

**Office of State and Local Training Advisory Committee - Summary of Meeting  
Federal Law Enforcement Training Center (FLETC)  
Department of Homeland Security  
November 8, 2007  
St. Simons Island, Georgia**

**Executive Summary**

Mr. Seymour Jones, Deputy Assistant Director, Office of State and Local Training (OSL), Federal Law Enforcement Training Center (FLETC), opened the meeting, welcomed all members, and facilitated introductions. Remarks were provided by Ms. Connie Patrick, Director, FLETC; Mr. Eric Fagerholm (Co-chair), Acting Assistant Secretary for Strategic Plans, Department of Homeland Security (DHS); Mr. Carl Peed (Acting Co-chair), Director, Community Oriented Policing Services (COPS), Department of Justice (DOJ); and Mr. Kenneth Keene, Deputy Director, FLETC.

Mr. Seymour Jones briefed the members on activities of the OSL since the last Committee meeting and provided feedback from previous Committee member recommendations. He provided updates on the OSL's fiscal status, training results, improvements in customer service, staffing issues, and agreements with other groups or agencies, including the Bureau of Justice Assistance (BJA), St. Petersburg College, the International Association of Campus Law Enforcement Administrators (IACLEA), the Office on Violence Against Women (OVW), and the Federal Emergency Management Administration (FEMA).

Mr. Ron Dionne briefed the members on the history and progress of the Rural Policing Institute (RPI).

Mr. Seymour Jones briefed the members on the OSL Strategic Plan, acknowledging the assistance of Mr. Keith Jones, Deputy Chief Information Officer (CIO), Immigration and Customs Enforcement (ICE), and Cristin Fair, Special Assistant to the CIO, ICE.

Mr. Joe Miller, Senior Instructor, Law Enforcement Leadership Institute (LELI), briefed the Committee members about the LELI and the training it provides.

Mr. Scott Santoro, Senior Program Specialist, State and Local Programs Division (SPD), OSL, facilitated a continuation of the discussion from the last meeting on capability and capacity as it pertains to OSL training.

Mr. Gary Loberg, Senior Program Specialist, SPD, OSL, facilitated a continuation of the discussion from the last meeting on training gaps.

There was a period of open discussion. Members discussed needs assessments and the role of the office of the Assistant Secretary for State and Local Law Enforcement, DHS.

Closing remarks were provided by Mr. Fagerholm and Mr. Peed.

The next meeting is scheduled for April 17, 2008, in Brunswick, Georgia. This meeting will be held in conjunction with the FLETC's 25<sup>th</sup> Anniversary of training state and local law enforcement.

## **Welcome and Introductions**

At 8:00 a.m., Mr. Seymour Jones called the meeting to order, welcomed all members, and facilitated introductions.

## **Opening Remarks**

### **Connie Patrick, Director, Federal Law Enforcement Training Center (FLETC)**

Director Patrick recognized Chief Deborah Ness and Mr. Andy Mitchell, who are no longer on the Advisory Committee, and acknowledged them publicly for their service to the Committee and to the Federal Law Enforcement Training Center (FLETC). She then provided an updated to the Committee on FLETC activities.

Director Patrick explained that the FLETC trained 60,500 students at its peak; the most in its 37-year history. She attributed this growth to the new realities and needs law enforcement executives and senior leadership have faced since September 11, 2001. The FLETC has had to delay half of the advanced training requests it received this year. To address the growing demand, the FLETC has implemented a six-day work week. Director Patrick indicated that the FLETC is examining projected growth in training needs among Federal agencies through the year 2020. This study will position the FLETC to comprehensively understand and proactively address the increased need. To examine more immediate solutions, Deputy Director Kenneth Keene is working on a four-point paper for the FLETC to consider outlining potential solutions.

Director Patrick explained that the FLETC is operating under a continuing resolution, which will probably remain the case until the beginning of next year.

Director Patrick addressed how the FLETC can continue to serve state and local law enforcement within the context of an increased need to train Federal officers. The Department of Homeland Security (DHS) leadership has indicated that the FLETC should construct some type of training academy for state and local officers in first responder positions. Additionally, state and local law enforcement leaders have recently pointed out the high turnover rate experienced among officers who were trained in homeland security after 9/11. The establishment of a state and local training center or academy would be a useful option.

In concluding her remarks, Director Patrick explained that if the FLETC can build capacity, the Office of State and Local Training (OSL) is prepared to develop and deliver the type of training she has described in concert with the FLETC's partners from the DHS. She appealed to those on the Committee to offer their insights as to whether they are experiencing the same voids in training. She explained that the Committee members' feedback would be helpful in the FLETC's discussions with the International Association of Chiefs of Police (IACP) and DHS about training needs.

Director Patrick noted that the new situational judgment shooting technology that has been developed in collaboration with the Canadians and is available to all state and local officers and campus police. She described it as a small investment, which would equip training departments with a weapon, some software, and a computer to be used for training in shoot-or-don't-shoot

situations. Director Patrick explained that she or Mr. Seymour Jones could assist anyone having interest in this technology in making contact with Ms. Valerie Atkins, Chief of the Training Innovations Division, who is the FLETC champion for that project.

**Carl Peed, Director, Community Oriented Policing Services Office (COPS) (Representing the Department of Justice (DOJ) Co-Chair)**

Mr. Peed thanked Director Patrick. He praised the FLETC's exhibit at the IACP Conference this year. Mr. Peed indicated that events such as the National Sheriffs' Association (NSA) Conference, the IACP, and the tribal conference are very important. He believes that is where much of the OSL's support starts and continues from events of this type. He urged the OSL to continue having staff attend these types of events.

Mr. Peed updated the Committee on items of interest at the Department of Justice (DOJ). Judge Michael Mukasey, of New York, should be confirmed as Attorney General this week. Currently, Mr. Peter Keisler is the Acting Attorney General, Mr. Craig Morford is the Acting Deputy Attorney General, and Mr. Greg Katsas is the Acting Associate Attorney General.

Next, Mr. Peed updated the Committee on the COPS office's activities. The office had a budget of \$541 million during the past year and provided grants directly to state and local organizations. He presented an update on the grants awarded to various entities. Specifically, he spoke about grants provided to support fusion centers. He described how he reached out to Mr. Charlie DeVita and obtained a contact from Immigrations and Customs Enforcement (ICE) to make a presentation at the NSA conference on the 287g program, which the COPS office supported. Mr. Peed, Mr. DeVita and two sheriffs facilitated this presentation; it was the most well attended event at the conference. Mr. Peed also spoke on the topic of partnerships and information-sharing, citing the Intelligence II Summit to take place at the end of the month as a prime example. The COPS office is sponsoring this Summit in partnership with IACP, DHS, Department of Justice (DOJ), and the Office of Information Sharing. The Summit will include approximately 157 people meeting to examine the history of intelligence, its present status, and future needs in intelligence-sharing. Specifically, the group will explore how the intelligence community collects information, and how the 800,000 law enforcement officers and 18,000 organizations in the United States can be better utilized in this process to prevent not only crime but also another terrorist attack.

**Eric Fagerholm, Acting Assistant Secretary, Office of Strategic Plans, Department of Homeland Security (DHS) Co-Chair**

On behalf of Secretary Chertoff, Mr. Eric Fagerholm welcomed the Committee.

Mr. Fagerholm referred the attendees to two handouts related to developments at the DHS. First, the Department is hiring an Assistant Secretary for State and Local Law Enforcement. It is expected that an individual will be named to the position soon. The new Assistant Secretary will be the voice of state and local law enforcement within the Department. Although the job description has yet to be finalized, Mr. Fagerholm indicated that this individual will have a very firm interest in the activities of the Committee.

Second, Mr. Fagerholm addressed the Quadrennial Homeland Security Review, which is to be modeled after the Department of Defense (DOD) Quadrennial Defense Review (QDR). Although there was a smaller-scale Second Stage Review several years ago, this will be the first comprehensive interagency review of homeland security. Not only will the review include departments such as DHS and DOJ, but it will examine state, local, and tribal law enforcement as they relate to homeland security.

Mr. Fagerholm concluded by noting that these are two important developments at DHS in which the Committee should have a tremendous interest.

## **Briefings and Discussions**

### **OSL Update/Committee Feedback, Seymour Jones, Deputy Assistant Director, OSL**

Mr. Seymour Jones asked if anyone had any changes to or questions about the last meeting's minutes. No one responded, so the minutes were approved as written.

**Fiscal Status:** Mr. Jones explained how the continuing resolution will affect the newly proposed Rural Policing Institute (RPI). The RPI legislation has been authorized by Congress and signed by the President, but the appropriations bill of \$10 million for the first year has not yet been authorized. This means that if the appropriations are authorized after the continuing resolution, the OSL will have only a portion of a year in which to execute the \$10 million instead of the entire year.

**Training Results:** Mr. Jones referred Committee members to Tab Four in their handouts, which contained training statistics, locations, and programs. Because Committee members had previously indicated that they wished to see results of the OSL's training, not just student statistics, Mr. Jones referred them to several validation studies contained in the handout. Next, he read an email from a former student containing an anecdotal account of the OSL's First Responder Training Program. The email explained how the program benefited the student when responding to the bridge collapse in Minneapolis just a few days after he attended the program. Mr. Jones recognized Mr. Gary Loberg as the Program Specialist for the First Responder Training Program.

**Customer Service:** Mr. Jones updated the Committee on steps taken to improve customer service. He asked Mr. Chad Ireland to describe the new Call Center contract. Mr. Ireland explained that the Call Center is providing 12 hours a day of continuous telephone answering services. During these calls, it provides basic program information, such as dates and prerequisites for training programs.

**Staffing:** Mr. Jones briefed the Committee on the staffing challenges the OSL currently faces. The OSL is experiencing a large turnover this year due to retirements and term expirations. Mr. Jones explained that OSL employees hired into term positions associated with various Memoranda of Agreement understand that their employment with the OSL will only last between two and four years, thus, they are usually looking for more permanent employment the moment they begin working at the OSL. Mr. Jones explained that the executive team at the FLETC has addressed this problem by converting four of the OSL's term positions into

permanent positions. Mr. Jones explained that the OSL has created a contingency hiring plan to track the status of every retirement, new hire, and position in an attempt to fill positions as quickly as possible. It will be a challenge to maintain the OSL's level of service delivery in the face of such turnover.

**Agreements:** Mr. Jones updated the Committee on the OSL's various Memoranda of Agreement with partner agencies.

- **Gang Resistance Education and Training (G.R.E.A.T.):** Mr. Jones explained that the OSL's 4-year Memorandum of Agreement with the Bureau of Justice Assistance (BJA) authorized the hiring of a Training Technician to support the G.R.E.A.T. program. He noted that OSL will be hiring a replacement for Mr. Harold Arledge, who retired as the Program Specialist.
- **Multi-Jurisdictional Counterdrug Task Force Training:** Mr. Jones stated that the OSL will continue collaboration discussions with the Multi-Jurisdictional Counterdrug Task Force Training, St. Petersburg College, Florida, in Fiscal Year 2008. Discussions will focus on traditional direct delivery programs, possibly in conjunction with its State and Local Law Enforcement Training Symposia (SLEETS).
- **International Association of Campus Law Enforcement Administrators (IACLEA):** Mr. Jones explained that the OSL has a Memorandum of Agreement with IACLEA to detail a Training Consultant to the OSL to support delivery of IACLEA's export program.
- **Office on Violence Against Women (OVW):** Mr. Jones explained that the OSL has expanded its partnership with the OVW, and will be hiring another permanent Program Specialist to support the Elder Abuse Program and a new program dealing with abuse of the disabled.
- **Federal Emergency Management Administration (FEMA):** Mr. Jones reported that a curriculum development conference for the Intelligence Awareness for Law Enforcement Executives Training Program (IALEETP) has been completed. This is a 1-day training program that was part of the Memorandum of Agreement with FEMA.

**Status of Committee Recommendations:** Mr. Jones concluded by informing the Committee that Tab 11 in their handouts contains a list of member recommendations since Fiscal Year (FY) 2005, along with the status of each recommendation.

### **Discussion:**

Ms. Cynthia Herriott asked for an update on the challenges associated with the hiring and recruitment of Border Patrol agents, which was discussed at the last meeting. Director Patrick responded by explaining that training numbers for Border Patrol for FY07 had been met, but more would be expected in FY08. However, it remains to be seen if enough people will be recruited to meet those training numbers. Director Patrick explained that Border Patrol is recruiting from the military and is offering recruitment bonuses.

Mr. Peed asked for clarification on the OSL's request for fellowships. Mr. Jones explained that the OSL is seeking the Committee's help to find two or more individuals willing to be detailed to

the OSL, particularly if the appropriations bill for the RPI passes. The fellowships would last for approximately six months, and are renewable.

**Rural Policing Institute (RPI), Ron Dionne, Assistant Division Chief, State and Local Programs Division (SPD), OSL**

Mr. Jones introduced Mr. Ron Dionne and explained that he was tasked with leading the project team to implement the RPI when the appropriations bill passes.

Mr. Dionne briefed the Committee on the history of the RPI. In July of 2000, the FLETC OSL developed a business case, which became a proposal in the Senate in 2001, but thereafter expired on the Senate floor. In January of 2007, Senator Ken Salazar and Congressman John T. Salazar, both of Colorado, introduced bills in their respective houses of Congress, and the final bill was enacted on August 3, 2007. Mr. Dionne explained that the bill that passed was adjusted to conform to the DHS mission, whereas in 2001, the FLETC was part of the Department of the Treasury. Specifically, he indicated that the training would be designed around the needs of intelligence-led policing. He touched on key points in the bill, noting that it will specifically target training to rural law enforcement and other rural emergency response providers. The bill also indicates that the OSL will evaluate needs and develop expert training. Other areas that will be covered in the training include protections of privacy and civil liberties, which are important to the DHS mission. Mr. Dionne indicated that the bill gives authority for the OSL to conduct an outreach or marketing program. Mr. Dionne explained that the RPI is not intended to duplicate or displace any current training, and it is important for Committee members to help ensure that this is the case. He noted that the training will be for micropolitan areas, defined by the Census Bureau as areas with fewer than 50,000 people.

Mr. Dionne spoke concerning evaluating rural law enforcement needs. He stated that because other agencies have already completed needs assessments in this area, the project team will ask Committee members to share what they currently know on this subject. Mr. Dionne noted that although the RPI does not have a formal mission statement at this time, its general purpose is to provide training programs for the rural policing community that are otherwise inaccessible, meet cotemporary needs, and be consistent with the OSL mission.

Mr. Dionne described his project team's responsibilities. The team will develop a business plan, which will include an achievable expenditure plan, a human capital investment plan, a strategy for evaluating needs for rural law enforcement, a plan for facilities acquisition within the FLETC, and an outreach plan. The team is also working on identifying training programs that are consistent with the authorization bill. Finally, the project team is identifying a plan for collaboration with potential stakeholders and partners.

Mr. Dionne next opened the floor to questions. Ms. Elaine Deck observed that the language in the handout does not identify a target audience, and asked if that will be included in the plan with respect to needs assessments. Mr. Dionne responded in the affirmative, noting that the language leaves it broad enough so that the experts can determine who the target audience should be.

Mr. Peed asked for clarification on using the term "accreditation" because it is cost-effective for state and locals to take training that is Peace Officer Standards and Training (POST) certified.

Mr. Dionne affirmed that OSL recognizes that officers are most likely to spend their allotted training money on courses that are POST certified.

Mr. Fagerholm asked for an example of what Mr. Dionne meant by intelligence-led policing. Mr. Dionne responded that he could not do so at this time because the issue is still with the project team in the planning stages. Director Patrick stated that there is a white paper on intelligence-led policing that was distributed at the IACP, which she would forward to Mr. Fagerholm. Mr. Peed added that Colonel Fuentes from New Jersey has also developed a white paper on intelligence-led policing. Mr. Dionne confirmed that the papers Director Patrick and Mr. Peed referred to are the types of items the project team will seek in order to establish the training within the scope of the DHS mission. Mr. Jones added that intelligence-led policing was generated by 9/11 and, essentially, it is a process whereby state and local law enforcement share information, gather and analyze intelligence, and forward information to the proper state, local, or Federal authorities with the common purpose of contributing towards protecting the homeland. He noted that it is a concept that is still evolving.

### **OSL Strategic Plan, Seymour Jones, Deputy Assistant Director, OSL**

Mr. Seymour Jones introduced two people who have been instrumental in assisting the OSL with developing its strategic plan: Mr. Keith Jones, Deputy Chief Information Officer (CIO) for ICE and Cristin Fair, Special Assistant to the CIO, ICE. He then explained the process that has occurred thus far regarding the OSL's strategic plan.

He noted that the OSL was extremely fortunate to have Mr. Keith Jones assigned to the office in August as a Senior Executive Service (SES) candidate to lead the project. In September, the OSL conducted an off-site strategic session, which involved many of the OSL staff and members of the Field Training Directorate. Mr. Jones explained that this session consisted of two and a half days of comprehensive dialogue regarding the OSL's past, present and future. The stakeholders' meeting that occurred on November 7, 2007, was the intended conclusion to this series of exercises. Mr. Jones indicated that the OSL will finish the product and forward it for approval.

Mr. Jones explained that throughout these various exercises, the OSL has examined its strengths, weaknesses, opportunities, and threats. In addition, it has examined its mission and decided a new one should be written to better align with post-9/11 realities within the context of DHS.

While the OSL has a dedicated workforce delivering a world-class product, Mr. Jones explained that it is resource-constrained because it is governed by Memoranda of Agreement that are subject to cancellation. The OSL also has competing priorities, because it exists within the FLETC, where the priority is training entry-level Federal officers. Thus, another challenge is clarifying the OSL's role within the FLETC.

Mr. Jones explained that these challenges point to the need for a strategic plan, which should include a defined vision, mission, and benchmarks to measure its progress. The two remaining action steps are to obtain management approval and to develop the action plans.

Mr. Jones presented the OSL's draft mission statement and goals. The OSL will make final revisions based on the stakeholders' input. (Presentation is on file at the OSL.)

Mr. Jones opened the floor to attendees of the Strategic Planning Stakeholders' Meeting held November 7, 2007. He asked them to reflect on the issues that emerged from that meeting for the benefit of the rest of the group.

Mr. Peed stated that there were two things that he saw as emerging issues - sustained funding and marketing strategy. He noted that he hopes the RPI will help bring about sustainability. He believes at least three of the six goals mesh together into the marketing strategy.

Ms. Herriott suggested that when examining marketing strategies, the OSL should seek to determine why rural police departments do not attend training and create a targeted strategy for ensuring good attendance.

### **Law Enforcement Leadership Institute (LELI), Mr. Joe Miller, Senior Instructor**

Mr. Miller outlined the purpose of the Law Enforcement Leadership Institute (LELI) and the basic philosophies of leadership. Mr. Miller stated that the LELI trains between 2,000 and 3,000 Federal, state, local, campus, and tribal law enforcement officers each year. The LELI also conducts leadership training at State Department academies in San Salvador, Bangkok, Budapest, and Garborone, Botswana.

Mr. Miller also described the programs offered by the LELI, all of which relate back to the four competencies he detailed earlier in his presentation. He described the 8-day leadership program for supervisors, which includes the following courses: Leadership Through Understanding Behavioral Diversity, Leadership and the One-Minute Manager, Leadership and Understanding Value, and Seven Habits of Highly Effective People. He described the Law Enforcement Manager Training Program, which includes courses titled Emotional Intelligence, Navigating the Political Landscape, Communicating with the Generations, and Seven Habits for Managers. The third program is Situational Leadership, a Ken Blanchard Company product, which all LELI instructors are certified to teach. Mr. Miller also gave a summary of some shorter programs, including the Seven Habits for Managers Program and Self-Leadership Through Understanding Human Behavior. He explained that the LELI also customizes training programs and courses, team-building exercises, agency-specific basic training, continuing education programs, and offers some consulting services.

Mr. Miller opened the floor to questions or comments. Mr. Jones noted that this presentation was in response to Ms. Herriott's concern about the need for leadership training for state and local officers. He has communicated with Mr. Clements concerning how the LELI may assist the OSL in providing leadership training to state and local officers.

Ms. Leeds asked Mr. Miller if the programs he spoke about are only offered on-site, and if so, whether they could be delivered by distance learning. Mr. Miller responded that the LELI is planning to deliver a full-week program via video conferencing for the academy in Bucharest, Romania. He also stated that programs are offered on center when space is available; otherwise, they are exported. Ms. Leeds responded that training delivered through distance learning modalities would be useful to state, local and tribal groups, as well as to her at the Department of the Interior.

### **Capability and Capacity, Mr. Scott Santoro, Senior Program Specialist, OSL**



Mr. Santoro continued a discussion on capability and capacity that began at the November 2007 Advisory Committee meeting. He reviewed some points made at the previous meeting, namely, that the OSL is capable of delivering high quality curricula, which is reviewed every two to three years to ensure it remains current. OSL works with the FLETC's Evaluation and Analysis Division to conduct validation studies of the OSL's training programs. Thus far, surveys have been completed on the Domestic Violence Instructor Training Program, the First Responder Training Program, and the Drug Enforcement Training Program. The studies determined the programs to be in the 90<sup>th</sup> percentile with respect to outstanding programming, instructors and curricula. The outgrowth of these studies is for the OSL to look for ways to train as many people as possible in these programs.

Mr. Santoro explained that while there are 800,000 officers, only approximately 3,500 were trained by the OSL last year. The OSL is looking for guidance from the Committee on how it can get its capability closer to its capacity, or how it can generate the supply needed to meet the existing demand. He reviewed the recommendations from the November 2007 meeting. These included:

- Expand drop-in training into existing training conferences, so that the OSL would not have to expend resources on finding hosts, but rather could offer blocks of instruction at existing conferences.
- Offer more web-based training, which the OSL has already started to do with some of its university partners. Web-based training can also alleviate the challenges of week-long training programs, because some of the material can be offered online before the live portion of the training, thus requiring officers to be away for fewer days.
- Partner with other agencies to create more FLETC adjunct instructors, whereby FLETC curricula could be delivered at state and local law enforcement academies without the FLETC having to hold a conference or program for the actual training. The OSL staff has begun building relationships with Regional Community Policing Institutes (RCPI) and POSTs for this purpose.

Mr. Santoro explained that the OSL is also examining how it can coordinate, plan and deliver more training to unique organizations, such as tribal and campus organizations. Finally, he explained that the OSL is addressing how it can reach more rural law enforcement officers.

Mr. Santoro then solicited input from the Committee members. Mr. Seymour Jones pointed out that some of the representatives from key organizations could be helpful to the OSL by identifying opportunities for training at national and/or state conferences.

Ms. Herriott mentioned that women in rural environments present challenges to law enforcement, particularly with respect to mandatory arrest policies. She also noted that from a management perspective, she would frequently receive complaints about personnel trying to circumvent the criminal justice process. She indicated that it is important to be cognizant of these issues when the OSL conducts training in rural areas. Mr. Santoro responded that this

issue, as well as the issue of conflicting policies among neighboring law enforcement agencies, are among others that will emerge with more studies of the needs of rural law enforcement.

Mr. Peed questioned how the number of trainees are calculated and whether the LELI is training state and local officers. Mr. Santoro responded that state and locals are included in the LELI training. Mr. Jones explained that the instructors who do the training for the LELI are actually Federal instructors, whereas instructors who conduct OSL training are guest lecturers hired on a contractual basis. Mr. Santoro added that when the OSL calculates its number of officers trained, there are two numbers to examine. One is the number receiving OSL export training, and the other includes center advanced programs at the FLETC. The former is 3,500 while the latter totals 4,000 (approximately).

Mr. Santoro posed the question of whether a training symposium that offers a variety of classes is at the same level of training as a 4 ½-day course in one particular subject area. Mr. Santoro believes that one issue lending credence to the affirmative is that the symposium increases awareness of the FLETC, and may encourage officers to come to attend longer courses.

Mr. DeVita asked what the FLETC considers to be an instance of training. Mr. Jones replied that the FLETC uses student weeks for measuring resource needs and for statistical purposes. He noted, however, that the number of individuals touched is required in Congressional testimony. Mr. DeVita responded that there is some confusion because the twenty-two agencies within the DHS all measure an instance of training differently, and he stated his belief that identical criteria should be used so that training can be measured more effectively. Ms. Vivian Lord suggested using CPEs, or students per hour, as universities do. Mr. DeVita noted that another challenge is how to measure distance learning.

Mr. Jim Burack raised the issue of there being a plethora of training opportunities, but the rationality behind all of them was unclear and rural departments are not aware of them. Mr. Santoro indicated that this parallels one of the benefits of the RPI, in that the OSL will have Congressional authority to market to rural areas. He asked Mr. Burack if he was also referring to some type of clearinghouse where people could go to a website and see all of the training options in different regions. Mr. Burack responded that he was referring to a centralized location where people could access available training. Mr. Burack also pointed out that the natural place for people to think about going for training is the FLETC, and that the OSL should be the central point for that.

Mr. Milam stated that the best way to accomplish these goals is to reach rural law enforcement by drop-in training at state or sheriffs' conferences. He noted that state associations are always looking for POST certified training programs at their conferences. Ms. Laura Wilson stated that the IACLEA would welcome drop-in training, and she reiterated the importance of POST certification. She also pointed out that the IACLEA is partnering with a private company to present training that is not only POST accredited but may offer college units.

Mr. Richard Mechlin stated that the needs assessment will be an important issue with respect to the RPI. He pointed out that very small rural agencies may not be as concerned about dedicating officers to antiterrorism issues as they are with efficiently supplying officers on the street. Thus, Mr. Mechlin noted that the OSL may find itself creating courses tailor-made to rural agencies.

Mr. Santoro confirmed that a lot of time would be spent during the first year assessing those needs.

Mr. Gary Edwards addressed the uniqueness of tribal law enforcement. He indicated that while various groups fund tribal training, it is not always clear which courses are most important to attend because there are so many offerings. Another issue this raises is a lack of continuity from year-to-year. Mr. Edwards stated that presenting drop-in training is the best option, as evidenced by the past tribal conference. He noted that this conference was the only one where officers can receive two full hours of college credit. He also pointed out the importance of building on the previous year's training. Mr. Edwards indicated that the tribal conference was able to increase the number of attendees at various blocks of instruction from 10 to 70 people by reducing the number of blocks offered and by making them more specific. Mr. Santoro responded that this should be included in the needs assessment, and the OSL would want tribal law enforcement entities to identify the types of training they need presented at their conferences.

Mr. Edwards noted that tribal and rural law enforcement share similar challenges. In particular, he spoke of lack of funding to send people to training, which signifies the importance of the OSL's ability to bring specific, relevant training to them. Mr. Jones observed that there are some unique challenges with tribal law enforcement and that the OSL will need coaching from the Committee on needs assessments in this subject area.

Ms. Sue Leeds raised the point that before solutions can be reached, it is necessary to determine why there is a gap between capacity and capability in the first place. She offered several reasons including lack of money, lack of interest, and lack of manpower resources. Affirming this point as valid, Mr. Santoro stated that there are jurisdictions from which the OSL never receives registrations. Mr. Santoro pointed out that RPI funds will be used to examine barriers that prevent rural law enforcement from participating in training. Ms. Leeds responded that when the RPI money is available, funds should be applied to determining why certain areas express such low demand. Mr. Santoro noted that perhaps those are the states whose conferences should be targeted first.

Ms. Lord posed the question of whether the FLETC is aware of what those low-demand states currently have available to them. She pointed out that the OSL may not be getting registrations from a state like North Carolina because similar programs may be offered through the state training academy and community colleges. At the same time, there may be subject areas that these entities in North Carolina do not cover, where there would be a need for the FLETC to provide training.

Mr. Santoro then raised the point that the OSL may be reaching more people than it realizes, through its train-the-trainer programs. He noted that it is virtually impossible to effectively track how many students receive training secondhand.

Ms. Lord reiterated the importance of researching what training is available in each state during needs assessments and being careful not to duplicate what is offered.

Mr. David Salinas indicated that the Hispanic American Police Command Officers' Association (HAPCOA) faces similar challenges in attracting rural officers and command staff to its national

conference. However, the San Antonio chapter has explored hosting regional training and including surrounding rural counties. OSL drop-in training might be possible with this scenario.

Mr. Santoro asked the Committee for a common consensus on the top two or three points the OSL should focus on for the next six months before the next meeting. Ms. Herriott stated that the OSL should figure out why this problem exists and if people in the field believe it is a problem. Mr. DeVita stated that a needs assessment is necessary. Mr. Santoro indicated that identifying barriers is also important. Mr. Peed added that the OSL should survey the other 22 agencies in DHS to determine their training issues. This would entail exploring what training other agencies offer in order to determine if there is a way to either partner with them or establish some kind of master registration program to monitor and track needs and available training.

### **Training Gaps, Mr. Gary Loberg, Senior Program Specialist, OSL**

Mr. Loberg explained that his presentation is a continuation of a discussion from the last Committee meeting where various subjects were identified as areas where training gaps exist. He presented slides listing the reasons for gaps in these areas, including:

- The training is not available or known to exist.
- Funding is not available.
- Some training is free while some is not.
- When travel is required, it is often difficult to get away for multiple days.
- Classes are full.

Mr. Loberg proceeded to discuss additional subject areas where training gaps exist. One is that legal updates in the context of our decentralized criminal justice system present challenges in keeping people in the field fully informed about changes. A second gap is dealing with gangs that are very large and have national and international effects in a cross-jurisdictional context. A third gap is identity theft tied to senior citizen abuse. A fourth is cultural differences, not only across racial lines but also cultural differences within identifiable groups, such as Hispanics and Native Americans. A fifth training gap is recruitment, retention, and promotion of minority personnel. Others include personnel management and technology management.

Mr. Loberg next outlined new reasons for training gaps that have been identified since the last Committee meeting. These include competition for resources (audience), lack of cooperation among training providers, and lack of cultural sensitivity in training materials.

Mr. Loberg requested that the discussion be confined to the context of opportunities the OSL will have to fill training gaps if the RPI is funded.

Mr. Loberg referred to Tab Nine in the packet, explaining that he organized the training gaps into three categories: law enforcement administration, supervision, and operations. He noted that based on his experience when he has surveyed constituents on training needs, chiefs and street officers would frequently identify very different areas of need. Thus, it is important to discuss not only administrative and supervisory priorities, but also those of street officers. Mr. Loberg asked Committee members to identify priorities and / or items on the list where no gaps actually exist. Ms. Deck asked for clarification on whether by “gap” he means a complete lack of

training or insufficient training. Mr. Loberg stated that he was referring to both. He reminded the members of Mr. Dionne's comments earlier that with respect to the RPI, Congress is mandating that training not be duplicated. He clarified that this means not duplicating training in a subject to an audience that is already receiving it. However, the discussion should address gaps in that subject's availability to a particular audience or geographical region, even though it may be available to other audiences in other geographical regions.

Mr. Burack suggested that the OSL set parameters for training programs within the mission of the OSL, or producing the most value for state and locals. Specifically, this would mean delivering Federal content of which state and locals should be aware. Mr. Loberg agreed, noting that the discussion should be kept within the context of the strategic plan. Mr. Jones further defined these parameters, stating that because the OSL is a subset of DHS, it is almost obligated to hold as a high priority issues relating to interoperability and information-sharing, as well as other issues concerning protecting the homeland.

Drawing on these defined parameters, Mr. Loberg asked the Committee which training gaps on the list fit within this more narrow definition, and therefore would be potential priorities for future program development.

Mr. Milam responded with intelligence-based policing, even though it is not on the list. He explained that this should address issues for street officers all the way up to command level, and should range in topic from gangs to criminal activities to homeland security and terrorist threats.

Ms. Herriott stated that although focusing on homeland security makes sense, issues other agencies might deal with are also important, such as working with undocumented immigrants and dealing with drug addiction driven crimes. She suggested training on best practices to address issues such as these. She concluded that a needs assessment is necessary in order for the Committee to recommend to the OSL which training gaps it should address.

Mr. Mechlin built on Ms. Herriott's suggestion by pointing out that because of the plethora of competition the OSL faces in providing training, there should be a mechanism for identifying emerging trends in law enforcement. He noted that because it takes awhile to build a course, the Committee and the OSL must examine what training will be needed in the future, and start building courses accordingly. Mr. Mechlin stated that this can be accomplished through strategic planning and the activities of the Committee.

Ms. Deck indicated that some core courses remain a fairly constant need in rural areas. She noted that in conducting needs assessments, the OSL should coordinate with the state POSTs in determining the basic needs which the FLETC could meet, whether they are for the street officer, supervisor or manager levels. In addition, emerging needs can continually be identified through partnerships and communication, as well as through initiatives coming forward from DOJ and DHS leadership. She concluded that there should be two tracks – the core needs and the emerging needs – which can be met within the same mission.

Mr. DeVita agreed that the OSL must look at emerging trends. He explained that in a meeting at the U.S. Attorney's Office last week, he learned that one-third of all cases it prosecutes are immigration-type cases. This was a signal to him that this is an emerging trend. Thus, he agreed

with Ms. Deck that the OSL needs to focus on both core training and emerging trends, particularly while there is a window of time before the next emergency need arises.

Mr. Edwards pointed out that the OSL should look to directives from Secretary Chertoff in order to prioritize where training is needed. He suggested looking at the universal task list and, in particular, the critical task list and the charges of the Secretary with respect to interoperable communications and protection of the borders. The next step is to determine what capabilities a department must have in order to fulfill that particular need in its particular geographic area. This becomes the upper goal for analyzing gaps that must be filled. After that, a capability baseline study must be done, based on various resources coming down from DHS. From this point, it can be determined what training is required to close the gap between the existing and ultimate baseline. He explained that the only way an agency can show Office of Management and Budget (OMB) and DHS that the funding they are providing is being used effectively is to do a gap analysis, to show where the baseline is, and how money is being used to close that gap. He stated that the FLETC should be the leading agency in determining the training necessary to meet these capabilities. Mr. Edwards further suggested that when the OSL develops its strategic plan, it should include three categories of training: basic training for street officers, senior executive level training, and a specialized homeland security category of training.

Mr. Mechlin stated that if the OSL were to offer almost exclusively train-the-trainer courses, his organization would be more likely to send people to the FLETC for two weeks, because it is more cost-effective than sending a lot of people to the FLETC for even three days. He suggested doing this with drop-in training as well. Mr. Mechlin acknowledged the challenges this would present in terms of reporting to Congress on the numbers of students trained. He agreed with earlier comments that it is better to deliver training to local or regional conferences than to state or national conferences because the latter tend to draw chiefs and deputy chiefs who are less likely to redeliver training, whereas the former tends to draw people who would be more likely to return to their departments and deliver training.

Mr. Loberg concluded that the discussion illuminated strong parameters for the OSL to use when identifying training needs in the future.

### **Open Discussion**

Mr. Seymour Jones opened the floor to new issues the members would like to discuss.

Ms. Herriott indicated that she and other members might be of assistance to the OSL in conducting needs assessments in subject areas where they may be experts, especially with respect to the RPI.

Mr. Burack inquired about the interplay between the OSL and the new Assistant Secretary for State and Local Law Enforcement office at the DHS. Mr. Fagerholm explained that the new office will be entirely devoted to state and local law enforcement. He recommended that all present take a close look at the document he handed out regarding this. Mr. Fagerholm stated that once the office is up and running, he will recommend that the new Assistant Secretary contact Director Patrick, Mr. Jones and the rest of the Committee members. As referenced in the 9/11 Commission Act of 2007, Public Law 110-53, Mr. Fagerholm explained that the new office will lead departmental policies regarding state, local, and tribal law enforcement, focusing on

counter-terrorism and natural disasters. The office will also be the primary advocate for grants, in addition to working on consensus standards for training and protective equipment.

Mr. DeVita stated that ICE just hired Jim Pendergraph as its State and Local Coordinator. He indicated that more departments, in addition to ICE, will begin to focus on supporting the new Assistant Secretary for State and Local Law Enforcement in dealing with state and local issues. Mr. Burack expressed concern with ensuring that this new office leads to greater coordination of training instead of continued proliferation. Mr. Fagerholm recommended he contact the new Assistant Secretary, once named, on this issue.

Mr. Jones stated that Colonel Flaherty from Virginia Tech has committed to briefing the Committee on the Virginia Tech incident at the next meeting. He then turned the floor over to the Co-Chairs for closing remarks.

### **Closing Remarks**

Mr. Fagerholm reiterated that the new Assistant Secretary's office will have a big impact on the Committee members and the OSL. He thanked all of the members for attending.

Mr. Peed closed by repeating mention of Colonel Flaherty's presentation at the next meeting. He stated that school safety will continue to be an area of major emphasis for state and local law enforcement in the near future. He also indicated that an emerging role for the OSL will be working with international partners, particularly in places where there are radical governments. He stated that at the National Organization of Black Law Enforcement Executives (NOBLE) Conference, he spoke to George Proden of England, who informed him that England is very involved in the Caribbean. He believes the OSL should have a role in bridging gaps in places like St. John, St. Thomas and Puerto Rico. Mr. Peed also indicated that he looks forward to partnering on the RPI initiative, should it be funded.

Mr. Jones closed the meeting, reminding members to complete the critiques provided. The next meeting is tentatively scheduled for April 17, 2008.

The meeting adjourned at 3:00 p.m., November 8, 2007.

I certify that this is an accurate accounting of the meeting held by the Office of State and Local Training Advisory Committee, St. Simons Island, GA, on November 8, 2007. Committee Co-chairs have reviewed and approved these minutes.

// original signed //

Reba L. Fischer, Designated Federal Officer

**State and Local Training Advisory Committee (SALTAC)  
Federal Law Enforcement Training Center (FLETC)  
Department of Homeland Security  
November 8, 2007  
St. Simons Island, Georgia**

**Attendees**

Committee Members and Representatives

Eric Fagerholm, Acting Assistant Secretary, Office of Strategic Plans, Department of Homeland Security (DHS) Co-Chair  
Carl Peed, Director, Community Oriented Policing (COPS) Office, (DOJ) Acting Co-Chair  
William Blair, Major City Chiefs; Deputy Chief, Long Beach, CA Police Department  
Jim Burack, Police Executive Research Forum (PERF); Chief, Milliken, CO, Police Department  
Elaine Deck, International Association of Chiefs of Police (IACP); Program Manager, Smaller Police Dept. Tech Asst Program, IACP  
Charles DeVita, Immigration and Customs Enforcement (ICE), DHS; Director, Office of Training and Development  
Gary Edwards, National Native American Law Enforcement Association (NNALEA); Executive Director, NNALEA  
Cynthia Herriott, National Organization of Black Law Enforcement Executives (NOBLE); Lieutenant, Rochester, NY, Police Department  
Sue Leeds, Chief, National Law Enforcement Training Office, Department of Interior  
Vivian Lord, Academy of Criminal Justice Sciences (ACJS); Chair, Dept of Criminal Justice, University of North Carolina, Charlotte  
Richard Mechlin, State and Provincial Division, IACP; Major, Florida Highway Patrol  
Terry Milam, Smaller Agency, State Division (IACP); Chief, St. John, MO, Police Department  
Michael Parsons, International Association of Directors of Law Enforcement Standards and Training (IADLEST); Executive Director, Washington State Criminal Justice Training Commission  
David Salinas, Hispanic American Police Command Officers' Association (HAPCOA); Captain, Bexar County, TX, Sheriff's Office  
Laura Wilson, International Association of Campus Law Enforcement Administrators (IACLEA); Director, Stanford University Department of Public Safety

Federal Law Enforcement Training Center

Connie L. Patrick, Director  
D. Kenneth Keene, Deputy Director  
Cynthia J. Atwood, Assistant Director, Field Training Directorate (FTD)  
Seymour A. Jones, Deputy Assistant Director, OSL  
Malcolm Adams, Chief, State and Local Programs Division (SPD) OSL  
Ron Dionne, Assistant Division Chief, (SPD), OSL  
Denise Franklin, Division Chief, Training Support Division (TSD), OSL  
Reba Fischer, Program Analyst (Designated Federal Officer), TSD, OSL



Chad Ireland, Operations Specialist, TSD, OSL  
Carol Wood, Support Services Specialist, TSD, OSL  
Scott Santoro, Program Specialist, SPD, OSL  
Gary Loberg, Program Specialist, SPD, OSL  
Sandy Peavy, Assistant Director (CIO)  
Brad Smith, Deputy Assistant Director, Training Directorate  
Joe Miller, Senior Instructor, Law Enforcement Leadership Institute  
Wayne Anderson, Computer Forensics Investigations Division  
Paul Imbordino, Deputy Associate Director, Washington Office

Guests

Germaine Perambo, Special Agent, Financial Crimes Enforcement Network (FinCEN)  
Sandra Webb, Deputy Director, COPS, DOJ  
Keith Jones, Deputy CIO, Immigration and Customs Enforcement (ICE)  
Cristin Fair, ICE  
Pam Camarata, Associate Deputy Director, BJA, DOJ

Not represented:

National Sheriffs' Association  
Drug Enforcement Administration

**Advisory Committee to the Office of State and Local Training  
Federal Law Enforcement Training Center  
Epworth By The Sea, St. Simons Island, Georgia  
November 8, 2007**

***Agenda***

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***Thursday, November 8, 2007***

*Epworth Ellie Harvey Building*

**Welcome / Introductions** 8:00 a.m.

*Seymour Jones, Deputy Assistant Director, OSL*

**Opening Comments**

*Connie Patrick, Director, Federal Law Enforcement Training Center*

*Eric Fagerholm, Acting Assistant Secretary, Strategic Plans (DHS Co-chair)*

*Carl Peed, Director, Community Oriented Policing Services Office (representing the DOJ Co-chair)*

**Remarks**

*Cynthia Atwood, Assistant Director, Field Training Directorate, FLETC*

**OSL Update / Committee Feedback**

*Seymour Jones, Deputy Assistant Director, OSL*

**Rural Policing Institute**

*Ron Dionne, Assistant Chief, State and Local Program Division, OSL*

**OSL Strategic Plan**

*Seymour Jones, Deputy Assistant Director, OSL*

**FLETC Leadership Training**

*Joe Miller, Senior Instructor, Law Enforcement Leadership Institute*

**Photo**

**LUNCH (on your own)**

**Capability and Capacity**

*Scott Santoro, Program Specialist, OSL*

**Training Gaps**

*Gary Loberg, Program Specialist, OSL*

**Open Discussion**

**Closing Remarks**

**Complete Critiques / Depart** 3:00 p.m.