

## Challenge in Police Leadership Development

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### Introduction

The objective of this paper is to capture and describe the policing strategies and practices of the Hong Kong Police HKPF (hereafter referred to as the HKPF) as we move further into the 21st century and conclude with the challenges the HKPF faces in police leadership development.

### Historical Developments of the HKPF

2. The early police in Hong Kong were established in 1844. The early 20th century saw the HKPF building its policing capabilities, with the Criminal Investigation Department established in the 1920s and the first Emergency Unit formed in 1930, to deal with serious crimes and minor disturbances. After World War II, the HKPF reorganized itself by recruiting ex-servicemen abroad and at home. The Police Tactical Unit was formed after riots in 1956, and given the responsibility of maintaining internal security, thus providing the HKPF with a permanent reserve for emergencies. The 1970s marked the beginning of the formative years of present-day policing. The HKPF Complaints Office and the Independent

Commission Against Corruption (ICAC) were formed in 1973 and 1974 respectively following a series of serious corruption cases. The Police Community Officer Scheme was implemented by Police Public Relations Bureau (PPRB) in 1974 to improve relations with the public.

3. Management reforms gained momentum in the 1980s and 1990s. The arrival of Mr Christopher Patten, the last governor, in Hong Kong in 1992 brought the UK "citizens' charter" concept of administrative responsiveness and quality service delivery to Hong Kong. Within the HKPF, Service Quality Wing was established in 1994, taking over HKPF inspections and instituting numerous service quality initiatives.

4. Nothing significant has changed to the policing system since the Mainland resumed exercise of sovereignty over Hong Kong in 1997. Under the Basic Law, which is Hong Kong's constitution, the Central Authorities are responsible for defence and foreign affairs while the Hong Kong SAR is responsible for the maintenance of law and order. Under the principle of One Country, Two Systems, the HKPF retains its own policing system, which is different and separate from the Mainland Public Security Bureau (PSB).

### Relationship with the Government

5. The HKPF liaises with the Administration on policy matters through the Security Bureau (SB). SB, headed by the Secretary for Security, is charged with the responsibility for the internal security of Hong Kong, which includes overseeing the police function. Section 4 of the Police HKPF Ordinance Cap 232 stipulates that the Commissioner of Police is responsible for the 'supreme direction and administration of the police HKPF' subject to 'orders and control' of the Chief Executive. The wording of section 4 gives legality to the autonomy of the HKPF in determining its direction and ensuring its operational independence.

### Governance and Accountability

6. The HKPF has robust governance and accountability systems to ensure it meets the needs of the community in upholding the rule of law. As a professional police organization, the HKPF operates within a framework of transparency, responsiveness, effectiveness and efficiency and community engagement to ensure the best interests of the community are served. The governance of the HKPF starts with the Commissioner and the Senior Directorate Group (SDG) comprising the two Deputy Commissioners and the four program directors in the rank of Senior Assistant Commissioner. Besides policy direction, the Commissioner and the SDG oversee all police functions. Policy direction is cascaded down to frontline commanders and officers through the HKPF Vision and Statement of Common Purpose and Values, the Controlling Officer's Report (COR), the Strategic Action Plan (SAP) and the Commissioner's Operational Priorities (COP). The daily policing activities follow HKPF policy direction in the form of regional, district and divisional plans.

7. The Force Management Structure can be seen at Annex A.

8. The SAP is a three-yearly plan that is regularly monitored by the SDG and revised every eighteen months. It contains both operational and management priorities over a 3-year period and is formulated by the Commissioner and the SDG collectively in consultation with major formation commanders. Prior to that, consultation with the community takes place at the regional, district and division levels, where commanders work closely with fight crime committees and local

district councils, collecting their views on policing issues.

9. The current SAP has four broad objectives:

- a) Engaging the Community;
- b) Enhancing Personal and Professional Qualities of HKPF Members;
- c) Strengthening Criminal Intelligence Gathering HKPF-wide; and
- d) Supporting Frontline Units.

10. The deliverables and strategies employed by the HKPF can be summarized by the acronym, **SERVICE**:

succession planning and service conditions;

- b) Learning and development: management development and career development;
- c) Performance management, promotion, discipline and motivation;
- d) Staff relations and communications
- e) Personnel services; and
- f) Health management

14. Training and development in the HKPF is competency-based, which includes core, functional and psychological competencies. The training

#### **Quality Service Orientation**

#### **Effective Multi-level Policing Framework**

#### **All-Round Police and Security Functions**

#### **High Visibility, High Profile Policing**

#### **Robust and Immediate Emergency and Tactical Response**

#### **Community Partnership and Focus**

#### **Professional Ethics**

#### **Quality Service Orientation**

11. Dedication to quality service and continuous improvement is one of the HKPF's core values. The HKPF is constantly reviewing and improving its procedures, work practices, policies and upgrading its equipment. While the SDG sets the policies and priorities and monitors the policing outcomes, the HKPF has a mechanism, in Support (SUP) Wing, to research and develop better policing and procedural practices and also examines how the HKPF should support relevant SAR Government initiatives, such as occupational safety and health and personal data protection.

12. Service quality initiatives promoted in the HKPF are instrumental in driving cultural change and are improvement-focused. One way of powering cultural change is by organizing biennial Living-the-Values Workshops for every serving officer. Work improvement teams, station improvement projects and staff suggestion schemes are instituted to drive continuous improvement. On the human side, the HKPF invests extensively in developing much-needed competencies in its workforce. The HKPF has a holistic human resource framework that takes care of officers throughout their career and up to and even after their retirement.

13. In the human resource framework, there are six functions:

- a) Workforce planning: recruitment,

philosophy of the HKPF is to foster a culture of lifelong learning, illustrated by a learning model adopted by the HKPF College. The Learning Trio emphasizes Formal Learning, Workplace Learning and Self-study, with each officer having responsibility for their own learning. An example of the success of this approach is that, on average, 50% of officers promoted to the rank of Superintendent have successfully gained a master's degree through their own, personal study.

#### **Effective Multi-level Policing Framework**

15. Policing a population of seven million requires the cooperation and coordination of all police formations and a concerted effort of all frontline duties. In Hong Kong, policing starts with strategic planning with the formulation of Controlling Officer's Report (COR), Strategic Action Plan (SAP) and Commissioner's Operational Priorities (COP). These strategic documents are formed out of current concerns and likely future challenges identified through environmental scanning, discussions with major formation commanders, and a vigorous review process. Translating COR, SAP and COP into policing practices, the result is a multi-level policing framework. HKPF operational priorities are implemented in Regions, Districts and Divisions through business plans.

16. This strategy suits Hong Kong

where society as a whole faces the same threats and challenges while local communities have unique policing needs. The strategy balances demands and interests from all communities in overall policing policy while district-specific interests are addressed locally.

### All-Round Police and Security Functions

17. The duties of the HKPF cover a wide spectrum. Unlike other metropolitan cities, where reinforcement is forthcoming from neighboring cities, Hong Kong must provide the full range of crime, public order and internal security services, without any assistance.

18. One result of all-round policing functions is that the HKPF accommodates a broad base of specialist posts and officers are given exposure to different policing responsibilities:

#### a) Safety in Hong Kong Waters

Marine police undertake the full range of coast guard duties, patrol a wide stretch of Hong Kong waters and maintain a big, complex fleet. Many other police forces have a marine policing capability; however, when compared with water police in other jurisdictions, Hong Kong has one of the world's largest and best-equipped marine police structures. The Marine Region works in collaboration with other government agencies in ensuring seaborne safety and security such as anti-smuggling and maritime search and rescue.

#### b) Safety on the Roads

With dense population and limited roads, smooth traffic movement and road safety is a major policy priority of the Administration. The HKPF, in collaboration with the Environment, Transport and Works Bureau and the Transport Department, partakes in traffic policy and strategy formulation and traffic management in the territory. The focus is to educate the public, enforce road traffic legislation, advise on engineering improvements to road infrastructure and monitor sensitive transport issues.

#### c) Boundary Protection

Hong Kong has a 35-kilometre boundary with the Mainland and a 29-square kilometre frontier closed area. Although Hong Kong is part of the People's Republic of China, movements of people between the Mainland and Hong Kong

are still controlled at designated boundary crossing points. Maintaining the Hong Kong side of the boundary against illegal immigration is the responsibility of the police. The problem of illegal immigration has eased since the Mainland resumed the exercise of sovereignty in Hong Kong in 1997. However, Mainland authorities work in collaboration with the HKPF in protecting the boundary fence.

### High Visibility, High Profile Policing

19. The HKPF maintains a strong uniform police presence to meet community demand for police service and to deter crime. Officers on the street also provide a strong basis for community interaction. One of the key strategies on crime prevention is to maintain high visibility of uniform beat police and to conduct high profile intelligence-led operations.

### Robust and Immediate Emergency and Tactical Response

20. The public order role of the Administration under the Basic Law is fundamentally devolved to the HKPF as a principal law enforcement agency. The HKPF has a paramilitary structure and capability in its Police Tactical Unit (PTU) and Emergency Unit (EU). While undertaking crime prevention and emergency incident response in their normal daily operation, PTU and EU can be re-formed into and mobilized as an internal security (IS) structure in face of IS threats.

21. There are also specialized units having responsibility for internal security like the Special Duties Unit (a counter-terrorist unit), the VIP Protection Unit, and the Explosive and Ordnance Disposal Unit. These specialist units are supported by specialist-trained volunteer cadres of officers, like the Police Negotiation Cadre, the Search Cadre and the Disaster Victim Identification Unit, which can be mobilized from different regions during an emergency call-out. These trained cadres discharge their specialist role as a secondary duty and provide an additional and sufficiently large pool of trained supporting resources for deployment in any major incident.

### Community Partnership and Focus

22. The 1967 riots prompted the establishment of the Police Public

Relations Bureau (PPRB), to improve police-public relations. In 1972, the Police Community Relations Office (PCRO) was established and the Neighbourhood Policing Unit Scheme was instituted. The Junior Police Call was also established in the 1970s; initially as a youth crime-busting move, it has evolved into a major youth programme with community support.

23. Partnership with the community is a key local policing strategy in Hong Kong, which has the following main features:

- a) Decentralization of authority and greater autonomy for frontline;
- b) officers;
- c) Partnership with the community on crime and quality of life issues;
- d) Community crime prevention schemes;
- e) High police presence that enhances interaction with the community;
- f) Proactive problem-solving on community related safety and security concerns; and
- g) Systems of local accountability

24. The HKPF's public relations strategy is to gain public understanding and support through reinforcing positive perceptions and countering negative criticisms. While HKPF organizational public relations are handled by PPRB, officers of all ranks are aware of their role and responsibility in establishing good public relations and have received some form of media training.

25. Engaging and partnering with the public goes beyond liaison with District Fight Crime Committees. The HKPF partners with the business community like banks, and airlines to promote community awareness and participation in the fight against crimes. Through Good Citizens Awards, the HKPF recognizes the assistance given by the public in fighting crime. HKPF members also participate in community and voluntary services as an additional contribution to community wellness. Beat officers establish close liaison with shopkeepers and building management offices in their own beats as they undertake ward and watch duties and gather useful intelligence. In rural areas, relationships with the community are even closer as officers maintain daily personal contacts with the residents. Formal contacts with the community are also maintained through designated officers in the Police Community Relations Office. Where a potential problem is the result of



a social phenomenon beyond the scope of the police, the strategy is to move the government for a policy change. In the process, the HKPF enlists the assistance and partakes in the concerted effort of the community and other government departments.

### Professional Ethics

26. Professional ethics not only applies to individual officers but is also a cornerstone of good police service. On the organizational level, the HKPF gives due emphasis to ethics, culture and organizational development. Service quality management is conscious and top-down, and implicit in all aspects of police work. The service quality function has three main responsibilities within its charter: quality assurance, quality assessment and research. These three responsibilities are the pillars for building police ethics, police culture and organizational development. As a quality assurance measure and in building police ethics, the HKPF has an internal disciplinary and complaints investigation mechanism. It also works closely with two external statutory bodies, namely the Independent Commission Against Corruption and the Independent Police Complaints Council. The quality assessment function helps the HKPF to identify and trouble shoot issues that surface from surveys conducted to assess staff, customer and public perception of the HKPF. Individual officers are encouraged to internalize the HKPF values of honesty and integrity, professionalism, fairness, impartiality and compassion in all our dealings, respect for the rights of the members of the public and of the HKPF and effective communication within and outwith the HKPF. The objective is to ensure that HKPF members have the right attitudes and ethics in performing their policing duties.

### The Challenges for Leadership Development

27. All of the preceding paragraphs have illustrated a highly structured mechanism for ensuring the best possible delivery of policing services. However, not all of the successful strategies or new structures adopted resulted from foresight. Many are contingent upon particular crisis caused by environmental factors.

28. It can be argued that the HKPF is facing two such challenging situations in the years ahead, and these may be common to all police services around the world. They are:

- a) A large influx of young officers to replace large numbers of officers retiring (the baby-boomer phenomena) and the consequent need to train these officers to replace the loss of experience; and
- b) The digital disruption of traditional policing.

#### *Increase in number of officers to be trained*

29. The HKPF has two entry-levels: recruitment occurs at the rank of constable and inspector. For leadership development, the number of recruits at inspector rank is a critical lead indicator because apart from foundation training, all officers in the HKPF are required to undergo mandatory leadership development training. This occurs at between three to six years for inspector, upon promotion to chief inspector, upon promotion to superintendent and upon promotion to senior superintendent and above; the Directorate ranks.

30. Large numbers of officers recruited in the early 80s are now retiring at their mandatory retirement age of 55 years. The table below illustrates the increase in the number of officers that the HKPF College must train the coming years and to put more of a perspective on the importance of this training, as experience is lost, consider that within the next four years all officers of the rank of Assistant Commissioner will be replaced and within the next five years, 95% of officers at the rank of Superintendent will be replaced.

Rank	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015
IP	35	31	68	60	86	108	187	186	212	188
CIP	32	25	29	60	86	90	96	102	119	109
SP	14	18	22	31	45	54	56	51	66	65

#### *Digital Revolution*

31. The appearance, since 2007, of video-camera-equipped smartphones, has transformed the power relationship between the police and the public. Up to that time, the police enjoyed the balance of power, illustrated by the philosophy of the Panopticon. The police had the ability to watch the public, to maintain discipline through watch-and-ward. In other jurisdictions this was enhanced by the addition of technology in the form of CCTV. In Hong Kong the police

have extremely limited access to CCTV resources, due to political sensitivity. Today, the smartphone is ubiquitous, and it is now the public watching the police. The power relationship has shifted in a way that is fundamental, in the direction of the individual and the crowdsourced hammer that is social media. The challenge lies also within the police organization, for young officers already possess the habits of the digitally literate, while the older generation sit and ponder the new reality.

32. This requires police leaders, indeed all officers, to adopt new thinking, to adopt new practices and to amend traditional practices. While community relations has been a main pillar of policing for many years, perhaps the new way of policing must reach the individual in more meaningful ways. In addition to this, while policing has concentrated on public spaces, in the future, digital space is likely to be just as important.

### The Training Solution

33. Leadership development is now more important than ever, because as large numbers of senior officers retire, a great deal of experience is lost. The only way to continue to provide leadership development to all officers is to adopt the best modern practices. This includes adopting online elements, as well as work-based learning, all of which can reduce time away from the workplace. It demands a complete re-think of the structure of leadership development.

34. This is not the only challenge. As well as re-structuring leadership development training, the content of leadership training has to be re-considered. For this reason a new format of leadership development training is being introduced at the end of this year.

35. In short, course design will adopt the learning strategies of transformative and action-orientated learning, as well as making use of new technology to better deliver pre-course material.

36. A full description of the

conceptual framework that future leadership development will adopt can be found in the attached Annex B.

34. In addition to learning strategy and structure, course content will recognize the realities of the changing environment.

- END -

*This paper was coordinated by Management Learning Division of the Hong Kong Police College.*

*If you are interested in discussing leadership development for the purpose of research or because you believe you may be able to contribute in some way, you may contact:*

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## **Force Management Structure**

### **Commissioner of Police**

Under Section 4 of the Police Force Ordinance, Chapter 232, the Commissioner of Police is subject to the orders and control of the Chief Executive, charged with the supreme direction and administration of the police force.

### **Senior Directorate Group (SDG)**

The SDG is the Executive body of the Force, and consists of:

- 2 Deputy Commissioners of Police: The Deputy Commissioner of Police (Operations) (DCP OPS), and Deputy Commissioner of Police (Management) (DCP MAN)
- 4 Senior Assistant Commissioners of Police and 1 Civilian Officer of equivalent rank, who are also Programme Directors:
- Director of Operations (D OPS) and Director of Crime and Security (D C&S), who report to DCP OPS
- Director of Personnel and Training (DPT), Director of Management Services (DMS) and the civilian Director of Finance, Administration and Planning (DFAP), who report to DCP MAN

### **Major Formation Commanders**

There are 16 Major Formation Commanders, all of whom either hold the rank of Assistant Commissioner of Police (ACP) or an equivalent civilian rank. Those working in Police Headquarters (PHQ), in command of Policy Wings, are ACP Operations, ACP Support, ACP Crime, ACP Security, ACP Personnel, Director, Hong Kong Police College, ACP Service Quality, ACP Information Systems, Police Civil Secretary and the Financial Controller; the last two are civilian posts. Outwith PHQ are the six Regional Commanders (RC) responsible for local delivery of frontline policing services namely, RC Hong Kong Island, RC Kowloon West, RC Kowloon East, RC New Territories South, RC New Territories North, and RC Marine.

### **Formation Commanders at Chief Superintendent/Superintendent Level**

For community policing purposes, only the Formation Commanders working outwith PHQ and Regional Headquarters are mentioned here. In each Region, officers at Chief Superintendent (CSP) rank command a Police District, the boundaries of which do not always exactly correspond with their local government equivalents in Hong Kong's system of District Administration. These CSPs are known as District Commanders (DCs). A majority of the Force 23 Districts are subdivided into 2 to 3 Divisions, which are commanded by a Divisional Commander (DVC) in the rank of Superintendent (SP). However, Airport District, Lantau District, Rail District, and both Districts in Marine Region are commanded by District Commanders of Senior Superintendent (SSP) rank.



## A Conceptual Framework for Command Courses

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### INTRODUCTION

The HKP College (the College) aims to improve the quality of leadership development training delivered over the three levels of Command Course. At the same time, the College must cope with a significant increase in the number of officers who will participate in Command Courses, now, and in the coming years.

Improvements are necessary, in response to:

- an increasingly challenging external policing environment;
- the internal challenge of loss of experience as large numbers of experienced officers retire; and
- changing attitudes of staff as large numbers of young recruits enter the Force.

This paper presents the challenges faced and the conceptual framework that could underpin a new design of Command Course

that can both improve quality and accommodate the significant increase in the number of officers attending.

This short Concept Paper is presented for discussion and is not intended to replace a full SDG Paper and Command Course Review, which will contain much more detailed analysis.

### PART I THE CHALLENGES

#### A Changing World

The Policing of today is conducted in a rapidly changing environment under the glare of intense public scrutiny as an increasingly educated public rates police performance against their own rising expectations, making use of new communication technologies to wield power in ways unimaginable in the past.

Police leaders of today must possess the ability to build and maintain

the highest levels of public trust and confidence, so that professional policing services continue to be delivered through the use of legitimate power. This cannot be taken for granted in any modern society where the community consists of large numbers of shifting interest groups with sometimes narrow and opposing agendas. Add to this; the stuttering economic environment, the growing complexity of transnational crime, the emerging threats of technology-based crimes and threats to security as well as any number of other rising external challenges and the complexity of policing in the world of now (what is) and the world of the future (what may be), is clear.

### A Changing Workforce

While the external challenges are great, the internal ones are equally as challenging. The Force is entering a period of unprecedented numbers of experienced officers retiring. This makes leadership development, whether while under training or in the workplace, more critical than ever before. The challenge to the College is to provide the highest quality leadership development training possible, to a very large and growing

number of officers (see Fig 1).

The situation is exacerbated because over the past few years commitments to events such as the HKMC and the Olympics restricted the number of officers that attended Command Courses. Therefore, there is a large pool of officers waiting to be trained, in addition to the increases in recruitment and promotion.

It is not only the intake and promotion of relatively large numbers of officers and their subsequent ability to perform as effective leaders in their rank that is at issue. The whole workforce is undergoing a rapid change as large numbers of recruits replace large numbers of retirees at all ranks. This brings generational issues of beliefs, attitudes and aspirations that must be understood and managed.

### The International Challenge

The attractiveness of Command Courses to overseas law enforcement agencies is one measure of the stature of the HKP in the international police community. The HKP Senior Command Course has attracted officers from the following agencies

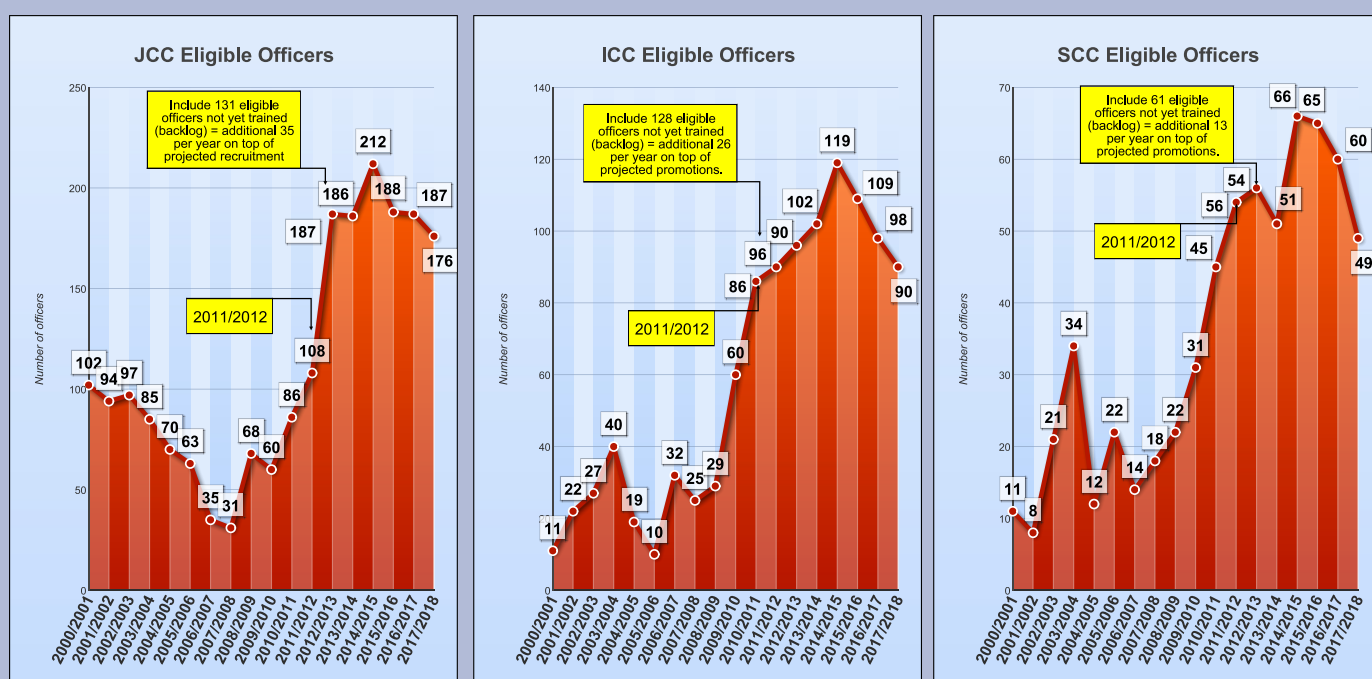
on a regular basis:

- Australian Federal Police
- Metropolitan Police Service
- Singapore Police Service
- Netherlands Police
- South Australian Police

The inclusion of officers from overseas not only adds to the diversity of learning experience within Command Courses, it assists in the development of networks of officers across boundaries. The College aims to increase the number of overseas agencies and officers that it attracts, so that all Senior Command Courses has overseas participation and so that ICC and JCC participants can also benefit from exposure to the diversity that overseas participants bring.

However, with the world economy adversely affecting the budgets of many agencies, there is evidence that in the short-term, it will be difficult to maintain the current participation. In order to increase the attractiveness of Command Courses to overseas agencies, the learning experience provided must be of the highest quality. This proposal aims to lay out the conceptual framework of just such a world-class leadership development training experience.

Fig 1 - Projected Officers Eligible for Command Courses





## PART II CONCEPTUAL FRAMEWORK

Effective leadership development training must be based upon sound learning theory and must be delivered in ways that lead to impact upon the individual, the organization and on the community. Only then will it prove its value, and be seen as worthy among the leadership development training offered by other leading law enforcement agencies.

For many years the College has been moving away from a curriculum-centred approach, toward a more problem-based approach. This is supported in the literature as a more effective way for adults to learn (Fig 2).

### Learning Theories

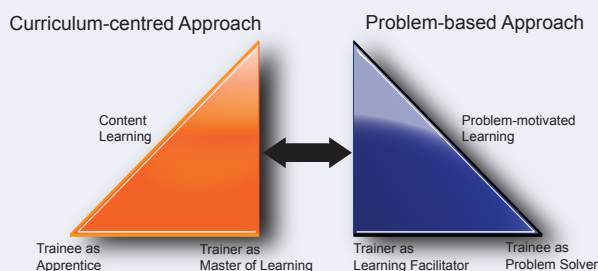
There are many adult-learning theories that seek to explain how adults learn and what is most effective, in what circumstance. For the sake of brevity, only the main learning theories applicable to Command Courses are presented.

### Transformative Learning

In a rapidly changing world, leaders must be able to distinguish between those traditional ways of doing things that remain valid and those that need to be rethought and replaced. Research has shown that when Transformative Learning takes place, different (and more) individual, interpersonal and organizational outcomes occur<sup>1</sup>.

Transformative learning involves questioning assumptions, as well as un-learning habits, behaviours, and beliefs that are either outdated or no longer useful. Hence, Command Courses must provide participants with the ability to question exiting beliefs and equip them with the skills necessary to seek the evidence necessary to confirm or otherwise the validity of assumptions. Leaders must become part of the solution and not part of the problem.

Fig 2 Problem-based Approach<sup>2</sup>



*“One aspect of human development is the uncritical assimilation of ideas, norms, beliefs, and values through interaction with family, peers and society. These combine and create filters through which we perceive the world and make meaning. In many ways, these filters are very valuable, allowing a person to take in and respond to new information and stimuli with relative ease by connecting it to familiar ideas and concepts. This tendency to see the new through a lens of old, however, makes it difficult to solve problems in new ways or to see an issue from a different point of view. Transformative learning involves questioning assumptions, as well as unlearning habits, behaviours, and beliefs that are either outdated or no longer useful.”<sup>1</sup>*

learning ensures that the individual is fully aware of their own accountability for their actions and from this sense of awareness, individuals improve their self-management skills as well as professional skills.

## PART III COURSE DESIGN

The significant increase in the number of officers who must attend Command Courses, and the need to improve quality, is a considerable challenge. In the five years from 2012, three times as many IP and almost two times as many CIP and SP need to pass through Command Courses as did in the five years up to 2012.

There is every likelihood that the number of Command Courses, and the number of participants in each course, must be increased to meet the training demand. There is a real need to look for innovative solutions to this problem as the existing resources; 1 SP and 1 CIP cannot simply increase the number of courses and participants, without limit. Innovative thinking is required and the design of each Command Course must be considered.

Learning theory, including evidence found in police training literature<sup>6</sup>, highlights the effectiveness of a blended mix of:

- education
- time for real work-based learning; and
- pre-course content delivery.

To achieve such a training design, it is proposed that the

### Action Learning

Action Learning is effective because the problems participants discuss are the problems they face in the real world<sup>3</sup>. As participants apply their learning in the workplace<sup>4</sup>, critical thinking skills are married to problem-solving and communications skills which assists in the transfer of learning into the workplace beyond the confines of a teaching environment.

### Action Research

Action Research, first presented as a learning theory (and theory of social change) has grown in popularity as a way of contributing to ongoing professional development. This theory emphasizes self-reflection and self-evaluation<sup>5</sup> during and after problem-solving episodes. This style of

classroom phase for each level of Command Course be shortened to two, rather than three weeks. Each Command Course would then consist of a four-week pre-classroom phase, a two-week classroom phase and a twelve-week workplace research project phase (Fig 3). Although this means a reduction in classroom contact time, the overall course would now facilitate learning in the workplace as participants learn from doing (Fig 4).

### Pre-Course Phase E-Platform

As long ago as 2006, Command Course reviews have been recommending the use of e-learning as a means of delivering training material. With the recent acquisition of an organizational e-platform (Confluence), it is now possible to do so.

A combination of workplace relevant readings from online journals available on officers' work terminals, open-source material and videos in storytelling style<sup>7</sup> will be used to prepare participants for the classroom phase of Command Courses. These will focus on relevant and current policing challenges and by being relevant address, at least in-part, the need to motivate participants pre-classroom<sup>8</sup>.

Readings and material will also be designed to encourage participants to reconsider their existing cognitive schemata; an important factor in the effectiveness of leadership training.

### Classroom Phase Content

The content of any leadership development experience must assist officers to make a difference on an individual, organizational and community level<sup>9</sup>. The following training modules (example given at Fig 5) are proposed to ensure that leadership is discussed within the context of current and future

Fig 3 Command Course Design

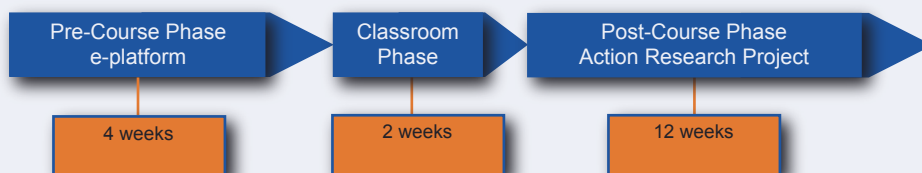
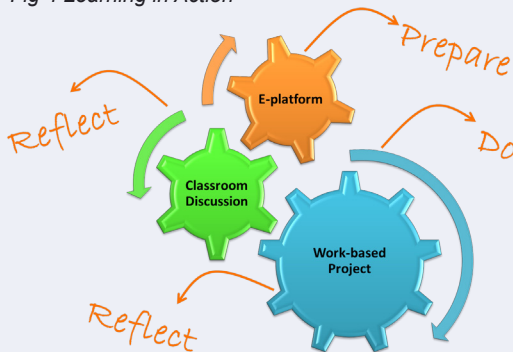


Fig 4 Learning in Action



challenges and to equip leaders with the skills necessary to devise and deliver effective strategies in response to the challenges. In essence, while content must be appropriate to each level of Command Course, the aim is to substantially contribute to the development of all participants as well as the ability to "Think police, plan for opposition and implement effectively."

The three modules will be titled:

- Leadership/Self
- The Context of Policing
- Organizational Effectiveness

The focus of each level of Command Course will differ substantially and provide a continuum as officers' progress through each level of Command Course upon promotion.

Designing the particular module content is likely to involve a great deal of discussion and the College recognises that many different stakeholders will hold different views about what is worthy for inclusion. At this concept stage, only the following broad content focus is proposed:

- JCC : Broad introduction to all three modules with an emphasis on operational issues.
- ICC : Refresher on three modules with focus on staff issues including motivation, teambuilding and translating organisational strategies into practical, and effective, activities.
- SCC : Refresher on three modules with focus on creating public value through the strategic planning and implementation process.

The College will purchase a wireless Audience Response System (ARS) to both reinforce the learning of participants and to use the Command Course as a living laboratory; generating valuable insight and knowledge about generations of leadership trainees.

An ARS can be used for:

- quizzes, to test learning;

Fig 5 Training Modules



- anonymous polling (more effective than show-of-hands)
- establishing pre and post-training attitudes of participants toward subjects;
- replacing existing labour-intensive training evaluation process.

### Post-classroom Work-based Action Research

Adult Learning theories emphasize the importance of learning in the workplace. Indeed, lack of reinforcement on-the-job when training is delivered in a classroom environment is a common barrier to the transfer of learning<sup>10</sup>. Hence, the College aims to facilitate learning by implementing Action Learning and Action Research theories in the workplace. For this reason, it is proposed that Command Courses include a work-based research project to follow the classroom phase.

Participants will negotiate and explore issues of importance and relevance to them in their workplace and before the end of the classroom phase, will agree a work-based project description with the Course Director.

Participants will then undertake the steps of research – planning – action – evaluation, with the assistance and input from their own

officers (team-based) and produce a 2,000 – 3,000 word journal article describing the research and the findings. Since it is an action-based research project, the aim is to implement an improvement measure in addition to prior and post evaluation of the problem. Some examples of possible research subject are at Fig 6. Many of these are supported by existing literature which could be used to guide officers through their own projects.

Another aspect of post-classroom work-based research is that it will be conducted with an element of peer support as classes will participate in online peer group discussions, facilitated by the Course Director, using the new enterprise software; Confluence.

### PART IV MOTIVATION

Unlike many Leadership Development courses offered by other law enforcement agencies, attendance at Command Courses is mandatory. Officers are not selected for attendance. Equally, it has not been the remit of Command Courses, in recent years, to be used as an assessment center (officers are already promoted). Yet, with the organizational need to identify talent<sup>11</sup>, the College has been asked

to consider ways that training courses could fulfill this role.

One of the main benefits of the present style of un-assessed Command Course is that it provides an excellent learning environment for open discussion, and this is just the type of environment necessary to allow officers to question assumptions and unlearn traditional ways of doing things where they recognize there is a need to do so. However, it is also true that if Command Courses somehow facilitate leadership development, then there should be some evidence of this, in the place that matters most: the workplace.

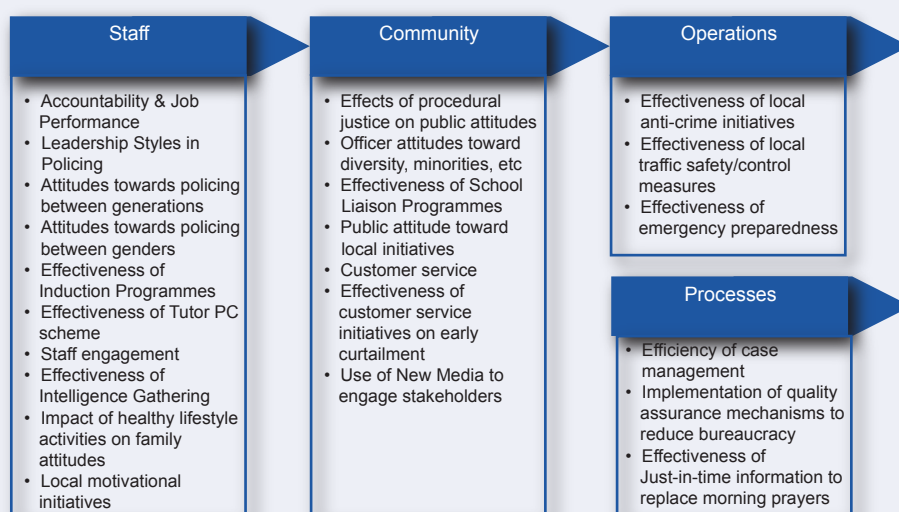
It is logical then to look to the quality of work conducted post-classroom phase as an indicator of talent and of learning. How an officer, and his team, questions an issue in the workplace, researches, plans, implements and evaluates, and how an officer then assesses his own learning from this short project, would be more indicative of leadership development and motivation than any classroom-based method. Such a work-based project would present the officer with the opportunity to achieve meaning in his/her work, to improve competence, to exercise self-determination and to experience impact<sup>12</sup>.

Finally, the assessment of talent would be performed by an officer's peers and not by some perceived remote college-based academic (or part-time pretender). Each article would be published in a HKP College Learning in Action Magazine (one course: one magazine). This would serve as peer-group motivation. An online survey of class participants could be conducted to rate the best article for presentation as the cover article.

The Police College Board of Studies<sup>13</sup> could assess the very best single article from among all of the cover articles for an annual award, such as an overseas study visit. This would be organizational recognition.

Such a magazine would also serve the purpose of promoting Knowledge

Fig 6 Possible Research Subjects





Management and Research within the Force and would likely be considered as evidence of excellence by overseas LEA's, and hence make Command Courses a more attractive proposition for training.

## EVALUATION

The College has a well established Quality Management System and this will form the basis of Command Course evaluation, together with the processes in place under the recently received ISO 9001:2008 quality accreditation.

In addition, any Pilot Study will undergo specific evaluation measures.

## CONCLUSION

Learning development is a broad field and even this very brief concept paper has run to six pages. In practice there are a large number of factors to be considered and clear differences between each level of Command Course needs to be designed.

However, faced with the present and future challenges, direction is needed to radically re-think the design and delivery of Command Courses. Without doubt, change will not be easy and this is not the kind of project that could be negotiated within a year. With direction however, the framework could be piloted within this year and a large percentage of the two-week classroom phase for each level of Command Course could be designed and constructed before the end of 2011.

If the concepts presented within this paper are found to be worth pursuing, permission is sought to present a plan in an SDG format, supported by a comprehensive review paper of the current effectiveness and sustainability of Command Courses.

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