

Evaluating the Possibility of a Joint Public Safety Training Facility in the City of Westminster

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Certification Statement

I hereby certify that this paper constitutes my own product, that where the language of others is set forth, quotation marks so indicate, and the appropriate credit is given where I have used the language, ideas, expressions, or writing of others.

Signed: David G. Michaels
Date: October 10, 2018

Abstract

The problem is that the City of Westminster no longer has adequate and sustainable training facilities to ensure fire, police and utility employees meet annual skill trainings and credentialing needs. The purpose of this research paper is to explore the feasibility of developing a single source training center for various city departments and external agencies in order to ensure employees are meeting their annual training needs. Descriptive research methodology was used to answer the following six questions: 1) Who would use the public safety training center? 2) What are the training needs of city departments and external agencies? 3) What land is available in the city to support a training facility? 4) What would be the financial implications of a joint training center? 5) What other options exist to ensure employees meet their annual training needs? 6) Would the City of Westminster support a public safety training facility? The procedures utilized include literary review, written review, electronic material, personal observations, on-line surveys of Westminster, Colorado and national government officials, interviews conducted with the Westminster Fire Department Deputy Chief of Operations, City of Westminster Policy & Budget Manager, City of Westminster Economic Development Manager, and the City of Westminster General Services Director. The research results clearly identify a need for exterior and interior training facility space within the Westminster Fire, Police and Public Works & Utilities Departments. The recommendations are to create a Joint Public Safety Training Facility Workgroup composed of members from fire, police and public works & utilities and the City Manager's Office with long range planning to obtain a training facility that meets the needs of the City of Westminster.

Table of Content

	Page
Certification	2
Abstract	3
Table of Content	4
Introduction	6
Background and Significance	9
Literature Review	16
Procedures	20
Results	25
Discussion	39
Recommendations	45
Reference List	47

Appendices

Appendix A: City of Westminster Map	50
Appendix B: Training Locations Map	51
Appendix C: Available City Properties	52
Appendix D: Survey Questions Evaluating Joint Public Safety Training Facility	53
Appendix E: Data Results Evaluating Joint Public Safety Training Facility	55
Appendix F: Survey Questions Regional Training Facility and Space Needs	60
Appendix G: Data Results Regional Training Facility and Space Needs	62
Appendix H: Survey Questions External Organizations Joint Training Facilities	65

Appendix I: Data Results External Organizations Joint Training Facilities	66
Appendix J: Interview Questions WFD Deputy Chief of Operations	69
Appendix K Interview Questions COW Policy & Budget Manager	70
Appendix L Interview Questions COW Director of Economics	71
Appendix M Interview Questions COW Director of General Services	72
Appendix N Interview Questions FHFD Training Captain	73

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Introduction

The City of Westminster (COW), Colorado (CO) is 34 square miles, serving a population of 113,875 in the northwest suburbs between Denver and Boulder, CO (Appendix A). Currently there are over 45,000 households in the sprawling suburban city. Two major highways run through Westminster, Interstate 25 (I 25) along the cities northeast boarder and United States 36 (US 36), that divides the city diagonally from East to West. A freight/commuter rail line parallels US 36. Due to growth along the Front Range of CO, the city is beginning to transition from a pure suburban lifestyle community into a suburban/urban center with multiple urban pockets located along the two highway corridors. The two corridors will see increased vertical growth with commuter rail service increasing or planned in the future. The US 36 corridor is also anchored by a regional airport on the Northwest side of the city. The airport, Rocky Mountain Metropolitan Airport, is seeing increased growth, supporting the surrounding economies. During the last 10 years Westminster's population growth has increased by approximately 8,000 people (Westminster Colorado website, 2018).

COW relies on their employee group to carry out the mission of the organization in order to meet the Strategic Plan goals, objectives and actions. In order to support the mission, the city has 997 full time employees (FTE) providing services to the citizens. These employees operate out of 10 city departments. The city Human Resources Department (HRD) provides general and managerial classes to all city departments. Each department is responsible for providing employee training to their employees to accomplish the missions within their departments. Three of the 10 departments require high vocational and safety training requirements; fire, police

and public works & utilities. These trainings require a certain amount of classroom and external training space to meet training and certification requirements.

The Westminster Fire Department (WFD) organization is run by a Fire Chief and divided into an Administrative Division and an Operations Division, with a Deputy Chief overseeing each. The Administrative Division coordinates one Battalion, the Fire Prevention Bureau, and two targeted functions, technical services and emergency management. The Operations Division oversees three shift Battalion Chiefs, A, B, and C, the Training & Special Operations Division and the Emergency Medical Services (EMS) Division.

Fire and EMS are provided to the community from six local fire stations with a line staff of 123 members and an administrative support staff of 20. The organization responded to over 11,400 calls for service in 2017, of which 70 percent were emergency medical in nature. Westminster provides numerous services to its community; including fire response, EMS at the advanced life support level, EMS transport, fire prevention, community outreach, hazardous material response, wildfire response, technical rescue services, water rescue services, investigative services, emergency management, as well as mutual and automatic aid. These services are provided each day by one Battalion Chief, one Safety & Medical Officer, five engine companies, two truck companies and five ambulances (Medics). Special operations are provided by line crews that cross staff a Heavy Rescue squad, Water Rescue van, two Wildland brush units, and one Hazardous Materials regional support apparatus. Staffing levels are a minimum of three personnel for each engine or truck, and two personnel on the Medics. Members on the Medic units are trained as Emergency Medical Technician Basics or Paramedics and cross trained as firefighters (Westminster Colorado Fire Department website, 2018).

The Westminster Police Department (WPD) is responsible for responding to calls for emergencies, works with members of the community, community groups, city departments, and other agencies to address crime, safety, quality of life issues through City ordinances and state laws. WPD has three divisions, Administrative, Patrol Services and Special Services. Each division is further broken down into sections that define groups and roles within the organization. Westminster has 265 FTE's assigned to the police department, of which 184 are sworn officers and 81 civilians. The department operates out of a centralized Public Safety Center (PSC), with a small substation at the Orchards Lifestyle Mall in the northeast section of the City (Westminster Colorado Police Department website, 2018).

The Westminster Public Works & Utilities (PW&U) Department is tasked with the responsibility of developing, maintaining and operating the infrastructure system serving the city. The COW divides PW&U into five divisions to accomplish their mission: Street Operations, Utilities Operations, Utilities Engineering, Water Resources & Quality, and Administrative Business Operations. PW&U operates out of five facilities and has 185 FTE's to provide services (Westminster Colorado website, 2018).

The problem is that the City of Westminster no longer has adequate and sustainable training facilities to ensure fire, police and utility employees meet annual skill trainings and credentialing needs. Using descriptive research methodology, Westminster will explore the feasibility of developing a single source training center for various city departments and external agencies in order to ensure employees are meeting their annual training needs. The research will also provide answers to the six main research questions: 1) Who would use the public safety training center? 2) What are the training needs of city departments and external agencies? 3) What land is available in the city to support a training facility? 4) What would be the financial

implications of a joint training center? 5) What other options exist to ensure employees meet their annual training needs? 6) Would the City of Westminster support a public safety training facility?

Background and Significance

In order to better understand the problem, an understanding of the COW organizational training programs and facilities is needed. All FTE's within the City are required to take certain classes provided by the HRD. These courses are usually didactic, and are generalized to ensure all employees have the same base line training. HRD classes are usually taught at the Westminster City Hall in or in any city facility. The fire department, police department and PW&U department's employees all participate in city training.

The fire department has a very structured training program and has created a Training Division to address organization's educational needs. Training in the WFD is conducted under three divisions, Training & Special Operations (T&SO), EMS, and FPB. T&SO coordinates all fire, rescue, hazardous materials, driver training, incident command (IC), mutual aid, and special operations training. The T&SO Division also coordinates fire based certifications, the training calendar and training records management system for the department. A Training Chief and Field Training Officer (Fire Lieutenant) operate within the division. EMS coordinates all emergency medical training, continuous quality improvement (CQI), along with State and National EMS certifications. FPB provides Fire Inspector continuing education credits for the International Code Council (ICC) and maintains the certifications.

Trainings take place at 12 different facilities to meet the organization needs. All six fire stations have a training responsibility at the company level with any equipment from the apparatus or station serving as training props. Fire Stations two and four also house small

training rooms holding up to 25 people. A large classroom holding up to 100 people is used by the fire department at the PSC building. The WFD has two facilities that provide certain training props and facility assets. A six story training tower, driving pad, and standpipe prop is located in the south part of the city. A decommissioned fire station in the center of the city provides prop storage for SCBA, search, ventilation, and forcible-entry training. All live burn training is conducted out of the City in neighboring, Adams County Fire Training Center, Arvada Fire Training Center, and at the North Metro Fire Training Center (Appendix B).

Like the WFD, the WPD has committed to increased organized for training by creating a Training Coordinator within their organization. The Training Coordinator is senior police officer that is responsible to ensure all commissioned police officers maintain their Police Officer Standards and Training (POST), continuing education requirements and hosting classes for regional trainings. WPD also has individual training programs for their specialized units, like the traffic unit, K-9, and SWAT Team. These trainings are coordinated through subject matter experts (SME) in each individual specialized unit.

The WPD also uses various locations, like the fire department, to train their members to meet training and certification requirements. Most of the training for the police department occurs in the PSC, in a classroom that can hold over 100 people. The room is dividable into two sections with technology based equipment to support each area. WPD uses the rooms for didactic and practical applications. The only other dedicated police training facility is a K-9 course located on the east side of the PW&U reclamation plant, in the upper northeast side of the city. Due to the lack of facilities, the WPD must travel to various locations to train for specific officer tasks and specific subjects. Five facilities outside the COW are used to ensure training is obtained for police commissioned employees. In order to ensure driving and weapons

qualifications are maintained, officers use the Adams County Sheriff's Department Flat Rock Training Center. The shooting range at Broomfield Police Department and Jefferson County Sheriff's Department are also used by Westminster PD. Training for the motorcycle unit occurs on the airport apron at Rocky Mountain Metropolitan Airport located northwest of the city. SWAT uses the North Metro Fire Department Training Center for tactics training. This facility has multiple buildings in a neighborhood-type setting to provide realistic tactical movement (Appendix B).

The PW&U Department has less structure for department training and relies heavily on outside instructors to meet training requirements. The department does not have a formal training unit for the organization. Most of the training is practical, due to the nature of their business. PW&U has employees that are trained, certified and designated to teach specific topics within the organization, like driver training, equipment operations, forklift operations, and confined space training. All remaining training deals with federal rules and city risk management insurance requirements are contacted to outside instructors that meet Occupational Safety and Health Administration (OSHA) and the Colorado Intergovernmental Risk Sharing Agency training credentials.

Most of the training for PW&U occurs within their fixed facilities. Five major facility complexes are used for most training. PW&U provides most didactic based training at the Municipal Service Center (MSC), or one of four water and waste water treatment facilities. When training is practical in nature, a few locations in the city have been identified. Confined space is performed at a treatment facility or water towers, trench occurs in property within Standley Lake Recreation Facility and driver training is conducted in a city parking lot north of Fat Cats Bowling Center (Appendix B).

While each of these facilities allow the departments to get by with required training activities, significant training issues are occurring within the COW. A total of 20 plus locations are used to train three city departments. Each department is required to meet logistical needs for each training, as well as travel to various locations to ensure members obtain the required training needs for their job expectations.

The impact on the fire department's use of multiple locations for training is creating several challenges & difficulties. These include increased logistical issues, Master Calendar scheduling problems, occurring, shift operation effectiveness, increased wear on apparatus, and increased budget costs to support training. The WFD is consistently dealing with these negative effects as service calls increase, more trainings are required of crews and staff, and organizational activity increases with City growth.

Prior to rapid growth, the training curriculum and venues were able to be accommodated within the boundaries of the COW. The fire department was able to drive to certain local businesses to meet all the training requirements. The police department would use open fields as shooting ranges. PW&U could drive to previous Westminster Mall site to use the parking lot to allow for driver training or plow practice. As the city's size and population has increased, training activities have needed to be moved outside of the populated areas, forcing the departments to be pushed further out of the city's boundaries to meet the training requirements. As the city's growth has continued, limited facilities have been constructed to meet city training needs.

One facility that was built to meet the three department's training needs was the City Training Facility at England Park. The facility was constructed with funding for the fire department, the parks department and PW&U. The facility was built on an acre of land on the

south side of the City along the Little Dry Creek Trail. It was constructed with a driving pad, six story training tower, a basketball court, and an in-line hockey rink. For 15 years it helped to provide training for multiple city departments. The fire department had plans to add a burn building to the facility, but this proved problematic with flood plan issues, along with a budgetary shift to purchase a city radio system. Growth within the city is now creating logistic issues for this facility and others within the city.

Every training will create some need for logistical support to ensure trainings meet required goals. Most of the logistical support in the fire department is managed at the fire station level or within the T&SO Division. In the WFD system, logistical support for trainings that are above the company level are exceeding the capacity of T&SO Division staff capacity. Forcing the Training Division staff to pull members off line to assist in the training. Pulling members off line creates negative effects on crew integrity, as it is difficult to evaluate a crew during training when one of their members is being utilized to support T&SO division each training. This also creates a cost increase to the organization, as overtime is required to backfill the member being pull off a line position. Pulling one member off line to support the Field Training Officer costs the organization a minimum of \$12,000 per year in overtime, based on a senior firefighter 2018 pay range ((City of Westminster) [COW], 2018) .

WFD records all levels of training in the Master Calendar. The calendar is created four months before the start of the New Year. The first priority on the calendar is regional team trainings. The remaining training schedule is built out, then all remaining fire department business and events are added on to the calendar. The calendar fills up quickly, and scheduling changes have significant impacts to the calendar. Due to the need to travel to multiple training locations, added challenges are created when trainings are cancelled by host agencies due to

weather or scheduling issues. There is no flexibility built into the calendar to account for travel to a facility out of the district or city. By the construction of a single training facility, flexibility can be created for all three department's training schedules.

Shift operations are affected significantly due to travel out of the city or to multiple facilities. In order to secure time at outside training facilities to ensure members are meeting training requirements, WFD rents facility space by the day. Purchasing this time allows WFD to send half of the organization, one third of the organization, or an individual station at a time to a training event. This can negatively affect an organization when half of the shift is several miles away from the city at a training event. Not only does it negatively affect the city, it also pulls resources out of other jurisdictions to handle Westminster incidents.

In order for crews to train, they must travel to various training sites in and out of the COW. Training at numerous locations puts on added road miles and engine hours to the apparatus. These miles and hours determine how often apparatus are taken out of service for maintenance. This negatively impacts the organization by decreasing time between maintenance of apparatus, at the fleet mechanics facility. This can also decrease the resale value after the apparatus is taken out of service for resale or trade. An example of increased wear and tear is shown by the amount of live burn trainings that WFD participates in outside the City. WFD crews participate in four live burn trainings per year. The training is conducted outside the City in one of three neighboring training centers. The closest training center is approximately 10 miles out of the city. Each year WFD adds 4100 road miles and 30 engine hours on 17 apparatus to provide live burn training for each member. This calculation is based on road miles multiplied by number of training days and three shifts. Overall each apparatus puts on 3600 miles and 26 engine hours during their lifespan to travel out of the COW for burn training. Training travel time

also increases the likelihood of involvement in a motor vehicle accident due to travel to and from training venues.

As with the fire department, both the police department and PW&U are facing issues related to lack of close training facilities. In order for the police department to meet driving and firearms range training requirements, a 47 mile round trip is incurred by the officers. This increases the officer's time away for their shift or increases overtime cost for off duty of backfill the offices position.

Logistical needs for the police department and PW&U just increased with two training facilities that can no longer be used. The police department was using the RMMA for motorcycle training. Growth is now occurring at the airport and the aircraft apron that was being used is now being leased to a new airport fixed base operator to provide fuel and aircraft parking. This will require the police department to find another location out of the city, or add to the busy schedule at the City Training Facility England Park. A similar incident has played out for PW&U at the driver training parking lot north of Fat Cats Bowling Center. Growth to the North of Fat Cats has increased due to the construction of several multi-family residential units. This has increased noise levels due to training vehicles and has generated several complaints. PW&U is now training at the City Training Facility England Park, increasing the activity of the facility use from 10 days per month to 21 days per month.

In the future, the city training tower site will be looked at for redevelopment. The training tower sits in the Little Dry Creek Trail corridor, which is within walking distance to the commuter rail stop at Westminster Station. Beautification plans are in place for development in this area. Loss of this training facility will create increased logistical and financial impacts for future training. These issues have increased the need to look at the organizations training

facilities, and determine if a new facility could better meet the training requirements of the police, fire and PW&U departments.

The significance of this research project can be seen relating back to the goals of the U.S. Fire Administration and the Executive Leadership (EL) course. The research relates to a few goals from the Strategic Framework (USFA, 2014). The resolution of the problem will; 1. Reduce Fire and Life Safety Risk through Preparedness, Prevention, and Mitigation by preparation of skilled crews at a local joint public safety training facility to delivering fire based services to the community. 2. Promote Response, Local Planning, and Preparedness for All Hazards by ensuring community based planning and organizational training to meet the needs of all city departments to provide better community services.

The research promoted by this paper also meets the requirements established by the EL course at the National Fire Academy. The problem is that the City of Westminster no longer has adequate and sustainable training facilities to ensure fire, police and utility employees meet annual skill trainings and credentialing needs. Unit 3: Thinking Systemically, Unit 4: Thinking Politically, Unit 6: Decision-Making, Unit 7: Politics and Public Policy, Unit 8: Influence and Persuasion, Unit 9: Negotiation, Unit 10: Managing Multiple Roles, Unit 11: Taking Risks, and Unit 13: Maintaining Life/Work Balance all reflect the leadership roles and issue that will be involved in the research and future process as taught at the National Fire Academy using the EL Student Manual (United States Fire Academy [USFA], 2015).

Literature Review

The literature review for this research focused on six questions: 1) Who would use the public safety training center? 2) What are the training needs of city departments and external agencies? 3) What land is available in the city to support a training facility? 4) What would be

the financial implications of a joint training center? 5) What other options exist to ensure employees meet their annual training needs? 6) Would the City of Westminster support a public safety training facility?

Captain Michael Abrashoff talked about raising the training levels of crew members at all levels must be heard. This interaction with the crew gives a better understanding to job specific functions and specific needs for crew interaction (Abrashoff, 2002). There are numerous ways you can measure the effectiveness of your training programs, equipment, and facilities. Multi-company drills, single company drills, computer based testing, practical skills, hands on component, and direct observation on the drill grounds (Ward, 2016). Colorado has a voluntary certification program for Firefighters, adopted through the legislative process and signed into law in 1979. The certification program measures the firefighter's level of knowledge, skills and abilities possessed in a specific area. It is up to each Colorado fire department to provide the training, continuing education, and drills related to the job performance requirements for each position. The program also attests that the individuals meet nationally evaluation of training programs, evaluation, and promotes uniformity in firefighter training (CFP&C, 2012). Emergency Services Consulting Incorporated talks about a multi-discipline public safety training center for the COW, which would provide training facilities and props for fire, police and other city departments (Emergency Services Consulting Incorporated [ESCI], 2006). Bailey talks about redesigning America's community college system. Examples of collaboration are used to build a better system. One example is the use of study groups between colleges to enhance education (Bailey, Smith Jagers, & Jenkins, 2015, p. 110).

The Colorado Peace Officer Standards and Training (POST) program for all State of Colorado Police Officers requires that a specific amount of continuing education be performed

each year. POST Rule 28 requires 24 hours of in-service training. Of the 24 hours, a minimum of 12 hours will be perishable skill based training. Perishable skills are firearms, arrest control and driving (Colorado Peace Officer Standards and Training website, 2018). Firearms training should include real-life situations that place the police officer in situations that allow them to think or act on the situations (Schauer, 2018, p. 159).

The first time a firefighter experiences the environment of an emergency should not be during an actual emergency. Quality training occurs when training simulations are created that closely mimic real-life scenarios. Specialized facilities with the flexibility and capacity for realistic training operations involving firefighting, rescue, laddering, pumping, command, and hazardous materials imparts those real-life training circumstances. Providing quality facilities, props, and tools to support WFD training efforts should continue to be a priority (ESCI, 2006, p. 113)

The Department of the Navy, Naval Facilities Engineering Command Pacific conducted a training needs assessment to determine current training ranges and support facilities with the Pacific Command Area of Responsibility. “The Training Needs Assessment validates this list of unfilled requirements by assessing the current capabilities of existing ranges, training areas, and supporting facilities within the PACOM AOR, relative to their potential to fill each of the unfilled requirements (AECOM Technical Services Inc., 2013).” Site considerations should take in various considerations including availability, ownership, cost, hidden conditions master plan, location in relationship to organizational use, and minimization of travel time ((National Fire Protection Association) [NFPA], 2012). The COW strives to maintain a safe and secure community envisioned through the Strategic Plan. The Comprehensive Plan section focuses to the ability of public safety resources ability to respond to emergencies and safety needs through

land development. “The Comprehensive Plan provides a consistent statement of the city’s plan and policies for future development, and is meant to be a dynamic document that can evolve and respond to changing conditions (City of Westminster [COW], 2013).” The Department of Defense reported that base closures and relocations created multiple joint bases combining numerous organizations operating with each base. “The Department expects to begin to realize efficiencies in the next 2-3 years as commanders find opportunities for consolidation and streamlining of installation support processes ((Department of Defense) [DoD], 2005).” Smeby talks about the regional approaches to training that would help with cost based on multiple agencies supporting logistics (Smeby JR, 2006). The Fallows talk about a public private partnership that all successful towns incorporate. Fresno, California is talked about in regards to collaboration between, the city, the county, state government, colleges, and universities that have teamed up with technology companies to teach school drop outs and the unemployed computer skills to obtain future employment (Fallows & Fallows, 2018). Interact Business Group talks about the cost associated with funding and supporting a joint training facility. Several facilities are used will cost reach millions of dollars. Numerous cost reduction ideas are address (Interact Business Group website, 2018).

The International City/County Management Association (ICMA) relates that certain government and private sector companies serve fire and emergency response training needs in specific subjects. These entities can market to an organizations specific needs ((International City/County Management Association) [ICMA], 2002). Red Rocks Community College talks about their Fire & Law Enforcement Academies and all the education programs offered for police and firefighters. The college can design courses as needed (Red Rocks Community College website, 2018). Avsec talks about trends and the ability new training concepts that can

change the dynamics of fire service training in the future. Virtual reality (VR) training is one of the fastest developing fields in technology-based training. VR technology can put firefighters into fire situations with a 360-degree view. When they act on a specific task, they see the reaction of their effort (Avsec, 2017).

There are many benefits to establishing training program and planning, consistency, uniformity, transparency, legal compliance, and skill development for day-to-day operations within the organization (Ward, 2016). Expanding the employee knowledge base through training equipment, facilities and programs, benefits both the employer and employee by addressing weaknesses, providing consistency, improving the performance, and increasing the employee job satisfaction and moral (Frost, 2016). “Another component of modern theories of effective management is the importance of continually improving the organization. Just as the customers’ needs are not static, the organization’s way of operating should not be static either (ICMA, 2002, p. 235).”

Procedures

Descriptive research methodology was used for this research on evaluating the possibility of a joint public safety training facility in the City of Westminster (COW). To answer the research questions, information was gathered from written material, visual observations, surveys, and interviews. The process for this research was stated before I attended the National Fire Academy (NFA), Executive Leadership (EL) course. Prior to the course, I was working with Westminster Parks, Recreation & Libraries (PR&L) on the future of our six story training tower along the Little Dry Creek Trail in southern Westminster. The topic of the training facility became increasingly important as PR&L obtained grant funding to beautify, increase recreation facilities along the Little Dry Creek Trail

Before attending the NFA, written and electronic material was obtained from the COW. While at the NFA, information was obtained from the National Emergency Training Center (NETC) library and after returning home, though, military, management, and fire based printed material. Electronic and printed material was also obtained from the COW, neighboring organizations, and a variety of sources and subject matter. Visual observations of the COW Police Department (PD) and PW&U trainings were made during the months of August through September on various days. The information was also supplemented with three surveys and four interviews for this research.

The surveys were conducted through “Survey Monkey” on-line with three groups. The first group surveyed were members of the COW Fire, Police and PW&U departments that provide training coordination and instructional services to their organizations. (Appendix D). These members were chosen because they are able to determine the types of required training, training space, equipment and facility needs within their organizations. The second group surveyed were members from local government agencies around the COW that have facility and training needs that are not being met within their own organization. Their organizations trainings were visually surveyed during the months of May through July. The members within these organizations can assist the COW in determining if external agencies might be able to participate in the joint training facility (Appendix F). The final group surveyed were local or state government officials from agencies that currently have joint training facilities. These members were identified because they can help identify financial implications and start up, sustainability cost and identify issues related to working with multiple departments or agencies. (Appendix H).

Interviews played a part of the research for the topic of a joint training facility. A total of five people were interviewed to provide support in answering the research questions. The interviewees consisted of one Deputy Fire Chief, a Planning & Budget Manager, an Economic Development Director, a General Services Director, and a Fire Captain of a neighboring organization.

The first interview, Deputy Chief of Operations Derik Minard of the Westminster Fire Department was chosen because he oversees all department operations, along with T&SO Division. Chief Minard can provide a lot of background information and material needed to support the research (Appendix J). The second interview was with Chris Lindsey, the Policy & Budget Manager for the COW. Mr. Lindsey was chosen due to his department's involvement with the approval process for budgeted facilities (Appendix K). The third interview was Director of Economic Development John Hall. Director Hall can provide information on real estate with the COW (Appendix L). The fourth interview was Director of General Services Vicky Manley, who can identify facility sustainability information of the COW (Appendix M). The final interview was with Captain Ryan Pool of the Federal Heights Fire Department (FHFD). Captain Pool provides training for the neighboring FHFD. Captain Pool can provide information on outside interest to possibly sustain a joint training facility (Appendix N).

To answer research question number one, "Who would use the public safety training center?" the following information was used. Research was conducted using written material on private and government training topics, electronic material private and government training topics, a survey with COW training coordinators, a survey with regional agencies that have facility needs, interviews with the WFD Deputy Chief of Operations and, the FHFD Training Captain.

To answer research question number two, “What are the training needs of city departments and external agencies?” the following steps were taken. Research was conducted using written material on private and government training topics, electronic material private and government training topics, a survey with COW training coordinators, a survey with regional agencies that have facility needs, interviews with the WFD Deputy Chief of Operations and, the FHF D Training Captain.

To answer research question number three, “What land is available in the city to support a training facility?” Research was conducted using written material on private and government training topics, electronic material private and government training topics, a survey with COW training coordinators, interviews with the interviews were conducted with WFD Deputy Chief of Operations, COW Policy & Budget Manager, Director of Economic Development, and Director of General Services.

To answer research question number four, “What would be the financial implications of a joint training center?” Research was conducted using written material on private and government training topics, electronic material private and government training topics, surveys with the COW training coordinators, local government agencies around the COW that have facility and training needs, local or state government officials from agencies that currently have joint training facilities, interviews with the Deputy Chief of Operations of Westminster Fire Department, the Policy & Budget Manager for the COW, the Director of Economic Development, the Director of General Services, and the final interview with the FHF D Training Captain. To answer research question number five, “What other options exist to ensure employees meet their annual training needs?” the following five steps were taken. Research was conducted using written material on private and government training topics, electronic material private and government training

topics, surveys with the COW training coordinators, and an interview with Deputy Chief of Operations of Westminster Fire Department.

To answer research question number six, “Would the City of Westminster support a public safety training facility?” Research was conducted using surveys from one survey and interviews with three local government administrators from the COW. The survey provided information for COW training coordinators and the interviews were conducted with WFD Deputy Chief of Operations, COW Policy & Budget Manager, and Director of General Services.

This topic area presents some limitations that presented obstacles for this research. Two specific limitations could have provided more in-depth research on the subject material. The first limitation was the use of surveys. During this research three surveys were distributed to government representatives in the COW, in the region and to out of state organizations. The results of the survey returns did not meet expectations. Some of the open ended questions did not yield enough detailed conversational information needed to specifically answer certain research questions that information was required to be extracted. Of the three surveys sent out to 49 people, only 15 were completed. This resulted in a 30% total return. The first survey group made up of COW training coordinators provide a 45% return rate, 5 of 11 distributed. The second survey, area organizations with training facility and space needs answered were obtained from only 26% of the survey participants, 5 of 19. The third survey, external organizations with joint public safety training facilities had the same statistics and the second group, 26%, 5 of 19 answered. Looking at the return rate on the surveys an increase yield in survey participants could have provide increase data for the research. Analyzing the results, if the surveyed members did not answer the surveys in the first week and a half, they were not likely to complete

the survey. The surveys were answered by a diverse group that was able to provide information for the research question, just not in the detail expected.

Results

The research provided results from three surveys conducted with state and national fire service officials. Five interviews were conducted and consisted of members from two fire departments and three COW staff members. The results contributed to information needed to address the problem within the COW.

The results of the three surveys conducted on Survey Monkey helped to provide background information to answer the six research questions and provide information as guidance for evaluating the possibility of a joint public safety center for the COW. Survey one provide results from COW training coordinators within the fire police and PW&U departments. The survey will be used to determine current training facilities statuses. The coordinators were asked to respond to 11 questions. A total of 11 invitations for surveys were sent out with five people providing full results (Appendix E).

Evaluating a Joint Public Safety Training Facility (Question 1). Do you have training needs that are not being met by current city facilities?

Of the five people that responded, 80% “yes” and 20% responded with “no.” A majority of the responses indicated that they have training needs that are not being met by current facilities.

Evaluating a Joint Public Safety Training Facility (Question 2). What specific training facilities will your department need to provide employee training in the future?

The five members that answered indicated a diverse need for a variety of facility and training prop need, including a burn building, vehicle fire simulator, drill tower, special operations areas, firearms area, shoot house, arrest control, fall protection area, offices,

classrooms, vehicle storage, equipment storage, and vehicle testing area. An area that was consistent on four of the five responses was a driving area. Two on the five responses needed facilities for confined space and trench/excavating training.

Evaluating a Joint Public Safety Training Facility (Question 3). How many current locations does your department use to meet training requirements for your organization?

The results of question three showed that four of the five respondents had multiple locations in which they train. The four individuals answered, several facilities, 5, 8 and 13 facilities. One subject responded that they had no training facilities.

Evaluating a Joint Public Safety Training Facility (Question 4). What types of training is not being met by space issues?

The responses to this question were very diverse. One individual responded that all of their training is not being met by space issues. A second individual responded that apparatus testing pumps and foam systems is not being met by space issues. The remaining three responses indicated that the training is being met, but there are areas of conflict due to facility size, lack of certain types of facilities and significant drive times of the facilities be out of the city.

Evaluating a Joint Public Safety Training Facility (Question 5). What types of spaces will meet your training needs?

Of the five people that responded, 100% indicated that their need both inside and outside training facilities.

Evaluating a Joint Public Safety Training Facility (Question 6). How much square footage or acres will be needed to meet your training needs?

On this question, most of the respondents had different answers. Two respond a 600' x 600' pad with one talking about extra acreage for other specific driving related items, along with who from government and private companies could be targeted for the driving track. Two responses were on the area of 5 to ten acres. One person responding believes the COW facility should be around 250-300 acres.

Evaluating a Joint Public Safety Training Facility (Question 7). Can you use other internal department facilities, or out of the city facilities to meet your training needs?

Four of the five answered yes to this question, indicating that is the current norm for the organization. Two of the respondents also indicated that they make the best of the resources and it is inconvenient and costly. One response indicated sometimes they could use other facilities, but not really.

Evaluating a Joint Public Safety Training Facility (Question 8). Would a large joint use training center in the city help meet your department training needs?

Of the five people that responded, 100% indicated a large joint use training center in the city would help meet their training needs.

Evaluating a Joint Public Safety Training Facility (Question 9). Has your department investigated locations to build new training areas or facilities?

Three respondents indicated they were unsure if their departments investigated locations. One responded no and one responded their department was looking around the northeast part of the city near Standley Lake.

Evaluating a Joint Public Safety Training Facility (Question 10). Are there other service needs that can be met by building a new facility?

All responses indicated that there were other service needs that the facility could assist. One respondent indicated office space, technology classrooms, sim-lab areas and a back-up emergency operations center. One responded yes. Two people indicated regional or with other municipalities. The remaining member indicated all COW departments could use the facility for training.

Evaluating a Joint Public Safety Training Facility (Question 11). Would your department support joint funding to build and sustain a new joint training facility?

Of the five people that responded, 100% indicated their department would support funding for building and sustainment of the facility.

Survey number two provides results from local government officials around the COW that have training facility and space needs. The officials were asked to respond to six questions. A total of 19 invitations for surveys were sent out with eight people providing answers to most of the questions (Appendix G).

Regional Training Facility and Space Needs (Question 1). Is your organization having problems meeting training needs?

Of eight people that responded, 37.5% responded “yes,” and 62.5% responded “no.”

Regional Training Facility and Space Needs (Question 2). Does your current facility have long range growth potential?

Of eight people that responded, 37.5% responded “yes,” 37.5% responded “no,” and 25% responded “no facility.”

Regional Training Facility and Space Needs (Question 3). What types of space will meet your training needs?

Of eight people that responded, 0% responded “inside,” 12.5% responded “outside,” and 87.5% responded “both.”

Regional Training Facility and Space Needs (Question 4). What training is not being met due to space, training aids or facility issues?

Six people responded to this question, with two skipping. Of the six that responded, one responded N/A. One indicated an area for CPAT testing. One responded an Aircraft Rescue and Fire Fighting facility. One indicated a shoot house and driving track. One respondent was looking for tactical and technology live trainings. The remaining respondent indicated outside and inside training area for large classes, burn building and general skills.

Regional Training Facility and Space Needs (Question 5). Would your organization participate as a funding partner?

Of eight people that responded, 25% responded “yes,” 0% responded “no,” 25% responded “unknown,” and 50% responded “maybe.”

Regional Training Facility and Space Needs (Question 6). Would your organization participate as a funding partner?

Of eight people that responded, 0% responded “yes,” 0% responded “no,” 25% responded “unknown,” and 75% responded “maybe.”

Survey number three provides results from local and state officials in or outside the State of Colorado that have built and operate a joint training facility. The officials were asked to respond to seven questions. A total of 19 invitations for surveys were sent out with five people providing full results (Appendix I).

External Organizations with Joint Training Facilities (Question 1). Which interdepartmental organizations participate in your facility?

Five people answered these questions. One indicated fire, police, EMS, public works, and human resources. One respondent indicated law enforcement and fire. Another respondent indicated fire, police, EMS, emergency management, public works, prison, private industry and other county agencies, non-emergency services. One individual responded four police agencies and two fire agencies. The last response was the facility was more regional one police agency and six fire agencies.

External Organizations with Joint Training Facilities (Question 2). Which external organizations participate in your joint training center?

Of the five individual that responded, two indicated that external partners were local, state, federal and private. One indicated that a high school, county, regional, and state agencies participated in their training facility. One agency advised that their training center had participants from local police, Veterans Affairs police and fire, Department of Homeland Security and transit police.

External Organizations with Joint Training Facilities (Question 3). Did working with interdepartmental or external organizations help justify a new training facility?

Of the five people that responded, 100% indicated that working with interdepartmental or external organizations help justify a new training facility.

External Organizations with Joint Training Facilities (Question 4). What were your training facility needs before building a joint training facility?

Responses to question four indicated one facility is needed for a joint powers funding agreement. One response indicated a need for a joint fire and law enforcement facility. One indicated a need for a training center in their region. Another exclaimed they had a need for a law enforcement academy with driving course and shooting range with a burn building for the

fire department. The last respondent indicated multipurpose structures for fire and law enforcement.

External Organizations with Joint Training Facilities (Question 5). What are your major issues with a shared facility?

Four of the respondents indicated time management, scheduling, and resources were issues. Another respondent answered that they did not go with a leased facility versus a shared facility to eliminate the memorandums of understandings and agreements.

External Organizations with Joint Training Facilities (Question 6). What financial agreements did your internal departments agree upon to build a joint training facility?

Two agencies facilities we funded and operated by the county. One response was shared cost by owners with oversight by one of the cities. One agency funded the project and has contract agreements to run the facility. The remaining response indicated a lease agreement with outside agencies.

External Organizations with Joint Training Facilities (Question 7). What are the current financial agreements between internal departments for operations and sustainability of the facility?

One organization funded the facility and leases the facility as requested to offset cost. Two respondents indicated facility has its own budget and bills non-county users. One facility is operated based on user usage. The last respondent indicated agencies pay based on size.

A total of five interviews were conducted to assist in answering the six research questions. Each member interview was asked different questions based on their position and organization. All of the interview questions were open ended to provide detail for the research questions.

Interview number one was conducted with WFD Deputy Chief of Operations Derik Minard. Chief Minard oversees T&SO and would be the department that brings this issue forward to the department heads and city council. A total of 11 open ended questions were asked regarding the subject (Appendix K).

Interview Questions Derik Minard Deputy Chief of Operations (Question 1). Does the fire department have a plan to obtain a future training facility?

Deputy Chief Minard responded there is no plan currently. WFD will be conducting a facilities study next year and a training facility will be part of the study.

Interview Questions Derik Minard Deputy Chief of Operations (Question 2). Is the regionalization helping or hindering Westminster ability to build a fire training center?

Deputy Chief Minard responded that regionalization will be helping with responses of apparatus when closest unit dispatching is implemented, but it could be hindering a joint use facility if there are two or three facilities in the region that can provide the training needs. Why spend 25 million if you can rent for a small amount.

Interview Questions Derik Minard Deputy Chief of Operations (Question 3). What time line do you envision for a fire training facility?

Deputy Chief Minard responded that a medium range would be the earliest, five years out.

Interview Questions Derik Minard Deputy Chief of Operations (Question 4). Has the fire department been looking at any land for a new training facility?

Deputy Chief Minard responded the only property we have been looking at is the Brauch property near Standley Lake. The property is used as facilities for Open Space. Not sure if this would meet the needs of the fire department or a joint public safety training facility.

Interview Questions Derik Minard Deputy Chief of Operations (Question 5). Could an interdepartmental joint public safety training center work for the fire department?

Deputy Chief Minard advised absolutely, it could increase the funding for the facility.

Interview Questions Derik Minard Deputy Chief of Operations (Question 6). What departments would the fire department see participating in the facility?

Deputy Chief Minard responded Fire, police and PW&U

Interview Questions Derik Minard Deputy Chief of Operations (Question 7). What financial implications would this create?

Deputy Chief Minard responded, the fire department is not sure how would the funding mechanism work? How would the facility be shared?

Interview Questions Derik Minard Deputy Chief of Operations (Question 8). How would a joint training center help with space issues?

Deputy Chief Minard reported by allowing the department to increase office, equipment and storage space.

Interview Questions Derik Minard Deputy Chief of Operations (Question 9). What area, in acreage would the joint public training center need for current and future growth?

Deputy Chief Minard responded 15 to 20 acres.

Interview Questions Derik Minard Deputy Chief of Operations (Question 10). Could regional or public private partnerships help obtain funding for a training center sooner?

Deputy Chief Minard reported WFD may be able to build sooner and create a sustainable financial mechanism to fund the facility

Interview Questions Derik Minard Deputy Chief of Operations (Question 11). Would the fire department support a Joint Public Safety Training Workgroup to push forward on this subject?

Deputy Chief Minard reported, WFD should make it happen in order to move forward and make sure a new training facility is on the city's radar

Interview number two was conducted with COW Policy & Budget Manager Chris Lindsey. Mr. Lindsey provides the perspective of the City Manager's Office (CMO's). Funding a public safety project would need approval CMO's approval to move forward with capital funding. Mr. Lindsey was asked eight open ended questions related to a joint public safety training facility (Appendix L).

Interview Questions Chris Lindsey Policy & Budget Manager (Question 1). FD uses 12 locations to train members of the organization, do you see a facility in the future that would allow us to consolidate locations and decrease organizational stress in the future?

Mr. Lindsey reported that the city knows of the need and a facility stability report is in the process at this time.

Interview Questions Chris Lindsey Policy & Budget Manager (Question 2). Recently PW & PD have had to change locations of their driver training programs. The fire training tower has increased activity dramatically from a monthly average of five activity days to 17 activity days per month. Is there land available inside or outside the COW that could support a JPSTC?

Mr. Lindsey reported there is property in the City. If there is no property that meets the needs in the City, we can look at options that are out of the city along the border, like near the airport.

Interview Questions Chris Lindsey Policy & Budget Manager (Question 3). PR&L is pushing to beautify the Little Dry Creek Trail area, some of their plans include increase parks usage of the training facility. Do you see the facility being pushed out of its location anytime soon?

Manager Lindsey reported there is no viable plan currently.

Interview Questions Chris Lindsey Policy & Budget Manager (Question 4). Has the COW been looking at any future space for a new training facility?

Manager Lindsey reported the COW has not looking at future training facility space at this time.

Interview Questions Chris Lindsey Policy & Budget Manager (Question 5). Does the CMO's Office think we should be looking at a JPSTC or participating in other facilities?

Manager Lindsey reported it would depend on the return on investment.

Interview Questions Chris Lindsey Policy & Budget Manager (Question 6). Would a Joint Public Safety Training Center help or hurt infrastructure at this time?

Manager Lindsey reported it depends, it could hurt in a good economy due to construction cost and availability of labor. We have a lot of infrastructure funding that needs to occur, but if we need the facility we can look at various funding sources.

Interview Questions Chris Lindsey Policy & Budget Manager (Question 7). Could regional or public private partnerships help obtain funding for a training center sooner?

Manager Lindsey responded it would absolutely, every part of funding helps and can benefit helping the situation.

Interview Questions Chris Lindsey Policy & Budget Manager (Question 8). Would the COW support a Joint Public Safety Training Workgroup to push forward on this subject?

Manager Lindsey reported that the group would help determine the specific needs for a training facility and that would help the CMO's office in planning.

Interview number three was conducted with COW Economic Director John Hall. Director Hall oversees developable city property and can provide information on available city property. Six open ended questions were asked regarding the subject (Appendix M).

Interview Questions John Hall Director of Economic Development (Question 1). How many vacant properties does the COW own within our annexed boundaries?

Director Hall reported the city has 20 developable properties. These are properties that the city could develop, publicly or privately (Appendix C).

Interview Questions John Hall Director of Economic Development (Question 2). How many vacant properties does the COW own outside of our annexed boundaries with Adams or Jefferson Counties?

Director Hall reported the city has properties in inventory, but was not sure how many.

Interview Questions John Hall Director of Economic Development (Question 3). Does the COW own any land in the city that could support a 10 to 15 acre Joint Public Safety Facility?

Director Hall reported most of the developable land is five acres and under. Two of the acreages could support a Joint Public Safety Center. The City also owns some property that is part of City facilities that could be divided to support the 10-15 acres needed

Interview Questions John Hall Director of Economic Development (Question 4). Does the COW own any land outside the city that could support a 10 to 15 acre Joint Public Safety Facility?

Director Hall reported he was not sure.

Interview Questions John Hall Director of Economic Development (Question 5). Is the city looking at any southerly annexations that could support this function?

Director Hall reported that is not the direction at this time. CMO's would need to give economic development that direction.

Interview Questions John Hall Director of Economic Development (Question 6). In the past has the city purchased land outside the city to support governmental functions?

Director Hall reported there is, but most of the property outside the city supports utilities and infrastructure.

Interview number four was conducted with COW General Services (GS) Directory Vicky Manley. Director Manley oversees facilities maintenance and can address facility sustainability. Seven open ended questions were asked regarding the subject joint training facility (Appendix N).

Interview Questions Viki Manley Director of General Services (Question 1). Would General Services support a Joint Public Safety Training Center?

Director Manley reported that GS would, realizing the city needs more training space.

Interview Questions Viki Manley Director of General Services (Question 2). Has GS identified any future land for new city facilities?

Director Manley reported the city only looking for ideas for a new court complex due to the poor condition of the facility.

Interview Questions Viki Manley Director of General Services (Question 3). Would Facilities Maintenance be able to provide services to the facility?

Director Manley reported that GS is not opposed if it is cost effective.

Interview Questions Viki Manley Director of General Services (Question 4). Would a JPSTC help with space issues and expansion within the Fleet Maintenance Division?

Director Manley reported absolutely, the City needs more space to support employees. Fleet would need to overcome a bunch of issue to make it work.

Interview Questions Viki Manley Director of General Services (Question 5). Would General Services rather see fire and police join a neighboring facility as opposed to constructing a city facility?

Director Manley reported the GS would need more data and discussions to make a determination.

Interview Questions Viki Manley Director of General Services (Question 6). What do you see as financial implications of a joint training center?

Director Manley reported is was hard to tell at this point, we would need more information.

Interview Questions Viki Manley Director of General Services (Question 7). Would General Services be willing to be part of a Joint Public Safety Training Facility Workgroup?

Director Manley reported GS would support a workgroup to determine future needs.

Interview number five was conducted with Federal Heights Fire Department Training Captain Ryan Pool. Captain Pool is a line Captain and training officer from the neighboring jurisdiction of Federal Heights. Federal Heights Fire Department partners with WFD on all live burn training. Captain Pool can provide external information on how a joint training facility will be perceived by neighboring and regional parties. (Appendix O).

Interview Questions Ryan Pool FHFD Training Captain (Question 1). Where does your fire department train your employees?

Captain Pool reported the FHFD crews train at their Fire Station 40 and outside of the City at various fire training centers.

Interview Questions Ryan Pool FHFD Training Captain (Question 2). Does this work for your organization?

Captain Pool reported it works, but FHFD has limited training props at the fire station and it is costly to the organization, spending a lot of time driving to our destination for short periods of time. We partner with Westminster Fire Department to conduct live burn training and this helps with cost and resources.

Interview Questions Ryan Pool FHFD Training Captain (Question 3). Does the fire department have a plan to obtain a future training facility?

Captain Pool reported that FHFD has no plan, we are a small town under two square miles and cannot afford the cost or have the available land in our City.

Interview Questions Ryan Pool FHFD Training Captain (Question 4). Could buying into interdepartmental joint public safety training center work for your fire department?

Captain Pool reported FHFD might, we would need to look at the location and cost.

Interview Questions Ryan Pool FHFD Training Captain (Question 5). What financial implications would this create?

Captain Pool reported that it would depend on the facility and cost to buy in and sustainment pricing. We currently pay for the days we use at various facilities.

Discussion

Evaluating a joint public safety training center is essential to ensuring the city can maintain highly trained members of the public safety service to provide essential city safety services like fire protection, police protection, emergency utility services and snow plowing.

Looking at various information sources, perspectives of government employees in the city, the region, the state and the nation will allow the COW the ability evaluate the need for a joint public safety facility within the city.

Evaluating the results of research question one, both the literary review, information provided by the surveys and interviews produced a common theme, no matter what your organization is and does, employees need to be trained to do their job and a location to train them must be determined. In the literary review, training effectiveness of crews, the overall members within organizations that need skill based training that needs faculty support. There are numerous ways you can measure the effectiveness of your training programs equipment and facilities. Multi-company drills, single company drills, computer based testing, practical skills hands on component, direct observation on the drill grounds (Ward, 2016). A past master plan conducted for WFD identified training deficiencies within the organization. One area identified for improvement was a need for a training center. At the time three recommendations were made; add on to the current training tower, create a joint training facility within the city or look into a regionalize center. ESCI, the company conducting the planning, identified fire, police and other city departments would need to be partners in the joint training facility. Emergency Services Consulting Incorporated talks about a multi-discipline public safety training center for the COW, which would provide training facilities and props for fire, police and other city departments (Emergency Services Consulting Incorporated [ESCI], 2006). The surveys were able to give perspective on how different government groups looked at what organizations should be involved in a joint training facility. The local group looked at the main members as fire, police, PW&U and emergency management, but indicated that all city departments might be able to use the facility. The survey looking at regional training facility and space needs point out

that 62.5 percent of the respondent's organizations had facility issues or no facility and 50% might participate in a new training facility. Organizations that have joint facilities are all over the board on who participates, fire, police ems, emergency management and public works seem to be the most common, but a lot of the external departments also had other governmental agencies participating in the facilities. The interviews provided more specific information from the perspective of local and neighboring fire departments. Deputy Chief Minard of the WFD envisions three primary users, WFD, WPD, and COW PW&U. Captain Pool from the FHFD, an organization that currently participates with WFD in joint funding of live burn training at external training centers indicated his department would need to look at the cost and location before committing to a joint training center.

The evaluation of question two shows that agencies have specific needs for the jobs they are required to perform. Government employees need training at facilities that can support the needs. The literary review, surveys and interviews all identified the specific training for the various city department and external agencies. The literary review information identified some of the specific needs. The WPD has continuing education requirements for their Colorado Peace Officer Standards and Training (POST) continuing education. The Colorado POST program for all State of Colorado Police Officers requires a specific amount of continuing education be performed each year. POST Rule 28 requires 24 hours of in-service training. Of the 24 hours, a minimum of 12 hours will be perishable skill based training. Perishable skills are firearms, arrest control and driving (Colorado Peace Officer Standards and Training website, 2018). Firearms training should include real-life situations that place the police officer in situations that allow them to think or act on the situations (Schauer, 2018, p. 159). The three surveys showed specific training and facility needs. The local survey identified specific needs for each department, and

some overlapping needs of departments. Driver training, trench, and confined space were a specific trainings that departments overlapped on for facility needs that departments identified, along with 100% requiring inside and outside training facility space. Regional and external organization surveys came back similar with specific needs, like ARFF, shoot house, CPAT training and overlapping of driver training.

Evaluation of question three showed that land is available within the COW to build a joint training facility, but the specifics of what is needed, needs to be identified before acreage is identified for purchase. The literary review showed how the US Navy identified their need for unfulfilled training ranges and support facilities. The Department of the Navy, Naval Facilities Engineering Command Pacific conducted a training needs assessment to determine current training ranges and support facilities with the Pacific Command Area of Responsibility. “The Training Needs Assessment validates this list of unfilled requirements by assessing the current capabilities of existing ranges, training areas, and supporting facilities within the PACOM AOR, relative to their potential to fill each of the unfilled requirements (AECOM Technical Services Inc., 2013).” The National Fire Protection Association also has a standard for training facilities that identifies a site selection process. Site considerations should take in various considerations including availability, ownership, cost, hidden conditions master plan, location in relationship to organizational use, and minimization of travel time ((National Fire Protection Association) [NFPA], 2012). The surveys and interviews identified the need for further talks to identify specific needs of a joint facility before identifying land to build. The survey portrays the drastic variations of needs of the local governments employees, based on their responses. Members have identified their specific acreage requirements ranging from five to 300. The interviews point to no specific plan for land purchasing in the near future for a joint public safety training

center. Deputy Chief Minard points out that it would be five years before the fire department expected the facility to be built, in order to give greater time to plan and define what the facility could become. Director Hall had more information on viable land, but without a plan none of the plots are of value.

Evaluating the results of question four proved to be elusive to some extent. Until you have a plan in place it is hard to identify all the financial implications. The literary review points out that there are anticipated outcomes from joint facilities, but they do not always identify themselves until fully implemented and operational. The military has closed and realigned military bases forming larger joint bases due to the consolidations. The Department of Defense reported that base closures and relocations created multiple joint bases combining numerous organizations operating with each base. “The Department expects to begin to realize efficiencies in the next 2-3 years as commanders find opportunities for consolidation and streamlining of installation support processes ((Department of Defense) [DoD], 2005).” The surveys from local and regional governments show people and organizations are willing to step forward and talk about funding support for a joint training facility, but they do not know what the defined commitment for the initial build and sustainment over the lifetime. The external survey from members that have joint training facilities is able to define the financial implications for a facility, and hurdles they have encountered during the process. There interviewees, Deputy Chief Minard, Manger Lindsey, and Director Manley all point to similar unknowns of financial implications relating to a joint public service training center.

The evaluation results of question five points to the city departments having already pushed beyond city facilities to meet their training needs by going out and finding facilities outside the organization to provide training required to maintain city service levels. The

literature review points out that there are other training entities that can provide trainings for the organizations. The International City/County Management Association relates that certain government and private sector companies serve fire and emergency response training needs in specific subjects. These entities can market to an organizations specific needs ((International City/County Management Association) [ICMA], 2002). The college can design courses as needed (Red Rocks Community College website, 2018). Avsec talks about trends and the ability new training concepts that can change the dynamics of fire service training in the future. The surveys point out that by taking the training to facilities outside the city boundary, greater negative impacts are occurring. One local official talks about a 20 minute drive to Byers for training, a total of 47 mile round trip. The regional survey members that have training facility needs describe the same problems. A similar sentiment was relayed by Captain Pool from the FHFDD during the interview. He talked about their training is meeting the intent their need, but the cost of getting to the distant training for a short time is costly to the organization. In evaluating question six, a high level of support for a joint public safety facility can be seen by the COW at the coordinator and administration level. The commitment to the facility is not defined by this support at this time, but it is not getting any negative feedback through the surveys or interviews. The literary review points out the organizational benefits of training through skill development. There are many benefits to establishing training program and planning, consistency, uniformity, transparency, legal compliance, and skill development for day-to-day operations within the organization (Ward, 2016).

Expanding the employee knowledge base through training, equipment, facilities and programs, benefits both the employer and employee by addressing weaknesses, providing consistency, improving the performance, and increasing the employee job satisfaction and moral

(Frost, 2016). The survey of local government officials shows a 100% financial commitment by all city departments that answered the survey. Deputy Chief Minard, Manager Lindley, and Director Manley indicated they would support a workgroup to push forward on determining future needs for a joint public safety training center.

Looking at the results, literature review, surveys, and interviews shows the COW has internal stressors that have built up over time that are creating problems for department training programs. The three departments that have been impacted the most are the fire department, police department, PW&U. Each department has sought to resolve their training issues by using training facilities outside the city boundaries. By using these external facilities, the three departments have created new issues impacting logistics, time and funding. Growth is now impacting these organizations with loss of facilities within and bordering the city. New training facilities will need to be identified to reduce the stress on each of the three departments. The information provided has allowed this author the guidance for the WFD and COW to move forward evaluating a joint public safety training facility.

Recommendations

The research results provide this author with needed information to determine directional guidance for WFD to follow and identify the feasibility of developing a single source training center for various city departments and external agencies in order to ensure employees are meeting their annual training needs. The following areas will be incorporated into a guide to set the direction for the fire department to proceed with studying the feasibility of a joint public safety training center.

- Identify interdepartmental workgroup within the COW to study training facility needs.

- Identify external government agencies to participate in a regional facility applications.
- Identify possible public private and partnerships for a training facility.
- Determine each organizations specific training needs, determining overlapping resources.
- Prioritize training needs for possible phasing into a facility.
- Create a needs assessment to determine acreage needed.
- Develop a business plan with end goals in mind.

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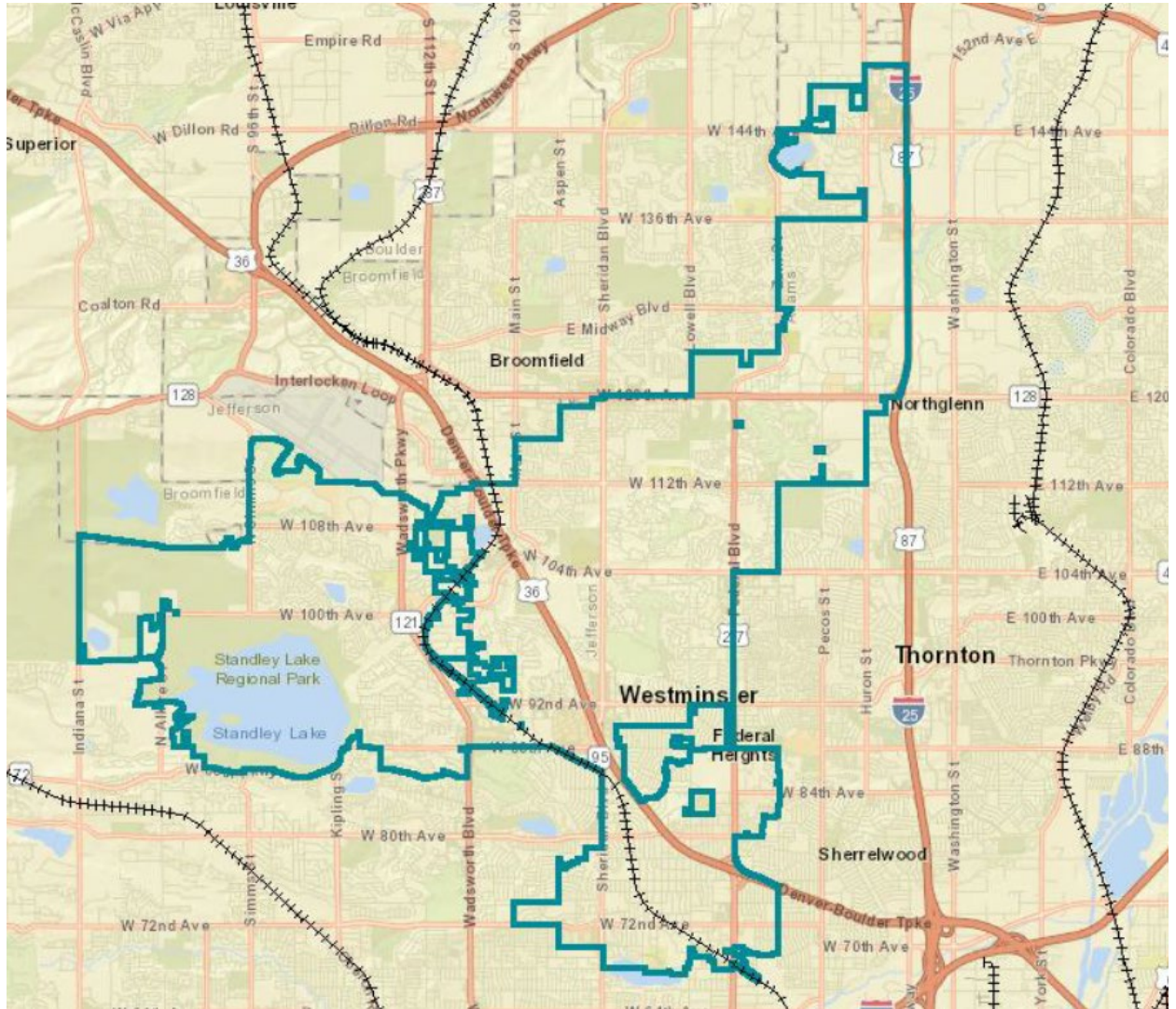
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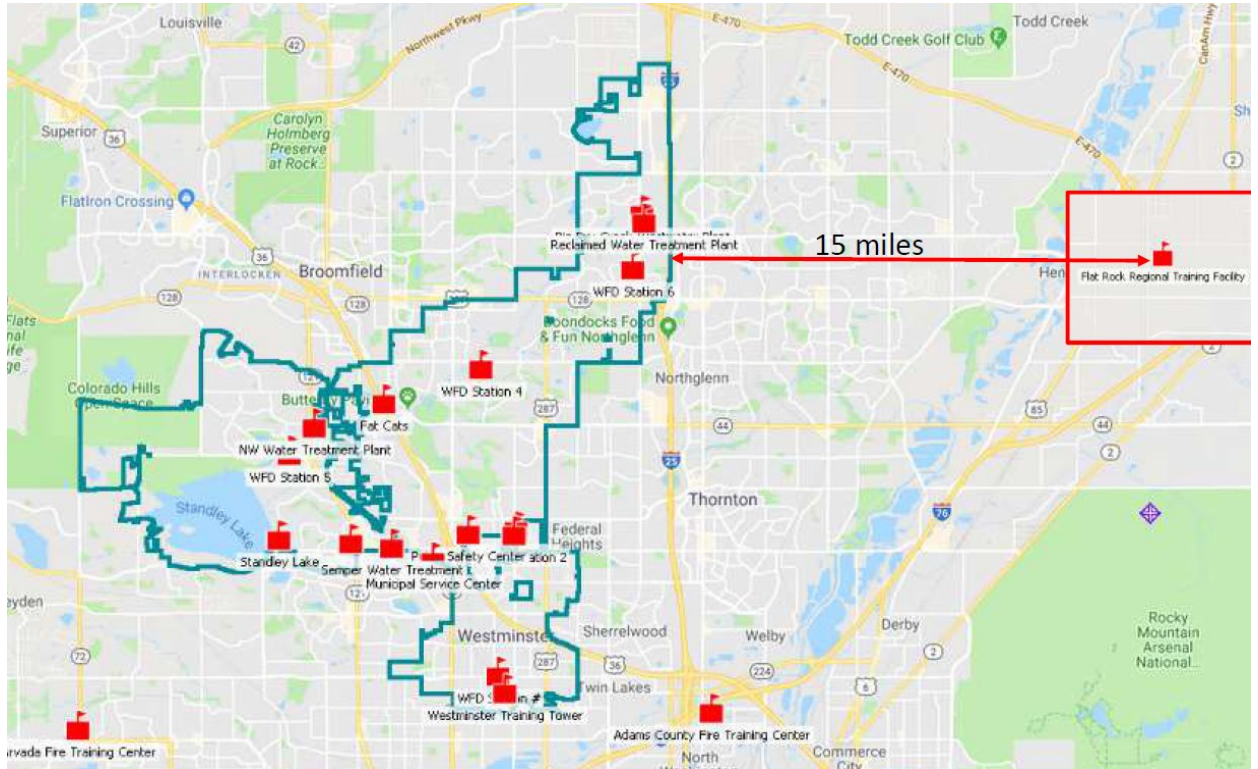
Appendix A

Map: City of Westminster



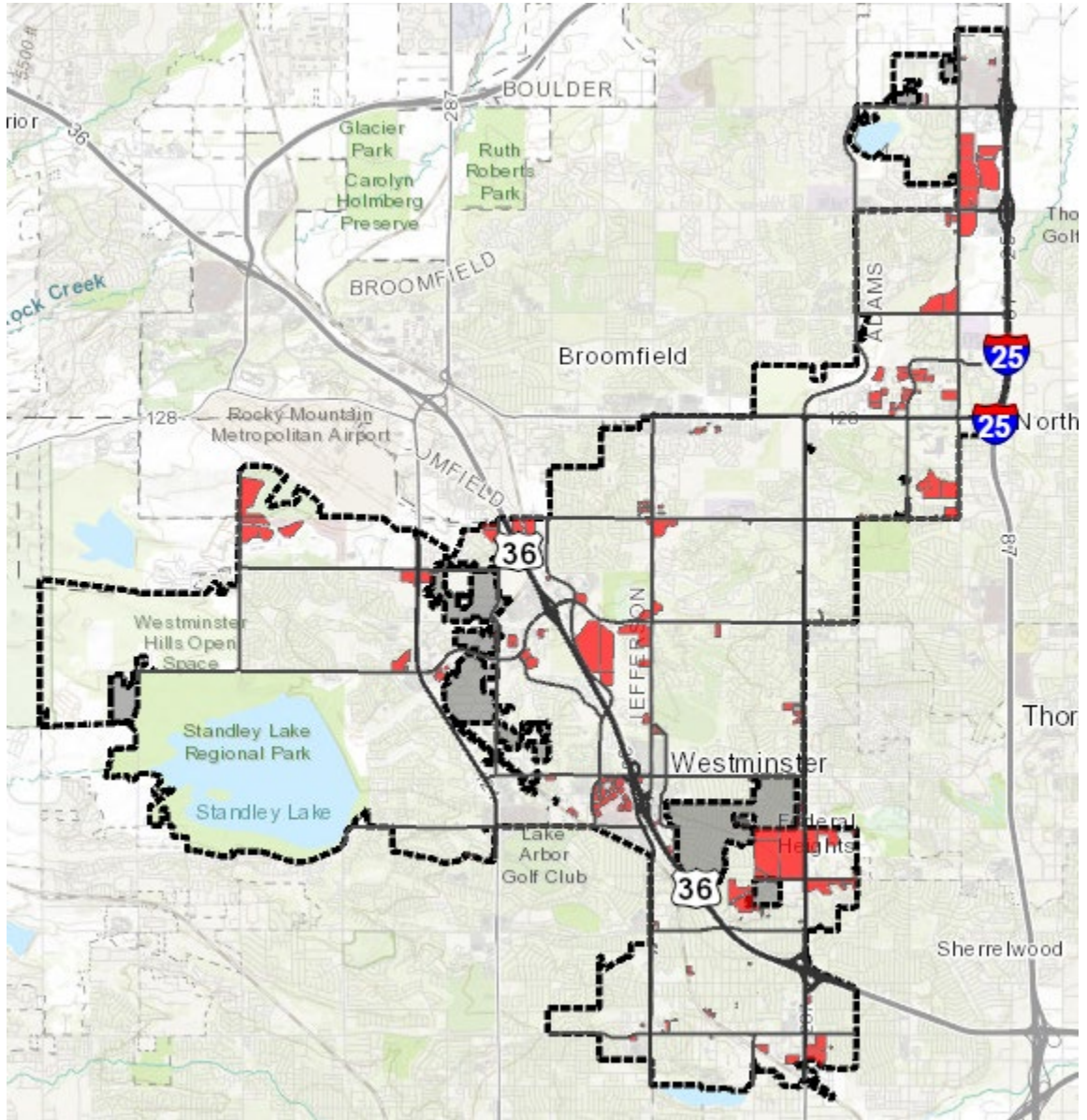
Appendix B

Map: Training Locations



Appendix C

Map: Available City Properties



Appendix D

Survey Questions: Evaluating a Joint Public Safety Facility

During the next few days I will be sending a Joint Public Safety Training Facility survey to each of you. The survey will be conducted through Survey Monkey. Please answer all the questions to the best of your knowledge. The survey will be used to determine current training facilities statuses. I will also be using this survey to complete my Executive Fire Officer Program paper for the National Fire Academy, titled “Evaluating the Possibility of a Joint Public Safety Training Facility in the City of Westminster”. I would appreciate it if you could complete the survey by October 14, 2018. Thank you for your help.

1. Do you have training needs that are not being met by current city facilities?
Yes
No
2. What specific training facilities will your department need to provide employee training in the future?
3. How many current locations does your department use to meet training requirements for your organization?
4. What types of training is not being met by space issues?
5. What types of spaces will meet your training needs?
Inside (Classroom, lab, computer, technology, etc.)
Outside (Driving, props, burn, tactical, K-9, shooting, etc.)
Both
6. How much square footage or acres will be needed to meet your training needs?
7. Can you use other internal department facilities, or out of the city facilities to meet your training needs?
8. Would a large joint use training center in the city help meet your department training needs?
Yes
No

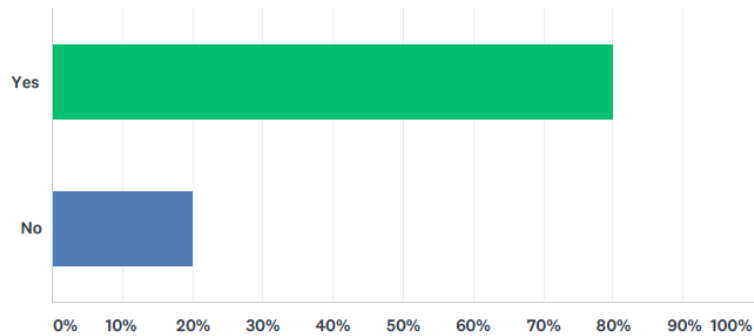
9. Has your department investigated locations to build new training areas or facilities?
10. Are there other service needs that can be met by building a new facility?
11. Would your department support joint funding to build and sustain a new joint training facility?
Yes
No

Appendix E

Results: Evaluating a Joint Public Safety Training Facility

Q1 Do you have training needs that are not being met by current city facilities?

Answered: 5 Skipped: 0



ANSWER CHOICES	RESPONSES	
Yes	80.00%	4
No	20.00%	1
TOTAL		5

Q2 What specific training facilities will your department need to provide employee training in the future?

Answered: 5 Skipped: 0

#	RESPONSES	DATE
1	Live-burn building, drill tower, driver training area, classroom and office facilities, haz-mat/ extrication training area, confined space/ trench training area, vehicle fire simulator, vehicle and equipment storage.	10/12/2018 7:14 AM
2	Firearms, shoot house, arrest control driving, motorcycle training	10/11/2018 10:20 AM
3	Tandem skills driving, CDL training, Confined Space, Fall Protection, Trench Safety, Excavation Training	10/10/2018 3:00 PM
4	Motor training/driving track	10/10/2018 7:16 AM
5	testing before and after repairs of Fire trucks	10/9/2018 12:08 PM

Q3 How many current locations does your department use to meet training requirements for your organization?

Answered: 5 Skipped: 0

#	RESPONSES	DATE
1	13	10/12/2018 7:14 AM
2	5	10/11/2018 10:20 AM
3	8	10/10/2018 3:00 PM
4	Several. Motor training is held off-site, now at the north area stadium. Driving is held at a track 20 minutes east of Byers. Officer survival is held wherever they can find space, but many times at the North Metro Fire training facility.	10/10/2018 7:16 AM
5	none	10/9/2018 12:08 PM

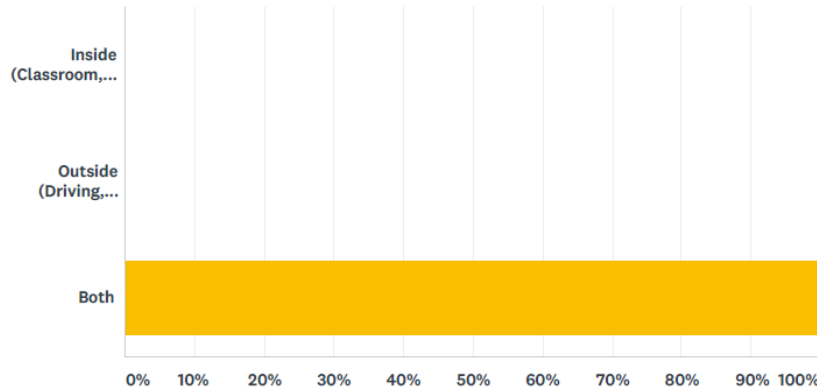
Q4 What types of training is not being met by space issues?

Answered: 5 Skipped: 0

#	RESPONSES	DATE
1	Haz-Mat, live-burn training, classroom space, special operations training.	10/12/2018 7:14 AM
2	I believe training needs are being met. In order to achieve our needs we need to drive out of the city on most occasions. Some of the venues require significant drive times. We also share the training facilities with other agencies, so scheduling is a significant challenge.	10/11/2018 10:20 AM
3	None. Most areas are small, but we have been making due with what we have.	10/10/2018 3:00 PM
4	All of it	10/10/2018 7:16 AM
5	testing of the operation of the pumps and foam systems on fire trucks	10/9/2018 12:08 PM

Q5 What types of spaces will meet your training needs?

Answered: 5 Skipped: 0



ANSWER CHOICES	RESPONSES	
Inside (Classroom, lab, computer, technology, etc.)	0.00%	0
Outside (Driving, props, burn, tactical, K-9, shooting, etc.)	0.00%	0
Both	100.00%	5
TOTAL		5

Q6 How much square footage or acres will be needed to meet your training needs?

Answered: 5 Skipped: 0

#	RESPONSES	DATE
1	5-10 acres.	10/12/2018 7:14 AM
2	I don't think we need something as large as Adams County's Flatrock Training Facility, but something similar is what I would like us work toward. Flatrock is 399 acres. This is a guess, but I think the facility should have 250-300 acres.	10/11/2018 10:20 AM
3	600' x 600'	10/10/2018 3:00 PM
4	600'x600' asphalt pad for motor training, similar to the temporary parking at the new downtown; several acres for a driving track to include a "skid pan," which could double as the motor training site; buildings for officer survival, which could also be used by Fire for their various trainings. The driving track/skid pan could be used by streets/utilities for their driving training, and could be rented out to other area cities for their training needs in all the above categories, as well as school districts for bus driver training and private companies, for example West 38 Moto which conducts civilian motorcycle training.	10/10/2018 7:16 AM
5	approx. 10 acres or more	10/9/2018 12:08 PM

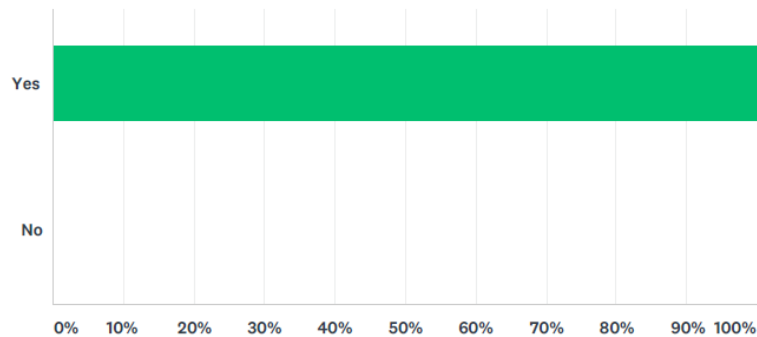
Q7 Can you use other internal department facilities, or out of the city facilities to meet your training needs?

Answered: 5 Skipped: 0

#	RESPONSES	DATE
1	Yes. Currently most of FD training is conducted at non-WFD facilities.	10/12/2018 7:14 AM
2	Yes	10/11/2018 10:20 AM
3	Yes, we make what we have work to the best of our resources.	10/10/2018 3:00 PM
4	Yes, but at great inconvenience and cost.	10/10/2018 7:16 AM
5	sometimes, but not really	10/9/2018 12:08 PM

Q8 Would a large joint use training center in the city help meet your department training needs?

Answered: 5 Skipped: 0



ANSWER CHOICES	RESPONSES	
Yes	100.00%	5
No	0.00%	0
TOTAL		5

Q9 Has your department investigated locations to build new training areas or facilities?

Answered: 5 Skipped: 0

#	RESPONSES	DATE
1	Don't know.	10/12/2018 7:14 AM
2	Yes. Mostly the open space area northwest of Standley Lake.	10/11/2018 10:20 AM
3	No	10/10/2018 3:00 PM
4	Unknown	10/10/2018 7:16 AM
5	not that I am aware of	10/9/2018 12:08 PM

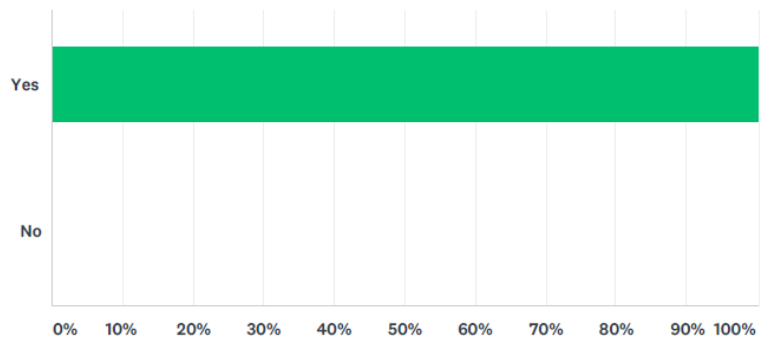
Q10 Are there other service needs that can be met by building a new facility?

Answered: 5 Skipped: 0

#	RESPONSES	DATE
1	Office and FD storage space, technology-based classrooms and sim-lab areas. Back-up emergency operations center.	10/12/2018 7:14 AM
2	No other service needs come to mind at the moment, but our sworn and non-sworn staff are constantly training. We also host joint training with other agencies. The training includes classroom, demonstrations and field work.	10/11/2018 10:20 AM
3	Joint trainings with other departments or municipalities.	10/10/2018 3:00 PM
4	Yes. This facility could be used by all departments city wide.	10/10/2018 7:16 AM
5	yes	10/9/2018 12:08 PM

Q11 Would your department support joint funding to build and sustain a new joint training facility?

Answered: 4 Skipped: 1



ANSWER CHOICES	RESPONSES	
Yes	100.00%	4
No	0.00%	0
TOTAL		4

Appendix F

Survey Questions: Regional Training Facility and Space Needs

As part of my Executive Fire Officer Program for the National Fire Academy, I am working towards the completion of an applied research project titled “Evaluating the Possibility of a Joint Public Safety Training Facility in the City of Westminster”. The intent of this survey is to evaluate regional training space and facility needs around the City of Westminster. I am asking for your assistance in answering six questions that should take a few minutes of your time to complete. The survey will be conducted through Survey Monkey. The survey should appear within the next few days. Please answer all the questions to the best of your knowledge. I would appreciate it if you could complete the survey by October 14, 2018. I thank you for your participation.

1. Is your organization having problems meeting training requirements due to space, training aids or facility needs?
Yes
No
2. Does your current facility have long range growth potential?
Yes
No
No Facility
3. What types of space will meet your training needs?
Inside (Classroom, technology, Sim Lab, etc.)
Outside (Driving pad, props, burn building, tactical, shooting range, K-9, etc.)
Both
4. What training is not being met due to space, training aids or facility issues?
5. Would your organization participate as a funding partner?
Yes
No
Unknown
Maybe

6. Would your organization participate as a funding partner?

Yes

No

Unknown

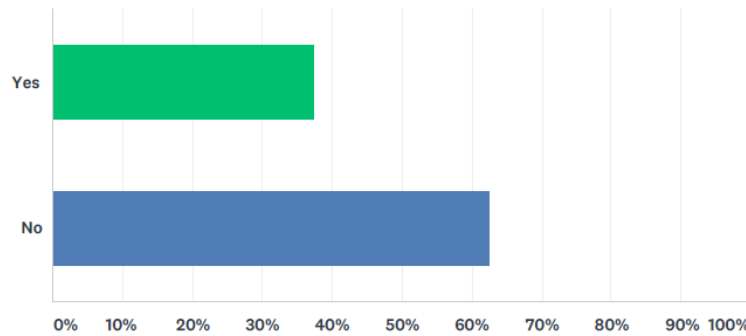
Maybe

Appendix G

Results: Regional Training Facility and Space Needs

Q1 Is your organization having problems meeting training requirements due to space, training aids or facility needs?

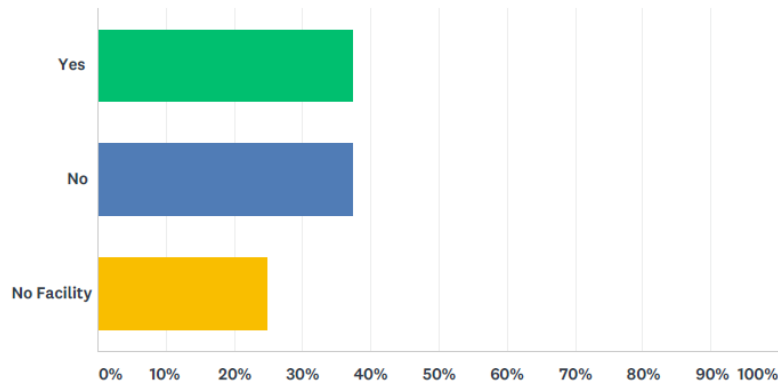
Answered: 8 Skipped: 0



ANSWER CHOICES	RESPONSES	
Yes	37.50%	3
No	62.50%	5
TOTAL		8

Q2 Does your current facility have long range growth potential?

Answered: 8 Skipped: 0



ANSWER CHOICES	RESPONSES	
Yes	37.50%	3
No	37.50%	3
No Facility	25.00%	2
TOTAL		8

Q4 What training is not being met due to space, training aids or facility issues?

Answered: 6 Skipped: 2

#	RESPONSES	DATE
1	Outside and inside needs. Need larger classroom with current tech, need an outside facility for both driving and fire training which includes burn building and general skills. Currently we have to rent a facility, some of which are far away	10/15/2018 1:12 PM
2	Aircraft Rescue and Fire Fighting	10/15/2018 10:32 AM
3	shoot house, driving track	10/8/2018 8:38 AM
4	N/A	10/8/2018 8:33 AM
5	tactical, technology live trainings	10/7/2018 8:04 PM
6	CPAT	10/6/2018 1:08 PM

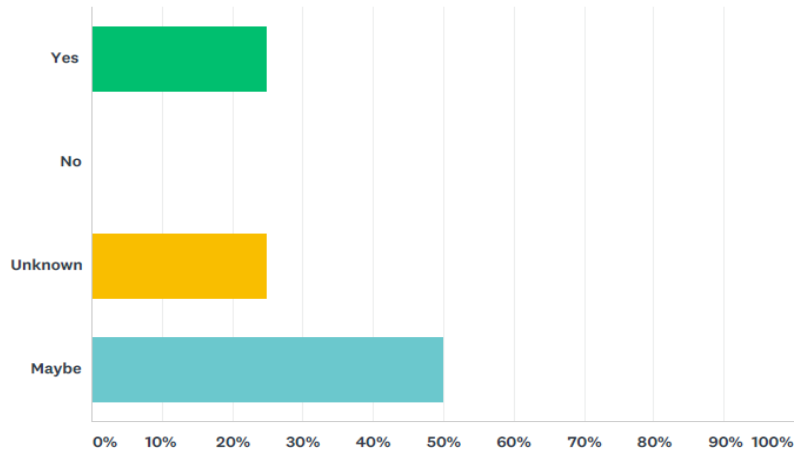
Q4 What training is not being met due to space, training aids or facility issues?

Answered: 6 Skipped: 2

#	RESPONSES	DATE
1	Outside and inside needs. Need larger classroom with current tech, need an outside facility for both driving and fire training which includes burn building and general skills. Currently we have to rent a facility, some of which are far away	10/15/2018 1:12 PM
2	Aircraft Rescue and Fire Fighting	10/15/2018 10:32 AM
3	shoot house, driving track	10/8/2018 8:38 AM
4	N/A	10/8/2018 8:33 AM
5	tactical, technology live trainings	10/7/2018 8:04 PM
6	CPAT	10/6/2018 1:08 PM

Q5 Would your organization participate in regional training center to meet your training needs?

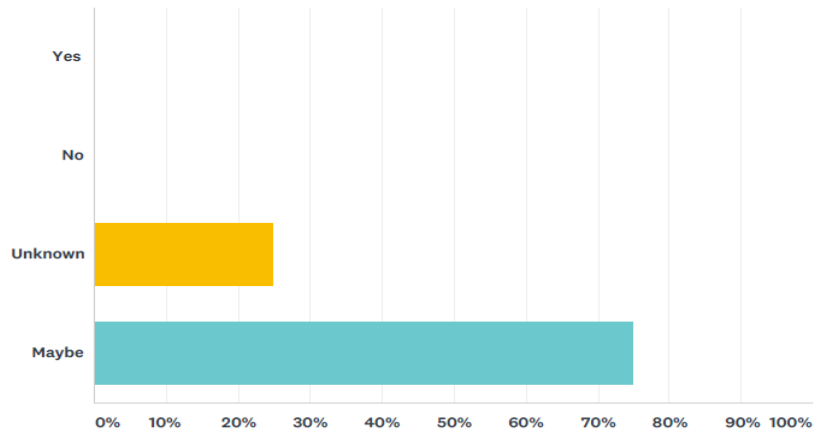
Answered: 8 Skipped: 0



ANSWER CHOICES	RESPONSES	
Yes	25.00%	2
No	0.00%	0
Unknown	25.00%	2
Maybe	50.00%	4
TOTAL		8

Q6 Would your organization participate as a funding partner?

Answered: 8 Skipped: 0



ANSWER CHOICES	RESPONSES	
Yes	0.00%	0
No	0.00%	0
Unknown	25.00%	2
Maybe	75.00%	6
TOTAL		8

Appendix H

Survey Questions: External Organizations with Joint Training Facilities

As part of my Executive Fire Officer Program for the National Fire Academy, I am working towards the completion of an applied research project titled “Evaluating the Possibility of a Joint Public Safety Training Facility in the City of Westminster”. The intent of this survey is to evaluate external joint public safety training facilities. I am asking for your assistance in answering seven questions that should take a few minutes of your time to complete. The survey will be conducted through Survey Monkey. The survey should appear within the next few hours. I would appreciate it if you could complete the survey by October 14, 2018. Thank you for your participation.

1. Which interdepartmental organizations participate in your facility? (Fire, Police, EMS, EM, Public Works, etc.)
2. Which external organizations participate in your joint training center? (College, High School, County, State, Private, etc.)
3. Did working with interdepartmental or external organizations help justify a new training facility?
Yes
No
4. What were your training facility needs before building a joint training facility?
5. What are your major issues with a shared facility?
6. What financial agreements did your internal departments agree upon to build a joint training facility? (Shared cost, funded by one department, buy as you go by individual departments, etc.)
7. What are the current financial agreements between internal departments for operations and sustainability of the facility? (Equal share, percentages from each department, one agency funds facility, etc.)

Appendix I

Results: External Organizations with Joint Training Facilities

Q1 Which interdepartmental organizations participate in your facility?
(Fire, Police, EMS, EM, Pubic Works, etc.)

Answered: 5 Skipped: 0

#	RESPONSES	DATE
1	Fire, Police, EMS, Public Works, and Human Resources	10/9/2018 12:50 PM
2	Fire, Police, EMS, EMA, Public Works, Prison, private industry and other county agencies, non-emergency services	10/9/2018 9:03 AM
3	Our Training facility is owned/operated by the San Marcos Fire Department. We have proprietary use but with the mindset of a Regional use as appropriate and contractual agreements with surrounding agencies. Our Sheriff (SDSO) has an open use agreement. Surrounding Fire departments have the rights to use with Hold Harmless agreements. A total of five FD have standing agreements for use.	10/8/2018 2:53 PM
4	Law Enforcement, Fire	10/8/2018 9:38 AM
5	City of Edina, MN, Police and Fire City of Bloomington, MN, Police and Fire City of Eden Prairie, MN Police and Fire Metropolitan Airports Commission, Police	10/8/2018 8:31 AM

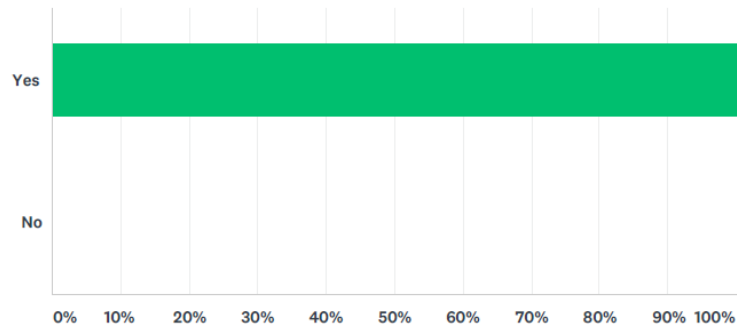
Q2 Which externtl organizations participate in your joint training center?
(College, High School, County, State, Private, etc.)

Answered: 5 Skipped: 0

#	RESPONSES	DATE
1	Local, State, Federal, and Private	10/9/2018 12:50 PM
2	High School Career and technology program, county, regional and state agencies.	10/9/2018 9:03 AM
3	Palomar College - Police and Fire Academies. Regional testing. Capstone (San Diego Gas/Electric) Private Fire Brigade. Cal Fire - State Fire Protection.	10/8/2018 2:53 PM
4	Federal, State, College, Private Sector	10/8/2018 9:38 AM
5	City of Minnetonka Police and Fire Veteran's Affairs Police Dept Department of Homeland Security Metro Transit Police	10/8/2018 8:31 AM

Q3 Did working with interdepartmental or external organizations help justify a new training facility?

Answered: 5 Skipped: 0



ANSWER CHOICES	RESPONSES	
Yes	100.00%	5
No	0.00%	0
TOTAL		5

Q4 What were your training facility needs before building a joint training facility?

Answered: 5 Skipped: 0

#	RESPONSES	DATE
1	Firearms Ranges, Multi-purpose structures, i.e., residential and commercial buildings for fire, LE and other training requirements.	10/9/2018 12:50 PM
2	Joint fire and law enforcement facility.	10/9/2018 9:03 AM
3	At the time of the build, only one department in the North Zone of San Diego had a training tower. The need for our department and collaboration with the Palomar College Fire Academy, recognized a huge need for a regional training center. The training facility met the needs of surrounding agencies due to the lack of a designated training site.	10/8/2018 2:53 PM
4	Law Enforcement Academy, including EVOG Course and Shooting Range. Fire needed a burn tower	10/8/2018 9:38 AM
5	Formation of a Joint Powers Agreement Funding	10/8/2018 8:31 AM

Q5 What are your major issues with a shared facility?

Answered: 5 Skipped: 0

#	RESPONSES	DATE
1	This facility is not shared but leased as space is available. The City of Carlsbad looked at other cities to share ownership but City Council opted to lease the facility and maintain the infrastructure without weaving through MOUs and MOAs.	10/9/2018 12:50 PM
2	Over booking, taxing on limited staff to provide services to all customers.	10/9/2018 9:03 AM
3	Time management and scheduling. There are several agencies that book up the majority of the calendar year. As a result, it can be challenging for our department to schedule or have impromptu training/drills.	10/8/2018 2:53 PM
4	Sharing resources between L.E. and Fire. Proper scheduling is crucial.	10/8/2018 9:38 AM
5	Departments want what they want when they want it. Owner personnel sometimes have issues with sharing the space. Making certain everyone follows policy with respect to building security, and groups cleaning up after themselves.	10/8/2018 8:31 AM

Q6 What financial agreements did your internal departments agree upon to build a joint training facility? (Shared cost, funded by one department, buy as you go by individual departments, etc.)

Answered: 5 Skipped: 0

#	RESPONSES	DATE
1	We utilize lease agreements with all outside agencies.	10/9/2018 12:50 PM
2	County funded the project itself.	10/9/2018 9:03 AM
3	Funded by our agency with contract agreements with surrounding agencies to supplement running costs.	10/8/2018 2:53 PM
4	The County took the lead and the development of the center was on the ballot.	10/8/2018 9:38 AM
5	Shared cost by owners, rental rates for outside agencies, oversight by one of the Cities with respect to HR, I.T., Finance and Public Works services.	10/8/2018 8:31 AM

Q7 What are the current financial agreements between internal departments for operations and sustainability of the facility? (Equal share, percentages from each department, one agency funds facility, etc.)

Answered: 5 Skipped: 0

#	RESPONSES	DATE
1	None, City of Carlsbad manages the facility and uses lease revenue to offset cost and not to subsidize other agencies use of the facility.	10/9/2018 12:50 PM
2	Our facility has it's own budget, we only bill non-county users.	10/9/2018 9:03 AM
3	Same as above.	10/8/2018 2:53 PM
4	Once a budget is approved, each partnering agency pays a percentage determined by usage. Any revenue generated from outside agencies/companies can be used to help upgrade the training center.	10/8/2018 9:38 AM
5	Owners pay based on the size of their agencies. Owner contributions account for 50% of total budget.	10/8/2018 8:31 AM

Appendix J

Interview Questions

Derik Minard - Deputy Chief of Operations

October 8, 2018

1. Does the fire department have a plan to obtain a future training facility?
2. Is the regionalization helping or hindering Westminster ability to build a fire training center?
3. What time line do you envision for a fire training facility?
4. Has the fire department been looking at any land for a new training facility?
5. Could an interdepartmental joint public safety training center work for the fire department?
6. What departments would the fire department see participating in the facility?
7. What financial implications would this create?
8. How would a joint training center help with space issues?
9. What area, in acreage would the joint public training center need for current and future growth?
10. Could regional or public private partnerships help obtain funding for a training center sooner?
11. Would the fire department support a Joint Public Safety Training Workgroup to push forward on this subject?

Appendix K

Interview Questions

Chris Lindsey – Policy & Budget Manager

October 8, 2018

1. The WFD uses 12 locations to train members of the organization, do you see a facility in the future that would allow us to consolidate locations and decrease organizational stress in the future?
2. Recently PW & PD have had to change locations of their driver training programs. The fire training tower has increased activity dramatically from a monthly average of five activity days to 17 activity days per month. (FD, PW, PD future, Westminster Public Schools, ACFD & FHFD). Is there land available inside or outside the COW that could support a JPSTC?
3. PR&L is pushing to beautify the Little Dry Creek Trail area, some of their plans include increase parks usage of the training facility. Do you see the facility being pushed out of its location anytime soon?
4. Has the COW been looking at any future space for a new training facility?
5. Does the CMO's Office think we should be looking at a JPSTC or participating in other facilities?
6. Would a Joint Public Safety Training Center help or hurt infrastructure at this time?
7. Could regional or public private partnerships help obtain funding for a training center sooner?
8. Would the COW support a Joint Public Safety Training Workgroup to push forward on this subject?

Appendix L

Interview Questions

John Hall – Director of Economic Development

October 8, 2018

1. How many vacant properties does the COW own within our annexed boundaries?
2. How many vacant properties does the COW own outside our annexed boundaries with Adams or Jefferson Counties?
3. Does the COW own any land in the city that could support a 10 to 15 acre Joint Public Safety Facility?
4. Does the COW own any land outside the city that could support a 10 to 15 acre Joint Public Safety Facility?
5. Is the city looking at any southerly annexations that could support this function?
6. In the past has the city purchased land outside the city to support governmental functions?

Appendix M

Interview Questions

Viki Manley – Director of General Services

October 8, 2018

1. Would General Services support a Joint Public Safety Training Center?
2. Has GS identified any future land for new city facilities?
3. Would Facilities Maintenance be able to provide services to the facility?
4. Would a JPSTC help with space issues and expansion within the Fleet Maintenance Division?
5. Would General Services rather support see fire and police join a neighboring facility as opposed to constructing a city facility?
6. What do you see as financial implications of a joint training center?
7. Would General Services be willing to be part of a Joint Public Safety Training Facility Workgroup?

Appendix N

Interview Questions

Ryan Pool – Federal Heights Fire Department Training Captain

August 9, 2018

1. Where does your fire department train your employees?
2. Does this work for your organization?
3. Does the fire department have a plan to obtain a future training facility?
4. Could buying into interdepartmental joint public safety training center work for your fire department?
5. What financial implications would this create?