

**MINUTES
LINCOLN-LANCASTER COUNTY CONSOLIDATION TASK FORCE
COUNTY-CITY BUILDING
555 SOUTH 10TH STREET, ROOM 303
FRIDAY, AUGUST 23, 2013
8:30 A.M.**

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

Committee Members Absent: James Jeffers; Jean Lovell; and Amanda McGill

Others Present: Karen Amen, Facilitator; Terry Wagner, Lancaster County Sheriff; Jeff Bliemeister, Chief Deputy Sheriff; Doug McDaniel, Lincoln-Lancaster County Personnel Director; Jane Raybould, County Commissioner; Teresa Meier, City Clerk; and Ann Taylor, Lancaster County Clerk's Office

The Chair called the meeting to order at 8:30 a.m.

NOTE: A letter from Terry Wagner, County Sheriff, was provided to members of the Task Force prior to the meeting clarifying aspects of his presentations to the Task Force, specifically the difference between rural and urban policing and the Sheriff's Office fleet management, and expounding on his position regarding the public safety models that were presented at the August 16th meeting (Exhibit A).

AGENDA ITEMS

1 APPROVAL OF MINUTES OF AUGUST 16, 2013 MEETING

MOTION: DeKalb moved and Lewis seconded approval of the minutes. DeKalb, Gauger, Gruntorad, Lewis, Melichar, Naumann, Nelson and Post voted aye. Bayer, Campbell, Jeffers, Lovell and McGill were absent from voting. Motion carried 8-0.

Bayer and Campbell arrived at the meeting at 8:32 a.m.

2 REVIEW OF PRIOR MEETINGS

Karen Amen, Facilitator, gave a brief overview of prior meetings.

- 3 CONSOLIDATION/COOPERATION OPPORTUNITIES BETWEEN CITY OF LINCOLN POLICE DEPARTMENT (LPD) AND LANCASTER COUNTY SHERIFF'S OFFICE/OTHER PUBLIC SAFETY OPPORTUNITIES**
- A) REVIEW OF WRITTEN COMMENTS ON QUESTIONS**
- 1) BUILDING ON LAST FRIDAY'S PRESENTATIONS, WHAT ARE YOUR CURRENT THOUGHTS, PREFERENCES, AND SUGGESTIONS FOR CONSIDERING THE CONSOLIDATION OF SOME OR ALL PUBLIC SAFETY DEPARTMENTS AND ORGANIZATIONS?**
- 2) WHAT REQUESTS OR ADVICE DO YOU HAVE FOR THE AGENDA AND FOR THE FACILITATION PROCESS?**
- B) PRELIMINARY "TESTING THE GROUP TEMPERATURE"**
- C) DEVELOPING FORMAL RECOMMENDATIONS**

The following documents were disseminated (Exhibit B): 1) Agenda details; 2) Responses to a questionnaire; and 3) Suggested criteria for potential recommendations.

Amen asked the group to define their expectations for the meeting and understanding of the process (see Exhibit C).

The Task Force members indicated their level of support at this time for developing recommendations for the following (see Exhibit D):

- Merged Law Enforcement (Lincoln Police Department (LPD) and Lancaster County Sheriff's Office)
- Merged Public Safety (LPD, County Sheriff's Office, Lincoln Fire and Rescue (LFR), 911/Emergency Communications, Emergency Management)
- Status Quo
- Status Quo and Other Alternatives

Task Force members gave their impressions of the results.

Nelson said he has served on groups that have looked at consolidation and said the results are always the same, which he defined as "status quo on steroids", and said he has seen delay used as a passive, aggressive tool to do almost nothing. He said he favors something more radical.

Campbell said education is key and felt it will take time to move the community's awareness to where they are supportive. He added there may never be total support from the agencies involved.

Bayer said he is opposed to a half-step process of just merging law enforcement. He said he can support merger of public safety agencies but wants a clear understanding of what that will mean long-term. Bayer said he indicated support for status quo and other alternatives because he believes it is a step towards merged public safety, which will likely be more costly but could be a benefit in terms of quality care.

Naumann said he strongly supports merging public safety, then moving forward with other ways of merging the City and County. In terms of the status quo and other alternatives option, Naumann said he believes elected officials have already done a good job of that through interlocal agreements.

Gauger said she believes we will have a home rule charter county, or something similar, within the next 10-20 years. She said that is why she supports merging public safety agencies, because it makes the eventual home rule charter status for Lincoln and Lancaster County more appropriate.

Post said she supports the status quo and other alternatives option because she believes there are small things that could create more efficiencies. She said she is not as supportive of merged law enforcement and merged public safety because there wouldn't be cost efficiencies and she isn't convinced that creating a larger organization would improve services.

Melichar said it appears to him that the group would like to move towards merged public safety.

DeKalb said the City already has the ability to merge LPD and LFR. He said he also supports seeking home rule charter legislation. In terms of merged public safety, DeKalb felt the City and County should develop our own model.

Lewis said he does not believe the Sunnyvale, California model would work in Lancaster County. He suggested, as an alternative, development of another administrative layer that would serve as an "umbrella" over a joint agency and could help move the City and County towards a merged public safety organization in the future. Lewis said it could be a guiding committee comprised of elected officials, department representatives, and citizens.

Nelson noted that Sunnyvale, California moved to a merged public safety model in 1950 and George Hansen, Sunnyvale's Public Safety Director, was hired in 1976 by the Mayor of Lincoln to serve as Lincoln's Police Chief. He said, as best as he can tell from talking to police officers who were hired before Hansen arrived, there was no discussion of merged public safety during his tenure.

Gruntorad said issues such as tax equity and the tax implications need to be understood in order to make an informed decision.

The level of support for a long-term goal/end state (10-15 years out) of merged public safety was demonstrated by Task Force members holding up sheets of colored paper.

NOTE: Green indicated support, red indicated opposition and yellow indicated a neutral position. Eight of the ten Task Force members present indicated support and two indicated they were neutral (see Exhibit E).

Task Force members then identified the specific components relating to the long-term goal of merged public safety (see Exhibit F):

- Timing
- Legislation
- Scope of Cross Training Versus Core Specialties
- Organizational Responsiveness
- Education
- Financial Modeling: Cost/Benefit
- Organizational Chart/Governance/Administration
- Stepping Stones
- Services Equal To Or Better Than Now
- Support of Elected Officials, Unions & Citizens
- White Paper & Final Report

Eagan noted the ability to create a municipal county already exists but it would require a separate vote of each entity that wants to participate or a vote of the citizens by jurisdiction. The process for creating a municipal county can be started by either a joint resolution of the governing bodies involved or by a petition filed by registered voters signed by at least 10% of the people who voted in the last election for Governor. Elected offices could be created or eliminated as part of the proposal. A jurisdictional commission would come up with a plan, there would be public hearings, and the plan would have to be adopted by the all the jurisdictions that wanted to participate. Unincorporated areas of the County would be a separate vote.

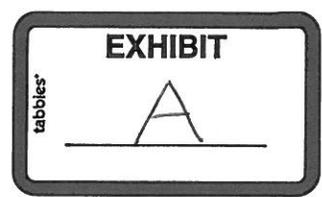
4 FUTURE MEETINGS

The next meeting will be held on September 13th with additional discussion of merged public safety.

5 ADJOURNMENT

There being no further business, the meeting was adjourned at 10:30 a.m.

Submitted by Ann Taylor, County Clerk's Office.



Lancaster County Consolidation Committee
August 22, 2013

It was suggested to me that I clarify a couple of aspects of my presentation(s); specifically the difference between rural and urban policing and the fleet management of the Sheriff's Office. In addition, I wanted to expound on my position vis a' vis the models that were brought forth in last Friday's meeting.

I remember when the County and City combined the Communications Center. Each dispatcher had a 2' by 3' panel in front of them, one being a map of Lancaster County, one being a map of Lincoln. The reality that each little square on the county map was a square mile and each little square on the city map was a square block was difficult to grasp for dispatchers who had never dispatched rural law enforcement officers before. A few ride-a-longs helped them to realize the vast distances deputies work and travel but it certainly took a while for that realization to sink in. I just finished a news article about a city where one officer was responsible for 8 square miles and the city needed an additional 50 officers to remedy that shortage. Our patrol districts range from the smallest at 176 square miles to 260 square miles. According to their website, Lincoln Police has 200 officers patrolling 90 square miles. The Sheriff's Office has 40 deputies patrolling 847 square miles. Because of the vast distances deputies travel, the style of law enforcement is by necessity different. Our response times are longer; our back-ups are further away. If a deputy's shift mates are busy, you avoid putting yourself in a position needing immediate backup. Likewise, your patrol tactics change to put yourself in a position to respond anywhere in the county. Obviously, these strategies can be taught to urban officers just as urban policing would have to be taught to rural officers. But the two don't mix well. LPD has 90%+/- of the population with 10%+/- of the land mass to patrol, the Sheriff's Office has 10%+/- of the population with 90%+/- of the land mass to patrol.

Commissioner Jane Raybould has continually chastised me for my fleet management practices, specifically having take-home cars. There are many pros and cons for having a take-home fleet. Obviously, the fuel used in the commute is paid for by taxpayers. What they get in return are deputy sheriffs who are well equipped; able to respond to any emergency 24/7; neighborhoods that gain an added sense of security because of the patrol unit's presence; vehicles that have less maintenance problems because deputies have a sense of ownership in their assigned cars and take better care of them. The cars last longer than fleet vehicles that are double shifted. The deputies outfit their patrol vehicles in their style and it stays that way. This especially true with deputies who have taken on additional responsibilities that may necessitate specialized equipment and being called from home: Tactical Response Unit members; K-9 handler; Accident Reconstructionists; Crime Scene Technicians; Meth Lab Team Members; Command officers. Officers who drive fleet cars have to take all of their equipment out at the end of every shift. Agencies who do not have take home vehicles generally give their officers 10-15 minutes before the start of their shift to get their

equipment and their patrol vehicles. Deputies begin their shift when they reach their assembly point, unless they become involved in official duties while enroute. We have experimented with conducting shift briefing via the mobile data terminals so the deputy is briefed in his/her vehicle and begins patrolling their district as soon as they leave their driveway. I believe the positive aspects of take-home vehicles far outweigh the negative aspect of fuel costs for the commute.

During discussions regarding this issue, the point was made that given LPD is one of the largest city agencies, the city would probably not be agreeable to the Las Vegas/Clark County style where the Metro Law Enforcement agency is headed by the Sheriff, thereby relinquishing operational control to another elected official. Historically, Lincoln and Lancaster County have consolidated services generally where Lincoln controls the agency; i.e. Purchasing, Personnel, Health, Planning, Aging Partners. The only County agencies that receive funding from or provide City services are Corrections, Emergency Management, Weed Control and Human Services.

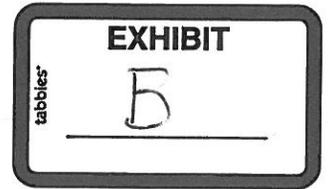
To make my position clear, I truly believe the citizens of Lancaster County want to elect their chief law enforcement officer and are not ready to give up their right to vote for the candidate of their choice. I do not believe consolidation will improve efficiency or save tax dollars and I am opposed to it, given the rural nature of Lancaster County and the cooperative working arrangement between the Sheriff's Office and Police Department. We have achieved about 95% of the efficiencies to be gained through the Memorandums of Understanding and Interlocal Agreements. Given our Operational and Statutorily different duties the other 5% (Fleet Maintenance and Records Management) is an achievable goal in the future.

Sincerely,

A handwritten signature in blue ink that reads "Terry J. Wagner". The signature is written in a cursive style with a large initial 'T'.

Terry Wagner
Lancaster County Sheriff

**Lincoln Lancaster County Consolidation Task Force
Agenda Details for Friday, August 23, 2013**



▶ **Review and Preview**

- Approve minutes
- Review of Aug. 17 meeting; Agenda for today
- Expectations for today's meeting

▶ **Review and Comment on Background Material for Today**

- Individual review of questionnaire summary
- Individual review of additional documents
- Individual comments on background material

▶ **Continuation of our "Issues to Recommendations" Process**

- Test II of Levels of Support for Models/Structural Options
- Analyze, Assess, Discuss Results
- What do we focus on first?
 - End State preferences? Incremental steps? Both simultaneously?
- Continue discussion; Develop areas of agreement on recommendations

Our Decision Rules: To move a recommendation forward, we want to have at least 2/3 of the Task Force members support it. Also, we will make decisions today, but intend to have the final endorsement of those decisions at a meeting where all Task Force members can be present.

▶ **Next Steps**

- Begin drafting report: Introduction and Results of Public Safety work
 - Kerry drafts; Task Force members welcome to submit suggestions for concepts, wording, etc.
- Preparations for September 10: City and County Clerks

▶ **Closing Thoughts and Adjourn**

Responses to Questionnaire for Friday, Aug. 23, 2013

1. Building on last Friday's presentations, what are your current thoughts, preferences, and suggestions for considering the consolidation of some or all public safety departments and organizations?

Look for Additional "Low Hanging Fruit":

* Low hanging fruit has been plucked, but could still get a few more agreements such as vehicles, maintenance, training, and ranges. Many interlocals are already in place. There's little opportunity for FTE savings, maybe 4-5 in supervisory slots.

* When we have our options on the wall we also have an option for smaller consolidation – I know we will have an option to maintain status quo, the merged law enforcement model, the public safety officer/Sunnyvale model, and the umbrella organization model.

- I would also like to see the option of pursuing smaller consolidation recommendations such as fleet management or consolidated gun ranges. The committee could address these as either short-term options to adopt while pursuing long-term change or ends in and of themselves. I just wouldn't like to see us lose what looks like it could be low hanging fruit.

A New Layer of Administration

* An umbrella organization over all public safety services may put in place a new layer of administration – a new board to appoint a director – which may make it less accountable to the community

Political Feasibility and Need for New Legislation:

* Consolidation has high political cost and issues.

* Most all moves would require state legislation. Rural fire is another issue but not really doable at this time. Maybe a future action footnote.

* Big solutions? Should seek enabling legislation to be able to proceed in a county with a city of the primary class. This would allow many options to be pursued.

CIR, Pension Packages.

- * Pension package issue should be resolvable.
- * The impact of the CIR – this is a huge unknown factor which will really determine whether or not a committee recommendation presents cost savings to the city and county

Cross-Training and “Public Safety Officers”

- * Fire and Police are already under public safety position. Additional cross training and cross responsibility should be done.
- * All the communities which utilize public safety officers are much smaller than Lincoln. Does Lincoln have a need for more specialized policing, emergency medical, or firefighting than the model can provide?
- * I strongly favor the Sunnyvale model of cross-training public safety officers.

Tax Equity and Consolidation

- * If ever there was an area ideally suited for consolidation it's Lincoln/Lancaster County, with its perfectly centered urbanized area and the relatively weak outlying areas that are consumers of the city's services.
 - The vast majority of the tax revenue comes from the City. Those in the donut part of the configuration do pay for services provided to a certain extent, but they are hugely subsidized by the people within the donut hole.
 - Sadly, most consolidation investigations are never launched with tax equity as the motivation.

Preferences for What to Recommend:

NOTE: Each letter represents a different person. In the comments below, the full text of the individual's response is presented as a complete entity.

A) Go for consolidation with a spot for the sheriff and a "County Team" approach.

B) In analyzing things so far, I am not sure that a merged department will gain us the efficiencies and cost savings that a recommendation for more combination of "functions" would do. Such as one vehicle repair facility, etc.

- I see huge start up costs for cross training of personnel and I am not able to see, at this time, that having a super public safety department would be any great savings either. The size of Public Works scares me and I think we would be creating another animal like that combining all of these.

C) I believe we should get a "consensus" on an end state, e.g. full consolidation of public safety for city and county. I believe we then need to recognize that this is not going to happen in the short run, and that we should then agree on preliminary steps, as follows:

1) Solidify the agreements between the various agencies so that they cannot be changed on a whim. Expecting that there will be "an uproar" if a future leader starts making changes is not correct.

2) Determine the financial impact of the consolidation. This will likely cost some bucks, but we need to know if we can get the benefit costs solidified, and other incidental.

3) Prepare the case- what is the overwhelming reason to do this. I think there are a number of good thoughts that could be document

4) Get the buy in of the existing elected officials to the end state. If what was being said is true, this could take some time, but before we go on to the next step the existing officials need to sponsor this major change.

5) Determine which laws need to be changed. I am only supportive of this if the EMS side gets pulled into this, so this will be a major step. Get the local legislators on board

6) Prepare and conduct community workshops / sessions to receive input and educate the citizens. Rural people like me are going to have to be convinced.

So, I think we are moving into the micro managed steps of this, and I am sure some of the great thinkers will say we should just approve the end state, but, in my opinion, we need to come up with an implementation plan otherwise this goes the way of many good ideas that take work.

D) When examining consolidation, we must answer these questions:

1. What are the organizational benefits of consolidation?

2. What are the benefits to individuals living in Lincoln or Lancaster County from consolidation?
3. Can these benefits be achieved through further modification/ refinement of the present inter-local agreement?
4. Financial modeling must be done to address the impact on each of the entities to determine where savings would occur/ cost would increase and operations would be improved that benefit the public
5. Should the maintenance facilities be combined for the Lincoln Police Department and the Lancaster County Sheriff department?

E) Consolidation of police and fire services into the Lancaster County Department of Public Safety enhances communication among disciplines, creates unified leadership and command, and aids in attaining a high level of comprehensive emergency response and planning-and that this improves the execution of the homeland security mission.

- Politically, I'm guessing the organization of the Lancaster County Metropolitan Police would have to be merged somehow into the Lancaster County Department of Public Safety with the Sheriff administering the police division. Lancaster County and Lincoln Police appear very close to consolidation and the merger would solidify the work already accomplished.

- I'm not against combining Public Safety similar to the Sunnyvale model, but this will no doubt cause problems in implementation similar to what is happening in Grand Rapids, Wyoming, Kentwood and Kent County. 128 jurisdictions have merged police and fire administrations, but few cities and counties have attempted to cross-train police and firefighters. Part of the reason it happens so infrequently is the cost. But outright resistance to change, especially among firefighters is usually the reason.

- New Jersey Gov. Chris Christie is advocating that all City and Counties combine the police and fire departments. "I think this is a moment that we have to look for efficiencies in policing — both the effectiveness and costs," Gov. Christie said. Camden County responded to the call and some functions will be merged in about four months. It's happening all over the country mostly for budget reasons.

2. What requests or advice do you have for the agenda and for the facilitation process?

* I think as we approach a conclusion, we should make sure everyone has a say or two, but not dominate the conversation.

* I am most interested in hearing others thoughts and rationales before committing to a locked position.

- I believe that at first, we should go around the room and have everyone give their two cents, what questions remain in their mind, what do they see as the way that they are leaning on this department consolidation and if they see consolidation, where do they see savings or efficiencies.
- I want to make sure everyone puts their thoughts on the table, uninterrupted, before we begin a discussion where those of us that verbalize to reach a conclusion talk too much of the time. I believe getting the ideas out first will bring about natural questions and discussion from which we can move forward recognizing that I do not believe that we should make a decision tomorrow until we have other committee members back at the table.

* It seems we are very unorganized including focusing on philosophies instead of operations and never finishing important aspects of our charge.

* Are members of the committee being recognized or have certain individuals given up on feeling their input is important? We do not have good committee involvement in the discussions.

* The committee simply needs to measure proposals against our identified criteria – cost savings, cost/benefit, level of service, accountability etc.

Suggested Criteria for potential recommendations	Status Quo	Merged County/ Metro	Public Safety Umbrella	
1. Creates quantifiable financial savings				
2. Promotes operational efficiencies				
3. Level of service stays the same or improves				
4. Allows transparency and accountability to the public and to elected officials.				
5. Politically realistic: <ul style="list-style-type: none"> - At least some support from public at large, the department being impacted, and elected officials; legislative changes feasible 				
6. Feasible under current state law				
7. There is a "champion" willing to help implement the recommendation.				

1 EXPECTATIONS

• WHERE EACH IS
② Summarize
other alternative

• ID MAIN FOC

② what we want
to work on

• CASE 4 CONSOUA

② Public safety
• Still don't know "us"

• SPECIFIC on
POLITICAL ROADBLOCK
~ Any secrets?

• GENERAL GOAL:
for LONG TERM
(Model/End State)

• Faith in Us:
"We'll Get"

EXHIBIT
tabbles®
D

At this point in time (August 23, 2013),
What is your level of support for ...

Status Quo

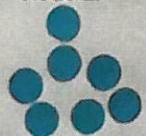
Strongly Support

Support

Neutral

Can't Support Will Step Aside

Can't Support Will Block



At this point in time (August 23, 2013),
What is your level of support for ...

Merged Law Enforcement

Strongly Support

Support

Neutral

Can't Support Will Step Aside

Can't Support Will Block

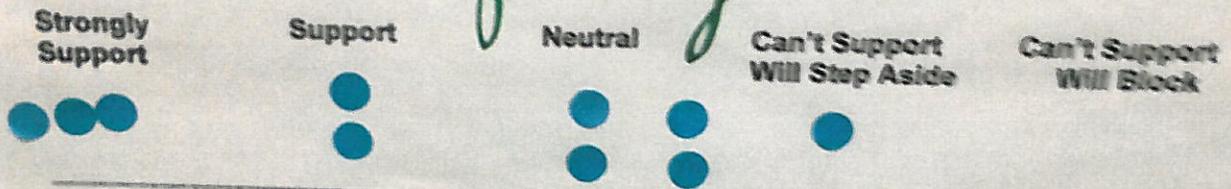


Further Comments:

- Las Vegas model

At this point in time (August 23, 2013),
What is your level of support for ...

Merged Public Safety



Further Comments:

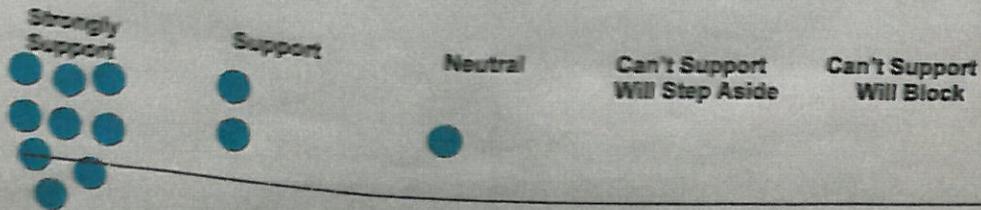
- Indianapolis

Blue = 5 years

Red = 10 years

At this point in time (August 23, 2013),
What is your level of support for ...

Status Quo +
~ Other alternatives



Further Comments:

Short discussion of
SPECIFIC OTHER ALT

LONG-TERM GOAL/END STATE

Merged
Public
Safety?

10-15 years

FIRE
EMS
LAW ENF.
ANCILLARY

GREEN = 8

YELLOW = 2

RED =

TIMING

- Start evaluating legislative action that will be needed - Now !!!!!
- Stick to it. yr after yr.
- Time it takes to achieve radical change depends in part on circumstances and largely on the dedication + persistence of those pushing change
- Now

LEGISLATION

Need to get our legis delegation to promote legislation to "clarify" that existing constitutional provisions should allow Lincoln/Lancaster County to exercise the full array of "home rule" powers.

DITTO →
METOO ↑

I don't understand need for home rule charter changes. City + county can be merged through statutory municipal county process. Can be merged w/o legislative change (though not likely.)

- permissive legislation to allow -

a) joint city county gov

or
b) ~~home rule~~ county -

or
c) ?

- however it gets done - rural fire & EMS must be forced to play

SCOPE OF X-TRAINING W. CORE SPECIALTIES

~ it's a sidebar

~ Need VOTES OF SUPPORT (I'm AGAINST)

- does not apply - Tom can move
on this now if it is "staff"
ie Merge Huff & Peshong

- I do not support cross-trng of all, but
could support a "cross-tranet" strike
team that can fill a gap

(Ditto) ↑

ORGANIZATIONAL RESPONSIVENESS

Should Be Equal or Better Than
PRESENT

How do we ensure the merged
organization is not simply a new level of
administration?

\$ Equal care for all = \uparrow cost for
county residents. So

EDUCATION

- Create fact sheets
- pros, cons
- costs
- service
- outreach
- who does this?

ONCE THE INDIVIDUAL SUBJECTS ARE DETERMINED SET UP UP THE IMPLEMENTATION GOALS

- Needs "CHAMPION" TO CARRY THE (TIMING) MESSAGE
↳ ditto

- National Firm Results to Public
- Vision 2025 to carry the ball

FINANCE / FINANCIAL MODELING

COST/BENEFIT

Hire National Consulting firm to X

do a Cost-Benefit Analysis

Hire Retired DON HERZ TO DO STUDY

include in above common benefit costs

↳ Cost to merge benefit plan, compensation under CIR, timeline to benefit payout

ORG. CHART GOVERNANCE/ADMIN.

~ Formalize gov structure

- Needs Study & Officials Buy IN

- to be developed. -

- GET RECOMMENDATION OF LEADERS IN PUBLIC SAFETY TO SEE WHAT THEY THINK IS PRACTICAL

- elected official leads this org, or is appointed by a body of elected officials

STEPPING STONES

• Solidify, add, enhance existing ~~into formal~~ agreements

GUIDE Administration to move the process forward.

- low hanging: Firing range, vehicle maintenance, etc

ELECTED OFFICIAL SUPPORT & CITIZEN & UNIONS

- Community Votes or Referendum
- Votes of Support
- setup - Comm/Group to move forward ✓
- INTER-RELATED WITH EDUCATION
- community consolidation workshops/
forums

Study the examples of public safety reversal
so to better understand what led to failures
of the model.

Bring incorporated towns into the discussion

Needs "CHAMPION" TO LEAD EFFORT

WHITE PAPER & FINAL REPORT

- Establish blue ribbon committee of ~~selected~~ qualified individuals to prepare a white paper to use as guide for future consolidation

- Need convincing facts to educate + build support