

**MINUTES**  
**LINCOLN-LANCASTER COUNTY CONSOLIDATION TASK FORCE**  
**COUNTY-CITY BUILDING**  
**555 SOUTH 10<sup>TH</sup> STREET, ROOM 303**  
**FRIDAY, SEPTEMBER 13, 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; and Amanda McGill

Others Present: Laurie Holman, Legal Counsel for the Legislature's Urban Affairs Committee representing Senator Amanda McGill; Jane Raybould, County Commissioner; and Ann Taylor, Lancaster County Clerk's Office

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

**NOTE:** Karen Amen, Facilitator, prepared a summary of information recorded on wall sheets at the Task Force's August 23<sup>rd</sup> meeting (see Exhibit A).

**AGENDA ITEMS**

**1 APPROVAL OF MINUTES OF AUGUST 23, 2013 MEETING**

**MOTION:** Gauger moved and DeKalb seconded approval of the minutes. Campbell, DeKalb, Gauger, Gruntorad, Jeffers, Lewis, Melichar, Naumann, Nelson and Post voted aye. Bayer and McGill were absent from voting. Lovell abstained from voting. Motion carried 10-0, with one abstention.

**2 REVIEW OF PRIOR MEETINGS**

Ann Post, Chair, gave a brief overview of prior the meeting.

**3 CONTINUATION OF DISCUSSION: CONSOLIDATION/COOPERATION OPPORTUNITIES BETWEEN CITY OF LINCOLN POLICE 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**

Post noted the Task Force decided at their August 23<sup>rd</sup> meeting that it supports moving to an umbrella public safety organization (eight fully in favor and two with hesitation). She asked the members if they have changed their position or have thought of details they would like to see in the organization.

Gauger, DeKalb, Nelson, Melichar, Naumann, Campbell and Lewis said they still support an umbrella public safety organization. Nelson said he favors cross training/cross purpose of public safety officers, building a model that responds to the needs of rural residents. He also urged vigorous pursuit of home rule charter government by the local governments. Naumann felt it would be appropriate to move forward with a study, similar to the one done for the arena. Campbell felt the Task Force should recommend that the "low hanging fruit", like vehicle maintenance, be consolidated and a Task Force formed to create a model and start educating the public on the issue. Gauger said she believes something like the Arthur D. Little Report (see March 8, 2013 minutes) is needed to gain the support of community groups. Jeffers said he favors leaving things as they are, adding "bigger is not always better." Gruntorad said he still wants to see an organizational chart and financial modeling. Post said she is still hesitant to recommend a consolidated department, citing concerns regarding whether it would be cost effective, how the Commission of Industrial Relations (CIR) might view it, and whether services would be improved. Lovell said she also has some hesitation, citing the State's consolidation of all of the health and human agencies as an example of where consolidation was not successful.

The Task Force split into three groups to work on specific components on an umbrella public safety organization: Structure of a Consolidated Public Safety Organization; A White Paper/More-Detailed Study; and Reasons, Rationale and Intent for Full Consolidation of Public Safety Organizations.

A spokesperson for each group presented their work product. Task Force members indicated their level of support for each component by holding up sheets of colored paper. **NOTE:** Green indicated support, red indicated opposition and yellow indicated hesitancy.

Post presented a proposed structure (see Exhibit B). Eight members of the Task Force indicated support and three indicated hesitation. **NOTE:** One member who initially indicated hesitation later changed their vote to support. Lovell felt Corrections should be added to the structure. Ten members of the Task Force indicated support for Corrections inclusion and one indicated hesitancy.

Campbell gave an overview of the study component (see Exhibit C). Post asked whether the suggestion to seek legislation to more define Home Rule is leading towards a larger goal of eventually fully consolidating the City of Lincoln and Lancaster County and doesn't necessarily relate to creating a public safety organization. Campbell felt it would. Nelson said it means that local public officials will be charged with designing the structure rather than the Legislature. Gauger noted it would have to be approved by a vote of the people. DeKalb said he envisions two parts to the study. One would involve the structure and the other would be the legal/legislative piece. He questioned whether Home Rule is the only solution or is one of the alternate routes to implementation listed in the structure component, such as a Joint Public Agency (JPA), feasible or preferred, or does the study assume certain things. Melichar expressed concern that it will be difficult to get Home Rule passed, stating he can see politicking against Home Rule occurring in counties that don't have large cities. Campbell said Lincoln is in its own class and an argument could be made to let it serve as a test to see if this is the right way to move. Laurie Holman, Legal Counsel for the Legislature's Urban Affairs Committee representing Senator Amanda McGill, said if you can get the Lincoln senators "on board", they can form coalitions with the rural senators. Gruntorad noted there is a significant depopulation of rural areas since the time of the Arthur D. Little Study (1974) and said counties are all facing the same thing. He said if the study is done right it can serve as a model for other counties. Post said her understanding of Home Rule is that it is a charter passed and given power by the people, except in a situation where there is state law, in which case the State maintains power. Nelson said it depends on the specifics of what is granted by the Legislature. Ten members of the Task Force indicated support and one indicated hesitancy.

Nelson discussed the reasons/rationale for consolidation (see Exhibit D). Lewis said he favors limited cross training. Owen noted that cross training will be a negotiated item because it would change work conditions. Eight Task Force members indicated support and three indicated hesitation.

The Task Force also compiled a list of short-term recommendations (see Exhibit E). Nelson said he recalled discussion of additional areas of possible cooperation between the Lincoln Police Department (LPD) and Lancaster County Sheriff's Office. Eagan said he will review his notes and address it at the next meeting.

Melichar asked who will be responsible for determining the strategy for implementation, stating he does not want the Task Force's recommendations to die for lack of interest.

Campbell said the Task Force's report will go to two elected bodies (City Council and County Board) and those bodies will have to decide if what the Task Force is recommending is a direction that they politically are comfortable with moving forward.

Nelson suggested someone give the University of Nebraska and Lincoln Airport Authority a "heads up" that inclusion of their police departments in the public safety structure has been tentatively recommended. The Chair felt it would be more appropriate to notify them if and when it becomes part of the Task Force's final recommendations.

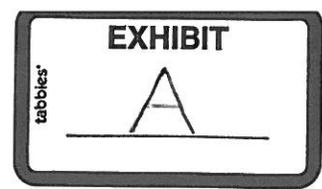
#### **4 FUTURE MEETINGS**

The next meeting will be held on September 27<sup>th</sup> with additional discussion of consolidation/cooperation opportunities for City Public Works & Utilities and the County Engineer. The Task Force asked that the two department heads be present and provide a decision-making matrix, similar to the one provided by LPD and the County Sheriff's Office. Discussion of the City Clerk and County Clerk was rescheduled to October 11<sup>th</sup>.

#### **5 ADJOURNMENT**

**MOTION:** Campbell moved and Naumann seconded to adjourn the meeting at 10:27 a.m. 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.

Submitted by Ann Taylor, County Clerk's Office.



**Lincoln/Lancaster County Consolidation Task Force**  
**Draft Model for a Consolidated Public Safety Organization**  
As developed at the September 13, 2013 meeting

**Reasons/Rationale for Consolidation** (Indications of support: 8 green, 3 yellow)

- Cost savings over the long term
- More flexibility
- Better service
- More accountability
- Eliminate duplicate staff and functions
- Appropriate cross-training allows maximum deployment
- Enhanced administration

**Proposed Structure** (Indications of support: 8 green, 3 yellow [one changed to green])

- Include everything: Police, Sheriff, Fire, Ems, Rural Fire, Emergency Services, Emergency Management, Emergency Communications, Airport and UNL police
  - Add Corrections? (1 yellow, 10 green)
- Understand it may take numerous steps
- Limited cross training:
  - Train police/fire etc to support each other
  - But not full integration with everyone a cross-trained public safety officer
- Choose one of these alternate routes to implementation
  - Interlocal, JPA, Municipal County
  - Home Rule Charter legislation
- All these are appropriate areas for the detailed study

**Short Term Steps: Operational Area to Merge Now**

- Firing range
- Vehicle maintenance
- Training
- Service Desk
- Recommend legislative Change

**Recommend a More Detailed Study** (Support: 10 green, 1 yellow)

- Elected officials form Task Force to develop modeling and cost savings
- Our recommendation: Do further study on specific issues, components
- Broad funding support outside of govt for expertise and resources to aid study
- Develop model and time frame, including additional costs or savings for county-wide public safety division
- Define which entities constitute "Public Safety"

- Get Legislature to better define “home rule” and give Linc/Lanc County the right to have this; but – is home rule the only solution

# Structure

8 green  
3 yellow  
(one changed to green)

## - include EVERYTHING\*

↳ Police, Sheriff, Fire emergency management

↳ EMS, rural fire, emergency services emergency communications

↳ understanding it may take steps Corrections

↳ Airport police, UNL police (1 yellow)

## - limited cross training

↳ train police/fire etc. to support each other (10 green)

↳ not full integration with Public Safety officers

## - Alternate routes to implementation

↳ inter local

↳ municipal county

↳ JPA

↳ Home Rule Charter legislation

- appropriate for study

# Study (10 green) (1 yellow)

- ELECTED OFFICIALS WILLINGNESS TO FORM TASK FORCE TO DEVELOP MODELING + COST SAVINGS
  - Possible White Paper detailing the Direction for the Study
- Our Committee Recommendation For the Study
  - BROAD FUNDING SUPPORT OUTSIDE of GOVT. FOR EXPERTISE + RESOURCES TO AID STUDY.
  - DEVELOP MODEL + TIME FRAME INCLUDING ADD. COSTS OR SAVING FOR COUNTY WIDE PUBLIC SAFETY DIVISION
  - DEFINE WHAT ENTITIES CONSTITUTE "PUBLIC SAFETY"
- GET LEGISLATURE TO <sup>PASS</sup> DEFINE "HOME RULE" + GIVE L/C COUNTY RIGHT TO HAVE
- IS HOME RULE THE ONLY SOLUTION

# Reasons/Rational

cost savings over the long term.

More flexibility

Better service

More accountability

Eliminate duplicate staff & functions.

Appropriate

Cross training allows maximum deployment

Enhanced administration

8 green

3 yellow

# Short Term

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operational

- Firing Range

- Vehicle Maint.

- Training

- Service Desk

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- recommend legislative <sup>re</sup> change