

AGENDA
LOVELAND CITY COUNCIL & FORT COLLINS CITY COUNCIL
JOINT STUDY SESSION
THURSDAY, FEBRUARY 12, 2015
AIRPORT MODULAR BUILDING
4900 EARHART ROAD
LOVELAND, COLORADO

6:30 P.M. JOINT STUDY SESSION – AIRPORT MODULAR BUILDING

JOINT STUDY SESSION AGENDA

- 1. PUBLIC WORKS (presenter: Ken Cooper)**
REGIONAL TRAINING CENTER FOR FORT COLLINS & LOVELAND POLICE
This is an informational presentation on the Regional Training Campus project. The project includes a phased capital investment shared equally between the cities of Fort Collins and Loveland, providing top level training facilities for the two agencies for decades to come.

ADJOURN



CITY OF LOVELAND
PUBLIC WORKS DEPARTMENT

Administration Offices • 410 East Fifth Street • Loveland, Colorado 80537
(970) 962-2555 • FAX (970) 962-2908 • TDD (970) 962-2620

AGENDA ITEM: 1
MEETING DATE: 2/12/2015
TO: Loveland City Council & Fort Collins City Council
FROM: Luke Hecker, Loveland Chief of Police
 John Hutto, Fort Collins Chief of Police
PRESENTER: Ken Cooper, Loveland Facilities Operations Manager

TITLE:

Regional Training Campus to Meet Long-Term needs for Fort Collins & Loveland Police

SUMMARY:

This is an informational presentation on the Regional Training Campus project. The project includes a phased capital investment shared equally between the cities of Fort Collins and Loveland, providing top level training facilities for the two agencies for decades to come.

BACKGROUND:

In early 2013, Loveland City Council directed Loveland Police and Facilities Management to develop a long-term solution to meet the long-term firearms and vehicle training needs for Loveland Police. Loveland included \$18.2M in its capital plan to cover project costs. Loveland was to own and operate the campus. Following an RFP and selection process, Belford Watkins Group of Fort Collins was chosen in April 2013, to lead design and engineering.

By mid-summer of 2013, Fort Collins joined Loveland and formed a shared project partnership for all capital investment. The project model was to create a campus in northern Colorado to meet the long-term training needs for both police departments. Programming and data collection through the end of 2013 focused on training needs for the two partner cities. Basic design criteria emerged and a campus of about 43 acres was anticipated. The project team recommended a site along the western edge of the Fort Collins-Loveland Airport ("Airport"), with a separate campus entrance from Boyd Lake Road. The site requires a long-term lease between the cities, and work continues with the Airport Steering Committee and the FAA to provide the land necessary to construct the campus.

With two agencies involved, the total project cost increased to about \$24M, but the partnership reduced Loveland's capital costs by over \$6M. The full project plan includes a large outdoor driving track, indoor pistol and rifle ranges, a street grid for city training scenarios, indoor SWAT/simunitions training, classrooms, and support spaces. Opportunities to reduce capital costs continue to be explored, while keeping intact the basic needs of the project. The team anticipates having a reduced capital alternative for Council consideration on February 12, 2015.

The site allows growth space for another pistol range, longer and more diverse driving track capabilities, and another street grid. It's likely the campus would also eventually support a police academy for both owner agencies. The project plan works around the expected growth needs for the Airport and for the adjacent PRPA electrical substation.

Sizing of the campus and facilities matches the best practices for Police training, but does result in excess training capacity at today's Fort Collins and Loveland Police staffing levels. Other law enforcement agencies in Northern Colorado have been contacted about using the campus on a fee basis, and eleven agencies representing 1,100 officers provided letters of intent in 2014. This potential outside use could provide revenue, though future staff growth of Fort Collins and Loveland Police may eventually occupy all campus capacity. Outside use and revenue will decrease over time.

The project plan has been shared multiple times with many different stakeholders, and continues to be supported for its ability to best meet future training needs for Fort Collins and Loveland in a regionalized effort.

While moving forward with project planning, other possible training solutions have continued to surface. The project team will discuss these and compare them with the Regional Training Campus ("RTC") plan. Previous questions by both City Councils about the RTC plan will also be addressed in the discussion. If the two City Councils support moving forward with the RTC plan, full-blown design will commence and project construction is expected to be bid late in 2015. Construction would be phased. The driving track and campus infrastructure would be built in 2016, followed by the gun range and classroom facility in 2017.

The two cities plan to jointly own and operate the campus. A steering committee would be formed to ensure best communication between the cities. Day-to-day operations support would be provided by Loveland, in a support plan similar to the Airport model.

While representing a significant financial investment at this time, the development of the RTC may never be more financially or practically possible than it is today, due in great part to the partnership between the cities of Loveland and Fort Collins on this effort.

The RTC provides the opportunity to create a centrally located facility on land already owned that can be developed for this purpose at this time—an opportunity that could be lost in the future given the changing world of airport regulation. The realization of the RTC would also eliminate the current patchwork of training requiring significant lost time for travel, as well as inefficient scheduling caused by agencies having to book whatever facility time is available. Also of great significance is the ability to develop a full slate of cohesive, standardized training supporting alignment across law enforcement personnel in a more cost effective and comprehensive manner.

While many ideas have arisen regarding the potential for public-private partnerships to develop the RTC and/or provide various aspects of the full-range training program necessary for our law enforcement agencies, none provides the "one-stop-shop" that would increase efficiency and effectiveness; dependability; consistency and pricing that is possible with the RTC.

Not only would the RTC be able to meet the projected police agency growth for the cities of Loveland and Fort Collins, the founding partner cities could be uniquely positioned to fulfill the likely-to-expand training demands of other growing Northern Colorado law enforcement agencies.

The project team recommends the two City Councils direct staff to proceed with completing design of the RTC in 2015 with the intent to construct the campus in 2016-2017.

REVIEWED BY CITY MANAGER:



LIST OF ATTACHMENTS:

1. PowerPoint Presentation
2. RTC Memo to Joint City Councils
3. RTC Business Plan
4. Memo on Simulation Training
5. Memo on Moving Larimer County Courthouse to Downtown Loveland
6. Summary of Letters of Intent received from possible RTC user agencies
7. Letter to Loveland City Council from Loveland Police Citizen's Advisory Board
8. Letter to Loveland City Council from Loveland Fraternal Order of Police

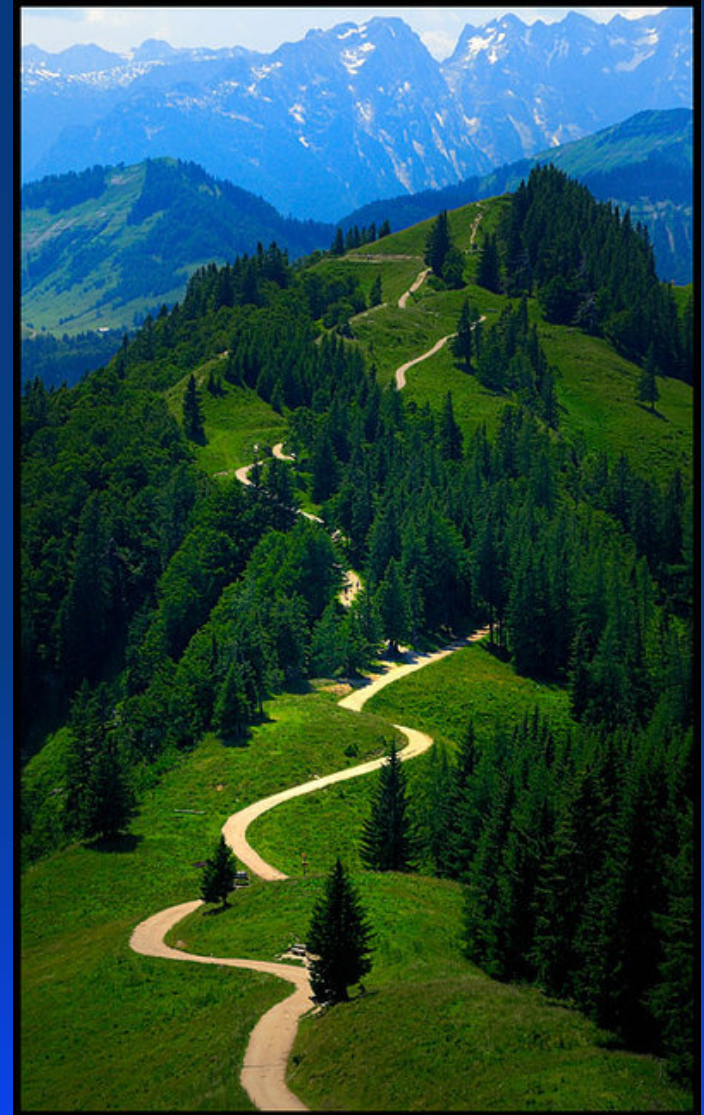


Regional Training Campus Joint Study Session Fort Collins & Loveland City Councils

**February 12, 2015
Fort Collins – Loveland Airport**

Purpose of Presentation

- Express the need
- Compare alternatives
- Answer previous questions
- Establish clear path forward



Risk, Consequence, Liability

Shooting, High Speed Driving

High Risk
Low Frequency

Low Risk
Low Frequency

Intermittent, Admin Tasks

Traffic Stops, Daily Vehicle Operations

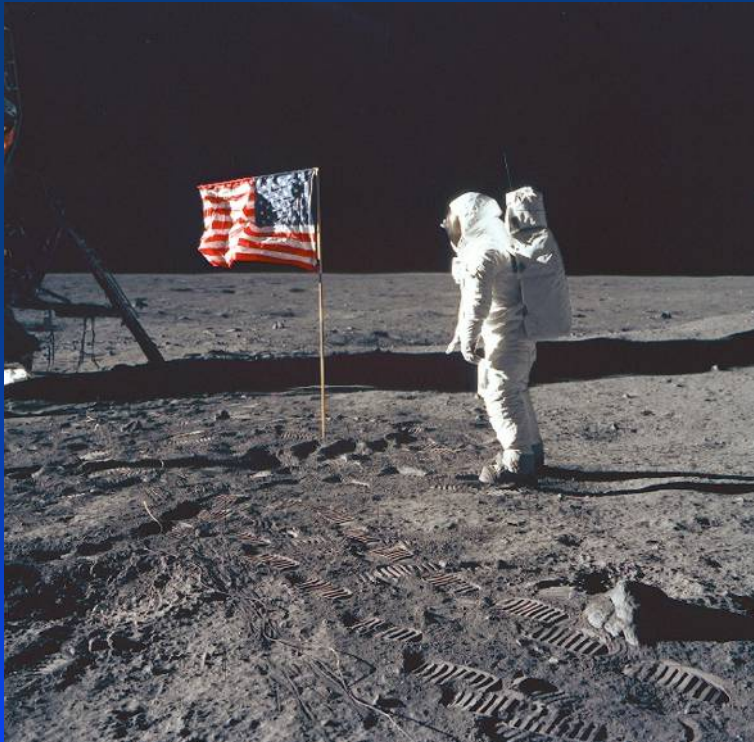
High Risk
High Frequency

Low Risk
High Frequency

Non-EM Police Calls, Report Writing

Project History & Needs

- Loveland Firearms Training
 - Late '60's – bulldozer + open ground = gun range
 - No capital investment since
 - Noise concerns grow with increased use, spike after reservoir
 - Treatment Plant expansion, site increasingly incompatible



"All the News That's Fit to Print"

The New York Times

Weather: Rain, warm today; clear tonight. Sunny, pleasant tomorrow. Temp. range: today 60-65; Sunday 71-84. Temp.-Hum. Index yesterday 69. Complete U.S. report on P. 25.

VOL. CXVIII, No. 40,721 NEW YORK, MONDAY, JULY 21, 1969 10 CENTS

MEN WALK ON MOON

ASTRONAUTS LAND ON PLAIN; COLLECT ROCKS, PLANT FLAG

Voice From Moon: 'Eagle Has Landed'

EAGLE (the lunar module): Houston, Tranquility Base here. The Eagle has landed.

HOUSTON: Roger, Tranquility, we copy you on the ground. You've got a bunch of guys about to turn blue. We're breathing again. Thanks a lot.

TRANQUILITY BASE: Thank you.

HOUSTON: You're looking good here.

TRANQUILITY BASE: A very smooth touchdown.

HOUSTON: Eagle, you are stay for TI. [The first step in the lunar operation.] Over.

TRANQUILITY BASE: Roger, Stay for TI.

HOUSTON: Roger and we see you venting the air. TRANQUILITY BASE: Roger.

COLUMBIA (the command and service module): How do you read me?

HOUSTON: Columbia, he has landed Tranquility Base. Eagle is at Tranquility. I read you five by five. Over.

COLUMBIA: Yes, I heard the whole thing.

HOUSTON: Well, it's a good show.

COLUMBIA: Fantastic.

TRANQUILITY BASE: TI second that.

ARNOLD CONTROL: The next major stay-on stay will be for the TI event. That is at 21 minutes 29 seconds after the start of the event.

A Powdery Surface Is Closely Explored

By JOHN NOBLE WILFORD

HOUSTON, Monday, July 21—Men have landed and walked on the moon.

Two Americans, astronauts of Apollo 11, steered their fragile four-legged lunar module safely and smoothly to the historic landing yesterday at 4:17:40 P.M., Eastern daylight time.

Neil A. Armstrong, the 38-year-old civilian commander, radioed to earth and the mission control room here: "Houston, Tranquility Base here. The Eagle has landed."

The first men to reach the moon—Mr. Armstrong and his co-pilot, Col. Edwin E. Aldrin Jr. of the Air Force—brought their ship to rest on a level, rock-strewn plain near the southwestern shore of the Arid Sea of Tranquility.

About six and a half hours later, Mr. Armstrong opened the landing craft's hatch, stepped slowly down the ladder and declared as he planted the first human footprint on the lunar crust:

"That's one small step for man, one giant leap for mankind."

His first step on the moon came at 10:56:20 P.M., as a television camera outside the craft transmitted his every move to an awed and excited audience of hundreds of millions of people on earth.

Tentative Steps Test Soil

Available shot of the landing craft after taking the first step on the surface of the moon

Loveland Firearms Training - WTP



Loveland Firearms Training - WTP



Project History & Needs

- **Fort Collins Firearms Training**
 - Current indoor range built 1984, purchased 1990
 - Half as many staff in 1990 – too small now
 - Unsafe, needs considerable & costly repair
 - Cannot train all systems
 - Rifle training 80 mile roundtrip – subject to owner demands



Fort Collins Firearms Training Range



Fort Collins Firearms Training Range



Fort Collins Rifle – Pawnee Grasslands



Project History & Needs

- **Loveland Firearms Training**
 - 2007 – Capital project to improve existing range
 - Canopy structure to mitigate noise
 - \$3M project to Loveland Council in early 2008
 - Neighbors of range are clear – “Move it, don’t improve it”



Project History & Needs

- **Loveland Firearms Training**
 - 2008 - Developers reach out
 - Preliminary drawings, regional thoughts include CBI Lab
 - By 2010, no investment community interest
 - FRGC provides short-term, pistol training supplement



Project History & Needs

- **Fort Collins Driving Training**
 - No resource in Northern Colorado
 - Closest is Adams County – 120 mile roundtrip
 - Restricted scheduling across many agencies
 - Unable to EVOC train in 2014, slow speed at TransFort



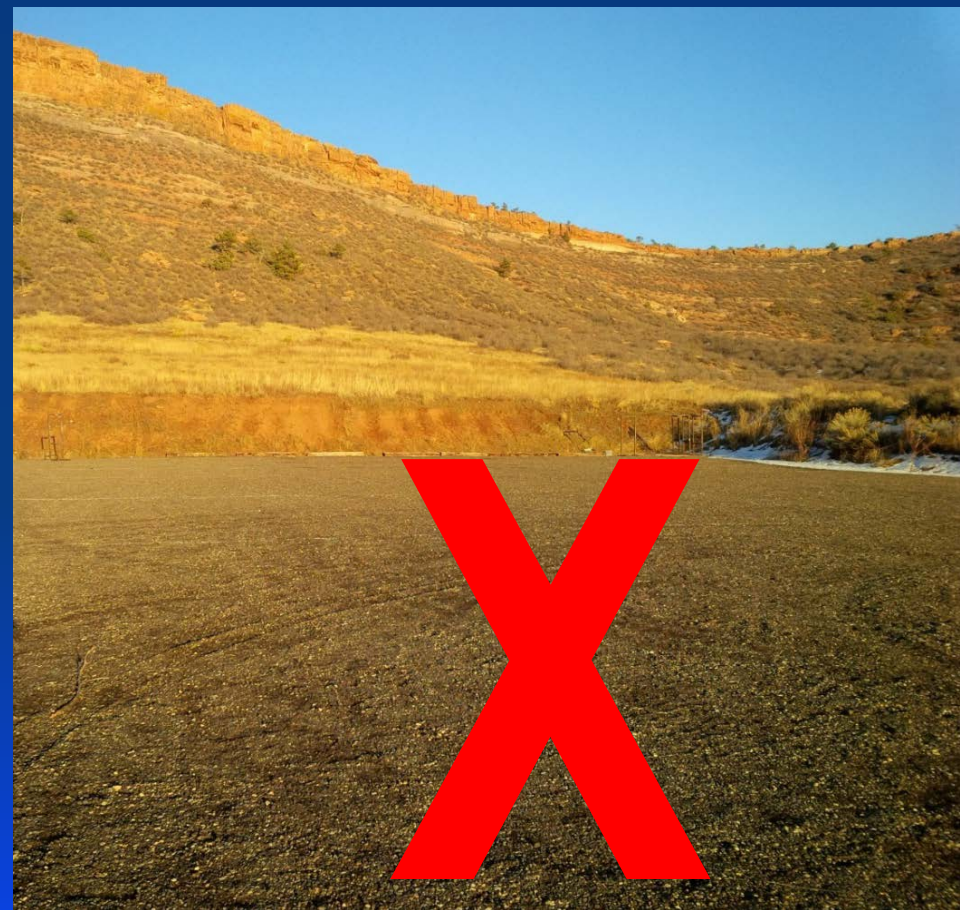
Project History & Needs

- Loveland Driving Training
 - Cones in parking lot – Fire Training Grounds
 - Minimal systems, site is unsustainable



Project History & Needs

- Fort Collins & Loveland continue to grow up – but ability to best train Police does not



Loveland City Council Directive

- **January 2013 - Council makes Police training facility top priority at Workshop**
 - \$18.2M in Loveland capital plan - fill Loveland needs
 - Gun range as part of campus, include driving & other training
 - Other agency use, but Loveland to own & operate



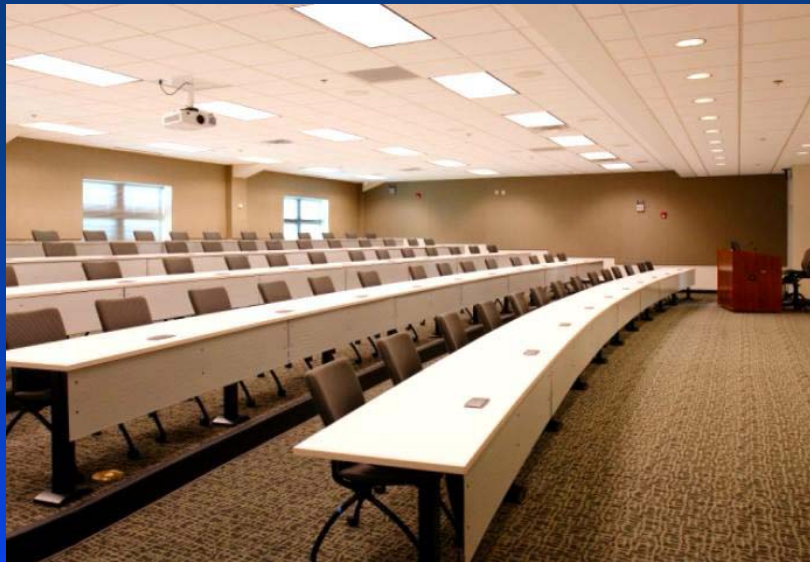
Fort Collins & Loveland Team Up

- **Summer 2013**
 - Early design, site selection process
 - Loveland asks Fort Collins in – FC commits resources as equal partner in July
 - Larger project, longer-term solution for Cities
- **Project grows from \$18.2M to \$24M, but Loveland's capital reduced by over \$6M**



Loveland & Fort Collins – Priority

- **One-stop shop – firearms & vehicles**
 - Pistol & rifle, tactical throughout
 - SWAT / Simunitions shoot house
 - EVOC driving, street grid, dynamic movement to shoot house
 - Classrooms, support – future Academy
 - Phased approach, grow on 43-acre Airport campus site
- **Constructed, owned, & managed by Loveland & Fort Collins**



Excess Campus Capacity?

- **Yes - here's why**
 - Size driven by best methods to train, optimal class sizes
 - Cities' needs today fill less than half total campus capacity
 - 8 percent of training in RTC is “best practice” – not performed today due to lack of facilities
- **If no other agencies ever use it, campus size doesn't change**



Best Excess Capacity Use?

- Encourage other agency use
 - Ideal regional site
 - Shared benefit when other Police improve training
 - Letters of intent – eleven agencies, 1,100 officers
 - Rental fee revenue – help cover O & M
 - Staff growth in Cities to eventually squeeze users, will take decades



Other Capacity Issues?

- Sufficient training capacity – exception is classrooms
- However...
 - Training segments are M-F, 8am-10pm
 - Capacity significantly higher
 - Some classroom training at HQ (small dent in classes sold)
 - Some training at HQ's transition to RTC, small added soft costs for travel



Revenue Projection

- **Project due diligence**
 - Demand exists – Adams Co turning agencies away
 - Letters of intent
 - 75% rental income from Track – no similar resource in NoCo
 - Projections assume rental of 25% of unused capacity
 - Market / Demand pricing – \$150 added per segment = \$150K annually



Expenses

- O & M – \$710K in year two
- Variable costs: campus manager & admin support
- Capital renewal costs included in O & M
- Land lease costs already within both Cities' budgets
 - \$350K annually with escalation
 - Shared by two Cities – keeping with current in post-Allegiant
 - 19 cents per sq ft meets FAA mandate for developable land



Capital Required

| Anticipated Capital Spend Timing (\$ millions) | | | | |
|--|---------------|---------------|----------------|----------------|
| | 2015 | 2016 | 2017 | Total |
| Loveland | \$ 1.0 | \$ 4.0 | \$ 7.0 | \$ 12.0 |
| Fort Collins | 1.0 | 4.1 | 7.0 | 12.1 |
| Total | \$ 2.0 | \$ 8.1 | \$ 14.0 | \$ 24.1 |

- **Source of Cash:**
 - Loveland - \$6M CEF, \$1.7M GF, \$4.3M Tabor Reserve
 - Fort Collins - \$1M GF, \$11.1M COP Debt

Training Campus Summary Financials

| Training Facility Operating Costs (\$ 000's) | | | | | | |
|--|---------------|-----------------|-----------------|-----------------|-----------------|--|
| | Year 1 | Year 2 | Year 3 | Year 4 | Year 5 | |
| Revenue | | | | | | |
| Class Charge to Outside User | \$ 73 | \$ 110 | \$ 114 | \$ 117 | \$ 121 | |
| Facility Rental | 83 | 287 | 295 | 304 | 313 | |
| Total Revenue | \$ 156 | \$ 397 | \$ 409 | \$ 421 | \$ 434 | |
| Expenses | | | | | | |
| Personnel | 25 | 302 | 312 | 322 | 332 | |
| Operations, Supplies, Maint | 52 | 303 | 303 | 318 | 319 | |
| Capital Reserve | 33 | 105 | 106 | 107 | 108 | |
| Total Expense | \$ 110 | \$ 710 | \$ 721 | \$ 748 | \$ 760 | |
| Training Facility Income/(Loss) | \$ 47 | \$ (314) | \$ (312) | \$ (327) | \$ (326) | |
| Market/Demand Revenue Opportunity | | 148 | 153 | 157 | 162 | |
| Facility Income/(Loss) with Opportunity | \$ 47 | \$ (166) | \$ (159) | \$ (170) | \$ (164) | |
| Budget Savings Loveland | 59 | 61 | 63 | 64 | 66 | |
| Budget Savings Fort Collins | 77 | 79 | 82 | 84 | 87 | |
| Net Facility Income/(Loss) | \$ 183 | \$ (25) | \$ (15) | \$ (21) | \$ (11) | |

- Year 1 is Track only, Range & Class rooms online Year 2
- Market/Demand Opportunity assumes additional \$150 rental income
- Budget Savings within each dept assumed to be transferred to facility

Budget Impact

| Training Facility Budget Impact (\$ 000's) | | | | | | |
|--|--------------|----------------|----------------|----------------|----------------|--|
| | Year 1 | Year 2 | Year 3 | Year 4 | Year 5 | |
| Loveland Travel & Fee Savings | \$ 59 | \$ 61 | \$ 63 | \$ 64 | \$ 66 | |
| Fort Collins Travel & Fee Savings | 77 | 79 | 82 | 84 | 87 | |
| Loveland Financing Cost | \$ - | | | | | |
| Fort Collins Financing Cost - @ 4% 20 yrs | (809) | (809) | (809) | (809) | (809) | |
| Income/(Loss) w/o Opportunity - shared 33%/67% | \$ 47 | \$ (314) | \$ (312) | \$ (327) | \$ (326) | |
| Income/(Loss) with Opportunity - shared 33%/67% | 47 | (166) | (159) | (170) | (164) | |
| Budget Impact - Loveland w/o Opportunity | \$ 74 | \$ (43) | \$ (41) | \$ (43) | \$ (41) | |
| Budget Impact - Fort Collins w/o Opportunity | (701) | (940) | (937) | (944) | (941) | |
| Budget Impact - Loveland with Opportunity | \$ 74 | \$ 6 | \$ 10 | \$ 9 | \$ 12 | |
| Budget Impact - Fort Collins with Opportunity | (701) | (841) | (835) | (839) | (833) | |

- **Budget savings do not include productivity from reduced driving - \$125K**
- **Opportunity - additional \$150 per segment of rental**
- **Fort Collins budget impact driven by financing cost on \$11M**

Alternatives

| Alternative Comparison (\$ millions) | | | | |
|---------------------------------------|-----------------|------------------------------|-----------------------|--|
| | Initial Capital | 20 Year Additional Operating | NPV of Total Cashflow | |
| Regional Training w/o Rev Opportunity | \$ 24.1 | \$ 3.8 | \$ 26.3 | |
| Liberty Arms & Build Track | 8.5 | 37.9 | 25.5 | |
| Adams County for All | - | 28.3 | 16.8 | |

- Terminal Value of RTC at year 20 not included in NPV, but significant
- Combined analysis for both Loveland & Fort Collins
- Adams County alternatives:
 - Not practical given inability to schedule time in late 2014 & all of 2015
 - Does not include lost productivity associated with travel time

Alternative – Adams County

- 120 mile roundtrip – obvious inefficiencies
- No control over scheduling, limited capacity
- Theoretical only – cannot effectively schedule



Alternative – Liberty Arms

- Proposal to two Cities – Nov 2014, updated Jan 2015
- \$1.1M annually – five year window, then undefined
- Not competitive with RTC's O & M, which includes driving, etc.
- No long-term control, solution for Cities unsustainable



Why Now?

- Requirements only increase & waiting is expensive
- Ideal site, stakeholders supportive
- Partnership saves each City millions
- DOLA cycles – up to \$4M
- User agencies in position
- Infrastructure to Airport, development



Governance

- **Jointly owned & operated**
- **Steering Committee for communication**
- **Day to day operations support from Loveland**
- **Possible building authority – LLBA model**



Questions to Address

- 50-50 capital partnership between Cities
- Weld County as potential capital partner
- Simulation to replace live training for firearms & driving



Desired Project Schedule

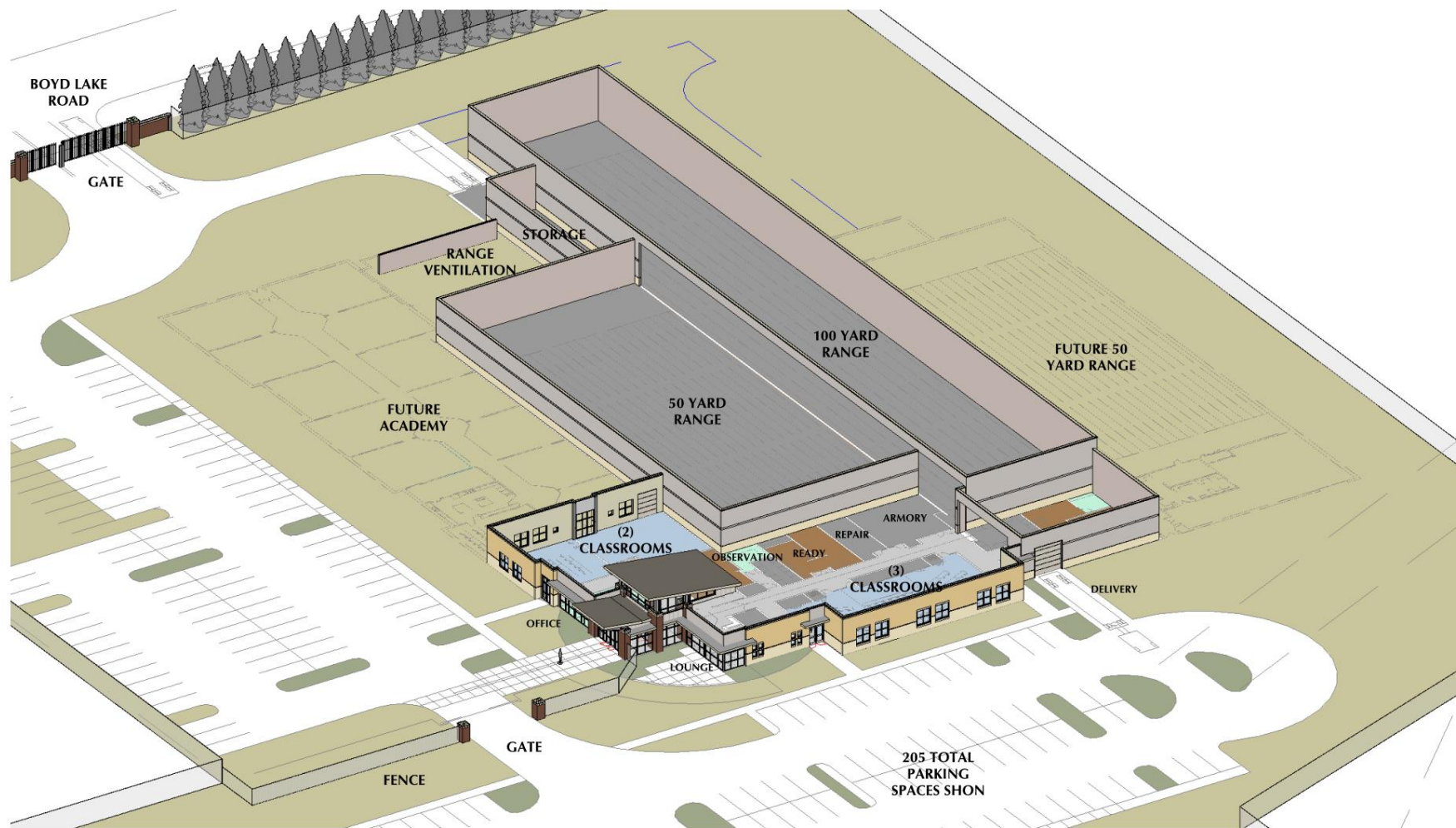
| DESCRIPTION | YEAR | EXPECTED DURATION |
|---|------|--|
| Project programming – info gathering | 2014 | 1 st & 2 nd Quarters |
| Early design – schematic design | 2014 | 3 rd & 4 th Quarters |
| Budgets finalized – Council approvals | 2015 | 1 st Quarter |
| Design development & construction drawings | 2015 | 1 st , 2 nd , 3 rd , & 4 th Quarters |
| Construction bid process | 2015 | 4 th Quarter |
| Project construction – campus infrastructure, driving areas | 2016 | 1 st , 2 nd , 3 rd , & 4 th Quarters |
| Project construction – indoor ranges | 2017 | 1 st , 2 nd , 3 rd , & 4 th Quarters |

Recommendation

- Move forward now with Regional Training Campus



Aerial looking NW at Range Building

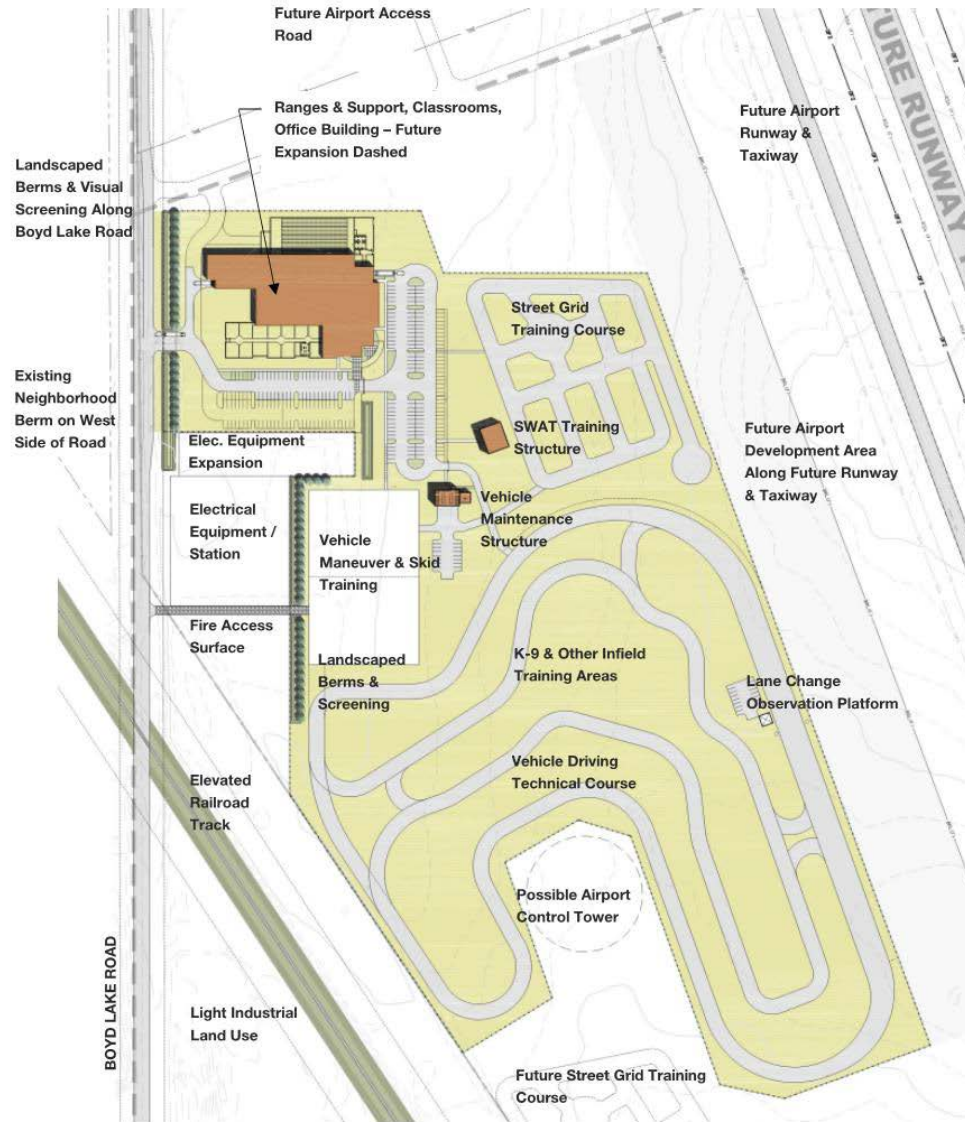


Aerial looking NW at Campus



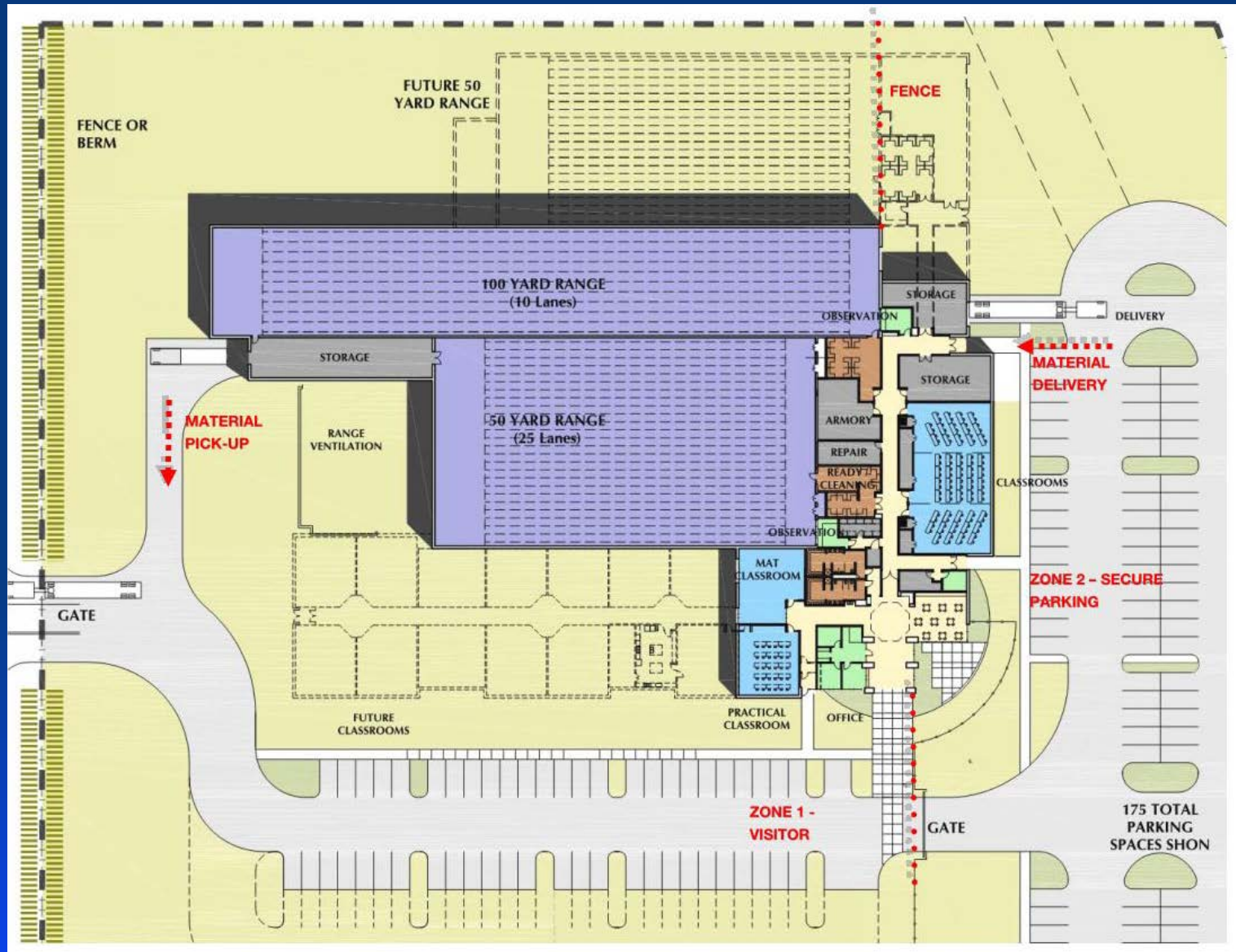
LOOKING NORTHWEST

Proposed Site Plan



PROPOSED SITE USE DIAGRAM

Proposed Plan Diagram





CITIES OF LOVELAND AND FORT COLLINS
JOINT STAFF MEMORANDUM



TO: Bill Cahill, City Manager, Loveland
Darin Atteberry, City Manager, Fort Collins

FROM: Luke Hecker, Chief of Police, City of Loveland
John Hutto, Chief of Police, City of Fort Collins

DATE: February 3, 2015

RE: February 12, 2015 Joint City Council Meeting
Cities of Loveland and Fort Collins
(Police) Regional Training Center

For ease of review, this memorandum is intended to provide a comprehensive summary of the efforts undertaken to date, as well as topics of interest related to the development and delivery of a police training center. Goals for the February 12, 2015 Joint City Council Meeting are:

1. To provide a high level update to all decision makers on background information and current status of the project; and,
2. For City Councils to direct staff to proceed with completing campus design in 2015 with the goal of completing a two-phased construction in 2016 and 2017.

This memorandum includes the following areas:

1. Background (including rationale, justification and baseline assumptions)
2. Current Status
3. Governance
4. Staffing
5. Capital Costs and Project Phasing
6. Operating Costs
7. Alternatives
8. Cost Comparison Between RTC and Applicable Alternatives
9. Conclusion
10. Recommendation

Background:

Over the course of 2013, the Loveland City Council considered and provided direction on two significant, and inter-related aspects of the Loveland Police Department and future policing: a Loveland Police Department "Staffing & Resources Study" (adopted by Resolution in August 2013) and a training campus.



CITIES OF LOVELAND AND FORT COLLINS
JOINT STAFF MEMORANDUM



The training campus was originally envisioned to serve only City of Loveland police personnel. The Belford Watkins Group was selected through a Request for Proposal in 2013 and process, design and engineering for the multi-faceted facility was undertaken. The preliminary design yielded a 43-acre Regional Training Center (RTC) campus within the boundaries of the Fort Collins-Loveland Airport with an estimated initial capital cost of \$18.2 million.

In mid-summer of 2013, Loveland formed a project partnership with Fort Collins after both agencies determined that each could benefit financially and practically through a collaborative effort that delivers a local, centralized, improved training facility, as well as a more consistent and higher quality training content and product.

As a result, the Business Plan providing the basis for the RTC is focused on a campus primarily dedicated initially to serving only the Cities of Loveland and Fort Collins. During development of the Business Plan, the idea to “sell” open facility time was explored and incorporated to help defray some of the operating and facility renewal costs. This aspect, though, was never intended to be a primary driver for developing the RTC or to serve as a primary funding mechanism. Portions of the original Business Plan have been updated to reflect presently available information.

Currently, 11 local law enforcement agencies representing 1,100 officers have indicated a strong interest in using the facility. Should possibilities develop to provide services beyond current expectations, the founding partner Cities may expand the Business Plan to meet the additional service demands and increase outside revenue opportunities. Of significant benefit is the fact that the land for the facility is a current asset and budget obligation of the Cities; therefore additional land costs do not burden the project. The footprint for the facility provides for a physical expansion to support an increased array of service offerings including the potential to establish a Northern Colorado Law Enforcement Academy.

Although obvious, it is important to state that training of law enforcement personnel is one of a public agency’s most critical responsibilities and investments. Many professional journals note the direct correlation between a lack of police training and an increase in organizational liability. Officers must be trained extensively across a wide range of topics including federal and state law, constitutional law, use of force, evidence handling, prisoner transport, handcuffing, defensive tactics, firearms, driving, and customer service--and trained to such an expert level as to be able to make informed, split-second, life-and-death decisions. Effective training programs seek to provide an optimal combination of classroom, simulation, and simunition experiences so that an officer is not facing a highly complex, lethal situation for the very first time, live in the field.

It is envisioned that the RTC would provide a safe, secure, and consistent location for public safety providers to train to peak standards. The updated cost for a shared facility is approximately \$24 million (or \$12 million each) assuming an agreed upon 50/50 split for capital costs. Additional information on this topic has been



CITIES OF LOVELAND AND FORT COLLINS
JOINT STAFF MEMORANDUM



provided to the Loveland City Council. The partnership with Fort Collins reduces the City of Loveland's initially projected capital investment by over \$6 million or 33%.

Improvements are necessary to the training programs of both agencies to address a wide range of issues including the following:

1. Due to the lack of a centralized all-service facility at this time, it is necessary for each of the agencies to patch together a variety of training options to meet basic needs. The resulting training programs face challenges such as:
 - a. Scattered training options at shifting locations often not owned by police departments, results in significant travel to locales including southern Wyoming, Colorado Springs, Larimer County and the Pawnee Grasslands; scheduling difficulties; and, thus, unavoidable travel resulting in significant lost productive time.
 - b. The demand for some training options (i.e. Adams County driving track) is so high that it has become increasingly difficult to schedule time with no success at all for approximately the last seven months.
 - c. The firing range locales may accommodate only pistols so that officers must travel to different locations for long gun training.
 - d. Using a variety of training sources lessens the ability of the departments to ensure a standard message, tenor and consistency of training that is reflective of organizational culture.
2. Existing indoor facilities are under-sized and do not allow for training exercises to be performed at the level desired by both agencies to meet the growing and complicated demands faced by law enforcement agencies.
3. Current vehicle training venues do not allow for the speeds or scenarios needed for full range of necessary training. In fact, there is no formal facility at all in Northern Colorado for law enforcement driver training (a high risk, high incident, high liability activity).
4. Both agencies have outgrown most of the no-cost/low-cost homegrown options that have met needs for many years (with no ongoing annual capital investment requirements in most cases). For example, the Loveland Police Department's outdoor firing range began as a casual field operation constructed with a bulldozer against a hillside on the outskirts of the city. A neighborhood has now grown up around the range making the previously acceptable practice range incompatible with the surrounding uses. Furthermore, the location is facing increasing challenges due to the upcoming Water Treatment Plant expansion. Fort Collins Police Services driver training began in a makeshift facility using a closed dog track. When that option was lost to development, Fort Collins relocated to their closed airport site which was also eventually lost to growth. Fort Collins relies on makeshift ad hoc training sites to complete slow speed drivers training. Emergency Vehicle Operations Course training is difficult to schedule at the Adams County Flat Rock facility. Scheduling in 2014 was not possible due to calendar conflicts; this challenge is already apparent again in 2015.

Discussions to-date regarding current RTC opportunities have indicated potential hesitations due to projected costs, questions about operational plans and details, and for one agency, concern that the



CITIES OF LOVELAND AND FORT COLLINS
JOINT STAFF MEMORANDUM



project is not in its current long-range plan. However, given the growing challenges associated with delivering an effective law enforcement program for our citizens and projections indicating the potential for Loveland's officer ranks to grow from 95 to up to 135 and Fort Collins' force to increase from 200 to 300 in the next 20 years, the (perhaps previously unforeseen) opportunity to develop a local, customized training facility and program on currently available acreage appears to be a prudent investment that will eventually be necessary, and likely at a much higher cost.

Since last discussed with the Loveland City Council, letters of support have been received from the Loveland Fraternal Order of Police and Loveland Police Citizens Advisory Board.

Current Status:

At this time, preliminary design work is essentially complete. The 43-acre campus would be located on the western edge of the Fort Collins-Loveland Airport and includes a separate entrance from Boyd Lake Road. The site plan includes a large outdoor driving track, indoor pistol and rifle ranges, a street grid for city training scenarios, indoor SWAT/simulations training, classrooms, and support spaces. The site allows growth space for another pistol range, longer and more diverse driving track capabilities and another street grid. The campus could eventually support a police academy.

Airport master plan consultant CH2M Hill has been contracted to provide engineering work needed to secure FAA support for non-aeronautical use at an Airport site.

Governance:

It is envisioned that the RTC will be jointly owned and operated by the Cities of Loveland and Fort Collins under the terms of an Intergovernmental Agreement. An RTC Steering Committee will be charged with facilitating communication between the cities and advising both City Councils concerning RTC issues such as general policies, land use, budget, marketing, capital improvements and strategic planning. More details about this aspect of the project can be found in the August 2014 "Loveland-Fort Collins Regional Training Campus Strategic Business Plan."

Staffing:

As currently planned and detailed in the August 2014 Strategic Business Plan, the campus would be staffed by dedicated personnel to include an RTC Manager and a support staff position funded by the partner Cities and user fee revenue. Additionally, each founding partner City would assign one training officer to the campus. Support staff would perform duties such as reception, scheduling, general administrative support, grant writing, and facility maintenance.



CITIES OF LOVELAND AND FORT COLLINS
JOINT STAFF MEMORANDUM



Initial planning assumes that the RTC Manager would likely be brought on board before first year construction is complete to ensure a smooth transition into actual operation. The support staff position is assumed to be part-time for the first year of operation including only Phase 1 construction (primarily driving track). This position would expand to full-time in the second year when the shooting ranges are completed as part of Phase 2 construction creating expanded scheduling and administrative responsibilities.

Capital Costs and Project Phasing:

As noted in “Background,” the updated cost for a shared facility is approximately \$24 million, or \$12 million each, assuming an agreed upon 50/50 split for capital costs. The partnership with Fort Collins reduces the City of Loveland’s initially projected capital investment by over \$6 million or 33%.

Design costs require an initial investment of \$2 million comprised of \$1 million from each City. Loveland has appropriated funding; Fort Collins’ allocation is pending action to potentially follow the February 12, 2015 Joint City Council Meeting.

The current schedule assumes Phase 1 construction in 2016 and Phase 2 construction in 2017 requiring an initial approximately \$6 million appropriation followed by a \$16 million commitment. Phased campus construction allows opening of the highest demand feature (i.e. driving track) during year one so that potential revenue generation can begin supporting operations and maintenance obligations as soon as possible.

As summarized in the Table below, the City of Loveland plans to fund its portion of the project with a combination of CEF, TABOR Reserve and General Fund monies. The City of Fort Collins anticipates funding the project with General Fund Reserves as discussed during 2015/16 budget deliberations and Certificate of Participation debt. Fort Collins’ estimates assume a 4% interest rate on a 20-year term.

| Year | Funding Amount/Source | | Project Progress |
|--------|-----------------------|---|--------------------------|
| | City of Loveland | City of Fort Collins | |
| 2015 | \$1.0 m/CEF | \$1.0 m/GF Reserves | Final Design |
| 2016 | \$4.0 m/CEF | \$4.1m/Certificate of Participation Debt | Phase 1: Driving Course |
| 2017 | \$1.7 m/GF | \$7.0 m/Certificate of Participation Debt | Phase 2: Shooting Ranges |
| | \$1.0 m/CEF | | |
| | \$4.3 m/TABOR Reserve | | |
| Totals | \$12.0 m | \$12.1 m | |

The status of the City of Loveland’s TABOR Reserve was requested during previous RTC discussions. Pages 3-10 and 3-11 in the 2015 Budget Book show the impact of using TABOR revenues for the RTC as currently planned. While the RTC will require use of a significant portion of the currently projected revenue (\$4.3 million of the projected \$5.5 million) to come through 2017 under the ballot initiative of 2012 allowing the City to keep and spend for certain uses through 2025.



CITIES OF LOVELAND AND FORT COLLINS
JOINT STAFF MEMORANDUM



TABOR revenue balances collected under the prior ballot initiative that expired in 2012 remain available for the Transportation Program as currently included in the Financial Plan through 2021.

Additionally, staff intends to pursue grant opportunities through the Colorado Department of Local Affairs (DOLA) given the project's strong alignment with DOLA criteria including regional focus, partnership model and the commitment of local funding.

Should City Council approvals occur timely, staff plans to meet DOLA's 2015 grant submission deadline in April 2015 with an application for \$2 million. Another \$2 million request will be submitted for the 2016 grant cycle.

Operating Costs:

While the capital split between the two founding partner Cities is assumed to be 50/50, the operating cost split is assumed to reflect staffing ratios or about 1/3 City of Loveland and 2/3 City of Fort Collins.

Current operating cost assumptions indicate first year operating costs for a drive-track-only facility of approximately \$110,000 that includes staffing beyond the in-kind contribution of 1.00 training officer from each of the two founding partner Cities and a capital reserve. First year revenue estimates total \$156,000.

The Table below provides a summary of the second year of operation. Year 2 reflects the campus at full operation thereby providing a better representation of longer term annual estimates.

| Expense | Revenue ¹ | Operating Shortfall ² | Budget Reductions Applied ³ | Net Shortfall ⁴ | Additional Revenue Potential ⁵ | Revised Shortfall ⁶ | |
|---------|----------------------|----------------------------------|--|----------------------------|---|--------------------------------|-------------|
| | \$710,000 | (\$397,000) | (\$313,000) | \$140,000 | (\$173,000) | \$148,000 | (\$25,000) |
| | | Loveland (33%) | (\$103,000) | Loveland (33%) | (\$57,000) | Loveland (33%) | (\$8,000) |
| | | Fort Collins (67%) | (\$210,000) | Fort Collins (67%) | (\$116,000) | Fort Collins (67%) | (\$17,000) |
| | | Fort Collins Debt | (\$809,000) | Fort Collins Debt | (\$809,000) | Fort Collins Debt | (\$809,000) |

¹ "Revenue" assumes 25% of available second year capacity (75%) is purchased for use by outside agencies.

² The "Operating Shortfall" column reflects the difference between projected expense and revenue as well as how the shortfall would be allocated to the partner Cities representing the potential budgetary impact.

³ "Budget Reductions Applied" represent the current annual budgetary expenditures of Loveland (\$61,000) and Fort Collins (\$79,253) for vehicles, travel and external training fees that can be re-directed from respective departmental training budgets to the RTC operating budget.

⁴ The "Net Shortfall" column reflects the adjusted estimated shortfall after the redirection of funding described in Note ³ above. Also shown is the shortfall allocation as ascribed to the partner Cities.

⁵ "Additional Revenue Potential" represents an additional 10% of available second year capacity purchased for use by outside agencies.



CITIES OF LOVELAND AND FORT COLLINS
JOINT STAFF MEMORANDUM



⁶ The “Revised Shortfall” column shows the result of the initially projected shortfall as adjusted for the redirection of budgetary savings (Note ³ above) and additional revenue potential (Note ⁵ above). Also shown is how the adjusted shortfall would be allocated to the partner Cities.

It is important to note that while there is no way to predict exact outside usage in advance of opening, management of the facility and its fees and charges will be responsive to actual use. In other words, if demand exceeds availability of a particular campus feature, fees may be raised for that feature. Whereas fees may be lowered for campus features that experience low use.

It has been suggested that rates and charges be modified to incorporate the recovery of at least a portion of the capital costs. It is recommended that this approach be evaluated after facility opening when actual customer usage can be gauged and the potential for rate increases to impact demand can be considered.

Also important to note is the fact that law enforcement personnel growth projections for the Cities of Loveland and Fort Collins could eventually result in full usage of the campus. As training needs for the founding partner Cities grow, excess capacity available to outside agencies will be reduced thus eliminating a significant amount of all outside revenue. However, this potential is difficult to examine at this time pending analysis of actual demand and its impact on plans for an eventual expansion of the RTC.

Alternatives:

Discussions since the 2013 decision to move forward with the RTC have raised several alternative options. No public-private options are recommended at this time. Updates and further detail are provided below.

Liberty Arms—In March 2014, the RTC project team contacted Liberty Arms to explore the potential to use their planned Johnstown facility as a primary venue for weapons training. The project team estimated that securing this option could result in the ability to defer approximately two-thirds of the capital cost and a significant amount of operations and maintenance for the RTC. After several attempts and meetings with Liberty Arms representatives, the project team was successful in arranging a meeting, to secure what was hoped would be a firm proposal, with Liberty Arms ownership in October 2015.

At that meeting, the project team interpreted initial price indications for weapons training only to be something along the lines of a \$400/person one-time membership fee with monthly dues of about \$40 per person. This pricing framework would have resulted in an annual estimated cost of \$120,000 for a weapons training venue for 300 officers and about \$65,000 for classroom space. After several unsuccessful attempts to secure a formal proposal from Liberty Arms, last-minute meeting cancellations (including a planned meeting with the City Managers of the partner Cities), and unanswered requests, the project team received a Liberty Arms’ proposal. Total annual usage charges significantly exceeded initial indications, totaling over \$1.1 million annually for weapons training only.



CITIES OF LOVELAND AND FORT COLLINS
JOINT STAFF MEMORANDUM



The Liberty Arms proposal reflects a flat rate for use of the ranges for the year based on an hourly rate that is significantly different for the 50-yard and 100-yard ranges, and a membership cost. The total cost in the proposal is a merged cost of the hours to be used for the two ranges. The RTC plan charges a rate per five-hour segment. While the founding partner Cities will not pay this rate, in an attempt to develop an accurate comparison, Loveland and Fort Collins staff reduced the Liberty Arms proposal into a segment comparison. The Table below provides the summary segment cost comparison.

| | | | |
|---|--------------|-----------|-------------|
| Liberty Arms Total Proposal Cost: \$1,050,875 | | | |
| Liberty Arms Total Proposal Cost < Membership Fees: \$924,875 | | | |
| Total Segments Used by Loveland & Fort Collins: 727 | | | |
| | Liberty Arms | RTC | Difference |
| Cost Per Segment (assuming total proposal cost: \$1,050,875) | \$1,445.50 | \$ 350.00 | \$ 1,095.50 |
| Cost Per Segment (assuming < membership fees: \$924,875) | \$ 1,272.18 | \$ 350.00 | \$ 922.18 |

The \$1.1 million annual cost for weapons training opportunities has been confirmed with Liberty Arms with no willingness at this time from the company to discuss a pricing structure closer to what was originally presented. This initial annual expense, which would be assumed to increase over time, is not competitive with the RTC's full-range training options and a first year operating cost of approximately \$110,000 (assuming no revenue offset) and second year projections of \$710,000 in operating costs (not including projected revenues).

Pursuit of the Liberty Arms alternative is not recommended at this time, primarily for the following reasons:

- the significant cost difference between the formal proposal and initial verbal representations;
- the formal proposal only provides deal points for a five-year contract therefore future facility availability, ability to accommodate staffing growth and cost increases are unknown at this time;
- the difficulty of securing information, responses, and commitments from the company;
- the inefficiencies associated with providing only a single component of the full slate of necessary training at an out-of-jurisdiction venue.

Adams County Flat Rock Training Facility—The \$14.5 million facility opened in August of 2013. According to the Denver Post, originally planned as a \$30 million project to service at least 12 agencies, the economic downturn forced many Cities to back out and caused a downscale of the project.

Use of this training option requires a 120 mile round trip. At this time, local law enforcement agencies experience scheduling difficulties due to lack of open times. The facility was booked so fully in 2014 that Fort Collins was unable to conduct any vehicle training at Flat Rock for the last part of 2014 and has not been able to secure time thus far in 2015 due to insurmountable calendar conflicts.

Information provided by Adams County indicates 2014 actuals of almost \$154,000 in revenue; just over \$109,000 in expenses; and, about \$44,500 in fund balance. Expenses include no personnel due to already budgeted training staff being consolidated into one location and able to provide operational support; no



CITIES OF LOVELAND AND FORT COLLINS
JOINT STAFF MEMORANDUM



capital reinvestment; and no removal of range and consumables costs. No information was provided by Adams County regarding the benefits of avoided costs with centralized training now available to their law enforcement personnel.

Flat Rock administrators indicate that the facility draws users from 31 agencies. They are pleased that the facility is fully scheduled and therefore generates adequate revenue to cover daily operations and maintenance costs. The Training Commander indicates there is the potential for minor rate increases in 2015 and no plans at this time to expand the 88-acre campus to use more of the available 399 acres.

The Flat Rock option is not considered a viable solution to the training needs of the Loveland and Fort Collins police agencies for the following reasons:

- the 120 mile round trip required to use the facility which results in a significant amount of non-productive time for Loveland and Fort Collins officers as well as putting officers out of reach should a significant local event occur;
- little to no current training time availability;
- no guarantee of current or future training time, pricing (which could become volatile should the agency adopt a demand pricing strategy) or accommodation for staffing growth;
- the inefficiencies associated with providing only some of the components of the full slate of necessary training at an out-of-jurisdiction venue.

Weld County as a Potential Operating Partner—Police Chiefs Hecker and Hutto have confirmed with the Weld County Sheriff that the County is unable to participate as a capital partner at this time due to varying transition issues. The RTC project team will stay in touch with Weld County law enforcement officials with the goal of catalyzing significant Weld County use of the RTC in the future. Incorporation of this option into any operating or funding options is not recommended at this time.

Develop and Implement a 100% Simulations Training Approach—As detailed in a memorandum from Chief John Hutto, simulations training is considered to be only one aspect of a comprehensive training program to include classroom, live, virtual and constructive domains. As noted by one leader in the firearms simulation market, “While not a replacement for live weapons training, virtual firing ranges—using laser guns, projectors and cameras instead of live ammo—can save department resources and lower risks while preparing officers for certification” (www.envisiagenow.com).

Simulations training for both firearms and driving are discussed in articles published in the International Police Training Journal (INTERPOL) compiled by the Police Training and Development Directorate in Lyon, France.

The March 2013 Journal includes an article summarizing research from the Royal Canadian Mounted Police into simulated firearms training¹. While the author states, “The evidence is clear that this technology has

¹ INTERPOL, International Police Training Journal, Issue 5, March 2013, “Simulated Pistol Training: The Future of Law Enforcement Training?” Gregory P. Kratzig, M.A.



CITIES OF LOVELAND AND FORT COLLINS
JOINT STAFF MEMORANDUM



proved to be a safe and reliable way in which to train cadets how to acquire their pistol shooting skills.” However, the article also points out that “(it is) important to note that these studies examined only the acquisition and retention of the skill, and did not look at the decision making process (i.e., when and if to shoot). Although we are not trying to replace live-fire, we are looking for opportunities to train police officers in a more dynamic setting.” The author notes that there are not training options currently available, due to safety reasons, that require trainees to shoot from a variety of positions, as well as shoot at moving targets while the target is shooting back. The author indicates that it is believed that this type of high intensity training will better prepare police officers for a deadly use-of-force encounter.

In regard to simulated driver training, an article in INTERPOL’s February 2011 Journal² cites the approach taken by the United States Federal Law Enforcement Training Center which focuses “on a strategy to utilize simulation technologies to augment the training delivery and not replace instructor facilitated training.” The article states that simulators are not used to teach students how to handle the vehicle. “Those experiences are provided on the driving ranges. The driver simulators augment the capabilities to provide training, critical thinking, and experiences that cannot be introduced in live training without safety concerns.”

While the future for simulation training is full of possibilities, the technology is currently expensive, and limited such that there are not options available for the full range of experiences that need to be included for training in decision-making, skill development and retention. Specific to firearms, current simulation options do not cover all the gun types currently used by Loveland and Fort Collins police. For this reason, a 100% simulation training program is not recommended at this time. However, the most cost effective, efficient and appropriate use of current simulation options will be incorporated into the RTC.

Expanding Operations to Create an Internationally Renowned Training Facility—As described earlier in this memorandum, plans have been developed assuming a focus on serving the Cities of Loveland and Fort Collins with financial and operating assumptions developed accordingly. To revise the focus at this time would require a complete re-working of the totality of the work completed to date representing an approximate \$240,000 in contract costs and a significant staff time investment for both Cities.

However, should outside agency use exceed current projections, it is likely that the issue would be taken to the Steering Committee with a recommendation to revisit strategy, planning, product offerings and facility development.

The following two topics are specific to the City of Loveland:

Front Range Gun Club—Currently, the Loveland Police Department contracts weapons training time at the Front Range Gun Club in Loveland. The current contract allows for approximately 25 hours of range time for

² INTERPOL, International Police Training Journal, Issue 2, February 2011, “Simulations and Technology for Training.” Valerie Atkins, Deputy Assistant Director, United States Federal Law Enforcement Training Center and William A. Norris, PHD.



CITIES OF LOVELAND AND FORT COLLINS
JOINT STAFF MEMORANDUM



in-service handgun training at a cost of about \$48,000 per year. There are options to secure additional time at an additional cost with many requiring at least 30-day advance booking.

While the Gun Club has provided a viable short-term handgun practice option to meet one aspect of necessary training, it has been used sparingly due to the facility's limitations. The facility is unable to provide the venue necessary for long gun training or the fuller variety of training options necessary to support officer skill development and enhancement. Therefore, this aspect of the current Loveland Police Department training activity would likely be fully replaced by the opening of the RTC.

Relocation of County Courthouse—A memo on this topic from John Hartman, Senior Policy Analyst, incorporates information provided by Mike Scholl, Economic Development Manager, and provides a very preliminary overview of the potential costs for five relocation options. Costs for the five options range from approximately \$5.25 million to \$9.09 million. Of the options presented, Option 5 is preferred but not recommended at this time. Option 5 assumes moving full court operations to a new downtown location with the City of Loveland paying Larimer County the equivalent of the cost of new construction. All probation staff would be located in the current Police and Courts Building to maximize the efficiency and effectiveness of the police and probation functions. Estimated costs for Option 5 range from just over \$6.0 million to \$7.5 million. From a training center perspective, it is not likely that the current Police and Courts campus can be developed to provide the full range of opportunities that both Cities are seeking to meet both near- and long-term needs. From that perspective, the estimated costs do not compare favorably to the cost to achieve the RTC. Developing the current Police and Courts campus into a training center also invests significant funding into downgrading top quality office space into warehouse space which is not typically recommended.

Cost Comparison between RTC and Applicable Alternatives:

It is difficult to develop information that provides a long-term apples-to-apples comparison between development and operation of the RTC; Liberty Arms; and Adams County options. One of the primary reasons for this difficulty is the fact that the RTC option requires a significant up-front investment. However, the Liberty Arms and Adams County options include significant future unknowns that cannot be identified and included at this time. This issue becomes greatly magnified if the comparative information is considered in light of the 30+ year RTC facility life.

The Chart below summarizes currently available data in terms of net present value (NPV). It is important to note that neither of the public-private options include projected growth in law enforcement personnel; lost productive time incurred with travel to the out-of-jurisdiction locations; or vulnerabilities associated with unavailability of officers.



CITIES OF LOVELAND AND FORT COLLINS
JOINT STAFF MEMORANDUM



| TRAINING OPTION | INITIAL CAPITAL | 20-YEAR ADDITIONAL OPERATING | NPV OF TOTAL CASHFLOW |
|--|-----------------|------------------------------|-----------------------|
| Regional Training Center | \$24.1 m | \$ 4.1 m | \$26.5 m |
| Liberty Arms & Build Local Driving Track | \$ 8.5 m | \$37.9 m | \$25.5 m |
| Adams County for All Training Needs | -- | \$28.3 m | \$16.8 m |

While the NPV comparison between the RTC and Liberty Arms appears favorable to Liberty Arms, the numbers cannot capture the disadvantages associated with the Liberty Arms' option including issues such as:

- unavailability and inconsistent information provided by company representatives;
- the disadvantages of putting officers out of reach should a significant local event occur;
- no local agency control therefore long-term uncertainties regarding pricing and availability exist including the possibility of completely losing access to higher paying customers;
- provides only a single component of the full slate of necessary training at an out-of-jurisdiction venue making development of a local driving track necessary.

The Adams County NPV comparison also appears favorable. However, the pricing factors used to derive the dollar amounts presented in the chart do not include the following:

- the 120 mile round trip required to use the facility which results in a significant amount of non-productive time for Loveland and Fort Collins officers;
- the disadvantages of putting officers out of reach should a significant local event occur;
- no local agency control resulting in
 - little to no current training time availability;
 - no guarantee of current or future training time, pricing (which could become volatile should the agency adopt a demand pricing strategy) or accommodation for staffing growth;
 - the inefficiencies associated with providing only some of the components of the full slate of necessary training at an out-of-jurisdiction venue.

Conclusion:

While representing a significant financial investment at this time, the development of the RTC may never be more financially or practically possible than it is today due in great part to the partnership between the Cities of Loveland and Fort Collins on this effort.

The RTC provides the opportunity to create a centrally located facility on land already owned that can be developed for this purpose at this time. Intangible advantages include local control and sustainability. The realization of the RTC would also eliminate the current patchwork of training requiring significant lost productive time for travel, as well as inefficient scheduling caused by agencies having to book whatever facility time is available. A local centralized training option also ensures officers remain in the area readily available should a significant local event occur—it is not possible to assign a value to this critical aspect of RTC advantages. Also of great significance is the ability to develop a full slate of cohesive, standardized training



CITIES OF LOVELAND AND FORT COLLINS
JOINT STAFF MEMORANDUM



supporting alignment across our law enforcement personnel in a more cost effective and comprehensive manner.

Staff has considered and evaluated as many of the currently apparent options as possible given the practicalities associated with presenting a recommendation within a reasonable timeframe and projecting possible outcomes with information presently available. While it is not possible to definitively determine outside demand and resulting revenue potential, it is reasonable, based on the experience of Adams County, to assume the RTC will experience outside bookings of 25% of the 75% time available (initial use by Loveland and Fort Collins will utilize 25% of the campus capacity thereby leaving 75% of the capacity open for outside booking). Most important, though, is to note that the RTC will operate using a management responsive approach—constantly evaluating and adjusting (practices, product offerings and rates) to keep the facility operating at a maximized level of utilization.

Although many ideas have arisen regarding the potential for public-private partnerships to develop the RTC and/or provide various aspects of the full-range training program necessary for our law enforcement agencies, none provides the “one-stop-shop” that would increase efficiency and effectiveness; availability; dependability; consistency and pricing that is possible with the RTC. Nor can any of the current public-private partnership options provide guarantees in regard to future availability for current or projected personnel or pricing.

Not only would the RTC be able to meet the projected police agency growth for the Cities of Loveland and Fort Collins, the founding partner Cities could be uniquely positioned to fulfill the likely to expand training demands of other growing Northern Colorado law enforcement agencies.

Recommendation:

- 1) Direct staff to proceed with completing design of the RTC in 2015 with the intent to construct the campus in 2016-2017.

If you have any questions or comments, please do not hesitate to contact either Luke Hecker, Chief of Police for the City of Loveland, by phone at (970) 962-2222 or email at luke.hecker@cityofloveland.org; or John Hutto, Chief of Police for the City of Fort Collins, by phone at (970) 221-6550 or email at jhutto@fcgov.com.

**Loveland – Fort Collins
Regional Training Campus
Strategic Business Plan
February 2015**



*A Collaborative Public Safety Training Campus Project
between the Cities of
Loveland and Fort Collins, Colorado*

TABLE OF CONTENTS

TRAINING CAMPUS MISSION STATEMENT 6

EXECUTIVE SUMMARY 7

INTRODUCTION 14

BACKGROUND & OVERVIEW 17

 Loveland Police Department..... 17

 Fort Collins Police Services 21

REPORT METHODOLOGY 24

 Project Team 25

 Needs Assessment Methodology 26

OVERVIEW OF EXISTING TRAINING CONDITIONS..... 27

 Loveland Police Department..... 27

 Fort Collins Police Services 31

TRAINING NEEDS ASSESSMENT 36

 Training Class Detail 37

 Class-Space Need Calculation 38

 Training Prop Efficiency..... 39

 Detail of Range Classes By Partner 40

REGIONAL TRAINING NEEDS..... 43

 Outside Users Survey..... 43

 Focus Group Meeting 51

FACILITY ASSESSMENT 58

TRAINING CAMPUS MANAGEMENT & STAFFING 60

 Governance..... 60

 Training Campus Steering Committee..... 60

 Dedicated Training Campus Staffing 60

 Other Training Campus Staffing Considerations 64

DAILY OPERATIONS PLAN 66

 Site Use Rules..... 66

Scheduling Rules..... 67

Rental of the Campus Based on Space Availability..... 67

Visitor Policy..... 68

Vehicles..... 68

LPD and FCPS Responsibilities for Campus Use 68

Non-Partner Agency Use of Campus and Equipment 68

Consumable Rules 69

Storage Rules..... 69

Facility/Specialized Equipment Maintenance Rules 69

Shooting Range Operations 70

Defensive Tactics Classes and Facilities..... 70

General Rules and Conduct 71

FINANCIAL ESTIMATES 73

 Annual Operations and Maintenance Costs 73

 Revenue Opportunities..... 75

 Outside Users Revenue Forecast..... 80

 Regional POST-Certified Recruit Academy Concept..... 82

BENEFITS OF A DEDICATED TRAINING CAMPUS 83

 Leadership and Commitment..... 83

 Joint Training Campus Concept 83

 Availability of First Responders 84

 Value of EVOC Training 85

 Increased Ability to Meet New Training Regulations 86

 Monetary Benefits..... 86

 Other Benefits..... 87

CONCLUSION 89

ACRONYM AND ABBREVIATION INDEX 90

APPENDIXES..... 91

 Appendix A – Class List by Name 92

 Appendix B –Detail of Cost and Logistics of Training Elsewhere 94

 Appendix C – Survey Supportive Documents..... 95

 Appendix D –Training Class Detail Sheet Sample..... 96

LIST OF TABLES

| | |
|--|----|
| Table EX-1 – Regional Training Campus Operating Cost | 13 |
| Table 1—LPD Priority Call Response | 18 |
| Table 2--FCPS Priority Call Response | 22 |
| Table 3—Class Analysis Criteria | 26 |
| Table 4—Annual Training Hours by Division | 36 |
| Table 5—Summary of Training Categories | 38 |
| Table 6—Space Need Calculation | 39 |
| Table 7—Annual Training Hours by Classroom Type | 39 |
| Table 8—Annual Prop Use by Hours | 40 |
| Table 9—Breakdown by Partner, 50 Yard Pistol Range | 41 |
| Table 10—Breakdown by Partner, 100 Yard Rifle Range | 42 |
| Table 11—List of Survey Respondents | 43 |
| Table 12—Total Staff Size | 45 |
| Table 13—Most Desired Law Enforcement-Related Classes by Outside Users | 45 |
| Table 14—Additional Law Enforcement Classes or Comment | 46 |
| Table 15—Facilities Needed Outside Users’ Preference of Facilities | 47 |
| Table 16—Preferred Training Times | 47 |
| Table 17—Suggested Seminar Topics | 48 |
| Table 18—Comments | 49 |
| Table 19—Number of Driving Students | 49 |
| Table 20—Number of Shooting Students | 50 |
| Table 21—Current Charges and Fees | 51 |
| Table 22—Training Campus Manager Duties | 62 |
| Table 23—Job Description | 62 |
| Table 24—Annual Operations and Maintenance Estimate | 73 |
| Table 25—Notes to O&M Budget | 74 |
| Table 26—Training Campus Class List | 76 |
| Table 27—Student Forecast, Outside User Group | 77 |
| Table 28—Space and Asset Availability for Rent | 78 |
| Table 29—Chart of Available Space and Props | 78 |
| Table 30—Revenue Forecast of Outside User Classes | 80 |
| Table 31—Revenue Forecast Based on Campus Asset Availability | 81 |
| Table 32 – Expense/Revenue/Cost Savings Summary | 81 |
| Table 33—Cost and Logistics Impact of Training Outside | 87 |

LIST OF FIGURES

| | |
|---|----|
| Figure 1—Project Team Planning Session | 25 |
| Figure 2—Ft. Collins Police Indoor Range | 33 |
| Figure 3—Focus Group Agenda | 52 |
| Figure 4—Training Classroom at Washoe County (Reno) Training Center | 54 |
| Figure 5—Site Layouts | 58 |
| Figure 6—Site Visits: Fresno CA; Reno, NV; Sacramento, CA | 59 |
| Figure 7—124 Acre Training Site, Washoe County, NV | 65 |
| Figure 8—Scenario Training Village, Orange County, CA | 72 |

Training Campus Mission Statement

The purpose of the Regional Training Campus is to provide a safe, secure, and consistent location for public safety providers to train to peak standards.

Executive Summary

In mid-summer of 2013, Loveland formed a project partnership with Fort Collins after both agencies determined that each could benefit financially and practically through a collaborative effort that delivers a local, centralized, improved training facility, as well as a more consistent and higher quality training content and product.

As a result, this Business Plan provides the current basis for the RTC and is focused on a campus primarily dedicated initially to serving only the Cities of Loveland and Fort Collins. During development of the Business Plan, these additional concepts emerged:

- The idea to “sell” open facility time was explored and incorporated to help defray some of the operating and facility renewal costs.
- This aspect, though, is not intended to be a primary driver for developing the RTC or to serve as a primary funding mechanism.

The preliminary design yielded a 43-acre Regional Training Campus (RTC) campus within the boundaries of the Fort Collins-Loveland Airport with an estimated initial capital cost of \$24.1 million. Of significant benefit is the fact that the land for the facility is a current asset of the Cities; therefore additional land costs do not burden the project.

Although obvious, it is important to state that training of law enforcement personnel is one of a public agency’s most critical responsibilities and investments. Many professional journals note the direct correlation between a lack of police training and an increase in organizational liability. Officers must be trained extensively across a wide range of topics including federal and state law, constitutional law, use of force, evidence handling, prisoner transport, handcuffing, defensive tactics, firearms, driving, customer service, and trained to such an expert level as to be able to make informed, split-second, life-and-death decisions. Effective training programs seek to provide an optimal combination of classroom, firing ranges, driving courses, simulation, and simunition experiences so that an officer is not facing a highly complex, lethal situation for the very first time, live in the field.

BACKGROUND

While both agencies together are expected to grow by 140 officers over 20 years (approximately 300 officers at present), currently, neither city has a training campus at which its police officers can accomplish the training they need at a level they desire.

Improvements are necessary to the training programs of both agencies to address a wide range of issues including the following:

1. Due to the lack of a centralized all-service facility at this time, it is necessary for each of the agencies to patch together a variety of training options to meet basic needs. The resulting training programs face challenges such as:
 - a. Scattered training options at shifting locations often not owned by police departments results in significant travel to locales including southern Wyoming, Colorado Springs, Larimer County and the Pawnee Grasslands; scheduling difficulties; and, thus, unavoidable travel resulting in significant lost productive time.
 - b. The demand for some training options (i.e. Adams County driving track) is so strong that it was not possible to schedule any time during 2014.
 - c. The firing range locales of both cities accommodate only pistols so that officers must travel to a different locale for long gun training.
 - d. Using a variety of training sources lessens the ability of the departments to ensure a standard message, tenor and consistency of training that is reflective of organizational culture.
2. Existing indoor facilities are undersized and do not allow for training exercises to be performed at the level desired by both agencies to meet the growing and complicated demands faced by law enforcement agencies.
3. Current vehicle training venues do not allow for the speeds or scenarios needed for training. In fact, there is no formal facility at all in Northern Colorado for law enforcement driver training (a high risk, high incident, high liability activity).
4. Both agencies have outgrown most of the no-cost/low-cost homegrown options that have met needs for many years with no ongoing annual capital investment requirements in most cases. For example, the Loveland Police Department's outdoor firing range began as a casual field operation constructed with a bulldozer against a hillside on the outskirts of the city. A surrounding neighborhood has now grown up around the range making the previously acceptable practice range incompatible with the surrounding uses. Furthermore, the site is increasingly incompatible due to the ongoing Water Treatment Plant expansion. Fort Collins Police Services driver training began in a makeshift facility using a closed dog track. When that option was lost to

development, Fort Collins relocated to their closed airport site which was also eventually lost to growth. Fort Collins currently relies on the Adams County (Flat Rock) driving facility which was completely booked and unavailable to Fort Collins in 2014.

5. The Loveland Police Department does not have a Police Academy and does not currently send new officers to an Academy. The Department relies on hiring officers from other agencies who bring a baseline of training and experience that can be built upon. An alternative to this approach that provides for a more comprehensive, unified enculturation and department training is recommended for the future.

Due in large part to the lack of comprehensive, dedicated training facilities in their cities, both agencies struggle to meet their standards in training proficiency. The training staffs at both agencies continually strive to meet their respective training goals, but on occasion fall short without having access to a local, dedicated, comprehensive training campus. After a detailed review of the Partners' training needs, IBG has confirmed that while much of needed training is being completed, some training is not being accomplished at the level desired by the Partners (as shown in the following table):

| Training Hours by Category | | | | | | |
|---|----------------------------|-------------------|------------------------|-------------------|--------------------|-------------------------|
| | Fort Collins Police | % of Total | Loveland Police | % of Total | Total Hours | % of Grand Total |
| Category 1 – required training being carried out but often at a minimum level due to the lack of facilities | 36,839 | 43% | 17,403 | 48% | 54,242 | 44% |
| Category 2 – required training being carried out to a satisfactory level of competence | 42,962 | 50% | 16,398 | 44% | 59,360 | 48% |
| Category 3 – training the department would like to perform but, due to lack of facilities, is not being carried out | 6,165 | 7% | 2,816 | 8% | 8,981 | 8% |
| Category 4 – Career development skills training | 320 | 0% | 0 | 0% | 320 | 0% |
| Total Hours | 86,286 | 100% | 36,617 | 100% | 122,903 | 100% |

It is envisioned that the RTC would provide a safe, secure, and consistent location for public safety providers to train to peak standards. The updated cost for a shared facility is approximately \$24 million or \$12 million each assuming an agreed upon 50/50 split for capital costs.

In addition to examining the training needs of Loveland and Fort Collins, other law enforcement agencies in the region were contacted and asked to provide input on their

training needs and interest in sending officers to the training campus. IBG conducted a web-based survey of 34 law enforcement agencies in the region. The recent survey results showed a strong interest in the project, with respondents indicating they would send officers each year to the campus for a variety of training. To further understand the needs of the region, IBG facilitated a Focus Group meeting of key regional law enforcement agencies. Some of the key takeaways from this meeting were:

- The location seems to be conducive for use by many potential outside users.
- There appears to be strong support for conducting a POST recruit academy at the training campus.
- Departments are willing to pay fees to attend training.

Currently, 11 local law enforcement agencies representing 1,100 officers have indicated a strong interest in using the facility. Should possibilities develop to provide services beyond current expectations, the founding partner Cities may expand the Business Plan to meet the additional service demands and increase outside revenue opportunities. Of significant benefit is the fact that the land for the facility is a current asset of the Cities; therefore additional land costs do not burden the project. The footprint for the facility provides for a physical expansion to support an increased array of service offerings including the potential to establish a Northern Colorado Law Enforcement Academy.

CAPITAL & OPERATING COSTS:

The cost for a shared facility is approximately \$24 million or \$12 million each assuming an agreed upon 50/50 split for capital costs. The partnership with Fort Collins reduces the City of Loveland's initially projected capital investment by over \$6 million or 33%.

Design costs require an initial investment of \$2 million comprised of \$1 million from each City. Loveland has appropriated funding; Fort Collins' allocation is pending action to potentially follow the February 12, 2015 Joint City Council Study Session Meeting.

Business Plan assumptions reflect a second full year operating cost of just over \$710,000 that includes staffing beyond the in-kind contribution of 1.00 training officer from each of the two founding partner Cities and a capital reserve.

With regard to estimated potential revenue derived from non-Partner agencies using the training campus, IBG relied on the outside user survey, focus group meeting, and historical understanding of required training curriculums in the region. Based on this information the

annual revenue forecast is estimated to be approximately \$397,000. This includes outside users paying to attend specific training courses and “renting” training campus assets.

RENTALS TO OUTSIDE AGENCIES

There are (11) training props within classrooms, ranges, and track offerings, and 576 time segments annually Monday through Friday (8:00AM – 10:00 PM). This results in 6,336 usable training segments per year (11 props x 576 segments). There are 2,663 segments available for rental to outside users Monday through Friday.

IBG also carefully examined the costs currently incurred by the Partners for training at facilities located outside their cities. These costs include fees charged by other entities for the use of their facilities and vehicle expenses related to driving to and from these facilities (estimated to be 110,000 miles per year). Based on this information the annual cost of training at these locations is estimated to be \$166,000 (see Table 32 for detail).

In addition, IBG has determined that Partner officers spend approximately 12,000 hours per year “off-post,” away from their cities while traveling to, training at, and returning from training facilities located outside of Loveland and Fort Collins.

The operating costs are summarized in Table EX-1 on page 13.

ANTICIPATED STAFF GROWTH VERSES OUTSIDE USE / REVENUE

Projections indicate the potential for Loveland’s officer ranks to grow from approximately 100 to up to 140 and Fort Collins’ force to grow from approximately 200 to 300 in the next 20 years. The future use of Saturday and Sunday training times allows for both the growth of the Loveland and Fort Collins training needs as well as the continued use of the facility by outside users.

GOVERNANCE:

It is envisioned that the RTC will be jointly owned and operated by the Cities of Loveland and Fort Collins under the terms of an Intergovernmental Agreement. An RTC Steering Committee will be charged with facilitating communication between the cities and advising both City Councils concerning RTC issues such as general policies, land use, budget, marketing, capital improvements and strategic planning.

STAFFING:

As currently planned and detailed in the Business Plan, the campus would be staffed by dedicated personnel to include an RTC Manager and support staff funded by the partner Cities and user fee revenue. Additionally, each founding partner City would assign one current training officer to the campus. Support staff would perform duties such as reception, scheduling, general administrative support, grant writing, and facility maintenance.

TABLE EX-1 REGIONAL TRAINING CAMPUS OPERATING COST

| | During Construction | Full Campus | | | |
|---|--------------------------------|--------------------|------------------|------------------|------------------|
| | | Year 2 | Year 3 | Year 4 | Year 5 |
| Revenue Projection | | | | | |
| Outside Agency Attends Classes | \$73,000 | \$110,422 | \$113,735 | \$117,147 | \$120,661 |
| Outside Agency Rents Excess Capacity (Prop)* | \$83,368 | \$286,514 | \$295,109 | \$303,963 | \$313,082 |
| Total Revenue Projection | \$156,368 | \$396,936 | \$408,844 | \$421,109 | \$433,743 |
| Expenses | | | | | |
| Personnel Services (staff costs) | \$25,267 | \$302,494 | \$312,174 | \$322,164 | \$332,473 |
| Operation Expense (Supplies and maintenance) | \$52,000 | \$303,331 | \$303,294 | \$318,496 | \$318,945 |
| Capital Reserve Charge | \$32,500 | \$104,618 | \$105,773 | \$106,964 | \$108,193 |
| Total Expense | \$109,767 | \$710,443 | \$721,241 | \$747,624 | \$759,611 |
| Net RESULT (Shortfall) | -\$46,601 | \$313,507 | \$312,397 | \$326,514 | \$325,868 |
| Cost Savings | | | | | |
| Loveland Rental Space | \$56,098 | \$57,781 | \$59,514 | \$61,300 | \$63,139 |
| Loveland Vehicle / Travel Expense | \$2,894 | \$2,981 | \$3,071 | \$3,163 | \$3,258 |
| Fort Collins Rental Space | \$6,125 | \$6,309 | \$6,498 | \$6,693 | \$6,894 |
| Fort Collins Vehicle / Travel Expense | \$70,819 | \$72,944 | \$75,132 | \$77,386 | \$79,707 |
| Total Cost Savings | \$135,936 | \$140,014 | \$144,215 | \$148,541 | \$152,998 |
| Adjusted Shortfall in O&M Coverage | -\$182,537 | \$173,493 | \$168,182 | \$177,973 | \$172,870 |
| Fort Collins Contribution | -\$121,698 | \$115,668 | \$112,127 | \$118,654 | \$115,253 |
| Loveland Contribution | -\$60,840 | \$57,825 | \$56,055 | \$59,318 | \$57,618 |
| Escalation Factor | 3% | | | | |
| RTC Construction Costs | \$24,125,000 | | | | |
| NPV of Shortfall | \$2,158,689 | | | | |
| Total NPV | \$26,283,689 | | | | |

* By operating 7 days each week instead of 5 days each week, the revenue stream over time from outside users can continue to occur.

CONCLUSION

While representing a significant financial investment at this time, the development of the RTC may never be more financially or practically possible than it is today due in great part to the partnership between the Cities of Loveland and Fort Collins on this effort.

The RTC provides the opportunity to create a centrally located facility on land already owned that can be developed for this purpose at this time—an opportunity that could be lost in the future given the changing world of airport regulation. The realization of the RTC would also eliminate the current patchwork of training requiring significant lost time for travel, as well as inefficient scheduling caused by agencies having to book whatever facility time is available. Also of great significance is the ability to develop a full slate of cohesive, standardized training supporting alignment across our law enforcement personnel in a more cost effective and comprehensive manner.

While many other ideas have arisen ranging from the potential for public-private partnerships to using facilities provided by others for the full-range of training programs necessary for our law enforcement agencies, none provides the “one-stop-shop” that would increase efficiency and effectiveness; dependability; consistency and pricing that is possible with the RTC.

Not only would the RTC be able to meet the projected police agency growth for the Cities of Loveland and Fort Collins, the founding partner Cities could be uniquely positioned to fulfill the likely-to-expand training demands of other growing Northern Colorado law enforcement agencies.

Introduction

The Cities of Loveland and Fort Collins (Colorado) are collaborating on a project to build a Regional Public Safety Training Campus. The location being considered is a 40 acre site within the boundaries of the Fort Collins-Loveland Airport; the proposed site adjoins County Road 9. The City of Loveland has commissioned Belford Watkins Group Architects, LLC (BWG) to lead the conceptual design and engineering work for the training campus. Interact Business Group (IBG) of Valley Center, California, has teamed with BWG to develop the strategic business planning component of the project.

The Strategic Business Plan is an important tool that can help key leaders make informed and knowledgeable decisions for the safety and well-being of city personnel, the citizens and property in their communities. This Strategic Business Plan evaluates options and recommends the best and most practical course of action for providing required training activities for the Loveland Police Department and Fort Collins Police Services (the Partners).

To accomplish the business plan objectives, the report has been organized to include the following chapters and sections:

- Background & Overview of Police Agency Organizations – This chapter provides pertinent information about each of the Partner Agencies and this information is considered throughout the overall business plan.
- Overview of Existing Training Conditions – This chapter includes a complete review of the Partners' current training assets, locations, and methods.
- Training Needs Assessment – IBG has developed a complete needs assessment of training population size (number of students) and the training hours required by the Partners at current training levels, as well as anticipated future levels. The assessment included interviews with key staff members from the police agencies, as well as a review of the existing training. IBG reviewed and validated existing needs assessment data gathered by the staff. Guidelines from national, state, and local training standards were identified. A complete analysis of the total training hours, class curricula, and training priority categories is documented.
- Regional Training Needs – This chapter identifies potential outside agencies that may have an interest in using the training campus to meet their own specialized

training needs. This information was developed based on a web-based survey of potential outside users and a focus group meeting.

- Training Campus Management & Staffing – This chapter provides a plan for the overall governance/management of the training campus as well as a proposed staffing plan.
- Daily Operations Plan – This chapter identifies formal operational procedures for day-to-day operations of the training campus, including draft outside-user agency working agreements.
- Financial Estimates – Based on the training campus construction scope developed by BWG (as well as other factors), this chapter provides an estimated annual operations and maintenance (O&M) budget. It also identifies training campus revenue opportunities, including outside user revenue forecasts.
- Benefits of a Dedicated Training Campus– After examination of all the above components, this chapter describes several monetary and non-monetary benefits of building a Training Campus to serve the Partner agencies.
- Acronym and Abbreviation Index – This section lists and defines the acronyms and abbreviations used throughout the report.
- Appendices – This section contains supplementary material that complements the body of the report.

Background & Overview

LOVELAND POLICE DEPARTMENT

The Loveland Police Department (LPD) has established the following mission statement:

“The Loveland Police Department exists for the purpose of providing an enhanced level of safety in our community, protecting the rights guaranteed to all people by the constitution, and improving the quality of life of each citizen.”

To accomplish this mission they will:

- Identify community problems and intervene as problem solvers using available resources.
- Protect those in harm’s way.
- Assist the safe and free movement of people and traffic within the community.
- Educate the community in their responsibilities as citizens and our role as Police Officers.
- Work as a team within our department, within the City organization, and with other agencies.

Working hard to successfully carry out this mission, the LPD is made up of professional, well trained and equipped employees. The Department is a leader in law enforcement as evidenced by the following accomplishments:

- The Department has been Nationally Accredited since 1992.
- The Communication Center earned the coveted status as an Accredited Center of Excellence in 2007.
- In 2004, Law and Order Magazine awarded the agency for having the top graphic design on its patrol cars.
- The agency possesses a robust Senior Volunteer program.
- Since 1979, the agency has been blessed with a wonderful Police Chaplaincy program.¹

The LPD is a full-service law enforcement agency operating out of one main police station. It currently has a staff of 136 employees. Of those, 95 are sworn personnel and 41 are civilian

¹ City of Loveland web site: www.ci.loveland.co.us

positions. The Department is led by a team of professionals that include a Police Chief, three Captains, four Lieutenants, and supporting management/supervisory staff. The Police Department has four divisions:

- Operations
- Support Services
- Information Services
- Professional Standards

The Loveland City Council adopted the “Loveland Police Department Staffing & Resources Study” by resolution in August 2013. This study examined the potential expansion of police operations in the ten-year period 2014 to 2022. Three different options were developed; each option was driven by different general fund revenue expectations. The “Tier 1” option is the most conservative and anticipates an additional fifteen (15) FTE positions within 5 years and ten (10) more FTE positions by the ten year mark for a total increase of twenty-five (25) FTE positions. The most robust general fund revenue growth scenario combines all three of the tier options. Under that scenario the Department would add twenty-eight (28) FTE positions within 5 years and twelve (12) more FTE positions by the ten year mark for a total increase of forty (40) FTE positions. The increase in staffing coincides with Loveland’s expected population growth. With a predicted growth rate of 1.5 to 2% per year over the next ten years, Loveland is considered to be one of the more rapidly growing areas in Northern Colorado and the Midwest.

Statistics

The LPD responds to emergency calls within the City of Loveland and serves a population of approximately 70,000 residents. The Department responded to 76,977 calls for service in 2013. The following table provides the priority call response for 2013:

Table 1—LPD Priority Call Response

| 2013 Priority Call Response | | | |
|-----------------------------|------------------|--------|------------------------------|
| Priority | Description | Number | % of total calls for service |
| P1 | Life-threatening | 527 | .68% |
| P2 | Urgent | 5,997 | 7.79% |
| P3 | Routine | 37,156 | 48.26% |
| P6 | Lobby/walk-in | 2,163 | 2.81% |
| P8 | Handle by phone | 10,204 | 13.25% |
| P10 | Traffic contacts | 13,301 | 17.28% |

For calendar year 2012, the Department handled 2,263 total Part One crimes² as reported through the Federal Bureau of Investigation's Uniform Crime Reporting³ program. Part One crimes in 2012 rose 9.27% over Part One crimes reported in 2011. 70.6% of the Part One crimes reported in 2012 were for larceny; 10% were for burglary; 14.6% were for assault.

Vehicle-related statistics:

- Number of vehicles in LPD fleet – 100
- Number of miles driven annually – 1,121,859
- Number of accidents in the last three years – 24 involving sworn personnel; majority of those were backing incidents.
- Number of accidents identified as preventable – 22 (backing)
- Number of injuries to personnel from accidents – 1 lost-time day over the last three years.
- Annual award amounts paid to citizens as a result of agency accidents – \$3,200 per year average over the last three years.
- Notable accidents that may have been mitigated with improved driver training/facilities – None. The largest accidents were caused by civilians hitting patrol cars.

Firearms-related statistics:

- Number of officer-involved shootings over the past five years – One (occurred in 2014).

Specialty Units

The LPD has several specialty units, including:

- SWAT – 19 Operational and 12 Negotiators
- K-9 – 4 dogs and handlers
- Crime Scene Technicians
- Accident Reconstruction Specialists
- Internet Crimes Investigators
- Street Crime Unit
- Liquor Enforcement Unit

² http://en.wikipedia.org/wiki/Uniform_Crime_Reports

³ <http://www.fbi.gov/about-us/cjis/ucr/ucr>

- Traffic Unit
- Community Resource Unit – Includes School Resource Officers and Crime Prevention Officer
- Member of the Northern Colorado Drug Task Force
- Regional Member of the Northern Colorado Bomb Squad – 2 members

In addition to being the Public Safety Answering Point (PSAP) for LPD, the Department also provides this service for Loveland Fire Rescue Authority, Berthoud Fire Protection District, and Thompson Valley EMS. The Communication Center is an Accredited Center of Excellence for Emergency Medical Dispatching (EMD).

Hiring and Promotional Requirements

Prior to being hired, prospective LPD officers must be POST-certified and must have an A.S. degree or equivalent credit hours. The Department does not currently offer its own recruit academy. Typically, LPD hires certified peace officers who have worked for other law enforcement agencies (lateral hires). Many come from within Colorado and some are from out of state. Civilian new-hires must have a minimum of a high school diploma; managerial positions may require a college degree.

Requirements for advancement within the LPD include a Bachelor's Degree for the Sergeant position and Bachelor's Degree (with Master's Degree preferred) for the Lieutenant and Captain positions.

FORT COLLINS POLICE SERVICES

Fort Collins Police Services (FCPS) has established the following Mission and Values:

- **Vision:** To make Fort Collins the safest community in the nation.
- **Mission:** To provide professional and compassionate police services.
- **Values:** Respect: For self, each other and our community.
- **Integrity:** The foundation of police work.
- **Service:** Our most important product.
- **Engaged:** Within our organization and the community.

Fort Collins Police serve the community by protecting life and property, preserving peace and order, preventing and detecting crime, enforcing laws and ordinances, and promoting the safe, efficient use of the City's streets and highways. Fort Collins Police Services has increased its emphasis on Community Oriented Policing (COPS) as the preferred means of addressing community needs.⁴

FCPS is a full-service law enforcement agency operating out of three facilities, including the main police station, a district station in the downtown area, and an off-site building rented for the Northern Colorado Drug Task Force. It currently has a staff of 303 employees. Of those, 198 are sworn personnel and 105 are civilian positions. The agency is led by a team of professionals that include a Police Chief, four Deputy Chiefs, and supporting management/supervisory staff. FCPS has four divisions:

- Administration
- Patrol Services
- Investigation Services
- Information Services

FCPS anticipates adding additional police officers over the next ten-year period as Fort Collins continues to develop infill areas and annex new properties into the city. The increase in staffing coincides with Fort Collins's expected population growth. It has experienced a 6% growth rate over the last four years and will have an estimated population of 152,625 in five years and 161,782 in ten years.

⁴ City of Fort Collins web site: www.fcgov.com

Statistics

The FCPS responds to emergency calls within the City of Fort Collins and serves a population of approximately 151,000 residents. The agency responded to approximately 98,885 calls for service in 2012. The following table provides the priority call response for 2012:

Table 2--FCPS Priority Call Response

| 2012 Priority Call Response | | | |
|-----------------------------|------------------|--------|------------------------------|
| Priority | Description | Number | % of total calls for service |
| P1 | Life-threatening | 401 | .42% |
| P2 | Urgent | 6,506 | 6.8% |
| P3 | Routine | 89,200 | 92.8% |

Vehicle-related statistics:

- Number of vehicles in FCPS fleet – approximately 200
- Number of miles driven annually – 1,500,000
- Number of accidents in the last three year – 68 involving sworn personnel; 32 at fault by the employee
- Number of injuries to personnel from accidents – 8 in the last five years
- Vehicle damage repair costs – approximately \$50,000 per year
- Notable accidents that may have been mitigated with improved driver training/facilities – None.

Firearms-related statistics:

Number of officer-involved shootings per year over the past five years – approximately 1.4. Total of seven shootings; five of those were during an 18 month period.

Specialty Units

The FCPS has several specialty units, including:

- Terrorism Liaison Officers
- SWAT – 21 person collateral-duty team, plus 11 negotiators
- K-9 – 4 dogs and handlers
- Traffic Unit
- CRASH Team (accident reconstruction)

- Criminal Impact Unit
- School Resource Officer Program
- Neighborhood Enforcement Team
- District One – Downtown substation and unit
- Member of the Northern Colorado Drug Task Force
- Member of the Larimer County Bomb Squad

Hiring and Promotional Requirements

Prior to being hired, prospective FCPS officers must be at least 21 years old and be a U.S. citizen, possess a valid driver's license, must have completed at least 60 semester hours of college, have no marijuana use in the last 3 years and no hard drug use after age 25.

Requirements for advancement within the FCPS include five years of service and successful completion of a promotional process for the Sergeant position, a Bachelor's Degree and successful completion of a promotional process for the Lieutenant position, and a city residence, and successful interview process with the Executive Staff for the Deputy Chief position.

Report Methodology

The Cities of Loveland and Fort Collins wish to investigate the feasibility of constructing and operating a regional training campus for the delivery of law enforcement training to its uniformed staff. This report evaluates the existing training conditions, resources, and equipment of Loveland and Fort Collins and reviews existing training requirements, including student population size, detailed course titles, and course lengths.

IBG has conducted its research adhering to the following guidelines as prescribed by the Partners:

- Existing training methods will be reviewed.
- The need and cost to develop a stand-alone Training Campus for LPD and FCPS personnel as its first priority will be evaluated.
- Any new training facilities that may be considered should be designed to help personnel meet all federal, state, and local compliance guidelines.
- All training equipment under consideration for a new training campus will be of the latest technology and design. Also, all facilities considered will meet current codes and the Americans with Disabilities Act (ADA) where required.
- All training equipment and facilities considered in this report will adhere to the following priorities:
 - Reliability
 - Functionality
 - Longevity
 - Safety
- Partnerships or external relationships (with users other than LPD and FCPS) will be considered. These options will be considered only after all the needs of the Partner agencies have been met.
- This report considers the training needs of mainly uniformed sworn personnel. Legally required hands-on training and job skills training are specifically identified. Basic administrative staff training such as computer skills was not considered within the scope of this report.

PROJECT TEAM

LPD, FCPS and other city senior staff were made available to BWG/IBG and provided guidance for this report. These personnel are referred to as the “Project Team.” The Project Team provided data on existing training facilities, curricula, and student population.

Personnel assigned to the project were:

City of Loveland

- Luke Hecker – Police Chief
- Phil Metzler – Police Sergeant
- Ken Cooper – Facilities Operations Manager

City of Fort Collins

- John Hutto – Police Chief
- Jim Szakmeister – Deputy Chief (retired)
- Cory Christensen – Deputy Chief
- David Pearson – Police Lieutenant
- Mike Trombley – Police Lieutenant

Independent Project Management

- William Welch – Wm. T. Welch Company, LLC

IBG conducted interviews with the staff listed above. The purpose of this interaction was to gain an understanding of the project needs and desired outcomes. These interviews focused on subjects such as changes in staffing, organizational structure, existing conditions, training philosophy, future organization growth factors, and potential efficiencies. Project Team Members visited three training centers.

Figure 1—Project Team Planning Session



NEEDS ASSESSMENT METHODOLOGY

IBG used its “Needs Assessment Generator Tool”⁵ to capture the training needs of the Partners. The tool compiles training class data gathered by IBG through interviews with Project Team members. The tool is written in Microsoft Excel file format. Each training class entered into the Needs Assessment Generator Tool is analyzed using the criteria shown below (Note – left column shows criteria gathered for each class; the other columns are examples):

Table 3—Class Analysis Criteria

| Class Name | Mobile Field Force | Trends In Technology |
|--|---------------------------|-----------------------------|
| Partner | LPD | FCPS |
| Division: Within each Partner | SWAT | In-Service |
| Justification: What is the legal or procedural requirement for this class | Police/Procedure | Training SOP |
| Training Category: Class priority | 1 | 2 |
| Class Length: In hours | 5 | 10 |
| Typical Class Size: Students per class | 30 | 25 |
| Frequency: How many times a student will take a specific class in a one-year period. | 1 | 1 |
| Recertification: How often a class is required? | annually | annually |
| Annual Students: Total number of students taking a class. | 30 | 200 |
| Total Class Hours Per Year: Total class contact hours in a one year period. | 150 | 2000 |
| Total Class Sessions Per Year: Math calculation, total students per year divided by class size. | 1 | 8 |
| Number of Instructor Hours: Math calculation, total of class hours multiplied by number of class sessions. | 18 | 12 |
| Classroom Type: The type of classroom or area required to deliver the class. | Clean Classroom | Clean Classroom |

The complete list of training classes by name for each agency may be found in Appendix A.

⁵ Needs Assessment Generator Tool - <http://www.theinteractgroup.com/report.html>

Overview of Existing Training Conditions

The LPD and FCPS each place a high level of importance on ensuring that their personnel are well-trained and prepared to protect those they serve. Currently, neither city has a training campus at which its police officers can accomplish the training they need at a level they desire. Loveland and Fort Collins first responders train at different locations both within and outside of the city and many of these training venues are controlled by other entities. The disparate locations do not support a safe, secure, and consistent approach to training nor do they further the concept of realistic, scenario-based multi-discipline training efforts.

Due in large part to the lack of dedicated training campuses in their cities, both agencies struggle to meet their standards in training proficiency. LPD and FCPS Training Staff continually strive to meet their respective training goals, but on occasion fall short without having access to a local, dedicated, comprehensive training campus. After a detailed review of the Partners' training needs (see the Training Needs Assessment section of this report) IBG has confirmed that while much of needed training is being completed, some training is not being accomplished at the level desired by the Partners.

The following sections describe the existing training conditions for both agencies.

LOVELAND POLICE DEPARTMENT

The Professional Standards Unit (PSU) concentrates on in-service training for the entire department. Newly-hired personnel must possess Colorado POST certification when hired by the department. The recruit must attend and successfully pass the LPD eight-week, 320-hour "mini-academy" and four-month field training program.

In terms of in-service training, the department currently provides all police officers with a wide variety of didactic (classroom) and hands-on skills (field) classes, training exercises and drills. Colorado POST doesn't specify in-service training hours; all officers must meet the LPD's internal training calendar requirements. Scheduled training consists of coordinating available time slots internally and with outside agency facilities. Much of the in-service field training occurs at off-site locations due to a lack of suitable facilities in the city

Classroom Training

Classroom training is primarily conducted at the LPD station on East 10th Street. Classroom facilities include a 40-person training room on the second floor and a 115-person conference

room on the first floor; the larger room is in an unsecured part of the police station. The department hosts regional specialized training classes at these classrooms from time to time, bringing in outside instructors and charging a fee to outside agencies. These classrooms are currently meeting LPD's needs.

Field Training

Hands-on field training is conducted at numerous locations both inside and outside the city. In some cases, officers must travel an appreciable distance outside the city to attend the training.

SWAT Team Training

The LPD SWAT Team uses training facilities at Ft. Carson in Colorado Springs, Colorado for one week each summer. It is a simulated urban environment (Sim City) consisting of multiple buildings and roadways. Structures are provided for building clearing and one is used as a live shoot house. This environment allows officers to negotiate multiple structures to simulate active killer (schools, businesses, and residences), barricaded subjects, high-risk traffic stops and other high-risk, low-frequency police duties. Travel and preparation time to and from this site takes approximately 2 1/2 hours.

In addition to Fort Carson, the Team also trains at various publically and privately-owned locations in the city, such as public schools.

SWAT Team Training Issues and Concerns:

The LPD has identified some issues and concerns regarding the facilities currently being used by the SWAT Team. Those include:

- Logistics and cost associated with training at Fort Carson. Although the Fort Carson facility provides valuable training opportunities for the SWAT Team, the financial and logistical impacts to LPD are significant. A detail of costs, staff hours and drive times are detailed in Appendix B. Providing similar scenario-based buildings and features at the proposed training campus would result in substantial cost savings with regard to their SWAT Team training.

Firearms Training

The LPD requires quarterly firearms qualifications for all sworn officers. SWAT Team members participate in 16 hours of firearms training per month. Most of the firearms training

and qualification takes place at a privately-owned 25-yard indoor range located within the city. The cost for the use of the private range is \$45,000 per year as specified in the written agreement. The department has also been using a publically-owned outdoor range located at the City of Loveland Chasteens Grove Water Treatment Plant (in an unincorporated area of Larimer County) for approximately 40 years. That facility is used primarily by the SWAT Team, although some qualification shoots are also done there. The range includes a 25-yard pistol area, 50-yard rifle area with platform, and a 300-yard sniper rifle area with platform. Use of the facility is controlled by the City through an Inter-Governmental Agreement (IGA).

Firearms Training Issues and Concerns:

The LPD has identified some issues and concerns regarding its current firearms training facilities. Those include:

- Scheduling and competing for range time at the privately-owned facility. The LPD is one of many customers and does not have exclusive access to the range. For this reason, not all qualification shoots can be accommodated at the indoor range and must be done at the outdoor range, which is less desirable.
- The private range is strictly used for qualification shoots involving 25-yard straight-lane targets. It cannot be used for any realistic, scenario based training.
- The outdoor range at the water treatment plant has been the subject of ongoing complaints regarding noise generated by firearms training. Residents in the area have taken their concerns to the Loveland City Council in the past.
- Travel time to the outdoor range is approximately 20 minutes each way. This travel takes away from the actual firearms training time available to each officer who must drive there.

Emergency Vehicle Operations Course Training

The LPD schedules its officers for Emergency Vehicle Operations Course (EVOC) training on a regular and recurring basis. Although Colorado POST does not specify in-service EVOC training requirements, the department uses POST-approved EVOC maneuvers for its officer training, with an emphasis on backing maneuvers. This training is conducted at the Loveland Fire Rescue Authority fire training area within the city. EVOC driving is completed on an open, paved area that's approximately 70,000 square feet in size.

EVOC Training Issues and Concerns:

The LPD has identified some issues and concerns regarding its current EVOC training facility. Those include:

- Inability to perform driving maneuvers at proper speeds. Proper EVOC training requires officers to perform maneuvers at various speeds that are encountered in the field during day-to-day operations. The open, paved area at the Loveland Fire Rescue Authority fire training area will only allow speeds not to exceed 35 mph for a maximum of 250 feet. That speed and distance is not consistent with adequate EVOC driver training.
- Scheduling training time at a facility owned and operated by a different public agency. Various scheduling issues have developed from time to time which has hampered the department's ability to complete all of its desired EVOC training in a timely manner.
- Set-up and tear-down time. Given that the EVOC training is done on an open, paved, multi-use area and not on a fixed driving course, training personnel must set-up the various driving course configurations each time the training area is used and then take it down at the conclusion of the day's training. This procedure results in substantial staff hours allocated to this process.

Arrest Control and Defensive Tactics Training

The LPD currently conducts its Arrest Control and Defensive Tactics training in a remodeled basement storage area within the police station building. This room is meeting the minimum needs of the department; however, if the proposed training campus included a dedicated area for this type of training, it could be designed to accommodate a desired level of 15 people at any given time. Also, the room currently being used at the police station building could revert back to a much-needed storage area.

K-9 Training

The LPD currently conducts its K-9 training at its K-9 facility located on an undeveloped portion of the police station property. While not ideal, it is meeting the minimum needs of the department.

FORT COLLINS POLICE SERVICES

The Professional Standards Unit concentrates on in-service training for the entire agency. FCPS hires both Colorado POST-certified individuals and individuals who are not POST-certified. Non-certified new-hires must attend an 820-hour POST academy. All new recruits must also successfully pass an eight-week, 320-hour in-house “mini-academy” and four-month field training program. Due to the high demand for suitable training locations in the city, FCPS struggles to reserve on-site facilities to run its mini-academy.

In terms of in-service training, the agency currently provides all police officers with a wide variety of didactic (classroom) and hands-on skills (field) classes, training exercises and drills. Colorado POST doesn’t specify in-service training hours; all officers must meet the FCPS internal training requirements. Scheduled training consists of coordinating available time slots internally and with outside agency facilities.

Classroom Training

Classroom training is primarily conducted at the FCPS building on Timberline Road. Classroom facilities include a 75-person tiered community room (which is in an unsecured part of the building), a 40-person EOC/classroom, and a 20-person conference room located on the 3rd floor. The agency hosts regional specialized training classes at these classrooms from time to time, bringing in outside instructors and charging a fee to outside agencies.

Field Training

Hands-on field training is conducted at numerous locations both inside and outside the city. In some cases, officers must travel a fairly long distance outside the city to attend the training.

SWAT Team Training

The FCPS SWAT Team has an aggressive annual training schedule and relies on several training facilities located outside of the city to accomplish its specialized training. Those include the Larimer County Sheriff’s Office outdoor shooting range (30 minutes driving time each way), the Pawnee Sportsman’s Center (one hour driving time each way), the Cheyenne (Wyoming) Police Department shooting range and live-shoot house (one hour driving time each way), and the Poudre Fire Authority training center.

The Team also trains at various publically and privately-owned locations in the city, such as public schools.

SWAT Team Training Issues and Concerns:

FCPS has identified some issues and concerns regarding the facilities currently being used by the SWAT Team. Those include:

- Logistics and cost associated with training at various locations outside of the city. Although those facilities provide reasonable training opportunities for the SWAT Team, the financial and logistical impacts to FCPS are significant. A detail of costs, staff hours and drive times are detailed in Appendix B. Providing similar scenario-based buildings and features at the proposed training campus would result in substantial cost savings with regard to their SWAT Team training.

Firearms Training

FCPS requires all sworn officers to qualify quarterly with each registered handgun and twice a year with their rifles. The maximum qualification distance with a handgun is 25 yards; the rifle distance is 75 yards. Officers train out to 50 yards with the handgun and 200 yards with the rifle. During training, officers regularly shoot at 100 yards with the rifle. The qualification criteria for both handgun and rifle vary and are based on training skills. Additional training requirements include:

- Ability to engage multiple targets
- Ability to shoot in different directions (270 degrees +)
- Dynamic drills that involve movement of officers
- Use of simulated cover and concealment
- Deployment of weapons from vehicles
- Use of moving targets
- Decision-maker simulator
- Training of concealed carry
- Improvised shooting positions
- Transitioning to other force options

Most of the firearms training and qualification takes place at the Fort Collins Police Indoor Range, which is located in Fort Collins approximately five minutes from the Police Services Building. This facility was originally built as a privately-owned shooting range and was purchased by the City in 1990. It has 12 shooting lanes of a maximum distance of 73 feet. The building also has one

Figure 2—Ft. Collins Police Indoor Range



classroom adjacent to the range, an office/armory, and a target/ammunition storage area. The range and classroom cannot be used simultaneously due to the noise from the range. FCPS does have written agreements with other law enforcement agencies in the area which allow them to use the shooting range. There has been a significant increase in the demand for use of the range over the twenty-four years that it has been owned by the City. During that period, FCPS staff has nearly doubled in size, from 105 sworn officers in 1990 to 198 today.

FCPS also contracts for the use of a privately-owned outdoor range known as the Pawnee Sportsman's Center. It is located in Weld County approximately 40 miles from the Police Services Building in Weld County. The Center has several ranges; typically FCPS uses either the 100 yard rifle range (which has about 35 shooting positions) or one of the 50 yard "tactical" ranges (which has 12 to 14 shooting positions). All of these are three-sided dirt berm ranges.

Firearms Training Issues and Concerns:

FCPS has identified some issues and concerns regarding its current firearms training facilities. Those include:

- Age and condition of the indoor shooting range. The building and range is now approximately 24 years old and it's in need of maintenance. The backstop is in need of replacement and the air filtration system is also original to the facility and is in need of repairs.
- The shooting portion of the range has a limited number of lanes, which can create significant downtime during qualifications and training.

- Frangible, lead-free ammunition is required to be used at the indoor range, which increases the cost of training at the facility.
- Travel time to the outdoor range is approximately one hour each way. This travel takes away from the actual firearms training time available to each officer who must drive there and adds to the cost of firearms training
- FCPS has a written annual agreement with the owners of the private outdoor range and must budget funds to pay for the use of the facility. These funds could be redirected to the proposed training campus

Emergency Vehicle Operations Course Training

FCPS schedules its officers for Emergency Vehicle Operations Course (EVOC) training on a regular and recurring basis. Although Colorado POST does not specify in-service EVOC training requirements, the agency uses POST-approved EVOC maneuvers for its officer training. This training has been conducted at numerous publically and privately-owned locations within and outside the city; none of the locations are specifically designed for driver training. Locations used in the past include parking lots, Loveland Dog Track, H.P., Foothills Fashion Mall, and airport runways at the municipal airport and CSU Christman Field. Typical travel times from the Police Services Building to these locations are 20 to 30 minutes.

EVOC Training Issues and Concerns:

FCPS has identified some issues and concerns regarding its EVOC training. Those include:

- The lack of a consistent location to conduct EVOC training.
- Inability to perform driving maneuvers at proper speeds. Proper EVOC training requires officers to perform maneuvers at various speeds that are encountered in the field during day-to-day operations. The publically and privately-owned locations used in the past by the agency do not permit at-speed maneuvers. Often, space limitations prevent the set-up of a complete driving course.
- Scheduling training time at a facility owned and operated by different private and public entities. Various scheduling issues have developed frequently, which has hampered the agency's ability to complete all of its desired EVOC training in a timely manner. Essentially, FCPS has been at the mercy of the various owners of the property they use for their EVOC training. In fact, none of the locations that have been used in the past are currently available, requiring the agency to put its EVOC training on hold.

- Set-up and tear-down time. EVOC training that is done at open, paved, multi-use areas and not at dedicated driving courses requires repetitive course set-up and tear-down. This procedure results in substantial staff hours allocated to this process.
- In general, there are restrictions on the driver training at these locations which creates unrealistic environments for officers to train in. EVOC training for 2013 and in the future has been negatively-affected due to the lack of adequate EVOC facilities in the region.

Arrest Control and Defensive Tactics Training

FCPS currently conducts its Arrest Control and Defensive Tactics training in a defensive tactics room located in the Police Services Building. It provides a workout area along with a classroom that can be converted to additional mat area as needed. The defensive tactics room is approximately 2,800 square feet. This room is meeting the minimum needs of the agency, however, it is steadily outgrowing it.

Training Needs Assessment

The following tables outline the detailed training requirements of the Project Partners. The needs assessment incorporates LPD's current staff of 95 sworn police officers and FCPS's current staff of 198 sworn police officers. Most training classes are conducted on an annual basis. This study has analyzed each Partners' training class needs and determined that collectively they conduct almost 123,000 training contact hours per year.

Table 4—Annual Training Hours by Division

| Summary of all Class Hours By Department, by Division | |
|--|---------------------------------------|
| | Total Class Hours Per Year |
| Fort Collins | 86,286 |
| In-service | 14,975 |
| Firearms | 14,088 |
| Driving | 3,120 |
| FTO | 2,205 |
| SWAT | 15,410 |
| Negotiators | 180 |
| DT | 22,148 |
| New Hire | 14,160 |
| Loveland | 36,617 |
| In-service | 4,864 |
| Firearms | 7,999 |
| Driving | 3,950 |
| FTO | 60 |
| SWAT | 6,460 |
| DT | 3,008 |
| New Hire | 7,576 |
| K-9 | 2,700 |
| Grand Total | 122,903 |

A complete listing of all classes by agency, by name and department is located in Appendix A.

Additional training hours have been identified and they are included in the "Outside Users" and "Revenue Opportunities" sections of this report. They are represented in the three categories as followings:

- 1. Training Campus Classes** – Classes hosted by the Partners at the Training Campus and generally delivered by outside instructors. Attendees would pay a course fee.

- 2. Outside User Classes** – Classes generally delivered by the Partner training staffs at the Training Campus. Attendees would pay a course fee.
- 3. Classroom and Training Prop Rental** – Outside User departments would use training space and props at the Training Campus and pay a “rental” fee. Generally, the Outside User would provide their own instructors.

TRAINING CLASS DETAIL

Each class was categorized based on the Partners’ current level of training as previously defined in the Report Methodology section; following is the definition of each training category:

- **Category 1**— Training required by law (federal, state) or department policy. Also, training required to safely operate equipment that is needed to carry out a person’s job assignment. This required training is being carried out but often at a minimum level due to the lack of facilities. Training in this category is not being performed to the satisfaction of the department’s expectations.
- **Category 2**—Training required by law and a person’s job assignment (same as above). This required training is being carried out to a satisfactory level of competence.
- **Category 3**—Desired training. Training the department would like to perform, but due to lack of facilities, is not being carried out. This training includes employee basic work skills.
- **Category 4**—Career development skills training. Training to advance the career growth of an employee.

Table 5 illustrates the total training hours and percentage of all training hours by categories. It is interesting to note that 48% of LPD and 43% of FCPS training hours are in Category 1, which is training that is not currently being performed in adequate facilities. Also, 8% of LPD and 7% of FCPS training hours are in Category 3, which is desired training that is not being conducted due to a lack of facilities.

Table 5—Summary of Training Categories

| Training Hours by Category | | | | | | |
|---|----------------------------|-------------------|------------------------|-------------------|--------------------|-------------------------|
| | Fort Collins Police | % of Total | Loveland Police | % of Total | Total Hours | % of Grand Total |
| Category 1 – required training being carried out but often at a minimum level due to the lack of facilities | 36,839 | 43% | 17,403 | 48% | 54,242 | 44% |
| Category 2 – required training being carried out to a satisfactory level of competence | 42,962 | 50% | 16,398 | 45% | 59,360 | 48% |
| Category 3 – training the department would like to perform but, due to lack of facilities, is not being carried out | 6,165 | 7% | 2,816 | 8% | 8,981 | 7% |
| Category 4 – Career development skills training | 320 | 0% | 0 | 0% | 320 | 0% |
| Total Hours | 86,286 | 100% | 36,617 | 100% | 122,903 | 100% |

CLASS-SPACE NEED CALCULATION

Using the information presented in the training needs assessment (Tables 4 and 5) as a baseline, a class-space need calculation was developed to establish the number of classrooms required to meet the demands identified in the needs assessment. The classroom calculation is based on the following weekly training schedule:

- Typical training schedule: Monday – Friday, 14-hour training day, 8:00 A.M. to 10:00 P.M. (includes facility preparation, breaks, 1-hour lunch break, and cleanup)

Each training day is divided into segments. A segment is typically 5 hours in length and is based on 4 hours of instructor-student contact time and 1 hour for setup/teardown. The total segment opportunity per classroom calculation is therefore based on the following:

- 3 segments per day, Monday – Friday; 15 segments per week
- 48 weeks of training per year
- 720 total annual segments available per classroom; using an 80% efficiency factor (consideration for makeup's and rescheduling) brings the total number of segments per year, per classroom to 576.

Table 6—Space Need Calculation

| Space Need Calculation | |
|---|-------------|
| DEFAULT SOURCE DATA | |
| Monday- Friday | |
| Training Day (hrs.) | 14 |
| Start Time | 8:00 AM |
| End Time | 10:00 PM |
| Segment Length (hrs.) | 5 |
| Segments Per Day | 3 (rounded) |
| Max Segments Per Week | 15 |
| Training Weeks Per Year | 48 |
| Max Segments Per year | 720 |
| Real Training Efficiency Percent | 80% |
| Usable Segments Per Year (@ 80% efficiency) | 576 |

The following table summarizes the annual total training segments and establishes the type and minimum number of classrooms needed to meet the requirements determined in the training needs assessment.

Table 7—Annual Training Hours by Classroom Type

| Classroom Data From the Needs Assessment Database | | | |
|--|----------------------------------|---|---|
| Classroom Type | Total Hours Used Per Year | Hours Per Segment = 5; Segments Per Year = 576 | Number of Classroom Needed Per Year(roundup) |
| Clean Classroom Number 1 - Capacity 25 | 7,928 | 1,586 | 3 |
| Clean Classroom Number 2 - Capacity 25 | - | - | 0 |
| Hours Practical Classroom Capacity 40 | 148 | 30 | 0 |
| Mat Training Room | 1,994 | 399 | 1 |
| Exterior Pavilion Classroom | 4,941 | 988 | 2 |

TRAINING PROP EFFICIENCY

The following table illustrates the demand for facility training props. The percentage of use is based on previously established hours and the corresponding training segments.

Reminder: The Annual Utilization Percentage below is based on training segments. A segment is a 5 hour block of time with 576 segments available each year (see the Space Need Calculation methodology in Table 6 above).

Table 8—Annual Prop Use by Hours

| Annual Hours and Percentage of Prop Use | | | | | |
|---|--------------------|----------------|---------------------------|---------------------------------|--------------------------|
| Prop Name | Fort Collins Hours | Loveland Hours | Total Hours Used Per Year | Total Segments Used by Partners | Percentage Used Per Year |
| Driving Pursuit Speed Track | 107 | 230 | 337 | 67 | 12% |
| Driving Street Grid | 276 | 417 | 693 | 139 | 24% |
| Driving Skid Pad | 38 | 208 | 246 | 49 | 9% |
| K9 Training Area | - | 299 | 299 | 60 | 10% |
| Scenario Village | 936 | 289 | 1,225 | 245 | 43% |
| Pistol Range | 967 | 606 | 1,573 | 315 | 55% |
| Rifle Range | 803 | 725 | 1,528 | 306 | 53% |
| Sims / Shoot House | 86 | 444 | 530 | 106 | 18% |
| Obstacle Course | 326 | - | 326 | 65 | 11% |
| Mat Training Room | 1,420 | 254 | 1,674 | 335 | 58% |
| Clean Classroom Number 1 | 4,377 | 2,191 | 6,568 | 1314 | 100+% |
| Practical Classroom Capacity | 148 | - | 148 | 30 | 5% |
| Exterior Pavilion Classroom | 2,237 | 1,152 | 3,389 | 30 | 5% |

The reason for illustrating the number of training hours is to show that, although all props are essential for the successful completion of the required training at one time or another, some are in very high demand and are used extensively and others are used less frequently. Those in high demand, such as Clean Classroom 1, have very little excess capacity and therefore may be available to outside users only on a limited basis. Likewise, it identifies those props that have excess capacity (such as driving skid pad), meaning that the Partners do not use the prop all of the time. In those cases that particular prop may be reserved for future expansion or made available to outside users more frequently.

DETAIL OF RANGE CLASSES BY PARTNER

As illustrated in the table above the shooting ranges (both 50 yard pistol and 100 yard rifle) are the two most-used training props at the facility; they are also among the most expensive

to build and maintain. Due to the high cost and critical need for the ranges, the following tables show a breakdown of the ranges by Partner, by class size and number of sessions per year.

Table 9—Breakdown by Partner, 50 Yard Pistol Range

| Pistol Range Classes by Name | | | |
|---|---------------------------|--------------------------------|---------------------------|
| | Typical Class Size | Class Sessions Per Year | Hours Pistol Range |
| Fort Collins | 326 | 195 | 967 |
| Citizen's Academy | 30 | 1 | 2 |
| FTO Phase Training | 10 | 6 | 6 |
| Handgun Instructor Class | 10 | 1 | 30 |
| Handgun Orientation | 6 | 2 | 6 |
| IALEFI Instructor Development Course | 25 | 1 | 6 |
| Individual Coaching | 1 | 30 | 90 |
| In-house Advanced Handgun | 20 | 2 | 12 |
| In-service Handgun Qual/Training | 22 | 19 | 95 |
| In-service Rifle Training/Handgun Qualification | 22 | 19 | 57 |
| Less Lethal | 15 | 15 | 135 |
| Less Lethal Class | 25 | 1 | 8 |
| Make-up Qualification | 3 | 24 | 72 |
| Pepper Ball | 27 | 4 | 16 |
| Remedial Training | 1 | 24 | 72 |
| SAGE | 27 | 4 | 16 |
| Skills Academy | 10 | 4 | 160 |
| Skills Academy Combat Handgun | 10 | 2 | 74 |
| Skills Refresher During Academy | 10 | 4 | 12 |
| Sustainment Handgun | 12 | 18 | 72 |
| Team Meetings/Instructor Preparation | 20 | 12 | 24 |
| Youth Police Academy | 20 | 2 | 2 |
| Loveland | 50 | 136 | 606 |
| Firearm Repair and Test Fire | 2 | 3 | 6 |
| Firearms Handgun Training and Qual | 15 | 13 | 39 |
| Firearms Pre-Service Training and Qual | 4 | 12 | 288 |
| FTO Scenario Training | 4 | 3 | 15 |
| Skills Sustainment | 5 | 93 | 186 |
| Tac Shooting | 20 | 12 | 72 |
| Grand Total | 376 | 331 | 1,573 |

Table 10—Breakdown by Partner, 100 Yard Rifle Range

| Rifle Range Classes by Name | | | |
|---|---------------------------|--------------------------------|--------------------------|
| | Typical Class Size | Class Sessions Per Year | Hours Rifle Range |
| Fort Collins | 240 | 128 | 803 |
| Advanced School | 27 | 1 | 8 |
| Chemical Agents | 27 | 4 | 12 |
| Firearms Qualification/Training | 27 | 12 | 84 |
| IALEFI Instructor Development Course | 25 | 1 | 6 |
| In-service Rifle Qualification & Training | 22 | 19 | 114 |
| In-service Rifle Training/Handgun Qualification | 22 | 19 | 57 |
| Make-up Qualification | 3 | 24 | 72 |
| Rifle Instructor Class | 10 | 1 | 34 |
| Rifle Operator Class | 10 | 2 | 68 |
| Skills Academy | 10 | 4 | 160 |
| Sniper Training | 25 | 12 | 72 |
| Sustainment Rifle | 12 | 17 | 68 |
| Team Meetings/Instructor Preparation | 20 | 12 | 48 |
| Loveland | 53 | 164 | 725 |
| Firearms Pre-Service Training and Qual | 4 | 12 | 192 |
| Firearms Remedial Handgun and Carbine | 4 | 10 | 80 |
| Firearms Rifle Training and Qual | 15 | 25 | 75 |
| Skills Sustainment | 5 | 93 | 186 |
| Sniper Shooting | 5 | 12 | 120 |
| Tac Shooting | 20 | 12 | 72 |
| Grand Total | 293 | 292 | 1528 |

Regional Training Needs

OUTSIDE USERS SURVEY

IBG developed an Outside Users Survey (with cover letter) that was emailed to 34 local law enforcement organizations. Names and email addresses of the entities were furnished by the Project Team. The actual email broadcast was conducted by IBG. Included in the survey email was the 7-page survey and a cover letter signed by Loveland Police Chief Luke Hecker and Fort Collins Police Chief John Hutto. Two email broadcasts were completed; the first around January 24, 2014 and a follow-up to non-respondents around two weeks later. Response to the survey was excellent, with a 74% return rate. The survey-supportive documents may be found in Appendix C. They include:

- Survey cover letter
- Blank survey
- Survey contact list

The following is the survey mailing summary:

- Total surveys emailed = 34
- Total surveys returned = 25
- Response percentage = 74%

Table 11—List of Survey Respondents

| List of Survey Respondents | | |
|-------------------------------|-----------------|-----------------------|
| Agency | Contact Name | Title |
| Frederick Police Department | Gary Barbour | Chief |
| Platteville Police Department | Michael F. Root | Chief of Police |
| Estes Park Police | Wes Kufeld | Chief of Police |
| Johnstown Police | Brian Phillips | Chief |
| Colorado Parks and Wildlife | Larry Rogstad | Area Wildlife Manager |
| Greeley PD | Jerry Garner | Chief of Police |
| Weld County Sheriff's Office | Jack McGrath | Undersheriff |
| Ault Police Department | Rich Strang | Chief |
| Berthoud Police Department | John J. Feyen | Interim Chief |
| Evans Police Department | Rick Brandt | Chief of Police |

| List of Survey Respondents | | |
|---|---------------------|-----------------------------------|
| Agency | Contact Name | Title |
| District Attorney, Eighth Judicial District | Clifford Riedel | District Attorney |
| Timnath Police Department | Sherri Wagner | Chief |
| Colorado State Patrol | Rob Marone | Captain |
| Colorado State University Police Department | Jason Meisner | LT |
| Dacono Police Department | Brian Skaggs | Chief of Police |
| 8th JD Probation | Chris Gastelle | CPO |
| Windsor Police Department | John E. Michaels | Chief of Police |
| Lafayette Police Department | Brian Rosipajla | Commander |
| Firestone Police Department | Alan Yoder | Training Sergeant |
| Division of Adult Parole | Jeff Geist | Manager |
| Aims Community College Police Academy | Sue Beecher | Academy Director |
| Milliken PD | Jim Burack | Police Chief & Town Administrator |
| Larimer County Sheriff | Justin Smith | Sheriff |
| Eaton Police Department | Arthur Mueller | Chief of Police |
| Federal Bureau of Investigation | Todd E Sandstedt | Supervisory Special Agent |

The survey results provided several data trends that will be helpful for planning the future of the training campus resources. A summary of the survey results follows.

1. "Would you consider sending staff to the Regional Public Safety Training Campus (Campus)?"
 - 20 respondents replied, **YES**
 - 1 respondent replied, **NO**

2. Respondents were asked their total staff size. The table below is the cumulative staff totals of all survey respondents.

Table 12—Total Staff Size

| Total Staff Size | | | | |
|-------------------------|---------------------------------------|---------------------------------------|--------------------------------|----------------------------------|
| | Full-Time Paid Law Enforcement | Part-Time Paid Law Enforcement | Reserve Law Enforcement | Volunteer Law Enforcement |
| Staff Size | 1,320 | 21 | 84 | 85 |

- Based on the organization type; “If you are willing to pay a reasonable fee for the use of the facility, and if the following classes were held, please indicate approximately how many students you would send to the facility for each class (if any). If you would not send students to a particular class, please leave the box blank.”

Table 13—Most Desired Law Enforcement-Related Classes by Outside Users

| Law Enforcement Classes | | | |
|---------------------------------|------------------------------------|--|---|
| Law Enforcement | Number of Students Per Year | Number of Students Every Other Year | Number of Students Every Once in a While |
| Accident Investigation | 21 | 15 | 11 |
| Active Shooter Course | 143 | 15 | 179 |
| Building Searches | 120 | 84 | 103 |
| Crime Scene Investigation | 46 | 27 | 46 |
| Criminal Investigations | 80 | 25 | 68 |
| Defensive Tactics | 78 | 96 | 92 |
| Drill Tower Rappelling | 11 | 11 | 12 |
| Explosive Devices | 16 | 12 | 19 |
| Explosive Ordinance Disposal | 10 | 10 | 11 |
| Firearm Instructor School | 21 | 20 | 26 |
| First Aid/CPR | 53 | 33 | 117 |
| Force Options Shooting | 47 | 18 | 77 |
| Incident Command System | 31 | 17 | 53 |
| Instructor School | 5 | 26 | 5 |
| Internal Affairs Investigations | 10 | 8 | 9 |
| Interview/Interrogation | 59 | 23 | 54 |
| K9 Training | 2 | 0 | 2 |
| Leadership School | 28 | 10 | 16 |
| Less Lethal/Taser | 63 | 7 | 12 |

| Law Enforcement Classes | | | |
|---|------------------------------------|--|---|
| Law Enforcement | Number of Students Per Year | Number of Students Every Other Year | Number of Students Every Once in a While |
| Live Fire Shoot House Simunition | 147 | 3 | 86 |
| Mobile Field Force/Riot Control | 63 | 2 | 20 |
| Officer Survival | 79 | 5 | 135 |
| Simulated City For Street Training Exercises | 118 | 15 | 0 |
| SWAT Course | 9 | 4 | 6 |
| TOTAL | 1,260 | 486 | 1159 |
| NOTE: Additional students were identified in the driving and shooting questions below | | | |

4. Please add any additional classes not listed above that would be beneficial to your organization.

Table 14—Additional Law Enforcement Classes or Comment

| Additional Classes or Comment |
|---|
| CIT |
| Advanced 1st aid |
| Numbers of students are not being identified as establishing training for profit would not be acceptable. You need to define reasonable fees. |
| Clery 2. Title IX |
| Regarding all of the categories above, the numbers I indicated would attend are very approximate. For us, the fact is we may send officers to a significant variety of training topics covered above but we really wouldn't know until each years was upon us and we were able to evaluate training needs at that time. |

5. If the following facilities were available for use for a reasonable fee please complete as appropriate.

Table 15—Facilities Needed Outside Users' Preference of Facilities

| Interest In Renting Facilities | | |
|---------------------------------------|-------------------------|---|
| Facility Type | Needed Per Month | Days Per Year (Less Than 15 Days Per Year) |
| 25-Person Capacity Classroom | 0 | 22 |
| 30-Person Capacity Classroom | 0 | 9 |
| 40-Person Capacity Classroom | 0 | 8 |
| 75-Person Capacity Classroom | 2 | 7 |
| Driver's Simulator | 4 | 16 |
| EVOG Area - Skid Pad | 4 | 15 |
| EVOG Area - Street Grid | 0 | 18 |
| EVOG Area - Pursuit/Speed Track | 0 | 33 |
| K9 Outdoor Agility Course | 0 | 0 |
| Simulated City Streets | 0 | 12 |

6. When asked to rate their preferred times for access hours to the training facility – 1 being the highest rating and 3 the lowest – respondents answered with the following ratings:

Table 16—Preferred Training Times

| Preferred Training Times | Selection | Weighted Score | Distributed Percentage |
|---------------------------------------|------------------|-----------------------|-------------------------------|
| Monday through Friday - Days | | 63 | 44.68% |
| 1st Choice | 17 | | |
| 2nd Choice | 4 | | |
| 3rd Choice | 4 | | |
| Monday through Friday - Nights | | 41 | 29.08% |
| 1st Choice | 3 | | |
| 2nd Choice | 14 | | |
| 3rd Choice | 4 | | |
| Saturday/Sunday - Days | | 37 | 26.24% |
| 1st Choice | 5 | | |
| 2nd Choice | 6 | | |
| 3rd Choice | 10 | | |

7. “The facility plans topic-specific seminars with expert guest speakers, lasting one to five days. Would you find these events beneficial? If yes, please provide any recommended topics.”

- 19 Respondent replied **YES**
- 1 respondent replied **NO**

Table 17—Suggested Seminar Topics

| Suggested Seminar Class Topics | |
|---------------------------------------|-------------------------------------|
| Active shooter response | Gang information |
| Active shooter training | Human trafficking interdiction |
| ARIDE Training Emergency Management | ICS series training |
| Boating and recreational topics | Incident Command Structure |
| Bold Patrol | Instructor certification Taser |
| Budgetary issues for small agencies | Interrogation SFST |
| CIT training | Interview/interrogation |
| Community Oriented Policing | Investigations Procedures |
| Compstat for smaller agencies | Legal updates |
| Computer forensics | Line supervision |
| Constitutional Law Interview | LPO |
| Crime Scene Management | Major Crime Investigations |
| Crime scene processing/photography | Neighborhood Policing Techniques |
| Crisis intervention | Officer Safety/Survival |
| Crimes Against Children | Cyber Crime |
| DA updates | Patrol tactics |
| Defensive Driving | Policy Liability |
| Drug Interdiction | Professional development |
| Drug trends | Pursuit driving |
| DUI training and cert | Re-certification for Taser |
| Equipment Acquisition and Sources | Regional intel |
| EVOC Instructor | Safety issues |
| Executive Development | Search and seizure law and updates |
| Field Evidence Technician | Searches |
| Firearm training | Supervisory and Leadership Programs |
| First aid | Traffic accident investigation |
| First-line supervision | Train the trainer |
| Forensics updates | UC safety |
| FTO | Wildlife law |

8. Would your organization consider participating in the design or donation of specialized training props?

- 11 respondents replied **YES**
- 9 respondents replied **NO**

Table 18—Comments

| Comments, Help and Equipment |
|--|
| Simunitions and Airsoft equipment |
| Red Man suit |
| Striking bags |
| Blue plastic inert weapons |
| It depends on the training and what we may have available at the time. Other entities may have access to better equipment and resources than the smaller agencies. |
| Estes Park would be happy to assist in any way to construct, build or donate anything to contribute to this outstanding opportunity. |
| Wildlife parts and mounts and items related to hunting, fishing and outdoor recreation |
| Shot house Driving track Firearms range |
| The FBI would be in a position to discuss and support the donation of specialized props on a case by case basis. Caveat. That is something I would have address with executive management in our division. |

9. For a reasonable fee, would you consider sending students to the campus for driver training?

- 20 respondents replied **YES**
- 4 responded **NO**

Table 19—Number of Driving Students

| Total Students By Type | | | |
|-------------------------------|-----------------------------|-------------------------------------|--|
| | Number of Students Per Year | Number of Students Every Other Year | Number of Students Every Once in a While |
| Full Motion Driving Simulator | 271 | 36 | 33 |

| Total Students By Type | | | |
|--|------------------------------------|--|---|
| | Number of Students Per Year | Number of Students Every Other Year | Number of Students Every Once in a While |
| Low Speed Road Course (20 mph max.) | 316 | 46 | 53 |
| Skid Pad (Skid Recovery Pad) | 388 | 51 | 53 |
| Skills Pad - Backing, Serpentine Maneuvering | 431 | 46 | 53 |
| High Speed Road Course | 405 | 30 | 118 |

10. For a reasonable fee, would you consider sending students to the campus shooting range?

- 50 Yard Pistol Range
 - 19 respondents replied **YES**
 - 5 respondents replied **NO**
- 100 Yard Rifle Range
 - 15 respondents replied **YES**
 - 7 respondents replied **NO**

11. Please enter your department's/organization's shooting qualifications:

Table 20—Number of Shooting Students

| Total Students By Type | | | |
|-------------------------------|------------------------------------|-----------------------|--------------------------------|
| | Number of Officers Annually | Times Per Year | Total Students Per Year |
| Officers - Pistol | 498 | 41 | 20,418 |
| Tactical Team - Pistol | 37 | 7 | 259 |
| Officers - Rifle | 193 | 31 | 5,983 |
| Tactical Team - Rifle | 37 | 8 | 296 |

12. If you use a range other than your own, what and how are you charged?

Table 21—Current Charges and Fees

| Comments |
|--------------------------------------|
| \$500 / Five hours |
| \$100 / Department |
| \$500 / Yearly |
| \$100/Session which can last all day |

13. May we contact you directly for any additional questions or follow-up clarifications?

- 25 respondents replied, **YES**
- 0 respondents replied, **NO**

The survey-supportive documents and detail results may be found in Appendix C.

FOCUS GROUP MEETING

IBG conducted one focus group meeting. The purpose of the meeting was to exchange ideas and information concerning training needs, current training conditions, existing training facilities, additional training facility needs, the training budget environment and vision for the Regional Training Campus. Attending the focus group meeting were key area law enforcement professionals concerned with workforce training and education within their respective organizations. The meeting was hosted by the LPD and FCPS and held on March 6, 2014 at the Loveland Police Courts Building. The following section summarizes the findings from the Focus Group meeting.

Attendees included representatives from the following organizations:

- Weld County Sheriff’s Office
- Frederick Police Department
- Johnstown Police Department
- Colorado State University Police Department
- Colorado Department of Corrections
- Colorado Department of Corrections Division of Adult Parole
- Federal Bureau of Investigations

- Colorado Parks and Wildlife
- Greely Police Department
- Larimer County Sheriff's Office

The focus group encouraged open and lively discussion while following the agenda below

Figure 3—Focus Group Agenda

Regional Training Campus
FOCUS GROUP MEETING AGENDA
HOSTED BY LOVELAND POLICE DEPARTMENT &
FORT COLLINS POLICE SERVICES
March 6, 2014 – 1:00 p.m. to 3:00 p.m.

- Introductions of all attendees
- Opening comments and the Training Campus Vision:
 - Police Chief Luke Hecker, LPD
 - Deputy Police Chief Jim Szakmeister, FCPS
 - Background and Vision – Ken Cooper, Loveland
 - Site Layout Overview – Mark Belford, Belford Watkins Group Architects, LLC
- Strategic and Business Plan Process
 - Overview of the Outside User Survey results – Bill Booth, Interact Business Group
- Focus Group Goals and Objectives. Why are we here? – Bill Booth
- What is the greatest need? How can the training campus support you?
- Needs, Cost, and Priority. If we build it will you come?
- What next? Is the Vision Realistic?
- What is needed to make it happen?

Focus Group Takeaways

The focus group followed the agenda format with Bill Booth of IBG “directing traffic” but not impeding the creative flow or content. The participants brought a variety of law enforcement backgrounds to the discussion. Their comments revealed many similar experiences and perceptions, although at times an issue applied to one person or department. After introductions and an overview of the Training Campus vision from Police Chief Hecker, Bill

Booth began the discussion by referring to the agenda items. Following are the specific comments and takeaways:

- **General Comments/Questions**

- Is this a “for sure” endeavor? [Chief Hecker indicated the Loveland City Council has allocated \$18.1M in the 10-year capital plan and Deputy Chief Szakmeister indicated the Fort Collins City Council is committed to the project. Of course nothing is guaranteed until final approval by both City Councils].
- Hours of operation was discussed. It was the consensus of those in attendance that 10:00 p.m. was the latest any agency would want to train.
- Any areas planned for explosives detonation? [Perhaps small charges for indoor breaching scenarios].
- There are two potential “deal breakers” – 1) Cost of using the campus; 2) Inability to be able to schedule time at the campus.
- Any plans to host a POST academy at the campus? [Yes].
- Are you open to allowing POST instructors from outside agencies to teach at the training campus POST academy? [Yes].
- How many people are LPD and FCPS looking to allocate to the training campus? [That number isn’t known yet. It will be defined in future versions of the IGA. It will likely include a full-time training campus manager].
- As revenue starts coming in from outside users, would it be utilized to add training campus staff? [Possibly].
- The FBI is excited about this project. It’s just down the street from our local office. We have 7 – 10 agents in the area that need shooting range time. The conference space is enticing. The location and amenities in the area of the campus (hotel, restaurant), along with its proximity to I25, make it all very conducive to hosting multi-day seminars. The FBI provides this type of training and sees this as an attractive option. The scheduling piece will be interesting.
- Those present indicated support for a follow-up meeting later this summer as the project evolves.

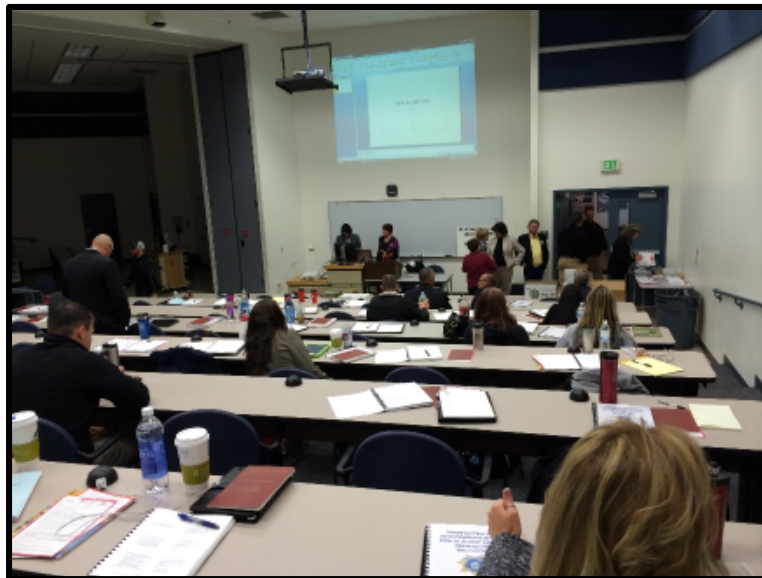
- **Funding/Fees**

- What are you looking for from Outside Users? Capital funds? O & M offset? [Not seeking capital funds but would welcome input from those who have design expertise. Looking for outside users to pay to use the campus; there's different options for this].
- We need to know about when and how we should be approaching our City Councils since our use of your campus has budget implications.
- How will the user fee be structured? [There are different pricing models and options, including individual case-by-case and annual contracts that provides allowances].
- How soon would we have user fee models available? We have annual contracts with other agencies so if we make the switch to your campus we need to know in advance. [The entire project will be more solid in late 2014/early 2015].

- **Scheduling**

- How would you bid-in for time at the campus? [After LPD and FCPS have scheduled their annual training, the campus would be opened to others. There are different ways of prioritizing those user selections. The process will likely be web-based.

Figure 4—Training Classroom at Washoe County (Reno) Training Center



- **Classrooms/Specialty Rooms**
 - What are the number of occupants for the classrooms?
 - A POST academy can have up to 70 students at a time; classrooms should be able to accommodate that many.
 - There is a need for a “practical” classroom. Classes such as armorer’s courses, evidence technician classes, and the POST academy all have portions that would best be conducted in a practical classroom setting.
 - Any benefit to having a FATS or firearm simulator room? The agencies present today use those training tools and go outside their agencies to access them.
 - There is a need for a dedicated defensive tactics/arrest control mat room.

- **Shooting Range**
 - What are the different shooting options at the range?
 - Hope that the range is capable of handling larger caliber rounds like .308’s. [Plan is for the range to handle up to .50 caliber].
 - Will there be moving shotgun targets, like throwing clays? [No].
 - Hope the range has the capability of having vehicles drive into it. [This is planned].
 - Will ammo other than green ammo be permitted? [Yes].
 - Having an indoor range really expands the usable time of the campus. [Also, the range will be divided so more than one agency can use it at the same time].
 - A big cost consideration for Weld County S.O. is driving to Larimer County to shoot vs. shooting at our current locations in Weld Co. The cost/benefit of using your campus would have to include the cost of using the shooting range plus the cost of travel to and from the campus.

- **Driving Track**
 - Will pickup trucks be allowed on the track? [Yes].

- Having outdoor lighting really expands the usable time of the campus. [Also, the driving course will be arranged so multiple sections could be used at the same time].
- Might there be a car rinse bay on-site?
- EVOC training isn't dependent on classroom time. We are paying to use the track and we want to focus on track time. We could do the classroom portion elsewhere at a different time.
- A big cost consideration concerns driving Weld County vehicles to the campus vs. using vehicles that are already there for EVOC training.
- **Storage**
 - Hope to have storage areas for outside users. [Planned].
 - Will there be storage for our own PIT cars while we are actively training for a few days in a row? [Planned, it will be limited and outdoors].

Summary of Key Focus Group Takeaways

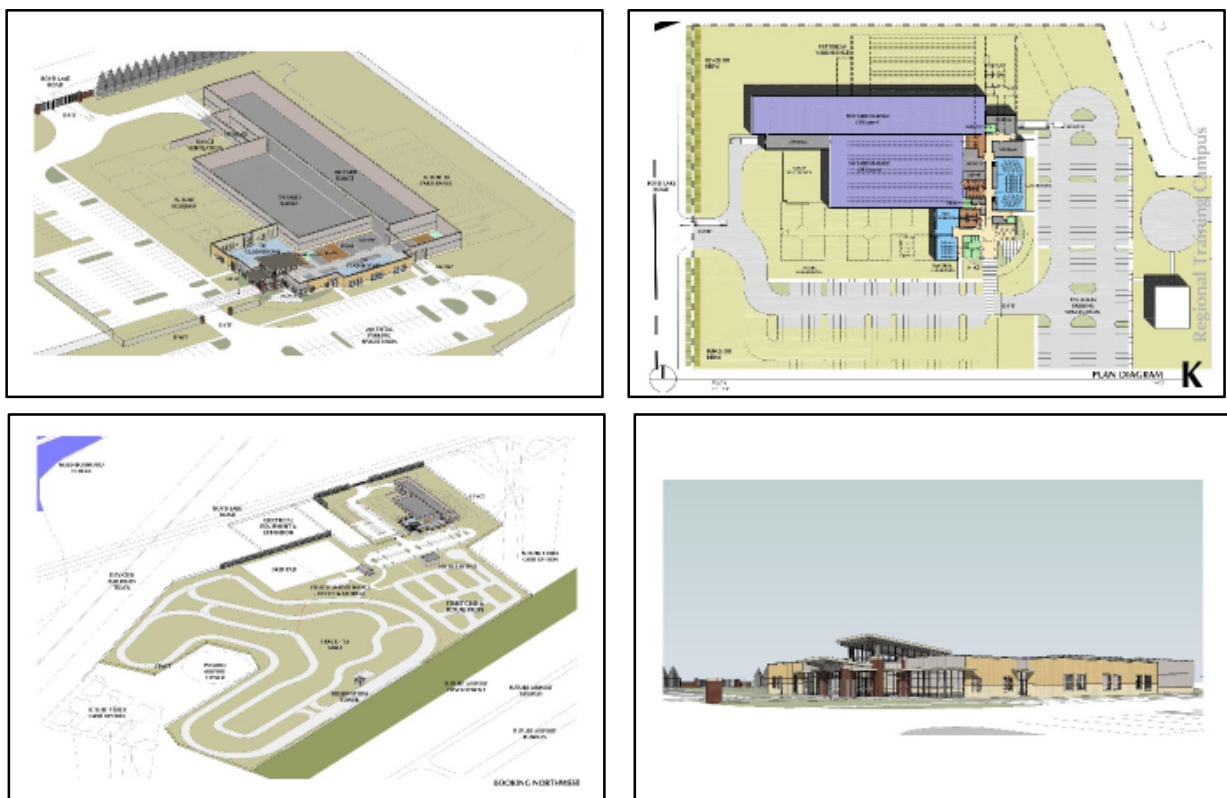
- **Location**
 - The location seems to be conducive for use by many potential outside users.
 - The location and amenities in the area of the campus (hotel, restaurant), along with its proximity to Interstate 25, makes it very conducive to hosting multi-day seminars.
 - Given the distance from Weld County and the presence of shooting ranges in that area, it's not likely that Weld Co. S.O. and Greely P.D. would come to the campus for routine firearms training and qualification.
- **POST Academy**
 - There appears to be strong support for conducting a POST Recruit academy at the training campus.
- **Scheduling**
 - There was a great deal of discussion about scheduling, including timing and priority.

- Proper outside user scheduling is critical and if it's not done correctly, or if users are unable to schedule their campus time, it could be a "deal killer."
- **Cost**
 - There was a great deal of discussion about user fees and other costs associated with outsider users coming to the campus to train. The sooner that fee schedules and other cost scenarios are developed by the Partners the better.
 - Outside user cost considerations are critical and excessive costs/fees could be a "deal killer."
- **Other**
 - There was strong support for including a practical classroom and dedicated defensive tactics mat room.
 - Outside users expressed the need to have storage available at the campus, including the ability to store their own vehicles that they use for driver training.

Facility Assessment

A site plan, materials, and structural cost estimate to develop the 40 acre training campus within the boundaries of the Fort Collins-Loveland Airport has been developed by Belford Watkins Group Architects, LLC. To better understand their needs and educate themselves on the current technologies and training delivery systems, the Project Team members visited nationally-recognized training centers in Fresno, CA; Sacramento, CA; and Reno, NV.

Figure 5—Site Layouts



The training campus objectives are:

- Provide a convenient and modern facility that is cost efficient.
- Provide a facility that gives LPD and FCPS an opportunity to comply with applicable regulations and standards.
- Provide a facility that challenges all levels of public safety personnel.
- Provide for the safety of personnel.

- Provide a facility that complements, with minimal duplication, other regional training centers.
- Save overtime and travel costs by keeping units within the Fort Collins/Loveland boundaries.
- Avoid being a nuisance to surrounding occupancies.

Figure 6—Site Visits: Fresno CA; Reno, NV; Sacramento, CA



Training Campus Management & Staffing

The following sections outline a plan for managing the Regional Training Campus. This plan includes how the campus will be governed and operated in order to meet its stated goals. It covers issues including formation of an Intergovernmental Agreement, recommended organizational committees, and suggested staffing.

GOVERNANCE

The Regional Training Campus will be jointly owned and operated by the Cities of Loveland and Fort Collins under the terms of an Intergovernmental Agreement (IGA). This agreement will be modeled after similar ones that are currently in existence between the two cities, such as the Fort Collins – Loveland Airport IGA.

TRAINING CAMPUS STEERING COMMITTEE

Under the proposed governance structure, a Training Campus Steering Committee will be charged with facilitating communication between the cities and advising both City Councils concerning Campus issues such as general policies, land use, budget, marketing, capital improvements and strategic planning. The Committee will be comprised of the Airport Director, LPD and FCPS Police Chiefs (or their designees), LPD and FCPS full-time training staff (one each; supervisor-level assigned to the campus), the Training Campus Manager, and an LPD Division Commander.

DEDICATED TRAINING CAMPUS STAFFING

Opening and operating the Regional Training Campus will result in additional workload for the LPD and FCPS. The increased workload associated with operating a large, sophisticated training facility will bring added responsibilities to the agencies. Some of the additional duties and responsibilities identified by IBG include:

- Scheduling the use of the training campus buildings, features, and props for LPD and FCPS personnel and other outside users
- Coordinating classes offered at the training campus for LPD and FCPS personnel and other outside users
- Notification and announcements of specialized courses located in the classrooms and outdoor training areas
- Classroom setup and teardown (moving chairs, tables, etc.)
- General building maintenance issues (access, keys, etc.)

- Maintenance of training props
- Coordination of modifications/additions to the training campus

Currently, the LPD and FCPS training staffs are doing an excellent job managing their respective agency's training activities. Placing the responsibility for operating the training campus on existing training staff may result in negative impacts. If the current police training staff were to absorb the increased workload brought about by the opening of the training campus, the LPD and FCPS may not be able to support their training programs at a level they desire. Conversely, if the staff places its focus on agency training programs and away from the needs of operating the training campus, it will not run as effectively and efficiently.

As a result of the additional duties and responsibilities brought about by building and operating a training campus, the Partners are contemplating adding staff members who would be specifically assigned to the facility. Given these dynamics, IBG concurs that the Partners need to consider hiring dedicated staff to operate and maintain the facility. These new positions would complement the existing LPD and FCPS training staff, whose primary focus is to identify, develop, and deliver training.

Recommended training campus staff positions include:

- Training Campus Manager
- Training Campus Support Staff

IBG believes that these positions could be effectively filled by non-sworn, civilian personnel. Training campus staff should be located at the facility. The following descriptions are intended to provide the Partners with an overview of each proposed staff member's duties and responsibilities.

Training Campus Manager

The Training Campus Manager (TCM) is responsible for ensuring the effective and efficient day-to-day operation of the facility. This position is likely to be needed the day the training campus opens. Due to the intricacies of organizing and opening a new training campus, the Partners may find it beneficial to fill the position prior to its opening. Following are some general items to be considered part of the Manager's duties:

Table 22—Training Campus Manager Duties

| Training Campus Manager | | |
|--------------------------------|---|--|
| Principal Assignment | Description of Assignment | Performance Standard |
| Campus Operation | Oversee all aspects of campus operation. | Ensure that the campus is kept in good repair, all buildings are secure and clean, surrounding grounds well kept, and props are in good repair. |
| Supervision | Supervise all of the non-sworn staff assigned to the campus. | Ensure that the staff is professional and efficient. Staff must demonstrate a good attitude and work well with the public, user agencies, and fellow employees. |
| Budget | Oversee the development of the campus budget and expenditures. | Take responsibility for budget accuracy. Develop budget proposals. Ensure that all expenditures meet applicable regulations and are within budget. Keep the Steering Committee fully advised of the financial aspects of the campus operation. |
| Scheduling | Oversee and manage the scheduled use of the campus. | As required, schedule use of the facilities accurately and confirm in a timely manner. |
| Marketing | Promote the campus to local, state, and regional law enforcement agencies. | Develop marketing strategies and plan. Oversee promotional material. Attend conferences. Provide tours. Develop and promote seminars and classes. |
| Agency Coordination | Work closely with user agencies and ensure they have access to the campus. | Treat all user agencies fairly. User agencies must also be provided priority use of the campus scheduled in accordance local agreements and the Operations Plan. |
| Community Relations | The Manager and staff must work closely with the local and general community. | Attend neighborhood meetings. Work with the Chamber of Commerce. Promote tours. |

The Training Campus Manager’s salary and benefits would be paid out of the training campus operating budget.

Training Campus Support Staff

The Support Staff serves as the primary point of contact for officers, students, agencies and other users of the facility. This position is critical to providing an atmosphere of quality customer service, and this person will often serve in the capacity of Manager in his or her absence. Support Staff would be supervised by the Training Campus Manager and would assist with the Manager’s duties. Following are some general items to be considered part of the Support Staff’s duties:

Table 23—Job Description

| Training Campus Support Staff | | |
|--------------------------------------|---|---|
| PRINCIPAL ASSIGNMENT | DESCRIPTION OF ASSIGNMENT | PERFORMANCE STANDARDS |
| Administrative Support | Provide support for the Campus Manager. Maintain daily usage reports of who is using the campus, how many students are in attendance, and training hours. Prepare a monthly report of campus usage and occupancy percentages. | Assist Campus Manager as requested, with a high degree of accuracy. Prepare daily reports accurately. Prepare report in a timely manner to be presented at monthly staff meeting. |

| Training Campus Support Staff | | |
|--------------------------------------|--|---|
| PRINCIPAL ASSIGNMENT | DESCRIPTION OF ASSIGNMENT | PERFORMANCE STANDARDS |
| | <p>Receive and record complaints. Refer to the appropriate party for follow-up.</p> <p>Assist with arranging training sessions and seminars, including catering.</p> <p>Maintain a database of contacts for marketing training sessions and seminars. Design and prepare marketing brochures. Prepare bulk mailings.</p> <p>Maintain registration records for training sessions/seminars.</p> <p>Maintain an emergency contact list of personnel assigned to the training campus.</p> <p>Assist training campus and user agency staff with functions as needed.</p> <p>Create forms for campus staff use.</p> <p>Assist maintenance staff with opening and securing buildings.</p> <p>Coordinate special campus classes. Keep rosters on user and non-user agency personnel. Do billing as required.</p> | <p>Receive complaints in a pleasant and empathetic manner. Forward to Manager in a timely manner.</p> <p>Accurately coordinate arrangements with training contracts.</p> <p>Accurately add and remove database information for currency. Design copy for marketing materials for timely dissemination by bulk mail.</p> <p>Accurately take registration information and confirm course dates and times.</p> <p>Keep a list of contact information current and confidential.</p> <p>Immediately address any problems/concerns with various functions.</p> <p>Provide assistance as soon as possible.</p> |
| Grant Writing | Assist with gathering of information and writing and submitting proposals for grant funding with the approval of the Manager. | Write quality proposals to funding agencies for applicable projects in a timely manner and within grant guidelines. |
| Scheduling | Assist the Manager in scheduling usage of the campus, confirm reservations with users, and maintain files of use requests. | As required, schedule use of the facilities accurately and confirm in a timely manner. |
| Reception | Greet staff, students, visitors and general public, giving directions as appropriate. Answer telephones and take messages. | Ensure that telephones are answered promptly and pleasantly. Provide information when possible. Messages to be clear and complete. |
| Mail | Date-stamp and distribute mail arriving in the administrative offices. | Process incoming mail twice daily. |
| Photocopying | Photocopies of materials as requested by staff. Provide assistance to agency personnel using copy machine. Report usage and outages of copy machine to appropriate department. | Report usage on a monthly basis. Report problems or outages with copier immediately to repair technician. |
| Filing | Keep accurate and complete files of pending assignments and work completed. | Keep files accurately and in a system whereby another individual could find necessary information in case of absence. |
| Errands | Run errands to places such as various law, office supply store, or other vendors. | Do errands as needed in a timely manner. |

| Training Campus Support Staff | | |
|--------------------------------------|--|--|
| PRINCIPAL ASSIGNMENT | DESCRIPTION OF ASSIGNMENT | PERFORMANCE STANDARDS |
| Campus Support | Assist students and staff. | Assist public safety program staff and students as necessary with information such as course requirements and application processes. Assist program coordinators with various projects and record keeping. |
| Other Computer Programs | Maintain complete confidentiality with regard to student records and activities and business conducted through the training campus. Conduct training campus tours. Other duties as assigned. Run computer programs. | Maintain complete confidentiality with 100% accuracy. Accompany visitors on tours of the campus, providing information where appropriate. Schedule tours as required. Complete other duties as assigned. Maintain knowledge of software programs, for example, Word, Excel and Access. |

The Support Staff's salary and benefits would be paid out of the training campus operating budget. Depending on how the daily operations plan is structured, it may be possible to initially hire this position at a part-time level and increase it to full-time as use of the campus intensifies.

OTHER TRAINING CAMPUS STAFFING CONSIDERATIONS

Partner Agency Training Staff

The LPD and FCPS each anticipate assigning one full-time dedicated staff member to the training campus. These would be new supervisor-level positions paid out of each agency's operating budget (not the training campus budget). These positions are necessary because current employees are working at full capacity and do not have any uncommitted time to take on the additional training campus workload. The Partners believe that these should be consistent, non-rotational positions as opposed to rotating different supervisors through the training campus every couple of years.

Maintenance Staff

The Partners anticipate that the City of Loveland will provide maintenance services at the training campus like it does at other Loveland facilities. Loveland maintenance staff may need to be trained in the maintenance of specialized equipment (such as shooting range equipment). This staff may also be responsible for training instructors in the use and simple repair of equipment and props. Any new maintenance staff positions needed for the training

campus (such as Custodian, Building Campus Support, Building Maintenance Technician) would be paid out of the training campus operating budget.

Figure 7—124 Acre Training Site, Washoe County, NV



Daily Operations Plan

The following Daily Operations Plan is a baseline blueprint that may be used to develop formal daily operational structure and procedures. A strong organization and strong operating procedures will significantly reduce the operational problems that may occur. The plan includes so-called “house rules” for the campus including: site use and scheduling rules; guidelines for rental, visitors, and vehicles; Partner Agency and outside-user responsibilities; consumable, storage, and maintenance rules; shooting range operations; guidelines for defensive tactics facility use; and general rules and conduct.

SITE USE RULES

- All training requires the presence of a designated safety officer. The Training Campus Manager (TCM) will ensure that one is in place for non-Partner Agency initiated training activities. This may be a LPD/FCPS staff member or other TCM-approved personnel.
- The TCM is responsible for ensuring that training campus facilities and props are ready for training activities.
- All agencies that use the campus, including the Partner agencies, are responsible for clean up after their training activity. They are expected to leave the site in the condition they found it.
- Safety issues/concerns must be reported to the TCM immediately.
- Any injury incurred at the campus must be reported to the TCM immediately.
- City of Loveland Facilities Management Team will manage the access control/card access system for the campus. Levels of access must be established, i.e. who is able to access the campus and when?
- The TCM will issue security codes to necessary personnel.
- Parking inside the campus fence is dependent on training activities, which have first priority.
- Training consumables must be approved by the TCM before acceptance and placement at the training campus.
- Because of warranty and safety issues, no maintenance may be performed without the approval of the TCM.

SCHEDULING RULES

- The TCM is responsible for master scheduling. The Partner Agencies will submit their requests and the TCM will evaluate those requests and schedule appropriately.
- The LPD and FCPS will have **first and highest priority** for use of the campus. Their approved requests will be placed on the master schedule first.
- Outside law enforcement agencies considered as “principle users” have **second priority** for campus use.
- Outside law enforcement agencies considered as “other users” have **third priority** for campus use.
- Other Departments (such as Public Works) have **fourth priority** for campus use.
- LPD and FCPS will have 24/7 access to the campus for approved training uses. These operational hours will not generally apply to outside agencies.
- The operational hours for outside agency use of the campus is dependent on the availability of training campus staff or other public safety personnel who are working on behalf of the TCM. To ensure adequate security and oversight, at least one TCM-designated individual will be present whenever outside agencies are training at the campus.
- The master calendar will document all campus training activities for twelve months. The calendar will use an “80-20 rule” which recommends that the calendar will never be more than 80% scheduled allowing 20% for discretionary use.
- The TCM will utilize Microsoft Outlook or a similar software-based tool for scheduling to insure that conflicting events are not scheduled simultaneously. The TCM will work with LPD and FCPS to ensure training in adjacent locations (two training activities being held near each other) does not create an unsafe environment.
- LPD and FCPS will have ongoing access to the scheduling calendar and will advise the TCM of all cancelled events.
- LPD and FCPS will complete their training campus scheduling by December 1 for the following calendar year.

RENTAL OF THE CAMPUS BASED ON SPACE AVAILABILITY

- The TCM is responsible for renting the campus to outside users on a space available basis.

- Outside user agencies that wish to utilize the campus for training purposes are required to complete an “Outside User Agreement” form.

VISITOR POLICY

- The Partner Agencies welcome all scheduled visitors. Due to the level of activity at the campus and the potential safety hazards there, pre-scheduled visitor appointments are mandatory. All visitors and guest instructors will be required to provide identification, sign in, and sign out at the front desk upon arrival and departure at the facility. All guest instructors and visitors will be provided guest passes for access and identification.
- Visitors are defined as individuals or groups who are not employees of the Cities of Loveland or Fort Collins. All training campus facilities are considered restricted unless prior arrangements have been made. Unauthorized visitors to the training campus property will not be tolerated.

VEHICLES

- Vehicles regularly assigned to the training campus will be identified by sign or decal and will be maintained by the City that owns each particular vehicle.

LPD AND FCPS RESPONSIBILITIES FOR CAMPUS USE

- LPD and FCPS will be responsible for costs of repair and damage, beyond ordinary wear and tear of the facility. Any damage caused to the facility or equipment shall be reported to the TCM. A “Damaged Equipment Report Form” will be completed and signed by the TCM and representative of LPD or FCPS as appropriate.

NON-PARTNER AGENCY USE OF CAMPUS AND EQUIPMENT

- When a visiting agency is granted use of the training campus and campus-associated training equipment, the equipment shall be evaluated and deemed as “fit for use” by the TCM or other designated personnel. When the visiting agency has completed their training the TCM or other designated personnel shall inspect the used facilities and equipment to ensure its continued safe and operational condition. Any damaged facilities or equipment will be documented using the “Damaged Equipment Report Form.” Final consideration for normal wear and tear on the facility and equipment shall rest with the TCM. The outside agency representative will retain

one signed copy of the Damaged Equipment Report and the TCM will retain one signed copy. The visiting agency will be invoiced for all facility and/or equipment damage as appropriate. The fee schedule for facility and equipment repairs will be established, maintained, and updated by the Partner Agencies.

CONSUMABLE RULES

- Consumables include items such as targets, ammunition, plywood, sheetrock, etc.
- LPD and FCPS will each purchase their own targets and ammunition.
- Outside law enforcement agencies will bring their own targets, ammunition, and weapons to the facility.
- Outside agencies will be charged for actual use of consumables on a pay-as-you-go basis.

STORAGE RULES

- LPD and FCPS are responsible for keeping their respective storage areas clean and organized.
- Storage areas are intended for the storage of training-related tools, materials, and supplies only.
- Expanded use of storage areas and/or creation of new storage areas are not permitted without the approval of the Steering Committee.

FACILITY/SPECIALIZED EQUIPMENT MAINTENANCE RULES

- The City of Loveland is responsible for all campus maintenance from the perimeter fence in. It is the primary point of contact for all maintenance needs.
- The City of Loveland will manage all outside contracts and warranty work for the specialized props and equipment.
- Authorized LPD and FCPS personnel are permitted to perform minor repairs and simple fixes.
- City of Loveland IT staff will be the primary service provider for general campus computers and other information technology (IT) equipment.
- All security camera technology needs will be provided by City of Loveland IT.
- Any damage to the campus due to negligence will be paid for by the agency causing the damage.

SHOOTING RANGE OPERATIONS

The shooting range is a high-risk operation and the facility staff must be diligent in providing clear safety and operational instructions. Signage should be placed throughout the facility reminding users of the rules. If the Partner Agencies allow the storage of weapons and ammunition on site, then provisions must be made to secure and protect these items.

Following are some general recommendations:

- A qualified range safety officer must be on site at all times. The directions of the range master are to be followed explicitly or the user will be required to quit using the range.
- All guns should be unloaded prior to entry into the campus at a proper unloading site that provides protection from accidental discharges. After unloading, each weapon must be cleared into a bullet trap to ascertain that the weapon is empty.
- Only authorized weapons and ammunition will be used in the facility.
- All weapons are to be pointed only down range.
- Firing will commence and stop on the orders of the range master.
- All weapons will be holstered or put in “safe” status when not being fired.
- Shooting across lanes and at other targets will be forbidden unless part of the organized training.
- All accidental discharges occurring anywhere at the training campus will be reported to the range master and to the TCM.
- The range must be left clean with all brass picked up after each training session.

DEFENSIVE TACTICS CLASSES AND FACILITIES

- No shoes/boots with heels allowed on the mats.
- Soft-soled athletic type shoes only allowed on the mats.
- Mats/equipment are to be used only under the supervision and instruction of an authorized instructor.
- Mats will be cleaned after each use by the agency using the mats.
- Mats can also be cleaned prior to use; if they are they should be allowed to dry before they are used.
- All defensive tactics equipment will be cleaned after each use by the agency using the equipment.

- Individuals with open wounds, broken skin or diseases of the skin should be discouraged from participating in mat workouts until the skin is healed or the individual has been cleared to participate by a licensed physician. If allowed to participate, the individual should have the affected area covered to prevent cross-contamination.

GENERAL RULES AND CONDUCT

- Alcoholic beverages are prohibited at the training campus unless specifically utilized for a training course.
- The training campus is a tobacco-free facility (except in any designated area).
- Gambling in any form shall not be allowed anywhere on the training campus premises.
- No changes, alterations, repairs, or defacement to the campus, furnishings, or equipment will be permitted. If damage occurs, the responsible person or agency will be held liable for all expenses required to repair or replace damaged property.
- No nails, tacks, tape or other material, which might damage or deface walls or ceilings, may be used.
- All posters, training aids, and other materials must be removed from the campus following each training session.
- Flyers, brochures, posters, etc. may be displayed in the training campus reception area after approval by the TCM.
- Users are responsible to leave classrooms in a clean and orderly condition. All tables must be set-up in the previous format upon conclusion of any training session.
- Maximum occupancy signs are posted in each room and the limits must be adhered to.
- Removal of equipment from the campus is prohibited.
- Moving, altering, or rearranging equipment is prohibited.
- Only animals trained to assist physically challenged persons, arson detection dogs, or police K-9 units are permitted at the training campus.
- All visitors and/or students attending classes will be required to stay in their respective areas during use of the campus.
- Injuries must be reported to the assigned Safety Officer, Range Master, or the TCM.

- Training Campus staff, a Safety Officer, or Range Master shall have the authority to deny use of any area of the training campus to departments or individuals that have not implemented all applicable safety procedures.
- It is the responsibility of each individual to conduct him/herself in a professional manner when within the confines of the training campus. Examples of unacceptable behavior include, but are not limited to
 - Horseplay
 - Arriving at the training facility while under the influence of intoxicating substances.
 - Using a piece of equipment in an unsafe manner or in a manner for a purpose different from which it was designed or intended to be used by the manufacturer.
- Anyone actively engaged in a training event at the training campus will be dressed in appropriate clothing.

Figure 8—Scenario Training Village, Orange County, CA



Financial Estimates

ANNUAL OPERATIONS AND MAINTENANCE COSTS

The following table provides an estimate of the annual operations and maintenance (O&M) costs for the Training Campus. The cost to operate and maintain the training campus on an annual basis generally includes the following five areas:

1. Staff Expense – These costs are for staff assigned to operate and maintain the training campus.
2. Administration & Classroom Building – These costs include utilities, office supplies, computer supplies, telephone, etc. for this building.
3. Range Support Areas – These costs include utilities, office supplies, computer supplies, telephone, required to support the shooting range operations.
4. Range Equipment and Operations Cost – These costs include expenditures directly associated with the cost of operating and maintaining the shooting ranges.
5. Specialized Prop and Training Area Operation Cost – These costs include expenditures directly associated with the cost of operating and maintaining specialized training props and training areas (e.g. repair of training props and acquisition of new training equipment).

Table 24—Annual Operations and Maintenance Estimate

| Annual Operations and Maintenance Costs | | | | | |
|---|------------------|------------------|------------------|------------------|------------------|
| | Year 1 | Year 2 | Year 3 | Year 4 | Year 5 |
| Staff Expense | | | | | |
| One, Full Time Campus Manager | \$115,000 | \$118,680 | \$122,478 | \$126,397 | \$130,442 |
| Administration Support | | \$65,000 | \$67,080 | \$69,227 | \$71,442 |
| Custodial (.90 per S. F.) | \$41,130 | \$42,446 | \$43,804 | \$45,206 | \$46,653 |
| Building Campus Support @ 3/4 Time | \$38,000 | \$39,216 | \$40,471 | \$41,766 | \$43,102 |
| Building Maintenance Technician / Half Time | \$36,000 | \$37,152 | \$38,341 | \$39,568 | \$40,834 |
| Department Training Support Staff (Loveland) | \$0 | \$0 | \$0 | \$0 | \$0 |
| Department Training Support Staff (Ft. Collins) | \$0 | \$0 | \$0 | \$0 | \$0 |
| Subtotal | \$230,130 | \$302,494 | \$312,174 | \$322,164 | \$332,473 |
| Marketing For Outside Users | \$2,500 | \$2,580 | \$2,663 | \$2,748 | \$2,836 |
| Administration Classroom Building | | | | | |
| Utilities ² | \$91,400 | \$94,325 | \$97,343 | \$100,458 | \$103,673 |

| Annual Operations and Maintenance Costs | | | | | |
|--|------------------|------------------|------------------|------------------|------------------|
| | Year 1 | Year 2 | Year 3 | Year 4 | Year 5 |
| Computers, supplies, Ethernet, wireless, software | \$5,000 | \$5,160 | \$5,325 | \$5,496 | \$5,671 |
| Instructional supplies | \$1,000 | \$1,032 | \$1,065 | \$1,099 | \$1,134 |
| Office Supplies | \$2,500 | \$2,580 | \$2,663 | \$2,748 | \$2,836 |
| Supplies Other | \$1,500 | \$1,548 | \$1,598 | \$1,649 | \$1,701 |
| Audio Visual | \$1,500 | \$1,548 | \$1,598 | \$1,649 | \$1,701 |
| Telephone | \$4,000 | \$4,128 | \$4,260 | \$4,396 | \$4,537 |
| Capital Reserve/Reinvestment | \$68,550 | \$68,550 | \$68,550 | \$68,550 | \$68,550 |
| Subtotal | \$175,450 | \$178,871 | \$182,401 | \$186,044 | \$189,804 |
| Range Support Areas (Gunsmithing, Control Room, etc.) | | | | | |
| Utilities ^{2, 5} | \$3,000 | \$3,096 | \$3,195 | \$3,297 | \$3,403 |
| Computers, supplies, Ethernet, wireless, software | \$2,500 | \$2,580 | \$2,663 | \$2,748 | \$2,836 |
| Instructional supplies | \$500 | \$516 | \$533 | \$550 | \$567 |
| Office Supplies | \$1,000 | \$1,032 | \$1,065 | \$1,099 | \$1,134 |
| Supplies Other | \$500 | \$516 | \$533 | \$550 | \$567 |
| Audio Visual | \$1,500 | \$1,548 | \$1,598 | \$1,649 | \$1,701 |
| Telephone | \$2,000 | \$2,000 | \$2,000 | \$2,000 | \$2,000 |
| Capital Reserve/Reinvestment | \$2,250 | \$2,322 | \$2,396 | \$2,473 | \$2,552 |
| Subtotal | \$13,250 | \$13,610 | \$13,982 | \$14,365 | \$14,761 |
| Range Equipment and Operations Costs ^{3,4} | | | | | |
| Pistol Range Vent System ⁸ | \$78,618.75 | \$81,135 | \$83,731 | \$86,410 | \$89,175 |
| Rifle Range Vent System, including Utilities (lighting, etc.) ⁸ | \$28,980.00 | \$29,907 | \$30,864 | \$31,852 | \$32,871 |
| Other Training Consumables (water, wood, training aids, etc.) | \$2,000.00 | \$2,000 | \$2,000 | \$2,000 | \$2,000 |
| Targeting System (annual warranty contract) | warranty | \$1,500 | \$1,500 | \$1,500 | \$1,500 |
| Targeting System (replacement parts budget) | warranty | \$600 | \$600 | \$600 | \$600 |
| Range Vent System, spare parts including filters & belts | \$2,500 | \$2,500 | \$2,500 | \$2,500 | \$2,500 |
| Maintenance Other Range Props Contingency (cleaning, etc.) | \$5,000 | \$5,000 | \$5,000 | \$5,000 | \$5,000 |
| 50 Yard Range, Consumables, misc. | \$2,000 | \$2,000 | \$2,000 | \$2,000 | \$2,000 |
| 100 Yard Range, Consumables, misc. | \$2,000 | \$2,000 | \$2,000 | \$2,000 | \$2,000 |
| Subtotal | \$121,099 | \$126,642 | \$130,195 | \$133,862 | \$137,647 |
| Maintenance Other Props Contingency ⁴ | | | | | |
| EVOC Driving Area (stripping, barriers, etc.) | \$2,500 | \$2,500 | \$2,500 | \$2,500 | \$2,500 |
| Shoot House (SWAT) | \$2,500 | \$2,500 | \$2,500 | \$2,500 | \$2,500 |
| Out Buildings | \$2,500 | \$2,500 | \$2,500 | \$2,500 | \$2,500 |
| Capital Reserve/Reinvestment ⁹ | \$32,700 | \$33,746 | \$34,826 | \$35,941 | \$37,091 |
| Maintenance Other Site Props Misc. | \$2,500 | \$2,500 | \$2,500 | \$2,500 | \$2,500 |
| Grounds and Snow Removal | \$35,000 | \$35,000 | \$35,000 | \$35,000 | \$35,000 |
| Subtotal | \$77,700 | \$78,746 | \$79,826 | \$80,941 | \$82,091 |
| Total Annual O&M Expenses | \$620,129 | \$702,943 | \$721,241 | \$740,124 | \$759,611 |

Table 25—Notes to O&M Budget

Notes

- Costs includes all utilities, plus plumbing, electrical, janitorial, landscaping.
- Cost Control Cells: Building utility cost, per square foot \$2.00
Annual inflation rate 3.2%
Capital Reserve/Reinvestment, sq .ft. rate \$1.50

| | |
|---|--------|
| Custodial rate, per square foot | \$0.90 |
| Administration building, square footage | 45,700 |
| Range Support Area, square footage | 1,500 |

- 3) Cost furnished by manufacturer.
- 4) Costs based on experience of the Interact Business Group.
- 5) This includes the estimated cost for Electric, Gas and Water for the Shooting Range and Admin Building (does not include range vent system).
- 6) Cost of training instructors not included in this estimate.
- 7) All costs use 3.2% per year inflation.
- 8) Calculation for Range Vent System and other utility cost:

These cost also include: power, gas, water and filters. These cost do NOT include: lighting in the shooting range area
Loveland and Fort Collins only

| | |
|--|-------------|
| 50 yard range (25 lanes) will be used around 497 segments (1797 hours) per year. =25 x \$1.75 x 1797= | \$78,618.75 |
| 100 yard range (10 lanes) will be used around 405 segments (2024 hours) per year. =10 x \$1.75 x 1656= | \$28,980.00 |

Loveland, Fort Collins and Training Center Classes

| | |
|--|---------------|
| 50 yard range (25 lanes) will be used around 497 segments (2371 hours) per year. =25 x \$1.75 x 2371= | \$ 103,731.25 |
| 100 yard range (10 lanes) will be used around 405 segments (1750 hours) per year. =10 x \$1.75 x 1750= | \$30,625.00 |

- 9) Capital Reserve/Reinvestment - Established to create a reserve account for facility repairs, upgrades and/or replacement.

REVENUE OPPORTUNITIES

The Outside Users Survey and Focus Group meeting indicates a strong demand for law enforcement training facilities in the Northern Colorado region. The Project Team members believe their planned training campus will add complementary training resources to those already available in the state.

IBG and the Project Team have identified three areas of potential revenue for the Training Campus:

- 1. Training Campus Classes** – Classes hosted by the Partners at the Training Campus and generally delivered by outside instructors. Attendees would pay a course fee.
- 2. Outside User Classes** – Classes generally delivered by the Partner training staffs at the Training Campus. Attendees would pay a course fee.
- 3. Classroom and Training Prop Rental** – Outside User departments would use training space and props at the Training Campus and pay a “rental” fee. Generally, the Outside User would provide their own instructors.

The preceding sections identified the training campus facility and prop needs of the Partners. It also provided the results of the web-based survey and Focus Group meeting. Below is a review and analysis of the impact on the training campus facilities and props by

potential Outside Users. Potential outside users training is divided into two categories – Training Campus Classes and Outside User Classes.

Training Campus Classes

These are classes the Partners will host at the Training Campus. Generally speaking, outside instructors will teach the classes. These independent instructors (non-Loveland or Fort Collins staff) would charge a fee to the attendees and use training campus facilities. In exchange, Loveland and Fort Collins staff would be provided free attendance to the classes. No direct revenue would be generated by the Training Campus for these classes. The outside instructors will market and collect fees for these classes. In exchange, course fees will be waived for Loveland and Fort Collins staff attending the classes. This arrangement is considered as a training benefit and cost savings for the Partners. These are classes the Partners would otherwise attend elsewhere and pay a fee to send their staff. As listed in the Needs Assessment section of this report, the Training Campus classes are forecasted to generate around 20,000 training hours per year. Following is a list of these typical classes:

Table 26—Training Campus Class List

| Training Campus Classes |
|--|
| DT |
| ASP Instructor |
| PPCT Instructor |
| Firearms |
| Advanced Tactical Carbine Course |
| Advanced Tactical Pistol Course |
| NRA Handgun Instructor |
| NRA Patrol Rifle Instructor |
| NRA Tactical Shooting Instructor |
| POST Firearms Instructor Training |
| POST Handgun Instructor |
| Weapons Armorer Training, Handgun |
| Weapons Armorer Training, Rifle |
| Investigations |
| Bevel-Gardner Crime Scene Reconstruction |
| Clan Lab New/Recertification's |
| Patrol |
| CIT Training |
| SWAT |
| NTOA Active Shooter Instructor |

| Training Campus Classes |
|--------------------------------|
| NTOA Advanced SWAT School |
| NTOA Basic SWAT School |
| NTOA LLM/Chem Agent Instructor |

Outsider User Classes

These are classes that were identified in the Outside Users Survey and Focus Group meeting as classes that regional law enforcement agencies would attend if offered at the Training Campus. The Partners intend to charge fees for the outside users who attend these classes. The following table identifies the classes and the anticipated number of students forecasted to attend the Training Campus on an annual basis.

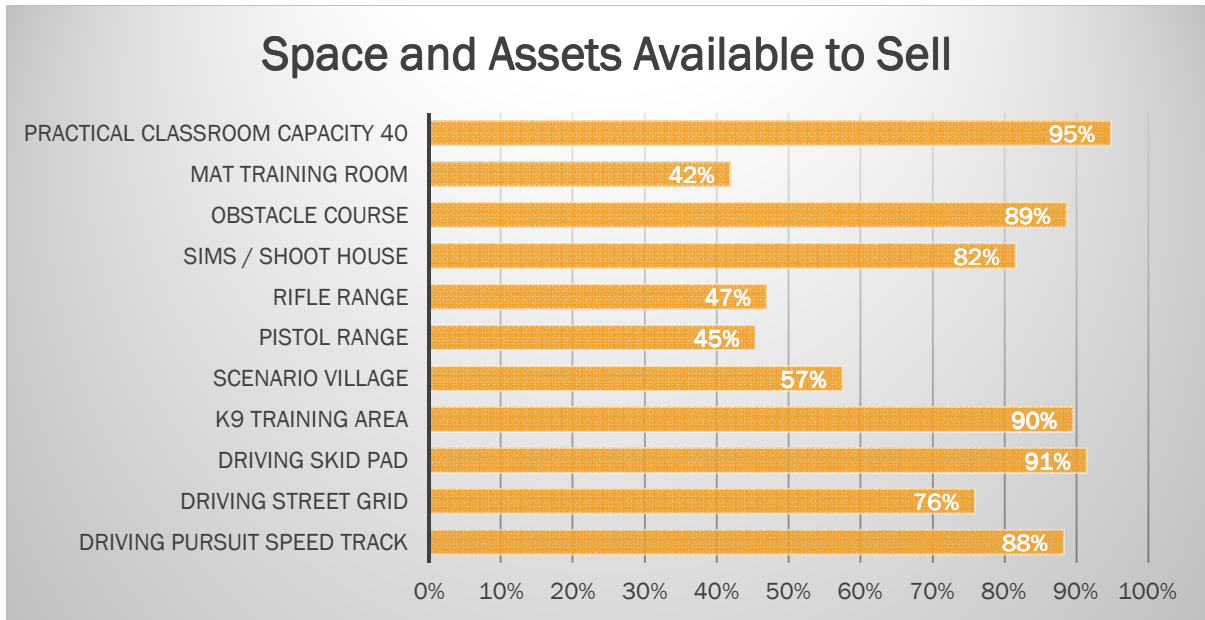
Table 27—Student Forecast, Outside User Group

| Summary of Classes Identified In Outside Users Survey | |
|---|-----------------------------|
| Class Name | Forecast of Annual Students |
| Accident Investigation | 21 |
| Active Shooter Course | 143 |
| Building Searches | 120 |
| Crime Scene Investigation | 46 |
| Criminal Investigations | 80 |
| Defensive Tactics | 78 |
| Drill Tower Rappelling | 11 |
| Driving -Low Speed | 316 |
| Driving -Skid Pad | 388 |
| Driving Skills - Backing, Serpentine, | 431 |
| Firearm Instructor School | 21 |
| First Aid/CPR | 53 |
| Force Options Shooting | 47 |
| Incident Command System | 31 |
| Internal Affairs Investigations | 10 |
| Interview/Interrogation | 59 |
| Leadership School | 28 |
| Less Lethal/Taser | 63 |
| Mobile Field Force/Riot Control | 63 |
| Officer Survival | 79 |
| Range -Officers - Pistol | 498 |
| Range -Officers - Rifle | 193 |
| Range -Tactical Team - Pistol | 37 |
| Range -Tactical Team - Rifle | 37 |
| Simulated City For Street Training | 118 |
| Simunition Scenario House | 147 |
| Total Number of Student | 3,118 |

Table 28—Space and Asset Availability for Rent

| Annual Hours and Percentage of Asset Use | | | | | |
|---|---------------------------|-----------------------|-------------------------|---------------------------------|---|
| Campus Asset | Fort Collins Hours | Loveland Hours | Total Hours Used | Percentage Used Per Year | Percentage of Total Available Segments to Rent |
| Driving Pursuit Speed Track | 107 | 230 | 337 | 12% | 88% |
| Driving Street Grid | 276 | 417 | 693 | 24% | 76% |
| Driving Skid Pad | 38 | 208 | 246 | 9% | 91% |
| K9 Training Area | - | 299 | 299 | 10% | 90% |
| Scenario Village | 936 | 289 | 1,225 | 43% | 57% |
| Pistol Range | 967 | 606 | 1,573 | 55% | 45% |
| Rifle Range | 803 | 725 | 1,528 | 53% | 47% |
| Sims / Shoot House | 86 | 444 | 530 | 18% | 82% |
| Obstacle Course | 326 | - | 326 | 11% | 89% |
| Mat Training Room | 1,420 | 254 | 1,674 | 58% | 42% |
| Practical Classroom (Capacity 40) | 148 | - | 148 | 5% | 95% |

Table 29—Chart of Available Space and Props



OUTSIDE USERS REVENUE FORECAST

Summarizing the potential revenue sources identified above, IBG has developed a revenue forecast. The estimate is based on IBG's experience, competitive analysis from training centers in the region, and feedback from the Project Team. The table below takes into account all training forecasted for the Training Campus; the far-right column gives an estimate of campus asset availability.

Applying the data from the tables above, IBG has developed two revenue forecasts:

1. Revenue from providing "Outside User Classes."
2. Revenue from renting available campus assets to outside users.

Table 30—Revenue Forecast of Outside User Classes

| Revenue Forecast of Outside Users | | | | |
|---|-----------------|-------------------------------|--------------------|---------------------|
| Class Name | Annual Students | Total Class Sessions Per Year | Charge Per Student | Net Revenue or Loss |
| Accident Investigation | 21 | 2 | \$150.00 | even |
| Active Shooter Course | 143 | 7 | \$200.00 | \$9,100 |
| Building Searches | 120 | 6 | \$125.00 | \$6,000 |
| Crime Scene Investigation | 46 | 5 | \$150.00 | even |
| Criminal Investigations | 80 | 8 | \$200.00 | \$4,000 |
| Defensive Tactics | 78 | 7 | \$150.00 | (\$3,150) |
| Drill Tower Rappelling | 11 | 1 | \$250.00 | \$500 |
| Driving -Low Speed Road Course (20 mph ma.) | 316 | 26 | \$150.00 | \$11,700 |
| Driving -Skid Pad (Skid Recovery Pad) | 388 | 32 | \$150.00 | \$14,400 |
| Driving -Skills Pad - Backing, Serpentine Maneuvering | 431 | 36 | \$150.00 | \$16,200 |
| Firearm Instructor School | 21 | 2 | \$500.00 | (\$8,000) |
| First Aid/CPR | 53 | 3 | \$50.00 | \$1,875 |
| Force Options Shooting | 47 | 2 | \$150.00 | even |
| Incident Command System | 31 | 3 | \$150.00 | \$2,250 |
| Internal Affairs Investigations | 10 | 1 | \$250.00 | \$1,150 |
| Interview/Interrogation | 59 | 6 | \$200.00 | \$3,900 |
| Leadership School | 28 | 3 | \$150.00 | \$2,250 |
| Less Lethal/Taser | 63 | 3 | \$150.00 | \$4,500 |
| Mobile Field Force/Riot Control | 63 | 3 | \$150.00 | \$2,250 |
| Officer Survival | 79 | 4 | \$100.00 | \$6,500 |
| Range -Officers - Pistol | 498 | 20 | \$50.00 | \$2,500 |
| Range -Officers - Rifle | 193 | 10 | \$50.00 | \$1,250 |
| Range -Tactical Team - Pistol | 37 | 3 | \$100.00 | (\$900) |
| Range -Tactical Team - Rifle | 37 | 3 | \$100.00 | (\$900) |
| Simulated City For Street Training Exercises | 118 | 6 | \$100.00 | \$5,250 |
| Simunitions Scenario House | 147 | 7 | \$150.00 | \$13,200 |
| Misc. Classes TBA | - | - | - | \$11,381 |
| Total Revenue Forecast | | | | \$107,206 |

Table 31—Revenue Forecast Based on Campus Asset Availability

| Forecast of Potential Revenue, Based on Selling 25% of Available Capacity | | | | |
|--|-------------------------|---|---|-------------------------|
| Prop Names | Total Hours Used | Total Segments Used by Partners (Five Hour Blocks) | Total Segments Available to Rent | 25% Of Remaining |
| Driving Pursuit Speed Track | 337 | 134 | 442 | \$38,675 |
| Driving Street Grid | 693 | 139 | 437 | \$38,238 |
| Driving Skid Pad | 246 | 49 | 527 | \$46,113 |
| K9 Training Area | 299 | 60 | 516 | \$0 |
| Scenario Village (future) | 1225 | 245 | 331 | \$0 |
| Pistol Range | 1573 | 315 | 261 | \$22,838 |
| Rifle Range | 1528 | 306 | 270 | \$23,635 |
| Sims / Shoot House | 530 | 106 | 470 | \$41,125 |
| Obstacle Course | 326 | 65 | 511 | \$0 |
| Classrooms (3) | | 1,314 | 414 | \$23,288 |
| Mat Training Room | 1674 | 335 | 241 | \$13,556 |
| Hours Practical Classroom Capacity 40 | 148 | 30 | 546 | \$30,713 |
| Total Forecast of Rentable Space | | | | \$278,169 |

Notes:

1. Revenue based on selling a segment (5 hour block) for \$350, or \$700 per 10 hour day. Classrooms are \$225 / segment
2. Total of 576 segments available per year.
3. All estimates assume 2014 dollars.

The following table summarizes the estimated O & M expenses, revenues, and cost savings:

Table 32 – Expense/Revenue/Cost Savings Summary

| Expense/Revenue/Cost Savings Summary | | |
|---|-----------|-----------------|
| Revenue or Cost Savings: | | |
| Cost to Train Elsewhere and Auto Expense* | \$135,936 | |
| Revenue From Outside User Classes | \$107,206 | |
| Revenue From Rental of Available Capacity @25% | \$278,169 | |
| *Does not include fuel or vehicle replacement costs | | |
| Annual O&M Expense | | \$620,129 |
| Net Annual Expense Increase | | \$98,818 |

REGIONAL POST-CERTIFIED RECRUIT ACADEMY CONCEPT

At some point in the future, LPD and FCPS envision offering a Colorado POST-certified academy at the training campus. Academy recruits would include newly-hired Partner Agency personnel and new hires from other law enforcement agencies in the region. There is a two-fold financial benefit to this concept: 1) Running their own “in-house” academy would provide substantial savings for the Partner Agencies as compared to sending their new-hires to an academy operated by others and located outside of the region (such as the Flatrock Academy in Adams County); 2) There are substantial revenue opportunities available to the Partners by allowing outside law enforcement agencies to send their newly-hired personnel to an academy offered at the training campus. That revenue could be used to help offset the campus O & M costs.

Benefits of a Dedicated Training Campus

Based on IBG's review and study of the LPD and FCPS training programs and needs, it is evident that they are committed to ensuring their personnel receive the training they need to help maintain the safety of Loveland and Fort Collins residents and visitors. However, with an increasing population and an ever-changing range of services the agencies are expected to provide, it has become more and more difficult to achieve the desired level of training without having a dedicated training facility located in close proximity to both cities.

A Regional Training Campus located at the Fort Collins-Loveland Airport would provide numerous benefits that would help streamline training efforts and allow for more consistent, realistic, and repeatable training exercises. This section details many of the monetary and non-monetary benefits of such a campus.

LEADERSHIP AND COMMITMENT

Police Chiefs Hecker and Hutto have both demonstrated their commitment to training. This is evident in their viewpoints and attitudes toward training, in their respective training organization staffing levels, and in the allocation of funds to support both in-house and outside training. They understand that the environment in which employees are expected to learn is often challenging and that an adverse psychological impact on the education of emergency responders can occur when they lack adequate training facilities and logistical support to meet their ongoing needs. Although the Departments are, for the most part, meeting their essential training needs, both Chiefs recognize that meeting those needs in the future is not sustainable by continuing to rely heavily on current training locations, some of which are out-of-town training facilities owned and operated by other entities. It is their vision to reduce the need for their respective agencies to go outside the City for training by having a training campus built at the airport. They view this as an important investment in public safety. Creating a dedicated training campus demonstrates leadership and commitment to citizens, employees, and other agencies. This commitment is also an effective tool in helping to recruit and retain the very best law enforcement personnel.

JOINT TRAINING CAMPUS CONCEPT

Rather than having separate training facilities for LPD and FCPS, this project envisions creating a joint Regional Training Campus. There are important benefits realized in this approach, including:

- Cost savings – By co-locating law enforcement training buildings, facilities, and props at one location and creating shared-use classrooms and other features, both cities are expected to realize some substantial capital cost savings as compared to each city building its own stand-alone training campus. In addition, the Partner Agencies will be able to share the operating and maintenance costs of a joint-use campus.
- Joint law enforcement training – Co-locating both agencies at one training campus will encourage joint law enforcement training. This is particularly important for scenario-based training exercises such as active shooter incidents, SWAT incidents, mass casualty incidents, etc.
- Joint first responder training – Many of the training campus buildings, facilities, and props support training opportunities for non-law enforcement public safety entities, such as fire service and EMS agencies. As such, this campus will facilitate and support cooperative first responder training. This is particularly important for scenario-based training exercises such as hazardous materials emergencies, mass casualty incidents, active shooter incidents, etc.

AVAILABILITY OF FIRST RESPONDERS

Currently, LPD and FCPS police officers must frequently leave their cities to complete some of their key training. IBG has determined that Partner officers spend approximately 12,000 hours per year “off-post,” away from their cities while traveling to, training at, and returning from training facilities located outside of Loveland and Fort Collins. When this happens those personnel are not immediately available to respond to a larger-scale emergency event (such as an active shooter) should they be needed. For example, when FCPS SWAT Team members are training at the Pawnee Sportsman’s Center they are approximately one hour away from their city. Should a major emergency situation arise, there would be a significant delay in deploying those officers to the scene. Having the ability to complete that same training locally would allow those officers to immediately discontinue their training activity and respond to the scene. This scenario actually became a reality in May 2008 when a tornado struck Windsor. LPD and FCPS SWAT Teams were engaged in a joint team training exercise in Fort Collins when the tornado touched down. They immediately ceased training and were on the scene in Windsor in 30 minutes.

VALUE OF EVOC TRAINING

LPD and FCPS will benefit from the construction of an Emergency Vehicle Operations Center, which at this training campus includes a driving track, a driving skid/skills pad, and a street grid course. Driving police vehicles under emergency response conditions is one of the most hazardous activities that first responders engage in. Having ready access to a state-of-the-art EVOC in Loveland will be a tremendous asset to the Partner Agencies. The following information supports and reinforces the value of an EVOC:

From 2002 to 2011 there were 1,559 law enforcement line of duty deaths in the United States.⁶ The leading causes of officer on-duty deaths during that time were:

- 470 (30%) from Auto Crashes
- 140 (9%) Struck by Vehicle
- 77 (5%) Motorcycle Crashes

The vehicle-related deaths noted above were only surpassed by weapon-related deaths (officer shot), which, over the same period was 570 (37%).

In January 2009, California Peace Officers Standard and Training⁷ (POST) authorized staff to undertake a comprehensive exploratory study of vehicle operations and driver training. The undertaking resulted in the release and publication of the “Drivers Safety Study.”⁸ The CA POST study was extensive in its evaluation of training methods and included results over time. The study combined dataset used a significant amount of information on more than 140,000 individual cases. The study analyzed four training conditions;

1. Training with LEDS only (Law Enforcement Driving Simulators)
2. EVOC-only trained (Live training in a vehicle)
3. Blended (LEDS and EVOC trained)
4. No training

The report concluded the following (page 54):

- *“A series of tests run on the above data suggested statistically significant differences between all of the above training program comparisons. This suggests that the*

⁶ - <http://www.nleomf.org/facts/officer-fatalities-data/causes.html>

⁷ - <http://post.ca.gov/>

⁸ - <http://post.ca.gov/driver-training-study.aspx>

higher reduction effect on collisions discovered for LEDS training compared to EVOC training (8% vs. 4%) is likely to exist in the population of California peace officers trained by these two methods. Furthermore, the largest reduction effect discovered for the blended approach (10% reduction) suggests that LEDS and EVOC training operate jointly among California peace officers to produce a combined reduction effect in collisions which is superior to that of each method when used alone.”

| Training | Improvement |
|-----------|-------------|
| EVOC Only | 4% Better |
| LEDS Only | 8% Better |
| Blended | 10% Better |

Vehicle-related deaths among firefighters are also significant. Between 2007 and 2011 over 10% of all firefighter deaths were related to vehicle incidents.⁹

In conclusion, and based on similar law enforcement driver training studies and reporting,¹⁰ it becomes impossible to ignore the benefits of a safe, consistent, and convenient place to conduct police and fire drivers training.

INCREASED ABILITY TO MEET NEW TRAINING REGULATIONS

National and state regulations for law enforcement will continue to update and change in the coming years. A dedicated Regional Training Campus will better-enable LPD and FCPS to respond to these changes more efficiently and develop dedicated training curricula specific to their needs.

MONETARY BENEFITS

The Cities of Loveland and Fort Collins can expect to realize some direct monetary benefits from the construction of a Regional Training Campus. These include cost savings related to current training expenditures (both within their cities and for out-of-town training) and revenue enhancements related to outside agencies coming to the campus for their training.

Cost Savings

Both Partner Agencies currently expend a significant amount of money and time for training at out-of-town facilities. For example, as cited in the “Existing Training Conditions” section,

⁹ - <http://apps.usfa.fema.gov/firefighter-fatalities/fatalityData/statistics>

¹⁰ - How we Die - <http://theinteractgroup.com/articles/UntoldStory.html#ink-here>

LPD SWAT Team members travel to Fort Carson for one week of training every year. The costs incurred for training at this and other out-of-town facilities can include fees paid to other entities for use of their facility, travel costs (such as fuel, vehicle wear-and-tear, etc.), per diem (such as lodging and meals), and, in some cases, additional overtime hours due to travel time or backfill personnel. A significant portion of those costs could be saved and redirected to the operation of a LPD-FCPS Regional Training Campus. The Project Team has identified some of the cost and logistical statistics associated with training at locations outside of Loveland and Fort Collins; that information is shown in the following table:

Table 33—Cost and Logistics Impact of Training Outside

| Cost and Logistics Impact Summary of Training at Existing Locations | | | |
|---|------------------------|---------------------------------------|-------------------|
| Staff Impact | Miles | Time Away For Training (Hours) | |
| Total hours staff spent away from their posts per year for travel plus hours in class | | 11,828 | |
| Total miles driven by department vehicles | 110,020 | | |
| Costs | Maintenance Fee | Fuel Fee | Total Cost |
| Vehicle operation costs (department vehicles) | \$ 24,204 | \$ 32,089 | \$ 56,294 |
| Vehicle replacement cost | | | \$ 47,891 |
| Cost to attend classes away (see Appendix B for detail) | | | \$ 62,223 |
| Totals | \$ 24,204 | \$ 32,089 | \$166,408 |

Notes:

1. Vehicle maintenance fee estimated at (mile): \$0.22
2. Average cost of police vehicle operation (per mile): \$0.45
3. Vehicle Replacement Cost, replaced every (miles): 85,000
4. Vehicle Replacement Cost, (cost): \$37,000
5. Auto fuel estimated at 12MPG @ (gallon): \$3.50
6. Detail for Time Away for Training and Total Miles Driven found in Appendix B

OTHER BENEFITS

Several other benefits will be realized from establishing a LPD-FCPS Regional Training Campus. Examples of these benefits include:

- Improved training capability. With the assistance of new training props and classrooms, the Partner Agencies will be able to provide the quantity and quality of training they desire in a variety of areas.
- “One Stop Shop” training environment. Officers from the Partner Agencies (as well as outside users) will have access to all of the critical training assets they need to

accomplish their most important training, all in one location. As envisioned, the training campus will facilitate the most effective and efficient use of an officer's valuable training time. For example, a training day could consist of firearms qualification and defensive tactics in the morning and driving in the afternoon. Accomplishing all three of these activities at various training sites (including well outside of the cities) in the same day is virtually impossible.

- Better-prepared emergency first responders.
- Reduced risk of injuries and deaths of trainees, civilians, and emergency responders.
- Increased teamwork abilities of first responders due to a better understanding of duties and job responsibilities.
- Predictable, consistent, and professional training.
- Ongoing training.

Conclusion

The effort to create a Strategic Business Plan for a LPD-FCPS Regional Training Campus started in October 2013. The IBG Team made several site visits to Loveland and Fort Collins, interviewed numerous individuals, conducted a focus group meeting, conducted a survey of potential outside users, reviewed documents from both police agencies, considered the information and data, and prepared this report.

IBG believes that the construction of a training campus designed to meet the current and future needs of the Partners as well as other law enforcement agencies in the Northern Colorado region is well-justified. This finding is largely based on objective data gathered during the needs assessment. The “hard numbers” indicate that over one-half of the Partners’ current training has room for improvement, primarily due to existing training conditions and reliance on training facilities controlled by other agencies. The numbers also show the need for a variety of classrooms, a shooting range facility, an EVOC driving area, a scenario village, and other specialized training props and features. Such a facility can become a focal point for collaborative public safety training where police, fire, emergency management, and other agencies can conduct joint scenario-based drills and exercises.

The outside user survey results and focus group information clearly indicate that other law enforcement agencies in the region would utilize the training campus and would be willing to pay a reasonable fee to do so. Importantly, most of their critical training needs of the region can be met without having to expand the scope of the project beyond that which is needed by the Partners.

The construction of the Regional Training Campus would send a clear message to LPD and FCPS personnel that Loveland and Fort Collins place a high value on well-trained and properly prepared first responders and that both cities intend to continue to maintain a high level of safety for their citizens.

Acronym and Abbreviation Index

ADA—Americans with Disabilities Act
BWG—Belford Watkins Group Architects
COPS—Community Oriented Policing Services
EMD—Emergency Medical Dispatching
EVOC—Emergency Vehicle Operations Course
FCPS—Fort Collins Police Services
IBG—Interact Business Group
IGA – Inter-Governmental Agreement
LEDS – Law Enforcement Driving Simulators
LPD—Loveland Police Department
O&M—Operations and Maintenance
Partners—Loveland Police Department and Fort Collins Police Services
POST—Peace Officer Standards and Training
PSAP—Public Safety Answering Point
PSU—Professional Standards Unit
Sim City—Simulated Urban Environment
SWAT—Special Weapons and Tactics
TCM – Training Center Manager

Appendixes

This section contains supplementary material that complements the body of the report.

Appendix A – Class List by Name

Appendix B –Detail of Cost and Logistics of Training Elsewhere

Appendix C – Survey Supportive Documents

Appendix D –Training Class Detail Sheet Sample

APPENDIX A – CLASS LIST BY NAME

| Fort Collins Classes by Division, by Name | |
|--|---|
| Driving | FTO |
| In-service Training | Basic FTO School |
| POST Driving Instructor Course | FTO Development |
| Youth Police Academy | Phase Training |
| DT | In-service |
| Checkouts | Active Shooter Mobile Field Force |
| Citizens Academy | K-9 |
| DT Instructor Academy | Less Lethal |
| DT/ACT Academy | Non-skills Training |
| In-Service | Supervision / Incident Command |
| Instructor meetings | Trends & Technology |
| Pepper Spray Academy | Negotiators |
| Pepper spray In Service | Scenario Based Training |
| Phase Training | SWAT |
| Planning Session | Active Shooter / Rapid Deployment |
| Sponsored Training | Advanced School |
| Sponsored Training OC | Basic Class |
| Trends and Technology | Bearcat Operations |
| Youth Police Academy | Bomb Squad Cross Training |
| Firearms | Chemical Agents |
| Citizen's Academy | Command/Sergeant Class |
| FTO Phase Training | DT / Active Counter Measures |
| Handgun Armorer Courses | Explosive Breaching |
| Handgun Instructor Class | Firearms Qualification/Training |
| Handgun Orientation | Fitness Training |
| IALEFI Instructor Development Course | K-9 SWAT Training |
| Individual Coaching | Less Lethal Class |
| In-house Advanced Handgun | Live Fire Scenarios |
| In-service Handgun Qual/Training | Mechanical Breaching |
| In-service Rifle Qualification & Training | MFF |
| In-service Rifle Training/Handgun Qualification | Non-Firing/SIMS Scenarios |
| Live Fire Active Shooter Scenario | Pepper Ball |
| Make-up Qualification | SAGE |
| Remedial Training | SCBA Certification |
| Rifle Armorer Courses | Sniper Training |
| Rifle Instructor Class | Tactical Debrief |
| Rifle Operator Class | Tactics / Movement / HRT |
| Sustainment Handgun | Taser |
| Sustainment Rifle | Team Leader Class |
| Team Meetings/Instructor Preparation | Technology Training |
| Trends in Technology | TEMS (Account for additional class size - not students) |
| Weapon Maintenance | Trends in Technology |
| Youth Police Academy | Vehicle Assaults |
| | Weapon Maintenance |
| | New Hire |
| | Academy Skills Refresher |
| | Skills Academy |
| | Skills Academy Combat Handgun |
| | Skills Refresher During Academy |

| Loveland Classes by Division, by Name | |
|--|---|
| Driving | SWAT |
| Driving - Pursuit Track | Helicopter |
| Driving - Remedial | HRT / Warrant Service |
| Driving - Street Grid | Mobile Field Force |
| Motorcycle - Recert | Movement Training |
| Motorcycle - Yearly Training | Open Field Movement |
| Motorcycle School | Rappelling |
| DT | SCBA/Chem Lab |
| Ground Defense Tactics | Scenario Training |
| Handcuffing | Sniper Shooting |
| LDT Remedial Training | Tac Shooting |
| Firearms | Tactical Self Defense and Ground Fighting |
| Firearm Repair and Test Fire | Technology Training |
| Firearms Handgun Training and Qual | TEMS / Officer Rescue |
| Firearms Remedial Handgun and Carbine | Tubular Assaults |
| Firearms Rifle Training and Qual | Vehicle Assaults |
| Less Lethal FN 303 | VIP Operations |
| Less Lethal Taser | New Hire |
| Less Lethal Taser Recert | Driving-New Hire Training Testing |
| Skills Sustainment | Firearms Pre-Service Training and Qual |
| FTO | LDT Pre-Service Training and Testing |
| FTO Scenario Training | Orientation Pre Service |
| In-service | SFST Cert. |
| Mounted Unit | K-9 |
| Scenario Based Training | K-9 Recertification |
| Tactics Building Clearing | K-9 Training |
| Tactics Officer Down/Victim Rescue | |

APPENDIX B –DETAIL OF COST AND LOGISTICS OF TRAINING ELSEWHERE

| Cost and Logistics Impact Summary of Training at Existing Locations | | | | | | | | | | | | | | |
|---|---------------------------------|--------------------------------|--|--------------------------------|-----------------------|-------------------------------------|--------------------------------------|---------------------------|---|----------------------------------|--|--------------------|--|----------------------------------|
| Partner | Location of Training | Training Days Charged Per Year | Money Charged to Use the Facility, Per Day or Year | Total Facility Charge Per Year | Class Length in Hours | Number of Training Classes Per Year | Students Per Class, Plus Instructors | Student Trips to Facility | Drive Time to Site, Round Trip, Minutes | Total Annual Drive Time, Minutes | Travel Distance (in miles) Per Trip Round Trip | Total Miles Driven | Total Time, Away from Post, Driving + Class, Minutes | Total Time Away from Post, Hours |
| Fort Collins | Pawnee Range | | | | | | | | | | | | | |
| | In-Service Class | flat fee | \$5,000 | \$5,000 | 5 | 40 | 23 | 920 | 90 | 82,800 | 80 | 73,600 | 358,800 | 5,980 |
| | Rifle Classes ¹ | flat fee | (above) | \$0 | 40 | 2 | 12 | 120 | 90 | 10,800 | 80 | 9,600 | 59,760 | 996 |
| | Cheyenne Range | | | | | | | | | | | | | |
| | SWAT Class | per student | \$9 | \$1,125 | 10 | 5 | 25 | 125 | 100 | 12,500 | 106 | 13,250 | 87,500 | 1,458 |
| | LCSO Outdoor Range | | | | | | | | | | | | | |
| | SWAT Class | no fee | \$ - | \$0 | 8 | 10 | 25 | 250 | 60 | 15,000 | 37 | 9,250 | 135,000 | 2,250 |
| Loveland | Fort Carson | | | | | | | | | | | | | |
| | SWAT Class ⁴ | overtime | \$ 8,228 | \$8228 | 40 | 12 | 26 | 12 | 240 | 2,880 | 360 | 4,320 | 823,680 | 13,728 |
| | Front Range Gun Club | | | | | | | | | | | | | |
| | ^{2,3} In-Service Class | 30 | | \$47,870 | | | | | | | | | | |
| | Totals Per Year | | Total Cost | \$62,223 | | | | | Total Driving Time, Hours | 2,066 | Total Miles Driven | 110,020 | Total Time Away, Hours | 24,412 |

NOTES:

- 1) This is a five day class. Students drive each day, no overnight stays
- 2) Loveland has access to this range for 30 days per year at the stated rate. Additional day are billed separately.
- 3) The Front Range Gun Club is located in Loveland therefore no travel costs are calculated.
- 4) Loveland Staff carpool to training at Fort Carson.

APPENDIX C – SURVEY SUPPORTIVE DOCUMENTS

| List of Survey Respondents | | |
|---|------------------|-----------------------------------|
| Agency | Contact Name | Title |
| Frederick Police Department | Gary Barbour | Chief |
| Platteville Police Department | Michael F. Root | Chief of Police |
| Estes Park Police | Wes Kufeld | Chief of Police |
| Johnstown Police | Brian Phillips | Chief |
| Colorado Parks and Wildlife | Larry Rogstad | Area Wildlife Manager |
| Greeley PD | Jerry Garner | Chief of Police |
| Weld County Sheriff's Office | Jack McGrath | Undersheriff |
| Ault Police Department | Rich Strang | Chief |
| Berthoud Police Department | John J. Feyen | Interim Chief |
| Evans Police Department | Rick Brandt | Chief of Police |
| District Attorney, Eighth Judicial District | Clifford Riedel | District Attorney |
| Timnath Police Department | Sherri Wagner | Chief |
| Colorado State Patrol | Rob Marone | Captain |
| Colorado State University Police Dept | Jason Meisner | LT |
| Dacono Police Department | Brian Skaggs | Chief of Police |
| 8th JD Probation | Chris Gastelle | CPO |
| Windsor Police Department | John E. Michaels | Chief of Police |
| Lafayette Police Department | Brian Rosipajla | Commander |
| Firestone Police Department | Alan Yoder | Training Sergeant |
| Division of Adult Parole | Jeff Geist | Manager |
| Aims Community College Police Academy | Sue Beecher | Academy Director |
| Milliken PD | Jim Burack | Police Chief & Town Administrator |
| Larimer County Sheriff | Justin Smith | Sheriff |
| Eaton Police Department | Arthur Mueller | Chief of Police |
| Federal Bureau of Investigation | Todd E Sandstedt | Supervisory Special Agent |



Administrative Division
2221 South Timberline Road
PO Box 580
Fort Collins, CO 80522
970.221.6540
970.224.6088 - fax
fcgov.com

(Bennell & Jones, 2004) (Honig & Lewinski) (Hahn, 2010)

TO: Darin Atteberry, City of Fort Collins City Manager
Bill Cahill, City of Loveland City Manager

FROM: Cory Christensen, Deputy Chief Fort Collins Police

DATE: January 15, 2015

RE: Use of Simulation Training versus Live Training

CC: John Hutto, Chief of Police City of Fort Collins
Luke Hecker, Chief of Police City of Loveland

As Fort Collins and Loveland explore the concept of creating a new training campus to meet the current and future training needs for each organization the question of the use of simulators has been posed as a substitute for live weapons fire and a driving track. Simulators have been used in other professions that require the learning and maintenance of skills found in aviation and the medical profession. Flight simulators are often used to introduce pilots to a wide variety of situations such as adverse weather conditions, aircraft malfunctions and different airports. These scenarios are used to train the pilot while not endangering passengers or flight crew to the dangers of an aircraft accident. In the medical profession simulators are being used to train surgeons to properly perform surgical procedures. This allows for training and proficiency without the initial risk to a patient. In law enforcement simulators have been in use for over 25 years introducing officers to a wide variety of differing scenarios and decision-making problems.

Studies into the use of simulators point to considerable benefit to a trainee in the practice of a skill. Much of the literature talks about the benefit of skill transfer through the use of simulator training. Skill transfer refers to the ability of the person to take fundamental skills, also known as skills generalization, and apply them to various situations (Hahn, 2010). In law enforcement the use of simulators is considered an excellent tool in exposing officers to multiple types of scenarios and can improve the decision making process when faced with force decisions.

Force Science Institute is a recognized group of experts in the area of police officer decision-making and use of deadly force. This group strongly supports the idea that police officer training be as realistic as possible in an effort to improve the decision making process when an officer is faced with a deadly force situation (Honig & Lewinski). Simulator training, when properly done, is an excellent way of providing this type of training.

Simulation fidelity is the degree with which the simulator can emulate conditions found in the real life use of the skill. High fidelity is an important factor in skills training that incorporates high stress situations (Bennell & Jones, 2004). Force Science Institute discusses the need for stress inoculation as a part of training officers to handle high stress situations (Honig & Lewinski). This is the concept of presenting many different stressful and realistic training scenarios to better prepare the officer when faced with quick deadly force situations and better prepares the officer in making appropriate decisions during that situation. Stress inoculation is beneficial in both weapons training as well as emergency vehicle operation. Although simulators are an excellent enhancement to this type of training it is difficult for a simulator to reproduce the many ergonomic and dynamic forces experienced by an officer in the live fire of weapons and emergency vehicle operation. Currently, no law enforcement firearms training simulator vendor offers realistic simulator weapons for two of the three pistols systems carried by Loveland and Fort Collins Police.

As already mentioned, simulator training is widely used in the aviation field. In this profession simulator training is only used with individuals who already possess basic pilot skills and licensing. These pilots have already been subjected to training under close supervision from a certified instructor pilot in real aircraft as well as solo time. The simulator experience is not meant to replace basic skills acquired in live training, but used to enhance those skills through exposure to various scenarios and conditions. Pilots also have the opportunity to utilize the skill for hundreds of hours in actual flying in an effort to maintain their proficiency in piloting aircraft. If weapons training were replaced by simulator only experiences it is possible that the first time an officer engages in a deadly force situation is the first time he/she actually fires their weapon. Given the low frequency of real life need to fire a weapon in the line of duty, and the consequences of that event it is critical that officers learn, train and practice on a live fire range.

In law enforcement the use of simulators are not meant to replace live fire or driving actual emergency vehicles, but to enhance and build on those skills. It is recommended that simulators become part of the overall training campus in addition to live fire ranges and driving track. Simulators should not be seen as a way to reduce the cost of providing a quality facility necessary to meet the organizational needs of Loveland and Fort Collins now and into the future.

Works Cited

- Bennell, C., & Jones, N. J. (2004). *The Effectiveness of Use of Force Simulation Training Final Report*. Carleton University.
- Hahn, S. (2010). *Transfer of Training from Simulations in Civilian and Military Workforces: Perspectives from the Current Body of Literature*.
- Honig, A., & Lewinski, W. J. *A Survey of the Research on Human Factors Related to Lethal Force Encounters: Implications for Law Enforcement Training, Tactics, and Testimony*. 2015, Force Science Institute: <http://www.forcescience.org/encounter.html>



CITY OF LOVELAND
CITY MANAGER'S OFFICE

Civic Center • 500 East Third • Loveland, Colorado 80537
(970) 962-2303 • FAX (970) 962-2900 • TDD (970) 962-2620

TO: Bill Cahill, City Manager
FROM: John Hartman, Senior Policy Analyst
DATE: January 27, 2015
RE: Costs, Funds Available and Policy Issues for Buyout of Police & Court Building

Background

The City of Loveland and Larimer County in partnership formed the Loveland-Larimer Building Authority in late 2000. The Intergovernmental Agreement (IGA) to create the Authority was approved by the City through Resolution 96-2000, adopted on November 7th, 2000. The Authority is the governing body through which the funding from each entity to construct the building was captured and project costs paid. The initial project estimate to acquire all the property, construct and furnish the building was \$16,988,709, with the City contributing \$13,127,716 and the County contributing \$3,860,993. Final costs were slightly higher due to façade changes and required storm water drainage issues, with most of the costs being funded by the City. After construction, the Authority continued through an operating plan approved by the two entities on July 10, 2003, to provide for the operation and maintenance of the building and maintenance of the parking lots, grounds and landscaping around the building. The governing body of the Authority consists of the Loveland City Manager, the Loveland County Manager and one other person selected by the managers. Costs are split between the City and the County based on the percentage of occupied square footage tot total square footage. Currently that percentage is 77% to the City and 23% to the County.

Proposed Change

A proposal has been put forward to relocate the County functions in the building, primarily courtrooms and office space, to a new building to be constructed by the County in the Loveland downtown area. To facilitate this change the City would pay to the County an amount to “buyout” their interest in the Police & Courts Building. This would provide revenue to the County to expand the design of the downtown facility to implement this change. This memo will examine the costs to the City to implement the change and discuss funding options and policy impacts. The cost and square footage estimates are taken from a memo by Mike Scholl to Bill Cahill on January 8, 2015 with input from the Loveland Facilities Management Division regarding an initial estimate on the cost to move the County staff to the downtown facility.

Currently the County occupies 17,135 square feet and shares the use of 20,401 square feet of common area, primarily on the first floor of the building. The estimated square footage, including common areas that would need to be added to the new building design, to replicate the move of all the County functions is estimated at 21,242 square feet. In addition there would need to be additional parking constructed for the county staff and jurors, estimated to be between 40-80 parking spaces. The minimum number of spaces to accommodate the staff is 40 spaces. A peak number of spaces assuming all staff in attendance at the building and a full court schedule

with jury selection in process, is 80 spaces. The actual number required is likely lower than the peak number depending on trial frequency and average staff vacancy. The parking cost to construct the spaces is estimated to be between \$800,000 and \$1.6 million.

Another issue that has been raised to concerns the housing of probation staff for both youth and adults in the same building. Currently Youth Probation staff is located in the County facility on 6th Street and Cleveland Avenue; with the Adult Probation staff located at the Police and Courts facility. The County believes there are advantages to locating the probation offices with the City’s Police staff. This could be accomplished by repurposing some of the existing general office space currently occupied by the County to accommodate the Youth Probation staff at little or no cost. The cost of new construction would be reduced by about \$514,000 for a total cost between \$5.02 million and \$5.86 million. This would also change the final calculation on the number of parking spaces required at the new building.

If instead, the choice is move the Adult Probation staff to the new building the new construction cost would increase by the \$514,000 to a total new construction cost estimated between \$6.05 million and \$6.88 million and may require more than 80 peak parking spaces.

Police and Courts Building Operation Issues

As stated above, the costs of operating the Police and Court Building are split between the County and the City based on the percentage of occupied square footage. If all County staff are relocated to the new building, the City would need to assume all building and grounds maintenance costs of the Police and Courts Building. For 2015, the County share of these costs is projected to be \$126,360 and the City’s share is projected to be \$505,430. Based on the assumptions in the City’s Financial Master Plan, these costs are projected to increase 3.5% annually.

In addition, the building has aged to where major maintenance of the building is required. This would include items such as repainting, carpet replacement, HVAC, heating equipment and roof replacement. Based on a ten year project list developed by the Facilities Management Division for the 2015-2024 Capital Program cycle (see Attachment 1) the total ten year cost for these projects is estimated at \$1.463 million. The County share under the current occupancy is \$274,100 over the ten year period. These costs would also need to be assumed by the City if all staff are relocated.

City of Loveland Options and Costs (see Attachment 3 for a summary comparison of all options)

Option 1 – City Pays County for Initial Capital Investment (all County staff to new building)

| | |
|--|----------------------------------|
| ➤ Loveland-Larimer Building Authority dissolved and all assets transferred to City. | |
| ➤ Capital Cost Payment | \$3,860,993 |
| ➤ County Space in Police and Courts Building Retrofitted to City Use (currently undefined), cost range | \$1,235,530 - \$2,054,130 |
| ➤ Annual Operating Cost Increase | \$126,360 |
| ➤ Average Annual Increase in Major Maintenance Costs | \$27,410 |
| ➤ <u>Total Cost Range Option 1</u> | <u>\$5,250,293 - \$6,068,893</u> |

Funding Options:

1. Approximately \$4.8 million is available in Police CEF revenue that could be used for the Capital Cost payment and the cost to retrofit the facility (\$296,523-\$1.12 million), assuming all the retrofitted space would be for Police Department use.
2. General Fund resources would be required to absorb the operating and major maintenance costs - \$153,770 in first year. Costs are projected to increase 3.5% annually after the first year.

Option 2 – City Pays County for Initial Capital Investment inflated by the change in the Consumer Price Index (all County staff to new building)

| | |
|--|----------------------------------|
| ➤ Loveland-Larimer Building Authority dissolved and all assets transferred to City. | |
| ➤ Capital Cost Payment of \$3.8 million inflated 36% (see Attachment 2 - CPI chart) | \$5,247,089 |
| ➤ County Space in Police and Courts Building Retrofitted to City Use (currently undefined), cost range | \$1,235,530 - \$2,054,130 |
| ➤ Annual Operating Cost Increase | \$126,360 |
| ➤ Average Annual Increase in Major Maintenance Costs | \$27,410 |
| | |
| ➤ <u>Total Cost Range Option 2</u> | <u>\$6,636,389 - \$7,454,989</u> |

Note: A different measure could be used as an inflator, such as average interest earnings on a long term bond. The cost would change marginally depending on if the rate is higher or lower than the CPI percentage change.

Funding Options:

1. Approximately \$4.8 million is available in Police CEF revenue that could be used for the Capital Cost payment. Remaining Balance and all retrofit costs (\$1.98 million - \$2.50 million) would have to be funded by General Fund resources.
2. General Fund resources would be required to absorb the operating and major maintenance costs - \$153,770 in first year. Costs are projected to increase 3.5% annually after the first year.

Option 3 – City Pays County equivalent of Cost of New Construction (all County staff to new building)

| | |
|--|----------------------------------|
| ➤ Loveland-Larimer Building Authority dissolved and all assets transferred to City. | |
| ➤ Capital Cost Payment Range | \$6,052,245 - \$6,886,643 |
| ➤ County Space in Police and Courts Building Retrofitted to City Use (currently undefined), cost range | \$1,235,530 - \$2,054,130 |
| ➤ Annual Operating Cost Increase | \$126,360 |
| ➤ Average Annual Increase in Major Maintenance Costs | \$27,410 |
| | |
| ➤ <u>Total Cost Range Option 3</u> | <u>\$7,441,545 - \$9,094,543</u> |

Funding Options:

1. Approximately \$4.8 million is available in Police CEF revenue that could be used for the Capital Cost payment. Remaining Balance and all retrofit costs (\$2.49 million - \$4.14 million) would have to be funded by General Fund resources.
2. General Fund resources would be required to absorb the operating and major maintenance costs - \$153,770 in first year. Costs are projected to increase 3.5% annually after the first year.

Option 4 – City Pays County equivalent of Cost of New Construction (Probation staff split between two building as currently are)

- Loveland-Larimer Building Authority dissolved and all assets transferred to City with a rental rate charged to County for Probation Space or maintain Authority with operating costs based on revised percentage of occupied space. Operating costs are based on the second option.
- Capital Cost Payment Range \$5,538,120 - \$6,372,518
- County Space in Police and Courts Building Retrofitted to City Use (currently undefined), cost range \$1,064,155 - \$1,768,505
- Annual Operating Cost Increase to City (96% of occupied space) \$102,386
- Average Annual Increase in Major Maintenance Costs \$27,410

- Total Cost Range Option 4 \$6,732,071 - \$8,270,819

Funding Options:

1. Approximately \$4.8 million is available in Police CEF revenue that could be used for the Capital Cost payment. Remaining Balance and all retrofit costs (\$1.80 million - \$3.34 million) would have to be funded by General Fund resources.
2. General Fund resources would be required to absorb the operating and major maintenance costs - \$129,796 in first year. Costs are projected to increase 3.5% annually after the first year.

Option 5 – City Pays County equivalent of Cost of New Construction (All Probation staff in Police and Courts Building)

- Loveland-Larimer Building Authority dissolved and all assets transferred to City with a rental rate charged to County for Probation Space or maintain Authority with operating costs based on revised percentage of occupied space. Operating costs are based on the second option.
- Capital Cost Payment Range \$5,023,895 - \$5,858,393
- County Space in Police and Courts Building Retrofitted to City Use (currently undefined), cost range \$892,780 - \$1,482,880
- Annual Operating Cost Increase to City (93% of occupied space) \$80,166
- Average Annual Increase in Major Maintenance Costs \$27,410

- Total Cost Range Option 5 \$6,024,251 - \$7,448,849

Funding Options:

1. Approximately \$4.8 million is available in Police CEF revenue that could be used for the Capital Cost payment. Remaining Balance and all retrofit costs (\$1.12 million - \$2.54 million) would have to be funded by General Fund resources.
2. General Fund resources would be required to absorb the operating and major maintenance costs - \$107,576 in first year. Costs are projected to increase 3.5% annually after the first year.

To meet both the County’s needs and to minimize the City’s costs, Option 5 is the recommended option should a policy decision to move forward be adopted.

Policy Issues

- In the City's current Capital Program, all Police Capital Expansion Fee revenues are allocated to the Police Training Facility Project. The proposed agreement with the City of Fort Collins is to split capital costs on 50-50 basis. Reallocating the Police CEF revenue to pay for the buyout of the County's interest in the Police and Court Building would require the proposed scope of this project to be reduced by a total \$9.6 million or about 40%. This would bring the total projected cost for the Training Facility down from the current \$24 million projected cost to 14.4 million. A portion of this reduction may be able to be absorbed by retrofitting the County occupied space to classroom space. However this adjustment will not result in the reduction in scope needed to meet the resources available and there will be lost efficiencies of having classrooms located next to the practical or skills related training areas the Regional Training Campus would provide.
- In nearly all the options, the City would have to supplement Police CEF revenue with General Fund resources to fully fund the capital costs with about \$1 million to \$4.0 million. The Financial Plan indicates that these resources are likely available, but leave a very small balance in Undesignated Reserves in the short-term.
- On-going operating and major maintenance costs that the City would have to absorb on an annual basis will reduce the ability to add staff in all departments to meet increasing workloads due to City growth. As an example, the cost increase in any one year is similar to the cost of adding one police officer.

| Attachment 1 | | | | | | | | | | | |
|--|----------------|----------------|----------------|----------------|----------------|---------------|----------------|---------------|---------------|---------------|------------------|
| Police & Courts Major Maintenance Schedule | | | | | | | | | | | |
| Revenue | 2015 | 2016 | 2017 | 2018 | 2019 | 2020 | 2021 | 2022 | 2023 | 2024 | Total |
| City | 150,000 | 125,000 | 212,000 | 160,000 | 235,000 | 80,000 | 107,000 | 50,000 | 40,000 | 30,000 | 1,189,000 |
| County | 34,500 | 28,700 | 49,400 | 36,800 | 54,100 | 18,400 | 24,600 | 11,500 | 9,200 | 6,900 | 274,100 |
| Total Revenue | 184,500 | 153,700 | 261,400 | 196,800 | 289,100 | 98,400 | 131,600 | 61,500 | 49,200 | 36,900 | 1,463,100 |
| Project | | | | | | | | | | | |
| Painting | 36,900 | 36,900 | 36,900 | | | | | | | | 110,700 |
| Carpet replacement | 73,800 | 73,800 | 73,800 | | | | | | | | 221,400 |
| Create new trash enclosure | 12,300 | | | | | | | | | | 12,300 |
| Polish concrete in booking area | 36,900 | | | | | | | | | | 36,900 |
| Insulate north wall in records | 24,600 | | | | | | | | | | 24,600 |
| Replace concrete at front entrance doors | | 6,100 | | | | | | | | | 6,100 |
| Install TRANE SC-web based control package | | 36,900 | | | | | | | | | 36,900 |
| Replace UPS batteries (911 system) | | | 40,000 | | | | | | | | 40,000 |
| Replace 60 ton RTU #2 | | | 110,700 | | | | | | | | 110,700 |
| Replace 60 tons RTU #3 and re-engineer office area from RTU #4 | | | | 135,300 | | | | | | | 135,300 |
| Replace store front doors at main entrance | | | | 36,900 | | | | | | | 36,900 |
| Refinish main stairway hand rail | | | | 24,600 | | | | | | | 24,600 |
| Replace 55 ton RTU #1 | | | | | 104,600 | | | | | | 104,600 |
| Replace current roofing system with DuroLast roofing | | | | | 184,500 | | | | | | 184,500 |
| Re-engineer and replace partition doors in Police Institute | | | | | | 98,400 | | | | | 98,400 |
| Replace split system for basement electrical room | | | | | | | 8,600 | | | | 8,600 |
| Major parking lot repairs and replacement | | | | | | | 110,700 | | | | 110,700 |
| Replace exterior wall pack lighting with LED technology | | | | | | | 12,300 | | | | 12,300 |
| Parking lot lighting retrofit to LED technology | | | | | | | | 43,000 | | | 43,000 |
| Study building envelope efficiency | | | | | | | | 18,500 | | | 18,500 |
| Replace hot water boiler with possible re-engineering | | | | | | | | | 24,600 | | 24,600 |
| Replace drinking fountains at all locations | | | | | | | | | 24,600 | | 24,600 |
| Refinish wood working throughout building | | | | | | | | | | 36,900 | 36,900 |
| Total Expense | 184,500 | 153,700 | 261,400 | 196,800 | 289,100 | 98,400 | 131,600 | 61,500 | 49,200 | 36,900 | 1,463,100 |

| Attachment 2 | | | | |
|---|---------------|--------------|--------------|--|
| Consumer Price Index - All Urban Consumers | | | | |
| 12-Month Percent Change | | | | |
| Series Id: CUUSA433SA0 | | | | |
| Not Seasonally Adjusted | | | | |
| Area: Denver-Boulder-Greeley | | | | |
| Item: all Items | | | | |
| Base Period: 1982-84=100 | | | | |
| Years: 2000-2014 | | | | |
| Percentage Change | | | | |
| Year | Annual | HALF1 | HALF2 | |
| 2000 | 4.0 | 3.8 | 4.1 | |
| 2001 | 4.7 | 5.4 | 3.8 | |
| 2002 | 1.9 | 2.2 | 1.8 | |
| 2003 | 1.1 | 1.7 | 0.3 | |
| 2004 | 0.1 | -0.7 | 0.9 | |
| 2005 | 2.1 | 1.4 | 2.8 | |
| 2006 | 3.6 | 3.8 | 3.4 | |
| 2007 | 2.2 | 2.5 | 1.9 | |
| 2008 | 3.9 | 3.7 | 4.1 | |
| 2009 | -0.6 | -0.6 | -0.7 | |
| 2010 | 1.9 | 1.7 | 2.0 | |
| 2011 | 3.7 | 3.8 | 3.6 | |
| 2012 | 1.9 | 1.8 | 2.1 | |
| 2013 | 2.8 | 2.8 | 2.8 | |
| 2014 | | 2.9 | | |
| Data from Bureau of Labor Services, as of 1/27/2015 | | | | |
| http://data.bls.gov/pdq/SurveyOutputServlet | | | | |

| Attachment 3 | | | | | |
|---------------------------------|------------------------------|------------------------------|------------------------------|------------------------------|------------------------------|
| Options Summary Chart | | | | | |
| | Option 1 | Option 2 | Option 3 | Option 4 | Option 5 |
| Capital Cost Payment Range | 3,860,993 | 5,247,089 | 6,052,245 - 6,886,643 | 5,538,120 - 6,372,518 | 5,023,895 - 5,858,393 |
| Retrofitting cost range | 1,235,530 - 2,054,130 | 1,235,530 - 2,054,130 | 1,235,530 - 2,054,130 | 1,064,155 - 1,768,505 | 892,780 - 1,482,880 |
| Operating Cost Increase | 126,360 | 126,360 | 126,360 | 102,386 | 80,166 |
| Major Maintenance Cost Increase | 27,410 | 27,410 | 27,410 | 27,410 | 27,410 |
| Total City Cost Range | 5,250,293 - 6,068,893 | 6,636,389 - 7,454,989 | 7,441,545 - 9,094,543 | 6,732,071 - 8,270,819 | 6,024,251 - 7,448,849 |

Regional Training Campus

Summary - User Agency Letters of Intent

The table below summarizes documented interest/intent for local law enforcement agencies to send officers to the proposed Regional Training Campus. This table assumes 2014 costs for leasing a training prop at the facility - \$300 per four hour training segment.

Number of Sworn/Certified Officers in all eleven responding agencies = 1,101

| Training Prop | No. of Uses Annually 1-10 | No. of Uses Annually 11-20 | No. of Uses Annually 20+ |
|-----------------------------|--------------------------------------|---------------------------------------|-------------------------------------|
| Driving – Speed Course | 10 agencies | 1 agency | |
| Driving – Skid Pad | 9 agencies | | 1 agency |
| Driving – Street Grid | 9 agencies | | |
| Range – 100 Yard | 5 agencies | | |
| Range – 50 Yard | 6 agencies | | |
| Classroom (25 students) | 5 agencies | | |
| Classroom (50 students) | 2 agencies | | |
| Classroom. (100 students) | 1 agency | | |
| SWAT / Simunitions Building | 7 agencies | | |
| Mat Room | 6 agencies | | |
| Technical Classroom | 2 agencies | | |



Police Department

810 East Tenth Street, Suite 100 • Loveland, CO 80537
 (970) 667-2151 • Fax (970) 962-2916 • TDD (970) 663-5144
www.cityofloveland.org

TO: Loveland City Council
FROM: Police Citizen's Advisory Board, Pat Kistler Chairperson
DATE: December 4, 2014
RE: Support of the Regional Training Center

This letter is sent to you to reiterate our support for the new Regional Training Campus to be built on property at the Loveland/Ft. Collins Airport. We believe that it will positively impact the safety of the citizens of Loveland whom we represent.

As you know, the current Gun Range west of town is inadequate for the Department's needs due to limited functionality with no real possibility for improvement. There are persistent noise complaints from area residents which also contribute to its need for replacement.

Your initial commitment of eighteen million dollars for a Loveland Police Training Campus demonstrates your understanding and support of the needed new Campus. We applaud your commitment to our safety and security.

The currently proposed significantly larger campus with more space and more classrooms will cost the City of Loveland twelve million dollars. This is a savings of six millions dollars from your initial commitment. This saving and bonuses are derived from our partnership with the Fort Collins Police Services.

Both departments are working together with a private entity to determine if the scope and cost of the project could be reduced even further if this private entity could provide a high quality shooting range at terms acceptable to both cities. If this agreement were to come to fruition, the cost of the training facility would be reduced by nearly another five million dollars as we would only construct the driving components, classrooms, and the simunition shoot house at the Airport.

Additionally, the partnering agencies are working diligently with other law enforcement agencies in the region to make provisions for rental of the training props when they are available. To the extent this is successful; law enforcement training in the entire region will be enhanced while generating funds that may be applied to the on-going operating and maintenance of the training facility. In this scenario, Northern Colorado residents benefit from better trained police personnel throughout the region, and the cities of Loveland and Fort Collins recognize less financial burden for on-going costs related to the training center.



Your constituents have consistently ranked safety and security at the top of the city's responsibility to the residents of Loveland. We realize that National Security for us in Loveland begins with the Loveland Police Department, and we want and need the best individuals who are highly trained and skilled police officers who are here in Loveland for our protection and safety.

This Regional Training Campus will help meet these needs for years to come by positioning our Department as one of the leaders in promoting the high quality of life we have all come to expect in Loveland.

Here are some specifics responsible for our support for this Regional Training Campus.

- It will further distinguish the Loveland Police Department as the premier law enforcement agency in Colorado which should assist in recruiting the best police officers for Loveland.
- It demonstrates our commitment to in-service training and keeping our officer's skills at optimum levels. The Loveland location also provides training much more efficiently by maximizing training time and minimizing travel time and related expenses.
- It keeps our officers in Loveland where they are needed rather than at locations an hour or more away from our city in the case of an emergency.

The Loveland Police Department has been very fiscally responsible in its request.

By limiting the scope of the current campus to legitimate current training needs, only those needed facilities are being requested at this time. Planning for future expansion needs and having the necessary space for these facilities is also being done.

Since the Department is very sensitive to cost containment, they are only securing FIRM bids for the construction of the facility. This will theoretically save money since many city construction projects seem to come in over the bid amount. The Department is doing all it can to make sure this does not happen.

In closing, we thank you for your continued support of our safety and security by providing the Loveland Police Department with the facilities and tools necessary for the high level of safety we all have come to expect in our Sweetheart city.



LOVELAND FRATERNAL ORDER OF POLICE LODGE 52

PO BOX 2292 • Loveland, Colorado 80539
www.lovelandfopldodge52.org

Rob Pride
President

Jennifer Hines
Secretary

December 29, 2014

Dear Honorable Mayor and City Council members:

On behalf of the men and women of the Loveland Fraternal Order of Police Lodge 52, we are writing this letter to you in support of the new training facility being proposed and studied.

The Fraternal Order of Police (FOP) is a police employee organization which represents over 5,000 law enforcement officers in Colorado and approximately 335,000 law enforcement officers nationwide. Our membership, both nationally and locally, is comprised of law enforcement officers of all ranks and their diverse policing knowledge is extensive. Nowhere is there a pool of officers with more cumulative, experience-based law enforcement knowledge than in the F.O.P. Loveland F.O.P Lodge 52 represents over 90% of the sworn personnel within the Loveland Police Department. These numbers are empirical evidence that we are a representative voice of the rank and file within the Loveland Police Department.

Public Safety occupations are a critical service to the community and the citizens of Loveland expect and deserve the best. Loveland Police officers are a dedicated group of professional men and women who make service to the community their highest priority and are proud to answer that call. They are well trained, highly educated and among the best in the nation.

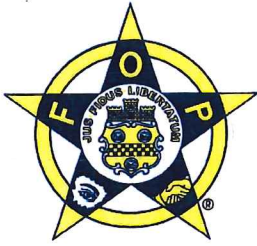
To maintain this high standard and level of service, we must make a priority of constantly searching for innovative and advanced ways to best train our officers. To achieve this, we must have the support and understanding of both our citizens and their elected officials. To that end, we write this letter to ask for your continued support of the new training facility currently being studied.

There has been much discussion about the funding mechanisms and the need for such a facility. While we, the members of Loveland F.O.P., leave the financial strategies for funding such a facility in your capable hands, we want to make clear the need for this facility to become a reality.

There has been discussion about our current emergency driving, firearms and other training arrangements being adequate for our training and maintenance of the high level of service we provide. The officers and instructors who use these facilities on a regular basis for training would tell you they are not. Nor will they meet our needs as the city and department continues to grow and meet the ever changing demands for quality police services in the future

A Proud Tradition in Law Enforcement





LOVELAND FRATERNAL ORDER OF POLICE LODGE 52

PO BOX 2292 • Loveland, Colorado 80539
www.lovelandfopldodge52.org

Rob Pride
President

Jennifer Hines
Secretary

Training Facility- Page 2

The lot at the Fire Training Grounds was not designed or equipped to house high-speed driving, evasive maneuvers or training techniques designed to disable vehicles fleeing from apprehension. It is essential for officers operating high performance vehicles and called upon to utilize higher speed emergency response and pursuit driving techniques be able to train those maneuvers and techniques properly. The confined space at the fire training grounds does not allow for this.

Although some of our basic firearms training needs are currently met some crucial components are not. Distance rifle training is limited at the indoor facility we currently use. We constantly compete with the elements and neighborhood noise complaints at our outdoor facility. We do not have active "shoot house" abilities at either facility. This type of dynamic training is essential in keeping our officers highly trained with the latest tactics and techniques when engaging armed suspects and hostage situations in an urban environment. The new firearms facility being proposed would address these issues and deficiencies in our current firearms training.

We applaud this councils' ongoing commitment to prioritizing public safety for the citizens we serve. Public safety has been the top priority for our citizens and you have echoed this during your yearly planning retreats. It was also evident in your initial approval of \$18 million for this facility to be built. This vote showed the importance you have placed on keeping your police officers well trained and your community safe.

Our partnership with the City of Fort Collins after the initial approval has reduced the cost to our citizens and the city by \$6 million. This partnership is obviously beneficial financially. But it is important to note the other benefits this partnership offers our own Loveland citizens.

This facility will be used by Fort Collins P.D. (FCPD) and other agencies in our region. Although it is not incumbent on the City of Loveland to insure other agencies around us receive proper training, the benefits of having a state of the art training facility for them to utilize directly impacts our citizens. When major critical incidents occur, we call upon these agencies to enter our city and assist us. Imagine the overwhelming amount of officers responding from our bordering agencies if we had an active shooter incident such Sandy Hook or Columbine.

We would want those officers to have the best available tactical training as our own. This facility would provide them a venue for that training. Additionally,





LOVELAND FRATERNAL ORDER OF POLICE LODGE 52

PO BOX 2292 • Loveland, Colorado 80539
www.lovelandfopldodge52.org

Rob Pride
President

Jennifer Hines
Secretary

Training Facility-Page 3


our Loveland citizenry interacts on a daily basis with officers from surrounding Northern Colorado law enforcement agencies. Their level of training and access to a state of the art facility DOES affect OUR citizens and those residing in the greater Northern Colorado area during these interactions.

There has been recent discussion about “simulators” and providing simulation training in lieu of the proposed training facility. Although we welcome simulators in addition to the proposed training facility, this type of training would not be a replacement for the hands on operational training of a high speed driving track or automated shooting facility. There is no question simulation training can be beneficial in our profession. But this type of training simply can't replace the value in driving our actual vehicles during a simulated response or pursuit; or actually firing our weapons in a dynamic environment.

As Loveland Police Officers, we understand and value the daily trust placed in us as we carry out our duties. We also recognize the importance of receiving the best training available to maintain the high standard our citizens have come to know and appreciate in our service. You have demonstrated time and again how you also value and understand its importance. We believe the proposed training facility is the next step in maintaining that high standard for our officers and this community.

We appreciate your vigilant work in managing the city's financial situation. As you navigate through this proposal and funding options, please know the men and women of the Loveland Fraternal Order of Police have a true need for this facility. We strongly support it and urge your continued support as well.

Sincerely,

Rob Pride 
President
Loveland Lodge 52
Fraternal Order of Police
Lodge52pride@gmail.com

