

MINUTES
LINCOLN-LANCASTER COUNTY CONSOLIDATION TASK FORCE
COUNTY-CITY BUILDING
555 SOUTH 10TH STREET, ROOM 113
FRIDAY, MAY 24, 2013
8:30 A.M.

Committee Members Present: Ann Post, Chair; Dick Campbell; Mike DeKalb; Jan Gauger; Dale Gruntorad; James Jeffers; Larry Lewis; Jean Lovell; Larry Melichar; Darl Naumann; W. Don Nelson; Kerry Eagan (Ex-Officio); and Trish Owen (Ex-Officio)

Committee Members Absent: Russ Bayer; Amanda McGill

Others Present: Karen Amen, Facilitator; Doug Pillard, Design Division Head, County Engineering; and Ann Taylor, Lancaster County Clerk's Office

The Chair called the meeting to order at 8:31 a.m.

1 APPROVAL OF MINUTES OF MAY 10, 2013 MEETING

MOTION: Campbell moved and DeKalb seconded approval of the minutes. Campbell, DeKalb, Gauger, Gruntorad, Jeffers, Lewis, Lovell, Melichar, Naumann, Nelson and Post voted aye. Bayer and McGill were absent from voting. Motion carried 11-0.

2 INTRODUCTIONS; REVIEW AND PREVIEW

Karen Amen, facilitator, disseminated an expanded agenda (Exhibit A). **NOTE:** Amen also e-mailed a worksheet to Task Force members prior to the meeting covering the following topics (Exhibit B): 1) A shared commitment to the process; 2) A first draft of the Table of Contents for the final report; 3) Additional general information needed for making solid decisions; 4) Criteria for evaluating potential recommendations; and 5) Key issues related to Public Works and Utilities and County Engineering Departments.

A roundtable discussion followed with the following comments/concerns:

- Why the County Board and City Council want to explore consolidation options at this time appears to be dramatically different, i.e. cost versus service (see the minutes of the May 10, 2013 meeting for comments by Jane Raybould and Carl Eskridge, who serve as Chair and Vice Chair of the City-County Common respectively)
- If the Legislature wants less expensive government at the local level it needs to either repeal mandates or start getting serious about home rule.

- Combining the juvenile divisions was left out of the City Attorney and County Attorney's presentations.
- Efficiencies are needed in the juvenile side, such as having the City Attorney's Office participate in early assessment of youth who have received citations or been referred from law enforcement.
- We need to look for better ways to serve the public and if there are cost efficiencies gained, it's a double win.
- Public Works and Utilities is too large in size and has a different focus than County Engineering.
- Significant cost savings aren't anticipated.
- Services need to be maintained at the same level, or better.
- Interest in transparency and the ability of citizens to understand and interact with their government.
- Think department heads should be asked to come up with initiatives and efficiencies for the Task Force to review.
- There is a sense of "sacred cows" that nobody wants to touch.
- There are many legal constraints and outside influences, such as the Commission of Industrial Relations (CIR), on government's ability to make changes and to control costs.
- Consolidation doesn't have to be "all or nothing."
- There could be an even greater cost with consolidation.
- Need to look at whether there were mandates that justified increases in personnel.
- Need to look at five years of financial statements to see what changes have occurred and why. Also need to look at interlocal agreements to see if there should be modifications or enhancements.
- County Engineer should be an appointed position, rather than elected.
- Come up with a directive to department heads.
- Consolidation can be an economic development sales tool.
- Need "champions" to take the lead.

3 PROPOSED PROCESS

The Task Force identified process steps for each grouping (see Exhibit C).

4 ANALYSIS FOR PUBLIC WORKS AND UTILITIES AND COUNTY ENGINEERING DEPARTMENTS

There was general consensus to delay analysis of Public Works and Utilities and County Engineering Department and to begin with the Lancaster County Sheriff's Office and City of Lincoln Police Department (LPD) grouping instead.

Post questioned whether changing the topic complies with the Open Meetings Law. Eagan said he is not sure whether there would be serious legal consequences since it is general discussion. He offered to call the heads of those departments and apprise them of the Task Force's intent to see if they want a representative at the meeting.

A brainstorming session followed with identification of issues related to potential consolidation of the Lancaster County Sheriff's Office and City of Lincoln Police Department (LPD) (see Exhibit C):

- Operational
- Legal
- Financial
- Political
- Accountability and Accessibility to Officials and Services
- Champions - Public, Political and Private

Naumann exited the meeting at 9:50 a.m.

The Task Force also addressed the organizational structure of the Lancaster County Sheriff's Office and City of Lincoln Police Department (LPD) grouping, with the following suggestions (see Exhibit C):

- Establish a City/County Public Safety Organization
- Consider Other Structures as Short-Term Steps

Campbell exited the meeting at 10:10 a.m.

Owen noted the City has done a comprehensive study of where response times are lacking and is looking at co-locating police substations with fire stations and to build a couple new ones in areas that are not served well. There was consensus to request a presentation on the study and the plan as it could relate to the Task Force's efforts.

There was also consensus to schedule discussion with Doug Ahlberg, Emergency Management Director, regarding the rural fire departments and the Emergency Medical System Oversight Authority (EMSOA) agreement (protocols for ambulance service).

5 NEXT STEPS

There was consensus to go through each grouping of departments one at a time through completion of the recommendation process.

Members of the Task Force identified the next steps for this grouping:

- Get further information
- Develop draft recommendations
- Apply criteria to draft recommendations
- Decide which recommendations to endorse

5 ADJOURNMENT

There being no further business, the meeting was adjourned at 11:06 a.m.

Submitted by Ann Taylor, Lancaster County Clerk's Office.

Lincoln Lancaster County Consolidation Task Force Agenda Details for Friday, May 24, 2013

► Introductions; Review and Preview

- **Opening comments**

Question: During the past two weeks since we last met, what is one key insight or question or request that you've had related to the work ahead of us?

- **Quick look back; Preview for today**

► Components of and Schedule for a Proposed Process

Instructions: At various times during the meeting, use the posted sheets on the wall to edit or add to or generally comment on:

- **Shared commitment**
- **Decision criteria**
- **Further information needed**
- **Rough draft for Report Table of Contents**

Instructions: Together we'll talk more about how best to design the overall process:

- **Draft approach and schedule**

► Testing our "Issues to Recommendations" Process: Preliminary Analysis for Public Works and County Engineer

- **Define the Issues**

*Question: What are the **three** most important issues to address as we consider consolidation and/or additional interlocal agreements for these two departments?*

Instructions: Write one issue per green sheet

- **Gather Information:** Open discussion of what we've learned so far
- **Brainstorm preliminary suggestions/recommendations**

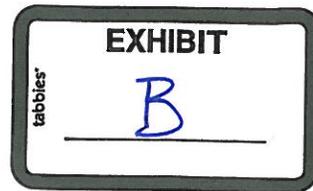
Instructions: This will be a fast-moving, dynamic process for making and recording any and all suggestions that occur to you. The one "rule": don't critique or evaluate at this point, either your own ideas or someone else's.

- **Create first draft of potential recommendations**

► Next Steps

- Finalize process design for short-term future
- Who will do what in coming two weeks?

Lincoln Lancaster County Consolidation Task Force
Between Meeting Worksheets for May 24, 2013 Meeting
Brief Summary and Next Steps for Facilitation



Introduction to This Document for Task Force Members:

This is a compilation of ideas and suggestions from the May 10th meeting and from the facilitator. It's also a series of worksheets to prepare for the May 24th meeting. Please look over these pages and jot any notes for yourself. Go to the places highlighted in yellow and write in any further suggestions or edits for us to consider, then bring these worksheets to the May 24th meeting. **NOTE: These worksheets are for your personal use. They will not be "turned in" for anyone else to use.**

There are five worksheet topics:

- Our shared commitment for the process
- A first draft of the Table of Contents for the final report
- Additional general information (vs information specific to a Department or Agency) needed for making solid decisions
- Criteria for evaluating potential recommendations
- Key Issues related to Public Works and County Engineer Departments

**Our Shared Commitment
to each other and the process**

- **Everyone Participates**
 - With opportunities for a variety of methods for participation
 - "Everyone has a piece of the truth"
- **Free Flow of Information and Opinions**
 - Candor, open-ness
 - Accuracy of information
- **Willing to Hear Various Alternatives**
 - "Argue with the Wall" instead of defensiveness about "own" ideas
- **Build and Sustain Trust**
 - With each other and staff and elected representatives
- **Make Sustainable Decisions by:**
 - Consensus? Super majority? Simple majority?
- **Any other item?**

FIRST, VERY ROUGH DRAFT
Potential Table of Contents

This whole outline is open for edits, reactions, additions, subtractions, or even, of course, starting over from scratch. So scribble notes all over these pages. We'll look at your suggestions on May 24th but won't draft a "final" outline until later.

- **Introduction to this Report**
 - Charge to the Task Force
 - Why Now? Driving Forces for City Council and County Commissioners
 - Previous Consolidation Studies
 - Our Process
 - Task Force members, Staff, Advisors

- **Considering Consolidation**
 - Governance of Lincoln/Lancaster County Today
 - Previous Consolidation Studies
 - Current Interlocal Agreements
 - Municipal Cities
 - Relevant Nebraska Laws and Legislation

- **Broad Recommendations and Statements**
 - Our Goal and Intentions
 - Short-Term Views and Long-Term Visions
 - "If we could start from scratch . . ."

- **Analyses and Recommendations for:**
 1. Public Works & Utilities and County Engineer Departments
 2. County Clerk's and City Clerk's Offices
 3. City Attorney's Misdemeanor Prosecution Division, Lancaster County Attorney's office, and City Attorney's Juvenile Division
 4. Lincoln Police Department and Lancaster County Sheriff Departments

We'll include criteria and rationales for the recommendations and separate into short-term and long-term components.

- **Implementation Strategies**
 - What can we do now? What will require new legislation or further buy-in?
 - Next Steps

- **Closing Thoughts and Observations**

Criteria for Testing Potential Recommendations

*Which of these criteria do you agree with and endorse?
Which would you delete?
What additional criteria would you add?*

- Cost/Benefit analysis is positive
- Quantifiable financial savings
- Operational efficiencies
- Consolidated agency continues to meet needs and expectations of constituents
- Recommended by the agency being evaluated
- Politically realistic
- Legally do-able
- Based on defined questions asked of each agency under consideration
- Other
- Other

**Further General Information Needed
for Sustainable, Implementable Decisions**

What else do we need to learn or know that is related to our broad charge and work (as opposed to further information about specific offices and departments)?

- Relevant state laws
- Lincoln's city classification and whether it is easily changeable
- Home Rule, and the upcoming interim study by Legislature's Urban Affairs Committee
- Scope of authority for this task force
- Additional item:

- Additional item:

And the fifth and final item: What are the 3 or 4 most important issues for us to address when considering potential consolidation or further inter-local agreements for the City Public Works and Utilities Department and the County Engineer's Office?

1.

2.

3.

4.

Lincoln/Lancaster County Consolidation Task Force Key Outcomes from May 24, 2013 Meeting

► Deciding Upon and Testing the Proposed Process:

- The process steps for each grouping: Issues, Information, Generate options; Apply Criteria; Reality check; Decide on recommendations
- Agreed: Go through each “grouping” of departments one at a time to completion of recommendation process.
- To evaluate proposed process, begin with examining LPD & County Sheriff grouping

► Issues Identification: What are the most important items for us to address related to potential consolidation of Lincoln Police Department and Lancaster County Sheriff?

- **Operational - 15 items:** *Operational efficiencies; FTE's compared to increase or decrease in crime rate; How has technology impacted FTE's for LPD and sSheriff.?; Technology coordination; How top-heavy are we at the head administrative level?; Maintain public safety and speed of service time; Coverage; Safety first; Different philosophies within existing departments; Clerical; Staffing; Service; Better services; Service and safety; Dashboard indicators; Cooperation with villages and county.*
- **Legal – 7 items:** *Statutory structure – unions, statutes, feasibility, FTE, etc; What state law requires for consolidation allowance; Political statutes (limited); Statutory authority; Interlocal agreements; Legally do-able; Legal constraints (elected and appointed officials);*
- **Financial - 6 items:** *Revenue sources for LPD/sheriff – 51% of ppty tax?; Cost; Financials (5 years); Compensation (retirement); Cost savings?; Cost & FTE history/trends.*
- **Political – 4 items:** *Political will; Constituent acceptance of change; Four new fire stations combining police and fire in the county; Still meet needs of constituents.*
- **Accountability & Accessibility (to Officials and Services) – 3 items:** *Accountability; Accessibility; Dashboard indicators.*
- **Champions (Public, Political & Private) – 3 items:** *Burnout, succession planning & career advancement; Champion for Public Safety; Caveat the anti-champion.*

► Further Information Needed:

1. For reality check, ask staff: *What's working well? What would you do differently? What are the issues we need to pay attention to? What concerns do you have?*
2. Find out more about plans for shared facilities
3. If shared mutual response system, what about pay structures and pensions?
4. What county elected positions could be changed to appointed?

► Addressing the Issues: Brainstorming Organizational Structure:

1. Establish a City/County Public Safety organization?:
 - Begin with LPD, Sheriff, 911, Fire
 - Start with sharing facilities and technology: cost sharing!
 - Later, add HazMat? Pollution control? Animal control? UNL & airport police?
 - Promote cross training; Share staff, both volunteer and professional
 - Rewrite laws, as needed, and administrative structure (1 person heads all?)
2. Other structures to consider (as short term steps?)
 - Evaluate fire only: City and rural fire system and EMS?
 - Combine just LPD and Sheriff?
 - Combine just LPD and 911?
 - Combine all rural/county orgs: Sheriff & Fire especially?