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DECISION 27/2008/GB

OF THE GOVERNING BOARD OF THE EUROPEAN POLICE COLLEGE

**ADOPTING THE ACTION PLAN E-LEARNING**

Adopted by the Governing Board  
on 26 September 2008

**Amended by:**

- **M1** Decision 2/2009/GB of the Governing Board of the European Police College clarifying the responsibilities for the development of e-Learning modules and amending Decision 27/2008/GB of the Governing Board of the European Police College, adopted by the Governing Board on 25.2.2009

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THE GOVERNING BOARD,

Having regard to Council Decision 2005/681/JHA of 20 September 2005 establishing the European Police College (CEPOL) <sup>(1)</sup>, and in particular Article 7(9)(a) thereof;

Whereas:

It is for the Governing Board on the basis of Council Decision 2005/681/JHA to adopt common curricula, training modules, learning methods, and any other learning and teaching tools.

HAS ADOPTED the Action Plan e-Learning as detailed in the Annex to this Decision.

Done at Paris, 26 September 2008

*For the Governing Board*  
*Emile Pérez*  
*Chair of the Governing Board*

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<sup>(1)</sup> OJ L 256, 1.10.2005, p. 63.

## Action Plan e-Learning

### 1. Introduction

On 28 November 2007, the Governing Board decided to establish the Project Group “e-Learning” (Decision 35/2007/GB) <sup>(1)</sup>. The objective for this group is to develop strategic documents for CEPOL’s activities in the area of e-Learning.

The Project Group is tasked to develop:

- a. a draft e-Learning policy paper which shall be presented to the Governing Board by the Training and Research Committee by May 2008 <sup>(2)</sup>;
- b. a draft action plan, laying out priority areas and a working plan for the development of e-Learning modules, which shall be presented to the Governing Board by the Training and Research Committee by September 2008.

The action plan shall set out a time-plan with steps to be taken for the development of e-Learning tools, considering the new electronic platform as a technical tool to be developed. Furthermore the action plan shall include proposals of e-Learning modules to be used within CEPOL and a preliminary estimation of the costs involved.

Possibilities to use capacities within the CEPOL Network should be also explored as well as the possible use of external competencies.

The task regarding the action plan is covered in the following chapters:

Chapter 2: Steps to be taken for the development of e-Learning modules

Chapter 3: Production of e-Learning Modules

Chapter 4: Cost Model and Preliminary Estimation of Costs

Chapter 5: Proposal for e-Learning Modules to be developed and implemented

Chapter 6: Time plan

### 2. Steps to be taken for the development of e-Learning modules

#### 2.1 Main actions

The following main actions need to be undertaken in the process of e-Learning Modules:

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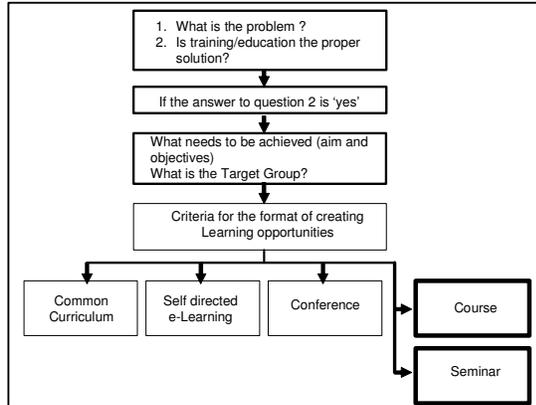
<sup>(1)</sup> Adopted by the Governing Board on 28.11.2007.

<sup>(2)</sup> Adopted by the Governing Board on 21.5.2008; Decision 14/2008/GB.

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**Step 1: Defining the topic**

Defining the topic primarily lies within the task of the Annual Programme Committee



Programme Committee (APC). The revised Q-13 (November 2007) provides a graphical initiating flow (see picture on the left). Not only is the topic defined by the APC, but also the target group and the global objectives. The latter gives directions to the content of the e-Learning module.

This step is to be carried out **two years prior to the actual development**. The topic(s) will also be part of CEPOL’s Work Programme. Further more, a realistic budget needs to be allocated to the topic(s). The later also starts two years prior to the actual development with an estimated budget. Both choice for the topic(s) and allocated budget need the approval of the Governing Board.

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**Step 2: Defining the content**

Given the input from the Annual Programme Committee, experts, preferably from CEPOL’s network now need to define content and educational approaches. A parallel can be found with the process of the Common Curricula experts.

Two deliverables can be defined:

- a. Structure of global content, methods, pictures (graded needed to know / have and nice to know / have); including the assessment of the availability of the described content;
- b. Detailed text proposals, including actual pictures graphs etc.

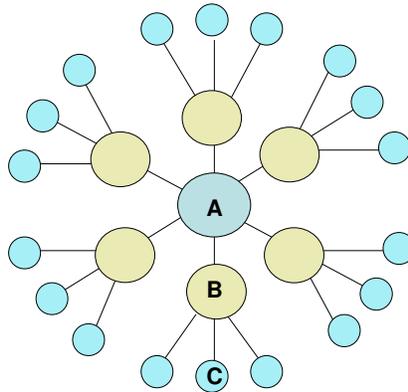
The Director submits a call for nominations to all National Contact Points and is responsible for selection and appointment, after consultation with the Chair for the Working Group on Learning.

The Working Group on Learning participates in defining the appropriate learning methodologies.

Once the content and learning methodologies are described, National Contact Points are given the opportunity to comment on these. The Training and Research Committee provides advice to the Governing Board on the adoption of e-Learning modules taking into account the comments provided by the National Contact Points.

▼ **B****Step 3: Defining the script**

A script is the detailed description what happens in the module screen by screen, the so called screenplay. The script contains all single details (text, multimedia, glossary terms, links, graphs, tests, interactive elements). The Project Group advises to use the basis principle (structure) as shown in the following model:



- A is the 'First Page' containing The Aim of the Topic, Objectives, Chapters and instructions.
- B are the chapters, varying from 5-7. Based on experiences, the Project Group recommends not exceeding the number of 7 chapters.
- C are the pages with content, not to exceed 3 pages per chapter. More detailed guidelines are the following:
- Maximum 2.000 characters per page
  - Limiting the use of media to one per page
  - Using one glossary term per page
  - Using one to two test questions <sup>(3)</sup> per page

As script writing is a competence not always present amongst content experts and as the script is the leading input for the development of the module, support needs to be available. This support can be delivered by the Seconded National Expert with competencies within the area of e-Learning and coordinating the project <sup>(4)</sup> and / or other experts ► **M1** ◀.

**Step 4: Proofreading the script**

Proofreading is an important phase. It is not only the use of correct English, but it is also about condensing the phrases and still get the

<sup>(3)</sup> The test question should be of a diagnostic nature. In other words: an opportunity for the participant to test his/her learning achievement. These tests also contribute to learning reinforcement.

<sup>(4)</sup> From recital 4 of Decision 35/2007/GB: "For providing the appropriate level of support by the CEPOL Secretariat a Seconded National Expert with competencies within the area of e-Learning should be recruited to co-ordinate the project."

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‘message’ across. For CEPOL there is another important aspect: is the language used easily readable and understandable for learners for whom the English language is not their mother tongue.

Given the above, it is recommended to outsource this activity to an experienced third party in one of the English speaking countries e.g.: to a UK or Irish Open University.

**Step 5: Identifying a contractor**

The outcomes of mainly step 3 offer sufficient information to describe the requirements for the technical realisation of the module. Based on these requirements the process of the outsourcing – be it to a college or a third party – can start (See chapter 3). ► **M1** The Director is in charge of this process. ◀

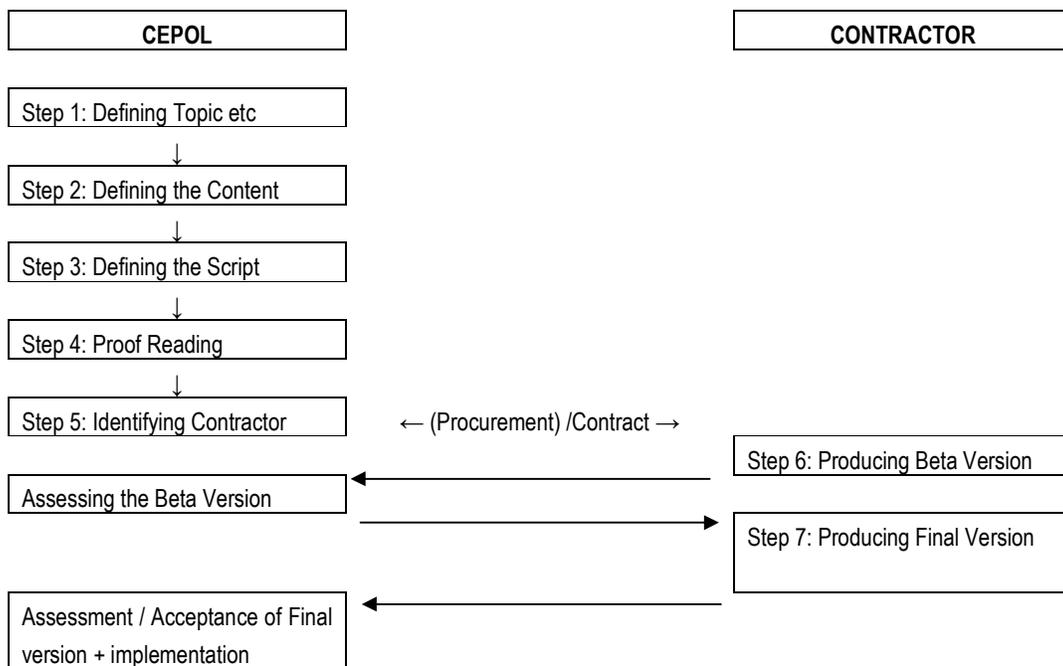
**Step 6: Beta version of the Module**

Within the contractual term, the contractor will deliver a so called Beta version of the module, to be tested on its technical, content and look and feel qualities. Deficiencies will be ‘repaired’ within the framework of the contract. ► **M1** Experts taking part in the project participate in the testing. ◀

**Step 7: Final version**

The activities described in step 6 will lead to the final version, which than needs to be technically implemented and promoted.

**Overview of the seven steps:**



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**Detailed overview of the seven steps with activities and matching responsibilities:**

Step	Action	Activity	Responsibility
1	Defining the topic	<p>Not only is the topic defined by the Annual Programme Committee, but also the target group and the global objectives. The latter gives directions to the content of the e-Learning module.</p> <p>The topics are also be part of CEPOL's Work Programme. Further more, a realistic budget needs to be allocated to the topics. Both, choice for the topics and allocated budget need the approval of the Governing Board.</p>	<p>Annual Programme Committee.</p> <p>Governing Board.</p>
2	Defining the content	<p>Given the input from the Annual Programme Committee, content experts from CEPOL's network now need to define content. A parallel can be found with the process of the Common Curricula experts.</p>	<p>(Content) Experts supported by SNE. Director to be mandated selecting and appointing experts based on nominations.</p> <p>Cooperation with the Working Group on Learning regarding educational approach.</p> <p>Described content and learning approaches to be disseminated to all National Contact Points; recommendation by Training and Research Committee for decision of the Governing Board.</p>
3	Defining the script	<p>Making a detailed description what happens in the module screen by screen, the so called screenplay. The script contains all single details.</p>	<p>Content Experts, supported by SNE. Cooperation with the Working Group on Learning regarding educational approach.</p>
4	Proofreading the script	<p>Making the content easily readable and understandable for learners for whom the English language is not their mother tongue.</p>	<p>Contractual outsourcing; responsibility of the Director</p>
5	Identifying a contractor	<p>Procurement process, based on the script. (Selection of Producer ,Signing Contract with Producer)</p>	<p>Contractual outsourcing; responsibility of the Director</p>
6	Beta version of the Module	<p>Within the contractual term, the contractor will deliver a so called Beta version of the module, to be tested on its technical, content and look and feel qualities. Deficiencies will be 'repaired' within the framework of the contract.</p> <p>Assessment of the Beta Version.</p>	<p>Contractor.</p> <p>(Content) Experts / SNE.</p>
7	Final Version	<p>Assessment of the Final Version.</p> <p>Acceptance of the Final Version.</p> <p>Technical Implementation.</p> <p>Promotion.</p>	<p>(Content) Experts</p> <p>The Director (as contracting partner) based on the advice of the content experts and SNE.</p> <p>Secretariat (ICT and SNE)</p> <p>Annual Programme Committee (implementation of the Programme); Training and Research Committee (supporting the development of e-Learning modules); National Contact Points; Common Curricula Coordination Working Group, in case the topic concerns a Common Curriculum; Secretariat (Communications)."</p>

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**2.2 Project Management**

In order to safeguard the quality of the development of the e-Learning modules, each and every development should be managed as a project. Decision 35/2007/GB establishing the Project Group “e-Learning” contains the provision of a Seconded National Expert (SNE) with competencies within the area of e-Learning to be recruited to co-ordinate the project.

The main coordination tasks of this SNE should be:

- supporting / organising support to the experts in defining the content;
- supporting / organising support to the content- and learning experts in writing the script;
- organising proof reading;
- writing the requirements in order to successfully start and complete a contract with one of CEPOL’s network colleges or to initiate a tender process;
- the previous bullet point includes communicating / safeguarding the different formats and standards that are in compliance with CEPOL’s Learning Management System;
- liaising with the producer;
- organising the approval process, involving experts, end-users etc;
- financial and time control.

**3. Production of e-Learning Modules**

This chapter describes choices for make or buy the technical realisation of e-Learning modules. ‘Make’ refers to the technical realisation by one of CEPOL’s network colleges, ‘Buy’ refers to completely outsourcing the technical realisation to a third commercial party.

**3.1 Advantages and disadvantages of ‘make’ and ‘buy’.**

The main advantages and disadvantages of ‘make’ are:

<b>‘Make’</b>	
<i>Advantages</i>	<i>Disadvantages</i>
Reinforces the ‘network’ culture of CEPOL	Being part of the ‘network’: risk of being ‘forgiving’ towards minor breeches of the contractual obligations.
Familiar with Police topics and no reason to fear for disclosure of sensitive content.	Usually not skilled and/or equipped in more advanced features like flash animation etc.
Being a non-profit organisation: cheaper to produce.	Depending on willingness and time slot to produce. Requires planning relatively far ahead.

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The main advantages and disadvantages of ‘buy’ are:

<b>‘Buy’</b>	
<i>Advantages</i>	<i>Disadvantages</i>
Deadline for delivery is part of the tender process, therefore ‘in time’	Being a profit organisation: more expensive than ‘make’
Features to be used are part of the tender, therefore skills and tools should be available	Safeguarding disclosure of sensitive content (limitation of what can be outsourced)
Contractual obligations are easy to enforce.	Relatively long tender process

The Project Group is in favour to first explore the possibilities to have modules produced by one of the network partners before outsourcing or ‘buy’. A survey to be carried out amongst the colleges can give an insight in the potential capacity and willingness to produce.

### **3.2 Legal Framework**

#### **3.2.1. Procurement Directives**

The European Union (EU) procurement directives set out the law on public procurement. Their purpose is to open up the public procurement market and to ensure the free movement of goods and services within the EU.

The rules apply to purchases by public bodies and certain utilities which are above set monetary thresholds. They cover all EU Member States and, as a result of international agreements, their benefits also extend to a number of other countries worldwide.

Where the regulations apply, contracts must be advertised in the Official Journal of the EU and there are other detailed rules that must be followed. The rules are enforced through the courts, including the European Court of Justice (ECJ).

Be aware that if there is an open market to technically produce e-Learning modules – and there generally is one unless confidentiality regarding the content is an issue – this private market should be included.

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Please find below a global overview:

Estimated Value of the Contract		Type of Procedure
Services or Supplies	Works	Minimum procedure applicable
≤ 200 EUR	:Payments for all types of expenditure of amounts of up to 200 EUR	Simple payment of costs against invoices.
≤ 3,500 EUR	≤ 3,500 EUR	Negotiated procedure with single tenderer.
≤ 25,000 EUR	≤ 25,000 EUR	Negotiated procedure with at least three candidates, without contract notice or a call for expression of interest.
≤ 60,000 EUR	≤ 60,000 EUR	Negotiated procedure with at least five candidates, without contract notice or a call for expression of interest, but with adequate publication.
> 60,000 EUR		In order of thresholds: Restricted procedure following a call for expression of interest. Open or restricted procedure with publication of a contract notice in the Official Journal. Negotiated procedure following publication of a contract notice in the official Journal. Restricted procedure following a call for expression of interest.

### 3.2.2 Copyright.

It should be ensured that the copyright is owned by CEPOL. It is advised to create a legal opportunity for the network partners to translate (parts) of the modules into their native languages for national use.

### 3.3 Authoring Tool

The Project Group strongly advises to have all modules developed by using one to be defined authoring tool.

This has the following advantages:

- The look and feel is always the same;
- Using for each module the same tool, one becomes less depended of the contractor as changes in content can be easily made internally.

## 4. Preliminary Estimation of Costs

### 4.1 Main parameters influences costs

The estimation of costs depends on the following parameters:

- a. Level of interaction
- b. Quantity of content
- c. Media

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d. Make or Buy

a. Levels of interaction

The U.S. Department of Defense (DOD) <sup>(5)</sup> developed definitions for four major levels of e-Learning, corresponding with various levels of learning (fact, rule, procedure, discrimination, and problem solving. It is clear that the higher the level the higher the budget constraints will be.

The four levels that can be used within CEPOL as well – and described in Annex 1 - are:

Level I: Passive.

Level II: Limited Interaction

Level III: Complex Interaction

Level IV: Real-time Interaction

The Project Group recommends limiting CEPOL's e-Learning modules to level I and II.

b. Quantity of content

There is a nearly linear relation with quantity of content and the costs to produce a script, the technical realisation and the maintenance of a module.

c. Media

It is evident, that also the choice for the type of media (photograph or animation video) has a great effect on the costs.

d. Make or Buy

Police colleges – not being commercial organisations – will be able to produce at a lower price than commercial organisations to which profit is vital.

**4.2 Preliminary estimation of costs, based on 'make' or 'buy'**

The commercial price for the technical realisation of an one hour module varies from 50,000 – 70,000 EUR. It is estimated that a similar production by one of the Network Colleges will reduce this range to 30,000 – 50,000 EUR. These prices do not include the costs for identifying content, scriptwriting and proofreading, which are estimated at an average of 20,000 EUR.

**4.3 Cost Model**

The costs can be divided into four categories:

- The costs to produce a script, based on to be identified content.

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<sup>(5)</sup> "Department of Defense Handbook: Development of Interactive Multimedia Instruction (IMI)".

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- The cost for the technical realisation of the module.
- (The cost for distribution of the module) <sup>(6)</sup>.
- The cost for project management.
- The costs for maintenance and re-programming.

**5. Proposal for e-Learning Modules to be developed and implemented**

During the meeting of the APC that took place in Lisbon on 6 and 7 May 2008 the APC discussed topics that are preferably to be delivered as self directed learning modules or as e-Learning modules as part of a blended learning offer. The APC was invited to do so by the Chair of the Project Group.

The APC proposed the following priorities:

1. Europol, considering that it will support the Common Curriculum on Europol and that the content has nearly been approved by Europol;
2. A language training module; to start with the English language, considering that this will contribute to an efficient way to improve international cooperation and learning through improved communication;
3. Prüm Treaty, considering that this Treaty is already a topic in courses and seminars and that it will support the Common Curriculum on International Police Cooperation. The APC took also into account the fact that the Ministry of Justice and the Ministry of Interior of the Netherlands made a commitment to develop an e-Learning module on this treaty for the EU Member States and that the latest development in this process is the wish to bring the development under the auspices of CEPOL, financed – including the project manager – by the Dutch Government.
4. The APC also prioritised a module on international and Union instruments, in particular regarding the Institutions of the European Union, their functioning and role, as well as the decision making

mechanisms and legal instruments of the European Union. However, the APC came to the conclusion that there are mayor developments that are better to be awaited for, like the acceptance of the Lisbon Treaty.

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<sup>(6)</sup> This depends on the decision to make the module also available for stand alone use (CD-ROM).

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## **6. Time plan**

### **6.1 Main parameters influences the time plan**

Drafting a realistic time plan is depending on the following:

- decision on topics and on the allocated budget;
- availability of content (e.g. common curricula);
- availability of experts;
- availability of a SNE – project manager;
- complexity of content;
- the decision ‘make’ or ‘buy’
  - in case of a buy situation: tender process required ( estimated at 6 months);
  - in case of a make situation: the capacity of college to offer a time slot for technical realisation.

### **6.2 Global planning for the 3 proposed topics**

#### **Europol module**

Under the assumption that the Governing Board agrees on the three topics proposed by the APC, the Project Group strongly advises to start with the Europol module, for – in addition to APC motivation – the following reasons:

- the content is already available and needs ‘only’ to be transformed into a script;
- the content-experts are already identified /available;
- it is foreseen that the structure will not be a very complex one (which provides the opportunity for a network college to develop);
- it is potentially suitable to serve as a show-case;
- the content is quite stable and long-lasting;
- the topic serves a vast and geographically spread target group;
- being not too complicated, it helps building up experiences in international cooperation towards development of e-Learning modules for a multi cultural target group; besides, it can be used for testing and to improving the workflow etc. written in this document.

Under the condition that:

- the script is ready on 1 December 2008;
- a network college is able and willing to start the technical realisation from that date onwards, based on a contract (formal commitment).

The Europol module can be ready by 1 May 2009 at a total estimated cost of 60,000 EUR.

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**English language training module**

General English courses are already available. It is proposed not to develop what is already on the market, but to provide an added value that is specific for CEPOL; the English language connected with the police profession.

The first action is to establish the pre-entry level and the level of the learning outcomes of the module. The Common European Framework of Reference for Languages is a helpful tool (see Annex 2). This can be an activity incorporated in the English Seminar for English Language Trainers (67/2008), that will take place in Denmark at the end of October 2008. This seminar can also be used to make an inventory of the existing content of English language related to police and justice.

Content experts should have their first meeting in mid November. It is foreseen that this module (if understanding through listening is a requirement) need to be technically realised by a private company. Due to the tender procedure, signing a contract can not be expected before 1 May 2009. The delivery can be anticipated by 1 October 2009. The costs involved for experts to gather relevant content and to produce the script is estimated at 20,000 EUR. The technical production costs are estimated at 70,000 EUR, not included proofreading and a professional voice at 10,000 EUR.

**Prüm Treaty**

This module is only adopted in terms of project management and launching on the e-Net (see chapter 5).

## Description of the 4 levels of interactivity

### **Level I: Passive**

In this level, the learner acts merely as a receiver of information. The learner may read text on the screen as well as view graphics, illustrations and charts. The learner may interact simply by using navigational buttons to move forward or back through the program.

### **Level II: Limited Interaction**

In this second level, the learner makes simple responses to instructional cues. As in Level I, there may be multiple choice exercises, pop-ups, rollovers or simple animations. Level II adds a component of scenario-based multiple choice and column matching related to the text and graphic presentation. Certain application simulations may exist that do not require the learner to enter field data, but merely follow a process or procedure. There may also be some interactive animations where the learner has the ability to investigate.

### **Level III: Complex Interaction**

Here, the learner makes multiple, varied responses to cues. In addition to the types of responses in Level II, complex interactions may require text entry boxes and manipulation of graphic objects to test the assessment of the information presented. In addition, scenario-based branching logic is introduced. When using branching logic, learners experience some kind of jeopardy for incorrect responses, and their progress is determined by their decisions.

### **Level IV: Real-time Interaction**

Real-time interaction creates a training session that involves a life-like set of complex cues and responses in this last level. The learner is engaged in a simulation that exactly mirrors the work situation. Stimuli and response are coordinated to the actual environment. Real-time learning and assessment occurs, and the session is most likely held in a collaborative environment with other learners and a facilitator.



ANNEX II <sup>(8)</sup>		A1	A2	B1	B2	C1	C2
UNDES TAINING	Listening	I can understand familiar words and very basic phrases concerning myself, my family and immediate concrete surroundings when people speak slowly and clearly.	I can understand phrases and the highest frequency vocabulary related to areas of most immediate personal relevance (e.g. very basic personal and family information, shopping, local area, employment). I can catch the main point in short, clear, simple messages and announcements.	I can understand the main points of clear standard speech on familiar matters regularly encountered in work, school, leisure, etc. I can understand the main point of many radio or TV programmes on current affairs or topics of personal or professional interest when the delivery is relatively slow and clear.	I can understand extended speech and lectures and follow even complex lines of argument provided the topic is reasonably familiar. I can understand most TV news and current affairs programmes. I can understand the majority of films in standard dialect.	I can understand extended speech even when it is not clearly structured and when relationships are only implied and not signalled explicitly. I can understand television programmes and films without too much effort.	I have no difficulty in understanding any kind of spoken language, whether live or broadcast, even when delivered at fast native speed, provided. I have some time to get familiar with the accent.
	Reading	I can understand familiar names, words and very simple sentences, for example on notices and posters or in catalogues.	I can read very short, simple texts. I can find specific, predictable information in simple everyday material such as advertisements, prospectuses, menus and timetables and I can understand short simple personal letters.	I can understand texts that consist mainly of high frequency everyday or job-related language. I can understand the description of events, feelings and wishes in personal letters.	I can read articles and reports concerned with contemporary problems in which the writers adopt particular attitudes or viewpoints. I can understand contemporary literary prose.	I can understand long and complex factual and literary texts, appreciating distinctions of style. I can understand specialised articles and longer technical instructions, even when they do not relate to my field.	I can read with ease virtually all forms of the written language, including abstract, structurally or linguistically complex texts such as manuals, specialised articles and literary works.

<sup>(7)</sup> Taken from: © Council of Europe: Common European Framework of Reference for Languages (CEF).