



Federal Law Enforcement Training Centers Instructional Capacity

August 23, 2024

Fiscal Year 2024 Report to Congress



**Homeland
Security**

Federal Law Enforcement Training Centers

Message from the Director of the Federal Law Enforcement Training Centers

August 23, 2024

I am pleased to present the following report, "Federal Law Enforcement Training Centers Instructional Capacity," which was prepared by the Federal Law Enforcement Training Centers (FLETC).

This document was compiled pursuant to language in Senate Report 118-85, which accompanies the Fiscal Year (FY) 2024 Department of Homeland Security (DHS) Appropriations Act (P.L. 118-47).

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

The Honorable Mark Amodei
Chairman, House Appropriations Subcommittee on Homeland Security

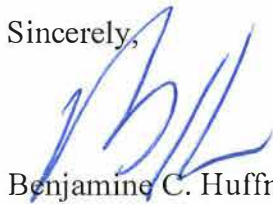
The Honorable Lauren Underwood
Ranking Member, House Appropriations Subcommittee on Homeland Security

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

The Honorable Katie Britt
Ranking Member, Senate Appropriations Subcommittee on Homeland Security

Please direct report inquiries to FLETC Senior Legislative Affairs Advisor Anthony Acocella at (912) 230-0668.

Sincerely,



Benjamine C. Huffman
Director
Federal Law Enforcement Training Centers



Executive Summary

Senate Report 118-85 articulates Congress's expectation that FLETC maintain training at or near facility capacity before entering new leases or establishing new partnerships with training organizations. Accordingly, Senate Report 118-85 further 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 127 federal law enforcement agencies, FLETC is unlike any other training institution. In addition to providing services to many agencies, FLETC also can accommodate constantly evolving training schedules that require combinations of hundreds of distinct training venues with varying arrival timeframes and program lengths, thus enabling agencies to meet their operational mission. This unique character informs relationships between FLETC's maximum capacity, courses delivered, and FLETC's annual student occupancy rate. Based on these factors, FLETC developed a model for calculating instructional capacity and identifying training throughput as a proportion of that capacity.

This report represents the model FLETC developed to calculate instructional capacity. FLETC defined a baseline mathematical construct that accounts for supply of available facilities. From this construct, FLETC derived an operational baseline that accounts for training demands of more than 127 federal Partner Organizations, requiring complex schedules that are revised continuously to meet FLETC partner requirements. FLETC utilized mathematical and operational baselines to identify instructional capacity at each of FLETC's four training delivery sites. FLETC uses the FY 2023 enterprise-wide instructional capacity baseline of 271,295 student weeks across four training sites. In FY 2023, utilization of that capacity was 224,038 student weeks. This results in a utilization of 82.58 percent as a proportion of that capacity in FY 2023.

The model described in this report helps identify training venue chokepoints¹ to ascertain future requirements and provides a realistic indicator of how much training FLETC can accommodate without significantly altering operations. FLETC is committed to continued analysis of its instructional capacity to remain a good steward of the funding Congress appropriates to it, and to ensure it provides excellent training for federal law enforcement officers and agents to be effective in their operating environments.

¹ Chokepoint is a point of congestion or over-utilization preventing further use of a particular facility for training.



Federal Law Enforcement Training Centers Instructional Capacity

Table of Contents

I.	Legislative Language	1
II.	Background	2
III.	Results	3
	Development of Baseline Mathematical Construct	3
	Development of Operational Baselines	4
IV.	Analysis/Discussion	6
V.	Conclusion.....	7
VI.	Appendix: Abbreviations	8

I. Legislative Language

Senate Report 118-85, which accompanies the Fiscal year (FY) 2024 Department of Homeland Security (DHS) Appropriations Act (P.L. 118-47) includes the following requirement:

Funding is provided to meet basic law enforcement training requirements. The Committee expects FLETC to maintain training at or near facility capacity before entering new leases or establishing new partnerships with training organizations. To that end, the Committee directs FLETC to provide a cost analysis detailing, at minimum, each training center's maximum instructional capacity by course and measured against its annual student occupancy.

II. Background

The Federal Law Enforcement Training Centers (FLETC) is unlike any other training institution. FLETC is a technical school for federal law enforcement professionals from more than 127 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, courses delivered, and FLETC's annual student throughput.

Each training day, FLETC's four Training Delivery Points (TDP) deliver, assist in delivering, or host a combination of training sessions unique to that day. FLETC offers combinations of training sessions that may never have occurred in the past and may never be repeated in the future. FLETC and its Partner Organizations currently deliver more than 700 distinct training programs, which could use hundreds of thousands of combinations of nearly 1,300 different training facilities across four TDPs. Training program lengths range from 2 hours to 117 days. FLETC's training workload varies each year, depending on programs Partner Organizations require. FLETC has limited ability to alter these programs by changing sequencing of courses to accommodate additional venue capacity because training quality is paramount.

FLETC's ability to organize training sessions to respond to constantly changing needs of its more than 127 federal Partner Organizations is an essential element of its value to clients. Surges in hiring, changes in agency priorities, changes in agency budgets, and 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. This is because of the programmatic mix and associated schedule changes that FLETC accommodates for 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 Partner Organization needs and funding levels.

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. Results

In FY 2023, FLETC returned to standard training without COVID-19 pandemic influences. Therefore, for purposes of this year’s analysis, FLETC is presenting its FY 2023 capacity utilization² as a proportion of FY 2023 capacity for each of its four TDPs as shown in Table 1:

Table 1. Site Capacity

Site	FY 2023 Instructional Capacity in Student Weeks	FY 2023 Capacity Utilization	Utilization as Proportion of Instructional Capacity
Artesia, New Mexico	55,755	38,417	68.90%
Charleston, South Carolina	29,610	23,717	80.10%
Cheltenham, Maryland	17,175	9,905	57.67%
Glynco, Georgia	168,755	151,998	90.07%
Total	271,295	224,037	82.58%

FLETC developed Table 1 using the following methodology:

Development of Baseline Mathematical Construct

As its first step in calculating instructional capacity, FLETC developed models for each TDP based on an analysis of historic usage of facility type³ at each site, allowing for maximum use of available venues. This capacity calculation resulted in three distinct models: one that applies to Glynco, one that applies to Artesia and Charleston, and one that applies to Cheltenham. The models differ because the types of programs FLETC and its Partner Organizations conduct at these sites differ. For Glynco, the model is based on basic training programs that utilize multiple venues. For Artesia and Charleston, the model is based on availability of dormitory space. For Cheltenham, which hosts minimal basic training, the model is based on firearms ranges, 48- and 24-person classrooms, tactical venues, and driving ranges. In other words, the models for each site consist of a programmatic mix that best represents the workload at each site and that maximizes the use of the remaining time that a facility is available to be scheduled (white space).⁴

² Capacity utilization in this analysis accounts for students who were in training between October 1, 2022, and September 30, 2023 (FY 2023), and unrealized demand (unfilled seats). In contrast, FLETC’s published training statistics only account for students who graduated in FY 2023.

³ Because FLETC has 1,292 distinct training facilities, for purposes of developing these models, FLETC grouped facilities into 11 categories as follows: 24-Person Classrooms, 48-Person Classrooms, Classrooms of “Other” Size, Computer Classrooms, Breakout Rooms, Driving Ranges, Firearms Ranges, Firearms Classrooms, Mat Rooms, Mission-Specific Venues, and Tactical Venues.

⁴ 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 non-training days.

Using Glynco as an example, FLETC identified the basic training programs that constitute most of the training at that site. FLETC then calculated how many of those programs it could run before reaching a chokepoint. For example, at Glynco in FY 2023, chokepoints were a variety of tactical venues, mat rooms, and firearms ranges. FLETC populated the remainder of the model with advanced training programs to fill remaining space. FLETC then developed a tool that utilizes class training program models to determine maximum facility hours based on the number of classes identified that represents total student weeks and total students associated with that training program as a baseline. This baseline represents a mathematical construct for FLETC's instructional capacity in which Partner Organization needs align precisely with FLETC's ability to meet those needs.

Note, this baseline represents a student-weeks figure (one student week equals five training days for one student) requiring 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 dependent completely upon demand from Partner 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

Operational baselines describe capacity utilization at each TDP within routine budget, staffing, administrative, and logistics parameters. FLETC developed operational baselines for each TDP that consider demand for training and associated execution. The operational baseline represents a student-weeks figure that shows how much training was completed at each TDP. By utilizing this approach, FLETC creates an operational baseline that considers real-world operational issues and uncertainties.

The operational baseline accounts for the reality and complexity of scheduling, making it virtually impossible to fill all "white space." The mixture of programs FLETC delivers each year is based entirely on demand. Because combinations change each year based on needs and funding levels, scheduling personnel work constantly to fit in as much training as possible to maximize venue usage. However, white space is inevitable, and FLETC cannot fill that space unless a required program fits perfectly into it.

The nature of training FLETC conducts dictates there will always 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 another program requires using them on that specific day. "White space" among training venues is inevitable, because demand for facilities is a function training programs Partner Organizations require and when they are needed. Other reasons for "white space" include training workload distributed unevenly throughout the year because of budget processes, inherent inefficiencies emerging based on program sequencing necessary to maintain training quality, and creation of ad hoc adjustments based on various conditions ranging from partners' ability to hire to adverse weather conditions. FLETC leverages automated scheduling tools to maximize utilization of available facilities and alters course sequencing, when possible, without degrading training quality. However, there inevitably will be days when venues are not in use because the programmatic mix that day does not require them.

The last piece to consider is how to account for programs not filled to maximum student capacity. For example, although a particular program is scheduled to hold 48 students, fewer students may arrive for the start of class. Additionally, some students will not graduate. FLETC makes the business decision to run a program with, for example, 42 out of the maximum 48 students, because it is critical all federal Partner Organizations can deliver new law enforcement personnel to the field. The qualitative benefit or public good of training new law enforcement personnel to perform their agencies' missions outweighs capacity inefficiencies. However, those six empty seats leave capacity that is impossible to fill. These unfilled seats must be accounted for when calculating instructional capacity and capacity utilization. In other words, venues in use for 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. Therefore, FLETC added in unrealized demand (unfilled seats) to represent FY 2023 capacity utilization.

IV. Analysis/Discussion

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

Operational baselines describe capacity utilization at each TDP 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 were times when these conditions were overshadowed by exigent needs, creating peak conditions during which FLETC took extraordinary measures to meet Partner 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. An 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 Partner Organizations' future training requirements compared to venue chokepoints to identify venues needed to increase capacity. Likewise, FLETC continuously assesses training in collaboration with Partner 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 to increase capacity to meet increasing training demand. FLETC also requested funding for venues primarily intended to improve training quality, not solely to increase overall capacity. FLETC anticipates training programs will continue to require realistic venues that mimic conditions in the field, therefore, improving capability is a parallel need to increase capacity.

V. Conclusion

FLETC continues to refine its datasets and to apply statistical models to analyze facility utilization to maximize use 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 continued analysis of its instructional capacity to remain a good steward of the funding Congress appropriates and to ensure it provides training that federal, state, local, and tribal law enforcement officers and agents need to be effective in their operating environments.

VI. Appendix: Abbreviations

Abbreviation	Definition
COVID-19	Coronavirus Disease 2019
DHS	Department of Homeland Security
FLETC	Federal Law Enforcement Training Centers
FY	Fiscal Year
TDP	Training Delivery Point