

City of Portland, Oregon

FY 2023-24 Requested Budget



Commissioner of Public Utilities
Carmen Rubio





Commissioner Carmen Rubio
City of Portland

DATE: January 26, 2023

TO: Commissioner Dan Ryan
Commissioner Mingus Mapps
Commissioner Rene Gonzalez
Mayor Ted Wheeler
Auditor Simone Rede

CC: City Budget Office

FROM: Commissioner Carmen Rubio

SUBJECT: Office of the Commissioner of Public Utilities FY 2023-24 Requested Budget Submission

Please accept the FY 2023-24 Requested Budget submission from the Office of the Commissioner of Public Utilities. The submission package includes the following documents:

- Program Offer Narrative
- Requested Budget
- Equity Template

I have reviewed the enclosed documents and support the submission package.

Please contact Jillian Schoene, or OMF Business Operations Division Analyst Ben Smith, with any questions.

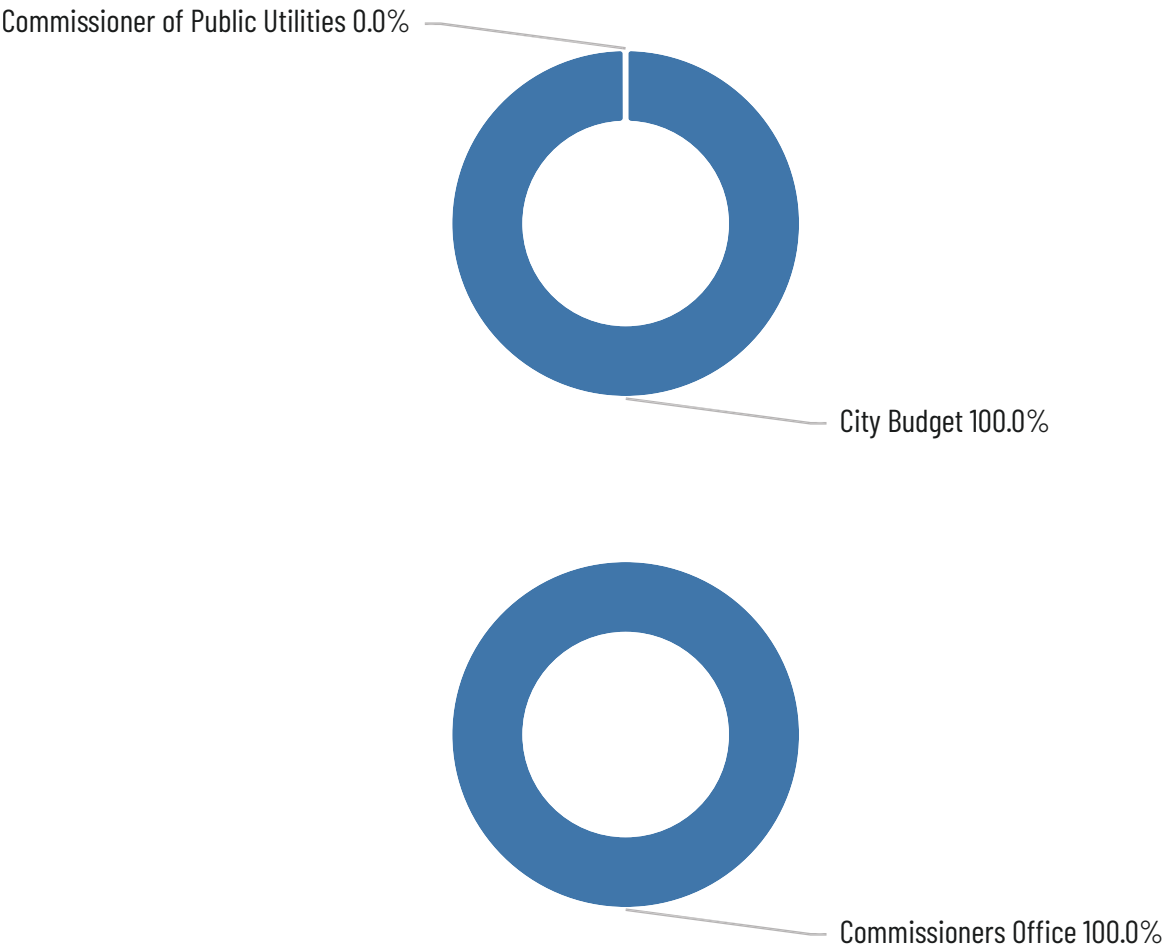
Sincerely,

Carmen Rubio
Commissioner, City of Portland

Commissioner of Public Utilities

Elected Officials Service Area

Carmen Rubio, Commissioner-in-Charge



Bureau Overview

Requirements	Revised FY 2022-23	Requested Total FY 2023-24	Change from Prior Year	Percent Change
Operating	\$1,474,795	\$1,603,130	\$128,335	9%
Capital				
Total	\$1,474,795	\$1,603,130	\$128,335	9%
Authorized Positions	8.00	8.00	—	—%

Bureau Summary

Bureau Overview

The Commissioner of Public Utilities is charged with legislative and administrative responsibilities in accordance with the provisions of the City of Portland Charter. The Commissioner is one of five nonpartisan City Council members. As a whole, the Council promotes a livable and sustainable city by enacting and enforcing City laws, approving a budget, and advocating for policy changes and funding at the state and federal levels. The Commissioner provides leadership and management oversight for a portfolio of City bureaus.

Bureau Assignments

The Commissioner of Public Utilities is responsible for the following bureaus:

- ◆ Portland Housing Bureau
- ◆ Bureau of Development Services
- ◆ Bureau of Planning and Sustainability
- ◆ Proposer Portland

In addition, the Commissioner has the following liaison responsibilities:

- ◆ Venture Portland
- ◆ Home Forward
- ◆ Visitor Development Fund Board (with Mapps)
- ◆ Travel Portland
- ◆ The Gateway Center
- ◆ Workforce Development Board
- ◆ Portland Mall Management, Inc.
- ◆ Portland Film Office
- ◆ Metro Policy Advisory Committee
- ◆ Mt. Hood Cable Regulatory Commission

Summary of Budget Decisions

The Council Offices did not submit any add or cut packages for their FY 2023-24 office budgets.

	Actuals FY 2020-21	Actuals FY 2021-22	Revised FY 2022-23	Requested No DP FY 2023-24	Requested Total FY 2023-24
Resources					
Internal Revenues					
General Fund Discretionary	531,905	575,690	630,042	660,835	660,835
General Fund Overhead	704,745	772,528	844,753	942,295	942,295
Interagency Revenue	0	(7)	0	0	0
Internal Revenues Total	1,236,650	1,348,211	1,474,795	1,603,130	1,603,130
Beginning Fund Balance					
Resources Total	1,236,650	1,348,211	1,474,795	1,603,130	1,603,130
Requirements					
Bureau Expenditures					
Personnel Services	929,647	1,030,959	1,121,651	1,211,899	1,211,899
External Materials and Services	35,609	33,430	42,726	50,000	50,000
Internal Materials and Services	271,394	283,821	310,418	341,231	341,231
Bureau Expenditures Total	1,236,650	1,348,211	1,474,795	1,603,130	1,603,130
Ending Fund Balance					
Requirements Total	1,236,650	1,348,211	1,474,795	1,603,130	1,603,130
Programs					
Commissioner's Office	1,236,650	1,348,211	1,474,795	1,603,130	1,603,130
Total Programs	1,236,650	1,348,211	1,474,795	1,603,130	1,603,130

Commissioner of Public Utilities

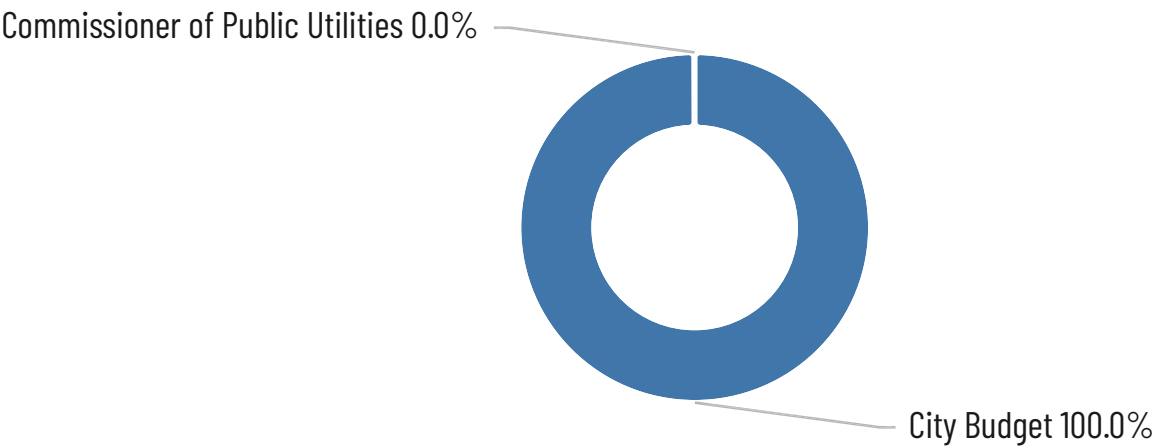
Class	Title	Salary Range		Revised FY 2022-23		Requested No DP FY 2023-24		Requested Total FY 2023-24	
		Min	Max	No.	Amount	No.	Amount	No.	Amount
30000002	Commissioner	32,760	136,780	1.00	125,694	1.00	125,694	1.00	125,694
30000006	Commissioner's Chief of Staff	86,819	146,489	1.00	135,450	1.00	135,450	1.00	135,450
30002511	Commissioner's Senior Staff Rep	67,933	128,043	3.00	253,714	3.00	285,261	3.00	285,261
30000005	Commissioner's Staff Rep	51,126	118,572	3.00	221,160	3.00	228,633	3.00	228,633
Total Full-Time Positions				8.00	736,018	8.00	775,038	8.00	775,038
Grand Total				8.00	736,018	8.00	775,038	8.00	775,038

Commissioner of Public Utilities

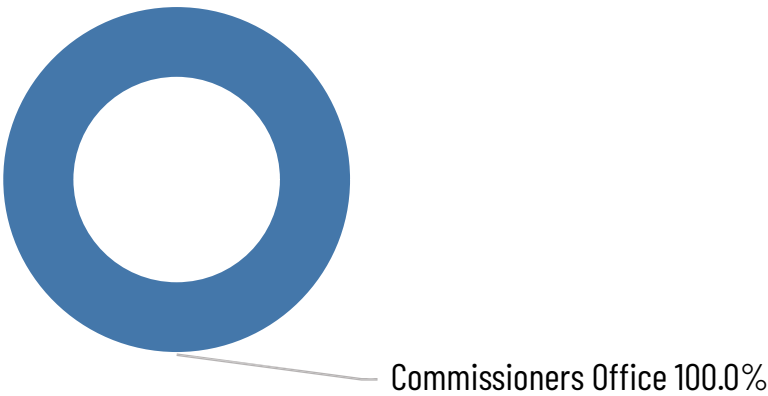
Elected Officials Service Area

Carmen Rubio, Commissioner-in-Charge

Percent of City Budget Graph



Bureau Programs



Bureau Overview

Requirements	Revised FY 2022-23	Requested with DP FY 2023-24	Change from Prior Year	Percent Change
Operating	\$1,474,795	\$1,603,130	\$128,335	\$9%
Capital				
Total	\$1,474,795	\$1,603,130	\$128,335	\$9%
Authorized Positions	8.00	8.00	—	—%

Commissioner of Public Utilities

Program Description & Goals

The Commissioner of Public Utilities is charged with legislative and administrative responsibilities in accordance with the provisions of the City of Portland Charter. The Commissioner is one of five nonpartisan City Council members. As a whole, the City Council promotes a livable and sustainable city by enacting and enforcing City laws, approving a budget, and advocating for policy changes and funding at the state and federal levels. Specifically, the Commissioner of Public Utilities provides leadership and management oversight for the following portfolio of City bureaus:

- ◆ Portland Housing Bureau
- ◆ Bureau of Development Services
- ◆ Bureau of Planning & Sustainability
- ◆ Prosper Portland

The Commissioner of Public Utilities does not have any performance measures; however, the bureaus she manages have multiple performance measures which are one component of measuring success. Elected officials serve four-year terms and ultimately the voters decide at the ballot whether the Commissioner should serve another term if they seek reelection.

Equity Impacts

The Office of Equity and Human Rights (OEHR) presented Racial Equity Goals and Strategies to City Council on July 8, 2015. The City Council unanimously adopted the goals and strategies as binding City policy, providing a guidepost for City employees and leadership to follow to achieve the racial equity goals. Below are the Citywide Racial Equity Goals and Strategies along with examples of how the Commissioner of Public Utilities meets these goals:

- ◆ Use a racial equity framework: The Commissioner's Office uses a racial equity framework to inform all its policy analysis and development work.
- ◆ Build organizational capacity: The Commissioner's Office seeks to help community-based organizations build leadership skills and secure resources.
- ◆ Implement a racial equity lens: The Commissioner's Office utilizes a racial equity lens to inform all its policy analysis and development work.
- ◆ Be data driven: The Commissioner's Office utilizes data to inform all its policy analysis and development work.
- ◆ Partner with other institutions and communities: The Commissioner's Office partners with dozens of community institutions and groups.
- ◆ Operate with urgency and accountability: The Commissioner's Office is reminded daily that it is directly accountable to Portlanders.

Changes to Program

No changes from prior year.

Program Budget

	Actuals FY 2020-21	Actuals FY 2021-22	Revised FY 2022-23	Requested Base FY 2023-24	Requested with DP FY 2023-24
Requirements					
Bureau Expenditures					
Personnel Services	929,647	1,030,959	1,121,651	1,211,899	1,211,899
External Materials and Services	35,609	33,430	42,726	50,000	50,000
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Requirements Total	1,236,650	1,348,211	1,474,795	1,603,130	1,603,130
FTE	8.00	0.00	9.00	8.00	8.00

GUIDE TO THE BUDGET EQUITY ASSESSMENT TOOL



OFFICE of EQUITY
and HUMAN RIGHTS
CITY OF PORTLAND



This Budget Equity Assessment Tool is a set of questions to guide City bureaus and their Budget Advisory Committees in providing a holistic assessment of how equity is prioritized and addressed within the development of bureau budgets each fiscal year. This analysis will also hopefully highlight opportunities to implement changes, both in the short- and long-term, to help meet bureau and City equity goals.

We highly recommend that every manager making a program offer should attempt to use this guide and respond to the questions as much as it is applicable to your program.

CITY POLICY

The City of Portland is committed to policies, practices, and procedures that center equity in the services and support we provide to the community.

POLICY

The Portland City Council unanimously passed Resolution 37144 on July 8, 2015 ratifying Citywide Racial Equity Goals and Strategies and directing City bureaus to use available tools to implement their Racial Equity Plans.

The Portland City Council unanimously passed Resolution 37247 on October 2, 2016 requiring City Bureaus to use the City's Budget Equity Assessment Tool on all budget proposals and base budgets and tie those budget requests to implementation of their Racial Equity Plans and ADA Transition Plan tasks. On October 2, 2019, The Portland City Council unanimously passed Resolution 37450 directing the Office of Equity and Human Rights to coordinate Civil Rights Title VI and ADA Title II compliance by setting Citywide policies and accountability measures.

The Portland City Council unanimously passed Resolution 37492 on June 17, 2020 adopting Anti-Racism, Equity, Transparency, Communication, Collaboration, and Fiscal Responsibility as the Core Values of the City of Portland. These values inform a unified workplace and city culture, systems, policies, practices, and procedures.

The City of Portland Citywide Racial Equity Goals and Strategies communicate the following:

Equity Goal #1

We will end disparities within city government, so there is fairness in hiring and promotions, greater opportunities in contracting, and equitable services to all residents.

Equity Goal #2

We will strengthen outreach, public engagement, and access to City services for communities of color, and immigrant and refugee communities, and support or change existing services using racial equity best practices.

Equity Goal #3

We will collaborate with communities and institutions to eliminate racial inequity in all areas of government, including education, criminal justice, environmental justice, health, housing, transportation, and economic success.

Overall Strategies

1. Use a racial equity framework.
2. Build organizational capacity.
3. Implement a racial equity lens.
4. Be data driven.
5. Partner with other institutions and communities.
6. Operate with urgency and accountability.

The City of Portland has integrated the Budget Equity Assessment Tool into the budget proposal requirements starting in 2013-14. This Budget Equity Assessment Tool is a set of questions to guide City bureaus and their Budget Advisory Committees in providing a holistic assessment of how budget allocations benefit and/or burden communities, especially Indigenous people, Black people, immigrants and refugees, people of color, and people with disabilities. This analysis is required and critical to implement changes, both in the short- and long-term, to help meet bureau and City equity goals. The goals for the use of the Budget Equity Assessment Tool are:

- Use an asset management approach to achieve more equitable service levels across communities and geographies.
- Track and report on service levels and investments by community and geography, including expanding the budget mapping process
- Assess the equity and social impacts of budget requests to ensure programs, projects and other investments to help reduce disparities and promote service level equity, improve public participation in government and support leadership development.
- Identify whether budget requests advance equity, represent a strategic change to improve efficiency and service levels and/or are needed to provide for basic public welfare, health and/or meet all applicable national and state regulatory standards.

It is the policy of the City of Portland that no person shall be denied the benefits of, or be subjected to, discrimination in any City program, service, or activity on the grounds of race, color, national origin, English proficiency, sex, age, disability, religion, sexual orientation, gender identity, or source of income. Additionally, the City's Civil Rights Title VI program guidelines obligate public entities to develop systems and procedures that guard against or proactively prevent discrimination, while simultaneously ensuring equitable impacts on all persons. Therefore, this Budget Equity Assessment Tool is required and helpful for City bureaus to evaluate the impacts of the policies, the services, the programs, and the resource allocations on all residents.

The Office of Equity and Human Rights is also available for discussion/training/consultation regarding the use of this document.

INTRODUCTION

The FY 2023-24 budget development process continues to utilize the City's Program Offer framework where there is intended to be a clear and concise description of bureau budgeted programs at the 6-digit functional area level. The template includes both general guiding questions to help bureaus use an equity lens when writing program descriptions, as well as a dedicated section to provide equity information specific to that program. Bureaus will also be expected to identify benefits and/or burdens in submitted decision packages for Council consideration.

The Budget Equity Tool will continue to serve as a guide for more robust equity analysis. In your responses below, please consider the Bureau's Requested Budget as a whole.

SECTION 1: BUREAU OPERATIONS

1. How does the Requested Budget advance the achievement of equity goals as outlined in the bureau's Racial Equity Plan?
 - a. In what ways does the Requested Budget benefit Indigenous people, Black people, immigrants and refugees, people of color, and people with disabilities?
 - b. In what ways does the Requested Budget negatively impact Indigenous people, Black people, immigrants and refugees, people of color, and people with disabilities?

Commissioner Rubio is the first Latina Commissioner in Portland's history. We have assembled a team that is diverse in age, race, sexual orientation, gender, lived experiences, and professional background and that includes staff members who are multilingual.

Our office shares the City's goal to improve engagement, responsiveness, and service to Black, Indigenous, and other people of color; immigrants and refugees; LGBTQIA+ communities; and people with disabilities. In particular, the office's Community Development-focused bureau assignments (Development Services, Housing, and Prosper Portland) will require our office to employ an equity lens in the delivery of service to all Portlanders, particularly frontline communities. Additionally, our workforce and economic development activities will pay particular focus on small businesses, especially woman-owned and minority-owned businesses.

Our office's climate action, land use and digital justice work requires us to have a deep understanding of environmental and climate justice, and how policies and zoning code have historically impacted low-income Portlanders and communities of color, while working to institutionalize systemic change.

We will work diligently to address the most pressing and challenging issues facing our city, focusing on houselessness, housing affordability, workforce development, economic development, and community safety.

We are committed to making local government more accessible to BIPOC and other historically underserved communities and to build greater trust and support for community self-determination through equitable policies, governance and representation.

2. How has the bureau engaged with communities in the budget request to identify the priorities, particularly with Indigenous people, Black people, people of color, immigrants and refugees, multilingual, multicultural, and people with disabilities. How are these priorities reflected in this Proposed Budget?

This office budget is largely an internal City services budget. A portion of this budget is for the purchase of materials, such as office supplies and, if needed, services such as facilitation, professional development, and community events. For all external services, we always consider BIPOC and LGBTQ+ and women-owned businesses when deciding on service contracts. As a result, most of our contracts are with diverse contractors. We also consider professional development opportunities in line with the City's commitment to the growth and development of our employees.

3. What are the insufficiencies in the base budget that inhibit the bureau's achievement of equity or the goals outlined in the Racial Equity Plan?

We were assigned a bureau and liaison portfolio with a heavy policy load. We simply do not have the staff capacity to match the size and scope of this work, and staff are stretched thin. With additional funding, we would prioritize hiring 1-2 staff members. With more capacity in the office, we would see that the additional bandwidth gained across our staff ensures more responsive and accessible work, communication, and external engagement.

4. Have you made significant realignments or changes to the bureau's budget? If so, how/do these changes impact the community? Is this different for Indigenous people, Black people, immigrants and refugees, people of color, and/or people with disabilities?

N/A

5. If applicable, how is funding being prioritized to meet obligations related to Title II of the Americans with Disabilities Act and the bureau's Transition Plan barrier removal schedule?

N/A

Title II requires local governments to provide equal access and equal opportunity to people with disabilities to allow them to benefit from programs or services. To that end, we speak to these requirements with the leadership of the bureaus we oversee and set the expectation that access to programs and services are equally accessible to people with disabilities.

6. What funding have you allocated in the bureau's budget to meet the requirements of ADA (Americans with Disabilities Act) Title II and Civil Rights Title VI?

This includes but is not limited to:

- Funding for translation, interpretation, video captioning, and other accommodations
- Translation of essential documents into safe harbor languages
- Engagement efforts with multilingual and multicultural communities

Title VI provides a prohibition against discrimination on the grounds of race, color, or national origin. Currently our email signatures include links to our website in the harbor languages, and we are able to contract translation and interpretation services for public-facing events upon request.

Also, qualified staff in our office participate in the bilingual pay differential, and we have invested money in translation services for our external communications, including website, social media, and email communications.

We believe all City Hall offices would be better equipped to be more responsive to the broader community if the City had a central team for multilingual translation services – and will advocate for this with the Chief Administrative Officer.

7. Please take a look at the City of Portland's workforce demographic dashboard as provided by the Bureau of Human Resources: [Public Human Resources Analytics Dashboard - September 2022 | City of Portland Public Analytics Dashboards | The City of Portland, Oregon \(portlandoregon.gov\)](#). How does the bureau's Requested Budget support employee equity in hiring, retention, and inclusion, particularly for Indigenous people, Black people, immigrants and refugees, people of color, and people with disabilities?

Commissioner Rubio is the first Latina Portland City Commissioner and has assembled a diverse team that includes staff members who identify as Latinx, Afro-Latina, Asian Pacific American, Black, and second-generation immigrant. Altogether, total staff of color comprise 4 of the 7, or 57%, of the small team. The office staff share values centering racial justice, economic justice, community, and equity in policies, external engagement, and other actions.

8. If the bureau has capital assets, how does the Requested Budget take into consideration intergenerational equity (ensuring that those who are currently benefiting from the service are paying for its upkeep versus placing the financial burden on future generations)?

N/A

9. If applicable, how does the bureau's budget create contracting opportunities for disadvantaged, minority, women, and emerging small businesses (D/M/W/ESB)?

If/when contracts are needed, the office will first look to minority-owned and women-owned businesses.

10. If the bureau has dedicated equity staff, such as an Equity Manager, how were they involved in developing the bureau's Requested Budget [?]

N/A

SECTION TWO: EQUITABLE ENGAGEMENT AND ACCESS

11. How does this budget build capacity within the bureau to engage with and include communities most impacted by inequities?
(e.g., improved leadership for outreach and engagement coordinators, public information or relations officers, advisory committees, commissions, targeted community meetings, stakeholder groups, increased engagement, etc.)

Within the personnel budget provided, we hired a racially diverse, bilingual staff who bring lived experiences as members of communities impacted by inequities. In addition, all staff share in the responsibility to engage impacted communities, and specifically the policy and community staff are dedicated to this effort. We also regularly meet with community stakeholders, leaders, and advocates from BIPOC-led and BIPOC-serving organizations and communities on a variety of issues.

12. How does this budget build capacity and power in communities most impacted by inequities?
(e.g., leadership development for communities and guidance from communities, etc.)

All staff share in the responsibility to engage impacted communities and to strengthen relationships with community-based organizations and community leaders. In addition to this, two of the Commissioner's priorities are to increase BIPOC employees in multiple levels of leadership in her bureau portfolio and to increase economic opportunities among BIPOC businesses and contractors in their work with the City. And as mentioned above, we will be investing more in translation services.

13. How does the bureau use quantitative and qualitative data to track program access and service outcomes for different populations? Please provide the data source(s)

What additional disaggregated demographic data will the bureau collect, track, and evaluate to assess equity impacts in community moving forward, and inform future budget decisions?

For a commissioner's office, the leading metric we have in terms of outcomes for different populations is the support we bring to Council for any given policy

proposal. Support from community stakeholders will demonstrate we’ve done our policy development work right.

IDENTIFYING IMPACTS WORKSHEET

The following chart is intended to assist in identification of impacts affecting equitable delivery of City services in the bureau’s submitted Requested Budget.

Populations Impacted	Potential Positive Impacts	Potential Negative Impacts
Tribal Nation Partners	Commissioner Rubio’s office supports the government-to-government relations staff and their work — and have participated in their events. A staff member has been assigned as a Tribal Relations Liaison.	N/A
Urban Indian Community	Commissioner Rubio’s office supports the self-determination and success of the urban Indian community — and has a trusted relationship with many members of PILR, as well as trusted relationships with Native-led community-based organizations.	N/A
Black Community	Commissioner Rubio’s office is committed to actions that support the self-determination and success of the Black community and Black lives. The Commissioner has developed trusted relationships with Black-led community-based organizations and community leaders.	N/A
Immigrant Community	Commissioner Rubio and team collectively bring in decades of experience and lived-experience working and advocating on behalf of Latine and immigrant communities in Oregon. As a member of the Latine community, the Commissioner has numerous trusted relationships with Latine and immigrant led-	N/A

	organizations and community leaders.	
City of Portland Workforce	Commissioner Rubio's office is committed to supporting the City's established Core Values and Employer of Choice goals.	N/A

____Jillian Schoene____
Name of Staff Contact



January 24, 2022

Name of Bureau Director

Date

Rev: October 2022

FREQUENTLY ASKED QUESTIONS

How should a bureau use this tool to develop its budget?

Notably, the tool not only provides decision-makers with information on how budget decisions impact the bureau/city's equity goals, but the tool is also intended to guide budget development. In this sense, the process of using the tool is equally as valuable as the information it yields.

What are some ways in which the bureau advisory committee can use the tool?

Working through the tool should provide answers to impacts and opportunities, as well as uncover unintended consequences. It will also allow BAC's to see deficiencies in base budgets concerning equity and advocate on their bureau's behalf.

How will this information be used? Who is the audience?

The Office of Equity and Human Rights established the Budget Equity Tool in order to give greater consideration of how budget decisions impact different communities across the City and move forward the City's equity goals, beginning in the FY 2015-16 budget process. This tool includes a series of prompts that are intended to increase the consideration of equity in the development of bureau base budgets and decision packages in addition to providing decision-makers and the public with information on how underserved communities will be impacted by budget decisions.

The information will be reviewed by the Office of Equity and Human Rights and the City Budget Office. During the budget sessions, both will offer thoughts, questions, and possibly recommendations based on the information within the document. The Office of Equity and Human Rights may engage with the bureau director prior to the presentation of the budget at the scheduled council session.

How will bureaus receive feedback on the tool?

Bureaus may receive general feedback from the Office of Equity and Human Rights on their completion of the tool. Staff capacity precludes a formal report from being prepared. The Office of Equity and Human Rights will provide technical assistance upon request by bureaus.

Who can I contact for assistance?

Please contact Asena Canbaz-Lawrence, Equity Manager or Christy Owen in the CBO with questions.

ADDITIONAL RESOURCES

Link to Racial Equity Plans

<https://www.portlandoregon.gov/oehr/70048>

City Budget Office Contacts

<https://www.portlandoregon.gov/cbo/article/474294>

Office of Equity and Human Rights

Asena.lawrence3@portlandoregon.gov