OPERATIONAL GOVERNANCE AND PLANNING ASSESSMENT FOR THE ROBERT H. WOOD CRIMINAL JUSTICE AND TRAINING CENTER

In accordance with Act 178, Public Acts of 2014, Sec. 13(g) which states, "The sum of $50,000 is appropriate to the Department of Buildings and General Services to contract with an independent third party to develop, in consultation with all interested stakeholders, an operational governance and planning mode for the operation, financial integrity and maintenance of the Robert H. Wood Criminal Justice and Fire Service Training Council in Pittsford" the Commissioner of the Department of Buildings and General Services and the members of the study steering committee hereby present an organizational assessment[1] for the Robert H. Wood Criminal Justice Training Center.

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February 1, 2015

[1] This study was termed an "organizational assessment" in the State of Vermont request for proposals dated July 28, 2014.

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I – INTRODUCTION

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This report presents the results of an organizational assessment for the Robert H. Wood Criminal Justice and Fire Service Training Center.[1] This introductory chapter briefly reviews the objectives and scope of the study and the methodology used to conduct it.

OBJECTIVES AND SCOPE

The primary objective of this study is to develop an operational governance and planning model for the operation, financial integrity, and maintenance of the Robert H. Wood Criminal Justice and Fire Service Training Center (Robert H. Wood Center). In performing this engagement the consultant was expected to work closely with the Commissioner's Office of the Department of Buildings and General Services (BGS) and various stakeholders in multiple agencies.

APPROACH AND METHODOLOGY

A range of approaches were used to conduct this study. A tour of the Robert H. Wood Center was conducted and extensive information on the Robert H. Wood Center and its uses was collected including descriptions of facilities, program offerings, program participation, utilization, memoranda of understanding (MOUs), meeting minutes, organization charts, maps, and relevant statutes. Representatives of the primary users of the Robert H. Wood Center (the Vermont Criminal Justice Training Council, the Vermont Fire Academy, and the Vermont State Police), BGS (which maintains the Robert H. Wood Center), and potential users of the Robert H. Wood Center (the Department of Corrections) were interviewed. Interviews were also conducted with a range of stakeholders including representatives of the Vermont Sheriff's Association, the Vermont Police Chief's Association, the Department of Liquor Control, the Department of Fish and Wildlife, the Department of Motor Vehicles, the Vermont Fire Chief's Association, and the Vermont State Firefighters Association. In addition, information from a number of other public safety training centers was obtained and evaluated.

The review of information about the Robert H. Wood Center, information from other public safety training centers, data analysis, and interview findings were used to develop an understanding of the short- and long-term issues facing the Robert H. Wood Center. The relative importance of each of these issues was then evaluated by a study steering committee and weighted evaluation criteria for assessing alternative governance and organizational arrangements were developed. Alternative organizational and governance arrangements were assessed using these criteria and the results of this assessment were used to develop study recommendations.

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[1] The statutory authority for this study is Act 178, Public Acts of 2014, Sec. 13(g) which states, "The sum of $50,000 is appropriated to the Department of Buildings and General Services to contract with an independent third party to develop, in consultation with all interested stakeholders, an operational governance and planning mode for the operation, financial integrity and maintenance of the Robert H. Wood Criminal Justice and Fire Service Training Council in Pittsford."

II – EXECUTIVE SUMMARY

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This executive summary discusses the problems resulting from the absence of a governance structure at the Robert H. Wood Criminal Justice and Fire Service Training Center, specifies the goal of this engagement in addressing these challenges, discusses a recommended governance structure, and briefly summarizes the benefits of establishing this governance structure.

PROBLEM

No single entity is currently responsible for the governance, management, and operations of the Robert H. Wood Criminal Justice and Fire Service Training Center. Instead, the three primary users of the Robert H. Wood Center – the Vermont Criminal Justice Training Council, the Vermont Fire Academy (which implements training required by the Vermont Fire Services Training Council), and the Vermont State Police (VSP) – operate, for the most part, independently of each other In addition the Vermont Department of Buildings and General Services (BGS) maintains the facility and site.

Many shortcomings associated with current operations stem from the fact that no governance and management structure has been established to oversee the facility. In particular, disagreements among users are difficult to address, facility utilization is not actively managed, no single voice advocates for facility needs, and no structure exists to increase the likelihood that potential synergies associated with co-locating training facilities are realized. In addition, because no organization and governance structure has been established a detailed assessment of Robert H. Wood Center needs has not been developed, cost effective alternatives to addressing facility related training needs are not systematically evaluated, and no process for accommodating and integrating potential users into the center is in place. These problems are exacerbated by the fact that no incentives currently exist that encourage users to consider facility costs when making program delivery decisions and to increase facility utilization.

GOAL

The primary objective of this study is to develop an operational governance and planning model for the operation, financial integrity, and maintenance of the Robert H. Wood Criminal Justice and Fire Service Training Center that will address these problems.

DISCUSSION

To address the challenges of governing and managing the Robert H. Wood Criminal Justice and Fire Service Training Center the recommended structure should incorporate a number of mutually reinforcing components:

- **Governance structure**. A Robert H. Wood Criminal Justice and Fire Service Training Center governance committee should be established to make policy and set objectives relating to training facilities and relationships among users. This governance committee should be supported by standing committees responsible for addressing issues of mutual concern to participating agencies such as facility and space management, capital needs, and coordination of training efforts. A conflict resolution committee should also be established to address conflicts among participating agencies.

- **Administrative structure**. Establishing a strong facility administrator position – one with the authority to make decisions that he or she deems are in the best interests of the Robert H. Wood Center – will provide the administrative capacity needed to ensure governance objectives are met.

- **Administrative reporting**. An administrative reporting structure should be established to support the governance process. Reports reflecting performance on key performance indices should be shared with stakeholders on a regular basis.

- **Incentive structure**. Approaches to budgeting/paying for space should be modified to establish incentives that are aligned with the recommended governance structure. In particular, incentives should be established that encourage Robert H. Wood Center users to consider facility costs when making program decisions. In addition, changes that will provide incentives for users to increase facility utilization should be considered.

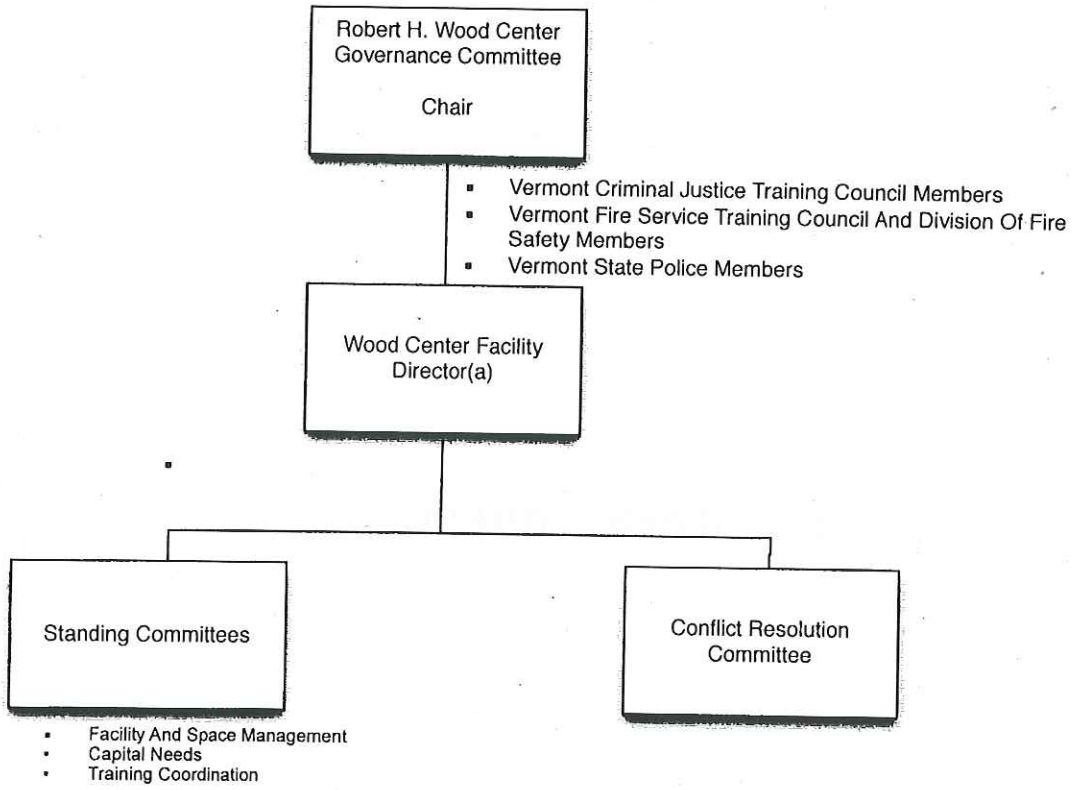
The overall recommended structure is presented in Exhibit II-1.

CONCLUSION

Various factors including legislative changes to law enforcement certifications and additional training requirements are contributing to the increased demand for training opportunities at the Robert H. Wood Center. The Criminal Justice and Fire Service Training Councils must ensure emergency responders are well-trained and operate safely when answering Vermonter's calls for help. Maximum utilization of the Robert H. Wood Center must be achieved in order to begin meeting these demands and determining future needs. Implementing the recommended governance structure will position the Robert H. Wood Center to achieve its full potential and also answers the lack of governance structure questions. A new board with a plan for success will position the Training Councils to effectively address future challenges and will create incentives for Robert H. Wood Center users to work together.

Exhibit II-1

RECOMMENDED GOVERNANCE STRUCTURE



(a) Optional position.

III – CURRENT SITUATION

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This chapter – which discusses current organizational and governance arrangements at the Robert H. Wood Criminal Justice and Fire Service Training Center – is divided into four parts. The first part describes the current situation and the remaining parts discuss the implications of this situation as they relate to current operations, addressing future needs, and incentives.

CURRENT SITUATION

The Robert H. Wood Criminal Justice and Fire Service Training Center currently has three primary users – the Vermont Criminal Justice Training Council, the Vermont Fire Academy, and the Vermont State Police (VSP). The Vermont Criminal Justice Training Council operates the Vermont Police Academy which is responsible for training and certifying new law enforcement officers and for providing in-service training to existing officers. The Vermont Fire Academy (which implements training required by the Vermont Fire Services Training Council) offers National Fire Protection Association (NFPA) compliant and nationally accredited programming in nine different fire training areas.[1] The Vermont State Police's Office of Professional Development has its offices at the Robert H. Wood Center. In addition to these three primary users the Vermont Department of Buildings and General Services (BGS) maintains the facility and site.[2]

None of these entities is currently responsible for the governance, management, and operations of the Robert H. Wood Center. Instead, the three primary users of the facility operate, for the most part, independently of each other.

As a general rule, the Criminal Justice Training Council, the Fire Academy, and the Vermont State Police cooperate with each other. For example, when space is not needed to support their own programs the Fire Academy and the Criminal Justice Training Council make their facilities available to the Robert H. Wood Center's other primary users. From October 1, 2013 to September 30, 2014 the Criminal Justice Training Council used the Fire Academy classroom 18 times, VSP used the classroom 23 times, and BGS used the classroom 7 times. In addition, the Fire Academy conference room was used by VSP 3 times and by BGS 5 times.

The Criminal Justice Training Council primarily supports the Fire Academy by providing cafeteria and overnight accommodations (although this support is provided relatively infrequently). Between January 2013 and October 2014 meals were provided on nine days and overnight accommodations were provided for five days (for nine people). No meals or overnight accommodations were provided in 2012. The Criminal Justice Training Council, however, recently collaborated with the Fire Academy to make adjustments which will allow it to provide additional dorm accommodations to participants in Fire Academy training in the future.

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[1] While the majority of this training is provided in the field most required "live burn" scenarios are conducted at the Robert H. Wood Center.

[2] In accordance with Title 28 Section 160a each of the three Robert H. Wood Center users are charged Fee For Space rates for the space allocated to their programs and services as determined by the users.

IMPLICATIONS FOR CURRENT OPERATIONS

While the current situation is by no means untenable it is also far from ideal. Many shortcomings associated with current operations stem from the fact that no governance and management structure has been established to oversee facility usage including the following:

- Disagreements among users are difficult to address
- Facility utilization is not actively managed
- No single voice advocates for facility needs
- No structure exists to increase the likelihood that potential synergies associated with co-locating training facilities are realized

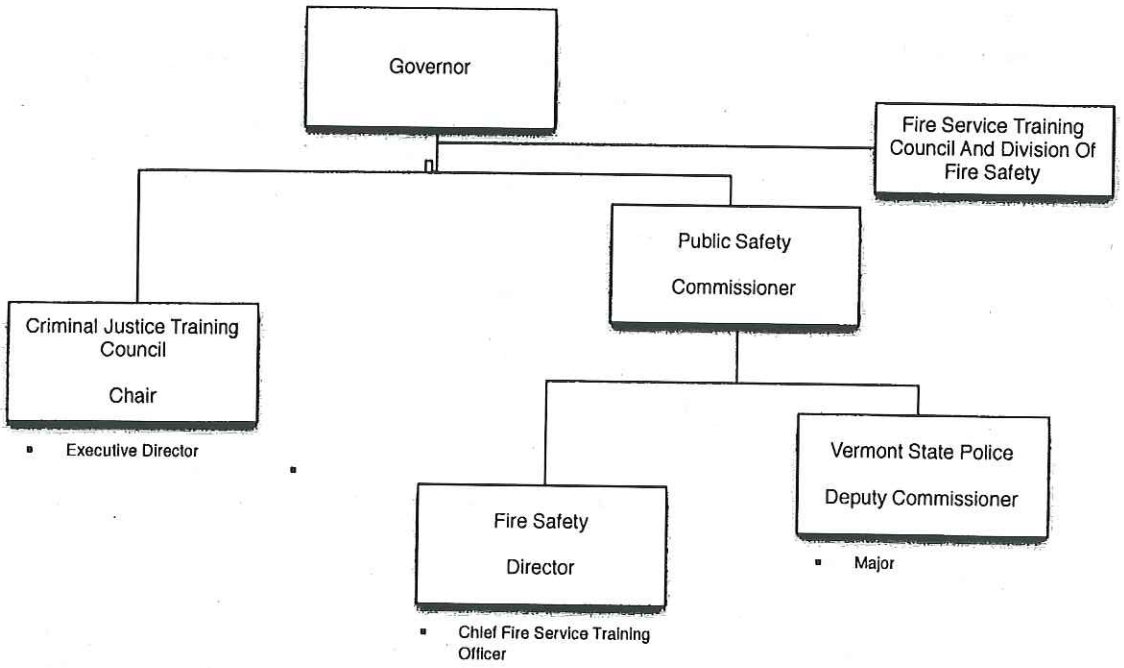
A detailed discussion of each of these issues follows.

Disagreements Among Users Are Difficult To Address

At present each of the entities that uses or maintains the Robert H. Wood Center has different reporting relationships:

- The Executive Director of the Criminal Justice Training Council reports to the Council Chair (who, in turn, is appointed by the Governor)
- The Chief Fire Service Training Officer who oversees the Fire Academy reports to the Division of Fire Safety (in the Department of Public Safety)
- The Lieutenant who oversees the VSP's Office of Professional Development (which is located at the Robert H. Wood Center) reports to the VSP Support Services Division (which is part of the Department of Public Safety)
- Maintenance staff report to the Department of Buildings and General Services

These reporting relationships make it very difficult to resolve disagreements and conflicts among users because the managers who might resolve issues report to different units.



So, while disagreements among users are infrequent, the disagreements that do take place can create considerable consternation in part because no credible entity to which all parties report can resolve the issue and in part because resolution takes a lot of time.

Facility Utilization Is Not Actively Managed

For fixed assets such as the Robert H. Wood Criminal Justice and Fire Service Training Center the more intensely the asset is used the greater the return on the investment in that asset will be. Utilization of facilities at the Robert H. Wood Center, however, is not high. One would not expect that specialized facilities would be highly utilized because the number of potential users of these facilities is limited. Not surprisingly therefore the utilization of specialized fire training facilities from October 1, 2013 to September 30, 2014 is low.

Facility	7-Day Utilization (Based On 8 Hours Use Per Day)(a)	Weekday Utilization (Based On 8 Hours Use Per Day)(b)
Fire Station	14.0%	17.0%
Burn Building	13.0%	14.7%
Training Pad	10.2%	11.4%
Trench Prop	0.9%	1.3%
Warehouse	3.1%	3.4%
Pole Barn	2.8%	3.8%

(a) Assumes the facility is closed for maintenance or holiday 27 days a year (the average number of days the facility was closed in 2012 and 2013).

(b) Assumes the facility is closed for maintenance or holiday 21 days a year on weekdays (the average number of days the facility was closed in 2012 and 2013).

Likewise, the utilization of specialized law enforcement training facilities from January 1, 2013 to June 30, 2014 was generally low (although use of the canine facility was high).

Facility	7-Day Utilization (Based On 8 Hours Use Per Day)(a)	Weekday Utilization (Based On 8 Hours Use Per Day)(b)
Canine	88.0%	91.4%
Indoor/Outdoor Range	24.8%	31.7%
Driving Pad	14.0%	11.1%
Scenario Building	10.7%	14.0%
Computer Lab	4.4%	6.4%

(a) Assumes the facility is closed for maintenance or holiday 27 days a year (the average number of days the facility was closed in 2012 and 2013).

(b) Assumes the facility is closed for maintenance or holiday 21 days a year on weekdays (the average number of days the facility was closed in 2012 and 2013).

Utilization of less specialized facilities that might be used by a broader range of potential users, however, is also low.

Facility	7-Day Utilization (Based On 8 Hours Use Per Day)(a)	Weekday Utilization (Based On 8 Hours Use Per Day)(b)
Criminal Justice Classroom 3(c)	59.3%	85.7%
Criminal Justice Classroom 1(c)	41.1%	54.6%
Criminal Justice Classroom 2(c)	27.6%	30.9%
Fire Academy Classroom(d)	16.6%	21.4%
Criminal Justice Gym(c)	15.8%	22.4%
Fire Academy Conference Room(d)	4.3%	6.4%
Criminal Justice Council Room(c)	2.4%	3.5%

(a) Assumes the facility is closed for maintenance or holiday 27 days a year (the average number of days the facility was closed in 2012 and 2013).

(b) Assumes the facility is closed for maintenance or holiday 21 days a year on weekdays (the average number of days the facility was closed in 2012 and 2013).

(c) From January 1, 2013 to June 30, 2014.

(d) From October 1, 2013 to September 30, 2014.

Please note that this analysis should in no way be interpreted to mean that fewer classrooms are needed at the Robert H. Wood Center. Indeed, the Criminal Justice Training Council used the Fire Academy classroom 18 times from October 1, 2013 to September 30, 2014 because none of the classrooms assigned to the Criminal Justice Training Council met their needs. Moreover, while Criminal Justice Training Council Classroom 3 (the largest and best equipped Criminal Justice Training Council classroom) was available only 18 out of 31 times (58.1 percent) the Fire Academy classroom was used to support Fire Academy or VSP needs.[3]

[3] Likewise, this analysis does not address the functionality of the classroom space. Indeed, interviews with BGS and Criminal Justice Training Council staff suggest the smaller classrooms (Classrooms 1 and 2) due to their size and configuration are of limited use and that the temperature in Classroom 3 is difficult to manage (which limits its functionality).

Dorm utilization is high on weekdays but low on weekends.[4]

	Percent Of Days For Which Dorm Rooms Are Used (a)	Percent Of Dorm Capacity Used (b)
All Days	68.7%	43.2%
Weekdays(c)	90.5%	44.7%
Weekends(d)	14.4%	19.0%

(a) Days for which more than one person stays in a dorm room.
(b) For days in which more than one person stays in a dorm room.
(c) Sunday night through Thursday night.
(d) Friday night and Saturday night.

Because dorm space is not highly utilized on weekends it could potentially be made available to the Fire Academy whose users often prefer to train on weekends. At present, however, dorm space is typically not available on weekends when the police academy is offering its basic training class because trainees – who vacate the dorms on weekends – leave their personal possessions in their dorm rooms.

Please note that while this study was being performed Criminal Justice Training Council and Fire Academy leaders have agreed that the Criminal Justice Training Council will provide more overnight accommodations to support Fire Academy training in the future. While this is certainly beneficial to the Fire Academy whether or not dorm utilization will increase as a result is uncertain. Accommodating the Fire Academy has been made possible by reducing the size of the police recruit class (which will reduce dorm utilization). The Fire Academy's use of dorm space may not offset dorm utilization reductions associated with the smaller police academy. Moreover, it worth nothing that access to dorm space by the Fire Academy may again be limited if the size of the police recruit class increases.

The fact that no entity is accountable for managing and tracking facility utilization contributes to the relatively low utilization of general use (i.e., non-specialized) facilities. The two positions that coordinate facility usage – a Site Coordinator for the Fire Academy and the Director of Administration and Certification for the Criminal Justice Training Council – both do a commendable job of making their facilities available to outside users (especially since this is not one of their primary job responsibilities). The Fire Academy classroom is used for Police Academy programs, State Police programs, Emergency Management and Homeland Security programs, and to support other agency meeting or training activities. Indeed, Fire Academy programs only account for fewer than half (42 percent) of the instances in which the Fire Academy classroom was used between October 1, 2013 and September 30, 2014. Criminal Justice Training Council facilities are also used by a range of outside users including the Department of Corrections, the Rutland County Sheriff's Office, the Vermont Constable Association, the

[4] Please note that while the percentage of dorm capacity used is relatively low on the days the dorms are occupied programmatic constraints may limit the extent to which additional beds might be used. At present, dorm beds on a single floor cannot be easily segregated to support different uses.

Department of Motor Vehicles, and the community of Pittsford (to name a few). From April 2013 to June 2014, 18 outside agencies (not counting the Fire Academy and the VSP) used Criminal Justice Training Council facilities.

Despite this use, the role the Fire Academy and the Criminal Justice Training Council play in making their facilities available to outside users tends to be passive. They do not actively recruit outside users. Instead, they facilitate the use of their facilities by external entities when approached by these entities.

No Single Voice Advocates For Facility Needs

The Robert H. Wood Center's key users work independently with BGS to develop capital improvement requests. Individual users also lobby legislators to approve requests that reflect their individual priorities. While rational from the perspective of each user, individual advocacy undermines efforts to make a clear, coherent case for the overall needs of the Robert H. Wood Center. The fragmentation of advocacy efforts also contributes to a perception that individual users are at odds with each other and raises questions as to what investments in the Robert H. Wood Center are warranted.

No Structure Exists To Increase The Likelihood That Potential Synergies Associated With Co-Locating Training Facilities Are Realized

One of the potential benefits of co-locating public safety training facilities is that synergies in scheduling and delivering training can be created. Without a structure that supports and establishes accountability for achieving such synergies, however, realizing these benefits will be difficult. Other public safety training facilities have had difficulty delivering on the promise of co-location. Indeed, in interviews representatives of two such facilities indicated that they would not even consider combining police and fire training within the same organizational structure because of the "rivalry" and "tension" between the two groups of stakeholders. While Criminal Justice Training Council and Fire Academy staff at the Robert H. Wood Center seem open to working together, the experience of joint police and fire training centers in other states suggests that this willingness to work together must be supported by a structure that creates accountability for doing so.

IMPLICATIONS FOR ADDRESSING FUTURE NEEDS

Issues relating to current operations, while important, are modest compared to the consequences not having an entity responsible for governance and management may have on ensuring sound investments are made in the Robert H. Wood Center in the future. A *major* capital investment will be needed to upgrade and to expand the Robert H. Wood Center facilities to continue providing the State of Vermont with a single training center for all emergency services. Indeed, BGS has developed an ongoing priority list of facilities infrastructure improvements – including upgrades to electrical and HVAC systems – that need to occur. A number of problems are created because there is not a single entity responsible for the Robert H. Wood Center.

- An assessment of overall Robert H. Wood Center needs has not been developed
- No mechanism ensures high utilization of Robert H. Wood Center facilities

- Cost effective alternatives to addressing facility related training needs are not systematically evaluated

- No process for accommodating and integrating potential new facility users has been established

A detailed discussion of these issues follows.

An Assessment Of Overall Robert H. Wood Center Needs Has Not Been Developed

Before an overall assessment of Robert H. Wood Center needs is developed an operational governance and planning model for the operations, financial integrity, and maintenance of the Robert H. Wood Center should be established. Act 179, Public Acts of 2014, Sec. 13(g) has funded this study to recommend the operational governance and planning model needed to support this effort.

No Mechanism Ensures High Utilization Of Robert H. Wood Center Facilities

Under the current process, the State Police, the Criminal Justice Training Council, and the Fire Academy independently work with BGS to develop a capital budget request. Once an investment has been made, however, utilization of these facilities is not measured.

Cost Effective Alternatives To Addressing Facility Related Training Needs Are Not Systematically Evaluated

In addition to addressing facility related training needs on the Robert H. Wood Center campus a range of alternative approaches may be viable:

- Contracting with local hotels to provide overnight accommodations and/or conference facilities

- Contracting with not-for-profit entities such as the Vermont Technical College to host selected training programs

- Providing programs at other state facilities (for example, Vermont State Police barracks)

In some cases, alternative approaches to addressing facility related training needs might not only be cost-effective but would also provide more convenient access to program participants.

At present, however, while both the Criminal Justice Training Council and the Fire Academy offer programs at diverse locations throughout the state no systematic approach has been taken to evaluating alternative approaches to addressing facility needs (and to incorporate an assessment of these alternatives in capital requests). The current staff who handle facilities issues for the Criminal Justice Training Council and the Fire Academy simply do not have the time to systematically explore these alternatives. Their primary responsibility is to support the delivery of training, not to determine the most cost-effective approach to addressing facility related training needs.

No Process For Accommodating And Integrating Potential New Facility Users Has Been Established

The Robert H. Wood Center could potentially accommodate other public safety training needs (most notably the Vermont Correctional Academy), training for other Vermont departments, or even provide office space (such as currently the case for the VSP). Addressing these needs requires more than just developing a Master Plan that incorporates additional users, however. On the contrary, if such efforts are to be successful the objectives of such initiatives should be clearly defined, plans for integrating new facility users should be developed, and ongoing performance monitoring against objectives should be conducted. As discussed, such planning and monitoring will be especially important if, in addition to reducing facility related costs, ancillary benefits such as creating synergistic relationships among facility users are to be achieved. No entity responsible for developing and implementing plans for integrating new facility users, establishing integration objectives, and monitoring performance currently exists.

INCENTIVES

Establishing a governance and management structure while necessary, may not be sufficient to ensure the best use of the Robert H. Wood Center by its users. In addition, incentives must be aligned with governance and management objectives. If this is not the case individual users - focused on making decisions that best meet the needs of their own programs – may undermine efforts to achieve governance and management goals. At present, even if a governance and management structure were in place, its effectiveness would be undermined by the current approach to allocating space and funding facility maintenance costs.

In accordance with T. 29 Section 160a, the VSP, the Criminal Justice Training Council, and the Fire Academy currently each pay a Fee for Space rate for maintenance and operating costs of the facilities space assigned to each organization. This approach to allocating facility costs among users is administratively straightforward and ensures facilities are maintained and operated to the standard established by the BGS. This approach, however, is not designed to ensure productive use of Robert H. Wood Center facilities in two important ways:

- Facility costs are not considered when making program delivery decisions
- No incentives for increasing facility utilization exist

A more detailed discussion of each of these issues follows.

Facility Costs Are Not Considered When Making Program Delivery Decisions

From a user perspective the same Fee for Space charges must be paid regardless of if or how a facility is used. Consequently, there is no reason for managers to consider facility costs when developing program delivery approaches (unless a non-Robert H. Wood Center location for which rent charges will be assessed is used). For all intents

and purposes program managers can view Robert H. Wood Center facilities as "free" goods – as long as a facility is available it can be used as much as desired to support a program without affecting the program's costs.

The perspective that facilities are free contributes to some of the tension and conflict that exists among Robert H. Wood Center users. For example, the Vermont State Firefighters' Association (VSFA) had, until recently,[5] been frustrated by the fact that the Criminal Justice Training Council was unable to accommodate its requests for dorm space to support its annual Vermont Fire Cadet program. One reason (but not the only reason) the VSFA wants to hold the program at the Robert H. Wood Center is that it is less expensive than using the Vermont Training College (the other location at which the program is held). If, in addition to paying for linen service and food the VSFA also had to pay an appropriate charge for dorm and classroom space the benefits of holding the cadet program at the Robert H. Wood Center as opposed to the Vermont Training College would be reduced.

In addition, the perspective that facilities are free may distort projections of the demand for additional facilities. The Fire Academy makes a compelling case that additional dorm space would be beneficial in accommodating fire companies that travel to the Fire Academy for training. This demand, however, would likely be greater if no fees (other than for food and linen) are charged for overnight accommodations than if space costs are included in these charges. Demand, of course, would not be affected if the Fire Academy subsidizes these fees.

No Incentives For Increasing Facility Utilization Exist

At present, users who pay the Fee for Space rate for a facility act as the "owners" of the facility. Because they pay the same operational cost regardless of how intensely facilities are used they have little incentive to increase facility utilization. If a facility is available and needed by another entity they will typically accommodate the request but receive no financial benefits for doing so. Indeed, when accommodating such requests the owner actually bears some risk because the cost of repairing any damage to the facility is borne by the owner. Understandably there is a limit to how much an owner will accommodate other users, in particular if doing so adversely affects the programs for which the owner is responsible. If, however, owners' budgets benefitted when accommodating other users they might be willing to accept more inconvenience. At present, such accommodations may adversely affect program and provide no compensating benefits.

[5] The VSP recently agreed to move its pre-basic program to another location for one week to accommodate the VSFA cadet program. VSP will pay for the space it will be using at another location to make this accommodation.

IV – RECOMMENDATIONS

IV – RECOMMENDATIONS

To address the challenges of governing and managing the Robert H. Wood Criminal Justice and Fire Service Training Center the recommended structure should incorporate a number of mutually reinforcing components:

- **Governance structure**. The framework for making governance and policy decisions about how the Robert H. Wood Center should be managed
- **Administrative structure**. The framework for managing the Robert H. Wood Center on a day-to-day basis
- **Administrative reporting**. Reporting that supports efforts to achieve governance objectives
- **Incentive structure**. Approaches to creating incentives for achieving governance objectives

The overall recommended structure is presented in Exhibit IV-1. (Appendix A details the approach that was taken to develop alternative governance structure and a presents a discussion of why the this structure was recommended.) A discussion of each of these components of the recommended structure follows. A final section then summarizes the benefits of implementing these recommendations.

GOVERNANCE STRUCTURE

The governance structure will consist of a governance committee, several standing committees, and a conflict resolution committee.

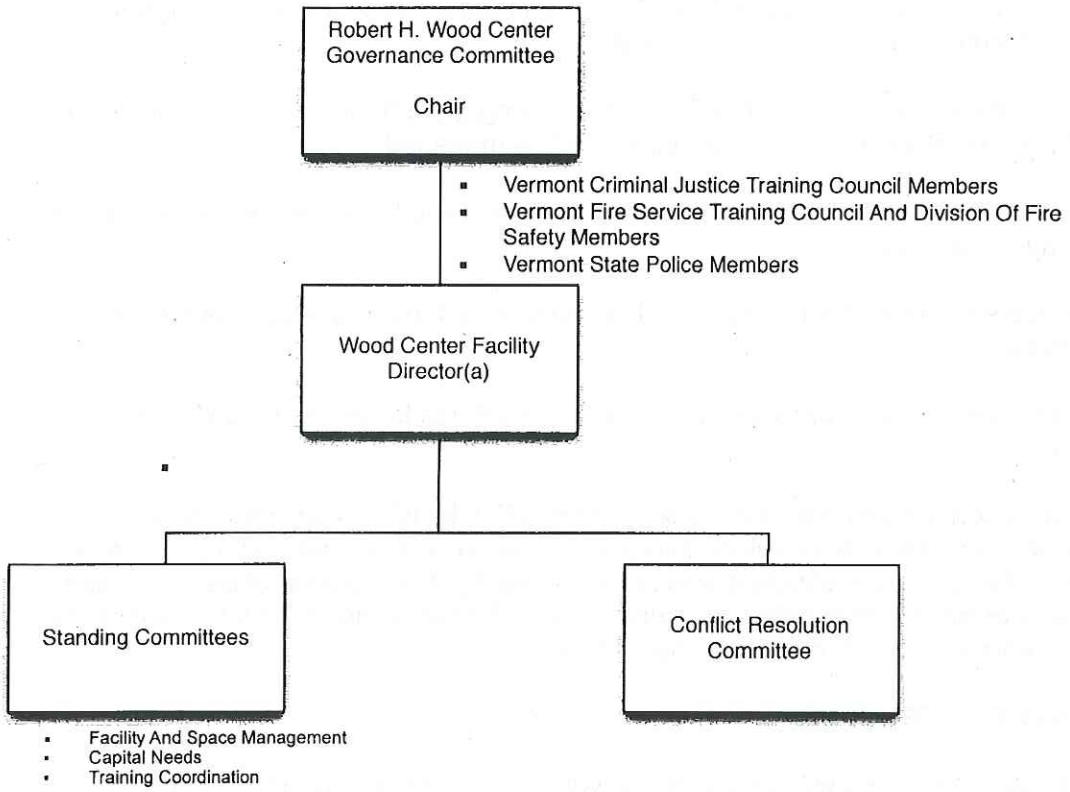
Governance Committee

A Robert H. Wood Criminal Justice and Fire Service Training Center governance committee should be established to make policy and set objectives relating to training facilities and relationships among users. The governance committee should have the following responsibilities:

- To establish policies that ensure the facility related training needs of participating agencies are cost-effectively met, to establish measures for assessing how well training needs are met, and to monitor performance on an ongoing basis
- To establish expectations relating to the productive and cost-effective use of facilities, to develop related performance objectives, and to monitor performance on an ongoing basis
- To develop capital requests for addressing facility related training needs and to monitor the effectiveness with which these capital investments are used on an ongoing basis
- To establish expectations for how participating training agencies should work together on common issues and to monitor these efforts

Exhibit IV-1

RECOMMENDED GOVERNANCE STRUCTURE



(a) Optional position.

- To approve new participating agencies at the Robert H. Wood Center and plans for integrating these agencies into the Robert H. Wood Center

- To develop approaches to budgeting and paying for space and facility maintenance that encourage participating agencies to work together

To reflect the Robert H. Wood Center's priority on supporting training needs the governance committee should have the following structure:

- Two members representing agencies that deliver training at the facility (currently the Vermont Fire Academy and the Vermont Criminal Justice Training Council)[1]

- One member representing each agency provided with office space at the Robert H. Wood Center (currently the Vermont State Police)

- One member representing the Department of Buildings and General Services (BGS)

- One member representing the Vermont Fire Service Training Council

Members should serve four-year terms.

The Legislature should pass any legislation required to authorize the governance committee and/or amend existing statutes. Governance committee by-laws should then be established that are consistent with the legislative mandate.

Standing Committees

Standing committees should be established to address issues of mutual concern to participating agencies.[2] For example, standing committees might be established to address issues relating to facility and space management, capital needs, and coordination of training efforts. The issues addressed in committee meetings should be documented and shared with stakeholders. The committees, however, should not have the authority to make binding decisions. The governance committee should approve any decisions unless that authority is delegated.[3]

The governance committee should alter the size, composition, reporting frequency and meeting frequency of these standing committees based on need. Committee members should be nominated by participating agencies and should be appointed by the governance committee. The governance committee should also appoint the chair of each committee.

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[1] If the Department of Corrections provided its training at the Robert H. Wood Center it would also have two members on the governance committee.

[2] If a Robert H. Wood Center Facility Director position is established these committees should report to the director. Otherwise they should report to the governance committee.

[3] For example, if a Robert H. Wood Center Facility Director position is established the governance committee might delegate some responsibility for making binding decisions to the director.

In addition to standing committees the governance committee should have the authority to establish ad hoc committees to address emerging needs.

Conflict Resolution Committee

A conflict resolution committee should also be established. This committee would have two primary responsibilities:

- To resolve conflicts among participating agencies
- To identify potential sources of conflict and to recommend to the governance committee policies for addressing these issues

Committee membership should mirror the membership of the governance body – two members from each agency providing training, one member from each agency provided space, one member representing BGS, and one member representing the Vermont Fire Safety Training Council. Committee members should be appointed by the governance committee.

A process for appealing the decisions of the conflict resolution committee to the governance committee should be established. If no appeal is requested the decision of the conflict resolution committee should be binding.

ADMINISTRATIVE STRUCTURE

The extent to which administrative capacity should be provided to support the governance structure is a policy question that depends on assessments of whether the investments in administrative capacity justifies the cost. The analysis presented in Appendix A suggests that a strong administrator – one with the authority to make decisions that he or she deems are in the best interests of the Robert H. Wood Center subject to the policies and objectives that have been defined – is substantially preferred to a weak administrator or no administrator in achieving governance objectives. (The evaluation score of a governance structure with a strong administrator is 3.65 as compared to an evaluation score of 2.93 for a weak administrator and 2.25 for no administrator.) This analysis also suggests that a strong administrator is even more important if the Robert H. Wood Center is to play a broader role in supporting efforts to cost-effectively support training. (The evaluation score for a strong administrator using evaluation criteria linked to this broader role is 3.77 for a strong administrator, 2.28 for a weak administrator, and 1.0 for no administrator.) Moreover, while the analysis suggests that a facility manager with broad responsibilities is somewhat preferred to other administrator roles from the perspective of achieving overall governance objectives, this role is significantly preferred to other administrator roles if the Robert H. Wood Center is to fulfill broader roles.[4] While being able to articulate the benefits of establishing

[4] As presented in greater detail in Appendix B, four administrative scopes of responsibilities were evaluated – scheduler with limited responsibilities, scheduler with broad responsibilities, facility manager with limited responsibilities, and facility manager with broad responsibilities. With regard to meeting governance objectives the evaluation of these alternatives suggests that a facility manager with broad responsibilities (evaluation score 3.56) is preferred to the other alternatives (evaluation score of 2.95 for a scheduler with limited responsibilities, an evaluation

administrative support capacity as outlined in Appendix A is important, the Legislature must determine whether these benefits justify the investment (given the competing needs that must also be funded).

ADMINISTRATIVE REPORTING

An administrative reporting structure should be established to support the governance process. Reports reflecting performance on key performance indices should be shared with stakeholders on a regular basis. The performance indices addressed in these reports should relate to desired outcomes including the following:

- Facility utilization
- Operating costs per program and program participant
- Capital costs per program and program participant
- Number, type, and level of participation for programs serving more than one stakeholder group
- User satisfaction
- Stakeholder satisfaction

INCENTIVE STRUCTURE

Approaches to budgeting/paying for space should be modified to establish incentives that are aligned with the recommended governance structure. In particular, incentives should be established that encourage Robert H. Wood Center users to consider facility costs when making program decisions. In addition, changes that will provide incentives for users to increase facility utilization should be considered. Please note that these incentives can be established without changing the current Fee For Space structure. Instead the Robert H. Wood Center Governance Committee should be charged with establishing a supplemental fee structure that provides desired incentives.

BENEFITS

The recommended governance approach addresses all the shortcomings associated with the current situation detailed in Chapter III.

- A conflict resolution committee will be available to resolve issues among users in a *timely manner*

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score of 3.04 for a scheduler with broad responsibilities, and an evaluation score of 3.39 for a facility manager with limited responsibilities). However, if the Robert H. Wood Center is to fulfill broader roles a facility manager with broad responsibilities (evaluation score 4.22) is substantially preferred to the other roles (evaluation score of 2.39 for a scheduler with limited responsibilities, an evaluation score of 3.00 for a scheduler with broad responsibilities, and an evaluation score of 3.61 for a facility manager with limited responsibilities).

- All users will have a financial incentive to ensure facilities are highly utilized
- The governance committee will provide a single voice for advocating for facility needs
- The governance committee can be held accountable for ensuring investment requests are justified and that promised benefits will be achieved
- Reports on the effective use of capital funds will be developed and shared with all stakeholders (including the Legislature)
- The governance committee will monitor efforts to achieve potential synergies associated with co-locating training facilities and a standing committee will be established to support these efforts
- Reports on synergies captured will be developed and shared with all stakeholders[5]
- The governance committee will be responsible for ensuring the facility related training needs of participating agencies are cost-effectively met
- The governance committee will be charged with approving new participating agencies at the Robert H. Wood Center and for ensuring plans for integrating these agencies into the Robert H. Wood Center are developed and effectively executed

The process for budgeting/paying for training facilities will be modified to ensure facility costs are considered when making program delivery decisions and that users have incentives to increase facility utilization.

[5] These reports would be prepared by the facility administrator (if such a position is established) or by Criminal Justice Training Council and Fire Academy staff.

APPENDIX A – EVALUATION OF GOVERNANCE ALTERNATIVES

APPENDIX A – EVALUATION OF GOVERNANCE ALTERNATIVES

The objective for this engagement was to develop a governance structure that best addresses the needs and reflects the priorities of the Robert H. Wood Criminal Justice and Fire Service Training Center. A four-step process was used to develop the recommended governance structure. First, based on interviews with Robert H. Wood Center stakeholders and a review of documents evaluation criteria were established. Next, through a survey and discussion process the members of the study steering committee assessed the relative priority of each evaluation criteria. The resulting evaluation criteria weightings were then used to assess a number of different governance alternatives and to determine what features of a recommended governance structure should be considered. A number of governance alternatives with different permutations of these features were then evaluated and a recommended governance structure was selected. This appendix details each of these four steps.

EVALUATION CRITERIA

Based on discussions with stakeholders about the short-term and long-range issues facing the facility two types of evaluation criteria were developed. The first type of evaluation criteria related to the features, attributes, and objectives of the governance structure itself. The second set of evaluation criteria related to the relative roles the Robert H. Wood Criminal Justice and Fire Service Training Center should play in addressing training and non-training facility needs throughout the state.[1] In interviews it was clear that some stakeholders believed that the Robert H. Wood Center should play a broader role in addressing facility and training related issues.

Evaluation Criteria Relating To Governance Structure Features, Attributes And Objectives Were Assessed

Seventeen criteria relating to governance structure features, attributes and objectives were identified:

- **Conflict resolution**. The alternative provides a mechanism for resolving differences about how training facilities will be used
- **Consensus building**. The alternative facilitates efforts for stakeholders to reach agreement relating to priorities for how existing facilities will be used, what additional facilities are needed, and how investments should be sequenced
- **Inclusive**. Stakeholders who have an interest in the facility are included in the governance process

[1] In interviews it was clear that some stakeholders believed that the center should play a broader roles in addressing facility and training related issues and others felt the center's role should be limited to its more limited traditional role. Evaluation criteria relating to the role the center should play were developed both to understand the relative importance that should be placed on each role and to assess the extent that various governance alternatives supported efforts to achieve these roles.

- **Authority**. Stakeholders who have an interest in the facility will defer to the decisions made
- **Accountability**. Accountability for the outcomes of decisions is clearly defined
- **Transparency**. The rationale for decisions made will be transparent to stakeholders (including the legislature)
- **Communications**. The alternative facilitates effective communication about facility use and program offerings
- **General collaboration**. The alternative supports collaboration among stakeholders on a range of issues of mutual concern (including how to coordinate training efforts)
- **Training effectiveness**. The alternative effectively supports training needs
- **Ongoing capital costs/utilization**. The alternative supports efforts to ensure facilities are highly utilized
- **Operating costs**. Operating costs associated with the alternative are minimized
- **Administrative burden**. The alternative minimizes the administrative burden placed on stakeholders
- **Practicality/ease of implementation**. The alternative is practical and capable of being implemented
- **Funding equity**. The alternative ensures that "charges" to each facility user are equitable
- **Accessibility equity**. The alternative ensures that equitable access to facilities is provided for all users (subject to the willingness/ability of users to pay for access)
- **Flexibility**. The alternative can easily be adapted to reflect changing circumstances (e.g., change in stakeholders served by the facility, changes in the types of training provided, changes in how training is delivered)
- **Facility maintenance**. The alternative ensures that facilities are well maintained (to both ensure functionality and to protect the state's capital investment)

Criteria Relating To Breadth Of Issues/Scope Of Responsibilities

Eight criteria relating to the breadth of issues the Robert H. Wood Center should address in fulfilling a broader roles were identified:

- **Robert H. Wood Center training related facility needs**. The alternative ensures that the Robert H. Wood Center offers the facilities needed to effectively address training needs

- **Non-Robert H. Wood Center training related facility needs**. The alternative considers how best to address training related facility needs throughout the state (for example, in-service training programs provided at locations other than the Robert H. Wood Center)

- **Robert H. Wood Center non-training related facility needs**. The alternative considers how the Robert H. Wood Center can be used to address non-training related space and facility needs (e.g., office space)

- **Robert H. Wood Center participants**. The alternative considers how best to address the needs of current users of the Robert H. Wood Center (e.g., the Fire Academy, the Criminal Justice Training Council, and the Vermont State Police)

- **Non-Robert H. Wood Center participants**. The alternative consider how best to address the needs of potential participants who are not currently users of the Wood facility

- **Training delivery strategies**. The alternative encourages the development of training strategies that ensures convenient access to training while controlling facility costs

- **Long-range planning and analysis**. The alternative supports the planning and analysis needed to address long-range facility needs (including collection of data, assessment of alignment between staff training capacity and facility capacity, assessment of changes in training needs and assessment of alternative training delivery approaches)

- **Short-term planning and analysis**. The alternative supports planning to address short-term facility needs (in particular, how best to respond to emerging needs)

EVALUATION CRITERIA WEIGHTINGS

The governance alternatives that were evaluated represented tradeoffs among evaluation criteria – most alternatives supported some evaluation criteria well and other evaluation criteria less well. To determine which governance approach best met the needs of the Robert H. Wood Center evaluation criteria weightings were developed that reflected the relative importance of each criteria.

A two-step process was used to develop the evaluation criteria weightings. First, stakeholder representatives serving as members of the study steering committee independently completed a survey in which they were asked to assess the relative importance that should be placed on each criteria. The steering committee as a whole then met to consider the survey results and to make adjustments as necessary. A consensus framework for weighting evaluation criteria was then developed based on these discussions.

The following table summarizes evaluation criteria weightings relating to governance structure features, attributes and objectives.

Governance Structure Features/Attributes/Objectives	Evaluation Criteria Weighting
Training Effectiveness	87.4
Consensus Building	75.0
Accountability	74.8
Conflict Resolution	70.0
Authority	69.5
Ongoing Capital Cost/Utilization	62.6
Accessibility Equity	62.3
Practicality/Ease Of Implementation	61.5
Communications	60.3
Transparency	60.0
Inclusive	52.1
Facility Maintenance	51.0
General Collaboration	48.5
Funding Equity	47.3
Operating Costs	41.8
Flexibility	41.7
Administrative Burden	34.2
Total	1000.0

Evaluation criteria weightings relating to the Robert H. Wood Center's scope of responsibilities are presented in the following table.

Scope Of Responsibilities	Evaluation Criteria Weighting
Long-Range Planning And Analysis	154.4
Robert H. Wood Center Training Related Facility Needs	147.0
Short-Term Planning And Analysis	140.6
Robert H. Wood Center Participants	136.2
Non-Robert H. Wood Center Participants	118.8
Training Delivery Strategies	106.4
Robert H. Wood Center Non-Training Facility Needs	99.7
Non-Robert H. Wood Center Training Related Facility Needs	96.9
Total	1000.0

ASSESSMENT OF GOVERNANCE STRUCTURE FEATURES

The weighted evaluation criteria were used to assess a range of potential features of a governance structure using a two-step process. First each alternative was assessed on each evaluation criteria using a "1" to "5" scale where a rating of "1" indicated that the alternative does "not at all" support the criteria and a rating of "5" indicates that the alternative "fully" supports the criteria. Next each evaluation score was weighted to reflect its relative importance by multiplying the evaluation score for each criterion times the evaluation criterion weighting. The weighted ratings for each criterion were then summed to calculate an overall evaluation score for the governance alternative.

Features of a governance structure relating to the general governance, the need for a conflict resolution committee, governance committee membership, membership selection, the need for standing committees, administrator role, administrator scope of responsibilities, administrative reporting, and incentives were evaluated. Evaluation results follow.

General Governance

Three general governance structure options were identified:

- **Status quo**. No governance or organizational structure oversees the Robert H. Wood Criminal Justice and Fire Service Training Center in the status quo governance option.

- **Traditional governance**. Under a traditional governance structure a governing body, which meets are regular intervals, has the authority to set policies, establish objectives, and provide oversight to ensure objectives are being met and policies are being adhered to.[2]

- **Governance by MOU structure**. Under this alternative no formal governance structure exists but memoranda of understanding (MOUs) s are established that define roles and responsibilities.[3]

In terms of governance structure features, attributes and objectives a traditional governance structure is much preferred to the status quo or a governance by MOU structure.

Evaluation Criteria	Status Quo	Traditional Governance	Governance By MOU
Training Effectiveness	3	3	3
Consensus Building	1	4	2
Accountability	1	5	1
Conflict Resolution	1	4	4
Authority	1	4	2
Ongoing Capital Cost/Utilization	1	4	2
Accessibility Equity	1	4	2
Practicality/Ease Of Implementation	5	3	2
Communications	1	4	3
Transparency	1	4	4
Inclusive	1	5	2
Facility Maintenance	3	3	3
General Collaboration	1	3	1
Funding Equity	3	4	3

[2] Each of the best practices facilities from which information has been obtained have governing bodies.

[3] While MOUs are currently in place, they are not sufficiently extensive to constitute a governance structure.

Evaluation Criteria	Status Quo	Traditional Governance	Governance By MOU
Operating Costs	5	3	3
Flexibility	3	3	2
Administrative Burden	4	3	2
Weighted Evaluation Score	1.97	3.95	2.42

Likewise, if the Robert H. Wood Center is to fulfill a broad range of responsibilities a traditional governance structure is by far the preferred option.

Evaluation Criteria	Status Quo	Traditional Governance	Governance By MOU
Long-Range Planning And Analysis	1	4	1
Robert H. Wood Center Training Related Facility Needs	1	4	1
Short-Term Planning And Analysis	1	4	1
Robert H. Wood Center Participants	1	4	1
Non-Robert H. Wood Center Participants	1	3	1
Training Delivery Strategies	1	3	1
Robert H. Wood Center Non-Training Facility Needs	1	3	1
Non-Robert H. Wood Center Training Related Facility Needs	1	3	1
Weighted Evaluation Score	1.00	3.58	1.00

Conflict Resolution Committee

The evaluation process suggests that establishing a conflict resolution committee would be beneficial. While establishing a conflict resolution committee will decreases the ease with which the governance structure can be implemented and will increase the administrative burden associated with the governance structure these detriments are more than offset by benefits resulting from improved conflict resolution, communications, transparency, and inclusiveness.

Governance Committee Membership

Two approaches to governance committee membership were evaluated:

- **Proportional membership**. The number of user seats on the board varies with the level of investment/ownership at the Robert H. Wood Center. In addition to users BGS would be represented on the board.

- **Membership varies with role**. All entities with the same role at the Robert H. Wood Center have the same number of votes. In particular, entities for which the center serves as a training facility each receive two votes, entities for which the Robert H. Wood Center provide office space receive one vote, and BGS receives one vote. Giving entities for which the Robert H. Wood Center serves as a training facility more votes than other entities reflects the Robert H. Wood Center's priority as a training venue.

As the following table shows In terms of governance structure features, attributes and objectives a membership that varies with role is much preferred to proportional membership. (The approach to structuring the membership of the governance committee has no affect on how well the facility can fulfill a broad range of responsibilities.)

Evaluation Criteria	Proportional Membership	Membership Varies With Role
Training Effectiveness	3	3
Consensus Building	2	5
Accountability	3	3
Conflict Resolution	2	5
Authority	3	3
Ongoing Capital Cost/Utilization	3	3
Accessibility Equity	2	4
Practicality/Ease Of Implementation	3	3
Communications	3	3
Transparency	3	3
Inclusive	2	5
Facility Maintenance	3	3
General Collaboration	3	3
Funding Equity	3	3
Operating Costs	3	3
Flexibility	3	3
Administrative Burden	3	3
Weighted Evaluation Score	2.74	3.46

Standing Committees

The value of establishing standing committees was also assessed. Such committees would be established to discuss issues of mutual concern including space management, capital needs, and coordination of training efforts. Standing committee meetings would be held at regular intervals with the issues discussed at these meetings documented and shared with stakeholders. As the following table indicates standing committees will be helpful in governance structure features, attributes and objectives.

Evaluation Criteria	Standing Committee	No Standing Committee
Training Effectiveness	4	3
Consensus Building	5	3
Accountability	3	3
Conflict Resolution	3	3
Authority	3	3
Ongoing Capital Cost/Utilization	4	3
Accessibility Equity	3	3
Practicality/Ease Of Implementation	4	3

Evaluation Criteria	Standing Committee	No Standing Committee
Communications	5	3
Transparency	4	3
Inclusive	4	3
Facility Maintenance	3	3
General Collaboration	5	3
Funding Equity	3	3
Operating Costs	3	3
Flexibility	3	3
Administrative Burden	3	3
Weighted Evaluation Score	3.69	3.00

In addition, the assessment indicates that standing committees are also beneficial in fulfilling the broad scope of responsibilities that may be assigned to the Robert H. Wood Center.

Evaluation Criteria	Standing Committees	No Standing Committees
Long-Range Planning And Analysis	4	3
Robert H. Wood Center Training Related Facility Needs	3	3
Short-Term Planning And Analysis	4	3
Robert H. Wood Center Participants	3	3
Non-Robert H. Wood Center Participants	3	3
Training Delivery Strategies	5	3
Robert H. Wood Center Non-Training Facility Needs	3	3
Non-Robert H. Wood Center Training Related Facility Needs	3	3
Weighted Evaluation Score	3.51	3.00

Administrator Role

Three alternatives relating to the role of an administrator were evaluated:

- **Strong administrator**. A strong administrator would have the authority to make decisions that he or she deems are in the best interests of the Robert H. Wood Center subject to the policies and objectives that have been defined.

- **Weak administrator**. A weak administrator would work to implement policies and objectives that have been defined for the Robert H. Wood Center but would not have the authority to resolve disputes.

- **No administrator (status quo)**. No administrator position would be established

As the following table shows, a strong administrator best supports governance structure objectives.

Evaluation Criteria	No Administrator	Strong Administrator	Weak Administrator
Training Effectiveness	3	3	3
Consensus Building	2	4	3
Accountability	1	5	3
Conflict Resolution	1	4	2
Authority	1	5	3
Ongoing Capital Cost/Utilization	1	4	3
Accessibility Equity	1	4	3
Practicality/Ease Of Implementation	5	3	4
Communications	1	3	2
Transparency	3	3	3
Inclusive	3	3	3
Facility Maintenance	3	4	3
General Collaboration	2	4	3
Funding Equity	3	3	3
Operating Costs	5	2	3
Flexibility	3	3	3
Administrative Burden	2	4	3
Weighted Evaluation Score	2.25	3.65	2.93

In addition, the assessment process suggests that a strong administrator is even more necessary if the Robert H. Wood Center is to perform broader roles.

Evaluation Criteria	No Administrator	Strong Administrator	Weak Administrator
Long-Range Planning And Analysis	1	4	2
Robert H. Wood Center Training Related Facility Needs	1	4	3
Short-Term Planning And Analysis	1	4	2
Robert H. Wood Center Participants	1	4	3
Non-Robert H. Wood Center Participants	1	3	2
Training Delivery Strategies	1	3	2
Robert H. Wood Center Non-Training Facility Needs	1	4	2
Non-Robert H. Wood Center Training Related Facility Needs	1	4	2
Weighted Evaluation Score	1.00	3.77	2.28

Administrator Scope Of Responsibilities

An administrator's scope of responsibilities can also vary. Four alternative scopes of responsibility were evaluated:

- **Scheduler – limited**. The administrator would be primarily responsible for developing schedules and coordinating access to shared space at the Robert H. Wood Center

- **Scheduler – broad**. In addition to developing schedules and coordinating access to shared space at the Robert H. Wood Center the administrator would also work to address space related training needs outside the Robert H. Wood Center

- **Facility manager – limited**. The administrator would be charged with maximizing the use of the Robert H. Wood Center while ensuring the training and administrative requirements of users were met

- **Facility manager – broad**. The administrator would be charged with ensuring that all space related training needs of Robert H. Wood Center users are met cost-effectively

Of these alternatives, a facility manager with broad responsibilities is somewhat preferred to the other administrator roles.

Evaluation Role	Scheduler - Limited	Scheduler - Broad	Facility Manager - Limited	Facility Manager - Broad
Training Effectiveness	2	3	2	4
Consensus Building	3	3	3	3
Accountability	3	3	5	5
Conflict Resolution	3	3	4	4
Authority	3	3	5	5
Ongoing Capital Cost/Utilization	2	3	4	5
Accessibility Equity	3	3	4	4
Practicality/Ease Of Implementation	4	3	2	1
Communications	3	3	3	3
Transparency	3	3	3	3
Inclusive	3	3	3	3
Facility Maintenance	3	3	4	4
General Collaboration	3	3	3	3
Funding Equity	3	3	3	3
Operating Costs	4	4	3	3
Flexibility	3	3	3	3
Administrative Burden	3	3	3	3
Weighted Evaluation Score	2.95	3.04	3.39	3.56

A facility manager with broad responsibilities is significantly preferred over the other administrator roles if the Robert H. Wood Center is to fulfill broader roles.

	Scheduler - Limited	Scheduler - Broad	Facility Manager - Limited	Facility Manager - Broad
Long-Range Planning And Analysis	2	3	4	5
Robert H. Wood Center Training Related Facility Needs	3	3	3	3
Short-Term Planning And Analysis	2	3	4	5

	Scheduler - Limited	Scheduler - Broad	Facility Manager - Limited	Facility Manager - Broad
Robert H. Wood Center Participants	3	3	3	3
Non-Robert H. Wood Center Participants	2	3	4	5
Training Delivery Strategies	3	3	3	3
Robert H. Wood Center Non-Training Facility Needs	2	3	4	5
Non-Robert H. Wood Center Training Related Facility Needs	2	3	4	5
Weighted Evaluation Score	2.39	3.00	3.61	4.22

Administrative Reporting

Three types of administrative report that might be established to support the governance process were evaluated:

- **No reporting (status quo)**. No administrative reports would be prepared
- **Performance reporting**. Reports reflecting performance on key performance indices would be shared with stakeholders on a regular basis. The performance indices addressed in these reports would relate to desired outcomes such as the following: facility utilization; operating costs per program and program participant; capital costs per program and program participant; number, type, and level of participation for programs serving more than one stakeholder group; user satisfaction; and stakeholder satisfaction
- **Compliance with decision-making rules reporting**. Rules for making decisions in areas of potential conflict could be established. When conflicts arise documentation of compliance with decision rules could be prepared.

The evaluation suggests that while performance reporting will support efforts to achieve governance objectives compliance reporting does not appear to be worthwhile.

Evaluation Criteria	No Reporting	Performance Reporting	Compliance Reporting
Training Effectiveness	1	4	1
Consensus Building	1	1	1
Accountability	1	5	3
Conflict Resolution	1	1	4
Authority	1	1	1
Ongoing Capital Cost/Utilization	1	4	2
Accessibility Equity	1	3	1
Practicality/Ease Of Implementation	5	2	2
Communications	1	5	3
Transparency	1	5	3
Inclusive	3	3	3
Facility Maintenance	3	4	3

Evaluation Criteria	No Reporting	Performance Reporting	Compliance Reporting
General Collaboration	1	4	1
Funding Equity	1	4	3
Operating Costs	1	4	2
Flexibility	3	3	3
Administrative Burden	5	1	2
Weighted Evaluation Score	1.67	3.17	2.18

Likewise, while performance reporting is worthwhile compliance reporting does not appear to support efforts for the Robert H. Wood Center to fulfill broader roles.

Evaluation Criteria	No Reporting	Performance Reporting	Compliance Reporting
Long-Range Planning And Analysis	1	5	2
Robert H. Wood Center Training Related Facility Needs	1	4	2
Short-Term Planning And Analysis	1	5	1
Robert H. Wood Center Participants	1	3	1
Non-Robert H. Wood Center Participants	1	3	1
Training Delivery Strategies	1	4	1
Robert H. Wood Center Non-Training Facility Needs	1	2	1
Non-Robert H. Wood Center Training Related Facility Needs	1	3	1
Weighted Evaluation Score	1.00	3.74	1.30

Incentives

Incentive structure alternatives that support efforts to achieve governing structure objectives are divided into three broad categories.

- **Pay upfront (status quo)**. Fee for space charges are paid by each user for allocated space/facilities. This charge is set as part of the budget allocation process and no adjustments are made based on facility usage.

- **Pay as you go**. A usage charge is developed for each facility component and charges are allocated based on usage. Costs for unused space/facilities are allocated based on the proportion of the space/facility that was used by each user.

- **Mixed pay upfront/pay as you go**. Fee for space charges are paid by each user for space/facilities used exclusively by individual users while usage charges are charged for shared space/facilities.

A mixed pay upfront/pay as you go approach to budgeting for and paying for space and facilities will best support efforts to achieve governance objectives.

Evaluation Criteria	Pay Upfront	Pay As You Go	Mixed
Training Effectiveness	3	3	3
Consensus Building	1	3	3
Accountability	2	4	4
Conflict Resolution	1	5	5
Authority	3	3	3
Ongoing Capital Cost/Utilization	2	5	5
Accessibility Equity	2	4	4
Practicality/Ease Of Implementation	5	1	2
Communications	1	4	4
Transparency	1	4	4
Inclusive	3	3	3
Facility Maintenance	3	3	3
General Collaboration	3	3	3
Funding Equity	2	4	4
Operating Costs	2	4	4
Flexibility	2	5	5
Administrative Burden	5	1	2
Weighted Evaluation Score	2.33	3.50	3.60

A pay as you go or a mixed pay upfront/pay as you go approach to budgeting for and paying for space and facilities is preferred from the perspective of meeting broader Robert H. Wood Center objectives.

Evaluation Criteria	Pay Upfront	Pay As You Go	Mixed
Long-Range Planning And Analysis	1	4	4
Robert H. Wood Center Training Related Facility Needs	3	3	3
Short-Term Planning And Analysis	3	3	3
Robert H. Wood Center Participants	3	3	3
Non-Robert H. Wood Center Participants	2	3	3
Training Delivery Strategies	3	3	3
Robert H. Wood Center Non-Training Facility Needs	1	3	3
Non-Robert H. Wood Center Training Related Facility Needs	1	3	3
Weighted Evaluation Score	2.18	3.15	3.15

ASSESSMENT OF GOVERNANCE STRUCTURE ALTERNATIVES

The governance structure features that ranked the most highly in the previous step were used to develop governance structure alternatives for the Robert H. Wood Center. The features included in the development of these alternatives were:

- A traditional governance structure where membership varies by role and standing committees support the governance process
- A strong administrator who functions as a facility manager with broad responsibilities
- Performance reporting
- A mixed pay upfront/pay as you go incentive structure

Permutations of these governance structure alternatives were then used to develop the governance structure alternatives that were evaluated:

- **Governance only**. A traditional governance structure is established without an administrator, performance reporting or incentives.
- **Administrator only**. A strong administrator with broad responsibilities manages facility use but does not report to a governance body and is not supported by performance reporting or incentives.
- **Incentives only**. Incentives and performance reporting are established but no governance body or administrator position is established
- **Mixed governance and administrator**. A strong administrator reports in a traditional governance structure but no incentives or performance reporting are established
- **Mixed administrator and incentives**. A strong administrator is supported by incentives and performance reporting but does not report to a governance body
- **Mixed governance and incentives**. A traditional governance structure is supported by incentives and performance reporting but no administrative position is established.
- **Mixed governance, administrator and incentives.** A strong administrator reports to a traditional governance body that is supported by incentives and performance reporting

As Exhibit A-1 shows, the evaluation of these governance alternatives suggests a governance structure that includes all governance components – governance, administrator, and incentives/reporting – will best support efforts to achieve governance objectives. A brief discussion of each alternative from the perspective of meeting governance alternatives follows.

- **Incentives only (2.09 evaluation score)**. This is the lowest rated alternative primarily because this alternative provides for no entity that can be held accountable for decision and outcomes or that has the authority to make decisions, set expectations, and resolve problems. In addition, while this alternative provides incentives for facility users to work together it provides no mechanism for resolving conflicts. In addition, establishing performance reporting and incentives creates an administrative burden but no administrative capacity is provided to address this burden.

EVALUATION OF GOVERNANCE ALTERNATIVES

(Governance Structure Features, Attributes And Objectives)

Evaluation Criteria	Governance Only	Administrator Only	Incentives Only	Mixed Governance And Administrator	Mixed Administrator And Incentives	Mixed Governance And Incentives	Mixed Governance, Administrator And Incentives
Training Effectiveness	2	2	3	2	4	4	5
Consensus Building	3	2	3	3	3	4	5
Accountability	3	3	1	4	3	3	4
Conflict Resolution	4	2	1	4	2	4	4
Authority	4	3	1	5	3	4	5
Ongoing Capital Cost/Utilization	3	3	3	4	4	4	5
Accessibility Equity	3	3	3	4	4	4	5
Practicality/Ease Of Implementation	2	3	2	2	1	1	1
Communications	3	3	3	4	4	4	5
Transparency	3	3	2	4	4	4	5
Inclusive	4	1	1	4	1	4	3
Facility Maintenance	2	3	1	4	3	2	4
General Collaboration	3	3	3	4	4	4	5
Funding Equity	3	1	3	4	3	4	4
Operating Costs	3	3	3	4	4	4	5
Flexibility	3	3	1	4	3	3	4
Administrative Burden	2	4	1	4	3	1	3
Weighted Evaluation Score	2.96	2.60	2.09	3.70	3.13	3.49	4.30

- **Administrator only (2.56 evaluation score)**. Establishing an administrator provides a focal point for accountability and provides for a position with the authority to take steps to increase utilization and ensure equitable access to facilities. However, if only an administrator position is established decisions will not necessarily be inclusive and the administrator will not have the authority or legitimacy to establish policies needed to ensure funding equity. Moreover, establishing this position will increase costs.

- **Governance only (3.02 evaluation score)**. Establishing a traditional governance structure supported by standing committees provides a focal point for accountability and authority, mechanisms for conflict resolution and consensus building, and a way to establish policies to increase utilization and ensure funding equity. In addition, the governance body will be inclusive and governance decisions will be transparent and easy to communicate. The primary shortcoming associated with the "governance only" alternative is that no mechanisms or positions are established to ensure policy dictates are adhered to.

- **Mixed administrator and incentives (3.02 evaluation score)**. Under this alternative the benefits of a top down administrative structure is supported by performance reporting and incentives. However, because this alternative lacks a governance body it will lack the direction and legitimacy that an inclusive governance structure provides.

- **Mixed governance and incentives (3.09 evaluation score)**. Under this alternative the benefits of the governance structure are reinforced by incentives and performance reporting that encourage participants to comply with governance policy and mandates. This alternative, however, lacks an administrator who can ensure compliance with governance body expectations when incentives alone are inadequate to do so.

- **Mixed governance and administrator (3.70 evaluation score)**. This alternative combines the considerable benefits of the "governance only" and "administrator only" alternatives. The governance structure provides guidance and legitimacy for the administrator and the administrator provides a way to ensure governance mandates and policies will be adhered to. However, because this alternative is not supported by incentives and performance reporting the efforts of the administrator to ensure compliance with governance body policies will be complicated. Without "bottom up" incentives aligned to support the "top down" governance and administrative structure participants may "drag their feet" and resist implementation of selected policies.

- **Mixed governance, administrator, and incentives (4.19 evaluation score)**. Under this alternative the benefits of a "top down" governance and administrative structure are supported by "bottom up" incentives that support governance objectives.

As Exhibit A-2 shows a governance structure that includes all governance components – governance, administrator, and incentives/reporting – is also preferred from the perspective of meeting broader governance objectives. A brief discussion of each alternative from the perspective of meeting broader governance objectives follows.

EVALUATION OF GOVERNANCE ALTERNTIVES

(Breadth Of Issues/Scope Of Responsibilities)

	Governance Only	Administrator Only	Incentives Only	Mixed Governance And Administrator	Mixed Administrator And Incentives	Mixed Governance And Incentives	Mixed Governance, Administrator And Incentives
Long-Range Planning And Analysis	3	4	2	5	4	3	5
Wood Center Training Related Facility Needs	3	3	2	4	3	3	4
Short-Term Planning And Analysis	3	4	2	5	4	3	5
Wood Center Participants	3	3	3	4	4	4	5
Non-Wood Center Participants	3	4	2	5	4	3	5
Training Delivery Strategies	3	3	3	4	4	4	5
Wood Center Non-Training Facility Needs	3	4	3	4	4	3	5
Non-Wood Center Training Related Facility Needs	3	4	1	5	4	3	6
Weighted Evaluation Score	3.00	3.61	2.25	4.51	3.85	3.24	4.95

Incentives only (2.25 evaluation score). A governance approach that relies on incentives alone can only support objectives relating to meeting the needs of current users of the Robert H. Wood Center (including developing effective delivery strategies). Incentives and performance reporting will not support planning efforts or decision making about what facilities should be offered at the Robert H. Wood Center.

Governance only (3.00 evaluation score). A traditional governance structure can set policies and establish expectations that support each of the broader governance objectives that have been defined. Without administrator support, however, the Robert H. Wood Center's ability to deliver on the promise of these policies and expectations will be limited.

Mixed governance and incentives (3.24 evaluation score). Establishing incentives to support the governance structure will only modestly enhance efforts to achieve broader objectives (over the "governance only" alternative).

Administrator only (3.61 evaluation score). Establishing an administrator position creates the capacity needed to support short-term and long-range planning and to explore other broad objectives (such as identifying how the facility might serve non-Robert H. Wood Center training and non-training participants) and identifying ways to address training related facility needs throughout the state. An administrator alone, however, will lack the support, legitimacy and guidance for these efforts that can be provided by a governance body.

Mixed administrator and Incentives (3.85 evaluation score). Establishing incentives to support an administrator's efforts to achiever broader objectives can improve efforts to address the needs of current Robert H. Wood Center participants. Like the "administrator only" alternative, however, this alternative lacks the support and guidance that would be provided by a governance body.

Mixed governance and administrator (4.51 evaluation score). Under this alternative the governance body provides oversight and establishes policies to support achieving broader objectives while the administrator provides the capacity to conduct the analysis and support needed to implement these objectives.

Mixed governance, administrator, and incentives (4.95 evaluation score). This alternative improves on the "mixed governance and administrator alternative" by creating incentives to improve efforts to address the needs of current Robert H. Wood Center participants.

APPENDIX B – BEST PRACTICE RESEARCH

APPENDIX B – BEST PRACTICE RESEARCH

Detailed information has been obtained from four public safety training facilities. This information is summarized in Exhibit B-1.

Exhibit B-1

Best Practice Research Findings

	Robert H. Wood Center	Bergen County (New Jersey)(a)	State Of Georgia(b)	Glendale (Arizona)(c)	State Of Maryland(d)
Facility Layout					
Number Of Classrooms	4	17	24	6	27
Number Of Dorm Beds	73	0	248	0	150
Other Space Available					
Gym	X	X	X	X	X
Weight Room			X	X	X
Kitchen	X	X		X	
Cafeteria	X		X	X	X
Game Room			X		
Conference Room	X	X	X	X	X
Scenario Buildings	X			X	
Dispatch/Communications		X	X	X	
Forensics Lab			X		
Intox Lab			X		
Mock Courtroom			X		
Mock Incarceration Cells					
Computer Lab	X	X		X	X
Chapel			X		
Auditorium			X	X	
Swimming Pool			X		
Mock Village			X		
Health/Wellness Center				X	
Defensive Tactics Room				X	X
Simulator Room					X
Critical Incident Room					X
Rent Space At Other Facility		No	No	No	No
Facility Users					
Local Law Enforcement	X	X	X	X	X
State Law Enforcement	X	X	X	X	X
Local Fire Department	X	X	X	X	X
State Fire Department	X		X	X	X
Local EMS		X	X	X	
State EMS				X	
Local Corrections		X	X		X
State Correction	X				X
State Health Department		X			
State Homeland Security	X	X			
Federal Agencies	X	X	X	X	
Private Corporations		X	X	X	X
High School/College Stude	X	X	X	X	
Other			(e)		

Governance Structure	No governance structure exists for the Robert H. Wood Center but each user of the facility has independent governance arrangements.	Four boards (Police Academy Board, Fire Academy Board, EMS Academy Board, and "upper" board consisting of one representative from each academy) report to Institute Director.	Governor chairs the governance board. Membership includes local business representatives, fire chiefs, police chiefs, and corrections representatives.	There are three governance boards: an operations board/committee, a chief's board, and an executive board. The executive board meets semi-annually or when needed to address strategic decisions. The executive board approves capital improvement plans, annual budgets, operations manual, and required legal actions.	Two distinct entities - Police Training Commission and Correctional Training Commission - provide governance. Each commission is accountable to the Department Of Public Safety and Correctional Services.
Organization Structure	No organizational structure exists for the Robert H. Wood center but each user of the facility has its own organizational structure.	Institute Director reports to the County's Division Of Public Safety. Several administrative staff.	Executive Director leads the facility. Several administrative staff.	Director leads the facility. Several administrative staff.	Executive Director leads the facility. Several administrative staff.
Program Collaboration	Collaboration on	Joint programs offered relating to diversity, senior abuse, and homeland security. Police and fire receive EMS training, police officers take firefighting classes, and firefighters get meth lab training.	Works with Georgia Emergency Management Agency and Georgia Forestry Commission for the development of Georgia Type 3 Incident Management Teams as part of the National Incident Command Management System and the Incident Command System. Coordinates with regional academies providing training throughout the state.	A goal for the agency in 2014-15 is to augment public safety training opportunities through partnerships with state and federal agencies.	Police Training Commission and Correctional Training Commission collaborated to revamp Correctional Entry Level Training Program during fiscal year 2012.
Partnerships	No partnerships.	The police academy partners with a technical school's hotel management course to provide hotel rooms for academy participants.	No partnerships. The Georgia Public Safety Training Center is self-contained with all amenities and facilities located on site.	No partnerships but area hotels offer good rates for lodging.	No information provided
Conflict Resolution	No formal conflict resolution process.	The Director has the authority to resolve conflicts. Facilities are provided to users on a first come first served basis.	No information provided.	The Director has the authority to resolve conflicts. Decisions can be appealed to boards for resolution.	No information provided.
Communications	Vermont Criminal Justice Training Council, Fire Academy, Vermont State Police, and Vermont Fire Service Training Council communicate with members and stakeholders.	Governance boards are used to communicate to users.	No information provided.	Individual users promote program offerings.	No information provided.
Capital Improvement Planning	Independent capital improvement requests prepared.	Five- and ten-year capital improvement plan specifies projects and their priority.	No information provided.	No new capital improvements have been needed since the facility was built in 2007.	State-owned 5-year plan and long-range Facilities Master plan identify specific projects, costs, and timelines.
Capital Improvement Advocacy	Each user advocates for capital improvements.	Institute Director is primary advocate but uses governance boards for support.	No information provided.	Not applicable; no capital improvements have been needed.	No information provided.

(a) Bergen County (New Jersey) Law And Pubic Safety Institute
(b) Georgia Public Safety Training Center
(c) Glendale (Arizona) Regional Public Safety Training Center
(d) Maryland Public Safety Education And Training Center
(e) The facility is used by all state and local public safety related units of government within the State Of Georgia.