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Master of Arts in Global Education Cooperation

**Fellowship Program of Korean Police
for Police Capacity Building**

**: Focusing on the case of Center for International
Police Training and Research**

경찰역량강화를 위한 한국경찰의 연수사업
: 국제경찰교육훈련연구센터의 사례를 중심으로

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**Fellowship Program of Korean Police
for Police Capacity Building
: Focusing on the case of Center for International
Police Training and Research**

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ABSTRACT

This study aims to understand the experience of Korea's fellowship programs of Center for International Police Training and Research and to draw implications for police capacity building from its experience. For this case study, qualitative content analysis of policy documents and interviews based on the training process are used. Specifically, this study explores how the fellowship programs of Center for International Police Training and Research operate, identifies its problems, and explores factors that influence the problems.

This study finds that the identified problems of the fellowship programs of Center for International Police Training and Research are influenced by three different factors: Capacity building, Police Work, and Education and Training. First, a lack of understanding on the concept and inconsistency between the components have affected the procedure. Second, the significant differences between the field of police works affect to organize the programs, and the providers could take advantage of occupational characteristics of police. Third, considering the difference between education and training, diverse interpretations on the educational aspect of the fellowship program are founded. There was a limited role of the providers as a training institution.

In conclusion, when the problems arise, the context of fellowship program should be considered where the different factors are compounded in a broader perspective. The study does not attempt to suggest a specific solution for each problem, but to mention a variety of categories that can be

referred to while finding a solution.

**Keyword : Capacity Building, Police Capacity Building, Fellowship Program,
Police Education and Training, International Development Cooperation
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TABLE OF CONTENTS

CHAPTER 1. INTRODUCTION.....	1
1.1. Background of the Study.....	1
1.2. Purpose of the Study	4
1.3. Significance of the Study	7
1.4. Research Questions	9
CHAPTER 2. LITERATURE REVIEW.....	10
2.1. Capacity and Capacity Building	10
2.2. Police Capacity Building.....	15
2.3. Fellowship Program of Korean Police.....	18
2.4. Fellowship Program for Capacity Building in Korea.....	22
2.5. Foreign Cases of Police Capacity Building.....	25
CHAPTER 3. RESEARCH METHODOLOGY	30
3.1. Data Setting.....	30
3.2. Data Collection	34
3.3. Data Analysis.....	37
3.4. Analytical Framework	39
CHAPTER 4. FINDINGS.....	41
4.1. Process of Fellowship Program of Korean Police.....	41
4.2. Needs Identification and Analysis	44
4.2.1. Process of Needs Identification and Analysis	44
4.2.2. Contents of Needs Identification and Analysis	46
4.3. Design and Development	47
4.3.1. Objectives of Fellowship Program.....	47
4.3.2. Types of Fellowship Program.....	49
4.3.3. Contents of Fellowship Program.....	51

4.3.4. Training Methods of Fellowship Program	59
4.4. Planning and Delivery	62
4.4.1. Selection of Training Participants	62
4.4.2. Planning of Instructors	64
4.5. Evaluation	66
4.5.1. Program Evaluation System	66
4.5.2. Action Plan	69
4.6. Maintenance and Ex-post Management	72
4.6.1. Plan and Implementation for Ex-Post Management	72
CHAPTER 5. DISCUSSION	74
5.1. Capacity Building	74
5.1.1. Understanding of Capacity Building.....	74
5.1.2. Relationship between Objectives, Contents and Outcomes .	76
5.2. Police Work	79
5.2.1. Differences between Each Field.....	79
5.2.2. Occupational Characteristics of Police	82
5.3. Education and Training	84
5.3.1. Interpretations on the Educational Aspect	84
5.3.2. Role of Training Institution.....	87
CHAPTER 6. CONCLUSION	90
REFERENCE.....	93
Appendix 1. Consent Form for Research Participants	97
Appendix 2. Semi-Structured Interview Questions.....	100
Abstract in Korean (국문초록).....	103

LIST OF TABLES

Table 1: Police Capacities.....	17
Table 2: List of the Fellowship Programs of CIPTR	31
Table 3: List of the Documents.....	32
Table 4: List of the Interview Participants.....	34
Table 5: List of the Analytical Categories	35
Table 6: Training Process Recommended by INTERPOL	38
Table 7: Process of ODA Program.....	41
Table 8: Process of Fellowship Program	42
Table 9: Process of Fellowship Program following INTERPOL Guideline	43
Table 10: Contents of Fellowship Program	53

CHAPTER 1. INTRODUCTION

1.1. Background of the Study

New Role of International Police in Development Cooperation

As the field of development cooperation became broader, police organizations have recognized their new responsibility as international police. After September 11 attacks in 2001, the importance of security in development emerged for establishing national and international peace. Picciotto (2005) extended the concept of security which includes both national security and human security - such as health, education, and social safety nets. In 2016, United Nations (UN) announced new agenda 'Sustainable Development Goals (SDGs)' which set the 16th goal as promoting peace and justice and building accountable institutions. The security of society should be achieved through global efforts including police operation.

To achieve the ultimate goal of strengthening security, international police have developed appropriate ways to solve the problems beyond traditional peacekeeping activities. The UN Police Magazine mentioned that police reform which improves security structure in developing countries must include broad rebuilding – redesigning police structures, vetting and training future police leaders, and imparting special skills. Therefore, UN police must change from their traditional role as observers and monitors in

peacekeeping operations to building capacity and skills among local forces, so that they are able to engage more effectively with the community (United Nations, 2006). Goldsmith and Sheptycki (2007) proposed ‘crafting transnational policing’ as the diffusion of ideas about proper policing as to the advocacy and adoption of specific institutional forms and policing practices, which can be achieved by capacity-building and global policing reform. In terms of new ‘capacity-building’ mission, international police have struggled to improve the standard of quality over quantity.

Current Status of Korean Police in Development Cooperation

With regard to the high level of security in Korea¹, Korean police has attained international reputation while achieving remarkable progress based on the knowledge and techniques. Thereby, there are globally increasing demands for Korean police to transfer its strategy to the developing countries where the competitiveness of Korean police is being highly recognized. In this context, Korean police has cooperated with the Korea International Cooperation Agency (KOICA), which was established to provide grant aid programs of Korean government in 1991, for governance sector development. KOICA devised the mid-term strategy 2016-2020, and the third strategic objective for governance sector is to enhance inclusiveness within the legal/institutional system. In order to attain the promotion of peace and the realization of a safe society, police organizations

¹ According to the statistics of NUMBEO, Korea was selected as the safest country among the 118 countries in 2016 on the basis of the safety index.
(https://www.numbeo.com/crime/rankings_by_country.jsp?title=2016)

are targeted to reinforce public safety capacity.

In 2015, Korean National Police Agency (KNPA) launched the 'K-Police Wave' which was borrowed from the term 'K-Wave'. K-Police Wave indicates the policy to transmit the policing contents including tactics, knowledge, technology, and equipment of Korean police to construct the networks for international police cooperation. The functions were divided into two centers; technical assistances by 'K-Police Wave Center' in KNPA and capacity building projects by 'Center for International Police Training and Research (CIPTR)' in Korean National Police University (KNPU).

Korean police divided the departments since the needs of professional operation for education and training came up after one year of K-Police Wave projects. K-Police Wave Center in KNPA has undertaken the development cooperation projects with comprehensive ways including various types of contents - such as equipment installation of CCTV system and automatic vehicle recognition system, transmission of the skills operating advanced technology, invitational training and dispatch of experts. The projects have been evaluated by the decrease of crime rate as a specific index. By comparison, CIPTR in KNPU has focused on education and training programs in the form of fellowship program. There have been 1,139 foreign police officers from 69 countries around the world until 2016, and the programs deal with the overall police work - such as forensic science investigation, cybercrime investigation, crime prevention and criminal justice, police administration, law and order, and traffic police capacity building. Recently the title of its projects has included new term 'capacity development' to encompass all types of education and training programs.

However, there have been a lack of studies on the implementation of development cooperation programs of Korean police. In particular, after opening CIPTR which is responsible for education and training in 2016, it is necessary to identify whether the fellowship programs have been properly conducted to serve the purpose of its establishment. Fellowship program includes various dimensions such as development cooperation, police capacity building, education, and training. Nonetheless, in-depth analysis is insufficient to find out how it has been proceeding beyond the explanations in the documents.

1.2. Purpose of the Study

The purpose of the study is to understand the experience of Korea's fellowship programs which have been conducted by 'Center for International Police Training and Research (CIPTR)' and to draw implications for police capacity building from its experience. This case study was conducted by qualitative content analysis of policy documents and interviews.

During the last 10 years, Korean police has tried various attempts in the field of international development cooperation. In accordance with the paradigm change in the field of development cooperation, the purpose of the projects should be identified to suggest detailed strategies. In fact, international police education and training programs in Korea have been conducted with mixed use of concepts including human resource development (HRD), capacity building, and capacity development. After the

establishment of ‘Center for International Police Training and Research (CIPTR)’ which set a goal of capacity building, it is needed to set an obvious theoretical background to maintain consistency of the program. In addition, an in-depth analysis will suggest the standards for staffs to decide how to conduct fellowship program appropriately. Nonetheless, there are a lack of external academic studies and the feedbacks about the program.

International police fellowship programs for education and training have operated in the distinctive context. In terms of international development cooperation aiming at ‘capacity building’², the specific type of occupation ‘police’ has to organize ‘vocational training’ regarding the aspect of ‘education’ (Figure 1). According to the policy paper which highlighted the responsibility of the international police,³ United Nations (2014) mentioned capacity building to assist police service in an enabling environment, while emphasizing the fundamental principle for respecting human rights. As the importance of sustainability has been increased in the field of international development cooperation, it regarded training as a key instrument of developing sustainable police and other law enforcement agencies. Furthermore, education and training for the police in the developing countries with adequate methodologies and technologies can include various contents: such as anti-corruption and integrity, managerial

² There are many different arguments which use the term ‘capacity building’, ‘capacity development’, or both of them. Although United Nations (2014) mentioned capacity building and development together, in the context of Korean police, the term ‘capacity building’ is regarded as an appropriate term to describe its activities. Therefore, this study will adopt the term ‘capacity building’ and more explanations will be in Chapter 2.

³ It is needed to understand the different meaning between the capacity building that at international police has proceed for peacekeeping missions and that Korean police has conducted as a part of ODA projects. The author will refer to the explanations which can be generally accepted from the former concept and more explanations will be in Chapter 2.

and problem-solving skills, prevention and investigation of gender-related crime, community-oriented policing, criminal intelligence and investigation, operational policing skills, etc.

[Figure 1] Context of International Police Fellowship Program



The study will proceed focusing on all aspects which international police fellowship program is comprised of. For clear understanding, there is an added explanation on education and training related to their different meanings. The Manpower Services Commission defined education and training as follows (as cited in Masadeh, 2012):

‘Education: Activities which aim at developing the knowledge, skills, moral values and understanding required in all aspects of life rather than knowledge and skill relating to only a limited field of activity.’ (1981: 17)

‘Training: A planned process to modify attitude, knowledge or skill behaviour through a learning experience to achieve effective performance in any activity or range of activities. Its purpose, in the work situation, is to develop the abilities of the individual and to satisfy current and future manpower needs of the organisation’ (1981: 62)

Development can encompass a wide range of activities, including coaching and more formal educational commitments and experiences, and is generally used to encompass a wider scope than ‘learning’ or ‘training’ (Masadeh, 2012). Therefore, fellowship program aiming at development includes the functions as both education and training which will be covered together in this study. In other words, police fellowship programs pursue the development of the knowledge, skills, values, and understanding for the aspects of the overall life and the specific vocational field.

The study used qualitative content analysis method to figure out how the official report and internal documents define the fellowship program, written by ‘Center for International Police Training and Research (CIPTR)’ and KOICA. In addition, the practice of these papers will be described through the interview. It will be based on international standards to confirm whether Korean police has been satisfied with the factors being discussed globally. Furthermore, the unique characteristics of Korean police which consists of the context will be presented. According to the comprehensive analysis of data, following discussion and recommendation will be suggested.

1.3. Significance of the Study

The study aims to overcome the limitation of difficulty in understanding the contents of fellowship program by simply checking the released documents. Additional research on the basis of interview is needed. The analysis on interview signifies to discover the context of the fellowship

program through the reconstruction of the interview, rather than to interpret it literally. The study will examine the theoretical background of the fellowship program and clearly identify what is needed in practice.

The study acquires significance for the first academic thesis on fellowship program conducted by Korean police. Shin (2017) argued that there is no specific data on how much achievements the effects of the sympathy and sharing of people in the recipient country can cause when the security culture or policing system of Korea is applied. Quantitative statistics and research that help judge this are also very insufficient. In other words, it may be premature to mention the rational outcome of the investment without enough analysis on the efficacy of the introduction of Korean policies. The previous studies mainly presented the analysis from the administrative aspect of the K-Police Wave projects conducted by the KNPA. There have been no studies about fellowship program which focused on the purpose of capacity building/development and the role of police education and training. Moreover, besides the analysis using qualitative data based on the performance achievements of the K-Police Wave projects, qualitative analysis has not been proceeded from the perspective of the providers who are in charge of the fellowship program.

It will lead to future research about each project by means of qualitative approaches to specify actual practice. Additionally, from the perspective of capacity building, the outcomes and the problems of the fellowship program would be revealed connected with further development plan. The study will be referred for police to proceed other type of capacity building program, or for other organizations to conduct similar type of fellowship program for

capacity building.

1.4. Research Questions

The purpose of the study is to understand the context of fellowship program conducted by CIPTR. For this purpose, the research is designed to analyze the documents and interviews with the method of qualitative content analysis. First of all, through literature review, international discussions on police capacity building will be covered to provide the analytical framework based on the training process. Secondly, it will be described how the fellowship program operates through the analysis on document and interview. Particularly, the process to understand fellowship program will be focused on the problems revealed through the interview. In conclusion, the discussions will be presented to figure out why the problems occurred and how the context of fellowship program is constructed.

The research questions of this study are raised as follows:

- (1) How do fellowship programs of Center for International Police Training and Research operate?
- (2) What are the problems of the fellowship programs of Center for International Police Training and Research? Why did the problems occur, and what factors influence the identified problems?
- (3) What implications can be drawn for police capacity building from the case of the fellowship programs of Korean police?

CHAPTER 2. LITERATURE REVIEW

2.1. Capacity and Capacity Building

To understand the concept of capacity and capacity building, it is needed to cover the history of international development. The global society faced the economic crisis during the 1970s and 1980s, such as the oil shock in 1973 and the Mexico Debt crisis in 1982, thereby spreading the flow of neo-liberalism in low-income countries. In the field of international development, new policy was settled which is known as the Washington Consensus (Williamson, 2000). The consensus included 10 economic policies: Fiscal discipline, New public spending priorities, Tax reform, Financial liberalization, Competitive exchange rate, Trade liberalization, Increased foreign direct investment, Privatization, Deregulation of economy, and Legal security for property.

Contrary to the expectations of leading countries, the neo-liberalism policies worsened the problems of developing countries in the 1990s. The debts of low-income countries rose, the level of poverty and inequality became more severe, and social structures for protecting human rights were overlooked. Especially, Structural Adjustment Policies (SAPs) were undermining the capacity of low-income countries to ensure stability and social cohesion and provide for the most vulnerable sections of society (Robertson et al, 2007: 55). This approach centered on donor countries impeded sustainable development by worsening independence of recipient

countries. Therefore, during the period of the Post-Washington Consensus from 1990 to 2005, the role of the state and society and their capacity were emphasized. The main objects were related to the social capital, trust, participation and partnership, and social cohesion within the recipient countries.

In this context, the concept of capacity and capacity building was increasingly regarded as important especially related to education and training. Since there have been various interpretations, it is difficult to provide a clear definition of capacity and capacity building. Morgan (1998) defined capacity as “the organizational and technical abilities, relationships and values that enable countries, organizations, groups, and individuals at any level of society to carry out functions and achieve their development objectives over time”. It refers not only to skills and knowledge but also relationships, values and attitudes, and many others. World Bank (1998) defined capacity as “the combination of people, institutions and practices that permits countries reach their development goals”. OECD (2006) defined capacity as “the ability of people, organizations, and society as a whole to manage their affairs successfully”. UNDP (2007) defined capacity as “the ability of individuals, institutions and societies to perform functions, solve problems and set and achieve objectives in a sustainable manner”. To sum up, the concept of capacity means the comprehensive ability to organically develop individuals, institutions and society.

For clear understanding, the distinction with the term ‘competence’ has to be provided which is used mixed with the term ‘capacity’. Vincent described the way to differentiate between the two concepts as follows

(2008: 1):

Competence is the quality or state of being functionally adequate or having sufficient knowledge, strength and skill. Competence is another word for an individual's knowhow or skill. When we are asking whether we have the right competencies aren't we really asking, "Who knows how?" and "How well do they know?"

Capacity is the power to hold, receive or accommodate. Capacity is really about "amount" or "volume". The relevant question related to capacity is "Do we have enough?" and the related question, "How much is needed?"

The key point here is the limit of competence compared to capacity. When an individual acquired competence, it can be admitted that he or she successfully has the appropriate knowledge and skill. If the evaluation is conducted for achievement of competence, the answer can be 'yes' or 'no'. However, because capacity is a matter of amount, even if an individual already acquired the proper competence, it can be suggested that he or she needs to be more improved for performing better activities. Therefore, the answer for evaluation can be 'not enough'. It provides important implication for the fellowship program to include the possibility of learning further.

Most studies in Korea related to the police work focused on competence.⁴ The policy research, which was conducted to suggest the customized education and training program suited to Korean police in 2014, attempted to develop a standard police competency model for police officers. It summarizes the sub-tasks of police in the fields of public safety, investigation, traffic, etc., and describes the behavioral indicators that are appropriate for such tasks. As described above, it reflects the fact that competence is limited to knowledge, strength and skill. In other words,

⁴ In Korean, competence and capacity are translated into the same word 'Yeok-Ryong'. Therefore, there has been confusion about using two terms.

capacity as a broader concept should be applied to the fellowship program, not competence.⁵

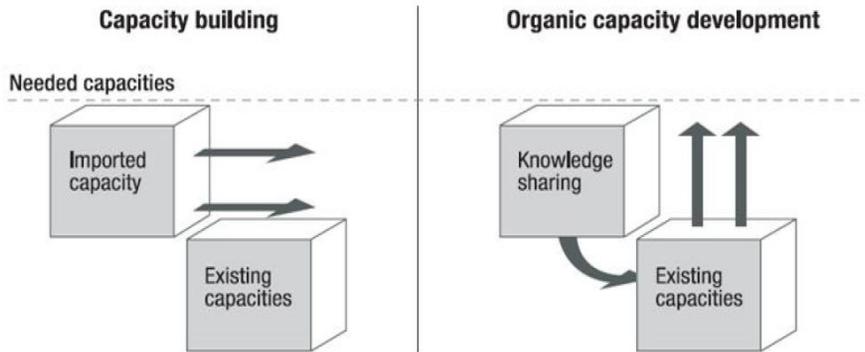
Furthermore, there have been a lot of discussions that describe the concept of capacity building. Morgan and Qualman (1996) defined capacity building as “the ability of individuals, groups, institutions and organizations to identify and solve development problems over time”. UNICEF Namibia (1996) defined capacity building as “any support that strengthens an institution’s ability to effectively and efficiently design, implement and evaluate development activities according to its mission”. CIDA (1996) defined capacity building as “a process by which individuals, groups, institutions, organizations and societies enhance their abilities to identify and meet development challenges in a sustainable manner.” World Bank (1998) defined capacity building as “an investment in human capital, institutions and practices” (as cited in Lusthaus et al, 1999). Based on the prior discussions, the scope of capacity building has been specified depending on the characteristics and purpose of each organization.

In comparison, there is an additional term ‘capacity development’. Both perspectives emphasize the value of capacity but have a different structure. Lopes and Theisoohn (2003) proposed the comparison between capacity building and capacity development. To build on existing capacities is more effective way rather than to create new ones, since each generation and society learn from earlier ones. Therefore, capacity development is an endogenous course of action to begin with existing capacities and assets. It is emphasized to work with agents of change within society and government,

⁵ The information is provided by the Policy Research Information Service and Management (PRISM), available at <http://www.prism.go.kr>

while cultivating and protecting existing social capital (Figure 2).

[Figure 2] The Concept of Capacity Building and Organic Capacity Development (Lopes and Theisoeh, 2003: 10)



On the basis of this explanation, even though Korean police is promoting the projects for capacity building and capacity development together, the policy document and the contents of the training program do not follow the form of capacity development. Therefore, this study will focus on the term ‘capacity building’. In addition, rather than adopting a single concept of capacity and capacity building from the discussions, this study will consider it as a comprehensive concept that includes the descriptions commonly proposed by various organizations. In other words, since the way in which capacity and capacity building is defined continuously changes, the core elements will be applied considering the context of Korean police.

Global society has attempted to improve the capacity of developing countries. However, Fukuda Parr et al (2002) pointed out that there have been positive micro-improvements, but not the kind of macro-impacts that

build and sustain national capacity for development. Donors have tried to send equipment and dispatch experts as a technical cooperation, nonetheless the problems are raised that it undermines local capacity, choose high-profile activities, and ignore local wishes. Therefore, it is needed to critically analyze the reality of capacity building programs.

2.2. Police Capacity Building

The latest discussion on police capacity has been led by the UN police as a representative of the international police. The United Nations (UN), which was founded in 1945 after World War, has undertaken an important duty for international peace and security since it carried out the deployment of the first UN field mission in 1948. Specifically, in the field of police services, qualified police officers have been selected and dispatched to the post-conflict situation and fragile environment in developing countries under the name of UNPOL.

In this regard, it is important to recognize the different meaning of capacity building for the purpose of Peace-Keeping Operations (PKO) compared to the case of Korean police. Peacekeeping activities indicate the political missions to intervene from the outside to resolve the conflicts for the post-conflict countries and other crisis situations, focusing on the type of military services, so that the target country is called 'host state'. Capacity building is one of the key elements of police peacekeeping operation. In comparison, on the basis of the international exchange and sharing, Korean police has tried to cover a variety of high-level capacities that police can

perform, such as building a civil society and spreading the rule of law. Therefore, the target country for its program is called 'recipient country'.

In other words, the capacity building programs of UN police belong in a different category, but there are universal explanations which can be adopted. For example, UNPOL (2014) mentioned that capacity building comprises efforts to strengthen the aptitudes, resources, relationships and facilitating conditions necessary to act effectively to achieve an intended purpose, which targets individuals, institutions and the environment in which they operate. In particular, this study will refer to the definition of police capacity.

The significance of police capacity building has been increased since almost all new peacekeeping mission mandates have included it from 2003. Along with the change of the concept of capacity building in the field of international development cooperation, the police capacity has to be redefined considering the special environment of police services. Therefore, in 2015, UN provided guidelines on the definitions and principles of police capacity building. The guideline follows the concept of police capacities suggested by the Toolkit on Police Integrity of the Geneva Centre for the Democratic Control of Armed Forces (DCAF). Potter and Brough (2004) referred to nine component elements of capacity building and the elements were adapted into the policing context to define police capacity. The detailed list of police capacities to be assessed includes nine elements of systemic police capacity building: Performance capacity, Personal capacity, Workload capacity, Supervisory capacity, Facility capacity, Support Services capacity, Systems capacity, Structural capacity, and Role capacity (Table 1).

[Table 1] Police Capacities (United Nations, 2015: 40)⁶

Police Capacities

1. **Performance capacity:** Tools, money, equipment, consumables available to do the job. E.g. vehicles, firearms, personal protective equipment.

 2. **Personal capacity:** Making the staff sufficiently knowledgeable, well trained, skilled and confident to do the job. E.g. staff members have knowledge of the latest legislation

 3. **Workload capacity:** Ensuring there are enough staff with broad skills to cope with the workload. E.g. Specialist staff are available '24/7' to deal with all types of emergencies.

 4. **Supervisory capacity:** Ensuring that there are effective monitoring and reporting systems in place. E.g. Staff members know who to refer to when they have a problem.

 5. **Facility capacity:** Ensuring that there are facilities to carry out the policing function effectively. E.g. there are enough police stations or alternative facilities within a reasonable distance for effective policing and community liaison.

 6. **Support Services capacity:** Ensuring that there is effective back-up for front line services. E.g. Personnel / support functions, training, forensic examination services.

 7. **Systems capacity:** Ensuring that there is effective information management, ICT and timely information flows, consistency of data among various institutions dealing with personnel, adequate finance and financial management information systems, including among donors providing support to police.

 8. **Structural capacity:** Ensuring that the organisation hierarchy is the optimal model: as few layers of management as possible and devolved decision making. The Headquarters function should be to support and facilitate the operational arm - not the other way round.

 9. **Role capacity:** Ensuring that individuals, teams and departments have been 'empowered' to operate effectively within the overall organisational strategy with devolved budgets and decision making to obtain optimum performance.
-

⁶ UN Guideline set the detailed list of police capacities according to nine component elements of systemic capacity building (DCAF, 2012: 250) which is adapted by the author of DCAF into the policing context from Potter and Brough (2004: 340)

2.3. Fellowship Program of Korean Police

In the early phase of its participation in international development projects, Korean police performed fragmentary interchange by mutually exchanging knowledge and skills. In September 2005, KNPU started the first organized training program about international cooperative investigation in company with KOICA. In 2014, Foreign Affairs Bureau in KNPA and KOICA signed the MOU, and a year later, 'K-Police Wave Center' under the Foreign Affairs Bureau in KNPA was launched to fulfill so-called K-Police Wave project. It has ultimately aimed at enhancing the global status of Korean police and protecting the overseas Koreans. Various types of programs have been implemented such as dispatching experts, exporting technology and equipment, conducting local and invitational training, and exchanging with other foreign police organizations.

K-Police Wave project is classified in governance sector that contributes to the national development through enhancing governance capacity. Most of the developing countries have faced the problems derived from the lack of governance capacity. In developing countries where the social infrastructure is not well established, the role of the state and the government is particularly important to respond to the sudden transformation (Oh, 2014: 8). Therefore, Korean police accepted the argument that K-Police Wave project should be pursued in terms of capacity building. As the invitational training program targeting foreign police officers became the core of K-Police Wave project, the need was raised to establish a separated department within KNPU as an integrated educational

institution. Consequently, ‘Center for International Police Training and Research (CIPTR)’ in KNPU has undertaken fellowship programs which had been respectively conducted by Korean National Police Agency (KNPA), Korean National Police University (KNPU), Police Training Institute (PTI), etc.

According to the operation plan paper of CIPTR reported in 2016,⁷ the short-term strategy of CIPTR is to develop its identity as an international police education and training research center and to build a collaboration system between police training institutions. The mid-term strategy is to enhance the education system and the management system of the experts on policing. Moreover, it is suggested as the long-term strategy to become a global research institution in the field of security.

The fellowship program of CIPTR has been proceeding through the standardization process of curriculum development in accordance with the global education model, as the training cycle of INTERPOL is presented in the plan. The types of fellowship program were mostly divided into country-specific and multi-country program. The country-specific program is based on the form of ‘Circular Diffusion’, which means the expansion of successful fellowship program in one region to neighboring countries with similar security environment. The multi-country program follows ‘Global Approach’ to hold conference or invitational training program by countries with similar security issues and to share and develop solutions through the discussion. Furthermore, it would promote the establishment of the system

⁷ The operation plan paper of CIPTR is the nonconfidential internal document shared within the Korean police, which was reported to set the guideline after the establishment of the center. This paper is the source of the following information about CIPTR.

for international security cooperation. CIPTR has tried to develop the triangular cooperation training program in accordance with the global trend in ODA projects. It means that, in the training course of the new recipient country, the module which can transfer the know-how that has been carried out during the completed training programs will be included.

Since the police training town was settled comprised of different police training institutions geographically close to each other, the fellowship program was conducted through the cooperative system. In particular, it is focusing on facility sharing, human resource exchange, and mutual opening system. For example, the cooperation in terms of hardware has been promoted by conducting academic programs in KNPU and the training on general police work in PTI, so that the institutional facilities have been mutually shared.

While implementing fellowship programs, CIPTR has suggested several strategies. Since trainees often requested a certificate with the name of the training institution to certify professionalism in their country, they have been awarded with a certificate of the dean of KNPU. In addition, CIPTR has tried to set the guideline and specific criteria according to the process of fellowship program to improve work efficiency. It is pointed out that, due to the limitation of ODA program cooperated with KOICA, the visible achievement has been hardly proved as Korean police set the ultimate goal of K-Police Wave as a security for overseas Koreans. Therefore, the center intends to actively participate in the procedure of the official proposal of the Korean government department.

There are not many studies on the fellowship program of Korean police

through education and training for developing countries. Yeon et al (2009) organized the status of international exchanges of Korean police in the field of education about criminal justice. Until 2009, international exchange programs related to the education were divided into the activities conducted by KNPA, connected with international organizations, and of the police education institutions. Most of the activities of the police education institutions included mutual visit, information exchange, and exchange of the students and professors. To sum up the assessments, it is pointed out that, although the satisfaction of trainees was high, the majority of the education were short-term programs of 2-3 weeks. In addition, there were limitations on the quality of education, communications, and educational effectiveness. Therefore, it is emphasized that, as education goes beyond simply transferring the knowledge and skills which are already known, the quality of overall education services should be improved in the process of achieving the goals and they ultimately contribute to the security services in the country.

Focusing on the field of cyber forensic, Choi and Jang (2012) argued that common problems were emerging in the cyber-forensic training programs conducted by Korean police for developing countries. First of all, the background of trainees was so diverse that it was difficult to carry out specialized training in specific fields. In addition, the programs were needed to provide the opportunities for various kinds of experiences added to the lectures, which caused the problem of time constraints. The police training courses have been held every year from 2006, but they seem to be typical block training courses which do not consider the context of individual self-

development.⁸ The overall evaluation of the police education and training program until the establishment of the CIPTR covers several improvements.

2.4. Fellowship Program for Capacity Building in Korea

Many countries have globally operated the fellowship programs in each field of profession since the recipients from developing countries would learn from direct experiences in developed countries. In addition, they provide better opportunities to communicate with the people from different countries for cultivating international network. UNESCO (2002) recommended member states to encourage the creation of a climate favorable to international cooperation from the perspective of capacity building in developing countries through fellowship and exchange programs.

In the case of Korea, since they first joined the ODA project as donor country with the fellowship program funded by USAID in 1963, the fellowship programs have been provided as main way to share the experiences and technical skills. The number of participants in the fellowship program has steadily increased from 1,926 in 2000 to 5,312 in 2015.⁹ They started the international training project ‘CIAT (Capacity Improvement & Advancement for Tomorrow)’ in 2012 that includes the invitational fellowship program. KOICA suggests the objective of CIAT

⁸ Block training means short-term intensive training for a specific field. Choi and Jang (2012) mentioned the disadvantage of the block training that the trainee is offered an unique and disconnected experience, rather than the gradual learning courses as a part of lifelong learning process.

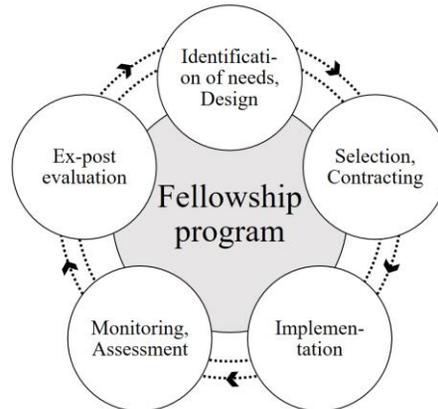
⁹ The figures of the number of participants are according to the statistical reports provided by KOICA. (<http://stat.koica.go.kr/>)

project to share important technical skills and knowledge as well as to build capacities for sustainable socio-economic development of partner countries. It also supports the development process through human resource development (HRD).^{1 0} It defined the invitational fellowship program as “the projects to learn from experience of the economic development in Korea and to provide various skills accumulated during the experience in a variety of areas such as education, health, administration, IT, agriculture and fishery development, and energy industry, by inviting the technician, researcher, and policy decision-maker in developing countries for training individuals and supporting institutional capacity development” (KOICA, 2010).

The functions of fellowship program have been expanded from transmitting knowledge and skills to developing the capacities of recipient countries. It represents the change of perception that the fellowship programs could contribute to the improvement of individuals, organizations, institutions, and societies. In this context, Park (2014) proposes the process of the fellowship program, revising the TC project cycle of Evaluation Department (EvD) in European Bank, with five stages: Identification of needs and design, selection and contracting, implementation, monitoring and assessment, and ex-post evaluation (Figure 3). Each stage has a distinguished function, but all stages have to ensure connectivity for effective fellowship program.

^{1 0} The information about CIAT project is provided via online, available at <http://www.koica.go.kr/english/schemes/ciat/index.html>.

[Figure 3] The Process of fellowship program
(EvD, 2012; revised by Park, 2014: 28; translated by the author)



To evaluate the result of fellowship programs in Korea, many research tries to figure out the effectiveness of the program. KOICA (2010) created the evaluation framework for the invitational fellowship programs, based on the OECD/DAC criteria for evaluating development assistance; Relevance, effectiveness, efficiency, impact, and sustainability. It was categorized with four elements including the method and the process, the type of fellowship program, planning and the contents, and post-project management. The framework provided detailed indicators and evaluation items, which enables a comprehensive evaluation that can be applied to various projects compared with the fragmentary evaluation that had already been conducted only for each project. However, there is a limitation that the framework focused on evaluating effectiveness and overlooked the aspect of capacity building while presenting the item of ‘contribution to capacity building’ as a sub-item of impact. On the basis of the evaluation framework, Bae and No (2011) conducted research about effectiveness evaluation on KOICA’s country training program for Tanzania. The purpose of the research is to

suggest desirable alternatives to reduce limitations. Even though the research refers to the effects of increasing capacity, it regards capacity as a result of the training, instead of assessing whether the fellowship program aims at capacity building in the overall process. Park (2014) discussed the way to implement effective fellowship program for the officials from developing countries. The research reviewed the concepts and theories of capacity building and much emphasized the purpose of the fellowship program as capacity building. The evaluation was based on the different stages of operation: need assessment, designing program, program evaluation, and follow-up program. In order to overcome the problems of the fellowship programs, the research points out that the capacity of the Korean organization which perform the invitational training is insufficient, which leads to enhance the capacity of donor country.

2.5. Foreign Cases of Police Capacity Building

In foreign cases, the government or the police have been conducting international police cooperation projects depending on their circumstances. Along with the change of the duty of international police, it is emphasized to support the development of the national police in developing countries through strengthening their capacities. United Kingdom (UK) has been operating Security and Justice (S&J) assistance including support for policing. In Australia, the Australian Federal Police (AFP) has been conducting international cooperation projects especially for neighboring countries of the Pacific to supplement their security vulnerabilities. While

each country has its unique perspective on how to action, training and fellowship programs have been developed with the aim of capacity building, and in the meantime, a variety of experiences and studies have found the weak points to overcome. ^{1 1}

Case of the UK/DFID

The Department for International Development (DFID) in UK regards every activity for police in developing countries as ODA, so that it takes charge of police development cooperation to achieve its policy goals for safety, security, access to justice, and the reduction of poverty. It supports the idea that good policing is an essential component of good government. Therefore, development assistance for Security and Justice (S&J) has been an important part of the UK aid program, and commitments have increased in number and size for fragile and conflict-affected states. S&J is not organized as a single sector like health or education, rather it is a cluster of systems involving multiple independent agencies including police, courts, prosecutors, and corrections services (Clegg et al, 2000; ICAI, 2015).

Training and capacity building have been conducted at a substantial scale in a range of subjects including leadership, forensics, investigations, community policing and public order management. These programs provide various contents similar to Korean case, including building or rehabilitating training facilities, developing curricula, training trainers and using UK

^{1 1} The cases of UK and Australia seem to follow the capacity building for peacekeeping operations, however, this study will focus on the advantages and disadvantages through the process of the programs.

police training institutions to deliver specialist courses. Clegg et al (2000) emphasized improved training to change police attitudes in developing countries, especially through moving away from training focused on enforcement and the criminal law, and towards a more socially aware interpretation of the police role. These training programs received both positive and negative reviews. Biddle et al (1999) evaluated institutional development through strengthening training and improving organization and systems as very successful. High level training in the UK has been largely provided and there remain useful ways for improving police respect for human rights and public for the police, and gender issues. On the other hand, conducted after 15 years, the review of ICAI argued that none of programs it reviewed has produced evidence that training has resulted in overall improvements in police performance as follows (2015: 25):

For example, the conventional rationale for forensic training is that, if police are able to base criminal prosecutions on physical evidence, they are less reliant on confessions and, therefore, less likely to abuse suspects. We have not, however, found any empirical support for this assumption. In Bangladesh, police trained by the DFID police project collected fingerprints from 40,000 convicted prisoners and entered 24,000 of them into a fingerprint database. The police acknowledged, however, that their capacity to preserve a crime scene or to maintain a secure chain of custody over evidence from its collection to presentation in court was very limited. Furthermore, with a law of evidence dating from the 1850s, fingerprint evidence is not yet admissible in court. DFID makes the point that the introduction of modern policing practices has to start somewhere and then proceed piece by piece. We have not, however, come across any examples where enough of the pieces are in place to lead to changes in the functioning of the criminal justice system. Nor is there any evidence available of a reduction in the incidence of abuse of suspects.

In summary, since there has been a growing tendency that the evaluation is conducted on the basis of capacity building over time, the improvements

become more difficult in the true sense of the development of the developing countries. In other words, it is necessary to grasp the situation in the local society and carry out external training programs based on the needs of recipient country.

Case of the Australian Federal Police (AFP)

The Australian Federal Police (AFP) has supported the security building in the neighbor countries of the Pacific such as Papua New Guinea (PNG), Solomon Islands, Timor-Leste, Vanuatu, and Fiji. AFP has much focused on dispatching Australian police officers to developing countries, rather than inviting police officers from developing countries. However, in this process, the role of donor country's police has been discussed when participating capacity building projects, which draws the lessons for other challenges.

AFP's missions are defined in terms of capacity building for strengthening the states' police, so that various researches related its projects have been conducted. Harris and Goldsmith (2012) represented contribution of Australian police and desirable direction for better outcomes in terms of capacity building. The research tried to demonstrate the relationship between security and development. The development cooperation projects of the police can reduce the problems related to the human rights in developing countries, contribute to democratization, protect the law and order, and affect economic growth. Therefore, the police from developed country should contribute to strengthening the capacity of the police in recipient country to achieve police reform.

To attain feedback on practical application of international police cooperation for capacity building, Harris (2010) interviewed over 120 Australian police officers regarding their participation in international policing deployments. The results of interview were categorized as three aspects: perceptions of own role as capacity builders, perceptions of local capacity, and depth of capacity building. First, many Australian officers appeared to see themselves as teachers with important knowledge to convey. Second, Australian police appeared surprised by how different the social, policing and political cultures are in developing countries compared with Australia, and many found this challenging. They revealed a broadly negative perception of local capacity in general, balanced with a positive impression of their specific colleagues. Third, Australian officers in this study rarely discussed their role as part of a broader institutional agenda, focusing almost exclusively on enhancing individual skills to ensure service delivery.

In addition, Dinnen and Allen (2013) criticized that the engagement of AFP has done little to extend the functional authority of the local police in rural Solomon Islands and has induced unsustainable levels of dependency on external assistance. Furthermore, it has reinforced lack of public confidence in the local police, thereby undermining its legitimacy. These criticisms raise the point that international police cooperation including fellowship training should not be based on a unilateral decision from donor country, rather with careful external support considering the context of recipient country.

CHAPTER 3. RESEARCH METHODOLOGY

3.1. Data Setting

Data Sampling: Census

The study targeted fellowship program conducted by ‘Center for International Police Training and Research (CIPTR)’ aiming at police capacity building. The scope of study includes the whole programs that have been conducted from June 2016 when CIPTR opened to July 2017 when the research started. Since all documents released by CIPTR are included in the study, it would be called census. Census means that a body of texts that includes all of its kind (Krippendorff, 2013: 121). The reason why the whole programs are selected as a data is to figure out the purpose of the fellowship program of Korean police, not each program, with comprehensive analysis of the whole programs. Furthermore, the study will play a role as a preceding study for thoughtful analysis on each case in the future. The subjects of analysis include 15 programs in 8 projects (Table 2). Even though four of the fifteen programs were entitled ‘capacity development’, this study will cover them in terms of capacity building.

[Table 2] List of the Fellowship Programs of CIPTR (2016.6-2017.7)

Country	Title of the program	Date
Peru	Capacity Building of Local Police for Public Safety (2 nd)	June 2016
Honduras	Capacity Development of Police for Public Safety (1 st)	August 2016
Ghana, Nepal, Bangladesh, Kenya, Jordan, Tajikistan, Cameroon, Ecuador, Fiji, El Salvador, Republic of the Congo, India, Tanzania (13)	Capacity Building for Crime Prevention Strategy Development Course (one-year)	August 2016
Guatemala	Capacity Building Course for Public Safety (1 st)	October 2016
Nepal, Mongolia, Bangladesh, Sri Lanka, Bhutan, Vietnam, Indonesia, Pakistan, Philippines, Fiji, India (11)	Capacity Development on Cyber-Policing (1 st)	October 2016
Tunisia	Improving Capacity of Investigators on the Fight against Cybercrime (1 st)	November 2016
Nepal	Capacity Building Program for the Nepali Commission for the Investigation of Abuse of Authority (2 nd)	November 2016
El Salvador	Project of Automatic Vehicle Identification System and 112 Crime Response Developments for Security Improvement (2 nd)	December 2016
Guatemala	Capacity Building Course for Public Safety (2 nd)	February 2017
Honduras	Capacity Development of Police for Public Safety (2 nd)	April 2017
Tunisia	Improving Capacity of Investigators on the Fight against Cybercrime (2 nd)	May 2017
El Salvador	Project of Automatic Vehicle Identification System and 112 Crime Response Developments for Security Improvement (3 rd)	May 2017
Nepal, Mongolia, Bangladesh, Sri Lanka, Bhutan, Vietnam, Indonesia, Pakistan, Philippines, Fiji, India, Tanzania (12)	Capacity Development on Cyber-Policing (2 nd)	June 2017
Nepal	Capacity Building Program for the Nepali Commission for the Investigation of Abuse of Authority (2 nd)	July 2017
Guatemala	Capacity Building Course for Public Safety (3 rd)	July 2017

3.2. Data collection

Data Collection Method 1: Document

Research data is collected from the document and interview. Documents are socially defined, produced, and consumed, so that they enable information to be shared. It is needed to examine the processes of production and consumption as well as the content contained within documents (Flick, 2014: 367-368). Therefore, the study tries not only to interpret the content of the documents but also to grasp the social setting through interview. The documents include all released reports including Implementation Plan Paper, Action Plan Paper, Directory of the Participants, Country Report, Course Information Paper, Program Concept Paper, Result Report. The documents have been mainly written following the formant of KOICA guideline (Table 3).

[Table 3] List of the Documents

Type of document	Number	Type of document	Number
Implementation Plan Paper	14	Course Information Paper	9
Action Plan Paper	23	Program Concept Paper	1
Directory of the Participants	4	Result Report	15
Country Report	19		

Data Collection Method 2: Interview

The interview aims to gather information and experiences from the staffs

and instructors who have participated in fellowship program from 2016. Hopf (1993) classifies qualitative interview into two different types: Expert interview that an expert is asked about specific situation as an interviewee; Interview to understand the interpretation, perspective, and position of individual interviewee. In the literatures of United States, the terms of ‘informants’ and ‘respondents’ are used to distinguish the functions. Therefore, the study set the staffs and instructors as an expert to obtain the information about fellowship program, which is main target of the study, through their experiences rather than to describe how each individual feels.

The participants of interview are selected through purposive sampling used with ‘information-rich cases’ from which one can learn a great deal about issues of central importance to the purpose of the inquiry (Patton, 2002). Therefore, depending on the purpose and phase of the analysis, the participating interviewees consist of two staffs and two instructors. The center is composed of five members, including a director of the center, three program organizers, and a program facilitator. Two of the staffs are selected by the purposive sampling among the five staffs of CIPTR, since three staffs were not available to the face-to-face interview due to the official trip abroad. They are the inspector who have authority in organizing each program, so that generally referred to as organizer. Two of the instructors are selected based on the number of participation as more than five times. Each of them is experts on cyber-crime investigation and forensic science that fellowship program of Korean police focuses on (Table 4). It was proceeded with semi-structured interview (Appendix 2). The pilot interview was conducted on November 7, 2017.

[Table 4] List of the Interview Participants

	Position	Surname	Date of Interview
1	Program Organizer / CIPTR	Park	November 13, 2017
2	Program Organizer / CIPTR	Kim	November 13, 2017
3	Instructor / KNPU (Cyber-crime investigation)	Kim	November 12, 2017 November 22, 2017
4	Instructor / KNPU (Forensic science)	Jeong	November 23, 2017

Data Categorization: Thematic Analysis

It is an important part of the content analysis to establish the units and categories of analysis from the collected data. Roger and Joseph (2014: 122) mentioned the procedure of data categorization. After the researcher gathered the large amounts of data, the data are organized into a preliminary category system and these categories could arise from the data. In this context, thematic analysis is used as a categorizing strategy. Ayres (2008) stated that “thematic analysis is a data reduction and analysis strategy by which data are segmented, categorized, summarized, and reconstructed in a way that captures the important concepts within a data set” (as cited in Flick, 2014: 26).

The analytical categories in this study are established by the training cycle with five stages. There were a variety of categories they used in the documents and interviews, so that they were classified with similar types under the five categories on the basis of training process (Table 5).

[Table 5] List of the Analytical Categories

Categories in the data	Analytical Categorization	
Program Background, Participating Countries, Training Requirements	Needs Analysis	
Goal, Objectives, Characteristics of the training	Objective	Design and Development
Program module, Curriculum, Details, Training method	Contents	
Number of participants, Qualifications of applicants	Training Participants	Planning and Delivery
Planning of lectures, Implementation of lectures	Instructors	
Evaluation strategy, Program results, Program outcomes, Monitoring	Evaluation	
Result management, Follow-up management	Ex-post Management	

3.3. Data Analysis

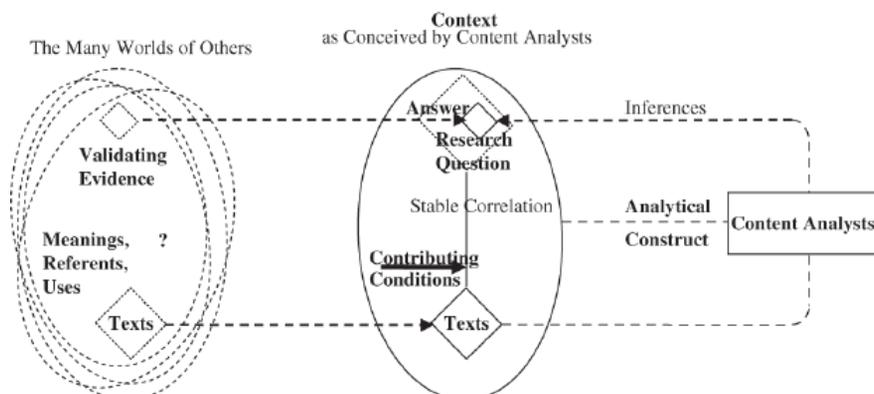
Analytical Method: Qualitative Content Analysis

Content analysis is a research technique for making replicable and valid inferences from texts (or other meaningful matter) to the contexts of their use (Krippendorff, 2013: 24). It is divided into quantitative and qualitative content analysis. Flick (2014) traced the history of content analysis from the first leading textbook on quantitative content analysis in 1952, which is published by Berelson. He defined content analysis as a research technique for the objective, systematic, and quantitative description of the manifest content of communication (Berelson, 1952: 18). In comparison, qualitative content analysis is applied to latent and more context-dependent meaning. It focuses on providing a detailed description of the material under analysis.

Conceptual framework for content analysis is provided by Krippendorff (2013). It helps to understand the components and process of content analysis (Figure 4):

- A body of text, the data that a content analyst has available to begin an analytical effort
- A research question that the analyst seeks to answer by examining the body of text
- A context of the analyst's choice within which to make sense of the body of text
- An analytical construct that operationalizes what the analyst knows about the context of the body of text
- Inferences that are intended to answer the research question, which constitute the basic accomplishment of the content analysis
- Validating evidence, which is the ultimate justification of the content analysis

[Figure 4] A Framework for Content Analysis (Krippendorff, 2013)



The study adopted qualitative approach on content analysis with a little support of quantitative approach. Quantitative figures are organized through statistics and qualitative meanings are interpreted in depth. Mainly qualitative content analysis tries to grasp both the manifest and latent pattern of the categories.

Glaser and Laudel (2012) define qualitative research in the reconstructive approach. Reconstructive study represents the research to reconstruct social context and process to find out the answer in social sciences. Therefore, the study aims to interpret the distinctive structure of fellowship program which influenced on each individual to have such opinions with reference to the training process.

3.4. Analytical Framework

In many countries, capacity building for police are operated with various types of method. For instance, USAID (2009) generally uses training, technical assistance, mentoring, professional exchange and scholarships to strengthen the public, private, and civil society sectors in assisted countries. SIDA (2002) provides five approaches such as: Education, study visits and other forms of training; Twinning arrangement; International expertise for participation in implementation; Support to networks; National/Regional development funds. Compared with other activities such as transmission of technology or financial assistance, education and training for human capacity highly coincides with the goal of sustainable development when it fulfills the learning aspect rather than the teaching aspect as knowledge transfer.

In addition to national approaches, international organizations have operated several policies for police development. Typically, UNPOL have conducted the projects for police capacity building, dispatching international police forces to fragile countries for peacekeeping. INTERPOL, which was

established to resolve international crime and cooperate with police institutions in each country, set out the guideline for effective training. In this study, the definition of police capacity is reflected from UNPOL. Whereas, the analytical framework is constructed with the training process which is recommended by INTERPOL, since Korean police has referred to the INTERPOL guideline while operating the fellowship programs.

INTERPOL Guideline for effective training articulates universal standards aiming at addressing training needs for the law enforcement community whatever the country or subject. It is for use training organizers, instructors, and senior managers. The purposes of the guide are to provide standards for developing training and to help achieve consistency throughout the organization in which training is planned, implemented and evaluated. The training process aiming at quality assurance is adopted in consideration of the field of police. The guideline contains the necessary checklist within each stage. This study follows the form of the stages as an international standard in order to grasp the specific context of the Korean police. The overall structure of the fellowship program of Korean police will be understood through the components of the training process are explained. (Table 6).

[Table 6] Training Process Recommended by INTERPOL

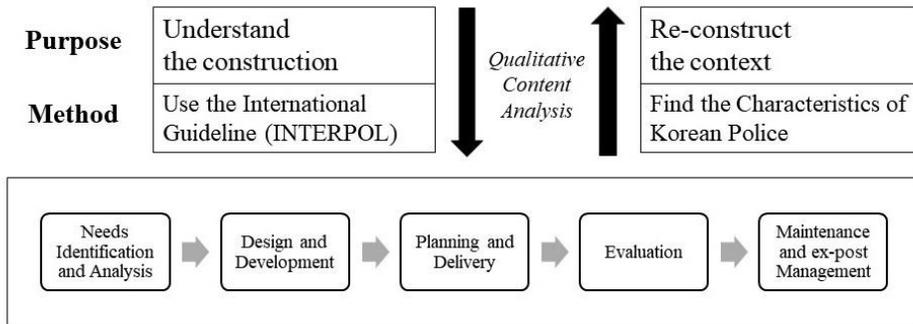
Training Stage	Elements
Needs identification	– Request received
Training Needs Analysis (TNA)	<ul style="list-style-type: none"> – Identify content – Identify the training requirement – Identify target audience

	<ul style="list-style-type: none"> - Create option analysis - Scope the projects
Design & Development	Design <ul style="list-style-type: none"> - Determine objective - Determine learning methodology and assessment strategy - Determine delivery mechanisms - Sequence content
	Development <ul style="list-style-type: none"> - Develop interactive learning activities - Storyboard the content/lesson plans
Planning & Delivery	<ul style="list-style-type: none"> - Test/Pilot the course - Translation (if required – then return to development) - Launch official course
Evaluation	<ul style="list-style-type: none"> - Level 1: Reaction to the learning - Level 2: Learning
Maintenance and/or certification	<ul style="list-style-type: none"> - Validate that the course is up-to-date on an annual basis - Get course approved by INTERPOL against training standards

In other words, the contents of fellowship program of Korean police will be described based on the training process suggested by INTERPOL to understand the construction. The detailed stages are revised depending on the process of Korean police by combining needs identification and training needs analysis (TNA), and including ex-post management as a broad concept. Through qualitative content analysis on documents and interviews, the context of fellowship program of Korean police will be reconstructed to interpret the meaning beyond the explanation (Figure 5).

[Figure 5] Analytical Framework of the Study

Fellowship Program of Korean Police



CHAPTER 4. FINDINGS

4.1. Process of Fellowship Program of Korean Police

Fellowship programs of Korean police have been funded by KOICA, so that they follow the process of KOICA's guideline. KOICA, as a governmental agency rendering ODA (Official Development Assistance) to developing countries, undertakes the ODA programming process which consists of planning, delivering, monitoring & evaluating, and feedback process in general (Table 7).

[Table 7] Process of ODA Program (KOICA)

Procedure	Details
Policy Planning	<ul style="list-style-type: none"> - Produce a Mid-term ODA Policy which integrates both grants and loans, and in selecting priority partner countries (CIDC)
Formulating CPS	<ul style="list-style-type: none"> - Devise CPS for priority partner countries (CIDC)
Identifying Projects and Examining	<ul style="list-style-type: none"> - Identify projects and hold policy consultation in consideration of CPS and the national development plan of partner countries (related ministries and agencies) - Examine suggested projects in relation to CPS, technical feasibility, etc. (related ministries and agencies)
Project Planning	<ul style="list-style-type: none"> - Adjust overlapping projects between agencies (CIDC) - Review evaluation indicators before finalizing agencies' aid plan
Executing	<ul style="list-style-type: none"> - Implement projects according to individual procedures of aid executing ministries (or agencies) and type of cooperation - Aid managing ministries(agencies) consult and cooperate with each other

Evaluating	<ul style="list-style-type: none"> - Evaluate policies and projects according to the integrated evaluation guidelines → Each ministry and agency conducts self-evaluation on its projects, which is complemented by the integrated evaluation of the Sub-committee for Evaluation
Using Feedback	<ul style="list-style-type: none"> - Find best practices - Reflect evaluation result when planning for the following year

Furthermore, fellowship programs basically follow the detailed process as KOICA refer to the flow chart (KOICA, 2014) (Table 8).

[Table 8] Process of Fellowship Program (KOICA, translated by the author)

Procedure	Time	Institution
Having planning meeting	4-5 months before	KOICA, Training institution
Planning the fellowship program	4-5 months before	KOICA, Training institution
Sending the Course Information and requesting the selection of participants	4 months before	KOICA, Training institution
Submitting Implementation Plan Paper	1 months before	Training institution
Making a contract of commissioned fellowship program	10 days before	KOICA, Training institution
Implementing the fellowship program	During the program	Training institution
Supporting the program improving outcomes	Before and after	KOICA, Training institution
Promoting the fellowship program	Before and after	Training institution
Managing the participants	During the program	Training institution
Submitting Result Report	Within 1 month after	Training institution

and balancing accounts		
Making KOICA evaluation report	After the end of annual fellowship programs	KOICA
Keeping Follow-up management of the participants	Throughout the year	KOICA, Training institution

Therefore, two different processes are going on while conducting one fellowship program. These processes can be sorted into the five stages of training suggested by INTERPOL (Table 9).

[Table 9] Process of Fellowship Program following INTERPOL Guideline

	Process of ODA program	Process of fellowship program
Needs Identification and Analysis	Policy Planning, Formulating CPS, Identifying Projects and Examining	
Design and Development	Project Planning	Having planning meeting, Planning the fellowship program,
Planning and Delivery	Executing	Sending the Course Information and requesting the selection of participants, Submitting Implementation Plan Paper, Making a contract of commissioned fellowship program, Implementing the fellowship program
Evaluation	Evaluating	Submitting Result Report and balancing accounts, Making KOICA evaluation report
Maintenance and Certification	Using Feedback	Promoting the fellowship program, Keeping Follow-up management of the participants

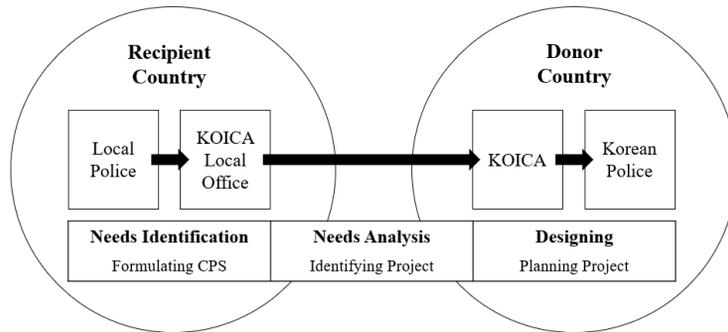
4.2. Needs Identification and Analysis

4.2.1. Process of Needs Identification and Analysis

The fellowship programs of Korean police normally begin in two ways. First, KOICA local office, located in the recipient country, raises the necessity of the training project in public service including security in accordance with Country Partnership Strategy (CPS). Second, as the official proposal of the Korean government department, Korean police requests the projects with the planning papers. Since Korean police have received the public funding of KOICA, there is a procedure for KOICA to make a separate decision in the time of needs analysis. Most cases have started in the former way, furthermore, the staffs have been notified after the needs analysis had already been finished by KOICA (Figure 6).

“Basically, the demand survey means the process of identifying projects operated by the local KOICA office. They meet the related ministries and agencies in the recipient country and check the need... The officer in the local KOICA office prepares a document called PCP (Program Concept Paper). After, when the local KOICA office and KOICA plan the projects, they write the project outline written in Korean in order to proceed with the budget deliberation. If the project is confirmed, we will receive the documents... When we attempt to plan the training modules, we should check the contents of these documents. At this time, even though there is something to modify and we would like to discuss with the officer, most of them are already settled. We cannot get involved in the process of identifying projects. The whole process commonly takes at least five years.” [171113_Park]

[Figure 6] Process of Needs Identification and Analysis



Therefore, PCP provides the main information for Korean police to understand the needs of the recipient country. The papers contain brief explanation including the program title, background, tentative duration, objectives, contents, outcome, and impact. However, according to the interview with the staff in charge of contact, it is pointed out that there was an insufficient amount of needs identification besides PCP and even PCP could not be delivered to the staffs in CIPTR. He suggested that, even if PCP is provided, it is difficult to conduct in-depth needs analysis.

“For example, we proceeded the cyber-crime investigation training program, but when I actually checked the PCP, it contained the contents of IT and computer science such as programming language. If I had known these, I should have conducted commissioned training or undergraduate/master course in department of computer science or college of engineering at other university, and the program title should not have been so. We did not know these, so that it was perfunctory... Moreover, there were an enormous amount of contents in PCP, so if I check the document, I do not really know whether they want to upgrade more or they do not have any foundation.” [171113_Park]

4.2.2. Contents of Needs Identification and Analysis

Prior to the beginning of designing, the staffs conducted the background research which is supplementary to the limitations. They mostly reviewed the documents or country report that submitted during the previous fellowship programs. According to the Implementation Plan Papers, Korean police specified the background of the program with the categories such as: the status of national security; the status of targeted field in the state; willing of the state police; and reason for training by Korean police.

INTERPOL (2016: 13) proposed the first questions for training needs analysis as ‘What is the issue? What kind of training is needed?’. The organizers could answer the question of ‘what is the issue’ while searching the current state of security in the recipient country. The documents refer to the political, economic, and social environment of the recipient country, and the status of police organization is also described. Additionally, the crime statistics such as murder rates and the special case of criminal events are mentioned.

When the scope of specific field is set such as cyber-crime or community policing, the information and necessity of developing that field are summarized, which includes the related law and criminal justice institutes, limitations of skills and capacity of police and relevant department, criminal events, and crime statistics. The willing of the state police covers the policy of government, and efforts of police for improvement including other projects on police capacity building. Lastly, current status and global positioning of Korean police are explained to

justify the responsibility of Korean police, for instance, the outstanding curriculum which have been offered to other developing countries.

In this process, training requirement analysis have not been conducted for providing the answers to another main question: What kind of training is needed? Needs assessment identifies whether employees are willing to and able to do the job. It serves as a basis for how to construct appropriate method and content of training course for the benefit of participants. The staff claimed the importance of qualitative research with regard to the limited involvement of training center and instructors.

“Which subject the participants want to receive, that kind of communications are very scarce... When we prepared the fellowship program, we should have found a contact point actively and asked what kind of training course they want... Since we have urgently started and finished the program as if we stamp the seal, we achieved the quantitative improvement. Though, we have to pursue qualitative aspects to trainee-centered education.” [171113_Kim]

4.3. Design and Development

4.3.1. Objectives of Fellowship Program

Since 2012, Korean police has used the term ‘capacity building’ for the fellowship projects. In comparison with the previous training courses which was meant to simply convey knowledge, it has been aiming to go beyond the improvement of individual and to develop the capacity of the institutions and country from the perspective of development cooperation.

The program documents include goals and objectives of the fellowship program. The overall goal is mostly suggested as: Increase/Enhance capacities of the *[targeted country's]* police with regard to *[targeted field]*.

The objectives are described as:

- (a) To understand various activities and policies on *[targeted field]* for crime prevention and investigation.
- (b) To enhance the capacity of planning and leadership for effective policy implementation.
- (c) To develop capacity of planning for appropriate strategies of own and effective policy.
- (d) To improve the responsiveness and technical skills for *[targeted]* crimes and new forms of crimes.
- (e) To exchange the views on policing activities.
- (f) To strengthen future cooperation in policing activities between the participatory country(countries) and South Korea.

According to the interview, the organizers follow the examples in guideline of KOICA when they set up the objectives. In the process of designing the fellowship program, there was a lack of understanding or discussion on the capacity building which is ultimately aimed in the title of the course. In addition, the problem was raised about the ambiguity of objective.

“After the concept of capacity building was rising globally, KOICA introduced it, so that police also started to use the term... But, I don't know the difference of capacity building and development. From the beginning in 2013, we used capacity building, but currently it changed to capacity development. Though, I don't know the reason... It seems to use these terms to proceed to the direction of capacity development. However, we actually cannot reach that level yet. It means the way we want to go.” [171113_Park]

“In fact, the objective and goal of education must be clearly different,

but the distinction between the terms we use is ambiguous in terms of educational terminology... We are... Well... Because to design these curriculums is an educational work, so we have to develop our own capacity to plan such curriculums... The objective presented in the documents is not the educational objective but the project objective.”
[171113_Kim]

4.3.2. Types of Fellowship Program

According to the KOICA’s five categories of fellowship program as country-specific program, multi-country Program, special training program, joint training program, and scholarship program,^{1 2} Korean police have mainly conducted country-specific program and multi-country program. For the eight projects which are constituted with fifteen programs, they are classified as six country-specific projects and two multi-country projects. Country-specific program means the type of training program operated to support the effective achievement of goals with regard to the development strategy and current status of the specific country. In consideration of the process of needs analysis, the country-specific programs of Korean police have been conducted from the starting point when it is needed to develop the field of governance and security for country partnership strategy. As the four of the six country-specific programs are carried out with the Latin American countries including Peru, Honduras, Guatemala, and El Salvador, the countries with relatively strong demand for security are selected as a target country. Multi-country program is defined as a general type of

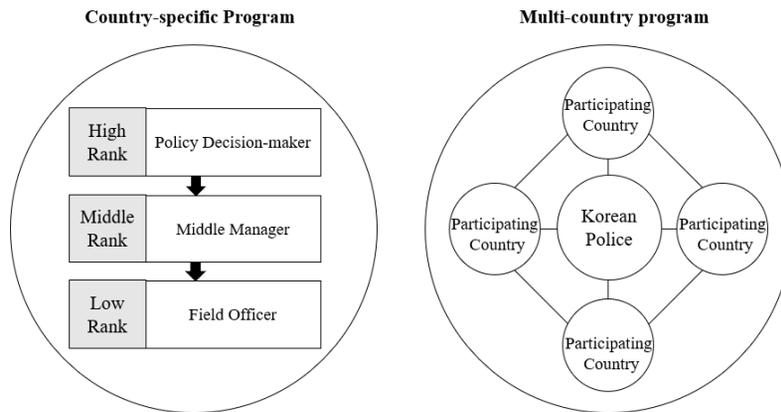
^{1 2} The research of KOICA (2010) used the term ‘country training program’ which is the synonym for ‘country-specific program’, so that this study will adopt the latter for consistency.

training program that allows people from different countries to participate (KOICA, 2010: 58).

Both country-specific program and multi-country program have distinctive characteristics with regard to the situation that the education and training deal with a subject on police work. Country-specific program have been carried out mostly as the training participants were classified with their rank. For instance, the program with El Salvador targeted high-ranking officers for the first year, middle managers for the second year, and field officers for the third year. Likewise, the program with Guatemala proceeded with the selection of the policy decision-makers who can establish educational policy for the first year, and working-level officers in the field of police education for the second year. In the case of the program with Nepal and Peru, officers from three different level were participated as a group, in addition, the change agent has to be involved for every fellowship programs from Peru.

According to the interview, in the case of multi-country program as the official proposal of the Korean government department, a specific topic was set and the participating countries were selected with the demand from the local KOICA office targeting the Asian region. During the training program, participating countries were attended to the network type of classes while interacting among all countries. Therefore, the structures of country-specific and multi-country program mostly follow different forms (Figure 7).

[Figure 7] Structures of Country-specific and Multi-country Program



Therefore, the way to design and plan the training courses is influenced by the type of training. However, the interviews pointed out the difficulties in designing without such distinction of process and suggested the necessity of further study on the types of education related to the educational topic.

"There is a difference between country-specific and multi-country program. The situation is same for country-specific program, but in the case of global training, for example, it is difficult to adjust the differences that there are some countries where the digital forensic lab is built in the region and some countries do not have it. Designing courses is harder for multi-country program." [171113_Park]

"It is just to distinguish the type of training. It's not a type, but it has to be linked with the educational topic. Some topic should go this way, and to divide the type is meaningful when the use is different. It does not make sense to stay as one phenomenon." [171112_Kim]

4.3.3. Contents of Fellowship Program

Each fellowship program has been divided into module as a learning

session for the specific topic. The learning modules typically include country report, action plan, lectures, and field trip. According to the program documents, the lectures include the contents of understanding on the situation of Korean police and best practices - policy, laws, technology, examples - for targeted field. For country-specific program, when the specific field is not decided, the capacity building programs mainly target the field of forensic science and cyber-crime investigation. With regard to multi-country program, the global trend of crime is covered at first, and the situation of international cooperation is explained. Some fellowship programs provide specialized contents. For instance, when the program aims at policy capacity building, the lecture covers the topic of leadership and policy planning. Specially, the case of Capacity Building Program for the Nepali Commission for the Investigation of Abuse of Authority emphasized the awareness of human rights during the course. The case of Capacity Building Course for Public Safety includes the teaching techniques for professor. The specific modules in all programs are identified as follows (Table 10):

[Table 10] Contents of Fellowship Program

	Peru: Capacity Building of Local Police for Public Safety (2 nd)	Honduras: Capacity Development of Police for Public Safety (1 st)	Multi-country: Capacity Building for Crime Prevention Strategy Development Course
Module 1	Country Report and Action Plan	Country Report & Action Plan	Understanding of Korean National Police
	<ul style="list-style-type: none"> - Report about the current progress or outcomes of the action plans created during the 1st-year course - Action Plan: Instructions, team projects and presentation 	<ul style="list-style-type: none"> - Introduction of Honduran police organization & system - Action Plan technique & Workshop 	<ul style="list-style-type: none"> - Introduction to Korea National Police(KNP) - History of KNP - Police activities in Korea - Educational system of KNP
Module 2	Basic Skills Required for Local Police Officers	Forensic Investigation	Country Report and Action Plan
	<ul style="list-style-type: none"> - Anti-corruption policies and its application - Building leadership skills - Initial response and 911 system of KNP 	<ul style="list-style-type: none"> - Introduction of Korean forensic organization & system - Evidence gathering by forensic science & Case Study - Forensic investigation by adapting new technology 	<ul style="list-style-type: none"> - Presentation and discussion of Country Report - General introduction of participating countries and their police structure - Action Plan: Instructions, team projects and presentation
Module 3	Public Security and Intelligence Activities	Planning Strategy & Leadership	Crime Prevention and Management
	<ul style="list-style-type: none"> - The system of public security activities in KNP - Safe management of public assembly and demonstration - Intelligence activities of local police officers 	<ul style="list-style-type: none"> - Understanding of planning strategy for policing activities - Policy planning and leadership 	<ul style="list-style-type: none"> - Introduction to public safety management infrastructures: 112 crime response system and CCTV cameras - Investigative procedures and techniques - Traffic control and management - Application of anti-corruption policies - Crimes related to public security issues
Module 4	Traffic Management and Incident Investigation	Cybercrime	Crime Prevention in Praxis
	<ul style="list-style-type: none"> - Effective traffic management - Initial response and investigation in cases of traffic accidents 	<ul style="list-style-type: none"> - Responsive strategy for cybercrime - Information security strategy of national infrastructure 	<ul style="list-style-type: none"> - Tactical training at Riot Police Corp Headquarter - Operation of 112 and Traffic Control Center - Visit to Cyber Security Bureau - Forensic Investigation of KNP - Functions of Integrated CCTV Control Center
Module 5	Cultural Experience and Field Trips	Cultural Experience and Field Trips	Cultural Experience and Field Trips
	<ul style="list-style-type: none"> - Home Visit Program - Seoul City and Busan Tour - Samsung Electronics - Hyundai Heavy Industries 	<ul style="list-style-type: none"> - Home Visit Program - Gyeongju City and Busan Tour 	<ul style="list-style-type: none"> - Home Visit Program - City and Tour - Samsung Electronics - Hyundai Heavy Industries and Motors - Electronics and Telecommunications Research Institute

	Guatemala: Capacity Building Course for Public Safety (1 st)	Multi-country: Capacity Development on Cyber-Policing (1 st)	Tunisia: Improving Capacity of Investigators on the Fight against Cybercrime (1 st)
Module 1	Understanding Central America Project – The overview of Central America project	Country Report & Action Plan – Introduction of Korean National Police and counter-cybercrime organization and policy – Presentation of police organization and policy on cybercrime of participants – Action plan technique & Workshop	Country Report & Action Plan – Introduction of Korean National Police – Presentation of police organization and policy on cybercrime of participants – Action Plan technique & Workshop
	Police Education and Training & Forensic Science – KNPA Scientific Investigation Center – Introduction on scientific investigation – Korean Police Investigation Agency	Understanding Cybercrime Trends & Environment – Understanding of ICT environment – Case study for understanding cybercrime types	Policy & Law – National cybercrime strategy – Cybercrime response system in KNPA
Module 3	Administrative capacity – Leadership	Cybercrime Investigation Platform – Understanding of personnel management – Public & private training – Policy and technique of digital forensic	Cybercrime Investigation – Investigative techniques for internet tracking – Open source intelligence
	Cultural Experience and Field Trips – Busan Tour – Busan Port Authority	Legislation & Strategy – Infringement of information & Telecommunications network – Sextortion, online-gambling & defamation – Search & Seizure / communication investigation – National strategy	Digital Forensic – Establishing & Designing digital forensic lab – Digital evidence guide for first responders
Module 5		Cooperation – Public-private partnership – International cooperation – International cooperation case study – Preemptive measure & response	Cultural Experience and Field Trips – Seoul City Tour

	Nepal: Capacity Building Program for the Nepali Commission for the Investigation of Abuse of Authority (2 nd)	El Salvador: Project of Automatic Vehicle Identification System and 112 Crime Response Developments for Security Improvement (2 nd)	Guatemala: Capacity Building Course for Public Safety (2 nd)
Module 1	Country Report – Presentation and discussion of Country Report	Introduction of the CCTV system – introduce Project procedures – Automatic Vehicle Identification system: concept, fundamentals, and its common usage in Korea	Understanding Guatemala Project – Understanding of Korean society in Guatemala and enhancing cooperation
	Internal Corruption – Financial crime investigation – IT& Cyber-crime investigation – Real-Time tracking method	Advanced techniques and policies to prevent and investigate crimes using CCTV system – The efficient way to operate & manage CCTV system – Investigation techniques using AVIS in Korea – Prompt commanding techniques in criminal situations – Strategies to prevent crimes using CCTV – Introduction to public safety management infrastructures; 112 crime reponse and traffic control system – Operation of Integrated CCTV Control Center	Forensic Science & Lecture techniques – General scientific investigation – Understanding of Korean Scientific Investigation – Scientific Investigation Methods and equipment – Understanding of psychological evidence – Understanding female victims and gender mainstreaming
Module 3	Anti-Corruption – Anti-graft law – Anti-corruption risk assessment exercise – Public service ethics policy – Cases of administrative litigation and trial	Action Planning – Instructions, team projects and presentation	Police Administration – Understanding of Korean National police – Police training & education administration
	Human Rights – Action Plan	Cultural Experience and Field Trips – Home Visit Program – City and Tour	Cultural Experience and Field Trips – Seoul City Tour
Module 5	Cultural Experience and Field Trips – Home Visit Program – Seoul City Tour		

	Honduras: Capacity Development of Police for Public Safety (2 nd)	Tunisia: Improving Capacity of Investigators on the Fight against Cybercrime (2 nd)	El Salvador: Project of Automatic Vehicle Identification System and 112 Crime Response Developments for Security Improvement (3 rd)
Module 1	Country Report and Introduction to KNPA	Forensic Investigation	Understanding of Project and Country Report
	<ul style="list-style-type: none"> - Presentation and discussion of Country Report - Introduction to the Korean National Police Agency(KNPA) - Action Plan: Instructions, team projects and presentation 	<ul style="list-style-type: none"> - Understanding Deep Web and Tor - Limits of and alternatives to iOS Mobile forensic investigation 	<ul style="list-style-type: none"> - Presentation and discussion of Country Report - Understanding of the Korean National Police Agency(KNPA) - Understanding of Central American Project in El Salvador
Module 2	Forensic Investigation	Disk Forensics	CCTV and Crime Prevention
	<ul style="list-style-type: none"> - Introduction of Korean forensic organization and system (Evidence gathering by forensic science and case studies) - Forensic investigation by latest equipment and techniques 	<ul style="list-style-type: none"> - Disk forensics in practice and case study - File system and data recovery - Multimedia forensics 	<ul style="list-style-type: none"> - CCTV system: background, function and operation - Crime Prevention using CCTV - 112 Crime Response system
Module 3	Planning Strategy	Mobile Forensics	CCTV and Crime Investigation
	<ul style="list-style-type: none"> - Understanding the importance of planning to improve forensic investigation and cybercrime - Policy planning to enhance public safety 	<ul style="list-style-type: none"> - Understanding mobile memory and file system - Mobile database SQLite - Data structure of telegram messenger - Analysis and recovery technique for telegram messenger 	<ul style="list-style-type: none"> - WASS system: function and cases - Crime Investigation techniques using CCTV
Module 4	Cybercrime	Country Report & Action Plan	Cultural Experience and Field Trips
	<ul style="list-style-type: none"> - Responsive strategies for cybercrime (Information security strategy of national infrastructure) 	<ul style="list-style-type: none"> - Country Report: participants' presentations on trends and types of cybercrime in Tunisia; gains and gaps in institutional and individual capacity to prevent and respond to cybercrime - Action Plan: participatory deliberation and presentation on developing cybercrime training system in Tunisia; designing of cybercrime training curriculum in Tunisia 	<ul style="list-style-type: none"> - Seoul City Tour
Module 5	Cultural Experience and Field Trips		
	<ul style="list-style-type: none"> - Seoul City and Suwon Tour 		

	Multi-country: Capacity Development on Cyber-Policing (2 nd)	Nepal: Capacity Building Program for the Nepali Commission for the Investigation of Abuse of Authority (3 rd)	Guatemala: Capacity Building Course for Public Safety (3 rd)
Module 1	Country Report & Action Plan	Understanding General Anti-Corruption Regulations	Country Report & Forensic Science
	<ul style="list-style-type: none"> - Understanding of Korean National Police and organizations - Presentation of country report - Action plan techniques and workshop 	<ul style="list-style-type: none"> - Presentation about CIAA (including its actions to have been conducted so far) - Public service ethics in Korea - Anti-corruption regulations of KNPA 	<ul style="list-style-type: none"> - Country Report & Action Plan - Understanding of Korean police - Introduction of Korean scientific investigation training - Forensic investigation organization and system in Korea
Module 2	Understanding Cybercrime Trends & Environment	Introduction of Korean Investigation Procedures and Techniques against Corruption	Forensic Science Technique
	<ul style="list-style-type: none"> - Understanding cyber-financial crime trends (phishing, pharming, etc.) - Case study for understanding cybercrime types 	<ul style="list-style-type: none"> - Financial crime investigation - Cybercrime investigation - Telecommunication investigation 	<ul style="list-style-type: none"> - Introduction on the Apps for crime scene investigation - Scientific investigation methods and Equipment - DNA and crime investigation: The Korea
Module 3	Legislation & Strategy	Introduction of Legal Procedures about Misconduct and Corruption with Cases	Major Crime Tracking Techniques
	<ul style="list-style-type: none"> - Legal process of search & seizure/ communication investigation - Law and procedure of international cooperation 	<ul style="list-style-type: none"> - Appeals proceedings and cases - Administrative trial procedures 	<ul style="list-style-type: none"> - CCTV investigation - Homicide theory and practice of latent fingerprint developing - Major crime investigative techniques - Tracking techniques of digital evidence
Module 4	Cooperation	Cultural Experience and Field Trips	Cultural Experience and Field Trips
	<ul style="list-style-type: none"> - International cooperation and case study - Public-private partnership - International organizations of cybercrime 	<ul style="list-style-type: none"> - Seoul City and Jeonju Tour 	<ul style="list-style-type: none"> - Seoul City Tour
Module 5	Basic Technique		
	<ul style="list-style-type: none"> - Techniques of tracking network - Understanding of digital forensic 		
Module 6	Cultural Experience and Field Trips		
	<ul style="list-style-type: none"> - Seoul & Busan city tour - Samsung Electronics 		

Table 10 indicates that the lectures have been displaying the tendency of repetition with similar contents regardless of the different objectives of training programs. In consideration of the depth of training, the contents have been constructed in a wide scope, aiming at overall specialized field such as forensic science and cyber-crime investigation or capacity building for public safety. Some programs were conducted crossing several fields, for example, the case of Capacity Building of Local Police in Peru covered various contents including traffic, public security, and intelligence activities. In other words, there were a lot of contents through one program. According to the interviews of the instructors leading the course for forensic science and cyber-crime investigations, they pointed out the shallow level of lectures which simply introduce basic contents and deliver knowledge.

“Now the depth of training is quite shallow, since we try to deal with many topics, which leads to the problem that there is no depth of instructors. It is needed to consider the construction that one instructor has to cover specific topic deeply through several lectures... In other words, it means that, when we have to provide much deeper level of training, some participants actually need that kind of training. But I do not know what to teach for now. For example, we cannot teach only the content of CCTV analysis when the high-ranking officers participate in the training program. It is necessary to clearly target the participants and serve the right depth of training.” [171122_Kim]

“The field of forensic science covers a broad area such as forensic entomology, forensic anthropology, forensic botany, DNA, chemistry, physics, ballistics, optics... So I cannot cover the whole details. Therefore, the term ‘forensic science expert’ doesn’t make sense.” [171123_Jeong]

In addition, lectures focused on knowledge transfer and technology, so

that lectures for individual motivation and mindset or institutional policy are conducted only through action plan. One staff claimed the necessity of lectures through coordinate interactions in relation to one's mindset.

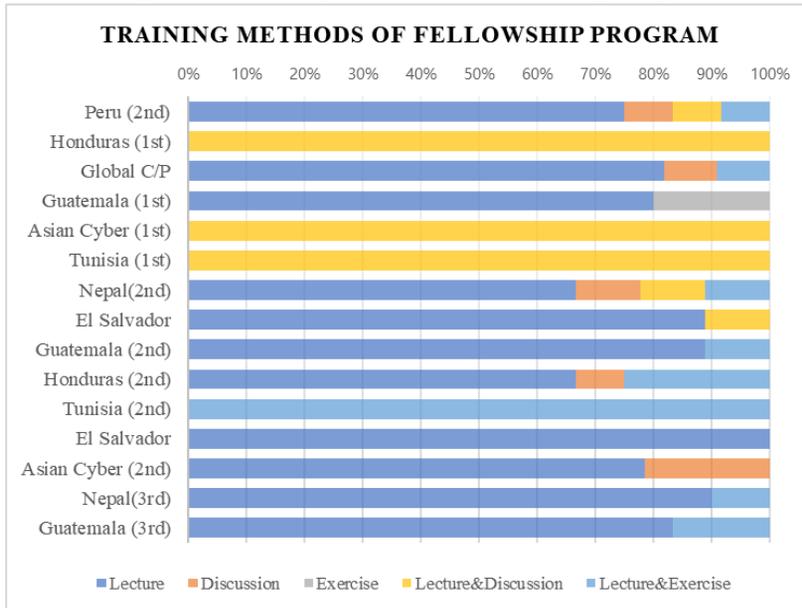
“Actually, I think the education of international development cooperation means, including universal value as a police, the education aiming at the valuable mindset from the perspective of police, rather than transmitting technology or teaching what we do well. Then why is it so difficult to do such education? Because the education about value hardly produce the output. How can we know whether the mindset of participants is changed?... Such as human rights awareness or gender protection, Korean police also went through the process of trial and error to set the mindset from the 1970s, 1980s and so on... Should we follow what we do well such as forensic science or cyber-crime investigation? I don't think so.” [171113_Kim]

4.3.4. Training Methods of Fellowship Program

Effective training programs are operated with a variety of detailed methods including face-to-face learning as lecture, exercise, group discussion, demonstration, role play, brainstorming, case study, debate, problem-based learning, scenario, and distance learning as e-learning and self-study (INTERPOL, 2016: 28). Korean police has mostly adopted the method of lecture, exercise, and discussion. Figure 8 indicates that eleven programs out of fifteen programs mainly took the lecture and three programs were conducted only with the form of lecture and discussion. In the case of Tunisia for 2nd year, the program was carried out in the recipient country, so that all courses were provided as lecture and exercise classes. Therefore, most of the programs adopted lecture as the main method for

training. The method of group discussion is particularly conducted for action plan. With regard to multi-country program, most lectures have been proceeded as a form of discussion as each country make a presentation about its status and trend of crimes.

[Figure 8] Training Methods of Fellowship Program



According to the assessment and feedback from the participants described in Result Papers, the lectures focusing on exercise received higher satisfaction rating in general through the program with Peru and Nepal. Additionally, in the case of Nepal, the participants required to add more lectures with exercise since the contents on cyber-policing was unfamiliar to them. Therefore, Korean police have considered the fact that courses have to be exercise-centered rather than lecture-centered henceforth.

During the interview, the organizer in charge of designing claimed that instructors have mainly decided training methods as a lecture. In the process

of setting the training method, there were few interactions between the instructor and the organizer. In addition, the problem related to the language occurred when the classes were conducted except the type of lecture with translator.

“If there is no special requirement, instructors will proceed lectures all the time... When we checked the feedback, most of the participants demanded more practical things. Since there were many field officers compared with administrators, who eager to learn the way to overcome the limitations in the field, they wanted field-oriented and hands-on practice. In the case of forensic science, I think there are enough exercises such as fingerprint scanning.” [171113_Park]

“Basically, the way of teaching depends on the instructors for their own classes, and they choose the method of lecture in common. First of all, there is a reason why they have no choice but to take lecture. They have to work with translators. If the class aims at a discussion, every participant has to speak English in company with others. We asked them to send someone who can speak English, but in fact, they can hardly speak English... Because all trainees are adults, I think the discussion is better than lecture as an educational plan for adults.” [171113_Kim]

In contrast, the instructor insisted that the training programs for forensic science have been proceeding well on the basis of exercises. He emphasized the stimulation and involvement of the participants.

“When I proceeded the classes on forensic science, I actually tried to practice the latest information technology in a way that students can directly observe. For example, you can use an electron microscope with your mobile through the simple device, so that it is possible to take fingerprints in the field and share information directly through SNS. Since there are a lot of other technologies which are difficult to use due to their equipment and budget problems, when I show that kind of

technology to use their mobile as a tool, the atmosphere in the class is quite good.” [171123_Jeong]

4.4. Planning and Delivery

4.4.1. Selection of Training Participants

Even though the training program is designed and prepared properly, the selection of the right participants could affect the results after the course is established. INTERPOL suggests the selection tools which consists of a mix of parameters such as technical or skill level, command of language, background and experience, whether the participant understands the objectives, whether s/he will be in a position to apply the knowledge and skills gained, etc. The detailed information about training course has to be delivered since it is the first contact between the program organizer and the participating country (INTERPOL, 2016: 37-39).

Contrary to the desirable process suggested by INTERPOL, Korean police has followed the nomination by the participating country and KOICA in advance of planning the curriculum. In other words, the organizers were notified of the directory of participants which had been previously selected. In the case of Capacity Building for Crime Prevention Strategy Development Course, KOICA unilaterally modified the list of participating countries and members as they added two more countries without additional discussion. In addition, it is pointed out that the information about participants was delivered to the instructors relatively late.

“The problem occurs during the selection of training participants. They were already determined by the government of their country. When we ask to send someone who meets certain requirements, they should follow the process of selection for the participants who are suited to the demands of us, but there are few cases corresponding with this process. Because they have been arbitrarily interpreting and considering more broadly.” [171113_Kim]

“It's a very important part. When the instructor received the notification, it is needed to consider what kind of information they were delivered such as how many participants there are, what level they have, what kind of person, what kind of educational backgrounds they have, and how many years of police experience. Which information did you get while you were requested and accepted the lecture or just before the lecture?... I think it is critically insufficient... It is fairly crucial who the training participants are, but they were decided until the very last moment. The curriculum had been agreed with each other, but the trainees were notified two days before starting the training program, two days before arrival. In reality, the problem occurs due to the selection of KOICA late in time, so that the curriculum design is completely out of order.” [171122_Kim]

The instructors who directly interact with the participants for training emphasized the verification for the skill level among the participants. Considering the interview with two instructors who specialized in cyber-crime investigation and forensic science respectively, the difference of skill level among participants varies depending on the target field. However, the instructors raised the same argument that the level of the participants should be carefully considered at the process of planning.

“There is a gap of the basic knowledge among the trainees. When I gave a lecture, since the participants belong to different institutions including the Ministry of Defense, the intelligence agency, and the police, there

was a part where they could not cooperate with others about action plan. They have conflicting interests, and especially regarding IT technology, there is a huge difference between whether they work at the field level or not. So, it is particularly difficult to focus on the lecture because of the difference in the technical skill level... The level of the participants should have been checked. Even if the participants from different ministries engaged in the program, I think that the basic average level of education to attend this lecture should be matched.” [171122_Kim]

“Unlike the field of cyber-policing, the participants from the forensic science department mostly know all the basics, since they do the same thing such as fingerprint scanning/verification in their country. I do not agree that the level is so low, rather I have a responsibility to know the level exactly and determine the appropriate contents for the lecture.” [171123_Jeong]

4.4.2. Planning of Instructors

It is a considerable issue for instructors how to formulate lecture plan and prepare the course in partnership with organizers. In the program documents, the instructor workshop and planning meeting were undertaken composed of the members including the organizers from CIPTR, instructors, faculty members at police educational institutions - including Korean National Police University (KNPU), Police Training Institute (PTI), Central Police Academy (CPA), and Korea Police Investigation Academy (KPIA) - researchers at Police Science Institute (PSI), and external experts. By reason of the locational advantage among police educational institutions which are located in nearby areas, professors from the institutions have been readily summoned to the meetings. The instructor workshop was held to prevent duplication of contents between the instructors, as well as the planning

meeting discussed the contents, methods, and supplementation of the feedbacks raised from last fellowship programs. In the case of project with El Salvador, for example, the instructor workshop provided the detailed information about participant's attitude since the frequency of questioning had been higher than other countries during the previous training.

However, both organizers and instructors consistently expressed dissatisfaction with the current instructor workshop and planning meeting. They agreed with the importance of the advanced meeting for planning the courses, though considered the meetings as just one-off event. In addition, there seems to be the limitation of information provided.

“We must conduct the planning meeting precisely when the fellowship program is going on. The planning meeting should be continuously conducted. We should have shared enough information on the situation of targeted country with regard to the objective. The organizers in charge of administrative work don't have time to consider these... The reason why the field of cyber-policing and forensic science works well is that it is easy to contact and request the consultation with the experts who are firmly fixed. Otherwise, it is tough to cultivate a new specialized field.” [171113_Kim]

“It's already late to plan the curriculum and each lecture after proceeding the programs. For example, the programs for Latin America should be conducted through sharing the information such as the project implementation papers of KOICA with the instructors and organizing the planning meeting. It is normal for instructor to individually check about the participating country.” [171123_Jeong]

In addition, the concurring opinions are raised that, as well as the preparation for specialized field, the instructors should build an awareness of development cooperation thoroughly and enhance their understanding

about participating country. Proceeding the training courses, the instructors recognized the dilemma occurring when there was a lack of comprehensive understanding.

“The instructors have little experience to learn about development cooperation. It is an important point that, even though the instructors don’t have enough knowledge of development cooperation and the targeted country, they - as the technical experts - just deliver our knowledge, which has its limits. I think it is one of the serious problems. The situation occurred that they leaved after boasting about Korea. ‘I will teach you, so you should follow us and work as well as Korean police.’... However, instructors should use an expression as sharing and going together. They don’t ask the question ‘I’m work in this way, and what about you?’. But, it is the most important question.”
[171112_Kim]

“As an instructor, I agreed with the necessity of learning the field of development cooperation. I should clearly understand development cooperation to join the process of establishing and sharing action plan. Among the agencies, the instructors should be selected in consideration of the task and education, not the individual... When we do a preliminary feasibility research, the responsible organizer and instructor should grasp the status of how to educate the participants in the local country regarding the contents and construction. There is a part where the contents such as bloodstain pattern analysis can be overlapped, and I have to check those things in advance.” [171123_Jeong]

4.5. Evaluation

4.5.1. Program Evaluation System

According to INTERPOL guideline, the process of evaluation is highlighted to assess the overall completeness of every step including

designing, planning, and implementing of the training, which should be established from the outset of the program. There are main reasons for evaluating training programs as follows: to enable improvements to be made in future programs; to provide feedback to the trainers about their performance and methods; to measure the transfer of learning from the training room to the workplace; to provide the organization with a performance measurement concerning the quality of its training programs; and to justify expenditure on future programs. As an evaluation model for educational effectiveness, Kirkpatrick's Four Levels of Evaluation can be used to categorize the level of education as Reaction, Learning, Behavior/Transfer of Learning, and Results/Return of Investment. It is required to design the questionnaire with the valid questions and use appropriate evaluation tools. Furthermore, all members who are related to the training course have to get involved in the process of evaluation analysis (INTERPOL, 2016: 56-57).

The evaluation process of fellowship programs is comprised of outcome evaluation, instructor evaluation, evaluation meeting, and monitoring. The achievement of project goal is mainly identified by the outcome evaluation with the indicators of participants' satisfaction, training achievement, action plan, and sustainability.

The overall evaluation aims to figure out the outcome of fellowship program that includes the educational evaluation as a subsection. INTERPOL guideline put stress on the linkage among objectives, methods, and participants assessment. The learning objectives are supported by adapted instructional methods and the performance reached by the participants are checked by assessment tools. In other words, the evaluation

should be able to identify the performance achieved by the participants, which connects to proper understanding on methods and objectives.

However, some interviewees raised the question about the dubious validity of evaluation. Validity indicates the extent to which an evaluation measurement corresponds to evaluation objectives. The content and construction of the evaluation should be designed to properly figure out the objective of the evaluation. With regard to validity, the interview revealed the doubt specifically as the contents of questionnaire cannot contain various items of evaluation related to the educational outcomes. In addition, it seems that other factors affect the satisfaction evaluation of the education itself.

“Even though the content of training program was a mess, the participants gave a perfect score for it because they visited A Electronics company. It means that we divided the items to ask different sections, but other factors such as industrial inspection affect the evaluation of other items... The way to refine the evaluation is to check out our delivery. In this case, we should distinguish the items clearly.”
[171112_Kim]

“But I am doubtful about the academic achievement. In order to properly evaluate the achievement, it is necessary to test the baseline beforehand and compare the pretest and the posttest. Even though the questionnaire includes the items about academic achievement, it asks whether the participants obtain achievement or not perfunctorily.”
[171113_Park]

The evaluation through the questionnaires was conducted by the organizers who designed the entire training program, not the instructors who actually lectured. The feedback was excluded between instructors who provide the contents of the training and trainees who participate in the

lecture. However, since learning is a two-way process, skills and attitudes of the learner must be understood in order to optimize the transfer of information from instructor to participant. Therefore, the learner-centered feedback is suggested for the participants to actively seek information to assess their progress and performance with self-initiative and motivation (INTERPOL, 2016: 47-48). Along with the survey, the interviewees recognized that all agencies should participated in the process of planning meeting and monitoring, including training institution, instructors, and KOICA.

“We hold evaluation meeting from time to time... I think that even though we cannot work with participants, we should have an evaluation meeting with professors about training process... It is needed to evaluate the fellowship program in itself from the perspective of KOICA, rather than simply evaluate the satisfaction of the participants. Is it true that we managed it properly in the aspect of quality? So, it is the evaluation on the training institutions... Anyone can obviously recognize from the quantified data that how many foreign police has been trained in Korea. That’s the reason why it has been expanded quantitatively. There have been visible outcomes, so that we overlook to look into what we have done. It is a matter for us to consider carefully.” [171113_Kim]

“It is also important for instructors to participate in the process of evaluating trainees. The results will be a meaningful resource later since we can collect the characteristics related to the country and subject. It can be used as a material for feedback before proceeding other courses especially for instructors. It has to be an interactive process.” [171122_Kim]

4.5.2. Action Plan

Fellowship program of Korean police, which is in governance sector, put

much emphasis on action plan which provoke trainees to develop an effective policy for their country. KOICA (2014) defined the meaning of action plan as “a specific action plan which is established to promote social and economic development and to develop the capacity of organization by applying the experience, knowledge, and the cases of other countries that the trainee acquired through the training process”. action plan should be managed to avoid the form of introduction and select the subject in accordance with the objective. The content of action plan comprises the way of problem solution, system reform and introduction, and policy adoption.

The action plan papers, which was submitted as a result of fellowship program, follow the format with background and purpose, current status and issues, improvement strategy, specific action plan, and expected results. Through various types of analysis including SWOP (Strengths, Weaknesses, Opportunities, Threats) analysis, gap analysis, and stakeholders analysis, participants take the initiative in understanding their own country, which leads to determine an appropriate policy depending on different situation. Program organizers felt that the process of preparing action plan itself provides the benefit to the participants.

“What’s going well is that the action plan is for problem solving, and the training program is aimed at problem solving, therefore action plan set up a time for the participants to meet each other, share what the problem is, and draw up the blueprint. Additionally, they may not know what tool to use and how to operate when analyzing a problem or formulating a plan, following the process of action plan could represent much to the participants.” [171113_Park]

“Actually, to establish an action plan is a great help to each individual. There is a process to think differently and discuss with each other in

order to make an action plan... It functions as a motivation for trainees to think about security in their country from the different view. They were actually working harder than I thought, since they had to make the result and make a presentation. They performed more actively compared with the lecture, so I think it's better to reduce the number of lecture... to provide a basic lecture and spend more time on the action plan.”
[171113_Kim]

On the other hand, there has been criticism about process and implication of action plan. Since engagement in policy making is allowed only for high-ranking officers, some participants were recognized as unsuited for policy planning. Even though action plan is properly established, there was no efforts to take follow-up on implication of action plan in the recipient country. Compared with positive analysis on action plan according to the result papers, there is a doubt to apply the result of action plan to practice.

“The field-level officers, middle managers, and the high-ranking officers come to receive the training. The field officers, so to speak, as a police officer at the police substation were required to make an action plan, but action plan is not their work, and it is difficult itself... To select the topic is difficult at first. The instructors teaching action plan do not exactly know about the target country and the participants also often do not distinguish what to do in their country. It eventually caused the result of the items from the perspective of Korean police.”
[171112_Kim]

“There are two problems, one of which is whether the participants who could run the action plan are joined. Most participants could not. Another problem is that the participants are practitioners, for example as a cyber investigator in the field, but we asked them what they need for a national cyber-policing strategy that we also cannot implement... Follow-up feedback for action plan didn't work due to lack of budget to go to the site for monitoring or evaluation... After submitting an action

plan, it's hard to figure out what extent to which the participants give a report in their country.” [171113_Park]

4.6. Maintenance and Ex-Post Management

4.6.1. Plan and Implementation for Ex-Post Management

The last stage of training process recommended by INTERPOL is maintenance and certification as quality assurance. Since INTERPOL represents authorized international police organization, it ensures the training course as an international accreditation. In comparison, Korean police have provided short-term invitational training cooperated with KOICA, fellowship programs take the term of ex-post management rather than certification or accreditation. In terms of sustainability, ex-post management such as performance management identifies whether the improvement of individual participants would consistently trigger capacity building of institutions and country. Consequently, it promotes the environment to support the lasting effect.

In the Result Report, most of the ex-post management activities are limited to the exchange between the participants through SNS. The need for long-term exchanges is mentioned, but no specific efforts have been undertaken. However, some arguments are included that the improvements will be required for the problems during the program. For example, in the case of Capacity Development on Cyber-Policing, the lecture needs to be organized into two classes as lecture and exercise, since the subject such as

network tracking technology requires practice. However, it has mainly focused on the feedback from the organizer's point of view, rather than on the feedback of the trainee's capacity or further actions linked to the training program. In other words, maintenance and ex-post management in the document are interpreted as the suggestions for future programs rather than for the results of the program.

According to the interview with instructors, they all have recognized the limitations of previous approach to ex-post management and recommended several alternatives, emphasizing the liaison among police. Specially, police around the world share the same goals of preserving social order and security, hence they have advantage to build a linkage among police resources from different countries. For instance, it is suggested to set up a contact system in order to strengthen cooperative investigation after the training program is complete.

“In terms of communication, using a platform like Facebook would be good for friendship. However, with regard to educational performance management, it is needed to organize performance management based on program itself and outcomes of program to maintain the fellowship program. We have to target it more clearly as an ex-post management of the ultimate goal we want to achieve through education and training.”
[171122_Kim]

"I think that K-police Wave projects have a strong tendency, in accordance with police work, to build up a contact system and request an assistance when an incident happens to overseas Korean. That's the difference between the projects of KOICA and Korean police.”
[171123_Jeong]

CHAPTER 5. DISCUSSION

5.1. Capacity Building

5.1.1. Understanding of Capacity Building

As the title of fellowship program has been specified as capacity building, Korean police has recognized the need for changes in its approach. However, the concept of capacity building itself is ambiguous and difficult to apply since it deals with a wide-ranging improvement. To be specific, discussion about police capacity has even recently began to adapt the trend of international development cooperation. The problem is inevitable for the person in charge of the fellowship program to have a shallow understanding on capacity building, which is revealed through the interview.

Both organizers and instructors experienced a sense of inadequacy derived from the lack of knowledge and experience in the field of international development cooperation. When organizers set the objective of the fellowship programs, they followed the examples suggested by KOICA without understanding of the reason why they introduced the term of police capacity building. From the instructor's view, it occasionally led to the inconsiderate attitude toward the recipient country. The instructors also showed uncertainty about how to provide education, which directly effects on the outcome of fellowship program.

Insufficient understanding also brought about different interpretation

depending on individual. Some instructors adhere to the previous approaches to transmit the finest knowledge from the perspective of Korean police, which has been avoided in terms of capacity building. There is a confusion about how to balance between donor country and recipient country to take the lead in a process. So far, Korea has led the project operation as a donor country. However, INTERPOL guideline encourages active involvement of the recipient country at every stage from needs analysis to evaluation. In addition, the instructors should thoroughly understand the subject and needs of the trainees to prepare well when delivering training.

“While having experience with the people in charge of international development cooperation in Korea, they seem to be salesman to sell the product showing off so-called ‘K-Police Wave’ to other countries. But I don’t think it’s right, since the country’s police itself knows best what is needed and how to prevent crime with regard to the security projects. The third party never knows.” [171113_Kim]

Demand-driven approach is related to the ownership of the recipient country. As World Bank (2000) acknowledged that to impose change from the outside is difficult to work well, ownership is a critical element for sustainable development (as cited in Fukuda Parr et al, 2002: 35). Nonetheless, fellowship program of Korean police has less relevant to cultivating ownership of the participants since the perspective of donors is more likely to hold a dominant position. The reason is that, during the overall flow of the changes with regard to the development cooperation projects, Korean police has focused on producing betterments through the effort of the donor country rather than the recipient country, emphasizing

the global status of Korean police. However, the dominant role of donors tends to cause the destruction of national capacities in the recipient country. As the first principle for capacity building, Matachi (2006) suggests that the partner organizations take ownership of their capacity building initiatives, while describing the role of donor organization as a catalyst.

Such problem is not treated as a personal matter, since it emerged from lack of opportunities for sharing participants' understanding in the forms of planning meeting and evaluation meeting. Although these formal processes for mutual exchange of opinions have been required, but in practice, they have tended to be skipped or conducted perfunctorily. An institutional strategy can be provided to raise awareness of them even if the organizers will be replaced through the personnel transfer.

5.1.2. Relationship between Objectives, Contents, and Outcomes

All the components of the fellowship program should be constructed in accordance with the objective of capacity building as the documents mainly described. In this regard, two questions arise: whether the contents of training are organized to support capacity building, and the outcomes of fellowship program absolutely represent police capacity building.

Training contents provided by Korean police were fairly reliable considering the level of knowledge which has been highly recognized worldwide and the selection of instructors composed of eminent experts.

Nonetheless, it is pointed out whether such contents have substantially contributed to developing the capacity of the participants. According to the interviews, the training programs overloaded the participants with a lot of contents in a short time. Although some interviewees noticed the situation, they have not tried to connect the problems with the goal of capacity building. With regard to role capacity, fellowship programs should follow the way to empower individuals, teams, and departments founded on overall organizational strategy, rather than to instill a high level of knowledge into the individuals regardless of institutional support.

The contents would be clarified through the process of realizing capacities of the recipient country. Fukuda Parr et al (2002) argued that the useful knowledge at a deeper level has to be steadily absorbed, tested and modified along with the constant process of willing acquisition. When education system attempts to transfer knowledge by forceful repetition, for most learners, such methods are irrelevant and wasteful unless the individual genuinely wants to learn. The instructors need to adopt the training strategies as target-centered considering the current status of recipient country.

“For example, countries such as Honduras and Guatemala have a well-founded analysis system of ballistics and forensic firearm examination since the gun-related crimes have occurred frequently. In this context, the role as a trainer is to admit the fact that the police in the recipient country performs well. The lectures just suggest know-how on special efforts to utilize our strengths, for example, practical use of advanced technology and the speed of organizational operation. We also share the experience of trial and error about what Korean police has done well and wrong.” [171123_Jeong]

Outcomes of the training program presented in the document and the interview have been interpreted mainly by the respond to the questionnaires and the result of action plan after training. There are two types of negative interpretation: First, the measured outcome itself can be low; Second, although the measurement of training program has shown high levels of outcome, whether the concept of the outcome is appropriate remains uncertain. Until now, the results of outcome evaluation tend to be high. The question arises at this point: Can they demonstrate that the programs have achieved the capacity building since the participants scored high on achievement and satisfaction and established an appropriate action plan? Organizers criticize the lack of validity in the content and process of the evaluation, but it should be basically founded in the context of capacity building. It means that the representativeness of the evaluation system for capacity building has not been considered while the organizers design the goal of the program outcomes and analyze the outcomes from the collected data.

Moreover, the main objectives of fellowship program are presented using the term of capacity building mixed with capacity development. The organizer mentioned that there has been a current change of the term from the capacity building to the capacity development to determine the title of fellowship program, but without understanding the reason. Although they are willing to achieve both terms without a clear distinction between them, in the future, the concepts should be clearly distinguished and selected more appropriate for the purpose of the fellowship program. Considering the concepts defined by Theisohn and Lopes (2003), it is needed to decide how

to deal with existing capacities in the recipient country, as whether imported capacity is provided on them or knowledge sharing encourages to improve them.

5.2. Police Work

5.2.1. Differences between Each Field

Fellowship program of Korean police has treated the broad theme of security capacity building and the contents of training cover a variety of different fields. The characteristic of police is that each field has a certain specificity, even though there are universal values which have to be shared regardless of the field. For example, there exist various sub-departments within the national police agency, and the division of departments varies from country to country. In addition, the experts in more sub-specialized field are performing within each field. For example, in the field of forensic science, each investigator is specialized in DNA analysis, postmortem examination, etc. Balzer (1996) mentioned the working relationships in specialty areas as follows:

The police occupation, like most of the world's occupations, has become increasingly specialized, and each of the specialty areas has developed a unique identity and fraternity of its own based on a commonly held esoteric body of knowledge, experiences, and terminology... The following are examples of established police specialty areas: patrol, communications, budget/finance, administration, personnel, burglary investigations, homicide investigations, traffic control, criminalistics, management control, and training... To advance the shared knowledge of the specialty area, and to bring all of their practitioners up to speed, many specialty areas organize

international conferences and/or hold joint training exercises... Importantly, such conferences and exercises are not seen as threatening to the authority of incumbent politicians and police administrators because they deal with relatively narrow, technical aspects of the police operation. They offer prestige to the hosting country and agency, and for the participants, they are both fun and professionally rewarding. They should, and probably will, be expanded.

Therefore, it is necessary to plan and proceed the training program after grasping the characteristics of targeted field, since it affects the suitable types, contents, and methods of training. For example, country-specific program and multi-country program respectively aim the effect of ‘Circular Diffusion’ and ‘Global Approach’. When the program handles the specific field based on the objective, it has to be identified which effect the program ultimately try to achieve and the recipient country needs to take in terms of its capacity building.

Particularly, the instructors who are experts in each field emphasized the necessity of field-targeted education in detail. Korean police have not implemented different approach or strategy for each sector. Even in the field of cyber-crime investigation and forensic science that have been considered as a specialized area of Korean police, training guideline for each field was absent. Instructors, who were selected as an expert in their field, mentioned that they have difficulty in providing in-depth training in detailed topics. They also felt the mismatch of the field between what they lectured on and what the participants wanted to learn. The instructor who lectured on cyber-crime investigation suggests the alternative as follows:

“When designing a fellowship project, it should be categorized for specific purposes: whether we proceed the project with one country for three years, with multi-country for three years, once for one country, or

once for multi-country. As I said, when targeting transnational crime, it is better to proceed the projects with many countries for three years. At this time, it doesn't matter if the training contents is duplicated. Because if the goal is to expand networks, we can do the same course three times. There is no need to divide the participants as a field level, middle manager, and so on. However, when we aim to improve CCTV system in one specific country, the project should go through the process of basic, middle, and policy step by step.” [171112_Kim]

International guideline suggested by INTERPOL excludes the subdivision of police work, since the analysis encompasses a wide scope of effective capacity building project for the entire police in fragile countries. In comparison, fellowship program of Korean police has been operated to set up more specific purpose and field. While dividing the programs into units in detail, it is founded that the specialized field covered by the training program has a major impact on the direction of its operation. Choi and Jang (2012) pointed out that the curriculum of the police training program of KNPU has offered the advantage of covering a wide range of subjects. However, it was difficult to present clear goals to trainees and expect training effects to fulfill specific knowledge, skills, and capacity, which is highly related to the sustainability for capacity building. They noted that domestic training or many of the training of foreign private organizations could provide step-by-step training which leads to sustainable capacity building to some extent. Therefore, it is possible to complement the fellowship program, which has been regarded as a one-time event, with the development of the step-by-step training program based on the characteristics of each field.

5.2.2. Occupational Characteristics of Police

During the discussion on fellowship program, the occupational characteristics of police were mentioned in several ways which influence education and training. First, police organizations basically divide the ranks to have a system of command and different authorities are assigned to each rank. It effects on the way to operate fellowship program depending on the rank of participants. For instance, some interviewees raised a question of whether the participants have relevance to the implementation of action plan. It indicates the need to consider the feasibility of training contents depending on the ranks. INTERPOL (2016) also divided the types of training with regard to the ranks, mentioning that all trainees have similar levels of experience and expertise for certain courses in order to facilitate learning, whereas for other courses, the participants consists of high-level managers and low-level assistants in the same class to train an entire unit together.

Nonetheless, most of the fellowship programs have carried out without a special approach according to the rank. The required tasks as the identifiable subsets of a duty are different depending on the rank and department. Task analysis, suggested in INTERPOL guideline, identifies the knowledge, skills, and attitudes to determine the specific tasks critical to satisfactory job performance. It can provide the instructor with the information where training is needed and where it should begin. Moreover, an effective teaching strategy can be built that will help diagnose instructional problems (INTERPOL, 2016: 19-20).

Second, since the purpose of the police system is to protect the rights of the citizens and maintain public order, the police placed an official position. Therefore, through an official contact, sustainable cooperation between police organizations is relatively easy to proceed across the world. Shin (2017) argued that the ex-post network system is insufficient after the completion of the fellowship program conducted by Korean police. It leads to the problem in maintaining a sustainable relationship and establishing the security cooperation network. Therefore, it is suggested that the process of ex-post management has to be carried out effectively by using the status of police.

“We are in good position to carry out maintenance because of our occupation as a police officer. Nonetheless, it does not connect well with actual task since education is cut off as education... For example, in the third or fourth year, a follow-up can be added. From the first year to the third year, the training courses are provided, and in the fourth year, we can visit the recipient country for the ex-post management... or when there is an event, Korean police can invite the police who participated in the fellowship program. I think various ideas should be suggested. Beyond the role of provider in terms of the relationship of trainer and trainee as an educational institution, we should arrange the connection of police to police as a matter of course. Well... In other words, it means to combine more to satisfy sustainability.”
[171122_Kim]

Third, considering responsibility as international police, police capacity building contributes highly to the approach on cooperative investigation for solving the transnational crime. In other words, it should be noted that the capacity building of the recipient police achieved through the fellowship program can not only end with individual improvement, but also help solve

transnational crime in the future. From the practical police perspective, Balzer (1996) mentioned certain specific acts for cooperation such as: a need for discovering, documenting, and communicating basic working information about crimes; a need for direct acts of investigative assistance; and a need for help in prosecution. The course of fellowship program implies the linkage with these needs. For example, multi-country program of Capacity Development on Cyber-Policing suggested by Korean police as the official proposal represents the importance of networking between police organizations.

5.3. Education and Training

5.3.1. Interpretations on the Educational Aspect

As the difference between education and training mentioned, each aspect of the fellowship program is needed to be discussed separately. The projects on police capacity building have targeted the specific occupation of police, so that the importance of training is mainly emphasized since it effects on the improvement of the ability to perform on the job (Treven, 2003). On the other hand, education is more broadly defined as a more general, less specialized or hands-on approach to enhancing knowledge (Masadeh, 2012). International police organizations also mostly used the term of training for the police development, for example, INTERPOL noticed the considerable importance of the training needs of member countries and established the

Training Office to review their training activities. However, fellowship program for capacity building intrinsically embraces the aspect of education which is included in the concept of development. Garavan (1997: 42) suggests the distinctions between these terms for theory and practice, while mentioning the broader scope of development as follows (as cited in Masadeh, 2012):

Training for instance, can be associated with ‘learning by doing’ whereas education is more synonymous with ‘learning by thinking’; development involves learning thinking, doing and feeling.

During the interview, the organizers and instructors mentioned the term ‘education’ to express their consideration on educational aspect. They suggest a necessary action on insufficient part depending on their own interpretations. With regard to the process to decide the objective and goal of the fellowship program, it is argued that that the organizers have to develop their own educational capacity to properly plan the curriculums. Furthermore, the organizer felt discontented with their additional work which was not related to the education and training. It is affected by the fact that fellowship program includes various activities to satisfy with the suggestion of KOICA such as industrial inspection and field trip, so that the organizers have provided the facilities as much as possible.

“So far, Korean police has put every facility such as transportation, food, and accommodation as well as training courses during the fellowship program. Because we waste our time to prepare the other things rather than education and training itself, we cannot pay attention to guarantee the quality of education. Evaluation of the participants also is influenced as they scored high due to the hospitality... What we should remember is that the participants are not only the guests, but also the trainees.”

[171113_Kim]

The content and the method of fellowship program are needed to be supplemented to correspond to the educational aspects. The curriculum mostly omitted the value-oriented lecture which causes improvement of consciousness. Especially, there was a lack of contents dealing with the ethical values. As UNPOL emphasized the obligation of police, basic consciousness of human rights and gender should be a mainstream throughout the whole training process, which support to utilize newly acquired knowledge and information appropriately. Kratcoski (2004) argued that the types of education and training provided to the police are needed to satisfy the requirement from the citizens and the media. Since the police are symbols of the government's authority over citizens and its attitudes toward them, particular care must be taken to train officers in communication skills, with a strong focus on human rights. The format of the training can be diversified which can acquire different types of educational values, as not limited to the lecture.

“Education and development cooperation infer to find the way together with partnership. It doesn't mean that I'll give you what I am good at. We should reinforce such aspect to discuss and interact each other.”
[171113_Kim]

“Personally, I would like to approach the ODA projects in the way that the participating police officers visit Korea and ‘enjoy’ the fellowship programs. We can proceed it with the form of conference or seminar to easily take part in. Besides sitting in the classroom, there are also many things to learn by meeting and having an experience with the police officers in the field.” [171123_Jeong]

5.3.2. Role of Training Institution

Fellowship program of Korean police has followed the unique structure composed of three agencies including KOICA, Korean police, and the participants. In the program documents, Korean police takes the lead in the training procedure with the financial support from KOICA. However, the interviewees showed an ambiguous attitude toward their role as they felt themselves as an implementer doing one of the national ODA strategies operated by KOICA. When participating in the process of designing and planning, each individual has identified a number of deficiencies and recognized the need for change, but such criticisms were not reflected in the process of implementing the policy. For instance, although they had a question when they received the data scarcely or followed the guidelines from KOICA, additional requests to solve the problems were not openly discussed.

Especially, as a training institution in charge of the courses, Korean police cannot manage the whole process of the training as excluded from the stage of needs identification and analysis. The training cycle suggested by INTERPOL signifies the fact that it is continuous reflects that training is an ever-evolving process. Nonetheless, Korean police has been confronted with the problem of segmentation, which caused incomplete understanding of the process and exclusion of their own feedback. Even the instructors provided the lecture which was nothing to do with the needs of participants. To satisfy the training requests directly from the participants, it is suggested to collect data by conducting pre-survey in the field.

“It will be possible to interview if we conduct field research. With regard to the analysis on willing/able, it is hard to figure out whether the content needs training or not unless we are going out to the site. So, I think it will be easier if we can go out to field research in the future”
[171113_Park]

In this context, the need for Korean police to redefine its position in the field of international development cooperation is posed through assuring the relations between other stakeholders. Compared with several police organizations in developed countries which have steadily devoted their efforts to development cooperation works, it was relatively recent attempt for Korean police to start the projects on police capacity building. Since the authority and responsibility of Korean police have been defined unclearly, the expansion of participation should be discussed at the organizational level beyond the individual level. Moreover, the engagement of the recipient countries also needs to be promoted which has been comparatively insufficient. Malik (2002) emphasizes the value of partnerships on cooperation not just between a donor and recipient but between all key actors and institutions involved in change.

Focusing on the perspective of the police, there is an opinion to formulate ‘Police CPS’ which includes the strategies of police organizations by themselves beyond the broad contents of the CPS which is limitedly delivered from KOICA. Police CPS indicates the data related to the security capacity which are gathered through the multi-party collaboration between subjective activities of police and cooperative support of the related organizations.

“When Korean police takes part in the working group for making CPS (Country Partnership Strategy) of the Committee for International Development Cooperation (CIDC), it will be possible to raise the voice which can be reflected, but not so far. There are some indicators related to the governance sector, though I have had a question sometimes. The strategy of Police CPS is necessary at the police level, while many things have not been done yet.” [171113_Park]

“From the view of ODA, the problem is that we don’t have a database organized with the data for each country... Whether there is the AFIS (Automated Fingerprint Identification System) in Honduras, for example, we have to ask individually. If such data are arranged in the internal knowledge management system of the police, it can be checked by anyone. Additionally, it is also desirable to sort the materials such as business travel report by country. I think the efforts to upgrade the information while contacting each other should be done first.” [171123_Jeong]

CHAPTER 6. CONCLUSION

This study has identified experiences of fellowship program of Korean police on the basis of the training process. In the process of qualitative analysis, various contents are reconstructed to understand the context in which the fellowship program has been operating. Particularly, it is able to grasp the limitations that the interview participants have experienced while implementing the programs, which could not be found in the documents. The identified problems are influenced by three different factors: capacity building, police work, and education and training.

First, as the fellowship programs were interpreted from the perspective of capacity building for police, a lack of understanding about the concept and inconsistency between the components have affected the overall procedure. Second, since it has been especially adapted to the police officers, the significant differences between the field of police work affect to organize the programs. In addition, the staffs could take advantage of occupational characteristics of police. Third, considering the difference between education and training, diverse interpretations on the educational aspect of the fellowship program are founded. Also, there was a limited role of the staffs as a training institution.

In conclusion, it suggests that when a problem arises - for example, the evaluation indicators are not valid, or the training participants are not appropriately selected - it should not be interpreted as an individual situation. In other words, beyond the dimension of the staff and the institution, the context of fellowship program should be considered where the different

aspects are compounded. Whereas the previous approaches focused on the position of police or effective training respectively, future studies should be conducted in detail based on the understanding of the overall context in a broader perspective. The study does not attempt to suggest a specific solution for each problem, but to mention a variety of categories that can be referred to while finding a solution.

This study conducts qualitative reconstruction research involving the interview participants that consist of two organizers and two instructors. Even though they have engaged the same fellowship program, the experiences and their interpretation of experiences could be different depending on individual. Therefore, the result derived from the interview cannot be generalized to all cases of Korean police, rather the study aims to suggest an optional alternative which implies the potential for improvement of future operations. In addition, the members of CIPTR are changeable due to a transfer of personnel in police organization, which causes an inconsistent flow of fellowship program. Therefore, on the extension of previous studies, future studies on new participants should be continuous.

In addition, this study deals with 15 fellowship programs to seek out the common issue within the whole operation of the CIPTR. Therefore, further researches are needed to thoroughly analyze each fellowship program with regard to the characteristic of it. There will be a variety of approaches such as comparing similar types of fellowship programs or combining training contents related to the specific field. Considering the limitation of the document and interview analysis, which contains favorable expressions toward the training institutions, it will be complemented by the method of

observation to understand actual situation from the direct view of researcher.

Furthermore, more various stake-holders have to participated in the research, for example, the participants from the recipient country, other instructors, and the KOICA officials in charge of police fellowship program. To listen the voice from other participants will facilitate more insightful interpretation. For example, as the study presents the relations between KOICA and CIPTR during the process of needs analysis, the KOICA officials can be requested to explain their stance on the strategy for dealing with police ODA projects. In addition, it is particularly important to involve the participants from recipient country as, in essence, the term ‘capacity building’ emphasizes the empowerment of the recipients. In the future, Korean police is expected to play a role as a walking-partner for the genuine development of developing countries, rather than a running-leader to pursue the success of the program.

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APPENDIX

Appendix 1. Consent Form for Research Participants (Korean)

연구참여자용 설명서 및 동의서

연구 과제명 :

경찰역량강화를 위한 한국경찰의 연구사업

연구 책임자명 : 백민정 (서울대학교 글로벌교육협력전공 석사)

이 연구는 개발도상국 경찰역량강화를 위한 한국경찰의 연구사업이 효과적으로 진행되기 위해, 현재 정책과 적용 측면을 교육절차에 기반하여 분석하고자 하는 연구입니다. 귀하는 현재 경찰역량강화 연구사업을 진행하고 국제경찰교육훈련 연구센터에 소속되어 있는 사업 담당자이기 때문에 이 연구에 참여하도록 권유 받았습니다. 이 연구를 수행하는 서울대학교 소속의 백민정 연구원이 귀하에게 이 연구에 대해 설명해 줄 것입니다. 이 연구는 자발적으로 참여 의사를 밝히신 분에 한하여 수행 될 것이며, 귀하께서는 참여 의사를 결정하기 전에 본 연구가 왜 수행되는지 그리고 연구의 내용이 무엇과 관련 있는지 이해하는 것이 중요합니다. 다음 내용을 신중히 읽어보신 후 참여 의사를 밝혀 주시기길 바라며, 필요하다면 가족이나 친구들과 의논해 보십시오. 만일 어떠한 질문이 있다면 담당 연구원이 자세하게 설명해 줄 것입니다.

1. 이 연구는 왜 실시합니까?

이 연구의 목적은 개발도상국 경찰역량강화를 위한 한국경찰의 연구사업이 어떻게 진행되고 있는지 현황과 실재를 문헌 및 인터뷰 분석으로 파악한 다음, 교육절차에 따라 연구사업의 효과성을 향상시키기 위한 개선점을 파악하고자 실시하였습니다.

2. 얼마나 많은 사람이 참여합니까?

실제 연구사업 계획 및 실행에 참여한 교수진 및 연구센터 직원 약 4-5명의 사람이 참여 할 것입니다.

3. 만일 연구에 참여하면 어떤 과정이 진행됩니까?

만일 귀하가 참여의사를 밝혀 주시면 다음과 같은 과정이 진행될 것입니다.

실제 연구사업을 진행하면서 느꼈던 점을 자유롭게 논의하는 과정이 진행될 것입니다. 1차 탈별 그룹면담을 실시하고, 이후에 2차 개인면담을 실시할 예정입니다. 모든 과정은 연구사업이 진행된 충청남도 아산시 소재 경찰대학에서 이루어질 것입니다.

4. 연구 참여 기간은 얼마나 됩니까?

약 2시간씩 총 2일이 소요될 것입니다.

5. 참여 도중 그만두어도 됩니까?

예, 귀하는 언제든지 어떠한 불이익 없이 참여 도중에 그만 둘 수 있습니다. 만일 귀하가

연구에 참여하는 것을 그만두고 싶다면 담당 연구원이나 연구 책임자에게 즉시 말씀해 주십시오.

6. 부작용이나 위험요소는 없습니까?

부작용이나 위험요소는 없습니다. 답변을 원하지 않는 질문은 언제든지 답변을 거부할 수 있습니다.

7. 이 연구에 참여시 참여자에게 이득이 있습니까?

귀하가 이 연구에 참여하는데 있어서 직접적인 이득은 없습니다. 그러나 귀하가 제공하는 정보는 한국경찰의 연수사업에 대한 이해를 증진하는데 도움이 될 것입니다.

8. 만일 이 연구에 참여하지 않는다면 불이익이 있습니까?

귀하는 본 연구에 참여하지 않을 자유가 있습니다. 또한, 귀하가 본 연구에 참여하지 않아도 귀하에게는 어떠한 불이익도 없습니다.

9. 연구에서 얻은 모든 개인 정보의 비밀은 보장됩니까?

개인정보관리책임자는 서울대학교 교육학과 유성상 교수, 윤리교육과 김형렬 교수입니다. 저희는 이 연구를 통해 얻은 모든 개인 정보의 비밀 보장을 위해 최선을 다할 것입니다. 이 연구에서 얻어진 개인 정보가 학회지나 학회에 공개 될 때 귀하의 이름과 다른 개인 정보는 사용되지 않을 것입니다. 그러나 만일 법이 요구하면 귀하의 개인정보는 제공될 수도 있습니다. 또한 모니터 요원, 점검 요원, 생명윤리심의위원회는 연구참여자의 개인 정보에 대한 비밀 보장을 침해하지 않고 관련규정이 정하는 범위 안에서 본 연구의 실시 절차와 자료의 신뢰성을 검증하기 위해 연구 결과를 직접 열람할 수 있습니다. 귀하가 본 동의서에 서명하는 것은, 이러한 사항에 대하여 사전에 알고 있었으며 이를 허용한다는 동의로 간주될 것입니다.

10. 이 연구에 참가하면 댓가가 지급됩니까?

귀하의 연구 참여시 감사의 뜻으로 일만원 정도 되는 작은 기념품이 증정될 것입니다.

11. 연구에 대한 문의는 어떻게 해야 됩니까?

본 연구에 대해 질문이 있거나 연구 중간에 문제가 생길 시 다음 연구 담당자에게 연락하십시오.

이름: _____ 백민정 _____

만일 어느 때라도 연구참여자로서 귀하의 권리에 대한 질문이 있다면 다음의 서울대학교 생명윤리심의위원회에 연락하십시오.

서울대학교 생명윤리심의위원회 (SNUIRB)

동 의 서

1. 나는 이 설명서를 읽었으며 담당 연구원과 이에 대하여 의논하였습니다.
2. 나는 위험과 이득에 관하여 들었으며 나의 질문에 만족할 만한 답변을 얻었습니다.
3. 나는 이 연구에 참여하는 것에 대하여 자발적으로 동의합니다.
4. 나는 이 연구에서 얻어진 나에 대한 정보를 현행 법률과 생명윤리심의위원회 규정이 허용하는 범위 내에서 연구자가 수집하고 처리하는데 동의합니다.
5. 나는 담당 연구자나 위임 받은 대리인이 연구를 진행하거나 결과 관리를 하는 경우와 보건 당국, 학교 당국 및 서울대학교 생명윤리심의위원회가 실태 조사를 하는 경우에는 비밀로 유지되는 나의 개인 신상 정보를 직접적으로 열람하는 것에 동의합니다.
6. 나는 언제라도 이 연구의 참여를 철회할 수 있고 이러한 결정이 나에게 어떠한 해도 되지 않을 것이라는 것을 압니다.
7. 나의 서명은 이 동의서의 사본을 받았다는 것을 뜻하며 연구 참여가 끝날 때까지 사본을 보관하겠습니다.

_____ 서 명 날짜 (년/월/일)

_____ 동의서 받은 연구원 성명 서 명 날짜 (년/월/일)

_____ 연구책임자 성명 서 명 날짜 (년/월/일)

Appendix 2. Semi-Structured Interview Questions (Korean)

[문항별 질문지]

1. 교육훈련 수요조사

1.1. (수요조사)

- 참가국가는 누가, 어떻게 선정하나요?
- 참가국가를 선정하는 과정에서 해당 국가에서 진행되는 다른 치안역량강화 프로젝트들과 연관성을 고려한다고 생각하나요?
- 지난 8개의 프로젝트는 국별연수 6개(중남미 4, 아시아 1, 아프리카 1), 다국가연수 2개(아시아 2)와 같이 진행되었습니다. 이러한 과정에서 중남미 지역을 선정하는 이유는 무엇이라고 생각하나요? 한국이 어느 지역을 중점적으로 선정해야 한다고 생각하나요?
- 한국 경찰은 개발협력국가에 대한 국가(또는 경찰) CPS를 보유하고 있나요?
- 과정명은 어떻게 정해지나요?
- 왜 '역량강화'라는 단어를 쓴다고 생각하나요? 이 때 역량강화란 어떠한 의미라고 생각하나요?
- 수요조사 및 교육과정 설계를 위해 해당 국가에 대한 조사를 실시할 때 어떠한 방법으로 정보를 얻나요? 그에 대해 어떠한 문제점이 존재하나요?
- 해당 국가 관리자와 연락을 주고받을 때 어떠한 불편함은 있나요?
- 연수과정에 대해 해당 국가, 연수 대상, 과목, 교육기관 등은 전체적으로 어떠한 절차(단계)를 거쳐 확정되나요?
- 연수 진행자-강의 진행자-해당분야 전문가-연수 대상자 간에 교류가 어떻게 이루어지나요?
- 연수사업 대상의 중복성: 연수프로그램에 동일한 연수생이 와야 한다고 생각하나요?(단계별 연수) 혹은 동일한 연수프로그램이 여러 대상에게 진행되어야 한다고 생각하나요? (확산형 연수)

2. 교육훈련 수요분석

2.1. (교육내용)

- 대상 국가가 결정된 다음, 해당 국가의 해당 경찰에 대해 교육주제 및 교육내용을 결정하는데 어떠한 과정을 거쳐 결정이 이루어지나요? 그러한 설계과정에서 발생하는 문제점은 어떠한 것이 있나요?
- 한국 경찰이 실시하는 강의내용(과학수사, 사이버수사, 범죄수사, 정책기획 등)이 실제 해당 국가에 필요한, 그리고 적합한 내용이라고 생각하나요?
- 그러한 내용들이 한국 경찰이 가르칠 만한 (한국 경찰이 실제로 잘 수행하고 있는) 내용이라고 생각하나요?

2.2. (교육요구)

- 연수 사업 설계 및 실행 시 현지 지역 전문가(현지에 있는 지역 전문가, 또는 현지 지역의 분야 전문가)의 역할은 어떠한가요? 그들과 함께 업무를 진행하는 것에 어려움이 있을 경우 어떻게 개선되어야 한다고 생각하나요?
- 실제 수요조사 내용과 연수 프로그램 내용과 연계성이 높다고 생각하나요?

2.3. (기타)

- 장기 프로젝트의 경우 1차년도-2차년도-3차년도 간의 관련성이 지속된다고 생각하나요?
- 교육훈련 요구분석 과정에서 얼마나 다양한 수집 방법을 사용하나요?
- 시행하고 있는 수집 방법을 진행하는데 어려움은 무엇이며, 한계점은 무엇이라고 생각하나요?

3. 설계 및 개발

3.1. (목적)

- 목표 및 목적을 설정하는데 참고하는 기준이 있나요?
- 목표가 및 목적이 모호한 부분에 대해서는 어떻게 생각하나요? 이를 문장으로 작성할 때 어떠한 어려움이 있나요?

3.2. (교육방법)

- 연수기간 선정의 기준은 무엇인가요? 왜 그렇게 나누시나요? 연수기간이 길거나 짧다고 느끼나요?
- 연수효과와 지속가능성을 강화 시키기 위해서 어느 정도의 연수기간이 적절하다고 생각하나요?
- 효과적인 교육방법론에 대한 고민을 하셨나요? 그러한 부분은 어떠한 내용이 있나요? (예. 적절한 교육 시간, 수업당 참여인원 등)

3.3. (교육전달방법)

- 강의내용 및 방식과 적합한 강의시설 등의 기자재를 준비할 때 어려움이 있나요?
- 강의형 수업과 토론형 수업, 실습형 수업 등 다양한 수업진행방식이 있습니다. 지난 사례의 경우 (아시아이비다국가연수 제외) 약 80%의 강의형 수업, 10%의 토론형 수업, 10%의 강의&실습형 수업이 진행되었습니다. 이러한 수업진행방식은 어떻게 결정되며, 이러한 진행방식에 대한 의견이 궁금합니다.
- 어떠한 수업진행방식이 제일 효과적이며, 연수대상자들이 긍정적인 반응을 보였다고 생각하나요?
- ICT 교육 등 정보통신기술을 통한 온라인 교육방법을 활용하고 있나요?

3.5. (기타)

- 산업시설과 문화탐방 장소는 어떻게 정해지나요?
- 그러한 문화탐방에 대한 연수대상자들의 반응은 어땠나요?
- 강사들은 어떠한 기준에 의해 선발되며, 자격은 무엇인가요? 선발 방법은 어떠한가, 강사의 수준에 대한 만족도는 어떠한가요?
- 강사진을 섭외하는데 조건이 있나요? 강사진과의 협업은 잘 이루어지나요?
- 효과적인 강사선발 및 강의 내용 내실화 과정에서 나타나는 어려움은 무엇인가요? 어떻게 개선되어야 한다고 생각하나요?

4. 계획 및 전달(실행)

4.1. (교육대상)

- 교육대상자는 어떻게 선정하나요?
- 교육에 참가하기 이전에 교육대상자들에게 수요조사를 받나요?
- 영어회화 능동자를 우대하는데 (실제 수업에서는 스페인어로 진행되는 것으로

입니다.) 왜 영어회화 능통자를 우대해야 한다고 생각하나요?

4.2. (교육계획)

- 강의 진행자들이 국제개발협력에 대한 기초지식 및 교육 경험이 있나요? 또 해당국가에 대한 교육을 받았나요?
- 강의 진행자들이 해외경찰 대상 강의를 진행할 때 국제협력/해당국가에 대한 이해 및 교육과정에 대한 가이드라인이나 참고할 만한 기준이 있나요?
- 강의 진행자 이외에 연수과정설계에 대해 해당분야 전문가에게 조언을 구하나요? 그러한 과정에서 느끼는 어려움은 어떤 것이 있나요?

4.3. (공식적교육실시)

- 국별보고를 실시할 때 연수대상자가 성실히 준비해오고, 발표에도 성실히 입하나요?
- 액션플랜을 제작하는데 연수대상자들이 적극적으로 참여하나요? 실제로 그 액션플랜이 사용된다고 생각하나요?
- 다국가연수를 실시할 때 해당 국가간 교류는 잘 이루어지나요? 특히 다국가연수를 할 때 어려움이 있나요?
- 해당 연수가 진행될 때 참여자들이 각자의 역할을 잘 인지하고 있나요? 그에 대한 가이드라인이 있나요?

5. 평가

5.1. (평가전략)

- 각 국가와 경찰, 교육내용 등의 특징에 맞춘 평가를 실시하고 있나요? 평가의 가이드라인은 어떤 기준을 따르고 있나요?
- 참가자들의 솔직한 평가를 얻기 위해 어떠한 방법을 사용하나요? 이 때 특별한 전략이 있나요?

5.2. (교육에대한반응평가)

- 강사진들의 강의에 대한 평가 및 만족도는 어떠한가요?
- 교육참가자들의 만족도는 어떠한가요? 그들의 평가에 대해 신뢰도 및 타당도가 높다고 생각하나요?

5.3. (교육에대한평가)

- 현재까지 진행된 연수사업의 주요 성과는 무엇이라고 생각하며, 그 것이 얼마나 달성되었다고 생각하나요?
- 교육 단계별 한국 경찰만의 분석틀과 가이드라인의 필요성을 느끼셨나요? 어떠한 내용을 담고 있어야 한다고 생각하나요?

6. 사후관리

6.1. (사후관리)

- 연수사업의 사후관리는 어떻게 진행되나요? 이러한 방식에 한계는 무엇이라고 생각하나요?
- 현재 연수사업이 '역량강화' 에 초점을 맞추고 있는데, 목적달성이 되었다고 보시나요? 그러한 이유는 무엇이라고 생각하나요?

국문 초록

본 연구는 국제경찰교육훈련연구센터에서 진행하는 한국 경찰 연수사업의 현황을 파악하고, 사업 수행과정에서 발생한 경험들이 경찰 역량 강화의 측면에서 가지는 함의를 분석하고자 한다. 사례 연구를 위하여, 문서와 인터뷰를 통한 질적 내용 분석이 활용되었다. 국제경찰교육훈련연구센터의 연수사업이 어떻게 수행되고 있는지를 이해하고, 그러한 과정에서 발견되는 문제점과 영향요인을 중심으로 서술하고자 한다.

본 연구는 국제경찰교육훈련연구센터가 개소한 2016년 6월부터, 연구가 시작된 2017년 7월까지 진행된 모든 프로그램을 연구 대상으로 선정하였다. 각각의 프로그램이 아닌, 전체 연수 프로그램이 어떠한 목적으로 운영되는지 파악하기 위해서이다. 연구 데이터는 문서와 인터뷰를 통해 수집되었으며, 문서는 정책 문서와 내부 문서 등을 포함한다. 인터뷰 대상은 연구센터 기획담당 직원 2명과 연수과정 강사진 2명으로 구성되었다. 인터뷰에서 제시한 교육과정의 5단계를 기준으로 하여 연수사업의 전체적인 내용이 설명될 것이다. 또한 이러한 설명에서 더 나아가, 질적 내용분석의 과정을 통해 한국경찰 연수사업의 맥락을 재구성하고자 한다.

분석과정에서 발견한 문제점들은 연수 사업을 교차하는 세 가지 요소들에 영향을 받고 있었다. 첫 번째로 역량 강화의 측면에서, 연수사업은 연수 제공자들이 역량 강화에 대한 인식이 부족하

다는 경향과 함께 그러한 목적과 내용, 성과간 일치하지 않는 양상을 보였다. 두 번째로 경찰 업무의 측면에서, 연수 사업은 경찰 세부분야 및 직업적 특징에 영향을 크게 받았다. 세 번째로 교육과 훈련의 측면에서, 연수 사업의 교육적 측면에 대한 다양한 해석이 존재했으며, 연구센터는 훈련 기관으로서 제한된 역할을 수행하고 있음이 드러났다.

결론적으로 본 연구는 연수사업을 수행하면서 어떠한 문제점들이 발견되었을 때, 이는 개별적인 사건으로 해석될 것이 아니라는 점을 지적한다. 다시 말해서, 수행 담당자나 조직의 문제를 넘어서, 여러 층위가 섞여서 진행되는 연수 사업의 맥락 자체가 고려되어야 한다는 것이다. 기존의 연구들이 경찰의 지위에 초점을 맞추거나, 효과적인 훈련을 이끌어내고자 했다면, 앞으로의 연구들은 더 넓은 시각에서 전체적인 구조를 이해한 다음에 세부적으로 진행되어야 한다. 본 연구는 특정한 해결책을 제시하고자 함이 아니라, 해결책을 제시하는 과정에서 참고할 수 있는 여러 카테고리를 언급하고자 하였다.