More Than a Lawyer:
Identifying City Core Services and Resources to Support Them

Amanda Guile-Hinman
City Attorney, City of Wilsonville

WILSONVILLE
OREGON

Presentation Overview

- McMinnville, Oregon
- Dual Roles: Legal Counsel and Team Member
- Project Framework
- Forming
- Storming
- Norming
- Performing

WILSONVILLE
OREGON

Learning Objectives

- Balancing Dual Roles
- Communicating with Stakeholders
- Steps to Core Services Project and Product
- Creative Financial Solutions

WILSONVILLE
OREGON

McMinnville – The City



WILSONVILLE
OREGON

Dual Roles – Counsel and Team Member

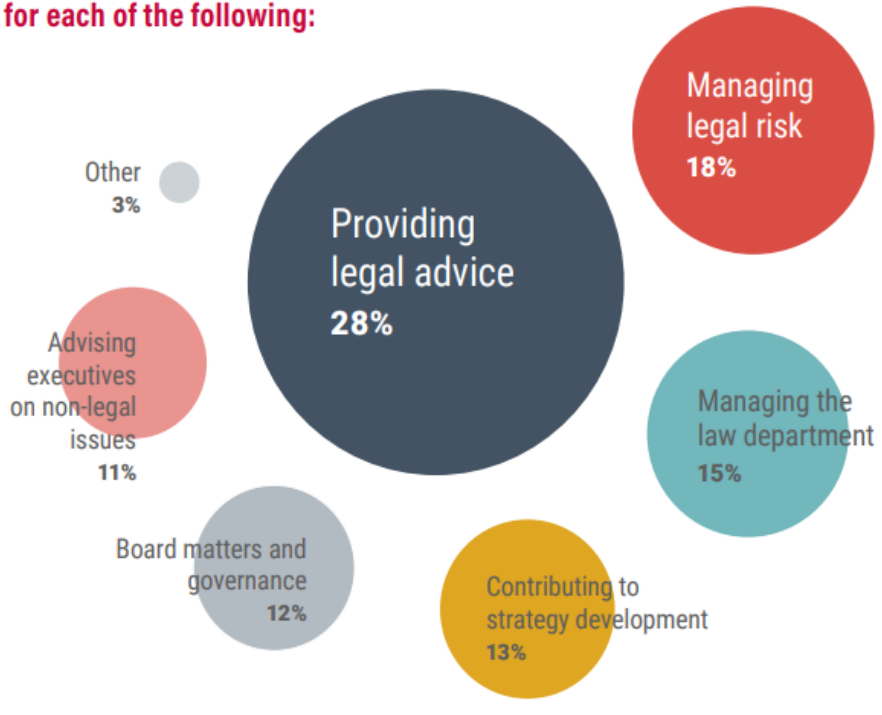
98%

Nearly all respondents are consulted by the company's leadership on strategic business decisions at least "sometimes"

36%

CLOs now spend over one-third of their time contributing to business strategy and advising executives compared to just 28 percent providing legal advice

Please estimate the percentage of time you allocated over the past 12 months for each of the following:



WILSONVILLE
OREGON

Source: Association of Corporate Counsel, *ACC Chief Legal Officers Survey* (2022)

Dual Roles – Key Considerations

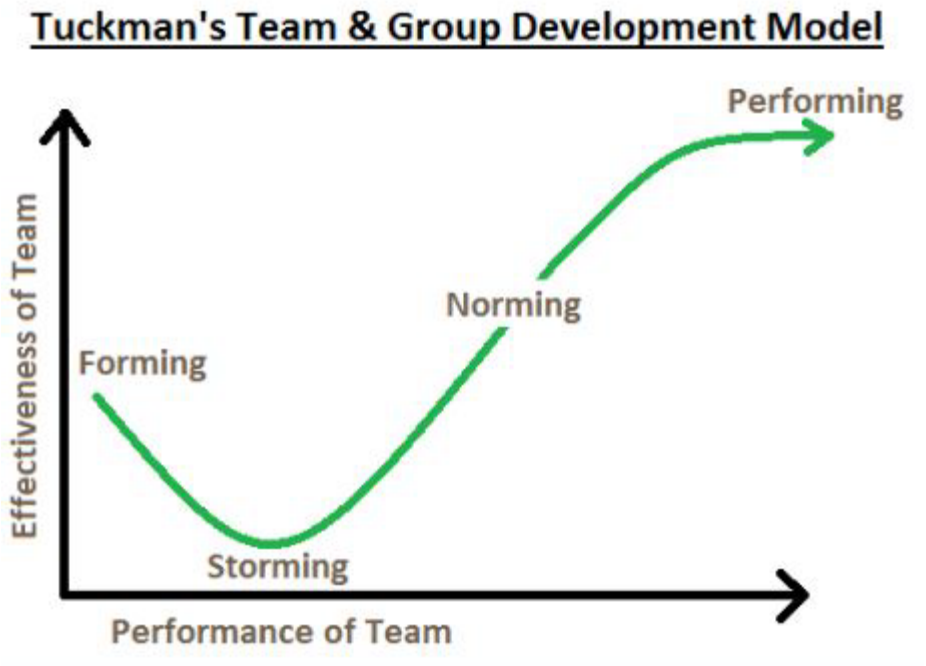
- Legal counsel increasingly acting as legal and policy advisor
  - Critical thinking and objective review
  - Legal strategy translates to business strategy
- Part of City Executive Team

"The general counsel is now a core member of the top management team and offers advice not just on law and related matters but helps shape discussion and debate about business issues."

Harvard Business Review, *The Rise of the General Counsel* (Sept. 27, 2012).

WILSONVILLE
OREGON

The Project – Foundational Framework

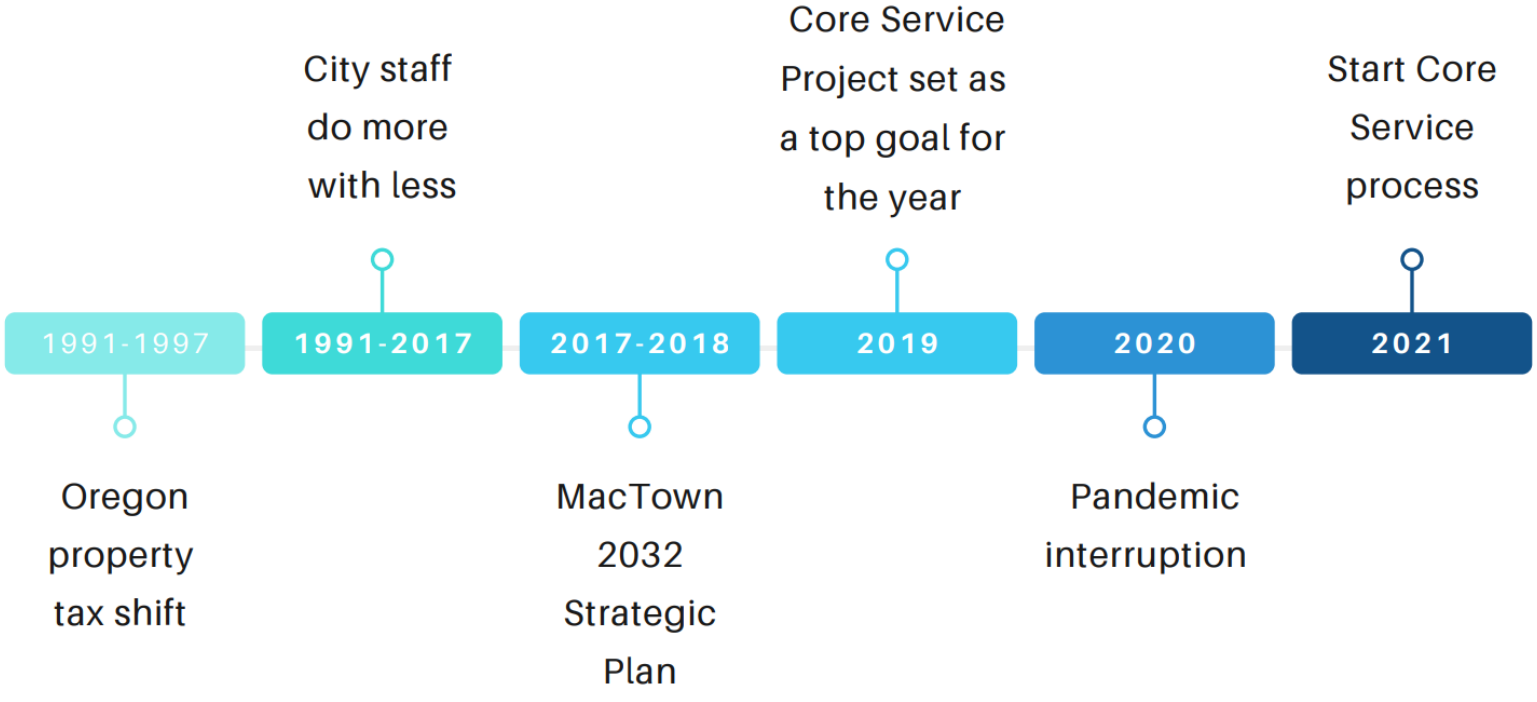


WILSONVILLE
OREGON

Forming

WILSONVILLE
OREGON

Quick History



WILSONVILLE
OREGON

MacTown 2032 Strategic Plan

Identify and focus on the city's core services

PRIORITY ACTIONS	LEAD	STAFF SUPPORT	STAKEHOLDERS	FINANCIAL RESOURCES	TIMELINE
Develop a definition of core services	City Manager	Executive Team	Patrons/ City Staff	$5,000 plus staff time	FY 18-19/ Year 1
Establish method to prioritize services with resources and maintenance needs	City Manager	Executive Team	Patrons/ City Staff	$5,000 plus staff time	FY 18-19/ Year 1

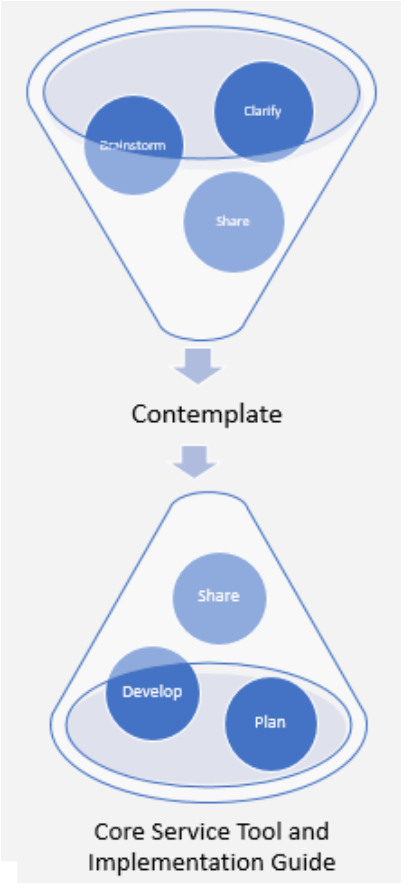
OTHER ACTIONS:

- Identify the true cost of core services
- Develop Internal and External Communication Strategies

WILSONVILLE
OREGON

What Kind of Tool?

- Tool to be used by:
  - City Management
  - Staff
  - Council
  - Boards and Committees



Core Service Tool and Implementation Guide

WILSONVILLE
OREGON

Forming – Key Considerations

- Who needs to be involved?
- What is a core service?
- Why isn't there an available tool?
- What will the tool look like?
- How can the tool be used by all departments?



WILSONVILLE
OREGON

Storming



Inconsistencies

Building the Bridge as We Crossed It



WILSONVILLE
OREGON

Finding Common Ground

	Base Level 	Stable 	Optimal Level 
STAFFING	1-2 Employees + DH	3-4 Employees + DH	4-5 Employees + DH
CAPITAL NEEDS	Systems are run past reasonable 'end-of-life' dates, replaced in emergency situations.	Systems are replaced before expiration, but critical projects can sometimes displace other needs.	Systems are replaced before expiration in a fully planned, orderly fashion.
SERVICE	Critical maintenance and upkeep will consume most of staff time. IT is fully reactive and non-critical support happens as time allows.	Staff are readily available to assist with City computer needs - most issues are fixed in the same day as reporter. Metrics can start to be gathered as we grow.	IS provides a formal 'Help Desk' system for all needs, metrics are collected for pursuing improvement.
PROJECTS	Critical projects are pursued – over time, we just jump from problem to problem.	Projects are prioritized based on highest impact / biggest bang / citizen impact. Projects will take	IS is proactive and pursuing projects and improvements across all departments and providing new services to citizens.

- Prior descriptions of departmental services
- Flexibility to describe services
- Account for level of service

WILSONVILLE
OREGON

Storming – Key Considerations

- What does the Council want?
- How do we measure internal and external services?
- Do we prioritize all services together or by department?
- How do we prevent analysis paralysis?



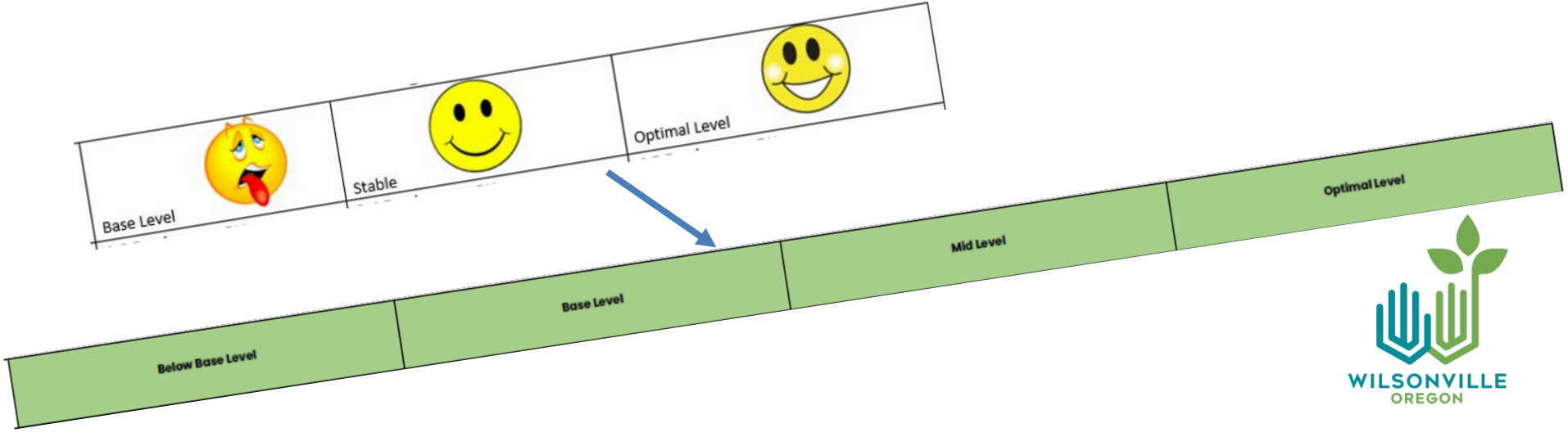
WILSONVILLE
OREGON

Norming



Creating a Consolidated List

- Prepare – Each department creates prioritized list of services
- Delegate – City Manager and City Attorney take first attempt at ranking
- Verify – Exec Team engaged in high-level review
- Decide – Each department head determine LOS and costs to increase



WILSONVILLE
OREGON

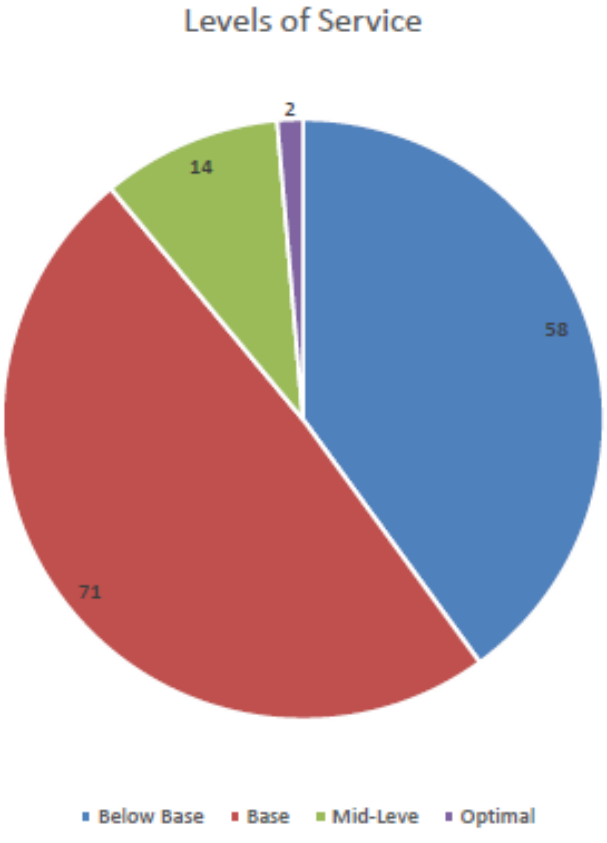
Explaining the List



- Engage Council and Budget Committee
- Reiterate Steps So Far
- Keep at 30,000 Feet
- How to Interpret the Information
- Emphasize the Results

WILSONVILLE
OREGON

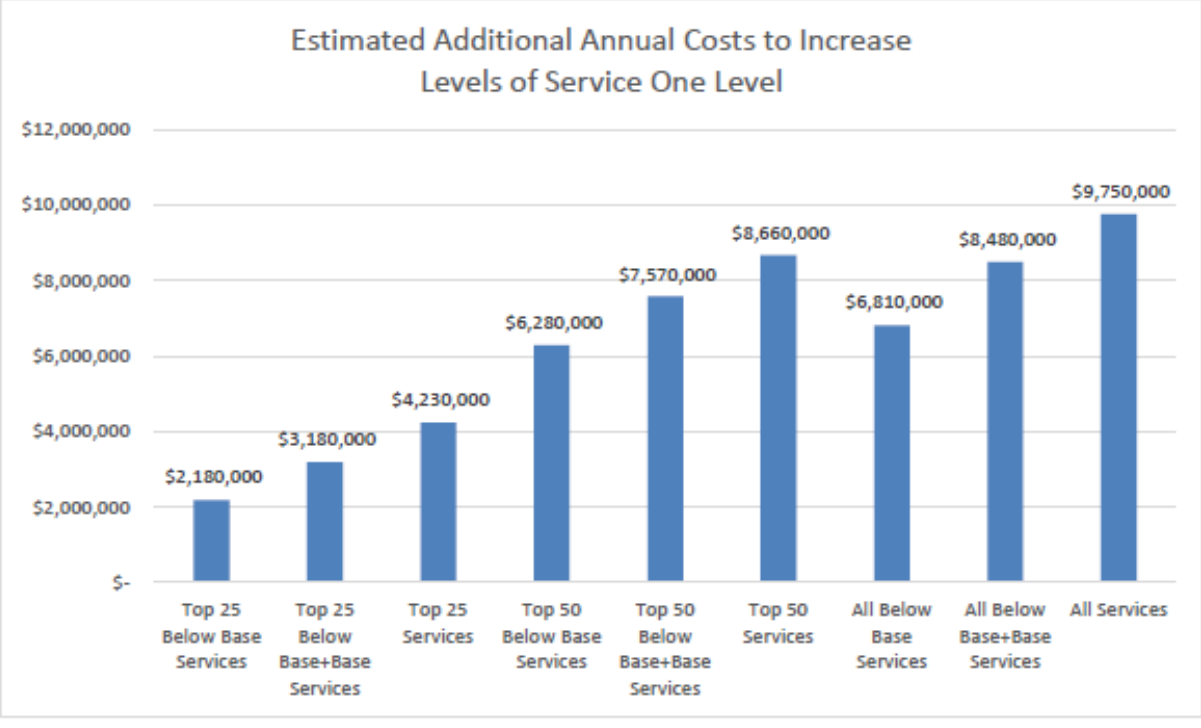
Emphasize Results - LOS



- Highlights for Decision-Makers
  - Full Service City (145 Gen Fund Core Services)
  - Almost 50% of Top 25 Services at Below Base
  - 89% of All Services at Base or Below Base
  - Context for Strategic Decision-making

WILSONVILLE
OREGON

Emphasize Results – Costs to Increase LOS



New FTE need ranged from 14 to almost 47

WILSONVILLE
OREGON

Emphasize Results – Context

- Strategic Planning
  - Inform budget discussion, not budget request
  - Increasing LOS = Increasing Staff
  - Increasing LOS of high priority services helps lower priority services
- Internal Services Need Resources When LOS Increased in External Services
- Capital Improvements Must be Considered
- Some Core Services Not Currently Provided

WILSONVILLE
OREGON

Norming – Key Considerations

- How to prioritize required services and community expectations?
- How to explain prioritized services v. LOS?
- How to avoid getting into the weeds?
- Trimming fat v. needing resources?

WILSONVILLE
OREGON

Performing



Core Services and Sustainable Resources

- Oregon property tax system cannot keep pace with increased costs
- Leads to persistent funding gap
- Funding and communications challenges

WILSONVILLE
OREGON

Evaluating Possible Resources

City of McMinnville Resource Study Summary — **September 2021**

	Resource	Supports Council Goals	Revenue Raising Capacity**	Revenue Stability	Household Equity	Healthy Businesses	Environmental Impact	Cost Implement + Manage	Fund(s) supported	Implementation timeline	Notes
1	Business License Fee	1	40k - 295k	2	1	3	2	2	General	12 mos	Fee can be handled as flat amt, % of income or employee level. A business registry would significantly help City deliver services such as public safety, incentive programs and econ development initiatives
2	**Construction Excise Tax**	**1**	**160k-560k**	**3**	**1**	**3**	**3**	**2**	**Housing/ General**	**3-6 mos**	**Predominantly funds affordable housing**
3	Corp Income-Business License Tax	1	120k-1M	3	2	5	3	5	General	24-36 mos	Revenue projection is especially soft due to lack of relevant data. Frequently tied to specific programs
4	**Franchise Fees***	**1**	**25k-500k**	**2**	**4**	**2**	**3**	**3**	**General**	**Periodic over years**	**Portion of telco/cable fees go to other funds, revenue noted is general fund only estimate**

- Evaluated approximately 50 revenue opportunities
- Narrowed to 17
- Scored each based on several factors

WILSONVILLE
OREGON

Focused on Likely New Resources

- New Fire District

11	Property Tax: Special Districts	1	5.1M-5.7M	1	4	2	3	3	General	24-36 mos	Voter approval required. City is at stage of deciding whether to put a Fire District levy on the ballot to serve the City and, potentially, other communities

- New City Services Fee

14	**Service Fee based on Utilities**	**1**	**1.8M-4.8M**	**1**	**2**	**2 or 4**	**2**	**2**	**General**	**6-12 mos**	**Revenue range is unlimited in variation; depends on fee percentage applied or flat fee charged and waiver program enacted (key for equity). Once established it is straight forward to update**

WILSONVILLE
OREGON

Core Services and the Budget

FY23 Proposed General Fund Budget Balancing

	Activity	Budget Amt	Reserve Impact	Total Draw on FY23 Budget	Notes
New core service delivery packages supported by general fund included in balanced budget					
1	Park Maintenance fund up to Base	287,014	29,897	316,911	
2	HR Analyst	74,357	7,746	82,103	
3	Reduce barriers - Summer Fun	15,000	1,563	16,563	Parks and Rec programming
4	MacPac Facilities Continuity Work	110,000	11,458	121,458	Half of initial proposal
6	Library expanded hours	185,705	19,344	205,049	
7	DEI: Summit and Training	15,000	1,563	16,563	
	Towed vehicle storage lot lease	30,000	3,125	33,125	Reduces city and owner towed vehicle cost
	Total	**717,076**	**74,695**	**791,771**	
New core service delivery packages removed from general fund to balance the budget					
5	Centralize Facilities Maintenance	223,228	23,253	246,481	removed because new program
8	Centralize Fleet Maintenance	51,134	5,326	56,460	based in streets, 50% est allocated cost to gen fund
9	GIS Specialist	74,858	7,798	82,656	
10	Public Engagement	85,000	8,854	93,854	
	Total	**434,220**	**45,231**	**479,451**	
Deferred maintenance/capital investment supported by general fund dollars included in balanced budget					
1	IS - VM Backbone Host Servers	15,000		15,000	IS capital costs avr 90% gen fund support
1	IS - Capital account seed money	20,000		20,000	IS capital costs avr 90% gen fund support
1	IS - Storage uplift	50,000		50,000	IS capital costs avr 90% gen fund support
1	MDT's for replacement patrol vehicles (PD)	70,000		70,000	
1	MDT's for AMB replacement (AMB)	24,000		24,000	
2	Bathroom partition - City Park	6,000		6,000	
3	Bathroom partition - W. Wortman	16,000		16,000	

- Budget presentations focused on core services
- Tied to prior meetings' discussions
- Explain how General Fund was balanced, which core services funded

WILSONVILLE
OREGON

Performing – Key Considerations

- How to ensure new resource is sustainable?
- Staff ratings v. external ratings
- Legal framework in Oregon
- Communicating complex information and decision-making

WILSONVILLE
OREGON

Project Steps to Take

1. Buy-in from stakeholders
2. Determine project phase leaders and roles
3. Complete department level services inventory and prioritization
4. Assess process and next steps
5. Determine current LOS by department

WILSONVILLE
OREGON

Project Steps to Take (cont.)

6. Executive level discussion of inventory, prioritization, and LOS
7. Prioritize core services across organization
8. Periodic check-ins with decision-makers
9. Use product in strategic planning, budgeting

WILSONVILLE
OREGON

Lessons Learned

- Delineate legal advice from business strategy
- Attorney can serve as partner to City Manager
  - But City Manager should be the “face” of the project to the decision-makers
- Participation and buy-in at exec team level is important
- Clarification of project leads at different phases
- Struggle through the process is valuable
- Strong leadership is also necessary

WILSONVILLE
OREGON

Materials

- Service Inventory Form
- Service Inventory Calculator
- Department Prioritization Examples
- Combined Prioritization and Level of Service Template
- Staff Study of Resources
- Budget Committee Survey
- Information of City Services Charge
- Information of Other Cities' Operations Fees

WILSONVILLE
OREGON

Contact

Amanda Guile-Hinman

City of Wilsonville

guile@ci.wilsonville.or.us

(503) 570-1509

WILSONVILLE
OREGON