the influence of alcohol and/or drugs or drivers whose intentionally negligent operation of a vehicle causes an accident, and 2) any and all at-fault, non-resident drivers; now, therefore,

THE COUNCIL OF THE CITY OF OAKLAND DOES ORDAIN AS FOLLOWS:

SECTION 1. Emergency Response User Fees. Oakland Municipal Code Title 8, *Health and Safety*, is amended to add new Chapter 8.56, *Emergency Response Services Fees Program*, as follows:

Chapter 8.56, Emergency Response Services Fees Program

Section 8.56.010. Purpose. The City of Oakland shall establish user fees for the delivery of Oakland Fire Department fire and rescue services, personnel, supplies and equipment to the scene of motor vehicle accidents and other incidents on the highways (“Emergency Response User Fees”), to be charged as permitted under Government Code Sections 53150, et seq. and this Ordinance.

Section 8.56.020. Fees; Master Fee Schedule. The rate of Emergency Response User Fees shall be that which is usual, customary and reasonable (UCR) as shown in “EXHIBIT A”, which may include any services, personnel, supplies and equipment, with baselines established by addendum to this document. The City Administrator may adjust such fees periodically to reflect changes in actual costs for such services. The Master Fee Schedule

shall be amended to include Emergency Response User Fees and amended periodically to update said fees.

Section 8.56.030. Alcohol and Drug Intoxicated Drivers; Criminally Negligent Drivers. Emergency Response User Fees will apply and be charged to:

- 1) Drivers who are non-residents and deemed "at-fault" by investigators at the accident scene, or otherwise determined to be responsible, for a motor vehicle accident requiring an Oakland Fire Department emergency response; and
- 2) Drivers who are under the influence of alcohol and/or drugs, and/or who engage in intentionally wrongful conduct, regardless of residency, that are liable for emergency response expenses under Government Code Section 53150, et seq.; and
- 3) Drivers who operate a motor vehicle in any criminally negligent manner, regardless of residency, who may not be liable for emergency response expenses under Government Code Section 53150, et seq.; and
- 4) Utilities causing safety problems to highway areas in the event services are required relating to equipment problems of a utility that are/were the cause for an emergency services response, and if the area is deemed unsafe by emergency responders.

Section 8.56.040. Collection. The user fee shall be charged to persons or entities identified in section 8.56.030 above. The fees shall represent an add-on cost of the City's claim for damages of the vehicles, property and/or injuries. In the event services are required relating to utilities causing safety problems to highway areas, and if the area is deemed unsafe by emergency responders, the same billing process shall apply to said utility, whose equipment related problems are/were the cause for an emergency services response. For persons chargeable with expenses under Government Code Sections 53150, et seq., the City will, at its discretion, pursue collection of claim costs through all legal means. The claim costs against all other persons liable for charges under this Ordinance shall be submitted to the insurer of the owner of a vehicle, owner of property, or responsible parties.

Section 8.56.050. Revisions. The City of Oakland may make rules or regulations and from time to time may amend, revoke, or add rules and regulations, not consistent with this Section, as they may deem necessary or expedient with respect to billing for emergency response user fees or the collection thereof.

SECTION 2. Master Fee Schedule. The City of Oakland 2010-2011 Master Fee Schedule shall be amended to include the fees to recover Oakland Fire Department emergency response expenses set forth in Exhibit A, attached hereto.

SECTION 3. Severability. If any section, subsection, subpart or provision of this Ordinance, or the application thereof to any person or circumstances, is held invalid, the remainder of the provisions of this Ordinance and the application of such to other persons or circumstances shall not be affected thereby.

SECTION 4. Effective Date. This ordinance shall become effective immediately on final adoption if it receives six or more affirmative votes on final adoption; otherwise it shall become effective upon the seventh day after final adoption.

IN COUNCIL, OAKLAND, CALIFORNIA, _____

PASSED BY THE FOLLOWING VOTE:

AYES- BROOKS, DE LA FUENTE, KAPLAN, KERNIGHAN, NADEL, QUAN, REID, and
PRESIDENT BRUNNER

NOES-

ABSENT-

ABSTENTION-

ATTEST: _____
LaTonda Simmons
City Clerk and Clerk of the Council
of the City of Oakland, California

DATE OF ATTESTATION: _____

EXHIBIT A

MOTOR VEHICLE ACCIDENTS

Level 1 - \$450.00

This includes scene safety and investigation (including traffic control, patient contact, and hazard control). This will be the most common billing level. This occurs almost every time a Fire Department responds to an accident.

Level 2 - \$470.00

This includes Level 1 services as well as clean-up and material used (sorbents used, hazardous clean-up and disposal). We will bill at this level if the Department has to clean-up any gasoline or other automotive fluids that are spilled as a result of the accident.

Level 3 - CAR FIRE - \$720.00

This includes Scene Safety, Fire Suppression, Breathing Air, Rescue Tools, Hand Tools, Hose, Tip Use, Foam, Structure Protection, and clean-up of gasoline or other automotive fluids that are spilled as a result of the accident.

Level 4 - \$1,220.00

This includes Level 1 & 2 services as well as Extrication (heavy rescue tools, ropes, airbags, cribbing etc.). We will bill at this level if the Department has to free/remove anyone from the vehicle(s) using any equipment. We will not bill at this level if the patient is simply unconscious and Department is able to open the door to access the patient. This level is to be billed only if equipment is deployed.

HAZARDOUS MATERIAL

Level 1 - \$450.00

Basic Response - billing will include engine response, first response team, perimeter establishment, evacuations, first responder set-up and command.

Level 2 - \$1,514.00

Intermediate Response - billing will include engine response, first response team, Haz-Mat certified team and appropriate equipment, perimeter establishment, evacuations, first responder set-up and command, Level A or B suit donning, breathing air and detection equipment. Set-up and removal of DECON center and wash down.

Level 3 - \$2,780.00 plus disposal fees (see below)

Advanced Response - billing will include engine response, first response team, Haz-Mat certified team and appropriate equipment, perimeter establishment, evacuations, first responder set-up and command, Level A or B suit donning, breathing air and detection equipment and robot deployment. Set-up and removal of DECON center and wash down. The detection, recovery and identification of materials; disposal and environment clean-up. This includes above in addition to any disposal fees of material and contaminated equipment and material used at scene. This includes 3 hours of on scene time - **each additional hour @ \$727.00 per Haz-Mat team.**

STRUCTURE FIRES

Structure Fire Team - \$450.00 per hour, per engine and/or \$600.00 per hour, per truck

Includes:

- Scene Safety
- Investigation
- Traffic Control
- Patient Contact
- Hazard Control

This will be the most common billing level. This occurs almost every time a Fire Department responds to an accident.

DRAFT

City Attorney

FILED
OFFICE OF THE CITY CLERK
OAKLAND

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OAKLAND CITY COUNCIL**RESOLUTION No. _____ C.M.S.****RESOLUTION WAIVING THE ADVERTISEMENT AND REQUEST FOR PROPOSAL/QUALIFICATIONS PROCESS AND AUTHORIZING THE CITY ADMINISTRATOR TO NEGOTIATE AND AWARD A THREE YEAR TERM AGREEMENT TO FIRE RECOVERY, USA TO PROVIDE BILLING AND COLLECTION SERVICES IN CONNECTION WITH THE CITY'S EMERGENCY RESPONSE USER FEE PROGRAM IN EXCHANGE FOR RETENTION OF A PERCENTAGE OF REVENUE COLLECTED TO BE DETERMINED BY THE CITY ADMINISTRATOR**

WHEREAS, the City of Oakland Fire Department provides emergency response, medical and fire investigation services in response to motor vehicle accidents and vehicle fire in the Oakland community; and

WHEREAS, the costs associated with providing emergency response, medical and fire investigation services including personnel, equipment and training is paid by City of Oakland taxpayers; and

WHEREAS, a significant amount of the motor vehicle accidents in Oakland involve at fault non-Oakland residents who receive the high quality and costly emergency response, medical and fire investigation services and don't pay taxes in Oakland; and

WHEREAS, staff has prepared an ordinance to establish and implement a program to charge and collect emergency response user fees for the public safety emergency response services rendered at the scene of motor vehicle accidents from non-resident drivers responsible for the accidents and from criminally negligent drivers, regardless of residence; and

WHEREAS, state law prohibits insurance carriers from paying public entity emergency response claims for certain criminally negligent drivers (under the influence of alcohol and/or drugs, or who engage in intentionally negligent driving), but allows insurers to pay claims for emergency response costs in other circumstances, therefore, the proposed ordinance would authorize staff to institute claims and collection proceedings against driver's insurance carriers when permitted, and against individual drivers in circumstances where insurance carriers are prohibited by law from paying such claims;

WHEREAS, based on accident data from 2009, it is estimated that collections from insurance carriers of non-resident, non-criminally negligent drivers involved in accidents would generate up to \$400,000 per year or \$33,333 per month, while the system is fully implemented; and

WHEREAS, all amounts collected shall be deposited to the General Fund (Fund 1010), Org(20611), insurance claims/settlement (48411), Fire Suppression(PS17), to be used exclusively for personnel, supplies, and equipment of Fire Services; and

WHEREAS, given the City's current staff level, start-up investment costs that would be required to implement the emergency response fee program and need for certain software expertise, it is the staff's recommendation that billing and collection work needed to collect emergency response fees under the proposed ordinance be outsourced; and

WHEREAS, Fire Department staff has researched the market and has determined that there is only one firm in California, Fire Recovery, USA, currently handling collections of this type in connection with similar ordinances in the state of California and that has substantial knowledge of California law; and

WHEREAS, Fire Recovery USA provides the same or similar services to the City of Roseville resulting from a request for proposal process Roseville conducted in March 2009, and the City proposes to essentially piggy-back off of the terms and conditions of the Roseville contract to the extent the such terms and conditions are beneficial for the City, but shall also negotiate terms specific to Oakland's needs; and

WHEREAS, Fire Recovery, USA possesses the expertise and software capacity for the FireRMS system that the Oakland Fire Department currently uses for its RecoveryHub system and reference checks of other local jurisdictions using Fire Recovery, USA services show that collection activities were up and running within 60 days of the contract with Fire Recovery, USA; and

WHEREAS, Fire Recovery, USA will retain a negotiated percentage of the fee collected as their compensation for services provided under the agreement, therefore, City would not be obligated to pay contractor from any other revenue source; and

WHEREAS, Oakland Municipal Code Section 2.04.051.B authorizes the City Council to waive advertising and the request for proposal/qualifications process upon a finding by the City Council that it is in the best interests of the City to do so; and

WHEREAS, it is in the best interests of the City of Oakland for the Council to waive advertising and the request for proposal/qualifications process because Fire Recovery, USA is providing the same or similar services to other jurisdictions in California, they possess the software and expertise to handle computerized accident data produced by the City's systems and the request for proposals that Roseville conducted in 2009 indicates that the conduct of a request for proposal process would not likely produce a different result and would delay timely implementation of a revenue generating program; and

WHEREAS, a three year agreement is proposed because it allows time for software set up, program implementation and staff to analyze and evaluate the service and revise as necessary to maximize revenue; and

WHEREAS, the City Administrator has determined that the services to be provided under the contract(s) approved hereunder are of a professional, technical and temporary nature and shall not result in the loss of employment or salary by any person having permanent status in the competitive service; now therefore be it

RESOLVED: That the City Council finds and determines pursuant to the Oakland Municipal Code, Title 2, Chapter 2.04, Sections 2.04.050.I.(5), for the reasons stated in the report accompanying this Resolution and above, that it is in the best interests of the City to waive advertising and the request for proposal/qualifications process and the requirements are so waived; and be it

FURTHER RESOLVED: The City Administrator is authorized to negotiate and award a three-year term agreement to Fire Recovery, USA for the billing and collection of emergency services response user fees in connection with the Emergency Response User Fee Program; and be it

FURTHER RESOLVED: The City Administrator will negotiate retention of a percentage of the revenue collected as the sole basis for compensation for the work so that in no event shall the City be responsible for issuing payments to the contractor from any other revenue source; and be it

FURTHER RESOLVED: That all contracts shall be approved for form and legality by the City Attorney's office and placed on file in the Office of the City Clerk

IN COUNCIL, OAKLAND, CALIFORNIA, _____, 20_____

PASSED BY THE FOLLOWING VOTE:

AYES- BROOKS, DE LA FUENTE, KAPLAN, KERNIGHAN, NADEL, QUAN, REID, and PRESIDENT BRUNNER

NOES-

ABSENT-

ABSTENTION-

ATTEST: _____

LaTonda Simmons
City Clerk and Clerk of the
Council of the City of Oakland, California