



Federal Law Enforcement Training Centers Instructional Capacity

September 14, 2021

Fiscal Year 2021 Report to Congress



**Homeland
Security**

Federal Law Enforcement Training Centers

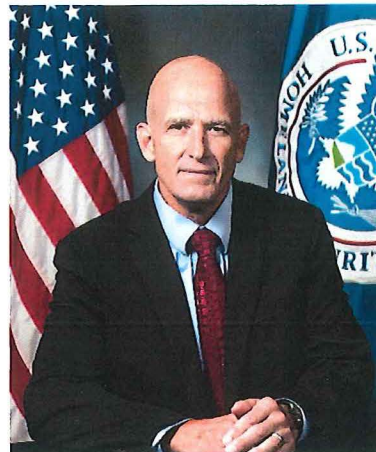
Message from the Director

September 14, 2021

I am pleased to present the following report, “Federal Law Enforcement Training Centers Instructional Capacity,” which has been prepared by the Federal Law Enforcement Training Centers (FLETC).

This document responds to the direction set forth in the Joint Explanatory Statement accompanying the Fiscal Year (FY) 2021 Department of Homeland Security (DHS) Appropriations Act (P.L. 116-260).

Pursuant to congressional requirements, this report is being provided to the following Members of Congress:



The Honorable Lucille Roybal-Allard
Chairwoman, House Appropriations Subcommittee on Homeland Security

The Honorable Chuck Fleischmann
Ranking Member, House Appropriations Subcommittee on Homeland Security

The Honorable Chris Murphy
Chair, Senate Appropriations Subcommittee on Homeland Security

The Honorable Shelley Moore Capito
Ranking Member, Senate Appropriations Subcommittee on Homeland Security

Inquiries regarding this report may be directed to FLETC Senior Legislative Affairs Advisor Anthony Acocella at (912) 230-0668.

Sincerely,

A handwritten signature in blue ink that reads "Thomas J. Walters". The signature is stylized and fluid, written over a white background.

Thomas J. Walters
Director
Federal Law Enforcement Training Centers

Executive Summary

The Joint Explanatory Statement accompanying the FY 2021 DHS Appropriations Act (P.L. 116-260) articulates Congress's expectation that FLETC maintain training at or near facility capacity before entering into new leases or establishing new partnerships with training organizations. Accordingly, Congress directs FLETC to provide a cost analysis detailing FLETC's capacity at each site as measured against annual student occupancy.

As a technical school for law enforcement professionals for more than 100 federal law enforcement agencies, FLETC is unlike any other training institution. In addition to providing services to such a large number of agencies, FLETC is able to accommodate constantly evolving training schedules that require combinations of hundreds of distinct training venues with varying arrival timeframes and program lengths, thus enabling these agencies to meet their operational mission. This unique character informs the relationship between FLETC's maximum capacity, the courses it delivers, and FLETC's annual student occupancy rate. With the backdrop of these factors, FLETC has developed a model for calculating its instructional capacity and for showing training throughput as a proportion of that capacity as evidenced in this report

FLETC defined a baseline mathematical construct that accounts for the supply of available facilities. From that, FLETC derived an operational baseline that accounts for the training demands of FLETC's more than 100 federal participating organizations, which instigate complex schedules that are revised continuously to meet the requirements of FLETC's clients/partners. FLETC then utilized the mathematical and operational baselines to identify instructional capacity at each site from October 1, 2019, through March 20, 2020. For this time period, FLETC determined its current enterprisewide instructional capacity to be 102,665 student weeks across four sites, with utilization at 105.76 percent as a proportion of that capacity in FY 2020.

FLETC paused training from March 20, 2020, until June 17, 2020, because of the Coronavirus Disease 2019 (COVID-19) pandemic. For the remainder of FY 2020, FLETC established operational protocols to train students safely in the COVID-19 environment. These protocols significantly restricted FLETC's throughput capabilities. Additionally, FLETC modified its operating status as pandemic conditions changed. The combination of widely different operating conditions compared to a typical year, coupled with the need to reevaluate and change operating status continuously, deemed FLETC's instructional capacity model not useful in measuring capacity for the full fiscal year.

The model described in this report assists FLETC in identifying training venue chokepoints in order to ascertain future requirements and provides a realistic indicator of how much training FLETC can accommodate without taking extraordinary measures. FLETC is committed to the continued analysis of its instructional capacity to remain a good steward of federal funds, and to ensure that it provides the training that federal law enforcement officers and agents need to be effective in their operating environments.



FLETC Instructional Capacity

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I. Legislative Language

The Joint Explanatory Statement accompanying the Fiscal Year (FY) 2021 Department of Homeland Security (DHS) Appropriations Act (P.L. 116-260) states:

Training Facilities.-The Director shall schedule basic or advanced law enforcement training, or both, at all four training facilities to ensure they are operated at the highest capacity before entering new leases or establishing new partnerships with training organizations. FLETC is also directed to provide a cost analysis detailing, at a minimum, each training center's maximum instructional capacity by course and measured against its annual student occupancy.

II. Background

DHS's Federal Law Enforcement Training Centers (FLETC) Component is unlike any other training institution. It is a technical school for federal law enforcement professionals from more than 100 federal law enforcement agencies. This unique training mission, and its associated distinctive administrative and logistics infrastructure, reflect its one-of-a-kind character. This unique character informs the relationship between FLETC's maximum instructional capacity, the courses it delivers, and FLETC's annual student occupancy rate.

Each training day, FLETC's four training delivery points deliver, assist in delivering, or host a combination of training sessions that are unique to that day; that is, that combination of training sessions may never have occurred in the past and may never be repeated in the future. FLETC and its participating organizations currently deliver 745 distinct training programs, which could use hundreds of thousands of combinations of 1,143 different training facilities across four training delivery points. Training program lengths range from 2 hours to 117 training days. FLETC's training workload varies each year, depending on the programs that its participating organizations require.

FLETC's ability to organize training sessions to respond to the constantly changing needs of its more than 100 federal participating organizations is an essential element of its value to its clients. Surges in hiring, changes in agency priorities, changes in agency budgets, and the dynamics of recruiting and hiring all affect agency training plans. Estimating FLETC's annual capacity, therefore, is not as simple as outlining training to be delivered based on available venues because the programmatic mix and associated schedules change from year to year as FLETC accommodates the dynamic training requirements of its clients. FLETC developed strategies to address these contingencies as they arise. Unlike a traditional university, college, or technical school, which publishes a fixed schedule up to a year in advance, FLETC publishes a "living" schedule that is changing constantly because of evolving and/or unforeseeable participating organization needs.

With the backdrop of these unique factors, FLETC developed a model for calculating instructional capacity and for showing training throughput as a proportion of that capacity.

III. Impacts of Coronavirus Disease 2019 on Instructional Capacity Analysis

FLETC paused training from March 20, 2020, until June 17, 2020, because of the Coronavirus Disease 2019 (COVID-19) pandemic. For the remainder of FY 2020, FLETC established operational protocols to train students safely in the COVID-19 environment. These protocols significantly restricted FLETC's throughput capabilities. Additionally, FLETC modified its operating status as pandemic conditions changed. The combination of widely different operating conditions than are possible in a typical year, coupled with the need to reevaluate and change operating status continuously across four training delivery points, deemed FLETC's instructional capacity model not useful in measuring capacity for the full fiscal year. For that reason, the parameters for this report's analysis are restricted to October 1, 2019, through March 20, 2020.

When FLETC initially resumed training following a 3-month pause because of COVID-19, it implemented numerous safety protocols that resulted in reduced throughput compared to previous fiscal years. These included leveraging only single occupancy on-center lodging, setting aside dormitory space for isolation of COVID-19 positive and exposed students, instituting designated dormitory space for a 10-day restriction of movement (ROM) period before students began training, and scheduling separate cafeteria hours for students in the initial 10-day ROM period.

To execute its mission within these parameters, FLETC prioritized conducting only Level 1 training, defined as training that prepares federal law enforcement personnel to perform the essential tasks for the position into which they were hired, or for the essential tasks associated with new duties to which they have been assigned. Thus, FLETC was not able to offer a significant portion of its program offerings during FY 2020, significantly reducing throughput and rendering the program mix dramatically different than in other fiscal years.

Furthermore, FLETC's operating status continuously changed across the four training delivery points from the period of March 21, 2020, through September 30, 2020, in line with pandemic conditions and their impacts on the FLETC community. For example, at different points in time at different training delivery points, FLETC was required to pause training temporarily while students sheltered in place because of community spread of COVID-19. This caused FLETC to have to readjust training schedules, including rescheduling the use of training venues to accommodate the continuously evolving programmatic mix.

FLETC's reduced throughput capabilities and continuously changing operating status for the latter half of FY 2021 created conditions under which FLETC's mathematical construct for measuring instructional capacity was not useful in analyzing capacity for the full fiscal year.

IV. Results

FLETC identified its instructional capacity and FY 2020 capacity utilization¹ rates as a proportion of capacity for each of its four training delivery points as shown in Table 1:

Table 1. Site Capacity

Site	FY 2020 Instructional Capacity in Student Weeks	FY 2020 Capacity Utilization	Utilization as Proportion of Instructional Capacity
Artesia, New Mexico	21,076	22,076	104.74%
Charleston, South Carolina	9,430	10,403	110.32%
Cheltenham, Maryland	7,588	5,665	74.66%
Glynco, Georgia	64,572	70,435	109.08%
Total	102,666	108,579	105.76%

FLETC developed Table 1 using the following methodology:

Development of Baseline Mathematical Construct

As its first step in calculating capacity, FLETC developed simulations for each training delivery point based on an analysis of historic usage of facility type² at each site allowing for the maximum use of available venues. This capacity calculation resulted in two distinct models: one that applies to Glynco, and one that applies to Artesia, Charleston, and Cheltenham. The models differ because the types of programs that FLETC and its participating organizations conduct at these sites differ. For Glynco, the model is based on basic training programs that utilize multiple venues at that site. For Artesia and Charleston, the model is based on the availability of dormitory space. For Cheltenham, which hosts minimal basic training, the statistical model is based on usage of firearms ranges and 48-person classrooms. In other words, the models for each site consist of a programmatic mix that best represents the workload at each site and maximizes the use of remaining time that a facility is available to be scheduled (white space).

¹ Capacity utilization in this analysis accounts for students who were in training between October 1, 2019, and March 20, 2020 (FY 2020), and unrealized demand (unfilled seats). In contrast, FLETC's published training statistics only account for students who graduated in FY 2020.

² Because FLETC has 1,143 distinct training facilities, for purposes of developing these models, FLETC grouped facilities into 10 categories as follows: 24-Person Classrooms, 48-Person Classrooms, Classrooms of "Other" Size, Breakout Rooms, Driving Ranges, Firearms Ranges, Firearms Classrooms, Mat Rooms, Mission-Specific Venues, and Tactical Venues.

Using Glynco as an example, FLETC identified the basic training programs that constitute the majority of training at that site. FLETC calculated how many of those programs it could run before reaching a chokepoint, which for Glynco is 48-person classrooms. FLETC populated the remainder of the model with advanced training programs to fill all remaining space. FLETC then ran a Monte Carlo simulation to develop a figure representing total student weeks and total students associated with that model as a baseline. This baseline represents a mathematical construct in which participating organization needs align precisely with FLETC's ability to meet those needs.

Note, this baseline represents a student-weeks figure (1 student week equals 5 training days for one student) requiring FLETC to have a constant number of students at the mathematical maximum. However, this circumstance is not a practical representation of reality because FLETC's training schedule is completely dependent upon demand from participating organizations. It is highly improbable, if not impossible, to create a scenario in which demand matched the mathematical maximum every single day in a fiscal year.

Development of Operational Baselines

Using mathematical baselines for each training delivery point as a starting point, FLETC developed operational baselines for each training delivery point that take into account demand for FLETC training and associated execution.³ To develop these operational baselines, FLETC identified the average student population (ASP) at each site for FY 2020.⁴ Using the highest monthly ASP for each site because it represents the highest demand FLETC had that year at a particular site, FLETC also developed a weighting factor for the Monte Carlo simulation. The operational baseline represents a student-weeks figure that shows how much training FLETC could do at each site as described in the process above. By utilizing this approach, FLETC creates an operational baseline that considers real-world operational issues and uncertainties.

The models account for the reality and complexity of scheduling that FLETC faces, making it virtually impossible to fill all "white space." Because the mixture of programs that FLETC delivers each year is entirely on the basis of demand, and because those combinations change each year on the basis of needs, FLETC's scheduling personnel constantly work to fit in as much training as possible based on available venues. This occurrence inevitably means that there will be "white space," but FLETC cannot fill that "white space" unless a required program fits perfectly into it.

The nature of the training that FLETC conducts dictates that there always will be venues not in use at particular times. For example, Program A may require firearms ranges on Monday, but not on Tuesday of a given week. However, that does not mean FLETC could utilize those firearms ranges on Tuesday unless it could determine that another program could use them on that specific day. In this way, it is inevitable that FLETC will have "white space" among its

³ For purposes of this analysis, FLETC assumed a training schedule of 7:30 a.m. to 4:30 p.m. Monday through Friday, minus federal holidays and any other designated nontraining days.

⁴ Because of the COVID-19 pandemic, the parameters for this analysis are October 1, 2019, through March 20, 2020.

training venues, because demand for facilities is a function of which training programs participating organizations require and when.

Other reasons for “white space” include training workload that is distributed unevenly throughout the year because of budget processes, inherent inefficiencies emerging based on program sequencing necessary to maintain training quality, and the creation of *ad hoc* adjustments based on various conditions ranging from clients’ ability to hire to adverse weather conditions. FLETC leverages its automated scheduling tool to fit in as much training as it can in a manner that maximizes utilization of available facilities and alters course sequencing when at all possible without degrading the quality of training. However, there inevitably will be days when particular venues are not in use because the programmatic mix that day does not require them.

Using Glynco as an example, the first chokepoint is again 48-person classrooms. However, the operational baseline accounts for the fact that even though a firearms range may be empty at the point that Glynco reaches maximum usage of its primary constraint, FLETC could not fill that space with more basic training necessarily. FLETC has to account for the venue requirements associated with the programmatic mix. The programmatic mix is developed entirely on the basis of demand.

The operational baselines for each site represent FLETC’s calculation of how much training it could do based on myriad factors. Note, since this calculation is weighted on demand during the first half of FY 2020, these numbers are only effective for FY 2020.

Development of Instructional Capacity

Having developed mathematical and operational baselines, the final step was to translate these figures to instructional capacity. The last piece to consider was how to account for programs that are not filled to maximum student capacity. For example, while a particular program is scheduled to hold 48 students, fewer students may arrive for the start of class. Additionally, some students will not graduate at the end. FLETC makes the business decision to run a program with, for example, 42 out of the maximum 48 students, because it is critical to ensure that FLETC’s federal participating organizations can deliver new law enforcement personnel to the field.

The qualitative benefit or public good of training new law enforcement personnel so that they can perform their agencies’ missions outweighs the inefficiency of running a class at less than capacity. However, 6 empty seats leave capacity that it is impossible to fill. These unfilled seats must be accounted for when calculating instructional capacity and capacity utilization. In other words, the venues in use for the unfilled program(s) are 100 percent in use even though fewer students are in the venue than expected. For example, FLETC cannot use empty spaces left on the firing range or empty seats in the classroom for other students who are enrolled in an entirely different program.

By weighting the original Monte Carlo-derived mathematical construct, FLETC developed instructional capacities for each site as represented in Table 1. FLETC then added in the

unrealized demand (unfilled seats) to represent FY 2020⁵ capacity utilization as compared to the instructional capacity at each site.

⁵ Because of the COVID-19 pandemic, the parameters for this analysis are October 1, 2019, through March 20, 2020.

V. Analysis/Discussion

FLETC's instructional capacity outlined in Section IV emerges from analysis of mathematical constructs that account for total supply of venue space available and operational baselines that account for participating organization demand. Both mathematical constructs and operational baselines account for programmatic mixes typical of each site.

The statistical models demonstrate that specific venue types represent primary constraints at each training delivery point. For example, at Glynco, the first chokepoint for basic training is 48-person classrooms, which had an FY 2020 utilization rate of 90 percent. Once FLETC reaches the maximum availability of 48-person classrooms, it must implement extraordinary and less-than-ideal methods to deliver additional basic training programs. This occurrence can compromise the quality of the training. Recent congressional support to construct additional training venues, including new 48-person classrooms, will mitigate this constraint at Glynco in the coming years, resulting in increased overall capacity to conduct basic training.

FLETC's operational baselines describe capacity utilization at each training delivery point within routine budget, staffing, administrative, and logistics parameters. Under these conditions, 10 percent of dormitory rooms are scheduled offline, allowing for occasional high-volume days of overlap and routine repair and maintenance of dormitory rooms. Additionally, typical conditions allow staff to schedule routine leave, travel, and training.

In FLETC's history, there have been times when these conditions are overshadowed by exigent needs, creating peak conditions during which FLETC can take extraordinary measures to meet participating organization training requirements. Under these conditions, FLETC invokes reasonably attainable strategies such as temporarily hiring additional staff, utilizing secondary and tertiary training venues, amending service contracts to enhance throughput, and creating evening and weekend training shifts. The most recent example of peak conditions occurred when DHS launched the Secure Borders Initiative in 2005, with training reaching a peak in 2009. FLETC would invoke similar measures if peak conditions arose again before entering into new lease agreements or before establishing new partnerships with training organizations.

As FLETC considers future training venue requirements and associated budget requests, it continues to identify requirements for two distinct purposes: increasing capacity and improving capabilities. FLETC evaluates participating organizations' future training requirements compared to venue chokepoints, to identify venues needed to increase capacity. Likewise, FLETC continuously assesses training in collaboration with participating organizations to identify modifications or new training venues that provide the highest quality training experience.

FLETC received funding in recent years primarily intended to alleviate identified constraints in order to increase capacity to meet increasing training demand. FLETC also requested funding for venues primarily intended to improve the quality of training, not solely to increase overall capacity. FLETC anticipates that training programs will continue to require realistic venues that mimic conditions in the field, and therefore, improving capability continues to parallel the need

to increase capacity. For example, in recent budget years, FLETC received funding for tactical training venues.

VI. Conclusion

FLETC continues to refine its datasets and to apply statistical models to analyze facility utilization to maximize the utilization of available resources and to make sound data-driven decisions. FLETC created a model for measuring instructional capacity at each training delivery point that utilizes both mathematically constructed and operational baselines that account for the supply and demand sides of capacity. This model assists FLETC in identifying training venue chokepoints, to ascertain future requirements, and provides a realistic indicator of how much training FLETC can accommodate without taking extraordinary measures. FLETC is committed to the continued analysis of its instructional capacity to remain a good steward of federal funds and to ensure that it provides the training that federal law enforcement officers and agents need to be effective in their operating environments.

Appendix: Abbreviations

Abbreviation	Definition
ASP	Average Student Population
COVID-19	Coronavirus Disease 2019
DHS	Department of Homeland Security
FLETC	Federal Law Enforcement Training Centers
FY	Fiscal Year
ROM	Restriction of Movement