



## Budget Equity Assessment Tool

### CITY POLICY

This Budget Equity Assessment Tool is a general set of questions to guide city bureaus and their Budget Advisory Committees in assessing how budget requests benefit and/or burden communities, specifically communities of color and people with disabilities. As noted in Portland's 25-year strategic plan, the Portland Plan, Goal-Based Budgeting, and page 102:

When fully implemented, the new budget approach will direct City of Portland bureaus and offices to:

- 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 participation 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, City bureaus may find this tool helpful when evaluating equitable impacts on all residents.

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

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## **SECTION ONE: BASE BUDGET**

Bureaus should consider the following questions in developing their base budgets. These questions should clarify how resources could be reallocated within the base budget in order to achieve more equitable outcomes. These questions are most effectively considered in the early stages of budget development when bureau leadership is considering priorities and potential realignments. Please contact your Equity Advisor or City Budget Office analyst for ideas on how to specifically incorporate these questions into your bureaus budget development process.

1. In what areas did you consider the impacts on underserved communities in the development of your base budget?"

The Water Bureau's Management Team prioritized five themes during budget discussions: resilience, water quality, equity, customer service, and workforce development. The Water Bureau plans to maintain current funding on equity-related work and expand in several areas.

### *Customer Service*

One bureau decision package for FY 2018-19 would add resources to the utilities' Financial Assistance Program. The program would be led by a Program Manager. The decision package also proposes two new Program Specialists to support the Financial Assistance Program (see the Financial Assistance Expansion decision package for more detail).

The Customer Service group also intends to redesign all notices with simpler language and increased readability, and to provide some notifications in multiple languages.

### *Communications*

The Communications group continues to expand outreach in underserved communities. One part of this work is the development of a manual for staff who do construction project outreach. The manual incorporates best practices for translation and interpretation, accessibility, and community engagement. The group will spend funds according to this manual's guidance in FY 2018-19.

The bureau's webmaster is pursuing a contract to redesign the bureau website. As part of this redesign, the bureau would increase accessibility.

In FY 2018-19, the Communications group will also roll out guidance for bureau staff to help them create more accessible outreach materials.

### *Emergency Preparedness*

One of the bureau's priorities is to increase the resilience of the water system. People at higher risk of marginalization are less likely to have the ability to store water for an emergency, and are also less likely

to be able to leave the city following a major disaster. Improving resilience improves the chances that people at risk of marginalization will be able to rebuild their lives after a major natural disaster. The FY 2018-19 budget continues to fund key resilience work.

### *Strategic Business Plan*

The Portland Water Bureau has launched a project to develop a Strategic Business Plan by December 2018. The plan includes an organizational evaluation and the development of an equity framework to support the bureau's equity goals and planning. The organizational scan will include interviews with stakeholder organizations representing communities of color and vulnerable populations. During the development of the plan, the bureau will seek community engagement around the bureau's risk assessment and draft strategic plan through listening sessions and an online portal for comments.

### *Training and Development*

The bureau's Training and Development Officer offers employee engagement programs related to equity goals, language, and implementation of the bureau's Racial Equity Plan. In FY 2018-19, this program will spend funds on speaker and facilitator fees for these sessions.

The Training and Development Program has also allocated funding and staff time for the development and implementation of an equity-focused hiring training course for the bureau's managers and supervisors. The training will be fully implemented in FY 2018-19.

Drawing from the bureau's Racial Equity Plan, this program will develop and implement a monthly series of micro-trainings for the bureau's Management Team, focused on developing an equity mindset.

The Training and Development Officer with the Police Bureau's Equity Manager will co-develop an Emotional Intelligence and Diversity Leadership Development and Equity training for delivery to both bureaus.

This program is also leading the development of a Job Shadow program that is intended to enhance promotional career development opportunities of current employees.

This program will fund training through the Government Alliance for Racial Equity on the use of a racial equity lens/tool for the designing, planning and implementing for bureau programs, services, policies and procedures. This training will set the stage for work to be done by the proposed equity manager position.

### *Water Quality*

The bureau's lead-in-water testing program plans to develop and implement a new mailed outreach initiative to residents in multifamily units; currently people in multifamily units generally do not directly receive lead messaging because they do not directly receive utility bills.

This group also plans to identify and attend 1-2 new key outreach events that target historically underserved Portland communities.

### *Workforce*

In 2017, the Water Bureau hired two interns with Project Search, an organization that connects people with disabilities to job opportunities. Funding for these positions will be incorporated into the FY 2018-19 budget.

The bureau's decision packages include hiring entry-level water treatment and unidirectional flushing staff. In the budget process, the class specification for the water treatment staff was changed so that the training period would be longer, allowing staff more time to gain necessary qualifications. These positions present an opportunity for people outside of the current water treatment field to apply.

### *Equity Manager*

This budget proposes to add an Equity Manager position. This person could expand the reach of the bureau's Racial Equity Plan into more work groups, benefiting both bureau employees and communities of color. The position will concentrate on equity impact assessments and the implementation of an equity lens/tool as a standard bureau practice. Using an equity lens or tool will help existing and proposed programs, policies, projects, and decisions include communities of color in decision making and minimize unanticipated adverse consequences to underrepresented racial and ethnic groups. The position will serve as a resource to managers to analyze impacts and outcomes, provide data and historical context to ensure that programs, policies, and decisions are aligned with the equity goals of the Racial Equity Plan.

2. In what ways have your base budget been realigned and in what ways will these realignments impact communities of color?

The budget has been realigned in the following areas:

<i>Program Change</i>	<i>Impact on Communities of Color</i>
Treatment	See Water Treatment decision package.
Transmission and Terminal Storage	No clear equity impact.
Distribution program	See Unidirectional Flushing Program decision package. No clear equity impacts of other changes.
Regulatory Compliance	See Water Treatment decision package. Also, the group that performs outreach about lead-in-water testing intends to increase its work in communities of color and communities with low English proficiency.
Customer Services Program	See Financial Assistance Expansion Program decision package. Other changes have no clear equity impact.
Support	See Equity Manager decision package. One of the items in this realignment is an increase in one-time costs related to the Regional Water Providers Consortium, which is funded by local water utilities, including the City. The Consortium intends to increase outreach efforts, particularly in Spanish.

3. Are there specific realignments in your base budget that would advance or inhibit your achievement of equity goals outlined in your bureau's Racial Equity Plan?

### *Business Operations*

The Business Operations group is moving funds out of professional services for technology and into professional services for staff development around equity.

### *Communications*

To roll out interpretation services to all bureau groups, funding for interpretation services is moving from the Customer Service group to the Administration group. (Currently the Customer Service group, the Efficiency Program, the Administration group, and the Water Quality Program use interpretation services, with the Customer Service group managing invoices.)

In the next fiscal year, the Communications group will spend staff time implementing best practices for applying an equity lens to outreach materials. The bureau will also rework several documents with the intention of simplifying text, using more images, and incorporating translations as a matter of course.

4. What funding have you allocated for translation, interpretation and ADA (American's with Disability Act) accommodation including ASL (American Sign Language) interpretation and video captioning? What are the impacts of these allocations?

Programs fund translation and interpretation from their program budgets.

### *Communications*

The bureau plans to expand the use of interpretation services to all employees who work with the public, train staff, and create business cards that explain how to use interpretation services.

The Communications group will work with programs to help them use best practices in translation, discuss when to translate, which languages to use, and how to incorporate translation into a broader plan for community engagement.

The Communications group will work with the Water Quality group to improve the way the bureau presents translations online for Boil Water notices.

The bureau will work to provide American Sign Language interpretation for public health-related press conferences.

### *Customer Service*

The planned Customer Service system upgrade will allow people to see billing system webpages in Spanish. If that effort is successful, the Customer Service group will add additional languages in FY 2018-19.

The Customer Service group's hiring practice now gives preference to candidates who are fluent in more than English, and intends to increase advertising to reach those candidates.

For the walk-in Customer Service Center, the Customer Service group recently bought a dual-language phone handset for interpretation and intends to purchase an iPad for video interpretation.

### *Regional Water Providers Consortium*

The Regional Water Providers Consortium, a group of local water utilities funded in part by the Water Bureau, has budgeted funds to increase outreach in Spanish. This effort will use professional services to develop culturally appropriate messaging; translate materials; and create how-to videos, public service announcements, radio content, and social media. This funding is provisional until the Consortium approves its budget in February.

### *Water Efficiency*

The Water Efficiency Program plans to hire Community Engagement Liaisons for interpretation at events. The Efficiency Program has also dedicated funding to print and develop more multilingual program materials.

Water Efficiency has piloted the use of WaterSmart, a program that promotes increased engagement with customers in the bureau's Financial Assistance Program. The program plans to expand WaterSmart communications into Spanish in FY 2018-19.

### *Water Quality*

The bureau's Water Quality group translates its annual Water Quality Report, emergency water quality notifications, and information about lead in water. This group also uses phone and email interpretation to talk with community members about water quality concerns.

In FY 2018-19, the Water Quality group will develop relationships and partnerships with specific event organizers with the intent to provide language interpretation at tabling events.

5. Are there deficiencies in the ongoing funding of your base budget that inhibit your bureau's achievement of equity or the goals outlined in your Racial Equity Plan?

### *Existing Equity Staffing*

One of the bureau's decision packages for the next fiscal year is to add an Equity Manager role. The bureau has several staff working on elements of the Racial Equity Plan, but is missing a person dedicated to helping program staff identify inequities in their programs and implement meaningful change.

### *Bureau-Wide Funding for Translation and Interpretation*

Funding for translation and interpretation has not increased at a bureau-wide level. Program managers pay for translation and interpretation from their specific program budgets.

### *Varying Levels of Equity Understanding*

Some program managers consistently consider equity when developing their budgets, and others do not yet do so.

6. Identify impacts on workforce demographics in the development of the base budget and relevant decision packages.

To help you answer this question, the following link to the City of Portland's workforce demographic dashboard is provided.

<https://www.portlandoregon.gov/oehr/article/595121>

### *Training of Hiring Supervisors*

The Business Operations budget has allocated funds for training supervisors to better incorporate equity into hiring processes. The bureau's Training and Development Officer will spend significant time in FY 2018-19 working to increase the equitability of hiring practices.

### *Training Periods*

The bureau's decision packages include hiring entry-level water treatment and unidirectional flushing staff. In the budget process, the class specification for the water treatment staff was changed so that the training period would be longer, allowing staff more time to gain necessary qualifications. These positions present an opportunity for people outside of the current water treatment field to apply.

### *Equity Manager*

Having an Equity Manager could improve the bureau's ability to consider workforce demographics in recruitment, hiring, employee development, and retention.

## **Section Two: EQUITABLE ENGAGEMENT AND ACCESS (Racial Equity Goal #2)**

This section is intended to assess the community engagement in the budget process and whether there was equitable representation and input. Bureaus should consider these questions as they plan for the budget advisory committees and specifically identify how their BAC will use the tool. If needing assistance in incorporating the Budget Equity Tool into the bureau's Budget Advisory Committee process, please contact your OEHR Equity Support staff member and/or your City Budget Office analyst.

1. How has community engaged with your requested budget, including this tool?

### *Public Utility Board*

The bureau's requested budget is reviewed by the Public Utility Board, a community-led, autonomous oversight body whose aim is to represent Portlanders. The Public Utility Board meets regularly throughout the year to discuss Water Bureau and Bureau of Environmental Services work.

The Water Bureau has provided this tool to the Public Utility Board.

### *Citizens' Utility Board*

The Citizens' Utility Board oversees budgets for many Oregon utilities. The Citizens' Utility Board serves as a public advocate, asking questions about the budget, providing feedback to bureau staff, and attending budget work sessions. Bureau staff regularly briefs Board staff on budget updates. The Board sends recommendations about the bureau's budget to City Council.

The Water Bureau has provided this tool to the Citizens' Utility Board.

### *Website and Public Meetings*

The bureau's requested budget is posted on the City Budget Office website. Members of the community may review the bureau's budget and rates in three public meetings: a Council Work Session on the requested budget, usually in March; the Mayor's budget work session and various public hearings often in April; and the City Council rate hearing, often in May.

2. How does this budget build the bureau's capacity to engage with and include communities most impacted by inequities? (e.g., improved leadership opportunities, advisory committees, commissions, targeted community meetings, stakeholder groups, increased outreach, etc.)

### *Communications*

This budget continues to fund a Community Outreach and Information Representative staff person whose time is 50% dedicated to developing relationships with organizations representing communities of color and communities of immigrants. In the next fiscal year, this person will continue to represent the Water Bureau at community events and with community organizations to better understand how the bureau can meaningfully engage with communities of color.

### *Strategic Business Plan Outreach*

The bureau's Strategic Business Plan outreach process will involve engagement with organizations representing communities of color, and will incorporate listening sessions with community members.

3. How does this budget build community capacity and power in communities most impacted by inequities? (e.g., improved leadership opportunities within BAC, community meetings, stakeholder groups, increased outreach, etc.)

### *Financial Assistance Program*

The Financial Assistance Expansion decision package emerged in part from extensive engagement with community organizations. The Public Utility Board will review options for this specific decision package with an emphasis on which options provide greater opportunities for increasing equity. Community organizations will continue to help determine how this program is developed and implemented.

### *Communications*

In FY 2018-19, the bureau aims to improve its ability to meaningfully engage communities of color. Communications staff members are working with program managers to find the points in decision processes where the community can authentically help determine outcomes, and are asking community members to help create meaningful campaigns.

### *Equity Manager*

The bureau has proposed to add an Equity Manager position. If this decision package is approved, the bureau would have an increased ability to meaningfully engage with community members of color, increased ability to improve access to Water Bureau programs and services, increased ability to emphasize equity in the Water Bureau's workforce, and a more community-focused approach to bureau priorities.

### *Ongoing Equity Work*

In previous years, the bureau's Budget Equity Assessment Tool has included information about ongoing equity work. Here is a summary of work in those areas:

- The bureau continues to offer equity-related trainings and discussions for all levels of staff. In February 2018, the bureau is circulating a survey about equity to all bureau employees.
- Managers increasingly seek candidates from underrepresented groups when recruiting.
- The bureau's apprentice program continues to provide an extended paid training period, which allows people outside the field of utility work to apply. The bureau recruits apprentices from underrepresented communities, including communities of color.
- The Racial Equity Toolkit process is examining outreach efforts for the utilities' Financial Assistance Program. Improvements so far include creating an online application form and seeking data to understand who uses the program now.

- Communications work continues to focus on identifying stakeholder populations and is working toward authentically engaging the public in Water Bureau work. The Communications group has recently developed plans to hire Community Engagement Liaisons to help communicate water quality and supply issues in emergency situations.
- The Water Quality group routinely translates the Annual Water Quality Report into Portland's top four non-English languages, and translates emergency water quality notifications into the City's language list. With the Water Efficiency group, Water Quality participates in many events in the city, with equity as the major criterion determining which events they attend. Working with community organizations, the Water Quality group seeks to increase testing for lead in water in communities at high risk of marginalization.
- The Education Program continues to offer field trips and school programs. Some Education Program materials and events are offered in Spanish.
- The Customer Service group continues to offer interpretation for customers and has worked to integrate language assistance into many programs.
- The Efficiency Program offers material in many languages and prioritizes the events it attends based on equity considerations. The program continues to run a pilot program with the bureau's Financial Assistance Program to examine how increased communication from the bureau may benefit these customers.

**Identifying Impacts Worksheet**

Decision Package	Populations Impacted	Potential Positive Impacts	Potential Negative Impacts
<p><b>Parks Maintenance</b>                      The Water Bureau has historically maintained some of its properties as parks. Because of recent legal action, the bureau can no longer use ratepayer funds for this maintenance and is requesting that such maintenance be covered by the general fund.</p>	<p>Part 1: Ratepayer impact. Water rates affect people with different incomes differently. Unlike general fund taxation, everyone pays the same rate for water, regardless of assets (with the exception of those enrolled in the bureau’s Financial Assistance Program).</p> <p>Part 2: Impact to park-like properties.                      If Water Bureau park-like properties closed to the public because of lack of funding to maintain them, fewer people would be able to access Water Bureau property. Four of the seven HydroParks, plus Powell Butte, are in areas of medium to high risk of marginalization as defined by Multnomah County.</p>	<p>Under the decision package scenarios, funding for park-like maintenance will not come from water rates. The more progressive tax structure of the general fund will pay for such maintenance.</p>	<p>If the parks were to close to the public, communities at risk of marginalization would be disproportionately affected.</p>
<p><b>Tabor Preservation Project</b>                      In 2015, City Council resolved to maintain, repair, and preserve the Mount Tabor Reservoirs after their disconnection. This decision package seeks the associated money from the general fund.</p>	<p>Water rates affect people with different incomes differently. Unlike general fund taxation, everyone pays the same rate for water, regardless of assets (with the exception of those enrolled in the bureau’s Financial Assistance Program).</p>	<p>Under the decision package scenarios, money for the Mount Tabor project will not come from water rates. The more progressive tax structure of the general fund will pay for work on Mount Tabor.</p>	<p>No clear negative impacts.</p>

Decision Package	Populations Impacted	Potential Positive Impacts	Potential Negative Impacts
<p><b>Water Treatment</b> The Water Bureau is working toward both improved corrosion control treatment and filtration of water from the Bull Run Watershed. This package requests seven additional staff members to work on these projects.</p>	<p>All Portlanders, with specific populations unknown. The bureau does not have data about whether communities of color are affected differently by water quality issues in Portland.</p> <p>Corrosion control will primarily benefit people living in houses built between 1970 and 1985, which may have lead solder in their plumbing. There is a greater concentration of those houses in East Portland, where there are also more people at risk of marginalization.</p>	<p>Part 1: Both corrosion control and filtration will make Portland’s water safer to drink. Citywide corrosion control is a more equitable solution to reducing lead in water than encouraging property owners to replace lead-containing fixtures or plumbing.</p> <p>Part 2: Two of the positions in this decision package are at the entry level and entail extensive paid training periods, which presents the opportunity for the bureau to hire outside of the current water quality field.</p>	<p>Increased water rates.</p>
<p><b>Unidirectional Flushing Program</b> Nationally, the industry standard for drinking water is to flush the whole system (push water through for water quality purposes) every 5-10 years. At current capacity, the Water Bureau can only flush the whole system every 70 years. This package increases staffing to improve water quality and potentially reduce the amount of chemicals needed to treat the water.</p>	<p>All Portlanders; unknown whether there would be specific impacts on communities of color.</p>	<p>Increasing unidirectional flushing will improve water quality.</p> <p>Three of these positions will be at the entry level and will provide an opportunity for the bureau to hire outside of the current water quality field.</p>	<p>Increased water rates.</p>

Decision Package	Populations Impacted	Potential Positive Impacts	Potential Negative Impacts
<p><b>Workforce Management</b> Would add two public works inspectors and one safety officer.</p>	<p>Water Bureau employees, contractors, and the public.</p>	<p>No clear equity impacts.</p>	<p>Increased water rates.</p>
<p><b>Asset Management</b> Would fund one position to better prioritize infrastructure maintenance and another position to track and remedy water loss (water lost through system leaks, theft, etc.)</p>	<p>All Portlanders would benefit from an increased ability to prioritize maintenance; unknown whether there would be specific impacts on communities of color.</p>	<p>No clear equity impacts.</p>	<p>Increased water rates.</p>
<p><b>Communications</b> Would fund a technical writer position. The bureau has had a technical writer since 2006, but that person's responsibilities have shifted and the bureau now lacks this capacity.</p>	<p>The bureau, regulatory agencies, and the public.</p>	<p>One of this person's responsibilities would be to use plain language to write and edit material intended for the public. People with low English proficiency would benefit from plain language and from the potential for the bureau to then better translate such language.</p>	<p>Increased water rates.</p>
<p><b>Equity Manager</b> Would fund an Equity Manager to oversee implementation of the bureau's Racial Equity Plan and work with other city offices on equity initiatives.</p>	<p>This position is intended to specifically benefit people of color and those with low English proficiency.</p>	<p>Increased ability to meaningfully engage with community members of color, increased ability to improve access to Water Bureau programs and services, increased ability to emphasize equity in the Water Bureau's workforce, a more community-focused approach to bureau priorities.</p>	<p>Increased water rates.</p>

Decision Package	Populations Impacted	Potential Positive Impacts	Potential Negative Impacts
<p><b>Financial Assistance Expansion</b>            Would add staffing and other funding to increase financial help for customers, including to renters in multi-family housing (who are not served by the current Financial Assistance Program).</p>	<p>Low-income communities, which tend to overlap with communities of color.</p>	<p>Increased financial help: increased funding for the crisis voucher program, increased funding for staff to help people understand their financial options with regard to water/sewer/stormwater services, a new discount for customers living in a greater degree of poverty, and funding for people living in multi-family housing (who are not currently eligible for the program).</p>	<p>Increased water rates.</p>



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 Name of Staff Contact

  
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 Name of Bureau Director

1/29/2018

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 Date

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