DECISION 31/2007/GB

OF THE GOVERNING BOARD OF THE EUROPEAN POLICE COLLEGE

ESTABLISHING THE REVISED Q13

Adopted by the Governing Board
on 28 November 2007

THE GOVERNING BOARD,

Having regard to Council Decision 2005/681/JHA of 20 September 2005 establishing the European Police College (CEPOL) (¹), and in particular Article 7(a) thereof;

Having regard to Decision 25/2006/GB of the Governing Board of the European Police College adopting the Work Programme 2007 (²), and in particular 3.1.2 I. thereof;

Having regard to the proposal from the Training and Research Committee, submitted by Spain (³);

Whereas:

(1)   CEPOL aims at providing training sessions, based on common quality standards, for senior police officers.

(2)   CEPOL organises a course for course developers in order for them to create conditions for trainers according to CEPOL standards.

(3)   The first edition of the Q13 needed to be revised and updated.

HAS ADOPTED THIS DECISION:

Article 1
Revised Design of the Q13

1. The revised version of the Q13 is adopted and shall be used for CEPOL's learning activities.

2. The Q13 shall be applied in the initiation, the design, the implementation and the evaluation phases of CEPOL learning activities.

Article 2
Entry into force

This decision shall take effect on the day following that of its adoption.

(¹) OJ L 256, 1.10.2005, p. 63.
(²) Adopted by the Governing Board on 27.9.2007.
(³) Draft outcome of proceedings of the 7th meeting of the Training and Research Committee, item 4.1.1.

Done at Loures, 28 November 2007

For the Governing Board
Carla Falua
Chair of the Governing Board

European Police College

Quality in Thirteen Questions

Introduction

Towards quality standards for CEPOL training and education

History
The first edition of Quality in Thirteen Questions (Q-13) was produced by the Expert Group on Learning Methods under the responsibility of Management of Learning Committee. It was endorsed by the Governing Board in 2003.

To reflect the changing views on the quality of organising learning and as part of the natural involvement of CEPOL, the Expert Group on Learning Methods is now called 'Working Group on Learning' and the Management of Learning Committee is now known as 'Training and Research Committee.'

Time flies: the Expert Group on Learning Methods is now called 'Working Group on Learning' and the Management of Learning Committee is now known as 'Training and Research Committee.' In the meantime not only the naming of the committees has changed but also views on the quality of organising learning.

Although the basic concepts are still the same; within the CEPOL network they have gained more in-depth views.

So time to revise Q-13 focussing on:
• Making it more CEPOL specific
• Making it more practical
• Incorporating new accepted views (evaluation, peer review, competency profile for trainers and course developers etc.)
• Neutralising the style; as the authors themselves wrote:
  'The booklet has been written in a provocative way. It should evoke discussion; it should elicit differences in opinion. It should above all make clear that knowledge based input in the realm of learning methods is necessary for raising the level of our joint efforts.'
  Now, the need for provocation is no longer there as it seems to have served its purpose.

The results are laid down in two volumes:
Volume 1: The revised Q-13 or Q-13 version 2;
Volume 2: Background documentation.

Legal basis and rational
The Council of the European Union decided on the 22nd of December 2000 to establish a European Police College (CEPOL) as a network organisation. The Governing Board (GB) of CEPOL will, according to article three of the Council Decision, decide on the annual programme. This decision concerns teaching content, type, number and length of training courses and activities to be implemented. At the same time all training sessions should be based on common standards (Article 7).

Almost everyone within CEPOL will agree with the statement that the elements on the annual programme of CEPOL should be of high quality. However, it can be difficult to judge the quality of individual contributions to that programme. This problem can arise due to lack of information or to a poor quality of information. It's even more complicated when there is no common understanding or agreement about the information on which to base a quality judgment. This justifies the conclusion that we are willing to believe that the quality of the contribution is alright, but we don't know it for sure.

The Governing Board of CEPOL decided to resolve this situation and endorsed in 2002 a proposal of the Management of Learning Committee (MoLC) about the common educational standards, named 'Quality in 13 Questions'.

The Q13 booklet does not consist of prescriptions; it is not a manual. The original idea behind the 13 questions is that they may enable the why-question to be answered; why was this done and why that way? However, answering design questions in the field of police education and training isn't the same as solving a mathematical problem. Those problems have one solution, right or wrong. In the educational arena, there are often many more solutions available to create proper learning conditions..
Taking this all into account, the re-written Q-13 will give more guidance to ensure a (remove the word more) similar approach.

Deciding on the most appropriate way of delivery
Learning opportunities can be created in many different ways. It hugely depends on the nature of the problem, the target group, the level of knowledge one is aiming at, the urgency of implementation etc. It can vary from learning-on-the-job (exchange programmes, peer-review etc) to classroom learning. The same applies to the variety in offering Training and Education (see: figure 1)
These choices are conscientiously made by the Annual Programme Committee and presented to the Governing Board, based on a set of well defined and broadly accepted criteria. The latter is an important part of assuring an effective and efficient annual programme.

Figure 1 : Deciding on the most appropriate way of delivery

Q-13 does not deal with the criteria to choose a 'Common Curriculum', 'Self-directed e-Learning' or a 'Conference'. As in the first edition, it is limited to 'courses' and 'seminars'
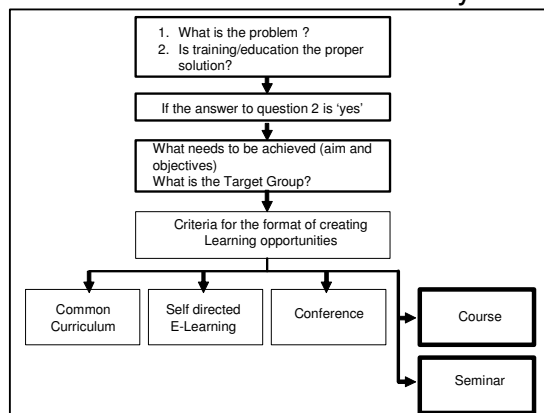
In the CEPOL environment, the main differences between a course and seminar are the following. A course has clear objectives, containing observable behaviour; the latter is not the case in a seminar. Due to the characteristics of the way the learning process is organised in a course, reasons of effectiveness do not allow participation of more than about twenty five persons, whilst a seminar can accommodate up to about 40 participants.

Teaching and Learning

What has not changed is Peter IJzerman's[1] introduction in the first edition of Q-13 regarding the difference between teaching and learning.

Sometime ago the director of one of the colleges in CEPOL's network told a story about Jim and Peter. Jim had a nice dog, a Chihuahua. The dog was called Tiger. Jim told his friend Peter that he had taught Tiger to whistle. Peter was astonished and shouted: 'Tiger whistle!' The little dog looked at Peter but didn't start to whistle. Peter repeated his command several times but there was no reaction at all. Then Peter said to Jim: 'You told me that you taught Tiger to whistle, but that's probably not true.' Peter replied: 'I told you that I taught him to whistle; I didn't tell you that he learned how to do it'.

> *Teaching does not equal to learning.*

Although this story, based on a cartoon from 1978 about Tiger was meant to be a joke, it touches a fundamental issue in modern (police) education. The core business of CEPOL is learning by creating effective and efficient learning environments[2]. This is definitely not the same as creating teaching environments.

The shift of focus from teaching to learning puts the learner automatically in a more prominent position, without marginalising teaching and training.

> *Programmes and teaching are Learner Centred*

Learning-centred education places the focus of education on learning and the real needs of students. In the CEPOL context such needs derive from the requirements of the international focus in the police profession and the responsibilities of EU-citizenship. Changes in technology and in the national and world economies are creating increasing demands on employees – so also on police officers - to become knowledge workers and problem solvers, keeping pace with the rapid changes in society and the way society is effectively policed.

Most analysts conclude that organisations of all types need to focus more on students' **active learning**, the **development of problem-solving skills** and becoming **independent learners**.

Teaching and training effectiveness needs to stress promotion of learning and achievement.

Key characteristics of learner-centred education are:
- o Setting high developmental expectations and standards for all participants;
- o Understanding that participants may learn in different ways and at different rates. Also, student learning styles may differ over time and may vary depending upon subject matter. Learning may be influenced by support, guidance, and climate factors, including factors that contribute to or hinder learning. Learner centeredness needs maintaining a constant search for alternative ways to enhance learning. Not only during the formal learning process, but also thereafter: the so called post course learning re-enforcement.

> *If your only tool is a hammer, you treat everything as a nail*
> Abraham Maslov

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[1] Peter IJzerman was the Chair of the MOLC, responsible for the production of the first edition of Q-13

[2] A Learning environment is the result of the interaction between: participants, trainers & teachers, learning methods, content, material conditions and organisational conditions, derived from the aim and objectives of the learning activity. (see page:15)

- o Preferably providing a primary emphasis on active learning. This may require the use of a wide range of techniques, materials, and experiences to engage learner interest. Techniques, materials, and experiences drawn from 'external' sources such as the police practice;
- o Using participants as a recourse of knowledge.
- o Creating space for participants to express individual learning needs and expectations not covered by the programme and being – within reasonable limits – flexible enough to fulfil these needs.

A student is often involved in passive learning, reacting to the stimulus of the teacher and confined to the road map of the syllabus.
By contrast, a learner is an active participant in individual education.
The learner interacts more assertively with the materials, other learners, and the teacher
Put simply, the student is more a reactive object and the learner is an active subject (Rowley, et al., 1998, pp. 21-22).

The science of police education
In our knowledge-intensive era, police managers and police leaders responsible for

Educating and training are Science

decision-making in the field of learning must base their decisions on arguments originating from different domains. One of these domains should be educational science. Societal developments will primarily affect the content of police education: results from educational research should influence the way we organise learning opportunities.

The focus on Police Methods instead of on Police Styles
A well known formula is: Effect = Quality x Acceptance. The Quality can be good, but if for some reasons the acceptance is low, the effect will also be low.
This is also a fact if one emphasises on police styles instead of police methods. The latter are quite neutral, whilst style is immediately connected to the different cultures in the police organisations throughout the European Union.
Police methods, whether it is about crime or public order, are subjects for professional debates, not obstructed by cultural barriers.
Senior police officers should be able to transfer learned methods into the culture of their police organisation of origin. If culture needs to be adjusted in order to successfully implement other methods it is up to him or her to identify the necessary changes in style, to judge these changes on the likelihood of successful implementation and to implement these changes.
There is one important exception: once it comes to adhering to the European Code of Police ethics. This code is shared by all EU police and it forms the basis for democratic policing. The same applies to other aspects of democratic policing.
The questions

Q-13 does not provide recipes

As stated before, the Q13 booklet doesn't contain recipes. It is geared towards making explicit the assumptions, theories and good practices used to answer educational design-questions. Used arguments are not judged, but of course some colleagues will scrutinize them for validity. CEPOL is an organisation of

professionals and critical discussions will raise the level of the profession and maintains CEPOL's search for excellence.

The 13 questions cover the whole area that contributes to the quality of the learning environment being offered. The 13 questions are not chosen at random. They reflect an ordering in time: initiative, design, implementation and evaluation. In contrast to the first edition, the aspect of 'control' is not an isolated phase in this process

As there is a dependency between the answers of various questions, control should take place after answering each and every question.

The 13 questions are based upon the simplest model of intentional learning. Learning is not limited to what does or does not happen in courses: it is almost impossible not to learn - learning is a continuous process in everybody's life. Somewhere in history we made the mistake of linking learning exclusively to school. When someone is asked about the last learning experience, he or she immediately starts thinking about the last time a course was attended. This is a denial of an important aspect of reality: learning is always there.

The thirteen questions.

Orientation towards		Questions
Initiative		1. What is the problem?
		2. Is education and/or training the proper solution?
Design	S E L F - C o n t r o l	3. Is the overall design of the course balanced, effective and CEPOL specific?
		4. Are teachers and trainers competent?
		5. Are appropriate methods and materials selected?
		6. Is the content up-to-date and appropriate in this context?
		7. Has the attendance of the right target group been ensured?
Implementation		8. Is the learning environment properly organised?
		9. Is the implementation appropriate to the design?
Evaluation		10. What are the results of the efforts?
		11. Are these results intended?
		12. Are problems solved adequately?
		13. What can be learned and what can be improved?

Figure 2 : The 13 Questions against the different phases in the process

CEPOL's core business is learning. It is organising opportunities to learn. In this situation one will always see learners and people who fulfil the role of teacher or trainer. There will also be content to acquire and methods and material and organisational conditions to do so. The glue between the elements is the way it is organised. The result of the interaction between all of these elements is the learning

environment. Therefore control during the whole process is important. Finally the merit and value of the activity need to be assessed by carrying out evaluations.

Against this backdrop, 13 questions have been formulated to demonstrate why learning happens in the way that it does. The questions are always the same, the answers can differ. Are there other possible questions? Yes there may be, but that should not be the prime consideration. The main concern is to try to get a rather clear picture of the quality of the way the annual programme is drawn up and executed when these 13 questions are answered. This is possible and that's why it's necessary to answer them as an entry point to the Annual Programme Committee and to the Course Organisers.

In the next chapters the 13 questions are elaborated, some background information is provided and more detailed questions are formulated. These detailed questions are guidelines for people who:
- work with Q-13 to formulate advice about the annual programme
- organise CEPOL courses under the auspices of the Annual Programme
- teach or train in these courses
- assess and analyse CEPOL activities.

Quality management

Quality of the sequence of processes.
In quality management, one very often focuses on the processes in an organisation, especially when a process is broken down in sub-processes that involve different people.
An important characteristic is that the output of one sub-process forms the input for the next one. This implies that the quality of the output of a sub-process influences the quality of the following one.
This principle also applies to CEPOL's process of drawing up the Annual Programme and Course Descriptors for each course in that Programme.
The better: the quality of the analysis of the problem is carried out and
                   the better the aim, objectives and target group are derived from this
                   analysis and
                   the more consciously the choice for the way the activity will be
                   organised (course or seminar) and the duration needed to achieve the
                   aim is made
The better :   the chance for a good designed course curriculum and course
                   programme and
The better: the learning environment is created and
The better: the learning outcomes will be.

Peer Review.

Another way of maintaining and improving quality is using peer review. In practice most people are doing some sort of peer review all the time. It is very common for someone to say: 'Do you have a little time to tell me what you think of this?' or to ask: 'Has anyone thought of a better way of doing…?'

Peer Review means 'to evaluate professionally a colleague's work'.

It is a staff development process that is widely used in training and other professional contexts. The basic idea is that the person who is concerned about some aspect of his own work invites a colleague to review the quality of what he or she is doing.

It helps to discover one's black spots, based on which improvements can be made.

Deciding to review and what to review is really down to each course organiser, teacher or trainer.

One can easily produce a list of topics that might be considered or examined by peers. The list would include, but is not limited to, the following:
- Course materials
- Curricula
- Course syllabi
- Creating a learning environment
- Actual teaching or training
- Etc.

An extended explanation can be found in Volume II, Chapter…..

The Thirteen Questions

Initiative

- **What is the problem?**

  - How can the problem be defined?
  - What is the nature of the problem?

- **Is education and/or training the proper solution?**

  - How should the problem be addressed?
  - What actions should be undertaken?

In the initiating phase, we are basically dealing with a strategic analysis. An analysis that gives the answer which and for whom, CEPOL core-activities will be organised. It is a strategic process for the following reasons:

- It not only relates to meeting the needs of potential learners, but also to the needs of the major stakeholders[3], e.g. the Commission, The European Chiefs of Police Task Force, Europol etc.
- Stakeholders may have an influence on the continuity of CEPOL as a European Police College.
- Most stakeholders are the executive sponsors of CEPOL.

Therefore this phase is not to be dealt with by course-organisers, but by the Annual Programme Committee and the Governing Board.
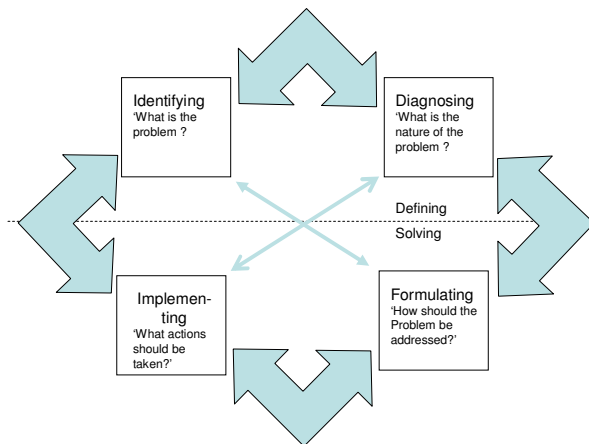

Figure 4: Four step approach in Strategic Training Need Analysis

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[3] A stakeholder is a person (or group) that has an interest in the activities of CEPOL

Preferably four steps are to be followed. Those who prefer a systematic approach will start with the identification of the problem, followed by a diagnosis of the problem. A thorough diagnosis is often forgotten, which leads to an unclear picture of the problem and often leads to overlooking the question 'Does the problem need to be solved?' The latter refers to the seriousness of the problem in relation to effects and priorities.

The following steps are answering the questions 'How should the Problem be addressed and 'What should be undertaken?'

It should be clear that the 4 questions and answers are related to each other.

1. What is the problem?

The answer to the first question: 'What is the problem?' should be clearly defined, if not, one will have difficulty exploring what the nature of the problem is. The answer to the latter is very import in order to check it against the criteria as stated below. Basically one is dealing here with the first step of a training need analysis.[4] Wrong analysis and or, wrong assumptions will have repercussions on the rest of the process. It is like building a house on quick sand. As the sub-contractor who is building a house has to rely on the quality of the work carried out by the sub contractor who constructed the footings; the course manager hugely depends on the quality of the training need analysis, carried out by the Annual Programme Committee.

Criteria:

- Is the nature of the problem crime or public order related and has it a cross border dimension?[5]
- Is the nature of the problem a serious **national** phenomenon that can be identified in various countries?[6]
- Does the cross border phenomenon require better police co-operation?
- Does the nature of the problem require improvements in the field of prevention, detection and/or investigation?
- Does proper co-operation with other agencies like EUROPOL and EUROJUST contribute to the reduction of the problem?[7]
- Can senior police-officers[8] contribute to diminishing or solving the problem?

Note: usually one focuses on current problems, but sometimes one has a more proactive approach by anticipating future 'problems' like the anticipated introduction of new procedures, legislation etc. In that case the sense of the tense of the questions should be changed from present into future.

Food for thought.

CEPOL's core business is creating efficient and effective learning environments, mainly for senior police officers.

As we know what we can do best, there is a risk that we look to problem solving through 'educational' glasses. It's like asking a blacksmith what kind of a fence you should have around your garden. He or she probably advises a wrought iron fence. When you ask a carpenter the same question the answer will be a wooden fence. We are professionals in education so we tend to look at the world from that perspective. There is a risk that many of the problems we are confronted with are

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[4] Training Needs Analysis (TNA)) is the formal process of identifying the training gap and its related training need. (http://en.wikipedia.org/wiki/Training_Analysis)
[5] Articles 5 and 6(1) Council Decision 2005/681/JHA of 20 September 2005 establishing the European Police College (CEPOL) and repealing Decision 2000/820/JHA
[6] Article 5 Council Decision 2005/681/JHA
[7] Article 6(2)(b) and (c) Council Decision 2005/681/JHA
[8] Article 5 Council Decision

seen as problems, which can be solved, by some kind of educational activity. This will be true, but not always.

To be able to make a proper judgement about the usefulness of education as a problem solver, we need to know exactly what the problem is. Describing a problem must be done in such a way that someone who is not involved in the problem can understand it.

Problems should be described in quantitative and qualitative terms:

- Who is involved?
- What happens when the problem occurs?
- When and how often is the problem observed?
- Where does it take place?
- Why is it a problem?
- Who has a problem?

When dealing with problems we have to look to past, present and future. We should not only look to past and present. Doing this could result in permanently running behind reality. Trends must be watched and studied to be able to build up substantiated hypotheses about the future. This orientation towards the future will be reflected in questions about how to approve our work and what to do that has not yet been done. The description of the problem must be understandable for everybody involved - everyone who reads the description must build up the same image.

2. `Is education and/or training the proper solution?

The answer to 'How the problem should be addressed' should lead to the answer of the following question:

- Is the creation of learning opportunities appropriate to solve the problem?
- How does the problem / topic relate to other prioritised topics and does that justify carrying it out under CEPOL's annual programme?

Once a positive answer is obtained from the previous questions, one goes more into detail by answering the question 'What actions should be undertaken?' making connections with the outcomes of the diagnosis of the problem.

This will lead to defining the following:

- The aim of the activity, usually the positive reverse of the identified problem
- The target group
- The objectives derived from the aim. These objectives do not necessarily need to be written in educational objectives, as this can later be done by the course organiser in the course curriculum.
- The decision on the best learning opportunity in order to meet the aim and objectives. In other words will the activity be a course or a seminar? But also the number of participants that can take part in the activity taking into account the relation of number of participants and creating effective learning environments
- The duration of the activity in order to meet the objectives effectively. And - in case of a course - will it exist of one or more activities (one- two- or more steps)?

Once this process has been carefully carried out and been documented, the Governing Board can make a good judgement on the programme and course organisers will have a clear guidance towards the design and implementation of the course or seminar.

Food for thought.

CEPOL's business is learning. It cannot be repeated enough. All network colleges try to achieve that by organizing and facilitating learning opportunities. Some problems can be solved by education, by development of competencies, but not all. In history (police) education has often been misused. When the outcomes of selection processes are bad, education is asked to take care of the consequences. Sometimes, organisational problems have to be solved by education. In addition, a lack of decision-making has to be tackled.

Organising education in these situations will not get the envisaged output. Education is blamed, but the cause is not inferior education but wrong problem definition.

When education is chosen as a solution to problems, explicit arguments must justify that. It must be crystal clear that for solving a problem competency development of police officers is needed. This means taking into account the acquisition of new knowledge, acquiring skills, dealing with attitudes, personality traits and experiences. These are the fundaments of competencies. Because personality traits are rather stable over time, we are not only dealing with learning effects, but also with proper selection. Bringing people together from all over Europe to be informed about some issue could be a solution if lack of information is the problem, but not by definition. Sending a brochure, a CD-ROM or a URL (Internet address) where the information can be found could also be a good solution for solving the original problem. Educating people when proper legislation or political decisions are lacking could be a waste of time, energy or money.

Competency development should be the appropriate way of dealing with the problem. The underlying reasoning should be made visible and valid for all to see.

Design

- **Is the overall design of the course balanced, effective and CEPOL specific?**
- **Are teachers and trainers competent?**
- **Are appropriate methods and materials selected?**
- **Is the content up-to-date and appropriate in this context?**
- **Has the attendance of the right target group been ensured?**

Curriculum consistency

Important in the design phase is the curriculum consistency.

A curriculum can be described as: 'the course of action open to CEPOL, for influencing the necessary competencies of senior police officers, that contribute to goal-oriented changes in their performance and in their work environment, thus striving for improved international policing, by applying planned learning activities and the resulting learning processes' [9]

Curriculum consistency is considered to be one of the attributes that foremost determines the impact of educational programmes.

The term 'consistency' serves to describe:

1. the contingency between the constituting elements within a curriculum (the logic relationships between the needs analysis, objectives and learning environment) and
2. the congruencies among the various perceptions of a curriculum (the perceptions of stakeholders, developer, trainers and participants of the main goal and how to achieve this goal).[10]

Consistency can only be achieved if one uses the instrument of control, to be more specific: if one checks the design against the APC documented course descriptor.
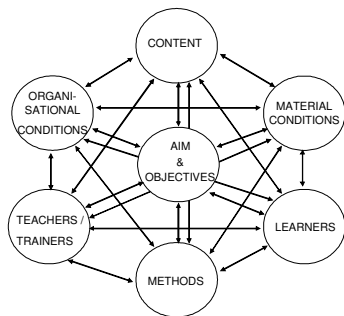
The Learning Environment

Figure 5: Model of Educational Process
(J. Hendrich)

The curriculum contains the elements for the learning environment. The latter can be defined as the result of the interaction between: participants, trainers & teachers, learning methods, content, material- and organisational conditions, derived from the aim and objectives of the learning activity.

As all six elements influences and depend on each other, the quality of the learning environment hugely depends on the quality of all six elements.

Again: control is an important action in order to ensure consistency and quality.

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[9] Derived from Joseph Kessels, 1993, p. 4.
[10] Derived from Joseph Kessels and Tjeerd Plomp, 1999

3. Is the overall design of the course balanced, effective and CEPOL specific?

This question actually contains three sub questions:
a. Is the overall design balanced?
b. Will the course be effective?
c. Is the course CEPOL specific?

a. Is the overall design balanced?
It is important that a course design is well balanced in order to create the best circumstances to learn. Well balanced refers to many aspects in the course, such as the ratio formal learning time versus recuperation time, the ratio active versus passive learning, the logical sequence in the programme which can be from the known to the unknown, from single issues to integration but also the logical order in subjects.
Criteria:
  • Is there a natural curve of intensity of activities?
  • Is there a daily balance and spread in passive and active learning?
  • Is there enough time allocated for recuperation, reflection and networking?
  • Is there a logical sequence in the subjects?
  • Is there a sound balance of teachers from the organising country, supporting and other countries / agencies?
  • Is there a sound balance between pre-course and course learning activities?

b. Will the course be effective?
The effectiveness of a course can only be measured afterwards using the instrument of evaluation. However, professional course designers know that they can build in pre-conditions to ensure the circumstances for an effective course, by asking themselves always the question: do the planned activities contribute to achieving the specific goal and objectives? But also do they contribute to the more generic objectives of CEPOL like: establishing sustainable professional networks, the development of lifetime independent learning, the effective sharing (cascading) of new knowledge etc.
Criteria
  • Is the course designed in a way that the objectives can be met?
  • Are there sufficient effective training hours?
  • Are methods used to facilitate networking?
  • Are pre-conditions built in to encourage post course learning re-enforcement, including independent life-long learning?
  • Are pre-conditions built in for effective sharing of knowledge after the activity (cascading)?

c. Is the course CEPOL specific?
The raison d'être of CEPOL is clearly laid down in the Council Decision. Therefore courses should always be CEPOL specific; if not there is no reason for the existence of CEPOL.

Criteria:
- Is attention paid to the relevant bodies and organs in the EU, its tasks and functioning and to relevant agencies and institutions including CEPOL?
- Does the activity cover approaches from various countries and/or agencies?
- Are there opportunities for participants to explain their national approaches and good practices?
- Is there reference to EU legislation, recommendations, programmes etc?
- Are there opportunities to emphasise democratic policing?

Food for thought

Balancing
Designing a course offers the unique opportunity to balance it from the first to the last day: logical sequence, good spread of active and passive learning etc. However, often one is confronted with the availability of teachers, trainers and experts. The usual solution is a compromise. The latter usually has a negative effect on the learning environment and therefore potentially jeopardises the learning outcomes.
An early start of the invitation of teachers, trainers and lecturers prevents such a situation.

The ideal curve of intensity of activities is similar to what athletes do: warming-up, peaking, followed by cooling down.
The first day participants gain a lot of new information: being in a new environment, meeting new colleagues, teachers etc. Besides they communicate in a language that usually is not their mother tongue and they need to 'tune in' into the different accents and sometimes they need to overcome a hesitation to express themselves in English.

It is well known, that acquiring knowledge by listening has its limits. Some scientist came to the conclusion that on average, one can only listen and take on board in the same time what has been said for no longer then twenty minutes. The attention curve should always be taken into consideration.
Confucius (450 BC) already showed us the way: *'Tell me, and I will forget, Show me, and I may remember, Involve me, and I will understand'*

CEPOL Specific
CEPOL brings senior police officers together in order to contribute to improve policing. Be it a national phenomena that can be found in various member states or specifically be it the cross border dimension. An appropriate slogan can be: the fight against serious crime together. *Together* refers to the sharing of knowledge on effective policing methods including international co-operation. *Together* also refers to the co-operation with European
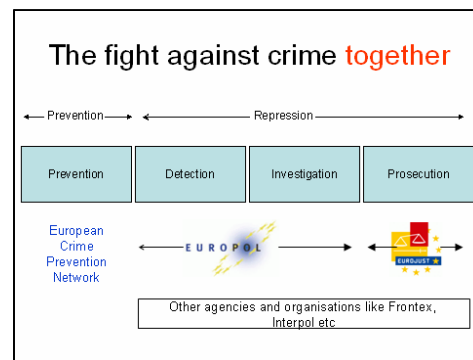

Figure 6: The Fight against Crime Together Diagrammed

agencies like EUROPOL and JUROJUST.
The Council Decision also tasks CEPOL to pay attention to prevention, which is nowadays integrated in the strategic approach of the fight against crime.

4. Are teachers and trainers competent?

Teachers and trainers in CEPOL activities are usually working in national police academies and colleges and there is no doubting their competences required in their 'home-situation'

However, teaching and training an international group of senior police officers requires additional competencies as described in the competency profile for CEPOL trainers.

Some of the characteristics of teaching in the CEPOL environment are best explained relating them to the learning environment as shown in the graph below.
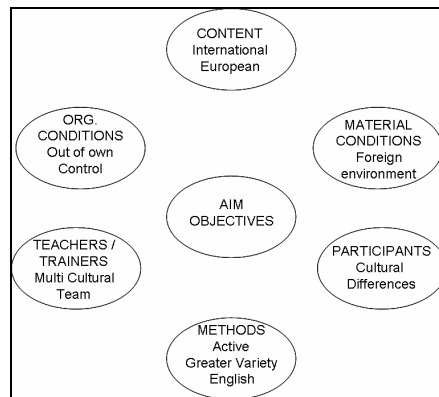

Figure 7: Example of the International Dimension in the Learning Environment

There are 21 competencies (see volume II); the most obvious ones are formulated in the following criteria.

Is he or she able to:

- Apply the outcomes of scientific research in the field of European policing in the course?
- Demonstrate a thorough knowledge of his/her own field of expertise and be up to date on developments and trends within this field in the European context?
- Communicate effectively in English?
- Analyse the contributions made by the participants, summarise these at a more abstract level and place them in EU/CEPOL context?
- Work in multicultural / international teams and to manage diversity among European participants?
- Maximise potential by using participants' skills, knowledge and experience as resources?
- Facilitate participants in managing their well-being in a 'foreign' environment?

Criterion
- What are the arguments to assume that teachers and trainers are competent?

Food for thought.
There is no reason to doubt that all teachers working in EU police colleges are competent to perform well in their academies and colleges. But, teaching and training on an international level requires additional competencies.
Being competent also means staying competent. One can be competent becoming a teacher, but will one stay competent for the rest of his/her life?
Competencies change over the course of time and competencies need to be maintained.
Selecting teachers and trainers should not be based on generic but on specific competencies required for the activity. One should always try to find the optimum fit of the strengths of teachers and trainers with the target group, the content and the methods in order to create the circumstances for the best learning environment

Judges, prosecutors, diplomats, researchers, politicians and high ranked police officers are respected lecturers. But do we know what their contribution is to learning beyond: 'It was very interesting'?
Often an expert lecturer can be very useful. If he or she has good presentation skills, but no teaching or training skills, then a trainer or facilitator can take care of facilitating the learning process by complementary creating effective learning environments and coaching learners.

After all, the basic business of (police) education is to organise learning opportunities. Superficial observation of (police) education sometimes gives the impression that (police) education is about teaching and that learning is a side issue. This impression is based on an outmoded model of (police) education. In this superseded model the teacher and his or her knowledge and skills had a central position.

Nowadays, the focus has shifted to the student and the way s/he learns: his or her learning style. This shift in focus is caused by the observation that in modern times the relevant body of knowledge of policing is permanently changing because of changing societal demands. Results of educational research strongly support the idea that passing knowledge and skill to students is not happening in the way we always thought it did: learning is not passive consuming but active acquiring.
Does the rise of the Internet mean that specialists are no longer needed? Is it possible to gather all the knowledge and information we need from the Internet, by ourselves? The Internet is indeed an immense repository of information. If we were to act according to the expression: 'If we only knew then what we know now', policing could make a quantum leap forwards. But there are pitfalls to avoid. By making use of a search machine, within seconds thousands of hits can be scored. But a rookie in the field is not able to differentiate between pure nonsense, fake and valuable information. Searching the internet can be learned in twenty minutes; evaluating what is found, takes twenty years.

Knowledge based notions about organising learning environments and learning experiences require teachers to have specific competencies. Most teachers in police education are either competent in an academic field or as a police officer. They come from university to teach a science or come from police practice to teach

policing. They are not by definition born teachers. Subject or profession are the mountains from which teachers look down at reality.

Teachers are still the backbone of police education; not only as content experts but more and more in charge of facilitating learning in a student centred way.   Within CEPOL this is so important that teachers and trainers are offered to take part in a train-the-trainer course, which has been developed based on the previously mentioned competency profile.
As course organisers hugely create the circumstances for trainers and teachers to apply CEPOL standards, they are also offered a special training based on the competency profile for course designers / developers.

The most important message however must be that teaching is a real profession and that a competent content expert is not a competent teacher by birth or definition.
As always, practice will be much more complicated than we would like.   What should be done when people have to learn something about a serious problem, CEPOL decides to organise the learning environment but there are no competent teachers available? In that case a creative solution of a combination of content and learning expert has to be found.

5. Are appropriate methods and materials selected?

In the Introduction it is stated that most analysts conclude that organisations of all types need to focus more on students' **active learning**, the **development of problem-solving skills** and becoming **independent learners**.
So the chosen methods should contribute to these three aspects.

The participants are experienced senior police officers, so we are definitely not dealing with pedagogy which concerns children, but with andragogy: the science of adult learning.[11]
"By adulthood people are self-directing. This is the concept that lies at the heart of andragogy ... andragogy is therefore **student-centered**, **experience-based**, **problem-oriented** and **collaborative** very much in the spirit of the humanist approach to learning and education ... the whole educational activity turns on the student". Burns (1995, p.233)

Adults learn best if they can relate the learning to their daily life. Senior police officers – being CEPOL's main target group - are daily confronted with challenges and (complicated) problems in a complex environment. As democratic policing requires, they often have to take into consideration decisions, guidelines or opinions from others. Besides they are accountable for their decisions and for the performance of the police. So they are used to incorporate opinions and feed back from others in their decision making process. And for sure, they learn from most decisions and complicated situations. Sometimes it is intended learning by reviewing or evaluating an operation or sometimes by self reflection; sometimes it is just unintended learning.
If this is theirs context, we should at least try to apply or create learning strategies that are based on this context, like problem based learning[12] (case studies), building up upon their experiences and collaboration in the way they usually do: exchanging of ideas, discussion and reflection (working groups).

Criteria:

- Are different learning methods mentioned and is the choice made explicit?
- What are the arguments to mix learning methods?
- Why are the learning methods appropriate for the target group?
- Why is the learning environment a contribution to a learning to learn approach?

Food for thought

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[11] *andr-* meaning 'man' could be contrasted with pedagogy, were paid means 'child' and *agogos* means 'leading'

[12] Problem-Based Learning (PBL) is a system of teaching and learning where, without prior preparation, small groups of participants consider an unfamiliar situation, problem or task. By exploring the nature of this unfamiliar situation, the participants share prior knowledge and experience. As they progress, they pose questions which they need to explore in order to progress with the task.

When we said goodbye to medieval times we also said goodbye to apprenticeship learning. We introduced the lecture and suggested that knowledge could be passed to attentive students. This way of organising learning environments caused the gap between education and practice. After periods of institutionalised learning, graduates were no longer warmly welcomed in practice. They were advised to forget everything they learned in school and adopt what is usual in practice. From the learners' point of view they experienced a culture shock when they tried to put their learning into practice.

We have learned from educational research that passing knowledge is a waste of time. When teachers are respectable persons with great experience their lectures will be interesting at the most. Sustainable learning results, which can be flexibly applied in different situations, are frequently not realized. Learning should be a social activity, which requires active involvement.

The method of lecturing shouldn't be abandoned totally, but it should not take more than 50% of the effective learning time. A learning environment should allow active involvement and take into account all elements of competency development. A learning environment should enable effective and efficient learning. Suggesting that people have to solve a problem when they deal with puzzles is most of the time not efficient. Sometimes it is necessary to experience a process but there is no reason for everybody to reinvent the wheel. If we had organised our learning in that way, we would never have reached the moon. The way we organise learning should reflect reality and the content should mirror the genuine complexity of the outside world.

Organising a learning environment is not the same as finding the right solution for an arithmetic problem. You can travel in different ways from Paris to Rome, even via Madrid or Stockholm. A wide range of educational strategies is available. This is not the place to elaborate all these methods. One common characteristic of all effective methods is that they must make it possible to discuss, to exchange one's own thoughts with other important sources. What learners receive must be planted into fertile soil. There must be a link between something new and something familiar. And crucially learning must be connected to the problems that people experience in their daily life. Of course CEPOL colleges are able to organise very interesting events. But interesting is not the criterion. The cost effectiveness of simple 'interesting' events is very difficult to explain to tax payers.

So long as they make active involvement necessary, then working, discussing and reflecting are good methods. They can be done face to face, on the Internet, in real time, asynchronously (not occurring at the same time) - all are possible. Did learning happen, is competency development observable, are people equipped to solve their problems? These are the important questions.

The above is the approach of using a variety of learning modalities also called 'blended learning'.

Based on a survey, most of the learners seem to like blended learning, which contributes to their motivation.[13]
Besides in those cases that a course designer chooses the right fit between the different defined learning outcomes, blended learning is more effective than a single way of learning.

The term 'Blended learning' is more and more used within CEPOL. It is a container word or a label, but is everyone's interpretation the same?

Those who are involved in e-learning will say that it is a mixture of traditional (Classroom-) learning and e-learning; some of them will even be more focussed on e-learning and will define blended learning as different learning modalities in an e-learning environment.

Others, whose main focus is on traditional learning, might have based their ideas on the variation theory. (Marton & Trigwell, 2000). [14]That means that learning is based on the idea that for learning to occur, variation must be experienced by the learner. Sound can only be experienced as a contrast to experienced silence. Another example: one can describe the physical effects of pepper spray on humans; in addition one can let police cadets physically undergo this experience.

Some will look at blended learning as a variety of andragogical approaches in order to meet the differences in learning styles of the participants.

It seems to be important to use a definition that includes the different views, like the following:

Blended learning is organised by selecting and applying the right combination of modalities that will drive the highest impact.[15]

One can comment on this definition in a way that the main focus is not on learning, but how learning is organised. But at least it contributes to common understanding.

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[13] American Society for Training & Development (ASTD) a Blended Learning Best Practices Survey (2003)

[14] Marton, F. & Trigwell, K. (2000) Variatio est mater studiorum, *Higher Education Research and Development*, 19, pp. 381-395.

[15] Based on the outcomes of the Expert Meeting on E-learning, Freiburg (G) 18th,19th October 2005

6. Is the content up-to-date and appropriate in this context?

Delivering quality also means that the content should be up-to-date. Participants come to courses and seminars to learn about recent developments; therefore content should not contain outdated information.
Bear in mind that the target group exists of senior police practitioners; the image of a course-organiser and/or trainers and teachers is damaged the moment obvious outdated information is presented.

Content should always be appropriate to serve the course objectives, whilst objectives should be consistent with the course aim.
Good objectives help focussing on the right content. For example spending (substantial) time on the history of personal computers in a High Tech course does not match the stated course goal of 'to correctly identify and secure electronic data that potentially can serve as evidence'. Trainers sometimes try to teach what they think is important or like to instruct, instead of what the learners need to know.

'Appropriate' also refers to the validity of the content. Especially dealing with police methods, there should be evidence that these methods are effective; preferably based on (scientific) research.

Criteria:

- Which arguments are used to prove that the content is up-to-date?
- Does the content contribute to achieving the objective(s) ?
- Is there any proof of good practice as far as police methods are involved?

Food for thought

One element of institutionalised learning is content. What is the content, what are we talking about? Two aspects can be distinguished regarding this issue: the way in which the content is established and the content itself.

Education and practice tend to be separate systems with their own agendas, responsibilities and dynamics. This is not wrong by definition but in reality some peculiar working styles are born, which influence the effectiveness of organised learning environments.

In basic vocational education the opinion that the educational system has its own responsibility in relation to the learner, has sometimes resulted in delivering content which is not connected to any professional situation. The gap between education and practice is partially rooted in this collision of systems.

In further education sometimes a similar phenomenon can be observed. People in the role of teacher think they know what is best for practice. This need not be a wrong idea, but looking to the worldwide dissatisfaction with the output of further education, teachers should be very careful about this idea.

Something else can also be observed. A lot of functions in both private as well as public organisations are commercialised. You have to sell your product. Educational departments also had to sell products. Selling products will create its own dynamics. Selling training courses to survive could lead to sustainable effects being pushed into the background.

One aspect of mapping the quality of learning opportunities is to know how the content came on the agenda. What procedures are followed, who is involved and who takes the final decision?
Depending on the speed of change this should be a recurrent process.
Is it possible to find out how things in this field are organised?

7. Has the right target group been ensured?

One can passively wait until a course or seminar starts to find out if the participants belong to the right target group. Another approach is the one of a more pro-active approach, by providing sufficient information for potential participants to show their genuine job related interest and for those who will select and propose participants to the organiser to make the right judgement.

Why is it important that the right target group will attend? Amongst many reasons, these are the main ones.

1. The activity has been designed upon a pre-entry level by building the unknown on the basis of the known. Besides it is shaped towards a target group that is supposed to have a position to implement the learning outcomes and to share the newly gained knowledge with other members of staff in his/her organisation. So not belonging to the right target group jeopardises the effectiveness of individual learning outcomes.
2. CEPOL learning activities are aiming at active involvement of participants and at using their knowledge and experiences as one of the resources. It is clear that a lack of knowledge and experiences on the topic of the activity diminishes the contribution of the participant. This not only hinders the effective learning of this participant but also takes away the opportunity for other participants to reflect on the views of this particular learner. Last but not least the other participants can not gain knowledge about how the police in the country of origin of is the 'under qualified participant' is dealing with the topic.
3. Another aim of CEPOL is creating sustainable professional networks that can contribute to better international co-operation. If a participant has no added value in terms of (the level of) knowledge on the topic of the course, (s)he is more then likely not a potential member of the network involving others. (S)he not only misses the opportunity to be part of a network, others are also missing the potential opportunity to have a knowledgeable colleague from that specific country as a point of contact.
4. Finally, CEPOL considers cascading or sharing of knowledge in the work environment as part of the implementation of the learning outcomes. This transfer process is difficult to carry out if one does not fully comprehend the new knowledge or one does not work in the right environment for implementing and cascading.

Criteria:

- Is the target group specifically enough defined?
- Does the invitation letter and the curriculum supply sufficient information for a proper selection of participants by the Member States?
- Are the learning methods appropriate and appealing to the target group?

Food for Thought

The most effective way of learning requires a direct connection with (professional) practice, a context-related approach. The idea that knowledge and insight of other people can be passed on is outmoded. Knowledge and insight, as elements of competency, are acquired actively by the learners and not received passively. The proper target group consists of people who are either intrinsically or extrinsically motivated.

Motivation is very important as a catalyst to learning. Intrinsic motivation is like a pulling factor; people like to learn because they like learning. Extrinsic motivation acts like a pushing factor; people are pushed into learning. Only when people are motivated, learning will happen.

Learning opportunities are offered by CEPOL to help people to solve existing, practical problems. There is a problem, someone has to deal with that problem and CEPOL wishes to offer help; in that direction, not the other way around. So offering courses without knowing the target group is wrong. This is a case of solutions seeking out problems. We already have a solution - we only have to find a problem that fits into it. Is this an exaggeration? How often are courses offered without a proper problem analysis, because we already had those courses lying on the shelf?

Implementation

- **Is the learning environment properly organised?**
- **Is the implementation appropriate to the design?**

8. Is the learning environment properly organised?

The first question that will be raised is: What is a learning environment?

It has been mentioned before that institutionalised learning is composed of six different elements, all derived from the aim and objectives of the activity and being glued together by a proper organisation.
They are:

- The Learner
- The Learning Methods
- The Trainer / Teacher
- The Content

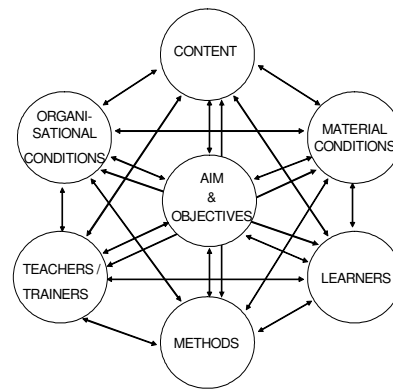- The Organisational Conditions
- The Material Conditions.

Figure 5: The Components of a Learning Environment

The learning environment can be organised in different ways. Working together in Europe means being confronted with different opinions and practices about how to organise learning. When CEPOL learners travel around in Europe with a rigid opinion about this, they will run into problems. Therefore flexibility and adaptability is necessary.

We are used to speaking about cultural differences and about identifying differences to problems. At the same time it seems to be the vogue to forget the similarities. There are more similarities than there are differences. Similarities make cooperation possible; differences and reciprocal regard create inspiring learning environments.
Within CEPOL the working language is English.
But bear in mind that for 95% of the participants English is a second language. And as language is a vehicle to learn one should accommodate the disadvantage of a second language. Written materials and verbal presentations should be understandable, even when it is not someone's mother tongue.
Learning in a second language is tiring, which should be taken into account whilst planning active learning activities. Six hours a day is a good average per day.
Every course managers likes to have experts in his or her course. However, not all experts have the skills to properly communicate in the English language.

If one prioritises quality over the command of the English language, interpreters are a good alternative, but they should be competent and their work must be monitored carefully.

The only disadvantage of interpretation is that one loses direct interaction with the learners.

Criteria:

Apart from the criteria as mentioned under questions 4, 5, 6 and 7what should be organised well?

- All aspects of the organised learning environment should be known at least two months in advance;
- If another working language is chosen this should be communicated with the administrative director;
- If necessary, transportation, housing and food must be reasonable;
- Technical equipment must be available, working and in line with the learning environment.

A good organisation is not an end in itself. It must support learning in an efficient and effective way.

9. Is the implementation appropriate to the design?

In the design phase attention is paid to curriculum consistency: the consistency of the curriculum with the training need analysis. As the curriculum serves as the input for the creation of the learning environment (see figure 3, page   ) the consistency does not stop at this point. There should also be a consistency between the curriculum and its implementation: the learning environment.

As the learning-environment is the result of the interaction between six different parameters, it is quite obvious that there is a chance that one of them is different than anticipated.

E.g.: if participants show a significant resistance to active participation in the learning process one has to accommodate this situation in order not to frustrate the learning process.

Criteria:
- Is the implementation according to the design?
- Are deviations to be justified and appropriate?

Food for thought
When planning a learning-environment and learning opportunities people have something in mind. However, the implementation of the learning activity can be different to the mental image. To know if there is a difference at least two things should be clear: intention and reality. These two elements should therefore be clear.

Evaluating the implementation can be done by the organisation itself. Judging your own work is rather complicated because of the possibility of selective perception. You will see those points, which are in accordance with what you had in mind, and you easily could miss those points, which represent a deviation of the original plans. How is the gathering of information on this issue organised?

This kind of self-evaluation can be valuable. However, periodic peer reviews should also be considered. Colleagues will tell you how good the self-evaluation is. Furthermore, those colleagues will add some points for improvement.

Organising, implementing and institutionalising a system of peer review can be totally new for some and many colleges may prefer to stick to what they know and have used for a long time. Looking to what's happening in the rest of the professional world, involvement in a system of peer review would be an expression of quality in the police education system.

Evaluation

- What are the results of the efforts?
- Are these results intended?
- Are problems solved adequately?
- What can be learned and what can be improved?

As many books are written about evaluation, as many definitions are available. The one that fits CEPOL's approach quite well is: the systematic collection of descriptive and judgmental information necessary to make effective training decisions related to the selection, adoption, value and modification of various instructional activities[16]

Educational evaluation is a valuable tool for improving the quality of educational programmes and other instructional activities. From this perspective, evaluation is seen as a major contributor toward ensuring quality.

Therefore an utilisation-focused approach is very important. This means that the key users of CEPOL's training evaluation are involved in selecting the most appropriate content, model, methods, evaluation, and theory to ensure the end use. But also: evaluation should not be considered as an educational ritual but as a sustained process to learn and to improve. If the latter is the case evaluation is embedded in the total care for quality.

In CEPOL , Kirkpatrick's model is the basis for evaluation. The model contains four levels of evaluation: (Kirkpatrick 1998; McNamara, 1998):
- Level 1: Reaction (measures participant satisfaction)
- Level 2: Learning (accumulation of knowledge, skills and change in attitudes)
- Level 3: Behaviour (change in performance - transfer of knowledge, skills and attitudes at the working place)
- Level 4: Results (effects on the organization resulted from the changes in behaviour)

Level 1 and 2 is evaluated at the end of the course.
Level 1 is related to the satisfaction of the participants with the 6 parameters that influences the quality of the learning environment. Level 2 is connected to the objectives, In other words: where the objectives met? Put it simple: *'did they like it?'* refers to level 1 and *'did they learn?'* refers *to level 2.*
The 3rd level evaluation (*'do they use it?'*) is usually carried out three to five months
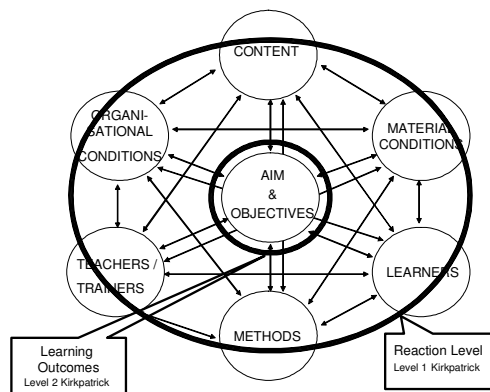

Figure 6: The relation of the Learning environment with Level 1 and Level 2 of Kirkpatrick's Evaluation Model

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[16] Goldstein (1980) p. 237

after the activity. The third level evaluation also focuses on two CEPOL specific aspects:

    a. The level of successfulness of sharing or cascading new knowledge

    b. The level of successfulness of establishing and maintaining sustainable professional networks.

The 4th level evaluation *('does it work?'*) is a mid- /longer term action. As there are many influences on the results on both level 3 and 4, it is difficult to relate failure and success to those levels solely to the quality of education.

For more information: see Volume II Chapter…..

10. What are the results of the efforts?

To organise CEPOL courses and seminars executive sponsors provide the college with millions of Euros per year. It is not only the Commission that funds CEPOL, but also the network Colleges and Academies that bear part of the organisational costs and the EU police organisations that allocate time of the participants to CEPOL activities and pay for their travel costs.

They all are more than likely interested in the question 'What is the return on the investment?' To answer this question one need to know what the results are.

Educational evaluation is a valuable tool to measure the results of the efforts. Be it on reaction-level, on the level of learning outcomes or on the level of transfer into the workplace (see: introduction page…)

For more information see Volume II, page…..

Criteria:

- Are the objectives written in terms of observable (measurable) behaviour?
- Are participants encouraged to report on other learning outcomes than the ones as described in the objectives?
- Are there any clues about long(er)-term effects?

Food for thought

During the opening session of the Olympic Games this creed appears on the scoreboard: 'The most important thing in the Olympic Games is not to win but to take part just as the most important thing in life is not the triumph, but the struggle. The essential thing is not to have conquered, but to have fought well.' Baron de Coubertin formulated this creed after hearing the bishop of Central Pennsylvania Ethelbert Talbot saying in London in 1908 to the athletes: 'The important thing in these Olympics is not so much winning as taking part'. It should be clear that participating in educational activities of CEPOL is not based on the same creed as participating in the Olympic Games. People who are involved as learners in activities of CEPOL are doing this to reach results; their competencies should be developed as a consequence of participation. After participation in CEPOL's learning activities they must be capable of dealing with certain problems in their working environment in a proper way; before participation they couldn't, afterwards they can.

How do we know that the learning within a CEPOL environment was successful? It should be at least clear that this should not be taken for granted.

The basic starting point is that the college or academy that organised the learning environments must be really interested in the results of what they did. This looks simple but could be rather complicated. Why? Because, sometimes education is used as a diversionary tactic, an act of postponement or it is even misused. Educational arguments are not always of overriding importance. In delivering education, delivering could be the most important part. The sustainable effects of short, once-only courses, aiming at attitude change can be questioned. A multi-media learning environment and having no modern computers or appropriate software, also fits together badly. All these things happen, because sometimes it's more important to show activities than aiming at learning results.

Well-organised learning environments should be helpful for people in mastering their problems. Success stories about how the learning environment helped should be broadcast widely. The CEPOL Internet site must become a resource of success stories and useful information.

11. Are these results intended?

To judge whether the effects are intended, measurements are needed. Results have to be measured and evaluated.

To answer this question a number of issues must be clarified. It should be clear what the results are. The learning results are interesting and also the effects on the problems to be solved. Making results clear presume measuring them. This supposes having reliable and valid instruments. After making the results explicit they must be evaluated. That is comparing what has been realised with what was intended.

Criteria:

- Are comparisons made between what was intended and what has been realised?
- How can deviations from intended results be explained?

Food for thought

At the end of a course a course organiser asked for a short verbal reaction of the participants on the course. Most of them restricted themselves to thanking the course organiser, teachers, trainers and other staff for the excellent course. However, one participant – who during the course already demonstrated to be very knowledgeable on the topic of the course – stated that he did not learn anything new. The course organiser kept politely quite and all kind of thoughts went through his mind together with a feeling of disappointment.

But – continued the participant – I gained a far better insight into the relationship between different methods and I realise that I have a predominant favoured approach, which is not always the most effective one. The course organiser was still disappointed: this participant did not learn anything new.

Wrong! Both participant and course organiser did not realise how much the participant learned. He or she *reflected* on the content and on him or herself and learned about relationships and personal style.

One of the goals of reflective learning is to encourage professionals to recognise the routine, implicit skills in their practice, which tend to be delivered without conscious deliberation or a deeper questioning of the wider situation or context within which the practitioner is operating.[17]

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[17] Shailey Minocha : http://conclave.open.ac.uk/shaileyminocha/?page_id=26

As in the previous example: sometime the results are unexpected. Those unexpected results can be positive and they can be negative. Finding an explanation for this can be quite challenging. Explaining (un)expected results could be difficult. It is very difficult to connect the learning experience directly to results. One needs to measure on different occasions and make comparisons before and after being involved in the learning activities to find differences. But when you find a difference it is very difficult to explain that difference as caused by the participation in the learning environment. Although this is difficult, an attempt should be made. In this case observed deviations from intentions should be explained. Alternatively no difference may be observed. In other words, the learning experiences seem to be without any observable effect. There are people who defend the point of view that there are unobservable, invisible effects. This is probably true. But within the police we are dealing with very observable phenomena.

12. Are problems solved adequately?

Practice is stubborn. Often things happen as they were intended to; however, reality has sometimes its own dynamics.
The course manager's evaluation – preferably to be carried out in co-operation with trainers, teachers and experts - is an important source to learn from the problem-solving of others and to diminish one's own unforeseen situations.

Criteria:

- Could the problem really not have been foreseen?
- Was the solving satisfactory to the one(s) involved in the problem?

Food for thought

Experience, flexibility and creativity are tools of course organisers to adequately solve problems.

Some people are so experienced that they think that they can be less strict in their planning as they will always manage the situation. However, they are chasing their luck all the time. But bear in mind the words of the General Norman Schwartzkopf[18] :
'If you fail to plan, you plan to fail.'

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[18] Commander in Chief, United States Central Command, and Commander of Operations Desert Shield and Desert Storm 1991.

13. What can be learned and what can be improved?

Practice what you preach. If CEPOL's core business is mainly learning, why should we only encourage participants of courses to reflect and to learn?
Course-organisers, trainers, teachers and experts should reflect on their performance, especially on the way it has been perceived in terms of effectiveness. That is a professional attitude in order to learn and to improve.
Sometimes a similar activity is carried out by the same organiser and he or she can benefit from the evaluation him or her self, sometimes it is carried out by someone else and why should this colleague not have the advantage of recommendations for improvement or pitfalls to avoid?
It is therefore very important to pay attention to the organisational evaluation, which is supposed to be carried out by the course-organiser preferably in cooperation with the teachers, trainers and lecturers.

The evaluation regarding the transfer of the knowledge into the work organisation and regarding maintenance of a sustainable professional network could provide good feed-back. This is the evaluation carried out by the Secretariat about 3 month after the course / seminar.

So far, learning to improve is described on micro level. But evaluating on meso-level is important too. This will close the feedback-loop to the Annual Programme Committee.
This level of analysing is the remit of ACTA.

Criteria:
- Are there indicators for improvement?
- Are the efforts for improvement proportional towards the increasing returns?

The processes in Q-13, the Key Actors and the In- and Output per phase.

Input	Main Process			Supporting Process			Output
	Focus	Responsible	Supporter(s)	Focus	Responsible	Supporter(s)	
-Developments in Society - Findings / Facts from EU bodies and agencies - Findings / Facts from Member States - Output from the evaluation process of previous activities	**Initiating** *Process of Training Need Analysis*	APC	Relevant EU bodies, Agencies, Member States	**Defining and analysing the problem** **Judging if the problem can be (partly) solved by training & education and the format of the training / education**	APC	(Experts) of relevant EU bodies, Agencies, Member States	Documented outcome containing: - Rational - Type of activity - Target Group - Aim - Objectives - Duration - Number of participants
Documented outcome from APC / GB containing: - Rational - Type of activity - Target Group - Aim - Objectives - Duration - Number of participants	**Designing** *Process of designing a Curriculum and Programme, consistent (CONTROL) with the input parameters*	Course / Seminar Organiser of Organising Country	Supporting Countries, if relevant: Experts from Relevant EU bodies, Agencies	**Making objectives more specific** **Identifying:** **- relevant and up-to date content** **- effective Learning Methods** **- competent teachers / trainers / experts** **- organisational and material conditions** **- critical information for the selection of the right target group** **Designing balanced programme with logical sequence.**	Course / Seminar Organiser of Organising Country	Supporting Countries, if relevant: Experts from Relevant EU bodies, Agencies Preferably involvement of training expertise	**Curriculum:** containing: - Rationale - Aim - Educational Objectives - Target Group - Learning Methods - Duration - Organisational / material conditions **List of competent trainers/ teachers / experts per activity** **Programme, inclu-ding times, active-ties, trainers etc.**

	Input	Main Process			Supporting Process			Output
		Focus	Responsible	Supporter(s)	Focus	Responsible	Supporter(s)	
	Curriculum: containing: - Rationale - Aim - Educational Objectives - Target Group - Learning Methods - Duration - Organisational / material conditions **List of competent trainers/ teachers / experts per activity** **Programme, including times, active-ties, trainers etc.**	**Implementing** *Process of implementing the Curriculum and Programme, by actually creating the learning environment in a coherent way. (CONTROL)*	Trainers, Teachers, Experts	Course Manager / Facilitator	**Creating circumstances to acquire the required knowledge** **Managing Diversity** **Managing different individual Learning styles** **Managing Participants Expectations** **Managing active participation of participants** **Managing English as a second language**. **Creating conditions for independent (life time) learning**	Trainers, Teachers, Experts	Course Manager / Facilitator	**Learning Outcomes** **Sustainable Networks** **Independent further learning (post course learning reinforcement)**
	Learning Outcomes **Sustainable Networks** **Independent further learning (post course learning reinforcement**	Evaluating Analysing Identifying elements for improvement	Course Manager Secretariat ACTA / APC	Trainers, Teachers, Experts Course-Managers Secretariat	N / A			

Figure 3: The processes in Q-13 and the Key Actors per phase.

List of Acronyms

ACTA	Working Group "Analysis of CEPOL's Training Activities"
APC	Annual Programme Committee
GB	Governing Board
MoLC	Management of Learning Committee (now: TRC)
PBL	Problem Based Learning
Q13	Quality in thirteen questions
TNA	Training Need Analysis
TRC	Training and Research Committee
WGL	Working Group on Learning

Definitions

Blended Learning	Blended learning is organised by selecting and applying the right combination of modalities that will drive the highest impact.[22]
Evaluation	The systematic collection of descriptive and judgmental information necessary to make effective training decisions related to the selection, adoption, value and modification of various instructional activities[23]
Learning	The process of acquiring information which leads to a change or increase of competencies.
Learning Environment	The result of the interaction between: participants, trainers & teachers, learning methods, content, material conditions and organisational conditions, derived from the aim and objectives of the learning activity.
Objectives	The specific, observable, and measurable learning outcomes.
Peer Review	To evaluate professionally a colleague's work.
Problem-Based Learning (PBL)	A system of teaching and learning where, without prior preparation, small groups of participants consider an unfamiliar situation, problem or task. By exploring the nature of this unfamiliar situation, the participants share prior knowledge and experience. As they progress, they pose questions which they need to explore in order to progress with the task.
Stakeholder	A person (or group) that has an interest in the activities of CEPOL
Training Need Analysis (TNA)	The formal process of identifying the training gap and its related training need.
Vocational Education and Training	Education and training specifically qualifying someone for a job of profession.

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[22] Based on the outcomes of the Expert Meeting on E-learning, Freiburg (G) 18th,19th October 2005
[23] Goldstein (1980) p. 237

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