INTERNATIONAL POLICE TRAINING JOURNAL

WELCOME TO THE THIRD EDITION OF INTERPOL'S INTERNATIONAL POLICE TRAINING JOURNAL

In this third edition of INTERPOL's International Police Training Journal, an initiative of the INTERPOL Group of Experts on Police Training (IGEPT), we bring to you four articles on diverse aspects of the training process.

In the first article, the Vocational Training Centre of the BKA presents their training evaluation system and how it is used to evaluate knowledge transfer.

The Edmonton Police Service presents an overview of the curriculum design process and the current shift in focus in law enforcement training from subject matter presentations to critical thinking skills and application.

From John Jay College comes a case study of a web-based training programme developed in Tamil Nadu, India, and the pre and post comparison carried out to assess the impact of the project. The author notes the importance of IT expertise and training expertise for successful implementation of such a project.

Finally, the LAPD examines the transformation currently taking place in the training culture within their police academy, and the move beyond traditional classroom structures towards training the whole person.

We encourage all INTERPOL member countries to take advantage of these best practices and research findings, and to share their own, in the interests of enhancing international police cooperation.

The IGEPT would like to thank all contributors and in particular Dr Curtis Clarke (Canada), Norbert Unger (Germany), Kurt Eyre (UK) and Connie L. Patrick (USA) for their engagement as editors. The fourth issue will be published in summer 2012.

IN THIS ISSUE

We would like to welcome our new Chair, Connie L. Patrick, who was voted in at the third IGEPT meeting in Antalya, Turkey in December 2011. Mrs Patrick is the Director of the Federal Law Enforcement Training Center in Georgia, USA, and brings to the IGEPT over 20 years of experience in law enforcement.

At this time we would like to extend our sincere appreciation to our outgoing chair, Dr Luann Pannell, who has provided excellent guidance to the IGEPT from its inception in 2009.

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TRANSFER EVALUATION
A CONCEPT INTENDED TO OPTIMISE PRACTICAL TRAINING WITHIN THE FEDERAL CRIMINAL POLICE OFFICE

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BUNDESKRIMINALAMT- BKA

B K A

INTRODUCTION

The Vocational Training Centre of the BKA is responsible for carrying out advanced standard setting and vocational training reviews. In this context, the center ensures designated internal and external programming not only meets operational and theoretical objectives, but also provides the framework for effective learning. In order to guide the quality of training, a number of measures are adopted. One of these measures is the continual evaluation of training courses in an effort to optimize their effect and influence.

The BKA evaluation system is embedded in a comprehensive vocational training system that provides assistance as part of a holistic approach to program management, standardization and planning of vocational training measures. Accordingly, vocational training management and guidance is interpreted as a cyclical process within the BKA outlined in the following phases:

- 1. Survey and analysis of vocational training required (qualification requirements) based on the objectives of the BKA,
- 2. Development and implementation of curricula based on requirements and practical issues (advanced vocational training measures)

as well as the integration of professional didactics,

- 3. Measuring the success of learning (qualification success) of the vocational training measure, evaluating the measure as such and optimizing it on the basis of this evaluation,
- 4. Measuring and securing the learning transfer in the functional context.

In addition to the purely quantitative presentation and collation of vocational training processes and data, the quality of the learning experience is also integral to the assessment.

TRANSFER EVALUATION

The satisfaction of participants with the training process is measured by means of a standardized evaluation sheet handed out immediately after training courses. This process provides initial indications of the quality of the training course as well as of the performance of the lecturers. Due to the fact this feedback occurs upon course completion participants are unable to extrapolate the effectiveness or transfer to an operational environment. Based on this reality and the need to ensure the successful transfer of advanced training, the BKA's Vocational Training Centre sought to ▶

"...THE BKA EVALUATION SYSTEM IS EMBEDDED IN A COMPREHENSIVE VOCATIONAL TRAINING SYSTEM..."

▶ extend the evaluation process in an effort to capture and optimize the advanced vocational program application in everyday work situations. In order to implement this approach the BKA developed a pilot project that built upon Kirkpatrick's four levels of evaluation.

THEORETICAL FOUNDATIONS

Kirkpatrick describes four consecutive evaluation stages: reaction (level 1), learning (level 2), behavior (level 3) and results (level 4). According to Kirkpatrick, each of these levels is important and exerts an influence on the next (higher) stage.

■ Fig. 1   Kirkpatrick's 4 levels of evaluation[1]

Level 4
Results
(To what degree targeted outcomes occur as a result of the training event and subsequent reinforcement)
Level 3
Behavior / Training Transfer
To what degree participants apply what they learned during training when they are back on the job)
Level 2
Learning
(To what degree participants acquire the intended knowledge, skills, attitudes, confidence and commitment based on their participation in a training event)
Level 1
Reaction
(To what degree participants react favorably to the training)

In the context of BKA practice, previous participant surveys evaluated the basic and advanced vocational training aligned to level 1. While successful in measuring participant satisfaction they did not adequately measure the success, nor quality of learning. If the objective of effective training is long term transfer of knowledge then greater attention to the third stage must

be undertaken. Moreover there is a greater need to measure the behavior of participants after the training course and to provide solutions as to how the transfer of knowledge can be applied to routine work situations. This level of evaluation may also assist in the identifcation of factors that inhibit knowledge transfer or are conducive to such transfer. Here, the long term objective is one of creating an environment that provides optimum conditions for the sustained success of advanced vocational training measures.

The approach to evaluating knowledge transfer within the BKA can be characterized by concentrating the evaluation measures of the transfer of knowledge to the everyday work situation. In principle, the transfer cannot only be attributed to effects relating to the measures adopted. Instead, the successful implementation of what has been learnt in daily practice is influenced by a number of factors that may have a conducive or an inhibiting transfer effect. Simple causality assumptions such as "a poor transfer evaluation is attributable to a poor advanced vocational training measure" are too limited in scope. Conversely, many training courses that convey positive impressions among participants and lecturers in the end, nevertheless fail to yield sustainable practical success. After all, a successful ▶

▶ transfer is the decisive criterion for a successful training course. These considerations can even be taken a great deal further: the learning process only really begins at the end of an advanced vocational training measure. This is because after the training event, the process of applying the new knowledge begins – and, with it, the second key learning phase. Experience has shown that implementation is hampered by factors such as a lack of support from colleagues and superiors as well as a lack of (technical) equipment. In simple terms, the participants have no opportunity to put what they have learnt into daily practice, and the learning effect vanishes into thin air.

PILOT RESULTS: TRANSFER EVALUATION WITHIN THE BKA

During 2010 the BKA implemented a pilot project testing the efficiency of three stages of evaluation. These elements were applied to two different training events, each being evaluated in terms of the participant's knowledge transfer outcomes and capability. As part of the evaluation process two additional evaluation tools were implemented, one in advance of training and another post training. These evaluation stages augmented the existing course satisfaction survey traditionally utilized in BKA evaluations.

The objective of the advance (pre) survey was to gather information on the expectations and wishes of participants in relation to an advanced vocational training measure as well as their current knowledge of the individual topics. This information was intended to enable lecturers to prepare better for their training courses by focusing on the needs of the participants.

However, in the course of the pilot project carried out, it turned out that the advance (lead) period in the BKA was too short to guarantee learning-specific preparations for the participants' needs. The list of specific participants was not available in time – therefore participant feedback, knowledge gaps, etc could not be included in the preparations. Without

a longer lead period for canvassing requirements and defining the participants' needs or identified knowledge gaps it was not possible to implement program changes. Correspondingly, as the time for preparations was too short it was felt improper implementation of the pre-survey recommendations could lead to dissatisfaction among the participants since the needs expressed were not taken into account. Accordingly, this instrument was not dispensed by the BKA. It must clearly be stated, however, that an instrument of this kind can lead to good results in suitable framework conditions and, as such, is considered an expedient solution.

As with previous practices, the pilot integrated surveys already established (prompt surveys). These primarily serve to enable an organizational evaluation of the training event, instructors and content They provide the course leads with important quality feedback on the events. Moreover, the results are important for the concrete transfer evaluation in cases where knowledge transfer does not prove to be successful. The questionnaires were analyzed for any indications as to whether the lack of transfer success is due to the structure of the training event or to the lecturers selected. Among other things, this survey also contained questions on practical teaching of the content dealt with.

The post survey represents the central element of the transfer evaluation. This is where participants are asked how their level of knowledge has improved on the central educational content and how sustainable their learning with respect to everyday routine work. Moreover, factors that promote and factors that inhibit transfers are identified in the respective work environment of the participants in question. The post survey is implemented by means of a standardized online survey adjusted to the respective content and objective of the advanced vocational training measure. Depending on the content and objective of the measure, the survey is carried out in a period of three to six months after the end of the advanced vocational training measure. ▶

"...DURING 2010 THE BKA IMPLEMENTED A PILOT PROJECT TESTING THE EFFICIENCY OF THREE STAGES OF EVALUATION..."

▶ In the course of the pilot project, it turned out that this instrument generated high-quality responses from participants and delivered sound information for the further development of the training course and to ensure the transfer of what had been learnt to the everyday work situation. Accordingly, the post survey is now to be permanently implemented in the procedures of vocational training within the BKA.

SUMMARY

With the aid of a stage three evaluation, factors impacting sustained and successful learning were highlighted and thus enabled the BKA to identify aspects of programming that facilitate the successful transfer and application of knowledge. Factors that inhibit and those that promote knowledge transfer were identified and appropriate measures initiated. By concentrating on post survey of participants, the instrument used has delivered proof of being able to generate valuable results. The pilot outlined an effective evaluation process; one that delivered valuable results. The pilot further helped to support the principle that no evaluation must be carried out as an end in itself. Furthermore, it reinforced the importance of proactive implementation of survey outcomes and recommendations. If the post survey identifies impediments to the knowledge transfer due to the structure or content of the training course, then measures are required to be taken immediately. The same applies to impediments in the work environment.

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INSTRUCTIONAL DESIGN
WITHIN LAW ENFORCEMENT

BETTY FROESE

**CURRICULUM DESIGN
EDMONTON POLICE SERVICE**

▶ **INTRODUCTION**

The design and development of training within law enforcement agencies requires a team with a diverse range of skills and knowledge in order to successfully complete the training. Subject matter experts (who may or may not be working within a particular organization), instructional designers, course facilitators, online development staff (dependent on whether the training will be conducted in a blended or online format) and legal expertise are but a few of the members required at different points of the development of a training. In order to prevent a 'bottleneck' of information or the prevailing of political agendas, collaboration and an understanding of the different roles is required to achieve success in the development of law enforcement training.

INSTRUCTIONAL DESIGNERS AND SUBJECT MATTER EXPERTS

Subject matter experts for the most part, are not experts in adult education, curriculum development, instructional design, assessment or program evaluation because they ARE usually experts in content. An instructional designer on the other hand, can extract all necessary information from the subject matter expert e.g., a canine member, and develop a learning program to train the members in a way that is meaningful for them. Instructional designers may or may not have content expertise (in

the community of practice) but they do have a set of representations based on a 'design model' that guides the instructional design process. The design model includes general experience, educational background and instructional experience (Keppell, 2004). Therefore, it is important to build educational programs in specialized areas collaboratively while always considering environmental factors and operational requirements.
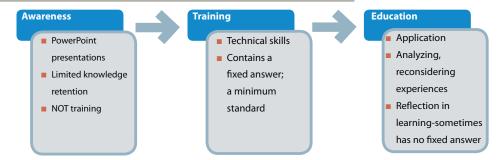
S.M.E.	Instructional Designer
Content Knowledge (provide description and explanation)	A.D.D.I.E.
Clarify and verify content	Course Training Standards
	Facilitator Guides/ Student Manuals
May or may not instruct / facilitate	Evaluation Report

INSTRUCTIONAL DESIGN THEORY OVERVIEW

Within the law enforcement sector, which has historically been dominated by training and not continuing professional education on the continuum of learning, it is important to document how the training and education has been impacted as law enforcement training moves away from just focusing on the critical technical skills and more to the critical thinking. ▶

> **" ...LAW ENFORCEMENT TRAINING NEEDS TO MOVE BEYOND THE PRESENTATION AND TRAINING OF TECHNICAL SKILLS... "**

Awareness
- PowerPoint presentations
- Limited knowledge retention
- NOT training

→

Training
- Technical skills
- Contains a fixed answer; a minimum standard

→

Education
- Application
- Analyzing, reconsidering experiences
- Reflection in learning-sometimes has no fixed answer

Knowle's andragogical principles of adult education are currently the voice in law enforcement training programs and recent law enforcement training. Malcolm Knowles (1980), proposed the theory of andragogy as "the art and science of helping adults learn" (p.43) in order to distinguish adult learning from the theory of how children learn. In the 1970's and 1980's the theory of andragogy was questioned, in wondering whether it was a theory at all or a set of principles or practice, identifying "what the adult learner should be like" (Hartree, 1984, p. 205). This debate on whether andragogy was an adult learning theory eventually led Knowles himself to agree that andragogy was less of a theory and more of "model of assumptions about learning or a conceptual framework that serves as a basis for an emergent theory" (Knowles M. S., 1989, p. 205). While recognizing adult learning is a giant leap-forward from the traditional didactic teaching methods employed by law enforcement trainers, the theories of training are still influenced by terminology from the 1970's and not current up-to-

date research. Instructional designers and trainers need to be as up-to-date in their research as subject matter experts are in their area of expertise.

Within law enforcement training, historically the focus has been on subject matter and technical expertise presentations. This ensures accountability for the material presented in class. Does it ensure though that while the material was presented, that the students actually learnt it and were able to apply it in the workplace? Does it ensure that the instructional delivery corresponds to the risk-frequency analysis of the content?

However, the recently adopted community policing model contrasts the technical rigor of training (Vodde, 2009). This is in direct contrast to the technical professional practice of problem solving. "Problems of choice or decision are solved through the selection, from available means, of the one best suited to established ends. But within this emphasis on problem solving, we ignore problem ▶

▶ setting, the process by which we define the decision to be made, the ends to be achieved, the means which may be chosen" (Schön, 1983, p. 40). Law enforcement personnel cannot solve a hostage situation without considering geographic, financial, economic, political, or emotional issues. When a problem does not have an agreement as to how to fix it or end it, which technical training depends on, then a dependency on technical rigor can cause the situation to become confusing and messy because the actual problem to solve has not been identified.
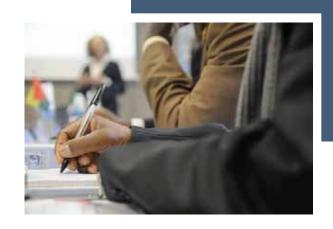
However, the reality of the practical world dictates that quite often subject matter experts do not have the time required to devote to building instructional materials, even if they wanted to, as they have their regular workload and area of expertise to adhere to. So with limited time and expertise in building instructional materials, do you focus on the technical requirements of training or the relevance of the educational materials, which can be time consuming?

If the role of education is not merely to transfer information in practice, but to ensure that the participants are able to critically and actively work with the new gained knowledge in their work context, then the role of instructional design is more than just the development of an activity intended to promote regurgitation of facts.

It is important to remember that the current system and view of education was conceived in the age of enlightenment, in the industrial age, where it needed to focus primarily on simple (domain-dependent) cognitive learning, because it was driven by an economic imperative (Robinson, 2008). However, as we evolve deeper into the twenty-first century, or the information age, learners need more skills for complex cognitive tasks, such as solving problems in ill-structured problems (Reigeluth, 1999, p. 21), which is particularly imperative in the modern policing world. Law enforcement training needs to move beyond the presentation and training of technical skills. Law enforcement officers need to apply their skills to complex problems that a classroom often cannot replicate. Officers need to work through the muddy problems because society has changed and the way our leaders were taught is not going to work for our new generation of officers.

INSTRUCTIONAL DESIGN PROCESS

Instructional design as a process is the systematic development of instructional specifications using learning and instructional theory to ensure the quality of instruction. It is the entire process of analysis of learning needs and goals and the development of a delivery system to meet those needs." (Brown; Green, 2011, p.6). ▶

As a result instructional design is not just a matter of determining what to teach, but it involves the preparation, design, and production of learning materials. The instructional design process results in several key instructional components including:

■ learning goals and objectives
■ methods of instrument for assessing learning progress
■ content or information needed to accomplish the learning objectives
■ messages to be presented
■ student activities and learning interactions

The common approach to developing and designing activities usually consists some variation of a three-step process:

1) analyzing the situation to determine the necessary instruction and steps required to deliver (instruction);
2) producing and implementing the instructional design;
3) evaluating the results of implementing the instructional design (Brown & Green, 2011, p. 7).

A.D.D.I.E., a popular process, is an acronym that divides the three steps into five actions:
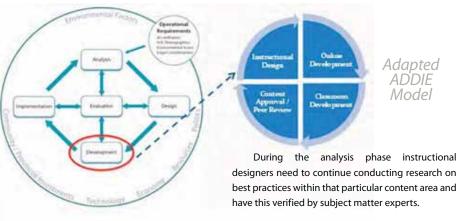
Analyze, Design, Develop, Implement, and Evaluate (Molenda, 2003).

Adapted ADDIE Model

During the analysis phase instructional designers need to continue conducting research on best practices within that particular content area and have this verified by subject matter experts.

Therefore, in developing curriculum content within specialized areas it is important to have a clear and open understanding of the roles between subject matter experts and instructors throughout the various instructional design phases.

ANALYSIS PHASE:

Subject matter experts play a very important role during the analysis phase. During the analysis phase, instructional designers will ask a lot of question to determine:

■ the goals and objectives of learning
■ the operational components of jobs, skills, learning goals or objectives – that is, to describe what task performers do, how they perform a task or apply a skill, and how they think before, during and after learning
■ what knowledge states (declarative, structural, and procedural knowledge) characterize a job or task
■ the sequence in which tasks are performed, which impacts how they should be learned and taught
■ how to select or design instructional activities, strategies, and techniques to foster learning
■ how to select appropriate media and learning environments
■ how to construct performance assessments and evaluation
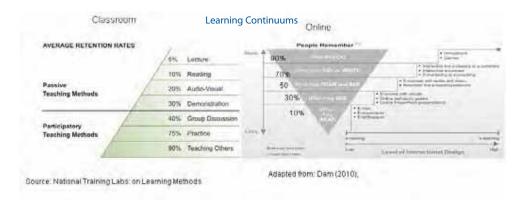
▶ DESIGN PHASE:

The Design phase focuses on how content can be organized for the learners, different methods for delivery of content and various activities that will be used to reinforce the learning. During the design phase instructional designers consider factors such as:

■ learning characteristics
■ course objectives
■ teaching methods
■ learning capacity and cognitive overload
■ time available for the course
■ technology
■ staff resources
■ urgency of course release

Instructional designers will attempt to create activities that are student-centred, and collaborative based. All of this is balanced against average learning retention rates and how much students will remember within 24 hours of a course.

Learning Continuums

Source: National Training Labs on Learning Methods. Adapted from: Dam (2010).

Most educators would agree that for learning to take place, the learner must actively process and make sense of available information. In other words, a more active learner will integrate new knowledge more readily than a passive learner. In order to achieve this learning environment a higher level of instructional design must occur. All design concepts

and ideas are then validated with subject matter experts and balanced against environmental factors. It is important to ensure that all members involved, subject matter experts, instructional designers, course facilitators and online development staff are in agreement and understand the rationale behind the different learning activities.

As educational theories continue to be influenced by constructivist approaches (Bruner,1964; Vygotsky, 1978) so to must the workplace learning. The law enforcement world requires officers to work with groups and communities to solve problems. If the classrooms do not reflect constructivist approaches to learning then this too has the potential to be reflected in the real world. Both Bruner and Vygotsky proposed that ideas should be introduced in increasingly complex ways as the learner grows. As a result, "information analysis procedures (including task and content analyses) shifted away from behavioural objectives toward an understanding of stages of competent performance in various domains of knowledge and skills relevant to education" (Tennyson, 2010, p. 4).

DEVELOPMENT PHASE:

The development phase of instructional design is the most labour intensive for instructional designers. It is during this phase that all content and learning materials are built with constant validation from the subject matter experts, course facilitators ▶

> **"...EVALUATION IS OFTEN LISTED AS THE LAST AND FINAL PHASE IN INSTRUCTIONAL DESIGN MODELS..."**

and online development staff. The development of all learning materials should ideally result in a curriculum training standard for the online and/or classroom course. A curriculum training standard is a comprehensive course manual that may contain the following information:

- Rationale for the Course
- Assessment of Student Learning
- Eligibility Criteria and Candidate Selection
- Course Details
- Course Amendments
- Syllabus
- Course Map
- Lesson Plans & Support Materials
    - Instructional Aids
    - Assessment Tools
- Reference Materials

A curriculum training standard ensures that: materials are developed in a consistent format, materials follow a pedagogical approach, materials (including all content) are comprehensive and up-to-date, materials and testing procedures are comprehensive and can be used to confirm the knowledge, skills, and abilities by the learners, and the curriculum can be presented during legal proceedings if required.

Upon completion of all learning materials by the instructional designer and online development staff, the subject matter experts, instructional designers, course facilitators, online development staff and legal expertise should sign-off on the documents indicating that they have validated all content.

IMPLEMENTATION PHASE:

During the implementation phase the instructional designer and program developer ensure that online courses are uploaded and working and classroom instructional designers ensure that all facility arrangements are taken care, students are registered and materials are prepared. The subject matter experts who are facilitating or teaching the course need to ensure that they are prepared to teach the class. Course facilitators need to ensure they understand why certain group activities are happening, how to give feedback during the learning process and students need time to learn.

EVALUATION PHASE:

Evaluation is often listed as the last and final phase in instructional design models. However, it should occur throughout the process and after the course has been delivered. It is the most important section in gathering feedback from learners and course facilitators in examining the learning process. In short, evaluation can consist of:

- formative
- summative
- learner evaluations (assessments)

It is important to know what the goal of evaluation will be and whether or not the resources to implement the different phases of evaluation will be available. Evaluation is important as it provides information that allows decisions to be made about learners, instruction and the instructional design process. ▶

▶ TRENDS WITHIN CANADA

Within Canada, law enforcement agencies are moving towards a competency-based training program (Police Sector Council, 2006) which has implications on the training and education of police officers within Canada. These competencies will be linked to training, performance reviews and more significantly to promotional processes.

It is important to understand what role instructional design principles play in the development of educational programs in law enforcement services. If leaders and instructional designers do not have an understanding of their own values and principles then it has the potential to impact the effectiveness of instructional design and whether or not the role of instructional designers will be supported within law enforcement services. Currently very few law enforcement agencies contain instructional designers that have instructional design expertise and even fewer agencies actually take the time to build curriculum training standards or instructional materials, such as lesson plans.

So while some police training academies are starting to find it advantageous to "deviate from the mechanical, militaristic and behavioural aspects of training and evolve into training programs that inform police how to identify, respond to, and solve problems" (Vodde, 2009, p. 26) within the greater context of their responsibilities and duties and employ more problem-based learning methodologies within academy training, they encounter instructional design problems. With limited police organizations employing instructional designers and few instructors having a background in instructional design, building effective training sessions has become problematic within a lot of training activities. Effective instructional design can be time-consuming and expensive, which a lot of organizations do not wish to invest in, particularly if the instructional designer applies overly simplistic and mechanical steps to instructional design.

In summary, instructional design is the "science that applies logic and scientific methods to the problems involved in designing and developing instruction" (Brown & Green, 2011). It is a collaborative process between subject matter experts, instructional designers, course facilitators, online development staff (dependent on whether the training will be conducted in a blended or online format) and legal expertise. Each organization will have different processes to ensure various steps are met and it is therefore important to communicate these goals, objectives and processes. However, it is important to remember that instructional design and training programs are not the antidote for all of an organization's problems. Rather if done effectively, instructional design and law enforcement educational programming can enhance the overall performance of the members and the organization, which will enhance the professionalization of the service.

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E-LEARNING FOR POLICE IN DEVELOPING NATIONS: WHAT IS THE SCOPE?

MANGAI NATARAJAN

JOHN JAY COLLEGE

▶ INTRODUCTION

E-learning, or web based distance education, is beginning to catch on in police training, as in other professional fields. It offers the advantages of time flexibility, on the spot accessibility, and the ability to meet educational objectives in a cost effective manner. These advantages are especially attractive for developing countries, but little has been published about e-learning for police in those countries. This paper presents a case study of a web-based training program developed in Tamil Nadu, India, through a Home Office Queen's Award in 2002-2003. The training was designed to assist women police in dealing with domestic violence. In addition to presenting the case study, this paper reviews the challenges faced by e-learning initiatives in developing countries including the sustainability of new programs.

THE UK HOME OFFICE QUEENS AWARD PROJECT

In 2002, the Home office awarded a competitive grant to K. Radahkrishnan I.P.S., a senior Tamil Nadu police officer for a demonstration project entitled "Web-based e-training programmes in dispute resolution, interviewing and record keeping for officers in all-women police units (AWPUs) in Tamil Nadu: a pilot project". The background to the project is that there had been a rapid expansion in the number of AWPUs, which had been established

to deal with complaints of domestic abuse. The complainants, almost invariably women, were more willing to seek police help when they could rely on speaking with a woman officer. However, the AWPU officers had little if any training in interviewing and counselling. In particular, they lacked any training in dispute resolution which is known to be effective in dealing with domestic disputes. Small quarrels and minor misunderstandings that might otherwise lead to big fights and conflicts in families, especially in joint family systems that are quite prevalent in India, can be avoided through the use of dispute resolution techniques. Successful use of these techniques could also help reduce overcrowding in the family court system. The project also sought to address another limitation of the AWPU's functioning – the lack of efficient record keeping and data management.

Many difficulties stood in the way of providing women officers with the necessary training. Few of them can leave their stations for the necessary period of time to attend training in the state capital. Because of increasing workloads and staff shortages, they cannot attend local college courses on dispute resolution and data management. On-line training would provide an answer to these difficulties. It would also deal with the trainee's anxiety about commuting to the training college and about being out of their depth and unsupported by peers when at the college. The proposed e-training project would allow women officers to access the training materials from their own station premises, at their own pace, and at times of their own choosing. ▶

▶ Through the Queens Award project, the police training college therefore used web-based technology to deliver the training. Thirty women officers in three AWPUs from three different police districts were selected to take part in the training.

CONTENT OF THE E-TRAINING

Domestic violence has always been present in society, but it has been a hidden problem suffered in private without attention from public authorities. In many traditional societies such as Tamil Nadu, domestic violence has only recently been defined as a crime and has rarely been included in the police training curriculum. K. Radahkrishnan's proposal sought to provide greater depth of theoretical knowledge so that police could better serve the families seeking help and could act more decisively to prevent serious incidents of domestic violence. The e-training comprised six modules, the first two were introductions to domestic violence and to dispute resolution, and the remaining four provided the basics of negotiation, mediation, arbitration and counselling/interviewing. In addition, the project director produced a DVD that contained an interactive session with examples and visual aids.

Study materials and a user guide were posted in Tamil on the project website. A chat room, e-mail facilities and forums for communication were provided to help trainees share their experiences in handling domestic dispute cases. Computers with key boards were set up at each station in Tamil. Additional telephones and internet connections were installed. All this logistical work took a considerable time to complete.

An orientation was provided at the beginning of the project for the selected trainees at the state's Police Training College.

EVALUATING THE E-TRAINING

This was the first on-line training for police offered in India. It was important to evaluate the project's impact and, at the invitation of K.

Radhakrishnan, I undertook a pre-post comparison to make an assessment of the project.

The training began in December 2002 and ended in September 2003; the evaluation started

> " ...MANY POLICE FORCES ARE NOW INTRODUCING WEB-BASED COURSES... "

with pre-testing in December and ended in August 2003. It consisted of two parts: (1) Process evaluation (Was the project implemented properly?), and (2) Impact evaluation (Did it achieve its objectives?). Data were obtained through:

1. Interviews with the women officer trainees and petitioners who used their stations
2. Observations of women officers handling cases
3. Test scores, hours spent in the use of computers in learning

Interviews revealed that trainees had very little experience of using computers in the workplace. Only 10% had used computers for emailing and only 40% knew that they could communicate with people anywhere through chat rooms. None of them had communicated before with other officers in other units. None had ever entered into an extended ▶

▶ discussion of professional issues with other officers or shared their ideas and expertise with one another. None of the officers had heard about dispute resolution techniques as a way of dealing with domestic disputes. Though all the trainees were sceptical about such training, they were ready to participate because they felt privileged in being chosen for the project.

The trainees became more accustomed to using computers in the course of the project. The more senior officers (inspectors and sub-inspectors) took advantage of the opportunities provided to improve their communication skills. A total of 432 chats were recorded, most of which were telephone chats rather than written messages. Only a very few trainees initiated a discussion in the forum, though some used it to contact the training team. Some of those fluent in English, particularly the more senior officers, participated freely in the forum. As a result of efforts made to increase the participation of trainees, there were many more entries in the forum later in the period than earlier (a total of 307 entries as of September 17, 2003).

Though trainees had been given special permission to participate in the project, they spent very few hours in learning. The first three modules were available for more than six months, but only an average of 13 hours was spent by each trainee in reading them. This was partly because the modules were posted without proper written instructions and without study guides. The officers were left on their own to read the materials and answer the test questions. Low test scores on the first three modules are a reflection of this fact. The other three modules including counselling and interview techniques were given in a classroom setting by instructors who were able to use role playing to help trainees to understand the concepts better. Test scores improved as a result.

The evaluation of the pilot project confirmed that web-based technology is a viable way for police training colleges to deliver specialised training, not only in Tamil Nadu, but also elsewhere in India and

perhaps also in other developing countries . However developing e-training requires considerable IT expertise, curricular expertise and training expertise.

SUSTAINABILITY

The purpose of any demonstration projects is to explore the feasibility of a program before it is implemented on a larger scale. The case study presented here shows that the on-line training can be delivered in a developing country, but that it required considerable resources. The Queens Award could only provide start-up resources that would have to be provided in some other way if the e-training was to be implemented more widely. Unfortunately this did not happen. The project director was posted to another division and he could not provide continued support. The training college did not pick up the program, and there was no government or institutional support to develop the program widely. Such challenges are universal, and are not merely faced by developing countries. To take one example, problem-oriented policing has proved to be highly effective in dealing with local crime problems, but it has struggled to survive in the UK and the USA, even in departments where it has gained some successes. It too has proved vulnerable to the departures, often through promotion, of those who served as "local champions" of the approach. Those who succeeded them rarely proved to be "local champions" themselves.

Many police forces are now introducing web-based courses. These can be successful, but to ensure sustainability four important conditions must be in place: Trainee readiness; Training content/curricular readiness, Technical readiness; Institutional readiness.

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CHANGING THE TRAINING PARADIGM FOR A MORE RESILIENT POLICE DEPARTMENT: LOS ANGELES POLICE DEPARTMENT (LAPD)

LUANN PANNELL
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For leaders and operators in dangerous contexts, the demands of safety, complex ethical responsibilities, and the consequences of action or inaction must be simultaneously weighed in a very short, high-intensity timeframe. In order to cultivate a culture of sound leadership for such contexts, one must examine the role of training. Training becomes the premium vehicle for not only promoting organizational change but also inculcating those changes into values and beliefs to influence the overall operation. Essentially, it is the training of an organization's most valued assets – its people – that ultimately determines how human beings think, feel, and act while facing critical situations. How an organization trains will determine the degree to which its members will internalize the mission, vision, and values of the organization when facing real life situations.

It is within this framework that the LAPD began to examine traditional models of police training. As a practical matter, the LAPD anticipated that policing must shift and adjust if its force were to adequately address the demands of future generations. Such a shift – both mental and cultural – is easier said than done, particularly within the rich, tradition-based environment of policing. It is not sufficient to just add more training, it must be training that will shift the thought process so that different questions are being asked and answered. While the transformation of the LAPD training paradigm continues to evolve, and is being applied to the development of all training, this article will narrow the focus on the process of redesigning police academy training.

Most police departments can identify numerous initiatives that were moved to implementation with only moderate levels of success. The inability of the organization to accept change is often due to the failure to adequately assess the cultures impacted by the change. The formidable social forces of formal and informal cultures and subcultures have derailed many good ideas from becoming successful.

In the case of the LAPD police academy, the following six cultures or subcultures were assessed:

- (1)   current culture of the department;
- (2)   culture of the community being served;
- (3)   culture of the recruit;
- (4)   culture of the training instructors;
- (5)   culture of field training officers;
- (6)   the envisioned future culture.

The academy as previously designed met the needs of a different recruit, a different community, and a different environment – all with different policies and procedures. The LAPD had to ▶

▶ thoroughly evaluate what training – and culture – needed to change in order to ensure success for the next generation of officers in a media-driven world of high-expectations, incessant scrutiny, and constant demands. While an exhaustive review of the six cultures noted above is beyond the scope of this article, what follows is a brief discussion of the analysis required to change the culture of training within the LAPD police academy. As the new training paradigm is outlined below, interview responses from recruits, field training officers, and captains are included to convey the response to the change in training.

Initial assessments occurred through focus groups and discussions with key stakeholders. Investigation revealed a myriad of issues that had to be accounted for in order to adequately address a redesigned training model. Generational differences between recruits and senior officers proved significant. In contrast to their trainers, "millenials" tend to have a more selective attention span and operate with the expectation that information should be accessed quickly and immediately. They tend to scrutinize their leaders and expect ranking officers to lead by example. Millenials have formidable electronic communication skills and are extremely comfortable with technology while generally needing more development on interpersonal skills and conflict resolution. Tending towards non-confrontation, millenials are nonetheless "joiners" who want to be a part of something larger than themselves. Given that this segment of the general population represents the bulk of new trainees entering the LAPD police academy, two questions arise: (1) How do they learn? and (2) How are they motivated?

Drawn from the military, traditional police training has typically emphasized pride, discipline, and performance. Based on traditional classroom structures, police recruits sat in rows at attention with minimal class discussion. Formal and informal investigation – including recruit-to-recruit blogs and internet sites – revealed the perspective that recruits should sit still, learn the material, and, if questioned, give the textbook response. The overall emphasis was "don't draw attention to yourself, don't be noticed." In essence, the mindset required to succeed in the police academy was antithetical to the expectation of engagement held by the community and the officers in the field once they left the academy.

Though training covered the topics dictated through state mandates, the LAPD police academy aspired to do more than simply pass required state tests. It was determined that the tradition of strong tactical skill training must continue, however, it became obvious that improvements had to be made to maximize critical thinking and capitalize on initiative and human potential. Training had to evolve such that new officers could be confident in their abilities to "think through" and master emergent, in extremis future scenarios. Additionally, it would not be enough just to respond with the proper answer, to succeed, officers also needed to be able to clearly articulate the reasoning behind their response. The new goal was to compliment tactical strengths by developing officers who were also self-motivated, interdependent, community oriented, critical thinking, and problem solvers. This revised goal demanded a new training paradigm – and a new culture. ▶

> **"...THE FORMIDABLE SOCIAL FORCES OF FORMAL AND INFORMAL CULTURES AND SUBCULTURES HAVE DERAILED MANY GOOD IDEAS FROM BECOMING SUCCESSFUL..."**

PART I: THE PERSON: PEAK PERFORMANCE BY TRAINING THE WHOLE PERSON

PERSON

Figure 1

As shown in Figure 1, training the whole person means that all elements of the human condition must be considered. Ideally, an officer's response or lack of a response should consistently incorporate all three domains, the psychomotor domain (physical), what one knows to be true from their cognitive domain (mental), and one's motivation to do the right thing based on the affective domain (emotional). Training must mimic real life, where often one domain may be more dominant than another. Though simplistic, the model emphasizes that one element is not more critical than another, and that a balanced response is necessary in every scenario.

Though representative of a cultural shift for the law enforcement training community, these concepts are not new to those who study peak performance and sports psychology. It is important to note that the LAPD police academy hires from the general population and does not have the advantage of complete classes filled with highly disciplined, gifted athletes. The aspiration is to get exceptional response capability out of average people. This is where the potential of human motivation needs to be accessed the most – and represents a significant contrast from the traditional, previously discussed police academy classroom. Often average people with strong motivations make the most difference.

This is the hidden resource the LAPD police academy sought to cultivate.

Older models for police training were focused primarily on training a skill set – typically represented by cognitive or psychomotor learning domains – without much crossover and generally no discussion of how an individual's affective state would influence either. There had to be a shift in the approach for dealing with the affective domain. Rather than ignoring or suppressing emotion, the new paradigm sought to master the affective domain. The police academy wanted trained officers who were not only confident in their ability to assess and understand the role of emotion in human conflict, but also be aware of how to leverage it for optimal outcomes. One of the easiest areas for immediate improvement, is expanding the discussion of the whole person during debriefs. It stands to reason, that if only tactical operations are debriefed, only tactical operations will be improved. Leadership for in extremis events requires attention on all facets of an operation and to address all three sides of the triangle, for the complexity of the people involved.

RECRUIT:

I went through 18 weeks of the Academy, the way it was before, when I got injured. This is my second time through and this is so much better. It's such a better way to learn. Before I didn't know what I was doing or why, I was just trying to get through and not be noticed. I was passing the tests but I was getting worried 'cause I didn't know how to put it all together. I was almost through to graduation but I didn't feel confident. The way the training is now, I understand our Use of Force policy, when to use Force and why. It took me longer, but I'm glad I got to go through this Academy. I know you still want to make some changes, but don't ever go back to the way you were training before.

FIELD TRAINING OFFICER:

He handled himself very well, physically handled himself; he wasn't afraid; he did everything he was supposed to do. Right off the bat he was ►

► *thrown into something within two weeks that was a pretty crazy situation and he handled himself very, very well. A week later he and I got into a foot pursuit of three, GTA grand theft auto suspects. He put out the information, he broadcast where we were, we caught one of the suspects, we set up a perimeter. So, these are things that, that you know, a brand new probationer usually doesn't get involved in during their first few weeks and he did and he handled himself very well.*

I would say that probationers for the most part are better, their training now is better than it was five years ago or however long ago it was that they made the change. I've noticed the difference. I've been a training officer for 14 years or something like that, and I think they are better than they were before.

CAPTAIN:

I don't think we have the same loss of probationers, before they [were] dropping like flies. Before…we lost 6-8. Motivation seems pretty high and their hands on skills are good. It seems like there aren't a lot of unsatisfactory ratings.

There is a lot more to learn about policing than when I was in the Academy. In my opinion, we are now putting out in the field the best recruits we've ever had.

When I observed the recruits in the simulator, I saw that they were locked in on how to apply the

Use of Force Policy. They were able to articulate why they did what they did. That piece is solid. In terms of tactics, they have been good.

PART II: THE TEAM: TRAINED IN A TEAM, BY A TEAM, TO BE A TEAM

FRAMEWORK

TEAM

Figure 2

At this point in the LAPD's history and as depicted in Figure 2, the team concept is critical for training to lead in dangerous contexts. Not trivial, is that the police academy's emphasis on team flies in the face of American society in general, which stresses and values individualism. Even the notion of "the American Dream" reinforces individuality by noting that America is a "land in which life should be better and richer and fuller for every man, with opportunity for each according to ability or achievement." The embedded nature of individuality points to the ►

challenge and struggle of inculcating the value of teams in police academy training. This represents a foundational clash of underlying values and cultures.

Returning to the discussion of in extremis events, it is uncommon for a single person to act alone or intervene unilaterally with successful results. Solutions for extreme situations are more commonly team-based and involve a coordinated, collective action. In a police force's most dangerous situations, the most elite teams are called upon to intervene. Though respected for their individual skills, these teams are best known for their well-coordinated, synchronized efforts and movements. These highly capable teams are cross-trained for full awareness and appreciation of the complexity of each person's role. They are distinguished in their abilities as a team because they do extensive team training followed by individual development and remediation and then back to team development. The cycle is continuous between the team and the individual.

By deemphasizing individual grades and skill acquisition in the LAPD police academy, we leverage the powerful social environment to create a different, more astute, more team-based officer. The vision is that the organization will succeed or fail based on the understanding that the whole organization is a compellation of coordinated teams. The intent is to create the building blocks for team collaboration, roles, and responsibilities early in one's development as a police officer. This is the culture the LAPD police academy seeks to create, maintain, and reinforce.
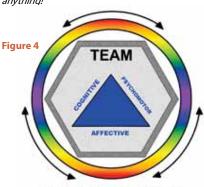
Organization

Figure 3

Figure 3 illustrates the interconnected, interdependent organization which values teams, training in teams, and conducted by teams. Having an officer train in a team creates ownership, responsibility, and a better awareness of how the response of one team fits within the larger operational context. Further, people recognize that the impact of their action or inaction is connected to others. This creates a more resilient workforce. Research suggests that resiliency is increased when those exposed to life-threatening, in extremis environments feel an affinity for and social connection to colleagues in meaningful ways. ▶

▶ **RECRUIT:**

I want to say something about the team-teaching. It was really great how they have different instructors team-teaching together. It helped us to see that there a lot of different ways of doing things in policing and if you couldn't quite get the concept from one instructor, usually the other could find a way to get the point across. The team assigned to our class worked really well together. I don't know if that was by design or by accident but it also inspired us as a class to be like them as officers and make them proud.

With a the team of instructors we had with us everyday, they knew all of our strengths and weaknesses, and if you were stuck, there was always someone there to help...but man, they knew everything about us, we couldn't get away with anything!

Figure 4

PART III: THE CONTEXT: TRAINING THROUGH AN EVENT, NOT TO IT

The last part of the LAPD training paradigm requires that the fluid and dynamic development of both the individual and the team can only occur within an experiential learning environment. This requires that officers actually train "through" an event and not to it. Training "through an event" includes training for the skills needed in a crisis, but also training for what happens following the crisis

and preceding the next crisis. Laudably, the law enforcement community tends to spend significant training dollars preparing for in extremis events meant to test certain psychomotor capacities and capabilities. Often minimized, however, are the other key domains, both cognitive and affective. As a result, law enforcement generally does very well responding to a crisis, but may be judged severely by the communities they serve on the follow-through after a crisis. Understanding the context and ensuring follow-through with key stakeholders both internal (officers at the next roll-call, command staff), and external (community members, city officials, media) will often determine the response of those stakeholders to the next critical event.

RECRUIT:

I don't think I've ever gone through any training for anything that has been so well designed and laid-out. It was incredible how one thing just kept building on another. I can't tell you how many times I'd have an "ah-hah", a breakthrough, where I'd see how something we started in the first month made sense in the fourth month and I could see how there was a thread through the training that they were building on. I was always challenged and excited to see where it would go or tie-in next. This was a great experience.

FIELD TRAINING OFFICER:

They seem to be more able to apply what they learned in the Academy to actual situations in the street than they used to be before this, these changes were made. ...they do seem to have a better grasp of the MDC [and the] radio, and the forms and stuff like that. So, you know, maybe with the 20 years on I should be more cynical or whatever, but I think its an improvement. It's definitely an improvement. ▶

CAPTAIN:

I'm quite impressed with their intellect, ability to process info, and ability to grasp what's asked of them. Some struggled with command presence and awareness of [their] surroundings at first but they responded quickly to correction. I'm still impressed with [their] caliber, they seem to have a passion and a desire to learn if they're asked to do something...

SUMMARY OF KEY POINTS

While we can and must continue to prepare for all critical events, we are often constrained by our physical, mental and emotional resources. Where we are not limited, however, is in our creativity to challenge human potential and actually improve human capacity and resiliency in dangerous contexts.

- Mission, Vision, and Values – for this kind of work, there must be meaning.
- Train the Whole Person – preparing people for all facets of their job will develop more resilient individuals, but ultimately, a more resilient workforce.
- Train in Teams by Teams Early – developing individual skills within the framework of a team will assist with improved self-assessment, appreciation for the skills of others, and increase the value on collaboration.
- Train All the Way Through an Event, Not Just To It – leaders can't stop leading once the tactical operation is over, they must anticipate the ongoing needs of their people, the political surroundings and the resources they will need once they are out of the crisis. It is who you are everyday that will determine who follows you when the situation goes from neutral to hot and back.

- Whatever you are training you are working on – never give up on making it better. Our mission is worth it, our people are worth it, and we will always need leaders to step up and make a difference.

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BIOGRAPHIES

DR LUANN PANNELL

Dr. Luann Pannell, began her career with LAPD as a Police Psychologist in 2000 and in 2006 was promoted to become the Director of Police Training and Education by Chief Bratton. In this role she is responsible for the review and evaluation of all LAPD training curricula to ensure relevancy, continuity, and compliance with State and Federal criteria and Department policy. She researches best practices in police training and adult learning to continually improve and advance LAPD training. In keeping with this role, Dr. Pannell led the team responsible for the complete redesign of the LAPD Academy in 2008.

One of Dr. Pannell's strengths is her ability to collaborate with various groups and constituencies. Her commitment to collaboration has enhanced a variety of community relationships with LAPD and has resulted in new training. By designing new LAPD training, LAPD has been able to incorporate feedback from several key communities on topics such as Lesbian Gay Bisexual Transgender (LGBT), Mental Illness and Autism. Dr. Pannell is the LAPD chair of the Professional Advisory Committee (PAC) where she serves with two community co-chairs to ensure there is diverse community input into police training.

Dr. Pannell is a distinguished instructor in several LAPD schools including the LAPD and LAFD Leadership Programs and the Command Development Course. She has been one of the co-authors and presenters of the "Vicarious Trauma: Why it Hurts to Help" course to law enforcement professionals and first responders throughout the country. While teaching in numerous Department schools, Dr. Pannell also consults in the selection and training of instructors and conducts evaluation research to improve training methodology and content. She chairs the Training Assessment Committee (TAC) which assesses all requests for training to identify the best delivery method for accelerated learning, retention, behavior change, and organizational change.
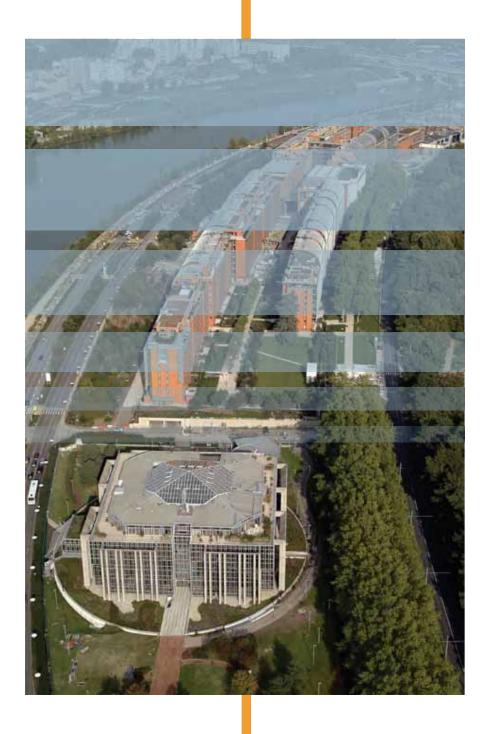
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